



Bonneville Research

January 08, 2026

Introduction:

This analysis intends to provide Millcreek, a Utah Municipality, and the Millcreek City Council with the information required by the Utah Code Section 10-8-2. Appropriations -- Acquisition and disposal of property -- Corporate purpose -- Procedure.

Reason for the Study:

Utah Code § 10-8-2 and case law require a more rigorous review and approval process before the City can provide grants to nonprofit organizations. The process requires that the City complete a Study before awarding the grants.

Key Elements of the Study:

The Study shall consider the following factors:

1

1. Completion of a study that addresses the following:
 - a. The benefit the City will receive—tangible or intangible—in return for appropriated funds.
 - b. An analysis of how the appropriation will be used to enhance the safety, health, prosperity, moral well-being, peace, order, comfort, or convenience of Millcreek residents.
 - c. Whether the appropriation is necessary and appropriate to accomplish goals and objectives of the City, such as:
 - i. Removing blight or underdeveloped properties;
 - ii. Increasing the City's tax base;
 - iii. Creating jobs;
 - iv. Retaining jobs, and
 - v. Any other identified public purpose that the appropriation might serve.
 - d. Completing a financial analysis showing projected financial returns to the City, if any, and the period over which the City will recoup the appropriation amount.
2. A finding by the Council that the development will promote safety, health, prosperity, moral well-being, peace, order, comfort, or the convenience of the Millcreek residents shall be adopted by Resolution citing the Study as evidence to support that finding.

3. The processes outlined in Utah Code Ann. § 10-8-2h will complete the final appropriation:

- a. If the appropriation is made as an amendment to the current year's fiscal budget, it shall be approved according to the process outlined in Utah Code Ann. § 10-8-2(3)(d).
- b. If the appropriation is made as part of a future fiscal year budget, then the appropriation shall be approved during the regular annual budget process.

Millcreek Agreement – Millcreek proposes to make the following monetary appropriation for the Fiscal Year 2025/2065:

“Human Service Fare Program” Proposal:

- Millcreek City and UTA received a grant from United Way to purchase additional UTA passes for residents in need.
- Millcreek City plans to work with its partners, the Asian Association of Utah, Granite School District, Housing Connect, and English Skills Learning Center, to distribute these passes.

Millcreek City anticipates using this grant to purchase 225 passes through the Millcreek Community Foundation, expected to not exceed \$5,000.00, to be expended during the current 2025-2026 fiscal year.

2

- Millcreek City and UTA desire to promote and facilitate the use of public transit by low-income individuals in need, and
- Millcreek City desires to purchase, and UTA desires to sell discounted transit passes for use by the low-income population that it serves, and
- UTA and Millcreek City desire to continue a program whereby Millcreek City is authorized to purchase discounted transit passes and discounts for use by low-income individuals within the transit district. Millcreek City shall be permitted to buy from UTA Standard Passes at a discounted rate equal to seventy-five percent (75%) of the standard face value fare charged by the Authority.
- Millcreek City expects to be authorized to purchase UTA Premium Passes at a discounted rate equal to fifty percent (50%) of the standard face value the Authority charges. UTA reserves the right to determine which fare products are eligible for the discount under this Agreement.
- Millcreek City shall be authorized to qualify Low-Income Individuals for the “Millcreek City Human Service Fare Program” as defined by the U.S. Department of Health and Human Services, with the Poverty Guidelines attached as Exhibit A.

- Issuance of Passes. Millcreek City will be responsible for issuing Passes and will complete the following upon issuance: (a) confirm the eligibility of the recipient, (b) print the recipient's name on the card in permanent ink, and (c) record the recipient's name and the card number issued to them.

ANALYSIS:

- A. Millcreek City has found that while working with local partners serving low-income individuals, transportation has been repeatedly discussed as a barrier.
- B. Millcreek City is seeking to continue a successful demonstration project where discount transit passes may be available to qualified low-income individuals in Millcreek.

CONCLUSION AND REQUIRED FINDING:

The municipality of Millcreek's purpose for the above-listed appropriation to Millcreek Promise is to seek to achieve the following Community Objectives:

The municipality of Millcreek's purpose for the appropriation is to establish a contract with the Utah Transit Authority (UTA) to increase access to qualified low-income people in Millcreek, Utah, by accomplishing the following public purposes:

3

1. EDUCATION: All Millcreek youth have the support to maximize academic success on their path to high school graduation and post-secondary education.
2. HEALTH AND SAFETY: All Millcreek residents can access health and safety services and resources.
3. ECONOMIC WELL-BEING: All Millcreek residents have opportunities to provide a high quality of life for themselves and their families.

FINDING:

The appropriation is necessary and appropriate to accomplish Millcreek, a Utah Municipal Corporation's reasonable goals and objectives in economic development, job creation, affordable housing, blight elimination, job preservation, preservation of historic structures and property, and any other public purpose.

GENERAL LIMITING CONDITIONS:

Every reasonable effort has been made to ensure that this Study's data reflects accurate and timely information and is believed to be reliable.

- The Study is based on estimates, assumptions, and other information developed by Bonneville Research from its independent research effort, general knowledge of the region, primary data sources including Millcreek, the Utah State Tax Commission, and the Utah State Auditor's Office, and consultations with the Client's representatives.
- No responsibility is assumed for inaccuracies in reporting by the Client, its agents, or any other data sources used in preparing or presenting this Study. This report is based on information collected during February and October 2024, and Bonneville Research has not updated its research since October 2024.
- Bonneville Research makes no warranty that any of the values or results contained in this Study will be achieved. This report is not to be used with any public or private offering of securities or other similar purposes. This Study is qualified and should be considered based on these limitations, conditions, and considerations.

Robert Springmeyer

Robert Springmeyer, the Principal of Bonneville Research, performed this 10-8-2 Appropriations Study.

Mr. Springmeyer has supplied independent financial and redevelopment analysis for numerous urban renewal agencies within the State and completed "Fair Value Analyses" for the Cities of Holladay and South Salt Lake. Mr. Springmeyer is the Chairman of Bonneville Research. He has directed the Economic Analysis/Tax Studies completed for the Downtown Alliance, the Utah State Tax Review Commission, Salt Lake County, Brigham City, Salt Lake, Sandy, Bountiful, and South Jordan Cities, including the Urban Renewal Agencies of Salt Lake, Taylorsville, Holladay, South Salt Lake, Draper, West Jordan, Ogden, South Jordan, Sandy, and Murray. He is educated in Political Science, Economics, and Business Management, and has consulted with local governments for over 40 years. He has been listed in Who's Who in Finance and Who's Who in the West.