

Minutes of the Work Session meeting of the Syracuse City Council held on May 27, 2014, at 7:00 p.m., in the Council Work Session Room, 1979 West 1900 South, Syracuse City, Davis County, Utah.

Present: Councilmembers: Brian Duncan  
Mike Gailey  
Craig A. Johnson  
Karianne Lisonbee

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

Excused: Councilmember Douglas Peterson

City Employees Present:

Finance Director Steve Marshall  
Public Works Director Robert Whiteley  
City Attorney Clint Drake  
Parks and Recreation Director Kresta Robinson  
Community Development Director Sherrie Christensen  
Police Chief Garret Atkin  
Fire Chief Eric Froerer

The City Council participated in a site visit prior to convening the Work Session meeting at 7:00 p.m. The site visit was held at the Jensen Park Pump House, 3176 South Bluff Road, at 6:00 p.m. The purpose of the site visit was to tour and receive information regarding the Pump House and Syracuse City irrigation service.

The purpose of the Work Session was to receive public comments; receive an update regarding the Farmer's Market; discuss a lease agreement addendum for the Rock Creek Park cell tower; review a request for assistance from West Point City on construction of the 200 South trail; have a budget discussion regarding employee recruitment and retention policy and employee compensation plan; and discuss Council business.

7:02:22 PM

### **Public Comments**

TJ Jensen addressed the item on tonight's agenda regarding the request for the City to participate in the 200 South trail project. He stated the trail is part of the City's trails master plan and this project would help to further connectivity of local trail systems in the area.

7:03:51 PM

### **Farmer's Market update**

A memo from the Community Development Director explained that previously the Farmer's Market has been operated by the Museum Board. When the board determined they could no longer operate the market, it was given to RC Willey to host. They have been hosting it for the past few years on Saturdays in their parking lot. The success and popularity of the market has waned and RC Willey has determined that they no longer intend to host the market and has turned it back to the City. Staff views the market as a strategic key to the economic development activity in the City and also a key to creating branding opportunity for the City. We see the market as a way to build community pride in Syracuse. Staff has analyzed past markets and has developed a strategy to revitalize the market in an effort to draw vendors to the market and citizens to shop at the market. Attached is a summary of the proposed Farmer's Market Strategy. Staff is requesting support from the Council to continue developing and supporting the Farmer's Market.

Community Development Director Christensen reviewed her staff memo.

7:10:29 PM

Council discussion regarding the proposal began and there was a focus on parking availability at the City Museum and the cost for vendors to participate in the Farmer's Market. Ms. Christensen indicated if 10 vendors commit to participate in the event for the entire season, their booth rental fees will cover the costs of the requested part-time employee. Councilmember Johnson inquired as to the reason for the \$3,000 requested in addition to the part-time employee cost. Ms. Christensen stated that will be the operating budget for the Farmer's Market and will cover signage and other materials

needed. General discussion regarding the proposal ensued; Councilmember Gailey expressed his support for the proposal while Councilmembers Duncan, Johnson, and Lisonbee voiced their concerns about the event being under the control of the City and funded by taxpayer dollars. Ms. Christensen stated her goal is for the event to be self-sufficient. Councilmember Johnson stated when the City takes responsibility for an event that can drive volunteers away from participating. Councilmember Duncan suggested that farmers in the community be approached and that they be asked to oversee the management of the event with minimal participation from the City. Mayor Palmer stated he is supportive of volunteer participation in the event as well. Ms. Christensen suggested that the City get the event up and running this year and turn it over to volunteers or a single volunteer coordinator next year. Councilmember Gailey stated that many local businesses would benefit from what Ms. Christensen is proposing and this is an opportunity for the City to prove that it is, in fact, business friendly. He feels the investment into the event will pay off for the City. Councilmember Duncan stated people become more invested in an event if they 'have skin in the game' and he continued to suggest that local farmers or other volunteers be asked to oversee the event. Councilmember Lisonbee offered suggestions for making the event better, with a focus on the night of the week that the event is scheduled to take place; she indicated a number of City residents have other commitments on Wednesday nights and it may be difficult to attract vendors and patrons. Councilmember Duncan added that he has a concern about the types of vendors that will locate at the Farmer's Market; he wondered if allowing vendors who sell goods rather than actual produce will turn the event into a bazaar rather than a farmer's market. Councilmember Lisonbee then asked if it is absolutely necessary to hire an employee to oversee the event or if the duties that employee would have been responsible for could be assigned to a volunteer. Ms. Christensen stated she suggested that the event be overseen by an employee simply to provide continuity to the vendors; the duties could be handled by a volunteer, but it may be necessary to compensate that person in order for them to take ownership of overseeing the event. She stated she believes it will be possible to make the event self-sufficient and generate enough money in booth rental to cover the wages of the employee; she believes the event will become a community event and it can then be turned over to a volunteer or volunteer group. She stated she feels that if the City does not take ownership of the event it will die. She indicated local vendors will be given first preference when considering booth rental and there will be a limit on the number of similar types of vendors, such as vendors selling Do Terra Oils. Mayor Palmer stated if the citizens want the event he believes the City should provide it and if it is possible to generate enough money through booth rental to cover the costs associated with the event, he would support it. Councilmember Duncan agreed, but wondered how much the City will be subsidizing the event. Councilmember Gailey stated he feels the City will experience an increase in sales tax revenues due to the event, similar to what occurs during the week of Heritage Days in June. Councilmember Johnson asked if staff would be willing to give up the event if it becomes a success. Ms. Christensen answered yes. The discussion concluded with the Council indicating they are comfortable with the event moving forward on a one-year trial basis to be revisited next spring. Councilmember Gailey commended City Planner Steele for his work to revive the event.

[7:37:07 PM](#)

### **Lease Agreement Addendum – Rock Creek Park Cell Tower**

A memo from Community Development Director Christensen explained the City has been approached by Verizon Wireless about co-locating on the existing cell tower at Rock Creek Park. The cell tower is owned by Crown Castle for which they pay the City a lease. The current lease requires any carrier that co-locates to enter into a lease with the City as well. Staff has reviewed lease and would prefer to have only one carrier pay the City per tower. Crown Castle has agreed to an amendment to the lease in which they would pay the city a per carrier fee for each additional carrier that co-locates on the tower. Staff is currently negotiating the per carrier fee and will have a draft for discussion at the work session meeting.

Community Development Director Christensen reviewed her staff memo.

[7:38:33 PM](#)

Council discussion regarding the item commenced, with a focus on the standard lease rate for this type of arrangement. Finance Director stated he has seen lessee's pay anywhere from \$300 to \$2,000 per month based on location and the style of the antenna used. After a brief discussion regarding the proposed lease rate, the Council directed Ms. Christensen to counter-offer and request \$500 per month per co-locator from Crown Castle.

[7:40:58 PM](#)

### **Request for assistance from West Point City on Construction of 200 South Trail**

A memo from the City Manager explained West Point City was awarded a \$367,000 federal grant through WFRC for a paved trail project from 2000 W to the Emigration Trail (4000 W) along 200 North, based on an estimated total project cost of \$393,650. West Point City is obligated to pay a 6.77% match, which amounts to \$26,650. Since the grant award, the

construction cost has increased by an estimated \$60,000, making the total cost estimate at \$453,650. West Point paid the full cost for the Environmental Impact Statement (EIS). Since approximately 15% of the trail is located in Syracuse, West Point has reached out to us to see if we would be willing to share in some of the cost. Since 15% of the trail is in Syracuse, Administration feels that an equitable cost sharing amount would be 15% of the total municipal investment (West Point + Syracuse). The total municipal amount equals \$101,650:

- \$26,650 Grant Match
- \$60,000 New Cost Estimate Overage
- \$15,000 EIS
- **\$101,650 Total**

Fifteen percent of the total municipal amount equals \$15,250, which is the staff recommendation. City Administration feels in the spirit of cooperation across municipal boundaries that this is a good project that will provide a great benefit to Syracuse residents at a minimal cost. The source of funding would be the park impact fee fund.

Mr. Bovero reviewed his staff memo.

7:45:25 PM

Council discussion began with a review of the map of the area around the proposed trail and Councilmember Lisonbee inquired as to whether eminent domain will be used for this project; she indicated she would not support the project if such property taking method will be used. Mr. Bovero stated he did not believe eminent domain would be used, but he could follow up to ensure that is the case.

Councilmember Gailey inquired as to how the trail would interact with commercial developments that have been proposed recently. Ms. Christensen stated the trail would run along the northern border of the future commercial area. There was a brief discussion regarding how the trail would interact with the future State Road 193 extension, with Mr. Bovero noted the entire length of the trail would north of the future road.

Councilmember Duncan asked if the City will be responsible to maintain the portion of the trail that runs through Syracuse City. Mr. Bovero answered no and indicated West Point City has committed to handle future maintenance; the City is asked to pass a resolution committing 15 percent of the municipal participation in the cost. The Council concluded they would support the effort as long as eminent domain will not be used for the project. Mr. Bovero stated he will add a resolution to the next Council business meeting agenda to formalize Council approval of the request.

7:49:23 PM

**Budget discussion**

A staff memo from the City Manager explained as stated in the draft Recruitment and Retention Policy, a 3-5 year compensation plan will be adopted. This plan is also referred to in the City's Personnel Policies and Procedures Manual. The City's Recruitment & Retention Policy outlines the "what" we are trying to accomplish and "why". The Compensation plan is one of the components that will outline the "how". Please see the attached salary benchmark study and proposed wages scale for fiscal year 2014 - 2015. Included in the packet are the current wage scale, the proposed wage scale, and the salary benchmark study. Any questions regarding this item can be directed at City Manager Brody Bovero or Finance Director Steve Marshall. The City performed a comprehensive salary benchmark study with surrounding cities. This benchmark was performed to compare salary ranges against other cities that compete in our employment market. Here is a list of cities that were benchmarked. If we did not get at least 10 benchmark results from the main list, we pulled information from the alternative benchmark listing below until we were able to get a minimum of 10 benchmark comparisons for each position.

1	▪ Farmington	12	▪ Roy
2	▪ Woods Cross	13	▪ Clearfield
3	▪ West Point	14	▪ Layton
4	▪ South Ogden	15	▪ Bountiful
5	▪ North Ogden	16	▪ North View Fire
6	▪ Riverdale	17	Department
7	▪ Washington Terrace	18	▪ North Davis Fire
8	▪ North Salt Lake	19	Department
9	▪ Kaysville	20	▪ South Davis Metro Fire
10	▪ Clinton	21	Department
11	▪ Centerville	22	▪ Weber Fire District

23 Alternative Benchmark Cities

1	▪ Herriman	9	▪ Springville
2	▪ American Fork	10	▪ Highland
3	▪ Midvale	11	▪ Holladay
4	▪ Payson	12	▪ Spanish Fork
5	▪ Pleasant Grove	13	▪ Riverton
6	▪ Cottonwood Heights	14	▪ Brigham City
7	▪ Eagle Mountain	15	▪ Tooele
8	▪ Saratoga Springs		

16 Staff compiled the revised wage scale based on the results of our benchmark study. Almost all the positions in the  
 17 wage scale were adjusted based on our benchmark study. Most of the adjustments were minor. There are a total of 10-12  
 18 positions in which the bottom end of the scale need to be increased. The total impact of the benchmark study and wage scale  
 19 adjustments is approximately \$31,500, which includes benefits. This amount has already been included in the tentative  
 20 budget approval that was presented to the City Council on the May 13, 2014 meeting. Staff recommends the Council  
 21 authorize placement of the proposed fiscal year 2014 – 2105 wage scale on the June 10, 2014 meeting for approval. An  
 22 additional staff memo introduced the Recruitment and Retention Policy, a 3-5 year compensation plan. This plan is also  
 23 referred to in the City’s Personnel Policies and Procedures Manual. The City’s Recruitment and Retention Policy outlines  
 24 the “what” we are trying to accomplish and “why”. The Compensation plan is one of the components that will outline the  
 25 “how”.

26 Mr. Marshall first reviewed the process to adopt a final budget for the upcoming fiscal year (FY); he noted the City  
 27 has a budget surplus and it is necessary to determine how that surplus should be used. Councilmember Duncan stated he  
 28 would like to commission an efficiency audit for the City to ensure the City is complying with State law, that the books are  
 29 balanced, and that the money is being used as was approved by the Council. He is willing to pay a significant amount of  
 30 money for such an audit. Councilmembers Johnson and Lisonbee and Mayor Palmer indicated they would support an  
 31 efficiency audit for the City. Mr. Marshall indicated he will amend the tentative budget to include funding for an efficiency  
 32 audit, after which he continued his brief overview of the highlights of the tentative budget. He then noted there is new State  
 33 legislation regarding interfund transfers in municipal government; the City does not charge itself for utilities for the five City  
 34 owned facilities. The new legislation states that practice is still allowed, but the rest of the rate payers of the City must be  
 35 notified of the practice. He stated he has drafted a notice that would be sent to all residents if the Council determines it  
 36 appropriate to continue with the practice or the practice could be changed to charge the general fund for utilities, which  
 37 would cost approximately \$31,000 per year. Councilmember Duncan stated he feels it would be a better practice for the City  
 38 to charge itself for utilities in an effort to make the utility funds more self-sustaining. There was a brief discussion regarding  
 39 the issue with the Council indicating they would prefer the City charge itself for utilities. Mr. Marshall stated a final decision  
 40 regarding the practice can be made during the June 10 meeting when the final budget is considered.

41 Councilmember Johnson stated he would also like to consider developing a debt reduction plan for the City. Mr.  
 42 Bovero stated that type of issue would be appropriate for a budget retreat discussion.

43 [8:05:55 PM](#)

44 Mr. Bovero then reviewed his staff memos regarding the employee recruitment and retention policy and the  
 45 employee compensation plan.

46 [8:10:56 PM](#)

47 Council discussion regarding the employee compensation plan began with a focus on compensating employees that  
 48 may only be considered ‘average’ employees as well as whether an employee can exceed the top salary for their specific pay  
 49 range. Mr. Bovero stated the plan addresses both of those issues by indicating the type of performance evaluation score an  
 50 employee would be required to attain in order to be eligible for a pay increase. He also noted that once an employee reaches  
 51 the top of their pay scale they are only eligible for longevity increases once every five years.

52 Councilmember Johnson inquired as to the positions in the wage scale that will be adjusted because the wages were  
 53 out of line according to the market analysis. Mr. Bovero stated those positions are Mail Clerk, Building Official, City  
 54 Engineer, Community and Economic Development Director, Environmental Maintenance Worker, Facilities Maintenance  
 55 Technician, Firefighter II, Police Officer I, Recreation Coordinator, and Street Maintenance Worker II. The total impact of  
 56 making adjustments to pay those positions in line with the 60<sup>th</sup> to 70<sup>th</sup> percentile of the market is \$31,500. Councilmember  
 57 Duncan stated some employees in the City may be paid higher than the 60<sup>th</sup> percentile of their wage. Mr. Bovero stated the  
 58 60<sup>th</sup> percentile was used to determine a starting wage for a position, but someone that has been working in a position for an  
 59 extended period of time and is great at their job will likely be making more than the 60<sup>th</sup> percentile. Mr. Marshall  
 60 acknowledged that some wage ranges were actually reduced to come in line with the market analysis. Mr. Bovero then  
 61 continued his review of his staff memo, with a focus on the rating scale included in the compensation plan.

62 [8:21:03 PM](#)

1 Councilmember Gailey asked how the employee rating is determined. Mr. Bovero stated the City has a performance  
2 evaluation system and all employees are rated using 20-plus rating criterion. It is a fairly intensive review. Councilmember  
3 Duncan expressed his concern about subjectivity of performance evaluations. Mr. Bovero stated the money available for  
4 increases will be based on a percentage of a given department's payroll budget; all employees in a given department will be  
5 reviewed by the same supervisor and the amount available will be capped by the budget allotted. Councilmember Duncan  
6 then addressed the rating schedule included in the draft policy and stated that it seems strange to give an employee a merit  
7 raise or retention bonus if they are simply meeting expectations. Councilmember Lisonbee agreed. Mr. Bovero argued that  
8 employees are not eligible for step increases or cost of living adjustments (COLAs); instead, they are only eligible for pay for  
9 performance increases and if they are meeting the expectations of their job they should be eligible for an increase because  
10 they are the type of employee the City wants to retain. There was a general discussion about the verbiage used in the policy  
11 and Councilmember Lisonbee suggested that the term "meeting expectations" be changed to something that actually indicates  
12 an employee that receives that rating is an employee the City actually wants to retain; all other Councilmembers agreed and  
13 Councilmember Gailey indicated his biggest concern is whether the evaluation system is fair and equitable. Mayor Palmer  
14 asked if each Department Head will be responsible for reviewing their own employees; he also asked which evaluations Mr.  
15 Bovero will be responsible for. Mr. Bovero stated that he will review all Department Heads and each Department Head will  
16 be responsible for all reviews conducted in their respective Department. Councilmember Lisonbee inquired as to the  
17 potential outlay for the potential merit increases. Mr. Bovero stated that merit increases will change an employee's actual  
18 pay rate, while a retention bonus will be a one-time compensation tool. Two percent of total payroll is approximately  
19 \$100,000, but the City will not necessarily pay the entire amount each year as increases are based on actual performance  
20 evaluations; any money not used will go back into the City's General Fund. The potential percentage increases included in  
21 the compensation plan are directly tied to the amount of money Administration believes will be available in increased tax  
22 revenues. Councilmember Duncan asked the rest of the Council if they would like to review the plan each year to determine  
23 if increases should be given to employees. Mr. Bovero indicated this plan is spread out over a five year period and it would  
24 be nice for the employees to be able to count on the plan for that time frame without worrying that the Council will review  
25 and potentially amend it each year. Councilmember Lisonbee indicated she would prefer that Administration administer the  
26 policy and it will be reviewed by the Council near the end of the five year period, barring any unforeseen funding issues. Mr.  
27 Bovero then concluded his review of his staff memo.

28 [8:45:41 PM](#)

29 The Council had a general discussion regarding employee compensation philosophies, after which Councilmember  
30 Johnson stated that he feels the wage scale should be structured in a manner that reflects the City's priorities. He feels Public  
31 Safety and Public Works should be priorities for Syracuse City while Community and Economic Development and Parks  
32 should be lower priorities. He stated he feels planning and zoning should be a focus for the City, but marketing should not be  
33 a focus. Marketing should be done by the Mayor, City Council, and City Manager. Mr. Bovero agreed the City Council  
34 should set the priorities for the City, but indicated that the wage scale was developed after the decision was made that all  
35 employees would be paid the 60<sup>th</sup> percentile of the market for their position. Councilmember Lisonbee stated Saratoga  
36 Springs City has a team that handles community and economic development rather than one person. Councilmember Duncan  
37 stated that he has always had concerns about the amount of money that has been spent on community development in the  
38 City in the past; staff has been paid to convince the Council and citizens to approve things that have been less than desirable.  
39 He stated the amount of money spent on community and economic development could be one of the focuses of an efficiency  
40 audit. Mayor Palmer noted that if money is taken from economic development, the City's income will be reduced. It is  
41 necessary to use a salesman to recruit businesses that will increase the tax base of the City. There was a general discussion  
42 regarding the method of attracting businesses to the City, with Mayor Palmer stated some businesses may not have been  
43 desirable to the Council, but it is not appropriate to attract the process of attracting businesses. Councilmember Lisonbee  
44 stated Saratoga Springs has more and better economic development, but their budget is only \$18,000 each year. She feels a  
45 cost benefit analysis should be done for the Community and Economic Development Department to determine if the amount  
46 of money being spent is worth the benefits being realized. Syracuse City is not attractive to big box businesses and the  
47 citizens want to be a bedroom community. She agreed the department could be one of the focuses of the efficiency audit.  
48 Councilmember Johnson agreed and indicated it may be as easy as changing the titles of the positions in the Department so  
49 that the focus of the Department is on planning and zoning. Mayor Palmer stated he tasked Mr. Bovero with gathering  
50 information about the budget for community and economic development in Saratoga Springs. Mr. Bovero stated Saratoga  
51 Springs's department includes building and planning and zoning and their overall budget is higher than Syracuse City's by  
52 approximately \$16,000 and they employ less people. He then indicated that he would like for the Council to participate in  
53 the development of an economic development plan for the City to prioritize marketing and community development efforts.  
54 Councilmember Lisonbee clarified that the makeup of the community and economic development department in Saratoga

1 Springs may have changed since she last inquired about their budget. General discussion regarding the purpose of economic  
2 development in Syracuse City concluded.  
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4 [9:08:37 PM](#)

5 **Council business**

6 At each meeting the Councilmembers and Mayor provide reports regarding the meetings and events they have  
7 participated in since the last City Council meeting. Councilmember Johnson's report began at [9:08:37 PM](#). He was  
8 followed by Councilmembers Duncan, Gailey, and Lisonbee. Mayor Palmer's report began at [9:25:12 PM](#). Mr. Bovero  
9 also provided a brief report at [9:28:06 PM](#).

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11 The meeting adjourned at 9:31 p.m.  
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16 \_\_\_\_\_  
17 Terry Palmer  
18 Mayor

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Cassie Z. Brown, CMC  
City Recorder

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20 Date approved: July 8, 2014