



**Minutes of the  
Millcreek City Council  
January 14, 2026  
8:00 a.m.  
Work Meeting**

The City Council of Millcreek, Utah, met in a special public work meeting on January 14, 2026, at City Hall, located at 1330 E. Chambers Avenue, Millcreek, UT 84106.

**PRESENT:**

**Council Members**

Cheri Jackson, Mayor  
Silvia Catten, District 1  
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  
John Miller, Public Works Director  
Lisa Dudley, HR-Finance Director  
Aimee McConkie, City Events Director  
Rita Lund, Communications Director  
Jim Hardy, Building Services Director  
Kurt Hansen, City Services Director

**Attendees:** Ryan Simmons, Nicholai Lazarev

**WORK MEETING – 8:00 a.m.**

**TIME COMMENCED: 8:12 a.m.**

Mayor Jackson called the work meeting to order. Mike Winder introduced the agenda and led an ice-breaker activity.

**1. Department Presentations, Reflections on Past 10 Years and Goals for Next 10 Years  
Legal/Recorder**

John Brems explained that his role over the past decade has involved providing broad legal startup and operational services for the city, including work on municipal code, personnel, land use, construction, contracts, telecommunications, and privacy matters. He noted that some current and upcoming issues fall outside his expertise, particularly matters that are likely to involve litigation, such as a dispute over city hall building placement measurements. Because he does not handle litigation, he emphasized the need to involve outside litigators early to reduce risk and avoid escalation. He described ongoing efforts to resolve the issue without litigation, including contractual provisions placing responsibility for accurate measurements on the contractor, and coordination with external counsel. Brems also referenced additional complex projects, including hearings and the development of a hotel,

condominium, and parking structure involving multiple owners, easements, covenants, and CC&Rs, for which he seeks additional legal review. Finally, he noted anticipated future legal needs, including potential expansion of the Justice Court and the hiring of an in-house prosecutor following the retirement of the current prosecutor, with overall outside legal service costs expected to remain comparable to prior years.

Elyse Sullivan provided an eight-year overview of her work. She oversaw five elections, including two conducted using ranked-choice voting. During this time, the city adopted a comprehensive records management plan that established a records committee with departmental custodians, created a detailed records index spreadsheet, and organized the city's digital network as a centralized records repository. Significant technological advancements were implemented, including an online legislative index for ordinances, resolutions, proclamations, and the city code; an online public records request system; acceptance of online public comments for meetings; live-streaming support; and the use of AI-assisted meeting minutes. The city also developed a dedicated physical records storage area in City Hall and introduced standardized tools such as contract cover sheets to improve record tracking. She highlighted the substantial volume of contract processing—363 contracts in 2024 compared to 856 in 2025—and emphasized the importance of systematic contract tracking. Looking ahead, she expressed a goal of creating a more streamlined, integrated contract approval and archival system, ideally coordinated with finance systems, to further reduce reliance on paper records.

#### **HR-Finance**

Lisa Dudley provided an overview of the department's current responsibilities, which include accounting, human resources, grants administration, and business licensing, each encompassing multiple functional areas. Key leadership roles were highlighted. Among the department's major accomplishments was the completion of a Comprehensive Annual Financial Report (CAFR), a significant three-year initiative critical to maintaining credibility with bond rating agencies, investors, and other financial stakeholders. The report, which includes a required statistical section with up to ten years of data, will be submitted to the Government Finance Officers Association for its Excellence in Financial Reporting Award. Additional financial achievements included issuing bonds for the East Block project while maintaining strong bond ratings, implementing Visa Spend Clarity, enhancing accounts receivable and cash receipting processes, establishing a donation portal for emergency relief and community programs, and strengthening fraud prevention through improved positive pay controls. Financial reporting was further improved by moving sales tax reporting to a monthly cycle, accelerating month-end close timelines, and providing more timely budget-to-actual information to departments. The department also assumed additional fiduciary responsibilities, including financial reporting for an interlocal agency and administering federal equitable sharing funds related to asset forfeiture.

Human Resources accomplishments included the creation of new employee classifications, expansion of prorated benefits for part-time staff, adoption of updated employee handbooks for both benefited and non-benefited employees, and significant investments in employee training, leadership development, and team-building initiatives. In grants management over the last year, the department secured approximately \$5.7 million in funding and developed an internally built grant tracking database, eliminating the need for additional software and improving reporting efficiency. Business licensing processes were streamlined through system

enhancements enabling bulk renewal notifications. Dudley concluded by outlining future needs, including a request for a purchasing agent position expected to generate cost savings, as well as additional software, system modules, and training to support continued growth, operational efficiency, and compliance.

### **Building Services**

Jim Hardy presented an overview of the Building Services Division, reflecting on its creation in 2018 and its growth from a single employee to a department of 11 staff members, with plans to expand further. He described starting the division from the ground up, developing all permitting, inspection, and application review processes, addressing previously unattended dangerous buildings, and later integrating code compliance into the department. Over time, Building Services responded to evolving regulatory demands, including FEMA floodplain requirements and the designation of wildlife–urban interface areas, while significantly strengthening internal capacity through staffing additions such as a dedicated business license inspector and an administrative assistant. The department’s staff has earned 23 professional certifications, with additional certifications forthcoming, and has supported major community projects including medical, commercial, and civic developments. Over eight years, the division has processed approximately 14,000 permits, conducted 52,000 inspections, completed 26,000 plan reviews, managed 9,000 cases with 25,000 related activities, and performed 13,000 business license reviews and inspections. Looking ahead, Hardy emphasized continued adaptability, public responsiveness, and a strong focus on education and certification, with goals that include pursuing departmental recognition, improving effectiveness grading scores, and launching a civil parking enforcement program. Budget requests for the coming year include a full-time position and associated resources to establish the parking enforcement program, replacement of aging and unreliable inspection vehicles, continued investment in training and certification, and sustained organizational support to meet the city’s changing needs.

### **Planning**

Francis Lilly outlined the evolution of the Planning Department over the past decade, highlighting its rapid growth and increasing complexity following the end of the development moratorium in 2017. During that period, the city assumed planning and zoning authority from Salt Lake County, hired additional staff, and simultaneously began developing a new general plan amid an unprecedented surge in development interest. This momentum led to city center visioning, adoption of a town center vision, execution of complex development agreements, and expansion of the Planning Commission to one of the largest in the state. From 2019 onward, the department adopted the City Center Master Plan and overlay zone, advanced affordable housing policy, and undertook a multi-year effort to unwind decades of county ordinances through comprehensive code updates. Despite significant challenges—including natural disasters, the COVID-19 pandemic, inflation, and multiple state-mandated plans—the department maintained operations, supported major civic projects such as City Hall, advanced historic preservation efforts, implemented accessory dwelling unit regulations, and coordinated closely with Public Works, Economic Development, and other departments on transformative community initiatives.

Lilly emphasized that recent accomplishments include notable improvements in customer service, the hiring of a permit coordinator, and successful integration of the iWorQ system, which streamlined development review processes and improved efficiency for staff,



applicants, and partner departments. With the adoption of updated zoning codes and continued work on state-required planning initiatives, the department is now transitioning from rapid growth to a more mature, implementation-focused phase. Looking ahead, Lilly described a forward-looking vision that includes initiating the next general plan update, planning for additional mixed-use centers, completing a truly walkable city network, embracing emerging technologies such as artificial intelligence, and preparing for unforeseen challenges. Near-term priorities include funding for a general plan update, consideration of a parks and recreation master plan, and collaborative implementation efforts such as entry monuments, enhanced transit stops, arts programming, wayfinding signage, and other placemaking initiatives that reflect the department's emphasis on translating long-term planning into tangible community outcomes.

### **Communications**

Rita Lund showed a video presentation from her department. Lund outlined the Communications and Emergency Management Department's mission of connecting Millcreek residents with timely, trusted information and emphasized its collaborative role in supporting every city department. Over the past decade, the department has grown from a single position into a dedicated team responsible for citywide communications, customer service at the Information Center, and emergency preparedness. The Information Center serves as the public-facing front door of City Hall, handling a high daily volume of phone calls, in-person visitors, and mailings, while providing consistent and professional service to the community. Communication efforts include a monthly printed newsletter delivered to approximately 30,000 households, a weekly electronic newsletter, and active social media engagement, all designed to keep residents informed about city services, meetings, and events. Looking ahead, the department plans to strengthen coordination through regular interdepartmental meetings, expand and refine digital and social media content, and pursue modest operational improvements such as enhanced real-time monitoring tools and an automated phone menu to improve call routing and after-hours service.

Lund also highlighted significant progress in emergency management, noting advancements in planning, training, and regional collaboration. Key accomplishments include updates to the Emergency Operations Plan, Continuity of Operations Plan, and a FEMA-approved Hazard Mitigation Plan, all of which ensure regulatory compliance and strengthen the city's preparedness and eligibility for federal funding. The city invested heavily in professional development, with its emergency manager completing extensive training and pursuing advanced academic study in disaster preparedness. Millcreek also assumed a regional leadership role by co-hosting a large-scale preparedness conference and forming the East Side Emergency Manager Coalition to improve coordination and mutual aid. Future needs include compliance with new federal ADA digital accessibility regulations, which will require a significant and ongoing investment, as well as smaller technology and infrastructure upgrades to support communications and customer service. Overall, Lund emphasized the department's commitment to resilience, transparency, and continuous improvement in service to the community.

### **Public Works**

John Miller described Public Works' mission as being visible, accessible, and focused on safety, emphasizing the department's role as both a problem-solver and a trusted point of contact for the community. Over the past decade, Public Works has made significant strides in

modernizing operations, particularly through the development of a robust GIS program that began in 2019 and has since become a foundational tool used across all city departments for data visualization, planning, and storytelling. The department has leveraged GIS, aerial imagery, and drone technology to improve transparency, project communication, and decision-making, while expanding automation and efficiency. Public Works has also delivered an extensive capital improvement program, completing more than 29 major projects totaling approximately \$75 million in grant funding, alongside numerous locally funded initiatives, including transportation, safety, and recreational improvements such as multi-use paths, sidewalks, and community amenities.

Miller highlighted major progress in stormwater management following the adoption of the stormwater fee in 2020, which enabled more than 46 large-scale projects to address chronic flooding issues, with a long-term goal of resolving all stormwater complaints and expanding the storm drain system over the next decade. Pavement preservation has been another major focus, with sustained annual investment allowing treatment of approximately 10 million square feet of roadway over ten years, though additional funding will be needed to raise overall road conditions to desired standards. Looking ahead, Public Works' priorities include improving safety and connectivity for all transportation modes, securing permanent funding sources—such as utility fees—to close infrastructure funding gaps, strengthening succession planning and internal talent development, and increasing local control over service delivery. Miller concluded by underscoring the department's commitment to delivering visible results that residents expect, particularly in maintaining roads, addressing flooding, and investing responsibly in the city's long-term infrastructure.

### **Promise Program**

Kayla Mayers provided a video presentation for her department since she was unable to attend the meeting. The video outlined the evolution of the Millcreek Promise initiative over the past eight years and its vision for the future, noting that the program was inspired by a model observed in South Salt Lake and formally shaped by commitments made by Mayor Silvestrini and the City Council. Those commitments focus on ensuring that all Millcreek youth are supported in achieving academic success and postsecondary readiness, that residents have access to health resources, and that all community members have opportunities to achieve a high quality of life. Initially launched as a small program embedded within other departments, Millcreek Promise began formal expansion in 2021 and has since grown into a dedicated department with four full-time staff and one part-time staff member, organized around the core focus areas of education, health, safety, and economic well-being.

Over the years, the department has piloted and refined programs proven to meet community needs, including career exploration partnerships for high school students, volunteer-supported childcare for parents attending English classes, food access initiatives distributing fresh produce, and digital literacy training to help residents fully participate in modern civic and economic life. These efforts are complemented by youth leadership programming, health promotion and prevention work, economic skills education, and close collaboration with schools, nonprofits, and community partners. Looking ahead, Millcreek Promise aims to deepen and expand this work by addressing systemic challenges such as affordable housing, childcare access, and community gathering spaces, while continuing to pursue grant and philanthropic funding to support its mission. While the department plans to manage social media, outreach, and volunteer coordination within existing resources in the near term, it

emphasized the importance of continued city investment in proven after-school programming. In particular, the Mayers recommended ongoing annual support of \$200,000 for after-school services provided by the Asian Association of Utah, citing strong evidence that such programs improve academic outcomes, increase graduation rates, and reduce juvenile crime by providing safe, structured environments during critical after-school hours.

### **Economic Development**

Mike Winder showed a clip of a video produced by Millcreek staff in 2019 as a way to look at where the city has been. He highlighted the significant economic development progress Millcreek has achieved over the past decade, emphasizing that local sales tax growth has consistently outpaced inflation, reflecting the strength and vitality of the city's business community. He described the dramatic transformation of the city center from its earlier condition into today's Millcreek Common, noting that the original vision—such as community events, markets, and seasonal programming—has been realized and, in many cases, exceeded. Major milestones include the continued buildout of Millcreek Common Phase Two, construction of new amenities such as the Adventure Hub, mini golf, and green spaces, and the upcoming hotel project, which will further anchor the city center. Recent renderings illustrate a cohesive, walkable town center with retail, affordable housing, structured parking, and enhanced public spaces, signaling that the city center vision is rapidly becoming reality.

Winder also highlighted major investments across the city, including support for a \$100 million expansion at St. Mark's Hospital that will generate an estimated \$35 million in new taxable value over ten years, significant redevelopment activity in West Millcreek, and the arrival of high-profile projects such as the Porsche dealership. Economic development efforts have supported a growing business community of more than 4,300 licensed businesses, frequent ribbon cuttings, and an increasingly active business council that hosts events and fosters collaboration. Looking ahead, Winder outlined an ambitious 10-year outlook that includes additional city center phases, new parking structures, mixed-use and village centers, continued hospital expansion, potential recruitment of a dedicated economic development director, and future redevelopment opportunities along major corridors. He concluded by noting long-term milestones such as the 2034 Olympics, the winding down of the city's first redevelopment area, and leadership transitions, underscoring a forward-looking vision in which Millcreek continues to build momentum and deliver transformative economic growth.

### **Community Life**

Aimee McConkie provided an overview of the Community Life Department's work, highlighting its focus on recreation, public markets, business partnerships, and citywide events. She emphasized that all programming aligns with the city's general plan, which prioritizes vibrant neighborhoods, gathering places, a thriving economy, health and outdoor lifestyles, and cultural enrichment. Over the past few years, the department has seen growth in ticketed events, social media reach, and private bookings, with the public market emerging as a key revenue source. Community engagement has been a core focus, including partnerships with local businesses, volunteer-driven programs, and initiatives that bring residents to the city center.

Looking ahead, the department is pursuing several new initiatives for 2026, including a kids' market to encourage youth entrepreneurship, expanded street parties and personal event

bookings, and increased sponsorship revenue for signature events. Efforts are also underway to enhance food offerings, including moving the farmer's market to Fridays and establishing additional farm stands, and improving visitor experiences with new amenities such as video walls and interactive spaces. Future planning includes connecting with new neighbors, engaging more volunteers, expanding programming along the Jordan River, and leveraging upcoming opportunities like the Olympic Games. Overall, the department aims to strengthen Millcreek Common as a vibrant, engaging, and economically supportive community hub.

### **Facilities**

Kurt Hansen reflected on the evolution of Millcreek's city operations over the past decade, emphasizing the city's growth from scratch into a fully functioning municipal organization. When he was first hired, the city had no building department or formal plans, and much of the early work involved establishing basic infrastructure, office space, and systems, often under resource-constrained and improvisational conditions. Over the years, Hansen's team has developed core city functions, including planning, code enforcement, business licensing, building inspection, and City Hall facilities, alongside community projects like Sunnyvale Park renovations, Millcreek Common, the ice ribbon, and ongoing phases of city center development.

Looking forward, Hansen outlined a comprehensive vision for the next ten years, including completing the parking garage, Chambers Avenue, splash pads, shade and farmers market structures, east side development with hotel, condos, and retail, and potential public works and fleet expansion. He also highlighted plans to optimize office space, enhance city maintenance and janitorial services, replace aging vehicles, and improve administrative and facilities management capacity. Overall, his remarks underscore both the achievements of the past decade and a detailed, proactive strategy for Millcreek's continued growth, infrastructure development, and operational efficiency.

## **2. Discussion of City's 10-Year Goals**

Council Member Catten felt there should be a maintenance schedule for facilities, assets and parks. She also raised concern that there is no cell coverage around William Penn Elementary and wondered about acquiring cell towers. Winder said he would talk to T-Mobile about it since he was working with a contact for cell towers on top of the city hall parking structure. Mayor Jackson said the council was sensitive to departmental budget requests. Council Member Uipi wondered about having a plan for staffing needs and priorities. She asked about relationships with schools to set up internships to alleviate some part time position requests. She asked how to stay more informed of emergency processes. She suggested a Google sheet or something similar to drop newsletter article topics for the Communications Department. She would like John Miller to provide justification for a TUF to be shared with the public. She wondered if the Promise Program could leverage community partnerships, such as the Utah Jazz. She also requested a master plan of services or public works for the next ten years.

Winder discussed the future of Millcreek's public works operations and the potential development of a dedicated public works yard. Initially, the city relied on the county for these services, but consultants now recommend establishing an independent public works facility, which would require setting aside funds annually for construction and operations. Winder highlighted the opportunity to situate the yard at the former Millcreek Elementary site, a five-



acre property ideally sized for the facility and bordered by residential, commercial, and utility infrastructure.

Additionally, he noted collaboration with the Granite School District regarding the Roosevelt Elementary site, which could be redeveloped into a “Teacher Village” offering 120–150 affordable housing units for educators—an innovative model not yet seen in Utah. This aligns with broader redevelopment goals along the 900 E corridor, including small-area planning, mixed-use development, and other infill opportunities near key intersections such as 900 East and 3300 S. Winder emphasized that securing a public works yard is critical to enabling these projects and that creative partnerships, long-term leases, and potential CRA funding could make both the facility and surrounding redevelopment feasible while preserving city resources for construction and community improvements.

Council Member Uipi wanted to look ahead to succession planning as a lot of the department directors would be retiring in the next ten years.

**3. Tour Boyer’s Millhaus Development (1350 Miller Ave, Millcreek, UT 84106)**

Ryan Simmons and Nicholai Lazarev with the Boyer Company lead the council and department directors on a tour of the new luxury apartment development, Millhaus.

**4. Reworking City’s Vision and Mission Statements at Kathmandu (3142 Highland Dr, Millcreek, UT 84106)**

Mike Winder led a group discussion on creating a new concept-based vision statement to guide the city’s work. A consensus was not reached but the council said they would make efforts to make a decision on one in the near future.

**Council Member DeSirant moved to adjourn the work meeting at 2:13 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.**

APPROVED: Cheri Jackson Date 1/26/26  
Cheri Jackson, Mayor

Attest: Elyse Sullivan  
Elyse Sullivan, City Recorder