



**Minutes of the
Millcreek Planning Commission
November 19, 2025
5:00 p.m.
Regular Meeting**

The Planning Commission of Millcreek, Utah, met in a regular public meeting on Wednesday, November 19, 2025, at City Hall, located at 1330 E. Chambers Avenue, Millcreek, Utah 84106. The meeting was conducted electronically and live streamed via the City's website with an option for online public comment.

PRESENT:

Commissioners

Shawn LaMar, Chair
Victoria Reid, Vice Chair (excused)
Steven Anderson
Christian Larsen
Nils Per Lofgren
Jacob Richardson
Diane Soule
Dwayne Vance (excused)
Ian Wright

City Staff

Elyse Sullivan, City Recorder
Francis Lilly, Planning & Zoning Director
Brad Sanderson, Current Planning Manager
John Brems, City Attorney
Sean Murray, Planner
Zack Wendel, Planner

Attendees: Angelo Calacino, Brandon Biederman, Kaye Donahoe, Dan Donahoe, Council Member Thom DeSirant, Soren Simonsen, Jeremiah Clark

REGULAR MEETING – 5:00 p.m.

TIME COMMENCED – 5:01 p.m.

Chair LaMar called the meeting to order.

1. Commission Business

1.1 The Jordan River Recreation Area Master Plan; Angelo Calacino, Salt Lake County

Angelo Calacino, Salt Lake County Parks and Recreation, provided an overview of an ongoing master-planning effort for a designated segment of the Jordan River Corridor, undertaken pursuant to state legislation adopted in 2022. The legislation defines a planning area extending from State Road 201 to 5400 South and approximately 250 feet on either side of the river's centerline. The County engaged consultant PORT Urbanism, represented by Brandon Biederman, to lead the planning process. The project team has been working collaboratively with Millcreek City's planning staff as well as the four other jurisdictions within the study area—Taylorsville, West Valley City, Murray, and South Salt Lake—and is presenting the plan to each city's planning commission. The purpose of the presentation is to inform Millcreek of the work completed to date, outline next steps, and encourage the city to consider adopting the final plan as part of its general plan or parks and recreation plan to help guide future development along its portion of the Jordan River.

Brandon Biederman, PORT Urbanism, presented an overview of the Jordan River Corridor Master Plan effort, emphasizing that this was an introductory briefing on the plan's purpose, work completed to date, and upcoming steps. Salt Lake County hired his firm—an urban design and landscape architecture consultancy—along with hydrological, ecological, and operations experts, to prepare the plan mandated by state legislation for the river segment between SR-201 and 5400 South. The team completed extensive public engagement and site analysis in 2024, gathering community input through events, workshops, and geolocated comments. In mid-2025, they began the plan development phase, meeting with Millcreek and the four other cities in the corridor, as well as technical agencies such as the U.S. Army Corps, Division of Forestry, Fire and State Lands, and County Flood Control, to align goals and coordinate work.

From this engagement, the project team refined the plan's key priorities: active transportation and access, ecological restoration, recreational enhancements, safety and management improvements, and coordinated maintenance and governance. They developed system-wide goals for connected communities, healthier river corridors, expanded recreational opportunities, equitable public spaces, and cohesive operations, drawing from local plans and jurisdictional priorities. Biederman outlined seven thematic river segments and described conceptual improvements for each, including dual-sided trail networks, restored river meanders, wetland enhancement, new access points, safety improvements, and expanded park amenities. Several proposed projects directly affect Millcreek's portion of the corridor.

He concluded by noting that the team will continue outreach to remaining jurisdictions, present to the Jordan River Commission, refine the master plan into full report form for early 2026, and launch a public-facing website with plan materials and online feedback opportunities. The planning team hopes cities, including Millcreek, will ultimately consider adopting the finalized plan into their general or parks and recreation plans.

Commissioner Wright asked if this was being promoted to the public. Biederman said there was public engagement but now it is with the cities. Commissioner Larsen appreciated attention to safety and access on 3300 S. Chair LaMar asked about the connection to the Jordan River Commission (JRC). Calacino said the county was working with JRC as a partner, as well as other entities. Chair LaMar asked about the 250 yard designation. Biederman clarified that, while he could not speak for the legislature's reasoning behind defining the project area as 250 yards on either side of the river, the planning team has treated that boundary primarily as a "focus area." In practice, their work centers on publicly controlled lands within that zone—primarily County property, along with certain State-owned parcels, including the riverbed itself. Recommendations are generally limited to these publicly owned areas. Only in cases where a project would require an easement or similar access would the plan extend beyond public land, and any such needs would be clearly identified as specific implementation requirements.

Soren Simonson, Executive Director of the Jordan River Commission, explained the origins and purpose of the Jordan River Recreation Area designation. Created in 2018 through legislation authored by then Representative Mike Winder, the program was designed primarily as a funding mechanism to support improvements along the river corridor. Its inception coincided with statewide efforts to restructure homelessness services and the opening of the Pamela Atkinson Homeless Resource Center in South Salt Lake. The

legislation initially focused on the stretch of river between 4500 South and 2100 South—roughly a one- to two-mile buffer around the resource center—to help mitigate associated impacts through capital improvements, programming, and related investments. Over time, the designated area was expanded south to 5400 South, and additional legislative appropriations have supplemented the program.

Simonson emphasized that the recreation area does not change local jurisdiction; Millcreek and other cities and counties along the river retain full authority over their sections. The program simply provides financial support for projects and partnerships coordinated through the Jordan River Commission. Annual funding is modest—about \$1.25 million across the entire 50-mile river corridor—though one-time appropriations have occasionally increased available resources. The Commission continues to explore additional funding avenues to strengthen the program's impact.

Chair LaMar requested wayfinding signs on the river itself for kayakers and more for bikers on the trail.

1.2 Discussion on 900 East Survey Results and Potential Future Land Use Map Amendments

Sean Murray provided an overview of the city's preliminary analysis of development pressures along the 900 East corridor, explaining that mismatches between the future land use map, existing zoning, and current on-the-ground uses have created confusion and complicated decision-making. In response, the City Council directed planning staff to conduct a holistic review of the corridor, supported by a public survey mailed to approximately 1,650 residents and supplemented by an online interactive map and two "Chat with a Planner" events. Staff received 98 written survey responses and additional online input, revealing consistent themes: strong opposition to additional high-density housing; concerns about traffic volume, speeding, and pedestrian safety; appreciation for small local businesses and walkability; and interest in more attainable "starter" housing and improved or expanded open space.

Murray summarized data staff reviewed alongside the public feedback, including transit ridership patterns on the 209 bus route, traffic counts from both Millcreek and UDOT, and examples of land-use inconsistencies that prompted the study, such as properties zoned commercially but designated for low-density neighborhoods in the future land use map while currently operating as multifamily housing. Additional data, including crime and pedestrian accident reports, will be incorporated as staff continues its analysis. Looking ahead, Murray emphasized that any changes to the future land use map would move through a full public process, including community councils, the Planning Commission, and the City Council. Staff is also considering whether the City should create a new land-use category to fill the significant gap between low-density Neighborhood 1 (up to 6 units per acre) and medium-density Neighborhood 2 (up to 18 units per acre), an idea intended to better reflect conditions and expectations along the corridor.

Commissioner Wright asked if there was pushback or positive feedback from the public. Murray said the open ended questions invited varied feedback, some did not want more density, and some wanted more safety improvements. He noted there was only about a 5% response rate to the survey.

Francis Lilly presented on completed projects on 900 E since 2018. The varied projects were at 911 E Fairclough, 3672 S 900 E, 4240 S 900 E, 876 E Rowley Drive, 847 E 4500 S, 877 E 4500 S, 4576 S 900 E, and 4137 S 900 E. He referenced four other projects under construction.

Dan Donahoe, Millcreek Community Council, wondered about the people who responded to the survey and asked if there were secondary questions to determine the groups of people who responded. Murray noted the survey did not inquire about personal data.

Jeremiah Clark, Millcreek Community Council, asked about the difficulty leasing commercial space at 3672 S 900 E. Lilly said the rent price kept business out of the unit. Clark asked about the diversity of zoning along 900 E. Lilly responded that development pressures and economic conditions changed over time which drove the varied zoning. Clark wondered if there was currently pressure for high density housing on 900 E and if there was resistance from existing residents. Murray said that was part of the reason to change the Future Land Use Map, but there was also a lot of discrepancies with zoning/plans. Lilly noted developers wanted townhomes on 900 E, and some residents did and some did not want to maximize their property.

Commissioner Larsen said higher density was more appropriate near intersections, public transit, grocery, and parks, and 900 E was conducive to that. He was interested in increasing Neighborhood 1 to a 1.5 concept and mixed-use/live-work units near intersections and higher density. He wanted studies done for traffic calming measures. He pushed for village center concepts at 3300 S, 3900 S, or 4500 S and 900 E.

Commissioner Soule was surprised about the public's thoughts regarding biking safety on 900 E since it was just widened and improved. She felt there was opportunity for village districts on the major intersections. She expressed enthusiasm for the 900 East corridor study, noting that it intersects many issues the Planning Commission regularly discusses, including mixed-use development, housing diversity, and neighborhood character. She highlighted opportunities—particularly between Elgin and 3900 South—for alternative housing forms on deep lots as they turn over, such as small, detached cottages or courtyard homes around 1,000 square feet, which could offer affordable ownership options for younger residents without introducing large townhome projects. She supported concentrating higher density near major intersections while considering a new mid-range residential designation for properties fronting 900 East that are currently single-family but unlikely to remain viable as traffic increases.

Commissioner Soule also emphasized the need to communicate clearly with residents about land ownership, especially regarding the popular “horse property,” which is not City-owned, and suggested that additional green space—potentially in collaboration with the County—could address repeated community requests. Drawing from sessions at the APA conference, she encouraged the city to explore corridor-wide design strategies that promote walkability, local businesses, and community gathering spaces, as well as playful child-friendly elements such as interactive bus stops or enhanced sidewalks. She raised concerns about the long-term viability of ground-floor commercial spaces in mixed-use developments and recommended gathering data on occupancy rates to understand whether these requirements remain effective or create safety and maintenance issues when storefronts sit vacant. Commissioner Soule also relayed resident frustrations about visual blight at certain intersections—such as auto

businesses storing junk cars—and asked how the city might address such conditions. Finally, she referenced complaints about inadequate parking space for a Pilates studio operating on the ground floor of a mixed-use building, suggesting the city review parking requirements to ensure that commercial tenants with higher customer turnover do not push overflow parking onto adjacent residential streets.

Commissioner Richardson asked how the safety recommendations would be incorporated in the General Plan. Lilly said staff would research to see if there was a mismatch with reality and perception. Speed counts were being conducted on 900 E. Commissioner Richardson felt there were two sides to the comments in the survey, for and against enhancements. He felt 900 E was a good place to add some density. He brought up looking at existing open spaces in the area with the county's property. Murray was not sure of any final plans happening with the county's property. It was noted that Scott's Avenue Park was underutilized.

Commissioner Anderson asked if a traffic study had been done since the 900 E improvements. Murray said there had not been a holistic study of the length of 900 E. He mentioned adding lighted crosswalks. Murray brought up shifting all of the neighborhood designations up instead of creating a 1.5.

Chair LaMar brought up neighborhood commercial on the bigger intersections. Murray said staff observed increasing pressure on underdeveloped or vacant commercial lots, where property owners often request townhomes or apartments despite the Future Land Use Map designating these sites as purely commercial. The challenge lies in balancing strict adherence to commercial designation—which may result in vacant or underutilized lots—versus allowing residential or mixed-use development. Past experiences, such as a property that required multiple discussions before retaining its commercial use, illustrate the complexity of enforcing commercial intent versus responding to market realities. Staff suggested a nuanced approach: prioritizing commercial or mixed-use development near key intersections where pedestrian traffic supports business success, while allowing higher-density residential uses further from these “hot spots.” This approach would require strategic, intentional planning to ensure mixed-use areas are viable, avoiding locations where commercial uses are unlikely to succeed.

1.3 Approval of October 15, 2025, Regular Meeting Minutes

Chair LaMar moved to approve the minutes as presented in the packet. Commissioner Larsen seconded. Chair LaMar called for the vote. Commissioner Anderson voted yes, Chair LaMar voted yes, Commissioner Larsen voted yes, Commissioner Lofgren voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

1.4 Updates from the Planning Director

Francis Lilly reminded the commission about an appreciation lunch on December 9th and reviewed upcoming items for the December commission meeting.

2. Calendar of Upcoming Meetings

- City Council Mtg. 11/24/25 7:00 p.m.
- Mt. Olympus Community Council Mtg., 12/1/25, 6:00 p.m.

- Millcreek Community Council Mtg., 12/2/25, 6:30 p.m.
- Canyon Rim Citizens Association Mtg., 12/3/25, 7:00 p.m.
- East Mill Creek Community Council Mtg., 12/4/25, 6:30 p.m.
- City Council Mtg. 12/8/25 7:00 p.m.
- Historic Preservation Commission Mtg., 12/11/25, 6:00 p.m.
- Planning Commission Mtg. 12/17/25, 5:00 p.m.

ADJOURNED: Commissioner Lofgren moved to adjourn the meeting at 6:54p.m. Commissioner Larsen seconded. Chair LaMar called for the vote. Commissioner Anderson voted yes, Chair LaMar voted yes, Commissioner Larsen voted yes, Commissioner Lofgren voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

APPROVED:  Date DEC. 17TH 2025
 Shawn LaMar, Chair

Attest: 
 Elyse Sullivan, Recorder