

PLANNING COMMISSION

City of Holladay

September 30th 2025

City Council Chambers – 4580 S. 2300 E. Holladay



City of Holladay

This public meeting will be held in-person and also transmitted via live video stream on the [City of Holladay webpage](#).

Participation in a *public hearing* portion of this meeting can be accomplished in either of the following ways:

- During the meeting: address the Commission when the item is called by the Commission Chair
- Email: comments must be received by 5:00 pm on **09/29/2025** to the Community and Economic Development Department; jteerlink@holladayut.gov. Emailed comments will be read by the Commission Chair.

MEETING AGENDA

5:30 PM CONVENE REGULAR MEETING – Public Welcome & Chair Opening Statement

PUBLIC HEARING

1. City of Holladay General Plan Update

Presentation by city staff and third-party consultants, Logan Simpson of a 2025 update to the existing Holladay General Plan. “Holladay Horizons” a 2025 comprehensive General Plan update will be reviewed over multiple meetings, culminating with a recommendation by the commission to the city council for final consideration. Review and consideration shall be in accordance with *Utah Code Ann. §10-9a-Part4*

File #00-6-04-2

ADJOURN

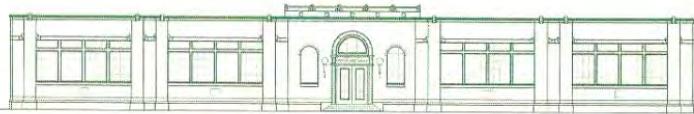
CERTIFICATE OF POSTING

I, Stephanie N. Carlson, the City Recorder of the City of Holladay, certify that the above agenda notice was posted on the City of Holladay bulletin board, the City website www.holladayut.gov, the Utah Public Notice website www.utah.gov/pmn, and was emailed to the Salt Lake Tribune and Desert News and others who have indicated interest.

DATE POSTED: [DAY, MONTH DATE, 2025 @ TIME AM/PM]

Stephanie N. Carlson MMC, City Recorder
City of Holladay

Reasonable accommodations for individuals with disabilities or those in need of language interpretation service can be provided upon request. For assistance, please call the City Recorder's office at 272-9450 at least three days in advance. TTY/TDD number is (801)270-2425 or call Relay Utah at #7-1-1



City of Holladay
Community and Economic Development
Planning and Zoning

PLANNING COMMISSION STAFF REPORT
September 30th 2025

ITEM # 1

Request: General Plan Update

Project: "Holladay Horizons" City of Holladay General Plan, 2025

Applicant: City of Holladay

File No.: 00-06-04-02

Notice: posted, published 09/18/2025

Staff: Jonathan Teerlink

GOVERNING ORDINANCES:

[§13.07.020 GENERAL PLAN AMENDMENT – PROCEDURE & REQUIREMENTS](#)

[§10-9a-pt4 GENERAL PLAN REQ., STATE OF UTAH, MUNICIPLE LAND USE, DEVELOPMENT & MGMT ACT](#)

REQUIRED PLANNING COMMISSION ACTION: *Legislative*

Public hearing to be held. *Updates to the General Plan is a legislative action, 1st action is requiring the Planning Commission to hold a public hearing, review the draft proposal and forward a recommendation, with findings, to the City Council for final decision/action.*

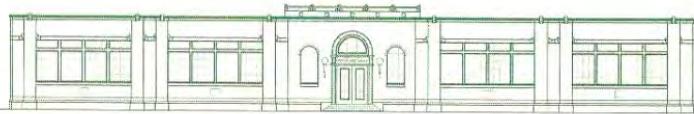
SUMMARY

Maintaining compliance with a State of Utah statute, this update of the City of Holladay General Plan begun in 2024 with the selection of the [Logan Simpson](#) as consultants to staff and citizens on the City's Steering Committee. Throughout the preceding months, the consultants have gathered background data, solicited public input through their website, several public meetings and meetings with the advisory committee and have compiled a draft document for the Planning Commission to review and forward a recommendation to the City Council.

As "blueprint" for the future, the General Plan is a *guiding* document, primarily used when the Commission and Council are making land use decisions like rezones and text changes to the current zoning ordinance that will shape the growth of the city. The Goals, Policies, and Implementation Strategies are not binding, but rather provide clear and concise goals for the land use authority as well as the community at large to reflect on while contemplating future land use decisions.

REQUEST

A municipality must maintain a General Plan with an update every 5- 10 years. The proposed efforts of staff and city chosen consultants constitute an update to the now 10-year old General Plan. The Planning Commission is tasked with the responsibility of finalizing an update to the current General Plan for the City's future growth and land use development. The Commission needs to recommend to the City Council a draft that can be adopted by the end of this year. The staff is hopeful that a recommended General Plan can be forwarded to the Council by mid-October.



City of Holladay

Community and Economic Development
Planning and Zoning

BACKGROUND

This proposed update, “Holladay Horizons” is now the third overall General Plan version since Holladay Incorporation 25 years ago. The current draft document is divided into eight chapters with a user introduction at the beginning. The draft address state required elements as the following chapters:

1. *Introduction and How to Use the Plan*
2. *Future Land Use*
3. *A City with Distinct Character*
4. *A City of Quality Neighborhoods*
5. *Walkable and Connected Community*
6. *A Strong Local Economy*
7. *Remarkable Recreation and Natural Spaces*
8. *Responsible Renewal and Infill*

At the end of each chapter is a list of key considerations as well as the Goals, Policies and Implementation Strategies as currently proposed. These Goals, Policies and Implementation Strategies are intended to become the main text of the new General Plan and should clearly and concisely articulate the City's plans for future development. The General Plan encourages appropriate development standards for all uses and zoning categories within Holladay.

Three appendices are included which summarize all current appendices in the General Plan. These new appendices cover the plan's engagement summary (Appendix A), re-adopting all existing small area master plans (Appendix B), and the city's adopted Moderate-Income Housing Plan (Appendix C).

The update is accompanied by a digital, online resource which enhances accessibility of the plan formatted for ease of use for citizens, land use authorities, developers, and staff.

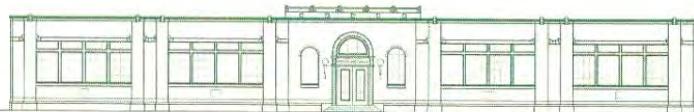
RECOMMENDATION

Staff recommends that the Planning Commission:

1. Provide the city consultants adequate time to review the draft and provide additional background
2. Invite and consider public input at this meeting, leaving the public hearing open to allow on-going public comment. The Commission may wish to schedule an extra meeting to consider the Plan.
3. Taking the necessary time to read and understand the draft, especially the online resource
4. Looking for ideas, goals, policies, and strategies that should be in the final General Plan but may not be included currently, or that are under undervalued or in need of emphasis.

SUGGESTED MOTIONS

“I Move to continue the City of Holladay General Plan Update, “Holladay Horizons” to October 2nd to allow for commissioners to review the draft and continue the public hearing.”



City of Holladay
COMMUNITY AND ECONOMIC DEVELOPMENT

**NOTICE TO AFFECTED ENTITIES OF PUBLIC MEETING & HEARING
TO DISCUSS INTENT TO AMEND
THE CITY OF HOLLADAY GENERAL PLAN**

PUBLIC NOTICE that the City of Holladay, pursuant to Utah Code, is preparing an update to its General Plan (2015) This notice is given pursuant to *Utah Code Ann. 10-9a-203 and §10-9a-404*

The Planning Commission will hold a PUBLIC HEARING on the proposal for a comprehensive general plan update on **Tuesday, September 30th** as close to **5:30 PM** as possible. The update will address all statutory required elements of Holladay's general plan, as well as

Affected entities are hereby requested to provide any information for the municipality to consider in the process of preparing, adopting, and implementing Holladay's general plan concerning:

- (i) impacts that the use of land proposed in the proposed general plan or amendment may have; and
- (ii) uses of land within the municipality that the affected entity is considering that may conflict with the proposed general plan or amendment; and

ALL MEETINGS REGARDING THIS MATTER WILL BE HELD IN THE CITY COUNCIL CHAMBER AT CITY HALL, 4580 S. 2300 E., HOLLADAY UT.

This meeting will be broadcast live on the City of Holladay's website. To listen to this meeting please find and click on the "MEETINGS LIVE" button found at www.holladayUT.gov.

For more information concerning the proposed Amendment to the Holladay City General Plan you may contact:

Jonathan Teerlink,
Director, Community and Economic Development
email: jteerlink@holladayUT.gov

Proposed amendment can also be found at www.holladayUT.gov

PUBLISHED BY ORDER OF THE HOLLADAY PLANNING COMMISSION
Jonathan Teerlink, Holladay City Community and Economic Development Director



NOTICE OF GENERAL PLAN PUBLIC HEARING HOLLADAY PLANNING COMMISSION

PUBLIC NOTICE is hereby given that the City of Holladay, pursuant to Utah Code, is preparing an update to its General Plan (2015). This notice is given pursuant to *Utah Code Ann. 10-9a-203 and §10-9a-404*

The Planning Commission will hold a public hearing on the proposal for a comprehensive general plan update on **Tuesday, September 30th**, as close to **5:30 PM** as possible in the City Council Chambers- 4580 S 2300 E, Holladay UT. The update will address all statutory required elements of Holladay's general plan.

The proposal is available for public inspection on the City's website www.holladayut.gov and at the Community Development Dept. during normal business hours.

The public can remotely watch the [Live Stream](#) of the meeting. To provide a public comment or to comment on any public hearing, you have the following options:

1. In-person attendance at Holladay City Hall or
2. Email your comments by 5:00 PM on the date of the meeting to jteerlilnk@holladayut.gov or call 801-527-3890.

CERTIFICATE OF POSTING

I, Stephanie N. Carlson, the City Recorder of the City of Holladay, certify that the above agenda notice was posted at City Hall, the City website www.holladayut.gov the Utah Public Notice website www.utah.gov/pmn, and was emailed to the Salt Lake Tribune and Desert News and others who have indicated interest.

DATE POSTED: Thursday, September 18, 2025

*Stephanie N. Carlson MMC,
City Recorder City of Holladay*



Holladay

Horizons

A 10-Year Vision



Holladay Planning Commission Update

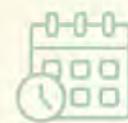
09.30.25

- 1. Project Overview**
- 2. Public Engagement Overview**
 - 1. Foundation Highlights**
 - 2. Visioning and Opportunity Highlights**
 - 3. Plan Review Highlights**
- 3. Chapter Summaries**
- 4. What's Next**

PROJECT OVERVIEW



PROJECT OVERVIEW



Pop-Up Events
(Oct. - Nov.)
- Holla-Ween
- Holladay Library
- The Store



Community Workshops
(Feb. 24 & Mar. 1)
- Holladay City Hall



Plan Review Workshops
(AUGUST 2025)

Foundation

October 2024 - January 2025



Vision Quick Poll

Vision and Opportunities

January - April 2025



Questionnaire #1

The Plan

April - October 2025



Questionnaire #2



Questionnaire #3

Public Engagement Overview



Key Changes



- **State Compliance**
 - Water Element*
 - Transportation
 - Housing
- Readability
- Future Land Use consolidation
- Updates to data and key considerations
- Goals and Policies formatting/consistency and some changes

Foundation Highlights



Outreach

- 3 Pop Up events with 250+ participants
- 1 questionnaire with 244 respondents
- One on one interviews



Foundation Highlights



- Key Themes Emerged
 - Neighborhood Character & Preservation
 - Walkability & Infrastructure
 - Parks, Recreation, & Open Space
 - Responsible Development
 - Local Economy

Overall, residents want Holladay to remain a charming, connected, and integrated with nature while addressing concerns about overdevelopment, affordability, and infrastructure.

Visioning and Opportunities Highlights



Outreach

- 4 Steering Committee Meetings
- 2 Vision and Values events with 50+ participants over two days
- 1 questionnaire with 151 respondents



Visioning and Opportunities Highlights



- Key Themes Emerged:**
 - Preservation of Holladay's Character
 - Environmental Stewardship
 - Walkability and Connectivity
 - Community Spaces and Cultural Identity
 - Housing Affordability and Flexibility
 - Economic Development
 - Responsible Growth and Infill
 - Transparency and Governance

Holladay residents envision a future that preserves the city's distinct character and natural beauty while embracing thoughtful, small-scale growth, improved walkability, and inclusive community spaces—guided by transparent governance and a commitment to sustainability.

Plan Review Highlights



- Outreach
 - 65+ comments



GENERAL PLAN TABLE OF CONTENTS

Holladay Horizons
A 10-Year Vision

1 Introduction
How to Use the Plan, Process and Engagement, Vision

2 Future Land Use
Placetypes, Land Uses, Opportunity Categories

3 A City with Distinct Character
Urban Design, Historic Resources, Neighborhood Preservation

4 A City of Quality Neighborhoods
Neighborhood Characteristics, Housing Trends, Housing Needs

5 A Walkable & Connected Community
Transit and Regional Connections, Active Transportation Major Corridors

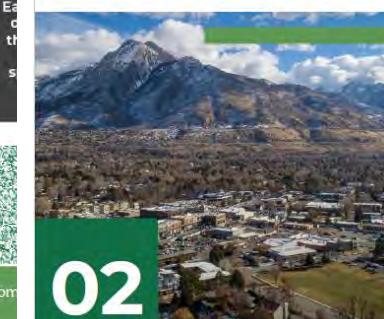
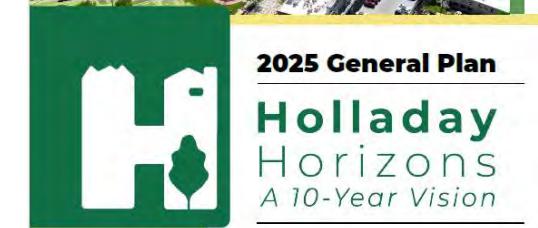
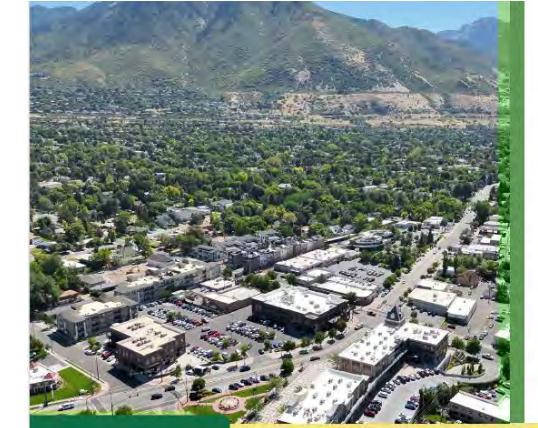
6 A Strong Local Economy
General Fund, Sales Tax Base, Economic Districts, Employment, Industries, Businesses

7 Remarkable Recreation & Natural Spaces
Natural Resources, Natural Hazards, Parks and LOS, Open Space

8 Responsible Renewal & Infill
Service Providers, Water Considerations, Growth Constraints

Go to <https://tinyurl.com>

02 FUTURE LAND USE
DISTRIBUTION AND LOCATION OF LAND USES



FUTURE LAND USE DISTRIBUTION AND LOCATION OF LAND USES

22 | Holladay General Plan

Introduction
The Future Land Use element of the Plan identifies the general distribution and location of land designated for housing, business, recreation, public and open space in alignment with the long-term needs of the community. In addition to meeting state requirements this Future Land Use element includes strategies, two key maps and corresponding land use framework.

1. **The Future Land Use Place Types:** Place types give general information on the types of land uses and development that are consistent with the City's existing land use regulations. This framework uses eight place types to show where those unique uses, densities, and characteristics are envisioned throughout the City. The Future Land Use Place Types are used to inform land use decision making. Figure 1 demonstrates key differences between the Future Land Use in the visionary plan and the Land Use and Development Regulations.

2. **Opportunity Categories:** There are three distinct Opportunity Categories for areas of the city where growth is anticipated. The areas where investment in density or changes in the uses will not significantly and negatively impact traffic or provision of other city services, key nodes where renewal and infill are best suited and areas where growth is anticipated but where there are significant constraints to redevelopment and infill. These areas are identified in the Constraints Map found in the Responsible Renewal and Infill Chapter.



Holladay General Plan | 23

Visioning and Opportunities Highlights



Holladay has preserved its character as a beautiful and unique community that is safe, family-friendly, and a highly desirable place to live, work, and play. As Holladay changes and evolves, the City considers the needs of future generations while maintaining what is valued today.

- A City with Distinct Character
- A City of Quality Neighborhoods
- Walkable and Connected Community
- A Strong Local Economy
- Remarkable Recreation and Natural Spaces
- Responsible Renewal and Infill

CHAPTER SUMMARIES



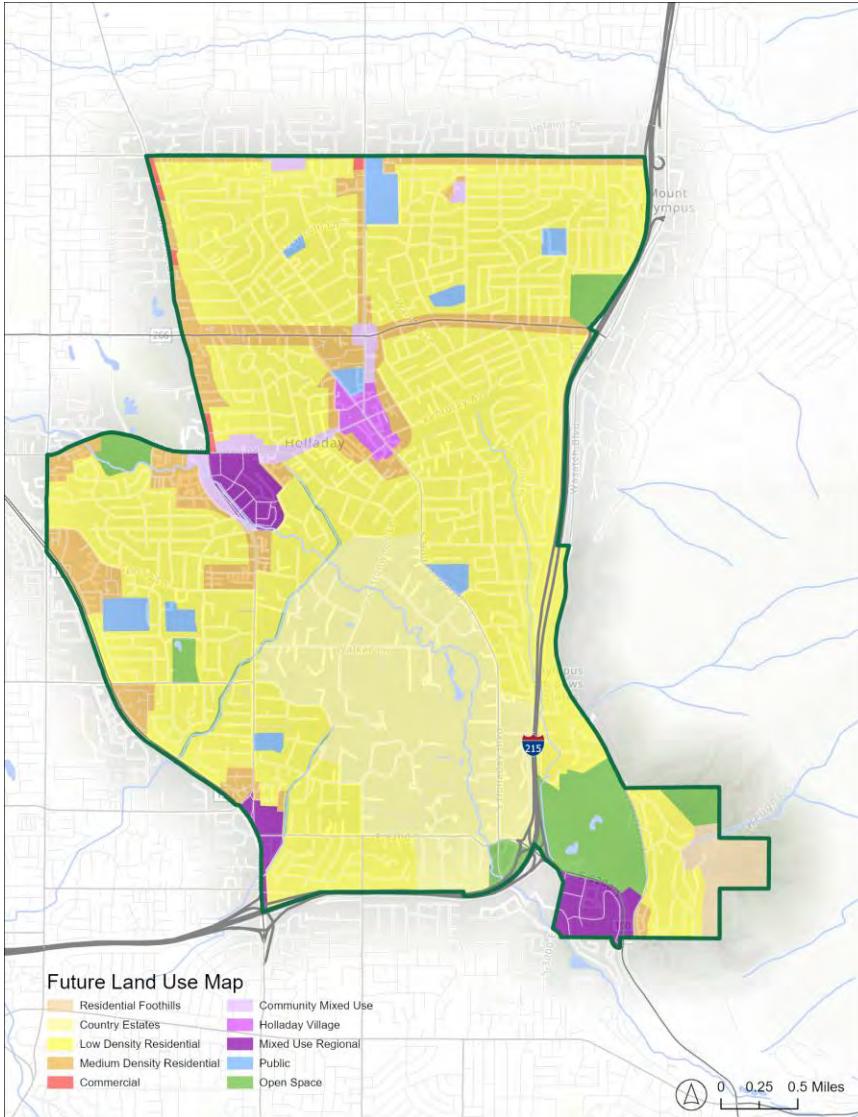


INTRODUCTION

IMPORTANCE AND USE OF THE GENERAL PLAN

- Required elements:
 - Land Use, Water Use and Preservation, Transportation, Plan for Moderate Income Housing
 - Additional and Crosscutting Elements
 - How to Use the Plan
 - Plan Process and Engagement
 - Holladay Horizons Vision Statement

Chapter 2. Future Land Use



- Future Land Use Map and Place Types
 - Suggested Density
 - Zoning Alignment
 - Land Use Mix (primary and secondary uses)
 - Land Use Category Description
- Opportunity Categories and Map
 - Evolve
 - Sustain
 - Protect

Chapter 3. A City with Distinct Character



DISTINCT CHARACTER AND SMALL-TOWN FEEL
Holladay protects and enhances public green space, maintains its flourishing tree canopy, and supports inviting shared spaces in all neighborhoods.



- Vision Principle
- Key Considerations
 - Land Uses
 - Urban Design Characteristics
 - Historic Resources
- Neighborhood Preservation
- Goals and Policies

Chapter 4. A City of Quality Neighborhoods



QUALITY NEIGHBORHOODS
Holladay's neighborhoods support residents by ensuring access to their daily necessities. The City supports diverse housing that meets the needs of individuals and families at every stage of life.

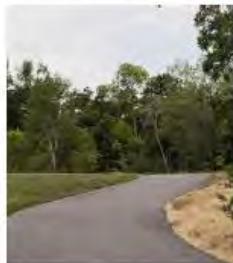


- **Vision Principle**
- **Key Considerations**
 - **Neighborhood Characteristics**
 - **Housing Trends**
 - **Housing Needs**
- **Goals and Policies**

Chapter 5. Walkable and Connected Community

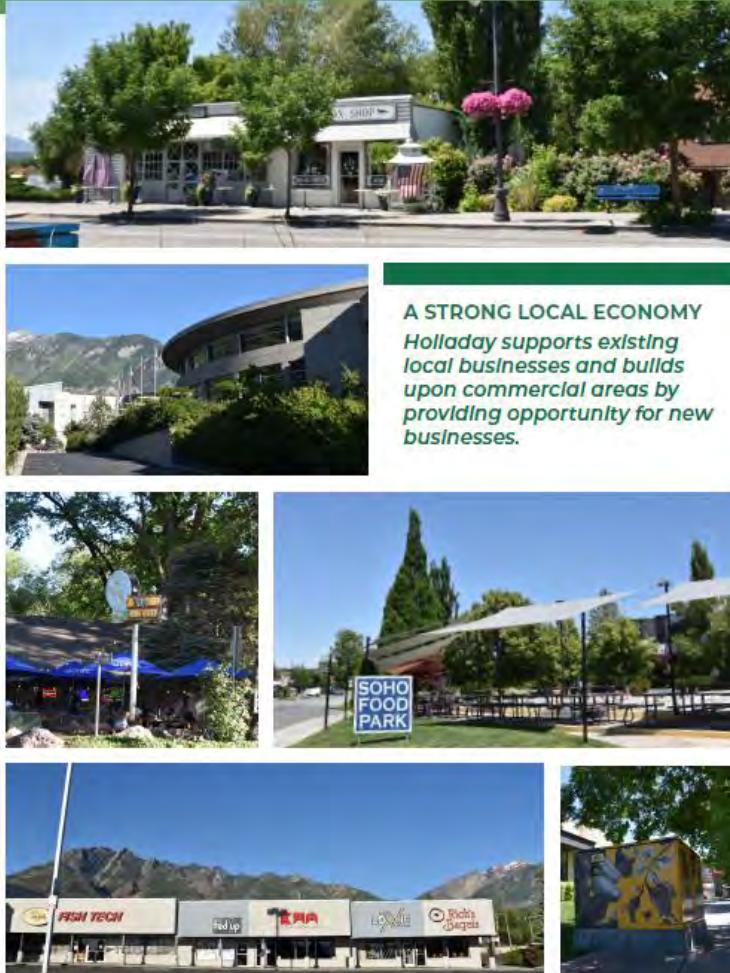


WALKABLE AND CONNECTED COMMUNITY
Holladay prioritizes bicycle, pedestrian, and transit connections while ensuring roadway networks continue to unite regional destinations with gathering spaces, businesses, neighborhoods, and recreation.



- Vision Principle
- Key Considerations
 - Public Transit and Regional Connections
 - Active Transportation
 - Holladay's Pedestrian Network
 - Holladay's Active Transportation Network
 - Major Corridors
- Goals and Policies

Chapter 6. A Strong Local Economy



- Vision Principle
- Key Considerations
 - General Fund Revenue
 - Sales Tax Base
 - Economic Districts
 - Employment and Workforce
 - Competitiveness and Target Industries
 - Business Retention and Attraction
 - Goals and Policies

Chapter 7. Remarkable Recreation and Natural Spaces



REMARKABLE RECREATION AND NATURAL SPACES
Holladay nurtures its public amenities and natural spaces, ensuring that its breathtaking views, access, and quality recreation spaces are maintained now and for future generations.



- Vision Principle
- Key Considerations
 - Natural Resources
 - Natural Hazards
 - Parks and Level of Service
 - Open Space
- Goals and Policies

Chapter 8. Responsible Renewal and Infill



RESPONSIBLE RENEWAL AND INFILL
Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.



- **Vision Principle**
- **Key Considerations**
 - **Service Providers**
 - **Water Considerations**
 - **Constraints to Growth**
- **Goals and Policies**



Appendix.



RESPONSIBLE RENEWAL AND INFILL
Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.



The Appendix will include...

- Public Engagement Summaries
- Area Plans

Questions & Open Discussion

Key Changes



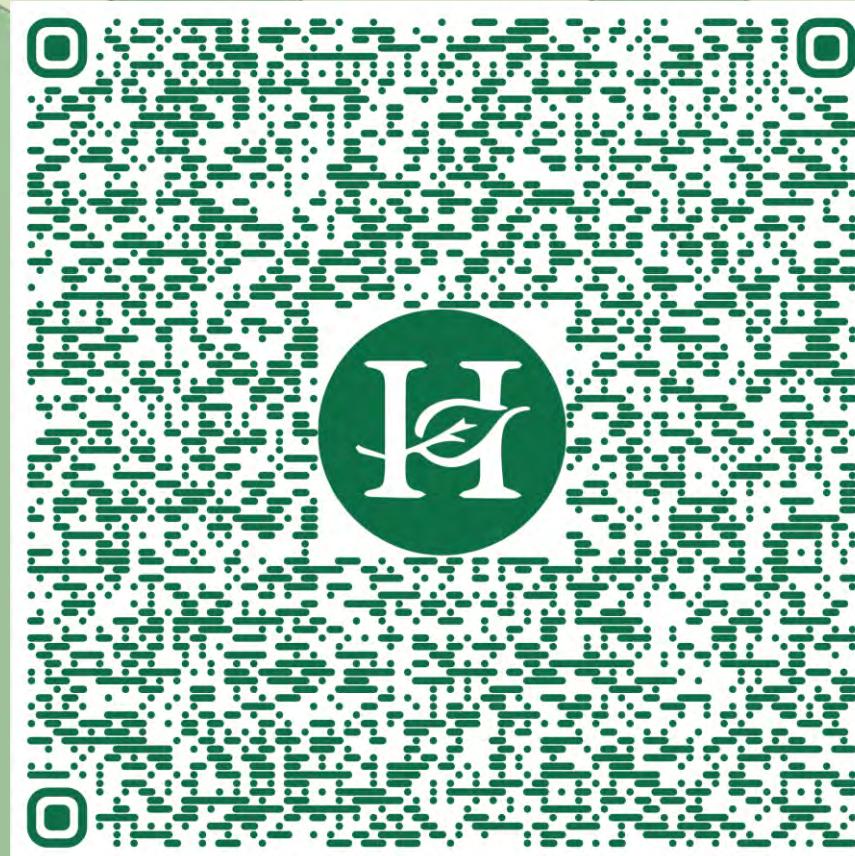
- **Density increases**
 - Affordability
 - Stage of life
 - Opportunity areas
 - Higher intensity master planned areas
- **Sustainability (tree canopy)**
 - Support in the update * continuation of the City's support
- **Parking and Active Transportation**

NEXT STEPS



Plan Adoption Fall 2025





THANK YOU!



2025 General Plan

Holladay
Horizons
A 10-Year Vision



Acknowledgments

MAYOR

Robert M. Dahle

CITY COUNCIL

Ty Brewer – District 1
Matt Durham – District 2
Paul Fotheringham – District 3
Drew Quinn – District 4
Emily Gray – District 5

PLANNING COMMISSION

Dennis Roach, Chair
Brian Berndt
Paul Cunningham
Jill Fonte
Angela Gong
Karianne Prince
Ginger Vilchinsky

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Paul Fotheringham
Brett Graham
Emily Gry
Angela Gong
Pat Hanson
Raelynn Potts
Buck Swaney
Ryan Wallace

CITY STAFF

Jonathan Teerlink, *Community & Economic Development Director*
Gina Chamness, *City Manager*
Holly Smith, *Assistant City Manager*
Ann Frances Garcia, *Economic and Housing Manager*
Carrie Marsh, *Senior Planner*
Stephanie Carlson, *City Recorder*
Lina Costa, *Communications & Engagement Manager*

WASATCH FRONT REGIONAL COUNCIL

Meg Padjen

CONSULTANTS

Logan Simpson
Kimley-Horn
Zion Public Finance

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Appendix A: Engagement Summary

Appendix B: Small Area Plans

Appendix C: Moderate-Income Housing Plan

01

INTRODUCTION

IMPORTANCE AND USE OF THE GENERAL PLAN



The Plan

Holladay Horizons serves as a planning guide to assist in the decision-making processes while recognizing residential and economic development pressures. The adoption of a general plan is mandated by Utah State Code ([10-9a-401](#)) and must present the current and future need of Holladay's residents. Holladay has changed and evolving needs and challenges necessitated an update to the City's previous General Plan (2016). The goals and policies in the previous general plan were analyzed in the context of the conditions of 2025 along-side community feedback throughout the Holladay Horizons drafting process. Changes were made to goals and policies only where they were identified by key data or by the community. The Holladay Horizons General Plan, as an extension of the previous general plan, is intended to guide future development and growth over the next 10 to 15 years

Most importantly the update is intended to enhance accessibility and usability for staff, decision-makers, and the community, ensuring access to information that is easy to understand and that supports a unified and clearly articulated vision.

The elements of this general plan and the associated policies and implementation actions are tools to help evaluate land use, transportation and traffic, quality of life and livability, infrastructure needs, and other components of the City's future growth patterns.

WHY WE PLAN

General plans are required by state and federal laws, however, there are many reasons why cities adopt general plans. The general plan is the guide for growth and development that articulates what the city currently is and how community members hope it will be in the future. The plan's vision is where this ideal future is described, and the goals, policies, and the future land use map are the tools that city staff and decision makers use to make that future a reality. In the face of significant changes in the state and the region, these reasons are even more pressing.

As required by Utah state law, the Holladay Horizon's General Plan (the Plan) provides recommendations for the following required elements:

LAND USE ELEMENT

1. Designates the long-term goals and the general distribution of land use categories.
2. Includes standards of population density and intensity recommended for the various land use categories covered by the plan.
3. Integrates the land use element with the water use and preservation element; and accounts for the effect of land use categories and land uses on water demand and other infrastructure needs.

TRANSPORTATION ELEMENT

1. Provides the general location of existing and proposed roadways, public transit, active transportation facilities, and other modes of transportation.
2. Addresses a plan for residential and commercial development around major transit corridors and major roadways to maintain and improve the connections between housing, employment, education, recreation, and commerce;
3. Correlates transportation maintenance and improvements with the population projections, employment projections, and the proposed land uses.

WATER USE AND PRESERVATION ELEMENT

1. Addresses the effect of permitted development or patterns of development on water demand and water infrastructure.
2. Considers methods of reducing water demand and per capita consumption for future development, reducing water demand and per capita consumption for existing development; and identifies opportunities for Holladay to modify operations to conserve water and eliminate practices or conditions that waste water.

PLAN FOR MODERATE INCOME HOUSING

1. Provides a realistic opportunity to meet the need for additional moderate-income housing within the municipality over the next five years;
2. Includes at least five of the state's recommendations for moderate income housing strategies.

ADDITIONAL PLAN ELEMENTS

While not required by State Code, this Plan includes additional elements that emerged during the planning process:

- **Community character** (aesthetics and historic resources)
- **Recreation** (recreational, educational, arts, and cultural opportunities)
- **Responsible infill and renewal** (the reduction of the waste of physical, financial, or human resources that result from either excessive congestion or excessive scattering of population and the protection of urban development)
- **Economic development** (preserve and enhance the business climate)

Holladay Horizons has been created as a way to articulate all of these elements through a community supported vision for the future. The vision establishes the foundation for identifying specific steps that the city of Holladay should take to bring about residents' desired future. The planning future (horizon) of this plan update is 2035. Updates to this plan should occur every 5 years with a more comprehensive review every 10 years as residential and economic trends evolve in the City.

CROSSCUTTING ELEMENTS

SUSTAINABILITY

Holladay residents support the concept of sustainability. While this can mean many things to many people, the City has adopted a broader approach to sustainability. **The City's goal is to ensure that the resources that are available to community members today are available for future generations to the maximum extent possible.** These resources include the tree canopy, parks and open space, water, services like stormwater and sewer infrastructure, roads, and responsive service delivery. The City's resources go beyond these elements. Other elements include housing that is affordable and in quality condition, neighborhoods that encourage a sense of community and healthy behaviors like gathering and playing, road networks that offer options and reduce barriers, and a City budget with a variety of sources that is resilient to change.

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

- World Commission on Environment and Development

In the face of change, sustainable cities allow for flexibility to ensure that they bend, not break, in the face of challenges. By bending and flexing to meet emerging needs, community members can work with the City to continue to protect the things that matter most. Holladay has embraced the idea of incremental change for many decades, each of its neighborhoods has evolved to take on new types of design, new densities, and new public spaces. While protections and sustainability initiatives can look very different, changes that can be adopted and embraced by the community are the ones that have the most potential to be impactful. The **Water Element** is a key component of sustainability in the General Plan and can be found in the Responsible Renewal and Infill Chapter.

You will see sustainability related goals and policies throughout the plan marked with this symbol:



HOUSING

Utah requires every municipality to adopt a moderate-income housing plan element within the General Plan to address needs for households that earn between 80% and 120% of the area median income and monitor housing affordability. Often these families include schoolteachers, firefighters, and small business owners, to name just a few. Holladay in particular has a higher median income than many of its neighbors which sets the bar even higher for achieving affordability. While housing challenges for the City vary from others, it is still an important consideration and one that is closely tied to land use.

You will see housing-related goals and policies, including state-required strategies, throughout the plan marked with this symbol:



EXPLORE HOLLADAY

In pursuit of the City's goal to enhance the accessibility of this plan, the Holladay Horizons update includes an interactive portal where readers can zoom in on certain existing conditions related to each plan element. This interactive portal is a living experience that provides context for the policies and strategies and may also serve as a way to check progress toward the Plan's goals over time.

You will see interactive opportunities throughout the Plan and can click on the icon to investigate:



HOW TO USE THE PLAN

Any time a rezone, ordinance amendment, planned unit development, variance, special use, or any other land use application is considered, planning staff will consult the General Plan to determine if the proposed development is consistent with the adopted goals and policies and desired future character. The Plan, which includes the future land use map, is used to provide essential guidance for decision-making and for updates to development regulations regarding the future growth and character of the community. The Plan guides residents, landowners, and project applicants concerning land planning and community development objectives.

The Land Use element of this Plan identifies a variety of place types and opportunity districts. The place types describe many components including anticipated uses, suggested density ranges, key characteristics, and alignment with current zoning districts. The Future Land Use Map identifies where these place types are envisioned by the community in alignment with the Plan's visioning process which included engagement with and input from the public, the project steering committee, staff, and elected and appointed officials.

The Plan and the Future Land Use Map are intended to be used to drive the City towards its vision and be updated as necessary. Planning is an on-going process, and to be effective, this plan must be reviewed and updated as conditions change.

The City intends this Plan to be used as follows:

1. The Plan will be consulted and used as a guide for resolving issues affecting the long-term growth of the City related to zoning, subdivisions, capital improvements, and budgeting.
2. The ability to enact the Plan's vision ultimately depends on broad public acceptance and support. To maximize the implementation of the community's goals, the Plan will be amended as required to align with the general public interest.
3. The Plan will be responsive to changing circumstances, needs, public desires and new information. By improving and amending the Plan, it will continue to be relevant and effective.



THE PLAN PROCESS AND ENGAGEMENT

The planning process was divided into three phases, with public engagement built into each phase to ensure the vision, values, and goals of the Plan are reflective of Holladay's unique needs and aspirations. To ensure that the goals, policies, implementation actions, and the future land use map align with the community's vision for the

future, the project included three sets of public events, three community-wide questionnaires, and a regularly engaged steering committee that represented various districts and interests in Holladay. Co-creation of a vision was crucial to the development of the Plan--all goals in each of the plan elements.



PHASE 1: FOUNDATION

The first phase focused on notifying the community through visual messaging using a variety of tools, events and physical locations throughout the City. This phase also included individual listening sessions, two Steering Committee meetings and a Questionnaire to help guide the visioning process. The demographic data collected throughout Phase 1 provided a baseline for the rest of the process by identifying which groups need targeted engagement opportunities and where efforts can be refocused to hear underrepresented groups.

During the Foundation Phase community members identified six major themes which later evolved into the vision principles:

1. Community character and identity
2. Housing and affordability
3. Transportation and connectivity
4. Redevelopment and growth areas
5. Sustainability and green infrastructure
6. Infrastructure and transportation

PHASE 2: VISION AND OPPORTUNITIES

Phase 2 took the initial topics and concepts from Phase 1 and organized them into a set of principles for the final Holladay Horizons Vision. This vision sets the direction for updates to the goals and policies to ensure that they reflect evolving opportunities like redevelopment and infill and balance the enduring commitment to the character of the city. This phase included a city-wide questionnaire and two in-person workshops where community members could consider the vision statement and principles and think ahead to how this vision could be accomplished. Specifically, engagement during this phase asked the community how policies and recommended actions could align with the desired vision and future for the community and how the vision should be implemented through the Future Land Use Map.

PHASE 3: THE PLAN

Phase 3 focused on transforming community input from Phase 1 and 2 into the draft Plan. This phase marked a significant milestone, as it allowed residents to see how their ideas, concerns, and aspirations had shaped the plan's direction. It included one in-person and online workshop where participants reviewed the draft and provided any additional feedback to help refine areas of concern. Engagement during this phase also invited residents to contribute personal photos, helping to visually express the identity and future vision of the community in the final document.



THE HOLLADAY HORIZONS VISION

Holladay has preserved its character as a beautiful and unique community that is safe, family-friendly, and a highly desirable place to live, work, and play. As Holladay changes and evolves, the City considers the needs of future generations while maintaining what is valued today.

This vision encapsulates many elements that are important to the community. The following Vision Principles identify a preferred future that focuses on special topics. These principles are aspirational, things that Holladay residents hope to see on the City's horizon.



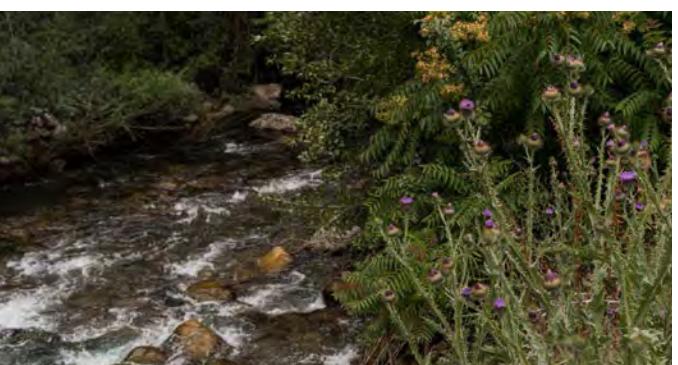
DISTINCT CHARACTER AND SMALL-TOWN FEEL

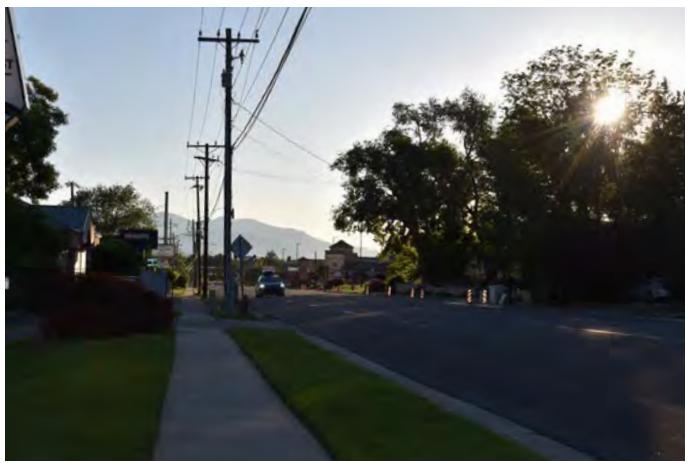
Holladay protects and enhances public green space, maintains its flourishing tree canopy, and supports inviting shared spaces in all neighborhoods.



QUALITY NEIGHBORHOODS

Holladay's neighborhoods support residents by ensuring access to their daily necessities. The City supports diverse housing that meets the needs of individuals and families at every stage of life.

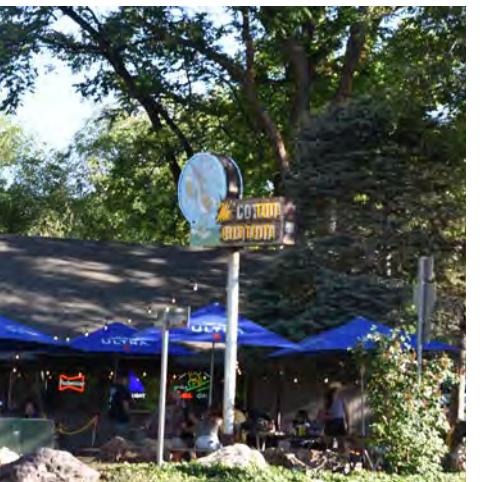




A STRONG LOCAL ECONOMY
Holladay supports existing local businesses and builds upon commercial areas by providing opportunity for new businesses.

WALKABLE AND CONNECTED COMMUNITY

Holladay prioritizes bicycle, pedestrian, and transit connections while ensuring roadway networks continue to unite regional destinations with gathering spaces, businesses, neighborhoods, and recreation.





REMARKABLE RECREATION AND NATURAL SPACES

Holladay nurtures its public amenities and natural spaces, ensuring that its breathtaking views, access, and quality recreation spaces are maintained now and for future generations.



RESPONSIBLE RENEWAL AND INFILL

Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.



02

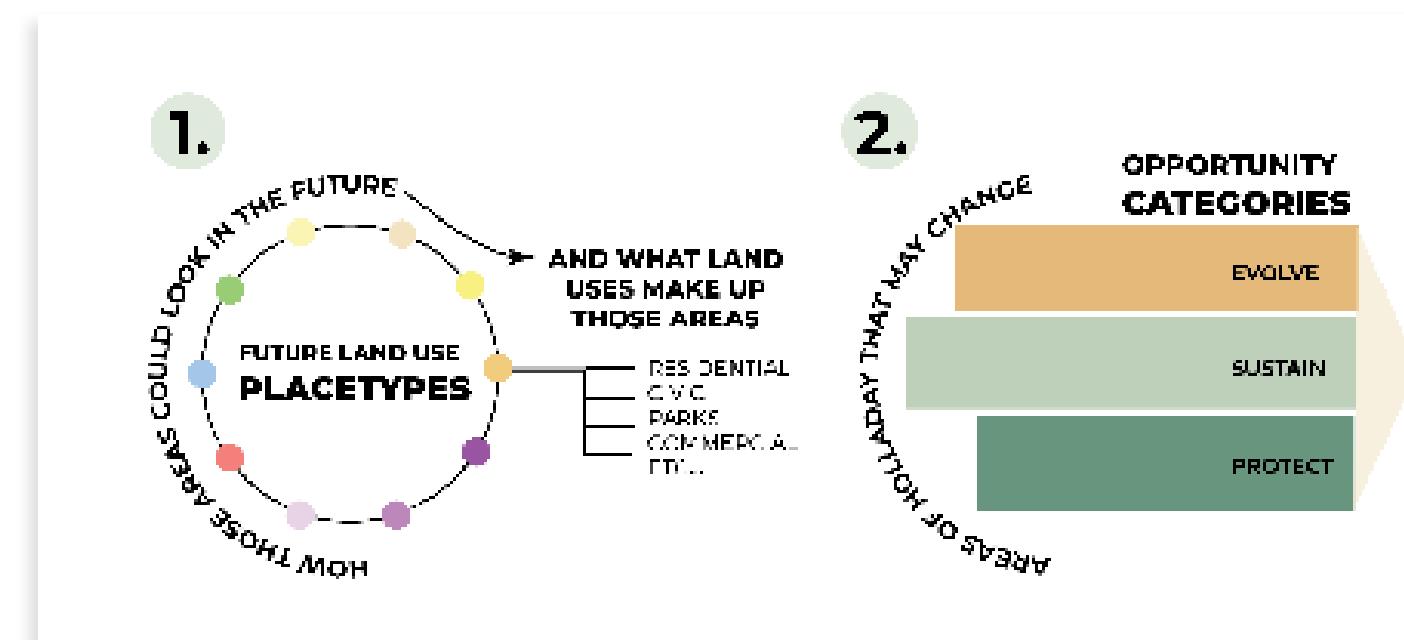
FUTURE LAND USE DISTRIBUTION AND LOCATION OF LAND USES



Introduction

The Future Land Use element of the Plan identifies the general distribution and location of land designated for housing, business, recreation, public and open spaces in alignment with the long-term vision of the community. In addition to meeting state requirements, this Future Land Use element includes strategies, two key maps and corresponding land use frameworks:

1. **The Future Land Use Place Types:** Place types give general density considerations, characteristics, uses, and alignment with the City's existing land use regulations. This framework uses eight place types to show where these unique uses, densities, and characteristics are envisioned throughout the City. The Future Land Use framework is used to define direction and guide decision making. Figure 1 demonstrates key differences between the Future Land Use in the visionary plan and the Land Use and Development Regulations.
2. **Opportunity Categories:** There are three distinct Opportunity Categories for change or preservation throughout the City; areas where increases in density or changes in the uses will not significantly and negatively impact traffic or provision of other city services, key nodes where renewal and infill are best suited and supported by sustainable development principles, and where there are significant constraints to redevelopment and infill. These areas are identified in the Constraints Map found in the Responsible Renewal and Infill Chapter.



Future Land Uses Place Types

Each future land use place type includes the suggested density, primary and secondary anticipated land uses, land use mix considerations, the alignment with the City's current zoning, a description of key characteristics, and an image of areas that exemplify the street connectivity, transition, building massing, and uses that are anticipated.

Table 1. Use Summary Table

Placetype	Open Space and Recreation	Agriculture	Institutional	Single-family Residential	Medium-density Residential	High-density Residential	Mixed Use	Commercial/ Retail	Corridor Commercial	Personal Services	Restaurants	Office
Country Estates												
Residential Foothills												
Low Density Residential												
Medium Density Residential												
Regional Mixed Use												
Holladay Village												
Community Mixed Use												
Commercial												
Public												

Primary Use

Secondary Use

LAND USES

Open Space and Recreation: Areas that are not intended to be highly developed and may include parks, natural and conservation areas, floodplains, and trails. They may include ancillary structures such as restrooms or pavilions that aid in the function of the space as an outdoor recreational area.

Agriculture: Areas that are used for crop or animal production for either commercial or personal use. Large structures are limited to single-family residential and storage of animals, other agricultural products, and necessary equipment.

Institutional: Buildings, structures, uses, and sites that are publicly accessible and utilized by community members on a regular basis. Public/ Semi-public uses include government buildings, parks, public parks and recreation facilities, community centers, schools, places of worship, arts and cultural institutions, and community gardens.

Single-Family Residential: Detached dwelling units designed to be occupied by one family and located on a separate lot from any other residential unit. These may include accessory dwelling units and residential facilities like shared pools, sport courts, and clubhouses.

Medium Density Housing: Residential uses including small lot single-family homes (including ADUs), duplexes, triplexes, or townhomes. There are a wide variety of small lot and missing middle housing options, for more detail see the medium density callout below.

High Density Residential: Residential uses such as multifamily apartments, and townhouses.

Mixed-Use: A single site or building that integrates some combination of residential, office, service, or commercial uses. These can be vertically integrated such as a building with commercial services located on the ground floor with residential uses above. Horizontally integrated sites share a lot, and have mixed uses meaningfully integrated on the site. An example is live/work units with workshop spaces along a street frontage with residential units behind.

Commercial/Retail: Businesses selling goods, wares, or merchandise directly to the consumer. Retail uses may be low-intensity and small in scale, or large in scale. Businesses may also perform small-scale manufacturing on site where retail sales are taking place.

Corridor Commercial: Businesses selling goods, wares, food and drink or merchandise directly to the consumer along key community corridors, with a focus on auto-oriented access and appropriate parking. Retail uses may vary in scale and may include drive-through windows. Some small-scale manufacturing may also be allowed.

Personal Services: Professional services provided on-site for customers, such uses include hair, nail, and aesthetic services, massage therapy, tailoring, funeral parlors and mortuaries, and photography studios.

Restaurants: Businesses that prepare and provide food and/or beverage for consumption on premises.

Office: Buildings used for professional services and administrative functions. This may also include medical and dental offices.

FUTURE LAND USE

VS

ZONING

Envision	Development Patterns	Designate
Generally illustrates community desired land use concepts by showing categories of development types and patterns across multiple parcels		Defines specific requirements for building and uses on individual parcels within defined zone districts
Categorize	Allowed Uses	Define
Does not predetermine exact land uses or densities for given parcels of land		Regulates bulk, height, setbacks, density, allowed uses, and permitting requirements
Illustrate	Community Character	Implement
Broadly defines community vision for the future of the area		Applies standards and limitations to identify characteristics appropriate for a specific site

Figure 1. Future Land Use and Zoning Overview

The future land use map is a guide. It demonstrates the vision of the community, but does not directly regulate the density and uses in a certain area. Future land use is what decision-makers use to decide on rezone applications and make amendments to the zoning ordinance. Figure 1 highlights the key differences between the visionary future land use and the regulatory zoning ordinance.

PLACETYPE CATEGORIES

Residential Foothills	Community Mixed Use
Country Estates	Holladay Village
Low-Density Residential	Mixed Use Regional
Medium Density Residential	Public
Commercial	Open Space

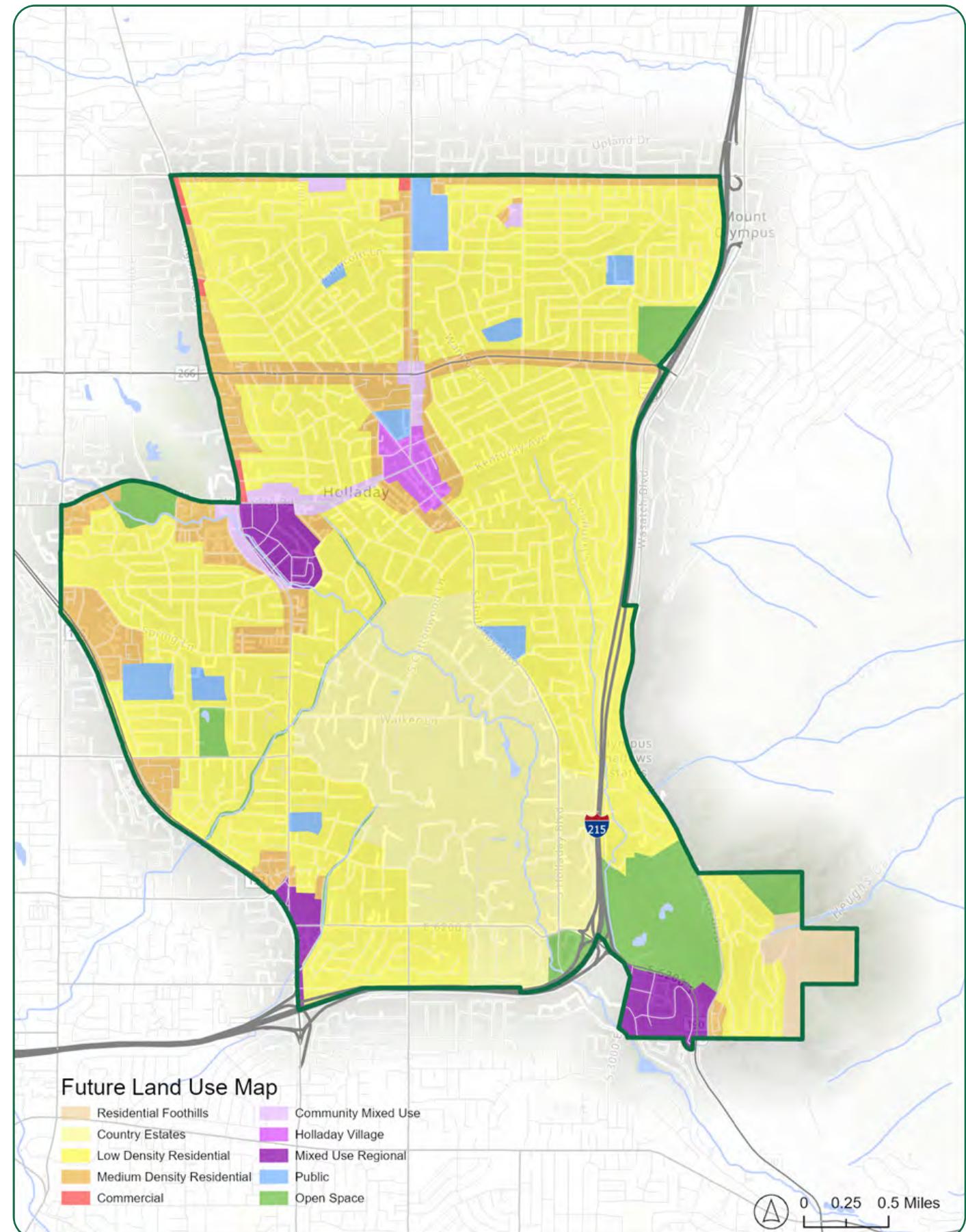


Figure 2. Holladay Placetypes Map

Country Estates (CE)

SUGGESTED DENSITY

Density: 1 Primary Dwelling Unit Per 1+ Acres

ZONING ALIGNMENT

Zoning Districts: R-1-87, R-1-43

LAND USE MIX

Primary Uses:

Single-family residential

Secondary Uses:

Open space and recreation,
Agriculture

DESCRIPTION

This land use category supports the unique historic building pattern of 1-2 acre lots with country lanes that cannot be found elsewhere in the Salt Lake Valley. Some distinct features of these residential areas are their low traffic streets beneath a dense tree canopy. These areas contain narrow, wandering lanes that are not well suited for high traffic, and streets do not generally include improvements like sidewalks or pedestrian crossings. Because of the lack of pedestrian and vehicle access, commercial and most civic uses are not appropriate in these neighborhoods.



Residential Foothills (R-F)

SUGGESTED DENSITY

Density: 2-6 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: FR-1, FR-5, FR-20, FCOZ

LAND USE MIX

Primary Uses:

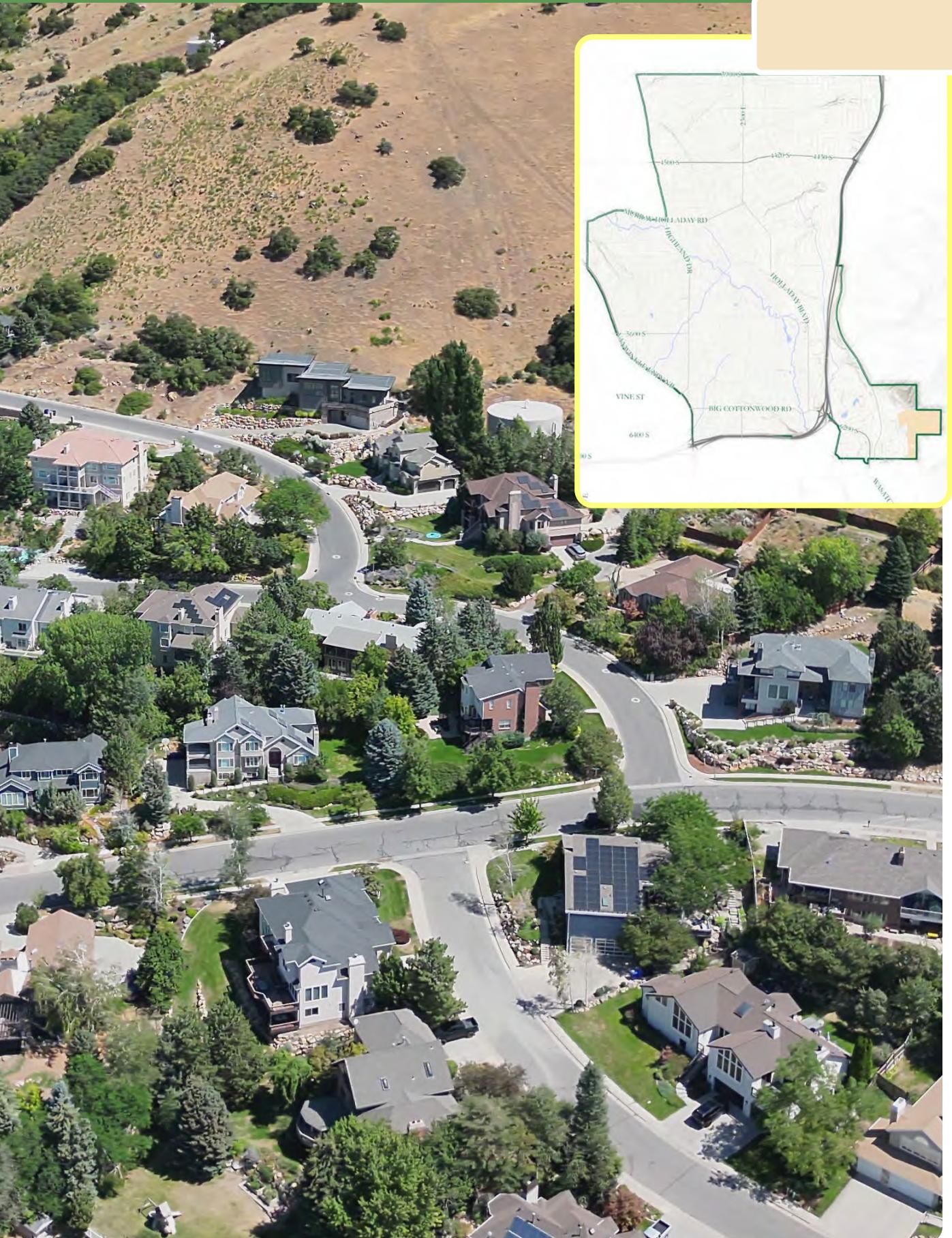
Single-family residential

Secondary Uses:

Open space and recreation

DESCRIPTION

This land use category protects the natural slope and vegetation in the foothills while allowing flexibility for some residential development. Development that is appropriate in these areas requires additional review to ensure community-wide hazard mitigation, safety of property owners, and preservation of the aesthetic quality of the foothills for the neighborhood and the region.



Low Density Residential (R-L)

SUGGESTED DENSITY

Density: 2-6 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R-1-21, R-1-15, R-1-10, R-1-8

LAND USE MIX



Primary Uses:

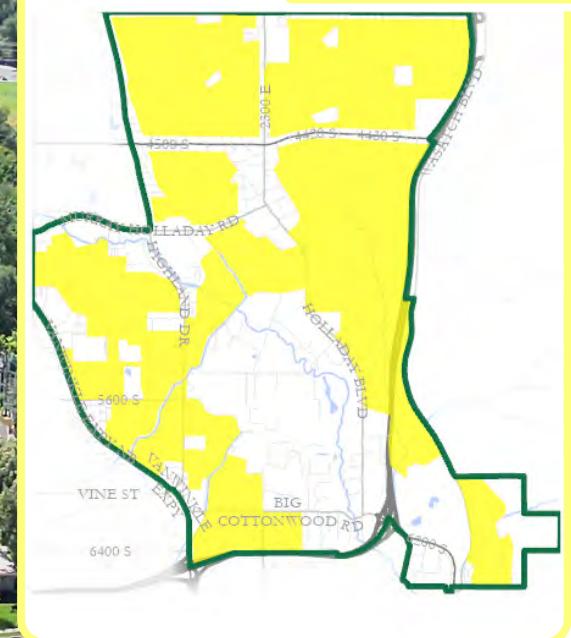
Single-family residential

Secondary Uses:

Open space Institutional
and recreation,
Agriculture

DESCRIPTION

This land use category supports low-density residential neighborhoods whose distinct design characteristics reflect the decades of patchwork development that makes the City so unique. Generally, these neighborhoods have limited connectivity with surrounding neighborhoods and are not immediately accessible via major roadways. They may have strong internal pedestrian connections especially to parks and schools except where historic development and limitations to road infrastructure make these connections challenging. Uses are limited to low density residential and civic uses including schools and parks that make neighborhood spaces to grow and gather.



Medium Density Residential (R-M)

SUGGESTED DENSITY

Density: 7-20 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R-1-4, R-2-8, R-2-10, RM

LAND USE MIX



Primary Uses:

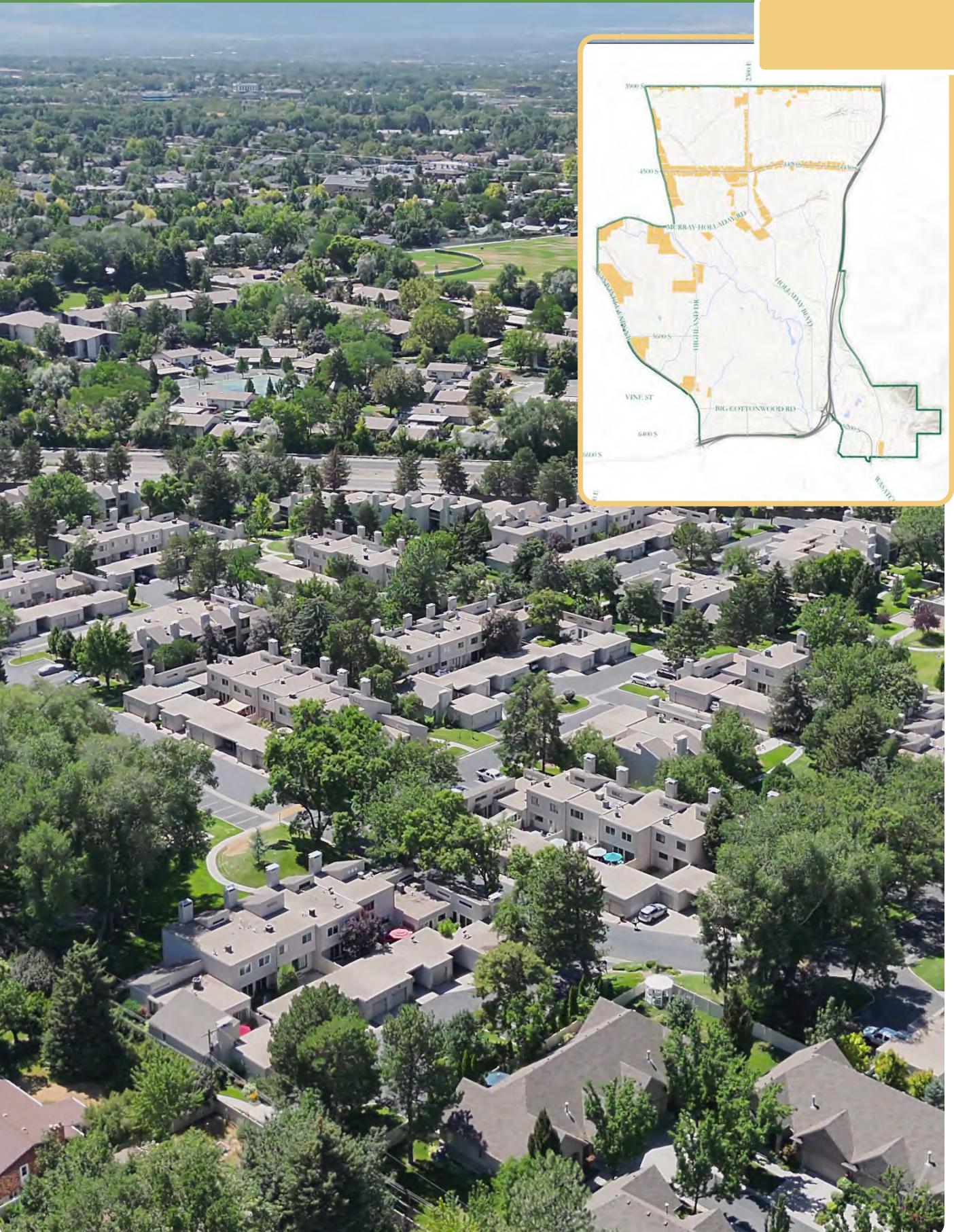
Medium density residential

Secondary Uses:

Single-family residential Institutional Open space and recreation

DESCRIPTION

This land use category accommodates a mix of housing types with access to major roadways, goods and services, and pedestrian connections to commercial or public spaces. These areas maintain key characteristics that make Holladay unique, including contiguous tree canopy, quality landscaping, and parks. This category is not intended to support mixed land use types, but these areas are naturally located near commercial and mixed-use nodes that can serve denser populations.



Regional Mixed Use (MU-R)

SUGGESTED DENSITY

Density: 20-50 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R/M-U, HCR

LAND USE MIX



Primary Uses:

Medium density residential, High density residential

Mixed use

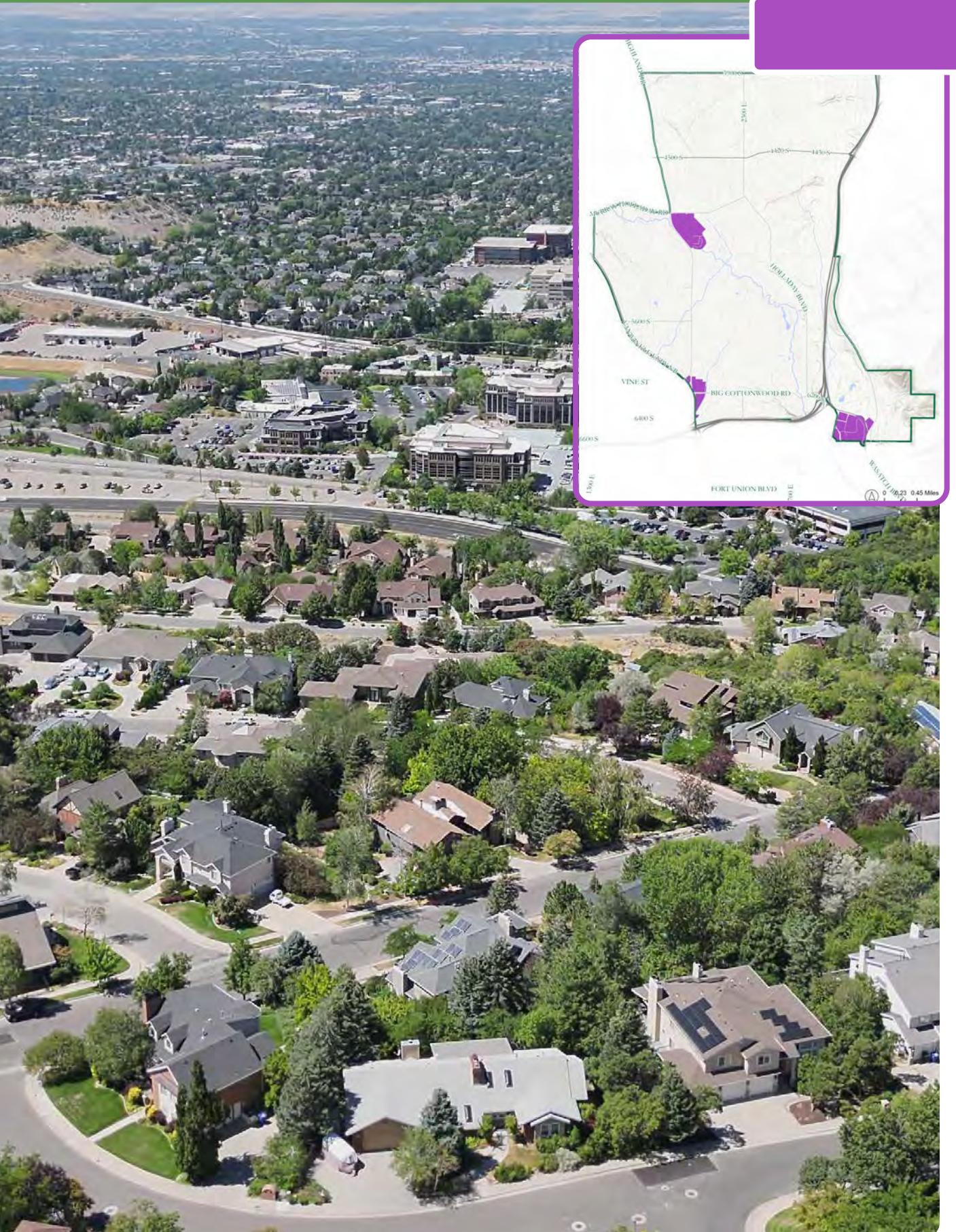
Commercial/retail, Personal services, Restaurants, Office

Secondary Uses:

Open space and recreation

DESCRIPTION

This land use category supports uses with the highest intensity in the City. These areas support a broad range of uses, including higher density housing, office, retail, restaurants, and commercial uses. A key aspect of their development is connectivity, not only within the node but to the larger region, incorporating features such as pedestrian crossings, sidewalks, and multimodal transportation options. These areas are destinations where community members and visitors can go to meet their needs, while also encountering walkable places to enjoy public life without having to get back in the car.



Holladay Village (HV)

SUGGESTED DENSITY

Density: 7-20 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: HV

LAND USE MIX



Primary Uses:

Medium density residential
Mixed use

Commercial/
retail, Personal
services,
Restaurants,
Office

Secondary Uses:

Institutional
Open space and recreation
Single-family residential

DESCRIPTION

This category represents the City's urban core. Holladay Village supports uses for residents and visitors that combine commercial, entertainment, residential and business with the park and public space amenities that support pedestrian friendly development. Into the future, Holladay Village will continue to be a place that residents can use and enjoy while also welcoming visitors. The Village category maintains special design standards that ensure pedestrian-friendly development.



Community Mixed Use (MU-C)

SUGGESTED DENSITY

Density: varies

ZONING ALIGNMENT

Zoning Districts: RO, NC

LAND USE MIX



Primary Uses:

Medium density residential
Mixed use

Commercial/
retail, Personal
services,
Restaurants,
Office

Secondary Uses:

Open space and recreation
Institutional
Single-family residential

DESCRIPTION

This category accommodates a mix of commercial and residential uses that serve Holladay's residential neighborhoods. The scale of these nodes is consistent with the medium and low-density neighborhoods that surround them. Pedestrian and bicycle facilities that connect to surrounding residential neighborhoods are prioritized in these areas to ensure that residents of any age can access these places to gather and support local businesses.



Commercial (C)

SUGGESTED DENSITY

Density: Not applicable

ZONING ALIGNMENT

Zoning Districts: C-1, C-2

LAND USE MIX

Primary Uses:

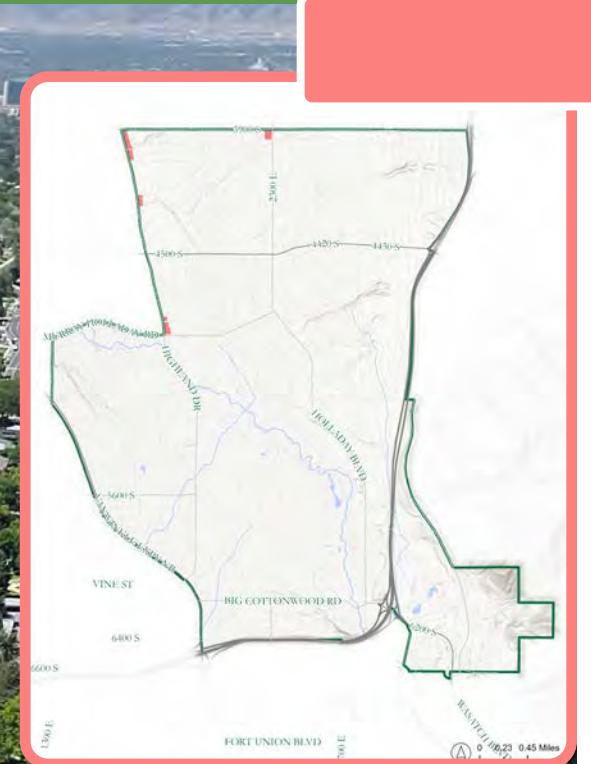
Commercial/retail, Corridor commercial, Personal services

Secondary Uses:

Mixed use, Restaurants, Office

DESCRIPTION

This category accommodates commercial uses along key corridors, especially where commercial uses already exist and where additional infill and redevelopment is appropriate. These uses provide important goods and services for Holladay residents and surrounding communities and are generally accessed via car or public transportation. While these uses by nature may be more auto-centric, landscaping and access should align with existing development and other recommendations in this Plan.



Public (P)

SUGGESTED DENSITY

Density: Not applicable

ZONING ALIGNMENT

Zoning Districts: P

LAND USE MIX

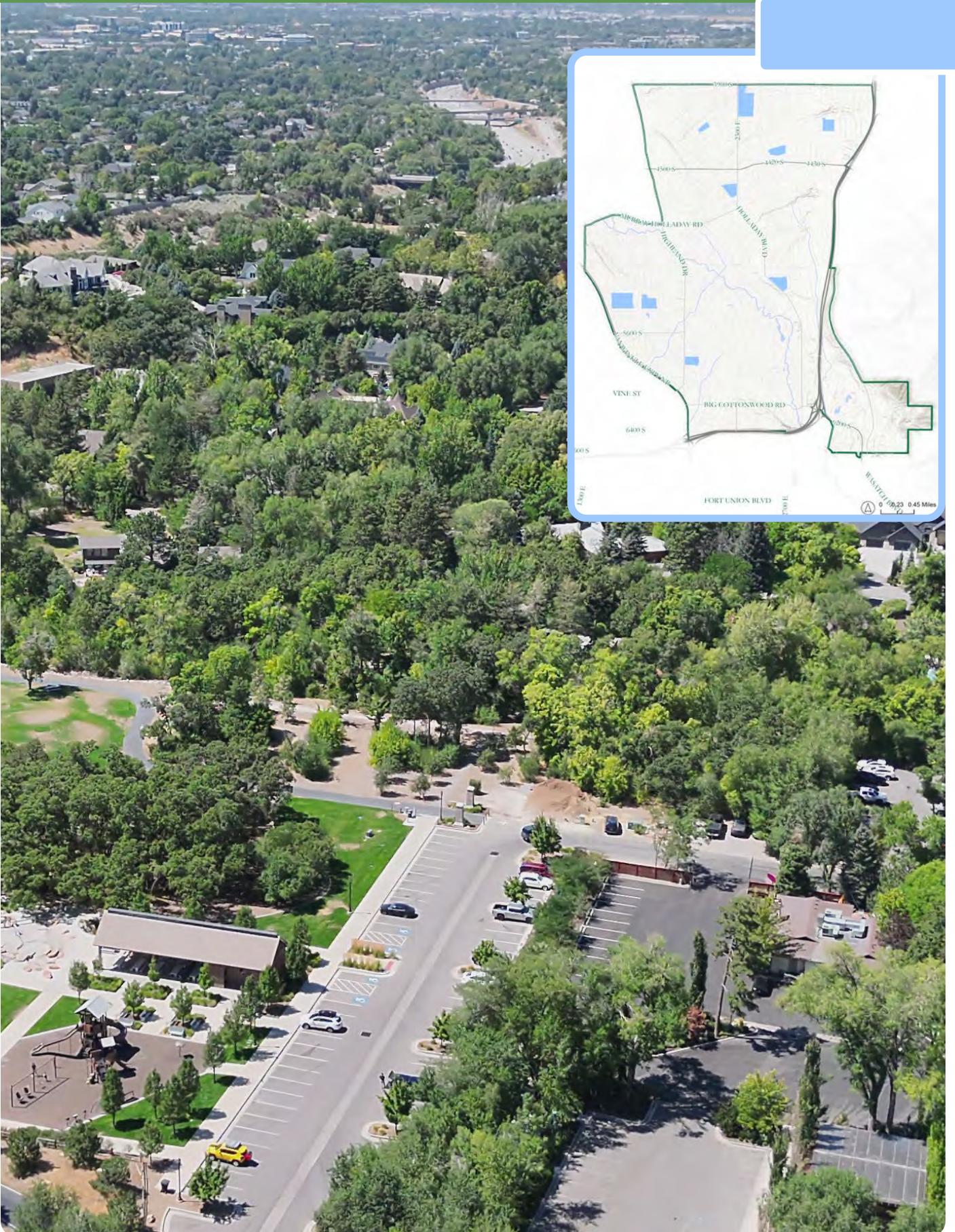
Primary Uses:

Open space and recreation

Institutional

DESCRIPTION

This category accommodates public open spaces, parks, and other public civic uses. These areas have diverse development standards, access, and varying character depending on the type and location of the space. Generally, these spaces include street trees, consistent signage, and appropriate features that seamlessly integrate them into the character of the community as a whole. These spaces primarily serve community members but when the access and use is appropriate, they may also serve surrounding communities and the region.



Opportunity Categories

INTRODUCTION

Areas throughout the City may naturally accommodate change, particularly those areas near key nodes, areas with significant redevelopment potential Figure 3, and areas adjacent to regional opportunities, especially near Holladay Hills, the Holladay Crossroads, and strategic locations along Highland Drive and 4500 South. Based on community input, data analysis, and sustainable development best practices, three different levels of renewal and infill opportunities were identified: Evolve, Sustain, and Protect.

OPPORTUNITY CATEGORY DESCRIPTIONS

Evolve

To accommodate the projected population growth in the City and to ensure that Holladay maintains a sustainable mix of commercial uses, these areas are positioned to evolve over the life of this plan. These areas are generally located along major roadways and may already have alternative transportation access. Many of these identified areas already contain a mix of uses and entitled density or uses per the City's zoning code and have redevelopment potential. While the uses and design of development within these areas could allow for higher intensity, the periphery of these evolving areas is responsive to existing neighborhood character, particularly building height, road networks, and pedestrian connectivity. These areas are focused within the Small Area Plans and along major roadways in the City.

Sustain

Each neighborhood in Holladay has a distinct character. These neighborhoods emerged over decades of development and each pocket of the City contains elements of different eras, showing that incremental change. The scale and unique elements in these neighborhoods should be maintained but infill should be readily allowed, with careful consideration for the existing development pattern, especially the height and scale of new buildings. Infill development is intended to closely align with the scale and design of existing neighborhoods but may include additional density or changes in uses that do not significantly alter the surrounding neighborhoods and should preserve pockets of non-conforming higher density residential where they already exist.

Protect

The City's public spaces are a key part of its character. These areas should be improved as necessary over time with the direction of this plan and other relevant plans but should generally maintain the same uses and intensity that they support today. In addition to these public lands, there is a substantial amount of privately-owned land that is significantly constrained by natural features, street connectivity, and public service access. These areas are identified in the Constraints Map in the Responsible Renewal and Infill Chapter. Rezoning in these constrained areas is not recommended and new development should maintain the existing lot size and density ranges that are given in their current associated zones.

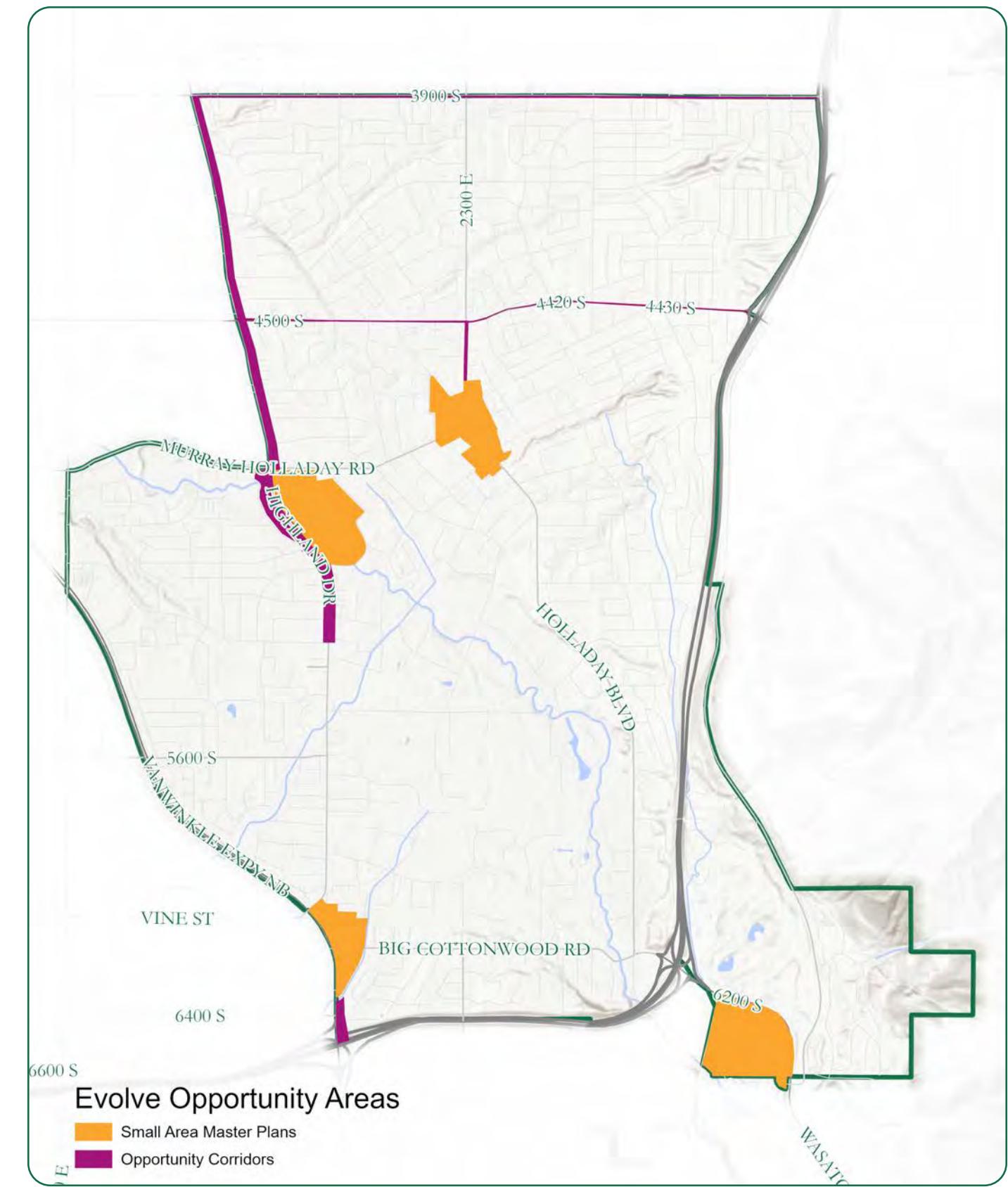


Figure 3. Opportunity Map

03

A CITY WITH DISTINCT CHARACTER



Introduction

Holladay is one of the longest inhabited communities in Utah, deriving its character from its early roots as an agricultural settlement and its gradual growth and residential development that characterizes its neighborhoods today. Older neighborhoods, like those along the edges of Big Cottonwood Creek, follow the natural landscape and benefit from lush mature vegetation, while newer areas follow more conventional suburban layouts. Newer neighborhoods are typically more connected, with a street network that facilitates movement and access within and out of the neighborhood. In contrast, older neighborhoods are characterized by a more organic layout, where winding creeks and canals weave through the landscape and a mix of public and private lanes link residential areas with commercial developments.

Diverse commercial and mixed-use districts—including the historic Holladay Village, the Holladay Crossroads, and the redeveloped Holladay Hills area, formerly known as the Cottonwood Mall—enhance the city's vibrancy and accessibility. Together, these elements create a distinctive sense of place that sets Holladay apart as one of the most desirable communities in the region.

VISION PRINCIPLE

Holladay protects and enhances public green space, maintains its flourishing tree canopy, and supports quality gathering spaces in all neighborhoods.

Key Considerations

LAND USES

Holladay is a city of residential neighborhoods dotted with mixed use centers. Years ago, Holladay was primarily residential and agricultural, and while that character remains, it has grown along with the region. Still today, most of the City is residential and single-family homes dominate taking up almost 63% of the area. Medium density and multi-family housing represent a smaller 8% of city. Primary commercial zones only constitute a small portion of Holladay, consisting of Holladay Village and commercial, mixed-use and professional offices all representing around 1% of the city respectively.

The land uses highlight the city's strong residential character and limited commercial footprint, which has implications for housing diversity, economic development, and land use balance. Holladay residents continue to support and relate to their residential neighborhoods and prefer smaller mixed-use nodes that support local or smaller scale businesses. The future land use map work together with the goals and policies in this plan to support the distinction between primarily residential neighborhoods and these mixed-use nodes. Sidewalks and pathways within and to these mixed-use areas connect residents to the goods and services they need and love.

URBAN DESIGN CHARACTERISTICS

Design plays a critical role in shaping the character and livability of Holladay, making it a central concern for residents and a key component of the Vision. Community feedback emphasized a strong desire to preserve Holladay's historic charm and small-town feel, which includes resistance to over development, high-density housing, and building scale that is out of sync with existing community character. Residents consistently advocate for development that respects the scale and character of existing neighborhoods, favoring small to medium-sized buildings that blend with the community's established look and feel.

Within public spaces, feedback emphasized enhancing walkability and pedestrian infrastructure. Requests for more sidewalks, safe walking paths, and improved pedestrian safety reflect a community-wide goal to make Holladay more connected and accessible. Residents also place a high value on aesthetics and the natural environment, including support for eliminating visual clutter such as billboards, overhead powerlines, and chain-link fencing, while encouraging tree planting, preserving the tree canopy, and landscaping buffers along roads. These priorities directly inform the goals and policies of this chapter, which are designed to guide growth in a way that protects Holladay's unique identity, promotes a pedestrian-friendly environment, and enhances the visual and environmental quality of the built landscape.

HISTORIC RESOURCES

Historic preservation plays a vital role in maintaining the unique character and identity of Holladay, especially as the city faces increasing pressure to grow and accommodate new development. Historic elements pepper the Holladay landscape; Holladay's Historical Commission through their online Historic Holladay Tour has identified one historic district and 35 historic structures, 21 of which are listed on the National Register of Historic Places. These include residences once owned by prominent local figures, cherished businesses, unique architectural landmarks, and public works.

Holladay has one designated historic district—the Lakewood Historic District—which showcases a variety of housing types that contrast with the more uniform ranch-style homes built during the post-WWII housing boom. Protecting these historic assets amid growth is a delicate balance, but one that is key to sustaining the identity, charm, and continuity that residents and visitors value in Holladay.

NEIGHBORHOOD PRESERVATION

In addition to the protection of historic resources, key elements of Holladay's neighborhoods enhance their distinct character, such as finely detailed walls and fences, mature vegetation, and high-quality landscaping that create a sense of enclosure and smooth transitions between neighborhoods. What sets Holladay apart from other nearby communities is its integration of natural features within the built environment. The City's tree-lined streets, views of the Wasatch Mountains, and thoughtful integration of open space into neighborhoods reinforce its character. Unlike more urbanized areas in the Salt Lake Metropolitan Area, Holladay's development pattern emphasizes space, greenery, and organic street networks over rigid grids or high-density blocks. These characteristics foster a village-like atmosphere that residents deeply value, reinforcing the importance of urban design policies that preserve and enhance these defining elements.

Holladay's Horizon (Goals and Policies)

GOAL 1. Reinforce Holladay's established neighborhood character.

Policy 1.1. Prioritize compatible development patterns in existing stable residential areas.

Action 1.1.i. Review and amend zoning subdivision regulations, where necessary, to establish neighborhood development characteristics.

Policy 1.2. Preserve historic resources throughout Holladay.

Action 1.2.i. Support educational and outreach efforts that assist in guiding property owners through the historic designation process.

GOAL 2. Guide new construction and renovations to contribute positively to the visual and functional quality of the city.

Policy 2.1. Minimize visual clutter by discouraging features that do not positively contribute to neighborhood character such as intrusive signage, chain-link fences, and overhead utilities.

Action 2.1.i. Identify opportunities to bury overhead utility lines as part of infrastructure upgrades and redevelopment of properties.

- Include all local and nationally recognized historic resources
- Define criteria for historic resources

Policy 1.3. Maintain the established development pattern and neighborhood character by guiding the scale, form, and style of new construction to reflect the existing context.

Policy 1.4. Support the creation and improvement of public green spaces and community gathering areas within all neighborhoods to foster neighborhood identity and connection.

Policy 2.2. Ensure site design considers privacy, light access, and transitions or buffers between different land uses.

Action 2.2.i. Provide incentives for developments that exceed baseline design and sustainability standards.

Action 2.2.ii. Review code requirements and update as necessary.

GOAL 3. Sustain and enhance natural features and green infrastructure.

Policy 3.1. Prioritize enhanced sustainability practices of mature trees, preservation of open spaces, and effective landscaped buffers that contribute to neighborhood identity.

Action 3.1.i. Maintain and update where needed, the city's current tree canopy sustainability standards and Urban Forestry Plan to protect and expand the City's tree canopy, including incentives for preservation and new tree planting on public and private property.

GOAL 4. Support community-oriented design through the creation of gathering spaces and shared amenities.

Policy 4.1. Encourage the integration of plazas, courtyards, and small parks into development projects.

Action 4.1.i. Identify opportunities within parks and other public spaces where these may be developed and prioritize potential improvements based on park visitation, feasibility of development, potential funding or partnerships for improvements, and other relevant factors.

Policy 3.2. Encourage water wise landscaping through the City's landscape ordinance

Action 3.2.i. Pursue partnerships and funding for green infrastructure projects that integrate stormwater management, tree planting, and community amenities.



04+

A CITY OF QUALITY NEIGHBORHOODS



Introduction

As one of Utah's oldest communities, Holladay has evolved from its agricultural beginnings into a city with unique and quality neighborhoods that give it a strong sense of place. The built environment reflects this gradual evolution—ranging from historic areas shaped by waterways and mature trees to newer neighborhoods with conventional suburban layouts and interconnected streets. As the City continues to grow and adapt, maintaining its character while addressing the needs of current and future residents remains a central goal.

In accordance with Utah State Code, this chapter includes a focused discussion on moderate income housing as an integrated element of Holladay's broader land use and community planning efforts. This section outlines strategies that will guide the City in supporting housing opportunities for a range of income levels while reinforcing the qualities that make Holladay unique. These approaches include exploring zoning adaptations, expanding housing diversity, enhancing transportation and commercial linkages, and encouraging context-sensitive development. By incorporating moderate income housing into the fabric of this General Plan, Holladay reaffirms its commitment to being a welcoming, resilient, and inclusive community for generations to come.

VISION PRINCIPLE

Holladay's neighborhoods support residents by ensuring access to their daily needs. The City supports diverse housing that meets the needs of individuals and families at every stage of life.

Key Considerations

NEIGHBORHOOD CHARACTERISTICS

The City of Holladay has transitioned from a lightly populated agricultural settlement to a nearly built-out, primarily residential community. Both the physical structure of the City and the characteristics of its neighborhoods are unique. Older streets and neighborhoods tend to reflect surrounding natural features like the flowing Big Cottonwood Creek, which created meandering narrow lanes with intense tree cover. Newer neighborhoods exhibit more typical suburban patterns. Other features that define the character of the City include the following:

- The lack of a discernible street grid typical of other valley centers.
- Creeks and canals that wind through the maze of lowland cottonwood forests.
- Sinuous public and private lanes that connect residential areas and commercial developments in a gentle, lived-in fashion.
- Large and deep residential lots which provide significant private open space.
- A semi-rural character with continuing agricultural uses including orchards, vegetable gardens, horses and other livestock.
- Mature vegetation, and high-quality landscaping that provide privacy and transition between neighborhoods.
- A variety of housing styles and types.

Together, these features help establish the unique sense of place that makes Holladay one of the most desirable communities in the region.

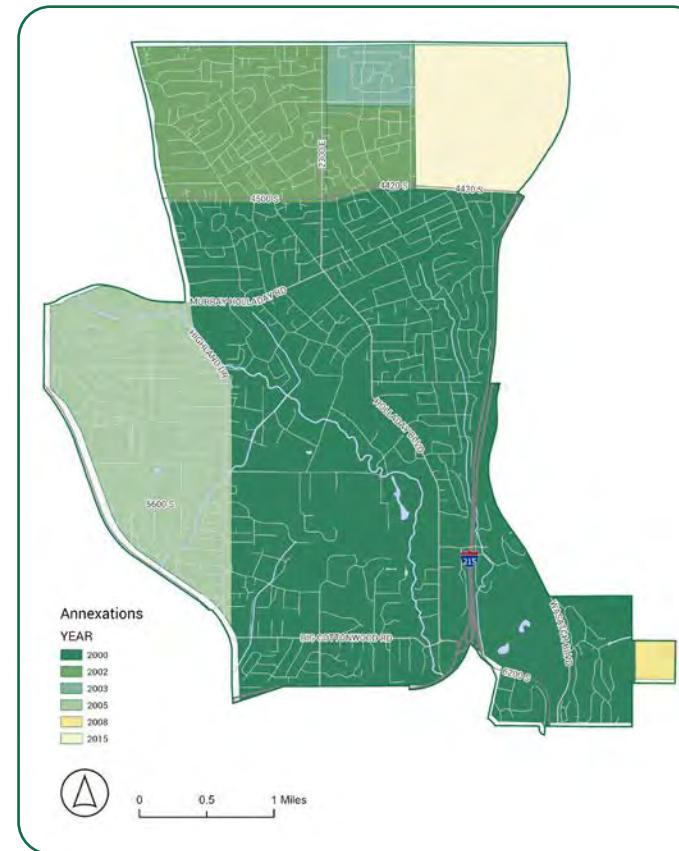
Over many years, Holladay has grown—not just with new residents, but its physical footprint has also grown. The boundary of Holladay has changed several times since the original General Plan was adopted in 1999, annexing several adjacent unincorporated areas into the City. These areas, which developed primarily under Salt Lake County zoning before being incorporated, add to the already eclectic quality of Holladay's neighborhoods.

- Annexation of the North Holladay/Olympus Heights/Sunnyside Heights area into the City in 2002/2003, which extends from Highland Drive to 2700 East and 3900 South to 4500 South.
- Annexation of the Highland Drive/Van Winkle area into the city in 2005, which added the area along Highland Drive from Murray Holladay Road south to Van Winkle Expressway; and, most recently.
- Annexation of the Olympus Hills neighborhood, which extends from 3900 South to 4500 South and between 2700 East and I-215, which was finalized in January 2015.

While Holladay cherishes its character and identity, community members also value the uniqueness of each neighborhood. From the scale and era of housing development to the alignment of roads

and sidewalks, historic markers, canals, or other features, each neighborhood is different. This reflects decades of incremental change that allows flexibility for property owners to express themselves and retain their rights to use and develop their property while still contributing to a close-knit neighborhood identity.

Figure 4. Annexation Map



HOUSING TRENDS

CURRENT HOUSING STOCK

Despite significant variety there are several common key features of the City's housing stock. The majority of Holladay's housing was built between 1950 and 2000; only 30% has been built since 1980. Over 75% of Holladay's housing stock is single-family (attached and detached) and among multi-household units, 5–9-unit buildings are the most common (about 7% of the total housing stock). Holladay's housing is also significantly larger than other housing units in Salt Lake County. On average, a single-family home in Holladay is nearly two times the size of the average in the County. The size and quality of Holladay's housing stock and its desirable central location make it more expensive than surrounding cities.

Over half of Holladay's housing stock is detached single-family housing which is a contributing factor to the City's low percentage of renters (20%, the lowest in the region). Over the last decade, development has continued to skew towards both detached single-family and apartments with relatively fewer middle options (like duplexes, condos and townhomes, and other housing types).

HOUSING AFFORDABILITY AND ATTAINABILITY

According to the 2023 ACS 5-Year Estimates, the median home price in Holladay has escalated to \$700,000, reflecting a 45% increase since 2010. Rising property values and the scarcity of affordable housing are emerging as major challenges, creating conditions that may result in displacement of long-time residents and obstacles for lower-

wage workers. The City should support programs that help residents access funding for repairs, fill in gaps in existing neighborhoods, and rental/mortgage assistance to help residents stay in their homes and neighborhoods. Currently the City website links community members to regional programs like Utah Community Action and The Department of Workforce Services Housing and Community Development.

Holladay does, however, already have many affordable units. Many of these units are smaller multi-family developments that have been a part of the City's fabric for decades. Currently there are over 700 units

(6%) in the city that are assessed at 300,000 dollars or less. Protecting and maintaining the existing housing stock is an important approach to provide housing diversity that allows community members with different income and lifestyle needs to stay in the City.

Community members can also use programs available to the region to assist with down payment assistance, weatherization, rental assistance, mortgage assistance, and critical repairs. While the City does not fund these programs, the City's website and staff direct community members to these vital resources.



HOUSING NEEDS

PROJECTED POPULATION GROWTH

Holladay's population is projected to reach 35,687 people and 13,061 households by 2030, a 14 percent growth over the population of the City in 2023 (31,236 people; 11,765 households). This projection is based on the previous growth in the City over the last 20 years. In 2023 the City had 12,561 housing units. Housing development and planning will need to address both the current shortage in affordable units as well as projected demand over time as the community grows. (Source: 2023 U.S. Census Bureau 5-year ACS Data)

HOUSING GAPS

Holladay's Area Median Income (AMI) is \$103,950 for a 3-person household, which is high for the region. About 42% of households in the City are at 80% or below the AMI. The moderate-income housing policies included in this plan specifically target groups that are between 30% and 80% of the AMI. In Holladay, this would include households making between

\$31,000 to \$83,200 annually. For these groups, an affordable home is between \$74,600 and \$286,800 which includes considerations for utility payments, assumptions about down-payments, and mortgage rates. Currently, the City needs an additional 1,800 units to support low- to moderate-income households. The City also has a surplus of units that are affordable only to households earning more than 100% of the AMI (2,106 units). This surplus and deficit may influence not only current residents but may also impact the migration of people into the community as well as current residents' ability to remain in the community. Based on feedback from community members, a major concern for residents is whether or not their children will have the choice to stay in the community in adulthood because of the cost of housing and the trends toward building unaffordable units.

The City regularly updates the Moderate Income Housing Plan and analysis to reflect changes over time.

Holladay's Horizons (Goals and Policies)

This plan element includes the Moderate-Income Housing Plan for the City. Policies or Actions from the State Statute are identified with the housing symbol. This plan identifies five strategies, exceeding the State's requirement and providing significant opportunity for additional moderate-income housing over the next 5 years. The full report can be found in Appendix A.

GOAL 1. Provide the opportunity for housing adapted to different ages, lifestyles, and incomes.



Policy 1.1. Update regulations and zoning for densities necessary to facilitate the production of moderate-income housing.

Action 1.1.i. Study and consider incentives for moderate income units in new developments.

Action 1.1.ii. Consider updating the zoning ordinance to allow duplexes in all single-family zones.

Action 1.1.iii. Consider authorizing a density bonus for developments that provide additional public benefits including deed-restricted affordable rentals, bicycle storage, and electric vehicle changing stations to encourage alternative transportation options, and common open areas for public use.

Policy 1.2. Support efforts to develop moderate-income housing projects for residents who are disabled and/or 55 years or older.

Action 1.2.i. Initiate a study to identify opportunities for and impediments to adaptive reuse of existing homes and structures for new residential care facilities.

Policy 1.3. Preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or notwithstanding Section 10-9a535, establishing a housing loss mitigation fund. §10-9a-403(2)(b)(iii)(K)

Action 1.3.i. Preserve subsidized units.

Action 1.3.ii. Preserve existing moderate income housing.

Action 1.3.iii. Promote Housing Preservation and link to programs that will help residents maintain their homes and lower costs for maintaining their homes.

Policy 1.4. Demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing §10-9a-403(2)(b)(iii)(X).

Action 1.4.i. Collect and access housing and demographic data to determine immediate and future housing needs and goals.

Action 1.4.ii. Apply for CDBG funds to create a Housing Rehabilitation Program or Neighborhood Improvement Program if awarded.

Action 1.4.iii. Promote Fair Housing.

Action 1.4.iv. Promote Senior Housing Opportunities.

Action 1.4.v. Promote and provide water and energy conservation information to our residents.

Action 1.4.vi. Provide residents with a list of apartments with various accommodations.

Action 1.4.vii. Offer Rental Subsidies or Down Payment Assistance information to eligible residents.



GOAL 2. Accommodate new housing by allowing flexibility within Holladay's existing residential neighborhoods that both addresses the existing neighborhood character and allows for incremental changes.

Policy 2.1. Zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers. §10-9a-403(2)(b)(iii)(F)

Action 2.1.i. Study and review potential housing related amendments to the C-1 and C-2 commercial zones, to recommend facilitating additional housing types in these mixed-use zones.

Policy 2.2. Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate-income housing. §10-9a-403(2)(b)(iii)(B)

Action 2.2.i. Increase or improve active transportation access to safe pedestrian infrastructure and access to nearby amenities like parks and schools.

Action 2.2.ii. Research grants and participate in discussions with regional organizations to help fund infrastructure projects and rehabilitation.

Policy 2.3. Preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or notwithstanding Section 10-9a535, establishing a housing loss mitigation fund. §10-9a-403(2)(b)(iii)(K)

Action 2.3.i. Preserve existing subsidized units.

Action 2.3.ii. Preserve existing moderate-income housing.

Action 2.3.iii. Promote Housing Preservation and link to programs that will help residents maintain their homes and lower costs for maintaining their homes.

Action 2.3.iv. Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones. §10-9a-403(2)(b)(iii)(E)

Action 2.3.v. Conduct public engagement study to determine hindrances to remodeling existing homes and amend ordinances accordingly.

Action 2.3.vi. Implement procedures encouraging ADU occupancy of approved “mother-in-law” apartment situations, established via “Second Kitchen Affidavit” policy, in order to identify legal remodels with secondary kitchenettes, etc.

GOAL 3. Facilitate housing development and preservation in the City’s mixed-use centers, encouraging new housing in areas that can provide for daily needs within walking distance.

Policy 3.1. Amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident’s own vehicle, such as residential development near major transit investment corridors or senior living facilities. §10-9a- 403(2)(b)(iii)(H)

Action 3.1.i. Consider changes that may be made as a result from the City’s study for reducing parking requirements with alternative off-street parking options.

Policy 3.2. Demonstrate utilization of a moderate-income housing set-aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing. §10-9a-403(2)(b)(iii)(P)

Action 3.2.i. Establish 100 MIH units using approximately a million or more in funds generated by RDA projects that are earmarked for affordable housing.

Action 3.2.ii. Conduct a process and policy establishment study, designed to require new higher density developments to have a minimum percentage of the dwellings to be set aside for lower income households through the possibility of density bonuses and/or other tools.

Action 2.3.vii. Evaluate the Accessory Dwelling Unit (ADU) program citywide.

Policy 2.4. Reduce, waive, or eliminate impact fees related to moderate income housing. §10-9a- 403(2)(b)(iii)(L)

Action 2.4.i. Park Impact Fees may be considered to be waived for proposed new developments, for new MIH housing units.

Action 2.4.ii. Complete an impact study to revise the current fee analysis with intent to reduce current Impact Fees as they relate to MIH housing.



GOAL 4. Coordinate with stakeholders to implement tools available to the region to provide moderate income housing opportunities.

Policy 4.1. Partner with the following entities to achieve the City’s moderate income housing goals:

- an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing,
- an entity that applies for programs offered by the Utah Housing Corporation within that agency’s funding capacity,
- an entity that applies for affordable housing programs administered by the Department of Workforce Services,
- an entity that applies for affordable housing programs administered by an association of governments established by an inter-local agreement under Title 11, Chapter 13, Interlocal Cooperation Act, and
- an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing. §10-9a-403(2)(b)(iii)(O)

Action 4.1.i. Conduct biannual stakeholder meetings with the entities described in Policy 4.1 with the intent to seek out and apply for Salt Lake County incentive programs or partnership with other entities which apply for incentive programs offered by the Utah Housing Corporation, the Department of Workforce Services, or by an association of governments established by an inter-local agreement.

Action 4.1.ii. Apply for CDBG funding, and if awarded to create and offer housing programming to include Home Repair Grant program for moderate income residents.

Action 4.1.iii. Increase access to programs that relate to property resilience. Homes can have conditions that lead to building degradation and make them vulnerable to weatherization or other disasters. This action will connect residents with resources to keep their homes maintained and possibly mitigate potential health risks



05

WALKABLE AND CONNECTED COMMUNITY



Introduction

Holladay's transportation network has historically been shaped by auto-centric development patterns from its roots as an agricultural community. In more recent development the community connects separate commercial nodes by larger arterial streets. That pattern has continued and resulted in increased traffic as the City has evolved and developed over the years. Recent initiatives reflect a community desire to shift toward a more balanced, multimodal approach to help create a more efficient community-oriented transportation network. The City has invested in enhancing pedestrian and bicycle infrastructure and is working toward a complete streets approach, to safely accommodate users of all ages and abilities, to facilitate connectivity and mobility across the City and greater region. Efforts are underway to improve transit accessibility and integrate various modes of transportation, aiming to create a cohesive network that supports Holladay's evolving needs.

VISION PRINCIPLE

Holladay prioritizes enhancement of the existing transportation network to incorporate bicycle, pedestrian, and transit connections that unite regional destinations and the City's gathering spaces, businesses, neighborhoods, and recreation.

Key Considerations

PUBLIC TRANSIT AND REGIONAL CONNECTIONS

Public transit in Holladay is provided by the Utah Transit Authority (UTA), which operates bus routes connecting the City to neighboring communities and regional destinations. While Holladay does not currently have a TRAX light rail station within its boundaries, nearby stations in Murray and Millcreek offer residents access to the regional light rail network. In 2020, Holladay participation in Local Link, a collaborative effort with Salt Lake City, South Salt Lake, and Millcreek, to identify North-South gaps and barriers that created challenges for efficiently traveling and recommended enhanced mobility options. This study has provided the basis for multimodal transportation planning including transit, bicycle, and pedestrian options, and improvements to existing roads to better support the system. The transit system in the Salt Lake Valley is connected, requiring collaboration between agencies and surrounding cities. Agencies including UTA and WFRC have extensive plans for transit expansion and development surrounding transit corridors that have the potential to more efficiently connect the entire valley to key destinations. This plan aligns with recommendations from [The Wasatch Choice Vision](#) and [The Utah Transit Authority Long Range Transit Plan](#).

The plans highlight several planned improvements within the City. These improvements can be found in the Holladay Horizons Map Portal.

ACTIVE TRANSPORTATION

The City's ongoing focus on walkability, trails, and bicycle infrastructure is expanding recreational options in meaningful ways. Throughout the planning process, residents expressed a strong and consistent desire to enhance connections for pedestrians and cyclists between neighborhoods and beyond. In 2020, the cities of Cottonwood Heights, Holladay, Midvale, Millcreek, Murray, and Taylorsville collaborated to develop the Mid-Valley Active Transportation Plan, a regional strategy aimed at improving mobility for residents who commute and recreate across municipal boundaries. The plan identifies six key projects within or intersecting Holladay that form part of the regional backbone network and provide a clear framework for prioritizing local pedestrian and bicycle improvements over the next decade.

This General Plan reinforces the goals of the [Mid-Valley Plan](#) and establishes a local policy foundation to support its recommendations. While the Mid-Valley Plan remains the guiding document for regional active transportation planning, this General Plan aligns with its vision and incorporates its priorities to ensure consistency and coordination at both the city and regional levels. The plan proposes priority areas for extensions and additions to Pedestrian and Bike Networks as outlined below.

HOLLADAY'S PEDESTRIAN NETWORK

The existing and planned pedestrian network, or pedestrian corridors, consists of sidewalks, streets, and pedestrian crossings as well as proposed trails on canals. Holladay has several concentrations of pedestrian destinations, with the pedestrian corridors that connect them to the wider pedestrian network. The General Plan Pedestrian Network is shown in Figure 1.

The primary goal of the City's Pedestrian Network is to improve walkability and connectivity among neighborhoods, schools, parks, places of worship, commercial centers, places of employment, commerce, education, recreation, housing and other local destinations to ensure the safety, health, and comfort of pedestrians throughout Holladay. The ability to walk, bike, and even be in close proximity to nature, including street trees, open space, and scenic views has been shown to increase health outcomes in communities.

The City's Pedestrian Network is intended to support the development of walkable centers in important locations throughout the City. This goal requires the development of pedestrian connections within and outside of key areas of activity.

PEDESTRIAN PRIORITY AREAS

Holladay prioritizes safe and accessible infrastructure with a focus on features such as safe crossings, signage, sidewalks and visibility as critical components of the City's character. Neighborhoods have a mixture of complete sidewalks, partial sidewalks, no sidewalks, or are considered neighborhood byways that do not have sidewalks or improved

pedestrian crossings but are frequently used by pedestrians and cyclists as well as cars. Neighborhoods throughout the city as well as community members have different preferences for pedestrian improvements and different improvements are more significant in certain areas. There are several types of areas where the City prioritizes safety features like safe crossings, signage, sidewalk, and visibility.

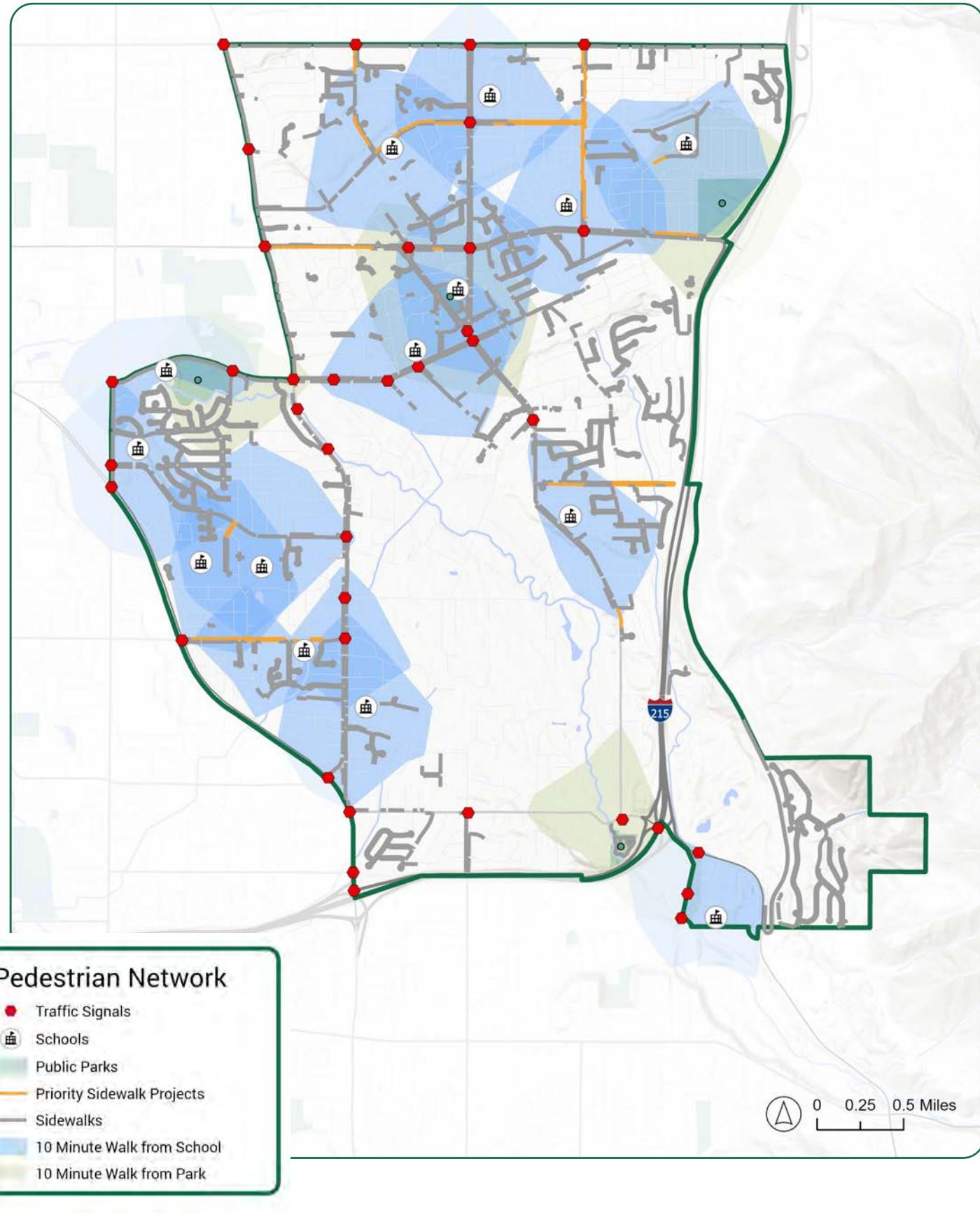
1. Within Mixed-use Nodes:

- Creates a consistent, safe, and comfortable pedestrian experience;
- Accommodates moderate to large volumes of pedestrians;
- Ensures highly visible and convenient crossings, especially crossings on larger streets;
- Contains pedestrian infrastructure and amenities such as pedestrian-scale lighting, street furniture, and public art;
- Provides equal opportunity for diverse users by aligning with ADA guidelines;
- Aligns wayfinding or other design features; emphasizes key views when possible; celebrates the character of Holladay.
- Areas surrounding mixed-use nodes link seamlessly to sidewalks within the node, pedestrian safety improvements extend into the surrounding neighborhoods to allow safe access for nearby residents.

2. Near schools and public parks:

These areas should provide for a comfortable

Figure 5. Pedestrian Network Map



and consistent pedestrian experience with additional sidewalk width along busy arterials or other buffering methods, enhanced and signalized crossings, and contiguous sidewalks. Where possible sidewalks and crossings should align with ADA accessibility guidelines.

3. Neighborhood Pedestrian Connections: These may include streets with sidewalks or shared use neighborhood byways. Where sidewalks exist within neighborhoods priority for new sidewalk installations should be given to those areas that would fill a gap in sidewalk continuity. Areas without existing sidewalks and those located more than 10-minute walk from schools, parks, or the mixed use nodes are not considered high priority sidewalk areas. Regardless of street improvements in the interior streets of residential neighborhoods, there should be highly visible and convenient crossings at major roads.

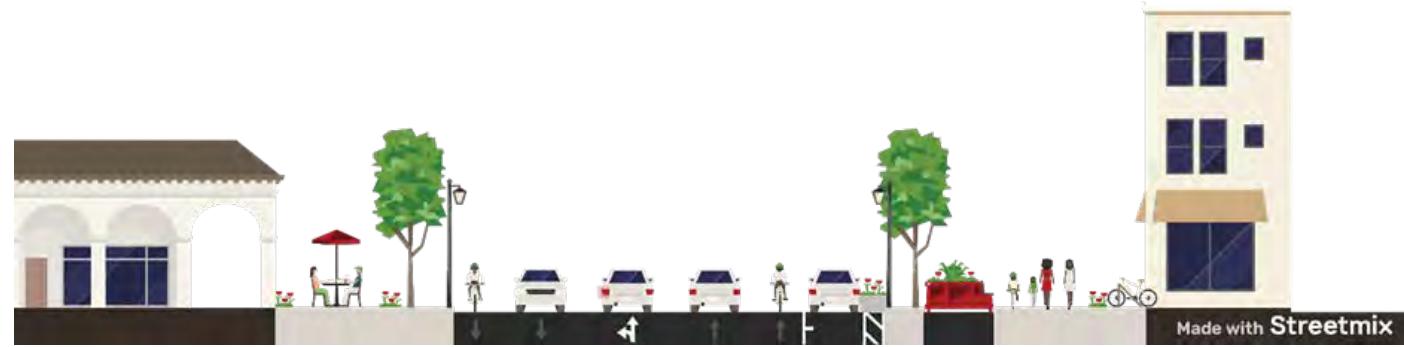


Figure 6. Within Mixed-Use Nodes Street Section

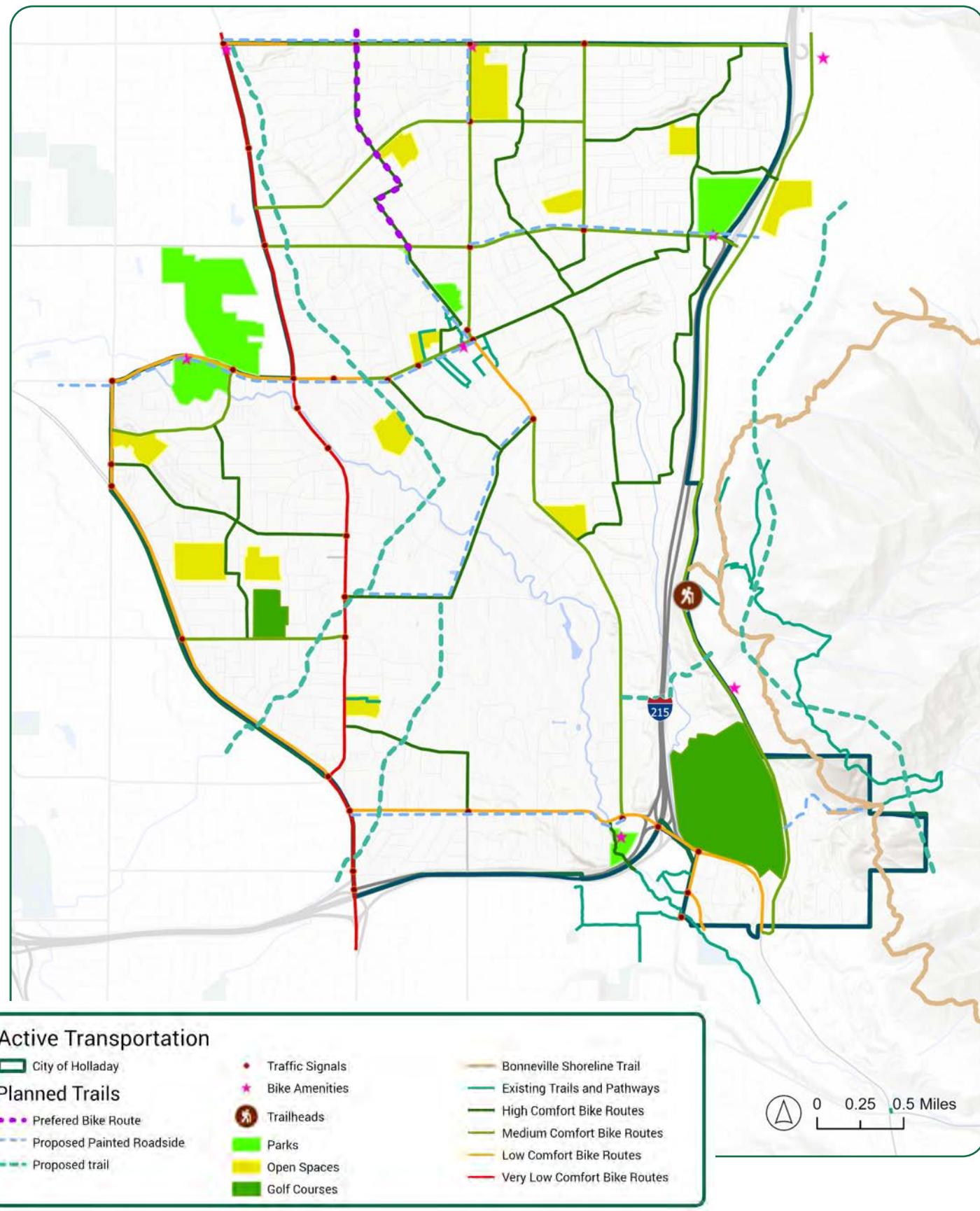


Figure 7. Near Schools and Public Parks Street Section



Figure 8. Neighborhood Pedestrian Connections Street Section

Figure 9. Active Transportation Map



HOLLADAY'S ACTIVE TRANSPORTATION NETWORK

The bicycle network consists of existing bicycle corridors and their associated facilities, bicycle corridors/facilities planned for construction, and a series of proposed bicycle/pedestrian trails, including an extension of the Bonneville Shoreline Trail. The primary goal of this element is to develop Holladay's Bicycle Network with the understanding that it serves different types of riders, those who are casual, recreational users and those who are commuters. Holladay's Bicycle Network is part of a regional system of bicycle routes that ensure a wider ridership than just Holladay's citizens.

Figure 2 shows the General Plan Bicycle Network while Table 2 shows the existing and proposed pedestrian trails, excluding shared-use trails and sidewalks.

Bicycle corridor classifications vary in terms of scale of trip and the types of riders to which a corridor or facility is oriented:

Proposed Trail: A non-motorized facility, paved or unpaved, physically separated from motorized vehicular traffic by an open space or barrier.

Proposed Painted Roadside Bicycle Facility: A portion of a roadway that is designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Preferred Bike Route: A segment of road designated by the jurisdiction having authority, with appropriate directional and informational markers, but without striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Table 2. Existing and Proposed Pedestrian Priority Trails

Existing Trails	Length
Heugh's Canyon/BST	0.25
Proposed Trails*	
Holladay/Wasatch Blvd. Connector	0.5
East Jordan Canal	1.3
Jordan and Salt Lake Canal	2.7
Total Proposed	
	4.5

MAJOR CORRIDORS

HIGHLAND DRIVE

Over many years, Highland Drive has transformed from a quiet neighborhood street with roots in residential settlement and farming to a busy major north-south arterial. Today Highland Drive connects Holladay to Salt Lake City to the north and Cottonwood Heights to the south while serving a mix of residential, commercial, and institutional uses. To maintain current community character along certain residential sections of Highland Drive, the 2017 Highland Drive Small Area Master Plan introduced policy to cap residential density to five units per acre or less along the corridor. Recent planning initiatives, such as the Holladay Crossroads Zone, aim to transform portions of Highland Drive into a more pedestrian-friendly environment with mixed-use developments, improved aesthetics, and enhanced transportation options. The corridor is also a focus of the Local Link study, which seeks to identify transit improvements to better serve the growing population.

MURRAY HOLLADAY ROAD

Murray Holladay Road is a key east-west connector that links the city center to surrounding areas, including the neighboring city of Murray. The road supports a variety of land uses and provides access to local businesses, schools, and residential neighborhoods. Efforts to enhance this corridor include

improving traffic flow, pedestrian safety, and bicycle infrastructure to accommodate diverse transportation modes. Coordination with regional transportation plans ensures that Murray Holladay Road continues to meet the evolving needs of the community.

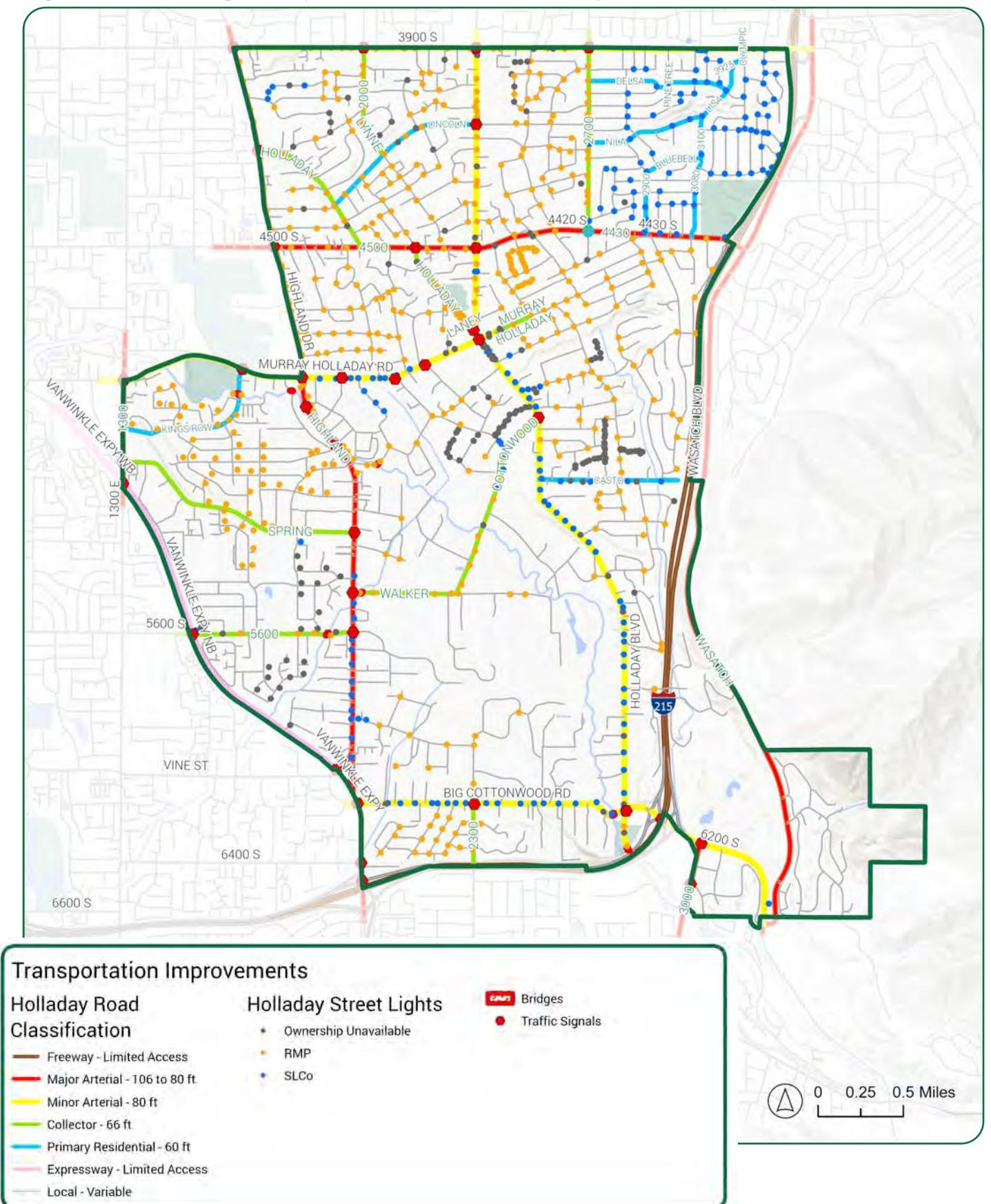
2300 EAST

2300 East is a significant north-south route that runs through residential neighborhoods and provides access to local amenities. The street's design emphasizes neighborhood character while accommodating vehicular, pedestrian, and bicycle traffic. Future improvements aim to enhance safety, maintain the residential feel, and support alternative transportation modes through traffic calming measures and infrastructure upgrades.

HOLLADAY BOULEVARD

Holladay Boulevard is a central thoroughfare that embodies the City's historic charm and serves as a focal point for community activities. The boulevard features a mix of local businesses, public spaces, and residential areas. Enhancements to Holladay Boulevard focus on preserving its character while improving walkability, supporting local commerce, and integrating transportation improvements that align with the City's vision for the community center.

Figure 10. Existing Transportation Network and Improvements Map



Holladay's Horizon (Goals and Policies)

GOAL 1. Design, operate, and maintain streets that are safe, comfortable, and welcoming for all users, including people walking, biking, rolling, riding transit, and driving.

Policy 1.1. Incorporate Complete Street design principles on the primary city roadway network to improve safety and comfort for pedestrians, bicyclists, transit riders, and drivers.

Action 1.1.i. Include Complete Street designs as part of roadway reconstruction or overlay projects on high priority corridors. This should include bike lanes, wider sidewalks, and traffic calming measures.

Action 1.1.ii. Create typical cross sections in the roadway standards to communicate the desired use and mix of users in the right-of-way.

Policy 1.2. Ensure new and updated infrastructure is accessible, meeting Americans with Disabilities (ADA) standards.

Action 1.2.i. Install accessible pedestrian signals (APS), directional curb ramps, and high-visibility crossings at major intersections within a half-mile of schools or parks.

Policy 1.3. Improve high-crash locations with data-driven improvements such as crosswalk enhancements, traffic calming, and intersection redesign.

Action 1.3.i. Regularly assess the transportation network to identify high-crash locations.

Action 1.3.ii. Prepare a Vision Zero Safety Action Plan (SAP) to establish a city-wide Vision Zero framework to reduce fatal and serious injury crashes.

Action 1.3.iii. Implement improvement projects with visual roadway narrowing, median pedestrian refuge islands, signal timing adjustments, curb extensions, leading pedestrian intervals, etc. For large intersection or roadway projects, include safety features such as improved sight lines or raised medians.

Policy 1.4. Prioritize Safe Routes to schools and community locations to create connections to safe and direct walking and bicycle routes which will provide safety benefits for all residents, including children and families.

Action 1.4.i. Partner with Utah Department of Transportation (UDOT) to improve crosswalk and sidewalk conditions along state routes within city limits.

Action 1.4.ii. Regularly coordinate with school districts to update Safe Routes to School plans.

GOAL 2. Maintain a resilient transportation network and protect and invest in existing infrastructure to ensure durability and reliability.

Policy 2.1. Coordinate infrastructure upgrades with utility and development projects to minimize construction disruptions and maximize investment efficiency.

Action 2.1.i. Ensure proper coordination between planning and engineering. Consider imposing utility work/roadway work moratoriums after completing a roadway project.

Action 2.1.ii. Develop a transportation asset management plan to prioritize maintenance and upgrades of roads, bridges, sidewalks, and bikeways.

Policy 2.2. Pursue state and federal funding to support infrastructure repair, multimodal enhancements, and system modernization.

Action 2.2.i. Develop a list of state and federal grants and regularly check for updated grant opportunities. Apply for state and federal funding to support repair and system modernization.

Action 2.2.ii. Create resources that assist local businesses in finding and applying for grants to improve bike friendly infrastructure near commercial areas.

GOAL 3. Create a seamless transportation network that links neighborhoods to community destinations.

Policy 3.1. Identify priority bicycle, pedestrian, and trail corridors connecting destinations within Holladay and to neighboring jurisdictions, guided by the Mid-Valley Active Transportation Plan.

Action 3.1.i. Collaborate with neighboring jurisdictions to improve cross-boundary pedestrian, bicycle, and trail connections by identifying and addressing network gaps through infrastructure projects.

Action 3.1.ii. Create and install branded wayfinding signage to connect parks, trails, and key public destinations.

Action 3.1.iii. Identify transportation and active transportation projects that successfully connect Holladay Boulevard with Wasatch Boulevard ultimately connecting Holladay Village with Wasatch Boulevard and access to Big Cottonwood Canyon.

Policy 3.2. Eliminate gaps in pedestrian and bicycle networks within a comfortable walking and biking distance of parks, schools, civic spaces, and community facilities.

Action 3.2.i. Identify and address pedestrian and bicycle infrastructure gaps within a half mile radius of parks, schools, and civic facilities. Incorporate infrastructure needs into the annual budget and regular capital improvement program (CIP) planning.

Policy 3.3. Upgrade highly utilized bicycle facilities as identified in the active transportation network to be separated from the roadway when and where feasible.

Action 3.3.i. Install demonstration projects to test separated bicycle lanes and quick-build pedestrian improvement projects such as painted curb extensions with delineators on high-potential corridors.

Policy 3.4. Improve trail crossings to be safer, more comfortable, and more convenient.

Action 3.4.i. Enhance trail crossings with pedestrian-activated signals, curb extensions to shorten crossing distances, and clear signage to alert motorists of trail users.

Policy 3.5. Improve transit service and connectivity in areas with strong ridership potential and connections to housing, education, employment, recreation, and shopping.

Action 3.5.i. Coordinate with UTA to conduct a ridership demand study and monitor ridership.

Action 3.5.ii. Work with UTA to upgrade high-priority service routes to enhanced bus, bus rapid transit, or streetcar/light rail service. Collaborate with neighboring jurisdictions such as Cottonwood Heights, Millcreek, and Salt Lake City to advocate for regional enhancements.

Policy 3.6. Invest in transit supportive infrastructure including unique shelters, seating, shading, street lighting, sidewalks, and bike parking at transit stops and hubs.

Action 3.6.i. Identify high-priority transit stops and collaborate with UTA to upgrade these stops with amenities including shelters, shading, seating, and lighting.

GOAL 4. Create a high-quality public realm with attractive, accessible, and safe spaces for everyone.

Policy 4.1. Expand the City's sidewalk network prioritizing areas lacking pedestrian infrastructure or with high pedestrian potential.

Action 4.1.i. Identify zones lacking pedestrian infrastructure, then prioritize projects in areas with the highest pedestrian potential.

Action 4.1.ii. Identify specific neighborhoods where sidewalks are not present and are not wanted or needed by the property owners.

Policy 4.2. Encourage wide sidewalks with a landscape buffer, where possible, that support city-preferred tree species on pedestrian-priority corridors as identified in the network vision map. Encourage wider sidewalk in higher-traffic areas.

Action 4.2.i. Require 6ft minimum sidewalks, landscaping buffers, and dark sky-friendly pedestrian-scale lighting for new developments along pedestrian-priority corridors. Provide cross sections and/or design manuals to developers.

Policy 4.3. Enhance character elements that improve the aesthetics and functionality of major corridors such as landscaping, decorative paving, and undergrounding utilities.

Action 4.3.i. Implement design standards that enhance the pedestrian environment, such as shorter pedestrian crossings through sidewalk extensions or pedestrian refuge islands, street trees, street lighting, landscape buffers, wider sidewalks, and wayfinding signage.

Action 4.3.ii. Create and maintain a citywide tree planting database focused on sidewalk shade and urban heat island mitigation. Provide cross sections and/or design manuals to developers.

Policy 4.4. Support development patterns that activate the streetscapes, including buildings fronting sidewalks, mixed-use zoning, and accentuated street crossings.

Action 4.4.i. Collaborate with local artists to install public art and placemaking elements at frequently visited community locations or along priority corridors for placemaking purposes.

Policy 4.5. Safely manage vehicle access to promote walking, biking, and transit in activity centers.

Action 4.5.i. When major road reconstruction is planned and where feasible, integrate pedestrian-friendly urban design infrastructure (e.g., curb extensions, pedestrian refuge islands) at intersections with high pedestrian activity or around mixed-use development centers such as Holladay Hills.

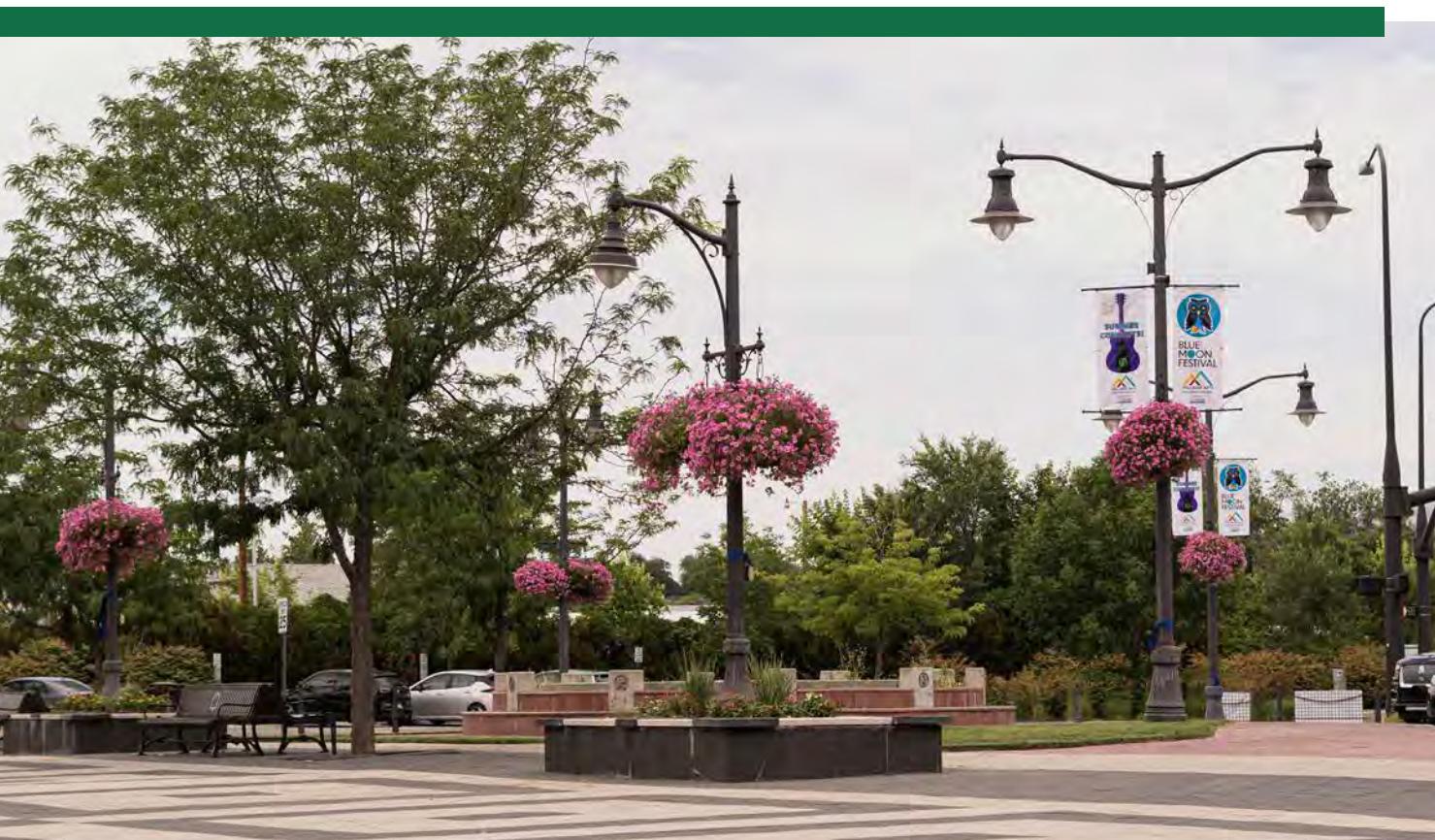
GOAL 5. Support sustainable growth through compact, mixed-use, and transit-friendly development as identified in the Future Land Use Map.

Policy 5.1. Incentivize compact, mixed-use development along key corridors and near transit stops to encourage walkability and reduce vehicle trips.

Action 5.1.i. When in alignment with policy direction in the Quality Neighborhoods Chapter, offer density bonuses for developments located within a quarter mile of a transit stop that also provide transit accessible and pedestrian-friendly, design elements such as pathway for more direct transit access or bicycle infrastructure such as secure bicycle lockers.

Policy 5.2. Update zoning and parking policies to align with transportation goals, such as reduced minimum parking requirements in walkable and transit-accessible areas.

Action 5.2.i. Continue to study and adjust, if necessary, off-street parking requirements to allow reduced minimums or shared parking in walkable areas or within a quarter mile of a transit stop.



GOAL 6. Support transportation programs that empower community members to advance mobility goals.

Policy 6.1. Provide partnerships and mobility services that connect people to transportation options, reduce barriers, and build community support for long-term transportation goals.

Action 6.1.i. Organize a regular Transportation Open House to gather community feedback and highlight improvements.

Policy 6.2. Promote education and outreach through partnerships with schools, law enforcement, and community partners to teach pedestrian, bicycle, transit, and driver safety.

Action 6.2.i. Organize events to encourage alternative transportation with schools, businesses, and senior housing. Activities could include “walking school bus,” bike-to-school/work days, and travel training with UTA.

Policy 6.3. Encourage active transportation to and from schools supporting the Safe Routes to School program.

Action 6.3.i. Apply for grants through UDOT’s Safe Routes to School program for funding to improve pedestrian safety in surrounding schools.

Action 6.3.ii. Apply to WFRC’s TLC program to complete long-range planning studies aimed at advancing the City’s transportation and land use goals.

Policy 6.4. Increase awareness and use of transit and shared mobility through collaboration with UTA and other partners.

Action 6.4.i. Partner with the Holladay Business Advisory Board, businesses, assisted living/senior housing and housing developments to promote transit pass programs and transportation benefits for local employees and residents. Programs can include subsidized transit passes or business incentives for businesses that established a transportation demand management program.

06

A STRONG LOCAL ECONOMY



Introduction

Holladay is known for its residential character, unique neighborhoods, and as a place that offers a high quality of life for residents. While its residential neighborhoods, great schools, and charming environment are the hallmarks of the City, it also supports a diverse array of unique local businesses that are well-loved by residents and visitors. Holladay's businesses are spread throughout a series of distinct nodes, each with their own characteristics, benefits, and challenges. The success of the Holladay Village redevelopment showcases the community's preferences for aesthetics, accessibility and scale of its businesses. Holladay seeks to continue to support its local businesses with an understanding that attracting similar economic opportunities can reinforce the community's desire to not only live in Holladay, but also to shop, learn, eat and play here. A key to economic success which has been identified by staff, experts, and the community is to ensure that Holladay's major nodes are accessible not just by car, but that they are walkable and can be accessed via public or active transportation.

Ultimately the City needs a balance of sales tax, property tax, and other revenue to provide essential infrastructure and services. The City stewards public funds carefully, by identifying priorities. These are to provide: Safe Community, Excellent Public Assets and Infrastructure, Responsive, Efficient, and Sustainable City Government, Responsible Development that Enhances Community, and A Great Place to Live. A strong local economy not only offers a high quality of life by providing opportunities to shop, learn, and recreate, it also helps ensure that the City can continue to function efficiently.

VISION PRINCIPLE

Holladay supports existing local businesses and builds upon commercial areas improving infrastructure and resources.

Key Considerations

GENERAL FUND REVENUE

The City's highest source of revenue is currently property taxes and Holladay is unique in that situation when compared to the other cities in the region.

Maintaining and increasing property tax revenues should be a primary concern for the long-term economic health of the City. Property tax values are directly affected by:

- Access to good schools;
- Feeling safe in one's home and community;
- Having easy regional access, particularly to Downtown and the University; and
- Living in beautiful neighborhoods, with tree lined streets and varied architecture.

Although the list above is not exclusive, these values create a unique sense of place and make Holladay's properties some of the most valued in the region, and thereby continuing to maintain the high property values and the property tax revenues that the City relies on. Future

development decisions should consider the impacts to all properties in the City. Additional development within the City's major commercial nodes like Holladay Village, Millrock, and Holladay Hills will help to increase the City's property tax revenues as well as increasing sales tax revenues.

The 2025-2026 budget showed that about one third of the City's revenue came from the City's sales tax and about 36 percent came from property tax. This reflects a slight decrease in sales tax revenue from the previous year after several years of sustained growth. The 2025-2026 budget highlights an increase in new growth from property tax, meaning that new residential or commercial development, improvements, or expansions added to the City's tax base. The City's operations cover police and fire services as well as its various departments, staff, and infrastructure improvements that keep people moving efficiently. As costs for infrastructure and other services continue to rise, healthy property and sales tax growth is vital for the City.

SALES TAX BASE

TRENDS

Over the last 20 years, Holladay's sales tax has grown at a rate of 5.4 percent per year. Despite economic concerns in the United States through the COVID-19 period of 2020 through 2021, Holladay posted some of its highest year-over-year growth numbers on record, with sales increasing 21.5 percent in 2020 followed two more years of above average growth. These increases were likely the result of an increase in the number of businesses within the City and changes to the way that Holladay collects sales tax on online sales.

While it is unlikely for Holladay to maintain double digit annual sales increases in the near term, the broader trend remains stable and positive for the City. New or continued development in mixed-use nodes like the Holladay Hills redevelopment and continued growth in the Holladay Village are adding commercial, retail and office space to the City, encouraging new business that define these areas as places to go for a wide array of goods, services, and employment. Several of the mixed-use nodes throughout the City have seen economic development in recent years (especially since 2000), and each of them have different strengths and weaknesses. The City should maintain infrastructure, encourage a variety of transportation options between and within these nodes, and allow for development that maintains momentum for new and existing businesses alike.

ECONOMIC DISTRICTS

The City's mixed-use nodes drive the majority of the City's economic activity and growth. These are the Holladay Village, the Holladay Crossroads, the Highland Drive corridor, Millrock, and the Holladay Hills redevelopment emerging as a new key node. Most of Holladay's land is residential (76% of the total land), with relatively little used for commercial or employment (15% of the total land). Given Holladay's limited space available for commercial development, utilizing these spaces well will continue to add vibrancy to the City's commercial nodes, support the City's sales tax base, and provide positive experiences for residents. Each major node is described below.

HOLLADAY VILLAGE

Holladay Village is a thoughtfully redeveloped district that serves as a vibrant commercial and social hub. It features a mix of retail, dining, and community services, with a strong emphasis on local businesses. Residential units and offices are located on some units above the ground floor creating consistent activity throughout the day. The area attracts visitors for its quaint, community-oriented atmosphere with boutiques, cafes, salons, and professional services. Holladay Village attracts both residents and visitors seeking a walkable, upscale, and welcoming environment.

This area is also Holladay's largest economic hub, generating \$51 million in sales in 2023, nearly double the Holladay Crossroads small area (the next largest economic hub in the City). One third of the sales in Holladay village are from food and beverage retailers and another fifth of the sales in the areas are from

food and beverages places, like cafes and restaurants. These businesses not only generate considerable sales tax revenue, they also contribute to the character of the center as a place to go, stay, eat and drink. The Holladay Village's proximity to City Hall also means that community events bring people together, utilizing the plaza as well as businesses. The Holladay Village has been used as a case study by many communities in the State, as an example of thoughtful design with business and community engagement, meaning that the Village isn't just important for the City and its residents but for the entire region.

While design and planning for the redevelopment began in the early 2000s, the Holladay Village is not done growing and redeveloping. Within the last several years, expansion of the village west down Murray Holladay Boulevard has added mixed use development with additional commercial and residential space. The redevelopment has filled in gaps between existing businesses, helping bring people in to visit many businesses at once. As the Holladay Hills development continues to grow, Murray Holladay Boulevard which connects these two mixed-use nodes will become an increasingly important connection.

HOLLADAY HILLS

The Cottonwood Mall site, now known as Holladay Hills, is a 56-acre site that is evolving into a mixed-use economic district. Although it is still under development, it is already generating economic activity through construction jobs and the addition of new housing options including townhomes, apartments, and condos. Retail and office spaces including the repurposed

Macy's building are beginning to open, demonstrating the area's emergence as a major commercial center. Plans propose nearly 750,000 square feet of new commercial space and 600 residential units, which will make it one of Holladay's largest mixed-use nodes.

HOLLADAY CROSSROADS

The Holladay Crossroads area is the second largest economic district within the City by gross sales, generating \$26 million in 2023. Food and beverage businesses, including grocery stores, are the primary drivers in this area. Holladay Crossroads also has redevelopment potential located at a key intersections between Highland Drive and I-215.

HIGHLAND DRIVE

The Highland Drive small area is the third largest economic district within the City by gross sales, generating \$23 million in 2023. Within the area, food service is the number one sales generator followed closely by repair and maintenance businesses. This district is one that may see change within the life of the plan because of underutilized properties, planned improvements to Highland Drive, and its proximity to growth in the adjacent City of Millcreek. See Chapter 5 Walkable and Connected Community and the Highland Drive Master Plan for more information.

MILLROCK

Millrock, also known as Millrock Park, is a major economic district in Holladay. Four buildings containing over 490,000 square feet of Class A office space attract professional firms, tech companies, and corporate offices. Although the area is primarily comprised of offices, it includes

supporting amenities like restaurants, hotels, cafes, and fitness centers that serve the area's residents and visitors. Located near I-215, Millrock generates substantial employment, attracts investment and boosts Holladay's tax base, serving as a key economic driver for the City. This area already supports larger employment firms and is in a strategic location to cater to Wasatch Canyons visitors.

SMALLER COMMERCIAL NODES

Holladay's larger commercial nodes are the primary driver of the City's sales tax generation, however there are many areas throughout the City with long-standing businesses that also contribute to Holladay's character, and residents' daily life. These smaller nodes are generally surrounded by residential neighborhoods and are patroned by many residents and visitors. While residents have voiced concern about the spread of commercial uses from major corridors and commercial nodes into neighborhoods, there is a general sense that these small commercial areas serve the community and should remain at the same scale. These nodes range in size from the Black Diamond campus, which support hundreds of jobs, to relatively small nodes on 4500 South and at the intersection of 3900 S and 2300 E.

SALES LEAKAGE

While Holladay has considerable economic activity primarily within its mixed-use nodes, the City loses considerable sales to surrounding cities. Sales leakage is a concept that helps identify where Holladay outperforms and under-performs in sales compared with neighboring communities. Holladay

significantly outperforms state averages in the sectors of non-store retailers, or online retailers. Because over 76% of the land in Holladay is used for residential uses, it follows that the City under-performs in certain commercial uses that require a large amount of space, for example general merchandise stores like big box retail and car sales.

The City is not a major provider of motor vehicle sales or repairs, building materials and garden equipment, or general merchandise. Many of these types of sales or services require relatively large lots or are generally considered "big box" retail. While the City under-performs in these types of sales, access to nearby communities' retail coupled with the desire to retain Holladay's character does not suggest a need or desire to encourage growth in these types of sales. Holladay has relatively strong food and beverage sales and health and personal care sales. Though the City does not perform as well as the state average, these are the types of goods and services that community members have voiced strong support for. Lastly, the accommodation industry is also relatively strong among the City's economic sectors, especially in areas near Big Cottonwood Canyon. Outdoor recreation and accommodation are a key opportunity for the City because of its proximity to the Cottonwoods and Millcreek Canyon where hotels and other types of accommodations are strategically located and can generate considerable sales tax.

EMPLOYMENT AND WORKFORCE

The City of Holladay is unique in its land use, location, mixed-use nodes, and its people. Holladay, like many cities in the region, employs many from outside its borders and many residents travel beyond the City limits to work. According to the most recent 2023 5-year ACS data estimates, Holladay has 24,578 residents who are workforce eligible and a current employed workforce of 15,475 with an unemployment rate of 2.9%. Holladay serves as a moderate employment base within Salt Lake County with less workers entering the City each day (10,495) than leaving it (14,203), only 978 people live and work within the City (9%). Many workers commute via personal vehicle (70%) with an average commute time of 20 minutes to work. A sizable number of residents of Holladay also report working from home (22.7%). The City's workers are highly paid. The median household income in 2023 was \$112,369 per year, higher than the Salt Lake County median income of \$94,658.

The top three sectors that Holladay residents work in are management occupations (13.7% with an average salary of 111,000), business and financial operations occupations (9.6% with an average salary of 80,000), and office and administrative support occupations (9.5% with an average salary of 35,077). The major industries in the City (jobs that are located with Holladay) are healthcare and social assistance; professional, scientific and technical services; and educational services. For more information about Holladay's jobs and workers visit the Holladay Horizons [Plan Portal](#).

COMPETITIVENESS AND TARGET INDUSTRIES

EXISTING INDUSTRIES

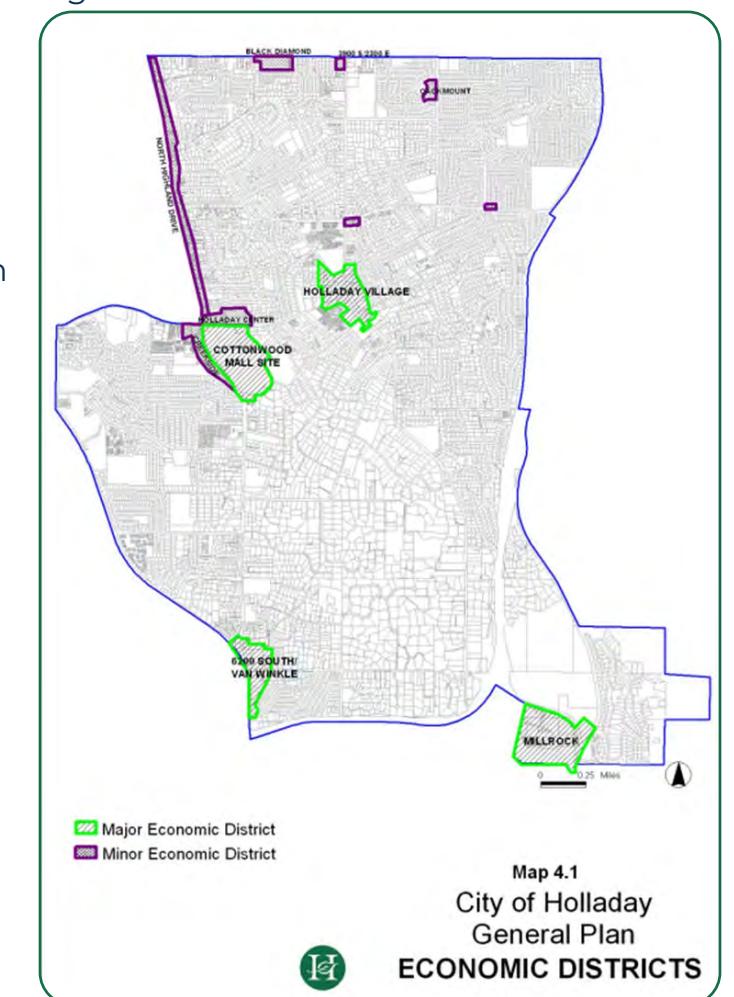
Holladay has a more office space per capita than Salt Lake County, nearly 40 square feet of office per person compared to 36 square feet per person in the county. This is a much larger share of the city's overall commercial space when compared to the county, highlighting an important opportunity for two of the City's existing major industries, healthcare and social assistance and professional, scientific and technical services and other industries that depend on office space. Millrock currently supports a considerable amount of this office space.

Millrock also supports considerable accommodations, particularly hotels. As noted, the City's proximity to the Cottonwood Canyons and Millcreek make it a great place to stay for visitors. While the Millrock area caters toward these visitors, there is opportunity to expand that, especially as the region looks forward to the 2034 Olympics when visitors from across the globe will be coming to the region to train, perform, and spectate. Improving access to the Millrock area from the Holladay Village could further improve the City's connections to these major regional destinations opening more opportunities for outdoor recreation and accommodations.

BUSINESS RETENTION AND ATTRACTION

The City has thoughtfully administered regulations to guide the development of Holladay Village, Holladay Hills, and the Millrock districts through the zoning ordinance and small area plans. Major considerations are connectivity and circulation, both within these nodes and between them. See additional information about connectivity in the Walkable and Connected Community Chapter. Other key concerns for business owners are access to parking or active transportation for clients and employees, thus balancing sufficient parking and streetscape elements to encourage walkability are important in all of Holladay's mixed-use nodes. Finally, the City has limited commercial space, redevelopment of mixed-use nodes must be thoughtful to provide a variety of spaces for potential business. This has been done through the redevelopment of the Holladay Village and is an important component of the Holladay Hills redevelopment. While every node does not have a full variety of space types (i.e. office, retail, restaurants, etc.) each of the nodes can cumulatively provide for a variety of scale, accessibility, and unique character that allows for the type of clustering that encourages visitors to stay and frequent many businesses in one trip.

Figure 11. Economic Districts



Holladay's Horizons (Goals and Policies)

GOAL 1. Collaborate to enhance existing commercial property values and promote new development while maintaining neighborhood stability.

Policy 1.1. Identify opportunities for and maximize the feasibility of commercial redevelopment and infill within existing commercial areas.

Action 1.1.i. Investigate the feasibility of increased density for commercial developments, parking reductions for commercial businesses, and setback reductions within key commercial nodes.

Action 1.1.ii. Consider code amendments based on the result of completed studies.

Action 1.1.iii. Engage the Holladay Business Advisory Board as a key stakeholder in feasibility studies and ordinance updates.

Action 1.1.iv. Evaluate existing commercial buildings and support redevelopment of strip centers as mixed use activity centers.

Policy 1.2. Provide opportunities for property owners to maintain and enhance the appearance of commercial nodes.

Action 1.2.i. Review and strengthen use and architectural standards in existing commercial zones.

Action 1.2.ii. Enhance commercial nodes with new amenities that attract and retain new businesses.

Policy 1.3. Continue to support existing neighborhood development patterns and incremental density increases to maintain Holladay's unique character.

Action 1.3.i. Consider code amendments that allow duplexes and ADUs in residential areas to incrementally increase the number of residents, while maintaining the scale of neighborhoods.

Action 1.3.ii. Consider allowing additional density in transition areas surrounding the City's most active nodes, especially Holladay Village, Holladay Crossroads, and Holladay Hills. Additional housing units in these areas are located to allow for more active transportation to commercial nodes, potentially strengthening businesses and providing opportunities for affordability.

Policy 1.4. Enhance connectivity from Holladay's residential neighborhoods to its primary commercial nodes to promote accessibility, increase trip-chaining, and sales capture.

Action 1.4.i. Consider implementing a Community Redevelopment Agency (CRA) connecting Holladay Village and the Millrock area to facilitate additional commercial growth and transportation connectivity. Commission or develop a feasibility and fiscal impact analysis for a potential CRA.

Action 1.4.ii. Consider changing the uses and/or regulations that apply to Murray Holladay Boulevard between Holladay Hills and Holladay Village.

GOAL 2. Encourage and promote employment at key economic nodes within the City.

Policy 2.1. Collaborate with local employers to increase prominence and understanding of job openings and availability among local employers.

Action 2.1.i. Host a City-sponsored job fair/event with local employers invited to attend.

Action 2.1.ii. Identify and attract key employers as catalyst businesses for Millrock, Holladay Hills, and potentially the Holladay Crossroads areas.

Policy 2.2. Raise Holladay's visibility within the outdoor recreation industry and among local and regional recreation enthusiasts.

Action 2.2.i. Develop and promote an "Explore Holladay Outdoors" campaign with a local or regional marketing firm to improve awareness of local recreation businesses.

Action 2.2.ii. Integrate outdoor recreation into the City's event programming, considering local races or events related to the 2034 Olympics.

GOAL 3. Support and facilitate cultural, arts, and community activities that increase visitation to complementary businesses.

Policy 3.1. Continue to support cultural activities and events in the Holladay Village district, at City Hall, and on the Village Plaza.

Action 3.1.i. Collaborate with local businesses, artists, and community groups to program spaces and event schedules.

Action 3.1.ii. Seek to promote, engage, and connect businesses in Holladay through outreach, programs, education and networking experiences similar to Community Choice Awards, Business Spotlight, E-Newsletter, and Ribbon Cutting ceremonies.

Action 3.1.iii. Leverage the City's sense of place and community to support existing community and economic assets.

07

REMARKABLE RECREATION AND NATURAL SPACES



Introduction

Holladay's natural environment is one of its most defining features, shaping the City's identity and elevating its residents' health and quality of life. Though much of the city is built out, residents enjoy unparalleled access to open spaces, ranging from neighborhood parks and school fields to the expansive recreational offerings of the nearby Wasatch Mountains. City-owned parks are complemented by regional assets such as Big Cottonwood Regional Park, Olympus Hills Park, and Creekside Park—all owned and managed by Salt Lake County, as well as facilities provided by the Granite School District. These shared resources, along with golf courses and other private recreation areas, contribute to a lifestyle deeply rooted in outdoor access and natural beauty.

VISION PRINCIPLE

Holladay nurtures its public amenities and natural spaces, ensuring that its breathtaking views, access, and quality recreation spaces are maintained now and for future generations.

KEY CONSIDERATIONS

NATURAL RESOURCES

Holladay benefits from a wealth of natural resources throughout the City including a mature tree canopy, stream corridors, and groundwater recharge areas that not only enhance the visual character of neighborhoods but also provide essential ecological functions. Big Cottonwood Creek, Spring Creek, and Neff's Creek are among the most visible waterways, supporting riparian habitats and offering opportunities for nature-based recreation. The city's tree canopy—particularly in older neighborhoods—helps mitigate urban heat, improve air quality, and reduce stormwater runoff. However, many of these resources exist on private property or within utility corridors, complicating long-term stewardship. Preserving these assets will require a balance between individual property rights and citywide goals for preservation and resilience. As the community continues to grow and evolve, thoughtful planning and creative partnerships will be critical to protect and enhance Holladay's cherished natural features.

NATURAL HAZARDS

As a community nestled near the Wasatch Front, Holladay faces a range of natural hazards including wildfire risk, flooding and seismic activity. Wildfire risk is particularly acute in potential Wildland Urban Interface (WUI) areas on the east side of the city, where vegetation and steep slopes create potential for rapid fire spread. Flooding along stream corridors, landslides in hillside areas, and the threat of seismic activity from the Wasatch Fault which bisects the city, north to south, also present ongoing challenge to maintaining Holladay's resilience. While these hazards may not be visible day-to-day, they have significant implications for land use, emergency preparedness, and infrastructure resilience. Effective strategies for risk mitigation—such as vegetation management, updated building codes, and public awareness campaigns—will play an increasingly important role in ensuring the safety of residents in the face of growing environmental and climate-related pressures.

PARKS AND LEVEL OF SERVICE

Holladay's park system plays an essential role in supporting the community's recreational needs and enhancing neighborhood livability. The City currently maintains two community parks: City Park at 6.5 acres and Knudsen Park at 7.5 acres. Olympus Hills, one of the City's largest parks is managed by Salt Lake County. While there is limited land available for new park development within city limits, residents benefit from access to a wide array of nearby regional facilities. These parks offer a diverse mix of amenities such as sports fields, playgrounds, walking paths, and natural open spaces that serve residents of all ages. Additionally, school properties managed by the Granite School District provide another 60 acres of recreational space that support both school and community use. Taken together, City-owned, County-managed, and school-affiliated facilities provide Holladay residents with access to over 223 acres of publicly available recreational land. These shared resources are vital and underscore the importance of partnerships and strategic planning to maintain and improve recreational access for future generations.

OPEN SPACE

While the City does not manage designated open space, the proximity to the Wasatch Mountains presents opportunities for Holladay residents to enjoy easy access to hiking, biking, skiing, and other outdoor recreation activities. Equally important—but often less celebrated—are the private landscapes that give Holladay its unique feel. The mature trees, deep setbacks, and dense vegetation found in large-lot residential neighborhoods contribute significantly to the perceived open space and semi-rural feel. Though privately owned, these properties play a vital role in shaping the community's experience of nature and are treasured by residents citywide. The shaded lanes and quiet streets in these areas not only offer visual relief but also serve as inviting places to walk, bike, and connect with neighbors.

Holladay's Horizon (Goals and Policies)

GOAL 1. Promote safe and resilient development that respects Holladay's natural features and hazards.

Policy 1.1. Analyze and reduce wildfire risk to the community.

Action 1.1.i. Develop and adopt a Community Wildfire Prevention Plan (CWPP) that addresses Wildland Urban Interface (WUI) issues that impact those Holladay properties that are highly susceptible to catastrophic results from fire.

Action 1.1.ii. Adopt the Salt Lake County Mult-Jurisdictional Hazard Mitigation Plan as a city resource for hazard management.

Policy 1.2. Protect steep hillsides and slopes from development.

Action 1.2.i. Identify gaps in the ordinances that allow for inappropriate development in the geological hazard areas, foothills and canyons environments and in the forestry and recreation zones.

Action 1.2.ii. Review the Salt Lake County FCOZ ordinance for adoption.

Policy 1.3. Conserve riparian areas and surface waterways as defining features of the community.

Action 1.3.i. Avoid piping of streams and canals and explore opportunities to daylight creeks such as Spring Creek and Neff's Creek, where feasible, with consideration of water conservation and threat to property.

Policy 1.4. Implement new and innovative strategies to conserve water in the City's operations.

Action 1.4.i. Integrate the "Salt Lake County Big Cottonwood Creek Guide" into City policy where applicable.



GOAL 2. Ensure that the existing urban forest is protected and replenished as much as possible while respecting the rights and needs of private property owners.

Policy 2.1. Encourage the preservation of mature trees and the planting of new trees city-wide.

Action 2.1.i. Review current lot coverage standards to maintain private open space and natural vegetation.

Action 2.1.ii. Work with water providers to maintain methods that ensure secondary water delivery to support old-growth tree areas.



GOAL 3. Promote environmental programs and initiatives to improve community health and sustainability.

Policy 3.1. Reinforce regional and local efforts to improve air quality.

Action 3.1.i. Continue to support the valley-wide air quality measures such as UCAIR and other emission reduction programs.

Action 3.1.ii. Enforce the City's no-idling policy and actively look for ways to reduce unnecessary car trips.

Action 3.1.iii. Implement policies and regulation identified in the Connected Community Chapter to continue to reduce vehicle dependence in Holladay.

Policy 3.2. Encourage the use of renewable energy and green building practices.

Action 3.2.i. Identify and implement incentives for installing solar systems and incorporating green building techniques across residential and commercial developments.

Policy 3.3. Encourage community-based food production through education, land use flexibility, and support for local growers.

Action 3.3.i. Develop and implement an education program for the community to encourage urban agriculture and family food production.



GOAL 4. Continue to provide quality parks and open space for the community and visitors.

Policy 4.1. Maximize the functionality of existing parks, recreation, and trail facilities and resources through proactive maintenance and stewardship.

Action 4.1.i. Develop park, trail, and recreation facility classification standards that guide typical size, standard amenities, functions, programming, and maintenance tasks and intervals for each type of facility.

Action 4.1.ii. Reinvest in existing park, recreation, and trail infrastructure to ensure the longest lifecycle possible.

Action 4.1.iii. Develop an asset management plan to track lifecycle replacement needs, assist with planning for repair/replacement, and status for all parks, recreation, open space, and trail assets.

Policy 4.2. Assess parks, open spaces, and natural areas facilities to identify any user needs that are not being met.

Action 4.2.i. Continue to monitor trends and gather public feedback to inform decisions on new amenities using on-site survey tools, the community-wide survey, and other engagement methods.

Action 4.2.ii. Provide parks, and recreational facilities, and programs that offer diverse activities accessible to all age groups and abilities.

Policy 4.3. Increase access to new and existing parks and open space.

Action 4.3.i. Identify significant pedestrian barriers to existing parks and open spaces, especially major corridors and prioritize pedestrian improvements to increase access to existing parks.

Action 4.3.ii. Identify key gaps in the city's trail network that disrupt connections to regional trails and parks.

Action 4.3.iii. Partner with regional organizations, non-profits, and surrounding cities to plan and fund future trail connections.

Action 4.3.iv. Consider the use of existing canals to improve connections within the city's residential neighborhoods.

GOAL 5. Ensure that Holladay's parks and open spaces support its natural resources and beauty.

Policy 5.1. Promote climate- appropriate landscapes across parks, open spaces, trails, and recreation facilities.

Action 5.1.i. Reduce water use in city-managed lands by installing water-wise landscaping and with smart irrigation systems.

Action 5.1.ii. Enhance environmental literacy by demonstrating water-wise landscaping techniques in parks and with other educational on-site improvements like interpretive signs and programs.

Policy 5.2. Restore natural landscapes in city parks and open spaces.

Action 5.2.i. Direct the future development of site-specific restoration plans and invasive species management plans.



08

RESPONSIBLE RENEWAL AND INFILL



Introduction

Holladay is committed to growing thoughtfully balancing the needs of a dynamic, evolving community with the values that make it a desirable and livable place. As infill and redevelopment opportunities arise, it is essential that new growth integrates cohesively with existing neighborhoods, enhances community character, and supports long-term sustainability. Reliable infrastructure and public services—such as water, sewer, electricity, gas, law enforcement, fire protection, and street maintenance—are foundational to the health, safety, and quality of life for all residents.

Most of Holladay's municipal services are currently provided through contracts with outside agencies and private providers. While this model has been efficient, it limits the City's control over service levels and costs and leaves future access vulnerable to regional shifts. This chapter outlines a coordinated approach to responsible renewal that prioritizes infrastructure readiness, equitable service delivery, and environmental responsibility. By planning strategically, Holladay can ensure that growth strengthens, rather than strains, essential systems—continuing to deliver exceptional service while preserving the unique identity of its neighborhoods.

VISION PRINCIPLE

Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.

Key Considerations

SERVICE PROVIDERS

While the City of Holladay does not directly provide utility services to residents, it is well served by a comprehensive network of public and private service providers that support the community's infrastructure, safety, and quality of life. These systems are critical to ensuring that both existing neighborhoods and areas targeted for infill and redevelopment continue to receive exceptional services as the city grows.

To maintain long-term resilience and meet future demands, Holladay must regularly assess its service delivery partnerships—particularly for utilities and public safety—and take proactive steps to ensure their adequacy and reliability. Coordinated planning will be key to supporting thoughtful growth and sustainable change.

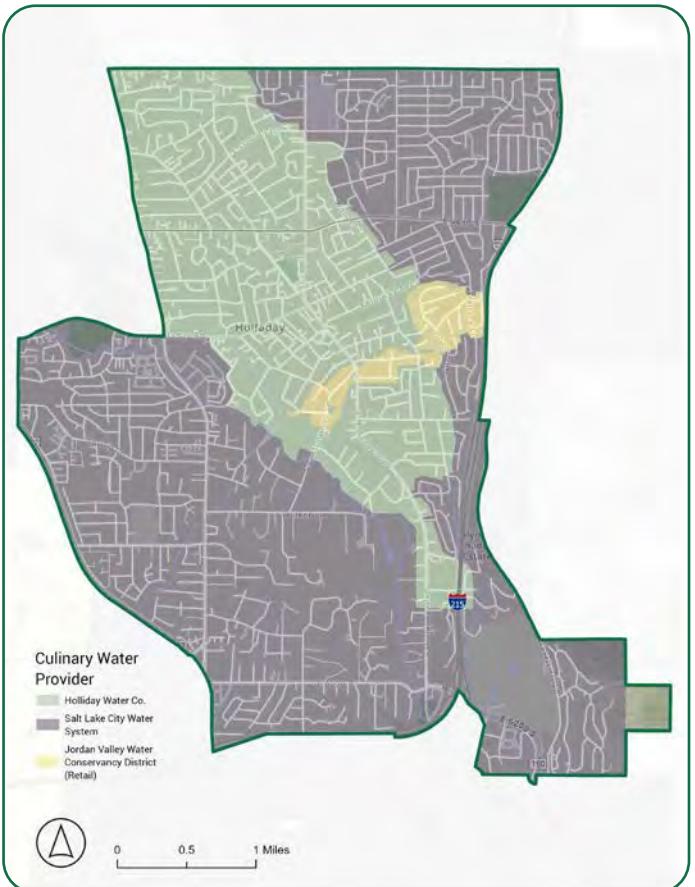
The City itself provides essential municipal functions such as planning and zoning, code enforcement, parks maintenance, and administration. Holladay contracts for fire, police and public works. Water, sewer, and sanitation are run by other entities.

Water is provided through a combination of sources, including [Salt Lake City Public Utilities](#), the [Jordan Valley Water Conservancy District](#), and the [Holliday Water Company](#). Holladay is within the Central Utah Water Conservancy District.

Sewer services are managed by the [Mt. Olympus](#) and [Cottonwood Improvement Districts](#), ensuring that waste is efficiently processed. Holladay is within the [Central Utah Water Conservancy District](#). In

addition to culinary water service providers, several irrigation and canal companies provide irrigation water delivery through various canals and irrigation lines/laterals. There are ten irrigation providers in Holladay.

Figure 12. Culinary Water Provider Map



THE WATER ELEMENT

EXISTING SUPPLY AND SOURCES

The State Water Conservation Act requires all public water systems with over 500 connections to develop a water conservation plan. These plans detail specific conservation goals that align with regional and state requirements and are required to be updated every five years.

Salt Lake City Public Utilities: The [Salt Lake City Public Utilities Water Conservation Plan](#) outlines the City water sources- surface waters, including Big Cottonwood, Parleys Creek, and City Creek, groundwater, and wells, and regional storage projects including the Provo River Project, Central Utah Project, and the Utah Lake System. The City's primary recommendations are to continue to curb water use, especially outdoor water use which is a majority of water used in institutional and residential land uses, and to identify additional tools to increase their ability to capture water from their current sources to meet the projected needs. The City also considers the effect of increasing global temperatures and changes in rainfall and recommends continued vigilance.

Holliday Water Company: The Holliday Water Company sources water from [Spring Creek](#) and [Big Cottonwood Creek](#) and two wells and serves about 3,000 households in Holladay. The company is owned in part by each property owner that receives services from the provider. The [Holliday Water Company Water Conservation Plan](#) highlights a plan to reduce water use from 2019's 209 gcpd to 197 gcpd by 2035. The plan highlights a downward trend in water use since 2005. While the company's current supply will meet projected demands conservation is still

a key goal based on State guidance and uncertainty in the future of the region's climate. Holliday Water encourages share holders to conserve water through education and other best management practices.

Jordan Valley Water Conservancy District:

The Jordan Valley Water Conservancy District (JVWCD) sources water from a variety of places, ensuring consistency to the city and individuals that rely on it. The [Water Conservation Plan](#) identifies these sources. Additionally, the district is participating in several new projects including treatment of brackish groundwater, expansion of existing sources, and the Bear River Project. The JVWCD serves several different municipalities in the Salt Lake Valley and provides water direct to customers. Understanding the JVWCD's per capita use is challenging because of their distribution and the wide variety of users.

Secondary Source Water Providers:

Privately owned and operated water companies have provided secondary water services to water rights within Holladay and neighboring jurisdictions. Water conveyance is dependent on canal and irrigation lateral networks. These private facilities are critical to be maintained and function as they cross a mixture of both public and private properties. Recognizing that new development can affect the integrity of irrigation networks, statutory obligations require provisions that prevent obstructions or unauthorized modifications. The City should continue to facilitate coordination between property owners and secondary water providers to ensure the integrity of these critical water systems. The Online Portal

illustrates irrigation company service area boundaries.

CLIMATE CONSIDERATIONS

Each of the provider's conservation plans note the importance of planning for a changing climate. Water supply is tied to precipitation and while some years may have higher than average snow and rain, other years are drier. Warmer temperatures begin earlier in the spring and extend later into the fall and there are longer periods of higher temperatures without precipitation. All of these factors conversely increase water demand. High demand and reduced supply are both further compounded when there are consecutive dry years.

WATER IN THE REGION

Holladay water providers source water from surface water that flows into the Great Salt Lake. When water is removed from its source for indoor culinary uses a large percent of it is returned to a water treatment facility, after which treated waste water is returned to the system. Water used for irrigation also returns to the system, but is lost at a higher rate than indoor water. While the City water providers are on track to reduce per capita use to meet the State requirement, additional water conserved flows to the Great Salt Lake. The level of the Great Salt Lake is closely tied to the region's air quality and other major environmental concerns. Every drop counts.

BEST PRACTICES

These best practices are identified by State programs and by Holladay's water providers. These tools combined with efforts from water providers and State agencies can help realize the significant

goals included in the conservation plans and those identified by the State, first in 2013 by the Governor and again in 2019 by the Utah Department of Water Resources.

Water efficient design standards: The Central Utah Water Conservancy District's conservation plan points out that over watering landscaping is a concern for all of Utah with Utahns apply up to 50 inches of supplemental water to a typical landspace that requires 21 inches of water. They identify that switching to less water intensive landscaping and reducing overwatering are significant opportunity areas for water savings and will have significant impacts on overall water use. Communities are requiring waterwise designs in new residential and commercial developments. These standards generally focus on street facing landscaped areas but may include landscaping in parking lots, side yards, and other type of spaces. Regulations vary significantly from city to city based on community preferences. Holladay adopted water efficient landscaping standards for new development in line with requirements by the Central Utah Water Conservancy District in 2023. Key elements include implementation of Localscapes principles, allowing turf only in areas that are 8 feet wide or wider, no turf in park strips, paths, or on slopes greater than 25%, and cannot cover more than 35% of the total landscaped area.

Education: Drought is an acute issue in the state. And while Holladay is a very green city, thanks to its thriving tree canopy and its considerable abundant landscaping, the strain can be felt even here. Awareness of the need for water conservation is an important step to action but other steps are also required.

Demonstration gardens, brochures, low water use plant lists, information about rebate programs, and basic design education programs are incredibly helpful to those contemplating changes to their existing landscaping or indoor appliances. Reducing barriers and increasing the likelihood that community members can and will change their outdoor and indoor water use habits can help not just the city but the entire region.

State Requirements and Incentives:

The Utah Water Savers program, a statewide program that originated with the Jordan Water Valley Water Conservation District and expanded with the help of Utah Department of Water Resources, offers state-wide rebates for toilet replacement, smart irrigation controllers, and lawn removal. Salt Lake Public Utilities has additional rebates and conservation incentives and guides for water customers. An additional rebate for trees and drip irrigation can be used in conjunction with an approved lawn removal project. The Utah Water Savers program has additional incentives for new construction in backyards. Rebates change over time and the Jordan Valley Water Conservancy District, Salt Lake City Public Utilities, and the Utah Water Savers websites are updated as these evolve.

Better meters and "Smart" controllers:

Metering of water use helps determine if over-watering is occurring or if a system leak is happening. Cost savings are considerable since leaks can go undetected for some time, where no

meter quickly alerts users or providers to changes in water usage. Central Utah Water Conservancy District identifies the metering of all secondary water connections by 2040 as an improvement in helping to meet water conservation goals. While metering is not utilized by irrigation and canal companies in their delivery of water, there is a larger program of monitoring of water shares that are delivered to owners. Smart controllers help determine soil moisture and to halt sprinkling when rain events provide sufficient water for landscaping. The Water Savers programs and others offer incentives for installation of these types of devices.

Monitoring: Many Utah communities have relatively limited access to quality water data. Because the City has three unique water providers and 10 irrigation providers, maintaining data in a centralized location can mitigate the confusion around where, when, and how water is used in the City, thus helping identify where water savings can be introduced.

Residents are encouraged to utilize tools by their water provider to assess their individual water usage. Salt Lake City Public Utilities has partnered with Utah State University to provide water use assessments for individual parcels with the [WaterMaps](#) application. Jordan Valley Water Conservancy District uses enhanced water bills and has a personalized web portal to provide water consumption feedback.



WATERWISE LANDSCAPES

There are 6 principles for any waterwise landscape installation. These are:

Planning and Design: Plan your landscapes so that plants with similar water needs are located in the same areas and you can set irrigation for each area to ensure that your types of plantings use water efficiently.

Soil Preparation: Give your soil the nutrients required to support your landscape without excessive water. Consider soil drainage and the correct plant to soil pairings to ensure healthy plants and efficient water use.

Plant Selection: Choose Utah's beautiful native plants or other plants that thrive in our sunny, dry climate.

Practical Turf Areas: We use turf as places for play. Reduce turfgrass that is not usable, especially in park strips, in narrow walkways and side yards, and along buildings.

Mulch: Protect soils and planting beds with mulch. This helps the ground retain moisture for healthy plants.

Efficient Irrigation: Install smart devices when possible and monitor over or under-watering and consistently adjust as needed. Water during the ideal times of the day, particularly early mornings.

These landscapes can be incredibly green and colorful. By considering local limitations, especially Utah's warm arid climate, landscapes can still be diverse and dynamic. The State and local water providers also provide rebates for certain types of landscape installations.



Figure 13. Utah State University Water Wise Landscaping Design Series

LAND USE AND WATER

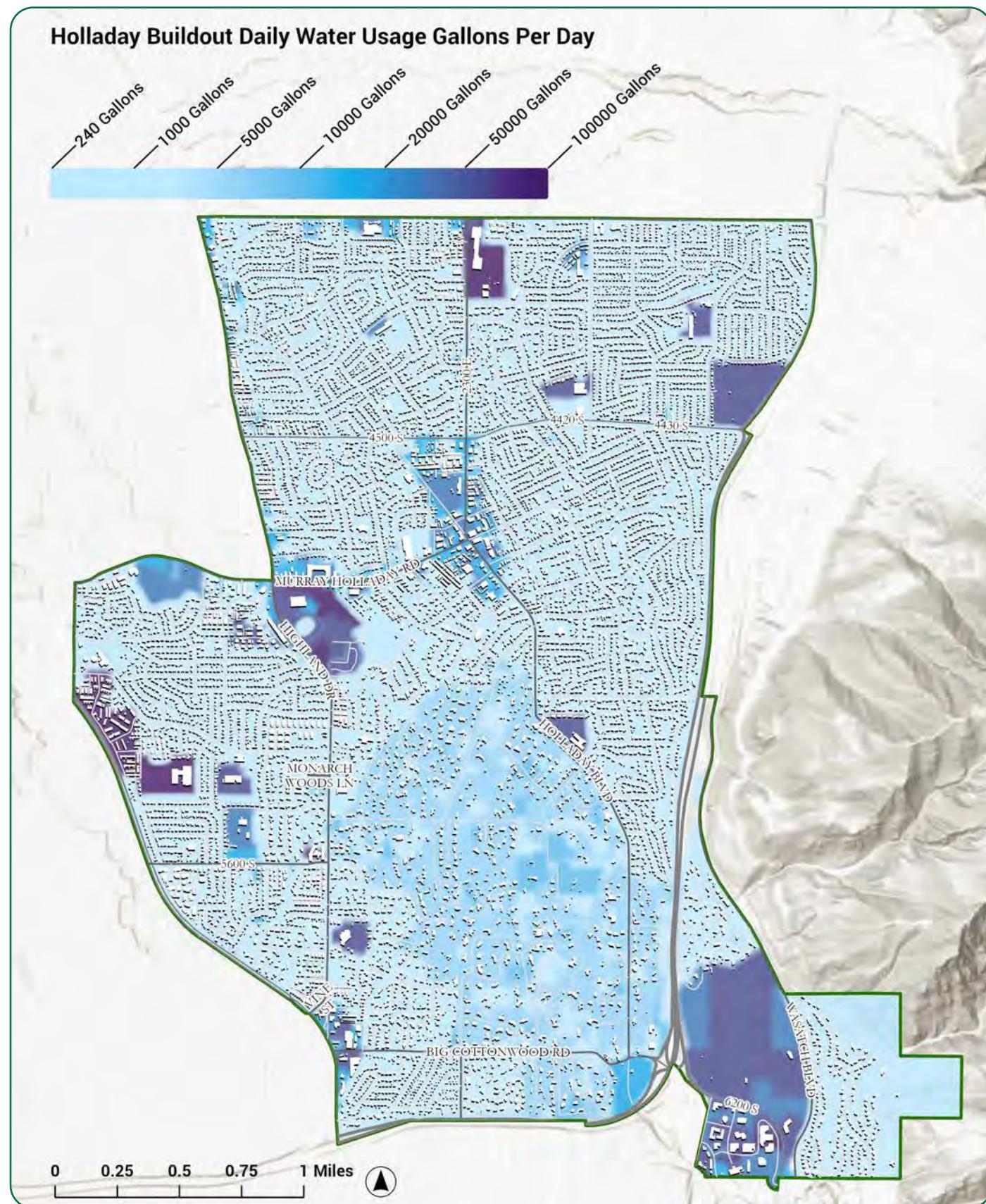
Gallons per capita per day is the common measurement for water use and is reported for all providers by residential (single-family residential), commercial (which includes multi-family residential), industrial, and institutional land uses. Holliday Water Company, Jordan Valley Water Conservancy District and Salt Lake City Public Utilities serve large areas and do not identify jurisdictional boundaries. Table 3 highlights the difference in single-family residential water use compared to other categories across all water providers, with Holliday Water Company having the most significant differences. While not all water providers show the differences in seasonal water use in their conservation plans, Salt Lake City Public Utilities shows that outdoor water use accounts for 60% of all residential water use, 50% of all commercial water use, and nearly 80% of all institutional use (used for parks and recreation). Salt Lake City Public Utilities also breaks down residential uses to various levels of multi-family use. Single family land uses use 65% of their water outdoors, duplexes use 45%, and triplexes up to apartments use 32%.

In order to understand the needs for the City based on the expected future land use, this element includes a model that projects water use based on the Future Land Use map. The Future Land Use map provides information about where and how intensely the City can anticipate growth that will impact its existing water resources. The map below highlights the areas in the county where the General Plan envisions additional residential, commercial, or industrial growth where it currently does not exist, thus adding additional connections to the existing water providers.

Future annual and per capita water usage for the City was modeled at the parcel level, with projections informed by future land use designations, an Areas of Change analysis, and established water use factors. Each parcel was modeled to represent both existing and anticipated future uses, accounting for changes in household and employment numbers where applicable.

Water Provider	Salt Lake City Public Utilities (2025)	Holliday Water Company (2019)	JVWCD (2024)
Residential Use	73	182	120.3
Commercial Use	72	13	25.6
Institutional Use	19	14	17.3
Total	174	209	167.8
Goal	174(2030), 164(2040)	197 (2035)	173 (2035)
DNR Salt Lake County Goal (2023)	187	187	187

Table 3. Daily per capita water use by type (in gpcd)



Future Land Use:

Water demand calculations were based on a future land use crosswalk table, which translated each land use into an equivalent residential unit (ERU) factor expressed in gallons per day (GPD). These ERUs are estimates of number of connections different residential and employment uses have. One residential ERU is equal to an average consumption of 240 gallons per day, while ERU for employment uses is 105 gallons per day.

- Residential land uses were modeled using ERUs per household. Single Family Residential parcels receive 1 ERU per household (in other words one connection per household), with one residential ERU equaling an average consumption of 240 gallons per day. Multi-Family Residential uses receive 0.7 ERUs per household, equating to a lower usage based on smaller footprint and outdoor water use.
- Employment-based land uses were modeled using ERUs in two ways: (1) employees per 1000 SqFt and (2) ERU per developed acre, depending on the use. For example, Open Space ERUs are per developed acre (excluding areas that are not irrigated under this designation, i.e., the foothills) due to smaller developed footprints, and demand of water uniformly being consumed more across the entire parcel. Examples of this include parks and recreation fields. Employees per 1000 SqFt was used for all other employment land uses as getting an estimate for number of employees based on building footprint fit a better estimate. ERU for employment use is

105 gallons per day, which is 2.28 times less than the ERU for Residential.

- Mixed-use designations applied both methods, incorporating ERUs for dwelling units and ERUs for employment acres.

Water Usage Factors based on Residential and Employment Land Uses are as shown below:

Water Usage Factors		
Future Land Use	Residential ERUs	Employment ERUs
Commercial	0	2.5 employees per 1000 developed Sq Ft
Community Mixed Use	0.7 per dwelling unit	4.5 employees per 1000 developed Sq Ft
Country Estates	1.2 per dwelling unit	0
Holladay Village	0.7 per dwelling unit	4 employees per 1000 developed Sq Ft
Low Density Residential	1 per dwelling unit	0
Medium Density Residential	0.85 per dwelling unit	0
Mixed Use Regional	0.7 per dwelling unit	9 employees per 1000 developed Sq Ft
Open Space	0	6.4 per developed acre
Public	0	4 employees per 1000 developed SqFt
Residential Foothills	1 per dwelling unit	0

The Community Water Projections model is a GIS model that considers 5 geospatial parameters: parcels, land use, building square footage, acres, and areas of change. Parcels came from Holladay's Assessors data, building footprints came from an imagery analysis (to calculate building square footage), land use came from the Municipal Water Districts, and acres were calculated through parcel geometries.

After collecting the spatial inputs, the model utilizes the future land use crosswalk information and infrastructure projections to model water usage for both indoor and outdoor use by land use type.

Residential Water Method:

The Residential Water method calculates water usage for both indoor and outdoor use. Below are the following equations to total each parcel's water usage:

Residential Total Gallons Per Day =
Households × (ERU per HH by LU) ×
(Residential GPD per ERU)

Split: Residential Outdoor Use =
Residential Total Water Use × Outdoor
Share %

Residential Indoor = Residential Indoor –
Residential Outdoor

The model first calculates existing water usage through the areas of change analysis identifying which parcels are currently developed and applying their land use factors. Then the model calculates future development, again through areas of change. Parcels receive density additions based on their development potential and their future land use factors. Once the model calculates total water usage for each

parcel to account for current and future trends, the model breaks the total water usage into an indoor and outdoor water share. The "Outdoor Share" is a percentage estimate of how much total water is used outdoor versus indoor. The model currently assumes 65% of water is used indoors and 35% is used outdoors for residential.

Employment Water Method:

The Employment Water Method calculates water usage also for both indoor and outdoor use, as well as distinguishes distribution based on employees per 1000 Sq Ft or developed acre. Below are the following equations to reach each parcel's water usage:

Employment Total Gallons Per Day =
(Non-res Building Sq ft / 1,000) × (ERU per
ksf by LU) × (Employment GPD per ERU)

Split: Employment Outdoor =
Employment × Outdoor Share %

Employment Indoor = Employment Total
– Employment Outdoor

Employment Total Gallons Per Day (i.e.,
Open Space) = Acres × (ERU per acre) ×
(Employment GPD per ERU)

The model, like residential, calculates existing and future water usage the same way through areas of change, projecting water usage based on existing and future development assumptions. The difference in employment water usage calculation is through the land use crosswalk. Employment demand is tied to built area (1,000 sqft blocks, "ksf") using an ERU per ksf factor, with an exception for Open Space, which remains acreage based. The

"Outdoor Share" for employment-based land uses has base of 60% indoor water use and 40% outdoor water use.

WATER USAGE AT BUILDOUT					
Future Land Use	Total GPD	Employment Indoor GPD	Employment Outdoor GPD	Residential Indoor GPD	Residential Outdoor GPD
Commercial	40,723	21,554	14,369	3,120	1,680
Community Mixed Use	203,103	92,359	61,573	31,961	17,210
Country Estates	164,736	0	0	107,078	57,658
Holladay Village	426,076	228,385	152,256	29,532	15,902
Low Density Residential	1,936,080	0	0	1,258,452	677,628
Medium Density Residential	717,672	0	0	466,487	251,185
Mixed Use Regional	2,078,758	1,091,252	727,502	169,002	91,001
Open Space	167,421	98,436	65,624	2,184	1,176
Public	857,111	513,547	342,364	780	420
Residential Foothills	2,640	0	0	1,716	924
Total	6,594,320	2,045,534	1,363,689	2,070,313	1,114,784

The total share of the water districts supply that is used within the city limits is subject to change, however the combined total capacity of all districts that intersect Holladay's boundary is well beyond the . The City's projected demand of 7391.5 ac-ft. per year or 2,407 Mgal per year.

Assuming that the City grows as the Future Land Use Map anticipates and maintains relatively consistent water use the per capita water use in 2065 will be approximately 151 gallons per capita per day by the year 2065. This is well within the targets of the conservation plans. This assumes that the maximum build out described in the General Plan is realized by the year 2065. Future updates to the General Plan and the Future Land Use Map should be analyzed with similar methods to identify any changes in land use expectations in the future.

As identified, the City will be within attainment of the conservation goals identified in the Conservation Plans. All three Conservation Plans highlight a supply deficit in their conservation plans if conservation goals are not met. Every drop counts for these communities to ensure adequate supply and to reduce the costs required to expand water supply. Water providers and cities and counties should continue to monitor these resources to understand changes to conservation goals and the benefits they may have for the region's environment.

CONSTRAINTS TO GROWTH

As Holladay plans for responsible renewal and infill, it must do so within a unique set of physical, infrastructural, and historical constraints that shape how and where growth can occur. These constraints influence land availability, infrastructure capacity, and the feasibility of cohesive development.

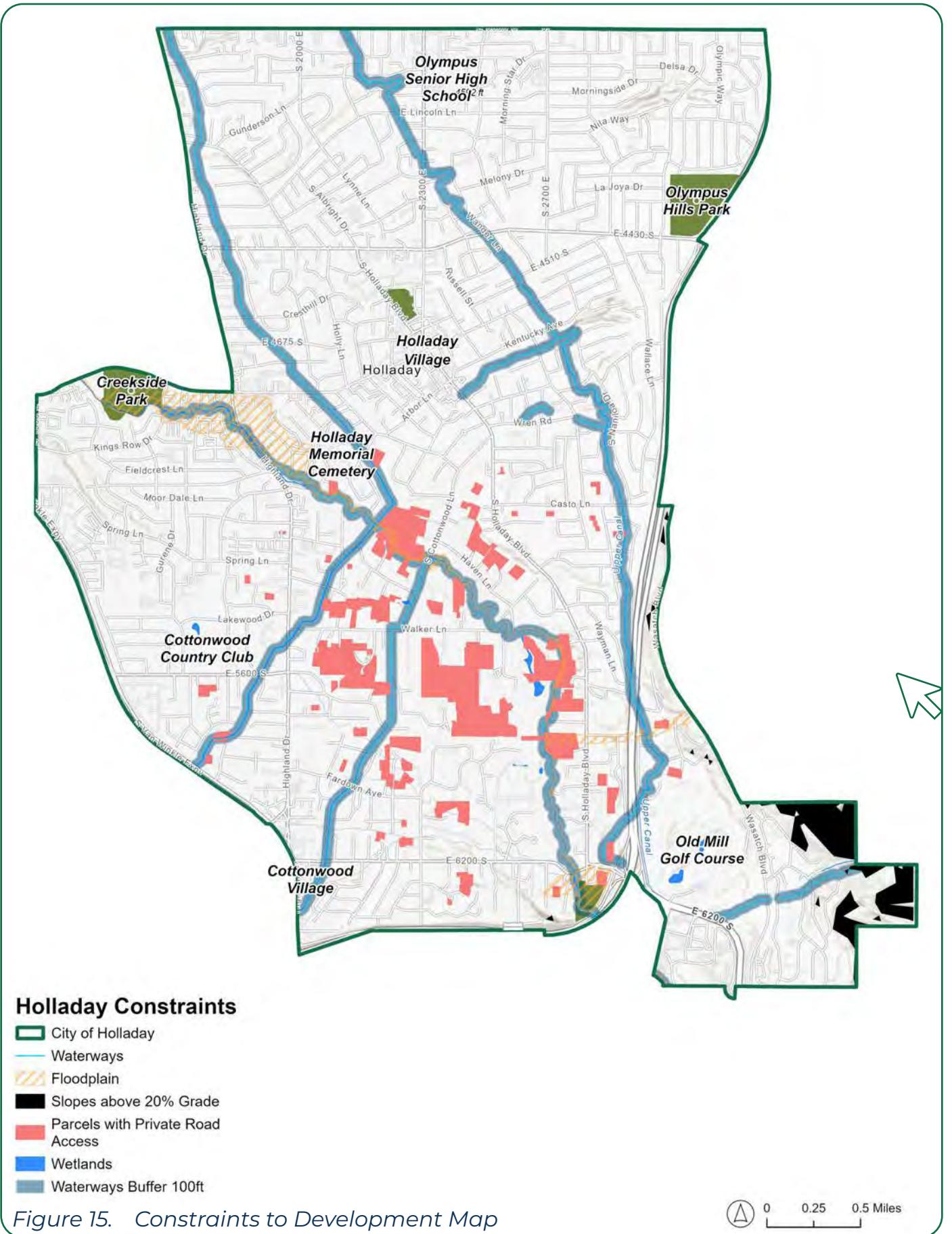
A key limitation is the prevalence of private roads throughout the city. These privately maintained networks often fall outside the City's jurisdiction for upgrades or expansions, making coordinated infrastructure improvements more complex and costly. Similarly, private utility providers—particularly those supplying water and telecommunications—operate independently of City oversight, creating challenges in aligning service levels with future development demands.

Canals and irrigation ditches, many of which are remnants of early agricultural infrastructure, bisect the city and can present both regulatory and engineering obstacles to infill. These waterways, while valuable for stormwater management and open space character, often restrict parcel connectivity and increase development costs.

To the east, steep slopes and hillside terrain naturally limit the scale and intensity of future development. These areas also require careful consideration of erosion control, access, and wildfire risk, further constraining potential growth.

Finally, historic development patterns and fragmented annexation history have resulted in patchwork of neighborhoods with varying street grids, lot sizes, and infrastructure standards. This legacy complicates efforts to create a seamless urban fabric and introduces equity challenges when extending or upgrading services.

Understanding and addressing these constraints is essential for ensuring that infill and redevelopment efforts are not only feasible but also equitable, sustainable, and aligned with Holladay's vision for thoughtful, well-integrated growth.



Holladay's Horizons (Goals and Policies)

GOAL 1. Maintain the overall established pattern and quality of development in the City.

Policy 1.1. Ensure that new developments are high quality in design, finish, and energy efficiency and provide amenities for current and future residents of Holladay.

Action 1.1.i. Encourage appropriate architecture to maintain aesthetic character of the City and to increase energy conservation and air quality.

Action 1.1.ii. Expand the role of the Design Review Board to ensure that future design and development of multi-family and commercial developments meet the goals of this General Plan.

Action 1.1.iii. Enforce and consider revisions to the city's landscape requirements that ensure new developments maintain quality landscaping and tree coverage to encourage consistency between new and old.

Policy 1.2. Support infill and redevelopment projects that enhance and protect surrounding neighborhoods.

Action 1.2.i. Encourage and support development projects that provide accessible neighborhood/community amenities, such as local and regional trail connections, public plazas or gathering spaces, pedestrian access to public or commercial activity centers, or development of public open space.

Action 1.2.ii. Create new mixed-use zones that allow higher-density residential uses in established commercial and office zones particularly where access to parks, open space, and public uses is desirable.

Action 1.2.iii. Develop new standards for walls, fences, landscaping, trees bushes and other perimeter features, along the City's major arterials and collectors ensuring that the desire to dampen noise and enhance privacy on the private property side of these features is balanced with the need to maintain views and vistas and fit in with the historically open, green, and verdant street edges.

Policy 1.3. Direct new commercial development to existing commercial and activity areas.

Action 1.3.i. Establish, enhance, and maintain appropriate land use, architectural and/or landscape buffers to protect neighborhoods from encroachment where uses transition or have incompatible characteristics.

Action 1.3.ii. Encourage mixed-use development at the Holladay Hills site, Holladay Village, Holladay Crossroads area, in addition to other key areas of the City that are transitioning from solely commercial to mixed-use.

GOAL 2. Ensure the continued access to basic services for citizens, business owners, and visitors.

Policy 2.1. Plan for the delivery of public services for the City based upon a combination of contracts, partnering, and/or self-providing services.

Action 2.1.i. Identify and monitor the way in which the City provides essential public services and from whom these services are delivered.

Action 2.1.ii. Develop a plan for the future delivery of essential public services and ensure that the City is prepared for any changes that may occur in the delivery of those services.

Policy 2.2. Continue to explore available alternatives for municipal services to provide an improved level of service and/or reduced costs.

Action 2.2.i. Explore future partnership opportunities to provide essential services especially with those abutting municipalities already sharing service delivery options with the City.

Action 2.2.ii. Maintain quality data to ensure the City's decision-makers have the ability to evaluate and make changes as necessary to any and all methods of those basic service deliveries.

GOAL 3. Reduce outdoor water usage in the City.

Policy 3.1. Update the City's zoning ordinance to include waterwise principles.

Action 3.1.i. In new commercial developments, require waterwise designs required in front yard landscapes, in buffer area, and in park strips.

Action 3.1.ii. Consider retrofit requirements for existing commercial developments wanting to add on to their building by 50% or more and/or where site designs will change by 50% or more.

Action 3.1.iii. Promote the reduction of turf grass in all development, emphasizing reductions in commercial and multifamily development.

Action 3.1.iv. Require waterwise landscaping in park strips for all new development.

Action 3.1.v. Promote the retention of runoff water to onsite usage (Low Impact Development) and rain barrels for roof runoff.

Policy 3.2. Encourage increased indoor water efficiencies.

Action 3.2.i. Provide educational resources and programs to raise awareness of cost savings to property owners and rebate programs.

Policy 3.3. Educate the community and partners about the challenges and opportunities related to water use and conservation.

Action 3.3.i. Provide demonstration gardens in a variety of locations within the City, especially consider City-owned property.

Action 3.3.ii. Replace turf grass in City-owned property with low water use turfs, like clover and tall fescue. Track and market water savings to the public as a demonstration of effectiveness.

Action 3.3.iii. Remove turf grass on City property where possible.

Action 3.3.iv. Partner with Jordan Valley Water Conservation Garden Park, Utah State University, and other demonstration gardens to host classes and demonstrations.

Action 3.3.v. Host regular collaborative meetings with water providers to identify conservation projects, programs and capacity.

Action 3.3.vi. Educate private property owners about the irrigation districts and their potential access to secondary water.

Policy 3.4. Improve operational efficiencies for large water users.

Action 3.4.i. Increase the awareness of water system usage changes through pipe system metering.

Action 3.4.ii. Repair any system leaks as soon as possible in public and private water systems.



STATE of UTAH
STATE CODE REFERENCE
GENERAL PLANS

Part 4 **General Plan**

10-9a-401 General plan required -- Content.

- (1) To accomplish the purposes of this chapter, a municipality shall prepare and adopt a comprehensive, long-range general plan for:
 - (a) present and future needs of the municipality; and
 - (b) growth and development of all or any part of the land within the municipality.
- (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 clean energy resources;
 - (e) the protection of urban development;
 - (f) if the municipality is a town, 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 an affected entity; and
 - (j) an official map.
- (3)
 - (a) The general plan of a specified municipality, as defined in Section 10-9a-408, shall include a moderate income housing element that meets the requirements of Subsection 10-9a-403(2) (a)(iii).
 - (b)
 - (i) This Subsection (3)(b) applies to a municipality that is not a specified municipality as of January 1, 2023.
 - (ii) As of January 1, if a municipality described in Subsection (3)(b)(i) changes from one class to another or grows in population to qualify as a specified municipality as defined in Section 10-9a-408, the municipality shall amend the municipality's general plan to comply with Subsection (3)(a) on or before August 1 of the first calendar year beginning on January 1 in which the municipality qualifies as a specified municipality.
- (4) Subject to Subsection 10-9a-403(2), the municipality may determine the comprehensiveness, extent, and format of the general plan.
- (5) Except for a city of the fifth class or a town, on or before December 31, 2025, a municipality that has a general plan that does not include a water use and preservation element that complies with Section 10-9a-403 shall amend the municipality's general plan to comply with Section 10-9a-403.

Amended by Chapter 53, 2024 General Session

10-9a-402 Information and technical assistance from the state.

Each state official, department, and agency shall:

- (1) promptly deliver any data and information requested by a municipality unless the disclosure is prohibited by Title 63G, Chapter 2, Government Records Access and Management Act; and
- (2) furnish any other technical assistance and advice that they have available to the municipality without additional cost to the municipality.

Amended by Chapter 382, 2008 General Session

10-9a-403 General plan preparation.

- (1)
 - (a) The planning commission shall provide notice, as provided in Section 10-9a-203, of the planning commission's intent to make a recommendation to the municipal legislative body for a general plan or a comprehensive general plan amendment when the planning commission initiates the process of preparing the planning commission's recommendation.
 - (b) The planning commission shall make and recommend to the legislative body a proposed general plan for the area within the municipality.
 - (c) The plan may include areas outside the boundaries of the municipality if, in the planning commission's judgment, those areas are related to the planning of the municipality's territory.
 - (d) Except as otherwise provided by law or with respect to a municipality's power of eminent domain, when the plan of a municipality involves territory outside the boundaries of the municipality, the municipality may not take action affecting that territory without the concurrence of the county or other municipalities affected.
- (2)
 - (a) 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 for residents of various income levels, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate;
 - (B) includes 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;
 - (C) except for a city of the fifth class or a town, is coordinated to integrate the land use element with the water use and preservation element; and
 - (D) except for a city of the fifth class or a town, accounts for the effect of land use categories and land uses on water demand;
 - (ii) a transportation and traffic circulation element that:
 - (A) provides the general location and extent of existing and proposed freeways, arterial and collector streets, public transit, active transportation facilities, and other modes of transportation that the planning commission considers appropriate;
 - (B) for a municipality that has access to a major transit investment corridor, addresses the municipality's plan for residential and commercial development around major transit investment corridors to maintain and improve the connections between housing, employment, education, recreation, and commerce;
 - (C) for a municipality that does not have access to a major transit investment corridor, addresses the municipality's plan for residential and commercial development in areas that will maintain and improve the connections between housing, transportation, employment, education, recreation, and commerce; and

- (D) correlates with the population projections, the employment projections, and the proposed land use element of the general plan;
- (iii) a moderate income housing element that:
 - (A) provides a realistic opportunity to meet the need for additional moderate income housing within the municipality during the next five years;
 - (B) for a municipality that is not a specified municipality, may include a recommendation to implement three or more of the moderate income housing strategies described in Subsection (2)(b)(iii);
 - (C) for a specified municipality, as defined in Section 10-9a-408, that does not have a fixed guideway public transit station, shall include a recommendation to implement three or more of the moderate income housing strategies described in Subsection (2)(b)(iii) or at least one of the moderate income housing strategies described in Subsections (2)(b)(iii)(X) through (CC);
 - (D) for a specified municipality, as defined in Section 10-9a-408, that has a fixed guideway public transit station, shall include:
 - (I) a recommendation to implement five or more of the moderate income housing strategies described in Subsection (2)(b)(iii), of which one shall be the moderate income housing strategy described in Subsection (2)(b)(iii)(U) and one shall be a moderate income housing strategy described in Subsection (2)(b)(iii)(G) or (H); or
 - (II) a recommendation to implement the moderate income housing strategy described in Subsection (2)(b)(iii)(U), one of the moderate income housing strategies described in Subsections (2)(b)(iii)(X) through (CC), and one moderate income housing strategy described in Subsection (2)(b)(iii); and
 - (E) for a specified municipality, as defined in Section 10-9a-408, shall include an implementation plan as provided in Subsection (2)(c); and
- (iv) except for a city of the fifth class or a town, a water use and preservation element that addresses:
 - (A) the effect of permitted development or patterns of development on water demand and water infrastructure;
 - (B) methods of reducing water demand and per capita consumption for future development;
 - (C) methods of reducing water demand and per capita consumption for existing development; and
 - (D) opportunities for the municipality to modify the municipality's operations to eliminate practices or conditions that waste water.

(b) In drafting the moderate income housing element, the planning commission:

- (i) shall consider the Legislature's determination that municipalities shall facilitate a reasonable opportunity for a variety of housing, including moderate income housing:
 - (A) to meet the needs of people of various income levels living, working, or desiring to live or work in the community; and
 - (B) to allow people with various incomes to benefit from and fully participate in all aspects of neighborhood and community life;
- (ii) for a municipality that is not a specified municipality, may include, and for a specified municipality as defined in Section 10-9a-408, shall include, an analysis of how the municipality will provide a realistic opportunity for the development of moderate income housing within the next five years;
- (iii) for a municipality that is not a specified municipality, may include, and for a specified municipality as defined in Section 10-9a-408, shall include a recommendation to implement

the required number of any of the following moderate income housing strategies as specified in Subsection (2)(a)(iii):

- (A) rezone for densities necessary to facilitate the production of moderate income housing;
- (B) demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate income housing;
- (C) demonstrate investment in the rehabilitation of existing uninhabitable housing stock into moderate income housing;
- (D) identify and utilize general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the municipality for the construction or rehabilitation of moderate income housing;
- (E) create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones;
- (F) zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers;
- (G) amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors;
- (H) amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's own vehicle, such as residential development near major transit investment corridors or senior living facilities;
- (I) amend land use regulations to allow for single room occupancy developments;
- (J) implement zoning incentives for moderate income units in new developments;
- (K) preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or, notwithstanding Section 10-9a-535, establishing a housing loss mitigation fund;
- (L) reduce, waive, or eliminate impact fees related to moderate income housing;
- (M) demonstrate creation of, or participation in, a community land trust program for moderate income housing;
- (N) implement a mortgage assistance program for employees of the municipality, an employer that provides contracted services to the municipality, or any other public employer that operates within the municipality;
- (O) apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing;
- (P) demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing;
- (Q) eliminate impact fees for any accessory dwelling unit that is not an internal accessory dwelling unit as defined in Section 10-9a-530;
- (R) create a program to transfer development rights for moderate income housing;

- (S) ratify a joint acquisition agreement with another local political subdivision for the purpose of combining resources to acquire property for moderate income housing;
- (T) develop a moderate income housing project for residents who are disabled or 55 years old or older;
- (U) develop and adopt a station area plan in accordance with Section 10-9a-403.1;
- (V) create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones;
- (W) demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing;
- (X) create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act;
- (Y) create a home ownership promotion zone pursuant to Part 10, Home Ownership Promotion Zone for Municipalities;
- (Z) create a first home investment zone in accordance with Title 63N, Chapter 3, Part 16, First Home Investment Zone Act;
- (AA) approve a project that receives funding from, or qualifies to receive funding from, the Utah Homes Investment Program created in Title 51, Chapter 12, Utah Homes Investment Program;
- (BB) adopt or approve a qualifying affordable home ownership density bonus for single-family residential units, as described in Section 10-9a-403.2; and
- (CC) adopt or approve a qualifying affordable home ownership density bonus for multi-family residential units, as described in Section 10-9a-403.3; and

(iv) shall identify each moderate income housing strategy recommended to the legislative body for implementation by restating the exact language used to describe the strategy in Subsection (2)(b)(iii).

(c)

- (i) In drafting the implementation plan portion of the moderate income housing element as described in Subsection (2)(a)(iii)(C), the planning commission shall recommend to the legislative body the establishment of a five-year timeline for implementing each of the moderate income housing strategies selected by the municipality for implementation.
- (ii) The timeline described in Subsection (2)(c)(i) shall:
 - (A) identify specific measures and benchmarks for implementing each moderate income housing strategy selected by the municipality, whether one-time or ongoing; and
 - (B) provide flexibility for the municipality to make adjustments as needed.

(d) In drafting the land use element, the planning commission shall:

- (i) identify and consider each agriculture protection area within the municipality;
- (ii) avoid proposing a use of land within an agriculture protection area that is inconsistent with or detrimental to the use of the land for agriculture; and
- (iii) consider and coordinate with any station area plans adopted by the municipality if required under Section 10-9a-403.1.

(e) In drafting the transportation and traffic circulation element, the planning commission shall:

- (i)

- (A) consider and coordinate with the regional transportation plan developed by the municipality's region's metropolitan planning organization, if the municipality is within the boundaries of a metropolitan planning organization; or
- (B) consider and coordinate with the long-range transportation plan developed by the Department of Transportation, if the municipality is not within the boundaries of a metropolitan planning organization; and
- (ii) consider and coordinate with any station area plans adopted by the municipality if required under Section 10-9a-403.1.

(f) In drafting the water use and preservation element, the planning commission:

- (i) shall consider:
 - (A) applicable regional water conservation goals recommended by the Division of Water Resources; and
 - (B) if Section 73-10-32 requires the municipality to adopt a water conservation plan pursuant to Section 73-10-32, the municipality's water conservation plan;
- (ii) shall include a recommendation for:
 - (A) water conservation policies to be determined by the municipality; and
 - (B) landscaping options within a public street for current and future development that do not require the use of lawn or turf in a parkstrip;
- (iii) shall review the municipality's land use ordinances and include a recommendation for changes to an ordinance that promotes the inefficient use of water;
- (iv) shall consider principles of sustainable landscaping, including the:
 - (A) reduction or limitation of the use of lawn or turf;
 - (B) promotion of site-specific landscape design that decreases stormwater runoff or runoff of water used for irrigation;
 - (C) preservation and use of healthy trees that have a reasonable water requirement or are resistant to dry soil conditions;
 - (D) elimination or regulation of ponds, pools, and other features that promote unnecessary water evaporation;
 - (E) reduction of yard waste; and
 - (F) use of an irrigation system, including drip irrigation, best adapted to provide the optimal amount of water to the plants being irrigated;
- (v) shall consult with the public water system or systems serving the municipality with drinking water regarding how implementation of the land use element and water use and preservation element may affect:
 - (A) water supply planning, including drinking water source and storage capacity consistent with Section 19-4-114; and
 - (B) water distribution planning, including master plans, infrastructure asset management programs and plans, infrastructure replacement plans, and impact fee facilities plans;
- (vi) shall consult with the Division of Water Resources for information and technical resources regarding regional water conservation goals, including how implementation of the land use element and the water use and preservation element may affect the Great Salt Lake;
- (vii) may include recommendations for additional water demand reduction strategies, including:
 - (A) creating a water budget associated with a particular type of development;
 - (B) adopting new or modified lot size, configuration, and landscaping standards that will reduce water demand for new single family development;
 - (C) providing one or more water reduction incentives for existing development such as modification of existing landscapes and irrigation systems and installation of water fixtures or systems that minimize water demand;

- (D) discouraging incentives for economic development activities that do not adequately account for water use or do not include strategies for reducing water demand; and
- (E) adopting water concurrency standards requiring that adequate water supplies and facilities are or will be in place for new development; and

(viii) for a town, may include, and for another municipality, shall include, a recommendation for low water use landscaping standards for a new:

- (A) commercial, industrial, or institutional development;
- (B) common interest community, as defined in Section 57-25-102; or
- (C) multifamily housing project.

(3) The proposed general plan may include:

- (a) an environmental element that addresses:
 - (i) the protection, conservation, development, and use of natural resources, including the quality of:
 - (A) air;
 - (B) forests;
 - (C) soils;
 - (D) rivers;
 - (E) groundwater and other waters;
 - (F) harbors;
 - (G) fisheries;
 - (H) wildlife;
 - (I) minerals; and
 - (J) other natural resources; and
 - (ii)
 - (A) the reclamation of land, flood control, prevention and control of the pollution of streams and other waters;
 - (B) the regulation of the use of land on hillsides, stream channels and other environmentally sensitive areas;
 - (C) the prevention, control, and correction of the erosion of soils;
 - (D) the preservation and enhancement of watersheds and wetlands; and
 - (E) the mapping of known geologic hazards;
- (b) a public services and facilities element showing general plans for sewage, water, waste disposal, drainage, public utilities, rights-of-way, easements, and facilities for them, police and fire protection, and other public services;
- (c) a rehabilitation, redevelopment, and conservation element consisting of plans and programs for:
 - (i) historic preservation;
 - (ii) the diminution or elimination of a development impediment as defined in Section 17C-1-102; and
 - (iii) redevelopment of land, including housing sites, business and industrial sites, and public building sites;
- (d) an economic element composed of appropriate studies and forecasts, as well as an economic development plan, which may include review of existing and projected municipal revenue and expenditures, revenue sources, identification of basic and secondary industry, primary and secondary market areas, employment, and retail sales activity;
- (e) recommendations for implementing all or any portion of the general plan, including the adoption of land and water use ordinances, capital improvement plans, community development and promotion, and any other appropriate action;

- (ii) provide written certification to the municipality if the applicable metropolitan planning organization determines that the municipality has satisfied the requirement of Subsection (2)(a)(i) for the station area.
- (c) The municipality shall include the certification described in Subsection (10)(b)(ii) in the municipality's report to the Department of Workforce Services under Section 10-9a-408.

(11)

- (a) Following certification by a metropolitan planning organization of a municipality's station area plan under Subsection (10)(b)(ii), the municipality shall provide a report to the applicable metropolitan planning organization on or before December 31 of the fifth year after the year in which the station area plan was certified, and every five years thereafter for a period not to exceed 15 years.
- (b) The report described in Subsection (11)(a) shall:
 - (i) contain the status of advancing the station area plan objectives, including, if applicable, actions described in the implementation plan required in Subsection (8)(c); and
 - (ii) identify potential actions over the next five years that would advance the station area plan objectives.
- (c) If a municipality has multiple certified station area plans, the municipality may consolidate the reports required in Subsection (11)(a) for the purpose of submitting reports to the metropolitan planning organization.

Amended by Chapter 452, 2025 General Session

10-9a-403.2 Affordable home ownership density bonus for single-family residential units.

(1) As used in this section:

- (a) "Affordable housing" means a dwelling:
 - (i) offered for sale to an owner-occupier at a purchase price affordable to a household with a gross income of no more than 120% of area median income for the county in which the residential unit is offered for sale; or
 - (ii) offered for rent at a rental price affordable to a household with a gross income of no more than 80% of area median income for the county in which the residential unit is offered for rent.
- (b) "Owner-occupier" means an individual who owns, solely or jointly, a housing unit in which the individual lives as the individual's primary residence.
- (c) "Qualifying affordable home ownership single-family density bonus" means:
 - (i) for an area with an underlying zoning density of less than six residential units per acre, municipal approval of a density at least six residential units per acre; or
 - (ii) for an area with an underlying zoning density of six residential units per acre or more, municipal approval of a density at least 0.5 residential units per acre greater than the underlying zoning density for the area.

(2) If a municipality approves a qualifying affordable home ownership single-family density bonus, either through a zoning ordinance or a development agreement, the municipality may adopt requirements for the qualifying affordable home ownership single-family density bonus area to ensure:

- (a) at least 60% of the total single-family residential units be deed-restricted to owner-occupancy for at least five years;
- (b) at least 25% of the total single-family residential units qualify as affordable housing;
- (c) at least 25% of the single-family residential units per acre to be no larger than 1,600 square feet; or

- (d) the applicant creates a preferential qualifying buyer program in which a single-family residential unit is initially offered for sale, for up to 30 days, to a category of preferred qualifying buyers established by the municipality, in accordance with provisions of the Fair Housing Act, 42 U.S.C. Sec. 3601.
- (3) A municipality may offer additional incentives in a qualifying affordable home ownership single-family density bonus area approved for single-family residential units to promote owner-occupied, affordable housing.

Enacted by Chapter 385, 2025 General Session

10-9a-403.3 Affordable home ownership density bonus for multi-family residential units.

- (1) As used in this section:
 - (a) "Affordable housing" means the same as that term is defined in Section 10-9a-403.2.
 - (b) "Owner-occupier" means the same as that term is defined in Section 10-9a-403.2.
 - (c) "Qualifying affordable home ownership multi-family density bonus" means municipal approval of a density of at least 20 residential units per acre.
- (2) If a municipality approves a qualifying affordable home ownership multi-family density bonus, either through a zoning ordinance or a development agreement, the municipality may adopt requirements for the qualifying affordable home ownership multi-family density bonus area to ensure:
 - (a) at least 20% more residential units per acre than are otherwise allowed in the area;
 - (b) at least 60% of the total units in the multi-family residential building be deed-restricted to owner-occupancy for at least five years;
 - (c) at least 25% of the total units in the multi-family residential building qualify as affordable housing;
 - (d) at least 25% of the total units in a multi-family residential building to be no larger than 1,600 square feet; or
 - (e) the applicant creates a preferential qualifying buyer program in which a unit in a multi-family residential building is initially offered for sale, for up to 30 days, to a category of preferred qualifying buyers established by the municipality, in accordance with provisions of the Fair Housing Act, 42 U.S.C. Sec. 3601.
- (3) A municipality may offer additional incentives in a qualifying affordable home ownership multi-family density bonus area for multi-family residential units to promote owner-occupied, affordable housing.

Enacted by Chapter 385, 2025 General Session

10-9a-404 Public hearing by planning commission on proposed general plan or amendment -- Notice -- Revisions to general plan or amendment -- Adoption or rejection by legislative body.

- (1)
 - (a) After completing the planning commission's recommendation for a proposed general plan, or proposal to amend the general plan, the planning commission shall schedule and hold a public hearing on the proposed plan or amendment.
 - (b) The planning commission shall provide notice of the public hearing, as required by Section 10-9a-204.
 - (c) After the public hearing, the planning commission may modify the proposed general plan or amendment.

- (2) The planning commission shall forward the proposed general plan or amendment to the legislative body.
- (3)
 - (a) The legislative body may adopt, reject, or make any revisions to the proposed general plan or amendment that the legislative body considers appropriate.
 - (b) If the municipal legislative body rejects the proposed general plan or amendment, the legislative body may provide suggestions to the planning commission for the planning commission's review and recommendation.
- (4) The legislative body shall adopt:
 - (a) a land use element as provided in Subsection 10-9a-403(2)(a)(i);
 - (b) a transportation and traffic circulation element as provided in Subsection 10-9a-403(2)(a)(ii);
 - (c) for a specified municipality as defined in Section 10-9a-408, a moderate income housing element as provided in Subsection 10-9a-403(2)(a)(iii); and
 - (d) except for a city of the fifth class or a town, on or before December 31, 2025, a water use and preservation element as provided in Subsection 10-9a-403(2)(a)(iv).

Amended by Chapter 282, 2022 General Session

Amended by Chapter 406, 2022 General Session

10-9a-405 Effect of general plan.

Except as provided in Section 10-9a-406, the general plan is an advisory guide for land use decisions, the impact of which shall be determined by ordinance.

Enacted by Chapter 254, 2005 General Session

10-9a-406 Public uses to conform to general plan.

After the legislative body has adopted a general plan, no street, park, or other public way, ground, place, or space, no publicly owned building or structure, and no public utility, whether publicly or privately owned, may be constructed or authorized until and unless it conforms to the current general plan.

Renumbered and Amended by Chapter 254, 2005 General Session

10-9a-407 Effect of official maps.

- (1) Municipalities may adopt an official map.
- (2)
 - (a) An official map does not:
 - (i) require a landowner to dedicate and construct a street as a condition of development approval, except under circumstances provided in Subsection (2)(b)(iii); or
 - (ii) require a municipality to immediately acquire property it has designated for eventual use as a public street.
 - (b) This section does not prohibit a municipality from:
 - (i) recommending that an applicant consider and accommodate the location of the proposed streets in the planning of a development proposal in a manner that is consistent with Section 10-9a-508;
 - (ii) acquiring the property through purchase, gift, voluntary dedication, or eminent domain; or