Minutes of the
Millcreek City Council
April 13, 2026
5:00 p.m.
Site Visit
7:00 p.m.
Regular Meeting

The City Council of Millcreek, Utah, met in a regular public meeting on April 13, 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
Francis Lilly, Assistant City Manager
Lisa Dudley, HR-Finance Director
Brad Sanderson, Current Planning Manager
Rita Lund, Communications Director

Planning Commissioners
Christian Larsen
Jacob Richardson
Jenny Burgess
Victoria Reid (electronic)

Attendees: Deondra Brown, David Cooper, Rick Hansen, Eric Bluth, Laura Renshaw, Andrei Tarassov, Rus Sorensen, Susan McKeever, McKinnon Woodbury

SITE VISIT – 5:00 p.m.

1. Tour Maliheh Free Clinic at 941 E 3300 S

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.

1.2 National Child Abuse Prevention Month Proclamation

Mayor Jackson proclaimed the following:

PROCLAMATION
NATIONAL CHILD ABUSE PREVENTION MONTH

WHEREAS, our children are our most valuable resources and will shape the future of Millcreek; and
WHEREAS, childhood trauma, including abuse and neglect, is a serious problem affecting every segment of our community, and finding solutions requires input and action from everyone; and
WHEREAS, childhood trauma can have long-term psychological, emotional, and physical effects that have lasting consequences for victims of abuse; and
WHEREAS, protective factors are conditions that reduce or eliminate risk and promote the social, emotional, and developmental well-being of children; and
WHEREAS, effective child abuse prevention activities succeed because of the partnerships created between child welfare professionals, education, health, community- and faith-based organizations, businesses, law enforcement agencies, and families; and
WHEREAS, communities must make every effort to promote programs and activities that build strong children and families; and
WHEREAS, we acknowledge that we must work together as a community in partnership to build awareness about child abuse and contribute to promote the social and emotional well-being of children and families in a safe, stable, and nurturing environment; and
WHEREAS, prevention remains the best defense for our children and families.
NOW, THEREFORE, I, Cheri Jackson, Mayor of Millcreek, do hereby proclaim April as NATIONAL CHILD ABUSE PREVENTION MONTH in Millcreek and urge all citizens to recognize this month by dedicating ourselves to the task of improving the quality of life for all children and families.
ADOPTED this 13th day of April 2026 in Millcreek, Utah.

Mayor Jackson said we are protective of our children in Millcreek and want to do everything that we can to ensure safety, health, and wellbeing of children and families.

Deondra Brown, Prevention and Policy Advocate, said the month of April was an opportunity to plant important seeds in the community where children and families understand that not only is it okay to talk about difficult things like childhood sexual abuse, but that is how we make progress and start to see a difference in our communities. Child abuse is preventable. Adult community members need to make sure children know they are a safe place and will protect them. She thanked the council for their support.

1.3 Public Comment
Coy Canfield expressed support for the 3900 South bike project, emphasizing its importance in connecting the Jordan River Trail to the Meadowbrook TRAX station and enhancing east-west bicycle connectivity. She noted that 3900 South has the potential to serve as a key bike corridor, addressing the current lack of safe, continuous bicycle routes until the Nine Line Trail approximately 30 blocks north. Canfield advocated extending the bike path to 2030 East to fully connect with eastern segments. Citing research from

the Journal of Physical Activity and Health, she highlighted the economic benefits of bicycle infrastructure, stating that every \$15 invested yields approximately \$60 in community return, outperforming pavement preservation investments. She encouraged the city to consider allocating a portion of proposed transportation utility fee (TUF) funding toward bicycle infrastructure to improve overall bikeability. She concluded that while road repaving maintains the status quo, developing a robust network of protected bike paths would significantly enhance quality of life, promote affordability, and provide viable transportation alternatives, particularly in light of rising global concerns affecting fuel costs.

Andrei Tarassov expressed appreciation for the recent TUF open house and the information provided, while offering early feedback ahead of a future public comment meeting. He acknowledged the need for road maintenance funding but raised concerns about the proposed TUF, noting that it functions similarly to a tax but lacks the same tax-deductibility as property taxes. He highlighted concerns from residents about this distinction and questioned the potential impact on local businesses, suggesting that charging higher fees based on traffic generation could discourage growth and create inequities. He also noted the complexity of determining traffic impact by business and the administrative burden associated with implementing and managing a new monthly fee. As an alternative, he suggested that a sales tax or general tax increase, while less popular, may be more straightforward and cost-effective in the long term. Additionally, he mentioned the broader issue of declining gas tax revenues and proposed that a usage-based approach, such as a tax on tires, could be explored at the state level.

Susan McKeever, Shady Creek, addressed concerns regarding the proposed zoning at 815 Scott Avenue. She expressed appreciation to city staff and requested that the development be designed with greater sensitivity to neighborhood character. Specifically, she emphasized the importance of adequate setbacks, citing a recent project on Scott Avenue as an example where limited setbacks and excessive concrete reduced green space and negatively impacted the area. She also raised concerns about fire safety due to close building proximity, as well as privacy issues for neighboring properties. Additionally, she highlighted the loss of mature trees and resulting impacts on views and neighborhood aesthetics, urging that future development preserve green space and respect long-standing residents.

Laura Renshaw, Manager of the Millcreek Library, provided an update on library services and community impact. She noted that the library continues to experience strong usage, with approximately 17,000–18,000 monthly visitors and over 22,000 registered patrons identifying it as their home library. Since the beginning of the year, approximately 1,000 new library cards have been issued, reflecting continued growth in community engagement. Renshaw highlighted the library's participation in the Safe Place program, ensuring trained staff are available to assist youth in unsafe situations. She also described recent and ongoing public health initiatives, including a partnership with the Salt Lake County Health Department to distribute handgun safes, as well as continued availability of gun locks and naloxone kits. Additional services include loanable bike locks for patrons and educational resources such as "Story Time To-Go" kits for early literacy and memory care kits designed to support individuals with dementia and their caregivers. She concluded by expressing appreciation to the Mayor and City Council for their support and recognition, emphasizing the library's role in promoting literacy, safety, and community well-being.

2. Planning Matters

2.1 Discussion of a Development Agreement for the Town and Country Plaza (Southwest Corner of 1300 E and 3300 S) for Redevelopment as a Commercial Retail Center

John Brems acknowledged that discussion on this agenda item would not be binding.

Francis Lilly explained that Woodbury Corporation, owners of Town & Country Plaza, had approached the city several months prior with a concept to revitalize the existing retail center located at the southwest corner of 1300 East and 3300 South, near the old City Hall. He noted that the property falls within the City Center Overlay Zone, which currently requires a minimum building height of 40 feet for new development—originally intended to encourage larger mixed-use and multifamily projects. The proposal presented offers an alternative approach focused on enhancing and expanding retail within the existing center, which would require a development agreement to allow flexibility from current zoning standards. Lilly outlined that such agreements may be considered when a project provides tangible public benefits, such as additional right-of-way or infrastructure improvements. He explained that the developer is participating in the pre-application process, which includes joint meetings with the City Council and Planning Commission, as well as outreach to the community and local community councils.

McKinnon "Mac" Woodbury of Woodbury Corporation presented an overview of ongoing efforts and challenges related to revitalizing Town & Country Plaza. He explained that the site has long posed redevelopment difficulties due to its sloping topography, limited visibility for tenants, existing lease constraints, and the presence of a canal that would be costly to relocate. Despite these challenges, he emphasized a commitment to maintaining a strong commercial presence in the city center, rather than pursuing residential-only development, noting that mixed-use concepts previously explored have proven financially prohibitive. The current proposal includes multiple conceptual layouts focused on modernizing the shopping center with updated retail formats, while maintaining or reducing existing square footage. Woodbury highlighted the need for flexibility from current zoning requirements, particularly the 40-foot minimum building height—to allow for one-story retail buildings better suited to market demands. He also requested consideration for maintaining existing parking ratios and simplifying the replatting process to accommodate phased redevelopment. He noted that the project would likely evolve over a 15–20 year horizon, with periodic tenant turnover driving ongoing reinvestment. Additionally, he expressed interest in partnering with the city, including coordination on the redevelopment of adjacent city-owned property, to create a cohesive and active community-oriented retail environment. He presented multiple site plan scheme options to the council.

Council Member DeSirant asked about the lifespan of the buildings. Woodbury explained that buildings are tired after 30 years. The benefit to Class A retailers, the reason why it always looks relatively new, is every time there is a new tenant, which is five to seven years on average, that new tenant includes almost a full refresh of everything. So, the building is constantly evolving, whereas a Class C shopping center always looks poorly because the new tenants do not put anything in the building, so it is continuously falling apart. You can make buildings last a long time, 50 plus years, but it will also look like a 50 plus year old building.

Mayor Jackson appreciated the height reduction and maintenance of commercial space. She liked scheme one. She asked about a right turn lane from 3300 S onto 1300 E. Winder noted there would be one.

Council Member Catten did want to see drive thru stacking, as can be seen in Sugar House with Chik fil A. Woodbury said the uses would fit the site. Council Member Uipi liked schemes one and three. Mike Winder said Woodbury would pair complementary uses.

Lilly gave an overview of the CCOZ-DA process. Commissioner Larsen preferred scheme three. He noted the city center was supposed to be a walkable area and having too many drive thrus would keep people in their cars. He asked what the tangible public benefits would be for changing requirements in the zone. Winder said the green space on the corner, a widened 3300 S., and recouping $2 million spent on purchasing the corner property.

Mayor Jackson appreciated the single story being less imposing on the houses to the south of the property. Council Member Handy asked about parking and walkability. Woodbury further discussed considerations related to parking and tenant mix for the proposed redevelopment, noting uncertainty about how future city parking requirements and land use classifications may be applied. He explained that different restaurant uses can have complementary peak times, which may reduce overall parking demand despite higher standard requirements in city code. He emphasized the importance of maintaining flexibility to balance tenant types in a way that supports overall viability, cautioning that over-concentration of high traffic uses could negatively impact the shopping center and displace other tenants. Woodbury indicated that the project may include internal agreements to regulate allowable uses and ensure long-term compatibility among tenants. He reiterated that his primary request at this stage is limited to three key items: confirmation that one-story buildings can be permitted despite current height requirements, clarity on maintaining existing parking ratios, and flexibility in replatting the property. He noted that more detailed issues, including specific parking calculations and site design, can be addressed during the formal development agreement process, but emphasized that resolving the building height requirement is critical to moving forward with investment and tenant recruitment.

Commissioner Richardson liked the inclusion of trees and wondered what the agreement would need to look like to give Woodbury enough security to move forward. Winder said the city could offer a nonbinding letter of intent to show the developer and city are on the same page.

Woodbury reiterated the importance of confirming baseline assumptions related to parking as the project moves forward, noting that the existing shopping center currently operates at a ratio of just under three stalls per 1,000 square feet. He explained that while modest improvements could elevate the center from a lower-tier (Class C) to a mid-tier

(Class B) condition, a more comprehensive redevelopment—including rebuilding portions of the site and upgrading infrastructure—would be necessary to achieve a higher-quality (Class A) retail environment with stronger economic performance. He indicated that such a transformation would likely occur in phases, with some areas redeveloped while others are re-tenanted over time as market conditions evolve. Woodbury emphasized his intent to begin engaging prospective tenants and testing market interest, underscoring the need for flexibility and clarity in development standards to effectively pursue reinvestment and long-term revitalization of the site.

Commissioner Reid appreciated a lot of landscaping and asked about utilizing the canal water. Woodbury said there has been no water flow for a long time and noted water features in other developments were fake with chlorinated water.

Lilly noted that drive-thru uses are generally not permitted within the Marketplace Subdistrict of the City Center Overlay Zone, which applies to this site. However, he explained that through a development agreement, the city has the ability to modify or further refine these standards, including potentially allowing or further restricting drive-thrus and identifying appropriate locations, if any. He acknowledged that drive-thrus present both benefits and drawbacks, as outlined by the applicant, and that their suitability is a complex consideration from both a land use and property management perspective. Lilly added that additional clarity on this issue is expected following completion of a traffic study. The group discussed the pros and cons to drive thru spaces. Commissioner Burgess asked about the current businesses located there. Woodbury said all of the users would need to be relocated if the space was to become a Class A shopping center.

Brems reflected on the atypical nature of the proposed development agreement, noting that unlike a traditional agreement—where a specific, fully defined project is presented, this proposal involves multiple potential development scenarios without a single finalized plan. He acknowledged the applicant's desire for assurance that development standards will remain consistent while they explore options and pursue tenants. Brems suggested that a development agreement could still be an appropriate tool, but would need to be structured differently, potentially as a shorter-term agreement that provides interim certainty and flexibility. He indicated that such an approach could allow the applicant to move forward while ensuring that, if progress is not made within the agreed timeframe, the property would revert to existing regulations and require further review.

Brad Sanderson asked about building setbacks and building height. Woodbury noted that the primary setback concern relates to the southwest corner of the site, where the existing old City Hall building is located directly on a property line. He explained that retaining this building is part of several redevelopment scenarios because it is unlikely to be reconstructed in the same configuration in the future. He stated that, overall, the proposed plans would comply with applicable city setback requirements. Woodbury also indicated that the redevelopment would likely include enhanced landscaping beyond current code requirements, particularly along street frontages to improve site edges and pedestrian experience. He added that certain interior or rear areas of the site would include a mix of trees and utility or infrastructure elements, with the intent of balancing functionality and creating more natural or visually softened areas within the development. He asked for a minimum of 20 feet in height with a parapet and then elements that go above that. Building scale, massing, orientation, and aesthetics would also be considered going forward.

2.2 First Reading: ZM-26-004, Request to Rezone 0.40 Acres from the R-1-6 Zone to the R-4 Zone at 815 E Scott Avenue; Brad Sanderson, Planner

Brad Sanderson presented an overview of zoning application ZM-26-004 for the property at 815 East Scott Avenue, a 0.4-acre triangular parcel currently zoned R-1-6. He explained that the applicant is requesting a rezone to R-4, removal of an existing single-family residential zoning condition, and approval of a development agreement to facilitate redevelopment. The proposal would allow for up to four dwelling units configured as two duplex structures, with an associated requirement for initial individual unit ownership through a deed restriction for a minimum of five years, subject to limited exceptions such as military or medical circumstances. Sanderson noted that the site is designated as "Neighborhood 2" in the City's future land use map, which supports a mix of low- to moderate-density housing types and serves as a transitional zone between single-family neighborhoods and higher-intensity areas.

Sanderson described the property's physical constraints, including its irregular shape, proximity to Shady Brook Townhomes and Scott Avenue Park, canal adjacency, and significant setback requirements, including a 50-foot buffer from the creek, which limit buildable area under the current R-1-6 zoning. He explained that the proposed R-4 zoning would provide greater flexibility in building placement and design by eliminating internal lot frontage requirements and allowing structures to be arranged within the buildable area while still meeting perimeter setbacks. The conceptual site plan includes two duplex buildings and detached garages accessed via a single driveway from Scott Avenue, with parking located primarily to the interior of the site to reduce visual impact from the street. Sanderson further noted that the proposed design aims to create a more pedestrian-oriented streetscape with limited visibility of garage doors from the public right-of-way. He also reviewed applicable setback standards for primary and accessory structures and indicated that the development agreement would further refine design and layout details as the project advances.

Mayor Jackson asked about yards. Sanderson noted there was yard area between buildings and open green space. Sanderson reported that concerns raised during open houses, neighborhood meetings, and the Planning Commission hearing primarily related to traffic, tree canopy changes, and neighborhood compatibility. He summarized traffic data from 2022, and a subsequent short-term count conducted in early 2024, noting that both sets of measurements showed consistent average daily trips and 85th percentile speeds in the 29–30 mph range. He emphasized that these traffic counts represent short-duration "snapshot" conditions rather than comprehensive annual data, and that no formal traffic study was completed due to the small scale of the proposed four-unit development and the expectation of minimal impact on traffic volumes and speeds.

Sanderson addressed concerns regarding changes to the site's tree canopy, comparing imagery from the past year and noting that some trees were already in decline or unsuitable species. A certified arborist evaluation is underway to assess existing trees and guide compliance with code-required preservation and replacement standards, including replacement ratios based on tree size and condition. The proposal also includes required frontage tree planting along Scott Avenue, with additional landscaping to be installed elsewhere on the site, with the intent that the site will mature over time to better integrate with surrounding conditions.

Sanderson further summarized public and Planning Commission feedback, including recommendations from the Millcreek Community Council, which supported the rezone with conditions related to building envelope considerations along the west property line. Additional concerns included setbacks from the creek, potential impacts of parking and on-street parking demand, and tree preservation. In response, parking has been oriented primarily to the rear of the site to reduce street impacts. Design-related adjustments were also discussed, including limitations on stucco use, allowances for up to 25 percent stucco by the Planning Commission, and a reduction in required front porch size to align with multi-family zoning standards while maintaining pedestrian-oriented design and neighborhood character through materials such as brick, stone, and fiber cement siding. Finally, Sanderson reiterated how the proposal aligns with General Plan goals related to integrating natural features, enhancing walkability, ensuring compatibility with surrounding neighborhoods, and locating density near parks and trails, noting the site's proximity to Scott Avenue Park. He also described a proposed development agreement provision to secure a future pedestrian trail easement along the creek corridor, with flexibility in alignment pending survey data and coordination with adjacent property owners, including potential coordination with nearby developments to support long-term public access and connectivity.

Council Member DeSirant wondered about the future of the street in regard to parking and asked about the building elevations. Sanderson noted the designs were concepts. Mayor Jackson appreciated that the concepts did not have big garages in front. Council Member DeSirant asked about the landscaping. Sanderson said a landscape plan would come before the council with the development agreement.

Eric Bluth, applicant, stated that he and his family have owned the property for 26 years and acknowledged that it had fallen into significant disrepair over time, noting that he assumed responsibility for the property approximately one year ago following a code enforcement action. He explained that upon taking ownership responsibility, he began addressing outstanding issues by obtaining necessary permits, removing deteriorated structures, and improving landscaping on the site, which had not been maintained for more than 15 years. He reported working with city code enforcement throughout the process and expressed appreciation for the inspector's ongoing guidance in bringing the property into compliance.

Bluth indicated that future plans for the site include preserving open space associated with the required 50-foot setback, which will remain undeveloped, and enhancing this area as natural, native open space. He stated that they intend to hire a licensed landscape architect to design and implement native plantings and tree restoration within the portions of the property they control. He further noted that the proposed development is intended to be compatible with surrounding residential uses, including nearby duplexes and townhomes, and that design efforts are focused on maintaining a single-family residential character consistent with the broader neighborhood context.

Regarding proposed trail access and easement discussions, Bluth expressed concern about feasibility, noting that the adjacent property potentially needed for access is owned by an HOA rather than the applicant, and therefore is not under his control. He indicated uncertainty about how a proposed easement would function in that context and referenced recent communication with city staff seeking clarification on how best to proceed with respect to that issue.

Mayor Jackson asked about creating an HOA to maintain the property. Bluth said there would be one with the four property owners. Brems cautioned against a four-member HOA. Mayor Jackson would like to see a proposed maintenance resolution before the council approves a zone change.

3. Financial Matters

3.1 FY 2026-2027 Budget Discussion

Lisa Dudley provided an update on the progress of the upcoming fiscal year budget, beginning with the General Fund. She noted that recent budget amendments approved at the last City Council meeting have now been incorporated, resulting in a revised General Fund revenue structure that is largely flat compared to the current year. She explained that most revenue categories, including taxes, licenses, and permits, have been refined based on year-to-date actuals, with limited remaining variability in projections.

Dudley also addressed intergovernmental revenues, specifically local grant funding, noting that the higher current-year budget reflects timing differences associated with grant programs such as the TRCC grant. She explained that grant revenue is typically recognized on a reimbursement basis as expenditures occur, rather than when funds are initially awarded or received. As a result, staff must estimate year-end project activity to appropriately budget for the upcoming fiscal year, in coordination with department heads and finance staff.

Dudley noted that additional work remains in refining "charges for services" across departments; however, overall adjustments made through the amended budget have contributed to a more stable and level projection for the next fiscal year. Dudley stated that staff will continue monitoring revenues and expenditures throughout the year and bring forward additional budget amendments as needed when new information becomes available. The council discussed the details of the flower kiosk.

Dudley reported that there were no significant changes to fines and forfeitures, with a modest increase in budgeted revenue anticipated primarily from parking enforcement and miscellaneous sources. She noted that interest earnings for the current year have performed well, though the City is not projecting aggressive increases going forward due to uncertainty in market conditions; she also acknowledged Finance staff's ongoing monthly allocation of interest income to the appropriate funds.

Dudley further explained that contributions from private sources are projected to be lower than the current year due to one-time donations received for fire relief and other specific projects. The budget also includes a balancing entry, which will be finalized based on whether projected revenues exceed or fall short of anticipated expenditures, resulting in either a use of fund balance or a contribution to fund balance. She stated that expenditure assumptions remain largely consistent with prior presentations, with no substantive structural changes. Compensation assumptions include a cost-of-living adjustment aligned with recent CPI data (rounded to approximately 3 percent) and continued merit increases consistent with prior years. He added that previously requested new positions remain included in the proposed budget figures.

Dudley reported that the Justice Court budget reflects continued increases in cost since the city transitioned away from the county system approximately three years ago. She explained that initial budget estimates were relatively close to prior county contract costs, but subsequent adjustments and actual expenditures have trended higher, with expectations that costs will continue to increase in both the current and upcoming fiscal years. She noted that similar upward adjustments are occurring in other contracted service areas, including an increase in the Salt Lake County Parks contract. She also referenced a significant capital-related item in the budget, specifically the estimated $1 million Canyon Rim Park irrigation replacement project. Dudley clarified that while the project is currently budgeted within general fund considerations, it represents an operational replacement rather than a true capital improvement in accounting terms. She explained the complexities of asset capitalization and replacement accounting, noting that proper financial treatment requires accurate identification and removal of existing asset values before new assets can be recorded. She emphasized the need for a more detailed review of fixed asset records in coordination with Finance and Public Works staff to improve long-term capital planning and reporting accuracy.

Dudley outlined potential mitigating factors for the General Fund, including the Millcreek Police Department precinct fund balance held within the Unified Police Department (UPD) structure. She reported that approximately $800,000 in fund balance may be available, though a portion is currently reserved for compensated absences. She noted that discussions are underway with UPD and other member agency finance directors to clarify appropriate use of these funds, as they represent city resources held for non-current obligations. She also identified the continued strategy of shifting eligible capital-related expenditures from the General Fund into the Capital Improvement Program (CIP) as another key measure to support long-term budget stability. Dudley provided an overview of the preliminary budget outlook, noting that, prior to final administrative and mayoral review, projected revenues are approximately $117,000 below the current year amended budget and expenditures are approximately $169,000 higher. She emphasized that, despite these variances, the resulting preliminary budgetary use of fund balance is approximately $286,000, which is significantly lower than in recent years and reflects a favorable early position. She added that additional adjustments are anticipated as further refinements are made, including potential timing shifts and expenditure reallocations that may help offset future funding priorities.

Dudley then reviewed Community Reinvestment Agency funds, beginning with the Millcreek Center CRA, noting final tax increment figures have been received from the County. She explained the distinction between tax increment generated from Millcreek property taxes and intergovernmental contributions, which must be reported separately. She also indicated that staff is still reconciling interfund balances and ensuring all agreements and obligations are properly accounted for across funds. She reported positive performance in the Millcreek Center CRA, including sufficient increment to support bonding commitments, and noted that anticipated revenues are materializing as expected. She identified minor corrections needed in the West Millcreek CRA projections and confirmed that prior year figures were not fully carried forward accurately. Dudley explained that West Millcreek remains the primary long-standing CRA project area supporting earlier development efforts and continues to provide stability to other CRA areas. She also referenced one-time activity in related funds, including a housing allocation and repayment of a prior loan associated with the Howick project, both of which have been received and recorded.

Additional CRA updates included incremental changes in smaller project areas such as Woodland Avenue, Olympus Hills (with no current activity), and the Med Tech CRA, which recently began generating tax increment. She highlighted the St. Mark's Hospital North expansion agreement as a major project with a capped annual contribution of $100,000 toward a $1 million commitment, noting its anticipated long-term economic development benefits. Dudley also reviewed the aggregated CRA housing fund, explaining that dedicated housing set-asides from each CRA are consolidated into a separate fund for transparency and planning purposes. She reported an estimated combined balance of approximately $2.4 million when including current and projected contributions, which may be used in the short term for strategic acquisitions and affordable housing initiatives, including potential future projects such as Millcreek North and Villa Vista developments. She concluded by noting that further coordination is underway with staff to finalize capital improvement planning, including capital projects, fleet, facilities, and stormwater updates, as well as refinement of the five-year capital plan.

4. Business Matters

4.1 Discussion and Consideration of Ordinance 26-14, Adding Title 10 Chapter 32 to the Millcreek Code of Ordinances with Respect to Loitering

John Brems said Unified Police Department requested a similar ordinance to Salt Lake City's that deals with panhandling. Winder noted soliciting or panhandling money is a First Amendment right, however, this ordinance does not allow them to block the sidewalk.

Mayor Jackson read the proposed language – "It is unlawful for any person to remain standing, lying or sitting on any sidewalk for a longer period than two (2) minutes, in such manner as to obstruct the free passage of pedestrians thereon, or willfully to remain standing, lying or sitting thereon in said manner for more than one (1) minute after being requested to move by any police officer, or willfully to remain on any sidewalk in such manner as to obstruct the free passage of any person or vehicle into or out of any property abutting upon said sidewalk or any property having access to such sidewalk. Any violation of this chapter is a Class B misdemeanor."

The council asked about the penalty for a Class B misdemeanor. Brems said up to six months in jail and a fine of up to $1,000. Council Member Handy wondered if this would impact others, such as religious proselytizing or stands. Council Member Catten wondered if the issue has been with the same individuals or if it was a widespread problem.

Chief Petty-Brown emphasized that officers are trained to use discretion as their primary tool when determining appropriate action in varying situations. She explained that officers evaluate context on a case-by-case basis, taking into account circumstances such as pedestrians, families, and other community interactions, and are not required to take enforcement action in every instance. She noted that enforcement is not mandatory in all situations and that discretion allows officers to appropriately differentiate between minor or situational behaviors and conduct warranting intervention. The enforcement approach is particularly aimed at addressing repeat offenders, noting that individuals who frequently engage in the behavior in question are well aware of their rights and the applicable rules. She indicated that the intent of the approach is to provide officers with tools to more effectively manage ongoing or repeated issues while continuing to apply judgment based on the specific circumstances encountered.

Council Member DeSirant moved to approve Ordinance 26-14, Adding Title 10 Chapter 32 to the Millcreek Code of Ordinances with Respect to Loitering. Council Member Uipi seconded. The Recorder called for the vote. Council Member Catten voted no, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed.

4.2 Discussion and Consideration of Resolution 26-05, Approving a Utility Permit Agreement with Salt Lake City Corporation

Mayor Jackson explained that the agreement is required in connection with the construction of a new sidewalk and bike path along Wasatch Boulevard, portions of which cross property owned by Salt Lake City Public Utilities. She noted that in order to complete the improvements on this segment, the city is required to enter into a 10-year utility access agreement. The agreement provides two payment options: a one-time lump sum payment of $23,512 or an annual payment of $2,921.17. She indicated that, based on current discussions, staff's recommendation is to proceed with the annual payment option while continued coordination and negotiation with Salt Lake City Public Utilities occurs.

Mayor Jackson further explained that although alternative design options were considered, including rerouting the pathway to avoid the utility property, those options were determined to be less desirable due to safety and connectivity concerns. She emphasized that the project remains an important transportation and pedestrian safety improvement along Wasatch Boulevard, and the agreement is necessary to allow the project to move forward.

Council Member Uipi asked if Millcreek would charge Salt Lake City Public Utilities every time they cut into a Millcreek road. Mayor Jackson said there was some payment. Winder noted the Salt Lake City's Mayor's Office is reviewing this agreement to see if the city should charge, however, Millcreek is paying it now to keep the project moving forward.

Council Member Uipi moved to approve item 4.2, Resolution 26-05, Approving a Utility Permit Agreement with Salt Lake City Corporation. 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.

4.3 Discussion and Consideration of Resolution 26-06, Approving an Active Transportation Cooperative Agreement Between UDOT and Millcreek with Respect to a Shared Use Path on 3900 South Street from the Jordan River to West Temple Street

John Brems said the agreement had UDOT paying for the trail to be on city property.

Council Member DeSirant moved to approve Resolution 26-06, Approving an Active Transportation Cooperative Agreement Between UDOT and Millcreek with Respect to a Shared Use Path on 3900 South Street from the Jordan River to West Temple Street. 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.

4.4 Discussion and Consideration of Resolution 26-07, Adopting the Third Amendment to the Millcreek Employee Handbook – Fourth Edition

Lisa Dudley presented updates to the city's personnel handbooks, noting that the proposed revisions include minor administrative changes as well as updates required for compliance with recent legislation. She explained that several sections were revised to reflect the City Council's adopted vision statement, including updates to the welcome letter and removal or replacement of the prior mission statement language with the current organizational framework.

Dudley highlighted a key clarification related to overtime and holiday pay calculations, intended to ensure consistent and equitable application across varying employee schedules, including 8-hour and 10-hour shift structures. Under the revised policy, holiday pay will be standardized as a total annual equivalent of 104 hours (13 holidays at 8 hours each), with part-time employees receiving prorated amounts based on their scheduled full-time equivalency. She further noted that the update clarifies how holiday time is applied for employees on alternative schedules and ensures holidays are taken in full day increments rather than fragmented hours. She indicated these changes are intended to improve consistency and prevent administrative complications, particularly ahead of upcoming holidays. Additional revisions include an expansion of caregiver leave provisions to explicitly allow leave for recovery following voluntary organ donation. Dudley also presented an update to travel and purchasing card policy language, allowing limited flexibility for employees to use personal payment methods when it is to the benefit of the city, such as avoiding unnecessary costs like checked baggage fees, rather than requiring exclusive use of the city-issued purchasing card in all circumstances.

Mayor Jackson asked who would determine what was a benefit to the city. Winder said the city manager had discretion throughout the handbook. Mayor Jackson was not comfortable with the ambiguity in financial policy. The council discussed this issue and would rather leave that change out of the handbook update.

Council Member Handy did not like a sentence in the beginning of the handbook saying that, "If you are fair to Millcreek, Millcreek will be fair to you." The city should always be fair to the employees. Winder would change his introduction letter.

Council Member Uipi moved to approve item 4.4, Resolution 26-07, excluding the travel related expense portion of the policy. Council Member Handy 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.

4.5 Discussion and Consideration of Resolution 26-08, Adopting the Second Amendment to the Millcreek Non-Benefited Employee Handbook – First Edition

Council Member Uipi moved to approve item 4.5, Resolution 26-08, Adopting the Second Amendment to the Millcreek Non-Benefited Employee Handbook – First Edition. 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.

4.6 Discussion and Consideration of Ordinance 26-15, Approving the Disposition of Certain Public Property

Lisa Dudley presented the proposed surplus property disposition, noting that staff from her department completed a review of unused city assets for potential disposal through the public surplus auction process. She explained that staff worked with a state surplus representative to photograph items, confirm listing procedures, and ensure proper posting to the public surplus platform, which allows both the public and other governmental entities to bid on available items.

Dudley identified two primary items included in the request for Council approval that needed to be amended. The first is a display-style refrigeration unit previously used near Millcreek Coffee Roasters, which is now considered obsolete; she noted that the estimated value listed may be adjusted following further review by the surplus representative. The second item initially included in the packet—stackable charcoal-gray chairs—was removed after staff determined they are actively used by the Community Life Department for events and therefore should remain in service. Dudley stated that, with the exception of the removed chairs, staff is requesting approval to declare the remaining items as surplus property and proceed with listing them on the public auction website. She emphasized that the process provides a transparent and objective method for disposing of city-owned property that was originally purchased with public funds but is no longer needed for municipal operations, while also allowing potential reuse by the public or other agencies.

Council Member DeSirant moved to approve Ordinance 26-15, Approving the Disposition of Certain Public Property, with the exception that the federal industries display fridge could change in price with the amount to be determined by the CFO and striking the stackable charcoal chairs six groups of 10. 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.

5. Reports

5.1 Mayor's Report

Mayor Jackson reported on recent activities and community engagement, noting attendance at her first TRCC Board meeting and expressing optimism about potential grant opportunities for Millcreek as well as other jurisdictions within the county. She also highlighted ongoing community enrichment efforts, including attendance at the Millcreek Theatre production of "12 Angry Jurors," commending the performers—particularly a participant from the City's Promise Program—and recognizing the broader contributions of the Millcreek Theatre Company and participating families for their strong community involvement and production quality. She reported on the successful Doxie Derby event, which was very well attended with approximately 270 registered dogs, noting it was reportedly the largest event of its kind nationally. She remarked on the high level of public interest, including informal resale activity for event tickets, as an indication of the event's growing popularity. Mayor Jackson also provided an update on budget discussions with UPD and UFA, noting that UPD is currently projected to avoid a property tax increase, while UFA requests are still under review with minimal anticipated impact. She reported on participation in multiple community council meetings, noting that most councils are actively meeting, providing recommendations, and engaging with residents and city staff. She indicated that the Mount Olympus Community Council is still in transition regarding leadership, but overall community council participation and coordination with the city is functioning well and continuing to improve.

5.2 City Council Member Reports

Council Member DeSirant reported on recent public engagement and community meetings. He noted that a second TUF meeting was held and was well attended, with participation increasing significantly compared to the initial meeting, and that the city received substantial public input. He also referenced attendance at the Millcreek Nutrition five-year anniversary ribbon cutting, as well as the Connor Street residential open house, which he described as a positive and innovative housing project that supports the goal of helping residents remain in the community.

Council Member DeSirant further reported on the St. Mark's neighborhood meeting, noting that while initial resident sentiment toward the project was largely negative, the meeting produced constructive feedback and several potential mitigation strategies. Key concerns raised included traffic impacts associated with cut-through travel on nearby residential streets, with suggestions discussed such as reconfiguring access points, implementing directional signage, and limiting traffic flow patterns. Additional concerns included lighting and potential light pollution affecting adjacent homes, particularly from parking areas facing residential properties. Mitigation concepts discussed included enhanced buffering measures such as increased fencing height—potentially up to six feet through a development agreement—as well as strengthened landscaping requirements. He concluded that while concerns remain, the engagement process resulted in productive dialogue and refinement of potential solutions to better address neighborhood impacts.

Council Member Handy reported she and Council Member Uipi attended UFA Fire School. It was really impactful and brought an appreciation for first responders.

Council Member Uipi reported on two items of recent activity. First, in her role on the Central Wasatch Commission Board, she noted that the Commission met and began early budget discussions. She indicated that the City's annual contribution has historically been $75,000 and requested guidance from the Council regarding whether the City intends to maintain that funding level for the upcoming budget cycle, noting the importance of providing timely direction to the Commission as other member cities are also considering their financial participation amid broader budget constraints. Second, that she and the mayor met with the selected consultant for the Millcreek Arts Master Plan. She expressed enthusiasm for the project and thanked staff for their leadership in advancing the effort. She noted that the project is on a relatively short timeline and requested a brief update on the anticipated schedule and next steps for the consultant-led planning process.

5.3 Staff Reports

Winder reported the ribbon cutting for the Big Cottonwood Regional Park would be May 11.

Lilly provided an update on the City's Arts and Culture Master Plan, noting that a consultant has been retained using a TRCC grant awarded for this purpose. He indicated that a draft plan is anticipated by approximately July, and that staff intends to request an extension of the grant period to allow additional time for plan development. He explained that the consultant is working collaboratively with the city and the Arts Council to develop a comprehensive master plan aimed at strengthening Millcreek's arts identity. He further noted that the plan will include recommendations for governance structures and best practices, particularly in relation to how potential future City or appointed arts bodies may evaluate and allocate funding for arts-related projects, including the development of clear criteria and priorities. In addition, the plan will explore opportunities to integrate arts initiatives into broader city planning efforts, including City Center development and the Transportation Master Plan, while also focusing on building capacity among local artists and supporting the continued growth and effectiveness of the Arts Council.

Lilly informed the Council that a Notice of Intent has been received for a proposed residential treatment program located at 860 East 4500 South, in accordance with City code requirements for such facilities. He explained that the Notice of Intent process is designed to provide early awareness of potential applications, particularly for residential treatment or reasonable accommodation requests, in order to allow staff to proactively prepare for review and avoid incomplete or late-stage submissions.

Lilly described the proposal as a conversion of an existing two-story medical office building to accommodate up to 64 residents, along with outpatient services and administrative offices associated with The Haven. He clarified that the proposed use would not involve a clinical detox facility, but rather a residential treatment environment with supportive services. Lilly noted that the property is located on a major corridor, is served by high-frequency transit, has access to nearby commercial amenities, and includes substantial existing parking. The site is also within a mixed-use zoning context, with both commercial and multi-family designations.

Lilly further explained that staff is currently evaluating whether the proposal would be processed as a conditional use permit or as a reasonable accommodation request and emphasized that each such application must be evaluated individually based on its specific circumstances. Lilly stated that while no determinations have been made regarding approval, the site context differs significantly from locations within single-family residential neighborhoods, which is relevant to the review process. He indicated that staff would meet with the applicant and legal counsel in the coming weeks and will provide the Council with an update on next steps following that meeting.

6. Consent Agenda

6.1 Approval of March 9, 2026 Work Meeting and Regular Meeting Minutes

6.2 Approval of March 23, 2026 Work Meeting and Regular Meeting Minutes

Council Member Uipi noted she arrived via electronic meeting on time during the March 9th meeting. The mayor noted a date reference in the same minutes should be June 2 rather than June 7.

Council Member Uipi moved to approve item 6.1 with the amended changes of attendance time for her and the correct date in June. 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.

Council Member Uipi moved to approve item 6.2. 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.

7. New Items for Subsequent Consideration

There was none.

8. Calendar of Upcoming Meetings

- Planning Commission Mtg., 4/15/26, 5:00 p.m.
- City Council Mtg. 4/27/26 7:00 p.m.

ADJOURNED: Council Member DeSirant moved to adjourn the meeting at 10:24 p.m. 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.

APPROVED: Cheri Jackson **Date** 4/27/26

Cheri Jackson, Mayor

Attest: **Elyse Sullivan, City Recorder**