



**Minutes of the  
Millcreek City Council  
December 8, 2025**  
**5:00 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 December 8, 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**

Cheri Jackson, Mayor

Silvia Catten, District 1 (left at 5:53pm, arrived at 8pm)

Thom DeSirant, District 2

Nicole Handy, District 3

Bev Uipi, District 4

**City Staff**

Mike Winder, City Manager

Elyse Sullivan, City Recorder

Francis Lilly, Assistant City Manager

John Brems, City Attorney

Jim Hardy, Building Services Director

Carlos Estudillo, Planner

Lisa Dudley, HR-Finance Director

Kristy Parajuli, Promise Education Coordinator

Brian Busch, Senior GIS Analyst

John Miller, Public Works Director

**Attendees:** Chief Petty-Brown, Logan Loftis (electronic), Matt Wilcox, Chief Jon Wilde, Fred Philpot, Officer Anthony Crawford, Kathy Lemieux, James Alfondray, Jeff Miles

**WORK MEETING – 5:00 p.m.**

**TIME COMMENCED: 5:04 p.m.**

Mayor Jackson called the work meeting to order.

**1. FY25 Audit Presentation; Lisa Dudley, HR-Finance Director**

Lisa Dudley said the audit process this year proceeded smoothly and efficiently. Building on improvements identified at the close of last year's audit, the team implemented year-round audit preparation measures that significantly reduced the time needed for reconciliations, reclassifications, and related tasks. These efforts will continue moving forward. Dudley also highlighted the valuable contributions of Nicole Pack, an accountant who has been with city staff for nearly two years and has become an exceptional asset. This year's audit began with preliminary work ahead of the on-site fieldwork, which took place during the third week of September and involved a team of three auditors on site for several days. Since then, the

process has involved ongoing coordination and exchange of information with Jeff Miles and the audit team to address outstanding items and finalize necessary revisions.

Jeff Miles, HBME, thanked the mayor, council, and finance director and reported that the audit process went smoothly. He noted that the city is transitioning from basic financial statements to a Comprehensive Annual Financial Report, which will include approximately 50 additional pages of statistical information useful to bond issuers and other stakeholders. This expanded report will be submitted to the Government Finance Officers Association for consideration for its Certificate of Excellence in Financial Reporting—one of Dudley's goals as finance director. The auditor confirmed that the city received a clean, unmodified opinion, indicating the financial statements are presented fairly in accordance with generally accepted accounting principles. He highlighted key figures from the management discussion and analysis, including an ending net position of \$228.4 million, largely tied to capital assets, and \$39 million in unrestricted net position available for future use. The city's net position increased by \$5.8 million from FY 2024 to FY 2025, driven primarily by capital improvements, with total capital assets rising from \$242 million to \$249 million. Miles emphasized that detailed questions about these figures could be directed to Dudley. He also reported no deficiencies in internal controls and confirmed full compliance with state requirements in areas such as budgeting, fraud risk assessment, fees, fund balance, restricted taxes, and cash management. Overall, he stated that each audit has become smoother and suggested the city consider implementing capital asset software to further enhance future audit preparation.

## **2. Public Works Feasibility Study Presentation; John Miller, Public Works Director**

John Miller provided background on the city's evaluation of its public works service model, beginning with a 2019 feasibility study conducted when Millcreek was still a newly incorporated city. At that time, the city partnered with Holladay and Taylorsville, other municipalities contracting with the county or MSD for public works, to assess potential cost efficiencies. The study indicated that Millcreek could save approximately \$400,000 annually by bringing public works services in-house, though the partnering cities would incur higher costs, reflecting that Millcreek had been subsidizing certain shared services. The analysis also acknowledged Millcreek's unique needs, including its higher elevation and significant snowplow requirements, which contributed to near break-even conditions overall. Last year, the city initiated a new feasibility study to reassess its position, issuing an RFP that resulted in a contract with LYRB, led by Fred Philpot, to compare Millcreek's situation with that of peer cities. Miller noted that since 2019, the city's public works contract has risen from \$5.2 million for 17.5 full-time equivalent employees to \$6.2 million for 15 FTEs and includes approximately \$500,000 less in pavement preservation services, raising concerns that will be further discussed following the study presentation.

Fred Philpot, LYRB, outlined the updated feasibility study assessing whether Millcreek should self-provide public works and park services rather than continue contracting with the county. The study refreshed assumptions from 2019, expanded the analysis to include parks, and compared Millcreek's costs and service needs to those of Cottonwood Heights and Holladay, which offer similar geography, service demands, and operating models. Using detailed reviews of personnel needs, operating costs, contractual pass-through expenses, facility requirements, equipment costs, and debt service for a potential public works facility, the team built a comprehensive financial model. The results showed that self-provision of

public works would cost roughly the same as the current county contract, essentially a break-even scenario once both savings and new expenses (such as facility construction and equipment acquisition) were factored in. For parks, self-provision appeared slightly more expensive than the county contract, but when combined with public works, the overall cost difference was negligible, approximately \$10,000 on a \$6.6–\$6.7 million budget. The study also noted potential qualitative benefits not quantified in the model, such as increased operational control, potential efficiencies through shared equipment and staff, and greater flexibility to adjust levels of service. He emphasized that future costs would depend heavily on policy decisions and service expectations.

Mayor Jackson asked if partnering with other cities was evaluated. Miller revisited the findings from the 2019 study, noting that many of the same advantages and trade-offs still apply. Self-provision of public works would offer greater control over service levels, the ability to build equity in facilities and equipment, and reduced county overhead costs. Remaining with the county, however, provides benefits such as a larger workforce and economies of scale. He emphasized that Millcreek is essentially “leasing” public works services, but unlike leasing a car that is replaced over time, the city continues to pay higher rates each year for the same level of service. Current budget pressures already require reductions in full-time positions and pavement preservation to keep pace with annual cost increases of three to four percent, which are projected to continue. Miller stressed that the real decision is not about immediate cost savings since the study concludes the cost difference between self-provision and the county contract is essentially break-even, but rather whether the added control and long-term equity make the shift worthwhile. He noted that once a self-funded facility is paid off, the city would no longer carry that debt service, freeing roughly \$1.6 million that could then support road preservation or other priorities. These long-term considerations, he said, are central to the policy decision before the council.

Council Member DeSirant asked about additional staff commitment if the council moved forward with expanding the Public Works Department. Miller noted there would be heavier lifting for the Finance department, but he has been staffing his department as if the change would happen. The shortfall is finding property and getting equipment. Miller wondered about the city having equity in the county equipment or leasing county equipment. Mayor Jackson noted that current staff was organizing snow plowing already.

Miller brought up that the county was considering no longer doing concrete work. Future city staff would be trained to be able to do all sorts of work. The council would like to keep moving toward the proposal of the city’s own operations. Miller noted it would take several years before the city could assume operations.

Council Member Uipi asked about park operations. Miller said there were serious needs in Canyon Rim Park, about \$800,000 for sprinkler line, otherwise services were good. Future staff could assume park operations in the summer and snow plowing in the winter.

### **3. Parking Enforcement Solutions Discussion; Jim Hardy, Building Services Director**

Jim Hardy provided an overview of potential parking enforcement solutions, explaining that he was asked to explore whether the city’s code compliance inspectors could assume some parking enforcement responsibilities. His review was prompted by growing concerns, such as residents occupying business parking stalls on Villa Vista for extended periods, and

anticipated issues in developing areas like Miller Avenue, the Westerly, and the Commons. After meeting with Unified Police Department (UPD), he examined data on parking tickets, vehicle tows, and noted a high number of dismissed citations, often involving vehicles owned by corporations located out of state or overseas. Hardy reported that the city has received approximately 200–250 parking-related complaints over the past 11 months, about five per week, though the exact number is difficult to track due to inconsistent reporting categories. UPD statistics for the same period included 149 abandoned or inoperable vehicles, 1,327 parking tickets, and 1,468 non-moving traffic violations, underscoring the need for stronger and more coordinated parking enforcement within the city.

Chief Petty-Brown said there was a problem on Main Street with auto shops and Meadowbrook Moda residents parking on the streets and by Skyline High School. Chief Petty-Brown said the police pink tag cars notifying notice to move, if they are still there after 24 hours they get tickets, and after 72 hours they can be towed. A civil parking enforcement could do something similar.

Mike Winder highlighted a growing parking challenge in the City Center area, particularly along Villa Vista Drive, where businesses are struggling because their short-term customer parking is being occupied all day by residents of nearby apartment buildings. Although 30-minute parking zones have been posted at the businesses' request, compliance is low, and the city lacks the bandwidth to enforce the restrictions consistently. Relying on police for routine parking enforcement is costly and inefficient, and the problem is expected to worsen as City Center continues to develop and new projects open, potentially pushing even more long-term parking into critical business and civic areas, including City Hall. Winder emphasized the citywide need for a more effective enforcement mechanism and noted that Jim Hardy has proposed promising solutions to address these concerns.

Hardy explained that enhanced parking enforcement is both necessary and increasingly urgent as parking pressures continue to grow. He outlined a proposal for shifting parking violations from criminal to civil penalties, allowing code compliance officers rather than UPD to manage most parking concerns directly. UPD would still retain full authority to issue citations and tow vehicles, but routine enforcement would transition to the city's existing administrative framework. Appeals would be handled through the city's Administrative Law Judge (ALJ), which already conducts monthly hearings for other code cases. Payments would be made directly to Millcreek rather than the Holladay Justice Court.

Hardy emphasized the importance of targeted enforcement in high-demand areas such as Villa Vista and other identified hotspots. To support this effort, he recommended adding a dedicated full-time parking enforcement employee in the next fiscal year, though the current three code inspectors are willing to begin enforcement within their assigned areas in the interim. Implementing the program would require amending the ordinance, purchasing a vehicle and equipment, updating signage to reflect civil penalties, and developing citation tools. Hardy noted that modern scanning technology could replace manual chalking of tires. The city's existing iWorQ code compliance software could be adapted for parking enforcement, as it can be reconfigured from a blank slate to fit the city's needs. He concluded by expressing confidence in both the software and the code enforcement team's readiness to move forward.

Mayor Jackson asked about the expense for the city. Hardy did not have a number as he wanted council feedback first before he looked into it, but it would include a fulltime employee and vehicle. The mayor was in favor of pursuing civil enforcement.

Hardy concluded by presenting several policy questions that will require council direction as the parking enforcement program is developed. These include determining how many citations a vehicle should receive before escalating to stronger actions such as booting, towing, or an alternative approach and deciding whether the city even wants to use boots or rely solely on towing. He also highlighted the need to establish a clear process for handling unpaid citations and guiding staff on how enforcement should proceed when individuals fail to pay. These questions, he noted, are essential to shaping a fair and effective parking enforcement framework.

Council Member Uipi suggested three citations, \$50-200, with a boot after the third citation. Council Member DeSirant wanted to see what other cities do. Hardy said Herriman does 3 citations then a tow with no boot. For consideration of the employee that would have to remove a boot at any time of day/night, the council recommended towing rather than a boot. Hardy said Herriman does \$100 minimum for a ticket and \$200 maximum. The council discussed how to follow up with unpaid citations. The council directed Hardy to keep moving forward with the concept.

#### **4. City Room Rentals Discussion; Mike Winder, City Manager**

Winder provided an overview of how the city's venue-rental fee schedule and discount policies have been functioning over the past year, particularly for community rooms such as the Grand View and the space above the Adventure Hub. He reminded the council that they had committed to reviewing the program after its first year of use to ensure the discount structure was appropriate, compliant with state law, and aligned with council expectations. Under the current policy, verified 501(c)(3) nonprofits receive a 50% discount, while government or city-supported entities receive a 100% discount, consistent with city policy that prioritizes public benefit, community engagement, and cooperative undertakings with the city. Winder explained that the policy has been applied liberally to encourage community use of the facilities and stimulate activity at City Hall. He highlighted key policy definitions—such as what qualifies as a government activity—and provided data showing 203 rentals over the past 12 months across 21 organizations, totaling approximately \$330,500 in discounts. The largest beneficiaries were the Arts Council and its associated groups, followed by community councils and various service organizations. Winder also reviewed specific cases, such as Salt Lake City Public Utilities' use of the room for a resident-focused open house and a trade arrangement with Open Sky Productions that offsets the cost of the city's annual drone show. He requested guidance from the council on whether the current approach is appropriately calibrated and noted that the city attorney would later address legal compliance considerations.

Winder provided further details on the city's nonprofit venue rentals, noting that over the past year there were 55 rentals from 45 organizations, generating \$66,000 in revenue while offering an equal amount in discounts. The organizations benefiting from the 50% nonprofit discount include a wide variety of legitimate groups, such as Christmas Box International, the Utah Turkish American Association, Envision Utah, the Utah Democratic Party, and educational foundations, among others. Winder emphasized that these rentals provide a "halo

effect" for Millcreek, promoting the city through increased visibility and engagement with the public market, skating programs, and future events. While there are some costs associated with staffing, booking, and setup, the overall expense is modest, as utilities are largely covered by existing operations. He posed a key question to the council regarding whether he is applying the nonprofit and government discount policies appropriately or too liberally, seeking guidance on balancing community service with fiscal responsibility.

Council Member Uipi would like to consider priorities for bookings.

John Brems explained that in Utah State Code 10-8-2, there are two primary ways the city can provide support to outside entities. One method is through a formal process outlined in the statute which involves conducting a study and holding a public hearing. The other method is by providing services or waiving fees, which only requires a public hearing and allows the council to decide which entities receive those benefits. He emphasized that it is ultimately the council's responsibility to determine whether the recipients, both government entities and nonprofits, are appropriate beneficiaries, noting that support for government entities typically falls under interlocal agreements.

Winder suggested a solution to manage nonprofit and government discounts for city facility rentals by creating a formal list of approved groups based on usage over the past two and a half years. This list would be brought to the council for approval through a public hearing, designating which organizations qualify for the 50% nonprofit discount and which qualify for the 100% government rate. This approach would cover the majority of recurring users, while new requests—such as from groups not previously listed—would be reviewed and added to the approved list via a public hearing, likely on an annual basis. This process ensures compliance with state law while maintaining transparency and consistency in granting discounts.

## **5. Staff Reports**

Winder noted casual attire for the executive holiday dinner the following evening. He said Millcreek was being honored as one of the 100 companies championing women and asked who on the council wanted to attend. Mayor Jackson and Council Member Uipi volunteered.

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

There was none.

**Council Member DeSirant moved to adjourn the work meeting at 6:26 p.m. Council Member Uipi seconded. Mayor Jackson called for the vote. Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

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**REGULAR MEETING – 7:00 p.m.**

**TIME COMMENCED: 7:02 p.m.**

### **1. Welcome, Introduction and Preliminary Matters**

#### **1.1 Pledge of Allegiance**

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

### **1.2 Unified Police Department Millcreek Precinct Officer of the Month for October 2025 and Officer of the Year 2025**

Chief Petty-Brown announced Sgt. Jesse Allen as Officer of the Month for October 2025 for his exceptional dedication, compassion, and persistence in a recent child neglect case. She announced Officer Anthony Crawford as Officer of the Year for 2025. Officer Crawford demonstrates versatility and a willingness to embrace innovation to benefit public safety through being a field training officer and as part of the drone unit.

### **1.3 Volunteer of the Year Recognition - Kathy Lemieux**

Kristy Parajuli said the Millcreek Volunteer of the Year was unable to attend the Volunteer Banquet in November, so she was being recognized in the council meeting. Kathy Lemieux has made exceptional contributions to the child supervision program since its inception three years ago. This program supports parents attending ESL classes at Bud Bailey by providing care for children under five, creating a focused learning environment for the parents. Lemieux has gone above and beyond by donating toys, engaging with the children, managing tantrums, and even teaching lessons, ensuring both the children and their parents benefit from the program. Her dedication has significantly increased parent participation in ESL classes, promoting family stability and success, while also creating a positive and nurturing experience for the children. Her commitment, compassion, and consistent presence have made a lasting impact on the program and the Millcreek community.

Kathy Lemieux expressed heartfelt gratitude for the recognition, emphasizing that her involvement with the child supervision program has been deeply fulfilling and personally meaningful. She described volunteering as an opportunity to temporarily disengage from the pressures of daily life and focus fully on supporting children and parents. She highlighted the collaborative effort involved, praising the dedication of fellow volunteers, caregivers, and program leaders whose innovative ideas keep the program engaging and educational for the children. She also acknowledged the instructors who prepare in advance and provide focused training for parents, making a real difference in their lives. Overall, she conveyed that being part of this program is a rewarding experience that combines personal fulfillment with meaningful community impact.

### **1.4 Public Comment**

There were no comments.

## **2. Planning Matters**

### **2.1 Discussion and Consideration of Ordinance 25-49, Rezoning Certain Property Located at Approximately 1265 East Villa Vista Avenue from the Commercial (C) Zone to the City Center Overlay – Development Agreement (CCOZ-DA) Zone**

Carlos Estudillo presented the application to construct 18 townhomes across three buildings intended for owner occupancy, utilizing CCOZ's flexibility to accommodate design standards not typically allowed under the base zoning. The overlay zone allows for modifications to create public benefits such as open space, parking, or affordable housing while aligning with the city's master plan and preserving neighborhood

character. The 0.68-acre site currently consists of three lots, zoned commercial, surrounded by mixed-use commercial and multi-family residential developments. The proposed townhomes range from three to four bedrooms, with building heights of approximately 46–47 feet, well within the overlay's two- to six-story allowance, and significantly smaller than neighboring large-scale multi-family buildings.

The project includes 36 parking spaces within two-car garages for each unit, with additional on-street spaces for guest parking, meeting code requirements. The site plan provides over 30% open space and access solely via Villa Vista Avenue, with no access from Richmond. The development agreement request primarily seeks modifications to CCOZ design standards that are incompatible with rowhouse-style units, including step-back and first-floor glazing requirements. In lieu of these standards, the applicant has incorporated enhanced design features, such as facade articulation, color variation, rooftop patios, recessed windows and doors, and decorative elements to maintain visual interest and break up building mass.

The project also aligns with planned cross-section improvements for Villa Vista Avenue and Richmond Street, including diagonal on-street parking, sidewalk placement, and tree buffering. Proposed design and parking solutions, combined with potential two-hour parking enforcement, aim to integrate the development into the neighborhood while preventing adverse impacts on traffic, public utilities, or surrounding properties. Overall, the project leverages the CCOZ development agreement mechanism to provide owner-occupied housing, meet city planning goals, and create a thoughtfully designed infill project that complements the existing City Center context.

Estudillo showed the council the proposed site plans, floor plans, and building elevations. He provided final details highlighting additional considerations for the development agreement. An irrigation ditch running along the northern boundary of the property, which has a history of flooding, will be addressed through clean-out boxes and easements included in the agreement. The project also incorporates two live/work units in buildings one and two, as required by commercial zoning standards. A subdivision plan is necessary for owner-occupancy, and the Planning Commission recommended restricting 50% of the units to ensure owner occupancy aligns with city goals.

Estudillo concluded the development qualifies for a CCOZ development agreement because it meets size limitations (less than 150 feet in length and depth) and provides enhanced design features in lieu of step-back and first-floor glazing requirements. Conditional use approval is required due to building heights exceeding 36 feet. A creative deed restriction mechanism was developed to implement the owner-occupancy requirement without creating disparities in unit pricing, allowing eventual release of restrictions for all units under a homeowners' association covenant. Staff and Planning Commission input, along with community feedback, shaped these requirements. Overall, the proposal is deemed compliant with the intent of the CCOZ, balancing design flexibility with public benefits, and staff recommended consideration for approval of the development agreement.

Francis Lilly noted that while a second application reading is typical, these ordinances were ready for consideration due to extensive negotiations between the developer and

staff on the terms of the development agreement. Work on the project had been ongoing since March or April, and despite its complexity, staff viewed the outcome positively. This development represents the first project intended for owner occupancy within the City Center Overlay Zone, aligning with the city's goal of promoting diverse housing options. Staff expressed appreciation to the developer for their diligence, particularly in navigating the project amid a city code update and recommended the ordinances for council consideration.

Mayor Jackson asked about the deed restriction being enforced through the CC&Rs. Lilly said the city will serve as the beneficiary of the deed restriction, which will initially apply to all 18 units, with up to half subject to the restriction at any given time. Buyers may request partial release of the restriction, though hardship exceptions are available for units not included. It is the responsibility of the property owner to communicate such requests to the homeowners' association at closing or in a timely manner, after which the city will process the paperwork according to the procedures outlined in the deed restriction. Mayor Jackson appreciated the variety of housing this would provide for the city center.

Council Member DeSirant expressed strong support for the project, noting that while it does not include certain city center requirements like step backs, its smaller scale provides a desirable variation to the city center skyline. He highlighted that the project's scale complements nearby developments, creating a natural tiering effect. His primary concern was ensuring proper management of the irrigation ditch, emphasizing the need for a finalized solution given the long-standing nature of the issue and including a closed box on the irrigation ditch. Estudillo noted the ditch was owned by the ditch company. Lilly said the city could require a closed irrigation ditch unless the ditch company demands otherwise and has good reason for their demands.

**Council Member DeSirant moved to approve Ordinance 25-49, Rezoning Certain Property Located at Approximately 1265 East Villa Vista Avenue from the Commercial Zone to the City Center Overlay – Development Agreement Zone subject to the approval of the development agreement. Council Member Handy seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

**2.2 Discussion and Consideration of Ordinance 25-50, Approving a Development Agreement for an Owner Occupied Eighteen-Unit Townhome Residential Complex with Respect to Approximately 0.68 acres of Real Property Located at Approximately 1265 E Villa Vista Avenue**

**Council Member DeSirant moved to approve Ordinance 25-50, Approving a Development Agreement for an Owner Occupied Eighteen-Unit Townhome Residential Complex with Respect to Approximately 0.68 acres of Real Property Located at Approximately 1265 E Villa Vista Avenue. Council Member Handy seconded. The Recorder called for the vote. Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

**2.3 First Reading: GP-25-003, Addition of a Water Preservation Element to the General Plan; Sean Murray, Planner**

Sean Murray presented GP-25-003, which proposes adding a Water Preservation Element to the city's general plan. This addition responds to Utah Senate Bill 110 (2022), requiring municipalities above a certain size to adopt water preservation policies to reduce overall consumption. Millcreek partnered with civil engineering firm Bowen Collins to develop the plan, which has met state requirements despite some minor comments pending from state reviewers. The plan distinguishes between municipal preservation plans and conservation plans typically created by water providers, outlining usage, infrastructure, and policy goals. Millcreek's water is sourced primarily from Salt Lake City Public Utilities, with smaller contributions from Holliday Water Company, Boundary Springs Water Company, Jordan Valley Water, and a few properties connected to Murray Water. Average water use per person in Millcreek is approximately 208 gallons per day, translating to roughly 15,000 acre-feet annually, with residential use, especially single-family homes and outdoor landscaping, representing the largest portion.

The plan incorporates projections for future growth and identifies conservation strategies, including land-use policies encouraging higher-density development in areas with existing infrastructure, water-wise landscaping requirements, and public education programs like newsletters, rain barrel distributions, and rebate initiatives. Historical trends indicate a gradual decrease in per capita water use, driven by improved technology and consumption awareness. Community council feedback has been largely supportive, with Mt. Olympus and East Mill Creek councils unanimously recommending adoption, while the Millcreek Community Council approved it 6-4, citing concerns about data accuracy and state mandates. The next step is review by the Planning Commission, with an aim to adopt the Water Preservation Element early next year, ensuring better data collection, education, and alignment with conservation goals to maintain reliable water resources for the city.

Council Member Catten asked about guidance for entities that do not have their own water or effective representation on the control of its water. Murray said there was no guidance. Lilly the state mandate for water preservation can be viewed as a response to situations where some cities were denying permits, water availability letters, or subdivision approvals by claiming insufficient water, even when water was technically available. The state's intent was to require municipalities to perform a general plan-based analysis of water availability, providing a policy-backed rationale if development were to be restricted due to water constraints. For Millcreek, this process was unusual and challenging, as the city does not control the water supply directly, only contributing as a ratepayer. Despite the awkwardness and the significant staff effort involved, completing the analysis has clarified key questions and established a formal understanding of water resources for future planning purposes. Council Member Catten would like information in the plan for residents on what affects water quality. She would like the city to look at ways to replace systems that waste water, such as sprinklers.

**3. Business Matters****3.1 Discussion and Consideration of Ordinance 25-51, Amending Chapter 9.77 of the Millcreek Code Adopting the Current Edition of the Utah Wildland Urban Interface Code, Issued by the International Code Council, with the Alternatives or**

**Amendments Approved by the Utah Division of Forestry, Fire, and State Lands, as a Construction Code and a Wildland Urban Interface Map**

Jim Hardy said at the start of the year, House Bill 48 was passed, requiring municipalities with wildland-urban interface (WUI) areas, like Millcreek, to take two actions. First, the city must adopt the Utah Wildland-Urban Interface Building Code, officially the 2006 Utah WUI Code, which is based on the 2003 International WUI Code with state-specific amendments. This code is adopted as-is from the state, and the city cannot modify it. Second, the city is required to develop and adopt a map defining the boundaries where the code will apply. Millcreek created this map in coordination with the City Council, the building department, Unified Fire, GIS experts, and the Utah Division of Forestry to ensure accurate and effective application of the code.

Brian Busch noted that following prior council discussions, the city developed updated map proposals for applying the WUI building code, incorporating state recommendations. While the state also uses these data sets to determine high-risk fees and insurance considerations, the focus here is solely on the building code application. This latest, third iteration of the map begins near Wasatch Boulevard and includes all structures with a risk score of seven or higher, as well as roughly 200–250 additional structures with a score of six or above. The map boundaries were carefully drawn along centerlines and subdivision parcel lines to ensure clear delineation, avoiding scenarios where a single property is split by the boundary, which explains the inclusion of the structures with a score of six.

Mayor Jackson noted residents could provide feedback on the map at an open house on January 5<sup>th</sup>. Changes can still be made to the map, but the city had to adopt one by the end of the calendar year per state code.

Busch said it is important to note that inclusion in the Wildland-Urban Interface zone does not mean a blanket assessment applies to an entire property; each property is individually evaluated. Property owners with questions regarding their slope, ingress and egress, subdivision considerations, or the specific building materials required under the code can contact the city for guidance. The city will provide support to ensure residents understand how the code applies to their individual properties. The affected residents would be receiving a mailed letter about the open house. It would also be advertised in city newsletters.

Hardy thanked Busch for creating the maps. Battalion Chief Wilde said the UFA Fire Marshal was using Busch's map as an example for other cities. He said it is important for residents to understand that even if their property does not fall within the mapped Wildland-Urban Interface zone, they still have a personal responsibility to manage their property to reduce fire risk. While the map fully satisfies the requirements of House Bill 48, all residents are encouraged to implement fire-wise landscaping and building practices to enhance safety, as being outside the designated zone does not eliminate the potential for wildfire hazards. Hardy added that the map and information would be online for residents to view.

**Council Member Handy moved to approve Ordinance 25-51, Amending Chapter 9.77 of the Millcreek Code Adopting the Current Edition of the Utah Wildland Urban Interface Code, Issued by the International Code Council, with the Alternatives or Amendments**

**Approved by the Utah Division of Forestry, Fire, and State Lands, as a Construction Code and a Wildland Urban Interface Map. Council Member Uipi seconded. The Recorder called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

**3.2 Discussion and Consideration of Resolution 25-43, Appointing Various Members of the Council to the Unified Fire Authority Board, Unified Fire Service Area Board, Unified Police Department Board, Community Renewable Energy Agency, Central Wasatch Commission, Wasatch Front Waste and Recycling District, South Salt Lake Valley Mosquito Abatement District, Jordan River Commission, Millcreek Business Council Board of Directors, Promise Executive Council, Utah League of Cities and Towns Legislative Policy Committee, and the Salt Lake County Animal Services Advisory Committee**

Mayor Jackson noted the following appointments would be made to various regional and interagency boards and committees. For the Unified Fire Authority and Unified Fire Service Area, the primary member is the mayor, with Council Member Handy as the alternate. For the Unified Police Department, the mayor serves as primary, with Council Member Uipi as alternate. The Community Renewable Energy Agency has the mayor as primary and Council Member DeSirant as alternate. Council Member Uipi represents the council on the Central Wasatch Commission. Council Member Handy is the council representative for Wasatch Front Waste and Recycling. South Salt Lake Valley Mosquito Abatement is represented by Council Member Catten, who, along with Mike Winder as alternate, serves on the Jordan River Commission. The mayor and Council Member Catten represent the city on the Millcreek Business Council Board of Directors and the Promise Executive Council. The mayor, along with Council Member DeSirant and Mike Winder, represent the city on the Utah League of Cities and Towns Legislative Policy Committee. Finally, Council Member DeSirant serves as primary and Rita Lund as alternate on the Salt Lake County Animal Services Advisory Committee.

**Council Member Uipi moved to approve item 3.2, Resolution 25-43. Council Member Catten seconded. The Recorder called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

**3.3 Discussion and Consideration of Ordinance 25-52, Amending Chapter 2.82 of the Millcreek Code of Ordinances Regarding Adding Data Privacy**

John Brems said this ordinance adds a data privacy component, due to recent state legislation, to code by adding Mike Winder as the chief administrative officer and the recorders as records officers.

**Council Member Catten moved to approve Ordinance 25-52, Amending Chapter 2.82 of the Millcreek Code of Ordinances Regarding Adding Data Privacy. Council Member DeSirant seconded. The Recorder called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

### **3.4 Discussion and Consideration of Ordinance 25-53, Adopting Millcreek's 2026 Regular Meeting Schedule**

Elyse Sullivan noted the schedule was essentially the same from prior years. There would be one Tuesday council meeting after Memorial Day and the second council meeting in December would be on the third rather than the fourth Monday.

**Council Member DeSirant moved to approve Ordinance 25-53, Adopting Millcreek's 2026 Regular Meeting Schedule. Council Member Uipi seconded. The Recorder called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

## **4. Reports**

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

Mayor Jackson reported she would be meeting with the community council chairs to discuss recommended changes based on feedback from the Utah Property Rights Ombudsman. Additionally, the pickleball courts have been closed for the season due to snow and winter weather concerns. Last year, snow removal by players caused damage to the court surfaces, and continued play under such conditions accelerates wear, resulting in costly repairs. The city has decided to keep them closed until spring, when weather conditions are more suitable, to protect the surface and prevent further damage.

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

Council Member Uipi welcomed Council Member Handy to her first council meeting. Council Member DeSirant reported that on December 16<sup>th</sup> there would be a public hearing with the Public Service Commission regarding the Community Renewable Energy Program. Council Member Catten acknowledged a successful ice show at Millcreek Common.

### **4.3 Treasurer's Report**

Council Member Catten reported that as of December 8, 2025, the city's operating account holds \$3,276,683, while the PTIF account has a balance of \$32,222,936, resulting in a combined virtual shared cash total of \$35,499,629. Current property tax receipts amount to approximately \$2,284,396, general sales tax revenue for three months is \$3,814,715, and building permit revenue totals \$445,611, bringing total general fund revenues to \$11,336,400, which are projected to meet or exceed budget expectations. In November, the city processed 189 checks totaling \$4,769,739 and 19 EFTs totaling \$1,795,941 with no anomalies reported. Total disbursements for the month were \$6,928,204, indicating that the city's finances remain in a healthy position.

### **4.4 Staff Reports**

Mike Winder reminded the council of a legislative huddle the following morning to meet with the city's lobbyists and state legislators. Council Member Uipi brought up HB 280 regarding water.

### **4.5 Unified Police Department Report**

Chief Petty-Brown reviewed the October-November 2025 crime statistics. For the combined period of October and November, the police department reports stable staffing

with no true vacancies, though four patrol positions remain encumbered by academy or field training, with one expected to complete training by month's end. Recruitment efforts by HR since the separation from the sheriff's office have been highly successful. Priority one response times averaged 5.5 minutes, with adjustments made to account for the typical one- to two-minute dispatch delay, resulting in improved reported times. Calls for service decreased from 2,600 in October to 2,300 in November, and police reports dropped from 872 to 732. Mental health and transient calls numbered 91 and 70, respectively. Traffic enforcement showed 415 stops in October and 368 in November, with citations issued at 371 in November, DUI arrests totaling 10 in October and 8 in November and reported accidents decreasing from 100 to 78. The Drug Enforcement Unit was particularly active, handling 114 cases, 65 arrests, 44 search warrants, recovering six stolen vehicles, three firearms, 32 pounds of meth, and 1,800 fentanyl pills. Precinct detectives were assigned 87 cases over the two months, submitting 17 to the Holladay Justice Court, including assaults (67), fraud (46), burglaries (13), sex offenses (19), drug offenses (30), larcenies (117), stolen vehicles (818), robberies (3), and family offenses (125), with no homicides reported. Overall, the department is maintaining strong operational performance despite high workloads.

Council Member Catten asked that the police in Salt Lake County not interfere with the unhoused individuals during the "Point in Time Count" conducted at the end of January so that critical data could be collected from the unhoused and they would not be reluctant to participate with the surveyors.

## 5. Consent Agenda

- 5.1 Approval of November 3, 2025 Special Meeting Minutes
- 5.2 Approval of November 10, 2025 Work Meeting and Regular Meeting Minutes
- 5.3 Approval of November 18, 2025 Emergency Meeting Minutes
- 5.4 Approval of November 24, 2025 Meeting Minutes

**Council Member DeSirant moved to approve items 5.1, 5.2, 5.3, and 5.4. Council Member Uipi seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy abstained as she was not present in those meetings, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed.**

## 6. New Items for Subsequent Consideration

There was none.

## 7. Calendar of Upcoming Meetings

- Historic Preservation Commission Mtg., 12/11/25, 6:00 p.m.
- Planning Commission Mtg., 12/17/25, 5:00 p.m.

**ADJOURNED: Council Member Uipi moved to adjourn the meeting at 8:50 p.m. Council Member DeSirant seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.**

APPROVED: Cheri Jackson Date  
Cheri Jackson, Mayor

Attest: Elyse Sullivan, City Recorder