

# Housing and Transit Reinvestment Zone Committee

## City of Sandy - Cairns Proposal

WCF Insurance, 100 W Towne Ridge Pkwy, Sandy, Utah 84070  
Sixth Floor Conference Room

September 22, 2025 • 1:00 PM – 2:45 AM

### Meeting Minutes

**Committee Members Attending:** Senator Wayne Harper, Senator Kirk Cullimore Representative Stephen Whyte (remote), Representative Jim Dunnigan, Chairman Jim Grover (GOEO), Mayor Monica Zoltanski (Sandy City), Jim Evans (Transportation Commission), Kirt Slaugh(State Treasurer’s Office), Beth Holbrook (UTA Board of Trustees), Kersten Swinyard (SL County), Leon Wilcox (Canyons SD), Jackson Lewis (Canyons SD), Shawn Lambert (CUWCD - remote)

**Excused Member:** n/a

**GOEO Staff Attending:** Kate Hall, Allison James-Garcia

**Guests Attending:** Susie Becker (ZPFI), Todd Jenson (AG’s Office), Jason Gardner (Utah Tax Commission)  
Sandy City: Rob Sant, Kasey Dunlavy, Shane Pace, Kimberly Bell  
SL County representatives: Sindy Song, Tyler Andrus, Stuart Tsai, Brandon Grable, Cesar Hernandez  
MPO representatives: Andrew Gruber, Rob Jolley (consultant)  
South Salt Lake: Jonathan Weidenhamer, Cody Deeter, Sam Hartman  
Alan Kearsley  
Mark Murdock and Dave Denison (Gardner Group) and Ron Raddon (Raddon Development)

### 1. Welcome & Approval of Minutes

Mr. Jim Grover of the Governor’s Office of Economic Opportunity welcomed all to the HTRZ meeting. This meeting is occurring because the City of Sandy submitted an application for the creation of an HTRZ. This is the second HTRZ proposal submitted by Sandy (see below, item #4 for the dissolution of the first HTRZ submitted by Sandy City: Sandy Centennial).

The minutes from the last HTRZ Committee (SLC Follow-up), which took place on May 1, 2025, were approved unanimously. The motion to approve was made by Mr. Jim Evans and seconded by Ms. Beth Holbrook.

## **2. Oath of Office**

Kate Hall, GOEO staff, administered the oath of office to new members, including: Monica Zoltanski (Sandy), Leon Wilcox (Canyons SD) and Jackson Lewis (Canyons SD). All three members were present in-person in order to receive the oath of office.

Jim Grover, Jim Evans, Kirt Slauch, Senator Wayne Harper, Senator Kirk Cullimore, Representative Whyte, Representative Dunnigan, Beth Holbrook, Shawn Lambert and Kersten Swinyard all performed their oath of office at an earlier date. Because of this, they did not need to be sworn in again.

## **3. South Salt Lake HTRZ Update**

Mr. Jonathan Weidenhamer provided an update on the status of the South Salt Lake HTRZ that was approved December 20, 2023. South Salt Lake is getting ready to trigger the first phase of their HTRZ.

## **4. Dissolution of Sandy Centennial HTRZ**

Sandy City previously notified GOEO with their intent to not move forward with the Centennial HTRZ which was approved on September 27, 2022 and was given partial funding. The partial funding did not cover enough of the gap so the developer and Sandy City opted not to move forward with the HTRZ. On August 5, 2025, Sandy City provided a memo to GOEO and the HTRZ Board requesting the dissolution of the Sandy Centennial HTRZ as the Centennial HTRZ area is now included as part of the Sandy Cairns HTRZ proposal.

The motion to dissolve the Sandy Centennial HTRZ was made by Rep. Jim Dunnigan and seconded by Ms. Kersten Swinyard. The motion passed unanimously.

## **5. Overview of Proposal**

Mayor Zoltanski provided an introduction to Sandy City and the HTRZ area.

Mr. Kasey Dunlavy then presented an overview of the Sandy Cairns HTRZ proposal. The Sandy Cairns Master Plan includes:

- 1,480 multifamily units (133 units at 80% AMI and 45 units at 60% AMI)
- 257,500 Square feet of Class A office space
- 217-room Upper-upscale hotel
- 30,000 Square feet of retail shops and restaurants
- Density: 60 units per acre (on average)
- Working with developers to make a portion of residential units be made available or convertible to a for sale product.
- Over 30% of residential units will have more than 1 bedroom

Mr. Dunlavy highlighted the pedestrian bridge which is a major difference between this HTRZ proposal compared to the Centennial HTRZ proposal from two years ago. The funding for the pedestrian bridge is secured and will provide direct connection to the FrontRunner station from the Cairns district.

Mr. Dunlavy stated that the Cairns district is identified as an “Urban Center” in the WFRC’s Wasatch Choice 2050 Plan. The Cairns, with assistance from HTRZ funding, has been strategically planned by the city to capture the vision of a true Urban Center.

Mr. Dunlavy cited the impediments to this development without HTRZ funding include:

- Current market rents combined with substantially increased construction costs for buildings 5-stories or higher
- Costs for structured parking compared to surface parking
- Development enhancements
- Affordable housing

Mr. Dunlavy estimates the total gap for the HTRZ development plan to be over \$133 million with the HTRZ funding coming in at around \$75 million.

## **6. Review of Zions Public Finance Gap Analysis**

Ms. Susan Becker with ZPFI reviewed the independent gap analysis. Ms. Becker reviewed the gap summary - the costs mainly coming from enhanced construction (both residential and commercial) and affordable housing:

- Enhanced construction - Residential = \$103 million
- Enhanced construction - Commercial = \$22 million
- Affordable housing = \$9 million

The total gap costs come to just over \$134 million, with the tax increment projected to be just over \$75 million.

Ms. Becker highlighted assumptions and limitations to the analysis including:

- Market analysis was only conducted regarding market rents, not on absorption of units and timing
- Absorption projected over 12 years
- Construction costs are within market parameters
- No consideration for other economic incentives (LIHTC)
- Analysis is highly sensitive to cap rates in the market

## 7. Deliberation

Discussion went to the committee for comments and questions. Senator Harper asked the developers in the room about current cap rates for office buildings is around 10 cap, which is an environment where banks

Mr. Slauch commented on how including owner-occupied homes in the application makes it much stronger. Mr. Sant with Sandy City clarified that they are envisioning having the owner-occupied homes to be deed restricted and they are working with one of the developers to have 17 units (townhomes) to be owner-occupied. Additionally, some of the multifamily units will be built as condo-specs so can be 'for sale' items at a later date. Mr. Sant also stated that Sandy City is working with a developer on a project just outside of the HTRZ area that will be fully affordable and owner-occupied.

Rep. Dunnigan asked about assurances that units will actually be owner-occupied. Mayor Zoltanski reiterated that the priorities of the city are affordability and owner-occupied and they are working with developers from the beginning to set these expectations.

The issue of owner-occupied was brought up a few times and discussion included if owner-occupied can be included as a requirement in the motion and how the statute describes owner-occupancy as being encouraged, not required.

Sandy City, as they get further along in the negotiations, is willing to come back to the HTRZ committee to provide a status report.

Senator Cullimore stated he doesn't want to provide too many parameters on owner-occupancy as a requirement as the market will change over time. Ms. Swinyard questioned how much control the committee should have or does have over something that is encouraged in the statute. Senator Harper and Rep. Dunnigan reiterated that there probably should be some assurances as the increment is taxpayer money.

Mr. Jensen from the AG's office reviewed the statute and stated the statute does not give broad authority to the HTRZ committee to require owner-occupancy. Senator Harper pointed out that promotion and encouragement is not defined in statute so the committee could define what that means in the motion. Senator Cullimore reiterated that it is probably premature to define an amount but that a motion today should encourage it. Mr. Grover, chair, pointed out that whatever is decided should be there to help Sandy City as they move forward in the process so they know what they should include in an agreement, etc. Mayor Zoltanski doesn't want any parameter set in the motion to be a barrier to get the project off the floor. She doesn't know where the 'sweet' spot is for what the amount should be.

Sandy City would like to receive a framework from the committee that they can use as they are working with developers. They do not want to come back in a year after all the agreements are signed to find out they are way off what the committee actually wants.

Senator Cullimore stated he thinks there seems to be competing ideas between owner-occupancy and affordable housing and that TODs and HTRZ are necessarily conducive to owner-occupied housing. Ms. Holbrook agrees with this assessment though she is torn because owner-occupied housing is so important. She stated for this area it makes sense to focus on affordable housing so people can then move to an owner-occupied space. Ms. Swinyard also stated that HTRZs are more focused on affordable housing while other recent bills passed by the legislature have focused on owner-occupied housing. Mr. Slaugh said he thought the committee has an opportunity to do both - owner-occupied housing and affordable housing - even if owner-occupied housing isn't the primary goal.

Mr. Dunlavy said they could commit to a number of owner-occupied housing. Mr. Grover suggested a reporting requirement for Sandy City to come back to the HTRZ committee within a year to provide an update on owner-occupied housing.

The Canyons School District expressed concerns over this process which leaves the school district out of the negotiations.

Discussion included base years - there is an issue with stating the base year for the property taxes as the base year has to be the year before the trigger year but the statute does say that that a base year has to be stated.

**Funding Request:**

- 3 Tax Increment Collection periods of 80% of the TIF for 25 consecutive years within a 45-year period.
- 9% of the units will be occupied or reserved for occupants with a gross household income equal to or less than 80% of the county median gross income for households of the same size.
- 3% of the units will be occupied or reserved for occupants with a gross household income equal to or less than 60% of the county median gross income for households of the same size.
- Affordable housing units will be deed restricted for their respective 25-year tax increment collection period.

**Motion: The Housing and Transit Reinvestment Zone Committee approves the Sandy Cairns HTRZ project, as presented to the committee, located within 1/3 mile of the South Jordan FrontRunner Station, with the following conditions:**

- **Duration of 25 consecutive years per phase over a 45-year period, 3 phases total;**
- **Maximum capture of 80% property tax increment, and establish a base year pursuant to Utah Code;**
- **15% sales and use tax increment with a base year of 2027**
- **Requirements of 9% of affordable housing of less than or equal to 80% of AMI and 3% of affordable housing of less than or equal to 60% of AMI**
- **Affordable housing units will be deed restricted for their respective 25-year tax increment collection period**
- **Sandy City to encourage and promote owner occupied, for sale, deed restricted units and report back to the HTRZ committee prior to the distribution of funds, which shall include at least 18 units or more within the zone and additional units within or beyond the zone as a result of the HTRZ investment**
- **Estimated at \$75 million**

The motion was made by Senator Cullimore and seconded by Mayor Zoltanski. Roll call vote:

Chairman Jim Grover - Yes

Mayor Monica Zoltanski - Yes

Jim Evans - Yes

Beth Holbrook- Yes

Kirt Slaugh- Yes

Senator Wayne Harper - Yes

Senator Kirk Cullimore - Yes

Representative Stephen Whyte (remote) - Yes

Representative Jim Dunnigan - Yes

Kersten Swinyard - Yes

Leon Wilcox - No

Jackson Lewis - No

Shawn Lambert (remote) - Yes

11 in the affirmative and 2 in the negative. Motion passes.

## **8. Adjourn**