



MILLCREEK CITY CENTER MASTER PLAN

MARCH 2019

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CITY CENTER MASTER PLAN:

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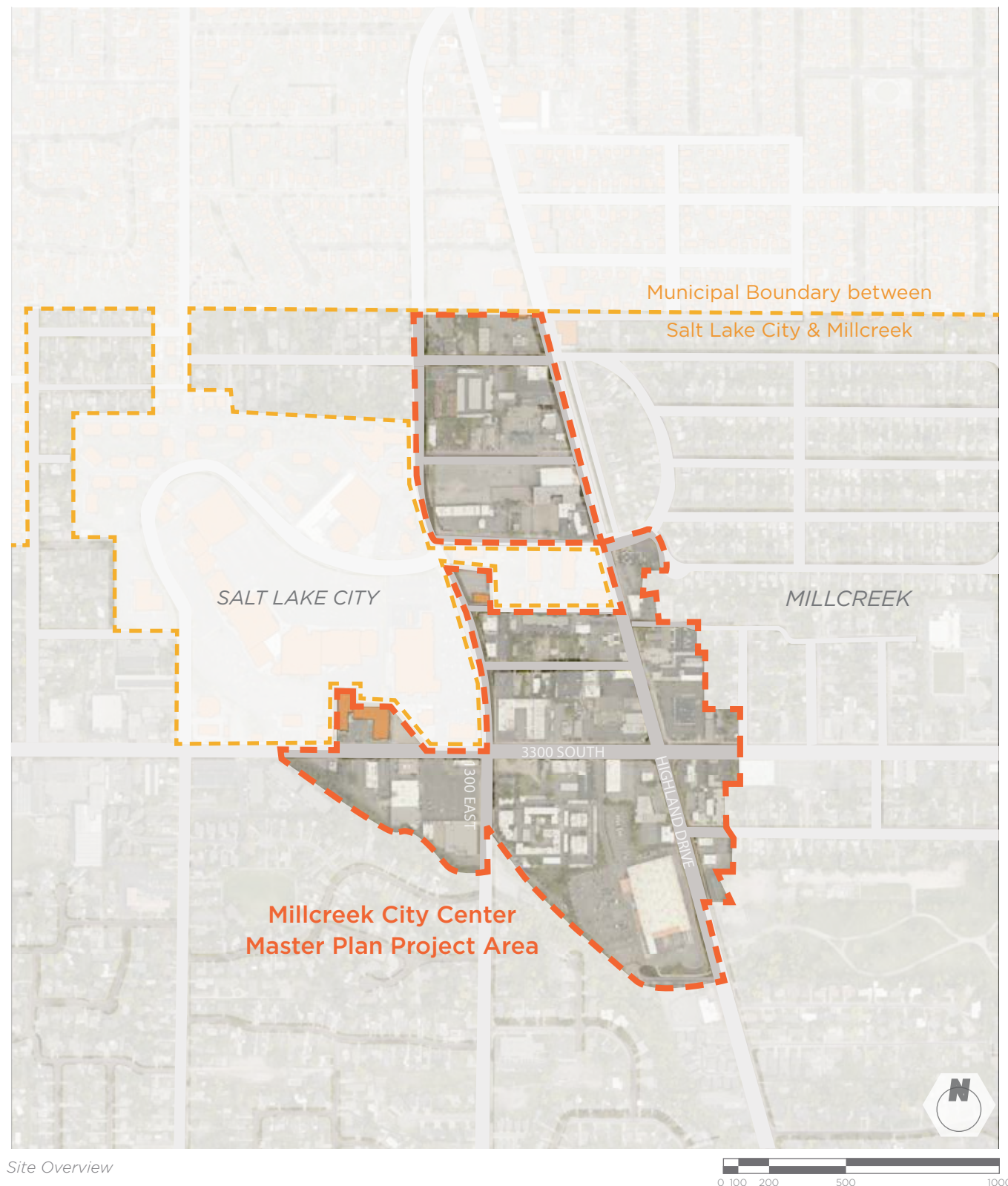
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Table of Contents

01	Introduction	1.1
02	Existing Conditions	2.1
03	City Center Plan	3.1
04	Urban Design	4.1
05	Transportation	5.1
06	Phasing and Implementation	6.1
07	Appendix	7.1



Site Overview

A. PLAN OVERVIEW

The Millcreek City Center Master Plan provides a more detailed vision for the City Center concept, that was suggested in the General Plan. It considers how the district between Highland Drive and 1300 East from 3300 South to Elgin Avenue can incorporate urban design and placemaking strategies to promote the creation of an identifiable, vibrant City Center, which is one of the General Plan's key goals. The first key step in this planning process is to understand existing conditions and needs to be addressed in the City Center.

The project area is just under 100 acres, which includes large expanses of surface parking and aging commercial buildings, as well as limited residential uses. Given the potential for infill development, there are many possibilities to add mixed use development and attract new economic opportunity and residents to the City.

The expected population growth along the Wasatch Front anticipates an ongoing need for more variety in housing choice, and Millcreek is no exception. In initial meetings to create a City Center, residents expressed some hesitation about how this new type of development might impact and encroach upon the community's strong, traditional neighborhoods and great mountain views. Significant public outreach including two walking tours and three open houses helped foster a healthy dialogue about how the new City Center could be respectful of these community principles while providing new social, environmental, and economic benefits to the City. At the final open house held in January 2019, neighbors and local businesses were excited about the plan and decisions they had participated in creating.

These decisions addressed concerns of longtime residents by finding the appropriate mix of housing, commercial, and public spaces to support the character of the surrounding residential neighborhoods.

Analysis of current travel behaviors in the study area show a lack of walking and biking. Improved infrastructure that promotes more active forms of transportation may change those patterns. Complete streets that create safer environments with a mix of pedestrian, bike and vehicle accommodations are a key strategy for promoting change. Well designed transportation systems will play a key part in the success of the City Center's adaptability for growth. This type of investment adds significant value to the surrounding properties, and creates the type of public environment that lends itself to development to support the City Center that will provide value to all of Millcreek.

Millcreek hosted community walking tours: one in Holladay and one in Sugar House. The intent was to hear from residents, generate discussion, and illicit important feedback. These responses helped inform the design team, City, and citizens moving forward in the creation of a City Center Plan. Learning from these and other relevant precedents helped generate ideas and define the vision for Millcreek's City Center.

In order to realize this vision, coordination with Salt Lake City concerning potential annexation of a peninsula of land located along Miller Avenue will be required. This would entail revisions to the municipal boundaries creating a contiguous area to implement the City Center Master Plan.



B. CONFORMANCE WITH THE GENERAL PLAN

Since the beginning of the *Millcreek Together* General Plan in the Summer 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. The first phase of the process focused on introducing the General Plan process to the community and gathering information about trends and conditions. The second phase involved developing overarching vision themes and goals to provide direction for the Plan. Based on input from Millcreek residents, businesses, and leaders, seven Vision Themes were identified which provide the framework for organizing the General Plan. The Vision Themes are:

1. UNIQUE NEIGHBORHOODS

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

2. 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.

3. 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.

4. 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.

5. 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.

6. 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.

7. 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.

MILLCREEK TOGETHER: GENERAL PLAN 2019

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 attract 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.

The vision for a City Center was born out of the second Vision Theme: Vibrant Gathering Places. Specifically, the General Plan calls for support of a City Center as the heart of Millcreek to give residents a centralized citywide gathering area. The General Plan enumerates the following strategies for its City Center Goal:

- Continue to refine, adapt, and expand the Town / City Center Overlay Zone as the City Center develops and evolves.
- Maintain City Codes to support reduced on-site parking, limited parking lot areas between the public right-of-way and buildings, design elements that enhance visual impressions from the street, multi-modal access, and the safety and enjoyment of the on-site pedestrian experience.
- Establish a parking management plan to regulate on-street parking that supports business patrons and visitors.

This City Center Master Plan implements this important General Plan Goal and its strategies.



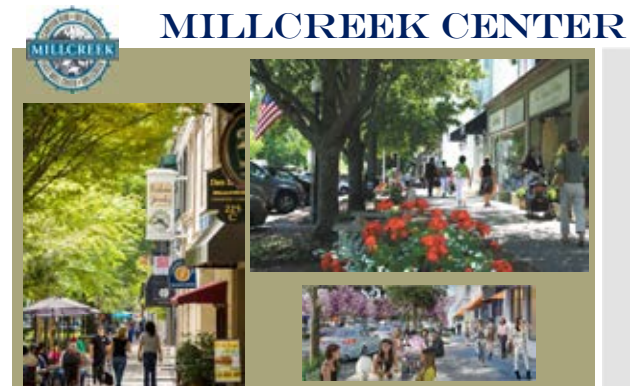
Attribution: Millcreek General Plan, Logan Simpson



C. VISION AND GOALS

A WALKABLE URBAN PLACE THAT IS ICONIC

Focusing on pedestrian experience and forming human-scaled walks and buildings are crucial to the creation of active public spaces that Millcreek residents will frequently enjoy. This urban space will help define the City of Millcreek by providing a distinct experience from the nearby Holladay Village Center and Sugar House Central Business District.



AN AMENITY AND GATHERING PLACE FOR THE WHOLE CITY

Creating a community gathering space for both large organized events and casual daily interactions is vital to facilitate opportunities for uniting community members. Providing a variety of gathering spaces and amenities will help attract a diverse range of community members and contribute to its active year-round use by residents of all ages and abilities.



AN ENGINE OF EMPLOYMENT, POPULATION, AND TAX BASE TO HELP KEEP TAXES LOW FOR MILLCREEK

Providing economic energy and opportunities for the community is critical to the long-term health of the community. The new Millcreek City Center is located at nearly the geographic center of the community and presents a significant opportunity for employment and tax base in Millcreek.



DESIGN SHOULD SUPPORT TRANSPORTATION ALTERNATIVES

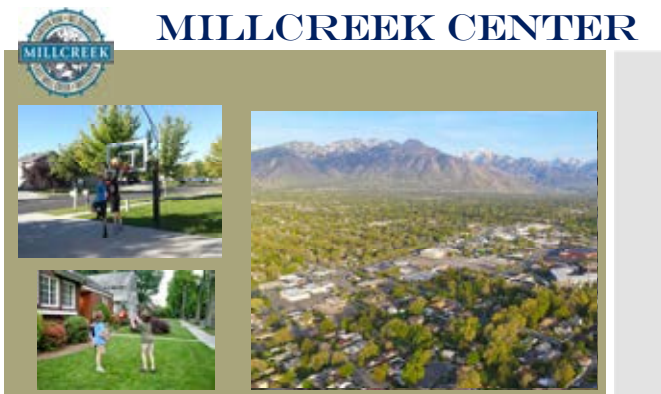
Transportation is key in the success of the City Center's adaptability for growth over time. Complete streets with a mix of pedestrian, bike and vehicle accommodation within a single right-of-way are a necessary component along with planning for future potential transit service in the area. The design will look to integrate these options into the City Center to support the needs and desires of a wide variety of users including Millcreek residents and visitors.



RESPECT SURROUNDING EXISTING RESIDENTIAL NEIGHBORHOODS

The community must be engaged and feel empowered to participate meaningfully in defining the goals and outcomes of this important project. Their involvement and interaction during the planning process is needed to properly address concerns and achieve the desired outcomes for the new City Center.

In the City Center Plan section of this document, key principles and themes which emerged from public involvement, and were later incorporated into the City Center Master Plan, have been identified. For more information please visit pages 3.4-3.5 and 3.20.



EXISTING CONDITIONS 02





A. EXISTING FRAMEWORK

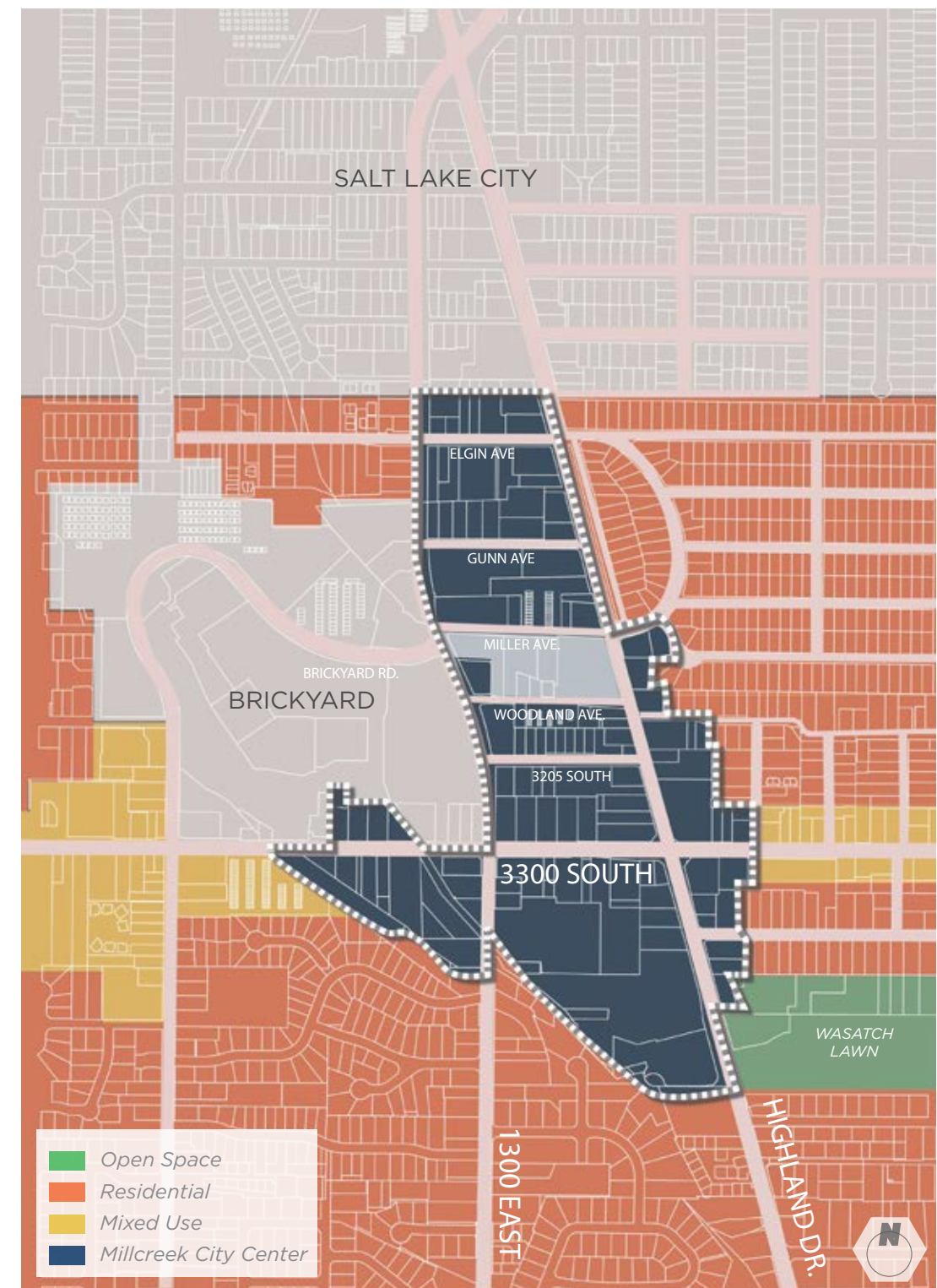
The Millcreek City Center's urban framework is defined by the long arterial roads of 3300 South, Highland Drive and 1300 East. A number of small businesses are spread along these roads in strip malls and office parks with occasional older houses and multi-family units. Residential neighborhoods from the 1950's and 60's surround these streets and accommodate area residents as they travel throughout the Salt Lake Valley. The majority of the growth and development in this area of Salt Lake County occurred in the years following the Second World War and reflects typical suburban land patterns and reliance on the automobile that define this period of progress and economic development in American cities.

The rigid Salt Lake City street grid maintains major north to south and east to west arterial roads. 1100 East and 1300 East break their strict orthogonal orientation between 3300 South and 2700 South as they enter the City Center around the Brickyard area. Highland Drive crosses the street grid in a northwest to southeast diagonal direction. This prominent street's alignment creates an identifiable uniqueness to the surrounding arterial streets and presents the opportunity for interesting blocks, unlike anything elsewhere in the Salt Lake Valley. Surrounding residential streets to the south of Mountair also break the rigid orthogonal pattern forming cul de sacs and winding to accommodate changes in grade and existing natural systems.

The Brickyard commercial area is part of Salt Lake City along with a portion of the Millcreek City Center area between Miller and Woodland Avenues. The gap created by this condition presents an obstacle to the City in terms of creating a unified City Center, as well as providing utility infrastructure in this area.

Streets like Highland Drive, 1300 East, and 3300 South are wide and focus on accommodating vehicular traffic. There are limited sidewalks and virtually no bike lanes or other infrastructure intended to make it easy for people to avoid driving if they choose. East of Highland Drive, the Wasatch Lawn Memorial Park forms one of the area's only significant green spaces; parks and public open space are lacking. The Mountair Streetscape, which was platted in the 1950's as a traditional open space and a buffer between homes to the east and the Highland Drive commercial district to the west, is located along Highland Drive. Today this streetscape is well known for its Lilac trees which have become an area landmark. Although the streetscape has been neglected for decades, the City intends to realize and integrate its vision of long-ago to make this an iconic landscaped feature within the City Center.

The surrounding single-family houses also add to the character of the area. However newer, denser multifamily housing occurs sporadically and is beginning to become more frequent as cost of living rises and housing availability diminishes.



Existing Land Use Context

0 100 200 500 1000



B. ASSETS, WEAKNESSES, AND OPPORTUNITIES

ASSETS

The Millcreek City Center is located approximately in the City's geographic center. Millcreek values its commanding views of Mount Olympus and the Wasatch Front, which is a defining characteristic of the project area and the Salt Lake Valley.

Residents and others passing through can easily access the site, which is located at a prominent intersection of several major regional thoroughfares.

Another distinguishing characteristic of the study area is its unique urban form as compared to many other such districts throughout the region. 1300 East (known as Richmond Street in the project area) follows the orthogonal street grid which defines the pattern of the Salt Lake Valley, while Highland Drive cuts diagonally across the ordered network of streets, creating a series of triangular blocks. The project area exhibits this phenomenon writ large.

Millcreek is well-known for its tight-knit, stable residential neighborhoods, several of which are located immediately east, west and south of the study area. Much of the development within the project boundaries are architecturally sterile. However, there are several establishments which have become iconic for their service to the community over many decades. The Villa Theatre is foremost among these, having been an important community gathering place since 1949, and its sign and entrance along Highland Drive are considered major community landmarks. The new owners have maintained the building, and today it functions as a rug gallery. Other notable buildings include favorite community restaurants, Tres Hombres, and Crown Burger, both located along Highland Drive.



North aerial view of the City Center

WEAKNESSES

While easy access by car is considered a strength by many members of the community, it has resulted in an environment devoted to serving people in cars and not to people walking or on bikes. A walk through the study area reveals a notable lack of infrastructure devoted to pedestrians and cyclists. It is an unpleasant experience due to the rate of speed of vehicles, resulting road noise and inconsistent and unattractive pedestrian facilities such as sidewalks, landscaped park strips, overhead lighting or other urban design elements which contribute to an enjoyable streetscape experience. Billboards and other visual clutter such as overhead power lines detract from the otherwise pleasant views to the mountains. While the community is known for its connection to nature, the project area is bereft of any park or open space which could further reinforce the connection to nature many Millcreek residents feel is the community's primary identifying characteristic.

The street grid within the study area is largely disconnected with the grid of the surrounding residential neighborhoods creating challenges



East aerial view of Millcreek

for people walking or biking who wish to cross Highland Drive or Richmond Street, creating an isolated feeling of disconnection. Locals have been known to describe it as "the island." Several bus routes serve the area, providing access to the University of Utah, Downtown Salt Lake, and connections to regional fixed rail systems. However the bus waiting facilities for these are generally lacking, creating unpleasant experiences for those waiting to use public transportation. Details on current transit service are found on page 2.8.



Southwest aerial view of Millcreek

Another condition which quickly becomes obvious when visiting the project area is the significant amount of underutilized land which is currently vacant or used as surface parking. Parking issues abound for businesses like JoAnn's and Tres Hombres. There are a number of forlorn or dilapidated properties in the area, and a handful of properties that have long been a target for code compliance actions. Infrastructure in the area, particularly stormwater infrastructure is aging and largely insufficient to meet current needs, and would require upgrades to accommodate any significant growth. Meanwhile, across Richmond Street in Salt Lake City is the Brickyard Commercial District, which provides a significant commercial tax base to that city.



OPPORTUNITIES

The resulting development patterns in the project area leave much to be desired. However, this current lack of identity provides an opportunity for the City to draw on other sources of inspiration to generate an identity for this district which can serve to unite the residents of Utah's newest city, which was also the state's tenth largest city at the moment it incorporated. The connection Millcreek has to nature is an obvious choice for inspiration for the district. Orienting future development to protect viewsheds to the mountains and valleys will be crucial. A major fault line runs roughly northwest to southeast through the study area. Due to building limitation, there is a natural opportunity to create open space and highlight this natural feature in the design.

The urban form, a street grid bounded by major regional thoroughfares, created long, east-west oriented blocks, unique to this region. These could easily be divided in a north-south direction, creating smaller, more walkable blocks and a more interesting pedestrian environment. Active transportation connections may be made to the McClelland Trail, currently in the planning phases connection north to Salt Lake along a canal through the Brickyard area. Ideas have been discussed which

suggest building upon the history and heritage of Villa Theatre. The final outcome will likely be a layering of these ideas, rich with heritage and culture which represent Millcreek.

Property owners are beginning to show significant interest in the project area, having recognized its easy access and relative proximity to desirable urban centers such as Sugar House and the Holladay Village Center. Several projects are already under way, with a few others at varying stages of planning and design. The opportunity exists to encourage development which builds upon and recognizes the distinguishing characteristics of the community, while meeting future needs for affordable housing and a vibrant urban center. The City should harness this private sector interest as it creates a more permanent civic space.



South aerial view of Millcreek

C. TRANSPORTATION

MAJOR STREETS

Millcreek City Center is defined by three arterial roads: 1300 East, Highland Drive, and 3300 South. Within the project area, east-west connectivity is provided by local streets which are predominantly disconnected from the surrounding residential neighborhoods and the Brickyard commercial center.

HIGHLAND DRIVE

Highland Drive is generally configured as a four-lane cross-section through the project area, with left turn lanes present at its intersection with 3300 South and a right turn pocket in the northbound direction at Crescent Drive (3130 South). It has a curb-to-curb width of approximately 50 feet for most of the study area, widening to approximately 65 feet at the intersections of Miller Avenue and 3300 South. In addition, Highland Drive is separated from the parallel Mountair Drive by an approximately 30 foot wide vegetated buffer area.

Sidewalks are present on both sides of Highland Drive; however, the continuous rolled/depressed curb condition on the western side from Miller Avenue to Elgin Avenue results in a condition in which the pedestrian zone and vehicle ingress/egress continuously overlap with each other, providing a lower degree of protection and separation for pedestrians. The eastern side of Highland also has a large gap with no sidewalks between Miller Avenue and Elgin Avenue. Sidewalks on both sides of the street predominately lack a park strip or buffer zone.

According to UDOT's statewide estimates, Highland Drive experiences an average annual daily traffic volume of 19,000 vehicles per day.

1300 EAST (RICHMOND STREET)

1300 East is configured as a five-lane cross section (two through lanes and one center two-way left turn lane) through the project area, with a right turn pocket present at the southbound approach to 3300 South. Adequate space also exists for off-street parking on the eastern side of the roadway north of Gunn Avenue. Sidewalks are present on both sides of 1300 East from south of 3300 South to Gunn Avenue, typically with a park strip between the curb and the pedestrian zone. According to UDOT's statewide estimates, 1300 East experiences average annual daily traffic volumes of 18,000 to 20,000 vehicles per day across the study area.

Both Highland Drive and 1300 East have existing traffic volumes that are at or above the approximate capacity thresholds for a three-lane configuration. With approved and planned new/re-development in the study area we would expect that future demand will only grow, further increasing utilization of the roadway capacity that's in place today. However, Highland Drive's lack of a center left turn lane reduces the efficiency of its existing configuration substantially, especially in the context of closely spaced driveways on its western side. Depending on factors including future increases in demand, any access management strategies implemented, and potential diversion of traffic to 1300 East, a three-lane reconfiguration for Highland Drive and possibly the utilizations of roundabouts, might yield similar or better operational characteristics, while creating more space for pedestrian/bicycle amenities. A detailed traffic study of the proposed reconfiguration will take place to identify likely impacts on both Highland Drive and 1300 East.



3300 SOUTH

3300 South is configured as a five-lane cross section (two through lanes and one center two-way left turn lane) through the study area. At the intersection with Highland Drive, an additional right turn pocket is also present for the eastbound approach. West of Richmond Street, a narrow concrete median is also present. Off-street parking is not permitted on 3300 South within the study area, as no painted shoulders are present. Sidewalks exist on both sides of 3300 South with widths of 4 to 6 feet; however, most of these sidewalks have little or no buffer zone/park strip between the pedestrian zone and adjacent travel lanes.

According to UDOT's statewide estimates, 3300 South experiences average annual daily traffic volumes of 25,000 to 27,000 vehicles per day across the study area.

MINOR STREETS

The minor streets within the study area primarily provide east-west connectivity across Millcreek City Center and access to businesses and residences located therein. The majority of these streets do not connect through to adjacent neighborhoods, with Elgin Avenue and Miller Avenue/Crescent Drive serving as the primary direct connections to the residential areas east and west of the study area.

These minor streets are predominately 28 and 34 feet wide (curb-to-curb); Elgin Avenue is an exception with a curb-to-curb width of approximately 44 feet. Continuous sidewalks are present on Elgin Avenue and most of Miller Avenue, whereas the sidewalk network has significant gaps on Gunn Avenue, Woodland Avenue, and 3205 South. Additional information about street widths can be found on pages 5.14 - 5.15.

BICYCLE CONNECTIVITY

Currently, no dedicated bicycle routes or protected bicycle infrastructure exists within the study area. The Salt Lake County Active Transportation Implementation Plan and Millcreek's draft General Plan recommend several bicycle routes in or adjacent to the study area, as discussed under 'Local and Regional Planning Context' below.

TRANSIT SERVICE

UTA bus service runs along all three of the major streets that define the study area. UTA's 213 (1300 East-1100 East) bus runs along 1300 East through the study area, providing service between the University of Utah and Midvale Center Station. It stops adjacent to 3300 South, Woodland Avenue, Miller Avenue (southbound only), and Elgin Avenue. The 213 bus runs on half-hour headways until early evening on weekdays and Saturdays. The 213 does not run on Sundays.

The UTA 220 bus (Highland Drive-1300 East) runs along Highland Drive through the study area, with service between downtown Salt Lake City and 9400 South. It stops adjacent to 3300 South, Miller Avenue/Crescent Drive, and Elgin Avenue/3010 South. On weekdays, the 220 bus runs on approximately 15-20 minute headways during AM peak hours, 10-15 minute headways during PM peak hours, and 15-30 minute headways during midday and evening off-peak periods. Saturday service runs on half-hour headways, while Sunday service runs on hourly headways.

The UTA 33 bus (3300 South) runs along 3300 South through the study area, providing service between West Valley City and Wasatch Boulevard. The 33 bus stops adjacent to both Highland Drive, 1300 East, and approximately 750 feet further east on 3300 South (at approximately 1200 East). The 33 bus runs on weekdays on 15 minute headways during AM peak, midday, and PM peak times, and half-hour headways during weekday early mornings, weekday late evenings, and weekends.

Most bus stops within the study area for all three of these routes consist of signage only, with few shelters, benches, waste receptacles, or other improvements present.

LOCAL AND REGIONAL PLANNING CONTEXT

Millcreek's draft General Plan, *Millcreek Together*, emphasizes the City's desire to improve accessibility by walking, biking, and transit. The Plan depicts several improvements to mobility and circulation in the project area:

Recently, the City approved a development agreement for new mixed use buildings along Gunn Avenue, that will include the creation of a complete street, including sidewalks and angled parking, along the sections of Gunn Avenue that are being developed. The intersections of Miller Avenue with 1300 East and Highland Drive are both depicted as locations for pedestrian crossing improvements. A bicycle boulevard is proposed along Miller Avenue, connecting east to Crescent Drive and Gregson Avenue.

Sidepaths are bicycle paths located next to roadways. A two-way shared use sidepath is proposed to run along 1300 East from Miller Avenue to 3300 South before turning onto 3300 South and extending westward to Millcreek's boundary with South Salt Lake at 700 East or to a proposed buffered bike lane on 1100 East.

The eastbound and westbound bus stops at 1300 South and 3300 East are proposed priority locations for bus stop enhancements, such as shelters. Alongside these specific locations for improvements, the General Plan recommends that crossing improvements include treatments such as high-visibility and/or raised crosswalks, colored pavement, bicycle detectors and signal heads, and (at non-signalized intersections) Hybrid Advanced Warning signals.

The Salt Lake County Active Transportation Implementation Plan depicts several planned bicycle routes in or adjacent to the study area, as shown on the map below:

A shared use path from Crandall Avenue to East Gunn Avenue approximately half a block west of 1300 East, following the Jordan and Salt Lake Canal (as part of the larger Jordan and Salt Lake Canal Trail planned in Salt Lake City).

An east-west route on 3010 South and Elgin Avenue, constructed mostly as a neighborhood byway/bike boulevard, with a short protected or buffered bike lane between Highland Drive and 1300 East.

A north-south bicycle route along 1100 East (briefly diverting to 1000 East between Elgin Avenue and East Riches Avenue [3190 South]), which would take the form of a neighborhood byway/bike boulevard north of Riches Avenue, and a buffered or protected bike lane south of Riches Avenue.



Salt Lake County Active Transportation Implementation Plan and Legend

WFRC REGIONAL
TRANSPORTATION PLAN

The Wasatch Front Regional Council (WFRC) Regional Transportation Plan (RTP) depicts major planned transit and highway projects for the Wasatch Front region (see Projects Map on the following page). In and adjacent to the project area, enhancements are recommended for several transit and highway projects:

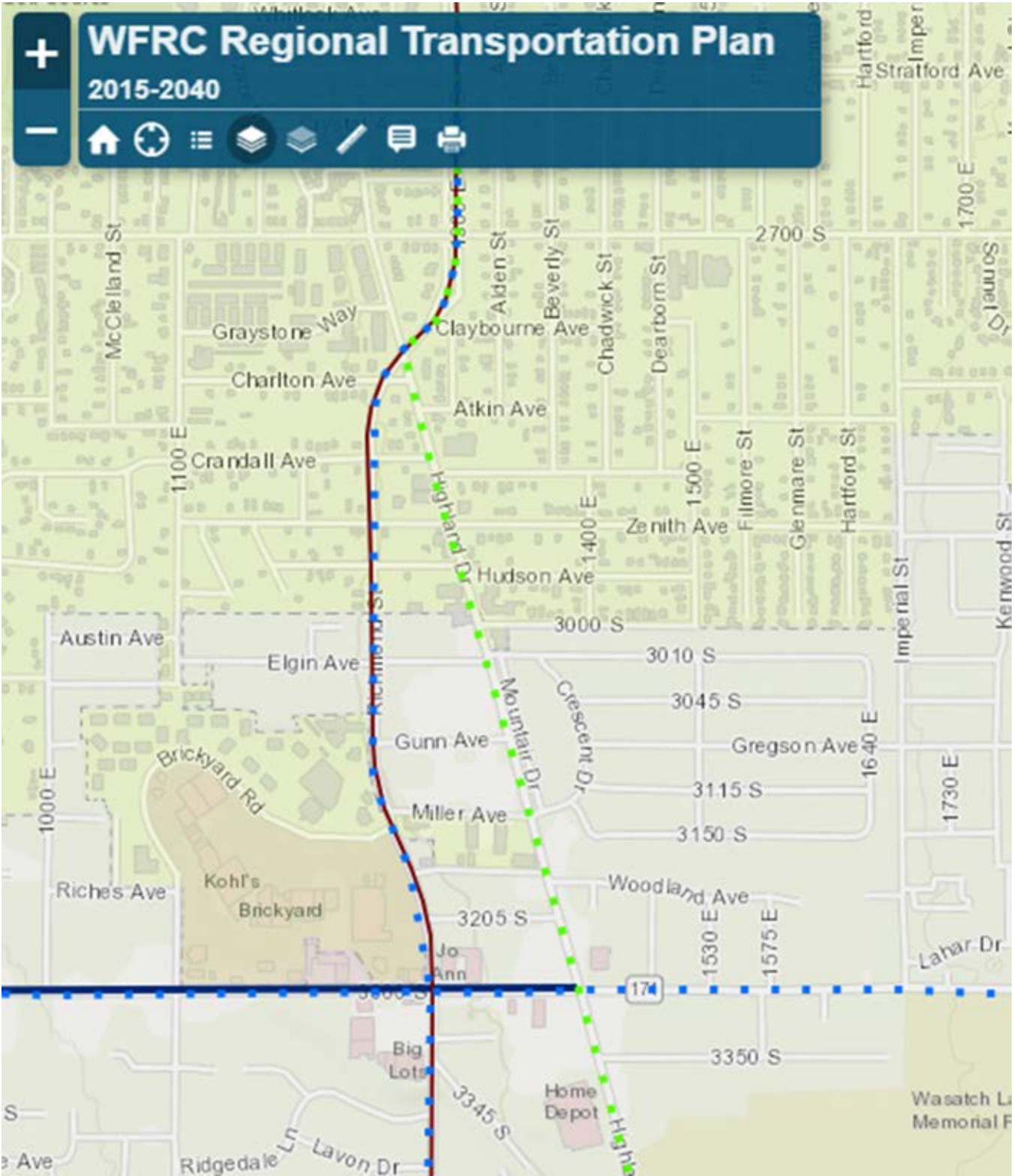
- Operational enhancements are recommended for 3300 South (Phase 2)
- Operational enhancements are recommended for 1300 East (Phase 1)
- Enhanced bus service/stop improvements are recommended for Highland Drive (Phase 3)
- Bus rapid transit service/stop improvements are recommended for 1300 East (Phase 2)
- A combination of enhanced bus/bus rapid transit service/stop improvements are recommended for 3300 South (Phase 2)

UDOT’s Statewide Transportation Improvement Program (STIP) lays out a six-year plan for highway and transit projects across the state. STIP projects planned for this area include a drainage improvement and pavement preservation project on 3300 South between State Street and Highland Drive, as well as signal improvements for 3300 South at 1300 East.

Transit investments in the Brickyard area have been studied in the past. The Sugar House Phase 2 Alternatives Analysis, sponsored by the Utah Transit Authority and Salt Lake City, evaluated alternatives extending from the current end-of-line station for the Sugar House Streetcar. One alternative studied alignments connecting the streetcar to Brickyard shopping center along either 1300 East or Highland Drive. These alignments were screened out early on, because they were not as competitive as other potential alignments in meeting the goals outlined by Salt Lake City and the Utah Transit Authority; however, Millcreek City may have other goals for transit that are different from those in the Phase 2 Alternatives Analysis. In light of the proposed new City Center, a light rail analysis could be conducted that might result in different recommendations today. Future redevelopment of the Brickyard could also increase demand.

ALTERNATIVE	RECOMMENDATION	NOTES
North Alignments		
900 East	Eliminate	900 East was eliminated because of low employment served and it would bypass the center of the Sugar House
1100 East	Advance	Would serve employment, residential, and Westminster college
1300 East	Eliminate	1300 East was eliminated because there are few economic development opportunities and proximity to major interchange access.
East Alignments		
2100 South	Advance	Would serve the center of Sugar House and performed well in ridership
South Alignments		
Highland Drive	Eliminate	Highland Drive was eliminated because it had low public support and would bypass the center of Sugar House
1300 East	Eliminate	1300 East was eliminated because of major traffic issues through the I-80 interchange and low public support

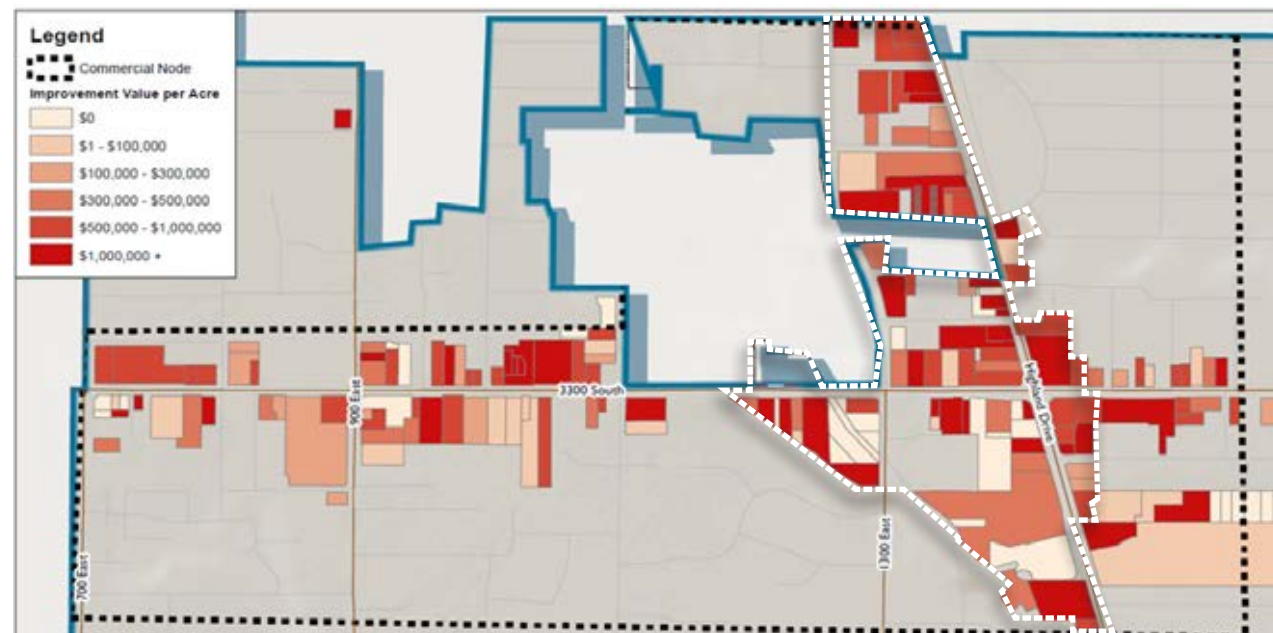
A screening matrix from the Alternatives Analysis



WFRC Regional Transportation Plan

D. ECONOMICS

IMPROVEMENT VALUES PER ACRE - STUDY AREA AND SURROUNDING INFLUENCES



- Map shows low improvement values at the key intersection of 3300 South and 1300 East
- Some midblock sites show low improvement values, suggesting redevelopment potential

OVERALL MARKET CONDITIONS

RETAIL MARKET:

There is a moderate amount of existing vacancy for retail properties in the study area - roughly 15 to 20 percent, with month-to-month leases increasing total to potential near-term vacancy to 25-30 percent. Retail rents are flat in the study area, and will continue as such until vacant space is absorbed or re-purposed.

Retail square feet per capita is notably high in the region, and is forecast to decline significantly. Currently near \$40 square feet per capita, with brokers and developers indicating that \$15-\$20 square feet per capita is likely more appropriate for future years. Retail closest to Brickyard and the intersection of 3300 South and 1300 East has the best possibility of succeeding based on locational desirability. A City Center design, with entertainment and restaurant draws, could attract users to retail options that don't have frontage on the main thoroughfares in the study area.



Roughly 14% of Millcreek's overall retail sales occur in the study area

RETAIL MARKET - CONTINUED

For all of Millcreek, retail sales average \$52 per square foot. At 3300 South and 2300 East, retail sales average \$40 per square foot. At Olympus Cove, retail sales average \$130 per square foot. In the study area, retail sales average \$102 per square foot.

Brickyard Plaza (retail only) has an assessed value of roughly \$36.7 million. It generates nearly \$575,000 annually directly to Salt Lake City in property tax and sales tax revenues. Brickyard is experiencing vacancy issues, and is intended for long-term redevelopment that will remove some of the bigger-box uses.

According to a recent financial analysis, Millcreek's overall sales leakage, as of the start of 2017, is noted at 46% (with a capture rate of 54%). Roughly \$480,000,000 is "leaked" to neighboring communities.

Categories of significant leakage in Millcreek include the following:

- Automobile dealers - \$98 million, 3% capture
- Gasoline stations - \$22 million, 28% capture
- Clothing stores - \$45 million, 9% capture
- Accommodations - \$47 million, 0.3% capture
- Restaurants - \$66 million, 48% capture
- Department stores - \$114 million, 36% capture

Millcreek has a high capture rate (139%) for grocery stores, which is notable considering that Harmon's is in Salt Lake City and on the boundary of Millcreek. Other grocery users within the city attract users from neighboring cities into Millcreek, offsetting the impact of Harmon's.



OFFICE MARKET:

There is a lack of Class A space in Millcreek, and particularly within the study area. Millcreek has limited professional business space, with residents indicating that they want more options to work within their city. Strong demand exists for additional office space in nearby markets such as Sugar House, Holladay, and Cottonwood Heights. There is a need for additional medical office space, including uses that are not locationally dependent upon St. Mark's Hospital (i.e., chiropractors, dental, orthodontics).

The presence of daytime population (i.e., offices) has become a major consideration for retailers. An active office market will result in a feasible city center development.

Building heights are feasible at near five stories in the subject area, with likely parking to be provided at 4.5 stalls per thousand square feet. However this requirement may be reduced by considering shared parking structures and analyzing the

enhanced walkability in the City Center, reducing the need for parking spaces.

Covered parking is feasible for mid-rise office, at key sites in the subject area. Parking needs are increasing for office tenants, as employee square foot needs are declining.

Tenants looking in the market are being priced out of Sugar House and the I-15 corridor. These tenants are looking for rental rates that equate to Class B space in secondary markets. The subject study area will be considered a largely Class B location, initially, but can support some Class A construction types for specific uses. A significant amount of sublease space will be entering the market in the next 18 months, creating some weakness for the Class B market.

Floor plates in the study area should be flexible, allowing for users from 2,000 to 10,000 square feet, and larger users are currently unlikely.



RESIDENTIAL MARKET:

There is a healthy residential market in the region, with developer interest noted to be strong around the study area. Returns for housing product continue to outpace most other real estate returns, resulting in strong interest from developers. A record number of housing permits were issued in the first two quarters of 2018 and are anticipated to be equivalent with the planned, incoming population growth. Multifamily housing permits are now outpacing single-family housing permits for Utah.

Renters in the area are looking for increased amenities in comparison to the renter profile of five years ago. Millcreek's residential vacancy rate is near 3.5% at the time of this plan's release (March 2019).

Covered parking garages are feasible in the study area, assuming four and five-story buildings are constructed, either over a podium or as a separate structure.






INVESTMENT CONDITIONS:

The Federal Government has designated part of the City Center area as a Qualified Opportunity Zone. Opportunity Zones provide tax benefits for investments in designated areas. That factor, in combination with the City’s steps to establish a community reinvestment area in the study area, create development incentives that are unique to this area.

As a result, the region is seeing record low for capitalization rates for nearly all product types. Capitalization rates (CAP rates) are the rate of return expected on an investment and are based on the net income a property is expected to generate. These rates are at historic lows for office and residential product along the Wasatch Front.

INVESTMENT CONDITIONS - UTAH		
	2017	2018 Projections
Total Sales Volume	\$2.6 Billion	\$2.7 Billion
Total SF (Commercial)	11.0 Million	11.0 Million
Total Units (Multifamily)	5,800 Units	6,000 Units
Average Capitalization Rate	6.35%	6.25%



Opportunity zone areas are positioned to see significant capital inflow for real estate projects. However there is some concern about aggressive sales practices in the residential market that historically reflect “heated” markets or markets that have experienced prolonged periods of growth.

Investment interest in Utah from out-of-state investors increased significantly in 2017 and early 2018 and is expected to continue.

E. UTILITIES

All developments create an impact on the existing wet infrastructure (Water, Sewer, and Storm Drain). As part of the developments proposed with the creation of the Millcreek City Center, the infrastructure will need to be upgraded. Each utility provider requires developers to pay impact fees to assist in upgrading of the infrastructure. The following sections detail the type of improvements required by developments likely to occur within the proposed City Center.

CULINARY WATER SYSTEMS

One of the major factors in the sizing of the water lines is the ability to fight fires. The Fire Code establishes the required flow necessary to fight fires based upon building size, type, and construction. It also allows for the Fire Marshal to reduce the fire flow requirements if fire sprinklers are installed in the buildings. Standard fire flow requirements for commercial (retail, apartments, etc) is between 3,000 and 4,000 gallons per minute (with Sprinkler Reduction). In order to provide this kind of flow the water lines will need to be upgraded to a 12-inch or 16-inch line depending on the system water pressures. Further investigation will be required at the time of each proposed development to determine the required pipe size to provide fire flow and culinary water service. If total replacement of the system is desired by the City in one single project rather than a series of smaller interventions, a special services district could be formed to resolve the need in a more organized and uniform fashion.

SANITARY SEWER

Sewer system sizing is based upon the type of use within the developments. Eight-inch sewer lines are typically able to serve approximately 250 equivalent residential units. The existing sewer lines are no larger than eight inches in diameter. Further analysis is needed at the time each structure is proposed. It is likely that the sewer lines will need to be up-sized to handle future flows. Coordination with the sewer provider will be required to finalize the pipe sizes needed for developments in the Millcreek City Center.

STORMWATER

With new developments there is typically an increase in stormwater generation. The location of this development does not have the infrastructure in place to handle stormwater flows. Typical requirements placed on development limit the release of stormwater flows to 0.2 cfs/acre. The developments are required to detain the remaining flows on site. Stormwater detention can be achieved by either surface or subsurface basins with an orifice plate at the discharge. Subsurface detention can be achieved by gravel packs or with underground stormwater collection galleries, such as StormTech or RainGuard systems. These products have greater storage volume than a gravel pack with similar dimensions but are typically a costlier item.

Low Impact Development (LID) is a leading stormwater management strategy that seeks to mitigate the impacts of runoff and stormwater pollution as close to its source as possible. Urban runoff discharged from municipal storm drain systems is one of the principal causes of water quality impacts in most urban areas. It can contain pollutants such as trash and debris, bacteria and viruses, oil and grease, sediments, nutrients, metals, and toxic chemicals that can negatively affect the ocean, rivers, plant and animal life, and public health.

LID comprises a set of site design approaches and best management practices (or BMPs) that are designed to address runoff and pollution at the source. These LID practices can effectively remove nutrients, bacteria, and metals while reducing the volume and intensity of stormwater flows. As new development/redevelopment occurs in the study area Millcreek City is encouraged to implement best management practices in stormwater management.

IRRIGATION WATER

Irrigation water is present throughout the project area. Millcreek City should investigate the possibilities of accessing this water for appropriate uses such as landscape irrigation within the City Center.

IMPACT FEES

Service providers charge impacts fees to developments in order to provide adequate service. These fees are used to upgrade infrastructure such as sewers, roads, and utility lines. However, there are limitations to how and when funds are used. Impact fees are required to be used on capital projects in the area of the new development that are identified by the services provider. For the Millcreek City Center to take advantage of these fees, they will need to coordinate with service providers in the early phases of development. Millcreek also recently enacted a Parks Impact Fee which can be used for capital improvements.

A list of utility providers was generated with Blue Stakes during the review of services on site. Table 1 shows the recorded providers and whether or not service is provided in the area.

The attached exhibits show the existing locations and size of the utilities as provided by the service agencies listed in Table 1. Of particular note is the presence of three potential companies to provide fiber network service, however at the time of the creation of this plan, none currently provide service within the project area. Millcreek City should engage the potential providers and determine a plan of action for providing fiber service in the City Center in the near future.

Table 1: Utility Service providers around the proposed Millcreek City Center.

Provider Name	Utility	Service in the Area (Yes/No)
American Telephone & Telegraph (AT&T)	Communication /Fiber	No
Comcast	Cable TV / Fiber	Yes
Century Link	Communication & Fiber	N/A
First Digital Telecom	Phone	Yes
Google Fiber	Fiber	N/A
MCI/Verizon Business	Fiber	N/A
Mt Olympus Improvement District	Sewer	Yes
Dominion Energy	Natural Gas	Yes
Rocky Mountain Power	Power	Yes
Salt Lake City Corporation	Roads	N/A
Salt Lake County Operations Division	Traffic Signals	N/A
Salt Lake City Public Utilities	Water/Sewer/ Storm Drain	Yes
UDOT Region II	Fiber Optics / Traffic Signal	Yes
Salt Lake County Utilities	Sewer/ Storm Drain	Yes



Figure 1 - GAS EXHIBIT

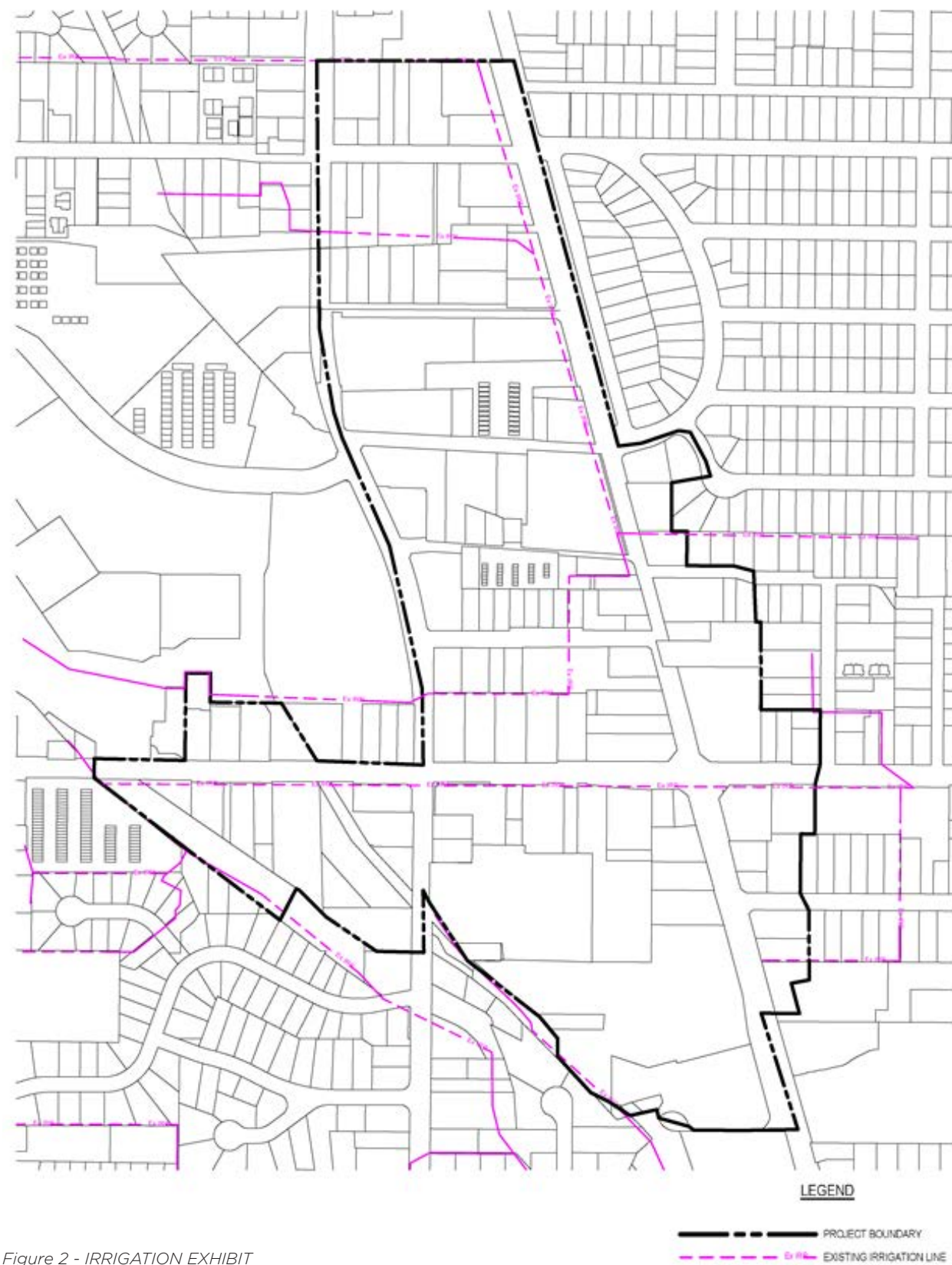


Figure 2 - IRRIGATION EXHIBIT

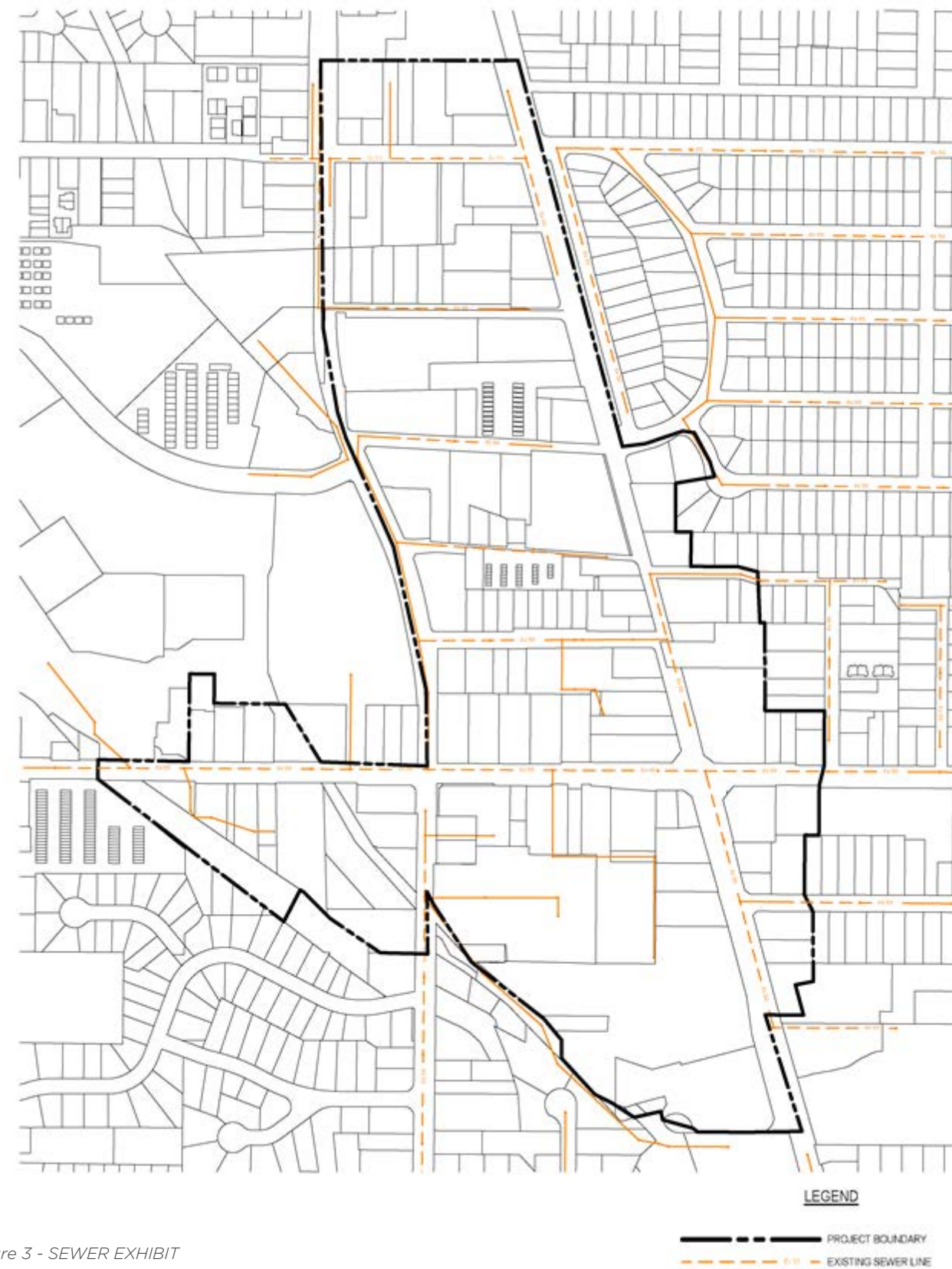


Figure 3 - SEWER EXHIBIT

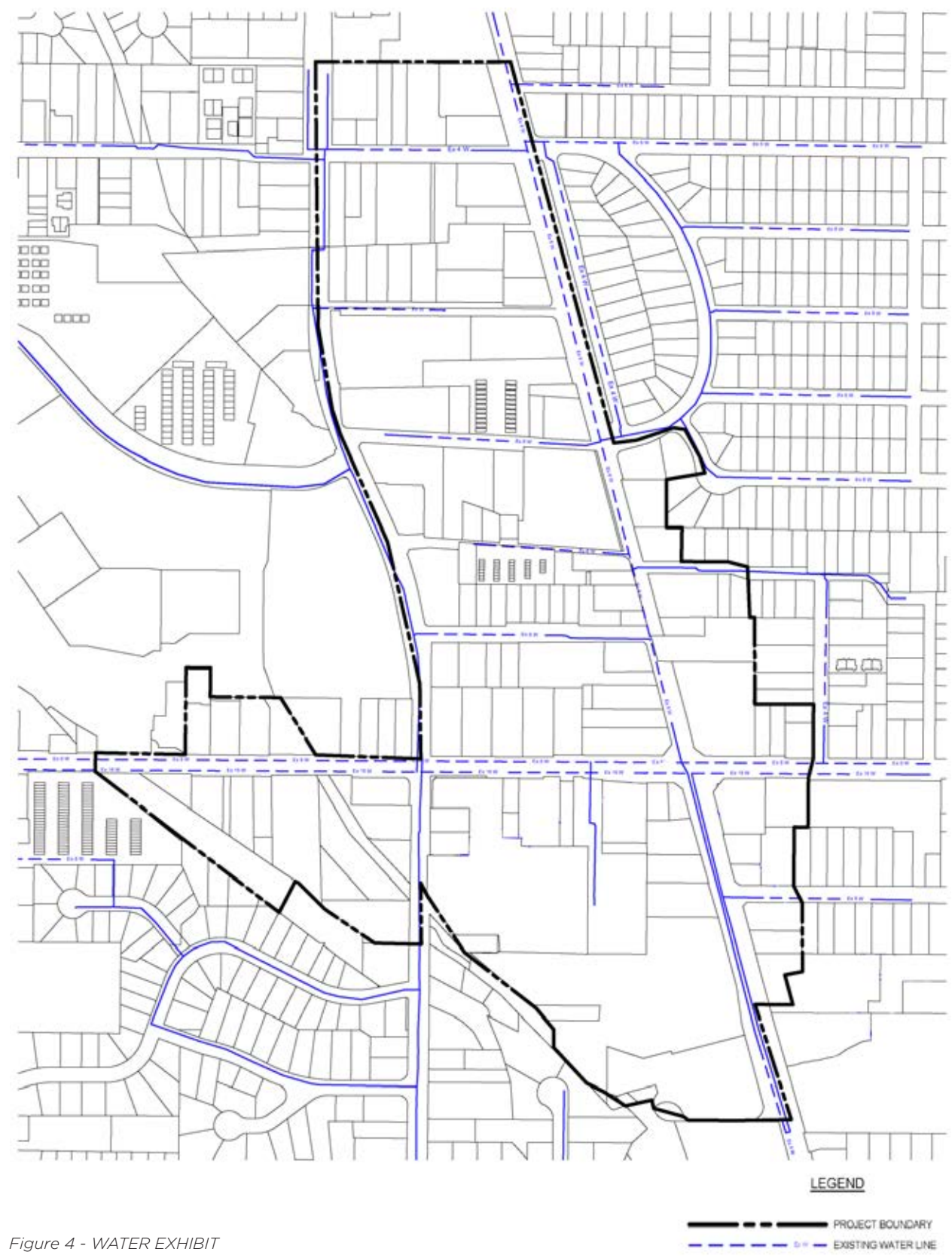


Figure 4 - WATER EXHIBIT

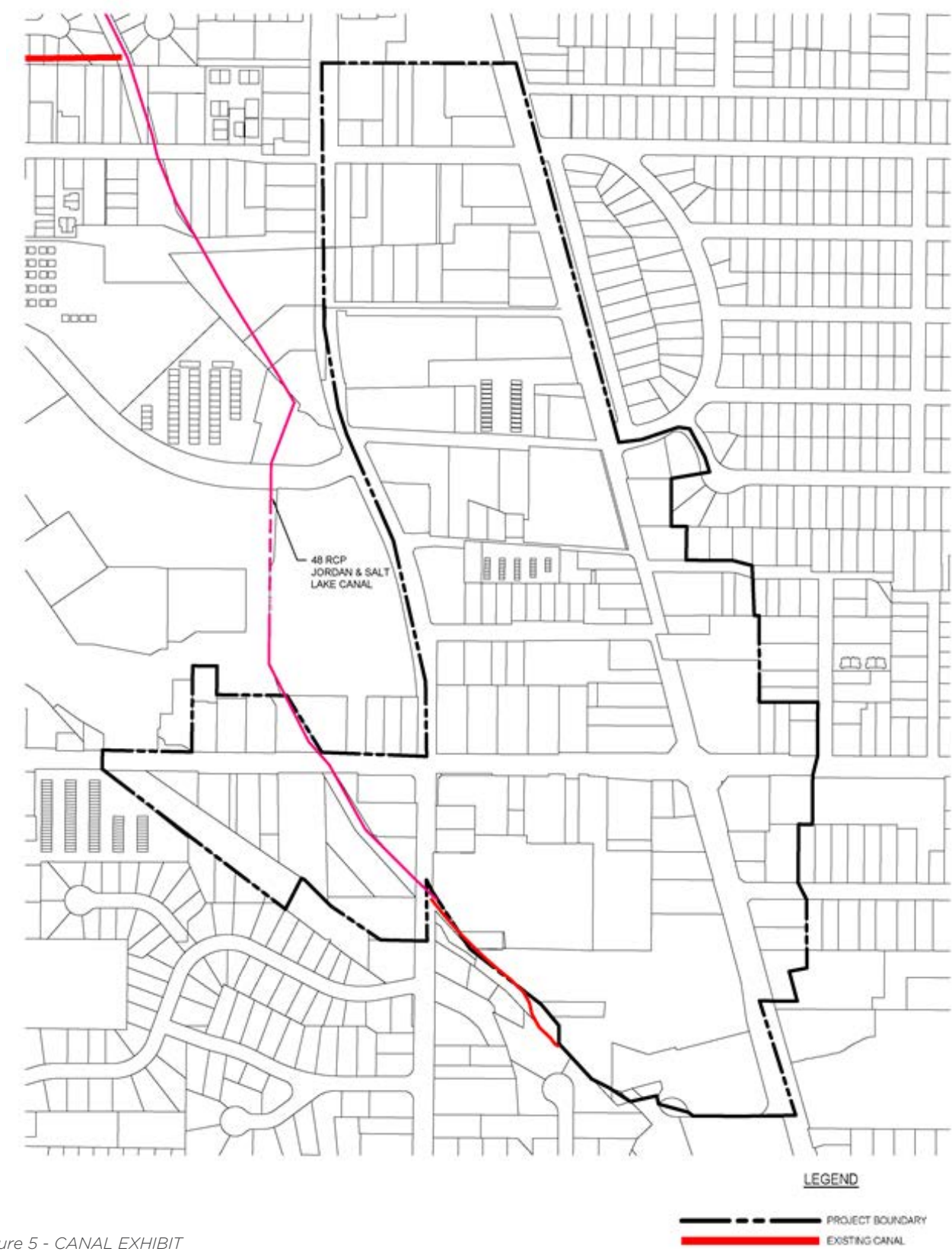


Figure 5 - CANAL EXHIBIT

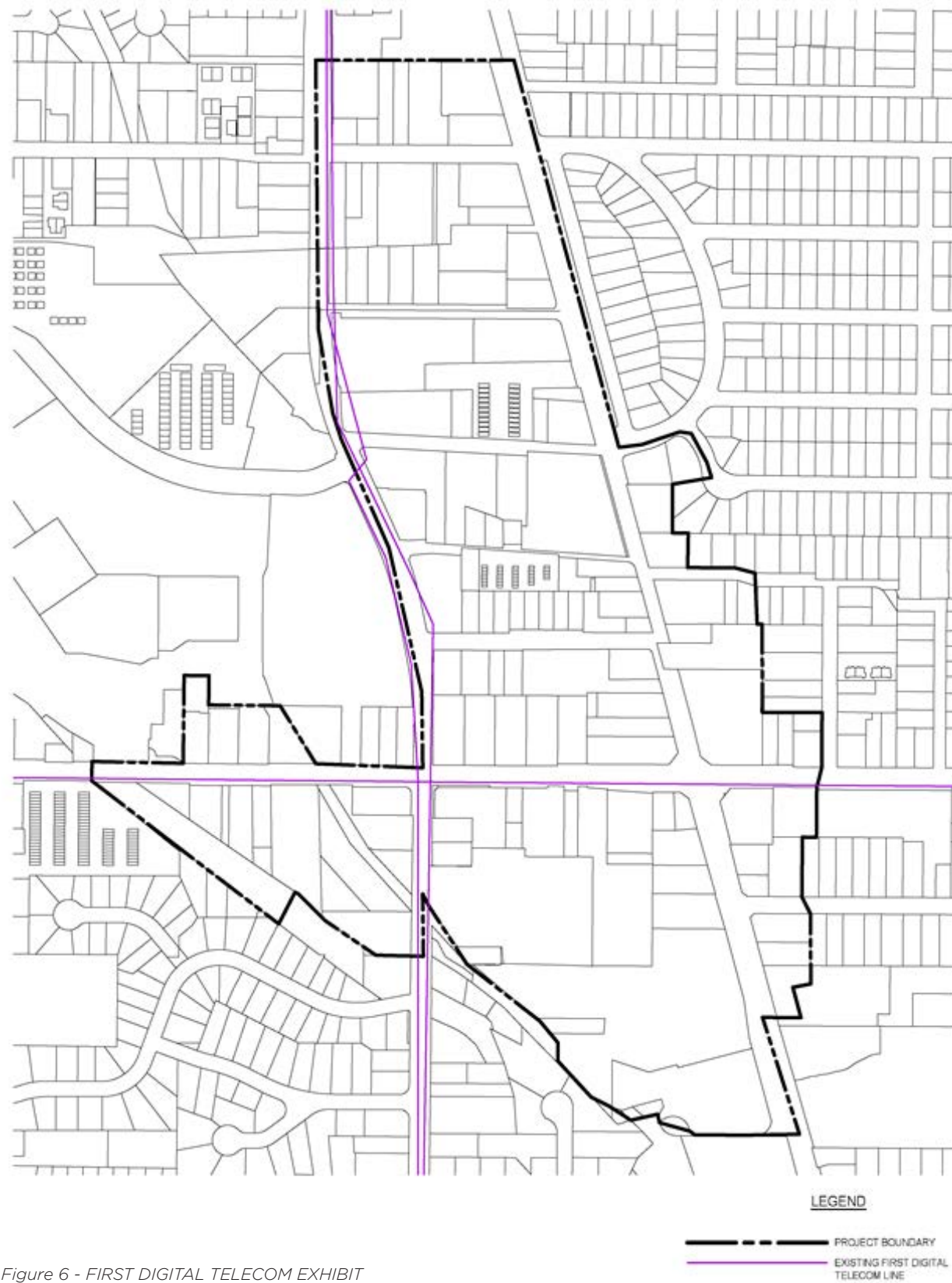


Figure 6 - FIRST DIGITAL TELECOM EXHIBIT

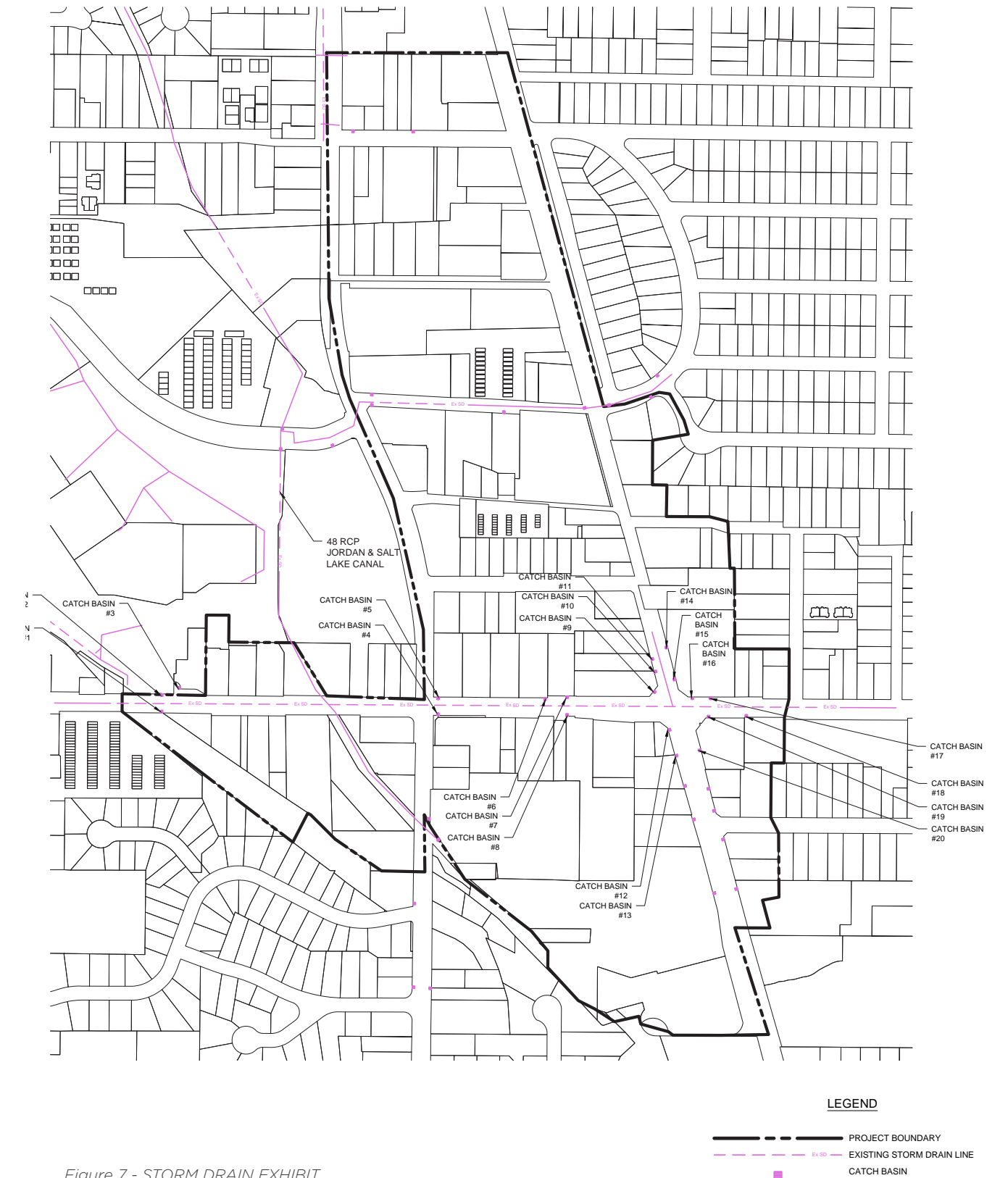


Figure 7 - STORM DRAIN EXHIBIT

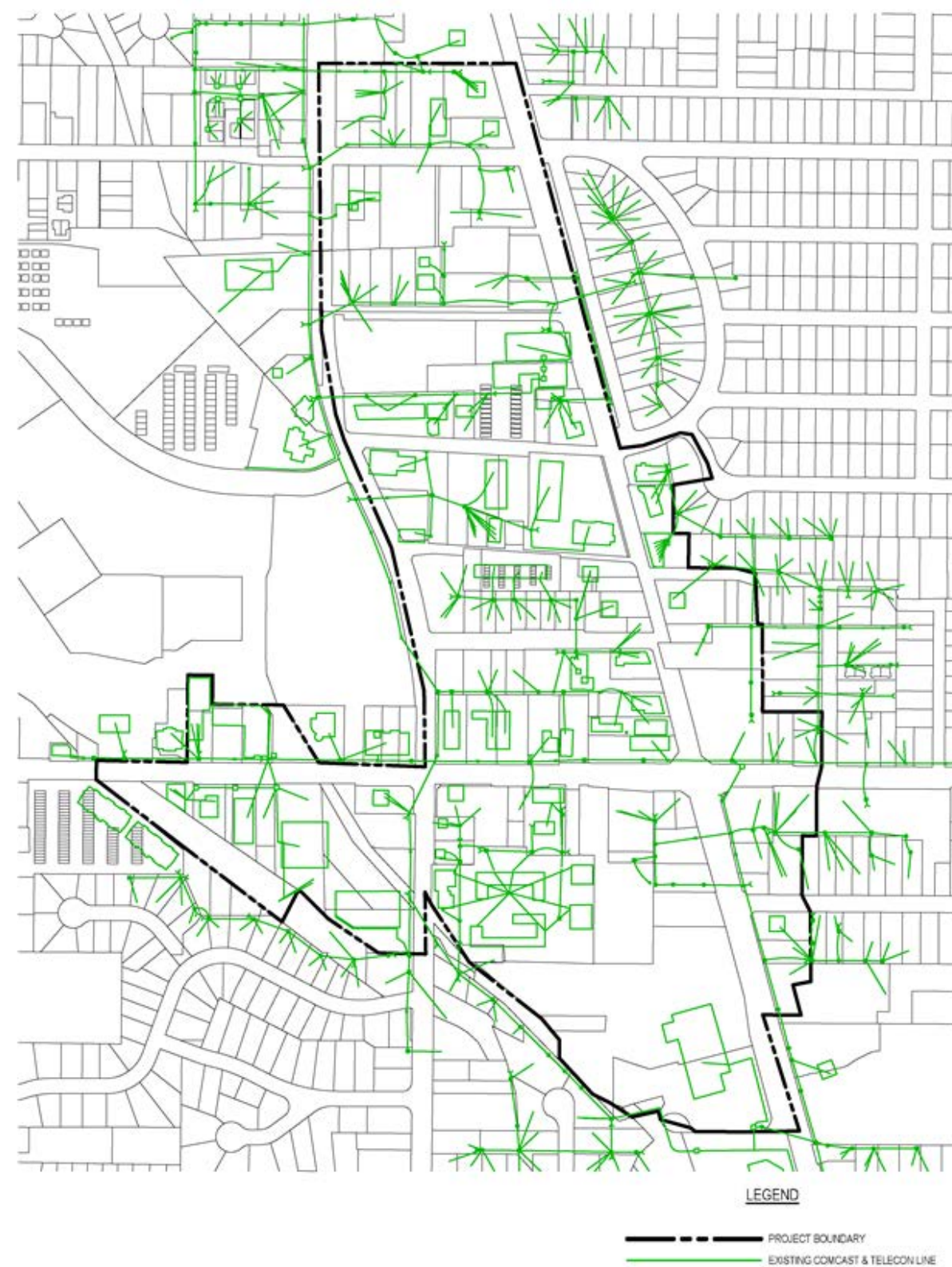


Figure 8- COMCAST & TELECOM EXHIBIT

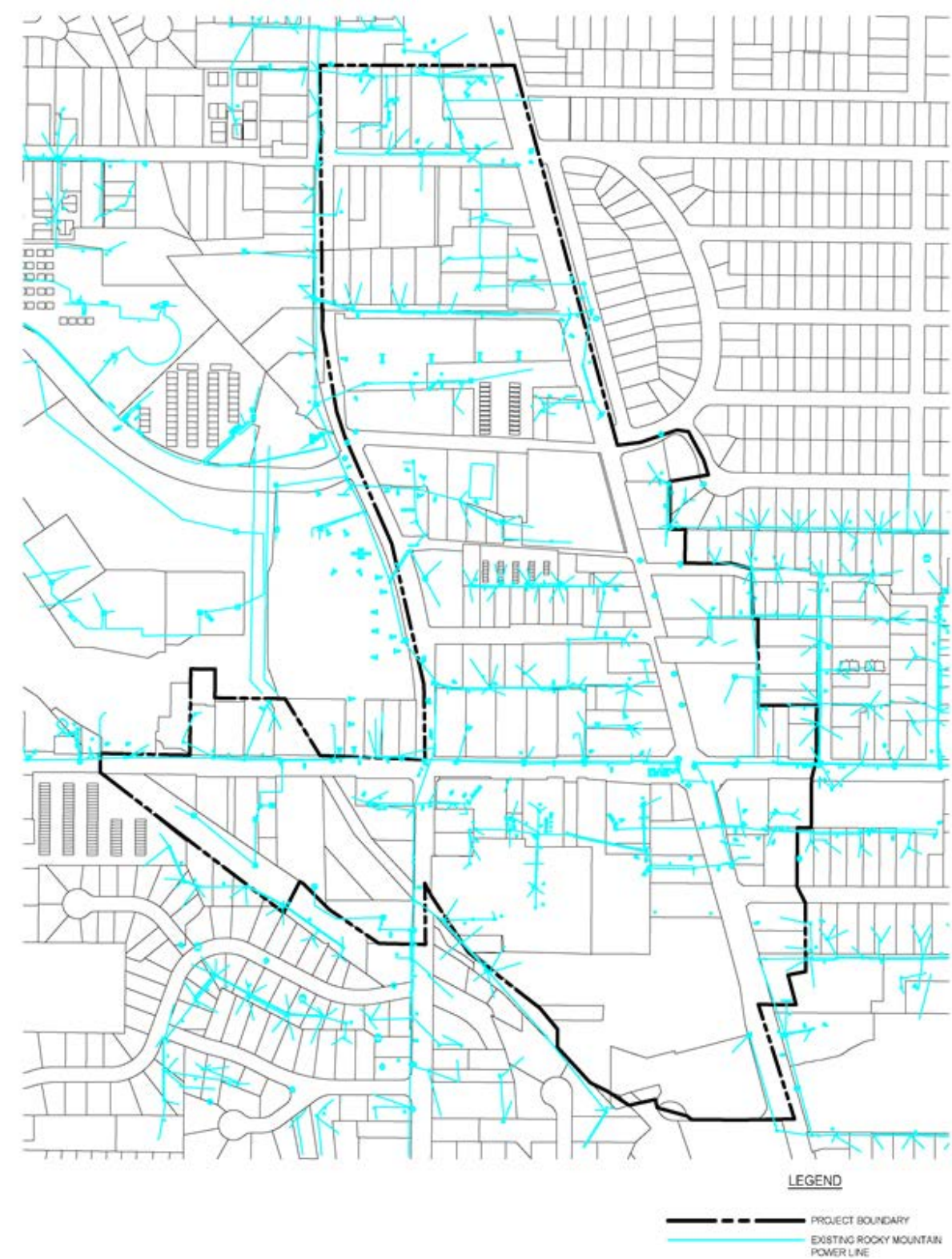


Figure 9- ROCKY MOUNTAIN POWER EXHIBIT

CITY CENTER PLAN 03



A. PLAN INSPIRATION

*Mill Creek Canyon***CONNECTED BY NATURE**

Nestled at the entrance of Mill Creek Canyon, the City of Millcreek is well connected to this natural amenity. Hikers, runners, cyclists, campers, dog-walkers, cross-country skiers, and others enjoy this easy to access respite from the urban and commercial environment of Salt Lake County. It is within this setting and context that the City formed its vision and this plan for Millcreek's City Center.

The Canyon is a haven for open space and pedestrian trails, yet the current City Center's offerings have little if any resonance with its namesake. For that reason and the fact that citizens want more thoughtful integration and representation of these characteristics in their everyday life, this plan draws heavily upon these themes.

The City Center Plan calls for more abundant and accessible open public space within Millcreek's urbanized areas.

UNIQUE SENSE OF PLACE

No other community along the Wasatch Front is quite like Millcreek. No other city has such proximity to first-class mountainous recreation opportunities alongside access to a full range of urban amenities and land uses. People living and working in Millcreek can easily take a hike or a ride through the canyon before or after work and still have time to spare. As they drive along 3300 South or Highland Drive, they can shop for essential needs or meet friends for a meal.

However, there is a sharp divide between these activities because there is no visual continuity tying these parts of the City together. The City Center Plan aims to bridge that gap. It seeks to harmonize the best of both worlds, through an integrated design that runs through the City Center. The Plan serves to unify the heart of the City with the surrounding residential, commercial and mixed use neighborhoods, through inspiration drawn from the canyon and its natural setting.

*Millcreek City Center Plan potential full build out rendered plan*

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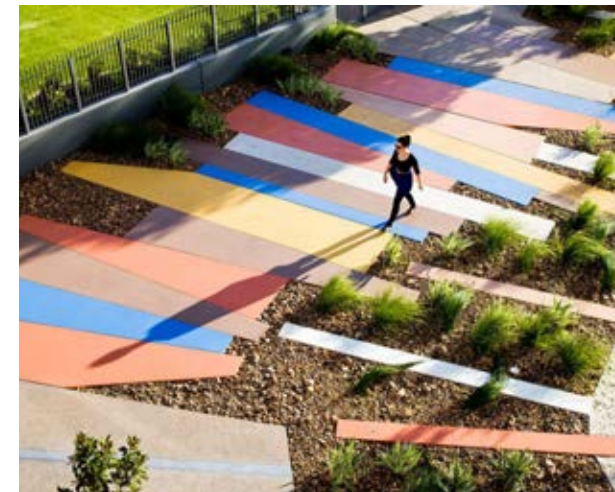
CITY CENTER GUIDING PRINCIPLES

THE CITY CENTER SHOULD EMPHASIZE WALKABILITY, AND MINIMIZE INTERNAL TRAFFIC AND PARKING DEMAND.

Walkability is core to the notion of the City Center. If people cannot walk, stroll, browse, sit, dwell, and interact with neighbors, Millcreek will have a center that is devoid of the vibrancy and sense of place residents expect. Moreover, access to the City Center from neighborhoods should be designed so that people may access the City Center on foot, bicycle or means other than by driving. Plaza-like spaces for walking and gathering are encouraged. Traffic and parking should be designed to be separate from the public space, which should amplify the Center's character as a place for community members to meet. Publicly accessible parking structures should be constructed to minimize surface parking and maximize space for public life.

THE CITY CENTER SHOULD INCLUDE MUNICIPAL PROPERTY OWNED BY THE CITY AND DESIGNATED FOR PUBLIC USE.

The City Center should serve civic purposes and should include property owned by the City to be used for their goals, referenced in the Introduction section of this plan. This will lead to the development of a signature public space. Building in the City Center is a premier opportunity for any developer seeking to showcase a high-profile project. Therefore, it is appropriate to require developers to invest in public spaces through impact fees and dedication of space for Millcreek residents and visitors to enjoy. A payment in-lieu system is being considered in this area and Mill Park features and land could be dedicated instead of private open space. Such investments might include enhanced street amenities and features in and along the periphery of Mill Park. Additional landscaping and flexible outdoor spaces that can be adapted for public events are a few examples.



THE DESIGN OF MILLCREEK'S CITY CENTER SHOULD REPRESENT THE CITY IN WAYS THAT ARE DISTINCTIVE FROM OTHER CITIES AND UNIQUE TO MILLCREEK.

Millcreek should stand out distinctively with a City Center that honors our history and celebrates our character. Gatherings and conversations should be encouraged. Culture and arts should be facilitated. Design for civic functions should be non-commercial and distinct from the surrounding commercial and residential properties. Signage, site amenities, and architecture should be restrained, low-light, and traditional but artful. Water and trees should be used to highlight these places, a direct expression of the character of the City. Spaces, walkways and seating should integrate indoor with outdoor environments.

THE CITY CENTER SHOULD EMPHASIZE CULTURE, ART, IDEAS AND INTERACTION BETWEEN CITIZENS

Millcreek needs to emphasize its support for all arts and the City Center can and should showcase that. The population of Millcreek is sophisticated, with schools that have aggressively taught arts for many years. The range of arts should be broad, covering the visual, musical, performance and literary arts, as well as newer forms. An emphasis on shopping as a city culture can be decadent. Millcreek's City Center can stand out from the majority of the homogenized and consumer-centric commercial centers in Utah. The Center should have an equal focus on bringing Millcreek citizens together to do things other than shopping. Activities like concerts, art exhibits, and community fairs should be programmed. Cultivating these types of interactions with residents through events and happenings like outdoor sculpture gardens and art installation exhibits will help create a more interconnected, cohesive community.



City Center Plan



View from 3300 South facing north



Wintertime view of Mill Park



Grandeur Boulder



Mill Park streetscape



View from 1300 East looking southeast



Food Truck plaza

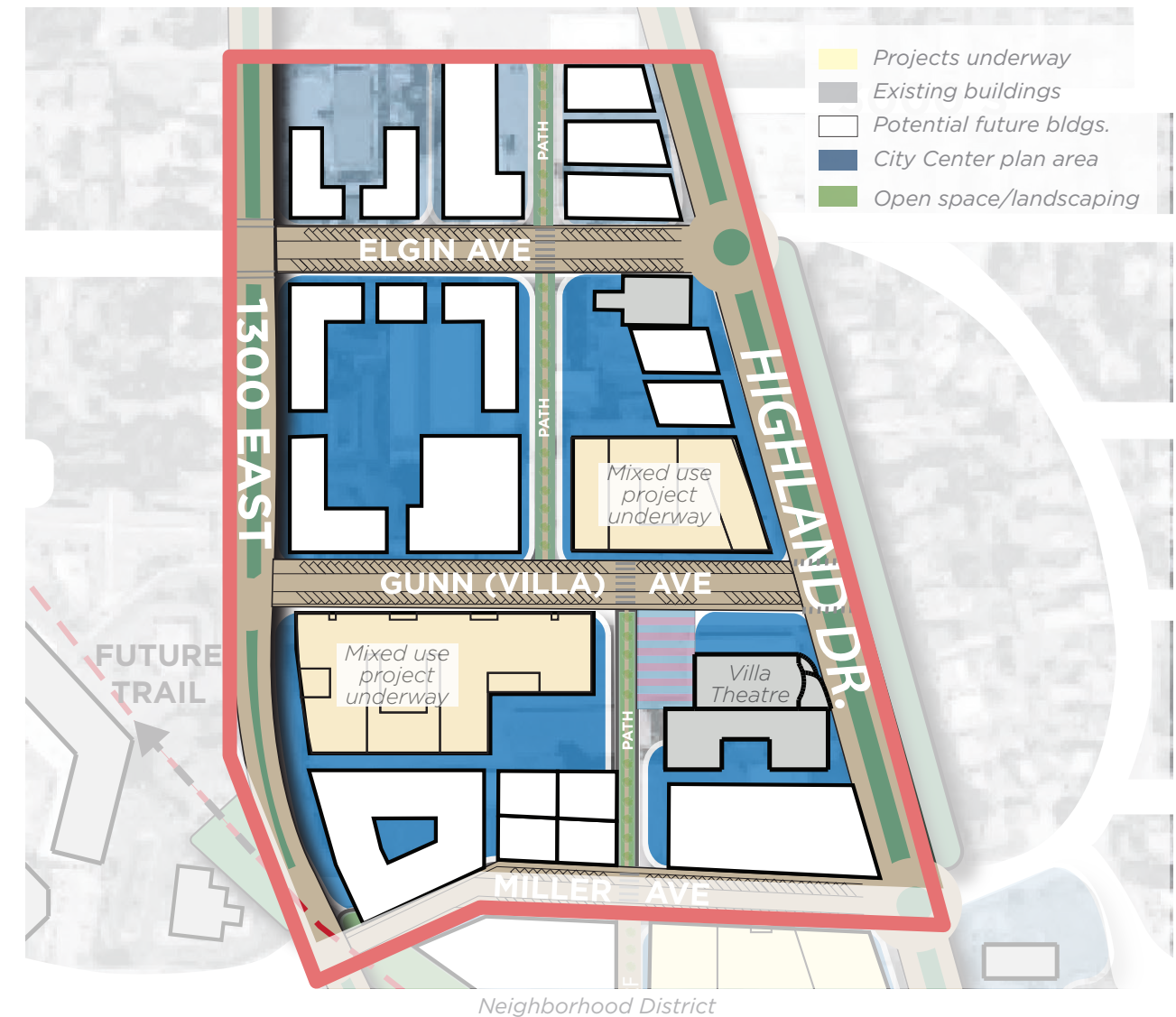


NEIGHBORHOOD DISTRICT

The “Neighborhood District” should relate to the overall character of the surrounding residential areas. It should be transitional in nature, stepping up the density of single-family homes to multifamily units and serve as a walkable north-south gateway to more development-intensive parts of the City Center.

Building heights and footprints should respect the neighborhood feeling and preserve view corridors and avoid creating nuisances for existing residents.

Buildings should be designed so that edges step down to the street to create a comfortable feeling of enclosure. Large, massive buildings should be avoided or broken up into smaller sizes that fit in with the scale of adjacent homes. Row-style or low-rise stacked flats are good options that allow for a gradual step up in density from the nearby single-family homes. This building form will likely be a more agreeable development style in the area and can help create more “missing middle” housing stock, or housing types that are more affordable than single-family homes, clustered together, and compatible in scale with existing residential neighborhoods.

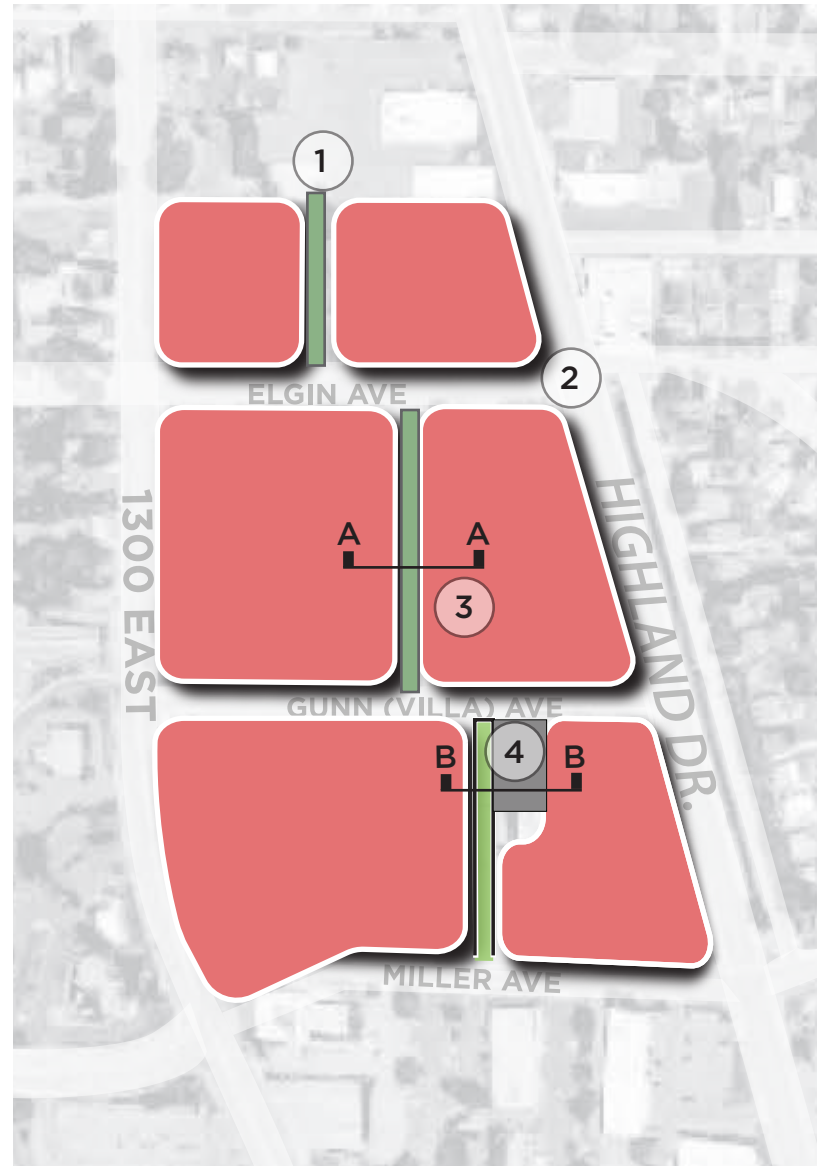


Neighborhood District

The District is well-served by transportation corridors along 1300 East and Highland Drive. However, pedestrian passages or laneways between developments can be added to increase connectivity and increase the likelihood of neighbors taking walks through the area. They can link activity on Elgin Ave, Gunn Ave (to possibly be renamed Villa Ave), and Miller Ave. These smaller pedestrian blocks are more inviting and safe to those traveling on foot or bike and the mid-block passages can provide a high-comfort route for bicyclists traveling north-south in the City Center and prefer a slower, calmer facility without adjacent vehicles. Strategically placed commercial and retail uses on corners with plazas, and transparent facades can help create lively uses that

pull people out onto the street. Unused parking lots can be the home for small outdoor gatherings, small impromptu parks, and block parties with space for food trucks and outdoor, projected film screenings. The existing Lilac bushes along Highland Drive will be updated with enhanced landscaping as a neighborhood park space that reinforces community identity.

The overall goal of the Neighborhood District is to function as a transition space from the purely residential zones to the east and west, to Millcreek Center, the central part of the Plan area. It will assist in drawing area residents is area should draw people into the true City Center.



Pedestrian only alleys or laneways will help create smaller blocks and a greater chance that people will want to walk.



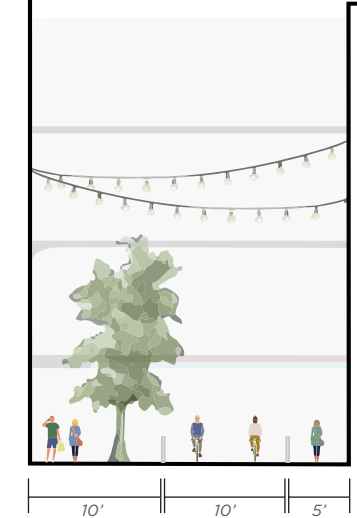
Active land uses such as cafes at corners can brighten a quaint neighborhood and draw people into the public realm.



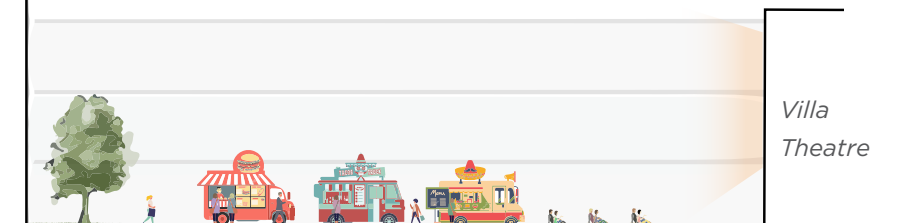
Canopies of string lights create warm ambiance and provide a lively atmosphere, as well as a feeling of safety in low light conditions.



A parking lot turned plaza can become a hip outdoor eating hub for people to enjoy food trucks and socialize.



Section A-A
"Laneway" Concept



Section B-B
Activated Public Gathering Space



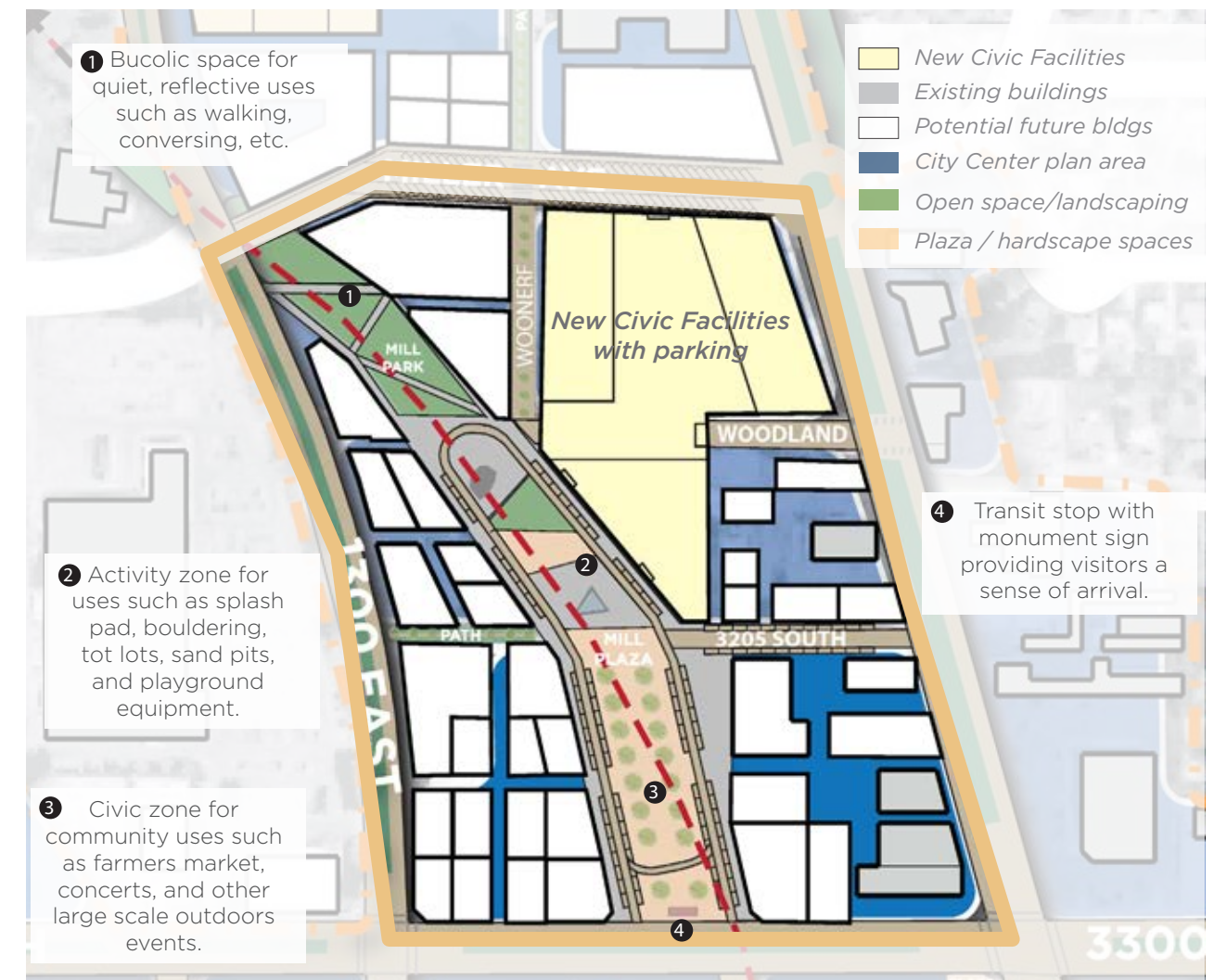
MILLCREEK CENTER

"Millcreek Center" is the project area's focal point. It links the Neighborhood District, the City Marketplace, and the Brickyard commercial area. Beyond connecting these areas, Millcreek Center is designed to be a space where inhabitants can engage with the City and one another.

This area will have the greatest mass, the highest level of development intensity, and sidewalks wide enough to accommodate patio dining and significant pedestrian traffic. Most importantly,

it will be the home of the City's Civic Facilities with parking. It will be the part of town where people can go every weekend because they know something is going on. Land uses in this area should be flexible and adaptable, with an emphasis on non-residential activity occurring on the ground floors of buildings, particularly those along Mill Park. Intensity of development is indicated by the darker, more saturated blue color. Taller buildings and higher density land uses will be encouraged.

In comparison to the Neighborhood District, this part of the City Center is more readily accessible to pedestrians and cyclists. Vehicles will be

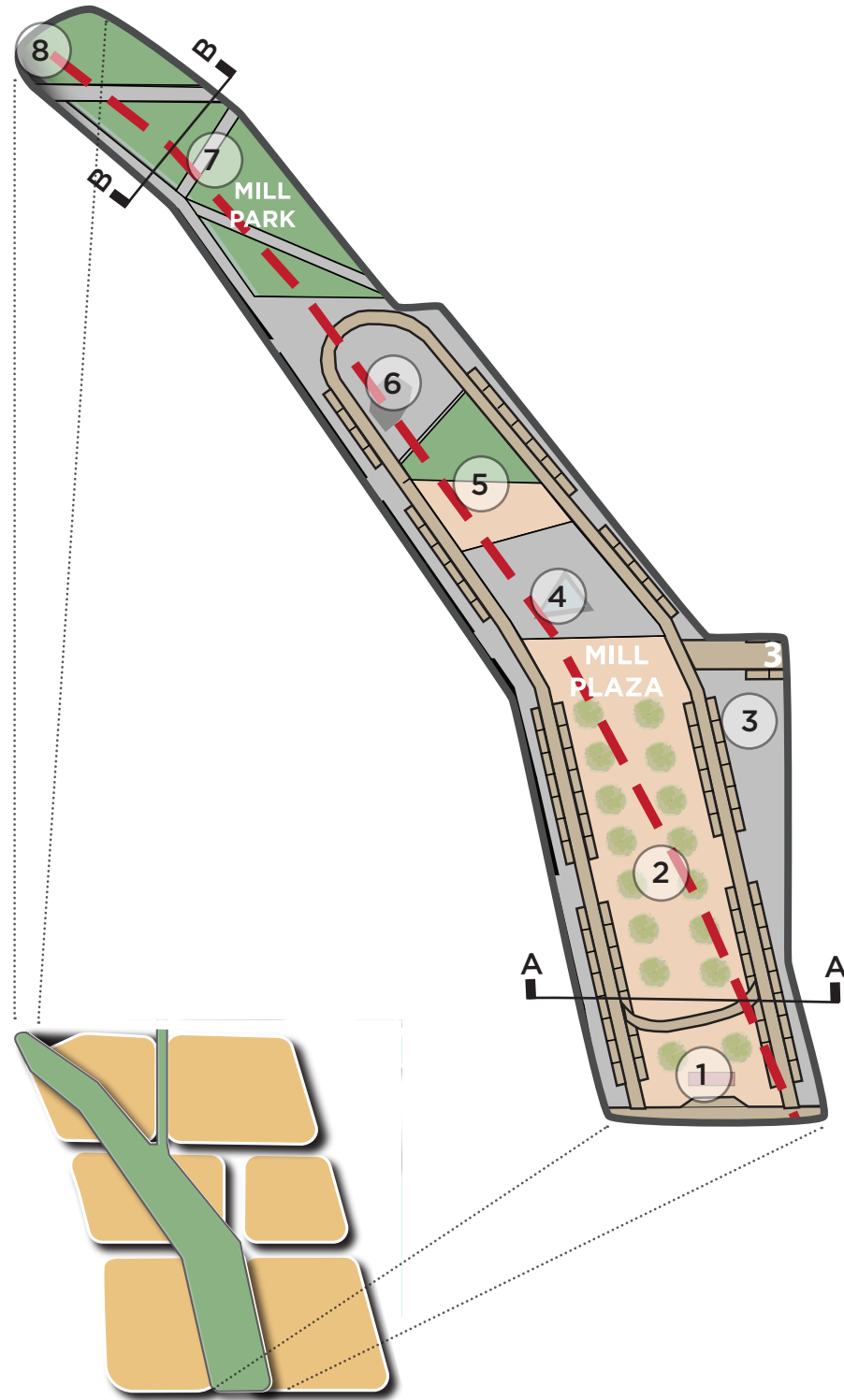


Millcreek Center

intentionally discouraged from cutting through this area easily or quickly. Pedestrians and cyclists tend to feel the most welcome and safe when automobile traffic is slow and controlled. For that reason, adding a "woonerf" - a street built to comfortably accommodate all modes of transportation through shared spaces - low speed limits, and traffic calming measures, is encouraged. A one-way couplet street will allow vehicles to access the area at a slow speed. There will be a turnaround on the south-side so vehicles can circulate without driving back onto 3300 South. To assist with parking demand management, two hour on-street parking will be available in addition to a paid "wrapped" parking garage (the garage

is obscured by other uses on the perimeter of the structure such as residential or commercial). A transit stop for transitioning from buses to walking, biking or rideshare should be located on 3300 South near the large Mill Wheel landmark.

The crown jewel of the Millcreek Center is Mill Park: the large swath of open space running north to south through the development. The linear park space will have a distinct look and feel, and will become a regional destination for events. The edges of the Park will be inviting and well landscaped with trees to buffer noise from car traffic on 3300 South.



A welcoming and distinctive gateway and transit stop with public art will greet residents and visitors to the Center.



Mill Plaza will enhance the public realm with amenities to comfortably support outdoor markets and events.



Shared outdoor restaurant or food hall seating can be placed in the periphery to invite eaters to sit and stay.



Shaded seating areas will be provided throughout to allow people to stop and take in all the sights and sounds.



A splash pad can provide cooling relief in the summer, and transition to be serve as an ice rink in the winter.



A modern playscape inspired by the rocky mountain terrain will be accessible and fun to all ages.



Parks in Millcreek Center act as a backyard with abundant vegetation and calming restorative spaces.



A monument sign, accented crosswalks and vegetation welcome visitors to the north entrance of Mill Park.



Section A-A
Mill Plaza Concept



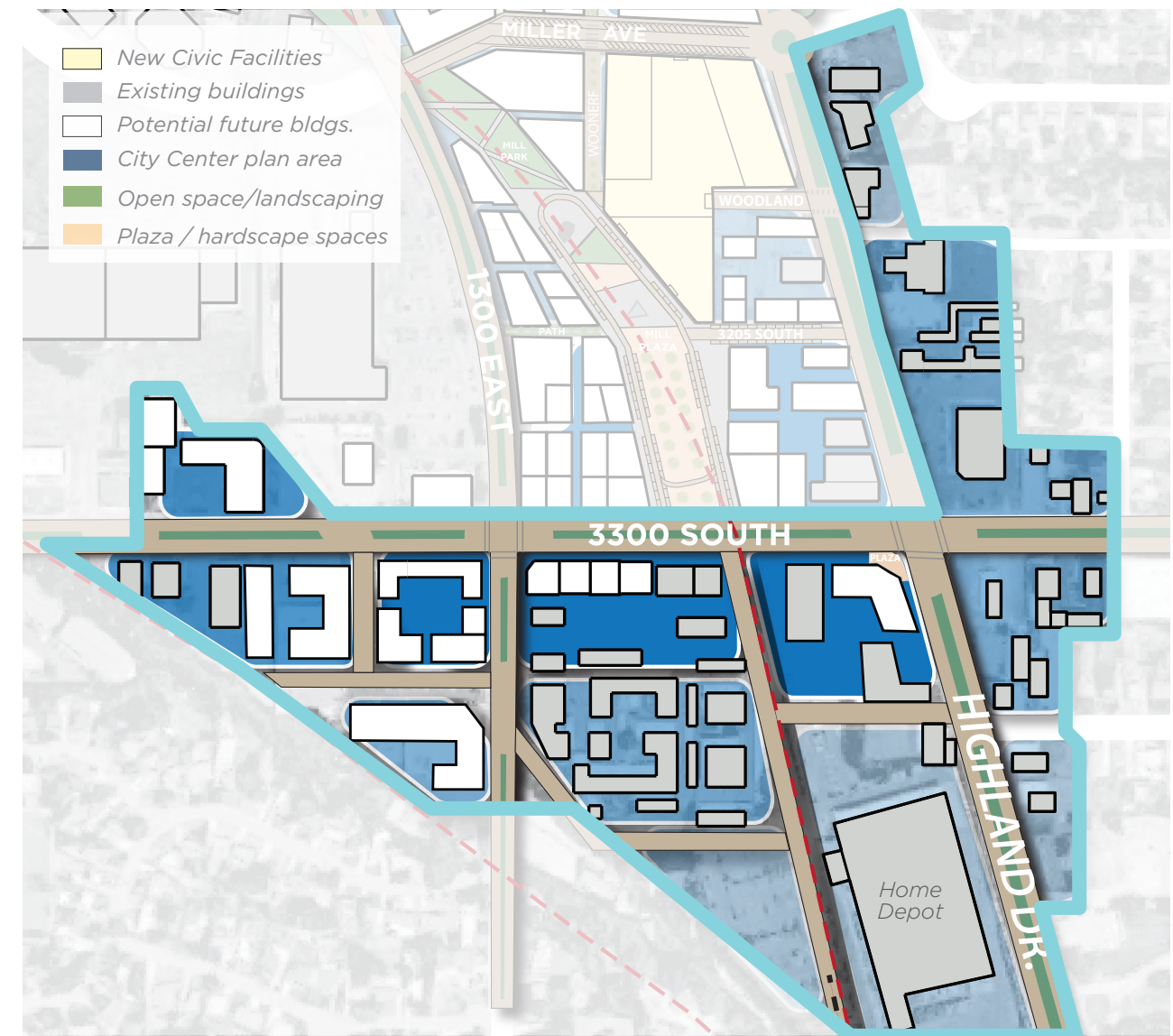
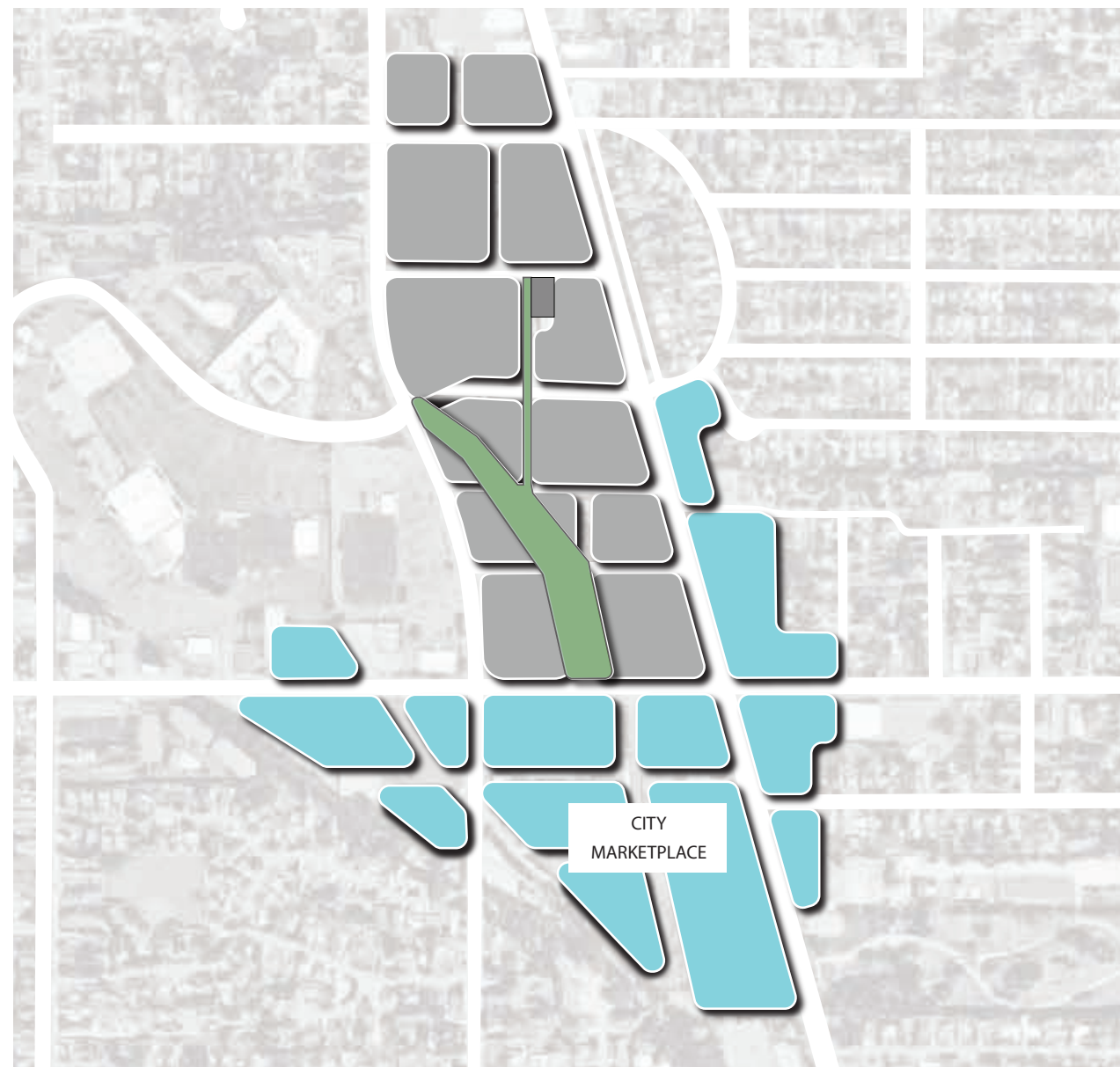
Section B-B
Mill Park Concept



CITY MARKETPLACE

The “City Marketplace” is located at the south end of the City Center District, and is meant to serve as an active zone where residents achieve their essential shopping needs along a major community thoroughfare. A monument sign at the key intersection of 3300 South and Highland Drive can welcome residents and visitors to the City and help build a sense of arrival.

Given its accessibility by three large automobile thoroughfares, this area of the plan is where larger commercial land uses are to be expected. Retail currently dominates both sides of the street, however redevelopment of this area could improve its urban design. For example, large strip malls with parking lots that front the street can be replaced by buildings with smaller footprints, decreased setbacks, and parking hidden behind or to the side of buildings. Windows should be oriented to take advantage of view corridors.



City Marketplace

Furthermore, a diversity of commercial uses should be encouraged including both large and small businesses. Infill development and an increase in connectivity of the street grid throughout this district should also be incentivized to help activate the City Center. Low to mid-rise developments would be acceptable, which are sensitive to transitioning to single-family residential neighborhoods. Such transitions should provide landscaping buffers of trees, avoid lights or sounds directed towards single-family neighborhoods, and reduce building height to appropriate scale to not overwhelm nearby neighbors.

Given the nature of roads and surrounding land uses, trip-chaining or the practice of taking multiple trips between destinations on one outing, in this area is expected. It can be improved by creating better, more intuitive linkages between buildings and businesses. Adding sidewalks can encourage people to make trips between businesses on foot safely. Additionally, creating engaging and inviting commercial frontages and corner plazas for lingering can be good for business, increase safety, and improve quality of life. The goal of this section of the City Center is to have safe and inviting public connections between commercial spaces and improve economic vitality.



PRESERVING VIEW CORRIDORS

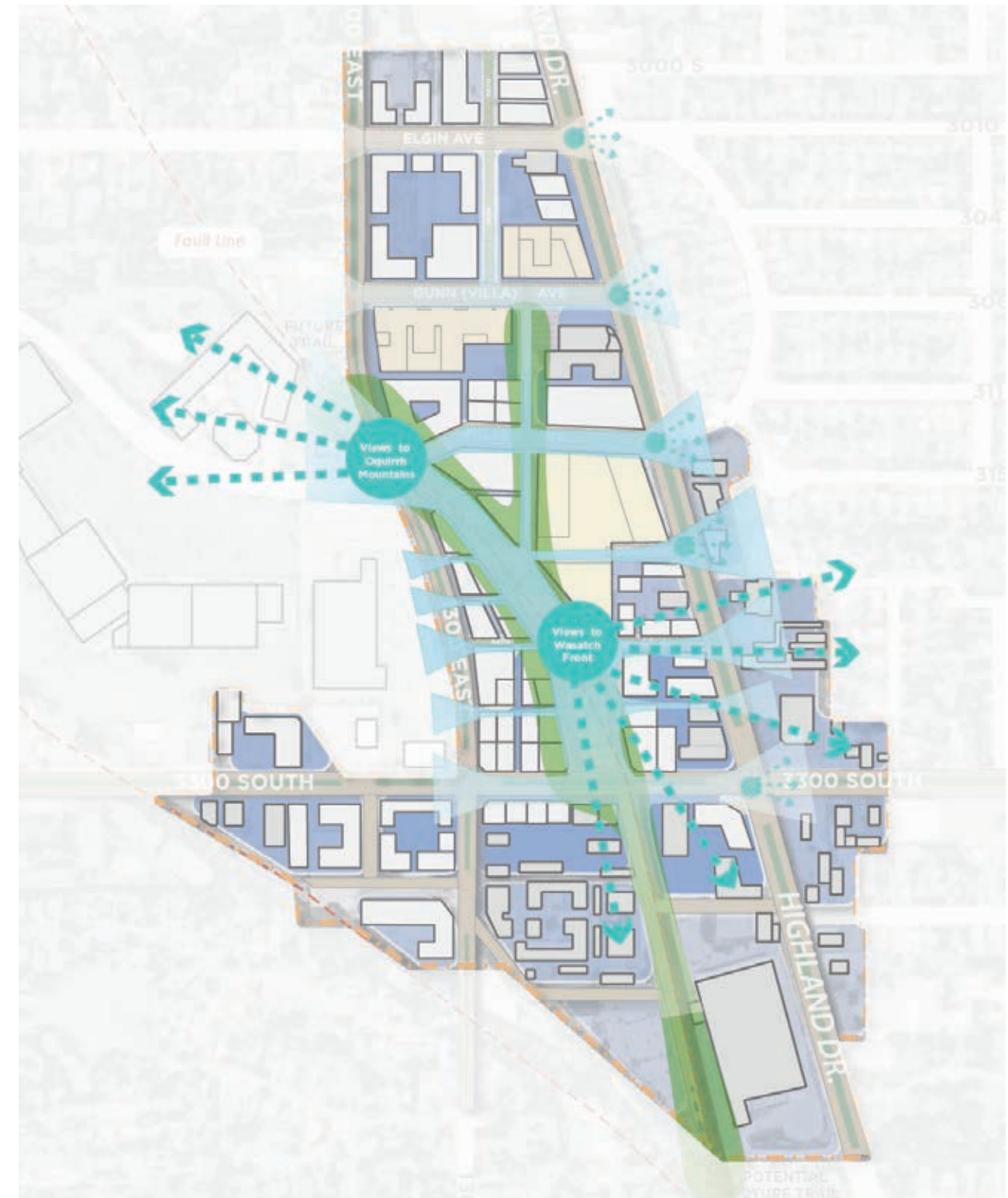
With its proximity to the Wasatch Mountains, Millcreek has an abundance of views to this natural landscape. As the City Center becomes developed, the City should look to preserve and create memorable view corridors to the mountains. As the theme of the City is “connected by nature,” it must honor this visual link. Urban design elements will enhance the streetscape and bring added vegetation and natural elements to this urbanized part of the City, and just as important, the City Center design should capitalize on remarkable views, and to every extent possible, protect the views that surrounding users enjoy. The map on the next page illustrates key areas that should remain unobstructed and where there should be increased sensitivity to building heights. Preserving these view corridors will also add to the City Center’s unique sense of place.

The natural surrounding of Millcreek is inherent to its character and identity and makes the City distinct from others in the Salt Lake Valley. The City can be strategic and intentional about creating sight lines to specific peaks or parts of the mountain range from areas of concentrated activity. Occupiable rooftops throughout the City Center, available in both public and private arrangements are highly encouraged.

At the end of each city block there is the opportunity to create sight lines or viewsheds. Building heights should be sensitive in assuring that as many east facing rooftops and windows have unobstructed or partial views to the Wasatch Range. The map at right illustrates the central part of Mill Park as a place that is intentionally oriented for excellent views of the valley in multiple directions. Taller buildings will also have increased vantage points that should be developed as rooftop gardens or decks.



View of Mount Olympus from Millcreek



Key view corridors and vantage points



B. INCORPORATION OF PUBLIC COMMENTS

The City of Millcreek made a concerted effort to create a City Center plan that reflected the views of its citizens.

The themes and ideas presented here are a direct result of numerous community engagement events, conversations, exchanges, and discussions with the public.

The voices and opinions of the people of Millcreek were solicited from the very inception of a City Center Plan idea. City staff brought citizens together twice prior to engaging a design firm to help develop and articulate their vision. These early meetings may have been the reason the idea of creating a distinct City Center progressed successfully and had so much support.

Once the design firm was contracted, community participation continued to be a central tenet of the planning process. This is illustrated by the fact that the project was kicked off with two public walking tours of the emerging centers in Sugar House and in Holladay. These events were promoted through word-of-mouth, mail, and online using social media. Both tours had a high turnout and the design team shared with participants good urban design practices and listened to understand which aspects of each community people liked best, would change, and would want incorporated in Millcreek's City Center.

There were also three open houses held in Millcreek's City Hall. This provided another opportunity for residents to express their views and opinions about future development. Attendees were able to gather around tables and work together on answering questions, responding to visual cues, and brainstorming new ideas. Prompts provoked people to think about what kinds of businesses they visited regularly, other city centers they liked, physical characteristics they were drawn to, and what development phasing could look like.

These community observations led directly back into the final designs for the City Center. Some key themes and concepts that were developed include:

- integrating natural elements that reference the canyon and unique city setting against the mountains and on the fault line
- more plazas and walkable spaces where people can enjoy art, markets, dining, pubs, and interact with one another
- supporting local business and local character
- promoting the City's distinct focus on the arts
- creating active ground floor uses
- incorporating a variety of buildings
- being sensitive to building heights
- preserving view corridors

In addition to these ideas, the public wanted to create a City Center where people would want to come and spend time, while respecting the community look and feel of Millcreek. More detail about the public involvement process can be found in the Appendix of this plan.



Sugar House walking tour with Mayor Silvestrini and Millcreek citizens



D. BUILDING FORM



City Center Plan

HEIGHT

Height is often the physical attribute of new development that most concerns existing residents. This is especially true when there are world class view corridors to pristine mountains and valleys at stake. For that reason, the height of new buildings should not interfere with these views for and should be carefully planned.



SCALE

While related to height, scale has more to do with the feeling of being in a place, especially as a pedestrian. Buildings may be large and tall, but can have a “human scale” if the ground floor isn’t too tall, uses setbacks to frame the street, and creates a comfortable space in comparison to the height of a person. Scale can also be enhanced by using varying shapes and sizes of vegetation like trees and shrubbery. Ideally, the scale throughout the City Center will change from the Neighborhood District to the Millcreek Center to the City Marketplace, but never make people in the open spaces feel overwhelmed or as if they don’t belong. The key to creating a unified feeling between the variety of scales in the area is to effectively break down building scale through clustering of buildings and spaces.

MASS

Mass refers to the volume of buildings. Similar to height, buildings may have a large mass, but can use strategies that obscure their true size. Deliberately articulating a ground floor facade’s dimensions will be key in achieving the right-sized building. Amending the current code will help make use of thoughtfully placed windows, visible stories, cornices, and entry features to achieve this goal.

WIDTH

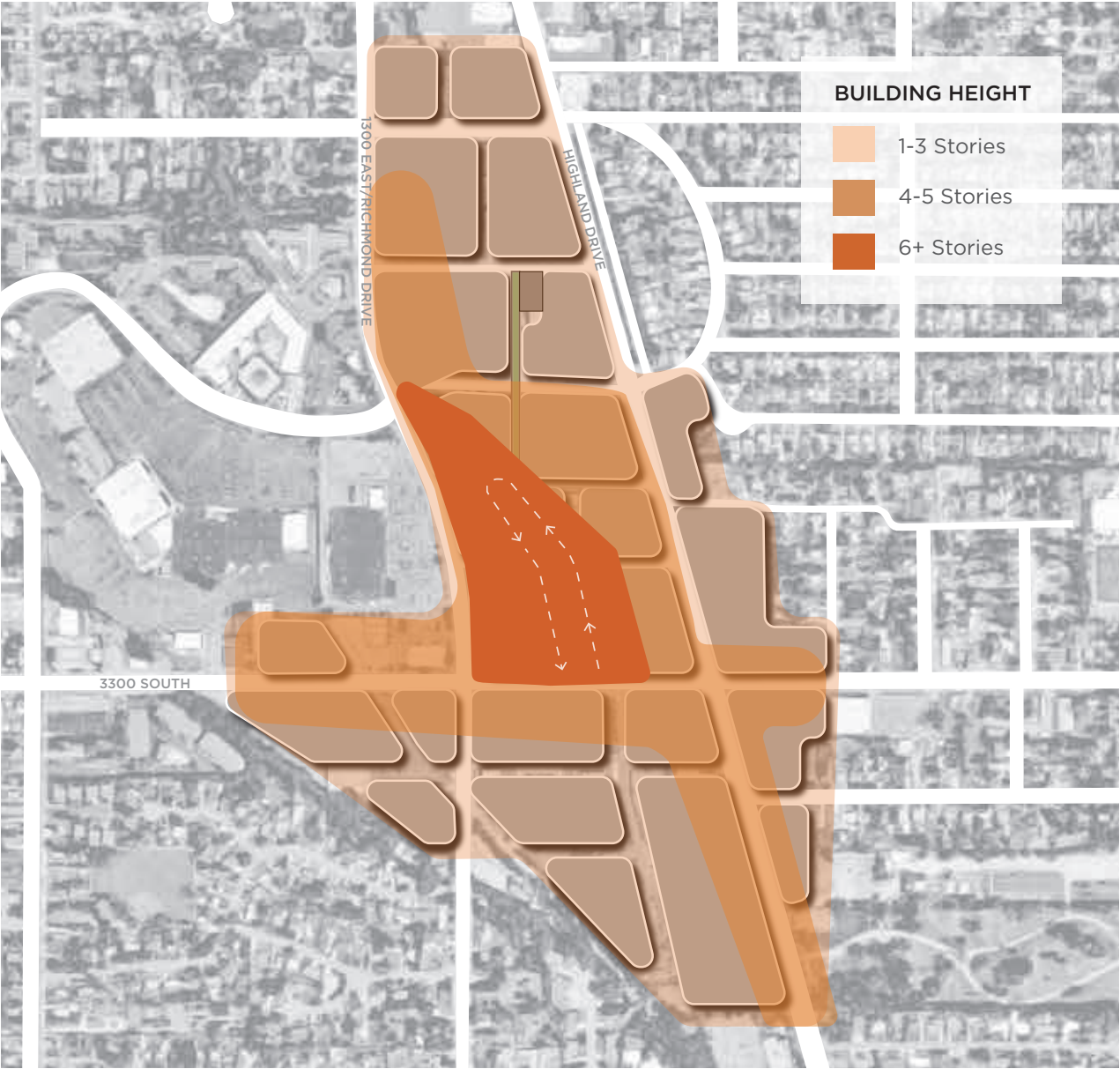
Spaces, whether they be streets, sidewalks, or plazas can either be too wide or not wide enough to successfully support a vibrant public realm environment. Streets that are too wide can be difficult and dangerous to cross. Plazas that are too large never feel fully activated, even when there are many people. On the other hand, narrow plazas and sidewalks can make it difficult for people to stop and congregate because they feel like there is no room. Building width will be encouraged to be broken up visually in vertical fashion. This creates the feeling of an organic series of smaller buildings or developments adjacent to one another and supports an active pedestrian realm more than long buildings, with little variety.



HEIGHT SENSITIVITY

The illustration below shows the recommended approach for creating step-down heights that respect surrounding neighborhoods. The densest part of the City Center, with buildings of six or more stories, is found at its core, especially around the Mill Park open space and one-way couplet street. Immediately surrounding this are buildings between four and five stories. Between that area and the border of the project area, building

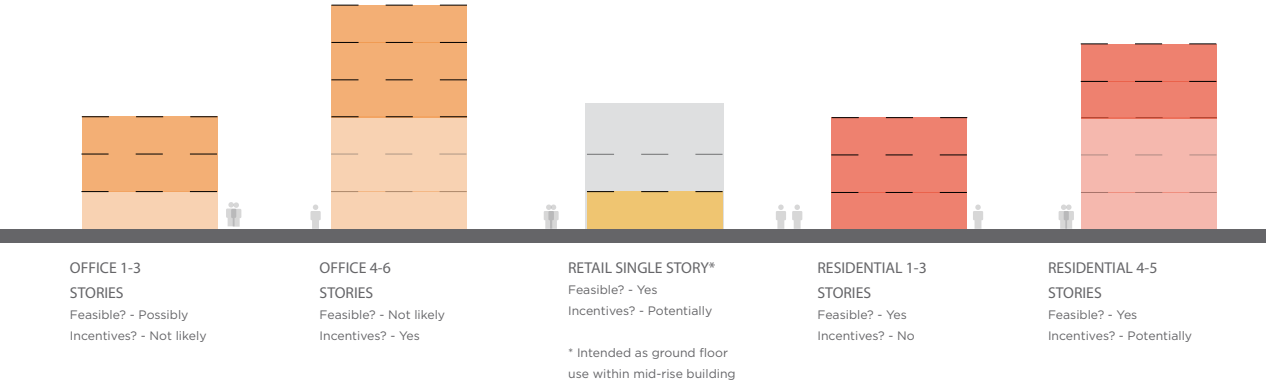
heights of one to three stories is recommended. This gradual increase of height from surrounding neighborhoods to the Center will help create a seamless transition and prevent the feeling that any one building is too tall for its surroundings. Furthermore, the liberal use of step back requirements can ensure that pedestrians walking next to tall buildings don't feel dwarfed. This will be considered for all buildings in the City Center, and especially those fronting Highland Drive, to support an active pedestrian realm.



LIKELY BUILDING HEIGHTS

The diagram below illustrates building height possibilities for three asset classes with information on if their development is financially feasible and how likely it is to be incentivized. Single story retail and 1-5 story residential are all financially feasible. On the other hand, 1-3 story office is financially possible, while 4-6 story office is less feasible. Single story development is only encouraged at locations where transitions to surrounding residential neighborhoods make this type of development appropriate. Elsewhere in the City Center, mid-rise development is recommended.

Despite this, incentives can be used to promote the development of taller office buildings, in addition to 4-5 story residential. Overall, returns will be the most desirable for residential property in the area, and developers will pursue this use type unless incentives are provided for office and mixed use. Building heights in excess of 6 stories in the City Center are identified only at the key intersection of 1300 East and 3300 South and will be carefully reviewed for conformance with the intent of this Plan.



TYPES OF DEVELOPMENT WHICH ARE LIKELY IN THE NEXT 10 YEARS

Multifamily development is the far most-likely asset class to be developed in the City Center, followed by retail, and then office. A healthy balance of all three types, including mixed use properties should be sought after to help reduce auto trips,

increase walkability, and promote vibrancy. The City Center's siting as an Opportunity Zone should also be considered as a valuable economic development tool that will spur additional interest in the area. It is noted that the returns indicated in the plan do not reflect the influence of the Opportunity Zone and some use types may be slightly more feasible due to this tax savings benefit.

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	Total
Office Space - Sq. Ft.	25,000	--	--	25,000	--	--	25,000	--	--	25,000	--	100,000
Office Land - Sq. Ft.	36,867	--	--	36,867	--	--	36,867	--	--	36,867	--	147,467
Office Land - Acres	.85	--	--	.85	--	--	.85	--	--	.85	--	3.39
Retail Space - Sq. Ft.	--	10,000	--	--	10,000	--	--	10,000	--	--	10,000	40,000
Retail Land - Sq. Ft.	--	39,000	--	--	39,000	--	--	39,000	--	--	39,000	156,000
Retail Land - Acres	--	.90	--	--	.90	--	--	.90	--	--	.90	3.58
Multifamily Square Feet	100,000	--	100,000	--	100,000	--	100,000	--	100,000	--	--	500,000
Multifamily Land - Sq. Ft.	95,455	--	95,455	--	95,455	--	95,455	--	95,455	--	--	477,273
Multifamily Land - Acres	2.2	--	2.2	--	2.2	--	2.2	--	2.2	--	--	11.0
Total Multifamily Units	91	--	91	--	91	--	91	--	91	--	--	455

*Potential Millcreek City Center Absorption Rates per Zions Public Finance Market Study October 2018

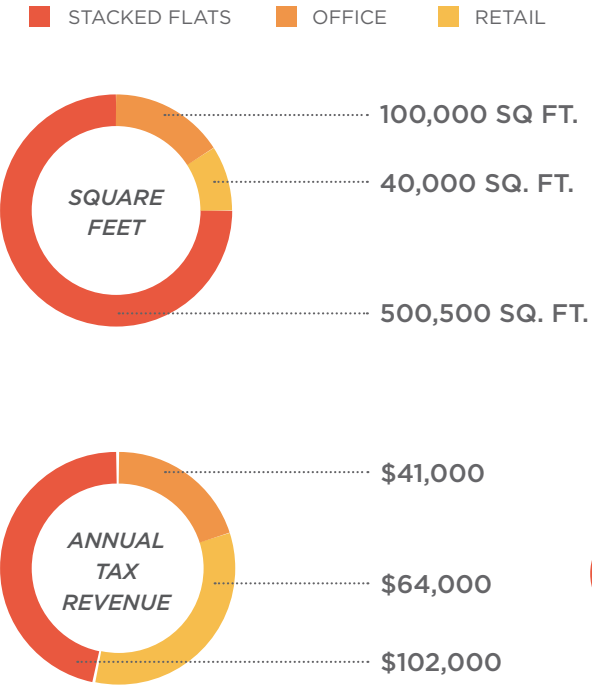


HOW CAN NEW DEVELOPMENT FISCALLY IMPACT MILLCREEK?*

New development of residential, retail, and office, all have varying fiscal impacts on Millcreek’s potential revenue gains. The pie charts below indicate the possible annual tax revenue for these real estate asset classes. The total number of square feet for each is based upon Zions Public Finance estimates of possible absorption for the area. The total added annual tax revenue to the City amounts to \$210,500, of which \$160,500 are property taxes. The new property value is

projected at \$121,100,000. These figures do not consider the impact on surrounding property values. In a vacuum, residential property seems to be the best market area for investment, but residents have higher demands for city services which result in higher costs. Ideally, there should be a healthy balance of housing, jobs, and retail in the City Center.

The daytime population increase from potential office use is notable but unlikely to significantly influence retail users in the area. However it would be a catalyst for City Center feasibility and help create a restaurant/eatery core.



Financial Data Source: Zions Public Finance

HOW CAN THE CITY WORK WITH DEVELOPERS TO ACHIEVE A COHESIVE CITY CENTER?

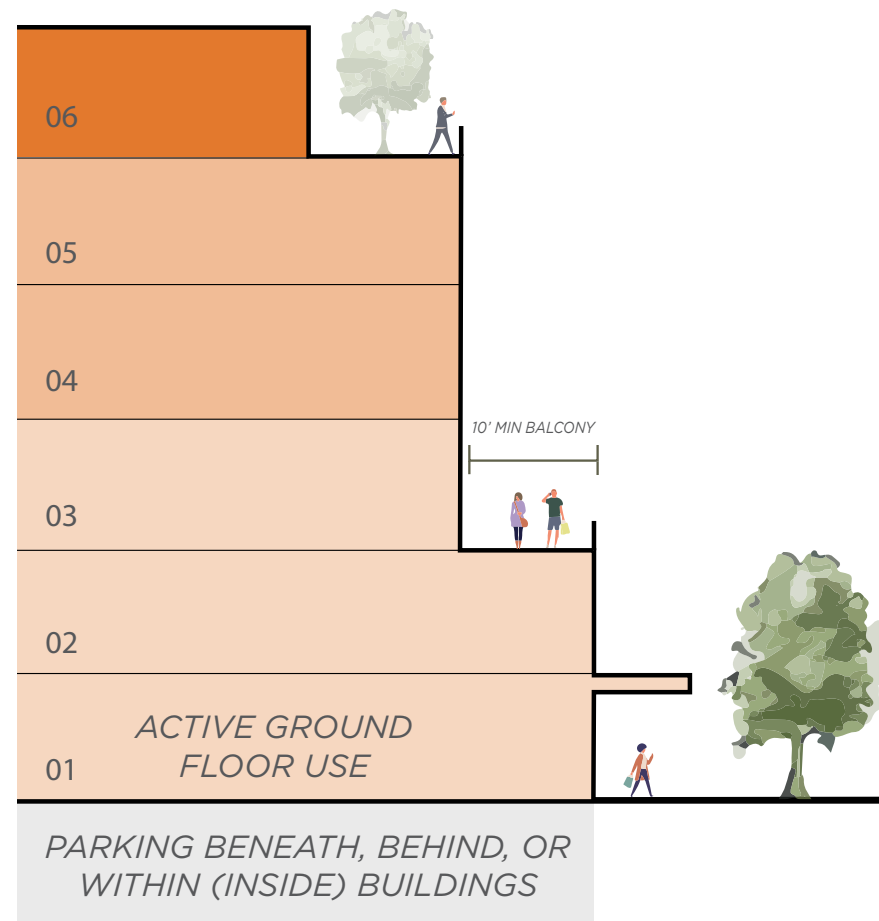
Millcreek City will need to establish several strategies to promote diversified development in their City Center. One such strategy is creating tax increment financing to help developers fund gaps they may have in their projects. Furthermore, the City can utilize this powerful and effective tool to also promote consistent urban design characteristics in new projects. To qualify for potential tax increment financing incentives, Millcreek should establish specific design criteria for developers in order to achieve the product look and type that is desired. Potential options that can be part of Master Development agreements include:

- **Amount of covered parking vs. surface spaces:** requirements should be considered based on specific location, use type, ability to share with neighboring uses, etc. Consideration should also be made for number of curbside spaces.
- **Green/open space:** requirements for high density users to provide a percentage of green or open space per unit. This could include private balconies/decks, rooftop gardens, trails, etc. In-lieu fees could also be used.
- **Setback requirements:** this may involve requirements for street-side retailers to be built to property lines, or, allow for sidewalk eating. Additionally, upper level setback requirements could detail gradual setback increases with story heights to reduce street level shadowing and provide ground level appeal.

- **Utility and function:** ground floor retail should be built with options for multiple uses, from standard retail to complex restaurant space. While this includes additional expense for ventilation and building systems, it provides for flexibility of uses as market conditions change and spaces rollover.
- **Job creation:** incentives may be tied to creation of jobs, particularly those which offer incomes above median levels for the neighborhood. Incentives can also be tailored to encourage expansion of local businesses based in Millcreek to promote a healthy jobs-housing balance in the community.
- **Building materials:** incentives can be utilized for usage of select building materials, including those which help qualify the building for green status, or, use materials from local sources. Furthermore, building material incentives can achieve a specific look that the City wants for the area including increased use of glass, as well as natural materials such as wood, terracotta, stone and masonry.
- **Use types:** incentives can require that key corners are used for prime retail uses, and not for residential use or other uses. Code amendments or development agreements can also stipulate requirements for number of employees per square foot of building area, thereby resulting in the density of employees that the City desires.
- **Public art and landscaping:** incentives and code requirements should stipulate specific landscaping requirements, including flower boxes, planters, public art options, etc.



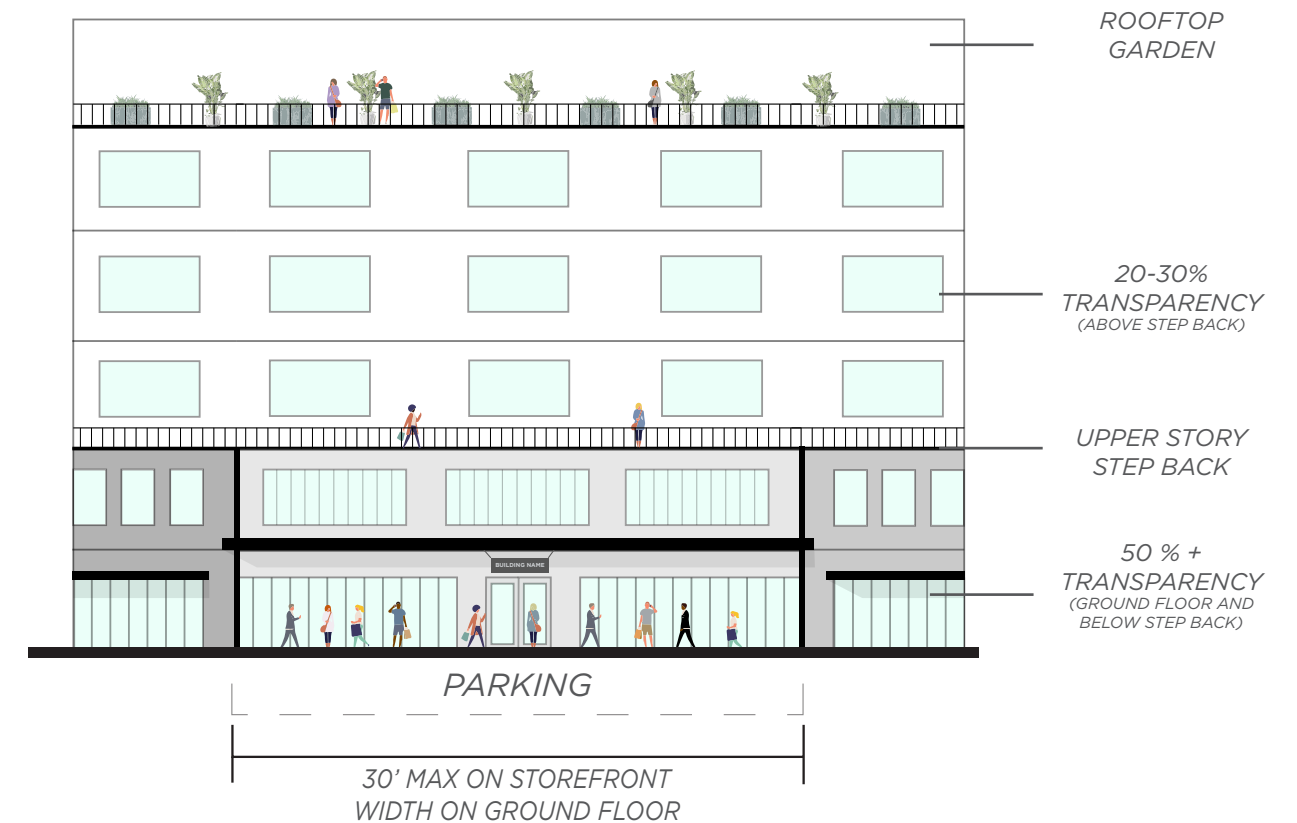
C. PREPARATION FOR FUTURE FORM BASED CODE APPROACH



BUILDING FORM

Building form is crucial in shaping comfortable exterior space. In the City Center, buildings can be tall, but they must allow engagement at multiple levels. This starts on the ground floor. Land uses and building types should be active. Business types that have a consistent hum of customers or visitors should be placed in these locations. Consistent application of awnings and overhangs should be provided on buildings that front Mill Park.

Second and third floor balconies provide a place for people to enjoy life on the street, while acting more as spectators who can also be seen by those down below. Rooftops are the most private of the outdoor spaces a building can provide. Decks with seating, bars, and even pools, can capitalize on the valuable viewsheds of the area. Parallel parking can line front streets, but the bulk should be behind or underground. In combination, a complex building form with a multiplicity of spaces for people to enjoy will create a vibrant environment.



BUILDING ELEVATION

Similar to the form of the building, the elevation should visually support activity at various levels. On the ground floor, there should be increased transparency and porous edges to allow for interaction between people inside and outside buildings. Ground floors should be human-scaled and have step backs to allow for taller buildings that don't feel imposing. Storefronts should not be wider than 30 feet on the ground floor. This width is a structurally efficient dimension and provides enough variety at small intervals to keep pedestrians engaged as they walk along the streets.

Balconies and amenity decks on the second or third floors can add to the vibrancy of street life as they allow people to see and be seen from various heights. Rooftops should be made into amenities and can have furniture, landscaping, and pools, all providing excellent views. Facades should be made of varying materials to help add complexity and visual interest to life in the City Center. Similarly, vertical breaks above the step back should be encouraged at minimum intervals to promote variability among buildings while heights are likely to remain fairly consistent.

This building elevation diagram is intended to guide best practices for building form throughout the City Center, but is most applicable to development in the Millcreek Center district.

URBAN DESIGN 04



A. URBAN DESIGN FRAMEWORK

ELEMENTS OF A SUCCESSFUL CITY CENTER

SIGNATURE ELEMENTS

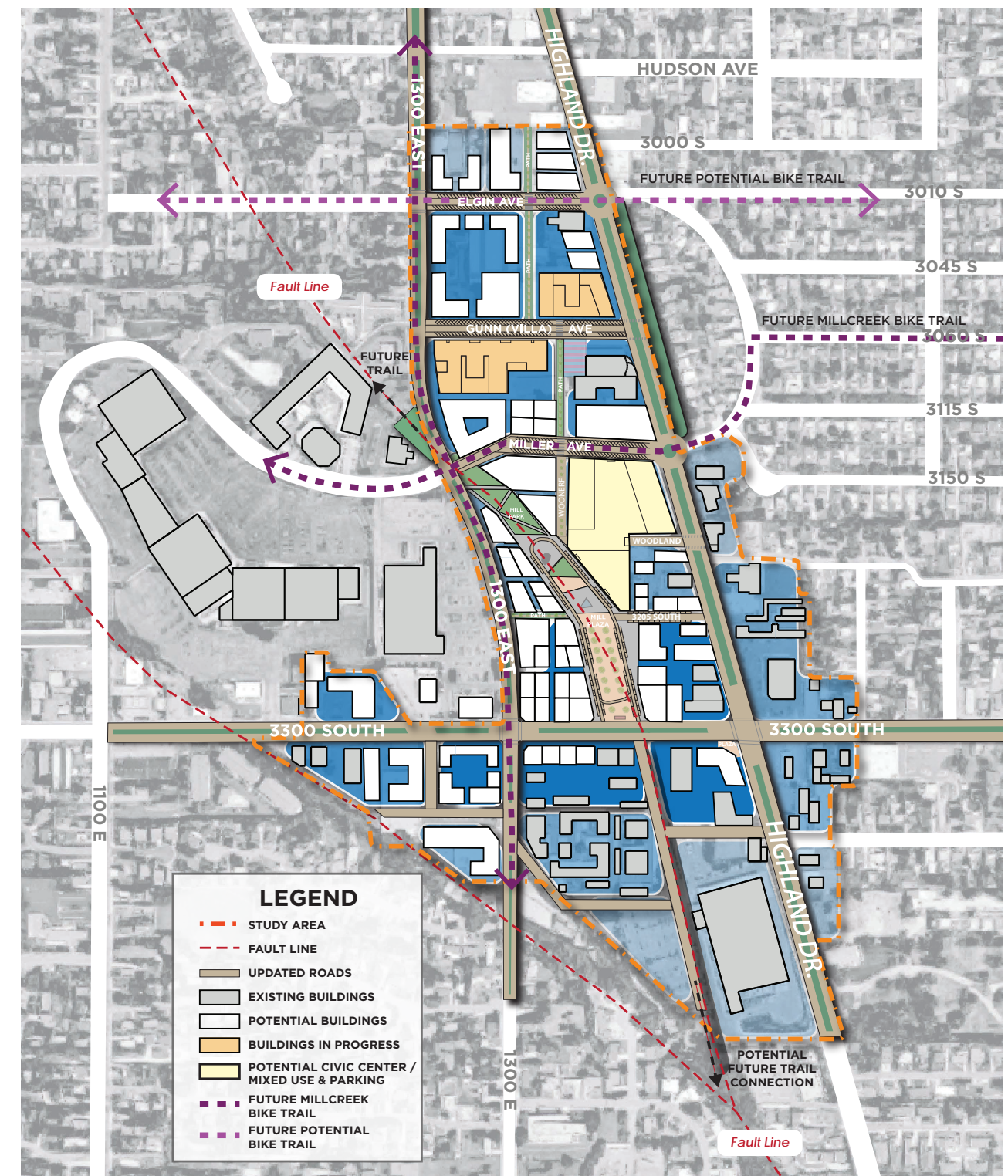
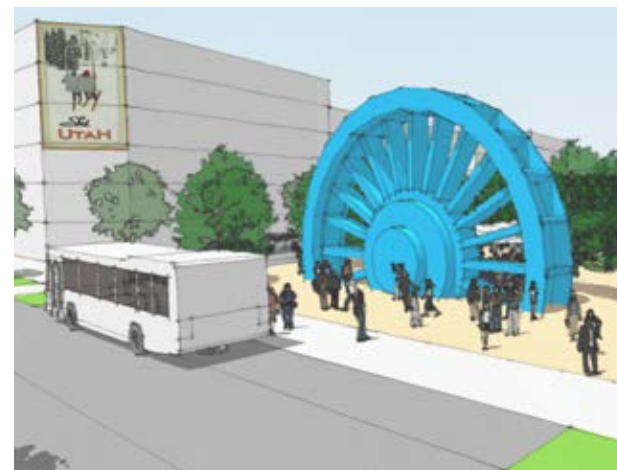
The City Center provides a wealth of opportunities to showcase urban design elements that are distinct to Millcreek. Smaller streets and laneways will be added to break up the large blocks and create more interesting and better connected pathways. Another signature element of Millcreek's City Center is the fault line which runs beneath the future Mill Park. Rather than placing earthquake-resistant development on top of this geological characteristic, the City Center will feature the fault line with open space for gathering, plazas and parks. The sidewalk and streets can even have informative and artistic signage that pays tribute to this geologic feature.

HUB OF ACTIVITY

As the central place for civic engagement, the City Center design creates a core from which all other activity will radiate outward. Potential exists to expand and connect bicycle and pedestrian trails to the Canyon. The integration of these two "third places", or places for social activities other than home and work, can help promote the active and healthy lifestyle of the City. If the design and implementation is successful, visitors will return again and again to the City Center.

UNIQUE BRAND AND IDENTITY

Millcreek has the rare combination of being a gateway to the outdoors and a place where eclectic arts and culture thrive. With the mountains and canyon in its backyard, it is innately "connected by nature." Its identity is equally defined by its diverse architectural and cultural styles. Modern exists next to traditional, bright colors along muted tones. Natural styles mingle with retro classic ones and together they represent the diverse community of Millcreek.



City Center Plan

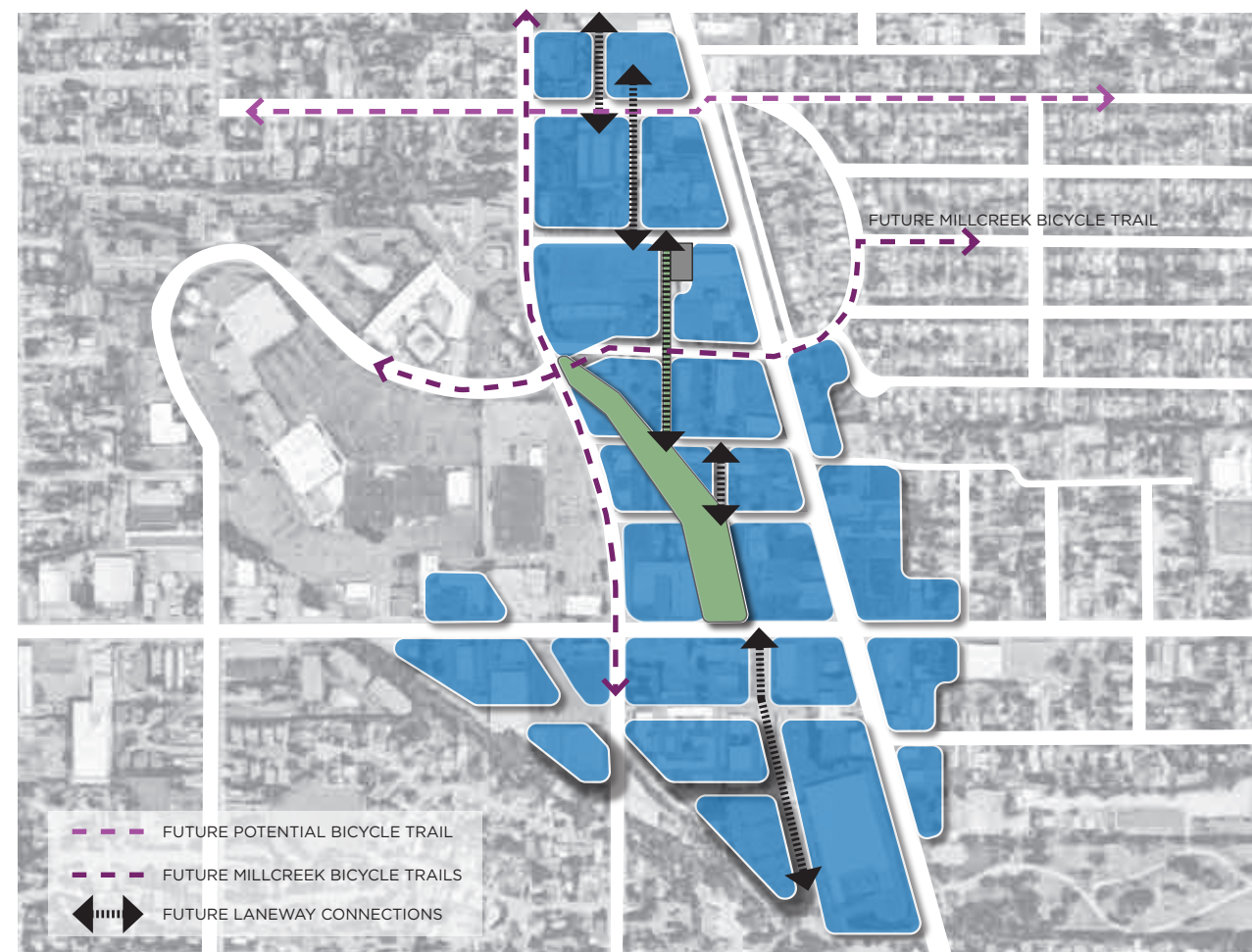


CREATE A NETWORK OF SMALLER BLOCKS:

In order to increase the walkability of the City Center, small north-south laneways are proposed within the existing blocks between Highland Drive, 3300 South, Richmond Street and Elgin Avenue. The existing blocks are long, some of which run 475 feet from north to south and exceeding 800 feet from east to west. These lengths limit the ability to easily move through and around the neighborhood. Laneways create shorter pedestrian-focused corridors that are unique, intimate, and more manageable. Cyclists can use laneways to more easily connect to regional trail networks. The City should try to achieve block lengths of 300 to 400 feet.

Breaking down blocks and increasing connectivity to the City Center will also promote new and safer connections to adjacent neighborhoods. As neighboring Brickyard ages and approaches redevelopment, strategies in this plan should be used to think about how to create better east-west connections to this area for all modes of transportation as well.

We see how new development in areas like Sugar House reflect a national trend of fragmenting mega blocks and how Brickyard might be redeveloped in this way. A Millcreek City Center with smaller blocks would be prepared to make better connections in the event of redevelopment in Brickyard.



PARKS AND PUBLIC OPEN SPACES:

The proposed Mill Park will create a central public corridor of parks and plaza spaces. Interconnected open spaces will occupy about 10 percent of the City Center. Park features such as play structures, splash pads, water features, slack line poles, and a climbing park will be included to promote Millcreek's active lifestyle identity. The Park can also connect the heart of Millcreek to other regional networks (bike paths, public transportation routes, nature trails). Furthermore, this designation of the City Center as open space maximizes the 'unbuildable' land above the fault line as useful active public spaces. Dense, urban uses should be placed closest to these open spaces to benefit from their activity.

A range of additional amenities that promote outdoor placemaking can be incorporated into the plazas including multi-functional open space for Farmers' Markets, concerts, and festivals. Shade trees and covered structures or pavilions can also support and provide comfort for these "living outside" community activities. Public restrooms should also be made available if possible. Overall, this area should achieve an active space for recreation that is dynamic and can adapt to changing needs and activities. It can also acknowledge Millcreek's connected by nature environment by using signage and wayfinding to indicate how near or far to local peaks and trails.



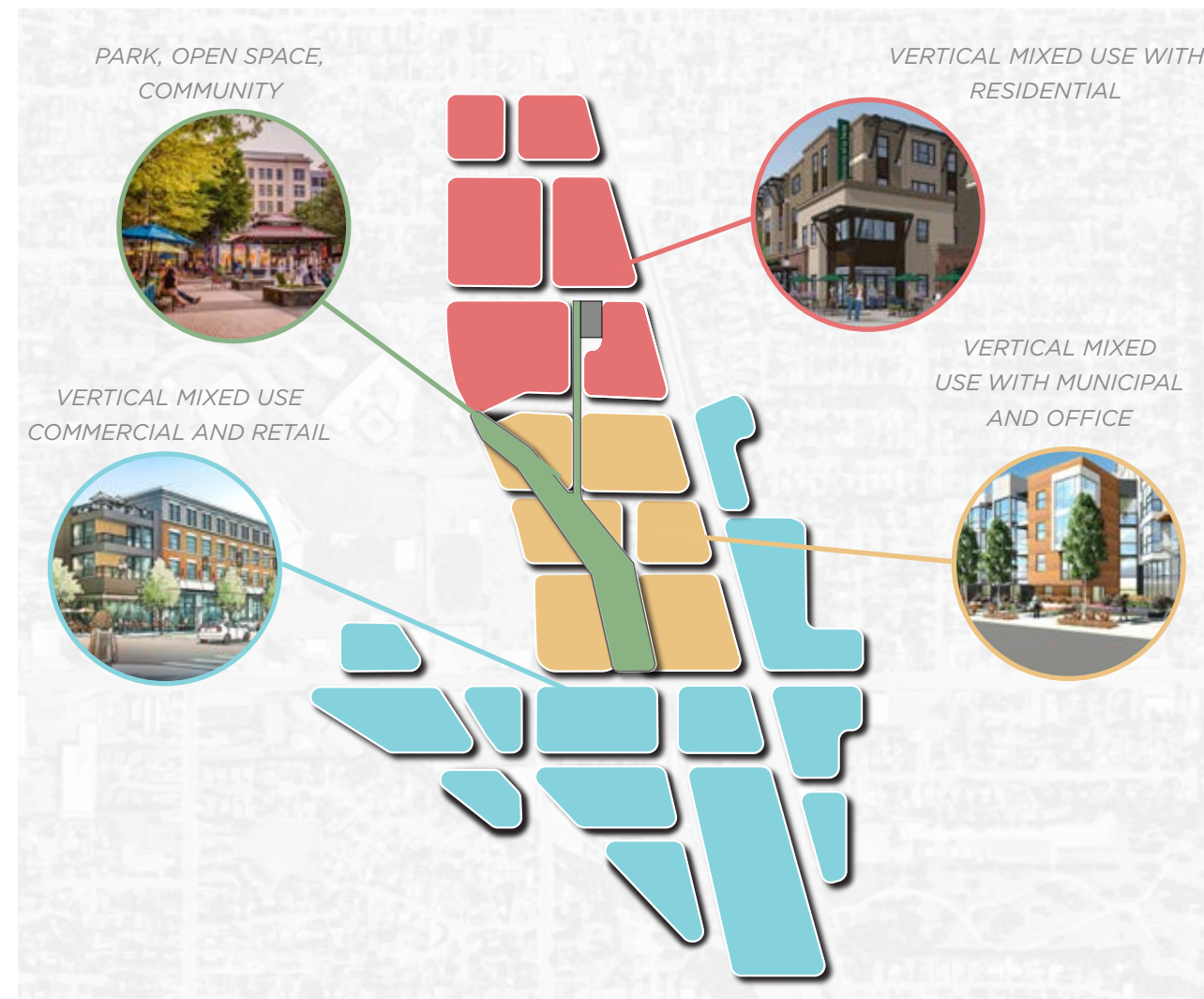


VARIETY OF USES / 18 HOURS OF ACTIVITY / 250 DAYS PER YEAR

The urban design of the City Center can determine how residents and visitors use and experience its spaces. A diverse and dense mix of land uses, active transportation infrastructure, and strong design can support an active healthy place with 18 hours of activity, 250 days of the year.

Diverse land uses that invite visitors including restaurants, retail, grocery stores, galleries, museums, civic spaces, recreation facilities, and places to relax should be encouraged.

Balancing these elements with housing and office can help generate a healthy mix and flow of activity over the course of the day. The Center should be promoted as a place where you meet basic shopping, dining, retail and other basic needs all within walking distance meaning these uses should be placed in close proximity of one another, with well-connected pathways to reach them.



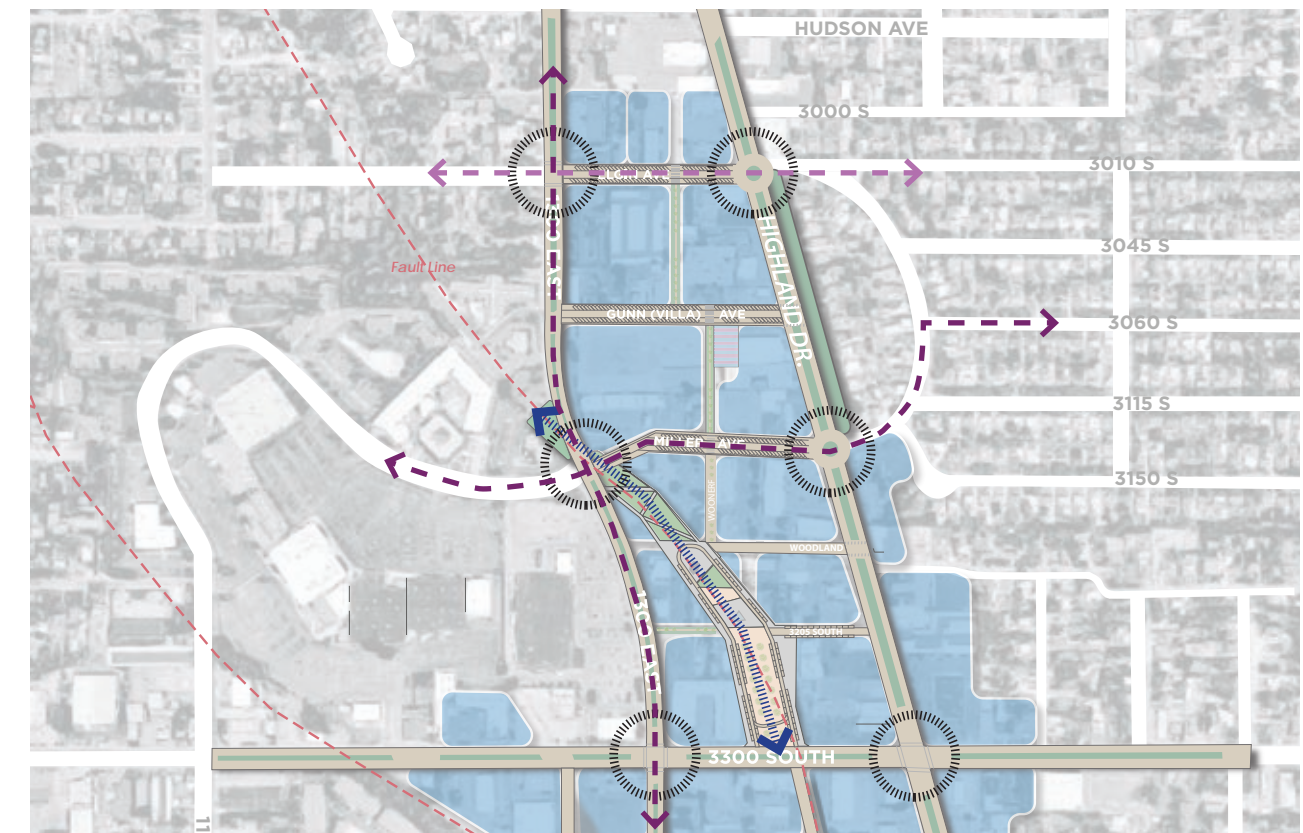
CONNECTIVITY WITHIN AND TO THE CITY CENTER

Many citizens currently refer to the project site as “the island” because of the difficulty connecting to it. A variety of strategies should be employed to make the edges of the site more permeable and increase connectivity to and within the City Center. Improved connectivity can have many benefits including transportation choice, safety, health, and economic vitality. Implementation of these strategies should consider all modes of travel.

To improve pedestrian connectivity, the City should encourage smaller blocks, wider and improved sidewalks, additional and safer signalized crosswalks, narrower streets when possible, and other traffic calming measures. Street design should be pedestrian-focused through new laneways, arcades, transparent storefronts, and

connected plazas. Cycling can be encouraged with enhanced and permanent facilities such as bicycle lanes, midblock crossings, bikesharing and bike racks. This active transportation infrastructure should connect to larger trail networks including nature trails like the McClelland and Mill Creek trails. The transportation stop should integrate active transportation with local transit networks.

Major arterials such as Highland Drive and Richmond Street can become “grand boulevards” that provide a comfortable place for all modes of transportation. For more on boulevards, see page 4.8 and 5.2-5. They can also connect smaller public spaces like plazas and parks so that the boulevards themselves become active places.



GATEWAY POINTS

PEDESTRIAN CONNECTION

FUTURE POTENTIAL
BIKE TRAILFUTURE MILLCREEK
BIKE TRAIL



B. DISTRICT IDENTITY

STREETSCAPE

BOULEVARDS

Proper boulevards strive to equitably provide opportunity for all users and modes of transportation. They are key to the success of great new public spaces. They re-balance the power struggle between pedestrians, cyclists, transit and cars on the street. The greatest boulevards in the world are typically broad and lined with trees. They have comfortable space to accommodate vehicles, buses, bicycles and people walking.

The vehicle lane widths are typically not large and range from being as small as 10-12 feet. This size can ensure safety by design. Boulevards feature deep sidewalks with landscaping that allow heavy pedestrian activity and spillover from adjacent land uses like cafes and restaurants. Parking on both sides of the street will provide a buffer between people on the sidewalk and traffic in the street. See page 4.10-4.11 for more details on design specifications.

Walkable urban design expert Jeff Speck talks about how boulevards create real estate value. They create lovely environments where bland, high speed arterials normally exist. They are desirable places where people can easily stroll or bike, but they also work for cars and buses.

MILL PARK

The City Center's Mill Park is a grand open space and park that will exist over the fault line. This linear space invites people to stroll and experience its various elements.

The Park and its image will change through the seasons. In the spring, there will be Farmers' Markets selling fresh produce and flowers. In the summer, live music, outdoor events, and artistic activities will dominate the space. All the restaurants will have their patio furniture out on the sidewalks and people will enjoy people watching whether they are sitting at a cafe or walking by. The sidewalks will be shaded by lush, full-canopied trees and those outside will enjoy the evening breeze that comes down through the canyon. In the fall and winter, some restaurants may leave some tables outside under tents or yurts, like at Root's, with heat lamps. The center of the Park can be transformed into an ice skating rink for people to hang out with friends and drink hot chocolate or do Christmas shopping at the local boutiques on the periphery.

The Park's open concept and flexible design will allow it to be used through all four seasons. It will be a rich and varied environment that can change and adapt to different needs. While seasons change the spaces remains constant as the center of prime activity for the City of Millcreek year-round.

LANEWAYS & WOONERFS

To afford better ways for pedestrians to cut across larger City Center blocks and more directly access their destinations, laneways should be added between and through blocks running in a north-south direction.

Multiple designs to create laneways can be successful in the City Center. Woonerf-style laneways can promote slow-speed environments for all users. In a traditional woonerf, all modes travel on a street that is at the same grade and includes no curbs. However, designs can also maintain the level street characteristic, while accommodating bollards between pedestrian walkways and vehicular driveways. Vegetation such as trees or potted plants can also be strategically placed as dividers, protecting people walking. They can also function to capture run-off storm water that would normally flow through a gutter. Typically, due to the narrow nature of woonerfs, cars are not allowed to park along a woonerf, otherwise auto-traffic would not be able to flow.

Other laneways are created for pedestrians and cyclists only. These tend to be even more intimate passageways and unique spaces. See page 4.12-4.13 for more details on design specifications.

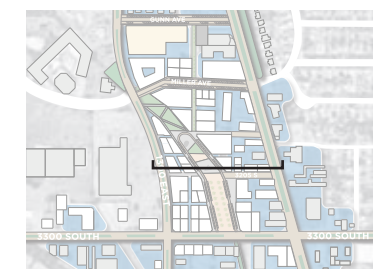
EAST - WEST NEIGHBORHOOD STREETS

The east-west streets in the City Center, or "neighborhood streets," enhance connectivity by adding additional intersections and breaking down large blocks. Smaller blocks are more walkable blocks and provide more options for people to access their destination.

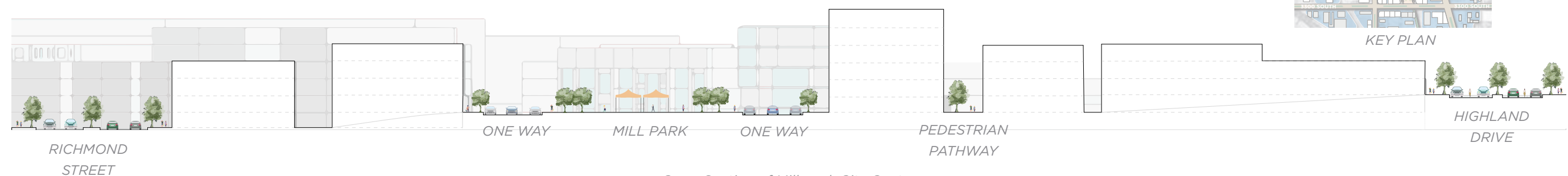
The current shape of the area bordered by large north-south arterials on each side makes it somewhat of an island. By enhancing linkages running east-west, the isolated environments of the area are broken down and the entire City Center becomes more accessible from all sides.

These smaller streets are defined by better, wider landscaped sidewalks; improved curbs and gutters; and a design for slower speeds. Angled, nose-in parking is found on both sides of the street and adds an extra layer of protection between pedestrians and vehicles.

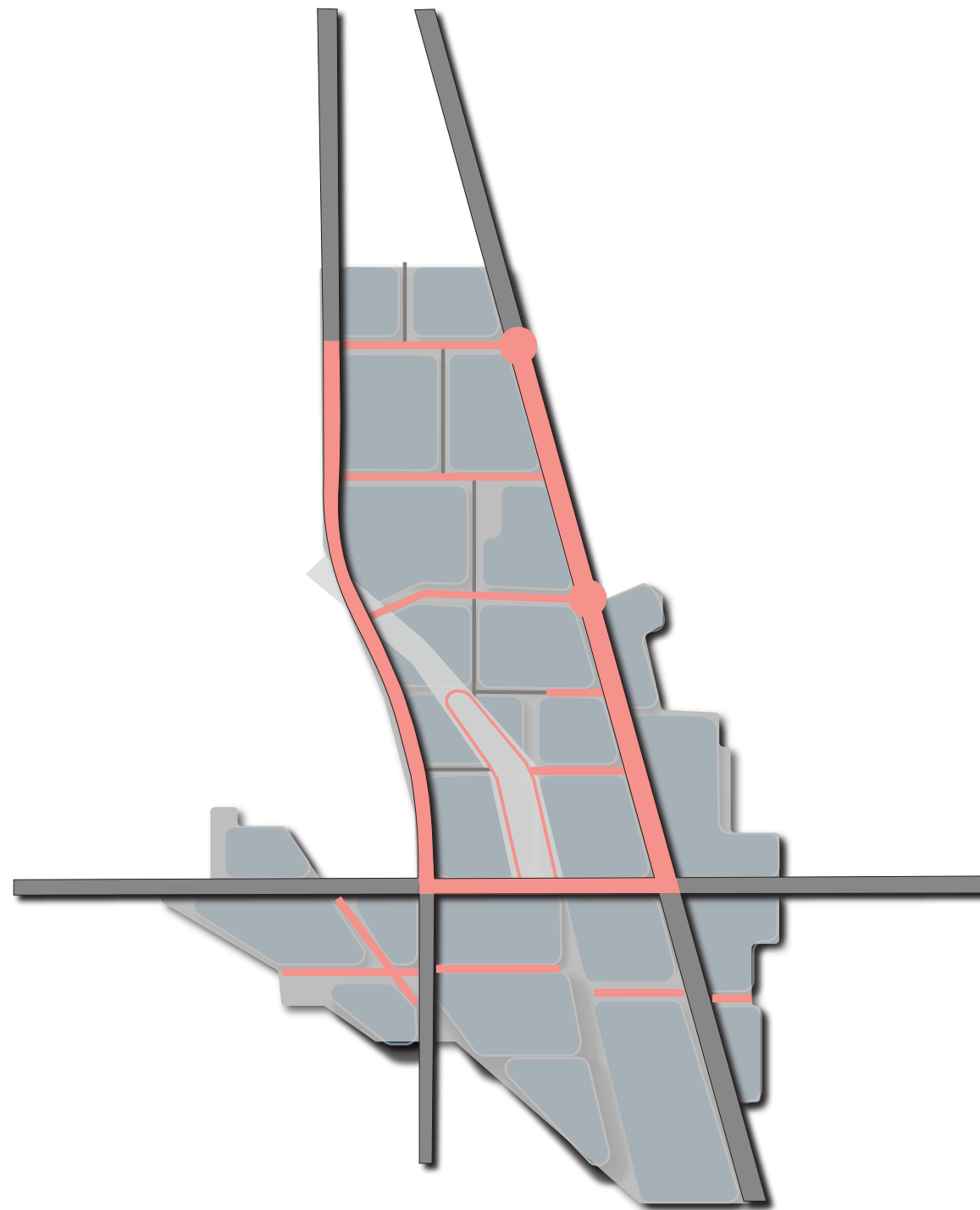
Due to the slower speed of traffic on these smaller streets, sharrows (bicycle lanes that share the same part of the street as cars), are used for bicycle paths. Additional bicycle infrastructure is found in the form of bicycle racks. Streets intended for improved east-west connection are Gunn, Elgin, Miller, Woodland, and 3205 South.



KEY PLAN

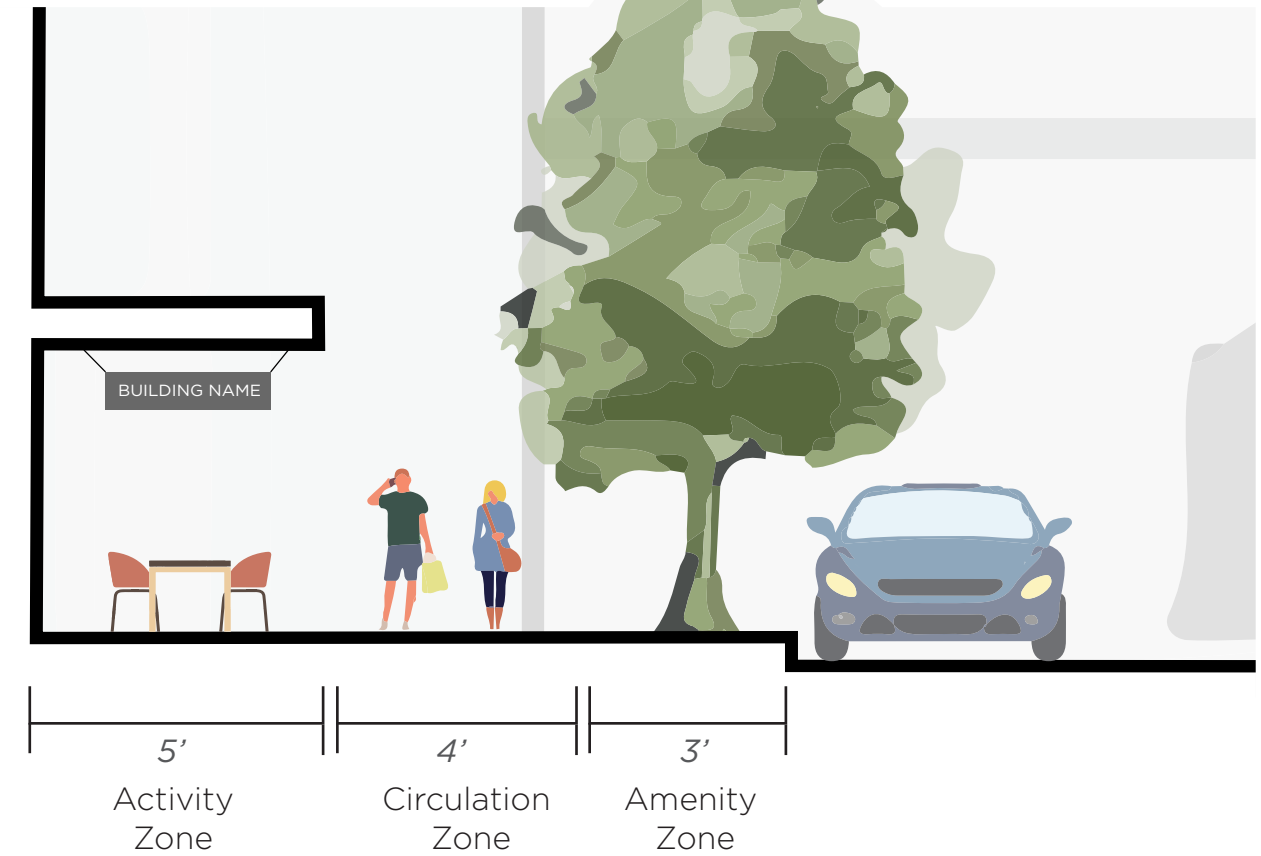


Cross Section of Millcreek City Center



■ BOULEVARDS AND NEIGHBORHOOD STREETS

SIDEWALK & ENVIRONMENT



ACTIVITY

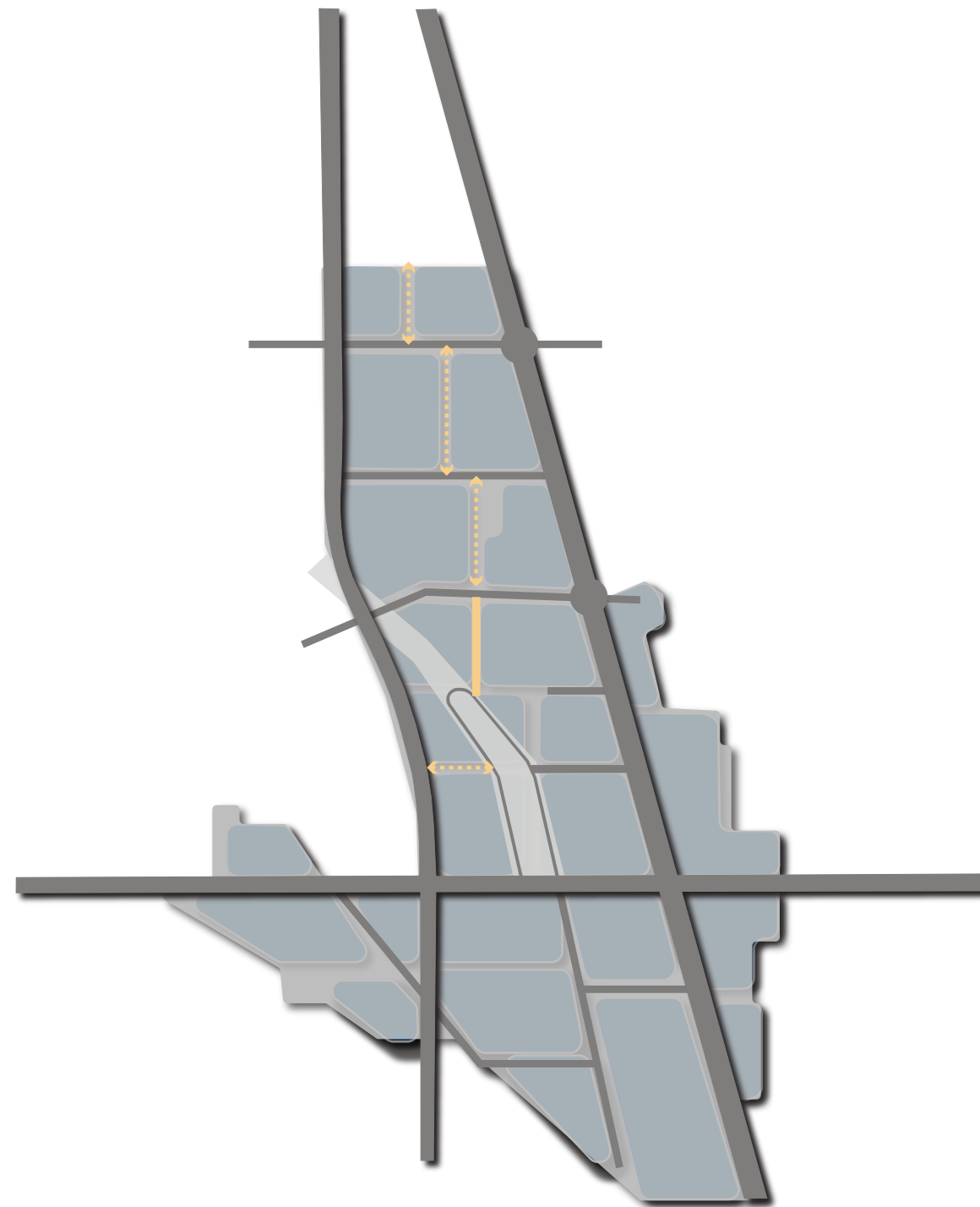
The Boulevards and Neighborhood sidewalks will be primarily used for walking, dining, and shopping. With those activities, there should be high visibility and transparency into the storefronts. Retail stores should have beautiful and interesting displays that cause people to stop and look.

CIRCULATION

Sidewalks will be present on every street with vehicular traffic. Crosswalks will be available at every intersection. With the proposed street grid-pattern, this will make it easy for people to get from point a to point b in the most direct way and encourage more people to take trips by foot. Roundabouts may be used on Highland Drive (see more on pages 5.20-5.21).

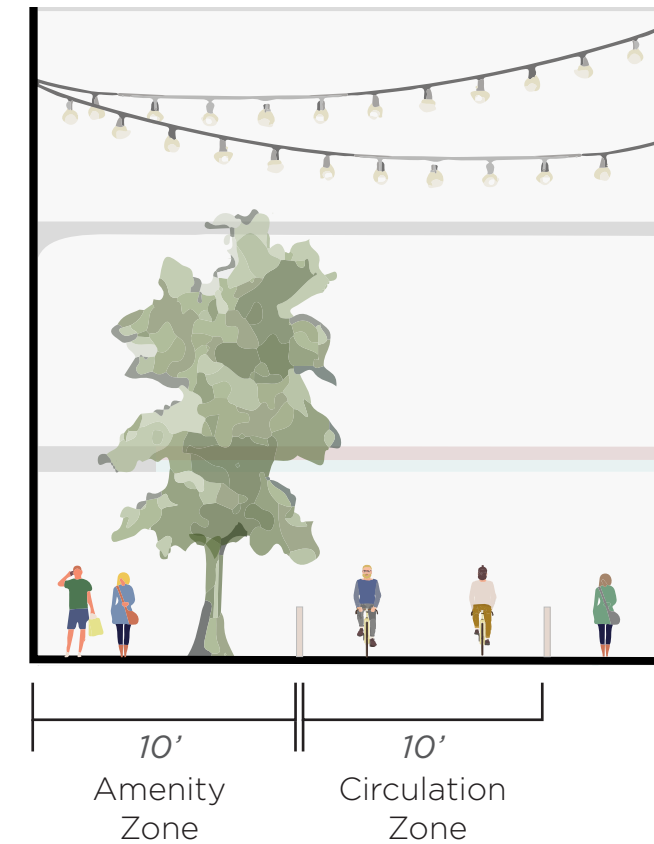
AMENITY

Boulevard and neighborhood streets will have an abundance of trees, benches, public art, trash receptacles, unique lighting, and other street furniture which make using these spaces very inviting.



— WOONERF <---> LANEWAYS/ PEDESTRIAN PATH

LANEWAYS/ WOONERF/ PEDESTRIAN PATH



ACCESS

Pedestrian paths found on laneways and on woonerfs are like streets dedicated to solely active transportation. These spaces are invitations for human-scale street life to spring up. They will likely have stoops and building entrances and access. These may also fulfill delivery / service needs of buildings to be considered on a case by case basis by Millcreek City if no negative impacts to pedestrians can be mitigated through unique design.

CIRCULATION

These streets promote active transportation. They can allow people to quickly and efficiently move through the City Center and follow what might be natural desire-lines. They allow one to go from point A to point B in the shortest distance possible and their low-impact use make them perfectly suited for interior block placement.

AMENITY

In addition to street trees and vegetation in pots and planters, benches or tables, lights, mailboxes, or public art might decorate and amenitize the space. Murals that highlight the Millcreek's history and natural setting can also adorn interior walls to these spaces.



C. STREETSCAPE ELEMENTS

BRANDING / IDENTITY / AESTHETICS

The City Center should have a consistent brand and aesthetic that identifies it as a distinctive destination. This branding should highlight the uniqueness of Millcreek and emphasize the City's "connected by nature" slogan. Natural, aesthetic elements such as trees (wood), creeks (water), and mountains (stone) should be present. These themes should be repeated throughout the Center in its public spaces, streetscapes, architecture, and in wayfinding, and could also be incorporated in the village centers identified in the City's General Plan as well.

STREETSCAPE AMENITIES / URBAN DESIGN ELEMENTS

The City Center will require a defined set of streetscape elements, including furniture (e.g. benches, garbage bins, bus shelters, bollards, tree grates, bike racks, planters), lighting, signage guidelines, gateway design, art, placemaking, and wayfinding. These elements should be consistent with the aesthetics discussed above to enhance the experience of people walking and biking, while also creating a cohesive identity for the City Center.

LANDSCAPE THEMES

The City should also establish a set of landscape guidelines. These guidelines will indicate acceptable/unacceptable materials; paving types; recommended plant lists, planting minimums, green buffers; types of parks, playgrounds, and their amenities; street furniture; bike paths, and bike parking. All elements should reference the "connected by nature" theme.

ROOFTOPS

A defining characteristic of Millcreek is its excellent views of the Wasatch Mountain Range. Encouraging visual access through the development of public and private rooftop spaces is highly recommended. This is especially true for sites fronting Mill Park, but is also suggested for locations throughout the City Center. The benefit of developed rooftops goes beyond good views. Landscaped and green roofs can help reduce the heat island effect found in many urbanized cities. Rooftop activity on shorter buildings can help put eyes on the street, increasing safety and psychological connectivity to the rest of the community. The City should incentivize the development of public rooftops as additional amenity space. For more information on developer incentives, see page 3.27.

PAVING AND PAVERS

Calling directly on the materials from the surrounding canyon environment, granite pavers as accents in plazas and on sidewalks. They can be set on a sand bed, with a 4" concrete sacrificial slab beneath to prevent differential settling, protecting them against freeze-thaw cycles of subsurface moisture and changes in soil pressures and bearing capacities. Brick and colored concrete can be used in other accent areas like crosswalks to add artistic flair and to promote safety.



BOLLARDS

Bollards are recommended in key parts of the City Center where there might be conflict between drivers and pedestrians. Clean, stainless steel bollards evoke a contemporary feeling, while also being easy to install, and remove if needed. These can be used at key locations like woonerfs where separating modes of transportation is needed.



BIKE RACKS

Active transportation infrastructure such as bike racks can go a long way in encouraging and making it possible for people to realistically use this alternative form of transportation. Furthermore, the design and shape of bike racks are flexible enough that they can further translate Millcreek's brand and identity. The shapes can take on an organic or adventurous spirit and add vibrancy to the streetscape.



TRASH / RECYCLE RECEPTACLES

Trash cans and recycle bins are a necessary part of any clean, vibrant public space. Beyond their utility, they can be an opportunity to promote the City's brand even further. This might be through the use of similar natural materials like wood, or it might incorporate the City's logo and slogan.





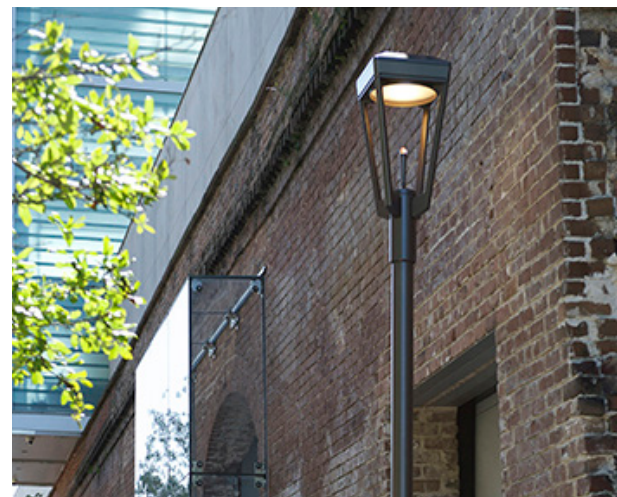
STREET LIGHTS AND LAMPS

Having consistent street and plaza lamps is important to create the sense of a coherent City Center. Lighting can often unify an area across several blocks and signify that you are in a particular district or part of the City.

Drawing on the theme of modern and natural, lamps that are dark sky friendly should be considered. In certain areas, full cutoff or lights that have zero light distribution above an angle of 90 degrees above nadir (sun angle), should be used. As Mill Park becomes a place for people to gather on summer evenings, providing safe well-lit spaces, while preserving the ability to see the stars can create a unique public space.

Lamps that have the ability to have two heads attached will be helpful for illuminating foot paths that may be crossing or intersecting. They can also provide broader more vertical light projection to plazas and terraces so people can see each other at night. A warm light tone of 3000 to 3500 kelvin is recommended for bulbs or LEDs. Smaller areas can benefit from lamp styles that can also stand alone. It is recommended to use a modern, simple style of lamp that blends well with natural elements like landscaping and trees, but also that correspond with increased development of taller buildings.

The style should also allow the City to attach signage to lamp posts about upcoming local events or branding that announces the City Center area.



BENCHES

Great spaces provide excellent places for people to pause and relax. Benches in the City Center will be in areas where people might naturally wait or sit to enjoy the outdoors. The look and feel of these public realm amenities will reflect and reinforce the overall identity of the City Center as a place that connects with nature. Steel, durable benches with a modern design are recommended.

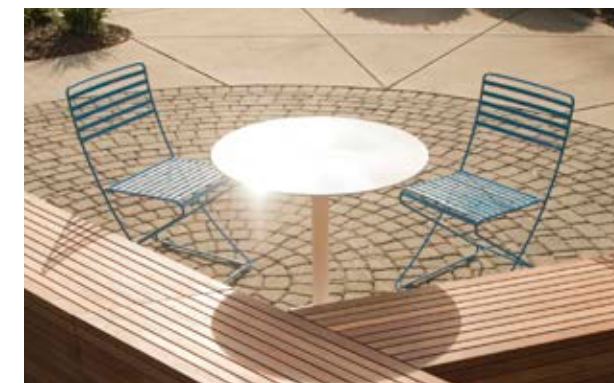


This material can stand up against the elements especially in Utah's four-season climate. Wood accents can tie in the character of the area and can be added to create more warmth and comfort during cold weather. These bench styles draw on the connected by nature character of the City, while the more modern metallic elements make them feel contemporary.



STREET FURNITURE

Benches are great for sitting alone or with one other person, but street furniture like bistro table sets with movable chairs provide the infrastructure for more lively activity and can accommodate larger groups. These can be set out near office buildings so that in spring, summer, and fall, people can come out and enjoy their breakfast or lunch in the outdoors.



They can function as meeting spots. People can work at the tables. To tie in with the modern feel of the benches, stainless steel or metal materials are recommended and will be more durable to weather rain or snow. The City should also create a strategy for taking in the street furniture at night, or using a tasteful solution to chain it together to prevent theft.





LANDSCAPING

STREET TREES

Street trees create a lush overhead experience that protects pedestrians and defines roads and pathways. They increase comfort in outdoor spaces encouraging pedestrian activity and decreasing the heat-island effect. These trees should be pruned up to provide a tall canopy and clear visibility. Special care to species selection is necessary to select trees with strong dense limbs that avoid breakage commonly seen in faster growing weak trees.



LARGE PARK TREES

Park trees are crucial to the definition and enjoyment of park spaces. These trees provide the necessary shade and cooling on hot sunny days. These same trees drop their leaves in the colder months opening these spaces up to the warming sun. Such trees as sycamores, lindons and oaks could be considered.



SMALL ORNAMENTAL TREES

Ornamental trees tend to be smaller and more showy, their seasonal blooms and bright fall foliage colors create interest for pedestrians and park users at different times of the year. A number of native and low-water use trees are available and include redbuds and maples.



NATIVE SHRUBS AND PERENNIALS

Native shrubs and perennials will tie the flora of surrounding mountains and canyons to the City Center. Smart native low water use planting solutions require fewer natural resources to maintain and help create an identity of place. These plants could include sages, serviceberry, yarrows and penstemons.



ORNAMENTAL GRASSES

Grasses provide a timeless natural look that pairs well with traditional and contemporary architectural styles. A selection of water-wise grasses provide year-round interest when they are kept long during the winter and cut back in early spring. Grasses like regal mist and Karl Foerster should be considered.





EXISTING SIGNAGE

The City Center site of Millcreek is dotted with its own flavor of signs. It has a handful of iconic signs like the Villa neon display that adorns Adib's Rug Gallery. This bright and colorful sign provides nostalgia for those who have lived in Millcreek and remember the old movie theatre. They add a touch of history that should be retained.



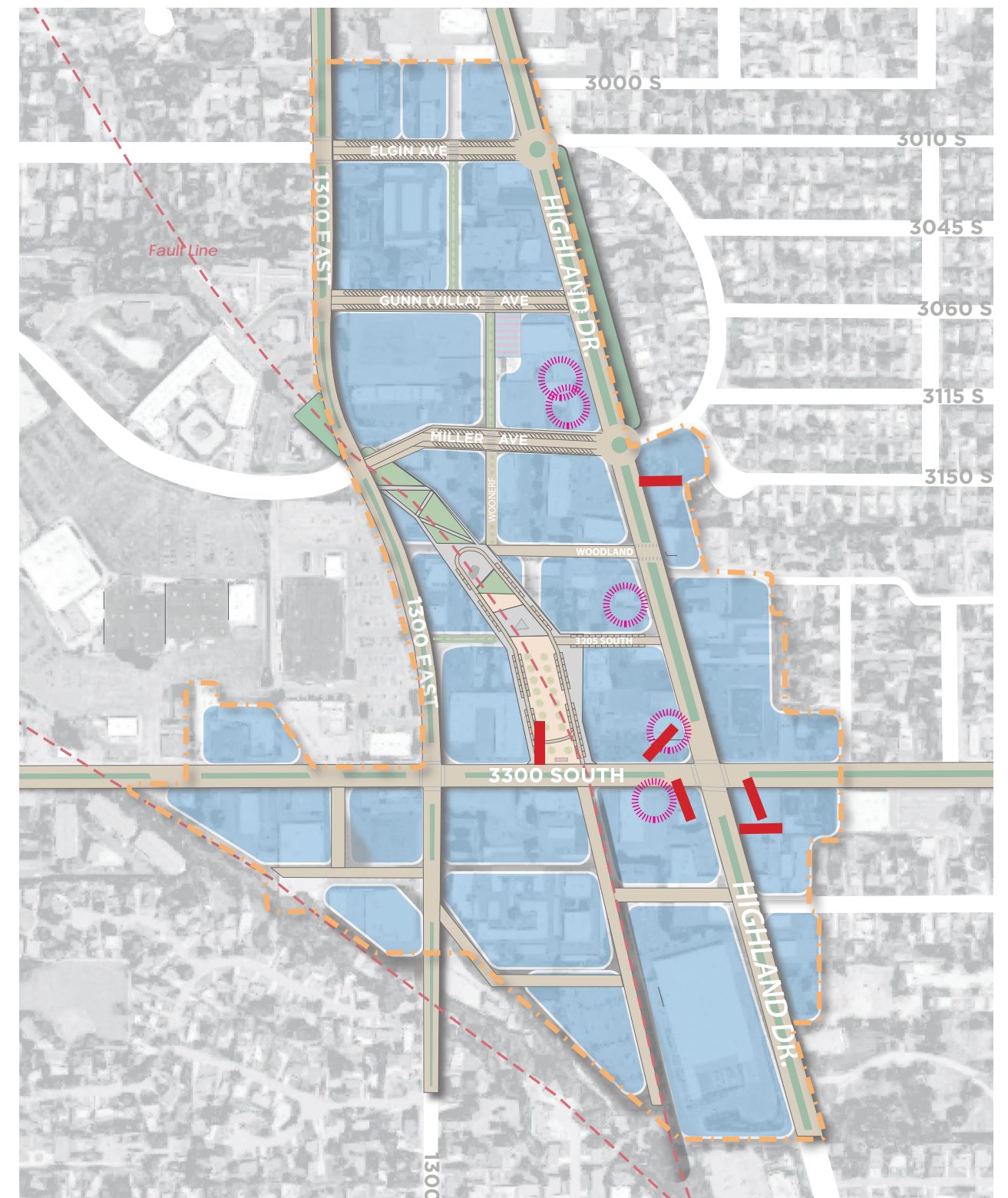
Locally-owned Crown Burgers is not specific to Millcreek, but it does have a bright and recognizable sign that evokes the similar vintage-feel of the Villa sign. Signs like these should be preserved throughout the City Center area to retain its eclectic heritage and to be integrated with future new small business signs.



The Tres Hombres sign has a completely different style, but is equally iconic to those traveling on Highland Drive. This sign shows how the business owners creatively adapted a previous mechanic sign with three figures for their own restaurant name. Each of these signs, as well as others, contribute to the unique heritage of the area which should be retained as part of the City Center identity.



Billboards and other outdoor advertising signs that are oriented to solely automobile traffic are also present on the major arterials around the City Center. While these provide minimal revenue to the City, they often block important view corridors. Future signage should intentionally be accessible to people traveling by all modes and that better integrate and enhance the environment within the new City Center.



EXISTING ICONIC SIGNS

EXISTING BILLBOARDS
(including sign orientation)



FUTURE SIGNAGE

The City should create an ordinance that has a multi-faceted, high quality approach to signage. These ordinances should be sensitive to the specific needs of the different urban contexts. New signs should be deeply integrated into the overall urban design of the City Center and be emblematic of the City's connected by nature brand and identity, while also allow for some eclecticism.



WAYFINDING

Signs that help people navigate should be present throughout the City Center. They should be sized to target people on foot or bike, as well as those in cars. Placed at key intersections, junctions, or entry points into the City Center (such as bus stops), they can orient visitors and assist them in finding their intended destinations. The sign materials should be uniform and also draw upon the larger district signage natural theme.



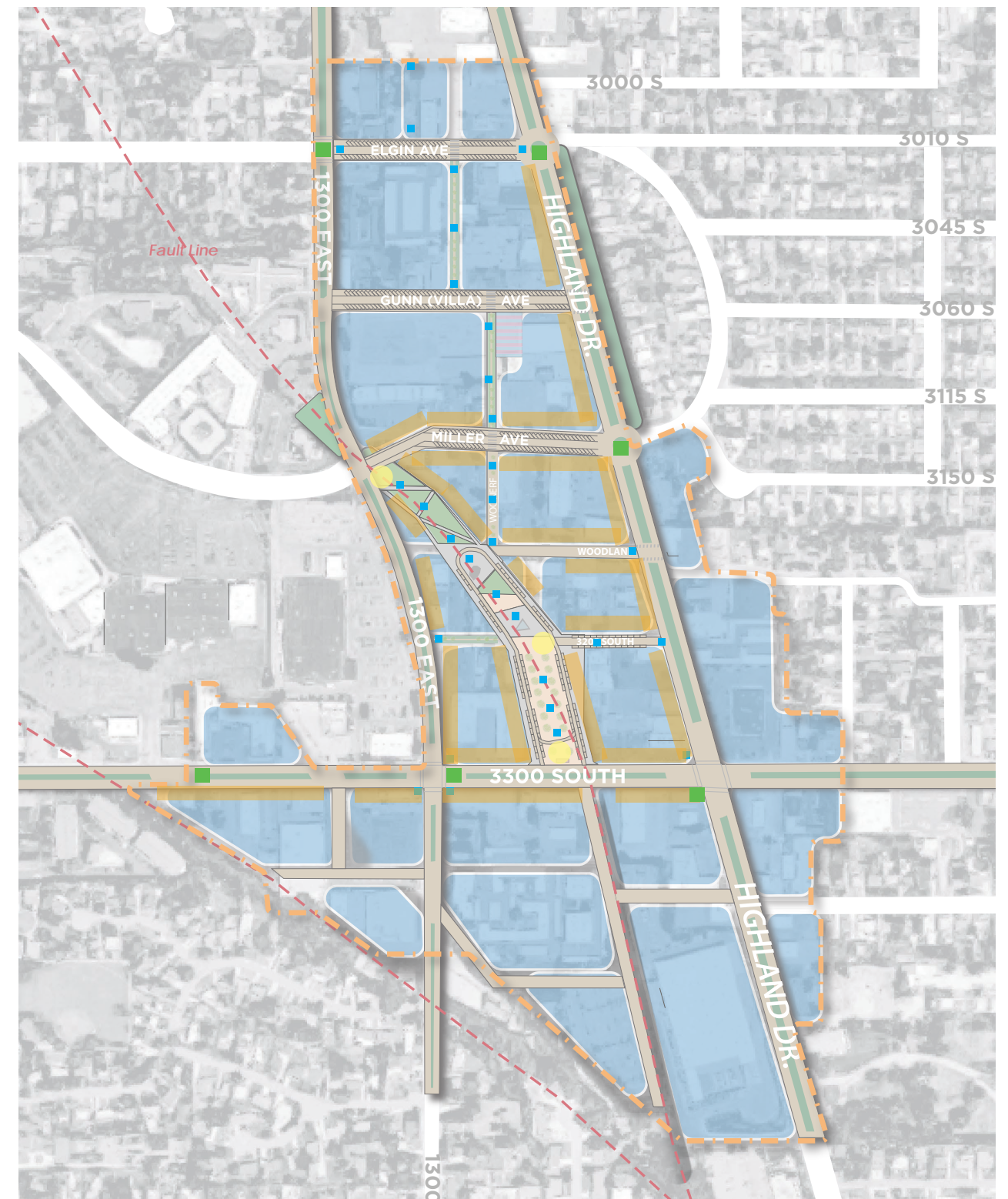
DISTRICT AND MONUMENT

District signs that represent Millcreek's characteristic brand and identity should be placed at the edges of each district. This will signal a sense of arrival and a change of environments. These signs should have the look and feel of other natural and artistic material elements present throughout the City Center.



STOREFRONT

Within the City Center, signage for local businesses and upcoming events should be encouraged. These smaller signs will be designed to be seen in close proximity and will have more detail. Blade signs, sandwich boards, and even community boards for free expression are examples of signage that is encouraged to enhance the pedestrian realm while also supporting the eclectic and unique brand of the City Center.



● POTENTIAL FUTURE DISTRICT SIGNS

■ POTENTIAL WAYFINDING SIGNS

■ POTENTIAL FUTURE MONUMENT SIGNS

■ POTENTIAL FUTURE STOREFRONT



LANDMARKS

EXISTING

Aside from signs like those at the Villa or the bowling alley, the current City Center area is light on physical landmarks that are easily identifiable. This contributes to a “placelessness” feeling in this part of the City. There is nothing distinct or remarkable, no point to rally around, no defining feature that is unique to the City of Millcreek and its City Center.

FUTURE

Landmarks are community assets for many reasons. They can be gathering points for meeting. Often they will contain elements that pay tribute to a city’s heritage and history and can, help evoke civic pride. Intentional planning for future landmarks enables them to be part of the larger placemaking strategy to make otherwise placeless public spaces more memorable. Landmarks that have existed for long periods become an essential part of the urban fabric of a place. They can give spaces meaning for those who interact around them and aid in wayfinding.

The envisioned City Center has several landmarks that can help orient people on the site. The Mill Wheel at the south end of Mill Park is a natural place for people to meet, especially for those riding transit or getting dropped off. The Civic Building (not pictured) will be another distinct feature in Mill Park. The Millview Splash Pad and Grandeur Boulder, named after local trails and peaks, can function as landmarks, especially for friends and families gathering.

While the food truck plaza in the Neighborhood District does not have a physical monument to act as a landmark, through tactical urbanism strategies such as public art and temporary street furniture, as well as repeated use of the space, the temporary plaza itself could become a contemporary landmark. It also is collocated with an easily identified community landmark being connected to the Villa Theatre, which is well-known to area residents over many decades.



Large Mill landmark on 3300 S



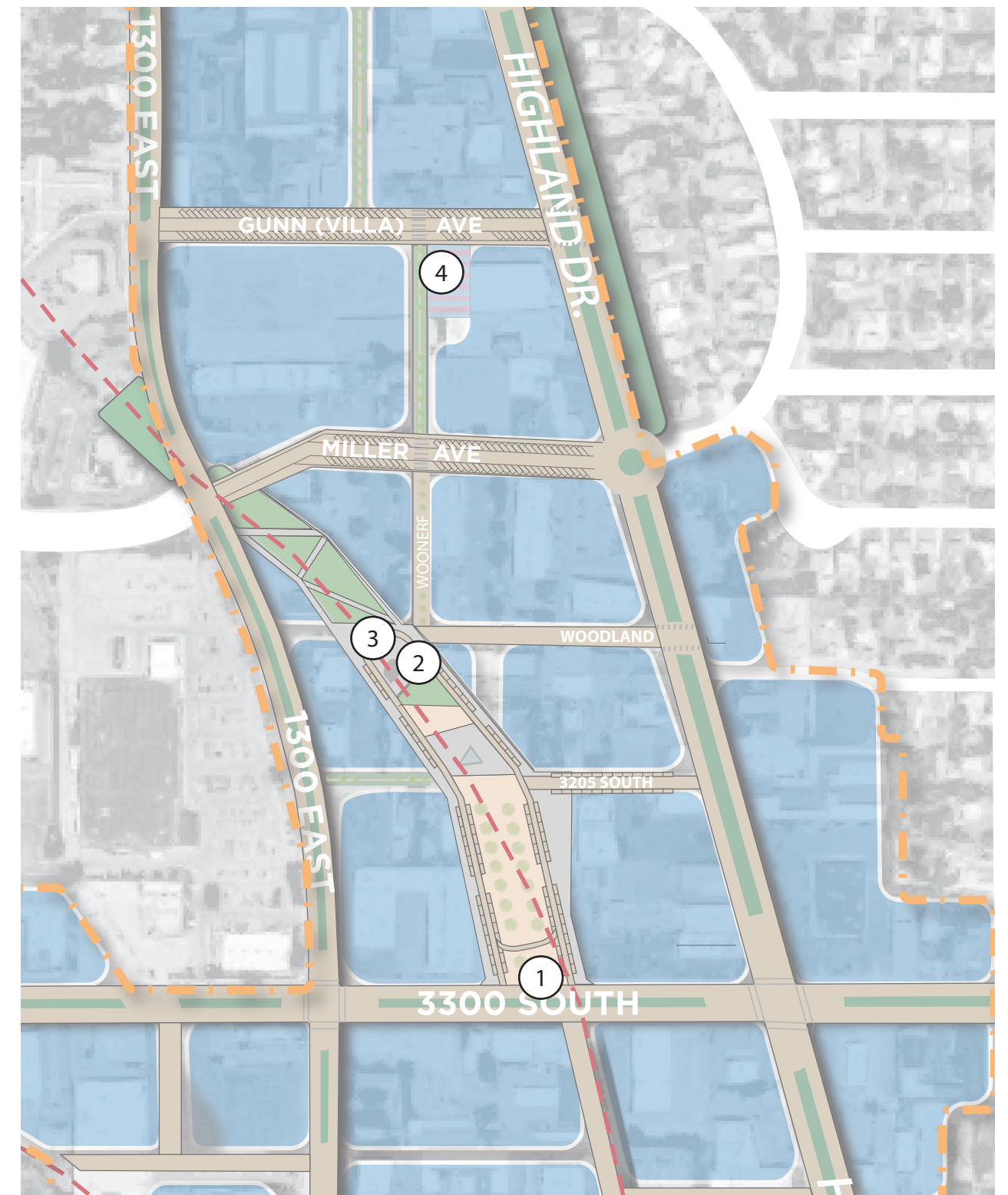
Families can meet at Millview Splash Pad



All ages can play at Grandeur Boulder



Friends can meet for movies at Villa Plaza



0 FUTURE LANDMARK LOCATIONS

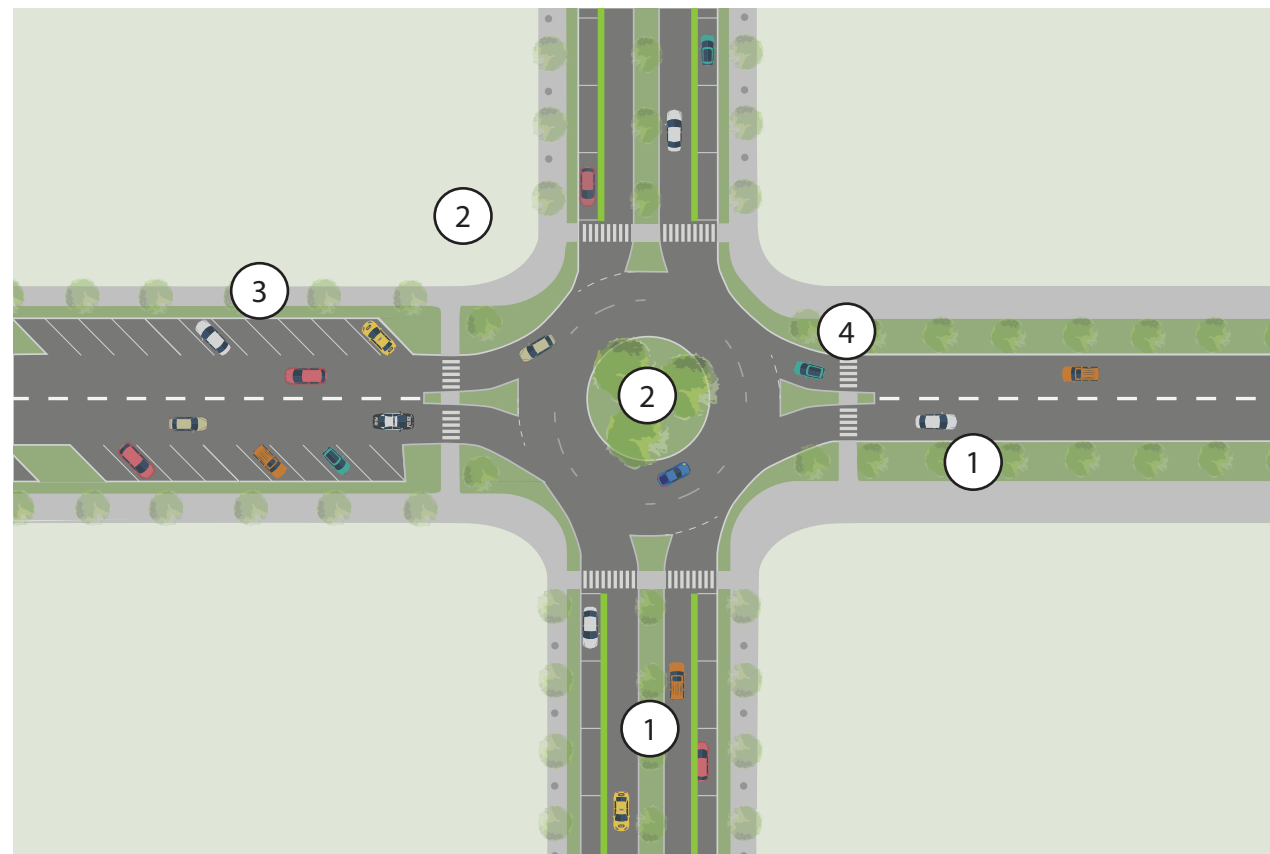


PRIMARY GATEWAYS

Gateways demarcate entrances and provide a sense of arrival. They should be located at strategic edges and attract people toward the City Center. As such, they should be prominent and distinctly recognizable, allowing people traveling to quickly understand their location in context to the City as a whole. They should meaningfully interrupt ongoing flow to alert people they are entering a new environment or transition, such as when they are leaving Salt Lake City and entering Millcreek.

There are four gateway features the Millcreek can use to welcome its citizens and visitors to the City Center including: uniform landscaping; iconic, monument, and landmark signs; consistent streetscape elements; and distinctive crosswalks.

Strategically placed at the edges of the City Center, these gateways make it clear to vehicles, cyclists, and pedestrians, that they have now entered Millcreek's City Center. The sizes of each gateway type should vary to be proportionate to people in cars, by foot, or on a bike, as well as to account for pace of travel. The diagram below depicts some basic features of how a roundabout design might work as a community gateway (see more details on page 5.18-5.19).



LANDSCAPING



Uniform landscaping can be used in medians that lead to the City Center as a key strategy for making the City Center easily identifiable. The City should implement the landscape guidelines which outline specific trees, grasses, and shrubs that become recognizable to this area. For more information on landscaping, refer to page 4.14. This subtle form of branding can add to the feeling that one has entered a distinct new environment, which places a specific emphasis on nature and landscape.

MONUMENT SIGN



Monument signs literally and figuratively announce the transition from one part of the City (or from another City such as Salt Lake) into the Millcreek City Center. These are recommended to be placed at strategic corners of the City Center or in future roundabouts (identified on the map on page 4.23). The look of these signs should be consistent with the iconic landmark style of the Mill Park sign to create a cohesive and identifiable look and feel throughout the City Center.

STREETSCAPE ELEMENTS



Consistent application of streetscape elements is one of the most powerful ways to signify arrival to and boundaries within a City Center. Urban design elements such as lamp posts, lighting with banners, signage, street furniture and potted landscaping can line the streets and draw people's attention toward the City Center. While visually powerful in a formal sense, these also often serve functions such as safety, psychological noise reduction buffer, reduction of the urban heat island effect and other important functions within a City Center.

DISTINCTIVE CROSSWALKS



Distinctive crosswalks with natural or artistic materials can be placed at intersections in and around the City Center. While these should be present at all crossings, they should be specifically focused on the edges of the City Center. These may take the form of pavers and brick to match the recommendations within Mill Park, or to reduce cost these crosswalks could be colored concrete, textured (thermoplastic material) or painted asphalt surfaces as well.