

**MINUTES OF THE CITY OF HOLLADAY  
CITY COUNCIL MEETING**

**Thursday, September 11, 2025**

**6:00 p.m.**

**City Council Chambers**

**4580 South 2300 East**

**Holladay, Utah**

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**Briefing Session – 5:30 pm**

***ATTENDANCE:***

Emily Gray, Mayor Pro-Tem

Paul Fotheringham

Matt Durham

Drew Quinn

Ty Brewer

Rob Dahle, Mayor - *excused*

**City Staff:**

Gina Chamness, City Manager

Todd Godfrey, City Attorney

Stephanie Carlson, City Recorder

Mayor Pro-tem Gray called the Briefing Session to order at 5:30 pm. The Council reviewed the agenda. It was noted that in the work meeting the Council will be hearing from three water companies and it was asked that all questions be held to the end of each of the presentations.

The Council reviewed Title 7, which is the Code Enforcement section. The changes made are to tighten up process. The Council discussed the criminal vs civil penalties

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**I. *Welcome*** – Mayor Pro-Tem Gray.

Mayor Pro-Tem Emily Gray called the City Council Meeting to order at approximately 6:00 p.m.

**II. *Pledge of Allegiance.***

Mayor Pro-Tem Gray led the Pledge of Allegiance.

Ahead of the public comment period, Mayor Pro-Tem Gray asked those present to participate in a moment of silence to remember the anniversary of 9/11 and those who lost their lives in that event. Mayor Pro-Tem Gray also acknowledged the murder that occurred at Utah Valley University. She stated that it is necessary to confront the deep and growing political divide that exists in the country. She encouraged those present to be thoughtful about how they speak to others and about others.

**III. *Public Comments.***

*Trudy Jorgensen-Price* shared updates about the Library. She thanked the community for the fantastic turnout at the Star Party. The attendance was nearly double what it was last year.. On September 16, 2025, one of the popular programs that has been on hiatus will return, Crafterspace. It will take place at 6:30 p.m. There is a Western Party scheduled for September 20, 2025, from 3:00 p.m. to 5:00 p.m.

October 6 to 11, 2025, is Freedom to Read Week and there will be a read-in held at the library. There is also a Blood Drive on October 8, 2025. The Library will be closed on October 13, 2025, for a staff development day. On October 14 and 15, 2025, there is a partnership with Adult and Aging Services to offer a class on dealing with dementia. There will be two classes that are two hours each. Pre-registration is required but it will be an important educational class for those assisting their loved ones. In addition, there will be an Artist Reception on October 15, 2025, from 7:00 p.m. to 8:30 p.m.

*Ron Hilton - 2394 E Murray Holladay RD.* Earlier in the year, there were some changes proposed to Murray Holladay Road and he recently learned that the Council was under the impression that the

intention was to vacate part of the right-of-way. He wanted to clarify that this was not the case. The intention was to repurpose part of the right-of-way.

**IV. *Consideration of Ordinance 2025-16 - Vacating a Certain Portion of Right-of-Way on Arbor Lane.***

Council Member Brewer moved to ADOPT Ordinance 2025-16 – Vacating a Certain Portion of Right-of-Way on Arbor Lane. Council Member Durham seconded the motion. Vote on Motion: Council Member Brewer-Yes; Council Member Durham-Yes; Council Member Fotheringham-Yes; Council Member Quinn-Yes; Mayor Pro-Tem Gray-Yes. The motion passed unanimously.

**V. *Consideration of Resolution 2025-23 - Providing for the Creation of a Local Building Authority by the City Council of the City of Holladay and Related Matters.***

Council Member Paul Fotheringham believed the Local Building Authority (“LBA”) allows there to be flexibility with regard to how the bond is issued. This retention of flexibility does not relate to an expansion of scope, but there would be some flexibility available in case the revenues do not come in as projected.

It was reported that under Utah Law, there are several ways cities can choose to finance their projects. The role of the Fiduciary is to look at what is best for the City. This is not just what is best for today, but what is best in the long term as well. There are two likely ways this could be financed, including through a pledge of sales tax bonds or using an LBA. The structure of an LBA works similar to a home mortgage. The building and park will act as a security for the bondholders. Sales tax and property tax will not be pledged. The interest rate is a bit higher, but after discussion with the City Council, it was determined that there are future needs to consider, such as road reconstruction. It makes logical sense to pursue the City Hall building through an LBA. This retains the capacity to pledge sales tax and franchise tax revenues to other bonds, like a road. An LBA is a non-profit and the City will have the right every year to determine whether or not it will make the lease payment, which is similar to the structure of a home mortgage.

An LBA is an entity that is created and required by State Law under the Local Government Bonding Act as well as the Local Building Authority Act. It is a not-for-profit that is able to conduct these types of financing activities. Every State is different in how it allows for this mechanism, but most States do allow for it. In Utah, the case law as well as the State Statutes require it to be done through an LBA. The LBA cannot do much without approval from the City Council. It was clarified that the LBA is where the assets remain and those assets are then leased to the City. The City makes payments to the LBA and the LBA makes payments to the bondholders.

City Attorney, Todd Godfrey, noted that there has been some discussion about the collateral that could be pledged to secure bonds. He clarified that it will not be secured with the property of the park, but with the leasehold interest that the City has. Council Member Durham asked about the collateral for that. Mr. Godfrey explained that it is all one bond and City Hall is being used as the primary asset, with the leasehold interest that the City holds for the park, but not the ground itself. It was added that the pledge of the collateral is a leasehold pledge. In the event that the authority does not appropriate those payments, there would not be a traditional foreclosure where the assets were sold off to creditors. There would be a foreclosure where the trustee came in and would sublease the property for the remainder of the lease term to recoup as much as possible in terms of the lease payments. There was additional discussion about payments and the role of the LBA.

Council Member Fotheringham moved to APPROVE Resolution 2025-23 – Providing for the Creation of a Local Building Authority by the City Council of the City of Holladay and Related Matters. Council Member Quinn seconded the motion. Vote on Motion: Council Member Brewer-Yes; Council Member Durham-Yes; Council Member Fotheringham-Yes; Council Member Quinn-Yes; Mayor Pro-Tem Gray-Yes. The motion passed unanimously.

**VI. *City Manager Report – Gina Chamness.***

There were no updates shared with the City Council.

**VII. *City Council Reports and District Issues.***

Council Member Quinn reported that the previous week, 60 years of Churchill Junior High School was celebrated. It was a nice evening where the history of the school was celebrated. The previous day a historic event took place in the City of Holladay where Holladay Bank & Trust on Murray Holladay Road was purchased by Redemption Holdings. It will now be known as Redemption Bank. This will be the first Black-owned bank in the area. There was a meaningful celebration and ribbon-cutting. This process has taken close to four years and those at the celebration spoke about the support from people in Utah and in the City of Holladay. Redemption Bank will be the only bank with an on-site Small Business Administration (“SBA”) office, which will be meaningful for small businesses in the area. This group is dedicated to economic equality.

Council Member Fotheringham thanked Chief Hoyal and the UPD team for their assistance. There were traffic issues at the start of the school year at the Wasatch Waldorf Charter School. There were issues with the adjacent private property being used for parking and drop-off, but Chief Hoyal and his team were able to monitor that situation. Council Member Fotheringham shared information about an incident at the Hidden Meadows Apartments. There was a gun-related incident that caused some concern but the Chief was able to lay out the history of the event and calm down a renter who was concerned. He thanked Chief Hoyal for the professionalism, care, and compassion that were shown to that resident.

Council Member Fotheringham reported that there is still the issue of the catwalk in Hidden Meadows to consider. He would like to continue to pursue options there, but he understands there is some uncertainty about who owns the catwalk. As a result, there might be some challenges but he wants to continue to discuss this matter until there is a resolution.

Council Member Durham shared information about the Tree Committee. On September 20, 2025, the Tree Committee will plant an Anniversary Tree in honor of the 25<sup>th</sup> anniversary of the City of Holladay. On October 11, 2025, there will be another tree planted. This time, it will be planted to honor Travis Jones, a long-time resident of the City of Holladay and Chair of the Tree Committee. He has since moved to Oregon but will be back to visit.

Council Member Brewer discussed the Historical Commission. The Speaker Series continues and on September 22, 2025, there will be a talk from Paul Reeve about the origins of slavery in Utah.

Mayor Pro-Tem Gray had nothing to report.

**VIII. *Reconvene City Council in a Work Meeting.***

Council Member Fotheringham moved to RECESS the City Council Meeting and RECONVENE in a Work Meeting. Council Member Brewer seconded the motion. The motion passed with the unanimous consent of the Council.

The City Council convened in a work meeting at 6:30 pm.

***a. Water Service in Holladay Discussion with Salt Lake City Public Utilities, Holliday Water, and Jordan Valley Water Conservancy District.***

Mayor Pro-Tem Gray reported that there are different representatives at the Work Meeting who will share information about water service. Ms. Chamness explained that the presentation will start with a review of a map that explains the boundary areas and then Jordan Valley Water Conservancy District will start with their presentation. She reviewed the map and pointed out the areas served by Holliday Water, Salt Lake City Public Utilities, and the Jordan Valley Water Conservancy District.

*Shazelle Terry - Assistant General Manager with the Jordan Valley Water Conservancy District.* She currently oversees operations and maintenance. Jordan Valley Water Conservancy District is primarily a wholesale water agency. There are 17 member agencies that are wholesaled to and that is approximately 90% of the deliveries. There are approximately 8,000 retail connections, some of which are in the City of Holladay. Those retail connections account for approximately 10% of the deliveries. The number of connections in the City of Holladay are approximately 300. As far as the infrastructure is concerned, there are three water treatment plants. The largest water treatment plant is in Herriman and it can treat 180 million gallons per day. There are also treatment plants in Sandy and West Jordan. In addition, there are water wells and water is purchased from other entities. The sources are primarily the Central Utah Project and the Provo River Project. In addition, there is some from the mountain streams south of Little Cottonwood Creek.

Ms. Terry shared a map that highlights the City of Holladay portion that the Jordan Valley Water Conservancy District serves. The darker portion identifies the retail. When the district was set up in 1951, the mission was to serve unincorporated County areas in Salt Lake County, so there are still some pockets of retail. In the 1960s, the district was young and most of the water supply was purchased from the Metropolitan Water District of Salt Lake and Sandy. Jordan Valley Water Conservancy District was looking into its own water sources. Part of the deal made was that infrastructure and water would be provided to those who were part of the irrigation company.

Ms. Terry shared additional background information with the City Council, including when changes were made to the drinking water regulations. She next discussed the water rates. There are low water rates, especially for the retail areas. The intention is to keep the base charge low and then there are four tiers. Those tiers are based on the meter size. In the summer, most people should be able to remain within Tier 2 or Tier 3. If excessive watering is taking place based on the meter size, it would fall into Tier 4. The rate structure is designed to encourage conservation. That is something the district continues to look at. Rate updates are typically done every year or every other year. Ms. Terry reported that there is currently a Rate Study underway.

Capital improvements were discussed. Ms. Terry reported that for the next four fiscal years, there will be an intense period of capital spending. There are notable projects and Jordan Valley Water Conservancy District is looking at bonding for approximately \$230 million over the next four years. Half of that will be used to expand the largest water treatment plant from 180 million gallons per day

to 255 million. This increase is to keep up with demand and the growth in the southwest portion of Salt Lake County. Additional projects were reviewed with the Council.

Ms. Terry discussed some of the conservation goals and programs that are in place. The Jordan Valley Water Conservancy District became serious about conservation in 2000. Efforts will be made to save in terms of water delays projects until a future date. The plant expansion mentioned earlier was originally planned for the year 2000, so the plant expansion has been put off for 25 years because of the amount of water that was conserved. There is a three-pronged approach to conservation consisting of education, incentives, and structural/regulatory changes. She shared images of the Localscapes exhibit and reported that free classes are held throughout the year, including online classes. Additional information about the conservation programs was shared. There are rebates and landscape incentives. Ms. Terry reported that there is a \$3 per square foot rebate for any lawn that is taken out and replaced with waterwise landscaping, but certain criteria must be met. Utah Water Savers allows anyone in the County to enter their address to learn about the incentive programs available to them.

Council Member Brewer asked for additional information. Ms. Terry reported that there are four large water conservancy districts in the State that include the Jordan Valley Water Conservancy District, Weber Basin Water Conservancy District, Central Utah Water Conservancy District, and Washington County Water Conservancy District. Council Member Brewer mentioned the 300 connections in the City of Holladay and asked if those would continue in perpetuity. Ms. Terry reported that Jordan Valley Water Conservancy District has approached the City of Holladay and Salt Lake City a few times about taking over that water system. It might be worth having that conversation again.

Council Member Brewer wondered if the rates take lot size into account. Ms. Terry explained that a lot of places focus on lot size but someone might have a one-quarter-acre lot that is all lawn, while someone else might have a one-quarter-acre lot with efficient landscaping. It is not necessarily fair for the same amount to be paid when the circumstances are different. That is the reason meter size is used. Council Member Brewer mentioned an area west of Olympus Junior High School and asked if that is a case where water is being purchased from another company. Ms. Terry reported that there are several connections. Council Member Fotheringham asked about the timeline for Casto Springs. Ms. Terry explained that the design is currently underway, so it will be between 18 months and two years before the project is finished. The objective is still to scale back on the retail service provided.

Council Member Fotheringham mentioned the significant capital improvements plan. He wondered whether there would be an impact on City of Holladay retail customers. Mr. Terry explained that there is an economy of scale associated with the district. In addition, the retail rates are competitive. Council Member Brewer asked if there is free consulting available for Localscapes. Ms. Terry confirmed that there is free consulting available and there is also a lot of information available online.

Jesse Stewart identified himself as the Deputy Director at Salt Lake City Public Utilities. Salt Lake City Public Utilities is the biggest provider in the City of Holladay and one of the oldest water providers in the west. He reported that Salt Lake City Public Utilities provides water to approximately 360,000 people across Salt Lake City, Millcreek, the City of Holladay, Cottonwood Heights, Midvale, South Salt Lake, and others. There are EPA and DEQ regulations that are taken into account. Mr. Stewart discussed why Salt Lake City Public Utilities serves the City of Holladay. He reiterated that Salt Lake City Public Utilities is the historic water provider along the east bench and a lot of this

stems back to the exchange agreements from the late 1800s. In the 1800s, the farmers wanted a constant supply of water for the irrigation season, and Salt Lake City wanted to have more pristine water to treat. Utah Lake water was exchanged for irrigation, so it was possible to use the more pristine water for culinary purposes.

Water-related infrastructure was discussed. Mr. Stewart reported that there are three water treatment plants, with one in City Creek Canyon, one near the golf course in Parleys Canyon, and one at the mouth of Big Cottonwood. Salt Lake City Public Utilities is also a member agency of the Metropolitan Water District of Salt Lake and Sandy. There are seven water storage dams and reservoirs, 1,300 miles of water lines, 650 miles of sewer, and 350 miles of stormwater. Mr. Stewart shared information about water lines. Replacements are completed each year because some of the water lines are older than others. There are a number of different pipe materials used.

As far as asset management, there is a fairly robust asset management program in place. Every piece of infrastructure has a plan. Mr. Stewart explained that all of the assets are considered based on criticality, which takes into account how critical something is to the system. There is a criticality condition assigned and then a plan is created. That plan is updated each year when the budget cycle takes place. There is an annual plan, a five-year plan, a 10-year plan, and a 30 to 50-year plan in place. Certain factors are taken into account, including condition and criticality, as well as growth. Different regulations are also considered. There is road work and agency coordination as well. For example, there are meetings with Salt Lake City, Millcreek, and the City of Holladay to make sure there is no project planned to take place shortly after a city project. There are then discussions about financing. Sometimes, there are capital improvements, and other times, there are repairs that are prioritized.

Mr. Stewart reviewed upcoming capital projects in the City of Holladay. The presentation slides show near-term projects, which are one to three years, and short-term projects, which are three to five years. For the Tanner Reservoir, the entire reservoir is being replaced. That directly impacts where the water pressure comes from for a lot of Holladay. As for Heughs Canyon, there was a fairly significant issue there recently and it is in the final stages of being addressed. Water is back in service. The whole neighborhood will be looked at for replacements. In the short term, there is the 3900 South pump station and pipelines. There is another area that will be looked into as well due to a history of breaks.

Council Member Quinn mentioned Lisa Drive and it was confirmed that it is being examined. There was additional discussion about Lisa Drive and some of the Council Member concerns. Mayor Pro-Tem Gray asked for more information about the Tanner Reservoir replacement. Mr. Stewart explained that there will be a replacement of the reservoir itself, but there is also valving associated with the work. Mayor Pro-Tem Gray questioned whether this will improve the water pressure. Mr. Stewart does not believe it will improve the water pressure. There will be a similar water pressure but it will be a more sustainable, long-term project. He shared information about broader projects that are planned. Details were shared about the water mains replaced in the last 20 years, as well as information about water main breaks in the last five years. He identified areas on a map.

Mr. Stewart reported that a Rate Study was recently completed and the rates went into effect on July 1, 2025. One of the changes was to a year-round tiered structure rather than a tiered structure only in the summer months. In addition, the tiers were changed. He offered to share the Rate Study details.

Mr. Stewart explained that the County residents pay a different rate than Salt Lake City. This is because Salt Lake City residents pay a property tax to the Metropolitan Water District of Salt Lake and Sandy work while other County residents do not. As part of the rate study, there was work done to verify that the 35% was accurate, which it was. Mayor Pro-Tem Gray has heard constituent complaints about the water prices. She asked about the new tiered rates. Mr. Stewart reported that the monthly service charge has gone down. He shared additional information about the new tiers.

Council Member Fotheringham asked Mr. Stewart to describe the representation for the City of Holladay. Mr. Stewart reported that there is a Public Utilities Advisory Committee, which meets once per month. There is one member from the City of Holladay who serves on that Committee, who is a member of the public. Council Member Brewer wanted to better understand the influence the Committee has. Mr. Stewart explained that there is a subcommittee dedicated to the budget. The budget is then presented to the entire Public Utilities Advisory Committee. Mayor Pro-Tem Gray found it interesting that a member of the public is serving in this capacity because that individual is not elected to represent the City of Holladay. She asked if that is how all of the cities are represented, which was confirmed. Council Member Durham asked about the size of the Advisory Committee. Mr. Stewart believed there were four representatives from Salt Lake City on the Committee and three representatives from the County.

The water supply demand outlook information was shared with the Council, as well as conservation information. Mr. Stewart offered to come back with any additional details the City Council is interested in, such as information about the rates and the Public Utilities Advisory Committee. Council Member Brewer reported that a constituent reached out to him, thinking that their water had changed from Holliday Water to Salt Lake City Public Utilities. Mr. Stewart offered to share representative information with that constituent so clarity can be provided. Discussions were had about pipes, breaks, and replacements. There is no favoritism when it comes to replacement.

Council Member Quinn shared some resident concerns that she heard over the summer. In June, there was a large break on Nila Way, which was significant enough to make the local news. That was fixed quickly, but the hole was never filled in. City Engineer, Jared Bunch, made some calls and it was stated that the area was forgotten about, and then it took two additional weeks for that to be fixed.

Council Member Quinn explained that it can be difficult when calls are made and there is no response. There was a similar situation a few weeks back on Melony Drive. A homeowner reached out to let her know that there was a break and the water had been coming out of the ground for six weeks. Calls were made and someone put a barricade over it, but did not return. The City called and it was fixed, but she has since received additional communication that there was a hole left in the front yard and pieces of pipe were left behind. The addresses are 2838 and 2843 Melony Drive. Mr. Stewart reported that there was recently some restructuring of the maintenance program, so there is now a Maintenance Manager who is dedicated to maintenance. There are times when there is a wait on materials, such as asphalt and sod. However, internal changes should lead to future improvements. He shared examples where there might be a private line owner, which might lead to certain delays.

Mayor Pro-Tem Gray asked how long it had been since the restructuring of the maintenance program occurred. Mr. Stewart reported that the Maintenance Manager has been serving in his position for approximately one month. Council Member Durham referenced a parcel on 2300 East 4500 South

where there has been trouble with regular maintenance. Mr. Stewart shared information about how that area will be better managed in the future, including adding it to the mowing schedule.

Mayor Pro-Tem Gray would appreciate additional information on the tiered structure change that occurred. She asked if it is possible to learn more about the Public Utilities Advisory Committee as well. It might be best to have someone who has more of a relationship with the City representing Holladay on that Committee. Council Member Durham expressed concerns that the City Council has been unaware of the individual serving on this Advisory Committee. Mr. Stewart reported that it is a public and open meeting that is held each month. He offered to share the bylaws with the Council.

Darren Shepherd from Holliday Water Company introduced himself to the City Council. He explained that the water started with Spring Creek, but as the community grew, water rights were acquired coming out of Big Cottonwood Canyon as well. Salt Lake City approached Holliday Water Company and asked if it would be possible to have access to the water coming out of Big Cottonwood Creek. There was agreement to this as long as some pipelines were built and maintained. There are some mainlines that run through the City of Holladay, including Holladay Boulevard, Highland Drive, Wander Lane, and Gunderson Lane. Those lines were built by Salt Lake and are also maintained by them.

Mr. Shepherd reported that there are 4,000 customers that Holliday Water Company delivers water to and approximately 3,000 are in the City of Holladay. The remaining 1,000 customers are located in Millcreek. He described the boundaries and explained that a lot of the water supply comes from Spring Creek. There is a water treatment plant there. In addition, there are four wells. During the summer months, when people irrigate, the wells are turned on to provide the additional water that is needed.

Mr. Shepherd reported that the customers own shares in the company. There is a quarterly billing process. During the first and fourth quarters, there are 10,000 gallons of water received for free. In the second and third quarters, 20,000 gallons of water are received for free. After that is the billing. There is a tiered billing system in place, which was changed this past year. The rates are not promoted or advertised, but there is communication with the owners. There are 50 miles of pipe in the ground and there is a policy to replace one mile per year. Mr. Shepherd explained that there are nine employees and four of them work on a crew. There are two treatment operators at the plant, and there are two to three office staff members. He discussed the Holladay storm drain system.

Council Member Durham asked for additional information about the conservation efforts. Mr. Shepherd explained that the shareholders are given information about how to conserve water. Council Member Durham wanted to understand the rationale for the free water. Mr. Shepherd explained that when the arrangement was made with Salt Lake City to process that water, there was one million gallons of water coming in every day. That water does not cost them anything to process and Holliday Water Company is owned by the customers. As a result, the water is provided to them. Council Member Brewer asked the water quality reports. Mr. Shepherd explained that even though they are privately owned, it is a public water system, so Holliday Water Company is subject to the same regulations. There are certain standards that have to be met and the water has to be tested.

***b. Review of Title 7.***

The above item was not discussed during the Work Meeting.

*c. Calendar:*

- *Council Meetings – September 18, October 2 and 23, November 6 and 20, December 4 and 11.*
- *ULCT Conference – October 1 and 2.*

The calendar items were not discussed during the Work Meeting.

**IX. Closed Session for the Purposes Described in UCA 52-4-205 and 205.**

There was no Closed Session.

**X. Adjourn.**

Council Member Fotheringham moved to ADJOURN. Council Member Quinn seconded the motion. The motion passed with the unanimous consent of the Council.

The City Council Meeting adjourned at approximately 7:45 PM.

*I hereby certify that the foregoing represents a true, accurate, and complete record of the Holladay City Council Meeting held on Thursday, September 11, 2025.*

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Stephanie N. Carlson, MMC  
Holladay City Recorder

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Robert Dahle, Mayor

Minutes approved: **November 6, 2025**