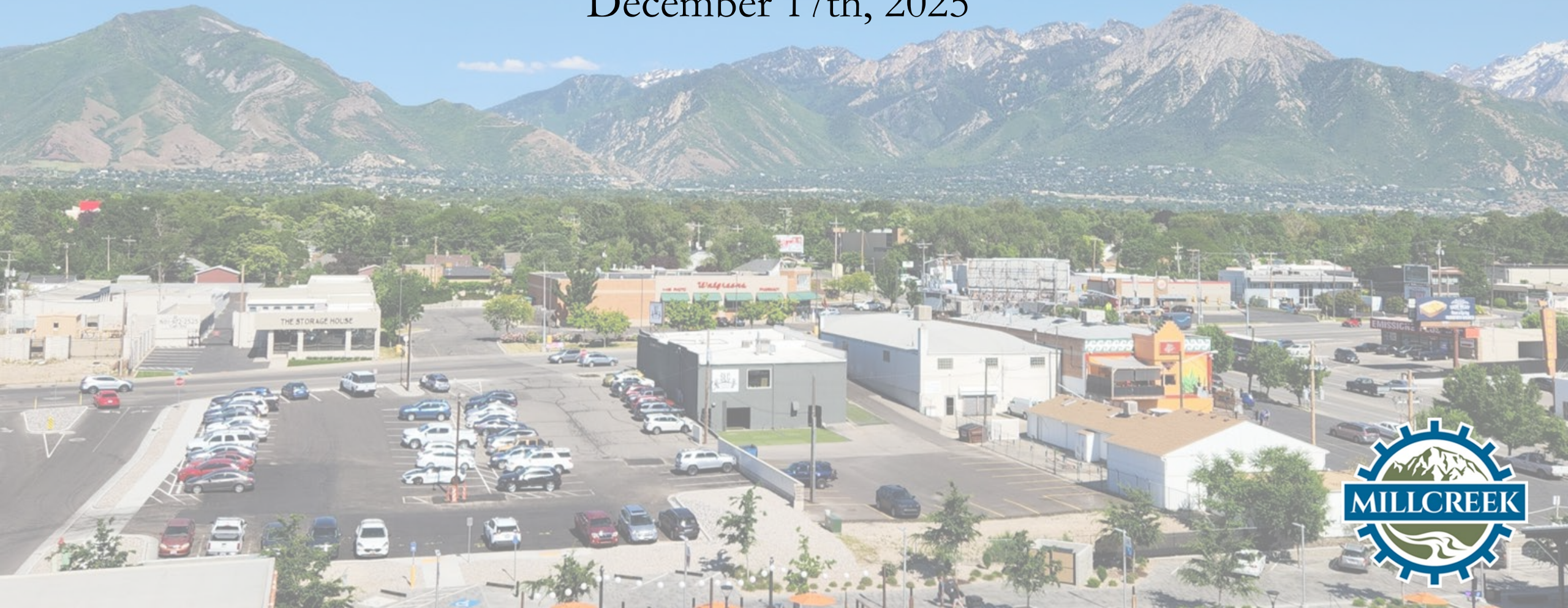


# MILLCREEK PLANNING COMMISSION

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December 17th, 2025



# ZM-25-004

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## Request to remove a zoning condition

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Location: 777 E 3900 S

Applicant: Preston Reading

Planner: Zack Wendel

# AERIAL



# ZONING



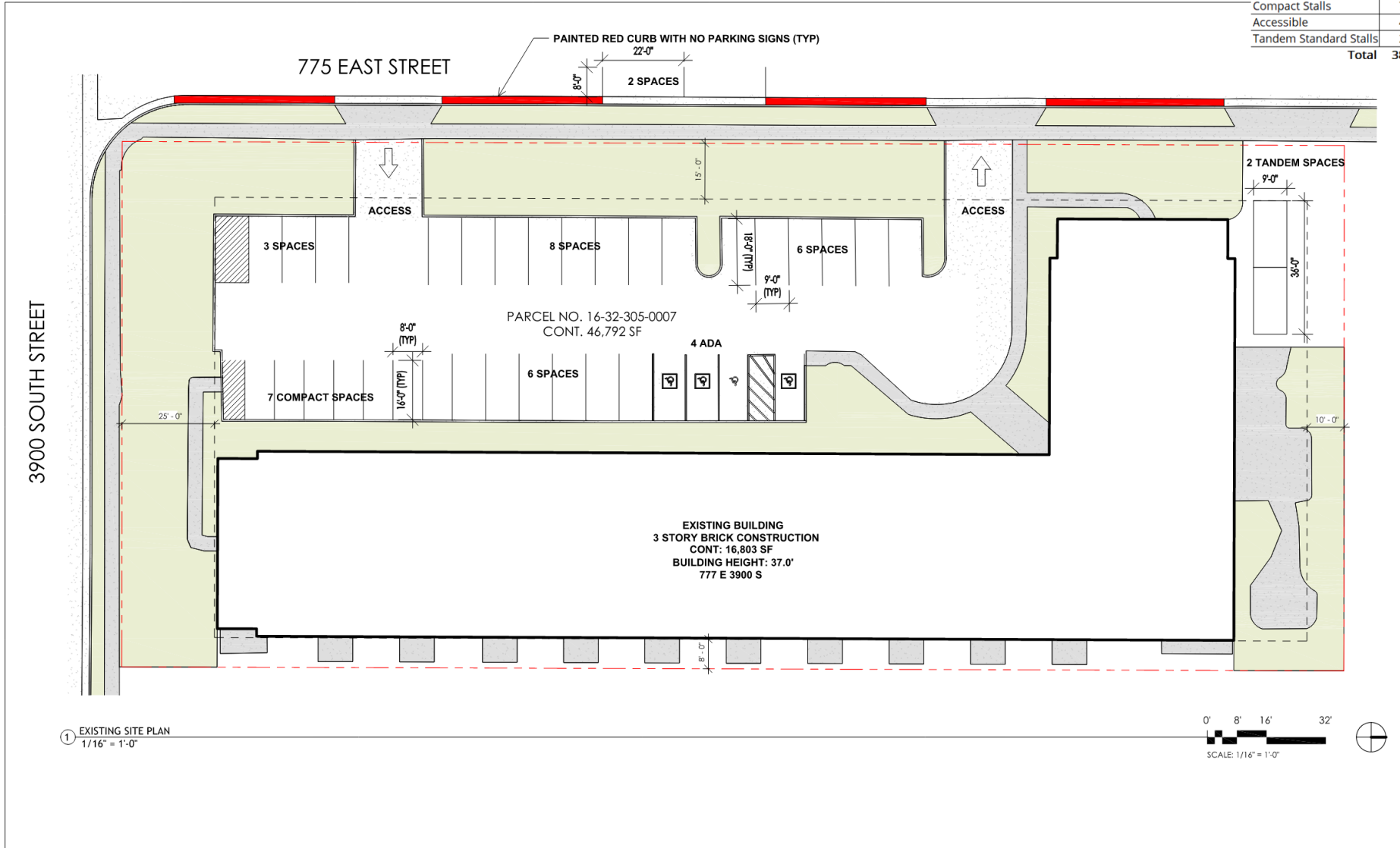
# LAND USE



# STREET VIEW



# PARKING RESTRIPE PLAN



## PARKING CALCULATION

### Required Parking

Residential Use	Min. Required	Total Units	Parking Req'd
Senior (55+ Housing)	0.5 spaces per unit	70 <sup>1</sup>	35
1 - The complex initially had 74 total units. However, one is a model with furniture that is not leased and three are used as administration and			

### Proposed Parking

Stall Type	QTY	Notes
Standard Stalls	23	9' x 18'
Off Site Parking	2	8' X 22'
Compact Stalls	7	8' x 16' (20% of total stalls required)
Accessible	4	Two standard and two van accessible
Tandem Standard Stalls	2	9' x 18'
Total		38

Street view imagery from July 2025 indicates the significant use of off-street parking along the property's 775 E frontage:



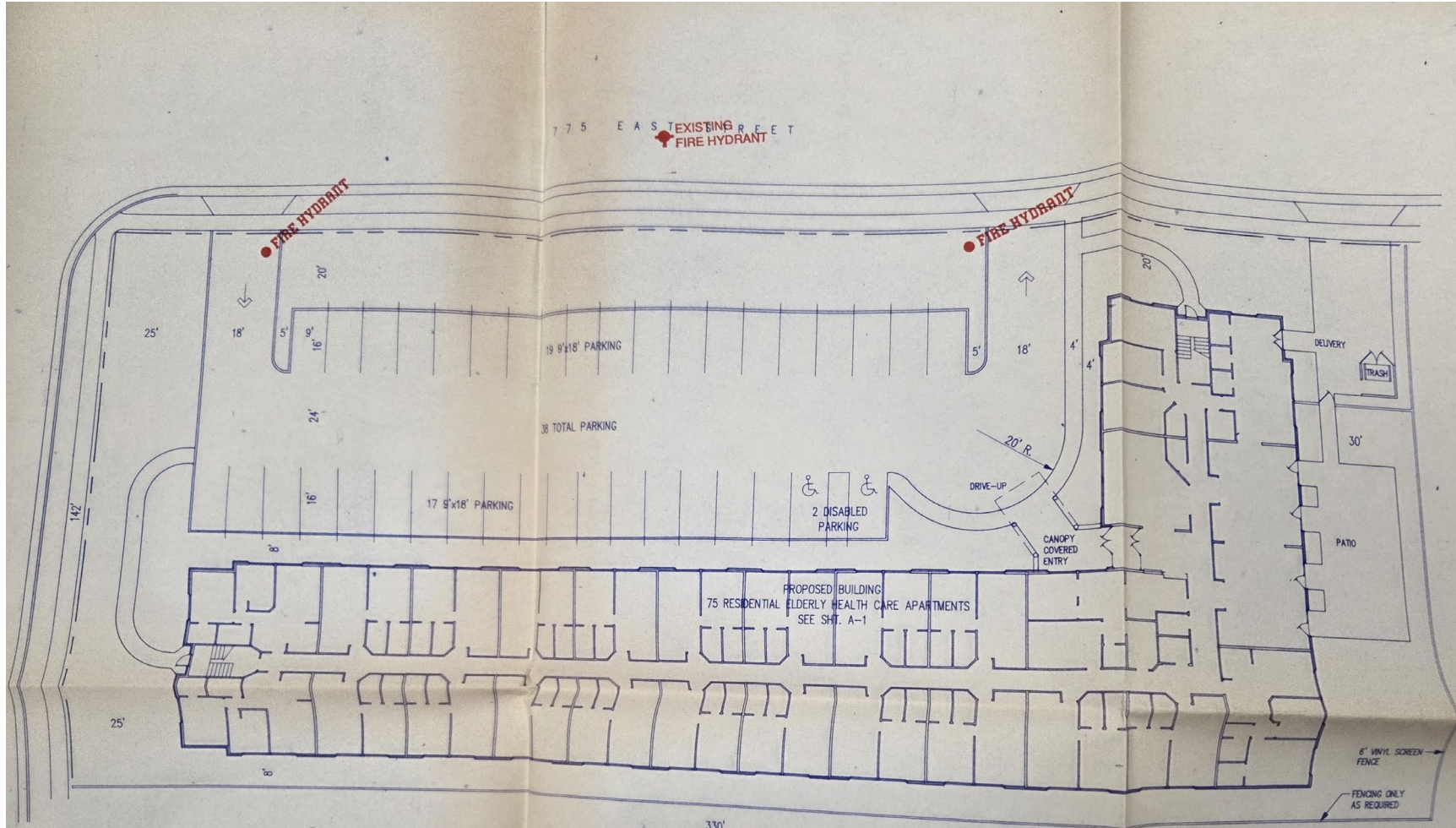
STREET VIEW

The following street view imagery was taken on November 25,  
2025, at 11:00am showing 775 E:

# STREET VIEW



# PRELIMINARY SITE PLAN (1995)



## PRELIMINARY SITE PLAN

SCALE: 1/16" = 1'-0"



**APPROVED**  
WITH CONDITIONS STATED BELOW.

Two (2) hydrants required. Fire hydrants to be located as indicated on approved plans. Combustible construction will not be allowed until hydrants and water systems are installed and operational. Timing of installation. Fire Protection facilities are to be installed by the developer, such facilities including all surface access roads shall be installed and made serviceable prior to and during the time of construction. U.F.C. 10.301  
NEEDED FIRE FLOW IS 5000 GPM.

SALT LAKE COUNTY FIRE DEPARTMENT  
DON R. BERRY CHIEF

By: Capt. Bill Proctor  
Date: 6-19-95  
I acknowledge the above stated requirements.  
Signature: Steve Coop 6-19-95

Shall give Fire Department an Engineering Analysis of the water system and verification of the fire flow and flow tests required previous to starting construction.

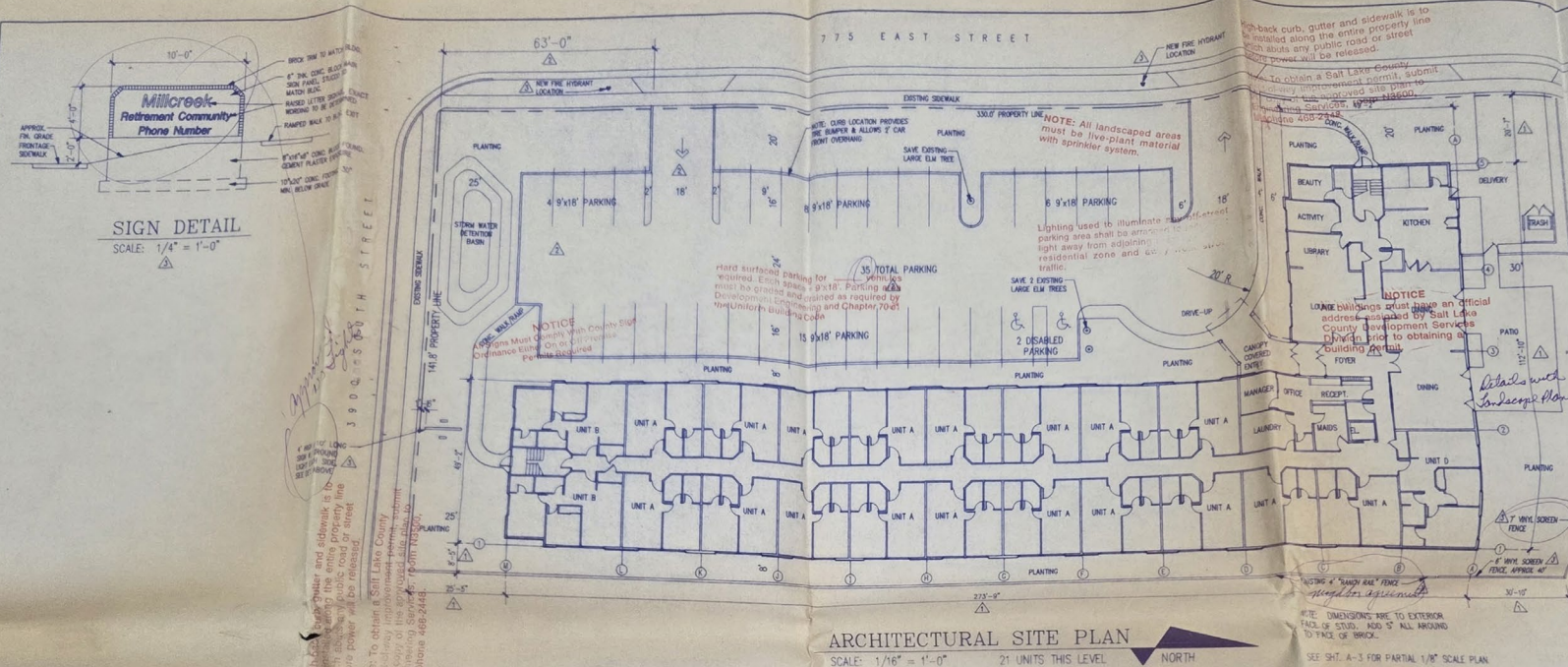
KENNETH LYNN HANSEN  
ARCHITECT



CONTRACTOR & SUBS TO VERIFY  
CONSTRUCTION & SITES TO VERIFY  
HAVE LATEST PLANS &  
SPECIFIC PRIOR TO CONSTRUCTION.  
THESE DRAWINGS & RECORDS ARE  
THE PROPERTY OF KENNETH LYNN  
HANSEN ARCHITECT

PRELIMINARY SITE PLAN

REVISIONS:



## Millcreek Retirement Community

### GENERAL NOTES:

1. ALL WORK SHALL COMPLY STRICTLY WITH THE UNIFORM BUILDING CODE, 1994 EDITION AND ALL STATE & LOCAL CODES & ORDINANCES.
2. ALL DIMENSIONS ARE TO FACE OF CONCRETE, MASONRY OR STEEL FRAMING UNLESS NOTED OTHERWISE.
3. DRAWINGS ARE NOT TO BE SCALED. ANY DIMENSIONAL DISCREPANCIES SHALL BE CLARIFIED WITH THE ARCHITECT.
4. CONTRACTOR SHALL NOTIFY ARCHITECT IMMEDIATELY OF ANY UNUSUAL GEOLOGICAL CONDITIONS ENCOUNTERED DURING EXCAVATIONS.
5. CONTRACTOR SHALL VERIFY ALL DIMENSIONS AND SITE CONDITIONS AND SHALL REPORT ANY INCONGRUENCIES TO THE ARCHITECT PRIOR TO BEGINNING CONSTRUCTION. COMMENCEMENT OF WORK IMPLIES ACCEPTANCE OF SAID CONDITIONS.
6. CONTRACTOR SHALL VERIFY THE LOCATION AND SHALL PROVIDE PROTECTION FOR UTILITIES WITHIN THE WORK AREA, WHETHER OR NOT SHOWN IN THE DRAWINGS. CONTRACTOR SHALL NOTIFY UTILITY COMPANY IMMEDIATELY OF ANY PROBLEM OR POTENTIAL PROBLEM WITH UTILITIES.
7. CONTRACTOR & SUB-CONTRACTORS SHALL VERIFY THAT THEY HAVE THE LATEST EDITION OF THE PLANS BEFORE PROCEEDING WITH THEIR PORTION OF THE WORK.
8. MECHANICAL & ELECTRICAL SUB-CONTRACTS ARE TO BE ON A "DESIGN-BUILD" BASIS WITH THE LAYOUTS SHOWN ON THE ARCHITECTURAL PLANS AS REFERENCES.
9. DIMENSIONS SHOWN ON ARCHITECTURAL SITE PLAN ARE APPROXIMATE. SEE CIVIL ENGINEERING DRAWINGS FOR ACTUAL ACCURATE SITE & BUILDING LAYOUT.

### BUILDING CODE INFORMATION:

BASED ON THE 1994 EDITION OF THE UNIFORM BUILDING CODE  
OCCUPANCY GROUP - R-1, APARTMENT HOUSES  
CONSTRUCTION TYPE: TYPE V, 1 HOUR RATED  
ALLOWABLE SQUARE FOOTAGE:  
10,000 SQ. FT. x 2 (TWO MAJOR STORES) = 20,000 SQ. FT.  
INCREASE FOR SPERRING = 2 x 20,000 = 40,000 SQ. FT.  
INCREASE FOR SEPARATION ON TWO SIDES = 1.25 x 40' = 50' x 2 = 20,000 SQ. FT. ADDITIONAL  
TOTAL ALLOWABLE SQ. FT. = 42,000 + 20,000 = 62,000 SQ. FT.  
ACTUAL SQUARE FOOTAGE:  
13,440 SQ. FT. PER LEVEL x 3 LEVELS = 40,320 SQ. FT.  
ALLOWABLE BUILDING HEIGHT: 3 STORES  
ACTUAL BUILDING HEIGHT: 3 STORES  
UNIT SEPARATION - ALL LIVING UNITS ARE SEPARATED FROM EACH OTHER BY ONE HOUR FIRE RESISTIVE PARTY WALL & FLOOR/CEILING ASSEMBLIES.  
CORRIDORS ARE OF ONE HOUR RATED CONSTRUCTION WITH 20 MINUTE RATED OPENINGS.  
STAIRWAYS & ELEVATOR SHAFTS ARE OF ONE HOUR RATED CONSTRUCTION WITH 1 HOUR RATED OPENINGS.  
DISABLED ACCESSIBILITY REQUIRED: PER THE 1994 EDITION OF THE UNIFORM BUILDING CODE 2 % OF THE LIVING UNITS AND ALL AMENITY AREAS MUST BE ACCESSIBLE. 2 % OF 77 = 2 ACCESSIBLE UNITS.  
DISABLED ACCESSIBILITY PROVIDED: ALL AREAS OF THE BUILDING ARE ACCESSIBLE & 7 LIVING UNITS ARE ACCESSIBLE/ADAPTABLE.

### BUILDING SQ. FT. & % DATA:

LIVING UNITS:  
UNIT A - 475 SQ. FT., ONE BEDROOM, ONE BATH - 58 UNITS = 27,550 SQ. FT.  
UNIT B - 652 SQ. FT., TWO BEDROOM, ONE BATH - 10 UNITS = 6,520 SQ. FT.  
UNIT C - 510 SQ. FT., ONE BEDROOM, ONE BATH - 4 UNITS = 2,040 SQ. FT.  
UNIT D - 704 SQ. FT., TWO BEDROOM, ONE BATH - 3 UNITS = 2,112 SQ. FT.  
UNIT E - 315 SQ. FT., STUDIO, ONE BATH - 2 UNITS = 630 SQ. FT.  
78.44 % OF BUILDING SQ. FT. TOTAL - 77 UNITS = 38,852 SQ. FT.  
COMMON ACTIVITY & MANAGEMENT AREA - 8.54 % OF BUILDING = 4,228 SQ. FT.  
CORRIDORS, STAIRS & ELEVATOR AREA - 13.00 % OF BUILDING = 6,438 SQ. FT.  
TOTAL BUILDING AREA = 49,518 SQ. FT.

**GEOTECHNICAL AND SOILS REPORTS**  
Approval based on compliance with the recommendations contained in the geotechnical and soil reports.

**NOTES - VERIFY & OBTAIN**  
All improvements required by civil engineering drawings shall be verified for a bond submitted to the County for review. Improvements shall be verified for a bond submitted to the County for review. Improvements shall be verified for a bond submitted to the County for review.

### INDEX OF DRAWINGS

SITE PLAN & TITLE SHEET	SP-1
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BUILDING ELEVATIONS AT 1/16" SCALE	A-2
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MIDDLE LEVEL BUILDING PLAN AT 1/8" SCALE	A-4
UPPER LEVEL BUILDING PLAN AT 1/8" SCALE	A-5
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ENTRY & MANAGEMENT AREA PLANS	A-13
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CIVIL ENGINEERING GRADING & DRAINAGE PLAN	T-1
CIVIL ENGINEERING UTILITY PLAN	T-1

**KENNETH LYNN HANSEN**  
ARCHITECT

7180 SOUTH 3300 EAST, SALT LAKE CITY, UTAH (801) 944-8633

STATE OF UTAH  
PLAT  
KENNETH LYNN HANSEN  
LICENSED ARCHITECT

**SITE PLAN & TITLE SHEET**  
MILLCREEK RETIREMENT COMMUNITY  
777 EAST 3900 SOUTH, SALT LAKE COUNTY, UTAH  
AN ELDERLY RESIDENTIAL CARE FACILITY BY THE SMOA CORPORATION

REVISIONS:  
12-6-95 UPDATE PER  
CGL PLAN CHECK &  
OWNER CHANGES  
12-14-95 PARING PER  
CGL PLANNING STAFF  
12-19-95 UPDATE PER  
CGL PLANNING STAFF

DATE:  
OCTOBER 5, 1995

FILE:  
KEN C./TEMP/UNSP

SHEET NUMBER:  
SP-1

## CONCLUSIONS:

1. The proposed removal of the zoning condition will allow the property to be operated as a multiple-household dwelling rather than an assisted living facility.
2. The zoning condition removal would not change the adopted Future Land Use Map which shows the land use designation as Mixed Use 1.
3. The zoning condition removal would formally expand access to moderate income senior housing, a goal supported by the Millcreek General Plan.
4. The most recent site plan submitted to the Planning Department shows the property would meet the minimum parking space requirements by re-striping the existing parking lot.
5. There are access and mobility concerns along 775 E that have come about due to the overflow of parking from the subject property.
6. The applicant's proposal to restripe the parking lot is insufficient to meet the parking demand, given observed overflow parking on a narrow residential road. Additional off-street parking is warranted given the current occupancy.

# COMMUNITY COUNCIL RECOMMENDATION:

- **Neighborhood Meeting –**

The applicant held a neighborhood meeting on June 13<sup>th</sup>, 2025, wherein 4 people attended, asked questions, and voiced their concerns about the overflow parking along 775 E blocking or limiting access to their properties.

- **Millcreek Community Council Recommendation –**

On Dec 2nd, 2025, Millcreek Community Council held a meeting to review, discuss, and take public comment pertaining to the proposal and made a unanimous recommendation against the proposal to remove the zoning condition on the subject property. The Council was in agreement that at this time there was not a sufficient parking plan in place to address the parking issues that have been created due to the property being converted from an assisted living facility to a 55+ senior living facility.

# RECOMMENDATIONS:

- **Staff Recommendation –**

Staff recommends that the Planning Commission take public comments and make a recommendation to the City Council in favor of removing the zoning condition on the property located at 777 E 3900 S subject to the following condition:

- The applicant shall have at least 38 parking spaces onsite.
- The applicant shall work with Millcreek's Public Works Department and Unified Fire Authority to paint no parking areas and post no parking signage along the subject property's frontage to protect and maintain access to the property's parking lot and nearby fire hydrants.

Staff suggests alternative recommendations that could address concerns regarding overflow parking:

- Recommendation against the removal of the zoning condition.
- Recommendation to limit the unit count to 64 units, and no re-striping or additional parking would be required.
- Parking shall not be sold separately from the lease.
- Alter the existing zoning condition to limit the use of the property to 55+ senior living.

# CU-25-009

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**Request for a conditional use permit (CUP) to  
allow a business office for an outcall service**

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Location: 715 E 3900 S

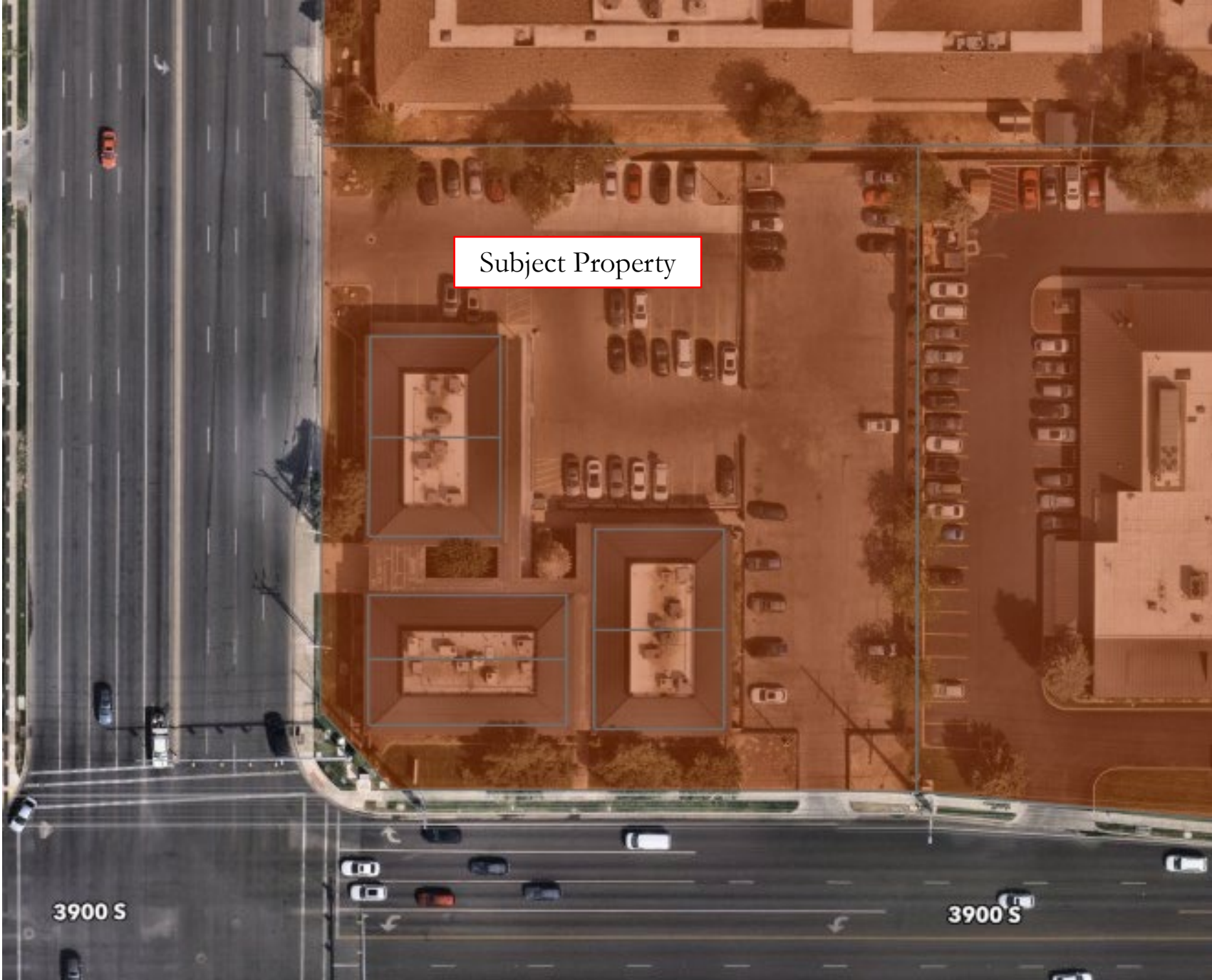
Applicant: Brandi Defa

Planner: Zack Wendel

# AERIAL



# ZONING



# STREET VIEW



## CONCLUSIONS:

1. The proposed business appears to meet all but one of the approval criteria for a Conditional Use Permit. Staff has determined that the current parking lot is not fully in compliance with off-street parking standards as the parking spaces are faded or gone and Millcreek's Parking and Mobility Standards requires parking spaces to be arranged and marked to provide the orderly and safe loading or unloading, parking, and storage of vehicles. (MKZ 18.63.020.A.4.b)
2. The applicant is following the required process set forth in Millcreek's Sexually Oriented Business ordinance for business office use of an outcall service. (MKZ 18.76.030.B)
3. The site is an existing office/commercial property. There is no proposed development with this application.
4. Lighting, fencing, landscaping, waste removal, and other similar aspects are anticipated to remain non-nuisance issues, so long as these items are continued to be well-maintained by the property owner.
5. The scope of the business at this location will be office use only, and many of the reasonably anticipated detrimental effects associated with sexually oriented businesses are mitigated by the fact that the proposed use will functionally be an office, provided all services will occur off-site.

# COMMUNITY COUNCIL RECOMMENDATION:

- **Neighborhood Meeting –**

The applicant held a neighborhood meeting on November 19<sup>th</sup> 2025, wherein no one attended.

- **Millcreek Community Council Recommendation –**

On Dec 2nd, 2025, Millcreek Community Council held a meeting to review, discuss, and take public comment pertaining to the proposal and made a positive recommendation to approve the proposed conditional use permit with the condition to restripe the parking lot removed. The vote was 6 in favor, 1 opposed and 3 abstained.

# RECOMMENDATIONS:

- **Staff Recommendation –**

Staff recommends that the Planning Commission take public comments and approve the conditional use permit for the property located at 715 E 3900 S subject to the following conditions:

- The applicant shall work with the property owner to provide a plan of action to re-stripe the parking lot and have one (1) year to complete the work.
- Only business-office use will be allowed at the location, and no outcall services will occur at this location.

- **Model Motion –**

I move that the Planning Commission approve application number CU-25-009, with the conditions that only business-office use will be allowed at the location, and no outcall services will occur at this location. And the applicant shall work with the property owner to provide a plan of action to re-stripe the parking lot and have one (1) year to complete the work.



Addition of a Water Preservation Element to the  
Millcreek Together General Plan  
GP-25-003



# Background

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Senate Bill 110, which was adopted in 2022, requires municipalities and counties throughout Utah to update their General Plans to include a Water Preservation Element that outlines water usage, preservation, and policy goals that relate to water. Millcreek partnered with Bowen Collins, a water focused civil engineering firm to help create this plan.

The Utah Department of Natural Resources, Division of Water Resources, have reviewed the proposed plan by Millcreek and affirms that the proposed plan meets the states requirements.

Required components of the plan include:

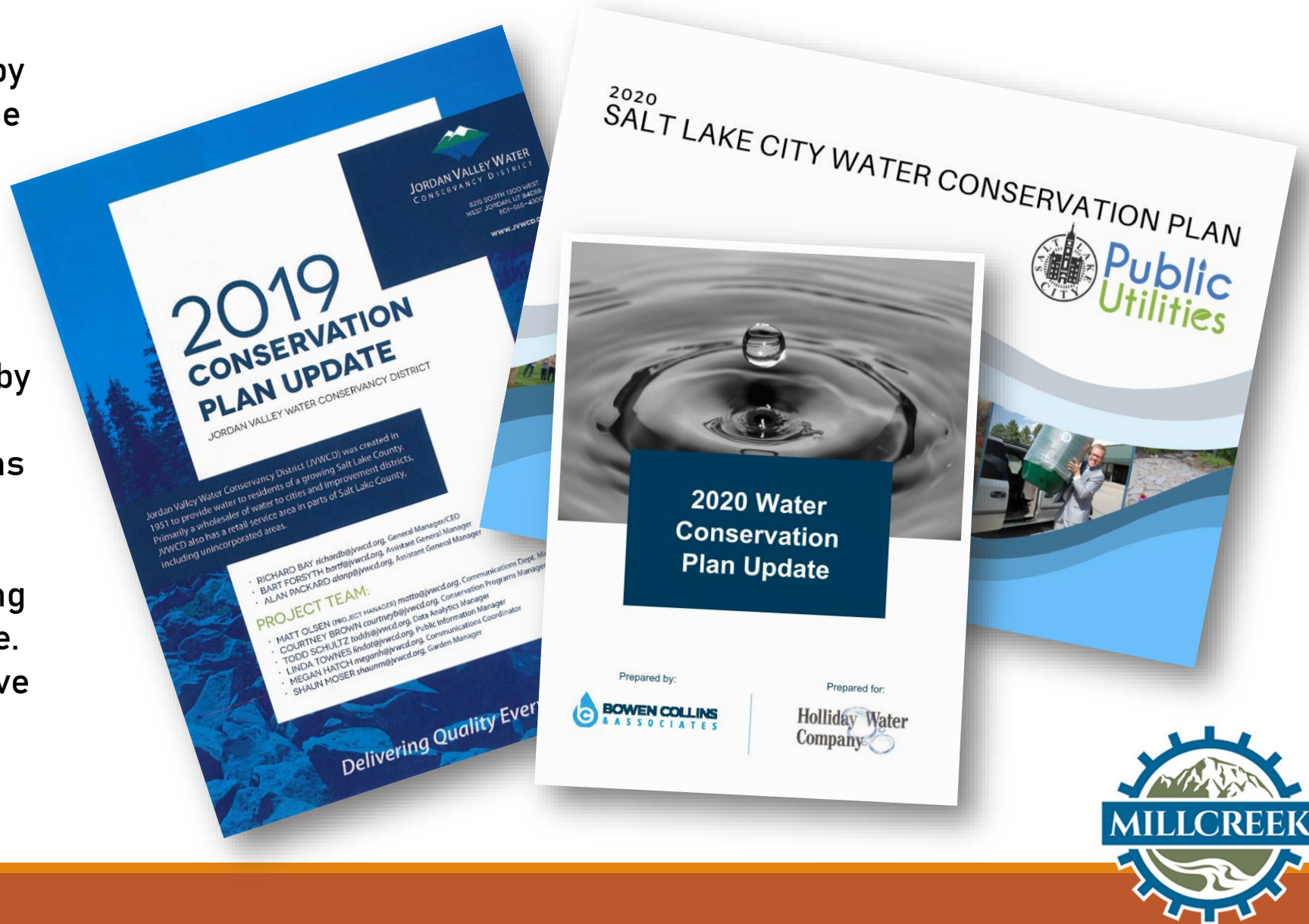
- Effect of permitted development on water demand and infrastructure
- Methods for reducing water demand and per capita consumption for future development
- Methods for reducing water demand and per capita consumption for existing development
- Opportunities to modify operations to eliminate or reduce conditions that waste water



# Preservation Plans vs Conservation Plans

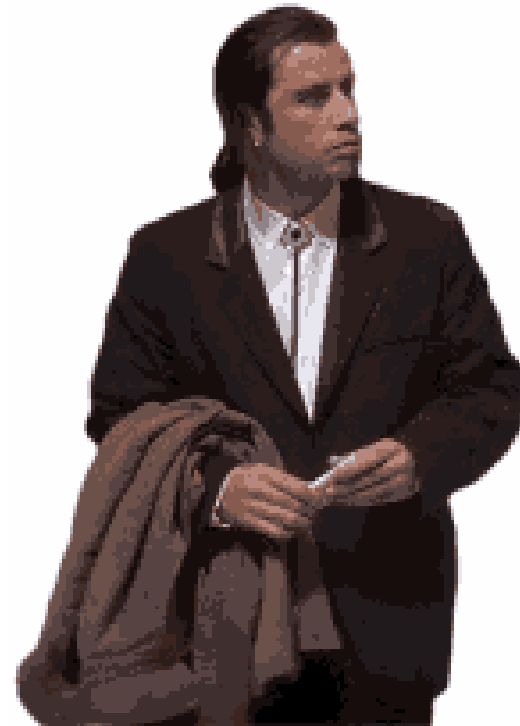
Preservation Plans are adopted by municipalities and counties. These plans outline ways to achieve demand reduction, water system consultation, and conservation policies.

Conservation Plans are adopted by public water providers and conservancy districts. These plans outline ways the water supplier and the end user can reduce per capita consumption to ensure long term water supplies are available. These plans are updated every five years.



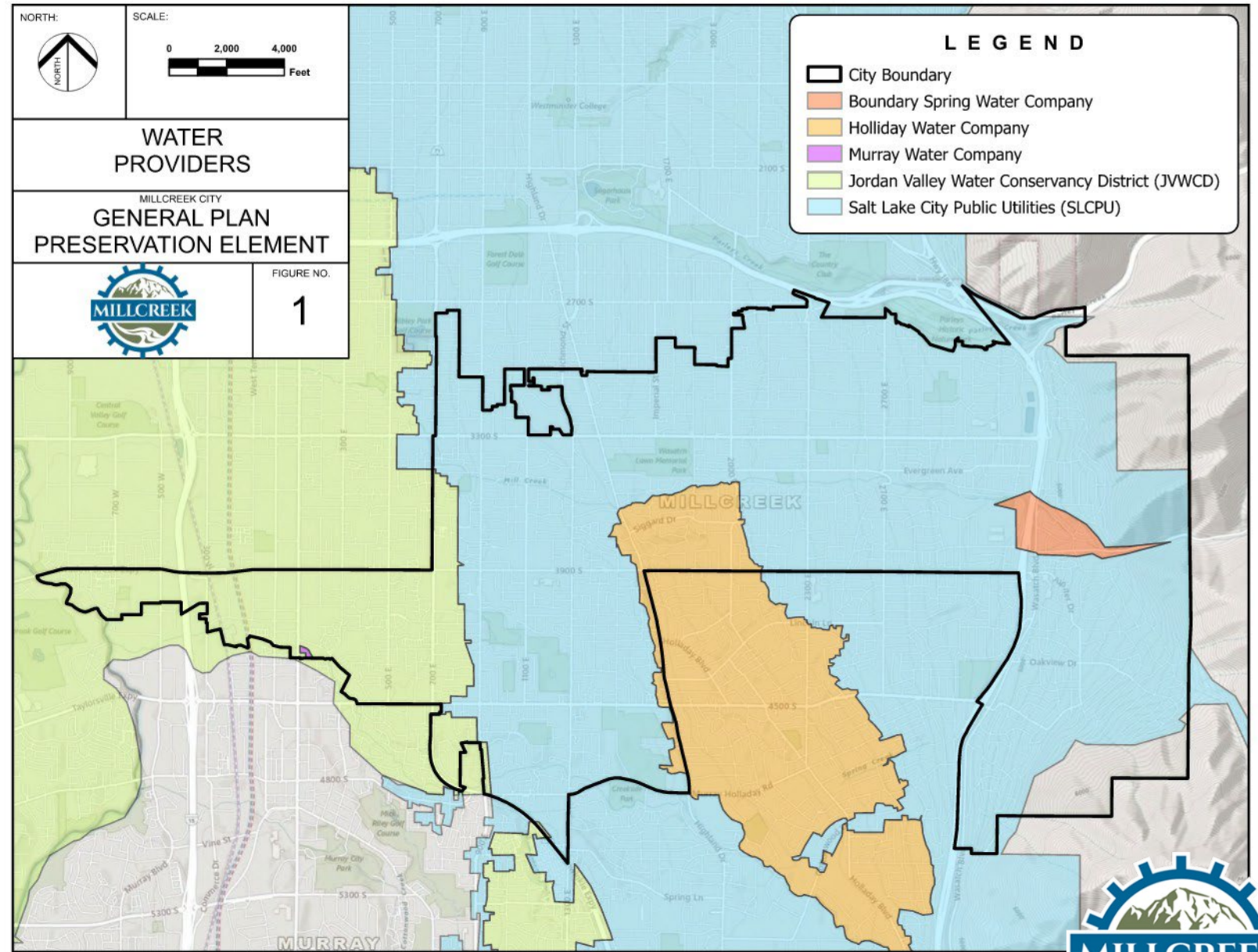
# Who Provides Millcreek's Water?

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A majority of the water provided to Millcreek residents is done by Salt Lake City Department of Public Utilities (SLCDPU). Jordan Valley Water Conservancy District (JVWCD) is the second largest provider in Millcreek with their service area being largely to the west of 700 East. Holliday Water Company and Boundary Springs Water Company serve a smaller part of Millcreek and receive a large amount of their water rights from SLCDPU.

Source water for Millcreek comes from the Cottonwood Canyons and wells found all around Salt Lake County.



# Millcreek's Water Consumption

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Since Millcreek is not a water provider, staff have worked with the separate water providers to gather data on water consumption in Millcreek and how that compares to their Conservation Plans. Due to some difficulty with getting specific numbers from all providers, staff had to use the data provided by SLCDPU to create usage for the entirety of Millcreek.

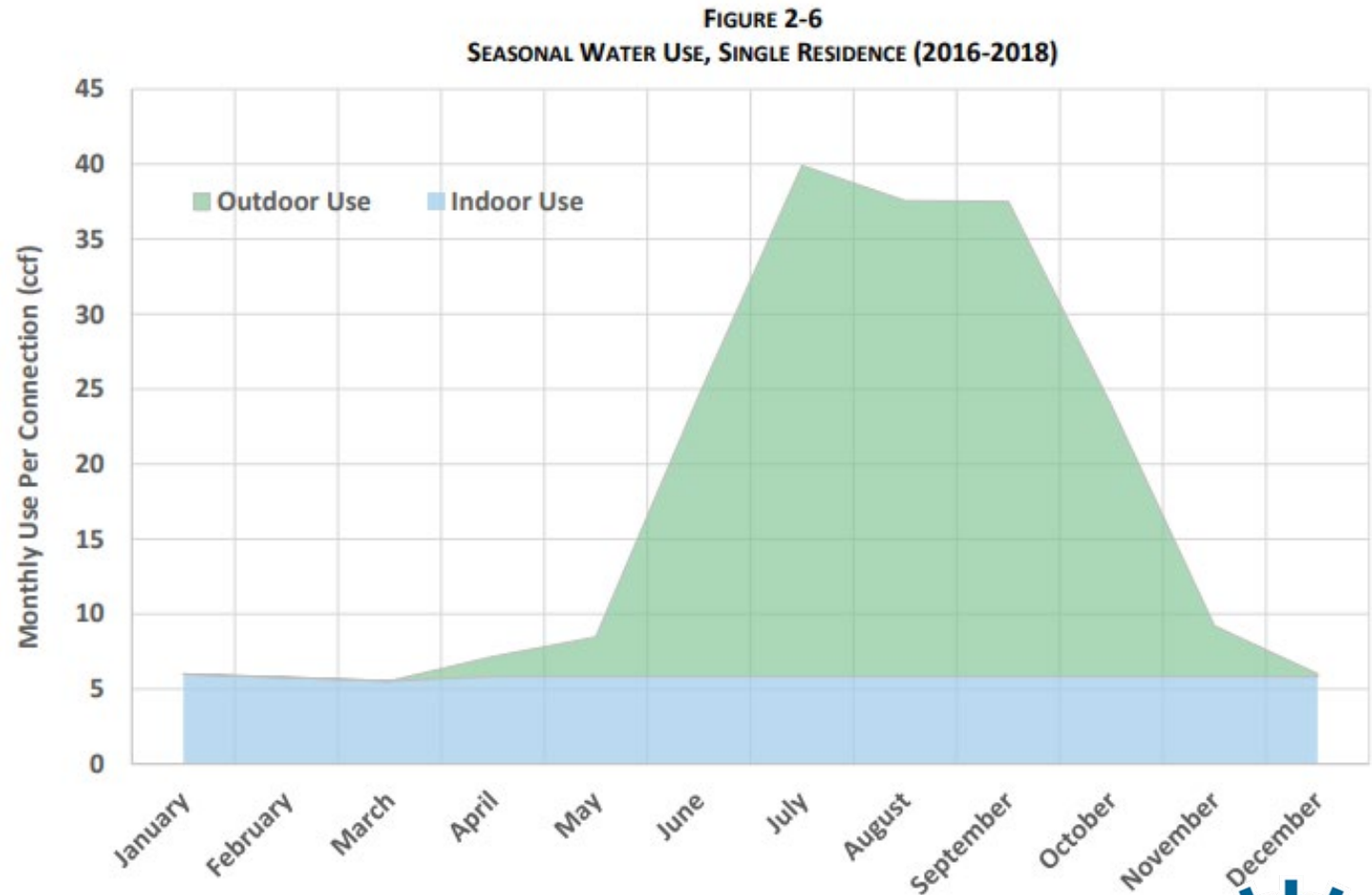
Based on numbers provided by SLCDPU, Millcreek residents on average use about 208 Gallons Per Capita per Day (GPCD). Taking this number and applying it to the population of Millcreek, the annual water usage is roughly 15,100 Acre Feet (AF). These numbers are *estimates* based on the data Millcreek has been provided by water providers. It is likely that the current GPCD is lower than 208 GPCD. A new study of water use conducted by Millcreek could help shed light on where, how, and how much water is used throughout Millcreek. More specificity from an additional study like this would help Millcreek create a more accurate and form fit water profile.



# Millcreek's Water Consumption

Water in Millcreek is largely used for residential purposes, specifically single residence households. Salt Lake Public Utilities states that 75% of the water they provide to Millcreek is used for residential purposes.

Since single residence households are the largest consumers of water, it's worth looking at how this water is used for an average household. Indoor water stays relatively static throughout the year, while outdoor water consumption spikes in the summer months.



This graphic is from the *2020 Salt Lake City Water Conservation Plan*



# Millcreek's Future Water Requirements

Part of the preservation plan outlines water requirements as Millcreek's population grows over the coming 40 years. Using data from the most recent Millcreek Median Income Housing Report, staff produced the following population growth projection:

Year	Population	Projected Growth Rate
2024	64,913	6.7%
2030	69,093	6.4%
2040	73,480	6.4%
2050	77,169	5.0%
2060	81,028	5.0%

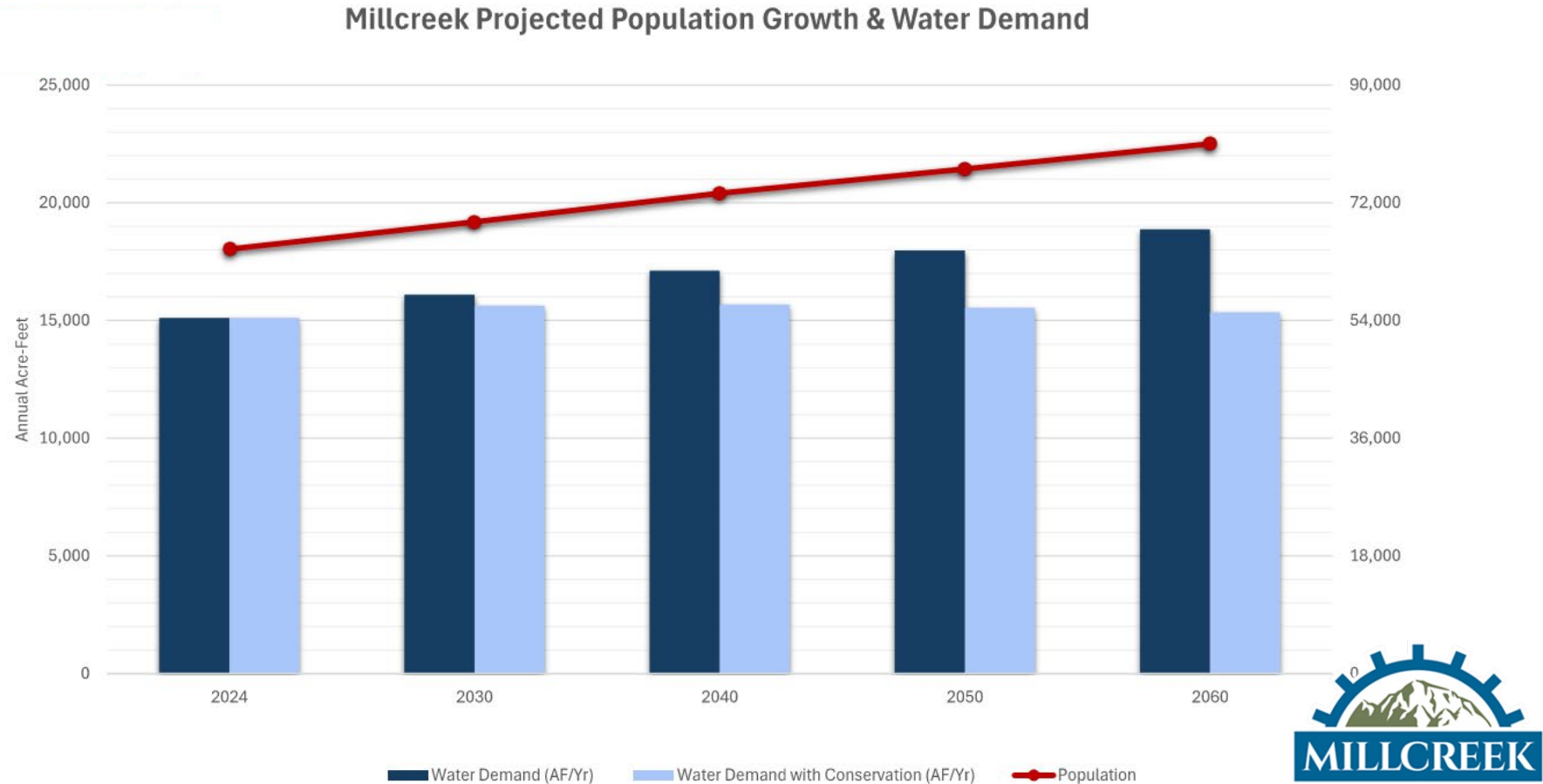
These numbers are just *estimates* and are very likely to change in coming years. Updating these numbers and projections as population changes will be necessary to ensure this preservation plan holds water into the future.



# Millcreek's Future Water Requirements

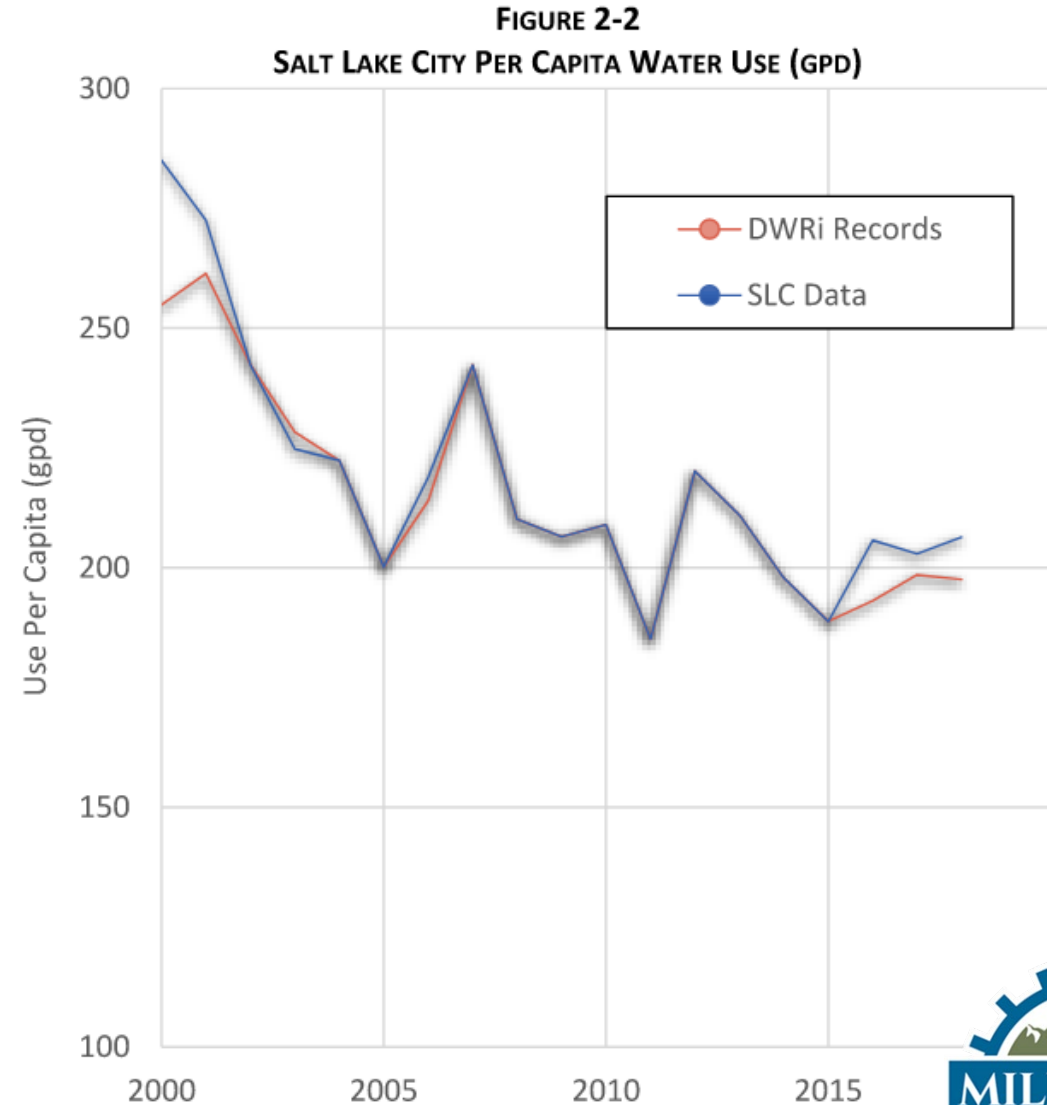
Based on the population growth numbers and existing water usage, staff graphed what water consumption would look like with, and without, water conservation practices. These consumption numbers are based on the estimated usage of 208 GPCD.

The numbers here align with the goals found in the *2020 Salt Lake City Water Conservation Plan*. Between the population estimates, future developments, weather patterns, technology changes, and unforeseen challenges, this graph and its assumptions are likely to change.



# Water Use Reduction

Reductions in per capita consumption have been trending downwards for the past several decades. Water providers have shown this trend in their conservation plans and in meetings with Millcreek staff. Some of this is due to an increase in population (which skews average consumption numbers), better technology & infrastructure improvements, and better water consumption practices by residents, businesses, and industries. The graph to the right is from the *2020 Salt Lake City Water Conservation Plan*. The data for this graph ends in 2018. Consumption numbers on this graph are based on the SLCDPU system as a whole and not specifically the Millcreek service area.



# What Can Millcreek do to Reduce its Water Consumption?

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Since Millcreek doesn't operate the water systems, options for reducing water usage are limited, but not zero. For years Millcreek has been working to be more water conscious and educate its residents on how they can limit their water usage.

Below are a few examples of Millcreek's efforts to preserve water:

- Participation in a rain barrel program.
- Zoning code requirements for waterwise landscaping and other water conscious infrastructure
- Newsletters outlining water savings programs and how to be more waterwise
- Participation in the Utah Waters Savers Program
- And more!



# Land Use and Water Consumption

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One of the biggest tools to reduce water is land use and density. Based on trends, research, and the water providers conservation plans, higher density residential development tends to have lower water consumption per capita mainly due to the less outdoor water usage and more efficient water delivery systems.

Two areas in Millcreek have the capacity for this higher density residential development, the Millcreek City Center and the Meadowbrook Area near 3900 S & Main Street. Corridors, such as 3300 S, also can host medium density residential development. These areas and corridors already have water infrastructure that can meet increased demand.

Reducing outdoor water usage through better land use, improved watering systems, and better education of water challenges, will help Millcreek reach the goals laid out in this plan and align with the goals found in the various water provider conservation plans.

If conservation of water is done diligently and in line with the adopted conservation plans of our water providers, then Millcreek will have reliable water into the future.



# Community Councils

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During the week of December 1<sup>st</sup>, staff attended Community Council meetings to discuss this water preservation element. Staff attended Mount Olympus CC, Millcreek CC, and East Mill Creek CC. The Canyon Rim Citizens Association did not meet in the month of December.

Mount Olympus CC unanimously voted to recommend the new Water Preservation Element as presented, with the addition of Millcreek working closer with SLCDPU to gain better transparency, more data, and have a bigger role in influencing conservation goals set by the provider.

Millcreek CC recommended the plan as presented with 6 in favor and 4 against. Members voiced concerns with the data found in the plan and the effects that water conservation may have on private property. Some also voiced concern about the state requiring Millcreek to adopt this plan.

East Mill Creek CC voted unanimously in favor of the plan as presented. They discussed smart meters, combatting over watering, and future education programs.

Canyon Rim Citizens Association did not meet in December but were sent a staff memo and draft of the plan. An emailed response from the CRCA president has been included in the staff report.



# City Council

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On Monday, December 8<sup>th</sup>, Staff presented this item to the Millcreek City Council for a first reading. This was done to ensure that this plan could be adopted in early 2026.

Council members wanted to see water quality mentioned in the plan since water quality can have a large impact on the Jordan River and Great Salt Lake. Staff added this as one of the strategies in the plan.

Other comments by council members surrounded total usage, state requirements, and data transparency with the water providers.



# Future Goals

---

This plan is based on some assumptions and data available at the time. For this plan to be effective, it will have to be updated periodically as new data becomes available and situations change. Working with the water providers and improving communication will help ensure the conservation and preservation plans align. Millcreek already meets monthly with SLCDPU and is looking to conduct similar meetings with JVCWD.

In speaking with Salt Lake Public Utilities, an idea of a water specific study conducted by Millcreek and SLCDPU would be advantageous to get better data on water usage and consumption in the Millcreek service area. This could help Millcreek and SLCDPU ensure that water consumption is trending in the right direction and in accordance with their respective water plans.

Staff is also proposing in this plan to do annual water education courses hosted by water providers and the Jordan Valley Conservation Garden Park. Education courses could help residents and staff on best practices and how to properly maintain waterwise landscaping.

Goals and strategies in the plan have been updated to reflect comments by the Community Councils, City Council, and staff.



# Model Motion

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I move to recommend application GP-25-003, the adoption of a Water Preservation Element to the Millcreek General Plan, to the Millcreek City Council as presented.

