

Agency Coordination: Early Engagement to Build Consensus

How early engagement and agency coordination drove the Millcreek Sidewalks and Trails Master Plan

May 8, 2025



MILLCREEK
Sidewalks and Trails
Master Plan

Presenters



Mehrnaz Fereydouni, RSP1
Transportation Planner



Robert May
Long-Range Planning Manager



Why We're Here Today



1. Promote agency coordination
2. Discuss why early engagement matters
3. Share examples from Horrocks' and Millcreek's coordination across agencies for the Sidewalks and Trails Master Plan
4. Facilitate an opportunity for learning through a group activity



Agency Coordination

More than Checking Boxes



What is agency coordination?

Agencies: cities, state, counties, utilities, Federal agencies, etc.

Coordination: Sharing information and aligning goals early

Why does early engagement matter?

- Prevent surprises and subsequent delays
- Avoid costly revisions
- Build trust and transparency
- Create better project outcomes



Agency Coordination

What is consensus?



Consensus: Reaching agreement on a desired outcome/decision

Full Consensus

- All entities agree on a desired outcome/decision

Qualified Consensus

- Not all entities agree on the desired outcome/decision, but agree to the process and to move forward

No Consensus

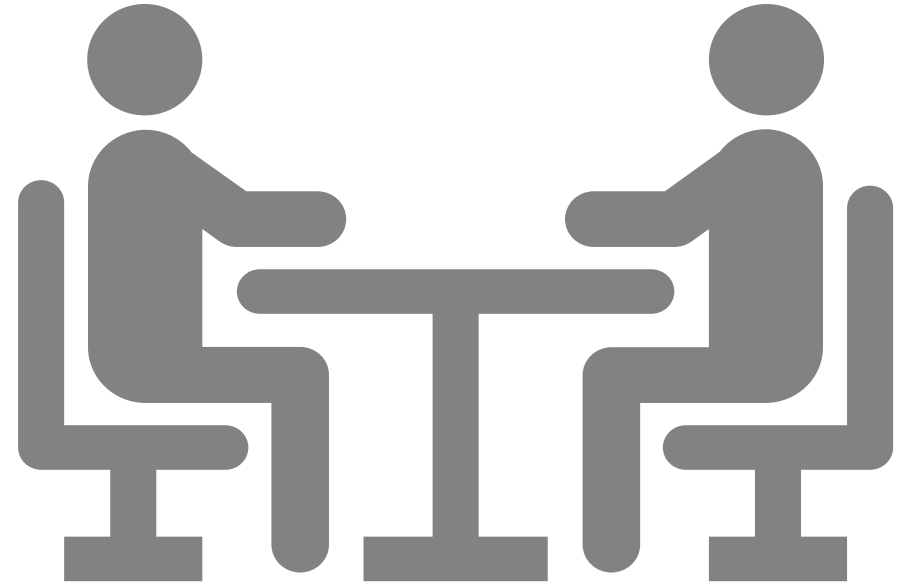
- If full or qualified consensus can't be reached



Agency Coordination

Why build consensus?

- Build partnerships and trust
- Create space for multiple views
- Communicate project tradeoffs through storytelling
- Create a defensible and transparent process



Agency Coordination

Risks of Not Addressing Conflict

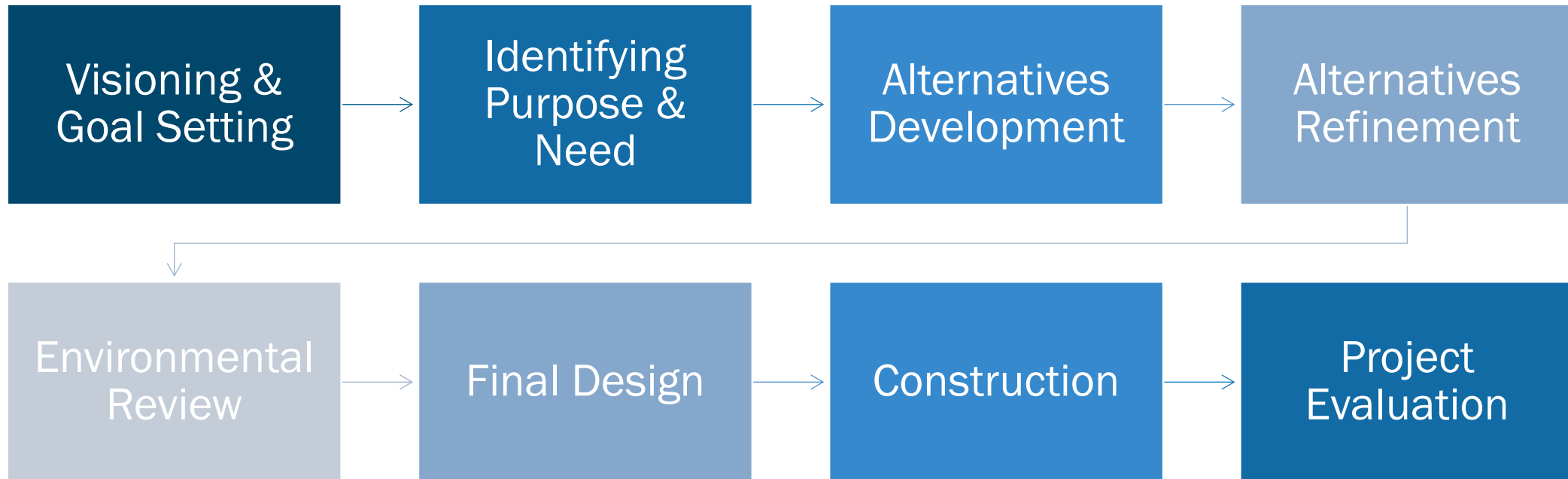


- Increase likelihood of schedule and budget complications down the line
- Restrict opportunities for shared understanding of interests and potential creative solutions
- Hold project hostage
- Lose control of narrative
- Move from proactive to reactive space



Early Engagement

When is the best time to build consensus?



Building consensus is most effective when conflict is recognized and addressed earlier in the process.



Lessons Learned: Agency Coordination in Action



MILLCREEK

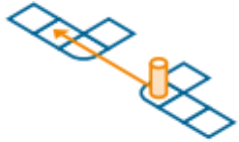
Sidewalks and Trails
Master Plan



Study Goals

Unique Challenges

1



Create a sidewalk network that provides safe, comfortable, and convenient passage to destinations.

2



Identify parcel and right-of-way opportunities for existing canal, creek, and ditch connections within Millcreek and the trail network to the neighboring communities.

3



Define three walkable pedestrian priority zones and provide neighborhoods with places to meet and access quality amenities, services, and public spaces.

4



Develop a network that is useful, implementable, and feasible.



MHTN
ARCHITECTS

alta



Horrocks.



WASATCH FRONT REGIONAL COUNCIL



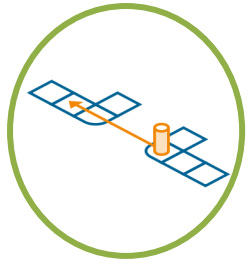
Agencies

Who was involved?



- Millcreek City staff
- Community Council
- Planning Commission
- City Council
- Historic Preservation
- State Senator, District 13
- State Planning Coordinator
- Seven Canyon Trust
- Public Lands Department, Planning & Ecological Service
- Trails Utah
- Jordan River Commission
- Bonneville Shoreline Trail Committee
- Millcreek residences
- Neighboring cities residences
- Granite School District
- UTA
- UDOT Region 2
- Move Utah
- Millcreek Health Committee
- WFRC
- Millcreek City Attorney
- Salt Lake City Public Utility
- Salt Lake County Flood Control
- Big Ditch Irrigation Company
- Upper Canal
- Salt Lake County Bicycle Advisory Committee
- Hispanic Community Connection





Goal 1 | Challenge

Improve Sidewalk Network

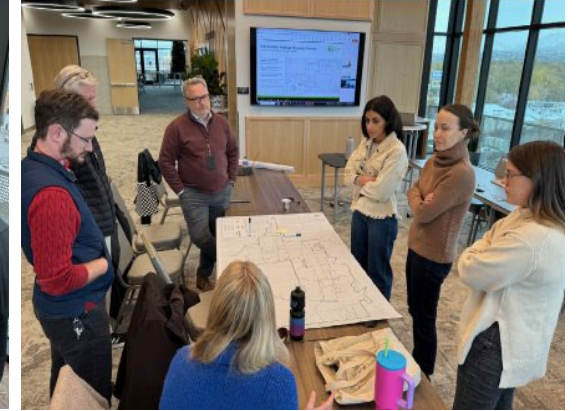


Challenges:

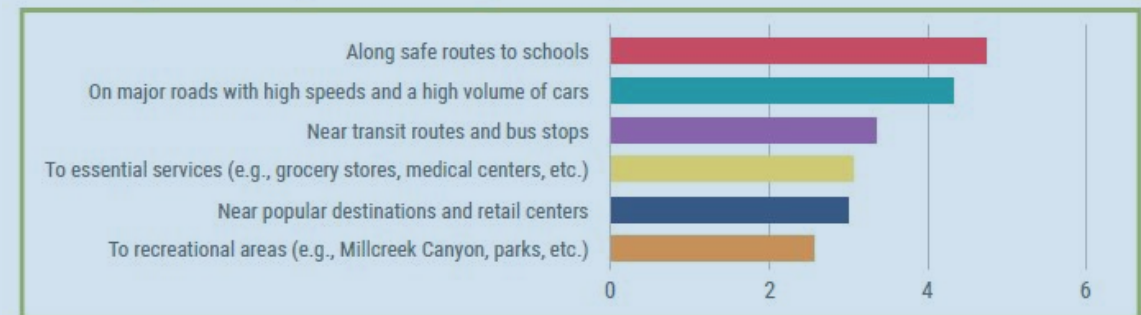
- Millcreek is mostly built-out
- Some communities do not support sidewalks

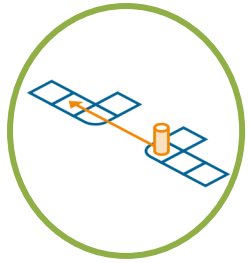
Engagement Strategies:

- Coordination with City staff
- Public survey
- Technical Advisory Committee (TAC) meetings



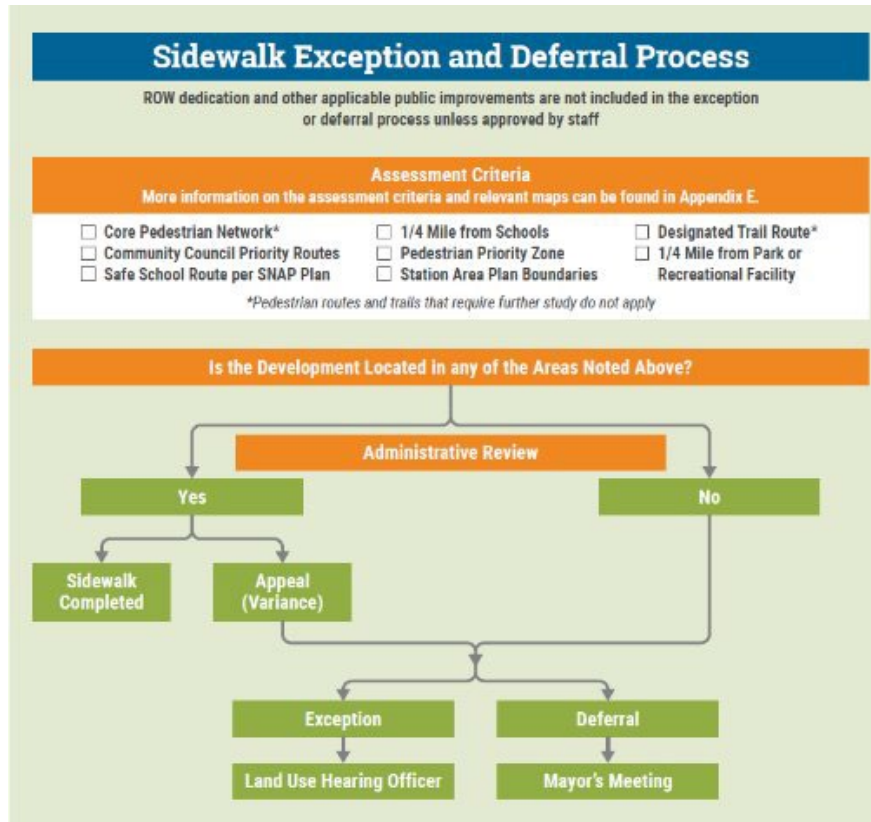
Q7: Where would you like to see sidewalk improvements prioritized? Please rank these in order of importance to you, with 1 being most important:





Goal 1 | Solutions

Improve Sidewalk Network



How engagement helped shape solutions:

- Coordination with City staff
 - Explored opportunities to expand the sidewalk network through redevelopment
 - Refined the sidewalk exception and deferral process
- Public Survey
 - Identified where sidewalks are most desired
 - Drafted core pedestrian network
- Technical Advisory Committee (TAC) meetings
 - Discussed solutions to improve safety access in areas where sidewalks are not currently supported
 - Provided shared street toolkits



Goal 2 | Challenge

Trails Along Waterways

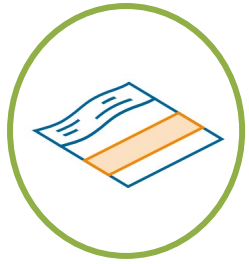
Challenges:

- Multiple agencies involved (public and private)
- Potential impact to private properties

Engagement Strategies:

- In-depth interviews with agencies
- Public survey
- Several pop-up events, including two with the Horrocks ice cream truck





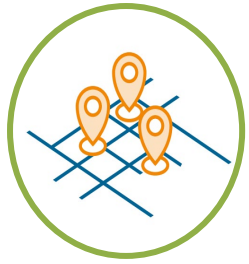
Goal 2 | Solutions

Trails Along Waterways

How engagement helped shape solutions:

- In-depth interview with agencies
 - Explored challenges and benefits from their perspectives
 - Helped determine the feasibility and trade-offs
- Public Survey
 - Gathered community reflections on the waterway vision
 - Mostly supportive
- Pop-up events and Horrocks ice cream truck
 - Built consensus in a fun and approachable way
 - Led to increased support for future improvements





Goal 3 | Challenge

Pedestrian Priority Zones

Challenges:

- Several centers
- Neighboring cities
- Multiple agencies involved

Engagement Strategies:

- Public survey
- TAC meetings



Legend

Designated Centers


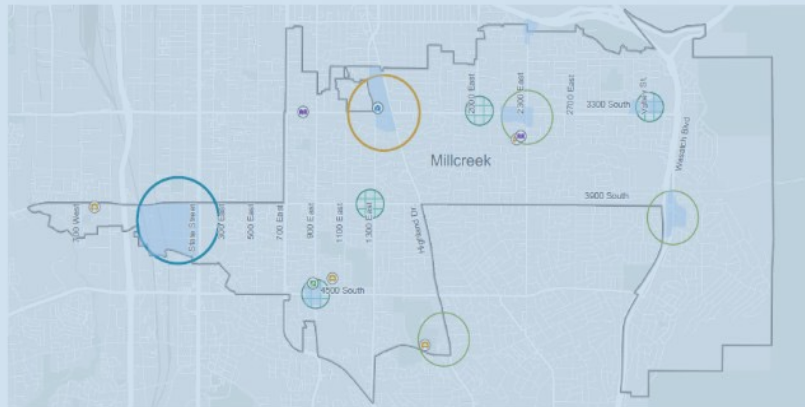
- City Center
- Meadowbrook
- Village Center
- Future Center
- Pedestrian District

Essential Services

- Library
- Recreation Center
- City Hall
- Food Bank

Millcreek Boundary

0 0.25 0.5 1 Mile




We want to hear from you!

Millcreek is conducting a comprehensive planning assessment of their sidewalks and trails network system. The planning team needs your input on current conditions as well as future opportunities and ideas for Millcreek's active transportation network.

Visit our website to learn about our planning efforts and to provide your input.

Contact Us

(385) 360-1900 info@millcreeksidewalksandtrails.org



¡Queremos saber su opinión!

Millcreek está llevando a cabo una evaluación integral de la planificación de su sistema de red de banquetas y senderos. El equipo de planificación necesita su opinión sobre las condiciones actuales, así como oportunidades e ideas futuras para Millcreek red de transporte activo.

Visita nuestro sitio web para conocer nuestros esfuerzos de planificación y para proporcionar su opinión.

Contáctanos

(385) 360-1900 info@millcreeksidewalksandtrails.org





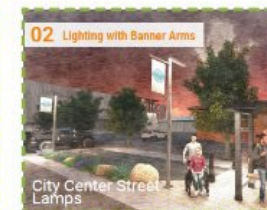
Goal 3 | Solutions

Pedestrian Priority Zones



How engagement helped shape solutions:

- Public survey
 - Gathered community input on priority zones
 - Narrowed down the focus areas for improvements
- TAC meetings
 - Collaborated with UTA and neighboring cities to explore feasible ideas
 - Led to stronger regional support for future improvements





Goal 4 | Challenge

Develop a Feasible & Implementable Network



Challenges:

- Multiple agencies involved
- Funding
- Near-term needs and constraints

Engagement Strategies:

- In-depth interviews with UDOT
- TAC meetings
- Workshop with City staff



Public survey with
455
responses



3 TAC
meetings



5 In-depth
interviews



3 Tabling
Events

Distributed
390
flyers



2 Ice cream
truck events

Distributed
210
flyers



Study-specific website with
1000+
visitors

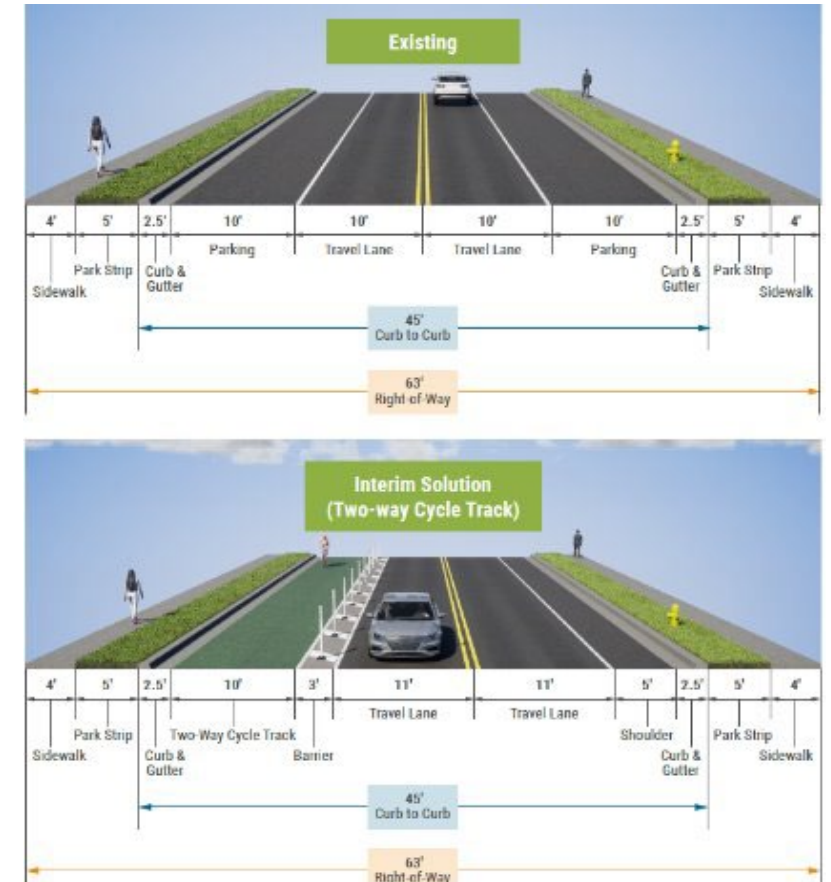


Goal 4 | Solutions

Develop a Feasible & Implementable Network

How engagement helped shape solutions:

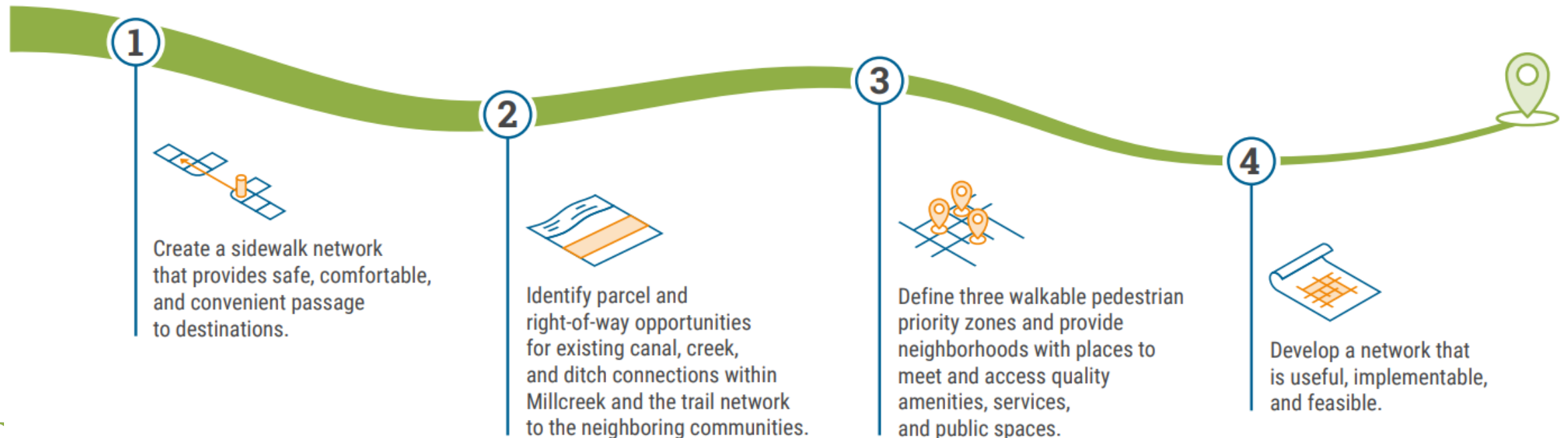
- In-depth interview with UDOT
 - Evaluated recommendations with UDOT goals for corridors
 - Helped to refine improvement list to focus on feasible and implementable solutions
- TAC meetings
 - Identified potential funding opportunities
 - Provided a list of funding sources
- Workshop with City staff
 - Discussed near-term needs and constraints
 - Provided interim solutions while planning for long-term



Conclusions

Lessons Learned

- Some goals were straightforward, while others were more complex.
- Full consensus may be difficult to achieve: Aim for a qualified consensus.
- Tailor the engagement approach based on the topic and the agency involved.



Group Activity: Agency Perspectives

City Group

- planners
- engineers
- elected officials

NIMBY Group

- residents
- community councils

Adjacent Entities

- neighbor cities
- utilities
- school districts

Regional Agencies

- state and regional agencies
- BLM



Group Activity

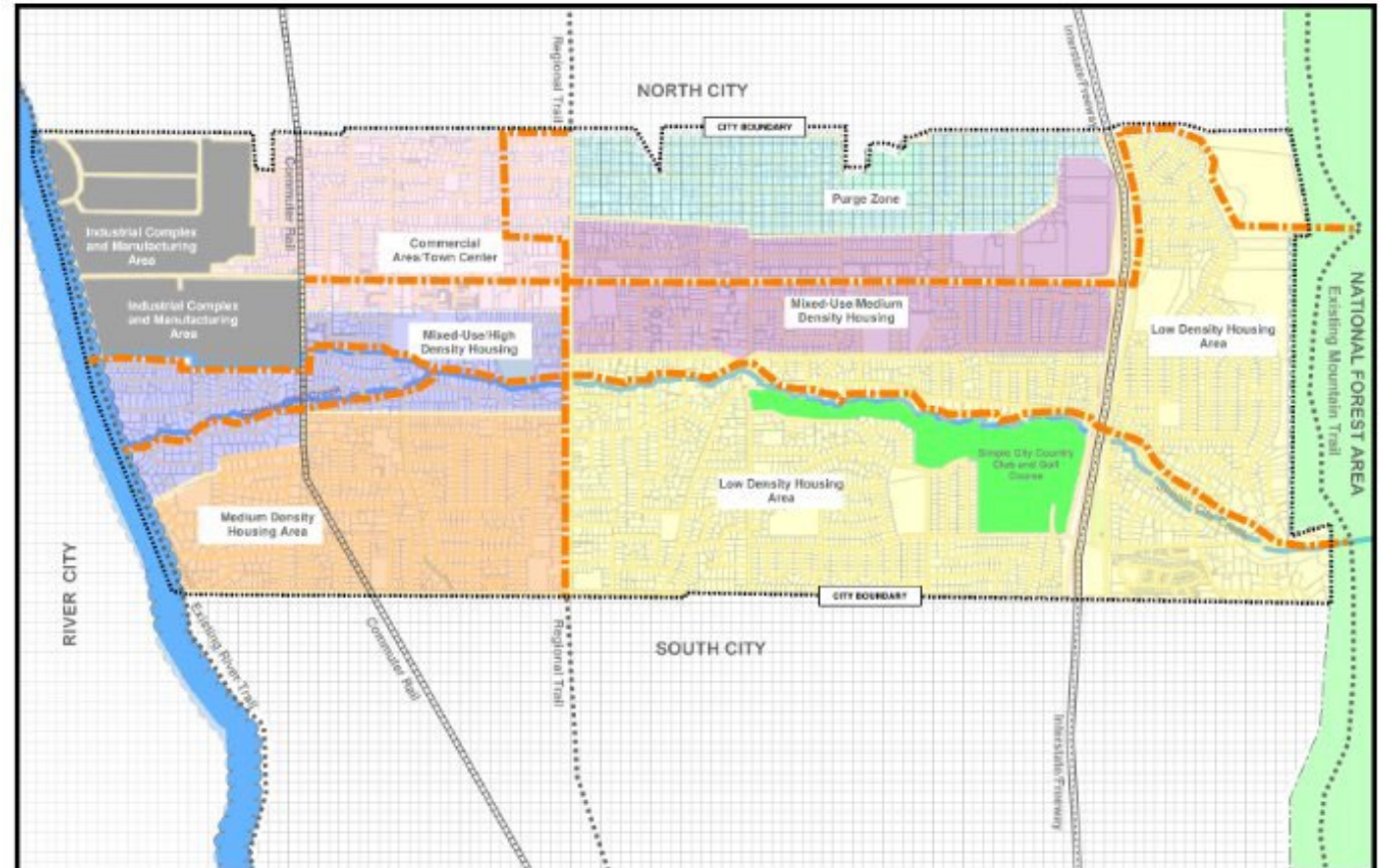
Agency Perspectives

You have 10 minutes to discuss in your group the following questions. Pick someone to be the reporter.

- What challenges do you see with the proposed trails?
- What are the benefits?
- What coordination efforts would YOU need?
- What is the best name for this city?

PROPOSED TRAILS

Example Trails Plan Map



Group Activity

Agency Perspectives



Group Discussion:

Who is most impacted?

Can the plan be implemented?

How might it need to evolve?

City Group

- planners
- engineers
- elected officials

NIMBY Group

- residents
- community councils

Adjacent Entities

- neighbor cities
- utilities
- school districts

Regional Agencies

- state and regional agencies
- BLM



Wrap Up

Key Takeaways

Early engagement builds consensus.

There are always trade-offs.

Agency coordination is critical.

- Lean into conflict early
- There is no one right-size solution
- Develop tactics focusing on:
 - Clearly understanding and identifying partner interests
 - Developing and following a transparent process to build trust
 - Using creative tools to communicate complex topics and challenging tradeoffs



Agency Coordination: Questions?

*Millcreek Sidewalks
and Trails Master
Plan | Final Draft
(Awaiting Adoption)*



Mehrnaz.Fereydouni@horrocks.com
rmay@millcreekut.gov



MILLCREEK
Sidewalks and Trails
Master Plan