

CLEARFIELD CITY COUNCIL MEETING MINUTES
MID-YEAR RETREAT
JULY 8, 2022

Zions Bank Building
One South Main
Founders Room, 18th Floor
Salt Lake City, Utah

PRESIDING:	Mark Shepherd	Mayor
PRESENT:	Kent Bush	Councilmember
	Nike Peterson	Councilmember
	Vern Phipps	Councilmember
	Tim Roper	Councilmember
	Karece Thompson	Councilmember
STAFF PRESENT:	JJ Allen	City Manager
	Summer Palmer	Assistant City Manager
	Stuart Williams	City Attorney
	Kelly Bennett	Police Chief
	Devin Rogers	Police Assistant Chief
	Shaundra Rushton	Communications Director
	Eric Howes	Community Services Director
	Curtis Dickson	Community Services Deputy Dir.
	Spencer Brimley	Community Development Director
	Ricki Miller	Human Resources
	Adam Favero	Public Works Director
	Braden Felix	Public Works Deputy Director
	Brad Wheeler	Streets Superintendent
	Rich Knapp	Finance Manager
	Nancy Dean	City Recorder

Mayor Shepherd called the meeting to order at 8:03 a.m.

LESSONS FROM LEADERSHIP AND SELF-DECEPTION

JJ Allen, City Manager, started the retreat by reviewing the main principals taught in the book “Leadership and Self-Deception.” He didn’t want anyone to confuse the concept of being “outside the box” with the common phrase “thinking outside the box.”

Mr. Allen asked for first impressions from the group. Councilmember Roper appreciated the value of the self-reflection it created for him and the subsequent effort to avoid slipping into old behaviors. Spencer Brimley, Community Development Director, recognized the cognitive effort it took to remedy how he viewed others.

The Key to Zagrum's Success: Seeing Others as People

Summer Palmer, Assistant City Manager, read the following quote from page 41:

“...everyone else has duplicated all of *that* stuff, but they've yet to duplicate our results. And that's because they don't know how much smarter smart people are, how much more skilled skilled people get, and how much harder hardworking people work when they see, and are seen, straightforwardly – as people.”

Mayor Shepherd said he could attest to that concept and not just with employees but with family members as well. If people were just a number, they would work to the minimum level of your expectation. Mr. Allen recounted a personal experience with a past leader in his life and how the group didn't feel known to him. Ricki Miller, Human Resources, agreed that the concept worked, and she had heard about it in many forums – if you can recognize someone as a person and treat them as such, they would do more for you. She encouraged the group to remember as leaders, they needed to focus on the people and lead them as opposed to making sure things were done a certain way. Mr. Allen pointed out that type of leadership required more flexibility and not rigidity. Stuart Williams, City Attorney, said we needed to not take over for others but allow them to have ownership. Councilmember Bush pointed out that with some personalities, it could go to their heads and make them more arrogant. Mr. Allen pointed out the need for humility. Councilmember Roper said he tried to put himself in other people's roles to get a broader perspective which encouraged more people at the table to arrive at consensus.

Seeing Others as Objects

Three Common ways we see people as objects:

- Obstacles
- Vehicles
- Irrelevancies

Councilmember Peterson said anytime we classify people and group them together they could be objectified which made it easier to detach from them and rationalize marginalization of that group. Councilmember Roper said casting blame on others invited them to go into their box. Mr. Allen said people could sense when they were not seen as people. He said he could perceive when someone is just using him to get something done. Braden Felix, Public Works Deputy Director, pointed out it can become problematic when we categorize the residents that way. Adam Favero, Public Works Director, mentioned the water conservancy efforts and how comments from residents had put the staff in a box, and that it worked both ways. Councilmember Peterson said it was easy to group people based on comments they made instead of validating their position. Shaundra Rushton, Communications Manager, asked if it was possible to recognize people as “vehicles” but in a humane way. For instance, she questioned whether utilizing people who held positions of influence in the community to communicate the City's message could be done positively. Mayor Shepherd said the perspective could be to recognize them as partners instead of as a “vehicle.” He recommended helping the partner recognize how the partnership would benefit them as well. Mr. Allen liked the distinction of

partnership as opposed to manipulation. Councilmember Phipps commented that when one was out of the box it was possible to establish a shared objective and maintain productivity because of how the people were treated. Mayor Shepherd admitted to not being able to finish the book the first time, and how difficult it was to recognize how badly he was at those skills and how easy it was to slip back into the box. He cited a time in his career where the work model saw employees as vehicles and the employees thought of themselves the same way which resulted in a high level of waste. As he worked to change the work culture and recognize their humanity, production tripled. Councilmember Peterson thought it seemed counterintuitive to start at a place of getting to know people instead of starting with improving an employee's skillset or the entity's regulations. Mayor Shepherd shared the importance of making sure employees saw that they were doing work that management was willing to participate in – management wasn't "above" their line of work. Ms. Palmer pointed out the true motivation was just to see those around us and not trying to see them as people just to get something out of them. Mr. Favero agreed, but wondered if that was true why would we need to train ourselves to be good to people. He pointed out the need for reminders because people were not genuinely sincere as they struggle with their own desires, goals, dreams and needed to be brought back to reality. Eric Howes, Community Services Director, mentioned while he read the book, he was reminded of his graduate school education in Family Therapy. He said he had worked on the five dysfunctions of a team, and recognized how easy it was to slip into the box. He pointed out it was easier to treat people as people when there was no conflict, but life doesn't allow that for very long. Councilmember Peterson related hearing that when investors changed from being profit-driven to people-driven that results quadrupled and were able to be more consistent and stable.

Characteristics of the Box

- Inflating others' faults
- Inflating own virtue
- Inflating the value of things that justify our self-betrayal
- Place Blame

Mayor Shepherd pointed out that blame was a huge element in sports. Nancy Dean, City Recorder, gave an example where blame was placed on the resident and how quickly it placed her back in the box. Mr. Brimley said we carry that box with us and when something agitates us, we feel justified. Mr. Allen pointed out the tendency to inflate situations. Mr. Williams related how there was so much repetition in life so we carry our box with us, and experience could taint our approach. Councilmember Phipps pointed out the complicated nature of blame relationships in business and how sometimes it was required to blame others to take pressure off self to retain employment. Ms. Palmer pointed out the importance of the philosophy of change starting at the top with leadership then everyone could spend more time on problem solving instead of self-preservation. Mr. Howes brought up the book "Good to Great" by Jim Collins, which recognized level five leaders did not dish out blame when something went wrong. Leaders in companies that exceeded industry standards for an extended period were leaders who accepted blame first and when things were good said it was the other's fault. Chief Bennett said it was so easy in police work to remain in the box because they dealt with the same people repeatedly which made it difficult to get out of the box. He stated officers didn't want to let down their guard too much. It was a difficult balance. He gave an example of fighting the urge to immediately respond via email to a complaint and instead called a resident directly and found that by listening to the

resident first, he was able to resolve a simple misunderstanding. Devin Rogers, Assistant Police Chief, said he struggled within the police department with how to address issues of being outside the box – employee not performing, employee gets in trouble – how to address the mistake outside of the box when employee was continually underperforming and became an obstacle. Mr. Felix pointed out an excerpt in the book where the leader got to know more about the employee and his family and life and after those interactions when the employee had to be reprimanded the employee did not want to disappoint the employer again. Mr. Knapp pointed out in the book where the author said justification feeds the box and recited a personal example of how justification triggered further negative behavior. Ms. Palmer recognized the benefit of learning and applying the principles of the book to prevent going for a long period of time with ineffective and compounding attitudes that only damaged relationships further. Mr. Favero cited personal experiences where an employer cared about an employee and because of that concern was able to see where the job was not a good fit. Ms. Palmer recommended the book's approach to addressing underperforming employees through teaching based on a sincere desire to help them see a way to improve their lives. Chief Bennett brought up the difficulties of being out of the box with people who have their own walls.

It Cuts Deep

Mr. Allen brought up a part in the book where it pointed out times when people feel like they should help someone but then don't and described those moments as betraying self. Mr. Allen admitted he did not have those feelings often and was impacted by the following quotes, "I didn't have to have a feeling that I betrayed in the moment in order to be in the box *because I was already in the box.*"

"So, the fact that I have few feelings to help someone probably isn't evidence that I'm out of the box. It may rather be a sign that I'm deep within it." – page 88

The Box and How We Get In It

1. There are two Ways of Being – the out-of-the-box way where we see others as people, and the in-the-box way where we see others as objects.
2. Way of Being is deeper and more important than behavior.
3. When we betray ourselves, we enter the box (i.e., we become self-deceived).
4. In the box, we see others and ourselves in ways that justify our own self-betrays.
5. Over a lifetime of self-betrayal, we develop characteristic self-justifying ways of seeing ourselves and the world; we carry our "boxes" with us.
6. In the box, we provoke others to get in the box as well, and the mistreatment we then get from others gives us justification for staying in the box.

- Leadership and Self-Deception Study Guide

Ms. Rushton brought up the importance of recognizing when response to others is emotion-driven and to wait to respond until that emotion was not overwhelming.

Getting Out – Dead Ends

What doesn't work in the box:

1. Trying to change others
2. Doing my best to “cope” with others
3. Leaving
4. Communicating
5. Implementing new skills or techniques
6. Changing my behavior

“...you can't get out by continuing to focus on yourself...” – page 140

The Box and How We Get Out of It

1. We get out of the box not by focusing on ourselves but by responding to others – that is, by receiving the humanity of those we have been resisting.
2. Responsive relationships and memories give us leverage to get out of the box in other areas of our lives.
3. Once out of the box, we stay out of the box by doing for others what we feel we need to do.

So what?

- What does this have to do with Clearfield City?
- How does it apply to our team of elected officials and staff?
- Do we really expect that our performance will improve or that we will reach new levels of success if we are better at seeing people as people?

The group acknowledged the need to see people as people to create positive experiences with residents and fellow employees.

Group Activity – Mystery Escape Room

The group participated in an escape room activity and then discussed ways the book influenced the group activity.

There was a lunch break and the group reconvened.

CLEARFIELD 2.0 – PRIDE IN OUR PAST, EYES TO THE FUTURE

Clearfield Station TOD

Braden Felix, Assistant Public Works Director/City Engineer, briefed the Council on the progress with the infrastructure at the Clearfield Station project.

- Contractors:
 - Designer: CRS Engineers
 - General: Geneva Rock Products
 - Sub-contractors:
 - Gallegos (water)

- Diamond Tree (demolition)
- Sinc (landscaping)
- CVE (electrical)
- Construction Management: Sunrise Engineering

Work-to-Date – Demolition

- All required demolition on the UTA property was completed.
- Offsite demolition for 1450 South was waiting on property acquisitions.
- Site prep for offsite sewer was completed.
- Careful coordination with UTA was vital to keep operations maintained.
- Included pavement, light towers, steel buildings, trees, fences, and landscaping.

Work to Date – Water

- New 12” waterline starts from the existing 16” line under south leg of Depot St., turns onto State St as a 10” that continued under sidewalk, then tied into Station Boulevard. This is our “Offsite Waterline”
- New 12” waterline was being installed on the south leg of Depot Street.
- New 16” waterline was being installed along the southern boarder of the property, replacing the old asbestos pipe.

Work to Date – Sewer

- An offsite sewer was incorporated into the design for Indigo Sixteen60 project.
- The City made an agreement with US Development to have them install the 18” sewer from Antelope Drive to the northeast corner of its detention basin. It saved the City approximately \$200,000.
- In-ground conflicts had made the sewer difficult to lay, requiring four “re-designs.”
- A sewer would be installed behind Oakstone Apartments starting in the coming days.
- Oakstone Apartments was sold to Roundhouse Properties, which had been a good partner, allowing the City to get the needed easement.

Adam Favero, Public Works Director, provided detailed information about challenges staff had been resolving.

Up Next and Scheduling (and Challenges)

- The on-site sewer and water would be installed, followed by storm drain, curb, then streets.
- The 1450 South extension was to be phased in with additional funding, but the City was in the mediation process with the property owners and waiting on new appraisals.
- The next segment to phase in would be the Depot Street connection with further funding.
- Due to concrete shortages, utility conflicts, and UTA operations, Phase 1 was likely to be completed Summer 2023.
- Phase 2 would include 1450 South and Depot Street connections and side streets.
- Phase 3 would include all landscaping.

Councilmember Bush asked about the electrical and gas improvements. Mr. Felix said payment had been made, and the companies should be able to install their utility when the ground was

ready. He said Rocky Mountain Power was challenging to work with and had recently informed the City it needed to upsize the wire and install a new reconnector in the development at a cost of approximately \$1M. Mr. Allen asked if Rocky Mountain Power could recover that cost from future customers. Mr. Felix said there would be additional meetings to address that question.

Mr. Knapp asked if there was a projected timeframe for the new intersection. Mr. Felix said after meeting with UDOT he thought it would theoretically be completed sometime in 2023. However, he explained the 1450 South extension still needed to have funding in place and the property acquired before UDOT could turn on the signalized intersection that would be constructed there and at Station Boulevard. He stated 1000 East would also need to be converted to a right-in, right-out street. Mr. Allen thought intersection improvements might come later but it really looked like it could come earlier in the development schedule. There was a short conversation about the need to communicate the upcoming changes to the State Street configuration to the residents. Mr. Favero gave kudos to the entire team that had been involved in the project to ensure all details were covered. He was impressed with the communication between all the departments involved.

Clearfield Station – Funding

- \$18.5M Sales Tax Bond
- \$1.5M grant from Davis Council of Governments (COG)
- \$4M grant from Governor’s Office of Economic Opportunity (GOEO)
- In-kind contribution from UDOT of signal equipment and asphalt
 - Still working on the details
 - Value likely several hundred thousand dollars
- Application submitted for \$8M from Davis COG
 - \$4M in two consecutive years
 - Restricted to certain components of the project – Depot Street, 1450 South, and Station Boulevard. were the only eligible streets.
 - Staff thought the decision would be finalized within six months.

Clearfield Station – Private Development

- Hamilton Partners / Arch Nexus developing plan set to:
 - Get construction pricing
 - Attract investment capital
 - Prepare leasing materials
- Stack
 - Planning to be “shovel ready” by spring
 - Contingent on pre-leasing activity
- The Front
 - Signed PSA in place
 - Will close on land purchase once infrastructure around their parcel is complete

LEGEND HILLS – NORTH DAVIS JUNIOR HIGH

Mr. Allen informed the Council that Davis School District wanted to purchase some property at Legend Hills to build a new Junior High School to relocate North Layton Junior High. He

discussed some of the possible developmental repercussions for the City because the intention for the parcel had always been commercial use. He pointed out the City had quite a large risk with no leverage. Layton City said it was willing to work with Clearfield City on a revenue sharing agreement but there was no guarantee whether the current Council or future Councils would agree to any such agreement. There was discussion about the possibility of the 19-acre parcel being split between the two owners and the potential opportunity for the City to purchase a portion of it and the leveraging advantages of such a purchase. Councilmember Phipps pointed out that the project had not been presented to the Davis School Board at that time and those that were aware of it were not necessarily supportive of it for some of the same reasons discussed. There was a discussion of the secondary impacts on development due to restrictions involved with proximity to a school. Mr. Allen said there were no specific questions for the Council, but he was waiting to see how it progressed. Councilmember Phipps likened the situation to a developer that had approached them with an idea and wanted to take the position of partnering with the School District to find a solution. Mayor Shepherd was adamant that the parcel was not a good location for a school and in his opinion the City should purchase property to prevent the school from purchasing that property.

State Street Corridor Redevelopment

- | | | |
|---------------------------|-----------------------------|------------------------------------|
| 1. City Centre | 7. Mayfly Rise | 13. Hillside Estates |
| 2. West Square | 8. City Plaza | 14. Indigo Eight80 |
| 3. Clearfield Station Apt | 9. Sandridge Village | 15. 2 nd and State Apts |
| 4. Clearfield Junction | 10. Lotus Anthem | |
| 5. Depot Crossing | 11. Union Townhomes | |
| 6. Depot Townhome Apts | 12. The Hart at City Center | |

Other Developments

- Bravada 193 (office building coming soon)
- The Heights (aka Towers) at Legend Hills
- Wilcox Farms
- Lifetime Products
- Holiday Oil
- Heritage East, Hamblin Estates, Autumn Ridge 5, Weaver Meadows, Woods Court, Ball Fields, and other SFR
- Large national retailer in old Allegiant / Tai pan bldg. (coming soon)

Introspection / Self-Evaluation

Considering all that had happened / was happening:

- What are you most proud of? The following comments were received.
 - Comments from outside
 - Housing options for residents
 - Planning density in the corridor
 - City's image was changing positively
 - Park Improvements
 - Pride in the Community
 - Courage to Act

- Form Based Code – the City was a trailblazer in doing it knowing there would be mistakes and the sum was still greater.
- Regrets
 - Get residents to take the same approach in their neighborhoods to improve the City's image.
 - To get projects going, how to bridge the gap between quality and investment.
 - Open spaces – determine the role of the City to help protect and invest in those.
 - Balance property rights with need to have quality park space.
 - Remnant parcels
- Consequences
 - Build community with what the City had and make it a place people wanted to stay.
 - Travel – more people on State Street

Are we creating a place where people want to be? Are we building a community?

- Need to continually look at the plan and show willingness to redirect when necessary.
- The City was bringing a large amount of people downtown. The challenge was how to create community in apartment lifestyle which was sometimes considered transient.
- How would the City calm traffic on State Street and create a walkable feel.
- Important to create gathering places within short walking distance for denser communities.
- Investments into parks

WATER CONSERVATION UPDATE

Weber Basin Water Conservancy District contract reductions

- Extreme Drought Conditions – Previous reduction of 24% reduction in contracted water supply (60% outdoor and 10% indoor)
- Severe conditions – current reduction as of June 15, 2023, 19% reduction in contracted water supply (40% outdoor and 10% indoor)

Conservation Messaging

- In the Spring the City received about two calls a day for a few weeks. When City staff presented the water conservation plan to the Council and posted the information on the City's website the calls were reduced to just a few calls a week.
- The water data was showing the messaging posted on the City's website and information the State and other media outlets were publishing was helping with the City's conservation efforts.

Emergency Water Rate Update

- 42% consumption reduction
- 10% revenue reduction
- Projected summer revenue reduction from last year = (\$167k)
- Projected budgeted summer revenue shortfall = (\$400k)
- Study Use Assumptions:

- 10% reduction 10-20kgals
- 30% reduction 20kgals+

Community Services Water Conservation Update

Eric Howes, Community Services Director gave an update on the water conservation efforts in the parks.

- 2021 usage = due to implementation of new system and master valves and flow meters saw a reduction of 50M gallons over 2020 (Avg 8.3M/month)
- May 13-June 13, 2022 = Above the previous year's savings they saved an additional 2.1M gallons over same period in 2021 which was largely reflective of the weather
 - Frequent rains in May and early June were extremely helpful.
- June 14 – Current = Reduction of 43K gallons over 2021
 - Higher temps, winds, and less precipitation required a move to Phase II
- Move to Phase III dependent on weather and overall city water consumption
 - Mr. Howes reviewed changes to watering procedures if they move to Phase III.

Councilmember Bush asked if water in Steed Pond was used for irrigation. Mr. Favero said most of the water would stay in there and evaporate but if it overflowed it would go into the storm drain. Mr. Howes said if it overflowed it would be captured. Mr. Favero stated he hadn't heard much backlash from residents for City parks watering. Mr. Howes said most of the complaints had been from School District properties, however, the City had no control over their schedules. City water systems were set on a schedule and could not come on unless done manually. Discussion was held about the availability of the splash pad and the reduction of hours at the Aquatic Center. Discussion on the water level in Mabey Pond was discussed and the options of replacing the motor in the well, connecting to the Davis Weber Canal, or using impact fees. Mr. Allen anticipated a budget amendment would be needed to address the issue.

ROTATING DEPARTMENT BREAKOUTS – MORE THINGS YOU NEED TO KNOW

The Council participated in department breakout sessions.

The meeting adjourned at 4:45 p.m.

APPROVED AND ADOPTED
This 9th day of May 2023

/s/ Mark Shepherd, Mayor

ATTEST:

/s/ Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council Mid-Year Retreat held Friday, July 8, 2022.

/s/ Nancy R. Dean, City Recorder