



ROY CITY
Roy City Council Meeting Agenda
May 8, 2018 – 6:00 p.m.
Roy City Council Chambers
5051 South 1900 West

Minutes of the Roy Joint City Council and Planning Commission Meeting held in the Basement Multi-Purpose Room of the Roy City Municipal Building on May 8, 2018 at 6:30 p.m.

Notice of the meeting was provided to the Standard Examiner at least 24 hours in advance. A copy of the agenda was posted.

The following members were in attendance:

Mayor Robert Dandoy
Councilmember Burrell
Councilmember Saxton
Councilmember Tafoya
Councilmember Yeoman

City Manager, Jason Poulsen
City Attorney, Andy Blackburn

Also present were: Management Services Director, Matt Andrews; Police Chief, Carl Merino; Fire Chief, Jeff Comeau; Parks and Recreation Director, Travis Flint; Public Works Director, Ross Oliver; City Planner, Steve Parkinson; Morgan Langholf; Planning Commission Chair Torris Brand, and Commissioners Don Ashby, Leland Karras, Doug Nandell, Claude Payne, Jason Sphar, Samantha Bills, Christopher Collins, and Ryan Cowley.

Roy City Council RDA Budget Meeting

A. Welcome & Roll Call

Mayor/Chair Dandoy welcomed those in attendance and noted Councilmembers/Board Members Burrell, Saxton, Tafoya and Yeoman were present, as well as the Planning Commission and department heads.

B. Discussion Items

1. RDA Budget

Chair Dandoy explained that the purpose of this portion of the work session was to discuss the Redevelopment Agency (RDA) budget. He turned the time over to Jason Poulsen, City Manager.

Mr. Poulsen reported that the City Council had a discussion about the funds available in the RDA budget, and now the RDA would like some direction on what to do with those funds. He presented the RDA budget and stated that there was a little over \$300,000 of tax increment coming in from the RDA budget for the next five years until those projects sunset. There was also roughly \$2 million in the fund balance, which had been collected over the past few years. He asked the Board what they wanted to do with the funds

Board Member Yeoman said that during the last discussion they had asked for clarification on whether the funds could be used in other areas of the City.

Randy Sant explained that the tax increment that was being generated had to be used in existing project areas. They also had to loan that money to kickstart a new project area, if they desired. However, the tax increment funds are earmarked for project areas, even ones that are no longer generating money. The RDA also had the option to approach the taxing entities about extending the collection time in the existing project areas. Mr. Sant felt like that was something the RDA should seriously discuss because they only had five

more years to collect the tax increment.

There was a concern that in both situations presented, the RDA would be loaning money to other areas, and payback may be difficult. Mr. Sant explained that if the money were loaned to fund commercial project areas, the RDA could ask the City to participate on using some sales tax money to help pay that amount back. It might make sense to borrow money to get a project started quickly.

The question was raised about using funds for beautification projects in the City, and Mr. Sant responded that this would relate more to the \$2 million fund balance. This balance was different in the sense that they could use the funds for other things besides project areas, but the Board and City would need to adopt a resolution indicating how those items would benefit economic development opportunities. Criteria for appropriate projects would be items that either generate additional revenue or benefit the City from an economic development standpoint.

Addressing the potential full-time economic development director position, Mr. Sant explained that they had already drafted an interlocal agreement that would be between Roy City and the RDA. This agreement essentially allowed the RDA to become the economic development arm of the City, and it would allow the RDA to fund the full-time position. Because there were only five years left before the sunset, the Board may want to consider making the position a five-year contract, although Mr. Sant was sure that they would be creating more projects in the near future and the tax increment would be coming in again. There was room in the fund balance to help pay for the position as well.

Referencing the budget, Mr. Sant pointed out that the line item in the amount of \$418,000 for professional and technical services was to begin the Downtown Master Plan. Chair Dandoy clarified that three or four months ago, an idea was presented to the City Council about doing a feasibility study that would provide an architectural look at the entire 1900 West business area. This would give the City Council a clear vision on what they want to develop and redevelop here, and it may go so far as to provide a document to potential developers showing exactly what the City expects in the area. At the time, the City Council voted in favor of establishing a vision for 1900 West, but they didn't know the cost of doing something like that. If the City entered into the interlocal agreement, then the RDA would be able to fund the feasibility study because it would fall under the umbrella of economic development.

Another large expense in the budget was \$83,308 for demolition costs. Mr. Sant explained that Woodbury wanted to do something with the two vacant pads, and the key to spur that development would be for the RDA to help them with demolition costs.

Board Member Tafoya stated that the City Council had discussed using RDA funds for beautification projects in the City, rather than drawing from the General Fund. If they could tie those beautification projects into RDA projects or economic development, then they could utilize the fund balance. Mr. Sant said one of the reasons they were proposing the interlocal agreement was to allow the RDA to take money from one side to the other, because the RDA would oversee economic development within the City.

There was a brief discussion regarding the full-time economic development position, how much the salary would be, and where the funds would come from. The Board asked if it was essential to have an economic development director at all. Mr. Sant advised the Board to evaluate the upcoming projects before making that decision. The projects may or may not warrant a director.

Board Member Tafoya said the issue was that the City had ideas and visions, but there wasn't very much land available to accomplish those objectives. Many of the current property owners were not willing to sell or make the changes necessary to make that vision a reality. Mr. Sant suggested that the RDA go out and purchase property to help seed projects that the City really wanted, such as a movie theatre. He suggested

looking at their desired projects as part of the strategic economic development plan for Roy City within the next ten years.

Chair Dandoy reported that he had done some research about how the Ogden RDA operated, and they had about 18 projects going on simultaneously. They bonded for all of those projects. He gave the example of the Junction and said that all of it, with the exception of the Hilton Hotel, belonged to Ogden City. Their RDA was basically managing all those properties and the sales tax income. Mr. Sant added that it may not make economic sense to do a development of that scale in Roy City, but they could do something smaller and be very successful. They needed to evaluate the return and the risks of each potential project.

Board Member Yeoman said that the Board seemed to be in favor of moving forward with the interlocal agreement.

Mr. Poulsen presented the proposed interlocal agreement and said that the legal department had reviewed the language and had no concerns. Mr. Sant added that they would need to prepare resolutions to be adopted by both the City Council and the RDA Board to enter into the agreement. He recommended adopting these resolutions on June 5, 2018, which was the same meeting where the RDA Budget would be approved.

C. Adjournment

Board Member Yeoman Motioned to Adjourn the RDA Meeting and Open the Joint City Council and Planning Commission meeting at 7:12 p.m. Board Member Tafoya seconded the motion. The Board Members voted “aye”. The motion carried.

Roy City Council & Planning Commission Joint Work Session

A. Discussion Items

1. Development of Roy City

Mayor Dandoy initiated a discussion about the City’s vision for future development. Recently, \$65,000 was allocated by the Wasatch Front Regional Council to help Roy City update their General Plan, so that update would be taking place shortly. Because they were investing so much time and money into the update, it was important for the City Council and Planning Commission to solidify their vision and include it in the Plan. Wasatch Civil was currently working on a transportation plan, which would be a critical component in the City’s ability to work with UDOT on road expansions; the plan would be incorporated into the General Plan. Mayor Dandoy also wanted to discuss the recent situations where the Planning Commission had recommended approval of a project that the City Council chose to deny.

Mayor Dandoy first described the role of the City Council versus that of the Planning Commission. The City Council was the legislative body within the City, and they have the authority to pass municipal ordinances, resolutions, budgets, and set local tax rates. They have broad powers to write laws in any area that doesn’t impinge upon state and federal regulations. The Planning Commission is the formal advisory board to the City Council, and they make recommendations on local legislation, land use ordinances, and zoning maps. By statutes, the City Council is to listen to the input of the Planning Commission; however, they are not obligated to follow their recommendation. The Planning Commission has been authorized to be the Land Use Authority in the City, and the implement the General Plan that has been established.

Mayor Dandoy then talked about “smart use development”, which supports land use and transportation policies with a focus on economic development. Currently, Roy City is projected to get \$5.4 million in

sales tax revenue, with two-thirds of that amount coming in because of their population rather than direct sales happening within the City. He stated that there were many empty store fronts in the City, and they are taking an active role in changing that. The City wanted to revitalize the downtown, put housing closer to jobs and services, explore transportation options and connectivity, and create walkable communities, and decrease congestion. One of Roy's biggest challenges is congestion on city roads, which overflow from State roads.

Mayor Dandoy introduced two concepts: mixed-use developments and form-based code. A mixed-use development is a type of urban development that blends residential, commercial, cultural, institutional, and entertainment uses where those functions are physically and functionally integrated. He noted that mixed-use developments can be vertical, like the Junction in Ogden, or horizontal, like Farmington Station.

Councilmember Yeoman commented that the City Council had already discussed mixed use developments and were generally in favor of it. She thought that the Planning Commission was working on a zoning ordinance for mixed use, because the current code doesn't allow it. The Planning Commission reported that they had been working on this ordinance since February.

Councilmember Tafoya said he was opposed to mixed use because Roy was not a destination area. He asked if they wanted Roy to be a single-family community or if they wanted to start letting in high-density housing. Other cities have tried to bring in mixed uses and have failed. He also opined that mixed use developments would only increase the congestion issues that already existed by cramming hundreds of people into smaller areas.

Councilmember Yeoman believed that mixed use developments could work in certain parts of the City, and they could work to create destination areas.

Commissioner Nandell said that they were working to carefully craft the language of the ordinance so that it limited mixed use development to two distinct areas in the City. They were following the recommendations of Focus Roy.

Commission Chair Brand said that the two areas they were focusing on were the Frontrunner train station and the area between 6000 South and Riverdale Road. He noted that UTA essentially required a certain type of development on their property around the train station, so they were creating an ordinance that would meet their specifications.

Councilmember Tafoya said that he didn't have an issue with higher-density around the train station, but he was concerned about putting up hundreds of apartments on 1900 West.

Councilmember Yeoman said that this was the way many communities were heading. Even if Roy didn't want to put mixed-use developments in right now, at least they should have ordinance language in place that would allow it in the future.

Mayor Dandoy addressed form-based code and said that this type of ordinance focused more on architectural design and streetscape rather than specific uses. Form-based code encouraged mixed use but did not require it.

Commissioner Nandell said that one of the things the Planning Commission was discussing was whether the City wanted to maintain a traditional building design or allow something more modern. At a public hearing, a resident suggested allowing an aerospace design to reflect Hill Airforce Base. Currently, the code doesn't allow for buildings of glass and metal.

Councilmember Tafoya asked if they were suggesting turning away anyone who couldn't meet the design standards of a form-based code, and Commissioner Nandell said that the current code was set up that way already.

Mayor Dandoy encouraged the Council and Commission to consider what they wanted Roy to look like in 10 to 15 years and remember that they wouldn't see these changes overnight. Redeveloping everything to a new code would be a lengthy process. Most of Roy was established as single family residential, and that wasn't likely to change. They needed to focus their attention on the few parcels of land they had left and redeveloping commercial areas. Mayor Dandoy then presented several parcels of land that could be developed. The Hansen property would be difficult to access, but it may be a good place for additional residential development. For the business park, he suggested changing the zoning to allow an office development rather than light industrial.

The group discussed the North Gate of Hill Airforce Base, and how it was a huge asset to Roy City. They suggested that they adjust the zoning to allow for hotels, higher buildings, and vertical housing. It was commented that many years ago the City Council had considered an aerospace design theme for the area, but it didn't go anywhere.

Commissioner Chair Brand described some of the issues developers were having when they tried to do anything in Roy City. They weren't able to work within the current zoning ordinances, and many times their rezone requests were denied by the City Council.

Steve Parkinson, City Planner, added that he was not turning developers away at the Planning Office, either. When a developer came in, he provided them a copy of the ordinances with which they had to work, and often the developers didn't pursue their ideas because of the restrictions.

Mayor Dandoy commented that the current ordinances didn't give Mr. Parkinson the latitude to make a judgement call about what developments were appropriate and which ones were not. He lived in a "black and white world", but the form-based code would give him a gray area to work in. It would also provide a lot of flexibility for developers.

Mayor Dandoy continued presenting information about potential developments in the City and said that they should seriously consider talking to West Haven about a boundary change near the Hansen property. He understood that the Hansen property was for sale, but no one was buying because of the lack of access and other issues.

Mayor Dandoy then addressed the property around the train station, which was challenging to develop because UTA had already established goals for a Transit-Oriented Development (TOD). They want a density of 25 units per acre on their property, and they wouldn't be willing to work with the City on development unless they were willing to accommodate that density. Mayor Dandoy was sure that the residents would not be open to allowing such density. There was also the threat of UTA removing the train station from Roy and moving it near the Ogden Airport. In order to keep that train station in Roy, they needed to come up with some creative solutions for development here. Mayor Dandoy suggested staggering building height throughout the property to provide a buffer for the existing single-family residential, incorporating a horizontal mixed-use design, and possibly putting density in other locations in the City. He talked about creating a land bridge to get people from other parts of the City to the train station.

The Council reminded Mayor Dandoy that they had previously discussed a land bridge, but UTA wanted the City to pay for it, and it would have gone through many residential neighborhoods.

Mayor Dandoy encouraged the group to think of solutions to the density issue around the train station. He

then presented the Roy market area and discussed properties that could be redeveloped there. Ideally, he wanted to see a Home Depot or another big box store in this location, because there was sufficient acreage there to accommodate one.

Councilmember Yeoman said they could expect pushback from the residents with a big box development, even though the property was zoned commercially. She thought a professional office building would be more appropriate and better accepted by the community. Mayor Dandoy noted that he had proposed this property to the theatre developer, and he was hoping that they would take this option. The only concern is that the property owner was selling all of the property, or none of it. The theatre developer wouldn't be able to purchase a small portion of the property for their development. Mayor Dandoy said that this might be a good opportunity for the RDA to purchase the property and help start a larger development.

Mayor Dandoy then presented the business district and spoke about the issues there. The Hill Field Aerospace Museum received over 360,000 visitors every year, and they weren't booking overnight accommodations in Roy. He suggested working to invite a hotel into the area, in addition to more eating and shopping options. There were also people coming to Hill Airforce Base to work for short periods of time, and they had nowhere to stay unless they went down to Layton.

Staff clarified that hotels were not prohibited by the current code, but there were restrictions on height, and strict parking requirements that were difficult to meet. The last attempt to put in a hotel was abandoned because there wasn't enough property to accommodate their development. It was suggested that the City adjust the code to make it more enticing for someone to tear down older buildings to make room for a hotel. Mayor Dandoy again stated that the form-based code would allow flexibility for developers while creating something visually appealing for the City.

Commissioner Sphar commented that there were areas in the City that would be ideal for high density housing, but they needed to consider all of the people that would be drawn in by Falcon Hill. Those new employees could live out west, but that would further complicate Roy's traffic issues, or they could try to create some quality housing closer to the freeway and the Base. If they kept some of the higher density housing near the freeway, it could help alleviate traffic problems within the City.

Mayor Dandoy noted that UTA would be doing a three-year study of 5600 South to determine the cost of widening it. The City needed to have a plan in place to work with the property that would be left over on each side of the road so that they didn't turn into vacant patches of weeds.

Mayor Dandoy then explained that the City owned about 17 acres of property where the aquatic center was located, and obviously the aquatic center did not take up all of that property. The area was zoned recreation. There was a discussion about obtaining the neighboring property and creating a large recreational complex, such as Top Golf.

Commissioner Chair Brand expressed his concerns about the apparent disconnect between the Planning Commission and City Council. Recently, the Planning Commission has recommended approval of a number of projects that the City Council chose to deny. He gave the example of the proposed townhome development near the train station. The City Council said that they denied the application because they didn't want to give up that much commercial. Chair Brand said that the developer of this project was working hard with the City to make this project work, and he encouraged the City Council to consider the revised plan the developer would present to them.

The Planning Commission believed that they based their decision on the laws that had already been established, which was their duty. It was concerning to them that the City Council was continually denying plans that they believed fit into the existing ordinances. There seemed to be a disconnect between the

Commission and the Council about what constituted “high density”.

There was a discussion about the different roles of the Planning Commission and the City Council, and the reasons the Council had chosen to make decisions contrary to the recommendations.

Mayor Dandoy reiterated the need for the Council and Commission to explore the options for development and redevelopment in the community, and the establish a true vision for Roy City. Mr. Poulsen recommended that they focused on adjusting zoning requirements to help resolve some of the issues raised during the meeting. He suggested that the City consider purchasing properties to get some of these developments started.

B. Adjournment

Councilmember Yeoman Motioned to Adjourn the City Council meeting at 8:39 p.m. Councilmember Tafoya seconded the motion. All Councilmembers voted “aye”. The motion carried.

Robert Dandoy
Mayor

Attest:

Morgan Langholf
City Recorder

dc: 02-06-18