Minutes of the Roy City Council Meeting held in the City Council Chambers of the Roy City Municipal Building on February 4, 2020 at 5:30 p.m.

Notice of the meeting was provided to the Utah Public Notice Website 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 Paul
Councilmember Saxton
Councilmember Jackson
Councilmember Wilson


A. Welcome & Roll Call

Mayor Dandoy welcomed those in attendance and noted Councilmembers Burrell, Paul, Saxton, Wilson, and Jackson were all present

B. Moment of Silence

Councilmember Wilson invited the audience to observe a moment of silence.

C. Pledge of Allegiance

Councilmember Wilson lead the audience in reciting the Pledge of Allegiance.

D. Consent Items

(These items are considered by the City Council to be routine and will be enacted by a single motion. If discussion is desired on any particular consent item, that item may be removed from the consent agenda and considered separately.)

1. Approval of the December 3, 2019 Work Session Minutes, as well as the November 19, 2019, January 7, 2020 and January 21, 2020 Roy City Council Minutes & the Appointment of a new Alternate Planning Commissioner, Jason Felt.
Councilmember Paul motioned to approve all consent items with corrections previously discussed. Councilmember Burrell seconded the motion. All Councilmembers voted “Aye.”

Jason Felt was subsequently sworn in.

The motion carried.

E. Presentations

The Victim Advocates Program had Kim Kohli and Jadyn Applonie do a presentation. Ms. Kohli mentioned she had been doing this work for three years while Ms. Applonie had been a victim advocate since September 2019. As advocates, Ms. Kohli explained, their role was to help victims understand the legal process and to know their rights as victims under the Victim Bill of Rights passed in 1987. These rights, she added, included the right to know their role in the justice system, the right to be informed, the right to be safe, and the right to receive restitution. She explained that they helped facilitate victim services. Ms. Applonie added that their grant funding came through a VOCA grant and continued that the City matched 25% to 30% for in-kind services along with a cash match. Each year, she continued, two to five high school and college students also came to work as interns. She mentioned that the program helped victims in Roy and West Haven and assisted them in knowing their rights as well as which resources they could access. Ms. Kohli explained that the program received reports and referrals from the Police Department and the Court: as they provided resources and information to victims, they collaborated with other advocates and organizations in Weber County and the State. She added that advocates attended court alongside victims, helped victims pursue civil and criminal protective orders. Finally, she added that advocates assisted victims in receiving restitution. She continued that the program worked with the YCC which had counseling, recovery programs, and such. Furthermore, the program helped victims craft safety plans if needed and made resources available based on individual needs and circumstances.

Ms. Applonie showed that the grant was broken down into two years. She pointed to a graph provided to the Council and described the information presented. She explained that 107 victims had been helped in the last three months, with about half of the victims experiencing domestic violence. She continued by describing the types of victimization experienced by the victims which ranged from theft to DUIs and adult assault. Mr. Kohli thanked the Council and Andy Blackburn as well as all those individuals who helped the program.

The Council thanked the program. It was pointed that the two presenters were the only victim advocates, though they received help from the Police and the State which referred victims to the program.

Mayor Dandoy asked how many victims were from Roy out of the 107 mentioned earlier. He was told that statistics needed to be consulted but that usually 70% to 75% were from Roy City. Mayor Dandoy stipulated that he was particularly interested in knowing more about the YCC referrals.

F. Discussion: Form Based Code for the Front Runner Station area and Downtown Business Districts along 1900 West.

Mayor Dandoy presented the history of why adjustments to zoning were needed within the City. He explained that training would be provided and explained that there would be no vote on approving, modifying, or denying the ordinance during the present meeting. The meeting, he continued, was meant to provide instruction and training. After the training, he pointed, there would be a time for public
comments.

Mayor Dandoy explained in October 2009, Utah had become and subsequently remained the #1 state in terms of private sector job growth. He added Utah was also the #1 with overall job growth. He explained there was an economic boom creating a low unemployment rate: The State, he explained, was considered fully employed and had a healthy economy. With that, he added, the population had grown, a growth of which the upcoming April 2020 census would provide a clearer picture. He mentioned that the growth was of 52,000 people/year. 60% of the population growth, he continued, came from Utahns, who also had the lowest deaths per capita. The population stayed longer in Utah, he explained, with an added 13% net immigration. The issue, however, was that the influx of people coming to Utah, and the population growth had caused an increase in prices. He added that the median price of a house in SLC was $361,000, while Roy’s was $269,000. He pointed that there had been a 65% increase in house prices over ten years and pointed that for those on a fixed income, this was problematic. The average monthly mortgage payment, he continued, could be expensive though Weber County did have some of the less expensive mortgages. As a result, he added, SL County, was an attractive place to work for while living in Roy: cheaper housing cost but higher pay.

Mayor Dandoy explained that since 2010, there had been a housing shortage. Many people, he continued, had to live with family members because of the cost of housing. In 2019, $6 billion had been invested in development to attempt catching up with the demand.

Mayor Dandoy explained that the legislators had approved SB 34 addressing affordable housing. He continued that SB 39 was also making its way through the legislature. He added that the law stipulated that communities were required to develop a moderate-income housing plan as part of the general plan. State transportation investment, he continued, was tied to this requirement. For Front Runner stations, higher density and/or moderate-income housing or elimination of parking requirements were necessary near the station. He mentioned that this kind of requirement would cause problems for households with two vehicles and that people would therefore build elsewhere. Under the law, he continued, the Department of Workforce Services would assist in the creation of a modern income housing report and evaluate the report to determine a city’s eligibility for State transportation funds. I-15, he continued, was moving through the development process. The development of I-15, he added, would cost $154 million as well as $74 million to widen 5600 South to 3500 West. Mayor Dandoy stated that to have these funds, the aforementioned rules would need to be applied. Mayor Dandoy explained that these rules were law. The City Council therefore had to focus on being compliant with this law.

Mayor Dandoy explained that as of the time of the meeting, the space surrounding the station had been zoned residential but that the height was restricted. The purple corridor, he continued, was meant for light industrial. He added that if a developer wished to place a development, the City would not be able to deny it.

Mayor Dandoy mentioned several different kinds of businesses that could move in the area because of how it had been zoned. He continued that UTA owned 18 acres of transit-oriented station up for development. Roy City had several properties to the North, he added, while all other surrounding properties were in the hands of private citizens. UTA, he continued, wanted increased ridership and held the belief that anyone who lived within half of a mile of the TRAX, would be more likely to walk there as opposed to using a car. UTA aimed for 25 dwelling units per acre as a minimum, while other places in Salt Lake City required 50 dwellings. He added that UTA could not access the 18 acres yet, but that they were lobbying to do so. The UTA property could not be altered until the law had been passed.

Mayor Dandoy explained that there was a piece of property that had a deep well on it and should not be
touched. He also pointed to a piece of property owned by UTA that was up against a hill. He explained that he was concerned that houses could fall off the ridge.

Mayor Dandoy explained that the City had agreed to a new elementary school on 4000 as well as a Library. He explained that a new and beautiful park had been added and added that he did not see any reason why any of this should be taken out. He explained that Ogden City also owned a lot of land nearby and that the City should figure out ways to keep things as they were.

Mayor Dandoy explained that a lot of residents had expressed frustration about the form-based code. He mentioned that the City had provided notice of the change, however. He added that what could be done would be for the residents to write down their email address with a name and physical address, and that they would be kept informed of any City Council discussion on this specific topic on top of public announcements. He expressed welcoming residents’ input.

City Planner Steve Parkinson presented the Form Based Code. He explained that traditional code focused on the types of uses on the land with a single use per code. The purpose of this code was to preserve assets and look of the community. He pointed to examples of mixed uses. In this view, he added, design and form came second. Form-based code, he continued, reversed the priority, looking at how building would fit into a community, a street, and the other buildings on the street. Form based use would prevent certain kinds of development in certain areas. Every parcel, he continued, would have to be zoned for something. Form-based encouraged mixed use and walkable communities. Traditional zones tended to created uniformity in requirements and looks while Form-based focused on individual buildings and streetscape. He added that it made this type of zoning more unpredictable. He added that everything would still go up for approval. He provided examples of how traditional code and form-based code would differ.

Contractor, Lance presented the Form-Based Code as it was currently written. He explained that the focus for form-based was to preserve character: it organized arounds streets and public spaces. He also pointed to potential street connections that could create a walkable, connected downtown. He continued that primary streets would then be defined. He showed 2000 West, which, he explained, had residential streets, and how it would be integrated. He pointed to different designs on the visual aid he had provided. He explained the different color-coded zones. Some zones, he described as the best places for the most intense uses and tall buildings, as they were out of the way. Another zone he pointed to had been determined to be the heart of downtown. He mentioned that it would allow taller buildings as well. The downtown itself, he added, would only allow five stories buildings with more flexible uses. He also pointed to what was referred to as a stationary court which would allow store front buildings with residential above. Another area allowed only three-story buildings with the challenge of a slope to build on. The innovation district would allow for up to six stories with the intent to allow business uses as well as mixed uses. He explained that Roy had time to vet through the train station area.

Councilmember Paul stated that based on the information, he felt there was a distinct difference between the areas. He chose to present a motion to separate the two areas so they could be voted on separately at a later date. UTA, he continued, did not have approval yet, which gave the City some time to respond. He added that there were developers who were ready to move on 1900 West. He explained that the train station area was the main concern.

Mayor Dandoy explained that this recommendation could be used to direct the City and come back with a proposal to treat these areas separately.

City Attorney Andy Blackburn explained that if the Council could not give a recommendation to the
Planning Commission, they would have to act first. Once the recommendation came back to the Council, it could divide the areas. He continued that the Council could not direct the Planning Commission at this stage but could make suggestions. He explained that several weeks ago, the Planning Commission had held a hearing where the situation had been tabled. A further work session had allowed discussions. However, there would not be a formal recommendation without a proper meeting. Once the formal recommendation arrived, the Council could move to separate the areas.

Councilmember Burrell asked whether there could be a suggestion. City Attorney Andy Blackburn explained that the goal for the current meeting was to educate the City Council. Mayor Dandoy stated that the Council could prepare the Planning Commission to treat the areas as two separate entities. It was then noted that one of the Commissioners had made this recommendation during the last public meeting.

The Mayor then invited the Council to comment at this time.

City Councilmember Diane Wilson had a list of 11 questions that she presented to the contractor. She pointed to different pages with contradicting information. It was clarified that the building type was what regulated the shape of a building. The intent, he added, was to avoid having single family homes. She also explained there was a section about a hotel or Inn, which, she pointed, was supposed to be limited to 12 rooms. She asked about the development that had expressed interest in building 250 rooms. It was pointed that the code would need to be amended to allow the hotel to be built. She further pointed that some of the figures in the diagram did not align. She also mentioned another discrepancy in building height. Councilmember Wilson also asked to receive specifications about the colors in the historic palette. She added that there were issues with the language regarding windows and the percentage of windows allowed. She further asked about areas having one theme. It was explained that the question was about what the downtown area should look like: the air base created a style that lent itself to metal and glass.

Councilmember Saxton asked questions about Main Street and the number of stories allowed. The area was available for mixed use, and the topography dictated the height of buildings (which was, indeed, limited at five stories). Councilmember Saxton asked whether the Council could come back to some of the height. He also asked about the fire apparatus that would be required for buildings taller than five stories.

Councilmember Wilson talked about snow removal and the issues posed by small alleyways.

Mayor Dandoy pointed that the Council had some ideas about what had to be done and added that it had the authority to separate areas if need be. He continued that the answers would come over time and added that once the recommendations were presented to the Council, the ordinance would not go back to the Planning Commission.

Councilmember Burrell asked about the approval timeline. Mayor Dandoy explained that by the end of 2020, the Council would have to submit its moderate-income housing report to the Workforce Services.

Councilmember Paul explained that this was why the areas should be separated. Some areas, he continued, including the one comprising a hotel, were ready to be implemented, while others were not. The train station, he added, had to be in compliance with the law and creating the right environment. He mentioned that the only thing the law stipulated was the ability to look at the areas for residential. He explained that the City had to create an environment where people might be more likely to take the TRAX. He added that the City could satisfy the law and UTA without placing a six-story building on the land: the broader community also had to be served. Councilmember Burrell asked whether the station
area needing to be addressed was the UTA property.

Mayor Dandoy explained that there were two components: three things had to be declared within the law dealing with downtown. Within that law, he continued, there were only two things that had to be followed. Once compliant, the City would secure transportation investment funds. Breaking the area down gave the Council and the community time to figure out something that worked.

Councilmember Jackson asked whether the Council moving too slowly would allow UTA to do as they pleased. She was informed that this was not the case. Mayor Dandoy stated that one area would have to be a parking lot and roads had to go into the lot and the station: UTA would not consume the entirety of the 18 acres. He continued that the community needed to participate into the conversation as to where higher density housing should be placed.

Councilmember Wilson thanked the Mayor for standing for property owners rights.

Andy Blackburn stated that being in the process of figuring out where higher density housing would go was enough to be compliant: the City would then be considered in the process.

G. Public Comments

Mayor Dandoy opened floor for public comments.

Leon Wilson, 4302 South 2675 West, had four points to discuss. He mentioned that “posted and published” did not equal “informed and notified”. He explained that the standard fell short of the intent of the law which was to inform and notify. The process, he continued, had to be improved. He explained that he had not known what form-based design was until he received a letter from the City on January 3rd, 2020, announcing a public hearing. He explained that considerable opposition had been voiced at the time. Mr. Wilson briefly reviewed the timeline and added it was important to know what was going on behind the scenes. He pointed that he had reviewed two years’ worth of minutes. He noted that the only education provided to the community on the topic of form-based design had been during Roy Days. He noted that the Commission had expressed fears over residents’ dislike for form-based design. The main point, he continued, was that the public had had little to no input in the process, as well as little education. He also mentioned there was a delay in facilitating public dialogue. He also wished to discuss the preview committee, which was supposed to gauge projects. He explained that volunteers with experience in urban design, civil engineering, etc. would be helpful in the process. He added respecting the people on the Council but explained that the process was fraught with political issues. He pointed that South Ogden had adopted form-based code and that it had created some issues. He explained that he wished to have his property removed from form-based code. He mentioned that every city did have a form of imminent domain, and while not forced to sell, there would be restrictions based on form-based code.

Byron Burnett, 4375 South 2675 West, explained that he had gone to the booth during Roy Days to learn more. He explained that he had found the images scary. He had, as a result, written a letter to the Council with his concerns. He had also attended subsequent sessions. He stated that he had received some notices and had met with some of his representatives. He explained having been invited to a meeting where no public comments had been allowed. He explained he had suggested splitting the area before and was confused about why it had not been done yet. He had asked whether townhomes would satisfy UTA’s requirements, which he believed they did, according to SB 34. He added that the 70 existing homes in the area should be protected. He pointed to traffic issues which would be compounded. He expressed some dismay at the consequences the Council was creating for long-time residents. On the topic of affordable housing, he continued, townhomes would be a better choice than apartments. He
added that homeowners were more likely to invest their money in the community than renters were. He added that this whole section was wrong. He advocated for a better monitored expansion, though he felt downtown could be developed the way it had been discussed. He stated the area needed to stay residential.

Torris Brand, 6019 South 3850 West, explained that he was on the Planning Commission. He clarified that he was speaking on his own behalf, as a private citizen. He first stated that there were people in the audience who learned things they had not known before. He also mentioned that Councilmember Wilson had asked more and better questions than had been asked in the past year. He continued that the issue had not been resolved. He reminded those in attendance about the last meeting where a large crowd had presented itself without having a right to speak. He added that during the same meeting, an antiquated policy had been observed, preventing communications. He reminded everyone that the Council was not allowed to direct the Planning Commission. He further pointed that there was a senior center nearby and was wondering why it had been built next to the tracks. He explained that the tracks were not quiet.

Bill Norseth, 4389 South 2525 West, explained that his street would eventually be a thorough fare. He continued that it was not possible to control the speed on the hill. When the speed was supposed to be 25 mph, cars on average went through at 45 mph. When this would be the main road, there might be increased danger and accidents.

Lee Holt, 2626 West 4225 South, explained that though he had lived at his residence for the past 12 years, he had been a Roy City resident for 50 years. He added that he was a retired real estate broker and contractor. He explained that he was struggling to understand why dense housing should be built next to the TRAX. He explained that in the appraisal business, there was an idea of soft development. He explained that this research looked for highest and best use. He stated that he personally believed the best use for this location would be storage units. Higher buildings would not last, he added. Moreover, he explained he believed that high density housing increased crime rates. He pointed to the increased traffic, which would cause significant issues. Mr. Holt also explained that the apartment buildings would create privacy issues and mentioned that passive development would be the better option.

Eddie Waltar, 5510 South 2050 West, explained that he had never gotten a letter from the Planning Commission about form-based development. He had attended the last planning meeting where he felt the presenter was a dictator. He continued that the TRAX area project had to be separated from downtown. He also explained that the nearby hills were sand hills. He mentioned that he had bought his house in 1982 with the goal that, when aging, he would be able to buy groceries and get mail on his own. Accessibility to a grocery store had changed, with fast foods restaurants and car washes. He explained that it was important to prioritize multiuse projects to assist aging individuals who no longer had a license.

Adam Socwell, 4298 South 2675 West, explained that he appreciated all the comments. He stated that while he did not oppose townhomes, he did oppose high-density housing. He asked whether the schools were prepared to handle the population growth with more teachers, parks, and such. He mentioned that Utah had a shortage of teachers.

Mayor Dandoy explained that this topic had not been addressed with the Weber County Superintendent. He added that whenever a new development took place, there was an impact on the school system.

Charles Ivester, 4299 South 2675 West, explained that he wished the project to be split into three sections: downtown, TRAX, and taking the Wilson’s property off the project. He mentioned that he owned a trucking company and that pointed that he was not allowed to park his trucks in his own City.
Planning shops in the area, he continued, would require trucks early in the morning to deliver goods. He continued that garbage would also cause an issue with smells. Mr. Ivester added that there would invariably be ordinance violations. He also mentioned that another firehouse might be necessary on the other side of the tracks. He praised the Police Department but added that they were driving very fast around his street.

Richard Dunlap, 4623 Trailside Dr., explained that he knew the Council listened to citizens. He mentioned that he had bought his home hoping to retire there. The thought of development, he continued, was worrisome. He mentioned being in agreement with what had been said. He added that he would like to see a low impact option for shopping. He explained that there was low-income housing within walking distance of the TRAX station. He explained that he was not entirely opposed to form-based construction as it aimed to reduce traffic. He explained that a lot of younger people were not as interested in cars as their older counterparts.

Kathy and Wallace Rogers, 4376 South 2675 West, explained that she also felt she had been kept in the dark about this topic. As a mother, she had concerns about children who were in Junior High and High School. She felt the schools were already very crowded and added that traffic issues would worsen. She also explained that crime would worsen. Ms. Rogers mentioned that she had taken care of her parents for many years and that they had been buried in Mississippi (where her family originated). She mentioned not knowing where her children would bury her as Roy was changing so much. She explained that she appreciated that the Council was protecting citizens.

Mr. Rogers explained that his family had picked Roy rather than SLC because they liked the City better. He explained that if codes were changed now, it would cause issues. He added that he had bought the house to look out to the West view and added that his concern was that developers were the ones making decisions. He added that his newly married son struggled to find anything in the area that was under $1,200. Mr. Rogers mentioned that youth going to school and working would not be able to stay in the area. He added that he had had four floods in his house. He asked how the infrastructure would carry all the new developments.

Jacob King, 2396 South 2675 West, mentioned that it was important to take into consideration the existing properties. He explained that he liked Roy and wanted to stay. He told the Council that he had been ready to make an addition to his house but had now decided against it until he knew what would happen across the tracks. He explained that renters would not invest in their property like owners would.

Glen Jacobson, 4170 South 2400 West, explained he had been living in Roy since he had married, 43 years prior. He expressed sadness over the changes as he felt like they were sold a bill of goods when they bought their house which did not come true. He added that he felt the high-density development would be a travesty. He mentioned his fears about the kind of form-based development proposed. He further pointed that the addition of businesses would cause parking issues. The local, long-term members of the community deserved to be considered, he continued. Finally, he stated that the project needed to be scaled back.

Brayden (no last name given), 4430 South 2750 West, stated that he wished to provide an outside perspective. He explained that he had lived in Roy for three years. He added that as a member of the armed forces, he had lived all over the world, but wanted to live in Roy. He explained that the City had a good reputation, but that the reputation was ready to be lost with developments such as this. He added that many people loved living there.

Mayor Dandoy explained that the Council had some trainings to go through that night and had to hurry
public comments.

Leon Wilson, 4302 South 2675 West, inquired about the person running the contract. He inquired about the transportation study. He explained that the study had been scheduled to be completed by the end of March 2020. He wondered if the study would be completed by the approved-upon date and asked about the cost to the City as he had been told the study had cost 50% of the travel grant.

Mayor Dandoy explained that the transportation plan was one component of the general plan. He explained that the plan had been approved by the Council and that the first part of the process was a general plan amendment. He added that the last time this plan had been updated had been in 2004 which left the City with antiquated ways to predict how the City should move forward. Other components would be added, but the main one the City was looking forward to was the transportation plan.

Mr. Wilson stated he had lived in Roy longer than most people had been alive. He took great pride in his community. He explained he had been wondering whether it would be possible to make 4800 Royal Way. Councilmember Jackson stated she had thought of this and had hoped to achieve this when she first joined the Council.

Mayor Dandoy stated that the Roy City Council could approve this, but it would also require some formal name changes. Unofficially, this could be done. He explained that a Council member could present the idea and the resolution could be passed.

Mayor Dandoy explained the residents would be kept aware of the meetings and that they would be invited to participate. He then closed the floor for public comments.

**Councilmember Paul motioned to table the training on the open and public meetings act to a later Council meeting. Councilmember Jackson seconded the motion. All Councilmembers voted “Aye.” The motion carried.**

**H. Reports and Discussion**

1. City Manager Report

Mr. Andrews reported on the following:

- He stated that the Public Works Building was being painted and that everyone was welcome to go and take a look at it. He added that the building was ADA compliant.
- Mr. Andrews stated that the Colonel from Hill Air Force Base was coming the following Thursday. He added that the Air Force had been using the basement conference room for some training and mentioned that it had gone well. Mr. Andrews explained that the Colonel wanted to come and present an award to the City
- Mr. Andrews explained that the Roy Fishing Club was full and that signups were over. He explained that the program had been limited to 25 participants.
- Mr. Andrews mentioned that the City was hosting a Public Information Officer training on February 19 and 20, 2020. He explained that it should be a great training for City Employees. He mentioned that each City organization had a PIO: they communicated with news organization. He mentioned that he could help potential participants sign up.

2. Mayor and Council Report

Councilmember Saxton mentioned that Numbskull opened on Feb 3, 2020 and that they were by
Harmons. He explained that Business Advisory Board would be promoting a “shop local” campaign to encourage supporting local businesses.

Councilmember Wilson wanted to congratulate the Roy Senior Center for recognition in a local article.

Mayor Dandoy stated that there was a lot of public involvement with the current topic at hand. He explained that it might be important to figure out a way to set up an eight-member, ad hoc committee to report what was considered important to the Council. Councilmember Burrell explained that citizens should work through that committee

I. Adjournment

Councilmember Burrell Motioned to Adjourn the City Council meeting at 8:16 p.m. Councilmember Saxton seconded the motion. All Councilmembers voted “Aye.” The motion carried.

________________________________________________________________________
Robert Dandoy
Mayor

Attest:

________________________________________________________________________
Morgan Langholf
City Recorder

dc: