

Minutes of the Work Session meeting of the Syracuse City Council held on July 31, 2018 at 6:00 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  
Jordan Savage

Excused: Councilmember Doug Peterson  
  
Mayor Mike Gailey  
City Manager Brody Bovero  
City Recorder Cassie Z. Brown

City Employees Present:  
Finance Director Steve Marshall  
City Attorney Paul Roberts  
Public Works Director Robert Whiteley  
Fire Chief Aaron Byington  
Police Chief Garret Atkin  
Parks and Recreation Director Kresta Robinson  
Development Services Manager Noah Steele

The purpose of the Work Session was to receive public comments; discuss Syracuse Cemetery maintenance; receive a report from Councilmember Savage regarding the City-wide Mock Disaster Event; discuss potential amendments to the City's Planned Residential Development (PRD) ordinance as requested by multiple developers; discuss proposed amendments to the Residential Planned Community (RPC) ordinance; discuss consideration of amending provisions of Title 10 related to closure of the General Plan and General Plan Map; review special meeting agenda item four: proposed amendments to Cell Tower Lease Agreement; discuss assignments to the Utah League of Cities and Towns (ULCT) Legislative Policy Committee; conduct the biennial review for City Administration; receive public comments; and discuss future agenda items/hear Council announcements.

Councilmember Anderson led the audience in the Pledge of Allegiance. Councilmember Bolduc provided an invocation.

**\*\*THE AUDIO RECORDING FOR THIS MEETING FAILED. THE MINUTES ARE A SUMMARY OF THE DISCUSSIONS THAT OCCURRED DURING THE MEETING.\*\***

### **Public comments**

There were no public comments.

### **Cemetery maintenance discussion**

An administrative staff memo explained Mayor Gailey added this item to the agenda to provide residents an opportunity to express their concerns regarding maintenance regulations for the Syracuse City Cemetery. Representatives of the Parks and Recreation Department will also be in attendance to provide information about the regulations and to answer questions the Council or public may have.

Parks and Recreation Director Robinson and members of her Department staff used the aid of a PowerPoint presentation to provide the Council with information regarding the current City Cemetery maintenance regulations listed in the City Code; the ordinances are not clear and definitive enough to communicate to residents the manner in which they must maintain their space at the cemetery. The presentation included photographs illustrating the problems the maintenance crew has encountered when trying to maintain the areas around headstones that have been occupied by items such as shepherd hooks and grave decorations.

The Council accepted public input from several residents with loved ones interred at the cemetery; the general theme of the feedback was that adjustments to the City's maintenance regulations are needed to provide clarification regarding the types of items that can be placed on or near cemetery markers. The Council agreed that it would be appropriate to review the regulations in depth and consider potential amendments as suggested. Mayor Gailey indicated that the Council will have

additional discussions about this issue and perhaps participate in a site visit to the cemetery to gain a clearer understanding of the issues that are occurring.

### **Report regarding City-wide Mock Disaster Event by Councilmember Savage**

An administrative staff memo explained Councilmember Savage requested an agenda item to give him the opportunity to provide the Council with a report of the outcome of the City-wide Mock Disaster Event, which took place Saturday, April 21, 2018.

Councilmember Savage used the aid of a PowerPoint presentation to provide information regarding the mock disaster event, which was conducted in conjunction with the City's Disaster Preparedness Committee and volunteers from various districts of the City. The scenario of the exercise was an earthquake. The following data was gathered following the event:

- Percent of City Emergency Management leadership receiving the EOC activation notice:
  - 9/10\*, 90%
- Percent of City Emergency Management leadership at EOC:
  - 9/10\*, 90%

Although IT is not its own department, they were counted as part of the 10 possible. The City's IT consultant received the EOC notification late, but was asked to refrain from reporting to the EOC to save their time for other issues. Additionally, the number of district and area check-ins was as follows:

- Districts Checked-in: 4/5, 80%
- Areas Checked-in: 31/50, 62%
- Blocks Checked-in : 243/722, 37%
- Districts that received confirmation from EOC: 4/5, 80%
- Areas that received confirmation from EOC: 31/50, 62%

Participation from the Community Emergency Response Team (CERT) was as follows:

- 45/220 checked in (20%)
- 33/220 responded but were unable to check in (15%)
- Total Check in Rate: 78/220 (35%)
- Ideally, we would like to get the total number of CERT volunteers at approximately 20 per area. This would mean as a city we would need  $\sim 50 \times 20 = 1000$  Registered CERT Volunteers.

Councilmember Savage then noted that the Syracuse Emergency Response Communication (ERC) Net was activated at frequency 145.310 megahertz (MHz); the number of pre-committed businesses that participated in the electronic sign messaging component of the exercise was two out of 11, or 18 percent. Take aways from the event include:

- Block Captain system needs some work.
  - Recommendation: Adopt the new Rapid Disaster Assessment Program (RDAP) to more effectively utilize spontaneous volunteers.
- Evaluate Sirens effectivity throughout city.
  - Recommendation: Add Siren somewhere in City Hall area to reach neighborhoods East of the Bluff.
- Electronic Signage was not effective during this exercise.
  - Recommendation: Reach out to each sign owner to discern how to improve the response.
- Almost half of the Code Red Calls were intercepted by "Operator".
  - Need to reach out to Code Red to determine if there is a way around this.

Future events that have been planned relating to emergency response include:

- RDAP Training
  - Every Third Saturday of the month
- CERT Training
  - Next Course Begins September 6th
- 2019 Mock Disaster
  - April 20, 2019 – Wind Event

Councilmember Savage concluded by thanking all the volunteers, Councilmembers, and City staff who made the exercise a success.

City Manager Bovero added that the City's Emergency Manager, Erin Behm, did a great job in coordinating and facilitation the event and she has pursued many improvements to the City's EOP since being assigned to her position.

**Discussion regarding amendments to the City's Planned Residential Development (PRD) ordinance as requested by multiple developers**

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. Here is a summary of his request:

The applicant is proposing the following amendments:

- Density bonus up to 12 units per acre for being within 1 mile of new park in need of improvement and making an 'in leu of' cash contribution to park development instead of building required open space on site;
- Up to 6 units attached;
- Up to 50% one car garage with two car wide driveway in front of each unit;
- Borrow language from RPC ordinance that requires agreement on concept plan up front and will run with the property even if it is sold.

As the Legislative Body for the City, the City Council has the ability to regulate land use through the police powers given through the constitution. The city has chosen to adopt a Euclidean Zoning ordinance which includes single use zones. If desired, council can direct staff to work with the Planning Commission to amend the ordinance amending the PRD zone. They would then make a recommendation and forward it back to the Council for adoption.

Development Services Manager Steele summarized the memo and facilitated discussion among the Council regarding potential amendments to the PRD ordinance; the Council concluded that at this time they are not comfortable with significant increases to the maximum density allowed in the City and would like additional time to consider the amendments and a formal recommendation from the Planning Commission.

**Discussion regarding consideration of amending provisions of Title 10 related to closure of the General Plan and General Plan map**

A staff memo from the City Attorney explained the Mayor has asked that the council consider whether it wishes to reconsider the requirement for the general plan and general plan map to be closed, along with the process for the opening of the plan. A copy of the pertinent text accompanies this memorandum. If the Council wishes to remove or modify it, there will likely be additional sections that will be affected.

The Council are invited to consider the policy ramifications of retaining, modifying, or removing these subsections, and participate in a discussion of whether and when to effect any desired changes. If the council desires to modify the ordinance, then it will be sent to the Planning Commission for their review and input.

**Text Under Consideration**

**10.20.060 – General Plan Amendments**

...

(D) Applications for [general plan](#) text or [general plan](#) map amendments during open amendment periods shall be considered as provided in this subsection:

(1) Open amendment periods shall:

(a) For [general plan](#) text amendments, commence on January 1st, beginning in 2018, and commencing on the same date every four years; and

(b) For [general plan](#) map amendments, commence on January 1st on odd-numbered years.

(2) Applications for amendments to the [general plan](#) text or [general plan](#) map during an open amendment period may be accepted at any time prior to the open amendment period, but may only be considered by the Commission during an open amendment period if the application is received by the Community Development Department no later than 5:00 p.m. on January 31st, or 5:00 p.m. on the following business day, if January 31st is a weekend or holiday, on the year of the open amendment.

(3) The Commission shall consider applications for proposed amendments to the [general plan](#) text or map which have been submitted in accordance with subsection (D)(2) of this section during the open amendment period, in the same order by which they were received by the City.

(E) Applications for [general plan](#) text or [general plan](#) map amendments outside of the open amendment period shall be considered as provided in this subsection:

- (1) Any application submitted after the time identified in subsection (D) of this section shall be kept on file for consideration for the next open amendment period, unless the applicant makes a special request as provided in this subsection.
- (2) An applicant may make a special request to the [City Council](#) to consider the applicant's amendment outside of the open amendment period.
- (3) The Council may, after proper notice, authorize the consideration of the applicant's amendment outside of the open amendment period only if any of the following apply:
  - (a) Significant changes to arterials or infrastructure by agencies other than the City, and which were contrary to the assumptions in the current [general plan](#);
  - (b) Catastrophic events, such as natural disasters or conflagrations;
  - (c) The Council finds that the proposed development has the potential to confer a substantial benefit on the City; or
  - (d) The request for authorization was submitted to the Community and Economic Development Department prior to 5:00 p.m. on March 15, 2016.
- (4) Applications to open the [general plan](#) must receive at least four affirmative votes by the [City Council](#).
- (5) If the [City Council](#) authorizes the special request, then the proposed amendment is referred to the Community Development Department pursuant to subsection (G) of this section, for consideration by the [Planning Commission](#) and [City Council](#).

Development Services Manager Steele summarized the memo and facilitated discussion among the Council regarding adjustments to the City Code that would amend the closure provisions for the General Plan. The Council indicated they feel that comprehensive adjustments to the General Plan and the closure/opening process are needed and they would like to consider those amendments and adjustments at one time.

#### **Review special meeting agenda item 4: proposed amendment to Cell Tower Lease Agreement.**

A staff memo from the Administrative Services Director explained the City originally entered into an agreement with T-Mobile on June 1, 2001 for the construction of a cell tower located at 3550 West 700 South. In return, the city receives a monthly cell tower lease payment of \$1768.25 per month. The Lease was taken over by Crown Castle in 2012. They are a cell tower site management company. They have requested an amendment to the contract to add a subtenant and for an extension on the term of the agreement for a 25-year extension. In return they have agreed to the following revised terms:

- Base Rent will increase 15% upon execution of the lease amendment.
- Base Rent will increase 3% each year after December 2022.
- Additional Rent of \$500 per month will be added to the lease when subtenant equipment is installed.
- No additional land is needed. They will work in the existing land easement.

The memo concluded staff recommends the Council authorize Administration to execute amendment to Land Lease Agreement with Crown Castle for the cell tower located at 3550 West 700 South.

Administrative Services Director Marshall reviewed the staff memo and stated that this item is included on the special meeting agenda for this evening; he wanted to give the Council the opportunity to ask questions about the agreement prior to being asked to take action. The Council did not have any objection to the agreement.

#### **Discuss assignments to ULCT legislative policy committee.**

An administrative staff memo explained that as a member of the Utah League of Cities and Towns, the City may send representative to the Legislative Policy Committee (LPC), which votes on the League's official position on legislative matters. The LPC representation of the City can consist of voting and non-voting members and can be elected officials or staff members. Typically, in the past, the City has sent three elected officials as voting members and one staff member as a non-voting member of the committee. In addition, the ULCT has begun a new caucus-styled method of developing legislative priorities. Cities are categorized into different caucuses based on the characteristics of each city. The mayor and council may send representatives to these caucus meetings. The first scheduled meeting is Monday, August 20<sup>th</sup> at noon. The memo concluded that staff recommends the Council coordinate to decide who will be sent to the ULCT caucus meeting on August

20<sup>th</sup> and at a future business meeting appoint up to three members of the Governing Body to the LPC as voting members, and at least one staff person as a non-voting member.

City Manager Bovero reviewed the staff memo and facilitated discussion about who should be assigned to the ULCT Legislative Policy Committee; several Councilmembers expressed interest, but indicated that they need information about the meeting schedule for the Committee before being able to commit. Mayor Gailey indicated that he will get the meeting schedule and talk with Councilmembers about their availability prior to the next business meeting when appointments will be made.

### **City Administration 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 Administrative Services, Legal, and Courts & Records departments. 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 August.

City Manager Bovero reviewed the staff memo and used the aid of a PowerPoint presentation to commence the biennial review for City Administration; he stated Administration is like a wheel hub that ties all departments together in one coordinated operation, provides support function to allow services to be rendered, steers and directs services according to the Council's direction, and provides direct public services. He reviewed the statutory responsibilities of the City Manager as follows:

- Appoint & Remove Employees
- Exercise Control of Departments
- Supervise Department Heads
- Implementing & Enforcing All Policies and Directives of the Mayor and Council
- Keep Inventory of and Care for City Property
- Enforce Purchasing Policies
- Attend Council Meetings and Make Recommendations
- Review & Execute Contracts
- Propose Plans and Programs for the Operation of the City
- Set Management Controls and Performance Measures to Ensure Efficiency
- Recommend Creation of or Reorganization of Departments
- Examine Books, Records, and Documents of the City as Needed
- Keep Abreast of and Advise Council on Legislative Issues
- Any other Duties Required by State Law, Ordinance, or Action of the Council

He then reviewed the 10-year City-wide vision statements as follows:

1. We are a City with well-maintained infrastructure, including roads, utilities, and parks.
2. In preparation for the West Davis Corridor, we will make provisions for interchanges to accommodate commercial businesses to serve the residents' needs and to support economic stability of the City.
3. We are financially stable City, balancing the cost of services with the level of services that we provide. The City will have minimal or no debt.
4. The City will incorporate improvements, events, and services that create an overall feeling of connection and pride in the City by its residents.

He also reviewed a breakdown of the approximate time he spends on various tasks, after which he relayed the work done by City Administration, Information Technology (IT), and Justice Court staff to achieve the vision statements of the City:

#### **Administration**

1. Syracuse City Administration employees are knowledgeable, courteous, and customer-oriented.
2. Syracuse City Administration demonstrates transparency in conducting City business.

#### **Information Technology**

1. Syracuse City uses IT to improve communication with residents.
2. Syracuse City provides IT services in an efficient and organized manner.
3. Syracuse City uses technology to improve staff productivity.
4. Syracuse City's IT services are customer-oriented.

**Justice Court**

1. Syracuse City's justice court meets the needs justice in the City.
2. Syracuse City's justice court is administered fairly and efficiently.

City Recorder Brown then discussed the duties and responsibilities assigned to herself and Justice Court staff:

City Recorder:

- Governing Body support i.e. prepare Council agendas, packets, and minutes.
- Maintain City Code.
- Oversee contract routing process.
- Records Management, GRAMA compliance.
- Manager Passport Acceptance Facility.
- Supervise Justice Court staff.
- Election coordination.

Justice Court:

- Coordinate daily functions of Justice Court.
- Records Management.
- Knowledge of laws and legal codes.
- Public relations/customer service.
  - One Justice Court Clerk is also assigned to support City Administration.

Ms. Brown also discussed the breakdown of time spent on her assigned tasks and noted that the City's document system is now operable, and work is underway to ensure all Departments are trained to use the program, which will improve efficiencies City-wide by making City records more accessible. She also provided a time breakdown for Justice Court staff and indicated that Court Clerks have been tasked with investigating options for accepting online Court payments, which will reduce the time spent accepting payments via telephone. Ms. Brown then reported on the City's passport application processing program; the service was first offered in April of 2016 and the program is self-sustaining and generating additional revenue for Syracuse City. It is also staffed by existing personnel and one part-time Passport Acceptance Agent. She reviewed a chart illustrating the increase in passport applications from 2017 to 2018 and stated that given the increase in demand for the service, Administration is recommending the creation of an additional part-time position to reduce the burden on staff from other Departments. This position would be dual function and offer support for the Legal Division of City Administration. The funds from passport fees will cover the additional expenses of a part time employee working 100 hours per month and combining two responsibilities will increase number of hours, encourage higher quality applicant and longevity; the job duties are highly complementary

City Attorney Roberts then discussed the Legal Division and Victim Services; the duties assigned are as follows:

Legal:

- Advice & Policy review
- Contracts
- Land Use/P.C.
- Ordinance/Council
- Department Head
- Training
- Prosecution
  - In court
  - Clerical
  - Screening

Victim Services:

- Notification
- Support and communication
- Connect with resources
- In-court support
- Inter-department liaison
- Grant Management
- Supports both Syracuse & Clinton City

Victim Services is a new service that began in October of 2017 with 80 percent of the total cost paid by a Victims of Crime Act (VOCA) grant. The 20 percent matching funds are shared with Clinton City and the total number of victims served in Fiscal Year (FY) 18 was 133. Mr. Roberts provided a breakdown of the time spent on tasks, with an emphasis on

the work that he must do if defense counsel is appointed or retained for a court case. He also discussed trends in prosecution cases based on data from the Court database; misdemeanor cases filed have increased dramatically since FY15, with traffic cases decreasing in the same time frame. He reviewed additional charts to illustrate the breakdown of the types of cases that the City Attorney has worked on since FY15 and noted that about 75 percent of out-of-court preparation is spent on administrative tasks; he proposes hiring a legal assistant on part-time basis – 50 hours/month. This proposal would save attorney time to be spent on pro-active reviews, decreased turnaround, and improved quality of work. He noted the FY15 budget included funds for legal secretary, solicited by the prior City Attorney, but based on workload, the need for the position was not apparent and he did not fill the position at that time. However, based on current workload and demand, he feels it is appropriate to re-create the position and fund as mentioned above in the City Recorder's presentation.

Administrative Services Director Marshall then discussed his division of City Administration; he reviewed an organizational chart for the people that he manages and discussed the duties assigned to Finance, Utilities, Human Resources/Payroll, Post Office, IT, and Risk Management.

Finance:

- Emp. Sup. / Training
- Bookkeeping / Records
- Council Packets / Research
- Coord. w/ departments
- Budget Coord. ( Jan – June)
- Audit Process ( July – Dec.)
- Contract Review
- Accounts Payable / Rec.
- External Communication
  - Residents / Vendors
- Purchasing
- Insurance
- Monthly Closeout / Financial Statements

Utility Department:

- New Account Set-up
- Terminations
- Shut-offs
- Work Orders
- Monthly Utility Bill
- External Communication with Residents
- Cash Receipting / Control
- Cross Trained in other Dept.
- ~ 8,000 Utility Accounts

Human Resources / Payroll:

- Employee Onboarding
- Employee Terminations
- ADA & FMLA Compliance
- Employee Complaints
- Performance Evaluations
- Insurance Claims
- Payroll Administration
- Benefits Coordination
- Coordination w/ Depts
- Employee Policy Manual

Post Office:

- Contract Postal Unit
- Accept letters and packages
- International Packages
- No distribution – done through Freeport post office
- 10% Commission on all sales
- Staffed with City Employees

Information Technology:

- Contract Management
- Employee Workorders
- Computers/cell phones/ device management
- Network / Server Maintenance
- Website management
- Software subsystems
- Coordination with Departments

Risk Management:

- Insurance Contract Management
- Safety Programs
- Workers Compensation
- OSHA Compliance
- Workplace Safety
- Routine Inspections / Maint.
- Employee Training
- General/ Property / Auto Insurance

Mr. Marshall discussed the breakdown of time spent on current tasks after which he discussed call volume at City Hall, the fluctuation in workload for each division that reports to him, and the recent restructuring that led to IT being assigned to him. He then noted that it is his estimate that about 40-50 percent of his time as the Administrative Services Director is spent on administrative tasks, i.e. bookkeeping, budgets, audit, A/P. He is proposing hiring a part-time accountant that would work 20 to 25 hours per week. This would allow him to spend time on management activities and reviews, IT contract management, greater focus on risk management, and longer-term focus on asset management, capital improvement plans, system upgrades and analysis, and a new function for internal audit. The position would be funded by recognized savings from consolidating the IT department into the Admin Services Department. Approved Funds have already been budgeted in the FY2019 budget for the part-time accountant position, but he will not move forward with hiring until City Council finishes the Administration biennial review and gives approval.

Mr. Bovero then concluded the presentation by discussing Administration accomplishments as follows:

- Cross Trained Employees to help with coverage in CED, Court, and Passports.
- Implemented online timekeeping / paystubs in most departments.
- Received Certificate of Achievement for excellence in financial reporting – 8 years in a row.
- Improved efficiencies and maintained level of service while experiencing 20-25% growth in the city / employees.
- Reduced number of utility shutoffs.
- Improved employee hiring, onboarding, training.

The vision and goals for the Department are as follows:

**Vision**

- Employees are knowledgeable, courteous, and customer-oriented.
- Employees demonstrate transparency in conducting City business.
- Syracuse City uses IT to improve communication with residents.
- Syracuse City provides IT services in an efficient and organized manner.
- Syracuse City uses technology to improve staff productivity.
- Syracuse City's IT services are customer-oriented.

**Goals:**

- Implementation of radio read system and equipment in utilities.
- Automate accounts payable process.
- IT system analysis, upgrades, backups, cloud storage vs virtual servers.
- Award and Implementation of new web site.
- Upgrade internet service for faster service.
- Increase service levels and shorten turnaround time for all employees.
- Implement an Internal Audit function.
- Improve capital asset plans and funding strategies.



City Council Work Session  
July 31, 2018

Council discussion of the information presented focused heavily on the staffing proposals; the Council ultimately concluded they are not comfortable proceed with creation or hiring of the positions until after the benchmarking portion of the biennial review has been completed and a budget opening can be performed to allocate funding for the positions.

**Public comments**

There were no public comments.

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

The Council did not discuss agenda items due to the late hour of the meeting.

The meeting adjourned at 9:32 p.m.

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Mike Gailey  
Mayor

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Cassie Z. Brown, MMC  
City Recorder

Date approved: September 25, 2018