

# **MINUTES OF THE PUBLIC HEARING/REGULAR BOARD MEETING OF THE BOARD OF TRUSTEES OF JORDAN VALLEY WATER CONSERVANCY DISTRICT**

(Approved June 4, 2025)

Held May 14, 2025

A Public Hearing/Regular Board meeting of the Board of Trustees of the Jordan Valley Water Conservancy District was held both in person and electronically on Wednesday, May 14, 2025, at 6:00 p.m. at JVVCD's administration building located at 8215 South 1300 West, West Jordan, Utah.

This meeting was conducted electronically in accordance with the Utah Open and Public Meetings Act (Utah Code Ann. (1953) §§ 52-4-1 et seq.) and Chapter 7.12 of the Administrative Policy and Procedures Manual ("Electronic Meetings").

## Trustees Present:

Corey L. Rushton, Chair  
Karen D. Lang, Vice Chair  
Zach Jacob  
Andy Pierucci  
Dawn R. Ramsey  
John Richardson  
Mick M. Sudbury  
John H. Taylor  
Barbara L. Townsend

## Staff Present:

Alan Packard, General Manager  
Jacob Young, Deputy General Manager (electronic)  
Shazelle Terry, Assistant General Manager  
Shane Swensen, Chief Engineer  
David Martin, Chief Financial Officer/Treasurer  
Brian McCleary, Controller  
Kurt Ashworth, Human Resources Manager  
Brian Callister, Maintenance Department Manager  
Gordon Batt, Operations Department Manager  
Jason Brown, Information System Department Manager  
Mindy Keeling, Executive Assistant  
Lisa Wright, Administrative Assistant III  
Martin Feil, Database Administrator (electronic)  
Teresa Atkinson, Administrative Assistant II  
Kelly Good, Community Engagement Department Manager  
Travis Christensen, Engineering Group Leader  
Jeanette Perry, Customer Services Supervisor

## Also Present:

Ben Stanley, JVVCD General Counsel candidate  
Shawn Koorn, Associate Vice President, HDR Engineering  
Kevin Lorentzen, HDR Engineering  
Jason Helm, General Manager, Granger-Hunter Improvement District (electronic)  
Mark Chalk, General Manager, Taylorsville-Bennion Improvement District (electronic)  
Brien Maxfield, Senior Engineer, Draper City

Ammon Allen, Engineering Manager, Metropolitan Water District of Salt Lake & Sandy  
(electronic)

Kal McDonald, Water Manager, Riverton City

Todd (electronic)

Paul Schmidt, 8492 South 1275 East, Sandy, Utah

Brett Behling, Government Relations, WSP

**Call to order and  
introduction of  
visitors**

Mr. Corey Rushton, Chair, convened the public hearing of the Jordan Valley Water Conservancy District Board of Trustees at 6:00 p.m. on Wednesday, May 14, 2025, in the JVVCD administration building located at 8215 South 1300 West in West Jordan, Utah. Mr. Rushton introduced the members of the Board and visitors who joined the meeting in person and electronically. Mr. Rushton stated this public hearing was being held to receive public comments regarding the fiscal year 2025/2026 tentative financial plan and budget, and the tentative wholesale and retail water rates.

**Public Hearing on the  
tentative financial  
plan and budget for  
fiscal period July 1,  
2025, to June 30,  
2026, and the  
tentative wholesale  
and retail water rates  
for fiscal period July  
1, 2025, to June 30,  
2026**

**Verification of legal  
notification  
requirements**

Mr. Rushton asked Mr. Alan Packard, General Manager, to report on verification of legal notification requirements for the public hearing. Mr. Packard presented the notification certificates of distribution showing how notice was provided for this public hearing for the proposed retail and wholesale water rates, and the tentative FY 2025/2026 budget and financial plan. An affidavit was provided by staff indicating mailed notice of the public hearing was sent to all JVVCD retail customers. He stated that all requirements were met for legal notification as required by the Utah Code.

**Motion to open public  
hearing**

Mr. Rushton called for a motion to open the public hearing. Mr. Mick Sudbury moved to open the public hearing. Following a second by Ms. Barbara Townsend, the motion was unanimously approved as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Comments from the  
Finance Committee  
Chair**

Mr. John Taylor, Finance Committee Chair, expressed appreciation to staff and consultants for the effort that has gone into preparing the proposed budget and water rates.

**Staff presentation**

**Review schedule of  
Board actions**

Mr. David Martin, Chief Financial Officer/Treasurer, was asked to review the schedule of Board actions and give an overview of the tentative financial plan and budget for FY 2025/2026. Mr. Martin said staff began preparation of the budget in January 2025. He reviewed the schedule of Board actions which included two Finance Committee meetings; the water

rate analysis and calculation by JVWCD's consultant; the April 9, 2025, Board meeting where the Board tentatively approved the tentative FY 2025/2026 budget and water rates; today's public hearing; the June 4, 2025, Board meeting at which the tentative budget, the proposed tax rate, and the final water rates will be adopted to be effective July 1, 2025; and the August 13, 2025 public hearing for a proposed property tax rate increase.

### **Overview of tentative financial plan and budget**

Mr. Martin stated the budgeting process is designed to help support a Level of Service outlined in JVWCD's Strategic Plan. As the budget is set, sources of funds are identified and include water sales which are 61% of revenue, property taxes which are 28% of revenue and also support public benefit and bonding, and the use of reserves and other revenues which balance funding. He then detailed uses of funds which include operation and maintenance as the largest use, repayment of debt, transfers, and use of new bond proceeds to fund capital projects, all of which facilitate water deliveries to customers and new and replacement infrastructure to provide the budgeted Level of Service. Mr. Martin reviewed the sources and uses of funds totaling \$207,591,208 for FY 2025/2026. He said the increase in the budgeted water sales revenue is based on water deliveries increasing from 104,000 acre-feet (AF) to 106,500 AF, and a proposed 4.9% average water rate increase, and also budgeted property tax revenue increased due to a proposed property tax rate increase of approximately 11%. He also mentioned approximately \$5.6 million of reserve funds will be used to fund the budget.

Regarding the uses of funds, the largest portion of the budget is the operation and maintenance budget at \$64.6 million, an increase of 7.0% over last year. Repayment of bonds makes up approximately \$31 million of the budget, with transfers to various funds totaling approximately \$21.3 million, and gross capital projects totaling approximately \$90.6 million. Mr. Martin reviewed the operation and maintenance expenses by department, highlighting categories with the largest increases

Mr. Martin reviewed the general equipment budget, which totals \$1,316,678 and is made up of items costing \$10,000 or more, have a useful life of more than one year, and which are recorded as assets and depreciated. He reviewed the capital projects budget, which totals approximately \$82.9 million net after applicable reimbursements, and is divided into five categories. Mr. Martin identified some of the largest projects in the different categories. He said staff identified and prioritized timing of projects that could be postponed and reduced the preliminary capital projects budget by approximately \$14 million.

Mr. Martin said the current tax rate is 0.000321 and the Certified Tax Rate is not received by the Salt Lake County Auditor's office until June. At that time the actual proposed tax rate will be calculated which would generate the budgeted revenue from the proposed tax rate increase. He stated that because the budget includes a proposed tax rate increase, a Truth-in-Taxation public hearing is required and will be held August 13, 2025. He reviewed a summary of fees and said there are no proposed changes to existing fees. Mr. Martin stated that a Water Rate Study was performed by

HDR Engineering. The annual Member Agency meeting was held on April 15, 2025, at which staff reviewed with JVVCD's Member Agencies the tentative water rates. After the April Board meeting, a letter was mailed to retail customers that included the tentative retail water rates, and public hearing information.

**Tentative retail and  
wholesale water rates  
presentation**

Mr. Martin introduced Shawn Koorn, Associate Vice President of HDR. Mr. Koorn reviewed the methodology used to determine JVVCD's water rates. The process includes three steps: determining the revenue requirement, performing a cost of service analysis, and rate design. Mr. Koorn said that the Board directed HDR to develop the water rate analysis with a 4.9% overall system rate adjustment for FY 2025/2026, finalize a cost of service analysis, and develop proposed rates based on cost of service results.

Mr. Koorn said JVVCD updates its water rates on an annual basis to ensure the rates reflect each agency's use of JVVCD's system and cost of service. He explained how each Member Agency's cost of service varies according to its peak day and peak hour demands. He then reviewed in detail how the revenue requirement, cost of service analysis, and rate design were used to determine FY 2025/2026 proposed water rates. He summarized by saying there is an overall revenue adjustment increase of 4.9% in FY 2025/2026, cost of service results show minor differences in water rate adjustments among Member Agencies overall, proposed rates reflect overall revenue needs and cost of service results for retail and individual wholesale member agencies, and rates will be implemented July 1, 2025, if approved by the Board.

**Questions from  
Trustees**

Mr. Rushton inquired as to how the cost of service projected consumption figures for the retail tiers were calculated. Mr. Koorn answered that the model uses a running tally of consumption by tier and Member Agency over several years, adding the most recent year's data. While efforts are made to balance projections, the data this year showed significant changes in the upper tiers based on how customers were using water.

Mr. Rushton inquired about the elasticity of water demand and how a better understanding of how customers react to price changes, particularly in discretionary use, could aid rate setting. Mr. Koorn noted that elasticity analysis generally focuses on discretionary outdoor use. While JVVCD looks at rates annually, minimizing the concern, significant changes in upper tier usage patterns can impact cost of service results.

Mr. Rushton asked hypothetically what the effect would be on the cost allocation and peaking analysis if retail customers were put on a mandatory watering schedule, such as odd-numbered houses watering on specific days and even-numbered houses on others. Mr. Koorn noted that while direct analysis was not available, such a schedule would likely reduce peak demand on the system, thereby lowering the extra capacity costs that are passed on through rates, particularly in the upper tiers. The base costs would then likely increase, also getting passed on through rates.

Mr. Rushton commented on the tax rate increase, noting the public benefit of water as being items that cannot be measured by a meter, and asked

for clarification on the estimated costs that support increased property values as a public benefit. Mr. Martin said the capital projects which will provide more water to lands as they develop and support economic growth, increase the value of those lands. Mr. Packard shared that the Water Conservancy District Act in state law identifies one of the primary purposes of a water conservancy district is to increase property values within its service area. He also mentioned that the certainty, or lack thereof, of enough water to support growth has an immense effect on property values.

Mr. Zach Jacob praised the staff and process for the budget and rate study, stating that the underlying philosophy and principles, such as funding capital projects through bonding rather than current rates so users pay for what they use, were well thought out and commendable.

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**Invitation for public comments**

Mr. Martin summarized comments received from retail customers as follows:

**Acknowledgement of public comments received**

- Savanna Craig, West Water Research, asked for an explanation behind the water rate increase, then requested more specifically regarding West Jordan's rate increase and pump zone charges. She requested to see the last ten years of water rate increases for West Jordan. She was asked to complete a GRAMA request, which she did. The requested information was provided.
- Rita Lee (retail customer) lives in the Upper Willow Creek area, and shares the following concerns with others on her street: 1) Still concerned about the extra pump charge that was assessed to their area a number of years ago, 2) They have annexed into Sandy City since then, because they did not feel fairly represented in unincorporated Salt Lake County, and 3) Feels that the water rate increase is excessive.

**Comments from visitors**

Mr. Paul Schmidt stated he lives in unincorporated Salt Lake County and expects to be annexed to Sandy City in two years and asked who would send his water bills after annexation. He then asked who exactly qualifies as a Tier 4 customer. Mr. Schmidt suggested implementing an adult program, similar to the Slow the Flow program for kids, where people could call a number to report water abuse like broken sprinkler heads or systems running for extended periods. Finally, he questioned the significant percentage changes in the general administration and uniform budget line item from the prior year which showed a 73% increase, to this year which shows a 13% decrease, asking for clarification on what costs are included.

Mr. Rushton thanked Mr. Schmidt for his comments and good questions. He anticipated staff would respond to his questions.

**Close public comment session**

Mr. Rushton called for a motion to close the public comment session. Mr. Mick Sudbury moved to close the public hearing. Following a second by Mr. Andy Pierucci, the motion was unanimously approved as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye

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Mr. Pierucci – aye  
Ms. Ramsey – aye

Ms. Townsend – aye

**Staff response and  
summary**

Mr. Packard responded to the comments of Paul Schmidt. Regarding billing after annexation into Sandy City, he stated Mr. Schmidt currently receives retail service from JWWCD and expects annexation into Sandy City around 2027. He explained that JWWCD has a policy to cooperate with municipalities when unincorporated areas they serve annex, determining the best organization to provide service. If it makes sense for the municipality to provide service at comparable costs, it will be entertained; otherwise, JWWCD may continue to serve. He said no decision has been made at this time, and a public process would occur with Sandy City to advise residents on potential billing differences before a decision is finalized.

Regarding whom is a Tier 4 customer, Mr. Packard clarified that Tier 4 is not a type of customer, but a volume of water consumed in a month, representing the highest volume tier. The volume block for each tier varies by meter size. Mr. Packard appreciated Mr. Schmidt's ideas on reporting wasteful water use.

Mr. Dave Martin responded to the question about the large percentage changes in the general administration and uniform budget. He explained that category is approximately 95% miscellaneous expenses and 5% or less uniform expenses. The large increase in the prior year was primarily due to a significant miscellaneous expense, specifically for a Great Salt Lake Study which was a legislative unfunded mandate. This explains the large increase followed by a decrease in the subsequent year when that specific large expense was not present.

**Motion to close  
public hearing**

Mr. Rushton called for a motion to close the public hearing. Ms. Karen Lang moved to close the public hearing. Following a second by Mr. Mick Sudbury, the motion was unanimously approved as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Consider scheduling  
approval at the June  
4, 2025, Board  
meeting, to be held at  
8215 South 1300  
West in West Jordan,  
Utah, of the following  
items for fiscal year  
July 1, 2025, to June  
30, 2026: final  
adoption of the  
financial plan and**

Mr. Rushton called for a motion to consider scheduling approval at the June 4, 2025, Board meeting, of the adoption of the fiscal year 2025/2026 tentative financial plan and budget; determining, fixing, and adopting of a tax rate; and final adoption of wholesale and retail water rates. Ms. Barbara Townsend moved to schedule approval of these items at the June 4, 2025, Board meeting. Following a second by Ms. Karen Lang, the motion was unanimously approved as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**budget; determining, fixing, and adopting of a tax rate; and final adoption of wholesale and retail water rates**

Ms. Ramsey – aye

**Approval of common consent items**

Mr. Rushton presented the minutes of the Finance Committee meeting held March 24, 2025, the Executive Committee meeting held April 7, 2025, and the Board meeting held April 9, 2025. He also presented the April 2025 Trustees' Expenses Report. Mr. Rushton called for a motion. Mr. John Richardson moved to approve the minutes of the April 7 and 9 meetings and the Trustees' Expenses Report for April 2025. Following a second by Ms. Barbara Townsend, the motion was unanimously approved by those present as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Consider providing advice and consent for General Counsel appointment**

Mr. Rushton noted that the Board had the opportunity to provide advice and consent for the appointment of the General Counsel position. He mentioned the Board's participation in the selection process, discussions of qualifications, and meeting the recommended candidate.

Mr. Packard stated his appreciation for the level of interest and the quality of applicants received for the General Counsel position. He said Ben Stanley was selected as the new General Counsel for JWWCD and recommended him for the Board's advice and consent.

Mr. Rushton called for a motion on the recommendation. Ms. Dawn Ramsey moved to provide advice and consent for the appointment of Ben Stanley as General Counsel. Following a second by Mr. John Richardson, the motion was unanimously approved by those present as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Consider adoption of Resolution No. 25-03, "Of Support for David D. Martin to serve on the Utah Association of Special Districts Board of Trustees"**

Mr. Packard stated that Mr. Martin has been serving as JWWCD's representative on the Utah Association of Special Districts (UASD) Board for the last couple of years and recommended the Board adopt Resolution No. 25-03, to support his reappointment. Mr. Martin clarified that he is currently finishing a term, and the Resolution supports his candidacy for an election at the fall UASD convention.

Mr. Rushton called for a motion on the recommendation. Mr. Andy Pierucci moved to adopt Resolution No. 25-03, "Of Support for David D. Martin to serve on the Utah Association of Special Districts Board of Trustees."

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Following a second by Ms. Dawn Ramsey, the motion was unanimously approved by those present as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Conservation,  
Communications, and  
Information Systems  
activities**

**Consider approval of  
a Water Conservation  
Funding Agreement  
with the City of South  
Salt Lake**

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Ms. Kelly Good, Community Engagement Department Manager, presented a Water Conservation Funding Agreement with the City of South Salt Lake requesting funds for a new leak messaging and water bill transparency program. She said the Funding Agreement was discussed at the May 12, 2025, Conservation Committee meeting. Discussion included estimating potential water savings from such a program, with a 2022 study estimating around 230 gallons per day per leak for JVVCD connections. Ms. Good said with further research, it was determined savings could total up to 15 acre-feet per year for the JVVCD retail system. She said the City of South Salt Lake has approximately 40% of the connections of JVVCD and estimates savings potentially totaling 6 acre-feet per year. Ms. Good said staff recommends approving the Water Conservation Funding Agreement with the City of South Salt Lake.

There was discussion expressing support for Member Agencies undertaking conservation efforts, especially South Salt Lake which is new to such programs. Some Trustees expressed a slight hesitancy compared to funding programs with more certain water savings, like toilet replacement, which provides long-term, quantifiable conservation. Trustees agreed that it is important to support Member Agencies starting conservation initiatives and that this program could initiate a mind shift in the community. The potential for success and opening the door for further conservation efforts was seen as worthwhile.

Mr. Rushton called for a motion. Mr. John Richardson moved to approve a Water Conservation Funding Agreement with the City of South Salt Lake. Following a second by Mr. Andy Pierucci, the motion was unanimously approved by those present as follows:

Mr. Rushton – aye  
Ms. Lang – aye  
Mr. Jacob – aye  
Mr. Pierucci – aye  
Ms. Ramsey – aye

Mr. Richardson – aye  
Mr. Sudbury – aye  
Mr. Taylor – aye  
Ms. Townsend – aye

**Upcoming Meetings**

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Mr. Rushton reviewed the upcoming meetings including the Conservation Committee meeting, Monday, June 2 at 3:00 p.m.; Executive Committee meeting, Monday, June 2 at 3:30 p.m.; and the regular Board meeting, Wednesday, June 4 at 3:00 p.m.

**Closed Meeting**

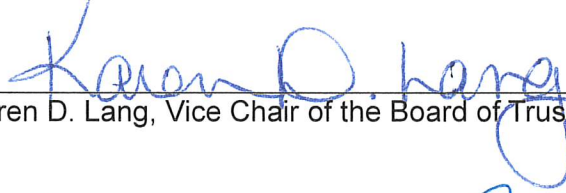
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There was no need for a closed meeting.

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**Adjourn**

Mr. Rushton called for a motion to adjourn. Mr. Mick Sudbury moved to adjourn. Following a second by Ms. Barbara Townsend, the meeting adjourned at 7:40 p.m.



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Karen D. Lang, Vice Chair of the Board of Trustees



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Alan E. Packard, District Clerk