



AMERICAN FORK CITY COUNCIL
AUGUST 4, 2026
WORK SESSION AGENDA

Members Present:

Bradley J. Frost	Mayor
Ryan Hunter	Council Member
Ernie John	Council Member
Clark Taylor	Council Member
Tim Holley	Council Member <i>*electronically*</i>
Staci Carroll	Council Member

Staff Present:

David Bunker	City Administrator
Camden Bird	City Administrator Assistant
Stephanie Finau	Deputy Recorder
Sam Kelly	Public Works Director
Al Scott	PW Assistant Director
Patrick O'Brien	
Derric Rykert	Community Services Director
Heather Schriever	Legal Counsel
Cameron Paul	Police Chief

Also present: Kevin Barnes, John Woffinden, Matt Brown (MW Brown Engineering), Brade Cooper (Century Communities)

Notice is hereby given that the American Fork City Council held a work session on Tuesday, August 4, 2026, in the City Administration Conference Room, located at 51 East Main, commencing at 4:00 p.m.

WORK SESSION

Mayor Frost announced that the agenda would be reordered to accommodate Council Member Carroll, who needed to leave at approximately 5:00 p.m., and Council Member Taylor, who expected to leave at approximately 5:15 p.m. He moved the discussion regarding the Tabitha's Way Ambassador Network from Item 5 to the first item of discussion.

1. Discussion on Tabitha's Way Ambassador Network.

Council Member Carroll explained that Cedar Hills Council Member Kelly Smith had asked her to meet with representatives from Tabitha's Way regarding a new initiative to establish an ambassador program in each city.

Mayor Frost noted for the record that Council Member John had joined the meeting and that Council Member Holley was participating electronically by telephone.

Council Member Carroll explained that Tabitha's Way was establishing an Ambassador Network through which each participating city would designate a volunteer liaison. The ambassador

would learn about the organization's services and serve as a resource for the broader community. Tabitha's Way hoped the ambassador could also meet with the City's Police and Fire departments and victim advocates to ensure those personnel were familiar with the available resources.

Council Member Carroll stated that Tabitha's Way would like to designate one month each year to each city to encourage community donations, with the city assisting in communicating the campaign to residents. She clarified that the proposed involvement would not constitute exclusive City endorsement of the organization but would facilitate awareness of its resources. The ambassador could also periodically report during the public-comment portion of a City Council meeting regarding the organization's work within American Fork. She explained that the program was intended to foster greater involvement among the cities whose residents benefit from the food pantry. Council Member Carroll also reported that Tabitha's Way collects donated food from 19 area grocery stores. She noted that most recipients require only temporary assistance and visit the food pantry an average of nine times. Many recipients are children and older adults. She added that the organization can provide a family of four with food assistance for one month for less than \$72, or approximately \$0.20 per meal, largely because of donations from community members and grocery stores. She brought the matter forward in a public meeting to allow the Council to discuss whether the city should support the initiative.

Mayor Frost expressed concern about maintaining a consistent policy for other nonprofit organizations that might request similar assistance. Although he acknowledged that Tabitha's Way directly serves many local households, he asked whether other nonprofits with beneficial missions would receive comparable access to the City's communication channels, including its social media platforms. He suggested that the City consider whether supporting the initiative would establish a broader precedent.

Council Member Carroll asked whether the city currently includes similar information in its newsletter or other communications. Mr. Bird responded that the city rarely promotes individual organizations because it attempts to remain neutral among the many worthwhile causes and must preserve its limited communication space for City information. He noted that the City has occasionally shared such information, particularly when a formal partnership or agreement has been approved by the City. He suggested that formal Council action establishing a partnership with Tabitha's Way could provide justification for promoting the organization's initiatives through City communication channels.

Council Member Carroll stated that the city could consider formalizing a partnership that clearly defined the type and extent of support it would provide. She explained that Tabitha's Way was not requesting substantial assistance but hoped cities would help communicate its initiatives and demonstrate a sense of community-wide support. She emphasized that whether to establish such a partnership remained a matter for Council discussion.

Mayor Frost supported exploring an equitable way to participate. He noted that Tabitha's Way regularly provides surplus food to the City's senior programs, where seniors help ensure that the donated food is preserved and used rather than wasted.

Council Member Carroll added that Tabitha's Way reportedly has a lower food-waste rate than the average food bank because of its efficient operating practices. She recounted that when the organization contacted the Utah Food Bank seeking examples of best practices, it was told that

other organizations are routinely referred to Tabitha's Way as a model. She also praised the organization for distributing food in a respectful, dignified environment resembling a grocery store.

Mayor Frost asked how the Council wished to proceed.

Council Member Carroll explained that Tabitha's Way envisioned the city helping identify one or more community volunteers to serve as ambassadors. The organization did not intend the position to be filled by an elected official because the role would require an ongoing commitment. She offered to submit potential candidates for consideration and noted that Tabitha's Way would welcome two people serving together, such as spouses or friends. The volunteers would act as advocates for the organization and liaisons between Tabitha's Way and the community.

Mayor Frost suggested that Council Member Carroll work with Mr. Bird to determine whether the City's communication policy should be amended to provide appropriate discretion while ensuring nonprofits are treated fairly and the City does not appear to favor particular organizations.

Mr. Bunker suggested that the partnership could be formalized through a memorandum of understanding (MOU). Council Member Carroll asked whether Tabitha's Way already worked with the Senior Center. Mayor Frost responded that he understood the Senior Center picked up food from Tabitha's Way daily.

Council Member Carroll agreed to explore how the city could participate and stated that she would send an email requesting recommendations for potential ambassadors. Mayor Frost supported that approach.

2. Discussion on the Earl Annexation concept plan.

Mr. O'Brien noted that reviewing the proposed image or map in person would make the discussion easier to follow. He introduced the applicants and their representatives, who were present to explain the proposal and answer questions.

Mr. O'Brien described the property as an unannexed, undeveloped parcel of slightly less than 10 acres located at the southern end of 200 South within the City's transit-oriented development (TOD) area. He explained that the parcel is situated between two existing developments, both of which were developed fully in accordance with the current TOD standards, although one may be within the TOD overlay. This creates challenges regarding the zoning and land-use designations that would apply upon annexation.

Mr. O'Brien stated that he and Mr. Bunker had met with the applicants several times to discuss the City's vision for the area and potential development options. The parcel's configuration and the existing code requirements make it difficult to achieve an optimal design and could result in substantial undeveloped space. The current code requires both single-family homes and town homes, with single-family homes located along the property frontage. He noted that typical design practice places townhomes around the perimeter and single-family homes within the more private interior portions of a development. The annexation petition had previously been accepted by the City Council. The applicants were now seeking preliminary Council direction regarding the type of development desired for the property before proceeding further.

Mr. O'Brien identified additional TOD development concerns, including open-space needs and insufficient parking both on streets and individual lots, particularly for guests. He explained that the applicants had prepared a conceptual plan containing somewhat greater density than the applicable zoning standards would allow. He asked the Council to consider whether the proposed density, layout, and townhome development aligned with its vision for the area. He emphasized that the discussion was intended to provide preliminary guidance before the applicants invested further in the formal approval process. He stated that the applicants are in attendance regarding the parcel that is in the TOD area and discussed how the single-family homes are in that area.

Council Member Hunter requested clarification on the applicable zoning and parking standards. Mr. O'Brien explained that single-family homes and townhomes generally require two parking spaces, with additional guest parking for townhomes. He noted that individual room rentals can create parking demand beyond City requirements. Mr. O'Brien stated that full-length driveways could provide parking outside each garage and reduce spillover onto neighborhood streets. He added that private, HOA-maintained streets might allow more effective enforcement of parking restrictions than public City streets.

Mr. O'Brien clarified that the discussion concerned full-width interior streets, not 300 South. He explained that the TOD East Neighborhood Edge zone would place single-family homes near 500 West as a neighborhood buffer, with townhomes on the remainder of the property. However, existing development along 570 West creates a similar compatibility concern on the opposite side.

Mr. O'Brien explained that the applicable TOD standards create an inverse layout of what would typically be preferred. The TOD code requires developments to include specified percentages of different lot and block types. Providing detached single-family homes around the entire perimeter would exceed the allowable percentage for that type of housing and would not comply with the required lot plan. Consequently, townhomes would need to be adjacent to at least one of the surrounding neighborhoods.

Mr. O'Brien stated that the Council needed to consider how best to manage that transition, including whether townhomes throughout the entire project, as proposed by the applicants, would be acceptable or whether detached single-family homes on smaller lots would be more appropriate. He emphasized that staff had found it very challenging to produce a workable layout under the existing code and was seeking direction regarding possible alternatives that could reduce anticipated development issues.

Council Member Hunter confirmed that detached single-family homes existed on both the east and west sides of the property. Council Member Carroll noted that 570 West is expected to become a major roadway.

Mr. O'Brien explained that the annexation and development would require substantial right-of-way dedications for 330 South, portions of 200 South, and the completion of 570 West. He stated that staff were attempting to obtain the necessary right-of-way while treating the property owners fairly and, to the extent possible, accounting for the land dedicated to the City.

Council Member Carroll preferred small-lot detached homes for greater compatibility with surrounding neighborhoods. Mr. O'Brien explained that neither an all-townhome nor all-single-

family project would comply with current zoning and requested Council direction on a suitable development pattern. Council Member Hunter favored primarily matching adjacent neighborhoods, with limited townhomes potentially located along the southern area or 200 South, subject to reviewing the TOD block requirements.

Mr. O'Brien estimated that current TOD standards would permit approximately seven to seven and one-half units per acre, depending on the required lot-type mix, compared with the proposal's slightly more than eight units per acre.

Council Member John publicly disclosed his longstanding friendship and prior professional dealings with the applicant's family, while confirming that the applicant had not contacted him about the project.

Mayor Frost invited the applicants to come forward and asked them to state their names and affiliations for the public record.

Matt Brown with MW Brown Engineering, Braden Cooper with Century Communities, and Nathan and Pam Earl property owners.

Mayor Frost emphasized finding a fair solution consistent with the TOD's intended transition from higher densities near the Frontrunner station to surrounding neighborhoods. Council Member Taylor stated that the density approaching 9 units per acre was too high and inconsistent with that transition, noting that the Council had rejected similar density requests in the past.

Council Member Hunter asked how the TOD's gradual density transition had been established and whether the East Neighborhood Edge boundary was based solely on distance from the Frontrunner platform. Mr. O'Brien stated that he did not know how the boundary had originally been drawn.

Mayor Frost asked whether the Council should reconsider or revise the TOD code. Council Member Taylor questioned whether the existing approach worked effectively, given the surrounding mix of residential zoning and lot sizes, including R1-15000 and R4-7500 properties.

Mr. O'Brien explained that the TOD's density transition could be viewed as a pyramid that steps down in intensity, although the transition may occur differently along various transportation corridors. In some locations, it may be appropriate for higher density to extend along a major roadway rather than decrease uniformly based solely on distance from the station. He stated that the property is primarily subject to Block Type 1 and Block Type 2 standards. Both block types are generally intended for the edges of character districts, whether inside or outside the pedestrian shed, and allow specified ranges of lot types. Although the broader TOD code includes lot types through Lot Type 5, not all are permitted in this particular location. Mr. O'Brien added that the code requires substantial civic open space. While the permitted housing types may make portions of a development appear denser, a significant part of the site must remain undeveloped as civic or amenity space, affecting the project's overall character and feel.

Mr. O'Brien confirmed that the proposal met the 10-to-20-percent civic open-space requirement and provided amenities near the upper end. Council Member John prioritized additional parking over open space beyond the minimum. The applicants noted that the concept included 58 guest

stalls and four full-length resident spaces per unit—two in each garage and two on each driveway.

Council Member Hunter confirmed that each unit would have an approximately 25-by-45-foot footprint, an 18-foot-wide garage door, and a 20-foot-deep driveway capable of accommodating full-length vehicles. Mr. O'Brien added that on-street parking would depend on whether the proposed 32-foot-wide interior streets were public or privately managed by an HOA.

Mr. Bunker explained that public-safety access requires approximately 26 feet of unobstructed roadway. Parking on both sides of a 32-foot-wide street would occupy approximately 16 feet, leaving insufficient clearance for emergency vehicles. Council Member Hunter agreed that the street would become constrained and noted that the placement of the designated guest spaces could reduce parking demand along portions of the roadway and by design almost eliminated.

Mr. O'Brien stated that the designated guest parking would be helpful. Mr. Cooper explained that the spaces had been distributed throughout the project so they would be accessible to units in all areas.

Council Member Hunter reiterated that he did not support increasing density beyond what the existing zoning permits. He agreed with Council Member Carroll that detached single-family homes would be preferable, even on relatively small lots, if the project could be designed within the allowable density of approximately seven units per acre. He acknowledged that achieving such a layout would be difficult.

Matt Brown asked what lot size the Council envisioned for detached single-family homes. Council Member Carroll asked whether the code prescribed the applicable lot sizes. Mr. Brown stated that a detached-home layout would not work under the current requirements.

Mr. O'Brien noted that conceptual renderings had been prepared to illustrate possible layouts. He stated that the compliant TOD layout still resulted in relatively large lots and only approximately five or six homes along one frontage. Mr. Brown reiterated that an all-detached development would require relatively small lots of approximately 3,500 square feet to accommodate the proposed housing product.

Mr. Bunker stated that using 5,000-square-foot lots across the project's net developable area would produce approximately 7.3 units per acre. He noted that 6,000-square-foot lots, comparable to some properties immediately east of the site, would yield approximately six units per acre. Mr. Brown responded that he had prepared layouts using both 5,000- and 6,000-square-foot lots but could fit no more than approximately 45 lots. When Mr. Bunker asked whether setback requirements created the limitation, Mr. Brown confirmed that setbacks and the property's configuration made the layout difficult.

Mr. O'Brien added that the current dimensional standards favor square lots and become challenging when rectangular lots are proposed. For example, a 6,000-square-foot lot is generally expected to measure approximately 60 by 100 feet.

Council Member Carroll asked whether the minimum frontage requirements were unique to the TOD. Mr. O'Brien responded that the dimensions being discussed came from the City's standard residential lot requirements outside the TOD.

Council Member Hunter stated that an all-detached layout would presumably require another east-west street connection, possibly near 275 South. Mr. Brown explained that the concept avoided direct access onto 570 West because of its roadway classification. Although multiple access points could be provided through 330 South, he did not believe another intersection should be added along 570 West.

Council Member Taylor asked about the planned width of 570 West. Mr. Brown estimated that the master-planned right-of-way was approximately 72 feet. Council Member Taylor agreed that, as a collector roadway, additional access to 570 West would be undesirable.

Mr. O'Brien stated that these constraints illustrated the difficulty of designing the site while avoiding foreseeable transportation and development problems. Mr. Bunker asked whether a combination of detached single-family homes and townhomes could achieve an acceptable density. Mr. O'Brien believed it could but noted that such a layout might fall outside the existing zoning requirements. He suggested that if the proposal meets the Council's preferred density and other objectives, accommodating it might require legal review and a development agreement.

Ms. Schriever stated that the alternative might be an amendment to the zoning code. Mr. O'Brien asked whether the Council preferred pursuing a development agreement or amending the ordinance.

Council Member Hunter asked whether a development agreement required a minimum project acreage. Mr. O'Brien responded that approval of a development agreement would be a legislative action and did not identify an acreage requirement.

Ms. Schriever cautioned that if the proposal exceeded what the current zone allowed, the City should consider a zoning amendment to avoid contract-zoning concerns. Mr. O'Brien noted that an ordinance amendment would apply to every similar zone property rather than only this parcel.

Mr. Bunker asked whether an amendment could be limited to a particular block or the East Neighborhood Edge designation. Mr. O'Brien confirmed that it could but cautioned that modifying the TOD provisions would require careful review to avoid creating additional internal inconsistencies.

Council Member Hunter questioned whether the parcel's East Neighborhood Edge designation reflected actual site conditions or an arbitrary boundary around the Frontrunner station. Mr. O'Brien acknowledged that some TOD boundaries lacked clear rationale and that the parcel's isolated location at the district's outer edge made another existing designation unsuitable. He identified a development agreement or zoning ordinance amendment as the likely options.

Mr. Cooper asked whether the property could be removed from the TOD because it lies at the boundary. Mr. O'Brien responded that removing it would not resolve the applicants' density objective and questioned whether 90 units could be supported under conventional zoning.

Council Member Hunter stated that removing the parcel from the TOD would likely support conventional residential development with 5,000- to 7,500-square-foot lots because it lies between detached single-family neighborhoods. He could consider limited attached units or twin homes along 200 South but opposed an entirely attached or higher-density project.

Mr. O'Brien added that the surrounding parcels are also within the TOD overlay, but their underlying zoning and existing uses vary. Some remain subject to agricultural protection, and others are still actively farmed, further complicating comparisons and future planning for the area.

Council Member Hunter noted that the homes immediately west of the property appeared to be larger, higher-value residences on lots of approximately 15,000 square feet or more. Mr. Cooper added that some of the surrounding property carried an R1 designation.

Mr. O'Brien asked whether R2-7500 zoning might provide a workable alternative. Council Member Hunter stated that he could potentially support that designation for a limited portion of the property, such as the northern area adjacent to 200 South, where somewhat greater intensity might be appropriate. He emphasized that he would not support applying it to the entire parcel.

Council Member Taylor asked whether the discussion involved attached housing under the R2-7500 designation. Mr. O'Brien responded that it could potentially include that type of development. Mr. O'Brien explained that an R2-7500 development of at least six acres may qualify for an overlay that permits 6,000-square-foot detached single-family lots as an alternative to duplexes or standard or 7500-square-foot single-family lots.

Council Member Hunter asked whether the R2-7500 overlay required the use of 6,000-square-foot lots or merely allowed them. Mr. O'Brien clarified that the smaller lots were optional and provided an additional development alternative. He explained that the overlay functions similarly to a planned unit development by allowing greater flexibility and more cohesive planning on parcels of at least six acres. He was uncertain, however, how many units the subject property could accommodate after accounting for its net developable area.

Mr. Cooper asked whether the overlay required open space. Mr. O'Brien responded that, to his knowledge, it did not. Unlike the TOD standards, an R2-7500 development would not require civic open space, allowing more of the net acreage to be used for residential lots.

Mr. O'Brien contrasted this approach with the PR-3.0 zone, which permits clustered development and the transfer of density from land dedicated to the city for public needs. The R2-7500 standards rely on net density and conventional lot dimensions, generally requiring lots approximately 60 by 100 feet. They do not include the conservation-lot, flexible-lot, or lot-size-averaging provisions available in PR-3.0 developments.

Mayor Frost asked Mr. Brown to describe the alternative layouts he had evaluated, noting that the Council was expressing interest in a possible hybrid design but would not make a decision during the work session.

Mr. Brown stated that he had prepared a detached single-family layout containing approximately 60 lots. The lots generally range from 3,500 to 4,000 square feet, with some as small as approximately 3,000 square feet. The concept would require modified setbacks, particularly for side yards, but would retain 20-foot driveways. He stated that the smaller lots could still accommodate the applicants' proposed floor plans.

Mr. O'Brien asked whether that layout omitted designated guest parking. Mr. Brown confirmed that the detached single-family concept did not include designated guest parking. He explained that the design team had avoided orienting homes toward 570 West because of the existing homes to the east and the roadway's anticipated collector function. An alternative could place rear yards and attractive fencing along 570 West rather than driveways, which might modestly increase density. However, after reserving an additional 15 to 20 feet along the west side for the collector roadway, the parcel lacked sufficient width to provide an efficient internal street and circulation pattern.

Mr. O'Brien stated that this illustrated the difficulty staff and the applicants had encountered in finding a suitable design. Although the parcel appears to be a relatively straightforward rectangular lot, the surrounding development, roadway needs, and zoning requirements create significant constraints.

Mr. Cooper explained that a layout meeting the TOD requirements would still include more than 30 townhome units in addition to detached homes. Because detached homes are intended to provide transitions along the parcel's edges, the design raised the question of whether the townhomes should be placed closer to the existing neighborhood on the east or the homes on the west.

Mr. Cooper stated that, after evaluating the project from a broader community-design perspective, the applicants concluded that a consistent smaller-lot housing product created a more cohesive layout. The concept avoided direct frontage onto 570 West, provided approximately twice the typical amount of parking, and included nearly twice the required open space. He added that the applicants had tested the site through numerous alternative layouts before determining that the proposed concept functioned best.

Mr. Bunker expanded on the concept, suggesting townhomes along 200 South and through the center, with detached homes along the east and west sides. Council Member Hunter noted that homes along 500 West could potentially be oriented toward the street because it would not function like 570 West.

Council Member Hunter stated that although he generally did not favor townhomes, he could consider lower-intensity attached housing, such as twin homes permitted under an R2-7500-type designation. He emphasized that he would not support stacked or larger five- or six-unit buildings.

Mr. O'Brien noted that the applicants had intentionally proposed two-story rather than three-story townhomes. He explained that an appropriate transition from the TOD core should account for both decreasing residential density and reducing building height to avoid structures that appear overbearing next to existing neighborhoods. Council Member Taylor expressed interest in seeing whether a revised layout could place detached homes backing onto 570 West, homes fronting 500 West, and townhomes through the center and along the property's northern and southern boundaries.

Council Member Taylor stated that the Council was attempting to find a solution that would also allow the applicants to develop the property successfully.

Council Member Hunter stated that his preferred approach would include detached single-family homes along the project boundaries to provide buffers for the surrounding neighborhoods. He could support attached units or twin homes within the interior of the development. He suggested that back-to-back attached units near 330 South and 570 West might help the applicants achieve additional density while preserving detached homes along the project's edges.

Mr. O'Brien asked whether staff should continue evaluating proposals strictly within the existing zoning requirements or whether the Council was comfortable with staff exploring alternatives outside those standards and return with options for further review.

Mayor Frost supported exploring a workable housing mix while maintaining overall density near seven to eight units per acre. He cautioned against an open-ended, project-specific approach and directed that any proposed code modification be presented incrementally for Council and legal review.

Council Member Taylor supported evaluating the suggested hybrid layout, with detached homes providing buffers where necessary and higher-density housing placed along 200 South, 330 South, and the project's interior. He preferred finding a solution without amending the zoning code.

Mayor Frost noted that the parcel presented unusual circumstances but cautioned that the Council could not hold a separate work session for every challenging development proposal.

Council Member Taylor stated that the Council was already dealing with significant concerns from residents in the TOD area, particularly regarding parking. Some residents had requested additional parking within new developments, while others opposed changes intended to create more parking because of potential effects on surrounding streets and neighborhoods. He emphasized that even relatively small development decisions can generate substantial community concern and that the Council needed to find a balanced solution that also respected the applicants' interests.

Council Member Carroll added that the property is highly visible and located between two active neighborhoods.

Mr. Cooper reported no negative neighborhood feedback and emphasized the substantial right-of-way dedications requested by the city. He asked whether reducing the project by approximately six units, bringing density closer to seven to eight units per acre, would gain Council support. He stressed that clear direction was needed to ensure the project remained financially feasible while coordinating the property owners' interests with the City's emergency-access needs, a proposed church, and the surrounding community.

Council Member Taylor supported evaluating the suggested hybrid layout, with detached homes providing buffers where needed and higher-density housing located along 200 South, 330 South, and the project's interior. He preferred finding a workable solution without amending the zoning code.

Mayor Frost noted that the parcel presented unusual circumstances but cautioned that the Council could not hold separate work sessions for every challenging development proposal.

Council Member Taylor emphasized balancing the Earl family's development rights with concerns from surrounding TOD residents, particularly regarding parking and traffic. Council Member Carroll noted the property's prominent location between two active neighborhoods. Council Member Taylor expressed support for a cooperative, feasible project while protecting neighbors and recognizing the substantial improvements required from the applicant.

Mr. Cooper responded that a layout complying strictly with the existing code would likely generate objections from at least one adjacent neighborhood because townhomes could be placed along 570 West next to existing homes. He stated that if the applicants were addressing compatibility concerns on one side of the property, they should also consider the neighborhood on the other side. He believed the proposed distribution of parking and open space provided a more balanced approach to the site's competing concerns.

Council Member Carroll suggested that 570 West, as the larger roadway, could be a logical location for townhomes, particularly because fencing and the roadway would limit interaction with the neighborhood across the street. She stated that residents' primary concern was not necessarily townhomes themselves but significant or widespread increases in density.

Mr. Cooper acknowledged that the term "townhome" often generates immediate concern. Council Member John added that many townhomes are purchased and later rented rather than remaining owner-occupied.

Council Member Taylor and Mr. Cooper clarified that the proposed units were intended to be sold as owner-occupied homes within an HOA. However, Mr. Cooper acknowledged that an owner could later rent the entire unit or individual rooms. Mr. O'Brien confirmed that the proposal did not include an owner-occupancy requirement.

Council Member Hunter noted that an HOA could restrict rentals even though the City could not impose or enforce such a restriction. He stated that he would be more willing to consider flexibility in housing type or density if the HOA documents limited rentals. If the HOA permitted full-unit or individual-bedroom rentals, he believed the project could reproduce the parking problems experienced elsewhere in the TOD area. He also requested that the city consider revisiting its residential parking standards to better account for bedroom rentals and the resulting vehicle demand.

Mr. O'Brien clarified that state law limits the maximum number of parking spaces the city may require for attached or detached single-family dwellings.

Mayor Frost asked staff and the applicants to summarize the Council's direction so the concept could be revised before returning for formal consideration. He emphasized that the City did not want the property to remain undeveloped for another 20 years and needed the planned roadway connection. Although the City could potentially route the road beneath the proposed church property, he did not consider that the preferred solution and wanted to find a workable approach involving the subject parcel.

Mr. O'Brien summarized his understanding that the proposed 90 units exceeded the density most Council members were comfortable supporting. He stated that the Council appeared open to reviewing a revised layout containing a mix of housing types—or possibly a single housing type

if an appropriate design could be achieved—with an overall preference for more detached single-family homes.

Council Member Hunter responded to the repeated concern that detached single-family development was not possible. He stated that such a layout was possible, even if it was not the applicants' preferred alternative. Mr. O'Brien agreed that detached homes could be laid out on the property but acknowledged that the resulting design might not be optimal.

Mayor Frost directed staff to document the issues identified through the discussion and consider whether the TOD standards for the area needed clarification or revision. He stated that clearer requirements would help provide future applicants with more predictable direction earlier in the development process.

Nathan Earl, one of the property owners, expressed frustration that the family had been working on the property for six or seven years and had only now reached this stage. He had believed the density question had already been resolved.

Mr. Cooper explained that when the TOD zone was established, the property owners understood that annexation into the district would permit substantially greater density, potentially 12 to 14 units per acre. The applicants' original concept contained approximately 120 units, which had since been reduced to 90. He stated that the owners' frustration resulted partly from their initial expectations regarding the density the TOD designation would allow.

Mr. Earl added that the TOD standards had changed several times during the previous 15 years.

3. Discussion on the proposed cemetery expansion.

Council Member Carroll excused to leave at 5:05 pm

Mr. Rykert introduced cemetery staff members Josh Barnett, Grant Ingersoll, and Mark Coddington, who had evaluated the cemetery's needs and developed the proposed improvements. He also recognized Cemetery Committee members Kevin Barnes and John Woofinden, who were present to participate in the discussion.

Mr. Rykert explained that staff would first present cemetery metrics showing current conditions, including the number of remaining burial lots, the number still available for sale, and projections based on average usage indicating how long the existing inventory would last. He stated that staff were proposing improvements and expansion to increase the cemetery's capacity. The proposal included expanding southward to create approximately 800 additional traditional burial spaces and installing 320 cremation niches.

Mr. Rykert noted there was a detailed cemetery inventory data for the Council's review. He explained that staff proposed requiring future cremation remains to be placed in columbarium niches rather than unused traditional burial plots. Cremated remains could still be placed above an existing traditional burial, allowing families to remain together while preserving vacant plots for full-body burials.

Council Member Hunter asked whether the policy would apply only to the 800 proposed new spaces or to all vacant cemetery lots. Mark Coddington explained that the current policy allows as many as four cremation burials in an otherwise vacant plot and up to two cremation burials

above an existing traditional burial. He stated that, moving forward, newly purchased vacant plots would be reserved for full-body burials to extend the cemetery's useful life. Families could still place up to two cremation burials above an existing family member.

Council Member Hunter sought clarification regarding previously purchased lots that remained vacant and whether the proposed restriction would apply to current lot owners or only to future purchases. Staff indicated that the availability of cremation niches supported the proposed change, but the discussion did not clearly resolve how the policy would apply to existing unused lots.

Council Member Hunter asked whether the cemetery metrics included information about how frequently previously purchased lots are privately resold or otherwise transferred. He explained that his family had purchased lots from someone who chose to be buried elsewhere and wanted to understand what percentage of the existing inventory returns to the market through private sales each year. Mr. Coddington responded that most purchasers intend to use their lots either for a traditional burial or specifically for cremation remains. He stated that it is uncommon for a family to use an entire traditional plot for only one cremation burial, although it occasionally occurs.

Mr. Rykert presented the cemetery inventory projections. At the current rate of lot sales, the remaining lots available for purchase would last slightly less than seven years, while the cemetery has sufficient physical burial capacity for approximately 21 years. The proposed expansion would extend the available sales inventory to more than 14 years and the projected burial capacity to approximately 45 years, based on current averages.

Mr. Rykert also reviewed cremation trends. Although American Fork's cremation rate remains below both national and statewide averages, cremation use locally is increasing. Staff used that trend to project the useful life of the proposed improvements. He stated that cremation is becoming more widely accepted and typically costs families less than traditional burial because it avoids or reduces expenses associated with caskets, headstones, and related services. Staff nevertheless recognized that the cemetery must continue accommodating both cremation and traditional burial preferences while using its limited land efficiently.

Mr. Coddington presented an aerial image of the proposed Columbarium location near the large flag and the children's garden. He explained that the grass area had been identified for a similar use approximately 10 years earlier. Some infrastructure exists beneath the site, primarily drip irrigation lines, but staff believed it could be relocated; most electrical infrastructure is behind the curb.

Mr. Coddington also displayed the specific Columbarium product proposed for purchase from the City's vendor, which has installed similar units for municipalities throughout Utah and elsewhere. The Columbarium would begin near the easternmost tree of the children's garden and connect to the existing walking area with pavers. Staff would preserve as much grass as possible, while integrating the improvement into the garden's pedestrian area. He clarified that the Columbarium would be placed west of the flag and would not disturb the flower beds and concrete improvements to the east.

Mr. Coddington explained that staff preferred the proposed curved columbarium design over a straight row of niches, such as those installed in Lehi and several other cemeteries. Based on the

vendor's experience, curved layouts and integrated walkways are more visually appealing and tend to sell more quickly. He stated that the cylindrical structure at the center of the design would serve as an ossuary. It would include 96 individual niches around its exterior and a communal interior space capable of holding the cremated remains of more than 400 individuals. Families who did not wish to purchase a private niche could choose placement within the communal ossuary.

Mr. Coddington noted that many families retain cremated remains at home because they are uncertain how to provide a permanent resting place. Some private funeral providers offer low-cost communal placement in underground vaults with a shared memorial wall. He explained that the proposed Ossuary would provide a similar affordable option within the city cemetery. He explained that individuals placed within the communal ossuary would have their names displayed on a shared memorial, similar to the cemetery's veteran's wall.

Council Member John confirmed that the round structure was the communal Ossuary and asked about its capacity. Mr. Coddington responded that the interior could hold the cremated remains of more than 400 individuals, with an additional 96 individual niches located around the exterior. He also explained that containers received from crematories vary considerably in size, ranging from approximately the size of a tissue box to that of a small cooler.

Mr. Rykert then transitioned the presentation from cremation facilities to the proposed expansion of traditional burials.

Council Member Clark excused to leave at 5:20 pm

Mr. Coddington identified the existing cemetery parking lot and Pony Field and explained that the proposed expansion would extend southward. Staff envisioned an east-west road aligned generally with the school district's driveway between its permanent building and portable structure, extending back toward Center Street. The area north of that road would be landscaped and incorporated into the cemetery, creating approximately 800 additional traditional burial spaces capable of accommodating single- or double-depth burials.

Council Member Hunter confirmed that the proposed expansion would replace the existing parking lot and extend slightly beyond Pony Field's first baseline, creating at least 800 burial spaces. He also asked about expanding farther south toward third base, but Mr. Coddington said staff had not yet calculated the capacity of that additional area.

Mr. Bunker clarified that the existing parking lot would be removed and replaced with an access road similar to those within the current cemetery. Mr. Coddington stated that the new road would establish the southern boundary of the expansion and extend west to Center Street.

Council Members John and Taylor confirmed that no cemetery expansion was proposed south of the new road. Mr. Coddington stated that Pony Field would remain grass, although a narrow strip along the road might accommodate additional burials. Staff would preserve as many mature trees as practical, use flat headstones where needed, and replace any trees removed during construction.

Mr. Coddington reviewed the preliminary construction costs, which he considered reasonably reliable except for the uncertain expense of relocating electrical infrastructure. He explained that

approximately 90 percent of the work would be completed by City crews, excluding construction of the cremation niches. City staff would prepare and excavate the site, construct the road, install irrigation, complete demolition, and restore the landscaping after the niche vendor finished its work.

Council Member Hunter questioned whether the proposed expansion should stop near first base. Because the City would already be undertaking substantial construction, he asked whether extending farther south would provide better long-term value. Based on a preliminary Google Maps measurement, he estimated that approximately 80,000 square feet, or 1.75 acres of grass, remained between the proposed boundary and the parking area farther south. Mr. Bunker responded that the proposed expansion would extend the cemetery's lot-sales capacity by approximately 14 years. He noted that increasing cremation rates and greater use of double-depth burials could extend that period further.

Mr. Bunker asked whether the remaining Pony Field area could continue supporting recreation programs after the expansion eliminated part of the ballfield. Mr. Rykert stated that the city could continue using the remaining grass as general park space or for programming until it was needed for future cemetery expansion.

Council Member John suggested temporarily using a portion of the remaining area for recreation-center parking because parking at that facility is limited. He noted that a surface parking area could later be removed and converted to cemetery use when additional burial capacity became necessary.

Mr. Coddington explained that the proposed cremation garden could be expanded incrementally if demand increased. Additional curved or straight sections of niches would require relatively little land and could be installed elsewhere in the cemetery. He suggested preserving space near the proposed southern road for future cemetery needs while the city determines the recreation center's long-term plans. He believed the cremation facilities would become popular and substantially extend the cemetery's traditional burial capacity.

Mr. Bunker asked whether the Bingham property could accommodate future cremation facilities. Mr. Coddington responded that he had considered the property but believed it could address a more immediate operational need. The cemetery currently lacks a permanent location nearby for its trailers, dumpsters, and excavated soil and relies on privately owned land for storage.

Mr. Coddington proposed using approximately one acre of the Bingham property as a permanent, screened storage area for cemetery and seasonal Parks equipment. He noted that the cemetery currently uses a similar amount of Steele family property with permission and that the family may be willing to discuss its future use, although no commitment has been made.

Mayor Frost observed that land availability and ownership interests in the surrounding area could change over time, as positions that existed 12 to 15 years earlier had already evolved. He supported proceeding with the proposed improvements to extend the cemetery's capacity, monitor burial and cremation trends, and preserve flexibility for future expansion. He noted that substantial acreage in the area could potentially become available over time, allowing the cemetery to serve the community for many generations.

Mr. Coddington agreed, emphasizing that cremation would remain an increasingly important option as available burial land diminished. He anticipated that land constraints could make cremation necessary for more families within the next 30 to 40 years.

Mr. Coddington explained that the cremation garden would also offer alternative memorial options, including cremation rocks with core-drilled receptacles and memorial benches. Staff planned to purchase several examples of each from Larkin to provide families with a range of choices. He noted that although some people remain uncomfortable with cremation, many families have specifically requested these types of memorial options.

Mr. Bunker and Mr. Coddington observed that attitudes toward cremation are changing. Mr. Coddington noted that similar facilities already exist in Lehi, Pleasant Grove, Provo, and Orem, and that Highland was also planning one.

Mayor Frost raised concerns about vehicles damaging the Columbarium or memorial features. Mr. Coddington and Council Member John suggested protective landscape boulders, reinforced benches, or bollards. Mr. Coddington added that cremation services are increasingly important and that investment in high-quality facilities should provide a strong long-term financial return.

Mr. Bunker stated that staff had consulted with Ms. Montoya regarding funding and believed the cemetery's perpetual-care fund might contain sufficient resources to begin the cremation niche project. Mayor Frost recalled that the City had previously established a self-sustaining funding mechanism for cemetery improvements.

Mr. Coddington explained that most construction would be completed by City staff in partnership with Larkin, allowing the project to proceed quickly and niches to become available for sale soon after construction began. Mayor Frost noted that a portion of each burial or grave purchase is deposited into the perpetual-care fund, meaning the City would effectively borrow from its own cemetery revenues to finance the improvements. Mr. Coddington confirmed that the same approach had funded the cemetery's earlier expansion across 600 North.

Mayor Frost encouraged staff to make the project attractive and emphasized that the cemetery's appearance reflects the community. He complimented staff on maintaining the cemetery. Mr. Coddington credited the collective efforts of City staff and acknowledged that the current year has been particularly challenging.

Mr. Rykert stated that the proposal would return to the Council as a formal action item, including approval of the necessary budget. Mayor Frost invited additional comments and expressed appreciation that the city had suitable land available for the expansion and thanked the cemetery staff for their time.

~~4. Discussion on proposed code text amendment regarding accessory dwelling units.~~

Mayor Frost stated that he would push this to another session due to Council Member Carroll and Taylor absence.

5. Discussion on automatic annexations.

Mr. O'Brien presented the requirements of HB 457, explaining that the legislation establishes an automatic annexation process applicable to Davis, Weber, and Utah counties. The law applies to unincorporated islands of 55 acres or less that are completely surrounded by a city and meet

specified conditions. Qualifying properties generally include those already receiving municipal water or sewer service with infrastructure meeting City standards, or properties without infrastructure that are not otherwise exempted by the county. All qualifying islands would be combined into a single plat and automatically annexed into the City on May 1, 2027, unless the city formally opted out.

Mr. Bunker clarified that the legislation originated from circumstances in Davis County rather than Utah County. Mr. O'Brien added that Salt Lake County was already undergoing a similar process without an opt-out provision. He stated that he had previously expressed general support for resolving unincorporated islands but cautioned that cities needed a way to obtain necessary roadway rights-of-way through annexation.

Mr. O'Brien identified operational, financial, and governance impacts associated with automatic annexation. He recommended that American Fork opt out, primarily because automatic annexation would eliminate the City's ability to require needed right-of-way dedications as part of the annexation process. The City would instead have to purchase those rights-of-way, creating a potentially significant financial burden, particularly as it works to complete east-west transportation connections and some north-south routes in the Lakeshore area.

Mr. O'Brien also emphasized that annexation decisions traditionally rest with the City Council. Automatic annexation could require the City to accept properties before adequate roads, utilities, and other municipal services were available. He stated that retaining local control would allow the City to annex land in a coordinated and sustainable manner, ensuring that development occurs near existing improvements and that sufficient infrastructure and service capacity are in place.

Mr. Bunker emphasized that automatic annexation could conflict with the City's local planning objectives. If a property were automatically annexed under its default zoning designation, the City Council could become constrained by zoning or development expectations that did not align with its intended land-use vision for the area. Mr. O'Brien agreed, describing the legislation as a growth-management, infrastructure, service-delivery, and transportation-connectivity issue. He clarified that automatic annexation would not prevent the city from eventually obtaining needed roadway land, but it would require the city to purchase it rather than secure dedication through the annexation process.

Mr. O'Brien explained that requiring dedication of master-planned and development-related rights-of-way during annexation is a lawful and essential City tool rather than an improper exaction. Losing that opportunity would make completing the City's transportation network more difficult and substantially increase the public cost.

Council Member John asked whether the city would face any penalty or disadvantage if it opted out of automatic annexation. Mr. O'Brien responded that there was no direct penalty, although annexation could take longer because property owners would need to petition for annexation. He noted that the City would retain its ability to initiate annexations but would lose some control over operational, financial, and governance decisions, which would instead be exercised by the Legislature.

Mr. Bunker emphasized the potential financial impact of automatic annexation, explaining that road right-of-way currently costs approximately \$600,000 to \$800,000 per acre. If land were

automatically annexed before the city obtained the necessary right-of-way, the city could face millions of dollars in additional acquisition costs. Council Member John referenced the challenges involved in a previous annexation undertaken to facilitate the extension of 700 South.

Mr. O'Brien added that annexed property immediately gains the ability to pursue development, potentially creating sudden demands on police, fire, infrastructure, and other public services. He stressed that the city needs to manage the location and timing of growth to ensure it can sustainably provide services. As an example, he cited development south of 620 South in the TOD area, where growth occurred before infrastructure to the north was completed and has already created an urgent need for additional fire-service capacity. He cautioned that automatically annexing more land could accelerate development and force the city to advance costly infrastructure and public-safety timelines.

Mayor Frost observed that the automatic-annexation legislation appeared to have been created for a specific situation involving another city or county. He confirmed that the city would need to formally opt out by adopting a resolution and notifying Utah County.

Ms. Schriever questioned how the County intended to address its unincorporated islands. Mr. O'Brien explained that City staff had recently met with County representatives regarding updates to the County's strategic plan, transportation master plan, and general plan. The County's approach is to leave urban development to municipalities while maintaining its traditional role in rural areas.

Mr. Bunker added that County officials anticipated and supported American Fork opting out and were willing to wait until the city was prepared to annex and serve the affected areas. Mr. O'Brien clarified that the County's general plan anticipates the land eventually becoming part of American Fork, but the primary issue is the timing of annexation. The County does not intend to provide urban development or municipal services in place of the city.

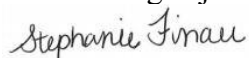
Mayor Frost stated that the existing annexation process encourages negotiation among the City, County, and property owners, particularly when an unincorporated parcel is surrounded by city roads or development. He directed staff to coordinate with Council Members Carroll and Taylor and place an opt-out resolution on an upcoming agenda.

Mayor Frost asked whether the Council generally supported opting out and whether there were any remaining concerns. Council Member John stated that his only concern was whether the State might penalize the city for opting out. Based on the legislation and staff's explanation that no penalty would apply, he expressed support for proceeding.

Mr. O'Brien noted that the inclusion of an opt-out provision indicated that legislators had responded to some municipal concerns, contrasting the legislation with a similar process in Salt Lake County that did not provide an opt-out option. Mr. Bunker characterized the bill as a carefully crafted piece of legislation.

6. Adjourn.

The meeting adjourned at 5:50 p.m.



Stephanie Finau
Deputy Recorder