

CLEARFIELD CITY COUNCIL AND PARKS AND RECREATION
COMMISSION MEETING MINUTES
6:00 P.M. WORK SESSION
May 19, 2020

City Building
55 South State Street
2nd Floor, Multi-purpose Room
Clearfield City, Utah

The meeting was held electronically via Zoom Meeting address:

Zoom Meeting
<https://us02web.zoom.us/j/81107791789>
Meeting ID: 811 0779 1789

PRESIDING VIA
ZOOM MEETING: Mark Shepherd Mayor

PRESENT VIA
ZOOM MEETING: Kent Bush Councilmember
Nike Peterson Councilmember
Vern Phipps Councilmember
Tim Roper Councilmember
Karece Thompson Councilmember

STAFF PRESENT
VIA ZOOM MEETING: JJ Allen City Manager
Summer Palmer Assistant City Manager
Stuart Williams City Attorney
Kelly Bennett Police Chief
Adam Favero Public Works Director
Eric Howes Community Services Director
Curtis Dickson Community Services Deputy Dir.
Spencer Brimley Community Development Director
Rich Knapp Finance Manager
Trevor Cahoon Communications Coordinator
Nancy Dean City Recorder

PARKS AND RECREATION COMMISSION MEMBERS PRESENT VIA ZOOM MEETING:
Jim Cordeiro, Thomas Mayer – Vice Chair, Nathan Wimmer – Chair, Andrea Bush, Bob Bercher, Kristi Bush. Connie Dooley, Paul Taylor. Alyssa Belford

NOT PRESENT: Jeff Baker

Mayor Shepherd called the meeting to order at 6:04 p.m.

PRESENTATION AND DISCUSSION ON THE COMMUNITY SERVICES DEPARTMENT PARKS AND RECREATION BUSINESS PLAN REPORT

Eric Howes, Community Services Director, stated the City had contracted with Tom O'Rourke to prepare a business report for the primary purpose of analyzing the Community Service Department's fee schedule and creating a plan for implementation of a new schedule. He noted the plan had been reviewed with the Parks and Recreation Commission during its meeting on April 15, 2020; however, it was just after receiving it so this meeting would be a more in-depth review.

He reported the first goal included in the Parks and Recreation business plan was fair pricing for all. Mr. Howes stated that the goal was simply to recover all direct costs and a portion of indirect costs. He reported the consultant had simplified the City's cost recovery model and rather than using the five level pyramid; the model would be based on the following three categories: the community benefit, the individual benefit, or a combination of both.

Mr. Howes stated it was recommended that the fee increases were not done in a way that would have loyal participants leave a program because of cost. He pointed out the calculation for the resident rate and the market rate were the same except ten percent would be added to the market rate, which was formerly known as the non-resident rate.

Councilmember Bush asked how the percentages compared on the old pyramid cost recovery model to the consultant's recommendation for percentages of cost recovery in the three categories. Mr. Howes indicated the percentages had similarities in the community and individual benefit categories with the bottom and top of the pyramid; however, the bulk of the differences were found in the middle area of the pyramid.

Mr. Howes mentioned each of the Community Services' programs had a spreadsheet which itemized and totaled the direct costs and included the number of expected participants. He indicated the number of participants was figured on actual historical data unless it was a new program which then would be estimated for the first year. He reviewed the process for calculating the costs of programs and determining the necessary increase in fees which could be implemented over time.

Mr. Howes highlighted the recreation program offerings of the City which had been reviewed to see if there were programs which should be continued, added, modified, or discontinued. He explained the plan would be to minimize duplication of programs offered by neighboring cities and offer a greater variety of programs that were not offered in other communities such as outdoor recreation, more arts programming, adaptive recreation, and lacrosse. He noted some of the choices would be difficult to make and typically those were administrative decisions but the Council or Commission might want to weigh in on the ideas.

Councilmember Thompson wondered if there were programs that would have options for profit. Mr. Howes responded it would depend. He reviewed the program evaluation criteria for individual or team programs and its current registration fees along with the estimated costs per participant. He pointed out that all programs would need to be evaluated annually to know if it

was meeting the cost recovery goals or should be modified or perhaps eliminated. There was a discussion about all the factors which could be manipulated to aid in decision making costs on each program and then evaluated for making adjustments to ensure covering the direct costs as well as offering programming to as much of the community as possible. Mr. Howes stated becoming more self-sustaining would be helpful in recessionary times. There was a discussion about the available programs and working cooperatively with other cities when necessary.

Mr. Howes indicated the goals for the Aquatic and Fitness Center were very similar in covering direct costs; however, what the total direct costs were would be a little different. He pointed out that one area where the City could set itself apart from other fitness centers would be to modify offerings and programming to make it more “family” oriented. He mentioned the first recommendation from the consultant was to decrease the amount of membership classifications at the Clearfield Aquatic and Fitness Center (CAFC) and eliminate the “senior” pricing altogether because a majority of those annual membership dues were reimbursed from health insurance programs.

Mr. Howes reviewed the current CAFC direct and indirect costs. He explained the total costs to operate the center were almost \$1.7 million. He commented the cost recovery goal would be to cover 70 percent of personnel expenses and 100 percent of the operations budget which would total just over \$1.3 million. He explained the remaining 30 percent of personnel expenses would be covered in other fee-based programming offered at the center. Mr. Howes mentioned historically 65 percent of the revenues from the center came from memberships and 35 percent were from daily admissions. He highlighted the membership pricing differences when the cost recovery model was applied. He noted there was a significant difference between what members were currently paying and what they would be paying with the cost recovery model. Mr. Howes indicated it was recommended the CAFC gradually increase its fees to compensate for the significant gap to cover the direct costs.

He reviewed some options for implementing membership increases. Mr. Howes recommended either doing the three or four year implementation schedule. There was a discussion about raising membership rates and which implementation schedule was the best approach to reduce risks, keep up with inflation, and provide the needed cost recovery. Mr. Howes mentioned it appeared based on the discussion that members of the Council had some comfort with the membership increase implementation over a three year period. He explained the City’s Consolidated Fee Schedule would need to be adjusted in order to begin implementation; therefore, staff would prepare the changes to the membership rates based on the feedback about the three year implementation schedule which could be discussed further during an upcoming work session.

There was a discussion about how marketing the CAFC would assist individuals and families in recognizing the value of the center. Mr. Howes reviewed the CAFC daily admissions pricing with options for rate increases and implementation. There was a discussion about the daily admission categories and implementation of rate increases. Mr. Howes stated based on the discussion staff would propose changes to the City’s Consolidated Fee Schedule for CAFC daily admission pricing to have cost recovery implemented all at once and continue with the pricing options for children, youth, and adults. There was a discussion about things that could be done to promote use of the center and potentially increase revenues that could be evaluated along with

the recommendations of the consultant. Mr. Howes indicated there were many things that could be considered but the important thing moving forward would be keeping with the cost recovery goal of recovering the direct costs.

He continued the second goal of the Parks and Recreation Business Plan was for fair use of facilities. He reviewed the following three recommendations of the consultant for that goal:

- Immediate notification should be given to any outside group using any City facilities without the established permitting process.
- Appropriate signage should be placed at all facilities stating that permitted use must be obtained from the Community Services Department.
- There was a need to establish a department rate for field usage that followed the principals of the cost recovery model for the CAFC and other programming.

Councilmember Bush wondered if the fee for field use was anticipated to change. Mr. Howes indicated there were established fees and the timing for increases should be coordinated prior to team registrations which were typically in the spring and fall.

Mr. Howes mentioned goal number three was to have rate variances for residents versus non-residents. He explained the justification for residents paying a discounted rate were attributed to the tax subsidies received from residents which contributed towards capital, staffing, programming, and maintenance of City parks, programs, and the CAFC. He pointed out another recommendation would be to change the verbiage from resident rate versus non-resident rate to market rate and resident discount.

Mr. Howes reviewed goal number four, which was related to sponsorship. He mentioned one recommendation was for the Community Services Department to examine and capitalize on large business sponsorship/partnership opportunities such as hospital partners or sponsors for tournaments or new facilities. He pointed out goal number five focused on marketing, promotions, and communications. Mr. Howes highlighted the following recommendations for improving in that area:

- Periodically scheduled meetings between the communications division and the Community Services Department to ensure that the messaging of the department was being articulated to the users.
- The Community Services Department should have an annual marketing plan that contained marketing and promotion recommendations for all programs and services offered by the department.

Mr. Howes stated goal number six was for an annual staff retreat. He pointed out the recommendation included examples of items which should be discussed prior to budgeting each year. He mentioned if there was an annual detailed review it could take some time but would be beneficial overall for the organization. Mr. Howes explained the seventh goal addressed the scholarship program. He commented the scholarship fund was recommended to be expanded from predominately individual use to group use. He explained the scholarship program was currently funded by one dollar from each program registration. Mr. Howes pointed out that the balance of the scholarship fund at the start of the study was \$73,000. He identified some ways

which could help spread the word about the scholarship program and potentially streamline the process for those eligible persons to participate.

Mr. Howes noted the study's implementation plan recommended program review, budgeting, participation review, market rate formulation, pricing, cost recovery, and evaluation would be critical components to consider on a regular basis. He stated he felt it was a good plan and he looked forward to its implementation.

DISCUSSION ON THE PARAT TAX MASTER PLAN

Eric Howes, Community Services Director, reviewed the timeline and availability of Parks Arts, Recreation, Aquatics, and Trails (PARAT) Tax revenues. He explained it would be important to complete as many projects in the next 36 months to have the greatest impact before proposing the continuation of the PARAT Tax on the ballot again. He mentioned in April of 2018 the Council, Parks and Recreation Commission, and others participated in scoring several of the projects slated for potential funding from the PARAT Tax. Mr. Howes reviewed the list of potential projects that were prioritized in 2018 and pointed out some projects had been removed because of development changes, timing issues, or other funding sources that allowed for the project's completion or inclusion in the budget. He explained there were some new projects since 2018 which had also been proposed.

Mr. Howes highlighted the following newly proposed projects that could be funded through PARAT Tax revenues:

- Purchase of mobile stage and sound - \$200,000
- Transition of part-time arts supervisor to full-time - \$36,000 annually
- Arts Center second floor renovation - \$250,000
- Pickleball courts parking lot - \$200,000
- New precast restroom and concession building at Steed Park - \$125,000
- Shade structures at Steed Park - \$100,000
- Central Park Restroom - \$90,000

Councilmember Bush asked if the funding source for the playground at Hoggan's Park had been determined yet. Mr. Howes answered it was at the City's Maintenance and Operations Center waiting to be installed. He explained it had been purchased with General Fund revenue budgeted in Fiscal Year 2020 (FY20) and since playground equipment was currently restricted from use under the health regulations in place; it was being stored rather than installed.

Commissioner Kristi Bush wondered if some of the park playground equipment being purchased with the City's General Fund revenue could be traded for PARAT Tax revenues to allow for the expense of a full-time position for the Arts Supervisor. Councilmember Peterson confirmed the \$36,000 for the conversion in the position would require an on-going commitment for funding. Mr. Howes responded the Council was ultimately the body to determine which projects were funded through the PARAT Tax. He stated the hope was to fund the Art Supervisor position one-time with the PARAT Tax and then utilize grant opportunities for continued funding.

JJ Allen, City Manager, pointed out if the Council was interested in showing its support for the arts and desired to fund the Arts Supervisor position conversion with the PARAT Tax there were ways to recognize the funding source with advertising efforts of the Arts Center programs or events. He cautioned if the Council was not interested in funding that position conversion with the PARAT Tax, but was desirous to make the conversion happen with General Fund revenue then that would result in another future discussion about budget priorities and other staffing demands.

There was a discussion about the costs of playgrounds and perhaps swapping funding from the General Fund and PARAT Tax. Mayor Shepherd expressed his opinion it would not be a good idea to switch which budgets were used but if the staffing position was justifiable then it could be funded with PARAT Tax for one year with the hope grants would cover it in future years.

Mr. Howes indicated there were two things in his opinion that could help the City's arts program and it would be to have a full-time staff position and renovate the Arts Center. He stated the City had budgeted \$150,000 in FY21 for the first floor renovations at the Arts Center.

Councilmember Phipps stated he felt it was time to do something for the arts. He cautioned there was the possibility of not getting a grant so if there was a way to swap funding sources so a parks capital project used PARAT Tax and the staffing position was funded by General Fund revenue it could end that worry.

Councilmember Peterson expressed her discomfort with using a special tax to cover an operational expense but if not funding it through PARAT Tax were to trigger a budgetary review of staffing then she did not want to put the arts position head to head with the needs of additional staffing for other departments.

Councilmember Bush expressed his opinion that the staffing position should be funded by the General Fund and PARAT Tax should be applied towards one of the parks capital projects in the FY21 budget. He reported speaking with members of the Kiwanis Club recently about the possibility of obtaining a donation for the playground equipment at the Kiwanis Park. He acknowledged the City could likely anticipate receiving a donation of about \$2,500 towards that project planned for FY21.

Mr. Allen commented he was struggling with the idea of using General Fund revenue designated for one-time use and putting it towards on-going funding for staffing even though there was the possibility of grant funding. He suggested using PARAT Tax revenue for this one-time use might be preferred so it could be tied to the revenue flow coming in for the parks, arts, recreation, aquatics and trails.

Councilmember Peterson felt it was important to consider sustainability. She expressed her opinion that staffing should come from the PARAT Tax revenue and needed to be sustained through that money source.

Commissioner Andrea Bush commented shifting from part-time to full-time would be a huge benefit for the arts program. Mr. Allen pointed out that if the position were converted to full-time

it would be very difficult to convert it back. There was a discussion about how Clearfield had been perceived as not being an art friendly community.

Councilmember Peterson requested feedback from the members of the Parks and Recreation Commission about which two projects on the list they felt would bring influence to the arts program. The consensus of the Commission was staffing a full-time position and renovations of the center would have the biggest impact on the arts program for the community.

There was a discussion about whether or not PARAT Tax revenue should be utilized to support the Arts Supervisor position conversion from part-time to full-time. Mr. Allen pointed out if the Council wanted to see the arts staffing position implemented on July 1, 2020 then it would need to be worked into the FY21 budget because it was not currently included. There was a discussion about the renovations of the Arts Center and the possibility of doing the first and second floor renovations at the same time for cost savings. Mr. Allen mentioned the Art Center remodel was slated to begin in the spring of 2021.

Curtis Dickson, Community Services Deputy Director, pointed out typically PARAT Tax revenue was not spent before it was received and wondered what the expectation would be to complete the Art Center renovations. There was a discussion about how to accomplish the project and its funding. The consensus of the Council was to prioritize projects so funding a full-time position and renovations of the Arts Center could be the next focus for PARAT Tax revenues. There was a discussion about other projects that should be considered as a priority when funding was available. Councilmember Peterson voiced her support for a dog park as one of the next priority projects. Mayor Shepherd stated the three projects discussed for PARAT Tax funding were the full-time Arts Supervisor position, Art Center renovations, and a dog park which would provide staff with direction for a while. He concluded a future meeting could be planned for discussion closer to a time when funding was available for allocation or those items were nearing completion.

There being no further business to come before the Council and the Commission,
Councilmember Peterson moved to adjourn the joint work session and reconvene in work session at 9:01 p.m., seconded by Councilmember Roper. The motion carried upon the following vote: Voting AYE – Councilmember Bush, Peterson, Phipps, Roper, and Thompson. Voting NO – None.

APPROVED AND ADOPTED
This 9th day of June, 2020

/s/Mark R. Shepherd, Mayor

ATTEST:

/s/Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, May 19, 2020.

/s/Nancy R. Dean, City Recorder