

County Council Zoning Meeting
Public Meeting Agenda
Tuesday, May 24, 2016 4:00 P.M.

LOCATION: SALT LAKE COUNTY GOVERNMENT CENTER

2001 SOUTH STATE STREET, ROOM N1-110

NORTH BUILDING, MAIN FLOOR

(385) 468-6700

*UPON REQUEST, WITH 5 WORKING DAYS NOTICE, REASONABLE ACCOMMODATIONS FOR QUALIFIED INDIVIDUALS MAY BE PROVIDED. PLEASE CONTACT WENDY GURR AT 385-468-6707.
TTY USERS SHOULD CALL 711.*

The County Council Public Meeting is a public forum where the Council receives comment and recommendations from applicants, the public, applicable agencies and County staff regarding land use applications and other items on the Council's agenda. In addition, it is where the Council takes action on Zoning related items. Action may be taken by the Council on any item listed on the agenda which may include: approval, approval with conditions, denial, continuance or recommendation to other bodies as applicable.

Ordinance Amendment – 2nd Reading –

29748 – Amend Chapter 19.78 of the Salt Lake County Zoning Ordinance – Planned Unit Developments (PUD). **Presenter:** Max Johnson

General Plan Amendment – To be Heard –

29877 – Salt Lake County Township Services requests adoption of the Millcreek Town Center Development Plan as an amendment to the Millcreek General Plan. The development plan specifically addresses history, character, opportunities, design, implementation tools, transportation and land use goals and objectives, and data for the management of future investments into the 2300 East area at I-80, 3300 South and Evergreen Avenue. **Presenters:** Alison Weyher, David D. White, Todd A. Draper

Rezone – To be Heard –

29853 – Jake Wood is requesting approval for a rezone from M-1 to C-2. **Location:** 27 West 3900 South. **Community Council:** Millcreek. **Planner:** Spencer Hymas

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File # 0000029748

Staff Report Summary and Recommendation

Public Body: Salt Lake County Council

Meeting Date: May 17, 2016

Parcel ID: N/A

Current Zone: N/A **Proposed Zone:** N/A

Property Address: N/A

Request: Amend Planned Unit Development (PUD) Ordinance

Community Council: All community councils

Township/Unincorporated: All Townships
& Unincorporated County

Planner: Max Johnson

Planning Commission Recommendation: All planning commissions have recommended Approval

Community Council Recommendation: The community councils recommend Approval

Planning Staff Recommendation: Recommend Approval

Applicant Name: PUD Ordinance Amendment

Applicant Address: SL County Government Center, 2001 South State Street, Suite #N3-600, SLC, UT 84109

Applicant Email: mrjohnson@slco.org

Phone: (385) 468-6699

PROJECT DESCRIPTION

This item is "To Be Heard" on the County Council agenda on May 17, 2016.

The purpose of this project is to update the PUD ordinance throughout unincorporated Salt Lake County. The proposed ordinance has undergone significant change as it has been several years since major updates to this ordinance have occurred.

As several single-family residential communities were experiencing frequent negative consequences from the influx of adjacent PUD developments, a need to responsibly support growth that was harmonious with existing neighborhoods was of the utmost important to planning commissioners. The draft PUD ordinance has been open for public input since November 2015. Packets include two attachments: 1) a draft ordinance dated April 19, 2016; and 2) a recommendation matrix that describes fourteen issues for discussion among the County Council. Staff has compiled the matrix to clearly identify the issue and which planning commission raised the issue, the meaning of the issue, and staff's response to the issue.

EXECUTIVE SUMMARY

Neighborhood compatibility has been of paramount importance throughout the process to create this update to PUD developments. Significant changes include:

- 1) Reduced impacts on existing neighborhoods:

- a. Height limitations, particularly in R-M zones (28' on the perimeter, otherwise 35')
- b. Refined setbacks for perimeter dwelling structures (15')
- 2) A greater predictability for developers, staff, planning commission, and the community
- 3) Refuse collection station requires a ten foot setback from residential properties
- 4) All garages to be 22 feet in width by 20 feet long or 20 feet in width by 22 feet long
- 5) Minimum PUD size requirement of three acres except for condominium developments that do not qualify as traditional subdivisions, or developments abutting a corridor as defined in the general plans.

GENERAL PLAN CONSIDERATIONS

Neighborhood quality and impact to existing neighborhoods are important considerations for all communities.

ZONE CONSIDERATIONS

Compatibility with existing buildings in terms of size, scale and height.	Yes
Compliance with Landscaping Requirements Verified.	Yes
Compliance with the General Plan.	Yes

ISSUES OF CONCERN/PROPOSED MITIGATION

The existing PUD ordinance has proved difficult to protect existing neighborhoods when developing adjacent property, specifically R-M zoned property due to extensive height and density allowances available in R-M zones that prove incompatible while transitioning to additional residential development as PUD's. Also, ancillary issues regarding street presence, building materials, parking space size, open space, placement of trash receptacles, etc., have been refined to improve PUD quality, aesthetics, location, and overall neighborhood improvement.

NEIGHBORHOOD RESPONSE

Neighborhood responses have been received throughout the public process, and have helped solidify the ordinance. Staff expects additional community feedback at the County Council meeting on the PUD ordinance on May 17, 2016.

COMMUNITY COUNCIL RESPONSE

Thirteen community councils recommended Approval of the ordinance. No councils recommended denial though three did not submit a formal recommendation. They were the community councils from Canyon Rim, Parley's Canyon, and Willow Creek.

PLANNING COMMISSION RESPONSE

All seven planning commissions recommended approval of the ordinance as shown below. Incremental differences or items which merit further discussion and decision by the Council, have been itemized in the attached document entitled: "PUD Ordinance Rewrite – Planning Commission Recommendations."

- Copperton TPC - Recommended Adoption March 21, 2016

- Emigration Canyon TPC - Recommended Adoption April 14, 2016
- Kearns TPC - Recommended Adoption March 14, 2016
- Magna TPC - Recommended Adoption March 17, 2016
- Millcreek TPC - Recommended Adoption March 16, 2016
- Mountainous Planning District PC - Recommended Adoption April 7, 2016
- Salt Lake County PC - Recommended Adoption March 23, 2016

REVIEWING AGENCIES RESPONSE

AGENCY: N/A

DATE: N/A

RECOMMENDATION: N/A

Compliance with current building, construction, engineering, fire, health, landscape and safety standards will be required prior to final approval of all future PUD's.

PLANNING STAFF ANALYSIS

Extensive research, prior PUD approvals, public outreach, and specific public comment on various projects throughout the past few years, as well as several stakeholder working groups have yielded results indicative that the resulting modifications and adjustments to the PUD ordinance are desired in the hopes of limiting detrimental impacts to communities, especially when R-M zoned properties are developed.

PLANNING STAFF RECOMMENDATION

Staff recommends approval as this request is an update that has been initiated and supported by planning commissions in support of concerns and public comment from various communities in the county as they become negatively impacted by developments that are deemed intrusive, or out of neighborhood character, by the public.

SALT LAKE COUNTY ORDINANCE

Ordinance No. _____

Date _____, 2016

PLANNED UNIT DEVELOPMENTS

AN ORDINANCE REPEALING CHAPTER 19.78 OF THE SALT LAKE COUNTY CODE OF ORDINANCES, 2001, AND REPLACING IT WITH A NEW CHAPTER 19.78, IN ORDER TO BETTER MITIGATE IMPACTS OF PLANNED UNIT DEVELOPMENTS ON ADJOINING RESIDENCES AND TO PROVIDE GREATER CERTAINTY TO APPLICANTS AND THE PUBLIC REGARDING DEVELOPMENT STANDARDS AND APPLICATION PROCESSES FOR PLANNED UNIT DEVELOPMENTS; AND MAKING OTHER RELATED CHANGES.

The County legislative body of Salt Lake County ordains as follows:

SECTION I. Chapter 19.78 of the Salt Lake County Code of Ordinances, 2001, is hereby repealed and replaced as follows:

CHAPTER 19.78 PLANNED UNIT DEVELOPMENTS

- 19.78.010 Purpose**
- 19.78.020 Applicability and Area Requirements**
- 19.78.030 Development Requirements**
- 19.78.040 Planned Unit Development Mixed-Use**
- 19.78.050 Maintenance of Common Facilities**
- 19.78.060 Review Process**
- 19.78.070 Preliminary Review**
- 19.78.080 Planning Commission Review**
- 19.78.090 Validity of Preliminary Review**
- 19.78.100 Post-Planning Commission Approval**
- 19.78.110 Amendments to the Development Plan**
- 19.78.120 Failure to Begin Development**
- 19.78.130 Phased Planned Unit Development**

19.78.010 Purpose

The purpose of a planned unit development (PUD) is:

1. To provide a high quality living environment, and to utilize and incorporate natural features in the land development design.

2. To provide a more efficient use of the land and the preservation of greater proportions of open space for recreation and visual use than is otherwise provided for in the zoning regulations.
3. To provide good and compatible neighborhood and housing design by utilizing a variety of dwelling types and site arrangement plans to allow for greater flexibility and diversity in the physical pattern of the development.
4. To provide developments compatible with existing residential uses while maintaining a harmonious environment within the community.
5. To create mixed use areas designed to be beneficial to the neighborhood.
6. To ensure substantial compliance with the intent of this chapter related to the public health, safety and general welfare, while securing the efficient use of the land for residential, or a combination of commercial and residential development.

It is the intent of this chapter that the development plan for a planned unit development shall be prepared by a designer(s) having professional competence in urban planning.

19.78.020 Applicability and Area Requirements

A planned unit development is a conditional use that is only allowed for residential uses, except as provided in section 19.78.040, and in zones that allow residential uses. The provisions in this chapter shall govern over the chapters relating to these other zones and other chapters in this Title, with the exception of the FCOZ ordinance, chapters 19.72 and 19.73, and the RCOZ ordinance, chapter 19.71. A planned unit development in these zones shall have a minimum area of three acres, with the following exceptions:

1. Existing condominium developments that cannot be sold or refinanced without the common area adjoining the homes in the development being divided up into individual lots that include the adjoining homes, and where these newly created lots would not qualify as traditional subdivision lots under County ordinance. In such cases, the newly created lots may qualify as a planned unit development if the development is at least one acre in size. Such a development shall be exempt from the provisions of this chapter, except sections 19.78.090 – 19.78.130 relating to review of the development.
2. Developments abutting or contiguous to a corridor as defined in the general plan shall have a minimum area of one acre. To qualify as a development that is abutting or contiguous to a corridor, said development shall have a minimum frontage of the sum of the required minimum lot width of two lots as determined by the current zoning designation.

19.78.030 Development Requirements

The following are required for all developments:

1. **Ownership.** The property shall be in single or corporate ownership at the time of application, or the subject of an application filed jointly by all owners of the property.
2. **Open Space.** Common and private open space shall be provided and shall cover no less than 40 percent of the gross site area. Common open space shall be provided in the amount of at least 20

percent of the gross site area. For purposes of this chapter, gross site area is defined as the total area of a planned unit development excluding anything in the public right of way.

The required common open space shall be land areas that are not occupied by buildings, dwellings, structures, parking areas, streets, public park strips, curb-gutter-sidewalk, driveways, or alleys and shall be accessible by all residents of the development. Buildings erected for the purpose of providing an amenity may be included as open space. Said open space may be an area of land or water set aside, or reserved for use by residents of the development, including an expanse of lawn, trees, plants, fully accessible landscaped roof areas, or other natural areas. Common open space also includes common walkways (but not curb-gutter-sidewalk), formal picnic areas, and recreational areas. Common open space may be distributed throughout the development and need not be in a single large area. Common open space may include sensitive areas, such as areas with 30 percent or greater slope, fault zones, flood plains, high water tables, and wetlands, if they have been designed as an integral element of the project.

Private open space is that space which is provided for each dwelling unit for personal use. Private open space is typically located immediately adjacent to or attached to the dwelling unit it is designed to serve and is for the exclusive use of the residents of the dwelling unit. Landscaped roof areas, balconies, or decks attached to individual units are considered private open space and are not to be calculated as part of required common open space.

The planning commission may reduce the open space requirements of this section in order to accommodate a density bonus provided for in this chapter.

3. **Interior Streets.** The design of public and private streets within a development shall follow County standards for roadway development as defined by the County transportation engineer. Private streets shall be subject to the same inspections and construction standards as required for public streets. The County shall be granted a utility easement of the entire interior street system in a development project. All private streets shall be conveyed to a private association.
4. **Garbage and Recycling.** The development shall be designed to accommodate and efficiently manage the collection, storage, and removal of garbage in harmony with the neighborhood so as to minimize detrimental effects of the collection, storage, and removal on any residence within the development or abutting neighborhoods. If dumpster enclosures are provided for the development, no refuse dumpster or dumpster enclosure structure shall be located closer than 10 feet to any perimeter property line. Enclosure structures must have a minimum of three sides that reflect or emulate the materials, design, and quality of the overall development. All developments shall provide recycling services.
5. **Parking.** The following minimum parking shall be provided for all multi-family projects under this ordinance:

a. Table of Parking Ratios

One bedroom unit	1.5 parking spaces per unit
Two or more bedroom units	2.0 parking spaces per unit
Guest parking spaces	0.33 parking spaces per unit (min. of 6)
Storage parking spaces for recreational vehicle storage	Not Allowed

- b. The parking requirements identified in this section supersede other parking requirements in this Title.
- c. All parking areas, covered or open, except garages, shall have a landscaped buffer in accordance with chapter 19.77, Water Efficient Landscape Design and Development Standards.
- d. Developments offering the amenities listed below are entitled to the applicable parking reductions. These reductions are not mandatory, but if they are chosen, are cumulative. The planning commission may further modify the required parking with support of a traffic study.

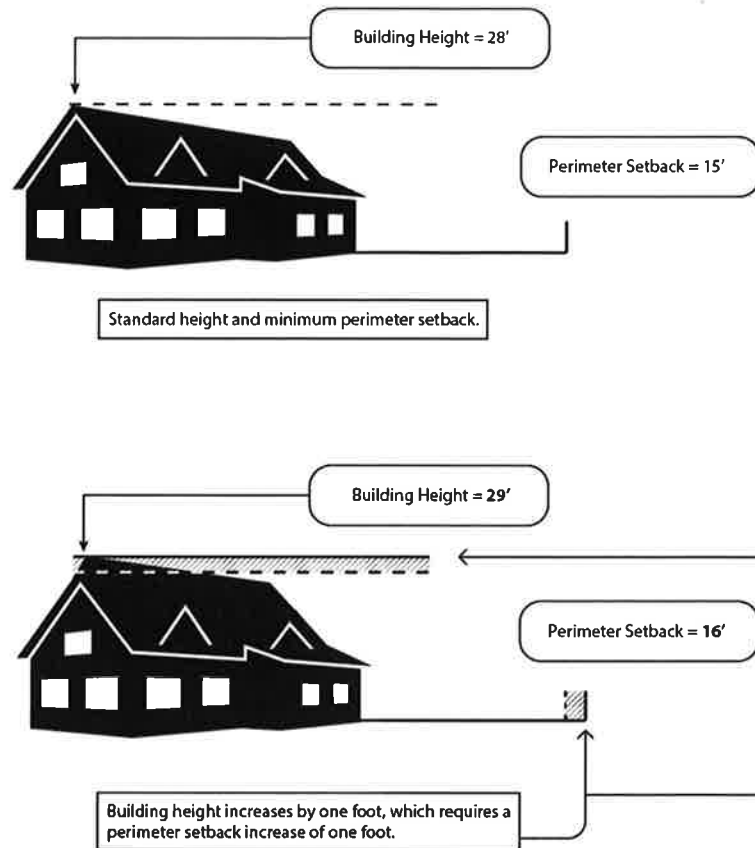
Eligible Unit Parking Reductions

Amenity	Reduction (stalls/unit)
Car Sharing (minimum 100 dwelling units)	0.05 per car share vehicle
Bicycle Lockers/Storage (1 space per unit required)	0.05
Bicycle Share (on-site self-serve bike station)	0.05
Development-supplied transit passes for all residents	0.15
Proximity of development within ¼ mile of a rail or Bus Rapid Transit (BRT) station	0.20
Proximity of development within ½ mile of a rail or Bus Rapid Transit (BRT) station	0.10
Senior Housing	0.20
Housing for students (< .25 miles from campus)	0.10
For Mixed-Use PUDs (19.78.040), shared parking that allows both customers and residents to park in the same spaces.	0.20

- e. Parking is prohibited within approved fire access and turn-around facilities.
- f. Garages are encouraged.
 - (1) Garage parking, if used, shall have a minimum unobstructed size of 22 feet wide by 20 feet in length, or 20 feet wide by 22 feet in length. Single-car garages are also permitted and shall have a minimum unobstructed size of 10 feet wide by 22 feet in length, or 11 feet wide by 20 feet in length.
 - (2) Covered parking, if used, shall be placed in locations adjacent or convenient to the buildings that they are intended to serve.
 - (3) Tandem spaces may be allowed with a minimum size requirement of 20 feet long by 9 feet wide per parking space, up to a maximum of two contiguous spaces per unit.
 - (4) Tandem spaces may be allowed with a minimum size requirement of 20 feet long by 9 feet wide per parking space, up to a maximum of two contiguous spaces per unit.
- g. Underground parking. Installation of underground parking adequate to meet 50 percent of the parking requirements of this section excluding guest parking, shall receive a 20 percent density bonus for the planned unit development.

6. **Building Materials.** Exterior materials of a durable or resilient nature such as brick, stone, stucco, prefinished panel, composite materials, or other materials of similar quality, hardness, and low maintenance characteristics shall be used. No single material is allowed to exceed 50 percent on street-facing facades. Other materials may be considered for soffits, or as an accent or architectural feature. Twenty-five year guarantee, architectural shingles and/or other longer lasting roof materials are required.
7. **Landscaping on Public Right-of-Way.** With the exception of Forestry Zones, where a development is adjacent to a public right-of-way, a permanent open space shall be required along any front, side, or rear yard adjacent to said right-of-way. This area shall be kept free of buildings and structures (except fences, as per chapter 19.77.050, and approved by the Planning Commission), and permanently maintained with street trees and other landscaping, screened or protected by natural features, as per chapter 19.77. If such areas are the result of double frontage lot designs with inadequate access to the street, such areas shall be landscaped as per chapter 19.77 with a five foot landscaped area. Aesthetic entrance features are encouraged. Additional landscape treatments or buffers may also be required with width and landscaping specifications as per chapter 19.77.
8. **Perimeter Fencing.** With the exception of Forestry Zones, fencing around the perimeter of all developments shall be provided. Acceptable fencing materials include architecturally designed brick, stone, or block, or pre-cast concrete. Fencing with materials using composite products, wrought iron, wood, or vinyl may be allowed with a minimum two foot wide, six foot tall brick or stone pillar spaced every ten feet on center. Unless otherwise allowed by the Planning Commission, exterior fencing along a public right of way shall be limited to brick, stone, or block, or pre-cast concrete and be setback a minimum of 5 feet from the property line to allow for a landscaping buffer designed in accordance with chapter 19.77 to soften long expanses of walls. Interior fencing shall comply with section 19.78.030(11) (f).
9. **Interior Street Lights.** With the exception of Forestry Zones, street and pedestrian lighting for streets on the interior of the PUD is required. All lighting fixtures shall be directed downward with mechanisms to prevent dark sky illumination. The applicant shall submit a plan which indicates the type and location of lights in relation to the development and designed for pedestrian safety. Minimum Average Foot-Candles for local residential roads (35 feet maximum) shall be 0.3, and shall be 0.5 for residential collector roads (36 feet – 45 feet).
10. **Signage.** Only low profile signs with a maximum size of 50 square feet, and 5 feet in height are allowed. No temporary signs are allowed other than for sale or rent signs with a maximum of 6 square feet in area per side. Only three such signs are allowed per 300 feet of frontage. The size, location, design and nature of signs, if any, and the intensity and direction of any associated lighting shall be detailed in the application, and, except as provided in this chapter, shall be consistent with the characteristics of the community and chapter 19.82, Signs.
11. **Site Plan.** All developments shall be guided by a total design plan in which the following development standards may be varied to allow density bonuses, and flexibility and creativity in site design and building location. The Planning Commission may require such arrangements of structures, open spaces, landscaping, buffering, and access within the site development plan so that adjacent properties will not be adversely affected. The following criteria shall be used by the Planning Commission principally to assure the design objectives of this section are met.
 - a. **Density.** Subject to the following density bonuses, the density allowed for a development shall be no greater than that allowed in the zone in which it is located. Density shall be calculated using only net developable acreage. A density bonus in the following amounts is allowed if either or both of the following conditions exist:

- (1) For developments with underground parking that is adequate to meet the parking requirements of this chapter excluding guest parking, a density bonus of 20 percent is allowed pursuant to 19.78.030 (5) (g); and/or
 - (2) For developments within one-quarter mile (improved walking distance) of a rail or Bus Rapid Transit (BRT) station, a density bonus of 20 percent is allowed. For developments within one-half mile (improved walking distance) of a rail or BRT station, but greater than one-quarter mile, a density bonus of 10 percent is allowed.
- b. **Maximum Height.** For the purpose of this chapter, building height is to be measured from the lowest point of original grade to the highest ridge.
- (1) For any PUD adjacent to an R-1, R-2, R-4, A-1, or A-2 zone (“residential zone”), the maximum height for structures on the perimeter of the PUD adjoining said zones shall be 28 feet. The maximum height of all other structures in such a PUD shall be 35 feet. PUD’s with one building only, are allowed a rooftop garden or patio provided the rooftop garden or patio has a minimum setback of 75 feet from the property line. For purposes of this chapter, a structure on the perimeter is defined as any structure within 50 feet of the property line of the PUD.
 - (a) The height of buildings along the perimeter of a planned unit development adjoining a residential zone may be increased to the maximum height allowed in the underlying zone by one foot increments, with each additional one foot height increment requiring an additional one foot in setback from the perimeter (see figure 1 below for graphical rendering).
 - (2) The height of structures in all other planned unit developments shall conform to the otherwise applicable ordinances.
 - (3) At the discretion of the planning commission, height for dwelling structures along corridors as defined in the general plan and not adjoining a residential zone, may be increased by an additional five feet to accommodate a density bonus provided for in this chapter.
 - (4) Notwithstanding the above, the Planning Commission may at its discretion reduce or increase the otherwise stated maximum heights if mitigation is warranted, but only in cases where unusual topographical or other exceptional conditions or circumstances exist, such as the height of surrounding buildings.



Meridian Fox
 Planning and Development Services
 10/16/15
 House Plans by ArchiPlan on Nevan Project



Figure 1. An Illustration of height allowance as described in 11.b.1.a. above when approved by the Planning Commission, where for every foot increase in height requires a foot increase in minimum setback. This provision is designed to soften the impact to adjacent properties while allowing for increases in height where appropriate.

- c. **Perimeter Setbacks.** Buildings (including covered decks or covered patios, or decks or patios in excess of 18 inches above existing grade) located on lots on the perimeter (excluding the public frontage defined in chapter 19.78.040. of the development), shall have not less than a 15 foot setback from the perimeter lot line, and shall have a setback from a right-of-way as prescribed by the underlying zone and chapter 19.77. Otherwise, no specific yard, setback, or lot size requirement is imposed by this chapter. However, the purpose and design objectives of this chapter must be complied with in the final development plan, and the Planning Commission may require specific setbacks within all or a portion of the development to maintain harmony with the existing character of the neighborhood.
- d. **Site Calculations.** Specific calculations which address the percentage of open space, impervious versus pervious surfaces, and site improvements shall be submitted by the applicant with all project applications.
- e. **Traffic Circulation.** Points of primary vehicular access to the development shall be designed to provide smooth traffic flow with controlled turning movements and minimum hazards to vehicular, pedestrian, and bicycle traffic. Adequate emergency vehicle access shall be provided.

Internal circulation systems shall include pedestrian paths, and may include bicycle paths, preferably separated from vehicular traffic. Where recreational facilities exist or are planned adjacent to the proposed development, such pedestrian and bicycle paths shall connect to these facilities.

- f. **Privacy.** Each development shall provide reasonable visual and acoustical privacy for dwelling units. Fences, walls, barriers, landscaping, and sound reducing construction techniques shall be used as appropriate to enhance the privacy of its occupants, the screening of objectionable views or uses, and the reduction of noise.
- g. **Sidewalks.** With the exception of Forestry Zones, as required elements of a development, interior sidewalks shall be installed to serve the units and connect to the public street.
- h. **Utilities.** All utilities shall be located underground, except as may be provided for in State law. Utility equipment shall be screened from view and preferably, not fronting on a public street.
- i. **Private outdoor spaces.** Each residential unit shall be required to have an outdoor patio/rear yard space with a minimum of 100 square feet, or a balcony with a 50 square foot minimum.

12. Desirable Amenities. Amenities that are identified in the *Salt Lake County Recreation and Open Space Standards Policy* shall be installed in accordance with that Policy. Where conflicts exist with this chapter and the *Salt Lake County Recreation and Open Space Standards Policy*, requirements identified in this chapter shall supersede.

13. Miscellaneous. Installation of xeriscaping is encouraged as an alternative to excessive lawn areas or other landscaping treatments that excessively consume water. Low impact / water retention development techniques are encouraged to manage stormwater onsite including but not limited to planter boxes, rain gardens, and bioswales in the open spaces.

Parking areas, service areas, buffers, entrances, exits, yards, courts, landscaping, graphics, and lighting for both residential and non-residential development shall be designed as integrated portions of the total development and shall project the residential character.

19.78.040 Planned Unit Development Mixed-Use

In a Planned Unit Development, vertical mixed-use is allowed in zones that allow both residential and commercial and/or office uses, provided it meets the following requirements, in addition to the other requirements in this chapter. For purposes of this section, vertical mixed-use means commercial or office uses sharing the same building as residential uses.

1. The property is abutting or contiguous to a corridor as defined in the general plan, or major or minor arterial (“street”).
2. Commercial uses shall only be allowed on the first floor of buildings fronting on the street. Office uses shall only be allowed on the first and second floor of buildings fronting on the street. Entrances to the first floor of these buildings shall front on the street. Windows shall make up at least 50% of street-facing facades of these floors. These floors shall have architectural differentiation from the other floors in the building.
3. Parking is not allowed between the building(s) and the street.

4. The front yard setback shall be 15 feet, except as provided in subsection (E), and the side and rear yards shall be 20 feet minimum. Corner lots are deemed to have two front yards.
5. The front yard setback is the build-to-line. At least 50 percent of the front elevation of the building(s) must be built within 10 feet of the build-to-line or as approved by the planning commission. A build-to-line is defined as the line at which construction of a building façade is to occur on a lot, running parallel to the front property line, and ensuring a uniform (or more or less even) building façade line on the street.
6. Landscaping along the street shall comply with this chapter and chapter 19.77.
7. Signage for commercial or office uses shall be limited to signs on the building(s) that comply with chapter 19.82.

19.78.050 Maintenance Of Common Facilities

1. A development shall be approved subject to the submission and recordation of legal instruments setting forth a plan or manner of permanent care and maintenance of all common open space and other facilities provided in the final development plan.
2. Terms in the final development plan governing maintenance of common open space and other facilities shall comply with applicable provisions of the Utah Condominium Ownership Act, Title 57-8-101, et seq., or the Utah Community Association Act, Title 57-8a-101, et seq.

19.78.060 Review Process

1. **Pre-Submittal Development Review.** To help expedite review of a development proposal, prior to submitting a complete application for development, persons interested in undertaking development shall meet with a member(s) of the planning staff for a planner / applicant meeting, to become acquainted with the substantive and procedural requirements of this chapter.
2. **Standard Operating Procedure (SOP).** Staff creates, revises, and adheres to a Development Review Standard Operating Procedure, to assist in the management and processing of applications. Applicants are encouraged to obtain a copy of the current SOP from Planning and Development Services staff, and to seek guidance with respect to the review and understanding of the Development Review SOP from staff.
3. **Application.** An application for a development must be submitted to Planning and Development Services. As each development application is different and unique, application documents may vary with respect to content and need for specific reports and/or studies. Consultation with staff and examination of the Development Review SOP will guide the applicant through the review process and identify all submittal documents that will be required to formalize a complete application.
 - a. Site Plan that satisfies the requirements of section 19.78.030(11).
 - b. Landscaping plan. A landscape plan is to be prepared in accordance with chapter 19.77 of this title. Staff can ask for justification of elements included in the landscape plan.
 - c. Architectural building elevations. The location and floor area of all existing and proposed buildings, structures, and other improvements including heights, types of dwelling units, non-

residential structures including commercial facilities, preliminary elevations and architectural renderings of typical structures and improvements, shall be prepared by a licensed architect or other qualified professional.

- d. Lighting Plan.
- e. Subdivision Plat.

19.78.070 Preliminary Review

When a complete application has been accepted by staff, reviews completed by staff and related agencies, and subsequent comments identified by staff and substantially addressed by the applicant, the application is scheduled for a community council meeting and a public hearing before the appropriate Planning Commission for their review and decision. Additional adjustments, revisions, or re-submittals may be required during this process to identify all concerns related to conformance with the intent of this chapter. Failure to submit complete and consistent information will result in written notification to the applicant that the review cannot proceed further until all required, necessary, and requested information is submitted.

19.78.080 Planning Commission Review

When preliminary review of the application has been determined to be complete and in compliance with all requirements, the plans and preliminary plat together with all supporting information will be forwarded to the Planning Commission for review. If the property is to be subdivided, all requirements set forth in Title §18, Subdivisions, must be met.

In accordance with chapter 19.05.040 and Utah Code §17-27a-506, the Planning Commission shall review the proposed development plan to hear and receive public input and to determine if all reasonably anticipated detrimental effects have been substantially mitigated. The Planning Commission may require additional studies or analyses to enable it to determine how impacts should be addressed and may establish reasonable conditions of approval to address those anticipated impacts, as per chapter 19.84.060.

19.78.090 Validity of Preliminary Review

1. Once the Planning Commission determines that preliminary review is complete, the preliminary plat or approved site plan is valid (12 months for the preliminary plat and 12 months for the site plan). The Division Director may grant a one year extension of the preliminary plat or approved site plan, provided the plat still complies with all applicable ordinances.
2. If a PUD subdivision will be recorded in phases, a final plat for the first phase must be recorded within one year of the initial Planning Commission approval or one year extension thereof, the validity of the unrecorded portions of the approved preliminary plat will extend for one year from the recording date of the plat for the previous phase. Extensions of time beyond three years from the date of initial approval require review and approval of the Planning Commission prior to the then current expiration of the preliminary plat.

19.78.100 Post-Planning Commission Approval

After completing the preliminary review by the departments, agencies, and Planning Commission, the applicant shall submit a final site plan and preliminary and final subdivision plats together with all supporting documents which comply with all requirements, corrections, additions, etc. required by the departments, agencies, and Planning Commission to the Planning and Development Services Division (hereinafter known as the “development plan”).

1. The Planning and Development Services Division, along with the other reviewing departments and agencies, shall review the proposed development plan to verify compliance with all requirements, corrections, additions, etc.
2. After such review, the item may be scheduled for review by the Planning Commission upon referral by the Division Director or at the request of the Planning Commission. The final development plan shall include all of the information required in the preliminary development plan in its finalized detailed form.

19.78.110 Amendments to the Development Plan

The Division Director or designee may authorize minor changes in the location, siting, or character of buildings and structures if required to resolve an engineering or other technical issue, or other circumstances not identified at the time the final development plan was approved. No change authorized under this section may cause any of the following (“major changes”):

1. A change in the use and/or character of the development.
2. An increase in the overall density and/or intensity of use.
3. An increase of more than five percent in overall coverage of structures.
4. A reduction or change in character of approved open space.
5. A reduction of required off-street parking by more than five percent.
6. A detrimental alteration to the pedestrian, vehicular, bicycle, circulation, or utility networks.
7. A reduction in required street pavement widths.
8. An increase in building height.
9. A decrease in building setback.

Any major changes must be proposed to the Planning Commission after receipt of a recommendation by planning staff. Proposals under numbers 1 through 9 above require the filing of a new application. Generally speaking, any major changes must be recorded as amendments in accordance with the procedure established for adopting the final development plan.

19.78.120 Failure to Begin Development

If no substantial construction has occurred in the development pursuant to the final development plan within 12 months from final approval, the approved plan shall become null and void and a new development plan and application shall be required for any development on the subject property. The Division Director, upon a determination of good cause based on evidence submitted by the applicant, may extend the time for beginning construction a maximum period of 12 months for one time only.

19.78.130 Phased Planned Unit Development

If the sequence of construction of various portions of the final development plan is to occur in stages, then the open space and/or recreational facilities shall be developed in proportion to the number of dwelling units intended to be developed during any given stage of construction. A phasing plan, including size and order of phases, shall be approved by staff to ensure that individual phases of the development comply with all requirements, including that the open space and/or recreational facilities are installed proportionately with the approved phasing plan.

SECTION II. This ordinance shall become effective fifteen (15) days after its passage and upon at least one publication of the ordinance or a summary thereof in a newspaper published and having general circulation in Salt Lake County.

APPROVED and ADOPTED this ____ day of _____, 2016.

SALT LAKE COUNTY COUNCIL

By _____
Max Burdick, Chair

ATTEST:

Sherrie Swensen
County Clerk

Approved as to form and legality:

Zach Shaw

Deputy District Attorney
Date: 5-19-16

Voting:

- Council Member Bradley voting _____
- Council Member Bradshaw voting _____
- Council Member Burdick voting _____
- Council Member DeBry voting _____
- Council Member Wilson voting _____
- Council Member Granato voting _____

Council Member Jensen voting _____
Council Member Snelgrove voting _____
Council Member Newton voting _____

Vetoed and dated this _____ day of _____, 2016.

By _____
Mayor Ben McAdams or Designee

(Complete As Applicable)

Veto override: Yes__ No__ Date _____

Ordinance published in newspaper: Date _____

Effective date of ordinance: _____

SUMMARY OF

SALT LAKE COUNTY ORDINANCE NO. _____

On the _____ day of _____, 2016, the County Council of Salt Lake County adopted Ordinance No. _____, repealing chapter 19.78 of the Salt Lake County Code of Ordinances, 2001, and replacing it with a new chapter 19.78, in order to better mitigate impacts of planned unit developments on adjoining residences and to provide greater certainty to applicants and the public regarding development standards and application processes for planned unit developments; and making other related changes.

SALT LAKE COUNTY COUNCIL:

By _____
MAX BURDICK, Chair

ATTEST:

Sherrie Swensen, County Clerk

Approved as to Form:

Zach Shaw Zach Shaw
5-19-16

Voting:

Councilman Bradley _____
Councilman Bradshaw _____
Councilman Burdick _____
Councilman DeBry _____
Councilman Wilson _____
Councilman Granato _____
Councilman Jensen _____
Councilman Snelgrove _____
Councilman Newton _____

A complete copy of Ordinance No. _____ is available in the office of the Salt Lake County Clerk, 2001 South State Street, N2100A, Salt Lake City, Utah.

PUD Ordinance Rewrite

Planning Commission Recommendations

(As of April 21, 2016)

#	Pertinent Ordinance Section	Key Issue	Planning Commission Recommendations							Comments
			Copperton	Emigration Cyn	Kearns	Magna	Millcreek	MPD PC	SL County	
Issues Identified by Staff that Required Clarification Prior to PC Recommendations										
1	19.78.030.2	Density bonus – Question has been raised by several planning commissions to limit overall density bonus to 20 percent. Section 19.78.030 (11) (a) already limits density bonuses to 20 percent aggregate, unless a 20 percent density bonus is provided for underground parking, and units are near a transit station, which could warrant a 30 percent bonus.	Yes	Yes*	Yes*	Yes	Chg	No	Yes	<p>Copperton, Magna, & SL County – Supportive of this provision.</p> <p>*Emigration Canyon – Prefers no density bonuses, but understands that the bonuses suggested are appropriate for urban areas but that they should not pertain to Emigration Canyon.</p> <p>Kearns – Provided Item #2 below is adopted, PC is supportive of an overall density bonus of 30%.</p> <p>Millcreek – Prefers a 20% density bonus for projects within ¼ mile of a rail or Bus Rapid Transit (BRT) station, a 10% density bonus for projects within ½ mile of a rail or Bus Rapid Transit (BRT) station, and an overall density bonus ceiling of 40%.</p> <p>MPD – Requests that no density bonuses be provided.</p> <p>Staff Recommendation – As this ordinance is strongly focused toward urban areas, staff is supportive of this provision which provides for a 20% density bonus for projects within ¼ mile of a rail or Bus Rapid Transit (BRT) station, a 10% density bonus for projects within ½ mile of a rail or Bus Rapid Transit (BRT) station, and an overall density bonus ceiling of 40%.</p>
2	19.78.030.5.g	Density bonus for underground parking – Staff has heard both 10 percent and 20 percent regarding the allowance of a	Yes	Yes*	Chg	Yes	Yes	No	Yes	Copperton, Magna, Millcreek, & SL County – Supportive of this provision to allow for a 20%

#	Pertinent Ordinance Section	Key Issue	Planning Commission Recommendations							Comments
			Copperton	Emigration Cyn	Kearns	Magna	Millcreek	MPD PC	SL County	
		density bonus. What percentage of a density bonus should be provided if underground parking is provided in a PUD?								<p>density bonus if underground parking is provided.</p> <p>*Emigration Canyon – Prefers no density bonuses, but understands that the bonuses suggested are appropriate for urban areas but that they should not pertain to Emigration Canyon.</p> <p>Kearns – Supportive of the concept but approves a 20% bonus only if within ¼ mile of a rail or Bus Rapid Transit (BRT) station, and a 10% bonus if within ½ mile of a rail or Bus Rapid Transit (BRT) station.</p> <p>MPD – Requests that no density bonuses be provided.</p> <p>Staff Recommendation – Staff is supportive of this provision to allow for a 20% density bonus if underground parking is provided.</p>
3	19.78.030.11.b.(1)	Maximum height – Single building PUD perimeter with respect to rooftop gardens or patios – Language included that requires an additional setback from the property line for rooftop gardens and patios as described: Rooftop patios or rooftop living spaces are not allowed on a structure on the perimeter of such PUD. PUD's with only one building are allowed a rooftop garden or patio provided the rooftop garden or patio has a minimum setback of 75 feet from the property line. For purposes of this chapter, a structure on the perimeter is defined as any structure within 50 feet of the property line of the PUD.	Yes	Yes	Yes	Yes	Yes	Yes	Yes	<p>All planning commissions are supportive of this provision.</p> <p>Staff Recommendation – Staff is supportive of this provision.</p>
4	19.78.030.11.b.(4)	Measuring height – Height question – Height limit in this PUD draft is 28 feet to the ridge of the structure, but in RCOZ, 30 feet is allowed to the ridge of the structure. Should height be extended to 30 feet along the perimeter in PUD's? Language has been added in 19.78.020 that RCOZ governs height. If not, changes will need to be made.	Yes	Yes	Yes*	Yes	Yes*	Yes	Yes	<p>Copperton, Emigration Canyon, Magna, MPD, & SL County – Supportive of this provision.</p> <p>Kearns – Recommends approval of 28 foot perimeter setback.</p> <p>Millcreek – Only where RCOZ applies, the height limit should be 30 feet. Otherwise, the height limit should be 28 feet.</p>

#	Pertinent Ordinance Section	Key Issue	Planning Commission Recommendations							SL County	Comments
			Copperton	Emigration Cyn	Kearns	Magna	Millcreek	MPD PC	SL County		
											Staff Recommendation – Staff is supportive of this provision to limit height of perimeter units in a PUD to 28’, consistent with the RCOZ ordinance.
5	19.78.030.11.d	Site calculations – Define impervious vs. pervious regarding open space calculations. Roof overhangs – impervious while balconies and patios are counted as open space. We should clearly define the lines. At PC discretion, balconies and patios can contribute open space areas.	No	No	No	No	No	No	No	No	All planning commissions prefer to maintain the existing procedures as currently written. Staff Recommendation – Staff is supportive of maintaining the existing procedures as currently written.
6	19.78.030.11.e	Traffic circulation clarification – Sentence in question: “Minor streets within the development shall not be connected to streets outside the development in such a manner as to encourage their use by through traffic.” This sentence is not desired by planning staff, as we encourage connectivity. Planners would suggest just the opposite viewpoint, and would therefore suggest omitting this sentence.	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	All planning commissions are supportive of removing this sentence. Staff Recommendation – Staff is supportive of removing this sentence.
7	19.78.030.11.e	Bike path connectivity – Sentence in question: “Internal circulation systems shall include pedestrian and bicycle paths, and may include bicycle paths, preferably separated from vehicular traffic.” If bike paths are already in existence adjacent to the proposed development, then yes, connectivity should occur and an amenity should be counted, but the creation of bike paths should not be forced upon every PUD.	Yes	Yes	Yes	Yes	Yes*	Yes*	Yes	Yes	Copperton, Emigration Canyon, Kearns, Magna, & SL County – Supports re-wording the sentence as proposed by staff. Millcreek – Supports change of sentence wording with the following addition: “...include pedestrian paths, and are encouraged to include bicycle paths.” MPD – Supportive of the language as proposed by the Millcreek planning commission. Staff Recommendation – Staff is supportive of re-wording the sentence as proposed and clarifying language proposed by the Millcreek TPC.
8	19.78.030.11.i	Private outdoor spaces – The issue of private outdoor space has been addressed previously and this sentence may not be necessary.	No	No	No	No	No	No	No	No	All planning commissions prefer to maintain the requirement that private outdoor spaces (patios or decks) be required for individual units. Staff Recommendation – Staff agrees that this provision should be maintained as is, and supports the inclusion of private outdoor spaces (patios or

#	Pertinent Ordinance Section	Key Issue	Planning Commission Recommendations							Comments
			Copperton	Emigration Cyn	Kearns	Magna	Millcreek	MPD PC	SL County	
9	19.78.110	Amendments to the development plan – Regarding the last paragraph, staff suggests to create some flexibility and also think about discussing “change of use” or “adding unit” questions with the planning commission chair as they arise. Staff suggests reviewing provisions 1 through 9 to identify any which do not require a new application.	Yes	Yes	Yes	Yes	Yes	Yes	Yes	decks) for all units within a PUD. All planning commissions are supportive of the proposed amendments as currently written. Staff Recommendation – Staff supports all amendments in this section as currently written.
Additional Issues Raised by Planning Commissions as an element of their Recommendation										
10	19.78.030.5.f.(1)	Garage parking dimensions – Verbiage should be included that allows provisions for a single car garage.			X				X	Kearns – Add verbiage in case a developer wants to build single car garages. Minimum size should be 20 x 11 or 22 x 10. MPD – Supportive of the recommendation proposed by the Kearns PC to provide provisions for a single-car garage, along with the dimensions proposed. Staff Recommendation – Staff supports adding verbiage to support single car garages. Minimum size should be 20 x 11 or 22 x 10.
11	19.78.030.11.a.	Density bonus provision – Current draft provides provisions where density bonuses are appropriate.		X						Emigration Canyon – Prefers no density bonuses be allowed in Emigration Canyon Township. Staff Recommendation – As FCOZ provisions will trump PUD requirements in Emigration Canyon, density in the canyon will be controlled appropriately.
12	19.78.030.7, 8, 9, and 11.g.	Development Requirements – Some conflicts exist with the ordinance pertaining to mountainous vs. urban communities.		X						Emigration Canyon – As this ordinance is focused primarily on the urban environment, the PC prefers to exempt the following provisions of the PUD ordinance in FR zones within Emigration Canyon: #7-Landscaping on Public Right-of-Way; #8-Perimeter Fencing; #9-Street Lights; and #11.g.-Sidewalks. Staff strongly agrees with this recommendation and suggests adding the following verbiage to the opening sentence of the above mentioned sections of the ordinance: “With the exception of forestry zones.”

#	Pertinent Ordinance Section	Key Issue	Planning Commission Recommendations							Comments
			Copperton	Emigration Cyn	Kearns	Magna	Millcreek	MPD PC	SL County	
										<p>Staff Recommendation – Staff strongly agrees that the provisions identified by the Emigration Canyon TPC should not be applicable to FR zones within Emigration Canyon, and suggests adding the following verbiage to the opening sentence of the above mentioned sections of the ordinance: “With the exception of forestry zones.”</p>
13	19.78.030.2.	<p>Development Requirements – Clarifying language is suggested with respect to the following sentence: Common open space may include sensitive areas, such as areas with 30 percent or greater slope, fault zones, flood plains, high water tables, and wetlands, if they have been designed as an integral element of the project.</p>							X	<p>SL County – Suggests the following language to the sentence in question: “...if they have been included in the development’s design as an integral element of the project.”</p> <p>Staff Recommendation – Staff is supportive of the following language to help clarify the sentence in question: “...if they have been included in the development’s design as an integral element of the project.”</p>
14	19.78.030.5.d.	<p>Shared parking agreement – Allow for a parking reduction in a mixed-use or shared-use PUD if a shared-parking agreement is enacted.</p>						X		<p>MPD – Encourages a further reduction of required parking in a mixed-use or shared-use PUD via a shared-parking agreement to a level the County Council feels is appropriate. Staff suggests a reduction of (.20 stalls/unit).</p> <p>Staff Recommendation – Staff is supportive of adding a new item to the list of parking reductions allowed within a PUD, specific to when determining required parking in a mixed-use or shared-use PUD via a shared-parking agreement to a level the County Council feels is appropriate. Staff suggests a reduction of (.20 stalls/unit).</p>

- Yes** – Agree with requested clarification
- Yes*** – Agree with requested clarification, with caveat
- No** – Disagree with requested clarification
- Chg** – Suggest different language or parameters
- X** – Additional issue identified



OFFICE OF TOWNSHIP SERVICES

Planning and Development Services
2001 S. State Street N3-600 • Salt Lake City, UT 84190-4050
Phone: (385) 468-6700 • Fax: (385) 468-6674
www.pwpds.slco.org

File # 29877

General Plan Amendment Summary and Recommendation

Public Body: Salt Lake County Council

Meeting Date: May 24, 2016

Property Address: 2300 East (I-80 to Evergreen Ave.)

Request: General Plan Amendment

Community Councils: Millcreek/East Mill Creek/Canyon Rim/Mt. Olympus

Township: Millcreek

Planner: Todd A. Draper

Planning Commission Recommendation: Approval

Community Council Recommendation: Varies – See Attached Letters

Planning Staff Recommendation: Approval

Applicant Name: Salt Lake County Township Services

PROJECT DESCRIPTION

Salt Lake County Township Services is proposing changes and updates to the Millcreek Township General Plan on 2300 East. See Attached Millcreek Town Center Development Plan.

SITE & VICINITY DESCRIPTION (see attached map)

2300 East area within the Millcreek Township; roughly bounded by the I-80 freeway on the North and Evergreen Avenue on the South. Zoning is mixed. Please see attached maps.

GENERAL PLAN CONSIDERATIONS

This plan is an amendment to the existing Millcreek Township General Plan, specific to the mapped area included in the proposed plan amendment. Extensive public outreach and input has been solicited and has been included in the creation of the plan amendment.

NEIGHBORHOOD RESPONSE

At the Millcreek Township Planning Commission one resident spoke in opposition to any future zoning changes within the plan area by Salt Lake County. Also see attached letters from the Community Councils.

COMMUNITY COUNCIL RESPONSE

See attached letters

PLANNING COMMISSIONS' RESPONSE

The Millcreek Township Planning Commission at their regularly scheduled meeting on April 13, 2016 made a unanimous recommendation to the Salt Lake County Council that the proposed Millcreek Town Center Plan be adopted as proposed.

APPLICABLE ORDINANCES

Salt Lake County Ordinance: 19.05.040 - Powers and duties.

The planning commission shall:

- A. Prepare and recommend a general plan and amendments to the general plan to the county council;*

Utah State Code: 17-27a-401. General plan required -- Content -- Resource management plan -- Provisions related to radioactive waste facility.

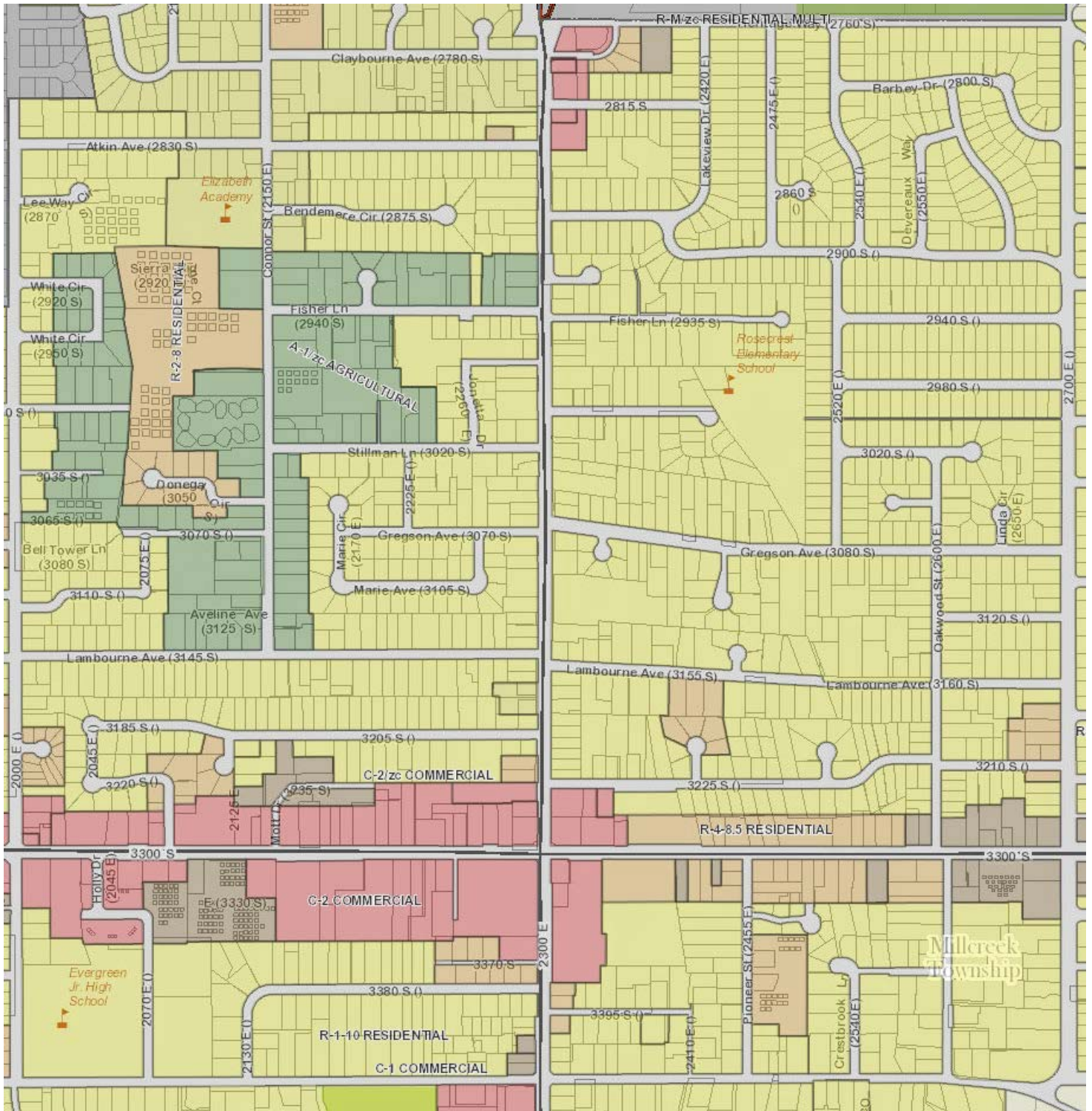
- (1) To accomplish the purposes of this chapter, each county shall prepare and adopt a comprehensive, long-range general plan:*
 - (a) for present and future needs of the county;*
 - (b) (i) for growth and development of all or any part of the land within the unincorporated portions of the county; or*
 - (ii) if a county has designated a mountainous planning district, for growth and development of all or any part of the land within the mountainous planning district; and*
 - (c) as a basis for communicating and coordinating with the federal government on land and resource management issues.*
- (2) The general plan may provide for:*
 - (a) health, general welfare, safety, energy conservation, transportation, prosperity, civic activities, aesthetics, and recreational, educational, and cultural opportunities;*
 - (b) the reduction of the waste of physical, financial, or human resources that result from either excessive congestion or excessive scattering of population;*
 - (c) the efficient and economical use, conservation, and production of the supply of:*
 - (i) food and water; and*
 - (ii) drainage, sanitary, and other facilities and resources;*
 - (d) the use of energy conservation and solar and renewable energy resources;*
 - (e) the protection of urban development;*
 - (f) the protection or promotion of moderate income housing;*
 - (g) the protection and promotion of air quality;*
 - (h) historic preservation;*

- (i) identifying future uses of land that are likely to require an expansion or significant modification of services or facilities provided by each affected entity; and*
- (j) an official map.*

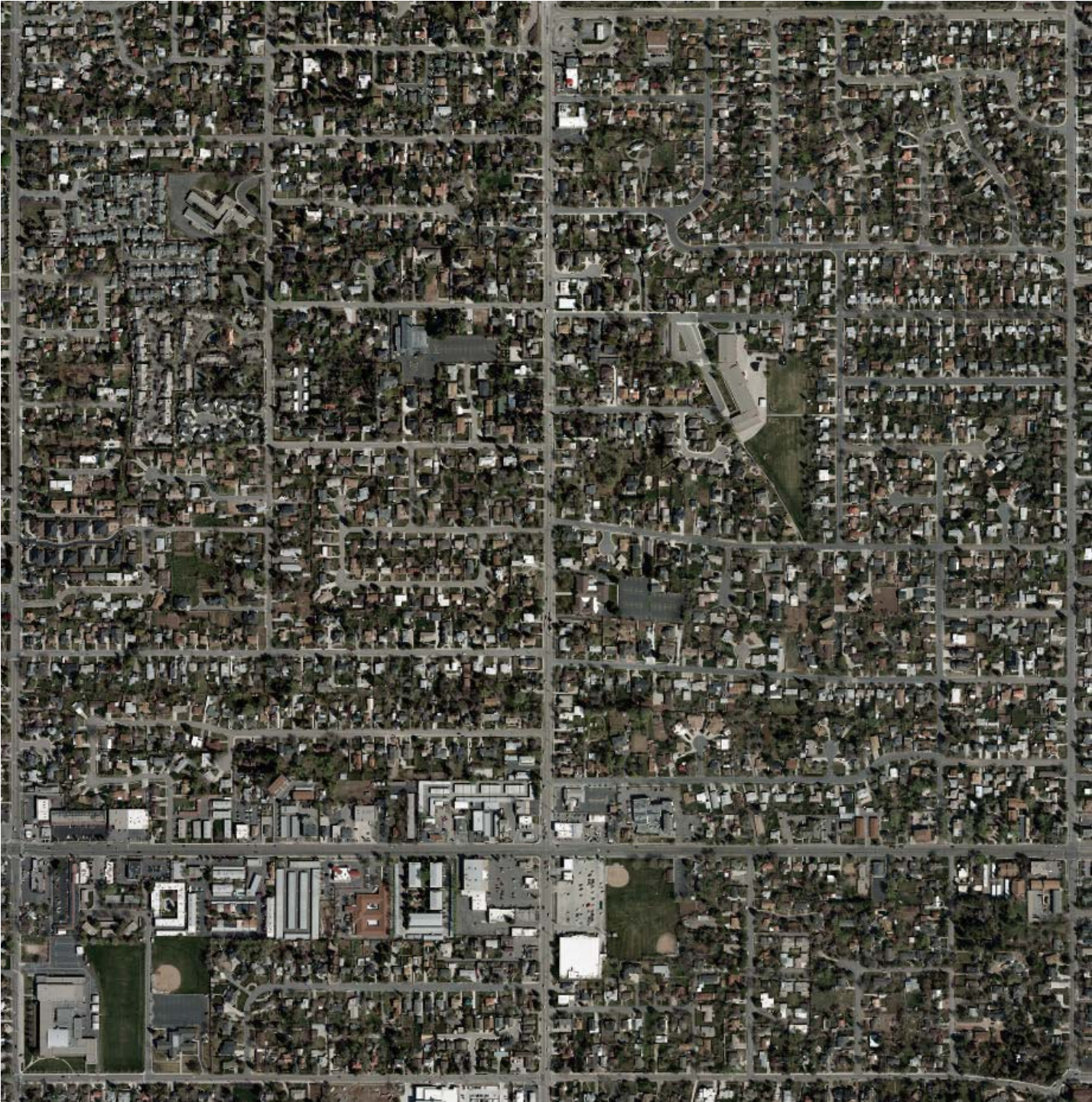
PLANNING STAFF RECOMMENDATION

Staff recommended to the Millcreek Township Planning Commission that they forward a favorable recommendation to the Salt Lake County Council that the plan be adopted as currently proposed.

29877 – Zoning Map



29877 – Aerial Map





Tuesday, March 08, 2016

David White
Office of Township Services
Salt Lake County

Dear David:

At our regular monthly meeting on February 16, 2016, the Canyon Rim Citizen's Association, by a unanimous vote of the members present, passed on a favorable recommendation of the Millcreek Town Center Plan (Millcreek Corners).

We look forward as a council working with your office as we move this plan to realization.

If I can be of further service in this matter please contact me at your convenience.

Best regards,

Jeffrey M. Waters
Chairman
Canyon Rim Citizens Association



February 3, 2016

Via Email

Millcreek Township Planning Commission
c/o Jeff Miller
jcmiller@slco.org
Salt Lake County Planning and
Development Services
2001 S. State Street, #N3600
Salt Lake City, Utah 84190-3050

Re: Proposed Millcreek Town Center Development Plan at 2300 East

Dear Honorable Planning Commission Members:

David White, Principal Planner from Township Services appeared at our regular meeting on January 19, 2016, presented the referenced plan and requested direction for Township Services regarding waiting for Millcreek City to be formed to consider this plan versus having Township Services pursue this plan in the 2016 transition year prior to Millcreek's incorporation. We took the matter under advisement at that meeting and agreed to consider and discuss the matter at our next meeting on February 2, 2016, after our council members had an opportunity to review the plan. The following is a summary of our discussion and recommendation:

First, we believe that to fully appreciate this plan we need to see the draft zoning ordinance Mr. White discussed which might be used to implement the plan. At our meeting on January 19, Mr. White committed to inquire as to whether he could obtain authorization to share the draft ordinance for our consideration. Without knowing what it might provide or the strategy it would employ to provide incentives to develop the three nodes of the proposed town center, it is difficult to fully evaluate this plan.

Our general sense is that Township Services should pursue implementation of the plan with the caveat that this would become "a" town center, not "the" town center for the City of Millcreek. This project is one of several things we believe should be done to improve the Millcreek community. Other town centers might be pursued in the West Millcreek RDA and at the Olympus Hills Shopping Center.

Further, we have some concern regarding the commercial success of the town center concept at 2300 East and 3300 South for a variety of reasons. We note that apart from the smaller node at the 2300 East freeway exit, the area generally lacks abundant freeway access and/or visibility. We don't know whether traffic counts might limit the type of development that would occur or affect the desirability of this area to developers. We also did not see adequate discussion in the plan of the economic development support that would be required to advance

this project. We also are concerned that the plan does not adequately address the possible impact of a CDA to implement required infrastructure changes or other aspects of the plan.

On the whole, our Council is inclined to recommend the concept of the plan and we would like to see further development of the plan by Township Services. Concern was expressed that Millcreek Township residents continue to pay taxes to Township Services and we are hopeful that work will not stop on our projects during the transition year until we become a city. We want to get the value of projects which have been started by Salt Lake County Township Services. We are concerned that Township Services may reduce its efforts or cease working on Millcreek Township projects, including this one, due to a reticence about what our new city might want to do. These projects have been developed with public input from the same people who will be residents of Millcreek City and we do not believe that there should be a view that new city government would radically change the objectives of the residents of our community toward improving Millcreek. We do not want to remain stagnant for a year waiting for a new city administration to take over.

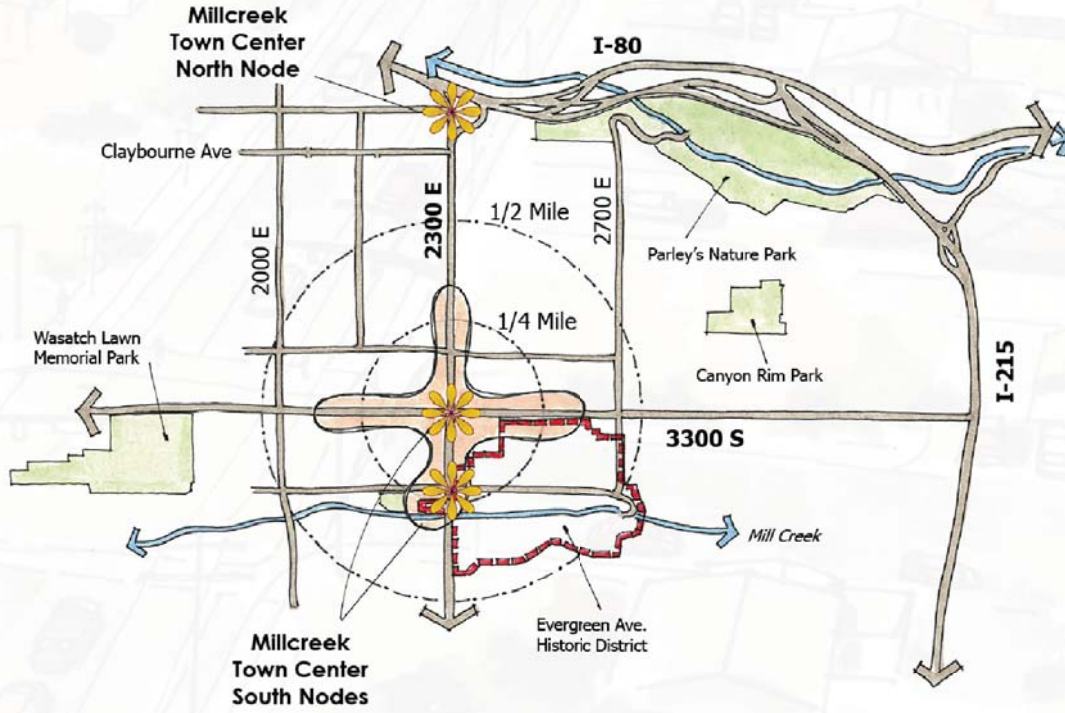
Very truly yours,

MOUNT OLYMPUS COMMUNITY COUNCIL



Jeff Silvestrini
Chair

JS/cl



Millcreek Town Center Development Plan

How to Build a Town Center at 2300 East

SEPTEMBER 2015

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ACKNOWLEDGEMENTS

Salt Lake County Office of Township Services

Wasatch Front Regional Council

Consultant Team:

CRSA

Zions Bank Public Finance

H.W. Lochner

Cushman & Wakefield | Commerce

FOREWORD

Millcreek is one of the oldest settlements in the Salt Lake Valley and over the last 150 years has created a vital balance of heritage and progress. Beginning with the construction of John Neff's flour mill in 1847-48, Millcreek has long been a desirable community with many descendants of the original pioneers still living in the area today. 3300 South itself is an extension of the original 10 Acre Survey, laid out in 1847. The agrarian lifestyle was enhanced with the construction of Nathan Baldwin's headphone manufacturing factory in 1917, as his dam and generator on East Millcreek also provided electricity for the community. The Evergreen Historic District, which stretches from Evergreen Avenue to 3300 South and 2300 East to 2700 East, provides visual reminders to the past while the many well preserved homes indicate the pride evident in this community.



Image 2: Neff's mill



Image 1: National Baldwin Radio Factory; image courtesy of USHS

In many ways, this Development Plan is a continuation of Millcreek traditions, exemplified by continual improvements and upgrades to both private and public property. For example, the plan will be expanding on the East Millcreek Betterment League's work from 1935 and 1950 to beautify the area. The League's work led to the establishment of a traffic signal at the intersection of 2300 East and 3300 South as well as the installation of sidewalks, trees, and landscaping along 2300 East between 2700 South and 3900 South (see Image 3). Additional projects included increased public transportation, installation of additional fire hydrants, and a proposed recreation center. Many of these projects established the community pride and assets that are the foundation for a future Town Center. This foundation provides the direction for the recommendations in this Development Plan. As such, the Plan represents the current generation of community improvement and is a guide for future growth and development that is solidly based on respecting and building on the traditions of the past.

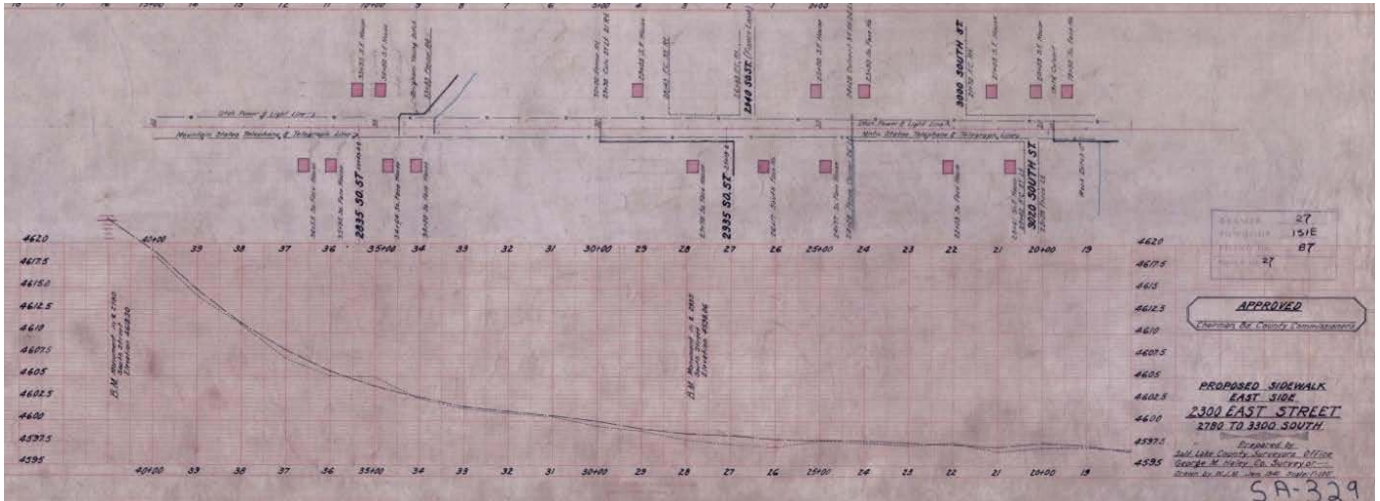


Image 3: Proposed Sidewalk Plan for 2300 East, 1941

Our goals for this plan include;

- Designing on a human scale
- Preserving the identity of the Millcreek community
- Continuing the longstanding tradition of enhancing and nurturing landscaping
- Providing for a variety of activities
- Creating a mix and density of uses
- Developing mobility options

The Millcreek Town Center will continue to be an important resource for the community and Millcreek Township as future growth in the area occurs. The Center will enhance the identity of the community that lives, works, recreates and shops in this area. Care must be given to respect both the investment space – open space in front of buildings – and the public space in the public right of way. In addition, zoning standards that define building placement, density, height, signage, and uses as well as site plans specifying parking location requirements and landscaping are vital. And finally, mobility, connectivity, shared driveways and other access management tools must be employed to return Millcreek to the pre-eminent family oriented community it once was.

Another component to planning for the built environment is a market analysis indicating what is feasible in terms of new commercial uses in the area. While Neff’s mill and Baldwin’s headphone manufacturing plant are no longer in operation, and the Sherman School, built in 1905, has been replaced by a supermarket, this area has the potential to expand both retail and commercial markets to better serve area residents and reduce the need to exit the area for work and shopping options.



Image 4: The original Sherman School; image courtesy of USHS

Finally, community goals and objectives must be considered. Property owners who have made the financial investment to live, work and play in Millcreek represent the most significant stakeholders. They are the audience for this plan, and will be collaborative partners in its implementation.

To meet these objectives, this plan has been structured into five chapters that follow this foreword, with an attached list of references for those who want more specific information on ideas discussed here.

- Chapter One – Introduction
- Chapter Two – What to Know: Demographics, Market Analysis, Land Use/Redevelopment Analysis, Infrastructure Capacity, 2300 East Safety Improvements, Future Town Center Nodes
- Chapter Three – Engaging the Community
- Chapter Four – Achieving the Goals: The Town Center Framework – Urban Form Elements; Development Scenarios
- Chapter Five - Making it Happen: Policy & Regulatory Tools – General Plan Update; Key Stakeholders; Proposed Zoning Elements; and Next Steps
- References –External documents and reports used as a basis for recommendations in the plan

CHAPTER 1: INTRODUCTION

AREA CONTEXT/HISTORY

The overall urban form of the Millcreek Town Center study area has not changed for nearly 50 years. The major road alignments date back more than a century and the development pattern in Millcreek was established in the post-WWII era of suburban residential development and automobile-oriented commercial uses. Commercial uses developed along corridors in the community rather than in a cohesive town center. While the Millcreek Township area continued to develop and evolve as a whole, the auto-oriented corridor style development and corresponding zoning regulations impacted the ability of a center to evolve at the intersection of 2300 East and 3300 South.

In the aerial image series shown below from 1977 to 2013, it is easy to notice how little has changed in the prevailing urban form at both the intersection of 2300 East and I-80 and 2300 East and 3300 South, despite some new uses and continued infill development in the area.



1977: I-80/2300 East

1997: I-80/2300 East

2013: I-80/2300 East



1977: 3300 South/2300 East

1997: 3300 South/2300 East

2013: 3300 South/2300 East

When Interstate 80 was constructed the former importance of 3300 South as a main east-west connection diminished. A northbound on ramp for heading west on I-80 and southbound off ramp for eastbound traffic was created at 2300 East, which has remained primarily residential with a small

neighborhood commercial node. Traffic counts are relatively low in the area, with approximately 18,455 Annual Average Daily Traffic (AADT) counts along 2300 East between I-80 and 3300 South and between 16,320 and 17,620 AADTs on 3300 South at 2300 East.

The commercial property around the intersection of 2300 East and 3300 South has become dated and declined, diminishing its viability. Total sales revenues at the 3300 South 2300 East intersection in 2013 were nearly \$18 million.

Major business types for the area include Food and Beverage, Food Services, Personal and Laundry Services, and Repair and Maintenance. Restaurants typically do well here, likely due to the smaller household sizes and higher per capita incomes.

The 84109 zip code, which includes the East Millcreek area, has approximately \$193,369,803 in “lost” sales of goods and services purchased by residents at establishments outside of the zip code (See Table 3: Sale Leakage, Chapter 2). Although leakage in sales occurs in the majority of categories, two potential categories to target for future development are Food Services and Drinking Places (e.g., restaurants, catering, coffee shops, etc.) and Clothing and Clothing Accessories Stores.

Regardless, community assets exist that anchor the area as a node of activity. These assets include the Historic Baldwin Radio Factory (renovated for a restaurant/artist studios/boutique shops), the Millcreek Community Center, the Evergreen Historic District, several restaurants and Dan’s Fresh Market. The surrounding residential areas are stable and new construction of single-family homes has continued in recent years along 2300 East to the north of 3300 South. Median home values in the surrounding area range from \$277,100 to \$336,800, compared to the State median of \$212,800 and the County median of \$232,100.

The Evergreen Avenue Historic District was listed on the National Register of Historic Places in 2007. Roughly bounded by 2300 East/2700 East and 3300 South/Evergreen Avenue, the district represents the community’s heritage and transition from a pioneer-era milling and manufacturing center to a suburban residential retreat. This neighborhood has historically functioned as the social center of the community



Image 5: Community assets include local restaurants with sidewalk dining and the Baldwin Radio Factory complex.

and its architectural resources contribute to the history of the East Mill Creek community.¹ The construction of the Millcreek Community Center on Evergreen Avenue adjacent to Evergreen Park is a valuable asset and represents continued investment in the community. The Millcreek Community Center includes the Millcreek Library, Millcreek Recreation Center, and Millcreek Senior Center. Local stores and art studios in an adaptive reuse of the Baldwin Radio Factory provide a context for the feel and look of future development investment in that area. Some of these businesses include Vintage Arts, Celestial Impressions, and Sheryl Thornton Fine Art.

This area by Evergreen Avenue is at odds with the function and form of the main roadways of 2300 East and 3300 South. These roads function safely as transportation corridors, yet the form currently pays little attention to pedestrian and bicycle accessibility and connectivity between uses along the corridors and the surrounding neighborhoods. However, the federally funded 2300 East Safety Improvement Project will provide both pedestrian and bicycle amenities, increasing the ability to safely travel to/from the area on foot or bicycle.



Image 7: The pedestrian infrastructure along 2300 East is varied, with minimal amenities.

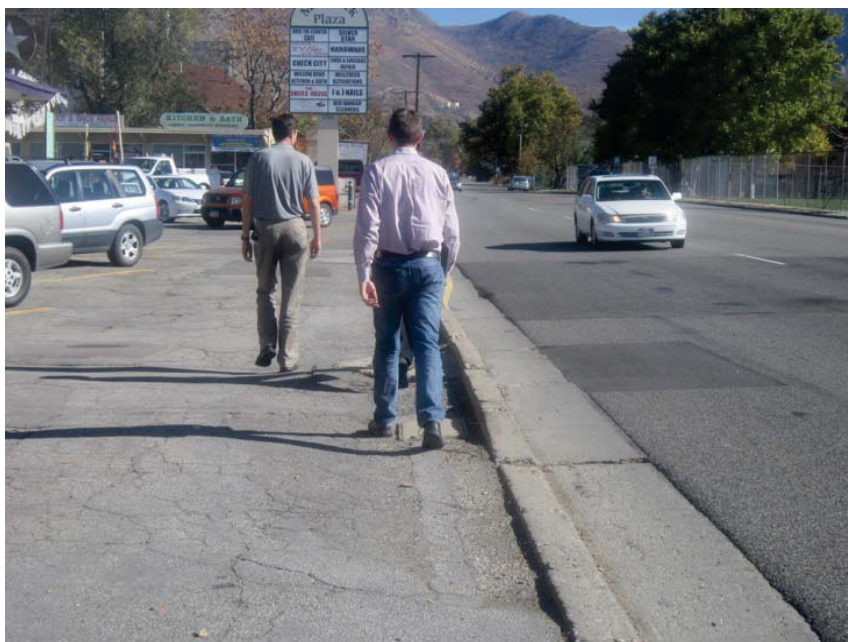


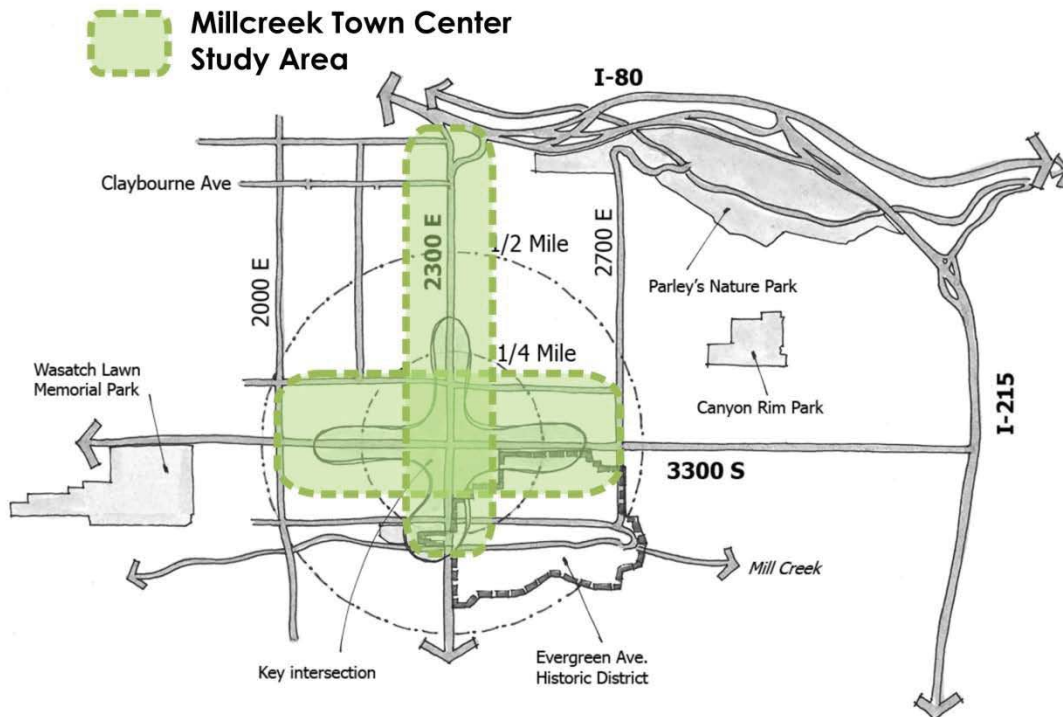
Image 6: Some areas along 3300 South have no sidewalk.

¹ National Register of Historic Places, Evergreen Avenue Historic District, East Mill Creek, Salt Lake County, Utah, National Register #07000081

DEVELOPMENT PLAN STUDY AREA/CONTEXT

The study area, shown in the diagram below, for the Development Plan generally consists of the property fronting and surrounding the two major corridors of 2300 East and 3300 South.

The larger area around these two corridors consists of a stable residential base that supports the creation of the Millcreek Town Center. The housing was primarily built between 1950 and 1975 in the post-WWII suburban residential expansion of the region, but also includes historic resources dating back to the 19th century. Additionally, new homes, including attached and detached units, continue to be built in the area, including along 2300 East, indicating the stability and desirability of the area for single-family residential development. While new multi-family dwellings in the Unincorporated County accounted for only 6 percent of all new multi-family dwellings in the County between 2004 and 2013, the development of additional owner-occupied housing plays an important role in bringing people to the Town Center and supporting future commercial endeavors. Concurrent, and supported by the goals for the Town Center described in this plan, is the objective of protecting and enhancing the established residential neighborhoods.

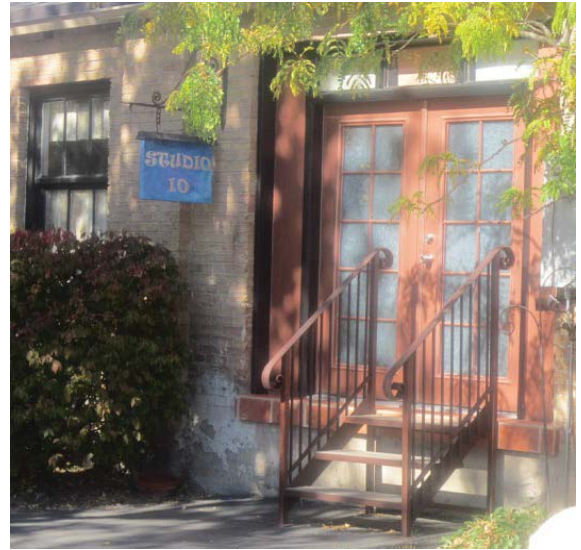


DEVELOPMENT PLAN GOALS

GOAL 1: Designing on a human scale



GOAL 2: Preserving the identity of the Millcreek community



GOAL 3: Continuing the longstanding tradition of enhancing and nurturing landscaping



GOAL 4: Providing for a variety of activities



GOAL 5: Creating a mix and density of uses



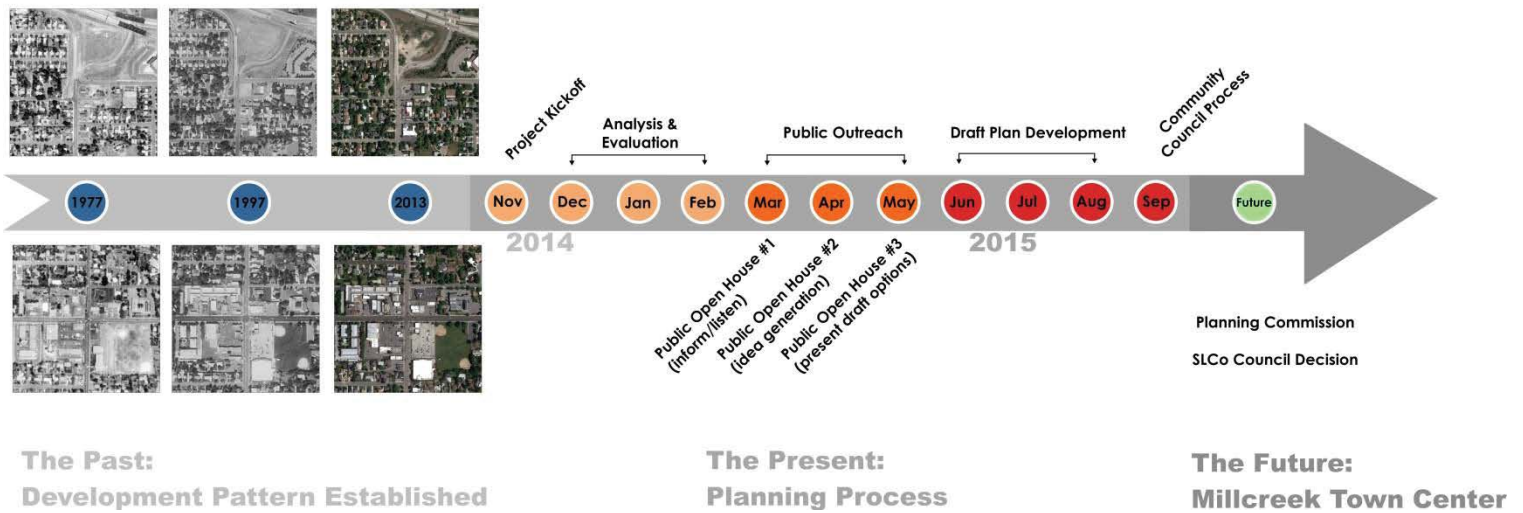
GOAL 6: Developing mobility options



CRSA

PROJECT TIMELINE

The project to create the Development Plan began in the fall of 2014. Feedback gathered from the community engagement process led by the consultant, and supported by the Office of Township Services, is reflected in the recommendations. Analysis and findings fueled the recommendations and path forward for the final plan. These are summarized throughout the plan, and are offered in more detail as references. The adoption process will occur in the future.



CHAPTER 2: WHAT TO KNOW – INFORMATION ABOUT BUILDING THE MILLCREEK TOWN CENTER

WHO LIVES HERE?

As a whole, the demographics of Millcreek Township in and around the study area reflect an educated community with higher median incomes than the region as a whole. The median age of residents is higher, and the household size is lower, than the County and State average. Furthermore, the higher than average per capita income suggests more disposable income and increased buying power within the area.

Table 1: Demographic Comparison: 2300 East/3300 South (Source, US Census 2009-2013 Estimate)

Radius	Median Age	Median Household Size	Median Household Income	Per Capita Income
1 mile	35.7	2.8	\$68,606	\$29,040
3 miles	35.3	2.5	\$66,199	\$33,282
5 miles	34.4	2.4	\$59,158	\$30,805
Salt Lake County	31.2	3.0	\$60,555	\$26,103
Utah	29.6	3.1	\$58,821	\$23,873

The population in the surrounding area is approximately 15,934 within 1 mile. Due to the established nature of the area, the population is not projected to increase significantly in the near future.

Table 2: Population: 2300 East/3300 South (Source, US Census 2009-2013 Estimate)

	Population - 2015	Population - 2020	Population - 2030
1 mile	15,934	15,249	15,463
3 miles	126,245	122,180	125,478
5 miles	267,510	264,369	277,036

Shifting demographics have created a base of residents that is similar in composition to several areas around the Salt Lake County region, such as the Holladay Village area and the east downtown Salt Lake City neighborhood around the 400 South and 700 East intersection. The difference is these other sites have an urban form that supports a built environment desired by this demographic group of residents, including a mix of uses, mobility options, connectivity, and a variety of activities. The Town Center development program is rooted in bringing aspects of these forms of built environment to the Millcreek Township neighborhoods around 2300 East and 3300 South.

WHAT IS FEASIBLE?

MARKET ANALYSIS: OVERVIEW

A market analysis was conducted to identify development potential and provide a basis for development scenarios and development recommendations for the area around 2300 East and 3300 South in Millcreek Township. The study was completed by analyzing parcel improvement values, sales tax generated in the area, historic absorption patterns and rents in Salt Lake County, demographic and household characteristics in the area, and through numerous interviews with real estate brokers and developers. The study concentrates on the area along 2300 East from I-80 to approximately 3500 South, and along 3300 South from 2000 East to approximately 2400 East.

The results suggest the following would be successful in this area for working to create a future Town Center:

- Retail development including restaurants and specialty retail such as unique, stand-alone clothing shops;
- The intersection of 2300 East and 3300 South is the most likely site for retail development;
- 2300 East is far more “walkable” in scale than 3300 South; development should bring shoppers into the interiors of blocks;
- Office development is viable at the north end of 2300 East on vacant land overlooking I-80, with good access and visibility. Office development would not likely exceed 3-4 stories in height;
- Residential development should focus on upper-stories of mixed-use buildings at the intersection of 2300 East and 3300 South;
- Vacant land next to the Dan’s Market could be acquired and a medium-box store or specialty retail could be attracted to this site;
- Brokers feel the study area is generally not as attractive for large-scale regional development as the east end of 3300 South, which has an interchange on I-215 and therefore better access;

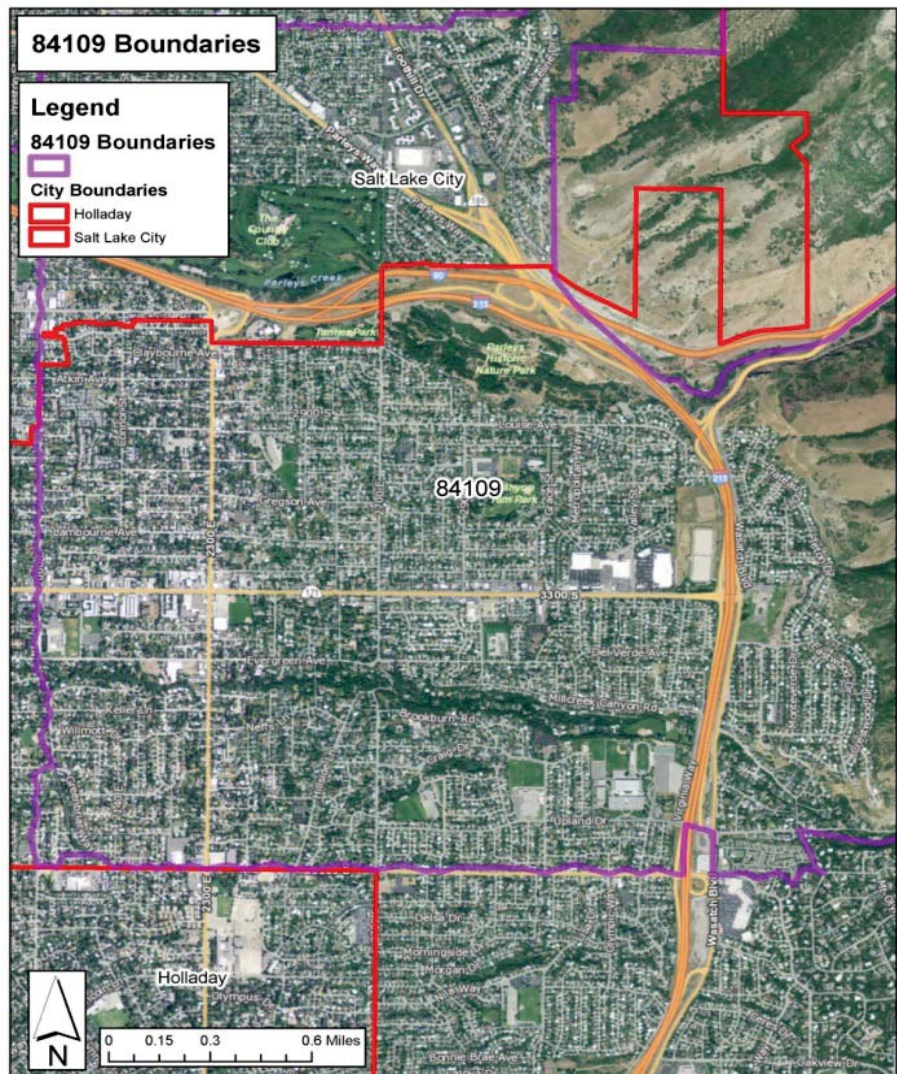


Image 8: Mixed-use development with residential over retail is a recommended target.

SALES LEAKAGE

A sales leakage analysis identifies economic development opportunities in a community by evaluating the total purchases made by residents inside and outside the community. A sales leakage analysis first identifies sales within the State of Utah for each major sales category and then calculates the average sales per capita in each category. Per capita sales in the 84109 zip code are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within the zip code and what purchases are being made by residents outside of the zip code.²

Two potential categories to target are Food Services and Drinking Places (e.g., restaurants, catering, coffee shops, etc.) and Clothing and Clothing Accessories Stores (See Table 3: Sales Leakage). As will be discussed later, brokers believe that these two categories would do well in this area based on the location and demographic composition of residents. The sales leakage analysis indicates that nearly \$19 million in food services sales are “lost” to other communities. Redevelopment targeting restaurants and other food services could recapture some of these sales. The clothing category loses nearly \$17 million to other communities. Clothing would need to be specialty-type, stand-alone clothing stores as most major chains tend to cluster together in community or regional shopping centers.



Map 1: 84109 Boundaries

² Sales tax data was not available for Millcreek, so the analysis was performed using data from the 84109 zip code.

Table 3: Sales Leakage: 84109 Zip Code (2013) and Target Categories

Type	Total Leakage (2013)	Capture Rate
General Merchandise Stores ³	-\$65,320,375	0.00%
Motor Vehicle and Parts Dealers	-\$53,034,455	5.10%
Building Material and Garden Equipment and Supplies Dealers	-\$24,348,343	0.81%
Food Services and Drinking Places	-\$18,969,133	53.14%
Clothing and Clothing Accessories Stores	-\$16,754,467	5.53%
Accommodation	-\$14,391,753	0.08%
Miscellaneous Store Retailers	-\$10,796,427	36.58%
Electronics and Appliance Stores	-\$8,200,933	8.99%
Furniture and Home Furnishings Stores	-\$7,896,701	6.65%
Repair and Maintenance	-\$7,762,452	30.56%
Gasoline Stations	-\$7,117,741	31.58%
Nonstore Retailers	-\$5,374,015	6.22%
Health and Personal Care Stores	-\$3,782,176	22.49%
Amusement, Gambling, and Recreation Industries	-\$2,765,071	35.42%
Performing Arts, Spectator Sports, and Related Industries	-\$1,318,493	61.68%
Personal and Laundry Services	-\$1,212,975	2.15%
Museums, Historical Sites, and Similar Institutions	-\$302,444	0.00%
Sporting Goods, Hobby, Book, and Music Stores	\$24,064,890	323.27%
Food and Beverage Stores	\$31,886,263	176.25%
Total	-\$193,396,803	44.25%

Source: Utah State Sales Tax Commission; ZBPF

Of the \$18 million in leakage within food services and drinking places, \$16 million of that occurs among restaurants. Based on the median square footage for restaurants and the median sales per square foot, 32 additional restaurants could be supported within the 84109 zip code if all resident purchases were to be made in the local area (See Table 4: Buying Power – Restaurants). Clearly, residents will leave the neighborhood to make some of these purchases elsewhere, especially in conjunction with attendance at cultural and sporting events which are not available in Millcreek. However, the large amount of leakage demonstrates the potential to attract additional restaurants to the area.

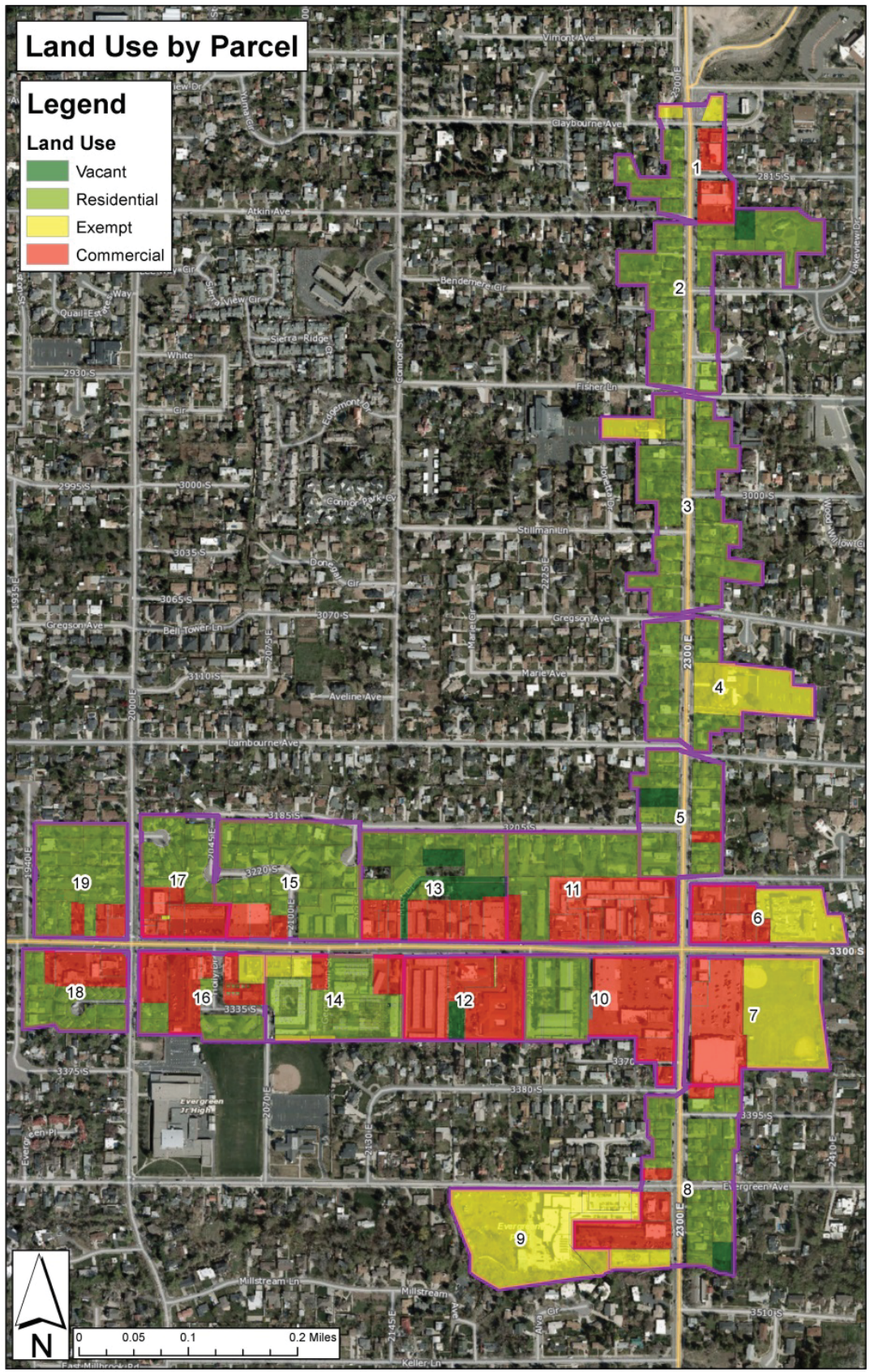
³ Does not include Smith's Marketplace, which is listed under Food and Beverage Stores.

Table 4: Buying Power - Restaurants

	Median Square Footage	Median Sales per Square Foot	Median Sales per Store	2013 Leakage	Number of Possible Stores
Restaurant w/out liquor	2,400	\$ 199	\$ 478,728		
Restaurant w/ liquor	3,212	\$ 308	\$ 989,874		
Sandwich shop	1,400	\$ 290	\$ 405,398		
Pizza	1,462	\$ 196	\$ 287,034		
Coffee/tea	1,600	\$ 405	\$ 647,296		
Chinese fast food	1,400	\$ 127	\$ 178,010		
Average	1,912	\$ 254	\$ 497,723	\$ (16,054,550)	32

Sources: Urban Land Institute; Utah State Sales Tax Commission; ZBPF

Map 2 shows the study area with the land uses indicated for each parcel. On the map are block numbers, which were assigned to sections of the area and are referenced in this report.

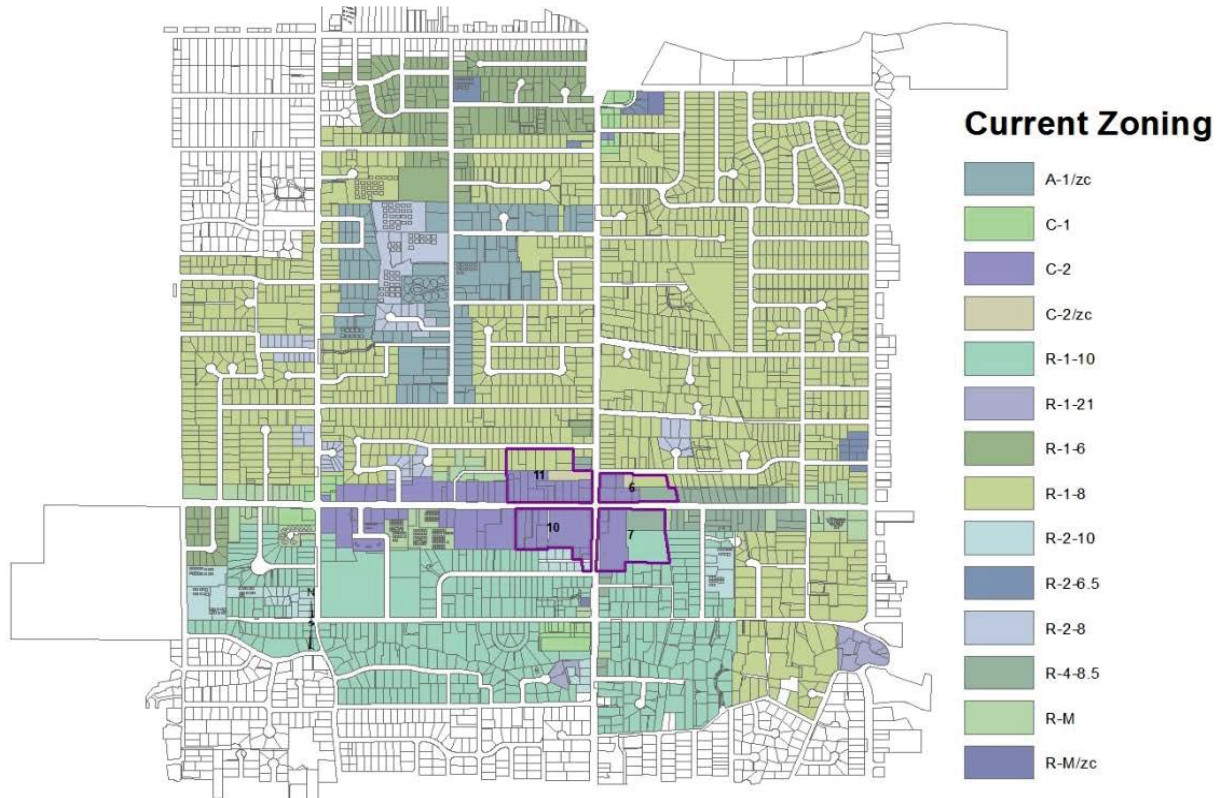


Map 2: Study Area with Block Numbers and Land Use

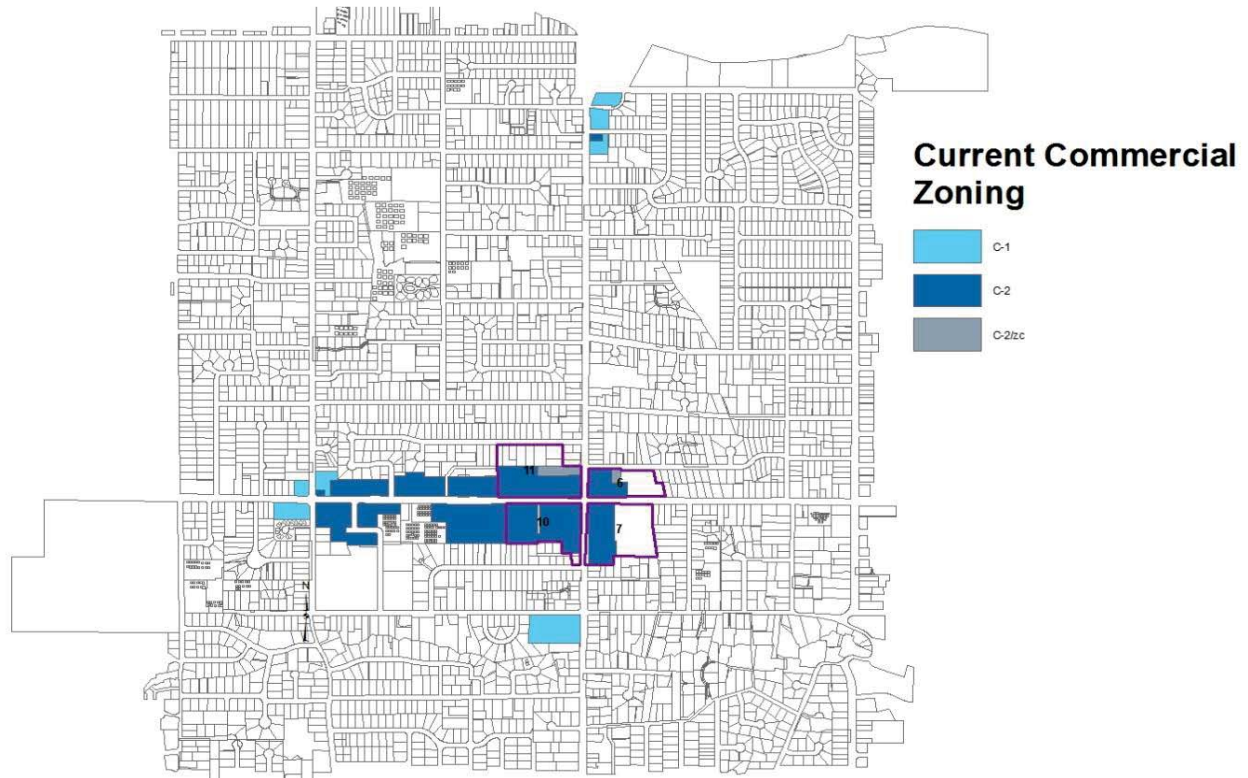
LAND USE ANALYSIS & REDEVELOPMENT POTENTIAL

The current land use in the study area is a mix of residential, retail commercial, and smaller-scale office. (See Map 1) There has been some conversion of residential structures into businesses, but these are limited and located primarily near the 2300 East and 3300 South intersection. This trend is more prevalent between 3300 South and Evergreen Avenue than to the north of 3300 South. Currently, only a few residential businesses occur along 2300 East to the north of 3300 South. This indicates that the residential nature of the remaining corridor north of 3300 South is stable. One of the primary goals of the Millcreek Town Center Development Plan is to focus retail/business density at nodes to create a “center” This goal is supported by the market analysis findings. Future expansion of commercial uses along 2300 East to the north of 3300 South into the stable residential area is discouraged, as it would affect the concentration of retail uses at the center and compromise the success of increasing density at the nodes.

The land use pattern consists of mostly developed land, with few vacant lots. (See Map 1) Several under-developed lots exist in the area near the recommended Town Center nodes, including those currently occupied by storage units. An analysis of parcel land uses, sales per square foot, and parcel improvement values indicates an approximate number of acres that are underperforming and could potentially be redeveloped. It is noteworthy that none of the blocks at 2300 East 3300 South have vacant parcels. (See Map 5, Potential Parcels for Redevelopment)



Map 3: Range of Current of Zoning in the Study Area Vicinity; A= Agricultural zones; C=Commercial zones; R=Residential zones;



Map 4: Current Commercially Zoned Parcels in the Study Area

REDEVELOPMENT POTENTIAL ANALYSIS

An analysis of the improvement value and sales tax generated by parcels in the study area identifies the potential for redevelopment in the area. Table 5 represents the total acreage with redevelopment potential for each block, which is comprised of multiple parcels in most cases. (See Map 4 for Ownership Pattern and Parcel Sizes) Redevelopment potential was based on various characteristics, including parcels that have low improvement values as well as low sales per acre, vacant parcels, and parcels that have homes that now have a commercial use. The acreage is solely calculated for the purpose of evaluating the overall potential for redevelopment in the area. **No specific parcels are targeted for redevelopment and market forces will be a factor as individual property owners evaluate whether or not redevelopment makes financial and economic sense.**

Table 5: Approximate Acres for Redevelopment

Block	Approximate Acres
6	1.8
7	4.9
10	3.7
11	4.1

Future land use decisions need to maximize the limited development opportunities that exist and also be economically feasible. The ownership pattern is characterized by multiple owners and size of

available lots is relatively small, with most parcels in the one-third to one-half acre range and only a few in the three to four-acre range (See Map 4). These are major factors in not only what a Town Center can look like, but how it can be achieved. The likelihood of attracting major retailers to anchor the center is limited by both these, as they require a minimum amount of acreage for their development that is not present in the area without major property aggregation or assembly.



Map 5: Pattern of Multiple Ownership (represented by different colors) and Relatively Small Lot Sizes (shown in acres) within the Blocks that have redevelopment potential (Blocks outlined in red).

INFRASTRUCTURE CAPACITY

An infrastructure capacity analysis was conducted to identify the ability of the current infrastructure to support a future Town Center at the 2300 East and 3300 South intersection. Based on the projected uses and anticipated densities from the market analysis findings, the future development in the area is of a scale and density comparable to the allowable density under current zoning regulations. The capacity

analysis recommends the following to be considered regarding infrastructure improvements as a Town Center develops in this area:

Current sewer lines are expected to have adequate capacity for the projected commercial and residential development densities recommended for the future Town Center. The existing line along 2300 East is an 8-inch line buried at a 4-percent grade. The 3300 South line is a 10-inch trunk line buried at a 2-percent grade. Future commercial development and residential development do not pose a concern to the existing capacity.

Water lines are expected to have adequate capacity for the projected future commercial and residential development densities. However, fire suppression for higher density residential properties requires high pressure and adequate tank capacity. The lines along 2300 East and 3300 South, which are currently 6 inches and 8 inches respectively, would require an upgrade to 12-inch line to accommodate potential redevelopment within the Town Center. Costs for water line upgrades are approximately \$90 to \$100 per foot.

Power lines are expected to have adequate capacity for projected future commercial and residential development. Above ground power lines, however, pose an aesthetic problem for the future Town Center. Costs for burying power lines can be four times greater than installation of above ground lines, but are desirable for a Town Center environment. Transmission lines are located on 3300 South and serve the surrounding distribution lines, which are located on 2300 East. Transmission lines are commonly kept overhead due to challenges with maintaining the underground facilities of these higher voltage lines. However, this cost must be balanced with the future benefit of burying the lines. (See References for full Utilities/Infrastructure Report)

Stormwater drainage may be affected by the change in land uses and the increase in density. As the area redevelops, an emphasis should be placed on low-impact development design (LID) as an approach to managing storm water drainage. LID works with nature to manage stormwater as close to its source as possible, using approaches such as increasing permeability and retaining stormwater on site through functional and appealing drainage design. Examples include rain gardens (see Image 9), vegetated rooftops, rain barrels, and permeable pavements.⁴



Image 9: Rain gardens provide on-site stormwater drainage

⁴ United States Environmental Protection Agency; Water: Low Impact Development
<http://water.epa.gov/polwaste/green/>

2300 EAST SAFETY IMPROVEMENT PROJECT

Improvements in the study area are already planned and funded. In the fall of 2012, following completion of an environmental study, Salt Lake County began the design phase of the 2300 East Safety Improvement Project. This project consists of functional and form improvements in the public right-of-way along 2300 East between 3900 South and the access to Interstate 80 at the north end. The improvements provide the foundation for the future look and feel of the Millcreek Town Center behind the public right-of-way. Features from the improvements are reflected in the proposed Front Setback Standards in the Implementation Tools (Chapter 5) of this plan. The final design includes the following features:

- New curb, gutter and sidewalk from 3300 South to 3900 South on both sides of the road
- New curb, gutter and sidewalk on the east side of the road from Claybourne Avenue to 3300 South. Existing curb, gutter and sidewalk will remain along the west side of the road from Claybourne Avenue to 3300 South.
- Bicycle lanes from Claybourne Avenue (approximately 2800 South) to 3900 South along both sides of the roadway.



CRSA

Image 10: Rendering of 2300 East Improvements, looking north at Evergreen Ave.

- Beautification and pedestrian-friendly features from 3225 South to Mill Creek. These features include:
 - colored crosswalks and intersections at 2300 East/3300 South and 2300 East/Evergreen Avenue,
 - narrow benches called leaning rails at the bus stops in this area,
 - decorative street lighting with banners,
 - street trees and park strip shrubs, and
 - a wider sidewalk (up to 8 feet) where possible. The typical sidewalk is 5-foot wide.
- Pedestrian activated flashing lights for crosswalks at Claybourne Avenue and at 3000 South
- On-street parallel parking in select locations from 3225 South to Mill Creek
- Proposed landscaped roundabout for Interstate-80 access



Image 14: Decorative street lights with banner arms



Image 11: Wider sidewalks with scoring



Image 12: Street trees and park strip shrubs



Image 13: Crosswalk Enhancements

MILLCREEK TOWN CENTER: FUTURE NODES

RECOMMENDATIONS FOR THREE NODES

Based on the findings from the analyses completed for the Development Plan, as well as on interviews conducted with brokers and developers, three nodes are recommended for the future Millcreek Town Center. All three nodes are centered on 2300 East, one at the north end of the study area and two at the south end. Each node has unique assets, opportunities, and key considerations, which are outlined in more detail below. The north node is located near the Interstate 80 exit. The south nodes are located at 3300 South and Evergreen Avenue, respectively. The two south nodes are related by proximity, and have the opportunity to function collaboratively as uses at 3300 South shift to become more pedestrian-oriented in design. While the north and south nodes are related, they are separated by nearly a mile along 2300 East. This distance, and the stability of the residential uses along 2300 East between the two areas, supports the recommendation for the north and south nodes to function independently. This facilitates the shift away from a corridor-oriented commercial development pattern. An individual identity for each of the north and south node areas is supported by community feedback received during the plan development process. (See the References: Public Outreach Summary materials: Node Branding).

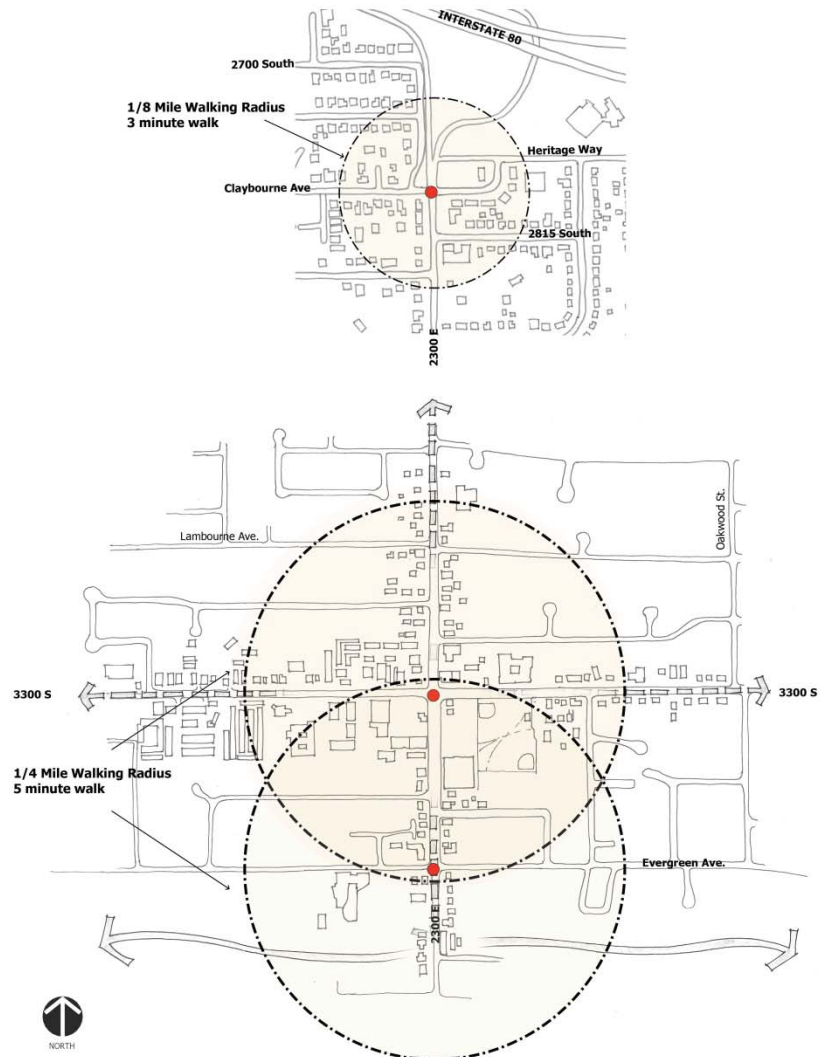


Image 15: Three Future Nodes of Millcreek Town Center

NORTH AREA: 2300 EAST/I-80 NODE

ASSETS:

- Good visibility from Interstate 80
- A gateway into Millcreek
- Infrastructure capacity is adequate

OPPORTUNITIES:

- Office is viable – good access and visibility from freeway. There is limited office development in Millcreek Township currently; this is a great opportunity.
- Opportunity for non-residential development to create a mix of uses
- Minimized traffic into adjacent residential areas by being accessible from Interstate 80 for eastbound traffic
- Development will help support adjacent neighborhood scale commercial by providing a shared parking situation (office workers support adjacent restaurants during daytime; in evening, patrons of restaurants can use office parking; walkable for area residents)
- Parking management – Office can share with trail users as well as the neighborhood commercial

KEY CONSIDERATIONS:

- Development requires coordination with Salt Lake City, as the area is divided by the boundary between SLC and Millcreek Township
- Access to/from Interstate 80 is limited – off-ramps are for eastbound traffic only; on-ramps are for westbound traffic only. This may affect the viability of the office development/other development.
- Change of zoning to a new Millcreek Town Center district to achieve desired development pattern for the Town Center
- Context-sensitive design that fits in with the character of Millcreek Township is recommended. A conventional urban or suburban office building may not fit into the community's historic context.
- The office building could be 3 to 4 stories total (some could be built underground due to the change in topography)
- Site amenities that could support the office building include a plaza, wide sidewalks, site landscaping and access to Parley's Trail.

SOUTH AREA: 2300 EAST/3300 SOUTH NODE & 2300 EAST/EVERGREEN AVENUE NODE

ASSETS:

- Existing community assets will ground the Evergreen Avenue node, including the Evergreen Historic District, local restaurants, Historic Baldwin Radio Factory, and Millcreek Community Center
- The 3300 South node is a major intersection and provides good visibility and access for future development.
- The 2300 East Safety Improvements will provide a basis for pedestrian-oriented features and beautification between the 3300 South and Evergreen Avenue nodes.

OPPORTUNITIES:

- Increase in density of people and buildings using pedestrian-friendly mixed-use development can support retail and walkability of the town center while minimizing impact on surrounding residential neighborhoods
- Focus redevelopment on 2300 East 3300 South (Blocks 6, 7, 10, 11) intersection where potential is greatest (see Map 4) and provides the ability to link into existing assets at Evergreen Avenue
- Densify Blocks 10 and 11 through redesign and redevelopment and create more walkability within each block
- Create more multi-family residential to further increase buying power in the area and increase the diversity of housing types.
- Focus on recapturing lost sales through restaurants and small retailers (e.g., clothing and accessories)
- Restaurants will draw both from the neighborhood and the region, contributing to the visibility and viability of the Millcreek Town Center
- The recommendations of this Millcreek Town Center Development Plan will provide a basis for the context-sensitive design in any future 3300 South Street planning by UDOT.

KEY CONSIDERATIONS:

- The assets of the existing Evergreen Avenue node, including the Historic Baldwin Radio Factory, Millcreek Community Center, and small, home-based businesses can act as an anchor for future, walkable development that can link the Evergreen Avenue and 3300 South nodes.
- Preserve and highlight the historic architectural character and walkable nature of the Evergreen Historic District, including the residential neighborhood and Baldwin Radio Factory area.
- The Millcreek Community Center draws users from all over Millcreek Township.
- Development and parking scenarios indicate buildings will need to be multi-story to achieve a recommended intensity of uses and also have adequate parking.
- Retail and Mixed-Use of Residential over Retail is expected to be the primary development type for this node. Developers are optimistic that mixed-use developments in this area would do well, with a target height of three floors. Not only do mixed-use developments contribute to the

creation of a walkable town center, they can also maximize on limited developable space by building up rather than out.

- Smaller-scale office would do well here (e.g. medical offices, such as dental offices currently located in the area.) Larger-scale office is better suited to the north node at I-80 or by the I-215 exit, which provide the access and visibility needed to support this use. Longer-term, once the area becomes more walkable and densified, larger-scale office may be more viable at the 3300 south node.
- Degree of compatibility with surrounding neighborhoods, both in building form and front setback standards
- Front yard Setbacks – design to be complementary to surrounding residential areas, with distinct additional features to signal a shift to the town center
- Rear yard setbacks to structures can help buffer adjacent residential areas
- Limit large expanses of surface parking to reduce auto-oriented development patterns
- Locate buildings at the front of the lot with parking in the rear to promote a pedestrian-oriented Town Center that still accommodates the automobile.
- Change of zoning to a new Millcreek Town Center district to achieve the desired development pattern for the Town Center

CHAPTER 3: ENGAGING THE COMMUNITY

EDUCATION: COMMUNITY OUTREACH

A total of three educational outreach meetings were held to inform the public on the process and gather their input on a variety of important issues related to the Development Plan components. At the first meeting in March 2015, community members were provided with a general introduction to the scope of the project, key findings from the market analysis for the area, and potential parameters that could unify future development, such as landscaping elements. Attendees were provided examples of urban form developments within the Salt Lake County region to evaluate for their design elements.



Image 16: Engaging and Educating the Community at one of three public outreach meetings in 2015.

At the second meeting in April, CRSA presented the community with an overview of the planning process that included a review of how the development pattern was established. This helped to educate the attendees on the motivation for establishing a Town Center in Millcreek. The community was informed of what will occur once the planning process concludes, which consists of a review by the Millcreek Planning Commission and Salt Lake County Council for a decision on adopting the components of the development plan.

Salt Lake County Office of Township Services staff members presented information on the market analysis and demographic findings and reiterated their support for hearing the perspectives of the community on the desire for creating a future Town Center. CRSA led the attendees through a series of workshop exercises to solicit feedback on what they wanted to see included in their Town Center, including the evaluation of urban form development examples from the Salt Lake County region. Participants evaluated each example on a variety of elements, including sidewalk width, location, and materials; building materials, location, and scale; landscaping elements, and location of the parking. In

addition, participants were asked to evaluate what they would change about the development example and/or what they felt was missing to make it an example that would work in Millcreek.

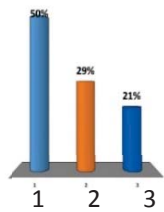
At the third meeting in May, CRSA provided a recap of the feedback received at the April meeting, as well as a review of the project and planning process for those that were not in attendance at the prior meetings. Specific information regarding the current zoning and general plan map was provided to the attendees, who were then asked to indicate on maps which areas they would support a change in order to implement a future town center.

The meeting concluded with a polling exercise that allowed participants to vote on whether example urban form images captured the desired elements for future development and on a series of increasing boundaries to gauge support for inclusion in the Town Center. (See the References for a full summary of public input from these three meetings.)



Is this a town center boundary you'd like to see for up by I-80?

1. Yes, Comfortable with the change
2. No
3. On the fence



Is this a town center boundary you'd like to see for the 2300 E/3300 S Intersection?

1. Yes, Comfortable with the change
2. No
3. On the fence

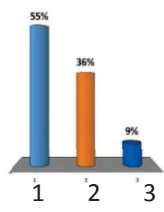


Image 17: Polling results regarding potential Town Center Node boundaries.

CHAPTER 4: ACHIEVING THE GOALS – THE TOWN CENTER FRAMEWORK

WHAT WE WANT: DEFINING THE TOWN CENTER FRAMEWORK

Chapter 2 presented information on the feasibility of what would work well in the future Millcreek Town Center. It defined how the Town Center could function. Using input from the community engagement process and county staff, this chapter takes that functional foundation and adds an understanding of what the Town Center can evolve into from an urban form perspective. Six goals were introduced at the beginning of the plan. In this section, these goals are linked to a range of strategies and urban form elements intended to achieve them.

ACHIEVING THE GOALS: ELEMENTS OF THE URBAN FORM

A new zoning district will focus on the following desired urban form elements for both the public right of way and the development pattern of parcels in the district. These elements will help direct development in a manner that will establish the desired urban form of the future Millcreek Town Center.

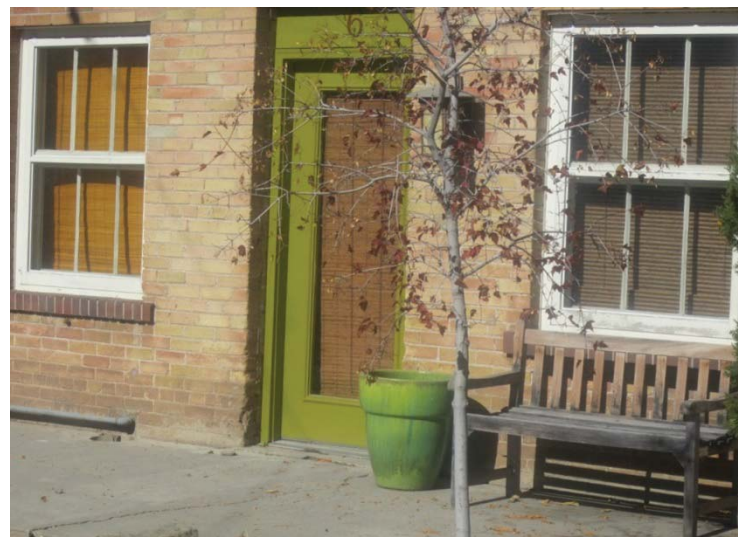
- BUILDING FORM & DESIGN
- SIDEWALK/STREETScape
- LANDSCAPING/SITE FURNISHINGS
- SIGNAGE
- BUILDING DESIGN: ADAPTABILITY/FLEXIBILITY
- RESIDENTIAL DEVELOPMENT POTENTIAL
- MOBILITY/ACCESSIBILITY

BUILDING FORM & DESIGN

A walkable, human scale and pattern of development that preserves the identity of the Millcreek community will support the goals of this plan. Recommendations of this section will lead to an urban form that develops in a walkable fashion, but allows enough flexibility to accommodate a regional attraction.

GOAL 1: DESIGNING ON A HUMAN SCALE

GOAL 2: PRESERVING THE IDENTITY OF THE MILLCREEK COMMUNITY



BUILDING MATERIALS – Build on the historic assets of the surrounding area, including structures such as the Baldwin Radio Factory. A combination of traditional and modern building materials is preferred. However, the area will not rely on an architectural ‘theme’ to provide a unifying element, and a range of architectural styles is expected as the area develops over time. Landscaping and site furnishings will be used to unify the range of architectural styles.



BUILDING ENTRANCES – Entrances will front the sidewalk to allow direct access from the public right-of-way.

BUILDING MASSING – Allowable building height will be a range between 1 to 4 stories.

BUILDING FOOTPRINT – Allowable footprint for buildings limited only by setback requirements, calculated to preserve space for connecting to existing and planned amenities:

- Cross-easements, shared access, and shared parking at the sides and rear of lots
- Wider sidewalks and landscaping at the front of lots



BUILDING LOCATION – Buildings will be located at the front build-to-line established by the setback requirement. The building footprint may include an attached open-air patio and/or outdoor activity area in addition to or in lieu of sidewalk dining.

BUILDING ORIENTATION – Buildings will be oriented to the public right-of-way and front the sidewalk/streetscape zone.



SIDEWALK/STREETSCAPE

In the Millcreek Town Center, the specification of setback standards, including size and use of the setback area, will work to unify the urban form of the town center and link to streetscape improvements in the public right-of-way.

GOAL 1: DESIGNING ON A HUMAN SCALE

GOAL 2: PRESERVING THE IDENTITY OF THE MILLCREEK COMMUNITY

GOAL 3: CONTINUING THE LONGSTANDING TRADITION OF ENHANCING AND NURTURING LANDSCAPING

GOAL 4: PROVIDING FOR A VARIETY OF ACTIVITIES

SIDEWALK/STREETSCAPE ELEMENTS – The planned streetscape in the 2300 East Safety Improvement Project varies, ranging from a 5-foot to an 8-foot sidewalk, planted park strip with trees to trees in tree grates within the sidewalk. An overall Millcreek Sidewalk Master Plan is evaluating recommendations for future sidewalk improvements in the area. To create a physically and visually comfortable pedestrian environment and visually unified streetscape, the future streetscape environment will consist of the following elements:

- Wide, paved sidewalk
- Generous landscaped park strip to buffer pedestrians from the street
- Front setback area for additional greenery, outdoor uses, and/or paved hardscape to extend the pedestrian walking area
- A build-to line to require buildings, plazas and similar built elements to address the street and create a comfortable level of enclosure rather than setting buildings to the rear of property with parking in front.

SIDEWALK/STREETSCAPE USES – Property owners are encouraged to utilize the sidewalk and front setback area for public-private interface in the form of outdoor dining, patios,



temporary displays, and seating. Vendors are another potential sidewalk/streetscape use that can support the Town Center.

LANDSCAPING/SITE FURNISHINGS

Specification of landscaping elements will create a unifying theme for the area.

GOAL 2: PRESERVING THE IDENTITY OF THE MILLCREEK COMMUNITY

GOAL 3: CONTINUING THE LONGSTANDING TRADITION OF ENHANCING AND NURTURING LANDSCAPING

LANDSCAPING ELEMENTS – The street tree palette will consist of a limited number of choices for consistency. A percentage of all park strips will contain the same mix of plants while the remaining percentage may vary with each property. This will provide unity while still allowing for variety and individuality.

SITE FURNISHINGS – Benches, transit shelters, bike racks, bollards, pedestrian lighting, path lighting, bollards, and trash and recycling receptacles will be selected from the design family used in the 2300 East Safety Improvement Project. This will lead to a visually unified streetscape. This applies to furnishings in shared access/easement areas as well as the public right-of-way. The front setback area of buildings may use these furnishings to unify with the broader streetscape zone.



SIGNAGE

Use of similar sign types will contribute to the unifying theme for the area.

GOAL 1: DESIGNING ON A HUMAN SCALE

GOAL 2: PRESERVING THE IDENTITY OF THE MILLCREEK COMMUNITY

SIGN TYPES – The sign types allowed will consist of a limited number of choices for consistency and types that support a walkable, town center environment. Allowing sign type options will provide unity while still allowing for variety and individuality and site limitations. Recommended sign types include:

- Flat on-building
- Pole
- Awning
- Window

SIGN LOCATION – The majority of the recommended sign types are incorporated into the building façade. For pole signs, the location should be in the front setback area, as long as pedestrian traffic is not interrupted. This will lead to a visually unified streetscape. The front setback area of buildings may also include temporary signage, such as sandwich board signs, as long as pedestrian traffic is not interrupted.



BUILDING DESIGN: ADAPTABILITY/FLEXIBILITY

Building design standards will be established that allow for adaptability and flexibility in accommodating a range of uses over time.

GOAL 4: PROVIDING FOR A VARIETY OF ACTIVITIES

GOAL 5: CREATING A MIX AND DENSITY OF USES

USES – Building design, using minimum floor to ceiling heights for the ground floor, is structured to be adaptable allowing flexibility in accommodating a range of uses over time. A combination of commercial and residential will support the future town center. The exact mix will fluctuate and change over time as the town center and surrounding neighborhoods evolve.



RESIDENTIAL DEVELOPMENT POTENTIAL

GOAL 5: CREATING A MIX AND DENSITY OF USES

New residential developments would be best suited for Blocks 6 and 7 (see Map 5 in Chapter 2). Residential development here would likely be mixed-use with restaurants and other retail shops on the bottom floor, with two stories of residential above. These blocks could also be redeveloped for townhomes.



Although developers state that there is sufficient demand for housing in the study area, historical absorption rates are low. Between 2004 and 2013, the entire Unincorporated Salt Lake County made up only 6.2 percent of all new multi-family units, with an annual absorption of only 91 units.

Table 6: Multi-Family Absorption

Community	% of All New Multi-Family Units in the County (2004-2013)	Annual Absorption
Holladay	0.2%	4
Murray	1.5%	23
Salt Lake	19.5%	350
South Salt Lake	1.3%	28
Taylorsville	3.1%	38
Unincorporated Salt Lake County	6.2%	117
West Valley	6.6%	135
Salt Lake County Total		1,899

MULTI-MODAL MOBILITY, ACCESSIBILITY, & CONNECTIVITY

A multi-modal Millcreek requires land use, transportation and capital improvement plans and policies to evolve to support the desired urban form of the Town Center.

GOAL 1: DESIGNING ON A HUMAN SCALE

GOAL 6: DEVELOPING MOBILITY OPTIONS



CRSA

MULTI-MODAL TRANSPORTATION – The built environment, including the public right-of-way and the urban form of the built environment that fronts it, will shift to become accommodating of multiple modes of transportation, including:

- Pedestrians
- Bicycles
- Transit
- Automobiles

As Millcreek evolves, the likelihood of improved transit service will increase. Future transit improvements are closely connected with future residential development densities. While only a guideline, Figure 2 (*Modes and Compatible Housing and Employment Densities*⁵) shows the transit mode most compatible to an overall density range (housing and jobs per acre). Based on current and projected densities for the area, Millcreek Township could likely support a bus rapid transit (BRT) system along 3300 South in the near term. Current and future development and infill along with active transportation improvements will also improve connectivity and increase ridership on local bus service. The Utah Transit Authority annually evaluates and modifies routes to ensure efficient routes and a high level of service.

MULTI-MODAL PARKING – The space dedicated for on-site automobile parking will be directed by the site plan requirements for development in the area. Parking requirements may be accommodated on-site or off-site in a



Figure 2: Modes and Compatible Housing and Employment Densities

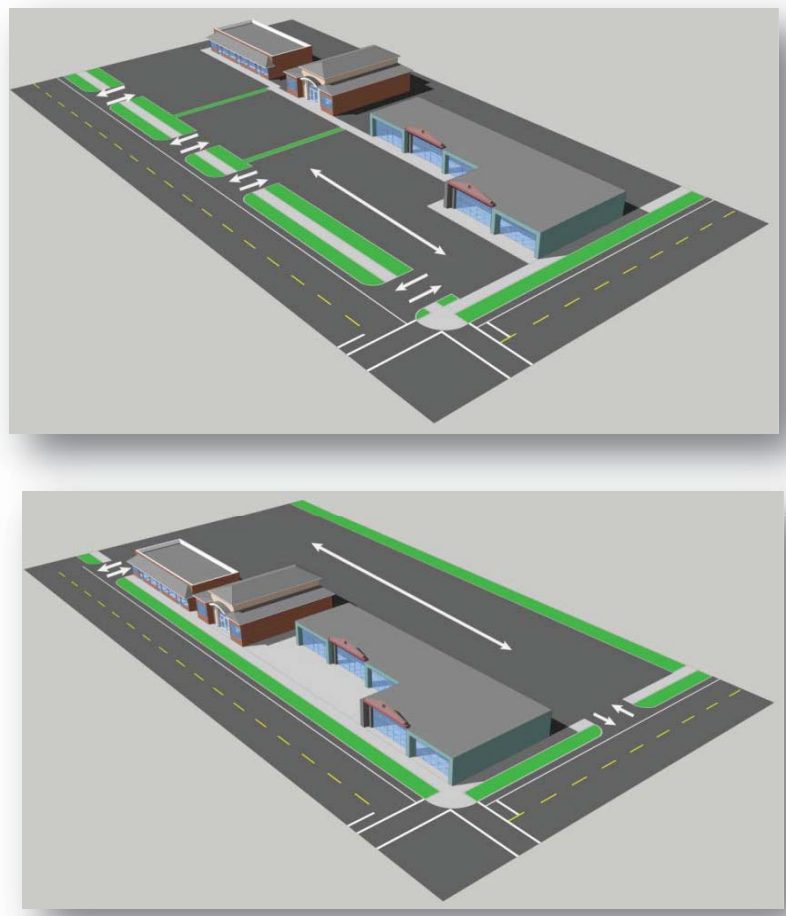


Figure 1: Multi-Access (top) vs. Shared Access (bottom)

⁵ Nelson Nygaard. 2012. Modes and Compatible Density, UTA Network Study.

surface or structured form. In addition, development will be required to provide visible, safe parking for bicycles on-site.

VEHICLE PARKING ACCESS & LOCATION – Requirements for development will limit interruptions to the streetscape setting and reduce user conflicts. On-site vehicle parking will be located to the rear or side of buildings. Shared access driveways and cross-easements to access parking will be required. These are supported by front, side, and rear setback requirements. (see Figure 2 – Multi-Access vs. Shared Access)



CONNECTIVITY: STREET NETWORK/BIKE LANES/ROUTES – A connected street network of smaller block sizes can help promote the viability of multi-modal transportation in the Town Center. The safety improvements on 2300 East include bike lanes from Claybourne Avenue down to 3900 South. Additional bike infrastructure should connect into the planned lanes to enhance the overall mobility and accessibility via bike in the Town Center. This includes access to /from trails near I-80. Bike lanes are recommended for consideration on 3900 South and Evergreen Avenue. Any future street design study of 3300 South should consider if bike lanes are feasible on that roadway. Other roadways are recommended to be signed as bike routes. New easements may be opportunities for bike and pedestrian ways that are separate from streets.



DEVELOPMENT SCENARIOS & PARKING MANAGEMENT

While transit service may improve and the urban form will shift to be more multi-modal in design, the development uses will be flex-oriented and still need to accommodate the automobile. As such, redevelopment in the Millcreek Town Center will need to have sufficient parking for patrons and residents. The amount of parking needed will depend on both the amount of commercial square feet and the number of residential units. Current development standards require 4 parking spaces per 1,000 square feet of commercial space and 2 units per residential unit. Using these current standards, Tables 7-9 show various development scenarios with the amount of parking required for each scenario based on multiple floor to area ratios (FAR) and development types (e.g. 1-story commercial, 2-story and 3-story mixed use). Full tables with these scenarios are included in Appendix F of the Market Analysis Report (see References). Each scenario assumes current development standards, including 350 sq. ft. per parking space, 20 percent of the total area for landscaping and setbacks, 2 parking stalls per residential unit, and an average residential unit size of 900 sq. ft.

The recommended direction for future redevelopment in the area is represented by Scenario 2 and 3; both scenarios consist of developments with more than one story. These scenarios allow development to achieve densities similar to those at Holladay Village, a comparable site, while still accommodating parking on site. Development scenarios that differ from these parameters (e.g. 1-story commercial, or mixed-use higher than 3 stories) will likely need to pursue a structured or off-site parking approach. As the area shifts to support more multi-modality, and is better served by transit, parking demand may decrease and development scenarios may allow an urban form that differs from the recommended scenarios.

Each of the scenarios includes the total number of acres that are identified on each of Blocks 6, 7, 10, 11 for redevelopment. In most cases, this total acreage is comprised of multiple smaller parcels with separate ownership.

REDEVELOPMENT SCENARIO 1

Redevelopment Scenario 1 (Table 7) consists of a one-story commercial development. Based on current development standards, it would not be possible to achieve densities similar to Holladay Village for this area (e.g., 0.4 - 0.5 FAR) because the total amount of developed space would exceed the amount of available space.

Table 7: Redevelopment Scenario 1 (1-story Commercial Use)

Block	Acres	Sq. Ft	FAR	Commercial Sq. Ft	Number of Spaces	Total Used Sq. Ft	Remaining Sq. Ft
6	1.8	78,408	0.4	31,363	126	91,145	(12,737)
	1.8	78,408	0.45	35,284	142	100,665	(22,257)
	1.8	78,408	0.5	39,204	157	109,836	(31,428)
7	4.9	213,444	0.4	85,378	342	247,766	(34,322)

Block	Acres	Sq. Ft	FAR	Commercial Sq. Ft	Number of Spaces	Total Used Sq. Ft	Remaining Sq. Ft
	4.9	213,444	0.45	96,050	385	273,489	(60,045)
	4.9	213,444	0.5	106,722	427	298,861	(85,417)
10	3.7	159,028	0.4	63,611	255	184,667	(25,639)
	3.7	159,028	0.45	71,563	287	203,818	(44,790)
	3.7	159,028	0.5	79,514	319	222,970	(63,942)
11	4.1	178,596	0.4	71,438	286	207,258	(28,662)
	4.1	178,596	0.45	80,368	322	228,787	(50,191)
	4.1	178,596	0.5	89,298	358	250,317	(71,721)

REDEVELOPMENT SCENARIO 2

Redevelopment Scenario 2 (Table 8) is a two-story mixed use development, with commercial on the first floor and residential on the second. In this scenario, there is sufficient space for commercial units and residential units, as well as adequate parking for both at densities between 0.4 and 0.5.

Table 8: Redevelopment Scenario 2 (2-story Mixed Use)

Block	Acres	FAR	Commercial Sq. Ft	Commercial Parking Spaces	Number of Residential Units	Residential Parking Spaces	Remaining Sq. Ft
6	1.8	0.4	15,681	63	17	34	13,095
	1.8	0.45	17,641	71	19	38	6,935
	1.8	0.5	19,602	79	21	42	774
7	4.9	0.4	42,688	171	47	94	35,317
	4.9	0.45	48,024	193	53	106	18,081
	4.9	0.5	53,361	214	59	118	1,194
10	3.7	0.4	31,805	128	35	70	26,117
	3.7	0.45	35,781	144	39	78	13,741
	3.7	0.5	39,756	160	44	88	666
11	4.1	0.4	35,719	143	39	78	29,808
	4.1	0.45	40,184	161	44	88	15,543
	4.1	0.5	44,649	179	49	98	1,278

REDEVELOPMENT SCENARIO 3

Redevelopment Scenario 3 (Table 9) consists of a three-story mixed use development, with commercial on the first floor and residential on the second and third floors. Like Redevelopment Scenario 2, there would be sufficient area for commercial and residential space, as well as adequate space for parking, with a significant amount of square feet remaining.

Table 9: Redevelopment Scenario 3 (3-story Mixed Use)

Block	Acres	FAR	Commercial Sq. Ft	Commercial Parking Spaces	Number of Residential Units	Residential Parking Spaces	Remaining Sq. Ft
6	1.8	0.4	10,454	42	23	46	21,472
	1.8	0.45	11,761	48	26	52	15,965
	1.8	0.5	13,068	53	29	58	10,808
7	4.9	0.4	28,459	114	63	126	58,296
	4.9	0.45	32,016	129	71	142	43,889
	4.9	0.5	35,574	143	79	158	29,831
10	3.7	0.4	21,203	85	47	94	43,369
	3.7	0.45	23,854	96	53	106	32,668
	3.7	0.5	26,504	107	58	116	22,668
11	4.1	0.4	23,812	96	52	104	49,065
	4.1	0.45	26,789	108	59	118	36,988
	4.1	0.5	29,766	120	66	132	24,911

URBAN FORM SITE PLAN DIAGRAMS: DEVELOPMENT SCENARIOS

The following set of urban form site plan diagrams takes parameters from one of the recommended redevelopment scenarios (Scenario 2: 2 story development) and applies it to three general parcel sizes potentially available for redevelopment on an individual basis. These urban form scenarios represent three different 2-story development types:

1. Commercial – interior lot
2. Mixed-use: Residential over Retail – corner lot
3. Multi-family Residential – interior lot

These are intended to be development types that could occur on parcels within the Millcreek Town Center. For each development type, two scenarios are presented that compare differences in development square footage, lot coverage/density (represented by FAR), and parking availability, based on building configuration, access management, and shared parking situations. These are intended to be generally informative for how development in the Town Center may look, rather than a plan for any specific parcel in the area.

1a MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS

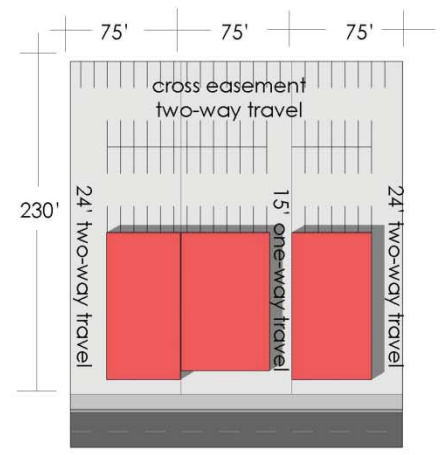
Three parcels of Commercial w/ cross easement

Parcel acres:
 1.2 total (3 parcels @ 17,250 sf each)

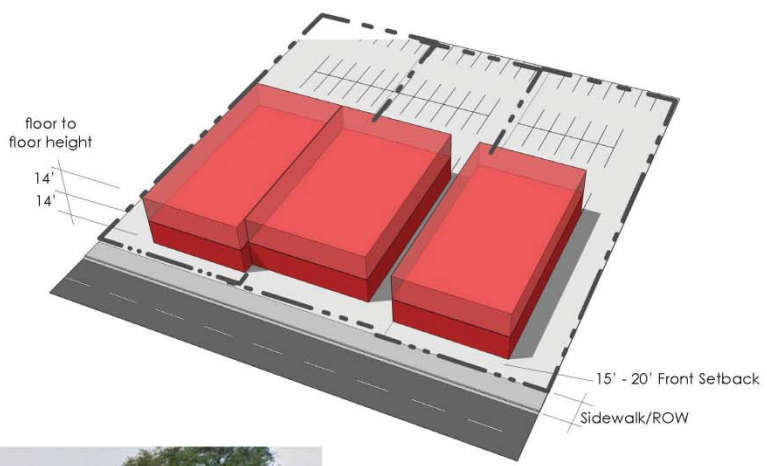
Development SF:
 Total: 32,080
 Ground floor: 16,040 (commercial)
 Second floor: 16,040 (commercial/flex)

Floor area ratio:
 .62

Parking stalls:
 Total: 80
 Commercial: 64
 Shared: 16



Other:
 Total separate parking at 4/1000 sf is 128 stalls;
 Shared parking increases development footprint



Local Example:
 SE Corner of 9th East & 9th South



1b MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS

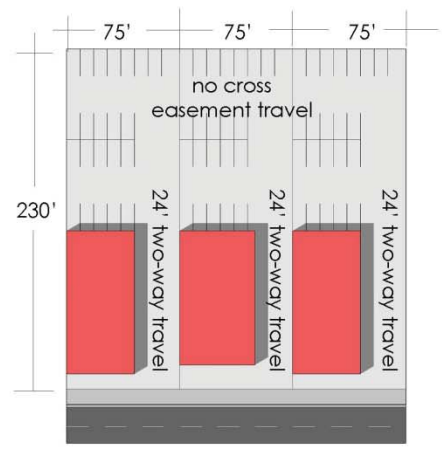
Three parcels of Commercial w/o cross easement

Parcel acres:
 1.2 total (3 parcels @ 17,250 sf each)

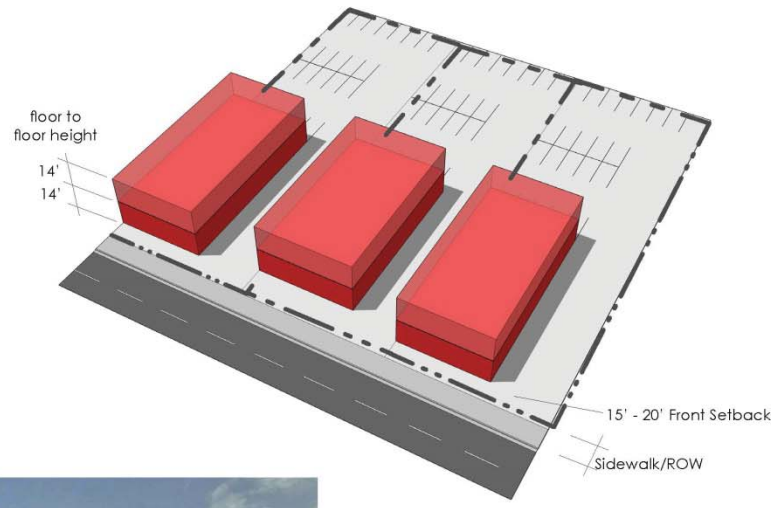
Development SF:
 Total: 26,000
 Ground floor: 13,000 (commercial)
 Second floor: 13,000 (commercial/flex)

Floor area ratio:
 .50

Parking stalls:
 Total: 69
 Commercial: 52
 Shared: 17



Other:
 Total separate parking at 4/1000 sf is 104 stalls; Shared parking increases development footprint; lack of cross-easement decreases available parking stalls



Local Example:
 One block east of 9th East & 9th South



2a

MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS Mixed-use Single 2-story Building Development: A

Parcel acres:

.5 (21,000 sf)

Development SF:

Total: 9,300
Ground floor: 5,700 (commercial)
Second floor: 3,600 (residential - 4 units)

Floor area ratio:

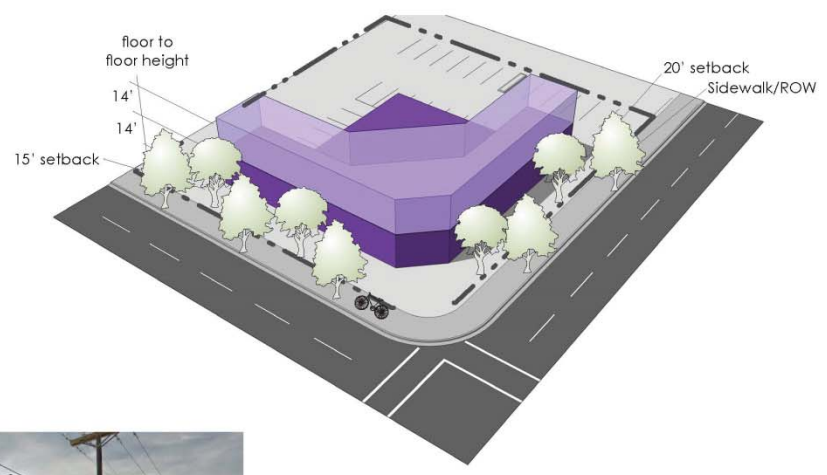
.44

Parking stalls:

Total: 27
Commercial: 13
Residential: 8
Flex: 6

Other:

Integration of public beautification and front setback landscaping



Local Example:

NE Corner of
1300 S & 1100 E



2b

MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS Mixed-use Single 2-story Building Development: B

Parcel acres:

.5 (21,000 sf)

Development SF:

Total: 9,500
 Ground floor: 4,750 (commercial)
 Second floor: 4,750 (residential - 5 units)

Floor area ratio:

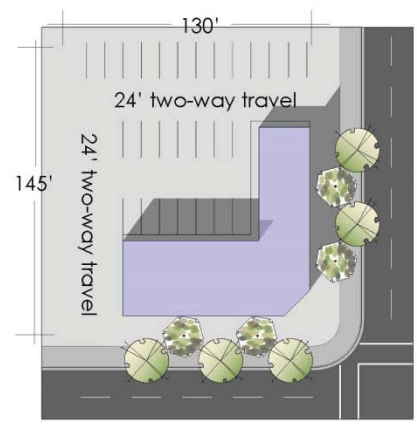
.45

Parking stalls:

Total: 27
 Commercial: 17+2 stalls shared parking
 Residential: 8+2 stalls shared parking
 Shared: 2 stalls (min.)

Other:

Integration of public beautification and front setback landscaping



Local Example:

NE Corner of 1300 S & 1100 E



3a

MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS Two-story Multi-Family A

Parcel acres:

.8 total (1 parcel 16,500, 1 parcel 18,500)

Development SF:

25,200 (24 units @ 1050 each; 350 for ground floor parking not incl.)

Floor area ratio:

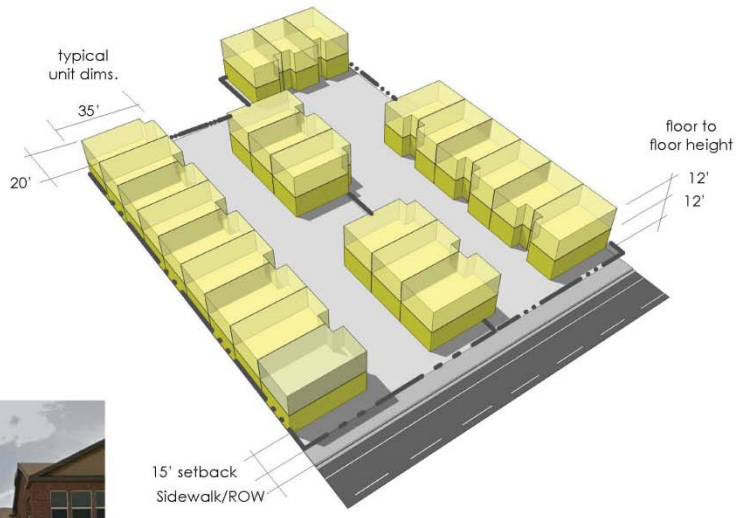
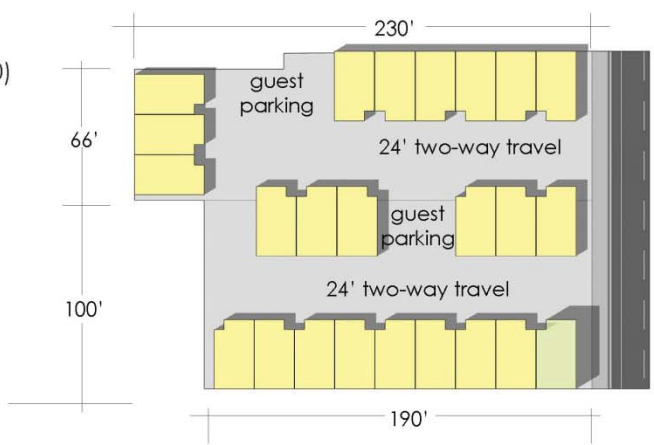
.72

Parking stalls:

2 per unit: 1 on ground floor of unit;
1 surface parking stall/unit
Shared surface guest parking

Other:

Two parcel aggregation;
24 units w/ internal organization;
Ground floor height of 12'
allows flexible uses



Local Example:

South Salt Lake: Waverly Station near 3900 S. TRAX
(corner units orient to street and interior)



3b

MILLCREEK TOWN CENTER DEVELOPMENT SCENARIOS Two-story Multi-Family B

Parcel acres:

.8 total (1 parcel 16,500, 1 parcel 18,500)

Development SF:

25,200 (24 units @ 1050 each; 350 for ground floor unit parking not incl.)

Floor area ratio:

.72

Parking stalls:

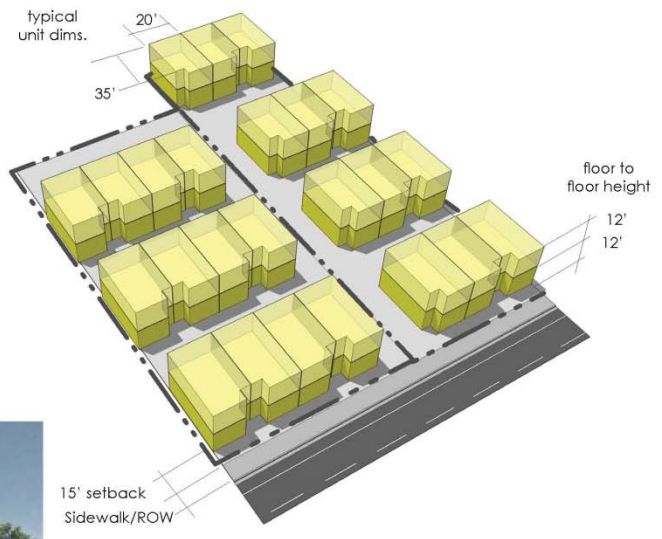
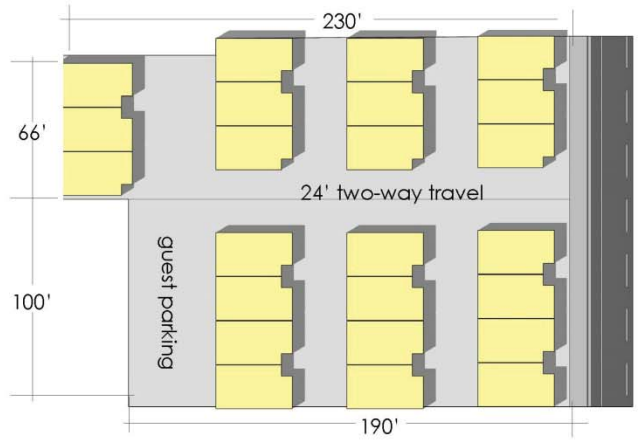
2 per unit: 1 on ground floor of unit;
1 surface parking stall/unit
Shared surface guest parking

Other:

Two parcel aggregation;
24 units oriented to the street
Ground floor height of 12' allows flexible uses

Local Example:

Blue Koi: 1700 S & 900 E



CHAPTER 5: MAKING IT HAPPEN – THE POLICY & REGULATORY TOOLS

HOW WE GET THERE: THE POLICY AND REGULATORY TOOLS

Several tools will be used to implement the Town Center. The following is a brief description of these tools and potential next steps.

- General Plan Update (New General Plan Project and General Plan Official Map Changes) – this provides the guiding policies for moving forward with implementation of regulatory tools to make the Town Center happen.
- Key Stakeholders will use this plan and make the Town Center happen
- Zoning Ordinance Recommended Elements – these are standards and regulations for implementing the desired urban form outlined in Chapter 4. A primary objective is space management in the near term for future investment that may happen over a longer-term, in the public and private investment areas. These elements, along with the site plans and standards tables, will merge into the future zoning ordinance and be used to administer the review of future development proposals to provide for consistency in the future urban form of Millcreek Town Center. (For the full recommendations, see References: Elements for Inclusion)
 - Front Setback Standards : Streetscape Amenities– Landscape & Sidewalk Zones
 - The Front Setback Standards provide direction for investment in the streetscape, working to supplement the limited availability in the right-of-way for pedestrian amenities that are critical to the success of a town center.
 - Sign Standards – regulations to provide for visual consistency
 - Shared Parking and Access – use of existing County zoning language to regulate shared access and parking
 - Building and Parking Location: Site Plans and accompanying standards tables to support the goals of the Town Center Development Plan.
- Next Steps May include:
 - Assemblage of parcels if larger-scale development is desired
 - Acquisition of easements for non-automobile mobility and connectivity
 - Parking management plan
 - Creation of a Community Development Area (CDA)
 - 3300 South Street Design Plan – provide a Town Center context for future improvements to the roadway

THE GUIDING POLICY TOOL – MILLCREEK TOWNSHIP GENERAL PLAN

A desire for more walkable, pedestrian-oriented activity centers within Millcreek Township was expressed during the process of creating the Millcreek Township General Plan (last updated in 2012). At public outreach events for this Millcreek Town Center Development Plan, this desire was reinforced by

the community with a specific interest in seeing this type of center occur in and around the 2300 East and 3300 South intersection. The General Plan provides the framework for guiding this process, and updates to the General Plan will be made to clarify and specify the parameters for creating a Millcreek Town Center in this location.

MILLCREEK TOWNSHIP GENERAL PLAN GOALS

Prior to the process for assembling the Millcreek Town Center Development Plan, the Millcreek Township General Plan stipulated several goals that are supported by the outcome of this process.⁶ This development plan supports the following goals:

- **Framework:** Create a framework for development that is consistent with vision and core values of the community and follows best practices.
- **Community:** Develop communities with quality urban design that encourage social interaction and support family and community relationships, as well as healthy, active lifestyles
- **Mobility:** Promote land use development patterns that provide a high quality of life to all and offer choice in mobility.
- **Activity Centers:** Promote development of viable commercial, employment, and activity centers to serve the community.
- **Housing Choices:** Provide diverse housing choices for a variety of needs and income levels to create places where all are welcome to live.

While not all goals will be achieved at the same time, all are related to different aspects of the long-term objectives for the Millcreek Town Center. For this plan, the framework goal is achieved through an update to the Millcreek Township General Plan. The update provides the guidance and policy basis for the information contained in this development plan.

The Millcreek Township General Plan is structured in a format intended to be easily updated and regularly used by County staff, elected and appointed officials, and the general public. It consists of three sections and an Official Map. The three sections include: Context (A description of existing Township conditions); Best Practices (an expandable encyclopedia of policies to guide community planning decisions); and Projects (a community-driven listing of improvements or programs seen as important to the future of the Township, intended to be reviewed annually to explore steps toward implementation). The Projects section allows the County to

“The area between Evergreen Avenue and 3300 South on 2300 East has good potential to become a walkable commercial center. Land use decisions that encourage walkability can help this area become a walkable commercial center.”

Millcreek Township General Plan, pg. 14 (2012)

⁶ Pg. 1-4, Millcreek Township General Plan (2012); http://slco.org/pwpds/zoning/pdf/MillcreekPlan/Millcreek_General_Pl.pdf

track and demonstrate progress and successes in implementing the overall planning vision for the area. For example, the 2300 East Safety Improvement Project and Sidewalk Master Plan were both identified as Projects in the General Plan. The Official Map identifies the relative level of change or anticipated growth for an area, and is the key tool of referral for County staff and officials, and the general public, when considering a change to land uses. It is a physical guide to accompany the Projects section in implementing the overall planning vision for Millcreek Township.⁷

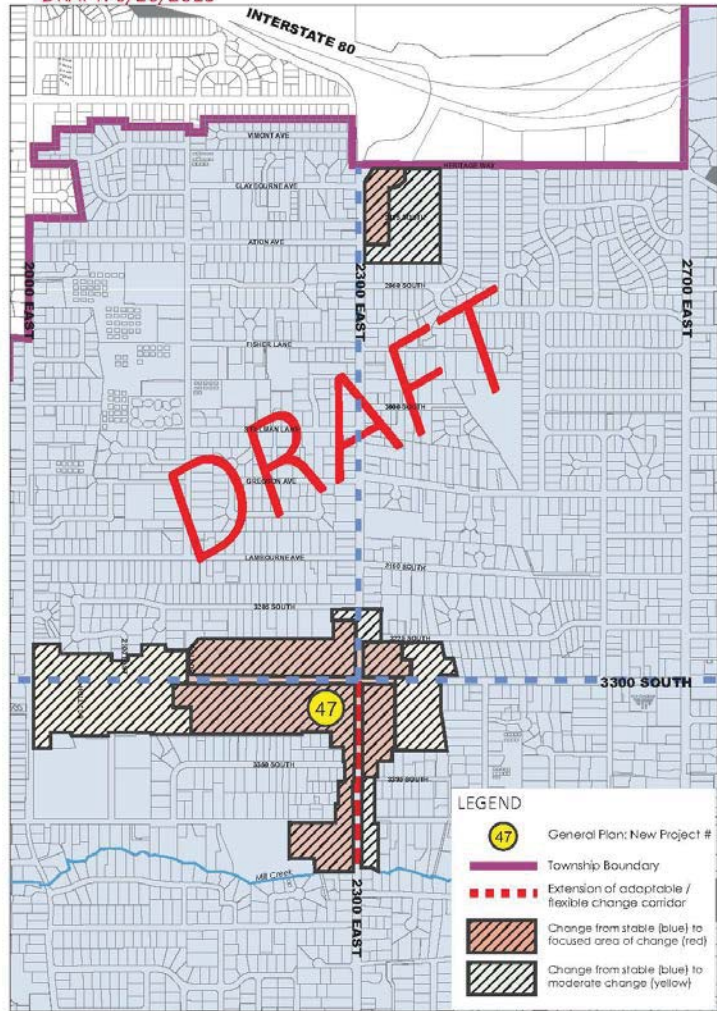
While the concepts of Community, Mobility, Activity Centers, and Housing Choices are captured in the General Plan via the Best Practices section, as well as the recommendation for Neighborhood Centers in the Projects section, no specific Project was outlined for the creation of a Millcreek Town Center. Thus, the Official General Plan Map does not indicate a location for where the town center might occur. However, the Context section, in its evaluation of the commercial areas of Millcreek Township, mentions the area between Evergreen Avenue and 3300 South along 2300 East as having good potential to become a walkable center.⁸ Thus, to have the guiding policy behind the Town Center in place, two updates are required for the General Plan:

- General Plan Map Amendment
- New General Plan Project

An updated General Plan Map captures the recommendations of the planning consultant team, county staff, and the community in regard to the general boundary for the Town Center area. Two locations are included, the main

GENERAL PLAN MAP AMENDMENT

DRAFT: 6/26/2015



MILLCREEK TOWNSHIP 2300 EAST/3300 SOUTH
TOWN CENTER DEVELOPMENT PLAN



⁷ Millcreek Township Official Map: http://slco.org/pwpds/zoning/pdf/MillcreekPlan/GP_Millcreek_Projects2.pdf

⁸ Pg. 14, Millcreek Township General Plan (2012): http://slco.org/pwpds/zoning/pdf/MillcreekPlan/Millcreek_General_Pl.pdf

location being at the intersection of 2300 East and 3300 South, extending south to Evergreen Avenue to capture the two south nodes. The third smaller node is supported at the north end of 2300 East adjacent to the Interstate-80 junction. An existing commercial node and the proposed realignment of the I-80 access ramps provide the opportunity for a successful node here. The length of 2300 East between the two nodes at 3300 South and Evergreen and the north node at I-80 is expected to remain stable residential.

A new General Plan Project outlines the primary objectives and urban design elements of the Millcreek Town Center and provides the framework for future action by Salt Lake County and potential stakeholders, including County Council, Millcreek Planning Commission, Community Councils, private business and land owners, potential occupants, developers, and community residents. A description of the roles and relationships between the key stakeholders is described in the following section.

KEY STAKEHOLDERS

Many different stakeholders have a role in the future of the study area. All of the parties must work cooperatively for the successful implementation of the Millcreek Town Center. It is important to note that the two main roads in the study area, 2300 East and 3300 South, are governed by different jurisdictions. 2300 East falls under the authority of Salt Lake County, while 3300 South is under the control of UDOT.

RESIDENTS/LANDOWNERS/BUSINESS OWNERS

Residents, landowners, and business owners have a vested interest because they have a financial stake in the continued well-being of their community. They must support this plan and make continued investments in their properties in order for it to be successful. Likewise, the new businesses that locate in the Millcreek Town Center must provide goods and services that residents will use for them to succeed. This symbiotic relationship requires that the residents, landowners and business owners stay educated and informed, as well as providing input and feedback on future developments.

DEVELOPERS

To the extent that this document provides a clear vision for the future development and redevelopment of the East Millcreek area into a Town Center, developers will have an understanding of the possibilities that exist to redevelop new or updated uses in this area. It behooves developers to participate with the community to understand their goals as well as complying with the strategies outlined in this document.

MILLCREEK COMMUNITY COUNCIL/MILLCREEK PLANNING COMMISSION

These entities provide approval and buy-in of this plan, and future approvals related to its goals.

SALT LAKE COUNTY

Salt Lake County is the local administrative government for the study area. As such they can administer and revise zoning designation, zoning ordinances, and the general plan. The Planning Commission is the organization within the County that is responsible for hearing applicant, public, and agency and staff comments on proposed land use applications. The County Council and Planning Commission together make planning and zoning decisions and enact local ordinances. The Office of Township Services is tasked with providing local government services, such as business and economic development, to Millcreek Township.

It is the responsibility of Salt Lake County to ensure that individuals in various departments, for example Planning and Engineering, are educated regarding the goals for the form of the town center. It is also the responsibility of Salt Lake County to ensure that the Millcreek General Plan and corresponding zoning ordinances are followed.

SALT LAKE CITY

The boundary between Salt Lake City and the unincorporated County occurs at 2760 South on the east side of 2300 East and approximately 2720 South on the west side of 2300 East. Future land uses in this area should reflect the common desires of both SL City and SL County

UDOT

3300 South is under the control of the Utah Department of Transportation. As such, they define the number and width of lanes, presence or lack of bike lanes, park strips, curb and gutter, location of driveway accesses, etc. within the public right-of-way. The roundabout at 2300 East I-80 and relocation of trails in this area has also been subject to UDOT approvals. Recent philosophical changes at UDOT have led to a more inclusive organization willing to work with local jurisdictions. Examples of streetscape improvements on UDOT roadways within urban areas include the tree-lined medians on 700 East adjacent to Liberty Park in Salt Lake City, and improvements to Foothill Drive in Salt Lake City. It is important that UDOT be invited to participate as a collaborative partner in ongoing modality discussions in the Millcreek Town Center. This plan provides a basis for the context-sensitive design of improvements to 3300

South and the consideration of multi-modal transportation within the right-of-way. A street design plan for 3300 South is needed to help define the future of the public right-of-way.



THE REGULATORY TOOLS: FRONT SETBACK AREAS; ELEMENTS OF NEW ZONING DISTRICT; SHARED ACCESS/PARKING

The following sections are representative of the regulatory tools that will implement the desired outcome for the urban form of the Millcreek Town Center. A summary is provided to give an overview of how the concepts of the development plan are matched to the regulatory tools to implement them.

- Front Setback Area Standards: Implements the Desired Streetscape & Activity
- Proposed Zoning Changes: Implements the Desired Urban Form and Uses
- Shared Access/Parking: Implements the Desired Urban Form and Mobility Management

FRONT SETBACK AREAS – CREATING THE TOWN CENTER STREETScape

PURPOSE

Site elements, particularly the arrangement of sidewalks and landscaping, in the Front Setback Area will serve as a unifying theme for development within the Millcreek Town Center District, which is expected to evolve over time rather than as one large-scale master-planned development project. The standards for the front setback area are structured so that investment in the near term supports long-term changes in both the public and private investment areas. They are also designed to enhance the current investments planned for 2300 East.

The Front Setback Area is defined as the area between the front property line and the front setback/build-to line of the building's front façade - for interior lots - and the front and secondary street facades for corner lots. Street trees, shrubs, park strips and other planting areas can play an important role in visually unifying a streetscape.

SETBACK DESIGN ZONES/AREAS

In addition to meeting basic landscape and screening zoning requirements in Section 19 of the Salt Lake County Zoning Code, this area will have additional landscape requirements. These requirements are meant to guide the overall and look and feel of the area and to be the unifying element identifying this area as a town center. Within the front setback area are three zones with a potential fourth zone in some locations.

ZONE 1: FRONTAGE ZONE – This is the area immediately in front of a building. The Frontage Zone may contain a mix of planting areas and hardscape areas. The hardscape areas are intended to accommodate a variety of uses including outdoor dining, seating, sidewalk sales and other similar uses that invite people to stay and spend time. Planted areas must comprise 50% of the frontage zone. Of the planted area, up to half is allowed to be planted with turf while the rest must be planted with drought tolerant ornamental grasses and shrubs. To provide continuity while still allowing for variety a combination of required plants and user choice is recommended. For continuity with the 2300 East beautification, 30% of the plants in this zone should be one or a mix of the following plants:

- *Berberis x stenophylla* 'Corallina Compacta' (Dwarf Coral Hedge Barberry),

- Rhus aromatic 'Gro-Low' (Gro-Low Fragrant Sumac), and
- Festuca ovina glauca (Blue Fescue).



Dwarf Coral Hedge Barberry



Gro-Low Sumac

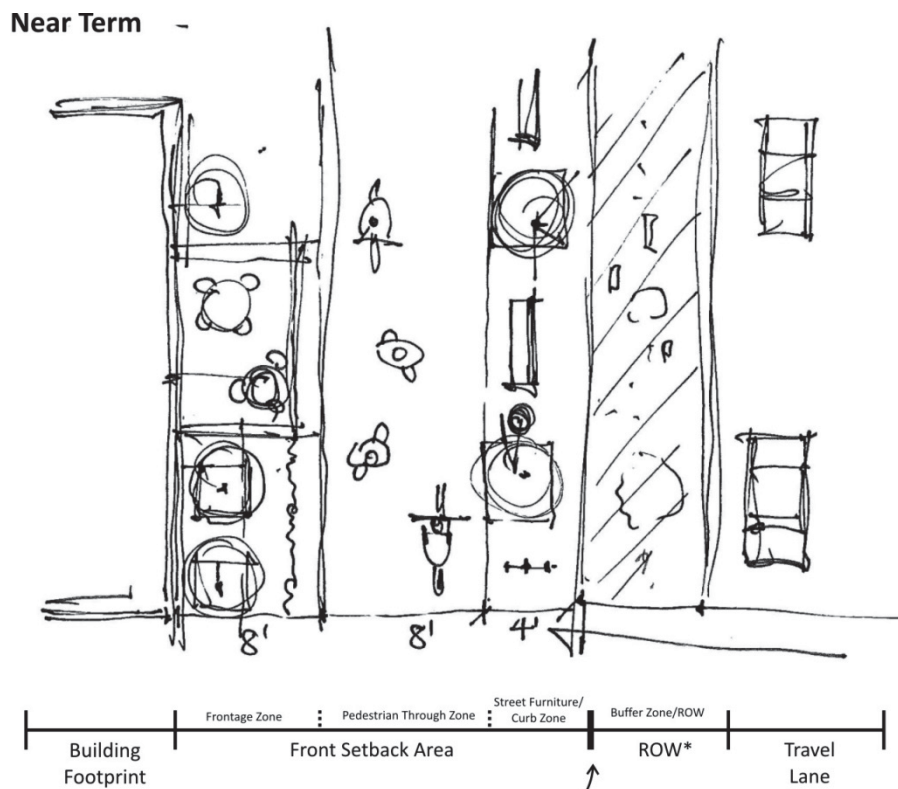


Blue Fescue

These three plants were chosen because they are to be installed as a part of the 2300 East Corridor Safety Improvements. Beyond these three plants, other plants are at the discretion of the property owner but are required to meet water-wise guidelines of 1 inch or less of supplemental water every two weeks after a three year establishment period. If plants in the public right-of-way change species, these requirements should shift accordingly to provide continuity.

ZONE 2: PEDESTRIAN TRAVEL ZONE – This is a travel way for pedestrians. This route is accessible and clear of obstructions. It is also wide enough to comfortably accommodate several people walking together.

Adequate width is critical to the success of this zone. Success is defined as a wide enough sidewalk that people feel comfortable walking along it. The National Association of City Transportation Officials (NACTO) Urban Street Design Guide recommends a pedestrian travel zone width of 8-12 feet in commercial areas. It is important to note that this width is part of the overall sidewalk, not the total sidewalk width. The importance of width calculation is given emphasis here to explain why a wide



* The existing ROW on both 2300 East and 3300 south is a mix of conditions including sidewalk, sidewalk and park strip, no sidewalk and no curb and gutter. The future improvements to 2300 East are also a mix.

pedestrian through zone was chosen. It is also important to note that this is a significant positive change and dramatic improvement from Salt Lake County’s standard of a 6-foot wide sidewalk adjacent to the back of curb, one of several sidewalk scenarios seen on 3300 South. This approach for sidewalks in the front setback area is designed to extend the width of planned sidewalk improvements on 2300 East.

ZONE 3: STREET FURNITURE/CURB ZONE – This zone is the section of sidewalk between the pedestrian through zone and the property or right-of-way line. It houses street trees, benches, trash receptacles, bike racks, and other street furniture. Instead of trees in tree grates, trees are to be planted in tree pits for optimum tree health. One tree per every 25 linear feet of property frontage is recommended, with flexibility in regard to clear zones for driveways and other areas. To provide visual continuity with the trees being planted for the 2300 East Corridor Improvements, while at the same time allowing for variety, street tree choices in the area should come from the following selections:

- Platanus acerifolia (London Plane Tree),
- Zelkova serrata (Japanese Zelkova), and
- Ginkgo biloba (Ginkgo).



Zelkova

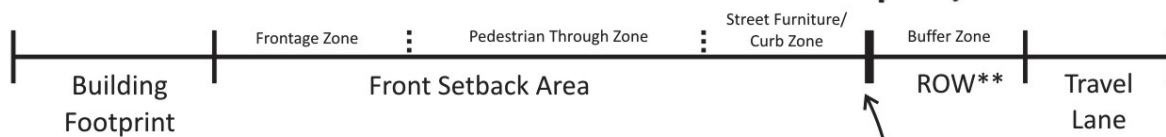


Ginkgo



London Planetree

Long Term



Property Line

**Long-term ROW options could include:
 BRT
 Bike Lanes
 On Street Parking
 Landscaping/Sidewalks
 Bus Bulbouts

ZONE 4: BUFFER ZONE - A fourth zone of sidewalk exists in most areas. The existence of this zone is dependent on the amount of space available between the property/right-of-way line and the edge of the travel lane. The guidance for uses in this zone is based on the assumption that UDOT will control 3300 South for the foreseeable future and the ROW may not change from its current location. Given this assumption, where this zone exists it can accommodate a wide variety of uses. Uses could include additional sidewalk space, park strips, on-street parking, bio-swales and other storm water treatment measures, bus bulbs, parklets, and curb extensions. The improvements done in this zone would be part of the future public investment in the Town Center, which will work alongside private investment in the front setback area to create the desired streetscape. If hardscape is selected for this area in can be a variety of materials such as concrete, concrete pavers, crushed stone, and similar. Hard materials unsuitable for foot traffic, such as cobble, gravel, loose rock and other materials, may not be installed. (see images at right for examples of suitable hardscape in Zone 4)

The standards for the Front Setback area are specified in the Elements for Inclusion that will form the basis of the new Millcreek Town Center zoning regulations. A discussion on integrating the range of existing sidewalk configurations along 3300 South, is included in the References.



Examples of suitable hardscape in the buffer zone between the street and pedestrian travel zone.



Image 19: Space between townhomes can be used for pedestrian walkways and/or courtyards.



Image 18: The purpose of the setback standards is to support an active street life.

PROPOSED ZONING CHANGES: ELEMENTS FOR INCLUSION: MILLCREEK TOWN CENTER (MTC) ZONING DISTRICT

A summary outline of elements and requirements that will form the basis of a new Millcreek Town Center Zoning District is provided below. A fully developed outline of Elements for Inclusion is included in the References. Specific regulatory language for the new Millcreek Town Center zoning district will be developed by Township Services to be compatible with the Salt Lake County Zoning Ordinance.

Site Plans and Standards Tables will be provided for use in administering the elements and requirements of the zoning district. Regardless of size or configuration, the development of lot types can fall under four general categories:

- Interior Lot – Single Building Development
- Corner Lot – Single Building Development
- Interior Lot – Multiple Building Development
- Corner Lot – Multiple Building Development

A site plan indicating setbacks, building location, parking location and circulation is included for each of these four types. A fifth site plan captures regulations for all four:

- Building Section Plan – All Lot/Development Types

PURPOSE STATEMENT OF ZONING DISTRICT

The purpose of the Millcreek Town Center Zoning District is to promote the relationship of uses and structures to their sites and other sites in the district. The application of the district zoning regulations is intended to result in good neighborhood and town center design, in order to secure the advantages of compatible site planning for residential and commercial development, or combinations thereof.

CONSISTENCY WITH THE GENERAL PLAN

Uses and developments in the Millcreek Town Center zoning district shall be consistent with the Millcreek Township General Plan. The Millcreek Town Center Project provides an understanding of the overall objective for the development standards in this zoning district.

- SITE PLAN STANDARDS
- BUILDING FORM AND DESIGN
- ACCESS, CIRCULATION, & PARKING
- SITE ELEMENTS
- SIGNS
- LIGHTING
- FURNISHINGS
- SERVICE AREAS
- DENSITY & NEIGHBORHOOD COMPATIBILITY

SHARED PARKING & ACCESS MANAGEMENT TOOLS

Salt Lake County currently has two ordinances requiring shared access and parking—Office Research Park and Development Zone (19.45.160), and MD-1 and MD-3 Mixed Development Zones (19.55.160). Both ordinances state:

The number of access points along public streets shall be minimized by sharing and linking parking areas with adjacent properties. Reciprocal ingress and egress, circulation and parking agreements shall be required to facilitate the ease of vehicular movement between adjoining properties. On corner sites access points shall be located as far from the corner as reasonably possible and in no case less than 60/40 feet from the intersection of the property lines.⁹

Standards for driveways vary based on use and anticipated volumes. Recommended dimensions for driveways include:

- Commercial land uses:
 - Two-way direction use: 25 feet minimum to 50 feet maximum
 - One-way direction use: 16 feet minimum to 30 feet maximum
- Multi-Family Residential land uses:
 - Two-way or one-way direction use: 16 feet minimum to 30 feet maximum¹⁰

These recommendations are reflected in the Elements for Inclusion, the basis for a future zoning district to implement the Millcreek Town Center.

⁹ Salt Lake County Code of Ordinances. 14.12.110 (Driveways). <http://slco.org/pwpds/html/ordinances.html>. Accessed June 6, 2015.

¹⁰ Utah Administrative Code R930.6 Access Management, as in effect on June 1, 2015. Accessed June 11, 2015

REFERENCES: ADDITIONAL INFORMATION & RESOURCES

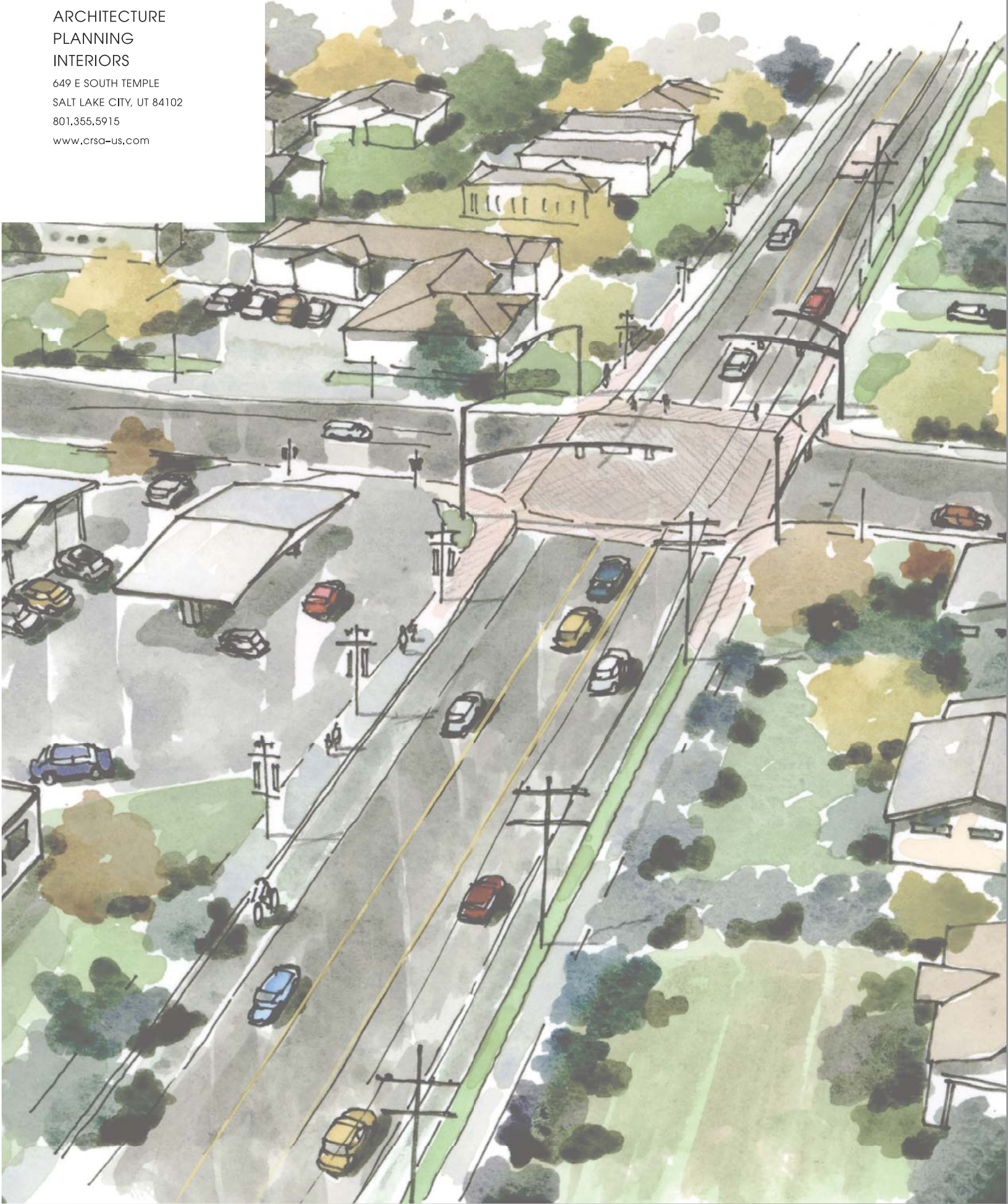
A plethora of supporting information and resources is offered as references for the recommendations made in the Millcreek Town Center Development Plan, including the following:

- Public Outreach Materials and Comments – Model Places/Node Branding
- Public Outreach – Feedback on Urban Design Examples
- Local Urban Design Examples Map
- I-80 Node Development Scenario
- Infrastructure/Utility Analysis Report and Appendix
- Market Analysis Report and Appendix
- Multi Modal Millcreek Report
- Mobility Maps/Appendix
- 2300 East Roadway Improvements
- Draft General Plan Amendments (text and map)
- Draft Zoning – Elements for Inclusion and Site Plan Standards
- Existing Sidewalk Integration Scenarios



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Resolution No. _____, 2016

A RESOLUTION OF THE SALT LAKE COUNTY COUNCIL GRANTING APPROVAL OF THE
MILLCREEK TOWN CENTER DEVELOPMENT PLAN AS AN AMEMENDMENT OF THE
MILLCREEK TOWNSHIP GENERAL PLAN

WHEREAS, Utah law requires that the Millcreek Township Planning Commission prepare and recommend to the county legislative body a general plan to guide the development of the respective counties within the State of Utah; and,

WHEREAS, the Salt Lake County Council is the legislative body for the Millcreek Township in Salt Lake County; and,

WHEREAS, Utah law provides that county planning commissions or the township planning commissions may amend, extend, or add to the county general plans; and,

WHEREAS, Mayor Ben McAdams, the Millcreek Township Planning Commission, the Salt Lake County Township Services Office and the Salt Lake County Planning and Development Services Division have recognized the need to engage in a proactive community process to prepare a comprehensive Millcreek Township General Plan as a part of the Salt Lake County General Plan, and amendments for Millcreek Township; and,

WHEREAS, the Millcreek Town Center Development Plan was created through a collaborative effort including extensive public outreach, noticed public meetings, consultant and county staff; and,

WHEREAS, the Salt Lake County Township Service Office and Salt Lake County Planning and Development Services Division desires to see the principles and concepts contained within the Millcreek Town Center Development Plan as an amendment to the Millcreek Township General Plan; and,

WHEREAS, the Millcreek Town Center Development Plan serves as a policy guide for the future by addressing the; history, character, opportunities, design, implementation tools, transportation and land use goals and objectives, and data for the management of future investments into the 2300 East area at I-80, 3300 South and Evergreen Avenue; and,

WHEREAS, the Millcreek Town Center Development Plan, file #29877, was presented publicly for review, comment and recommendation to the Millcreek, East Mill Creek, Canyon Rim, and Mt. Olympus community councils, and the Millcreek Township Planning Commission; and,

WHEREAS, pursuant to the requirements of Utah Code Annotated § 17-27a-404 an open public hearing was conducted, including opportunity for comment, review, and recommendation before the Millcreek Township Planning Commission, concerning the approval of the Millcreek Town Center Development Plan; and,

WHEREAS, pursuant to the requirements of Utah Code Annotated § 17-27a-404, an open public hearing has been held before the Salt Lake County Council as the county legislative body concerning the approval of the Millcreek Town Center Development Plan;

NOW, THEREFORE, IT IS HEREBY RESOLVED:

1. The Salt Lake County Council hereby amends the Millcreek Township General Plan, as a part of the Salt Lake County General Plan by approving the Millcreek Town Center Development Plan.

2. Millcreek Town Center Development Plan consists of a written document.

3. A copy of Millcreek Town Center Development Plan is available for public use and inspection during normal business hours in the office of the Salt Lake County Planning and Development Services Division, 2001 South State Street, N3-600, Salt Lake City, Utah 84190-4050.

IN WITNESS WHEREOF, the Salt Lake County council has approved, passed, and adopted this resolution this ____ day of _____, 2016.

SALT LAKE COUNTY COUNCIL

By: _____
Max Burdick, Chair
Salt Lake County Council

ATTESTED:

Sherrie Swensen, County Clerk

Approved as to Form:

R. Christopher Preston
Deputy District Attorney
Date: _____

ORDINANCE HISTORY

Council Member Wilson _____
Council Member Snelgrove _____
Council Member Bradley _____
Council Member Bradshaw _____
Council Member Jensen _____
Council Member Newton _____
Council Member Granato _____
Council Member DeBry _____
Council Member Burdick _____

File # 29853

Rezone Summary and Recommendation

Public Body: Salt Lake County Council

Parcel ID: 15-36-477-036

Property Address: 27 West 3900 South

Request: Rezone

Community Council: Millcreek

Planner: Spencer Hymas

Planning Commission Recommendation: Approval

Community Council Recommendation: Approval

Staff Recommendation to Planning Commission: Approval

Applicant Name: Jake Wood

Meeting Date: May 24, 2016

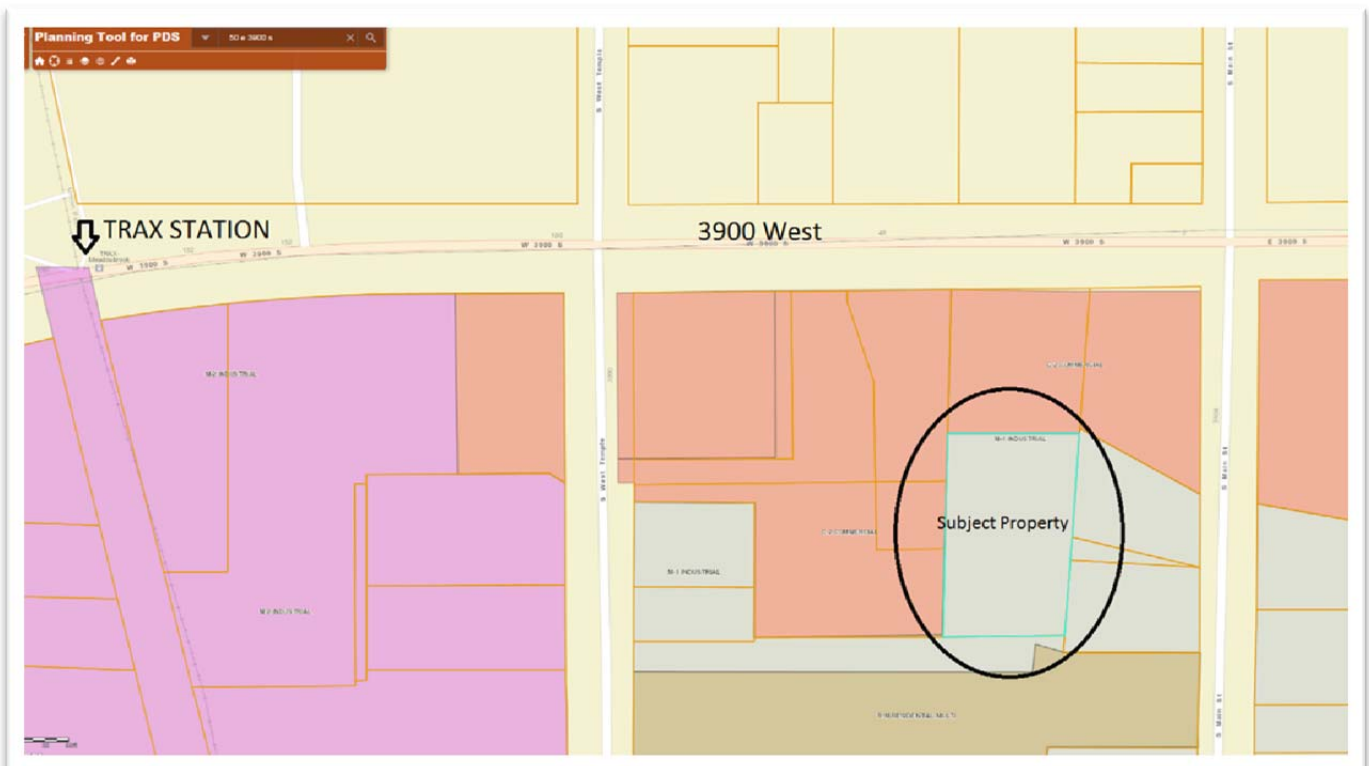
Current Zone: M-1 **Proposed Zone:** C-2

Township: Millcreek

PROJECT DESCRIPTION

The rezone proposal is to rezone 0.94 acres from M-1 (Manufacturing) to C-2 (Commercial). The rezone, if approved, will join two other parcels which front 3900 West that are zoned C-2 and open up the opportunity for a development application of a Mixed use development. This rezone proposal is in an area of focused change and the request is in line with the Millcreek General plan map.

SITE & VICINITY DESCRIPTION (see attached map)



There are various uses in the vicinity. To the North is a single family home (C-2 Zone). South Salt Lake City is North of 3900 South and the zoning appears to be commercial with office and retail uses. To the East is a used tire, auto sales and repair shop (M-1 Zone). To the South are the Bud Bailey Apartments (R-M Zone). To the West appears to be office uses (C-2 Zone).

GENERAL PLAN CONSIDERATIONS

The Millcreek General Plan map identifies this parcel as being in an area focused for change. This parcel is also addressed in the Meadowbrook Small Area Plan. The rezone is in harmony with the goals of the General Plans for this area.

ZONE CONSIDERATIONS

Requirement	Existing Zone (M-1)	Proposed Zone (C-2)
Height	None	75 feet
Front Yard Setback	20 feet	25 feet
Side Yard Setback	None	8 & 10 feet
Rear Yard Setback	None	30 feet
Lot Width	None	50 feet
Lot Area	None	5,000 square feet

Compliance with the General Plan.	Yes
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NEIGHBORHOOD RESPONSE

No negative responses have been received at the time of this report, April 4, 2016.

COMMUNITY COUNCIL RESPONSE

This proposal was heard by the Millcreek Community Council at their March 1st, 2016 meeting and received a favorable recommendation.

PLANNING COMMISSIONS' RESPONSE

The Millcreek Planning Commission recommended approval of this rezone at their meeting on April 13, 2016.

REVIEWING AGENCIES RESPONSE

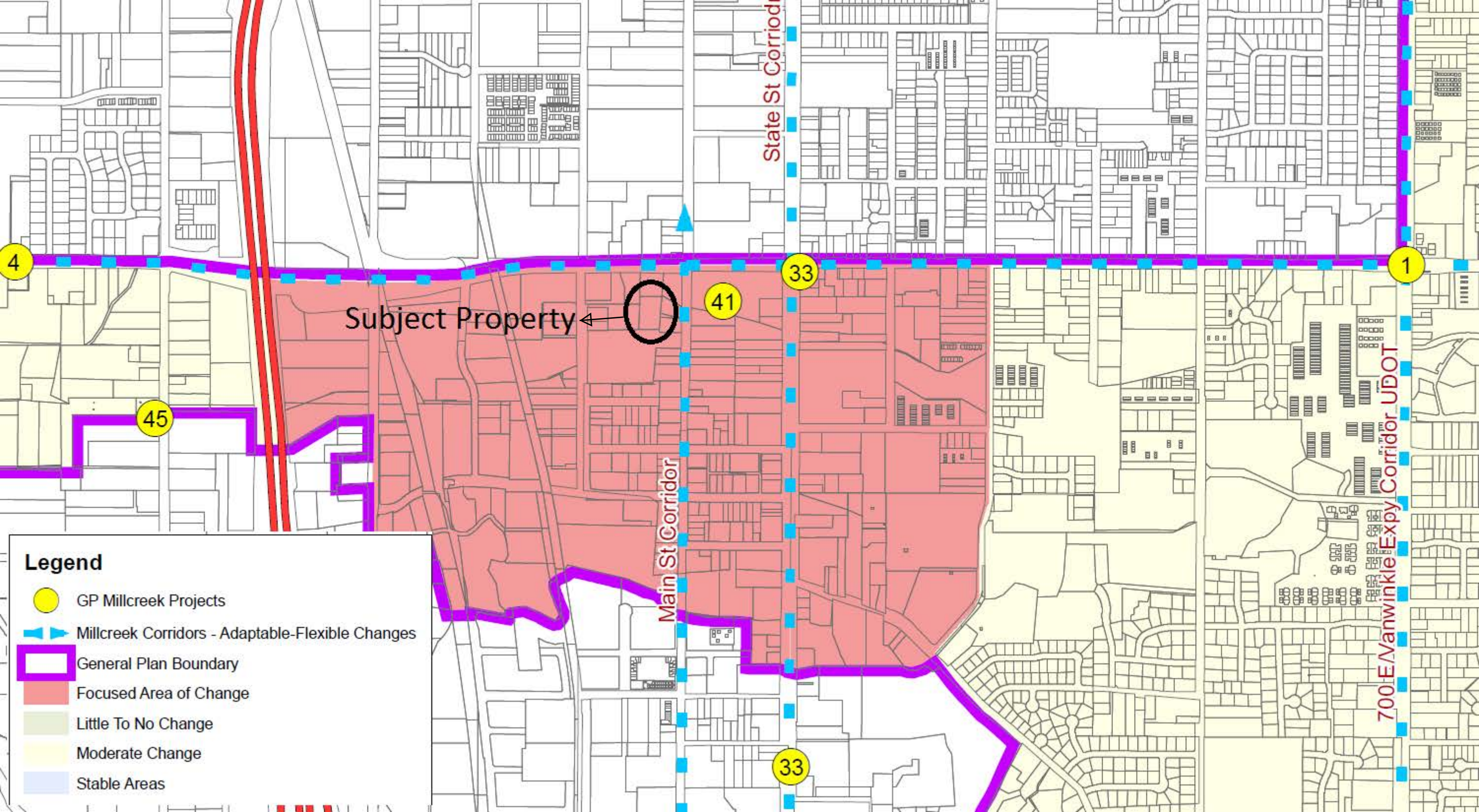
AGENCY: Planning

DATE: 4/4/16

RECOMMENDATION: Approval

This proposal will contribute to development opportunities in this area. It is consistent with the goals and objectives of the Millcreek General Plan and Meadowbrook Small Area Plan.

Compliance with current building, construction, engineering, fire, health, landscape and safety standards will be verified prior to final approval.



Legend

-  GP Millcreek Projects
-  Millcreek Corridors - Adaptable-Flexible Changes
-  General Plan Boundary
-  Focused Area of Change
-  Little To No Change
-  Moderate Change
-  Stable Areas

Trax Station

Substation

Call Center

Subject Property

Bud Bailey Apartments

19.62.030 - Permitted uses.

Permitted uses in the C-2 zone include:

- Accessory uses and buildings customarily incidental to permitted uses;
- Addressograph shop;
- Antique shop without outside display;
- Archery shop and range, providing the use is conducted within a completely enclosed building;
- Art needlework shop;
- Art shop and/or artist supply;
- Athletic goods store;
- Automobile service station;
- Awning sales and repair;
- Baby formula service; baby diaper service; babysitter agency;
- Bakery;
- Bank;
- Barbershop;
- Beauty shop;
- Bicycle shop;
- Blueprinting and/or photostating;
- Bookstore;
- Bowling alley, including billiard and/or pool tables;
- Bus terminal;
- Cafeteria; catering establishment;
- Candy store; confectionery;
- Carbonated water sales;
- Class A beer outlet;
- Class B beer outlet;
- Clothes cleaning, dyeing and pressing;
- Clothing store;
- Coal and fuel sales office;

- Costume rental;
- Dancing;
- Department store;
- Delicatessen;
- Dog training, provided all training is within a completely enclosed building;
- Dramatics school;
- Drapery and/or curtain store;
- Dressmaking;
- Drive-in refreshment stand;
- Drugstore;
- Dry goods store;
- Electrical and heating appliances and fixture sales and repair;
- Egg candling and sales;
- Employment agency;
- Film exchange;
- Five-and-ten cent store;
- Fix-it shop;
- Flooring or floor repair shop;
- Florist shop;
- Fountain equipment supply;
- Frozen food lockers;
- Fruit or fruit juice store; fruit and/or vegetable stand;
- Fur sales, storage and/or repair;
- Furniture sales and/or repair;
- Gift shop;
- Greenhouse and nursery; plant materials; soil and lawn service;
- Grocery;
- Gunsmith;

- Gymnasium;
- Hardware store, not including the sale of lumber;
- Health food store;
- Hobby and/or crafts shop;
- Home day care/preschool, subject to Section 19.04.293;
- Hospital supplies;
- House cleaning and repair; house equipment display;
- Ice cream shop;
- Ice vendor units and/or reach-in ice merchandiser units; electrical icemaker units; ice storage of not more than five tons' capacity;
- Insulation sales;
- Interior decorating store;
- Jewelry store;
- Janitorial service;
- Key and lock service;
- Laundry, automatic self-help type; laundry agency;
- Leather goods sales;
- Linen shop;
- Luggage shop;
- Machine tools sales;
- Manicuring, pedicuring and electrolysis of hair;
- Medical and dental clinic and laboratory;
- Milk distributing station and sale of dairy products, excluding processing or bottling;
- Military store;
- Mobile lunch agency;
- Monument sales, retail;
- Motorboat sales;
- Music store;

- Newsstand;
- Notions;
- Novelty shop;
- Numismatic shop; gold, silver and platinum dealer;
- Nurses' agency;
- Office, business or professional; office supply; office machines sales and repair;
- Oil burner shop;
- Optometrist and/or oculist;
- Ornamental iron, sales only;
- Painter and/or paint store;
- Pest extermination and control office;
- Pet shop;
- Photographer and/or sale of photographic supplies;
- Popcorn and/or nut shop;
- Radio and television sales and repair and/or station;
- Residential facility for elderly persons;
- Restaurant;
- Roofing sales;
- Safe sales;
- Secondhand shop;
- Shoe shop; shoeshine shop; shoe repair shop;
- Sewing machine shop;
- Stationery and greeting card sales;
- Swimming pool;
- Tailor shop;
- Taxidermist;
- Taxi stand;
- Tire shop, sales only;

- Theater, indoor;
- Tobacco shop;
- Towel and linen supply service;
- Travel bureau;
- Upholstery shop;
- Variety store;
- Wallpaper store;
- Weather-stripping shop.

(Ord. 1323 § 2 (part), 1995; Ord. 1200 § 5 (part), 1992; Ord. 1179 § 5 (part), 1992; Ord. 978 § 3, 1986: 1986 Recodification: §§ 1 (part) and 2 (part) of Ord. passed 3/20/85: § 1 (part) of Ord. passed 2/1/84; (part) of Ord. passed 4/22/82; prior code § 22-27-3)

19.62.040 - Conditional uses.

Conditional uses in the C-2 zone include:

- Agency for the sale of new motor vehicles, trailers and campers, including the incidental sale of used motor vehicles, trailers and campers, provided this use is incidental and located on the same property as the primary use of new motor vehicle sales; agency for the rental of motor vehicles, trailers or campers;
- Ambulance service;
- Apartments for elderly persons;
- Arcade, not to be located within a one thousand foot distance, via the most direct pedestrian route, of the property line of any school or private educational institution having an academic curriculum similar to that ordinarily given in public schools. For purposes of measuring distance, a pedestrian route shall not include a route which requires crossing a physical barrier such as a fence, canal or freeway, or include trespassing across private property.
- Athletic club and/or health club;
- Automobile repair, including incidental body and fender work, painting and upholstery and/or welding; automatic automobile wash;
- Automobile service center, which is limited to tune-ups, lubrication and oil change, front-end alignment, brake repair, and muffler repair, providing there is not outside storage of parts or materials;
- Baking, ice cream making and/or candy making;
- Bath and massage (every massage technician shall be licensed by the state);
- Bed and breakfast inn, which may include a restaurant and conference meeting rooms;
- Cat and dog groomery, excluding overnight boarding;
- Cemetery, mortuary, etc.;

— Check cashing, provided that each check cashing business shall be located a minimum distance of six hundred feet from any other similarly licensed facility;

— Class C fireworks store;

— Copy service;

— Day care/preschool center;

— Golf course;

— Hardware store, including the sale of lumber, providing all storage of lumber is within a completely enclosed building;

— Home day care/preschool, subject to Section 19.04.293;

— Home occupation;

— Hospital;

— Hotel and apartment hotel;

— Indoor firearms and/or archery range;

— Mini-storage units, secondary to the main use of the parcel;

— Mobile home park;

— Mobile store provided it meets the following requirements:

A.

A location on improved property including a main building with paved parking, and landscaping, curb, gutter and sidewalk if required by the county.

B.

A maximum display area of one hundred square feet outside the portable structure, a minimum of ten feet behind the property line, not on landscaped areas, and not obstructing access to the property.

C.

Compliance with the sign ordinance.

D.

The structures comply with the yard requirements of the zone.

E.

The mobile store including display area shall not be located within the clear view of intersecting streets.

F.

Written approval from the property owner to locate on the site.

— Motel;

— Multiple dwellings; group dwellings;

— Neighborhood storage;

— Open storage for recreational vehicles only (campers, snowmobiles, etc.), but not to include the storage, keeping or abandonment of junk, including scrap metals or other scrap material, or for the dismantling, demolition or abandonment of automobiles or other vehicles or machinery, or parts thereof, as in an impound lot or junkyard, etc.; and such use will be required to install a six-foot solid visual barrier fence or masonry wall around the entire storage area (chain-link with slats is acceptable) as a conditional use in the commercial C-2 zone, and as an accessory use

only to a main use, such as a service station, carwash or similar use. Gravel or grass surfacing will be allowed for the storage area;

- Package agency;
- Parking lot;
- Planned unit development;
- Plumbing shop;
- Printing shops;
- Private nonprofit locker club;
- Private post office box service;
- Private school;
- Public and quasi-public use;
- Rail transit mixed-use, provided it meets the following requirements:

A.

The planning commission shall determine the density based on the specific development proposal, site location and surrounding land uses.

B.

The property is located within one-quarter mile of a rail station.

C.

Buildings and impervious areas shall not cover more than eighty percent of the site.

D.

Commercial uses shall be allowed on the first floor of buildings fronting on a public street.

E.

Office uses shall be allowed on the first and second floor of buildings fronting on a public street.

F.

Parking is not allowed between the building and the public street.

G.

The front yard setback shall be fifteen feet and the side and rear yards shall be twenty feet minimum. Corner lots are deemed to have two front yards.

H.

The front yard setback is the build-to-line. At least fifty percent of the front elevation of the building must be built within ten feet of the build-to-line or as approved by the planning commission.

I.

The planning commission shall determine the amount of parking required based on projected transit usage and other guidelines found in Section 19.80.090, "Planning Commission Exceptions."

J.

All development in the rail transit mixed-use area shall conform to the Rail Transit Mixed-Use Development Guidelines adopted by the planning commission. The planning commission has the authority to modify or waive guidelines as necessary during development review.

— Reception center and/or wedding chapel;

— Recreation, commercial;

— Reiki business provided it meets the following requirements:

A.

Hours of operation shall be between 7:00 a.m. and 10:00 p.m.

B.

Each practitioner that is not an employee of the business licensee shall have a Salt Lake County business license.

C.

Neither clients nor practitioners shall appear on the premises in a state of nudity or semi-nudity, as defined in the Sexually Oriented Business Chapter of Title 5 of this Code; and

D.

The premises shall not be used for any conduct that violates Section 58-47h-501 of the Utah Massage Therapy Practice Act (2013) or sexual conduct that violates Title 76 of the Utah Criminal Code.

— Rent-all store, provided that there is not outside storage;

— Resource recycling collection point provided it meets the following requirements:

A.

A location on improved property including a main building with paved parking, and landscaping, curb, gutter and sidewalk if required by the county.

B.

All material shall be contained within an enclosed container.

C.

The structures or bins comply with the yard requirements of the zone.

D.

Written approval from the property owner to locate on the site.

E.

Maintenance of the site in a clean, neat and orderly manner.

— Restaurant liquor license;

— Seed and feed store;

— Shared parking;

— Sign-painting shop;

— Single-family dwelling in conjunction with a service station;

— State store;

— Swap meets and flea markets within drive-in theaters or enclosed buildings;

— Tanning studio;

— Temporary buildings for uses incidental to construction work, including living quarters for a guard or night watchman, which buildings must be removed upon completion or abandonment of the construction work;

— Theaters, outdoor, providing:

A.

A solid fence or masonry wall with a minimum height of six feet shall be constructed on all sides.

B.

Driveways and parking areas shall be provided with properly maintained dustless surfaces.

C.

Automobile off-street storage areas for automobiles awaiting entrance to the theater shall have a capacity of at least fifteen percent of the number of automobile parking spaces provided inside the theater.

D.

Minimum area for a single-screen theater shall be ten acres; minimum area for a two-screen theater shall be twelve acres.

— Transfer company, provided trucks no larger than two tons' capacity are used;

- Unoccupied model buildings for display, accessory to a sales office;
- Veterinary, providing operation is completely enclosed within an air-conditioned building.

19.62.130 - Density.

The allowable density for planned unit developments, multiple dwellings and dwelling groups shall be determined by the planning commission on a case by case basis, taking into account the following factors: recommendations of county and non-county agencies; site constraints; compatibility with nearby land uses; and the provisions of the applicable general plan. Notwithstanding the above, the planning commission shall not approve a planned unit development with density higher than the following:

Single-family dwellings	7.0 units per acre
Two-family dwellings	12.0 units per acre
Three-family dwellings	15.0 units per acre
Four-family dwellings	18.0 units per acre
Multi-family dwellings	25.0 units per acre*
Rail transit mixed-use	No maximum density

**SALT LAKE COUNTY
ORDINANCE**

ORDINANCE NO. _____, 2016

AN ORDINANCE, AMENDING TITLE 19, ENTITLED "ZONING" OF THE SALT LAKE COUNTY CODE OF ORDINANCES, 2001, BY RECLASSIFYING CERTAIN PROPERTY LOCATED IN SALT LAKE COUNTY FROM THE M-1 (MANUFACTURING) ZONE TO THE C-2 (COMMERCIAL) ZONE

The Salt Lake County Council of Salt Lake County, State of Utah, ordains as follows:

Section 1: Section, 19.06.020, The Zoning Map of Salt Lake County, Salt Lake County Code of Ordinances 2001, is hereby amended as follows:

The property described in **Application #29853** filed by JAKE WOOD, and located at **27 WEST 3900 SOUTH** within Salt Lake County, is hereby reclassified from the M-1 (Manufacturing) Zone to the C-2 (Commercial) Zone, said property being described as follows:

PARCEL NO: 15-36-477-036

LEGAL DESCRIPTION:

BEG N 569.25 FT & W 212.70 FT & N 05°00'00" E 666.95 FT FR SE COR SEC 36, T1S, R1W, SLB & M; S 89°30'00" W 154.64 FT; N 01°12'52" E 255.59 FT; N 89°46'15" E 167.04 FT; S 04°00'00" W 255.47 FT TO BEG. 0.94 AC M OR L.

Section 2: The map showing such change shall be filed with the Salt Lake County Planning Commission in accordance with Section 19.06.020 of the Salt Lake County Code of Ordinances, 2001.

Section 3: This ordinance shall take effect fifteen (15) days after its passage and upon at least one publication in a newspaper published in and having general circulation in Salt Lake County, and if not so published within fifteen (15) days then it shall take effect immediately upon its first publication.

Application No. 29853

IN WITNESS WHEREOF, the Salt Lake County Council has approved, passed and adopted this ordinance this _____ day of _____, 2016.

SALT LAKE COUNTY COUNCIL

Max Burdick, Chair

ATTESTED:

Sherrie Swensen, County Clerk

Approved as to Form:

R. Christopher Preston
Deputy District Attorney
Date: _____

ORDINANCE HISTORY

Council Member Bradley voting _____
Council Member Bradshaw voting _____
Council Member Burdick voting _____
Council Member DeBry voting _____
Council Member Granato voting _____
Council Member Jensen voting _____
Council Member Newton voting _____
Council Member Snelgrove voting _____
Council Member Wilson voting _____

Vetoed and dated this _____ day of _____, 2016.

Mayor Ben McAdams or Designee

(Complete as Applicable)

Veto override: Yes ___ No ___ Date: _____

Ordinance published in newspaper: Date: _____

Effective date of ordinance: _____