



**Minutes of the  
Millcreek City Council  
October 13, 2025  
5:30 p.m.  
Work Meeting  
7:00 p.m.  
Regular Meeting**

The City Council of Millcreek, Utah, met in a public work meeting and regular meeting on October 13, 2025, at City Hall, located at 1330 E. Chambers Avenue, Millcreek, UT 84106. The meeting was recorded for the City's website and had an option for online public comment.

**PRESENT:**

**Council Members**

Jeff Silvestrini, Mayor  
Silvia Catten, District 1 (excused)  
Thom DeSirant, District 2  
Cheri Jackson, District 3  
Bev Uipi, District 4

**City Staff**

Francis Lilly, Assistant City Manager  
Elyse Sullivan, City Recorder  
Kurt Hansen, Facilities Director  
Mike Winder, City Manager  
Lisa Dudley, HR-Finance Director  
John Brems, City Attorney  
Rita Lund, Communications Director  
Jim Hardy, Building Official  
Brian Busch, Senior GIS Analyst

**Attendees:** Deborah Lin, County Council Member Laurie Stringham, Mike Rush, Chief Petty-Brown, Chief Jon Wilde, Fire Marshal Wade Watkins

**WORK MEETING – 5:30 p.m.**

**TIME COMMENCED: 5:31 p.m.**

Mayor Silvestrini called the work meeting to order.

**1. FY2025 Fraud Risk Assessment; Lisa Dudley, HR-Finance Director**

Mayor Silvestrini said the fraud risk assessment is an evaluation that the city's finance team does to ensure that the city has good financial controls and that the risk of fraud is minimized as much as possible.

Lisa Dudley reported that the fraud risk assessment was developed by the State Auditor's Office in response to frequent inquiries about preventing fraud and misuse of public funds at the local government level. The key to minimizing this risk lies in strong internal controls specifically, updated policies, procedures, and practices, including the city's recently overhauled policy and employee handbooks. These updates reflect new legislative requirements, such as those from the 2024 session, and emphasize critical elements like separation of duties, especially in handling cash. The assessment, based on an all-or-nothing

scoring system, evaluates whether policies and procedures are fully in place, with a significant emphasis on ethical commitments, which are annually collected in writing from all staff and officials. Although these pledges were collected earlier in the year, the presentation to the council had been delayed and is now being rectified. Additional measures include maintaining a trained and qualified workforce, with staff holding relevant accounting degrees, providing training for both employees and elected officials, and implementing a public fraud hotline. While the city conducts periodic internal audits, it lacks a formal internal audit function, which remains the only area where points are still being lost. Millcreek's current fraud risk score has improved from 300 to 375, moving the city from a low to a very low risk category. This report will be submitted to the State Auditor's Office. She expressed appreciation for the council's ongoing support in strengthening financial controls and improving governance.

## **2. HB48 & the Utah Wildland Urban Interface Code/Map Discussion; Jim Hardy, Building Official**

Mayor Silvestrini said House Bill 48, passed last legislative session, requires cities to adopt wildland urban interface maps. Some residents along the urban interface where there is fire risk, will be required to pay a fee, which will be collected by Salt Lake County. This process is designed to let people know that they are in a risk zone so they can take measures to protect their property and create defensible space. Life and property are primary concerns, but the city also wants to satisfy state requirements to keep fire insurance premiums as low as possible.

UFA Fire Marshal Wade Watkins presented the requirements and responsibilities related to the adoption of the 2006 International Fire Code and the Wildland Urban Interface (WUI) map, as mandated by Utah's 2025 House Bill 48. This legislation aims to reduce wildfire risks in WUI areas and introduces new standards, homeowner responsibilities, and potential fees. A key deadline is January 1, 2026, by which municipalities must adopt a specific version of the International Fire Code tied to local risk data. Marshal Watkins emphasized that the WUI map is based on a scoring system (1–10), with areas scoring 5 or above subject to stricter building requirements, including defensible space and fire-resistant materials (e.g., prohibiting shake shingle roofing). These requirements apply to new construction and redevelopment, while existing properties may only be retroactively affected by defensible space rules, though those regulations are still pending and will be issued by the county. Marshal Watkins noted Millcreek is well-positioned, having already engaged GIS and building departments and developed a strong draft map. He praised Millcreek's proactive approach, even using it as a model for other communities. Finally, he advised against making assumptions about upcoming property assessments until the county releases the finalized rules, assuring that communication will be clear and timely once they are available.

Council Member Uipi asked about defensible space. Marshal Watkins said the definition came from the International Fire Code.

Brian Busch presented two maps to the council. He clarified that the mapping work currently underway is solely intended to support local building code implementation and is not connected to the state's high-risk wildfire mapping for its own use. Although both the city and the state rely on the same underlying datasets from the Utah Division of Forestry, Fire, and State Lands, the city's map is independently developed. He explained that two maps are being utilized: one displays the complete raster dataset with risk levels categorized at breakpoints of 5, 6, and 7, while the other simplifies this data into general polygon categories for easier

interpretation and application in local planning. He noted the city's firework restriction lands were not part of the map. The multi-colored map referenced is the one used by the state to determine wildfire risk scores, based on a 30-meter pixel raster dataset—each pixel representing approximately 98 square feet. Due to the scale and nature of the dataset, there is significant variation in the data. The state's method involves grouping structures with similar risk scores: if a building with a score of 7 is within 250 meters of another building also scored as 7, the area is combined into a larger zone scored as 7. This same approach is applied to scores of 5 and 6, resulting in polygon groupings. Additionally, it was clarified that when properties fall into two different scoring zones, the higher score will always take precedence for regulatory purposes.

Marshal Watkins said as outlined in the URAP map, the primary metric used for wildfire risk assessment is the Structure Exposure Score (SES), which is closely tied to ember casting—how far embers can travel and ignite new fires, considering factors like slope and terrain (e.g., uphill or downhill spread). While various risk maps may present different assessments, this specific metric is what the state relies on for its evaluations. Most communication and data interpretation related to wildfire risk will be based on this SES metric. Only areas with a score of 5 or higher are considered for inclusion in the WUI map; scores below 5 are excluded. In Millcreek, this typically means the mapped WUI areas will start at a score of 5 and extend upward into higher-risk zones, primarily along the mountain slopes. Properties outside of those zones will not be subject to the WUI-related building code requirements.

Busch asked if the council wanted to keep generalized polygons or use easily definable geographic boundaries. The council discussed the question. During the discussion, it was emphasized that cities have some discretion in defining their WUI map boundaries, though it is strongly recommended that these maps align with state data, specifically SES of 5 to 10. The SES is the primary metric used by the state, representing wildfire risk based on ember cast potential and terrain features. While municipalities are not required to use a specific road or landmark, using clearly defined boundaries like roads (e.g., Jupiter Drive) can make the map easier for residents to interpret. However, there is concern that including broader or more subjective areas could increase building costs due to stricter code requirements, particularly for properties on the boundary of higher-risk zones.

It was clarified that the state-assessed wildfire risk fees will be based on SES scores directly from state data, not the locally adopted WUI map—though there will likely be significant overlap. The city may revise its map in the future if needed, particularly if changes in state policy or unintended impacts emerge. City staff were encouraged to have clear guidance from the council on handling edge cases, especially when properties fall near the threshold between risk zones.

Residents can also use the state's online URAP portal to look up their property's wildfire risk and get information on defensible space. Initial drafts of Millcreek's WUI map captured about 1,800 parcels using natural and infrastructure boundaries (e.g., Fortuna to Jupiter, Mill Creek Canyon to Wasatch Blvd), compared to about 1700 parcels strictly meeting the SES 5 threshold. However, the city intentionally excluded areas across I-215, recognizing that physical barriers like highways mitigate wildfire spread—an example of local discretion being applied. Finally, it was noted that SES scores affect the level of building code restrictions,

with higher scores (like 7s) requiring more stringent fire-resistant construction measures than areas scored at 5.

Jim Hardy explained the specific building code requirements for new construction and remodels in high-risk areas. The code regulates roof coverings, eaves, exterior walls, cantilevers, decks, windows, attic vents, and exterior doors. Existing buildings/conditions are allowed to keep their use and occupancy. Different ignition resistance ratings are discussed, with class 1 being the highest and class 3 being the lowest. The council considers the cost implications of these requirements and the need for clear communication with residents. The importance of meeting state requirements and ensuring public safety is highlighted. The council agrees to adopt a WUI map that includes areas with scores of 5 and above and to follow the state's guidelines and adopt the 2006 code to meet the intent of House Bill 48.

The group planned for public engagement, proposing a postcard mailing and educational meetings before a public hearing on November 24, to ensure community members understand the changes and have opportunities to provide input. Throughout, officials deferred to state mandates while considering the most practical approaches to map adoption and communication, aiming to finalize maps and codes by the December council meeting pending additional state guidance on specific requirements.

### 3. Staff Reports

There were none.

### 4. Discussion of Agenda Items, Correspondence, and/or Future Agenda Items

There was none.

**Council Member Uipi to adjourn the work meeting at 6:38 p.m. Council Member DeSirant seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

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**REGULAR MEETING – 7:00 p.m.**

**TIME COMMENCED: 7:03 p.m.**

## 1. Welcome, Introduction and Preliminary Matters

### 1.1 Pledge of Allegiance

Mayor Silvestrini called the meeting to order and led the pledge of allegiance. He excused Council Member Catten.

### 1.2 Millcreek Photo Contest Winners Recognition

Mayor Silvestrini announced the winners of the Globetrotting Millcreekers' Photo Contest and presented them with certificates. The photographs were hung in Millcreek City Hall.

George A. Williams - "Everest"

Michael J. McPharlin - "Show Me The Way"

David Fantle - "Ladder and Door"

Sara Javoronok - "Calm of Night"  
 Jacquelyn Thiel - "Feels Like Home"  
 Koen Thiel - "Sunrise at Lake Chelan"  
 Samiu Tukuafu - "Sunset in the Sahara"  
 Judy Tukuafu - "Phenomenal Hike in Little Horse Canyon"  
 Allayne C. Orr - "Spring in Assisi"  
 Darris Howe - "Through the Arch"  
 Ashlee McDonald - "Bustle in Burma"  
 Lindsay Daniels - "Golden Hour in Paris"

**Council Member Uipi moved to reorder the agenda to move item 3.1 next before public comment. Council Member DeSirant seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

**3. Business Matters**

**3.1 Discussion and Consideration of Resolution 25-33, Encouraging and Promoting the Mission of the Statewide Initiative of “A Bolder Way Forward” to Help More Utah Women, Girls, and Families Thrive**

Mayor Silvestrini read the resolution.

**Council Member Uipi moved to approve item 3.1, Resolution 25-33, Encouraging and Promoting the Mission of the Statewide Initiative of “A Bolder Way Forward” to Help More Utah Women, Girls, and Families Thrive. Council Member Jackson seconded.**

Council Member Uipi thanked the mayor for supporting women through his leadership and expressed her gratitude for the other women on the council.

**The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

Deborah Lin, Utah Women in Leadership Project, said Dr. Susan Madsen’s research is what this is based on and that Dr. Madsen had founded the Utah Women Leadership Project. Millcreek is the eighth municipality in the state to pass the resolution. She emphasized Dr. Madsen’s commitment to closing gaps, increasing opportunities, and reducing violence against women and children, emphasizing the importance of raising awareness as a first step to addressing these issues. She acknowledged the significance of having a majority-women city council and congratulated the leadership, while also reminding them that many women, girls, and families in the city continue to face challenges. She praised the inclusive mindset that "when the tide rises, all boats are lifted," and expressed enthusiasm for future collaboration to support and uplift those in need. Additionally, Laurie Stringham, present at the meeting, was recognized as both a member of the Salt Lake County Council and a representative of the Salt Lake County Coalition and the "Build a Way Forward" initiative.

**1.3 Public Comment**

Mike Rush, Canyon Rim Citizens Association, expressed collective association concerns about the growth and building heights within the city’s overlay area. While not speaking to any specific project or application, the association emphasized the importance of

preserving sightlines to the mountains, an iconic feature represented on the city seal, city apparel, and visible from civic spaces. As the city moves into phase two of Millcreek Common development, intended to become a central gathering space, the association urged the city council to prioritize maintaining views, which are closely tied to the city's identity and name. He expressed appreciation for future planning efforts and looked forward to continued engagement in shaping the city's development.

## 2. Financial Matters

### **2.1 Public Hearing to Consider a Monetary Contribution of Up to \$2,500 for the Friends of Millcreek Senior Center**

Mayor Silvestrini said the Millcreek Senior Center, located on Evergreen Avenue, provides essential programming and services for the city's senior population, which represents a significant portion of the community. The city council has consistently supported the center's efforts, as well as those of the Holladay Lions Senior Center—also located in Millcreek despite its name. This contribution marks at least the third year of support for the center. In accordance with state law, the city commissioned a study to determine whether allocating taxpayer funds to the center aligns with the health and general welfare of Millcreek residents. The study, included in the meeting packet and available on the city's website, confirms that the contribution is appropriate and beneficial to the community's well-being.

**Council Member Uipi moved to open the public hearing. Council Member Jackson seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

There were no comments.

**Council Member Uipi moved to close the public hearing. Council Member DeSirant seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

### **2.2 Discussion and Consideration of Ordinance 25-44, Approving a Monetary Contribution of Up to \$2,500 for the Friends of Millcreek Senior Center**

**Council Member Uipi moved to approve item 2.2, Ordinance 25-44, Approving a Monetary Contribution of Up to \$2,500 for the Friends of Millcreek Senior Center. Council Member Jackson seconded.** Council Member Uipi noted the average senior population in the state is about 20% but it is 29% in Millcreek. **The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

## 3. Business Matters Continued

**3.2 Discussion and Consideration of Resolution 25-34, Approving an Interlocal Cooperative Agreement with UDOT for the Construction and Maintenance of a Safe Sidewalk for 700 East, at Various Locations from 3720 South to 3435 South**

Mayor Silvestrini said the council strives to complete sidewalks, especially on corridors. The resolution is for a grant from UDOT to construct sidewalks along 700 E.

**Council Member DeSirant moved to approve Resolution 25-34, Approving an Interlocal Cooperative Agreement with UDOT for the Construction and Maintenance of a Safe Sidewalk for 700 East, at Various Locations from 3720 South to 3435 South. Council Member Jackson seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

### **3.3 Discussion and Consideration of Resolution 25-35, Accepting a Gift of a Painting of Mill Wheel on Millcreek Generously Donated by Reid School**

Mayor Silvestrini noted the painting was already hanging on the 6<sup>th</sup> floor of city hall. The Reid School closed and was being demolished for single family housing, a permitted use on the property. Gardner Reid facilitated the gift and valued the painting at \$10,000.

**Council Member Jackson moved to adopt Resolution 25-35, Accepting a Gift of a Painting of Mill Wheel on Millcreek Generously Donated by Reid School. Council Member Uipi seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

## **4. Reports**

### **4.1 Mayor's Report**

Mayor Silvestrini reported on his midterm vacancy and the process for finding a replacement. He reported that he met with Utah House Representative Mike Schultz about the Promise Program initiatives in partnership with the United Way.

### **4.2 City Council Member Reports**

Council Member DeSirant reported on attending recent meetings, conferences, and fundraising events. Council Member Uipi reported on her attendance with Asian American and Pacific Islanders boards and conferences. Council Member Jackson reported she attended a Youth Council meeting.

### **4.3 Staff Reports**

Francis Lilly reported the Planning Department hosted, "Chat with a Planner" events to discuss the future of the 900 East corridor. These sessions were prompted by previous development applications along the corridor that did not align well with the city's General Plan, leading the council to initiate a broader public engagement effort. Outreach included a survey, mailers to 1,600 addresses, and notices in both printed and electronic newsletters. While in-person attendance was low, with fewer than 20 participants across both meetings, the survey received more robust engagement. Early feedback from the sessions indicated that residents were less concerned about density and more focused on traffic and safety issues, particularly how difficult and unsafe the corridor feels for both drivers and pedestrians. Every attendee shared concerns about navigating 900 East, whether driving or entering from side streets or driveways. The planning team is now analyzing the collected input and considering further steps, including gathering multi-year crime data from Unified Police and possibly engaging a traffic consultant to assess

whether public perception aligns with actual conditions. Public opinion on development in the area remains mixed, with no clear consensus, some residents support change, while others prefer maintaining the current character of the neighborhood. A full report on the public input will be released in the near future.

**5. Consent Agenda**

5.1 Approval of September 22, 2025 Work Meeting and Regular Meeting Minutes

**Council Member Uipi moved to approve item 5.1. Council Member DeSirant seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

**6. New Items for Subsequent Consideration**

There was none.

**7. Calendar of Upcoming Meetings**

- Planning Commission Mtg., 10/15/25, 5:00 p.m.
- City Council Mtg. 10/27/25 7:00 p.m.

**Council Member Jackson moved to go into closed session per Utah Code 52-4-205 (a) discussion of the character, professional competence, or physical or mental health of an individual, and (c) strategy sessions to discuss pending or reasonably imminent litigation. Council Member Uipi seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

**Council Member DeSirant moved to go back into the open meeting. Council Member Uipi seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

**ADJOURNED: Council Member Uipi moved to adjourn the meeting at 8:11 p.m. Council Member Jackson seconded. Mayor Silvestrini called for the vote. Council Member DeSirant voted yes, Council Member Jackson voted yes, Council Member Uipi voted yes, and Mayor Silvestrini voted yes. The motion passed unanimously.**

APPROVED:  Date 10-27-2025  
Jeff Silvestrini, Mayor

Attest:   
Elyse Sullivan, City Recorder