

Minutes of the Joint Work Session of the Syracuse City Council and Redevelopment Agency, held on May 24, 2022 at 6:00 p.m., in a hybrid in-person/electronic format via Zoom, meeting ID 857 6046 7124, 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
Deputy City Recorder Marisa Graham

City Employees Present:

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

The purpose of the Work Session was to hear from Davis County Commissioner Kamalu; receive public comments; discuss the future of the DARE program; discuss a request from the Davis County Communities that Care (CTC) to display magnets on City vehicles; discuss operation of the Syracuse Island Splash Pad through the summer of 2022, and water conservation efforts; discuss the following Planning items:

1. Proposed Ordinance 2022-14 amending the Syracuse City General Plan Map for property located at approximately 1700 South Banbury Drive from Commercial to High-Density Residential. – tabled during the May 10, 2022 City Council business meeting.
2. Review of land use ordinance regarding farm animal keeping.
3. Continued discussion of potential boundary adjustment with West Point City. (
4. Discussion regarding intent to create a Community Development Project Area Plan for the area from 2000 West to 3000 West along the south side of State Road (SR)193.

Discuss proposed Interlocal Agreement for the billing and collection of fees for advanced life support services; discussion surplus property in the Fire Department; discuss proposed amendments to the Syracuse City Personnel Policy and Procedures Manual – accept for first reading; and participate in General discussion regarding Fiscal Year (FY) 2023 Tentative Budget.

Request to be on the agenda: Davis County Commissioner Kamalu

An Administrative staff memo explained each year, the Davis County Commission Office requests time on an agenda for each of the City Councils in Davis County. During these visits, the Commission sends one of its members to visit with the City Council, City Administration, and residents regarding any topic of interest. During this meeting, the Council will visit with Commissioner Kamalu. Commissioner Elliott may also be in attendance. Included in the meeting packet was a detailed listing of each Commissioner’s assignments.

Commissioners Kamalu and Elliott reviewed the list of Commissioner assignments and engaged in high level discussion with the Mayor and Council regarding major construction projects in Davis County and matters of mutual interest/concern for both the City and County.

Public comments

Mayor Maughan stated that tonight’s meeting agenda provided instructions for residents to email their public comments to City Recorder Brown by 5:00 p.m. tonight in order for them to be read into the record of the meeting. He invited staff to read any emailed public comments. There were no emailed public comments.

Mayor Maughan then invited in-person public comments.

Stan Penrod, former Police Syracuse City Police Officer, stated he is in attendance to hear the discussion regarding the future of the DARE program; the fact that this is a topic of discussion is very concerning to him. He served as a DARE Officer in the past and the program has evolved since its inception. It is a program that empowers kids and gives them tools to make good decisions on their own. Kids are faced with the use of drugs, alcohol, and cigarettes and the program gives them the tool to say no to temptations. The DARE program is a catalyst to life changing or life saving actions for kids. He has

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heard feedback from many students and parents about the impact the DARE program has had on their life in situations involving sharing of sexually explicit images via cell phones, physical abuse, and crime. He referenced a tragic child death several years ago in Syracuse and stated that at that time, the DARE program was not as solid as it is now; he often wonders if the program would have prevented that tragic loss of life. He stated there was a school shooting today and there will be more in the future; the last time there was a school shooting, he taught the DARE program the next day and the students talked to him about their fears of school shooting in their own school. The kids feel safer having a DARE officer in the school. He spoke about a letter that he received from the parent of a DARE student; the student was being touched inappropriately and after having learned about how to deal with that in the DARE program, she was able to confront her abuser and report the abuse. The letter concluded by speaking to the impact the DARE program has had on her and her daughter. Officer Penrod concluded by emphasizing the DARE program is not about scaring kids into making a good choice; rather, it is about building relationships with the community.

Mayor Maughan stated that Officer Penrod is the most popular Officer in the history of Syracuse and that is largely due to his involvement in DARE. Mr. Penrod stated that Officer Pollard is also doing great things with the DARE program and helping students in Syracuse City and if the Council chooses to eliminate the program, they will be doing an unbelievable injustice to the community and, most of all, the children that benefit from the program. The impacts of the DARE program are real, and he asked that the Council not make decisions based upon available funding, but on the lasting impact of a very important program. Mayor Maughan thanked Mr. Penrod for his input.

Officer Josh Pollard also spoke to the importance of the DARE program to the community; he stated his dad is a retired DARE officer from Kaysville and that is why he applied to be the DARE officer in Syracuse. He is very invested in the success of the City and the DARE program contributes greatly to that success. It was very difficult to follow Officer Penrod as he is a 'legend' in the community. But, he is focused on building positive relationships in the community, and he has received many communications from teachers in the community about their desire for the DARE program to continue. He concluded by relaying a personal story about his own experience in Syracuse; shortly after being hired by the Police Department, he was dispatched to a residence where a 14-year-old girl was refusing to go to school and was threatening suicide with a kitchen knife. When he arrived on scene, he encountered the girl and her parents in the garage, and he began trying to speak to her about what was troubling her; she refused to talk to him and began shutting down emotionally. After a few minutes with no resolution, Officer Penrod arrived on the scene and approached the girl, calling her by name, and immediately engaged in a positive constructive conversation with her. As it turns out, she was a student of the DARE program and due to the positive relationship, they had developed, the situation was resolved in a peaceful manner. This is one of the many instances where a DARE officer has positively impacted the community.

Discussion regarding future of DARE program.

A staff memo from the City Manager explained in February 2022, due to a staffing shortage and safety concerns, Syracuse Police Department redeployed the DARE officer to the Patrol division. The DARE position was discussed in the FY23 Budget Retreat. At that time, the City Council opted not to backfill for the DARE position for the 2022-2023 school year. Syracuse Police Department has offered the DARE program in the elementary schools for approximately 25 years as its primary form of public outreach; DARE was also taught at Syracuse Junior High School (SJHS) for approximately 20 years. The pandemic caused some disruptions in administering the program; it has not been taught at SJHS since the pandemic forced remote learning. DARE has historically been offered to students in the 5th or 6th grade and again in the 7th grade (at SJHS). The program has changed over the years, but the current program involves 10 lessons. DARE "keepin' it Real" curriculum (the curriculum used by Syracuse Police Department) is an evidence-based program. [DARE Evidence-Based Report](#). The DARE program, not including any funding related to the sworn officer who teaches the program, costs Syracuse City approximately \$8,500.00 to operate; this cost will increase as more students and more elementary schools are added to the system. Syracuse Police Department is seeking long-term guidance from elected officials regarding the DARE program. The decision to temporarily suspend the program or permanently eliminate the program has impacts on the Department's staffing, vehicle assignment, training, and budgetary plans; this decision also impacts the schools and members of the community.

Mayor Maughan communicated that there is no intent, either from him or the Council, to eliminate the DARE program, but it is necessary to discuss the future of the program.

Chief Atkin then reviewed the staff memo, after which he engaged in discussion with Mayor and Council regarding the factors that contributed to the decision to pause the DARE program; the staffing levels of the Department the manner in which responsibilities have been shifted among exiting Officers; and current practices in other cities. The Council gave Chief Atkin direction to begin investing opportunities for revising the program when possible. Chief Atkin thanked the Council for their input and direction and indicated he will begin evaluating all staffing and equipment options available to him.

Discussion regarding request from Davis County Communities that Care (CTC) to display magnets on City vehicles.

A staff memo from the City Manager explained the CTC Coalition has requested permission to display the attached magnet signs on City vehicles as part of a public service educational campaign. The goals of this discussion are to consider the pros and cons of allowing the magnet signs on city vehicles and give the Administration direction.

Mayor Maughan stated he loves the CTC Coalition and the service they provide in the community, but his concern about this request is how to differentiate between this request and other groups that may ask permission for something similar.

Councilmember Teague stated that the CTC was granted funding to support the Parents Empowered educational campaign aimed at curbing underage alcohol consumption; they would like to place a magnet on City vehicles that helps to promote the program. There is a lot of great work being done by the CTC and they want to mobilize their community partners to assist in targeted advertisement. He asked for Council support to approve placement of the magnets on Police vehicles for the summer months. The Council expressed their support for the placement of CTC magnets on Police vehicles; they also indicated they would be willing to consider similar requests from other organizations in the future and if it become necessary to consider a policy limiting the number of magnets that can be on any City vehicle at one time, they will deal with that issue when appropriate.

Discussion of operating the Syracuse Island Splash Pad throughout the summer of 2022, water conservation efforts.

A staff memo from the City Manager explained the current plan for the 2022 summer is to reduce the season for the splash pad to Memorial Day to August 20th. Typically, the season ends on Labor Day in September. This would reduce the season from 85 operating days to 72 days, approximately a 15% decrease from a typical year. The Syracuse Island Splash Pad is designed to operate like a public swimming pool, regarding the recirculating, treating, and reuse of the water. As such, the water is largely sanitized and reused rather than spent and drained to waste. Due to evaporation, maintenance, and patron usage of the water, the splash pad does require a periodic ‘topping off’ of the storage tank. This is an opportunity for the Council to discuss water usage at the splash pad and address any concerns expressed by the public.

Mayor Maughan indicated that since the publication of tonight’s meeting materials, he has heard from three Councilmembers who have indicated they are still supportive of keeping the splash pad open this year. He noted that the City will work to publish information communicating the recirculating nature of the splash pad and plans to adjust the season’s schedule.

Planning item: Proposed Ordinance 2022-14 amending the Syracuse City General Plan Map for property located at approximately 1700 South Banbury Drive from Commercial to High-Density Residential. – tabled during the May 10, 2022 City Council business meeting.

A staff memo from the Community and Economic Development (CED) Department explained Erik Craythorn of Q-2 LLC has applied to amend approximately .91 acres of the General Plan Map from Commercial to High Density Residential designation. This would be contiguous with the already-general-planned high-density area to the east. It would also preserve approximately .62 acres of Q-2 LLC owned land on the corner for future commercial development. The High-Density Residential designation anticipates a future zoning of PRD among others. The applicant desires to build townhomes using the PRD zoning on this site that would be part of the larger proposed PRD townhome development. See attached concept plan. The total acreage of the entire project is proposed to be approximately 9.45 acres. Given the location of the site on a state highway, within the town center overlay, and being within 1/4 mile to a bus stop, the site would qualify for 12 units per acre under the PRD zoning should the zoning be granted. The proposed plan is at about 10 units per acre with a proposed 102 townhome units. All of the proposed townhomes are 2 stories except for 16 three story units in three buildings. The three-story units are proposed to be located near Antelope and none are located adjacent to single family homes. The process for a General Plan map amendment is for Planning Commission to provide a recommendation to City Council and to hold a public hearing. Then City Council will make the final vote to approve or deny the request. If the applicant is successful with the General Plan, next steps would be to request the PRD zoning which requires a development agreement that sets the architecture and preliminary plans. On May 10, 2022, the City Council briefly discussed the item, but then tabled it because the applicant informed council of a new design idea for the western side of the project that would include a parking lot instead of the proposed westernmost 7 townhome units. It is envisioned that the parking lot would be a shared lot between the residents of the townhome development, the city park patrons, and customers of the future commercial use that will someday be built on the corner. Since the proposed changes were a last-minute surprise, and since the proposal was not in the published staff report, the item was tabled for more discussion after staff had a chance to review the proposal more thoroughly. The new plan showing the parking lot is included in this report for review. The developer says he is willing to build the lot and grant access to the city in exchange for long term maintenance of the lot. This and any other necessary arrangements would be memorialized in a development agreement at the rezone stage of approvals. On April 5, 2022, the Planning Commission held a public hearing and voted to recommend approval of this item with a split 4-3 vote. There were

many residents that expressed opposition to this and all of the other projects under construction. Concerns included traffic, growth, water, school capacity, etc. Planning Commission found that because the proposed General Plan amendment area did not have direct access or visibility from Antelope Drive, the commercial viability of the site was not good and therefore a two-story residential use would be the right fit.

CED Director Steele reviewed the staff memo and facilitated discussion among the Council regarding the implications of the General Plan amendment. There was a focusing on density of a project to be constructed if the General Plan and a subsequent zone change is approved; open space opportunities; general parking requirements; and commercial frontage on Antelope Drive. The Mayor concluded the discussion by determining there is consensus among a majority of the Council to proceed with taking action on the General Plan amendment application; he directed staff to include an action item on the next business meeting agenda.

Planning item: Review of land use ordinance regarding farm animal keeping.

A staff memo from the Community and Economic Development (CED) Department explained the city regulates farm animals on a points system. The larger the parcel, the more points that are allotted. Larger, smellier, or louder animals require more points and in turn acreage to properly mitigate the potential nuisances they may cause for neighbors. Please see attached ordinance. The goal of this discussion is to decide if the city is interested in pursuing a text amendment for 'mini' farm animals such as miniature horses and cows.

Mayor Maughan stated he has been contacted by residents who have asked for an adjustment to the points checklist in the City's land use code for mini farm animals in residential zones. Councilmember Carver stated she is opposed to adjusting the point system to allow mini farm animals on small residential lots; this led to brief discussion among the Council regarding the topic and the entire Council supported Councilmember Carver's position.

Planning item: Continued discussion of potential boundary adjustment with West Point City.

A staff memo from the Community and Economic Development (CED) Department explained because of the West Davis Corridor and 193 expansion project, there are 1.3 acres that have been bifurcated as the only West Point City area on the south side of 193. The area cannot be accessed except for through Syracuse City roads. Any development that occurs would need water, sewer, garbage, police, and fire services. It would be more efficient for Syracuse to provide those services since we are already providing them for the adjacent Trails Edge subdivision. The process for a boundary adjustment is slightly different from an annexation. The first step in the process would be for both cities to make resolutions of their desire to adjust the city boundaries. The goal of this discussion is to decide if the city is interested in pursuing a boundary adjustment with West Point City.

CED Director Steele reviewed the staff memo and facilitated review of a plat map to identify the parcels of property that West Point is willing to trade with Syracuse City. The Council indicated they are comfortable with the boundary adjustment and Mayor Maughan directed staff to proceed to the next legally required step in the boundary adjustment process.

Planning item: Discussion regarding intent to create a Community Development Project Area Plan for the area from 2000 West to 3000 West along the south side of State Road (SR) 193.

A staff memo from the Community and Economic Development (CED) Department explained there is a large block of mostly undeveloped land comprising approximately 280 acres of farmland and homes located along the south side of 193 between 2000 W and 3000 W. The majority of the land area is owned primarily by the Cook family and the LDS church. The city's general plan has identified the area as a prime location for large scale industrial land uses due to the large undeveloped parcels, easy access to state highways and the West Davis Corridor which will be completed soon. The city has received inquiries from manufacturing, distribution, and data centers in recent history. These uses would build large buildings that would provide property tax revenue to the city. They would also employ large numbers of jobs, which is also beneficial to our population. The main access point into the future development area will be the planned 2500 W. The road is designated as a 66' collector road on the city's Impact Fee Facilities Plan (IFFP). This north-south road would be the backbone of the development. It is anticipated that the road would be built in phases with the first phase to include the signalized intersections and about 1000 feet of the northern most portion of the road. This first phase would open up access to the land that would spur the anticipated industrial development. The road would not go through to 700 S until a future time. One of the tools the city has available to spur economic development is the Community Reinvestment Agency Act as detailed in Title 17C of Utah State Code. Community Reinvestment Agencies or (CRA) is similar to an RDA where tax increment can be used to finance needed infrastructure or offer incentives to companies to locate in the city. Once established, the property taxes that would be diverted to the Agency could be used to pay for transportation improvements such as 2500 W. In order to establish a CRA, the first step is for the city to make a resolution notifying the community and

taxing entities of our intent to do a study of the project area. The city would then commission the study to establish the details of the proposed project area plan. Then, each affected taxing entity would need to sign a memorandum approving the requested percentage of tax increment diversion and also the requested duration of the diversion. The city would also need to make another resolution adopting the project area plan. Any formal agreements authorizing incentives for specific development in the area cannot be made until after the project area plan is approved and authorized by the affected taxing entities. Included in the packet is a draft resolution that if approved, would 'get the ball rolling' towards creating a project area. The goal of the discussion is to decide whether or not the resolution should be forwarded to the June 14 meeting for approval. Approval is also needed by the Board of Directors of the Syracuse City Redevelopment Agency.

CED Director Steele reviewed the staff memo and a map that identified the possible boundaries of a CRA project on the south side of SR-193. There was brief discussion regarding the process to create and the benefits of a CRA, after which the Council offered support for proceeding to the next step in the process.

Discussion of proposed Interlocal Agreement for the billing and collection of fees for advanced life support services.

A staff memo from the Fire Chief explained with the Davis County Sheriff's Office discontinuing paramedic services on December 31st, 2022, and Davis County fire agencies now beginning to provide this service, a new interlocal agreement regarding reimbursement is necessary. A document included in the meeting packet details how the City is to reimburse mutual aid agencies when they provide transporting paramedic services in our city as well as how we are to be reimbursed for providing the same service to our mutual aid partners. The goal of this discussion is to answer any questions and to move this agenda item forward to the business meeting for a vote.

Chief Byington summarized his staff memo; there was no discussion among the Council and the Mayor directed staff to include an action item on the next business meeting agenda to approve execution of the agreement.

Discussion regarding surplus property – Fire Department.

A staff memo from the Fire Chief explained the fire department is requesting to surplus their 2009 GMC Sierra 4500 Brush Truck. This vehicle is no longer in service and is being replaced as part of our fleet rotation. The new brush truck should be in service within the next couple of months. The fire department is also requesting to surplus their 2002 Pierce 75' Ladder Truck. This vehicle is still in service and is in the process of being replaced as part of our fleet rotation. The new ladder truck is anticipated to be completed and placed into service this Fall. The goal of this discussion is to answer any questions and to move this agenda item forward for approval.

Chief Byington summarized his staff memo; the Council offered support for proceeding with surplus action for the items listed in the staff memo.

Proposed amendments to the Syracuse City Personnel Policy and Procedures Manual – accept for first reading.

A memo from the Administrative Services Director explained periodically City Administration and Department Heads propose changes to the personnel policies and procedures manual. It has been a few years since our last update, and we have several proposed changes. We present these changes to you for a first read with the goal of have a detailed discussion on the June 28th work session. Please read through and review the read line edits and be prepared to discuss this in detail in June. Here is a summary of edits:

- 3.040 – fixed typo – changed many to may
- 3.100 – Corrected website address
- 4.050 – added light duty language for fire fighters
- 5.030 – changed to allow department heads to pay wages up to midpoint/budgeted amount without needing prior approval.
- 5.090 (c) (iii) – changed that Law Enforcement employees will get paid OT after 80 hours
- 5.110 – added language to reference Holiday's in section 8.080
- 5.120 – Removed language saying exempting police and fire from on-call policy, since we do have some police that go on-call.
- 5.170 – Added Part-Time Fire Fighter Incentive Pay policy
- 5.180/5.190 – took out a reference that wasn't needed
- 7.040 – removed vision insurance since the City no longer offers it
- 7.120 – added cash in lieu policy
- 7.130 – added language to include mental health services for first responders
- 8.060 – changed wording of vacation accrual to fix confusion of when accrual actually gets bumped up.
- 8.070 (d) – added mental illness and therapist appointments as reasons that sick leave can be used
- 8.070 (g) – corrected Chapter reference

- 8.080 – Added Juneteenth as a Holiday
- 8.100 – Added language to specify that employee can use vacation, sick or holiday leave while on military leave.
- 8.120 – Corrected chapter reference
- 8.130 – changed title to bereavement leave. Adjusted language to address the new Utah bereavement leave law.
- 8.140 – added language to include miscarriage & stillbirths for funeral leave as per state code
- 9.040 – made changes to ensure policy includes remote working and also updated policy to be more inclusive. Also, added a language about maintaining safety.
- 13.100 (b) – changed language to address medical marijuana
- 13.100 (C) (1) – Added paramedic positions & Engineering Tech. & also changed format to match background check list.
- 14.130 (a) – Added Streets Maintenance Crew Leader & also changed format to match background check list.
- 15.010 (a) – changed language to match current practice that all ongoing volunteers will have a background check done and those who are required to have annual background checks.
- 15.010 (g) – Added Building Inspector
- 16.120 (b) – Updated where to go to get medical attention
- 16.130 – Specified that employees will not accrue leave while days away from work.
- 19.010 (g) (2) – Updated meal per diem rates to match the state. (Utah code R25-7-6)
- 19.030 – added an item to the list for emergency preparedness
- 20.030 – changed that 16-17 may operate a single deck mower instead of single blade mower
- 22.060 – Added language stating employees must comply with personal appearance policy while video conferencing and location requirements. Also, added language stating an employee can't telework out of state for longer than 30 days
- 25.120 – Added language stating that City Manager may delegate duties related to pre-disciplinary action hearings
- 25.130- Added language stating that City Manager may delegate duties related to disciplinary action.
- 25.140 – Removed positions that are not appointed by the Mayor Council and do not have severance pay coverage. So these positions will have merit protections.
- 26.060- Added language stating that employees that don't give 2 months' notice when retiring will not get sick leave payout.
- Appendix D&E – Added forms for Leave Donation Policy.

Administrative Services Director Marshall reviewed the memo and facilitated brief discussion of a few of the amendments included in the list; Councilmember Carver stated she is concerned about Section 9.100, which addresses secondary employment for City employees. City Manager Bovero noted there is no proposed amendment to that section of the manual and Councilmember Carver stated she would like to discuss the issue in greater detail in the future. Councilmembers Bingham and Savage supported that request.

The Council then accepted the document for a first read and determined to take action on the proposed amendments during the next business meeting.

General discussion, Fiscal Year (FY) 2023 Tentative Budget.

Mayor Maughan stated there will be a placeholder on each work session agenda to allow for additional discussion of any budget item.

Councilmember Carver followed up on her request to compensate the City's volunteer that oversees the City's Youth Court. City Manager Bovero summarized the current organization of the Youth Court and discussed current levels of staff support. Councilmember Carver stated she is concerned about the losing the Youth Court Advisor if it is not possible to provide her with any compensation. Mr. Bovero stated that he will discuss the issue in greater detail with the Advisor and City staff to determine the best course of action to respond to the request for compensation. The Council briefly discussed the makeup of multiple volunteer committees/organizations in the City and asked staff to provide a follow-up report regarding the matter in a future meeting.

In closing there was a brief discussion about the property tax rate to be included in the budget; staff will advertise consideration of an increase to be determined by the Council, but during action on the final budget following the truth in taxation process, the Council can decide upon a lower rate.

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The meeting adjourned at 7:50 p.m.

Dave Maughan
Mayor

Cassie Z. Brown, MMC
City Recorder

Date approved: July 12, 2022