MILLCREEK

TOGETHER



GENERAL PLAN

PLANNING COMMISSION PUBLIC HEARING DRAFT

December 19, 2018

MILLCREEK
TOGETHER

ACKNOWLEDGMENTS

Thank you to everyone who participated in Millcreek Together by attending a meeting, taking a survey, spreading the word, or in any other way to make Millcreek's future brighter.

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COVER PHOTOS (L-R): UNKNOW, CITYSCAPE; LAUREN N THOMAS, VENTURE OUT!; JOHN MARTIN, MILLCREEK COMMUNITY CENTER; KATIE WANDERS, MT. OLYMPUS HIKE

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EXECUTIVE SUMMARY

Incorporated by a vote of its residents in 2016, Millcreek stretches from the Olympus Cove neighborhood at the foot of Mount Olympus on the east, to the Meadowbrook neighborhood adjacent to the Jordan River on the west. Ours is a city with a rich diversity of geography, demographics, neighborhoods, and cultures. Millcreek residents include multiple-generational families with connections to early pioneers, to recent arrivals from Africa, Asia, Europe and the Middle East, and every demographic in between. In 2017 we embarked on the momentous effort of developing the first general plan for the City, Millcreek Together. Millcreek Together seeks to embrace and support the diversity of its residents, while weaving a shared fabric of a sense of place and common purpose that unites the City's residents.

Since the beginning of Millcreek Together in the fall of 2017, more than 2,000 Millcreek residents, businesses and other stakeholders participated in 22 outreach opportunities throughout the planning process. Four major phases of the planning effort were supported by stakeholder interviews, public meetings, community events, and other outreach efforts.

A summary of the main General Plan objectives and first priority implementation tasks for each Vision Theme follows.

WHAT IS IN THE PLAN?



VISION THEMES

UNIQUE NEIGHBORHOODS: Millcreek is a City of attractive, proud, stable, unique, and emerging neighborhoods that offer a variety of home types, vibrant gathering areas, and access to quality community amenities.

VIBRANT GATHERING PLACES: Millcreek's centers are the heart of community activity, characterized by walkability, unique spaces, commercial areas, and character compatible with Millcreek neighborhoods.

THRIVING ECONOMY: Millcreek's economic diversity thrives by being inviting, supporting local businesses, attracting an innovative and adaptive workforce, investing in amenities that promote a better quality of life, and encouraging a range of business sizes and types.

GREAT CONNECTIONS: Millcreek strives to offer a range of pedestrian, bicycling, transit, and vehicle transportation choices through a cohesive network of safe and reliable streets and trails that connect all residents to their destinations.

HEALTH AND ENVIRONMENT: Millcreek supports environmental and human health by establishing and protecting open spaces; protecting healthy fish and wildlife habitats; providing active transportation options; improving local water and air quality; improving access to nutritious foods; and other sustainable practices.

OUTDOOR LIFESTYLE: Millcreek is the gateway to recreation with opportunities from the Wasatch Mountains to the Jordan River, including majestic views of the mountains, expansive parks, and accessible trails, creeks, and open spaces.

ENHANCED CULTURE: Millcreek embraces the cultural and demographic diversity of its residents and businesses, and supports and promotes a variety of arts, cultures, and education opportunities as essential parts of an engaged community and life-long learning.



UNIQUE NEIGHBORHOODS

The protection and support of Millcreek's neighborhoods was identified as a top priority by many General Plan participants. The General Plan proposes to:

- Create Neighborhood-specific Character Studies to identify the locations, areas and defining characteristics of Millcreek's neighborhoods.
- Encourage the creation of neighborhood activity centers within walking or biking distance of residential areas.
- Ensure that new adjacent and infill development is compatible with and protects existing neighborhoods.



VIBRANT GATHERING PLACES

Emphasize Millcreek Centers as locations in the City where commercial, residential, entertainment and civic uses come together to create memorable places, each with recognizable signature features and themes. These include:

1. The City Center at 3300 South and Highland Drive
2. The area around 2300 East and 3300 South
3. Main Street in the Meadowbrook neighborhood
4. Olympus Hills
5. Highland Drive and Murray-Holladay Road

Several of the Millcreek centers are good locations for mixed residential and commercial uses that can offer higher-density residences near good transportation systems and urban-style amenities.



THRIVING ECONOMY

The General Plan describes the importance of economic sustainability for Millcreek in order to support the businesses and services residents want. A stable property and sales tax base is important to provide excellent City facilities and services. Millcreek will prepare an Economic Development Strategic Plan that focuses on commercial and mixed-use development in the Millcreek Centers, and would promote Millcreek as a livable community and excellent place to do business by showcasing the community's competitive advantages and economic and community assets.



GREAT CONNECTIONS

The General Plan calls for Great Connections, and identifies strategies for bicycle and pedestrian systems; complete streets; and streetscapes, trees and lighting. Millcreek is currently preparing a Transportation Master Plan that will address all modes of transportation within and through Millcreek. The City will also work to complete a safe bicycling system that connects all parts of Millcreek and accommodates all types of bicyclists and extends and improves biking connections to the PRATT trail and Wasatch Blvd. Millcreek will prioritize new sidewalks in neighborhoods with missing or substandard sidewalk connections, and will pursue improved transit facilities including bus shelters, park and rides, streetcar extension, and Bus Rapid Transit.



HEALTH AND ENVIRONMENT

The General Plan emphasizes public health, the long-term sustainability of developments, public works projects, and effects on Millcreek's natural environment. High priority sustainability initiatives include:

- Development code updates to protect key viewsheds.
- Adopt design standards or guidelines that incorporate green design considerations in the Millcreek development review process.
- Test the demand for Greenbikes at the City Center.
- Add vehicle charging stations to the City's codes as an incentive for business and residential projects.



OUTDOOR LIFESTYLE

Millcreek's setting between the Wasatch Mountains and Jordan River offer access to the outdoor and recreational amenities Millcreek residents cherish. High priority initiatives include:

- Improve existing park facilities and opportunities to create new parks, especially in areas of the City that are underserved.
- Work to preserve open space and connect trail systems to Grandeur Peak and the Mount Olympus area.
- Negotiate to purchase the Millcreek Activity Center property from Granite School District to ensure that the land remains in recreational use.
- Build soccer fields in the west portion of the City to meet growing demand.



ENHANCED CULTURE

The General Plan recognizes Millcreek's diversity of neighborhoods, businesses, and residents as an important attribute that makes Millcreek a desirable place to work and live. Connecting people by creating attractive gathering places in Millcreek's centers is one Plan objective. Other initiatives include:

- Celebrate Millcreek's diversity and community pride through event planning
- Support the Millcreek Promise initiative
- Promote an open and accessible City Hall through email, social media, community councils and well-advertised public meetings
- Support the Millcreek Arts Discovery program to outline gaps, needs, and resources required to promote the arts in Millcreek.



The Millcreek Together planning process has brought residents, businesses, and leaders together to chart a course for the future of Millcreek. The above listed implementation initiatives are the beginning point for the work ahead to achieve the goals we set for ourselves in the General Plan to achieve our shared vision for our future. There is much to do, but the plan process has shown how broad the support is for our unique, diverse, and beautiful community.





SOUCE: MEG MILES, MOMSTRONG

CHAPTER 1: **INTRODUCTION**

Incorporated by a vote of its residents in 2016, Millcreek stretches from the Olympus Cove neighborhood at the foot of Mount Olympus on the east, to the Meadowbrook neighborhood adjacent to the Jordan River on the west. Its neighbors include Salt Lake City to the north; Holladay, South Salt Lake and Murray to the south; and Taylorsville to the west. Millcreek is a City with a rich diversity of geography, demographics, neighborhoods, and cultures. Millcreek residents include multiple-generational families with connections to early pioneers, to recent arrivals from Africa, Asia, Europe and the Middle East, and every demographic in between.

In 2017 Millcreek embarked on the momentous effort of developing the first general plan for the City. Millcreek Together, the General Plan for Millcreek, seeks to embrace and support the diversity of its residents, while weaving a fabric of a sense of place and common purpose that unites the City's residents.

To these ends, Millcreek Together focuses on the creation and preservation of the City's unique neighborhoods, gathering places, connections, outdoor lifestyle, culture and education, health and sustainability, and thriving economy. As a newly formed City, Millcreek has articulated a strong, inclusive, and forward-looking vision. Millcreek's community aspires to reinforce and build on its strong identity as the Salt Lake Valley's most livable City.

Millcreek Together is meant to serve as a guide to citizens, property owners, developers, and decision-makers regarding choices and decisions about the future of Millcreek. The Vision serves as the foundation for the rest of the Plan, and will guide the development of policies and implementation strategies.

To be successful and truly address the long-term issues facing Millcreek, the General Plan also has to tackle those difficult questions that arise from an honest assessment of the community's challenges, and clearly articulate the choices that must be made to achieve the community's vision for the

future. Many of these hard choices are rooted in the fact that a "business as usual" approach is beginning to result in systems and patterns that are unsustainable, or that produce results counter to Millcreek's stated vision and goals.

Perhaps the most important task tackled by the community in crafting this Plan was determining where growth should be directed and encouraged, and doing so in a way that protects vital historical, cultural, social and natural resources of the City. Such efforts are predicated on a new way of thinking about growth that requires significant cooperation and coordination between different jurisdictions, utilities and other members of the community at a Citywide and regional level.

WHY PLAN?

Millcreek Together is a guide to identify and preserve the rich diversity and unique neighborhoods of the City as change and growth occurs over the next 20 years. The Plan also identifies opportunities and strategies to enhance the livability and economic sustainability of the City. Development of a general plan is required by Utah State Statutes (include link). Section 10-9a-403 of the Utah Code provides, in part:

"At a minimum, the proposed general plan, with the accompanying maps, charts, and descriptive and explanatory matter, shall include the planning commission's recommendations for the following plan elements:

(i) a land use element that:

(A) designates the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and

(B) may include a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan;

(ii) a transportation and traffic circulation element consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and any other modes of transportation that the planning commission considers appropriate, all correlated with the population projections and the proposed land use element of the general plan; and

(iii) for a municipality described in Subsection 10-9a-401(3)(b) [Millcreek fits this definition], a plan that provides a realistic opportunity to meet the need for additional moderate income housing."

Millcreek has created this Plan to describe the essential values and characteristics of the City; to articulate a community-supported vision for the future; to establish a sound policy foundation for future decisions; and to identify specific steps the City should take to bring about its desired future. The General Plan takes a broad look at the trends and issues affecting the physical development of the City; establishes the future land use vision, and lays out the key steps and priorities to guide Millcreek toward this future. There is a lot at stake – public investments, economic competitiveness, and the quality of life in Millcreek. Millcreek Together

WHAT IS A GENERAL PLAN

- A guiding document
- A framework for City goals and priorities
- A long-range vision of what we want our City to become
- A tool for making decisions about how that vision should be achieved

provides guidance about strategic choices on City initiatives, and it provides an essential framework for the creation and implementation of more specific area and specialized plans.

Fiscal Basis for Planning. The types and locations of land uses have a significant impact on the cost of providing and maintaining public services and infrastructure, such as streets, public safety, and parks. The City can improve its long-term fiscal stability by promoting a broader mix of land uses, better utilizing existing facilities, maintaining existing infrastructure, and ensuring proper transportation system connectivity.

How Long Are We Planning For? The planning horizon is between now and 2040, or a little more than 20 years. It is important to be thinking about and making some choices at least this far ahead. It's not expected that the entire Plan will be relevant that long. It is important to pay regular attention to changing trends and experiences, and consider updates to the General Plan every five years. A more comprehensive Plan review should occur every 10 years.



PURPOSES OF THE PLAN

The General Plan is designed to be used for five primary purposes:

1. To articulate the City's values and vision for a desired future,
2. To identify initiatives that can be undertaken to advance Millcreek's goals and objectives,
3. As a guide for City initiatives pertaining to the physical development of the City, including but not limited to the following:
    a. Priorities and areas of focus for small area and topical plans for Millcreek
    b. Direction for changes to the Zoning and other sections of the City Code
    c. Consideration in the development of the capital improvement priorities for the City
    d. Guidance for grant applications and community partnerships
4. As a basis for reviewing land use applications for consistency with the overall land use vision in conjunction with the Millcreek Zoning Code and any applicable topical or sub-area plans of the City.
5. To monitor progress on Plan objectives and adapt, where necessary, to ensure continuing progress toward Millcreek's goals and objectives.

How To Use The General Plan

A variety of readers can find meaning in Millcreek Together. Residents and property owners; businesses and developers; and City staff, leaders and partners can all use the General Plan to guide and realize the future success of Millcreek. The General Plan is organized into four Chapters.

Chapter 1: Provides an orientation to the purpose, structure, and foundations of the General Plan.

Chapter 2: Describes the desired future land uses and patterns for Millcreek. The following themed chapters are designed to support the future land use chapter.

Chapter 3: Provides much of the detail of the Plan, and is organized into seven subchapters, 3.1 through 3.7 to address the seven vision themes. Although distinct, each subchapter has some common elements. The subchapters provide a summary of relevant background information. More detailed background is provided in appendices to the Plan. The text and contents of this Plan are also formatted to support navigation to the most applicable policy direction. The following is a description of the subchapters and how they can be used.

1. ***Importance.*** Each subchapter begins with an introduction and description of the plan theme, focusing on the issues that the City faces. It describes why each theme is important, provides background information, and highlights a few of the key trends that are relevant. The Importance section sets the context for the goals, policies, strategies, and essential questions found in the subsequent sections.
2. ***Trends.*** Key trends are identified that inform the goals and strategies of the subchapter. This section does not necessarily include every existing condition, but focuses on those that may influence future decision making.
3. ***Framework Maps.*** Each of subchapters 3.1 through 3.7 has a Framework Map. These maps depict the typologies for each theme as they relate to the overall pattern of the City. One of the purposes of the maps is to provide a perspective on the key elements of each theme, and provide a spatial context. These maps locate and describe important concepts and priorities for identified areas of Millcreek. However, their boundaries, extents and limits are purposefully generalized in many cases.
4. ***Goals and Strategies.*** The goals and strategies support and advance the Millcreek Together vision. The goals identified in subchapters 3.1 – 3.7 encompass the Big Ideas of this Plan, and are purposefully

limited in number. They articulate a desired future and the values to be supported. The supporting strategies are more specific, and are intended to provide for action-based implementation of the vision. They are not inclusive, however, of all possible actions and options, and provide a selection of alternative approaches that City leaders can choose from. It may be that not all strategies will be selected as high priorities for implementation.

5. ***Essential Questions.*** Subchapters 3.1 – 3.7 each include essential questions. The intent of these questions is to provide an easy and consistent way to maintain a focus on and apply the key aspects of each theme to pertinent City decisions. Depending on the nature of the decision, the questions from one or more of the subchapters should be considered. Not all questions will be applicable to every decision. It should also be noted that these questions are not intended to supersede any required review criteria as set forth in the City Code.

6. ***Measurements of Success.*** These are quantifiable indicators to measure progress toward achieving Millcreek's vision and goals. They can facilitate prioritization of future actions, policy, and funding based on measurement and tracking, and indicate when alternative approaches should be considered. Indicators are meant to be reproducible, attainable, and quantifiable.

Chapter 4: Provides the implementation framework for the General Plan. The goals and strategies of each vision theme subchapter are organized and consolidated into discrete project tasks. For example, review and revision of the City's land use regulations would be a project task that would address a number of individual goals and strategies.

OVERALL VISION AND VISION THEMES

To achieve the Vision, this General Plan is organized around seven vision themes. These themes were identified as a result of conversations with the Millcreek community.

Unique Neighborhoods

Millcreek is a City of attractive, proud, stable, unique, and emerging neighborhoods that offer a variety of home types, vibrant gathering areas, and access to quality community amenities.

Vibrant Gathering Places

Millcreek's centers are the heart of community activity, characterized by walkability, unique spaces, commercial areas, and character compatible with Millcreek neighborhoods.

Thriving Economy

Millcreek's economic diversity thrives by being inviting, supporting local businesses, attracting an innovative and adaptive workforce, investing in amenities that promote a better quality of life, and encouraging a range of business sizes and types.

Great Connections

Millcreek strives to offer a range of pedestrian, bicycling, transit, and vehicle transportation choices through a cohesive network of safe and reliable streets and trails that connect all residents to their destinations.

Health and Environment

Millcreek supports environmental and human health by establishing and protecting open spaces; protecting healthy fish and wildlife habitats; providing active transportation options; improving local water and air quality; improving access to nutritious foods; and other sustainable practices.

Outdoor Lifestyle

Millcreek is the gateway to recreation with opportunities from the Wasatch Mountains to the Jordan River, including majestic views of the mountains, expansive parks, and accessible trails, creeks, and open spaces.

Enhanced Culture

Millcreek embraces the cultural and demographic diversity of its residents and businesses, and supports and promotes a variety of arts, cultures, and education opportunities as essential parts of an engaged community and life-long learning.

CITY MISSION

Millcreek provides superior and responsive municipal governance and services in a fiscally conservative and responsible manner that sustains and improves the quality of life for residents and stakeholders of the City.

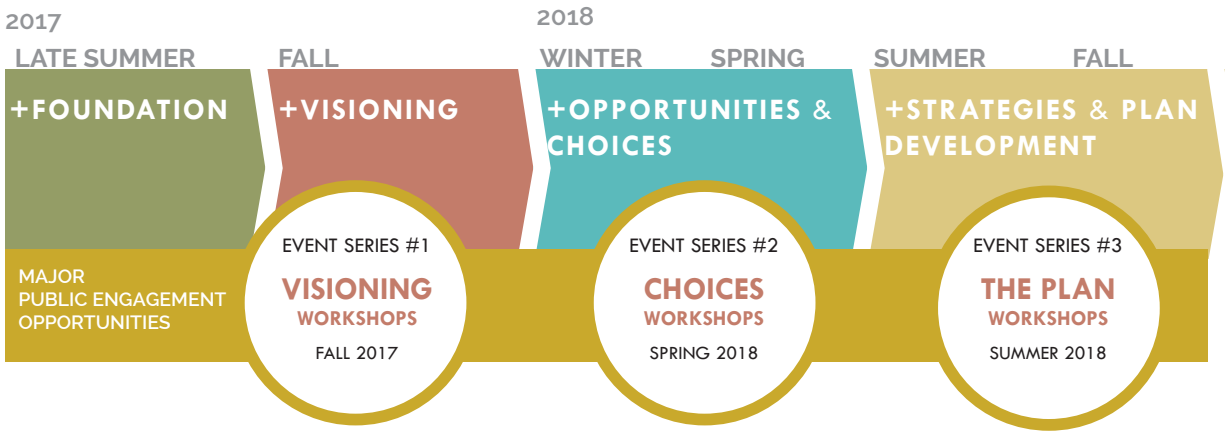
CITY VISION

Millcreek is a diverse community where residents and businesses are empowered to respectfully engage and interact with each other in governance and volunteerism to maintain a fiscally responsible, environmentally sustainable City that provides a "welcome home" feeling to everyone – past, present and future.

PROCESS AND ENGAGEMENT

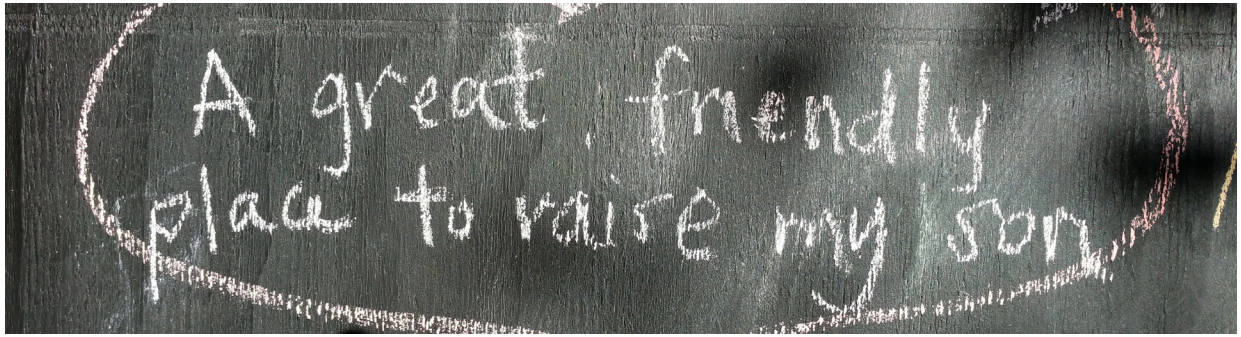
The planning process for the General Plan began in the fall of 2017, and extended over a year through adoption. A variety of opportunities were offered for key partners, stakeholders, and the broader community to provide input and feedback. Four major phases of the planning effort were supported by stakeholder interviews, public meetings, community events, and other outreach efforts. The following provides an overview of the planning phases and timeline, as well as several key sources of the community input that informed and inspired the contents of this document.

Phases and Timeline. The first phase of the process focused on introducing the General Plan process to the community and gathering information about trends and conditions. The process quickly shifted to developing overarching vision themes and goals to provide direction for the Plan. In the third phase of the process, Plan element goals and policies were further refined in conjunction with a concurrent process of identifying opportunities and choices that will advance Plan objectives, help guide and shape growth, support redevelopment, preserve neighborhoods, and improve centers and major corridors throughout the City. In the end, the goals and strategies reflect and support the community's vision and the fundamental guiding principles that characterize Millcreek's ambitions for the future.



The final phase of the process was to draft a new General Plan specific to Millcreek that will be recommended by the Planning Commission and adopted by the City Council. Throughout the process, there was ongoing community involvement and stakeholder input that is woven into the final plan.

Envision Committee. The Envision Committee is a group of interested citizens formed shortly after City incorporation to think about the future and provide input to City leaders. For the General Plan process, the Envision Committee provided high-level input and suggestions to the staff throughout the planning process. They were instrumental in supporting the planning process and provided perspectives from a variety of interests in the community. The Envision Committee meetings were open to the public, and anyone interested was welcome to participate in meetings.



A Community Based Process

Throughout the planning process, hundreds of meetings and other outreach efforts were used to gather community input to ensure resident and business input was heard and included. For more information on public engagement, see Appendix A to this General Plan.

Broader community outreach included a variety of activities ranging from stakeholder interviews and a youth workshop to large community events, and from surveys to a variety of web-based activities. Stakeholder interviews and questionnaires were used to take a deeper dive into issues and opportunities related to housing, development, regulatory hurdles and incentives, and new policy direction. A website was developed as a resource to learn about the Plan development, submit public comments, and participate in online surveys. Facebook was used throughout the planning process to promote events and drive participants to surveys and the website for more information and opportunities to get involved.





















CHAPTER 2: **LAND USE FRAMEWORK**

The goals and strategies identified for the vision themes include a number of initiatives that address Millcreek's character, values and livability. While a number of these suggest actions by individuals and entities other than Millcreek City, the City's main tools for implementing the General Plan are in the context of the City's land use policies and regulations.

Complete implementation will go beyond just identifying land uses and locations, to creating an inviting community, programming public spaces, supporting citizen interactions, and offering opportunity to all of Millcreek's residents and businesses. The framework for the success of these activities will be the natural and built environment of Millcreek, which will be established largely through enlightened and effective land use planning.

FUTURE LAND USE PLAN

The Future Land Use Plan describes Millcreek's desired future, and is a tool to guide future development decisions, infrastructure improvements, and public and private investment and reinvestment in Millcreek. The Future Land Use Map identifies locations where different types of land uses are anticipated to occur during the next ten to 20 years, and where the City would support the development of these uses.

The Future Land Use Plan identifies and describes desired future land use categories land use categories in the matrix below. The locations and areas of the proposed categories are shown on the Future Land Use Map, and generally follow existing parcel lines, roadways, and other geographic boundaries. If the land use category shown on the Future Land Use Map does not follow an existing parcel line, the actual delineation of land use categories will be established at the time the property is rezoned or proposed for development.

It is expected that future zone changes would generally adhere to the land use categories depicted on the Future Land Use Map, but flexibility in interpretation of the boundaries may be granted by the Planning Commission and City Council, provided the proposed change is consistent with the vision, goals, and strategies contained in this General Plan. Density ranges outlined for each land use category are based on gross acreage, and are

intended to address overall densities for a particular area rather than for individual parcels.

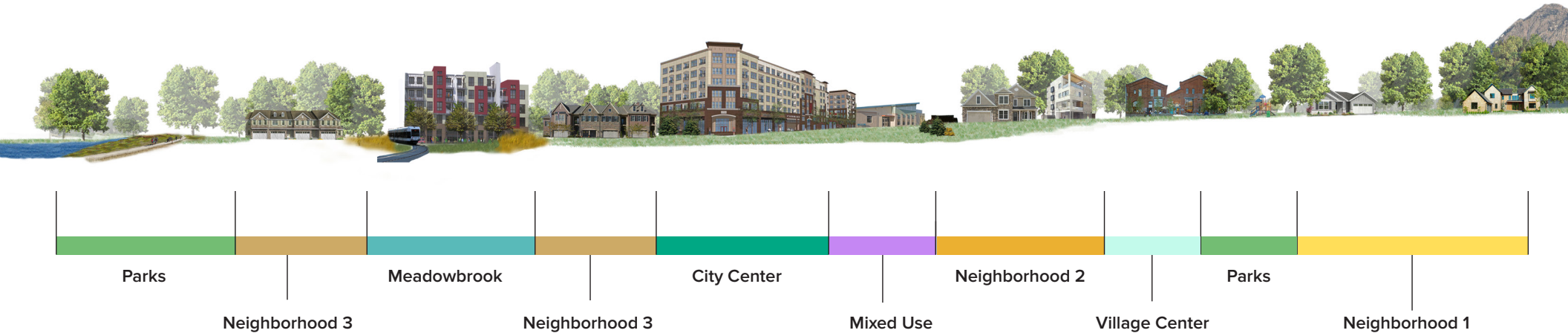
The Future Land Use Plan and Map are not intended to be used as a standalone tool; rather, they should be considered in conjunction with the 2018 Transportation Master Plan and accompanying framework maps, and the goals and strategies contained in this General Plan.

FUTURE LAND USE PLAN CATEGORIES

The following land use categories and the Future Land Use Map describe and show the location of desired uses within Millcreek. Each land use category is illustrated in the following table along with a narrative description of the desired look and density.

Range of Density and Scale. It is important to note that the General Plan's upper limits in the Range of Density Scale and the Key Characteristics for each Category must not be interpreted as a presumption of right or entitlement by those planning to develop or redevelopment a property or group of properties. What constitutes an ultimately acceptable use, density, scale and key characteristics for a specific location is dependent on a robust public process, the guidance and goals provided by this General Plan and, most importantly, the current zoning ordinances

Boundary Adjustments and Annexation Areas. There are areas where Millcreek's boundaries create service issues and are illogically complicated. Such areas were created because the legislation that provided for Millcreek's incorporation was based on the Township's existing boundaries. There were no opportunities to change or modify those boundaries, during that legislative process. The most important areas for modifications of our boundaries are shown on the Future Land Use map. Boundary Adjustments are contemplated with Salt Lake City, and Murray City. Boundary Adjustments are provided for in State Law and involve agreements between adjoining cities to create more logical boundaries. An annexation is suggested for the unincorporated area south of Murray Holladay Boulevard and west of 1300 East. Annexations are also provided for in State Law and require a majority property owner/assessed valuation consent.



CATEGORY	USES	RANGE OF DENSITY/SCALE	KEY CHARACTERISTICS
NEIGHBORHOODS			
NEIGHBORHOOD 1	***Primary:*** Single-family detached homes. ***Secondary:*** Parks, greenways, recreation, community gardens, schools, places of worship, and other complementary uses.	Typically 1 – 6 dwelling units per acre.	• Includes neighborhoods (of all ages) that are comprised of predominantly of single-family detached homes. • A well-defined pattern of blocks and direct pedestrian and bicycle connections provide residents with direct access to nearby services and amenities.
NEIGHBORHOOD 2	***Primary:*** Single-family detached homes on smaller lots, duplexes, triplexes, townhomes, and smaller multifamily buildings. ***Secondary:*** Small scale retail, office, restaurants/ cafes, community gardens, community or public services, parks, recreation facilities, schools, and places of worship. Secondary uses should be along major corridors.	Typically 6 – 18 dwelling units per acre. Building heights range from 2 – 3 stories.	• Provides residents with a mix of housing options and densities within close proximity to services and amenities. • May serves as a transition between single-family neighborhoods and higher density corridors or centers.
NEIGHBORHOOD 3	***Primary:*** Multifamily apartments or condominiums. ***Secondary:*** Townhomes or duplexes, neighborhood retail, restaurants, public facilities, senior services, parks, recreation facilities, community gardens, schools, and places of worship. Secondary uses should be along major corridors.	Typically 18 – 35 dwelling units per acre. Development in multifamily neighborhoods is generally between 3 to 4 stories and is located within a ¼ of a high-frequency transit stop (transit corridor or bus route that serves the corridor every 15 min. or less, or has overlapping bus routes).. Development abutting lower-intensity, established residential neighborhoods should provide transitions in massing and height.	• A mix of higher density housing types located in areas that are proximate to retail, health and human services, schools, parks, employment, and public transit.

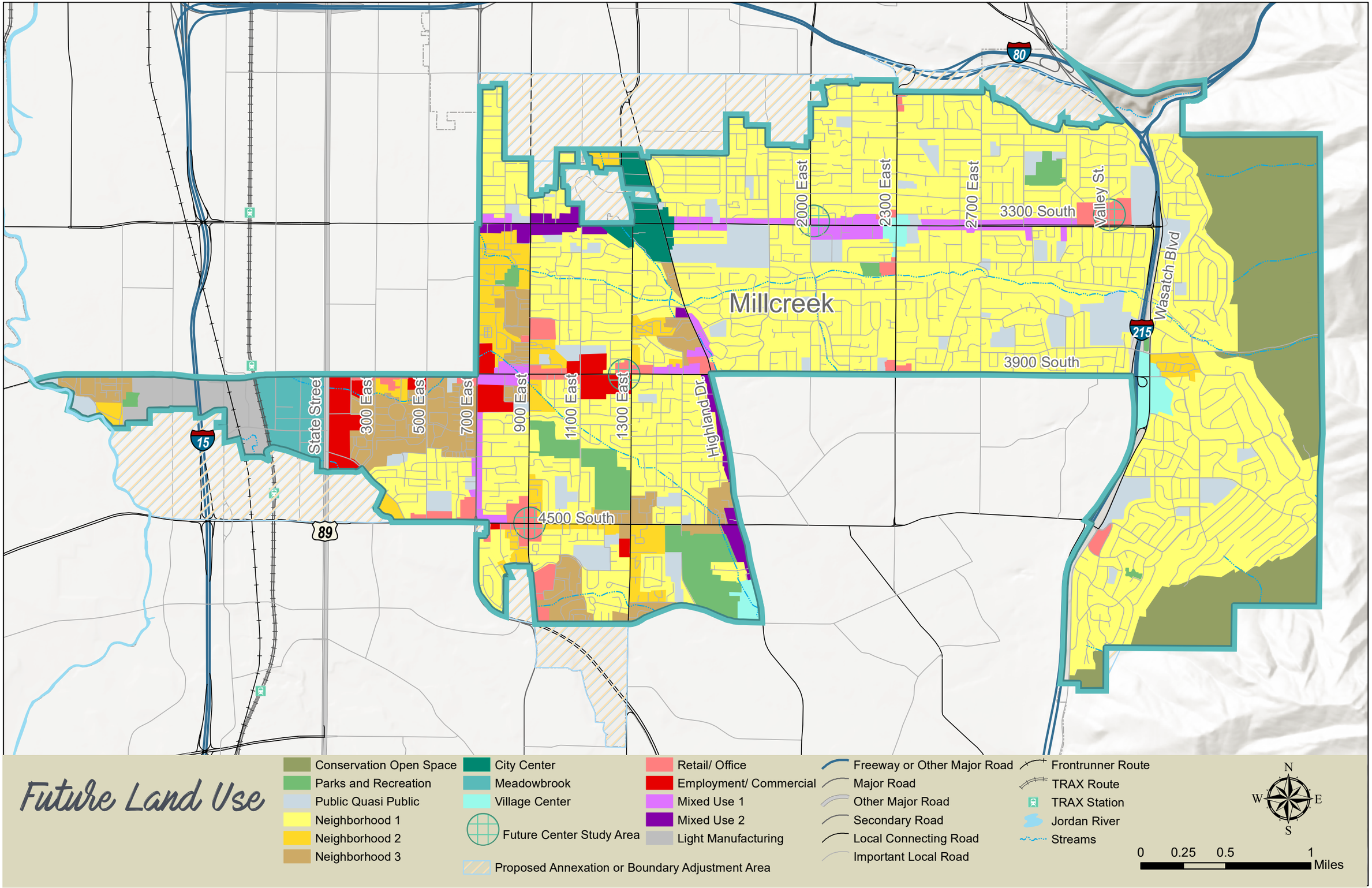
CATEGORY	USES	RANGE OF DENSITY/SCALE	KEY CHARACTERISTICS
MIXED-USE			
CITY CENTER	***Primary:*** Retail in walkable, mix-use configuration, professional uses, restaurant, and similar arts and entertainment uses that attract visitors from around the City and region. ***Secondary:*** Multifamily condominiums or apartments, hospitality, civic and public facilities, health services, as well as plazas, squares, pocket parks, community gardens, and other gathering spaces.	Building heights range from 2 – 6 stories. Development abutting lower-intensity, established residential neighborhoods should provide transitions in massing and height.	• Diverse mix of land use, including restaurants, community facilities, and multifamily residential. • Space for local community events and daily socialization. • Designed as a walkable and pedestrian-scaled activity center. • Encourages redevelopment and infill. • Provides employment opportunities.
MEADOWBROOK CENTER	***Primary:*** Diverse mix of uses, including multifamily condominiums or apartments, office, retail, and restaurants. ***Secondary:*** Cultural and public facilities, health services, plazas, squares, pocket parks, community gardens, and other gathering spaces. Flex uses are also appropriate in this area. (See Glossary page 116 for Flex definition).	Building heights range from 2 - 6; however, there is potential for increased heights depending on proximity to transit stops and major streets.	• Intended to develop as a concentrated and dense mix of uses. • Scaled to create a functional, walkable, pedestrian-friendly urban environment with public gathering spaces. • Vertical and horizontal mix of uses that integrates high density residential units with retail, commercial, office and restaurant uses. • Sited adjacent to major regional roadways and potential future transit facilities. • Promote cohesive urban design with consistent development standards.

CATEGORY	USES	RANGE OF DENSITY/SCALE	KEY CHARACTERISTICS
VILLAGE CENTER	***Primary:*** Retail, commercial, business and office uses intended to serve the residents of the surrounding neighborhoods. ***Secondary:*** Townhomes, small-scale multi-family apartment or condominiums, hospitality, restaurants, offices, health services, as well as plazas, squares, pocket parks, and other community gathering places.	Building heights range from 1 – 4 stories (net grade), with a minimum of 2 stories at street corners. Development abutting a lower-intensity, established residential neighborhoods should provide transitions in massing and height.	• Provides a mix of supporting services and small-scale commercial for the surrounding neighborhoods. • Designed to complement the neighborhood's character and social activities. • Multifamily residential uses are typically of a smaller scale and lower density than those found in the City Center and Meadowbrook Center, particularly where they abut a single family neighborhood.
CENTER STUDY AREAS	Areas to be studied as future village centers. A study for the Meadowbrook area has been completed, and a study for the City Center area is underway. Further study of the 2300 East, 3300 South intersection is planned.		
MIXED-USE 1	***Primary:*** A mix of commercial, retail, professional offices, medium density residential, and service oriented uses. ***Secondary***: Civic and government uses, as well pocket parks, community gardens, and other small-scale gathering spaces.	Development along Mixed-Use 1 Corridors will generally be 1 to 2 stories. Development abutting a lower-intensity, established residential neighborhoods should provide transitions in massing and height.	• Provides opportunities for a mix of pedestrian and transit oriented uses. • Infill and redevelopment, and/ or the adaptive reuse of vacant buildings or underutilized sites are encouraged, but not in a manner that clashes with the surrounding neighborhood in terms of use, mass, height and scale.

CATEGORY	USES	RANGE OF DENSITY/SCALE	KEY CHARACTERISTICS
MIXED-USE 2	***Primary:*** A mix of commercial, retail, professional offices, medium to high density residential, and service oriented uses. ***Secondary***: Civic and government uses, as well as plazas, squares, pocket parks, community gardens, and other gathering spaces.	Development along Mixed-Use Corridors will generally be 2 to 4 stories. Development abutting a lower-intensity, established residential neighborhoods should provide transitions in massing and height.	• Provides opportunities for a broader mix of high density pedestrian and transit oriented uses. • Infill and redevelopment, and/ or the adaptive reuse of vacant buildings or underutilized sites are encouraged. • Vertical integration of uses is strongly encouraged, particularly near transit stops and major intersections.
RETAIL/OFFICE	***Primary:*** Small-scale retail and office services.	Development in Retail/Office areas will generally be 1 to 4 stories. Development abutting a lower-intensity, established residential neighborhoods should provide transitions in massing and height.	
EMPLOYMENT/ COMMERCIAL	***Primary:*** A range of employment uses, including large employment, education facilities in campus-like settings, office, and commercial services. ***Secondary:*** Supporting retail, hotel, cultural facilities, public facilities, high density residential and live/ work uses.	Development in Employment/ Commercial areas will generally be 1 to 4 stories.	• Accommodates a wide range of business types and sizes to meet the future employment needs of the community. • Promotes the diversification of older employment areas by encouraging a greater variety of employment spaces that meet the changing needs of existing businesses and startups. • Provides flexibility for the incorporation of live/ work opportunities.

CATEGORY	USES	RANGE OF DENSITY/SCALE	KEY CHARACTERISTICS
LIGHT MANUFACTURING	***Primary:*** A range of employment uses, including a wide range of commercial uses, small-scale manufacturing, light industrial, processing, wholesaling, flex space.	Varies	• Accommodates a variety of commercial, light industrial and manufacturing employment uses.
COMMUNITY/OTHER			
PARKS & RECREATION	***Primary:*** Both passive and active parks and recreation, natural resource conservation, or preservation of prominent scenic areas.	N/A. Parks and Recreation areas are generally free of development.	• Provides for the active and passive recreational needs of the community and protects the scenic and environmental quality of sensitive natural areas.
CONSERVATION OPEN SPACE	***Primary:*** Public and private open space, trail systems, conservation areas, and some public utilities or facilities may also be appropriate. This category may also include cultural resource areas and identified wildlife habitats.	N/A. Conservation Open Space areas generally have limited development.	• Conservation open space includes areas for active and passive recreation, conservation and mitigation of environmental hazards. • Generally owned by public agencies (City, county, or state); this category also includes federal lands located on the Wasatch Mountains foothills within Millcreek. • Conservation easements can also exist on private property.
PUBLIC/QUASI PUBLIC	***Primary:*** Schools, government offices, community centers, libraries, and cemeteries. Also includes facilities needed for essential public services such as water and wastewater facilities, and other similar uses.	Varies	• Typically owned by public entities such as the City, counties, or special districts, but can also include quasi-public or private entities, such as St. Mark's Hospital.

Map 1: Future Land Use Map



SUBCHAPTER 3.1: **UNIQUE NEIGHBORHOODS**

The first element of Millcreek Together is perhaps the most vital, as it recognizes the importance of Millcreek's existing neighborhoods. Neighborhoods are the backbone of the Millcreek community, an essential element of the City's form, and a source of pride for most residents.

3.1.1 THE IMPORTANCE OF OUR NEIGHBORHOODS

The strength of a neighborhood's identity, values, and positive attributes extend beyond traditional residential areas and can benefit the overall character of the City. Focusing most of the higher density residences and jobs into the City Center, village centers, and Meadowbrook Center and road corridors is a way to maintain and protect existing neighborhoods, while ensuring the availability of a variety of housing options during the coming decades.

Attractive neighborhoods are fundamental to Millcreek's livability. Each of us deserves a great neighborhood in which we can live, gather, recreate, relax, learn, and play. Neighborhoods create a sense of place around a shared built environment and shared experience. A "complete" neighborhood provides residents safe and convenient access to the goods and services they need on a daily or regular basis. These include grocery stores and other neighborhood-serving commercial services, quality public schools, public open spaces, recreational facilities and access to efficient transportation. A complete neighborhood also includes an interconnected network of streets, sidewalks and trails that makes walking and bicycling within and to these places safe and relatively easy for people of all ages and abilities.

Millcreek's neighborhoods are not all the same. Millcreek residents recognize and celebrate the diversity of their neighborhoods– whether they are established, changing, or emerging. Many Millcreek neighborhoods have changed very little since their beginning. Others have undergone changes, as their character and proximity to urban and recreational features attract a new generation of young families. Creating and recreating resilient neighborhoods will require attention to physical details, connectivity,

and encouragement of integrated land uses where appropriate. Millcreek Together focuses on recognizing the diversity of neighborhoods, and that one size doesn't necessarily fit all. In Millcreek, community councils play a critical role in providing first level representation for neighborhood residents in support of their neighborhoods' character and function. For Millcreek neighborhoods to thrive, it is essential that they be well represented.

This chapter describes the defining characteristics of Millcreek neighborhoods in order to provide a sound basis for individualized and focused direction to protect, enhance, and revitalize different neighborhood types. It also establishes a framework for future neighborhood-specific planning.

What We Heard

- Strong desire to maintain neighborhood character.
- That not everyone has access to the type of housing that meets their needs.
- Concerns about loss of neighborhood character.
- Concerns about rising housing costs.
- Concern that community services (schools, parks, health facilities, etc.) are not equitably distributed through all of Millcreek's neighborhoods.

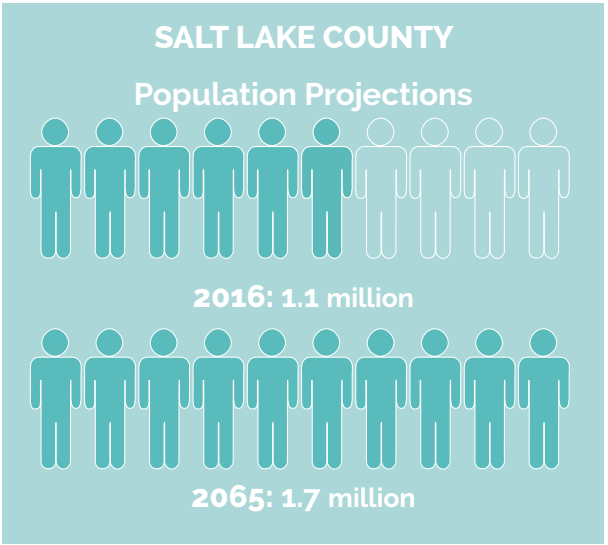
> "What's a neighborhood? Obviously, it's a collection of physical objects: of houses and streets, parks and stores. But the real importance of a neighborhood is that it is made of neighbors. . . Neighbors are not simply people who live in physical proximity. Neighbors are people who are acquainted with each other. Neighbors have some sense of human connection. Neighbors recognize and acknowledge each other. Neighbors have some sense of responsibility to each other. Neighbors are not anonymous."
>
> -**David Sucher**, *City Comforts: How to Build an Urban Village*

- There is interest in providing for accessory dwelling units, but many such units may not qualify as affordable under HUD guidelines.

3.1.2 TRENDS

Growth

According to recent population projections by the Kem C. Gardner Policy Institute at the University of Utah, Salt Lake County is expected to add 600,000 new residents by 2065, a 54.7% increase. Millcreek is experiencing significant infill development, and is expected is to add over 8,000 new residents between 2017 and 2040.



Housing

Throughout the Millcreek Together community engagement process, residents expressed their concerns that future growth could threaten their existing neighborhoods, and potentially even their homes. Some residents also expressed concern that the General Plan itself could be an agent of unwanted change. The General Plan's goal is to document the vision and goals of City residents and businesses, and to guide the inevitable future growth and development into identified centers and along major transportation corridors, while protecting the essential character of the City's residential neighborhoods.

Housing Types and Choices. As of 2017, there were a total of 26,978 housing units in Millcreek, including all single-family residences, townhomes, mobile homes, duplexes, condos, apartment units, and special group units. The majority of Millcreek residences are owner-occupied, while approximately 40% of Millcreek homes are rentals. This rental rate is slightly higher than the County average of 34%.

Many Millcreek residents expressed a desire for opportunities to live in Millcreek long-term, through multiple stages of life, frequently referred to as life-cycle housing. In order to meet this demand, new housing should offer both affordable options for singles, couples and young families, and accommodate the desire of empty-nesters and older adults to age in place.



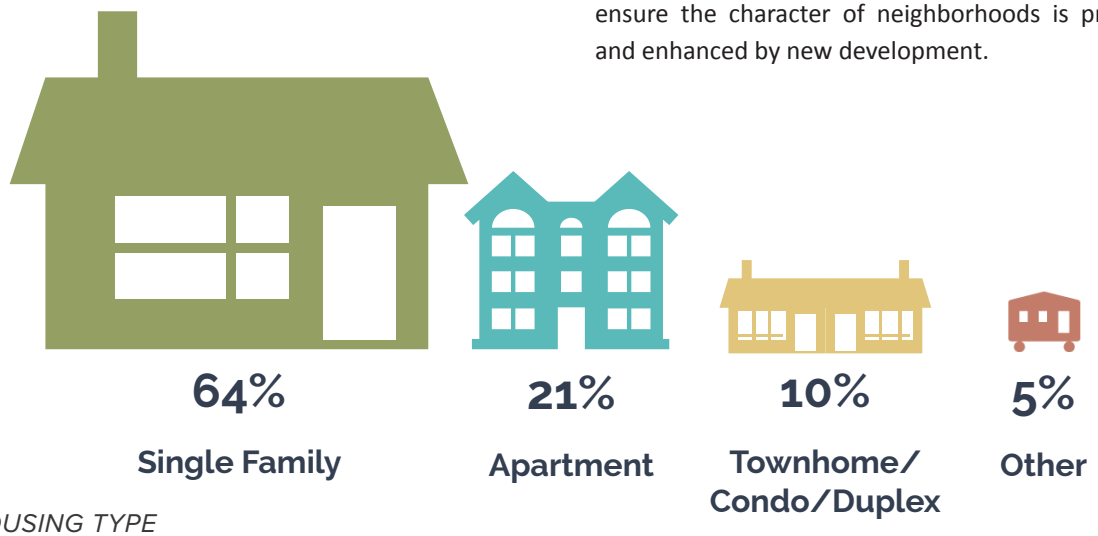
Salt Lake County's share of the population aged 65 and older is projected to double over the next 50 years, and this trend is expected to occur in Millcreek as well. Millcreek has a population of approximately 9,271 residents over age 65 (15% of the total population). As this group continues to age in place, there will be additional need for senior living, assisted living, and retirement communities in Millcreek. The City could also help seniors remain in their homes through programs that support retrofitting, repairing and maintaining their homes. Another choice is to move to more walkable neighborhoods near amenities if there are such housing options available.

BY THE NUMBERS

- 26,978 housing units
- 60% owner-occupied units
- 66% of all units were built before 1979
- $296,800 median home value
- $59,291 median Income
- 32% of residents spend more than 30% of income on housing

The 2018 Millcreek Housing Study indicated a need for more diversity in housing types in Millcreek in the future to provide for residents in a variety of stages of life. These housing types would include small-lot single-family, attached single-family, and urban style multi-family residences, especially near major job centers and transit lines to provide choices to meet these needs.

Residents in all of Millcreek's neighborhoods need a satisfactory supply of safe, affordable, quality housing. Issues related to housing supply at the neighborhood level include housing age, choices, condition and maintenance, construction quality, and affordability. In addition, complete neighborhoods should offer convenient access to shopping, recreation, open spaces and transportation.



HOUSING TYPE
SOURCE: SLCO ASSESSOR

Housing Age. The age of residences in Millcreek is generally older than housing in Salt Lake County. For example, 66 percent of all residences in Millcreek were built before 1979, compared to 51 percent throughout Salt Lake County. Because Millcreek has relatively little vacant land, new residential development in recent years has been primarily infill and redevelopment of lands previously used for other purposes. Within the life of this plan, there were be a significant inventory of substandard houses.

Housing Choices. Recent residential infill development and redevelopment has raised some concerns about the compatibility of those developments with existing neighborhoods in terms of the character, design and perceived density of the new residences. Context-sensitive development policies can ensure the character of neighborhoods is protected and enhanced by new development.

The types of housing that are built and where they are located are largely driven by the market—and on the business models of housing developers. However, the General Plan, Millcreek land-use regulations, and City policies can guide the types and locations of new housing projects. Millcreek has capacity for infill development of appropriate types and in appropriate locations, and can benefit from partnerships with local housing developers who are already active in creating urban, mixed-use, multifamily projects. The City and development community can work together to address changes in housing preferences and needs, and provide more housing choices for buyers and renters at all price levels to meet housing objectives.

Condition and Maintenance. Poor property maintenance and structural deterioration can degrade neighborhood quality and property values. Property maintenance can be a challenge for older residents. Selected redevelopment of aging housing and under-utilized commercial areas can raise property values in the vicinity, and incentivize better maintenance of nearby properties. Programs to provide maintenance assistance to older residents can also be effective.

Housing Affordability

The Utah State Code (Section 10-9a-403) requires municipalities to include a plan for moderate-income housing as part of a general plan. It outlines the responsibility of a City to facilitate a "reasonable opportunity" for those households with moderate-incomes to live within the City. Moderate-income housing is defined by the U.S. Department of Housing and Urban Development (HUD) as "housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income for households of the same size in the county in which the City is located [Also known as Area Median Income or AMI]."

The 2018 Millcreek Housing Assessment (Appendix B) shows that home values tend to rise closer to the foothills on the East and Mill Creek Canyon–a trend that also holds true throughout the Salt Lake Valley. Median Home Value is a useful tool for evaluating current housing conditions within a community. This tool is most useful when comparing the conditions in a variety of locations. As of 2016, the median home value in Millcreek was $296,800, while the median home value for Salt Lake County was $243,700.

HUD considers 30% of gross monthly income as the threshold for housing affordability, which includes housing payments for mortgage or rent, as well as utilities and other housing costs like hazard insurance.



In 2016, Millcreek's median household income was $59,291 compared to the County at $64,601.

The 2018 Millcreek Housing Assessment found that City is short of affordable housing for low- and moderate-income households. For households at 80 percent of AMI, there is a reasonable opportunity for moderate-income housing in Millcreek, with 33 percent of residences affordable to households with up to 80 percent of AMI. However, approximately 45 percent of households in Millcreek have incomes of 80 percent AMI or lower. Overall, there is a deficiency of 429 affordable Millcreek residences for households with incomes below 80 percent of AMI.

Due to the population growth projected for Millcreek, it is anticipated that there will be a large demand for additional residences that are affordable to very low,- low-, and moderate-income households.

3.1.3 VISION & PRINCIPLES

VISION: ***Millcreek is a City of attractive, proud, stable, unique and emerging neighborhoods that offer a variety of home types, vibrant gathering areas, and access to quality community amenities.***

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 20 years. The guiding principles were developed through the General Plan process to support the vision and set clear priorities for Plan development. The guiding principles articulate the overarching direction for the Plan goals, while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this Plan document. The six guiding principles include:



[Housing] Support existing and future residents with a mix of high quality housing types that complement and build on our traditional neighborhood character.



[Character] Identify and protect our neighborhoods' unique elements, setting and heritage while providing for complementary development that highlights our common Millcreek identity.



[Recreation] Foster the livability of our neighborhoods by providing convenient access to shopping, entertainment, parks, trails, open spaces, playing fields, and other amenities.



[Accessible] Provide for a variety of services and facilities at the neighborhood level to create a sense of belonging and connection among the City's residents, workforce, and visitors.



[Diversity] Provide homes for a range of lifestyles, ages, and incomes in a way that creates vibrant neighborhoods.



[Economy] Provide for convenient, accessible retail and office uses that are compatible with the character of residential neighborhoods.

3.1.4 FRAMEWORK MAP

The Neighborhood Framework Map (page 34) provides a graphic framework for the City's vision of Unique Neighborhoods. This map is intended to further the City's focus on neighborhood planning based on logical, manageable, and inclusive areas. This map is expected to be a living and evolving graphic, as neighborhoods grow or change.

All areas of the City have been identified by neighborhood historic typology for the purposes of generalizing a development pattern. This map is not intended to strictly define neighborhood boundaries or create neighborhood identity. In order to realize the full spectrum of neighborhood identification, representation, advocacy, and planning needs, more refined neighborhood boundaries based on neighborhood identity will be necessary. More detailed geography will also be necessary to fully implement the Millcreek Together vision.

Neighborhood Areas

Community councils have been an important part of Millcreek for many decades. Millcreek has four: Millcreek Community Council (MCC), East Mill Creek Community Council (EMCCC), Canyon Rim Citizens Association (CRCA), and Mt. Olympus Community Council (MOCC).

Comprised of elected representatives, the community councils were initially formed to inform and advise the Salt Lake County Council on land use applications, as well as neighborhood needs and concerns. Although it is recognized that there are many individual neighborhoods within each Community Council area, the Council's generally represent each of the four areas of the City. As referenced in the Unique Neighborhood's Goals and Strategies, it is recommended that individual neighborhood plans are created to better define and set the vision for each neighborhood area.

Neighborhood History

The historic character of Millcreek describes how the City developed into what it is today. From the fragments of old stone mills and bridges along the Mill Creek, and the remnant trees and fences of old farms and orchards, to the clean lines of mid-century subdivisions, past patterns, materials and methods provide a rich precedent for understanding Millcreek's unique neighborhood areas.

Agriculture: The middle slopes of the township were scattered with large farmsteads, including several dairies. Remnant roadways, tree rows and structures remain in a few locations, although most were lost when the area developed into residential neighborhoods before and after WWII.

Big Cottonwood: Similar to the conditions in the lower reaches of Mill Creek, this area is defined by the tall trees and mature vegetation that lines the lower banks of Big Cottonwood Creek just before it joins the Jordan River on its journey north to the Great Salt Lake.

Foothill Mountain: The steep slopes provide a glimpse of how the Wasatch Mountains may have appeared when settlers first arrived. Mature stands of Gambel Oak, Sumac, Mountain Mahogany and Rocky Mountain Maple are indicative of the vegetation that has evolved here over thousands of years.

Mid-Century: The steep slopes of Olympus Cove and the Bonneville Shoreline were largely undeveloped until the 1960's, at which time large homes were developed along a system of winding roadways. Perhaps the most unique aspect of these neighborhoods is the lack of sidewalks and street trees, and attempts to incorporate Gambel Oak, other native stands of vegetation and natural hillside features into the landscape.

Millcreek Heritage Area: The Millcreek Heritage Area stretches from the mouth of Millcreek Canyon to the Jordan River, and is marked by the large native trees and shrubs that line the river; remnant stretches of stone walls used to reinforce the river banks; and the remains of the old mills that dotted the area.

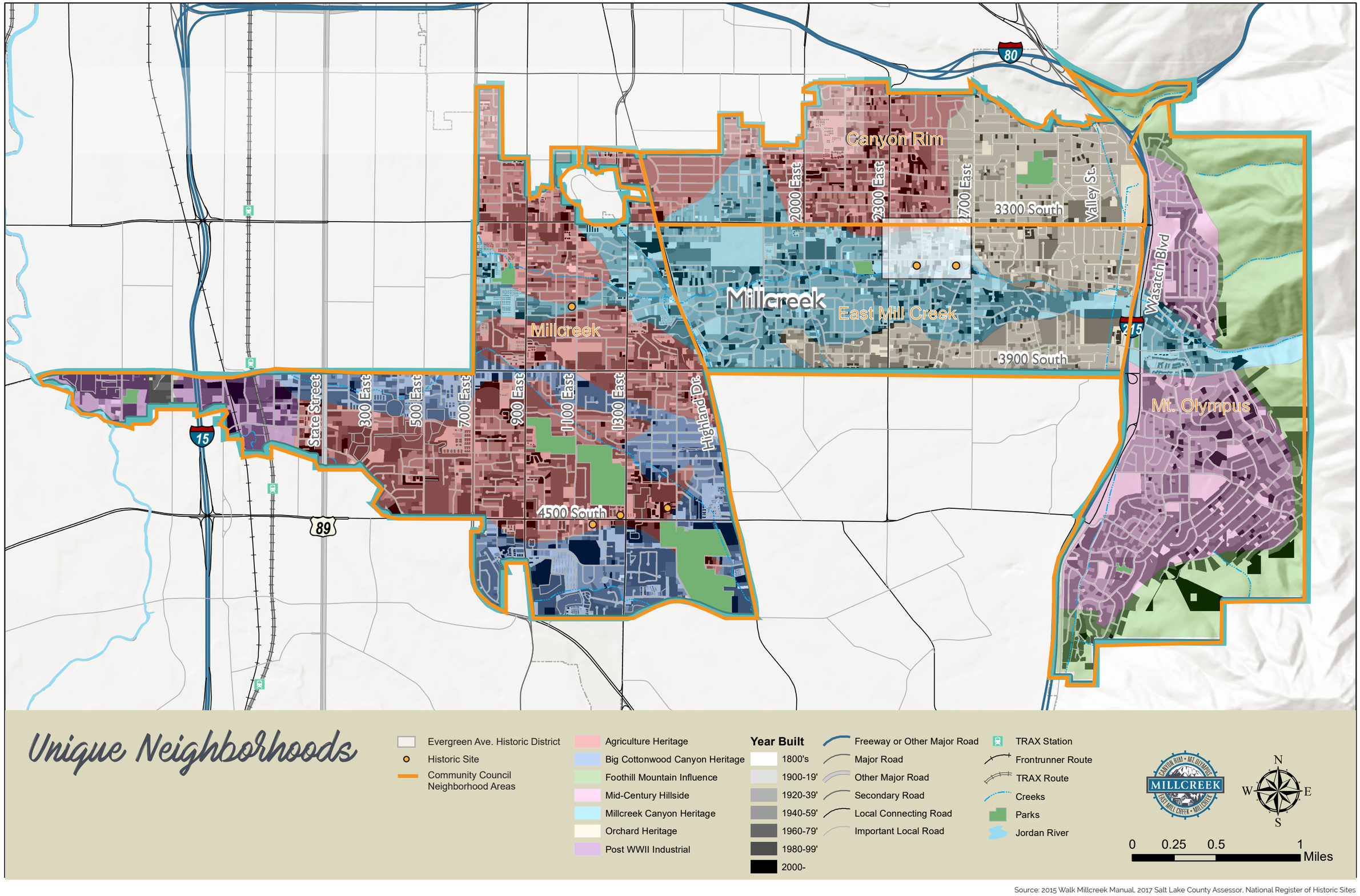
Orchard: Although few examples remain, the upper slopes of the east bench were scattered with large fruit orchards and berry patches prior to being developed as residential neighborhoods following WWII.

Post WWII Industrial: Stretching primarily from State Street westward to the Jordan River is an industrial/commercial zone with few discernible historic features. However, the areas east of Interstate 15 are generally older than those areas west of the freeway, and includes some iconic buildings and signs representative of the era they were developed.

Evergreen Avenue Historic District: Stretching from 2300 East to 2700 East and 3300 South to Neff's Lane, nearly 150 homes are identified as being historic or contributing to the historic character of this district. In addition to the eclectic mix of homes, the area also includes era-representative lanes, retaining walls, stone-lined irrigation ditches, head gates and out-buildings.

Source: Neighborhood History text and map layer is from the 2015 Walk Millcreek Manual.

Map 2: Unique Neighborhoods Framework



Unique Neighborhoods

- Evergreen Ave. Historic District
- Historic Site
- Community Council Neighborhood Areas

- Agriculture Heritage
- Big Cottonwood Canyon Heritage
- Foothill Mountain Influence
- Mid-Century Hillside
- Millcreek Canyon Heritage
- Orchard Heritage
- Post WWII Industrial

Year Built

- 1800's
- 1900-19'
- 1920-39'
- 1940-59'
- 1960-79'
- 1980-99'
- 2000-

- Freeway or Other Major Road
- Major Road
- Other Major Road
- Secondary Road
- Local Connecting Road
- Important Local Road

- TRAX Station
- Frontrunner Route
- TRAX Route
- Creeks
- Parks
- Jordan River

N W E S

0 0.25 0.5 1 Miles

Source: 2015 Walk Millcreek Manual, 2017 Salt Lake County Assessor, National Register of Historic Sites

3.1.5 GOALS AND STRATEGIES

This section presents a series of General Plan goals and an array of potential implementation strategies to achieve the goal. Chapter 4 consolidates the goals and strategies into discrete project tasks for implementation.

CHARACTER. GOAL N-1: *Preserve and enhance the physical elements that define each neighborhood's character.*

- Strategy 1.1: Support sustainable investment in and maintenance of established neighborhoods, including use of special districts and the strategic use of grant funding.
- Strategy 1.2: Partner with neighborhood and industry organizations on civic engagement programs such as neighborhood cleanups, property maintenance and repair events, and neighborhood celebrations.
- Strategy 1.3: Identify neighborhood natural features such as trees, waterways, and open spaces, and incorporate them into project design. Include outdoor amenities in new development and redevelopment projects such as trails, outdoor dining areas, and plazas.
- Strategy 1.4: Update plans and City Codes to allow for mixed uses in appropriate locations in ways that support "complete" neighborhoods where shopping, entertainment and recreation are accessible and convenient.
- Strategy 1.5: Ensure that new infill development is compatible with existing neighborhoods by regulating structure sizes and heights; building forms and materials; yard setbacks; streetscape character; height and bulk transitions; buffering; and other factors.
- Strategy 1.6: Protect neighborhood character by appropriately controlling home occupations and business activities in residential areas.

CHOICE. GOAL N–2: *Strive for a variety of housing choices in types, styles, and costs of housing throughout Millcreek.*

- Strategy 1.1: Consider Citywide and/or identify appropriate locations and standards that could allow for accessory dwelling units (ADUs), tiny homes, and small homes in Millcreek as a means to offer more housing choices. Consider initially allowing for interior ADUs (mother-in-law apartments) as a strategy to evaluate ADU impacts and compatibility in selected locations.



ACCESSORY DWELLING UNIT EXAMPLE
SOURCE: UNKNOWN

Consider 2300 East as an area to test the compatibility of allowing accessory dwelling units, using 1100 East in Salt Lake City as a template.

- Strategy 1.2: Collaborate with private sector partners to establish a comprehensive affordable housing strategy that enhances available funding and establishes financial and zoning incentives to support the development of housing for families below the area median income level. Financial incentives could include such measures as tax increment financing, grants, density bonuses and others. Zoning incentives could include inclusionary zoning, relaxation of non-conformity regulations and other similar measures.

- Strategy 1.3: Apply and/or create zoning in and around centers (identified on the Future Land Use Map) that allows for and supports a variety of housing types.
- Strategy 1.4: Support development projects in centers and mixed-use corridors that provide a variety of housing types and sizes to serve a range of demographic sectors and meet the needs of residents and families through various life stages and income levels.
- Strategy 1.5: Promote the maintenance and improvement of the existing housing stock and allow for remodeling, expansion, and additions as appropriate in the area to accommodate the changing sizes and varieties of household types.
- Strategy 1.6: Support a diverse supply of accessible housing to meet the needs of older adults and people with disabilities, especially in centers and other places which are in close proximity to services and transit.

NEIGHBORHOOD PLANS. GOAL N-3: ***Prioritize the development of effective neighborhood-scale plans and programs for those areas with the most potential for change and need for protection.***

- Strategy 3.1: Identify the locations, areas and character of mature residential areas of Millcreek. Prioritize the development of Neighborhood Plans to establish development, redevelopment and remodeling objectives and policies that protect the character of stable neighborhoods.
- Strategy 3.2: Amend zoning and subdivision regulations, as necessary, to implement Neighborhood Plans (e.g. new zoning or design overlays, and/or development and remodeling standards).
- Strategy 3.3: Celebrate, support and advocate neighborhood identity through the City's marketing, programs, events and communications.

ENGAGEMENT. GOAL N-4: ***Inform and engage with neighborhoods, community councils, and individual residents during zoning and rezoning processes, capital improvement planning, and decisions on City facilities and services.***

- Strategy 4.1: Create and implement state-of-the-art, transparent, clear and cost-effective methods to inform and involve neighborhoods and affected property owners in zoning and re-zoning proposals and City planning projects.
- Strategy 4.2: Collaboratively include and partner with community councils and the development community on City planning projects of community or area-wide importance.

COMMUNITY DESIGN. GOAL N-5: ***Support unique and innovative community design elements and features such as community gardens, live/work spaces, and neighborhood gathering places.***

- Strategy 5.1: Encourage neighborhood and school partnerships to coordinate joint use of school facilities.
- Strategy 5.2: Encourage walkable civic, retail, and community gathering places as design elements within neighborhood centers.
- Strategy 5.3: Encourage creation of neighborhood activity centers within walking or biking distance of residential areas.
- Strategy 5.4: Develop a public art policy that considers Citywide as well as individual neighborhood approaches. Consider and encourage public arts and cultural elements in Neighborhood Plans.
- Strategy 5.5: Identify and secure grants and other funding to create and sustain neighborhood identifiers including gateways, street tree plans, signage, lighting, markers, and enhanced streetscapes.



NEIGHBORHOOD COMMERCIAL EXAMPLE ILLUSTRATION

MIXED-USE. GOAL N-6: ***Encourage and support the integration of appropriate mixed-use development in selected neighborhoods.***

- Strategy 6.1: Focus incentives for mixed-use development within centers and mixed-use corridors that have the potential for enhanced multimodal access and walkability.
- Strategy 6.2: Encourage vertical mixed-use design in village centers as neighborhood focal points, along with neighborhood design meant to encourage a sense of community and provide a walkable environment.

CONNECTIVITY. GOAL N-7: ***Enhance mobility and connectivity between neighborhoods across Millcreek.***

- Strategy 76.1: Increase transportation and recreation choices for all neighborhoods by improving or adding bike lanes, sidewalks, off-street neighborhood trails and greenways that connect to a larger system of trails with associated wayfinding/signage.
- Strategy 7.2: Retrofit existing features such as drainage ways, canals, and utility corridors with pedestrian ways and trail systems.

3.1.6 MEASUREMENTS OF SUCCESS

- **Neighborhood Plans:** The area percentage of the City with active, up-to-date small area or neighborhood plans
- **Housing Location:** Percent of housing units that are within 1 mile of non-residential uses (shopping, parks, open spaces, cultural features)
- **Affordability:** By 2030 increase the percent of residences in Millcreek that are affordable by HUD guidelines up to 50% AMI. Current: 13% of units. Goal: 20%

3.3.7 ESSENTIAL QUESTIONS FOR ZONING, DEVELOPMENT AGREEMENTS, AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these questions should be considered as a tool to focus on and promote implementation of our Unique Neighborhoods theme. Does the application or initiative:

1. ***Support adopted and relevant small area and neighborhood plans?***
2. ***Encourage additional investment or reinvestment in neighborhoods?***
3. ***Positively contribute to a diversity of affordable housing choices?***
4. ***Stay within the existing mass, scale, and height of the immediate neighborhood?***
5. ***Create options for new gathering areas or centers where possible?***
6. ***Support the redevelopment of blighted and/or underperforming properties?***
7. ***Enhance the connection of neighborhoods to trails, parks, recreation, and open spaces?***
8. ***Enhance cultural, historical, educational, and/or human service opportunities to support neighborhoods?***

SUBCHAPTER 3.2: **THRIVING ECONOMY**

Diverse and creative City economies generate jobs, wealth, and innovation, stabilizing the community. Through becoming its own City, Millcreek has the opportunity to diversify into new areas of economic activity, and continue to promote outdoor recreation and lifestyle as a cornerstone of its economy.

3.2.1 THE IMPORTANCE OF MILLCREEK'S ECONOMY

Very importantly, Millcreek has also gained a reputation as a place with assets, which if harnessed, could attract entrepreneurs, young professionals, and new businesses, particularly in creating a business climate that supports economic diversification, innovation, entrepreneurship and economic inclusion.

Thriving Economy is the economic development component of Millcreek Together. It identifies strategies to strengthen Millcreek's economy and protect the City's tax revenues by capitalizing on strengths and overcoming challenges. A thriving economy is one that offers diverse and well-paying jobs, along with a strong educational and workforce training system that effectively prepares Millcreek residents for these opportunities. It is recommended that Millcreek build on traditional and new economies, creating the foundation for a new era. This subchapter sets priorities based on both immediate needs and the potential for building a healthy, diversified economy.

Strategic attention to the physical development of the City is essential to attracting and maintaining the employees, jobs and investment needed for a healthy economy. In turn, continued land use investment provides the public revenues needed to support the facilities and services necessary to create and maintain great places. Great places attract a high-quality work force and further investment in the community.

What We Heard

- Support local and new business development.
- Redevelop strip mall properties into higher-value businesses.
- Encourage employment types that foster creativity and talent.
- Harness Millcreek's outdoor lifestyle as an economic development strategy.

3.2.2 TRENDS

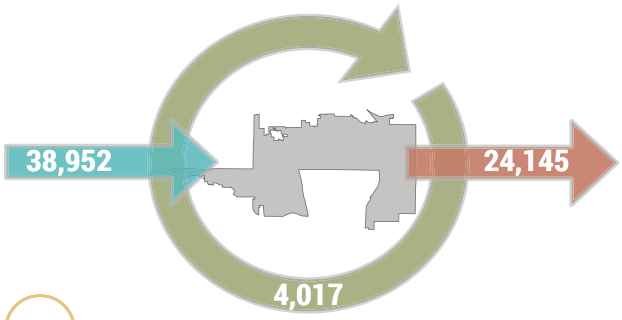
Employment and Workforce

Jobs. There were approximately 43,000 jobs and employees working in Millcreek in 2015. Employment has recovered steadily since the 2013 recession, and is larger than pre-recession levels.

Business. Millcreek's economy is driven mainly by four major business sectors: Education Services, Health Care and Social Assistance, Retail Trade, and Finance and Insurance. Millcreek is home to two higher education facilities (Western Governors University and Fortis College), St. Mark's Hospital, and numerous retail and entertainment businesses.

Light industrial is a key component of Millcreek's job base, specifically on the western edge of the city. To promote a diverse economic base, light industrial uses should be encourage in already existing use areas.

Jobs to Housing Ratio. The number of jobs per household is 1.09, indicating that there are roughly equal numbers of people working in Millcreek as there are living in Millcreek households. However, the majority of Millcreek residents are not employed in Millcreek, but commute to other locations. Of the 42,969 jobs available in Millcreek in 2015, only 4,017 were filled by those who live in Millcreek.





SOURCE: OLYMPUS HILLS SHOPPING CENTER

Income. Household incomes in Millcreek are slightly lower than Salt Lake County as a whole. Millcreek's median household income is $59,291 compared to the County at $64,601. On the other hand, due to fewer people per Millcreek household (2.56 in Millcreek compared to 3.03 in Salt Lake County), Millcreek has among the highest per capita incomes in the County at $33,981 per person, compared to $28,578 for the County.

Workforce Education. Millcreek is a highly educated community when compared to the rest of the Salt Lake Valley. 28% of Millcreek residents over the age of 25 have at least a Bachelor's degree, and another 16% have a Graduate degree.

Regional Competitiveness and Target Industries

Target Industry. Outdoor Products and Recreation is one of the Governor's Office of Economic Development's Utah Strategic Industry Clusters, and an industry Millcreek over performs in. Millcreek is home to a variety of recreation amenities, from the Jordan River to the Wasatch Canyons, as well as supporting employers, such as REI, Momentum Climbing Gym, Ski N See, Hangar 15 Bicycles, and more. Millcreek has an opportunity to harness the recreation industry by encouraging more outdoor focused employers and experiences. Businesses, especially high-tech firms, consider having nearby outdoor recreation amenities as "absolutely vital" in attracting and keeping high value employees.

Strengths. The Education Services Industry is a major strength for Millcreek, which already has a large share of the employment in the industry than the region as a whole. Health Care and Social Assistance industry is also an existing strength, anchored by St. Mark's Hospital and supporting businesses surrounding the campus.

Opportunities for Growth. Some of the other target business sectors, such as information technology, do not have a strong employment presence in Millcreek, but there is opportunity in these industries due to the proximity of institutions of higher education, the strength of these business sectors in the region, and, as mentioned above, the draw of quality of life amenities.

Constraints. One major constraint for future growth is the lack of attractive spaces for potential businesses to locate, as well as availability of developable land. Land assembly can be one of the most challenging issues in economic development and redevelopment. Millcreek has about 500 acres of vacant land, but it is primarily in small parcels mixed in-between developed properties. There is little, if any, vacant land currently available in large parcels, defined as 50 to 500 acres, with access to infrastructure.

Going forward, economic development efforts need to shift to emphasize Millcreek's lifestyle amenities, and pursue businesses in specifically targeted growing sectors (recreation, information technology), and in sectors that more closely match the qualifications of Millcreek's workforce. There is growing recognition and active efforts to diversify and expand the City's economic base into businesses that diversify the economy and can be leveraged to develop support businesses and startups.



SOURCE: ST. MARK'S HOSPITAL

Linkage Between Economic Diversity and Fiscal Sustainability

Economic development policies must stabilize and improve the City's financial picture through greater efficiencies, more in-tune tax and fee structures, and efficient growth and revitalization. Municipal finances and economic growth are mutually reinforcing systems – efficient growth that produces more benefits than costs gives a City the ability to promote desirable investment and economic diversification.

Zions Public Finance conducted an economic market analysis for Millcreek to identify opportunities for economic development (Appendix C). The ZPFI Economic Development Report highlights the findings of the economic analysis, and identifies eleven main "nodes" of economic activity in Millcreek. For each node, the sales tax revenues; amount of vacant land; the improvement values of existing development per acre are calculated. The Report also identifies strengths, weaknesses, opportunities and recommendations to promote node-specific and overall economic growth.

Overall, the study shows that Millcreek has substantial opportunities in key areas. Demographics of Millcreek show an educated populace with relatively appealing income levels. The Report notes some of the following highlights of the analysis:

• Retail activity is strongest in the Brickyard area; along 3300 South to the east of 2300 East; around 4500 South and 900 East; and just off of State Street.

• Key nodes (based on demographics, visibility and exposure, and current uses) that are presently struggling to generate retail activity include 2300 East and 3300 South; 3900 South; and areas surrounding I-15.

• Notable sales tax leakage (Millcreek residents leaving the City to shop elsewhere) occurs to neighboring cities, although the amount of leakage is not atypical for cities with similar geographical conditions.

• The Olympus Hills area has a key location along the Wasatch Front, although the retail layout and offerings generate relatively limited sales tax revenues for developments of similar size. The area needs a stronger daytime population component, which could be filled with a notable office project.

• The City Center and Brickyard Plaza areas show significant potential for additional development and growth. Sales tax revenues in the area are notable, although a significant amount is lost to Salt Lake City due to boundary alignments.

• Opportunities exist for flex office and quasi-commercial spaces near I-15.

Business Attraction and Retention

Sense of Place. A sense of place is essential to defining Millcreek's identity. A "brand" can be defined as a package of expectations, and Millcreek's brand, while improving, is still largely undeveloped. A clear message is important to potential businesses, visitors from outside the Millcreek area, and to residents themselves. Strong identity and satisfaction with their City gives residents more ownership in their community and a stronger commitment to make it better.

Broadband. Economic development, energy efficiency, and advances in education and health care rely on broadband infrastructure. Advances in technology have increased the importance of broadband technology in economic development. Broadband enables industry and opens the door to new possibilities. Broadband is no longer an amenity, but a necessity. Broadband access is one of the most important factors in the decision to choose a particular business location. The availability, quality, and competitiveness of broadband service are key issues for the Wasatch Front region and a top priority for the State as well.

3.2.3 VISION & PRINCIPLES

VISION: *Millcreek's economic diversity thrives by being inviting, supporting local businesses, attracting an innovative and adaptive workforce, investing in amenities that promote a better quality of life, and encouraging a range of business sizes and types.*

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 20 years. The guiding principles articulate the overarching direction for the Plan recommendations, while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The five guiding principles include:



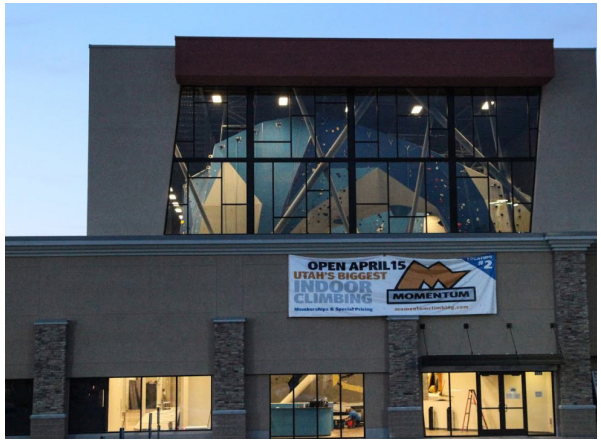
1. *[Character]* Attract and retain businesses that enhance the quality and character of Millcreek.



2. *[Redevelopment]* Invest in redevelopment projects along major corridors and intersections to reinvigorate underutilized properties into businesses that match Millcreek's future vision.



3. *[Youth]* Attract young people to Millcreek by supporting the development of mixed-use projects in appropriate areas that include amenities like restaurants, coffee shops, gyms, ice cream shops, gathering spaces, etc. Identify and encourage creation of jobs in Millcreek that attract young people to move in near the worksites.





4. *[Cityscape Aesthetics]* Promote a quality built environment that is commensurate with the beautiful natural setting in which Millcreek sits, and which encourages new start-up and expanding businesses.



5. *[Zoning Codes]* Maintain regulations, processes, and codes that demonstrate Millcreek's business-friendly atmosphere and quality design, and which help businesses grow throughout the City.

3.2.4 ECONOMIC FRAMEWORK MAP

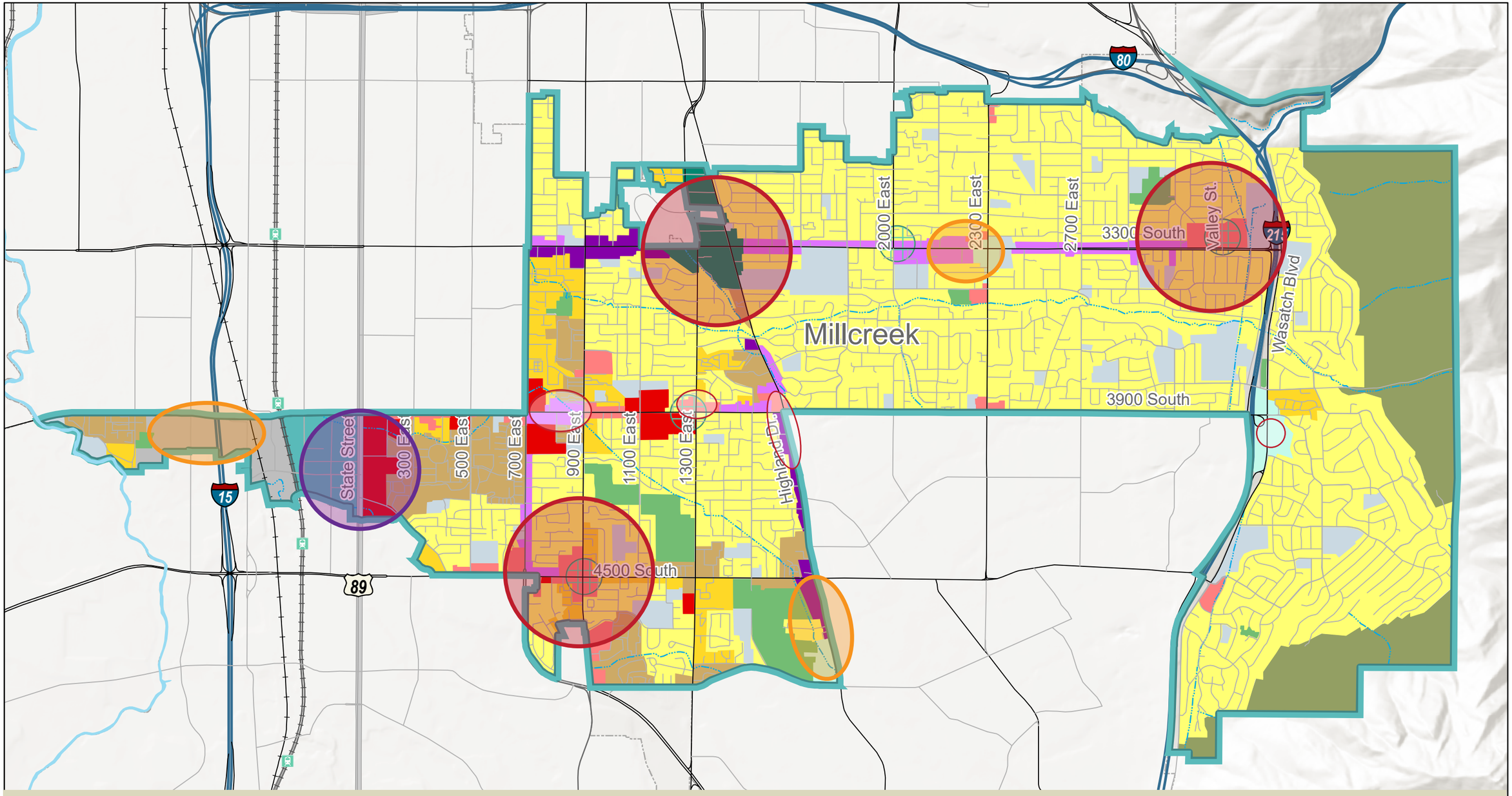
The Economic Framework Map provides a graphic framework of the vision of Thriving Economy. This map is intended to be used as one means of furthering Millcreek's economic health when making land use decisions moving forward. This map is expected to be a living and evolving graphic. It is not intended to strictly define place boundaries or names for all purposes.

Sales Summary

The majority of the City's commercial sales and economic activity occur in one of three commercial nodes: Canyon Rim, City Center, and 900 East 4500 South. Furthermore, much of sales generated within each of these nodes is a result of large retailers located in each of the nodes – Canyon Rim (e.g., Smith's Marketplace, REI), Brickyard (e.g., Home Depot), and 900 East 4500 South (e.g., Walmart). Approximately 10 percent of all commercial sales in Millcreek occur outside one of the commercial nodes, and only 1.57 percent of all sales in Millcreek are from home occupations.

The economic development focus should be on the "centers" identified on the Future Land Use map and within the already existing nodes on the Thriving Economy Framework map. Millcreek has relatively little vacant land left, especially within the commercial nodes, but does have underutilized properties, particularly in the Meadowbrook area. Generally, most nodes have fewer than five acres of vacant land. Because of a lack of vacant land, redevelopment of underdeveloped parcels will be key for future economic development in Millcreek.

Map 3: Thriving Economy Framework



Thriving Economy

Percent of Sales by City Node

- 1 - 5%
- 4 - 9%
- 9 - 12%
- 13 - 18%

Future Land Use

- Conservation Open Space
- Parks and Recreation
- Public Quasi Public
- Neighborhood 1
- Neighborhood 2
- Neighborhood 3
- City Center
- Meadowbrook
- Village Center
- Future Center Study Area
- Retail/ Office
- Employment/ Commercial
- Mixed Use 1
- Mixed Use 2
- Light Manufacturing
- Frontrunner Route
- TRAX Route
- TRAX Station
- Jordan River
- Creeks

N W E S

0 0.25 0.5 1 Miles

Source: 2017 Salt Lake County Assessor, Zoins Bank Public Finance

3.2.5 GOALS AND STRATEGIES

OVERVIEW. GOAL E-1: *Diversify and expand Millcreek's economic base to create a robust economy that offers a wide range of employment opportunities, goods and services.*

- Strategy 1.1: Create and implement an Economic Development Strategic Plan that identifies short- and mid-term goals and strategies to diversify and expand the Millcreek economy.
- Strategy 1.2: Coordinate and explore partnerships with the state, county, other cities, businesses and organizations engaged in diversifying and expanding the economic base of the Wasatch Front region.
- Strategy 1.3: Prioritize growth in regional targeted industry clusters – Outdoor Products and Recreation, Life Sciences, Software and IT, Financial Services– when allocating available economic development incentives.
- Strategy 1.4: Prioritize City Center development and redevelopment to establish it as the City's hub of commerce, governing, innovation, entertainment, art and culture.
- Strategy 1.5: Target, create, and promote incentives for businesses and industries that foster growth and retention of jobs offering wages higher than the county average.



MEADOWBROOK EXAMPLE ILLUSTRATION

BUSINESS CULTURE. GOAL E-2: *Cultivate a business culture that allows existing establishments to grow in place, draws new firms to Millcreek and encourages more homegrown enterprises.*

- Strategy 2.1: Continue land regulations that allow for a diverse mix of workplace types including non-traditional and flexible workspaces, such as co-working facilities.
- Strategy 2.2: Support the establishment and expansion of commercial businesses that produce goods locally, increase local spending and provide needed goods and services to local residents and businesses in Millcreek.
- Strategy 2.3: Coordinate with organizations that provide microloans, small business loans and other financial resources to fund new businesses and business expansions and encourage entrepreneurs to explore innovative financing strategies, such as crowdfunding.
- Strategy 2.4: Support and expand incubator space in Millcreek for existing and future small businesses, particularly those seeking to commercialize innovative products and services.
- Strategy 2.5: Support efforts to attract, expand and retain large, medium and small businesses that offer high quality jobs, generate local tax revenue and/or provide needed goods or services to residents.
- Strategy 2.6: Support and leverage projects and initiatives with mixed uses, transit supported and walkable attributes to attract and retain a skilled workforce and business investment
- Strategy 2.7: Partner with the K-12 school system, the Promise Millcreek program, technical and community colleges, and universities on physical plans that support workforce training opportunities for jobs in sectors with the greatest need and growth potential such as skilled nursing and information technology.

- Strategy 2.8: Promote internship opportunities in business sectors present in Millcreek.
- Strategy 2.9: Support business growth in innovation, research, development, and emerging technologies by being responsive in the application and adaptation of City processes and requirements.



SOURCE: KATIEWANDERS.COM

OUTDOOR INDUSTRY FOCUS. GOAL E-3: ***Build on Millcreek's emerging recreation and outdoor lifestyle identity as an economic development strategy.***

- Strategy 3.1: Integrate the recreation and outdoor lifestyle brand into citywide initiatives, such as tourism, education, and arts and culture.
- Strategy 3.2: Utilize the State of Utah's Office of Outdoor Recreation's Utah Outdoor Recreation Grant to assist with the construction and expansion of outdoor recreation amenities, recognizing that new trails and other amenities further our goal of promoting outdoor recreation and conservation of open space as an economic development strategy.

LIVEABILITY. GOAL E-4: ***Leverage the City's livability as a workforce and economic driver, and create a city brand that supports growth and leverages existing community and economic assets.***

- Strategy 4.1: Maintain and enhance the social and cultural amenities of the City (such as attractive public spaces, restaurants, and art galleries) to help attract more creative, artistic, skilled, and innovative people (the creative class) to live, shop, work, and invest in the Millcreek community.
- Strategy 4.2: Collaborate with businesses, business organizations, and the community to organize and promote events and festivals that help residents and visitors develop positive associations with the Millcreek community
- Strategy 4.3: Structure ordinances and incentives to encourage new development to include site, architectural and landscape design features that enhance the appearance and reputation of the City and its neighborhoods and business districts.

PHYSICAL ENVIRONMENT. GOAL E-5: ***Enhance the physical environment by creating new amenities that help attract and retain new businesses and residents.***

- Strategy 5.1: Support the redevelopment and adaptive re-use of functionally obsolete buildings and strip commercial centers as new mixed use employment centers, particularly in the centers identified on the Future Land Use Map.
- Strategy 5.2: Consider impact fees to increase new public investments in streets, infrastructure, and public spaces in order to keep pace with new development and foster redevelopment.
- Strategy 5.3: Create street activation in the design of employment and business centers

through the use of supportive zoning, design guidelines, and street standards.

- Strategy 5.4: Incorporate street-activating uses in and near public places and facilities.
- Strategy 5.5: Accommodate creative temporary uses such as food trucks, farmers markets, pop-up retail, and craft markets to help activate business and employment centers.
- Strategy 5.6: Improve access to parks, trails, nature and the outdoors from employment centers.

INFRASTRUCTURE. GOAL E-6: ***Provide high-quality infrastructure and technology Citywide.***

- Strategy 6.1: Support Millcreek's major institutions, business centers, and other businesses with continued quality infrastructure that meets the City's needs.
- Strategy 6.2: Enhance infrastructure, transportation, and communications connectivity near major cultural, hospitality, and entertainment venues.
- Strategy 6.3: Create a mechanism to coordinate activities among service providers to collaborate on service installations to coordinate trenching opportunities to reduce the digging within streets.



TEMPORARY FOOD TRUCK COURT EXAMPLE SOURCE: UNKNOWN

- Strategy 6.4: Create a Telecommunications Plan to better understand the feasibility and financing tools necessary for a citywide broadband/fiber optic network.

SUSTAINABILITY. GOAL E-7: ***Promote environmentally sustainable efforts and initiatives in the public and private sector.***

- Strategy 7.1: Encourage the integration of environmentally sustainable and cost effective best practices and technology in public infrastructure investments, such as street trees, permeable paving, green spaces, bicycle parking, electric vehicle charging stations, etc.
- Strategy 7.2: Encourage businesses to adopt renewable energy, waste reduction, recycling, and other green initiatives.
- Strategy 7.3: Promote Millcreek's natural assets, infrastructure, and supportive policies to expand a recreation- and environment-related economy.

3.2.6 MEASUREMENTS OF SUCCESS

The following Thriving Economy keystone indicators are representative of primary measures of the health and resilience of our economy over the long term. Although there is a strong high-level correlation between our plan for physical development and these indicators, it is recognized that they will often not be directly applicable to individual development plans or to city initiatives.

- **Job Growth**: Annual growth in number of jobs in targeted employment sectors (Source: Census Longitudinal Employer-Household Dynamics)
- **Job Growth:** Annual growth in number of jobs
- **Sales Tax Revenues:** Gross sales tax revenues per capita
- **Property Tax Revenues:** Increase in property revenues generated by increased property valuations.
- **Income:** Median household income above inflation, particularly in underserved neighborhoods where affordable housing is maintained or expanded
- **Educational Attainment:** Increases in the percentages of population aged 25+ with differing levels of educational attainment (high school degree, associates degree, college degree, and professional degree)
- **Promise Program:** The number of participants in the Promise Program after school programs and year over increase in literacy and math proficiency at each school
- **Worker Flows:** Increase in the percent of City residents that also work within the City
- **Green Initiatives:** Percentage of Millcreek businesses committed to 50% renewable energy

3.2.7 ESSENTIAL QUESTIONS FOR ZONING DECISIONS, DEVELOPMENT AGREEMENT AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these essential questions should be considered as a tool to focus on and promote implementation of the Plan's Thriving Economy theme.

Does the application or initiative:

1. ***Advance the Goals and Policies of the Economic Development Plan?***
2. ***Support the retention of existing Millcreek businesses?***
3. ***Help attract new businesses in targeted business sectors?***
4. ***Create or enhance a built environment with amenities that will help attract new, skilled talent to Millcreek?***
5. ***Support the creation of new, high-paying and livable wage jobs?***
6. ***Contribute to effective and efficient use of City resources?***
7. ***Provide for balanced budgets and financial stability for the City over the long-term?***
8. ***Promote renewable, sustainable, and environmentally healthy/friendly business practices and products?***
9. ***Support or align with regional business attraction and retention efforts?***
10. ***Have a positive impact on the educational competitiveness of Millcreek?***
11. ***Result in construction and / or renovation that is compatible with the existing mass, scale, and height of the immediate neighborhood?***

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SUBCHAPTER 3.3: **VIBRANT GATHERING PLACES**

The way we view and use our favorite places is changing significantly as technology is freeing us more and more from the need to be tied to any one particular physical location for activities like working, shopping, education and basic communication.

3.3.1 THE IMPORTANCE OF VIBRANT GATHERING PLACES

Great, vibrant gathering places have become an essential part of our quality of life in Millcreek. Creating memorable and unique places to enhance community character and build community identity will enable Millcreek to elevate the quality of life for residents and visitors alike. While Millcreek has many interesting places to shop, eat, work, and recreate, there are few true community gathering places. As Millcreek and the region continue to grow in area and population, it will be all the more important to make unique and special public places throughout the community. Gathering places create the fabric for a livable and well-functioning City.

Each gathering place should have a unique combination of characteristics that contribute to making Millcreek more livable, desirable and sustainable. These centers of activity are the man-made counterpart to Millcreek's natural setting. They reinforce community identity, historic character, legacy, and connection to the outdoors. Distinct places also support a strong economy. They are essential for robust and healthy community life. It is important that each gathering place offers a unique appearance, character, and function.

The Millcreek community needs to proactively support and enhance existing unique gathering places, promote new gathering places in more mature areas of Millcreek, and ensure that gathering places are created in newly developing areas. The principles of place-making should be applied enthusiastically and broadly across the City. The details of how to best create and support unique gathering places should be expected to vary based on each one's individual context.

What We Heard

- Residents want vibrant places to gather and socialize
- Residents want to create a sense of place and a more identifiable brand for Millcreek

DEFINITIONS

Placemaking: A process and philosophy of creating quality places that people want to live, work, play, and learn in. It is an approach to planning, design, and management of public spaces that creates a sense of place.

Tactical Urbanism: Also known as DIY Urbanism, this approach refers to a city, organizational, and/or citizen-led approach to neighborhood building using short-term, low-cost, and scalable interventions to catalyze long-term change.

3.3.2 TRENDS

Gathering Places

Placemaking. While not a new concept, placemaking encourages a broadened view about what makes a good public space. Placemaking capitalizes on local assets, inspirations and potential, and seeks to create public spaces that promote health, happiness and well-being. According to the Project for Public Spaces, placemaking concepts build on a community's unique attributes to reimagine public spaces as the heart of the community. By strengthening the connection between the place and the people, Millcreek is better able to enhance quality of life and retain residents and businesses.

Placemaking can often be expensive, relying on an extensive built environment. An idea for a new City with limited resources, but potentially willing volunteers or businesses, is to start with a "lighter, quicker, cheaper" approach. The best spaces evolve by experimenting with short-term improvements that can be tested and refined over time. Places to sit, a sidewalk café, a community event, a garden, and painted crosswalks are all examples of tactical urbanism, an umbrella term used to describe a collection of low-cost, temporary changes to the built environment, usually in cities, intended to improve local neighborhoods and City gathering places. These "lighter, quicker, cheaper" changes capitalize on the creative energy of the new community to efficiently generate new uses and revenue for places in transition. If one thing doesn't work, try something else. If you have a success, build on it.



"LIGHTER, QUICKER, CHEAPER" EXAMPLE
SOURCE: CANDY CHANG

Streets as Places. Streets and transportation are one of the most visible land uses, but rarely get the design treatment and care they deserve. Signs, utility lines, transformers, equipment, street lights, and many other elements of the street are located in the streetscape, but their visual quality and how they can be integrated into the streetscape is rarely a consideration.



"PARK-LET" EXAMPLE
SOURCE: CONRAD ERB PHOTOGRAPHY

The traditional approach to public infrastructure gives little consideration to the urban environment or neighborhood character. "Standard engineering practice" for infrastructure rarely explores the nexus between functionality and visual quality. According the Project for Public Spaces, more traffic and greater road capacity are not the inevitable results of growth. They are products of very deliberate choices made to shape communities to accommodate the private automobile. Different choices are possible — starting with the decision to design streets as comfortable and safe places for everyone — for pedestrians and bicyclists as well as drivers. It is important to note that many of the best places will be walkable and pedestrian-friendly, but will also need to be accessible by multiple modes of transportation including individual motor vehicles.

> "The street is the river of life of the city, the place where we come together, the pathway to the center."
>
> **-William H. Whyte**

Community Appearance

Design Standards. Millcreek's design standards and guidelines are evolving. Application of design standards on a project by project is the traditional approach, but it doesn't allow for a more comprehensive consideration of how each building or project contributes to creating a memorable place. Form-based and design codes focus on how structures look and function in relation to the surrounding environment. Especially in Millcreek's centers and mixed-use areas, a form-based approach to design review could result in better public spaces and gathering places.

Preservation and Enhancements. New development and redevelopment can promote vibrant, accessible urban places for people of all ages, abilities and backgrounds, while also enhancing natural resources, providing aesthetically pleasing experiences, protecting health and safety and promoting resilience. As a largely built out City, much future development in Millcreek will be infill and redevelopment. Accordingly, Millcreek faces design and development challenges, as well as opportunities. The policies in this subchapter encourage development that respects the context of the project area, preserves historic and cultural resources, engages innovation and creativity, reduces carbon emissions, improves resource efficiency, minimizes risk from natural hazards, limits impacts to wildlife and natural systems, and integrates nature into the urban environment.

3.3.3 VISION & PRINCIPLES

VISION: ***Millcreek's gathering centers are the heart of community activity, characterized by walkability, unique spaces, commercial areas and compatibility with surrounding land uses.***

There are already a number of informal gathering spaces or centers in Millcreek, including parks, shopping areas, the community center and others. Discussions about the enhancement of existing gathering places and the creation of new public gathering spaces suggests several different types according to their locations, existing development, transportation, and desired future development and redevelopment. One generally supported idea is the creation of a City Center, a location where government, business, commercial, transportation and residential uses complement one another. At a smaller scale, village centers and Meadowbrook would provide gathering spaces in proximity to more of Millcreek's neighborhoods. At the neighborhood level, pocket parks, playing fields or neighborhood-scale commercial uses could enhance the sense of neighborhood place and solidarity. These center typologies are discussed in more detail below in the Framework section.

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 20 years. The guiding principles articulate the overarching direction for the Plan recommendations while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The six guiding principles include:

1. ***[City Center]*** Support the City Center as the heart of Millcreek to give residents a centralized citywide gathering area.
2. ***[Village Centers and Meadowbrook]*** Support multiple village and urban activity centers that allow for people to live, work, shop and play in compact areas.
3. ***[Gathering Places]*** Support existing and new gathering places throughout the City that provide all Millcreek residents places to meet and access quality amenities, services, and public spaces.
4. ***[Public Spaces]*** Provide programmable (scheduled activities) and flexible gathering spaces that include areas for public art, commercial activity, vendors, exhibitions, festivals, and performances.
5. ***[Character]*** Attract visitors and new residents with City branding that reinforces our character and identity that matches the City's high quality livability and natural setting.







3.3.4 FRAMEWORK MAP

The Unique Places Framework Map provides a graphic framework for the vision of Unique Places. It is intended to be used as one means of furthering the City's focus on designing places to be compatible with, accessible from, and serve as a benefit to the surrounding neighborhoods or business areas. This map is expected to be a living and evolving graphic. It is not intended to strictly define place boundaries or names for all purposes.

Center Typologies

Community centers are part of the key building blocks for Millcreek's future. In order to take advantage of their potential to absorb Millcreek's anticipated future growth, as well as provide much needed gathering places, each center should have its own vision and plan. Specific area plans for each center should be created to refine each center's boundaries and develop a detailed land use plan that provides greater development predictability. While these centers should incorporate high-density, mixed-use development, not all centers are recommended for these kinds of uses, and each one should be considered and planned individually.

Centers are compact, walkable and pedestrian-oriented community places. They are connected by public transit and active transportation networks. They anchor complete neighborhoods with retail stores and businesses (grocery stores, restaurants, markets, shops, etc.) civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks and other public gathering places. Identified centers will be the primary areas for growth and change in Millcreek over the next 25 years. Focusing new growth in centers helps achieve the goals of having more complete neighborhoods, and increased use of public transit and active transportation—walking, biking and rolling—to commute to work and complete errands. Clustering and co-locating destinations and housing within compact, walkable centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to access services, reducing the impact on roadways and reducing congestion.

Three types of centers are proposed for Millcreek that vary in size, scale, service area, role, and the numbers of residents and businesses:

- City Center
- Meadowbrook
- Village Center



City Center

The City Center would be the highest concentration of development found anywhere in Millcreek. It is the focal point for the City, the center of government, cultural, office, commercial, financial, transportation and other activities with a variety of day and night activities that attracts visitors from throughout the City and region. Major arterials provide access and the City Center is envisioned to have both local and regional transit connections. Pedestrian access and movement would be high, and consideration for pedestrians is paramount. New development should be sensitive to the context of the surrounding neighborhoods and districts, and build on the strengths and character of these established areas.

The City Center is Millcreek's most intense development area, envisioned as a regional center for commerce and culture. The City Center should evolve into a vibrant mixed-use area with a range

of employment, services, and housing. It should be highly walkable and well connected by multiple types of transportation and transit. It should have a balanced mixture of jobs and housing, and contain amenities that support residents, workers and employers within the center and also throughout the City. It is also envisioned that the City Center would be a central public gathering place, and home to many of Millcreek's entertainment and cultural institutions. The Center should also highlight and celebrate historic signage and landmarks in the area, such as the Villa Theater.

Meadowbrook Center

Meadowbrook is an area where a greater mix of uses, including significantly more residential use, is desired and is supported by effective transit connections. Development within Meadowbrook will general be more intense than found in areas surrounding the center. Development in Meadowbrook is intended to be mid-rise in scale. Parking is typically located off street and internal to the development site, although on street parking is essential to a complete street. As the centers grow, large surface parking lots should transition to structured parking, to free additional space to be more efficiently used for new infill development. Parking lots should be designed to promote internal connectivity and walkability within the center. Development of mid-rise multiple family development, coupled with commercial uses, is anticipated within the core of the Meadowbrook center.

Located between the TRAX line and State Street, the Meadowbrook/Main Street Center is anchored by two TRAX stations just outside the City boundary. The Meadowbrook/Main Street area is a major catalyst for growth on the west side of the City, and increasingly attracts multifamily residential development, businesses in creative industries, and flex uses . The Center area will benefit from additional job diversity, particularly those which help increase incomes of residents in the area. As this center develops, walkability and transit connectivity should be prioritized. This evolution creates new opportunities for infill and redevelopment, and capitalizes on the center's location on several main regional transportation lines. A new vision plan and accompanying codes for Main Street will help achieve the area's full potential.



CITY CENTER EXAMPLE

Village Centers

Village Centers are smaller centers that include a mixture of neighborhood scale commercial and residential buildings. Buildings should be designed to be compatible with the character of existing buildings within the center. A main focus for the Village Center is to encourage access to, from and within the center by pedestrians and bicyclists. The village centers should be designed in such a fashion that the preferred modes of transportation to and from the centers are walking, bicycling, and public transit.

2300 East and 3300 South. A focus should be made on attracting uses that are complementary such as small restaurants and cafes (similar to Roots Café and Maria's Restaurant), and provide for a unique identity to this neighborhood. There is also a relatively high amount of vacant or underutilized property that presents opportunities for redevelopment, such as adaptive re-use, second stories in appropriate locations, and farmers' markets. Extra parking is also needed to support development in the area.

Olympus Hills. Olympus Hills' local assets include an established business area, strategic proximity to local and regional assets and destinations in the mountains, a unique and dynamic history, and prime scenic views. Together, these assets create an extraordinary opportunity for positive transformation in the Olympus Hills area. Tying together the two sides of Wasatch Boulevard and expanding retail and hospitality uses could be a focus.

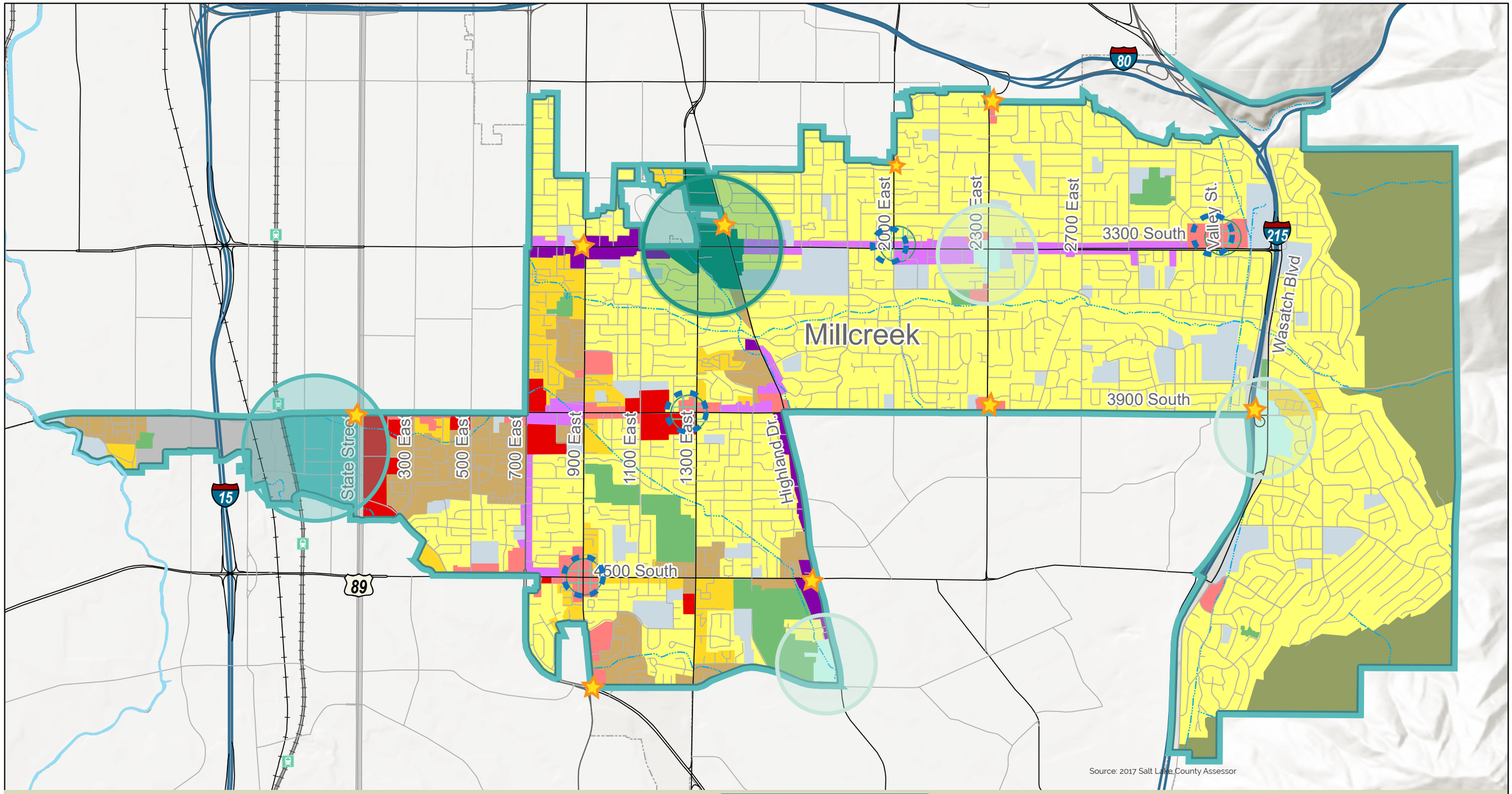
Murray Holladay/ 4500 South. Provides small scale commercial and amenities for nearby residents. Intended to complement the future development of the Cottonwood Mall site across the street from the village area, and should harness its unique location next to the Big Cottonwood Regional Park, the Holladay Lions Recreation Center, and Senior Center.

Future Centers to Study. Several areas have been identified as future centers to study. The St. Marks Hospital area of 3900 South and 900 to 1300 East has existing office and small-scale retail uses, and has potential to provide a center for surrounding residential areas. The Canyon Rim area that includes Smith's Marketplace and REI has potential for redevelopment and reconfiguration of parking to support a center for surrounding residential areas, as well as a major commercial and office. The presence of a number of outdoor related shops and businesses in that area, and its proximity to the mountains, canyons, and trails, the center could be billed as an "outdoor district".



VILLAGE CENTER EXAMPLE

Map 4: Vibrant Gathering Places Framework



Vibrant Gathering Places

- Conservation Open Space
- Parks and Recreation
- Public Quasi Public
- Neighborhood 1
- Neighborhood 2
- Neighborhood 3

Designated Centers

- City Center
- Meadowbrook
- Village Center
- Future Center Study Area
- Gateway Area

- Retail/ Office
- Employment/ Commercial
- Mixed Use 1
- Mixed Use 2
- Light Manufacturing

- Frontrunner Route
- TRAX Route
- TRAX Station
- Jordan River
- Creeks

N W E S

0 0.25 0.5 1 Miles

3.3.5 GOALS AND STRATEGIES

GENERAL DEVELOPMENT. GOAL GP-1: *Design new development to respond to and enhance the distinctive physical, historic, aesthetic and cultural qualities of its location, while accommodating growth and change.*

- Strategy 1.1: Ordinances and incentives should achieve excellence in architecture, site design, and infrastructure and durability in building materials to enrich the appearance of the surrounding area.
- Strategy 1.2: Design buildings and streetscapes that are attractive to create a more inviting atmosphere for pedestrians.
- Strategy 1.3: Promote development that enhances and improves views of the Wasatch Mountains and other significant view areas.
- Strategy 1.4: Encourage building and street designs that respect the unique built natural, historic, and cultural characteristics of Millcreek's centers, corridors, and historic residential pattern areas and avoids discordant, clashing visual themes.
- Strategy 1.5: Encourage the development of aesthetically sensitive and character-giving design features that are responsive to place and the cultures of communities.
- Strategy 1.6: Provide for appropriate transition and buffers between dissimilar uses by managing and shaping the height and mass of buildings, while accommodating urban scale development.
- Strategy 1.7: Reduce the proportion of street frontages and right of way lined by parking lots, blank walls and empty lots.



EXAMPLE ILLUSTRATION OF REDUCED SIGNAGE ON 3300 SOUTH

SIGNS. GOAL GP-2: *Ensure that sign location and design is responsive to site context and compatible with the surrounding character.*

- Strategy 2.1: Ensure that signs are compatible with their surroundings. Signs should provide information and make a positive contribution to the character of the community.
- Strategy 2.2: Signs should effectively contribute to the aesthetics of the development and minimize negative impacts on adjacent uses and all modes of transportation.
- Strategy 2.3: Promote compatibility of signs with pedestrian-oriented development in all areas, and particularly in designated mixed-use centers and residential areas.
- Strategy 2.4: Discourage billboards in designated or developed commercial and residential areas and in locations that block views of the Wasatch Mountains or in conflict

with the goals of the General Plan. Consider techniques to remove or alter billboards such as purchase, amortization or other techniques.

- Strategy 2.5: Discourage temporary signs (usually construction signs) on road shoulders that serve as bike lanes and pose hazards to bicyclists.

PLACEMAKING. GOAL GP–3: *Emphasize placemaking throughout the City with design and programming that supports a distinctive identity and experience.*

- Strategy 3.1: Incorporate distinctive placemaking as an element of public and private development plans including privately initiated master plans, concept plans and Planned Unit Development (PUD) zoning.
- Strategy 3.2: Focus area-specific planning attention and capital improvements prioritization on major corridors (3300 South, 3900 South, 4500 South, 700 East, 1300 East, Highland Drive, Main Street, and State Street) potential and need for redevelopment.
- Strategy 3.3: Encourage new and redeveloped buildings to activate street life and support multi-modal access.
- Strategy 3.4: Partner with local business and volunteers to pursue a "Lighter, Quicker, Cheaper" approach (described on page 50) to placemaking.
- Strategy 3.5: Create a public space activation guide that provides guidance to the City and developers on activating public spaces. (Example: Inspired Leaders Shaping Cities)
- Strategy 3.6: Evaluate the cost and other resources needed to create active programming in parks and along trails to create multiuse destinations that support both formal and informal activities.
- Strategy 3.7: Review development regulations every two years to ensure building design requirements support and encourage public spaces.



CENTERS. GOAL GP-4: *Focus growth in a Citywide network of centers that provide healthy, equitable and sustainable access to services and housing and preserve the City's character and sense of place.*

- Strategy 4.1: Plan for a variety of gathering spaces and centers throughout the City to enhance local, equitable access to services, employment, and housing opportunities.
- Strategy 4.2: When planning capital and transportation improvements in centers, consider the following priorities:
  a. Focus and coordinate investments in one or two centers for maximum effect;
  b. Focus investments in centers where the real estate market is emerging and where public efforts would likely stimulate private investment;
  c. Identify and respond to special needs and opportunities in centers, including possible level of service deficiencies.
  d. Explore partnerships with existing businesses who desire to enhance their "centers".
- Strategy 4.3: Connect centers to each other and to other key destinations, such as schools

DEFINITION

Community Reinvestment Areas (CRAs): Tax increment financing tool aimed with financing redevelopment activities from real and personal property taxable value increases. They are a flexible tool which can be used to achieve a number of redevelopment criteria. Typically, they are used to remove urban property blight, add new jobs, or develop vacant land.



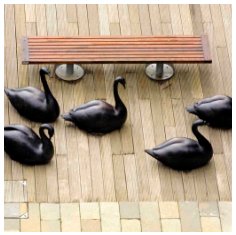
and parks, by frequent and convenient transit, bicycle sharing, bicycle routes, pedestrian trails and sidewalks, and electric and vehicle charging stations.

- Strategy 4.4: Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices, such as wheelchairs, safe and attractive for people of all ages and abilities.
- Strategy 4.5: Encourage residential development for mixed income levels in all centers.
- Strategy 4.6: Activate centers with events like food truck markets and concerts.
- Strategy 4.7: Establish a network of connections such as gateways, signage, and trails to support, define, and provide context for Millcreek's centers.
- Strategy 4.8: Evaluate development applications in and around urban centers with particular attention to their contribution to the integration and mixing of uses, orientation to the public realm and their support of connections with multi-modal transportation.
- Strategy 4.9: Utilize special area tax and financing tools, such as Community Reinvestment Areas (CRAs), to highlight and prioritize the importance of areas targeted for redevelopment as unique gathering places and centers.
- Strategy 4.10: Aggressively pursue and leverage public, non-profit and private grants and matching funds to support public/private redevelopment in designated centers.

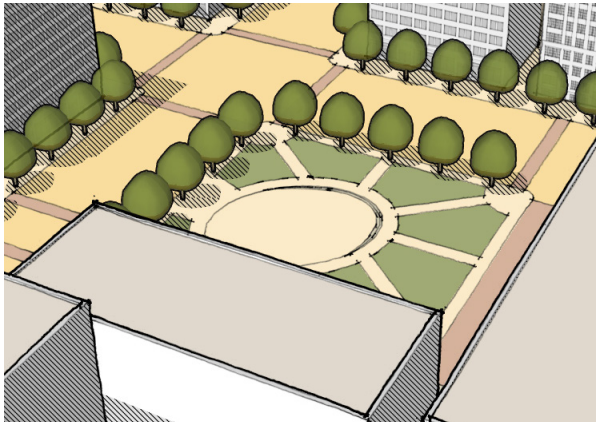
CITY CENTER. GOAL GP-5: ***Continue to grow and support The City Center as the mixed-use, cultural, and economic heart of the City.***

- Strategy 5.1: Continue to refine, adapt, and expand the Town/City Center Overlay Zone as the City Center develops and evolves.
- Strategy 5.2: Maintain City Codes to support reduced onsite parking, limited parking lot areas between the public right-of-way and buildings, design elements that enhance visual impressions from the street, multimodal access, and the safety and enjoyment of the onsite pedestrian experience.
- Strategy 5.3: Continue to coordinate with Salt Lake City to annex the Brickyard area into the City Center.
- Strategy 5.4: Establish a parking management plan to regulate on-street parking that supports business patrons and visitors.

CITY CENTER: POTENTIAL THEME & MATERIALS PALLET








MEADOWBROOK. GOAL GP-6:

Continue to grow and support the Meadowbrook/Main Street Urban Center.

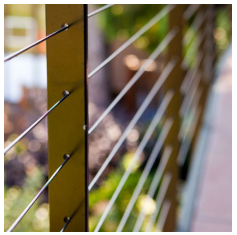
- Strategy 6.1: Continue to develop new transit-oriented development (TOD) and mixed use-supportive base zoning and/or overlays to support the continued development and redevelopment of key corridors and centers.
- Strategy 6.2: Coordinate with neighboring municipalities of Murray and South Salt Lake City as development projects are proposed for the center.
- Strategy 6.3: Continue to encourage the development of flex uses in the Meadowbrook area.

MEADOWBROOK/MAIN STREET POTENTIAL THEME & MATERIALS PALLET









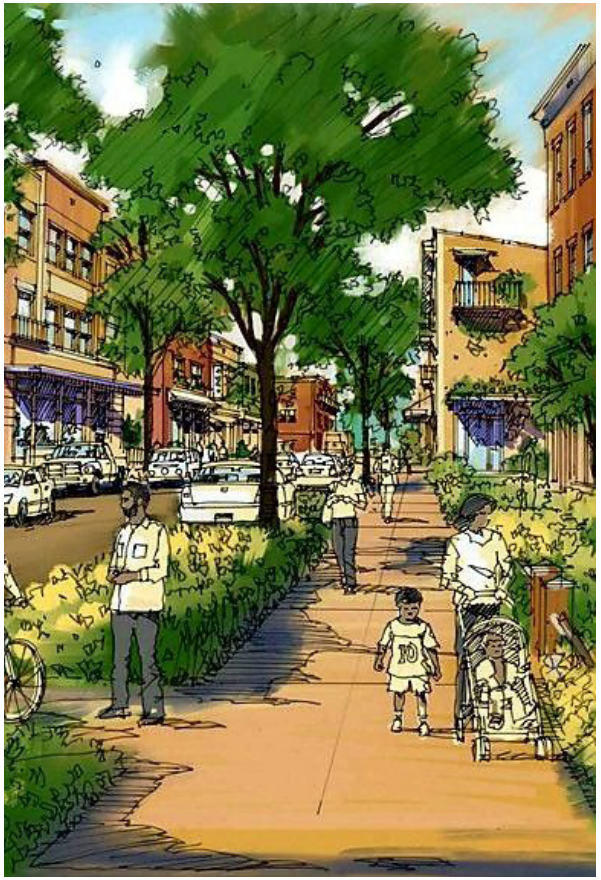



ILLUSTRATION SOURCE: LARIMER VISION

VILLAGE CENTERS. GOAL GP-7:

Continue to grow and support the identified village centers.

- Strategy 7.1: Coordinate with neighboring municipalities during development of village centers, specifically the Murray Holladay Road village center.
- Strategy 7.2: Strategically brand each center as a unique neighborhood area while complementing the overall City brand.
- Strategy 7.3: Aggressively pursue high quality development design and view preservation in village centers.
- Strategy 7.4: Create an Olympus Hills Village Center Plan and coordinate with UDOT, UTA, property owners, and stakeholders with specific focus on how Wasatch Boulevard is designed to cohesively join the two sides of the center.
-

2300 EAST/ 3300 SOUTH: POTENTIAL THEME & MATERIALS PALLET







MT. OLYMPUS: POTENTIAL THEME & MATERIALS PALLET






MURRAY HOLLADAY/ 4500 SOUTH: POTENTIAL THEME & MATERIALS PALLET






IDENTITY. GOAL GP-8: ***Create unique, desirable, and vibrant places and features in Millcreek.***

- Strategy 8.1: Create design guidelines for development of City gateways. Gateway branding serves as an opportunity to brand the City as a whole.
- Strategy 8.2: Create a City brand and identity campaign.

INFILL. GOAL GP-9: ***Support complementary infill development and land use investment in the mature and developed areas of the city.***

- Strategy 9.1: Value and protect historic and built resources through appropriate rehabilitation and preservation.
- Strategy 9.2: Develop policies and standards for identifying appropriate locations and types of infill development in Millcreek.
- Strategy 9.3: Encourage the development or redevelopment of vacant and under-utilized properties in centers and along major corridors by using a combination of incentives, rezoning, and creative design solutions.
- Strategy 9.4: Provide opportunities for redevelopment by identifying and supporting catalyst projects in underutilized locations such as disinvested strip malls, former “big box’ retail spaces, and no longer needed school buildings.
- Strategy 9.5 Evaluate zoning regulations for opportunities to be more streamlined and flexible regarding infill, redevelopment, and mixed-use development, especially in older, underutilized commercial areas.



EXAMPLE OF A REDEVELOPED FACADE THAT RETAINED HISTORIC ELEMENTS

3.3.6 MEASUREMENTS OF SUCCESS

- **Attractions:** Levels of visitation at selected City features and attractions
- **Vacancy Rate**: The retail/commercial vacancy rates, Citywide and by subarea of the City
- **Accessibility**: Gathering places and centers in the City should be accessible by a wide variety of transportation modes. Points are accumulated on a weighted basis using the following measures:
    a. Walkscore® of 70 or above
    b. Within ¼ mile of transit station (specifically the City Center and Meadowbrook Center designations)
    c. Within ¼ mile of a high frequency transit route (transit corridor or bus route that serves the corridor every 15 min. or less, or has overlapping bus routes)
    d. Within ¼ mile of a designated bike route
- **New gathering places**: The number of new gathering places created through either new development/redevelopment or improvement of existing informal gathering spaces, including the creation of a recognizable, functional City Center.

3.3.7 ESSENTIAL QUESTIONS FOR ZONING, DEVELOPMENT AGREEMENTS, AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these essential questions should be considered as a tool to focus on and promote implementation of the Vibrant Gathering Places theme.

Will the proposal:

1. ***Support the overall focus of the Vibrant Gathering Places vision?***
2. ***Support the continued development/ redevelopment of the City Center, Meadowbrook Center, or Village Centers?***
3. ***Result in additional infill, development, or redevelopment of appropriate types in appropriate locations?***
4. ***Provide a range of opportunities for transportation access, interconnection of urban centers and enhanced demand and feasibility for multimodal transportation options?***
5. ***Result in well designed, well integrated and compatible development***
6. ***Include, result in or support the creation of new or enhanced places for community interaction?***
7. ***Enhance connections to and integrate with the City's green infrastructure networks including trails, parks, open space, adjacent communities and public lands?***
8. ***Support or incorporate cultural, historical, educational, and/or human service opportunities?***
9. ***Result in places that are inclusive, adaptable, sustainable and resilient?***

SUBCHAPTER 3.4: **GREAT CONNECTIONS**

Millcreek citizens desire a full range of options for where, when and how they choose to travel. However, changes in technology are also providing increasing options to communicate, obtain services, and do business without physically traveling at all. Energy, water, wastewater and stormwater systems also require a robust and well-integrated network of connections.

3.4.1 THE IMPORTANCE OF CONNECTIONS

Finally, both the sustainability and enjoyment of the natural environment depends on green infrastructure connections. Altogether this framework of connections represents an extremely large public and shared investment. Regional and local connections are essential for a well-functioning City, as well as safety, economic prosperity and the quality of life.

A well-planned, robust and varied transportation system provides opportunities and choices for all modes of travel. For quality of life and financial reasons, the desired outcomes for Millcreek's transportation system include more available options, increased capacity, ultimately less congestion and a smaller environmental and land use footprint. Streets themselves carry more than people, vehicles and goods. They also serve as conduits for utilities and communications.

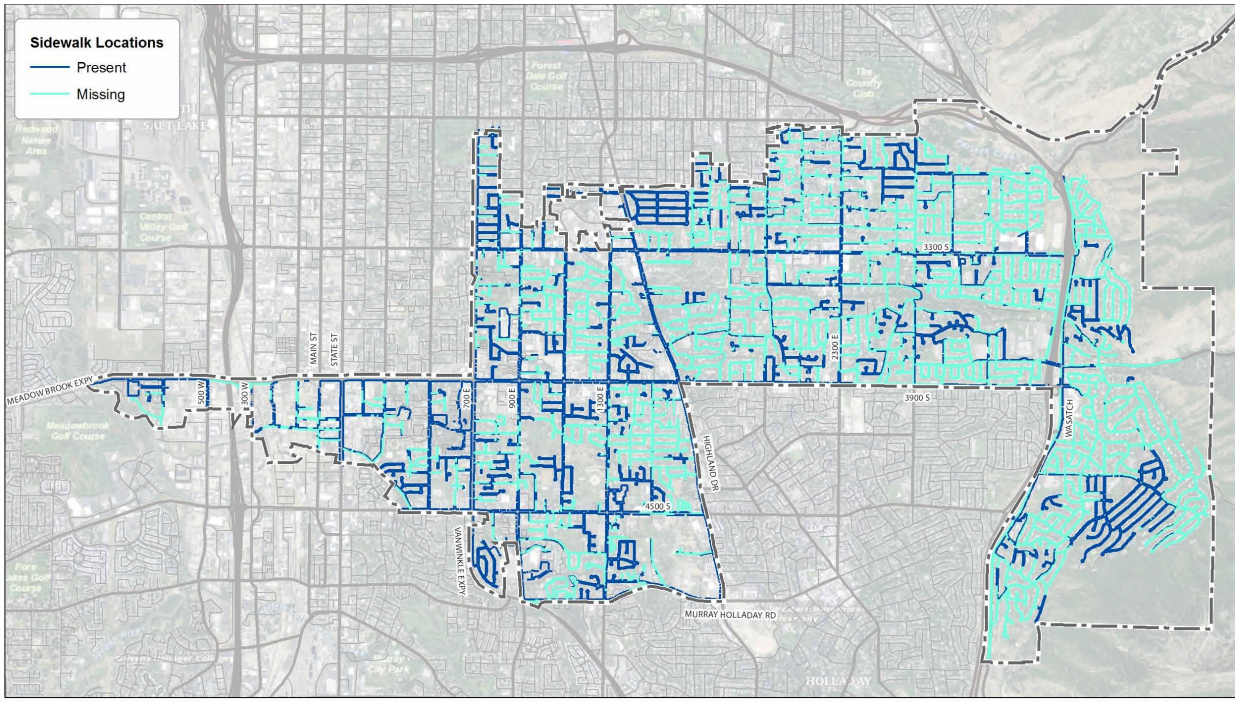
It is important to note that this subchapter is intended to complement and establish a vision for the 2018 Millcreek Transportation Master Plan, which will provide detailed system analysis.

3.4.2 TRENDS

Pedestrian Network

Sidewalks. Missing sidewalks are a significant barrier to pedestrian transportation. Streets that lack sidewalks, even those that are residential and low-speed in nature, are generally unsuitable for pedestrians because they do not provide a safe, dedicated space to walk. At the same time, it is important to recognize that neighborhoods historically without sidewalks, but with roadway systems, such as Olympus Cove, generally feel that the addition of sidewalks would alter the neighborhood character and should be limited.

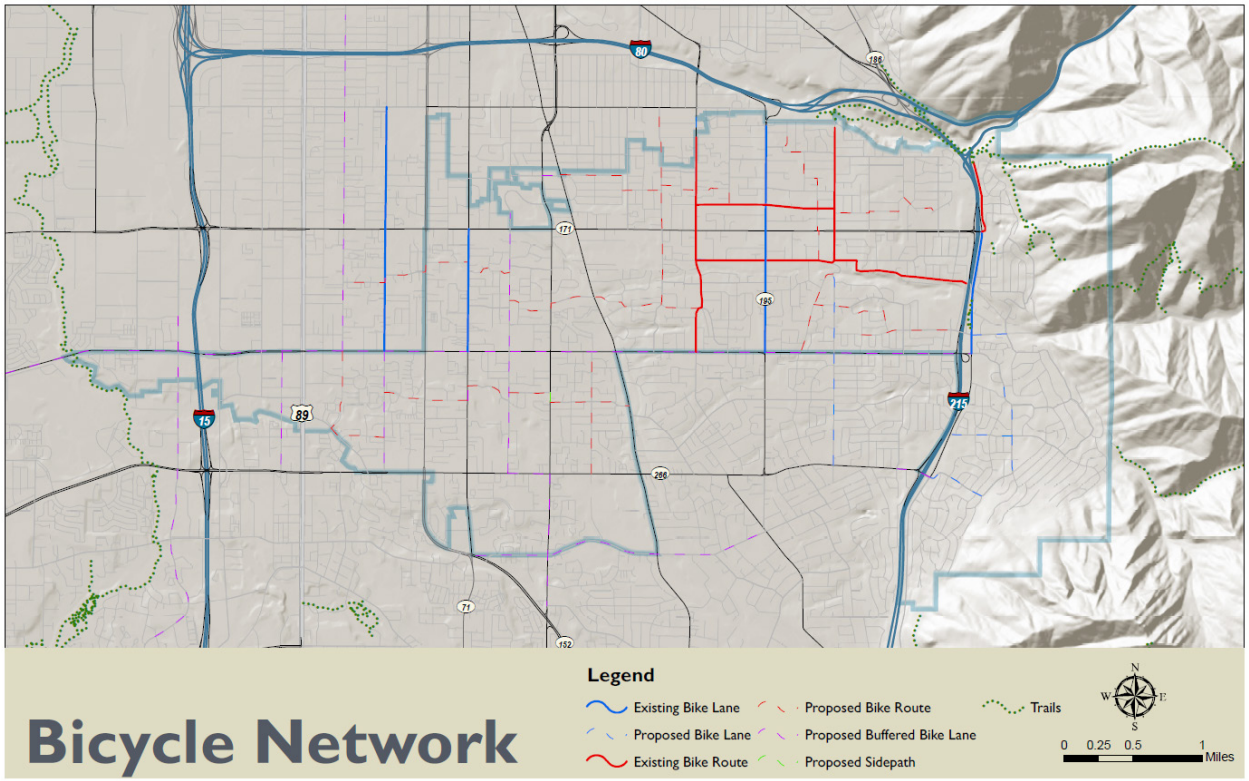
Most all trips involve walking either as the primary mode of travel or as a means of getting to and from another mode. Given the prevalence of walking in everyday life, adequate pedestrian accommodations are important to provide. This is especially true around destinations such as schools and commercial centers where a lot of pedestrian activity can be expected. For this Plan, a sidewalk inventory was conducted for the streets that feed into Millcreek's major activity centers and would thus be most likely to see pedestrian traffic. In Map 1, missing and present sidewalks are identified. Many of the streets highlighted are residential with low speeds and little traffic, but dedicated sidewalks would still be preferred in these areas so that pedestrians are not forced to choose between walking in the street or through yards. In areas where streets have a wide shoulder a temporary solution could include pavement striping to visually separate pedestrians from vehicles.



Map 1: Present and Missing Sidewalks, Source: 2015 WalkMillcreek Guidance Manual

Bicycle Network. Developing a comfortable and continuous bicycle network is an essential step towards achieving the vision of Millcreek as a truly multi-modal City. Biking is an active mode that provides users the ability to feasibly cover longer distances than walking, but only if adequate facilities are provided. An array of factors was considered while identifying appropriate recommendations to evolve Millcreek's currently disjointed system of bicycle infrastructure into a comprehensive network.

Millcreek currently has a limited network of on-street bicycle facilities, shown in Map 2. Dedicated bike lanes are provided on a handful of north-south corridors, and the north-central portion of the town has a few streets designated as bike routes with signage and "sharrow" markings. The bicycle network lacks continuity and does not provide any connections to many parts of the City.



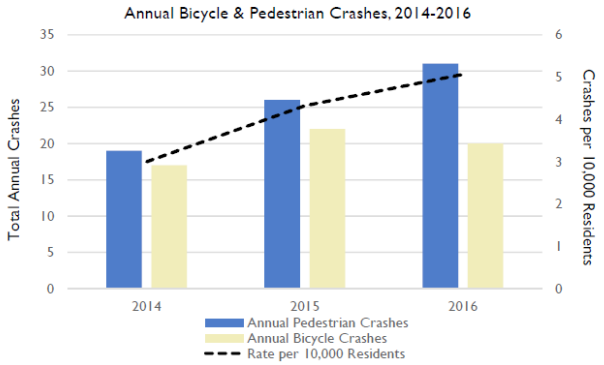
Map 2: Existing Bicycle Network and Proposed Alignments from SLCO ATIP

Previous planning efforts have identified opportunities for building out Millcreek's bicycle network, and facility recommendations made in those plans are also shown in Map 2. The majority of the proposed facilities come from the Salt Lake County Active Transportation Implementation Plan. In addition to bike routes and bike lanes, that plan proposed separated bicycle facilities on some of Millcreek's busier roads, including 2000 East, 3185 South, Scott Avenue, and Millcreek Way. The facility recommendations from these earlier plans provide a good base from which to develop the General Plan's proposed bicycle network.

Safety. The vulnerability of pedestrians and cyclists compared to that of motor vehicle occupants makes safety of the utmost importance when developing a comprehensive active transportation network. To assist in the evaluation of Millcreek's current accommodations for active users, three years of bicycle and pedestrian crash data (January 1, 2014 through December 31, 2016) were gathered and analyzed.

During this period, there were a total of 76 reported crashes between pedestrians and motor vehicles and 59 reported between bicycles and motor vehicles. Between 2014 and 2016, the annual total increased 42%. The table below shows this growth over time, as well as the annual crash rate per 10,000 residents. As the trendline on Figure 1 indicates, bicycle and pedestrian crashes are increasing at a faster rate than Millcreek's population, perhaps due to expanding use of bicycles for commuting and other non-recreational purposes.

In addition to the number of bicycle and pedestrian crashes, the geographic distribution of these crashes is important to analyze as it helps to pinpoint specific problems areas in the most need of improvement. In Millcreek, the areas with the



highest concentration of bicycle and pedestrian crashes are the stretch of 3900 S from 1300 E to I-15 and the stretch of 3300 S between 1300 E and 700 E, primarily around those streets' intersections with north-south streets.

Transit Network

For many people, walking and bicycling are not seen as practical modes for trips more than a few miles in length. An effective transit network can provide this segment of the population a feasible alternative to the personal vehicle and Millcreek, which is within the Utah Transit Authority's service area, already has a transit service to accommodate them. The majority of the City's major streets have at least one bus route along them with stops generally every 750 to 1,000 feet. Most of the stops are just signs with no added amenities. Additionally, Meadowbrook Station near the City's west end provides access to TRAX (light-rail system). UTA's FrontRunner commuter rail line also passes through this portion of Millcreek, but the nearest stop is located about 1.5 miles south of the City boundary - boundary – it is accessible via Meadowbrook or Fireclay in Murray.

Roadway Network

Millcreek's primary east-west arterials, 3300 South & 3900 South, represent major barriers to active transportation. Both carry relatively high volumes of motor vehicles at speeds of 35 to 40 miles per hour and have wide 5-lane cross-sections. Crossing such large and busy roads on foot or bicycle can be difficult and may discourage otherwise interested people from choosing to walk or bike to their destinations. Improvements to the bicycle and pedestrian accommodations along these corridors will be vital.

Millcreek has several north-south connections available, including Wasatch Boulevard, Highland Drive, 2000 East, 1300 East, 900 East, 700 East, State Street, and Main Street. The Wasatch Front Regional Council's travel demand model provides information on capacity of these roadways. 700 East, 1300 East, and Highland Drive are shown to be congested during peak PM travel periods. With average annual daily traffic volumes generally between 15,000 and 20,000 vehicles, both 3300 South & 3900 South, as well as 1300 East and Highland Drive, could be good candidates for road diets. Guidance from the Federal Highway Administration suggests that conversion of 4 or 5-lane cross-sections to 3-lane sections can allow for up to an AADT value of 23,000 vehicles per day, with the caveat that a detailed analysis specific to the road in question should be performed first. For 3300 South & 3900 South, and 1300 East and Highland Drive, a recommended next step in identifying how to make them more multi-modal friendly is to conduct corridor studies that consider additional traffic characteristics including roadway width, measured vs. posted speeds, and signal delay.

What We Heard

- Millcreek residents want the City to be more walkable, bikeable, and mass transit friendly.
- Residents would like greater walking and biking connectivity throughout the City.
- Key corridors should be visually and functionally enhanced.

3.4.3 VISION & PRINCIPLES

VISION: ***Millcreek strives to offer a range of pedestrian, bicycling, transit, and vehicle transportation choices through a cohesive network of safe and reliable streets and trails that connect all residents to their destinations.***

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 20 years. The guiding principles articulate the overarching direction for the Plan recommendations while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The six guiding principles include:

1. ***[Infrastructure]*** Invest in innovative infrastructure to ensure that the system for getting around is safe and efficient, through prioritization of pedestrians, bicycles, shared vehicles, autonomous and electric vehicles, and transit users to provide alternatives to traditional single occupant vehicles.

2. ***[Connections]*** Support a comprehensive and well-maintained walking, cycling, and transit network that provides access to and between neighborhoods, gathering places, City amenities, and surrounding communities and recreation destinations.

3. ***[System]*** Ensure Millcreek's transportation system promotes improved air quality and remains convenient and accessible to all users.

4. ***[Development Patterns]*** Support an interconnected development pattern that supports public transit and a variety of transportation choices, while reducing congestion, travel times, and negative impacts on existing neighborhoods.

5. ***[Transit Stops]*** Promote well-designed, comfortable transit stops with appropriate amenities (shelter, benches, signage, route information, etc.) to make waiting for transit a more pleasant experience.





3.4.4 FRAMEWORK MAPS

The following Framework Maps provides a graphic framework of the transportation vision for Great Connections. These maps are intended to be used as one means of furthering the City's focus on enhancing the multimodal opportunities in the Millcreek and on improving the efficiency of the system. These maps are expected to be living and evolving graphics. They are not intended to strictly define street types for all City streets, as will occur with the City's Transportation Master Plan.

Note: Desired connections and alignments are for graphical purposes only. Exact alignments will require additional study.

Map 4: Walkability/Pedestrian network Framework Map

Sidewalks. A sidewalk inventory, based off of the 2015 WalkMillcreek assessment, of Millcreek's major arterials as well as streets around activity centers revealed numerous gaps in the existing pedestrian network; such gaps inhibit the viability of walking as a mode. To assist in determining which of these gaps to fill first, the missing sidewalks were divided into two levels of prioritization, 'Moderate Priority' and 'High Priority'. In deciding which level to assign each gap, several factors were taken into consideration. While preferable on both sides of the street, streets with sidewalks on one side at least provide an option for pedestrians so they are not as high a priority as streets with no sidewalks. Major arterials provide the least safe and least comfortable environment for pedestrians, so all gaps along 3300 South, 3900 South, and other busy roads in Millcreek were designated as 'High Priority'. Sidewalk gaps that could provide direct connections to activity centers if filled were prioritized higher as well. Due to the higher prevalence of children walking to them, schools were deemed the most important type of activity center to have sidewalk connections. On the Framework Map, high priority sidewalk improvements are labeled in red, while moderate priority improvements are labeled in orange. When deciding on future sidewalk improvements, this plan, along with the 2015 WalkMillcreek guidance manual, should both be reviewed.

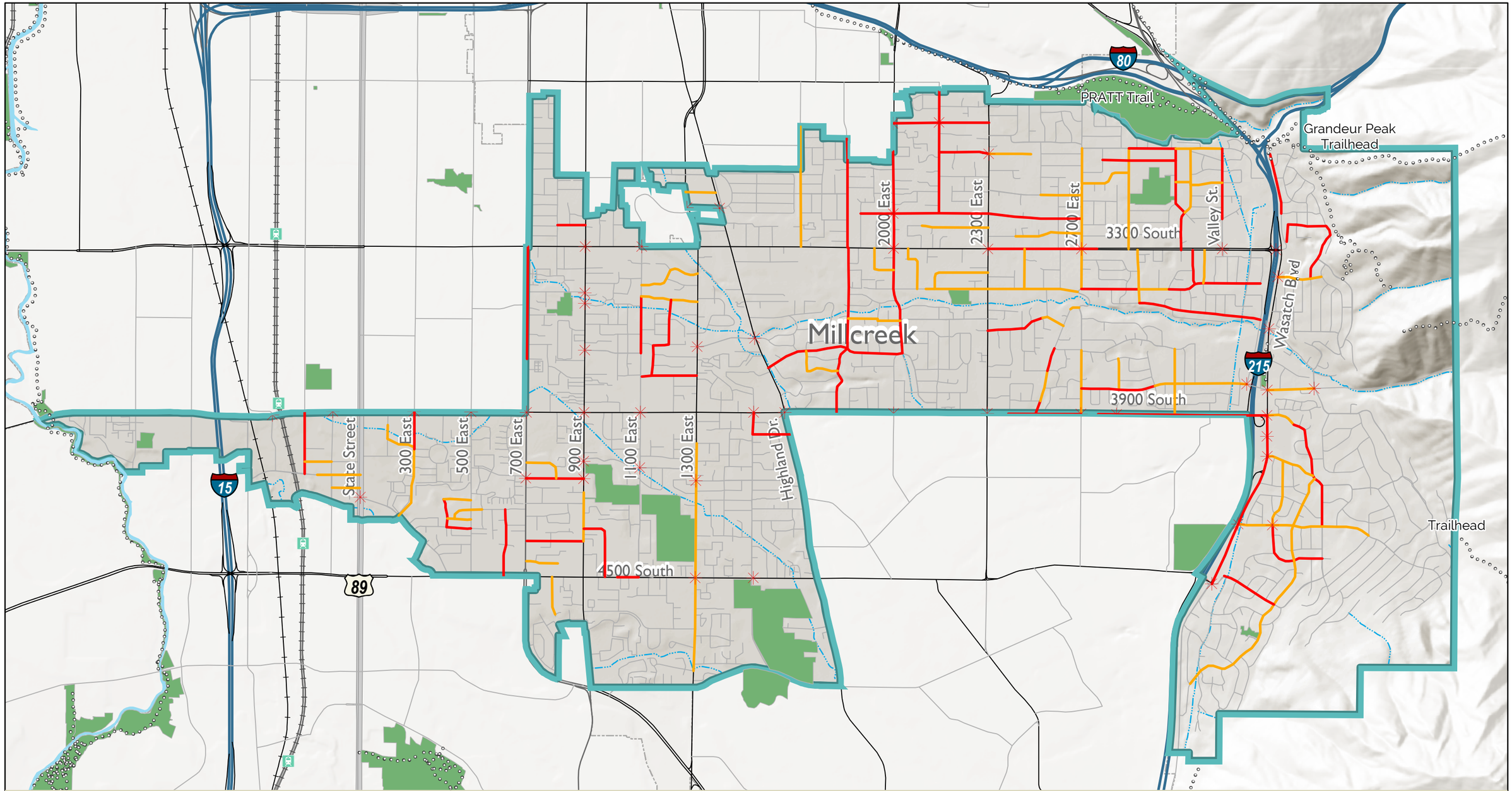
Crossing Improvements. The Framework Map identifies intersections in Millcreek that would benefit from crossing improvements. Most of these are situated along the City's major arterials, while others are less busy un-signalized intersections that can be difficult for cyclists and pedestrians to get across. A variety of options for providing safer crossings is available, and no one treatment is the best for all cases; factors such as intersection geometry and traffic characteristics will govern what makes sense for each one. Treatment options to make the crossings safer and more comfortable include:

- High-visibility crosswalks
- Raised crosswalks
- Colored pavement
- Bicycle detectors (via loops or video)
- Bicycle signal heads
- Hybrid Advanced Warning signals (at un-signalized intersections)



EXAMPLE OF A HYBRID ADVANCED WARNING SIGNAL

Map 4: Great Connections Walkability Framework



Great Connections: Walkability

- Crossing Improvement Locations
- High Priority Sidewalk Connection
- Moderate Priority Sidewalk Connection
- Trails
- Freeway or Other Major Road
- Major Road
- Other Major Road
- Secondary Road
- Local Connecting Road
- Important Local Road
- TRAX Station
- Frontrunner Route
- TRAX Route
- Creeks
- Jordan River
- Parks

N W E S

0 0.25 0.5 1 Miles

Map 5: Bicycle Network Framework Map

Developing a comfortable and continuous bicycle network is an essential step towards achieving the vision of Millcreek as a truly multi-modal City. Bicycling is an active transportation mode that provides users the ability to feasibly cover longer distances than walking, but only if adequate facilities are provided. An array of factors was considered while identifying appropriate recommendations to evolve Millcreek's currently disjointed system of bicycle infrastructure into a comprehensive network.

Shared Roadways (A): Simply consisting of signage and/or 'sharrow' markings, shared roadways are only suitable along streets with low traffic speeds and volumes where most bicyclists are already comfortable sharing space with motor vehicles. Bike boulevard treatments including speed humps and curb extensions could be considered. An example of an existing shared roadway is 2700 East between 3300 South and Tanner Park.

Bike Lanes (B): Bike lanes provide a dedicated space for cycling through the use of striping and painted symbols. They are intended for one-way travel and should be provided on both sides of a street, with a minimum preferred width of 5 feet. 2300 East is an example of an existing bike lane.

Buffered Bike Lanes (C): Buffered bike lanes provide a higher level of comfort than standard bike lanes by providing an additional painted buffer zone between bike lanes and motor vehicle lanes. This added buffer area should be at least 18" wide. Millcreek has a small section of an existing buffered bike lane on 900 East between 4500 South and Murray Holladay Road.

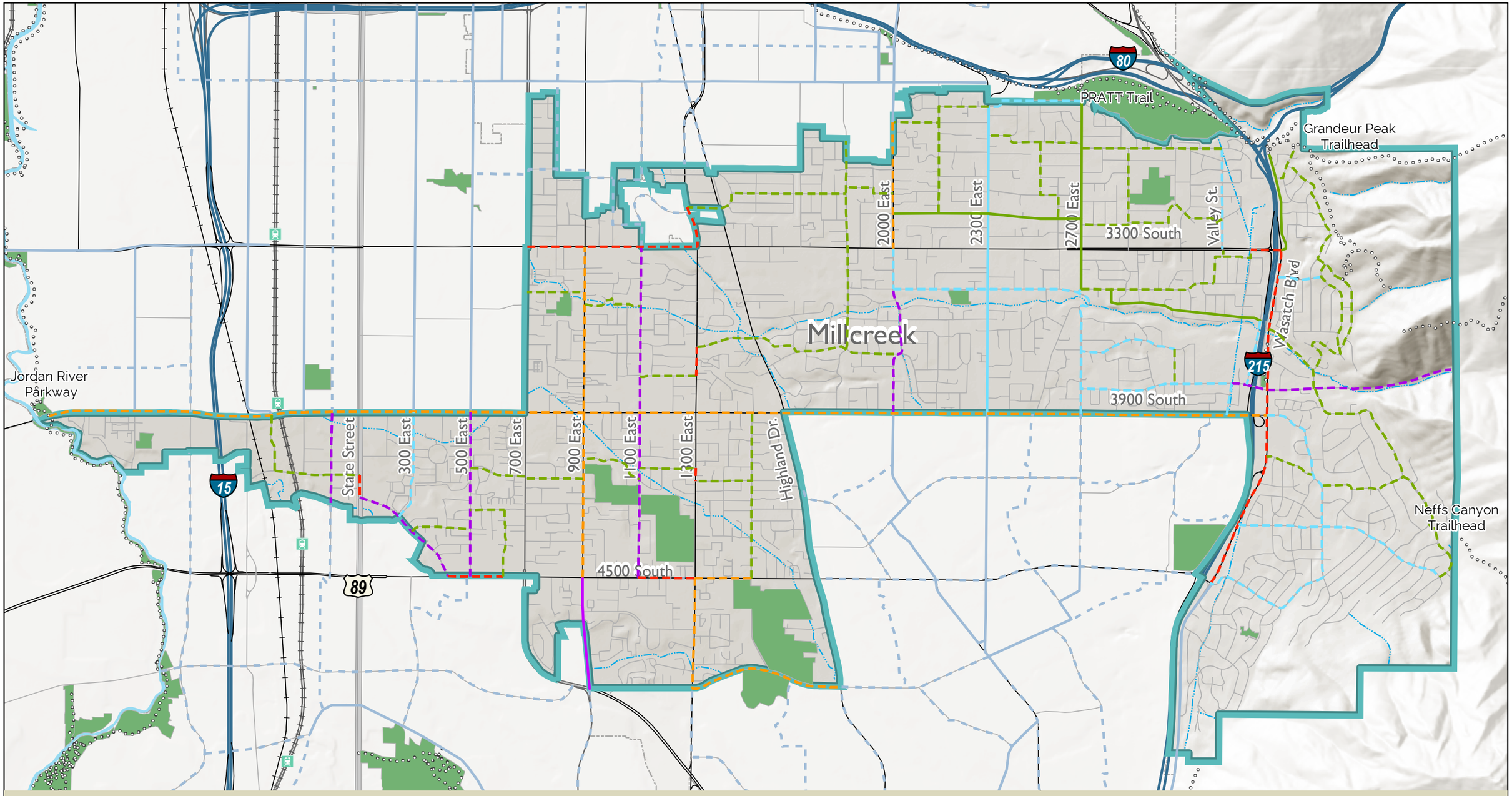
Separated Bike Lanes (D): Separated bike lanes provide physical separation between cyclists and motor vehicles, while also keeping the cyclists separate from pedestrians. Rather than a painted buffer zone like buffered bike lanes, the buffer zone of a protected bike lane includes a vertical element such as bollards or planters. They can also be elevated to sidewalk-level. In certain situations, two-way separated bike lanes carrying both directions of bicycle traffic on one side of the street may be appropriate. Wasatch Boulevard is appropriate for this designation.

Sidepaths (E): Sidepaths are two-way shared-use facilities running parallel to streets at sidewalk-level. They are intended for use by cyclists, pedestrians, and other non-motorized users and should be at least 10' wide to safely accommodate all.



EXAMPLE BICYCLE INFRASTRUCTURE TYPES
SOURCE: NACTO

Map 5: Great Connections Bicycle Network Framework



Great Connections: Bicycle Network

Proposed
- Shared Roadway
- Bike Lane
- Buffered Bike Lane
- Separated Bike Lane
- Sidepath

Existing
- Shared Roadway
- Bike Lane
- Buffered Bike Lane

Adjacent City Bicycle Connections
- Existing
- Proposed

- Freeway or Other Major Road
- Major Road
- Other Major Road
- Secondary Road
- Local Connecting Road
- Important Local Road

- TRAX Station
- Frontrunner Route
- TRAX Route
- Creeks
- Jordan River
- Parks
- Trails

N W E S

0 0.25 0.5 1 Miles

Map 6: Transit Network Framework Map

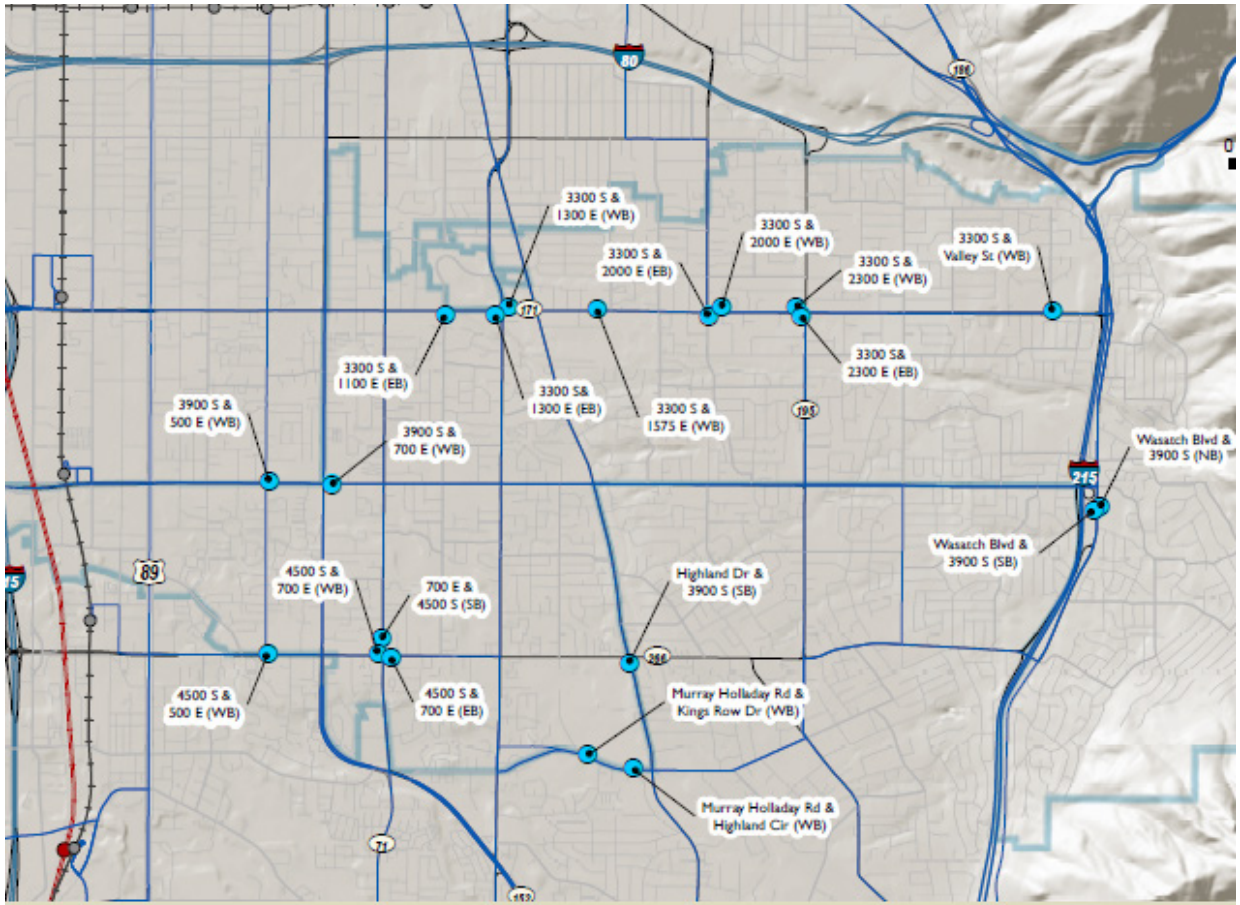
Due to the number of existing bus stops throughout Millcreek, providing enhanced amenities at every one is impractical in the short term. A prioritization process should be developed to guide the sequencing by identifying which stops have the most need for improvement.

Considerations to help inform prioritization include:

- Ridership/boardings
- Surrounding land uses
- Exposure to the elements and need for better and more attractive shelters
- Commercial, educational, and recreational destinations

The provision of more bus stop amenities is particularly important along busy streets such as 3300 South and Highland Drive, where having to stand, unprotected, by a sign may deter otherwise interested people from using transit. Full bus shelters providing a covered space for riders may be appropriate at stops along these major roads, particularly those near intersections, key destinations, and future centers. Bus shelter design can add to the branding efforts for centers in various locations along these corridors. Bus stop improvements should correspond with future high-frequency transit routes (transit corridor or bus route that serves the corridor every 15 min. or less, or has overlapping bus routes). The Framework Map highlights the existing stops in Millcreek which, based on their locations, would make sense as full bus shelters.

Map 6: Proposed Bus Stop Enhancement Locations



Proposed Bus Stop Enhancement Locations

Map 7. Functional Classification and Cross-Sections

Functional classification is based on the type of service that a roadway is intended to provide within the context of the transportation system. The functional classification of a roadway determines a number of its characteristics, including how access is provided to surrounding land uses, the desirable amount of right-of-way, and the width and design of the road. Functional classification is also a component of how State and Federal funding is allocated. Within Millcreek, roadways may be classified as Arterials, Collectors, and Local streets.

These classifications are described further below:

- ***Arterial streets*** typically carry the highest traffic volumes in a city. One of their primary functions is moving people and goods across longer distances.

- ***Collector streets*** complement the arterial system and facilitate local circulation and access. Major collectors augment the arterial system to provide access within areas of the City. Minor collectors generally provide access to the local street system within residential and commercial areas.

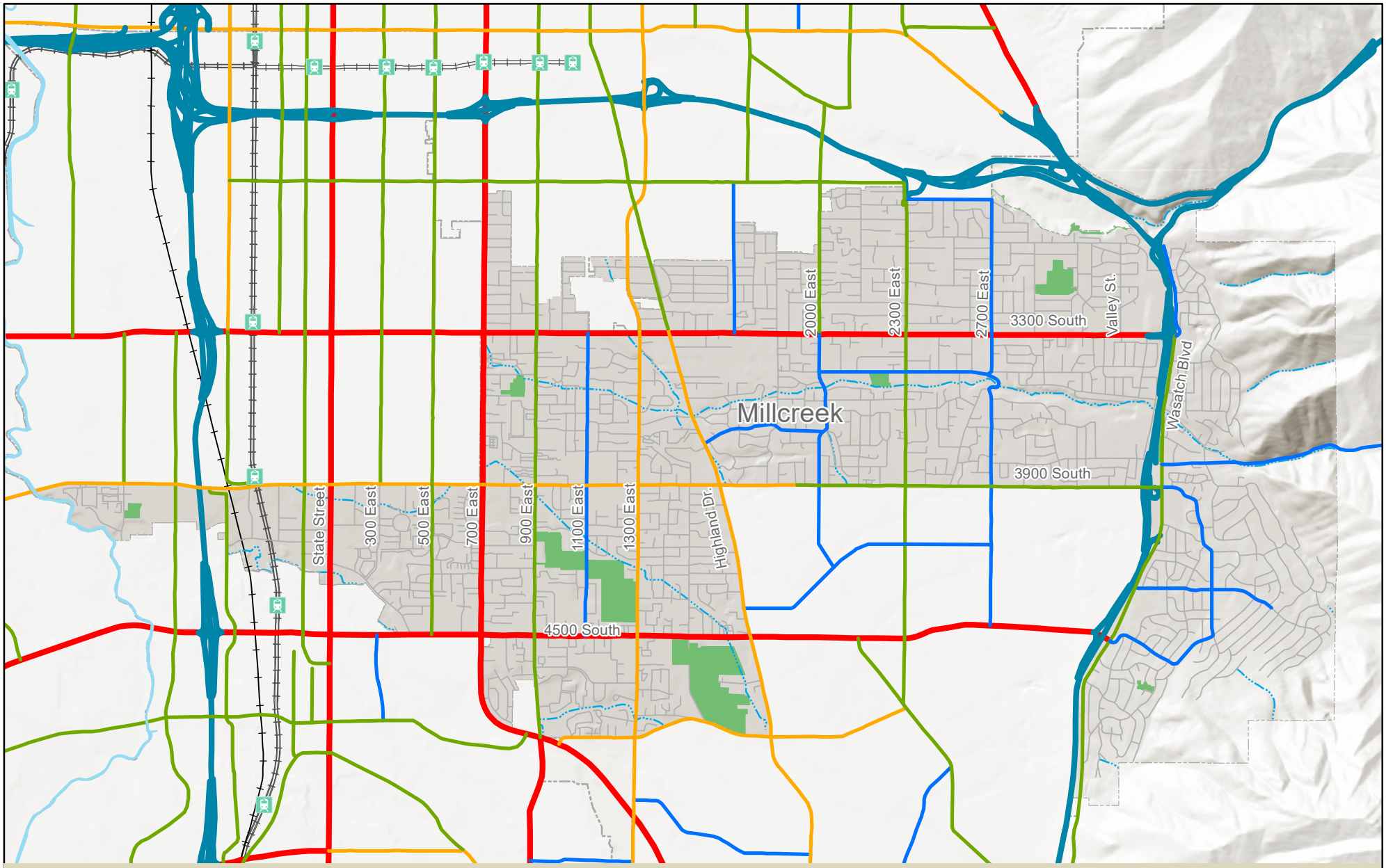
- ***Local streets*** provide access to individual land uses and provide the highest level of access since they typically serve individual homes and businesses. They generally have the lowest traffic volumes and speeds in a city.

The City's updated functional classification map is shown on Map 7 on the following page.

Cross-sections. Standard cross-sections based on functional classification have been updated to reflect the values identified in the public outreach effort for this plan and the 2018 Transportation Master Plan. They have been designed to be flexible so that they can be adapted, as necessary, to the surrounding land-use context and physical constraints, but also provide the required components (drive lanes, paved shoulders, sidewalks, etc.) that can be used to guide future development and land use application requirements throughout the City. These cross-sections are shown on page 79.

The typical cross-sections will be used as the starting point for identifying the standard that new roadways will be built to and that existing roadways may be required to be upgraded to when development occurs along them.

Map 7: Functional Roadway Classifications



Functional Classification

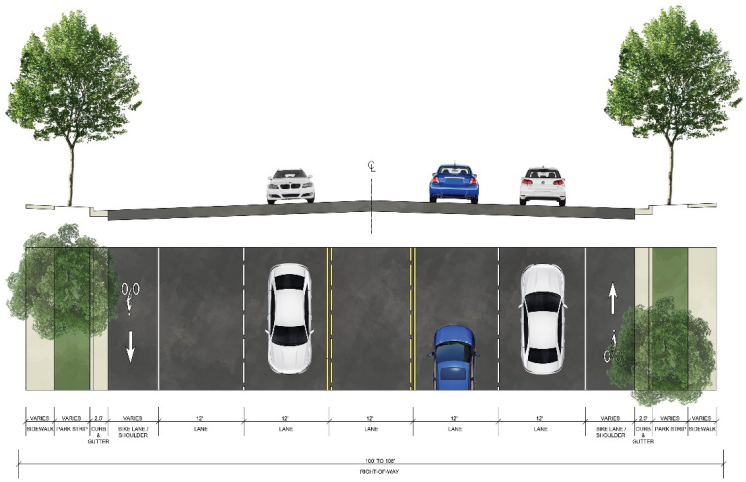
Functional Class
- Interstate or Other Major Road
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

- Frontrunner Route
- TRAX Route
- TRAX Station
- Jordan River
- Streams

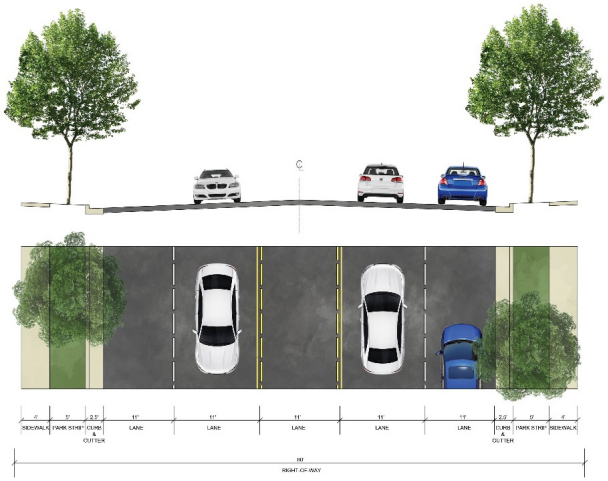
N
W E
S

0 0.25 0.5 1 Miles

Typical Cross-Sections



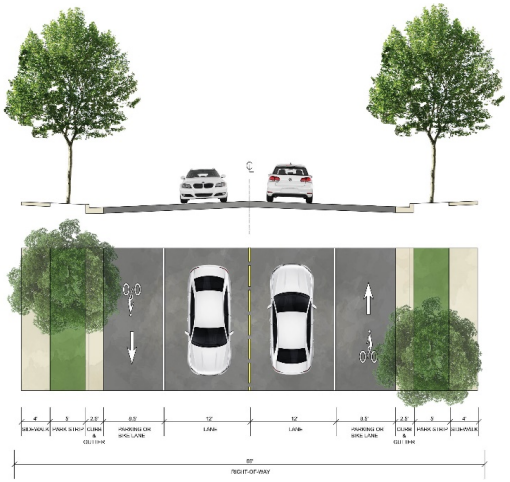
PRINCIPAL ARTERIAL*: 100 TO 106 FOOT
5 LANES 35-40 MPH



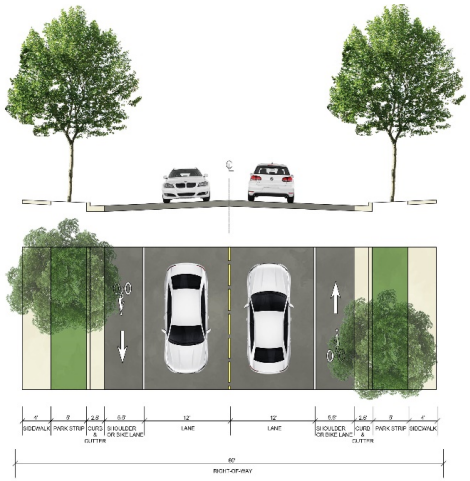
MINOR ARTERIAL: 80-FOOT
5 LANES 30-40 MPH



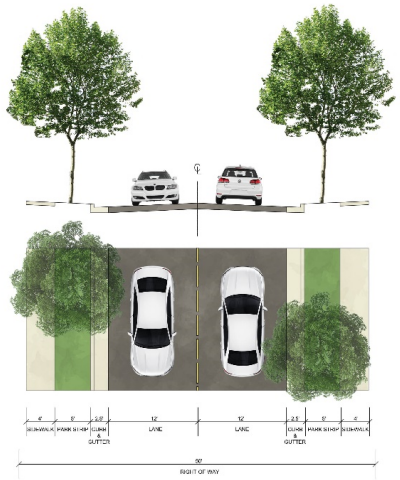
MAJOR COLLECTOR: 80-FOOT
3 LANES 25-35 MPH



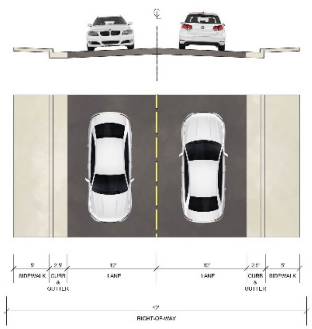
MINOR COLLECTOR: 66-FOOT
2 LANES 25-35 MPH



MINOR COLLECTOR: 60-FOOT
3 LANES 25-35 MPH



LOCAL STREET: 50-FOOT
2 LANES 25-35 MPH



LOCAL STREET: 42-FOOT
2 LANES 25-35 MPH

Disclaimer: Please refer to the 2018 Transportation Master Plan for detailed cross-sections and alignments. *For Principal Arterials, please refer to UDOT for specific cross-sections.

3.4.5 GOALS AND STRATEGIES

CONNECTED MULTIMODAL TRANSPORTATION. GOAL GC-1A:

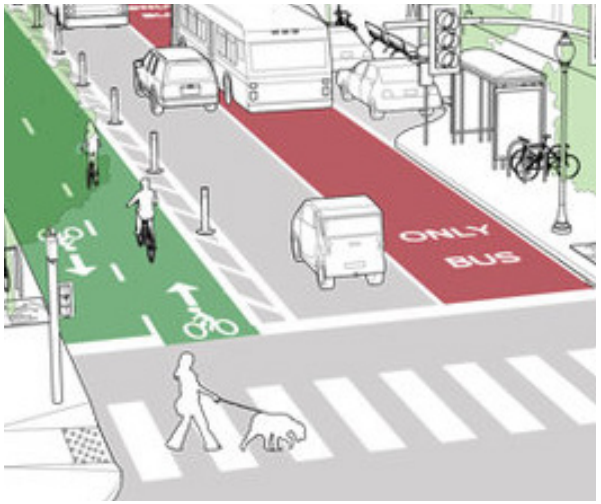
Multimodally connect people and land uses regionally and locally throughout the City.

- Strategy 1.1A: Build "complete streets" by safely and reasonably incorporating multiple modes in the design of new and redeveloped transportation corridors. Although Complete Streets are the goal, pursue a "layered" transportation approach that recognizes that while all traveler types need to be accommodated within a community, no single street can accommodate all transportation users at all times.
- Strategy 1.2A: Focus planning and design attention on the new centers and other elements that provide for safe and convenient interconnections between modes.
- Strategy 1.3A: Design land uses and transportation improvements with an emphasis on "first and last mile" trips having desirable and safe options for non-motorized travel. Emphasis should be on connections to existing TRAX stops.

DEFINITIONS

Complete Streets: "Complete Streets" are streets that are designed, built and operated to enable safe access for all users, in that pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across the street right-of-way.

- Strategy 1.4A: Coordinate and collaborate with WFRC, UTA, UDOT and adjacent municipalities when planning multimodal connections.
- Strategy 1.5A: Complete and maintain a safe bicycling system that connects all parts of Millcreek and accommodates all types of bicyclists. Strive to achieve the highest level Bicycle Friendly Community status as designated by the League of American Bicyclists, or an equivalent designation. Priority routes include:
  - 3300 South
  - 3900 South
  - Evergreen Avenue/3435 South
  - Millcreek Canyon Road
  - 500 East
  - 900 East
  - 2000 East
  - Wasatch Boulevard
- Strategy 1.6A: Improve pedestrian and bicycle access to parts of the City that are separated by I-15 and I-215. Promote inclusion of bicycle lanes on new bridge structures



EXAMPLE OF A COMPLETE STREET
SOURCE: NACTO

CONNECTED MULTIMODAL TRANSPORTATION. GOAL GC-1B: ***Establish and maintain convenient multimodal connections between neighborhoods, local destinations, employment and activity centers, and neighboring municipalities.***

- Strategy 1.1B: Encourage a well-connected system of streets, sidewalks, bike facilities, and off-system trails for new developments and redevelopment areas.
- Strategy 1.2B: Prioritize new sidewalks in neighborhoods with missing or substandard sidewalk connections identified as High or Moderate priorities (as shown on the Pedestrian Network Framework Map). Consider multimodal programs such as Safe Routes to School as well as neighborhood-based efforts.
- Strategy 1.3B: Building on the Bicycle Network Framework Map, create a Bicycle Master Plan that addresses funding, alignments, and priority locations.
- Strategy 1.4B: Create multimodal corridors between centers and local attractions that emphasize all modes of travel.
- Strategy 1.5B: Implement designs and technologies to improve the safety and efficiency of connections between modes, including well designed drop-off and transfer points, improved wayfinding, additional park-and-ride lots, and travel time and capacity information.



- Strategy 1.6B: Focus attention on the outcomes of travel choices and increase the public's use of the range of travel choices available by initiating and supporting public awareness campaigns. Partner with public transit agencies to collaborate on strategies that encourage ridership.

ALL USER TYPES. GOAL GC-2: ***Proactively consider and incorporate the needs of senior and youth populations in all relevant transportation planning and project decisions.***

- Strategy 2.1: Particularly focus on the needs of seniors and families by creating more walkable environments that provide ADA-compliant, short and direct connections among parking, buildings, other destinations, transit stops, and drop off locations.
- Strategy 2.2: Improve safety with improved visibility, sufficient timing for street crossings and enhanced facilities such as bump outs and pedestrian refuges in medians.

STREETSCAPE. GOAL GC-3: ***Improve the safety and visual image of the community by enhancing the look and feel of major corridors and protecting our scenic viewsheds.***

- Strategy 3.1: Improve streetscape aesthetics on major roadways by incorporating decorative paving, street trees, landscaped medians, pedestrian and vehicular lighting, and street furnishings such as bicycle rings, bollards, garbage/recycling receptacles, and undergrounding utility infrastructure.

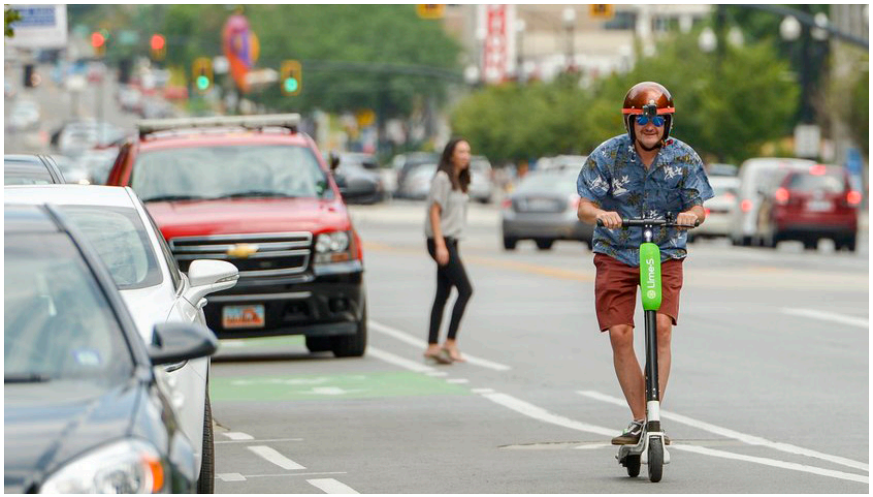
- Strategy 3.2: In new development and redevelopment, require the burying of utility infrastructure.
- Strategy 3.3: Seek federal safety grants for potentially moving or burying utility infrastructure on 3300 South.
- Strategy 3.4: Create a Street Lighting Plan.
- Strategy 3.5: Create a Streetscape Improvement Plan.
- Strategy 3.6: Create a Street Tree Plan and inventory. (See Health and Sustainability for more information)
- Strategy 3.7: Incorporate traffic calming solutions i.e. flared intersections, road diets, corner bulb outs, landscaped medians, etc. to streets where speeds are too high or when residential streets intersect with major streets.
- Strategy 3.8: Following a hierarchy of streetscape types (arterial, collector, etc.), assign a set of standards or specialized design treatments to each roadway type.
- Strategy 3.9: Reduce the number, size, and height of billboards along all City streets.

MAINTENANCE. GOAL GC-4: ***Preserve the transportation system for the future by implementing appropriate system maintenance and refurbishment.***

- Strategy 4.1: Keep system operating in safe condition by taking steps to secure funding from a variety of sources to maintain, rehabilitate, or replace sidewalks, crosswalks, trails, bicycle facilities, traffic signal systems, and roadways. Consider developing a pavement management plan and system.
- Strategy 4.2: Prioritize system preservation and repair, and consider the long term maintenance costs of new capacity as part of the up-front cost of development.

ADVANCING TECHNOLOGY AND TECHNIQUES. GOAL GC-5: ***Actively plan for advancing techniques and trends in transportation planning.***

- Strategy 5.1: Actively support car share programs beginning in the City Center and Meadowbrook Center and in higher density activity centers, as a means of reducing the footprint of car storage and the need for household car ownership in these areas.
- Strategy 5.2: Support shuttle services, bike-share, and other programs to help travel among destinations.
- Strategy 5.3: Create and implement a long-range Electric Vehicle (EV) plan to address an implementation program and potential resources.



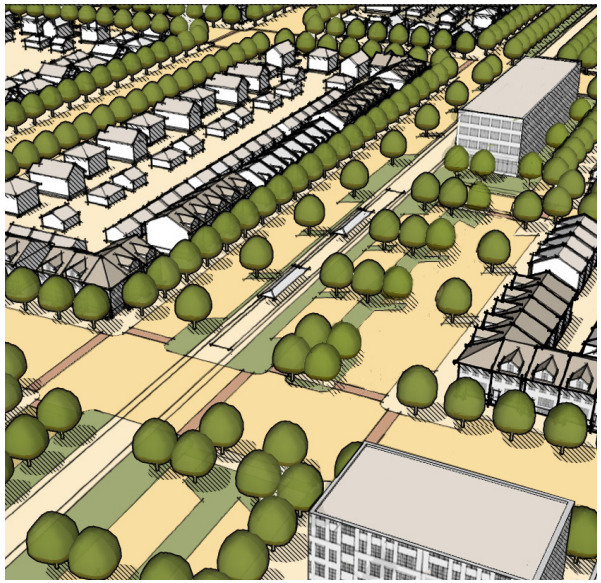
EXAMPLE OF AN EMERGYING TREND/ TECHNIQUE

SOURCE: RENTAL ELECTRIC SCOOTERS, THE SALT LAKE CHAMER

- Strategy 5.4: Research and consider the incremental growth in autonomous vehicles in future transportation planning.

TRANSIT. GOAL GC-6: ***Lay the groundwork for intercity transit connections and for more robust, choice-based transit within the City and larger region.***

- Strategy 6.1 : Plan and promote "high-capacity" transit in City Center and Meadowbrook Center and in such corridors as 3300 South, 4500 South, 3900 South, State Street, 1300 East, and Highland Drive.
- Strategy 6.2: Promote TOD or transit-supportive development and provide incentives for development that includes specific TOD features at the Meadowbrook Center. Elements of TOD generally include:
  - A compact mix of land uses, including mixed use, residential, compatible light manufacturing, and commercial development;
  - Moderate to high density housing;
  - Affordable housing for all income groups;
  - Pedestrian orientation/connectivity;
  - Convenient access to transportation choices, including transit, bicycle, and pedestrian facilities;
  - Reduced size of surface parking facilities or minimum parking requirements; and
  - High quality design.
- Strategy 6.3: Review the zoning and subdivision codes for opportunities to better support densification and mixed-use in designated areas to support multimodal transportation.
- Strategy 6.4: Advocate for and support funding for an extension of the Sugarhouse Street Car Line to the City Center and potentially on to adjacent communities. This could also include preserving land for a potential transportation hub.
- Strategy 6.5: Support expanded transit service frequency and times along existing key corridors.
- Strategy 6.6: Support plans that allow for future accommodation of alternate high speed transportation modes such Bus Rapid Transit (BRT) on 3300 South and other applicable corridors.



WFRC CHOICES FOR 2040 TRANSIT NEIGHBORHOOD EXAMPLE

STORMWATER. GOAL GC-7: ***Manage stormwater and flood control systems as a vital and integrated community asset.***

- Strategy 7.1: Design stormwater infrastructure as an integral and connected part of new development and redeveloping areas.
- Strategy 7.2: Manage stormwater runoff to prevent hazardous material from entering surface waters including Millcreek, Big Cottonwood and Parley's Creeks,
- Strategy 7.3: Design and construct stormwater improvements to incorporate recreational opportunities and protect/maintain utility infrastructure.
- Strategy 7.4: Invest in upgrading and maintenance of facilities and infrastructure to manage stormwater.

3.4.6 MEASUREMENTS OF SUCCESS

1. **Sidewalk Connections:** Identification of funding sources and **c**ompletion of missing connections.
    a. Current Length of High Priority proposed: 19.5 miles
    b. Current Length of Moderate Priority proposed: 17.3 miles
2. **Mode Share:** Overall trips taken by a mode other than personal vehicle. In 2016, 76% of Millcreek's primary mode to work was driving alone.
3. **Walkability:** Walkscore is a nationally recognized measure of the functional walkability of the built environment. Walkscores in Millcreek are diverse, but generally range from 50 – 70 in major activity areas. This means that the area is somewhat walkable. Millcreek should aim for a score of 70 – 90 in centers, which is considered very walkable.
4. **Miles of bike lanes:** Miles of proposed bike lanes built.

3.4.7 ESSENTIAL QUESTIONS FOR ZONING DECISIONS, DEVELOPMENT AGREEMENTS AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these essential questions should be considered as a tool to focus on and promote implementation of our Enhanced Connectivity theme.

Does the initiative:

1. ***Support the overall focus of the Great Connections theme?***
2. ***Contribute positively to increased mobility throughout the City, and particularly related to east/west transportation needs?***
3. ***Specifically contribute in any way to enhanced transit?***
4. ***Contribute to enhanced non-motorized transportation systems, connections with them or their use?***
5. ***Result in fiscally sustainable additions or other changes to the transportation network?***
6. ***Have a positive impact on walkability?***
7. ***Support the quality of the environment, including air quality, water quality, and dark skies.***

SUBCHAPTER 3.5: **HEALTH AND ENVIRONMENT**

Safe and healthy citizens of all ages are the basis for a prosperous and high quality City. The foundation of any city is based on its ability to provide clean water, fresh air, healthy food, and safety to its citizens.

3.5.1 THE IMPORTANCE OF HEALTH AND ENVIRONMENT

Because urban development can threaten the very resources that help sustain us, successful planning for the wise use and preservation of environmental assets is vital. Community health issues are integrated with many other elements of the General Plan including land use, transportation, economics, and recreation.

Personal health behaviors are strongly influenced by the environments where we live, learn, work and play. Greater coordination is required to ensure that programs and policies do not produce unintended negative impacts on residents' health, and offer strategies for Millcreek to reduce inequitable access to healthy food options and safe play spaces for children.

The Health and Environment element assesses the impacts of development on ecological systems and recommends strategies and practices that minimize negative impacts of land use and development on those systems. A focus on the conservation of valuable natural resources supports successful integration of development with preservation of a healthy natural environment.

3.5.2 TRENDS

Food Access. Access to healthy food is a concern for many Millcreek residents. As shown on the Framework Map in section 3.4, there are limited non-auto transportation options available for reaching grocery stores, particularly in the Meadowbrook/ Sunnyvale areas of the City. Knowing where these "food deserts" exist will allow targeting of these communities and implementation policies that support the development of affordable, healthy food options.

A critical strategy will be to encourage the development of grocery stores offering healthy, natural foods along with farmer's markets, community gardens and other healthy food sources within walking distance of all neighborhoods, or providing alternative transportation such as shuttles. It is also important to educate community members about the value of good nutrition and healthy foods, and discourage reliance on fast foods and less healthy, highly processed foods.

Physical Activity. The Utah Department of Public Health prepared a Health Outcomes community snapshot that provides an assessment of how Millcreek is doing on several health indicators compared to the State of Utah average. In 2017 they identified that Millcreek is performing better than the State on all factors related to the amount of physical activity residents participate in. Despite these achievements, there is much room for improvement. Inadequate physical activity is a major source of health issues. Although the Outdoor Lifestyle chapter covers this subject in greater detail, community feedback suggested the lack of bicycle facilities, poor lighting, unsafe street crossings, and lack of sidewalk connections are barriers to physical activity in Millcreek.

Sustainability. Millcreek's streams – Parley's, Big Cottonwood, Neff's Creek, and Mill Creek – are essential to the health and sustainability of Millcreek. The City should continue to protect these streams by discouraging land-intensive development and appropriate standards and regulations for building near the riparian area.



Recognizing that we live in America's second driest state, water availability is a growing concern for many Millcreek residents. Millcreek should work with regional partners to promote water conservation strategies. Air quality is also a major concern for Millcreek residents. There are many steps Millcreek can take to improve air quality, especially for car and truck emissions, such as expanding the tree canopy and enhancing programs and policies to encourage the use of electric vehicles for example. The City can also develop strategies to increase bicycling, walking, and transit ridership. Finally, Millcreek can adopt green development standards, such as modified insulation standards and solar energy.

Green Building. Many of the buildings in Millcreek are older, and used now outdated design and construction techniques and materials. Millcreek could benefit from improved efficiency by supporting the retrofit of older buildings with additional insulation and more efficient windows. Millcreek could also adopt "green" or "sustainable" design and building practices. This does not need to be expensive and can likely be addressed through policy changes and incentives.

What We Heard

- Parts of Millcreek do not have adequate access to healthy food.
- Conservation and healthy initiatives are important to the identity of Millcreek.

3.5.3 VISION & PRINCIPLES

VISION: ***Millcreek supports environmental and human health by providing future generations' active transportation options, improved local water and air quality, access to local food, and other sustainable practices.***

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 20 years. The guiding principles articulate the overarching direction for the General Plan recommendations, and also frame a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The six guiding principles include:



1. ***[Housing]*** Support existing and future residents with a mix of high quality housing types that build on Millcreek's traditional neighborhood character.
2. ***[Character]*** Identify and protect each neighborhood's unique elements, setting and heritage while integrating features that highlight a common Millcreek identity.
3. ***[Recreation]*** Foster the livability of Millcreek neighborhoods by providing convenient access to amenities, parks, trails, open spaces, and playing fields.
4. ***[Equitable]*** Improve access to a variety of services and facilities at the neighborhood level to create a sense of belonging and connection among the City's residents, workforce, and visitors.

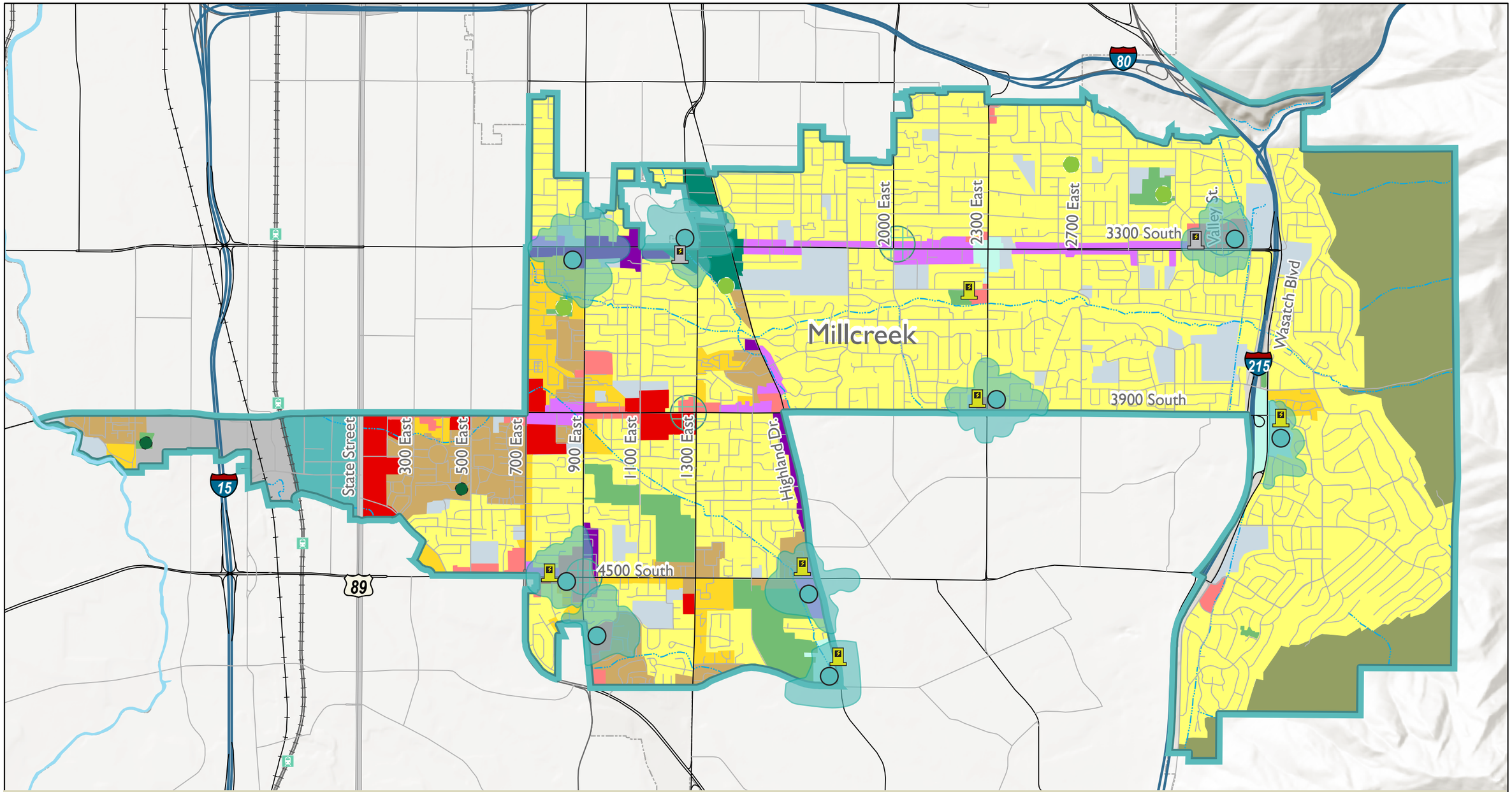


5. ***[Health]*** Encourage programs and activities that improve residents' health—exercise classes, health fairs, etc.
6. ***[Sustainability]*** Support community sustainability through incorporating green energy sources, recycling, vegetation (tree) master planning, water conservation and other similar programs.

3.5.4 FRAMEWORK MAP

The Health and Sustainability Framework Map (on the following page) provides a graphic framework of the vision for Millcreek Together. This map is intended to be used as one means of furthering the City's focus on investing in the health and sustainability system. This map is expected to be a living and evolving graphic.

Map 4: Health & Environment Framework



Health & Environment

Existing Conditions

- Major Grocery Store
- .25 mile radius (typical walkable distance)
- Electric Vehicle Charging Station
- Community Garden

Proposed

- Proposed Electric Vehicle Charging Station
- Community Garden

Future Land Use

- Conservation Open Space
- Parks and Recreation
- Public Quasi Public
- Neighborhood 1
- Neighborhood 2
- Neighborhood 3
- City Center
- Meadowbrook
- Village Center
- Future Center Study Area
- Retail/ Office
- Employment/ Commercial
- Mixed Use 1
- Mixed Use 2
- Light Manufacturing
- Frontrunner Route
- TRAX Route
- TRAX Station
- Jordan River
- Creeks

N W E S

0 0.25 0.5 1 Miles

Source: 2017 Salt Lake County Assessor

3.5.5 GOALS AND STRATEGIES

FOOD ACCESSIBILITY. GOAL HE- 1: *ensure access to nutritious, affordable, and safe food for an active, healthy life.*

- Strategy 1.1: Implement programs to increase accessibility and affordability of healthy food options such as grocery stores, school programs, farmers' markets, community gardens, and urban agriculture within walking distance (0.15 - .5 mile depending on neighborhood).
- Strategy 1.2: Partner with New Roots and other organizations to promote local food production and incentivize growing culturally appropriate foods.
- Strategy 1.3: Revise zoning requirements and guidelines as needed to promote urban agriculture. This may include updating amenity requirements for multifamily developments to include space for community garden plots and fruit trees.
- Strategy 1.4: Connect currently segmented sidewalks within close proximities to grocery stores to allow pedestrians to more easily access healthy foods. Evaluate tools for funding such as CDAs or special improvement districts.

TREE CANOPY. GOAL HE-2: *Promote a healthy and diverse tree canopy to enhance neighborhood liveability, provide habitat, and improve air and water quality.*

- Strategy 2.1: Develop a Street Tree Master Plan to guide overall management and preservation of the tree canopy throughout the City. The Street Tree Master Plan should guide planting trees along streets during development and redevelopment, and should designate appropriate tree species for plantings.
- Strategy 2.2: Encourage the planting of new trees and protect Millcreek's urban tree canopy by:
  - Requiring a no net loss policy for the City's urban tree canopy by maintaining and preserving existing trees, replacing trees that need to be removed, and planting new trees on public and private property.
  - Maintaining Tree City U.S.A. standards.
  - Update the landscape ordinance in a manner to maximize the number of trees required for projects.
- Strategy 2.3: Protect native riparian vegetation along Mill, Parleys, and Big Cottonwood creeks. Develop a strategy for restoring and maintaining a mix of native tree species in Millcreek.

GREEN SPACE. GOAL HE-3: *Creatively increase green space throughout the City to give more residents opportunities to enjoy nature.*

- Strategy 3.1: Explore mechanisms to permanently acquire and expand open spaces through tools such as bonding, conservation easements, impact fees, state and federal funding, and taxing districts. See Outdoor Lifestyle for more information.
- Strategy 3.2: Review the Development Code to ensure that adequate public green spaces and gathering areas are part of new development projects. Support creative green space additions in multi-family developments.
- Strategy 3.3: Implement an impact fee for parks, trails, open spaces and recreational facilities.

SUSTAINABLE DESIGN AND BUILDING. GOAL HE-4: *Commit to green design, efficient energy use, wise water use, and high performing buildings and landscapes throughout Millcreek.*

- Strategy 4.1: Integrate green infrastructure

elements such as LEED (Leadership in Energy and Environmental Design) rated buildings[1] or other above-code programs, recycling and composting programs, green streets[2], and dark-sky lighting requirements into the urban design of Millcreek.

- Strategy 4.2: Develop a portfolio of recommended green design development standards, such as low water use landscaping, water-permeable paving, drainage swales, parking lot planters, and other features to encourage developers to incorporate green design in future projects. Incorporate green design considerations in the Millcreek development review process.
- Strategy 4.3: Encourage developments to utilize renewable energy sources including solar, geothermal, hydro, and biomass.
- Strategy 4.4: Modify the City's polices, ordinances, and programs to encourage low impact development and conservation design practices to include such measures as:
  - Green building modeled after the United States Green Building Council's Leadership in Energy and Environmental Design (LEED),
  - Low impact xeric landscaping which promotes native plantings or uses drip irrigation,
  - On-site storm-water retention,
  - Dark sky lighting standards, and
  - Green space requirements.
- Strategy 4.5: Establish incentives for new development to meet higher energy and sustainability building standards and techniques to reduce energy demand and resulting air emissions.
- Strategy 4.6: Convert City Hall and other City facilities to 100% renewable energy, and work to replace City vehicles and equipment with low emissions vehicles, such as electric and natural gas.

ENVIRONMENTAL SUSTAINABILITY. GOAL HE-5: ***Promote sustainable practices in the preservation, development, and maintenance of Millcreek's natural and built environments.***

- Strategy 5.1: Develop a handbook of best practices for sustainability in:
  - Housing
  - Transportation
  - Water use
  - Landscaping & irrigation
  - Waste management
  - Private and commercial recycling
  - Renewable energy
  - Exterior lighting
- Strategy 5.2: Use existing development review processes to actively promote alternative modes of transportation such as public transit, bicycles, car and bike share programs, carpools, and promote alternative work schedules.
- Strategy 5.3: Create a dark-sky lighting ordinance that incorporates dark-sky principles and current technology.
- Strategy 5.4: Coordinate with Salt Lake County on waste management programs that focus on reducing, reusing, and recycling solid waste prior to disposal.

AIR AND WATER. GOAL HE-6: ***Implement standards, policies, and practices that encourage and support enhanced air and water quality.***

- Strategy 6.1: Review and modify building zoning codes as needed to allow and incentivize redevelopments, building additions, and new developments, etc., to facilitate and incorporate solar, wind, and other renewable energy elements.

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1 *LEED-certification refers to the Leadership in Energy and Environmental Design rating system created by the United States Green Building Council (USGBC).*

2 *Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams.*

- Strategy 6.2: Install electric vehicle charging stations as public facilities are developed or redeveloped.
- Strategy 6.3: Implement water conservation technologies and standards for all landscaped park areas and areas with public infrastructure.
- Strategy 6.4: Encourage increased use of xeric plants and less water intensive plants throughout most landscaped park areas.
- Strategy 6.5: Upgrade irrigation systems at public parks and City facilities to expand water recycling, gray water use, and more efficient systems.

VIEWSHED. GOAL HE- 7: ***Require that new development protects the treasured views of Mount Olympus, the Oquirrh Mountains, the Great Salt Lake, and other significant viewsheds from roadways, frequented public areas, community gateways, and other public places.***

- Strategy 7.1: Conduct a view plane analysis that identifies significant viewing platforms of the treasured views from Millcreek and within Millcreek (such as views of the Wasatch Mountains from Sunnyvale Park).
- Strategy 7.2: Protect view corridors by creating visual breaks between buildings.



- Strategy 7.3: Protect and enhance views by reducing, removing, or undergrounding visual obstacles such as utility lines and equipment.
- Strategy 7.4: Continue to protect the foothills natural landscape by using a variety of techniques such creating conservation easements or purchasing private property.
- Strategy 7.5: Protect native landscapes by encouraging retention of native plants and controlling noxious weeds
- Strategy 7.6: Identify on- and off-site signs that could be altered or removed to enhance view corridors. Consider alternative strategies such as acquisition, amortization and other techniques to alter or remove identified signs.

RESILIENCE. GOAL HE-8: ***Strengthen resiliency to natural disasters and climate realities through development patterns, hazard mitigation, and education.***

- Strategy 8.1: Develop a Citywide integrated weed management plan to help effectively and efficiently control noxious weeds that degrade the ecosystem and pose a threat to the integrity and usability of the City's parks, open space foothills, and the adjacent Wasatch-Cache National Forest.
- Strategy 8.2: Incentivize fire mitigation and wildland fire fuel reduction on private property within the Wildland Urban Interface (WUI).
- Strategy 8.3: Develop fire mitigation partnerships and create natural area management plans with

public land managers, utility providers, and public safety official.

- Strategy 8.4: Promote and implement community emergency preparedness and safety plans and programs, such as the emergency caches.
- Strategy 8.5: Partner with the Unified Fire Authority to determine areas suitable for a new fire station, with particular emphasis on the Mount Olympus service area.
- Strategy 8.6: Continue to support Neighborhood Watch and support creation and operation of Neighborhood Watch programs in every neighborhood in the City.
- Strategy 8.7: Continue to support Millcreek's Community Emergency Response training program.

3.5.6 MEASUREMENTS OF SUCCESS

The following Health and Environment measurements of success are representative of primary measures of the resilience of Millcreek's health and natural resources over the long term. Although there is a strong high-level correlation between plans for development and these indicators, it is recognized that they will often not be directly applicable to individual development plans or to City initiatives.

- Percentage of Millcreek residents who live within one mile of a grocery store, community garden or other source of healthy foods
- Acres of parks and green spaces in Millcreek
- Miles of trails, bicycle paths and pedestrian ways in Millcreek
- Percentage of new development projects that incorporate green design principles for structures, utilities, and landscaping.
- Number of electric vehicle charging stations in Millcreek
- Miles of riparian habitat protected/restored
- Miles of utility lines, equipment and other visually obstructing structures removed, or undergrounded.

3.5.7 ESSENTIAL QUESTIONS FOR ZONING DECISIONS, DEVELOPMENT AGREEMENTS AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, the following questions should be considered as tools to focus on and promote implementation of Millcreek's Health and Environment theme.

Does the application or initiative:

1. ***Support the overall focus on the Health and Environment theme?***
2. ***Incorporate green building principles?***
3. ***Enhance pedestrian connectivity in Millcreek?***
4. ***Protect or expand Millcreek's urban tree canopy?***

SUBCHAPTER 3.6: **OUTDOOR LIFESTYLE**

Bordered by two of the greatest recreation amenities in the region, the Jordan River Parkway to the west and the Wasatch Mountains, canyons, and foothills to the east, Millcreek residents place a high priority on outdoor recreation and natural features. Residents associate Millcreek's outdoor lifestyle as part of the City's identity.

3.6.1 THE IMPORTANCE OF THE OUTDOORS

Millcreek's quality of life is enhanced through the preservation of open space and recreation areas. Open spaces and parks provide wildlife habitat, help shape growth, maintain scenic vistas, and provide non-motorized transportation and recreational opportunities for residents and visitors.

Good parks and recreation services foster economic benefits and promote tourism. Access to parks and open space generates direct and indirect benefits to communities including: access to natural beauty, improved public health, more opportunities for family and community interaction, civic pride and community cohesion, and tourism. Parks and open spaces nurture a sense of place in the community, and provide diverse opportunities to engage the public. Parks and natural areas give life and beauty to the City and are essential assets that connect people to place, self and others. Millcreek's open spaces and access to recreational amenities are also beneficial to the recruitment of new businesses and employers to the City.

This subchapter establishes strategies to preserve, protect, and integrate the significant features of Millcreek's natural environment through parks and recreation planning, and open space conservation. There is a commitment to make better use of existing parkland, creating more linkages between parks, creating more equitable distribution of parkland, and building public-private and public-public partnerships. Outdoor Lifestyle is the parks and recreation element of Millcreek Together and addresses the open space and recreation needs of Millcreek.

3.6.2 TRENDS

Parks, Recreation, and Open Space Inventory

Parks. Millcreek has 9 parks covering 194.6 acres of land. Although outside the City limits of Millcreek, Parley's Historic Nature Park contains 91.4 acres and Tanner Park covers 10 acres. Both contribute significantly to the available open space in proximity to Millcreek residents and have been included in Table 1.

Trails. Few to no walking trails exist within the borders of Millcreek; however, several miles of both urban and natural trails are located nearby including the PRATT Trail, Neff's Canyon Trail, Jordan River Trail, Mount Olympus Trail, Grandeur Peak, and others.

Recreation Facilities. Millcreek is home to two Salt Lake County recreation centers, the Holladay-Lions Recreation and Fitness Center and the Millcreek Community Center.

Open Space. Millcreek has grown to a largely developed area. Only small areas of undeveloped land are scattered throughout the community. These small areas create islands of green space, shade, and visual attraction for Millcreek. Parley's, Millcreek, and Big Cottonwood stream corridors and the undeveloped foothills of the Wasatch Mountains provide areas of high quality habitat and visual relief.

The foothills and mountain backdrop within the City are considered by many as the symbol of Millcreek. The foothills are identified as Conservation Open Space on the Future Land Use map and should be preserved for future generations for environmental, scenic, and recreation purposes.

PARKS	ACREAGE
Upper District Park	2.5
Hillview Basin (primarily a natural park)	23.5
Canyon Rim	18.4
Evergreen	5
Scott Avenue Park	6.2
Sunnyvale Park	4
Big Cottonwood Regional Softball Complex (SLCo Facility)	46.5
Big Cottonwood Regional Park (SLCo Facility)	86.5
Fortuna Park	2
Tanner Park (outside City limits/ not a Millcreek facility)	10
Parley's Historic Nature Park (outside City limits/ not a Millcreek facility)	91.4
Total	**286**
Total without Parley's Historic Nature/Tanner Park	**194.6**

Level of Service

Park and Open Space Level of Service. Communities generally evaluate their level of service in providing parks and open space to their residents, meaning the demand for parks and open space, by calculating the ratio of acres of parks and open space available to the community population. The most widely used park land ratios have been formulated by the National Recreation & Park Association (NRPA) using standards that have been developed over time by governmental park and recreation departments across the country. The NRPA recommends that a community park system should offer from 6 to 12 acres of developed parkland per 1,000 population, with a median of 9 acres per 1,000 population. In considering the availability of parks and open space to Millcreek residents, it is important to note

that there are Salt Lake County parks and other recreational facilities in the areas around, but outside the City limits of, Millcreek. Additionally, it should also be noted that although not considered in the level of service inventory, Millcreek also has direct access to Mill Creek Canyon, Neff's Canyon, and the Jordan River Parkway, which contribute to Millcreek's quality of life. Therefore, for purposes of calculating available park and open space acres, a ratio of between 5 to 10 acres per 1,000 population is used to evaluate Millcreek's park demand situation.

Several ways of considering parks and open spaces were considered and calculated. Table 2 compares 2017 and projected 2040 Millcreek population, and the total amount of existing dedicated park and open space acres within Millcreek (195 acres), to the NRPA low, mid, and high guideline ratios. Based on this information, Millcreek has an existing deficit of parklands of between 106 and 406 acres, and a projected 2040 deficit of 149 – 491 acres. The 2030 projected deficits assume that no new park land has been added to the inventory, and that the available parks acreage remains 195 acres. Table 3 shows the acreage including Parley's Historic Park/Tanner Park since the parks are largely used by Millcreek residents and are within walking distance for many. Table 4 considers Parley's Nature Park/Tanner Park and potential school playing fields. These school open spaces are included because they contribute significantly to neighborhood access to public space. Acreage is not the total school site, but only the playing field acreage.

Table 2: Parks and Open Space LOS

YEAR	POPULATION	PARK ACRES	NRPA LOW 5 AC/1000	NRPA MED 7 AC/1000	NRPA HIGH 10 AC/1000	MILLCREEK PARK DEFICIT
2017	59,906	195	300	420	600	106 - 406 acres
2040	68,498	195	343	480	685	149 – 491 acres

Table 3: Parks and Open Space LOS with Parley's Nature Park/Tanner Park

YEAR	POPULATION	PARK ACRES	NRPA LOW 5 AC/1000	NRPA MED 7 AC/1000	NRPA HIGH 10 AC/1000	MILLCREEK PARK DEFICIT
2017	59,906	296	300	420	600	4 - 304 acres
2040	68,498	296	343	480	685	47 – 389 acres

Table 4: Parks and Open Space LOS with potential school fields (90 acres) and Parley's Nature Park and Tanner Park

YEAR	POPULATION	PARK ACRES	NRPA LOW 5 AC/1000	NRPA MED 7 AC/1000	NRPA HIGH 10 AC/1000	MILLCREEK PARK DEFICIT
2017	59,906	386	300	420	600	0 - 214 acres
2040	68,498	386	343	480	685	0 - 299 acres

Accessibility. As shown on the Outdoor Lifestyle Framework Map (pageXX) there is an uneven distribution of park access in the City. Park acreage is especially slim in the west and west/central portions of Millcreek. As a consequence, only 19% of the population lives within a walkable distance to a park (.25 mile). Millcreek should increase efforts to expand park access in underserved areas, while maintaining an acceptable park acreage ratio.

As a new City, Millcreek is contracting with Salt Lake County to maintain parks and recreation facilities in the City. The construction and maintenance of parks and recreational facilities is expensive, and it is important to maximize the accessibility and usability of all available facilities. In the short term, the City can work with local schools to ensure open access to school playgrounds during non-school hours. In the long term, the City needs to provide parks and recreation amenities on a Citywide basis, with a particular focus on areas that are currently underserved. Considering the lack of large acreages available in Millcreek, pocket parks (parks under 3 acres) or micro parks (parks or gathering areas in unutilized pockets of land, such as a space between two buildings typically under 0.5 acres) should be considered as a way to meet accessibility goals. Note: Salt Lake County generally does not manage small parks and responsibility would likely fall to Millcreek.



Programming and Facility Needs

Specialized Facilities. Public interest has also grown for such specialized facilities as dog parks, skate parks, and pickle ball courts. The growing popularity of sports like soccer has also created demands on parks that were designed around other, more "traditional" activities. In the future, Millcreek should consider these specialty uses by incorporating them in new parks or retrofitting them in existing parks.. Major facilities, notably swimming pools, have been identified by the public as desirable within Millcreek. Although the Holladay-Lions Club does have a swimming pool, it is on the southern boundary of the City, and residents would like a more centrally located option. Recognizing that swimming pools are expensive to build and maintain, water playgrounds or splash pads may serve local needs with lower capital and long-term maintenance costs.

Creation of an off-leash dog park was also a reoccurring



SOURCE: VENTURE OUT!

comment received from the public. Although Parley's Historic Nature Park, just outside of the City limits does allow dogs, it is very busy and often overcrowded. Assuming that Millcreek dog ownership rates are following national trends, dog ownership is up 29%[3] in the past decade and the trend is expected to continue. This growth is primarily driven by millennials and baby boomers and higher income segments of the population.

3 *Pet Population and Ownership Trends in the U.S.: Dogs, Cats, and Other Pets, 2nd Edition, May 2017*

Planning for a future off-leash dog park will be needed to meet demand and the needs of the growing population.

Demographics. Demographics have an impact on parks and recreation trends. For example, older adults, growing as a percentage of total population, have new recreational needs, although the conventional concept of "senior centers" and age-segregated facilities is becoming less likely to appeal to aging baby-boomers. Increases in ethnic populations also increase demands for specific sports, as evidenced again by the high utilization of soccer fields Countywide.

Economic Value. There are certain benefits of a park and open space network that cannot be economically quantified, such as the mental health benefits. However, there is are a number of clear direct financial benefits; proximity to parks increases property values and subsequently property tax; reduction in medical care costs annually by using the parks and recreation system amenities to exercise; and the natural cleansing and storage of stormwater by trees and plantings can save the City from additional stormwater treatment costs.

Not only do parks play a major role in the City's and the State's tourism economy, but access to and availability of parks and recreational opportunities has become one of the primary reasons individuals choose to live in Millcreek. Prospective residents and employers are attracted to locations that offer these amenities.

Parks And Recreation Amenities Use

Safety and Design. Appropriate design, landscaping, lighting, views, and emergency features all contribute to the feeling that attracts human activity in parks. Millcreek is encouraged to follow the concept of Crime Prevention Through Environmental Design[4] principles to guide design of new park facilities.

Healthy Outcomes. In the past, parks and recreation amenities have been considered to be a quality of life factor, but not necessarily essential infrastructure like streets and utilities. Thinking is changing, and statewide concerns with obesity and lack of physical activity are changing this perception. In 2017, 52% of Millcreek adults were considered overweight or obese (Body Mass Index (BMI) of 25[5] or more). While the causes of obesity are multiple and complex, several studies have concluded that those with better access to park and recreational resources are less likely to experience significant increases in BMI.[6]

What We Heard

- Millcreek residents consider an "outdoor lifestyle" as part of the City's identity.
- Park access is not equitably distributed throughout the City.
- Residents would like more special use facilities, including a swimming pool and/or dog parks.

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4 *http://www.popcenter.org/tools/cpted/PDFs/NCPC.pdf*

5 *Source: Behavioral Risk Factor Surveillance System, Office of Public Health Assessment, Utah Department of Health, Calculated from self-reported weight and height*

6 *Papas MA, Alberg AJ, Ewing R, Helzlsouer KJ, Gary TL, Klassen AC. The built environment and obesity. Epidemiol Rev. 2007;29:129-43. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4380517/*



SOURCE: VENTURE OUT!

3.6.3 VISION & PRINCIPLES

VISION: ***Millcreek is the gateway to recreation with opportunities from the Wasatch Mountains to the Jordan River, including majestic views of the mountains, expansive parks, and accessible trails, creeks and open spaces.***

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 25 years. The guiding principles were developed throughout the General Plan process to support the vision and set clear priorities for plan development. The guiding principles articulate the overarching direction for the plan recommendations while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The four guiding principles include:



1. ***[Parks]*** Provide a diverse range of park and recreational opportunities to include facilities and scheduled activities for all ages and varying interests, both passive and active.

2. ***[Access]*** Improve the quality of existing park and recreational facilities and create additional facilities where possible in under-served locations. To the degree land can be assembled, distribute future parks to provide convenience to all neighborhoods of the City.

3. ***[Accessibility]*** Ensure recreation opportunities are accessible by providing adequate access through a variety of transportation modes, parking, facility design, and directional signage.

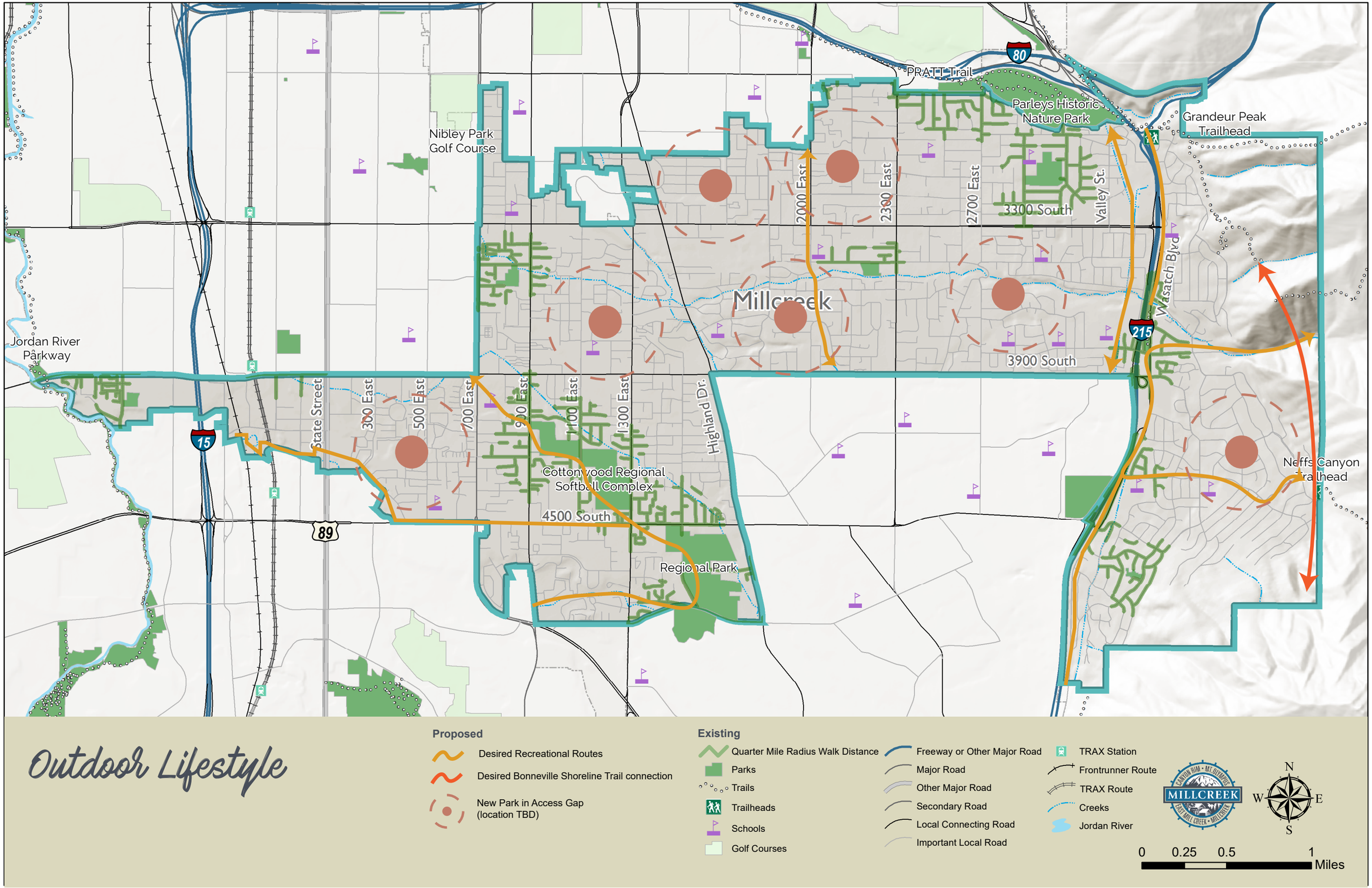
4. ***[Trails]*** Develop an integrated pedestrian trail system within Millcreek, connecting the City together and with adjacent cities and the Wasatch-Cache National Forest.

3.6.4 FRAMEWORK MAP

The Outdoor Lifestyle Framework Map (on the following page) provides a graphic framework of the vision for Millcreek Together. This map is intended to be used as one means of furthering the City's focus on investing in our parks and open space system. This map is expected to be a living and evolving graphic. It is not intended to strictly define park facilities, but areas where future parks and recreation amenities are needed.

Note: Desired connections and alignments are for graphical purposes only. Exact alignments will require additional study. For example, the Big Cottonwood Creek trail should be planned to end at 3900 South in the future, if feasible.

Map 4: Outdoor Lifestyle Framework



Outdoor Lifestyle

Proposed

- Desired Recreational Routes
- Desired Bonneville Shoreline Trail connection
- New Park in Access Gap (location TBD)

Existing

- Quarter Mile Radius Walk Distance
- Parks
- Trails
- Trailheads
- Schools
- Golf Courses
- Freeway or Other Major Road
- Major Road
- Other Major Road
- Secondary Road
- Local Connecting Road
- Important Local Road
- TRAX Station
- Frontrunner Route
- TRAX Route
- Creeks
- Jordan River

MILLCREEK

N
W E
S

0 0.25 0.5 1 Miles

3.6.5 GOALS AND STRATEGIES

ACCESS. GOAL O-1: *Improve access and quality of parks and open space for all areas of Millcreek.*

- Strategy 1.1: Strive for a maximum 10-minute walk or ½ mile distance from most homes and businesses to the nearest trail, open space area, or park.
- Strategy 1.2: Pursue opportunities to acquire land for parks, especially pocket parks in strategic locations.
- Strategy 1.3: Coordinate with local developers and private interests to construct and maintain pocket parks, particularly in underserved areas.
- Strategy 1.4: Negotiate the purchase of the Millcreek Activity Center property from Granite School District to ensure that the land remains in recreational use.
- Strategy 1.5: Develop partnerships with utility companies and irrigation companies for trail corridors.
- Strategy 1.6: Improve sidewalks through a sidewalk improvement program; prioritize areas based on adjacency to schools and gathering areas (as identified on Enhanced Connectivity Walkability Framework Map).

SPECIAL USE FACILITIES. GOAL O-2: *Meet changing demographics by incorporating special use facilities in Millcreek parks.*

- Strategy 2.1: Develop pocket parks in underutilized areas.
- Strategy 2.2: Study the feasibility (location, funding sources, capital costs and maintenance) of a new swimming pool within Millcreek
- Strategy 2.3: Incorporate a multi-use splash-pad at the City Center, Meadowbrook, and/or Village Centers (as identified on the Future Land Use Map).
- Strategy 2.3: Create a soccer field in the west portion of the City to meet growing demand.
- Strategy 2.4: Develop an additional off-leash dog park within Millcreek.

OPEN SPACE. GOAL O-3: *Emphasize preservation of undeveloped open space and natural areas that combine the preservation of the most environmentally sensitive areas with other values including low impact recreation.*

- Strategy 3.1: Acquire or protect additional properties to preserve Conservation Open Space areas (shown on the Future Land Use map). Pursue state and federal funding through programs such as the Land and Water Conservation Fund to acquire open space in strategic locations.
- Strategy 3.2: Develop a comprehensive strategy for open space protection to include tools such as large lot zoning, conservation easements, and clustering to restrict urban development in environmentally sensitive areas.

FUTURE PLANNING. GOAL O-4: *Update and create parks and recreation facilities to address changing needs and population growth.*

- Strategy 4.1: Prepare and Parks and Recreation Master Plan that addresses:
  - Level of service standards and demand
  - Funding for acquisition, construction and maintenance
  - Specific locations for new parks and facility needs, such as a swimming pool or sports courts
  - Proposed trail alignments
  - Recreation program management
- Strategy 4.2: Identify park components that need to be updated or replaced and develop a schedule, budget, and methodology to complete improvements.
- Strategy 4.3: Involve the community in the creation and design of new parks to reflect the City's history and diversity.

- Strategy 4.4: Ensure inclusion of parks projects within the City's Capital Improvement Program (CIP) at appropriate levels.

FUNDING. GOAL O-5: *Ensure adequate and sustainable funding for parks, recreation and open space assets.*

- Strategy 5.1: Utilize partnerships, grants, and private donations to leverage dedicated revenue sources and particularly to help fund one-time strategic parks, open space, recreation and trails priority projects.
- Strategy 5.2: Consider park development impact fees and other financial tools to offset the cost of providing needed parks and facilities associated with new development.

CANYON ACCESS. GOAL O-6: *Identify and maintain recreational access to Mill Creek Canyon, Neff's Canyon, Mt. Olympus, and Grandeur Peak for all residents and visitors.*

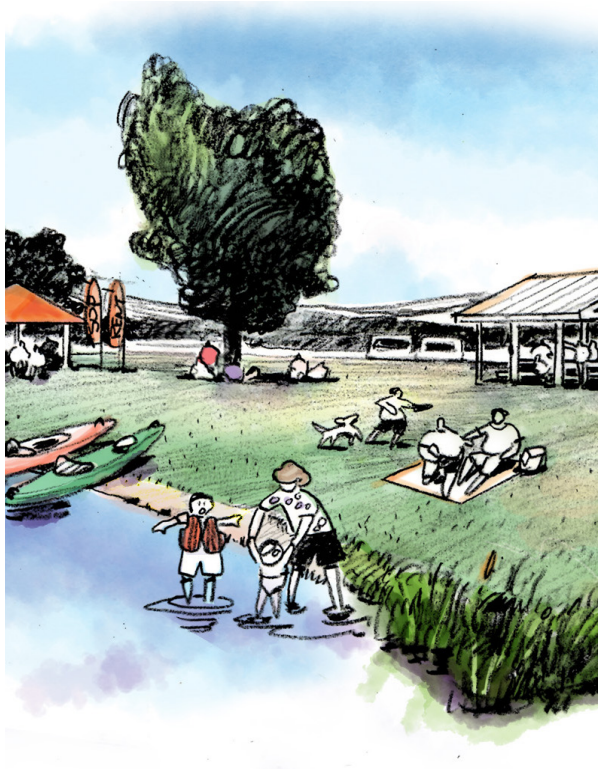
- trategy 6.1: Support parking improvements, such as expansion or formalization parking spaces, at trailhead access areas.
- Strategy 6.2: Establish off-street recreational trail connectivity from key destinations to each area.
- Strategy 6.3: Improve on-street active transportation connections (identified on Enhanced Connectivity Bicycle Framework Map)
- Strategy 6.4: Maintain and / or secure public access across private property.

JORDAN RIVER PARKWAY. GOAL O-7: *Identify and maintain recreational access to Jordan River Parkway for all residents and visitors.*

- Strategy 7.1: Provide ample, safe connections for pedestrians and bicyclists between neighborhoods and the water's edge.
- Strategy 7.2: Foster partnerships with the Jordan River Commission and Salt Lake County to enhance river related efforts and maximize the impact of investment.
- Strategy 7.3: Develop a public park along the river.

TRAILS. GOAL O-8. *Develop an interconnected trail, park, and open space system within Millcreek.*

- Strategy 8.1. Develop a comprehensive trails master plan that includes all park and streamline trails as well as open space and foothills trails.



- Strategy 8.2: Support the completion of Bonneville Shoreline trail system.
- Strategy 8.3: Incorporate wayfinding signage, viewpoints, and educational displays about Millcreek's history, and natural environment into the design of the trail and open space system.
- Strategy 8.4: Coordinate with canal companies regarding utilizing closed canals or land adjacent to canals as potential recreational trail connections. (Show on the Outdoor Lifestyle Framework Map)

3.6.6 MEASUREMENTS OF SUCCESS

The following Outdoor Lifestyle measurements of success are representative of primary measures of the parks and recreation system access. Although there is a strong high-level correlation between our plan for physical development and these indicators, it is recognized that they will often not be directly applicable to individual development plans or to City initiatives.

- **Equity:** Use of parks and open space often depends on the accessibility and visibility of these community assets. Currently, only 19% of Millcreek residents are within a walkable distance to a park (.25 miles).

  Goal: Increase walkable access to parks to 80% over the 20 year planning horizon

- **Park Land Acreage per capita:** As the City continues to develop and populations increase, new neighborhood parks, open space, and community parks will need to be added in order to keep up with the needs of new residents. Current park acreage: 195 acres

  Goal: lAdd 200 additional acres of parks over the 20 year planning horizon

3.6.7 ESSENTIAL QUESTIONS FOR ZONING DECISIONS, DEVELOPMENT AGREEMENT AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these essential questions should be considered as a tool to focus on and promote implementation of our Outdoor Lifestyle theme.

Does the application or initiative:

1. ***Support the overall focus on the Outdoor Lifestyle theme?***
2. ***Positively contribute to the safety, security and well-being of residents, and those who use park or open space facilities?***
3. ***Encourage additional investment or reinvestment in surrounding areas?***
4. ***Contribute to the connectivity within and between neighborhoods, particularly for walkability, access to multimodal transportation alternatives, and contribution to the feasibility of alternative modes?***
5. ***Enhance the connection to the outdoors, trails, parks, natural areas and green infrastructure?***
6. ***Increase parks in needed areas of the City?***
7. ***Increase the number of trails along the foothills, Mill Creek Canyon and Neff's Canyon?***

SUBCHAPTER 3.7: **ENRICHED CULTURE**

Millcreek is home to an ethnically and demographically diverse population. One of the most valuable distinguishing characteristics of the City is its diversity. Millcreek residents from all areas of the City have expressed appreciation for the City's diversity and unique neighborhoods.

3.7.1 THE IMPORTANCE OF CULTURE

Millcreek residents also identified the availability of cultural events resources as important to the livability of the City. Research conducted for the State of Utah's Creative Vitality Index[7] reports shows that arts and cultural offerings contribute significantly to the quality of life and the local and regional economies. Millcreek values its diversity, and strives to offer exceptional arts, culture, and educational opportunities to enhance the quality of life and sense of community, and give the City a favorable competitive advantage.

The built environment of Millcreek can be an expression of the City's distinctive culture. For arts, culture, and education to continue to flourish, places that support their incubation, growth, and celebration are needed throughout the community. Millcreek's architecture, public art, parks, educational institutions, historic areas and public gathering places all help define the collective sense of place for the City's growing and diversifying citizenry.

The intrinsic value of arts and culture is indisputable, and its economic value is becoming more understood and recognizable. As younger professionals migrate to cities across the nation, they are increasingly considering the arts, education, and culture of a place when choosing where to live. The presence, quality, and quantity of diverse community events, music venues, entertainment centers, lifelong education, and cultural opportunities are increasingly playing a significant role in attracting new businesses and individuals.

7 *Utah Division of Arts and Museums, Utah 2015 Creative Vitality Index*

Millcreek understands that the City's role in arts, culture, and education should not be overly prescriptive nor necessarily extend to financial responsibility. However, it is important for the City to provide the climate, places, and opportunities for the continued enhancement of Millcreek's culture.

3.7.2 TRENDS

Arts and Culture

History. Millcreek has several buildings and landscapes that are important to its heritage and integral to defining and framing the character of the City's place and culture. The value of some may be more universally recognized – for example, the Baldwin Radio Factory (3474 S. 2300 E.) and the Old Meeting House on 4120 Highland Drive. In both cases, the properties have intrinsic value in helping define and frame the character of the City, and present opportunities to support economic and business development and, more broadly, community development and investment.

Millcreek has been experiencing change since its early settlement and will continue to experience change well into the future. It's essential to manage this change and evolution, so the physical attributes of the City reflect Millcreek's history and cultures, and all residents have a sense of belonging and access to a variety of high quality arts venues.

Preservation can not only celebrate who has lived in the City in the past, but also reflect who lives here today. Millcreek can accomplish this through proactive engagement with residents, business owners, and property owners, especially those from communities of color and low-income communities who have not typically participated in heritage preservation activities or other City activities.

Historic District. The Evergreen Avenue Historic District was listed on the National Register of Historic Places in 2007. Stretching from 2300 East to 2700 East and 3300 South to Neff's Lane, nearly 150 homes are identified as being historic or contributing to the historic character of the district. It includes approximately four blocks and has resulted in an eclectic mix of mostly residential housing dating from the 1860's. The Evergreen Avenue Historic District has a remarkable history and adds to the historical resources of Salt Lake County. This unique district adds texture and orientation to the community. Millcreek should protect the key elements of the Historic District, and ensure that any new development is compatible with the historic architecture and culture of the area. In addition, new districts should be identified and included in the network of special places in Millcreek.

Other areas with historically significant structures include:

- 4500 South from approximately 1000 East to 1300 East
- The Villa Theatre on Highland Drive
- The Cliff May's homes in Olympus Cove

Arts. Millcreek recognizes and supports the arts and community members' easy access to cultural experiences. Arts and culture advance civic dialogue, awareness, and participation, contribute to people's authentic expression of diversity and promote community inclusion.



SOURCE: MILLCREEK ARTS

According to the 2015 Annual Arts Basic Survey (AABS) prepared by the National Endowment for the Arts, 84.5% of Utah adults (number one in the nation) report attending visual or performing arts events in 2015. This includes visiting live music, theater, or dance performance; attending a live book reading, poetry, or storytelling event;

going to see an art exhibit; going to a movie; and touring/visiting buildings, neighborhoods, parks, or monuments for their historical, architectural, or design value. Similarly, Utah was also number one in the nation for adults who attended live music, theater, or dance performances in 2015. Building on the interest of our region in the arts, Millcreek is home to a vibrant arts and cultural community which includes groups like Venture Out!, Millcreek Arts Council, and the July Millcreek Arts Festival, the Millcreek Community Theatre, and several prominent dance and vocal studios.

Community Events. Millcreek participates in and is home to community events, such as Venture Out! and Millfreaks in the Park that attract people from all over the County. During the Millcreek Together public engagement process, community events were frequently mentioned as a defining quality of life asset in Millcreek.

Education

Millcreek is a highly educated community when compared to the rest of the valley. 29% Millcreek residents over the age of 25 have at least a Bachelor's degree along with another 17% who have a Graduate or professional degree compared to the 21% of Salt Lake County residents over 25 who have a Bachelor's degree and the 10% who have a Graduate's degree. Millcreek is also home to two higher education institutions, Western Governors University and Fortis College.

SPOTLIGHT: VENTURE OUT!

Hosted throughout various locations across Millcreek, Venture Out! provides enriching art, cultural, and recreational offerings every Friday night from 6pm to twilight for 10-12 weeks throughout the summer months (June-August). Each Friday night has a different theme which is tailored to each community's cultural background and areas of interest. Venture Out! serves approximately 20,000 Salt Lake County residents each year.

Millcreek Promise Program. Improving student achievement is a complex challenge that includes, but extends beyond school and teacher quality, with the added benefit of crime reduction. Millcreek Promise program, a newly created initiative in Millcreek, is an effort to transform the educational and developmental outcomes for children and their families in Millcreek. The program will focus on providing after-school programs to assist the youth of Millcreek through a collective impact project to work with youth from cradle to career. The Millcreek Promise program will include data-driven educational, health and safety and economic components to provide all Millcreek youth and families with the opportunities they require to succeed. Millcreek Promise will develop and rely heavily on a group of dedicated volunteers to work toward these critical outcomes.

Equitable Education. The ability to deliver equitable, quality educational services is somewhat limited for Millcreek, as Granite School District primarily controls this. However; Millcreek can and should play a significant role in promoting educational performance. The effort to improve educational outcomes can be used to support other critical regional goals. For instance, the City can help existing schools by investing in their surrounding neighborhoods or by encouraging cooperative, flexible design of school facilities to ensure maximum use and ensure their potential for adaptive reuse as ongoing neighborhood resources. Millcreek can collaborate with and provide support to charter schools and support for early childhood education programs.

What We Heard

- That Millcreek's diverse cultures should be celebrated.
- That community events are a contributing factor to Millcreek's quality-of-life.
- That arts and education are essential components of a complete community.

3.7.3 VISION & PRINCIPLES

> **VISION:** ***Millcreek promotes the arts, culture, and education as essential parts of an engaged community and life-long learning.***

The following principles establish a higher-order decision-making framework to guide the growth and evolution of Millcreek for the next 25 years. The guiding principles articulate the overarching direction for the Plan recommendations, while also framing a set of criteria for evaluating unanticipated opportunities and potential deviations from the specific direction set in this document. The four guiding principles include:

1. ***[Innovative]*** Support knowledge and information sharing, creativity and skills development by fostering a culture of enterprise, lifelong learning, and achievement.



SOURCE: OSHER LIFELONG LEARNING INSTITUTE

2. ***[Culturally Rich]*** Foster the development of and participation in cultural activities, events and performances, by and for our diverse resident, worker and visitor communities.



SOURCE: MOUNTAIN VIEW POST

3. *[Community Events]* Continue to host community-wide events while also incorporating new year-round events that are well distributed throughout the City.



SOURCE: KRISSY GILMORE

4. *[Art Displays]* Increase the number of local festivals, concerts, and permanent or revolving display areas that allow for artists to sell and display their works of art for all to see and appreciate.

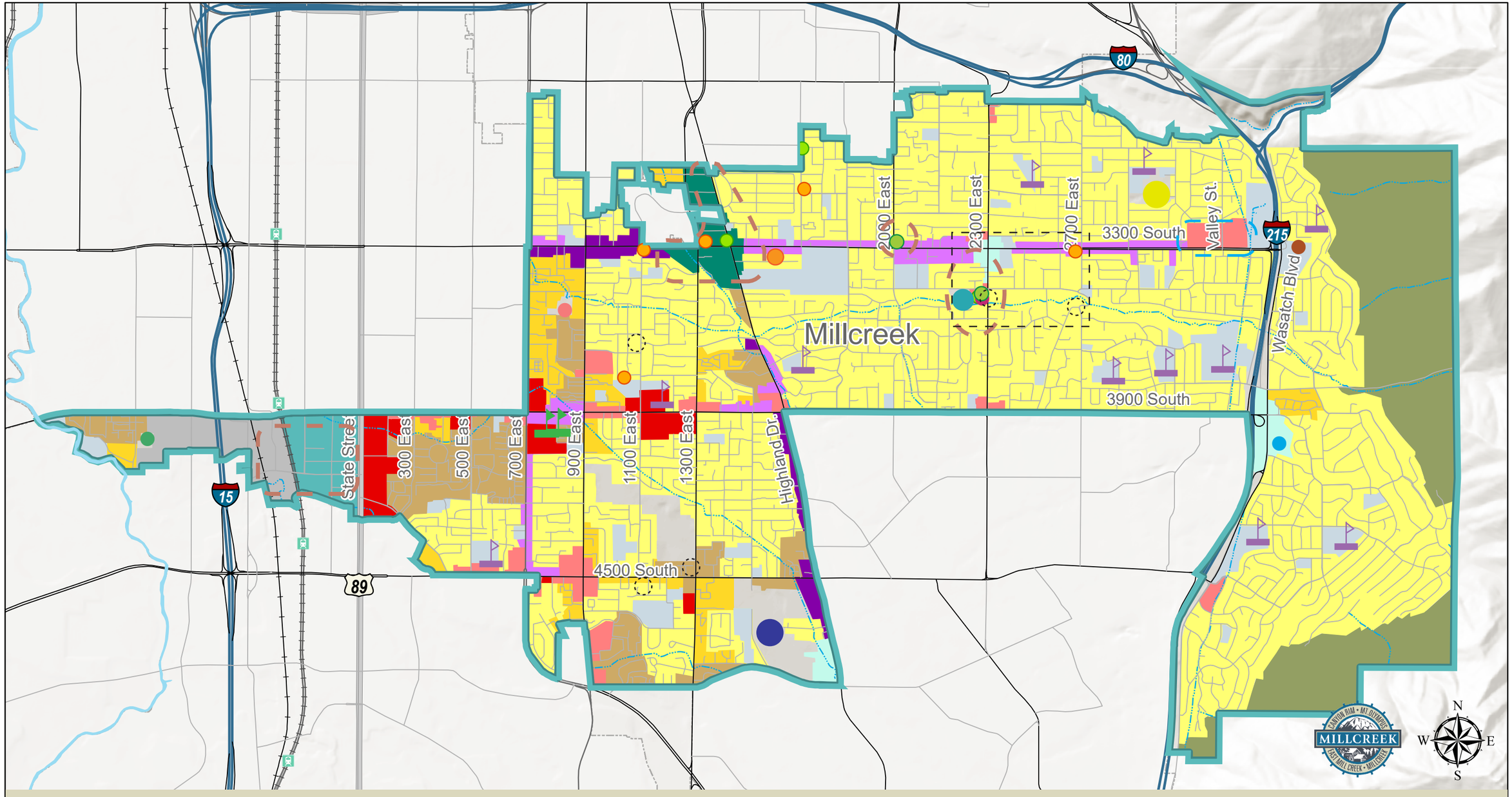


SOURCE: CAPITAL BOX ART, LAURA CARON

3.7.4 FRAMEWORK MAP

The Enriched Culture Framework Map provides a graphic framework of the vision for Millcreek Together. This map is intended to be used as one means of reinforcing the City's wide variety of cultural, educational, historical and artistic assets and resources. This map is expected to be a living and evolving graphic. It is not intended to strictly define place boundaries or names for all purposes. In particular, the public art locations should be considered as representative example.

Map 4: Enriched Culture Framework



Enriched Culture

3 Events Per Year
2 Events Per Year
1 Event Per Year

2017 Community Events

- Big Cottonwood Park
- Canyon Rim
- Evergreen Park
- Eastwood Elementary
- Historic Baldwin Radio Factory
- Olympus Hills Shopping center
- Scott Avenue Park
- Sunnyvale Park

Cultural Assets

- Dance/Performance Studio
- Art Gallery
- Historic Register Site
- Evergreen Historic District
- Potential entertainment/-cultural district
- Potential outdoor district
- University

Future Land Use

- Conservation Open Space
- Public Quasi Public
- Neighborhood 1
- Neighborhood 2
- Neighborhood 3
- City Center
- Meadowbrook
- Village Center
- Employment/ Commercial
- Retail/ Office
- Mixed Use 1
- Mixed Use 2
- Light Manufacturing

- TRAX Station
- Creeks
- Frontrunner Route
- TRAX Route
- Jordan River

0 0.25 0.5 1 Miles

3.7.5 GOALS AND STRATEGIES

ACCESS TO ART. GOAL C-1: *Ensure the accessibility and diversity of arts and culture opportunities throughout the City.*

- Strategy 1.1: Include arts, culture, education and historical elements, as applicable, in publically initiated small area and topical master plans.
- Strategy 1.2: Encourage neighborhood-specific arts, culture, and educational opportunities in Neighborhood Plans. (See also Unique Neighborhoods Chapter)
- Strategy 1.3: Through partnerships with interested neighborhood associations and homeowners associations and community groups, consider painted murals or install other community-defining public art.
- Strategy 1.4: Activate redevelopment areas, plazas, and other underutilized spaces with arts and cultural events.
- Strategy 1.5: Prioritize locations for new public art where the community desires it, can be accommodated safely and will be enjoyed by many people in places throughout the City.
- Strategy 1.6: Set aside funding for new public art as part of capital improvement projects.
- Strategy 1.7: Support the Millcreek Arts Discovery program to outline gaps, needs, and resources required to promote the arts in Millcreek.

ENRICHED CULTURE. GOAL C-2: *Support affordable cultural spaces in all neighborhoods, especially Meadowbrook and villages where they are accessible to a broad range of people, and where they can help activate the public realm.*

- Strategy 2.1: Designate existing clusters of cultural spaces, such as the Baldwin Radio Factory/Millcreek Community Center/2300 East Village Center, as cultural districts.
- Strategy 2.2: Continue to pursue the Cultural Facilities Program Grant through Salt Lake County.
- Strategy 2.3: Incorporate public art and other cultural features when reviewing and approving design guidelines and any newly created form based zoning plans.



- Strategy 2.4: Study the feasibility of a performing arts center.
- Strategy 2.5: Utilize existing venues to attract traveling shows and museum exhibits.
- Strategy 2.6: Create and maintain an inventory of both public and private cultural spaces

COMMUNITY INTERACTION. GOAL C-3: *Make Millcreek a place where all residents feel they can attend community events and participate in neighborhood life, Where they help each other, contribute to the vitality of the City, and create a sense of belonging.*

- Strategy 3.1: Enhance community pride through continued support of and addition of new year-round community events.
- Strategy 3.2: Promote the use of open spaces and park facilities in the City for events that celebrate our history and the many cultures of our community.
- Strategy 3.3: Promote opportunities for people to build connections with their peers, neighbors, and the greater community by

supporting intergenerational and intercultural programs, activities, and events.

- Strategy: 3.4 Use innovative street design to expand the role of streets as public spaces, and that could include use for markets, festivals, art, or street parks.
- Strategy 3.5: Promote community improvement projects that can be acted upon through community-based efforts, as well as through public investment.

HISTORIC CHARACTER. GOAL C-4:

preserve and advance Millcreek's historic and cultural resources. When feasible, integrate themes and features into design and development that represent Millcreek's history and heritage.

- Strategy 4.1: Integrate historical themes into project design, public art, and landscaping areas of the City.
- Strategy 4.2: Continue to research, inventory, register, and secure resources to protect Millcreek's highest priority historic resources.
- Strategy 4.3: Promote education and programs that increase public awareness of the City's historic resources and heritage.

LIFELONG LEARNING. GOAL 5:

Strengthen and diversify the range of educational and lifelong learning opportunities and resources in Millcreek.

- Strategy 5.1: Create equitable access to high-quality early-learning services, and support families so that their children are prepared for school.
- Strategy 5.2: Support opportunities for community-based learning through service projects that have value to both the students and the community
- Strategy 5.3: Partner actively with the City's institutions of higher learning on their plans for growth, adaptation, and reinvestment.
- Strategy 5.4: Actively encourage arrangements between educational institutions, local arts groups, and the City and other properties for shared use of assets such as parks, facilities, and parking.
- Strategy 5.5: Coordinate as an active partner in the Millcreek Promise Neighborhood initiative and encourage the expansion of successful education strategies to other schools in Millcreek.
- Strategy 5.6: Partner with Salt Lake County to maintain and develop library programs and services that contribute to the personal education of adults (of all ages) pursuing lifelong learning opportunities.

PROMISE MILLCREEK

- Strategy 5.7: Encourage learning beyond the classrooms by promoting lectures, other educational opportunities at local libraries, community centers, senior centers, and art studios.
- Strategy 5.8: Encourage the adaptive reuse of education facilities to ensure they always remain neighborhood assets.

3.7.6 MEASUREMENTS OF SUCCESS

The following Enriched Culture keystone indicators are representative of primary measures of the strength of Millcreek's arts, cultural, and educational resources over the long term. Although there is a strong high-level correlation between the plan for physical development and these indicators, it is recognized that they will often not be directly applicable to individual development plans or to City initiatives.

- **Events**: Number of arts, cultural and special events annually. Goal = increase
- **Public Art Displays:** Number of public art displays, such as rotating exhibits, murals, and sculptures. Goal= increase
- **Creative Jobs.** According to the 2012 Survey of Business Owners, there are 6,991 businesses in Millcreek. Of that, 42 are identified as being from the arts, entertainment and recreation sector, employing 2,136 people. Goal = increase
- **Higher Education Attainment:** Percentage of Millcreek residents with a Bachelor's degree or higher. Goal = maintain

3.7.7 ESSENTIAL QUESTIONS FOR DEVELOPMENT AGREEMENT AND CITY INITIATIVES

Realizing that not all these questions will be applicable to every decision, these essential questions should be considered as a tool to focus on and promote the implementation of our Enriched Culture theme.

Does the application or initiative:

1. ***Support the overall focus on our Enriched Culture theme?***
2. ***Add value or help establish a cultural identity within the City?***
3. ***Preserve or incorporate the historic assets of the City or promote this legacy?***
4. ***Provide cultural services, opportunities or access to underserved populations or neighborhoods?***
5. ***Incorporate public art in association with this action or decision?***
6. ***Support the enhancement of centers of lifelong learning and innovatio***n in the City?

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CHAPTER 4: **MOVING FORWARD**

4.1 IMPLEMENTATION INTRODUCTION

Millcreek Together identifies strategies to achieve the City's goals, and is intended to provide a framework and impetus for a variety of implementation initiatives. Each vision statement provides guidance to the City, but they encompass a larger number of strategies than can be accomplished in the next several years. Millcreek is a new city, and needs an agenda that is focused and can be expanded upon as the community grows and ages.

In order to establish an agenda for near-term action, the top-priority General Plan goals and accompanying strategies for each of the seven vision themes are summarized in this chapter.

4.1.1 UNIQUE NEIGHBORHOODS

The protection and support of Millcreek's neighborhoods was identified as a top priority by many General Plan participants. The General Plan recommends preparation of area-specific neighborhood studies to manage development and redevelopment in and near Millcreek's residential neighborhoods. (Also see page 111)

Create Neighborhood Studies

- Identify the locations, areas and general characteristics of Millcreek's neighborhoods
- Identify the defining characteristics of each neighborhood, such as streetscapes, tree types, sidewalk configurations, street lights, structure sizes and heights, building materials, etc
- Review the current uses and current zoning in neighborhoods to compare current uses to existing zoning.
- Encourage the creation of neighborhood activity centers within walking or biking distance of residential areas.
- Value and protect historic and built resources through appropriate rehabilitation and preservation.

Ensure Neighborhood Compatibility

- Ensure that new adjacent and infill development is compatible with existing neighborhoods by regulating structure sizes and heights; building forms and materials; yard setbacks; streetscape character; height and bulk transitions; buffering; and other factors.
- Evaluate the RM and C zones to provide for better transitions between commercial uses and adjoining residential neighborhoods.

4.1.2 VIBRANT GATHERING PLACES

At incorporation, Millcreek inherited the existing patterns of land uses from Salt Lake County which had evolved over many years. As a City, however, Millcreek has its own land use goals, and the existing land use patterns do not currently meet the City's needs. The Future Land Use map identifies centers throughout Millcreek where a mix of land uses would be appropriate, several of which are located near good transportation hubs. The centers will be places where commercial, residential, entertainment and civic uses come together to create memorable places, each with recognizable signature features and themes.

Emphasize Millcreek Centers - Tasks that were specifically identified for near-term strategy implementation include the following:

- City Center – Complete the City Center study; modify the Town Center Overlay Zone using form-based code concepts; prepare an economic development strategy to attract a mix of commercial, residential and municipal uses; highlight iconic uses such as Beau Brummel Bakery and the Villa Theater; and consider using a "Millcreek Mill" theme.
- 2300 E and 3300 S. – Review the completed area study; solicit public, landowner and business owner input; propose a new 23rd and 33rd Center Overlay Zone; and prepare an economic development strategy to attract development appropriate to the area.
- Main Street – Create a form-based code overlay for the Meadowbrook area; prepare an economic development strategy to attract appropriate development.
- Olympus Hills – Conduct an area study to evaluate opportunities to expand and redevelop the area; coordinate with UDOT on the potential for relocation or redesign of Wasatch Boulevard with concepts that join the east and west sides of the street.
- Highland Drive and Murray Holladay Road – Conduct an area study in cooperation with the City of Holladay to evaluate redevelopment potential.
- Pursue boundary adjustments as part of the City's Annexation Policy Declaration.

Offer a Variety of Housing Opportunities - The General Plan calls for a variety of housing opportunities in the City, in order for residents to find homes that meet the needs of families, singles, retirees and all the residents of Millcreek. Action items to meet General Plan goals include:

- Utilize Community Reinvestments Areas (CRAs) in to assist in creating affordable housing in Meadowbrook and in other CRAs as funding becomes available.
- Promote higher residential densities in Millcreek centers, where a mix of land uses offer convenient access to jobs, shopping, entertainment and transportation.
- Require a 10% affordable housing component for residential projects with more than 50 units.
- If not Citywide, considering testing ideas for accessory dwelling units and live work opportunities in appropriate areas such as along 2300 East and other busy residential corridors.
- Evaluate the potential for small-lot (5,000 sq. ft.) residential uses in appropriate areas.

4.1.3 THRIVING ECONOMY

The General Plan describes the importance of economic sustainability for Millcreek in order to support the businesses and services residents want. Outdoor-oriented businesses, in particular, are identified as complementary to many existing businesses and Millcreek's setting. A stable property and sales tax base is important to provide excellent City facilities and services.

Create an Economic Development Strategic Plan - The General Plan calls for the creation of an Economic Development Strategic Plan, based on the economic studies conducted by Zions Public Finance, attached as Appendix B. The Plan would focus on commercial and mixed-use development in the Millcreek Centers (identified in the Vibrant Gathering Places section), and would promote Millcreek as a livable community and excellent place to do business by showcasing the community's competitive advantages and economic and community assets. Within the Economic Development Strategic Plan, create a tradeoff comparison summarizing the incentives the City provides to what they receive in return from developers.

Update and Maintain City Infrastructure - Reliable, accessible public infrastructure is critical to attracting and retaining the employers and businesses Millcreek wants. High-priority infrastructure initiatives include:

- Coordinate with broadband providers through an e-mail alert system to coordinate utility trenching in the City.
- Establish practical public works maintenance programs with an annual budget allocation.

4.1.4 GREAT CONNECTIONS

The General Plan calls for Great Connections, and identifies strategies for bicycle and pedestrian systems; complete streets; and streetscapes, trees and lighting. Millcreek is currently preparing a Transportation Master Plan that will address all modes of transportation within and through Millcreek. General Plan transportation priorities include:

- Adopt consistent cross sections for the major streets that emphasize appearance and complete streets concepts. Focus on the areas adjacent to the curbs with park strip standards, new streetlights, street trees, wider sidewalks, and underground utilities.
- Build "complete streets" by safely and reasonably incorporating multiple travel modes in the design of new and redeveloped transportation corridors.
- Complete a safe bicycling system that connects all parts of Millcreek and accommodates all types of bicyclists. Develop specific bicycle plans for:
    - 3900 South
    - Evergreen Avenue/3435 South
    - Millcreek Canyon Road
    - 500 East
    - 900 East
    - 2000 East
    - 2300 East
    - Wasatch Boulevard
- Extend and improve biking connections to the PRATT trail and Wasatch Blvd, including bridge connections over I-215 and connections to the upland trails on Grandeur and Mt. Olympus.
- Prioritize new, safe sidewalks in neighborhoods with missing or substandard sidewalk connections identified as High or Moderate priorities (as shown on the Pedestrian Network Framework Map). Establish a sidewalk improvement fund and policy.
- Explore improved transit facilities including bus shelters, park and rides, streetcar extension, and Bus Rapid Transit.

4.1.5 OUTDOOR LIFESTYLE

Millcreek's setting between the Wasatch Mountains and Jordan River offers access to the outdoor and recreational amenities Millcreek residents cherish. Convenient access to parks and recreational facilities in all areas of Millcreek is an important objective of the General Plan. High priority initiatives include:

- Review existing park facilities for potential upgrades.
- Review vacant or underutilized properties for potential to create parks, especially in areas of the City that are underserved.
- Design and construct stormwater improvements to incorporate recreational opportunities and protect/maintain utility infrastructure.
- Complete a Parks and Trails impact fee study.
- Work to preserve open space and connect trail systems to Grandeur Peak and the Mount Olympus area.
- Look for opportunities with Millcreek Activity Center property in the Granite School District to ensure that the land remains in recreational use.
- Build soccer fields in the west portion of the City to meet growing demand.
- Purchase the land and build parks, most notably "pocket" parks, to provide families with children and others a gathering place with playground amenities.

4.1.6 ENHANCED CULTURE

The General Plan recognizes Millcreek's diversity of neighborhoods, businesses, and residents as an important attribute that makes Millcreek a desirable place to work and live. Connecting people by creating attractive gathering places in Millcreek's centers is one Plan objective. Other initiatives include:

- Celebrate Millcreek's diversity and community pride through event planning.
- Coordinate as an active partner in the Millcreek Promise initiative and encourage the expansion of successful education strategies to other schools in Millcreek.
- Continue to promote an open and accessible City Hall through email, social media, community councils and well-advertised public meetings.
- Support the Millcreek Arts Discovery program to outline gaps, needs, and resources required to promote the arts in Millcreek.
- Prioritize locations for new public art where it will be enjoyed by people throughout the City.
- Add community gardens as a priority in the zoning ordinance.

4.1.7 HEALTH AND ENVIRONMENT

The General Plan emphasizes public health, the long-term sustainability of developments, public works projects, and effects on Millcreek's natural environment. High priority sustainability initiatives include:

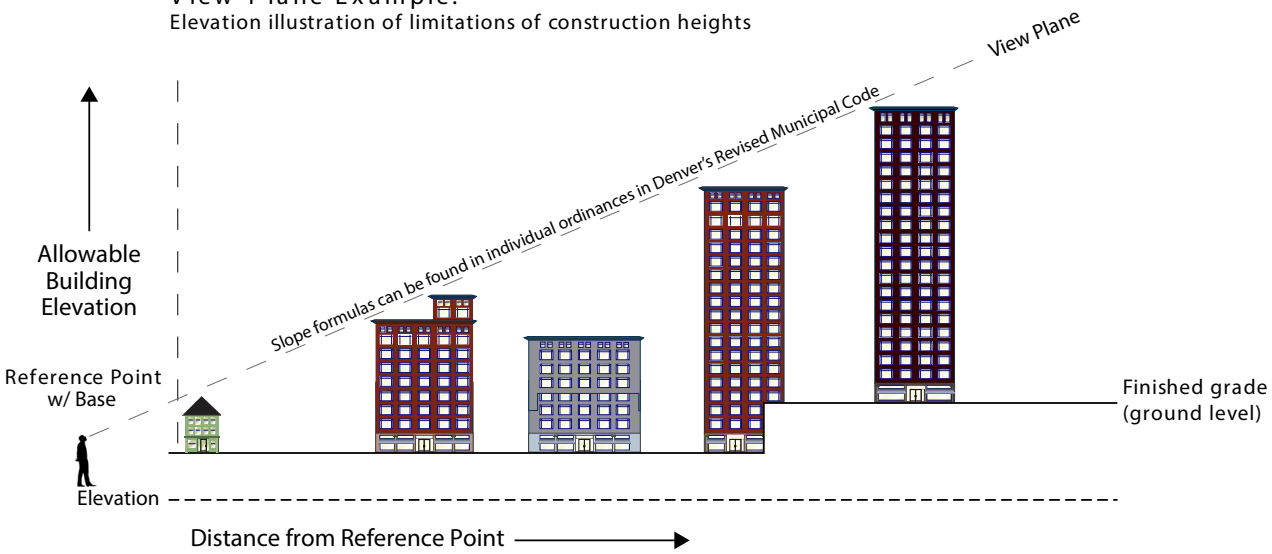
- Add low impact development and conservation design practices as incentives in City ordinances.
- Adopt design standards or guidelines that incorporate green design considerations, such as solar, in the Millcreek development review process.
- Develop a portfolio of recommended green design development standards, such as low water use landscaping, roof-top gardens, water-permeable paving, drainage swales, parking lot planters, and other features to encourage developers to incorporate green design in future projects.
- Test the demand for Greenbikes at the City Center.
- Add vehicle charging stations to the City's codes as an incentive for business and residential projects.

- Update the development code to protect significant panoramic views from various parks and public places by limiting building height and by development configuration. Future ordinance implementation should include a map specifying the area where development is restricted and should require an analysis of the project impacts on the views of those from various vantage points, emphasizing residences but also looking at impacts on public and commercial uses. The first step is to conduct a view plane analysis to identify significant viewing platforms or corresponding view planes. The second step is to update the development code to identify building height limitations. Building height limitations will depend on the distance from a reference point, usually with increased height allowed as the building is located farther from the reference point.



ABOVE: EXAMPLE OF VIEWING PLATFORMS AND VIEW PLANES.
BELOW: EXAMPLE BUILDING HEIGHT SCALING AND LIMITATIONS.
SOURCE: CITY OF DENVER

View Plane Example:
Elevation illustration of limitations of construction heights



4.2 PROGRESS MONITORING

Plan monitoring and evaluation will involve a long term commitment to tracking progress as well as setbacks in accomplishing plan goals. Ongoing monitoring will also assist in determining appropriate and effective courses of action in response to experience with use of the Plan. Three primary monitoring techniques are proposed for Millcreek Together:

- Measure and report on a limited number of key indicators that focus on overall progress toward achieving the overall objectives of the Plan. These indicators are included in each topical chapter under “Measurements of Success.” By tracking selected indicators consistently over a number of years, benchmarks can be identified, trends evaluated, targets set, strategies reviewed, and policies adjusted as necessary to ensure that Plan objectives are accomplished as intended.
- Create a "progress matrix" that identifies key responsibilities and timeframes for accomplishment of Plan objectives. The progress matrix also serves as a checklist for monitoring progress toward accomplishing intangible or non-measurable objectives for which indicators could not be established.
- Prepare an annual report on the progress of Plan implementation that addresses major Plan goals and makes recommendations for action on the implementation strategies or the General Plan.

4.3 AMENDING THE PLAN

To be successful, planning must be an ongoing activity. As part of that process, this Plan needs to be regularly monitored with respect to its use and effectiveness. Limited and technical amendments will certainly need to be made in order to keep this document up-to-date, fully viable, and maintained as a respected and regularly used source of guidance for the physical development of the City. More significant amendments may be deemed necessary depending on experience. If goals are not met and/or trends toward achieving goals are not positive, the Planning Department, Planning Commission, and City Council should re-evaluate existing strategies and consider modifications that are necessary to reverse the trend, or modify the General Plan.

The City Council and Planning Commission can review and adopt General Plan amendments between major updates to ensure that current community issues continue to be addressed and that the Plan continues to provide clear and realistic direction for future growth. In any case, a comprehensive review and update is strongly recommended at least once every ten years, or as directed by City Council.

GLOSSARY OF TERMS

Air quality: The degree to which the ambient air is pollution-free, assessed by measuring a number of indicators of pollution. Good air quality means that air pollution poses little or no risk and allows clear views of distant objects such as the mountains or downtown skyline.

Affordable housing: In general, housing for which the occupant(s) pay(s) no more than 30 percent of his or her income for gross housing costs, including utilities. For this plan, affordable housing includes housing that is subsidized as well as naturally occurring affordable housing, which is not subsidized but still affordable compared to average market rents/prices.

Built environment: This term refers to the various "man made" elements of a city or neighborhood, or those not found in nature, such as buildings, roads, street lights, parks and infrastructure.

Climate change: Climate change refers to any significant change in the measures of climate lasting for an extended period of time. Climate change includes major changes, occurring over several decades or longer, in temperature, precipitation or wind patterns.

Community values: The core principles and concepts important to the Millcreek community. They must be acknowledged, honored and constantly defended to ensure change and development occur in accordance with these core principles.

Complete neighborhood: A neighborhood where all residents have safe and convenient access to the goods and services needed in daily life. This includes a variety of housing options, fresh food and other commercial services, open spaces and recreational facilities, affordable active transportation options, high quality transit, and civic amenities. An important element of a complete neighborhood is to meet the needs of people of all ages and abilities.

Creative district: An area with a concentration of artistic and cultural activities/ facilities, arts and entertainment businesses or artistic/ cultural and creative sector production.

Wasatch Front Regional Council (WFRC): WFRC is a planning organization where local governments collaborate to establish guidelines, set policy and allocate funding in the areas of: transportation and personal mobility; growth and development; and aging and disability resources.

Economic mobility: The ability of an individual, family or some other group to move along the economic spectrum in terms of wealth and income.

Equity: Equity is providing everyone with access to opportunity regardless of income level, race, ethnicity, gender, ability or age. Equality means treating everyone the same. Equity acknowledges that treating every person or place exactly the same may not result in fair opportunities to succeed.

Flex: These manufacturing districts serve the purpose of craft/maker space, high-tech design and manufacturing with a mix of employment and residential land uses.

Green infrastructure: Public or private assets—including both natural and engineered facilities—that protect, support or mimic natural systems to provide stormwater management, water quality, reduced flooding risks, urban heat island effect mitigation, reduced energy demands, climate change resiliency and enhanced community livability. For the purposes of this plan, green infrastructure reflects a broad definition that includes trees, plants, parks, and greenways.

Inclusive: Inclusive of many cultures, perspectives, and experiences. Welcoming to all people. Covering or intended to cover all people, services, items, etc.

Infill development: The process of developing vacant or under-used parcels within existing urban areas that are already largely developed.

Infrastructure: Refers to the fundamental facilities and systems serving a country, city, or other area, including the services and facilities necessary for its economy to function. Examples of infrastructure include roads, sidewalks, water and sewer systems, power and telecommunications lines.

Land use: Land use is a broad term encompassing all the different ways that humans use or develop land for economic, residential, recreational, conservational, and governmental purposes. The concept of land use is closely intertwined with human community development.

Mobility: The ability to move from one place to another, or movement of people and goods from one place to another.

Multimodal streets: Streets that accommodate multiple modes of travel including rapid transit (bus and rail options), bicycles, pedestrians and vehicles.

Natural environment: All living and non-living things that occur naturally on a particular region.

Neighborhood planning: A type of small area planning that happens at the neighborhood level and achieves the following benefits:

- Engages the community in identifying a future vision for the area and then provides strategies and recommendations for achieving that vision.
- Provides detailed recommendations for land use and future investments to help ensure neighborhoods grow as envisioned by the plan.
- Provides a level of analysis, detail, and guidance on issues affecting local areas that citywide plans cannot.

Pedestrian facilities: Elements that serve people walking including sidewalks, pedestrian signals and crosswalks.

Placemaking: Placemaking refers to a collaborative process by which community members can shape their public realm in order to maximize shared value. With community-based participation at its center, an effective placemaking process capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and wellbeing. (Project for Public Spaces)

Public realm: Any publicly owned streets, pathways, right of ways, parks and publicly accessible open spaces.

Public right-of-way: The public right-of-way is an area of land owned or controlled by the city for the purposes of constructing, operating and maintaining public facilities such as streets, alleys, sidewalks and bike paths for the needs of transportation, utilities and other public infrastructure.

Regulations: Rules that derive their authority from legislation (laws) and provide the specific ways in which those laws are interpreted and applied. Examples include the zoning code and rules and regulations adopted by city departments. Resiliency The ability of a community to adapt to both internal and external social, economic and environmental challenges without adverse effect to its residents, essential functions and identity.

Stormwater: Stormwater runoff is generated when water from rain and snowmelt flows over land or impervious surfaces (like paved streets, parking lots, and building rooftops) and is not absorbed into the ground. As the runoff flows over the land or impervious surfaces, it accumulates debris, chemicals, sediment or other pollutants. Sustainability The long-term social, economic and environmental health of a community.

Tree canopy: The layer of tree leaves, branches and stems that provide tree coverage of the ground when viewed from above. In urban areas, the tree canopy provides an important stormwater management function by intercepting rainfall that would otherwise run off of paved surfaces and be transported into local waters though the storm drainage system. Tree canopy also reduces the temperature of an urban area caused by the paving a other modification of land, reduces heating/cooling costs, lowers air temperatures, reduces air pollution, increases property values, provides wildlife habitat, and provides aesthetic and community benefits such as improved quality of life.

Urban design: The process of designing and shaping the physical features of cities including streets, buildings, parks and public spaces.

Vision: The vision is the backbone of the general plan and includes the seven vision themes. It knits together a set of long-term, integrated goals that provide a guide for the future.

Water quality: Water quality is the degree to which water is clean and whether it is suitable for drinking.


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