



**Minutes of the
Millcreek City Council
August 24, 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 August 24, 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
John Miller, Public Works Director
Jim Hardy, Building Services Director

Attendees: Rick Hansen, Andrei Tarassov, Lily Bosworth, Evan DeGray, Sonny Martinez, Kelsey Jones, Kathy Blake, Chief Petty-Brown, Lieutenant Melody Cutler

WORK MEETING – 5:00 p.m.

TIME COMMENCED: 5:03 p.m.

Mayor Jackson called the work meeting to order.

1. Ideas for Missing Middle Housing in Neighborhoods; Francis Lilly, Assistant City Manager

Francis Lilly briefed the council on Millcreek's emerging housing shortage and affordability challenges, building on prior presentations and a recent Planning Commission discussion. Using data from the 2024 Millcreek Housing Report prepared by Zions Bank Public Finance, he explained that by 2030 the city is projected to face a particularly acute shortage of units affordable to households at 80–100% of Area Median Income (AMI), while there is currently a modest surplus of units at around 50% AMI, likely reflecting accessory dwelling units (ADUs) and older Class C rental stock. In response to Mayor Jackson's questions, Lilly clarified how AMI-based affordability is calculated (using 30% of income for housing costs) and noted that higher-income households could "down-rent" into units affordable at lower AMI bands, effectively compressing demand. He also emphasized that the projections assume already-approved projects are built and that, while conditions such as interest rates and rents have shifted somewhat, the overall trends are unlikely to have improved materially. Council

Member Uipi requested clarification on Millcreek's AMI (approximately \$78,000 for a family of two), which Lilly confirmed.

Lilly reported that Zillow currently estimates Millcreek's median home value at approximately \$640,335, compared with an estimated affordable purchase price of approximately \$451,000 for a household earning 100% of area median income (AMI). He noted that housing affordability has changed significantly since approximately 2019–2022, with much of Millcreek's housing stock now priced beyond the reach of many households. Lilly reviewed several city initiatives intended to address this challenge, including adoption of the Meadowbrook and Murray North station area plans. Since 2018, approximately 390 affordable units have been built or are under construction within these areas, including the 140-unit Howick development serving households at approximately 35%–65% AMI.

Lilly also highlighted the city's use of development agreements and rezoning decisions to encourage affordability and owner occupancy. Approximately 30 affordable units have been entitled through development agreements, including six completed Capri Homes units that are deed restricted for affordability and owner occupancy, as well as the recently approved 23-unit MC29 condominium project. Since 2024, the city has also approved additional density for several projects near transportation corridors where affordability and/or owner occupancy helped support densities beyond those otherwise contemplated by the Future Land Use Map. Examples included the Garden Drive 6-plex development and the mixed-density project at approximately 4317 South 700 East. Lilly further discussed recent amendments to small-lot residential standards, including reduced setbacks, adjusted building-envelope requirements, and increased lot coverage, which are intended to make modestly sized homes and additions more feasible.

Lilly described a proposed Housing Connect project on Park Hill Way that demonstrates the impact of the city's 2025 zoning and subdivision code amendments making qualifying affordable housing a permitted use and providing density incentives. Housing Connect, formerly the Salt Lake County Housing Authority, is proposing approximately 70 deeply affordable rental units serving households at approximately 35% AMI on the western portion of the property. The project would include covered parking and a large garden and would be owned and managed by Housing Connect. The eastern portion of the property is anticipated to be subdivided into affordable, owner-occupied townhome or row-home development. Lilly emphasized that allowing qualifying affordable housing as a permitted use can reduce entitlement time and costs, which is particularly important for projects relying on low-income housing tax credits. Most if not all of the project would be senior housing.

Lilly noted that the city has approved at least 87 ADUs and has modified building-envelope and lot-coverage standards to make it easier for residents to expand or reinvest in existing homes. He explained that preserving and improving the city's existing housing stock can support affordability by allowing residents to remain in their homes, utilize their equity, or rent portions of their property. Lilly also discussed the importance of increasing overall housing supply, even when new development is not specifically classified as affordable, as additional housing opportunities can help reduce pressure on existing rental and ownership markets. He further highlighted the city's proactive approach to permanent supportive housing, including ongoing relationships with providers such as Switchpoint, Valley Oaks, Odyssey House, Turning Point, and Oasis, and emphasized the importance of coordination

among providers, city staff, UPD, and Millcreek Promise to address potential challenges and support residents.

Lilly then outlined several potential housing policy options for future consideration. One option would allow ADUs to be subdivided and separately owned, potentially subject to deed restrictions requiring owner occupancy. He explained that smaller ADUs could provide relatively affordable, market-driven homeownership opportunities without substantially altering the existing physical character of neighborhoods, although separate ownership would raise broader policy questions regarding traditional single-household zoning and minimum lot sizes. Another option would require an affordability component when applicants seek rezoning for increased density, similar to an approach used by Farmington City. Lilly noted that such a requirement may be more effective for larger developments, while imposing it on smaller projects could simply shift the cost of the affordable unit to the remaining units or discourage development because of high land costs.

Lilly also discussed the possibility of allowing greater residential density near public schools, particularly schools experiencing declining enrollment. A carefully designed overlay zone or alternative development standard could potentially facilitate affordable, owner-occupied duplexes, triplexes, or fourplexes within approximately one-quarter to one-half mile of schools. Considerations would include providing sufficient bedrooms for families, addressing parking, and establishing appropriate affordability and owner-occupancy restrictions. The Planning Commission had expressed interest in the concept and suggested that similar strategies might also be considered near hospitals and parks. Lilly noted that such an approach could potentially incorporate pre-approved building plans, similar to programs used in other communities, to streamline permitting while ensuring new housing is compatible with neighborhood building envelopes and character. He stated that additional architectural analysis, public engagement, and policy development would be necessary and acknowledged that housing near schools would not guarantee enrollment by families with school-age children.

Lilly continued the housing discussion by outlining additional policy options related to housing preservation and missing-middle housing. He discussed whether the city should require replacement of affordable housing when existing units are demolished, noting that the issue arose during the St. Mark's expansion, which resulted in the removal of several housing units for a commercial use. While community reinvestment funding associated with that project could help advance other city housing goals, Lilly noted that Salt Lake City has adopted regulations intended to prevent the loss of housing for commercial parking. He reported that the Planning Commission had mixed opinions about a similar approach for Millcreek, with some members concerned that an ordinance could be overly restrictive while others strongly supported further consideration. Lilly emphasized that preserving existing housing is one of the most direct ways to maintain housing supply and reduce development pressure. He suggested that housing preservation could initially be addressed through a General Plan policy statement to guide future development decisions rather than through a mandatory ordinance.

Lilly also discussed whether the city should reconsider portions of its zoning and Future Land Use maps to encourage missing-middle housing. He noted that many neighborhoods currently zoned for single-family residential use contain duplexes and other housing types resulting

from historic zoning patterns, potentially providing opportunities for additional “gentle density.” While the General Plan supports targeted increases in residential density where appropriate, it also contains policies supporting preservation of existing single-family neighborhoods. Lilly stated that the 900 East Corridor Study identified potential opportunities for expanded housing choices but emphasized that broader changes would require substantial study, public engagement, and a more detailed approach to future land-use planning. He noted that these considerations are among the reasons staff has requested funding for an update to the General Plan.

Lilly presented several recommendations developed through discussions with staff and the Planning Commission. These included moving forward with adoption of the 3300 South and 900 East Corridor Plan, considering near-term amendments to the Future Land Use Map along the 900 East corridor where development pressure is occurring, and inviting developers specializing in missing-middle housing to participate in a strategy discussion with the City. He explained that much of the development currently proposed consists of relatively expensive townhomes and expressed interest in better understanding the barriers facing developers who may be interested in constructing more modest housing products.

Finally, Lilly recommended incorporating the broader housing policy discussion into the upcoming General Plan update while also establishing a process that would allow the City Council to consider individual strategies before completion of the approximately two-year planning process. He proposed having the city’s consultant prepare targeted policy briefs addressing topics such as development near schools, missing-middle rezoning, housing preservation, design considerations, and subdivision of ADUs. Each policy brief would include research, relevant data, analysis of potential trade-offs, focused community engagement, and recommendations. Lilly suggested presenting the briefs to the council individually or in small groups so the council could consider potential ordinance or policy changes as the work progresses rather than waiting for completion of the entire General Plan update. He emphasized that third-party consultant involvement would also provide additional expertise and facilitate thoughtful community discussions regarding changes that could affect how residents perceive the character of their neighborhoods.

The council discussed next steps for evaluating and prioritizing potential housing strategies within the upcoming general plan update. Council Member Uipi thanked staff for the thorough analysis and expressed particular interest in exploring missing middle rezones, noting concern that housing costs are likely to rise further with the approaching Olympics and related economic pressures. She identified missing middle rezones as her top priority, followed by school-oriented development, given that many schools are in her district and surrounded by established single-family neighborhoods. She asked how such an overlay would function in practice, whether it would require the city to acquire homes or instead rely on private developers assembling properties over time. Council Member DeSirant clarified that this concept is for a quarter-mile overlay around schools, not a mile, and that the city would not be purchasing homes; rather, developers could choose to buy properties and build 3–4 bedroom, deed-restricted, for-sale units with adequate parking under an overlay zone. Council Member Uipi then raised concerns about recent and potential school closures, questioning how future changes in school status, demographics, and birth rates might affect the rationale for a school-oriented overlay intended to attract and retain young families.

Mike Winder responded that staff are not seeking all answers immediately but are asking whether the proposed strategies—including school-oriented development and missing middle housing—are the right topics for deeper analysis by the general plan consultant, who would assess feasibility and impact. Mayor Jackson added that District 4, which has seven schools and many older neighborhoods, could be heavily affected by any school-oriented overlay; she expressed concern that there has not yet been sufficient input from District 4 residents and emphasized the need for robust public engagement in those neighborhoods before advancing such changes. The council agreed that resident feedback should help shape priorities and sequencing among the various housing strategies under consideration. Lilly added that when the last General Plan was drafted, Millcreek did not have any staff but now there are 10 employees to assist with it.

Council Member Uipi moved to adjourn the work meeting at 5:44 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.

- 2. The Westerly Tour with Cottonwood Residential at 3257 S Richmond Street**
The council went on a site visit.

REGULAR MEETING – 7:00 p.m.

TIME COMMENCED: 7:00 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 Unified Police Department (UPD) Millcreek Precinct Officer of the Month for July 2026

Chief Petty-Brown recognized Officer Jacob Mecham as the Officer of the Month for July 2026. She reported that since January 1, 2026, Officer Mecham had made 37 DUI arrests, with more than 80% resulting from proactive patrol efforts rather than responses to accidents. Chief Petty-Brown commended his proactive enforcement for helping remove impaired drivers from Millcreek streets and reducing the potential for serious or fatal accidents. She also praised Officer Mecham's positive attitude, strong work ethic, professionalism, and commitment to teamwork. She noted that he consistently supports fellow officers, supervisors, and community members, assists with investigations, and provides guidance to newer officers. Chief Petty-Brown stated that Officer Mecham's initiative, dependability, dedication to service, and willingness to go above and beyond reflect positively on UPD and make him deserving of the recognition.

1.3 Kelsey Jones Artist Recognition

Kelsey Jones presented an overview of her recently completed mural project, explaining that her longtime appreciation for public art inspired her to pursue an opportunity to create a mural in Millcreek. After contacting the city and working with John Miller to identify an appropriate location, Jones developed several design concepts to

accommodate the uniquely shaped concrete barrier and submitted a final concept and color palette for city approval. The project was originally anticipated to take approximately nine days but ultimately required 16 days and approximately 33 hours of work, with total material costs of \$412.25. Jones described the process of cleaning and preparing the barrier, priming and painting the background, creating and positioning handmade fish stencils, adding color and freehanded water-current elements, and applying protective mural and anti-graffiti coatings.

Jones explained that the mural features a school of fish swimming in one direction with a single gold fish swimming in the opposite direction, symbolizing bravery, individuality, and the courage to find one's own path. She shared that one of the most rewarding aspects of the project was interacting with community members, including pedestrians, neighboring residents, students, and a teacher from Wasatch Charter School, and hearing their positive responses to the artwork. Jones stated that the experience strengthened her interest in creating public art and demonstrated to her how murals can make a community feel more vibrant and welcoming. She thanked her family and friends for their assistance and expressed appreciation to the Mayor, City Council, John Miller, and the city for providing her with the opportunity to complete the project.

The council commended Jones for her work. Mayor Jackson presented Kelsey Jones with a Community Beautification Award in recognition of her mural project and contribution to the city. She praised Jones for demonstrating initiative and courage by developing the idea, approaching the city for permission, and dedicating significant time and effort to completing the project despite challenging summer conditions and safety considerations associated with working near a busy street. Mayor Jackson emphasized that the mural has enhanced the beauty of the community and made public art accessible to residents and visitors who may not otherwise have opportunities to experience it. She encouraged Jones to take pride in her accomplishment and to continue seeking opportunities to serve, give back, and contribute positively to her community. Mayor Jackson congratulated Jones and expressed the city's appreciation for her efforts.

1.4 Public Comment

Kathy Blake, Woodland Avenue, commented on automated license plate reader (ALPR) cameras in Millcreek and thanked the city for following up on concerns regarding a previously identified camera installed on city property. She referenced information subsequently provided in the Millcreek newsletter indicating that no additional ALPR cameras were located on city property and that remaining cameras were installed on private property. Blake expressed concern that many privately installed ALPR cameras appear to be directed toward public streets, thereby collecting license plate and vehicle information from passing motorists. She raised privacy and Fourth Amendment concerns regarding the collection, storage, sharing, and potential law enforcement use of this data, including access by agencies outside Utah. Blake noted that legal challenges involving warrantless searches of ALPR databases are ongoing and expressed concern about the potential for misuse of collected information. She requested that the City Council consider legislation prohibiting ALPR cameras in Millcreek or, alternatively, regulations restricting privately installed cameras from being directed toward public roadways and requiring them to face inward toward the property they are intended to monitor. Blake

concluded by asking the council to take action to protect residents' privacy and constitutional rights and thanked the council for its service to the community.

Andrei Tarassov, Millcreek resident and business owner, expressed support for the concerns raised by the previous speaker regarding automated license plate reader (ALPR) cameras. He stated that ALPR technology has raised privacy and misuse concerns nationwide, including reports of improper access to collected information. Tarassov noted that state officials have also expressed concerns regarding the technology and referenced previous legislative efforts to regulate its use. He encouraged the City Council to take a proactive approach rather than wait for potential state action and requested that Millcreek either prohibit ALPR cameras or significantly restrict their use within the city.

2. Financial Matters

2.1 Public Hearing to Consider a Monetary Contribution of Up to \$20,000 for the Millcreek City Emergency Response Fund

Mayor Jackson explained that the donated funds would support the Millcreek Promise program in providing assistance to residents experiencing emergency situations. As an example, she referenced the displacement of residents from the Holladay Hills Apartments on Highland Drive, where residents of government-subsidized, low-income housing were given short notice to relocate when the property was renovated and converted to market-rate housing. Emergency funding was used to assist affected families with expenses such as deposits and relocation costs to help prevent homelessness. Mayor Jackson emphasized that the proposed funding was provided by a donor rather than through taxpayer or city funds and is subject to specific eligibility and use criteria that the city will follow. She expressed appreciation for the donation and noted that the fund provides an important resource for assisting Millcreek residents facing unexpected emergencies.

Council Member Uipi moved to open the public hearing. 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.

There were no comments.

Council Member DeSirant moved to close the public hearing. Council Member Uipi seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.

2.2 Discussion and Consideration of Ordinance 26-62, Approving a Monetary Contribution of Up to \$20,000 for the Millcreek City Emergency Response Fund

Council Member DeSirant moved to approve Ordinance 26-62, Approving a Monetary Contribution of Up to \$20,000 for the Millcreek City Emergency Response Fund. Council Member Catten seconded.

Mayor Jackson noted that funds could roll over to the next fiscal year.

The Recorder called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.

3. Reports

3.1 Mayor's Report

Mayor Jackson provided an update on the Salt Lake County recreation bond, noting that previously identified projects benefiting Millcreek include improvements to Big Cottonwood Regional Park and nearby Tanner Park. She reported that the County Council subsequently increased the proposed bond amount to include two additional projects: a recreation center in West Jordan and improvements to Library Square in downtown Salt Lake City. Mayor Jackson encouraged residents to learn more about the proposed projects and noted that the bond will appear on the November ballot for voter consideration. She also highlighted the upcoming Love Your Watershed kickoff on August 27th and discussed Millcreek's Adopt a Storm Drain program as an initiative supporting the campaign. The program encourages residents to adopt and maintain storm drains by removing debris and preventing yard waste, pet waste, chemicals, and other pollutants from entering the stormwater system and ultimately local waterways.

3.2 City Council Member Reports

Council Member Uipi reported on her attendance at the recent Central Wasatch Commission retreat, which included representatives from several cities and other regional leaders. She stated that there is renewed interest in revisiting elements of the Mountain Accord through potential legislation addressing both preservation and transportation needs, including issues affecting ski resorts. Council Member Uipi noted that Millcreek could be affected by proposed transportation alternatives or bypass concepts and stated that she would continue to keep the Council informed as discussions progress.

Council Member Handy discussed the possibility of establishing an initiative to recognize veterans living in Millcreek, particularly in connection with the nation's 250th anniversary. She stated that she had discussed the concept with Mayor Jackson and Mike Winder and suggested beginning by identifying veterans within the community. She encouraged veterans, their neighbors, and other residents with relevant information or ideas to contact the city. Council Member Handy noted that staff could review veteran recognition efforts undertaken by other communities and emphasized that the initiative could be simple, require minimal staff resources, and provide a meaningful opportunity to honor Millcreek veterans, potentially in conjunction with Veterans Day.

Council Member Catten announced the Get to the River Festival run by the Jordan River Commission.

3.3 Treasurer's Report

Council Member Catten presented the city's financial report, stating that the operating account balance was \$1,289,319 and the Public Treasurer's Investment Fund (PTIF) balance was \$35,337,440, for total shared cash of \$36,626,759. She reported current property tax revenues of \$34,415, general sales tax revenues of \$2,797,447 for the first two months and building permit revenues of \$174,051. Council Member Catten also reported that General Fund disbursements for the two most recent cycles included 209

checks, 34 electronic funds transfers or bank drafts, and two payroll periods, totaling \$5,840,823.

3.4 Staff Reports

There were none.

3.5 Unified Police Department Report

Chief Petty-Brown introduced Lieutenant Melody Cutler as the new Executive Officer for the Millcreek Precinct. Lieutenant Cutler previously served in UPD's Professional Standards Division, where she oversaw training, internal affairs, and the field training officer program, and had also previously served as a Public Information Officer. Chief Petty-Brown welcomed Lieutenant Cutler and expressed enthusiasm for the experience, ideas, and perspectives she will bring to the precinct.

Chief Petty-Brown then presented the July 2026 police report. Average response times were five minutes for Priority 1 calls, six minutes for Priority 2 calls, and 12 minutes for Priority 3 calls. Case totals continued to trend upward compared with June and were approximately 150 cases higher than the same period the previous year. The precinct received more than 2,800 calls for service and generated more than 900 new police reports during July. Officers responded to 55 transient-related calls and 59 mental health calls. Millcreek and Holladay Precinct detectives partnered with the Salt Lake County Health Department on a transient camp cleanup that assisted approximately 10 individuals, resulted in the disposal of approximately 740 pounds of abandoned property, and connected one individual with detoxification services. Chief Petty-Brown also reported that approximately \$10,000 in Department of Natural Resources funding was made available for officer overtime associated with cleanup efforts along the Millcreek portion of the Jordan River.

Traffic enforcement during July included 350 citations, nine DUI arrests, 59 accident reports, and 22 hit-and-run reports. The Drug Enforcement Unit conducted six operational cases, made 22 arrests, served nine search warrants, and recovered four stolen vehicles. Chief Petty-Brown highlighted a search warrant served at a nuisance property on Angelina Avenue following reports of drug activity. Detectives recovered methamphetamine, heroin, and drug paraphernalia during the investigation, and the subsequent search of the residence resulted in the discovery of additional methamphetamine. The Salt Lake County Health Department ultimately closed the residence to occupancy. July investigative activity included 41 assaults, 31 fraud cases, eight burglaries, eight sex offenses, 24 drug offenses, 75 larcenies, 15 stolen vehicles, 68 domestic violence cases, and three robberies. Millcreek Precinct detectives submitted 64 cases during the month, 12 of which were charged in Holladay Justice Court.

4. Consent Agenda

4.1 Approval of July 27, 2026 Work Meeting and Regular Meeting Minutes

4.2 Approval of August 10, 2026 Work Meeting and Regular Meeting Minutes

Council Member Uipi moved to approve item 4.1 and 4.2. Council Member Catten seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council

Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.

5. New Items for Subsequent Consideration

There was none.

6. Calendar of Upcoming Meetings

- Historic Preservation Commission Mtg., 9/10/26, 6:00 p.m.
- City Council Mtg., 9/14/26, 7:00 p.m.

ADJOURNED: Council Member Uipi moved to adjourn the meeting at 7:37 p.m. Council Member Handy seconded. Mayor Jackson called for the vote. Council Member Catten voted yes, Council Member DeSirant voted yes, Council Member Handy voted yes, Council Member Uipi voted yes, and Mayor Jackson voted yes. The motion passed unanimously.

APPROVED: Cheri Jackson Date 9/14/26
Cheri Jackson, Mayor

Attest: Elyse Sullivan
Elyse Sullivan, City Recorder