

Minutes of the Work Session meeting of the Syracuse City Council held on October 23, 2018 at 6:05 p.m., in the Council Work Session Room, 1979 West 1900 South, Syracuse City, Davis County, Utah.

Present: Councilmembers: Andrea Anderson  
Corinne N. Bolduc  
Dave Maughan  
Doug Peterson (arrived at 8:00 p.m.)  
Jordan Savage

Mayor Mike Gailey  
City Manager Brody Bovero  
City Recorder Cassie Z. Brown

City Employees Present:

Administrative Services Director Steve Marshall  
City Attorney Paul Roberts  
Public Works Director Robert Whiteley  
Police Chief Garret Atkin  
Parks and Recreation Director Kresta Robinson  
Community and Economic Development Director Noah Steele  
Deputy Fire Chief Jo Hamblin  
City Engineer Brian Bloemen  
Streets Superintendent Mike Mathis  
Water Superintendent Ryan Mills  
Sewer Superintendent Darrel

The purpose of the Work Session was to receive public comments; discuss proposed ordinance amendments relating to Cemetery Maintenance; hear a presentation from Salt Lake Chamber Housing Gap Coalition re: housing affordability; receive a case study presentation from Community and Economic Development Department regarding local housing projects; discuss proposed amendments to Chapter 10.75 of the Syracuse City Code relating to the Planned Residential Development (PRD) zone; hear a recommendation from Planning Commission regarding proposed amendments to Chapter 10.20.060 of the Syracuse City Code dealing with General Plan open amendment period; discuss creation of General Plan steering committee; discuss proposed zone change for property located at approximately 1726 S. Bluff Ridge Drive; discuss proposed amendment to interlocal agreement with West Point City re: 1200 South improvements; commence the Public Works Department biennial review; hear public comments; and discuss future agenda items/Council announcements.

### **Public comments**

There were no public comments.

### **Discuss proposed ordinance amendments relating to Cemetery Maintenance.**

A staff memo from the City Attorney explained no changes have been made to this item since it was last placed on the Council's consent agenda, and moved back to this work session. Staff is prepared to make amendments as directed by the Council during this meeting.

City Manager Bovero introduced the item and asked the Council to keep in mind the need for balance in the ordinance; staff is seeking clarification in the ordinance to give the Cemetery Sexton clear direction relative to maintenance issues. Mayor Gailey facilitated discussion among the Council regarding their desires relating to cemetery maintenance and, more specifically, the number of shepherd hooks that should be allowed at a grave site and the manner in which those hooks can be placed. The Council ultimately concluded to support the latest iteration of the ordinance, with one change to allow two shepherd hooks per cemetery monument and that the hooks are only allowed on the ends of a monument (north/south).

### **Presentation from Salt Lake Chamber Housing Gap Coalition re: housing affordability.**

An administrative staff memo explained the following information was provided by Brynn Mortensen, Public Policy & Special Projects Coordinator for the Salt Lake Chamber: "On May 1 of this year, the Salt Lake Chamber officially

launched the *Housing Gap Coalition*. This group includes business and community leaders from throughout the state and is the first of its kind in the nation. The Coalition aims to address Utah's looming housing affordability problem before it's too late. This group was formed as a direct response to a new study, commissioned by the Salt Lake Chamber and conducted by the Kem C. Gardner Policy Institute. The study concludes that the rate Utah's housing prices are increasing threatens our cost of living, economic prosperity and quality of life. You can read the entire study [here](#). The Housing Gap Coalition and the housing affordability study have also been featured in recent media. Check out the stories below for more information:

- KSL - [Story and Article](#)
- Fox 13 - [Article](#)
- Deseret News - [Article](#)
- Salt Lake Tribune - [Article](#)
- Channel 4 - [Story](#) & [Story and Article](#)
- Utah Business - [Press Release](#)
- The Spectrum - [Article](#)

Unchecked, average Utahns will be priced out of our housing market in 26 years. Already, Utah housing is more expensive than some of our top competitor cities in economic development. The Coalition is poised to address the challenges associated with housing affordability by working to provide access to a variety of housing types for all income groups. You can read more about the coalition on our [website](#) or in the attached fact sheet. As a business community, we've had great success when we've worked together with the public sector to address other issues like transportation and education. In a similar fashion, we've organized the Housing Gap Coalition to proactively address housing affordability before it becomes a crisis. This affects every industry and every profession. We want our employees, children and grandchildren to enjoy the cost of living, quality of life and economic prosperity that we've enjoyed. We want them to have the option to stay here and continue the traditions of hard work, community and family that make Utah great. That's why we're determined to get in front of this issue and want to involve cities in this grassroots process. There are some aspects of this issue that we can't easily change. However, one factor that we can address is the way we handle land use and housing policy at the local level. The research from the Kem C. Gardner Policy Institute included actionable steps that cities, towns and counties can take to examine their housing policies and make a difference.

Ms. Mortensen reviewed the information provided in the staff memo and used the aid of a PowerPoint presentation to provide the Council with information regarding the work being done by the Housing Gap Coalition. Throughout Ms. Mortensen's presentation, there was dialogue among the Council regarding the implications of the Coalition's request relating to residential density in the community, housing affordability, and the role of the State of Utah in providing moderate housing options for residents throughout the State.

Mayor Gailey also allowed input from members of the Planning Commission present and there was a continued focus on the lack of a direct correlation between housing density and affordability as well as the impact that higher density residential developments have on City resources and services. Ms. Mortensen indicated that she will report the concerns expressed by the Council and Planning Commission back to the other members of the Coalition and ultimately to the State Legislature.

Councilmember Bolduc stated that she would like to wait for the results of the IBI Antelope Drive Land Use Study, which will provide projections relative to growth and density, before considering any action that is being recommended by the Coalition.

### **Case study presentation from Community and Economic Development Department regarding local housing projects.**

Community and Economic Development (CED) Department Director Steele used the aid of a PowerPoint presentation to provide the Council with a case study regarding residential housing types and their respective densities; the goals of the case study were to provide information about different housing products currently allowed in the City; learn about different housing products being built in surrounding cities; become more familiar with density associated with different housing types; and formulate opinions of what makes a successful residential development and what that may look like in Syracuse City. Mr. Steele presented several graphic images to illustrate the difference between different housing types and densities and he also discussed the housing life cycle, which provides information about the different housing types that people prefer depending upon their phase of life ranging from young single adult to an older or retired couple or individual. The residential zones that have been created in Syracuse City are: agricultural (A-1), three single family detached residential zones (R-1, R-2, and R-3), mixed residential (R-4), and large scale mixed residential (RPC). He then provided photographs of

housing types that have been constructed in the City in each of the residential zones listed above and cited the maximum units per acre in those zones as well as the average home costs in each zone. He noted that there was no example of the housing type in the Planned Residential Development (PRD) zone as no homes have been built since the density for that zone was reduced to six units per acre. He then moved to data regarding moderate density developments that have been built in communities surrounding Syracuse City. Throughout this portion of the presentation, the Council offered feedback regarding the housing types they preferred over others. They also engaged in discussion regarding the housing types that residents in the community desire and the density that will be needed in the City to meet the demands of potential future population growth.

Mayor Gailey invited input from the Planning Commission and their feedback centered on the relation between a city's population and its potential to draw commercial/franchise businesses. There was also some philosophical discussion and debate regarding current development trends and the desire of developers to secure higher density in order to increase the revenue generation of a project.

### **Proposed amendments to Chapter 10.75 of the Syracuse City Code relating to the Planned Residential Development (PRD) zone.**

A staff memo from the Community and Economic Development (CED) Department explained the City has received an application to amend the text of 10.75 - Planned Residential Development from developer Mike Bastian. The Planning Commission (PC) has made a very detailed review of the ordinance; they have considered the ordinance at their July 17, August 7, September 11, October 2, and October 16 meetings. The major points of their discussion involve:

1. Allowing increased density from 6 to 12 and 16 units per acre if certain qualifiers are met
2. Increasing attached units from 4 to 6
3. Allowing an in lieu of fee to 'buy out' of required common space landscaping
4. Adjusting the maximum building height
5. Increasing the architectural standards
6. Removing the minimum acreage requirement
7. Allowing private driveways longer than 150 feet
8. Adjusting the garage and visitor parking requirements
9. Changing the approval process to require a concept plan up front with the general plan request.

The PC was not able to reach a consensus on all nine items; in order to forward a more detailed recommendation, the PC has broken their recommendation down by item:

1. The PC voted (4-3) against the recommended density increases and to include limits of 6,8, and 10 units per acre instead.
2. The PC voted (4-3) against an increase in the allowed number of attached units.
3. The PC voted (4-3) against allowing a fee in lieu of open space.
4. The PC voted (5-2) to allow three stories and building heights of 40 feet.
5. The PC voted (7-0) to increase architectural standards.
6. The PC voted (4-3) in favor of eliminating the minimum acreage requirements.
7. The PC voted (4-3) against allowing driveways over 150 feet, but in favor of deferring to the fire code.
8. The PC voted (4-3) in favor of required additional off-street parking but in opposition of reducing the garage requirements.
9. The PC voted (4-3) in opposition to the change in the approval process for PRD developments.

The memo concluded the PC also recommended a 10<sup>th</sup> item for consideration to eliminate accessory structures from being allowed on lots with attached units. The vote for this item was unanimous (7-0).

Mr. Steele reviewed his memo and facilitated discussion among the City Council regarding the implications of the ordinance amendments proposed by the PC. There was high level philosophical discussion and debate regarding the type of developments that could occur in a PRD zone if the ordinance; there was a specific focus on the townhome component of the PRD zone and whether that type of residential units is desired or needed in the community. The Council considered the areas of the City in which a PRD development would be allowed based upon the minimum acreage requirement that is included in the current ordinance; they indicated they would prefer to maintain that provision in the ordinance and limit the density to six units per acre. They ultimately concluded they were not prepared to consider formal action on this issue and would like to continue their review/discussion of the item during a future work session meeting.

**Recommendation from Planning Commission regarding proposed amendments to Chapter 10.20.060 of the Syracuse City Code dealing with General Plan open amendment period.**

A staff memo from the Community and Economic Development (CED) Department explained the Planning Commission has submitted a recommendation to the City Council that they amend Section 10.20.060 of the City Code to remove the open amendment periods relating to General Plan amendments. This would provide property owners that are considering selling or developing their property the ability to petition the City for a General Plan amendment (if needed) at any time rather than during an open amendment period that only occurs every two years for map amendments or every four years for text amendments.

Mr. Steele reviewed the staff memo and discussed the implications of the proposed amendment; the Council considered the recommendation and indicated that they are supportive of the adjustment, but ultimately concluded to delay action on the recommendation until after the conclusion of the process to consider comprehensive updates to the General Plan.

**Discussion regarding creation of General Plan steering committee.**

Mayor Gailey stated that since initially discussing with the Council the concept of creating a steering committee for comprehensive updates to the City’s General Plan, he has considered the scope of that committee based upon feedback he has received from some Councilmembers. He stated that he would like to name the committee “Syracuse 2050” and the members will be tasked with envisioning what Syracuse might look like by the year 2050. He would like to produce an economic summit or open house type of event that could be used to solicit public input that can then be submitted to the steering committee to inform the process they will follow over the course of three months (January to March) to consider the recommendations they will ultimately make to the City Council. He presented the proposed schedule and the proposed topic of discussion for each meeting; there will be a total of six meetings. He discussed the proposed composition of the committee as well, after which the Council provided their input regarding this proposal. Councilmember Maughan felt that Council involvement in the steering committee is essential; this concept was debated by the Council with a focus on the potential for each Councilmember to interpret the feedback of the committee differently, hence the need for Councilmembers to have the opportunity to attend steering committee meetings to hear the information first-hand. Mayor Gailey stated that there have been many significant projects or plans developed in the City’s history that have not required the involvement of all Council members; rather, smaller task forces have been created that have provided a recommendation to the entire Council for consideration. Councilmember Maughan argued that there is so much information and input to be gleaned from the steering committee that will be involved in making this recommendation. Upon continued discussion and debate of the matter, the Council ultimately concluded to allow for a quorum of Councilmembers to attend the steering committee meetings, which will require public notification, but that Councilmembers will strictly observe and witness the deliberations of the committee and refrain from engaging and participating in discussion.

There was then a brief discussion about the Planning Commission’s role in the process to consider comprehensive updates of the General Plan; Planning Commissioners present indicated they did not feel it is necessary for the entire Commission to participate in all steering committee meetings, but representation of the Commission in the form of three members per meeting is adequate.

**Discuss proposed zone change for property located at approximately 1726 S. Bluff Ridge Drive.**

A staff memo from the Community and Economic Development (CED) Department provided the following information regarding the application:

Location:	1726 South Bluff Ridge Drive
Current Zoning:	ID (Industrial Development)
Proposed Zoning:	GC (General Commercial)
General Plan:	GC (General Commercial)
Total Request Area:	0.81 Acres

The applicant has requested approval of a rezone from Industrial Development to General Commercial on property located at 1726 South Bluff Drive. During their regular meeting on October 16, 2018 the Planning Commission recommended unanimous approval of this request. The following is reasoning provided by the applicant for the request:

“The purpose for this rezone is to allow for more commercial uses on this parcel. The idea is to either do a single-tenant standalone building or a multi-tenant building, both options for restaurants or retail. The current zoning does allow for restaurants, but I would like to have the option to also do retail now or in the future. This zoning change supports the city’s general plan for this area, would clean up this vacant corner and potentially attract more commercial developers to this part of town.”

The subject property is bordered on the north, east, and south by commercial development typically found in the General Commercial Zone including a restaurant, credit union, and gym. The property has a General Plan designation of General Commercial which would support the proposed zoning. The size of the property limits the type of development that may occur in the Industrial Development Zone. However, several of the permitted and conditional uses would be reasonable on a property of this size. The memo provided a comparison between the uses permitted in the Industrial Development Zone and the General Commercial Zone. The uses unique to the General Commercial Zone are:

- Amusement and recreational activities.
- Animal clinics.
- Automotive retail and routine maintenance services.
- Dwellings (existing).
- Hotels and motels.
- Retail Trade.
- Theaters and amusement facilities.
- Animal Hospitals.

The applicant has expressed a desire for a few possible uses of the property, all of which are permitted within the General Commercial Zone. The General Plan for this property and all the property surrounding is General Commercial. However, there are over 500 acres of largely undeveloped land that is General Planned as General Commercial in the city. Staff recommends a focus on the property’s location to determine its suitability for General Commercial in addition to referencing the General Plan Map.

Mr. Steele reviewed the staff memo and provided an aerial view of the are to orient the Council to the location of the subject property. The Council agreed that General Commercial is the best use of the subject property and indicated they are comfortable taking action on the requested zone change at their next business meeting.

### **Proposed amendment to interlocal agreement with West Point City re: 1200 South improvements.**

This item was removed from the agenda.

\*\*Mayor Gailey stated that he received a request from a member of the audience to address the Council and he asked that the Council hear those comments now.\*\*

### **Public comments**

Rob Lundeen stated he is a Syracuse resident and he lives near the round-a-bout on 2700 South; he owns and operates the Toasted Cheeser business from his home and he has food trucks that he parks on his property. It was recently brought to his attention that practice violates the City’s ordinance as a home business is only permitted one business related vehicle. He stated he would like the Council to consider an amendment to the ordinance that regulates home based business to adjust the regulations related to parking business vehicles at a residential property.

The Council briefly discussed the issues Mr. Lundeen is dealing with and ultimately concluded to include a discussion item on their next work session meeting agenda to allow for review and discussion of the home-based business regulations specific to parking of commercial vehicles.

### **Public Works Department biennial review.**

A staff memo from the City Manager explained that pursuant to the adopted Recruitment and Retention Policy the City Council is conducting the biennial review of the Public Works Department. The policy states: “The primary purpose of the in-depth review is to discuss the operations, issues, overall direction of the department, and the goals of the City Council. The biennial in-depth review will also be a time to discuss any wage abnormalities or other special adjustments that the

administration feels is needed.” These departments will also undergo the quadrennial market review as outlined in the policy. That review will take place in November.

City Manager Bovero reviewed the staff memo, after which Public Works Director Whiteley used the aid of a PowerPoint presentation to facilitate the biennial review of his Department. He provided the organization chart for his Department and briefly reviewed the staffing levels of each of the Divisions – Water, Environmental, and Streets – within his Department. The City’s Environmental Division is responsible for the following:

- System Management;
  - Storm, Sewer, Land. 239 miles.
- Cross connection.
- Video Inspection and Cleaning 26 new development/year.
- Stormwater Compliance;
  - 30 to 50 permits/year, 12 to 24 inspections /permit/year; 10 IDDE/year; 58 routine inspections/year.
- Flooding and Backups 3600 MH inspections/year.
- Sewer System Management Plan.
- Mowing/spraying non-landscaped basins.

The Streets Division is responsible for the following:

- Street Maintenance 105 miles of road and growing.
  - patching, shouldering, crack sealing, pavement markings, snowplowing, roadside mowing, street sweeping.
- Sidewalk, Curb and Gutter, 1,507 ramps and increasing.
- Street Lights 965 lights and increasing;
  - Maintenance, knockdowns, deficiencies, developments.
- Street Signs 1,600 and increasing;
  - Knockdowns, new installations, retro-reflectivity program.
- Development Inspections;
  - 26 developments/year and 80 to 100 inspections per development.
- Excavation Permit Inspections 300 permits/year.

And the Water Division is responsible for the following:

- System Management.
  - 266 miles of main; 16,000 services; 8 Pressure Relief Valves (PRV); 1 Well; 13 pumps & 11 filters.
- SCADA management.
- Cross Connection Program.
- Water Quality testing.
  - 360 routine samples/year; 32 DBP samples/year; 30 lead & copper; Source; UCMR.
- Investigative samples on all new water main installed.
- Bluestakes 6000 requests/year.
- Meter Reading 8000 meters.
- Monthly shut-off’s 50/month.
- Temporary and new meter installations.
- Garbage can delivery and replacements.
- Facility maintenance;
  - 143k SF., 2 contracts, several required safety inspections/year.

Mr. Whiteley then reviewed the Vision Statements for his Department and identified the programs and policies in place in his Department that satisfy those directives. The first Vision Statement mandates that utilities provided by the City are affordable, but also cover the real cost of the service. He stated that when comparing the City’s rates to rates charged by other similar municipalities, the City’s rates are in the bottom third; however, the revenue is not completely covering the cost of providing the service and that is due to the decisions that have been made in the past to not fully fund depreciation of the City’s infrastructure systems. The second Vision Statement relates to utility billing employees being customer service oriented. He stated that utility employees are accessible 24 hours per day, seven days per week and 90 percent of fix-it requests are completed by the next business day. He added notifications to the public are made via several different methods to ensure adequate communication and all employees are certified, trained, and experienced. The third Public Works Vision Statement requires services provided by Public Works to be done in an efficient manner. Mr. Whiteley explained Syracuse

offers more Public Works services than most other cities, including roads, culinary water, secondary water, sewer, storm and land drain, street lamps, and facilities maintenance. He discussed the ratios of various utility infrastructure and the number of Public Works employees assigned to work on those various utilities to communicate the efficiency of his Department, after which he reported the increased demand on Public Works Inspections resources; the City performs more inspections than ever in the past related to excavations, new subdivisions, site developments, capital projects, and storm water projects. The current fees charged for these inspections are not covering the cost of providing the service and fees are calculated in a manner that no other city utilizes. He recommended that the Council consider fee schedule amendments to ensure that fees are reasonable when compared to the service being provided. He indicated he is also recommending adjustments to permit fees for storm water activities; the City's storm water permit fee is currently \$50, though the State of Utah charges \$150. When considering the amount of time an employee spends on a storm water permit, the \$50 fee translates to \$3.13 per hour. He stated he is proposing increasing the fee to \$50 per lot in a subdivision, which should translate to an increase of the hourly rate to \$31.25. He added he is also recommending the creation of a full-time inspector position and this position will be paid for via an increase and simplification of the inspection fees for final offsite inspections. The inspector would report to the City Engineer within the organization chart.

Mr. Whitely then reviewed the following goals for improving efficiency of his Department:

- Culinary water meter conversion to radio 1000/year.
- Keep up with increased demand for all public works inspections by adding a full-time inspector under the direction of the City Engineer.
- Improve mapping and blue stakes efficiency using GPS with inspector.
- Increase Storm Water Activity Permit Fee.
- Increase Offsite Inspection Fee.

He then reviewed Vision Statement number four, which calls for a well-organized infrastructure replacement and maintenance schedule that ensures well-maintained systems. He stated this is satisfied via adoption and regular updates to the following plans/policies/programs in his Department:

- Five-year Capital Improvements Plan
- Sign Visibility Management Plan
- Storm Water Management Program
- Sanitary Sewer Management Plan
- Cross Connection Control Program
- Water Quality Testing
- Snow Removal Policy
- Source Protection Plan

He added that routine maintenance is programmed on a regular basis, including equipment preventative maintenance service; reservoir cleaning; pump rebuild projects; backup generators; street sweeping; sewer cleaning; manhole inspecting; and building maintenance. Mr. Whitely then reported on grants for which the Department has applied and received, after which he discussed the Department's fleet. Thirty-two percent of Public Works employees share a vehicle and he believes that any staffing level increases in his Department will also require augmentation of the fleet. He cited a national settlement relating to a lawsuit over emissions for Volkswagen vehicles; the State of Utah was awarded \$35 million in relation to this settlement and they are disbursing that money to government entities based upon application for the purchase of vehicles with high emissions that can be taken out of circulation. He stated that he would like to apply for the coming round of funding to facilitate the replacement of two 1999 bobtails that are due for replacement in 2024. The program could give him up to 50 percent of the cost associated with the replacement of those vehicles, which are currently \$160,000 each. Mr. Whiteley concluded by discussing his goals for well-maintained utility systems:

- Maintain increased infrastructure by adding a full-time streets maintenance worker and a full-time water maintenance worker.
- Keep dump bed truck that was replaced from the water crew to use for environmental crew.
- Order the replaced meter reader truck that is in the approved budget.
- Develop a written preventative maintenance schedule for city buildings.
- Continue to seek out funding opportunities.
- Review/modify traffic calming program.
- Assist in developing an ADA transition plan.

Throughout his presentation, Mr. Whiteley and members of his staff responded to questions from the Council regarding certain points of information in the PowerPoint regarding staffing levels; fleet/equipment management; responsiveness of Public Works employees to a wide range of after-hours issues, including snow plowing; efforts to improve

communication between the City and residents regarding infrastructure projects that could be impactful; and the manner in which inspection and permit fees are calculated; grant awards the Department has received. The Council complimented Mr. Whitely and his staff on the efficiency of the Department and indicated they look forward to the next phase of the biennial review of the Department, which will focus on employee benchmarking data.

**Discussion of future agenda items/Council announcements**

The Council briefly reviewed their schedule for upcoming meetings and concluded to schedule to retreat meeting: November 30, 2018 for strategic planning retreat and January 4, 2019 for initial budget retreat. They also briefly discussed the meeting schedule for the General Plan steering committee, settling on Thursday evenings, twice a month in the months of January, February, and March from 7:00 to 8:30 p.m. Mayor Gailey stated he will formalize the dates and confer with the Council before publishing the schedule.

The meeting adjourned at 10:18 p.m.

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Mike Gailey  
Mayor

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Cassie Z. Brown, MMC  
City Recorder

Date approved: December 11, 2018