

SOUTH JORDAN CITY  
CITY COUNCIL STUDY MEETING

June 17, 2025

**Present:** Mayor Dawn Ramsey, Council Member Patrick Harris, Council Member Kathie Johnson, Council Member Don Shelton, Council Member Tamara Zander, Council Member Jason McGuire, City Manager Dustin Lewis, Assistant City Manager Jason Rasmussen, Assistant City Manager Don Tingey, City Attorney Ryan Loose, Deputy Fire Chief Ryan Lessner, Police Chief Jeff Carr, City Engineer Brad Klavano, Associate Director of Recreation Brad Vaske, Public Works Director Raymond Garrison, Associate Director of Public Works Colby Hill, Director of Planning & Economic Development Brian Preece, Director of Human Resources Teresa Cook, Communications Manager/PIO, Rachael Van Cleave, CTO Matthew Davis, Systems Administrator Ken Roberts, GIS Coordinator Matt Jarman, City Recorder Anna Crookston, Deputy Recorder Ambra Holland, Long-Range Planner Joe Moss, Planner III Damir Drozdek,

**Absent:**

**Others:** Nate Shipp, Krisel Travis, Fred Philpot, Lisa Benson, Susan Hinds, Annette Barney

4:33 P.M.  
REGULAR MEETING

**A. Welcome, Roll Call, and Introduction - *By Mayor, Dawn R. Ramsey***

Mayor Ramsey welcomed everyone present and introduced the meeting.

**B. Invocation – *By Council Member, Jason McGuire***

Council Member McGuire offered the invocation.

**Council Member Harris motioned to amend the City Council Study Meeting agenda to move Item D. Discussion/Review of Regular Council Meeting after Item F. Discussion Items. Council Member Johnson seconded the motion. Vote was 4-0, unanimous in favor. Council Member Zander was absent from the vote.**

**C. Mayor and Council Coordination**

**Item D. Discussion Items moved as previously motioned.**

**E. Presentation Item:**

E.1. Fraud Risk Assessment. *(By CFO, Sunil Naidu)*

CFO Sunil Naidu reviewed a prepared handout (Attached A). He provided an overview of the recent audit committee's work on the required risk assessment mandated by the state auditor's office. This assessment evaluates potential risks across various areas using a standardized form, with a focus on ensuring policies and procedures are in place to minimize those risks. He confirmed the city is in compliance with all recommendations and has appropriate mitigating factors where policies may not yet be fully developed. He noted that council members are required to complete an auditor's test every four years, with entity-specific certifications that must be submitted and tracked as part of the audit scope. The city maintains a fraud hotline, which has not received any reports. The internal audit function is overseen by the audit committee. CFO Naidu and City Manager Dustin Lewis will certify and submit the risk assessment to the state auditor's office. The presentation to the council fulfills the requirement to present the assessment before the fiscal year ends.

Council Member Zander joined the meeting.

Mayor Ramsey noted that the fraud risk assessment received the highest possible score following a thorough evaluation by outside auditors and the audit committee was happy with the outcome.

**Council Member McGuire motioned to amend the City Council Study Meeting agenda to switch the order of agenda items F.1. and F.2., so the discussion on the Altitude development project would be held first, followed by the parks master plan and impact fee discussion. Council Member Zander seconded the motion. Vote was 5-0, unanimous in favor.**

**F. Discussion Items:**

**F.1. Altitude Development project. (By DAI, Nate Shipp)**

Nate Shipp reviewed prepared presentation (Attachment B). He explained the development's background, starting with the original focus on the FrontRunner station and the property's current zoning, which is a holding zone. Initially, a site plan proposed 187 townhomes with an even split of 50% for sale and 50% for rent. During planning commission review, concerns arose from the Jordan River Commission regarding the project's impact on the Jordan River, particularly because some proposed buildings were within the floodplain and near sensitive land identified in a city study. In response, the developer revised the plan to remove all buildings from the floodplain, eliminating the need to raise the site and reducing environmental impact. This adjustment also increased the preserved sensitive land area. A new product type, condominiums, was introduced, aimed at offering for-sale units starting around \$360,000 to enhance affordability. The Jordan River Commission has since provided a letter of recommendation supporting the updated plan. Overall, the revised project reduces development in sensitive areas while maintaining a balance between environmental protection and housing affordability. He added that the revised plan includes just over six acres of preserved open space adjacent to the Jordan River, in addition to open space within the development itself. He described the experience of presenting to the full Jordan River Commission as valuable, highlighting the collaborative process between the developer and the commission to balance development goals with environmental preservation. He shared a rendering (Attachment B) showing the preserved

area and the location of homes. The updated plan increases the total number of units to 222, up from the previous 187 units presented to the council. He explained that the project team, including Krisel Travis, has revised the plan from 187 to 222 units, increasing the density from just over 10 to 12 units per acre. Despite the increase, the developed footprint has been reduced by preserving more open space. The unit mix remains consistent, with 94 units for rent and the remainder for sale. The additional units are mostly condominiums, which will be offered at a more affordable price point, starting around \$360,000-\$370,000, significantly lower than the previous \$700,000-\$800,000 range. He described the project as a "push-pull" effort balancing environmental concerns with livability, involving a large number of iterations of the plan to refine building placement, parking, and trail connectivity. The proposal includes restoring over six acres of open space along the Jordan River to its natural state, including a memorial garden honoring the original landowner, who was an advocate for the river. The team has worked closely with the city's engineering department to design stormwater swales that enhance wetlands rather than harm them. The project commits to providing a trail connection to the Jordan River Trail and is offering \$350,000 in funding, in addition to the trail construction cost, totaling over half a million dollars to support the regional trail system. He also addressed concerns about funding for a planned pedestrian bridge over the Jordan River, noting active efforts to secure additional funding from state sources as a backup to federal funds.

Council Member McGuire asked about the condominium units, specifically inquiring about their type and size. Mr. Shipp responded that the condominiums will range in size from two-bedroom to four-bedroom units.

Council Member Zander asked for clarification on the \$360,000 to \$370,000 price range, confirming that those would be two-bedroom units and inquiring about the square footage of those condos.

Krisel Travis explained that the condominiums will be approximately 1,000 to 1,200 square feet. Each unit includes a one-car garage and a driveway parking space. The buildings are 14-plexes, with 10 garages per building. For units without garages, there are two assigned covered parking spaces available, as indicated in the parking plan.

Mayor Ramsey asked if buyers will have the option to choose units with a garage or to save by selecting units without a garage. Ms. Travis confirmed that offering units without garages helps keep the affordability of the condominiums lower.

Council Member Johnson asked if the condominiums would include one covered parking space per unit. Ms. Travis responded that there will be a second assigned parking spot for units without a garage, with the first spot located in the driveway. The map (Attachment B) illustrates this arrangement.

Mr. Shipp explained the parking layout, noting that townhomes have garage spaces, while the condominium buildings include built-in garages as well as assigned surface parking spaces, indicated in blue and green on the map (Attachment B). He added that overall, the project provides 3.45 parking stalls per unit, with parking thoughtfully distributed throughout the

development. He emphasized his preference against projects that cluster all units in one area and isolate parking in a large lot elsewhere, highlighting the importance of well-distributed parking for functional design.

Council Member Zander expressed concern about the placement of parking spaces, particularly the green and blue assigned surface spots, adjacent to the wetlands. She worried that rows of parked cars could detract from the natural beauty and make the area less inviting or navigable for residents, potentially obstructing the scenic views from the condominium units. She questioned whether alternative solutions had been considered to avoid impacting the visual appeal of the wetlands.

Ms. Travis responded by explaining that the garages for the condominiums are located on the backside of the buildings, facing away from the wetlands. The parking stalls adjacent to the wetlands are surface spots oriented towards the back, while the living spaces with views would be on the second story above the parking areas. This design aims to minimize the visual impact of the parking lots, effectively functioning like hidden parking behind the buildings, separated by a 20-foot driveway. She explained that the building is oriented so that the garages face inward toward a courtyard area, which consists of grass and water-wise dry scaping. Residents on the ground level would primarily see this courtyard rather than the parking. The second-story units, situated about 10 feet higher, would have views overlooking the courtyard and wetlands. Therefore, the parking's visual impact would mostly affect only one ground-floor unit on one building, addressing concerns about obstructed views for most residents.

Council Member Zander asked for clarification regarding the alley-loaded private road at the back of the buildings and expressed concern about preserving the pristine view. She noted that only the upper-story units would have unobstructed views of the wetlands, while the ground-floor units might have limited visibility.

Ms. Travis explained that due to the significant grade changes on the site, the units are stepped up accordingly. This design allows upper-floor units, especially those at higher elevations, to have premium views of the wetlands and surrounding areas.

Mayor Ramsey acknowledged Council Member Zander's valid concern about parking impacting views but noted that the significantly increased green space adjacent to the wetlands and river in the revised plan alleviates her concerns, providing a more substantial buffer and preserving the natural setting.

Ms. Travis explained that the project design follows the Jordan River Commission's guidelines, which include bronze, silver, and gold buffer zones from the river. The current parking lot placement meets the silver or gold standards, allowing some encroachment within the designated buffer, reflecting the Commission's principles to balance development with river protection.

Council Member Shelton inquired about the funding status for the proposed bridge across the Jordan River, seeking clarification on whether there is secured or anticipated funding to support its construction.

Ms. Travis confirmed that in December 2023, the city's engineering staff applied for a Congestion Mitigation and Air Quality (CMAQ) grant, which was awarded in early 2024 for \$1.5 million, with a 10% city match required. This funding was secured prior to the project team's involvement and became known to them around September 2024. Since then, the team has been actively working to coordinate the project and ensure the grant funds are properly utilized. The grant is guaranteed, providing a solid financial foundation for the bridge project.

Mayor Ramsey clarified that the grant funding for the bridge project is administered through the Wasatch Front Regional Council (WFRC), which oversees the awarding of grants such as the CMAQ program used to support this initiative.

Ms. Travis explained that she had spoken with WFRC, who confirmed that there has not been any indication that federal funds for transportation, trails, or pedestrian projects are being withdrawn. She emphasized that based on conversations with city engineering staff, the primary delay in the bridge project is the completion of environmental studies. The \$350,000 contribution from the developer, as outlined in the development agreement, is intended to help accelerate that process. She added that Mr. Shipp is also leveraging his connections to support the project and help secure any additional funding needed.

Mr. Shipp added that it's important to understand the funding breakdown. Of the \$1.5 million awarded through the grant, the city is required to provide a 10% match, \$150,000. His team is contributing an additional \$200,000 on top of that to help expedite the required environmental studies. The goal is to move quickly and ensure the bridge project is completed before any potential changes to grant availability or policy could jeopardize the funding.

Mayor Ramsey inquired when the CMAQ grant funds would become available.

City Engineer Brad Klavano clarified that the CMAQ funds for the pedestrian bridge project are currently programmed for 2028. However, after discussions with WFRC staff, it appears feasible to move the project up in the schedule once the environmental work is completed. The environmental study, which is the City's responsibility, is estimated to cost between \$80,000 to \$100,000 due to the location near the river and associated complexities. Once that work is finished, the project can enter the programming phase for earlier implementation. He noted that the city's local match for the CMAQ portion is approximately \$135,000. The CMAQ program will contribute \$1.45 million. He emphasized that although CMAQ is commonly referred to as a grant, it is technically a funding program. For reference, he mentioned that West Jordan constructed a similar pedestrian bridge over the Jordan River around 7800 South approximately two years ago, during the tail end of the high-inflation period, at a cost of roughly \$1.2 million. The river's width at that location is comparable to the site proposed in South Jordan, suggesting the cost estimate is reasonable. Additionally, the original program request included \$135,000 for right-of-way acquisition and \$93,000 for trail construction up the hill, both of which will not be needed. These unused allocations can be redirected to help cover other aspects of the project.

Mr. Shipp added that, in addition to the \$350,000 contribution discussed earlier, the applicant is also providing project-related improvements and dedicating right-of-way to help offset other

anticipated costs associated with the Jordan River pedestrian bridge project. These additional contributions are intended to support a project the City had already been pursuing and further reduce the City's financial and logistical burden.

City Engineer Klavano stated that the connection between the Jordan River and the FrontRunner station had already been identified in the City's Transportation Master Plan and Trails Master Plan prior to the applicant's proposal. The development plans presented by the applicant have since aligned with and supported those long-standing goals, allowing the two efforts to complement each other.

Council Member Zander asked for clarification regarding the \$350,000 donation from the applicant toward the pedestrian bridge project. She inquired whether that amount was being used in conjunction with the federally awarded program that requires a city match, or if the \$350,000 constituted the city's contribution.

City Engineer Klavano responded that the \$350,000 contribution from the applicant should be sufficient to cover the City's required funding match and the associated environmental costs, with the potential to cover additional project-related expenses as well.

Mr. Shipp added that in addition to the \$350,000 grant contribution, the applicant is donating approximately \$130,000 in right-of-way and investing another \$100,000 in improvements to that right-of-way for the trail. Combined, these contributions total nearly \$600,000 toward a project with an estimated cost of \$1.2 million in West Jordan.

Council Member Johnson asked whether the current funding is sufficient to complete the project. City Engineer Klavano said he believes that the available funding will likely cover the project costs. He noted some cost increases due to inflation but believes the combination of city contributions and secured funds should be sufficient. However, he acknowledged that future inflation could still impact the budget.

Ms. Travis continued to review prepared presentation (Attachment B) addressing concerns raised by the Planning Commission regarding livability and amenity space. In response, the project team added two new amenity areas designed for activities rather than just grassy spaces. These areas, located on flatter terrain, aim to enhance the quality of life for residents despite site challenges. She added that while the amenity spaces will be generally flat, they are designed to accommodate both active play and casual use, such as laying out blankets or running around. Since the homes are rear-loaded, these areas are intended to serve as neighborhood gathering spaces.

Council Member McGuire agreed that placing some amenities in those lower areas would encourage neighborhood socializing, especially since residents may be reluctant to walk uphill to other spaces. He suggested including simple features like cornhole games in the lower areas and ladder toss or similar activities in the upper spaces to distribute amenities effectively. Ms. Travis noted that while the green space appears expansive on the map, the actual distance between the amenity areas is closer to about 50 feet, making it less open than it might seem visually.

Council Member McGuire acknowledged that many residents will likely want to connect with the Jordan River for recreation. He also noted that, given the price range and number of bedrooms, the development may attract younger families.

Ms. Travis explained that there is a 40-foot spacing between buildings in the concept plan, allowing for substantial porch areas. Each unit is designed to include a small patio space as well.

Council Member Johnson asked if the units would have large porches given the layout. Ms. Travis confirmed that each unit will indeed have porches and small patio spaces.

Ms. Travis continued to review prepared presentation (Attachment B). She explained that, honoring the botanist's legacy, they plan to reintroduce localized plant life along the trail. Informational cards will be placed throughout the trail to educate visitors about the native flora and fauna. The adjacent government-owned land will remain open space, allowing for uninterrupted natural views and enhancing the educational and recreational experience along the trail.

Council Member McGuire asked if the open space and garden areas would be maintained by the Homeowners Association (HOA), seeking clarification on who would be responsible for their upkeep. Ms. Travis confirmed the HOA will maintain the development.

Council Member Zander added that the development will need designated dog waste stations with bags to accommodate residents with pets. Ms. Travis confirmed that dog waste stations and pick-up spots are already programmed into the development plans and will be incorporated accordingly.

Mr. Shipp emphasized the need for a balanced approach, noting that this open space will likely see more public use due to its connection to the trail. Consequently, there will be a greater need for diligence in managing dog waste, as it will impact not only residents but also trail users.

Ms. Travis continued to review prepared presentation (Attachment B). She addressed concerns raised during the planning commission public hearings about the views from residents on the opposite side of the river. She explained that detailed renderings were created to show what those views would look like. The distance between the development and those residents is over 600 feet, which, while it may not sound large, represents a significant separation in this context. She explained that, in response to feedback from the Planning Commission and nearby property owners, changes were made to the fencing design. Initially, the Jordan River Commission had suggested using an open-rail fence along the northern property line to maintain connectivity and openness adjacent to the neighboring equestrian property. However, the adjacent property owner expressed concern that such fencing would not sufficiently contain their horses. As a result, the applicant reverted to the original fencing proposal to ensure the safety and containment of the neighboring animals, aligning with the initial application.

Mr. Shipp added that along the northern boundary, the fencing has been adjusted back to the original design to accommodate the adjacent property owner's concerns regarding horse containment. However, along the southern boundary, adjacent to government-owned open space,

the split-rail fencing will remain, as requested by the Jordan River Commission. This design choice supports openness and visual continuity with the natural environment. He also referenced a map (Attachment B) showing the planned trail system, which includes both private and public trails integrated throughout the development.

Council Member McGuire inquired whether the entire east side of the development would include a precast wall. Ms. Travis confirmed that it would, noting that the precast wall would run the full length of the eastern boundary. She added that a number of trees along the eastern boundary would be removed but would be replaced within the community. She also confirmed that a concrete-style precast fence would be installed along that side of the development.

Ms. Travis explained that the team developed a connectivity graphic to illustrate how residents and visitors will access different areas within the development. She highlighted that the public amenity trail, which previously ended mid-project, will now continue through the entire site and extend to the property line. This extension is part of the project's contribution. She noted that the final connection to the TRAX station will utilize an existing four-foot sidewalk, as the right-of-way ends at that point.

Council Member Zander asked for the width of the proposed trail. Ms. Travis responded that the trail will be 10 feet wide throughout their property.

Mr. Shipp explained that regarding the townhome design, the development will feature rear-loaded units, meaning the garages are located at the back of the buildings. The rendering he shared (Attachment B) illustrated the front of the units with front doors facing landscaped areas, creating a more pedestrian-friendly and community-oriented environment.

Ms. Travis added that the units shown in the middle are two-story buildings with dropped garages, effectively making them three-story homes where residents enter on the second level. These are front-loaded units with garages at the front, and the design reflects varying building heights throughout the development. She noted that the team is requesting an exception in the Master Development Agreement (MDA) to increase the height limit from 35 feet to 40 feet in order to allow for nine-foot ceiling heights, which would improve the overall livability of the units.

Council Member Johnson asked if the height adjustment was the only change being requested.

Ms. Travis confirmed that the only request is for the height adjustment. She added that they included additional clarifications regarding the definition of height measurement, whether it is measured from one point to another, to ensure clarity in the MDA for the townhomes. She noted that the condominium product would be addressed separately beyond this.

Mr. Shipp shared various renderings (Attachment B) showcasing different color schemes for the development, clarifying that these images are conceptual and do not represent the final building appearance.

Ms. Travis noted they have taken the project to the City's Development Review Committee (DRC) and received approval earlier, and the current request is to allow the condominium buildings to



exceed the residential zone height limit. The condominiums are four stories tall, reaching approximately 51 to 52 feet, which is above the allowed height, and they are seeking approval for this height exception.

Mr. Shipp confirmed that the originally agreed-upon number of 94 rental units remains unchanged, and the increase to 222 total units consists entirely of for-sale units, including the new condominium product. This results in 128 for-sale units and 94 rental units as originally planned.

Mayor Ramsey clarified that the originally agreed-upon number of 94 rental units, representing 50% of the development, will be maintained. The increase in total units will be entirely for-sale units, including the new condominium product, resulting in 128 for-sale units and 94 rental units as planned. Ms. Travis confirmed that the ratio adjusts slightly to approximately 48% rental units and 52% for-sale units.

Council Member Johnson stated that the applicant has three requests; additional units and two height exceptions. Mr. Shipp responded that one of the concerns raised in 2024 regarding access has been resolved. The applicant has closed on and purchased additional property on the private drive to the north to allow for widening. The necessary calculations have been completed, and the work is close to starting, effectively addressing that access issue.

Ms. Travis explained that the primary access to the development will be through Ultradent, with a secondary full-movement access point as well. She addressed concerns raised by a neighboring property owner at the Planning Commission, noting that they recently appeared before the commission on April 10 for a plat amendment to address these issues. The plan ensures a 20-foot clear area that will not impede the neighbor's access, maintaining the same conditions granted in the neighbor's original plat.

Mr. Shipp expressed appreciation for the collaborative process, highlighting the valuable input and diverse perspectives that shaped the project, from site topography and access to the Jordan River to creating an affordable, market-supported product. He expressed confidence in the current plan, stating that the company stands behind it as a model development. He noted that they presented it to the Jordan River Commission as an example of how developers and environmentalists can successfully collaborate.

Ms. Travis noted that they are engaging with programs to assist with weed mitigation, specifically targeting Phragmites, and the replanting of trees. They plan to take full advantage of these resources to support environmental restoration efforts.

Mr. Shipp added that the collaboration has been very positive, with reciprocal support emerging over time. He emphasized that it has been a great partnership overall.

Ms. Travis added that the city staff has been very helpful throughout the process, making compromises on grading, roadways, and other technical details that enabled the project to progress to its current stage. She also noted that since the council last saw the project in June

2024, while there is still a significant amount of fill involved, the site has been shifted and lowered overall, improving the design and impact.

Mr. Shipp explained that the original plan to raise the site out of the floodplain would have required a 20-foot retaining wall behind the units near the parking area. However, since the plan was revised to avoid building in the floodplain, that retaining wall is no longer needed. As a result, the entire site has been lowered, eliminating the need for such extensive retaining structures.

Mayor Ramsey expressed appreciation for the evolution of the project, noting that the current proposal aligns much more closely with the council's initial vision and requests. She praised the inclusion of the for-sale condominium product and the maintained balance between rental and for-sale units, highlighting the variety of housing types now available. She acknowledged the considerable effort that has gone into refining the project to make it stronger and more suitable for the area.

Ms. Travis clarified that there will be a single HOA governing the entire development, with deed restrictions ensuring the condominiums remain owner-occupied. She emphasized that owners will not be allowed to purchase units at a lower price, live in them briefly, and then convert them to rentals, these units must remain for sale and owner-occupied throughout.

Council Member Johnson confirmed that all units will be subject to these ownership restrictions. Ms. Travis explained that out of the 128 for-sale units, 84 are condominiums. The remaining for-sale units will be townhomes, which are expected to be somewhat more expensive but will also carry the same ownership restriction requiring them to remain owner-occupied and not rented out.

Council Member Zander inquired whether all product types would include both for-sale and for-rent units, or if certain products would be designated exclusively as either for sale or for rent. Mr. Shipp responded that all the condominiums will be sold rather than rented. He explained that mixing rental and for-sale units within the same condominium building is challenging, so each building will be exclusively one or the other. In this case, the condos will be entirely for sale.

Ms. Travis added that, due to how condominium plats and airspace restrictions work, it is much simpler to keep all units within a building as one ownership type. This allows them to be managed as a single entity within the HOA, simplifying governance and compliance.

Council Member Zander asked for clarification regarding the 84 condominium units compared to the total 128 for-sale units, inquiring whether the remaining for-sale units will be scattered among other product types or if there is only one additional product type planned. Ms. Travis confirmed the rest will be scattered.

Council Member Johnson expressed concern that the primary issue with the project is the cost and funding of the bridge. She noted uncertainty about how to ensure confidence that the bridge will be completed and emphasized the risk of the project moving forward while the city may face unforeseen additional financial burdens related to the bridge.

Mr. Shipp explained that the bridge project is independent of their development. The bridge existed before the project, so if the development does not proceed, the city would still need to fund and manage the bridge construction. Without the project, costs could increase due to the need to acquire easements and make trail improvements without the developer's contributions. He emphasized that the project actually helps alleviate some of the financial and logistical burdens related to the bridge.

Council Member Johnson expressed uncertainty about the timeline for constructing the bridge, indicating that there was no clear plan or immediate schedule for its completion. Ms. Travis noted that the funding for the bridge is expected to become available around 2028, so there is some time to plan and complete the project. However, she also acknowledged concerns about inflation and other unpredictable factors that could affect costs by then.

Mayor Ramsey added that the funding won't be available until 2028 unless they can accelerate the timeline by completing the environmental study and potentially move up the CMAQ grant schedule. Mr. Shipp stated that they are willing to release funds immediately to accelerate the bridge project. He emphasized that everyone wants the bridge completed and that they have begun working with the city to secure backup or additional financing in case the grant does not fully cover the costs. While he cannot guarantee full funding at this moment, he noted ongoing or upcoming conversations with elected officials to explore financial solutions. He added that they are committed to actively lobbying in support of the effort to secure funding for the bridge project.

Council Member Shelton expressed gratitude and appreciation for the developers' efforts, noting that they did not walk away from the project despite challenges. He acknowledged that nearly all council requests have been incorporated into the current plan. He also mentioned his regular communication with the director of the Jordan River Commission, who is eager to see the project move forward. He concluded by expressing his personal support for the project at this time.

Council Member Harris commented that one noticeable difference from the original presentation is the reduction of open space in certain areas. Specifically, the space initially intended for amenities such as pickleball courts now appears to be occupied by buildings. Ms. Travis explained that the developable space decreased from about 14 acres last year to approximately 12.5 acres now, due to the balancing adjustments made throughout the project. This reduction is part of the "push-pull" process Mr. Shipp referred to in managing the site's layout and environmental considerations.

Council Member Harris expressed concern regarding the increase in density and the corresponding reduction of green space within the residential units. He recalled prior discussions about including pickleball courts in the project and questioned how usable the green space adjacent to the Jordan River would be for residents. He requested further clarification on the functionality and accessibility of the riverfront green space beyond the trail system.

Mr. Shipp explained that the project aims to balance restoration with usability. The Jordan River Commission has strongly encouraged restoring the riverbank area to its natural, pristine state

rather than converting it into irrigated lawns or recreational fields like soccer fields or frisbee areas. They have requested the use of native grasses, flowering plants, and natural vegetation to preserve the environmental integrity of the space.

Ms. Travis added that part of the approach involves avoiding development within the floodplain, referencing the floodplain boundary map (Attachment B) to illustrate this point.

Council Member Harris expressed understanding of the Jordan River Commission's strong focus on preservation but voiced concern for the residents living in the development. He emphasized the need for more usable open green space for those residents, suggesting a better balance between environmental preservation and livability. While acknowledging the six acres of preserved land adjacent to the river, he stressed that some additional usable green space within the development would be necessary for him to fully support the project, even if it contrasts with the Commission's preferences. Mr. Shipp responded to Council Member Harris's concerns by acknowledging the challenge of balancing livability with environmental preservation. He emphasized that the project aims to strike the right balance between protecting the river space and providing residents with accessible, usable areas for recreation and play.

Ms. Travis responded that the six acres of natural open space adjacent to the Jordan River could be reduced to around five acres to allow for more developed, usable green space for residents, indicating flexibility to adjust the balance between preservation and livability.

Council Member Harris emphasized that his main concern is ensuring the residents have enough usable green space, focusing on their quality of life within the development.

Council Member Zander shared her perspective as a Daybreak resident, noting that while natural grasses are promoted as water-wise and environmentally friendly, they often result in unusable spaces where people cannot comfortably sit or play. She agreed with Council Member Harris's concerns about balancing natural preservation with functional green spaces for residents. Referencing the project renderings (Attachment B), she pointed out a disconnect between the illustrated grassy areas and how those spaces would realistically be experienced by residents.

Mr. Shipp acknowledged the distinction between the two types of green spaces within the project, explaining that the six-plus acres of natural area are intended to remain mostly untouched with native vegetation, while the developed green spaces within the community are landscaped and more usable for residents. He emphasized the balance between preserving natural habitat and providing functional, landscaped areas.

Council Member Zander inquired whether some walkable, usable green spaces could be incorporated within the six acres of natural area to better serve residents' recreational needs while maintaining environmental considerations.

Council Member Harris expressed interest in having open grass areas beyond the trail, simple, usable green spaces where residents could gather and engage in recreational activities.

Mr. Shipp asked what an appropriate balance might look like between preserving the natural landscape and providing usable open space for residents, seeking input on how best to achieve that equilibrium.

Council Member Zander suggested enhancing the gathering area by increasing the amount of usable green grass, rather than relying primarily on natural grasses, to better support community use and livability for future residents.

Council Member Harris offered to continue the conversation offline, noting that since the project is within his district, he would be happy to discuss the open space concerns further. He acknowledged the need to move on to the next agenda item due to time restraints but expressed interest in helping refine the balance of usable open space within the project.

F.2. Parks Master Plan & Impact Fee update. *(By Associate Director of Public Works, Colby Hill)*

Associate Director of Public Works Colby Hill introduced Lisa Benson with Landmark Design and Fred Philpot with Lewis Robertson Burningham Public Finance Advisors (LRB).

Lisa Benson reviewed prepared presentation (Attachment C). She outlined the planning process, public engagement efforts, and key findings. The plan is organized into seven chapters, including parks and open space, recreation, trails, operations, and implementation strategies. Fred Philpot's group also contributed a financial sustainability and impact fee analysis to support future implementation. She noted that the planning process included a strong collaboration with a city staff steering committee and extensive public engagement. This included a project website with an interactive public input map, a statistically valid survey conducted by Y2 Analytics, and focus interviews. Key survey takeaways showed that city residents use parks and amenities at higher-than-average rates compared to other communities. Residents expressed general satisfaction with the number of parks but showed less satisfaction with trail access and recreation opportunities. Regarding amenities, residents prioritized basic park improvements such as shade structures, trees, landscaping, more restrooms, improved maintenance, and pet waste disposal stations. The Farmers Market emerged as a top-rated community event, with additional interest in live music and concerts. Special-use facility requests included more pickleball courts, an outdoor amphitheater, a dog park, and an all-abilities park. Survey respondents also favored allocating funding toward upgrading existing parks and playgrounds, expanding walking and biking trails, preserving open space, and installing water-wise landscaping. These priorities were supported both in ranking and in hypothetical dollar allocation exercises. The online interactive map also provided location-based feedback. Residents expressed appreciation for existing amenities and emphasized desires for trail connectivity, especially between the Jordan River and other destinations. Concerns were raised about trail safety, road crossing design, and preserving natural areas such as land along the Welby Jacobs Canal. An outreach effort at the Farmers Market yielded similar feedback, with residents identifying playgrounds, open space, a recreation center, and splash pads as top priorities. To match public input with system planning, the team conducted a full inventory of city-owned parks and amenities, excluding privately owned or special-use spaces such as those managed by USU or Salt Lake County. The city's current level

of service (LOS) is 3.7 acres of parkland per 1,000 residents, which compares favorably to peer cities. While not included in official LOS calculations, private parks in the Daybreak area contribute significantly, Daybreak alone provides 4.2 acres per 1,000 residents. Combined, the city and Daybreak would average 4.4 acres per 1,000 if counted together. The analysis also identified service gaps, particularly in fully developed residential areas that fall outside of standard park service radius. These findings were presented visually through maps indicating both drive-time and walk-time accessibility. Walkability metrics showed even more noticeable gaps in park access. The team emphasized the importance of considering not just the number of park acres but their distribution and accessibility. Future planning will need to account for infill strategies and redevelopment opportunities to improve service in gap areas. She added that the LOS comparison list shown is not directly pulled from official city plans. Instead, she standardized the data by including only comparable, developed park types, excluding large open spaces such as canyon lands or vast undeveloped tracts. For example, while St. George and Provo report much higher official LOS figures, St. George is over 10 acres per 1,000 residents, those numbers often include significant natural open space. When comparing only similar, built park types, the surrounding cities align more closely with South Jordan's LOS, providing a more accurate peer comparison. She explained that when projecting future park LOS, the city considered balancing multiple priorities and modeled a slight reduction in LOS from 3.7 to 3.1 acres per 1,000 residents. This adjustment means that by 2035, the city will need over 350 total park acres. After accounting for existing park acreage, an additional 27.3 acres will be required to maintain this LOS by 2035. Looking further ahead to 2050, the total park acreage needed rises to approximately 472.8 acres. Subtracting existing and 2035-required acres, the city will need about 119.1 additional acres by 2050. Fortunately, several planned parks will help meet this demand, including 87.7 acres at Bingham Creek Regional Park and new community and neighborhood parks in the Kennecott area, plus 12.7 acres at Oquirrh East Park. In total, planned park acreage amounts to 150.4 acres. When factoring in existing and planned parks, the city is projected to have a surplus of park acreage by 2050 relative to the adjusted LOS target. She explained the LOS discussed is aspirational and used for planning purposes, separate from IFP and IFFA calculations. She presented a map (Attachment C) showing walkable service areas for upcoming parks on the west side of the city, including a large community park in the south and two neighborhood parks in the north. The plan also assesses amenities based on population ratios, such as residents per playground, to establish appropriate service levels. The current analysis identifies the most significant needs as pickleball courts, tennis courts, multipurpose fields, basketball courts, playgrounds, dog parks, off-leash areas, splash pads, and skate parks.

Mayor Ramsey noted that the upcoming pickleball courts in the city will be privately owned and require membership fees. She asked whether these private facilities might partially address the public demand for pickleball courts.

Council Member McGuire noted that the steering committee aimed to ensure the pickleball court count includes future demand at Bingham Creek Regional Park (BCRP) as additional phases are developed. He emphasized the need for pickleball courts both at BCRP and in the far west annexation area as those regions are planned.

Mayor Ramsey acknowledged the real need for pickleball courts, highlighting that in the past seven and a half years, the city has increased the number of courts from zero to 18, expressing pride in that accomplishment. She also emphasized the importance of recognizing the various sources addressing this demand.

Council Member Zander emphasized the need to increase pickleball court availability, questioning the number planned for BCRP and noting that the currently proposed six courts are insufficient to meet demand. Associate Director Hill responded that the plans for BCRP include approximately 16 pickleball courts, which would better address community demand. Council Member Zander emphasized that if the park doesn't reach 16 pickleball courts, it won't be able to host tournaments, and residents will have to travel to St. George for such events.

Ms. Benson continued to review prepared presentation (Attachment C). She explained that the plan sets minimum amenity standards for each park type as a baseline for new park designs. She noted that not all parks can or should meet every standard due to specific uses, such as Glenmore baseball field's limited scope. Currently, the city has 257 acres of open space, including 185 acres along the Jordan River corridor, with additional open space expected along Bingham Creek and the Trans-Jordan Landfill, as well as contributions from private developments in the west side. In the recreation and community chapter, popular activities include walking, hiking, running, swimming, and pickleball. Residents expressed a desire for improvements in walking facilities, swimming amenities, and pickleball courts.

Council Member McGuire inquired about the timing of the survey, specifically whether it was conducted before the county announced plans to add lap lanes. He noted surprise that swimming ranked so high in the survey results and wondered if the announcement affected responses. Associate Director Hill responded that the survey was conducted in 2023, around the same time as the county's discussions about adding lap lanes.

Ms. Benson continued to review prepared presentation (Attachment C). She highlighted that when asked which special use facilities the city should consider funding, residents prioritized pickleball courts, outdoor amphitheaters, and dog parks. Additionally, there was notable interest in all-abilities parks and ADA-accessible playgrounds, reflecting a growing trend in many communities toward inclusive recreational spaces.

Council Member McGuire asked whether, as the city updates aging park equipment, if there is an opportunity to incorporate all-abilities features into existing playgrounds rather than creating separate, dedicated all-abilities parks. Associate Director Hill confirmed that the city is indeed incorporating all-abilities features into existing playground renovations, citing the East Riverfront Park update as an example where they replaced equipment with accessible designs in partnership with the county. Mayor Ramsey noted that park was the first all-abilities park installation in Salt Lake County.

Council Member Harris noted that the amphitheater near the stadium, although privately owned, is open to the public and helping serve the community's needs.

Council Member McGuire added that if the city pursues an amphitheater, it would be important to clarify residents' expectations, whether they want a fully programmed that hosts concerts and plays, or simply an outdoor music space.

Ms. Benson shared that the survey, highlighted community interest in live music, kids' games and activities, arts programs, and outdoor movies. The plan acknowledges the city's existing recreational facilities as well as the important role of private facilities in meeting community needs. Key recommendations include continuing partnerships with the county and school district, developing a wider variety of non-traditional programs, and evaluating opportunities to expand offerings like pickleball as facilities become available.

Mayor Ramsey noted that 52% of residents expressed interest in more outdoor concerts and music events. She suggested that much of this enthusiasm likely comes from people who enjoy the events held in Daybreak and would like to see similar accessible opportunities offered citywide.

Council Member McGuire raised a question about past live music events the city hosted on some weekends, noting that attendance was not very strong when they were held at City Park a few years ago. Associate Director Hill clarified that the previous events were actually "Movies in the Moonlight" and "Sights and Sounds of Summer," and noted that it has been quite some time since those programs were held.

Ms. Benson continued to review prepared presentation (Attachment C). She reported that trails were the category with the lowest satisfaction among residents, with 46% indicating there are not enough trails. Trail use is high, primarily for hiking and walking, followed by recreational biking. Survey feedback also highlighted a desire for more restrooms, better maintenance and cleanliness, additional trees and landscaping, and more pet waste disposal stations along trails.

Mayor Ramsey highlighted the importance of completing the final portion of the Bingham Creek Regional Trail to the west. Once finished, this trail will span the entire valley from east to west, connecting existing and planned trails and providing access to areas such as the canyon and Herriman. The city has actively engaged federal representatives, including Senator Curtis and Congressman Owens, who have prioritized funding for this final section in their federal funding requests. She expressed optimism that securing this funding will enable the completion of a significant regional asset. She added that the unfinished section of the trail is located just west of Mountain View Corridor, slightly north of South Jordan Parkway. During a recent visit, they observed the existing dirt trail in that area. While some funding has been secured for part of the section, the city is still seeking funds to complete the final portion of the trail.

Ms. Benson explained that there is a chapter in the plan that provides an analysis of the Parks and Recreation Department, which can be reviewed in greater detail (Attachment C). The implementation chapter outlines the estimated costs associated with achieving the plan's recommendations through 2050. To bring parks up to standards and maintain the targeted LOS, the cost is projected at \$34 million in today's dollars. When including the costs to meet broader recreation needs and to develop a comprehensive signage and wayfinding system for parks and



trails, the total estimate rises to over \$66 million. She acknowledged that this is a significant investment, but noted that the plan includes prioritization of all proposed projects. Fred Philpot's team also conducted a detailed analysis of potential revenues and overall costs to support implementation.

Fred Philpot reviewed prepared presentation (Attachment D). He presented the financial analysis for the Parks and Recreation Master Plan, outlining both funding needs and impact fee considerations. He began by explaining that Parks and Recreation is funded through the general fund, meaning there is no dedicated revenue source for its capital or operational costs. While user fees help support some services, the majority of the funding burden falls on the general fund. He emphasized that the master plan does not commit the City to any specific funding strategy, but rather identifies probable costs and projected revenues to help guide future decisions. Based on current projections, the City expects to collect approximately \$3 million annually in parks-related impact fees, totaling about \$30 million over the next ten years. However, the total capital investment needed to meet the plan's goals through 2050 is estimated at over \$66 million in today's dollars, not including inflation. This creates a funding gap that impact fees alone cannot cover. When accounting for inflation and spreading the investment across a ten-year period, the City would need to invest approximately \$4 million annually in capital improvements. Additionally, operational costs, including staffing, are expected to increase by approximately \$700,000 over the first five years. He noted that inflation remains a key risk, as rising costs could further widen the funding gap. A capital shortfall of roughly \$1 million annually is anticipated, with that number increasing over time if inflation outpaces impact fee revenues. In addition to the funding analysis, he outlined the updates to the City's Impact Fee Facilities Plan (IFFP) and Impact Fee Analysis (IFA). These updates reflect a "level of investment" approach, which includes both developed and undeveloped land that the City owns and has invested in through taxes or fees. Unlike the master plan, which measures developed LOS, the IFA uses this broader level of investment to determine appropriate fee levels. One notable change in this update is the removal of the recreation center buy-in, as that facility has since been transferred to the County. Using this approach, the proposed impact fee per capita is \$2,073. When applied to current household sizes, this results in an updated single-family residential impact fee of \$6,552, up 21% from the previous fee of \$5,420. Multi-family fees are expected to increase even more due to revised household size estimates. These increases are consistent with trends across other cities and reflect higher land values and the City's relatively high LOS. He concluded by noting that the updated IFFP and IFA are in draft form and will be presented for public hearing. He welcomed council feedback in advance of the hearing and emphasized the importance of planning for both the capital and operational implications of continued growth.

Associate Director Hill concluded the presentation by outlining the next steps in the adoption process for the Parks and Recreation Master Plan and associated impact fees. He stated that the intent is to present the master plan to the Planning Commission in the coming weeks to obtain their recommendation. Following that, the plan is scheduled to come before the City Council in July for formal adoption, along with the proposed impact fee adjustments.

Mayor Ramsey thanked the presenters and acknowledged the effort that went into preparing the Parks and Recreation Master Plan, noting that it's difficult to condense two years of work into a 40-minute presentation. She encouraged Council Members to review the materials and reach out individually with any questions or comments as the plan moves toward adoption.

**D. Discussion/Review of Regular Council Meeting:**

**Presentation Item:**

- JVCWD report on the proposed tax rate increase.

**Action Items:**

- Resolution R2025-26
- Resolution R2025-28
- Resolution R2025-29
- Resolution R2025-32
- Resolution R2025-33

**Public Hearing Items:**

- Resolution R2025-22
- Ordinance 2025-02
- Ordinance 2025-09
- Zoning Ordinance 2025-04

Council Member McGuire motioned to adjourn the June 17, 2025 City Council Study Meeting. Council Member Zander seconded the motion. Vote was 5-0, unanimous in favor.

**ADJOURNMENT**

The June 17, 2025 City Council Meeting adjourned at 6:24 p.m.