



## CHAPTER 1: INTRODUCTION

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

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

To these ends, Millcreek Together focuses on the creation and preservation of the City's unique neighborhoods, gathering places, connections,

outdoor lifestyle, culture and education, health and sustainability, and thriving economy. As a newly formed City, Millcreek has articulated a strong, inclusive, and forward-looking vision. Millcreek's community aspires to reinforce and build on its strong identity as the Salt Lake Valley's most livable City.

Millcreek Together is meant to serve as a guide to citizens, property owners, developers, and decision-makers regarding choices and decisions

about the future of Millcreek. The Vision serves as the foundation for the rest of the Plan, and will guide the development of policies and implementation strategies.

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



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

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

## WHY PLAN?

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

“At a minimum, the proposed general plan, with the accompanying maps, charts, and descriptive and explanatory matter, shall include the planning

commission’s recommendations for the following plan elements:

(i) a land use element that:

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

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

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

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

Millcreek has created this Plan to describe the essential values and characteristics of the City; to

### WHAT IS A GENERAL PLAN

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

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

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

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

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





## PURPOSES OF THE PLAN

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

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

5. To monitor progress on Plan objectives and adapt, where necessary, to ensure continuing progress toward Millcreek's goals and objectives.

## How To Use The General Plan

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

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

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

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

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

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

5. **Essential Questions.** Subchapters 3.1 – 3.7 each include essential questions. The intent of these questions is to provide an easy and consistent way to maintain a focus on and apply the key aspects of each theme to pertinent City decisions. Depending on the nature of the decision, the questions from one or more of the subchapters should be considered. Not all questions will be applicable to every decision. It should also be noted that these questions are not intended to supersede any required review criteria as set forth in the City Code.
6. **Measurements of Success.** These are quantifiable indicators to measure progress toward achieving Millcreek’s vision and goals. They can facilitate prioritization of future actions, policy, and funding based on measurement and tracking, and indicate when alternative approaches should be considered. Indicators are meant to be reproducible, attainable, and quantifiable.

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



## OVERALL VISION AND VISION THEMES

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

### Unique Neighborhoods

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

### Vibrant Gathering Places

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

### Thriving Economy

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

### Great Connections

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

### Health and Environment

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

### Outdoor Lifestyle

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

### Enhanced Culture

Millcreek embraces the cultural and demographic diversity of its residents and businesses, and supports and promotes a variety of arts, cultures,

and education opportunities as essential parts of an engaged community and life-long learning.

### CITY MISSION

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

### CITY VISION

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

## PROCESS AND ENGAGEMENT

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

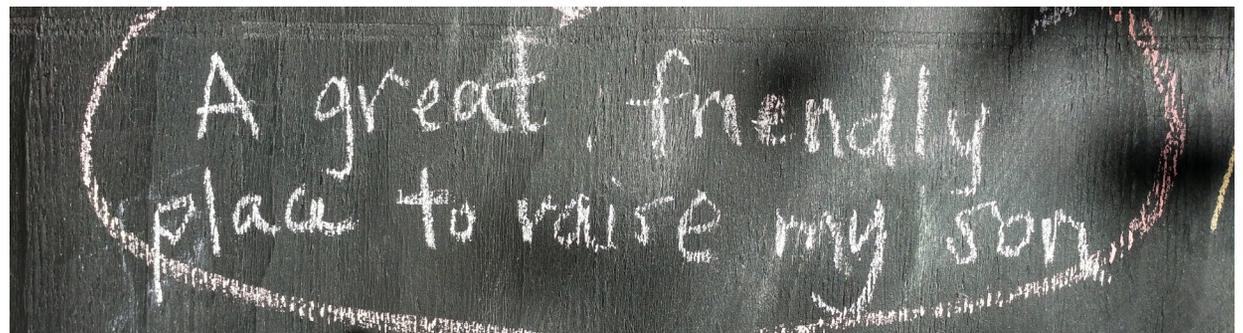
**Phases and Timeline.** The first phase of the process focused on introducing the General Plan process to the community and gathering information about trends and conditions. The process quickly shifted to developing overarching vision themes and goals to provide direction for the Plan. In the third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



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

**Envision Committee.** The Envision Committee is a group of interested citizens formed shortly after City incorporation to think about the future and provide

input to City leaders. For the General Plan process, the Envision Committee provided high-level input and suggestions to the staff throughout the planning process. They were instrumental in supporting the planning process and provided perspectives from a variety of interests in the community. The Envision Committee meetings were open to the public, and anyone interested was welcome to participate in meetings.





## A Community Based Process

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

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

