

Minutes of the Work Session of the Syracuse City Council, held on February 28, 2023, at 6:00 p.m., in a hybrid in-person/electronic format via Zoom, meeting ID 859 3951 9306, in-person in the City Council Conference Room at 1979 W. 1900 S., and streamed on the Syracuse City YouTube Channel in accordance with House Bill 5002, Open and Public Meetings Act Amendments, signed into law on June 25, 2020.

Present: Councilmembers: Lisa W. Bingham  
Jennifer Carver  
Jordan Savage  
W. Seth Teague  
Paul Watson

Mayor Dave Maughan  
City Manager Brody Bovero  
City Recorder Cassie Z. Brown  
Deputy City Recorder Marisa Graham

City Employees Present:

Administrative Services Director Stephen Marshall  
City Attorney Brienne Brass  
Fire Chief Aaron Byington  
Police Chief Garret Atkin  
Parks and Recreation Director Kresta Robinson  
Public Works Director Robert Whiteley  
Community and Economic Development Director Noah Steele

The purpose of the Work Session was to receive public comments; receive a presentation from the North Davis Communities that Care regarding programs/services they provide in the community; consider a request from Robinson Waste hauling services for contracted rate adjustments; discuss City participation in Community Development Block Grant (CDBG) program administered by Davis County; discuss the following Planning items:

1. Recommendation from Planning Commission to consider zoning amendments for properties located along Antelope Drive between 2000 West and the West Davis Corridor
2. Application for consultation with City Council: Salt Edge project proposed by C.W. Land
3. Review and discussion of Section 10.100 of the Syracuse City Code pertaining to permitted uses in the Town Center Overlay Zone

Discuss proposed amendments to the Syracuse City Consolidated Fee Schedule for Fiscal Year (FY) 2022-2023; and conduct the Biennial Review of the Administrative Services Department, City Recorder, Legal, Justice Court, and Community and Economic Development (CED) Department.

**Public comments**

Tiffany Bailey referenced agenda item f.1 relating to zoning of properties along Antelope Drive; her suggestion is to leave the zoning as it is at this present time and allow individual property owners to apply for a zone change in the future. The City will still have control over the zoning and can grant or deny any zoning requests. If the City assigns commercial zoning to all of the properties, this will impact adjacent property owners. She noted that her property abuts one of the properties along Antelope Drive and if the neighboring property were changed to commercial use, she would essentially have a commercial operation in her backyard. Additionally, the property is fairly small and she is unsure of what type of commercial use could be placed upon it. She stated she understands the City must balance the needs of the entire community, but she asked the Council to consider that the residents that live near the Antelope Drive corridor have lived there for a long time and they did not anticipate having a commercial business located in their backyard. She supports development to improve the tax based of the City, but she asked that the residents' quality of life be kept in mind as well.

**Presentation from North Davis Communities that Care regarding programs/services they provide in the community.**

Viviana Felix, Coordinator for the North Davis Communities that Care (CTC) Coalition, thanked the Mayor and Council for this opportunity to discuss joint efforts to increase mental health awareness and suicide prevention. She reviewed the mission statement for the Coalition, after which she distributed a handout summarizing the services and programs CTC provides jointly with Davis Behavioral Health (DBH) as part of Mental Health Awareness Month, which is in May.

1. Every Day Strong - This 1.5-hour workshop is here to show adults how they can be that caring adult for a child, whether they are the parent, neighbor, teacher, or friend. There's one main thing that a kid needs to thrive: the presence of just one caring adult in their life. Anxiety and depression are growing among our teenagers, but 4 simple actions today can change a kid's life. (Focus population: Adults; we also have a workplace workshop)

2. SELFIE Method - North Davis has used this information to create a social media challenge among youth in the past. The SELFIE Method® is an acronym for self-care and a powerful arsenal against depression. No matter where you are on the well-being "scale," this six-item toolkit will help you and others kick your energy, health, and happiness up a notch (or several). This workshop is around 1.5 hours. (Focus population: Youth)
3. Working Minds - this 2-hour workshop trains organizations to proactively address mental health and suicide concerns within the workplace. Organizations will be equipped with the skills and tools they need, while creating a forum for dialogue and critical thinking about mental health challenges. (Focus population: City Employees)
4. Adult or Youth Mental Health First Aid - this full day (or two half days) training helps you assist someone experiencing a mental health or substance use-related crisis. In the Mental Health First Aid course, you learn risk factors and warning signs for mental health and addiction concerns, strategies for how to help someone in both crisis and non-crisis situations, and where to turn for help. Mental Health First Aid teaches about recovery and resiliency - the belief that individuals experiencing these challenges can and do get better and use their strengths to stay well. (Focus population: Adults/City Employees/Youth)
5. Adult or Youth QPR Training - stands for Question, Persuade, Refer - like CPR, QPR is a simple process that anyone can be trained to use, to help prevent a suicidal act. In the 1.5-hour workshop participants learn how to recognize the warning signs for someone who may be at risk for suicide, and then get them to appropriate help. (Focus population: Adults/Youth)

She then noted that classes and programs provided throughout the entire year include parenting and family classes, community partnership programs, school implemented classes, and social development workshops.

High level discussion among the Council and Ms. Felix centered on the resources available to CTC to continue offering the programs and classes cited above, and whether it would be appropriate to transition to a schedule where certain classes are offered on a quarterly or bi-annual basis. Ms. Felix stated that time and availability is important to those attending the classes so she would be hesitant to reduce the offerings and limit access to prevention information. There was then more discussion about the focus of a few of the classes and the target audience. Ms. Felix concluded that the CTC has reserved the City's Community Center facility for some of the meetings being held and classes that are being offered, but asked if the Council would consider a fee waiver for this purpose. This would involve a bi-monthly event. The Council expressed a willingness to consider the fee waiver, but noted a public hearing must be held before the request can be approved.

### **Consideration of request from Robinson Waste hauling services for contracted rate adjustments.**

A staff memo from the Administrative Services Director explained the City contracts with Robinson Waste Services for all curbside solid waste and green waste services. The solid waste contract is contracted through April 30, 2027. Robinson Waste Services has sent the City a letter requesting an increase equal to the consumer price index (CPI) increase last calendar year of 6.0 percent. The memo referenced the letter and information regarding the CPI, which was included in the Council's meeting packet, after which it concluded Robinson Waste has requested that the increase to be effective April 1, 2023.

Mr. Marshall reviewed his staff memo and the CPI index, after which the Council inquired as to the motivation behind the requested increase. Lance Allen, Robinson Waste representative, stated that the contract gives Robinson Waste the ability to request the increase based upon CPI; additionally, operational costs, including employee wages, have increased as well. Mayor Maughan concluded the Council cannot approve the request this evening, but he will include an action item on the next business meeting agenda for the Council to consider formal action on the rate adjustment.

### **Discussion regarding City participation in Community Development Block Grant (CDBG) program administered by Davis County.**

A staff memo from the City Manager explained Davis County qualifies for CDBG funding under the Urban County designation. As such, all cities within the County are eligible to receive these grants through the County, rather than applying directly for funding. In Davis County, only Layton and Clearfield have their own entitlement status to receive funds directly. The County is currently in their re-certification process for 2024-2026 funding years. If Syracuse City wants to apply and administer CDBG grants on its own, or if it does not want to receive CDBG grants, the City can opt-out of the county grant participation. No action is needed to stay within the program. Council considerations include the following:

- CDBG grant administration is labor-intensive, hence the coordinating and regional role of the county. The City would not currently have the ability to effectively manage CDBG grant qualification and administration.
- Due to the relatively higher household incomes in most parts of Syracuse City, CDBG grants to the city have been limited, but still available for some projects.

The memo concluded the Mayor and City Administration are seeking direction from the Council regarding whether they would like to participate through county-based administration of CDBG funds, or opt-out.

Mayor Maughan reviewed the staff memo and facilitated discussion among the Council regarding whether they would like to remain in the County's program or opt-out. The Council indicated they want to remain in the program, after which Mayor Maughan reiterated no formal action is needed based upon that direction.

**Planning item: Recommendation from Planning Commission to consider zoning amendments for properties along Antelope Drive between 2000 West and the West Davis Corridor.**

A staff memo from the Community and Economic Development (CED) Department explained as part of the Antelope Drive expansion and West Davis Corridor construction, the Utah Department of Transportation (UDOT) purchased various properties and homes to make way for the new facilities. In the wake of the home demolitions and completion of the roadways, there will be surplus remnant properties still owned by UDOT. UDOT's standard procedure is to auction the surplus properties, which will bring to the City additional development opportunities. The land in question is mostly general planned for commercial given its location along a major arterial road. The City Council has requested that the Planning Commission look into possibly amending the zoning map for those UDOT properties, changing their designation to General Commercial. This would potentially expedite commercial development and also indicate to buyers at auction what the City expects for the property. If the new owner desired something different, they could petition the City to amend the zoning map again. The potential concern with this strategy is that once rezoned, the City loses the ability to review what is proposed prior to granting zoning. If the zoning is already in place, the new owner can build, by right, any of the permitted uses listed in the zone. The Planning Commission discussed the item and held a public hearing on February 7, 2023. The public hearing was well attended with many residents expressing a desire to purchase the land directly behind their home to prevent multi-family or commercial development. Many residents also expressed a desire for a linear park or some sort of buffer fencing and landscaping along their rear lot line to protect from potentially impactful land uses and the growing traffic on Antelope Drive. The Commission is forwarding a recommendation to not change the zoning at this time. They expressed a preference to entertain requests to rezone property on a case-by-case basis by a developer or end user.

Mayor Maughan facilitated discussion among the Council regarding the information included in the staff memo; the Council ultimately supported the Planning Commission's recommendation to not change the zoning at this time to provide flexibility and control of future zoning decisions.

**Planning item: Application for consultation with the City Council: Salt Edge project proposed by C.W. Land.**

A staff memo from the Community and Economic Development (CED) Department explained the City has received an application to consult with the City Council about a proposed residential development that would require annexation, general plan map amendment, rezone, and subdivision approval. According to Section 10.20.065 of the Syracuse City Code, any landowner or designee may apply for and receive a pre-application consultation with the City Council about a development opportunity that would require a zone change. The consultation is voluntary, informal and non-vesting. The pre-application consultation will occur during a public, nonvoting meeting and individual Councilmembers will provide their input to the applicant. The memo concluded the goal of this agenda item is to simply hear from the applicant and provide input. All decisions will be made through the standard land use entitlement process that will occur in the future if the developer decides to apply for said processes.

Mayor Maughan invited the applicant to address the Council.

Chase Freebairn, C.W. Land, approached and provided information regarding the history of development considerations of the subject property, which is currently owned by the Diamond family. The land will ultimately be developed, whether as part of Davis County or Syracuse City, but C.W. Land feels the best scenario is to annex into the City to ensure greater service to the residents and users that will eventually occupy the property. He presented a conceptual plan for the property and identified key amenities, including over 40 acres of open space; 31 acres of wetland preservation; multi-use trails and parks accessible to the public, but maintained by a homeowners association (HOA); a recreational vehicle (RV) park; and residential development in line with the City's R-1 residential zoning designation. He discussed the planned infrastructure improvements associated with the development and plans to maintain certain infrastructure elements privately as part of the HOA. No liability associated with the sewer improvements will be placed on the City; instead, they will be maintained by a special service district that will be funded by all users. He stated there are some areas of the property that are below the flood plain in the area, but if a small amount of fill is brought into the area to build those lots up, it would not be necessary for the future owners to secure flood insurance.

High level discussion among the Council and Mr. Freebairn centered on the sewer plans for each individual home in the development; each home will have an individual grinder pump that will flow into a sewer main in the street that is pressurized. The pressurized main will connect to a gravity fed system, so there will be no needs for lift stations. The planned improvements comply with North Davis Sewer District (NDSD) standards. Discussion then shifted to the manner in which

the property would be developed if it remains in Davis County; Mr. Freebairn stated Davis County prefers that the property be annexed into Syracuse as they do not typically facilitate and oversee residential development projects, but the property can be developed in Davis County if the annexation is rejected. This led to discussion of different building and development standards when comparing Syracuse City to Davis County. Some Councilmembers expressed they feel the conceptual design is beautiful and would provide great recreational amenities and trail connectivity in the area, but there are great concerns about the ability to build a functioning sewer system that will not be a liability of the City in the future or create problems for future homeowners. Mayor Maughan stated that it is his understanding that NDSO will not accept the sewer from this property unless it is part of Syracuse City and flows through Syracuse City infrastructure; therefore, he does not believe the development can actually occur in Davis County. Councilmember Bingham asked if septic sewer systems would be an option if the land remains in Davis County. Mr. Freebairn stated septic systems are an option, but they are typically used on much larger lots in very rural areas where there is no connection to a pressurized sewer system. He stated that C.W. Land wants to find solutions that will be acceptable to them, and the City and he thinks there is a way to move forward. The group and C.W. Land representatives discussed the matter of sewer further, with a focus on how the sewer systems will actually operate given the water table and elevation of the land. There was also a focus on the ability of an HOA to manage a special service district and oversee maintenance of sewer grinder pumps on each residential lot. Mr. Freebairn stated that regulations relating to the sewer would be included in the covenants, regulations, and restrictions (CCRs) that would be recorded against the land to run with the property in perpetuity unless all homeowners vote to amend them. The entire Council continued to express concern about sewer issues associated with the property, after which Mr. Freebairn stated that he understands those concerns and further analysis is definitely needed, but C.W. Land is simply asking that the Council give their consent for them to proceed with that analysis and submitting formal applications for the land development steps cited in Mr. Steele's memo. He indicated he will develop a document that will provide sewer profile information and a breakdown of anticipated homeowner costs associated with including grinder pumps on each residential lot. He noted C.W. Land is committed to building the best project possible on the property while mitigating any potential sewer issues. Mayor Maughan stated he would also like to see an outline of how the special service district will be created and administered.

**Planning item: Review and discussion of Section 10.100 of the Syracuse City Code pertaining to permitted uses in the Town Center Overlay Zone.**

A staff memo from the Community and Economic Development (CED) Department explained Councilmembers have requested an opportunity to review the standards and permitted uses in the Town Center Overlay Zone; the memo included a list of permitted uses and the zoning map to identify the boundary of the Town Center Overlay zone.

Mr. Steele reviewed his memo and stated that staff needs feedback from the Council regarding whether they would like to adjust the list of permitted and conditional uses; the City has received an application for a new gas station to be built west of Wal-Mart, but there have been some concerns expressed regarding the number of gas stations located in the area and the potential for additional gas stations to be built near the West Davis Corridor intersection with Antelope Drive. The Council discussed the concept of imposing distance requirements for certain uses, but indicated they did not want to remove any certain use from the list of permitted uses. They also discussed whether it would be appropriate to extend the border of the Town Center further west to the West Davis Corridor; Mayor Maughan stated he would be concerned about extending the Town Center to that point, but including a restriction on uses such as gas stations. The Council ultimately indicated they are redescent to make any changes that would restrict a property owner's right to use and develop their property; they concluded to make no changes to the Town Center Overlay Zone at this time. The Mayor stated he supports that position.

**Discuss proposed amendments to the Syracuse City Consolidated Fee Schedule for Fiscal Year (FY) 2022-2023.**

A staff memo from the Administrative Services Director summarized recommended changes to the consolidated fee schedule as follows:

- Change the credit card processing fee from one percent to three percent for credit card transactions.
- Potential updates to garbage utility rate related to the proposed increase from Robinson Waste Services (possibly April 1<sup>st</sup> effective date).
  - Increase the 1<sup>st</sup> can garbage rate by \$0.28 from \$12.55 to \$12.83.
  - Increase the 2<sup>nd</sup> can garbage rate by \$0.10 from \$9.63 to \$9.73.
  - Increase the green waste rate by \$0.27 from \$7.43 to \$7.70.
- North Davis Sewer District approved revisions to its Sewer Impact Fee Analysis (looking at July 1<sup>st</sup> effective date).
  - Single Family Residential: \$3,454.03
  - Townhome Residential: \$3,108.63
  - Multi-Unit Residential: \$2,625.06
  - TOD-type Residential: \$2,106.96

- Non-Residential (per 1,000 gal billed monthly): \$656.27.

Mr. Marshall reviewed his staff memo and asked if the Council is comfortable moving this item forward to the next business meeting agenda for a public hearing and possible action. The Council indicated they are willing to proceed to consideration of the proposed amendments.

The Mayor called for a brief recess in the meeting at 7:46 p.m.; the meeting reconvened at 7:55 p.m.

### **Biennial Review of Administrative Services Department, City Recorder, Legal, Justice Court, and Community and Economic Development.**

A staff memo from the City Manager explained this Biennial Review is being conducted pursuant to the City's adopted Recruitment and Retention Policy; 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."

City Manager Bovero provided an introduction to the biennial review by reviewing the City's mission statement: "The City of Syracuse aims to provide quality, affordable services for its citizens while promoting community pride, fostering economic development, and preparing for the future." He stated the Departments that make up City Administration are essentially charged with customer service, both internal and external.

City Recorder Brown used the aid of a PowerPoint presentation to conduct the biennial review of her Department, which includes the Justice Court and the City's Passport Acceptance Facility; she cited the City-wide vision statements directly relating to her Department, and summarized the duties performed by herself, Justice Court staff, and Passport staff. She presented information regarding the number of cases handled by the Justice Court dating back to 2019, noting that case load has increased to a level that she feels requires an increase in staffing levels by adding a new part-time court clerk position at a cost of approximately \$25,000. She then summarized workload of the Passport Acceptance Facility, after which she summarized a proposal to adjust the City's wage scale by adding positions that reflect actual duties being performed and to provide opportunities for upward mobility and career progression. She concluded by presenting the organization chart for her Department, including the additional part time justice court clerk that she has requested.

City Attorney Brass then used the aid of a PowerPoint presentation to discuss the function of her Department; she summarized the duties provided by herself and her Administrative Assistant as well as the Victim Services Advocate for the position. She also reviewed the vision statements that apply to her Department and the Justice Court and stated that she and Justice Court staff are heavily invested in ensuring fairness and access to the Court; they continue to offer opportunities for defendants to appear in a virtual manner rather than in person, which is a significant service to the community. She concluded by summarizing potential adjustments to the Victim Services Grant Program; if the City is unwilling to cover additional costs associated with the service, it will be necessary to identify other funding sources or seek involvement from another community in funding those costs.

Administrative Services Director Marshall used the aid of a PowerPoint presentation to conduct the biennial review of his Department. The presentation addressed the City-wide vision statements that apply to his Department; the organization chart for his Department; services provided by the various Divisions of his Department, including Finance/Accounting, Utilities, Human Resources/Payroll, Post Office, Information Technology (IT), and Risk Management. He presented data illustrating increased work loads in all Divisions, after which he summarized a proposal to create a new IT Manager position responsive to the increase in the number of City employees and City facilities. The new position would supervise one full-time employee and the City's third-party contract employees. He then summarized the vision for his Department as well as recent accomplishments.

City Manager Bovero used the aid of a PowerPoint presentation to provide information about his role with the City and his office's span of control; he presented the current organization chart for his position and the Department Heads that he oversees, but noted that the City continues to grow and he believes it will eventually be necessary to create additional positions, including an Assistant City Manager, Policy Research and Performance Analyst, and Regional Emergency Management Director. He discussed the City-wide vision statements that directly relate to his position, citing notable changes and milestones in the City responsive to those vision statements. He then presented a cross-departmental issue for the Council to consider; there are logistical issues related to space allocation in City Hall due to four Departments being located in the same space. The City needs to make adjustments to staff seating assignments to ensure compliance with the Bureau of Criminal Identification (BCI) regulations of the Justice Court and legal staff; additionally, as the City's population grows, staffing levels will also increase and there is insufficient room in City Hall to accommodate that growth. Administration recommends terminating the lease with the private business located on the east side of City Hall to allow City staff to expand into that space. He then concluded his presentation by summarizing his goals relating to water/drought management and response; Redevelopment Agency (RDA) initiatives; parks and trails; City services; City events, and Major projects.

The Council discussed the proposal to expand into the east side of City Hall; there was not strong opposition to the proposal, but they did not provide a definitive decision on the issue, and Mr. Bovero stated additional discussion – possibly

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during the budget retreat – can focus on other options that may be available and that discussion can take place during the upcoming budget retreat.

CED Director Steele used the aid of a PowerPoint presentation to conduct the biennial review of his Department; he reported on efforts and accomplishments of his Department since his last biennial review and reported on the City-wide vision statements that apply to his Department. He presented the organizational chart for his Department and presented data illustrating workload in each of the Divisions of his Department.

The Mayor and Council thanked the various Department Heads for their presentations.

The meeting adjourned at 9:18 p.m.

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Dave Maughan  
Mayor

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Cassie Z. Brown, MMC  
City Recorder

Date approved: March 14, 2023