



# CITY OF HOLLADAY GENERAL PLAN 2016-2031

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This General Plan document is based on the larger General Plan Update Study produced by the City's consultant team headed by Landmark Design Inc. The Study, which is composed of more detailed and in-depth information, is a companion document to the General Plan and is codified as part of this effort as Appendix A, of the General Plan.

The General Plan was funded by the City of Holladay and a generous LPRP grant from the Wasatch Front Regional Council, Salt Lake's regional planning and transportation agency.

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# CHAPTER 1: INTRODUCTION AND BACKGROUND

## INTRODUCTION

This Holladay General Plan – 2016 - 2031 is intended to guide future development and growth according to broad goals and visions for Holladay during the next 10 to 15 years. The adoption of a general plan is mandated by Utah State code and must contain three specific elements; 1) a land use element, 2) a transportation element, and 3) a plan for the inclusion of moderate income housing. A city may include those other elements that it deems necessary. Under Utah State Code, all public uses must conform to the City's General Plan. As to private property, a general plan is an advisory document, unlike the Land Use and Development Regulations, or zoning ordinance, which requires strict compliance.

The elements of this general plan, as outlined below, 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.

The community of Holladay has grown from a distant outpost occupied by the Mississippi Company pioneers into its recent designation as one of the most recently incorporated municipalities in the Salt Lake Valley. The boundary of Holladay has changed several times since the original General Plan was adopted in 1999, accommodating several adjacent unincorporated areas into the City. With these dramatic annexation changes, the City's future growth patterns have needed to change to accommodate the increase in land and people. Therefore a new General Plan document was requested by the City Council. This plan is intended to implement the vision of the City's future.

## **VISION STATEMENT**

*The City of Holladay is a community composed of unique neighborhoods that exist in harmony with the environment, history, and culture of the area. Holladay is a community with high quality schools and is a place where residents and visitors can enjoy the City's natural amenities and open space, as well as its built environments and cultural amenities.*

*The vision of the City's future development, articulated in this General Plan, supports high- quality, responsible growth that is sensitive to the City's unique history, character and environment while inviting new development and directed change. Any future changes should contribute to the growth and redevelopment of a community that is primarily residential in nature, culturally diverse, economically viable, and environmentally sustainable. Future changes should also enhance the walkability within the community, and foster a high quality of life for all its citizens.*

The primary goal of this General Plan is to provide clear and accurate policies that will help the City make important planning decisions in the future as envisioned above. In order to achieve this goal, the plan has been formulated to meet the following objectives:

**OBJECTIVE 1: To strive for fiscal and environmental sustainability.**

**OBJECTIVE 2: To guide, direct, and address future development and other physical changes.**

**OBJECTIVE 3: To protect and preserve the existing character of the community and incorporate new priorities for the future.**

**OBJECTIVE 4: To create a vision for the future of the community and to meet the needs of an evolving demographic situation through careful land use and transportation changes.**

To meet these objectives, the general plan and its supporting study describe existing conditions, analyze important community issues and ideas, and propose a future vision and direction for the City. In order to ensure the General Plan accurately represents the anticipated future, a comprehensive public involvement process was utilized to capture the ideas and vision of the citizens of Holladay.

The General Plan is composed of nine chapters which serve as a guide for future development.

1. Introduction and Background
2. Land Use, Urban Design, and Neighborhood Preservation
3. Transportation Network and Streets
4. Economic Stability and Resilience
5. Moderate Income Housing
6. Parks, Recreation, Trails, and Open Space
7. Public Services/Facilities
8. Natural Resources and Sustainability
9. Small Area Master Plans

Although each chapter is specific in its focus, all eight chapters are intended to work as a coordinated system. Specific recommendations are provided in each chapter as a series of Goals, Policies, and Implementation Measures to help guide the City's future growth and are based on the demographic data gathered and public input detailed in the supporting General Plan Study documents.

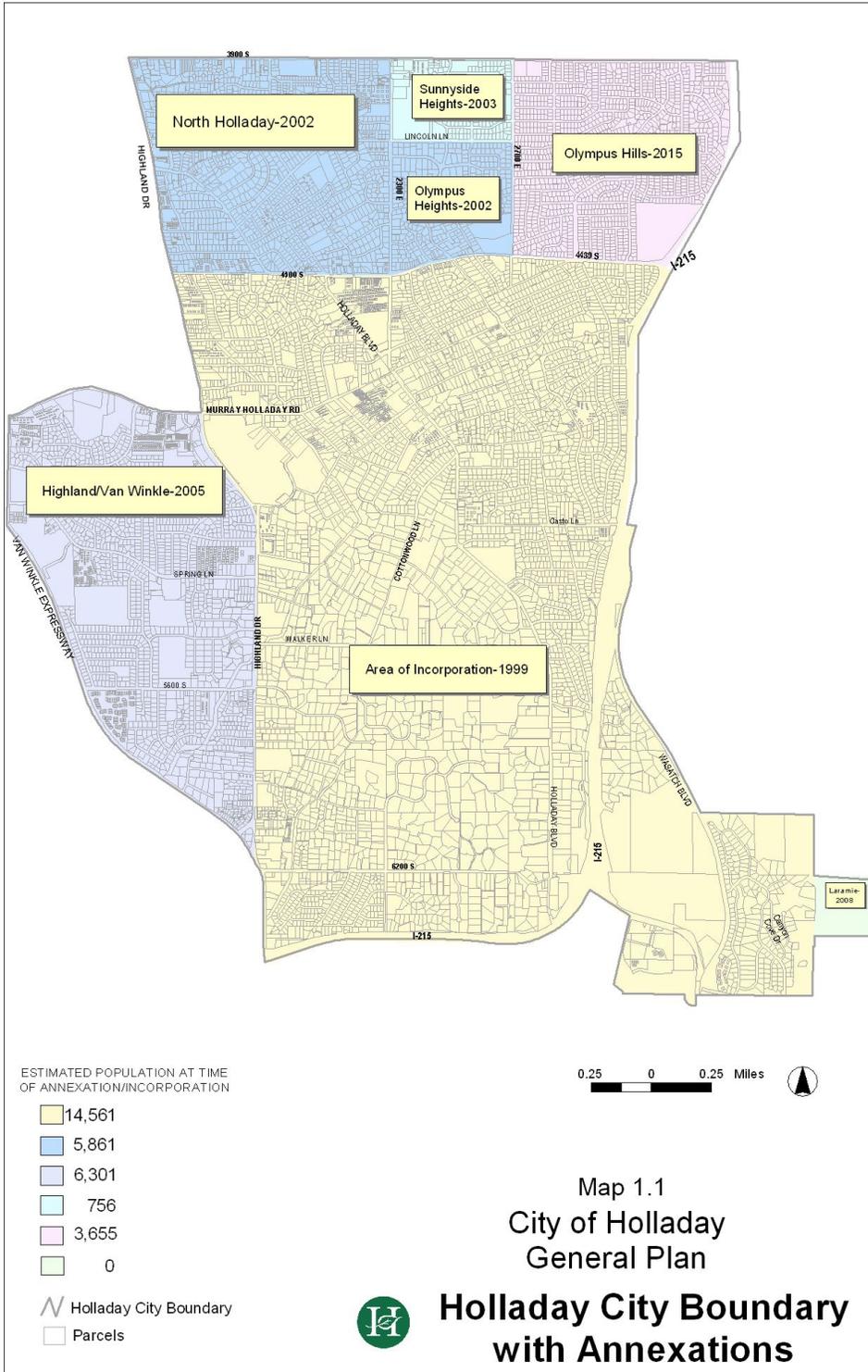
## **BACKGROUND**

The City of Holladay incorporated in 1999 after years of petitioning and debate, soon after creating, then adopting, its first General Plan in June 2000. The original General Plan has subsequently been amended five times during the ensuing fifteen years, in March 2005, March 2006, September 2006, October 2007, and most recently in February 2012. The boundary of Holladay has also changed several times since the original General Plan was adopted. The key area additions are as follows:

- 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.

All told, these annexations increased the total city area to just over 8 square miles, which is an increase of approximately 70% from the original City area. With recent changes to annexation/incorporation policies for Salt Lake County in the 2015 Legislature, it is unlikely the City boundaries will change in the future. Map 1.1 shows the current city boundary and the annexation areas with the pertinent years.

Map 1.1: Annexations



## **PUBLIC INVOLVEMENT -- 2014-2015**

Establishing the community vision is a critical step to ensure the General Plan accurately represents the anticipated future. A comprehensive public involvement process including print media, social networks, the City's website, including a link to the Landmark Design Inc. website, temporary banners around City Hall, and several outreach activities by City staff was utilized to help meet this goal. Multiple options were provided to gather input as the new General Plan was drafted. The following is a summary of the process.

A public meeting was held early in the process to help define community needs, issues, concerns, and preferences. The meeting took place at Holladay City Hall in November 2014. Turnout was relatively low, with approximately 19 people in attendance. The detailed results of this meeting are documented in Appendix A of the General Plan Study document.

A "Plan Advisory Committee" was established in the early stages of the project, consisting of a broad variety of stakeholders, City Staff, Administrators, and elected and appointed officials. This group of nearly 30 advisors provided a deep level of guidance, thoughtful input, and review as the plan was developed. The Planning Team met with the Plan Advisory Committee December 2014, February, and May 2015. Plan Advisory Committee members also provided comment via email throughout the planning process.

A General Plan Alternatives Workshop was held in February of 2015. This event was also sparsely attended. However, the input gathered from those who participated was rich and varied. The workshop began with a presentation that summarized the existing conditions analysis and presented key ideas to consider for the General Plan. The public hearing on July 21<sup>st</sup>, 2015, resulted in a few public comments regarding the document. This hearing was kept open on each Planning Commission agenda until a recommending vote was taken in December 2015 to send the Plan to the City Council.

In order to distribute planning information and receive broad involvement and advice for the General Plan, the City of Holladay General Plan webpage was established. The webpage was well used by members of the public, the Plan Advisory Committee, and other interested persons.

## **POPULATION AND POPULATION CHANGE**

The City of Holladay has a relatively small population compared to surrounding areas, but has experienced above average change over the past 15 years, due mostly to annexations. The City has expanded 86 percent from a population of 14,561 residents in 2000 to approximately 31,413 residents by 2015. In a strictly statistical calculation, the average annual growth rate (AAGR) in Holladay between 2000 and 2015 can be set at 4.9 percent. However, if the populations of each of the annexation areas are reviewed from the 2000 census data, regardless of whether the areas were actually in the City in 2000, the population growth is less than 1 percent.

Population growth from incorporation to present is:

- In 2000 the population from the US Census was 14,561
- In 2002, the North Holladay/Olympus Heights Annexation added 5,860
- In 2003 the Sunnyside Heights Annexation added 756
- In 2005, the Highland/Van Winkle Annexation added 6,301
- In 2010 the population from the US Census was 26,461

- In 2015, the Olympus Hills Annexation added 3,655
- At the end of 2015 the Governors Office of Planning and Budget estimates the total population at 31,413

As of this writing, the projected Annual Average Growth Rate through 2040 in the City of Holladay is projected to be less than one percent, as the City is primarily built-out. Future increases in population will primarily result from re-development of existing properties.

## **DEMOGRAPHICS**

The following is a demographic snapshot of Holladay's residents with comparisons to nearby communities and Salt Lake County.

TABLE 1.1: DEMOGRAPHICS-2010- 2014 5YEAR ACS ESTIMATES

	<b>Holladay</b>	<b>Cottonwood Heights</b>	<b>Murray</b>	<b>Salt Lake County</b>
Population Est.	31,413	34,166	46,746	1,063,670
Average Household size	2.65	2.68	2.56	3.01
Median age	38.5	35.6	34.9	31.2
Median household income	\$72,827	\$76,630	\$53,759	\$60,555
Per capita income	\$40,211	\$38,477	\$29,013	\$26,747
Population in workforce with a Bachelor's Degree or higher	51.5%	46.8%	30.0%	31.0%

From the table above it is clear that, in comparison, Holladay citizens are slightly older, live in smaller households, have a higher than average per capita household income, and are well-educated.

In order for the General Plan to continue being relevant for years to come, it should be reviewed and updated regularly. Modifications and amendments should be carefully evaluated to determine how they affect the greater vision expressed in the plan. Changes should therefore be considered during special meetings entirely devoted to that process that provide the time and focus necessary to fully understand and evaluate the impact of proposed changes. This will help ensure that the General Plan is not compromised as a result of hasty decisions, development pressure, or inadequate information.

Currently, several Small Area Master Plans for specific areas of the City have been adopted as appendices of the overall General Plan. The various Small Area Master Plans are intended to be re-adopted as part of this plan, however several are currently under review and updates to these master plans are anticipated in the near future.

# CHAPTER 2: LAND USE, URBAN DESIGN and NEIGHBORHOOD PRESERVATION

\*Amended December 2020

## INTRODUCTION

This element of the General Plan provides policy direction and guidance for land use decisions, urban design, and neighborhood preservation. It also includes a Future Land Use Map and addresses the image, character, and livability of the City.

The goals of this element are designed to:

1. Maintain the established pattern of development in the City;
2. Ensure that new developments are high quality and compatible with the surrounding neighborhoods;
3. Retain the natural character of the City and its neighborhoods; and
4. Ensure that the zoning ordinance meets the goals expressed in this General Plan.

A list of implementation strategies supporting these goals is included at the end of this chapter.

## LAND USE AND PHYSICAL FORM OF HOLLADAY

The City of Holladay has transitioned from a lightly populated agricultural settlement to a nearly built-out bedroom community. The physical structure of the City is unique. Older neighborhoods reflect their coveted location along the edges of the Big Cottonwood Creek. 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;
- Long connecting roadways that provide access to heavily-wooded private lanes that lead to large-lot single-family estates;
- 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;
- Finely-detailed walls and fences, mature vegetation, and high-quality landscaping that provide privacy and transition between neighborhoods;
- A variety of housing styles and types;
- Distinct neighborhoods; and
- Diverse commercial and mixed use districts including the historic commercial center of the city known as the Holladay Village, Holladay Crossroads area and the Holladay Hills redevelopment area formerly known as the Cottonwood Mall. Together, these features help establish the unique "sense of place" that makes Holladay one of the most desirable communities in the region.

## EXISTING LAND USE

The existing land uses illustrated in Map 2.1 are dominated by low-density, single-family residential uses, which comprise slightly more than half of the total area (56.9-percent). When duplexes, planned unit developments (PUDs), and multi-family residential uses are added to the total, residential uses comprise just over 63% of the total land area of the City, validating the City’s primary designation as a “bedroom community.”

Commercial uses currently comprise only three percent of existing land area, and are generally situated around key intersections along Highland Drive, Murray-Holladay Road, and 6200 South. Key commercial sites include the rapidly-transforming Holladay Village area; the Holladay Hills redevelopment site with its supporting commercial areas at Highland Drive and Murray Holladay Road, and the Holladay Crossroads, the commercial area at Highland Drive and 6200 South. The Black Diamond Campus on 3900 South is an example of several smaller, more isolated commercial sites found in the northeast quadrant of the City. There are also a number of even smaller commercial office/mixed-use sites that comprise just over one percent of the total land area, the largest being the Millrock/Old Mill Village Commercial Area, which is a Class-A office complex located just east of Interstate 215 near 3000 East.

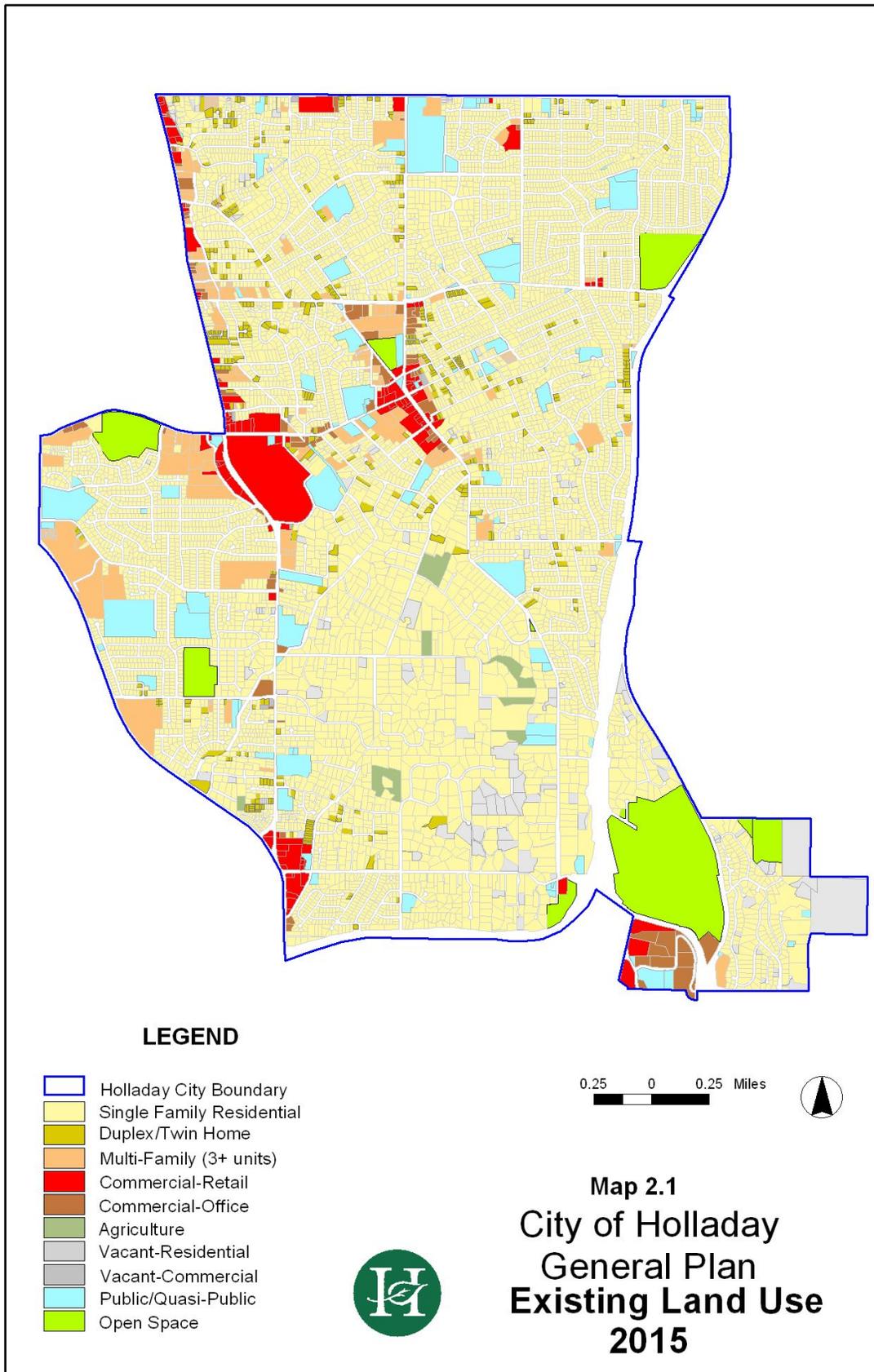
Other existing land uses include public buildings and facilities, schools, and churches, which together encompass approximately five percent of the total. Open space, such as parks and public land in the foothills cover nearly five percent, as well.

**Vacant** residential and commercial property, including the steep slopes of the Wasatch Mountains on the southeast edge of the community, covers just over three percent of the City.

	<b>Land Uses as a portion of total land area of the city*</b>
<b>56.9%</b>	Single Family Development
<b>2.1%</b>	Duplex/Twin
<b>4.5%</b>	Multi-Family (3+dwelling units)
<b>3.0%</b>	Commercial ( <i>including the Holladay Hills redevelopment site; currently vacant</i> )
<b>1.4%</b>	Office
<b>0.6%</b>	Agriculture
<b>3.2%</b>	Vacant-Residential
<b>0.1%</b>	Vacant-Commercial ( <i>not including the Holladay Hills redevelopment site</i> )
<b>5.4%</b>	Public/Quasi-Public, including utilities
<b>4.6%</b>	Open Space (Public & Private)
<b>~20.0%</b>	Roads

\* The city covers approximately 8.39 square miles. The total acreage of the City is approximately 5,400 acres, including roads. However, acreage of roads (just over 900 acres) was excluded from the GIS data layer that was used to calculate existing land uses in the table above. Roads comprise approximately **20%** of the total land area within the City.

Map 2.1, Existing Land Use



## EXISTING URBAN DESIGN

Urban design describes the physical structure of the City's history; –the function and architecture of buildings and structures; types of roadways, trails and parks; other planned and unplanned open spaces; community “branding”, and the preservation of the local history and ecology.

Holladay is defined by its natural cottonwood forests, riparian vegetation, as well as the nearby Mount Olympus, linear roads and meandering lanes that crisscross the City, and the street edges lined by trees, walls, and fences that buffer residential areas, manicured yards, and gardens. Sensitive design is the rule rather than the exception in Holladay, with carefully conceived monuments marking key entrances to the City and a unified signage system announcing one's arrival at the Holladay Village. The various trails, pathways, and road edges provide public places to walk and cycle, connect neighborhoods, and lead to nearby commercial areas and destinations.

## NEIGHBORHOOD PRESERVATION

Existing historic neighborhoods were identified by members of the public as requiring better protection and preservation. This desire for protection extends beyond the buildings, to small town qualities such as: mature tree canopies, large lots, historic land uses, fences, residential development along private lanes, waterways, bridges and masonry walls. This is particularly important in older residential areas where there is pressure to densify. Current policies regulate the teardown of older units as well as allow homeowners to remodel or add responsible additions to their homes.

## HISTORIC AREAS AND BUILDINGS

The preservation of historic places and structures ranked high in the public involvement process, and it is an essential component of maintaining the qualities that make the City such a desirable place to live. To help ensure that Holladay's historic resources are preserved, including land uses, sites, and buildings, the Historic Preservation Committee (City Code 2.24.060) was established to make recommendations to the City Council in the creation of historic districts and adoption of standards and guidelines for historic properties.

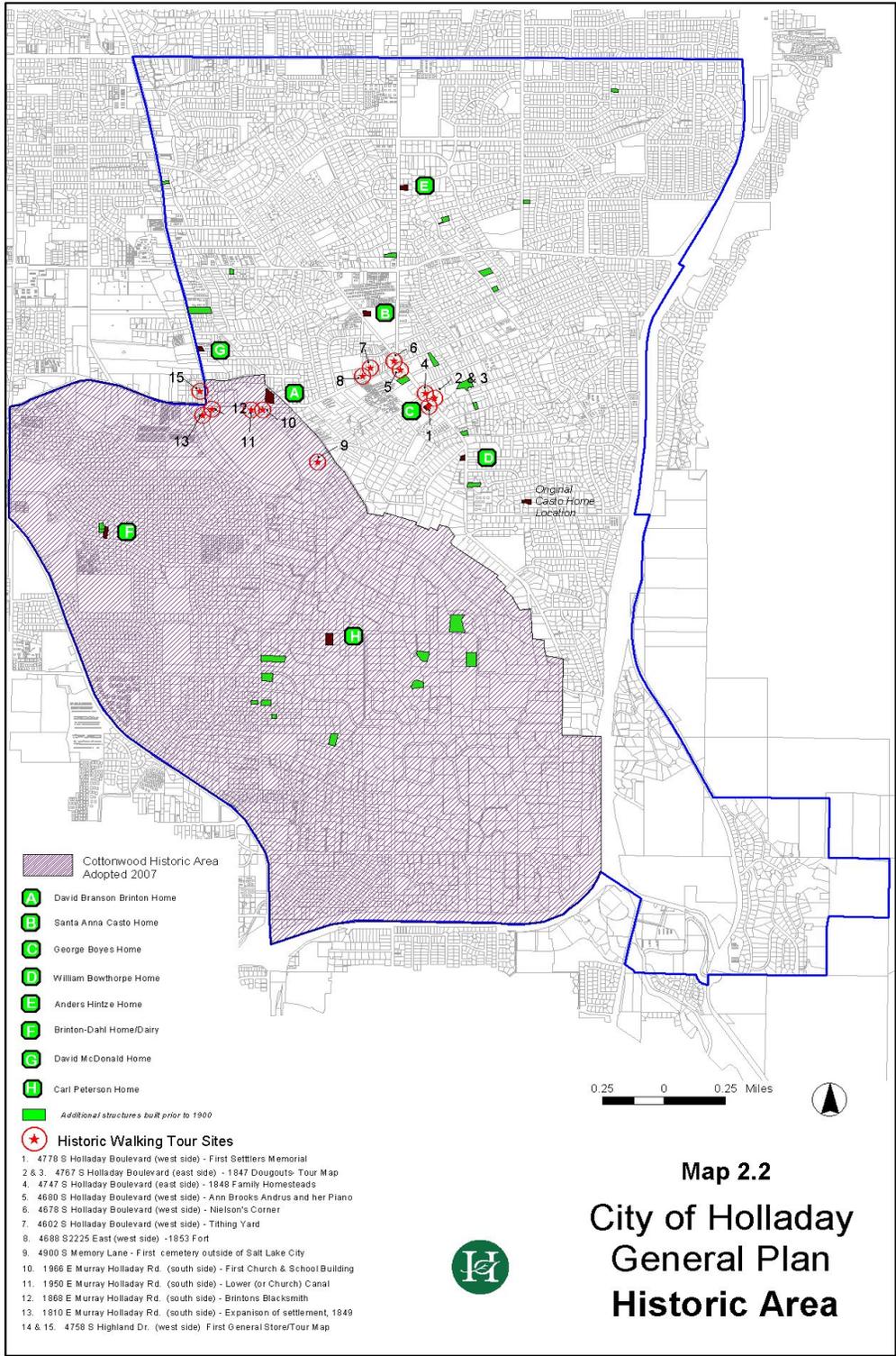
In 2006, the **Cottonwood Historic Area** was established to identify and memorialize a specific portion of the Cottonwood area known as the Brinton Ward. The portion of this historic area within Holladay is shown on Map 2.2. The following structures and sites have been identified as being of historic importance within the City, regardless of whether or not they are in the Cottonwood Historic Area:

David Branson Brinton home, 1981 East Murray-Holladay Road, Holladay

- A. Santa Anna Casto home, 2731 Casto Lane, Salt Lake City, (moved to City Hall Park, 2009)
- B. George Boyes home, 4910 Holladay Boulevard, Holladay
- C. William J. Bowthorpe home, 4766 Holladay Boulevard, Holladay
- D. Anders Hintze home, 4249 South 2300 East
- E. Brinton-Dahl home/dairy-1501 E Spring Lane
- F. David McDonald home-4659 S Highland Drive
- G. Carl Peterson home-2152 E Walker Lane

An historic walking tour was developed to encourage public knowledge and awareness of the City's historic resources. The tour identifies historic locations, structures, markers and trees. Those locations are found on Map 2.2.

Map 2.2, Cottonwood Historic Area



## **KEY LAND USE AND URBAN DESIGN ISSUES**

After analyzing existing conditions, reviewing existing plans, and considering public input, it is clear that the key planning issues facing the community are related to stability and change. There is general satisfaction with the existing patterns, uses, and densities that currently exist, and the general direction of growth. However, a certain amount of angst exists concerning new development, densification, and the impact this might have on individual properties, neighborhoods, traffic, and the character of the City. Since incorporation, Holladay has accomplished some major development, green space and connectivity objectives with the development of the award winning and highly visited Holladay Village, gateway monuments, City Hall civic center and park, Knudsen Park, bike paths and facilities, numerous adopted masterplans and studies, and now the anticipated development of Holladay Hills into a large, mixed-use district.

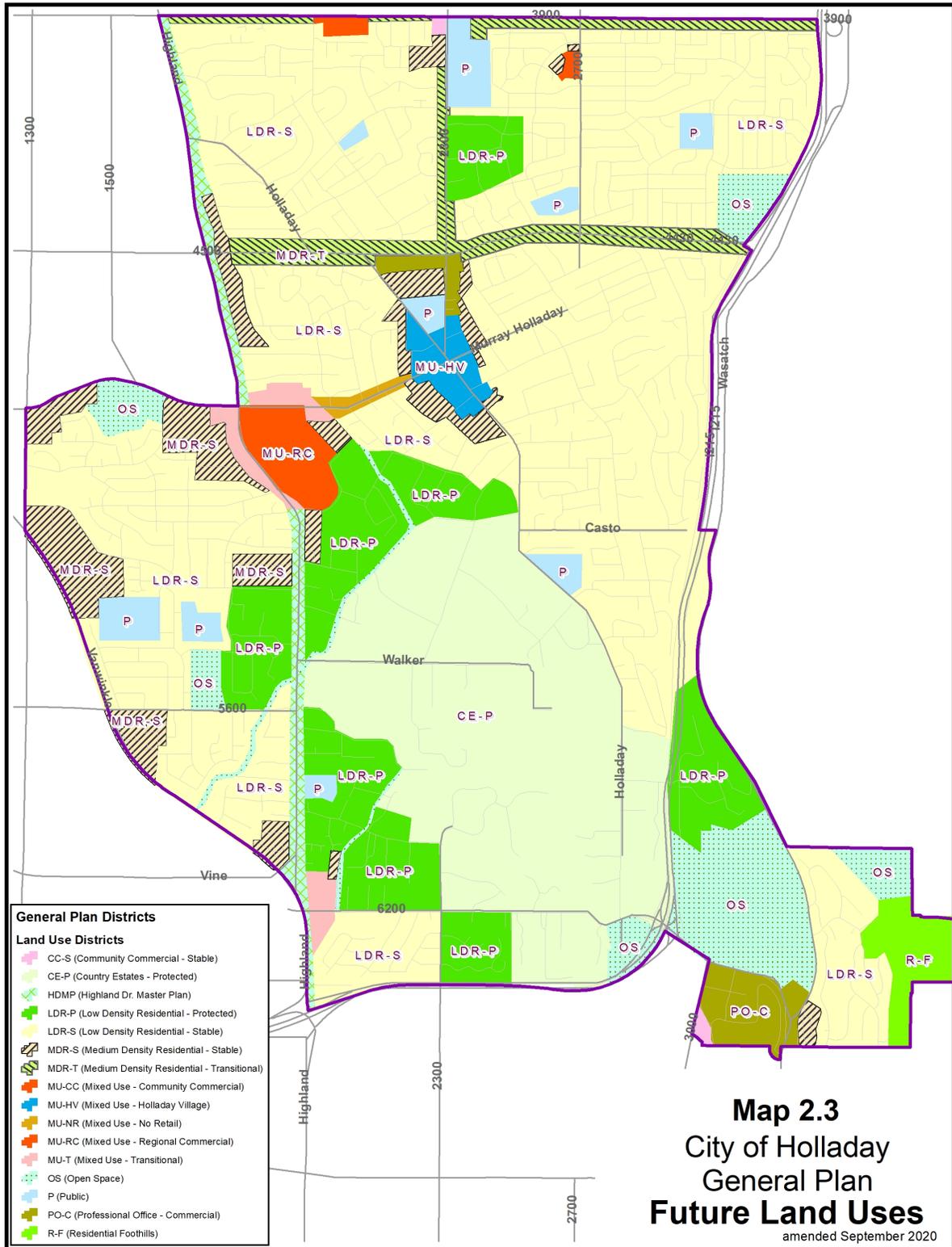
Holladay is already different than it was in 1999. Due to expansion of the City boundaries, population has significantly changed over time as many new residents have been added to the community. New construction has occurred in virtually every neighborhood and commercial area of the City, representing a major investment by property owners and businesses. Moving forward, city leaders and residents should consider the importance of today's land use decisions on current and future residents who will inherit Holladay.

It is the intent of this plan to continue that general vision, which has guided development in past decades. Significant growth pressure in Holladay, the Salt Lake Valley and the larger region already exists and will continue as both existing and future generations seek places to work, live, shop and recreate. The General Plan strives to accommodate new growth while protecting the development patterns that have made Holladay a unique and desirable place to live and work. This plan recognizes the need for a greater variety of shopping options within existing commercial areas and an improved tax base for the community, similar to the Holladay Village model. Higher-density residential uses have been introduced as part of mixed-use developments along busy streets, existing activity nodes and adjacent to established commercial areas. This is compatible with the existing residential neighborhoods and provides a greater range of housing options, while creating a more diverse community over time. Preserving what is best about Holladay and avoiding the negative impacts of unplanned future growth are the key areas of focus as the City moves forward.

## **FUTURE LAND USE AND URBAN DESIGN CONCEPT**

The City's future development patterns must include the preservation of low-density residential neighborhoods, protection and maintenance of historic land uses, structures and places, and the accommodation of growth and economic development at focused locations. This goal is supported by the land use districts as shown on Map 2.3 - Future Land Use.

Map 2.3, Future Land Use





*New development should be accommodated through utilizing unclaimed density where possible. Proposed rezones within the suggested zone list may be appropriate where existing land use patterns support the increased density and do not conflict with other provisions of the Plan.*

- **Residential-Foothills (R-F)** Suggested Zones: FR-1, FR-5 and FR-20  
*This district is intended to accommodate residential developments within the Foothills and Canyons Overlay Zone on properties that require special review for potential slope stabilization, residential structure placement and natural hazards mitigation.*

Lots are allowed to be subdivided when there is vacant or available land within the zone, or where rezoning is allowed by the City Council. In recent years, pressure to subdivide properties in residential neighborhoods has escalated. Since the impact of such changes could have significant repercussions on the existing character and function of the City, it is envisioned that as residential development occurs, particularly in the large-lot zones (the one and two acre minimum zones), established land use patterns should not materially change, and that existing density should remain.

The most significant residential land use change is likely to take place in areas earmarked for mixed-use and multi-family development. Such development is supported at the Holladay Hills site, in portions of the Holladay Village, and at the Holladay Crossroads area. Growth in this manner is expected to be most significant at Holladay Hills and at the Holladay Crossroads area.

Higher-density housing is also supported at other under-utilized areas of the City, which can provide greater housing opportunities for a wide range of income and age groups, to reside in Holladay during all stages of their lives. Limited redevelopment of existing low density housing into a variety of housing options are designated to occur along 3900 South, 4500 South, and portions of Highland Drive and Murray Holladay Road. Care must be taken to ensure that modifications do not conflict with existing residential uses.

## **PRINCIPLE 2 –TRANSFORMING COMMERCIAL/MIXED-USE DISTRICTS INTO PLACES and DESTINATIONS**

Future commercial development should be limited to existing commercial sites, office sites, and areas slated for mixed-use redevelopment such as the Holladay Village, Holladay Hills, and the Holladay Crossroads, the area surrounding the intersection of 6200 South and Highland Drive. Any increase in the intensity of established commercial uses should be carefully planned to ensure compatibility with the surrounding residential patterns. One of the primary purposes of this plan is to ensure that these areas develop in a manner that matches both the future vision and the established patterns. The following General Plan Districts are intended to support this principal:

- **Mixed Use-Regional Commercial (MU-RC)** -Suggested zones: R/M-U  
*This district is intended to support the purpose and intent of the Holladay Hills Site Development Master Plan (SDMP).*
- **Mixed Use-Holladay Village (MU-HV)** - Suggested zone: HV  
*This district is intended to support the purpose and intent of the Holladay Village Master Plan.*

- Mixed Use-Transitional (MU-T) / Mixed Use-Community Commercial (MU-CC)**  
 Suggested zones: See Chp. 9 Small Area Master Plans  
*This district is intended to support the development of a "Small Area Master Plan" for areas such as the Holladay Crossroads commercial area, Black Diamond site on 3900 South and Oakmont Plaza on 2700 East. Future plans for the development of these areas could include a mix of residential and commercial uses.*
- Mixed Use-No Retail (MU-NR)** - Suggested zones: RM, PO  
*This district includes the area known as the "Holladay Half-mile", that area along Murray Holladay Road between the Holladay Hills redevelopment area and the Holladay Village. Future development of this area should be guided by a "Small Area Master Plan", yet to be developed. Zoning in this district should allow for the integration of residential and non-residential uses mixed across the district but should not encourage further development of retail uses along this corridor.*
- Professional Office-Commercial (PO-C)** - Suggested zones: PO, ORD, , RM  
*This district is intended to support the continued development of the city's economic sector and occurs in those areas of the city where professional offices and their associated supporting commercial uses are already established. Rezones in this district should only be considered if the proposed development enhances the existing development patterns and where any negative impacts on nearby residential uses are nominal or can be mitigated.*

## HOLLADAY VILLAGE

This area is located in the traditional downtown core of the City, which is centered at the intersection of Holladay Boulevard and Murray Holladay Road. As detailed in the **Holladay Village Master Plan**, the Holladay Village area is envisioned to be a local commercial center with integrated multi-family residential development to add life to the core "downtown" area. The **Holladay Village (HV)** zone was created to specifically help guide development in this area, establishing the vision for downtown Holladay. The zone includes specific standards to establish a unified and inviting overall appearance, which has worked well for the redevelopment of Block One. This zone should be maintained, with small modifications made to further implement the purpose and intent of the Holladay Village Master Plan.

## HOLLADAY HILLS REDEVELOPMENT SITE AND THE "HOLLADAY HALF-MILE"

The former Cottonwood Mall site, now known as Holladay Hills, has historically been Holladay's only regional commercial area and an important asset for the community's tax base. Located one half-mile west of the Holladay Village, the mall was razed several years ago in anticipation of redeveloping the site into a new regional mixed-use destination.

The City of Holladay has approved a Site Development Master Plan (SDMP) for the Holladay Hills redevelopment site, which also includes a traffic impact study. The site is zoned **Regional/Mixed-Use (R/M-U)**, a zone specifically crafted for this area, any future development of the site should be designed to become a major mixed-use destination including retail, entertainment, office, residential, and other various supportive uses. The currently adopted zoning ordinance supports this general vision for the site, and describes the type of information required for the submission and/or update of a Site Development Master Plan (SDMP) for the area.

The City envisions that, once developed, the new district will be linked with Holladay Village along the short strip of Murray-Holladay Road that separates the two destinations, both visually and perceptually. Known as the "Holladay Half-mile", the roadway and adjacent properties are envisioned to be transformed into a pedestrian-oriented corridor with a mix of pedestrian-friendly, multi-family residential, and office uses. The transformation of the street may include design features, such as themed street lighting, outdoor furnishings, and coordinated landscape areas. Additionally, consistent gateway features and wayfinding elements that build upon the established stone monuments and historic walls found in other parts of the City will give this corridor a unique ambiance.

### **HOLLADAY CROSSROADS: INTERSECTION OF BIG COTTONWOOD ROAD/6200 SOUTH, HIGHLAND DRIVE, AND VAN WINKLE EXPRESSWAY**

This district has the potential to become a premier commercial/mixed-use destination. It is the only commercial area in Holladay that has direct access to a freeway interchange. At present the area is relatively dysfunctional and dominated by aging, suburban-style strip malls and one-off "commercial pad" buildings. The area lacks continuity and the numerous parking lots are poorly coordinated, causing confusion and making it difficult to navigate from building to building. The area is poorly signed and lacks basic pedestrian amenities.

Due to its proximity to I-215, the Holladay Crossroads area has been identified as a priority improvement area for the City, with the goal of transforming it into a thriving, regional commercial, pedestrian and bike-friendly, mixed-use place. Significant changes to Highland Drive, Van Winkle Expressway and 6200 South intersection may be required. At the time of this writing, the City is investigating alternative intersection designs and has obtained approval for a triple left turn southbound from Highland Drive to Van Winkle Expressway. A "Small Area Master Plan" (SAMP) for the area has been adopted as an amendment to this General Plan.

### **MILLROCK/OLD MILL VILLAGE COMMERCIAL AREA**

The Millrock/Old Mill Village Commercial Area is the dominant office use location in Holladay, and one of the most desirable, highest-rent office spaces in the state of Utah. The site is zoned **Office, Research and Development (ORD) and C-2**. The area supports a mix of commercial uses that includes office, hospitality, restaurant, banking and some retail uses, small scale medical, and an education/worship use. New office space and/or commercial spaces should continue to build upon this successful tradition, with high-quality buildings designed and located in a manner that captures the ambiance of the existing development, strengthens the local job market, and contributes to the City's overall economy.

## **PRINCIPLE 3 – REDEVELOPING SMALLER SITES TO MEET FUTURE NEEDS**

In addition to the transformative ideas for the larger commercial areas discussed above, there are several smaller commercial sites that are ripe for redevelopment. Examples include the Black Diamond campus on 3900 South and Oakmont Plaza on 2700 East. These sites are located in non-traditional locations for commercial operations. More evaluation is needed to determine the best use for these sites, considering residential and mixed-use redevelopment options. To assist with this process new and

revised development controls are recommended to help convert these sites into improved assets for the community.

The following General Plan districts are intended to support this principal:

- **Mixed Use-Community Commercial (MU-CC)** - Suggested zones: C-1, , RM, NC, RO  
*This district is intended to support the introduction of mixed residential and non-residential uses within the established commercial areas along Highland Drive, at the Black Diamond site on 3900 South, and at Oakmont Plaza on 2700 East.*
- **Community Commercial-Stable (CC-S)**- Suggested zones: C-1, C-2  
*This district is intended to support those stable, established commercial areas where redevelopment may occur but where the introduction of residential uses is not necessarily advantageous.*

### **HIGHLAND DRIVE - LINKING DISPARATE LAND USES ALONG A BUSY STREET**

A small area master plan has been adopted for Highland Drive (HDMP). The plan divides Highland Drive into three sub-corridors, each of which is slated to be developed in deference to the character of surrounding neighborhoods. The HDMP recognizes the northern portions of the corridor, Segment “A”, as having the greatest opportunity for commercial development including professional offices and limited retail and residential development. Segment “B” limits future residential growth to no more than five dwellings per acre (low density) and also calls for limited or no new commercial development. Segment “C” is the area of Highland Drive from Van Winkle Expressway southward to the city boundary at I-215 is comprised of the Holladay Crossroads area and other additional smaller commercial uses. The HDMP should continue to direct future growth and redevelopment of the Highland Drive corridor.

### **GNUDSEN'S CORNER**

The Knudsen Park Master Plan for Holladay City’s property in the 6200 South/Holladay Boulevard area was adopted in 2011, establishing a phased conversion of the area into a beautiful, historic nature park which was completed in May of 2019. The park includes natural areas, as well as more traditionally developed public park areas and facilities. The existing commercial uses in the area are established and should remain a part of the area’s overall structure.

### **ACQUISITION AND REDEVELOPMENT OF AGING AND REDUNDANT PUBLIC USES**

Public and institutional uses include schools, churches and public offices, all essential features of a well-rounded community. The zoning ordinance includes a **Public Zone (P)**, which encompasses all public and quasi-public buildings and sites in the City. If these uses are discontinued in the future, the zoning classification requires future developers to seek new zoning, thereby allowing the City to review any proposed changes and to determine if the proposed change will be a good fit for the surrounding neighborhood. If a public school closes, State law gives the City the option to purchase the property for use as public park space.

The following General Plan districts are intended to support this purpose:

- **Public (P)** - Suggested zones: P  
*This district is intended to support the continuation of those public and recreational uses established within the district. Any zone changes within these districts should be carefully considered in light of the overall health, welfare, and safety of the community.*
- **Open Space (OS)** - Suggested zones: P  
*This district is intended to support the overall recreational goals set out in Chapter 6, Parks, Trails, and Open Space, of this General Plan.*

## **PARKS AND RECREATIONAL FACILITIES**

With little available land left for new parks and recreational facility development, future improvements should focus on retaining those facilities currently in place and increasing the experiential qualities of each. A more detailed look at the goals for these uses can be found in Chapter 6 of this plan.

## **IMPLEMENTATION MEASURES**

As previously stated, the goals of this element are designed to:

- Maintain the overall established pattern of development in the City and remove barriers to the inclusion of affordable housing opportunities;
- Ensure that new developments are high quality in location, design, finish, energy efficiency and provide amenities for current and future residents of Holladay and are compatible with the surrounding neighborhoods;
- Retain and protect the natural environmental character of the City and its neighborhoods; and
- Ensure that the zoning ordinance meets the goals expressed in this General Plan.

In order to achieve these long-term goals, the following implementation measures have been identified:

1. New development within the single-family neighborhoods should be accomplished through utilization of unclaimed density. Rezone requests should be considered only where increases in density would not negatively impact the established development patterns in the surrounding neighborhood.
2. New non-residential development should be contained within established or designated mixed-use and commercial developments and not expanded into surrounding residential neighborhoods.
3. Identify methods and options for preserving historic buildings, and sites. Some options to be considered include inclusion on the Utah State and National Historic Registers or the creation of a Historic Conservation Area.
4. Establish peer-oriented beautification and cleanup efforts throughout the City. Support these with official City recognition programs.

5. Establish, enhance, and maintain appropriate land use, architectural and/or landscape buffers to protect neighborhoods from encroachment where uses transition or have incompatible characteristics.
6. Encourage new developments and redevelopment projects to provide significant neighborhood/community amenities where appropriate, 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.
7. Allow and 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.
8. Encourage appropriate architecture to maintain aesthetic character of the City and to increase energy conservation and air quality. 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.
9. Consider the application of an overlay zone along Big Cottonwood Creek to preserve the environmental integrity and character of the area. Improvements should include educational efforts that encourage affected residents to voluntarily apply the tools and concepts contained in the *Salt Lake County Big Cottonwood Creek Guide*.
10. Review and strengthen where necessary the current regulations concerning the environmental integrity and character of those areas along Spring Creek, and the Salt Lake/Jordan canal systems, Upper Canal and other like waterways through the City.
11. Require the planting and ongoing maintenance of street trees, landscaped parking areas, road verges and parking strips.
12. 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.
13. 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.
14. Promote and strengthen the Tree Canopy Sustainability Ordinance throughout the City through education and publicity efforts by the Holladay Tree Committee and the City of Holladay.

# CHAPTER 3: TRANSPORTATION NETWORK

\*Amended November 2019

## INTRODUCTION

Like many Wasatch Front cities with development patterns driven by the needs and possibilities of the automobile, Holladay is and will continue to be primarily dependent on driving. But recently the City has made significant steps toward providing other alternatives. The City's development of Holladay Village creates an attractive center of pedestrian activity within walking distance for many residents. The City has been active in developing bicycle routes throughout Holladay and is pursuing further improvements. The City of Holladay General Plan 2015 – 2030 develops a road map and provides tools to further improve transportation alternatives, while ensuring that vehicle access and mobility in Holladay function well. It ensures that streets are easy to navigate and uncongested while improving the City's public realm.

As required by Utah State Code this transportation and traffic circulation chapter includes the general location and extent of existing and proposed streets, mass transit, and other modes of transportation correlated with the population, housing and employment projections and the proposed land use and housing chapters of the general plan. Transportation investment and infrastructure improvement and decisions should be consistent with the Regional Transportation Plan (RTP) as developed and adopted by the Wasatch Front Regional Council, the Metropolitan Planning Organization (MPO) for the Salt Lake valley.

In particular, this chapter addresses both the ways in which Holladay residents, employees, and visitors get around the City – the transportation network – as well as the physical space in which they move – the streets and corridors. This chapter considers the safety, mobility, and access of all major transportation modes – vehicles, transit, bicycles, and walking. It also considers a wide variety of uses for Holladay streets, including for all transportation modes and as public space.

## TRANSPORTATION NETWORK

The Transportation Network consists of four main elements; vehicles, transit, bicycles, and pedestrians. Each has specific demands and design considerations. Basic transportation planning considers conflicts that are likely to occur between different types of users and works toward creating a system that is safe and easy to use by all. Above all, future decisions regarding improvements to the existing transportation network should ensure the safety and interconnectivity linkages to as many areas both inside and outside of the community as possible for its users regardless of the mode they choose when accessing Holladay's streets and trails. Also, these decisions must maintain and enhance, wherever possible, the mobility and regional access for all the network's users.

Following is a detailed look at the four elements of the City's Transportation Network. Along with each element is a list of specific goals for that element and some suggested implementation measures. Additional street cross-sections and preferred objectives for those elements are found in the Updated General Plan Study document, Appendix A of this General Plan.

## VEHICLE NETWORK

As Holladay is primarily a residential community, the major element of the City's Transportation Network is based on the Vehicle Network, which consists of the whole street system. For the purposes of this General Plan, the existing roadways are grouped in the following Functional Classes:

- *Freeway* – A divided major highway with full control of access and no at-grade crossings. These are state-owned regional routes for longer trips and need to ensure capacity of a high number of vehicles at high speeds.
- *Expressway* - A divided major highway with full control of access and at-grade crossings. These are regional routes, not owned by the City, with higher traffic volumes and higher vehicle speeds.
- *Major Arterial* – These routes serve as the principal network for through-traffic or traffic traveling across town.
- *Minor Arterial* – Similar to a Major Arterial but have lower traffic volumes and operate at lower speeds.
- *Collector* – This type of route is intended to collect traffic from local and residential collectors and distribute them to Arterial routes.
- *Primary Residential* – These routes collect traffic from residential local routes and distribute them to Collector, and Arterial routes. These routes are intended for low volume, inter-neighborhood trips, and lower speed limits.
- *Secondary Residential* – Routes used primarily to provide direct access to residential, commercial, and other abutting properties. These routes are intended for low-volume, short trips, and lower speed limits.
- *Private driveways, lanes and roads.* Non-publicly owned and maintained facilities used to provide access to and from the overall transportation network of the city.

In addition some of Holladay's streets have state highway and truck route designations. Holladay's vehicle network also includes parking, though this need in Holladay is largely provided on private property. Map 3.1 shows the General Plan Vehicle Network/Roadway Classifications.

The primary goals for the City's Vehicle Network are to:

1. Ensure the safety of all users;
2. Continue to build upon and maintain the existing infrastructure;
3. Mitigate and absorb traffic impact of new development; and
4. Reduce impediments to convenient use of main traffic corridors and discourage cut-through use of local residential streets.

The following implementation measures are suggested as a means of reaching those goals;

1. Establish and enforce speed limits based on the street type and traffic engineering analysis.
2. Develop school routing plans that minimize vehicle-pedestrian conflicts.
3. Wherever possible implement appropriate traffic calming measures.
4. Work with City businesses and institutions to explore non-traditional ways of reducing traffic volumes, such as carpooling, biking, etc.
5. Work to balance traffic evenly over the network of arterial and collector streets and seek ways to achieve optimal connectivity across the network.
6. Review and update where necessary the City's adopted "Standard Details for Public Works Construction".

7. Require all private street construction conform to the City's adopted standards.
8. Require proposed developments to perform a Traffic Impact Study (TIS) when the proposed development will generate more than 100 trips per hour during peak hours.
9. Require proposed developments to protect, preserve, and donate needed street width on existing or future roadways.
10. Improve key intersections.
11. Continue to firmly advocate for full northbound ramps on I-215 at 4500 South as a major priority for Holladay's vehicular network.
12. Advocate for I-215/6200 South interchange modifications to adequately serve future Gravel Pit development in Cottonwood Heights.
13. Integrate urban design principles with the City's street specifications and targeted cross-sections to create streetscapes that integrate:
  - accessibility of Citywide destinations for all modes of travel;
  - pedestrian scale; and
  - key scenic vistas

## **MAJOR STREET CORRIDORS**

Specific major street corridors in the city have significant impact on the way citizens and visitors move through Holladay, in their automobiles, as pedestrians or as other users. Mobility or lack thereof directly affects the land uses along each street.

For the purposes of this General Plan, the following major street corridors or sections of those street corridors have specific, identified objectives. These should be carefully considered when designing, developing or redeveloping along these important streets especially as it relates to existing and future, housing, education, employment, recreation and commerce.

### **HIGHLAND DRIVE**

#### *Network Designations:*

- Major Arterial
- Truck Route
- Priority High-Capacity Transit Corridor
- Priority UTA bus route
- Local Bike Corridor
- Community Pedestrian Priority Corridor

#### *Target right-of-way:*

- 80 feet

#### *Objectives:*

- Build on recommendations of the Highland Drive Master Plan.
- Make walking safe for connection between neighborhoods, centers, and schools.
- Ensure that Highland Drive near the Holladay Hills (Mall) redevelopment site can handle projected traffic created by new development.
- Designate Highland Drive as the City's preferred north-south BRT route.

- Consider a potential transit hub at Highland/6200 South/Van Winkle Expressway and at the Holladay Hills redevelopment site in conjunction with north-south transit on Highland Drive and in connection with a transit route on 2300 East to the University of Utah to connect the overall network to this major activity node.
- 
- Consider innovative way to allow bicyclists to ride safely on Highland Drive.
- Make crossings of bike routes safe for cyclists while maintaining traffic flow.
- Make Highland/6200 South/Van Winkle area safe and convenient, for cyclists to navigate.
- Make better use of the street cross section, especially the wide shoulders.
- Create a consistent streetscape that ties the corridor together.

### **MURRAY HOLLADAY ROAD-East from Highland Drive to Holladay Village (Holladay Half)**

#### *Network Designations:*

- Minor Arterial
- Priority UTA bus route
- Local Bike Corridor
- Regional Transportation Bike Connector
- Community Pedestrian Priority Corridor

#### *Target right-of-way:*

- 80 feet
- *Objectives:* Connect Holladay Village and the Holladay Hills redevelopment site for all modes, especially pedestrians, cyclists and transit riders to connect the overall network to these major activity nodes for housing, education, employment, recreation and commerce. De-emphasize vehicular traffic and encourage through traffic to use 4500 South. Make better use of the right-of-way, especially overly wide vehicle lanes. Standardize the cross section and right-of-way. Add streetscape improvements to create a walking experience known as the “Holladay Half-mile.” Consider on-street parking, especially if land use becomes more similar to Holladay Village. Consider addition of bike lanes. Improve transit stops. Consider possible special transit stop at Holladay Hills redevelopment site – in conjunction with north-south transit on Highland Drive and in connection with a transit route on 2300 East to the University of Utah to connect the overall network to this major activity node for both housing and employment.

### **2300 EAST - North of Murray Holladay Road**

#### *Network Designations:*

- Minor Arterial
- Priority High-Capacity Transit Corridor
- Priority UTA bus route
- Local Bike Corridor
- Regional Transportation Bike Corridor
- Regional Recreation Bike Corridor

- Community Pedestrian Priority Corridor

*Target right-of-way:*

- 80 feet

*Objectives:*

- Emphasize important multi-modal connection of several centers of activity in and around Holladay - Holladay Village, Olympus High, and Millcreek Community Center.
- Make sidewalks consistent and, if possible, wider.
- Add streetscape improvements such as pedestrian-scale lighting and street trees.
- Try to place a high-frequency transit route (15 minute headway) from Holladay to the University of Utah, whether local bus or bus rapid transit to facilitate access to housing, employment, recreation, education and commerce nodes.
- Improve crossings of major streets such as 4500 South and 3900 South.

### **HOLLADAY BOULEVARD –South of Holladay Village**

*Network Designations:*

- Minor Arterial
- Regional Transportation Bike Corridor
- Regional Recreation Bike Corridor
- Community Pedestrian Priority Corridor

*Target right-of-way:*

- 80 feet

*Objectives*

- Keep traffic volumes at current levels to encourage safety for bicyclists and pedestrians.
- Make Holladay Boulevard’s intersection with 6200 South especially bike and pedestrian supportive because it is so near freeway interchange.
- Make Holladay Boulevard the City’s signature bike corridor. Holladay Boulevard is important to all types of riders – local riders of all abilities, regional commuters, and regional recreational riders.
- Develop bike hubs in Holladay Village and at Knudsen’s Corner.
- De-emphasize transit on this corridor.
- Create an ample, safe, and consistent pedestrian environment.
- Remove truck route designation.
- Design public realm streetscape that emphasizes existing “countryside” character but provides consistent frame for street and supports transportation goals.

### **6200 SOUTH (BIG COTTONWOOD ROAD)**

*Network Designations:*

- Minor Arterial

- Local Bike Corridor
- Regional Transportation Bike Corridor
- Regional Recreation Bike Corridor
- Community Pedestrian Priority Corridor

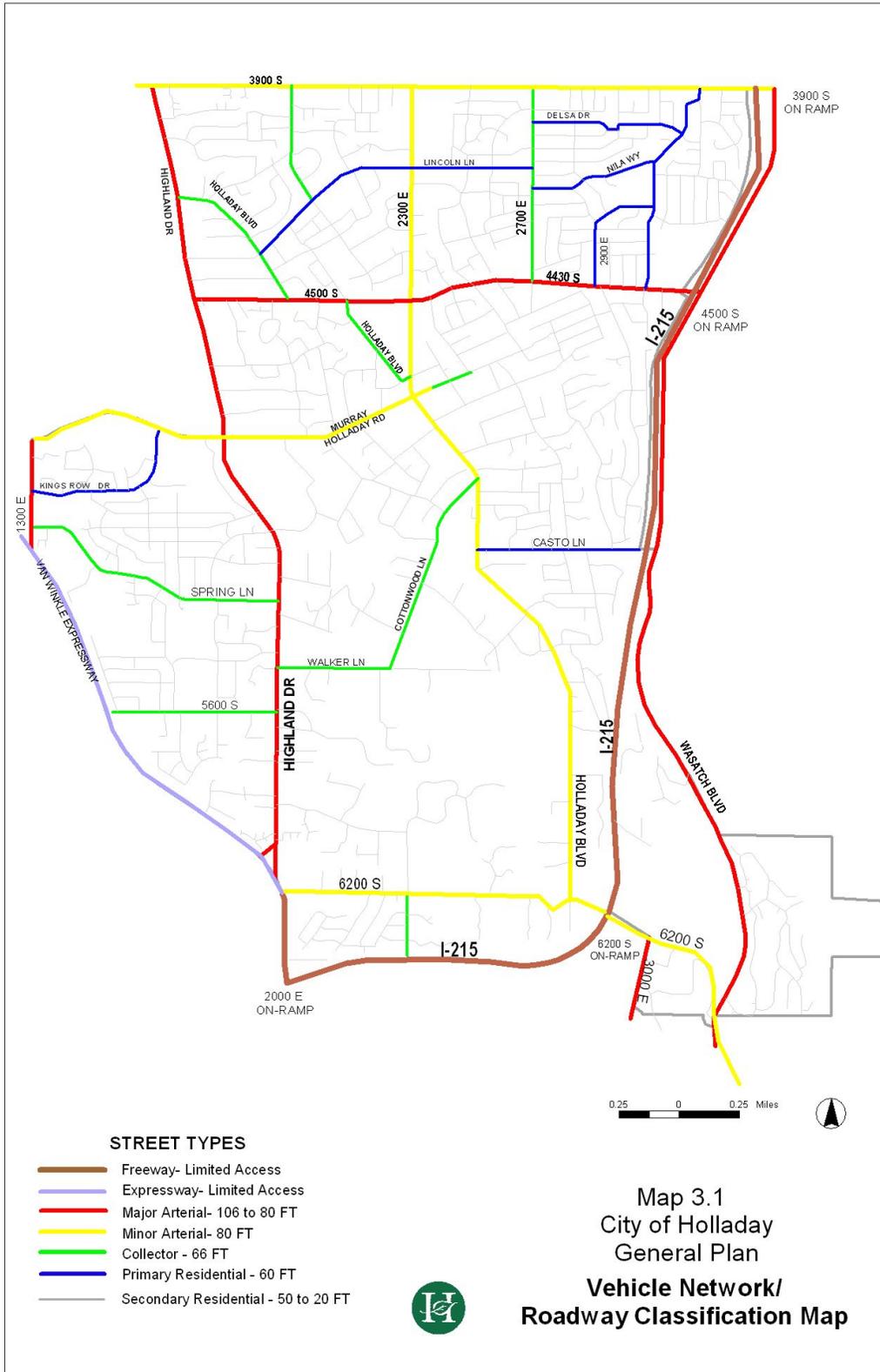
*Target right-of-way:*

- 80 feet

*Objectives:*

- Encourage bike/pedestrian connection to the Holladay Crossroads area, a future mixed-use node that will provide housing, education, commerce and employment opportunities.
- 6200 South is important to all types of cyclists and should be designed to accommodate local riders of all abilities, regional commuters, and regional recreational riders.
- De-emphasize transit on this corridor.
- Create an ample, safe, and consistent pedestrian environment.
- Design a public realm streetscape (trees, landscaping, lighting, street furniture) that emphasizes existing “countryside” character but provides consistent frame for street and supports the overall transportation network goals.
- Become more urban when entering mixed-use area at Highland/6200 S.
- Consider potential to expand right-of-way to accommodate different modes.
- Part of the overall recreation corridor providing direct access to Knudsen Park.

Map 3.1: Vehicle Network/Roadway Classification Map



## TRANSIT NETWORK

The General Plan Transit Network is shown on Map 3.2. The planned transit network includes established UTA routes, some routes planned to be cut, routes the City would like to see added, key transit hubs, (those locations where at least three modes of transportation and an associated parking lot are available to citizens), and the priority high-capacity bus rapid transit (BRT) routes.

Direct and convenient access to the wider region is crucial for the users of Holladay's Transit Network due to the changing nature of certain mixed use districts within the city, at its edge in Millcreek and Cottonwood Heights in particular, and to key employment sheds. With the future of gasoline-powered vehicles in flux, the development of additional transit options is critical to the future success of the City's residents, employees and visitors, especially canyons and mountain visitors.

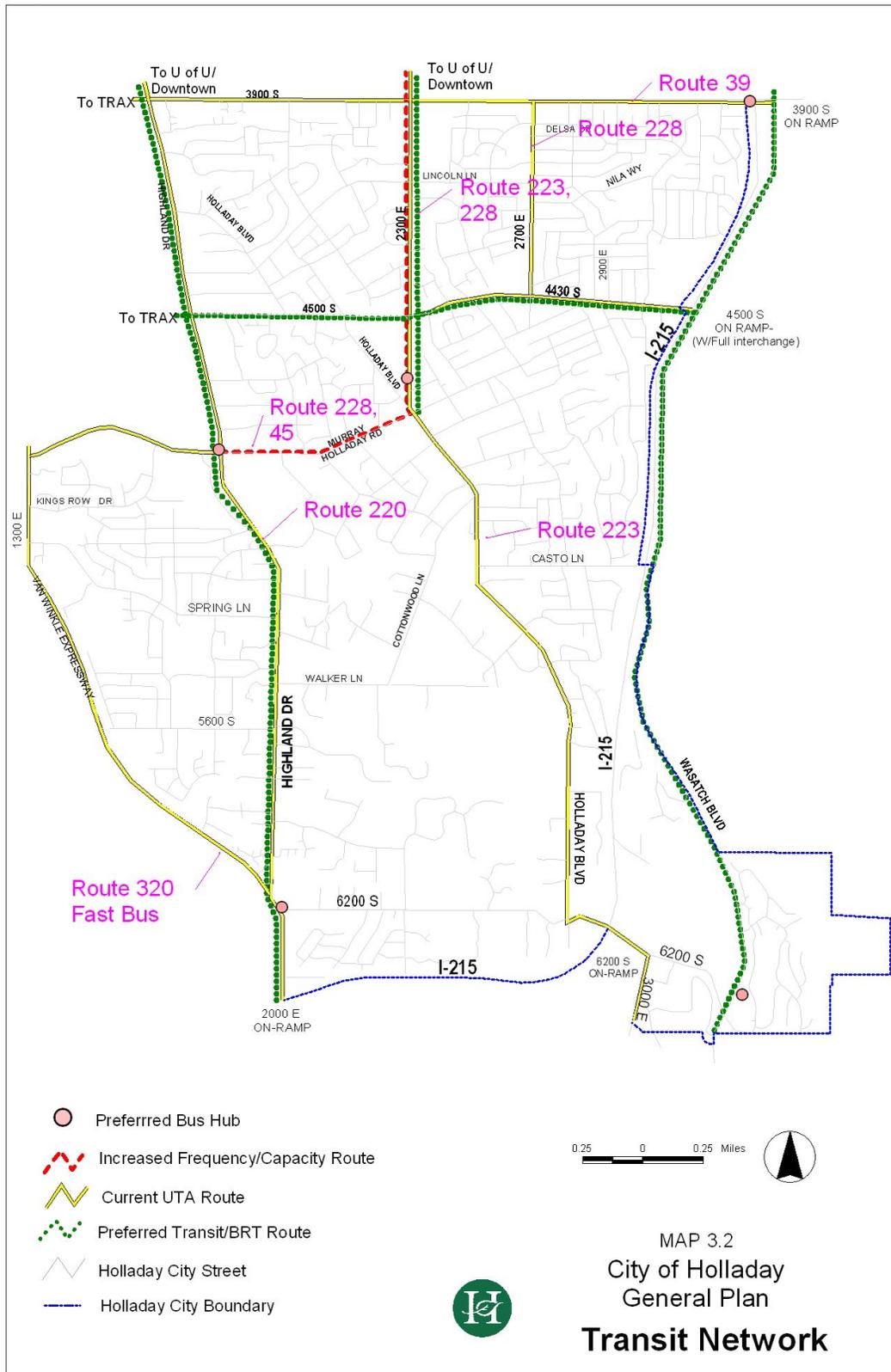
Therefore, any future development of the City's Transit Network should be based on the following goals;

1. Focus and concentrate transit service in areas where Holladay residents, employees and visitors will ride it and where it provides essential connections to housing, education, employment, recreation and commerce.
2. Work with UTA to ensure more direct transit access to key regional destinations/employment centers for Holladay residents and to ensure direct access for employees and visitors to key destinations in Holladay.
3. Advocate for Holladay's preferred future high-capacity transit line on Highland Drive.
4. Establish a reasonably direct, high frequency bus route running along 2300 East from Holladay to the University of Utah.
5. Encourage Holladay Residents to use mass transit.

Some suggested implementation measures are:

1. Consider the adoption of an ordinance that requires developers of new commercial, office, mixed-use, and large residential projects to address mass transit and other multi-modal services in their design of parking facilities, street, and pedestrian accesses. Such measures could include parking requirement reductions in lieu of programs that provide bus passes for employees.
2. Continue to reconfigure streets and vehicular access, including parking, within activity centers to support walking, bicycling and transit.
3. Work with UTA for the creation of a future north-south BRT line along Highland Drive, on Wasatch Boulevard and a future associated east-west connection.
4. Work with UTA on the study of possible extension of light rail service on Highland Drive from the north
5. Support the installation of transit hubs at those future locations shown on the Transit Network map found in this chapter.

Map 3.2 Transit Network



## BICYCLE 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 of the Transportation Network 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 the overall regional system of bicycle routes that ensure a wider ridership than just Holladay's citizens.

The overall goals for this part of the City's transportation network are to:

1. Maintain and improve existing bicycle facilities and
2. Continue to look for opportunities to expand and improve the entire bikeway network.

Map 3.3 shows the General Plan Bicycle Network, including additional infrastructure such as bike hubs.

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

- **Regional Recreation Bike Corridors:** Key routes used by recreational cyclists at a regional level. These routes must acknowledge high weekend peaks of use and consider providing amenities to recreational cyclists, such as in bike hubs, locations where amenities for bikeway uses such as secure parking and drinking facilities are provided.
- **Regional Transportation Bike Corridors:** Key routes in and out of Holladay connecting regional employment, educational, and entertainment destinations. These routes must emphasize mobility in and out of Holladay.
- **Local Bike Corridors:** Connects centers, schools, parks and other local destinations. These facilities should be safe and comfortable for the broadest range of users.

These corridor types may be developed as:

- **Class I** - A non-motorized facility, paved or unpaved, physically separated from motorized vehicular traffic by an open space or barrier.
- **Class II** - A portion of a roadway that is designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.
- **Class III** - 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.

## EXISTING BIKE FACILITIES

The City is actively engaged in bicycle route and lane development with funding from Salt Lake County and Wasatch Front Regional Council (WFRC) Transportation Alternatives Program (TAP). The funding has provided numerous improvements to the existing bicycle network within the City and connections to adjacent cities and the County. Existing bike facilities as of January of 2016 are listed below in Table 3.4.

TABLE 3.4: EXISTING BIKE FACILITIES

Existing Bike Routes Class II	Length
Holladay Boulevard/2300 E (HV)	0.5
Wasatch Boulevard	3
<b>Total Bike Routes</b>	<b>3.5</b>

Existing Bike Routes Class III	Length
Cottonwood Lane/Walker Lane to HD	1.4
Fardown/2300 E/6200 S (HD to HB)	1.5
3900 South - Highland to Wasatch	2.6
2700 East (3900 S to Wander to Holladay Blvd.)	2.6
2000 East/Holladay Blvd	1.4
Lincoln Lane (2000 E to 2700 E)	0.8
Murray-Holladay Rd (2300 E to Apple Blossom)	0.4
Wasatch Boulevard/Millrock Dr. to Knudsen Park	2.6
Holladay Boulevard	2.4
2300 East	1.2
<b>Total Bike Routes</b>	<b>16.8</b>

## PROPOSED BIKE FACILITIES

There are nearly 17 miles of proposed bike routes which include the upgrading of some bikeways from Class III facilities to Class II facilities. These improvements will greatly improve bicycle circulation in the City. Because the City of Holladay is primarily built-out, incorporating bicycle facilities into existing roadways is the best option for future bicycle facility improvements. In 2019 the City joined with four other cities, Millcreek, Midvale, Cottonwood Heights and Murray, to study expansion of alternative transportation (AT) options for the “mid-valley”. As of October 2019, a consultant has been selected and an overall plan is expected to complete by mid-2021. This effort will eventually result in greater connectivity between this cluster of jurisdictions and to a greater valley-wide network of AT facilities.

Bicycle Hubs, those facilities that provide needed amenities to bikeway users including, bike parking and/or storage, route information, and other amenities such as bathrooms, food and drink are recommended at the following locations:

- Olympus High School
- 2300 E at City Hall
- Knudsen Park
- Creekside Park
- Olympus Hills Park
- Wasatch Boulevard at the Mt. Olympus Trailhead

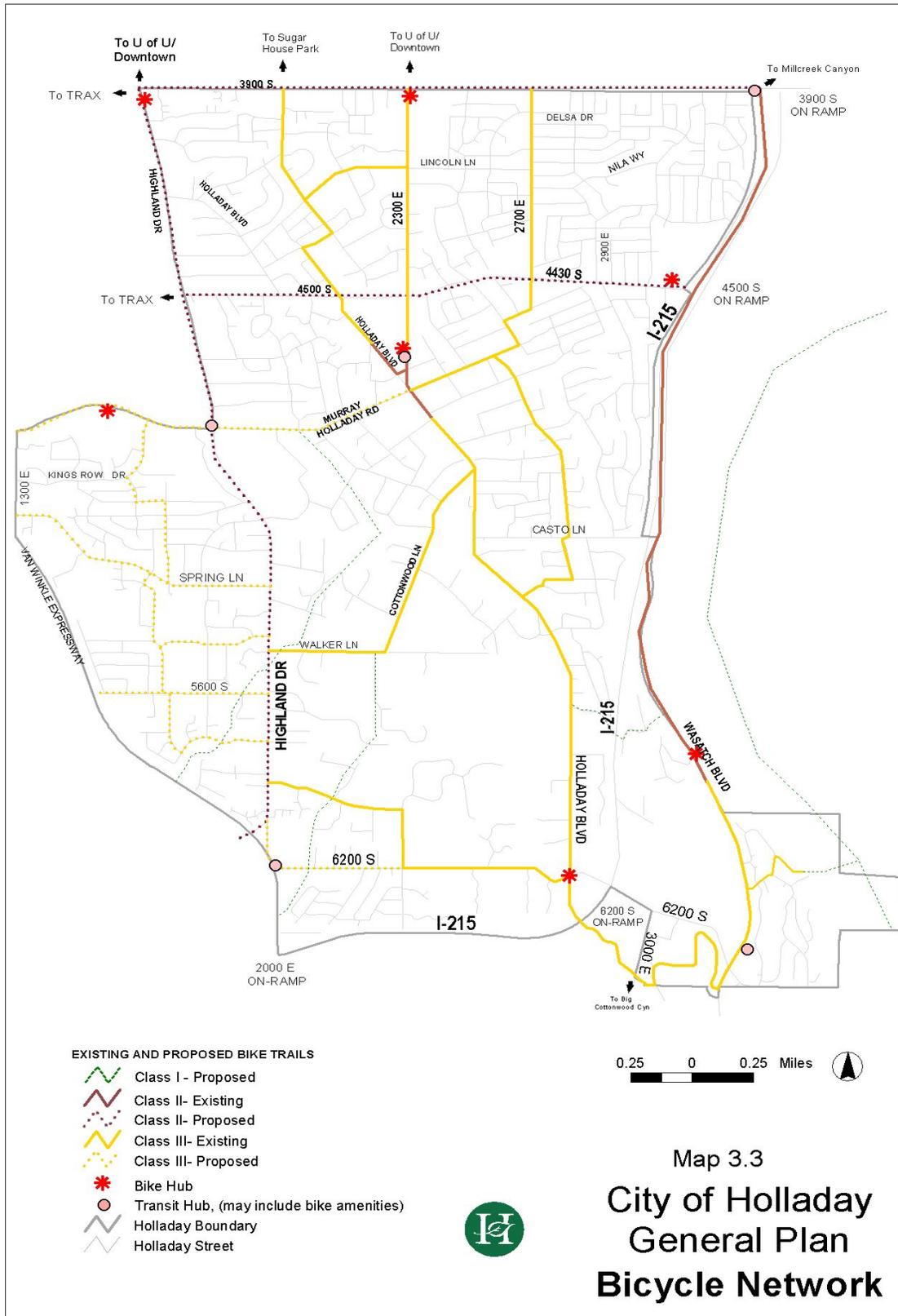
## Implementation Measures

As previously stated, the overall goals for this part of the City's transportation network are to maintain and improve existing bicycle facilities and to continue to look for opportunities to expand and improve the entire bikeway network.

This General Plan suggests the following implementation measures:

1. Continue to work with adjacent municipalities and Salt Lake County (UCATS) to connect to other jurisdictions' bike networks.
2. Continue to pursue bike/pedestrian infrastructure funding through UTA, WFRC, and Salt Lake County, State of Utah, and other funds.
3. Make bikeway crossings of major streets safe, comfortable, and convenient.
4. Continue to develop bike hubs.
5. Install bike parking facilities on all City owned property wherever appropriate.
6. Encourage merchants to install bike parking facilities wherever the site accommodates this amenity.
7. Work with merchants and local chamber of commerce on awareness and attractiveness of inviting cyclists.
8. Investigate a possible link under I-215 to Wasatch Boulevard and the Bonneville Shoreline Trail and the Mt. Olympus Trailhead.
9. Upgrade bike facility classifications when and where possible.
10. Encourage education for bicyclists and motorists as to appropriate shared use of roadways.

Map 3.3: Bicycle Network



## 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 on the Map 3.4.

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 locally-oriented destinations and ensure the safety and comfort of pedestrians throughout Holladay, especially along school routes and the city's busiest streets.

Another important consideration for the continued safety of Holladay's pedestrians is the development of a citywide policy regarding the installation of new sidewalks. Historically, sidewalks have been installed in a piecemeal fashion relying on new development to install these improvements. Any City sidewalk policy should be based on:

- Mandatory installation of sidewalks to protect public safety, (a) along all safe walking routes to the City's elementary schools and (b) along busy streets;
- Required installation of sidewalks as in-fill where sidewalks are present but incomplete, and;
- A determination of those specific neighborhoods where sidewalks are not present and are not wanted or needed by the property owners.

A further important goal of the City's Pedestrian Network is 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 those designated activity centers.

Holladay's Pedestrian Network is based on three types of Pedestrian Priority Corridors, which include:

- **Community Pedestrian Corridors:** These corridors are key routes important on a community-wide basis because they serve regional or Citywide destinations; serve as the only pedestrian connection linking neighborhoods and districts; or serve as regionally or Citywide significant recreational walking routes. These should have a pedestrian design that:
  - Creates a consistent, safe, and comfortable pedestrian experience;
  - Accommodates moderate to large volumes of pedestrians;
  - Ensures highly visible and convenient crossings, especially of larger streets;
  - Contains pedestrian infrastructure and amenities such as pedestrian-scale lighting, street furniture, and public art;
  - Integrates with the design of City-wide destinations; integrates key views; celebrates the character of Holladay; orients pedestrians to citywide destinations by wayfinding signage and other design aspects.
- **Neighborhood Pedestrian Corridors:** These corridors are key routes important on a neighborhood basis because they connect a neighborhood to a Community Pedestrian Corridor; or connect residents to neighborhood destinations such as schools, churches, or parks. These should have a pedestrian design that:
  - Creates a consistent, safe, and comfortable pedestrian experience, and
  - Ensures highly visible and convenient crossings, especially of larger streets.

- **Other Pedestrian Priority streets.** The following should also prioritize pedestrians in the context of the street types of which they are a part:
  - Streets within Pedestrian Centers;
  - Streets within a half-mile walk of education, employment, commerce, housing and recreation pedestrian centers;
  - Streets designated as Safe Routes to School.

The City hopes to develop certain walkable trails that are not co-located on City Streets. Table 3.6 shows the existing and proposed pedestrian trails.

Table 3.6 Pedestrian Trails

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

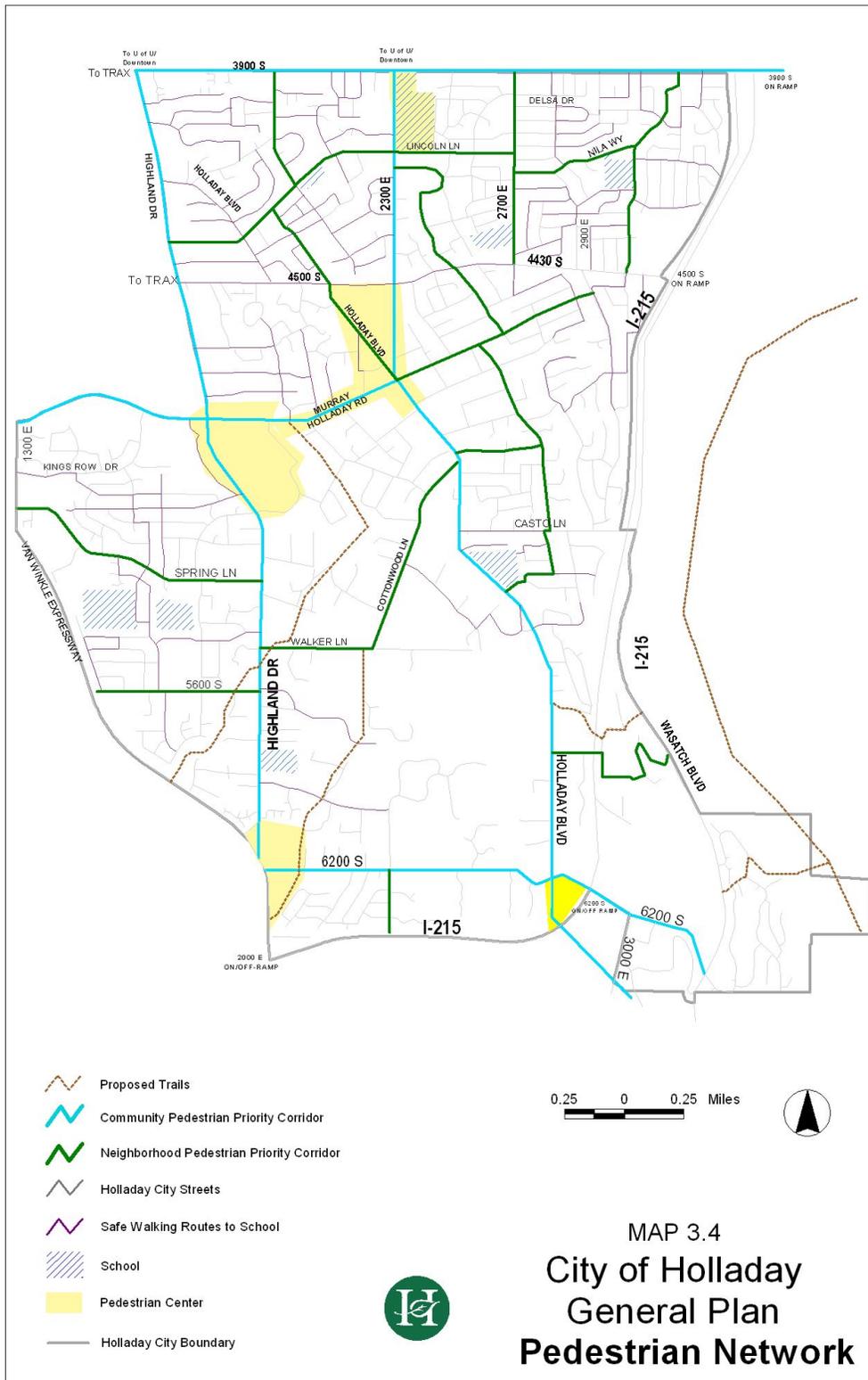
*\*No trail along the Upper Canal*

## IMPLEMENTATION MEASURES

In order to reach all of the identified Pedestrian Network goals, this General Plan suggests the following implementation measures:

1. Conduct a study to determine a City-wide policy for the location of sidewalk installations, safe crossing features and other pedestrian treatments.
2. Require new development or redevelopment to implement street design for those identified pedestrian corridors.
3. Maintain optimal walkway conditions for walking, wheelchairs, and strollers.
4. Review and upgrade where necessary the City’s policy on the installation of sidewalks by private development.
5. Create pedestrian connections through the neighborhoods to larger pedestrian corridors wherever possible.
6. Improve safety, walkability and connectivity along Murray-Holladay Road between Highland Drive and Holladay Village (the "Holladay Half-mile").
7. Improve connectivity to the Holladay Village, Holladay Hills redevelopment site, Holladay Crossroads and other commercial development to the adjacent neighborhoods.

8. Support and promote development of the proposed canal trails as a vital piece of the City's pedestrian and recreational infrastructure. A canal trail feasibility study is currently (2019) underway and is expected to be complete and ready for public input and review in 2020.
9. Prioritize reconfiguration of Highland-Van Winkle-6200 South street network for vehicles, transit, bicycles and pedestrians as determined by a small area master plan.
10. Regularly review and maintain all current bike route and pedestrian route signage and upgrade whenever necessary.
11. Develop strategies for canal trail access points such as safe street crossings and pedestrian route signage.



# CHAPTER 4: ECONOMIC STABILITY AND RESILIENCE

## INTRODUCTION

The Economic Development chapter of the Holladay General Plan is intended to provide direction for the City to maintain sustainable economic growth while preserving its historic character, natural environment, and suburban developments. A stable and diverse economy supporting high-quality job growth plays a significant role in maintaining the vitality and quality of life within a community. A healthy tax base is essential to providing schools, parks, infrastructure, public safety, and other public facilities and services. The current conditions and economic projections are used as the basis for this section.

The overall goals of this element are designed to improve the economic well-being of residents, the local economy and the region as a whole. Those goals are as follows:

1. Maintain and enhance property values throughout the City.
2. Maximize the development within the existing key commercial districts within the City.
3. Encourage and promote the redevelopment of the Cottonwood Mall site.
4. Encourage and promote the development of employment centers at key locations within the City.
5. Identify and support the establishment of businesses within the retail sectors to recapture lost sales.
6. Encourage and promote a “Shop Holladay Campaign”.
7. Support efforts to collect sales tax on Internet purchases.
8. Support and facilitate cultural and arts activities and events in the City thereby creating an arts and entertainment district for the City.

## CURRENT CONDITIONS

### **POPULATION GROWTH**

The City of Holladay has a relatively small population when compared to surrounding cities. Because of annexations, Holladay City’s physical area and its population have changed dramatically. However the overall population growth within the area that is now Holladay City is relatively low, typically less than 1%. The projected average annual growth rate (AAGR) for Holladay through 2040 is approximately one percent, as the City is primarily built-out. Future increases in population will primarily result from redevelopment of existing properties.

### **EMPLOYMENT AND WAGES**

Holladay has a below average number of jobs per capita compared to most cities in the Salt Lake Valley. During 2013, Holladay had an average of 8,189 employees based at approximately 1,103 firms citywide. Comparing the average monthly wage in Holladay of \$3,594 to the rest of the County, Holladay based employee wages fall in the middle, with 53 percent of the surrounding areas having a lower monthly wage and 43 percent having a higher monthly wage. According to the Governor’s Office of Management and Budget (GOMB), total employment in Holladay is expected to increase over the next 25 years, reaching approximately 11,175 in 2040.

Industries in Holladay with high numbers of employees include Black Diamond, a manufacturing firm; CHG Management and other companies located at Millrock, offering professional services; and Granite School District. Industries in Holladay with the highest percent of firms include Professional and Business Services, Financial Activities and Trade, and Transportation and Utilities. According to the GOMB, the industries that will likely have the largest growth include Professional and Business Services and Education and Health Services, each with approximately 30 additional jobs created per year. These employment projections are based on the current percent of total employment within Salt Lake County, therefore, actual growth numbers may change based on development that occurs in Holladay. If development at Millrock were to continue, Holladay's percentage of total professional and business employment would likely increase. Likewise, development at the Cottonwood redevelopment site will likely increase the total employment in the Leisure and Hospitality industry, which includes retail and food services. Furthermore, Black Diamond, a manufacturer and retailer of ski and climbing equipment located in Holladay, is proposing to expand its operations in Holladay, adding approximately 80 jobs.

## **GENERAL FUND REVENUES**

Holladay has the lowest General Fund revenues per capita compared to other neighboring cities. The City's highest source of revenue is currently the 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 combine to create a unique sense of place and make Holladay's properties some of the most valued properties in the region, thereby continuing to maintain the high property values and the resultant property tax revenues that the City relies on. Future development decisions should consider the impacts to all properties in the City and not just those within the traditionally commercial areas. The additional development within the City's redevelopment areas (HV, Cottonwood, Millrock) will help to increase the City's property tax revenues.

Although the City has a large property tax base, the lack of a robust sales tax base decreases the total General Fund revenues. While development at the Cottonwood site may play a significant role in increasing sales tax revenues to the City, the redevelopment of other commercial sites throughout Holladay, (HV, Holladay Crossroads) will help to increase the City's sales tax revenues. The authorization to collect sales tax on internet purchases however, is essential to maintain and increase the City's sales tax revenues.

## **SALES LEAKAGE AND MARKET SHARE**

By evaluating the total purchases made by residents inside and outside the community, a sales tax leakage analysis can identify economic development opportunities for a community. The percent of purchases being made within a City's boundary is the capture rate. The City of Holladay has an overall capture rate of 37 percent, which represents approximately \$212,413,426 in "lost" sales of goods and services purchased by residents outside of the City. The City has negative sales leakage in the majority of

categories, indicating there may be opportunities in many categories for the City to recapture lost sales. The development of Cottonwood redevelopment site will capitalize on many of these opportunities and should improve capture rates significantly as more goods and services are available within City boundaries for local residents and to attract shoppers from the larger regional area. Leakage is also reflected in the percent of retail market share. When compared to other communities, Holladay accounts 2.6 percent of the total market share; however, Holladay's population consists of 9.2 percent of the comparison communities—which means, based on its population, the City brings in only about one fourth of the revenues it should.

## **ECONOMIC DISTRICTS**

Based on current economic conditions, land use, and land availability, there are four notable economic districts in Holladay, which are shown on Map 4.1. Appropriate development and redevelopment of these districts will assist the City in becoming more economically sustainable. The four economic districts are:

- Holladay Village (2300 East/ Murray Holladay Road)
- Cottonwood redevelopment area including Creekside Plaza and Holladay Center (two small commercial centers located west and north of the intersection of Highland Drive and Murray Holladay Road)
- Holladay Crossroads
- Millrock/Old Mill Village/ Canyon Slope Square area (6200 South 3000 East)

Additional but smaller commercial properties that need redevelopment, but whose future redevelopment plans have yet to be determined include:

- Black Diamond Site (2000 East/ 3900 South)
- 2300 East and 3900 South
- Oakmont Plaza (4000 South/2700 East)
- Scattered commercial properties along north Highland Drive (north of Murray Holladay Road)
- 4500 South and 2300 East
- 4500 South and 2900 East

Map 4.1 Economic Districts

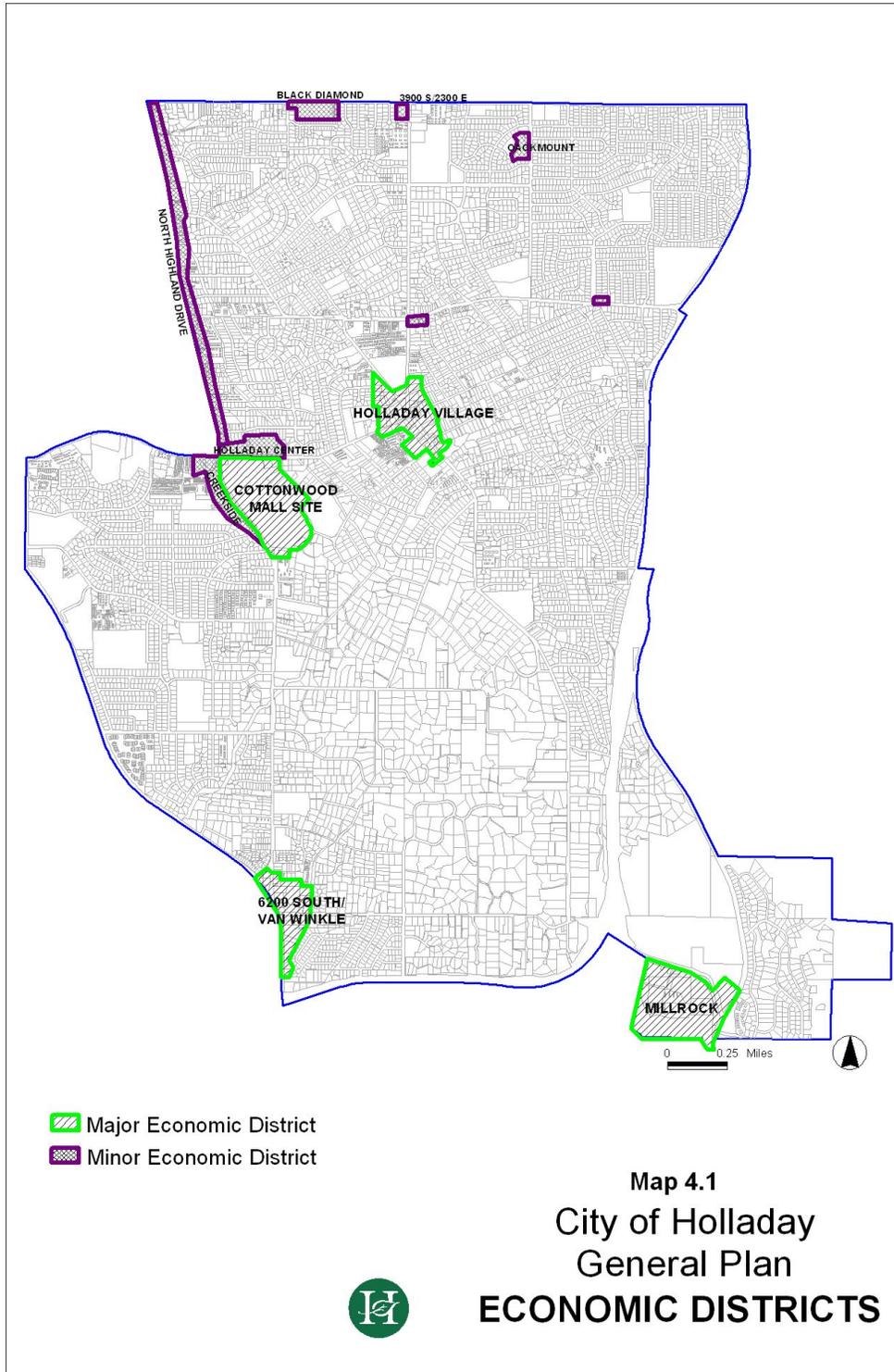


Table 4.1 lists each district with the total sales in the district and the percent of all sales in the City for 2013.

TABLE 4.1: ECONOMIC DISTRICTS BY PERCENT OF TOTAL CITY SALES

<b>Economic District</b>	<b>Total Sales - CY2013</b>	<b>% of Total City Sales</b>
Holladay Crossroads (6200 S)	\$25,313,222	13%
Holladay Village	\$24,072,873	12%
Cottonwood redevelopment area, Creekside Place and the Holladay Center	\$44,741,381	24%
Millrock and Canyon Slope Square	\$14,418,246	7%
Highland Drive	\$7,713,346	4%
Black Diamond Site	\$3,952,792	2%
2300 East 3900 South	\$1,955,941	1%
Oakmont Plaza/4500s & 2300 E/4500 S & 2900 E	\$592,054	>1%
<b>Total City Sales</b>	<b>\$195,096,520</b>	

Those economic centers in Holladay with a regional pull are the Cottonwood Mall area, the Holladay Crossroads and the Millrock area. Other commercial areas throughout the City will likely continue as commercial areas similar to Holladay Village, which generally serves a neighborhood area with a few restaurants and stores that draw customers from a larger area.

## **HOLLADAY VILLAGE**

In 2013, Holladay Village generated twelve percent of all City sales. Improvement values per acre are relatively high, especially in the areas of Holladay Village that have been recently redeveloped. The remaining properties in the other three sections of the area are long overdue for reactivation and redevelopment and should be pursued with all available resources. Development could also occur along Murray Holladay Road to tie Holladay Village to the Cottonwood redevelopment site as it is developed.

## **COTTONWOOD REDEVELOPMENT SITE (INCLUDING CREEKSIDE PLAZA AND HOLLADAY CENTER)**

The Cottonwood Mall was a regional commercial center for over 50 years. However, with the proliferation of other regional commercial centers around the valley, particularly those with direct freeway access, the need for and market share of the Cottonwood Mall gradually declined. The old mall was demolished in 2007 but the economic viability of the mall had died long before the building was razed. Since then, the property owners (General Growth Properties and Howard Hughes Corporation) have struggled to develop a marketable vision for the future of the property. The sole remaining tenant, Macy's, will likely vacate the site in the near future.

The City of Holladay needs to develop a new, long-term vision for the future of the Cottonwood Property. That vision will likely not be a major regional commercial/retail center because of current lack of market demand. Instead, the site may be better suited for a mixture of uses, including residential, office and employment center, and some retail. The successful development of a long-range vision for the site and redevelopment of the property consistent with that vision is the number one economic priority for the City of Holladay.

Currently, the districts around the Mall area comprise 24 percent of all Holladay sales. Macy's is currently the primary sales generator for the area but as noted above will soon be leaving the site. Other key businesses in these districts include numerous restaurants, a State Liquor Store, and a movie theater. In order to strengthen the economic viability of these existing businesses that draw much of their success on the proximity to the Mall properties, the City should continue to encourage redevelopment and revitalization and allow intensification of these commercial uses wherever appropriate.

### **HOLLADAY CROSSROADS**

Thirteen percent of all City sales occur within the Holladay Crossroads economic district at Highland and 6200 South. This site has relatively high traffic counts compared to other sites in the City, with 18,130 on Highland Drive and between 36,820 and 49,815 on Van Winkle. Furthermore, proximity to I-215 makes this site a key economic district for the City of Holladay. Many parcels within this district have lower improvement (underperforming) values. Redevelopment here could include maximizing the commercial development of the area and encouraging mixed-use residential/commercial development, including smaller-scale office such as insurance agencies, small professional office, etc.

Like the Cottonwood redevelopment site, Holladay Crossroads has the potential of having more of a regional pull, due to its access to I-215. The City should make an effort to promote and encourage additional commercial development in this area.

### **MILLROCK/CANYON SLOPE SQUARE/OLD MILL VILLAGE**

The Millrock /Canyon Slope Square/Old Mill Village area is one of the best locations for Class A office space in Salt Lake County. With incredible views of the Salt Lake Valley, office units here have some of the highest rent rates in the County. Complementary businesses are also located in this district, including several restaurants and two hotels. Retail sales in this district equal 7 percent of all sales in the City. This area has the highest improvement values per acre in the City. Furthermore, traffic counts near this district are among the highest in the City, with 11,780 along 6200 South and between 66,375 and 67,725 on I-215. As the demand for additional office space in the County grows, the potential for additional office space here will also grow due to the site's views and access to I-215.

### **IMPLEMENTATION MEASURES**

As stated previously, the overall goals of this chapter of the General plan are:

- Maintain and enhance property values throughout the City.

- Maximize the development within the existing key commercial districts within the City.
- Encourage redevelopment of the Cottonwood Mall site.
- Identify and support the establishment of businesses within the retail sectors to recapture lost sales.
- Encourage and promote a “Shop Holladay Campaign” to stop/slow sales tax leakage.
- Support efforts to collect sales tax on Internet purchases.
- Support and facilitate cultural and arts activities and events in the City thereby creating an arts and entertainment district for the City.

In order to achieve these long-term goals, the following implementation measures have been identified:

1. Review the entitlement process and existing zoning ordinances to foster desired economic development.
2. Allow the intensification of uses in the existing economic districts where they will not create excessive negative impacts to surrounding residential properties.
3. Review and strengthen use and architectural standards for existing commercial zones.
4. Encourage development of a variety of cultural activities and events in the Holladay Village district, at City Hall, and on the Village Plaza; thereby creating an arts and entertainment district for the City.

# CHAPTER 5: MODERATE INCOME HOUSING

\*Amended September 2022  
 \*\*Revision January 2023  
 \*\*Third Revision February 2023

## PURPOSE

Moderate-income housing (MIH) is defined by the U.S. Department of Housing and Urban Development (HUD) as “housing occupied or reserved for occupancy by households with a gross household income equal or less than 80 percent of the median gross income for households of the same size in the county in which the City is located.” This study uses Area Median Income (AMI) in Salt Lake County as determined by HUD and average household size to determine moderate income thresholds for an average household.

Since 1996, the Utah State Legislature has deemed planning and development of moderate income housing a statewide concern with the initial adoption of 10-9-307 of the Utah Code. This section of the Utah Code requires municipalities to include a plan for moderate income housing as part of their General Plan. It outlines the responsibility of a City to facilitate and effectuate a “reasonable opportunity” for those households with defined moderate incomes to live within the City.

2022 amendments of this chapter address recent State legislative efforts to a municipality’s Moderate-Income Housing plan to be enhanced by establishing specific strategies, implementation measures and annual reporting. Meeting minimum these statutory regulations are required in order to be eligible for state funds via either the Transportation Investment Fund (TIF) or the Transit Transportation Investment Fund (TTIF). This chapter provides guidance on establishing measurable goals which may provide additional housing types and therefore meet state requirements of a Moderate-Income Housing Plan benefitting current and future City of Holladay residents.

Specifically, a municipality’s MIH plan must meet a statutory obligation by adopting, or amending accordingly, the following elements;

1. **Land Use element:** *consider location(s) of land for varied housing types available for residents of various income levels in addition to the other categories of public and private uses of land. addressed in this chapter as well as in Chapter 2 of the General Plan – Land Use, Urban Design and Neighborhood Preservation in 2020.*
2. **Transportation and Traffic Circulation element:** *“Provide the general location and extent” of active transportation facilities in addition to freeways, arterial and collector streets, public transit, and other modes of transportation and correlate the plan with population and employment projections, and proposed land use elements. addressed in Chapter 3 of the General Plan – Transportation Network*
3. **Moderate Income Housing (MIH) element:** *provide for and effectuate strategies to create reasonable opportunities for a variety of inclusionary housing for residents of various income levels. This will be addressed in this Chapter of the General Plan -- Moderate Income Housing.*
4. **Identify Strategies:** *Recommendation to implement and effectuate 3 or more strategies listed in the bill’s “menu”. This will be addressed in this Chapter of the General Plan -- Moderate Income Housing.*
5. **Annual Reporting and Review Schedule element:** *annually review of plan implementation.*

Classified as a 3<sup>rd</sup> Class municipality (population of 30,000 – 65,000) city Holladay is home to a basic range of household compositions. Holladay completed its initial Moderate-Income Housing Plan outline in 2010. The plan was reviewed and updated in 2013, 2016, 2019 and again in 2022 in the effort to serve all present and future residents and businesses by ensuring Holladay maintains and plans for the

creation of an adequate supply of affordable housing within the City.

All data supporting the conclusions of this chapter can be found in the Appendix at the end of this Chapter.

## GOALS, STRATEGIES AND CHALLENGES

The goals of this chapter comply with the directives of most recent state law for the inclusion of new, and the continued support of, existing housing made available for households at or below 80% AMI.

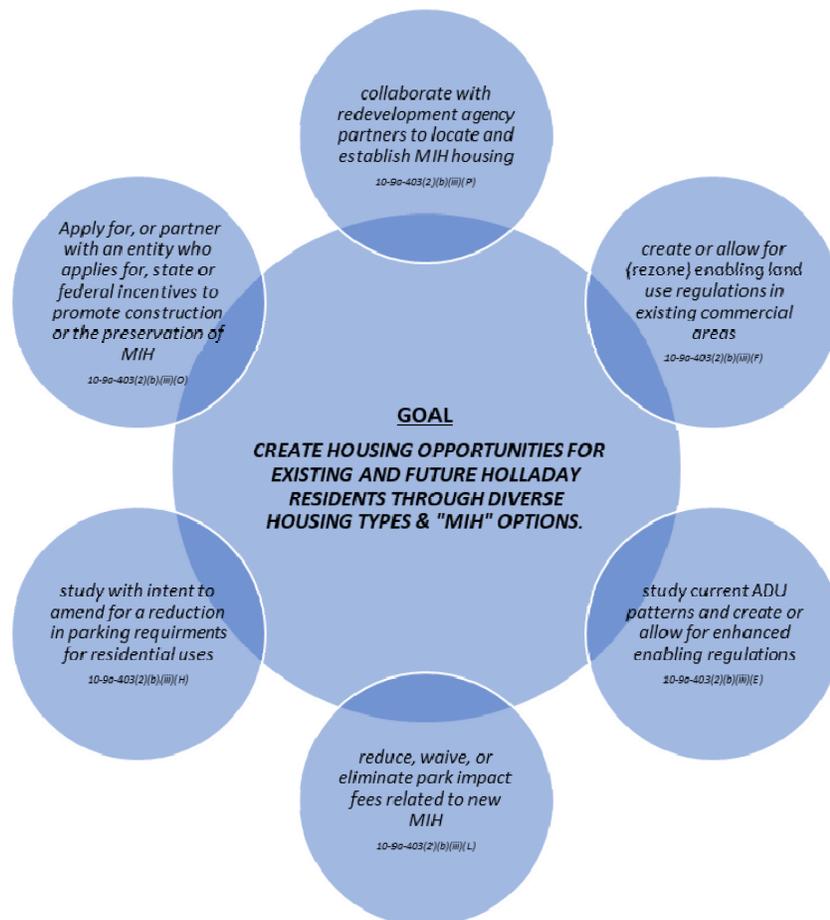
### GOALS

1. Provide the opportunity for housing adapted to different ages, lifestyles, and incomes;
2. Accommodate additional new dwellings by focusing on appropriate zoning regulations within existing and redeveloping neighborhoods and mixed-use districts, throughout the City;
3. Provide a diversity of housing through a range of types and development patterns to expand housing products with a focus of supporting moderate-income housing opportunities for existing and future residents.

### STRATEGIES

Strategies which support the goals of this chapter are summarized in the following figure. Refer to the “Moderate Income Implementation Strategies” section for complete guidance.

Figure 5.1



**CHALLENGES**

Together with a policy of supporting the continued use and maintenance of older, established housing stock, these strategies plan for additional residential opportunities for the wide range of Holladay’s citizens. However, even with significant additional density allowances in select parts of Holladay, it may not automatically translate to affordability for those of more modest financial means as intended by recent legislation. The following are identified as current challenges in providing more affordable housing:

- Disconnected or isolated parcels and scarcity of developable land
- Direct resident opposition to increases to dwelling density and location of new dwellings
- Lack of zoning options/tools
- Holladay’s elevated land values and exclusivity.
- Holladay’s unique median age and household income demographic
- Sensitive lands development, i.e. floodplains and fault lines, designed to limit housing placement

**CURRENT POPULATION** See Chart 5.2

- Demographic data from the most recent U.S. Census or American Community Survey supplemented with any jurisdictional annual surveys
- Chart of how the population has changed over the past five to ten years
- Number of households within targeted income groups (< 80% AMI, < 50% AMI, and < 30% AMI)

**CURRENT HOUSING AVAILABILITY AND MODERATE-INCOME HOUSING NEED**

The City’s most recent report to the State in 2019 estimated that between 18-28 percent of all dwellings in Holladay are moderately priced (80%) of AMI. For the targeted very-low, and low-income households, however, there are few of these units available that are affordable to households below 50 percent of AMI. (Approximately \$41,000 or less)

In order to determine the availability of moderate-income housing, or the opportunity for low- to moderate income households to live in the City, this section defines “moderate income” for the targeted income groups as moderate income at 50-80 percent, low income at 30-50 percent, and very low income at 0-30 percent of the AMI in Salt Lake County. (Not Holladay). The FY 2019 HUD AMI<sup>1</sup> is \$82,700. Given this AMI, the targeted income group cut-offs, with moderate income home price ranges for sale and rental product within Holladay are shown in the following two tables.<sup>1</sup>

TABLE 5.3 HOLLADAY HOUSING COSTS PAID FAMILY INCOME LEVELS

Family Income Levels as Percentage of AMI in Holladay, Utah (The FY2019 HUD AMI is \$82,700)		
Median Family Income	Income Range	Moderate Income Rental Price Range (per month including utilities)
< 30% of AMI	< \$24,810	up to \$620
30% to 50% of AMI	\$24,801 - \$41,350	\$620 - \$1,034
50% to 80% of AMI	\$41,350 - \$66,160	\$1,034 - \$1,654

Household Income Levels as Percent of AMI in Holladay, Utah (The FY2019 HUD AMI is \$82,700)			
Household Income Level	Income Range	Moderate income Home Price Range (4% Mortgage)	Moderate income Rental Price Range (per month including utilities)
< 30% of AMI	< \$20,610	up to \$52,066	up to \$515
30% to 50% of AMI	\$20,610 - \$34,350	\$52,066 - \$119,492	\$515 - \$859
50% to 80% of AMI	\$34,350 - \$54,960	\$119,492 - \$220,631	\$859 - \$1,374

Gross Rent as a Percentage of Household Income (GRAPI) in Holladay, Utah		
	Estimate	Percent
Occupied Units paying rent (excluding units where GRAPI cannot be computed)	2,345	
Less than 15% percent	272	11.6%
15.0 to 19.9 percent	411	17.5%
20.0 to 24.9 percent	367	15.7%
25.0 to 29.9 percent	328	14.0%
30.0 to 34.9 percent	314	13.4%
35.0 percent or more	653	27.8%
Not computed	193	

Gross Rent as a Percentage of Household Income (GRAPI) in Holladay, Utah <i>*The U.S. Department of Housing of Urban Development states that people who spend 30% or more are considered cost burdened by housing</i>		
	Estimate	Percent of Residents
Occupied Units paying rent (excluding units where GRAPI cannot be computed)	2,345	
30.0 to 34.9 percent	314	13.4%
35.0 percent or more	653	27.8%
Not computed	193	

<sup>1</sup>The HUD AMI figure is released annually. It is based on a median family income and used as a standard figure across all HUD programs. Although it is a family income, it is the standard figure used by HUD and other housing programs, as well as affordability studies and consolidated plans, even when compared against households. This is to maintain comparability across programs and studies. source: U.S. Census Bureau; 2013-2017 American Community Survey 5-year Estimates

According to the table immediately above 41.2% of residents in occupied rental dwellings are paying more than 30% of gross income for rent. This is considered to be “burdened” or at the threshold for housing affordability by H.U.D.

See Chart 5.4: HOLLADAY HOUSING STOCK

- *Total number of housing units*
- *Breakdown of housing units by:*
  - *Occupancy (renter-occupied or owner-occupied)*
  - *Size (number of bedrooms)*
  - *ADUs (number of internal and detached units) o Quality (“new,” “dilapidated,” etc.)*
- *Affordability of existing housing stock for targeted income group – as per Utah Affordable Housing Database, managed by the Utah Department of Housing and community Development.*

### RELATED HOUSING DATA

- It is estimated that the 3:1 ratio of new single-family detached (SFD) dwellings to duplex/multi-family housing will decrease in the coming years as the availability of single-family homes declines due to the amount of available land and costs of SFD development becomes increasingly expensive.
- According to reporting supplied by the Wasatch Front Regional Multiple Listing Service the median sales price of a single family home in Holladay’s three zip codes for 2022 is \$687,500 with an average sales price of \$707,010. A 29.5% increase over 2018.
- This dramatic cost increase in the last few years inhibits the ability of many individuals and families to rent or purchase an affordable single-family dwelling.
- Added to this challenge is important information provided by the State of Utah Workforce Services 2018 Affordable Housing Report that outlines other various issues related to supply and availability.

## FORECAST OF MODERATE-INCOME HOUSEHOLDS AND HOUSING NEED

### 5-YEAR AND 10-YEAR POPULATION PROJECTIONS

Holladay is the smallest municipality in both area and population in Salt Lake County. The population is projected to increase from 31,413 in 2015 to 35,883 by 2040, based on projections from the Governor’s Office of Management and Budget. This projected increase of about 12% over the next 20 years is attributed to increase in new housing made available at the Royal Holladay Hills development (aka, Cottonwood Mall) and the in-migration of younger families into established neighborhoods.

Low, medium, and high population projections for the next five and ten years

See Table 5.5: POPULATION FORECAST

Estimate of percentage of the population that will fall within targeted income levels and special needs groups over the next five and ten years

Table 5.6 AFFORDABLE NEED FORECAST

### 5-YEAR AND 10-YEAR MODERATE INCOME HOUSING NEED

Based on current averages for household size, a significant number of new dwellings will be needed to accommodate this growth. At the present time, city staff has doubts that more than four thousand new residents will be added by that time, although it is not impossible.

However, due to the fact that Holladay has little or no available land, except at the old Cottonwood Mall site now known as Royal Holladay Hills redevelopment site, in which to construct new dwellings, accommodating new future populations will have to be done by other more creative means including infill development, mixed use, allowing for more vertical development in the community, and accessory dwelling units (ADU's)

## **MODERATE INCOME HOUSING IMPLEMENTATION STRATEGIES**

As previously noted, this General Plan proposes to accommodate a wide range of housing options, including moderately priced dwellings. The following statutorily required strategies are noted and the implementation measures identified are intended to set a course of achievable, measurable actions to provide medium and long-range guidance which reflect market and socio-demographic conditions.

### **STRATEGIES & IMPLEMENTATION ACTION PLANS**

#### **STRATEGY**

*“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:** The Community and Economic Development Department will complete a study period proposing a reduction to multi-family and related residential parking requirements with alternative off-street parking options by December 31<sup>st</sup> 2022.

#### **STRATEGY**

*“reduce, waive, or eliminate impact fees related to moderate income housing;” §10-9a-403(2)(b)(iii)(L)”*

**ACTION:** In conjunction with City administration and leadership, effective upon adoption by City Council of this 2022 MIH amendment, Park Impact Fees may be considered to be waived for proposed for new MIH housing units

**ACTION:** The Community and Economic Development Department in coordination with city administration will complete an impact study By December 31<sup>st</sup> 2023, to revise the current fee analysis with intent to reduce current Impact Fees as they relate to MIH housing in general.

## STRATEGY

*“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: The Community and Economic Development Department will collaborate with city leadership and local stakeholders to study and review potential housing related amendments to the Office Research and Development (ORD) zone by December 31<sup>st</sup> 2022 to facilitate new moderate housing types in this major employment center.

ACTION: The Community and Economic Development Department will collaborate with city leadership to adopt new mixed-use zone designation for the Holladay Crossroads Small Area Master Plan (HCR-SAMP) by December 31<sup>st</sup> 2022, as a transit oriented, mixed use zone available for multi-family residential development.

ACTION: The Community and Economic Development Department will collaborate with city leadership to study and review potential housing related amendments to the C-1 and C-2 commercial zones by December 31<sup>st</sup> 2023 to recommend facilitating additional housing types in these mixed-use zones.

## STRATEGY

*“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: By December 31<sup>st</sup> 2024, the Community and Economic Development Department will complete a study period reviewing current regulations facilitating the construction of additional ADUs. Specifically:

- Conduct public engagement study to determine hinderances to remodeling existing homes and amend ordinances accordingly.
- 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.

## STRATEGY

*“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: The City of Holladay currently has housing funds generated by RDA projects with approximately a million dollars or more that is earmarked for affordable housing. More than 100 MIH units are currently on track to be established new by 2028

ACTION: In conjunction with city leadership the Community and Economic Development Department will conduct a process and policy establishment study by December 31<sup>st</sup> 2024, 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.

## STRATEGY

*“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;” §10-9a-403(2)(b)(iii)(O)*

ACTION: Beginning June 2022 and Bi-yearly thereafter, a meeting shall be convened between The City’s redevelopment agency and RDA partners 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 interlocal agreement.

# CHAPTER 6: PARKS, RECREATION, TRAILS, AND OPEN SPACE

## INTRODUCTION

This chapter of the General Plan replaces the existing Parks, Open Space and Trails Master Plan adopted by the City in 2004. Based on that previous analysis, Holladay's residents appear to have access to sufficient recreational opportunities provided with city-owned parks, county-owned parks, and school fields. Additional opportunities are also provided with nearby access to the Wasatch Mountains and Canyons, golf courses, and other private facilities. The current focus on trails and bicycle facilities also provides additional recreational opportunities for City residents. With little available land left for development, the future of additional recreational opportunities likely lies in the canal and stream corridors that can be developed as off-street trails, and the numerous roadways that are available for bicycle routes and lanes.

In the future, opportunities for acquiring public lands are unlikely; however, with the development of the Cottonwood property, there is the potential for trail improvements along the creek corridor, as well as small spaces that can be accessible to the general public. Wherever and whenever opportunities arise for new public parks, and trail and bicycle facilities, they should be pursued. Additionally, consideration for rights of way for local and regional trails and walkways should be required of all new development proposals.

The overall goals of this chapter are intended to encourage the City's decision-makers to:

1. Direct future decisions in ways to ensure the continued access to and maintenance of the area's existing parks and open spaces,
2. Maintain an active partnership with Salt Lake County in the future plans for those regional parks in, and adjacent to, the City,
3. Maintain an active partnership with Granite School District to ensure the ability for continued public use of school properties, and;
4. Continue to look for opportunities to expand the City's parks, trails, and open space areas.

## PARKS

As previously stated, the City of Holladay is predominantly built-out with little available land for park development and few City-owned public parks, but its residents have access to numerous county facilities and nearby public land with limitless recreational opportunities. It is therefore, very important to take these characteristics into consideration in park planning and to develop realistic guidelines for park development that are achievable for the unique characteristics of Holladay.

The following table is a snapshot of the City's parks, and the plan's recommendations for future actions.

TABLE 6.1: INVENTORY AND PLAN RECOMMENDATIONS

	<b>Plan Recommendations</b>
<p>Mini Parks: Butternut, Stratton, and Olympus Pines Parks function in this category.</p>	<p><i>Mini Parks are the smallest unit in the park system (.5-1.5 acres). Opportunities for the development of Mini Parks are limited because of their small service area and high maintenance costs. In some instances Mini Parks may be the only option for the provision of new recreational opportunities.</i></p> <p>This plan does not recommend the development of new mini parks at this time.</p>
<p>Linear Parks: Primarily trail corridors; a section of the Bonneville Shoreline Trail is being developed through Holladay.</p>	<p><i>Linear Parks may range in size and use from a simple sidewalk to a wide natural stream corridor with picnicking, resting areas, even play structures or ball courts. The space needed and costs vary dramatically depending on each site, length and intended users.</i></p> <p>This plan recommends pursuing opportunities to increase connectivity and the development of trails along canals, roadways, and through natural drainages. Particularly, studying the feasibility of a canal trail along the Salt Lake City Canal from 6200 South to Murray Holladay Road via Walker Lane. A trail along the Upper canal is not recommended.</p>
<p>Community Parks: City Hall Park and Knudsen Park function in this category.</p>	<p><i>Community parks are the core unit of a balanced park system (4-10 acres). Typically, they include a range of amenities; such as open play fields, ball courts, playground equipment, and picnic areas with associated parking. These parks serve a wide variety of users. Wherever possible, community parks should be connected to each other by a trail system.</i></p> <p>Due to the lack of available land for purchase and the high cost of land in the City, the development of any new neighborhood parks cannot feasibly be implemented. However, the continued development of the two existing neighborhood parks is a primary goal of this plan.</p>
<p>Regional Parks: Creekside Park and Olympus Hills Park function in this category.</p>	<p><i>Regional parks are usually comprised of everything in a Community park plus larger specialized amenities that occur occasionally in the park system, like the Frisbee Golf course at Creekside Park. These parks generally have a one-mile service area but some amenities may draw from a regional area.</i></p> <p>These types of parks are typically County operated facilities. This plan recommends continued cooperation with the County in planning future changes to these parks.</p>
<p>Special Use Areas: City Hall Commons and Holladay Village Plaza function in this category.</p>	<p><i>The three general categories of Special Use Areas are; (1) Historical, cultural, social facilities; (2) Recreational sites; and (3) Outdoor recreational facilities.</i></p> <p>This Plan recommends continued vigilance in locating and developing special areas within the City, particularly those with historic, cultural and social importance to serve as gathering places and venues for festivals and events.</p>
<p>Schools and Non-City Recreation Facilities Olympus High, and Olympus Junior High are examples of a “school” type of facility. Millcreek Golf Course is an example of a “fees-paid” recreation” facility.</p>	<p><i>These types of facilities are only accessible to the general public on a limited or “fees paid” basis.</i></p> <p>This plan acknowledges that these facilities are used by residents and serve an important role. Cooperation between the City and the school district is encouraged to facilitate the use of fields for organized recreational sports and other community activities.</p>
<p>Public Open Space: Heughs Canyon area is the only city-owned parcel of true open space.</p>	<p><i>This category typically includes areas that are undeveloped public lands that are protected from future development by natural or applied restrictions.</i></p> <p>This plan recommends preservation of open spaces that are visible and valued, which provide access to public lands, and to acquire open space along creek corridors.</p>

<p>Private Open Space:</p>	<p><i>Wooded areas, riparian corridors and other undeveloped private areas throughout the City function in this category.</i></p> <p>This plan recommends protection of the large lot areas throughout the City that give Holladay a unique character not found in any other part of the Valley. Tree canopy, riparian habitats and private recreation opportunities are critical to the welfare of the entire city.</p>
<p>Trails: For a detailed list of bike and trail facilities see Chapter 3.</p>	<p>This plan supports the continued installation and maintenance of bike and pedestrian trails connecting parks, schools and other destinations, collaboration with neighboring communities to extend canal trails, and maintaining access to public lands.</p>

**EXISTING CITY-OWNED PUBLIC PARKS, COUNTY PARKS, AND SCHOOL FIELDS**

The City of Holladay park system currently includes two Community Parks and four Mini Parks for a total of 15.7 acres. Additionally, City of Holladay residents have ready access to several regional parks and recreation facilities, including Big Cottonwood East Park, Olympus Hills Park, and Creekside Park, owned and managed by Salt Lake County. Old Mill Park, a County-owned Community Park in nearby Cottonwood Heights, is also readily accessible to Holladay residents. Table 6.2 identifies these park types, their size, ownership, the jurisdiction in which they are located, and amenities offered in each park. Combined, City of Holladay residents have access to over 223 acres of publicly owned recreational land, owned by various governmental entities, including almost 60 acres of school fields and facilities. These available facilities are illustrated on Map 6.1.

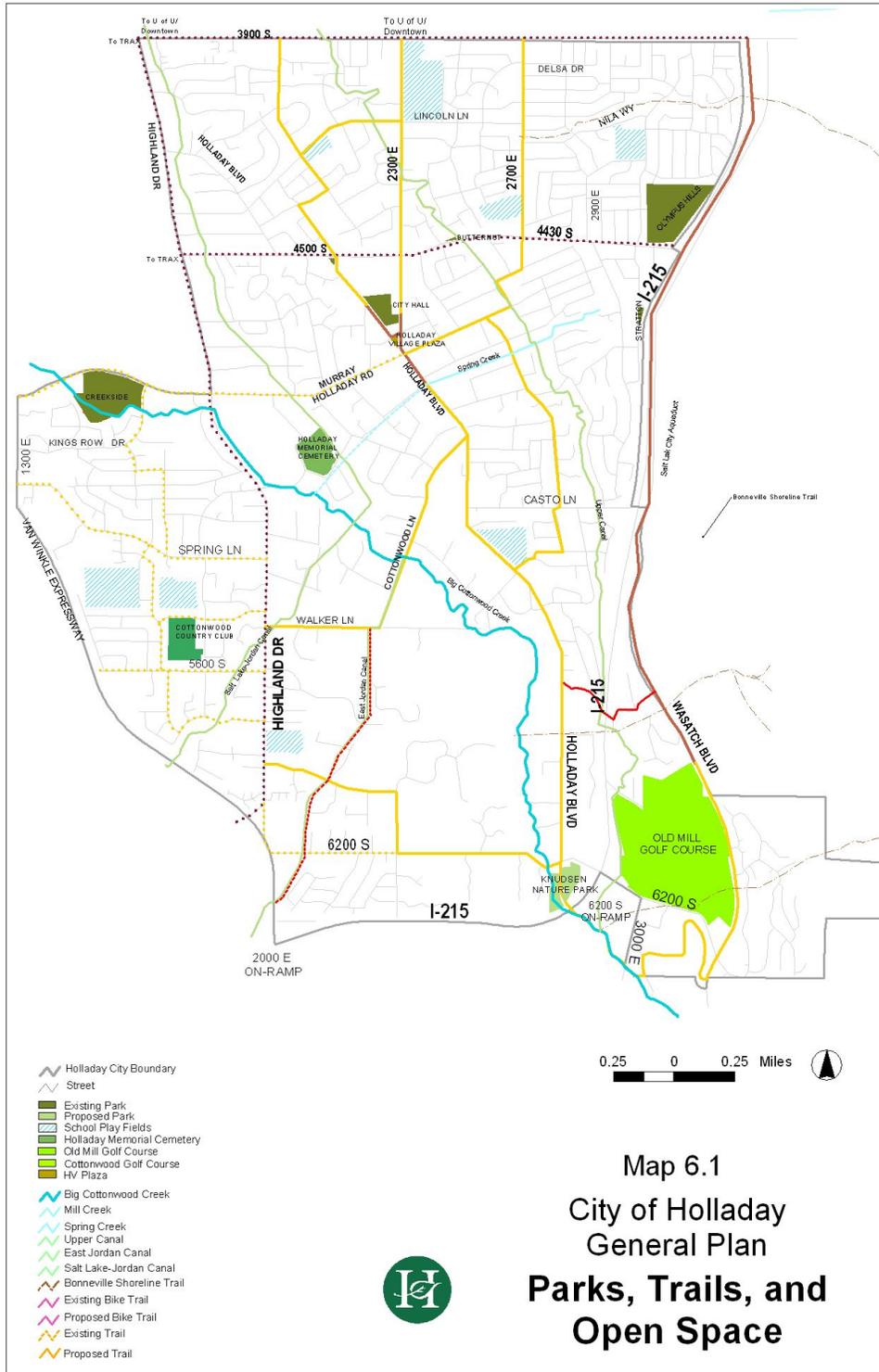
TABLE 6.2: EXISTING CITY-OWNED AND COUNTY-OWNED PARKS, & SCHOOL FIELDS

Existing Parks Serving Holladay Residents	Acres	Ownership	Location	Amenities														
				Restrooms	Little League	Soccer/Lacrosse	Softball/Baseball	Volleyball Courts	Tennis Courts	Play Structures	Pavilions	Picnic Shelters	Picnic Tables	Picnic Grills	Benches	Horseshoe Pits	Multi-Use Court	Exercise Course/Walking Paths (miles)
<b>City-Owned Mini Parks</b>																		
Stratton	0.6	Holladay/UDOT	Holladay													X		
Olympus Pines	0.3	Holladay	Holladay									X		X				
Holladay Village Plaza	0.6	Holladay	Holladay											X			Public Gathering space/ plaza	
Butternut	0.3	Holladay	Holladay											X			City monument, bus stop	
<b>Total</b>	<b>1.8</b>																	
<b>City-Owned Community Parks</b>																		
City Hall	5.6	Holladay	Holladay	1	2	2	2			2		3	6	3		1	1	Heritage gardens, bandstand and stage
Knudsen	8.3	Holladay	Holladay															To Be Determined
<b>Total</b>	<b>13.9</b>																	
<b>Salt Lake County-Owned Regional Parks</b>																		
Big Cottonwood East	89	Salt Lake Co.	Salt Lake Co.							1				4			0.8	
Olympus Hills	31.6	Salt Lake Co.	Holladay	1	2					8	2	1		8		13	2.33	Natural area with trails
Creekside	26.1	Salt Lake Co.	Holladay	1			1		2		1	1					0.25	18 hole disc golf course, sledding hill
<b>Total</b>	<b>146.7</b>																	

<b>Salt Lake County-Owned Community Parks</b>		Acres	Ownership	Location
Old Mill	9.3	Salt Lake Co.	Cottonwood Heights	
<b>Total</b>	<b>9.3</b>			

<b>Other Available Recreation Facilities/School Fields</b>	
Olympus High	13.8
Olympus Junior High	2.9
Bonneville Junior High	13.4
Cottonwood Elementary	6.2
Crestview Elementary	4.5
Howard R. Driggs Elementary	4.7
Morningside Elementary	4.6
Oakwood Elementary	3
Spring Lane Elementary	6.7
<b>Total</b>	<b>59.8</b>

Map 6.1 Parks, Open Space and Trails



Map 6.1  
City of Holladay  
General Plan  
Parks, Trails, and  
Open Space

## CURRENT LEVEL OF SERVICE (LOS)

This plan’s recommendations are based in large part using the NRPA guidance (6 - 10 acres per 1,000 in population) as a desired “Level of Service” for accessing future decisions regarding maintenance and acquisition of park facilities. Taking into consideration both City-owned and other facilities including county parks and recreation facilities and those associated with public schools, the City is within that standard range at 7.42 acres per each 1,000 in population. This is an important understanding based on the unique characteristics of Holladay, its mature development pattern, and its potential for future park development. Table 6.3 illustrates the current LOS for Holladay residents.

TABLE 6.3: LEVEL OF SERVICE ANALYSIS

<b>Level of Service Analysis</b>			
	2015 Population	Existing Acres	Current LOS (Acres per 1,000 Population)
City-owned Parks Only	31,413	7.4	0.24
All Parks Serving the Community (City, County, and School Fields)	31,413	233	7.42

## TRAILS AND BIKE FACILITIES

### EXISTING TRAILS and BIKE FACILITIES

For a detailed list of bike and trail facilities, see Chapter 3, Transportation Network. As a brief overview, the City of Holladay currently has one developed off-street trail in Heughes Canyon, which connects the City to the Bonneville Shoreline Trail. The City is actively engaged in bicycle route/lane development with funding from Salt Lake County awarded in 2014 and Wasatch Front Regional Council (WFRC) Transportation Alternatives Program (TAP), to revise the main bike routes through the community in 2015. The funding has provided numerous improvements to the existing bicycle network within the City and connections to adjacent cities and the County.

Long-range plans also include a feasibility study for the implementation of pedestrian connections along the Salt Lake City canal system running north from 6200 South to the Cottonwood redevelopment site. A trail is not recommended along the Upper Canal corridor.

## PUBLIC/PRIVATE OPEN SPACE

Holladay has little public undeveloped open space beyond the 15 acres owned by the City in the Heughes Canyon area. However, much of the perception of open space and the experience of nature in Holladay is a result of the mature trees and density of vegetation throughout those areas of privately held land in the larger lot residential neighborhoods, such as in the Cottonwood/Walker Lane area. While this type of open space is not necessarily accessible to all residents for recreational activities, there are numerous country lanes with dense tree canopy that are attractive for walking and biking. This privately owned

land, which largely remains in its natural condition, is a large part of what gives Holladay its appeal and contributes to the semi-rural atmosphere and the open feel of the community. These areas with their unique characteristics have been lovingly maintained and protected since the City's beginnings by private individuals who value open space, lush vegetation and the wildlife it fosters. Regardless of whether or not they are owners of one of these lots, Holladay's residents have expressed overwhelmingly a desire to preserve these areas. Throughout this plan, the stated goals have underscored the need to preserve these large lot areas and their associated tree canopy. This plan recognizes these private open space areas as one of the signature images of the community and is highly valued by all.

## IMPLEMENTATION MEASURES

As stated previously, the overall goals of this chapter of the General Plan are:

1. Direct future decisions in ways to ensure the continued access and maintenance of the area's existing parks and open spaces,
2. Encourage an active partnership with Salt Lake County in the future plans for those regional parks in, and adjacent to, the City,
3. Encourage an active partnership with Granite School District to ensure the ability for continued public use of school properties, and;
4. Continue to look for opportunities to expand the City's parks, trails, and open space areas.

In order to accomplish these goals suggested implementation measures include:

1. Look for opportunities to incorporate public space into new development including plazas, open spaces, and trails, bicycle and pedestrian corridors.
2. Develop a cooperative agreement with Granite School District and any other local agencies or organizations to ensure local residents have the right to reasonably and responsibly utilize school play fields and recreational amenities outside of school hours.
3. Encourage the creation of community gardens, seasonal markets, and similar uses that support healthy lifestyles.
4. To improve maintenance and operations in City-owned parks:
  - a. Maintain design standards that reduce maintenance requirements and costs, and assure the long-term usefulness of facilities.
  - b. Provide an annual budget allocation for park improvements and upgrades.
  - c. Install adequate facilities for residents to "self-maintain" parks and park facilities, *i.e.* trash receptacles, animal waste containers, hose bibs.
  - d. Work with local neighborhoods and interest groups to establish an "Adopt-A-Park" program.
5. In the event of a future closure of any public school the City should exercise its right to purchase the school property for public park space.

# CHAPTER 7: PUBLIC SERVICES and FACILITIES

## INTRODUCTION

A range of public and quasi-public services and facilities are required to keep the City running. Foremost, are the governmental services provided by the City's elected officials and appointed staff. Other key services include law enforcement, fire protection and other emergency services as well as the full range of utilities including water, sewer electricity, gas, and sewer. Other necessary services include road maintenance/snow removal and garbage disposal. A significant portion of these services is currently provided by other governmental entities as well as various private service providers.

The City currently receives the majority of its municipal services through contracts with outside service providers. As a consequence, City leaders have little, if any, control over the level of service provided or the cost of that service. The future availability and cost of those services will be dramatically affected by forces that are outside the City's control. For that reason, it is essential that the City develop a long range plan for the continued delivery of municipal services, and that the City adequately prepared for any anticipated, necessary changes to our current services.

One of the goals of this chapter of the General Plan is to ensure that Holladay's citizens and visitors continue to have access to all of those basic services in a timely and adequate manner. With the incorporation of Millcreek City, directly to the north of Holladay, decisions regarding how Holladay provides for its needs may be dramatically affected by this change in access to valley-wide services. Future plans for providing necessary public services will no doubt depend on partnering with this new city. Because of Holladay's position in the wider community of the Salt Lake Valley, future decision makers will need to continue to compare and contrast the market forces and be flexible in their thinking about finding solutions that protect the health, welfare and safety of Holladay citizens, businesses, and visitors.

The overall goals of this chapter of the General Plan are:

1. Ensure the continued access to basic services for citizens, business owners and visitors.
2. Develop a long range plan for the delivery of municipal services for the City based upon a combination of contracts, partnering, and/or self-providing services.
3. Continue to explore available alternatives for municipal services to provide improved level of service and/or reduce costs.
4. 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.

## PUBLIC SERVICE PROVIDERS

Although the City of Holladay does not provide any utility services to residents, Holladay City is well served by public services and facilities and has the systems in place to ensure services are maintained in the future. Steps should be undertaken to ensure that critical services related to utility and public safety are maintained in a manner that meets future needs. Map 7.1 shows the location of Holladay's public service providers. Map 7.2 shows the various culinary and irrigation providers in the City.

The following is a brief list of the services available to Holladay citizens and the current provider:

- A. Services provided by the City include;
  - 1. Administration and finance
  - 2. Planning and Zoning
  - 3. Business Licensing
  - 4. Code Enforcement
  - 5. Park Acquisition and Maintenance
  - 6. Emergency Operations
  - 7. Municipal Court
  
- B. Services provided by other governmental agencies include;
  - 1. Law Enforcement- UPD of Greater Salt Lake
  - 2. Fire Protection- UFA
  - 3. Culinary and secondary water- Salt Lake Public Utilities, Jordan Valley Water Conservancy District. (See Map 7.2)
  - 4. Sewer- Mt. Olympus Improvement District,
  - 5. Animal Control- Salt Lake County
  - 6. Road maintenance- Salt Lake County Public Works
  - 7. Public education- Granite School District
  - 8. Library Services- Salt Lake County
  - 9. Social Services-Salt Lake County
  - 10. Parks and Recreation-Salt Lake County
  - 11. Sanitation/Trash Removal/Recycling- Wasatch Front Waste and Recycling District
  
- C. Services provided by private enterprise include;
  - 1. Culinary and secondary water- Holliday Water Company (See Map 7.2)
  - 2. Electricity- Rocky Mountain Power
  - 3. Gas- Questar
  - 4. Telecommunications- Xfinity, Verizon, Clearwire, Sprint, AT&T
  - 5. Private Education- Various providers
  - 6. Medical Services- Various providers

## **IMPLEMENTATION METHODS**

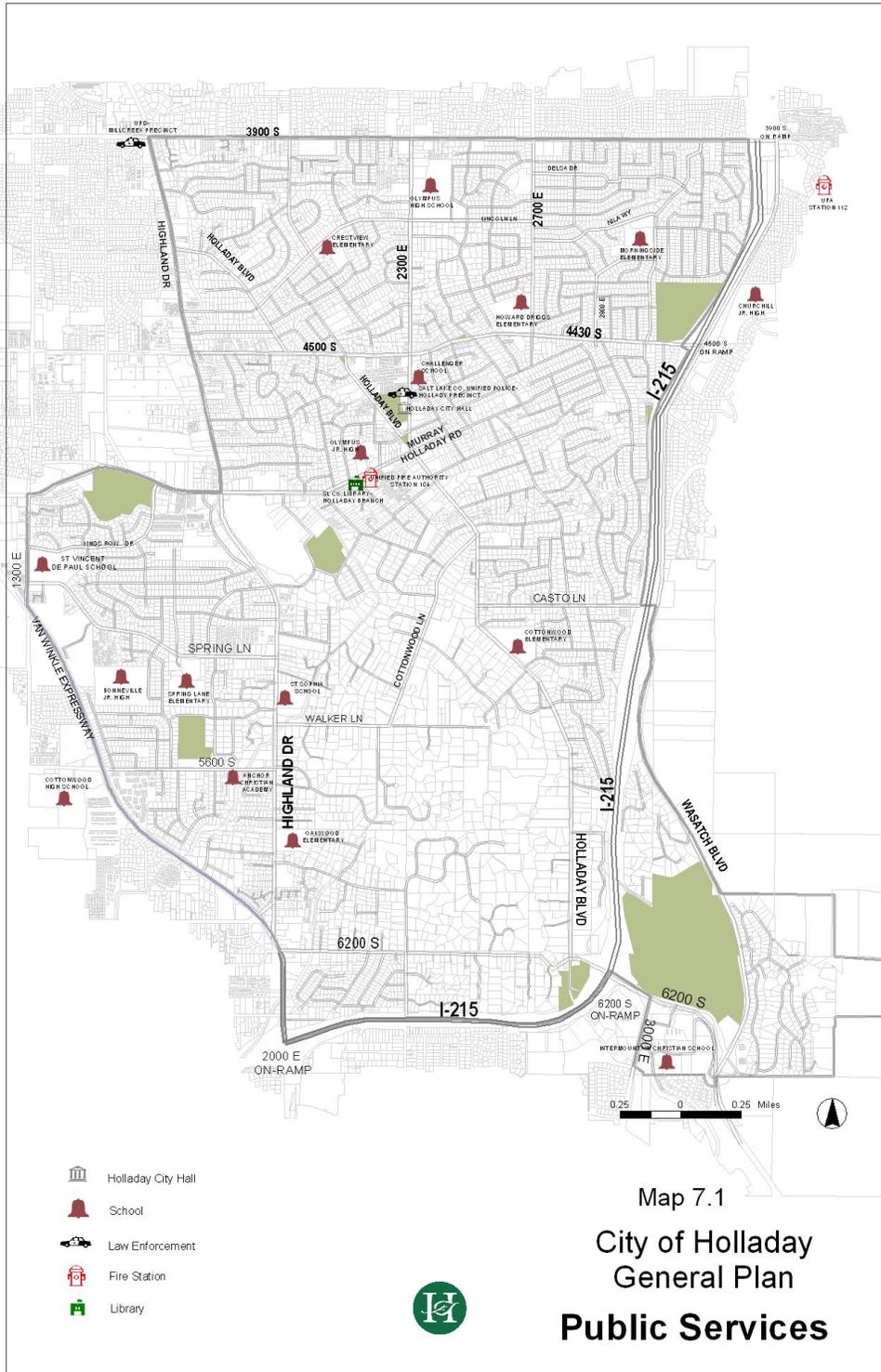
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- 1. Ensure the continued access to basic services for citizens, business owners and visitors.
- 2. Develop a long range plan for the delivery of municipal services for the City based upon a combination of contracts, partnering, and/or self-providing services.
- 3. Continue to explore available alternatives for municipal services to provide improved level of service and/or reduced costs.
- 4. 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.

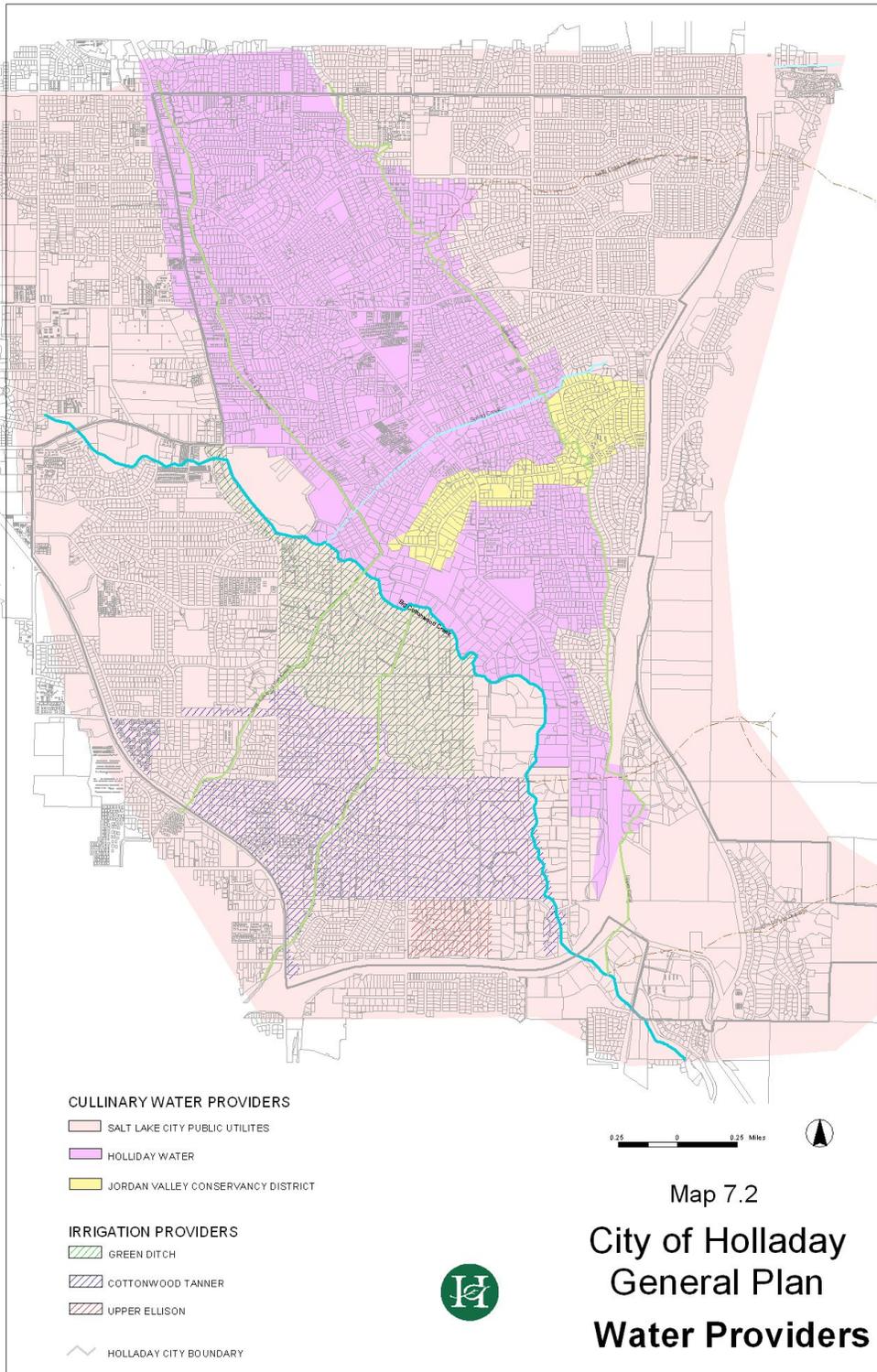
In order to achieve the stated goals of this section, the following implementation measures are suggested:

1. Identify and monitor the way in which the City provides essential municipal services and from whom these services are delivered.
2. Explore future partnership opportunities to provide essential services especially with those abutting municipalities already sharing service delivery options with the City.
3. Develop a plan for the future delivery of essential municipal services and ensure that the City is prepared for any changes that may occur in the delivery of those services.

Map 7.1-Public Services



### Map 7.2-Water Providers



# CHAPTER 8 NATURAL RESOURCES, and SUSTAINABILITY

## INTRODUCTION

Holladay's unique and distinctive character is prized both by visitors and by its residents. From the early days of settlement in the mid-1800's to today, residents have valued the natural resources found in the area, which are centered around the foothills of Mount Olympus as well as, Big Cottonwood Creek, Spring Creek, the Upper Canal, Neff's Canyon Drainage, the Salt Lake City canals, and other and irrigation ditches. Together with the beautiful green canopy of mature trees that thrive along their banks, these natural resources create the sense that this is a "green jewel" to be coveted and protected. The view of Mount Olympus dominates the skyline and many area residents consider this to be the City's most important visual resource and a source of community identity.

This chapter of the General Plan addresses the important role that natural resources contribute to the long term health and resiliency of the City. It concludes with the identification of community issues and key actions to ensure the City's sustainability as it continues to grow and change over the years.

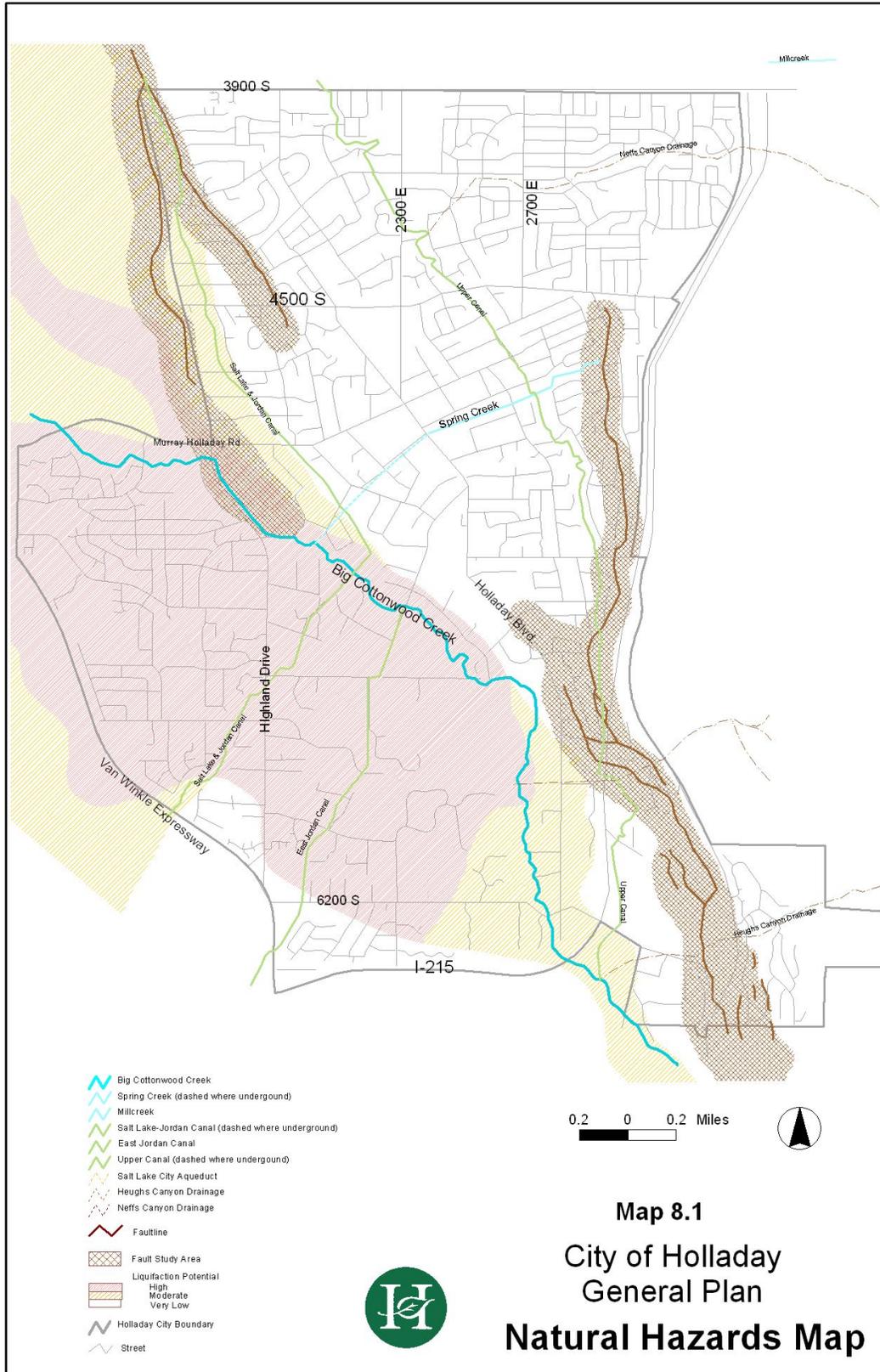
## NATURAL RESOURCES

Holladay has a broad range of natural resources and these resources need careful protections against future inappropriate development. To guide future decision-makers the following overall goals of this chapter are intended to:

1. Ensure that future growth and redevelopment in the City respects these natural features, paying heed to natural processes that can affect the health, safety, and public welfare of residents and visitors.
2. Protect the riparian areas, waterways and habitats that currently give Holladay its unique character.
3. Protect and renew the mature tree canopy, and;
4. Protect steep hillsides and slopes from development.

The majority of land in the City is relatively flat, although there are numerous sloped areas that make views of the valley and mountains possible. Soil types vary and high water tables are common. Steep slopes and the presence of the Wasatch Fault Zone paralleling Highland Drive create development constraints that must be considered during any site planning process. Map 8.1 shows the City's identified Natural Hazards.

Map 8.1- City of Holladay Natural Hazards/Waterways Map



Holladay is served by two separate watersheds - the Big Cottonwood Creek/Jordan River Watershed and the Millcreek/Jordan River Watershed – both of which are managed by multiple agencies and through a range of control mechanisms instituted at county, state and federal levels. A network of natural and manmade water resources exist within these watersheds. Big Cottonwood Creek, the largest watershed, extends diagonally from the southeast to northwest edges of the community, dividing the City into two roughly-equal halves. There are also several major canals in the City, including the Jordan and Salt Lake Canal and the Upper Canal, both of which were constructed by Mormon pioneers for irrigation purposes during the mid-1800's. These important waterways which also act as a major part of the current storm drain system are shown on the City's Natural Hazards Map, 8.1.

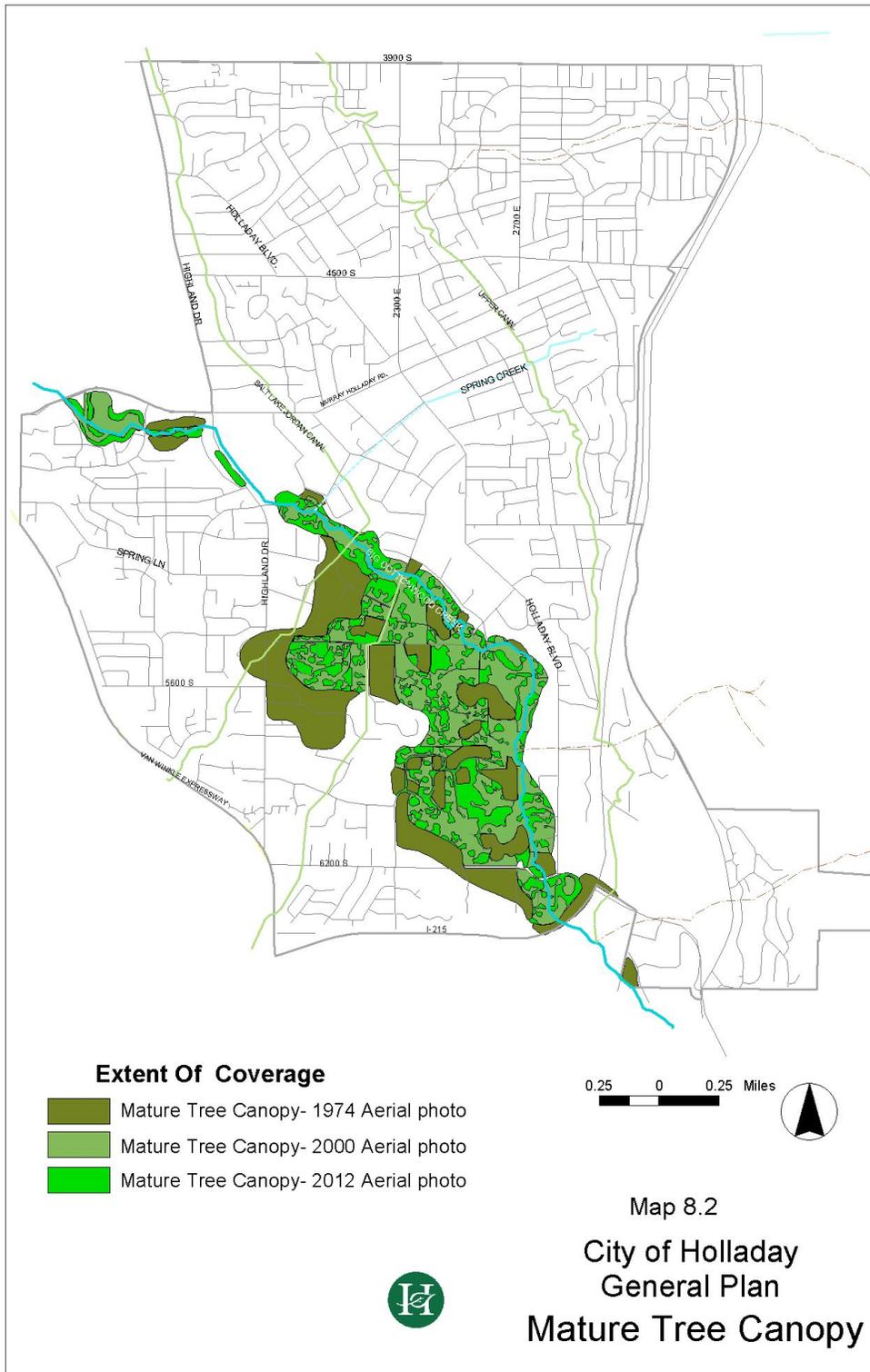
In addition to conveying and channeling water through the community, these waterways help to enhance the integrity of the local environment by providing beauty, flood storage, stream bank stabilization, sediment trapping, pollutant trapping/attenuation, food chain support, fishery and wildlife habitat, and natural/passive recreation opportunities. The natural beauty of riparian areas also makes them attractive for development. Unfortunately, such changes often impair the value of the riparian ecosystem, with flooding being one of the most immediate and direct impacts to nearby residents.

Holladay's unique environment also provides prime habitat for many native species of birds, fish and animals. Habitats range from those on the steep foothills to those along the Big Cottonwood Creek bottoms. Open fields and year-round stream flow all contribute to varied and abundant wildlife in the city.

Mature trees and healthy vegetation provide an incredible array of benefits for Holladay. In addition to providing shade, privacy, habitat and food, trees provide less obvious benefit, such as helping to control erosion, mitigating noise, enhancing the sense of well-being, and adding aesthetic value. The forests of mature trees, which characterize many of the established neighborhoods in Holladay, are important to the community in general. Frequently mentioned by residents during the planning process, they are highly valued and in need of preservation and rejuvenation. Map 8.2, illustrates the dramatic change in old growth tree canopy and its associated riparian areas along Big Cottonwood Creek that has occurred over the last twenty years. These losses can be attributed to natural attrition as well as, increasing development within the corridor. The City faces a major challenge balancing public outcry to preserve trees with the right of property owners/developers to remove trees located on their properties.

Another vital issue regarding trees in Holladay, especially those heavily forested areas in the Historic Community Core, (south of Murray Holladay Road, and north of 6200 South between Holladay Blvd and Highland Drive) is the possibility of a major fire. These areas are often characterized by diseased and weakened trees that have abundant, dead undergrowth. Additionally, much of this residential area is accessed by narrow private lanes serviced by small, aging waterlines and low water pressure. This combination of factors may contribute to the danger of significant damage to property and persons if a major fire event were to occur.

Map 8.3- Changes in the Mature Tree Canopy



## **SUSTAINABILITY**

The idea of what makes a community sustainable has been discussed and explored by many municipalities in recent years. Sustainable development has been defined by the United Nations' Brundtland Commission (World Commission on Environment and Development) as, "**Development that meets the needs of the present without compromising the ability of future generations to meet their own needs**".

The residents of Holladay have a great appreciation for the natural resources within and adjacent to the City, as well as its cultural, historical, and human assets. They understand the strong link that exists between a sustainable community and the daily choices citizens make both at home and in the work place. Since these important concepts are held by many citizens, the City supports inventive methods for improving sustainability, resiliency, and a high quality of life within the City government and for the community at large.

Through building collaborative networks and citizen support of a sustainable approach to future growth and development, sustainable practices will protect not only the natural world but also the well-being of Holladay's current and future citizens.

The overall goal of this section of the General Plan is to foster the creation of a comprehensive approach for sustainability and to look for and develop opportunities to improve the quality of life for residents, businesses and their employees and visitors alike.

To achieve these two important goals, specific sustainability goals include the development of future plans and practices that address:

1. Water conservation;
2. Improvement in overall air quality;
3. Incorporating transportation and parking plans that minimize the use of private vehicles and foster the use of alternative transportation options, such as public transit or biking for all citizens;
4. Incentivizing the use of renewable energy sources;
5. Improve the disposal and reuse of green waste; and
6. Foster food security/urban agriculture.

### **CURRENT PRACTICES AND POLICIES IN HOLLADAY**

Holladay has inherited a development pattern that was established long ago, when the community was unincorporated and a truly rural place. Three specific development patterns that contribute to the long term resiliency and sustainability of the City are:

1. Development on smaller, private roads. *The use of private roads has been a development practice long established in the City. Continuing this practice allows new development to be implemented using a minimal amount of paving in residential areas. These roads are designed to provide adequate public safety access, and provide the community with benefits such as slower traffic and enhanced overall property values.*

2. Impervious surface reduction measures including storm water detention, building massing and tree planting. *Since 2007, the City has regulated the maximum amount of impervious surfaces allowed*

*on private property through various practices within the land Use and Development Regulations. These types of measures help replenish the natural aquifer, reduce the amount and resources needed to process storm water and encourage the replacement of the existing tree canopy.*

3. Water Conservation and drought preparedness awareness. *Historic low density development patterns in Holladay are unique to other areas of the Salt Lake Valley. While large lots may use more water resources per household, they use far less water per acre than more densely developed areas. Thus Holladay's existing large lot areas and low density residential neighborhoods help to conserve the city's water resources. Also, Holladay City's leaders support education efforts city wide to ensure all citizens understand and value this limited resource.*

## **IMPLEMENTATION MEASURES:**

As stated previously, the overall goals regarding the preservation of the City's natural resources are intended to:

1. Ensure that future growth and redevelopment in the City respects these natural features, paying heed to natural processes that can affect the health, safety, and public welfare of residents and visitors.
2. Protect the riparian areas, waterways and habitats that currently give Holladay its unique character.
3. Sustain and protect the mature tree canopy, and;
4. Protect the hillside and slopes from undesirable development.

In order to achieve these long-term goals for Holladay's natural resources this General Plan supports the following implementation measures:

1. Evaluate and update as needed, current regulations and guidelines pertaining to development within those areas with specific natural hazards.
2. Ensure that the existing urban forest is protected and improved as much as possible while respecting the rights and needs of private property owners. Continue to encourage the preservation of existing trees and planting of new ones.
3. Develop and adopt a Community Wildfire Prevention Plan (CWPP) as a first step in addressing Wildland Urban Interface (WUI) issues that impact those Holladay properties that are highly susceptible to catastrophic results from fire.
4. Adopt as part of the City's policy, the "Salt Lake County Big Cottonwood Creek Guide where applicable.
5. Avoid the piping of streams and canals. As opportunities permit, explore the possibilities for day-lighting Spring Creek and Neff's Creek.

As stated previously, specific sustainability goals include the development of future plans and practices that address:

1. Water conservation;
2. Improvement in overall air quality;
3. Incorporating transportation and parking plans that minimize the use of private vehicles and foster the use of alternative transportation options, such as public transit or biking for all citizens;
4. Incentivizing the use of renewable energy sources;
5. Improve the disposal and reuse of green waste; and
6. Foster food security/urban agriculture.

The following are suggested implementation measures intended to help further those sustainability goals:

1. Actively search for new and innovative ways to conserve water in the City's operations and develop a strategy to implement these methods.
2. Preserve those areas of low density, large lot development from development pressure to maintain private open space and natural vegetation and to conserve water resources. Look for innovative ways to maintain delivery of secondary water to old growth tree areas.
3. Continue to support the valley-wide air quality measures such as UCAIR and other emission reduction programs. Require citizens to adhere to the no-idling policy and to actively look for ways to reduce unnecessary car trips.
4. Encourage and educate the community regarding measures to reduce unnecessary car trips and to encourage the use of mass transit and other alternative transportation options including walking to school and church.
5. Work with UTA on the adoption of needed bus routes including BRT.
6. Look for ways to incentivize the use of renewable energy resources such as installation of solar systems and the inclusion of Green building practices city-wide.
7. Develop and implement an education program for the community to encourage the recycling of non-renewable resources.
8. Develop a plan to increase recycling of green waste and the use of green waste containers within the City.
9. Develop and implement an education program for the community to encourage urban agriculture and family food production.

## CHAPTER 9: SMALL AREA MASTER PLANS

### ADOPTED PLANS

Since incorporation late in 1999, the City of Holladay has adopted various Small Area Master Plans for unique areas of the city. These plans were appended to the overall General Plan and referenced as such. This update of the city's adopted General Plan recognizes that some of those plans have been completed and others are still needed, as guides to future development in these specific areas of the City. Also, at the time of this writing, one or more of these adopted small area master plans are being updated or amended based on changes in the goals and implementation of these plans during the past few years. It is not the intent of this General Plan iteration to re-work any of those small area master plans, but to simply recognize the validity of those master plans as part of the City's overall plan for future development.

The following "Small Area Master Plans" are herein adopted by reference, as part of the City's overall General Plan:

- The Holladay Village Master Plan
- Planning For New Development at the Cottonwood redevelopment site
- The Highland Drive Master Plan
- The Knudsen Park and Big Cottonwood Nature Area Master Plan
- The City Hall and Park Master Plan
- Holladay Crossroads

# APPENDIX

**1. Current Population statistics, charts**

**2. Current Housing Stock analytics**

**3. State of Utah Biennial (pre-SB 34, 2019) and Annual Moderate-Income Housing Review Reports**

**3a – 2017**

**3b – 2019**

**3c – 2021**

### 3a. 2017 State of Utah Biennial Moderate Income Housing Review Report

Prepared by: Paul Allred, Community Development Director; Patricia Hanson, City Planner

Date of Preparation: October 11, 2017

1. Estimate of need for moderate housing in the City of Holladay.

*(See attached UAHFT report)*

2. Findings of the biennial review of the moderate-income housing element of the City of Holladay General Plan.

*The City of Holladay adopted a new General Plan on July 14, 2016. A copy of that plan and the resolution adopting the plan is attached to this report. The two statements from the City's Moderate Income Housing Element of the General Plan that summarize the city's housing environment are:*

1. *“Combining the total number of moderate income single family units and multi-family units indicates a total of 3,292 affordable units in Holladay, or 28 percent of the 11,744 units in Holladay. Therefore, there is a reasonable opportunity for those making 80 percent of AMI to live in Holladay.”*

2. *“Based on the percent of households in Salt Lake County within specific income ranges, and the percentage of rental units in Holladay that are within the moderate income home rental ranges for those income ranges, nearly 75 percent of apartments are affordable to households at 80 percent of AMI. Therefore, there is a reasonable opportunity for a household in Salt Lake County to rent in Holladay.”*

3. Describe your city's efforts “to reduce, mitigate, or eliminate local regulatory barriers to moderate income housing” during the past two years.

*Holladay continues to support efforts to streamline the entitlement process for all housing applications, in particular with the introduction of an internet-based administration and tracking program for building and other associated offsite improvements permits. The city monitors closely all impact fees and other public safety fees that would increase the cost of building new homes within the city and has not increased these fees since their adoption in 2005.*

4. Describe the actions taken by your city to encourage the preservation of existing moderate income housing and development of new moderate income housing during the past two years.

*Since incorporation, the City has established two RDA's and one EDA each with its associated set asides for development of new and existing moderate income housing. As those monies are not yet available in any significant amounts, no new construction is presently underway. However, part of the approved entitlements for the Cottonwood Redevelopment area require the funding of 100 new dwelling units that would be affordable to the targeted households. The City anticipates the commencement of development at the site within the next year and anticipates construction of these units as part of the project. Additionally, the City is looking for an opportunity to replace the 18 units of moderate income housing that were lost during the construction of the new Holladay City Park. It is anticipated that the*

*RDA funds from the Village Project could help with this effort when those funds become available. In the interim, the City has opted to focus on maintaining the current single family housing as well as the rental housing within the city. The city discourages "teardowns" of older, affordable housing units by allowing householders to remodel or add responsible additions to their homes. From 2014 to the end of 2016, 1566 permits for remodels, additions, roofing repairs, solar installations and other upgrades to the existing housing within the city have been issued by the Community Development Department, many of which are repairs for housing that could be considered in the targeted category.*

*The City's Code Enforcement Officer continues to enforce the City's ordinances regarding the upkeep of all properties in the City. These actions support the continued health and safety of all neighborhoods and maintain a wider range of housing opportunities for Holladay's citizens.*

*The newly adopted General Plan encourages the introduction of mixed-use residential developments in several underdeveloped areas throughout the City, in particular, the Cottonwood Redevelopment area, the Holladay Village area, the Holladay Crossroads area and other smaller commercial centers that could be targeted for redevelopment in the future. These areas can easily accommodate higher residential densities and are located in those areas with easy access to all modes of transportation to and from local and regional, shopping and employment centers.*

5. Describe the progress made within your city to provide moderate income housing, as measured by permits issued for new units of moderate income housing.

*Since the adoption of the City's Moderate Income Housing Element of the newly adopted General Plan in 2016, there have been no applications for the development of moderate income housing units within the City's boundary by privately funded developers. Simple economic factors such as higher land values in Holladay and the lack of vacant developable land contribute to the overall problem. Nevertheless, available data indicates that nearly one third of the existing dwelling units within the City meet the "affordable" criteria.*

6. Describe the efforts made by Holladay City to coordinate moderate income housing plans and actions with neighboring local governments.

*The City has actively participated in discussions with the Salt Lake County Housing Authority and is open to any future partnership options with the County and/or the abutting municipality.*

**Approximate Housing Cost Burden Ratio at HUD’s 80%, 50%, and 30% Income Limits based on a 4-person Family Household**

<b>Table B25088 Table B19019</b>	<b>2009 American Community Survey</b>	<b>2017 American Community Survey</b>	<b>2024 Projection</b>
Ratio of median rent in the municipality to <b>100%</b> of the median income of a family of 4 in the County	13.9%	14.2%	14.6%
Ratio of median rent in the municipality to <b>80%</b> of the median income	17.3%	17.8%	18.3%

of a family of 4 in the County			
Ratio of median rent in the municipality to <b>50%</b> of the median income of a family of 4 in the County	27.7%	28.5%	29.3%
Ratio of median rent in the municipality to <b>30%</b> of the median income of a family of 4 in the County	46.2%	47.5%	48.8%

Ratios greater than 30% indicate that the average 4-person household in the County would be burdened by the typical housing costs in the municipality. Ratios greater than 50% indicate that the average 4-person household in the County would be severely burdened by the typical housing costs in the municipality.

**UCA 10-9a-408(2) (c) (i)**

Calculate the municipality’s housing gap for the current biennium by entering the number of moderate-income renter households, affordable and available rental units from Table 1 below:

**Table 1**

<b>2018 Shortage</b>	Renter Households	Affordable Rental Units	Available Rental units	Affordable Units- Renter Households	Available Units- Renter Households
≤ 80% HAMFI	1,718	2,665	1,745	950	30
≤ 50% HAMFI	865	1,205	495	340	-370
≤ 30% HAMFI	400	225	30	-175	-370

**Table 2**

Calculate the municipality’s housing gap for the previous biennium by entering the number of moderate

<b>2016 Shortage</b>	Renter Households	Affordable Rental Units	Available Rental units	Affordable Units- Renter Households	Available Units- Renter Households
≤ 80% HAMFI	1,675	2,560	1,724	885	49
≤ 50% HAMFI	995	890	389	-105	-606
≤ 30% HAMFI	460	135	4	-325	-456

Subtract Table 2 from Table 1 to estimate progress in providing moderate-income housing

<b>PROGRESS</b>	Renter Households	Affordable Rental Units <sup>2</sup>	Available Rental units	Affordable Units- Renter Households	Available Units- Renter Households
≤ 80% HAMFI	40	105	21	65	-19
≤ 50% HAMFI	-130	315	106	445	236
≤ 30% HAMFI	-60	90	26	150	86

**UCA 10-9a-408(2) (c) (ii)**

Report the number of all housing units in the municipality that are currently subsidized by each level of government below:

Municipal Government	0	Subsidized by municipal housing programs
State Government	6	Subsidized by Utah’s OWHLF multi-family program
Federal Government	133	Subsidized by the Federal Low-Income Housing Tax Credit (LIHTC) program

**UCA 10-9a-408(2) (c) (iii)**

Report the number of all housing units in the municipality that are currently deed-restricted for moderate-income households in the box below:

**3b. 2021 State of Utah Biennial Moderate Income Housing Review Report**

State of Utah  
 Department of Workforce Services  
 Housing & Community Development  
**ANNUAL MODERATE-INCOME HOUSING REPORTING FORM**

Under the Utah Code, Municipal legislative bodies must annually:

- Update 5-year estimates of moderate-income housing needs UCA 10-9a-408 and 17-27a-408.
- Conduct a review of the moderate-income housing element and its implementation; and
- Report the findings for updated planning to the Housing and Community Development Division (HCDD) of the Utah Department of Workforce Services and their Association of Government or Metropolitan Planning Organization no later than December 1 of each year.
- Post the report on their municipality's website.

In accordance with UCA 10-9a-401 and 17-27a-401 municipalities that must report regularly are:

- Cities of the first, second, third, and fourth class (or have 10,000 or more residents).
- Cities of the fifth class:
  - Having an estimated population greater than or equal to 5,000 residents; **AND**
  - That are located in a county with a population greater than or equal to 31,000 residents.
- Metro Townships:
  - Having an estimated population greater than or equal to 5,000 residents;
  - Having an estimated population less than 5,000 **BUT** is located in a county with a population greater than or equal to 31,000 residents.
- Not a town with fewer than 1,000 residents.

**To find out if your municipality must report annually, please visit:**

<https://jobs.utah.gov/housing/affordable/moderate/reporting/>

**For additional moderate-income housing planning resources:**

<https://jobs.utah.gov/housing/affordable/moderate/index.html>

**MUNICIPAL GOVERNMENT INFORMATION:**

Municipal Government: City of Holladay  
 Reporting Date: December 1, 2021

**MUNICIPAL GOVERNMENT CONTACT INFORMATION:**

LaNiece Davenport, ldavenport@cityofholladay.com  
 Gina Chamness, gchamness@cityofholladay.com  
 Mayor's First and Last Name: Rob Dahle  
 Mayor's Email Address: rdahle@cityofholladay.com

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 Preparer's Telephone: 801-527-2453 Extension: n/a

When did the municipality last adopt moderate-income housing element of their general plan?  
December 2019

Link to moderate-income housing element on municipality website:  
<http://cityofholladay.com/file/2021/02/MIH-PLan-Dec-2020.pdf>

UCA 10-9a-403 (2)(b)(iii) and 17-27a-403 (2)(b)(ii) requires municipalities to include three or more strategies in their moderate-income housing element of their general plan. In addition to the recommendations required under 10-9a-403 (2)(b)(iii) and 17-27a-403 (2)(b)(ii), for a municipality that has a fixed guideway public transit station, shall include a recommendation to implement the strategies described in 10-9a-403 (2)(b)(iii)(G) or (H) and 17-27a-403 (2)(b)(ii)(G) or (H). Municipalities shall annually progress on implementing these recommendations.

### STRATEGIES

**\*\*\* Repeat questions 1-5 for each strategy listed in the moderate-income housing element of the general plan. Include additional strategies on a separate document. \*\*\***

#### HOLLADAY CITY STRATEGY 1

1. State strategy municipality included in the moderate-income housing element of its general plan below.

- **Allow for higher density or moderate-income residential development in commercial or mixed-use zones, commercial centers or employment centers.**

2. Please state the municipality's goal(s) associated with the strategy

- Review and update where necessary, specific zoning regulations to allow for mixed-use residential development in the Cottonwood Development (Holladay Hills) site, Holladay Village, Holladay Crossroads, Oakmont Plaza, and the Black Diamond site.

3. What are the specific outcomes that the strategy intends to accomplish?

- Create opportunity for additional housing units to be built at locations where increased density is acceptable according to the General Plan Future Land Use map.

4. Please describe how the municipality has monitored its annual progress toward achieving the goal(s).

- The City uses this annual reporting to help us monitor progress.

5. In the boxes below, outline the following objectives associated with the goal(s) stated in item 2.

a. Please identify the key tasks of each stage needed to accomplish the goal(s) stated in item 2.

- The Holladay Hills site, after many years of delay and controversy, is ready to begin development of mixed-use buildings; part of an overall plan to allow for up to 614 dwellings. These new dwellings will, over time, free up housing opportunities for younger newcomers to move into the City into housing that will be vacated in Holladay and other communities. This site is under study for possible mass transit extension from the north and will be easily accessible to existing transit and planned bike and canal trails.
- The Holladay Crossroads zone is poised for approval after two years of development and public scrutiny. This zone will have a public hearing on 12-3-20 and will be adopted in the first quarter

of 2021. This zone will allow for mixed use buildings and greater housing density setting up more housing opportunities in Holladay and nearby major transportation infrastructure and planned bike and canal trails.

*b. Please identify the primary parties that are responsible for completing the key tasks of each stage identified in item 5a.*

- City Staff, Planning Commission, and City Council

*c. Please describe the resources that the municipality must allocate to complete the key task of each stage identified in item 5a.*

- Pursue development opportunities that include an element of density and/or moderate-income housing at the various locations and encourage appropriate redevelopment of these sites through discussions with developers if and when properties become available.

*d. Please state specific deadlines for completing the key tasks of each stage identified in item 5a.*

- None.

*e. Which of the tasks stated in item 5a have been completed so far, and what have been their results?*

- Zone Map Amendment: Holladay Crossroads (HCR)
  - C-2, Commercial → HCR, Mixed-Use
    - HCR now allows for a mix of uses including higher density residential development at 6121 S Highland Drive. (City Council approval, March 2021)
    - Talks are underway for the consideration of a moderate-income housing element as part of a recently approved development project.
- Rezone / Up Zone: 4409 South 2300 East
  - R-1-10 → R-2-10
    - From 8 to 13 housing units. (City Council approval, October 2021)
- Rezone / Up Zone: 4813 Viewmont
  - R-2-10 → R-2-15
    - From 1 to 2 housing units. (City Council approval, April 2021)

*f. How is the municipality addressing results described in 5e that deviate from the desired outcomes specified in item 3? What barriers has the municipality encountered during the course of implementation of said goals?*

- Regarding results that vary from our desired outcomes, did have one instance where the City Council did not approve a residential rezone/up zone for an area on Highland Drive. The Council struggled with the idea of allowing more density on one parcel as it was located in a bigger swath of low density residential even though it abutted a major transportation corridor.
- Regarding barriers we faced, the barriers discussed in 2020 remain in 2021 which include: high cost of land, lack of available land, opposition to changes in zoning by the community as a whole and reluctance on the part of the Planning Commission and City Council to move too quickly to increase density. One of the biggest barriers to increased density and more moderate-income housing is the community's reluctance to support it.

*g. (Optional) Have you considered efforts to use a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency within your community.*

- Yes, the City has a modest set aside of funds for housing but has not yet found the right opportunity to expend those funds. However, discussions about how these funds can be expended will continue to occur as the Holladay Crossroads zone may provide the right opportunity for the City to partner with a property owner(s). Other opportunities include partnering with the Salt Lake County Housing Authority, Utah Housing Corporation, or even with neighboring communities such as Millcreek or Cottonwood Heights to effectuate additional flexible, affordable housing outside of Holladay.

## **HOLLADAY CITY STRATEGY 2**

1. State strategy municipality included in the moderate-income housing element of its general plan below.

- **Eliminate or reduce parking requirements for residential development where a resident is less likely to own their own vehicle.**

2. Please state the municipality's goal(s) associated with the strategy

- The City encourages efficiency through shared parking, off-site parking for new development, and reduced parking requirements for mixed use development.

3. What are the specific outcomes that the strategy intends to accomplish?

- Encourage shared parking. The City has approved 3 projects with shared parking agreements, all non-residential.
- Encourage off-site parking for new development. The City approved 7+ projects with off-site parking for new development. All Holladay Village projects have off-site/on street parking elements.
- Encourage reduced parking requirements for mixed-use development. The City approved 1 new mixed-use development with reduced parking requirements in the HCR zone.

4. Please describe how the municipality has monitored its annual progress toward achieving the goal(s).

- The City uses this annual reporting to help us monitor progress.

5. In the boxes below, outline the following objectives associated with the goal(s) stated in item 2.

a. Please identify the key tasks of each stage needed to accomplish the goal(s) stated in item 2.

- The task has been accomplished but more work is needed to ensure that similar parking reductions are implemented, particularly in the C1 and C2 zones and in the City Centers'. Staff is working through this now and hopes to have this vetted by the City Council this calendar year.

b. Please identify the primary parties that are responsible for completing the key tasks of each stage identified in item 5a.

- City Staff, Planning Commission and City Council

c. Please describe the resources that the municipality must allocate to complete the key task of each stage identified in item 5a.

- The key resource to getting this accomplished is staff knowledge, expertise, and time.

d. Please state specific deadlines for completing the key tasks of each stage identified in item 5a.

- None.

e. Which of the tasks stated in item 5a have been completed so far, and what have been their results?

- Staff are currently considering ways to reduce parking ratios in the City's C1 and C2 zones as well as the City Centers'.

f. How is the municipality addressing results described in 5e that deviate from the desired outcomes specified in item 3? What barriers has the municipality encountered during the course of implementation of said goals?

- There has been some opposition from the Planning Commission and City Council when parking caps have been proposed as they have been skeptical that such reduced requirements won't result in a lack of parking. However, the Holladay Village reduced parking requirements and parking cap has not resulted in the feared parking scarcity.

g. (Optional) Have you considered efforts to use a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency within your community.

### **HOLLADAY CITY STRATEGY 3**

1. State strategy municipality included in the moderate-income housing element of its general plan below.

- **Accessory Dwelling Units (ADU's) as an additional zoning tool to allow for acceptable infill development throughout the community.**

2. Please state the municipality's goal(s) associated with the strategy.

- The City accomplished their goal by passing an ADU ordinance as a way to increase density in areas of the City where only single-family homes are allowed. (City Council approval, September 2021)

3. What are the specific outcomes that the strategy intends to accomplish?

- Increase housing accessibility and types for persons of varying ages that desire to live here or remain here as they age out of larger homes. Since the ADU ordinance passed in September 2021, the City has received 2 ADU applications which are currently under review for approval.
- Internal ADUs are now permitted in all of the City's single-family residential zones; and external ADUs are allowed on larger lots and/or allowed when the lot is large enough to be subdivided – this adds to the availability of flexible housing types. Since the City passed the ADU ordinance, 2 internal ADU projects have been received and 0 external ADU projects have been received.

4. Please describe how the municipality has monitored its annual progress toward achieving the goal(s).

- The City uses this annual reporting to help us monitor progress.
5. In the boxes below, outline the following objectives associated with the goal(s) stated in item 2.
- a. Please identify the key tasks of each stage needed to accomplish the goal(s) stated in item 2.
- Staff review state legislation and share with City Council to garner policy direction (May-June 2021).
  - Staff draft the ADU text amendment in collaboration with City Council, Planning Commission, and the public (June-July 2021).
  - Staff promulgate the draft ADU text amendment to garner public comment (August-September 2021).
  - City Council approve the final ADU ordinance (September 2021).
- b. Please identify the primary parties that are responsible for completing the key tasks of each stage identified in item 5a.
- City Staff, Planning Commission, and City Council
- c. Please describe the resources that the municipality must allocate to complete the key task of each stage identified in item 5a.
- The key resource to getting this accomplished is staff knowledge, expertise, and time.
- d. Please state specific deadlines for completing the key tasks of each stage identified in item 5a.
- October 1, 2021
- e. Which of the tasks stated in item 5a have been completed so far, and what have been their results?
- All of them have been completed as of September 2021, see 5a.
- f. How is the municipality addressing results described in 5e that deviate from the desired outcomes specified in item 3? What barriers has the municipality encountered during the course of implementation of said goals?
- Fortunately, the City did not encounter too many barriers. Through the process, the City learned that the Council also sought to allow external ADUs and passed this when they passed the internal ADU ordinance. Importantly, ongoing dialogue and education of the State's housing crisis is required. The City could use additional educational and strategic communication resources.
- g. (Optional) Have you considered efforts to use a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency within your community.
- Yes, the City is currently discussing ways in which we can use our moderate-income housing set aside from our CRA projects. As noted above, discussions about how these funds can be expended will continue to occur as new developments are proposed. Other potential opportunities include partnering with the Salt Lake County Housing Authority, Utah Housing Corporation, or even with neighboring communities such as Millcreek or Cottonwood Heights to effectuate additional flexible, affordable housing outside of Holladay but may still implement our goals and objectives along with our neighboring community's goals.

**Five-Year Needs Estimate**

Updated November 2021 using [DWS "Five Year Housing Projector Calculator"](#).

<b>2020 Shortage</b>	Renter Households	Affordable Rental Units	Available Rental Units	Affordable Units - Renter Households	Available Units - Renter Households
≤ 80% HAMFI	10,610	17,615	11,139	7,005	529
≤ 50% HAMFI	6,185	6,150	2,799	-35	-3,386
≤ 30% HAMFI	2,875	1,300	189	-1,575	-2,686

<b>2018 Shortage</b>	Renter Households	Affordable Rental Units	Available Rental Units	Affordable Units - Renter Households	Available Units - Renter Households
≤ 80% HAMFI	1,718	2,665	1,745	947	27
≤ 50% HAMFI	865	1,205	495	340	-370
≤ 30% HAMFI	400	225	30	-175	-370

<b>PROGRESS</b>	Renter Households	Affordable Rental Units	Available Rental Units	Affordable Units - Renter Households	Available Units - Renter Households
≤ 80% HAMFI	8,892	14,950	9,394	6,058	502
≤ 50% HAMFI	5,320	4,945	2,304	-375	-3,016
≤ 30% HAMFI	2,475	1,075	159	-1,400	-2,316

Report the number of all housing units in the municipality that are currently subsidized by each level of government below:

Municipal Government: 0      Subsidized by municipal housing programs  
 State Government: 6      Subsidized by Utah's OWHLF multi-family program  
 Federal Government: 133      Subsidized by the federal Low-Income Housing Tax Credit (LIHTC) program

Report the number of all housing units in the municipality that are currently deed-restricted for moderate-income households in the box below:

133
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**Section 1: Population by tenure in Holladay city**

<b>Table B01003 Table B25008</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
Total Population: (ACS Table B01003)	25,405	30,793	733	35,911	5,118
Total Population in occupied housing units (ACS Table B25008)	25,000	30,591	753	35,907	5,316
Total Population in owner- occupied housing (ACS Table B25008)	18,869	23,944	659	28,469	4,525
Total Population in renter- occupied housing (ACS Table B25008)	6,131	6,647	94	7,438	791

Source 1: U.S. Census Bureau. Table B01003: Total population. American Community Survey.

Source 2: U.S. Census Bureau. Table B25008: Total population in occupied housing units by tenure. American Community Survey.

**Section 2: Supply of housing units by structure type in Holladay city**

<b>Table B25001 Table B25032</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
TOTAL HOUSING UNITS (ACS Table B25001)	10,333	12,021	244	13,716	1,695
Total occupied units (ACS Table B25032)	9,593	11,297	249	13,179	1,882
Owner-occupied structures (ACS Table B25032)	7,062	8,759	240	10,465	1,706
1 unit, detached	5,783	7,262	216	8,856	1,594
1 unit, attached	763	751	-9	629	-122
2 units	71	119	10	218	99
3 or 4 units	137	166	3	171	5
5 to 9 units	104	285	29	493	208
10 to 19 units	93	81	-6	26	-55
20 to 49 units	66	33	-6	-20	-53
50 or more units	45	36	-2	20	-16
Mobile homes	0	26	3	50	24
Boat, RV, van, etc.	0	0	1	23	23
Renter-occupied structures (ACS Table B25032)	2,531	2,538	8	2,714	176
1 unit, detached	417	678	45	1,020	342
1 unit, attached	333	398	0	440	42
2 units	434	369	2	453	84
3 or 4 units	222	251	3	234	-17
5 to 9 units	193	269	6	335	66
10 to 19 units	491	214	-38	-42	-256
20 to 49 units	347	293	-4	249	-44
50 or more units	94	66	-5	26	-40
Mobile homes	0	0	0	0	0

Boat, RV, van, etc.	0	0	0	0	0
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Source 1: U.S. Census Bureau. Table B25001: Total housing units. American Community Survey.

Source 2: U.S. Census Bureau. Table B25032: Tenure by units in structure. American Community Survey.

**Section 3: Housing occupancy in Holladay city**

<b>Table B25003 Table B25081</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
Total households in occupied housing units (ACS Table B25003)	9,593	11,297	249	13,179	1,882
Total households in owner-occupied housing (ACS Table B25003)	7,062	8,759	240	10,465	1,706
With a Mortgage (ACS Table B25081)	4,483	5,558	151	6,588	1,030
Without a Mortgage (ACS Table B25081)	2,579	3,201	89	3,877	676
Total households in renter-occupied housing (ACS Table B25003)	2,531	2,538	8	2,714	176

Source 1: U.S. Census Bureau. Table B25003: Tenure. American Community Survey.

Source 2: U.S. Census Bureau. Table B25081: Mortgage status. American Community Survey.

**Section 4: Housing vacancy in Holladay city**

<b>Table B25004</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
Total vacant units (ACS Table B25004)	740	724	-4	537	-187
For rent (ACS Table B25004)	195	76	-12	7	-69
Rented, not occupied (ACS Table B25004)	67	0	-11	-90	-90
For sale only (ACS Table B25004)	302	166	-16	35	-131
Sold, not occupied (ACS Table B25004)	34	20	-2	-3	-23
For seasonal, recreational, or occasional use (ACS Table B25004)	0	77	10	147	70
For migrant workers (ACS Table B25004)	0	0	0	0	0
Other vacant (ACS Table B25004)	142	385	27	441	56

Source 1: U.S. Census Bureau. Table B25003: Tenure. American Community Survey.

**Section 5: Average household size in**

<b>Table B25010</b>	2009 American Community Survey	2017 American Community Survey	2026 Projection
Average Household Size (ACS Table B25010)	2.61	2.71	2.72
Average Owner Household Size (ACS Table B25010)	2.67	2.73	2.72
Average Renter Household Size (ACS Table B25010)	2.42	2.62	2.74

Source 1: U.S. Census Bureau. Table B25010: Average household size of occupied housing units by tenure. American Community Survey.

**Section 6: Monthly housing costs in Holladay city**

<b>Table B25088 Table B25064</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
Total owner-occupied housing unit costs (ACS Table B25088)	\$1,203	\$1,340	\$15	\$1,416	\$ 76
Units with a mortgage (ACS Table B25088)	\$1,695	\$1,818	\$6	\$1,836	\$ 18
Units without a mortgage (ACS Table B25088)	\$438	\$517	\$9	\$580	\$ 63
Median gross rent (ACS Table B25064)	\$834	\$1,048	\$24	\$1,209	\$ 161

Community Survey.

Source 2: U.S. Census Bureau. Table B25064: Median gross rent (Dollars). American Community Survey.

**Section 7: Median household income in Holladay city**

<b>Table B25119</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
Median household income (ACS Table B25119)	\$63,384	\$81,409	\$2,255	\$95,282	\$ 13,873
Owner-occupied income (ACS Table B25119)	\$75,500	\$99,336	\$3,037	\$120,656	\$ 21,320
Renter-occupied income (ACS Table B25119)	\$42,743	\$45,203	\$531	\$48,413	\$ 3,210

Source 1: U.S. Census Bureau. Table B25119: Median household income that past 12 months by tenure. American Community Survey.

**Section 8: Salt Lake County Area Median Income (AMI)\***

<b>Table B19019 Table B19119</b>	2009 American Community Survey	2017 American Community Survey	Annual Growth Rate (Slope)	2026 Projection	Difference between 2017 and 2026
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Median HOUSEHOLD income (ACS Table B19019)	\$0	\$67,922	\$4,987	\$109,679	\$ 41,757
1-person household	\$29,347	\$35,234	\$680	\$39,400	\$ 4,166
2-person household	\$60,515	\$70,072	\$1,063	\$76,112	\$ 6,040
3-person household	\$66,549	\$79,895	\$1,452	\$87,757	\$ 7,862
4-person household	\$72,043	\$88,785	\$1,883	\$99,734	\$ 10,949
5-person household	\$72,151	\$87,250	\$1,461	\$92,922	\$ 5,672
6-person household	\$79,716	\$92,268	\$1,019	\$93,541	\$ 1,273
≥ 7-person household	\$81,746	\$96,814	\$1,165	\$97,309	\$ 495
Median FAMILY income (ACS Table B19119)	\$66,413	\$78,828	\$1,342	\$85,868	\$ 7,040
2-person family	\$59,252	\$68,991	\$973	\$74,200	\$ 5,209
3-person family	\$63,983	\$78,081	\$1,557	\$87,394	\$ 9,313
4-person family	\$72,222	\$88,255	\$1,877	\$99,082	\$ 10,827
5-person family	\$73,345	\$87,065	\$1,310	\$91,148	\$ 4,083
6-person family	\$80,836	\$92,594	\$1,006	\$93,644	\$ 1,050
≥ 7-person family	\$85,906	\$95,705	\$749	\$91,785	\$ (3,920)

Source 1: U.S. Census Bureau. Table B19019: Median household income that past 12 months by household size. American

Community Survey  
Source 2: U.S. Census Bureau. Table B19119: Median family income in the past 12 months by family size. American Community

\*NOTE: AMI is calculated at the COUNTY level.