



**Minutes of the
Millcreek Planning Commission
April 23, 2019
5:00 p.m.
Special Work Meeting**

The Planning Commission of Millcreek, Utah, met in a special public work meeting on Tuesday, April 23, 2019 at City Hall, located at 3330 S. 1300 E., Millcreek, UT 84106.

PRESENT:

Commissioners

Fred Healey, Chair
Tom Stephens, Vice Chair
David Allen (excused)
Russ Booth
Dave Carlson (not in attendance)
Scott Claerhout
Shawn LaMar
Mark Mumford

City Staff

Elyse Greiner, City Recorder
Francis Lilly, Community Development Director
Mike Winder, Economic Development Director
Blaine Gehring, Planner
Robert May, Planner
Erin O'Kelley, Planner
John Miller, Public Works Director
Ashley Cleveland, Promise Program Manager

Attendees: John Janson and Skye Sieber.

REGULAR MEETING – 5:00 p.m.

TIME COMMENCED: 5:19 p.m.

1. Discussion

1.1 City Center Master Plan

Francis Lilly reminded the Commissioners to submit the volunteer forms handed out last week.

Lilly highlighted the city center master plan map between Richmond Street (1300 E.) and Highland Drive around 3300 S. He emphasized that the plan is not only a planning effort, but an economic development effort too. The strategy moving forward is offsetting other costs such as parking and utilities. The city center master plan lays out five goals: a walkable urban place that is iconic, which encompasses “Mill Park” located along the fault line and showing outdoor movies on the back wall of the Villa Theatre; an amenity and open space for the whole city; civic and public gathering places; an engine of population and tax base to help keep taxes low for Millcreek; and the design should support transportation alternatives.

Commissioner Stephens asked about the City’s strategy to make sure the envisioned park comes to fruition. Lilly said staff is looking to adopt a form-based code that overlays the area. He said the master plan imposes street standards and by adopting the master plan,

the standards become enforceable. John Janson said other cities have traded open space for donations or purchases for the signature feature, like "Mill Park." Lilly said the park provides more visibility for businesses. Lilly said City Hall may be relocated to the city center. Commissioner Mumford asked if Venture Out activities would take place in the City Center. Lilly said yes, they will start to this year even if it is in a parking lot to teach people that it will be a gathering space. He then highlighted the mixed-use buildings that have already been granted city approval on Gunn Avenue. The plan anticipates 1,300 potential residents and 580 potential employees with \$91,900,000 of projected value, \$102,000 of annual tax revenue, and 500,500 added square footage. The plan involves turning Richmond Street and Highland Drive into boulevards and adding safer pedestrian actuated lights in the area. There may even be an overhead crossing bridge to Brickyard Plaza. Commissioner Mumford brought up cycling in the city center. Lilly said the lanes in the middle of the city center, on Richmond Street, and on Highland Drive will have shared access. He then showed the sidewalk cross section rendering. Mike Winder pointed out that the building on the rendering overhangs to encourage multi-season sidewalk usage. Lilly said there will be angled parking on the street. The plan proposes view corridors to the east and west. One way to operationalize those is to create greater setbacks on those streets to open the street up. Another way is to control height through controlling the number of stories allowed in different areas of the center.

Lilly showed a table of the market absorption study by Zions Public Finance which encompassed over ten years and highlighted office space and land, retail space and land, and multifamily space and land by square footage and acreage. Commissioner Stephens asked about the demand for office space. Winder said there is less demand for office space, but there is still some. Lilly said office spaces want to be next to transportation and restaurants. Chair Healey said he has spoken with residents that are vendors who do not want food trucks or vendors who are not located in Millcreek doing business in Millcreek. He would like there to be a way for Millcreek residents to be able to provide the service first. He said one way to get people across Highland Drive is underground and then have a retail area underground as other cities around the world have done.

Lilly said the city center master plan guiding principles are: the city center should emphasize walkability and minimize internal traffic and parking demand; the city center should include municipal property owned by the city and designated for public use; the design of Millcreek's city center should represent the city in ways that are distinctive from other cities and unique to Millcreek; and the city center should emphasize culture, art, ideas, and interaction between citizens. Lilly brought up strategies for the city center master plan on traffic and parking: make a public parking facilities area part of the community reinvestment area implementation strategy; streets will have angled or parallel on-street parking which may eventually need to be managed; residential parking districts for the areas east and west of the city center if the residents who live there want them; reduce Highland Drive to a 3-lane cross section which has marginal impact on travel times and they work just as well as four lanes; signal optimization at Richmond Street and Highland Drive; pedestrian actuated signals on Richmond Street and Highland Drive in the project area; and pedestrian refuges and landscaped medians where appropriate on Richmond Street and Highland Drive. Commissioner Mumford asked if the traffic study was based on current traffic or projections. Lilly said it was based on

background growth and project growth, it assumed buildout. John Miller said active transportation is encouraged when traffic speed is slower.

Lilly went over the 2019-2020 implementation goals of the plan: 1) adopt a code that imposes design standards, a lite form-based code approach; 2) create a temporary gathering place; 3) assemble property for the “Mill Park” open space; and 4) complete the Highland Drive/Mountair streetscape. Winder said the Council adopted the Millcreek Center Community Reinvestment Area (CRA) plan and will finalize it by approving the interlocal agreements with the other taxing entities, which creates a financial tool for building the park. The Council decided to go forward with looking at a \$20 million bond this summer which would give Millcreek money for property acquisition, utility relocations, and park construction. Economic development staff is working with the existing property owners in the city center area on relocating businesses and discussing acquisition options. Lilly said the bond is not a general obligation bond but a bond against tax increment revenue that Millcreek will get in the future from this development. Winder said Millcreek will make payments on the bond by borrowing from the West Millcreek CRA, it just needs to be paid back before the term for the CRA expires.

Lilly then went over the timeline for the city center; April/May – adopt the Millcreek Center CRA; May/June – adopt city center master plan; May – corridor study for Highland Drive/ concept plan for Mountair streetscape; June/July – adopt overlay zone; August – bond for property acquisition issued; August 2019-July 2021 – property acquisition; 2021 – “Mill Park” right-of-way demolition and utility relocation; and 2022 – “Mill Park” construction. Commissioner LaMar asked if the bond would cover the property along Miller Avenue in Salt Lake City. Winder said no, but if the property is acquired, Millcreek will form a mini CRA to encompass that area. The current park plan would still work if it stopped at Woodland Avenue instead of Miller Avenue. He said Millcreek has an offer in on Comcast’s property, but they will not sell for a couple of years. Lilly said the master plan recommends adoption of a new ordinance that has form-based code elements, which includes three subdistricts where heights, uses, building types, and setbacks are treated different. The master plan has a narrative for each. The code will also have a palette of allowable materials, open space and plaza requirements, implementation of laneways, woonerfs, and other streetscapes, and street furniture and sign requirements. An important element is building types and the way buildings address the street. The buildings will have an active ground floor use, parking beneath or within, step backs, roof gardens, and a 30-foot maximum storefront width on the ground floor with varying levels of transparency on the various stories. Commissioner Mumford asked about seasonal solar penetration. Lilly said a step back would allow more sun in the park. Lilly said there will be more high quality, energy efficient designs in the center. Lilly cautioned having rooftop gardens near residential zones for privacy sake. A concern for fire access was raised with buildings that have step backs. Lilly said there can be solutions to allow for better fire truck access. He said he would talk with the Fire Marshal.

Commissioner LaMar asked about the bond process with property purchase if the property owners are unwilling to cooperate. Winder said Millcreek can have eminent domain authority for private development purposes through a blight study, though the City Council did not pursue that route due to public outcry. Winder said he has been in

communication with property owners and they seem pleased with the plan. Commissioner Stephens said he liked the draft plan but would like to see more declarative statements, goals, and strategies. Winder said the master plan will be approved first with broad concepts, but it will be tightened up with the city center overlay zone. Winder said the city center overlay zone can be altered, if necessary, as projects come up. Commissioner LaMar brought up parking issues with other cities' centers. Ashley Cleveland asked about what conversations have been had with UTA about transit options around the center. Lilly said they already have high frequency bus services on 1300 E., Highland Drive, and 3300 S. The plan is to have at least a BRT (bus rapid transit) in lane on 3300 S. Millcreek staff is talking to Salt Lake City and the Wasatch Front Regional Council about expanding transit options on Richmond Street as well. Winder showed the Commission a segment of a Millcreek video highlighting the city center.

1.2 Guest Parking Requirements for Multi Family Development

Francis Lilly said a guest parking study was conducted by Hales Engineers on Super Bowl Sunday. The study vindicated the City's code that 1/3 of a stall per unit is an appropriate guest parking ratio. The study also recommended a different approach for tandem parking and guest parking in a driveway. Lilly showed a video by Strong Towns to the Commission on parking requirements. The Hales Engineer's parking study findings were: the guest parking requirement is sufficient; the City should impose restrictions on tandem parking so that it does not fulfill guest parking requirements; guest parking requirements apply to multifamily projects, PUDs, and projects on private lanes; and single-family and duplex developments on public streets should have driveways and on-street parking. He then shared best practices from a planning standpoint towards a market-based approach: regulate how on-street parking is used, charge for it, and limit it; Millcreek should lead on shared parking facilities; recognize that Millcreek can build a place for people or a place for their cars, rarely both can be accomplished at the same time; parking takes a lot of space that can be used for open space or buildings; if ratios of 2 per unit or 1 per 3,000 square feet of commercial space are exceeded, the result will be a suburban development and not a town center; and relaxing parking ratios in centers and transit-oriented development areas should be a goal, but Millcreek needs to be proactive about alternatives and policy implications.

Commissioner Mumford asked if Lilly recommended less than 2 parking stalls per unit. Lilly said in the town and city centers where the City wants to focus on transit development, yes, but in a typical suburban project, no. Janson said a parking district for the city center made sense. Chair Healy brought up an example from San Jose where the city owns the center of the block and puts parking there and businesses rent space in it. Commissioner LaMar asked about a requirement that businesses work together on shared parking. Lilly said a parking agreement needs to be recorded to the property and be for at least 5 years in duration. Robert May brought up a shared parking maintenance agreement solution for an existing commercial property in the City that is recorded on the plat. Commissioner LaMar asked how effective parking agreements are with enforcement. Chair Healey said that the City could regulate the on-street parking at the right price and then it becomes self-policing. Lilly brought up unbundling the parking as justification to reduce the parking ratio, which is to charge separately for the unit and separately for the parking. He would not recommend it without a time or visitor parking

restriction on the immediate streets surrounding the area. Janson asked if parking districts could be set up to do a property tax. Lilly did not know. Winder said he has considered scenarios in making deals with developers to build a parking structure under the City's park and splitting the revenue. Lilly said the code allows for residents to create a parking district. There is currently one in the City by Grandeur Peak. Lilly said the Mountair area needs a parking district now.

Chair Healey said he liked the parking study. Lilly said there will always be outliers where there is not enough parking. He said there will be an ordinance amendment that will come to the Commission that addresses tandem parking and some language that clarifies where guest parking can be for multifamily projects and PUDs. Commissioner Stephens asked about Lilly's confidence in using parking studies. Lilly said he needed to spend more time working with the consultants on identified comparable projects for future studies.

2. New Items for Subsequent Consideration

There were none.

3. Calendar of Upcoming Planning Meetings

- Canyon Rim Citizens Association Mtg., 5/1/19, 7:00 p.m. at 2375 E. 3300 S.
- East Mill Creek Community Council Mtg., 5/2/19, 6:30 p.m. at 2266 E. Evergreen Ave.
- Mt. Olympus Community Council Mtg., 5/7/19, 6:00 p.m. at 3450 E. Oakview Dr.
- Millcreek Community Council Mtg., 5/7/19, 6:30 p.m. at City Hall
- City Council Mtg., 5/13/19, 5:00 p.m. at City Hall
- Planning Commission Mtg., 5/15/19, 5:00 p.m. at City Hall

ADJOURNED: Commissioner Healey moved to adjourn the meeting at 7:14 p.m. Commissioner Mumford seconded. Chair Healey called for the vote. All Commissioners voted yes. The motion passed unanimously.

APPROVED: _____

Fred Healey, Chair

Date

Attest: _____

Elyse Greiner, City Recorder

