



AMERICAN FORK CITY COUNCIL
AUGUST 26, 2025
CITY COUNCIL MINUTES

Members Present:

Bradley J. Frost	Mayor
Staci Carroll	Council Member
Ryan Hunter	Council Member
Tim Holley	Council Member
Ernie John	Council Member
Clark Taylor	Council Member

Staff Present:

David Bunker	City Administrator
Terilyn Lurker	City Recorder
Derric Rykert	Community Services Director
Patrick O'Brien	Development Services Director
Anna Montoya	Finance Officer
Aaron Brems	Fire Chief
George Schade	IT Director
Heather Schriever	Legal Counsel
Cameron Paul	Police Chief
Sam Kelly	PW Director

Also present: Deb Anderson, George Brown, Seth Stewart, Brittany Snow, Jane Anne Woodhead, Whitney Wilkins, Shelby Clegg, William John, Run-Zhi Lai, Serenna Ihrig, and five additional attendees.

The American Fork City Council met in a regular session on Tuesday, August 26, 2025, in the American Fork City Hall, 31 North Church Street, commencing at 7:00 p.m.

1. Pledge of Allegiance; Invocation by Council Member Hunter; roll call.
Mayor Frost welcomed everyone to the meeting. Those present recited the Pledge of Allegiance and the invocation was given by Council Member Hunter. Roll call was taken.
2. Twenty-minute public comment period - limited to two minutes per person.
Brittany Snow. Ms. Snow, the chair of the Historic Preservation Commission, wanted to share a letter from the commission regarding the Chipman Mansion and Fitzen Gardens urging the city to take prompt action on saving the remaining structures and property at 280 South Center Street. It was built in the 1850's and restored by the Fitzen family, serving for decades as a gathering place in the community for weddings and other celebrations. The tragic fire on June 7, 2025, devastated the primary residence, but the log cabin, arches, bungalow and gardens remain. The commission felt it was a great opportunity to incorporate the property into the adjacent park to preserve the features and create a unique campus. They understand the complexities, but they respectfully asked

the city to explore options to obtain ownership of the property. The Historic Preservation Commission offered their support.

Greg Hazard. Mr. Hazard was there to address the mayor and council regarding ADA compliance. He is a father of two disabled children and has an investment in this community as a property owner. He loves American Fork. He has a concern about two handicap stalls on city property. He pointed out the requirements for handicap stalls and that the handicap stall is not correct, suggesting two stalls be placed closer to the building. Mr. Hazard commented the city was home to Dan Peterson school, ATECH, Developmental Center, and the city was a beacon in Utah County for special needs. He felt they could be compliant, and he pointed out where two potential ADA stalls would be best. Mr. Hazard then stated he counted 53 painted stalls at the police department, and for that many stalls they need 3 to 4 handicap stalls. We want to give back to the community and asked the city to take these comments into consideration.

Seth Stewart. Mr. Stewart stated he wrote to the mayor and council to urge them to shutter an indecent business at 63 East Main Street, the HW Romance Boutique. He felt it poses a public nuisance and is inconsistent with the moral standards of the residence. Mr. Stewart read from the articles of incorporation, which gives the city council the power to tax, restrain, prohibit, and suppress tippling houses, dram shops, gaming houses, bawdy and other disorderly houses. He did not know if any action has been taken to date, but he is asking the council to follow up with this call for action. He asked them if they could answer yes or no, and a possible timeline.

Mayor Frost stated this was a public comment period, and they do not make any decisions not on the agenda. They also do not have a back-and-forth dialogue. He stated he has responded to Mr. Stewart's email, but if he wanted to meet again, they could do that.

Mr. Stewart indicated he only wanted a yes or no response but clarified the best venue would be to reach out to the council members individually.

3. City Administrator's Report
Mr. Bunker had nothing to report.

4. Council Reports
Council Member Hunter commented he was grateful for those willing to make public comment. He thanked Mr. Hazard for bringing the ADA issue to their attention. He stated there were many individuals throughout the community that made an impact on the community. He thanked Mr. Stewart for his comment and stated when there is a need to protect the community, they will do what they need to do.

Council Member Holley also appreciated Mr. Hazard's comments. Yesterday, the Historic Preservation Commission met, where they talked about ideas for preserving the historic nature of the city. He appreciated all they have done.

Council Member John also agreed with Council Member Hunter's comments. He noted they are building a new structure at the mouth of American Fork Canyon, and they found

railroad track as they were tearing the old structure down. They will be providing a plaque with a portion of the track to all five cities.

Council Member Carroll reported the Library Board met last week where they talked about how summer reading went. She noted the library had a very successful summer and was able to serve many children in the community.

Council Member Taylor expressed his appreciation for the people who serve the community. They make all the difference in the world. When they live in a community, they tend to take things for granted. He lives by Dan Peterson school, and he has a niece that is involved. The people willing to be involved with those with disabilities are some of the greatest people.

5. Mayor's Report

Mayor Frost stated they had the opportunity to sit down at Fox Hollow Golf Course, where they talked about how busy the course was. He thanked staff and the board for all their work.

Mayor Frost thanked everyone for their comments and noted he will communicate back to them.

Mayor Frost stated he recently talked with Duff Shelley, who has a great memory of the history of American Fork. The Historic Preservation Commission may want to leverage Mr. Shelley's knowledge.

Council Member John also reported he and the mayor had lunch at the library with two employees who have worked at the library for over 28 years.

COMMON CONSENT AGENDA

(*Common Consent* is that class of Council action that requires no further discussion or which is routine in nature. All items on the Common Consent Agenda are adopted by a single motion unless removed from the Common Consent Agenda.)

1. Approval of the August 5, 2025, work session minutes.
2. Approval of the authorization to release the Improvements Durability Retainer of \$3,481.00 for Bennion Property, located at 870 East 30 North.
3. Ratification of city payments (August 6, 2025, to August 19, 2025) and approval of purchase requests over \$50,000.

Council Member Taylor moved to approve the common consent agenda. Council Member Holley seconded the motion. Voting was as follows:

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Clark Taylor, Council Member
SECONDER:	Tim Holley, Council Member
YES:	Carroll, Hunter, Holley, John, Taylor

ACTION ITEMS

1. Review and action on approval of the appointment of Claire Oldham to the Planning Commission, with a term ending 2026.

Mayor Frost explained that Bruce Frandsen has submitted his resignation from the planning commission. Ms. Oldham has been the alternate for quite some time, and they are recommending she be appointed to fill Mr. Frandsen's term.

Mr. O'Brien stated Ms. Oldham is a professional planner who recently moved to the city. She was interested in engaging in the planning process. He noted she has been an alternate for over a year and has participated in many meetings, and she was excited to accept the appointment of a full member role.

Council Member Taylor moved to appoint Claire Oldham to the Planning Commission with a term ending 2026. Council Member John seconded the motion. Voting was as follows:

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Clark Taylor, Council Member
SECONDER:	Ernie John, Council Member
YES:	Carroll, Hunter, Holley, John, Taylor

2. Review and action on approval of a reimbursement agreement for Bridge Haven for Bridges at Fox Hollow Plat A (App #2).

Council Member John moved to approve the reimbursement agreement with Bridge Haven for system improvements for an amount no greater than \$12,636.75 for Bridges at Fox Hollow Plat A (App#2). Council Member Hunter seconded the motion. Voting was as follows:

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Ernie John, Council Member
SECONDER:	Ryan Hunter, Council Member
YES:	Carroll, Hunter, Holley, John, Taylor

3. Review and action on a Performance-in-Lieu Agreement with Bridge Haven regarding actual construction in lieu of providing an Improvements Construction Guarantee associated with Bridges at Fox Hollow Plat C.

Council Member Taylor moved to approve the performance-in-lieu agreement with Bridge Haven for Bridges at Fox Hollow and authorize the mayor to execute the documents. Council Member Hunter seconded the motion. Voting was as follows:

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Clark Taylor, Council Member
SECONDER:	Ryan Hunter, Council Member
YES:	Carroll, Hunter, Holley, John, Taylor

4. Consideration of business license revocation pursuant to American Fork City Code Chapter 5.04 of Millet Massage SPA LLC. located at 377 East 60 South.

Police Chief Cameron Paul came forward to give an overview of why they were here tonight. He explained this involves two cases involving Millet Massage. On May 18, 2025, a citizen called in to report a masseuse exposed this individual's genitals and offered sexual services. This person declined and then contacted police, and they opened

an investigation into this business. Throughout the investigation, they continued to monitor this business. On June 26, 2025, Sargent Tholl stopped a vehicle leaving the business, the individual ultimately admitted to them he had received sexual favors that day and on several previous visits. Chief Paul stated that this individual was cooperating with them. On June 30, 2025, another patron was stopped and admitted that on this occasion and prior occasions he had received sexual services in exchange for payment. As a result, a search warrant was procured and served on July 10, 2025. They had homeland security investigation agents with them to help interpret. They interviewed two female workers who denied they provided those services. However, pictures were given to one of the male patrons who confirmed their identity. The employees both indicated they do not know where the boss lives and they often stay overnight in the business. On July 17, 2025, charges of prostitution were made against these two individuals. Chief Paul noted there were items seized as part of the investigation.

Chief Paul continued explaining that after they were charged, on July 31, 2025, an individual reported her husband had been there and had been offered \$200 in exchange for intercourse, which he did not accept. They opened another case, and on August 7, 2025, Sgt. Tholl stopped another vehicle leaving the business where the patron ultimately admitted he received sexual services in exchange for pay. Chief Paul stated this investigation is ongoing.

Chief Paul stated the business license appears to have been issued in December 2024. As part of that, they are required to sign an acknowledgement that says they agree to conduct business strictly in accordance with American Fork City codes governing such business and swearing under penalty of law that the information contained was true and correct and that to falsify information on the application was grounds for denial or revocation of the license and other penalties as allowed by law.

Chief Paul stated the main city code they looked at was Chapter 5.44, which is business licenses for massage therapy practices. He read Section 5.44.050(b) "It is unlawful for a massage technician, massage apprentice, or any employee of a massage establishment to massage or touch or offer to massage or touch the specified anatomical areas, as defined in Section 5.34.040, of customers." He noted the definition for specified anatomical areas is the human male or female pubic area. Chief Paul stated that Section 5.44.050(c) also prohibits any sexual activity, stating it is unlawful for the massage technician, massage apprentice, or any customer or employee of the massage establishment, to engage in any specified sexual activity, which in this case under code is the act of masturbation.

Chief Paul continued that Section 5.44.060 states that any violation of this chapter is punishable by a Class B Misdemeanor and may result in the revocation of the business license. Based on this information, he requested the city council consider revocation of the business license, particularly since charges have been filed and the activity was still occurring inside the business.

Mr. Run-Zhi Lai stated he has been retained by the business to represent them. He passed out documents to the mayor and council.

Mr. Lai stated the council heard from the police chief, but he pointed out they were all alleged charges. He stated the two employees have been charged but have not been found

guilty. The police did conduct a raid on July 10, 2025, and he encouraged the council to review the body cam footage and review the evidence collected. Mr. Lai stated the evidence presented tonight is hearsay. The police chief says that someone made a report that he was offered sexual services at the business. The police did the investigation, and if they listened to the recording, the person made it clear that he was not wearing underwear when he went to the business and that he used a towel he said was a pillowcase. All the towels are regular sized towels. Mr. Lai stated the business has signage in each room that all customers must wear underwear during service and they can't completely undress. That person made a statement that he went to Mexico and received a similar service, so he assumed he could in the state, but he was never offered that. Mr. Lai stated the person said that someone provided the service lifted up the towel and asked yes. He interpreted that as an offer of sexual service.

Mr. Lai pointed out that in the recording, the person that instigated that investigation made a statement that they were Asian, so he should have known. He did not know if they targeted that business, but that was how the investigation started. The Police Chief also reported they started an investigation, they pulled someone over, and they made a statement that they received a sexual service at a business. Those people are not here to make that statement or accusation; he hoped they would show up in court case to make that accusation. He restated this is hearsay, and it can't be upheld in a court of law.

Mr. Lai commented that with that said, he would like them to look at the exhibits he passed out which included pictures of how the business was set up and of the notice on the wall. He stated this was a clean setup. The rooms have the beds and the signage in the rooms saying they can't undress completely and that they have the right to refuse service. Exhibit 2 shows how the owner deals with it. He has them sign an agreement saying they have to follow the law and they can't offer sexual services, which was a way for the business owner to protect themselves.

Mr. Lai continued that also only hire employees with at least two years of experience. They also offering training before they start employment on what they can and cannot do and how to protect themselves, such as leaving the door ajar as a little bit for protection for the patrons as well as the masseuse.

Mr. Lai stated the police still targets this business. In the initial investigation, when the officer called the reporting party, he made a comment in that call that it happened before, and they changed the name. The police officer admitted they were targeting this business without evidence that they are doing something shady. That is not how they run their business, nor has the police found evidence. The raid did not find anything. Mr. Lai stated he did not know how they ID'd those employees, and he did not think the police followed the proper procedure. The person who made the initial report stated he did not think he could identify those employees. He questioned what kind of photo lineup the police used to identify the employees.

Mr. Lai stated there was due process that needed to be followed. The police chief asked the council to revoke the business license without having someone convicted. Someone has been charged, and they are the employees of the business. The owner was not listed in the case, nor can the conduct of the employees be linked to the business owner. He urged the council to consider that it was the employees and not the owner and not revoke

the license since there is no evidence. Mr. Lai stated the business owner will make sure nothing similar will happen. They plan on increasing training for all future employees. The two employees who have been charged are no longer working for this business. They also will have more supervision, and the supervisor will stay there for a longer time to make sure nothing happens. If training is necessary, they will contact a massage school to provide training. He stated it was difficult to run small businesses. Mr. Lai stated there are people who come to this business and make a threat saying they have been hired by the police to report them, and if they don't pay them, they will report them to the police. He stated people also come to this business because they are Asian, and they don't speak English. The patrons take advantage of them. The business owner has said they have had to refund over 30 customers because they made sexual advances on the massage therapist.

Mr. Lai concluded by stating there are two sides to the story. So far, the case has not been proved, and the business has not been shown to have done anything improper or violated the terms of their business license.

Mayor Frost stated the information he provided to the council will be part of the public record.

Mayor Frost turned the time over to Heather Schriever. She stated at this time the council should take into consideration evidence submitted that is part of the record and determine whether or not they feel a sufficient amount evidence has been presented to revoke the business license of Millet Massage based on violations of Chapter 5 that have been outlined by Chief Paul. If the council has any specific questions about the ordinances or standards, she would be happy to address them.

Mayor Frost asked if the council had any questions.

Council Member Holley asked Chief Paul if the employees have the right to work in the United States, to which Chief Paul did not have that information.

Council Member Holley asked if the employees were sleeping at the business. Chief Paul confirmed the employees admitted they were living there. It was noted that residing in a commercial zone is usually not permitted.

Council Member Holley confirmed there were three or four separate, unconnected people who have received these services. Chief Paul responded that they had three documented cases, and those individuals made those statements knowing they could be charged.

Council Member Holley asked the employees were fired because they did something wrong. Mr. Lai stated they were not fired, but the employment relationship with the business was terminated.

Council Member Holley asked for clarification if the doors were open and the customers had to wear underwear. Mr. Lai responded that it was correct, to which Council Member Holley commented was atypical.

Council Member Holley stated this was not a criminal case, but a revocation of a business license. However, he hears there are multiple people stating this has happened, there are employees living there that shouldn't be living there, and there are employees who have been fired.

Mr. Lai injected that it was his understanding they had areas set up for the employees to rest in the lower areas. They would spend a night occasionally if they didn't have transportation. They have apartments and do not live there full time.

Council Member Holley found no reason to keep the business open for the safety and integrity of this community. Mr. Lai stated that allegations were not evidence, but Council Member Holley disagreed and stated that terminated employees were evidence and they wouldn't terminate employees if they weren't doing something wrong. Another issue was the fact that they knew the employees stayed there overnight.

Mr. Lai stated he disagreed, but the council has the right to make a decision. He commented that there are allegations and questions about whether the employees voluntarily left, but that had nothing to do with the business and there was no indication of violation of the business code or license agreement.

Council Member Taylor commented Mr. Lai stated they would implement training, and he questioned if they are licensed in Utah to be a masseuse. Mr. Lai stated the training they would ask for was how to train them on how to handle the situation, such as balancing privacy and asking for sexual services. He noted it was atypical to leave a door open, but the owner was suggesting the door stay ajar so the customer would still feel comfortable.

Council Member Taylor appreciated Mr. Lai's comments. He was sure that when they were in a legitimate school, they would get that training regarding illegal activity and decorum. He wondered if they were licensed. Council Member Taylor stated the need to secure the legitimacy of massage therapy places to be either connected to a spa or physical therapy or medical plaza.

Mr. Lai stated the license and employment were different issues. Mayor Frost stated that it was part of the equation.

Council Member Carroll stated their role was to determine whether there was evidence of things that were going against code. She felt the statements the chief has made, not about things that will happen in court, but the allegations made are evidence for her whether it violations city code.

Mr. Lai stated that it was not to the court's standard. This was an administrative decision that can still be reviewed by the court. The decision can't be arbitrary or capricious. At this time, if they decide to revoke the license based on allegations, and those people are not even present to give the business owner a chance to face their accuser, it was arbitrary. They do not have concrete evidence. The business license is a property right, and to take away a property right, it must follow due process. This isn't the court of law, but they need to follow similar rules. The council must have concrete evidence before they revoke the license.

Council Member John stated the two employees are no longer working there and he questioned why. Mr. Lai explained it was because they have been accused of wrongdoing, and they can't work during this process. Mr. Lai continued that they have to work, so they moved to a different state to get employment.

Council Member John asked if there were new employees and if there were, were they licensed by the State of Utah? Mr. Lai would have to find out.

Council Member Hunter stated he understood that the two individuals are no longer working and have been moved out of state. He questioned if they have been moved out of state for other employment. Mr. Lai stated that was his understanding. Council Member Hunter commented that sounded like trafficking, which was brought up in the evidence in Exhibit 2 presented by the business. Council Member Hunter stated that the last page talks about no forced or suspected human trafficking. Council Member Hunter commented they admitted that they have taken those employees to another state to find another employment because it was not working here. That was his interpretation of human trafficking.

Council Member Hunter stated that Mr. Lai indicated they needed to have evidence of how people paid and be able to track those payments associated with those people's visits. He asked if there was anything collected in the raid that would lead them to believe that would not be able to be done. Chief Paul answered that he knew the payments were made in cash but did not have the information in front of him on if there was a log. Chief Paul thought it would be difficult to tie that to the patrons. He noted they seized \$5,000 in cash, and he was unsure if they had the ability to take credit cards.

Ms. Schriever stated if the council wants to consider additional evidence, they can table this. If they feel that substantial evidence has been presented, they could move forward with a decision.

Council Member Taylor read the findings of fact regarding the revocation of the business license of Millett Massage SPA LLC:

Applicable Law:

1. Under American Fork City Code Chapter 5.04, the City Council may revoke a business license if the licensee engages in unlawful activity, violates applicable state laws, codes or standards of professional ethics, city ordinances, or permits criminal conduct on the premises.
2. Under American Fork City Code §5.44.050, it is unlawful for any employee, customer, or massage technician in a massage establishment to engage in prohibited activity on the premises.
3. Under American Fork City Code § 5.44.060 any violation of Chapter 5 of the American Fork City Code may result in the revocation of a business license.
4. Utah Code § 58-47b-501 et seq. the Massage Therapy Practice Act prohibits massage therapists or massage establishments from engaging in unlawful conduct.
5. Utah Admin. Code R156-47b-502 defines what constitutes unprofessional conduct by a massage therapist or massage establishment.

Findings

1. Millett Massage received notice of this hearing as required by American Fork City Code § 5.04.230.
2. Millett Massage has appeared at the revocation hearing.
3. Millett Massage employees engaged in activity in violation of American Fork City Code §5.44.050.
4. Multiple customers corroborated they have received prohibited services at the premises.
5. Two employees of Millett Massage have been criminally charged based on conduct occurring at the licensed premises.
6. The two employees of Millett Massage have engaged in unprofessional conduct as defined in Utah Admin. Code and unlawful conduct as defined by Utah Code. This is a violation of the applicable professional ethics of massage therapists and massage establishments.
7. The massage establishment is responsible for the conduct of its employees. It has arranged or allowed prohibited acts to occur on the premises and allowed employees to sleep at the premises. The unlawful acts of employees are imputed to the licensee for purposes of business license revocation.
8. The licensee's operation of Millett Massage is inconsistent with representations made in the license application and violates city ordinances regulating massage establishments and is in violation of Utah State Code and applicable city's ordinances.
9. The continued operation of Millett Massage poses a risk to the public health, safety, and welfare of the residents of American Fork City and the public interest will be best served by revocation.

Council Member Hunter moved to revoke the business license of Millett Massage SPA LLC located at 377 East 60 South pursuant to American Fork City Code Chapter 5.04 based on the foregoing findings of fact:

- (1) Millett Massage SPA LLC has violated American Fork City Code Chapter 5;**
 - (2) Millett Massage SPA LLC has violated applicable state law and the code of professional ethics for the licensee's profession;**
 - (3) Sufficient grounds exist for revocation of the business license;**
- And ORDER that the business license be cancelled and revoked.**

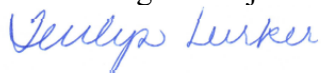
Council member Holley seconded the motion. Voting was as follows:

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Ryan Hunter, Council Member
SECONDER:	Tim Holley, Council Member
YES:	Carroll, Hunter, Holley, John, Taylor

5. Adjournment.

Council Member John moved to adjourn the meeting. Council Member Hunter seconded the motion. All were in favor.

The meeting was adjourned at 8:12 p.m.



Terilyn Lurker, City Recorder