

CLEARFIELD CITY COUNCIL MEETING MINUTES
6:00 P.M. WORK SESSION
June 1, 2021

City Building
55 South State Street
Clearfield City, Utah

PRESIDING:	Mark Shepherd	Mayor
PRESENT:	Kent Bush	Councilmember
	Nike Peterson	Councilmember
	Vern Phipps	Councilmember
	Tim Roper	Councilmember
EXCUSED:	Karece Thompson	Councilmember
STAFF PRESENT:	JJ Allen	City Manager
	Summer Palmer	Assistant City Manager
	Stuart Williams	City Attorney
	Kelly Bennett	Police Chief
	Adam Favero	Public Works Director
	Braden Felix	City Engineer/PW Deputy Director
	Kenny England	Utilities Superintendent
	Curtis Dickson	Community Services Deputy Dir.
	Spencer Brimley	Community Development Director
	Rich Knapp	Finance Manager
	Trevor Cahoon	Communications Coordinator
	Nancy Dean	City Recorder

Mayor Shepherd called the meeting to order at 6:04 p.m.

DISCUSSION ON THE AWARD OF BID FOR THE RESTROOM FACILITIES PROJECT
AT STEED PARK

Curtis Dickson, Community Services Deputy Director, stated the budget for the restroom facilities project at Steed Park was \$190,000. He explained the restroom had already been ordered because the lead time was about 16 to 20 weeks. He indicated the remaining budget funds for engineering and construction costs were about \$59,000 because \$9,261.53 had already been spent on engineering.

Mr. Dickson reviewed the low bid for the construction was Thurgood Construction totaling \$104,998, which was significantly over budget. He mentioned the project scope could be reduced because it included the engineer's recommendation to take care of a drainage issue in the parking lot, but it would still leave a budget shortfall. He reviewed the funds remaining from the Master Valve Flowmeter project and the Central Irrigation Control project that could be reallocated to help fund the project. He reviewed some options that could be used to complete the project. He

explained one option was to reduce the scope of work and have the contractor prepare the pad and stub the sewer line at the parking lot, but then it would not be a functional facility. He explained the City would then have to look at doing another project to fund the sewer line connection at 300 North. He noted another option to help fund the remaining balance and allow for contingency would be to use the General Fund or Parks, Arts, Recreation, Aquatics, and Trails (PARAT) Tax revenues.

Councilmember Peterson asked what the total cost savings would be if the drainage issue corrections were removed from the scope of work. Mr. Dickson answered it was about \$12,500. Councilmember Peterson expressed her opinion it would be a short-term gain to remove the correction for the drainage issue. She wanted to have it included. She voiced her opinion PARAT Tax revenue made sense for funding the project rather than the General Fund.

Councilmember Peterson wondered when the other restroom renovations at other parks would be completed. Mr. Dickson responded those would be included in the Fiscal Year 22 (FY22) budget.

Councilmember Peterson recommended the City take care of the drainage issue. Mr. Dickson reviewed the issues with the drainage and how it could be corrected to change the flow. He explained there were options, some of which would require staff time for annual maintenance.

JJ Allen, City Manager, asked how the Public Works department felt about the drainage issues and maintenance. Adam Favero, Public Works Director, agreed the drainage would need to be addressed and the patch was a temporary fix. He suggested it should be fixed but maybe it could save money if it were added to another project of similar type. Councilmember Peterson commented if Public Works felt it could be included in another project, she was comfortable with removing that portion from the current project.

Councilmember Peterson asked what the timing was for the gravel parking lot to be asphalt surfaced. Mr. Dickson stated it was proposed to be completed with PARAT Tax revenue in FY22. He reviewed the budget discussion from the last meeting which had outlined the PARAT Tax top three priorities as recommended by the Parks and Recreation Commission. He explained the completion of the pickleball complex was third on the priority list and included paving the parking area and providing pavilions and benches.

Councilmember Peterson expressed her desire to make sure the project was not half done but wrapped up with PARAT Tax revenue, so the infrastructure was in place and other projects did not have to be bumped again.

Councilmember Bush mentioned the extra paving would have storm water impacts. He asked if the storm water runoff had been reviewed. Mr. Dickson answered yes. Mr. Allen explained the pickleball courts project would be completed with three separate contracts: one for the courts, another for the restroom construction, and one for the paving of the parking lot. There was a discussion about the sewer and water needs for the area.

Councilmember Phipps agreed with Councilmember Peterson and stated it was important to look at cost avoidance also. He recommended to fix it right and finish the project. Mayor Shepherd recommended staff work together to get the project completed and done correctly with the most cost savings.

Councilmember Peterson recommended to the Council that the pickleball project be bumped up in the priority list so it was completed first using the PARAT Tax revenues. She expressed her opinion that the City should complete projects that were outstanding before starting new projects.

Mr. Dickson acknowledged the award of bid would be considered in the next policy session. He summarized the recommendations from the Council which included completing the project in its entirety and using the remaining funds from the other two projects first, then funding any remaining costs with PARAT Tax revenues. He stated staff would work together and prepare a budget amendment for the Council's consideration to reallocate funding and include the additional funds needed from PARAT Tax.

REVIEW OF THE CITY'S MUNICIPAL WASTEWATER PLANNING PROGRAM (MWPP) ANNUAL REPORT

Kenny England, Utilities Superintendent, reviewed the City's Municipal Wastewater Planning Program (MWPP) Annual Report. He indicated the following key elements were included in the report:

- General information and operations of the City's sanitary sewer system.
- Sewer systems financial evaluation, fiscal sustainability, new development, and overall system condition evaluation.
- To ensure that City Council was aware of the current needs and conditions of Clearfield's Wastewater System.

There was a discussion on how numbers in the report were calculated for sewer rates and new development. Rich Knapp, Finance Manager, explained how sewer rates were calculated.

Adam Favero, Public Works Director, stated the new development calculations were based on units per acre. He explained there would be impacts on the calculations if there was a zoning change from single family to high density. Councilmember Phipps acknowledged the numbers were based on what was currently known. Mr. Favero confirmed and said staff did have to guess a little bit.

UPDATE ON THE CLEARFIELD STATION TRANSIT-ORIENTED DEVELOPMENT (TOD) INFRASTRUCTURE PLANNING PROGRESS

Braden Felix, City Engineer/Public Works Deputy Director, stated the City had hired CRS Engineers to perform the site engineering services for the Clearfield Station /transit Oriented Development (TOD) which included survey, streets, utilities, right-of-way, and coordination with UDOT and UTA. He explained the plans which included roadways and intersections, utilities, and landscaping were about 90 percent completed.

Mr. Felix mentioned plans for roadways and intersections were completed and submitted to UDOT for review in March. He indicated the comments came back from UDOT which required a deceleration lane in addition to other minor requirements. He stated the changes needed would result in additional costs for engineering so a change order would be necessary.

Councilmember Phipps asked where the deceleration lanes would be located. Mr. Felix answered it would impact the south bound lanes turning into the TOD. JJ Allen, City Manager, added it would likely affect the mobile home park and cemetery.

Mr. Felix stated the overall plan was to connect Deport Street to 1450 South and provide a new signalized intersection for “Station Boulevard” and State Street. He mentioned the intersection of 1000 East and State Street would change to a right-in, right-out off 1000 East. He reviewed the following roadways and intersections designed:

- Station Boulevard and State Street
- 1000 East and State Street
- 1450 South and State Street

Councilmember Peterson requested the maps be updated so “Pratts Street” was revised to “1150 South.” Mr. Felix responded staff had repeatedly requested that change. He added a note would be made on the plat so the street name would be updated.

Mayor Shepherd asked how far south the raised median would go from the intersection at 1000 East and State Street. Mr. Felix answered the plans noted 150 feet. Mayor Shepherd expressed his concern that the access to Sips was not closed. There was a discussion about ensuring the accesses of businesses in the area were not restricted.

Mr. Allen explained a letter went out to all the businesses or property owners near the intersection at 1000 East and State Street about the design. He wondered if staff had received any comments back. Mr. Felix answered nothing had been received from residents or businesses.

Mr. Felix indicated the intersection at 1450 South and State Street was designed in a way so there would not be a need to take property from the apartments. Councilmember Peterson wondered if the intersection at 1450 South and State Street still contemplated the purchase of the Chelemes properties. Mr. Felix responded yes, the City would have to buy both Chelemes properties and a small portion of another property.

Mr. Felix reviewed the Station Boulevard roadway features which included: on street parking, protected and colored bike lanes, colored concrete pedestrian crossings, colored paver corners, raised tree planters, and a planted raised median utilized for stormwater retention. He mentioned the side streets features were on-street parking and sidewalk level tree planters and vegetated park strips.

Councilmember Peterson asked who would be responsible for the maintenance. Mr. Felix answered it would fall to the City. Mr. Allen commented it was his understanding the maintenance of the median on Station Boulevard would fall to the City but the side street park strips would be the responsibility of the adjacent property owners. There was a discussion about

what had been negotiated in the agreement and concerns were expressed about the impacts on staff to maintain additional landscaping. Mr. Allen reviewed the language of the agreement which committed the City to the maintenance of the median on Station Boulevard, City parks and the park strip in front of those parks, and any areas where there was not an adjacent property owner. Mr. Felix reviewed the conceptual renderings for the streets and roadways.

Mr. Felix stated the onsite water and sewer plans had been completed and there were no challenges. He mentioned offsite plans had been challenging. He indicated the City was upsizing a four-inch waterline on State Street to a ten-inch waterline as part of the project. He noted it would be separate from the City's existing project on State Street and staff would be looking at using impact fees to help with the construction of the waterline. Mr. Felix acknowledged the original plans for the sewer line had to be redesigned because of challenges with elevations, so it would be installed behind Oakstone Apartments extending down to the regional pond and eventually tie into Antelope and 1000 East. Councilmember Peterson asked if gravity would pull it. Mr. Felix answered yes.

Councilmember Bush questioned if it would be the same sewer line for the new development recently approved. Mr. Felix responded it might work for that project but staff had not talked with the developer about doing that yet. There was a discussion about the possibilities for the sewer line and available easements.

Mr. Felix highlighted the plan design for the parks and storm water ponds. He explained a new two-acre park would be included adjacent to the future parking structure on the south end of the project. He indicated it would include: one large play structure, four covered pavilions, one restroom, one acre of open grass play area, and one storm water detention pond. Councilmember Peterson wondered if water conservation had been part of the design discussions. Adam Favero, Public Works Director, stated there had been talks that included how to use water effectively while keeping maintenance costs to a minimum. Mr. Allen stated the streetscaping would be water wise. He stated the park would function as a detention basin and artificial turf would not be sufficient for that type of use. Councilmember Peterson stated she was not advocating for artificial turf but wanted to make sure staff was looking at ways to conserve water use where possible.

Councilmember Phipps questioned if the proposed park would be City owned and maintained. Mr. Allen responded in the affirmative.

Mr. Felix highlighted the plans for the UTA plaza which was a simple layout with potential for upgrading in the future. Councilmember Phipps wondered if the plaza would be maintained by UTA. Mr. Felix answered yes.

Mr. Felix stated the project could be bid as early as July; however, the City did not have designs or schedules from the various utilities. There was a discussion on the challenges with utilities. Mr. Allen commented if the developer said they usually do not use Century Link then it should be cut from the design. Mr. Felix remarked it could be done and would make things easier. He explained the construction would need to be phased because the rights-of-way acquisition could take up to a year. He noted mid-summer was usually not the best time to advertise projects.

Mr. Felix reported the initial estimate from Psomas included as the preliminary budget estimate was about \$14.35 million. He noted that estimate did not include the property acquisition or the parking structure, plus the estimate was nearly two years old. He explained the most recent estimates were about \$18.8 million and included the following costs:

- Civil improvements – \$10.8 million
- Design and construction management – \$1.3 million
- Property acquisition – \$1.8 million
- Dry utilities – \$660,000
- Parks and landscaping – \$4.4 million
- Did not include the parking structure

Councilmember Peterson asked given the new costs estimates where that would put the City with the bonds. Mr. Allen noted the City recently approved a parameters resolution for \$19.5 million which would not be enough to cover the costs of the project. He explained there was plenty of wiggle room because of the way Zions Public Finance was structuring the debt service. He stated a new parameters resolution would be required whether it was adding to the original amount or doing a supplemental resolution for bonds to cover the gap. He noted Zions was working on the best approach. Mr. Allen added the City should only be using about 65 percent of the tax increment financing (TIF) generated by the project each year so it should be sufficient to cover all the itemized costs and the potential to help fund a parking structure in the future.

Rich Knapp, Finance Manager, asked if there was opposition to increasing the bond amount. There was a discussion about the options which could impact the City's commitment to the interchange landscaping. Mr. Allen indicated there was a grant from Davis County Third Quarter Sales Tax for property acquisition for \$1.5 million. He mentioned the increased bond amount would likely need to total \$22.5 million. He explained a higher bond amount would increase the capitalized interest and cost of issuance as well. He stated staff would need to queue up the second parameters resolution soon.

Mr. Felix reviewed the Clearfield Station project budget. He explained the engineering contract would require a change order totaling about \$39,900 to accommodate the design fees associated with deceleration lanes required by UDOT and rerouting the sewer behind Oakstone Apartments. He reviewed construction management costs and responsibilities of the City to install utilities. Mr. Felix explained Rocky Mountain Power would need to relocate 5 power poles. He acknowledged staff was waiting for an estimate to bury the powerlines along State Street.

Mr. Felix highlighted the property acquisition plans for the 1450 South extension and Depot Street extension.

Mayor Shepherd thanked staff for the updates.

DISCUSSION ON COMMUNICATIONS AND MESSAGING

Trevor Cahoon, Communications Manager, reviewed systems thinking and stated staff had been reviewing the communications system and processes. He highlighted the changes to the structure

of the communication division which recently included moving one 30-hour position back to the Community Services department. He reviewed how the duties and responsibilities for marketing, public relations, and communications would work between the Community Services department and communication division. He explained having a part-time position in Community Services focused on that department and would free up time for the communications division to allow all the other departments and the Council to be supported with their communication and messaging needs. There was a discussion about the recruitment process.

Councilmember Phipps asked if staff felt the issues would be sufficiently resolved by the separation of duties. Mr. Cahoon responded as things currently were; it was the best solution. Mr. Allen indicated by having someone dedicated to the Community Service department marketing, it would give the communication division time to focus on all the other needs of the organization.

Councilmember Phipps expressed his concern about continuity in the messaging. Mr. Cahoon responded it would be important to continue communication and collaboration. He added it would be good to have a system in place so that as personnel changed communications continued to have continuity throughout the organization.

Mr. Cahoon reviewed how the Communication Division spent its allocated resources to communicating. He commented for the most part the division was currently reactionary and there was no time for strategic planning. He explained the current demands made it difficult to engage with the community. Mr. Allen stated the City's time allocation of 67.5 hours was a larger commitment than other cities. He mentioned a lot of the content was standard and not unique if communications became reactionary.

Mr. Cahoon stated there could be adjustments in the current system to shift the focus and manage priorities. He explained the hedgehog methodology would assist in improving the processes. He asked if there were messaging priorities. There was a discussion about priorities and the following topics were touched upon:

- Priorities would change constantly and be tied to various events or projects.
- Priorities could be established by looking at the core values and letting those set the tones for messaging.
- Projects would lift the importance of messaging.
- Using priorities to help aid focus and provide the guardrails for messaging efforts.
- Projects and programs related to the City's strategic vision.
- Consider in messaging "what story do we want to tell."
- Creating a place 'where people want to be' should be a focus and priority.
- Creation was dynamic and the process of creating was ongoing.

Mr. Allen stated the current system for communications was routine and there was not much room for overall strategizing to unite everything. He asked if the Council wanted something more from the communications division and if so what could be done to get there.

Councilmember Phipps stated originally when the Communications Manager position was envisioned, the Council wanted to find a person to have that vision to help create the message

rather than checking off a list of tasks. Mr. Allen indicated it sounded like there were two options: 1) a system where each task was farmed out to individual departments and it was not centralized or managed while trying to remain unified; or 2) if the message should be unified then there needed to be a way to grow the capacity of the current system. Councilmember Phipps commented another city addressed similar issues by forming an ad hoc committee that could collaborate and work together to accomplish the tasks with the united vision.

Councilmember Peterson liked the monthly reports which were provided to the Council but understood it was a huge resource of time committed to a very small audience. She commented perhaps the vision for messaging could be based on creating places where people want to be and how it was to be accomplished. She mentioned at some point there could be priorities that needed communications content to be contracted. She stated priorities could be the road map of what was offered to the residents.

Mr. Cahoon appreciated the discussion. He acknowledged some communities did a great job of distributing the communications to the various departments through coordination. He felt it would need to be a joint effort from all departments if done properly. There was a discussion about the impacts on departments and personnel if the City were to implement that type of communications shift.

Mr. Allen explained he had reserved some time in the upcoming retreat to discuss the topic of the 'why' behind messaging. He noted Councilmember Peterson had consistently asked for messaging of the 'why' specifically related to downtown redevelopment. He stated that had been a facet of reasoning for the current discussion and the Council could be thinking about it in preparation for the retreat.

Mr. Allen explained the communications office was created without much definition and it had grown over time and been very successful. He continued the demands on staff time continued to grow but it had reached a point where either expectations needed to scale back, or additional resources would have to be allocated to meet the expectations.

Mr. Cahoon highlighted the costs, pros, and cons related to contracting services.

Councilmember Peterson suggested the messaging efforts for the 'why' behind downtown development be contracted so it was expedient, and so it did not fall on those running for office to spread the message individually during the campaign season.

Mr. Allen indicated the retreat discussion about messaging should also focus on what the unified message was that all six of the current elected officials shared. He added the second consideration needed to be what the Council was willing to pay to have that message shared.

Mr. Cahoon discussed the difference between a chief communications officer and a communications manager. He reviewed the City's current system and why it was built that way.

Mr. Allen indicated the downtown messaging was more urgent to address and it would be discussed in more detail during the retreat. He added the current budget did not reflect any

changes with the communications division; however, it could be addressed if the Council wanted to see some changes.

Mr. Cahoon bragged about the City's communications division that had developed over the last five years. He acknowledged communications manager was not his end goal and he felt ready to run strategic operations. He expressed his desire to build a system that could keep working and not fail if there were changes in personnel because he wanted the City to be successful.

Councilmember Peterson moved to adjourn at 8:20 p.m., seconded by Councilmember Roper. The motion carried upon the following vote: Voting AYE – Councilmember Bush, Peterson, Phipps, and Roper. Voting NO – None. Councilmember Thompson was not present for the vote.

APPROVED AND ADOPTED
This 22nd day of March 2022

Mark R. Shepherd, Mayor

ATTEST:

Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, June 1, 2021.

Nancy R. Dean, City Recorder