

KAYSVILLE CITY COUNCIL
WORK SESSION
March 1, 2024

Minutes of a special Kaysville City Council work session held on Friday, March 1, 2024 beginning at 8:00 a.m. in Kaysville City Hall at 23 East Center Street, Kaysville, UT.

Council Members present: Mayor Tamara Tran, Council Member John Swan Adams, Council Member Mike Blackham, Council Member Abbigayle Hunt, Council Member Nate Jackson, and Council Member Perry Oaks

Staff Present: City Manager Jaysen Christensen, Finance Director Dean Storey, Assistant Finance Director Levi Ball, City Recorder Annemarie Plaizier, Fire Chief Paul Erickson, Parks and Recreation Director Cole Stephens

OPENING

Mayor Tran opened the work session and welcomed everyone present.

REVIEW AND DISCUSSION OF THE TENTATIVE FY 2025 BUDGET IN REGARDS TO CITY BUILDINGS AND PARK IMPROVEMENTS

Finance Director Dean Storey explained that this year's budget review process is being conducted differently, with multiple work sessions focusing on specific areas of the budget. Today's session will concentrate on reviewing the capital projects planned in regards to city buildings and park improvements. Mr. Storey outlined the upcoming budget schedule for Fiscal Year 2025 and reviewed the citywide Capital Asset Improvement Summary for the current Fiscal Year budget, as well as proposals for FY 2025-2027 budgets. Some of the projects will be funded using impact fees.

Public Works Director Cole Stephens presented the improvement projects for FY 2024, including the budgeted design for a memorial garden in the cemetery. This memorial garden, intended for cremations, will help to address the increasing trend of cremations since 2018. With our city cemetery being landlocked, creating a dedicated space for cremation urns will be beneficial as we anticipate running out of burial plots.

Council Member Nate Jackson arrived.

Cole Stephens displayed the design for the cremation garden, and explained that it will be situated directly behind the cemetery offices and will occupy approximately half an acre of land. The design is expected to accommodate about 1,200 urns. Without creating this area for urns, the cemetery is projected to exhaust available plots for sale within the next decade based on current trends. Mr. Stephens displayed examples of cremation memorialization options that the city could potentially install. He explained that while the city would incur the initial cost of building the columbarium, revenue would be generated over time through niche sales. The estimated initial cost to build the columbarium is around a million dollars, but the project could be phased to

manage costs. Initial installations would include walkways and hard surfaces, with the columbariums being phased separately. To facilitate phasing, \$250,000 has been allocated in the budget over the next few years for the memorial garden. Mr. Stephens also provided updates on park projects in the city. Last year, playground equipment was replaced at Hods Hollow Park, and Quail Crossing Park recently underwent similar upgrades. The Wilderness Park Trail Improvement project for the FY 2024 budget entails installing fencing around the parking lot, and initiating trail improvements this spring. The bond for Pioneer Park is set to be paid off in FY 2025. Barnes Park's basketball court improvements were funded with RAMP funds, and a ribbon-cutting ceremony is planned for April. The Wilderness Park Parking Lot project concluded with a ribbon-cutting ceremony in September, with reimbursement received from the County for that project. Plans for the Rail Trail Head Restroom and Parking project were displayed, and explained that the project is being paid for with RAMP funds. The design phase was budgeted for in the FY 2024 budget, and pending approval, the rest of the project will be funded with RAMP funds in FY 2025. As part of the design for this project, the Public Works requested to have engineering done for this side of the road on Flint Street to widen the road and to install curb, gutter and asphalt. That portion of the design was paid for with general funds. The new Rail Trail Head will feature a parking lot with fourteen parking stalls, including a handicapped parking stall. Additionally, plans include installing a prefabricated restroom installed, with efforts to keep it accessible year-round. Future restrooms will incorporate automatic locks to close at designated times, with retrofitting of existing restrooms planned to commence this year. The Trail Head will also include a bike repair station and a picnic table.

Chief Erickson asked about vandalism.

Cole Stephens responded that we have seen a decrease in vandalism incidents, particularly at Pioneer Park, which has historically experienced the most vandalism. Installation of surveillance cameras in city parks has led to a significant decrease in vandalism. Additional cameras will be installed at Pioneer Park and at Gailey Park within the next month.

Mayor Tran asked about the timeline for the Rail Trail Head project.

Cole Stephens responded that they hope to commence construction shortly after July, pending receipt of RAMP funds for the project. The city has received slightly more money from RAMP taxes than initially anticipated. Any funds exceeding \$300,000 in the RAMP funds each year are being saved with the potential to utilize those funds for a partnership with the Davis School District to construct the Kaysville Jr. High gymnasium. Mr. Stephens reviewed potential budgeted projects for FY 2025, including the first phase of the memorial garden at the cemetery, playground replacements at Angel Street Soccer Complex, resurfacing of the Rail Trail asphalt, and resurfacing of the pickleball/tennis courts at Barnes Park. Despite their relatively young age, the pickleball/tennis courts have experienced heavy usage and have become worn down, posing safety concerns due to slick surfaces. The cost estimate for resurfacing the pickleball courts has increased by \$20,000 since last year. Additionally, plans for FY 2025 includes creating day-use picnic sites near the parking lot at Wilderness Park. Mr. Stephens explained that in FY 2023 a design was completed for the north side of Trapper's Field, funded through the capital projects fund. While considered a simple design, it will offer community amenities. The estimated cost for this project is approximately \$3.8 million, which we feel is a high estimate. The south side of Trapper's Field has already been finished. The presence of a power corridor on a significant portion of the property restricts construction possibilities. The city intends to relocate the community gardens to a portion

of this property, as this was a popular amenity for our residents. The proposed design includes a pickleball court, tennis court, playground, pavilion and a parking lot. Although there is currently a pavilion on the property, the aim is to move passive play away from busy 200 North Street, thus relocating the playground and pavilion further from the road.

Council Member Blackham asked about the possibility of retaining the current pavilion.

Cole Stephens explained that the current pavilion is a kit pavilion and therefore does not hold significant value. The cost of relocating it would likely exceed the cost of purchasing a new one.

Dean Storey added that if the council believes the \$3.8 million project is worth prioritizing, they would need to direct staff accordingly.

Mayor Tran asked about putting in a skate park.

Cole Stephens responded that when the city accepted this property from the subdivision's HOA, it was stipulated in that agreement that a skate park would not be permitted here. Although the city has considered installing one and received a cost estimate of approximately \$750,000, it has not been included in the current design due to the agreement's restrictions. The agreement spans fifteen years, after which the city is no longer bound by its stipulations. Additionally, the agreement requires development of the northern side of the property within five years; a requirement that staff believes is being met with the current design and plans.

Council Member Blackham expressed concern about investing \$3.8 million in a property with limitations on its use.

Council Member Adams emphasized the property's potential, situated near an entrance to the city from the West Davis Corridor, as an opportunity to create something beautiful for the city.

Mayor Tran suggested phasing the project.

Council Member Hunt inquired about the possibility of expanding the community garden area to reduce project costs.

Cole Stephens responded that while the cost might not vary significantly, the community garden area is the most labor-intensive part of the project. The new community garden will incur higher costs than the previous one due to its accessibility features, such as compacted aggregate for wheelchair accessibility and raised beds. The downside to having the community gardens where they are proposed is because it is furthest away from our utility connections.

Council Member Blackham expressed his opinion that the city should not invest significant time and money into a project that is not necessary, serving only a few people and unavailable during winter. He suggested that those seeking playground equipment could utilize the elementary school across the street. Council Member Blackham proposed postponing spending money towards this property until the city has more freedom to utilize the property after the agreement expires.

Cole Stephens stated that staff believes it would be prudent to refrain from allocating funds to Trapper's Field until the Pioneer Park bond is paid off.

Dean Storey suggested that once the bond for Pioneer Park is paid off, the city could pursue a similar sales tax revenue bond for Trapper's Field if the council prioritizes it.

Cole Stephens responded that the only thing tying the city to this property is the agreement with the HOA.

Council Member Adams said that he feels the city should fulfill the minimum requirements for this property and save money for the future when the city can do what we want with the property.

Dean Storey emphasized the need for the council to evaluate the list of city projects and determine if Trapper's Field is a priority compared to other facilities like a skate park.

Council Member Blackham expressed a preference for the city to allocate available funds towards collaborating with the School District to construct a gym.

Cole Stephens agreed with Council Member Blackham and emphasized that he considers the cremation garden and the replacement of old sections of the irrigation system in the city cemetery to be higher priority projects than Trapper's Field. He explained that both the cremation garden and irrigation system replacement would benefit a larger portion of the community. Mr. Stephens added that funds were allocated in the current budget year for designing a new irrigation system in the cemetery due to increasing water issues with the older section installed in 1950. The funding for this project could come from the cemetery's Perpetual Fund. Mr. Stephens also proposed installing a digital sign at Barnes Park in the FY 2025 budget, similar to the one in front of the old library building, to improve city communications. Their hope is to utilize RAMP funds for the digital sign, eliminating the need for posting banners at Barnes Park.

Council Member Jackson asked if the Trapper's Field project could be phased.

Cole Stephens responded that it would have to be completed in phases.

Council Member Jackson expressed interest in seeing additional designs for Trapper's Field.

Cole Stephens mentioned that one possibility discussed was removing the pickleball and tennis courts to help manage costs.

Council Member Jackson questioned whether the community gardens would be utilized.

Cole Stephens responded that some residents have requested the return of a community garden, and the city is limited on available space for such a project. Additionally, the presence of overhead power corridor restrictions at Trapper's Field limits alternative uses for the property.

Council Member Adams suggested exploring the possibility of collaborating with the Utah State Extension Center in Kaysville to establish a community garden on their land.

Mayor Tran observed that investing in improving Trapper's Field does not appear to be a high priority for the council presently, a sentiment echoed by the city council.

Council Member Hunt proposed considering the addition of a Veteran's memorial on the property.

Council Member Jackson pointed out the existence of a small Veteran memorial at the Kaysville Cemetery and suggested that it might be more advantageous to allocate funds towards enhancing that memorial instead of creating a separate one.

Cole Stephens noted that there are already plans in place to expand the current Veterans memorials in the cemetery.

Jaysen Christensen mentioned that city Staff recently met with West Point City regarding their partnership with the Davis School District in constructing a gymnasium for one of their junior high schools, currently under construction. Kaysville would do a similar partnership with the school district, where the school would utilize the gymnasium during school hours, and the city could access the facility during evenings and weekends.

Council Member Jackson asked about the possibility of community use during off-hours.

Council Member Adams commented that it would likely primarily be used for city recreation programs.

Cole Stephens said that the city would decide on the usage of the gymnasium space and negotiate it through the partnership, which would allow for various possibilities. If we wanted to open the space up for an open gym for the community, the city would be required to provide staff to oversee it. Currently the city cannot offer basketball or volleyball recreation programs, but having a gymnasium space would enable us to do so.

Council Member Jackson questioned why the city should invest in a gymnasium if Kaysville Jr. High already has one, proposing instead to allocate funds towards creating a recreation center for the community.

Cole Stephens explained that constructing a standalone recreation center would entail significantly higher costs. From a financial perspective, it would be more prudent for the city to establish a partnership, providing access to a shared space during evenings and weekends, when most recreation programs are conducted. Ongoing maintenance costs would also be shared through such a partnership. Constructing a standalone facility would not only require funding for the building itself but also for staffing and maintenance expenses. Despite community interest in amenities like a pool, previous attempts to secure funding through bonds were unsuccessful as the residents voted against it. They want a pool, but they do not want to have to pay for it. After researching other cities' community gym spaces, Staff concluded that building a gym that competes with existing businesses in the city would not be beneficial. There is a greater need for an open gymnasium space that various sports teams and recreation programs could utilize. Collaborating with the school district appears to be the most sensible option at this time, although specifics of the partnership are yet to be determined.

Mayor Tran expressed approval of partnering with the school district as a beneficial opportunity for the city.

Council Member Oaks inquired about funding for the partnership.

Cole Stephens explained that the city has been setting aside a portion of RAMP fund revenue in anticipation of this partnership.

Council Member Jackson asked if a pool could be included as part of the gymnasium construction with the school.

Cole Stephens commented that pools incur substantial ongoing expenses, particularly in terms of maintenance costs. Their upkeep is challenging and economically impractical for the city due to their high expense.

Mayor Tran said that the school district has approached cities to explore potential partnerships for building a pool. However, most cities, including Kaysville, have declined due to the financial burden involved. It is possible that the school district will proceed in constructing a pool independently.

Cole Stephens reiterated that the primary concern with pools is the ongoing maintenance costs, compounded by the challenge of securing certified staff for maintenance. He cited Layton City's annual subsidy of \$600,000 towards their pool as an example of the significant financial commitment required.

Jaysen Christensen said that while many communities desire a city pool, their citizens are often unwilling to accept tax increases to cover the associated costs. The community would ultimately bear the ongoing financial burden of subsidizing a recreation center or pool.

Council Member Jackson expressed interest in facilitating a discussion about a potential community pool partnership between the school district and surrounding cities.

Council Member Blackham raised concerns about the proposed high-dollar projects for the budget, noting the absence of a revenue stream to finance them. He questioned the rationale behind discussing the construction of these projects if there is no clear funding source. Any revenue for these projects would likely come from a general obligation bond, a municipal building authority bond, or a tax increment bond.

Dean Storey responded that funding for the gymnasium project could come from RAMP fund reserves, if approved, along with impact fee revenues. However, the city would likely need to pursue some form of bond paid for through the general fund. He emphasized that it is essential for the city council to prioritize projects, after which Staff can propose revenue streams for those priorities, subject to the council's approval.

Council Member Oaks asked that there have been many projects that have been mentioned, but which one is considered the highest need.

Dean Storey responded, indicating that city staff views the gymnasium partnership as a high priority.

Cole Stephens added that the cremation garden is also considered a high-priority project, as previously mentioned.

Dean Storey said that staff has provided the council with the most accurate information regarding the city's needs, and it is now the council's responsibility to establish priorities. Mr. Storey reviewed the budget allocations for FY 2024 concerning city buildings, mentioning a roof replacement on the Operations Center, which is almost complete. A few years ago, the city conducted preliminary work to explore the possibility of renovating the Operations Center to meet the City's needs. However, the estimated construction cost of \$36 million dollars proved to be unattainable for the City. Alternative options are now being considered to address the city's needs. One option under discussion is the construction of covered storage for heavy equipment, which would create additional space within the bay areas.

Council Member Blackham stated that a power facility could potentially be built using power funds. Moving the power department out of the Operations Center would open up more space for the other departments in the building.

Dean Storey said that this is what city Staff would like to see happen. However, the current revenue stream for power is insufficient to support the construction of a new facility. The city would likely need to issue revenue bonds secured by the power rate structure, which means that power rates may need to be raised in order to cover the debt service associated with the bonds. Council Member Oaks commented that the council has previously discussed the possibility of raising power rates just to keep up with the cost of power.

Council Member Hunt asked where the power facility would be built.

Cole Stephens commented that the proposed power facility would be constructed on the same property as the Operations Center. The city has been able to reinvest in the current Operations Center through the roof replacement this year, and bay door replacements last year. The building is over thirty-years old, but because of financial constraints preventing the construction of a new building, the focus is on reinvesting into the existing structure. It is proposed that \$100,000 be allocated annually for repairs or renovations, while also prioritizing the construction of a new power facility, which would generate a revenue stream to support the building's funding.

Council Member Oaks asked about the projected revenue stream for the power building and the additional funds needed from the city to cover the remaining cost.

Dean Storey said that the city would likely need to implement a 10% increase in power rates.

Mayor Tran commented that if Staff deems the construction of a power facility necessary, then finding a way to finance it becomes imperative.

Council Member Blackham posed the question of whether it is a higher priority for the city to construct a power facility or a second fire station.

Chief Paul Erickson responded that both are equally important to the city.

Dean Storey said that city Staff could identify what is necessary, while the council has the authority to determine how they'll generate the revenue required to meet the city's needs. If staff were forced to choose between priorities, they would likely prioritize improvements to the Operations Center

and the construction of a power facility over a new fire station.

Chief Erickson said that construction costs have risen and continue to do so. Building a second fire station at this time would likely cost approximately \$11 million, a reflection of the current market conditions. Additionally, staffing the station would entail an ongoing expense of \$1.8 million. NFPA standards underscore the need for a second station on the west side of the city, a demand validated by response time data. Chief Erickson elaborated on NFPA requirements for different types of calls, emphasizing the need for adequate staffing. Despite fluctuations in call volume, the overall demand remains significant. Chief Erickson proposed an alternative approach: expanding the current fire station to accommodate more staff and resources. With the city's demographic profile and call patterns, this solution could effectively address service demands while managing costs more efficiently.

Council Member Hunt asked about the potential benefits of stationing a vehicle in west Kaysville.

Council Member Adams suggested utilizing city-owned land to erect a prefabricated building and staffing it during the day. He emphasized that his primary concern is not just response times for fire calls, but also for medical calls.

Chief Erickson expressed reservations about the feasibility of staffing such a facility. It would likely cost the city more to staff because we would have to pay more to get people willing to work out of that space. When you're working forty-eight hour shifts, you want as much comfort as you can have. It is likely unrealistic and would not be beneficial for the fire department itself.

Jaysen Christensen commented that while a second fire station on the west side of the city is necessary at some point, the current cost is unrealistic for Kaysville. He noted that Farmington City and Layton City plan to build new fire stations nearby, providing mutual aid support until Kaysville can afford its own. Mr. Christensen said that we should not invest anything into the planned fire station property at this time, but rather should focus on the immediate needs of the Operations Center, given current financial constraints.

Council Member Jackson asked about the need for additional fire vehicles if a new station were built on the west side.

Chief Erickson clarified that purchasing more fire vehicles would not be necessary.

Council Member Jackson suggested partnering with Farmington City to station one of Kaysville's fire trucks at their west side station.

Council Member Adams responded that Kaysville already has a mutual aid agreement with Farmington, meaning they would respond to mutual aid calls regardless.

Jaysen Christensen added that it likely would not address the issue of response times.

Chief Erickson highlighted the importance of expanding Station 61 as soon as possible due to existing space constraints.

Council Member Hunt expressed her desire to prioritize paying off the debt service for the police

station.

Council Member Blackham said that it is important that the city pay off the Pioneer Park bond and other existing debt services before considering another bond.

Dean Storey said that in the budget, funds allocated for a new fire station and the Operations Center facility would be deferred to future years, based on today's discussion. Budgetary provisions for the design of a power facility in FY 2025 would also be included. However, there is a need to construct covered storage for heavy equipment, with cost estimated around \$850,000, which may not be fully covered by power funds, as it will not be exclusively for the power department's use.

Council Member Oaks asked about the timeline for the school district's gymnasium construction.

Cole Stephens responded the school district's latest indications show they anticipate building the junior high gymnasium by 2027.

Council Member Hunt commented that should does not like having to delay building a fire station on the west side, but understands the need to.

Chief Erickson said that after the other city's fire stations are built, the city could reassess the heat zones of the city and see if the optimal location for another fire station to serve residents had changed.

Mayor Tran concluded the session, thanking all attendees, and adjourned the meeting at 9:56 a.m.