



**Minutes of the
Millcreek Planning Commission
September 16, 2026
5:00 p.m.
Regular Meeting**

The Planning Commission of Millcreek, Utah, met in a regular public meeting on Wednesday, September 16, 2026, 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
Christian Larsen, Vice Chair
Steven Anderson
Jenny Burgess
Robert Peterson
Jacob Richardson
Victoria Reid
Diane Soule
Ian Wright (electronic)

City Staff

Elyse Sullivan, City Recorder
Francis Lilly, Planning Director
Zack Wendel, Planner
Sean Murray, Planner
Jake Green, Dev. Review Specialist
(electronic)

Attendees: Rick Hansen, Ryan Sexton

REGULAR MEETING – 5:00 p.m.

TIME COMMENCED – 5:03 p.m.

Chair LaMar called the meeting to order and briefly explained the duties of the planning commission.

1. Public Hearing

1.1 Consideration of ZT-26-002, Zoning and Subdivision Code Updates Planner: Francis Lilly

Francis Lilly presented the Commission with the redline proposed text changes, explaining that this round of zoning code amendments was geared primarily toward resolving specific state statute issues while continuing a process of ongoing improvement where provisions that "sound good on paper" prove difficult to implement. He apologized for two relatively late additions circulated the prior day, noting that while he ordinarily avoids late substantive land use changes, both items affected only how and when applicants apply for permits.

The first section expanded the removal and vacancy provisions for planning commission members in compliance with state statute. Items A through C were adopted verbatim from state law, including the phrase "impermissible bias," which Lilly indicated derives from case law though the statute provides no definition. Subsection D, "any other cause as determined

by the mayor," was added at the City Attorney's advice to restore language predating the statutory amendments. Lilly volunteered an alternative used by other cities: limiting cause to "malfeasance, misfeasance, or nonfeasance as determined by the mayor," terms he explained as performing work deliberately badly, incompetently, or not at all. He cited the example of a newly elected Orem mayor who removed all planning commissioners at once. Commissioner Reid and Commissioner Soule both characterized subsection D as overly broad and expressed support for the narrower formulation; written comment from Commissioner Ian Wright likewise found D too broad. A second provision clarified that a commissioner's discussion of a pending land use application with municipal staff, an elected official, or an applicant is not by itself cause for removal. In response to Chair LaMar, Lilly distinguished deliberation, conducted in a recorded, public meeting, from ordinary correspondence with staff or applicants, which remains permissible. He noted a variance between this language and the Commission's rules of procedure and committed to convening several commissioners and the City Council to revise those rules.

Lilly explained that language copied directly from state statute clarifies that an appeal hearing is not a venue for public clamor, limiting participation to the appellant, the land use applicant, their respective representatives, and staff. He also updated all statutory cross-references, which the Legislature renumbered after the city adopted its zoning code. He described two differing burdens of proof: an applicant must show the land use authority's decision was illegal or not supported by substantial evidence, while an adversely affected party must show the decision was illegal or that the factual findings were clearly erroneous. Lilly noted he is not an attorney but questioned the equal-protection implications of the distinction, adding that the city's role is to implement what the Legislature directs.

Staff reported that the current requirement that subdivisions resolve all noncompliant properties or uses has proven burdensome for certain residential subdivisions and carries implications for affordable housing. In the interest of preserving naturally occurring affordable housing, the amendment would allow noncompliant structures and structures with nonconforming uses to be included in subdivisions provided the resulting lots comply with lot coverage, lot size, and setback standards. Lilly illustrated the change with a legally nonconforming duplex on a large lot in an R1 zone: under current code the duplex would have to be removed to create a flag lot behind it, whereas the amendment would permit retention of the duplex where the applicant carries the burden of establishing its historic legality. Identical language was proposed for major subdivisions.

Addressing one of the late additions, Lilly explained that the change of use permit requirement adopted in 2025 has worked well overall, particularly for resolving parking questions, but produces an unnecessary burden for home offices and home businesses with no employees and no on-site customers. Such applicants currently must obtain a no-fee state home occupation permit from the business license office and then pay the city \$100 for a determination that no impact exists. The redline exempts those uses from the change of use permit requirement, while retaining the requirement for customer-generating uses such as hair salons, dance schools, or art schools. Commissioners indicated agreement. Lilly said amendments respond to changes in state statute governing classification requests, a process the city has used once. He explained the process using the analogy of a "cat hotel" applying under a code provision addressing dog kennels and noted the original state-mandated process improperly required the City Council to hear appeals, blending administrative and legislative

roles. Under the revised statute and code, a denial is appealed to Third District Court, while City Council review of a classification determination remains available and no longer passes through the Planning Commission.

The second late addition would eliminate the requirement for a formal application where the Planning Director, defined to include staff, can make a nonconformity determination from records held by Millcreek, including historic building and land use permits and historic zoning and subdivision codes dating to 1957. The applicant otherwise retains the burden of establishing that the nonconforming use, structure, lot, or other nonconformity legally existed. Lilly indicated staff can make this determination in most cases and would simply issue a letter. The amendment clarifies that the minimum area of a lot or parcel subdivided on a private street shall not include the area dedicated to the private street, protecting against the creation of noncompliant lots should the city later accept dedication of the street. In response to Chair LaMar's question regarding a private road terminating in what appeared to be a driveway, Lilly noted the existing definition of "private street" largely addresses the issue, that private streets must now be 25 feet wide, and that staff is working on Title 14 amendments to clarify related terms. Additional clarifying language addresses measurement of the largest circle that can be drawn within an oversized lot for purposes of determining side yard setbacks in the A, R1, and R2 zones; Lilly emphasized no spatial requirements were changed, and that the clarification followed a challenge the city successfully defended.

Lilly noted that the RM zone is the only zone requiring balconies or patios for every unit, unlike the C, C-Corridor, and MD zones. Housing Connect, developing deeply affordable senior housing on property it owns between Second and Third East, found the balcony requirement programmatically difficult. The proposed language would permit open space in lieu of private balconies where that open space is in addition to the minimum required and equivalent to at least 60 square feet per unit. Commissioner Reid asked whether the alternative should be restricted to senior housing. Commissioner Larsen recommended against limiting it to a specific demographic, viewing restriction as a hindrance to deeply affordable housing, and Commissioner Burgess agreed the provision should not be restricted, warning that excessive granularity would be unworkable. Commissioner Richardson noted potential value in additional green space and a more spacious property appearance. Lilly observed that most for-profit developers would elect balconies to maximize units, so the alternative would likely be used only in rare cases. The Commission elected to leave the provision as drafted, applicable to all housing in the RM zone.

References to open houses were struck because state law no longer permits their regulation. At the request of code enforcement, clarity was added regarding garage sale limits — three consecutive days per event. Chair LaMar observed that the language as drafted would permit repeated consecutive sales and cited a property in Millcreek maintaining a perpetual garage sale; he recalled a prior code provision establishing roughly twelve total days per calendar year and recommended adding a maximum annual total while retaining the three-consecutive-day limit. Lilly agreed to review the prior code and confer with code enforcement. Separately, a drafting error was corrected so that the 20-foot setback for accessory structures applies only to the property line abutting the public right-of-way, protecting the city's interest in potential right-of-way expansion.

Lilly noted that retaining walls were largely unregulated outside the Foothills and Canyons Overlay Zone until 2020–2021, leaving thousands of nonconforming walls, and that repair often requires full removal and replacement, triggering compliance obligations under the nonconforming ordinance. The amendment treats replacement of a noncomplying fence or retaining wall at the same height and location as ordinary maintenance and repair, while relocation or increased height would not qualify; ordinary maintenance and repair excludes structural alterations and may not increase the degree of nonconformity. Commissioner Richardson asked whether a homeowner replacing a nonconforming front-yard chain link fence could install chain link again, and Lilly confirmed they could under the proposed language, acknowledging this perpetuates the nonconformity. Commissioner Richardson expressed appreciation for staff allowing additional breathing room for homeowners with nonconforming uses.

Regarding new retaining walls, the maximum height of the first wall was reduced at the recommendation of city engineers, and walls were permitted nearer the right-of-way line. Jake Green explained that the three-foot clear view area governs the reduction, avoiding sight distance conflicts at driveways. A survey establishing the right-of-way line would be required where a wall falls within four feet of that line. Chair LaMar asked whether subsequent terraced walls beyond the first could still rise four feet with four-foot setbacks; Green indicated the code as drafted did not provide that, but that staff could discuss it, and Lilly invited the Commission to include the change in their motion.

Lilly reported that state law now prohibits regulation of exterior materials, roof pitch, and window placement on detached ADUs, extending prohibitions previously applicable to single-family homes. He observed that Millcreek permits ADUs closer to property lines than approximately one-third of Utah cities, which allow them only within the principal dwelling's setbacks, and expressed the personal view that such flexibility should be paired with greater municipal design discretion. He reported communicating this concern to the Utah League of Cities and Towns and the Property Rights Land Use Task Force. Because the existing local provisions are unenforceable, staff recommended their removal while continuing to advocate for restoration of municipal discretion.

The final substantive item increases the permitted standoff distance for wall-mounted wireless facilities from 24 to 36 inches, allowing antenna downtilt and enabling the city to remove the existing cell tower behind Check City in favor of a wall-mounted array on the City Hall parking structure. Related changes to the monopole ordinance would accommodate a better-designed, co-location-capable monopole near Evergreen Junior High. Commissioner Richardson noted that stealth monopoles are currently required only in the R1, R2, and R4 districts, while much of the west side of the city — including blocks of single-family homes along 500 East and Old Farm — is zoned RM, and asked that RM be added to the list, expressing openness to a citywide or mixed-use requirement consistent with the city's "Connected by Nature" motto. Lilly indicated the insertion would be straightforward and observed that in higher-density and city center zones, facilities are more likely to be building-mounted. Additional amendments updated images to match the text and added or revised definitions for "ordinary maintenance and repair," "parking lot," and "recreational vehicle," along with comprehensive updates to statutory and code cross-references.

Chair LaMar opened the public hearing.

There were no comments.

Chair LaMar closed the public hearing.

Commissioner Larsen moved that the Planning Commission recommend approval of ZT-26-002 zoning and subdivision code updates with the following additional updates: add malfeasance, misfeasance, and non-feasance to cause for removal of planning commissioner; add a maximum number of days in a year yard sales can be held; require stealth monopoles in RM zone; and allow for four foot side and front retaining walls beyond the first retaining wall. Commissioner Richardson seconded. Chair LaMar called for the vote. Chair LaMar voted yes, Commissioner Anderson voted yes, Commissioner Burgess voted yes, Commissioner Larsen voted yes, Commissioner Peterson voted yes, Commissioner Reid voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

2. New Item

2.1 Consideration of CUP-26-007, Request for a Conditional Use Permit for an Equipment Transfer Facility Location: 650 W 4100 S Applicant: Equipment Share Planner: Zack Wendel

Zack Wendel presented a conditional use permit application for Equipment Share at 650 West 4100 South, a 6.19-acre property located in Millcreek's Light Manufacturing Zone. He explained that Equipment Share proposes to operate an equipment transfer facility using the existing approximately 7,200-square-foot building for office and equipment maintenance and repair, with the remainder of the site primarily used for equipment storage. Because the proposed use is not specifically identified in the city's code, a previously approved classification request determined that it most closely resembles a truck transfer facility, which requires a conditional use permit in the Light Manufacturing Zone. Wendel noted that the property had previously operated as a truck transfer facility; however, because that use had been discontinued and the associated business license expired in February 2026, a new conditional use permit is required.

The proposed business would operate approximately 7:00 a.m. to 5:00 p.m., Monday through Friday, employ approximately 10 to 15 full-time employees, and generate an estimated 15 to 25 truck trips per day. Access would remain from 500 West, with no connection to 700 West. The equipment storage area would be gravel to mitigate dust, and the existing perimeter fencing would be repaired as necessary. As part of the site plan review, staff is also requiring approximately one tree for every 40 linear feet around the property perimeter to provide additional screening and help mitigate potential dust and noise impacts on surrounding properties. Wendel reported that a neighborhood meeting was held on July 16 with no attendees and an open house was held on September 1, where one neighboring resident attended and asked general questions about the proposed operation. Staff recommended approval of the conditional use permit subject to conditions requiring the applicant to obtain and maintain a valid Millcreek business license; obtain site plan approval and complete required improvements within one year of approval; comply with the submitted operations and detrimental-effects mitigation plans, with future modifications subject to Planning Department review; and comply with Salt Lake County's noise ordinance, including

prohibiting equipment loading, unloading, movement, or other noise-generating activities before 7:00 a.m.

Ryan Sexton, West Coast Construction Manager for Equipment Share, addressed the Planning Commission regarding the proposed facility. He stated that, beyond city requirements, Equipment Share plans to repair or replace fencing around the entire property and install privacy slats to help mitigate dust and screen the equipment from surrounding properties. The company also intends to install a drip irrigation system around the perimeter to maintain the required landscaping and trees. Sexton explained that the facility would primarily store heavy and general construction equipment, including bulldozers, excavators, and aerial lifts, and would not operate as a customer-facing rental location. Equipment would be delivered to and from job sites within an approximately three-hour regional service area, with the property serving primarily as a location to store and dispatch equipment. He noted that most equipment would be stored outdoors and that certain aerial equipment may reach approximately 40 feet in height when stored in the required raised position. Sexton added that Equipment Share has been in business for approximately 15 years, operates roughly 400 locations nationwide, and recently became publicly traded on Nasdaq.

Chair LaMar asked for public comment. There was none.

Commissioner Anderson moved that the Planning Commission approve the Conditional Use Permit, file number CUP-26-007 based on the findings and conclusions listed and presented by Staff, subject to the following conditions:

- 1. The applicant shall obtain and maintain a valid Millcreek business license for the approved use and shall remain in compliance with all applicable business licensing requirements.**
- 2. The applicant shall obtain a Site Plan approval and have one (1) year to complete any necessary site improvements.**
- 3. The applicant and any successor operator shall comply with the Operation Plan and Detrimental Effect Mitigation Plan submitted with the Conditional Use Permit application. Any modifications to the approved plans or operation of the use shall require review and approval by the Millcreek Planning Department prior to implementation.**
- 4. To comply with Salt Lake County's noise ordinance, the loading, unloading, or moving of equipment or other sources of noise disturbances shall not start until 7:00 AM.**

Commissioner Burgess seconded. Chair LaMar called for the vote. Chair LaMar voted yes, Commissioner Anderson voted yes, Commissioner Burgess voted yes, Commissioner Larsen voted yes, Commissioner Peterson voted yes, Commissioner Reid voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

The commission took a break from 6:13-6:30pm.

3. Commission Business

3.1 Approval of August 19, 2026 Regular Meeting Minutes

Chair LaMar moved to approve the minutes as presented. Commissioner Richardson seconded. Chair LaMar called for the vote. Chair LaMar voted yes, Commissioner

Anderson voted yes, Commissioner Burgess voted yes, Commissioner Larsen voted yes, Commissioner Peterson voted yes, Commissioner Reid voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

3.2 Housing Subcommittee Report

Commissioner Richardson reported that the Housing Subcommittee met earlier in the day and briefly discussed the recent APA conference, where Planning Director Lilly participated in several panel discussions. The primary focus of the meeting was the potential creation of an R-1-2 zoning district, which would allow residential lots of approximately 2,000 square feet. The Subcommittee discussed possible development standards, including limitations on home size, to help support housing affordability, as well as potential challenges associated with incorporating smaller lots into existing neighborhoods. Commissioner Richardson stated that the Subcommittee agreed to include the R-1-2 concept as an option during the upcoming General Plan review process to obtain community feedback. Chair LaMar added that the Subcommittee also discussed organizing a roundtable with developers, planners, Habitat for Humanity representatives, and other housing advocates to better understand which regulatory changes could meaningfully facilitate affordable housing development. He noted that developer input could help the Subcommittee evaluate practical changes to development standards, such as setbacks, and formulate informed recommendations for future code amendments.

3.3 Updates from the Planning Director

Francis Lilly brought up the idea of doing a planning-related book club. He requested the commission pick the book to read.

3.4 900 East and 3300 South Small Area Plan Discussion

Sean Murray provided an update on the small area plan for the area surrounding 900 East and 3300 South, emphasizing that the discussion was intended as a progress update rather than a formal review or adoption of the plan. Murray explained that the planning effort began as a collaboration between the Planning and Economic Development departments following Granite School District's interest in potentially developing employee housing on the open portion of the Roosevelt Elementary School property. The city partnered with MHTN to evaluate how potential development could appropriately fit the scale and character of the surrounding neighborhood while also addressing broader concerns previously identified by residents along 900 East, including pedestrian and bicycle safety, traffic, and a desire to support and retain small businesses. The plan considers existing land uses, zoning, transportation, transit, pedestrian and bicycle connections, development opportunities, and areas likely to remain stable or experience redevelopment pressure. Murray noted that the study area is predominantly commercial and includes several underutilized properties, including the former Salt Lake County library property and portions of the Granite School District property.

Murray also reviewed the extensive community engagement conducted as part of the planning process, including property owner interviews, site visits, a stakeholder workshop, and a well-attended neighborhood open house. Feedback included concerns regarding building height, neighborhood character, parking, pedestrian safety, traffic speeds, preservation of open space, and the potential displacement of valued local businesses. Based on this input, the draft plan

includes potential recommendations related to building heights and design standards, landscaping, street trees, lighting, bicycle facilities, safer sidewalks and intersections, and other public-realm improvements. Murray emphasized that the intent is to proactively establish appropriate standards for future development rather than react to individual projects after redevelopment occurs.

Regarding the potential Granite School District employee housing component, Murray explained that the District previously surveyed employees and received hundreds of responses indicating interest in housing options, with needs ranging from studio units to larger units suitable for families. Consultants developed several conceptual scenarios that attempt to balance those housing needs with community feedback and development feasibility. Concepts include combinations of row homes and apartments, preservation of public open space, improved pedestrian connections and mid-block crossings, and potential mixed-use opportunities on the former county library property. Murray stressed that these concepts are illustrative only and do not represent an approved development proposal. He added that Salt Lake County continues to consider potential uses for its property, which could include affordable or senior housing, childcare, other public-serving uses, or other options consistent with county goals.

Francis Lilly added that city staff plans to meet with Salt Lake County to discuss the future of the former library property. He stated that the city had previously approached the county about collaborating on an affordable housing opportunity at the site and indicated that affordable housing remains one possible use. However, he noted that the county is considering several competing interests and potential options for the property, including an arts center, another county facility, sale of the property on the open market, or affordable housing. Lilly explained that the county will need to evaluate these options and determine its preferred direction, and he expressed his belief that a decision may not occur until after the election.

Murray continued the presentation by reviewing three conceptual development scenarios for the Granite School District property. He explained that the concepts were developed to demonstrate a range of housing types that could accommodate differing employee needs while avoiding a single large building that would be inconsistent with the surrounding neighborhood. One concept included a three-story apartment building with approximately 42 two-bedroom units and 14 two-story, three-bedroom townhomes, along with nearly one acre of combined green and plaza space. Murray stated that Granite School District has not indicated a strong preference for owner-occupied housing and is currently more focused on determining whether employee housing is feasible, potentially allowing employees to use the housing temporarily as they transition to other housing opportunities. He emphasized that the District remains in the preliminary stages of evaluating the concept and has not determined whether it will proceed.

Murray explained that the alternative concepts vary in building placement, unit count, parking, and open-space configuration. One option places buildings closer to the street to establish a more defined urban street edge while locating green space farther from traffic and noise, while another combines elements of the first two concepts and incorporates green space through the property. The concepts also incorporate recommendations from the 3300 South corridor planning efforts, including a multi-use path, public plazas, pedestrian connections, and open space. Murray noted that the existing Roosevelt Elementary building is expected to

remain in use and is currently occupied by the Utah International Charter School, while the potential housing concepts focus on the adjacent open portion of the school district property. He also highlighted proposed building step-backs, with approximately two stories nearer the street and three stories farther into the property, as a way to respond to neighborhood concerns about building height and massing. Murray acknowledged that conditions on some nearby properties have changed since the concepts were prepared, including improvements to a property near the proposed teacher village, but noted that preservation and creation of additional green space remained a consistent priority expressed by residents.

Murray reiterated that the small area plan remains preliminary and that additional refinements will primarily consist of expanded descriptions, more detailed design recommendations, and other adjustments. He explained that the plan itself would provide policy guidance rather than impose binding development requirements; implementation of specific design standards would likely require a future overlay zone or similar regulatory mechanism. Staff also anticipates addressing provisions such as the city's right of first refusal should Granite School District decide to sell the undeveloped property. Murray confirmed that all three development concepts are expected to remain in the final plan as illustrative options rather than selecting a preferred alternative. He emphasized that the concepts are intended to demonstrate to Granite School District how its potential housing needs could be balanced with the priorities and concerns identified through community engagement and do not represent approved or finalized development plans.

Commissioner Larsen recommended that the plan articulate a vision for the southeast corner of the intersection, which had been identified as a catalytic site but for which no concept detail had been prepared. Drawing on conversations with the property owners, Commissioner Larsen reported that while they expressed no immediate desire to redevelop, they did express a long-term interest in redevelopment and in retaining office use. Commissioner Larsen therefore suggested the plan define an office or other low-impact commercial use for the corner that would represent an improvement over existing conditions, noting that the plan already identifies desired outcomes for other privately owned parcels and that a site designated as catalytic warrants a stated vision. Commissioner Larsen closed by expressing overall optimism about the plan. Chair LaMar asked whether ground-floor office with residential above might be contemplated; Commissioner Larsen responded that the property owners had expressed interest in retaining all-office use, and that any outcome depends on alignment between property owners and developers, favoring a low-impact office or medical use better than what exists today.

Chair LaMar expressed a preference for the concept preserving the greatest amount of open space, while acknowledging that the outcome largely depends on Granite School District's own decisions regarding unit count. The Chair asked whether Millcreek might help offset the cost of publicly used open space so that the school district is not effectively subsidizing a city park, and whether such an arrangement could serve as an incentive. Francis Lilly responded that housing constructed on the site would be subject to a parks impact fee noting that a nonprofit entity is not exempt and that the city could, by agreement, credit the district the cost of that fee against equivalent improvements. Murray indicated that such an arrangement would be ideal but cautioned that district administrators are focused on district-wide matters and that the site represents only one small area of their portfolio; staff would pursue those conversations if the district's interest increases.

Chair LaMar emphasized the importance of framing the open space positively for the district, which might otherwise view it as forgone housing area, and asked whether the city has resources to assist the district through the development process, so the effort is not deferred as overwhelming. Lilly replied that the plan itself is partly intended to serve that function and noted that Economic Development Director Mike Winder is effective at assembling such efforts. Chair LaMar observed that the city, not the district, has funded and prepared the plan, presenting an idea for the entire area rather than for Granite alone. Lilly explained that the effort began with a conversation with the district about its intentions for the property and became serious enough, particularly as densities and unit counts were discussed, that the Planning Department determined the concept should be aired publicly. He added that when he hears from applicants that existing zoning height limits will not accommodate a project, his response is to initiate a plan.

Commissioner Soule noted that the school district has prior experience with this type of process through the Meadowbrook and Millcreek station area planning efforts where district representatives participated in public workshops and recalled that the district was then considering selling a closed maintenance facility property. She suggested that, given school downsizing and facility costs, the present effort may offer the district another avenue to dispose of surplus property.

Commissioner Soule asked why the document is titled a small area plan when the commission has historically discussed village districts and village centers. Murray explained that a small area plan is simply a focused plan for a defined area, and that this document constitutes a small area plan for a village center. He noted the station area plan is likewise a small area plan centered on the transit station and that small area plans elsewhere are sometimes organized around historic districts with standards governing signage and roof pitch. He explained that the General Plan already identifies several areas intended to function as centers with their own identity, that the city has completed few of these since incorporation due to competing priorities, and that the first step is the small area plan, followed by new zoning or an overlay zone to implement the vision. Even absent implementing zoning, he noted, the plan provides direction against which future rezone requests can be evaluated with respect to identified community values such as open space, height restrictions, and small businesses.

Commissioner Soule asked whether staff had any sense of the long-term intentions of Rancho Market and the Maliheh Free Clinic, and whether Rancho Market would be open to allowing portions of its parking lot to accommodate additional businesses. Murray reported that the owner of Rancho Market described the location as among her most successful stores and is unlikely to relocate, that she was supportive of measures making access safer for the substantial share of customers arriving by bus, bicycle, walking, and car share, and that she has been approached informally about additional uses on the parking lot. Her principal concern is preserving access to the property and maneuvering room for delivery trucks. He noted this is the reason several concept drawings show an additional building on that lot, describing the parking area as rarely if ever fully utilized. Regarding the Maliheh Free Clinic, he reported the tenant moved in relatively recently, has made significant building improvements, and shows no indication of leaving.

Commissioner Peterson characterized Rancho Market as the opposite of a food desert — an affordable and attractive "food oasis" and suggested the possibility of a food court or grouping of ethnic food vendors in the area. Commissioner Larsen cautioned that such a use would compete with rather than complement Rancho Market and might not be welcomed on that particular site. Commissioner Larsen added that, in his view, the plan represents the city leading with vision: while none of the concepts are certain to be realized, articulating the possibilities may inspire property owners and developers to view the area with new eyes, knowing the city supports the direction.

Commissioner Burgess asked about the timeline. Murray responded that the next step is to incorporate the changes already identified internally along with the commission's recommendations, complete staff review, and then release the draft for public comment through a public open house of the kind held at the beginning of each month, which he anticipated would again draw substantial attendance. He expected the plan could be adopted relatively soon thereafter, with final adoption resting with the City Council. In response to a further question from Commissioner Burgess, he confirmed that the multiple concepts would likely remain in the document, as they are directed primarily at Granite School District but also communicate to any future developer the public's preferences for lower building heights, avoidance of high-rise or overly dense development, added greenery and open space, and conversion of surplus parking where feasible.

Commissioner Larsen again commended staff and the consultant on the open space preserved in all three concepts, observing that preservation of the existing open field was by far the most frequent public request and that the field is well loved and well used. Murray agreed, noting the goal of allowing it to be better utilized — more open, not fenced off, and usable without ambiguity about public access.

Commissioner Reid asked what use staff envisions for the former library building as complementary to the balance of the plan. Murray reported that several nearby residents he spoke with at the neighborhood meeting expressed indifference as to the specific use so long as the building is no longer vacant. He identified childcare or daycare as a complementary use aligned with county policy, noted that affordable housing remains a continuing city objective, and offered a personal preference for small business uses such as restaurants, while acknowledging proximity to the elementary school. He emphasized that the overarching goal is a use benefiting the public good rather than luxury townhomes.

Commissioner Reid asked whether the city could help facilitate the landscaping shown in the concepts within the large grocery store parking lot, observing it would substantially improve the area's appearance. Murray indicated that grant funding and other programs likely exist, that Mike Winder would be the appropriate resource, and that increased shade coverage in large, paved expanses is already addressed in city code. Francis Lilly suggested the item could be added to the plan as an implementation goal to work practically with the property owner on reconfiguring the parking lot. Commissioner Reid then asked whether there is appetite for owner-occupied housing within the plan area, noting the volume of apartment units already constructed. Murray responded that the outcome depends on Granite School District's intentions, and that the proposed right of first refusal could allow the city to acquire the property and either pursue owner-occupied housing directly or plat the property and sell individual units. He cautioned that the effort remains conceptual, that no civil construction

plans have been prepared, and that property lines are drawn only at that later stage. Commissioner Peterson also raised the possibility of an educational or tutoring hub associated with the teacher housing, potentially operated online, leveraging the concentration of educators on site.

Commissioner Richardson asked for further explanation of the mechanism available to the city. Lilly clarified that state law already requires school districts to offer surplus property to the municipality first, so the question is not whether to negotiate a right of first refusal but whether the city should act on it. He suggested the plan include an implementation strategy to exercise the right of first refusal to acquire as much property as possible in order to control the outcome, including open space and owner occupancy, subject to budget. Commissioner Richardson expressed support.

Chair LaMar asked whether the plan would proceed through the code process to an overlay zone for the area. Sean Murray explained that the plan functions as a guiding document similar to the General Plan, which in Utah is advisory rather than binding, and that making the vision prescriptive would require either an overlay zone or a new zoning designation; a decision not yet made. He noted the advantage of an overlay zone is that standards can be applied to this area without altering commercial zoning elsewhere in the city. Chair LaMar made a comparison to the overlay zone adopted for the village center near Olympus Cove along Wasatch. Sean Murray distinguished that overlay as developer-initiated and contemplated in code, requiring certain public improvements, such as the multi-use path, in exchange for larger development, whereas a city-initiated overlay for this area would be drafted differently. In response to Commissioner Larsen, he indicated that if Granite School District initiated the project, a similar route would likely be used, but that the resulting overlay would be tailored to the site and might not include all descriptors the city may wish to apply elsewhere in the study area.

Commissioner Larsen suggested enlisting the Arts Council and UDOT to install a "Welcome to Millcreek" sign across 3300 South. Commissioner Soule, referencing the southeast corner discussion, agreed that office or small business use could be appropriate but urged that any redevelopment be required to add green space, noting the extensive parking associated with existing businesses and that even improved landscaping would represent a gain. Murray agreed, reporting that additional greenery, street trees and open space, was a recurring theme at the neighborhood meeting, and that an overlay zone could establish standards governing streetscape, public space, and parking ratios for any development in the area. Commissioner Larsen clarified that his recommendation for the corner is simply to envision something better than what exists — two-story office buildings similar to those across the street or in downtown Sugar House, expressly not high-rise development, possibly with a small corner plaza at the intersection.

Murray indicated he may follow up with commissioners by email and would return with a more official plan incorporating the requested detail, noting it may take some time. Lilly stated his preference to package the small area plan with the 900 East corridor study and notice the entire effort together, adopting the plan alongside appropriate future land use map interventions along the corridor per the prior meeting's recommendation, estimating a couple of months to assemble. Murray suggested it may be more manageable for staff to process the

corridor in segments rather than as a single large action, leaving that as a process question to be resolved later.

3.5 Central Jordan River Reconnect Plan Discussion

Sean Murray provided an overview of the Jordan River Regional Park planning effort led by Salt Lake County in partnership with consultant PORT. He explained that the Utah Legislature previously designated the central Jordan River corridor, extending generally from south of Salt Lake City through the Murray and Midvale area, as a regional park, requiring the County to develop a coordinated plan for improvements, access, recreation, and environmental preservation. Because the corridor crosses multiple jurisdictions, the planning process involves five municipalities, along with Salt Lake County, the Jordan River Commission, and other stakeholders, with the goal of establishing a cohesive vision that reflects state requirements and the individual goals of participating communities. Murray noted that Millcreek has the smallest portion of the study area but has already completed several improvements along its section of the river, including trailhead, boat launch, and bridge improvements.

Murray explained that the plan is organized around guiding principles emphasizing a healthy river corridor, multiple forms of transportation and recreation, environmental preservation, and accessibility. Focus Area 4 contains the portion affecting Millcreek near 3900 South and proposes additional improvements intended to restore a more natural stream environment and enhance recreational opportunities. Potential improvements include creating more natural and meandering stream channels, enhancing perennial stream areas, increasing native vegetation, and improving nearby parks, overlooks, and recreational amenities. The plan also identifies design approaches such as elevated boardwalks that would provide public access while minimizing impacts on soils and vegetation. Murray highlighted a longer-term proposal to raise the Meadowbrook Expressway/3900 South bridge to allow the Jordan River Trail to continue beneath the roadway on both sides of the river and provide sufficient clearance for kayaks and other watercraft, reducing the need for pedestrians, bicyclists, and river users to cross or portage around the roadway. He noted that other proposed improvements outside Millcreek, including overlooks and connections near General Holm Park, could also benefit Millcreek residents and river users. Murray concluded by explaining that Salt Lake County will provide a more detailed presentation to the Planning Commission as the plan moves toward adoption and requested that commissioners identify questions, concerns, or priorities in advance so county representatives can address them during that discussion.

Chair LaMar requested better wayfinding signs on the trail and over the river for kayakers. Commissioner Peterson asked whether the report addresses housing and homelessness. Murray explained that the State Legislature's designation established the regional park with specific requirements, which the county was then directed to satisfy; the plan is accordingly focused on identifying needed improvements along the river and coordinating them across the several municipalities involved, each with differing goals. He noted the plan does address the subject in places, particularly with respect to conditions along the South Salt Lake segment, and that one rationale for constructing trails on both sides of the river is to increase "eyes on the trail." Opening sight corridors so that users can see others across the river and along the path addresses safety, crime, and homelessness concerns by eliminating stretches where a user is isolated from view.

Commissioner Richardson reported working with Council Member Catten on planting additional trees along the Millcreek section of the corridor and asked that the county be willing to work with municipalities on installing the irrigation necessary to ensure newly planted trees survive. He observed that summer conditions on the trail are uncomfortably hot, that shade materially improves the user experience, and that increasing trail usage would in turn advance the safety objectives discussed.

Commissioner Richardson offered additional feedback directed to the city rather than the county, noting that the 3900 South multi-use trail the city is pursuing in partnership with UDOT represents a significant opportunity to allow residents to reach the Jordan River trail without driving. He encouraged the city to do whatever it can to provide funding to accelerate extension of that trail eastward, describing it as a means of helping more residents use the regional asset. Sean Murray responded that the project had experienced funding difficulties as a State and UDOT effort but that he understood it is now moving forward and will extend somewhat farther east, though he was uncertain where the next phase terminates. Commissioner Richardson indicated that West Temple is the next phase, with extension to approximately 900 East anticipated in roughly four to five years.

Commissioner Soule addressed the segment between 3900 South and 3300 South, noting that the large open meadow area cannot readily accommodate trees because of the pond and the movement of the stream. She suggested the county consider installing a small number of shade structures with benches so that users have a place to rest and take shelter from the sun, observing that her household uses that section far less in summer than in winter and that a walker may travel more than a mile before reaching shade. She contrasted this with the 3900 South to 4500 South segment, which she described as excellent and almost entirely shaded.

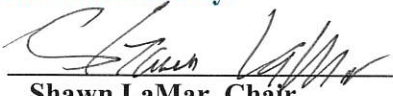
Murray advised that the county would likely present to the commission the following month and could address these matters in greater detail. Commissioner Reid raised a final point regarding the document's maps, explaining that she found it difficult to identify which section of the corridor lies within Millcreek and had ultimately relied on the text instead. She asked that when the county presents, it clearly label or color code Millcreek's segment on each map so the commission can focus on the portion within the city, noting that the county had invested considerable work in the plan and presumably wishes it to be understood. Murray agreed, observing that the maps are not oriented with north at the top, which is contrary to standard convention and initially disorienting. Commissioners also noted in passing the possibility of Millcreek signage along the corridor.

4. Calendar of Upcoming Meetings

- City Council Mtg. 9/28/26, 7:00 p.m.
- Historic Preservation Commission Mtg. 10/8/26, 6:00 p.m.
- City Council Mtg. 10/12/26, 7:00 p.m.
- Planning Commission Mtg. 10/21/26, 5:00 p.m.

ADJOURNED: Commissioner Larsen moved to adjourn the meeting at 7:47 p.m. Commissioner Richardson seconded. Chair LaMar called for the vote. Chair LaMar voted yes, Commissioner Anderson voted yes, Commissioner Burgess voted yes, Commissioner

Larsen voted yes, Commissioner Peterson voted yes, Commissioner Reid voted yes, Commissioner Richardson voted yes, Commissioner Soule voted yes, and Commissioner Wright voted yes. The motion passed unanimously.

APPROVED:  Date 10/21/2026
Shawn LaMar, Chair

Attest: 
Elyse Sullivan, Recorder