

Minutes of the Work Session meeting of the Syracuse City Council held on April 12, 2016, 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
Mike Gailey
Karianne Lisonbee
Dave Maughan

Mayor Terry Palmer
City Manager Brody Bovero
City Recorder Cassie Z. Brown

City Employees Present:

Finance Director Steve Marshall
City Attorney Paul Roberts
Community and Economic Development Director Brigham Mellor
Public Works Director Robert Whiteley
Fire Chief Eric Froerer
Parks and Recreation Director Kresta Robinson
Police Chief Garret Atkin

The purpose of the Work Session was to review the agenda for Council business meeting to begin at 7:00 p.m.; review the Parks and Recreation Department budget; review agenda item 6: Authorize Mayor Palmer to execute the Memorandum of Understanding with the Utah Division of Forestry, Fire, and State Lands, and the Syracuse City Fire Department; review agenda item 7: Authorize Administration to execute agreement for water utility service review; review agenda items 8a and 8b: cell tower lease contract renewals; review the following items forwarded by the Planning Commission: Proposed Ordinance 16-14 amending Section 10.120.020 of the Syracuse City Code pertaining to manager dwelling units for storage unit complexes, Proposed Resolution R16-20 amending the Syracuse City General Plan and land use map related to 4.7 acres located at 1972 S. 2000 W., Proposed Resolution R16-21 amending the Syracuse City General Plan and land use map related to 36 acres located at 715 S. 4000 W., Proposed Resolution R16-22 appointing Carlos Nunez to the Architectural Review Committee, Minor Subdivision Plan Approval, Cowley Subdivision, located at approximately 1373 S. 2000 W., and Final Plan Approval, Still Water Lake Estates Phase 8 and 9, located at approximately 1500 W. Gentile Street.; and discuss Council business.

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Agenda review

Mayor Palmer briefly reviewed the agenda for the business meeting to begin at 7:30 p.m. He announced that item “d” has been pulled from the work session agenda and he asked that item seven also be removed from the business meeting agenda.

Councilmember Maughan stated it was his understanding that the Arts Council bylaws would be added to the agendas for tonight’s meetings. City Recorder Brown stated that she did not receive information from the Arts Council by the deadline for completing the packet for tonight’s meeting.

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Parks and Recreation Department budget review.

A staff memo from Parks and Recreation Director Robinson explained the mission statement of the Parks and Recreation Department is “To provide quality, affordable services for its citizens, while promoting community pride, fostering economic development, and preparing for the future.”

- Under the mission of the City, we have reviewed the parks and recreation services provided by the City and created a draft budget that outlines the resources to provide the services effectively.

In drafting the budget, we followed the guidelines

10-Year City-Wide Vision Statements

- We are a City with well-maintained infrastructure, including roads, utilities, and parks.

- 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.
- We are a financially stable City, balancing the cost of services with the level of services that
- we provide. The City will have minimal or no debt.
- The City will incorporate improvements, events, and services that create an overall feeling of connection and pride in the City by its residents.

Parks & Recreation Vision Statements

- Syracuse City provides parks and open space for active and passive recreation, with
- equipment and space for a variety of activities.
- There are a wide variety of programs provided by the Parks & Recreation Department.
- The Parks & Recreation Department operates efficiently.
- The programs offered by the Parks & Recreation Department are financially self-sustaining.
- Syracuse City parks and trails have plenty of trees.

Priority Color Code

Included with this packet is a color-coded review of the Line-Items requests for the Parks & Recreation Department. The colors correspond with the following categories:

- 1) **Yellow** = Optimal Service: These items are not necessary to fulfill the City's mission or the Council's vision for the Parks & Recreation Department, but do provide an improved level of service to the City.
- 2) **Green** = Mission & Vision Critical: These items are necessary to fulfill the City's mission and the Council's vision for the Parks & Recreation Department.
- 3) **Blue** = Short-term Survival: These items are critical to provide basic services. Without them, the Parks & Recreation Department will be able to operate in the short-term, but will suffer in the long run if additional resources are not provided to support the operations.

Overarching Discussion Points

- **5-10 Year Plan:** Over the next year, the Administration would like to work with the City Council to adopt a 5-10 year level of service and staffing plan for the Parks & Recreation Department. The plan would serve as an advisory document that outlines the level of service deemed acceptable to the Council. It also would evaluate the proper staffing levels for Parks & Recreation in order to maintain the acceptable level of service. Finally, the plan would outline measures and triggers that indicate when staffing levels need to be increased or reduced based on service demands.
 - **Additional Cost:** \$0 In-House staff time and minor ancillary costs
- **Proposed Reorganization of the Parks & Recreation Dept:** A subcommittee headed by Councilmembers Maughan and Anderson recently investigated and evaluated different organizational structures for the department. Time was spent on several meetings reviewing current and projected workloads, and comparing various alternatives methods in providing parks and recreation services. The findings of the subcommittee are represented in this draft budget proposal. The proposed structure is included in the attachments.
 - **Estimated Additional Cost:**
 - Convert 2 PT Recreation Coordinators to 1 FT: \$22,000*
 - Convert 2 PT Park Maintenance Workers to 1 FT: \$22,000*
 - New PT Event Coordinator: \$9,600*
 - Move FT Park Maint Worker to Foreman Level: \$12,000*
 - New Superintendent Wages/Benefits : \$84,125*
 - 2 new Equipment/Uniform/Phone: \$6,390*
 - Total: \$156,115*
- **5-Year Capital Replacement Plan:** The Parks & Recreation Department will finalize a 5-year capital replacement plan for the City's parks and trails network, along with the Community Center. Much of the initial inventory and research was conducted under the scope of work for the Parks Master Plan contract. Of particular note is the need for equipment storage space.
 - **Additional Cost:** \$0 In-House staff time and minor ancillary costs
- **Improvements in Park Irrigation Systems:** The City is researching ways to improve the efficiency and effectiveness of the park irrigation systems. Doing so will not only use water resources more efficiently, but will also save hours in coordinating the systems in each park. This draft budget proposes an improvement in

Founders Park's system, which has been modified over the years in an ad hoc fashion. It currently has 3 user clocks, and 17 battery-operated clocks. This budget proposes to install a central irrigation controller that will connect all of the clocks into one controller, and will be capable of remote scheduling via wifi. This will be a significant improvement in saving time, money, and water, as the irrigation system can be controlled via smart phone or computer, versus manually. Assuming a successful outcome, other park irrigations systems will be upgraded in the future.

- **Trail Surface Treatment:** Asphalt preservation treatment is essential to maximizing the life of the Emigration Trail. While the trail is in relatively good shape, this budget proposes to apply a high-density mineral bond surface treatment over the entire stretch of the trail in Syracuse City, which will extend the life of the trail for several years. These maintenance measures prove to be more cost-effective than total asphalt replacement.
- **Park Improvement Program:** The proposed park improvement budget is based solely on funds available in the Park Impact Fee fund. General Fund money can be used to supplement park improvements, however. Such was the case with the 2015 Jensen Bond payoff. Our estimated funds available from the Park Impact Fee Fund for FY2017 is \$1.96 million from the sale of Jensen Park property, plus a net \$320,000 in new impact fees. Below are the planned projects:
 - **Develop Bluff/3000 West Trailhead:** \$ 70,000
 - **Tuscany/Ranchettes Park Improvements:** \$ 125,000
 - **Large Pavilion at Centennial Park:** \$ 100,000
 - **Bluffridge Pavilion** \$ 50,000
 - **Parkland Acquisition** \$1,960,000
 - **Total: \$2,305,000**
- **Tree Program:** As previously discussed with the Council, the City will set aside funds for an ongoing tree planting program. Particular emphasis will be placed on shade trees for parks, as was indicated as a priority in the 2015 Parks Survey.
- **Volunteer Background Checks:** The Parks and Recreation Department currently runs over 750 background checks per year on coaches, assistant coaches, and any other volunteer working with the youth. Due to a recent change in the City's authorization to access the State's Bureau of Criminal Investigations records, the Parks & Recreation Department can no longer run background checks directly. Instead, we will need to either have the Police Department run them, or pay a third party service. This is a recent change, so we are currently in the process of analyzing the most cost-effective manner. Either of the two methods will cost more money, whether it be overtime costs of the PD, or service fees through a third party.
- **Landscaping Contract for City Properties:** In an effort to focus attention to parkland, we are looking into a landscaping maintenance contract for non-park properties, such as City Hall, detention basins, and subdivision entryways that are owned by the City.

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Review agenda item 6: Authorize Mayor Palmer to execute the Memorandum of Understanding with the Utah Division of Forestry, Fire, and State Lands, and the Syracuse City Fire Department.

An staff memo from the Fire Chief explained the most recent MOU with the State Forestry Fire and State Lands (FFSL) was initiated in March of 2015. This year FFSL updated their Fire Department Manual and rate structure as it applies to cooperators involved in the Wildfire Response Program, requiring a renewal of an MOU. This agreement provides a mechanism for procurement, use and compensation for services provided by the fire department outside our jurisdictional area of responsibility, to the State of Utah and its cooperators; pursuant to cooperative agreements, operating plans, closest forces agreements and suppression resource needs in support of fire suppression. Following are the changes in the MOU from 2015:

- 1) FFSL vehicle mechanical inspection eliminated.
- 2) Invoicing will be through Fire Business System (FBS) electronically. A reference to old system forms is updated.
- 3) Deleted reference in #6 "It is mutually agreed" to State owned land within the municipality boundary being the responsibility of the municipality. The Division is responsible for all State owned wildland.

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Fire Chief Froerer reviewed his staff memo and provided a high level overview of the amendments to the MOU.

Review agenda item 7: Authorize Administration to execute agreement for water utility service review.

This item was removed from the agenda.

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Review agenda items 8a and 8b: cell tower lease contract renewals.

A staff memo from the Finance Director explained the City originally entered into an agreement with Cingular wireless on June 20, 2005 for the construction of a cell tower located at Founders Park – approximately 1500 South and 1800 West. In return, the city receives a monthly cell tower lease payment of \$1,983.75 per month. The Lease was taken over by Crown Castle which is a cell tower site management company. They have requested an amendment to the contract for an extension on the term of the agreement for a 20 year extension. In return they have agreed to the following revised terms:

- o Rent will increase to \$2,281.31 in October 2020.
- o Rent will increase 3% each year after October 2020.
- o \$500 per month revenue share for any additional broadband tenants and \$200 per month for non-broadband tenants added to site.
- o Capability to add surveillance cameras to tower at founders park for security.

The memo concluded staff recommends the Council authorize Administration to execute Second Amendment to Land Lease Agreement with Crown Castle for cell tower located at Founders Park – approximately 1500 South and 1800 West.

An additional staff memo from the Finance Director explained the City originally entered into an agreement with Verizon wireless on June 25, 2002 for the construction of a cell tower located at 3151 South 2400 West. In return, the city receives a monthly cell tower lease payment of \$1,983.75 per month. The Lease was taken over by American Tower which is a cell tower site management company. They have requested an amendment to the contract for an extension on the term of the agreement for a 30 year extension. In return they have agreed to the following revised terms:

- o \$35,000 signing bonus.
- o Rent will increase to \$2,281.31 in November 2017.
- o Rent will increase 3% each year after November 2017.
- o 15% revenue share for any additional tenants added to site.

The memo concluded staff recommends the Council authorize Administration to execute First Amendment to Land Lease Agreement with American Tower for the cell tower located at 3151 South 2400 West.

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Mr. Bovero reviewed the staff memo.

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Councilmember Anderson inquired as to the number of tenants the owners of the cell towers could potentially allow to co-locate. Mr. Bovero stated the City does not place limitations on co-location, but there are space limitations. He suggested that the Council direct that question to Finance Director Marshall during the business meeting.

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Councilmember Bolduc inquired as to when the Council will receive a status report regarding the installation of surveillance cameras in Founders Park. Mr. Bovero noted the funding has not been approved for the cameras and the project cannot proceed until funding is allocated.

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The Council engaged in a high level discussion regarding the negotiated terms of the two contracts, with Mr. Bovero suggesting that additional discussion take place during the business meeting when Mr. Marshall is present.

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Review items forwarded by the Planning Commission:

Proposed Ordinance 16-14 amending Section 10.120.020 of the Syracuse City Code pertaining to manager dwelling units for storage unit complexes.

A staff memo from the Community and Economic Development (CED) Department explained the Planning Commission is requesting to amend the permitted uses in the Industrial Zone to address an existing non-conforming use that is occurring in an existing storage unit complex within the city. The complex has a dwelling unit for live-in management; however, caretaker quarters are not listed in the permitted uses of the zone. Planning commission passed a positive recommendation for approval for this amendment in their meeting on March 15, 2016. The dissenting votes were because of a desire for a different method of calculating max number of units. Following is the motion from the meeting minutes:

COMMISSIONER JENSEN MADE THE MOTION THAT THEY ADOPT THE 2ND OPTION FOR THE CODE AMENDMENT TITLE X 10.120.020 WITH RECOMMENDATION OF APPROVAL TO CITY COUNCIL WITH ONE CHANGE OF '1 DWELLING UNIT PER 350 UNITS PER STORAGE FACILITY PROJECT'. COMMISSIONER MCCUISTION SECONDED THE MOTION. COMMISSISONER VAUGHAN AND COMMISSISONER RACKHAM VOTED NAY. MOTION CARRIED BY MAJORITY BY 5/2.

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CED Director Mellor reviewed his staff memo.

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The Council engaged in a high level discussion regarding the logistics of allowing living facilities at storage unit complexes throughout the City. Discussion also centered on enforcement of the ordinance with the goal of ensuring that only the caretaker or owner of the complex can live on the property.

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Review items forwarded by the Planning Commission: Proposed Resolution R16-20 amending the Syracuse City General Plan and land use map related to 4.7 acres located at 1972 S. 2000 W.

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

Location:	1972 S. 2000 W.
Current Zoning:	R-2
General Plan:	R-3
Requested GP:	PRD
Total Area:	4.7 Acres
R-2 Density Allowed:	14 lots (3 lots/gross acre) PRD
Density Allowed:	28 lots (6 lots/gross acre)

The Planning Commission unanimously voted against this item in their April 5th meeting. They are forwarding a recommendation for denial because it does not meet the minimum 5 acres for a PRD and they felt that the current General Plan of R-3 residential would be more appropriate. The other requirement of the PRD zone is to have direct access from an arterial, which this does not have. This property is adjacent to the Craig Estates development. The applicant wishes to join the Craig Estates HOA and extend a similar product onto their property. The HOA presidents for Craig Estates have shown support for the project. PRD must have a minimum of five acres. The applicant plans to purchase acreage from Craig Estates in order to access the property and to meet the minimum acreage requirements. A development agreement is required in this zone and the details of the acreage calculations could be included in the document. The City's ordinance requires that there be a direct connection to an arterial or major collector roadway. The applicant's proposed access is off Craig Ln. which is not a major collector. However, if the subdivision is considered to be an extension of Craig Estates, that subdivision does have a connection to 2000 W. Craig Estates phase 1 plat was recorded in 1999, Phase 2 was 2002, and phase 3 was in 2005. The development was developed as an R-2 cluster subdivision that is no longer in ordinance. Our current cluster subdivision requires a minimum of 10 acres. The entitlement process would include the following: this general plan amendment, current zoning map amendment, development agreement, concept subdivision plan, preliminary subdivision plan, and final subdivision plan approvals. Any remaining houses along 2000 w must meet the minimum lot size for its zone.

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CED Director Mellor reviewed his staff memo.

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Council discussion of the application centered on the fact that the subject parcel is smaller than the minimum size required for approval of a Planned Residential Development (PRD). Mr. Mellor indicated the landowner and developer is considering the long term developability of the property and they believe that frontage along 2000 West could potentially be developed for commercial use in the future. He indicated that in order for the project to be approved, the applicant would need to amend their development application or the City would need to amend its ordinance. City Attorney Roberts indicated that this application is simply for a general plan change and optional amendments to the project or City Code should be discussed at a future date.

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Councilmember Lisonbee stated she feels the project is a great fit for the subject property, but she is concerned that it does not comply with City Code. She stated she would like to continue discussion of optional amendments that would make the proposed project compliant with City Code. Councilmember Gailey agreed, but indicated that he agrees with the developer's concept of preserving frontage along 2000 West for potential future commercial development. He asked if there is a way to deviate from the City Code without setting precedent for future applications. Councilmember Maughan stated he would like to see commercial development occurring hand in hand with the PRD rather than allowing the owner to preserve the property until some point in the future when it is more valuable for development is not fair to the City at this time. Mr. Mellor stated the developer is open to a variety of options and they are willing to work with the Council to ensure compliance. Councilmember Lisonbee stated she feels that the property size can be increased to five acres in order to be compliant with City Code; she also feels it is possible to allow for connectivity between the proposed development and adjacent developments for ingress and egress. Mr. Mellor and Mr. Roberts both agreed.

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**Review items forwarded by the Planning Commission:
Proposed Resolution R16-21 amending the Syracuse
City General Plan and land use map related to 36 acres
located at 715 S. 4000 W.**

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

Location:	715 S. 4000 W.	
Current Zoning:	None – Not yet annexed	
General Plan:	R-1	
Requested GP:	R-2	
Total Area:	36 Acres	
R-1	Density Allowed:	82 lots
R-2	Density Allowed:	107 lots

Following is the excerpt from the minutes from the March 15 Planning Commission meeting:

COMMISSIONER THORSON MADE A MOTION THAT THEY RECOMMEND DISAPPROVAL TO THE CITY COUNCIL ON AN R-2 GENERAL PLAN MAP CHANGE BASED ON THE CONFORMANCE TO THE GENERAL PLAN AND RETIANING THE GENREAL PLAN INTACT AS R-1 AND THE IMPACT TO THE INFASTRUCTURE. MOTION WAS SECONDED BY COMMISSIONER JENSEN. ALL WERE IN FAVOR, THE MOTION CARRIED UNANIMOUSLY.

This property is not yet annexed into the city but is in our annexation declaration. The land is currently under county jurisdiction but since it is in our declaration, we have given it a zone on our General Plan Map. Once annexed, the property's general plan zone would be applied as its current zoning. The decision at hand is whether or not the city would be willing to accept additional residential density at this location. The R-1 zone allows 2.3 lots per gross acre and the R-2 allows 3 lots per gross acre. This is an added approximately 25 houses above what would occur as an R-1. As with all general plan or zoning map amendment requests, it is within this body's purview to give a positive or negative recommendation after an analysis of potential impacts of the proposed amendment on existing infrastructure and public services such as traffic, streets, intersections, water and sewer, storm drains, electrical power, fire protection, garbage collection is considered. The city council will make the final vote on this legislative decision.

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CED Director Mellor reviewed his staff memo.

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The Council engaged in discussion regarding the next steps for this project, such as annexation of property and negotiation of a development agreement, after which Councilmember Lisonbee noted she is the only Councilmember who was in office when the planned residential devilmnt (PRD) zoning was discussed for this project. She stated the Council was strong-armed into approving PRD zoning and she still does not feel it is a good fit for the area because the further away from a city center, the less dense development should be. The PRD zoning does not make sense in this area, especially given the lack of open space provided within the development. She stated she would like to table this item and give the developer an opportunity to come before the Council with idea regarding a better fit for the area. She noted the project contemplates placing an extremely high density development adjacent to a development with \$400,000 homes and she is not comfortable with that. Councilmember Bolduc indicated she would support tabling consideration of the application this evening. Councilmember Gailey asked if the PRD zoning is considered vested at this point. Mr. Roberts stated a development agreement has been approved for the subject property and the zoning agreed upon in that agreement is vested; however, the applicant does not have rights to annex the property at this time and the City could deny that action until negotiations regarding the density conclude. Councilmember Gailey stated he supports working with the developer to reach an outcome that benefits all parties.

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**Review items forwarded by the Planning Commission:
Proposed Resolution R16-22 appointing Carlos Nunez to
the Architectural Review Committee.**

An administrative staff memo explained the mayor has interviewed Carlos Nunez and would like to appoint Carlos Nunez as a member of the Architectural Review Committee. Please find the following applicable ordinance:

10.28.020 Architectural Review Committee (ARC).

The ARC is established to review all applicable development plans for compliance with the design standards in this chapter. This committee functions as a subcommittee of the Planning Commission and consists of seven members appointed by the Mayor with the advice and consent of the City Council in accordance with the Syracuse Municipal Code. Members consist of community residents, Planning Commissioners (maximum two), and City staff. The Planning Commission Chair may recommend candidates for the Mayor's consideration.

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CED Director Mellor reviewed his staff memo.

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**Review items forwarded by the Planning Commission:
Minor Subdivision Plan Approval, Cowley Subdivision,
located at approximately 1373 S. 2000 W.**

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

Zone:	R-1 Residential
Applicant:	Erik Craythorne
Requested Lots:	2
Acreage:	0.648 acres

The Planning Commission unanimously approved the minor subdivision and recommended conveyance of the "sliver" of city owned land to the applicant during their regular meeting on April 5, 2016. The applicant is requesting approval of a 2 lot minor subdivision plat on property located at approximately 1373 North 2000 West. In its current state, the property to be subdivided extends into the planned right-of-way of 2000 West by 33 feet. As such, the front 33 feet of the property will be dedicated as right-of-way. This is constituted of approximately 3,884.1 square feet. There is a narrow strip of property predominantly on the north side of the proposed lot 1. This strip is owned by Syracuse City and is not buildable in its current state. Section 3.10.080.(D) of the Syracuse Municipal Code states that the Planning Commission scope includes "The acquisition or acceptance of land for any public property, public way, ground, place, or structure; also the sale or lease of municipally owned property, and the location of public buildings, parks or other open spaces." As such, a recommendation should be made by the Planning Commission before the City Council may grant requisition of the property to the applicant

for inclusion in the subdivision. The applicant has expressed a desire to include the property in the subdivision and the property owner has been maintaining the property despite the City maintaining ownership. The property is to be subdivided into two building lots. The entirety of the subdivision falls within the R-1-Residential Zone. The lots feature the following dimensions:

Lot	Lot Size. (12,000 sqft Min.)	Lot Width (100' Min.)	Buildable Area	Structures to Remain
1	12,358 sqft	105'	5,890 sqft	Home (complies with setbacks)
2	12,005 sqft	102'	5,084 sqft	None

As indicated above, both lots meet all the minimum requirements for the R-1 Residential Zone.

Questions related to this staff report can be directed to Planner Royce Davies.

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CED Director Mellor reviewed his staff memo. Brief Council discussion centered upon other development in the vicinity of the subject property.

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**Review items forwarded by the Planning Commission:
 Final Plan Approval, Still Water Lake Estates Phase 8
 and 9, located at approximately 1500 W. Gentile Street.**

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

Current Zoning:	R-1 Cluster
Phase 8 Acres:	5.25
Phase 8 Lots:	19
Phase 9 Acres:	7.01
Phase 9 Lots:	29
Preliminary Plan Approval Date:	March 6th, 2014
Development Agreement Date:	July 3rd, 2014

The Planning Commission unanimously voted in favor of granting final plat approval of this project in their April 5, 2016 meeting. Following is the motion that was made during the meeting:

COMMISSIONER DAY MADE A MOTION TO RECOMMEND APPROVAL TO CITY COUNCIL CONDITION UPON PROPER SIGNAGE ON THE ROAD TERMINATION AND ON THE FIRE HAMMERHEAD WITH EXCLUSIVE USE BY THE FIRE DEPARTMENT WITH BARRIERS AND ALSO WITH THE CLARIFICATION THAT THEY WILL BE ABLE TO BUILD ON LOTS 914 & 913. SECONDED BY COMMISSIONER THORSON. ALL WERE IN FAVOR, MOTION CARRIED UNANIMOUSLY

The memo concluded the applicant has requested approval of the last two phases of the "Cottages" portion of the Stillwater Lake Estates. Fire, Engineering, and Planning departments have reviewed the attached plans for compliance with ordinances and the applicant has addressed all staff comments. The development agreement requires that a bond for 50% of the cost of crossing the canal must be provided before the plat can be recorded. Please find attached additional documents about this application.

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CED Director Mellor reviewed his staff memo.

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Council business

There was no Council business.

The meeting adjourned at 7:02 p.m.

City Council Work Session
April 12, 2016

Terry Palmer
Mayor

Cassie Z. Brown, CMC
City Recorder

Date approved: May 10, 2016