FRUIT HEIGHTS CITY COUNCIL MEETING AGENDA

Notice is hereby given that the Fruit Heights City Council will hold a Council Dinner, Council Briefing Session, and Regular City Council Meeting on **Tuesday, August 4, 2026**, at **Fruit Heights City Hall, 910 South Mountain Road, Fruit Heights, Utah**. Council Chambers. The link to listen to the meetings https://www.youtube.com/@fruitheightscity9716/streams.

COUNCIL DINNER - 6:00 PM

Council Members will be eating dinner, no city business will be discussed

COUNCIL BRIEFING SESSION- 6:30 PM

Councils & Staff will review the agenda

REGULAR MEETING- 7:00 PM

1. CALL TO ORDER: Mayor Jeanne Groberg

1.1 Pledge of Allegiance (Eileen)

1.2 Prayer or Thought (Mark)

1.3 Roll call (Hailee)

2. DECLARATION OF CONFLICT(S) OF INTEREST

3. REPORTS

3.1 Council Members

3.2 Mayor

3.3 Staff

4. PUBLIC COMMENT PERIOD

The public may address the City Council regarding issues that are or are not on the agenda. Please limit comments to 3 minutes. Please state your name and address of residence for the record. **No actions may be taken on items not specifically listed on the agenda. (30 minutes limit)**

5. PRESENTATIONS

5.1 Cemetery Committee

6. DISCUSSION ITEMS

Discussion items to be considered.

6.1 Rezone approximately 0.701 acres from R-S-12 (Residential-Suburban) to R-3 (Multi-Family Residential) and approximately 0.255 acres from C-2 (Commercial) to R-3 (Multi-Family Residential). Properties located at 1207 South Main Street

6.2 Rezone approximately 0.835 acres from C-2 (Commercial) to R-3 (Multi-Family Residential) Property located at 1112 S Lloyd Road.

6.3 Cemetery

6.4 Award a bid RE: 2026 General Plan Update

6.5 Transition information to Caselle from Xpress Bill Pay

6.6 Compensation study for a pay scale

7. ACTION ITEMS

7.1 Approve/Deny Rezone approximately 0.701 acres from R-S-12 (Residential-Suburban) to R-3 (Multi-Family Residential) and approximately 0.255 acres from C-2 (Commercial) to R-3 (Multi-Family Residential). Properties located at 1207 South Main Street

7.2 Rezone approximately 0.835 acres from C-2 (Commercial) to R-3 (Multi-Family Residential)

Property located at 1112 S Lloyd Road.

7.3 Award a bid RE: 2026 General Plan Update

7.4 Approve City Council Meeting minutes for July 21, 2026,

8. TABLED ITEMS

9. NEW BUSINESS FOR UPCOMING MEETING – NO ACTION (15 minutes limit)

10. CALENDAR ITEMS

August 18, 2026, City Council Meeting

August 25, 2026, Planning Commission Meeting

11. CLOSED SESSION

The City Council may vote to discuss matters in a closed session for reasons allowed by law, including, but not limited to, the provisions of Utah Code § 52-4-205 of the Open and Public Meetings Act, and for attorney-client matters that are privileged pursuant to Utah Code § 78B-1-137.

12. ADJOURNMENT

CERTIFICATE OF POSTING

I HEREBY CERTIFY that this notice and agenda was posted at Fruit Heights City Hall, on the City's website, www.fruitheights.gov, as well as posted on the Utah State Public Notice website in accordance with the requirements of the Utah Open and Public Meetings Act, including, but not limited to, provisions of Utah Code §52-4-202. (Posted July 31, 2026)

Hailee Ballingham

Hailee Ballingham - Deputy Recorder

In compliance with the Americans with Disabilities Act, individuals needing special accommodations during this meeting should contact the Fruit Heights City Manager, Darren Frandsen at (801)546-0861 at least 24 hours prior to the meeting.

Helpful Links.

Fruit Heights City Website: https://www.fruitheights.gov/

Fruit Heights City YouTube Channel: https://www.youtube.com/channel/UCaIqHYd0U5RCpaDo8rquABw

Fruit Heights City Facebook Page: https://www.facebook.com/FruitHeightsCityGovernment

Fruit Heights City Twitter/ X Page: https://x.com/FruitHeightsGov

Fruit Heights City Instagram Page: https://www.instagram.com/fruitheightscity/

TEST PIT #1 PHOTOS

TEST PIT #2 PHOTOS

TEST PIT #3 PHOTOS

TEST PIT #4 PHOTOS

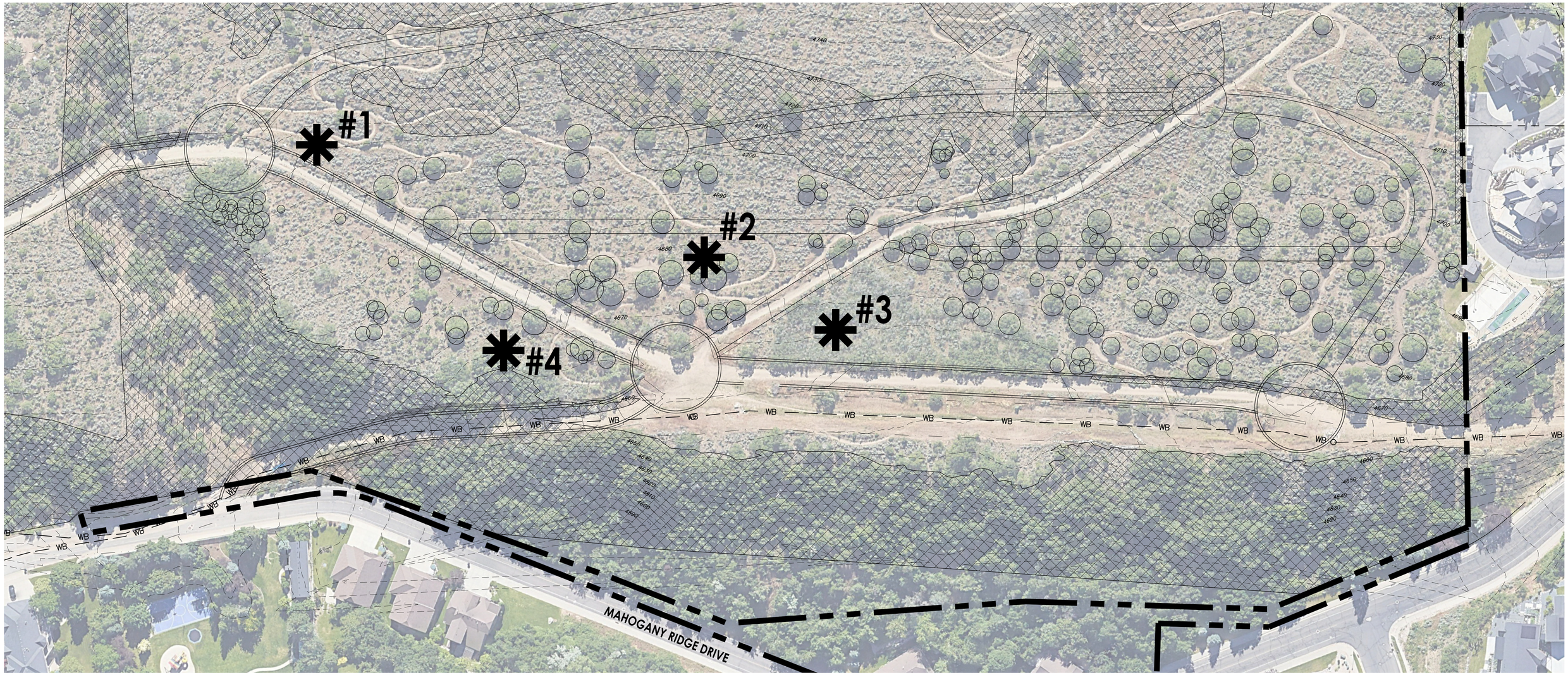
LEGEND

EXISTING CONTOUR - 10' INTERVAL

SLOPES 30% AND GREATER

EXISTING TREES

#3 TEST PIT LOCATION AND NUMBER

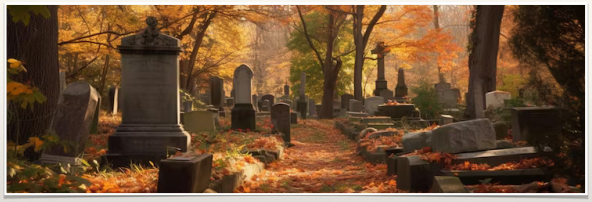


24 JUNE 2026

FRUIT HEIGHTS CEMETERY - TEST PIT LOCATIONS

FRUIT HEIGHTS UTAH

PREPARED BY:
CURTIS TANNER
LANDSCAPE ARCHITECT



Cemetery Committee Status Report

Committee Members

- Diane Anderson
- Bette Hubrich
- Eileen Moss
- Farrell Skidmore
- Todd Stevenson, chair
- Curtis Tanner

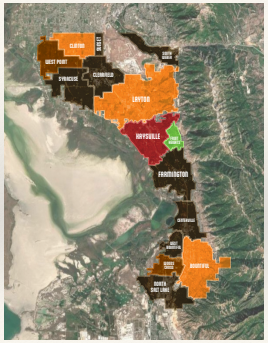
- Adjunct Members
  - Mayor Jeanne Groberg
  - Darren Frandsen

Committee Objective

- Develop a proposal to provide cemetery services for Fruit Heights City residents
  - The cemetery must be self sustaining
  - The cemetery must not require an increase in taxes
  - The proposal must be completed by the end of 2026

Why a Cemetery?

- Cemeteries are a substantial symbol of local history, culture, and heritage
- Cemeteries are a tangible link to our historical past
- Cemeteries function as patches of green space, a refuge of local flora and fauna
- Cemeteries are a spiritual and emotional sanctuary for individuals to grieve and remember loved ones.
- Cemeteries have educational value. They offer real world examples of history, culture, and artistic trends.
- Cemeteries are an important community space that gives a sense of belonging.
- Cemeteries provide a reflection on identity and heritage.



The Need for a Cemetery in Fruit Heights

	Burial Plot costs
Orange	$3000 - $6000
Red	Above $6000
Brown	Not available but may be in the future
Black	Not available

What have we done?

- Define cemetery options
- Research how cities are managing their cemeteries.
- Answer questions about feasibility of cemetery
- Visit a lot of cemeteries
  - West Haven
  - Levan
  - Bryce Canyon City
  - Cedar City
- Talk to a lot of people in the cemetery universe
  - Mapleton Cemetery
  - Lane Larkin
  - Security National
  - Lindquist
- A lot of dead ends

Cemetery Options

- A cemetery internally managed by the Fruit Heights City
- A cemetery district operates the cemetery as allowed by state law
- A partnership between Fruit Heights city and a private cemetery provider
- Interlocal agreement with another city to provide cemetery services
- Partnership with Lindquist cemetery in Layton
- Do nothing

Internally Managed Cemetery

- Gather information from other communities with cemeteries around the state.
- Pros:
  - City controls access.
  - Potential as a revenue stream to the city.
- Cons:
  - Potential for loss.
  - Burden is on the staff to run the cemetery.
- To do:
  - Develop a detailed pro-forma to evaluate costs

Cemetery District

- We evaluated state code supporting cemetery districts.
- Is an independent legal entity
- Has authority to levy taxes
- Pros: No burden on the city
- Cons: Lack of control by the city

Public/Private Partnership

- Contract with commercial provider for cemetery services
- We're developing an RFP to send to providers
  - Security National
  - Russon Brothers
- Pros:
  - Provider uses their capital to develop the cemetery
  - Marketing and planning expertise.
  - Experts in cemetery operation
  - City staff does not need to learn cemetery operations
- Cons:
  - We don't manage our cemetery
  - Limited to terms of contract

Interlocal Agreement

- Agreement between Kaysville, Farmington, and/or Centerville to jointly operate cemeteries in our communities. This could be done in conjunction with a cemetery district.
- Pros:
  - Shared expertise between communities
  - Shared capital and personnel costs
- Cons:
  - Shared financial risks between communities
  - Cemetery may fill up too fast
- To do:
  - Make contacts with elected officials in Kaysville, Farmington, and Centerville to evaluate interest by these cities.

Lindquist Layton Cemetery

- Layton Lindquist would allocate portion of cemetery for Fruit Heights residents.
- Lindquist would offer discounts to Fruit Heights residents if the city purchased a block of plots in advance.
- Pros:
  - Limited burden on the city
- Cons:
  - Cemetery not located in Fruit Heights
  - Fruit Heights would have make capital outlay for plots
  - Limited burial plot space.

Do Nothing

- Pros:
  - Nothing to do
- Cons:
  - Leaves residents without options for cemetery

What still needs to be done.

- Complete pro forma to evaluate actual cemetery costs
- Have informal meeting with Russon Brothers
- Make formal contact with elected officials in Kaysville, Farmington, Centerville
- Complete RFP
- Send RFP to potential service providers

Questions?

I have spent some time over the past few days checking out the availability of cemetery space in Davis County. I had heard some rumors that Kaysville was not allowing non-residents to purchase burial plots in their cemetery so I started researching that rumor. Along the way, I thought it would be worthwhile to understand better how other cities are dealing with limited cemetery space. I found the information in some cases to be very surprising.

Listed below are summaries of the information I found. I looked on the city websites and if the website wasn't clear or seemed out of date, I called the city to get more information. I added a table of fees at the bottom of this document.

Farmington

Their policy is to not allow burials of non-residents, unless the person has owned property in Farmington for at least 20 years.

Centerville

Their policy is to not allow burials of non-residents.
They also approved a general obligation bond in November 2021 to fund the building of a new cemetery because their old cemetery is full.
I'm not sure of the status of that project.

Bountiful

Non-residents may purchase plots for burial at a significantly higher price than residents.

There is a private cemetery in Bountiful as well. It is called Memorial Lakeview Estates. I listed their charges in the chart below.

North Salt Lake

They do not have a cemetery.
They have been in discussions with Bountiful City to possibly do an inter-local agreement to share cemetery costs with Bountiful. They are also looking at purchasing land on which to put a cemetery.

West Bountiful

As far as I can tell, they do not have a cemetery. (But they do have a golf course.)

Woods Cross

They do not have a cemetery but council meeting minutes indicate there are on-going discussions on creating a cemetery in the city.

Kaysville

In February 2025, they passed an ordinance only allowing burials for city residents. However, in September 2025 they modified the the ordinance to allow non-residents to be buried in Kaysville at an astronomically increased price. In reading the minutes from the council meeting, it was clear they wanted to make it very undesirable for non-residents to be buried there but still making it possible. For example, if a non-resident marriage partner passed away and the surviving spouse wanted to purchase plots for them both and pay the burial costs for the deceased spouse, it would total $15,600.

The parks staff estimate they have 40 years of capacity in their cemetery.

The parks staff said there were 30 cremations of the total 150-160 interments (18 to 20%) last year.

Layton

Layton has no city owned cemetery. Lindquist has a cemetery in Layton. From what I can gather, there is no business relationship between Layton city and Lindquist. I listed the burial prices in the chart below.

Clearfield

They have very moderate prices for their cemetery services. I spoke with their staff and they told me that have about 30 or 40 plots available in their cemetery and when they are gone, they have no plans to expand their cemetery in the future.

Syracuse

On September 23, the city council decided to not sell burial plots to non-residents. They own additional property adjacent to the current cemetery to expand but there are no immediate plans to start that project.

Sunset

As far as I can tell, Sunset City does not have a cemetery.

Clinton

Non-resident burials are $3000 (including burial plot). They only allow non-residents on an at need basis. They have additional land for expansion.

West Point

They only have a few single plots available in their cemetery. There a no paired plots available. They have no concrete plans to expand the cemetery, but there are ongoing discussions on expanding the cemetery.

South Weber

As far as I can tell, South Weber does not have a cemetery.

Fee Schedule. (All fees listed are for non-residents. When considering expansion, these may just be discussions and not concrete plans.)

City	Burial Plot	Interment Fees	Notes	Considering Expansion?
Bountiful	$2750	$2200		
Bountiful	$2800 to $5450	$1395	Lakeview Cemetery	
Centerville			Residents Only	Yes. Residents only.
Clearfield	$950	$600	Very few plots available	No
Clinton	$600	$2200	Capacity unknown.	Yes
Farmington			Residents Only	
Fruit Heights			No Cemetery	
Kaysville	$6400	$2800	40 years of space	
Layton	$5225	$1650	Double depth	Includes 2 vaults
Layton	$2775	$1650	Single plot. Flat headstone	No vault
Layton	$5200	$1650	Single Plot. Raised headstone	No vault
North Salt Lake			No Cemetery	Possible
South Weber			No Cemetery	
Sunset			No Cemetery	
Syracuse			Residents Only	Yes
West Bountiful			No Cemetery	
West Point	$600	$1000	Very few plots available	Possible
Woods Cross			No Cemetery	Possible

REQUEST FOR PROPOSAL (Draft)

Fruit Heights City

Fruit Heights Cemetery

Public-Private Partnership Opportunity

Development, Financing, Operation, and Management of a Municipal Cemetery

Issue Date: TBD

Proposal Submission Deadline: TBD

Fruit Heights City Cemetery Committee

June 2026

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Part 1: Overview and Instructions

1.1 Purpose of the RFP

Fruit Heights City (the "City") is soliciting proposals from qualified cemetery developers, operators, investors, and/or public-private partnership teams regarding the development, financing, operation, and management of a proposed cemetery on approximately 100.11 acres of city-owned property located in Fruit Heights, Utah.

The purpose of this Request for Proposals (RFP) is to gather information, partnership concepts, and development approaches that will assist the City in evaluating potential strategies and partners for cemetery development and operation.

The City has not predetermined a specific ownership, financing, development, or operational structure and is seeking recommendations from qualified respondents regarding the most effective path forward.

Respondents should address the needs, objectives, and requirements outlined in this RFP and provide sufficient information for the City to evaluate the feasibility of the proposed partnership approach.

1.2 Definitions

For purposes of this RFP:

- **City** – Fruit Heights City, Utah.
- **Respondent** – Any individual, company, partnership, or team submitting a proposal in response to this RFP.
- **Public-Private Partnership (PPP)** – Any proposed arrangement between the City and a private entity involving development, financing, ownership, operation, management, leasing, or maintenance of the cemetery.
- **Pre-Need Sales** – Sales of burial or cremation plots prior to the time of need.
- **At-Need Sales** – Sales occurring at the time burial or cremation services are required.
- **Perpetual Care Fund** – A dedicated fund established to provide for the long-term maintenance and care of the cemetery after development and plot sales are complete.
- **Interment Rights** – The right to use a burial or cremation space within the cemetery.

1.3 Proposal Submission Deadline

Proposal submissions must be received by Fruit Heights City no later than:

Date: TBD

Time: TBD

Late submissions may not be considered.

1.4 Tentative Schedule

The following schedule is preliminary and subject to change at the City's discretion.

Activity	Date
RFP Release	TBD
Optional Site Visit / Pre-Proposal Meeting	TBD
Proposal Submission Deadline	TBD
Proposal Review Period	TBD
Interviews (if required)	TBD
Selection Recommendation	TBD
Contract Negotiation	TBD

Part 2: Project Background

2.1 Project Background

Fruit Heights City has studied the development of a municipal cemetery for several years and has completed multiple planning efforts related to the project.

In 2023, Think Architecture prepared a preliminary master plan identifying burial areas, circulation systems, landscaping concepts, access considerations, and development phasing opportunities. The master plan also included a slope analysis to identify areas that may be less suitable for burial development.

The proposed cemetery site consists of approximately 100.11 acres of city-owned property located in Fruit Heights, Utah.

The City anticipates retaining a meaningful long-term interest in the property and welcomes proposals that include ground lease, operating agreement, concession, management, or other public-private partnership structures. Alternative ownership structures may also be considered if determined to be in the best interest of the City.

The City is evaluating whether a public-private partnership may provide an effective approach for financing, developing, operating, and maintaining the cemetery. The City is particularly interested in approaches that leverage private-sector expertise and capital while minimizing long-term or up front financial obligations to taxpayers.

The purpose of this RFP is to solicit partnership concepts, development approaches, and operational strategies that will assist the City in evaluating the feasibility of a public-private partnership for the project.

2.2 Community Feedback

Fruit Heights City conducted a public survey regarding cemetery development in 2024.

Key themes identified through public feedback include:

- Desire to minimize taxpayer funding and financial risk.
- Interest in exploring private-sector participation.
- Concerns regarding impacts to recreational amenities, including the Fruit Loops trail system.
- Concerns regarding traffic impacts to surrounding neighborhoods.
- Interest in a phased and financially sustainable development approach.

Respondents should address these issues in their proposals where applicable.

2.3 Project Objectives

The City seeks proposals that:

- Minimize financial burden to taxpayers.
- Provide long-term cemetery services for Fruit Heights residents.
- Utilize private-sector expertise and capital where appropriate.
- Preserve or enhance recreational access where feasible.
- Address traffic and neighborhood impacts.
- Provide a financially sustainable operating model.
- Deliver burial inventory through a logical and achievable phasing plan.
- Maintain flexibility for future expansion.
- Provide customer service, sales, and financing options for residents.

Part 3: Site Description

3.1 Site Overview

The proposed cemetery site consists of approximately 100.11 acres of city-owned property located in Fruit Heights, Utah, as shown on the Site Location Map included as Exhibit A**.**

The site is currently comprised of two parcels owned by Fruit Heights City and has been the subject of multiple planning efforts related to future cemetery development.

The property is currently zoned OSC (Open Space Conservation). Respondents should independently evaluate any zoning, entitlement, land use, or other regulatory approvals that may be required to implement their proposed development approach.

The property contains significant topographic variation and includes areas of steeper slopes that may influence roadway design, utility placement, burial area layout, and development phasing.

Respondents are encouraged to review all exhibits and supporting materials provided with this RFP.

The City may consider contributing the project site and provide entitlement approvals. Respondents should identify any assumptions regarding City participation and describe how such participation would be incorporated into the proposed partnership structure along with detailed up front and ongoing financial obligations.

3.2 Existing Planning Efforts

Fruit Heights City has completed several planning efforts related to the proposed cemetery site, including:

- Preliminary cemetery master planning.
- Burial lot and circulation planning.
- Site access evaluation.
- Slope analysis.
- Preliminary phasing concepts.

In 2023, Think Architecture prepared a preliminary cemetery master plan included as Exhibit D. The plan identified potential burial areas, circulation systems, landscaping concepts, and phased development opportunities.

These materials are provided as reference information for respondents.

3.3 Preliminary Master Plan

The preliminary master plan identifies a potential phased development approach.

Phase 1

- Approximately 5,490 traditional burial plots.
- Approximately 400 cremation plots.
- Internal circulation roads.
- Landscaping and entry monument features.
- Restroom and viewing areas.

Phase 2

- Approximately 9,260 additional traditional burial plots.
- Future expansion areas and supporting infrastructure.

The City recognizes that alternative phasing strategies may be appropriate and welcomes recommendations from respondents regarding the most effective development approach.

Respondents are not required to follow the preliminary master plan and may propose alternative concepts that better achieve project objectives.

Additional details regarding the preliminary layout are provided in Exhibit D.

3.4 Access and Infrastructure Considerations

Potential site access may be available from:

- East Oaks Drive
- Mahogany Ridge Drive
- 1800 East

Respondents should evaluate access requirements, traffic impacts, roadway improvements, utility infrastructure needs, and other site development considerations as part of their proposals.

3.5 Recreational Amenities

The site is located in proximity to existing recreational amenities, including the Fruit Loops trail system and surrounding open space areas.

Community feedback has identified preservation of recreational access and minimization of impacts to existing trail users as important considerations.

Respondents should identify anticipated impacts to recreational amenities and describe proposed mitigation measures, preservation strategies, or enhancement opportunities.

Existing trail and site conditions are illustrated in the materials included in Exhibits A, D, and E.

3.6 Water Rights and Irrigation

Long-term irrigation and landscape maintenance requirements are expected to be an important consideration for the project.

Respondents should identify assumptions regarding water availability, irrigation infrastructure, water rights, and long-term water supply requirements.

To the extent available, additional information regarding existing water rights, shares, or irrigation resources associated with the property may be provided by the City prior to issuance of the final RFP.

Respondents should clearly identify any water-related requirements, risks, or assumptions incorporated into their proposal.

3.7 Available Information

The following materials are provided as exhibits to this RFP:

- Site location map
- Parcel information
- Preliminary master plan
- Slope analysis
- Community survey results
- Additional supporting materials, if available

Part 4: Proposal Requirements

Respondents shall provide sufficient information to allow the City to evaluate the feasibility, financial viability, operational capability, and overall merits of the proposed partnership approach.

The City encourages respondents to propose creative and innovative solutions that achieve the objectives outlined in this RFP.

4.1 Executive Summary

Provide a summary of the proposed partnership concept, including:

- Overview of the respondent team.
- Proposed development approach.
- Proposed ownership and partnership structure.
- Key benefits of the proposal.
- Major assumptions regarding City participation.

4.2 Development Approach

Describe the proposed development strategy, including:

- Overall vision for the project.
- Recommended development phasing.
- Burial inventory delivery schedule.
- Site design considerations.
- Infrastructure requirements.
- Utility requirements.
- Access strategy.
- Construction sequencing.
- Water supply and irrigation strategy.
- Anticipated timing of Phase 1 completion.

Provide a proposed timeline showing anticipated delivery of burial inventory and future phases.

4.3 Operations and Management

Describe the proposed operating model, including:

- Cemetery management structure.
- Staffing approach.
- Maintenance responsibilities.
- Customer service operations.

- Recordkeeping and administration.
- Long-term management strategy.

4.4 Plot Sales and Marketing

Describe the proposed sales and marketing approach, including:

- Burial products offered.
- Cremation products offered.
- Marketing strategy.
- Pre-need sales programs.
- Customer financing options.
- Long-term absorption assumptions.
- Proposed pricing strategy for Fruit Heights residents and non-residents.
- Any resident discounts, reserved inventory, or affordability programs.
- Proposed limitations on future price increases.
- Strategies for maintaining affordability while ensuring long-term financial sustainability.

4.5 Financial Structure

Describe the proposed financial and partnership structure, including:

- Capital investment by the respondent.
- Proposed participation by the City.
- Funding sources.
- Revenue-sharing concepts, if applicable.
- Ground lease concepts, if applicable.
- Allocation of responsibilities between the City and private partner.
- Long-term funding responsibilities.
- Risk allocation.
- Expected return structure and revenue model.

Respondents should clearly identify all assumptions regarding City participation and explain how the proposed structure minimizes financial risk and taxpayer burden.

4.6 Perpetual Care and Long-Term Stewardship

Because a cemetery represents a permanent community asset, respondents shall describe their proposed approach to perpetual care and long-term maintenance.

Responses should address:

- Structure of any perpetual care or endowment fund.
- Funding source and contribution methodology.
- Long-term maintenance standards.

- Oversight and reporting procedures.
- Protection of perpetual care funds.
- Long-term stewardship responsibilities following full build-out and sell-out of burial inventory.
- Procedures in the event of insolvency, ownership transfer, or operational discontinuation.
- Measures to ensure the cemetery remains financially sustainable and properly maintained in perpetuity.

Respondents should clearly identify how long-term maintenance obligations will be funded after active plot sales have substantially declined.

4.7 Recreation and Community Considerations

Describe how the proposal addresses community concerns, including:

- Impacts to the Fruit Loops trail system.
- Recreational access considerations.
- Open space preservation opportunities.
- Community benefits.
- Compatibility with surrounding neighborhoods.

Respondents should identify proposed mitigation measures and enhancement opportunities where applicable.

4.8 Traffic and Access

Describe:

- Proposed access points.
- Traffic impacts.
- Traffic mitigation measures.
- Roadway improvement requirements.
- Neighborhood compatibility considerations.

4.9 Relevant Experience

Provide information regarding:

- Cemetery development experience.
- Cemetery operations experience.
- Public-private partnership experience.
- Comparable projects completed.
- Relevant references.

4.10 Risk Allocation

Respondents should identify how major project risks would be allocated between the City and the private partner.

At a minimum, respondents should address responsibility for:

- Entitlement and regulatory approvals.
- Construction costs and schedule.
- Market demand and absorption.
- Environmental conditions.
- Water and irrigation requirements.
- Infrastructure improvements.
- Operations and maintenance.
- Perpetual care obligations.
- Liability and insurance.
- Long-term financial performance.

Respondents may provide a risk allocation matrix or similar summary identifying the proposed responsibility for each major risk category.

4.11 Financial Capacity

Provide information demonstrating the respondent's ability to successfully finance, develop, operate, and maintain a project of this scale.

Examples may include:

- Financial statements.
- Description of funding sources.
- References from past capital partners.
- Other information demonstrating financial capability.

Part 5: Evaluation Criteria

Proposals will be evaluated based on the City's determination of the overall merits of each response and the respondent's ability to successfully deliver the project objectives outlined in this RFP.

The City reserves the right to consider any factors it deems relevant in evaluating proposals.

Evaluation criteria may include, but are not limited to, the following:

Evaluation Criteria	Weight
Relevant Experience and Qualifications	15%
Financial Capacity and Partnership Structure	20%
Development Approach and Phasing Strategy	15%
Operations, Management, and Sales Strategy	10%
Minimization of Taxpayer Burden and Risk	15%
Recreation, Access, and Traffic Considerations	10%
Perpetual Care and Long-Term Sustainability	15%

5.1 Evaluation Process

The City may evaluate proposals using a committee review process and may request additional information from one or more respondents.

The City reserves the right to:

- Request clarifications or supplemental information.
- Conduct interviews or presentations.
- Negotiate with one or more respondents.
- Reject any or all proposals.
- Modify the evaluation process as deemed necessary.

5.2 Interviews

The City may invite one or more respondents to participate in interviews, presentations, or follow-up discussions regarding their proposal.

Selection for an interview does not guarantee award of any agreement or partnership opportunity.

5.3 Selection

Following evaluation of proposals, the City may identify one or more preferred respondents for further discussions and negotiations.

Issuance of this RFP does not obligate the City to select any respondent or enter into any agreement.

Part 6: Submission Requirements

6.1 Proposal Format

Proposals should be organized in a clear and logical manner and, at a minimum, address each of the sections identified in Part 4 of this RFP.

Respondents are encouraged to provide sufficient detail to allow the City to evaluate the feasibility and merits of the proposed partnership approach.

6.2 Required Proposal Contents

Proposals should include the following information:

1. Executive Summary
2. Development Approach
3. Operations and Management Plan
4. Plot Sales and Marketing Strategy
5. Financial Structure
6. Recreation and Community Considerations
7. Traffic and Access Considerations
8. Relevant Experience and Qualifications
9. Financial Capacity Information
10. References
11. Additional Supporting Materials (optional)

6.3 Proposal Submission

Proposals shall be submitted electronically in PDF format.

The final RFP will identify the designated City representative, submission email address, proposal due date, and any applicable submission requirements.

Respondents are responsible for ensuring proposals are received prior to the submission deadline.

The City reserves the right to reject late or incomplete submissions.

6.4 Questions and Clarifications

Questions regarding this RFP shall be submitted in writing to the designated City representative.

Responses to questions may be distributed to all interested respondents.

No oral interpretation or clarification shall be considered binding.

6.5 Proposal Costs

All costs incurred in preparing and submitting a proposal shall be the sole responsibility of the respondent.

The City shall not be liable for any expenses associated with proposal preparation, interviews, presentations, negotiations, or other activities related to this RFP.

6.6 Confidential Information

Respondents should clearly identify any information they consider proprietary or confidential.

The City makes no guarantee regarding the confidentiality of submitted materials and may be subject to applicable public records laws.

6.7 Withdrawal of Proposals

A respondent may withdraw its proposal at any time prior to the submission deadline by providing written notice to the City.

Part 7: Reservation of Rights

Fruit Heights City reserves the right to take any action it deems to be in the best interest of the City, including, but not limited to, the following:

- Reject any or all proposals.
- Waive informalities, irregularities, or technical defects in any proposal.
- Request additional information or clarification from any respondent.
- Conduct interviews, presentations, or follow-up discussions.
- Negotiate with one or more respondents.
- Modify, suspend, or terminate the RFP process at any time.
- Revise the scope of the project.
- Issue addenda to this RFP.
- Select one or more respondents for further consideration.
- Decline to enter into any agreement.

Issuance of this RFP does not obligate the City to award a contract, enter into a partnership agreement, reimburse any respondent for proposal preparation costs, or proceed with the project.

The City reserves the right to determine, in its sole discretion, whether a proposed public-private partnership structure is in the best interest of the City and its residents.

Nothing contained in this RFP shall be construed as creating any contractual obligation between the City and any respondent.

Part 8: Exhibits

The following exhibits are incorporated into and made part of this RFP.

The City reserves the right to modify, add, or remove exhibits prior to issuance of the final RFP.

Exhibit A – Site Location Map

Map identifying the location of the proposed cemetery site and surrounding area.

Exhibit B – Parcel Information

Property ownership information, parcel boundaries, acreage, and related site information.

Exhibit C – Community Survey Results

Summary of public feedback and survey responses regarding the proposed cemetery project.

Exhibit D – Preliminary Cemetery Master Plan

Preliminary cemetery master plan prepared by Think Architecture (2023), including burial layout concepts, circulation planning, landscaping concepts, and development phasing.

Exhibit E – Slope Analysis

Slope study and supporting analysis identifying site constraints and development considerations.

Exhibit A – Site Location Map

Exhibit B – Parcel Information

Item	Value
Owner	Fruit Heights City
Location	Fruit Heights, Utah
Parcel Count	2
Total Acreage	100.11 acres
County	Davis
APNs	070830018, 070830017
Current Zoning	OSC (Open Space Conservation)
Existing Use	Undeveloped Land
Proposed Use	Municipal Cemetery

Exhibit C – Community Survey Results

Survey Overview

Fruit Heights City conducted a community survey in 2024 to gather resident feedback regarding the potential development of a municipal cemetery.

The survey received 602 responses, with approximately 98% of respondents identifying as Fruit Heights residents. Survey results reflected a range of perspectives regarding cemetery development, funding, operations, location, and long-term maintenance.

Key Findings

1. Community Interest Exists, But Opinion Is Divided

When asked whether they would like to see a cemetery built in Fruit Heights, responses were divided:

- 46% responded Yes
- 41% responded No
- 13% responded Unsure

This indicates meaningful interest in a local cemetery, while also demonstrating significant community concerns that should be addressed through the planning process.

2. Taxpayer Burden Is a Primary Concern

Survey responses consistently identified concerns regarding the use of taxpayer funds, long-term maintenance obligations, future property tax increases, and financial sustainability.

When asked whether they would support a tax increase to fund the building, maintenance, and operation of a cemetery:

- 29% responded Yes
- 52% responded No
- 17% responded Maybe

Many comments suggested that private-sector participation should be explored to reduce taxpayer burden and long-term financial risk to the City.

3. Recreation and Open Space Preservation Are Important

Numerous comments referenced concerns regarding the Fruit Loops trail system, existing recreational opportunities, preservation of open space, and potential impacts to trail users.

Respondents to the RFP should identify mitigation measures, trail preservation strategies, and opportunities to maintain or enhance recreational access where feasible.

4. Traffic and Neighborhood Impacts Should Be Addressed

Residents expressed concerns regarding traffic generation, access through existing neighborhoods, roadway capacity, and neighborhood compatibility.

Respondents should address anticipated traffic impacts and proposed mitigation measures.

5. A Phased and Financially Sustainable Approach Is Preferred

Many survey comments suggested the importance of limiting initial development, delivering burial inventory in phases, ensuring long-term financial sustainability, and avoiding future unfunded maintenance obligations.

Respondents should provide a proposed phasing schedule and long-term operational plan.

6. Demand Exists for Traditional Burial Options

Survey responses indicate continued demand for traditional burial services.

When asked what respondents would like done with their body after death:

- 327 selected burial
- 151 selected cremation

Respondents are encouraged to address both traditional burial and cremation options where appropriate.

Representative Community Feedback

The following comments are included to illustrate recurring themes identified in the survey responses.

Support for a Fruit Heights Cemetery

“This is my home, this is where I want to be buried.”

"The cities surrounding Fruit Heights are restricting access to their cemeteries. Fruit Heights is my home and I would like to bury myself and my family here."

"We've heard the rumors, and are 60, and we are hoping to be buried in a Fruit Heights cemetery."

Financial Concerns

"My objections are purely financial."

"I don't want to pay extra taxes to maintain a cemetery forever."

"Residents should not be forced to bear the cost of a city cemetery."

Recreation and Trail Concerns

"Please keep our east bench area for recreational use."

"The cemetery will take out one of the main trails that I use."

"Please do not destroy the Fruit Loops area."

Public-Private Partnership Consideration

"Is it possible to zone it for cemetery only and let a private company make a cemetery?"

Survey Results

Selected 2024 Fruit Heights Cemetery Survey results are provided below for reference.

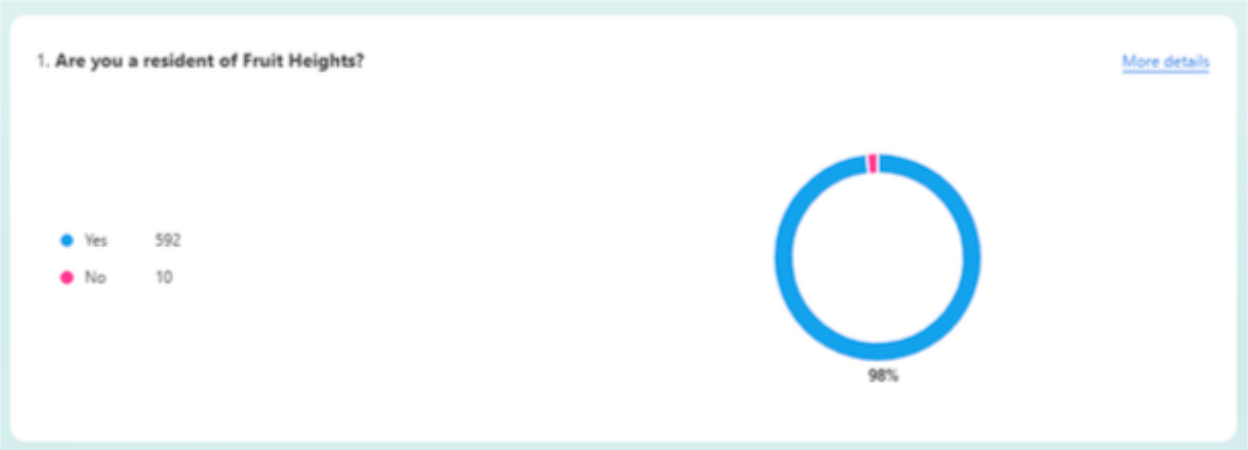


Figure C-1. Survey Respondent Residency (98% Fruit Heights Residents)

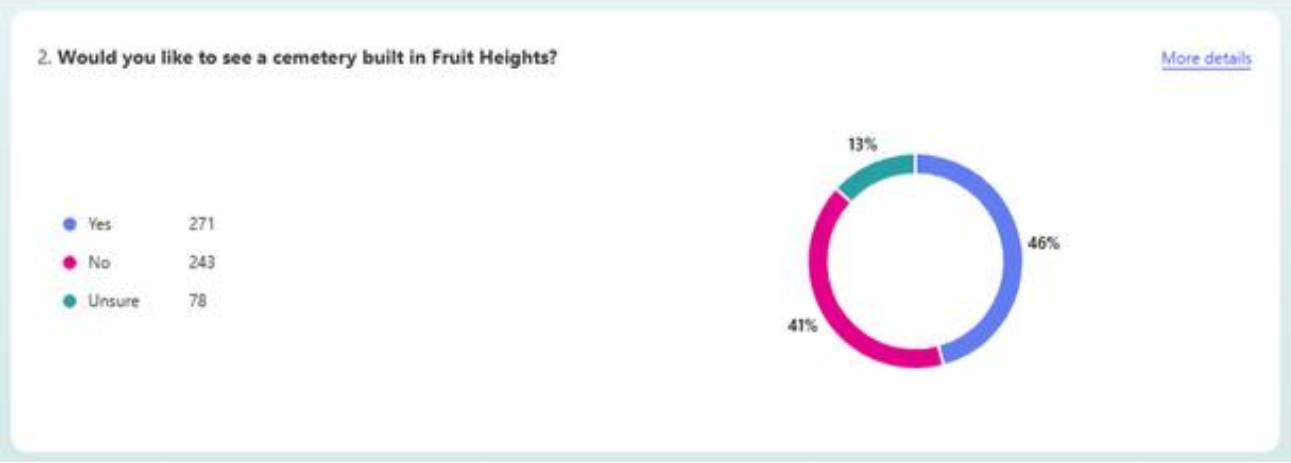


Figure C-2. Support for Development of a Fruit Heights Cemetery

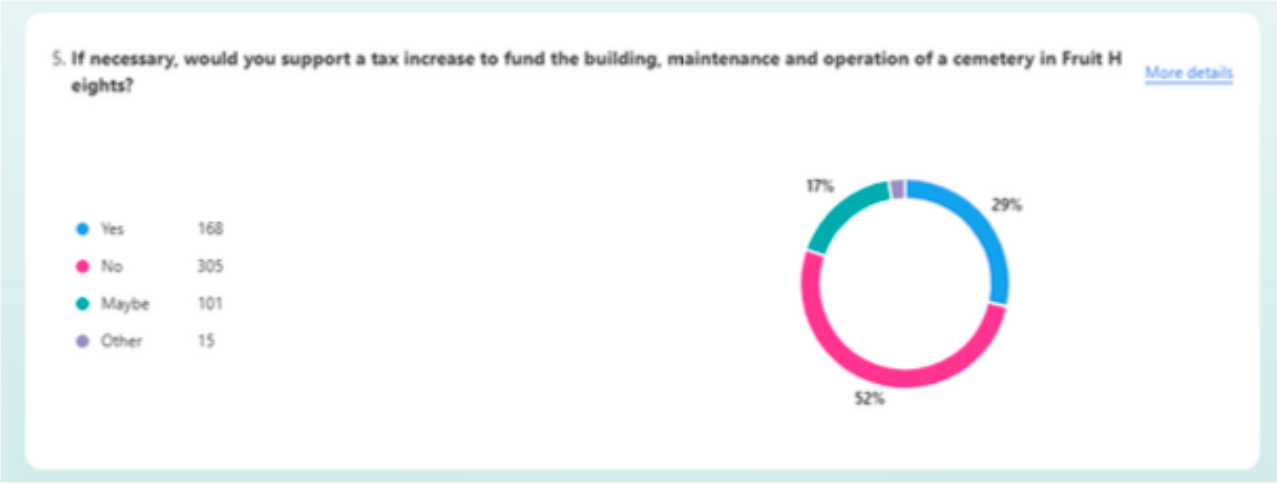


Figure C-3. Support for Tax Increase to Fund Cemetery Development and Operations

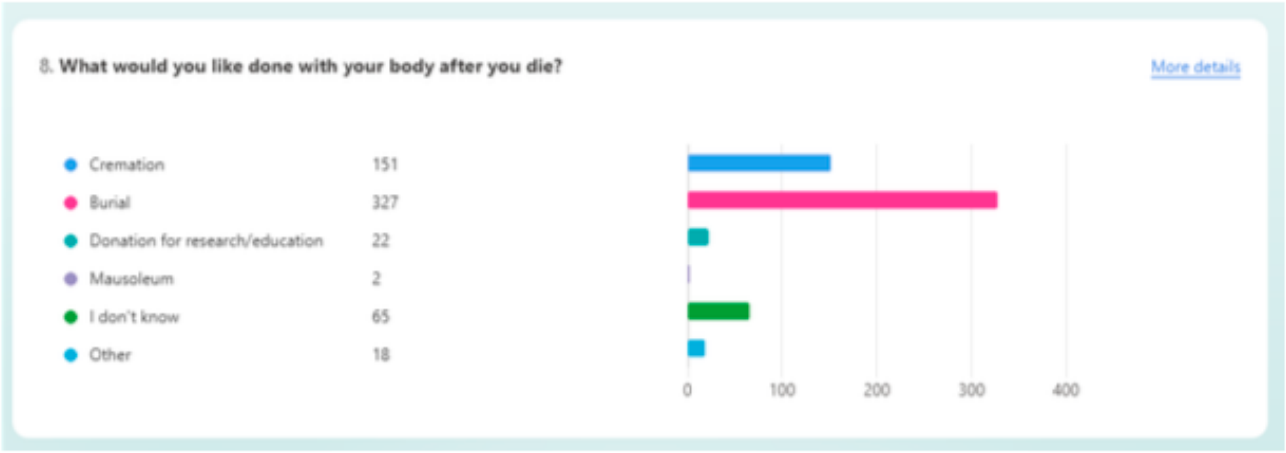


Figure C-4. Preferred Disposition Method Following Death

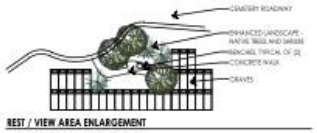
Exhibit D – Preliminary Cemetery Master Plan

GRASSES AND WILDFLOWERS AT FOOTHILL SLOPES

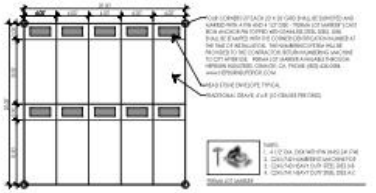
LANDSCAPE AT SIMILAR ENTRY FEATURES

SHEEP FESCUE
PLANTED ON CEMETERY SLOPES

WILDFLOWER MIX
PLANTED ADJACENT TO ENHANCED LANDSCAPES AREAS AND ALONG ROADS



REST / VIEW AREA ENLARGEMENT



GRID ENLARGEMENT

LEGEND

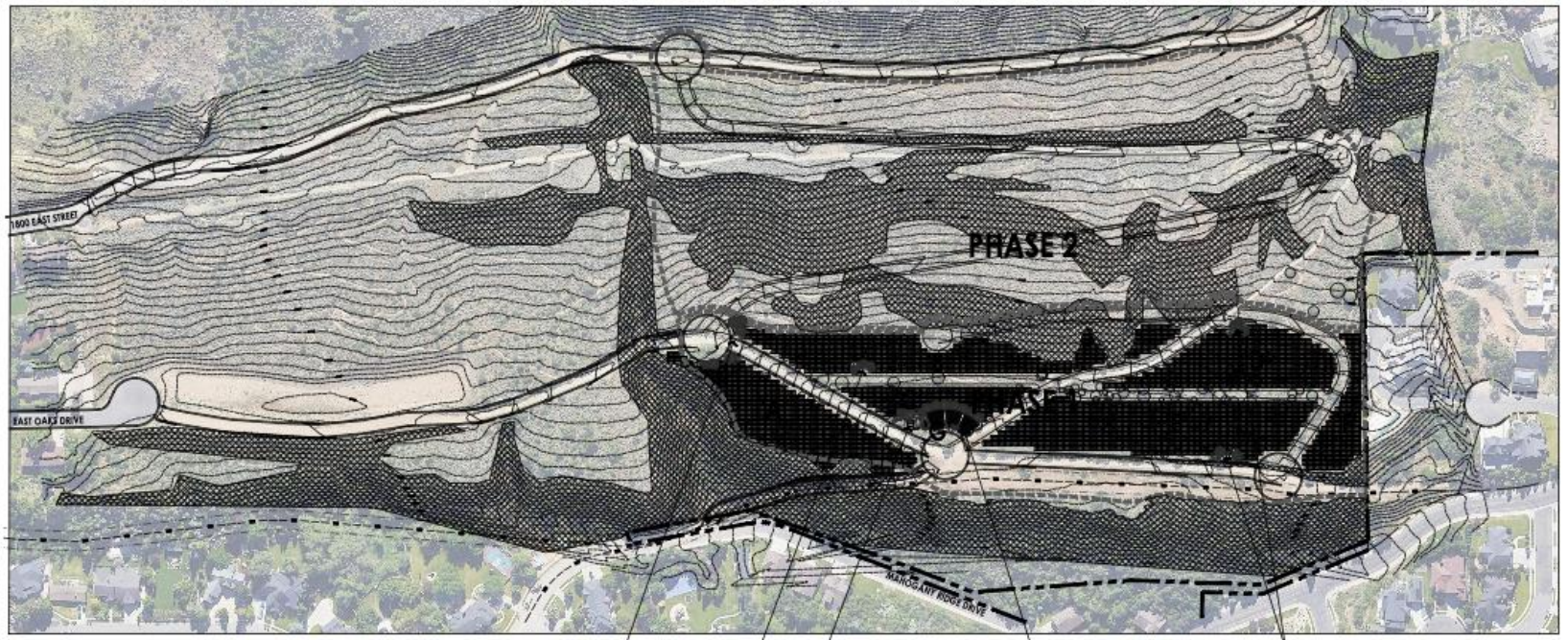
- EXISTING CONTOUR - 1' INTERVAL
- PHASE LINE
- SLOPES 30% AND GREATER
- EXISTING TREES
- PROPOSED TREES

PHASE 1 TABULATIONS

TRADITIONAL GRAVES (4' x 8')	QTY.
AREA 'A'	1,080
AREA 'B'	1,134
AREA 'C'	384
AREA 'D'	1,027
AREA 'E'	956
AREA 'F'	381
TOTAL	4,960
CREMATION URN GRAVES (2.5' x 2.5')	
AREA 'G'	480

PHASE 2 TABULATIONS

TRADITIONAL GRAVES (4' x 8')	QTY.
TOTAL PH 2	9,260 APPROX.



NOTES:
1. AREAS OF GRAVES TO BE SEEDED WITH SHEEP FESCUE
2. AREAS ADJACENT TO ENTRY FEATURE, TURN-AROUNDS, REST / VIEW AREA AND ALONG ROADWAYS TO BE SEEDED WITH A WILDFLOWER SEED MIX ALONG WITH SHEEP FESCUE.

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FRUIT HEIGHTS CEMETERY - PRELIMINARY MASTER PLAN

FRUIT HEIGHTS UTAH

24 APRIL 2023
22 143

LEGEND

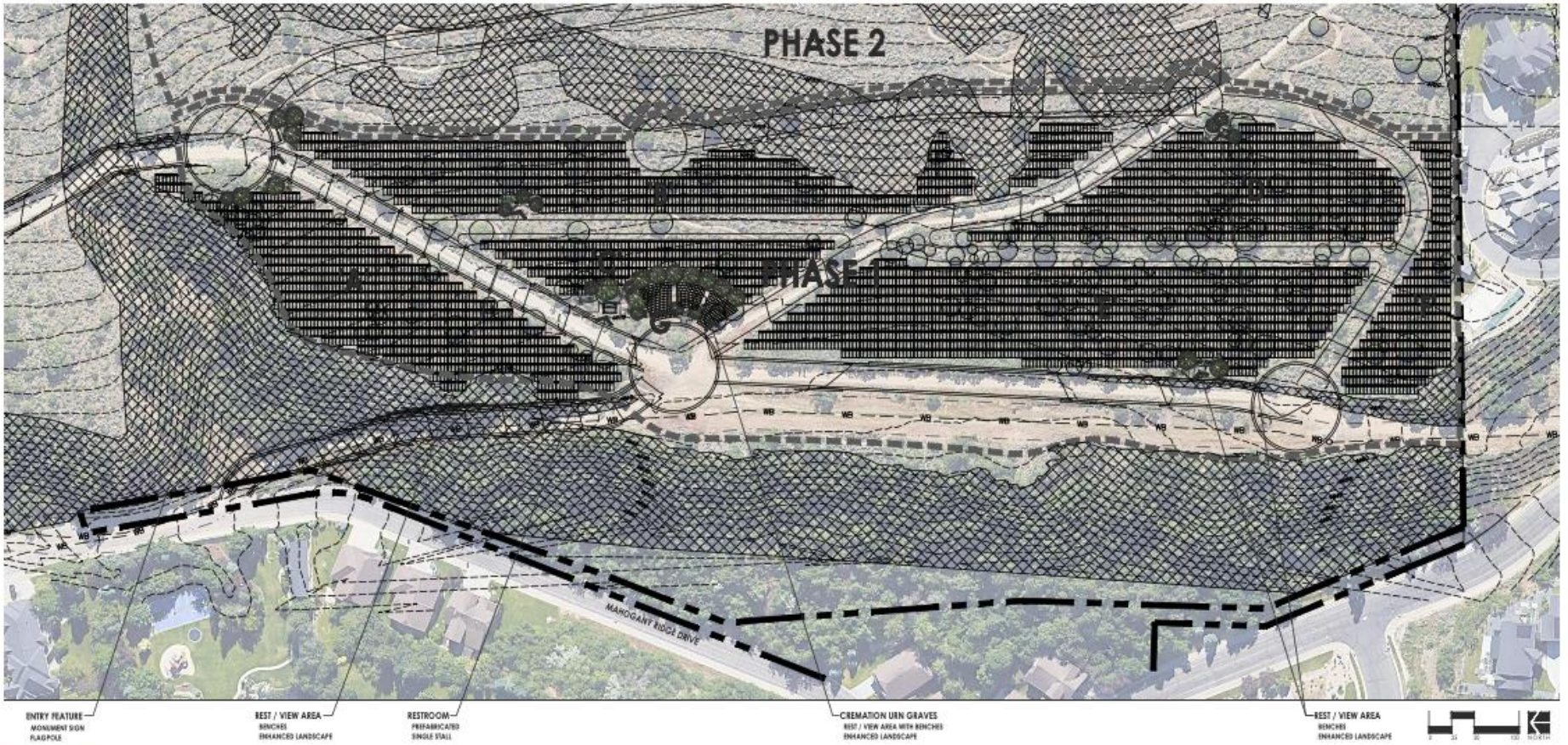
- EXISTING CONTOUR - 10' INTERVAL
- PHASE LINE
- SLOPES 30% AND GREATER
- EXISTING TREES
- PROPOSED TREES

PHASE 1 TABULATIONS

TRADITIONAL GRAVES (8' x 8')	QTY
AREA 'A'	1,080
AREA 'B'	1,134
AREA 'C'	384
AREA 'D'	1,027
AREA 'E'	934
AREA 'F'	281
TOTAL	5,495
CREMATION URN GRAVES (2.5' x 2.5')	
AREA 'G'	400

PHASE 2 TABULATIONS

TRADITIONAL GRAVES (8' x 8')	QTY
TOTAL PH 2	9,268 APPROX.



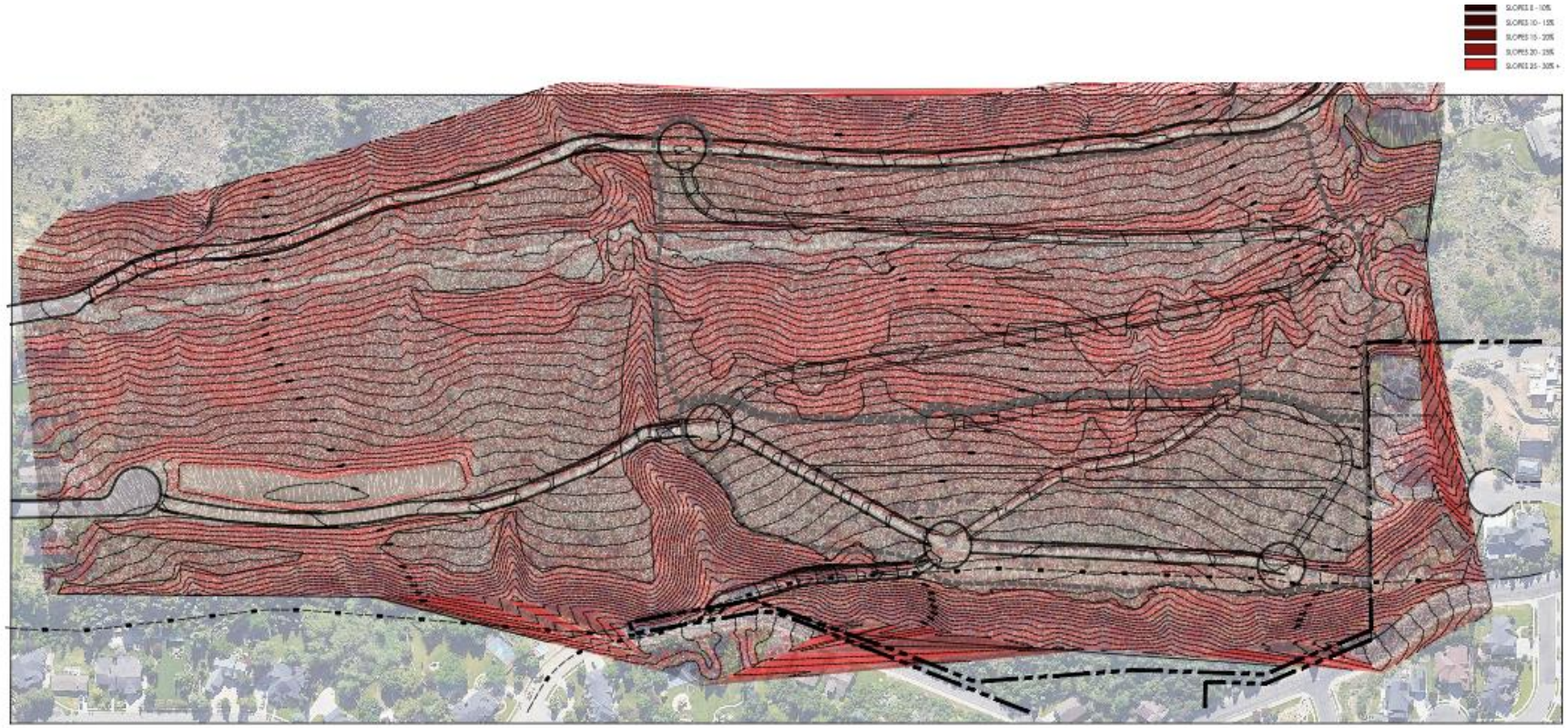
dk Think Architecture

FRUIT HEIGHTS CEMETERY - CEMETERY PHASE I ENLARGEMENT

FRUIT HEIGHTS UTAH

24 APRIL 2023
22143

Exhibit E – Slope Analysis



Think
Architecture

FRUIT HEIGHTS CEMETERY - SLOPE MAP

FRUIT HEIGHTS UTAH

24 APRIL 2023
22 143

Preliminary Considerations of FHC Cemetery Options

* To Be Determined

	Description	1. Maintenance	2. Initial Outlay	3. Price Points for Purchase (Locals + others)	4. Risks to the City	5. Equipment	Cons-	Pros-	Actions Taken	Further investigations	General NEXT STEPS for the FHC Cemetery Committee:
A) On Our Own	Fruit Heights would develop their own cemetery with city staff and resources. They would provide sexton services, opening and closing of graves, etc.	The city would have reponsiblility for landscaping decisions and maintenance such as watering, mowing, and repairs.	Estimates have been made for up to $1 million to create road into the cemetery. Plot sales to cover Phase I of the cemetery. Possible cremains collumbarium	3,000 — 6,000	We bear them.	Use what city has. Purchase additional.	Potential for loss. City-owned. Burden on staff. The mayor and city staff have expressed serious concerns about this approach.	Potential for profit. City-owned. We have control on pricing, phasing, the Look, etc .We honor resp. to residents.	Gather insight from other cities who have cemeteries around the state. Somehoew other cities manage to maintain a cemetery even with small city revenue: * Bryce Canyon City * West Haven City. Included a field trip to their cemetery * Levan City * Centerville City * Mapleton City. Zoom call with Brandan Peay, operator of this cemetery. Research needs for cemetery based on availability	Develop a detailed Pro Forma to evaluate capital expenses for development of the cemetery property and look at various option and phases for the cemetery.	1. Compile report for FHC Council. 4 August 2026 -Justification -Facts -History -Report -What next?
B) A Cemetery District	A cemetery district would be created to take ownership of the cemetery with the responsibility of capital improvments and maintenance of the property. The district would provide sexton services, and opening an closeing of graves. The district would include all residents of Fruit Heights and it's board of trustees would be elected by the members of the district. Once created, the district would be independent of Fruit Heights City.	The cemetery district is responsible for maintenance. A Board of Trustees will direct maintenance of the cemetery.	The cemetery district would take ownership of the cemetery property. The district will collect fees from plot sales and possible property taxes to be used for the initial capital outlay to develop the cemetery. Once the cemetery is operational then plot sales and other fees can be used to expand the cemetery and provide additional features.	The board of trustees would set the prices for plot sales, grave openings, etc. They can determine if Fruit Heights residents would get a discounted rate for fees.	The cemetery district becomes independent from Fruit Heights city. Agreements would need to be made for access to water and storm water and sewer disposal.	The district would need to have their own equipment or an interlocal agreement with another entity, such as Fruit Heights to use their equipment.	The cemetery district can levy property taxes for maintenance of the cemetery. This would be necessary if collected fees (opening graves and plot sales) do not meet the expenses for maintenace of the cemetery.	No burden on city.	We looked a state code to understand the law. We looked at number of cemetery districts in Utah via the state cemeteries website. Phone call with Lane Larkin, head of utah parks and cemeteries assocation. Typical tax rates in utah match mosquito abatement district rate. Approximately 50 cemetery districts in Utah.		2, Report to FHC council. Receive response and directive.
C) Private/Public Cemetery/Mortuary	Fruit Heights would contract with a private cemetery provider to create and maintane the cemetery. A request for proposal would be sent to cemetery providers asking them to make a proposal to the city to provide these services. Since the cemetery property was deeded to Fruit Heights City by an act of congress, an appropiate lease arrangement for use of the land would have to be included in the contract.	Maintence is dependent on the agreement between the city and private provider.	The city will sign a contract with the private party and determine city capital outlay vs private provider capital outlay.	Price points are set based on agreed fees between the city and the private company	Based on reliability & trustworthiness of the Private	Most likely the private company will provide their own maintenance equipment. This is dependent on the contracted agreement between the city and the private provider.	We don't own our own cemetery and are dependent on the agreed conditions in the contract.	We don't own a cemetery.	*Phone call with Stephen Sill, former CFO of Security National, a provider of cemeteries in Utah and other states in the western US. * Meeting with Garrett Sill and Jordan Buckner of Security National at Fruit Heights City. Visited the proposed cemetery site. * Contact with executive of Russon Brothers who expressed interest in having furthure discussions with Fruit Heights City. * Working with Colin Wright at Cole West what are helping us draft a preliminary RFP for a potential private public partnership.		3. Response & Directives from City Council
D) Interlocal agreement with another city.	Fruit Heights city and one or more neighboring cities would enter into an interlocal agreement to use the cemetery property to create a cemetery that could be used by residents of these cities. The agreement would determine how each city would provide cemetery services and maintain the property going forward.	Maintence is dependent on the agreement between the Fruit Heights and the other city.	Fruit Heights would sign an interlocal with the other city and determine outlay responsibilities of both cities.	Price points are set based on agreed fees between Fruit Heights and the other city	Cooperative relationship factors	Both cities would need to agree on what equipment is needed and can be shared.	Shared liabilities. What happens after 40+ years?	Shared risks and responsibilties between Fruit Heights and the other city.	We've only had a few cursery contacts with other communities (aka Farmington, Kaysville, and Centerville). Contacted Centerville mayor as a followup to a newspaper article about them needing additional space for cemetery. The mayor responded positively but we haven't been able to talk about it future. Kaysville city council members in council meeting have expressed interest in revisiting the need to	Make contacts with elected officials in Kaysville, Farmington, and possibly Centerville to evaluate interest by these cities to consider an interlocal aggreement.	
E) Partner with Lindquist	Fruit Heights city would be allocated a portion of the Layton Lindquist cemetery to be for Fruit Heights residents.	Maintenance would be provided by Lindquist.	Lindquist would provide a designated section of the Layton cemetery for Fruit Heights residents and would offer a discount if a block of plots were purchased.	Prices set by Lindquist.	None.	N/A	Does not provide a community cemetery setting. The cemetery is not located in Fruit Heights. There would be a limited number of plots reserved for Fruit	No burden on city.	Lindquist is willing to set aside a plact in their cemetery for Fruit Heights burials. They would be willing to give a discount to the city residents if the city were willing to purchase a block of burial plots in advance.		
F) Do Nothing	No action.	None	○ Nothing	○ Zero	We risk leaving our residents on their own to find final resting places for their loved ones when we had the chance to provide a service.	None	The availability of cemetery space is becoming very limited in Davis County. Fruit Heights may be leaving its residents without options for cemetery	Easy way out. Nothing happens. Nothing changes.	Inaction.		

FRUIT HEIGHTS TOWNHOMES

20 UNIT TOWNHOME DEVELOPMENT

MODERN DESIGN. FUNCTIONAL LIVING. | BUILT FOR COMMUNITY.

BLOX
DEVELOPMENT, LLC

BUILDING UTAH.
DEVELOPING COMMUNITIES.

PROJECT FEATURES

- 20 Modern Townhomes
- 3 Stories with 2-Car Garages
- Two Access Points for Convenience
- Private Driveways
- Contemporary Architecture
- Efficient Land Use
- Landscaped Green Spaces
- Sidewalks & Guest Parking

SITE STATISTICS

Total Parcel Area:	36,215 sq.ft.
Total Lots (Townhomes):	20
Total Driveway/Street Area:	9,054 sq.ft.
Total Green Open Space:	9,672 sq.ft.
Green Space Percentage:	25%

Total parcel area: 36,215 sq.ft
25% of total: 9,054 sq.ft.
Total green open space: 9,672 sq.ft.

FRUIT HEIGHTS CITY

FINAL STAFF REPORT

July 23, 2026

APPLICANT: Rick Scadden, Fruit Heights Townhomes, Blox Development LLC,

LOCATION: 1112 South Lloyd Road

REQUEST: Rezone Request, rezone .84 acres from C-2 to R-3

PROJECT INFORMATION: The applicant is asking to rezone .84 acres from C-2 to R-3 for the purpose of building a 20 unit townhome project. If the city grants the maximum density which is 25 units per acre then the property could hold 21 units. The units are 3 story with a 2 car garage for each unit. It is my understanding that these units will be sold to individual buyers. The current proposal would require 31 parking spaces which is met by the garages alone. It appears there is some additional guest parking available in front of the garages. The developer can further discuss that. The 25% landscape requirement will be met. Street access off both Lloyd Road and Hidden Valley Drive is a plus. There is an existing home on the property to be removed. The eastern 1/3 of the property will need to be annexed into the city as it lies in unincorporated davis county. All utilities are available to the property. Storm water detention will be addressed at a later time through a proper design.

If the project receives rezone approval by the City Council a site plan approval by the Planning Commission will come after. Full details of the project will be provided at that time. It's not likely that this project meets the price point set by state of Utah affordable housing criteria, however it would show an effort by the city to create higher density, more affordable housing types than traditional single family dwellings. The city should also value the for sale product that allows new home ownership as opposed to rental units.

STAFF RECOMMENDATION: Staff recommends granting the rezone request.

Reeve & Associates, Inc. - Solutions You Can Build On

20 0 20 40 60'

Scale: 1" = 20'

Ivie Property

Fruit Heights/Kaysville, Davis County, Utah

Design Specs.

Total Area.....0.95 ac.
Density 0.95 @ 25/ac. = 23.75 units
Total Units.....24 Units
Total Open space.....10,832 s.f. (26% of Total Area)
Proposed Parking stalls.....34 Stalls (2 A.D.A.)

Revised: 7/23/26

THESE PLANS AND SPECIFICATIONS ARE THE PROPERTY OF REEVE & ASSOCIATES, INC., 5160 S. 1500 W., RIVERDALE, UTAH 84405, AND SHALL NOT BE PHOTOCOPIED, RE-DRAWN, OR USED ON ANY PROJECT OTHER THAN THE PROJECT SPECIFICALLY DESIGNED FOR, WITHOUT THEIR WRITTEN PERMISSION. THE OWNERS AND ENGINEERS OF REEVE & ASSOCIATES, INC. DISCLAIM ANY LIABILITY FOR ANY CHANGES OR MODIFICATIONS MADE TO THESE PLANS OR THE DESIGN THEREON WITHOUT THEIR CONSENT.

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5160 SOUTH 1500 WEST, RIVERDALE, UTAH 84405
TEL: (801) 621-3100 FAX: (801) 621-2666 www.reeve.co
LAND PLANNERS • CIVIL ENGINEERS • LAND SURVEYORS
TRAFFIC ENGINEERS • STRUCTURAL ENGINEERS • LANDSCAPE ARCHITECTS

REVISIONS

DATE	DESCRIPTION
3-30-2026	Plan Revision
3-31-2026	Parking Stalls
7-23-2026	Layout Updated

Ivie Property
PART OF THE NE 1/4 OF SECTION 11 T.3N., R.1W., S.L.B & M., U.S. SURVEY
FRUIT HEIGHTS/KAYSVILLE, DAVIS COUNTY, UTAH

Multi-Family Concept Plan

Project Info.
Engineer: N. Reeve
Planner: C. Cave
Designer: S. Simrayh
Date: 03-31-2026
Name: FRUIT HEIGHTS MULTI-FAM. CONCEPT
Number: 7729-02

Sheet 1 of 1 Sheets

BASIN VIEW

FRUIT HEIGHTS CITY

FINAL STAFF REPORT

July 23, 2026

APPLICANT: Ryan Ivie, Multi-family project.

LOCATION: 1207 South Main Street

REQUEST: Rezone Request, rezone .95 acres from RS -12 and C-2 to R-3

PROJECT INFORMATION: The applicant is asking to rezone .95 acres from RS -12 and C-2 to R-3 for the purpose of building a 24 unit multi family apartment. If the city grants the maximum density which is 25 units per acre then the property could hold 24 units. The proposed building is 3 stories. It is my understanding that these units will be retained by the owner and rented. There are 34 outdoor parking stalls, they will need to have 37 to meet the parking requirement. The 25% landscape requirement will be met. Street access will be from Main Street. There is an existing home on the property to be removed. All utilities are available to the property.

If the project receives rezone approval by the City Council a site plan approval by the Planning Commission will come after. Full details of the project will be provided at that time. Depending on the price point of the rentals, the project may or may not meet State of Utah affordable housing criteria, however it would show an effort by the city to create higher density projects.

STAFF RECOMMENDATION: Staff recommends granting the rezone request.