Minutes of the
Millcreek City Council
July 27, 2026
5:00 p.m.
Work Meeting
7:00 p.m.
Regular Meeting

The City Council of Millcreek, Utah, met in a public work meeting and regular meeting on July 27, 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
Rita Lund, Communications Director
Carlos Estudillo, Planner
Brad Sanderson, Current Planning Manager
Sean Murray, Planner

Attendees: Chief Jon Wilde, Chief Zach Robinson, Chief Dominic Burchett, Chief Petty-Brown, Chief Jason Mazuran, Assistant Chief Justin Hoyle, Detective Caleb Head, Rick Hansen, Darcy Goddard, Ryan Reynolds, Geoff Grayson, Rick Nemeroff, Jeff Mahin, Lee Dial, Todd Larsen

WORK MEETING – 5:00 p.m.
TIME COMMENCED: 5:00 p.m.

Mayor Jackson called the work meeting to order.

1. **Social Media and the First Amendment Training; Darcy Goddard**
   Darcy Goddard provided an overview of First Amendment considerations related to social media use by public officials. She explained that social media has increasingly become a public forum for exchanging ideas and emphasized the distinction between private accounts and accounts used for official, campaign, or public-engagement purposes. When a personal account is used in connection with public duties, it may become subject to First Amendment restrictions, limiting an official's ability to remove, hide, or otherwise restrict comments based on disagreement with the speaker's viewpoint. Goddard discussed circumstances in which certain content, such as commercial speech, obscenity, or defamatory statements, may be subject to moderation, while cautioning officials to avoid viewpoint discrimination and to carefully evaluate comments before taking action. She also provided examples illustrating the

importance of applying neutral and consistent policies to both online forums and government-controlled public spaces, particularly when political speech is involved. Goddard concluded by inviting questions regarding specific First Amendment or social media situations.

Council Member Uipi asked about sharing a post from her council social media page to her personal one. Goddard further discussed the distinction between personal social media accounts and accounts that may be considered public forums under the First Amendment. She referenced 2024 U.S. Supreme Court cases addressing public officials' use of personal social media accounts, noting that occasional posts about government-related activities may not necessarily convert an otherwise private account into a public forum when the account remains primarily personal in nature. However, accounts used more regularly to communicate official information, promote public events, or solicit public comments may be treated differently and could become subject to First Amendment protections. Goddard advised public officials to be mindful of the potential legal implications when blending personal and professional content and recommended exercising caution when moderating comments on work-related posts. Specifically, she suggested avoiding the deletion or hiding of comments on such posts, even when comments are off-topic or objectionable, to reduce the risk of improperly restricting protected speech.

Council Member Catten asked for a distinction between sharing things between public pages and her personal page which was restricted to friends only. Goddard said a private page would weigh in her favor since it was not open to the public unless she posted things about work.

Council Member Uipi asked about deleting acquaintances or friends from her personal page. Goddard discussed best practices for maintaining appropriate boundaries between personal and public social media accounts. She advised public officials to carefully manage personal account connections and, when appropriate, transition individuals who followed an account during a campaign or for public-related information to a separate official account. She recommended providing notice of the transition and directing followers to the appropriate public page while maintaining viewpoint neutrality. Goddard emphasized that public officials must preserve reasonable avenues for constituents to communicate and engage on matters of public concern, regardless of differing viewpoints. She also addressed situations involving persistent, abusive, or harassing communications, noting the importance of distinguishing between the content of an individual's speech and the manner in which it is communicated. Because balancing First Amendment protections with an official's right to be free from harassment can present complex legal issues, she encouraged officials to consult legal counsel before restricting communications or taking other action in response to potentially harassing conduct.

Council Member Handy asked about social media pages for election candidates. Goddard discussed records-retention obligations under Utah's Government Records Access and Management Act (GRAMA), particularly as they relate to elected officials' communications and social media activity. She explained that while candidates are not government entities subject to GRAMA solely by virtue of campaigning, records created, received, or maintained once an individual becomes a public official may be subject to applicable records requirements. Goddard encouraged officials to carefully consider how electronic communications and social media records are maintained and to consult with city staff regarding appropriate retention practices. She recommended hiding, rather than deleting, social media comments when moderation is appropriate so that records remain recoverable and actions can be documented. Goddard also emphasized establishing clear, objective, and consistently applied terms of use for official social media accounts. She cautioned against overly subjective standards and discussed categories of speech that may receive less protection, including certain commercial, copyright-infringing, and defamatory content. In addressing defamation, she noted the importance of distinguishing provably false factual statements from opinions or truthful statements, emphasizing that criticism or negative opinions are not necessarily defamatory. She encouraged officials to apply moderation policies consistently and exercise caution before removing content from public-facing accounts.

Council Member DeSirant asked about campaign emails with regard to GRAMA. Goddard discussed GRAMA considerations involving campaign, personal, and government email accounts, as well as text messages on personal devices. She advised that when constituents send government-related communications to a campaign or personal account, officials should consider forwarding those communications to their official government account and retaining them in accordance with the City's applicable records-retention requirements. Goddard emphasized that whether a communication constitutes a government record generally depends on its connection to official government business rather than the account or device on which it is stored. Accordingly, government-related emails or text messages maintained on personal accounts or devices may be responsive to a GRAMA request. She explained that officials may be asked to search their personal accounts or devices for responsive records and provide relevant communications to the city for review and response. Goddard encouraged officials to cooperate with such requests and maintain government-related communications appropriately, noting that these practices support both GRAMA compliance and governmental transparency.

2. **Election Law Update; John Brems, City Attorney**
City Attorney John Brems presented recent 2025–2026 legislative changes affecting municipal elections and campaign practices. He first reviewed campaign finance requirements, emphasizing that candidates must maintain a separate campaign bank account for all contributions and expenditures and avoid co-mingling with personal funds. He explained new state law requiring candidates to file an additional campaign finance statement with the city recorder seven days before the Tuesday following the first Monday in August in a municipal election year if there is a primary, clarifying that eliminated primary candidates must file a report 30 days after the primary, while those advancing follow the standard schedule of 28 days before, 7 days before, and 30 days after the general election. He also noted that effective May 5, 2026, candidates must file an annual year-end summary report by January 10 at 5:00 p.m. for any year in which they receive contributions, make expenditures, or retain a campaign balance, and that this obligation continues until they file an account of dissolution and reduce their campaign account balance to zero. Brems stressed that campaign funds cannot be used for personal purposes, outlining prohibited expenses such as rent, mortgage, utilities, car payments, general household food, and most clothing, while noting that items clearly connected to campaigning (e.g., clothing printed with "vote for me") may be permissible, and referencing detailed statutory guidance on what counts as "personal use." He further explained new disclosure rules for online political advertising, stating that candidates who use platforms such as Facebook, Instagram, X, TikTok, websites, or other online ads must include a clear "paid for by" disclaimer identifying the campaign or political committee.

Finally, Brems reviewed recent changes regarding political signs, explaining that cities may not prohibit political signs on park strips when the strip is adjacent to private property and the adjacent owner or responsible party consents, but that signs remain prohibited on utility poles, light poles, electrical boxes, traffic control devices, and railroad signals. He and staff observed that these sign rules create legal and practical tensions because enforcing them can require reading a sign to determine if it is "political," raising First Amendment and content-neutrality concerns. Planning Director Francis Lilly added that staff are working on time, place, and manner regulations and sign code updates to comply with the new statute while preserving safety and clear view standards, and plan to bring proposed policy changes to the council in a future meeting.

3. Planning Matters First Readings:

***a. ZM-26-003*, Rezone Request from Manufacturing (M) Zone to Mixed Development (MD) Zone at 4244 S State Street; Sean Murray, Planner**

Sean Murray presented ZM-26-003, a request to rezone an L-shaped property located along State Street near Millcreek's southern boundary with Murray City from Manufacturing to the MD zone to accommodate a mixed-use affordable housing development. The proposed project includes 115 residential units, two ground-floor commercial spaces fronting State Street, three levels of structured parking, and five stories of residential development above, with a proposed maximum height of 85 feet. Murray reported that the project would provide 159 parking spaces, exceeding the 134 spaces currently required under the applicable affordable housing parking standards, and that the fire department has requested red curb striping along State Street to maintain access for emergency apparatus. The applicant is working with the Utah Housing Corporation and anticipates providing units within the 60–80 percent Area Median Income range, potentially utilizing Low-Income Housing Tax Credits.

Murray stated that a traffic study identified limited recommendations, including consideration of turn-lane improvements involving UDOT and a designated left-turn lane exiting the development. He explained that the proposed rezoning is consistent with the General Plan, the Meadowbrook area's future land-use designation, and the Murray North Station Area Plan, which encourages higher-density, mixed-use development and increased residential density near transit. A development agreement is being finalized to establish the project's design, affordability, and development requirements, after which the project would be subject to the city's site plan review process. Murray noted that public outreach generated minimal participation and no substantive public comments, while the Planning Commission expressed support for the proposal following discussion of affordability, amenities, and access. Based on the project's consistency with applicable plans and preliminary development standards, staff recommended approval of the rezoning subject to the accompanying development agreement and the findings and conclusions contained in the staff report.

Council Member DeSirant asked why the plaza was proposed for the third story rather than higher on the building and adding more residential units. Tyler Brady, applicant, explained that it is proposed on the third level because it is situated directly above the three-level, above-grade parking structure. He noted that the location was primarily driven by the building's layout and provided a practical transition from the parking levels to the residential portion of the development, with no specific need identified to locate the amenity deck on a higher floor.

Council Member Catten asked if Barbary Coast Saloon had any questions or comments about the project. Murray said no, though the Planning Commission expressed concern about the noise from the neighboring bar. Council Member Catten asked about the commercial aspect for the mixed use space. Brady said it would likely be a coffee shop or retail.

b. *ZM-26-009*, Rezone Request from R-2-8 Zone and Residential Mixed (RM) Zone to Commercial (C) Zone at 1059 E 3950 S and 1100 E 3946 S; Sean Murray, Planner
Sean Murray presented ZM-26-009, a request to rezone two properties located near 1100 East and 3900 South, immediately west of the St. Mark's Hospital campus, to the Commercial zone to accommodate a surface parking lot primarily for St. Mark's employees. Murray explained that the proposed configuration would eliminate a previously contemplated office building and direct vehicular access to 1100 East rather than 3950 South, thereby reducing potential traffic impacts on the adjacent residential neighborhood. In response to neighborhood concerns, St. Mark's has proposed additional mitigation measures, including a concrete masonry wall along the north side of the property, enhanced landscaping and trees, a berm, and additional vegetation intended to reduce noise and shield neighboring properties from vehicle headlights.

Murray noted that although the proposed use is not consistent with the property's Neighborhood 1 future land-use designation, it supports other General Plan objectives related to retaining major employers and allowing established businesses to grow in place. He reported that a well-attended neighborhood meeting generated concerns regarding traffic, noise, parking, security, and pedestrian safety, many of which have been addressed through revisions to the proposal. A development agreement would establish site design and improvements, and staff recommended an additional zoning condition limiting the property to surface parking to prevent other commercial uses from being developed without a future rezoning. The Planning Commission unanimously recommended approval of the rezoning and development agreement, subject to the surface-parking limitation, the addition of pedestrian access at the southeast corner, and consideration by St. Mark's and the City Council of opportunities to offset the loss of housing previously located on the site, potentially through a contribution supporting affordable housing.

Mayor Jackson asked what a contribution would look like. Francis Lilly advised that requiring such a contribution through the development agreement could raise concerns regarding an improper quid pro quo and therefore may not be appropriate as a formal condition of approval. He noted, however, that the city could voluntarily discuss potential contributions with the applicant. Lilly further explained that the city could consider adopting a future policy establishing requirements for the replacement of affordable housing prior to demolition, similar to policies implemented by other municipalities. He acknowledged that developing such a policy would require careful consideration, particularly in establishing a clear and workable definition of affordable housing.

Mike Winder added that, from an economic development perspective, while the specific property proposed for parking was previously residential, the surrounding St. Mark's campus is located within the MedTech Community Reinvestment Area (CRA). He explained that the additional parking would support St. Mark's continued efforts to increase the density and intensity of its medical campus. Because St. Mark's is a for-profit organization that pays property taxes, continued growth within the MedTech CRA is projected to generate approximately $1.2 million for the city's affordable housing fund over the life of the CRA. Winder noted that these funds may be used throughout the City to advance affordable housing goals, providing an indirect contribution toward affordable housing as the medical campus continues to develop.

Murray summarized the next steps for ZM-26-009, explaining that the application is currently in the rezoning and development agreement phase. If approved, the proposed use would require a conditional use permit, which would return to the Planning Commission for administrative review and approval but would not require further City Council action. Murray stated that, based on input received from residents, staff, the applicant, and the Planning Commission, staff recommended approval of the rezoning subject to the accompanying development agreement, the proposed zoning condition limiting the property to surface parking, and the findings and conclusions outlined in the staff report.

Council Member Catten asked about the crosswalk. Murray said it would meet engineering standards as recommended in the traffic study, but he did not know what kind it would be.

The council discussed concerns raised by nearby residents regarding the potential long-term expansion of St. Mark's and the conversion of additional residential properties to surface parking. Council members acknowledged St. Mark's importance as a community partner and major employer and expressed support for its continued growth, while emphasizing the need to balance that growth with protection of established residential neighborhoods and preservation of housing. It was noted that residents had expressed concern that approval of the current proposal could establish a pattern of acquiring and demolishing homes for additional parking, and the council discussed whether future policies should establish limits or require alternative parking solutions as the medical campus expands. The council also recognized that St. Mark's had made meaningful revisions to the proposal in response to neighborhood concerns, despite the Millcreek Community Council having unanimously recommended denial. Additional discussion focused on landscaping and screening requirements intended to mitigate impacts on neighboring properties, particularly vehicle headlights. Council members recommended ensuring that proposed hedges provide effective year-round screening and suggested greater specificity regarding appropriate tree species, size, and characteristics rather than relying solely on general requirements for drought- and heat-resistant vegetation. The council expressed interest in obtaining additional input from nearby residents regarding landscaping and screening measures that would most effectively address neighborhood impacts.

4. Unified Fire Authority Quarterly Report; Chief Jon Wilde
Report in the regular meeting.

5. Staff Reports
There were none.

6. Discussion of Agenda Items, Correspondence, and/or Future Agenda Items
There was none.

Council Member Uipi moved to adjourn the work meeting at 6:29 p.m. Council Member DeSirant seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.

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 Proclamation in Appreciation of the Unified Fire Authority and Unified Police Department

Mayor Jackson proclaimed the following:

WHEREAS, the safety and well-being of Millcreek residents depend upon the professionalism, courage, and daily dedication of the Unified Fire Authority and the Unified Police Department; and

WHEREAS, the Unified Fire Authority's ongoing wildfire-mitigation efforts, including its support of the city's Chipper Days program, have helped residents create defensible space and reduce hazardous fuels around their homes and neighborhoods; and

WHEREAS, when a wildfire ignited near Tanner Park Trailhead and Parley's Historic Nature Park, the Unified Fire Authority and the Unified Police Department responded swiftly and in close coordination to contain the fire, support the evacuation of threatened residents, and manage road and freeway closures, preventing loss of life and protecting homes and property; and

WHEREAS, over the course of a single demanding night, the Unified Fire Authority and its partners battled a series of residential structure fires in Millcreek in extreme summer heat, working through the evening and overnight hours to bring each fire under control while ensuring that every occupant was safely evacuated; and

WHEREAS, the Mayor and City Council wish to recognize the dedication, professionalism, and teamwork of the personnel and leadership of both agencies, and to express the gratitude of Millcreek and its residents for their continuing partnership in protecting lives and property.

NOW, THEREFORE, I, Cheri Jackson, Mayor of Millcreek, do hereby proclaim the sincere appreciation and gratitude of Millcreek to the Unified Fire Authority and the Unified Police Department for their dedicated service and their outstanding response to recent emergencies, and I encourage all residents to join in recognizing these guardians of public safety.

ADOPTED on this 27th day of July 2026 in Millcreek, Utah.

1.3 Unified Police Department (UPD) Millcreek Precinct Officer of the Month for June 2026

Chief Petty-Brown recognized Detective Caleb Head as the Officer of the Month for June 2026 for his outstanding performance following his recent assignment to the Crisis Response Unit. During June, Detective Head handled 38 calls for service, including 27 transient-related calls, and utilized established community partnerships to assist an unhoused individual in returning to Louisiana, where he had family and an established support network. He also made three warrant arrests and five arrests related to ongoing nuisance and drug activity, issued four citations, and assisted with the cleanup of several transient camps, including coordinating additional cleanup efforts with the Utah Highway Patrol along I-215. Chief Petty-Brown also highlighted a June 18 welfare check that resulted in an arrest and the seizure of approximately 26 grams of methamphetamine, nine grams of heroin, two grams of cocaine, and evidence associated with crack cocaine manufacturing. Detective Head subsequently obtained a search warrant for the suspect's cell phone and continued investigating the case, including pursuing a warrant for the suspect's residence. Chief Petty-Brown commended Detective Head for his proactive approach, exceptional work ethic, and thorough follow-through during his first month in the unit.

Council Member Catten moved to reorder the agenda and bring item four [work meeting], which is the Unified Authority quarterly report with Chief Jon Wilde, to right before public comment. 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.

Work Mtg Item 4. Unified Fire Authority Quarterly Report; Chief Jon Wilde

Chief Wilde presented Unified Fire Authority's second-quarter report for Millcreek, covering April through June, and noted that overall incident activity remained relatively consistent, averaging approximately 500 incidents per month. He reported that fire activity shifted from trash and vehicle fires to outdoor and grass fires as dry conditions increased. Chief Wilde highlighted the recent Tanner Park fire, which required a significant multi-agency response from Unified Fire Authority, Salt Lake City Fire Department, South Salt Lake Fire Department, and specialized wildland resources. The fire's official cause remains undetermined, although investigators believe it was likely human-caused based on the area of origin. Despite the fire's rapid spread and threat to nearby homes, crews successfully protected surrounding structures, and no medical transport was required.

Chief Wilde also discussed a three-alarm structure fire on Gregson Avenue that occurred shortly thereafter and was caused by a backyard barbecue fire that spread to a fence, mature trees, and ultimately a duplex. Record-breaking heat required additional personnel and shortened firefighter work cycles, with several firefighters treated on scene for heat exhaustion but none transported to the hospital. Response efforts were further complicated by road construction affecting access and an inoperable fire hydrant. Chief Wilde clarified that the hydrant issue was unrelated to the construction and reported that the Salt Lake City Water Department subsequently responded and restored the hydrant to service.

The council asked about the maintenance of fire hydrants. Chief Wilde noted they are maintained by the water districts. The fire department does not do scheduled testing of hydrants. Water districts should report dead hydrants so they can be marked as unusable, so time is not wasted when fighting fires trying to find a working hydrant. He noted that the water districts do not always know when hydrants are not working until they are tested by UFA. Council Member Handy asked about evacuations with the Tanner fire. Chief Wilde said Tanner Park was evacuated but not neighboring houses.

Chief Wilde then highlighted a recent backcountry rescue in Millcreek Canyon involving a hiker who sustained a serious leg injury on the Church Fork Trail. He emphasized the extensive coordination required among Unified Fire Authority, the Salt Lake County Sheriff's Office, Salt Lake County Search and Rescue, and the U.S. Forest Service to safely reach and evacuate the injured hiker. Chief Wilde also recognized several fellow hikers who assisted by remaining with the injured individual, caring for her dog, and providing responders with information regarding her location. He reminded residents that, despite the proximity of Wasatch Front trails to urban areas, backcountry emergencies can require significant response time and encouraged trail users to remain prepared and carry appropriate supplies. Chief Wilde also highlighted Squad One Delta, UFA's 10-person, wildland fire-qualified initial attack hand crew, which provides 24/7 wildfire suppression support during the summer months in addition to fuel mitigation, public education, home evaluations, and Chipper Days. He noted that following the Tanner Park fire, Squad One Delta remained on scene to monitor and complete suppression activities, allowing primary fire and medical units to return to service and remain available for other emergency calls. Chief Wilde emphasized the crew's value to Millcreek and UFA's other member communities as an important component of regional wildfire preparedness and response. Mayor Jackson added that a lot of residents were appreciative of Chipper Days.

1.4 Public Comment

UPD Chief Jason Mazuran thanked the mayor and council for the proclamation and provided an update on Unified Police Department leadership and organizational growth. He reported that UPD remains stable and is continuing to move in a positive direction. He explained that the department's growth and future needs prompted the creation of an Assistant Chief position, a leadership role commonly found in police departments but not previously established within UPD since its separation with the county. Chief Mazuran introduced Justin Hoyle as the department's new Assistant Chief, noting his confidence in Hoyle's ability to help advance the organization and emphasizing that he will serve as an additional resource for Millcreek. He reiterated UPD's appreciation for its relationship with the city and its commitment to providing responsive service and leadership continuity. Chief Mazuran also recognized Lt. Luis Lovato's promotion to Chief of Investigations and Special Operations, commending his work and noting that, although Lovato is no longer assigned directly to Millcreek, he will continue to support and serve the city in his new role.

UPD Assistant Chief Justin Hoyle thanked Chief Mazuran, the mayor, and the council and expressed his appreciation for the opportunity to serve in his new leadership role. Chief Hoyle reflected on his seven years of service as Chief in Holladay and expressed gratitude for the strong working relationship established between Holladay, Millcreek, and UPD leadership during that time. He stated that he looks forward to expanding those relationships in his new position and working with personnel throughout the department. Chief Hoyle reaffirmed his commitment to serving Millcreek and encouraged the mayor and council to contact him whenever assistance is needed, emphasizing that UPD remains committed to being responsive and accessible to the city. He said Lt. Tyler Ackerman was promoted to Chief in Holladay.

2. Planning Matters

2.1 Discussion and Consideration of Ordinance 26-51, Amending the Olympus Hills West Village Center Special District (OHW-VCSD) Zone, as it Pertains Specifically to Property Located at 3962 South Wasatch Boulevard, by Adding a Development Agreement to the Zone

Brad Sanderson provided an overview of the proposed mixed-use development at 3962 South Wasatch Boulevard, which was initially established as part of a unique zoning district created in 2024 to accommodate the Porsche dealership and future mixed-use development on the remaining northern portion of the property. He noted that extensive public outreach has occurred over the past two years through site tours, open houses, community council meetings, and other engagement efforts. The development has been contemplated to include residential, office, retail, and publicly accessible open space, with building heights designed to address concerns raised by nearby residents. Sanderson reported that the Planning Commission considered the application at meetings in May and June and identified several outstanding matters for further discussion, including potential impacts from lighting and signage on nearby residences and the proposed retail component, which has been reduced from approximately 7,000–8,000 square feet to approximately 4,000 square feet. He noted that the intended restaurant use may need flexibility to accommodate another appropriate use if market conditions do not support a restaurant. Sanderson also explained that staff recently proposed adding a reversionary provision to the development agreement so that, if the project is not developed within the agreement's 10-year term, the property would revert to its former R-1-10 single-family residential zoning designation. He concluded by indicating that these matters remain under consideration and would be further addressed with the applicant.

Lee Dial of Cowboy Partners, the applicant, noted that the project has been approximately two years in development and is anticipated to include Cowboy Partners' future offices. He emphasized the extensive public engagement undertaken through more than a dozen meetings, open houses, forums, and a community bus tour, explaining that resident and stakeholder feedback significantly influenced the project's redesign. The current concept emphasizes open sight lines and reduced building massing and includes approximately 67 one- and two-bedroom residential units, office and leasing space, approximately 4,000 square feet of restaurant or retail space, two levels of below-grade parking, approximately 220 parking stalls, and rooftop residential amenities. Dial described the development as an upscale residential community intended to benefit from convenient access to regional transportation, nearby canyons, and Park City. He noted that no Millcreek residents appeared in opposition during the Planning Commission proceedings, which he attributed in part to the extensive outreach conducted beforehand. Dial also addressed concerns regarding illuminated signage, particularly its potential visibility from residences west of I-215. He presented architectural sight-line analysis and drone imagery indicating that the sound barrier, elevation differences, and building configuration would substantially limit visibility of signage from neighboring homes. Based on that analysis, Cowboy Partners requested flexibility to allow illuminated signage on the development, including signage necessary to provide visibility for prospective restaurant or commercial tenants, and offered to have a signage specialist address additional technical questions regarding illumination and potential neighborhood impacts.

Geoff Grayson, Account Executive with Signarama, provided information regarding the proposed illuminated signage and described his approximately 12 years of experience working with illuminated and non-illuminated signs in multiple jurisdictions. Grayson explained that perforated vinyl can be applied to illuminated channel-letter signage to substantially reduce light output while maintaining adequate nighttime visibility, resulting in a softer and less intrusive appearance. He also discussed alternative illumination methods, including halo-lit signage, which directs light toward the building surface rather than outward. Grayson noted that factors such as font thickness, sign size, surface materials, vinyl treatments, and lighting temperature can affect the overall brightness of a sign. He referenced comparable signage installations, including Momentum Indoor Climbing and the Jon M. Huntsman Center, as examples of techniques used to provide effective identification while minimizing excessive illumination. He indicated that the proposed signage could incorporate similar measures to achieve appropriate visibility while reducing potential lighting impacts on surrounding properties. He brought an illuminated sign letter to the meeting to show as an example.

Dial reiterated the importance of attracting a high-quality restaurant to the proposed development, noting that restaurant visibility and appropriate signage would be important considerations for prospective operators and would provide an amenity for both residents and the broader community. He also reported that a professional sound study concluded that noise would not be reflected from the proposed building toward nearby residences in a manner that would create additional impacts. Regarding the approximately 4,000 square feet of planned restaurant space, Dial expressed a strong commitment to securing a restaurant tenant while requesting flexibility to pursue alternative retail uses if a restaurant cannot be secured within a reasonable timeframe. He indicated that he could support an 18-month period following issuance of a building permit before pursuing other retail options. To demonstrate the commitment to restaurant use, the project would include infrastructure such as a grease trap and ventilation shafts necessary for commercial food service. Dial reported that Cowboy Partners is already engaged in discussions with prospective restaurant operators, including representatives associated with Chomp Donuts, regarding a potential concept combining a morning-focused donut and coffee shop with a sit-down Italian restaurant operating later in the day. He noted that such complementary uses could activate the commercial space throughout the day and stated that discussions are ongoing, but no agreements have been finalized pending project approval and further development planning.

Rick Nemeroff, Chomp Donuts & Coffee, provided an overview of the locally founded company and its potential involvement in the Cowboy Partners development. Nemeroff explained that Chomp opened its first location in Park City in November 2025 and emphasized the company's focus on product quality, community engagement, and support for first responders, educators, and local nonprofit organizations. He discussed Chomp's expansion plans, including a forthcoming Salt Lake City location that will combine Chomp Donuts and Coffee with Stella Lita, an Italian pizza concept, as well as a planned location within the Delta Center. Nemeroff stated that this combined restaurant model aligns well with Cowboy Partners' goal of activating the proposed commercial space throughout the day, with the donut and coffee operation serving morning and daytime customers and the restaurant concept serving later-day and evening customers. He indicated that Chomp is in active discussions with Cowboy Partners regarding occupancy of the approximately 4,000-square-foot restaurant space but that no agreement has been finalized. Nemeroff also emphasized the importance of illuminated signage to restaurant operations, noting that visible signage helps customers identify the business and determine when it is open. He expressed enthusiasm for the proposed location and the opportunity to bring Chomp's community-oriented restaurant concept to Millcreek. He gave the council a sampling of Chomp donuts. Council Member Uipi asked Nemeroff about the importance of west side signage. Nemeroff said it was important for any business to have visibility on all sides.

Jeff Mahin, representing Chomp Donuts and Coffee, provided background on his culinary experience and discussed his approach to hospitality and community-focused dining. As a Millcreek resident, he expressed enthusiasm for the opportunity to establish a restaurant within the proposed development and emphasized the importance of creating an accessible, welcoming environment centered on high-quality food and personal service. He explained that Chomp's philosophy extends beyond its products to building relationships with customers and becoming an active part of the surrounding community. Mahin also described the proposed pizzeria concept as an approachable, yet refined neighborhood restaurant designed to accommodate families, date nights, and casual gatherings while offering high-quality food, attentive service, and delivery options. He stated that the combination of the donut and coffee shop with the pizzeria would provide complementary uses throughout the day and create a welcoming gathering place for Millcreek residents.

Dial reiterated the developer's commitment to securing a high-quality restaurant tenant for the approximately 4,000-square-foot commercial space and expressed enthusiasm regarding ongoing discussions with Chomp Donuts and Coffee. Recognizing that those discussions remain preliminary, Dial requested flexibility to pursue other retail users if a restaurant has not been secured within 18 months following issuance of a building permit, while continuing efforts to attract a restaurant. He suggested establishing a list of prohibited uses rather than limiting the space to a predetermined list of permitted retailers, allowing flexibility to consider future businesses that could provide a desirable amenity for residents and the community. Dial also addressed the proposed zoning reversion provision, expressing concern about reverting the property to single-family residential zoning if the project is not developed within 10 years and requesting that the existing zoning remain in place to preserve the opportunity for a future high-quality mixed-use development. Regarding signage, Dial emphasized that illuminated signage is important to the viability and visibility of prospective restaurant tenants. He acknowledged concerns from residents west of I-215 and stated that the development team is seeking a balanced approach using subdued LED illumination and other design techniques to provide effective business identification while minimizing impacts on neighboring properties.

The council and Dial focused on final terms of the proposed mixed-use project with restaurant tenancy, allowable ground-floor uses, and the "reversionary" zoning clause. Dial reiterated Cowboy Partner's strong preference and concrete steps toward securing a full-service restaurant (including a grease trap and venting infrastructure) but requested flexibility to lease the 4,000 sq. ft. space to another high-quality retail user if a restaurant could not be secured within a defined timeframe. The council confirmed consensus around an 18-month period, beginning at building permit issuance, during which Cowboy Partners must make good-faith efforts to secure a restaurant tenant before broadening to other acceptable retail uses. Council and staff then discussed staff's proposed "irrevocable consent to rezone" provision, clarifying that after the 10-year term of the development agreement, the city or a future council could initiate a rezone to a different "holding" zone, but that there would be no automatic reversion to single-family residential; the applicant indicated this was acceptable so long as the property did not automatically revert to an R-1 single-family designation. Planning staff next walked through a draft "neighborhood retail" use list intended to govern non-restaurant options, explaining their preference for a positive list of allowed neighborhood-scale uses (and excluding undesirable ones such as storage or check-cashing) rather than a narrow "prohibited" list, and noting that the agreement could be amended in the future if a beneficial but unlisted use emerged. Council members expressed comfort with relying on staff's proposed neighborhood retail framework and the city's ability to amend the agreement later and acknowledged that Cowboy Partners has an inherent incentive to maintain high-quality, compatible commercial tenants to protect the project's value.

Council members and Dial discussed illuminated signage locations and heights on all building facades, with particular concern about light impacts from the west-facing sign on nearby Holladay residents. Council members weighed the importance of freeway-visible illuminated signage on all sides to support a successful business launch against neighborhood impacts, ultimately agreeing to allow illuminated signage at full building height on all sides, with a specific condition that west-facing illuminated signs be turned off at 10:00 p.m.

Mayor Jackson asked for public comment.

Todd Larsen, Holladay resident, commented in opposition to west-side sign illumination, citing loss of mountain views and light intrusion, and questioning the actual visibility of a high-mounted freeway sign while driving on the freeway.

The council worked through final conditions for signage. The council revisited earlier design materials that had shown a 15-foot mounting height for west-facing tenant signage, noting the discrepancy with the applicant's current request for full-height illuminated signs. Staff clarified that the Planning Commission's 15-foot height cap had been a recommendation, not a code requirement, and that the underlying sign code would otherwise allow signage up to near roof height. Council members debated how to balance the business need for effective advertising, especially for the prospective restaurant tenant, with the light impacts on nearby west-side residents. Some emphasized that the building would generate light from windows and lower-level fixtures regardless, and that Cowboy Partners had a reputation and incentive to be a good neighbor. After discussing possible dimming schedules and height limits, the council coalesced around a compromise: allow illuminated signage at the applicant's chosen height (not constrained to 15 feet), but require that illumination on west-facing signs be turned off at 10:00 p.m. The council also confirmed that the earlier 18-month "good-faith" restaurant-first requirement is already written into the development agreement and directed that the Planning Commission's 15-foot height limitation language be struck.

Council Member DeSirant moved to approve Ordinance 26-51, amending the Olympus Hills West Village Center Special District Zone as it pertains specifically to property located at 3962 South Wasatch Boulevard by adding a development agreement to the zone, and with the additions that:

- **signs are turned off at 10 p.m. on the west side;**
- **the maps with the development agreement include that the Master Developer shall construct the commercial space, as labeled in Exhibit C, with a vent hood shaft and grease trap reasonably designed to accommodate a full-service 4,000 square foot restaurant, subject to final building plans and applicable code requirements;**
- **the Master Developer shall make good faith efforts [for a restaurant tenant in the commercial space] for eighteen (18) months following issuance of a building permit;**
- **striking [from the draft agreement] that the height be prohibited for [above] 15 feet on all facades, as measured from Wasatch Boulevard; and**
- **[the final agreement] as approved by the city attorney.**

Council Member Uipi seconded.

The Council and staff refined the permitted ground-floor commercial uses. Sanderson presented a draft "neighborhood retail" use list—drawn from the city's C-zone definition—as a positive list of acceptable small-scale commercial uses, explaining that staff preferred specifying what is allowed (and then amending as needed) rather than trying to anticipate and prohibit every undesirable use. He noted that truly problematic uses (e.g., tobacco specialty shops) are already controlled elsewhere in city code. Council members briefly reviewed examples on the list, clarified that storage units, check-cashing, and similar uses would not be allowed, and discussed adding language to ensure that outdoor-oriented retail such as a ski/golf shop could be accommodated under the neighborhood retail umbrella. The council expressed confidence that staff and future councils could amend the development agreement if a high-quality, but unlisted use emerged, and that Cowboy Partners had economic incentives to maintain compatible, high-quality tenants.

Council Member DeSirant amended the motion to include neighborhood retail, as well as ski and golf retail [in the commercial space if it is not occupied by a restaurant tenant after the good faith period]. Council Member Uipi seconded the amendment. 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.

The council indicated to the attorney that halo sign illumination was fine in addition to the proposed sign package.

2.2 Discussion and Consideration of Ordinance 26-53, Rezoning Certain Property Located at Approximately 1312 East 3300 South from the Commercial (C) Zone to the City Center Overlay – Development Agreement (CCOZ-DA) Zone

Carlos Estudillo presented an update regarding the proposed mixed-use residential development at 1312 East 3300 South, consisting of approximately 200 to 210 residential units. The application includes a request to rezone the property from the Commercial (C) zone to the City Center Overlay Development Agreement (CCOZ-DA) zone, together with an accompanying development agreement. Estudillo noted that the project had previously been reviewed by the council and that a primary outstanding discussion involved the proposed median barriers along 3300 South near 1300 East. Council members had previously expressed interest in preserving the possibility of eastbound left-turn access along 3300 South. Estudillo referenced an amended 2025 traffic study, which updated an earlier 2021 study associated with the former Hudson site, and explained that median improvements had previously been identified in coordination with UDOT as necessary to accommodate access points in the City Center area. The 2025 traffic study again recommended installation of the median along 3300 South, extending generally toward the Home Depot area. Estudillo invited council questions regarding the traffic study findings and the necessity of the recommended median improvements.

Council members asked clarifying questions about the median's length, its effect on the existing center turn lane, and access options to City Hall and the future parking garage; staff confirmed that drivers coming from the west could still reach the site via turns at 1300 East or Highland and the newly opened Chambers Avenue connection. While noting some disappointment about reduced direct left-turn access, council members generally agreed the median was necessary for safety and traffic operations given added volumes.

Council Member DeSirant moved to approve Ordinance 26-53, Rezoning Certain Property Located at Approximately 1312 East 3300 South from the Commercial Zone to the City Center Overlay – Development Agreement Zone subject to development agreement. 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.

2.3 Discussion and Consideration of Ordinance 26-54, Approving a Development Agreement for a Residential Mixed Use Development on Approximately 1.75 Acres of Real Property Located at Approximately 1312 East 3300 South

Council Member DeSirant moved to approve Ordinance 26-54, Approving a Development Agreement for a Residential Mixed Use Development on Approximately 1.75 Acres of Real Property Located at Approximately 1312 East 3300 South. 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.

2.4 Discussion and Consideration of Ordinance 26-52, Amending Title 18 of the Millcreek Municipal Code for the Purpose of Making Technical Corrections

Francis Lilly presented the second reading of a series of proposed zoning ordinance amendments intended primarily to clarify language, correct minor issues, and improve implementation of the zoning code updated in 2025. He highlighted several substantive changes, including adjustments to side-yard setbacks, minimum lot widths, and lot coverage requirements in the R-1-3, R-1-4, and R-1-5 zones to better accommodate small-lot residential development and potentially expand opportunities for more affordable housing. Lilly noted that the proposed standards were informed by comparable small-lot developments and generally received support from the community councils that provided comments. Additional amendments include new and revised definitions, including clarification of non-habitable architectural elements, and modifications to provisions governing nonconforming and noncompliant structures to reduce ambiguity and improve consistency in administration.

Lilly also described revisions to the city's tree preservation requirements, including a proposed one-year lookback period that would allow the city to consider trees removed prior to development when determining replacement obligations. The amendments would also provide greater flexibility by allowing required replacement trees to be planted off-site or, where appropriate, permitting payment to the city for future tree planting or related programs. Lilly noted that this represents the second of three anticipated code-update packages, with a future update expected to address state statutory requirements, signage regulations, detached accessory dwelling unit standards, and other matters. Staff recommended approval, stating that the amendments would support clearer, fairer, and more effective implementation of the city's zoning regulations.

Council Member Uipi moved to approve item 2.4, Ordinance 26-52. 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.

2.5 Discussion and Consideration of Ordinance 26-55, Amending Sections 14.12.110 and 14.20.020 of the Millcreek Code of Ordinances Regarding Vehicular Access Requirements and Street Development

Lilly explained that the proposed amendment is a companion to the previous zoning code update. The ordinance relocates provisions governing the design of lots located on private rights-of-way and associated street requirements from Title 18 to Title 14. Lilly stated that the change is intended to consolidate regulations pertaining to public and private streets, sidewalks, and related infrastructure within Title 14 for greater clarity and consistency. He noted that this section was inadvertently omitted from the previous code update and that the proposed ordinance primarily represents an organizational transfer of existing requirements rather than a substantive policy change.

Council Member Uipi moved to approve item 2.5, Ordinance 26-55. 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. Business Matters

3.1 Discussion and Consideration of Resolution 26-21, Approving Amendment Number 7 to the Interlocal Cooperation Agreement with Salt Lake County for Addressing Services

Lilly presented a proposed amendment to Millcreek's interlocal cooperation agreement with Salt Lake County for addressing services. He explained that since incorporation, the city has relied on the county to assign addresses to new lots and buildings using established county addressing standards. While the county has provided effective service, the process requires additional time and fees. Lilly stated that staff intends to transition addressing responsibilities in-house while continuing to follow county standards, noting that city GIS Technician Brian Bush and planning staff have the expertise necessary to perform this work. The proposed transition is expected to streamline the addressing process for residents and developers and eliminate separate surveying and addressing fees without requiring an anticipated increase in existing development fees. Staff plans to return to the council in the coming months with an ordinance establishing the city's in-house addressing process. In the interim, the existing agreement with Salt Lake County must be amended to provide at least 180 days for an orderly termination of the service arrangement. Staff recommended approval of the amendment.

Council Member Catten moved to approve Resolution 26-21, Approving Amendment Number 7 to the Interlocal Cooperation Agreement with Salt Lake County for Addressing Services. 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.

3.2 Discussion and Consideration of Resolution 26-22, Approving an Interlocal Cooperative Agreement with Salt Lake County for Park Services

Mike Winder said the contract with the county for park services did increase 2.2% from the prior year, but it was within the approved budget.

Council Member DeSirant moved to approve Resolution 26-22, Approving an Interlocal Cooperative Agreement with Salt Lake County for Park Services. 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.

3.3 Discussion and Consideration of Resolution 26-23, Approving the Amended Civil Legal Services Contract Between Millcreek and John N. Brems

Winder said this was the contract with the city attorney and the only change was a 4% increase in the fee from the prior year.

Council Member Uipi moved to approve item 3.3, Resolution 26-23. 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. Reports

4.1 Mayor's Report

Mayor Jackson reported on Millcreek's July community events and expressed appreciation for the Community Life team and city staff for their efforts in organizing a busy month of activities for residents. She highlighted upcoming events, including a movie night, Sound Bites, and the farmers markets, noting their continued success. Mayor Jackson also reported on her participation in the Canyon Rim Cares Day of Service and thanked city staff and community members for their contributions. She reflected on the successful July 24th celebration, which drew strong community participation and included complimentary pie and root beer floats. Mayor Jackson recognized Smith's and Harmons for donating pies, Blacksmith Ice Cream for providing ice cream, and Shasta for providing root beer. She thanked staff for their work in making the celebration an enjoyable and successful community event.

4.2 City Council Member Reports

Council Member DeSirant attended the Pioneer Day event. Council Member Handy appreciated staff's assistance with the Canyon Rim Cares event.

Council Member Uipi announced Pacific Islander Skate Night on August 8. She reported on her participation in the second Salt Lake City Public Utilities Rate Advisory Committee meeting, which included representatives from various stakeholder groups, including private businesses. She explained that the advisory process was initiated in connection with Salt Lake City's transition to a new utility billing system and includes consideration of the existing tiered rate structure and potential future rate adjustments. Council Member Uipi requested that Salt Lake City's water conservation manager be invited to a future council work meeting to discuss conservation resources and opportunities to educate Millcreek residents, particularly in anticipation of potentially drier conditions. She noted that the advisory committee's timeline is constrained by a September 1 deadline for the new billing system contract and stated that she would continue to keep the council informed as the process progresses. Council Member Uipi also reported attending the annual Asian American Pacific Islander (AAPI) LEAD Conference and announced that, after serving on the organization's board for three years, she was elected Second Vice President. She explained that the organization represents Asian American and Pacific Islander elected officials from throughout the United States.

4.3 Treasurer's Report

Council Member Catten presented the report with financial information current as of July 22, 2026. The city's operating account balance was reported at $1,507,895, with $37,569,299 held in the PTIF account, for total shared cash of $39,077,194. Building permit revenue as of July 22 totaled $112,896. The report also summarized June disbursement activity, which included 162 checks, 24 electronic funds transfers, bank drafts and transfers, and two payroll periods, for total disbursements of $4,602,671.

4.4 Staff Reports

Mike Winder reported that Chambers Avenue, the new parking garage, and The Westerly development were scheduled to open on August 1, with residents beginning to move into the 197-unit residential development. Winder noted that leasing activity had begun positively, with approximately 20 households committed several weeks earlier. He also announced that Thirst was scheduled to open in the Public Market on August 3. Finally, Winder reported that the next phase of the shared-use trail along 3900 South was scheduled to begin construction on August 3. The project, being completed in partnership with UDOT and South Salt Lake, will include improvements on both sides of 3900 South between the Jordan River and West Temple.

Francis Lilly reported the Utah Chapter of the American Planning Association awarded him the Planning Leadership Award for the year.

4.5 Unified Police Department Report

Chief Petty-Brown presented UPD's June 2026 report, noting that response times were approximately eight minutes for Priority 1 calls, six minutes for Priority 2 calls, and 11 minutes for Priority 3 calls. The Millcreek Precinct handled 2,710 calls for service and generated 918 new police reports, continuing a slight upward trend from May. The precinct also responded to 76 transient-related calls and 49 mental health-related calls. Chief Petty-Brown announced that the Mental Health Unit has been renamed the Crisis Response Unit to better reflect its broader role in responding to mental health concerns, substance use, personal crises, and other circumstances while reducing stigma associated with the previous name. June traffic enforcement included 291 citations, 14 DUI arrests, 46 accident reports, and 24 hit-and-run reports. The Drug Enforcement Unit handled 14 cases, made 24 arrests, executed 10 search warrants, recovered three stolen vehicles, and seized a handgun and quantities of illegal narcotics, including approximately 1,000 fentanyl pills. Chief Petty-Brown also highlighted community engagement efforts, including participation in local parades and Venture Out events, as well as specialized co-response training attended by Detective Creno and Gregg Golden. Millcreek detectives were assigned 47 cases during June, with 12 submitted for prosecution. She additionally highlighted UPD's Property and Evidence Unit, which processed more than 500 items associated with Millcreek during June and reviewed the varying retention requirements for evidence and property, including long-term preservation requirements for sexual assault and homicide evidence. Chief Petty-Brown concluded by reminding the council of the upcoming Night Out Against Crime event at Cottonwood Park.

5. Consent Agenda

5.1 Approval of July 13, 2026 Work Meeting and Regular Meeting Minutes

Council Member Uipi moved to approve consent item 5.1. 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.

6. New Items for Subsequent Consideration

There was none.

7. Calendar of Upcoming Meetings

- City Council Mtg., 8/10/26, 7:00 p.m.

ADJOURNED: Council Member DeSirant moved to adjourn the meeting at 9:37 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** 8/24/26
Cheri Jackson, Mayor

Attest: **Elyse Sullivan, City Recorder**