



**ADOPTED MINUTES
CITY COUNCIL MEETING
May 5, 2026, at 4:30 pm
80 South Main Street
Spanish Fork, UT 84660**

Councilmembers Present

Mike Mendenhall, Mayor
Jesse Cardon, Councilmember
Kevin Oyler, Councilmember

Stacy Beck, Councilmember
Landon Tooke, Councilmember
Shane Marshall, Councilmember

Staff Members Present:

Jordan Hales, Finance Director
Tara Silver, City Recorder
Dave Anderson, Community Development Director
Eddie Hales, Fire and EMS Director
Tyler Jacobson, Asst. City Manager
Seth Perrins, City Manager

Vaughn Pickell, City Attorney
Matt Johnson, Police Chief
Dale Robinson, Parks and Recreation Director
Cory Pierce, Public Works Director
Jack Urquhart, Public Information Officer

Staff Members Absent:

Visitors Present:

Name

Hope Heslington
Steve Tate
Abbigail Ainge
Gretchen Crevisiston
Emily Leger
Richard Davis

Name

Becki Knepper
Monte Knepper
Heath Lyman
Sam Lyman
Zac Staheli
Tamara Davis

Name

Joe Lyman
Wi Lyman
Heidi Rowbury
Kim Hall
Callie McGuire
Paisley Keller
Daisy Findlay

WORK SESSION - No formal actions are taken in a work session 4:30 pm

Visitors:

Staff Present: Seth Perrins, Mayor Mike Mendenhall, Councilmember Marshall, Councilmember Stacy Beck, Councilmember Cardon, Dale Robinson, Vaughn Pickell, Jordan Hales, Tyler Jacobson, Councilmember Tooke, Chief Matt Johnson, Kim Hall, Jack Urquhart, Cory Pierce, Councilmember Marshall Dave Anderson, Jared Bartel came in at 4:45 pm, Seth Perrins, David Mann, Ian Bunker, Emily Leger, Lexie Lamb, Fire and EMS Chief Eddie Hales, Councilmember Kevin Oyler

Mayor Pro Tem Stacy Beck started the meeting at 4:33 pm. Mayor Mike Mendenhall came in at 4:35 pm.

1. Fiscal Year 2027 Budget

Staff introduced the proposed budget and stated it reflected a conservative and carefully prioritized approach to staffing and financial management. Nearly all requested new positions were funded except for two part-time conversions, leaving approximately \$187,000 unallocated.

Departments ranked staffing requests by priority, and funding focused on the most essential needs. Police department additions include not only salaries but also vehicle costs, with the expectation that increasing staffing levels will significantly reduce expensive overtime caused by coverage gaps during vacations and sick leave. Fire department captain positions were supported through increased revenue from Utah County contracts and transport fees. Overall, the budget gap was addressed through a phased approach that initially removed new positions and then restored only the most critical ones after detailed review. Departments also collaborated to eliminate non-essential expenses while maintaining flexibility for future council adjustments during the approval process.

Employee benefits and health insurance costs continue to be a major budget factor, with health insurance premiums increasing by 8.5% during the second year of the city's contract cycle. Although these increases are among the highest seen in the last decade, they remain below broader market trends. Most employees currently participate in the high deductible health plan, which carries a \$7,000 deductible but no monthly premium and includes annual HSA contributions of up to \$2,200. Only about 20 employees remain on the traditional plan, which continues to be significantly more expensive and will see family premiums rise by approximately \$75 per month.

Staff emphasized that the high deductible option generally provides better long-term financial outcomes for employees, while the traditional plan may only be advantageous in

limited circumstances. City leadership also discussed the possibility of increasing traditional plan premiums further to reduce the cost imbalance between plan options and encourage more cost-effective enrollment choices.

The proposed utility rate adjustments include an overall 3% increase, averaging about \$6.25 per residential bill, alongside the introduction of a Transportation Utility Fee (TUF). The purpose of the TUF was to separate road maintenance expenses from water and power rates so that street costs are distributed more fairly among actual roadway users.

City staff explained that without the TUF, road repair expenses would continue to be embedded within other utility charges, leading to less transparency and higher increases elsewhere. The fee is intended to remain cost-neutral for most residents while improving fairness in cost allocation. Public hearings are expected later in the summer after completion of a formal study, and elected officials emphasize the importance of clear communication to address concerns, particularly among elderly residents. Power rates are also proposed to increase by 3% for most customers and 5% for large power users, while the Power Cost Adjustment will be rolled into base rates to create greater billing stability and reduce volatility.

Internet service pricing and infrastructure improvements are another major focus of the budget. Proposed rate changes would include one router with most plans, add new speed tiers, and introduce a discounted senior plan offering 300 Mbps service for \$35 per month. City staff noted that many customers on the existing \$45 plan currently pay for additional routers separately, making the new \$50 plan with included equipment and higher speeds more cost-effective for many households.

Managed routers are also expected to reduce customer support issues and improve network reliability. Broadband capital spending is projected to rise by roughly \$400,000 to support infrastructure upgrades needed for federal compliance, replacement of aging equipment, and preparation for future 10 gigabit service capability. These improvements will allow more flexible speed options and strengthen overall network reliability as the city continues competing with private providers. Outreach and education efforts are planned ahead of the July implementation date to help residents understand the changes and available options.

The city's general fund remains financially healthy despite the cautious budgeting approach. Fiscal year 2027 was projected to end with approximately \$13.1 million in reserves, representing about 22.5% of total revenue. While this was slightly below the city's historical reserve target range of 25% to 30%, staff noted that the lower percentage reflects overall city growth and a larger operating budget rather than weakening finances. Actual reserves could end even higher if current-year spending continues trending below budget.

The proposed FY27 budget shows only about \$187,000 in overall growth on a \$53 million budget, demonstrating continued fiscal discipline and limited expansion of expenses. City leaders also discussed ongoing legislative conversations about possible state reserve caps and emphasized the importance of maintaining flexibility as the city grows and financial conditions evolve.

At 5:15 p.m. the work session was relocated to the Heritage Room due to technical difficulties.

2. Resident Satisfaction Survey Results - Lexie Lamb

The 2025 Resident Opinion Survey was presented during a city work session and reflected continued growth in resident participation and engagement. The survey was intentionally distributed after the election cycle, opening during the second week of November and closing during the first week of December. Staff noted that the timing was important because the FitCity Center had not yet opened to the public when responses were collected, meaning many opinions surrounding the project were formed before residents had firsthand experience with the facility.

The survey received 1,818 completed responses, a substantial increase from the 806 responses collected when the city first began conducting the survey in 2020. City staff emphasized that most year-to-year percentage changes were not statistically significant unless specifically noted, explaining that small fluctuations can occur naturally within survey sampling.

Survey results showed exceptionally high resident satisfaction with public safety services across nearly every category. Fire and EMS services received approximately 97% satisfaction, while police services, animal control, city code enforcement, and parking enforcement all maintained consistently high ratings as well. Staff explained that survey responses were measured using a five-point satisfaction scale and that neutral responses were excluded from final percentages in accordance with nationally recognized municipal survey standards.

During discussion, city staff observed that residents frequently expressed frustrations about neighborhood issues such as parking violations, animal control concerns, and code enforcement matters, but often failed to formally report the problems to the city, instead expecting the issues to resolve automatically. Despite these occasional frustrations, overall public safety confidence remained extremely strong and stable from the previous year.

Traffic satisfaction remained one of the city's weakest scoring categories, although staff emphasized that statistically significant improvements had occurred compared to the prior year. Satisfaction percentages increased by roughly five to six percent in key traffic-related areas, which staff viewed as meaningful progress given the city's rapid growth and regional traffic demands.

Qualitative survey comments showed deeply divided opinions regarding roundabouts. Some residents strongly disliked them, while others appreciated their safety benefits, especially the ease of crossing streets with children and families. Residents also expressed positive feedback regarding newly implemented stoplights along Center Street and other traffic management improvements.

City leaders acknowledged that traffic satisfaction would likely never reach the exceptionally high levels seen in other city services because transportation frustrations are common in rapidly growing communities, but they viewed the upward trend as encouraging given the amount of both resident and commuter traffic moving through the city daily.

Leisure services and recreational amenities received some of the highest ratings in the survey. The library achieved extremely strong satisfaction levels, while parks and trails also

ranked exceptionally high. Staff noted that dissatisfaction with trails typically related either to a desire for additional trail access or concerns about maintenance issues such as dog waste. The Oaks Golf Course and the fairgrounds also maintained high satisfaction ratings, although the gun club experienced a noticeable decline from approximately 91% satisfaction to 82%. Staff members reviewed the qualitative comments but were unable to identify a clear reason for the decline. It was suggested that lower participation rates and higher barriers to use may have influenced the results because many residents had never visited the gun club or reservoir facilities.

The survey also measured how frequently residents used city amenities. Parks and trails were the most commonly used facilities because they required little planning, cost, or specialized access. Libraries also ranked highly for regular usage. Facilities such as the fairgrounds, golf course, reservoir, and gun club showed lower visitation frequencies because residents typically visited them only for special events or because of higher costs and logistical barriers.

Staff explained that fairgrounds usage patterns suggested most residents attended major annual events such as the rodeo or stock show rather than using the facility regularly throughout the year. Staff clarified that respondents who had never visited certain facilities were instructed to select neutral responses so that satisfaction percentages more accurately reflected actual users of those services.

Community development and growth-related issues remained a major theme throughout the survey results. Satisfaction with the city's business mix remained stable at approximately 87%, while land use and zoning satisfaction showed slight improvement compared to the prior year. However, qualitative comments revealed continued concern regarding rapid growth, high-density housing developments, increasing traffic congestion, and changing development patterns throughout the city. Staff acknowledged that many resident frustrations surrounding land use were directly tied to broader anxieties about population growth and infrastructure demands.

Despite these concerns, city staff viewed the stable ratings as evidence that residents generally remained supportive of the city's direction even while expressing caution about future growth.

City employee satisfaction ratings remained extremely high among residents who had direct interactions with city departments. Of the 1,818 survey participants, only 924 indicated that they had recently contacted the city, and those residents overwhelmingly praised the courtesy and professionalism of city staff.

Staff noted that many of these interactions involved stressful situations such as utility outages or service disruptions, making the positive ratings especially meaningful. Ratings for city officials also remained relatively stable overall, though perceptions regarding whether public input was adequately considered declined somewhat from previous years. Staff attributed much of that dissatisfaction to misinformation and frustration surrounding the FitCity center project, particularly from residents who expressed they had not been given an opportunity to vote on the issue. Officials anticipated that perceptions would improve substantially once residents had direct experience using the FitCity Center and seeing its benefits firsthand.

Residents overwhelmingly continued to describe Spanish Fork as a safe, attractive, and family-friendly community. Extremely high percentages of respondents reported feeling safe in both the city and their individual neighborhoods, while most residents also described the city as an excellent place to raise a family and recommended it as a desirable place to live. Staff viewed these results as a strong validation of the city's overall direction and quality of life.

However, the largest decline in responses involved whether residents would recommend Spanish Fork as a place to live, and qualitative comments indicated that concerns about rapid growth and overcrowding were the primary reasons for hesitation. During the discussion, officials suggested that these concerns reflected growing pains rather than dissatisfaction with the community itself.

Several positive resident comments were highlighted during the presentation to illustrate overall community sentiment. Residents praised the city's quality of life, strong utility infrastructure, parks, library, police presence, recreational opportunities, schools, and trail systems. Some residents specifically commended city leadership for balancing growth while preserving a welcoming small-town atmosphere.

Others expressed appreciation for the city's efforts to maintain safety and community identity amid ongoing expansion. One humorous resident comment requested a second Panda Express location, which prompted lighthearted discussion among officials during the meeting. While many positive comments were shared publicly, officials acknowledged that more than 216 pages of negative comments were also submitted.

Staff explained that comment boxes were intentionally limited to residents who selected neutral or dissatisfied responses because previous surveys that allowed unrestricted comments generated less constructive feedback. The city wanted to focus specifically on identifying areas of concern and gathering actionable suggestions for improvement.

Discussion also focused heavily on how survey data was being used to shape budget priorities and public communication strategies. Staff explained that transportation improvements had become a major focus in the city's budget process because traffic concerns consistently appeared throughout resident feedback. Millions of dollars in grants and infrastructure investments were being directed toward road improvements, intersections, and transportation projects.

Council members expressed concern that many residents believed survey participation did not lead to real action, and they discussed the need to better communicate how resident feedback directly influenced city decisions. Staff explained that the upcoming budget book was specifically designed to connect survey responses with actual funding priorities and projects.

Staff discussed creating more public-facing messaging that clearly demonstrated how resident concerns were translating into investments, including improvements to intersections, traffic flow, freeway access, and transportation infrastructure. Staff emphasized that many of the issues residents repeatedly raised were already being actively addressed, but infrastructure projects often require significant time to plan and complete.

Work Session ended at 5:31 pm

Councilman Cardon ▾ made a **Motion** to **Adjourn to Closed Meeting for strategy sessions to discuss the purchase, exchange, or lease of real property in the Explorer Room.**

Councilman Oyler ▾ **Seconded** the motion and it **Passed** with a roll call vote at 5:31 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

CLOSED MEETING

Councilman Cardon ▾ made a **Motion** to **Adjourn**

Councilwoman Beck ▾ **Seconded** the motion and it **Passed** at 5:49 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

CITY COUNCIL

6:00 pm CALL TO ORDER, PLEDGE, OPENING CEREMONY:

Mayor Mike Mendenhall called the meeting to order in the City Council Chambers of Spanish Fork City on May 5, 2026 at 6:01 pm. He welcomed everyone in attendance and thanked the public for their involvement in the community. Mayor Mendenhall also recognized and thanked the Cub Scouts for attending the meeting. He stated the meeting would begin with a prayer or motivational message followed by the Pledge of Allegiance. Mayor Mendenhall announced that Councilman Kevin Oyler had been assigned to provide the prayer or motivational message for the evening.

Councilman Kevin Oyler stated that he had invited his friend, Brian Chapman, to provide the prayer or motivational message for the meeting.

Brian Chapman explained that Councilman Kevin Oyler had asked him to share information regarding an upcoming activity taking place in Spanish Fork over the weekend. He stated that the Utah Sheriff's Honorary Colonels is a 501(c)(3) organization that supports the Utah

County Sheriff's Office through efforts such as training canine units and conducting the Sheriff's Teachers Academy, which helps train teachers to respond to dangerous situations and other specialized safety concerns.

Brian Chapman stated that a fundraiser titled "Shoot with the Sheriff" would be held on Saturday at the Spanish Fork Gun Club. He explained that the event was co-named in honor of Carol Ford, a longtime Spanish Fork resident who founded the event and passed away a few years ago. He noted that Carol Ford had been an inspiration and a significant supporter of the Sheriff's Office, leading organizers to rename the event the "Carol Ford Memorial Shoot with the Sheriff." Brian Chapman invited community members and meeting attendees to participate in the event as an opportunity to support the Sheriff's Office and the men and women serving the community.

Brian Chapman then provided the invocation.

Councilman Jesse Cardon was asked to lead the Pledge of Allegiance, which the audience did.

Mayor Mike Mendenhall thanked those in attendance for participating in the invocation and thanked Brian Chapman for the information he shared regarding the upcoming community fundraiser. He then introduced the recognition section of the agenda and welcomed the newly selected Spanish Fork royalty.

RECOGNITIONS:

- 1. Spanish Fork Royalty Callie McGuire Miss Spanish Fork, 1st Attendant Paisley Keller, 2nd Attendant Ava Cunningham - not in attendance, 3rd attendant Daisy Findlay**

Councilman Landon Tooke stated that the Miss Spanish Fork Pageant had been held approximately one to two months earlier at Spanish Fork High School and described the event as fantastic. He explained that the City Council and Mayor wanted to formally introduce the new royalty to the community. Councilman Tooke recognized pageant director Jen Olson and thanked her for the work she does for the city and the Miss Spanish Fork program.

He then invited the royalty to come to the front of the chambers and introduced them individually. He introduced Daisy Finley as third attendant, Ava Cunningham as second attendant who was not in attendance, Paisley Keller as first attendant, and Callie McGuire as the newly crowned Miss Spanish Fork Queen. Councilman Tooke invited the royalty to share brief introductory remarks and discuss their community service initiatives.

Callie McGuire introduced herself as the new Miss Spanish Fork and expressed excitement to serve during the upcoming year. She noted that the current year marked the 100th anniversary of the Miss Spanish Fork program and explained that the royalty wore special gold crowns in recognition of the centennial celebration. Callie McGuire explained that each participant selected a Community Service Initiative (CSI), which focused on addressing a need within the community. She stated that her CSI was titled "Supporting Young Heroes"

and focused on supporting police officers and law enforcement in Spanish Fork. Callie McGuire shared that her initiative was inspired by her uncle, Phil Nielsen, who had served for many years in the Spanish Fork Police Department, and by her brother, Trevor McGuire, who had recently joined the department. She explained that her goal was to help police officers feel supported by the community and encourage stronger personal connections between law enforcement officers and community members.

Mayor Mike Mendenhall invited any additional members of the royalty to speak. No additional remarks were provided.

Councilman Landon Tooke reiterated that the Miss Spanish Fork program was celebrating its 100th year and noted that there had now been approximately 100 Miss Spanish Fork titleholders throughout the history of the program. Jen Olsen stated they were unsure of 100 Miss Spanish Fork's but that they did have records of 100 years of the Miss Spanish Fork program. Mayor Mike Mendenhall and others shared lighthearted comments regarding locating historical records and crowns from previous years.

Councilman Landon Tooke stated that the City Council looked forward to working with the royalty throughout the year at various community events and expressed appreciation for their willingness to serve the community. He also noted that their photographs would soon be displayed in City Hall. Councilman Tooke then requested that a photograph be taken with the Mayor and City Council.

Mayor Mike Mendenhall invited the royalty to come forward for the photograph. A photograph was taken.

Mayor Mike Mendenhall thanked the members of the Spanish Fork royalty for attending the meeting and expressed appreciation for their participation and service to the community. He thanked Councilman Landon Tooke for coordinating the recognition and acknowledged the work already completed by the royalty since being crowned, as well as the service and activities that would take place during the upcoming summer.

Mayor Mike Mendenhall then moved to the "Just Serve" section of the agenda and asked whether Jack would be leading that portion of the meeting.

2. Just Serve Heroes Award - Becki Knepper and Heidi Rowbury

Jack Urquhart stated that Spanish Fork is recognized as a Just Serve City, meaning the community actively provides opportunities for service and recognizes individuals who contribute significant volunteer efforts within the community. He explained that the city periodically recognizes "Just Serve Heroes" and noted that selecting recipients is difficult because of the strong culture of volunteerism and service in Spanish Fork.

Jack Urquhart stated that those selected represented the best examples of community service. He then introduced Richard and Tamara Davis, who serve as the Just Serve specialists for the Spanish Fork area, and turned the time over to Councilwoman Stacy Beck to recognize the first Just Serve Hero.

Councilwoman Stacy Beck stated that members of the City Council nominate individuals for recognition and explained that the individual she nominated had an extensive record of service. She invited Becky Knepper to come forward to the podium and remarked that one of the best aspects of serving on the City Council was the opportunity to get to know the people in the community. Councilwoman Beck stated that she and Becky Knepper had become acquainted during the past decade through their service in the community.

Councilwoman Stacy Beck read a summary of Becky Knepper's extensive record of service and expressed appreciation for her contributions to the community, state, and nation. She stated that Becky Knepper served in the United States Army from 1974 to 2001. She further explained that she had served as the second vice commander and historian of the American Legion Post 68 and was elected in 2020 as the first female commander of Post 68, serving in that role from March 2020 through June 2023. Councilwoman Beck stated that Becky Knepper currently served as adjutant for District 4, was a member of the Finance Committee, and served as co-chair for both District 4 and the Department of Utah American Legion.

Councilwoman Stacy Beck further explained that Becky Knepper served on the Spanish Fork Post 68 Richard Johnson Freedom Walk Committee and as an ambassador for the State of Utah for the Military Women's Memorial in Arlington National Cemetery in Arlington, Virginia. She had served in several chapters of the Association of the United States Army, including as secretary for Non-Commissioned Officer and Enlisted Affairs at the national headquarters level. She also noted that Becky Knepper had served as an election judge in Missouri, South Dakota, and Utah; had been a captain of the Beehive Camp of the Daughters of the Utah Pioneers; currently served as the Beehive Camp lesson leader; served as an assistant Cub Scout master for three years; and had served in many church callings throughout her life.

Councilwoman Stacy Beck expressed appreciation for Becky Knepper's dedication and invited the audience to recognize her with applause. A photograph was then taken with Becky Knepper, her husband, and Mayor and Council.

Councilman Shane Marshall, Councilman Kevin Oyler, and Mayor Mike Mendenhall each thanked Becky Knepper for her service. Mayor Mike Mendenhall invited Becky Knepper to share remarks if she wished to do so.

Becky Knepper expressed appreciation for the recognition and stated that the community had supported her during her teenage years and welcomed her and her husband back to Spanish Fork 14 years earlier following their retirement from the military. She stated that she wanted to give back to the community because of the kindness and support they had received and expressed gratitude for the opportunity to serve.

Jack Urquhart stated that the second Just Serve Hero award would be presented by Councilman Jesse Cardon.

Councilman Jesse Cardon invited Heidi Rowbury to come forward to the podium and read a statement recognizing her service. He stated that Heidi Rowbury had served as an advisor for the Youth City Council for the past seven years and remarked that working with more than 60 teenagers at a time for that length of time represented a significant commitment.

Councilman Cardon stated that Heidi Rowbury had responded to a simple invitation to help and had dedicated countless hours over many years in service to the community. He explained that she regularly met with approximately 60 Youth City Council members, planned activities with them, and organized service projects.

Councilman Jesse Cardon stated that Heidi Rowbury was originally from Spanish Fork and that one of her favorite aspects of serving with the Youth City Council was watching youth become involved and interested in the community. He noted that Heidi Rowbury had expressed admiration for the youth she had worked with and described their ideas as inspiring and impressive. Councilman Cardon also stated that several of Heidi Rowbury's own children had participated in the Youth City Council during her time as an advisor. He further noted that the Youth City Council regularly volunteered during Fiesta Days activities and that Heidi Rowbury played an important role in ensuring those service efforts were organized and successful. Councilman Cardon stated that nominating Heidi Rowbury for the Just Serve recognition had been an easy decision because of her extensive service and dedication to the community.

Mayor Mike Mendenhall thanked Heidi Rowbury for her service, and a photograph was taken with her family and members of the City Council. Councilman Jesse Cardon invited Heidi Rowbury to share remarks.

Heidi Rowbury stated that although working with teenagers could sometimes seem challenging, she appreciated the opportunity to do so and credited the city for supporting the Youth City Council by providing opportunities and meeting spaces for service activities. She stated that the youth involved in the program were willing and enthusiastic participants and expressed appreciation for the women who served alongside her in the program. Heidi Rowbury stated that serving with the Youth City Council had been very rewarding and shared that when she was in high school, she had always wanted to participate in Youth City Council but had not known how to become involved. She expressed gratitude for the opportunity to now serve in that capacity.

Mayor Mike Mendenhall and Councilmembers thanked Heidi Rowbury for her service. Mayor Mike Mendenhall then invited the Just Serve representatives and award recipients to come forward for an additional group photograph with the City Council.

Mayor Mike Mendenhall thanked the Just Serve representatives again and stated that recognizing individuals such as Becky Knepper and Heidi Rowbury was an important part of strengthening the community. He also noted that Just Serve yard signs containing QR codes were available in the Mayor's Office and stated that the signs would be distributed to encourage additional community participation in service opportunities.

Councilwoman Stacy Beck asked whether the Just Serve signs were intended for placement during the winter season.

Mayor Mike Mendenhall clarified that the signs were not intended as individual yard signs similar to a "Yard of the Week" recognition, but rather signs that could be placed throughout the community to identify Spanish Fork as a Just Serve City.

Councilman Shane Marshall jokingly commented that the signs could be displayed like a large banner on the front door instead of seasonal decorations.

Councilwoman Stacy Beck thanked the Davis's for their efforts in supporting the Just Serve program in the community.

Mayor Mike Mendenhall noted that former council members were present in attendance at the meeting. He remarked that seeing former elected officials attend council meetings always made him feel as though the current council was being observed closely.

Mayor Mike Mendenhall concluded the recognition portion of the meeting and thanked all those who attended, including the families of the award recipients and honorees, for their support and involvement. He then opened the public comment portion of the meeting and explained that members of the public were invited to address the Mayor and City Council, ask questions, or bring matters to the Council's attention. Mayor Mike Mendenhall noted that a three-minute timer was available to help ensure all participants had an opportunity to speak and invited members of the public to come forward and address the Council.

PUBLIC COMMENTS:

Chad Argyle, a resident of Spanish Fork, addressed the Mayor and City Council during the public comment portion of the meeting. Prior to beginning his formal comments, he requested permission to first make an additional comment regarding Heidi Rowbury and the Youth City Council program.

Chad Argyle stated that during the time he previously worked with the Youth City Council program, he had always been proud of the large number of youth participants involved. He noted that participation regularly included 40 to 60 youth members and stated that Heidi Rowbury had played a significant role in encouraging youth involvement and participation in the community. Chad Argyle recalled attending legislative sessions with the Youth City Council and noted that multiple tables had to be reserved to accommodate the large group of students attending. He stated that the program had been a tremendous blessing to the community and expressed appreciation for the opportunity to have served with the program.

Chad Argyle then began his public comments and thanked the Mayor, City Council, and city staff for their service to the community. He stated that he appreciated seeing members of the City Council and city administration involved during legislative sessions at the state level and expressed gratitude for their efforts to monitor legislation affecting municipalities and local government authority. Chad Argyle specifically thanked City Manager Seth Perrins for the time and effort he dedicated to monitoring legislative matters impacting Spanish Fork City.

Chad Argyle raised concerns regarding several abandoned homes and a large abandoned building within the community. He stated that illegal and concerning activities were occurring at those locations and expressed the opinion that the structures needed to be addressed or demolished in order to protect public safety. He noted that in his previous employment experience, abandoned structures often became locations for criminal or unsafe activities and urged the City Council to address the issue.

Chad Argyle also expressed concerns regarding commercial vehicles operating and parking within residential neighborhoods. He stated that residential and commercial zones existed for specific purposes and emphasized the importance of keeping large commercial trucks out of residential areas where children frequently ride bicycles and scooters. Chad Argyle expressed concern that unsafe conditions could eventually lead to an accident involving a child and encouraged the City Council to remain vigilant regarding enforcement of residential and commercial zoning regulations.

Chad Argyle thanked the City Council and city department directors for their service to the community. He also shared appreciation for the support extended to his family following the recent passing of his father-in-law, who he stated had served the community for 89 years and operated a business in Spanish Fork. Chad Argyle expressed gratitude to community members who had reached out to his family and recognized his father-in-law's contributions to the community.

Councilwoman Stacy Beck thanked Chad Argyle for his comments.

Councilman Kevin Oyler asked Chad Argyle to email the City Council the addresses of the abandoned homes and buildings he referenced during his comments. Chad Argyle agreed to provide the information.

Mayor Mike Mendenhall acknowledged the request and noted that the Council would continue with the meeting agenda.

Mayor Mike Mendenhall and Councilmembers thanked Chad Argyle for his comments and participation during the public comment portion of the meeting.

Elaine Hansen addressed the Mayor and City Council and stated that it was good to return and speak before what she described as the greatest city in Utah County. Members of the City Council jokingly expanded the statement to include Utah and the nation. Elaine Hansen introduced her cousin, David Spencer, who was running for Utah County Commissioner, and stated that he supported values including strong cities, small government, family values, public safety, and lower taxes. She requested permission for David Spencer to address the Council and public.

Mayor Mike Mendenhall stated that David Spencer would be permitted his own three-minute speaking time during the public comment period. Elaine Hansen briefly greeted members of the Council and audience and stated that she had intended to provide campaign flyers introducing David Spencer before concluding her remarks.

David Spencer introduced himself and stated that he was a candidate for Utah County Commissioner. He explained that he had served on the Orem City Council for the previous 12 years and originally ran for office in an effort to preserve baseball fields in Orem. He stated that the baseball fields remained in place and considered that one of his accomplishments during his time on the council.

David Spencer stated that during his 12 years on the Orem City Council, county commissioners had not regularly visited cities to ask about their needs, and he believed that should change. He stated that every city in Utah County had different needs and priorities and that local governments should work together more collaboratively. David Spencer explained that he wanted to meet with Mayors and city councils throughout Utah County in order to better understand and advocate for each city's priorities.

David Spencer further stated that Utah County communities were often fragmented and not always unified in their efforts at the state level. He expressed the opinion that stronger cooperation among cities would improve the county's ability to advocate for state funding and resources. David Spencer also stated that tourism-related funding should be distributed fairly among cities throughout Utah County rather than concentrated in larger communities. He emphasized that he wanted to serve the public and stated that he appreciated the work performed by local elected officials in serving their residents and communities.

Mayor Mike Mendenhall thanked David Spencer for attending the meeting and speaking during public comment. David Spencer also thanked Elaine Hansen for her support and jokingly remarked that he did not believe she ever slept. Councilwoman Stacy Beck and other members of the Council responded humorously to the comment and thanked David Spencer for attending.

Arthur Phillips, a cub scout, asked Mayor Mike Mendenhall why he chose to run for elected office.

Mayor Mike Mendenhall jokingly asked whether the question was directed toward him or Councilman Shane Marshall before confirming that Arthur Phillips was addressing the Mayor. Mayor Mike Mendenhall asked where Arthur Phillips lived, and Arthur Phillips stated that he lived in Mona. Mayor Mike Mendenhall welcomed him to the meeting and stated that Spanish Fork appreciated visitors from neighboring communities.

Mayor Mike Mendenhall responded that he sought elected office as a way to give back to the community that helped raise him. He referenced earlier comments made during the meeting regarding volunteerism and community service and stated that serving in elected office was another form of volunteering and giving back to the community. Mayor Mike Mendenhall also stated that one of the rewarding aspects of serving was meeting young people and families in the community. Arthur Phillips thanked Mayor Mike Mendenhall for answering his question.

Lisa Ridge introduced members of Cub Scout Pack 72, stating that the group consisted of combined Webelos and Arrow of Light participants who met at America Leadership Academy(ALA). Mayor Mike Mendenhall welcomed the group and asked the adult leaders to introduce themselves and the participants. Lisa Ridge identified herself and introduced Naomi Phillips, along with other youth participants including Sandra and Talmadge.

Lisa Ridge explained that Pack 72 served boys and girls from kindergarten through fifth grade and stated that participation was open to all children regardless of whether they attended ALA. She shared several upcoming activities planned for the summer, including a

Pinewood Derby event, a canoe trip, a swimming activity, and a fishing activity. Naomi Phillips asked whether the Pinewood Derby event was open to the public, and Lisa Ridge confirmed that it was.

Councilman Kevin Oyler asked Lisa Ridge how long she had been involved in scouting activities. Lisa Ridge stated that she had been involved in scouting for approximately 30 years and explained that her involvement originally began as a church calling. She stated that Cub Scouts had become her “happy place,” and she had continued serving ever since.

City Manager Seth Perrins commented that one of Lisa Ridge’s children worked for Spanish Fork City. Lisa Ridge jokingly responded that her favorite son worked for the city. Mayor Mike Mendenhall stated that he often contacted her son for assistance with computer-related issues and expressed appreciation for his work.

Members of the City Council thanked Lisa Ridge, the Cub Scouts, and their leaders for attending the meeting and participating during public comment. Mayor Mike Mendenhall then asked whether any additional individuals wished to address the Council during the public comment portion of the meeting and Richard David regarding comments made while watching council meetings on television.

Richard Davis stated that the FitCity Center needed an additional elliptical machine.

Mayor Mike Mendenhall acknowledged the request and humorously stated that Richard Davis had officially submitted his request for another elliptical machine at the FitCity Center.

Mayor Mike Mendenhall thanked members of the public for addressing the Council and participating during the public comment portion of the meeting. He then moved to the Council Comments portion of the agenda, where councilmembers would report on events, meetings, and activities they had attended during the previous weeks. Mayor Mike Mendenhall stated that, rather than beginning at the end of the dais as usual, the comments would begin with Councilman Jesse Cardon and proceed across the Council, ending with Councilman Kevin Oyler.

COUNCIL COMMENTS:

Councilmember Cardon

Councilman Jesse Cardon stated that he had two items to report during council comments. First, he announced that the Rotary Chamber Scholarship Golf Tournament would be held the following Wednesday. He noted that the event had already helped provide scholarships to students from schools in Spanish Fork and Payson and stated that approximately 25 to 30 scholarships had been awarded, with additional scholarships still to be distributed.

Councilman Cardon explained that the tournament had generated funds to provide thirty-five \$1,500 scholarships to graduating seniors, including students attending MTECH. He stated that the event represented a valuable partnership between community organizations and local businesses in support of students who may not otherwise receive scholarship

assistance. Councilman Cardon also noted that a few spots remained available for participation in the golf tournament.

Councilman Jesse Cardon next discussed the city's recent Arbor Day event, which he attended on behalf of the City Council. He stated that the event provided students with an opportunity to participate in planting trees within the community. He remarked that while some students may have been most excited about being out of school for the activity, the event still provided a meaningful experience.

Councilman Jesse Cardon then asked members of the Council if they knew Utah's official state tree. Councilman Kevin Oyler responded that the state tree was no longer the blue spruce but had recently been changed to the quaking aspen. Councilman Cardon confirmed the answer and explained that the change occurred after a group of students petitioned Governor Gary Herbert, arguing that the quaking aspen better represented the state because it could be found in every county in Utah.

Councilman Jesse Cardon stated that the Arbor Day event resulted in the planting of five new trees within the city and noted that the annual tradition provided youth with an opportunity to feel connected to the community. He shared a personal memory of participating in Arbor Day as a child in American Fork and recalled that he still identified with a tree he helped plant years earlier.

Councilman Kevin Oyler jokingly commented that quaking aspens spread aggressively like weeds, while Councilman Shane Marshall humorously compared them to another invasive plant species.

Mayor Mike Mendenhall thanked Councilman Jesse Cardon for his comments and invited Councilman Landon Tooke to provide his council report.

Councilmember Tooke

Councilman Landon Tooke stated that before providing his council comments, he wanted to give time to Kathleen Leavitt, President of the Chamber of Commerce, to share several announcements.

Kathleen Leavitt thanked the Council and stated that she was excited about the upcoming Rotary Chamber Scholarship Golf Tournament scheduled for the following Wednesday. She explained that the event was experiencing one of the highest participation levels in its 30-year history. Kathleen Leavitt stated that the tournament had already funded approximately 25 scholarships and that an additional five scholarships were approved earlier that day because of increased golfer participation and community support. She noted that a total of 35 scholarships, including scholarships for MTECH students, would be awarded, making it one of the largest scholarship distributions in the history of the event. Kathleen Leavitt stated that the golf tournament would begin with a 9:00 a.m. tee time at The Oaks Golf Course.

Kathleen Leavitt also informed the Council that the annual Area Guide magazine had recently been distributed to residents' mailboxes. She stated that additional copies were available for community members and visitors and noted that copies would also be delivered to libraries and city offices. Kathleen Leavitt expressed pride in the publication and stated that it served as a community guide highlighting local experiences and opportunities throughout the year.

Councilman Shane Marshall jokingly noted that one of the "101 Things to Experience" listed in the guide included attending a City Council meeting, meaning everyone present could already mark one item off the list. Kathleen Leavitt responded humorously that attendees now only had 100 remaining experiences to complete.

Kathleen Leavitt next announced that the Chamber's quarterly "Business After Hours" event would be held on Thursday, May 7, at the Payson Business Innovation Center from 5:00 p.m. to 7:00 p.m. She explained that the event would introduce local businesses and entrepreneurs to the resources available through the innovation center, including equipment and services related to branding and promotional materials. Kathleen Leavitt also announced that the Chamber's networking luncheon scheduled for May 21 would be held at the Hampton Inn and would feature a presentation regarding the Custom Fit program through MTECH, which provides reimbursement assistance for professional development and workforce training expenses. She noted that Good Grains in Salem would provide catering for the luncheon.

Mayor Mike Mendenhall thanked Kathleen Leavitt for her work on behalf of the business community. Councilman Landon Tooke specifically expressed appreciation for the Area Guide publication and the Chamber's efforts in supporting local businesses.

Councilman Landon Tooke then provided his council comments. He stated that he attended the Utah League of Cities and Towns conference and particularly enjoyed a session regarding preparation for the 2034 Winter Olympics. Councilman Tooke explained that the session focused on infrastructure planning and opportunities for Utah communities related to the Olympics. He noted that having previously volunteered during the 2002 Winter Olympics made the discussion especially meaningful for him and stated that it was exciting to see preparations already underway for the upcoming event.

Councilman Landon Tooke also reported that he and Councilman Jesse Cardon participated in the "Rodeo Reading Roundup Family Night" event at Sierra Bonita Elementary School. He stated that the event promoted reading and family involvement and expressed appreciation for the school principal and organizers involved with the program.

Councilman Landon Tooke further stated that he attended the groundbreaking ceremony for Fire Station 61 and expressed enthusiasm regarding the project and its importance to the community. He also reported that the Parks and Recreation Committee had recently held a productive board meeting and thanked Parks and Recreation Director Dale Robinson and city staff for their work on ongoing parks and recreation projects throughout the city.

Councilmember Shane Marshall

Councilman Shane Marshall shared an experience he recently had while attending the State Republican Convention. He stated that while waiting for the event to begin, two Spanish Fork residents sat next to him and one individual asked if he could ask two questions. Councilman Marshall jokingly responded by first clarifying that the City Council supported roundabouts. He then stated that the individual seriously asked which members of the City Council were “on the take,” implying allegations of improper financial influence involving councilmembers.

Councilman Shane Marshall stated that he was surprised by the question and responded by firmly stating that no members of the City Council engaged in improper conduct or accepted money in exchange for decisions. He emphasized that council members served because they cared deeply about the community and wanted to volunteer their time to give back to Spanish Fork. Councilman Marshall further stated that the Council's goal was to continue the positive work established by previous council members and maintain Spanish Fork as one of the best communities in the nation.

Councilwoman Stacy Beck expressed agreement with Councilman Marshall's comments.

Councilman Shane Marshall concluded by noting that the conversation had been an unexpected experience during the convention but stated that he had no additional comments to report.

Mayor Mike Mendenhall thanked Councilman Shane Marshall for his comments and invited Councilwoman Stacy Beck to provide her council report.

Councilmember Beck

Councilwoman Stacy Beck reported that she recently attended a library board meeting and wanted to recognize Chrissy Henry upon her retirement after approximately 25 years of service at the Spanish Fork Library. Councilwoman Beck stated that Chrissy Henry began working part-time at the former library location across the street before continuing her career at the current library facility. She noted that Chrissy Henry had become an important and familiar presence within the library and community and expressed appreciation for her years of service and dedication. Councilwoman Beck also noted that Chrissy Henry's husband was retiring as well and thanked her for her commitment to the organization and community.

Councilwoman Stacy Beck also announced that the library was exploring the implementation of a homebound library service program for individuals unable to leave their homes. She explained that library staff would gather requested materials, deliver them to residents, and later retrieve the items when finished. Councilwoman Beck encouraged residents with homebound family members or neighbors to contact the library for additional information and noted that details regarding the program were included in the city newsletter. She stated that the program would provide an important service to residents unable to physically visit the library.

Councilwoman Stacy Beck next discussed the upcoming “Yard of the Week” program, which would begin around Memorial Day and continue through Labor Day. She stated that

promotional information and nomination opportunities would begin appearing around May 15 through the city website and social media platforms. Councilwoman Beck explained that a committee of nine volunteers reviewed nominations, photographs, and supporting comments each week in order to select recipients. She stated that the program encouraged residents to maintain strong curb appeal throughout the community and recognized the significant time, effort, and expense many residents invested in maintaining their properties. Councilwoman Beck encouraged residents to nominate themselves, neighbors, family members, or any property owners whose landscaping and yards contributed positively to the appearance of the community.

Councilwoman Stacy Beck also reported that she attended a ribbon-cutting ceremony for the newly opened Waffle Love restaurant located in the former Little Acorn building. She stated that the business retained several menu items from the previous restaurant while updating and remodeling the facility, including improvements to the kitchen, bathrooms, paint, and parking lot. Councilwoman Beck encouraged residents to support the new local business.

Mayor Mike Mendenhall thanked Councilwoman Stacy Beck for her comments and invited Councilman Kevin Oyler to provide his council report.

Councilmember Oyler

Councilman Kevin Oyler reported on the recent groundbreaking ceremony for the new Fire Station 61 facility. He explained that the current fire station located on Main Street would be relocated approximately two blocks west of City Hall. Councilman Oyler stated that one meaningful aspect of the project was that the property selected for the new fire station had served the community for decades as the former senior center location. He noted that the property had long benefited senior residents through social and community activities and would now continue serving the public in a new capacity focused on emergency services and public safety.

Councilman Kevin Oyler stated that the new facility would provide significant benefits for the community as well as improved working conditions and safety for fire and EMS personnel. He noted that the facility was being designed to better protect first responders while improving emergency response capabilities for residents throughout the city. Councilman Oyler stated that the anticipated completion date for the project was the fall of 2027 and encouraged residents to watch for future updates and the eventual ribbon-cutting ceremony for the new station.

Councilman Kevin Oyler also reported on his participation in the Utah League of Cities and Towns conference held in St. George. He stated that one of the keynote speakers was Dr. Greg Jackson, an associate professor of history at Utah Valley University and host of the podcast "History That Doesn't Suck." Councilman Oyler explained that Dr. Jackson discussed historical periods of political and social division in the United States and addressed questions regarding whether the current era represented the most divided period in the nation's history. Councilman Oyler stated that Dr. Jackson explained that the country had experienced many periods of greater conflict and division throughout its history, including times when political disagreements led to violence.

Councilman Kevin Oyler stated that the presentation served as a reminder that although challenges and disagreements exist, the United States remains a strong and blessed nation. He emphasized the importance of working together to address difficult issues and expressed confidence that communities and citizens could continue finding solutions through cooperation and civic engagement. Councilman Oyler concluded by recommending the “History That Doesn’t Suck” podcast to those interested in history and public affairs.

Mayor Mendenhall

Mayor Mike Mendenhall thanked Councilman Kevin Oyler for his comments and referenced Dr. Greg Jackson’s historical examples shared during the Utah League of Cities and Towns conference. Mayor Mendenhall noted that Thomas Jefferson and John Adams reportedly did not speak to one another for 11 years after opposing each other in a presidential election, illustrating that the nation had experienced difficult political periods throughout its history. He thanked members of the City Council for attending meetings and events throughout the community in addition to their regular employment responsibilities and stated that their efforts were producing positive results for the city.

Mayor Mike Mendenhall then reported on the Utah State Junior Livestock Show, which had recently been held at the fairgrounds in Spanish Fork. He explained that the event brought participants from throughout the state to the community for several days of competition and a livestock sale. Mayor Mendenhall noted that the event generated enough visitors to fill local hotels, including the Hampton Inn, and emphasized the continuing need for additional hotel accommodations in the city to support large events and tourism activity.

Mayor Mike Mendenhall stated that he had the opportunity to speak with judges participating in the livestock show. He explained that judges were intentionally brought in from outside the local area, often from states such as Oklahoma and Ohio, in order to ensure impartial judging without familiarity with local families or participants. Mayor Mendenhall stated that the judges were highly complimentary of the city, the fairgrounds facility, and the quality of livestock exhibited during the event. He noted that the judges expressed excitement about future improvements planned for the fairgrounds and encouraged them to return the following year.

Mayor Mike Mendenhall also praised the atmosphere of cooperation and sportsmanship among participants and families attending the livestock show. He described examples of participants helping one another with equipment, clothing, and animal care and stated that the event reflected a strong sense of community and support among the youth and families involved. Mayor Mendenhall thanked Nick and the fairgrounds staff for their efforts in organizing and hosting the event.

Councilman Jesse Cardon jokingly asked Mayor Mike Mendenhall whether he had returned home from the livestock show with a pig. Mayor Mendenhall humorously acknowledged that his family had recently acquired a pig for his son, Jagger, to show at the county fair. He explained that the pig was being kept at the property of a family member and stated that the project was part of an experience Jagger would share with his cousins. Members of the Council joked about caring for the pig and whether it was being kept within city limits. Mayor

Mendenhall stated that Jagger was already enjoying the experience and humorously noted that they had already purchased a pair of muck boots for the project.

Mayor Mike Mendenhall concluded council comments and moved the meeting to the staff reports portion of the agenda, asking whether any staff members had updates or reports to share since the previous meeting.

STAFF REPORTS:

There were no reports

Mayor Mike Mendenhall moved the meeting to the “Spanish Fork 101” portion of the agenda and thanked the Cub Scouts for attending the meeting. He introduced a presentation regarding wastewater operations and the Wastewater Reclamation Facility update.

SPANISH FORK 101:

A. Wastewater Water Reclamation Facility (WRF) Update/Pretreatment

Public Works Director Cory Pierce introduced Zac Staheli, the city’s Wastewater Division Manager, and explained that he would provide an update regarding the wastewater treatment facility, its operations since opening the previous fall, and measures residents could take to help protect the sewer system and facility investment.

Zac Staheli stated that the new wastewater treatment facility was completed in October of the previous year and was currently treating approximately 5.5 million gallons of wastewater per day. He explained that the facility was constructed because the previous plant lacked sufficient hydraulic capacity and could not consistently meet the nutrient limits required by state regulations. Zac Staheli stated that the city’s ammonia discharge limit established by the state was 6 milligrams per liter, but the new facility was consistently averaging approximately 0.16 milligrams per liter, significantly exceeding performance expectations. He further explained that the state-established phosphorus limit was 1 milligram per liter annually, while the new facility was consistently operating below 0.1 milligrams per liter. Zac Staheli stated that the results demonstrated the effectiveness of the engineering, design, and investment made by the city.

Zac Staheli acknowledged that the wastewater treatment facility represented the largest capital project in the city’s history and stated that the investment was proving successful. He credited the wastewater operations staff for the facility’s performance and noted that the city’s wastewater division consisted of 11 employees responsible for treatment plant and collection system operations.

Zac Staheli then discussed steps residents could take to help protect the sewer system and reduce maintenance issues. He explained that many sewer problems result from materials being flushed or drained into the system that should not enter the sewer network. He referenced photographs showing items removed from sewer lines within the city and explained that residents should avoid disposing of fats, oils, grease, flushable wipes, feminine

hygiene products, dental floss, kitty litter, hazardous chemicals, prescription medications, and excessive food waste through sinks or toilets. Zac Staheli noted that many of these materials contribute to sewer backups and maintenance problems within both private sewer laterals and the city collection system.

Zac Staheli also discussed issues related to tree roots infiltrating sewer lines, particularly in older sections of the city with clay pipe infrastructure. He advised residents to contact Blue Stakes before planting trees so utility locations could be identified and encouraged homeowners to avoid planting trees near sewer laterals. He explained that tree roots are naturally attracted to moisture and can eventually surround and damage sewer pipes, causing blockages and backups.

Zac Staheli further explained the division of maintenance responsibility between the city and property owners. He stated that the city assists with structural issues occurring between the back edge of the sidewalk and the main sewer line, while homeowners remain responsible for sewer laterals extending from the back edge of the sidewalk to the residence. He clarified that maintenance issues and root-related problems remain the responsibility of property owners because the city does not plant trees on private property.

Zac Staheli encouraged residents to visit the city website for additional information regarding sewer responsibilities and wastewater system maintenance and invited community members to contact the wastewater division with questions or concerns.

City Manager Seth Perrins asked how frequently sewer backups occur within the city. Zac Staheli responded that the city typically responds to approximately five to seven sewer backup incidents annually, although many of the issues originate on the homeowner side of the sewer lateral. Seth Perrins emphasized that seemingly harmless items flushed into the system can create significant problems later and stated that such materials eventually return "in the nastiest of ways."

Zac Staheli invited members of the public to tour the wastewater treatment facility and stated that staff would gladly demonstrate the treatment process and explain the types of materials removed from the sewer system. Seth Perrins jokingly referred to one portion of the facility as "the greatest, nastiest room in the city." Mayor Mike Mendenhall humorously remarked that the presentation would have been especially entertaining for the Cub Scouts who had left earlier in the meeting. Zac Staheli responded that he had recently provided a tour of the facility for a preschool group.

Public Works Director Cory Pierce asked Zac Staheli how much debris removed from the sewer system is ultimately disposed of in dumpsters. Zac Staheli explained that the facility fills approximately three dumpsters every two weeks with debris screened from incoming wastewater. He noted that the city disposes of approximately six dumpsters of debris each month consisting largely of inappropriate materials flushed into the sewer system.

Councilman Kevin Oyler jokingly commented that many of the items likely included produce stickers such as those found on bananas.

Seth Perrins explained that disposal costs for such materials are substantial and ultimately paid for by the residents of Spanish Fork through utility rates. Zac Staheli stated that reducing improper disposal practices helps protect the city's significant investment in the wastewater treatment facility and filtration systems.

Mayor Mike Mendenhall thanked Zac Staheli for the presentation and the update regarding wastewater operations and facility performance.

Mayor Mike Mendenhall moved the meeting to the consent items section of the agenda. He stated that the consent agenda included approval of the minutes from the previous meeting, an in-lieu donation and exchange of services agreement, and the Brent Money annexation agreement. Mayor Mike Mendenhall asked whether any members of the City Council had questions regarding the consent items. Hearing none, he entertained a motion to approve the consent agenda items.

CONSENT ITEMS:

- A. Minutes of City Council for Spanish Fork City - 04-21-2026**
- B. In-Lieu Donation and Exchange of Services Agreement**
- C. Brent Money Annexation Agreement**

Councilman Tooke ▾ Moved to Approve the Consent Items

Councilwoman Beck ▾ **Seconded** and the motion **Passed** all in favor

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|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Mayor Mike Mendenhall stated that the consent items had been approved and moved the meeting to the new business section of the agenda, which included items A through F. He introduced the first item regarding a Resolution for Personnel Policy Updates and jokingly commented that the item was likely the reason Kim was present at the meeting.

NEW BUSINESS:

A. Resolution for Personnel Policy Updates

Kim Hall presented the proposed personnel policy updates for consideration by the City Council. She explained that the proposed policies had already been reviewed in detail by the Personnel Committee, which included the Mayor, two councilmembers, administrative staff, and two employee representatives. Kim Hall stated that the committee met to review the proposed changes before forwarding the recommendations to the City Council for formal

approval.

Kim Hall explained that the proposed policy updates were organized into three categories: clarification and compliance updates, policy changes, and new policies. She stated that several policies involved clarification and alignment with state and federal law while maintaining existing administrative practices. As an example, Kim Hall discussed updates to the bilingual employee policy, explaining that the original policy adopted in 2023 primarily contemplated full-time employees. After implementation, the city recognized that many part-time employees also regularly utilized second-language skills to assist residents and city operations. The updated language clarified how the policy would apply to part-time employees.

Kim Hall also discussed revisions to the political activity and nepotism policies. She explained that those revisions incorporated language directly from state law in order to provide supervisors and administrators with clearer guidance when evaluating employee situations and compliance questions. She noted that the nepotism policy update added additional definitions because questions regarding nepotism policies arise frequently during personnel discussions.

Kim Hall then reviewed the policies involving substantive changes. She explained that the grievance procedure policy was being modified so employees filing grievances would report directly to the Human Resources Director rather than the Assistant City Manager. She also discussed changes related to the Fire and EMS Department. Kim Hall explained that the department remained relatively new and that policies initially adopted for the department required adjustments after practical implementation. She stated that one update would allow firefighters and EMS employees to receive compensation for earned holiday time upon separation from employment, whereas the previous policy did not allow payout of accrued holiday hours.

Kim Hall next discussed two new policies being proposed. The first policy addressed employees' obligation to report private conduct involving criminal matters. She explained that employees would now be required to notify Human Resources if they were arrested for or convicted of a misdemeanor or felony offense. Kim Hall clarified that the policy did not apply to minor traffic infractions such as speeding tickets but was intended to protect employees, residents, and the city in situations where criminal conduct could affect an employee's position or responsibilities.

Kim Hall also presented a new uniform and apparel policy. She explained that development of the policy had been underway for approximately two years and credited Carson Hardy and a committee representing multiple departments for helping draft the policy. Kim Hall stated that the policy established clearer guidance regarding uniforms, protective equipment, and apparel allowances for various departments based on operational needs. She explained that departments such as utilities and line crews required specialized protective equipment different from standard office staff apparel. The policy also prohibited employees from wearing apparel displaying logos or branding from private companies or contractors with whom the city currently conducts or has previously conducted business while employees are on duty. Kim Hall stated that the purpose of the policy was to avoid any appearance of

favoritism or conflicts of interest. Employees would still be permitted to wear such apparel outside of work hours.

Kim Hall then invited questions from the City Council regarding the proposed policy updates.

Councilwoman Stacy Beck stated that she and Councilman Shane Marshall both served on the Personnel Committee and had reviewed and approved the proposed updates.

Councilwoman Stacy Beck thanked Kim Hall for her work on the policies.

Mayor Mike Mendenhall stated that although Councilwoman Stacy Beck had informally indicated support for the policy updates, a formal motion would still be needed to adopt the proposed personnel policy changes.

Councilwoman Beck ▾ **Moved** to approve the **Resolution for Personnel Policy Updates**

Councilman Marshall ▾ **Seconded** and the motion **Passed** with a roll call vote at 7:13 pm.

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|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Mayor Mike Mendenhall stated that the personnel policy updates had been approved and thanked Kim Hall for her presentation and work on the policy revisions. He then moved the meeting to the next item of new business regarding an ordinance adopting amendments to Title 5.

B. Ordinance adopting Title 5 Amendment

Associate Planner, Ian Bunker, explained that the proposed amendment specifically addressed project signage plans. He stated that project signage plans allow property owners to apply for signage that exceeds the city's standard sign limitations, such as allowing additional signs, taller signs, or greater sign copy area than would otherwise be permitted under the city code. Ian Bunker explained that applicants seeking a project signage plan must submit detailed information identifying proposed sign locations, dimensions, and site layouts for staff review. He noted that the approval process itself would remain unchanged, meaning all project signage plans would still require review and recommendation by the Planning Commission followed by final approval from the City Council.

Ian Bunker then reviewed the proposed amendments to the ordinance. He explained that the first amendment would reduce the minimum site area requirement for a project signage plan application from five acres to four acres. Ian Bunker noted that this adjustment had been made shortly before the meeting at the request of a property owner after the original

draft ordinance maintained the five-acre threshold.

Ian Bunker further explained that the second amendment addressed minimum building size requirements. Under the existing ordinance, a property seeking a project signage plan must contain at least 50,000 square feet of building space in order to qualify. The proposed amendment would waive that minimum building size requirement for properties located within 400 feet of an Interstate 15 interchange. Ian Bunker stated that the amendment was being proposed because properties near freeway interchanges have unique opportunities to attract travelers and generate commercial activity due to freeway visibility and access. He emphasized that the amendment would only expand eligibility to apply for a project signage plan and would not guarantee approval of any specific signage proposal.

Councilman Kevin Oyler asked whether property owners were already entitled to certain signage under the standard Title 5 requirements and sought clarification regarding the Council's ability to deny signage requests. Ian Bunker explained that property owners meeting standard Title 5 requirements are entitled to permitted signage under existing city code. However, project signage plans are intended only for requests exceeding standard sign limitations. He stated that the City Council still retained full discretion to approve, deny, or require modifications to any proposed project signage plan when individual applications come forward for review.

Councilman Shane Marshall clarified that the proposed ordinance amendment only modified the eligibility threshold for applying for a project signage plan and did not alter the approval process itself. Ian Bunker confirmed that understanding.

Councilman Shane Marshall then raised questions regarding how the proposed 400-foot distance from an Interstate 15 interchange would be measured. He asked whether the measurement would begin at the roadway itself, the interchange ramps, or another defined location within the interchange area. Ian Bunker explained that staff had initially intended the distance to be measured from any point associated with the interchange to the nearest point on the property.

Councilman Shane Marshall expressed concern that the language lacked sufficient clarity and could create confusion regarding where an interchange officially begins and ends. He referenced the State Route 147 interchange and questioned whether the measurement should begin from the interstate ramps, intersecting roadway pavement, or another defined point.

Councilman Kevin Oyler questioned where the official interchange boundary begins and ends, specifically asking whether the reference point must physically be located on the roadway itself or simply somewhere within the interchange area. His concern centered on defining a legally and practically enforceable measurement point for future interpretation.

Shane Marshall expanded on the issue by raising concerns about ambiguity in interchange terminology. He referenced the SR147 and Arrowhead Road interchange configuration and questioned exactly where an interchange officially starts and stops. He noted that someone could reasonably argue that an on-ramp or off-ramp technically belongs to SR147 itself, which

could significantly shift setback calculations or interpretation boundaries. His broader point was that without a clearly defined reference point, future disputes or inconsistent interpretations could occur.

Councilman Shane Marshall continued by emphasizing that the ordinance or policy language needed a more precise physical reference tied to the interchange. He argued that adding specific terminology would improve clarity and avoid future semantic disputes, even if the practical impact might appear minor at present.

Seth Perrins responded by suggesting that the city could define the reference point using a measurable physical feature such as the asphalt edge of the off-ramp or the official right-of-way line associated with the ramp. He indicated that either method could likely provide sufficient legal and administrative clarity for future application.

Seth Perrins elaborated that his instinct would be to measure from the asphalt itself, although he acknowledged that even within that approach there could still be questions regarding which exact point on the asphalt should serve as the measurement origin. His comments reflected an effort to balance simplicity, fairness, and administrative practicality.

Councilman Shane Marshall followed up by asking which exact point on the asphalt would control the measurement, pressing for additional specificity. His concern was that even a seemingly simple asphalt-based definition could create interpretation issues unless the ordinance identified the closest point, intersection point, or another standardized location.

Councilman Shane Marshall ultimately noted that the debate might largely be semantic and perhaps not critically important in practice, but he still believed clearer drafting language would reduce the need for future interpretation disputes by staff, developers, or property owners.

Mayor Mike Mendenhall joined the discussion by asking whether the reference should be tied to the point where different asphalt surfaces intersect, such as where a ramp meets another roadway, or whether the reference was intended to apply to asphalt surfaces more generally. His question sought to narrow the interpretation to a more practical engineering standard.

Seth Perrins relayed a recommendation from Dave Anderson, who was watching remotely from Nashville, suggesting that the right-of-way line would likely provide a cleaner and more legally defensible reference than asphalt edges. This shifted the conversation toward using mapped property and transportation boundaries rather than physical pavement edges.

Councilman Shane Marshall jokingly expressed surprise that Dave Anderson was still actively watching remotely, prompting Seth Perrins to humorously remark that some people continue monitoring meetings even while traveling.

City Manager Seth Perrins joined the discussion and suggested using the Interstate 15 interchange right-of-way as the measuring point. He stated that the most practical interpretation would likely involve measuring 400 feet from the nearest point of the interchange right-of-way boundary to the nearest point of the subject property. Seth Perrins

referenced a map of the Benjamin interchange while discussing the concept and proposed that the ordinance language specifically reference “the right-of-way of the Interstate 15 interchange.”

Councilman Shane Marshall agreed that referencing the Interstate 15 interchange right-of-way provided needed clarity and requested that the ordinance language specifically use the singular term “interchange” rather than “interchanges.” Seth Perrins indicated that staff could incorporate the revised wording into the ordinance language.

Councilman Jesse Cardon jokingly suggested that Councilman Shane Marshall personally measure all future applications involving the 400-foot requirement. Councilman Shane Marshall jokingly responded that he preferred staff handle those measurements.

Mayor Mike Mendenhall asked whether there were any additional questions regarding the ordinance amendment. Hearing none, he entertained a motion for approval incorporating the revised language discussed by the Council and staff.

Councilman Marshall ▾ **Moved** to approve the **Ordinance modifying the city’s application requirements for project signage plans, including amended language specifying that the 400-foot measurement would be taken from the Interstate 15 interchange**

Councilman Shane Marshall made a motion to approve the ordinance modifying the city’s application requirements for project signage plans, including amended language specifying that the 400-foot measurement would be taken from the Interstate 15 interchange

Seth Perrins clarified that the reference should specifically identify the interchange right-of-way rather than the entire interstate corridor, right-of-way.

Councilman Marshall ▾ **Amended and Moved** to approve the **Ordinance modifying the city’s application requirements for project signage plans, including amended language specifying that the 400-foot measurement would be taken from the Interstate 15 interchange right-of-way.**

Councilman Cardon ▾ **Seconded** and the motion **Passed** with a roll call vote

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|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Mayor Mike Mendenhall announced that Item B had been approved. He thanked the Council and staff for the discussion and clarification provided during consideration of the ordinance amendment related to project signage plans. Mayor Mike Mendenhall then moved to Item C

of the new business agenda regarding the Creekside Townhomes amended development agreement.

C. Creekside Townhomes Amended Development Agreement

Community Development Director David Mann presented the proposed amended development agreement for the Creekside Village Townhome development located on the east side of Main Street near the Fit City Center. He explained that a new buyer had acquired the project and intended to construct townhomes generally consistent with the original development approval and rezoning, with several minor modifications proposed.

David Mann stated that one of the primary changes involved the project amenities. He explained that the new developer believed the development's close proximity to the FitCity Center and other nearby recreational amenities reduced the need for a private clubhouse and swimming pool within the project itself. As a result, the applicant proposed replacing the originally approved clubhouse and pool with additional outdoor recreational amenities, including an extra pickleball court and a tot lot playground area.

David Mann reviewed the original approved site plan and then compared it with the revised proposal. He explained that the updated site plan relocated amenities to the northern portion of the development and incorporated three pickleball courts along with the proposed tot lot. He also noted that there were minor adjustments to guest parking locations and slight modifications to internal street configurations, although the overall layout and density of the project remained substantially the same as previously approved.

Councilman Shane Marshall asked whether the revised proposal included any increase in the number of residential units. David Mann confirmed that the total number of units remained unchanged from the previously approved development.

Councilman Jesse Cardon asked David Mann to clarify what was meant by a "tot lot." David Mann explained that a tot lot is essentially a playground area intended for small children.

David Mann next reviewed the architectural elevations for the project. He displayed the elevations previously approved for the south-facing front-loaded units and then compared them with the revised elevations submitted by Visionary Homes. He explained that the revised elevations maintained similar roof pitches and general architectural character while incorporating some different materials and design details.

David Mann also reviewed the elevations for the units located along Main Street on the northern side of the project. He explained that the newly proposed elevations incorporated more pitched roof elements rather than the flatter rooflines included in the original approval. David Mann stated that representatives of the developer were present at the meeting to answer additional questions regarding the revised layouts and architectural designs if necessary.

Councilwoman Stacy Beck stated that she personally preferred the revised building elevations and architectural appearance over the original approved designs. However, she

expressed concern regarding parking availability within the development and questioned whether one of the pickleball courts or the tot lot area should potentially be replaced with additional parking stalls in order to better accommodate residents and visitors.

Councilman Kevin Oyler asked whether the city code required developments within the R-4 zoning district to provide a certain amount of amenities. David Mann confirmed that the zoning code establishes minimum amenity requirements based on the number of units within the development.

Councilman Shane Marshall suggested that parking could potentially qualify as an amenity itself.

Councilman Jesse Cardon stated that while he did not object to eliminating the swimming pool, he did have concerns regarding removal of the clubhouse. He explained that a development containing approximately 169 residential units would benefit from having a shared gathering space for meetings, social events, and resident activities.

Councilman Kevin Oyler questioned whether a clubhouse was truly necessary given the project's close proximity to public amenities such as the FitCity Center and the sports park pavilions. He referenced his own previous experience living in a townhome development where homeowners association meetings were held in nearby public facilities rather than in a private clubhouse.

Councilman Jesse Cardon responded that he believed dedicated community gathering spaces remain valuable within higher-density residential projects and stated that he had observed many similar developments where such facilities were beneficial for residents and homeowners associations.

Councilman Shane Marshall remarked that the discussion would ultimately come down to a matter of preference and differing opinions regarding project amenities and resident needs.

City Manager Seth Perrins clarified that the proposed amendment would eliminate the clubhouse component from the Creekside Village development plan.

Councilman Shane Marshall reiterated that the proposal involved removal of both the clubhouse and the swimming pool from the previously approved plan. David Mann confirmed that both amenities would be removed and replaced with outdoor recreational features.

Councilman Kevin Oyler asked for additional clarification regarding the intended purpose of the originally approved clubhouse facility. David Mann responded that the original clubhouse concept had not included a detailed floor plan during the rezoning process, but his understanding was that the building would likely have included restrooms, changing areas associated with the pool, a small meeting or gathering space, and potentially some exercise equipment.

Councilman Jesse Cardon noted that representatives from the applicant team were present

and suggested hearing directly from them regarding the proposed changes. Mayor Mike Mendenhall asked whether the Council had any additional questions for David Mann before inviting the applicant to speak.

Councilman Kevin Oyler then asked David Mann to remind the Council of the parking ratios proposed within the development. David Mann explained that city code requires approximately 2.5 parking stalls per residential unit. He further noted that, following a previous text amendment approved by the Council, the driveways for the units along Main Street were expanded from 20 feet to 25 feet in depth. David Mann explained that the additional driveway length increased parking flexibility and improved the ability to accommodate larger vehicles and additional parking needs within the development.

Councilman Kevin Oyler clarified that the expanded driveway requirement applied specifically to the units located along Main Street, and David Mann confirmed that understanding.

Mayor Mike Mendenhall commented that he appreciated renderings that included realistic vehicle representations, including larger pickup trucks commonly used by residents in the community. He then invited the applicant to address the Council regarding the proposed revisions.

Mark Hampton, representing the applicant, addressed the Council and explained that the original clubhouse concept had primarily been intended as a fitness amenity for residents. He stated that after observing the recreational facilities available at the nearby FitCity Center, the development team concluded that duplicating those fitness amenities within the project itself was unnecessary. Instead, the applicant believed it would be more beneficial to provide additional outdoor recreational opportunities such as pickleball courts and playground areas while allowing residents to utilize the city recreation center located nearby.

Mark Hampton also addressed parking concerns raised by the Council. He explained that the previously approved amendment increasing driveway lengths from 20 feet to 25 feet significantly improved parking capacity within the project. He stated that when garage spaces, driveways, and guest parking stalls are combined, the development exceeds the required parking standards by approximately 35 to 40 percent. Mark Hampton expressed confidence that the project would provide sufficient parking for residents and visitors.

Mayor Mike Mendenhall summarized that the original intent of the clubhouse had primarily been to provide fitness amenities and space for homeowners association meetings or similar gatherings.

Councilman Shane Marshall stated that clubhouse facilities tend to be used more frequently in apartment rental communities than in owner-occupied townhome developments. He explained that because the Creekside Village project consisted of townhomes intended for ownership rather than rental apartments, he did not believe the clubhouse would receive the same level of use that might otherwise justify the expense and maintenance obligations.

Councilman Jesse Cardon acknowledged that the explanation regarding the clubhouse

purpose and proposed changes answered his earlier questions.

Mark Hampton added that he personally preferred the revised architectural elevations included in the updated proposal. Councilman Shane Marshall agreed that the revised elevations and updated building appearance were improvements over the previously approved design. Seth Perrins also expressed agreement regarding the updated architectural style.

Mayor Mike Mendenhall asked whether there were any additional questions regarding the original project intent or the proposed modifications. Mark Hampton noted that representatives from Visionary Homes, the company purchasing and constructing the project, were also present to answer questions if needed.

John Warnick of Visionary Homes then addressed the Council. He explained that in the company's experience with townhome developments, residents increasingly prefer outdoor amenities such as pickleball courts, walking paths, and trails over indoor clubhouse or pool facilities. John Warnick stated that swimming pools are typically only used during a portion of the year, whereas outdoor recreational spaces receive more consistent use. He also referenced the project's location directly across from the FitCity Center as an additional reason the company believed duplicating fitness amenities within the project itself was unnecessary.

John Warnick further explained that one of the company's goals was to maintain homeowners association fees at the lowest reasonable level in order to improve affordability and attainability for future residents. He stated that clubhouse and pool facilities represent some of the largest contributors to homeowners association operating costs and that eliminating those amenities would help reduce long-term HOA fees for residents within the development. Councilman Jesse Cardon acknowledged that the explanation made sense.

Councilwoman Stacy Beck thanked John Warnick for his explanation regarding the proposed amenities and homeowners association considerations.

City Manager Seth Perrins commented that the streets within the development would be public city streets rather than private roads controlled by the homeowners association. He explained that because the streets would remain public and were designed with sufficient width, on-street parking would be permitted in locations where driveways were not present.

Councilman Kevin Oyler agreed with Seth Perrins' interpretation regarding the street layout and parking opportunities.

Seth Perrins further explained that while reviewing the site plan, he understood Councilwoman Stacy Beck's concerns regarding parking availability. He stated that he had considered where visitors would realistically park when visiting residents within the development and concluded that much of the available parking would likely occur along the street frontage opposite the driveways. Seth Perrins explained that parking directly in front of driveways would block access, but the opposite side of the street would provide usable parking space in many areas throughout the development. He also noted that smaller guest

parking areas were distributed throughout the project. Seth Perrins clarified that he was not necessarily arguing that the project had excessive parking, but rather attempting to understand how the parking layout would function in practice.

Councilwoman Stacy Beck stated that Seth Perrins' observations reflected the same parking concerns she had previously raised regarding the project during earlier reviews.

John Warnick responded that Visionary Homes had intentionally designed the driveways to exceed 18 feet in length because residents typically prefer to park vehicles within their own driveways whenever possible. He stated that the larger 25-foot driveways approved earlier by the Council would allow residents to double-stack vehicles more comfortably and reduce parking congestion within the development.

John Warnick also shared that he had discussed the proposed amenities with his own son, who currently lives in Utah County and is searching for housing. He stated that his son's first preference for community amenities was pickleball courts, which reinforced the applicant's belief that outdoor recreational amenities would be more valuable to prospective residents than a clubhouse or swimming pool.

Councilman Kevin Oyler observed that the proposed guest parking appeared to be concentrated more heavily on the northern side of the project near the pickleball courts, while the southern portion appeared to contain fewer dedicated parking stalls. He asked whether there was a specific reason for the uneven parking distribution.

John Warnick explained that the parking layout was influenced largely by the engineering constraints and grading requirements of the site. He stated that portions of the southern area included detention and drainage features that limited the available width for residential units and parking placement. As a result, parking stalls were incorporated wherever feasible throughout the project while still accommodating grading, drainage, and site circulation requirements. John Warnick stated that, in his opinion, the development was providing parking in every practical location available.

Mayor Mike Mendenhall added that the line visible on the site plan reflected an elevation change and drainage drop within the property, which also influenced the layout and parking configuration.

Councilman Kevin Oyler acknowledged the drainage and elevation feature shown on the site plan that Mayor Mike Mendenhall had referenced.

City Manager Seth Perrins then asked to review a specific portion of the site plan more closely and referenced the area generally between units 144 and 118 on the southern portion of the project. While examining the site plan, Seth Perrins asked whether additional parking stalls could potentially be added within that area in response to the parking concerns raised by Councilwoman Stacy Beck.

Councilwoman Stacy Beck confirmed that the southern portion of the development was the area where she believed parking appeared most limited and stated that adding parking stalls

there would be beneficial if possible.

Seth Perrins observed that the previously approved version of the project appeared to contain additional parking in that area compared to the revised proposal. Councilman Kevin Oyler agreed with that observation.

John Warnick responded that the applicant was not opposed to exploring additional parking opportunities and stated that the engineering team could review the layout again to determine whether additional stalls could reasonably be incorporated. He explained that there was likely an engineering or site design reason the parking had been adjusted, but stated that the applicant would be willing to revisit the issue.

Councilman Jesse Cardon also noted that the original approved site plan appeared to contain some parking spaces within a triangular section of the property that were no longer present in the revised layout. Seth Perrins responded that it appeared there were still some parking stalls within that area on the revised plan, although potentially fewer than before.

Councilman Shane Marshall observed that approximately six residential units no longer appeared in the revised area where the pickleball courts were proposed and asked whether units had been removed from that portion of the project.

John Warnick explained that while the total number of residential units remained unchanged, Visionary Homes had revised the internal distribution of units to avoid constructing eight-plex buildings. He stated that the revised plan limited the project to six-plex configurations, which reduced the number of front-loaded units in certain areas while redistributing density throughout the development.

Seth Perrins summarized that the density had essentially been redistributed rather than reduced. John Warnick confirmed that understanding and explained that Visionary Homes would construct the front-loaded units while Oakwood, their development partner, would construct the rear-loaded units within the project.

Councilman Shane Marshall stated that he strongly preferred the revised Main Street elevations compared to the previously approved design and noted that the architectural appearance had been one of his primary concerns during the earlier approval process. However, he also reminded the Council that parking had been a significant consideration during prior discussions and stated that the revised parking distribution differed somewhat from the original approval.

Councilman Kevin Oyler and Councilwoman Stacy Beck both agreed that although the total parking numbers may have remained similar, the distribution of parking throughout the development had changed noticeably in the revised plan. Councilman Jesse Cardon added that the issue appeared to involve parking distribution rather than the total number of stalls provided.

John Warnick stated that although the parking distribution had changed within the revised site plan, the development still exceeded the minimum parking requirements established by

city code. He explained that the total number of parking stalls had not decreased from what was previously approved.

Councilman Shane Marshall acknowledged that the project continued to exceed code requirements for parking. Councilman Jesse Cardon also clarified that the total number of parking stalls had not changed, but rather the locations and distribution of those stalls within the development.

John Warnick stated that if additional parking could reasonably be incorporated into the southern portion of the project, the applicant would be willing to explore those adjustments. He explained that the development team could revisit the engineering layout and determine whether additional parking opportunities existed within the site constraints.

Councilwoman Stacy Beck stated that she would appreciate seeing additional parking opportunities evaluated and requested that the applicant's willingness to revisit the issue be reflected in the record. She stated that she remained comfortable approving the amended development agreement but wanted the parking layout reviewed further if possible.

John Warnick responded that the applicant could review the engineering plans and determine whether additional parking could be incorporated without requiring the project to return to the Council for another formal amendment. He stated that the development team would investigate whether utility conflicts or other site constraints had contributed to the current parking layout.

Seth Perrins suggested that if the Council desired additional parking specifically, it could potentially provide direction through a condition of approval identifying a target number of additional parking stalls. Councilwoman Stacy Beck responded that her concern focused more on the distribution and functionality of the parking rather than a specific numerical shortage.

John Warnick reiterated that the applicant would review the site plan with the engineering team to determine whether additional parking could reasonably be added in the areas discussed by the Council.

Councilman Kevin Oyler then asked about an access road shown in the southwest portion of the site plan near Main Street. John Warnick explained that the road provided required access to an adjacent parcel located east of the development property and that the applicant did not own the neighboring parcel.

Seth Perrins further clarified that the site plan also maintained access to the McKell property located to the east through a hammerhead turnaround and gated access point shown on the plan.

Mayor Mike Mendenhall thanked John Warnick for the additional information and asked whether there were any further questions from the Council for the applicant or staff before proceeding. Hearing no additional questions, Mayor Mike Mendenhall entertained a motion regarding Item C, the Creekside Townhomes amended development agreement.

Councilwoman Beck ▾ **Moved** to approve the **Ordinance to approve the Master Development Agreement for the Creekside Village Master Planned Community and look into transferring some of the parking.**

Councilman Oyler ▾ **Seconded** and the motion **Passed** with a roll call vote at 7:41 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | No |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | No |

Councilman Jesse Cardon stated for the record that his vote in opposition to the amended development agreement was based primarily on the removal of the clubhouse from the project amenities. He acknowledged that the applicant and staff had adequately answered his questions regarding the rationale for eliminating the clubhouse, but he still believed the development would benefit from retaining that community gathering space.

Councilman Shane Marshall also explained his opposition to the project amendment for the record. He stated that his concerns remained consistent with those he expressed during the original approval process, specifically regarding the density and urban appearance of the development along Main Street. Councilman Marshall stated that he did not want Main Street to develop into what he described as an “urban core” appearance with row-style housing lining both sides of the roadway.

Councilman Kevin Oyler acknowledged the comments and reasoning provided by the councilmembers regarding their votes.

Mayor Mike Mendenhall then moved the meeting to Item D under new business regarding the tentative Fiscal Year 2027 budget. He noted that Fire Chief Jordan Hales and City Manager Seth Perrins would jointly present the budget item to the Council.

D. Fiscal Year 2027 Tentative Budget

City Manager Seth Perrins introduced the presentation regarding the tentative Fiscal Year 2027 budget. He stated that the Fiscal Year 2007 budget had been the first budget he worked on after arriving in Spanish Fork City and noted that the current presentation marked approximately 20 years of involvement in the city budgeting process. Seth Perrins described the budget as a major collaborative effort involving city directors and division managers over several months beginning in late fall and early winter. He explained that department leaders began developing concepts and priorities around November and December, with formal budget preparation beginning in January.

Seth Perrins reminded the Council that several budget discussions had already occurred

during work meetings and retreats over previous months and stated that those discussions had helped shape the proposed budget. He emphasized that the budget process was not complete and explained that presentation of the tentative budget formally began the legislative review process. Seth Perrins stated that the Council would have approximately 45 days to review, modify, and refine the budget before final adoption. He explained that the Council retained full authority to make adjustments prior to approving a final balanced budget at the second council meeting in June.

Seth Perrins expressed appreciation to city staff members, directors, and division managers who contributed to preparation of the budget. He noted that the budget encompassed more than \$200 million in expenditures and projects and required extensive review, coordination, and verification by multiple departments. He stated that department directors were familiar with the details of their budgets and available to answer questions throughout the review process. Seth Perrins also informed the Council that staff would schedule individual or small-group budget review sessions with councilmembers over the coming weeks and encouraged councilmembers to spend as much time reviewing the budget as desired.

Seth Perrins then turned the presentation over to Finance Director Jordan Hales.

Jordan Hales reviewed the upcoming budget timeline and process. He explained that city staff had presented departmental needs, priorities, and budget requests earlier in the year and had received feedback from the Council during prior discussions. Jordan Hales stated that the tentative budget presented that evening would serve as the starting point for public and council review. He explained that a public hearing on the budget would be held during the first council meeting in June, followed by anticipated final budget adoption during the second council meeting in June. Jordan Hales also noted that copies of the tentative budget would be made available online, in the library, the finance department, and the city offices beginning the following day.

Jordan Hales next reviewed the city's overall budget by fund. He explained that city budgets are divided into multiple funds, which function similarly to separate businesses or self-balancing accounts. Jordan Hales stated that the proposed Fiscal Year 2027 city budget totaled approximately \$230 million, compared to approximately \$250 million in the current year budget. He explained that much of the reduction was attributable to the completion of major capital projects such as the wastewater treatment plant and the FitCity Center recreation facility.

Jordan Hales then highlighted several noteworthy items within the general fund budget. He stated that no property tax increase was proposed within the tentative budget. He also noted that Fiscal Year 2027 would represent the first full year of operation for the FitCity Center after opening in December, meaning the city would continue gathering operational and financial performance data for the facility. Jordan Hales stated that current sales tax revenue growth was projected between four and six percent, which he described as acceptable but below the city's historical average growth rates of approximately eight percent.

Jordan Hales further reported that the golf course continued to perform strongly financially and had remained profitable since the COVID-19 pandemic period. He stated that the golf

course was not only covering its own operational costs but also contributing revenue back into the city's general fund. Jordan Hales also announced that the Fiscal Year 2027 budget included the final debt payment for the city's Justice Center facility, which he described as a significant financial milestone.

Jordan Hales additionally explained that the city continued its policy of reserving 20 percent of sales tax revenue for capital projects and reserves. He stated that this policy helped create financial flexibility by allowing the city to continue operations even if sales tax revenue temporarily declined.

Councilman Shane Marshall requested additional clarification regarding the city's policy of allocating 20 percent of sales tax revenue toward capital reserves and projects. Jordan Hales explained that the policy served two primary purposes: establishing reserves for future capital projects and creating a financial buffer that prevents the city from operating too close to its financial limits.

Councilman Shane Marshall stated that he believed the policy represented a sound and conservative fiscal practice. He summarized that approximately 80 percent of the city's sales tax revenue supports ongoing city operations while the remaining 20 percent functions as savings and contingency funding for capital projects, emergencies, or economic downturns. Councilman Marshall stated that he appreciated the city's balanced budget approach and viewed the policy as an important long-term financial safeguard for the community.

Jordan Hales explained that during the Great Recession, the city experienced significant declines in sales tax revenue over consecutive years. He stated that sales tax revenues dropped approximately 20 percent from peak levels during that period, illustrating why the city's reserve and budgeting policies remain important safeguards during economic downturns.

Jordan Hales then reviewed general fund expenses by category. He stated that the proposed budget reflected an increase of approximately \$3.2 million in general fund expenses, with nearly all of that increase attributable to personnel costs. He explained that the increase primarily reflected employee compensation adjustments and the addition of several new city positions. Jordan Hales also noted that operational expense increases remained extremely limited, with only a 0.1 percent increase proposed for non-personnel operational costs.

City Manager Seth Perrins acknowledged the explanation regarding personnel and operational expenses.

Jordan Hales next reviewed general fund expenses by division. He explained that the figures represented the same overall expenses but categorized according to city departments and operational divisions rather than by expense type. Jordan Hales pointed out that the city communications crew had recently been moved organizationally from SFCN into the administration department. He noted that residents may have already observed increased social media outreach and communication efforts resulting from those organizational adjustments. Jordan Hales reiterated that most departmental budget growth continued to be related to personnel costs.

Councilman Shane Marshall commented that while the city government was technically growing by approximately \$3.2 to \$3.5 million, the increases were occurring for specific operational and service-related reasons. He asked whether the presentation would later review the specific positions being added within the budget. Jordan Hales confirmed that those positions would be discussed later in the presentation.

Jordan Hales then reviewed projected revenues within the general fund. He explained that the budget projected approximately \$3.5 million in additional revenues, slightly exceeding the increase in expenses. Jordan Hales noted that the golf course alone was projected to generate approximately \$600,000 in increased revenue. He commented that favorable weather conditions had contributed to especially strong golf course revenue performance during March. Jordan Hales also explained that projected interest earnings were declining because interest rates had moderated from prior peaks and because the amount of cash held in reserves fluctuates over time.

Jordan Hales next discussed general fund transfers and reserves. He pointed to the continued allocation of 20 percent of sales tax revenue toward capital projects and reserves and stated that the budget projected a positive change in fund balance of approximately \$187,000. Although relatively small compared to the overall budget, Jordan Hales stated that the positive balance reflected continued fiscal stability. He further explained that the city currently maintained approximately \$13 million in unrestricted general fund reserves, representing approximately 22.5 percent of annual general fund revenue. Jordan Hales stated that state law requires cities to maintain unrestricted reserves between 5 percent and 35 percent of annual revenue, and Spanish Fork remained comfortably within that range.

Jordan Hales then reviewed several major capital projects included within the budget. He first discussed reconstruction of the livestock barn facility at the fairgrounds. Jordan Hales explained that the current facility limits the types of events the fairgrounds can host and that the replacement building would improve the city's ability to attract additional regional events. He stated that construction was expected to begin in August with completion targeted for spring of 2027. Jordan Hales noted that the project cost was estimated at approximately \$11 million and that Utah County would fund half of the construction costs, consistent with prior fairgrounds capital projects.

Jordan Hales next discussed the River Trail Bridge Connection project. He stated that the city had received a \$13 million state grant to construct both a vehicle bridge and a trail bridge connecting the Spanish Fork trail system to the Mapleton trail system and the broader Bonneville Shoreline Trail network. Jordan Hales explained that the trail would cross beneath Highway 6, creating a safer crossing for trail users, and noted that the project would be completed over multiple years.

Jordan Hales then reviewed the new personnel positions included in the proposed budget. He explained that Fire and EMS would add three captain positions in order to provide captain-level supervision at both Station 61 and Station 62 during all shifts. Jordan Hales stated that the Police Department would add two patrol officer positions and one detective position. He further explained that the library would convert one part-time employee position into a full-time position, while the engineering department would add a project manager

beginning in January. Jordan Hales also stated that the parks department would add a lead worker position because of the city's expanding parks system and that the power department proposed adding both a new lineman and an inspector position.

Councilman Kevin Oyler asked whether the personnel additions represented the majority of the approximately \$3.5 million increase within the budget. Councilman Shane Marshall responded that personnel growth represented a significant portion of the increase and emphasized that the city was proposing to expand staffing primarily because of continued population growth and increasing service demands.

Councilman Shane Marshall stated that additional police officers, firefighters, EMS personnel, and operational staff become necessary as the community continues growing. He emphasized that the city had been deliberate and conservative in evaluating requests for new positions and stated that staffing increases were being proposed only where operational demands and growth justified them. Councilman Marshall thanked staff for the extensive work involved in reviewing and preparing the budget requests.

Councilman Shane Marshall commented that although the list of new positions proposed in the budget was relatively small, considerable effort had gone into carefully evaluating and justifying each request. He stated that it might be valuable in the future to compare the city's number of full-time employees against population growth over time, noting that he expected the trend lines would correlate closely because staffing increases generally occur in response to city growth and service demands.

Jordan Hales responded that staffing comparisons can also depend heavily on the variety and scope of services a city chooses to provide.

Councilman Shane Marshall agreed and stated that comparing staffing levels between cities can be difficult because municipalities provide different types and levels of services. However, he stated that showing the relationship between staffing growth and population growth within Spanish Fork could help residents better understand why additional positions are occasionally necessary as the city grows. He thanked Jordan Hales and staff again for their work on the budget process.

Councilwoman Stacy Beck stated that she appreciated the improved presentation format used in the proposed budget document. She noted that the full budget document exceeded 140 pages but stated that the summary sections and visual presentation made the information significantly easier to review and understand. Councilwoman Beck referenced earlier discussions with Councilman Jesse Cardon following prior Utah League of Cities and Towns conferences where they had encouraged staff to make the budget more visually accessible and easier for residents to digest. She complimented the administration team for the improvements and stated that the current budget presentation was much easier to review and understand.

Jordan Hales responded that credit for the improved layout and presentation belonged primarily to Carson Hardy and the administration staff who worked to simplify and modernize the budget presentation format.

Councilwoman Stacy Beck stated that she believed residents would appreciate the more user-friendly presentation because individuals could gain a strong understanding of the budget without having to review all 140 pages in detail.

Mayor Mike Mendenhall agreed with the comments regarding the improved presentation format.

Jordan Hales commented that the first several pages of the budget summary likely provided enough information for most residents to understand the city's major financial priorities and operations.

Councilman Shane Marshall jokingly commented that the city must have hired someone new because the presentation quality had improved noticeably. Councilman Jesse Cardon observed that the administration staff member Carson Hardy had now received two compliments during the meeting. Councilman Shane Marshall agreed and reiterated that the budget presentation was significantly easier to understand and review than in previous years.

Jordan Hales then transitioned the discussion to enterprise funds. He explained that enterprise funds operate similarly to independent businesses in which operational expenses are funded directly through utility rates and user fees rather than through property taxes or general fund revenues. He noted that most utility operations, along with the airport and gun club, operate as enterprise funds within the city budget structure. Jordan Hales stated that the overall enterprise fund budget had decreased compared to the previous year primarily because of the completion of major capital projects, especially the wastewater treatment plant construction.

Jordan Hales then reviewed proposed utility rate adjustments. He explained that staff calculated the average household utility bill and then evaluated the necessary rate adjustments required to maintain healthy cash reserves and operational stability within each utility fund. The proposed increases included approximately 59 cents for water service, 69 cents for PI service, and \$2.47 for power service. Jordan Hales also explained the proposed transportation utility fee discussed during a previous meeting, which would add approximately \$2.50 per household monthly. He stated that the combined impact of all proposed utility changes would equal approximately \$6.25 per month for the average household, representing roughly a 3 percent increase to the overall utility bill.

Councilman Shane Marshall indicated he had no questions regarding the proposed utility rate increases.

Jordan Hales next discussed the proposed transportation utility fee fund. He explained that legislation passed during the most recent legislative session now requires transportation utility fees to be maintained in a separate dedicated fund. Jordan Hales stated that the proposed fee would generate approximately \$600,000 in revenue during the upcoming fiscal year. He explained that the city currently spends approximately \$1.9 million annually on road repair and maintenance within the streets and storm drain fund and that the new fee would help offset a portion of those costs.

Jordan Hales then reviewed proposed changes to SFCN residential internet service rates. He explained that the city had identified benefits associated with the city-managed in-home Wi-Fi service, which allows residents to rent routers directly from the city. Jordan Hales stated that using city-provided routers allows SFCN staff to remotely monitor internet performance and troubleshoot service issues more effectively from their office.

Councilman Shane Marshall clarified that the city would only monitor internet performance and speeds rather than residents' online activity or browsing habits. Jordan Hales confirmed that staff could monitor service performance but could not monitor residents' internet activity.

Jordan Hales then reviewed the proposed SFCN rate structure, which included a new senior rate for residents age 65 and older offering 300 megabit service for \$35 per month, a new 500 megabit service tier for \$50 per month, and a new 2 gigabit service tier for \$90 per month. He explained that all plans except the existing \$45 300 megabit plan would include one free router provided by the city, with additional routers available for \$5 per month. Jordan Hales noted that the rates remained tentative pending final council approval during the June budget adoption process.

Jordan Hales also briefly referenced additional fee schedule changes related to the use of city police officers for contracted private security services at events hosted by local universities and other organizations.

Jordan Hales explained that the city currently charges outside organizations approximately \$100 per hour when contracting Spanish Fork police officers to provide security services for events. He stated that the proposed fee schedule would increase that rate to \$120 per hour. Jordan Hales explained that the increase was necessary because officers providing those services are often compensated at overtime rates by the city while working those assignments.

Jordan Hales also reviewed several additional proposed fee schedule adjustments, including increases to nonresident library card fees, inflationary adjustments to recreation program fees, and airport ground lease rates. He explained that airport ground lease rates were proposed to increase from approximately 45 cents to 67 cents per square foot. Jordan Hales stated that the city's goal was to ensure that airport operations and improvements were funded more directly by airport users rather than subsidized by general property tax and sales tax revenues. He also reviewed the proposal for a \$10 parking fee associated with the Wings and Wheels event. Jordan Hales emphasized that all proposed fees remained tentative pending formal council approval during the June budget adoption process.

Councilwoman Stacy Beck asked how the proposed Wings and Wheels parking fee would be managed given that parking for the event occurs in multiple areas beyond city-owned airport property.

Jordan Hales deferred the question to Public Works Director Cory Pierce.

Cory Pierce explained that the city currently utilizes both organized parking areas and

privately owned parking lots offered by neighboring property owners during the Wings and Wheels event. He stated that the idea for a parking fee originated partially through discussions with the RAP Tax Committee regarding ways to help fund and organize the event more effectively. Cory Pierce explained that city staff anticipated preparing more detailed parking maps and management plans identifying fee parking areas and directing attendees accordingly.

Councilwoman Stacy Beck asked whether some of the privately owned business parking lots could potentially become paid parking areas during the event. Cory Pierce responded that some business owners had expressed support for allowing event parking on their properties while suggesting that the city charge parking fees to help offset event costs. He clarified that the city did not intend for the parking fees to become a revenue source for private property owners, although they would retain the ability to manage their own private property as they chose.

Councilman Kevin Oyler added that during discussions with the RAP Tax Committee, organizers indicated they were considering hiring an outside company to help manage parking for the event because volunteer staffing had become increasingly difficult. He explained that the proposed parking fee emerged as a way to help offset those additional operational expenses. Councilman Oyler stated that one idea discussed involved charging primarily for parking located on airport property closest to the event while potentially leaving more distant parking options available without charge.

Councilwoman Stacy Beck stated that she believed a \$10 parking fee for convenient parking near the event seemed reasonable, but she also expressed concern that families unable to afford the added parking cost should still have access to some free parking alternatives.

Jordan Hales responded that additional details regarding the parking management plan would be developed before the Wings and Wheels event scheduled for September.

Jordan Hales then reviewed recent grant successes associated with the Spanish Fork Airport. He explained that the city had secured approximately \$1 million in federal funding with assistance from Congressman Burgess Owens and an additional \$3 million from the State of Utah. Jordan Hales further explained that the city continued pursuing approximately \$1.8 million from Utah County and an additional \$5 million in federal funding with assistance from Senator John Curtis's office. He stated that the funding would support construction of Taxiway Bravo at the airport and emphasized that airport infrastructure projects involve substantial costs that make outside grant funding especially important.

Jordan Hales then asked whether the Council had any questions regarding the budget presentation or airport funding items.

Councilman Kevin Oyler asked about the long-term outlook for city revenues and expenses, particularly given that the budget included several ongoing personnel additions. He noted that sales tax growth projections of four to six percent were lower than historical averages and asked how the city planned to address future expenses if revenue growth slowed or flattened in coming years.

Jordan Hales responded that long-term forecasting remains difficult and stated that the city generally evaluates financial conditions and operational needs on a year-by-year basis. He explained that each year the city attempts to ensure that ongoing operational revenues are sufficient to cover ongoing operational expenses.

Councilman Kevin Oyler clarified that his concern centered on the fact that personnel additions create ongoing annual obligations rather than one-time expenses. He asked whether the city would need to reevaluate staffing or compensation levels if future sales tax growth slowed significantly.

Jordan Hales responded that the city has several financial tools available during economic downturns. He referenced the city's actions during the Great Recession, which included hiring freezes and pauses on employee pay increases. Jordan Hales also explained that the city's policy of reserving a portion of sales tax revenue provides an additional financial buffer that could temporarily support operations during periods of reduced revenue growth. He stated that the city would first evaluate future compensation increases and then potentially examine other operational adjustments if necessary.

Councilman Kevin Oyler stated that because current sales tax revenues continue to increase, the city presently has the financial ability to support additional staffing and operational services. However, he emphasized that the Council should recognize that the added personnel positions represent ongoing expenditures that rely upon continued recurring revenues rather than one-time funding sources.

Jordan Hales responded that the general fund is almost entirely supported by ongoing revenue sources rather than grants or temporary funding. He pointed out that grants represented only a very small portion of the approximately \$57 million general fund budget. Jordan Hales further explained that while most general fund revenues support ongoing operations, the city also intentionally sets aside a portion of those revenues for future capital projects and reserves.

Councilman Shane Marshall stated that Councilman Kevin Oyler's questions were important because the budget effectively establishes the level of city services residents can expect in the coming year. He explained that the proposed budget reflects the city's commitment to maintaining services such as additional police officers, fire personnel, engineering staff, and other operational support. Councilman Marshall stated that even if sales tax revenues were to flatten temporarily, the city's reserves and conservative budgeting practices would allow the city to continue providing those services. He jokingly added a comment regarding inflation and the current federal administration before concluding his remarks.

Councilwoman Stacy Beck acknowledged Councilman Shane Marshall's comments regarding inflation and the economy.

Councilman Shane Marshall continued discussing the long-term implications of the city budget and staffing additions. He stated that if sales tax revenues remained flat in future years, the city would still be able to maintain current service levels because of the city's reserve policies and financial buffers. However, he explained that if sales tax revenues were to

decline significantly or fail to keep pace with inflation and population growth over an extended period, the city would eventually face difficult decisions regarding service levels or alternative revenue sources.

Councilman Kevin Oyler summarized that the city would ultimately have to either reduce services or identify additional revenue sources if long-term revenue growth no longer supported operational costs.

Councilman Shane Marshall agreed and emphasized the importance of having these budget discussions every year. He stated that the Council understood the long-term implications of adding seven or eight new personnel positions and recognized that those positions represented ongoing financial commitments. Councilman Marshall noted that current sales tax revenues continued to support those additions and that the city maintained appropriate financial reserves and safeguards. He also pointed out that the proposed budget included no property tax increase for the coming fiscal year. Councilman Marshall stated that Spanish Fork remained in a strong financial position compared to many other communities and that residents continued to express strong satisfaction with living in the city. He stated that the budget process is where the city determines how to provide the level of services residents expect.

Jordan Hales responded that one comparison he wished had been included in the presentation was a chart comparing Spanish Fork's property tax rate to surrounding communities. He stated that Spanish Fork's property tax rate remains comparatively low while still funding major services and facilities such as the new recreation center and full-time Fire and EMS operations. Jordan Hales stated that residents receive significant value for the taxes they pay in Spanish Fork.

Councilman Kevin Oyler agreed with Jordan Hales' assessment.

Jordan Hales also explained that while sales tax is an important revenue source, the general fund includes many additional ongoing revenues beyond sales tax. He pointed out that the city's golf course revenues had nearly doubled over a four-year period and stated that the success of the golf course directly contributes to keeping property taxes low by generating additional revenue for city operations.

Councilman Kevin Oyler clarified that the financial success of the golf course benefits the entire city rather than only supporting golf operations. Jordan Hales confirmed that golf course revenues help support citywide services, including public safety operations such as fire protection. Councilman Kevin Oyler thanked Dale Robinson for the golf course's continued success and jokingly encouraged residents to continue golfing.

Jordan Hales added that while some revenue categories such as the energy tax remained relatively flat over time, the city's diversified revenue streams and reserve policies provide additional financial stability and flexibility.

Mayor Mike Mendenhall stated that the golf course's success was attributable not only to favorable weather conditions but also to substantial investments the city had made in the

golf course facilities and infrastructure. He referenced improvements to the clubhouse, facility expansions, and investments in water and power efficiency. Mayor Mendenhall stated that those investments were already producing positive financial returns and represented smart long-term planning for the city.

Jordan Hales agreed with Mayor Mendenhall's comments.

Councilman Jesse Cardon encouraged members of the public to review the proposed budget and ask questions prior to the public hearing. He stated that council members and city staff welcomed public feedback and appreciated hearing questions or concerns before final adoption because it provides an opportunity to evaluate potential adjustments and better understand community priorities.

Jordan Hales also encouraged residents interested in city finances to participate in Spanish Fork University. He explained that the program allows residents to learn about city operations, budgeting, and services while seeing firsthand how city resources are utilized throughout the community.

Councilman Jesse Cardon jokingly asked whether the finance presentation was the most popular night of Spanish Fork University. Jordan Hales jokingly responded affirmatively, and Seth Perrins humorously added that he believed the finance session had only received one vote as the favorite presentation during the last program cycle. Councilman Kevin Oyler jokingly remarked that even receiving one vote was impressive.

Councilman Shane Marshall echoed Councilman Jesse Cardon's invitation for public involvement and encouraged residents to contact council members directly with budget questions or comments.

City Manager Seth Perrins then offered additional comments regarding the city's financial planning philosophy. He stated that over the previous decade the city had intentionally implemented significant changes to budgeting practices in order to improve long-term sustainability and flexibility. Seth Perrins explained that the city has established multiple financial "levers" and tools that can be adjusted depending on future economic conditions. He stated that the first and simplest tool available during difficult economic periods is deciding not to expand services or expenditures beyond what is financially sustainable.

Seth Perrins referenced the economic challenges experienced during the Great Recession and compared the impacts on sales tax revenues in both Orem and Spanish Fork. He explained that both cities experienced similar percentage declines in sales tax revenue, although the dollar amounts differed significantly because of city size. Seth Perrins stated that the city now maintains multiple reserve and budgeting tools designed specifically to help weather future economic downturns while maintaining essential services. He praised Jordan Hales for bringing a strong emphasis on sustainability and long-term financial analysis to the city's budgeting process.

Seth Perrins then reminded the Council that action was still needed to formally approve the tentative budget and schedule the required public hearing. He explained that although the

Council could technically approve the budget as early as June 2, staff recommended waiting until after the public hearing process and additional review. Seth Perrins stated that city staff preferred allowing time for public feedback and additional evaluation before final budget adoption anticipated during the June 16 council meeting.

Mayor Mike Mendenhall asked whether there were any final questions for Seth Perrins or Jordan Hales regarding the budget presentation.

Councilman Shane Marshall commented that while reviewing the budget book he noticed that the document included an excellent visual chart showing how city expenditures are allocated. However, he observed that a similar graphic illustrating where city revenues originate was missing. Councilman Marshall suggested that adding a consolidated revenue source graphic would help residents better understand the city's funding structure and improve the overall presentation.

Mayor Mike Mendenhall pointed out that portions of the budget document already contained revenue information and referenced the "How City Finances Work" section of the budget presentation.

Councilman Shane Marshall acknowledged that the information was included within the budget but clarified that he would prefer to see the information presented in a single consolidated graphic format similar to the expenditure pie chart already included in the document.

Seth Perrins referenced specific pages within the budget document while discussing the suggestion and confirmed that Councilman Marshall was requesting a visual pie chart or graphic illustrating the overall sources of city revenue, including categories such as sales tax, property tax, utility revenues, and other funding sources.

Councilman Shane Marshall confirmed that he would like to see a holistic graphic showing where the city's total budget revenue originates, similar to the expenditure chart already included in the presentation. He stated that while the information was available throughout the document, a visual summary would make it easier for residents to quickly understand the city's revenue structure.

Seth Perrins acknowledged the suggestion and indicated that staff could incorporate that type of graphic into future versions of the budget presentation.

Councilman Shane Marshall jokingly commented that he appreciated the use of maroon colors in the budget graphics and humorously referenced the existence of two high schools within the city. Councilman Jesse Cardon jokingly congratulated him for recognizing that fact, and Mayor Mike Mendenhall added that proper respect should be shown to both schools.

Mayor Mike Mendenhall then asked whether there were any additional questions or comments regarding the tentative budget. He reminded residents that although the formal public hearing would occur on June 2, residents did not need to wait until the hearing to ask

questions or provide feedback. Mayor Mendenhall encouraged residents to contact council members or city staff, including the finance department, with questions or comments regarding the proposed budget during the review period.

Mayor Mike Mendenhall explained that the action before the Council involved adopting the tentative budget and formally scheduling the public hearing for June 2. He reiterated that the tentative budget remained preliminary and subject to additional public input and council review before final adoption. Mayor Mike Mendenhall then invited a motion from the Council to approve the tentative budget and set the public hearing date.

Councilman Cardon ▾ **Moved to Approve the Fiscal Year 2027 Tentative Budget and to set a public hearing for June 2, 2026, at 6:00 p.m. during the City Council meeting to consider adoption of the final budget.**

Councilman Tooke ▾ **Seconded** and the motion **Passed** with a roll call vote 8:23 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Mayor Mike Mendenhall announced that Item D, adoption of the tentative Fiscal Year 2027 budget and scheduling of the public hearing, had been approved. He stated that the public hearing regarding the proposed budget would be held on June 2 and thanked everyone involved in the budget preparation and review process.

Mayor Mike Mendenhall introduced Item E of the new business agenda regarding an ordinance adopting the land use element of the city's general plan and invited Community Development Director David Mann to present the item.

Councilman Shane Marshall jokingly referenced David Mann's middle initial during the introduction, leading to brief humorous comments among members of the Council and staff regarding his name abbreviation.

E. Ordinance adopting Land Use Element of the General Plan

David Mann began by expressing gratitude for the opportunity to work on the land use element update for Spanish Fork City. He stated that the project had been one of the highlights of his professional career and described the experience as both rewarding and meaningful. David Mann explained that the process involved extensive collaboration and communication with residents, city staff, the Mayor, and members of the City Council. He stated that the amount of public participation and discussion throughout the process had provided valuable insight and learning opportunities.

Councilman Shane Marshall jokingly remarked that David Mann would have the opportunity to continue working on the plan again the following year. David Mann responded that the process of refining and updating the plan would indeed continue into the future.

David Mann stated that he intended to keep his presentation brief because the Council and public had already spent substantial time discussing the land use element over the course of many meetings and workshops. However, he read a paragraph from the opening section of the document that described the purpose of the land use element. The paragraph explained that the land use element is intended to be both visionary and practical, guiding long-term community aspirations while also informing day-to-day land use decisions. It further explained that the document identifies existing land uses in order to guide future growth and development effectively and emphasized that the document would continue to evolve over time as the city changes.

David Mann stated that the paragraph effectively summarized the role and purpose of the land use element within the city's planning process. He explained that the document is intended to function as a "living document" that can continue to be updated and refined as conditions change and as the city evaluates future development proposals.

David Mann also referenced a recent meeting held with staff and consultants working on the city's transportation master plan. He explained that discussions during that meeting highlighted the importance of adopting an updated land use map because the city's current land use element and maps were originally created approximately 15 years earlier. David Mann stated that Spanish Fork has changed substantially during that period and that the city now has the opportunity to adopt a modernized land use element reflecting current conditions and future planning goals.

David Mann then reviewed several minor revisions made to the draft land use element following earlier discussions and public input. He explained that some revisions were intended to improve consistency between different sections of the document because many updates had occurred in the first portion of the plan while some older language remained in later sections.

One revision involved the "station area" designation related to the potential future FrontRunner commuter rail station. David Mann explained that language was adjusted to better reflect the uncertainty surrounding the timing and eventual construction of the station. The updated language clarified that while the city continues planning for the possibility of a future station, its construction and funding are not yet guaranteed.

David Mann also discussed revisions to the "gateway" designation language. He explained that earlier versions of the document contained inconsistencies related to the use of the term "gateway" because the city had modified its planning approach regarding gateway growth concepts and land use designations. The revised language clarified the focus growth center concept and highlighted the northern gateway portion of the city identified on the proposed land use map.

David Mann further explained that additional revisions were made to the summary language

addressing the southwest quadrant of the city. The updated language clarified that if the FrontRunner station eventually becomes finalized and funded, a required station area plan would establish future transit-oriented land uses, development intensity standards, and design standards for the surrounding area. David Mann emphasized that the revisions were intended to accurately reflect the uncertainty and future planning requirements associated with the station concept.

David Mann also noted that a new strategy had been added to the first goal within the land use element. The strategy emphasized the importance of considering future infrastructure needs when evaluating proposed annexations in order to avoid inefficient spending of public funds. David Mann stated that the additional language highlighted the importance of responsible long-term infrastructure planning as the city continues to grow.

David Mann concluded by stating that although additional improvements and refinements could still be made in the future, he believed the proposed land use element provided a strong framework for future growth and planning decisions. He stated that he looked forward to continuing to evaluate and refine the document as future projects and development proposals come before the city. David Mann then invited questions from the City Council.

Mayor Mike Mendenhall thanked David Mann for his presentation and asked whether members of the Council had any questions regarding the proposed land use element.

Councilwoman Stacy Beck and Councilman Shane Marshall both indicated that they did not have immediate questions for staff at that time, although Councilman Shane Marshall jokingly remarked that the Council would likely have many additional questions.. Councilman Kevin Oyler also acknowledged that future questions would likely arise as the document is used and implemented over time. Seth Perrins thanked David Mann for his extensive work on the project.

Mayor Mike Mendenhall commented that the Council had recently adopted the water element of the general plan during a prior meeting and noted that the current item involved consideration of the land use element. He also reminded those present that the public hearing for the land use element had already been held during the previous council meeting and clarified that the current discussion represented the Council's deliberation phase rather than another formal public hearing.

Mayor Mike Mendenhall jokingly observed that the one remaining audience member might still wish to offer comments regarding the item before inviting further discussion from the Council. He then asked members of the Council what additional concerns, comments, or discussion they wished to address regarding the land use element after approximately one year and eight months of ongoing work and discussion on the project.

Councilman Kevin Oyler responded by asking where the Council should even begin the discussion given the length and depth of the process

Councilman Shane Marshall encouraged Councilman Kevin Oyler to begin the discussion regarding the land use element and indicated that he had already shared many of his

thoughts previously during earlier discussions.

Councilman Kevin Oyler stated that because the land use element covered many different concepts and geographic areas throughout the city, he was unsure what the best approach for discussion would be. He asked whether the Council should simply begin discussing individual topics and move through the document section by section.

Councilman Shane Marshall responded that methodically working through the document section by section was probably the only practical way to continue the discussion.

Mayor Mike Mendenhall suggested that the Council select specific sections or topics within the land use element and discuss any remaining questions or concerns related to those portions of the document.

Councilwoman Stacy Beck jokingly commented that she approved of the east bench area of the map, prompting lighthearted responses from the Council.

Councilman Shane Marshall stated that he was comfortable with areas of the city that were already fully built out because those areas were already established.

Mayor Mike Mendenhall then offered broader comments regarding the purpose and evolution of the general plan. He stated that David Mann had made an important point regarding the city continuing to rely on planning maps and land use assumptions developed approximately 15 years earlier. Mayor Mendenhall explained that the city has changed substantially during that period and pointed to the city's strong current sales tax revenues as evidence of successful growth and planning decisions made over time.

Mayor Mike Mendenhall noted that the city had just completed a budget discussion highlighting approximately \$17 million in annual sales tax revenue, averaging roughly \$1.4 million per month. He stated that many of the commercial and economic developments now generating those revenues were not anticipated in earlier versions of the general plan and that the city's planning documents had appropriately evolved over time to accommodate changing conditions and opportunities.

Mayor Mike Mendenhall emphasized that he did not want discussion of the new land use element to imply that the city's previous planning efforts had been unsuccessful. Instead, he stated that Spanish Fork's history of updating and amending the general plan when necessary had contributed significantly to the city's success and quality of life.

Mayor Mike Mendenhall then used a hockey analogy to describe his view of long-term planning. He explained that in hockey, players are taught to "skate where the puck will be" rather than simply chasing where the puck currently exists. He stated that the general plan should function similarly by anticipating future growth and opportunities rather than reacting only after changes occur. Mayor Mendenhall acknowledged that future growth can never be predicted perfectly because many outside factors influence development patterns, but he emphasized the importance of maintaining a long-term vision for the city.

Mayor Mike Mendenhall also stated that Spanish Fork has historically maintained strong partnerships with Utah County and neighboring jurisdictions regarding growth and annexation issues. He expressed confidence that those relationships and collaborative efforts would continue as the city evolves in future years.

Mayor Mike Mendenhall cautioned the Council against allowing the pursuit of a “perfect” document to delay progress unnecessarily. He stated that while additional debate and refinement were appropriate, the Council should avoid extending discussions indefinitely after already spending approximately one year and eight months reviewing and discussing the land use element.

Councilman Kevin Oyler then asked who was controlling the computer presentation and requested that the land use element draft document be displayed, specifically asking to review the page containing the overall land use map and major proposed changes.

Councilman Jesse Cardon commented that the land use document was relatively small compared to other city documents. Councilman Shane Marshall responded that the document was still smaller than the city budget document. Councilman Kevin Oyler agreed with the comparison.

Councilman Kevin Oyler confirmed that it was and requested that the overall land use map be displayed on the screen for discussion. He asked staff to zoom in primarily on the map itself rather than the surrounding text.

Councilman Kevin Oyler then referenced comments previously shared by Councilman Shane Marshall with staff and the Council and invited him to begin discussing some of his remaining concerns regarding the land use element.

Councilman Shane Marshall stated that one possible approach would be to work through each of the remaining goals and concepts individually and determine where consensus existed. However, he explained that the primary issue he specifically wanted to resolve during the meeting involved how the land use element should address properties currently enrolled in Agricultural Protection Areas (APAs).

Councilman Shane Marshall clarified that his comments applied specifically to active APA properties rather than to all agricultural areas generally. He explained that his concern centered on how the city should designate land use for property owners who have voluntarily placed their land into an APA program in order to preserve agricultural use. Councilman Marshall stated that in his view, property owners who enroll in APAs are clearly communicating their desire to continue farming their land for as long as possible.

Councilman Shane Marshall stated that city government frequently attempts to respect and support the wishes of property owners regarding how they want to use their property. He explained that while the city does not always agree with every property owner request, he believed APA enrollment represented a strong and intentional statement by landowners regarding their desire to preserve agricultural use.

Councilman Shane Marshall therefore proposed that all active APA properties within the city's land use element be designated as Agricultural 1 land use areas. He stated that he believed this approach most accurately reflected the wishes of current landowners and was also the only land use designation that fully complied with the intent of state APA laws.

Councilman Shane Marshall acknowledged that City Attorney Dave Anderson had previously expressed a different legal interpretation suggesting that multiple land use designations could potentially be compatible with APA properties. However, Councilman Marshall stated that he personally disagreed with that interpretation and believed Agricultural 1 was the only truly compatible designation for active APA land.

Councilman Shane Marshall stated that because the issue had already been debated extensively over prior meetings, he wanted to reach a clear resolution during the current meeting, even if that ultimately required a formal motion and vote from the Council. He then referenced an alternative proposal previously suggested by Councilman Jesse Cardon that he believed deserved discussion.

Councilman Jesse Cardon explained his proposal regarding how APA properties could be represented within the land use element. He stated that although he agreed the city should acknowledge and respect current agricultural use on APA properties, he also believed the city still needed to plan responsibly for potential future development and infrastructure needs if those properties eventually changed ownership or land use in the future.

Councilman Jesse Cardon proposed creating a unique map designation within the land use element for APA properties. He explained that the map could continue showing the city's long-term future land use vision for those areas, such as commercial or residential uses, while also applying a cross-hatching or overlay pattern identifying the properties as active APAs.

Councilman Jesse Cardon explained that the proposed overlay or cross-hatching would create a clear visual signal acknowledging that the property remains protected agricultural land under an APA designation while simultaneously preserving the city's ability to plan future infrastructure and long-term land use patterns if those properties eventually transition out of agricultural use.

Councilman Jesse Cardon stated that he believed the overlay concept could help resolve concerns from both perspectives. He explained that the approach would clearly communicate that the city recognizes and respects current APA protections while also maintaining a long-term planning framework for future city growth and infrastructure coordination.

Councilman Shane Marshall summarized his understanding of Councilman Cardon's proposal by stating that the city would effectively acknowledge agricultural use and APA status in the interim while still planning infrastructure and long-term land use patterns for a future condition if the land use eventually changes. Councilman Jesse Cardon confirmed that description accurately reflected his intent.

Councilwoman Stacy Beck stated that she liked Councilman Jesse Cardon's idea of using a cross-hatched overlay to identify Agricultural Protection Area properties on the land use map. However, she questioned whether such an overlay was necessary because APA properties are already formally designated and recorded through the state process. She asked whether it was truly the city's responsibility to separately identify those properties on the general plan map itself.

Councilman Jesse Cardon responded by asking whether anyone looking at the current land use map could actually identify which properties were enrolled in an APA. Mayor Mike Mendenhall responded that the map did not currently indicate APA properties.

Councilman Jesse Cardon then referenced state code language discussed during previous meetings by Councilman Shane Marshall. He explained that his understanding was that state law requires APAs to be identified within the general plan. While acknowledging that the general plan technically includes the entire written document and not just the map itself, Councilman Cardon stated that most people generally associate a city's "general plan" with the visual land use map.

Councilwoman Stacy Beck agreed that most residents likely view the land use map as the central component of the general plan.

Councilman Kevin Oyler then expressed concern that the APA property owners who had approached the city throughout the planning process appeared to want their land designated simply as agricultural land. He questioned whether the proposed cross-hatched overlay approach would actually satisfy or appease those property owners.

Councilman Jesse Cardon responded that his primary responsibility as a councilmember was to make decisions that serve the long-term interests of the entire city of Spanish Fork rather than focusing solely on the preferences of individual property owners. He acknowledged that the APA property owners had consistently expressed a desire to have their land shown as agricultural on the future land use map. However, he stated that he personally struggled to conclude that designating those areas entirely as agricultural represented the best long-term planning decision for the city as a whole.

Councilman Jesse Cardon explained that his proposed overlay approach attempted to balance both interests by recognizing and respecting the current APA designation while also preserving the city's ability to responsibly plan future infrastructure and growth patterns if those properties eventually transition out of agricultural use. He acknowledged that not everyone would necessarily be satisfied with the compromise but stated that he believed it was the most balanced solution available.

Councilman Jesse Cardon further explained that one of his concerns involved future infrastructure planning. He stated that if the city failed to anticipate possible future land use changes in those areas, future city leaders could eventually face major infrastructure problems requiring roads, sewer lines, and utilities to be reconstructed or expanded after development pressures emerge. He stated that long-term planning required the city to consider those possibilities now rather than waiting until future development requests arise.

Councilwoman Stacy Beck stated that she agreed with Councilman Cardon's reasoning regarding the importance of future planning and infrastructure coordination.

Mayor Mike Mendenhall then questioned whether the Council was accurately characterizing the requests being made by the APA property owners themselves. He suggested that if the Council pursued the overlay approach, the property owners would likely need to be asked directly whether they supported having cross-hatching placed over their property on the map or whether they supported planning for larger future infrastructure within those areas.

Councilman Jesse Cardon clarified that he was not suggesting the city should simply do whatever individual planners or property owners request. Rather, he explained that he was attempting to evaluate all of the information, legal considerations, and future planning concerns together in order to identify what he believed to be a balanced and responsible solution.

Mayor Mike Mendenhall then asked whether the Council's discussion was focused specifically on APA properties currently located within Spanish Fork City boundaries or on broader growth policy issues outside the city. Councilman Jesse Cardon responded that he was specifically discussing APA properties located within the city.

Mayor Mike Mendenhall observed that the discussion appeared to involve only a single property currently within city limits. Councilman Shane Marshall clarified that his concern applied more broadly to any property designated or planned within the city's general plan that was also actively enrolled in an APA, rather than focusing solely on one parcel.

Councilman Kevin Oyler then clarified that the broader issue under discussion involved overall city growth policies and how APAs should be represented within long-term planning documents.

Councilman Shane Marshall clarified that his comments regarding Agricultural Protection Areas were not limited only to APAs currently located within Spanish Fork City limits, but also applied to APA properties located within the city's future growth policy areas. Jordan Hales and Councilman Kevin Oyler agreed that the discussion involved the city's broader growth policy planning rather than current municipal boundaries.

Mayor Mike Mendenhall sought additional clarification and asked whether the discussion involved properties not yet annexed into the city but still included within the city's future planning areas. Councilman Shane Marshall confirmed that understanding and explained that many of the APA properties being discussed would currently fall outside the city's proposed future growth policy boundary under the latest draft.

Councilman Shane Marshall then referenced the river bottoms area as another example of property located outside current city boundaries but still designated within the city's future land use planning map. He questioned why the city considered it appropriate to assign future land use designations to some areas outside city limits while treating APA properties differently. Councilman Marshall stated that because the city already has general plans for areas outside existing boundaries, he believed it was reasonable to also apply agricultural

designations to APA properties in those same future planning areas.

Mayor Mike Mendenhall responded that general plans inherently involve planning beyond existing city limits and clarified that he simply wanted to ensure the Council was discussing the broader growth policy area rather than only one specific APA parcel already located within the city. Councilman Shane Marshall confirmed that his comments applied generally to APA properties located throughout the future growth planning area.

Councilman Kevin Oyler then clarified terminology for the discussion, noting that the Council was discussing the city's "growth policy" area rather than the city's official legal boundary. Councilman Shane Marshall acknowledged that distinction and stated that the clarification helped frame the discussion more accurately.

Councilman Shane Marshall then revisited Councilman Jesse Cardon's proposal for using overlays or cross-hatching on APA properties. He stated that he generally liked the concept because it attempted to balance current agricultural use with future planning considerations. He also acknowledged that he had previously circulated a somewhat similar concept through earlier communications with staff and the Council.

Councilman Shane Marshall explained that his concern involved determining where the use of overlays or special future-planning notations would logically end. He pointed out that many properties throughout the city and future growth areas could potentially change over time, including agricultural properties, commercial areas, and future interchange development areas. Councilman Marshall questioned whether the city would eventually need to apply similar overlay concepts broadly throughout the map if future change potential became the standard for special designation treatment.

Councilman Shane Marshall specifically referenced the river bottoms again and stated that while the city currently intends for those areas to remain agricultural or open space indefinitely, future land use changes there would also significantly impact infrastructure planning if they ever occurred. He questioned whether the city should then similarly apply future-use overlays or special infrastructure planning assumptions to those areas as well.

Councilman Shane Marshall emphasized that he was not advocating for development within the river bottoms and specifically cautioned the public not to interpret his comments that way. Instead, he explained that he was trying to determine how the city should consistently apply long-term planning logic across different categories of land use and future development uncertainty.

Councilman Jesse Cardon responded that he viewed the river bottoms differently because the city had already made a clear long-term planning decision regarding those areas. He stated that the city's intent for the river bottoms was preservation rather than future transition to urban development. In contrast, Councilman Cardon explained that many APA properties still carried realistic long-term potential for eventual conversion to other land uses if ownership or circumstances changed in the future.

Councilman Shane Marshall responded that many APA property owners would likely say their

own long-term intent was also to continue farming indefinitely, even while acknowledging that circumstances can always change in the future.

Councilman Jesse Cardon acknowledged that point but stated that when the city creates a general plan, it is not always simply documenting what current property owners intend to do forever. Instead, he explained that the city must also evaluate long-term community needs, infrastructure planning, and realistic future growth possibilities. Councilman Cardon reiterated that his overlay proposal was intended to balance both interests by acknowledging current APA protections while still allowing the city to responsibly plan for possible future transitions if they eventually occur.

Mayor Mike Mendenhall acknowledged Councilman Jesse Cardon's explanation regarding balancing current APA protections with future planning considerations.

Councilman Jesse Cardon reiterated that his intent was to clearly identify APA properties while still allowing the city to responsibly plan for future infrastructure and growth needs because, in his view, some of those properties would likely eventually transition to other uses over time.

Councilman Shane Marshall clarified that he was not attempting to argue against Councilman Cardon's proposal and acknowledged that the overlay concept had merit because it addressed both current agricultural use and future planning concerns. However, he continued to wrestle with how the proposal would fit consistently within the broader philosophy of the general plan.

Councilman Shane Marshall stated that many areas throughout the city and future planning area could eventually evolve or change over time, yet the city does not currently apply special overlays or hash marks to all properties with potential future changes. He questioned whether the proper role of a general plan is simply to reflect the best information and intentions available at the present time while recognizing that the document will naturally continue evolving in future updates.

Councilman Shane Marshall referenced the existing general plan map currently displayed and stated that the city has already learned important lessons through prior planning updates and adjustments. He complimented Mayor Mike Mendenhall's earlier comments regarding the city's successful evolution and stated that the city's growth and development history demonstrated that the general plan is intended to be an evolving document.

Councilman Shane Marshall referenced David Mann's earlier remarks describing the land use element as a living document that evolves over time. He stated that his own recommendation regarding APA properties ultimately stemmed from that same philosophy, namely that future councils can continue revisiting and adjusting land use designations as conditions and landowner intentions evolve.

Councilman Shane Marshall also suggested that the city should avoid waiting another decade before reviewing major portions of the general plan again. He stated that the city could intentionally schedule periodic reevaluations for areas experiencing faster growth or

evolving conditions rather than leaving future councils to revisit major unresolved issues many years later.

Councilman Kevin Oyler then returned the discussion specifically to APA properties and asked Councilman Shane Marshall to clarify his recommendation in comparison to the current map being displayed. He also asked staff whether the map currently displayed represented an updated and accurate map of APA properties.

City Manager Seth Perrins responded by proposing a possible compromise solution using layered map views within the general plan document itself. Seth Perrins suggested that the city could include an additional map layer or separate map page specifically identifying APA properties while still allowing the underlying future land use designations to remain visible beneath the overlay.

Seth Perrins demonstrated the concept using the displayed digital maps. He showed the standard future land use map and then activated the APA layer, allowing the APA properties to appear visibly over the underlying land use designations. Seth Perrins explained that the approach would visually identify APA properties without requiring an entirely separate land use classification or fundamentally altering the city's long-term future land use assumptions.

Councilman Jesse Cardon confirmed that the layered map concept being demonstrated by Seth Perrins accurately reflected the type of solution he had been proposing.

Mayor Mike Mendenhall stated that the layered map approach was exactly the type of solution he preferred because it clearly displayed APA properties while still preserving the city's broader planning framework.

Councilwoman Stacy Beck jokingly observed that Seth Perrins appeared to solve the issue simply by pressing a button to activate the additional map layer.

Councilman Kevin Oyler summarized the discussion by stating that Councilman Jesse Cardon's recommendation essentially involved showing APA properties through a visible overlay or layer while preserving the underlying future land use designations. He then contrasted that with Councilman Shane Marshall's proposal, which would instead designate APA properties directly as agricultural land uses within the general plan itself because the property owners had formally indicated a desire to continue farming indefinitely.

Councilman Shane Marshall confirmed that Councilman Kevin Oyler had accurately summarized his recommendation.

Councilman Kevin Oyler stated that he wanted to explain why he did not fully support Councilman Shane Marshall's proposal to automatically designate APA properties as agricultural land uses within the general plan. Councilman Shane Marshall jokingly responded that Councilman Oyler could simply say he did not like the idea, prompting lighthearted comments between councilmembers. Councilman Kevin Oyler clarified that he did not "love" the proposal but acknowledged that it had some merit.

Councilman Kevin Oyler explained that his concern centered on how APA properties could gradually change over time as individual property owners choose to withdraw from APA status. He stated that as individual landowners eventually remove properties from APAs and pursue development opportunities, the city would likely face a series of incremental and isolated land use amendment requests.

Councilman Kevin Oyler then reminded Councilman Shane Marshall that throughout their years serving together on the City Council, Councilman Marshall had consistently expressed strong opposition to “one-off” planning decisions and piecemeal land use changes that conflict with broader long-term planning principles. Councilman Kevin Oyler suggested that Councilman Marshall’s current APA proposal could unintentionally create exactly the type of repeated one-off land use requests that he had historically opposed.

Councilman Shane Marshall immediately recognized the point being made and acknowledged that Councilman Oyler had successfully turned one of his own long-standing planning arguments back against him. Councilwoman Stacy Beck complimented the observation, and Mayor Mike Mendenhall jokingly referred to Councilman Marshall’s “middle name” being “One Off” because of how frequently he had opposed piecemeal planning changes in the past.

Councilman Shane Marshall acknowledged that Councilman Kevin Oyler’s argument was both fair and consistent with his own prior positions regarding long-term planning consistency. He stated that the observation accurately reflected many of the concerns he had previously expressed about isolated land use amendments.

Councilman Kevin Oyler explained that this concern was the primary reason he struggled to support automatically designating all APA properties as agricultural uses within the general plan because doing so could set future councils up for numerous future amendment requests as individual parcels gradually transition over time.

Councilman Shane Marshall responded that while he recognized the validity of that concern, he remained especially focused on APA properties because he viewed the APA process as a very deliberate and formal action taken by landowners to communicate their desire to preserve agricultural use. He stated that APAs differ from many other land use situations because the property owners have voluntarily participated in a specific legal process affirming their intent to continue farming.

Councilman Shane Marshall also referenced prior public comments made during earlier meetings, including comments from members of the public who expressed concern about changing large agricultural areas to different future land use designations. He stated that some residents had clearly expressed a desire to preserve those agricultural areas and maintain farming activity as long as possible.

Councilman Shane Marshall explained that because the APA process is so specific and intentional, he believed it could justify treating APA properties differently from other types of land use situations, even while acknowledging that doing so might conflict somewhat with his previous opposition to one-off planning decisions.

Mayor Mike Mendenhall stated that, based on conversations he had personally had with several APA landowners, he did not believe those property owners were primarily seeking additional acknowledgement or validation from the city regarding their agricultural activities. Instead, he explained that many of those landowners entered into APAs specifically because they anticipated development occurring around them in the future and wanted additional legal protections for their farming operations as surrounding properties changed.

Mayor Mike Mendenhall explained that several APA landowners had directly expressed to him that they understood neighboring properties would likely eventually sell or develop while they themselves intended to continue farming. He stated that some landowners viewed the APA as a practical tool that would provide them greater protection and leverage if surrounding development occurred while they remained in agriculture.

Mayor Mike Mendenhall further stated that many APA landowners already clearly understand the rights and protections they possess through state law and the APA process itself. He explained that because APA status already legally protects agricultural uses, water rights, and farming activities, he questioned whether the city needed to provide significantly more recognition or reinforcement beyond simply acknowledging those APAs on city planning maps.

Councilman Kevin Oyler responded that he strongly preferred Councilman Jesse Cardon's proposal involving the visible APA overlay concept. He stated that he believed the overlay approach, combined with the city's proposed growth policy boundary changes, would effectively communicate the city's intent regarding APA areas without requiring those lands to be fully redesignated as agricultural land uses within the future land use plan.

Councilman Kevin Oyler explained that under the proposed growth policy approach, APA properties located outside the city's designated growth policy boundary would effectively not be considered for annexation or city services unless future policies changed. He stated that this approach would allow the city to clearly communicate that it recognizes and respects the APAs while also indicating that the city currently has no intention of actively urbanizing those areas.

Councilman Kevin Oyler suggested that this combination of visible APA overlays and exclusion from the growth policy boundary would largely accomplish what APA property owners were requesting while still preserving long-term planning flexibility for the city.

Councilman Kevin Oyler then asked whether the city's annexation policy already addressed properties located outside the growth policy boundary or whether additional language might be needed.

Seth Perrins explained that the proposed general plan language already states that if a property is enrolled in an APA, the city generally should not consider annexing it because APA properties are typically not seeking municipal urban services.

Councilman Kevin Oyler clarified that he was specifically asking whether the city's growth policy boundary itself already discourages annexation outside the designated area.

Seth Perrins confirmed that properties located outside the city's growth policy boundary generally should not be annexed under the city's adopted planning policies. He explained that while the general plan and growth policy provide important guidance, they do not legally prohibit future councils from considering exceptions or amendments when circumstances change.

Seth Perrins further explained that the proposed document already contains guidance indicating that APA properties generally should not be annexed because those landowners are not currently seeking municipal services or urban development.

Councilman Shane Marshall then clarified an important distinction between the city's annexation policy boundary and the broader growth policy boundary. He explained that state law requires properties to fall within the city's annexation policy boundary in order to be annexed, whereas the broader growth policy map and general plan function primarily as long-term guiding documents rather than legally binding restrictions.

Mayor Mike Mendenhall noted that the Council had earlier approved an annexation agreement involving property that required a process outside the normal policy assumptions, illustrating that exceptions and amendments can occur when circumstances justify them. Councilman Kevin Oyler acknowledged that observation.

Mayor Mike Mendenhall observed that the Council had initially begun the discussion through proposed amendments to the city's growth policy and annexation framework. He noted that many of the earlier conversations repeatedly centered on annexation concerns, and he pointed out that the Council had recently finalized an annexation agreement earlier in the same meeting, illustrating how growth policy and annexation issues remain closely connected.

Councilman Jesse Cardon explained that one of the reasons he favored combining the APA overlay concept with the future land use map was because he did not personally believe an additional growth boundary restriction was necessarily required once the APA overlay was visibly incorporated into the map itself. He stated that in his view, the overlay already accomplished the primary objective of clearly signaling that the city recognized the existence and status of APA properties.

Councilman Jesse Cardon further stated that the only additional benefit he could see from also excluding APA properties from the growth boundary would be providing city staff with stronger direction not to actively approach those property owners regarding future annexation or development discussions. However, he reiterated that he did not necessarily believe that an additional step was essential once the APA overlay was included on the map.

Councilman Kevin Oyler responded that he generally agreed with Councilman Cardon's reasoning. However, he stated that he still liked the idea of including the growth boundary component because he believed it reinforced the city's message regarding APA areas and clarified the city's current planning intentions.

Councilman Shane Marshall then asked staff a broader planning question regarding how

future land use designations within the general plan affect future city decision-making. He explained that while he did not fully love or hate Councilman Cardon's overlay proposal, he was trying to better understand how those designations would influence future land use and infrastructure decisions over time. Councilman Marshall stated that he expected to lose the debate but that he appreciated the discussion process because it reflected the type of thoughtful policy conversations the Council should be having.

Councilman Shane Marshall then posed a hypothetical scenario asking whether the city could formally state that APA properties identified through the overlay process would effectively be treated as agricultural uses during the interim period unless or until a future landowner chose to pursue different development plans.

Councilman Kevin Oyler then elaborated on what he believed Councilman Marshall's concern involved. He explained that when cities create long-term buildout plans, they often project future land use categories and infrastructure demands decades into the future. He questioned what would happen if a property currently shown as future high-density residential within the general plan remained permanently agricultural because the APA property owner never chose to develop it.

Councilman Kevin Oyler asked whether designating such areas for future urban land uses could create planning distortions if those future land use assumptions never materialize. He questioned whether projected growth allocations, utility planning, or infrastructure assumptions could become inaccurate if certain properties remain agricultural indefinitely despite future land use designations suggesting otherwise.

Councilman Shane Marshall agreed and explained that his concern extended beyond the APA parcel itself. He stated that future land use assumptions regarding nearby properties could also be affected if the city formally treats APA areas as long-term permanent agricultural uses. He referenced prior comments made by resident Lisa Olson regarding the possibility that density transitions and surrounding land use decisions could be influenced by the assumption that active agricultural operations would remain permanently adjacent to future neighborhoods.

Mayor Mike Mendenhall responded that if the city adopts that type of long-term agricultural assumption, the Council needs to fully recognize the broader implications of those decisions for surrounding property owners and future development opportunities. He stated that such decisions would substantially affect other nearby landowners who are not themselves participating in agriculture.

Mayor Mike Mendenhall pointed out that throughout Utah there are numerous examples of commercial development, restaurants, grocery stores, and other urban land uses existing immediately adjacent to active farming operations. He stated that agriculture and development frequently coexist in many communities without requiring surrounding areas to remain permanently low density or agricultural.

Mayor Mike Mendenhall further argued that if Spanish Fork had consistently made highly restrictive land use assumptions around agricultural areas throughout its history, the city

likely would not currently enjoy the strong commercial tax base and sales tax revenues that fund many of the community amenities and services residents value today, including recreation facilities, police services, and other city infrastructure.

Councilman Shane Marshall acknowledged Mayor Mendenhall's point and agreed that the issue becomes especially complicated because the city already makes certain long-term preservation decisions in areas such as the river bottoms. He stated that through the general plan, the city effectively limits future development opportunities in some areas based on long-term policy goals and land use priorities.

Councilman Shane Marshall emphasized that he was not necessarily arguing that those types of planning decisions are right or wrong, but rather acknowledging that the general plan inherently affects property owners and future land use expectations. He stated that balancing preservation goals, infrastructure planning, development rights, and future growth expectations is one of the fundamental challenges involved in long-term general planning.

Seth Perrins commented that the situations being compared were not entirely identical because some agricultural areas differ substantially in terms of transportation access, floodplain conditions, infrastructure availability, and surrounding development patterns.

Mayor Mike Mendenhall agreed and stated that while the comparisons were related, they were not perfect parallels because different agricultural areas have very different physical characteristics and development realities, including freeway access, floodplain limitations, utility availability, and existing urban infrastructure.

Mayor Mike Mendenhall continued discussing the differences between agricultural areas near future growth corridors and areas such as the river bottoms. He stated that geographically, areas south of Arrowhead Trail near Leland and Salem are fundamentally different from the river bottoms because many of those properties are already adjacent to developing infrastructure and urban expansion. Mayor Mendenhall noted that some of the same farming families own property on both sides of those developing areas and that much of the surrounding land is already graded and positioned for future development.

Mayor Mike Mendenhall contrasted that situation with the river bottoms, explaining that the river bottoms lack many of the infrastructure advantages and development conditions present in the Leland area. He stated that substantial coordination and investment would still be required to extend roads, sewer, water, power, and other utilities into portions of the river bottoms, whereas many of those services are already available or nearby in other future growth areas.

Councilman Shane Marshall responded that if the city were to redesignate the river bottoms for quarter-acre residential lots, development pressure would immediately emerge in those areas.

Mayor Mike Mendenhall responded that no one was currently requesting that type of development within the river bottoms.

Councilman Shane Marshall disagreed somewhat with the suggestion that no one desired development there, while Councilman Kevin Oyler added that multiple factors beyond the general plan influence development potential within the river bottoms. Councilman Oyler specifically referenced floodplain conditions and historical environmental constraints that make the river bottoms fundamentally different from many other agricultural areas.

Councilman Shane Marshall clarified again that he was not advocating for residential development within the river bottoms. Instead, he explained that his point was simply that general plans inherently shape development expectations, property values, and future city growth patterns in all areas of the community.

Councilman Kevin Oyler agreed and explained that city planning decisions routinely affect property values and development potential. He referenced a past situation along South Lane in which a property owner on one side of the road was able to develop property and realize substantially greater value, while a neighboring property owner on the opposite side of the road, located within county jurisdiction, did not receive the same opportunity. Councilman Oyler stated that location, planning decisions, and jurisdictional boundaries all significantly influence property value outcomes over time.

Councilman Kevin Oyler also recalled comments previously made by former Planning Commission member John Mendenhall regarding how property values and development opportunities vary substantially depending on proximity to growth areas and city planning boundaries.

Mayor Mike Mendenhall then reiterated his belief that the city's planning documents should continue to clearly support the rights of farmers to continue agricultural operations as long as they choose. He stated that the city does not believe farmers need special permission from the city to continue farming and expressed support for visibly identifying APAs on city maps if desired. However, he cautioned against creating general plan policies that would formally prevent the city from planning for potential future land use transitions in those areas.

Councilman Shane Marshall clarified that the specific APA property under discussion was not currently located within the city's annexation boundary.

Councilman Kevin Oyler then stated that, in his opinion, Agricultural Protection Areas have at times been overused within Utah County. He explained that when he personally thinks of large-scale agriculture, he imagines very large agricultural operations such as those found in places like Box Elder County involving tens of thousands of acres, rather than smaller agricultural parcels located adjacent to growing urban areas.

Councilman Shane Marshall responded by noting that some large agricultural areas elsewhere in Utah are now also seeing major development proposals such as data centers.

Councilman Kevin Oyler continued discussing his concerns regarding Agricultural Protection Areas and stated that, in his view, true large-scale agricultural production often involves much larger farming operations than many of the smaller agricultural parcels currently receiving APA protections in Utah County. He explained that while smaller landowners growing hay or

farming for local purposes are certainly engaged in agriculture, he sometimes questions whether that type of use fully reflects the original intent of Agricultural Protection Area legislation. Councilman Oyler acknowledged that others may understand the issue differently, but stated that he personally believes APAs may sometimes be applied more broadly than originally intended.

Councilman Shane Marshall responded that it appeared Councilman Jesse Cardon's overlay proposal had gained broader support among the Council and suggested that Councilman Cardon move the discussion forward by proposing formal direction to staff.

Councilman Jesse Cardon stated that before making a final motion he would prefer to first see the actual revised language and map changes prepared by staff reflecting the overlay concept. He explained that he would feel more comfortable voting after reviewing the specific revisions in writing.

Councilman Shane Marshall then reflected on the broader review process and stated that he had already submitted numerous comments and suggestions to David Mann and Seth Perrins throughout the drafting process. He acknowledged that staff had implemented many of his recommendations while declining others for valid reasons. Councilman Marshall specifically referenced recent edits clarifying the language regarding the future station area plan, noting that staff had already revised portions of the document in response to prior council feedback.

Councilman Shane Marshall emphasized that one challenge for staff during the drafting process is determining how much weight to give to comments from individual council members when only one vote has formally expressed a particular opinion. He stated that what would help staff most is hearing clearer majority direction from the Council regarding preferred policy approaches rather than receiving numerous separate individual suggestions.

Councilman Shane Marshall stated that he would like to hear Councilman Jesse Cardon clearly articulate the preferred direction regarding the APA overlay concept and determine whether at least three members of the Council supported the idea so staff could confidently proceed with drafting revisions reflecting majority consensus.

Mayor Mike Mendenhall then asked how complicated the proposed APA overlay revision would actually be to implement. He observed that much of the proposal appeared to simply involve adding visible overlay markings or map layers across APA properties already identified within the city's GIS system.

Councilman Jesse Cardon responded that while the concept itself was straightforward, implementing the overlay in a visually understandable way would likely require more work than simply activating a map layer. He explained that the city would need to ensure both the APA overlay and the underlying future land use colors remained clearly visible and understandable simultaneously.

Councilman Shane Marshall added that the revised document would also likely need explanatory text clarifying why the overlay exists and what it signifies regarding APA

properties and future planning assumptions.

Mayor Mike Mendenhall stated that if the city proceeds with the overlay approach, the explanatory language should clearly communicate to affected APA property owners why their properties are being shown differently on the map. He suggested that some property owners may question why their land appears with additional markings or overlays rather than simply remaining one consistent land use color.

Councilman Jesse Cardon clarified that the APA properties were not currently shown as agricultural green on the future land use map in many cases anyway, so the overlay concept would not necessarily be changing existing future land use colors. He stated that he primarily wanted the APA overlay incorporated visibly into the future land use map regardless of the specific visual style ultimately chosen.

Councilwoman Stacy Beck then asked for clarification regarding whether Councilman Cardon was proposing to literally overlay the existing APA map onto the future land use map even though the APA information already existed elsewhere within the document.

Councilman Kevin Oyler responded that one possible approach would be to retain both the separate APA map and the future land use map while also adding an additional combined map showing the APA overlay together with the future land use designations.

Seth Perrins agreed and stated that he did not believe adding an additional combined overlay map would negatively affect the overall document. He stated that including another map showing APA overlays beneath the future land use layers would likely help clarify the city's intent and improve understanding for both residents and future decision makers.

Mayor Mike Mendenhall concluded that creating an additional overlay map did not appear to require substantial additional study or delay.

Councilman Kevin Oyler asked Seth Perrins whether the proposed APA overlay would automatically appear whenever users viewed the interactive general plan map or whether users would need to manually activate a separate map layer to see the APA information.

Seth Perrins explained that users would need to activate the APA layer separately within the interactive mapping system. He stated that the APA information already exists within the city's GIS system as its own layer, making the overlay technically simple to display whenever desired. Seth Perrins emphasized that adding the overlay was not a difficult task because it simply involved enabling another map layer within the existing system.

Councilwoman Stacy Beck then asked whether the Council was in a position to approve any portion of the general plan that evening or whether the Council instead needed to provide staff direction and wait for revised drafts before taking formal action.

Councilman Kevin Oyler responded that he did not believe the Council was yet prepared to make a final approval motion because several additional portions of the general plan still required discussion and clarification. He stated that while the APA overlay issue was one

component of the larger document, the Council still needed to work through several remaining policy issues before taking a final vote.

Councilman Kevin Oyler asked whether the appropriate process would be for staff to revise the document based on Council direction and then return later with updated materials before any final motion was made.

Councilman Shane Marshall responded that he anticipated there would likely be several additional policy areas requiring debate and staff direction before the Council would be ready for a final vote on the document. He stated that staff needed clear direction from at least a majority of the Council regarding specific map changes and policy preferences so they could confidently revise the document.

Councilman Shane Marshall explained that while the Council might not necessarily need to formally vote on every individual concept immediately, staff still needed to understand where a majority of the Council stood on major policy issues such as the APA overlay proposal. He stated that one possible approach would be for Councilman Jesse Cardon to formally propose the overlay concept so the Council could indicate support and provide staff with clear guidance moving forward.

Councilman Shane Marshall further explained that one of the primary challenges throughout the general plan process had been the existence of numerous differing opinions among council members regarding future land uses and planning priorities. He stated that without clearer majority consensus, staff had struggled to determine which specific suggestions should ultimately be incorporated into revised drafts.

Councilman Jesse Cardon agreed and acknowledged that the Council likely had not yet provided staff with sufficiently clear collective direction on several issues. He stated that this may explain some of the difficulty and frustration associated with moving the document toward completion. Councilman Cardon noted that the current discussion may have been exactly the type of collaborative policy debate the Council needed in order to reach a more unified direction.

Councilman Jesse Cardon stated that he believed only a few major issues remained unresolved, although he acknowledged those remaining issues would likely require significant additional discussion similar to the APA conversation.

Councilman Jesse Cardon then stated that he believed it was important for the Council to clearly indicate whether a majority supported the APA overlay concept so staff could proceed confidently with revisions. He reiterated that he had already made his own position clear and now wanted to understand where the remaining councilmembers stood regarding the proposal.

Councilman Kevin Oyler then summarized Councilman Cardon's proposal as creating a future land use map that visibly includes an APA overlay layer identifying Agricultural Protection Areas directly on the general plan map itself.

Councilman Jesse Cardon clarified that his proposal involved adding an additional map within the general plan document that visibly overlays Agricultural Protection Areas onto the future land use map while still retaining the separate supporting maps already included elsewhere in the document. He stated that he also wanted accompanying explanatory text describing why the APA overlay exists and how it should be interpreted within the planning process.

Councilman Kevin Oyler then asked for clarification regarding whether Councilman Cardon wanted the actual primary future land use map itself to permanently display the APA overlay rather than simply relying on separate maps or optional GIS layers.

Councilman Shane Marshall responded affirmatively and suggested a possible procedural approach for moving the discussion forward. He proposed that the Council could continue the item while simultaneously providing staff with formal direction regarding the APA overlay concept, the additional explanatory text, and any other unresolved issues requiring revision before a final vote.

Vaughn Pickell added that if the Council were to make a motion continuing the item while providing specific direction to staff, and that motion passed with majority support, staff would then have clear and reliable guidance regarding the revisions the Council wanted incorporated into the next draft of the general plan.

Councilman Kevin Oyler then asked Seth Perrins a technical question regarding how the overlay would function within the city's interactive online mapping system. He questioned whether the APA overlay would still be visible when users selected only the general plan layer if the APA information itself was technically maintained as a separate GIS layer.

Seth Perrins responded that from a technical standpoint the issue was relatively simple because the city's GIS system already operates through multiple layered map components. He explained that users can activate or deactivate various map layers online as desired. Seth Perrins stated that while the printed document itself cannot function interactively, staff could easily create a static image showing the APA overlay beneath the future land use map and include that combined image directly within the printed general plan document.

Mayor Mike Mendenhall then noted that many residents and property owners increasingly access planning information through the city's online GIS tools rather than relying solely on printed planning documents. He emphasized that people frequently use the interactive online maps to review property information and planning designations.

Seth Perrins responded that the GIS system already allows users to turn layers on and off interactively and that the APA layer is already available within that system.

Councilman Kevin Oyler then questioned whether printed copies of the general plan would still be heavily used several years into the future given the city's growing reliance on digital mapping tools.

Councilwoman Stacy Beck responded that the city still actively uses printed planning

documents. Councilman Kevin Oyler also acknowledged the extensive amount of work David Mann had invested into preparing the document.

Councilman Jesse Cardon then asked whether the Council was ready to move on from the APA discussion and whether the Council wanted him to formally make a motion continuing the item with staff direction.

Councilman Shane Marshall responded that he would likely oppose the specific APA overlay concept but stated that Councilman Cardon should still proceed if he wished.

Councilman Jesse Cardon then began attempting to formulate a motion to table the general plan discussion while directing staff to revise the document based on the overlay discussion. However, before he completed the motion, Councilman Kevin Oyler interrupted to clarify whether the Council was actually finished discussing general plan issues for the evening.

Seth Perrins suggested that the Council simply move on to additional unresolved topics and return to formal motions later after the remaining issues had been discussed. Mayor Mike Mendenhall agreed with that approach.

Councilman Kevin Oyler then stated that he still wanted to discuss additional general plan topics, specifically including the station area planning concepts and development west of Interstate 15. Councilman Shane Marshall encouraged him to proceed with those topics.

Councilwoman Stacy Beck stated that while she believed additional general plan topics still needed discussion, she also felt it was important for the Council to determine whether sufficient consensus had been reached regarding the APA overlay issue before moving on. She asked whether the Council had provided enough direction for staff to confidently proceed with revisions related to that specific topic.

Councilman Shane Marshall responded that his understanding of Vaughn Pickell's recommendation was that the Council should first identify and discuss all remaining issues needing revision before ultimately making a broader motion continuing the item and directing staff to complete multiple specified changes. He explained that the APA overlay concept would simply become one component of the overall direction package provided to staff.

Councilwoman Stacy Beck then clarified that her concern was whether at least three councilmembers supported the APA overlay direction so staff would know they were working from majority guidance rather than isolated individual preferences.

Councilman Shane Marshall responded that he believed staff already had sufficient majority support to proceed with revisions related to the APA overlay concept.

Seth Perrins then asked directly whether the Council believed staff had received enough direction regarding this particular issue. Councilman Jesse Cardon responded affirmatively.

Seth Perrins explained that before any final motion occurred, he intended to summarize the

Council's various directions and requested revisions at the end of the discussion to ensure staff correctly understood the Council's intentions.

Councilman Shane Marshall then emphasized again that he still believed formal motions directing staff would provide the clearest possible guidance. He questioned why the Council could not simply make motions directing staff to complete individual revisions as consensus developed throughout the discussion.

Seth Perrins responded that the Council absolutely could make those types of motions if desired.

Councilman Shane Marshall reiterated that making individual motions throughout the discussion would help clearly document exactly what direction the Council was providing to staff each time an issue was resolved.

Seth Perrins again confirmed that such motions were procedurally acceptable within the current general plan discussion because the item was properly noticed on the agenda and the motions would simply direct additional revisions rather than adopting final legislative actions.

Mayor Mike Mendenhall also confirmed that the Council was still operating within the broader general plan agenda item.

Seth Perrins then provided an example of how such a motion could be phrased. Speaking hypothetically as though he were making the motion on behalf of Councilman Jesse Cardon, Seth Perrins stated that a motion could direct staff to add a map to the general plan document that overlays Agricultural Protection Areas together with the future land use designations within a single combined image.

Councilman Shane Marshall immediately agreed that Seth Perrins' example accurately reflected the type of clear motion he believed would help staff.

Councilwoman Stacy Beck jokingly complimented "Jesse's motion," and Councilman Shane Marshall humorously thanked Seth Perrins for effectively drafting the language.

Seth Perrins continued outlining the proposed procedural approach and stated that after the Council gave direction on individual issues, staff would then prepare revised materials incorporating both the requested APA overlay map and explanatory text describing the purpose of the overlay. He explained that after all unresolved issues had been discussed and direction provided, the Council could then formally continue or table the broader general plan item to a future meeting while staff completed the requested revisions.

Councilman Shane Marshall agreed with that approach.

Seth Perrins then explained that one of the main concerns raised by Councilman Shane Marshall was the possibility that different councilmembers might oppose the overall general plan for entirely different reasons if the Council attempted to vote on the complete document

prematurely. He explained that one council member might oppose the document because of one unresolved issue while another might object to a completely different section. Seth Perrins suggested that working through issues individually would help isolate areas of agreement and provide staff with much clearer direction.

Councilman Shane Marshall jokingly commented that he had finally found an area of agreement with Seth Perrins. Seth Perrins humorously responded that he did not appreciate agreeing with Councilman Marshall quite so much.

Mayor Mike Mendenhall then stated that he would entertain a motion specifically providing staff direction on the APA overlay issue.

Councilman Kevin Oyler stated that he believed staff already understood exactly what the Council was requesting.

Councilman Shane Marshall reminded the Council that a formal vote would still be necessary on the motion.

Councilman Cardon ▾ **Moved to direct staff to create a map with the general plan and the APA overlay in one map with text to back it up.**

Mayor Mike Mendenhall then formally recognized Councilman Jesse Cardon’s motion and requested a second.

Councilman Oyler ▾ **Seconded** and the motion **Passed** with a roll call vote.

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | No |

Mayor Mike Mendenhall announced that while the action was not final approval of the general plan itself, the motion successfully provided staff with formal direction regarding the APA overlay revisions.

Seth Perrins responded that the direction from the Council was nevertheless now very clear.

Councilman Kevin Oyler jokingly acknowledged that the Council had technically “not voted on it, but voted on it” after the formal direction motion passed.

Councilman Shane Marshall stated that although he had voted against the motion, the process itself made him feel significantly more comfortable because the Council was now clearly resolving issues individually through formal direction rather than leaving staff uncertain about the Council’s intentions.

Mayor Mike Mendenhall jokingly commented that Councilman Shane Marshall was accustomed to losing debates, prompting Councilman Marshall to humorously respond that he “operates uncomfortable.”

Councilwoman Stacy Beck then asked whether the Council could continue discussing additional unresolved general plan issues while they were already focused on the same geographic area near Leland and 9th South.

Councilwoman Stacy Beck referenced concerns previously raised during Planning Commission discussions, specifically comments made by Commissioner Woodhouse regarding future land use designations along 9th South. She explained that there had been requests to reconsider the medium-density residential designation in that area and instead designate portions north of 9th South as low-density residential.

Councilman Kevin Oyler agreed that the issue had been discussed previously.

Councilwoman Stacy Beck explained that residents in the area appeared concerned that the current medium-density future land use designation could eventually allow proposals for townhomes or other higher-density residential developments. She stated that the concern was not necessarily about current zoning, but rather about what future development requests the existing general plan map could support.

Seth Perrins clarified that the properties in question are not currently zoned for townhomes or higher-density development. However, he explained that because the general plan presently shows medium-density residential in that area, future development proposals seeking that type of zoning could arguably be considered consistent with the city’s adopted future land use map.

Councilman Shane Marshall added that medium-density residential within the general plan could potentially support development densities of up to approximately eight dwelling units per acre.

Councilwoman Stacy Beck stated that the residents’ primary concern appeared to be preserving the existing character of the area by maintaining lower-density development expectations so that future proposals for townhomes or more intensive residential projects would be less likely to occur. She explained that the request she heard was for the area near 9th South to instead be shown as low-density residential.

Councilman Kevin Oyler responded that his own inclination would be to maintain lower-density development around the river corridor because he personally preferred less intensive residential development adjacent to the river. However, he also acknowledged the irony that the Council had earlier approved a substantial residential project elsewhere in the city.

Councilman Shane Marshall jokingly pointed out that Councilman Oyler himself had just approved a major residential development project earlier in the meeting, prompting additional lighthearted comments regarding “one-off” decisions.

Councilwoman Stacy Beck clarified that she mainly wanted to ensure the Council formally discussed and acknowledged the concern Commissioner Woodhouse had previously raised regarding density along 9th South and near the river corridor.

Councilman Shane Marshall asked Councilwoman Stacy Beck directly whether she personally supported changing portions of the area near 9th South from medium-density residential to low-density residential within the future land use map.

Councilwoman Stacy Beck responded that she believed she likely did support the idea, but stated that she wanted to hear additional discussion from the other councilmembers before fully committing herself to the proposal. She stated that if the rest of the Council strongly opposed the idea, she might end up feeling embarrassed for bringing it forward.

Councilman Shane Marshall jokingly replied that Councilwoman Stacy Beck could simply make the suggestion and allow the rest of the Council to vote it down if necessary.

Councilwoman Stacy Beck clarified that she genuinely wanted a broader policy discussion regarding whether low-density residential designations made sense in that area before taking any formal action.

Councilman Landon Tooke requested that staff pull up the larger general plan map on the screen so the Council could visually review the area being discussed.

Councilman Shane Marshall asked whether staff could access the currently proposed future land use map within the GIS system during the meeting.

Seth Perrins explained that the revised proposed map was not yet fully available through the public-facing GIS system because it remained within internal working drafts. He stated that staff could instead pull up the relevant pages directly from the draft document itself and zoom into the area Councilwoman Stacy Beck was referencing.

Councilman Jesse Cardon noted that the properties in question are currently zoned RR, or Rural Residential.

Councilwoman Stacy Beck clarified that although the current zoning remains rural residential, the future land use designation shown on the proposed general plan map is medium-density residential.

Mayor Mike Mendenhall explained that the future land use designation is precisely why nearby property owners and developers had previously approached the city regarding development opportunities in that area. He stated that because the general plan currently identifies those properties for medium-density residential use, landowners have already submitted proposals seeking medium-density residential projects consistent with the future land use map.

Councilwoman Stacy Beck then asked the Council whether they believed changing portions of the area to low-density residential was worthwhile or appropriate.

Councilman Kevin Oyler responded that he generally liked the idea because the surrounding areas to both the east and west already include low-density residential designations. He noted that the medium-density residential areas west of Interstate 15 have also experienced flooding issues in recent years, which made him less comfortable supporting higher residential densities there.

Councilman Kevin Oyler stated that he would personally feel more comfortable redesignating portions of the area north of 9th South as low-density residential so the entire corridor adjacent to the river would maintain a more consistent low-density character.

Mayor Mike Mendenhall responded that landowners and developers would likely strongly disagree with that reasoning. He explained that developers would probably argue that areas with groundwater or flooding challenges often require higher-density residential development in order to financially justify the significant infrastructure and site preparation costs associated with overcoming those conditions.

Mayor Mike Mendenhall further explained that many of the existing low-density residential neighborhoods located along the river corridor elsewhere in the city are situated in areas where basements and other residential infrastructure can still be reasonably constructed. He contrasted those areas with portions west of Interstate 15 where groundwater and floodplain conditions are substantially different.

Councilwoman Stacy Beck referenced the low-density residential areas near the sports park as examples of the type of development pattern she had in mind.

Mayor Mike Mendenhall responded that those areas differ significantly because the water table conditions there allow for more conventional residential construction, including basements, whereas the groundwater conditions west of Interstate 15 are far more challenging.

Councilman Kevin Oyler asked whether Mayor Mike Mendenhall was essentially saying that constructing single-family homes without basements in that area would not be realistic because of groundwater and water table conditions.

Mayor Mike Mendenhall agreed and explained that builders would likely describe single-family slab-on-grade homes without basements as a very difficult product to market and build successfully in that location. He stated that this reality is one of the reasons developers often propose medium-density residential, commercial, or industrial uses in wetter areas where basements are not practical.

Mayor Mike Mendenhall explained that in areas with high groundwater or floodplain concerns, denser development or slab-on-grade construction becomes more economically feasible because developers can spread infrastructure and site preparation costs across more units.

Councilman Kevin Oyler responded that higher-density development in those conditions does make more financial sense because developers are no longer trying to construct

expensive basement foundations.

Mayor Mike Mendenhall then referenced comments previously made by Commissioner Woodhouse regarding the same area. He stated that he had listened carefully to those concerns and recognized that some nearby property owners may simply feel more comfortable seeing low-density residential colors on the map adjacent to their properties.

Mayor Mike Mendenhall said that although he understood those concerns, none of the nearby landowners had personally approached him seeking high-density or medium-density projects for their own property. However, he noted that farther south in the same corridor, the city has already reviewed actual development concepts and proposals associated with properties located near the future interchange area.

Councilwoman Stacy Beck clarified that she did not believe Commissioner Woodhouse was proposing to redesignate all of the medium-density residential land in the corridor.

Councilman Kevin Oyler then shifted the discussion toward the environmentally sensitive area, or ESA, designation shown on the map just north of the area being discussed. He asked how the city determines what qualifies as an environmentally sensitive area.

Seth Perrins responded that the blue areas on the map represent the floodway itself, which is considered even less developable than the broader ESA areas. He explained that the river channel may appear narrow during normal conditions, but expands significantly during high water events.

David Mann added that the purpose of the ESA designation is to identify areas where development would either be very difficult or very expensive because of natural conditions such as floodplains, steep slopes, groundwater conditions, or other environmental constraints.

Councilman Kevin Oyler clarified that the ESA designation therefore involves more than simply identifying floodplain areas, because the city already separately maps floodways.

Mayor Mike Mendenhall agreed with that clarification.

David Mann further explained that the floodway designation specifically identifies areas where essentially no development can occur, while ESA areas identify adjacent lands where development could technically occur but would likely face substantial cost or engineering challenges.

Seth Perrins emphasized that “floodway” and “floodplain” are very different concepts and should not be confused. He explained that environmentally sensitive areas may exist inside a floodplain, but they are distinct from the actual floodway itself.

Seth Perrins also noted that he was not entirely certain why one particular parcel on the map had originally been designated ESA, though he speculated it may have been because the property routinely experiences flooding or saturation issues.

At that point, Councilman Shane Marshall redirected the discussion toward another area on the map near the future Center Street interchange. He pointed out that agricultural land use designations still appeared adjacent to what he described as one of the city's most likely future interchange locations.

Mayor Mike Mendenhall replied that the interchange does not technically exist yet.

Seth Perrins stated that he believed he could explain why agricultural land use designations still appeared near the future interchange area. He asked David Mann to provide additional context and clarified that the area being discussed was associated with the Larson family farm property.

David Mann explained that, based on his understanding, the floodplain conditions in that location are much more extensive and significantly more difficult to develop than other areas along the corridor.

Councilman Shane Marshall questioned whether the floodplain conditions extended all the way to Center Street.

Councilman Kevin Oyler clarified that the property being discussed was actually closer to First South rather than directly on Center Street, though it remained only about one block away from the future interchange area.

Councilman Shane Marshall stated that regardless of the exact street alignment, the property remained adjacent to what he considered one of the city's most significant future interchanges. He questioned why the city would continue to general plan the area as agricultural land when it sits in such close proximity to major future transportation infrastructure.

Councilwoman Stacy Beck noted that the Larson family had specifically requested the agricultural designation and intended to continue farming the property.

Councilman Shane Marshall responded that other property owners elsewhere in the city had made similar requests, and he questioned how the city determines when to grant those requests and when to deny them. He stated that his concern centered on consistency in decision-making and on identifying what land use best serves the long-term future of Spanish Fork.

Councilman Kevin Oyler added that if the area truly needs to remain environmentally sensitive because of floodplain conditions, then designating it as ESA would make sense, but he questioned why it would instead receive an agricultural designation.

Councilman Shane Marshall reiterated that the location's proximity to a future freeway interchange made the agricultural designation difficult for him to reconcile with the city's broader planning strategy. He emphasized that the interchange is no longer hypothetical, but already environmentally approved and simply awaiting funding.

Councilman Shane Marshall stated that because the interchange is effectively guaranteed, he found it confusing that the city would choose to encourage long-term agricultural use immediately adjacent to such a major transportation node.

Seth Perrins clarified that the future Center Street interchange alignment would not connect exactly where it currently appears on the map and sketched a rough illustration showing that the roadway trajectory would shift. He then directed staff to pull up the city's floodplain mapping layers to better illustrate the conditions affecting the property.

Cory Pierce instructed staff to locate the floodplain information under the "Sensitive Land" section of the GIS mapping system and specifically referenced the FEMA 2020 floodplain layer.

Councilman Kevin Oyler noted that the agricultural designation did not involve only a single property owner, but multiple property owners in the area.

Councilman Shane Marshall responded that whether or not the property owners requested agricultural designations was almost irrelevant to his concern. He reiterated that his primary question was the city's reasoning and consistency in determining appropriate future land uses.

Councilman Shane Marshall questioned why land in such close proximity to a future interchange would not instead be designated for commercial use.

After the floodplain map was displayed, Seth Perrins pointed out that much of the area in question falls within the large blue floodplain area shown on the map.

Councilman Shane Marshall asked whether the area being referenced was actually already designated as ESA rather than purely agricultural land.

Seth Perrins explained that land can simultaneously be designated for agricultural use while also carrying ESA characteristics. He stated that environmentally sensitive areas often include hillsides, wetlands, and flood-prone land where significant development would be difficult or restricted.

David Mann added that the two areas west of Interstate 15 are relatively landlocked and lack easy access, which further complicates future development potential in those locations.

Councilman Shane Marshall then stated that, personally, he would prefer to avoid development west of Interstate 15 altogether, describing that comment as his own "one-off" perspective on the issue.

Councilman Jesse Cardon jokingly remarked that Councilman Shane Marshall and Councilman Kevin Oyler were having "one-off" conversations after listening to their extended debate about planning consistency.

Councilman Shane Marshall responded humorously that he intended to continue having many "one-off" conversations and acknowledged that Councilman Kevin Oyler had fairly

called him out regarding his long-standing opposition to one-off planning decisions.

Seth Perrins joked that hearing Councilman Kevin Oyler use that argument against Councilman Shane Marshall may have been “the best day” of his life.

David Mann then returned the discussion to the land west of Interstate 15 and explained that the floodplain conditions differ substantially between the north and south sides of the area. He stated that on the south side of the floodway, the future Loafer Mountain Parkway expansion is expected to cross Interstate 15, which influenced the differing land use designations shown on the map.

David Mann explained that one side of the area contains extensive floodplain conditions while the opposite side has less severe floodplain impacts and better long-term transportation access opportunities.

Councilman Shane Marshall asked whether the city’s current land use plan already designates the area as agricultural land.

Mayor Mike Mendenhall confirmed that the current plan does not designate it as agricultural.

Councilman Shane Marshall stated that the change therefore felt inconsistent to him, since the future land use designation had shifted to agriculture based on newly discussed floodplain concerns. He then redirected the discussion back to Councilwoman Stacy Beck’s earlier concern about appropriate transitions between estate residential development and commercial uses.

Councilman Shane Marshall summarized the broader planning question as whether the city should transition directly from estate residential development into commercial areas or instead create an intermediate transition through low-density residential before medium-density development.

Councilwoman Stacy Beck responded that her understanding was that nearby property owners simply wanted to protect their existing neighborhoods and prevent future increases in density that they felt could negatively affect their area. She also acknowledged that limiting density in that way could simultaneously reduce future property rights opportunities for other landowners.

Councilwoman Stacy Beck stated that she raised the issue because she believed several council members had already been contacted directly about those concerns.

Mayor Mike Mendenhall then suggested moving on to the next general plan topic.

Councilman Kevin Oyler shifted the discussion toward development west of Interstate 15. He stated that although he understood the future land use planning concepts being proposed, he believed the city needed some type of policy “lever” or safeguard clearly stating that development west of Interstate 15 should not occur until major transportation infrastructure is actually in place.

Councilman Kevin Oyler expressed concern about existing proposals near 4th North and stated that the current road network west of Interstate 15 is not safe or practical for children, pedestrians, or families trying to access schools, commercial areas, and city services.

Councilman Kevin Oyler explained that previous generations of children could safely ride bikes or walk into town independently, but he did not believe the current transportation infrastructure west of Interstate 15 would support that kind of community connectivity.

Councilman Kevin Oyler stated that he would feel much more comfortable with west-side development once UDOT or another agency officially commits funding and implementation timelines for major transportation improvements.

Councilman Kevin Oyler then asked how the city could incorporate that principle into the general plan so that the map can still show future growth areas while also making it clear that transportation access must occur before residential development.

Councilman Shane Marshall responded that portions of that concept already appear within the draft goal statements of the general plan, but he believed the language should become more direct and deliberate. He stated that the document should more clearly express that development should not occur until major infrastructure improvements are imminent or substantially underway.

Mayor Mike Mendenhall added that the developers and property owners who have already approached the city about west-side projects have not been given false expectations by the city. He stated that both council direction and staff feedback have consistently emphasized that safe and functional transportation access is a major concern that must be solved before development proceeds.

Mayor Mike Mendenhall explained that the city has repeatedly asked developers to demonstrate exactly how future west-side projects would safely connect to the rest of the community and how transportation improvements would occur alongside development.

Councilman Kevin Oyler clarified that he was not suggesting the city remove future west-side growth areas from the map entirely. Instead, he stated that he agreed with keeping the future land use designations in place, while simultaneously ensuring that the general plan clearly prioritizes infrastructure timing and transportation access before residential growth occurs.

Councilman Shane Marshall stated that the city may need stronger language within the general plan to clarify expectations for future development proposals.

Councilman Kevin Oyler agreed and asked how the city could craft language that would clearly communicate to developers that future growth areas shown on the map are not automatically ready for immediate development approval.

David Mann explained that the city's growth management boundary is intended to address that exact issue. He stated that the annexation policy boundary represents the outer extent of

the city's long-term planning area, while the growth management boundary determines where growth is actually appropriate in the near term.

David Mann explained that if areas north of 400 North or west of Interstate 15 are not yet ready from an infrastructure standpoint, including roads, utilities, and land use support systems, then those areas should remain outside the growth management boundary until the city later determines conditions are appropriate for expansion.

Councilman Kevin Oyler responded that he liked that approach.

Cory Pierce then directed the council to the relevant draft goal language located on page 47 of the general plan document.

Councilman Shane Marshall explained that he had previously recommended adding introductory language to the goals and strategies section clarifying how the goals should be interpreted and applied. He stated that city staff regularly relies on the adopted goals when preparing recommendations to the council, and therefore the intent of the goals needs to be very clear.

Councilman Shane Marshall proposed language stating that the goals and strategies are intended to provide policy direction only and do not automatically create zoning entitlements, development rights, service obligations, or guaranteed approval timelines.

Councilman Shane Marshall further stated that implementation decisions should always consider infrastructure capacity, fiscal sustainability, existing laws, private property rights, and other practical considerations before development proceeds.

Councilman Shane Marshall reiterated that his concern was making sure the public understands that future land use maps show general long-term intentions rather than guaranteeing immediate development rights.

Councilman Shane Marshall stated that the growth management boundary is specifically intended to prevent premature development in areas where infrastructure is not yet available.

Seth Perrins then referenced specific draft goals within the document that already address many of those concerns. He pointed to Goal 112, which states that the city should approve annexations only within the adopted growth management boundary.

Seth Perrins also referenced Goal 114, which states that the city should expand the growth boundary west of Interstate 15 only when major infrastructure projects are complete or underway.

Seth Perrins explained that those two goals together are intended to communicate that development west of Interstate 15 is not appropriate today and may still not be appropriate several years from now unless major transportation improvements such as the future Center Street interchange are funded and actively under construction.

Mayor Mike Mendenhall agreed with that interpretation.

Councilman Kevin Oyler stated that after reviewing the language, he felt more comfortable because the goals effectively require transportation and infrastructure improvements to occur before the city expands the growth management boundary.

Seth Perrins then raised a practical example already facing the city. He referenced the proposed annexation study area near 1040 West, which lies west of Interstate 15 and currently lacks the infrastructure contemplated by the draft goals.

Seth Perrins questioned whether adoption of the new general plan goals would effectively require the city to stop considering that annexation study because it conflicts with Goals 112 and 114.

Seth Perrins stated that if the council adopts those goals, staff would then have a very clear basis for telling future applicants that certain annexation requests are premature because the required infrastructure is not yet in place.

Councilman Kevin Oyler pointed out that the 1040 West proposal is somewhat different because the city has already accepted the annexation study application and begun discussions with the applicant.

Mayor Mike Mendenhall added that the applicant's likely argument would be that they are attempting to study and answer exactly those infrastructure questions through the annexation process itself. He noted that the council previously directed the applicant to continue studying the issues and return with additional information.

Seth Perrins responded that during prior discussions, the applicant had intentionally avoided addressing the larger transportation questions and instead focused only on other portions of the proposal. He referred to transportation as "the big ugly gorilla" that had not yet been fully addressed.

Councilman Shane Marshall remarked that the city should not avoid discussing the transportation issue simply because it is difficult or inconvenient.

Seth Perrins agreed and stated that the applicants associated with the west-of-Interstate-15 annexation proposal have largely focused on discussing secondary issues while postponing the much larger transportation conversation.

Seth Perrins explained that the applicants are fully aware that transportation infrastructure west of Interstate 15 presents a significant challenge for their proposal.

Seth Perrins stated that if the council ultimately decided to stop studying the annexation proposal because of those transportation concerns, the applicants would likely be disappointed but would not be surprised because the issue has already been clearly communicated to them.

Councilman Kevin Oyler responded that the existing goal language discussed earlier largely

resolved his concerns about west-side growth timing and infrastructure coordination.

Mayor Mike Mendenhall then asked the council what additional general plan topics remained for discussion.

Councilman Kevin Oyler shifted the conversation toward another future growth area located north of the hospital near the Dry Creek interchange.

Seth Perrins clarified that Councilman Kevin Oyler was referring to the Dry Creek area.

Councilman Jesse Cardon directed the group back to the primary future land use map on page 17 of the draft document.

Councilman Shane Marshall questioned whether the city currently designates only one official “gateway” area in the general plan.

Councilman Jesse Cardon responded that he believed there were two gateway areas identified within the draft plan.

Councilman Kevin Oyler stated that he thought the city had only formally planned one gateway area.

Councilman Shane Marshall expressed concern that the terminology being used in the draft document, particularly “focus growth areas” and “gateway areas,” had become confusing and inconsistent.

Seth Perrins acknowledged that concern and stated that David Mann was already working on clarifying the terminology associated with focus growth areas and gateway areas within the document.

David Mann explained that the original “gateway” concept was introduced by the city’s consultants during earlier planning discussions as a way to identify locations where more intense development could potentially occur.

David Mann stated that confusion arose because the same terminology was being used in multiple different ways throughout the draft plan.

David Mann explained that renaming some of those areas as “focus growth centers” would help clarify the city’s intent by identifying geographic locations where future small-area planning studies could occur instead of trying to resolve every detail within the citywide general plan itself.

David Mann used the Dry Creek interchange area as an example and stated that once the interchange opens and development activity increases, the city may eventually choose to complete a more detailed focused planning study for that specific area rather than relying solely on the broader citywide general plan.

David Mann explained that once the Dry Creek interchange opens and development activity

begins increasing in that area, the city may want to conduct a more detailed planning study for the surrounding corridor so development can occur cohesively rather than through piecemeal or “one-off” decisions.

Mayor Mike Mendenhall responded that David Mann was making a reasonable point.

Councilman Shane Marshall then asked whether there was a specific map showing the exact boundaries of the “focus growth centers” being discussed.

David Mann explained that no precise boundaries currently exist for those areas because the concept is intended to identify general locations rather than exact mapped districts.

David Mann stated that the identified areas generally include the station area, the Benjamin interchange area, and other locations where major transportation changes are expected to occur. He explained that the concept generally contemplates an area roughly within a half-mile radius surrounding those future infrastructure nodes.

Councilman Shane Marshall summarized that understanding by stating that the city was essentially discussing the station area and the future interchanges.

Seth Perrins clarified that the concept effectively applies to all three future interchange areas, including Dry Creek, Center Street, and Benjamin.

Councilman Shane Marshall expressed concern about the phrase “focus growth center” because it could imply that the city intends to direct or concentrate all future growth into those locations.

Mayor Mike Mendenhall suggested that the city’s intent was more about focusing planning resources and future study efforts in those areas rather than concentrating all growth there.

David Mann agreed and clarified that each of the identified areas would likely require different planning approaches. He stated that the Benjamin interchange area, for example, would likely be treated very differently than the station area because the transportation patterns, land uses, and infrastructure opportunities are substantially different.

Councilman Shane Marshall stated that he agreed with the overall concept being proposed. He explained that he supported conducting more detailed corridor-level or small-area studies in key transportation areas where future growth patterns will become more complicated and require more granular analysis than the broader citywide general plan can provide.

Councilman Shane Marshall used the future Dry Creek connection corridor into Spanish Fork as an example of an area where more detailed planning analysis would likely be appropriate in the future.

David Mann confirmed that Councilman Shane Marshall’s interpretation matched the city’s intended concept.

Councilman Shane Marshall reiterated that while he supported the planning concept itself,

he disliked the terminology “focus growth center” because he believed it unintentionally communicated that the city intended to concentrate growth there rather than simply study those areas more closely.

David Mann responded that he was not committed to the terminology and was open to changing the wording to something clearer if the council preferred.

Mayor Mike Mendenhall concluded that the discussion had produced useful direction for staff and stated that the council seemed to agree that a better term than “focus growth center” should likely be explored.

Councilman Shane Marshall remarked that he was finally beginning to collect a few “wins” during the lengthy general plan discussion.

Councilwoman Stacy Beck stated that the council likely needed to address comments that had been submitted by Richard and Joe regarding the Canyon Creek area.

Councilman Kevin Oyler said the Canyon Creek area deserved additional discussion, particularly because Canyon Creek Parkway is expected to be rerouted and connected to the new Dry Creek interchange once construction is completed.

Councilman Kevin Oyler noted that the current draft map showed a combination of commercial and “gateway” land use designations in the area. He explained that gateway designations generally allow a mixture of higher-density residential and commercial uses.

Councilman Kevin Oyler questioned whether it would make more sense to separate those uses more deliberately rather than leaving the broad gateway designation in place. He specifically expressed concern that the current designation could allow four-story apartment developments to line Canyon Creek Parkway if a developer chose to pursue that option.

Councilman Kevin Oyler emphasized that the gateway designation does not require a balanced mix of commercial and residential uses. Instead, a developer could theoretically build mostly residential units within the designated gateway area if approved.

Councilman Kevin Oyler also noted that Canyon Creek Parkway is expected to become a major north-south transportation corridor west of Interstate 15 once it fully connects into Springville. He questioned whether the city should therefore plan for additional commercial uses adjacent to that roadway rather than maintaining broader gateway zoning concepts.

Seth Perrins indicated that he wanted to provide additional information related to traffic and transportation patterns in the area and stated that he was sending an image to staff member Jack for display.

Councilman Shane Marshall then asked Mayor Mike Mendenhall whether he could attempt another motion directing staff toward a specific planning action.

Mayor Mike Mendenhall jokingly responded that he was “keeping stab marks” as Councilman Shane Marshall continued making procedural motions throughout the evening.

Councilman Marshall ▾ **Moved to direct staff to start a small area plan for the Canyon Creek Dry Creek area so that we can talk about that in detail in that context.**

Councilman Oyler ▾ **Seconded** and the motion there was no roll call vote.

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Mayor Mike Mendenhall asked Councilman Shane Marshall to clarify the geographic area he intended to include in the proposed study.

Councilman Shane Marshall responded that he generally meant the Canyon Creek area surrounding the Dry Creek interchange, though he acknowledged the exact study boundaries could still be refined.

Councilman Jesse Cardon suggested simply referring to the area as the “Canyon Creek area” for planning purposes.

Councilman Shane Marshall stated that he believed the city needed to “drill down” into the corridor and study it more carefully because of the transportation changes already underway and the future development potential associated with the interchange.

Councilman Shane Marshall specifically referenced comments previously made by Richard, stating that Richard had brought forward useful information regarding what future development opportunities might exist in that area.

Councilman Kevin Oyler agreed and said the city could not afford to “miss the boat” on planning decisions surrounding the new interchange area because development pressures were already beginning to emerge there.

Councilman Shane Marshall formally stated that his motion would direct staff to begin a small area study focused on the Canyon Creek corridor.

Councilwoman Stacy Beck asked whether the city could still proceed with approval of the broader general plan document while simultaneously conducting a more detailed future study of the Canyon Creek area.

Councilman Shane Marshall responded that the city could move forward with the general plan while still undertaking the small area planning study afterward.

Seth Perrins then suggested possible study boundaries, describing an area generally extending from Highway 6 to Dry Creek Parkway and from Interstate 15 westward toward the old Springville Highway corridor.

Councilman Kevin Oyler agreed with those suggested study boundaries and specifically referenced the old Springville Highway corridor as part of the broader area that deserved additional planning attention.

Seth Perrins clarified that the roadway being discussed was Highway 51.

Councilman Kevin Oyler agreed with the proposed study area boundaries and stated that whatever land fell within that broader corridor should be included in the small area planning effort.

Mayor Mike Mendenhall acknowledged the proposal and allowed the discussion to continue.

Councilman Shane Marshall stated that he supported the idea of the small area study and considered it an important next step for the Canyon Creek corridor discussion.

Councilman Kevin Oyler also stated his support and praised the proposal, saying he “loved” the concept of doing a more detailed study of the area.

Mayor Mike Mendenhall jokingly referred to the action as “a motion direction from Shane” and humorously added that Councilman Oyler appeared to be “done” after agreeing with the proposal.

Councilwoman Stacy Beck observed that the council had now given staff very clear direction that the Canyon Creek area should be examined in greater detail soon.

Mayor Mike Mendenhall commented that some people present might still be concerned about whether the broader general plan itself would ultimately be adopted that evening.

Councilman Jesse Cardon clarified that the purpose of the discussion was to address the Canyon Creek area before the broader general plan was finalized.

Councilman Kevin Oyler stated that he preferred addressing the larger area comprehensively now rather than trying to revise it later after the general plan was already adopted. He acknowledged, however, that staff timing and scheduling constraints could make that difficult.

David Mann responded that the general plan was intended to evolve over time and emphasized that the city could complete a small area study later and then amend the general plan relatively quickly based on the findings of that study.

Councilman Shane Marshall agreed with that concept but added that if Richard wanted changes to happen faster than the broader study process would allow, Richard could pursue a site-specific proposal directly with the city.

Seth Perrins confirmed that applicants always have the option of pursuing property-specific requests through the community development process.

Mayor Mike Mendenhall clarified for the audience that Councilman Shane Marshall was

referring specifically to a general plan amendment for Richard's individual property and not a redesignation of the entire gateway area.

Councilman Shane Marshall confirmed that distinction and reiterated that the broader Canyon Creek area still needed a comprehensive planning discussion separate from any single parcel application.

Councilman Kevin Oyler agreed, explaining that the council's larger concern was getting the entire area planned correctly rather than focusing solely on one property owner's request.

Councilman Shane Marshall emphasized again that whatever the city ultimately decided for the broader Canyon Creek area would naturally influence decisions about any future requests on individual properties within that corridor.

Mayor Mike Mendenhall then addressed Richard directly, saying that the council had now effectively put Richard "on the record" as intending to submit an application to the development department soon.

Councilman Shane Marshall acknowledged Richard and indicated that staff would likely be prepared to discuss application materials with him the following morning.

Seth Perrins briefly interjected at the beginning of the discussion as the council transitioned into talking about the FrontRunner station and broader transit planning issues.

Seth Perrins provided financial context regarding UTA funding. He explained that Spanish Fork contributes a substantial amount of sales tax revenue toward UTA services, estimating that roughly 1% to 1.5% of the city's sales tax collections go toward transit funding.

Seth Perrins stated that 1% of Spanish Fork's sales tax revenue equals approximately \$15 million annually, meaning the city already contributes a significant amount of money into the regional transit system.

He explained that because of the state's allocation formulas, Spanish Fork does not necessarily receive back the full percentage it contributes, though he noted that this is not inherently a bad thing within the broader funding structure.

Seth Perrins emphasized that even without a local FrontRunner station, Spanish Fork residents are already financially supporting the regional transit network through those tax contributions.

Councilman Kevin Oyler initiated the discussion regarding the FrontRunner station and broader transit planning west of Interstate 15. He explained that the council had recently received an email questioning whether Spanish Fork actually needed or wanted a station.

Councilman Kevin Oyler stated that because the issue had been raised publicly, he felt the council should openly discuss it. He referenced prior discussions about possibly relocating a station farther north into a different growth area near the Canyon Creek corridor.

He asked Councilman Shane Marshall whether any recent conversations had occurred with Springville regarding station relocation concepts.

Later, Councilman Kevin Oyler intentionally played “devil’s advocate” and asked the council to explain why a station would benefit Spanish Fork residents. He specifically questioned how residents would gain value from having a station locally.

Councilman Kevin Oyler provided his own example from Nu Skin, explaining that he knows employees and coworkers who currently ride FrontRunner into Provo from northern communities because a station already exists there.

He then shifted the conversation toward funding and asked who actually pays for UTA infrastructure and station construction.

Councilman Kevin Oyler pointed out that Spanish Fork residents already pay taxes into the transit system despite lacking direct FrontRunner access. He argued that from a taxpayer perspective, having a local station would allow Spanish Fork residents to finally benefit more directly from a system they already subsidize.

He summarized the issue by noting that Spanish Fork could theoretically continue paying into UTA while neighboring cities like Springville and Payson received the major station infrastructure benefits.

Councilman Kevin Oyler agreed with Seth Perrins’ assessment that the amount of money being contributed by Spanish Fork toward UTA services is significant.

Councilman Shane Marshall responded to Councilman Kevin Oyler’s question regarding discussions with Springville. He explained that he had only one brief conversation approximately eighteen months earlier regarding potential station relocation ideas and stated that the concept was not well received at the time.

Later, Councilman Shane Marshall argued that one of the biggest concerns consistently identified in city surveys is traffic congestion, especially related to US-6.

He stated that expanding transit access through a FrontRunner station or other forms of mass transit would help reduce congestion by taking some commuters out of personal vehicles and onto transit systems.

Councilman Shane Marshall emphasized that South Utah County will eventually outgrow its roadway capacity regardless of how many highways are built. He argued that long-term transportation solutions will require viable transit alternatives.

When Councilman Kevin Oyler asked who pays for UTA infrastructure, Councilman Shane Marshall answered that all Utah taxpayers contribute to the transit system.

Mayor Mike Mendenhall stated that it would be short-sighted for Spanish Fork to abandon the idea of a station simply because Springville preferred keeping its own station in its currently planned location.

He explained that Springville has already made long-term plans around its station and therefore could not reasonably be criticized for wanting to maintain that planning direction.

Mayor Mike Mendenhall argued that Spanish Fork residents should not conclude that the city therefore does not need a station of its own.

He explained that many Spanish Fork residents already drive north to Provo early in the morning in order to access FrontRunner service toward Lehi or Salt Lake City.

Mayor Mike Mendenhall also noted that Spanish Fork currently receives some transit services through bus routes even without a local FrontRunner station.

Throughout the discussion, Mayor Mike Mendenhall encouraged the council to think long-term about transportation needs and regional growth pressures rather than focusing only on current conditions.

Councilwoman Stacy Beck concluded the discussion segment by emphasizing that Utah County's population is projected to roughly double over the next several decades, with much of that growth expected to occur in southern Utah County.

She argued that because of those growth projections, transportation planning and transit infrastructure will become increasingly important for communities like Spanish Fork moving forward.

Seth Perrins stated that future population growth in southern Utah County will require expanded transit infrastructure. He explained that as communities continue growing farther south, the need for transportation alternatives will only increase.

Councilman Kevin Oyler agreed with Seth Perrins' point regarding continued southern growth and future transit demand.

Seth Perrins added that much of the region's future development pressure and transportation focus is expected to move farther south over time.

Councilman Landon Tooke briefly added that he believed much of the transportation focus and growth pressure would indeed continue shifting southward.

Councilman Shane Marshall emphasized that the need for a FrontRunner station in Spanish Fork is not being driven by the city's station area plan itself. Instead, he argued that the transportation realities and traffic demands of South Utah County are what create the need for expanded transit access.

Councilman Jesse Cardon briefly interjected during Councilman Shane Marshall's explanation regarding the transportation needs driving future transit expansion.

Councilman Shane Marshall reiterated that regardless of whether the city has a station area plan or not, the underlying transportation demand still exists and will continue growing.

Councilman Kevin Oyler agreed and stated that the station discussion is fundamentally about responding to an actual transportation need.

Councilman Shane Marshall noted that Payson may currently have a greater immediate need for a station because development there has already expanded rapidly. He suggested there is a realistic possibility that Spanish Fork may not receive a station immediately but instead may grow into the need over time.

Mayor Mike Mendenhall shifted the conversation toward employment growth and economic development in South Utah County. He explained that many of the region's major employment investments have centered in Spanish Fork rather than neighboring communities.

Mayor Mike Mendenhall stated that while some neighboring communities may currently contain more residential growth near the freeway, Spanish Fork had become a major employment center because of the city's investments and economic development efforts.

He predicted that future traffic patterns will increasingly include commuters traveling south into Spanish Fork for work rather than only northbound commuting patterns.

Mayor Mike Mendenhall explained that as employment opportunities continue expanding in Spanish Fork, the city will likely see growing numbers of inbound commuters from surrounding communities.

Councilman Shane Marshall then shared a recent conversation he had with a local schoolteacher named Eric from the junior high school. He explained that Eric questioned why Shane had previously suggested moving the station farther north because, from a transportation standpoint, the current proposed location appeared to make more sense.

Councilman Shane Marshall said he explained to Eric that his preference for a northern station location was based largely on financial and practical realities. He argued that constructing a station at Center Street would require a much larger and more expensive infrastructure effort, making implementation likely much farther in the future.

He stated that a northern station location would require a significantly smaller financial investment and could potentially be developed much sooner.

Councilman Shane Marshall also explained that there are already active development discussions occurring near the northern area, and he believed a station there could help support those developments and improve regional access more quickly.

He acknowledged that the northern location may not be the "perfect" location from a transportation perspective but argued that it may be the most realistic location financially and logistically in the near term.

Councilman Shane Marshall added that the schoolteacher's primary concern was ensuring residents could still conveniently access the station by bicycle or alternative transportation

methods.

Councilman Kevin Oyler responded that one of the advantages of the currently proposed location is that it would connect very naturally into Spanish Fork's trail system and active transportation network.

Councilman Shane Marshall agreed that bike connectivity is an important issue but argued that solving bicycle access problems would still be much less expensive and complicated than constructing an entirely new \$150 million interchange at Center Street.

Councilman Kevin Oyler stated that if UTA is identifying a future transit need in Spanish Fork, even if that need may not materialize for twenty years, the city still has a responsibility to begin preparing for the most successful future station location possible. He said that, in his view, this preparation is the primary purpose behind the station area plan discussions.

Councilman Shane Marshall agreed with that concept but cautioned that until UTA officially decides where a station will actually be located, every possible station location remains speculative. He argued that the city can study and prepare, but ultimately UTA still controls the final decision.

Councilman Kevin Oyler then compared the station discussion to the broader west of I-15 planning conversations. He questioned how the city should connect long-term station planning with future development and infrastructure expansion west of the freeway.

Mayor Mike Mendenhall pointed out that significant public resources and taxpayer dollars have already been spent studying and planning for a Center Street interchange, including property acquisition and right-of-way work.

Councilman Shane Marshall clarified that while substantial work has occurred regarding the Center Street interchange itself, no equivalent formal commitment has been made specifically regarding the station location.

Councilman Kevin Oyler responded that the interchange and station should be viewed as separate issues. He explained that the city could eventually receive a Center Street interchange while still not receiving a station at that location.

He then raised a concern that if the city designates a specific area in the general plan as a station area with very high density expectations, but UTA later places the station elsewhere, the city could end up planning around an incorrect assumption.

Councilwoman Stacy Beck commented that future station placement decisions may ultimately be handled by future councils at a later date.

Councilman Shane Marshall acknowledged that possibility and said the city can only do its best with the information currently available. He argued that the planning work already completed for the station area plan is still valuable and transferable even if the final station location changes.

He explained that many of the concepts developed during the station area planning process could be adapted relatively easily to a different location if UTA ultimately selected another site.

Councilman Shane Marshall also emphasized that the Center Street interchange remains critically important regardless of station placement because it is necessary to help address traffic and congestion issues on Main Street.

He then shared examples from his prior work experience in Davis County, where local cities often expressed their preferred transportation outcomes to the state even though they understood the final decisions ultimately belonged to state transportation agencies.

Councilman Shane Marshall said he believes Spanish Fork should similarly provide UTA with a clear direction and recommendation regarding preferred station placement so that UTA understands the city's priorities as future studies continue.

He explained that UTA has not yet begun formal environmental work for the station and that current efforts remain primarily in the planning and conceptual stage.

Councilman Jesse Cardon briefly agreed that significant work still remains before any final decisions occur.

Councilman Shane Marshall continued by arguing that if the city is comfortable with a Center Street station location, then the city should formally communicate that preference to transportation decision-makers so they know where to focus future studies and resources.

He acknowledged that some residents would likely disagree and argue that a northern station location would be too close to existing stations, but he countered that the train would already be slowing down through the area regardless because it would not be traveling at full speed between Springville and Spanish Fork.

Councilman Shane Marshall questioned why the city should wait twenty or twenty-five years for a station opportunity if a northern location could potentially become operational much sooner.

He argued that a northern station location could allow Spanish Fork to begin benefiting from transit-oriented development and transportation access much earlier than waiting for a full Center Street interchange and station buildout.

Mayor Mike Mendenhall responded by raising concerns about land acquisition timing. He questioned whether UTA would prefer to purchase land while it remains agricultural or undeveloped rather than after surrounding development has already occurred.

Councilwoman Stacy Beck also questioned whether sufficient funding would realistically exist to simultaneously construct stations in both Springville and Spanish Fork.

Councilman Shane Marshall replied that the likely future goal would be for UTA to seek broader federal funding through the Federal Transit Administration for a larger regional rail

expansion corridor extending southward, potentially including multiple stations between Provo and Payson.

He concluded by warning that if UTA proceeded with station planning today, a Center Street station would likely not be built immediately because the necessary interchange and access infrastructure do not yet exist. In that scenario, he argued, Spanish Fork could miss transit opportunities for many years while waiting for the interchange to eventually be completed.

Mayor Mike Mendenhall agreed that the current planning documents are intentionally identifying where a future station could logically go if transit expansion eventually occurs, but he characterized the situation as a classic “chicken and the egg” problem because infrastructure, development, and transit planning are all dependent on one another.

Councilman Kevin Oyler acknowledged the complexity of the situation and expressed uncertainty about the ultimate outcome.

Councilman Shane Marshall agreed with the mayor’s assessment.

Mayor Mike Mendenhall then emphasized that no immediate or concrete changes were being made regarding the station issue and stated that the matter would likely continue as part of future general plan discussions as additional clarity becomes available over time.

He then asked the council if there were any additional directions or unresolved concerns members still wanted to discuss regarding the general plan.

Councilman Kevin Oyler responded that he had already addressed all the items on his personal list of concerns and suggestions.

Mayor Mike Mendenhall then asked David Mann whether staff had any remaining questions for the council based on the various discussions and directions that had been provided during the meeting.

David Mann returned to the earlier council motion regarding the proposed APA overlay map and asked whether the council wanted any specific explanatory text or narrative added to the document beyond what already existed in the draft general plan.

Councilman Jesse Cardon responded that he envisioned only simple explanatory language identifying what the map represented and clarifying that the new graphic combined the existing map exhibits into a single layered visualization showing the APA overlay together with the underlying land use designations.

Councilman Shane Marshall commented that the council member who originally made the motion could potentially help provide some suggested wording or guidance for the text.

Councilman Jesse Cardon jokingly replied that staff members are also paid to help prepare that type of explanatory language and humorously referenced ChatGPT as another possible drafting tool.

Councilman Shane Marshall clarified that the council was not requesting anything elaborate or overly detailed.

Mayor Mike Mendenhall summarized that the intent was simply to include straightforward descriptive language explaining what viewers were seeing in the combined map graphic.

David Mann acknowledged the clarification and indicated he understood the direction being provided.

Councilman Shane Marshall then requested that staff pull up page nine of the document so he could ask one additional question related to the draft general plan.

Councilman Jesse Cardon interrupted to ask for a quick “hands up” check among the council members as the discussion continued.

Councilman Shane Marshall continued preparing his next question regarding the draft general plan language.

Councilman Shane Marshall directed attention to the “key takeaways” section on page nine of the document, specifically referencing the gray summary box. He asked whether the city’s growth boundary policy could be acknowledged more directly within that summary section.

He explained that if the city intends to continue using the growth boundary concept, then the summary language should recognize that some currently vacant areas shown on the maps are outside the city’s intended near-term growth areas and are not presently expected to develop.

Councilman Kevin Oyler asked for clarification about exactly which portion of the document Councilman Shane Marshall was referencing.

Councilman Shane Marshall reiterated that he was specifically discussing the page nine key takeaway section.

Mayor Mike Mendenhall acknowledged the point being raised.

Councilman Shane Marshall elaborated that the current language could unintentionally suggest that all of the large vacant parcels shown on the map are immediately available or intended for development, even though the city has already adopted growth boundary policies signaling that some of those areas are not planned for near-term expansion.

David Mann responded that additional clarification could likely be added through another bullet point or some supplementary explanatory language in the key takeaway section.

He explained that the broader document already transitions shortly afterward into discussions about growth boundaries and protection areas, but he agreed that the earlier summary section could probably better acknowledge that context.

David Mann clarified that the original intent of the page nine discussion was simply to

identify the city's remaining larger-scale development opportunities where thoughtful, coordinated planning could occur over the next ten, twenty, or thirty years.

He explained that those larger properties create opportunities for cohesive neighborhood design, unlike smaller infill projects on irregular or constrained parcels where development options are much more limited.

Councilman Shane Marshall said he understood the intent behind the language but worried that the wording could still be interpreted as encouraging developers to focus attention on every large vacant parcel shown on the map, including areas the city may not currently want to urbanize.

He suggested adjusting the language so the section refers to "opportunities" rather than implying those areas are fully "available" for development.

Seth Perrins responded by saying he understood the concern being raised and acknowledged that the section may unintentionally create confusion.

He explained that page nine was intended primarily as guidance for city leadership rather than as a recruitment tool for developers.

Seth Perrins said the purpose of the section was to remind council members that when large twenty-acre or similarly sizable parcels eventually come forward for development, the city should treat those opportunities carefully because they allow for more thoughtful master planning, mixed-use concepts, or complete neighborhood design.

He contrasted those large-scale opportunities with smaller one-acre, two-acre, or five-acre parcels where development typically becomes more limited and fragmented due to site constraints and roadway requirements.

Seth Perrins admitted that if the section was instead creating confusion or implying unintended development encouragement, then removing or substantially revising page nine might be the better solution.

David Mann suggested simplifying the entire page nine discussion into a single concise strategy statement. He proposed language explaining that if the city's growth boundary eventually expands to include larger-scale properties, then the council should prioritize quality planning and coordinated development decisions for those areas.

Councilman Shane Marshall responded positively to that approach and said he was comfortable with reframing the language into a future-oriented strategy rather than wording that could sound like an invitation to "take advantage" of large undeveloped parcels whenever they become available.

Mayor Mike Mendenhall agreed with the revised framing.

Councilman Shane Marshall reiterated that he preferred the more limited strategic wording because it better reflected the city's intent without implying that all large parcels were

immediately open for development opportunities.

Seth Perrins confirmed that this was the original intent staff had been trying to communicate and acknowledged that if the wording was creating confusion, then simplifying or restructuring the section made sense.

Councilman Shane Marshall then recommended simply removing page nine in its current form and replacing it with a brief one-line strategy statement instead.

Seth Perrins agreed with that suggestion and commented that removing the page entirely would actually simplify the document while eliminating the unintended confusion.

Councilman Shane Marshall said the revised approach resolved his concerns.

Councilwoman Stacy Beck noted that this brought the council to a fourth area of agreement during the discussion.

Councilman Kevin Oyler agreed with the proposed revision as well.

Seth Perrins then paused to confirm whether the broader council generally agreed with the proposed direction or whether the concern belonged only to Councilman Shane Marshall.

Councilman Kevin Oyler indicated he was comfortable with the revision.

Councilman Shane Marshall encouraged the other council members to visibly nod their heads so staff could see the agreement more clearly.

Councilwoman Stacy Beck added that the group should help eliminate any remaining confusion for Seth Perrins.

Councilman Shane Marshall thanked the group and declared he was finally ready to call it a night.

Seth Perrins confirmed that staff would revise the content into a strategy-style statement rather than maintaining the existing page nine format.

Mayor Mike Mendenhall summarized the direction by stating that page nine would effectively become a strategy section rather than a standalone development opportunities page.

Seth Perrins then reviewed the specific council directions staff had recorded during the meeting. He summarized the first direction as adding a combined general plan and APA overlay map to the document.

He identified the second direction as initiating a focused study of the Dry Creek area.

He identified the third direction as removing page nine in its current form and converting its concepts into a simpler strategy statement instead.

Councilman Jesse Cardon teased Seth Perrins for using especially formal wording and extra syllables while summarizing the council's directions.

Councilman Shane Marshall clarified that an additional discussion item still needed to be included regarding the terminology surrounding the "focus growth center" language.

Seth Perrins acknowledged that he had missed that point during his summary and asked whether that discussion related specifically to the station area plan terminology.

Councilman Shane Marshall clarified that his final concern was not specifically about the Center Street station area itself, but rather about better defining and renaming the broader "focus growth centers" terminology used throughout the draft general plan.

Seth Perrins acknowledged the clarification and abbreviated the term as "FGC" while confirming that the concern related to the wording and overall concept rather than a specific geographic location.

Councilman Jesse Cardon agreed and stated that the issue was primarily about changing the wording to something less confusing and more descriptive.

Seth Perrins then summarized the direction as clarifying or renaming the "focused growth center" terminology to something that more accurately communicated the city's intent.

Councilman Kevin Oyler agreed with that direction.

Seth Perrins suggested language more along the lines of a "focused growth study area" or similar wording that emphasized future study and planning rather than implying concentrated development.

He then confirmed that David Mann had noted the direction regarding the terminology change.

Seth Perrins checked in with City Attorney Vaughn Pickell to see how he was feeling after the lengthy and detailed discussion.

Councilman Shane Marshall humorously commented that Vaughn appeared slightly nervous.

Seth Perrins stated his own discomfort from the length of the meeting while Mayor Mike Mendenhall observed that everyone probably wanted a break but that Vaughn still appeared comfortable with the process.

Councilman Jesse Cardon added that everyone likely also simply wanted to go home at that point in the evening.

Mayor Mike Mendenhall then stated that the council needed to decide procedurally how to move forward with the item.

Seth Perrins explained that the council technically did not need to formally table the general

plan item, although they certainly could if they preferred.

Mayor Mike Mendenhall pointed out that because the council had already held the required public hearing, they could instead simply provide direction to staff, allow revisions to be prepared, and then continue discussions at the next meeting without necessarily tabling the item outright.

He also encouraged staff to communicate draft revisions and updated materials to council members before the next meeting if possible.

Seth Perrins agreed and said staff would begin working on the requested revisions immediately and would try to distribute updated materials as soon as possible.

Mayor Mike Mendenhall remarked that the revised materials would likely come together over the next couple of weeks and noted that some of the requested adjustments might also be new for staff to fully work through.

Seth Perrins then joked that David Mann appeared excited by the planning and study work that had been assigned during the discussion.

David Mann confirmed that he was already mentally working through how to revise the document and incorporate the council's requested changes.

Seth Perrins compared David Mann's enthusiasm for planning work to a child excited about going to Disneyland.

Mayor Mike Mendenhall agreed that David Mann genuinely enjoys this type of planning work.

Councilman Jesse Cardon stated that another staff member named David was hopefully no longer watching the late-night meeting remotely from Tennessee.

Councilwoman Stacy Beck added that the other David likely should have already gone to bed by that point in the evening

Seth Perrins stated that the remote staff member from Tennessee had probably fallen asleep during the lengthy meeting discussion.

Cory Pierce humorously compared David Mann's excitement about planning work to the kind of enthusiasm some people have for wastewater treatment systems.

Mayor Mike Mendenhall agreed with the comparison.

Councilman Jesse Carson relayed that David Mann likely enjoyed the planning discussion because it was much easier than dealing with some of the city's other technical infrastructure issues.

Mayor Mike Mendenhall observed that the council dais was simply full of people who are passionate about their various professional and civic interests.

Councilman Shane Marshall humorously remarked that converting wastewater into usable water through mathematical equations sounded like a much better conversation topic.

Mayor Mike Mendenhall then shifted the conversation back to procedural matters and asked whether the proposed growth management boundary amendment was essentially tied to the same general plan issues the council had just spent extensive time discussing, or whether it should be treated as a separate issue.

F. Ordinance adopting Growth Management Boundary

David Mann explained that earlier discussion had briefly touched on the 1050 annexation area and whether it should or should not be included within the city's growth boundary.

He indicated that some uncertainty still existed regarding that specific issue and suggested it might make sense to revisit the growth boundary amendment again after the broader general plan revisions and discussions were completed.

Mayor Mike Mendenhall clarified that the growth management boundary amendment was technically listed as a separate ordinance item later on the meeting agenda and not formally part of the same general plan motion currently being discussed.

Seth Perrins confirmed that the growth management boundary amendment was indeed a separate ordinance item.

He then explained that the council could either choose to discuss and act on the boundary amendment immediately that evening or postpone it and continue the discussion later after additional general plan revisions were completed.

Seth Perrins added that staff would be comfortable proceeding either way depending on the council's preference.

Councilman Kevin Oyler said he personally believed the council should wait before acting on the separate growth management boundary ordinance because it included the proposed 1040 West annexation area and still needed additional consideration.

Seth Perrins responded that staff would appreciate the council carefully considering whether they actually wanted that annexation area included within the growth management boundary.

He explained that staff mainly needed clear direction from the council on whether the area should remain inside or outside the boundary moving forward.

David Mann clarified that there were currently two pending annexations reflected within the proposed growth boundary map.

He noted that both annexations were still in early study phases and had not yet reached formal public hearing stages.

Mayor Mike Mendenhall acknowledged that the discussion had become somewhat confusing because several related annexation and growth boundary issues were being discussed simultaneously.

Councilwoman Stacy Beck then returned the conversation to the earlier Ninth South discussion and asked whether the council was simply allowing that issue to fade away without any clear resolution or direction.

Councilman Jesse Cardon responded that he believed the residents who felt strongly about changing the land use designation in that area should formally pursue a general plan amendment request.

He explained that the council had already seen development concepts for the area and that changing the designation preemptively could affect future proposals and negotiations.

Councilman Kevin Oyler agreed with that assessment.

Councilwoman Stacy Beck acknowledged the explanation and appeared satisfied with the response.

Mayor Mike Mendenhall added that he understood and sympathized with the concerns raised by nearby residents because he regularly drove through the area himself and understood the transportation limitations.

He noted that without roadway improvements, additional residential development in that area would indeed create challenges.

However, he also expressed the opinion that some roadway and infrastructure improvements could actually come as part of responsible future development in the corridor.

He specifically mentioned possibilities such as sidewalks and widened streets being constructed through future projects.

Councilman Shane Marshall said the council was getting very close to finalizing the general plan and emphasized that he did not believe another formal motion was necessary at that moment.

Still, he stated that he believed Commissioner Woodhouse's concerns about Ninth South were legitimate and reasonable.

Marshall said he personally would be comfortable designating that area as low density residential if the council chose to do so.

He also reiterated that he still had unresolved concerns about the large agricultural designation west of Interstate 15 near the future interchange area and felt additional future discussion would likely be needed there as well.

At the same time, Marshall stressed that the general plan was intended to remain a living

document that could evolve through future amendments whenever needed.

He emphasized that any resident or council member who later believed mistakes had been made should feel welcome to return and request further discussion or amendments.

Mayor Mike Mendenhall reinforced that point by noting the city's general plan had already been amended approximately thirteen times over the years and would almost certainly continue evolving in the future.

Councilman Kevin Oyler agreed that amendments and revisions were a normal part of the planning process.

Councilman Shane Marshall reflected on his long-standing opposition to "one-off" planning decisions, acknowledging that future planning discussions might still force the council into some of those same difficult situations despite his efforts to avoid them.

He said that was one reason he strongly preferred conducting smaller area planning studies, such as the one proposed for the Canyon Creek area, rather than handling isolated changes property-by-property.

Marshall explained that future planning questions around the Benjamin interchange area would likely require additional detailed discussion as well, particularly regarding how commercial areas should transition into other land uses nearby.

Councilman Jesse Cardon added that upcoming development proposals in those areas would naturally continue driving many of those conversations anyway.

Councilman Shane Marshall agreed and said future projects would inevitably help reveal where additional general planning adjustments might become necessary.

Mayor Mike Mendenhall then asked whether the council wished to continue discussing the separate growth management boundary ordinance or simply move on to the next agenda item.

Seth Perrins suggested the council simply move on for the evening.

Councilwoman Stacy Beck agreed.

Mayor Mike Mendenhall then asked whether anyone needed a short break before moving into the Redevelopment Agency agenda items.

Councilman Jesse Cardon suggested they simply finish the remaining agenda items without taking a break.

Councilman Shane Marshall admitted he had thought the meeting was finally over already.

Mayor Mike Mendenhall concluded the segment by announcing that the meeting would now transition into the Redevelopment Agency portion of the agenda, beginning with the

consent items.

No motion was made. The City Council and Mayor discussed, found commonalities, and gave direction to staff on the General Plan for a future discussion.

Mayor Mendenhall took us to the RDA and LBA budget before the discussion item.

Councilman Cardon ▾ **Moved** to approve the **adjourn to the Redevelopment Agency**

Councilman Oyler ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:31 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

ADJOURN TO REDEVELOPMENT AGENCY:

Before moving on, Mayor Mendenhall redirected the focus momentarily, stating that he would entertain a motion to approve the Redevelopment Agency (RDA) consent items, transitioning the meeting to the next order of business. Jordan thanked the Mayor, marking a smooth shift in the agenda.

RDA CONSENT:

A. RDA Meeting Minutes 06-17-2025

Director Cardon ▾ **Moved** to approve the **Approve the RDA Meeting Minutes 06-17-2025**

Director Beck ▾ **Seconded** and the motion **Passed** with 10:31 pm

| | |
|-------------------------|-----|
| Director Kevin Oyler | Yes |
| Director Jesse Cardon | Yes |
| Director Stacy Beck | Yes |
| Director Landon Tooke | Yes |
| Director Shane Marshall | Yes |

RDA NEW BUSINESS:

A. RDA Fiscal Year 2027 Tentative Budget

Jordan Hales asked Jack to pull up the Redevelopment Agency presentation slide as the

council transitioned into the RDA portion of the meeting.

Jordan Hales then formally introduced the Redevelopment Agency budget discussion and joked that the council sounded very official once they entered the RDA portion of the meeting.

Councilwoman Stacy Beck asked whether he had just invented that level of formality on the spot.

Jordan Hales explained that the purpose of Redevelopment Agencies was to provide funding tools to help redevelop distressed or underutilized properties within the city.

He reviewed the city's multiple RDA project areas, beginning with the North Industrial Project Area located near the airport.

Hales explained that some funds still remained in that project area, but the final contracted developer work scheduled during fiscal year 2027 would use up the remaining approximately \$200,000 balance.

He next discussed the Sierra Bonita RDA area associated with the Young Living expansion project.

Jordan Hales noted that the Sierra Bonita RDA agreement would expire during fiscal year 2027 and that the tentative budget for that area was approximately \$275,000.

He then reviewed the Corona project area, which refers to the Canyon Creek RDA area.

Hales explained that the city had completed the second of ten incentive payments to Target during the current fiscal year and that fiscal year 2027 would include the third of those ten scheduled payments.

Jordan Hales then asked whether council members had any questions regarding the various RDA project areas or their related budgets.

Councilman Shane Marshall asked specifically about the negative revenue number reflected within the Sierra Bonita figures.

Jordan Hales explained that the Sierra Bonita agreement allowed Young Living to receive a portion of property taxes back through the RDA structure.

He clarified that property tax calculations include not only land and buildings but also personal property such as manufacturing equipment.

Because equipment values can depreciate over time, the resulting taxable value and revenue numbers can occasionally decline from one year to the next rather than increase.

Councilman Shane Marshall realized he had initially misread the figures and acknowledged it.

Jordan Hales further explained that under the Young Living agreement, the company was required to meet certain job creation benchmarks in order to qualify for portions of the tax reimbursement.

He noted that Young Living had failed to meet those employment benchmarks during the prior year and had apparently not submitted updated information during the current year either.

As a result, the company was not currently meeting the performance requirements outlined in the agreement.

Mayor Mike Mendenhall stated that he remembered the council previously discussing those compliance issues with Young Living.

Jordan Hales confirmed that those unmet requirements explained why the city's actual Sierra Bonita expenses during fiscal year 2025 had ended up lower than expected.

Councilman Shane Marshall acknowledged the explanation.

Jordan Hales then reminded the council that the RDA budget would follow the same timeline as the main city budget, including a public hearing scheduled for June 2nd.

Mayor Mike Mendenhall asked whether the council still needed to formally approve the tentative RDA budget and schedule the hearing.

Jordan Hales confirmed that formal approval of the tentative budget and setting the public hearing date were both still required.

Seth Perrins added that setting the hearing date was an important required step in the process.

Mayor Mike Mendenhall then entertained a motion to adopt the tentative Redevelopment Agency budget and officially schedule the public hearing.

Director Tooke ▾ **Moved** to approve the **Approve the RDA Fiscal Year 2027 Tentative Budget budget and to set a public hearing for June 2, 2026, at 6:00 p.m. during the City Council meeting to consider adoption of the final budget.**

Director Cardon ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:36 pm

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|-------------------------|-----|
| Director Kevin Oylar | Yes |
| Director Jesse Cardon | Yes |
| Director Stacy Beck | Yes |
| Director Landon Tooke | Yes |
| Director Shane Marshall | Yes |

With the RDA business completed, Mayor Mike Mendenhall then entertained a motion to adjourn and exit the Redevelopment Agency meeting session.

Councilman Cardon ▾ **Moved** to approve the **Adjourn to the Local Building Authority**

Councilwoman Beck ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:37 pm

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|-------------------------|-----|
| Director Kevin Oyler | Yes |
| Director Jesse Cardon | Yes |
| Director Stacy Beck | Yes |
| Director Landon Tooke | Yes |
| Director Shane Marshall | Yes |

ADJOURN TO LOCAL BUILDING AUTHORITY:

LBA CONSENT ITEMS:

A. LBA Meeting Minutes 05-08-2024

Trustee Cardon ▾ Moved to **Approve LBA Meeting Minutes 06-17-2026**

Trustee Tooke ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:37 pm

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|------------------------|-----|
| Trustee Kevin Oyler | Yes |
| Trustee Jesse Cardon | Yes |
| Vice Chair Stacy Beck | Yes |
| Trustee Landon Tooke | Yes |
| Trustee Shane Marshall | Yes |

LBA NEW BUSINESS:

A. LBA Fiscal Year 2027 Tentative Budget

Jordan Hales introduced the tentative budget discussion for the Local Building Authority, commonly referred to as the LBA.

He explained that the LBA fund exists to account for city buildings that are financed through debt structures where the buildings themselves serve as collateral.

Hales noted that both the current city offices in Library Hall and the new SFCN building had

originally been constructed and financed through this LBA mechanism.

For fiscal year 2027, the proposed LBA budget included scheduled debt payments for those two existing facilities.

Jordan Hales then explained that the tentative budget also proposed issuing new debt during fiscal year 2027 to finance construction of the Fire Station 61 rebuild project.

He reminded the council that the groundbreaking ceremony for Fire Station 61 had already taken place the previous week.

In addition, the tentative budget also included a proposed new Public Works building project.

Jordan Hales reviewed the Fire Station 61 rebuild specifically, explaining that the current estimated opening date was late fall of 2027 and that the project would be funded through the LBA structure.

He stated that repayment of the debt associated with Fire Station 61 would come through a combination of public safety impact fees and other capital project funding sources.

Turning to the proposed Public Works building, Hales emphasized that the council had not yet formally approved that project.

He explained that architects and the CMGC team were still working on preliminary building drawings and cost estimates.

Jordan Hales added that if the city ultimately moved forward with the Public Works facility, the debt would be repaid through a combination of impact fees and utility revenues.

He then asked whether the council had any questions regarding the tentative LBA budget.

Seth Perrins followed up by emphasizing an important clarification about the budget itself.

He explained that although the proposed budget included placeholders and financial structures for both projects, no actual borrowing or spending authority would occur until the council formally approved the projects themselves.

Perrins reminded the council that the Fire Station 61 rebuild had already been approved through prior council action a few weeks earlier.

However, he stressed that the Public Works building had not yet received final approval and still required future council action.

He explained that including the project in the tentative budget simply allowed flexibility so the city would not later need to complete additional budget amendments if the project ultimately moved forward.

Perrins stated that if the council never approved the Public Works building or its related

bonding, then the project simply would not proceed despite being reflected in the tentative budget.

He also explained that staff planned to bring forward a parameters resolution at either the next council meeting or one shortly thereafter in June.

That future resolution would outline the structure and parameters of how the city could issue bonds for the projects if approved.

Perrins explained that the city was working with Jonathan to create a financing structure that could potentially cover both the Fire Station project and the Public Works building, or alternatively just the Fire Station project if the council declined to proceed with the Public Works facility.

He also described additional safeguards being discussed as part of the bonding process.

Those safeguards could include requiring signatures from the mayor, city manager, finance director, and potentially an additional council member before bonds could actually be executed.

Perrins described those safeguards as “belts and suspenders” protections designed to ensure that no financing would proceed prematurely or without clear authorization.

He further explained that establishing the framework early would allow the city to act quickly if interest rates became favorable at some point during the process.

For example, if borrowing rates suddenly dropped and appeared likely to rise again, the city would have the flexibility to move forward quickly if the council had already approved the project.

Perrins repeatedly emphasized that no final project or debt decision had been made and that no commitment would exist until the council formally approved the GMP and financing authorizations.

After his explanation, Perrins asked the council how well he had explained the issue given the late hour.

Councilman Kevin Oyler responded that the explanation sounded clear and made sense.

Seth Perrins acknowledged that it was already around 10:30 p.m. and everyone was beginning to feel the long meeting.

Mayor Mike Mendenhall then stated that if there were no further questions, he would entertain a motion to approve the Local Building Authority fiscal year 2027 tentative budget.

Trustee Oyler ▾ Moved to **Approve LBA Tentative Budget Fiscal Year 2027 and to set a public hearing for June 2, 2026, at 6:00 p.m. during the City Council meeting to consider adoption of the final budget.**

Trustee Marshall ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:42 pm.

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|------------------------|-----|
| Trustee Kevin Oyler | Yes |
| Trustee Jesse Cardon | Yes |
| Vice Chair Stacy Beck | Yes |
| Trustee Landon Tooke | Yes |
| Trustee Shane Marshall | Yes |

Trustee Cardon ▾ Moved to **Reconvene Back to City Council**

Trustee Oyler ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:42 pm

| | |
|------------------------|-----|
| Trustee Kevin Oyler | Yes |
| Trustee Jesse Cardon | Yes |
| Vice Chair Stacy Beck | Yes |
| Trustee Landon Tooke | Yes |
| Trustee Shane Marshall | Yes |

Councilman Cardon ▾ **Moved** to approve the **Adjourn**

Councilman Tooke ▾ **Seconded** and the motion **Passed** with a roll call vote at 10:42 pm

| | |
|----------------|-----|
| Kevin Oyler | Yes |
| Jesse Cardon | Yes |
| Stacy Beck | Yes |
| Landon Tooke | Yes |
| Shane Marshall | Yes |

Attest: May 5, 2026

I, Tara Silver, City Recorder of Spanish Fork City, hereby certify that the foregoing minutes represent a true, accurate, and complete record of the meeting held on May 5, 2026. This document constitutes the official minutes of the City Council meeting.



TARA SILVER, CITY RECORDER

