

# COTTONWOOD HEIGHTS CITY PLANNING COMMISSION MEETING AGENDA

January 21, 2026



Notice is hereby given that the **Cottonwood Heights Planning Commission** will convene on **Wednesday, January 21, 2026**, at **Cottonwood Heights City Hall** (2277 E. Bengal Blvd., Cottonwood Heights, UT 84121) for its **Work Session** and **Business Session** meetings.

1. Work Session – **5:00 p.m.** – City Council Work Room
2. Business Session – **6:00 p.m.** – City Council Chambers

Both sessions will also be broadcast electronically on the city's YouTube channel at <https://www.youtube.com/@CottonwoodHeightsstreams>.

Please see the reverse side of this agenda for instructions on how to make public comments.

## **5:00 p.m. Work Session**

### **1.0 Review Business Session Agenda**

*The commission will review and discuss agenda items.*

### **2.0 Use Table Update**

### **3.0 Adjourn**

## **6:00 p.m. Business Session**

### **1.0 Welcome and Acknowledgements**

1.1 Ex parte communications or conflicts of interest to disclose.

### **2.0 General Public Comment**

*This is an opportunity for individuals to make general public comments that do not relate to any projects scheduled for public hearing under the “Business Items” section of this agenda. Please see the Public Comment Policy on the reverse side of this agenda for more information.*

### **3.0 Business Items**

#### 3.1 Project CUP-26-001

*The Planning Commission will review and take possible action on a Conditional Use Permit request by Maylene Rowe to operate a home business with clients, providing non-medical, non-dental, cosmetic-only teeth whitening and tooth gem services, at 2137 Lorita Way.*

#### 3.2 Project CUP-25-005

*The Planning Commission will hold a public hearing and review a request from Doug Shelby for a Conditional Use Permit for the demolition of a historic structure (Cottonwood Paper Mill) at 6851 S. Big Cottonwood Canyon Road.*

### **4.0 Consent Agenda**

4.1 Approval of **December 15, 2025**, Planning Commission Minutes.

### **5.0 Adjourn**

*Next Planning Commission Meeting: **February 4, 2026**.*

## **Public Comment**

Individuals may provide public comments verbally or via writing.

**Verbal comments** are accepted in person at the 6:00 p.m. Business Session, but not at the 5:00 p.m. Work Session. At the Business Session, public comments may be given during two intervals:

1. General Public Comment Period – An opportunity for general comments not relating to specific projects on the meeting agenda.
2. Specific Project Public Hearings – An opportunity for comments relating to specific projects on the meeting agenda which were noticed as public hearings.

**Please note that verbal comments must be provided by attending the meetings in-person.** Verbal comments cannot be provided via the electronic broadcast of planning commission meetings on the city's YouTube channel.

Verbal comment periods are an opportunity for individuals to share comments as they see fit but **are not an opportunity for “question and answer” dialogue.** Questions should be directed to city staff at [planning@ch.utah.gov](mailto:planning@ch.utah.gov). Verbal comments provided during the public comment period will be limited to three minutes per individual, or five minutes per a spokesperson who has been asked by a group that is present to summarize their concerns.

Alternatively, **written comments** may be submitted to staff via email at [planning@ch.utah.gov](mailto:planning@ch.utah.gov). For written comments to be entered into the record and distributed to the planning commission prior to the meeting, **they must be submitted to staff by 12:00 p.m. MST on Tuesday, January 20, 2026, the day prior to the meeting.** Comments received after this deadline will be distributed to the planning commission after the meeting.

## **Meeting Procedures**

Items will generally be considered in the following order: 1. Chair introduction of item, 2. Staff presentation, 3. Applicant presentation, if applicable, 4. Chair opens public hearing, if applicable, 5. Chair closes public hearing, if applicable, 6. Planning commission deliberation, 7. Planning commission motion and vote on item.

Applications may be tabled if additional information is needed in order to act on the item; or if the planning commission feels there are unresolved issues that may need further attention before the commission is ready to make a motion. No agenda item will begin after 9:00 pm without a unanimous vote of the commission. The commission may carry over agenda items, scheduled late in the evening and not heard, to the next regularly scheduled meeting.

## **Notice of Compliance with the Americans with Disabilities Act (ADA)**

In compliance with the Americans with Disabilities Act, individuals needing special accommodations or assistance during this meeting shall notify the City Recorder at (801) 944-7015 at least 24 hours prior to the meeting. TDD number is (801) 270-2425 or call Relay Utah at #711.

## **Confirmation of Public Notice**

On Friday, January 16, 2026, a copy of the foregoing notice was posted in conspicuous view in the front foyer of the Cottonwood Heights City Offices. The agenda was also posted on the City's website at [www.cottonwoodheights.utah.gov](http://www.cottonwoodheights.utah.gov) and the Utah public notice website at <http://pmn.utah.gov>.

DATED THIS 16<sup>th</sup> DAY OF JANUARY, 2026, ATTEST: TIFFANY JANZEN, CITY RECORDER

# COTTONWOOD HEIGHTS CITY PLANNING COMMISSION PUBLIC HEARING STAFF REPORT

January 21, 2026



## Summary

**Project #:**  
CUP-26-001

**Subject Property:**  
2137 Lorita Way

**Action Requested:**  
Conditional use approval to operate home business with clients (Ritual Whitening & Gems)

**Applicants:**  
Maylene Rowe

**Recommendation:**  
Approve, with conditions



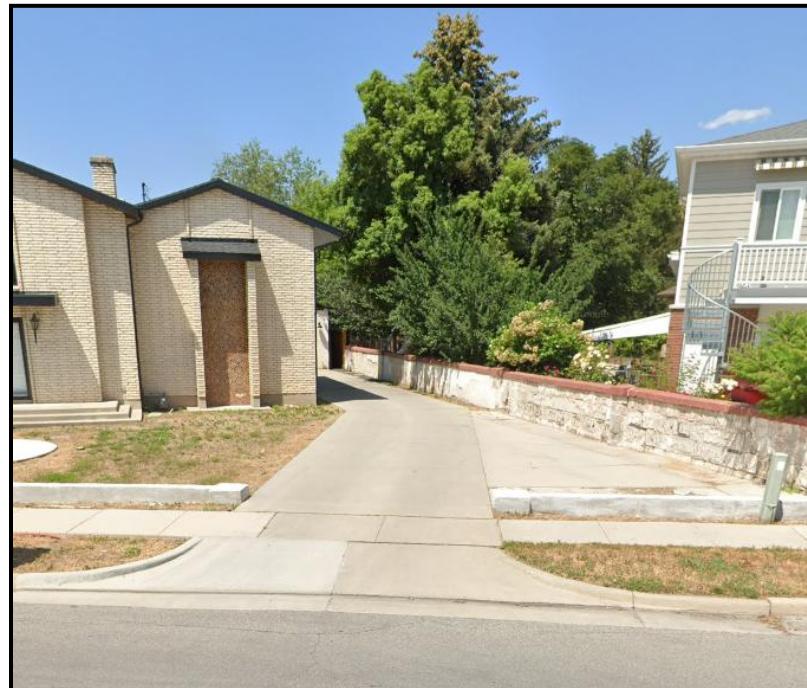
Aerial View

## Context

**Property Owners:**  
Jared Rowe

**Address & Parcel #:**  
2137 Lorita Way  
22-34-106-008-0000

**Acres:**  
0.33



View of driveway and parking

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## Request

The applicant is requesting approval to operate a home-based business, *Ritual Whitening & Gems*, within their existing residence. The business will provide appointment-only, non-medical cosmetic services, including cosmetic teeth whitening using over-the-counter vegan products and cosmetic tooth gem application involving surface bonding only. No drilling, diagnosis, or permanent alteration of teeth is proposed.

The business will operate Tuesday through Saturday between 10:00 a.m. and 6:00 p.m., strictly by appointment. The applicant anticipates serving approximately two to four clients per day, with appointments staggered to prevent overlapping arrivals and departures.

The business will be owned and operated solely by the resident homeowner, with no additional employees or contractors. A single, dedicated room within the residence will be used exclusively for business operations. No outdoor areas will be utilized, and no exterior signage or displays are proposed.

The proposed use is low-impact and is not expected to generate noise, odors, or traffic beyond typical residential activity. Only one client vehicle is expected on-site at any given time. No retail sales, commercial deliveries, or structural modifications to the residence are proposed.

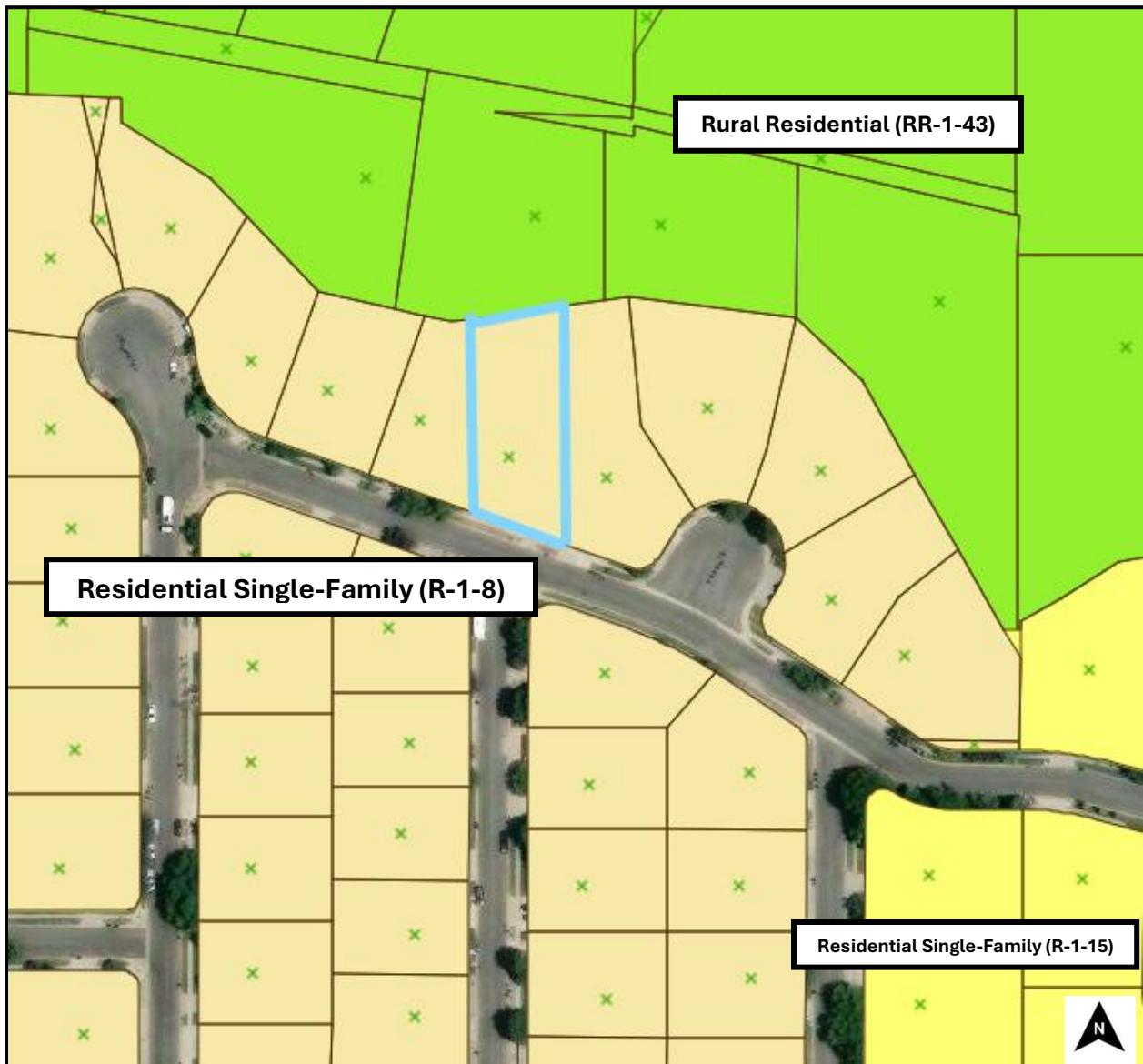
The applicant states that the proposed home occupation complies with all applicable home occupation standards and is designed to preserve the residential character of the neighborhood.

## Site Photo



*View from South Facade*

## Zoning and Land Use



Zoning Map

## Analysis

### Zoning

The subject property is located in the R-1-8 (Single-Family Residential) zoning district. Home occupations with clients are listed as a conditional use in the R-1-8 zone pursuant to Cottonwood Heights Municipal Code (CHMC) §19.26.030.E.

Home occupations are further regulated under CHMC §19.76.040(F), which requires that the business be clearly incidental and secondary to the primary residential use of the dwelling, not

alter the residential character of the property, and not generate off-site impacts exceeding those of a typical residence.

A home occupation with clients is defined in §19.76.040(F)(7) as a home occupation where clients visit the dwelling on more than a very occasional or sporadic basis and therefore requires approval of a Conditional Use Permit.

The applicant proposes an appointment-only, owner-operated home occupation providing non-medical cosmetic services within the existing residence. The business will operate entirely indoors, will not utilize accessory structures or outdoor areas, and will not involve exterior signage, retail display, or stock in trade. Based on the information provided, staff finds the proposed use to be incidental and secondary to the residential use of the property and consistent with the intent of the R-1-8 zone, subject to compliance with applicable conditions of approval.

**F. Home occupations.**

1. *“Home occupation” means, (unless otherwise provided in this code) any use conducted entirely within a dwelling and carried on by one person residing in the dwelling unit and one additional person who may, or may not, reside in the dwelling unit, which use is clearly incidental and secondary to the use of the dwelling for dwelling purposes and does not change the character of the dwelling or property for residential purposes, and in connection with which there is no display nor stock in trade, “stock in trade” being any item offered for sale which was not produced on the premises.*
2. *The home occupation shall not include the sale of commodities except those produced on the premises; provided, however, that original or reproductions of works of art designed or created by the artist operating a home occupation may be stored and sold on the premises. “Reproduction of works of art” includes, but is not limited to printed reproduction, casting, and sound recordings.*
3. *The home occupation shall not involve the use of any accessory building, yard space or activity outside the main building if the use of accessory buildings or outside activity, for the purpose of carrying on a home occupation, violates the rule of the use being clearly incidental and secondary to the use of the dwelling or dwelling purposes.*
4. *The director shall determine whether additional parking, in addition to the two spaces required per dwelling unit, is required for a home occupation and shall also determine the number and location of such additional parking spaces.*
5. *The director will review all home occupations for compliance with the above items. If the proposed home occupation cannot meet any one of the above items, the director shall not approve the home occupation.*
6. *“Minor home occupation” means a home occupation which complies with the requirements of Chapter 5.54 of this code and which will not otherwise have an offsite impact which, when combined with the impact of the primary residential use of the dwelling, exceeds the impact of the residential use alone. A minor home occupation is a permitted use in any zone which allows home occupations.*
7. *“Home occupation with clients” means a home occupation, not otherwise expressly prohibited by this code, where one or more persons visit the dwelling to conduct business on more than a very occasional, sporadic basis. A home occupation with clients requires a conditional use permit.*



*View of workshop area*

## Noticing

Notice of the public hearing was mailed to property owners within 300 feet of the subject property at least 10 days prior to the public hearing, in accordance with CHMC §19.84.050.

## Impact

The applicant indicates that the home occupation will operate strictly by appointment, serving approximately two to four clients per day, with staggered appointment times to prevent overlapping arrivals and departures. Only one client vehicle is anticipated on-site at any given time.

Off-street parking is available within the existing driveway serving the residence. No on-street parking is proposed or required for the operation of the business. The applicant has stated that all client parking will occur within the driveway, and no public street parking will be utilized.

The proposed business will operate entirely within a single room of the dwelling. There will be no additional employees, no outdoor activity, no noise, odors, or other impacts beyond those typical of a residential use. Based on the low-intensity nature of the use, limited client visits, and use of existing off-street parking, staff finds that the proposed home occupation is not expected to create adverse impacts to the surrounding neighborhood.

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## Conclusions – Recommended Findings for Approval

1. The applicant has provided a written narrative and supporting materials addressing client parking, hours of operation, staffing, and use of interior space. Based on the information submitted, staff finds that the proposed home occupation will remain incidental and secondary to the primary use of the property as a single-family residence and will not alter the residential character of the neighborhood.
2. A Planning Commission public hearing will be held in accordance with applicable local and state noticing and procedural requirements to consider the Conditional Use Permit request

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## Recommendation

Staff recommends approval of the application with conditions:

## Conditions of Approval

1. The applicant shall obtain and maintain a valid Cottonwood Heights business license for the duration of the home occupation.
2. All client parking shall be accommodated off-street within the existing driveway. The business shall not rely on on-street parking, and clients must be informed of this restriction.
3. The home occupation shall operate by appointment only and be limited to the hours of 10:00 a.m. to 6:00 p.m., Tuesday through Saturday, as described in the applicant's written materials in the official project file.
4. The business shall be limited to non-medical cosmetic services as described in the application. No medical, dental, or invasive procedures shall be conducted on the premises.
5. The home occupation shall be owner-operated, with no additional employees, and shall remain clearly incidental and secondary to the residential use of the property.
6. No exterior signage, outdoor activity, retail display, or alteration to the exterior appearance of the residence is permitted in connection with the home occupation.
7. Approval of this Conditional Use Permit is subject to review or revocation upon complaint or evidence of noncompliance with the conditions of approval or applicable City codes.

8. Any expansion or change in the scope of the business, including hours of operation, number of clients, services offered, or parking arrangements, shall require additional City review and approval.
9. Prior to issuance of a City business license, the applicant shall provide documentation demonstrating compliance with any applicable Salt Lake County Health Department requirements and/or State of Utah professional licensing requirements, as determined by the appropriate regulatory agencies

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## Model Motions

### Approval

I move to approve project CUP-26-001, based upon the recommended findings for approval outlined in this staff report:

- List any other findings or conditions of approval...

### Denial

I move to deny project CUP-26-001, based on the following findings:

- List findings for denial...

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## Attachments

1. Applicant Narrative
2. Parking Plan
3. Floor Plan
4. Owner Consent

# **Ritual Whitening & Gems Home Occupation Application**

**Ritual Whitening & Gems** is a by-appointment-only, home-based cosmetic studio offering non-medical, non-dental aesthetic services. Services include cosmetic teeth whitening using over-the-counter vegan products and cosmetic tooth gem application involving surface bonding only, with no drilling or permanent alteration of teeth. All services are cosmetic in nature and do not involve diagnosis or medical treatment.

## **Days and Hours of Operation:**

The business will operate Tuesday through Saturday, between 10:00 AM and 6:00 PM, strictly by appointment. Anticipated client volume is approximately 2–4 clients per day. Appointments are staggered to avoid overlapping arrivals and departures.

## **Employees and Residency:**

The business is owned and operated by one individual who resides at the home. No additional employees or contractors will be present.

## **Areas Used:**

A single, dedicated room within the residence will be used exclusively for business operations. No shared living spaces will be used. No outdoor areas will be used, and no exterior signage or displays are proposed.

## **Noise, Odor, Traffic, and Nuisance Mitigation:**

The business is quiet and low-impact, involving no loud equipment, amplified sound, or group activity. Products used do not create strong odors or fumes. Only one client vehicle is expected at a time. Appointments are scheduled to minimize traffic and parking impact. No commercial deliveries or service vehicles are required.

## **Sale of Products:**

No retail sales will occur at the residence. Any products provided are included as complimentary aftercare items.

## **Remodels or Additions:**

No structural remodels, additions, or exterior changes are proposed.

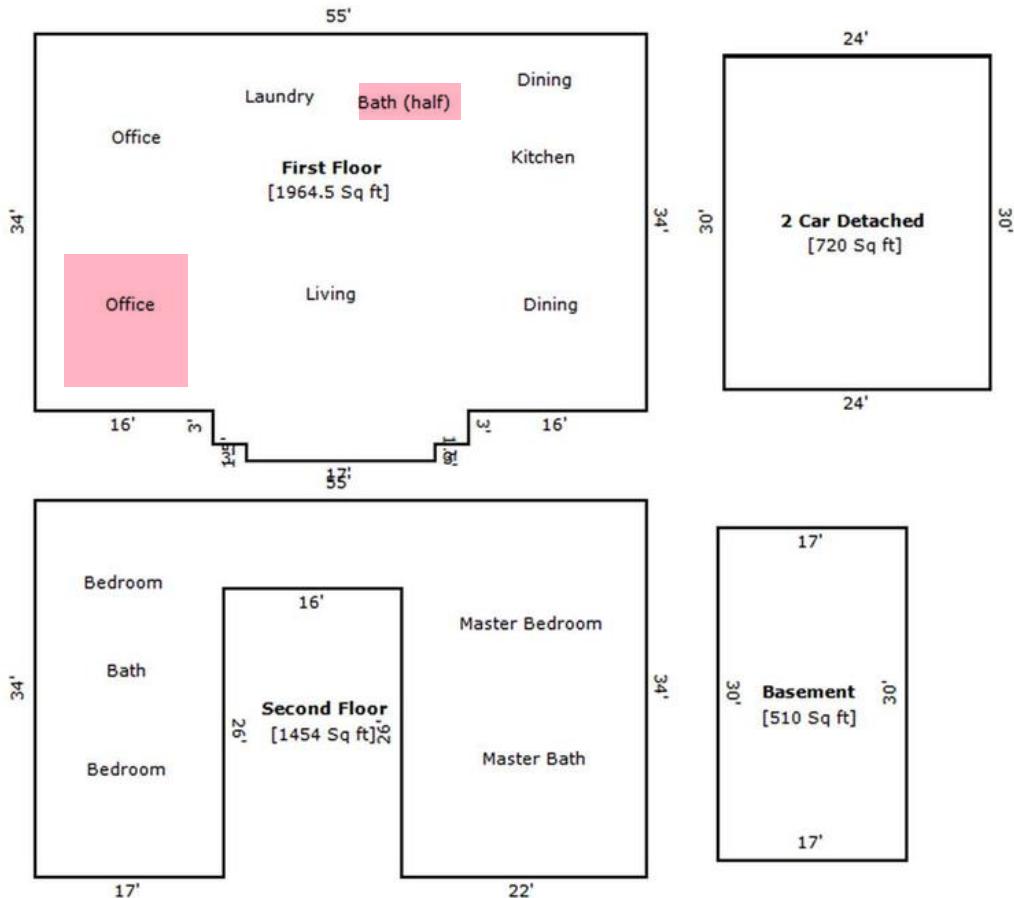
## **Zoning Consistency:**

The proposed home occupation is consistent with the Cottonwood Heights zoning ordinance and master plans. It is a low-intensity, appointment-only personal service that preserves the residential character of the neighborhood, generates minimal traffic, and complies with all applicable home occupation standards.



## SKETCH ADDENDUM

File # Row/San 11/22

Borrower/Client Rowe, JaredProperty Address 2137 E Lorita WayCity Sandy County Salt Lake State UT Zip Code 84093

TOTAL Sketch by a la mode, Inc.

## Area Calculations Summary

Living Area		Calculation Details
First Floor	1964.5 Sq ft	$55 \times 34 = 1870$ $17 \times 1.5 = 25.5$ $23 \times 3 = 69$
Second Floor	1454 Sq ft	$22 \times 26 = 572$ $17 \times 26 = 442$
<b>Total Living Area (Rounded):</b>	<b>3419 Sq ft</b>	
<b>Non-living Area</b>		
2 Car Detached	720 Sq ft	$30 \times 24 = 720$
Basement	510 Sq ft	$17 \times 30 = 510$

## OWNER'S CONSENT FORM

I/we, the Undersigned, do hereby grant permission to:

Maylene Rowe

To act on my/our behalf for the purpose of the following application:

Home Occupation permit or Ritual Whitening & Gems

Owner(s): Jared Cory Rowe

2137 Lorita Way

Address(es):

Telephone Number(s): 801-448-8804

Signature of Owner:  Date: 12/29/2025

Signature of Owner: \_\_\_\_\_ Date: \_\_\_\_\_

Signature of Owner: \_\_\_\_\_ Date: \_\_\_\_\_

State of UTAH

County Of: \_\_\_\_\_ } ss.

On this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_ before me, the undersigned Notary Public, personally appeared \_\_\_\_\_, personally known to me, or whose identity I verified on the basis of their \_\_\_\_\_, or on the oath of \_\_\_\_\_, a credible witness whose identity I verified on the basis of their \_\_\_\_\_, to be the person(s) whose name(s) is/are subscribed to in this instrument and acknowledged that they executed the same.

\_\_\_\_\_  
Notary Public

\_\_\_\_\_  
Notary Commission Expiry Date

# COTTONWOOD HEIGHTS PLANNING COMMISSION STAFF REPORT



January 21, 2026

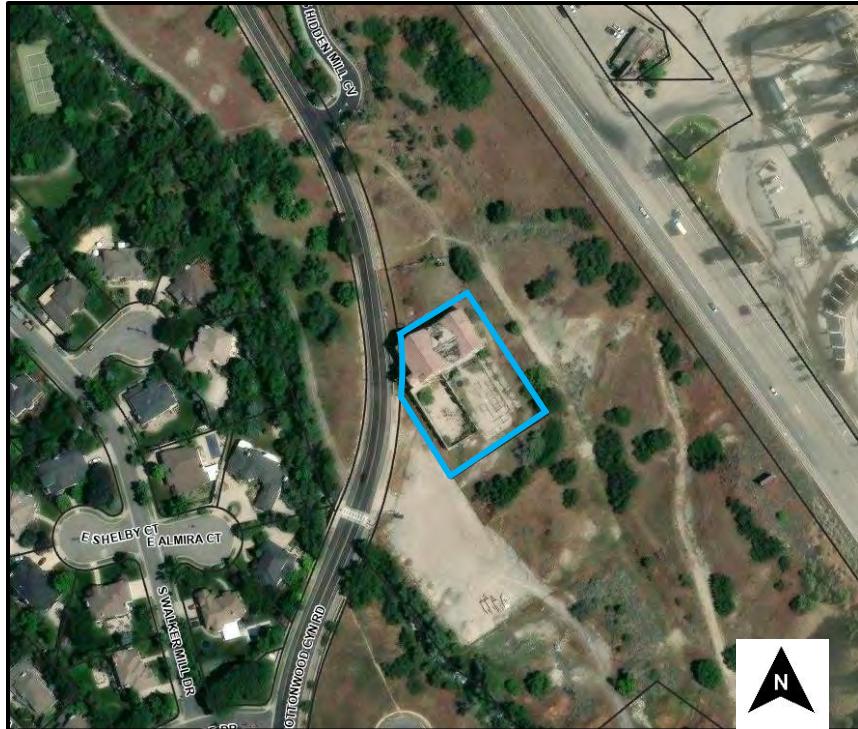
## Summary

**Project Number:**  
CUP-25-005

**Subject Property:**  
6851 S. Big Cottonwood  
Canyon Rd

**Action Requested:**  
Conditional Use Approval to  
Demolish a Historic  
Structure

**Applicant:**  
Doug Shelby; WDOM  
Properties LLC

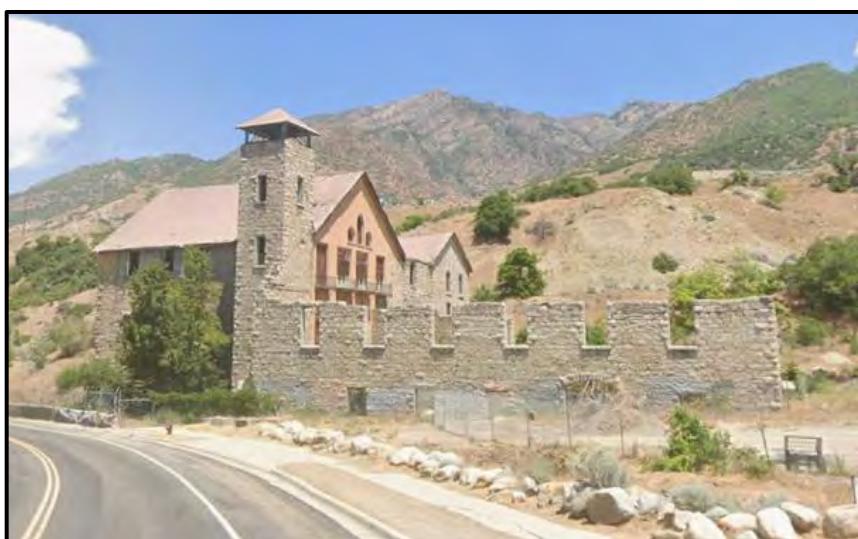


*Satellite view of subject property*

## Context

**Property Owner:**  
Doug Shelby; WDOM  
Properties LLC

**Acreage:**  
0.86 acres



*Google Street View*

## Summary

Doug Shelby, WDOM Properties LLC, has submitted a request for a Conditional Use Permit (CUP) to demolish the historic structure located at 6851 S Big Cottonwood Canyon Road (also known as Granite Paper Mill, Deseret News Paper Mill, and Old Mill). The structure was declared a historic site by the Daughters of the Utah Pioneers in 1966 and was listed on the National Register of Historic Places in 1971. The applicant asserts that the structure is an attractive nuisance, an imminent danger to public safety, and is structurally unsalvageable. The request includes engineering reports and a proposed mitigation strategy to preserve the site's historical significance.

This staff report evaluates the applicant's proposal in accordance with the requirements outlined in the [Cottonwood Heights Municipal Code](#) (CHMC) for conditional uses and historic preservation, focusing on compliance with relevant standards, potential impacts, and necessary mitigation measures. Based on these evaluations, staff acknowledges the application must be pending before the Planning Commission for at least one year before a decision can be made, in accordance with CHMC §19.86.040(C).

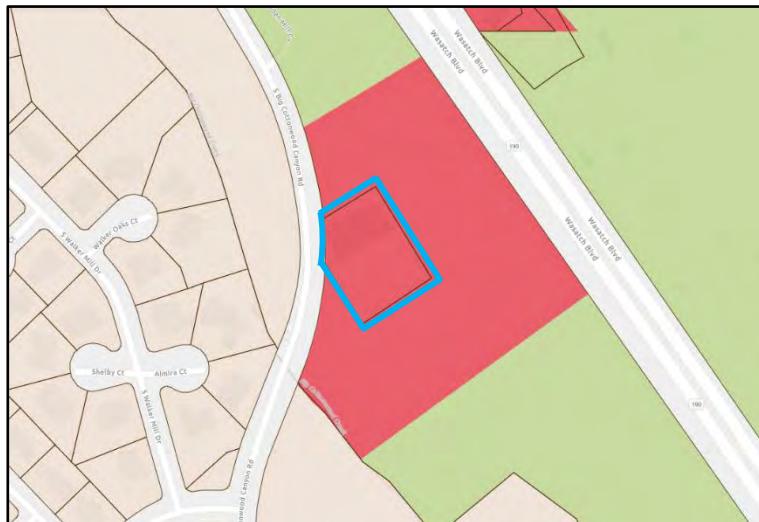
## Background and Overview

### Background

The Cottonwood Paper Mill (also known as Granite Paper Mill, Deseret News Paper Mill, and Old Mill) is an abandoned stone structure located at the mouth of Big Cottonwood Canyon. The property is in the **Regional Commercial (CR)** zone.

Construction of the structure began in 1880 and was completed in 1883. The mill was constructed from grey coursed granite ashlar discarded from the building of the Salt Lake Temple.

Upon completion, paper operations began in April 1883. Workers used paper making equipment from the



**R-1-8**  
(Residential Single Family)

**CR**  
(Regional Commercial)

**F-1-21**  
(Foothill Residential)

Sugar House Paper Mill to grind logs from nearby canyons into pulp. During its operation, the mill could produce up to 5 tons of paper daily. In 1892, Granite Paper Mills Company leased the property. A major fire in 1893 caused major damage to the building, leaving it idle for years. The current structure was rebuilt in 1927 for use as an open-air dance hall and remained so until the

1940s. In the late 1960s, rock bands played at the mill on weekends. It was also used in the 1970s and 1980s as a haunted house and craft boutique.

### **Applicant Request**

The applicant has requested permission to demolish the structure in its entirety. The applicant claims that the structure is an imminent danger to public safety and is structurally unsalvageable due to extensive deterioration and failure to meet modern building codes. Several independent engineering reports support this assessment and conclude that rehabilitation is impractical and cost-prohibitive.

### **Applicant's Justification for Demolition**

The applicant provided comprehensive engineering evaluations (see Exhibits F, G, H, I) that demonstrate the building's structural compromise, its failure to meet life-safety standards, and the infeasibility of rehabilitation or preservation. A summary of the applicant's justification is outlined below.

#### **A. Existing Structural Conditions**

A 2022 engineering evaluation conducted by Reavely Engineering provides the following findings regarding the existing structural conditions of the building:

1. **No foundation.** The building was originally constructed with stacked granite blocks placed directly on grade, without a continuous concrete foundation, which is required by modern building codes. This lack of foundation presents a significant structural concern, as it cannot support vertical and lateral loads.
2. **Unreinforced masonry construction.** The granite block walls rely on gravity and deteriorating mortar, which do not provide adequate lateral resistance to seismic, wind, or soil movement forces. This condition presents a collapse risk, especially during freeze-thaw cycles, which are common in Utah.
3. **Deterioration from environmental exposure.** Due to the building's long-term vacancy, mortar degradation and seasonal soil movement have further destabilized the structure, making it hazardous to the public.

#### **B. Feasibility of Rehabilitation or Preservation**

A 2022 report by Gilson Engineering reviewed multiple stabilization and rehabilitation strategies. The findings concluded the proposed rehabilitation of the structure is infeasible for these reasons:

1. **Foundation retrofit impractical.** Installing a compliant foundation would require shoring each granite block individually during excavation, a process deemed unsafe and structurally infeasible due to the risk of collapse.
2. **Structural reinforcement would alter historic character.** Proposed methods, including reinforced concrete shells or steel pinning, would require drilling into the historic granite structure. These interventions would damage original materials and introduce modern elements that would compromise the building's historic integrity.
3. **Safety compliance would require full reconstruction.** Any attempt to meet current structural, fire, and energy codes would necessitate a complete structural overhaul that renders the existing building unsuitable for occupancy.

### **C. Cost to Mitigate or Reconstruct**

The 2024 Gilson Engineering cost analysis highlights the financial burden of preserving or reconstructing the structure:

1. **Reconstruction cost.** Estimated to exceed \$45 million due to the need for a full structural overhaul and stabilization, far surpassing the typical cost for similar projects.
2. **Comparative precedent.** Historical retrofitting projects like the Salt Lake City & County Building or Salt Lake Temple involved complete structural systems behind the historic façade, which is not feasible for this building due to its scale and condition.
3. **Most cost-effective alternative.** The engineering report suggests the most reasonable solution is to document the structure, salvage granite materials where possible, and allow for the demolition of the building. The salvaged granite could potentially be reused in future development as cladding or as interpretive elements.

### **Mitigation Efforts**

In response to the potential environmental and cultural impacts of demolishing the structure, the applicant has proposed several mitigation measures:

#### **A. Preservation of Elements at the Cottonwood Heights Town Center**

The applicant proposes to preserve elements of the Cottonwood Paper Mill and incorporate them into the Cottonwood Heights City Center. The City Center's architects and engineers would identify which elements of the mill could be preserved and used in the design of the new City Center.

#### **B. Commemorative Marker for the Daughters of Utah Pioneers Bronze Plaque**

The Daughters of Utah Pioneers have expressed an interest in commemorating the mill through a bronze plaque. The applicant supports this initiative and proposes to use blocks from the mill to create a historical marker for the plaque.

#### **C. Digital History of the Cottonwood Paper Mill**

In collaboration with the Cottonwood Heights Historic Society, the applicant is committed to assisting in the creation of a digital history of the Cottonwood Paper Mill. This initiative would document the mill's history for future generations, using materials provided by the applicant.

#### **D. Environmental Mitigation during Deconstruction**

The applicant is committed to following all relevant state and local regulations regarding the deconstruction of large buildings. These efforts would ensure that the demolition process is conducted in an environmentally responsible manner, minimizing potential waste and other environmental impacts.

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## **Analysis**

### **Certificate of Appropriateness Requirement**

In accordance with CHMC §15.15.040, the applicant must obtain a Certificate of Appropriateness from the City Council prior to any demolition, modification, or development of historic sites or structures. This requirement is in place to ensure that any modifications to designated historic resources align with the city's preservation goals and comply with established preservation

standards and to ensure that any proposed work does not compromise the historic, architectural, or aesthetic value of the property.

In this case where the request is to demolish the structure, the City Council will review the request for a Certificate of Appropriateness to assess whether the proposed demolition is in line with the city's historic preservation policies and standards. The City Council will consider if the proposal respects the structure's historic significance or if adequate mitigation efforts have been proposed.

The Planning Commission, in reviewing the Conditional Use Permit (CUP), will make recommendations regarding the applicant's compliance with zoning codes and preservation standards. However, the final decision on the Certificate of Appropriateness rests with the City Council. The Planning Commission's role in this process is advisory to the City Council regarding whether the CUP meets the city's zoning and development standards.

#### **Conditional Use Permit Review**

After reviewing the Conditional Use Permit application, staff find the application to be complete in accordance with the requirements for a Conditional Use application, outlined in CHMC §19.84.050. To fulfill the requirements for noncomplying conditional uses of a historic structure in CHMC §19.86.040(C), the application must be pending before the Planning Commission for at least one year before the Planning Commission can take formal action (January 21, 2027).

Under CHMC §19.84.020, the Planning Commission must evaluate whether the proposed Conditional Use request will be detrimental to the public health, safety, or welfare and whether reasonable conditions can mitigate any potential adverse effects. In addition, CHMC §19.84.080 establishes review criteria for Conditional Use requests, although application of these criteria must be construed and applied in accordance with Utah Code Ann. 10-20-506, discussed below::

1. *That the proposed use is one of the conditional uses specifically listed in the zoning district in which it is to be located;*
2. *That such use will not, under the circumstances of the particular case, be detrimental to the health, safety, comfort, order or general welfare of persons residing or working in the vicinity;*
3. *That the use will comply with the intent, spirit, and regulations of this title and will be compatible with and implement the planning goals and objectives of the city;*
4. *That the use will be harmonious with the neighboring uses in the zoning district in which it is to be located;*
5. *That nuisances which would not be in harmony with the neighboring uses, will be abated by the conditions imposed;*
6. *That protection of property values, the environment, and the tax base for the city will be assured;*
7. *That the use will comply with the city's general plan;*
8. *That some form of a guaranty assuring compliance to all imposed conditions will be imposed on the applicant or owner;*

9. *That the internal circulation system of the proposed development is properly designed;*
10. *That existing and proposed utility services will be adequate for the proposed development;*
11. *That appropriate buffering will be provided to protect adjacent land uses from light, noise and visual impacts;*
12. *That architecture and building materials are consistent with the development and surrounding uses, and otherwise compatible with the city's general plan, subdivision ordinance, land use ordinance, and any applicable design standards;*
13. *That landscaping appropriate for the scale of the development and surrounding uses will be installed in compliance with all applicable ordinances;*
14. *That the proposed use preserves historical, architectural and environmental features of the property; and*
15. *That operating and delivery hours will compatible with adjacent land uses.*
16. *The foregoing approval standards shall be subject to any contrary requirements of Utah Code Ann. § 10-9a-507, as amended.*

Utah Code Ann. [§10-20-506](#), also includes specific criteria governing the review and consideration of Conditional Uses.

- (1)
  - (a) *A municipality may adopt a land use ordinance that includes conditional uses and provisions for conditional uses that require compliance with objective standards set forth in an applicable ordinance.*
  - (b) *A municipality may not impose a requirement or standard on a conditional use that conflicts with a provision of this chapter or other state or federal law.*
- (2)
  - (a)
    - (i) *A land use authority shall approve a conditional use if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards.*
    - (ii) *The requirement described in Subsection (2)(a)(i) to reasonably mitigate anticipated detrimental effects of the proposed conditional use does not require elimination of the detrimental effects.*
  - (b) *If a land use authority proposes reasonable conditions on a proposed conditional use, the land use authority shall ensure that the conditions are stated on the record and reasonably relate to mitigating the anticipated detrimental effects of the proposed use.*
  - (c) *If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of*

*reasonable conditions to achieve compliance with applicable standards, the land use authority may deny the conditional use.*

- (3) *A land use authority's decision to approve or deny conditional use is an administrative land use decision.*
- (4) *A legislative body shall classify any use that a land use regulation allows in a zoning district as either a permitted or conditional use under this chapter.*

The Planning Commission is invited to review the proposed application and determine whether the demolition request meets the criteria outlined in the city's zoning and historic preservation codes. As the review process continues, the Planning Commission's findings and recommendations will play a critical role in guiding the City Council's decision-making regarding the Certificate of Appropriateness.

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## Public Hearing Noticing

Notice of the Public Hearing were posted and mailed at least 10 days prior to the meeting. Individual letters were sent to property owners within 1,000 feet of the subject property. The notice was also posted to the city website, state public notice website, and bulletin boards at City Hall. Exhibit M includes public comments received via email at the date of this Report.

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## Findings

Findings of fact include:

1. The subject property is located at 6851 S. Big Cottonwood Canyon Road in Cottonwood Heights. The property is in the Regional Commercial (CR) zoning district.
2. The structure on the property is a historic site, designated under the Cottonwood Heights Municipal Code §19.86.020(A)(1).
3. The applicant, Doug Shelby, WDOM Properties, LLC, submitted a complete Conditional Use Permit application to the Cottonwood Heights Community & Economic Development Department on January 9, 2026.
4. The Applicant's request is to demolish the existing historic structure (Granite Paper Mill) located at 6851 S. Big Cottonwood Canyon Road, in Cottonwood Heights, Utah.
5. A Certificate of Appropriateness from the City Council is required before the applicant may proceed with demolition, as outlined in Cottonwood Heights Municipal Code Chapter 15.15.
6. A Conditional Use Permit approval from the Planning Commission is also required in accordance with Cottonwood Heights Municipal Code Chapter 15.15.
7. The Planning Commission is reviewing the Conditional Use Permit for the demolition, but the final decision on the Certificate of Appropriateness lies with the City Council.
8. The proposed demolition is subject to the standards of Chapter 19.86: *Historic Preservation*; Chapter 15.15: *Demolition*; and Chapter 19.84: *Conditional Uses*, of the Cottonwood Heights Municipal Code; in addition to other applicable laws and ordinances of the city.
9. The Conditional Use application must be pending before the Planning Commission for at least one year, in accordance with Cottonwood Heights Municipal Code §19.86.040(C) prior to formal Planning Commission action on the Conditional Use request.

10. The shot-clock for the one-year waiting period will begin on January 21, 2026.
11. A public hearing was held on January 21, 2026, and notices were sent to property owners within 1,000 feet of the subject property. The notice was also posted to the city website, public notice website, and bulletin boards at City Hall, as required by the Cottonwood Heights Municipal Code.
12. Public comments were received at the public hearing and are included in the official record.
13. The Planning Commission is tasked with evaluating the Conditional Use Permit application based on the standards in the Cottonwood Heights Municipal Code, with formal action to take place at a future Planning Commission meeting, but not prior to January 21, 2027.

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## Staff Recommendation

Staff recommends the Planning Commission continue the item to a future date for further consideration for the following reasons:

1. In accordance with §19.86.040(C) of the Municipal Code, the application must be pending before the Planning Commission for at least one year before a decision can be made. As this requirement has not yet been satisfied, the item must be continued to a future meeting after the necessary time period has elapsed.
2. The applicant has submitted detailed engineering reports and proposed mitigation measures for the demolition, which must be thoroughly reviewed and evaluated by the Planning Commission. Further discussion regarding the impact on the community and the historic preservation goals of the city is also required to ensure compliance with adopted laws and ordinances of the city.

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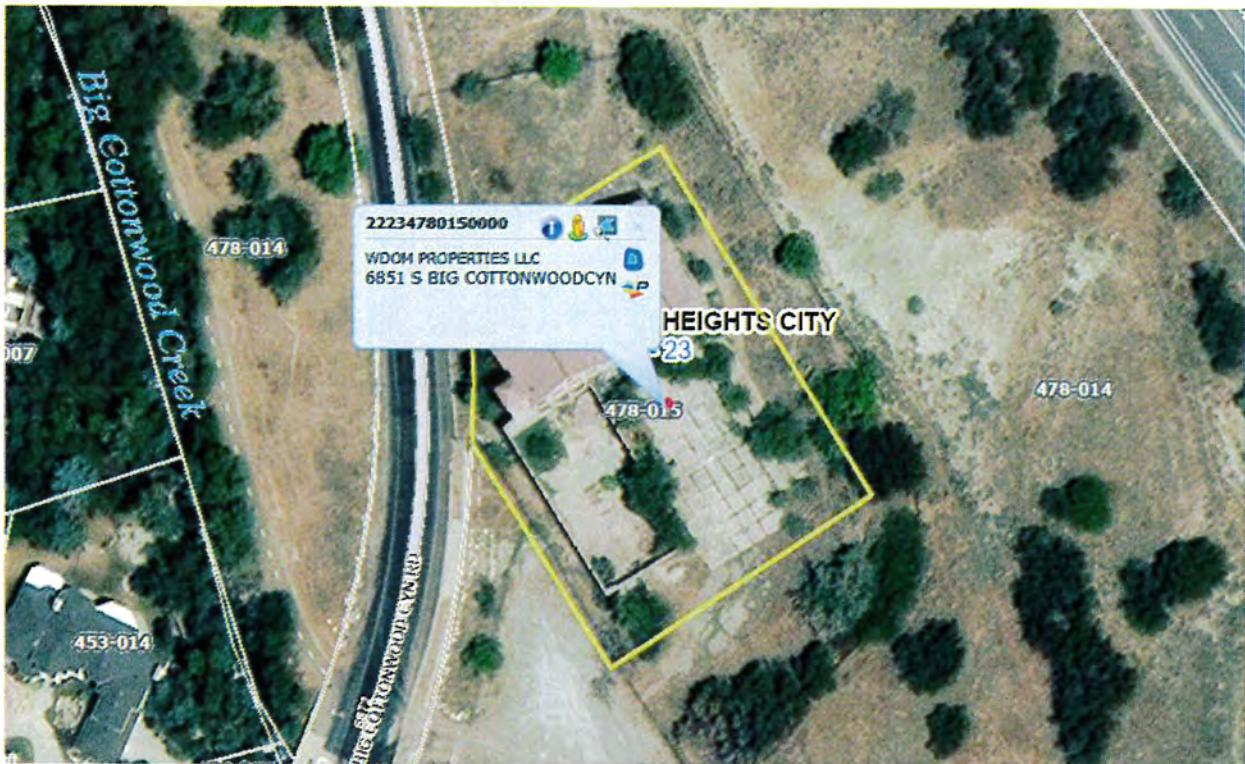
## Attachments

- A. Parcel Map
- B. Adjacent Property Exhibit
- C. Zoning Map
- D. Site Plan
- E. Project Narrative
- F. 1996 Carl Eriksson, Salt Lake County Engineer and Chief Building Officer, Statement
- G. 2022 Reavely Engineering Report – Structural Condition Assessment
- H. 2022 Gilson Engineering Report – Structural Assessment of the Feasibility of Restoration
- I. 2024 Gilson Engineering Report – Cost to Mitigate
- J. 2024 Engineering Review Commissioned by Cottonwood Heights, Statement
- K. Cottonwood Heights Historic Committee Recommendation
- L. Public Comments

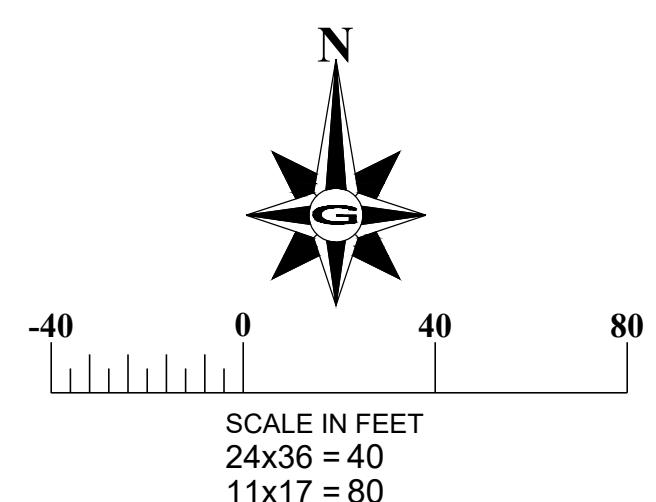
# **Attachment A**

## **Parcel Map**

PARCEL MAP FROM SALT LAKE COUNTY



**Attachment B**  
**Adjacent Property Exhibit**



**ADJACENT PROPERTY EXHIBIT**  
6851 S BIG COTTONWOOD CANYON  
SALT LAKE CITY, UTAH 84121

REVISIONS			
REV/	DATE	BY	COMMENTS

DESIGNED/DRAWN BY:  
BPTS

CHECKED APPROVED  
0 BG

REVISION: 1  
PROJ. # WAL.010.22

**EXHIBIT**

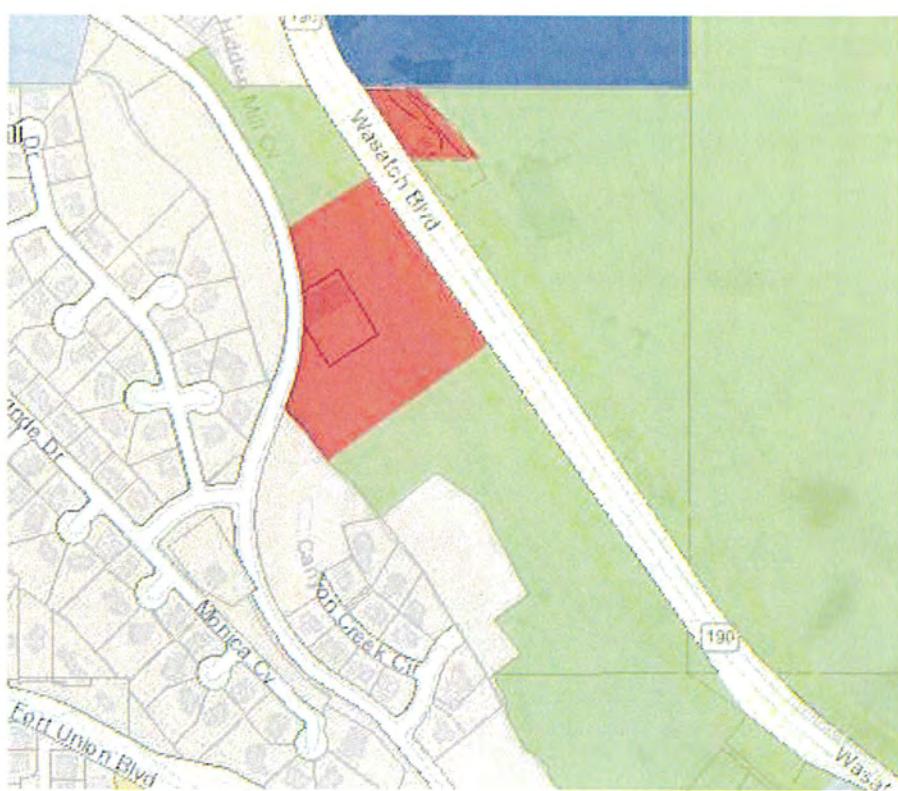
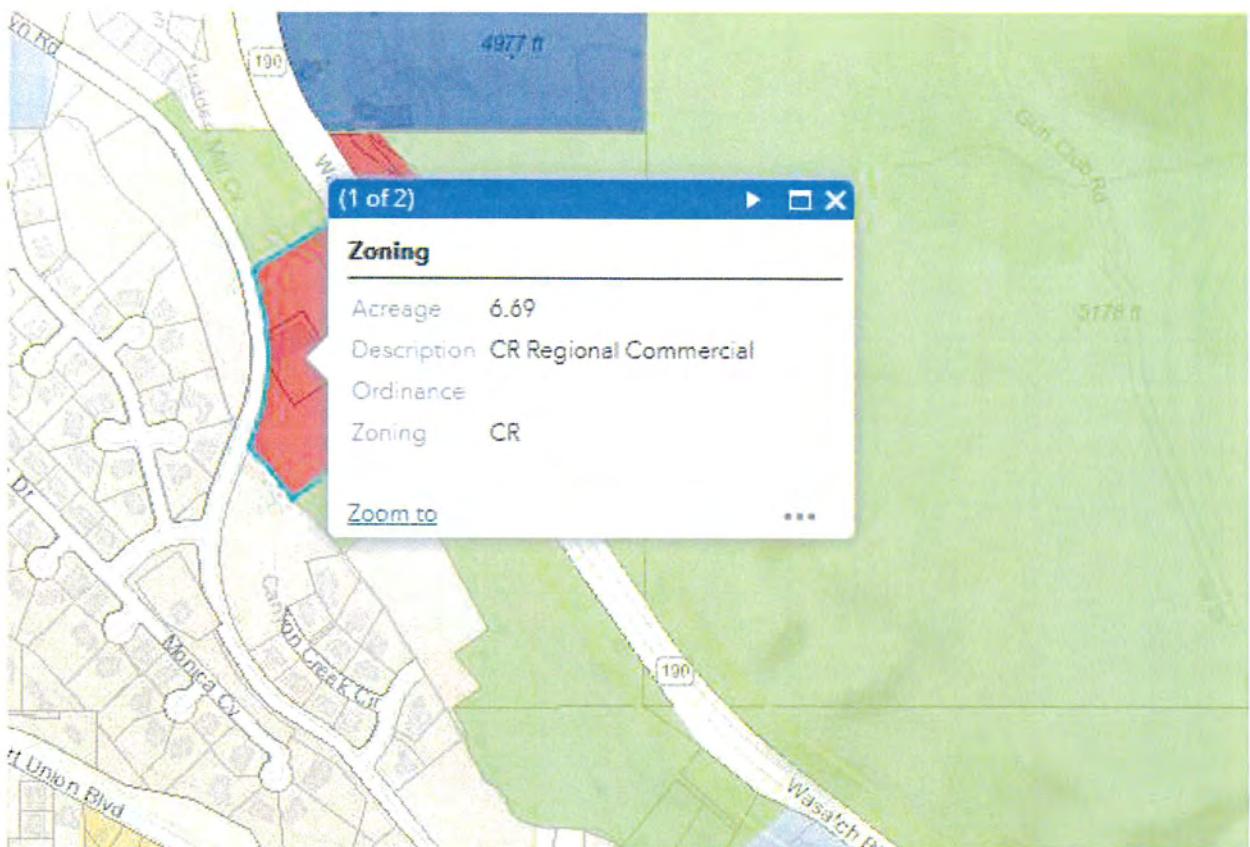
**DISCLAIMER NOTE**

UTILITY LOCATIONS SHOWN HEREON ARE APPROXIMATE ONLY. IT SHALL BE THE CONTRACTOR'S RESPONSIBILITY TO DETERMINE THE EXACT HORIZONTAL AND VERTICAL LOCATIONS OF ALL UTILITIES, INCLUDING UNDERGROUND UTILITIES PRIOR TO COMMENCING CONSTRUCTION. NO REPRESENTATION IS MADE THAT ALL EXISTING UTILITIES ARE SHOWN HEREON. THE ENGINEER ASSUMES NO RESPONSIBILITY FOR UTILITIES NOT SHOWN OR UTILITIES NOT SHOWN IN THEIR PROPER LOCATION.



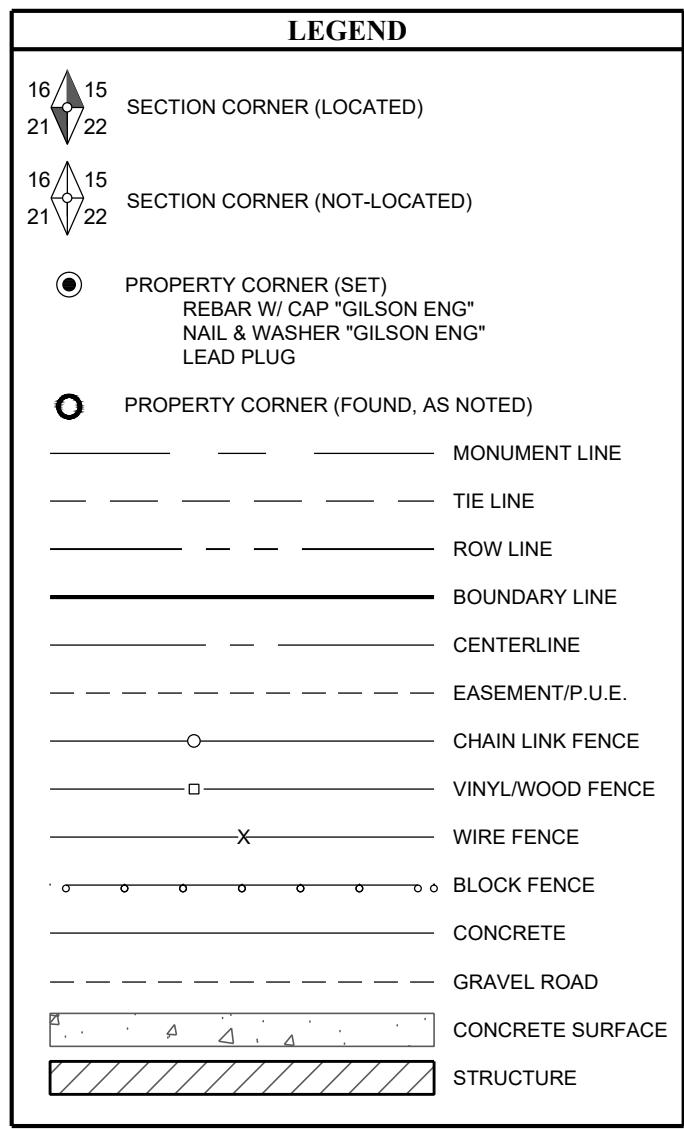
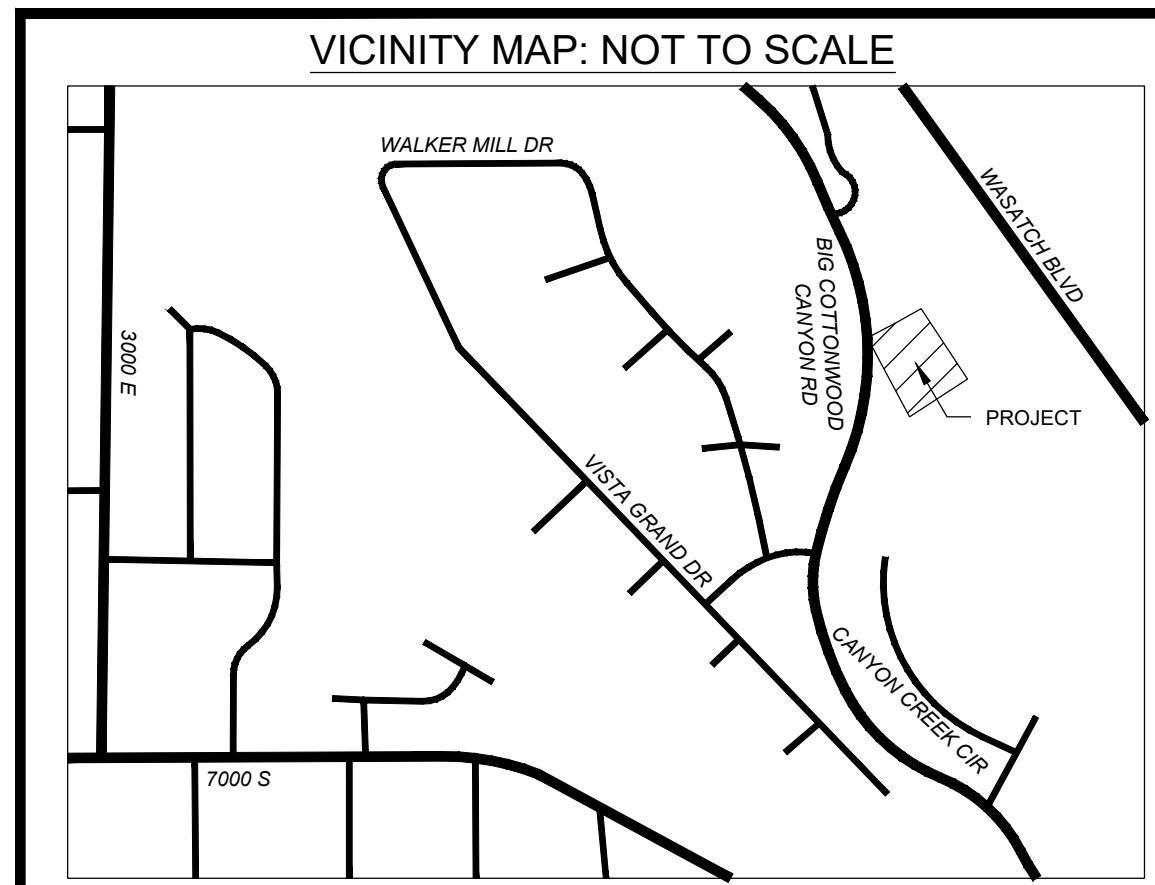
## **Attachment C**

## **Zoning Map**



# **Attachment D**

## **Site Plan**



#### SELECTED SCHEDULE B ITEMS

PER ARTISAN TITLE INSURANCE AGENCY COMMITMENT NUMBER 12661 DATED JANUARY 10, 2022 AT 12:00 AM

31. RIGHT OF WAY AND EASEMENT GRANT, IN FAVOR OF MOUNTAIN FUEL SUPPLY COMPANY, TO LAY, MAINTAIN, OPERATE, REPAIR, INSPECT, PROTECT, REMOVE AND REPLACE PIPE LINES, VALVES, VALVE BOXES, AND OTHER GAS TRANSMISSION AND DISTRIBUTION FACILITIES, THROUGH AND ACROSS A PORTION OF THE SUBJECT PROPERTY. SAID RIGHT OF WAY AND EASEMENT GRANT RECORDED JUNE 9, 1956, AS ENTRY NO. 2159331, IN BOOK 2467, AT PAGE 98, SALT LAKE RECORDER'S OFFICE.

SURVEYOR'S NOTE: 30' WIDE, CENTERLINE AS SHOWN HEREON, DOES NOT CONCIDE WITH BLUE STAKES MARKINGS AND UTILITY MAPS FROM DOMINION ENERGY IN THE VICTORY.

32. RIGHT OF WAY AND EASEMENT GRANT, IN FAVOR OF MOUNTAIN FUEL SUPPLY COMPANY, TO LAY, MAINTAIN, OPERATE, REPAIR, INSPECT, PROTECT, REMOVE AND REPLACE PIPE LINES, VALVES, VALVE BOXES, AND OTHER GAS TRANSMISSION AND DISTRIBUTION FACILITIES, THROUGH AND ACROSS A PORTION OF THE SUBJECT PROPERTY. SAID RIGHT OF WAY AND EASEMENT GRANT RECORDED JUNE 9, 1956, AS ENTRY NO. 2159332, IN BOOK 2467, AT PAGE 99, SALT LAKE RECORDER'S OFFICE.

SURVEYOR'S NOTE: 30' WIDE, CENTERLINE AS SHOWN HEREON, DOES NOT CONCIDE WITH BLUE STAKES MARKINGS AND UTILITY MAPS FROM DOMINION ENERGY IN THE VICTORY.

37. EASEMENT GRANTED IN FAVOR OF SALT LAKE CITY, IN THAT CERTAIN EASEMENT AGREEMENT RECORDED SEPTEMBER 26, 1991, AS ENTRY NO. 6174874, IN BOOK 7235, AT PAGE 575, SALT LAKE COUNTY RECORDER'S OFFICE.

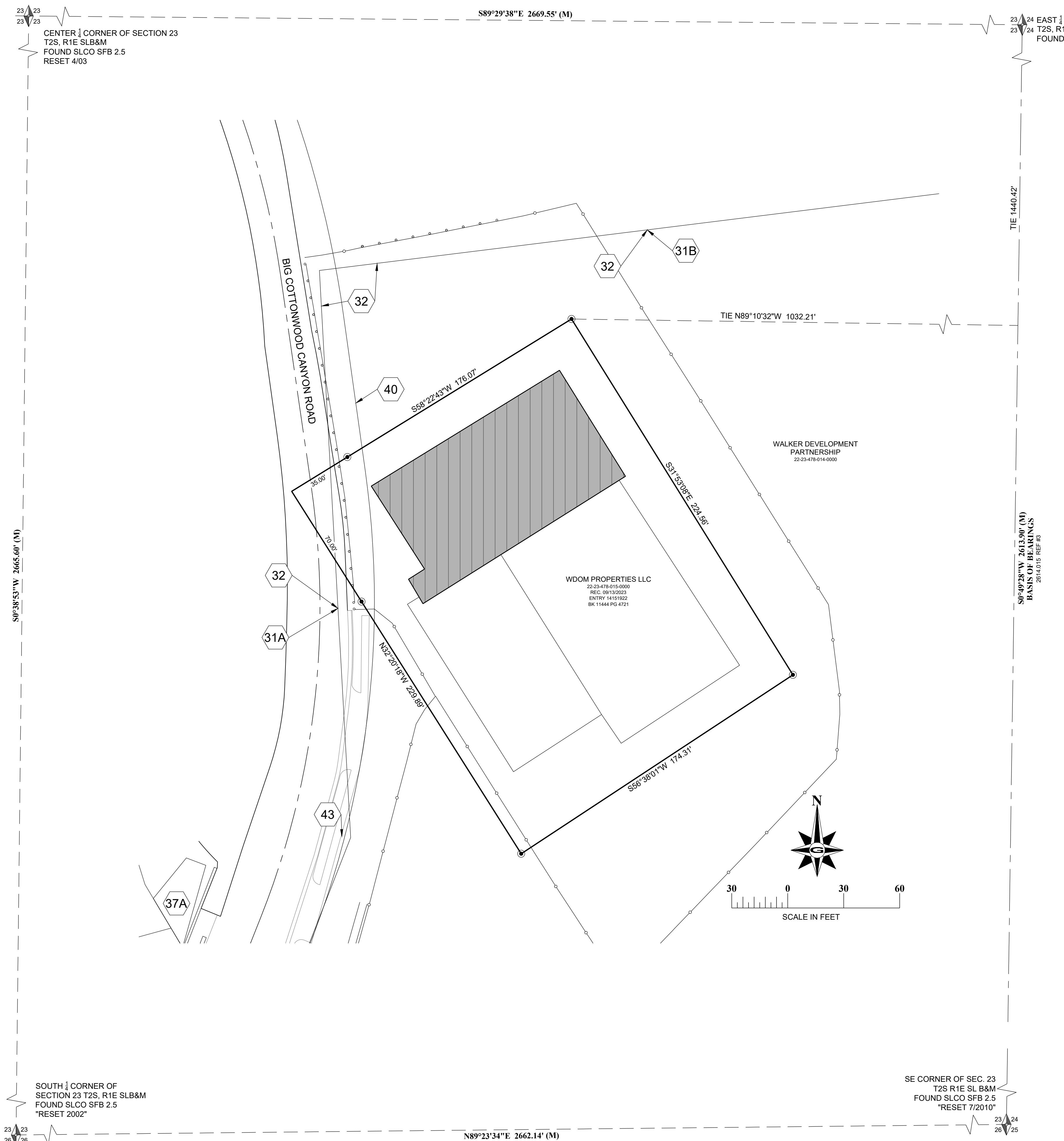
SURVEYOR'S NOTE: EASEMENTS ON BOTH SIDES OF THE HIGHWAY FOR THE PURPOSES OF CONSTRUCTING A BRIDGE OVER THE HIGHWAY. A SLIGHT MISCONCERN IS NOTED IN 37B: RETRACTED TO CONFORM WITH REF. #6.

40. EASEMENT IN FAVOR OF PACIFICORP, AN OREGON CORPORATION, TO CONSTRUCT, RECONSTRUCT, OPERATE, MAINTAIN AND REPAIR ELECTRIC TRANSMISSION AND OTHER EQUIPMENT OVER, UNDER AND ACROSS A PORTION OF THE SUBJECT PROPERTY. SAID EASEMENT RECORDED MAY 4, 2003, AS ENTRY NO. 9367118, IN BOOK 9126, AT PAGE 697, SALT LAKE COUNTY RECORDER'S OFFICE.

SURVEYOR'S NOTE: 10' WIDE EASEMENT, CENTERLINE SHOWN HEREON, ALSO INCLUDING RIGHT OF ACCESS, RIGHT TO KEEP RIGHT OF WAY AND ADJACENT LANDS CLEAR, AND RECORDED WITH THE EASEMENT.

43. EASEMENT GRANTED IN FAVOR OF COTTONWOOD HEIGHTS, IN THAT CERTAIN NOVEMBER 25, 2008 RECORDED NOVEMBER 25, 2008, AS ENTRY NO. 10568191, IN BOOK 9661, AT PAGE 1122, SALT LAKE COUNTY RECORDER'S OFFICE.

SURVEYOR'S NOTE: RETRACTED PER LOCATIVE CALL TO NORTHWEST CORNER OF LOT 105 CANYON CREEK ESTATES PHASE 1, 20' WIDE, EASTERLY EDGE SHOWN HEREON, INCLUDES OTHER RESTRICTIONS AND AGREEMENTS.



#### BOUNDARY RETRACEMENT RECORD OF SURVEY

##### THE OLD MILL

6851 S BIG COTTONWOOD CANYON ROAD

COTTONWOOD HEIGHTS, UTAH

SALT LAKE COUNTY PARCEL: 22-23-478-015-0000

LOCATED IN THE SOUTHEAST  $\frac{1}{4}$  OF SECTION 23

TOWNSHIP 2 SOUTH, RANGE 1 EAST

SALT LAKE BASE & MERIDIAN

SALT LAKE COUNTY, UTAH

#### SURVEYOR'S CERTIFICATE:

I, JOSH F. MADSEN DO HEREBY CERTIFY THAT I AM A LICENSED LAND SURVEYOR AND THAT I HOLD LICENSE NO. 5152657, IN ACCORDANCE WITH THE PROFESSIONAL ENGINEERS AND LAND SURVEYORS LICENSING ACT FOUND IN TITLE 88, CHAPTER 22 OF THE UTAH CODE. I FURTHER CERTIFY THAT BY THE AUTHORITY OF THE OWNER'S OR OWNER'S AGENT, I HAVE MADE A SURVEY OF THE PROPERTY LOCATED IN THE PARCEL DESCRIBED BELOW HAVE COMPLETED A SURVEY OF THE PROPERTY DESCRIBED ON THIS PLAT IN ACCORDANCE WITH UTAH CODE SECTION 17-3-504, HAVE VERIFIED ALL MEASUREMENTS, AND HAVE PLACED MONUMENTS AS REPRESENTED ON THE PLAT. I FURTHER CERTIFY THAT THIS PLAT IS TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE.



JOSH F. MADSEN  
LICENSE NO. 5152657

#### NARRATIVE:

PROJECT SCOPE:  
THIS SURVEY WAS REQUESTED WDOM PROPERTIES LLC FOR THE PURPOSE OF ESTABLISHING THE BOUNDARIES OF THE SUBJECT PROPERTY ON THE GROUND.

#### BASIS OF BEARINGS:

THE BASIS OF BEARING FOR THIS SURVEY IS SOUTH 0°49'28" WEST BETWEEN THE EAST  $\frac{1}{4}$  CORNER AND SOUTHEAST CORNER OF SECTION 23, TOWNSHIP 2 SOUTH, RANGE 1 EAST, SALT LAKE BASE & MERIDIAN AS SHOWN HEREON.

PROJECT CONTROL WAS ESTABLISHED USING THE UTAH AGRC "T.U.R.N." NETWORK. HORIZONTAL CONTROL HAS BEEN SCALED TO GROUND AT THE EAST  $\frac{1}{4}$  CORNER OF SECTION 23.

THIS SURVEY IS BASED ON AN ALTA/NSPS LAND TITLE COMPLETED FOR WALKER DEVELOPMENT ON FILE AT THE OFFICE OF THE SALT LAKE COUNTY SURVEYOR AS #52023-10-0792.

NO RECORDS HAVE BEEN DISCOVERED CONCERNING THE 7/2010 RESET OF THE SLCO SURVEYOR BRASS CAP CONCERNING THE EASEMENT LOCATED IN SECTION 23, 24, 25 & 26 TOWNSHIP 2 SOUTH, RANGE 1 EAST SALT LAKE BASE & MERIDIAN. THE CURRENT MONUMENT APPEARS TO BE THE REASONABLE CONFORMITY WITH A PREVIOUS MONUMENT RESET BY THE SALT LAKE COUNTY SURVEYOR'S OFFICE 1986 (SEE REFERENCE #3). THE 1986 MONUMENT WAS BASED ON RELIANCE ON WITNESS CORNER IN WASATCH BLVD (BELIEVED DESTROYED). THIS WC WAS REFERENCED AND UTILIZED BY THE BLM IN 1988.

NO DOCUMENT HAS BEEN PROVIDED OR DISCOVERED CONCERNING THE ALIGNMENT OR WIDTH OF BIG COTTONWOOD CANYON ROAD IN THE VICINITY OF THE PROJECT. THE DESCRIPTIONS PROVIDED WITH THE TITLE COMMITMENT INCLUDE NUMEROUS AMBIGUITIES INCLUDING, BUT NOT LIMITED TO, MISSING COURSES, DISTANCES, AND DIMENSIONS AS WELL AS MISCLOSURE AND A COMPLETE LACK OF LOCATIVE CALLS.

A DESCRIPTION OF "THE OLD MILL" WAS PREPARED BY THE SURVEYOR AND PROVIDED TO WALKER DEVELOPMENT PARTNERSHIP IN 2022. THE DESCRIPTION PER ENTRY #14151922 AS-SURVEYED DESCRIPTIONS OMITS LANGUAGE THAT EXCLUDES BIG COTTONWOOD CANYON ROAD.

#### LEGAL DESCRIPTION

BEGINNING AT A POINT LOCATED SOUTH 0°49'28" WEST 1440.42 FEET AND NORTH 89°10'32" WEST 1032.21 FEET FROM THE EAST  $\frac{1}{4}$  CORNER OF SECTION 23, TOWNSHIP 2 SOUTH RANGE 1 EAST, SALT LAKE BASE & MERIDIAN.

THENCE SOUTH 31°53'08" EAST 224.56 FEET, SOUTH 56°38'01" WEST 174.31 FEET, NORTH 32°20'18" WEST 229.89 FEET AND NORTH 58°22'43" EAST 1776.07 FEET TO THE POINT OF BEGINNING.

CONTAINING 39,802.79 SQUARE FEET, MORE OR LESS

#### REFERENCES

1. UTAH DEPARTMENT OF TRANSPORTATION SR-210 I-15 TO BIG COTTONWOOD CANYON RIGHT OF WAY PROJECT F-068(3) APPROVED 11-4-88
2. TOWNSHIP 2 SOUTH, RANGE 1 EAST, OF THE SALT LAKE MERIDIAN, UTAH DEPENDENT SURVEY, BLM DECEMBER 22, 1958
3. SALT LAKE COUNTY SURVEYOR SECTION WORK SHEETS AND CLOSURES FOR SECTIONS 23, 24, 25, 26
4. OLD MILL ESTATES PLAT "B" (#4958442)
5. OLD MILL ESTATES PLAT "C" (#5038007)
6. OLD MILL ESTATES PLAT "D" (#5191213)
7. WALKER DEVELOPMENT ALTANSPS LAND TITLE SURVEY SALT LAKE COUNTY PARCELS: 22-25-126-001-0000, 22-25-127-001-0000, 22-25-127-001-0001, 22-23-426-003-0000, 22-23-326-005-0000, 22-24-300-001-4001 & 22-24-300-001-4002, PREPARED BY JOSH F. MADSEN/GILSON ENGINEERING, TO BE FILED
8. OLD MILL ESTATES PLAT "E" (#5170140)
9. CANYON CREEK ESTATES PHASE 1 (#525229)
10. OLD MILL POINT A PLANNED UNIT DEVELOPMENT (#5698167)
11. RIGHT OF WAY PLAT OF WASATCH BOULEVARD, SALT LAKE COUNTY SURVEYOR JUNE 1948 (L-44)
12. SALT LAKE COUNTY SURVEYOR FILE #52014-05-0208 (SALT LAKE AQUEDUCT ROW)
13. SALT LAKE COUNTY SURVEYOR FILE #52014-05-0208, REF: BUREAU OF RECLAMATION
14. STATE OF UTAH STATE ROAD COMMISSION PLANS OF PROPOSED STATE ROAD S-131(5) APPROVED NOVEMBER 1953, OBTAINED FROM UDOT VIA GRAM REQUEST
15. SALT LAKE COUNTY SURVEYOR FILE #52008-03-0259 (CABCO)
16. SALT LAKE COUNTY SURVEYOR FILE #52006-06-0476 (LOT 107 CANYON CREEK ESTATES PHASE 1)
17. SALT LAKE COUNTY SURVEYOR FILE #52007-11-1000 (OLD MILL, POINT PUD)
18. SALT LAKE COUNTY SURVEYOR FILE #52009-01-0024 (CANYON CREEK ESTATES PH 1 LOTS 101 & 113)
19. SALT LAKE COUNTY SURVEYOR FILE #52003-03-0249 (HARTMAN)
20. SALT LAKE COUNTY SURVEYOR FILE #594-08-0475 (LOT 111 CANYON CREEK ESTATES PHASE 1)
21. SALT LAKE COUNTY SURVEYOR FILE #52010-12-0507 (LOT 112 CANYON CREEK ESTATES PHASE 1)
22. SALT LAKE COUNTY SURVEYOR FILE #598-11-0824 (CONDAS)

DATE: DECEMBER 9, 2025
PROJECT FILE: WAL.010.22
FIELD: BC DRAFTED: KMBC/JB
CHECKED: JB APPROVED: JFM

## **Attachment E**

## **Project Narrative**

## **PROJECT NARRATIVE**

TO: Cottonwood Heights Planning Commission

FROM: WDOM Properties LLC

SUBJECT: Application for Conditional Use Permit

6851 S. Big Cottonwood Canyon Road, Cottonwood Heights, UT 84121

Parcel # 22234780150000

### Legal Description

BEG S 0<sup>49'28"</sup>W 1440.42 FT & N 89<sup>10'32"</sup> W 1032.21 FT FR E ¼ COR  
SEC 23, T2S, R1E, SLM; S 31<sup>53'08"</sup> E 224.56 FT; S 56<sup>38'01"</sup> W 174.31 FT;  
N 32<sup>20'18"</sup> W 229.89 FT; N 58<sup>22.43"</sup> E 176.07 FT TO BEG. LESS BIG  
COTTONWOOD CANYON RD.

DATE: November 6, 2025

Part A: Purpose for the Conditional Use Application

Part B: Mitigation

Part A: PURPOSE FOR THE CONDITIONAL USE APPLICATION

The Deseret Paper Mill is an attractive nuisance, an imminent danger to the public and is structurally unsalvageable. Chapter 19.86 specifies the process to obtain a conditional Use Permit to demolition the paper mill.

-1- An Attractive Nuisance

Before the procurement of on-site security monitoring, there were frequent incidents of trespass and vandalism, even multiple incidents daily. Though trespass and vandalism incidents have been significantly reduced, the site remains popular for break-ins.

-2- An Imminent Danger and Structurally Unsalvageable

The Deseret Paper Mill was constructed using stacked stone, laid on the ground, held together with a mortar made from clay and ground-up granite. The building lacks foundation, internal framework and has no lateral support other than the adhesion of the stone through gravity and with mortar. As the mortar has deteriorated and disintegrated, the walls have lost any lateral strength, being held together solely by gravity.

Based on the type of structure, there is no known method to shore up the walls to provide lateral strength or meet seismic codes without obliteration of the rock walls. Further, if a rational method could be fashioned, based on current estimates to repair modeled after the work on the Assembly Hall and the Salt Lake Temple, it would cost in excess of \$100 Million.

The state of the building is not because the Applicant or prior owners neglected the structure or failed to investigate or undertake measures to preserve the mill, but because the materials, design and original construction ensured the building would not last and could not be salvaged. The heat from the fire in 1927 cracked stone. Cracks from top to bottom continue to form, and flooding in 1983 caused unstable walls to collapse.

Please see included reports and statements.

- 1- 1996 Carl Eriksson, Salt Lake County Engineer and Chief Building Officer, statement.
- 2- 2022 Reavely Engineering, report  
675 East 500 South Suite 400  
Salt Lake City, UT 84102  
801-486-3883
- 3- 2022 Gilson Engineering, report
- 4- 2024 Gilson Engineering, report  
Gilson Engineering  
12401 South 450 East C2  
Draper, UT 84020  
801-571-9414
- 5- 2024 engineering review commissioned by Cottonwood Heights, statement.

-3- The CUP Application is solely for demolition.

## Part B: MITIGATION

### **Item One** – Preservation of the mill at the Cottonwood Heights City Center

Beautiful elements of the Deseret Paper Mill which are at this time structurally unsafe, could be preserved and located at the new Cottonwood Heights City Center. As the new city center is designed and engineered, specific elements of the mill that would enhance the city center could be targeted and purposefully preserved to be included in city center plans. Preservation of specific elements of the mill would receive best-practice salvage attention. These elements could be delivered to Cottonwood Heights City.

City Center architects and engineers could be personally involved in choosing elements of the mill that fit the purpose and design of the city center. Their involvement would ensure proper reconstruction of chosen elements.

If Cottonwood Heights is planning interpretive historical signs of the mill at the new city center, photos and historical facts will be provided. We would also be happy to work with the city to identify interior elements of the mill for preservation in any potential indoor spaces as part of the city center project.

### **Item Two** – A marker for the Daughters of Utah Pioneers bronze plaque

DUP would like a plaque to commemorate the mill. We're supportive of this effort. DUP requires accessibility and visibility for the plaque display. They also will need a signed lease. Cottonwood Heights may sign the DUP lease. Stone blocks from the mill would provide a sturdy marker for the plaque. The location of the marker would be designated by the city.

### **Item Three** – A digital history of the Deseret Paper Mill

The Cottonwood Heights Historic Society has expressed interest in a digital history of the Deseret Paper Mill. We are happy to provide materials for this. If indoor display space for history of the mill is planned at the city center, the historic society should be involved in selecting from available photos and documents.

### **Item Four** – Mitigation of deconstruction environmental impact

We will follow all state and local regulations that govern deconstruction of large buildings.

**Attachment F**  
**1996 SL County & Chief Building Officer Statement**  
**Carl Eriksson**

1996 Carl Eriksson, Salt Lake County Engineer and Chief Building Officer

Context:

After the 1994 earthquake in Los Angeles, Mr. Eriksson was sent to California by Salt Lake County to learn how the county could better prepare for an earthquake. Knowing of this effort, Doug Shelby invited Mr. Eriksson to inspect the Old Mill.

Statement on Imminent Danger

“The structure is of unreinforced masonry (URM) construction, and as such presents a serious hazard in the event of an earthquake. The Wasatch Fault is located about 1500 feet to the east. The fault is capable of generating earthquakes of a Richter magnitude 7.5, and surface fault rupture of 6 to 15 feet. The building is located in an area identified broadly as having moderate liquefaction potential. It is located adjacent to Big cottonwood Creek, and as such, may be subject to high water tables at times.”

“The open area to the south of the building presents seismic hazards. There has been some movement of the east retaining wall, apparently taking place during the early ‘80’s when high water table was encountered.”

Statement on Structure

“On February 26, 1996, I performed an inspection of the Old Mill constructed between 1880 and 1893. Three different qualities of rockwork were observed. The rock around and over window and door openings is high quality rock, carefully placed. The bulk of the building is done with lower quality rock, less carefully placed. The east portion of the building is of generally poor quality rock and workmanship. It is of a notably different quality.”

**Attachment G**  
**2022 Structural Condition Assessment**  
**Reavely Engineering**



July 28, 2022

Christopher D. Jensen, AIA  
Think Architecture  
7927 South High Point Parkway  
Suite #300  
Sandy, Utah 84094

RE: Old Mill Structural Condition Assessment

Chris,

The purpose of this letter is to present the findings of a structural condition assessment performed on the Old Mill located in Cottonwood Heights, Utah.

#### Scope and Purpose

The scope of the condition assessment included visual observation, review of code provisions including the 2018 International Existing Building Code and the 1997 Uniform Code for the Abatement of Dangerous buildings, and an assessment if the building is "dangerous" as defined by the code.

#### Background

The Old Mill, also known as the Granite Paper Mill or the Deseret News Paper Mill, is located at 6900 Big Cottonwood Canyon Road, Cottonwood Heights, Utah. The mill was constructed between 1880 and 1883 by the Deseret News and was added to the National Register of Historic Places in 1971. The building was used as a paper mill until it was destroyed by fire in 1893. It was rebuilt in 1927 and was used for various purposes until the 1980's. It has since fallen into ruin and is an attractant to vandals and vagrants. The Old Mill is privately owned. The owners are concerned about current conditions and life safety.

#### Observations

Dorian Adams visited the Old Mill on May 16, 2022 at 10:00 am. Chris Jensen of Think Architecture was present along with the building owners. The exterior perimeter was observed and portions of the building interior where safely accessible. The following observations were noted:

1. The building construction consists of stone perimeter walls, laid with mortar, unreinforced, with timber floor and roof. Framing is rough sawn with straight sheathing.
2. The remnants of the southern wing perimeter stone walls still exist and are in a state of ruin, vertically cantilevered with no lateral bracing present.
3. The main section of the building still has a roof and floors. There are areas of the floors that have collapsed.
4. The perimeter walls have relatively few cracks but the mortar in many locations is eroding and can be easily scraped out.
5. There is a significant diagonal crack on the northwest corner, extending from the base to the roof, that shows signs of movement.

6. There is evidence of vandalism, vagrants and young people entering the building recently even though the owner has barricaded doors, windows and fenced the property.

The lateral force resisting system consists of stone walls at the perimeter and wood straight sheathed floor and roof diaphragms. No diaphragm to wall connections capable of transferring seismic or wind lateral forces exist.

The gravity system includes perimeter load bearing stone walls, rough sawn timber interior columns, rough sawn floor joists and beams, with straight sheathed decking. The gravity framing is in various states of disrepair from fair condition to very poor and collapsed.

By observation, the building structure will not meet the 2018 International Building Code provisions for live, wind, earthquake, and snow loads. Significant structural upgrades will be required to salvage the building and make it occupiable again, for any use. The following major upgrades are likely to be required prior to occupancy.

1. A full seismic upgrade of the entire lateral force resisting system including strengthening perimeter stone walls, strengthening roof and floor diaphragms, adding connections to tie the roof and floor diaphragms to the walls, and adding cross ties to diaphragms. These measures may include adding concrete shear walls or shotcrete, adding vertical reinforcement to walls by coring vertically through the wall from the top to the foundation and grouting in rebar, adding composite overlay to walls, adding roof and floor sheathing, and bolting or strapping joists and sheathing to the walls.
2. Gravity upgrades include replacing all deteriorated gravity framing members (columns, beams, joists), replacing deteriorated straight sheathing, and strengthening existing framing to provide capacity to support required loads. Upgrades to beam and joist connections to walls and columns will likely be required.

#### Assessment

The 1997 Uniform Code for the Abatement of Dangerous Buildings (UCADB) defines the conditions that deem a building to be a "Dangerous Building". The purpose of the 1997 UCADB is to give building officials authority to require dangerous buildings to be repaired, vacated, or demolished. It states that any building that has any or all of the conditions described shall be deemed to be a dangerous building, provided that such conditions exist to the extent that the life, health, property, or safety of the public or its occupants are endangered. The 18 conditions are paraphrased below and the full list is provided in the end of this document. In our professional opinion clearly 13 of 18 of these conditions exist at the Old Mill. Two require the opinion of a health officer and fire marshal (#15 and #16) which will be very unlikely to be acceptable to either. And three require additional structural analysis and documentation (#6, #10, #11). Since only one of these 18 conditions can cause a building to be classified as dangerous, the Old Mill is a dangerous building.

1. Inadequate width or size of egress paths in case of fire or panic.
2. Walking surface is worn or unsafe to provide adequate means of egress in case of fire or panic.
3. Stress in structural members is more than 1.5 times the code allowed stresses.
4. Damage by fire, wind, earthquake, flood or any other cause reducing the strength of the structure below code allowed limits.
5. Portion, member, or appurtenance is likely to fall, become detached or collapse.



6. Exterior elements are not capable of resisting  $\frac{1}{2}$  of code prescribed wind forces.
7. Portion of a building has wracked, warped buckled or settled causing materially less resistance to wind or earthquake than is required for new construction.
8. Dilapidation, deterioration, decay or partial or complete collapse.
9. The building, for any reason, is manifestly unsafe for the purpose for which it is being used.
10. Exterior walls list, lean or buckle to the extent a plumb line does not pass through the middle third of the wall thickness.
11. 33 percent or more damage or deterioration of its supporting members, or 50 percent of its non-supporting members, enclosing the outside walls.
12. Damage for any reason to cause the building to be an attractive nuisance to children, a harbor for vagrants and criminals or immoral persons, or as to enable persons to resort there for the purpose of illegal or immoral acts.
13. Violation of building codes.
14. Does not meet strength, fire resistance, or weather-resisting qualities.
15. Conditions determined by a health officer to be unfit for habitation or will likely cause sickness or disease.
16. Conditions determined by the fire marshal to be a fire hazard.
17. Building is in such a condition as to constitute a public nuisance.
18. Building is abandoned for greater than 6 months and becomes an attractive nuisance or hazard to the public.

Conclusion

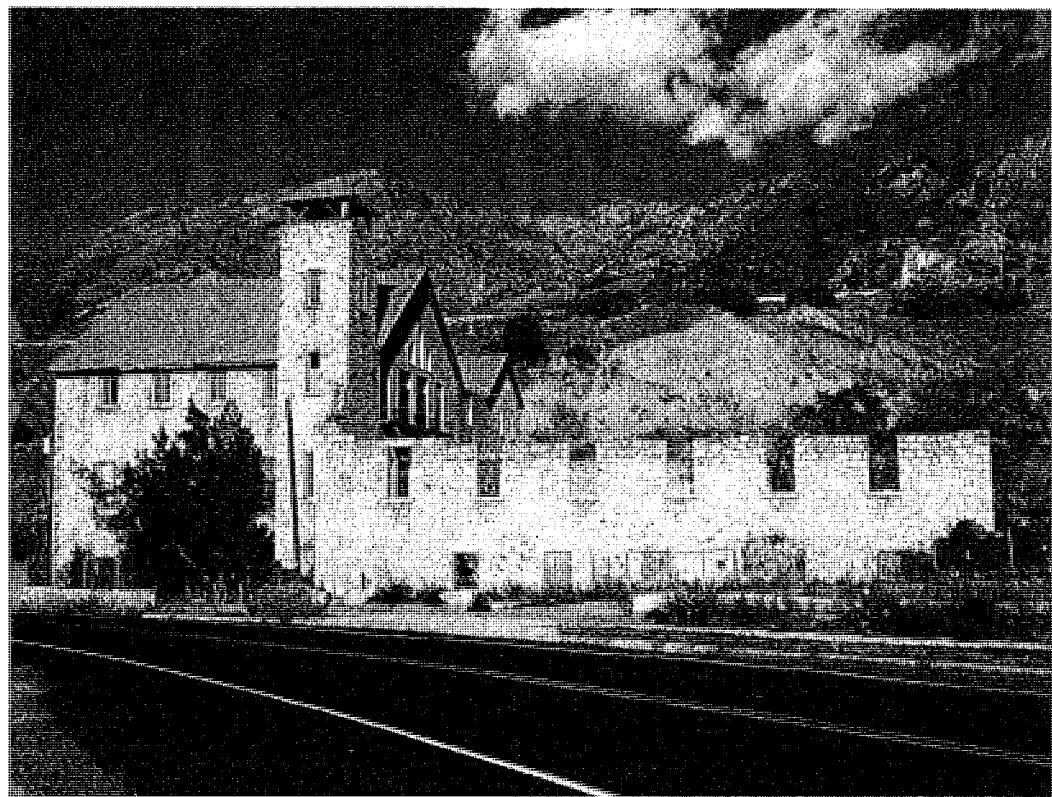
The Old Mill meets the criteria of "dangerous" as defined by the 1997 UCADB. Significant investment will be required to make the building safe to occupy once again. The structural upgrades will most likely include a full seismic retrofit and gravity upgrade to the floors and roof of the building.

Regards,



Dorian Adams, SE





West View



South Wing Interior



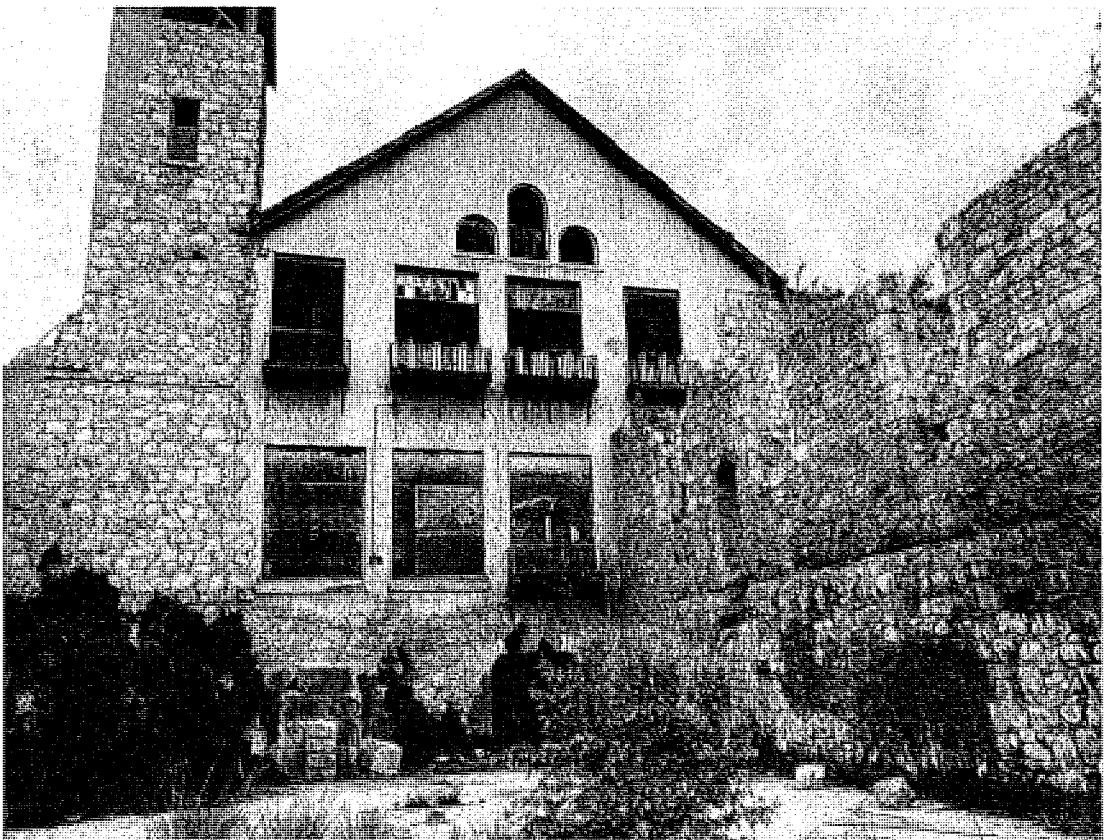


South Wing Interior



South Wing Interior





South Wing Interior



South Wing Arch





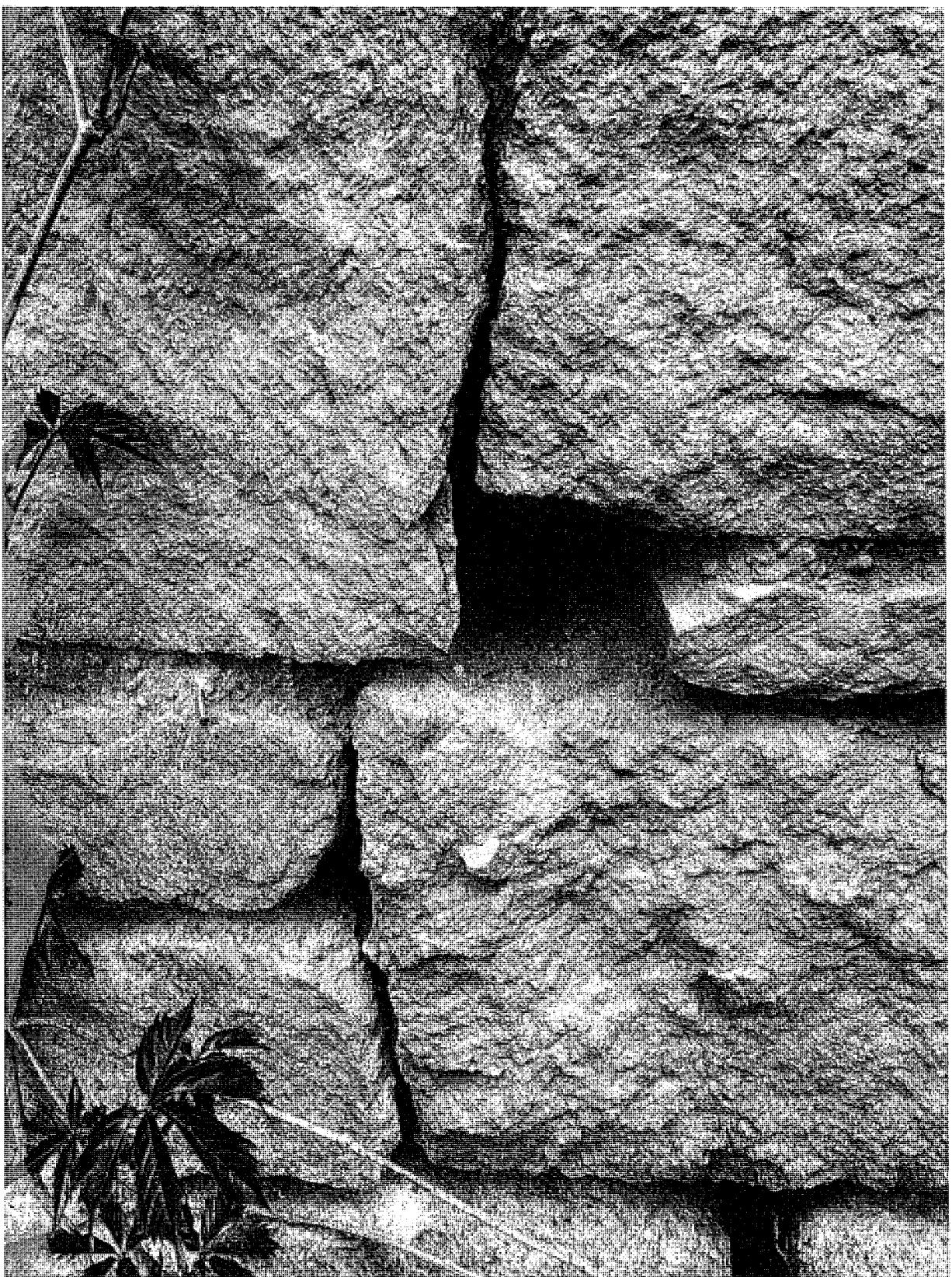
North Wall





North West Corner - Crack





Deteriorated Mortar



## Chapter 3

### DEFINITIONS

#### SECTION 301 — GENERAL

For the purpose of this code, certain terms, phrases, words and their derivatives shall be construed as specified in either this chapter or as specified in the Building Code or the Housing Code. Where terms are not defined, they shall have their ordinary accepted meanings within the context with which they are used. *Webster's Third New International Dictionary of the English Language, Unabridged*, copyright 1986, shall be construed as providing ordinary accepted meanings. Words used in the singular include the plural and the plural the singular. Words used in the masculine gender include the feminine and the feminine the masculine.

**BUILDING CODE** is the *Uniform Building Code* promulgated by the International Conference of Building Officials, as adopted by this jurisdiction.

**DANGEROUS BUILDING** is any building or structure deemed to be dangerous under the provisions of Section 302 of this code.

**HOUSING CODE** is the *Uniform Housing Code* promulgated by the International Conference of Building Officials, as adopted by this jurisdiction.

#### SECTION 302 — DANGEROUS BUILDING

For the purpose of this code, any building or structure which has any or all of the conditions or defects hereinafter described shall be deemed to be a dangerous building, provided that such conditions or defects exist to the extent that the life, health, property or safety of the public or its occupants are endangered.

1. Whenever any door, aisle, passageway, stairway or other means of exit is not of sufficient width or size or is not so arranged as to provide safe and adequate means of exit in case of fire or panic.

2. Whenever the walking surface of any aisle, passageway, stairway or other means of exit is so warped, worn, loose, torn or otherwise unsafe as to not provide safe and adequate means of exit in case of fire or panic.

3. Whenever the stress in any materials, member or portion thereof, due to all dead and live loads, is more than one and one half times the working stress or stresses allowed in the Building Code for new buildings of similar structure, purpose or location.

4. Whenever any portion thereof has been damaged by fire, earthquake, wind, flood or by any other cause, to such an extent that the structural strength or stability thereof is materially less than it was before such catastrophe and is less than the minimum requirements of the Building Code for new buildings of similar structure, purpose or location.

5. Whenever any portion or member or appurtenance thereof is likely to fail, or to become detached or dislodged, or to collapse and thereby injure persons or damage property.

6. Whenever any portion of a building, or any member, appurtenance or ornamentation on the exterior thereof is not of sufficient strength or stability, or is not so anchored, attached or fastened in place so as to be capable of resisting a wind pressure of one half of that specified in the Building Code for new buildings of similar structure, purpose or location without exceeding the working stresses permitted in the Building Code for such buildings.

7. Whenever any portion thereof has wracked, warped, buckled or settled to such an extent that walls or other structural portions have materially less resistance to winds or earthquakes than is required in the case of similar new construction.

8. Whenever the building or structure, or any portion thereof, because of (i) dilapidation, deterioration or decay; (ii) faulty construction; (iii) the removal, movement or instability of any portion of the ground necessary for the purpose of supporting such building; (iv) the deterioration, decay or inadequacy of its foundation; or (v) any other cause, is likely to partially or completely collapse.

9. Whenever, for any reason, the building or structure, or any portion thereof, is manifestly unsafe for the purpose for which it is being used.

10. Whenever the exterior walls or other vertical structural members list, lean or buckle to such an extent that a plumb line passing through the center of gravity does not fall inside the middle one third of the base.

11. Whenever the building or structure, exclusive of the foundation, shows 33 percent or more damage or deterioration of its supporting member or members, or 50 percent damage or deterioration of its nonsupporting members, enclosing or outside walls or coverings.

12. Whenever the building or structure has been so damaged by fire, wind, earthquake or flood, or has become so dilapidated or deteriorated as to become (i) an attractive nuisance to children; (ii) a harbor for vagrants, criminals or immoral persons; or as to (iii) enable persons to resort thereto for the purpose of committing unlawful or immoral acts.

13. Whenever any building or structure has been constructed, exists or is maintained in violation of any specific requirement or prohibition applicable to such building or structure provided by the building regulations of this jurisdiction, as specified in the Building Code or Housing Code, or of any law or ordinance of this state or jurisdiction relating to the condition, location or structure of buildings.

14. Whenever any building or structure which, whether or not erected in accordance with all applicable laws and ordinances, has in any nonsupporting part, member or portion less than 50 percent, or in any supporting part, member or portion less than 66 percent of the (i) strength, (ii) fire-resisting qualities or characteristics, or (iii) weather-resisting qualities or characteristics required by law in the case of a newly constructed building of like area, height and occupancy in the same location.

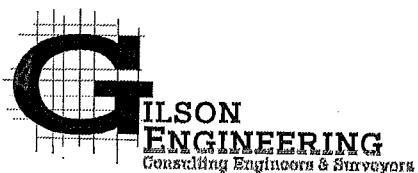
15. Whenever a building or structure, used or intended to be used for dwelling purposes, because of inadequate maintenance, dilapidation, decay, damage, faulty construction or arrangement, inadequate light, air or sanitation facilities, or otherwise, is determined by the health officer to be unsanitary, unfit for human habitation or in such a condition that is likely to cause sickness or disease.

16. Whenever any building or structure, because of obsolescence, dilapidated condition, deterioration, damage, inadequate exits, lack of sufficient fire-resistive construction, faulty electric wiring, gas connections or heating apparatus, or other cause, is determined by the fire marshal to be a fire hazard.

17. Whenever any building or structure is in such a condition as to constitute a public nuisance known to the common law or in equity jurisprudence.

18. Whenever any portion of a building or structure remains on a site after the demolition or destruction of the building or structure or whenever any building or structure is abandoned for a period in excess of six months so as to constitute such building or portion thereof an attractive nuisance or hazard to the public.

**Attachment H**  
**2022 Gilson Engineering Report**  
**Structural Assessment Feasibility of Restoration**



CONSULTING ENGINEERS AND SURVEYORS  
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August 26, 2022

Doug & Regan Shelby  
[rsutelk@xmission.com](mailto:rsutelk@xmission.com)  
801-560-6519

C/O Dennis Astill  
[dastill@astlaw.com](mailto:dastill@astlaw.com)  
801-988-5891

**RE: STRUCTURAL ASSESSMENT OF THE FEASIBILITY OF RESTORING THE OLD MILL, BIG COTTONWOOD CANYON RD, COTTONWOOD HEIGHTS, UT**

Dennis:

I have observed the Old Mill for many years from a structural engineer's point of view with the vision of finding a cost-effective method of long term preservation and restoration. Over the years, I have observed many groups make offers to purchase the Old Mill and stop after their due diligence on the structural requirements needed for renovation.

The Old Mill walls are constructed with stacked stone walls. It has a wood floor & roof diaphragm without any positive connection to the walls. Stacked stone & masonry are one of the oldest fundamental materials used in construction. Stone and masonry structures built without reinforcement routinely exhibit poor performance when exposed to lateral loads from strong winds, earthquakes and impact. The structure usually has resistance to vertical loads, but any induced lateral loads or sudden movement may result in partial or entire failure of the structure.

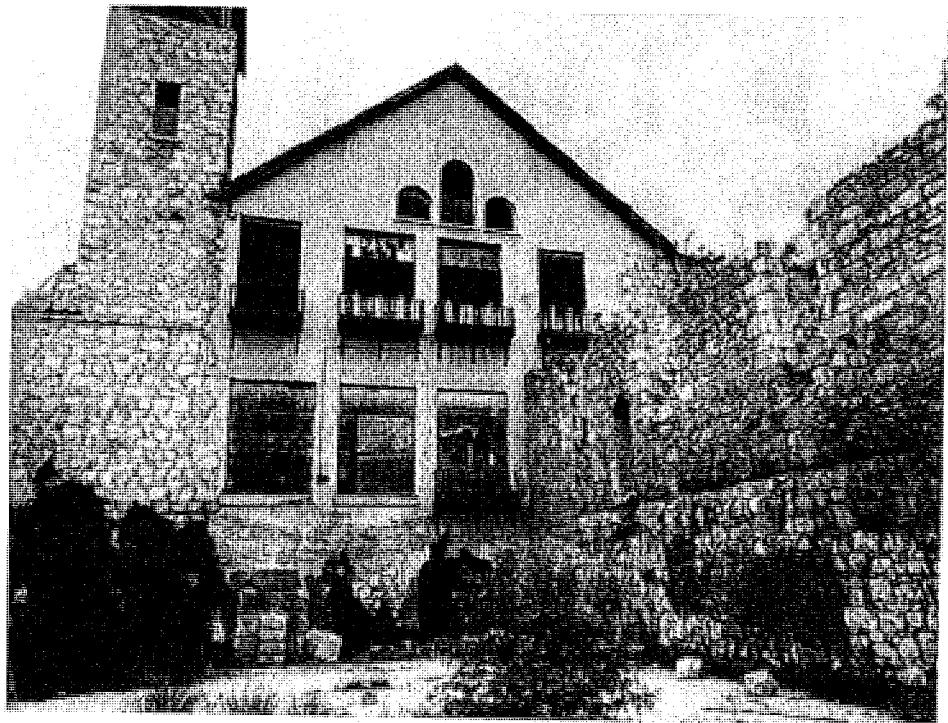
There are portions of the structure that are supported with crumbling stone walls. All walls lack reinforcement and the mortar joint between rocks is disintegrating or absent. The method to reinforce these walls would involve the construction of a super-structure shell with walls that would be used to support their own lateral forces as well as the lateral inertia of the existing rock. This would require a cage on the face of the rock or heavily reinforced shotcrete that would permanently cover the original block.

We have worked on a very similar building in southern Idaho. Pacificorp owns the Lifton pump station at the north end of Bear Lake. Built in 1914, the masonry structure is not reinforced, but the inside has a steel super structure for the purpose of lifting the pumps. This internal steel frame will likely be used to fasten a new high strength steel fence to prevent any masonry block from falling inward and injuring an operator or rendering the plant unusable in the event of a large magnitude earthquake. This is an acceptable method of mitigation because the building does not have continuous public occupancy or use around the exterior perimeter.

Another method would involve drilled reinforcement rods. There is a substantial risk of further damage or collapse with the vibration of excessive hammer drilling through hard granite or quartz monzonite rock and this method would require extensive shoring and support of the existing structure while the work takes place. Either method is impractical and extremely expensive and likely infeasible on walls that have already exhibited structural failure.

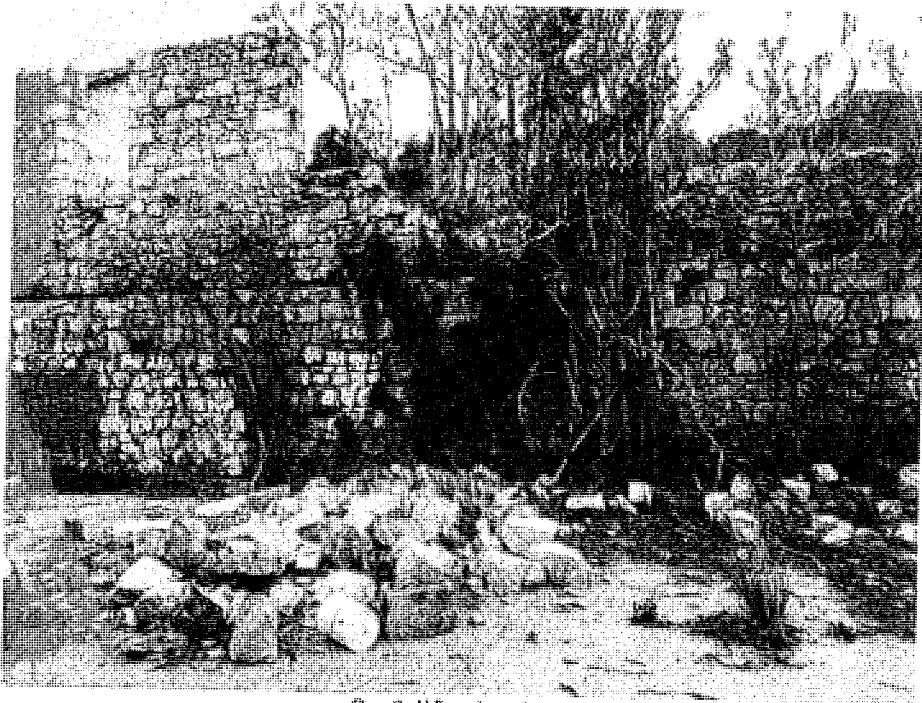
I have reviewed the report from Reaveley Engineers on the structural condition assessment of the Old Mill located at 3279 S 6880 E in Cottonwood Heights, UT. I agree with the assessment and conclusion in the report from Reaveley. In addition to this report, I would like to emphasize the limitations associated with the cost, feasibility, safety and practicability of restoring the Old Mill structure. Based on my review of this report and assessment of the condition of the Old Mill, I have the following comments:

1. I concur with the observations, assessment and conclusion in the Reaveley report.
2. The Old Mill meets the 1997 UCADB criteria for a dangerous structure.
3. The cost to perform any mitigation to meet current code criteria for safety, if feasible, would likely cost more than reconstruction.
4. The feasibility of performing mitigation on this structure is limited by the following factors:
  - a. The existing mortar joints are failing and there is extensive erosion. The mortar can be easily scraped out.
  - b. The stone perimeter walls are large stones with a high moment of inertia. This means that when the building starts moving side to side during an earthquake, due to their large mass, it takes more structural restraint to keep the stones in place. They are not reinforced with structural steel. They rely on gravity and the strength of the old mortar joints. As evidence by the failing walls, day to day groundshaking movements have dislodged many stones. The walls are in various states of failure with some that have completely collapsed.
  - c. Those stone walls would benefit from rebar reinforcement with internal rebar like a typical masonry block building is constructed today. This could be accomplished by drilling vertically from the top to the foundation of the stones at a spacing pattern determined by design and strength of the existing bonds. The problem with performing this retrofit is the vibration in the hammer drill of the stones will create further damage to wall and significant shoring would be warranted to make this method viable. In my experience, I believe that this method would be cost prohibitive.



South Wing Interior

- d. New walls could be constructed on the interior and exterior to hold the stones in place during a seismic or high wind event. The problem with this approach is that it requires two separate walls that are designed with a much higher load capacity than a new building unless one wall were built with extensive anchoring of the stones to the wall. Unlike a typical brick masonry façade, these stones weight a lot and require substantially more capacity to preserve in place. Once these wall(s) are installed, the existing walls are covered up and negate the effort to preserve the structure. Other methods of reinforced shotcrete also cover the existing block. One of the biggest problems with attaching this block to a new super structure is that the rock is very dense and hammer drilling into it to create a safe epoxy set connection would require a substantial amount of vibration and damage to the other stones and their mortar joints during installation.



South Wing Interior

- e. The height of the walls combined with the large stone size exacerbates the danger of the existing structure and need for lateral reinforcement. This combined phenomenon is a lot like stopping a freight train. Once these stones move from groundshaking, on a tall wall, stopping the stones from movement is like stopping a long train instead of a short train. In this case, the only thing that can stop them is the friction between stones from their own mass and the existing failing bond of the mortar joint.
- f. There are not existing connections to transfer shear forces between the stone walls and the roof & floor diaphragms. Portions of the floor have collapsed.
- g. There is no foundation. The stones are stacked at ground level. These stones have exhibited severe deterioration, complicating any strategy to restore the structure.
- h. As mentioned above, there are two primary methods to mitigate the lateral deficiency of an old stone structure, drilled rods/rebar or a new super structure with large number of ties and connections to shear transfer diaphragms. Due to the condition of the Old Mill, these methods could likely be more destructive than their ensuing structural benefit. Some methods will cover the stone and detrimentally impair the historic nature of the structure. A third alternative is to retrofit a building with a base isolator. The building will be base isolated so that the forces from a groundshaking event cannot reach the structure. It is like putting shock absorbers underneath the structure. In this case, the cost would far exceed the cost to reconstruct the same building with the same materials using modern building standards. For reference, the Salt Lake City-County Building was retrofitted with a base isolation system in 1980's and cost \$30 million at that time. In 2004 to 2008, the Utah State Capital underwent a \$273 million upgrade which included \$65 to 70 million for the base isolators and appurtenant work. The Salt Lake Temple is currently undergoing a major retrofit with base isolators so that a 7.3 magnitude earthquake will feel more like a 5.1 or 5.2 magnitude

earthquake (<https://www.deseret.com/2019/4/19/20671272/here-s-how-the-salt-lake-temple-s-base-isolation-system-will-protect-it-from-earthquakes>). Both of these upgrades were performed on habitable buildings that were maintained in good condition with an ongoing funding for maintenance. The Old Mill has many failing walls and based on the Reaveley report, the Old Mill is failing in most criteria of the 1997 UCADB.

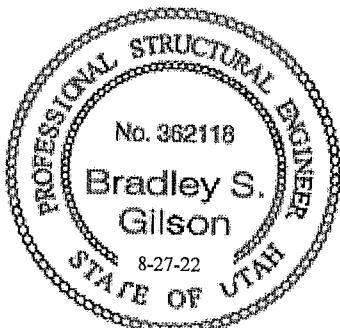
- i. Although I have not performed an analysis of mitigation costs, if work were possible, I would anticipate a scope of work that would be in the tens of millions of dollars just for structural shoring, foundation work and lateral bracing.

## Conclusion

In comparing the Old Mill to the Salt Lake City-County Building, the Utah State Capitol and the Salt Lake Temple, I like to use the analogy of a historic model T and the practical reasons for preservation. The big three buildings are like grandpa's model T that has been meticulously maintained and stored in a conditioned showroom for use and observation by the public over its life. Its use in parades, car shows and community events has earned an ongoing fund from many sources for ongoing preservation and maintenance. The Old Mill is like another Model T that has been resting in a farmer's field and has been vandalized, set fire, shot, and rusted through for long periods of time. The ongoing exposure to weather, vandalism and deterioration has detrimentally impacted the integrity of its structure making preservation extremely expensive or impractical. The biggest challenge with the Old Mill is restoring stacked stone on tall walls in a manner that preserves its historic state in a way that is safe and economical viable. Based on the type of structure, its current condition and the potential mitigation strategies, it appears to be economically unfeasible to restore this structure to meet minimum safety standards as prescribed by current codes.

Sincerely,

**GILSON ENGINEERING**  
CONSULTING ENGINEERS AND SURVEYORS



A handwritten signature in black ink, appearing to read "Bradley S. Gilson".

Brad Gilson, P.S.E.  
Structural Engineer

**Attachment I**  
**2024 Gilson Engineering Report**  
**Cost to Mitigate**



CONSULTING ENGINEERS AND SURVEYORS

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801-988-5891

**RE: COST TO MITIGATE, OLD MILL; BIG COTTONWOOD CANYON RD**

Doug & Regan:

There are many groups and investors that have observed the Old Mill and contemplated renovations to develop a functioning structure for various uses. All of these groups have walked away from their dreams of renovation due to the feasibility of renovation. Why is this? What makes renovation so difficult or even possible at the Old Mill?

**Foundation**

First, the structure was built without a foundation. The granite blocks were placed on the ground and stacked with mortar between them. In order to meet any building codes fit for human occupancy, the structure would have to have a competent foundation to support the heavy load of the granite blocks as well as applicable code criteria for loading, based on the intended occupancy. So, why is a structure that has stood for so many years in need of a foundation now? First, the structure has not been in use for many years. The mortar between the granite block has deteriorated, leaving stacked stone that is unreinforced and not capable of withstanding lateral loads. Second, a foundation allows the structure to rest on a footing that sits at least 30-inches below the ground surface. During the frequent freeze thaw cycles in Utah and swelling of the ground when the ground freezes, the structure is subject to movement from the freezing ice in the soil. The stacked masonry that relies on gravity is now subject to differential movement that can loosen improperly grouted stone and fall.

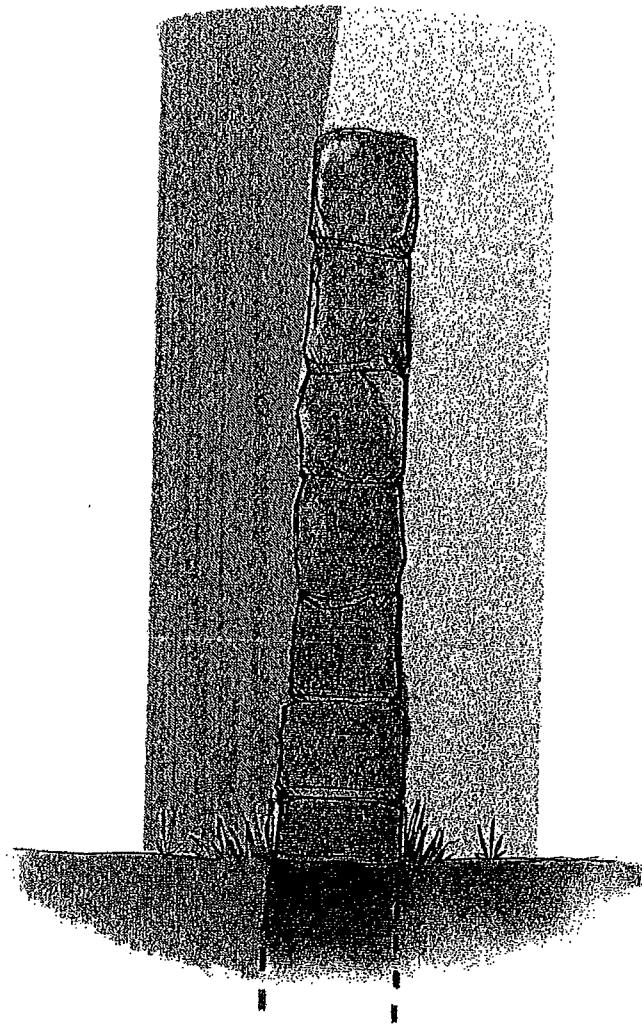


Figure 1 – The existing structure is missing a foundation

The structure needs a foundation and a new foundation could be installed in short segments, but supporting the existing block structure during this work is infeasible due to the fact that the stone is unreinforced. Every block on both sides, including the base, would have to be supported and properly shored to safely have access to install a foundation system.

## Unreinforced Block

The second biggest issue is the nature of the stacked rock with deteriorating mortar. It lacks any lateral resistance and would have to be reinforced with a structural shell or reinforced with pins/rebar. If vertical steel pins were installed from above, the vibration of drilling through granite rock would further damage the existing mortar beds and compromise any remaining integrity of the blocks around the work. I do not think that it would be feasible to install very many pins, if any, before the remaining structure is subject to collapse.



Figure 2 -- Installing steel pins or rebar, through the top

## Structural Shell

Another option would be a structural shell. If a reinforced concrete shell were added on the exterior or interior face, it would have to be properly anchored to the granite block in order to achieve a level of safety suitable for occupancy. Again, any anchoring would require drilling into the granite rock which poses problems with loosening the bond between the rock and the mortar bed. Another option would be a steel reinforced concrete face on both sides. The disadvantage of either of these options is that it yields a concrete (or other material) surface that is not consistent with the original historic appearance of the structure and renders the cost and expense impractical, notwithstanding the ability to install a foundation. Figure 2 – Installing steel pins or rebar, through the top

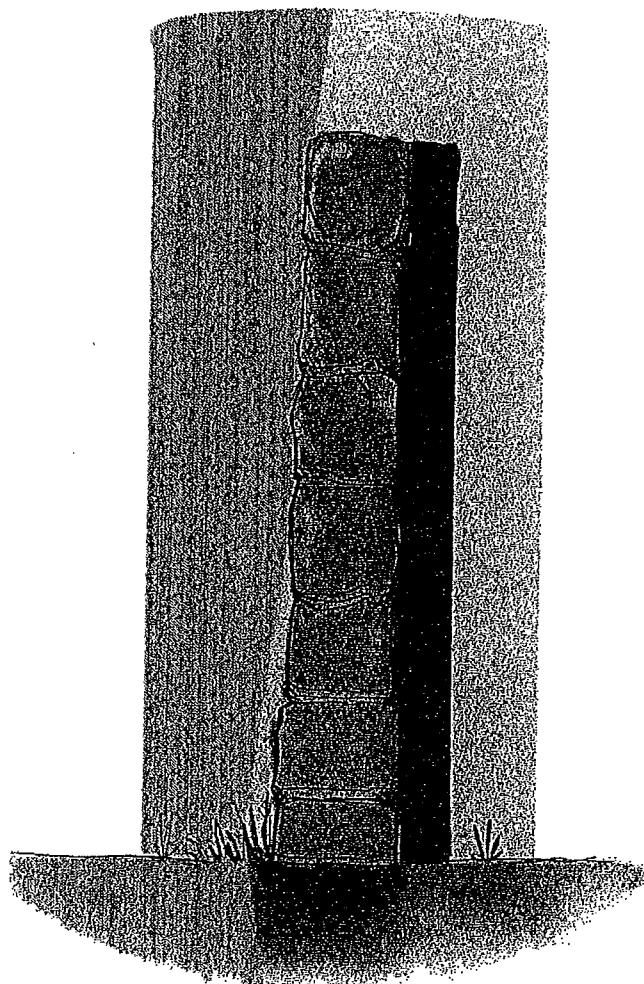


Figure 3 – Concrete support on one side, either interior or exterior

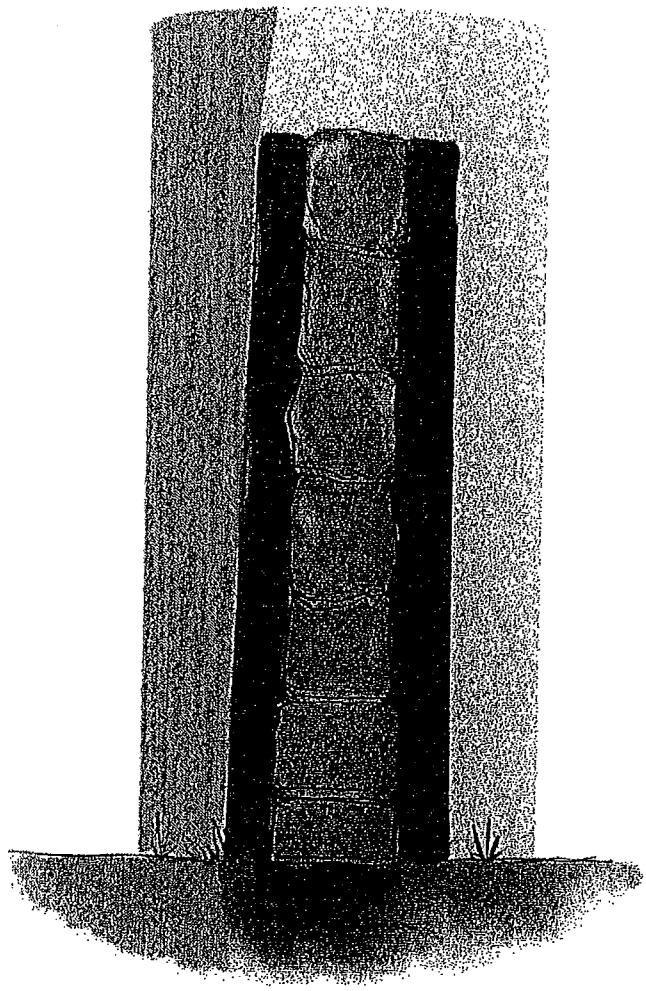


Figure 4 – Concrete support on both sides

There is another project that we worked on that has a significant foundation, but the unreinforced masonry, above grade, was failing. A steel structure was installed with a fence between I-beams. It is rather unsightly, but attend to preserve some of the historical features in a building that cannot afford to be reconstructed, as hundreds of thousands of people rely on its use.

It is my opinion that the only cost effective solution would be to properly document, scan and photograph the existing building, demolish the structure and use the granite stone to re-construct portions or all of the building, as deemed viable. This stacked stone could be used as an exterior cladding for a new building or historic monument. Any building would require compliance with current building codes which would require a wall assembly that addresses things such as fire, energy codes and structural criteria. This would limit the ability to see the rock from both sides. It could be used as an exterior or interior cladding, but not both, in most cases.

## Cost of Reconstruction

In the Wasatch Front, the cost of typical commercial construction can range from \$270 to over \$1000 per s.f. Ranging from pre-fab metal buildings in industrial zones, to standard high end commercial buildings. Using the large granite stones would warrant a cost that exceeds the high end of the typical range. Using \$1500 a s.f., it would cost about \$45,000,000 to reconstruct. Any attempt to construct a new foundation in short segments and support every single rock as well as build a superstructure to provide lateral resistance, notwithstanding the code requirements to add insulation (which covers the block), would yield a number that could be well over \$100,000,000, as evidence by the cost of other structures such as the Salt Lake City & County Building, the Provo Tabernacle and Salt Lake Temple. Again, keep in mind, these structures began with large competent foundations and were retrofitted to achieve better lateral resistance and meet current code criteria.

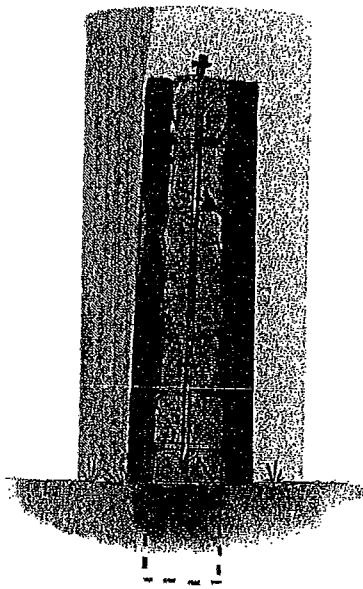


Figure 5 – Impractical illustration of concrete support on both sides with steel pins and new foundation

Please feel free to call me if you have any questions.

Sincerely,

**GILSON ENGINEERING**  
CONSULTING ENGINEERS AND SURVEYORS



Brad Gilson, P.S.E.  
Structural Engineer

**Attachment J**  
**2024 Engineering Review Commissioned by**  
**Cottonwood Heights, Statement**

## 2024 engineering review commissioned by Cottonwood Heights

Cottonwood Heights commissioned a review of the engineering reports done on the Old Mill. This review was not included in the information submitted by Cottonwood Heights for the variance hearing. The engineering review commissioned by Cottonwood Heights is in favor of the findings of the engineering reports on the Old Mill.

**Attachment K**  
**Historic Committee Recommendation**  
**Cottonwood Heights**

## **Recommendation to the Cottonwood Heights City Council**

### **Regarding: The Future of the Cottonwood Heights Old Mill**

#### **Background**

The Cottonwood Heights Old Mill holds a significant place in our city's history and enjoys widespread recognition and affection from the community. However, its current state of disrepair has led the property owners to propose its demolition and redevelopment. While the Historic Committee acknowledges the concerns raised by the property owners regarding the building's condition and restoration costs, we also recognize the strong public opposition to demolition and the historical value of the structure.

#### **Recommendations**

- Prioritize Preservation:** The Historic Committee recommends that all efforts be made to preserve the Cottonwood Heights Old Mill. The city should explore available funding sources and partnership opportunities that could facilitate the remediation and ongoing maintenance of this beloved landmark.
- Reject Expedited Demolition:** We strongly recommend rejecting any proposals that would allow for an expedited demolition process. The building's long history of neglect necessitates careful consideration of all preservation and documentation options before any irreversible action is taken.
- Enforcement of Existing Ordinances:** The committee urges a thorough investigation into why existing city ordinances regarding the protection and upkeep of the Old Mill have not been consistently enforced. Addressing this issue will be crucial in preventing similar situations in the future.

Preservation of the Old Mill should be of the highest priority at this moment when the structure still has a chance to be saved. In the event that it is determined that the Old Mill will be demolished, the Historic Committee recommends the following:

- Comprehensive Documentation:** If demolition becomes unavoidable, the Historic Committee recommends that a thorough videographic record of the building's interior and exterior be created. This record should become the property of the city and be included in the City's digital archive to preserve the Mill's memory for future generations.
- Meaningful Memorial:** In the event of demolition, we recommend that a memorial be established that is accessible to all residents. The memorial should appropriately honor the Mill's historical significance, and a clear plan for its ongoing care and upkeep should be established. The current proposal is deemed inadequate.

#### **Conclusion**

The Cottonwood Heights Old Mill is an invaluable piece of our city's heritage. Its preservation is vital to maintaining our community's connection to its history and unique character. We urge the

City Council to prioritize preservation efforts and ensure the Mill's legacy is honored for generations to come.

Respectfully submitted,

The Cottonwood Heights Historic Committee

## **Attachment L**

### **Public Comments**

## Maverick Yeh

---

**From:** Delon Curtis [REDACTED]  
**Sent:** Tuesday, January 13, 2026 12:21 PM  
**To:** Planning  
**Subject:** [EXT:]hearing on the demolition of the old paper mill

I notice there is a hearing on the 21<sup>st</sup> of January regarding the projected tear down or demolition of the old paper mill up by Big Cottonwood Canyon. I hate to see such a neat old structure tore down for new homes or businesses. We are losing many historical structures for progress, Can't they be saved and included in the process as a museum or office or such. I have fond memories of haunted displays and fun dances there and riding my bike past there as a kid and admiring the structure, I am handicapped and can't come to the hearing, but wanted to put my say in so to speak if I may. Please reconsider. I worry to with all the homes and structures being built in this valley, and with our drought problems, are we going to have enough water in the future to serve all of them? Thank you, sincerely DeLon Curtis

## Maverick Yeh

---

**From:** Dale Angell [REDACTED]  
**Sent:** Tuesday, January 13, 2026 12:19 PM  
**To:** Planning  
**Subject:** [EXT:]Old mill

Sent from my iPhone

This building is historic on three different levels. It was an original pioneer building used as a papermill constructed out of waste product stone left over from the production of the Salt Lake City Mormon temple. A magnificent piece of architecture, and where all of the paper for the Deseret news was made. That in and of itself should be a reason to preserve it.

But then it became one of Utah's most popular dance clubs. All of the people who used to go dancing there are now passed, otherwise they would be up in arms. My mother would talk about the two great dancing venues, the old Mill and Saltair.

And then in the 1960s, the famous rock 'n' roll venue! Alice Cooper was a regular.

And then in the 1970s, the haunted old Mill. That's when I became personally involved. A friend actually lived in there, and for about three or four years I was there every single day, and I know every square inch of the building.

It's just an absolutely amazing place and it would be a crime to tear it down. If you were looking for a historic landmark in the Salt Lake Valley that needed preservation, this would top the list. It seems that every other important piece of architecture has either been demolished or preserved. This one is still caught in the lurch.

Please don't allow it to be demolished! Yes, it would cost a lot of money to preserve it. But it would be money well spent, and once more the Phoenix could rise from the ashes. Once more this could be some sort of popular and profitable venue here in the Salt Lake Valley.

Dale Angell

**From:** [REDACTED]  
**Sent:** Friday, January 16, 2026 10:49 AM  
**To:** Planning  
**Subject:** [EXT:]Old Mill

Hello

Hello

To prepare for the future, you need to look into the past, the Old Mill has been present since I was born in 1969, the mill needs to be preserved as part our past, how many historic places are left to preserve not many, take this chance to preserve history and make history by sharing this place with others, young and old.

Thanks

Darren Atkinson

NOTICE: This email and any attachments are for the exclusive and confidential use of the intended recipient(s). If you are not an intended recipient, please do not read, distribute, or take action reliance upon this message. If you have received this in error, please notify me immediately by return email and promptly delete this message and its attachments from your computer.

## **Maverick Yeh**

---

**From:** Brandon Barnes [REDACTED]  
**Sent:** Tuesday, January 13, 2026 8:57 PM  
**To:** Planning  
**Subject:** [EXT:]Demolition of the Old Mill

I am 38 years old and have lived in Cottonwood Heights my entire life. For my first 12 years, I lived directly above the Old Mill along Fort Union Boulevard. This building is a true community landmark, and it would be a significant loss to see it replaced by high-density housing or other developer-driven projects.

If the city was willing to step in and acquire the former Reams property, it should place even greater priority on preserving this historic site. It is one of the few remaining historic structures in the area, and allowing it to continue deteriorate or be demolished would be deeply unfortunate.

I would strongly support transforming the surrounding area into a public park and repurposing the Old Mill as a venue for farmers markets, food trucks, community events, concerts, and local gatherings. This approach would preserve our community history while creating a vibrant space for residents to enjoy. It represents a far better long-term use than allowing the property to decay or replacing it with condominiums.

My biggest fear is that the city will not listen to the voices of the community and that they will let the voices of the developers persuade them. This is exactly what happened with the closure of Bella Vista Elementary.

Thanks

Brandon Barnes

## **Maverick Yeh**

---

**From:** LindaIncardine [REDACTED]  
**Sent:** Tuesday, January 13, 2026 12:01 PM  
**To:** Planning  
**Subject:** [EXT:]The Old Mill

I would like to oppose the demolition of the old Cottonwood Paper Mill/The Old Mill. In addition to its original used, The Old Mill has been the venue of many memorable festivals and events. The demolition of this building would remove that history. If demolished, it would just become another commercial site, a parking lot or something else we do not need. As a retired Realtor my concerns of value conflict are not just attachment to the past, but for impact of value in the surrounding area. My preference would be restore it and create a useful venue like it has served in the past. I am open to questions at the phone number below.

Linda Incardine  
[REDACTED]

Sent from my iPhone

**From:** Russell Carpenter [REDACTED]  
**Sent:** Wednesday, January 14, 2026 4:50 PM  
**To:** Planning  
**Subject:** [EXT:]Public comment on Riverton Old Mill

Hi,

I am a resident of Escalante and on my last visit to Riverton I was amazed to see some of the old brick buildings still standing. It has come to my attention that the Old Mill is slated for destruction, and I would like to submit this comment opposing that decision. Once destroyed, our heritage can not be recovered. I think it is really important for the children growing up in the Riverton area to have access to the rich history that our State is built upon. These old buildings hold far more value to the community than the lot they sit on.

Thanks and I appreciate your consideration,  
Russell Carpenter

[REDACTED]  
[REDACTED]

## Maverick Yeh

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**From:** Ciara Thompson <[REDACTED]>  
**Sent:** Tuesday, January 13, 2026 11:51 PM  
**To:** Planning  
**Subject:** [EXT:]Cottonwood Paper Mill

Dear city of Cottonwood and residents,

The Cottonwood Mill has been an important and iconic part of the Cottonwood Heights history. My mother worked there as a ticket taker during the haunted house era. I have driven by and photographed this place countless times. It has beautiful architecture and should not be demolished.

Please think of other solutions that could benefit both the community and those who wish to make money off of this location. Think about the old detention center that is now an event center and Shake Shack in Sandy/Draper city. A rustic, historical, building as a venue would be beautiful and could help bring in revenue for the area. Not to mention there's a bar down the road that could benefit from these events. Please reconsider demolishing this amazing building. Make it something special.

[EXT:]Cottonwood Paper Mill Project



Liz Hamilton  
To: Planning

[Reply](#) [Reply All](#) [Forward](#)

Fri 1/16/2026 12:01 PM

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Expires: 1/20/2029

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Hello,

I am responding to the call for commentary on the pending council meeting regarding the fate of the historic Cottonwood Paper Mill. While I am not a Cottonwood Heights resident, I am a near-by Sandy resident and I have thought a lot about what the Paper Mill could become if it were to be restored. I wanted to touch base in respect to possible landscaping here if it becomes a venue or something similar. I am the Manager for the Pollinator Habitat Program with the state Department of Agriculture and Food. I am able to grow out native flowing perennials and shrubs for low-to-no cost depending on the species in large bulk quantities and I would personally love to see this space beautifully landscaped in native flowers and habitat. I would also professionally relish the opportunity to see this become a great partnership example of state funded/supplemented incentives for local municipalities to create water wise, native, eco-friendly landscaping and would be happy to discuss this opportunity with city planners and officials. It could additionally be highlighted or partnered with other organizations like Utah Water Ways and Jordan Valley Water Conservation District if this was of interest to the City moving forward.

Lastly, I wanted to plug in the example here that Wheeler Historic Farm is a county-funded wedding/rental venue that generates thousands of dollars in rental fees each year that the county is able to invest back into their general fund. The City of Cottonwood Heights could greatly benefit from an investment into a similar venue, and could use the already-established County model for rental facilities and transactions while likely charging a much higher premium because it would be a newer, sought after venue. Landscaping the grounds to be a publicly available, natively restored, pollinator focused, walking trail/garden demonstration destination would be a bonus to local residents through maintaining open public spaces and showcasing the city's commitment to native wildlife and waterwise conservation efforts.

Thanks so much for your consideration,

Liz

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Liz Hamilton



**From:** Beau Hatch [REDACTED]  
**Sent:** Thursday, January 15, 2026 8:41 PM  
**To:** Planning  
**Subject:** [EXT:]Old mill

Hello city leaders. As an Utah resident I believe the old mill has an interesting history and is worthy of preservation. It is a beautiful building that adds character to the city. Utah has lost too many historically significant buildings and the old mill is important.

-Beau Hatch

# [EXT:]Old paper mill



Sarah Jamieson  
To Planning

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Tue 1/13/2026 9:22 AM

Expires 1/17/2029

I respectfully urge consideration for the preservation of the Old Papermill rather than its demolition. This building holds significant historical value, not only in terms of industry and community development, but also in the stories and experiences tied to it over generations.

Within the paranormal community especially, the Old Papermill holds a meaningful place. While the building may no longer be safe or accessible for visitors at this time, countless individuals continue to share their personal experiences, memories, and stories connected to this site. These narratives are part of the living history of our community and demonstrate how deeply this place resonates with people.

To demolish the Old Papermill would mean losing more than a structure, it would mean erasing a piece of our shared past and allowing its stories to be forgotten forever. Preservation, even if only in part or through stabilization and documentation, would honor the history, memories, and cultural significance tied to this location.

I hope thoughtful consideration will be given to alternatives that allow this important piece of history to be preserved for future generations

Sarah  
Grimm Ghost Tours

[EXT:]Old Mill



Michelle McReavy [REDACTED]

To  Planning

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Tue 1/13/2026 9:29 AM

Expires 1/17/2029

I am writing to ask to not tear down the Old Mill. It is a historic building and it would be awful for our community to lose more of those. Not only that but the land around it. I lived there for a few years and having land and wildlife there is what made that little road a cutout from the city. A place to love to live. Just because it's old and it's land doesn't mean it needs to be developed.

Michelle McReavy  
Sent from my iPhone

## Maverick Yeh

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**From:** Ronnie Pessetto [REDACTED]  
**Sent:** Tuesday, January 13, 2026 12:22 PM  
**To:** Planning  
**Subject:** [EXT:]Public Comment on Conditional Use Permit – Old Mill Site

Dear Planning Commission Members,

My name is Ronnie Pessetto, and I am the Executive Director of Seven Canyons Trust, a nonprofit organization dedicated to uncovering and restoring the seven creeks of the Salt Lake Valley, including Big Cottonwood Creek and Little Cottonwood Creek. Our work focuses on protecting water quality, restoring riparian ecosystems, and helping communities plan development in ways that recognize waterways as essential natural infrastructure.

I am writing to express concern regarding the proposed demolition of the Old Mill building and to advocate for a more thoughtful approach to development that prioritizes both historic preservation and the long-term health of the adjacent creek.

The Old Mill is an important cultural and historical resource within the canyon. Its demolition would represent a permanent loss to the community's sense of place and history. Preservation and adaptive reuse should be meaningfully explored as part of this process, particularly given the site's close relationship to the creek and the surrounding landscape.

In addition, the creek adjacent to this development is far more than an aesthetic feature. Creeks provide critical ecological services, including stormwater conveyance, water filtration, habitat connectivity, temperature regulation, and flood resilience. Poorly designed development near waterways can lead to increased erosion, degraded water quality, higher water temperatures, and long-term maintenance burdens for both the city and downstream communities.

This site also presents a meaningful opportunity to restore the creek in a way that improves both ecological function and public benefit. With thoughtful design, the creek corridor could become more accessible to adjacent residents, support safe and appropriate community access, and promote greater neighborhood and environmental connectivity within Cottonwood Heights. When designed well, creek restoration can strengthen community identity while improving environmental outcomes.

This project presents an opportunity to do better. We encourage the Planning Commission to require development approaches that meaningfully protect and enhance the creek, including but not limited to:

- Adequate setbacks and riparian buffers
- Design strategies that reduce runoff, erosion, and pollutant loading
- Restoration or enhancement of native riparian vegetation
- Improved, context-sensitive access to the creek for nearby residents
- Long-term stewardship considerations that recognize the creek as vital infrastructure

Seven Canyons Trust supports development that is context-sensitive, historically informed, and environmentally responsible. Preserving the Old Mill and designing around the creek in a way that improves its condition and community connectivity would demonstrate leadership and a commitment to long-term environmental and community health.

Thank you for the opportunity to provide public comment. I also plan to attend the hearing and appreciate your thoughtful consideration of these issues.

Best,

**RONNIE PESSETTO**

Executive Director

**SEVEN CANYONS TRUST**

[REDACTED]

[EXT:]Cottonwood Paper Mill



Kristy Russell

To  Planning

Retention Policy 3 Year Delete Auto (3 years)

You replied to this message on 1/13/2026 10:37 AM.

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Tue 1/13/2026 10:28 AM

Expires 1/17/2029

To whom it may concern:

I was recently made aware that the Cottonwood Paper Mill may be demolished. While I understand it has been in disrepair and unusable for quite some time, I had hopes that it would be rehabilitated. This location comes with a rich history and paranormal lore, both of which interest me and many people here in Utah. I understand there are financial implications to be taken into account. I would love to see the building restored rather than torn down. There have been several historic locations demolished over the last several years, and I find it devastating. I love going to historic locations to learn and preserve what Utah once was.

Thank you for your consideration,

Kristy Russell

# [EXT:]Old Mill Demolition



Tase Thompson

To Planning

Retention Policy 3 Year Delete Auto (3 years)

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Tue 1/13/2026 7:47 AM

Expires 1/17/2029

I recently saw a petition to save the old mill. Utah and specifically areas further from downtown lack historical landmarks. For years it has confused me that the city has let the owners just let a building with so much potential delapitate.

We don't need more townhomes. We should preserve it. Have them work that into the design of their new neighborhood and get it up to seismic code so it can be used for something! Or if that doesn't work make sure it is historically preserved. Then they will sell it so someone else can do something with it.

Look to Europe for inpiration of how they use the historical locations for events and commercial purpose.

Them buying it and just holding it to let it rot is just as much of a shame as it being allowed to be torn down.

Protect it please.

**From:** Daniel Walters [REDACTED]  
**Sent:** Friday, January 16, 2026 2:15 PM  
**To:** Planning  
**Subject:** [EXT:]Cottonwood Paper Mill Potential Demolition

City Council Members;

I hope this message finds you well. I am writing to express my deep concern regarding the potential demolition of the historic Cottonwood Paper Mill. This site is one of the last physical remnants of early industrial development along Big Cottonwood Canyon, and its loss would permanently erase a significant chapter of our local and regional history.

The Cottonwood Paper Mill holds immense historic and cultural significance. Preserving this site is crucial for maintaining our community's identity and honoring the legacy of our past. It is essential that we explore alternatives to demolition, such as adaptive reuse, which can provide sustainable and meaningful ways to integrate the site into our contemporary community.

Adaptive reuse and preservation offer numerous benefits, including fostering a sense of community identity, promoting sustainability, and ensuring that future generations can connect with and learn from our shared history. By protecting and repurposing the Cottonwood Paper Mill, we can create a valuable asset for our community that respects our heritage while contributing to our future.

I urge you to support continued study, protection, and meaningful reuse of the Cottonwood Paper Mill site. Your leadership and commitment to preserving our historic landmarks are vital in ensuring that we do not lose this irreplaceable piece of our heritage.

Thank you for your attention to this important matter. I look forward to your support in preserving the Cottonwood Paper Mill for future generations.

Sincerely,

Daniel Walters  
Cottonwood Heights resident.

**From:** Melinda White [REDACTED]  
**Sent:** Thursday, January 15, 2026 8:32 PM  
**To:** Planning  
**Subject:** [EXT:]Vote to keep Old Mill

Dear Planners,  
The Old Mill is part of the Salt Lake Valley history. You can never put it back! Why not spend the money renovating it?

Salt Lake City planning has made such poor decisions- when Frank Lloyd Wright saw the City, he said "It's so beautiful; why didn't you do something with it?" Don't be part of the strip mall mentality!

Lifetime resident of Utah, Brighton High graduate,  
Melinda White , PhD, LCSW  
Sent from my iPhone

## Maverick Yeh

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**From:** Cynthia Wildflower [REDACTED]  
**Sent:** Tuesday, January 13, 2026 3:06 PM  
**To:** Planning  
**Subject:** [EXT:]Paper mill

Hello,

Do not tear down the old cottonwood paper mill. We need to preserve historic buildings instead of tearing everything down. Find some way to utilize the building instead. There are far better ways to care for our cities.

Thank you,  
Cynthia Jeffs

## MINUTES OF THE COTTONWOOD HEIGHTS CITY PLANNING COMMISSION MEETING

**Monday, December 15, 2025**

**6:00 p.m.**

**2277 East Bengal Boulevard  
City Council Chambers**

### ***ATTENDANCE***

**Members Present:** Chair Sean Steinman, Vice-Chair Mike Smith, Commissioner Mike Shelton, Commissioner Dan Poulson, Commissioner Dan Mills, Commissioner Garry Barnes, Commissioner Rusty Lugo (Alternate)

**Staff Present:** Community and Economic Development Director, Jim Spung; Deputy City Recorder, Sydney Pierce; Planner III, Maverick Yeh; System Administrator, Alex Earl

**Absent:** Commissioner Lucy Anderson

### **BUSINESS SESSION**

Chair Sean Steinman called the Planning Commission Business Session to order at 6:00 p.m. It was noted that CommissionerS Mike Smith and Dan Mills were attending virtually.

#### **1.0      Welcome and Acknowledgements**

##### **1.1      Ex Parte Communications and Conflicts of Interest to Disclose.**

There were no Ex Parte Communications or Conflicts of Interest disclosed.

#### **2.0      General Public Comment**

There were no public comments.

#### **3.0      Business Items**

##### **3.1      Public Hearing – General Plan: Water Chapter. Review and Discussion of the Water Use and Preservation Element, which Outlines the City's Coordination with Regional Water Providers, Identifies Watershed Protection Priorities, and Recommends Long-Term Water Conservation Strategies.**

Community and Economic Development Director, Jim Spung, shared presentation slides related to the Water Use and Preservation Element of the General Plan. He reported that during the last meeting, there was information shared about this chapter of the General Plan. Commissioners shared comments and edits were made. Those edits are outlined in the Staff Report and include:

- Page 3: Updated the mission statement to say “water resources” instead of “watershed.”
- Page 3: Clarified that the population growth discussed is historic.
- Page 15: Added a short-term strategy for the Public Utilities Advisory Committee.
- Page 15: Included infrastructure monitoring as part of the dialogue strategy.
- Page 16: Revised the language of first strategy to say “as needed” and “permit.”

Mr. Spung explained that everything else is the same as what was reviewed by the Planning Commission during the last meeting. Staff recommends that a positive recommendation be forwarded to the City Council so it can be reviewed and adopted prior to the end of the year.

Commissioner Barnes asked what the legal relationship is between Cottonwood Heights and the water supplier. He wanted to know if this has been clearly defined. Mr. Spung explained that he would need to speak to the Attorney’s Office, but he assumes there is an Interlocal Agreement to provide service. This was likely established when the City incorporated and has been renewed on an ongoing basis. He offered to find out and report back to the Planning Commission.

Mr. Spung reported that the comprehensive General Plan Update is still ongoing, so this chapter can be revisited as needed. Commissioner Barnes believed the water conservation goal was admirable and hoped it could be achieved but wondered if it is optimistic. Commissioner Poulson commented that it is optimistic. He pointed out that when it comes to per capita water use, there is residential, commercial, institutional, and industrial. The per capita use has a different formula depending on the area. For example, some use residential only and some use both residential and commercial. It is not standard throughout the State. Chair Steinman mentioned future studies and noted that the Commission can discuss this throughout the General Plan process.

Commissioner Poulson pointed out that there is no opportunity to change much, because there is so little land left to develop. The most effective way to change water consumption is through education. Commissioner Barnes stressed the importance of water conservation education. However, he is not sure that education on its own will accomplish the goals. There will likely need to be a financial incentive for consumers and businesses to change the way water is utilized. Commissioner Mike Shelton noted that recently there was a change made to the rate structure. He believes the change was made to address water use. There is a scale in place where the more water that is used, the higher the cost is. This is not an incentive, but it is disincentive to use water.

Commissioner Barnes thought a financial incentive for making changes would be meaningful. He asked if the City was consulted when the new rate structure came out. Mr. Spung was not certain, but assumed that, as part of the public process, there was notice provided. He is not sure whether customers were provided notice and were given an opportunity to weigh in, but he would assume that it was part of the process. Commissioner Shelton took a moment to correct a statement that he made at the last Planning Commission Meeting. At that time, he indicated that the City is not well represented in the conversation about how water is managed. He clarified that there is a representative who has done an excellent job. He did not mean to cast doubt on the work of that individual, because he has been dedicated and has reported to the City Council each year. Commissioner Shelton explained that his comment had to do with the fact that there is not a lot of say in what is paid for water. This has to do with the system in place and not the representative.

Commissioner Smith agreed with the comments shared by Commissioner Poulson. That being said, he believes the goals laid out in the document are achievable. There are ways to enhance the water use practices that will be beneficial in terms of water conservation. For example, there are likely sprinkler systems that could be repaired, updated, and refined so water is not wasted. Commissioner Smith noted that there is a lot of water that flows through the City, but there is not a lot of control over that water. He pointed out that the document references secondary water use. With education and incentives, he believes it is possible to make real progress towards the goals.

Chair Steinman reported that the Planning Commission provided feedback at the last Planning Commission Meeting. Those comments have been taken into account and were summarized during the Staff presentation. He added that additional amendments can be made in the future, if needed. Chair Steinman believes the General Plan chapter presented is a positive step forward.

Chair Steinman opened the public hearing. There were no comments. Chair Steinman closed the public hearing at 6:15 p.m.

***Commissioner Shelton moved to forward a recommendation of APPROVAL to the City Council for the Water Use and Preservation element of the General Plan, based on the finding listed in the Staff Memo and attachments dated December 15, 2025. Commissioner Poulson seconded the motion. Vote on Motion: Commissioner Mills – Yes; Commissioner Poulson – Yes; Commissioner Shelton – Yes; Commissioner Barnes – Yes; Commissioner Lugo – Yes; Commissioner Smith – Yes; Chair Steinman - Yes. The motion passed unanimously.***

#### **4.0 Consent Agenda**

##### **4.1 Approval of December 3, 2025, Planning Commission Minutes.**

***Commissioner Smith moved to APPROVE the Consent Agenda. Commissioner Poulson seconded the motion. Vote on Motion: Commissioner Mills – Yes; Commissioner Poulson – Yes; Commissioner Shelton – Yes; Commissioner Barnes – Yes; Commissioner Lugo – Yes; Commissioner Smith – Yes; Chair Steinman - Yes. The motion passed unanimously.***

#### **5.0 Adjourn.**

***Commissioner Shelton moved to ADJOURN the Business Session. There was no second. The motion passed with the unanimous consent of the Commission.***

The Business Session adjourned at 6:18 p.m.

*I hereby certify that the foregoing represents a true, accurate, and complete record of the Cottonwood Heights City Planning Commission Business Session held on Monday, December 15, 2025.*

Teri Forbes

Teri Forbes  
T Forbes Group  
Minutes Secretary

Minutes Approved: \_\_\_\_\_

DRAFT