



**NOTICE OF A WORK MEETING OF THE
CITY OF HOLLADAY CITY COUNCIL
THURSDAY, OCTOBER 22, 2026
6:00 pm
Holladay Council Chambers - 3330 S 1300 E**

5:30 p.m. **Council Dinner** – *Council members will be eating dinner. No city business will be discussed.*

PUBLIC NOTICE IS HEREBY GIVEN that the Holladay City Council will hold a Work meeting on **Thursday, October 22, 2026, at 6:00 pm.** Members of the Council may participate electronically if needed. The Council Chambers shall serve as the anchor location. ** Agenda items may be moved in order, sequence and time to meet the needs of the Council*

All documents available to the City Council are accessible on the City's website or on this agenda. Interested parties are encouraged to watch the **live video stream** of the meeting - [agendas/https://holladayut.gov/government/agendas_and_minutes.php](https://holladayut.gov/government/agendas_and_minutes.php)

The public is invited to observe the work session. Public comment is generally **not** taken during the work session

AGENDA

- 1. Welcome** – *Mayor Fotheringham*
- 2. Salt Lake County Council Presentation on County Budget, Services, and Key Priorities.**
- 3. UPD Quarterly Report** – *Chief Ackerman*
- 4. UFA Quarterly Report- *Capt. Brown***
- 5. Public Art Plan** – *Megan Attermann*
- 6. CDBG Update** – *Ann Garcia*
- 7. Short-Term Rental Options- *Jon Teerlink***
- 8. Adjourn**

CERTIFICATE OF POSTING

I, Stephanie N. Carlson, the City Recorder of the City of Holladay, certify that the above agenda notice was posted at City Hall, the City website www.holladayut.gov, the Utah Public Notice website www.utah.gov/pmn, and the Holladay Library

DATE POSTED: Monday, October 19, 2026

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

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



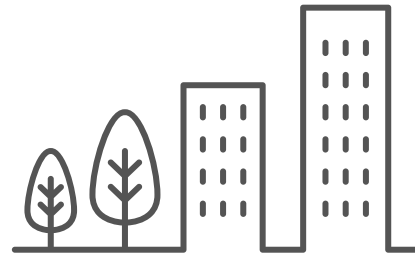
SALT LAKE COUNTY GOVERNMENT

Understanding the purpose, structure, and funding for county programs and services.

HISTORY OF SALT LAKE COUNTY

ESTABLISHED CITIES

Evolved many times since 1850



- Salt Lake City (1850)
- Sandy (1893)
- Murray (1902)
- Midvale (1909)
- South Jordan (1935)
- South Salt Lake (1938)
- West Jordan (1941)
- Riverton (1948)
- Town of Alta (1970)
- Draper (1978)
- Bluffdale (1978)
- West Valley City (1980)

1990's WAVE OF INCORPORATIONS

Wanted input on planning, zoning & services



- Taylorsville (1996)
- Herriman (1999)
- Holladay (1999)
- Cottonwood Heights (2005)
- Town of Brighton (2020)

COMMUNITY PRESERVATION PROJECT

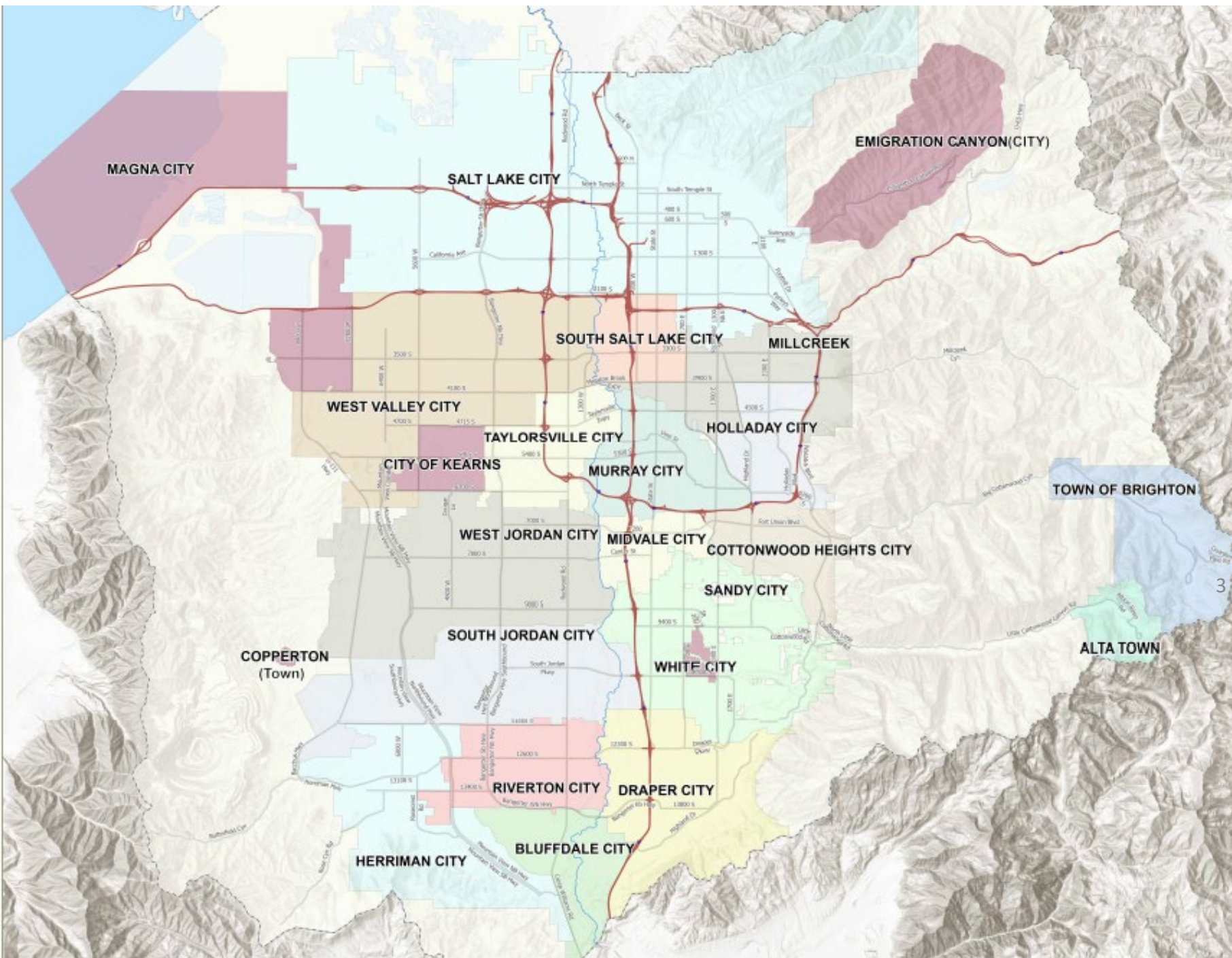
Resulted in 23 incorporated cities



- Millcreek (2016)
- Kearns (May 2024)
- Magna (May 2024)
- White City (May 2024)
- Emigration Canyon (May 2024)
- Town of Copperton (May 2024)

*** H.B. 330 (2024) now requires all "islands" to annex or incorporate by July 2027*

WILL WALL-TO-WALL CITIES REDUCE THE NEED FOR THE COUNTY?



- ✓ Counties are political subdivisions of the state per Utah Constitution Article XI, Section 1.
- ✓ Counties deliver state-mandated services.
- ✓ **State law differentiates the roles of cities and counties.**
- ✓ Cities handle municipal services—counties focus on regional functions.
- ✓ Consolidation into cities reduces duplication and allows counties to maximize efficiency across jurisdictions.

EXAMPLES OF SERVICES THE COUNTY PROVIDES



CRIMINAL JUSTICE / PUBLIC SAFETY

Jail and other criminal justice services, prosecution and indigent defense.



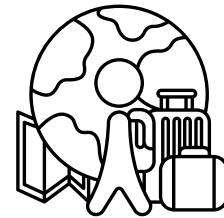
CULTURE & THE ARTS

Administers grants and manages cultural facilities: Abravanel Hall, Capitol Theater, Eccles Theater, etc.



ELECTIONS

Runs the general election by statute. Contracts with municipalities for municipal elections.



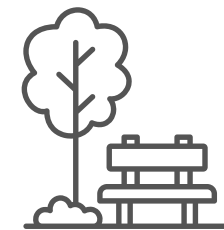
CONVENTIONS & TOURISM

County-owned convention centers bring in out-of-state conventions that generate sales tax.



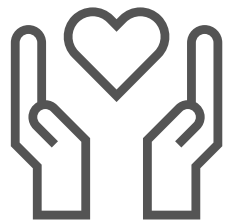
HEALTH DEPARTMENT

Provides immunizations, safety protocols for restaurants and businesses, clean up homeless camps and other unsafe environments.



REGIONAL PARKS & RECREATION

Maintains regional parks, trails, and open spaces. Operates recreation centers and sports complexes.



AGING & ADULT SERVICES

Provides Meals on Wheels and runs senior centers.



LIBRARY SERVICES

Salt Lake County Library system serves most of the county, with access to Salt Lake City and Murray libraries.



BEHAVIORAL HEALTH

Manages mental health/substance abuse services. Partners with providers. Designated by the state to be mental health & substance abuse authority.



PROPERTY TAX ADMINISTRATION

Collects property tax for all entities, most of which are not part of Salt Lake County, and distributes funds.

CITIES CAN'T DO WHAT THE COUNTY DOES



Multiple jails? Multiple health departments?

Multiple clerk's offices?

Salt Lake County delivers **regional services** on a scale best served by county government.

Duplicating these services would be expensive, inefficient, and create confusion across city boundaries.



MAYOR-COUNCIL FORM OF GOVERNMENT

Clear separation of powers, administration and oversight.

Council Members



MAYOR
Jenny Wilson



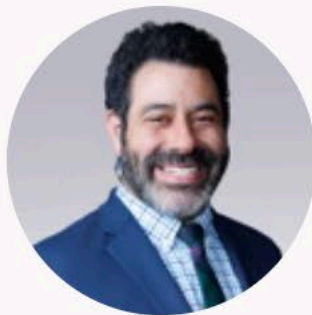
COUNCIL
Laurie Stringham
At-Large A



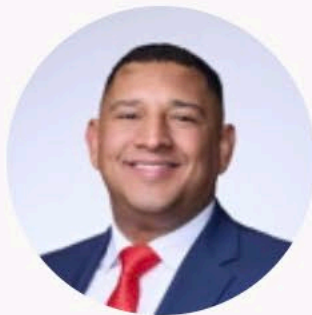
COUNCIL
Suzanne Harrison
At-Large B



COUNCIL
Natalie Pinkney
At-Large C



COUNCIL
Jiro Johnson
District 1



COUNCIL
Carlos A. Moreno
District 2



COUNCIL
Aimee Winder Newton
District 3



COUNCIL
Ross Romero
District 4



COUNCIL
Sheldon Stewart
District 5



COUNCIL
Dea Theodore
District 6, Chair



INDEPENDENT ELECTED OFFICIALS

Operate independently within their constitutional and statutory authority but in coordination with the Mayor and Council.



ASSESSOR

Chris Stavros

Establishes the fair market value of real and personal property ensuring assessments are accurate, fair, and compliant with Utah law.



DISTRICT ATTORNEY

Sim Gill

Responsible for legal work, including prosecution of all felony criminal matters in Salt Lake County as well as civil government litigation.



SURVEYOR

Bradley Park

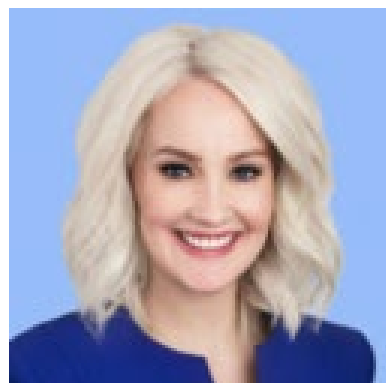
Provides quality surveying and mapping services to protect, preserve, and perpetuate property boundary rights.



AUDITOR

Chris Harding

Financial integrity through audits, annual financial report, certifying property tax rates, and ensuring compliance with budgeting and fiscal policies.



RECORDER

Rashelle Hobbs

Maintains public land records, relating to real estate, liens, mining, and subdivision plats, to ensure transparency in real estate transactions.



TREASURER

Sheila Srivastava

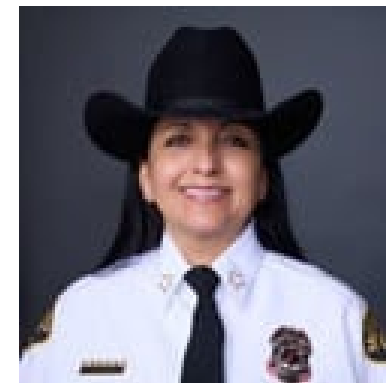
Collects, safeguards, and disburses county funds, including property tax payments, and manages the county's investments.



CLERK

Lannie Chapman

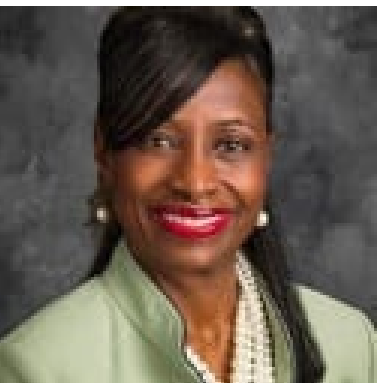
Oversees elections, marriage licenses, passports, and maintains official records for the County Council.



SHERIFF

Rosie Rivera

Runs the jail operations, manages search and rescue teams, and law enforcement for the unincorporated areas including the canyons.



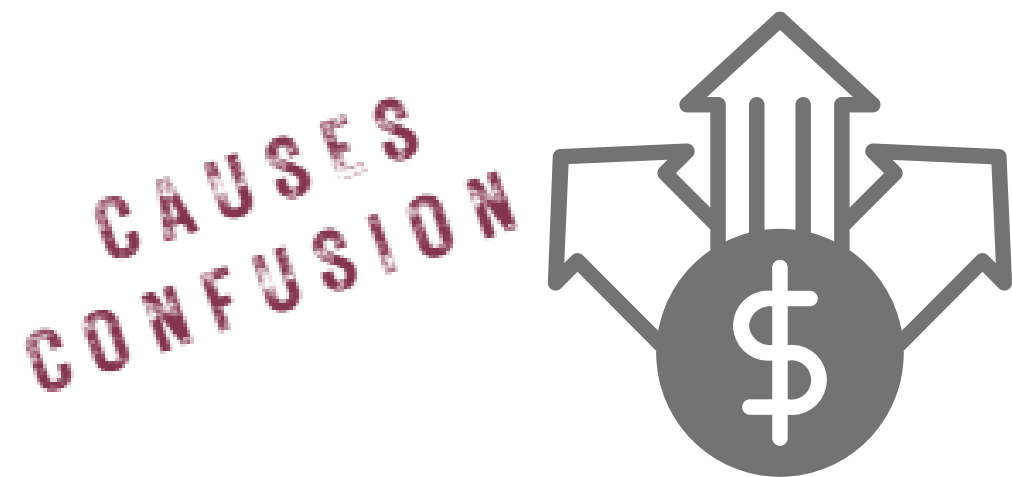
Justice Court Judge

Shauna Graves Robertson

The Salt Lake County Justice Court handles small claims, misdemeanors, and traffic cases

****This will dissolve June 2027.**

WHAT IS THE 2026 SALT LAKE COUNTY BUDGET?



TOTAL BUDGET

\$2.3 Billion (Approx.)

While this reflects the total amount adopted, **only a portion of it falls under the County Council's discretion--some are "pass through" taxes.**

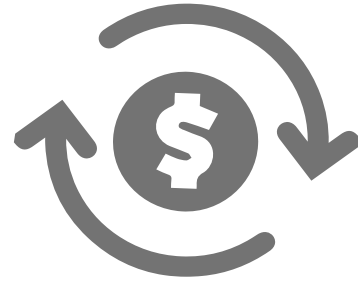


NET COUNTY BUDGET

\$1.7 Billion (Approx.)

The net budget represents total revenues **minus "pass through" taxes.** This is the portion that falls under the County Council's discretion.





WHAT ARE PASS THROUGH TAXES?

- Appear in the budget for transparency, but don't impact county operations.
- County is middleman. Receives funds and forwards to other agencies.
- Not truly county funds.
- Examples: Cities, service providers, federal or state grants, UTA.

→ Council has NO DISCRETION over how these funds are used.

LEAST UNDERSTOOD
BUDGETARY ITEM

2026 June Adjusted Budget PASS THROUGH TAXES

RDA Property Tax	33,616,073
Property Tax-RDA- Pass Thru	
Transportation sales tax	467,110,000
Mass Transit Pass Thru to UTA, cities & state	
New Sales Tax for Public Safety & Public Transportation (aka 5th 5th)	
0.15% beginning July 1, 2025 ~\$29M	
Visitor Promotion	5,826,353
Sandy Soccer Stadium Transient Room Tax	
State & General-Tax Administration	4,380,000
Multi County Pass Thru Revenue	

Grand Total \$510,932,426



SPECIAL REVENUE

- Source: County controlled funds from taxes or fees.
- Libraries, TRCC, Behavioral Health, etc.
- HIGHLY RESTRICTED USE
- Some special revenues are transferred to the General Fund to be used for their intended purposes.
- Council has **some discretion** over use but can only fund certain things within certain funds.



GENERAL FUND

- Source: Primarily property taxes, sales tax, etc.
- Core government services—public safety, elections, public health, and administration.
- Most flexible.
- Only fund the council has **mostly full discretion**.

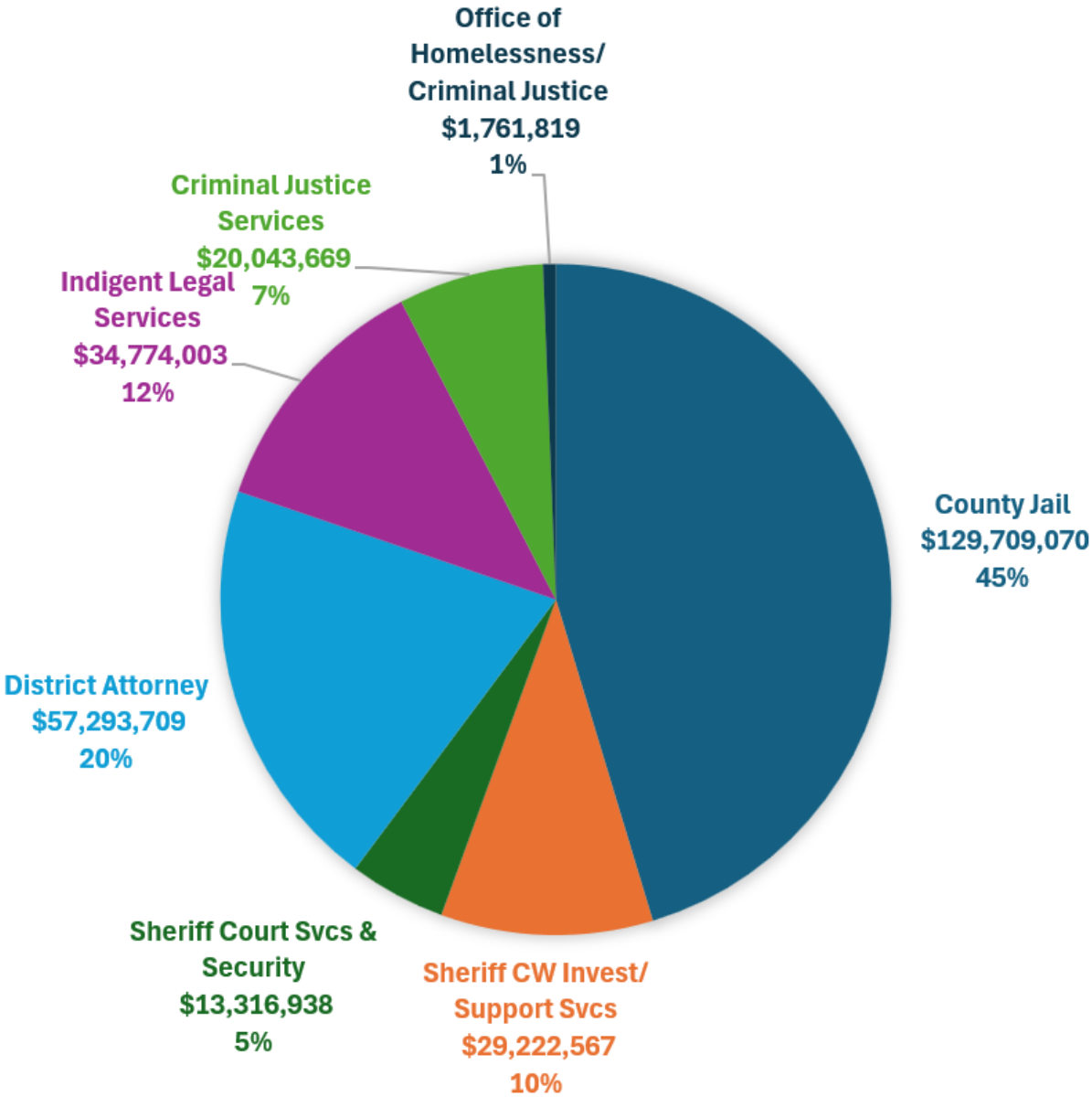


ENTERPRISE FUNDS

- Source: Fees charged to users through paid services—not taxes.
- These funds operate like businesses.
- Golf Courses, Landfill, Public Works
- Council has **limited discretion** over how this is used.

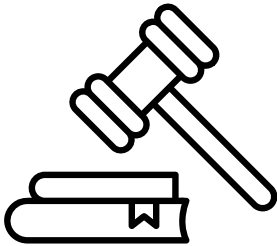
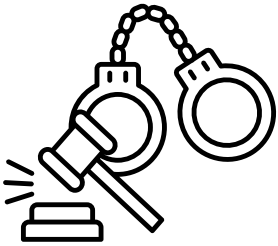
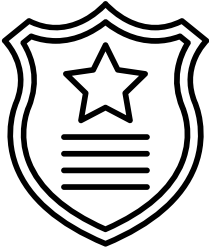
WHAT IS THE COUNTY'S LARGEST RESPONSIBILITY?

CRIMINAL JUSTICE NET COST
(EXPENDITURES LESS REVENUES)



PUBLIC SAFETY

Public Safety accounts for the largest portion of the budget. More than **73% of the county's general fund is allocated to public safety** including law enforcement, corrections, and prosecution.



HOW PROPERTY TAXES WORK IN UTAH



State law limits property tax revenue increases to only “new growth” (e.g., new construction or additions).



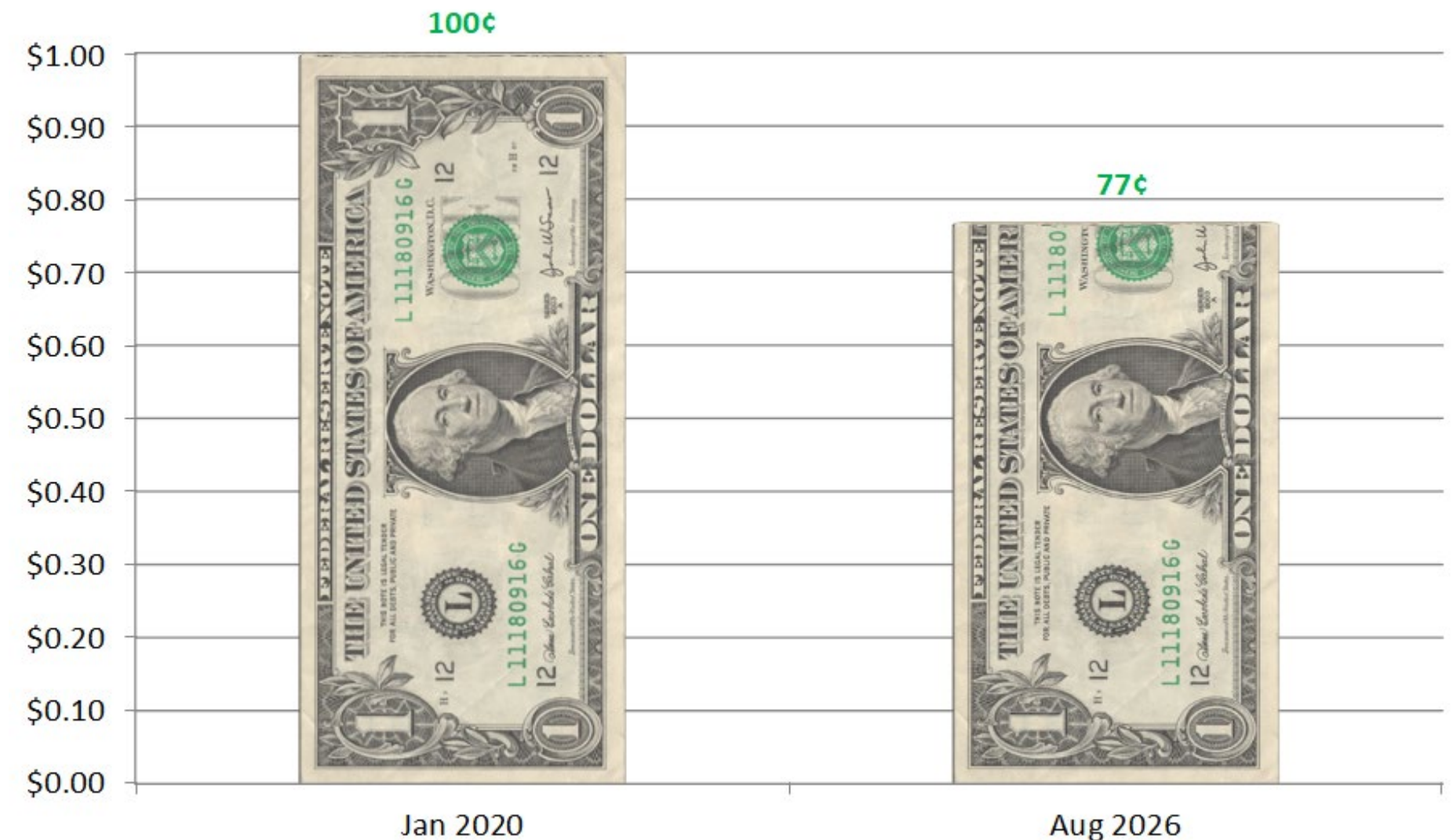
Inflation in property values does not increase revenue—rates are adjusted downward to keep revenue flat.



Population growth increases demand for county services.



This creates a budget gap, averaging about 1% or \$5M per year.



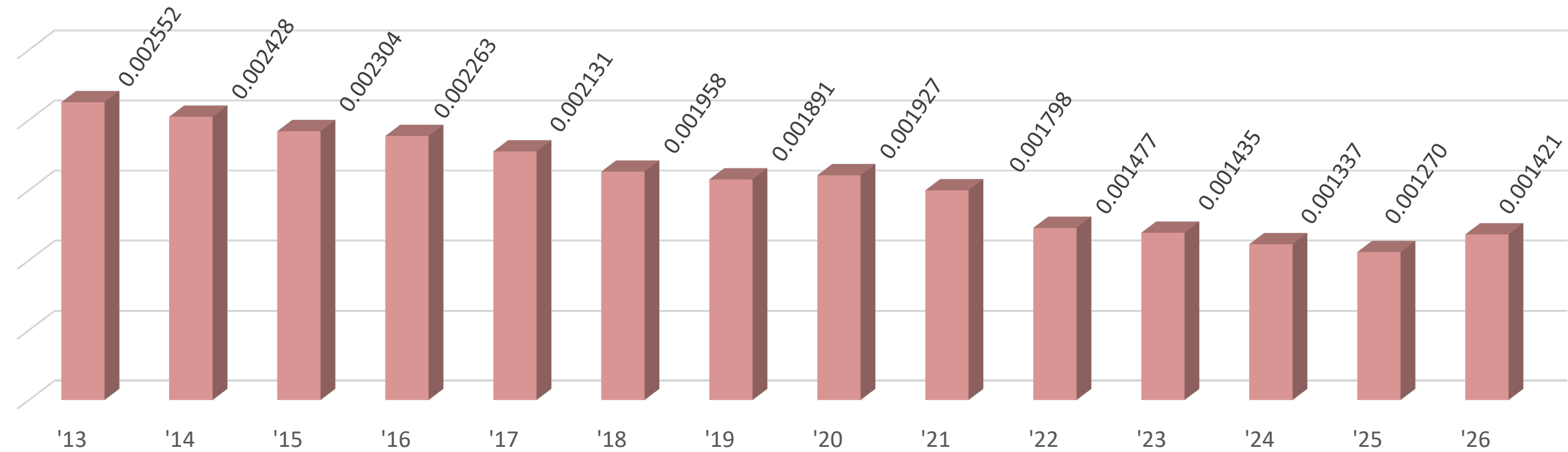
INFLATION INDEX: WEST URBAN CONSUMER PRICE INDEX - ALL URBAN CONSUMERS

Purchasing Power Erosion Due to Inflation

DECLINING TREND IN PROPERTY TAX RATES

Countywide and Assessing & Collecting

Excluding Bond Debt Service and Judgment Levies



What portion of property taxes goes to the county?

Service Provider	Tax Rate	¹ Judgment Levy	Amount
GRANITE SCHOOL DISTRICT	0.003705	0.000000	1120.56
GRANITE SCHOOL DEBT SVCE	0.000634	0.000000	191.75
STATE BASIC SCHOOL LEVY	0.001379	0.000000	417.07
UT CHARTER SCHOOL-GRANITE	0.000142	0.000000	42.95
SALT LAKE COUNTY	0.001134	0.000000	342.96
SL COUNTY BOND INT/SINK	0.000119	0.000000	35.99
TAYLORSVILLE CITY	0.000820	0.000000	248.00
SL COUNTY LIBRARY	0.000425	0.000000	128.54
SOUTH SL VALLEY MOSQUITO	0.000008	0.000000	2.42
JORDAN VALLEY WATER CONS	0.000340	0.000000	102.83
TAYLORSV BENN IMPROVEMENT	0.000073	0.000000	22.08
CENTRAL UT WATER CONSERV	0.000400	0.000000	120.98
UNIFIED FIRE SVCE AREA	0.001650	0.000000	499.03
MULTI COUNTY ASSESS/COLL	0.000014	0.000000	4.25
COUNTY ASSESS/COLL LEVY	0.000136	0.000000	41.13
	.010979	.000000	\$3,320.54

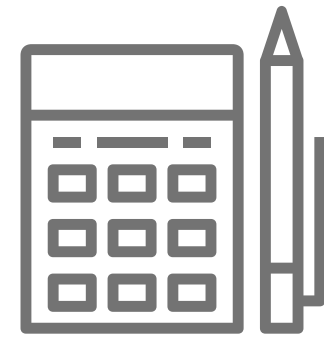
When my property values go up, does my property tax automatically go up?



No - it does not. Utah's system is designed so that rising property values alone do not automatically raise your property tax bill. Each year, the County Auditor calculates a *certified tax rate* for every taxing entity (county, city, school district, etc.).

That rate is adjusted downward so the entity collects the same total revenue as the prior year—plus new-growth revenue from new construction.

HOW HAS THE COUNTY RESPONDED?



The Council has consistently exercised **fiscal discipline**, cut spending while preserving Salt Lake County's top tier **AAA bond rating**—the highest available.

As part of its commitment to fiscal responsibility, the Council has **regular stress testing** in each agency to identify financial needs and **manage spending**.



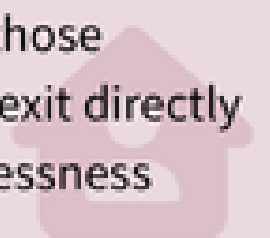
PUBLIC SAFETY NEEDS

OVERVIEW

- **Not a single new bed has been built since 2001**, even as the county's population has grown by nearly 300,000 and is expected to grow to 1.4 million by 2040.
- **Approximately one-fifth of the jail's beds are in Oxbow**, a failing facility that urgently needs to be replaced.
- At the same time, homelessness and mental illness have increased, and **our jail has become the state's default mental health provider**.
- Over the past ten years, the average person booked into the jail has been **booked seven times prior**, driving up costs while leaving underlying needs unmet.

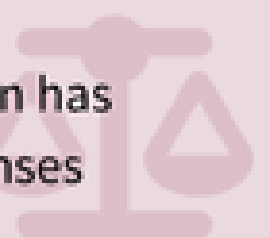
34%

percent of those
leaving jail exit directly
into homelessness



80%

of the jail
population has
prior offenses

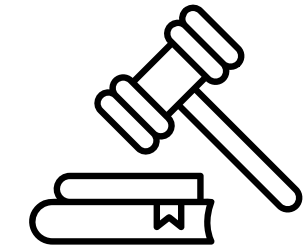
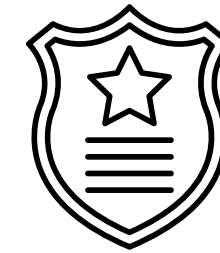


PUBLIC SAFETY NEEDS

JAIL REMAINS AT CAPACITY

Although beds have increased after opening Oxbow's third pod, the jail continues to **operate at or near capacity every day.**

Reopening the third pod at Oxbow added 184 individuals, placing **additional pressure on aging infrastructure and maintenance systems.**



Increased enforcement due to SLC Public Safety Plan has meant an **increase in bookings and individuals with multiple charges** is placing greater demands on judicial processing.

PUBLIC SAFETY NEEDS

GOALS:

- ✓ Rebuild capacity from Oxbow Jail (552 beds) at main facility
- ✓ Add new beds to meet growth and safety demands
- ✓ Expand mental health treatment from 88 → 160 beds
- ✓ Create a stepdown unit (100 beds) for re-entry support
- ✓ Look at a lower-security facility to save on costs to provide mental health, substance use, job training and wraparound services for low-level offenders in order to reduce recidivism.









Unified Police Department Holladay Precinct

Statistic Report

July – September 2026

This is not UCR/NIBRS compliant data.

1





Holladay Staffing

<u>Positions:</u>	<u>Allocations:</u>	<u>Actual:</u>
Precinct Chief	1	1
Executive Officer (Lieutenant)	1	1
Sergeants (Shared with Millcreek)	5	5
Detective Sergeant (Shared with Brighton)	1	1
Patrol Officers	15	12
Detectives-3 / Bailiff-1 / Code Enforcement-1	5	5
Motor/Traffic Officers	2	2
School Resource Officers	3	3
Office Coordinator	1	1
Victim Advocate	1	1
Total	35	32

1 True Vacancy

2 Officers In Police Academy

This is not UCR/NIBRS compliant data.

2



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HOLLADAY 3 YEAR STAT COMPARISON

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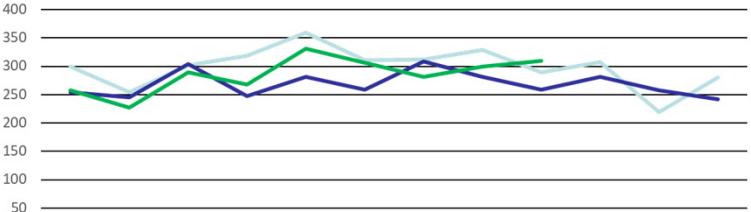
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CITY OF HOLLADAY CRIME TREND 2024-2026

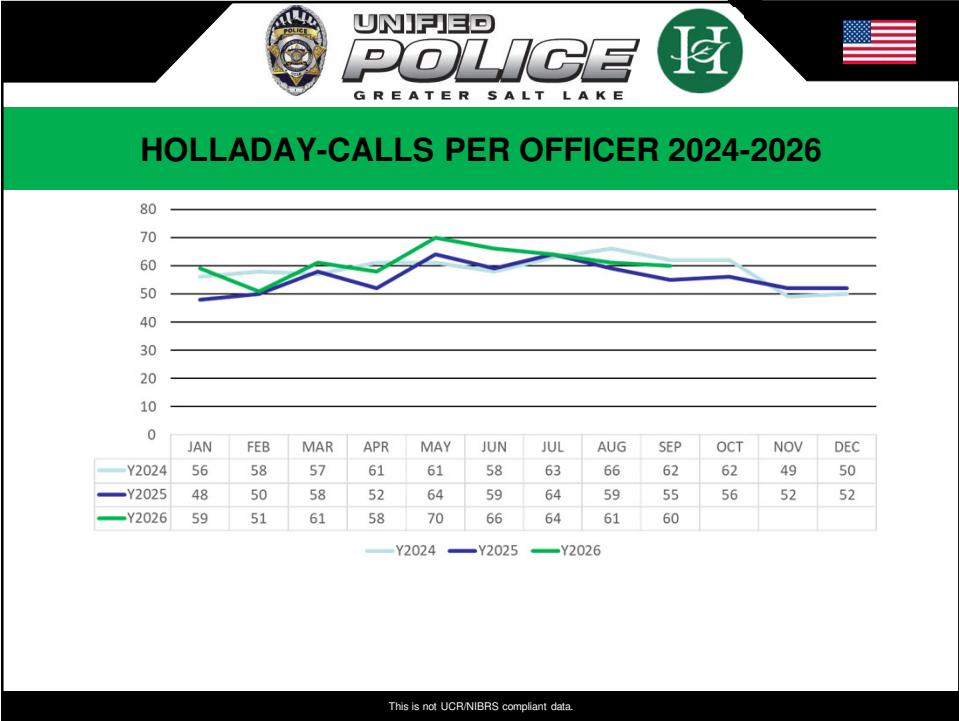


	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Y2024	300	255	302	319	360	311	312	329	289	308	220	281
Y2025	254	245	304	248	282	259	309	282	259	282	258	242
Y2026	258	227	290	268	331	306	282	300	310			

— Y2024 — Y2025 — Y2026

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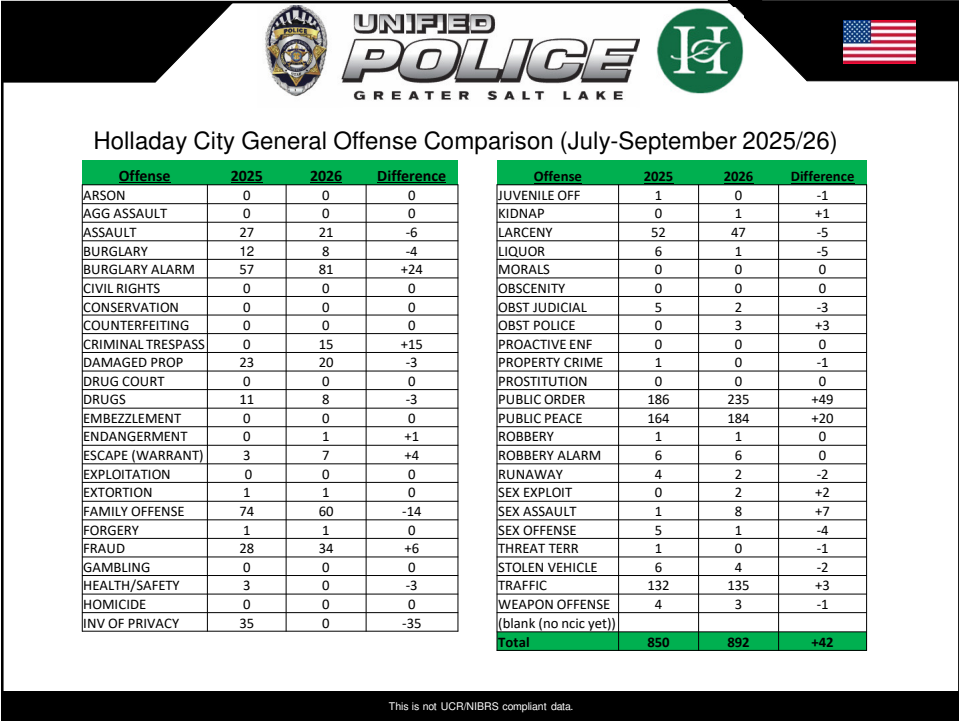
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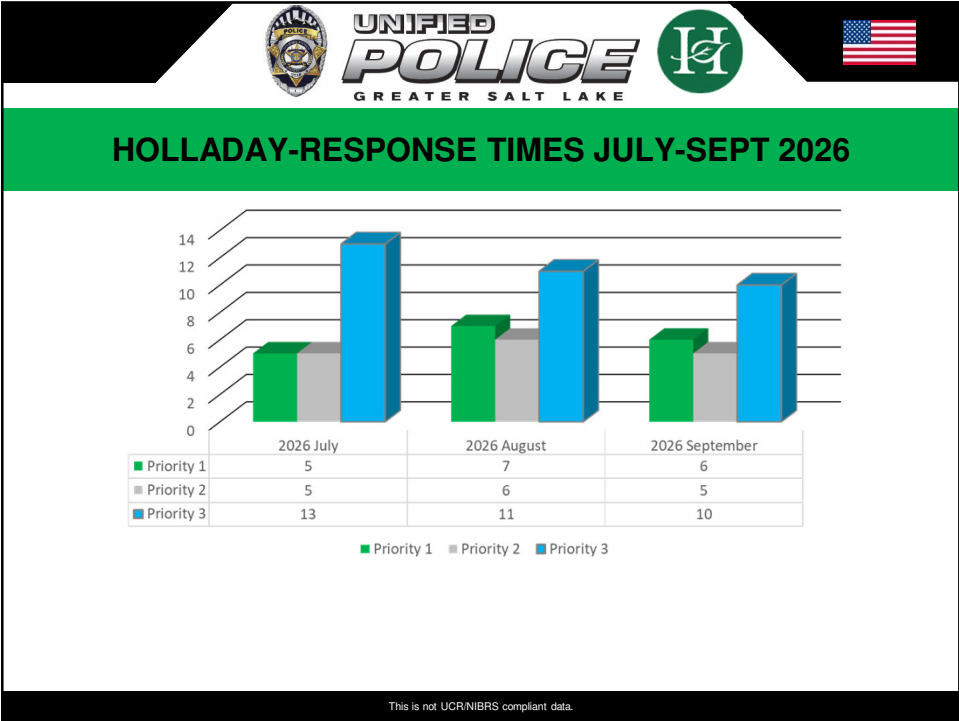
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CITATIONS AND BOOKING ARRESTS JULY – SEPTEMBER

	Citations	Booking Arrests
July:	115	10
August:	185	5
September:	181	9



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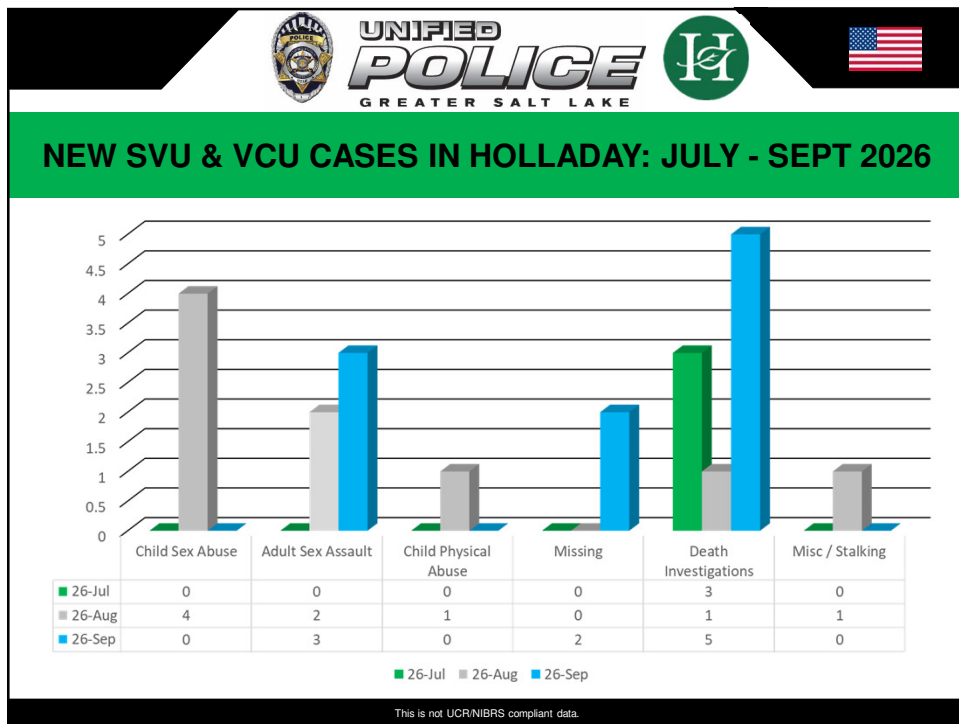


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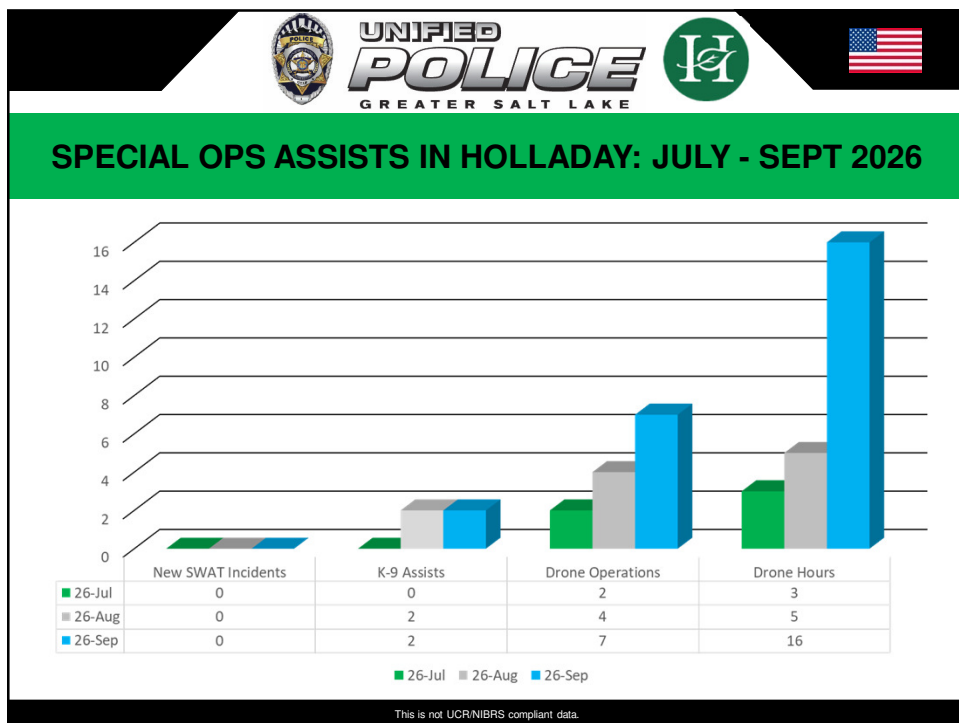


VIOLENT CRIME / SPECIAL VICTIMS /
SPECIAL OPERATION ASSISTS
JULY-SEPTEMBER 2026

This is not UCR/NIBRS compliant data.



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E-BIKE / E-MOTORCYCLE / GOLF CART ENFORCEMENT

- During the summer/fall, we received multiple complaints of children illegally riding E-bikes, E-motorcycles, and golf carts around Holladay.
- Concerned these children could be seriously injured.
- In September we started conducting proactive enforcement to help remedy this issue.



E-Bike Stops:	44
E-Motorcycle Stops:	15
Golf Cart Violations:	2
Impounds:	1
Helmet Violations:	4
Unsupervised Juveniles:	25
Fleeing Incidents:	1



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Holladay Case of Note #1

- Holladay officers were notified by dispatch of a traffic accident involving a golf cart.
- Upon arrival they discovered there was no traffic accident. The incident actually involved a suicidal male who was harming himself with a knife.
- The officers ended up locating this male and assisted in providing life saving measures.
- The male was then transported to the hospital and survived.

This is not UCR/NIBRS compliant data.

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Holladay Case of Note #2

- Holladay detectives received information about suspicious/possible drug activity that was taking place at a residence in Holladay.
- After obtaining this information, our detectives quickly went into action.
- Through different investigative means, they developed probable cause to obtain a search warrant to enter and search this home.
- During the search of this home fentanyl, methamphetamine, drug paraphernalia, and a firearm were located and seized.
- Criminal charges were submitted against multiple suspects.

This is not UCR/NIBRS compliant data.

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INTRODUCE NEW HOLLADAY PATROL SCHEDULE STARTING JANUARY 2027

This is not UCR/NIBRS compliant data.

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UNIFIED POLICE

GREATER SALT LAKE

CURRENT SCHEDULE

Trad Days	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 1	0600-1600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 1	0600-1600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 2	0600-1600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 3	0600-1600	X	X					X	X	X						X	X	X					X	X	X				X

Trad Noons	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 2	1400-2400	X	X					X	X	X						X	X	X					X	X	X				X
Officer 1	1400-2400	X	X					X	X	X						X	X	X					X	X	X				X
Officer 2	1400-2400	X	X					X	X	X						X	X	X					X	X	X				X
Officer 3	1400-2400	X	X					X	X	X						X	X	X					X	X	X				X

Trad Graves	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 3	2000-0600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 1	2000-0600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 2	2000-0600	X	X					X	X	X						X	X	X					X	X	X				X
Officer 3	2000-0600	X	X					X	X	X						X	X	X					X	X	X				X

Cover Days	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 4	0600-1900		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 1	0600-1900		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 2	0600-1900		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 3	0600-1900		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X

Cover Graves	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 5	1700-0600		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 1	1700-0600		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 2	1700-0600		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X
Officer 3	1700-0600		X	X	X	X			X	X	X	X				X	X	X	X				X	X	X	X			X

- 5 Shifts
- 3 Officers Per Shift

Overlapping Times:
1400-1600
2000-2400

This is not UCR/NIBRS compliant data.

- 5 Shifts
 - 3 Officers Per Shift
- Overlapping Times:**
1400-1600
2000-2400

This is not UCR/NIBRS compliant data.

17

UNIFIED POLICE

GREATER SALT LAKE

NEW SCHEDULE

A - Day Shift	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 1	0600-1800	X	X	X				X	X	X						X	X	X				
Officer 1	0600-1800	X	X	X				X	X	X						X	X	X				
Officer 2	0600-1800	X	X	X				X	X	X						X	X	X				
Officer 3	0600-1800	X	X	X				X	X	X						X	X	X				

B - Day Shift	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 2	0600-1800			X	X	X			X	X	X					X	X	X				
Officer 1	0600-1800			X	X	X			X	X	X					X	X	X				
Officer 2	0600-1800			X	X	X			X	X	X					X	X	X				
Officer 3	0600-1800			X	X	X			X	X	X					X	X	X				
Officer 4	0600-1800			X	X	X			X	X	X					X	X	X				

A - Grave Shift	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 3	1800-0600	X	X	X				X	X	X						X	X	X				
Officer 1	1800-0600	X	X	X				X	X	X						X	X	X				
Officer 2	1800-0600	X	X	X				X	X	X						X	X	X				
Officer 3	1800-0600	X	X	X				X	X	X						X	X	X				
Officer 4	1800-0600	X	X	X				X	X	X						X	X	X				

B - Grave Shift	Times	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Sergeant 4	1800-0600			X	X	X			X	X	X					X	X	X				
Officer 1	1800-0600			X	X	X			X	X	X					X	X	X				
Officer 2	1800-0600			X	X	X			X	X	X					X	X	X				
Officer 3	1800-0600			X	X	X			X	X	X					X	X	X				
Officer 4	1800-0600			X	X	X			X	X	X					X	X	X				

- 4 Shifts
- 4 Officers Per Shift

(Exception of 1 Shift)

Minimal Overlap Time

This is not UCR/NIBRS compliant data.

- 4 Shifts
- 4 Officers Per Shift
(Exception of 1 Shift)

Minimal Overlap Time

This is not UCR/NIBRS compliant data.

18



NEW SCHEDULE

- Midvale Precinct has had a lot of success with this schedule
- More officers on duty at any given time
- Faster response times
- May allow for more proactive use of OT budget
- We are doing this schedule in cooperation with the Millcreek Precinct.
- In Holladay and Millcreek we will have
 - 10 Officers on duty per shift
 - As opposed to 8 officers on duty per shift

This is not UCR/NIBRS compliant data.

19



QUESTIONS???

This is not UCR/NIBRS compliant data.

20



Nick Rees, *Gathering*
based on the sculpture *Gathering* by Susan Zoccola



CITY OF HOLLADAY
ARTS COUNCIL

Public Art Plan

CITY COUNCIL · OCTOBER 22, 2026

1

HOLLADAY ARTS

WHAT IS PUBLIC ART?

"Simply put public art is art in public spaces. The term "public art" may conjure images of historic bronze statues of a soldier on horseback in a park. Today, public art can take a wide range of forms, sizes, and scales—and can be temporary or permanent. It often interprets the history of the place, its people, and perhaps addresses a social or environmental issue. Public art can include murals, sculpture, memorials, integrated architectural or landscape architectural work, community art, digital new media, and even performances and festivals!"

WHY A PUBLIC ART PLAN?

- Build on existing work
- Strengthen sense of place
- Create a repeatable process

VISION

Integrate public art into construction, renovation and existing locations to anchor community identity, reflect natural and cultural heritage and create meaningful and aesthetic public spaces.



Patrick Shearn, *Off the Beaten Path*
Green Mountain Falls, CO

2




UNIFIED FIRE AUTHORITY
QUARTERLY REPORT

CITY OF HOLLADAY

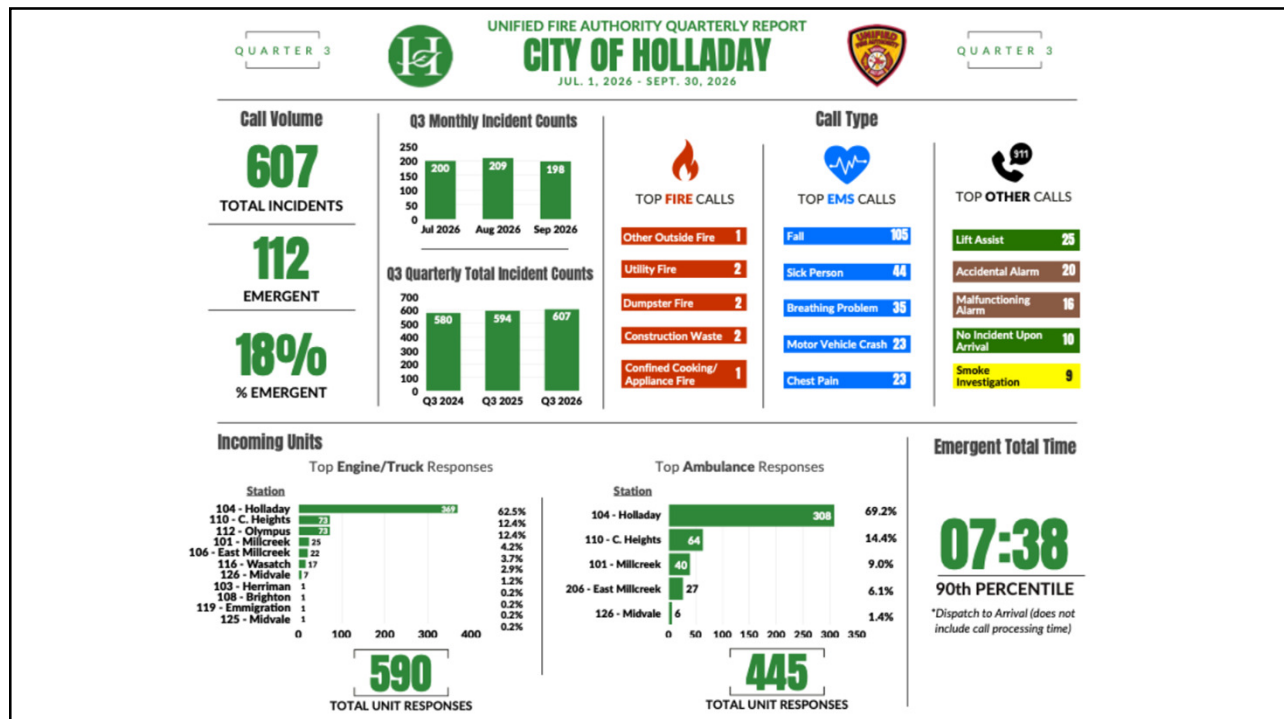
QUARTER 3

JUL. 1, 2026 - SEPT. 30, 2026

CITY OF HOLLADAY LIAISON
 Captain Dan Brown
 (801) 403-0787
 dbrown@unifiedfireut.gov



1



2

Effective Response Force

Holladay City Council

Enough firefighters and equipment to perform critical tasks safely and at the same time.



**The first crew begins the response.
The ERF supports the full operation.**

3

Fireground Jobs Happen Together

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Firefighters

Holladay residential response model

Fire attack and backup	Control the fire and protect crews
Search and rescue	Locate and remove occupants
Water supply and pumping	Keep water flowing to hose lines
Entry, ladders and ventilation	Provide access and manage openings
Command and accountability	Coordinate crews and track personnel
Firefighter rescue team	Prepare to rescue a firefighter

Assignments vary with the building and incident conditions.

4

First-Alarm Dispatch

Residential and commercial response

Resource	Residential	Commercial
Engines	3	3
Trucks	1	2
Ambulances	1	1
Battalion chiefs	2	2
Total responding units	7	8

Commercial fires receive one additional truck company.

5

First-Alarm Assignments

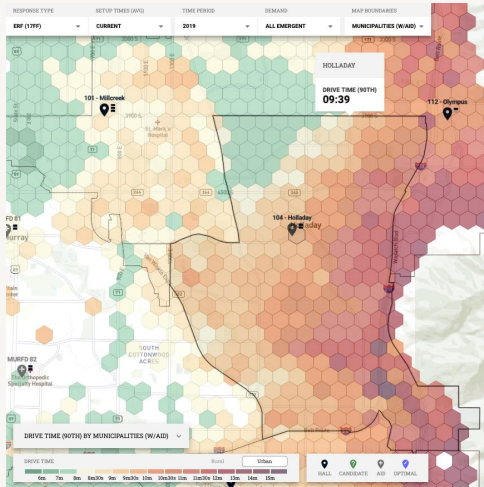
Initial fireground roles for residential and commercial fires

Assignment	Single-Family Residential	Commercial
Fire attack and water	Attack and backup lines, reliable water supply	Larger hose lines, water supply and fire department connection
Search and access	Search occupants, provide access and escape routes	Large-area search, forcible entry and multiple access points
Command and support	Command, accountability, coordinated ventilation	Early divisions or groups, coordinated ventilation
Firefighter protection	Rapid intervention team, safety officer and medical care	Rescue coverage at tactical access points, safety and medical

Command adjusts assignments to conditions. Unit counts follow the dispatch plan. Operational roles summarized from UFA guidelines 450-18 and 450-32.

6

Holladay's Published Response Model



Regional stations combine resources

	Residential	Commercial
Firefighters	17	28
Modeled travel	9:39	11:19
Report reference	8:00	10:10

Times are minutes:seconds at the 90th percentile.

Predictive travel model assumes apparatus in station. Historical CRA/SOC data, not measured 2026 performance.

7

The First Crew Has to Prioritize

Example: Four firefighters arrive. Smoke is showing. Someone may be trapped.

Command and size-up
Pump operation
Highest-priority crew action

Additional companies allow search, fire attack and supporting tasks to proceed together.



NIST residential fireground experiment
Photo credit: IAFF

8

Why Four-Person Crews Matter

Compared with three-person company staffing

25%

faster overall task completion

NIST tested 22 essential firefighting and rescue tasks.

More Working Capacity

The fourth firefighter adds hands for hose movement, entry and other crew tasks.

Four Arriving Companies	Personnel
Three-person staffing	12
Four-person staffing	16

NIST, 2010: controlled tests in a 2,000 sq. ft., two-story residential structure. Results vary by incident.

9

NFPA 1710 Time Benchmarks

2020 edition, the reference used in Holladay’s historical report

Response Component	Time Objective
Fire turnout	1:20
First engine travel	4:00
Second company travel	6:00
Full alarm travel: low / medium hazard	8:00
Full alarm travel: high hazard	10:10

Travel objectives apply to at least 90% of incidents.

Call processing and turnout occur before travel. These are not total 911-to-arrival times.

10

Fire Protection Performance

First-Unit Time

How quickly can the first crew begin?

Effective Response Force Time

How quickly can the full operation begin?

Both measures matter when evaluating Holladay's fire protection.

Grace Davis, *Mountain*

Five Goals of the Public Art Plan

The Public Art Plan is guided by five core goals to shape how Holladay integrates art into its community fabric:

1. Governance
2. Site-Specific Art
3. Art in Everyday Infrastructure
4. Identity & Wayfinding
5. Artist Opportunity

3

Trevor Miles, *Forward Motion*

Governance

Designate a process for per-project subcommittee selection.

TACTICS

- ✓ Designate Subcommittee Members (over \$50K)
- ✓ Review first small projects (City Manager Oversight)
 - Document Policies
 - Document Current Public Art Collection

4



Alex Dikwa-Nkrumah, *Foreigners' Home*

SUBCOMMITTEE

- Public Art Consultant (1)*
- City Manager's Office (1)*
- Arts & Culture Manager (1)*
- Holladay Arts Council (1)*
- Public Services (1)
- Community and Economic Development (1)
- City Council (1)
- Stakeholders of the specific site (1 or 2)

(*indicates core members)

Projects \$100K+: include representatives of each listed group.

Projects \$35K-\$100K: 4-member Core Public Arts Subcommittee.

Projects less than \$35K: City Manager with notice to Holladay Arts Council.

5

HOLLADAY ARTS



Tamia Wardle, *Quails*



Natasha Anderson, *Explore*

Site-Specific Art

Commission site-specific public art installations, both permanent and temporary, based on funding and site priorities.

TACTICS

Temporary Pilot Installations

- ✓ Utility Boxes or Sidewalk Art
- ✓ Artist Call for Emerging/Local Talent

6



Mary Carothers, *Beneath the Surface*
Louisville, KY



Long View Community Center Project
Philadelphia, PA



Lola Reyes, *The Confluence of Resiliency*
3 Creeks Confluence, Salt Lake City



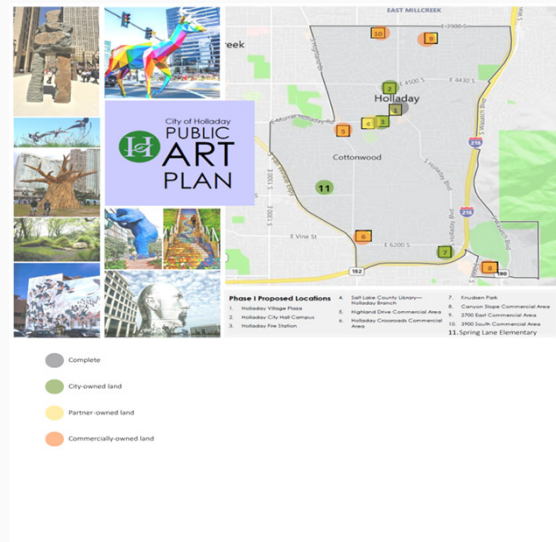
Harumi Ori, *I am Here*
Staten Island, NY

7

Where Public Art Could Go

The plan prioritizes City-owned sites first, then other publicly owned sites, then private/business-owned sites as appropriate.

- 1.City-owned first** - The site hierarchy begins with City-owned locations, supporting control over installation, maintenance, and public access.
- 2.High visibility** - The plan emphasizes parks, Village Plaza, gateways, commercial centers, trails, and other visible public locations.
- 3.Partnership potential** - UDOT, UTA, Salt Lake County, developers, businesses and other landowners could expand reach and co-funding opportunities.
- 4.Working draft** - The plan's map identifies proposed locations and is intended to be refined as priorities, ownership, funding, and project opportunities develop.



HOLLADAY ARTS

8



Van Cleef & Arpels' third annual Fifth Avenue Blooms installation

Art in Everyday Infrastructure

Encourage city departments, developers, and private businesses to integrate art in infrastructure, amenities, and site elements (crosswalks, sidewalks, bridges, trails, parks, etc.)

TACTICS

- Develop/Share Guidelines & Best Practices
- Build Internal Awareness
- Encourage Developers & Businesses
- Encourage Partnerships
- Showcase Success Stories
- Start Small & Visible

9



Brooke Smart, Springville Art Loops



Pedals and Paint, SLC Arts Council



Dennis Cunningham, Salmon Run
Portland, OR

10



DC Chinatown metal pole banners by eighty2degrees

Farm Design, All Are Welcome
Pasadena, CA

Identity & Wayfinding

Use public art to mark neighborhoods and commercial centers, create wayfinding and enhance city gateways.

TACTICS

- Define Key Locations
- Commission Features in Each District
- Create Neighborhood Identity Projects
- Develop Artistic Wayfinding
- Celebrate Holladay's Commercial Centers
- Connect Art to Branding & Identity

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Dancing with a Dream, Elizabeth Carter
Daybreak, South Jordan, UTBirds of Daybreak, Karlee Guynn
Daybreak, South Jordan, UTUntitled, Lizzie Wenger
South Salt Lake, UT

12



Steve Badanes, Will Martin, Donna Walter, Ross Whitehead, *Freemont Troll*
Seattle, WA

Artist Opportunity

Expand opportunities for a wide range of artists to contribute to Holladay's public art, including both emerging and established creators, and artists working in varying traditions, materials, and approaches.

TACTICS

- Artist Calls & Recruitment
- Support Emerging Artists
- Range of Mediums & Traditions
- Transparent Selection
- Community Engagement
- Documentation & Recognition

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Sandrine Estrade Boulet, *Red Octopus*
Marles-les-Mines, France
Festival Les Petits Bonheurs



Public Arts Commission, Brooklyn Navy Yard



Moving Poems, Dianne Cripel

14

Moving Projects Forward

Each public art project follows a clear process to ensure quality, community fit, and lasting value. Community engagement is intended wherever feasible.



Thomas Dambo, *Mama Rosa*
Wauwatosa, Wisconsin



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Acrylicize, *BroomHouse*
Seattle Design Festival



Handspring Design, *Children's Garden Tunnel Hoops*
Royal Botanical Garden, Kew, London, UK



Itaru Sasaki, *The Wind Phone*
Otsuchi, Japan

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START SMALL, LEARN, THEN SCALE

Strategic Implementation Approach

- **Visible pilot projects** - ex. temporary sculptures, mural, interactive art, utility boxes, sidewalk poetry, crosswalk, benches, bike racks, trail markers, etc.
- **Broaden Artist Participation** - simple, transparent open calls can lower barriers for emerging artists while still welcoming established artists and varied media.
- **Build Internal Habits** - City project checklists and staff awareness can make "Can this include a public art component?" a routine question during capital planning.

Grow the program sustainably from small wins to lasting impact.



Raquel Rodrigo, Arquitectura
Madrid Design Festival

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Janet Zweig, *Small Kindness, Weather Permitting*
Minneapolis, MN

LONG-TERM STEWARDSHIP

- **Artwork Registry:** Maintain a comprehensive, up-to-date record of all public artworks, including location, artist, materials, and installation date.
- **Maintenance Protocols:** Establish regular inspection schedules and clear procedures for repair, conservation, and restoration of artworks.
- **Donations Management:** Define a process for evaluating, accepting, and integrating donated artworks that align with the Plan's goals.
- **Deaccessioning Process:** Develop transparent criteria and procedures for retiring or removing artworks from the public collection.
- **Transparency:** Communicate activities, decisions, and artwork status openly with the community and City Council.

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Five-Year Implementation Phases

A phased approach ensures the Public Art Plan grows sustainably — building capacity, testing ideas, and expanding impact over time.



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Gathering, Susan Zoccola
Holladay, UT

Supporting the 2025 Holladay General Plan

The Public Art Plan translates the General Plan's community vision into tangible improvements throughout Holladay.

TACTICS

- **Distinct Character:** Celebrates Holladay's identity, history and natural beauty.
- **Connected Community:** Incorporates art and wayfinding into pedestrian spaces and corridors.
- **Local Economy:** Enhances commercial centers and encourages business partnerships.
- **Public Spaces:** Enriches parks, plazas, and gathering areas with site-specific art.

Thank you!

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COUNCIL STAFF REPORT

MEETING DATE: October 22, 2026

SUBJECT: CDBG Program Update

SUBMITTED BY: Ann Frances Garcia, Economic & Housing Manager

ACTION: *Discussion Only*

SUMMARY:

Staff have provided an update on our current CDBG Home Repair Program and future considerations.

BACKGROUND:

In 2024, the city applied for the Community Development Block Grant under the Urban County Group, to fund a Home Repair Loan Program (HRLP). This funding was to provide assistance for low-to-moderate income homeowners. The HRLP was designed to address emergency repairs, health and safety hazards, conserve energy and preserve the low-to-moderate housing community within Holladay. Funds were awarded on a firm-come, first served basis for eligible applicants. The term was for 5 years and was designed as a forgivable loan. The loan amount was up to \$25,000. Repayment of some or all of the HRLP loan would apply if the property was sold, conveyed, or transferred before the 5-year elapses from the closing date of the HRLP loan.

The City contracted with NeighborWorks Salt Lake to administer our program. NeighborWorks claimed the 10% Indirect Costs (\$20,000) allowed through the funding, to administer the program. The City decided to cover the cost of fees associated with each of the loans processed, which was estimated to be approximately \$1,340 per loan, utilizing our CRA funds, totaling \$10,720.

All funds have been earmarked and with the 6-month extension approved by Salt Lake County, we anticipate expending all funds. The 2025-26 Home Repair Program supported 8 households across 13 categories, helping residents maintain a safe and stable home life.

RECOMMENDATION:

Discussion and Information Item

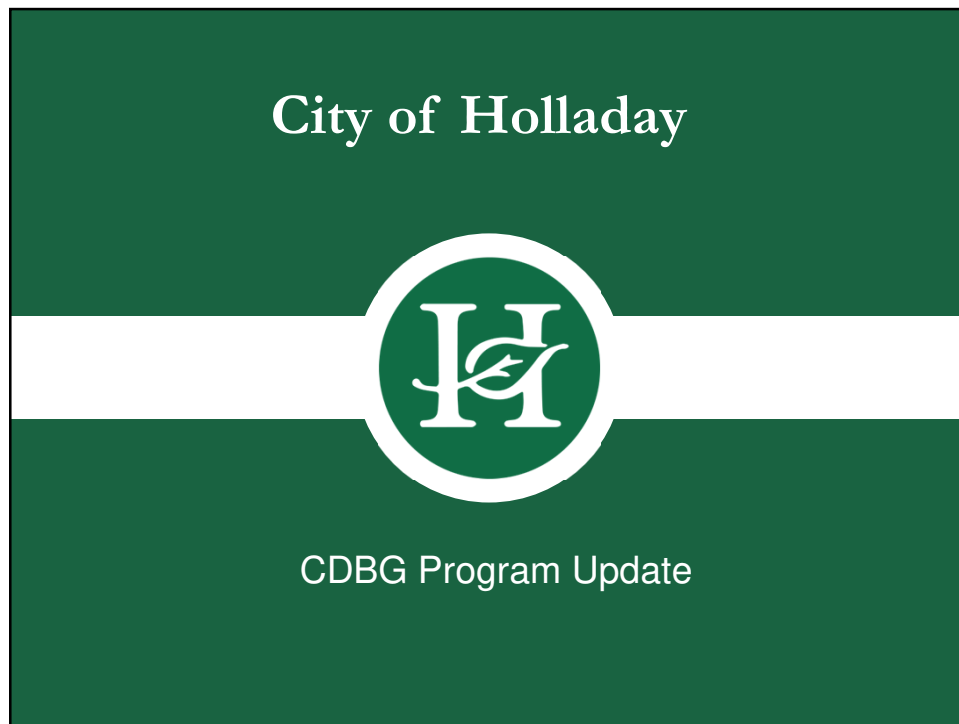
ATTACHMENTS:

PowerPoint Presentation

FISCAL IMPACT:

None

SUGGESTED MOTION: Continue to Work session



1

CDBG At A Glance:

- Project must meet 1 of 3 national objectives.
 - Benefit low-to-moderate income persons
 - Aid in the prevention or elimination of slums and blight
 - Meet other community development needs that have a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available to meet such needs (e.g. natural disasters).



2

CDBG Holladay Summary

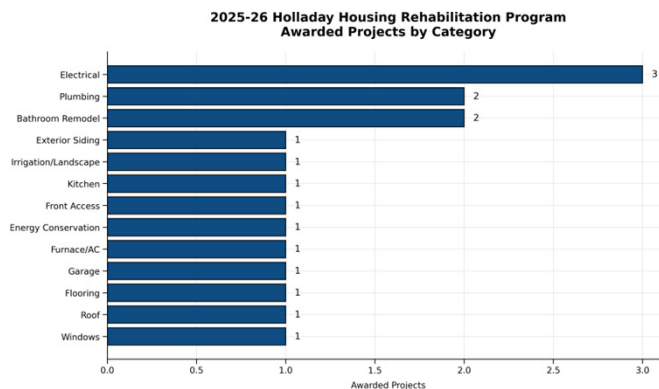
- Call for applications in January 2026
- Program year ended June 30, 2026
- City applied for a 6-month extension for our program year 2025-26.
- County approved – Program extended to Dec. 31, 2026
- Received 70 applications
 - 8 awarded
 - 14 ineligible
 - 48 not evaluated for eligibility



3

Holladay Home Repair Program

- Loan/grant program and after 5 year the loan is forgiven.
- The data demonstrates that residents are primarily seeking assistance with essential home systems and structural repairs.

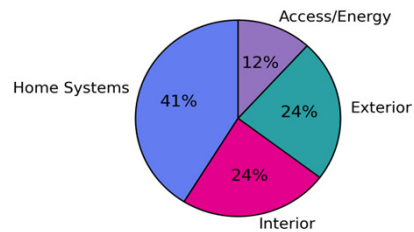


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CDBG 2025-2026 Home Repair Program

- 41% of the projects were on Home Systems (electrical, plumbing, furnace/AC and roof)
- 24% were on Interior Improvements (bathroom remodel, kitchen and flooring)
- 24% were on Exterior Improvements (windows and garage)
- 12% were on Accessibility & Sustainability (front access and energy conservation)

Project Type Distribution



5

Current Project Status

- 2 projects completed ready for payment
- 1 project 85% complete
- 1 project 95% complete
- 1 project 70% complete
- 1 project 65% complete
- 1 project 60% complete
- 1 project 50% complete



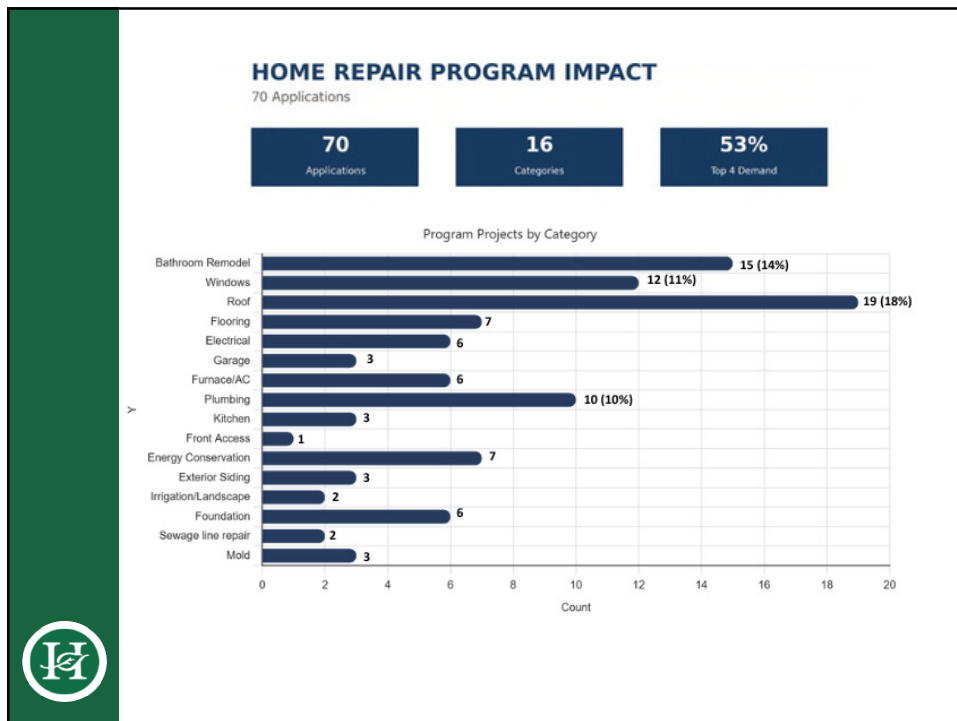
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Holladay Home Repair Program Summary – Received Overall

- 70 applications received in total
- More than half of all projects focused on 4 critical areas: roofs, bathrooms, windows and plumbing.
- These investments help preserve housing, improve safety, and support residents in maintaining stable, quality homes.
- Many of these projects represent preventative investments that reduce future maintenance costs and protect property values.



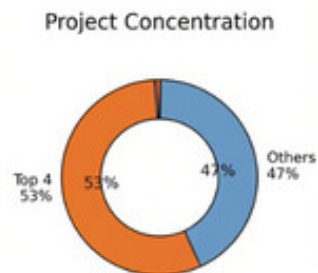
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Overall Top Demand Concentration

- 53% of all projects were concentrated in 4 critical home repair categories:
 - Roof
 - Bathroom Remodel
 - Windows
 - Plumbing



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2026-2027 CDBG Award

- Holladay Home Repair Program
- Awarded \$100,000
- Awaiting contract from HUD and the County
- Anticipated start Nov. 2026
- \$25,000 loan/grant to assist 3 homeowners
- Administrative Partner: NeighborWorks Salt Lake



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2027-28 CDBG Funding Available

- Applications due Dec. 4, 2026
- Request to continue Home Repair Program
- Next meeting Oct. 26 for final funding decisions
- Limited funding available (\$1.1M available)



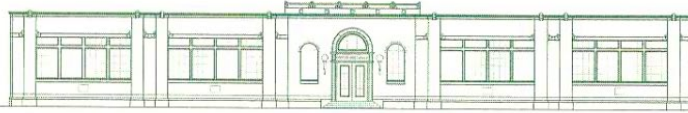
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Thank you!

Any Questions?



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City of Holladay
HOLLADAY CITY COUNCIL

COUNCIL STAFF REPORT

MEETING DATE: October 22nd 2026

SUBJECT: Discussion – Short Term Rentals (STRs)

SUBMITTED BY: Jonathan Teerlink, CED Director, Ann Francis Garcia, Economic and Housing Manager

ACTION:

Discussion only.

SUMMARY:

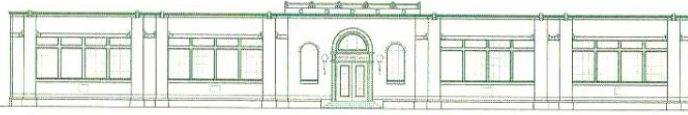
Upon a request by the council to hold a policy discussion on Short Term Rentals (STRs) in the city, staff has provided a broad overview of current STR allowances, licensing and enforcement as well as trending regulation meant to close the gap between permitting uses and active online listing of illegal uses.

BACKGROUND:

Since Holladay's incorporation in 1999, land use ordinances have established a tradition of allowing STRs. Originally known in the City as a short-stay vacation rental, a STR is distinct from a Mother-in-Law or an Accessory Dwelling apartment in that the rental, "*is for accommodating lodging of guests, paying a fee or other compensation for a period of less than thirty (30) consecutive days*". (Holladay Ord §13.04, Definitions). Allowable locations in the City are limited to properties 1) fronting primary arterial streets and 2) in the RM and R-2 land use zones. Applicants meeting primary location requirements may apply for a condition use permit from the Planning Commission. The Commission's review shall be based upon a set of established standards found in ordinance § [13.76.735](#). The owner must also maintain a business license.

Trending as a top option for property owners in a sharing economy, STRs maintain their popularity. Whatever the motivation may be, property owners turn to this form of asset monetization to turn underutilized residential space into a very flexible income stream. The trend is supported by travelers who prioritize local authenticity and technology advancements supporting apps with dynamic pricing, review systems and simplified payment platforms. When combined, these enable a lucrative option which is simple and streamlined but also presents a challenge to mid-range hotels, housing availability (primarily as reduced long-term rental options) and municipal land use regulations.





City of Holladay HOLLADAY CITY COUNCIL

In a 2024 report published by the Kem Gardner Institute, statewide STR statistics were gathered and analyzed during a four-year period. Results of the analysis provide a snapshot of use statewide and an alarming projection in loss of housing stock due to STR use.

Though municipalities nationwide have introduced various forms of zoning restrictions, enforcement of STR regulations seem an ever-present challenge. As the nature of the use is fleeting, quickly establishing evidence of a violation is key to successful enforcement. Additionally, State of Utah legislation only recently relaxed laws limiting a municipality's ability to enforce based *solely* on information gathered from on-line rental sites. HB 256 (2025) expanded municipal powers, allowing cities to use online platform listings as *secondary* evidence when investigating a possible violation.

KEY CONSIDERATIONS:

THE APPROVAL PROCESS

From start to finish, an application for a Conditional Use Permit (CUP) from the Planning Commission can normally take 2-3 weeks. The following business licensing process can take up to 2 weeks due to inspection of the property. Overall, a minimum of 1 month is required to obtain city approvals.

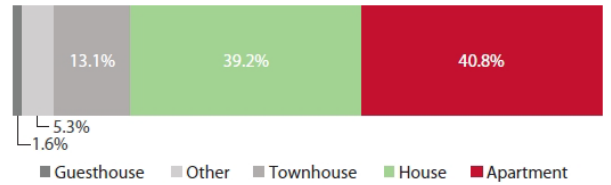
LOCATION

While 3 approved STR rentals currently operate in the City, over 100 active listings are routinely found on online platforms. While online listing locations are somewhat distributed across the City, some areas have higher concentrations than others. However, the majority tend not to be located within the acceptable locations currently found in Holladay code.

TRANSIENT ROOM TAXING ([TRT](#))

Holladay is receiving TRT imposed on temporary lodging accommodations stays defined as 30 consecutive days or less. Longer stays are exempt from TRT. Major hosting platforms (like Airbnb or VRBO) automatically collect and remit state and local lodging taxes. Over the past 5 years (FY 2022-2026), approximately sixty percent of the nearly \$1million in revenue generated by this tax in Holladay has come from hotels- the remaining 40% is associated with other, non-hotel-based businesses ("*tourist homes*").

Type of Units Occupied by STRs, 2023



Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

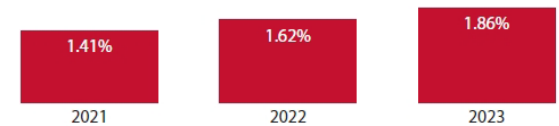
Utah's Average Monthly Short-Term-Rental Entire Home Listings, 2021-2023



Note: Entire home is defined as the STR not being shared by other guests at the time of rental, providing the renting party with the entire home

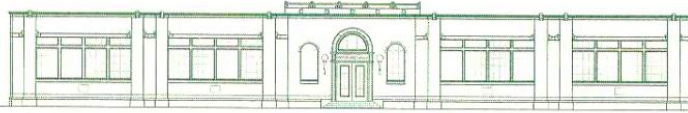
Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

Utah's Average Monthly Utah Short-Term-Rentals as a Share of Total Utah Residential Housing Units, 2021-2023



Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census data





City of Holladay
HOLLADAY CITY COUNCIL

COMMON PRACTICES (LOOPHOLES) FOUND BY CODE ENFORCEMENT

- Transparency in the listing location: actual location of the accommodation home is not shown at the listed/mapped address or at times outside of city boundaries. Guests are provided with the actual location upon completion of transaction,
- Restrictive covenants within HOAs that limit STR use but rely on City for enforcement,
- When questioned, guests routinely describe their stay as, “relatives to the owner”,
- Contract use agreement for the accommodation is written for a stay longer than 30 days. Guests subsequently cancel the agreement upon vacating the property.

OLYMPIC WINTER GAMES - 2034

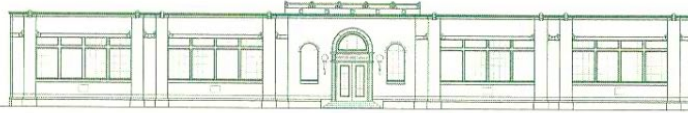
Proximity to canyons and major transportation corridors will generate a push for accommodation during the weeks surrounding the upcoming Olympic events.

POTENTIAL STRATEGIES:

During a similar discussion in 2020, the council decided to maintain STR regulations as they are currently codified. The decision was bolstered by providing staff within strengthened enforcement tools ([Holladay Ord. §13.94](#)) Overall, STR regulation may be considered at a similar crossroads. Staff has provided some strategies found to assist some communities in balancing STR use with long-term housing availability:

- Maintain Current Ordinance, as codified
 - Within the past 5 years the council has determined that the current STR regulations are appropriate and do not require expansion/modifications,
 - Enforcement will continue to use online platform listing as allowed,
 - Sending online listing data to SL County Auditors to assign TRT designations to properties being used for 30-day accommodations.
- Primary Residence Mandates (Owner-Occupancy)
 - Allow STRs only if the property is the owner's principal residence (e.g., renting out a spare room or an ADU, or renting the main home while away on vacation).
 - Eliminates commercial use properties strictly for vacation rentals—while preserving supplementary income for actual resident homeowners.
- Density Caps and Radius Districting
 - Limit the total number of STR licenses permitted citywide, or establish a minimum physical distance (e.g., 500 feet) between licensed STRs. Council can also ban STRs altogether in residential zones while permitting them in commercial or mixed-use areas.
 - Curtail neighborhood hot spots while protecting character and maintaining TRT revenue





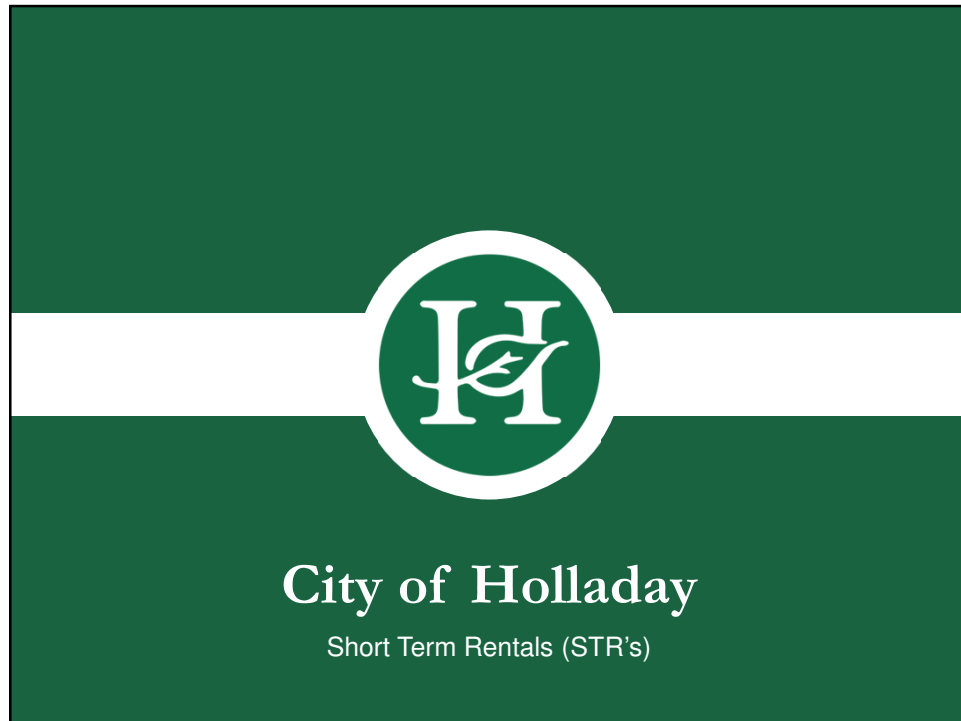
City of Holladay
HOLLADAY CITY COUNCIL

- Licensing and Higher Municipal Fees
 - Implement progressive annual permit/licensing fees
 - Close the profit margin gap between short-term vacation rentals and long-term residential rentals, encouraging property owners to convert units back to standard leases.
- Online Compliance and Enforcement Funding
 - Explore steps to require platforms to display city permit numbers on listings
 - Explore subscription to online reporting software; [Granicus](#) or [Deckard Technologies](#)
 - Regulations are only as effective as their enforcement; closing unregistered, unpermitted operations ensures that non-compliant units return to the housing market
- Administrative (over the counter) approvals by staff upon a set of rules adopted by the City.
 - Notification of the neighborhood could still be a component of approval by letting nearby homeowners know what has been approved and what the restrictions and conditions of the approval are so they can be aware and report if they are not followed.

SUGGESTED MOTION:

Continue discussion on any potential direction council may want to give staff.





1



2

Background

- STRs continue to be complicated to enforce
- Currently 3 legal STRs in Holladay
- Limited Areas allowed for STRs
- Preserve affordable housing and long-term residential character
- Improve compliance and reduce neighborhood disruptions
- Capture revenue for STR administration and enforcement



3

Short-Term Rental Definition

Licensed STRs in Holladay	3
Eligible Areas	Limited
Enforcement	Complaint Driven
State Law Changes	HB 256

- State Code and City Code define Short-Term Rentals as:

“The rental, letting of rooms or sub-leasing/renting of any structure, dwelling or portion thereof for occupancy, dwelling, lodging or sleeping purposes for fewer than 30 consecutive days in duration.”



4

State Law Changes

BEFORE

- ✗ Favored STR uses that don't cause "nuisances"
- ✗ Difficult to remove illegal listings
- ✗ Limited enforcement tools

AFTER

- ✓ Additional enforcement authority
- ✓ Possible license-number verification
- ✓ Improved compliance opportunities
- ✓ Transient room tax collection requirements



5

State Legislation

- 2017 – 'Knotwell Rule' – 10.8.85.4
 - This prohibited cities from using STR website listings as primary evidence for enforcement of illegal/unlicensed STRs
 - Also prohibited cities from requiring unlicensed listings to be removed from websites
- Transient Room Taxes (TRT)
- 2025 – HB 256, Allowing Local Governments
 - use online platform listings as evidence in enforcement actions **provided** the listing is backed by at least one additional piece of supporting information
 - send a notice to an online platform requesting the removal of a specific listing, but may ban owners from listing
 - share listings with county auditors to identify and assess applicable TRT



6

Regional Comparison

Community	Owner Occupied	Licensing	Limits	Enforcement
Holladay	Yes	Yes	Location Based	Class B (13.94.080)
Murray	Yes/Hosted Sharing	Yes	Broad Access	Class C (17.75.190)
Millcreek	Yes	Yes	District Caps	Class B
Brighton	Limited	Yes	Strict Rules	Class B
Sandy	Yes	Yes	District Caps	unclear
Cottonwood Heights	Location-Based	Yes	Location Based	unclear



7

Where Can STRs Legally Operate?

Location based:

1. R-2 and R-M zones

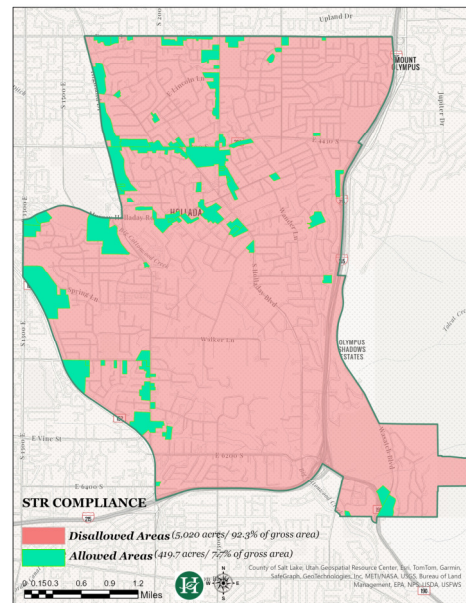
AND

2. Fronting on a primary road with a 66-foot width;

3900 S
4500 S
Murray Holladay
5600 S
Highland Dr.
2700 E
1300 E
Holladay Blvd
2300 E

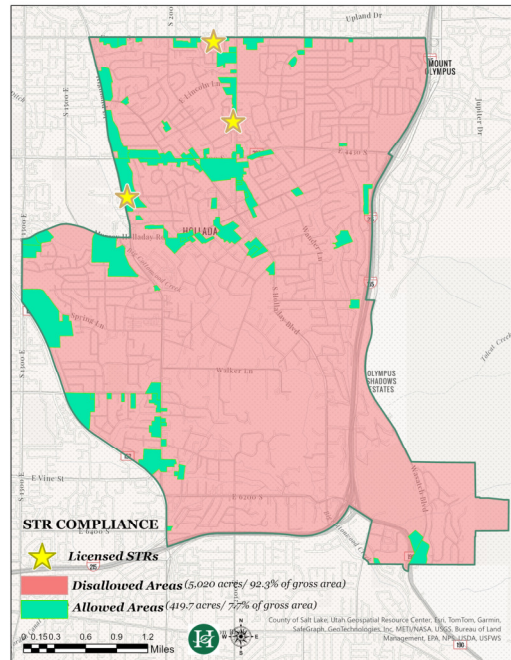
✗ Not Allowed

Single-Family Areas,
Planned Unit Developments



8

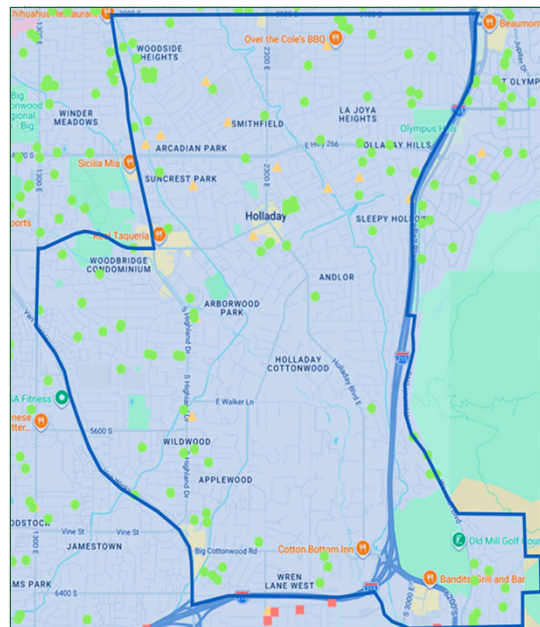
Currently Licensed STRs ★



9

Current Operating STRs ●

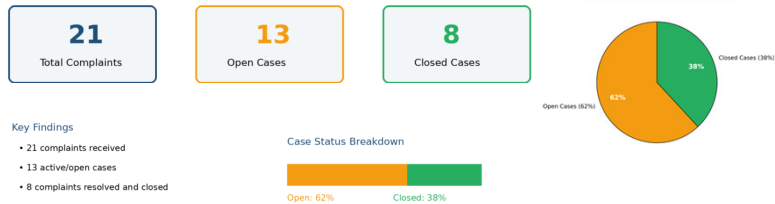
- Granicus platform used for data gathering.
- State of Utah membership
- Database currently shows approximately 229 STRs in Holladay as of Oct. 9, 2026



10

Code Enforcement Summary

CODE ENFORCEMENT: SHORT-TERM RENTAL COMPLAINTS



Key Takeaway

- 21 complaints have been received regarding short-term rentals since 2022.
- Nuisance; parking, loud party, or neighbors investigating listings.
- Approximately 38% of reported complaints have been closed.
- Efficient deterrence by resolving nuisance-based violations administratively rather than through the criminal court system



11

Option 1: Maintain Current Regulations

BENEFITS

- Preserves current approach
- No additional administration
- No ordinance amendments required

CHALLENGES

- Lengthy enforcement
- Illegal operators likely to continue

TAKEAWAY:

Lowest administrative burden with difficult enforcement.



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Option 2: Expanded STR Opportunities

BENEFITS

- Increased property flexibility
- Potential increase in permits
- Expanded lodging opportunities

CHALLENGES

- Neighborhood concerns
- Housing impact questions
- Increased oversight needs

TAKEAWAY:

Greater flexibility with greater oversight needs.



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Option 3: Managed Registration Program

BENEFITS

- Improved compliance
- Better enforcement
- Clearer accountability
- Data collection

CHALLENGES

- Program administration costs
- Implementation effort

TAKEAWAY:

Improved compliance with high administrative effort.



14

Staff Evaluation Matrix

Criteria	Option 1	Option 2	Option 3
Neighborhood Preservation	High Consideration	Moderate Consideration	High Consideration/Create Limits per District (option)
Enforcement Ability	Low Effort/Complaint Driven	Moderate Effort/More Neighborhood Concerns	Moderate Effort/More Compliance
Administrative Cost	Low Cost/No additional Administration	High Cost/Increased Oversight needs	High Cost/Program Administration Costs/TRT Revenue Tracking
Compliance Tracking	Low Complaint numbers	Moderate Effort/More Neighborhood Concerns	High Effort/Implementation effort



15

Short-Term Rental Business License Process

 Apply



 Review



 UPD



 UFA



 Approval



 License

 Review Time: 2-4 Weeks

 Fee: \$250 Annually

 Multi-Department Review

 License Required Before Operation



16

Staff Request for Feedback

- ☐ Maintain current regulations
- ☐ Explore expanded STR opportunities
- ☐ Establish registration requirements
- ☐ Create occupancy standards
- ☐ Evaluate transient room tax collection
- ☐ Consider compliance amnesty period



17



18

Dejan Eskic

Senior Research
Fellow and Scholar

Moira Dillow

Housing, Construction, and
Real Estate Analyst

The Evolving Landscape of Utah's Short-Term Rental Market

The rise of short-term rentals in Utah continues to disproportionately impact the state's tourism areas, affecting housing affordability in these communities.

October 2024



Kem C. Gardner
POLICY INSTITUTE
THE UNIVERSITY OF UTAH

DAVID ECCLES SCHOOL OF BUSINESS

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The Evolving Landscape of Utah's Short-Term Rental Market

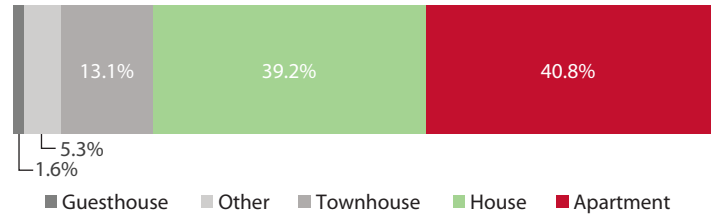
Analysis in Brief

Short-term rental (STR) growth accelerated dramatically across the United States as the COVID-19 pandemic shifted consumer behaviors, thus increasing their market demand. The impact of STRs on the economy and society vary depending on the lens from which they are viewed. The benefits of STRs can be summarized into several key areas relating to economic growth, increased tax revenue, and community revitalization. However, their impact on housing affordability and access is evident in tourism driven communities across the state.

This analysis presents recent trends in the growth of STRs across Utah. It is not intended to draw causality between increased STRs and housing prices, nor draw conclusions on source of unit growth (new construction, second homes, etc.). Rather the purpose of this analysis is to provide state and local leaders with an account of the size of the STR market and how it relates to total housing supply. Key findings include the following:

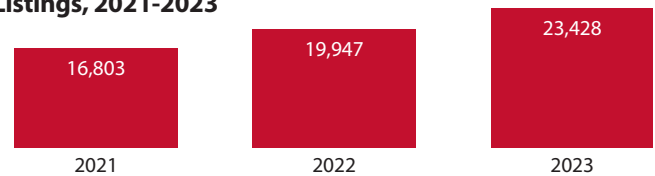
- **Rapid Growth** – The average number of monthly STR listings increased by 39.4% from 16,803 in 2021 to 23,428 in 2023. At the state level, STR listings account for approximately 1.9% of all residential units. While this figure is relatively low, it continues to rise.
- **County Focus** – Over 60% of all STR listings in Utah are in three counties: Summit County, Salt Lake County, and Washington County. In 2023, Summit County averaged 6,443 STR listings per month, Salt Lake County 4,869, and Washington County 3,128 listings.
- **Concentration** – Summit County leads the state with STRs as a share of total housing units with approximately 23.8% of the total housing listed as STRs. Grand County's STRs account for 18.7% of the housing stock, while Salt Lake County STR listings equate to 1.1% of the county's total housing units.
- **Housing Loss** – Tourism counties like Summit and Grand are losing existing housing to STRs. Between 2022 and 2023, there was an increase of 14.2 new STR listings in Summit County for every 10 new residential units added. In Grand County, it was 10.3 new STR listings for every ten new residential units added.

Type of Units Occupied by STRs, 2023



Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

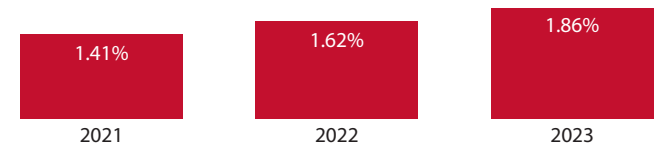
Utah's Average Monthly Short-Term-Rental Entire Home Listings, 2021-2023



Note: Entire home is defined as the STR not being shared by other guests at the time of rental, providing the renting party with the entire home

Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

Utah's Average Monthly Utah Short-Term-Rentals as a Share of Total Utah Residential Housing Units, 2021-2023



Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census data

National Parks and Ski Areas – Tourism is a major driver of the growth and concentration of STRs. In 2023, 83.1% of STRs were located within 10 miles of a state park or national park or national monument. Additionally, 24.9% were located within a ¼ mile of a ski resort, and nearly half of all listings are within 10 miles of a ski area.

- **Neighborhood** – At a neighborhood level, STRs tend to be in areas with higher housing prices and household incomes, higher rates of homeownership, and a higher number of single-family homes.
- **Types of Homes Occupied** – Approximately 40.8% of STRs occupy apartment-style units, with 39.2% occupying single-family homes. Additionally, 13.1% of STRs are in townhomes.

State Overview

The number of short-term rentals (STRs) in Utah steadily increased beginning in the last half of the 2010s as Airbnb, Booking.com, and VRBO platforms became popular. Throughout Utah, the average number of monthly STR listings increased 39.4% between 2021 and 2023. An additional 6,625 STR listings brought the 2023 average to 23,428 (Figure 1). During this period, the estimated number of residential units grew by 68,903 units from 1.19 million in 2021 to 1.26 million in 2023, an increase of 5.8% (Figure 2).

At the state level, STR listings account for approximately 1.9% of all residential units. While this figure is relatively low, it continues to rise (Figure 3). For every ten housing units added between 2021 and 2023, STR average monthly listings increased 0.96 units.

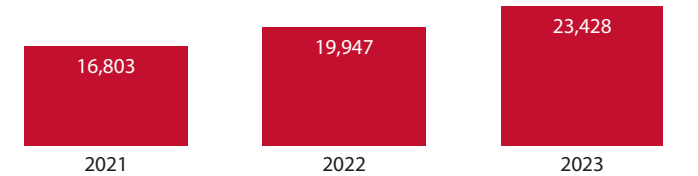
County-Level Results

As STRs grow in popularity, counties have seen a corresponding rise in STR listings. This increase not only affects the total number of available STRs but also influences the proportion of STRs relative to the overall housing stock at both the county and state levels. To better understand the impact of STRs in Utah, this analysis examines the total number of STRs, the share of STRs in the state’s housing market, and STRs’ share of housing units within each county.

The five counties with the largest total number of short-term rental listings in 2023 are Summit, Salt Lake, Washington, Utah, and Wasatch counties (Figure 1). Summit County historically holds the highest share of STRs in the state. In 2023, Summit County averaged 6,443 STR listings per month (Table 1). The number of Summit County STRs increased 13.6% from 2022 to 2023 (Table 3). Salt Lake County added 754 STR listings from 2022 to 2023, an 18.3% increase, resulting in an average of 4,869 STR listings per month in 2023. Washington County averaged 3,715 STR listings, an increase of 18.8% from 2022 to 2023. Utah County monthly listings averaged 1,394 in 2023. The county experienced a 21.8% increase from 2022 to 2023, adding 250 new STRs. Wasatch County ranks fifth with an average of 803 STR listings per month in 2023, a 27.2% increase from 2022, adding 170 additional STRs.

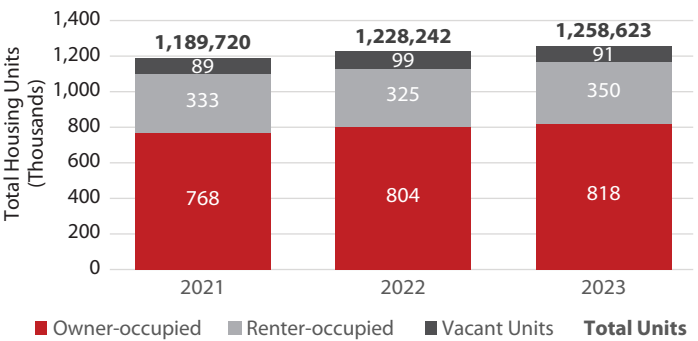
The five counties with the largest share of STRs in their housing stock in 2023 are Summit, Grand, Rich, Kane, and Garfield (Table 2). In Summit County, approximately 23.8% of total housing is listed as STRs. Grand County’s STRs account for 18.7% of the housing stock. Rich County’s STRs represent 17.9% of its housing stock in 2023. In the same year, 9.2% of Kane County’s housing stock was listed as a STR. Garfield County ranks fifth. In 2023, 6.8% of Garfield County’s housing was listed as STRs.

Figure 1: Utah’s Average Monthly Short-Term-Rental Entire Home Listings, 2021-2023



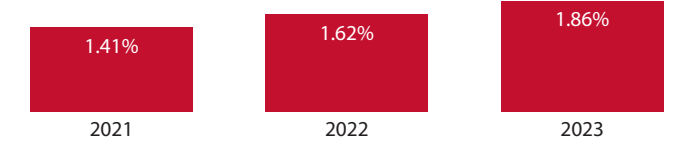
Note: Entire home is defined as the STR not being shared by other guests at the time of rental, providing the renting party with the entire home
Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

Figure 2: Utah’s Total Number of Utah Residential Housing Units, 2021-2023



Source: U.S. Census Population & Housing Unit Estimates Tables

Figure 3: Utah’s Average Monthly Utah Short-Term-Rentals as a Share of Total Utah Residential Housing Units, 2021-2023



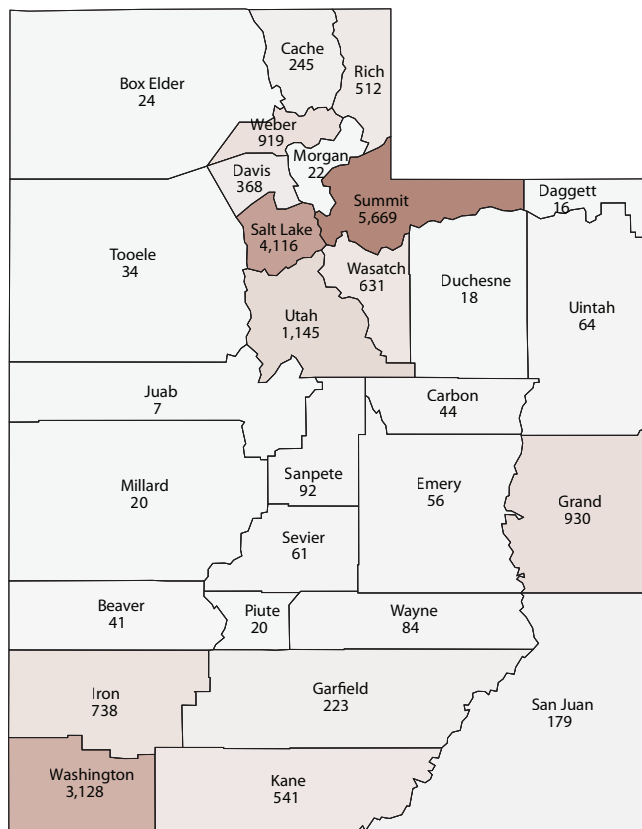
Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census data

While STRs aren’t substantially impacting the housing stock at the state level, tourism counties such as Summit and Grand County are losing existing housing stock to STRs. Nowhere is this more evident than in Summit County where there was an increase of 14.2 new STR listings for every 10 new residential units added between 2022 and 2023 (Figure 5). This trend was also prevalent between 2021 and 2022.

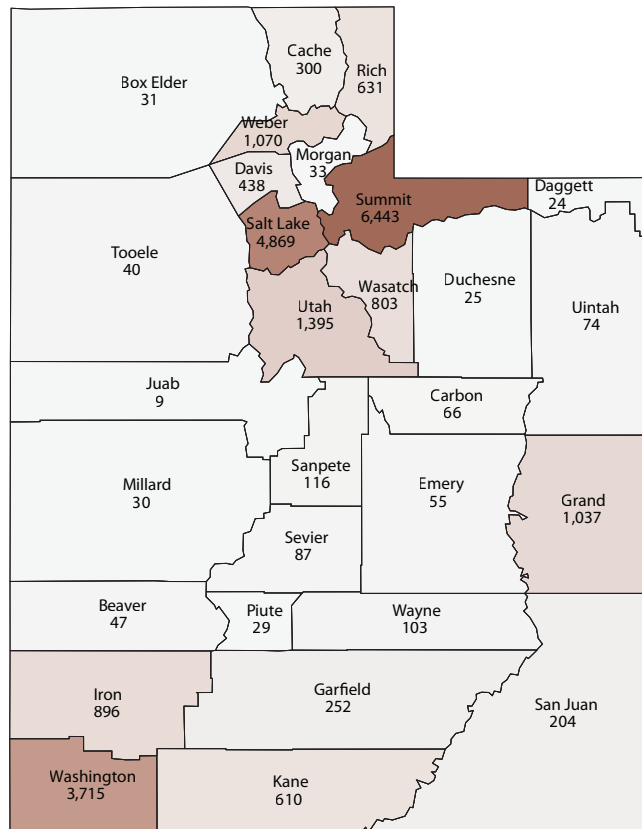
Grand County is experiencing similar rates of impact. From 2022 to 2023, approximately 10.3 STR units were listed for every 10 new residential units added. All other counties in the state saw less than 10 new STR listings for every 10 new residential units. However, places like Wayne, Rich, Garfield, and Kane Counties all experienced substantial growth in STRs as it relates to the addition of new residential units.

Figure 4: Number of STRs and Their Share of Total Housing Units by County, 2022-2023

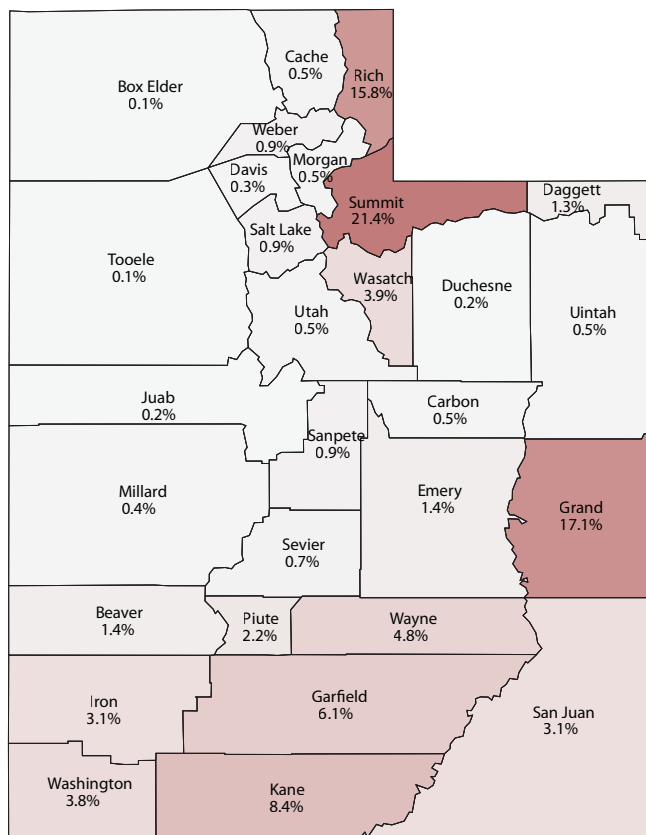
Number of STRs, 2022



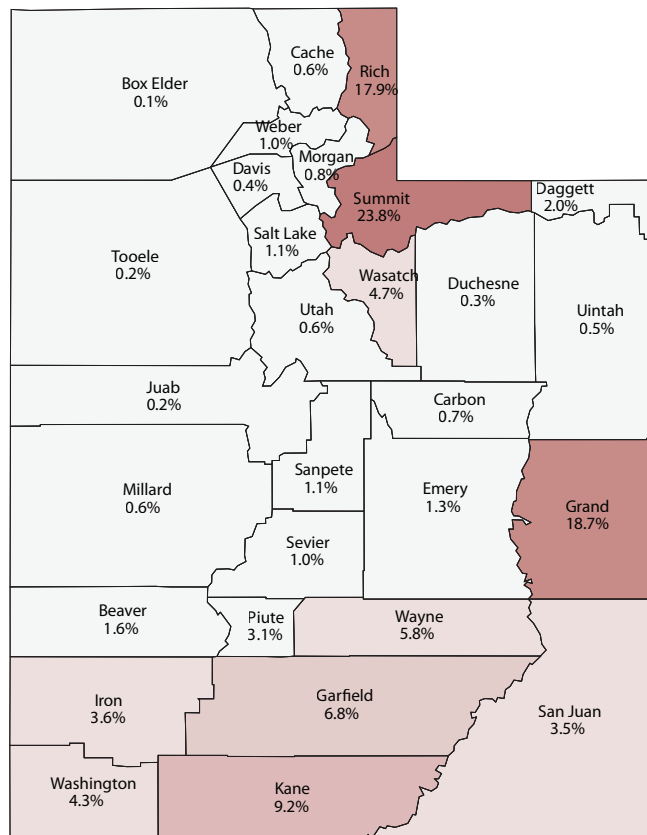
Number of STRs, 2023



STRs as a Share of Total Housing Units, 2022



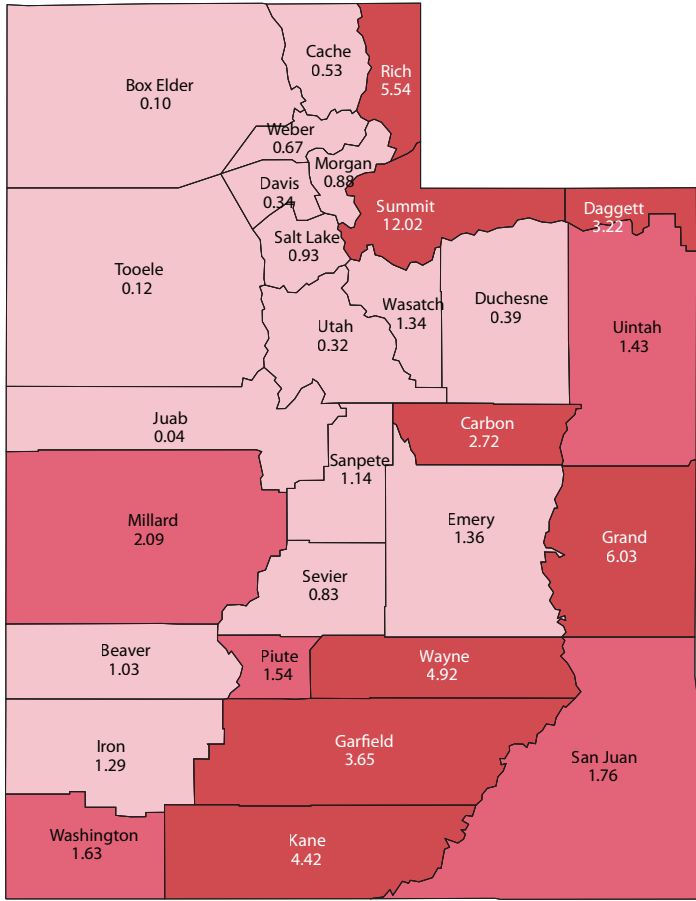
STRs as a Share of Total Housing Units, 2023



Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

Figure 5: Change in STR Listings For Every 10 New Residential Units

From 2021 to 2022



Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

From 2022 to 2023

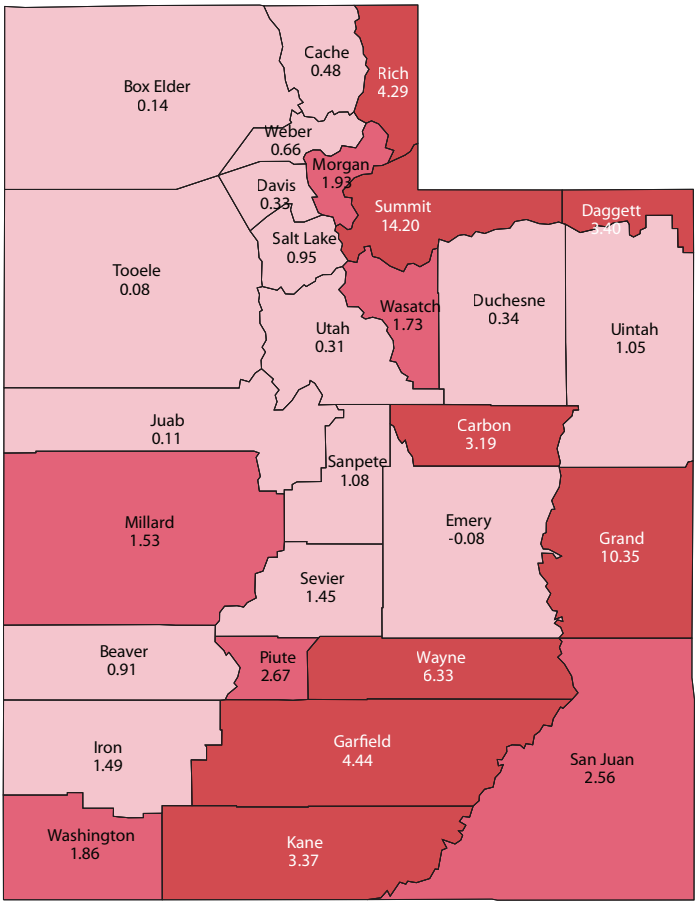


Table 1: Counties Ranked by Total Number of STRs, 2023

Rank	County	Total Entire Home STR*		STR Share of Housing Units by County	State STR Share
		2022	2023	2023	2023
1	Summit	5,669	6,443	23.8%	25.21%
2	Salt Lake	4,116	4,869	1.1%	19.1%
3	Washington	3,128	3,715	4.3%	14.5%
4	Utah	1,145	1,395	0.6%	5.5%
5	Weber	919	1,070	1.0%	4.2%
6	Grand	930	1,037	18.7%	4.1%
7	Iron	738	896	3.6%	3.5%
8	Wasatch	631	803	4.7%	3.1%
9	Rich	512	631	17.9%	2.5%
10	Kane	541	610	9.2%	2.4%

*Entire home is defined as the STR not being shared by other guests at the time of rental, providing the renting party with the entire home.
Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

Table 2: Counties Ranked by STR as a Share of Total Housing Stock, 2023

Rank	County	Total Entire Home STR		STR Share of Housing Units by County	State STR Share
		2022	2023	2023	2023
1	Summit	5,669	6,443	23.8%	25.2%
2	Grand	930	1,037	18.7%	4.1%
3	Rich	512	631	17.9%	2.5%
4	Kane	541	610	9.2%	2.4%
5	Garfield	223	252	6.8%	1.0%
6	Wayne	84	103	5.8%	0.4%
7	Wasatch	631	803	4.7%	3.1%
8	Washington	3,128	3,715	4.3%	14.5%
9	Iron	738	896	3.6%	3.5%
10	San Juan	179	204	3.5%	0.8%

Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

Table 3: Counties Ranked by Change in Average Number of STR Listings per Month, 2022 to 2023

Rank	County	2022	2023	Change in STR from 22 to 23	Percent Change from 22 to 23
1	Summit	5,669	6,443	774	13.6%
2	Salt Lake	4,116	4,869	754	18.3%
3	Washington	3,128	3,715	587	18.8%
4	Utah	1,145	1,395	250	21.8%
5	Wasatch	631	803	172	27.2%
6	Iron	738	896	157	21.3%
7	Weber	919	1,070	151	16.4%
8	Rich	512	631	118	23.0%
9	Grand	930	1,037	107	11.5%
10	Kane	541	610	69	12.8%
11	Davis	368	438	69	18.8%
12	Cache	245	300	55	22.6%
13	Garfield	223	252	29	13.2%
14	Sevier	61	87	26	43.1%
15	San Juan	179	204	24	13.6%

Source: Kem C. Gardner Policy Institute analysis of Lighthouse data

City-Level Results

The five cities/unincorporated areas with the largest total number of STRs in 2023 are Park City, Summit Co. Unincorporated, Salt Lake City, St. George, and Washington City (Table 4). Park City ranks the highest with 3,933 total STR listings in 2023, a 10.9% increase from 2022. Park City alone houses 16.8% of Utah's STR inventory. Summit Co. Unincorporated ranks second with 2,250 STRs in 2023, adding 288 more STRs from the previous year. These top two cities for STR listings account for approximately a quarter of the state's total listings. Salt Lake City ranks third. Salt Lake City had 1,898 STRs in 2023, an 11.8% increase from 2022. St. George had 1,277 STRs in 2023, the fourth-highest city. St. George STR listings increased by 15.6% between 2022 to 2023. Washington City had the fifth highest number of STRs, with 826 STRs in 2023. The city's STRs increased by 17.3% from 2022 to 2023.

Table 5 ranks cities by STR share of total housing units in 2022. Park City is ranked first for the greatest STR share of housing stock at 41.7%. Approximately 36.6% of Garden City's housing

Table 4: City/Area Ranked by Total Number of STRs 2023

Rank	City/Area	County	Total Entire Home		Percent Change from 2022 to 2023	STR Share of Housing Units
			2022	2023		2022
1	Park City	Summit	3546	3933	10.9%	41.7%
2	Summit Co. Uninc.	Summit	1962	2250	14.7%	25.7%
3	Salt Lake City	Salt Lake	1697	1898	11.8%	1.8%
4	St. George	Washington	1105	1277	15.6%	2.8%
5	Washington City	Washington	704	826	17.3%	6.0%
6	Grand Co. Uninc.	Grand	600	655	9.2%	29.7%
7	Hurricane	Washington	478	623	30.3%	5.6%
8	Weber Co. Uninc.	Weber	536	586	9.3%	9.6%
9	Brian Head	Iron	467	548	17.3%	35.1%
10	Garden City	Rich	422	513	36.6%	21.6%

Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

Table 5: City/Area Ranked by STR as a Share of the County's Total Housing Units, 2022

Rank	City/Area	County	Total Entire Home		Percent Change from 2022 to 2023	STR Share of Housing Units
			2022	2023		2022
1	Park City	Summit	3546	3933	10.9%	41.7%
2	Garden City	Rich	422	513	21.6%	36.6%
3	Brian Head	Iron	467	548	17.3%	35.1%
4	Grand Co. Uninc.	Grand	600	655	9.2%	29.7%
5	Bluff	San Juan	17	18	5.9%	27.6%
6	Brighton	Salt Lake	154	210	36.4%	27.3%
7	Summit Co. Uninc.	Summit	1962	2250	14.7%	25.7%
8	Springdale	Washington	80	90	12.5%	25.5%
9	Alta	Salt Lake	54	53	-1.9%	22.2%
10	Spanish Valley	San Juan	56	64	14.3%	21.2%

Source: Kem C. Gardner Policy Institute analysis of Lighthouse and U.S. Census Bureau data

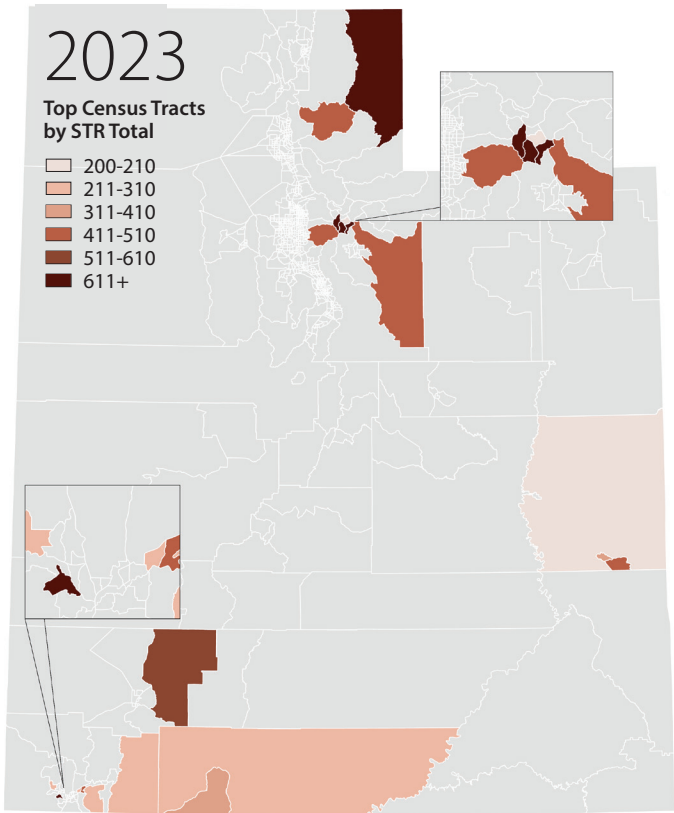
stock is made up of STRs. Furthermore, approximately 35.1% of Brian Head’s housing stock is listed as STRs, and 29.7% of Grand Co. Incorporated’s housing is listed as a STR, a 9.2% increase from the previous year. A little more than a quarter of Bluff’s housing is listed as a STR with a 27.6% share in 2022. While state and county level data are available through 2023, housing stock data at the city level are only available through 2022.

Census Tract Level Results

The five census tracts with the largest total number of STR listings make up 30.1% of the state’s total STR listings. Further, 40.7% of the state’s STR listings are in the top 10 census tracts. The top 20 census tracts are illustrated in Figure 6 and Table 6 and show the primary clustering of the most STR-heavy locations. A census tract can be defined as small geographic areas that make up a county. Census tracts are smaller than a county but larger than a block group.

The three census tracts with the largest number of STRs are in Summit County. The top-ranked is Census Tract 9644.02, which had 2,130 STR listings in 2023, an increase of 211 compared to 2022 (Table 7). Census Tract 9643.05 had the second-highest number of STR listings with 2,022 units in 2023. This census tract experienced an increase of 262 STR units from 2022 (14.9%). Census Tract 9644.01 had 1,632 STR listings in 2023, adding 151 new listings in one year.

Figure 6: Top 20 Census Tracts by STR Listings, 2023



Source: The Kem C. Gardner Policy Institute

Table 6: Census Tract Ranked by Total Number of STRs, 2023

Rank	Census Tract	County	Total Entire Home STR		Change in STR from 2022 to 2023	Percent Change from 2022 to 2023	STR Share
			2022	2023			2022
1	Census Tract 9644.02, Summit County, Utah	Summit	1919	2130	211	11.0%	43.5%
2	Census Tract 9643.05, Summit County, Utah	Summit	1760	2022	262	14.9%	62.8%
3	Census Tract 9644.01, Summit County, Utah	Summit	1481	1632	151	10.2%	57.4%
4	Census Tract 2706.02, Washington County, Utah	Washington	664	706	42	6.3%	31.1%
5	Census Tract 1101, Iron County, Utah	Iron	497	585	118	23.1%	13.9%
6	Census Tract 9501, Rich County, Utah	Rich	512	630	88	17.7%	16.6%
7	Census Tract 9405.01, Wasatch County, Utah	Wasatch	322	431	37	8.0%	9.4%
8	Census Tract 3.01, Grand County, Utah	Grand	463	500	46	10.7%	28.3%
9	Census Tract 2101.02, Weber County, Utah	Weber	430	476	91	26.5%	12.1%
10	Census Tract 1101.06, Salt Lake County, Utah	Salt Lake	334	430	109	33.9%	19.0%
11	Census Tract 2708.06, Washington County, Utah	Washington	344	435	96	28.7%	23.2%
12	Census Tract 1302, Kane County, Utah	Kane	323	374	51	15.8%	12.8%
13	Census Tract 2, Grand County, Utah	Grand	272	324	52	19.1%	11.8%
14	Census Tract 2701.02, Washington County, Utah	Washington	249	306	57	22.9%	14.0%
15	Census Tract 2709.05, Washington County, Utah	Washington	207	282	33	12.4%	7.7%
16	Census Tract 2704.01, Washington County, Utah	Washington	267	300	75	36.2%	8.6%
17	Census Tract 1301, Kane County, Utah	Kane	218	237	19	8.7%	6.1%
18	Census Tract 2708.05, Washington County, Utah	Washington	224	232	8	3.6%	7.6%
19	Census Tract 9643.08, Summit County, Utah	Summit	178	210	32	18.0%	9.9%
20	Census Tract 3.02, Grand County, Utah	Grand	192	206	14	7.3%	14.6%

Source: The Kem C. Gardner Policy Institute

Census Tract 2706.02, located in Washington County, had 706 STR listings in 2023 and experienced a 10.2% increase in STRs from 2022. The fifth-ranked census tract, Census Tract 1101, is in Iron County and had 585 STR listings in 2023. This census tract added 118 STR units in one year (2022 to 2023) and increased its STR stock by 23.1%.

Table 7 shows the top census tracts ranked by STRs as a share of the area's total housing stock. In 2022, 62.8% of the housing units in Census Tract 9643.05 (Summit County) were listed as a short-term rental. In Census Tract 9644.01, also in Summit County, 57.4% of housing units were listed as an STR in 2022. In Census Tract 9644.02 (Summit County), 43.5% of its housing units were listed as a STR. Approximately 31.1% of Census Tract 2706.02, in Washington County, housing is listed as an STR in 2022. STRs in Census Tract 3.01 in Grand County occupied 28.3% of its area's housing stock in 2022. It is important to note that a majority of the top census tracts are geographically located next to tourist attractions like national parks, ski resorts, and outdoor activities. While state and county level data are available through 2023, housing stock data at the census tract level are only available through 2022.

Short-term rentals make up 1% or less of the listed housing stock in most of the state's census tracts. That said, areas with high recreational amenities, especially in the northern part of the state, have a history of higher housing prices and, in the past few years, hold a higher share of STRs (Table 8).

For areas with less than a 0.1% STR share of housing, the median house price was \$447,332 in 2023, with a median household income of \$87,841 (Table 8). In areas where the STR share is 0.1-0.5%, both the median house price and household income are higher (\$482,825 and \$93,622) respectively. Notably, areas with a 7.0-10.0% STR share have significantly higher median house prices reaching \$89,264 along with median household income reaching up to \$115,655.

However, a higher share of STRs doesn't always correlate with higher housing prices and incomes. For Example, regions with a 5.0-7.0% STR share experience lower median house prices and incomes (\$408,208 and \$63,582, respectively). Additionally, those areas with 10.0-15.0% STR share also experienced lower median housing prices and incomes (\$444,350 and \$68,786, respectively). Areas with the highest STR share, over 50%, however, have the highest median house price at \$1,390,000, with a median household income of \$97,969.

Table 8 highlights the housing unit mix and tenure of census tracts as it relates to their share of housing stock dedicated to STRs. In areas with less than a 0.1% STR share, single-family homes make up 74.3% of the housing stock, while apartments and duplexes/quads account for 12.6% and 5.2%, respectively. As the STR share increases to 1.5-2.0%, the average share of single-family homes drops to 59.2%, and apartments rise to 23.8%. This trend continues, and areas with a 2.0-3.0% STR share; have a share of single-family homes of 53.5% and a share of apartments of 29.5%.

Table 7: Census Tract Ranked by STR as a Share of Total Housing, 2022

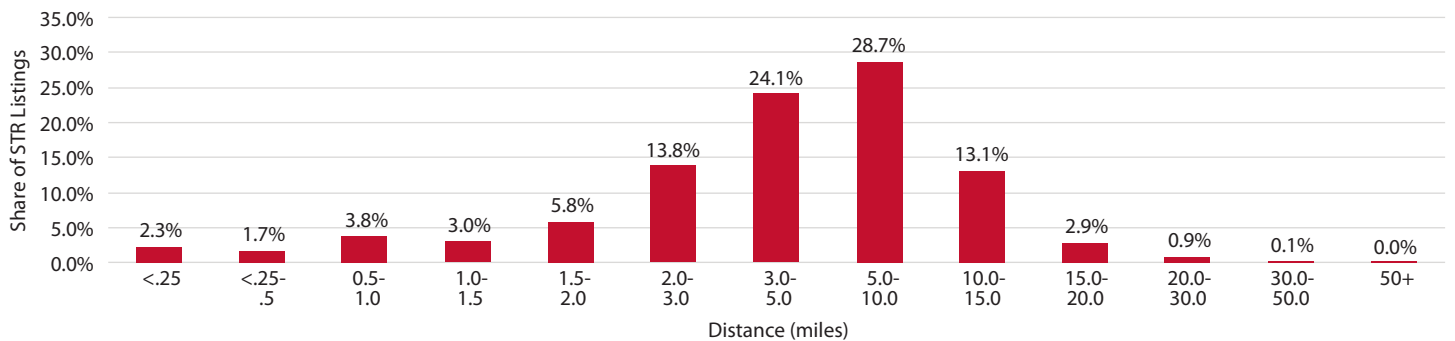
Rank	Census Tract	County	Total Entire Home STR		Change in STR from 2022 to 2023	Percent Change from 2022 to 2023	STR Share 2022
			2022	2023			
1	Census Tract 9643.05, Summit County, Utah	Summit	1760	2022	262	14.9 %	62.8%
2	Census Tract 9644.01, Summit County, Utah	Summit	1481	1632	151	10.2%	57.4%
3	Census Tract 9644.02, Summit County, Utah	Summit	1919	2130	211	11.0%	43.5%
4	Census Tract 2706.02, Washington County, Utah	Washington	664	706	42	6.3%	31.1%
5	Census Tract 3.01, Grand County, Utah	Grand	463	500	37	8.0%	28.3%
6	Census Tract 2708.06, Washington County, Utah	Washington	344	435	91	26.5%	23.2%
7	Census Tract 1101.06, Salt Lake County, Utah	Salt Lake	334	430	96	28.7%	18.7%
8	Census Tract 9501, Rich County, Utah	Rich	512	630	118	23.1%	16.6%
9	Census Tract 3.02, Grand County, Utah	Grand	192	206	14	7.3%	14.6%
10	Census Tract 2701.02, Washington County, Utah	Washington	249	306	57	22.9%	14.0%
11	Census Tract 1101, Iron County, Utah	Iron	497	585	88	17.7%	13.9%
12	Census Tract 1302, Kane County, Utah	Kane	323	374	51	15.8%	12.8%
13	Census Tract 2101.02, Weber County, Utah	Weber	430	476	46	10.7%	12.1%
14	Census Tract 2, Grand County, Utah	Grand	272	324	52	19.1%	11.8%
15	Census Tract 9643.08, Summit County, Utah	Summit	178	210	32	18.0%	9.9%
16	Census Tract 9405.01, Wasatch County, Utah	Wasatch	322	431	109	33.9%	9.4%
17	Census Tract 2710, Washington County, Utah	Washington	149	157	8	5.4%	9.2%
18	Census Tract 1101.05, Salt Lake County, Utah	Salt Lake	77	85	8	10.4%	9.2%
19	Census Tract 2704.01, Washington County, Utah	Washington	267	300	33	12.4%	8.6%
20	Census Tract 9605, Wasatch County, Utah	Wasatch	45	53	8	17.8%	8.1%

Source: The Kem C. Gardner Policy Institute

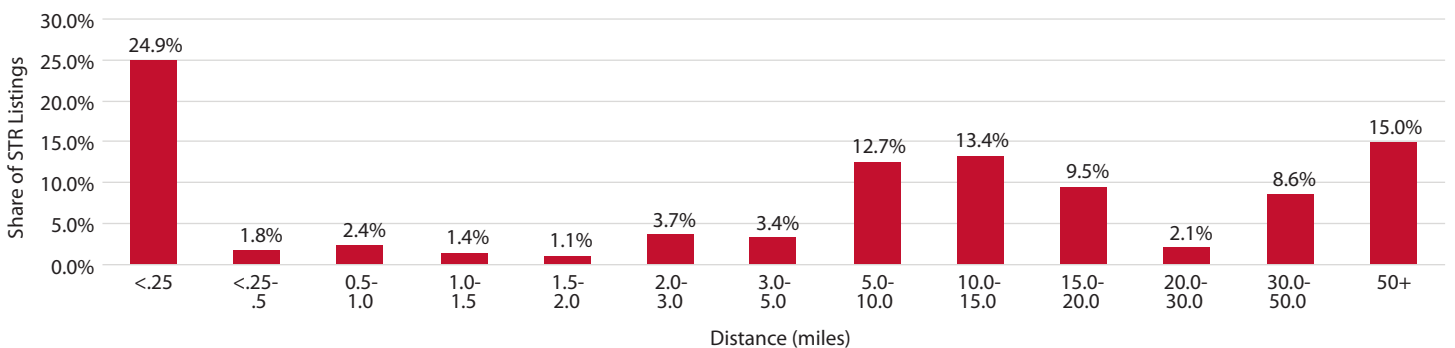
Table 8: Housing Mix and Tenure of Census Tracts' Share of Total Housing Stock, 2023

STR Share of Housing Stock	# of Census Tracts	Avg. Share Single-Family	Avg. Share Apartment	Avg. Share Duplex/Quad	Avg. Owner Share	Med. House Price 2023	Med. Household Income 2022
<0.1%	49	74.25%	12.61%	5.16%	73.18%	\$447,332	\$87,841
0.1-0.5%	303	72.52%	11.88%	5.48%	75.02%	\$482,825	\$93,622
0.5-1.0%	151	71.08%	11.83%	7.25%	71.52%	\$548,909	\$94,481
1.0-1.5%	61	67.83%	15.52%	7.21%	68.08%	\$552,669	\$88,882
1.5-2.0%	43	59.22%	23.81%	8.00%	62.56%	\$582,070	\$96,196
2.0-3.0%	27	53.51%	29.49%	8.81%	56.38%	\$594,983	\$85,269
3.0-4.0%	11	57.33%	26.81%	9.80%	58.47%	\$616,220	\$89,468
4.0-5.0%	5	47.48%	36.56%	11.14%	47.98%	\$511,850	\$79,601
5.0-7.0%	6	79.14%	5.31%	3.08%	75.45%	\$408,208	\$63,582
7.0-10.0%	12	80.06%	3.92%	3.90%	82.38%	\$891,264	\$115,655
10.0-15.0%	6	70.81%	12.65%	4.77%	72.98%	\$444,350	\$68,786
15.0-20.0%	2	66.67%	15.86%	1.38%	85.38%	\$661,250	\$103,628
20.0-30.0%	2	79.22%	3.85%	8.20%	84.48%	\$614,725	\$92,355
30.0-50.0%	2	40.83%	47.05%	6.93%	77.72%	\$1,128,750	\$97,793
>50.0%	2	32.38%	49.32%	9.84%	67.56%	\$1,390,000	\$97,969

Source: The Kem C. Gardner Policy Institute

Figure 7: Share of STR Listings Based on Distance to a State Park, National Park, or National Monument Boundary, 2023

Source: Kem C. Gardner Policy Institute analysis of Lighthouse, National Park Service, and Utah State Parks data

Figure 8: Share of STR Listings Based on Distance to a Ski Area Boundary, 2023

Source: Kem C. Gardner Policy Institute analysis of Lighthouse and Ski Utah data

Interestingly, regions with a high STR share of 7.0-10.0% have the highest average share of single-family homes at 80.1% and the lowest share of apartments at 3.9%. The share of home ownership also varies, with the highest homeownership rates observed in areas with a 7.0-10.0% STR share (82.4%) and 20.0-30.0% STR share (84.5%). The lowest homeownership rates are found in areas with 4.0-5.0% STR share (48.0%).

STR Relationship to Outdoor Recreation

A clear difference exists in STR listings between urban counties and counties that offer either a ski resort, state park, national park, national monument, or combination of these. Utah is home to 15 ski resorts, five national parks, 11 national monuments, and 46 state parks. Given Utah's numerous outdoor recreational offerings, it is not surprising that 83.1% of

Table 9: Share of STR's Listings by Distance to Ski Resort and State or National Park/Monument, Utah, 2023

		Distance to Ski Resort (miles)													Cumulative
		<.25	<.25-.5	0.5-1.0	1.0-1.5	1.5-2.0	2.0-3.0	3.0-5.0	5.0-10.0	10.0-15.0	15.0-20.0	20.0-30.0	30.0-50.0	50+	
Distance to State or National Park/Monument (miles)	<.25	0.0%	0.0%	0.4%	0.3%	0.0%	0.2%	0.0%	0.7%	0.0%	0.0%	0.0%	0.4%	0.2%	2.3%
	<.25-.5	0.0%	0.1%	0.1%	0.0%	0.0%	0.1%	0.1%	0.5%	0.1%	0.1%	0.1%	0.4%	0.2%	3.9%
	0.5-1.0	0.1%	0.0%	0.0%	0.0%	0.0%	0.5%	0.0%	0.7%	0.4%	0.2%	0.1%	0.5%	1.2%	7.7%
	1.0-1.5	0.1%	0.0%	0.0%	0.0%	0.0%	0.2%	0.2%	0.8%	0.3%	0.2%	0.1%	0.2%	1.0%	10.7%
	1.5-2.0	1.8%	0.2%	0.1%	0.0%	0.0%	0.0%	0.2%	0.6%	0.8%	0.5%	0.0%	0.5%	1.1%	16.5%
	2.0-3.0	5.0%	1.1%	0.2%	0.2%	0.0%	0.0%	0.0%	0.7%	1.9%	2.8%	0.1%	0.4%	1.5%	30.3%
	3.0-5.0	8.6%	0.4%	1.5%	0.6%	0.3%	0.0%	0.8%	0.9%	2.4%	2.2%	0.2%	2.3%	3.9%	54.4%
	5.0-10.0	9.0%	0.1%	0.1%	0.3%	0.6%	1.0%	0.8%	3.6%	3.9%	1.1%	0.4%	3.2%	4.6%	83.1%
	10.0-15.0	0.2%	0.0%	0.0%	0.0%	0.2%	1.6%	0.8%	4.0%	3.2%	1.4%	0.5%	0.4%	0.5%	96.1%
	15.0-20.0	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%	0.2%	0.2%	0.7%	0.4%	0.2%	0.5%	99.0%
	20.0-30.0	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.3%	0.2%	0.3%	99.9%
	30.0-50.0	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	50+	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Cumulative		24.9%	26.8%	29.1%	30.6%	31.7%	35.4%	38.7%	51.4%	64.7%	74.3%	76.4%	85.0%	100.0%	

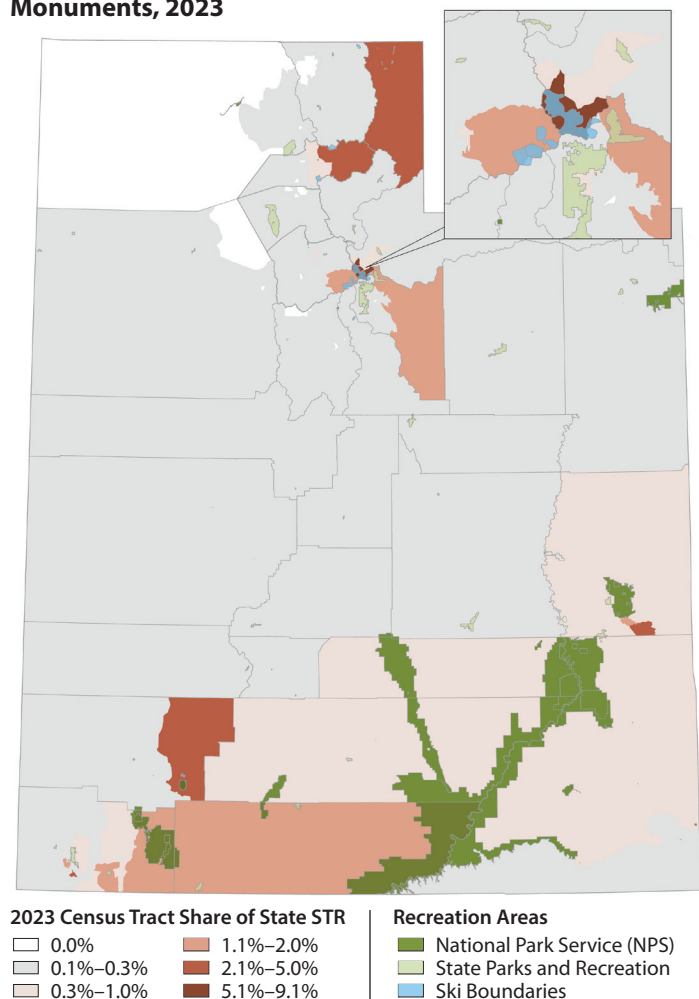
Source: Kem C. Gardner Policy Institute analysis of Lighthouse and Ski Utah data

STRs are located within 10 miles of one of these parks (Figure 7). This is especially prevalent in the state's southern region, as shown in Figure 9.

Many ski areas throughout the state developed housing solely for the purpose of temporary occupancy, and many of these are classified as "ski-in-ski-out" units. As a result, one in four Utah STRs are located within ¼ mile of a ski area boundary (Figure 8). Additionally, 51.4% are within 10 miles of a ski area. As shown in Figure 9, these areas are heavily concentrated in the northern region of the state as well as in Iron County.

Because of the vast geographic variability of Utah's state parks, national parks, and national monuments, it is not surprising that many STRs are in proximity to ski resorts and/or parks. Approximately 24.7% of STRs are within ¼ mile of a ski area and are also within 10 miles of a state or national park/monument.

Figure 9: Census Tract Share of State STRs and Location of Ski Areas, State Parks, National Parks, and National Monuments, 2023



Source: The Kem C. Gardner Policy Institute, UGR

Brief Literature Review of Broader STR Impacts

The societal impacts of STRs are broad. While there is evidence of positive local economic impacts, there is also evidence of their negative impact on housing affordability and access.

Impacts on housing access are evident as STRs can significantly reduce the availability of long-term rental housing. By converting properties into STRs, landlords remove these units from the long-term rental market, exacerbating housing shortages, especially in cities with already tight housing markets. A study by Barron, Kung, and Proserpio (2021) found that a 1% increase in Airbnb listings leads to a 0.018% decrease in the number of available long-term rental units.² Studies confirm that converting residential properties into STRs can drive up both property values and rents. This is because STRs typically generate higher income compared to long-term rentals, incentivizing property owners to switch to short-term leasing. Wachsmuth and Weisler (2018) found that STRs contribute to the financialization of housing, making it harder for residents to find affordable long-term rentals.³ STRs can also inflate property prices in neighborhoods with high tourist demand. The increased revenue potential from

STRs makes properties more attractive to investors, driving up purchase prices. Horn and Merante (2017) observed that the proliferation of STRs in Boston led to noticeable increases in property values, particularly in areas with high tourist activity.⁴

The benefits of STRs can be summarized into several key areas relating to economic growth, community revitalization, and additional revenue. STRs can stimulate local economies by increasing tourism and related spending. A study by Bekkerman et al. (2021) found that STRs can substantially impact communities' long-term economic growth. Specifically, they noted that increased demand for STRs encourages investment in residential property development, boosting local economies and increasing tax revenues.⁵ In some cases, STRs can contribute to revitalizing neighborhoods by attracting tourists and increasing foot traffic to local businesses. Horn and Merante (2017) found that STRs can positively impact local businesses, as tourists staying in STRs are more likely to spend money at nearby restaurants, shops, and attractions.⁶

Conclusion

While the concentration of STRs represents a relatively low share of Utah's total housing stock, their growth in Utah has accelerated significantly, particularly in tourism-driven areas. The findings of this analysis also highlight the critical role outdoor recreation has on the concentration and growth of STRs throughout the state. The proximity of STRs to tourist attractions such as national parks and ski resorts underscores tourism as a major driver of this growth. Consequently, some counties are experiencing a loss of existing housing to STRs.

As this report focuses on STR's relationship to housing supply, the report does not account for the economic impacts of related revenues on local economies. For further insights of tourism impacts, please visit the Kem C. Gardner Policy Institute County Tourism Dashboard.¹

Appendix 1: Methodology

The data used to account for the number of STRs in Utah consists of online listings from 2021 to 2023 from the data provider Transparent. There are two hierarchies of listings: housing type and subtype. The housing type includes listings for entire homes, a private room, or a shared bedroom. For this analysis, shared bedrooms were omitted. There are 13 subtypes for STR listings. The following eight were included: apartment, bungalow, chalet, dorm, guest house, house, townhome, and villa. The following five were excluded: bed & breakfast, boat, glamping, other, and RV.

Because of the fluctuation in the number of STR listings each month, listings were averaged from monthly data for all 12 months to represent an annual figure. The subtypes were selected to reflect the potential housing units occupied by STRs.

Housing unit estimates come from the U.S. Census Bureau. Population & Housing Unit Estimate Tables were used for state and county levels because they are available through 2023. For the City and Census Tract analysis, the American Community Survey 5-year averages were used and were only available through 2022.

Appendix 2: Concentration of STRs for Select Geographies

Figure 10: STR Share of Housing Units by Census Tract, Wasatch Front, 2022

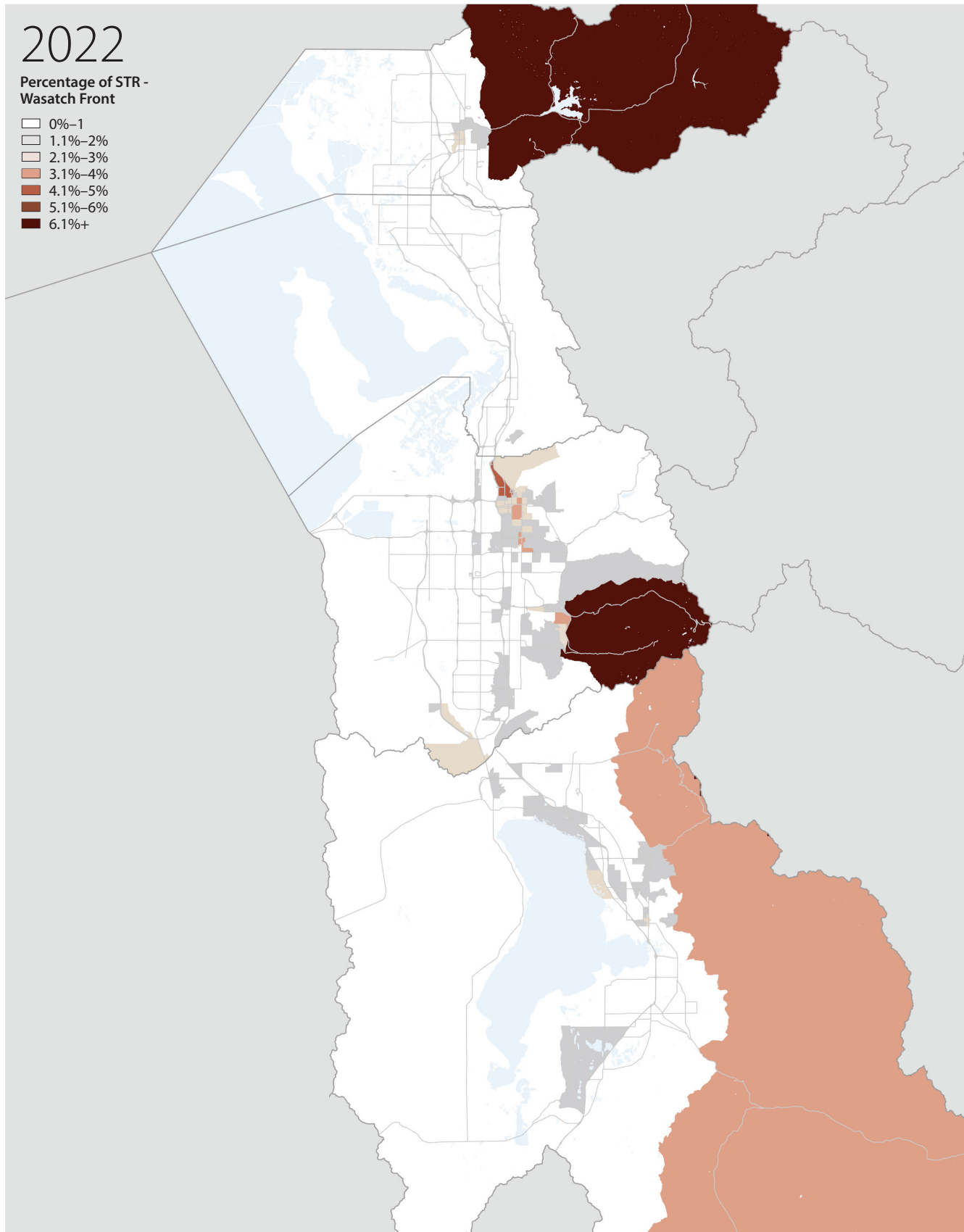


Figure 11: Average Monthly STR Listings by Census Tract, Wasatch Front, 2022 and 2023

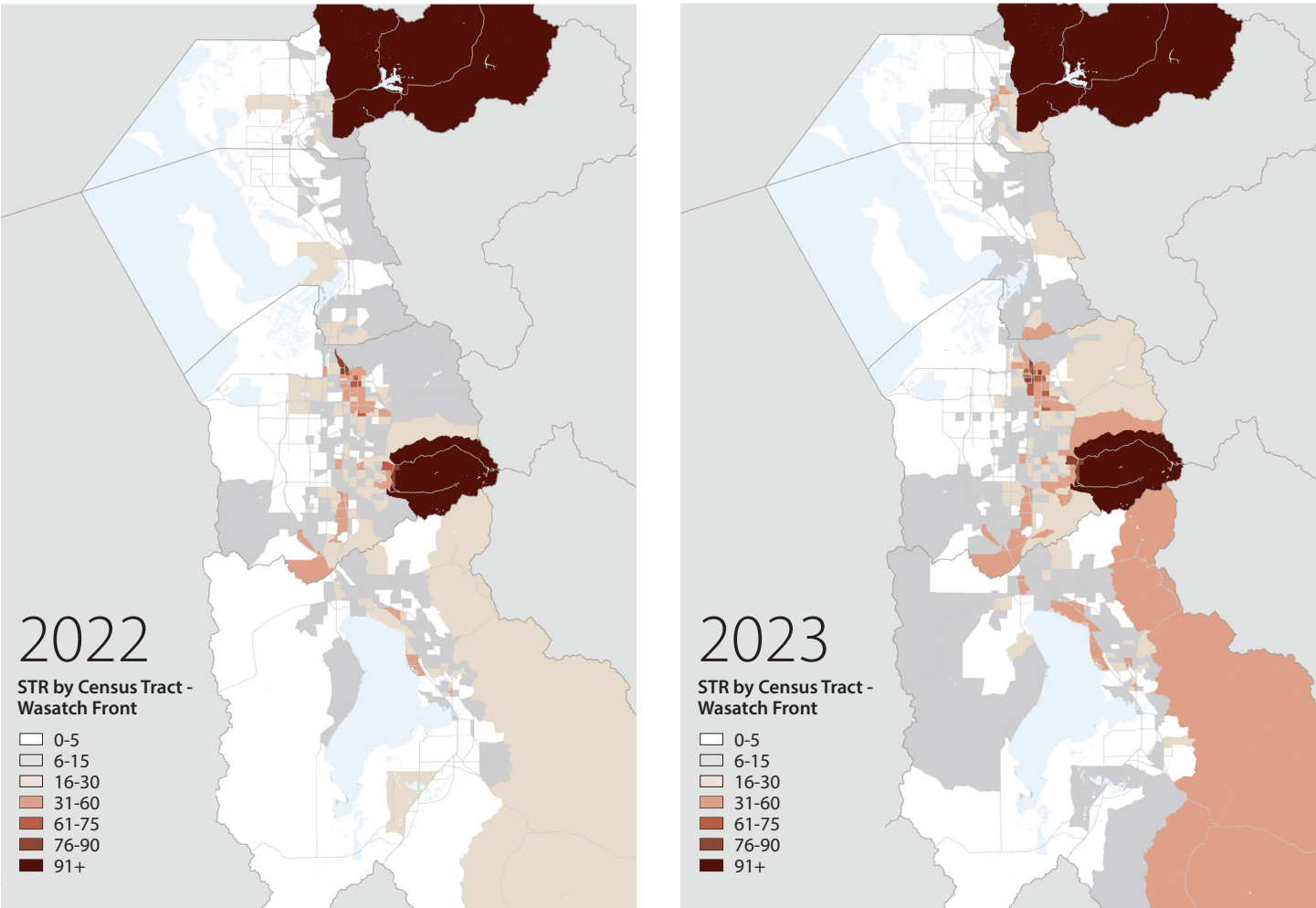


Figure 12: STR Share of Housing Units by Census Tract, Northern Utah Recreation Hub, 2022

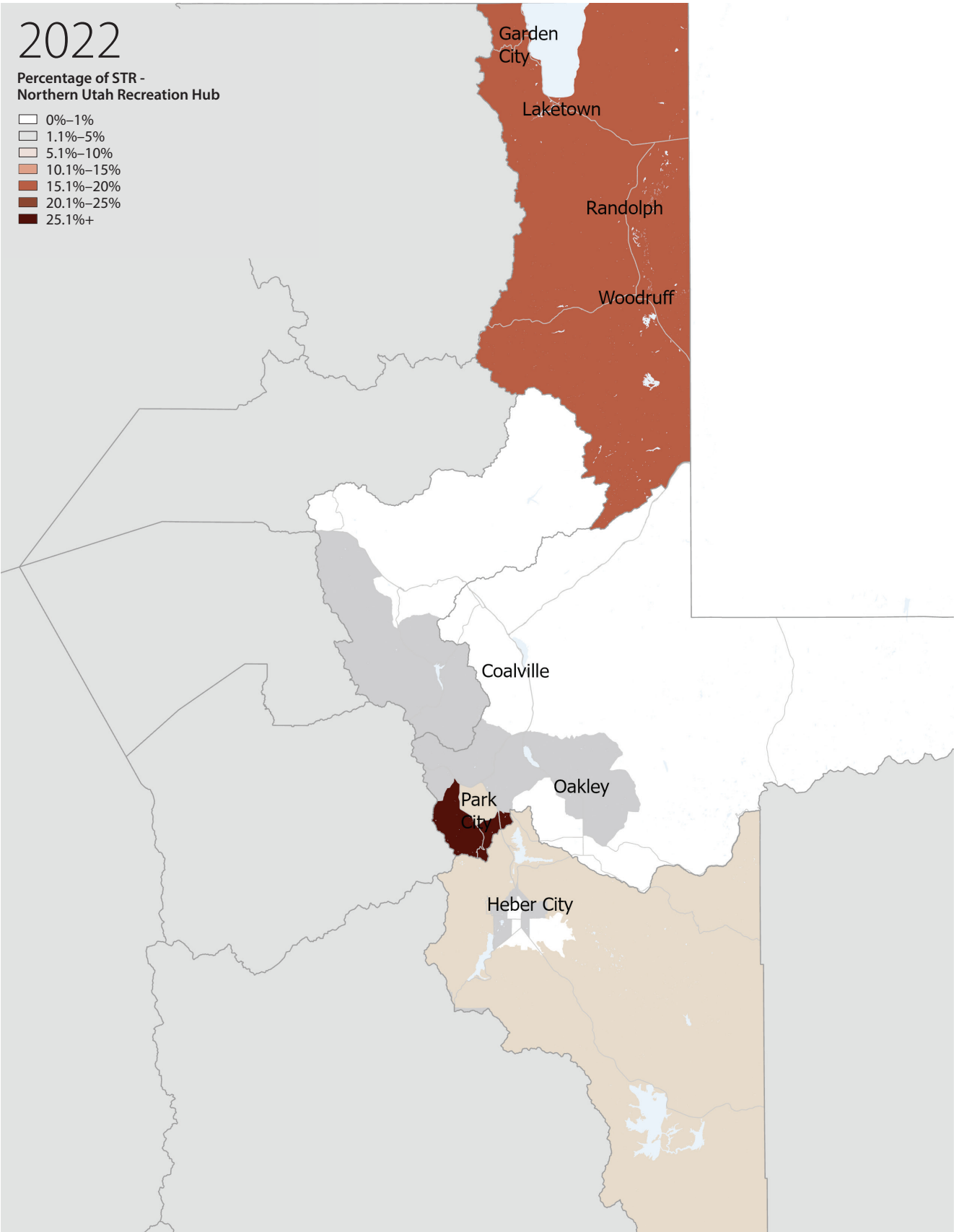


Figure 13: Average Monthly STR Listings by Census Tract, Northern Utah Recreation Hub, 2022 and 2023

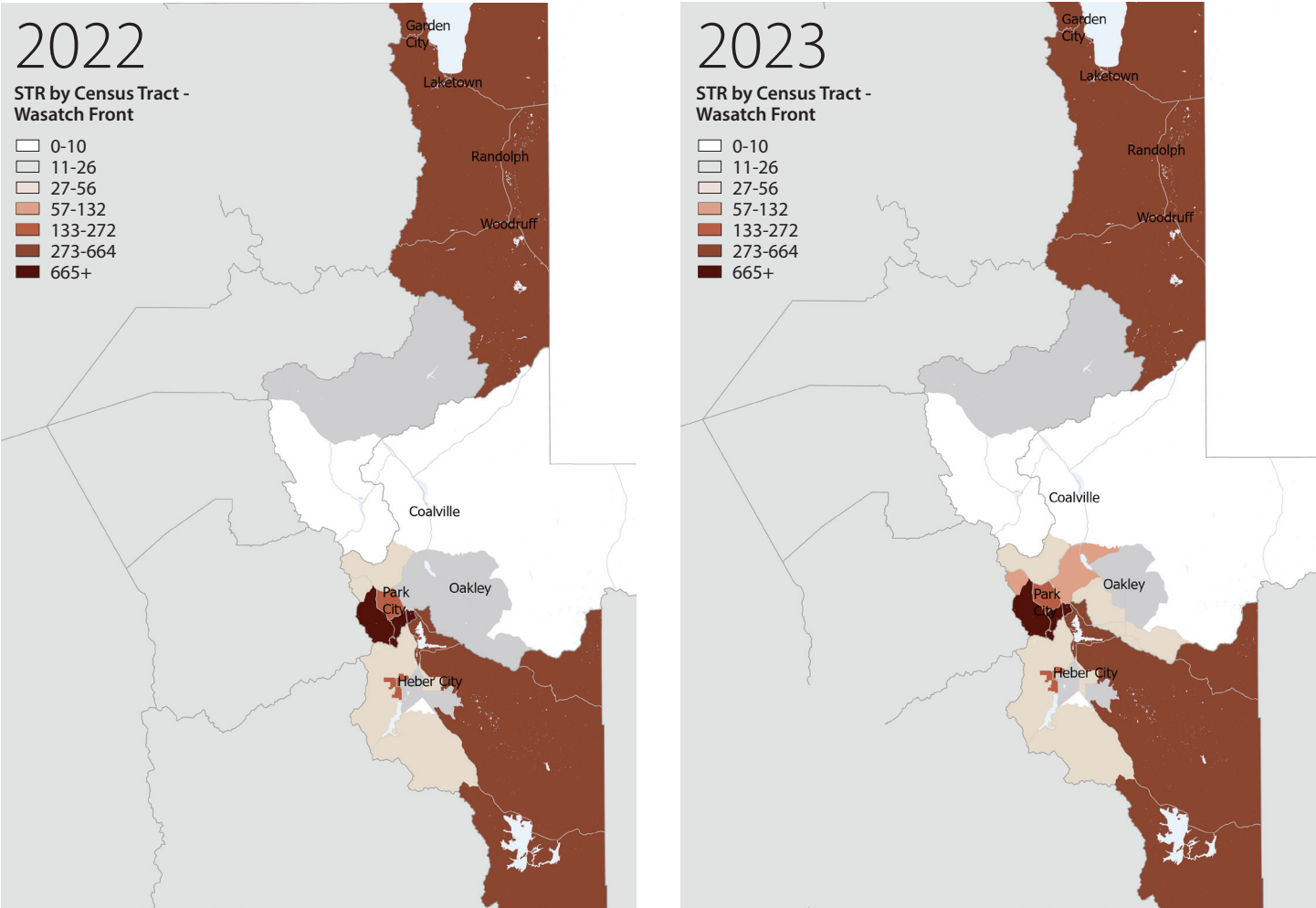


Figure 14: STR Share of Housing Units by Census Tract, Southwest Utah, 2022

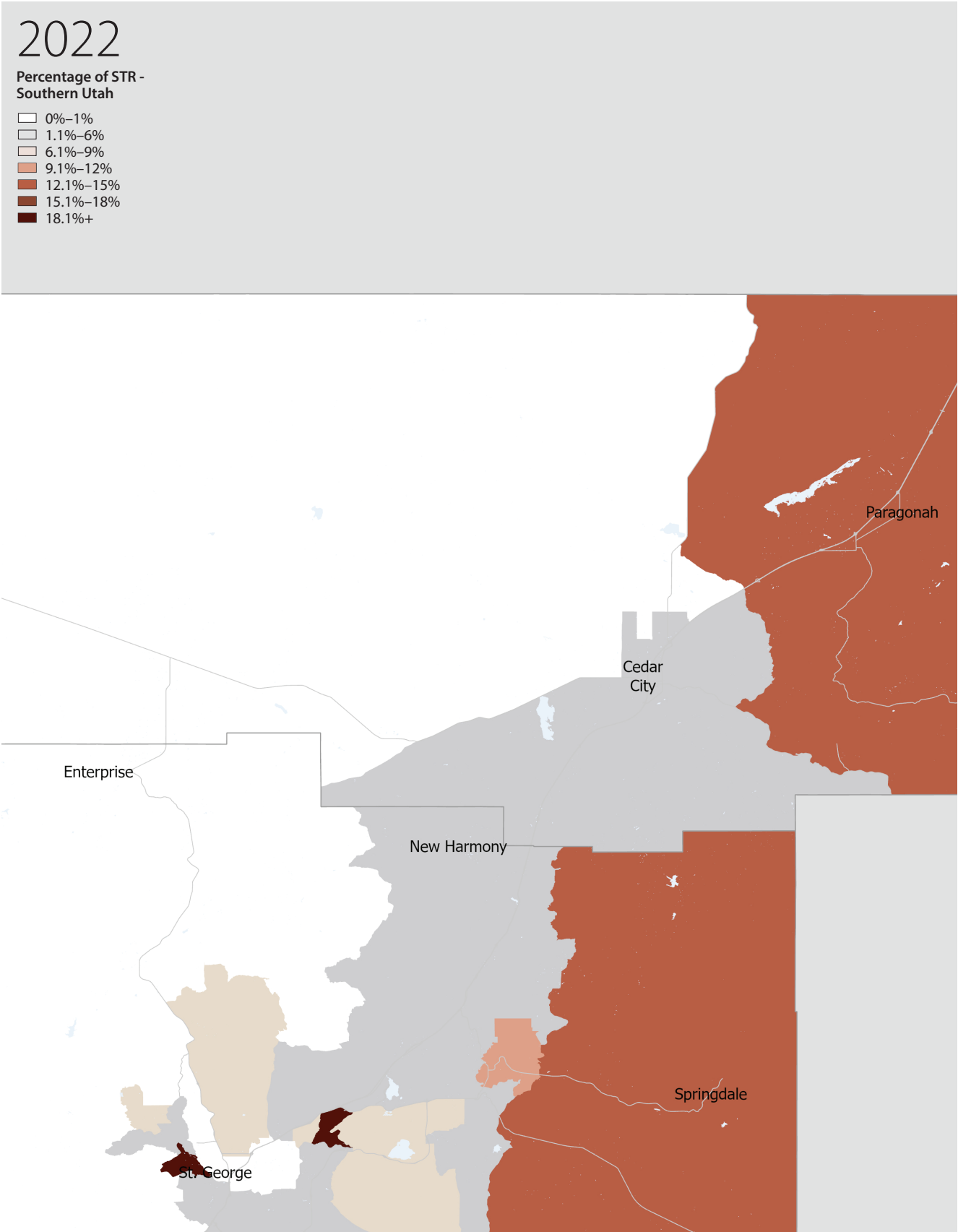
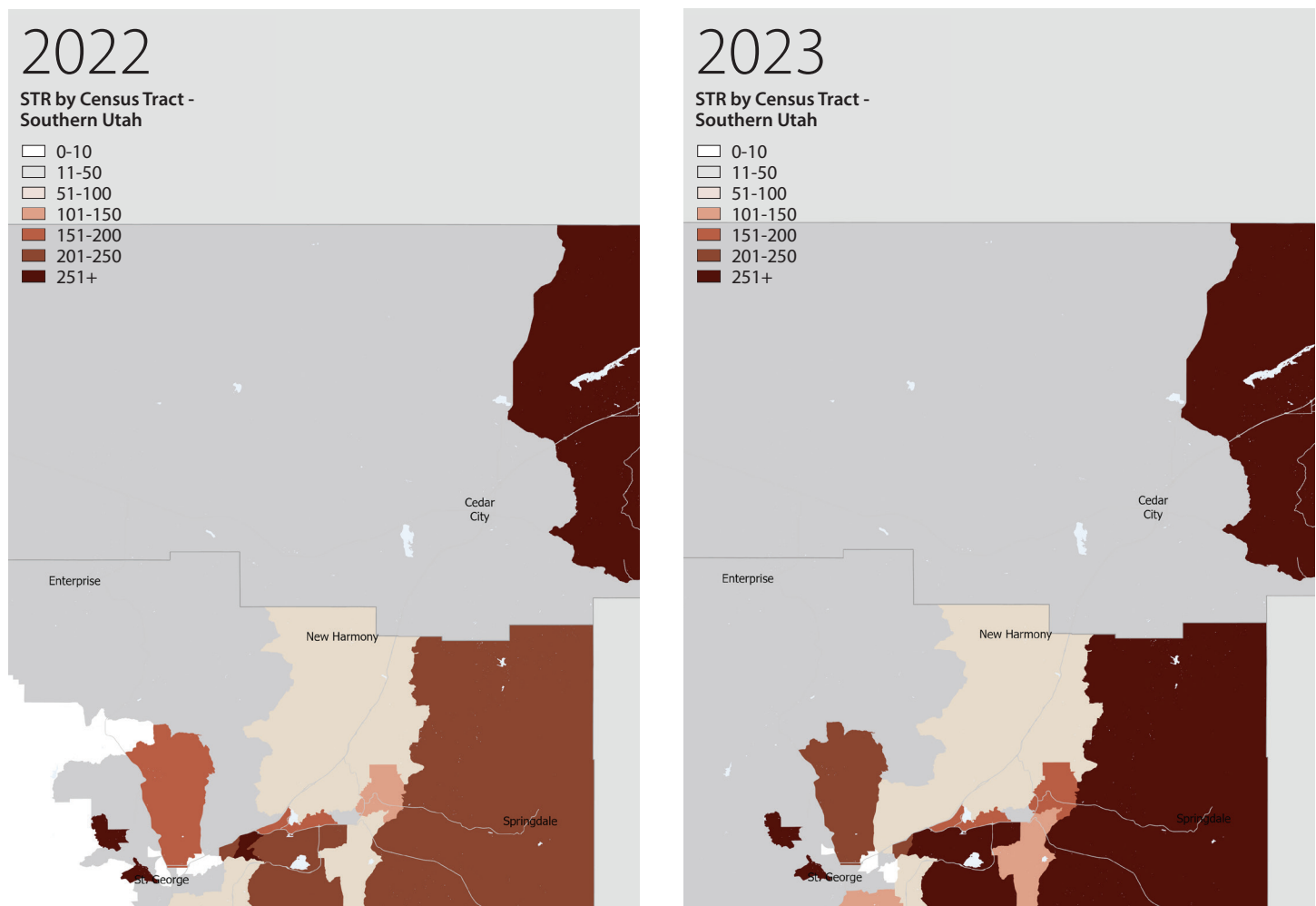


Figure 15: Average Monthly STR Listings by Census Tract, Southwest Utah, 2022 and 2023



Endnotes

1. <https://gardner.utah.edu/public-policy/travel-and-tourism/county-tourism-dashboard/>
2. Barron, K., Kung, E., & Proserpio, D. (2021). The Effect of Home-Sharing on House Prices and Rents: Evidence from Airbnb. *Marketing Science*, 40(1), 23-47.
3. Wachsmuth, D., & Weisler, A. (2018). Airbnb and the Rent Gap: Gentrification Through the Sharing Economy. *Environment and Planning A: Economy and Space*, 50(6), 1147-1170.
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6. Horn, K., & Merante, M. (2017). Is Home Sharing Driving Up Rents? Evidence from Airbnb in Boston. *Journal of Housing Economics*, 38, 14-24



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