



**Minutes of the
Millcreek City Council
February 9, 2026
6:00 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 February 9, 2026, 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
Thom DeSirant, District 2
Nicole Handy, District 3
Bev Uipi, District 4

City Staff

Mike Winder, City Manager
Elyse Sullivan, City Recorder
John Brems, City Attorney
Kurt Hansen, Facilities Director
Rita Lund, Communications Director
John Miller, Public Works Director
Kayla Mayers, Promise Program Director
Aaron Roberts, Storm Water Operations and
Construction Manager
Erica Okada, Public Information Manager

Attendees: Rick Hansen, Evan Tyrrell, Kristian Buchanon, Peter Frost, Kelly Noorda, Chief Petty-Brown, Kyle Taft

WORK MEETING – 6:00 p.m.

TIME COMMENCED: 6:00 p.m.

Mayor Jackson called the work meeting to order.

1. Wasatch Front Waste and Recycling District Report; Evan Tyrrell, General Manager

Evan Tyrrell provided an overview of the organization's services, operations, and 2025 performance, emphasizing both core residential collection services and the extensive support programs delivered behind the scenes. In addition to weekly garbage and recycling collection, the organization offers seasonal container reservations, a landfill voucher program, glass drop-off locations, a highly successful leaf bag collection program, green waste reclamation, and ongoing recycling education and outreach. Customer service, billing, and account management are handled in-house, including the recent transition to monthly billing. While a minor e-billing integration issue caused some customers to see what appeared to be duplicate charges, the error was quickly identified as a processing glitch and has since been resolved.

Operationally, the organization services 14 municipalities and portions of unincorporated Salt Lake County, totaling nearly 86,500 homes as of year-end 2025, with Millcreek representing the largest service area at nearly 16,000 homes. On a weekly basis, approximately 200,000 containers are serviced. In 2025 alone, the organization collected over 100,000 tons of trash, 18,000 tons of recycling, 1,100 tons of leaves, 836 tons of glass, and nearly 6,000 tons of green waste. Material destinations are strategically selected to maximize efficiency and control tipping costs, with data indicating strong correlation between number of homes serviced and disposal expenses. Millcreek benefits from comparatively lower tipping costs, largely due to strong participation in green waste and glass diversion programs.

Financially, preliminary unaudited 2025 results show strong performance, driven by cost-control initiatives, operational efficiencies, and organizational restructuring efforts. Leadership expressed confidence that rate increases can be avoided through at least 2027. Comparative analysis across three counties suggests the organization remains competitive, particularly given its enterprise fund structure and the breadth of services included in base rates. Recycling market volatility continues to impact processing costs, and the organization actively monitors commodity trends to optimize delivery locations and manage expenses.

Millcreek-specific data indicates steady service levels year over year, with a curbside diversion rate of approximately 21% in 2025—exceeding the district-wide goal of 19% and positioning the city favorably among peer communities. New outreach materials have been introduced to reduce contamination and improve recycling compliance. As key priorities: in 2025, the SCRP (seasonal container reservation program) program expanded access, reduced repeat usage, and served nearly 10% of customers. For 2026, resources are being reallocated to increase daily container capacity and further enhance program effectiveness. Overall, the presentation underscored a commitment to operational efficiency, financial stability, service enhancement, and environmental stewardship.

Council Member DeSirant asked about the little service areas in Sandy City being incorporated into Sandy. Tyrrell noted a boundary adjustment in the collective service area could take place if they were.

Mayor Jackson asked about the tiered SCRP reservation system and if people who had been waiting to get a container (unsuccessful in the past) were able to get a reservation. Tyrrell said people on the wait list in 2024 were given priority in 2025. Those waitlisted in 2025 will get priority in 2026. Mayor Jackson asked if it was difficult to administer. Tyrrell said unique tools were created to help track and monitor the system. The organization is in the early stages of evaluating a potential comprehensive overhaul of the SCRP program beginning in 2027, with the objective of significantly expanding service capacity, potentially tripling or quadrupling participation, while simultaneously reducing delivery costs. Updates will be shared as proposals are refined and presented to the Board of Trustees. In 2025, the SCRP program produced strong results across the district, including service to 1,306 households in Millcreek and the delivery of containers that facilitated the collection of approximately 1,000 tons of material during the season. District-wide, nearly 7,500 containers were deployed, resulting in the removal of close to 6,000 tons of bulky waste.

Tyrrell reported that a range of operational and administrative initiatives are underway to streamline services, optimize efficiency, and reduce costs across departments, including IT and

fleet management, with the overarching goal of maintaining service levels while avoiding future rate increases for as long as possible. As part of these efforts, the organization is exploring cost-saving measures related to billing, including transitioning from full-size mailed statements to a postcard format that would eliminate envelopes and could save an estimated \$300,000 annually. Customers would still be able to pay by check, online, in person, via ACH, credit card, or auto-pay. However, to offset rising credit card processing expenses—currently approximately \$1.50 per transaction, the organization is considering a transaction fee for card payments while preserving no-fee options for lower-cost payment methods. Additionally, through a competitive RFP process, a new payment processing provider has been selected, with anticipated savings of approximately \$140,000 annually.

Operational cost management remains a key focus area. The organization is reassessing fleet replacement strategies, noting that compressed natural gas (CNG) trucks now cost roughly \$60,000 more per vehicle than diesel models, with overall truck prices exceeding \$400,000. Leadership is working to determine the optimal replacement cycle to balance capital costs with rising maintenance and repair expenses. The organization is also absorbing increases in tipping fees, labor rates, and fuel costs where possible, while improving routing efficiencies to control fuel usage.

New service-related fees have been introduced to better manage operational impacts, including a nominal charge for return trips when containers are placed out late and verified through truck camera systems. A recycling contamination fee has also been added as a policy enforcement tool, though it will be used sparingly. The organization continues to prioritize education-first approaches, such as “oops” tags to address contamination issues, and has seen measurable reductions in contamination rates across the service area, including in Millcreek. Overall, leadership reaffirmed its commitment to fiscal responsibility, operational optimization, and maintaining high-quality customer service across all partner communities.

2. Neffs Canyon Debris Basin and Special Improvement District Discussion; Aaron Roberts, Storm Water Operations Manager

Aaron Roberts provided an update on the proposed Neffs Canyon debris basin project, outlining its background, community impacts, funding strategy, and next steps. The project stems from the area’s location on an alluvial fan—formed by historic fast-moving mountain streams that deposit sediment and debris—making it highly susceptible to flash floods and debris flows. Although development has long since occurred in this high-risk area, FEMA’s adoption of a Flood Insurance Rate Map in 2019 formally designated portions of the neighborhood within the floodplain. Subsequent flood events in 2019 and 2023, along with the 2020 wildfire that increased the risk of debris flows due to hillside deforestation, have reinforced the need for mitigation measures.

The proposed debris basin, currently at approximately 30% design, would be constructed fully below existing grade to minimize visual and neighborhood impacts. While final landscaping details are still being coordinated with the U.S. Forest Service, the site is expected to be restored with native vegetation. Construction will require excavation and removal of approximately 70,000 cubic yards of material—equivalent to roughly 5,000 truckloads—over an estimated three- to six-month period, which will impact local roads and possibly require temporary trailhead closures. The project also includes approximately one mile of new stormwater pipeline connecting the basin to existing infrastructure, roadway improvements coordinated with Public

Works, and expansion of the current Forest Service parking lot, potentially doubling or tripling parking capacity and adding restroom facilities.

If approved by FEMA, construction is anticipated in 2027 or 2028. The debris basin would significantly reduce the risk of a 100-year flood event and could remove 488 parcels from the designated floodplain. This would eliminate mandatory flood insurance requirements for properties with mortgages and remove substantial remodeling restrictions currently imposed on floodplain properties, including limitations affecting Fire Station 112, which is presently unable to expand due to floodplain regulations.

The project has secured approximately \$24 million in federal and state grant funding, including \$3 million for design and \$21 million through FEMA's Flood Mitigation Assistance program. However, Millcreek must cover a local match of roughly \$5.3 million. One funding option under consideration is the formation of a Special Improvement District, which would allocate costs specifically to the 488 benefited parcels rather than the city as a whole. Based on preliminary estimates, this would equate to approximately \$10,800 per parcel, or about \$1,078 annually over a proposed 10-year repayment period. A recent survey of affected property owners, with a 25% response rate and an estimated 75% confidence level, indicated that 40% of respondents currently pay flood insurance, most paying under \$5,000 annually, and that many have been affected by remodeling restrictions.

City leadership is now evaluating whether and when to pursue formation of a special improvement district or consider alternative funding mechanisms such as bonding or use of the general fund. Because construction remains several years away, there is time to determine the most appropriate path forward.

Mayor Jackson asked about the timeline for grant funding and increased construction costs. Roberts said there were three years left on the current grant window, but staff has applied for an extension. He guessed construction costs would rise by about 5% each year. Any gap in funding would get pushed onto those in the special improvement district. The improvement district costs will run with the property if ownership changes hands.

Roberts said the next steps for the project include direct coordination with property owners who may be impacted by the final debris basin and pipeline alignments, as current plans remain at approximately 30% design and certain elements—such as pipeline routing—could affect specific parcels. However, those discussions will follow greater clarity on funding, as advancing detailed property-level coordination depends on confirmation that the project can move forward financially. The City anticipates holding multiple public meetings, including at least one required under FEMA's NEPA review process to address environmental considerations, as well as a separate open house focused specifically on properties that would be included in a proposed special improvement district.

Formation of a special improvement district would require voter approval through a ballot initiative. While the City Council's role would be to authorize placing the measure on the ballot, creation of the district itself would be subject to approval by affected residents. The initial objective had been to target the 2025 election to maintain project momentum; however, given potential flexibility in the project timeline, the City may adjust as needed while still recognizing that voter approval is required to implement the SID funding mechanism.

Council Member Catten asked about maintenance costs once the project was completed and the improvement district was gone. John Miller said the debris basin will require ongoing maintenance regardless of whether a significant debris flow or flood event occurs. Routine upkeep will be necessary to preserve capacity and functionality, resulting in continuing operational expenses over the long term. These maintenance costs are not included in the proposed special improvement district funding and will represent a separate, ongoing financial obligation for the city, though they are expected to be relatively modest.

John Brems brought up that the city would likely have to borrow money to pay for the project up front because a contractor would not accept payment over 10 years from the district. That would take place after the special improvement district passed on the ballot.

3. Promise Program Quarterly Update; Kayla Mayers, Promise Program Director, Kelly Noorda, Promise Partnership Utah, and Peter Frost, Asian Association Utah
Moved to regular meeting.

4. Staff Reports

Mike Winder provided a legislative and policy update, noting that the Utah legislative session is currently at its midpoint in terms of calendar days, though only about 10% of last year's total bills have passed, leaving a significant volume of work in the remaining weeks. City representatives, including Mayor Jackson, Council Member DeSirant, and staff, have been actively engaged at the Capitol, particularly through the League of Cities and Towns. One notable development was the failure of HB 13, a bill that would have allowed municipalities to place liens on properties for unpaid stormwater utility fees, similar to the authority granted to special districts. Despite its practical intent, the bill was defeated amid broader concerns about expanding governmental authority.

The city is also closely monitoring legislation sponsored by Representative Candice Pierucci. One bill addressing special districts initially included provisions that could have significantly impacted entities such as the Salt Lake Valley Law Enforcement Service Area (SLVLESA), with potential downstream financial consequences for Unified Police Department partner communities. While the most concerning provisions have been removed, the bill continues to be tracked. Another proposal involves modifying the right of first refusal for surplus school properties. Under current law, certain cities, primarily in the Salt Lake Valley—have priority in acquiring surplus public school sites. The revised bill would extend right-of-first-refusal authority statewide and create parity between municipalities and charter schools, allowing school districts discretion in choosing between them. While the measure has been moderated, it remains under review by the League and member cities.

Additionally, the city is watching proposed legislation related to transportation utility fees (TUFs), which are being considered as a potential tool to address Millcreek's aging and deteriorating road infrastructure. A recent stakeholder committee meeting involving business owners, property owners, residents, councilmembers, and Public Works staff generated constructive feedback and highlighted the need for a more comprehensive public engagement process. In response, the city is proposing a series of open houses, March 4, April 2, and May 4, to facilitate a detailed community discussion. These meetings will progressively outline infrastructure challenges, funding options such as transportation utility fees or bonds, and the

implications of each approach, including the option of taking no action. The city will also publish front-page newsletter articles to further inform residents. Council members will be included in calendar invitations to ensure broad participation in these discussions as the city evaluates long-term transportation funding strategies.

5. Discussion of Agenda Items, Correspondence, and/or Future Agenda Items

There was none.

Council Member Uipi moved to move item 3 from the work meeting to before public comment. Council Member Catten 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.

Council Member Uipi moved to adjourn the work meeting at 7:03 p.m. Council Member Handy 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.

REGULAR MEETING – 7:00 p.m.

TIME COMMENCED: 7:05 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.

Work Meeting Item

3. Promise Program Quarterly Update; Kayla Mayers, Promise Program Director, Kelly Noorda, Promise Partnership Utah, and Peter Frost, Asian Association Utah

Kelly Noorda provided a brief overview of Millcreek-area high school graduation rates for the 2025 school year, focusing on Cottonwood, Skyline, and Olympus High Schools. Current data show Skyline with a 97% graduation rate, Olympus at 92%, and Cottonwood at 79%, trends that are generally consistent with prior years. Longitudinal data from 2023 to 2025 indicate that Skyline's rate has slightly increased, Olympus has experienced a small decline, and Cottonwood has fluctuated but recently shown modest improvement. While the overarching goal remains a 100% graduation rate across all schools, targeted partnership efforts have been concentrated on Cottonwood High School to support greater gains.

One contributing factor affecting Cottonwood's graduation rate is the state's cohort-based calculation method, which measures graduates against the original ninth-grade cohort, adjusted for transfers. As Cottonwood serves a highly transient student population, student mobility can significantly impact reported outcomes. In response, the city and school partners are working to strengthen relationships and improve tracking processes for transferring students to ensure more accurate accounting and better support student success.

Peter Frost provided a mid-year update on the city's after-school programming, expressing appreciation for the City Council's continued support and strong collaboration with city staff. He

reported that 290 youth have been served so far this year, nearly double last year's participation, due in part to the addition of two new program sites and the streamlining of services under the Millcreek partnership. While a majority of participants are Millcreek residents, enrollment also includes students attending Utah International Charter School and others on school waivers, reflecting the broader draw of certain campuses.

The program offers a range of enrichment activities, including an evidence-based social-emotional learning curriculum called Positive Action, delivered twice weekly in engaging, student-centered formats. Additional opportunities include STEM activities such as participation in Lego League competitions, as well as summer programming like Millcreek Common Camp, which provides experiential learning opportunities and helps prevent summer learning loss. Frost emphasized that the program's long-term goal is to support academic engagement, emotional regulation, and positive peer relationships, ultimately contributing to improved graduation outcomes.

To illustrate the program's impact, Frost shared the story of "Ashley," a sophomore at Olympus High School who has participated in the program since sixth grade. Initially shy and socially withdrawn, Ashley gradually built confidence and friendships through intentional staff support, structured peer engagement, and summer programming experiences. She now maintains strong academic performance, participates in athletics, and demonstrates leadership and social confidence. Frost highlighted the critical transition from junior high to high school as a pivotal period in determining long-term academic success, noting that individualized support combined with consistent programming plays a key role in shaping positive student trajectories. Overall, the update underscored measurable growth in participation and meaningful individual outcomes aligned with the program's mission.

Council Member Catten asked about the transition of Millcreek taking over the Moss Elementary Program from South Salt Lake. Frost noted that the program transition has gone well overall, though there have been some challenges. Specifically, he explained that Promise South Salt Lake previously had greater flexibility in staffing due to its funding structure, which allowed for broader personnel support than the current model initially provided. However, through creative problem-solving and collaboration with the city, the program has supplemented staffing with volunteers and additional support resources. As a result, the program has continued to serve a comparable number of students and maintain enrichment opportunities such as Lego League and other clubs. Overall, he characterized the transition and continued service delivery as a success.

Kayla Mayers reported that the Asian Association of Utah collected initial data from staff at each program site to track Millcreek resident participation, with a follow-up survey planned at the end of the school year. She highlighted several recent initiatives, including the produce distribution program (July–October) serving five recipient sites, the Millcreek Futures program connecting 97 students from Utah International Charter School with local businesses to explore career paths, and a winter clothing drive providing 1,016 new and gently used items to local organizations. Additional efforts included celebrating Lights On After School, hosting a volunteer appreciation banquet, assisting residents with housing and resource needs (with a new tracking system for follow-up), conducting youth field trips such as ice skating at Moss Elementary, and establishing a high school internship program with city departments. UTA passes were also distributed to 16 individuals. Looking ahead, Mayers shared plans for Youth Council leadership camp at USU, career field trips for Cottonwood High students, Silvestrini Scholars recognition, Earth Day

activities, and a new community block party funded through grants to engage families, promote local schools, and highlight community partnerships. These programs collectively aim to expand student opportunities, community engagement, and equitable access to resources.

1. Welcome, Introduction and Preliminary Matters Continued

1.2 Public Comment

Kyle Taft asked the council questions regarding the Neffs Debris Basin. He raised concerns about potential financial burdens on residents. He questioned whether residents might face a “double dip,” paying both flood insurance and the special improvement district fee simultaneously, which could create onerous costs. He also expressed concern about project delays, noting that prolonged timelines could increase costs due to inflation. As a mitigation, he suggested that the city absorbs any inflation-related expenses, particularly given that property taxes collected from the area are likely higher than other parts of the city. Additionally, Taft questioned the allocation of \$3 million in design fees, observing that for a \$25–30 million project, this represents a high percentage compared to industry norms. He recommended aligning fees more closely with standard practices so that more funding could be directed toward actual construction rather than design.

John Miller noted he could meet with Taft to answer questions.

2. Financial Matters

2.1 Public Hearing to Consider a Monetary Contribution of Up to \$5,000 to Utah Transit Authority

Kayla Mayers explained that the city received a \$5,000 grant from United Way, which was part of a process that brought together stakeholders passionate about addressing social determinants of health, including clinic providers and community members. During these discussions, transportation was identified as a key barrier for the community. The grant funding is intended to address this need, specifically by providing additional UTA passes, although other recommendations were also included in the report.

Mayor Jackson asked how the passes would be distributed. Mayers said they would be used by children living at Bud Bailey Apartments to be able to get to Granite Park Junior High School. Council Member Catten asked if the council could advocate for those students to get a school bus. Mayers said she and the city manager were talking with Granite School District about it.

Council Member DeSirant moved to open the public hearing. Council Member Catten 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.

There were no comments.

Council Member DeSirant moved to close the public hearing. Council Member Uipi 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.

2.2 Discussion and Consideration of Ordinance 26-08, Approving a Monetary Contribution of Up to \$5,000 to Purchase Discounted Human Services UTA Passes for Millcreek Residents in Need

Council Member Uipi moved to approve item 2.2, Ordinance 26-08, Approving a Monetary Contribution of Up to \$5,000 to Purchase Discounted Human Services UTA Passes for Millcreek Residents in Need. 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. Reports

3.1 Mayor's Report

Mayor Jackson reported on an event at Moss Elementary and a public hearing with the Division of Air Quality on the proposed Parley's gravel mine. The Howick, an affordable housing project in west Millcreek, opened. She was able to visit the International Charter School and a mayor's roundtable on combatting antisemitism.

3.2 City Council Member Reports

Council Member DeSirant mentioned doing a story for ABC 4 about the city's Black History Month events and being appointed as the Vice Chair of Salt Lake County Animal Services Committee.

Council Member Uipi highlighted several ongoing community initiatives and projects. She emphasized the importance of resident engagement in public processes, particularly regarding the current condition and future maintenance of city roads, noting that public hearings will be scheduled and shared. She provided an update on the Enbridge pipeline replacement project, which will run from 4500 South and Wasatch Boulevard through Upland Drive to Virginia Street, including the Front End Church area east of Skyline. This project is expected to last approximately 18 weeks, weather permitting, and residents were informed about potential disruptions in their neighborhoods. Additionally, the city has launched Black History Month events as part of a year-long series celebrating diversity. She noted she serves on the Central Wasatch Commission's special projects and funding committee and will keep the community updated on initiatives, including support for Millcreek residents in discussions related to the gravel pit.

Council Member Catten highlighted the third annual Interfaith Harmony event, noting it continues to be a meaningful gathering and expressing interest in expanding it in the future. She participated in the Point-in-Time count, which this year was notably different from previous years. While in past counts she encountered many people experiencing homelessness along the Jordan River, this year she observed very few, prompting speculation that individuals may have been in shelters or stable housing during the count period. She wondered whether others involved in the count had similar experiences. She also attended the Jordan Valley Water Conservancy District rate-making meetings and found them both fascinating and complex. The meetings focused on adjustments to tiered water rates, which take into account factors such as meter size, secondary metering, water usage, and seasonal considerations. Despite the technical nature of the discussion, she appreciated being included in the process and noted that the district carefully considered

constituent priorities, such as promoting water conservation, minimizing future rate increases, and ensuring fees are easy to assess. She found the approach informative and suggested it could serve as a useful model if the city were to engage in water management in the future.

3.3 Staff Reports

Mike Winder thanked the council for their support of the Business Council Gala.

4. Consent Agenda

4.1 Approval of January 26, 2026 Work Meeting and Regular Meeting Minutes

Council Member Uipi moved to approve item 4.1. 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.

5. New Items for Subsequent Consideration

There was none.

6. Calendar of Upcoming Meetings

- Historic Preservation Commission Mtg., 2/12/26, 6:00 p.m.
- Planning Commission Mtg., 2/18/26, 5:00 p.m.
- City Council Mtg. 2/23/26 7:00 p.m.

ADJOURNED: Council Member Uipi moved to adjourn the meeting at 7:53 p.m. Council Member Handy 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:  Date 2/23/26
Cheri Jackson, Mayor

Attest: 
Elyse Sullivan, City Recorder