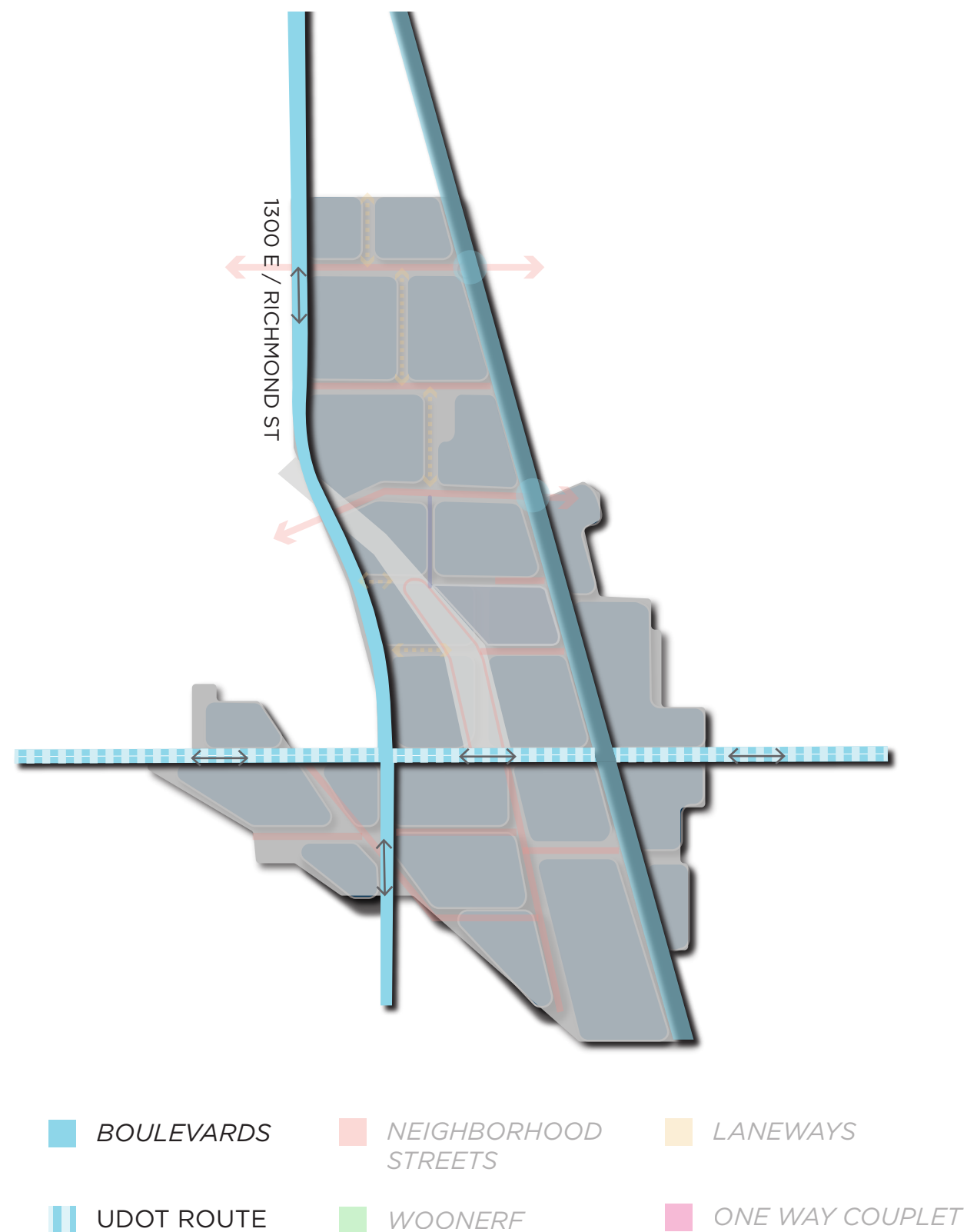


# TRANSPORTATION 05





## BOULEVARDS



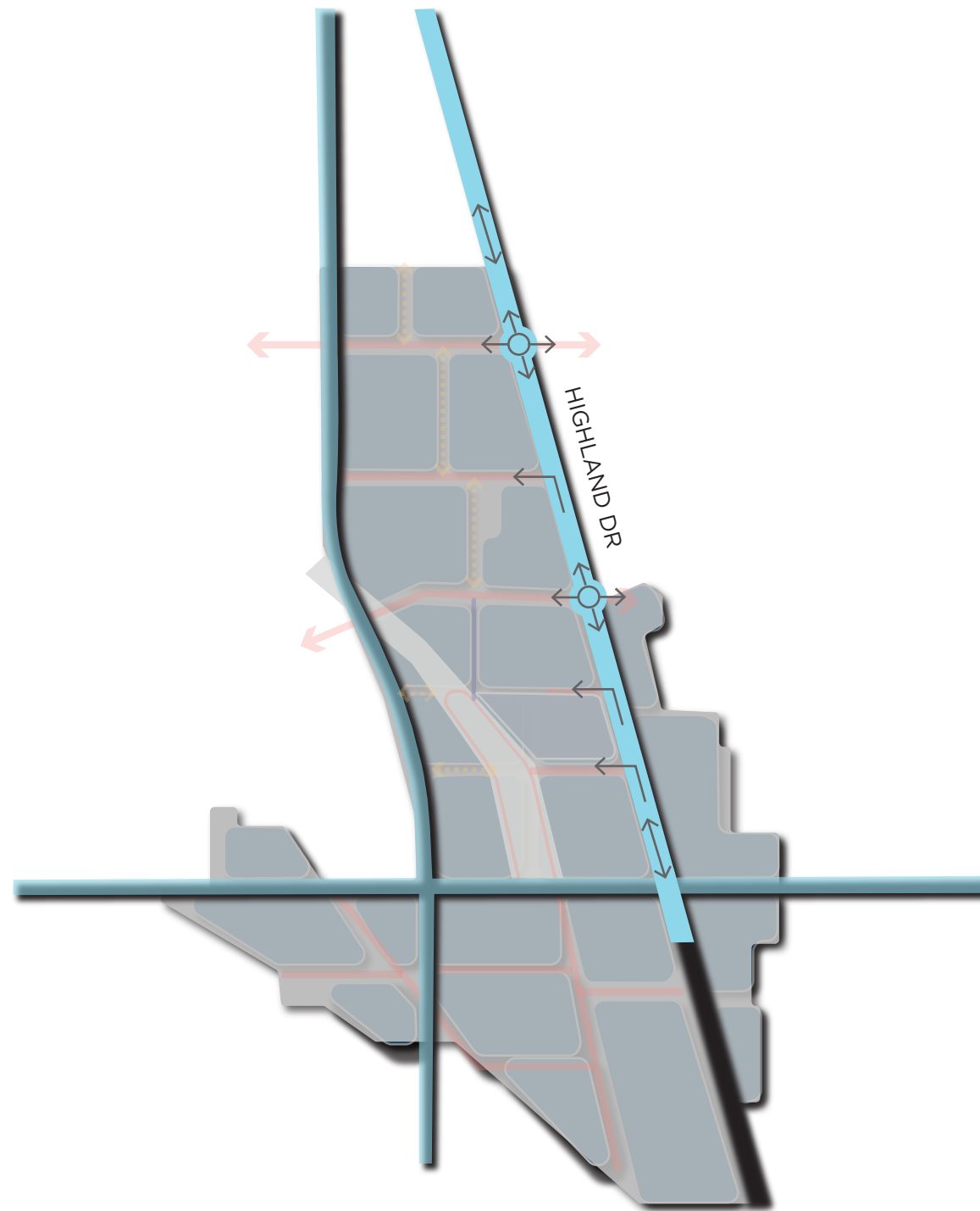
## FOUR-LANE BOULEVARD CROSS SECTION

A four-lane boulevard with bike lanes and a planted median is recommended on Richmond Street / 1300 East. The proposed boulevard would have a right-of-way of approximately 97 feet in width. This is wider than existing right-of-way widths today, but would be required to achieve this boulevard design. See the subsequent sections in this chapter for comparison between existing and proposed right-of-way dimensions. The medians would feature plantings, except at key intersections where protected left turn pockets would be provided. Recommended speed of vehicle travel is 40 miles per hour along the four-lane boulevard. Bike lanes would exist between travel lanes and the sidewalk curb, and should include several feet of buffering from traffic. Highly visible crosswalks,

high-intensity activated crosswalk (HAWK) or rectangular rapid flash beacon (RRFB) signals, and curb extensions should be part of a larger traffic calming strategy at pedestrian crossings. The sidewalk should be 6' wide at a minimum with a similar width for a tree-lined park strip. Buildings should front the property line and provide ground-floor activation to create a desirable pedestrian environment to encourage people to walk in this area.

3300 South is owned and controlled by UDOT. To the extent the State agency is willing to allow this type of boulevard, Millcreek should aim for consistency and replicate the design on this large arterial, which could reveal a latent demand for use by pedestrians and cyclists to use the corridor.





- BOULEVARDS
 ■ NEIGHBORHOOD STREETS
 ■ LANEWAYS
- WOONERF
 ■ ONE WAY COUPLET

## BOULEVARDS



*Highland Drive recommended cross section*

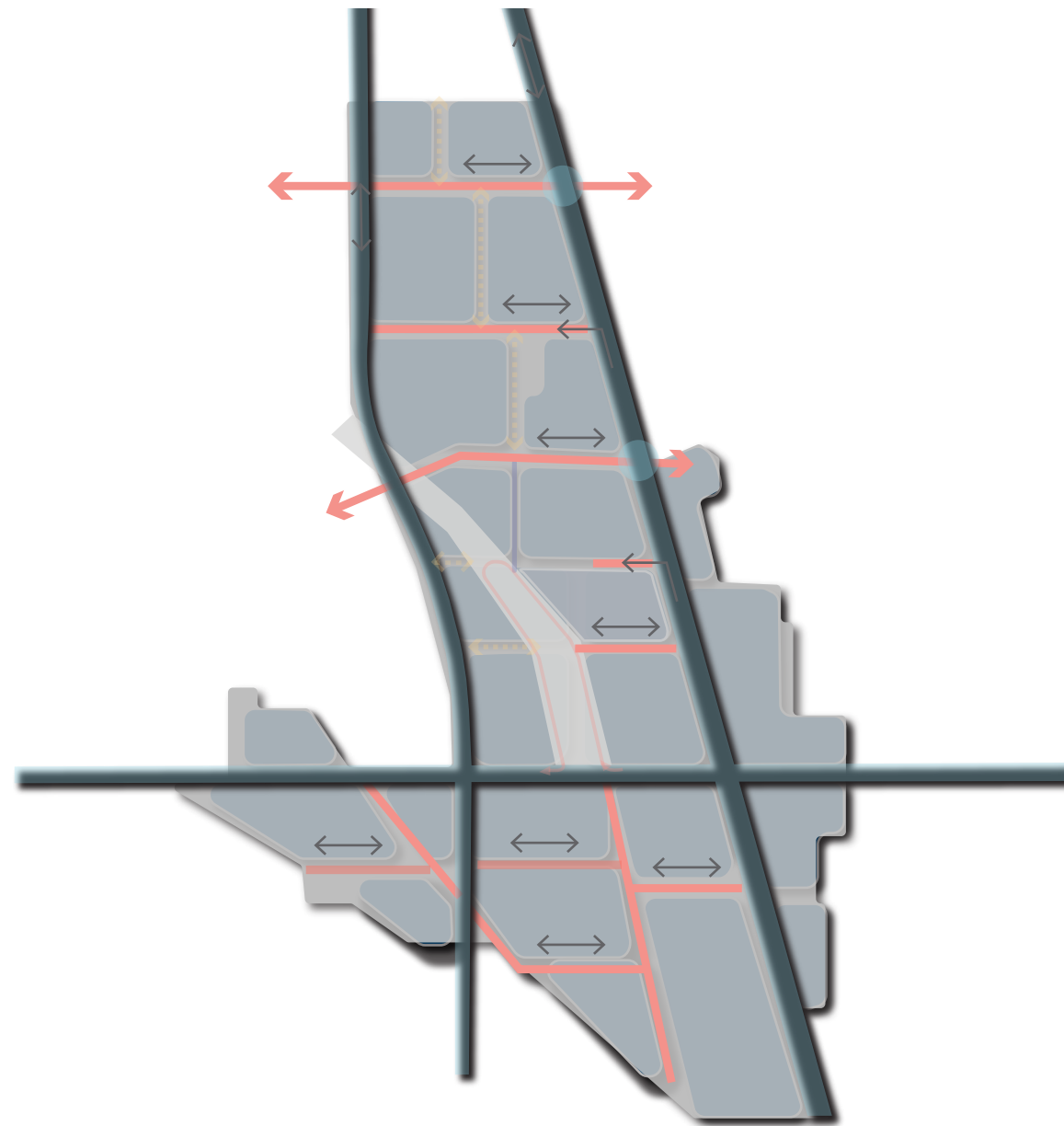
### TWO-LANE BOULEVARD CROSS SECTION

Highland Drive is recommended to become a key community boulevard, signaling arrival to Millcreek and inclusion by users of a wide variety of transportation types. Two travel lanes will continue to support car traffic with anticipated speed of 35 miles per hour, while new striped bike lanes would be provided between on-street parking and travel lanes. After reviewing numerous configurations with Millcreek City, this design was chosen to help improve visibility between cyclists and automobiles and to allow bike lanes to be plowed in the winter, prolonging their use throughout the year by cyclists.

The recommended cross section above is intended for implementation along as much of Highland Drive as right-of-way permits. In areas where the right-of-way narrows, the park strip can be removed allowing sidewalk placement directly

at the back edge of the parallel parking curb. 58 feet is required to accommodate the travel lanes and on-street parking, and 6' for sidewalks and an equal width for park strips where feasible.

Parallel parking would be allowed on both sides of the road to provide free (2 hour) parking to support active use of the City Center. Similar to the four-lane boulevard on 1300 East, high visibility crosswalks with bulb-outs, HAWK or RRFB signals, and curb extensions would be part of a broader traffic calming strategy. Landscaping on the sidewalk and in the median should be plentiful and create an inviting environment for pedestrians. Roundabouts are recommended at Miller Avenue and Elgin Avenue to act as gateways and support ease of connection between surrounding neighborhoods and the City Center by allowing freedom of movement and slow pace of vehicle travel at these key intersections.



BOULEVARDS

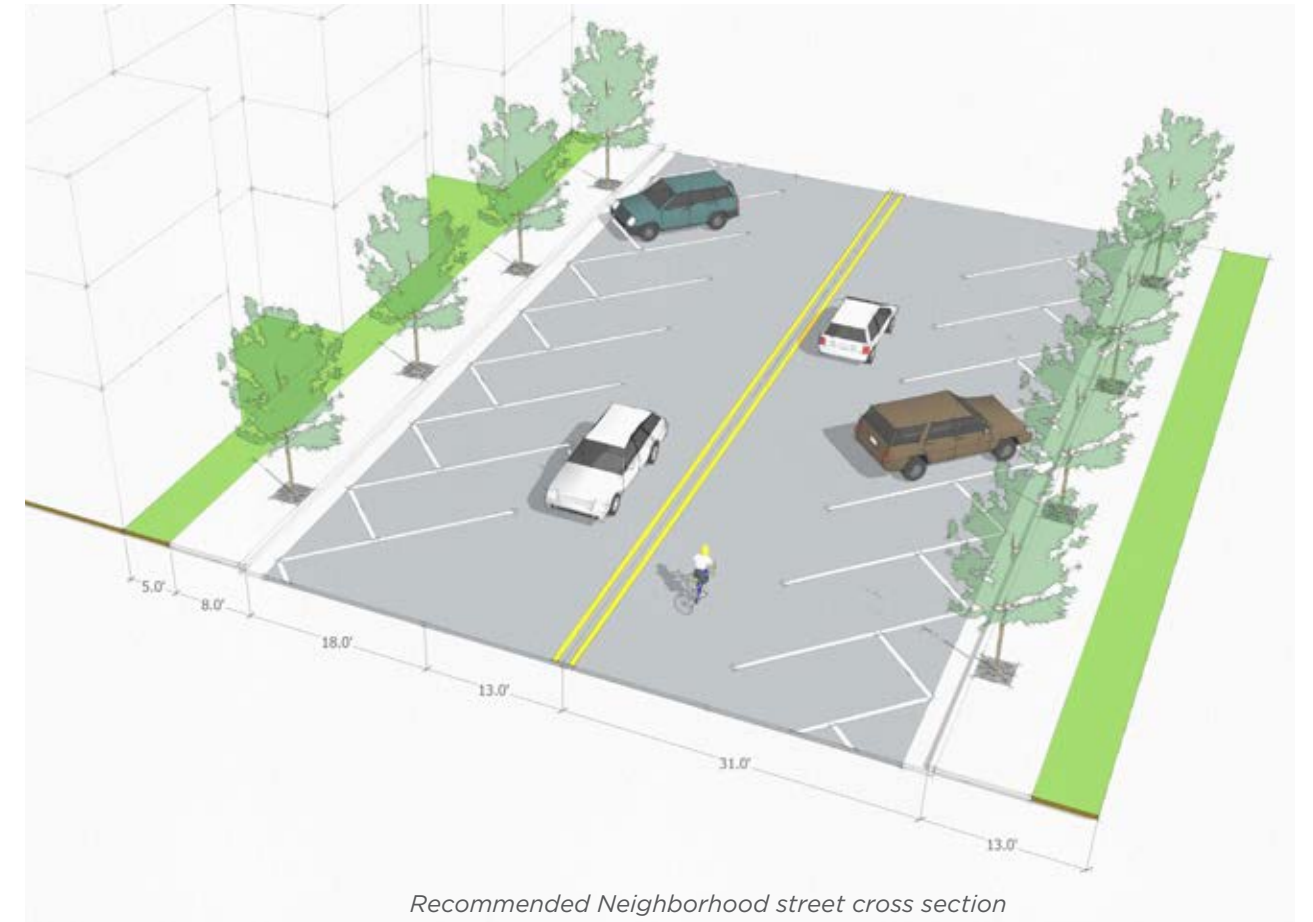
NEIGHBORHOOD  
STREETS

LANEWAYS

WOONERF

ONE WAY COUPLET

## NEIGHBORHOOD STREETS



*Recommended Neighborhood street cross section*

### NEIGHBORHOOD STREET CROSS SECTIONS

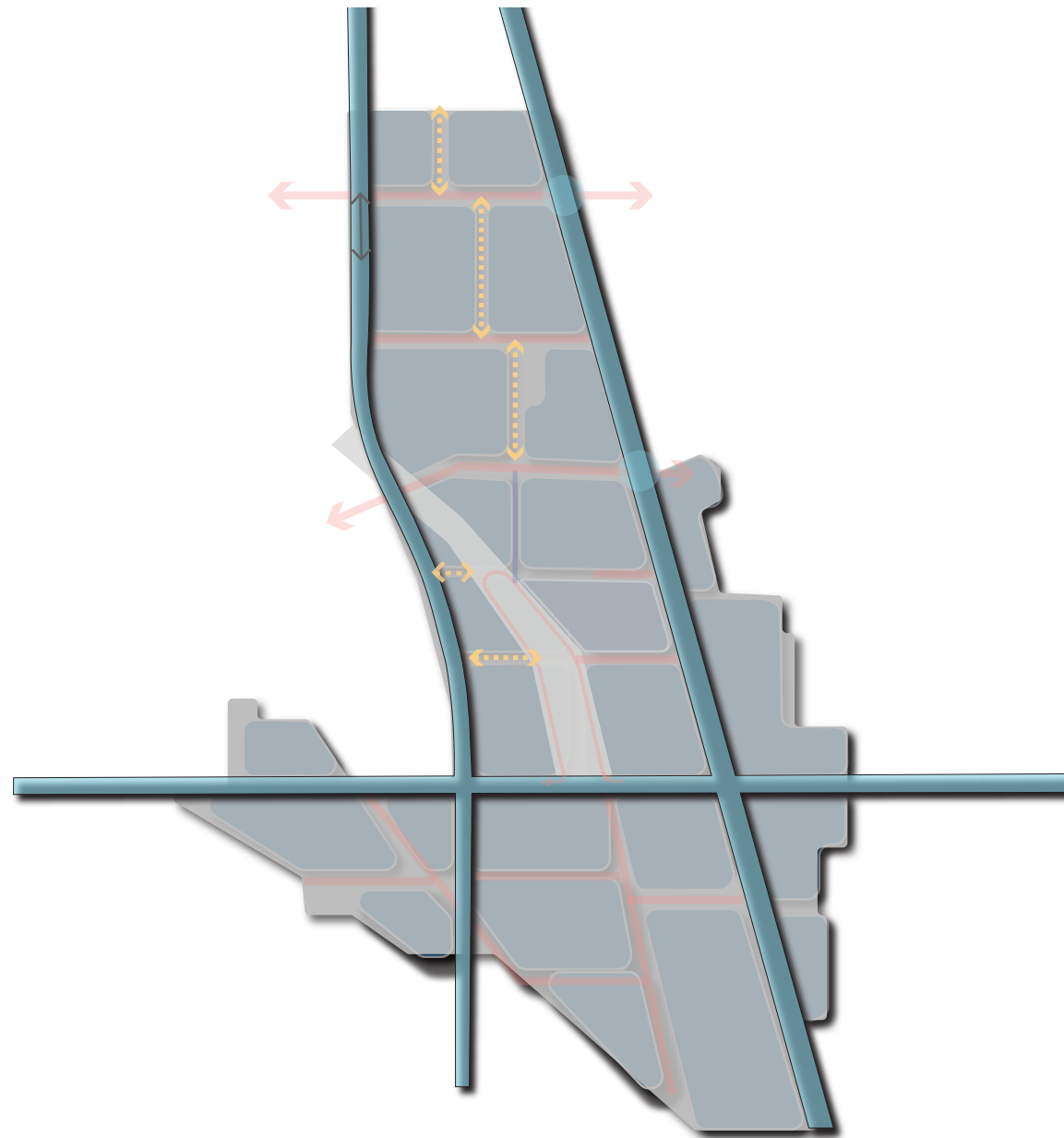
The neighborhood street cross section is recommended on 3205 South, Woodland Avenue, Miller Avenue, Gunn Avenue, and Elgin Avenue. Recommended right-of-way on these streets will be 88 feet to accommodate two travel lanes, nose-in angled parking and 8 foot sidewalks plus 5 foot park strips (which are optional). Each of the existing right-of-ways for the future neighborhood streets is unique, allowing for interpretation by Millcreek City to determine how to best implement the intent of the recommended Neighborhood Street cross section. The overall intent is to create a calm, inviting neighborhood environment, where street trees will be planted on the sidewalk in grates intended to create a shaded environment, while also creating a perception of quiet neighborhood streets. Vehicle speed is intended to be 25 miles per hour on neighborhood streets.

Re-alignment of neighborhood streets to connect the City Center street grid is highly encouraged wherever possible as future projects take shape.

Some flexibility is allowed depending upon right-of-way available at the time of implementation. Bike lanes are encouraged on east-west neighborhood streets where angled parking is not present; where angled parking exists, sharrows or traffic lanes painted with a bike lane in the middle and are meant to be shared by cars and bicycles, will be used to alert drivers to the potential presence of cyclists. Angled parking is encouraged to support desired neighborhood uses such as residential and neighborhood retail, while also separating people walking from car traffic. Parallel parking could also be allowed in certain instances. Easements or dedications may be negotiated and could allow for decreases in parking requirements and front yard setbacks.



## LANEWAYS



*Recommended Laneways street cross section*

## LANEWAYS CROSS SECTION

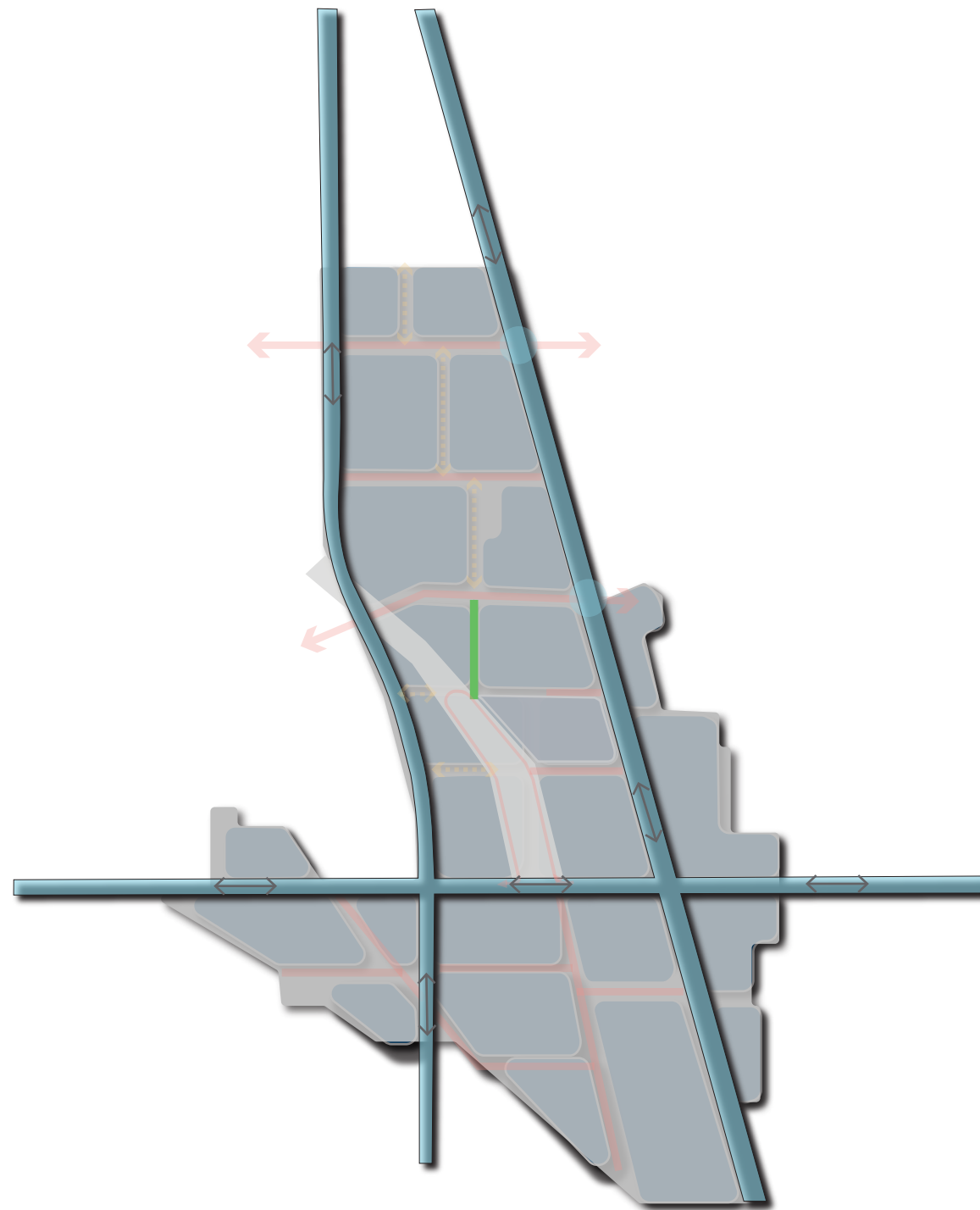
Laneways are intended to be loosely uniform, with opportunity for variety depending on the needs of each laneway as future development takes shape. The overall intention is to create an inviting, low-stress walking and cycling environment to connect the blocks within the City Center. In some cases where delivery/loading access is needed, temporary parking may be permitted on certain laneways to accommodate deliveries or pickups.

On all laneways, streetscape amenities should include lighting, trees in grates, bollards, and may include raised or flush curbs. Different pavement materials can be used to distinguish between

where cars, pedestrians, and cyclists should be. Not all laneways require designated bike lanes. On busier laneways, striped bike lanes are encouraged. The City may also designate bike lanes where having additional delineation would be helpful to visually link to a larger connected network throughout the City and the region such as the Millcreek and Parley's Trails.

Widths of twenty-five feet for through vehicular traffic would allow space for fire trucks, delivery trucks, and other large City vehicles such as garbage and recycling trucks. New projects should negotiate access with the City with the goal of creating laneways which should focus on creating a safer experience for cyclists and pedestrians.





- BOULEVARDS
 ■ NEIGHBORHOOD STREETS
 ■ LANEWAYS
 ■ WOONERF
 ■ ONE WAY COUPLET

## WOONERF

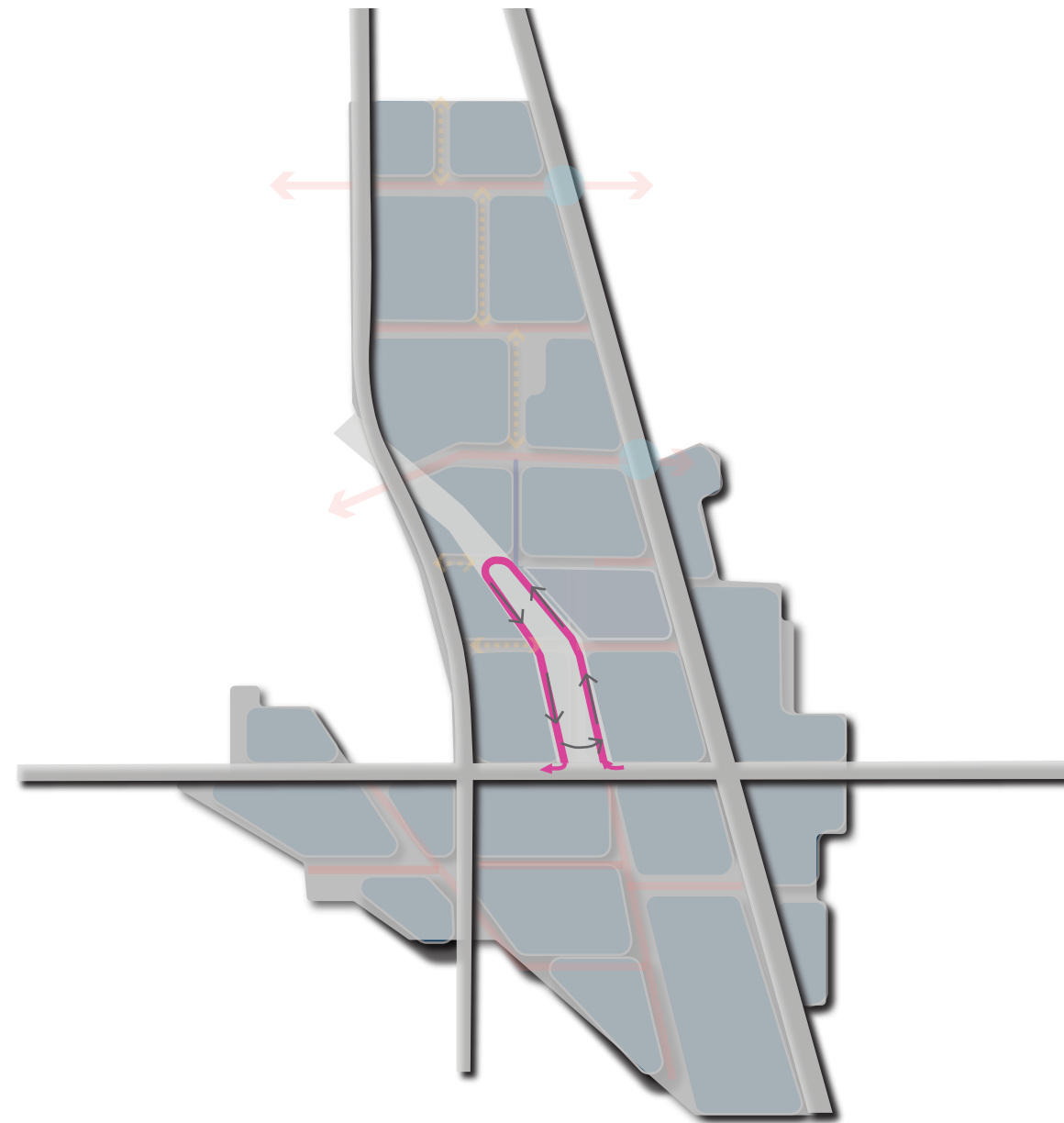


*Recommended Woonerf street cross section*

### WOONERF CROSS SECTION

Woonerfs are shared streets that are typically curbless and provide safe access for all users. Eliminating curbs indicates that pedestrians have access to the full space of the street and vehicles must proceed cautiously, likely below 10 miles per hour. Bollards may be used to demarcate edges of the drivable way for added safety. Intermittent on-street parking can be permitted. Traffic calming elements such as chicanes, which narrow and curve roads, and speed bumps and tables, can limit vehicles to lower speeds and promote safety in mixed-mode conditions.

Green space, street furnishings, and human-scale design elements (lighting, signage, etc.) should be added to create a comfortable environment for both pedestrian movement and social activities. Narrow right-of-way and small or nonexistent setbacks relative to adjoining buildings define an enclosed urban space which will be inviting. There should be limited access points to driveways and garages to limit the potential for conflict.



■ BOULEVARDS   
 ■ NEIGHBORHOOD STREETS   
 ■ LANEWAYS  
■ WOONERF   
■ ONE WAY COUPLET

### ONE-WAY COUPLET AT MILL PARK



*Recommended One-Way Couplet cross section*

#### ONE-WAY COUPLET CROSS SECTION

A one-way couplet is a pair of two one-way streets. In the City Center, this pair would be joined at the north and south side, forming a circular one-way loop that provides vehicular access to Mill Park as pictured on the left. Access into this loop would be from a right turn in along 3300 South or from one of the neighborhood streets to the east, laneways to the west (for pedestrians), as well as from the woonerf to the north. The return loop at the southern edge would allow cars to continue to circle through the Center without having to re-enter traffic on 3300 South. Vehicular travel speed is anticipated at 9 miles per hour in the one-way couplet, with signage that grabs drivers' attention.

The street is designed to accommodate one-lane of through automobile traffic, in a single direction of travel, with parallel parking on both sides of the street. The purpose of this narrow street is to allow access and free (2 hour timed) short-term parking to Mill Park and buildings facing it to encourage activity. Creation of a highly desirable pedestrian environment for day to day use, as well as large events, is encouraged with significant landscaping with trees on both sides of the street to provide a comfortable area for pedestrians. Pedestrians can use raised crosswalks and at regular intervals to access the Park from the outer sidewalk. A one way street also makes it more comfortable for pedestrians to cross.



EXISTING VS. PROPOSED RIGHT-OF-WAY

The side-by-side comparisons of existing and proposed streets in the City Center provides a sense of how much right-of-way is needed to implement recommended cross sections. The same street may have various widths at different points in the project area. The table at right describes approximate field measurements of curb-to-curb street widths taken by Fehr & Peers Traffic Consultants during existing conditions analysis and are intended for planning purposes only. These illustrations are not intended to be comprehensive, but rather give a sense of the detailed study and analysis that will be required at the time of implementation.

Particular emphasis is placed on the neighborhood streets, which have the greatest degree of variability in terms of right-of-way available. The recommended cross section for this portrays the overall intent of a roadway which supports the intent of the neighborhood streets, for a low stress, quiet, right-of-way supporting simultaneously the needs of people walking, cycling and driving cars. While nose-in, angled parking is recommended to support residential and other uses, this may become parallel parking, or provide no on-street parking, depending on what is achievable with the right-of-way and what will best meet the needs of a proposed project, as it aligns with the goals of the City Center.

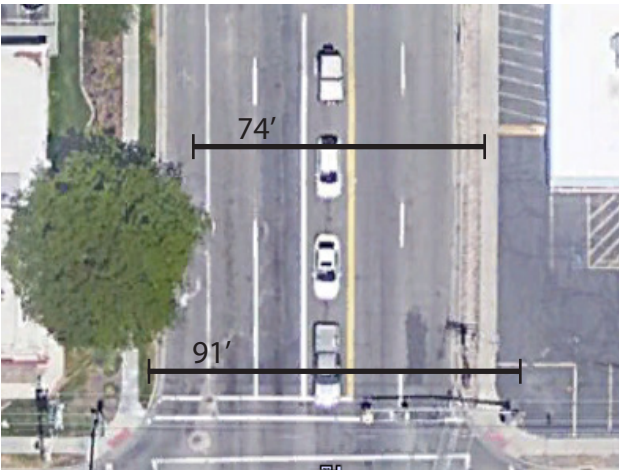
EXISTING STREET WIDTH CURB-TO-CURB*		
	Midblock	At Intersection
1300 East	60'	67' - 74'
3300 South	63'	77'
Highland Drive	50'	62'
3205 South	28.5'	/
Woodland Avenue	34'	/
Miller Avenue	29.5'	/
Gunn Ave (Villa)	28.5'	/

\*Approximate field measurements. Not intended for design or construction use.

Millcreek City may negotiate with property owners regarding parking requirements, setbacks, dedication of property or creation of easements to achieve the proper balance of the right-of-way and its goals in achieving the City Center vision and associated recommended cross sections.

Laneways and woonerfs have not been illustrated because these streets will be newly created and will be negotiated on a case by case basis as development occurs.

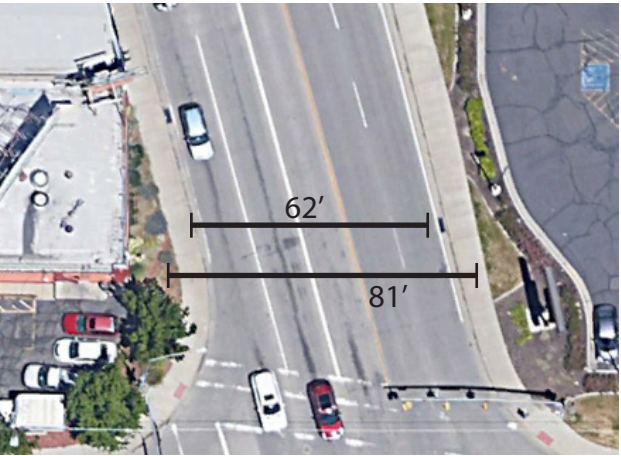
1300 EAST AT 3300 SOUTH INTERSECTION - EXISTING



PROPOSED CROSS SECTION



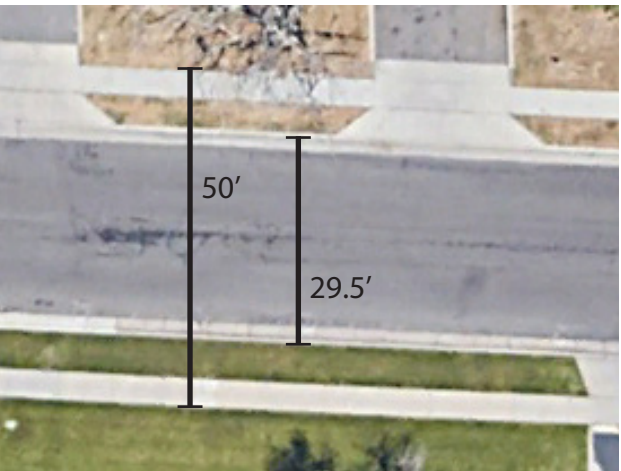
HIGHLAND DRIVE AT 3300 SOUTH - EXISTING



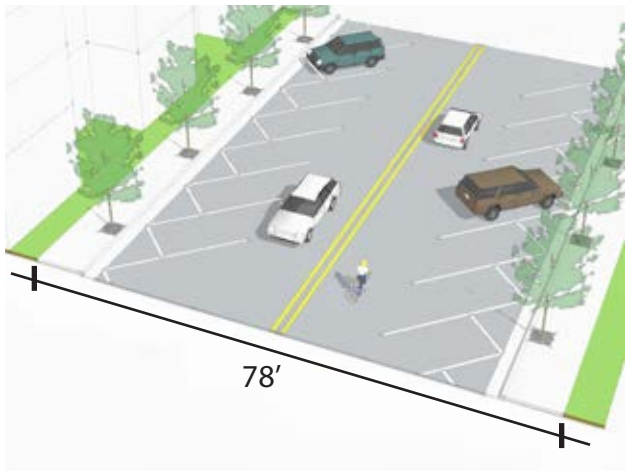
PROPOSED CROSS SECTION



MILLER AVENUE MIDBLOCK - EXISTING



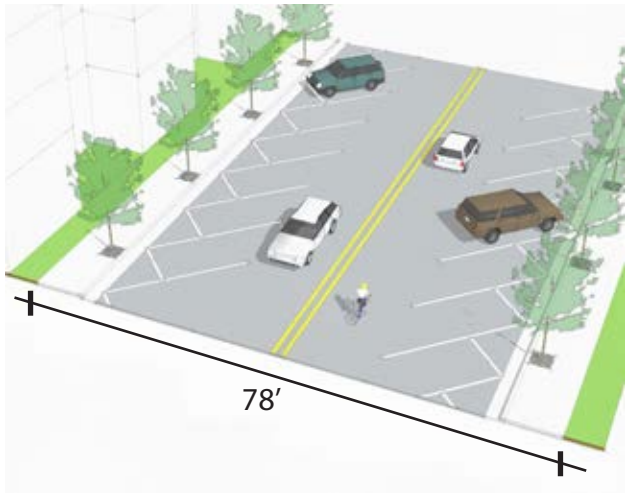
PROPOSED CROSS SECTION



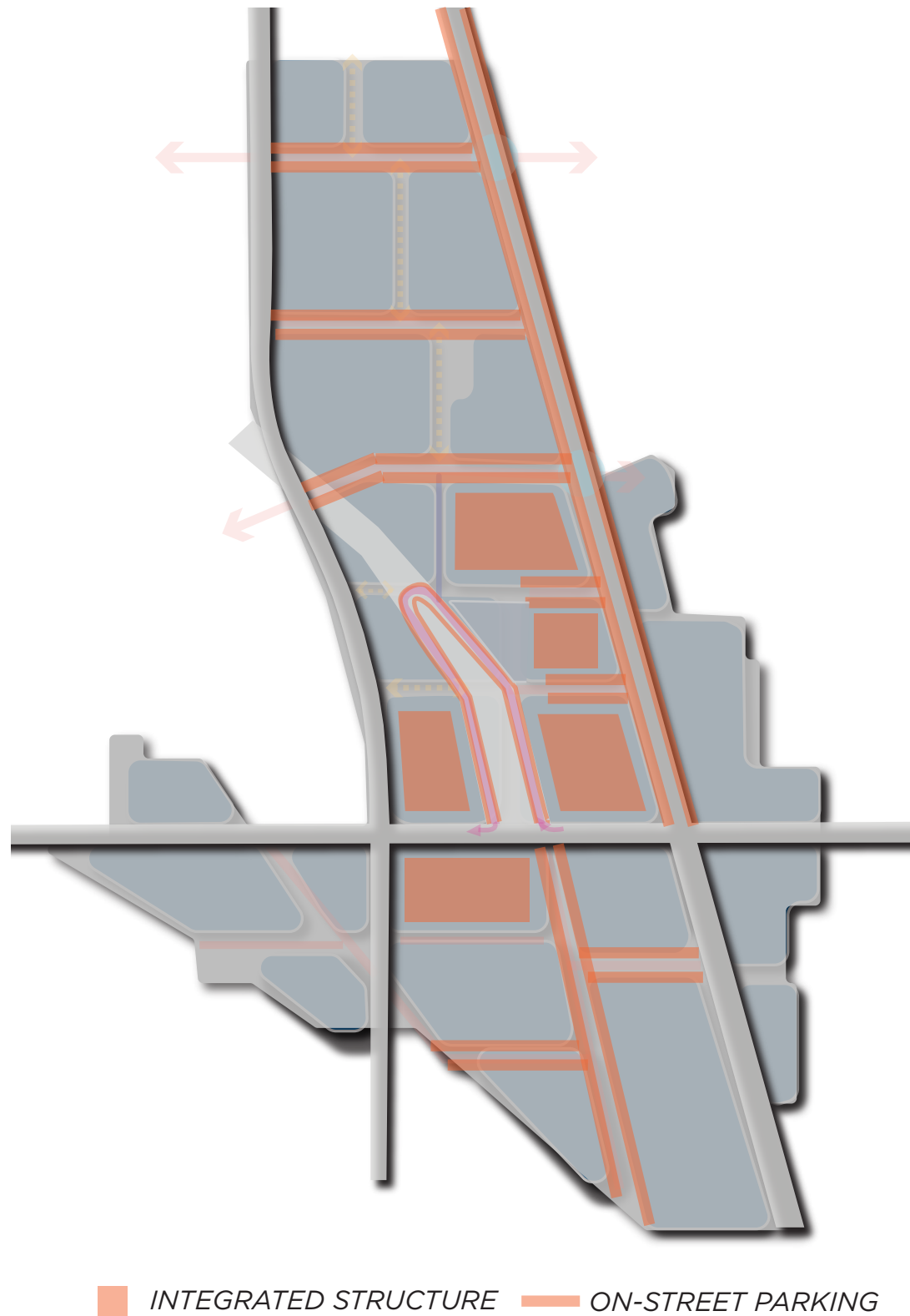
3205 SOUTH MIDBLOCK - EXISTING



PROPOSED CROSS SECTION







### ON-STREET PARKING



On-street parking encourages the “park once” concept, which means visitors arriving by vehicle can find a single parking space for their entire visit and walk to the rest of their destinations throughout the City Center. Free on-street parking (with timing restrictions) will be provided on Highland Drive, the one-way couplet and smaller east-west neighborhood streets. On-street parking can be a useful traffic management tool by acting as a barrier between through-traffic and pedestrians on the sidewalk. It can create a narrower road, reducing motor vehicle speeds. It can help create a healthy downtown environment by promoting frequent activity since there is often high turnover and use. On-street parking can also help save land that might be needed for it elsewhere, making it a strategy for more efficient land use.

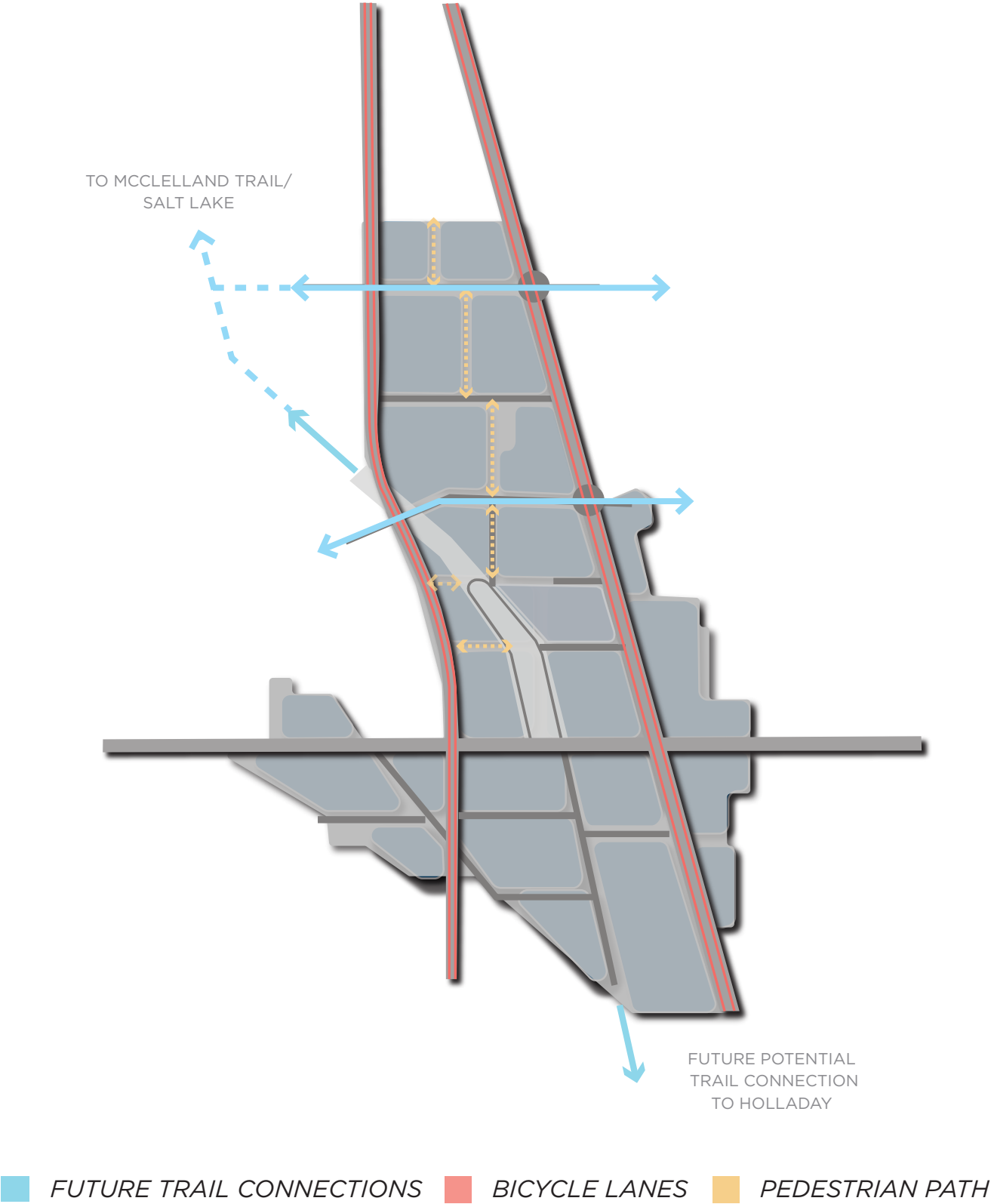
### INTEGRATED PARKING STRUCTURES



For off-street parking, the City Center will avoid surface lots which deactivate urban spaces, and instead incentivize developments to integrate parking within, behind, or below new buildings. Shared parking arrangements among projects with varied hours and uses is also highly encouraged.

Wrapped parking is becoming a common model of structured parking where active land uses such as retail and office physically wrap the exterior of a structure. This design obscures structures and can also provide convenient access to the surrounding buildings. If parking cannot be wrapped or placed beneath the building, placing parking structures behind buildings so that they don't front the street is the next preferred alternative. If structures must face the street due to site constraints, design strategies to obscure the appearance of empty parking garages, sloped ramps and other unsightly visual detractors will be recommended including green screens, murals or public art.





BICYCLE LANES



Bike lanes should be added on wider streets, boulevards, and where appropriate or needed for safety. They can be located outside of parking, which can make it easier for turning vehicles to see oncoming cyclists and also allow modes traveling at similar speeds to be next to each other. With a five-foot width, there could be extra room for buffering between the bike and auto lanes. The width also provides a comfortable, low-stress bicycle facility. Smaller neighborhood streets, laneways, and woonerfs would also be accessible to cyclists and bike lanes could be added on a case by case basis depending on site conditions.

CYCLING ENHANCEMENTS



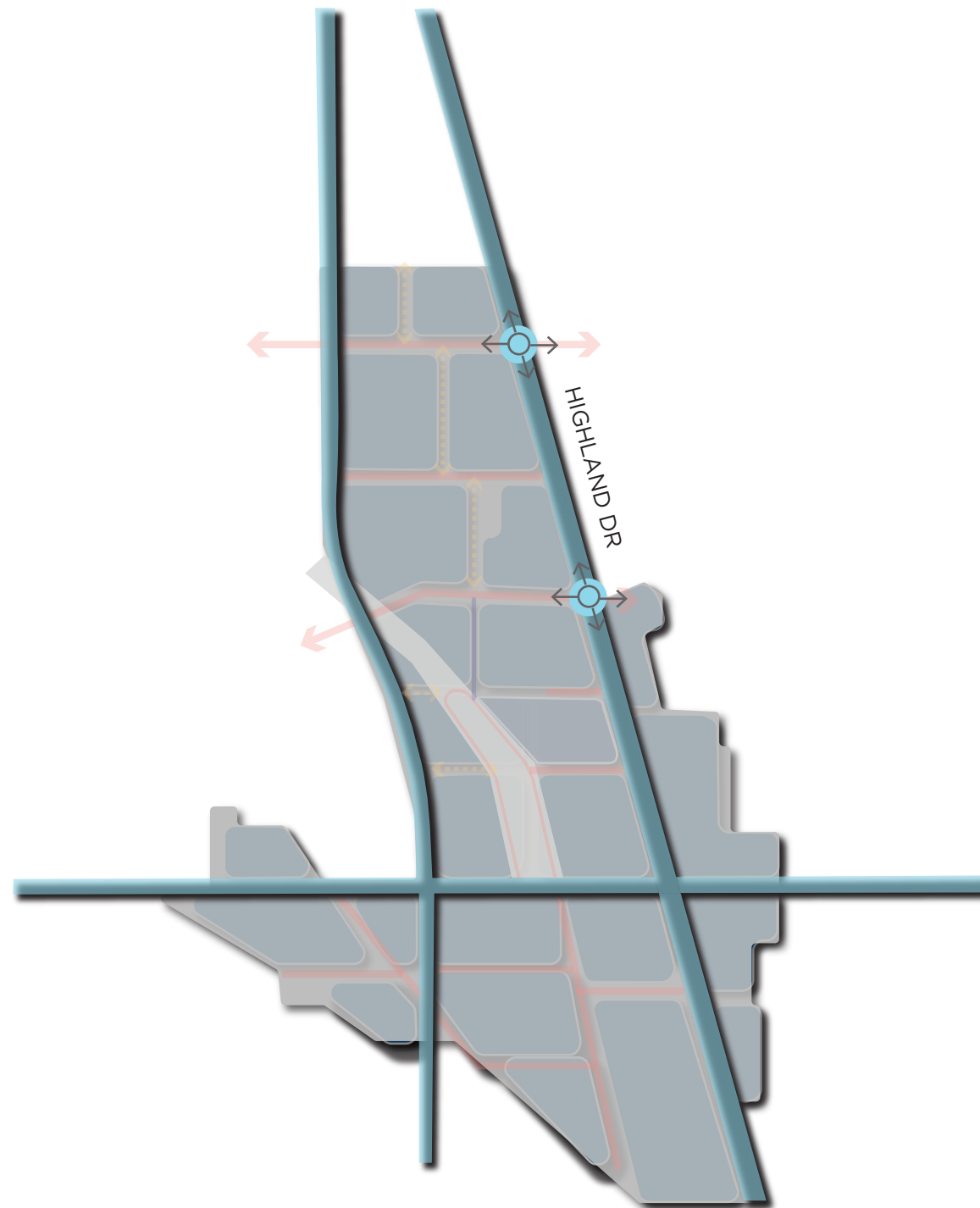
Another way to encourage cycling is to add bicycle enhancements and support infrastructure. For example, bike racks should be located throughout the City Center. Additionally, all buildings lining Mill Park should provide covered or indoor storage including bicycle storage cages. Service stations for quick tune-ups or to fill flat tires can make it more likely people will want to ride a bike. Providing infrastructure to extend the period people feel comfortable such as well-lit paths and plowed lanes for night and winter riding are recommended as well. A bike share program within the City Center is also highly encouraged.

PEDESTRIAN PATHS



Pedestrian walkways and paths should provide a delightful experience for those traveling on foot. Benches and places to sit can provide places of reprieve. Art, storefronts, and signage at human-scale should dot these networks and be human-scaled. Crossings should be removed at roundabouts to increase safety. Walkways should be well-lit and crosswalks should be well-defined to allow people to follow natural desire lines, or the natural path they might want to take. Investing in pedestrian infrastructure encourages more trips to take place on foot, inviting increased use by visitors and surrounding neighborhood residents.





## ROUNDBABOUTS



The City is considering how it might implement the use of roundabouts at two intersections along Highland Drive. They have engaged with traffic engineers to determine the feasibility and design.

### BENEFITS

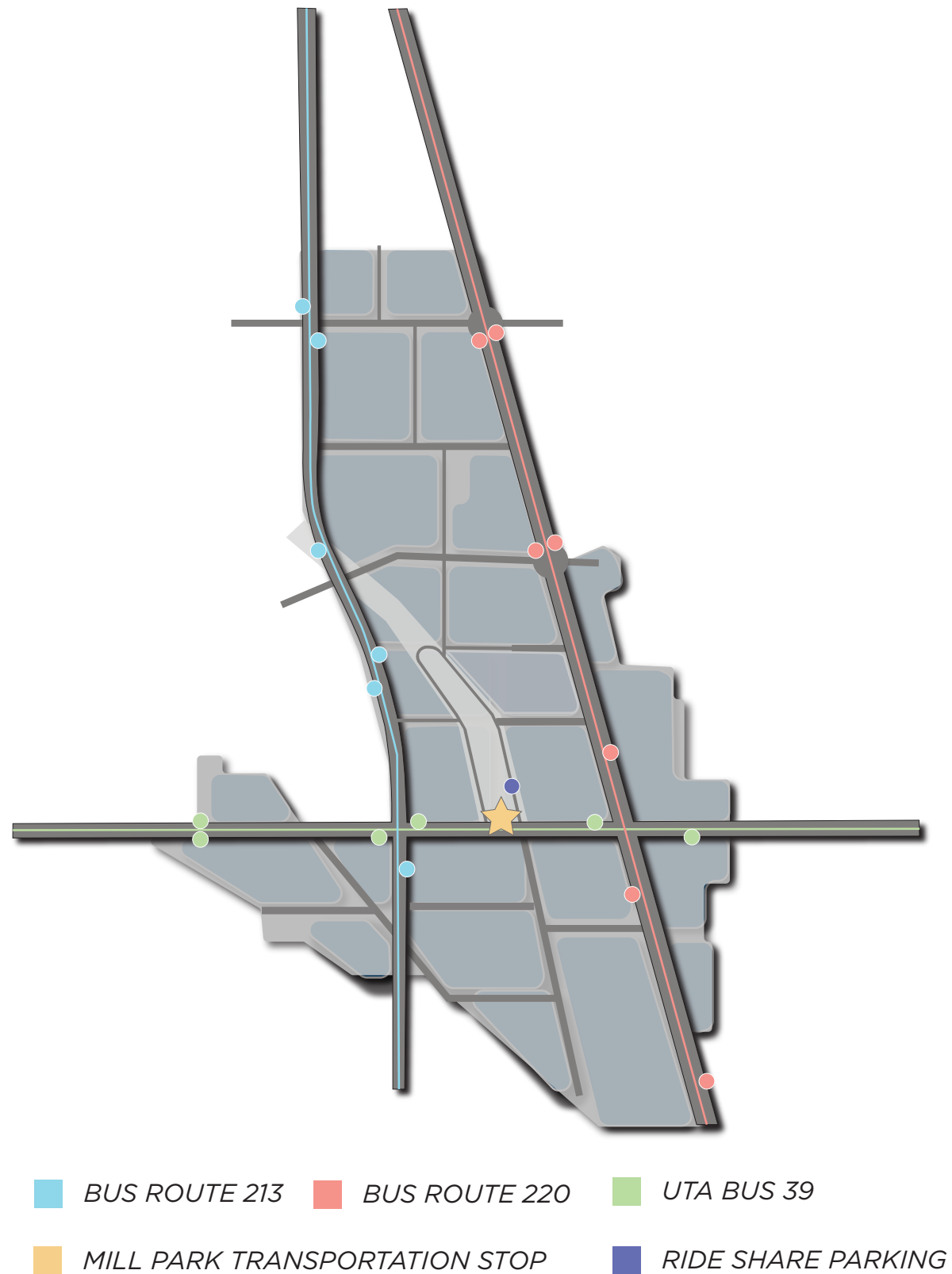
Studies have shown that roundabouts can be safer for vehicle interactions than traditional stop signs or signal-controlled intersections by reducing injurious crashes. This is due to the lower travel speeds cars use to pass through roundabouts, the elimination of the need to “beat the light,” and the fact that automobiles travel in one direction. Another more intuitive benefit is that roundabouts reduce delay and improve traffic flow by moving cars through an intersection more quickly. In the long run, roundabouts can be less expensive than traditional signaled intersections because they eliminate hardware, maintenance, and electrical costs associated with traffic signals. Finally, the center of roundabouts can be utilized for landscaping, placing monument signs, and reflecting the City Center identity.



### CHALLENGES

Dual lane roundabouts do not have the same safety record as single-lane roundabouts due to the confusion about entering, yielding, and switching lanes. Furthermore, pedestrian and cyclist crossing can be difficult and feel unsafe due to lower visibility. Pedestrians with visual impairments do not have the same audible signals to cross and may find it challenging to know when cars are coming. However, several models do comfortably accommodate multiple modes of transportation as illustrated in the photos. They include outside cycle lanes and crosswalks at tapered points in the road. Another consideration, however, is space. Roundabouts often require even greater right-of-way space. Those that are not designed for separate bicycle lanes already have diameters that reach up to 150 feet for single lanes and 200 feet or more for dual-lanes.





### UTA BUS ROUTES & ENHANCEMENTS



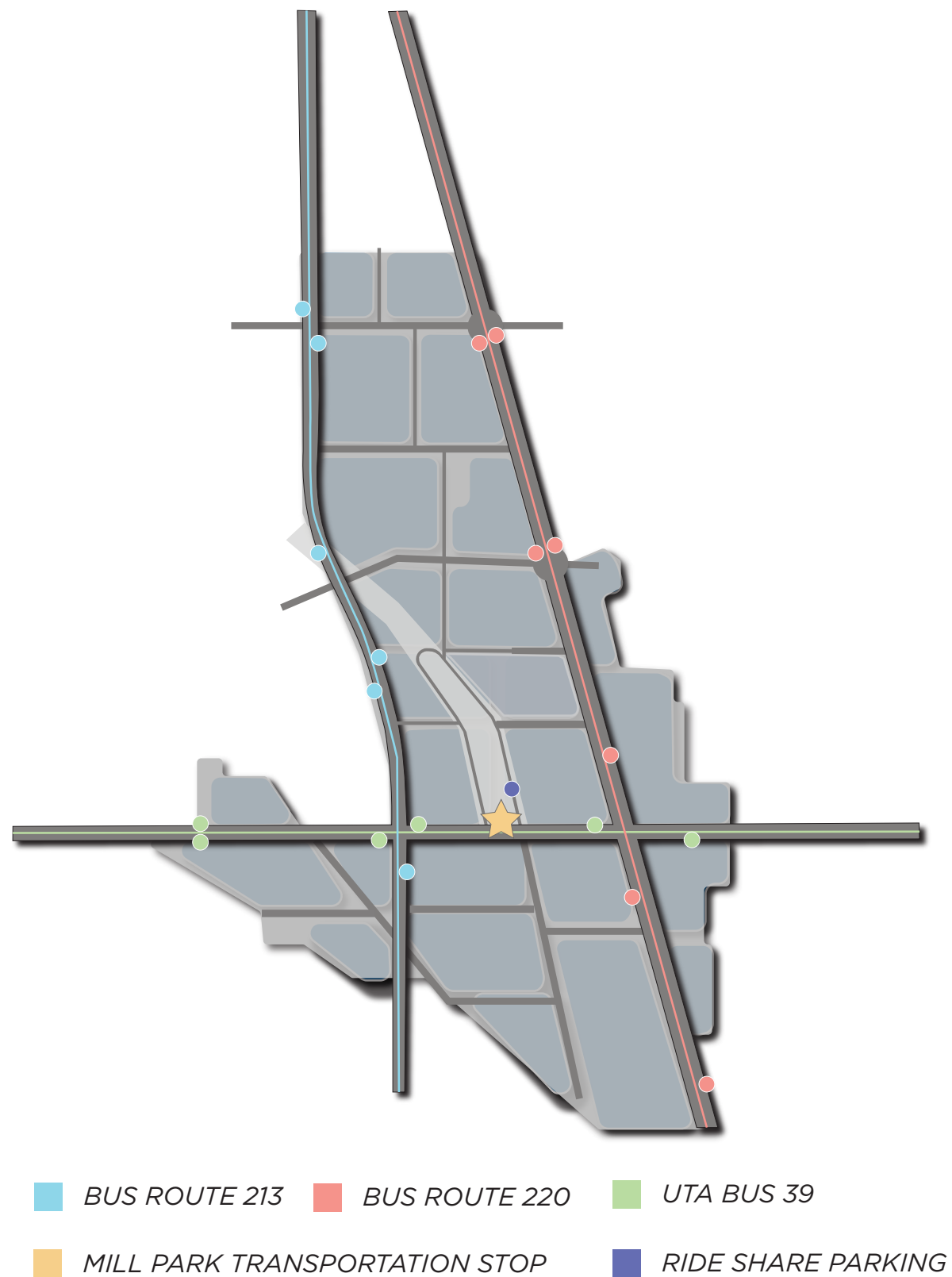
The City Center is well-accessed by three bus routes which travel throughout the valley; two of which have 15 minute peak service and the third has 30 minute peak service. These buses access all TRAX lines, the FrontRunner, the University of Utah, University Hospital, Westminster College, and downtown Salt Lake City, in addition to several smaller neighborhoods and cities. Currently, bus stops are the City's opportunity to show how it supports transit ridership because they function as a front door for riders. If they appear inviting this will encourage people to use the system. Existing bus stops should be improved to provide a better environment including ADA ramps, shelters, seats, solar-powered lighting, trash and recycling receptacles, as well as variable message boards. The City should work with UTA to explore how stops may change or relocate as the City Center develops.

### STREETCAR & BRT FEASIBILITY



Highland Drive has been selected as a multi-modal street, whose right-of-way will be rebalanced to accommodate people walking, cycling and utilizing public transportation. The new right-of-way features a travel lane for vehicles in either direction and the center turn lane is provided where necessary for left turn movements and is a planted center median at other locations. See page 5.5 for more detail on Highland Drive. The bus enhancements recommended in this plan (enhanced stations, on-street parking and locations for future bus pull-out locations) would allow for future Bus Rapid Transit (BRT) along this corridor if this option is considered. If streetcar or other fixed rail transit along Highland is reconsidered at a future date (as the residential population at the City Center grows) the new right-of-way allows for conversion of the center lane to become a fixed railway corridor on either Highland Drive or 1300 East, depending on which alignment would be selected. The City Center and local community could greatly benefit from this additional transit option.





### MILL PARK TRANSPORTATION STOP



The southern edge of Mill Park is an ideal location for a multi-modal stop for buses and ride sharing (Uber and Lyft) pick-up and drop-offs. It is a central location that can make it easy for people to connect between transit, walking, and cycling. This prominent location will include a bus pull-out with potential for level-boarding bays if BRT were to be provided along this section of 3300 South. The activity of buses at the stop will create some friction to slow down automobile speeds, making a safer environment for all. The strategic placement of the stop re-balances access to the City Center by all modes.

The stop will have wayfinding signs indicating how many minutes to different parts of the City Center and other nearby amenities by foot, bicycle, bus, or car. Bike parking and docked or dock-less bicycle-shares should also be available in the immediate vicinity. The Mill Wheel landmark sign will be set back further in the Park to provide ample space for the stop and its expected activity. Small kiosks with to-go items like coffee or magazines should be situated here. Overall, the City should build this stop to facilitate multi-modal connections today, and also with future transit possibilities in mind such as bus rapid transit or a future streetcar line.

### RIDE SHARE



As ride sharing continues to influence the transportation landscape, Millcreek should plan for how people using this service will access the City Center. It provides greater access to a wider variety of users at a lower cost to the public for necessary infrastructure. Several of the free on-street parking stalls at the one-way couplet will be provided for quick turnaround parking needs of ride share and taxi companies. Such spaces should be designated for five minute parking. Other areas near major City Center landmarks could also have a few stalls dedicated to temporary parking.

# PHASING AND IMPLEMENTATION 06







## A. IMPLEMENTATION STRATEGY RECOMMENDATIONS

### DEVELOPMENT REGULATIONS

Implementing the full scale of the Millcreek City Center Master Plan will take time, but the development of individual sections or elements can occur incrementally to achieve the vision established in this Plan. To ensure development occurs in alignment with this Plan, the City must review and update its development regulations to ensure they align with this Master Plan. The City Economic Development team is currently working on determining how it can assist in incentivizing growth and development to support and coalesce around the City's goals at the City Center. A process to develop a City Center Form Based Code approach is in process as this plan is being finalized. Its intention is to identify specific details of how the concepts presented in this plan can be realized through specific placemaking design standards such as building form.

### DEVELOPMENT INCENTIVES

The City Center is in a good location for financial incentives given its position within a Federally-identified Opportunity Zone. The Existing Conditions Section of this document outlines the current development interest spilling over from areas such as Sugar House is relatively significant and trending in a positive direction for the City Center. In order to catalyze growth and development at an expedited pace, the City will need to identify Economic Development incentives to create additional growth. The City is also considering the creation of a Community Reinvestment Area to allow for Tax Increment Financing to provide incentives to realize the types of quality development that Millcreek would like to see in the City Center.

### CREATION OF PUBLIC SPACE

The City should prioritize acquiring improvements to public spaces to set the standard for future developments and show the greater development community the City's commitment to realizing the vision in this Plan. This approach helps create projects and places that Millcreek citizens can get behind right away which can lead to support of other projects down the road. Early opportunities for creating public space with a high impact and low initial investment will be important. Creation of a food truck plaza behind the former Villa Theatre is the first recommended example to encourage community members to begin thinking about the City Center area as a place where the community gathers.

### BRANDING AND MARKETING

Millcreek's "connected with nature" slogan undergirds much of the vision in this plan. It should be carried forth and reinforced in all of the City's actions. A branding campaign or marketing strategy would ensure citizens of Millcreek fully understand the City's vision for their City Center and agree with the methods for implementation. Social media and other digital means are powerful tools to publicize the vision for the City Center and highlight future events and activities.

The City should aim to take on a robust process of building community identity around the new City Center, beginning with small-scale, community-focused events which with Millcreek residents will identify. One such example is the creation of outdoor movies or markets / Food Truck events to be held behind the former Villa Theatre - or other large surface parking lots in the City Center area including the underutilized surface parking lot in front of Millcreek City Hall.



Three key projects identified on the Impact vs. Investment Matrix

### PRIORITIZED INVESTMENT

The matrix above illustrates the relationship between impact and investment and how Millcreek might balance project implementation over the next ten years and beyond. City staff and the community can use this framework to build consensus around its future and to identify projects outlined within this Plan that will have the greatest potential community impact with best value for the money spent. Three such projects described in this plan are placed on the matrix to give an example of how all projects may be analyzed when making decisions for implementation of the City Center. This matrix is intended to provide a framework for sound decision making. It provides flexibility to make the decisions as opportunities arise for implementation of the City Center vision. Initially projects with highest impact and lowest investment should be targeted to provide best value to the community.

Millcreek should consider a series of low investment high impact projects and actions early on to create excitement and build support for the larger City Center vision. For example, allowing food trucks to do business in the parking lot behind the Villa building and programming movie showings on the wall is an inexpensive way to activate the underutilized space after hours and create the beginnings of an 18 hour City Center. These types of activities create visibility, and alert residents to the idea the Millcreek City Center is being revitalized. Successful revitalization often happens with small changes initially which interests local community members and in turn spurs greater interest over time. These catalytic projects pave the way for more significant projects requiring greater investment and more time, but which are important to implementing the long-term plan for the City Center.



## C. PHASE 1: 0-2 YEARS

### IMPLEMENTATION PLAN

Development is already underway in Millcreek's future City Center including two mixed use projects which should be completed in the next two years. These projects have the opportunity of encouraging the rest of the Neighborhood District to further develop and to set the standard for the quality of development that is desired. Other projects that should be created during this time should be low cost, high impact with the exception of Mill Park. This project will have a substantial cost, however its benefits are crucial to realizing the vision for the City Center Plan.

### FORM BASED CODE APPROACH

A Form Based Code approach can help the City realize various urban design principles laid out in this plan will be an important step in establishing the consistency and quality anticipated in the City Center. This approach helps manage growth and achieve development within a desired urban form. It differs from conventional zoning which simply regulates density, building envelope, and land use. A Form Based Code approach addresses the relationship between public and private spaces such as streets, blocks, and buildings and uses specific design standards. It emphasizes placemaking in urban environments and has been found to create more inviting public spaces. Other benefits include promoting affordable housing.

### TEMPORARY GATHERING SPACE

Establishing the City Center as the 'heart' of Millcreek can start immediately. One idea would be to utilize an underutilized parking lots as event spaces. The large parking lot in front of the current Millcreek City Hall could be used for flea markets, artisan fairs, and even outdoor movie screenings. Down the road, 'movies return to the Villa' could make after-hours use of the parking

area behind the historic Villa theater. The City can create other temporary gathering spaces through tactical urbanism, or low-cost, semi-permanent changes to the built environment intended to foster community through improved urban design. Establishment of high quality streetscape environments - such as the work beginning along Gunn Avenue (future Villa Ave) - signal changes occurring in the City Center.

### MILL PARK OPEN SPACE

One limitation to development is the presence of a fault line running through the City Center area. Using this geophysical feature as an asset, the City will establish this corridor as an opportunity for public spaces, parks, plazas, and open areas. This unique feature will take several years to develop, but the City should use an incremental approach. It should develop a land acquisition strategy, offer incentives, and begin conversations as soon as possible to create this unifying element. The construction cost to realize the vision for Mill Park (excluding land acquisition and project soft costs) identified in this document has been estimated at \$3.61 million in early 2019 dollars.

### HIGHLAND DRIVE/ MOUNTAIN STREETScape

The City has identified a short stretch of Highland Drive adjacent to the Mountain neighborhood as a prime location for improved public/park space. Millcreek will transform an underutilized parcel into a community park space which maintains the existing Lilac bushes along Highland Drive and develops the corridor as a critical asset to the City Center. It will also serve to further reinforce this gateway to Millcreek. A relatively simple project - which may be funded by private developers already working in the area - becomes a highly visible investment in the City Center to create excitement in the community.



Millcreek General Plan Goal Implementation



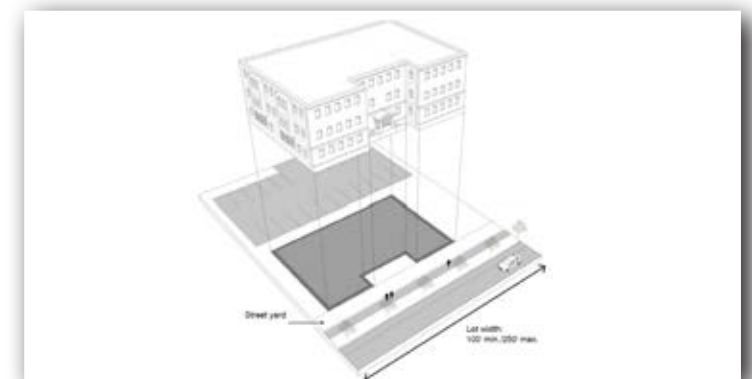
- VIBRANT GATHERING PLACES**
- temporary spaces/events
  - infrastructure that promotes social activities
  - interesting design and architecture of public realm



- UNIQUE NEIGHBORHOODS**
- reflects local culture and history
  - landmarks and other unique features
  - inclusive and diverse



- GREAT CONNECTIONS**
- safe and accommodating for all users
  - intuitive wayfinding
  - dense, diverse land uses



Example of a Form Based Code approach diagram





## D. PHASE 2: 3-5 YEARS IMPLEMENTATION PLAN

Investments in years three to five should be more significant, more costly, and have the potential for even broader impact. These will include items that will likely require a combination of public and private funding sources to be negotiated as development continues within the City Center. Investments will span development of mixed use buildings as well as street enhancements. Conversations with agencies like WFRC, UTA, UDOT, and Salt Lake City will need to happen to determine how to leverage investments from larger region-wide planning goals. This period will see development occur in the Millcreek Center and south of 3300 South. Much of the streetscape improvements should happen during this period, especially landscape installations which will need time to fill in and mature.

### 1300 E/RICHMOND STREET UPDATE

As a critical north-south connector for Millcreek, Richmond Street / 1300 East's transformation into a boulevard will facilitate much-improved land use and urban quality in the City Center area. This investment will signal to property owners the intent to create a high value and walkable neighborhood in the City Center. While the new right-of-way will still have two travel lanes in each direction, bicycle lanes will be added to connect with active transportation networks in this area. Gateways, landscaping and other urban design elements should be present to assist visitors in sensing arrival and welcome to the Millcreek City Center. Buildings should have active ground floor uses, especially on corners.

### HIGHLAND DRIVE UPDATE

As a defining route providing access to the City Center, a redesign and transformation of Highland Drive to become a boulevard is an essential investment. The boulevard should

accommodate all users and focus on improving pedestrian crossings. It will provide a well-designed transition from neighboring areas. The existing green space on the east side should be improved and better integrated into the street design, creating additional comfort for cyclists and pedestrians. Like the City Center features added on Richmond Street, those on Highland drive should be functional and have an appealing form. Examples include landscaping, well-designed and attractive pedestrian and bicycle infrastructure to entice greater use by area residents and visitors. Buildings along Highland Drive should be required to have active ground floor uses (see page 3.29 for more on building design).

### NEW CIVIC CENTER

As a new City, Millcreek may begin to create their long-term civic center in the City Center area. This plan recommends placement on a highly visible corner or a prime location along the center of Mill Park. This area could be the location for a City Hall, community recreation center, public library, and include public parking to serve business and civic needs within Mill Park and other community investments that would bring activity to the City Center area.

### MIXED USE DEVELOPMENT

With a low level of 'day time' users currently found in the City Center area, more mixed-use developments with housing, retail, and office will bring people to the City Center at more times of the day and evening. These users would increase demand for retail and restaurants. Those working in the area would have easy access to conveniences found in a City Center. Millcreek Economic Development should create strategies for enticing these types of developments within the City Center during years two through five.



Millcreek General Plan Goal Implementation



**OUTDOOR LIFESTYLE**

- active transportation networks
- quality public spaces
- active uses and gathering places



**ENHANCED CULTURE**

- high quality public spaces
- community events and culture
- iconic public art



**THRIVING ECONOMY**

- mixed use and office space
- opportunity for business expansion in Millcreek
- easy access to daily needs within City Center

## PHASE 2 2-5 YEARS







## E. PHASE 3: 5-15 YEARS

### IMPLEMENTATION PLAN

Phase Three of the implementation plan includes development of final infill pieces of the City Center that have not been targeted by other development. This phase involves adding more housing with ground floor mixed uses, transportation infrastructure, and the potential to re-consider how additional forms of transit can provide increased access to this area. These are considered long-term items because they are the most expensive or require significant time and partnership for implementation and thus have been categorized as higher cost and lower immediate impact, as well as more difficult to achieve due to greater levels of regional collaboration required.

### ADDITIONAL HOUSING OPTIONS

Utah is expected to continue to see a high demand for a variety of housing options in the next few decades. Therefore, the City should strive to add housing to the City Center incrementally. This allows residents to remain in Millcreek throughout all stages of life if a variety of housing options can be provided in the City Center. As preferences for more urban and walkable neighborhoods grow, the Center can become a highly desirable place to live (and work and play) with a diversity of housing styles that have vertical mixed uses. This means retail, office, or other active uses would be on the ground floor, with housing above which can accommodate people in various stages of their life, as well as meet the needs of a variety of income levels.

### TRANSIT INVESTMENT

Transit is more successful in denser neighborhoods. As more people begin to live in, work at, and use the City Center, long-term plans for higher investment transit should be made. The City can focus on improving connections to the Urban Transit Node (identified in the City's General Plan) to the west and Sugar House in Salt Lake City to the north. This will help to enhance livability and accessibility of the neighborhood as it grows. It can also help sustain the expected growth along the Wasatch Front by providing alternatives to driving, which will make roads less congested, lower vehicle miles traveled, and improve air quality in the long run.

### ADDITIONAL MIXED AND DIVERSE LAND USES

In addition to housing, office, and retail land uses, other types of real estate might be considered. Hotels often are required to support Utah's tourism industry and Millcreek has the opportunity to participate in this aspect of the economy, particularly as residential and office uses in the City Center increase. Museums and art galleries could support Millcreek's existing cultural identity. Other flex use buildings could be added to ensure the City Center is adaptive and responsive to future City trends and needs.



Millcreek General Plan Goal Implementation



#### GREAT CONNECTIONS

- improved connections to regional transit
- improved pedestrian crossings to surrounding neighborhoods
- quality infrastructure for cyclists and pedestrians



#### HEALTH & ENVIRONMENT

- investments in walkability and active transportation
- high quality public parks and spaces for outdoor activity
- better access to transit services for more households



#### THRIVING ECONOMY

- long term investment in regional job center
- improved availability of housing for all households

## PHASE 3

5-10+ YEARS





## A. PUBLIC PARTICIPATION



## Second Open House

The ideas in this plan stem from a series of public engagement events. These events brought together community members and stakeholders representing diverse backgrounds. Including citizen voice and perspective was critical in creating a plan which reflects the values of Millcreek residents.

This Appendix documents the various participation events through photos, descriptions, and content generated (where available). This robust and innovative plan would not have been possible if not for the input and passion provided by Millcreek City and its community.





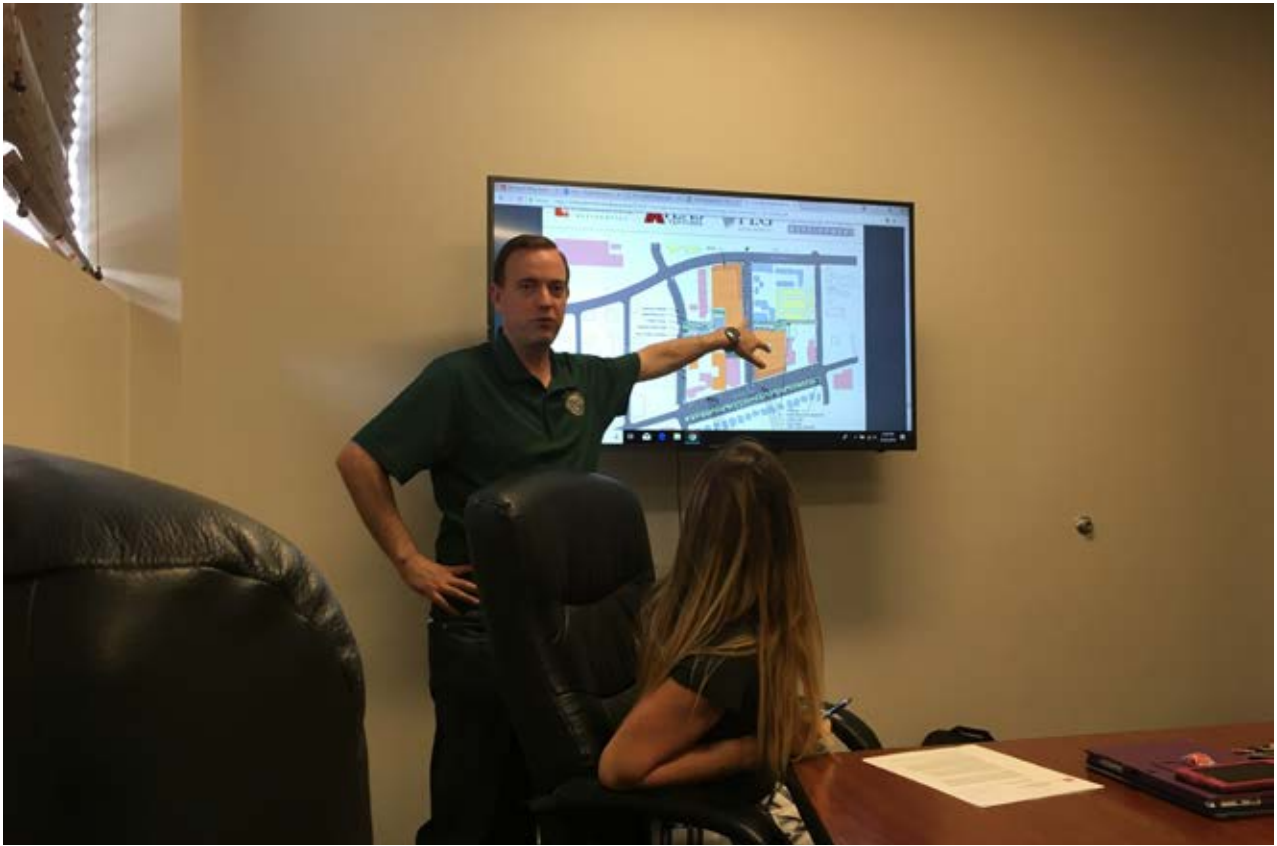
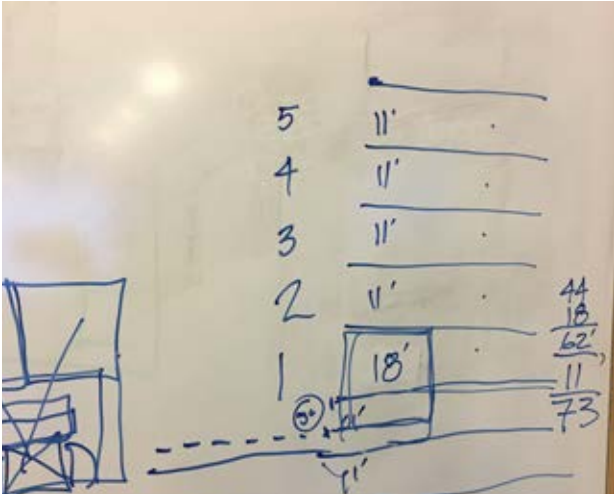
PROJECT KICKOFF MEETING

The City Center Plan process started with a smaller gathering consisting of City staff and key project stakeholders.

The purpose of this meeting was to think big picture. The group brainstormed answers to questions like “what could our City Center include” and “what do a future City Hall and civic center look like?” They identified broad goals such as creating a thriving City Center that is walkable, connected to transit, and has a clear identity.

Other ideas generated at this meeting were creating a variety of activity nodes within the City Center, addressing traffic and thoroughfare on 3300 South and Highland Drive, enhancing streetscapes and placemaking, featuring existing iconic buildings such as the former Villa theatre.

The group discussed current developments including the two projects on Gunn Avenue and Miller Avenue and suggested other economic development and revitalization possibilities.








HOLLADAY TOWN CENTER AND SUGAR HOUSE WALKING TOURS

The design consultants, MHTN and VODA, and Millcreek staff led two separate walking tours. The first took place in Salt Lake City's Sugar House neighborhood. The second tour took place in Holladay's recently revitalized downtown. On both tours, the facilitators led residents through popular and lively parts of each neighborhood demonstrating different urban design and placemaking strategies at work. The residents generally had positive and encouraging comments about setbacks and building heights, sidewalk designs and traffic buffers, and the district's use of lighting. Scale of buildings was a specific topic of discussion, and how it is experienced differently on foot rather than in a vehicle, particularly when buildings feature a step back above the first or second level. Other ideas discussed were the balance of green space and hardscape.





**SUGAR HOUSE**  
WALKING TOUR

Thinking about the future of Millcreek, we want to ask you a few questions:

Overall, how does this place make you feel?	What was your favorite part of the walking tour?
<hr/> <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/> <hr/>
What design elements or features do you like the most?	What design elements or features do you dislike the most?
<hr/> <hr/> <hr/> <hr/>	<hr/> <hr/> <hr/> <hr/>



**SUGAR HOUSE**  
WALKING TOUR

1 Monument Plaza

2 New Construction




3 Adaptive Reuse

4 S-Line and New Construction

5 Fairmont Park Upgrade

6 Wilmington Gardens

7 Pedestrian Streetscape



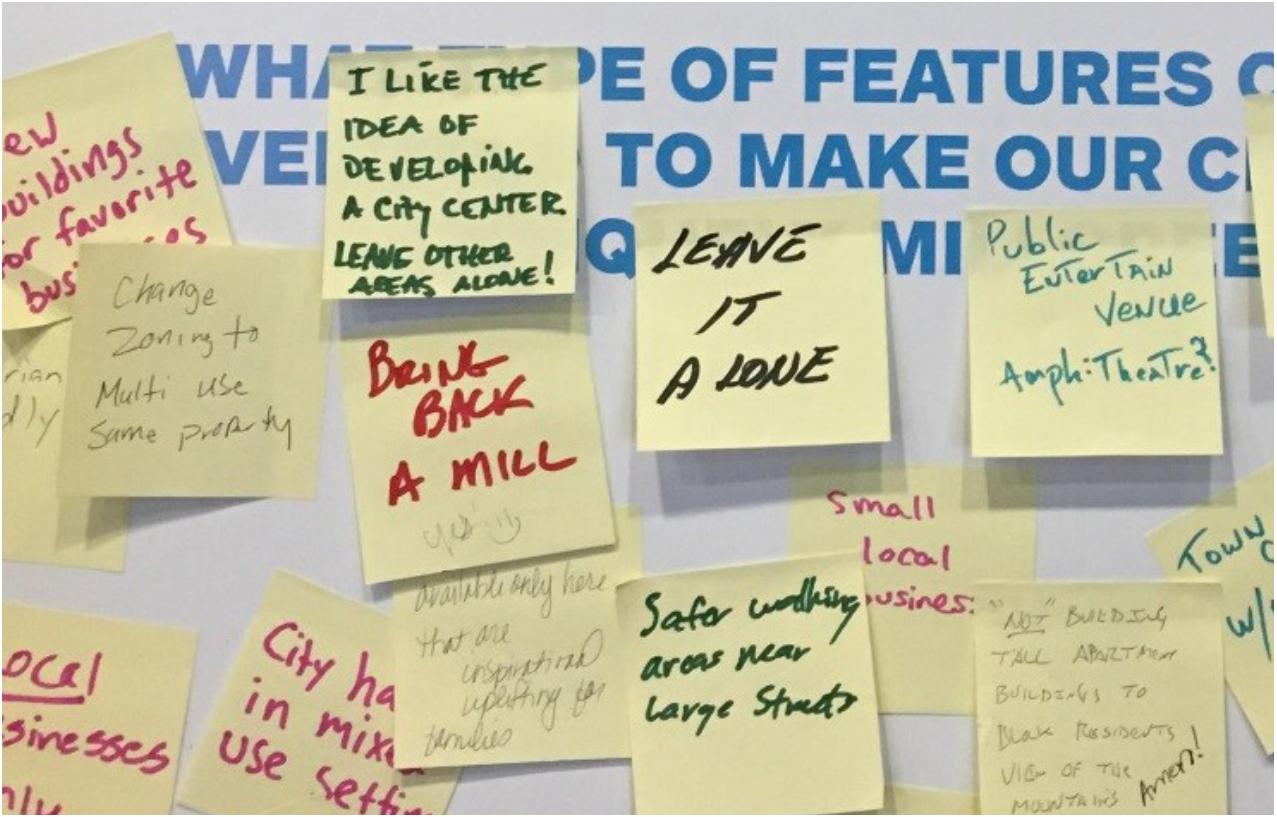


CONCEPT DESIGN OPEN HOUSE

The first public open house happened in October of 2018. Turnout was good with 66 visitors who signed in and left email addresses. The design consultants and City representatives hosted the event in their City Hall Annex. Many residents who attended the walking tours joined the Open House as well indicating continued interest and engagement in the process.

The purpose of the event was to refine big picture ideas from the kickoff meeting and the two walking tours. The event created space to talk about how the City Center Plan would integrate with the newly adopted Millcreek General Plan.

- Additional thought-provoking questions were posed to the public:
- What types of businesses & activities are needed in Millcreek’s City Center?
  - What local town centers do you think work well?
  - What are Millcreek’s unique attributes?
  - What features could be developed to make the City Center uniquely Millcreek?



OPEN HOUSE TABLE LAYOUT

1. TOWN CENTER + PHASE I  
2. TRANSPORTATION + STREETScape  
3. PHASE II  
4. ECONOMICS  
5. PHASE III  
6. IDENTITY

WELCOME TO THE OPEN HOUSE

**MILLCREEK**  
• CITY CENTER •

Wednesday, November 14  
6:30 - 8:30 p.m.

With a collaborative effort between Millcreek City, MHTN Architects and VODA Landscape and Planning over the course of two months, the open house is the last concept review and public comment phase prior to the master plan document finalization and adoption.

MILLCREEK CITY  
MHTN ARCHITECTS  
VODA LANDSCAPE AND PLANNING





### PREFERRED CONCEPT OPEN HOUSE

The Preferred Concept Open House, held in November of 2018, showcased three potential concepts that could be central to the new City Center. The gathering drew another significant turnout of Millcreek residents and stakeholders.

Concept 1 was titled Faultline Park & Plazas. Early ideas for this concept included a central corridor of parks and plazas, maximizing “unbuildable” land as useful public spaces, connecting the heart of Millcreek to regional networks, and emphasizing human scale/urban density near open spaces.

Concept 2, titled Laneways, was all about creating a better connection for pedestrians. Elements of it focused on intimate spaces connecting the City Center, building infrastructure for cyclists and pedestrians to connect to regional trails, and focusing urban densities along major roadways.

The final concept, Grand Boulevards, considered how to focus urban densities along major roadways. Calming traffic to pedestrian-friendly speeds, rebuilding major roads as boulevard style amenities, creating boulevards on Highland Drive & Richmond Street as “places” were all considered important.







### FINAL OPEN HOUSE

The third and final open house, held in January of 2019, had a large turnout of nearly 100 people from the community. Held in conjunction with Millcreek's second birthday celebration as a City, as well as introduction of residents to the new City Hall facilities, the event was a resounding success. Residents voiced strong appreciation for involvement in the process and the final City Center Plan outcome. Topics discussed during this gathering included the process of small area planning, the importance of City Centers, phasing the redevelopment over ten years, consideration of transportation impacts, economic impacts, and refining the City Center identity.





VALUES ASSESSMENTS

<p>Canyon Rim Community Council (February 1, 2017)</p> <p>1. Time machine question</p> <p>More Parks/park amenities/green (5)</p> <p>Better restaurants and shopping areas (2)</p> <p>Walkable/biking community</p> <p>2. What feature of Millcreek makes you want to stay forever?</p> <p>Neighborhoods with small homes (3)</p> <p>Area amenities (the Canyon, parks) (3)</p> <p>Connectivity/location (2)</p> <p>2300 E/3300 S area</p> <p>3. What makes Millcreek different from other cities?</p> <p>Parks (Tanner/dog access) (3)</p> <p>Smaller suburban shopping (2)</p> <p>Location, View of Mt. Olympus</p> <p>History, neighborhoods</p> <p>4. What do you wish there was more of?</p> <p>Commercial and entertainment (6)</p> <p>Young Families</p> <p>Community events</p> <p>Water/streams</p> <p>5. What do you wish there was less of?</p> <p>Traffic/noise/congestion/confusing accesses (2)</p> <p>Storage units (2)</p> <p>Power poles (2)</p> <p>Check cashing, thrift stores, billboards, crime, pollution, concrete, street appearance</p> <p>6. What are the biggest issues facing the City?</p> <p>Economic development/retail opportunities/appearance (4)</p> <p>The appearance of 33rd (2)</p> <p>City boundaries and revenues</p> <p>Crime, traffic noise</p>	<p>East Millcreek Community Council (February 3, 2017)</p> <p>1. Time machine question?</p> <p>2. What feature of Millcreek makes you want to stay forever?</p> <p>Location/access (4)</p> <p>Community/neighborhoods/open spaces (3)</p> <p>Quiet/friendly (2)</p> <p>3. What makes Millcreek different from other cities?</p> <p>Safe neighborhoods (4)</p> <p>Diversity/east side/west side/varied housing (3)</p> <p>Quiet, junk in yards</p> <p>4. What do you wish there was more of?</p> <p>Better sidewalks (3)</p> <p>Better restaurants/drinking establishments (3)</p> <p>Trails/bike paths (3)</p> <p>Good landlord program (2)</p> <p>Lighting (2)</p> <p>Better/cleaned up buildings, public transit, transitions between commercial and residential</p> <p>5. What do you wish there was less of?</p> <p>Traffic (4)</p> <p>Storage units (4)</p> <p>Telephone poles on 33rd (3)</p> <p>Unkempt yards, billboards, speed bumps, commercial development, big box stores</p> <p>6. What are the biggest issues facing the City?</p> <p>Sales tax generation (2)</p> <p>Traffic/33rd (2)</p> <p>Long term planning (2)</p> <p>Diversity (2)</p> <p>Housing affordability, run-down areas, road repairs, air, serving the citizens, communication, sidewalks</p>	<p>Millcreek Community Council (February 7, 2017)</p> <p>1. Time machine question</p> <p>Open space (3)</p> <p>No taxes, less traffic, beauty, good paved roads, a west side high school</p> <p>2. What feature of Millcreek makes you want to stay forever?</p> <p>Open space/Cottonwood Park (3)</p> <p>Neighborhoods/people (3)</p> <p>Views of the mountains, walkable streets/trees, graffiti (?)</p> <p>3. What makes Millcreek different from other cities?</p> <p>Diversity (2)</p> <p>Not overcrowded (2)</p> <p>Caring people (2)</p> <p>Well established, weird shape, we aren't different</p> <p>4. What do you wish there was more of?</p> <p>Open space/parks (3)</p> <p>Activities sponsored by community groups (2)</p> <p>Commercial businesses (2)</p> <p>Safer drivers, affordable housing, houses with yards</p> <p>5. What do you wish there was less of?</p> <p>Density (3)</p> <p>Tall buildings (2)</p> <p>Commercial (2)</p> <p>Storage units, crime, homeless</p> <p>6. What are the biggest issues facing the City?</p> <p>Plan/development (5)</p> <p>Being a new City</p> <p>Need more business and retail, crime</p>	<p>Mount Olympus Community Council</p> <p>1. Time machine question</p> <p>Walkable commercial districts (3)</p> <p>Cleaner/less pollution (2)</p> <p>Connected and completed trails (2)</p> <p>Better schools (2)</p> <p>Parks/open spaces/recreation centers, same level of services, more citizen involvement</p> <p>2. What feature of Millcreek makes you want to stay forever?</p> <p>Proximity to the mountains/views (7)</p> <p>Neighbors/neighborhoods (2)</p> <p>Progressive government (2)</p> <p>Trails</p> <p>3. What makes Millcreek different from other cities?</p> <p>Location/setting (4)</p> <p>Diversity (2)</p> <p>Neighborhoods, commercial residential mix, schools, no difference</p> <p>4. What do you wish there was more of?</p> <p>Commercial centers/restaurants (3)</p> <p>Public transit (2)</p> <p>Community planning, picnicking/parking in Canyon, known CERT plans, more resources, more diversity, safe neighborhoods, street lighting, clean air</p> <p>5. What do you wish there was less of?</p> <p>Pollution/noise (5)</p> <p>Traffic (3)</p> <p>Messy yards along streets, high density replacing commercial uses, crime, inappropriate businesses, ugly neon signs</p> <p>6. What are the biggest issues facing the City?</p> <p>Creating a new government (4)</p> <p>Sustainable tax base (2)</p> <p>Growth (2)</p> <p>Pollution (2)</p> <p>Safety, apathy</p>
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