

City of Holladay

General Plan



City
Council

June 1,
2000

Amended
March 2005
March 2006

SEPT 2006
OCT 2007

The City of Holladay General Plan

Commissioned by:
The City of Holladay

June 1, 2000

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HOLLADAY COMMUNITY BACKGROUND

INTRODUCTION

Nestled at the base of the foothills of the Wasatch Range, Holladay has the feeling of being tucked away like a mountain town, with views of the Salt Lake Valley in every direction. With the natural, mountain environment and close access to Salt Lake City and numerous recreational areas, Holladay offers its residents a country atmosphere full of recreational opportunities with close proximity to all the amenities of a big city.

Bordered by 4500 South, I-215, and Highland Drive, the city encompasses over 5 square miles with approximately half of the area residential and less than one-tenth of the area commercial use. Only an approximate 15% of Holladay is presently classified as vacant land. The intent of the General Plan is to maintain the rural integrity of The City of Holladay and promote an economically healthy and functional city that allows for responsible growth. The existing conditions and the history of Holladay should be taken into consideration. The residents of Holladay love their city and want to maintain a small walkable community with friendly neighbors in a safe and clean environment. By incorporating the history, current Land Use, anticipated future growth, and the input of the residents, Holladay will set a precedence in maintaining its identity.

HISTORY



Historic Casto Home. Used by permission, Utah State Historical Society, all rights reserved. Photo No. C-362 Fd 2 #7.

John D. Holladay first settled Holladay in early 1848. John D. Holladay, originally from South Carolina, traveled to Utah along with other Mormon pioneers in the “Mississippi Company” from the southern states. He and ten families were chosen to settle an area along Spring Creek, which is near the Cottonwood Canyons. This location was chosen to take advantage of the plentiful water and high potential for irrigation. The first homes were simple dugouts along Spring Creek. Over the next couple of years, settlers devoted much of their time developing farms and building cabins. Many more southerners settled the area until 1850 when the original Mississippi Company left the Holladay area and moved to California where they settled San Bernardino. This removed the southern influence from the Holladay area.

Holladay continued to prosper after the departure of the original settlers, especially after the coming of the railroad to Salt Lake City in 1876. Many newcomers to the valley moved to the Holladay area to homestead. Holladay came to be known as the Cottonwood area after settlement occurred around the Big and Little Cottonwood Creeks.

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These settlers were among the first in Utah to cultivate fruit trees. This area was also an important producer of industrial goods. The Old Mill that still stands on Big Cottonwood Creek was erected to produce paper for the Deseret News. At this time Utah was one of the few regions making paper in the West. A molasses mill also existed to mill sugar cane and sugar beets grown in the area. A major gravel excavation started in 1904 adding to the economic expansion of the area.

The population started to expand around 1910. A more urban feel began to unfold. Businesses were established to service the growing population. Schools were also built at this time. This was the time period that the historic Irving School was in full use. Streetcars traveled as far as 4800 South in Holladay in 1912. This time period also brought an abundance of service stations and consumer shops to the area although Sugar-house was still the primary shopping area for Holladay residents. Entertainment was found in dance halls converted from old church houses.

The remainder of the history of Holladay is typical of many communities around the country. A post-war population boom transformed the remaining rural fields into a



Mount Olympus, Circa 1921. Used by permission, Utah State Historical Society, all rights reserved. Photo No. 27647.

residential community. Historic buildings disappeared and new businesses were established to serve a growing and fast moving community. After years of petitioning, in 1999 residents in Holladay formed an incorporated City from their community. With increasing growth in and around the new The City of Holladay, it became apparent to city officials that some direction was needed to ensure proper growth and anticipated decision making for future growth. The first mayor and city officials of The City of Holladay were sworn in **November 30, 1999.** City

officials envisioned a positive direction for the city by introducing the need for a General Plan for Holladay.

The City of Holladay has commissioned this General Plan in order to capture the vision of the city, meet future needs, and develop goals and objectives. By applying growth management strategies outlined in this Plan, the residents of Holladay can continue to enjoy their existing quality of life while increasing the city's prosperity and stability.

The growth and management of Holladay is influenced by several factors, which govern the future land use designations. Virtually every element of The City of Holladay is affected by the change of its population. Thus, accurate population projections in

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New development typical in The City of Holladay.

planning the city's future is important. These projections aid planners, engineers, and administrators in determining land required for future housing, increased demand for recreational amenities, public facilities such as schools and libraries, police, and fire protection, and demand for commercial development.

Holladay residents have chosen to develop a plan that suits their needs and maintains the environment that currently exists in the city. In order

to develop a General Plan that implements these needs, the people of Holladay have joined together in public workshops, surveys, and newsletters. They have created a strong bond that ties the people of the city to its true environment and a commitment to create a city of exuberance.

“A city should be a place of exuberance and exaltation of the human spirit, a place for celebration and public ‘happenings’, for rich and easy encounter, for relaxation and enjoyment.”

E.R. Wickham

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THE GENERAL PLAN

A General Plan is sometimes referred to as a “Master Plan”. These two terms are not synonymous and should not be confused as the same. Master Plans are specific plans that support elements of the General Plan. For example, a Transportation Plan will specifically address transportation issues at specific areas of the city, while the General Plan provides general direction for city officials. The General Plan guides the community in making land use decisions. The City of Holladay has a rich heritage, coupled with the need to accommodate new business and growth in population. The city’s growth requires the establishment of a framework to effectively organize the land use.

The General Plan is a tool that implements policies to help guide zoning, budgeting, capital improvement decisions, and public policy making. The objectives in the plan are intended as direction towards establishing a flexible guide for achieving balanced growth and preserving the unique character of the city.

The General Plan emphasizes Objectives and Policies necessary to implement the plan. The purpose of implementing the General Plan is to create and sustain a stable and prosperous growth pattern while responding to citywide and regional needs.

The fundamental purposes of the General Plan include the following:

- ❑ Preserving Community Identity
- ❑ Controlling Density
- ❑ Mitigating Impacts of Growth
- ❑ Improving the Physical Environment
- ❑ Promoting Public Interest
- ❑ Facilitating the Implementation of Public Policy
- ❑ Creating Long Range Objectives to Govern Short Range Actions

PURPOSE

The General Plan is the primary guide for physical development in the city for use by the City Council, Planning Commission, city staff, and residents. It guides the general location of basic land uses and provides policies on how these land uses should function. The General Plan is a reflection of the community’s vision for the future. It describes the desired land uses, with emphasis on how the community wants to look. Future changes in the Plan are necessary to accommodate the changes within the city itself. The General Plan will encourage community development and growth that is functional and efficient, as well as visually aesthetic.

The General Plan contains objectives, policies, and recommendations. The City of Holladay should focus its efforts on meeting these objectives. City policies implement the city’s general intention to fulfill the objectives outlined in the General Plan.

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The City Council members, Planning Commissioners, city staff, and residents of the community will review the Plan. This will serve to refine the Plan to ensure that the city's objectives represent the desires of the community. After this review, The City Council, Mayor, and the Planning Commission will approve the General Plan. Public hearings will be held, after which the City Council will formally adopt the General Plan.

After The Holladay City Council adopts this document, it is important that the city reviews and updates the General Plan on a regular basis. Over time, the city's vision may change. If the vision of The City of Holladay changes, the General Plan and the zoning plan should change to reflect the city's new vision.

Amendments to either the General Plan or Zoning Plan must conform to the city's required procedures, including notification of public and mandatory community hearings. When rezoning property, the city must compensate all affected landowners when depriving them of all uses of their land per U.S. Supreme Court rulings.

The City Council is responsible for interpreting the General Plan in order to resolve any ambiguities or inconsistencies between elements of the plan, policies, codes, and other relevant documents associated with the General Plan.

PROCESS

The General Plan consists of a land use map and a document supporting the configuration of these land uses. Together, these two documents create a focused direction for the development of the community and should operate concurrent with the zoning ordinance. It is important to understand that the General Plan, including the accompanying land use map, is not the same as the Zoning Ordinance and the zoning map. The General Plan is more general in nature while the Zoning Ordinance defines land uses in more specific terms. Specific changes may be made to the Zoning Ordinance as long as they comply with the vision and policies of the General Plan. If changes in the Zoning Ordinance are contrary to the General Plan, then the General Plan should be amended.

The General Plan requires that public buildings, streets, parks, subdivisions, and utilities (private and public) meet specified guidelines. The Plan covers the area within the city limits as well as lands annexed after the adoption of the Plan. The annexation element of the General Plan addresses the desire of the city to find its natural boundaries and provide for the economic well being of its residents. The initial boundaries of the city were dictated by political necessity, but do not reflect the historical boundaries of what was known as the Holladay and Cottonwood areas of the Salt Lake Valley; these boundaries also do not reflect the logical planning boundaries for the total land area which will enhance the city's goals for economic viability and social responsibility. The element of the General Plan that addresses these issues is intended for the second phase of this study.

However, it is the objective of the city to only consider possible areas for annexation, which: (1) have historical affinity to the city, (2) are logical from a planning standpoint to receive municipal services from the city, (3) do not adversely affect the present tax base of the city, and (4) help achieve the social responsibilities of the city. A major concern in any annexation should be to protect and enhance the city's tax base. The tax base is needed to provide services to its residents without the necessity of raising real property

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taxes, which taxes are regressive in that they affect those on fixed incomes. Although the General Plan is not regulatory, all land use decisions within the community including annexation, should be in conformance with this document.

The process by which the Plan may be amended is found in the Utah Code and The City of Holladay Code, which may be obtained from the city. Since the purpose of the General Plan is to guide the physical development of the city according to its needs and objectives, the Plan should change as the needs of the community change. In order for the Plan to remain effective in guiding community development decisions, it is important for the Plan to remain current. To ensure its effectiveness, the Planning Commission and City Council should make periodic reviews, updates, and refinements to the Plan.

Regulating Land Use

Typically, a city utilizes a three-level process to govern the regulation of Land Use within the community. The three levels are:

Level 1 - The General Plan

The General Plan guides the Zoning Ordinance. It is typically general in nature, allowing flexibility in the Zoning Ordinance to define the land uses in more detail.

Level 2 - Zoning Policy

The Zoning Ordinance becomes the regulatory ordinance, which enforces the guidelines set in the General Plan. It is implemented through the building permit process.

Level 3 - Building Permits

A building permit is granted when a project is in conformance with the zoning designation for the building site. For example, a commercial building permit may not be issued for an area zoned as residential. The zoning designation is generally based on the land use specified for the site within the General Plan.

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CREATING A VISION

Public Input

The residents of Holladay were invited to provide input on the General Plan at two public workshops in February 2000. The workshops solicited information about residents' major concerns. In conjunction with the workshops, issues identification and questionnaire forms were distributed to obtain input. For residents who could not attend either of the two public meetings, the questionnaires were mailed directly to them to fill out and return. The responses were tabulated and analyzed. This data forms the primary basis for this document.



Public involvement at the city open house held February 16, 2000.

Steering Committee

A committee of Holladay residents was formed to represent the residents of Holladay. This committee, though not required by law, assisted in creating the direction of the General Plan, offering an objective view while incorporating issues and comments gathered from the two public workshops and the returned questionnaire forms. The first Steering Committee meeting involved creating a preliminary vision statement. The second and third meetings established the Objectives and Policies for Holladay and further defined the Vision Statement. The fourth meeting involved a detailed discussion on land use and transportation mapping designations.



Public involvement at the city open house held February 10, 2000.

The committee's progress was presented to The City of Holladay Planning Commission and the Mayor for their approval as well as the City Council for their recommendations. After an opportunity for public input and review, Objectives and Policies in the General Plan were finalized, and based on the most common concerns, modifications to the land use and transportation maps were made to reflect citizens' views. The final step is the adoption of the plan by the City Council.

As stated, the first Steering Committee meeting created the preliminary Vision

Statement for The City of Holladay. Once this preliminary vision was created, it directed

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the remaining meetings. Often, the committee would refer back to the vision to get back on track when dealing with the Objectives and Policies and the land use and transportation mapping. The Vision Statement is clear and concise, and it speaks volumes as to what the residents of The City of Holladay want of their city now and in the future. Comments received from residents throughout the duration of the Steering Committee meetings reinforced the direction of the General Plan and the required land use and transportation issues being addressed. As comments from residents came in, the Vision Statement was fine-tuned to accommodate new ideas. The Vision Statement is one that represents the city as a whole and each of its unique neighborhoods. More importantly, it identifies the residents of The City of Holladay as the ones who will benefit from this vision statement and from the implementation of their General Plan.

Vision Statement

“The vision for The City of Holladay is to promote a community composed of unique neighborhoods that are in harmony with the environment, history, and culture of the area, and where residents can enjoy the city’s natural amenities and open space. This will allow for the preservation of the city’s heritage and for responsible growth of both residential and commercial land uses including the development of a Village, while showing sensitivity to private property rights.”

Holladay Residents

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GENERAL LAND USE

The main focus of the General Plan is to provide designations for land use within the city. It also provides policies for each of the land use elements incorporated within the Plan. This is to ensure that guidelines are in place for future development decisions in Holladay.

Due to natural constraints that prohibit development in some areas of Holladay, the future character of the city has yet to be decided. These constraints include steep slopes, wetlands, some open agricultural lands, and flood plains. However, the General Plan provides the first step in determining the future character of Holladay. The land use map, which accompanies the Plan, is a visual representation of the land uses set forth in the General Plan. The land use map shows the approximate location of the general land use designations and may or may not follow existing property lines. Specific property issues, including physical characteristics of the site, will be studied on a case-by case basis, especially when the Planning Commission and City Council are requested to zone, rezone, and/or grant a building permit for specific parcels. (See Appendix A - Land Use Plan)

1.0 OBJECTIVE: Adopt and enforce a development code with a sound set of Land Use planning principles.

General Land Use Policies

- 1.1 Hillside areas with slopes steeper than 25 and up to 30% should be discouraged from development. Greater than 30% shall not be allowed.
- 1.2 Preserve and enhance existing vegetation where possible for visual buffers and erosion control. Add only drought tolerant, xeriscape landscape design and materials.
- 1.3 Clustered developments should be encouraged to promote open space and view sheds where it is consistent with surrounding neighborhoods.
- 1.4 Medium and high-density housing as well as professional offices shall be promoted near collector and major arterial roads as a transition between other land uses.
- 1.5 Medium and low-density development should be encouraged.
- 1.6 Higher density development may be allowed within the proposed downtown core or Village.
- 1.7 Promote affordable housing mechanisms.
- 1.8 Encourage preservation of agricultural land and animal keeping.
- 1.9 Encourage a mix of residential and commercial land use within commercial areas.

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RESIDENTIAL LAND USE

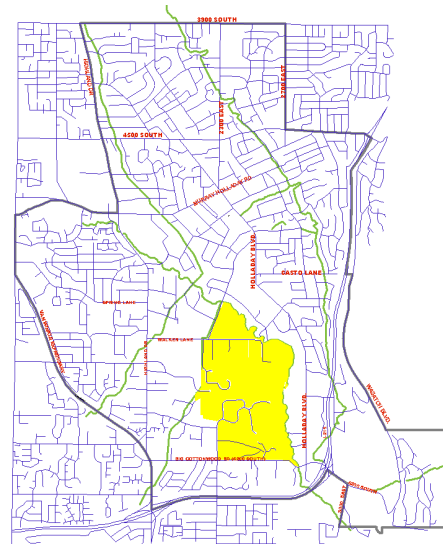
The land use map proposes the following densities:

LAND USE	DEVELOPED UNITS (DU) / ACRE
CE	Country Estates 0.5 DU/acre (Minimum 2 acre lots)
CR	Country Residential 0.5 DU/acre – 1 DU/acre (Minimum 1 acre lots)
VLDR	Very Low Density Residential 1 DU/acre – 2 DU/acre (Minimum 1/2 acre lots)
LDR	Low Density Residential 2 – 5 DU/acre (1/4 – 1/5 acre lots)
MDR	Medium Density Residential 5 - 12 DU/acre
OR	Office/Residential
PO	Professional Office
ORD	Office Research and Development
C	Commercial
RC	Regional Commercial
HV	Holladay Village
OS	Open Space/Recreation (Proposed Park)/Trail
P/QP	Public/ Quasi-public (Schools/Churches/Government

For larger mixed-use residential developments, the overall residential density of the project will be considered when reviewing the development proposal for consistency with



Existing Neighborhood, The City of Holladay.



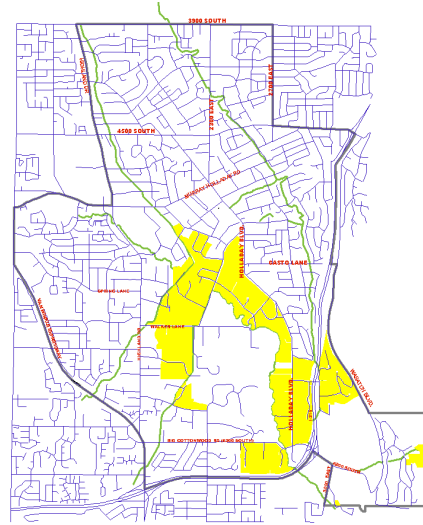
Map 1: Country Estates Land Use Type, delineated with yellow

the Plan's recommended density.

The majority of residential land in the current city limits of Holladay is low to medium density residential (See Maps 5). In many cases, the zoning ordinances applied to the land may remain essentially the same. It is the intent of the General Plan to indicate the city's intentions with regard to development and growth. This is particularly true with the spectacular view of the valley and surrounding mountains. The strong rural characteristics of the country estates (CE)(See Map1), and low-density (LDR) (See Map 4) areas of the city should be preserved through mountain views and open space.

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Similar to previous county policy, construction on slopes steeper than 30% will be prohibited. Slopes between 20 and 30% should have a lower density, especially if they are in an open area. These sloped areas will be considered very low-density (VLDR) (See Map 3) or country estates residential or open space. This approach preserves the area's natural characteristics and prevents problems with erosion and storm runoff, access, and visual impacts. This may be accomplished through restrictions in a hillside overlay zone or transferring the density in areas designated very low density or open space to adjacent parcels.

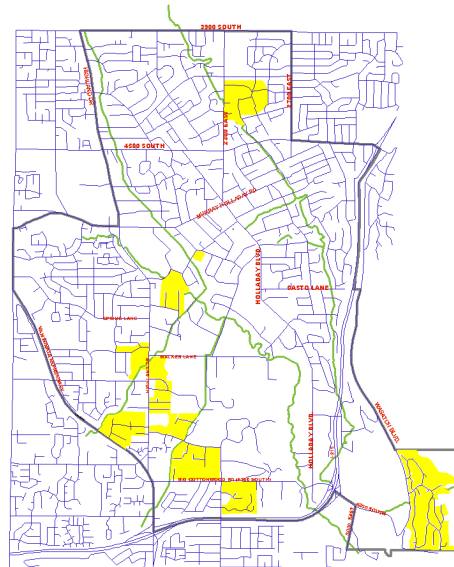


Map 2: Country Residential Land Use Type

1.0 OBJECTIVE: Formalize a set of standards to preserve the country (rural) character of existing neighborhoods.

Residential Policies

- 1.1 Set standards for minimum lot sizes, setbacks, building heights, and maximum lot coverage.
- 1.2 Promote infill development where it is consistent with surrounding neighborhoods.
- 1.3 Formalize road standards. (See transportation standards)
- 1.4 Establish streetscape standards, such as lighting and planting, to reflect and enhance the existing “country road” (rural) environment.
- 1.5 Set architectural guidelines consistent with surrounding neighborhoods.



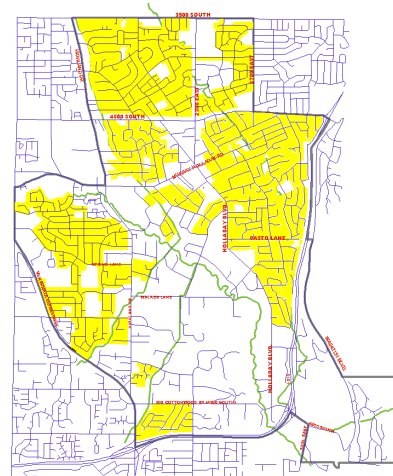
Map 3: Very Low Density Residential

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2.0 OBJECTIVE: Promote a sense of community.

Residential Policies

- 2.1 Encourage community interest groups and other community organizations.
- 2.2 Encourage community arts, history, and cultural programs.
- 2.3 Promote a “Walkable Community” by creating a contiguous pedestrian friendly pathway system with small parks intermittently along the trails.
- 2.4 Promote seasonal and multi-cultural holiday festivals and public gatherings.



Map 4: Low Density Residential Land Use Type

3.0 OBJECTIVE: Promote safety and security throughout the community.

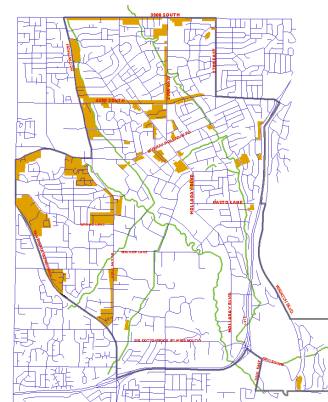
Residential Policies

- 3.1 Encourage the development of neighborhood watch programs.
- 3.2 Encourage development of street lighting plan throughout the streets, parks, and public spaces.
- 3.3 Reduce traffic and speed. (See transportation objective 7.0)

4.0 OBJECTIVE: Preserve historic elements throughout the city.

Residential Policies

- 4.1 Perform an inventory and establish a register of historic buildings in Holladay City.
- 4.2 Set architectural guidelines to preserve existing historic features.
- 4.3 Identify funding sources to enhance historic buildings, streets, and other notable historic elements through renovation and reclamation.



Map 5: Medium Density Residential Land Use type



Established Residential Home, The City of Holladay.

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COMMERCIAL LAND USE



Existing Downtown Character.

HOLLADAY VILLAGE (HV)

The Holladay Village (HV) should be an integral commercial and cultural component of the city for the residents of Holladay. The Village should include not only a viable commercial and activity core, but also include the surrounding and integrated uses that support and add life to the core area.

Commercial development in the town center should be of a scale that is typical of

a traditional village community. There may be an appropriate mix of anchor tenants with significant space for smaller scale users. The area should be oriented toward the pedestrian and convenient to the automobile. If compromises in circulation are made, they should be made on behalf of the pedestrian.

The proposed Holladay Village (See Map 6) extends from 4500 South to just North of Spring Creek near the Post Office along Holladay Boulevard and east and west of Holladay Boulevard as shown on the proposed land use plan. The businesses in this district should be oriented toward the community of Holladay. Specialty retail and service types of businesses should be maintained. The Holladay Village Corridor should be enhanced, and government grants for historic preservation should be utilized to protect this area. For more detail on the types of businesses that will best succeed in this center, see the economic elements of this General Plan (Phase 2).

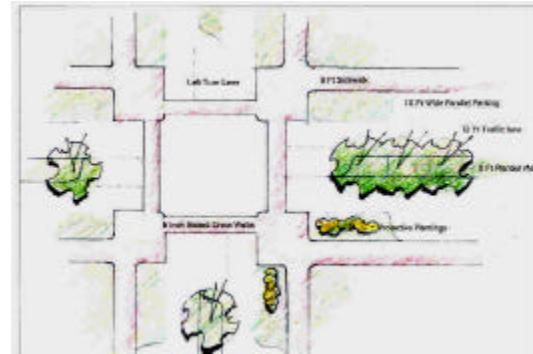
Other enticements for businesses should be added to the Holladay Village. Working closely with a potential Holladay Redevelopment Agency (RDA) and encouraging the use of redevelopment funds in the Holladay Village is an important statement by the city regarding its commitment to this downtown area. A complimentary set of business types should be encouraged in order to maximize the success of businesses choosing to move into the Holladay Village.



Existing Pedestrian Crossing.

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Pedestrian connectivity between the downtown businesses is an important part of developing the Holladay Village. Currently Holladay Boulevard has too much asphalt from edge-of-curb to edge-of-curb. The current distance disconnects the east side of the street from the west side. Such things as bulb outs (See adjacent graphic) on the corners of the blocks in front of parking areas would reduce this distance by 20 feet or more for pedestrians while still allowing two lanes of traffic. Additionally, adding a planting island to the street would connect both sides of the street visually and encourage people to patronize



Bulb Outs: Possible Intersection of Murray Holladay Blvd, and Holladay Blvd.

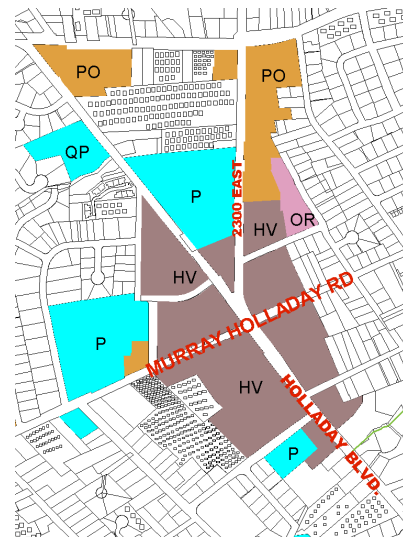
businesses on both sides. The use of smaller shared parking lots and facilities should be considered, as opposed to single larger facilities with separate parking lots for each business or land use. Furthermore, the streetscape should incorporate features such as paving patterns, benches, street trees, and planting areas to create a unified pedestrian environment.

It is important to protect the quality of life for neighborhoods adjacent to the HV area. Businesses that choose to locate in this area should be regulated through design guidelines within the character of the adjacent residential neighborhoods. Heavy landscaping should also be required between business offices and the adjacent neighborhoods. Berms, trees, and plantings should be used to minimize automobile noise and light.

1.0 OBJECTIVE: Develop a strong community identity in the Holladay Village.

Holladay Village Policies

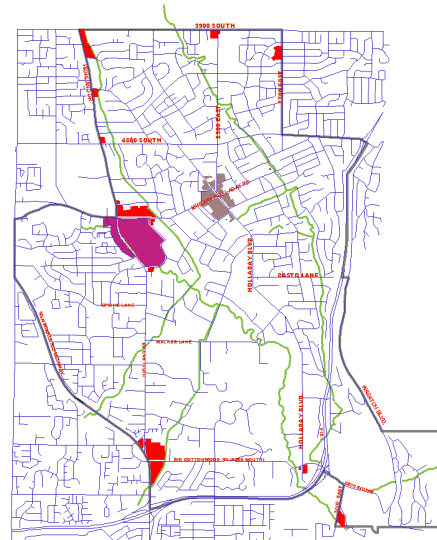
- 1.1 Redevelop the proposed Holladay Village. Encourage investment into the area through public/private partnerships.
- 1.2 Encourage a pedestrian-oriented Village to create a safe and comfortable atmosphere for patrons to the area. Establish site design such as paving patterns, street trees, benches, planters, trails, public gathering spaces, and gateways.
- 1.3 Create architectural design guidelines for the Holladay Village.



Map 6: Holladay Village

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- 1.4 Encourage neighborhood businesses.
 - 1.5 Encourage existing businesses to remain and expand in accordance with the new guidelines.
 - 1.6 Work with developers to create shared parking areas that benefit all businesses in the Village.
- 2.0 OBJECTIVE: Implement educational and volunteer programs to foster community involvement.**



Map 7 Commercial Land Use Type

Holladay Village Policies

- 2.1 Encourage outdoor uses that will foster community involvement for businesses along Holladay Boulevard such as outdoor art and photography exhibitions, restaurants, and walkway sales, etc.
- 2.2 Actively promote tree planting/maintenance programs by businesses, civic groups, and individuals. Encourage a “Tree Utah” and/or “Cool Communities” educational program throughout the community.

COTTONWOOD MALL DEVELOPMENT SITE

Holladay’s only existing regional commercial area known as Cottonwood Mall is the most important commercial asset of the community’s tax base. The redevelopment of this aging resource is of primary importance to the City. Goals for this area should include; upgrading the retail spaces, adding components that make sense for the greater community including integration of residential uses and professional office spaces in a walkable community setting. Providing a mix of uses will strengthen each separate component and create a synergy that will enhance the surrounding commercial and residential areas. Redevelopment plans for this large parcel should strengthen and support the entire Murray/Holladay and Highland Drive corridors as well as the goals for the Village area.



Cottonwood Mall- 2000

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1.0 OBJECTIVE: Work with the property owners to develop a unique, innovative mixed-use site plan for the Cottonwood Development Site.

Cottonwood Mall Development Site Policies

- 1.1 Support and encourage the development of a mixed-use project with retail, office and residential uses within the same structure.
- 1.2 Encourage the establishment of businesses with regional market appeal.
- 1.3 Require any approved overall site plan design to include distinctive components such as architectural guidelines, a pedestrian oriented streetscape which includes walks, paths, and connections to the City's trail system, public gathering spaces, and gateways.
- 1.4 Encourage and allow tall buildings and dense residential development throughout the project.
- 1.5 Support and facilitate the proposed redevelopment of the area by utilizing tax increment funding of needed infrastructure upgrades.
- 1.6 Enact zone regulations and a comprehensive overall plan that protects the surrounding neighborhoods from potential negative impacts of the commercial uses, higher density housing and traffic, among other impacts.
- 1.7 Prohibit vehicular access and egress from the commercial portion of the site by limiting access from the residential neighborhoods to single family homes.
- 1.8 Work cooperatively with UTA to provide ample connections to the wider Salt Lake Valley public transit system.

OTHER COMMERCIAL

The community commercial areas northward along Highland Drive, along 3900 South, in the area of Big Cottonwood Road (6200 South) and Highland Drive, and south of 6200 South on 3000 East are important components of Holladay's tax base. The relationship of these areas to the Holladay Village and the existing Cottonwood Mall is critical for the city's overall commercial success. These commercial areas are the front doors to the community; they give visitors their first impression of Holladay. Businesses in these areas should not be "highway-oriented," where they are only accessed and utilized by I-215 users. They should be the location of gateway entries into the city and utilized as viable commercial amenities within the city by the residents and not just passers-by. Parking lots should be in the rear or buffered with appropriate landscaping. Parking, wherever possible, should be shared to maximize efficiency. Buildings should be broken in their relief to maintain interest in building facades.

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1.0 OJECTIVE: Provide for additional appropriate commercial Land Use areas to be developed.

Other Commercial Policies

- 1.1 Higher density commercial development shall be encouraged within the Holladay Village proposed downtown center, and at the Cottonwood Mall, 6200 South and I-215 interchange area (Knudsen Corner),-and at the corner of 6200 South and Highland Drive area.
- 1.2 Improve entrances into the city at these key locations (gateways, entrance signage, and landscaping.
- 1.3 Promote a pedestrian friendly atmosphere by providing alternative access locations from pathway system. Allow for internal pedestrian circulation with minimum vehicular conflict.
- 1.4 Provide opportunities for outdoor plazas and gathering places throughout commercial areas.



Proposed commercial development for Holladay Village and other commercial areas.

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OPEN SPACE / RECREATION / TRAILS

In its broadest sense, open space is land that is not used for buildings or structures. It is a respite from development. Open space is farmland, mountains, creek bottoms, and ridgeline vistas. It may also include parks, golf courses, and tree-lined streets. Permanent, accessible open space within the community is important to the residents' quality of life. Open space must not be viewed merely as land left over after development or as land waiting to be developed. It is an essential element of the character of a livable city. Land considered open space may include, but is not limited to:

1. Areas within and around the community designated as permanent open space, including existing and future park sites.
2. Scenic areas and views.
3. Ridgelines that frame the city.
4. Other areas that give the city its unique identity, such as trails
5. Areas with natural constraints such as:
 - Steep slopes
 - Geologic hazards
 - Floodplains
 - Critical habitat
 - Land that separates communities and keeps them from growing together



Possible site feature for future open space areas in the city.

In addition to the value of individual open spaces, open spaces can also be connected to form a continuous passive recreation opportunity for the community (See Map 10). A growing number of communities have discovered the value of greenway systems, both as scenic trails and connections between recreation facilities. The entire park system becomes more valuable with more interconnected parks and trail systems.

PRESERVING OPEN SPACE

A variety of techniques may be used to help preserve open space. The following is a brief overview of some open space techniques:

Zoning

Zoning is one of the most common techniques available to regulate the uses of land. Where the General Plan is a long-range tool, zoning involves the immediate regulation of land and its development. Zoning can be used to maintain existing land uses, including agriculture, open space, and preservation of a portion of open space as “large lot zoning.” This type of regulation must be consistent with the rights of property owners and the economic viability of their land as well as environmental conditions. Floodplain and

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Trail potential along Wasatch Blvd. needs to be improved.

hillside development restrictions are examples of zoning used to protect environmentally sensitive areas.

Acquisition

The most effective way to preserve open space is to purchase, or otherwise acquire, such lands or their development rights. The city may acquire, through both purchase and gifts, various parcels to add to the park and trail system and to preserve hillside areas.

Conservation Easements

A conservation easement is a legal restriction on the use of all, or a portion, of a particular property. Although the ownership of the land does not change, the owner's right to use the portion of the property subject to the easement is limited.

Conservation easements are used for a wide range of public goals such as land and scenic conservation and agricultural animal rights

preservation. Since the owner can still own and use the land in a manner consistent with the easement, acquisition of conservation easements can normally be achieved at a cost substantially less than that of the price of the land. Conservation easements may be obtained by either a public agency or by a non-profit organization such as a land trust. There are several areas within Holladay where private landowners share the centerline of Big Cottonwood Creek or one of the canals. Although access to the creek and canals may be limited, alternatives to utilize and enhance these great amenities may be considered.



Open Fields found in the heart of The City of Holladay.

Development Clustering and/or Transfer of Development Rights

Housing development clustering is an effective strategy to develop and maintain open space within the city. This strategy encourages developers to cluster development by granting incentives to the developer. The benefit to the city is that open space is created for the use of the residents. The benefit to the developer is that the overall costs of the development decrease because the infrastructure decreases.

Creating strict guidelines for granting bonuses for clustered development is an essential part of utilizing this strategy for open space preservation. The amount of bonus granted, the minimum size of parcel to which it can be applied, along with the exact location of the development should be regulated through a new zoning ordinance. The Planning

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Commission should work closely with any developer wishing to use this method for developing in the city.

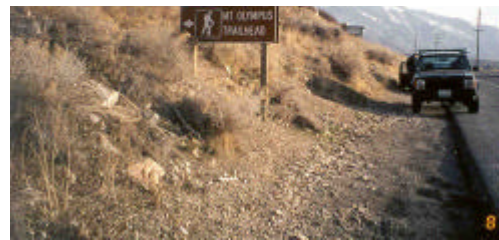
1.0 OBJECTIVE: Establish a Parks, Recreation, and Trails Master Plan.

Open space/Recreation/Trails Policies

- 1.1 Determine a level of recreational service for the residents of Holladay
- 1.2 Create a Parks/Recreation/Trails Master Plan. This will help the city to determine a level of service (LOS) for the development of future parks
- 1.3 Trails should be incorporated into this plan to enhance the entire park system and to link proposed and existing open spaces and existing waterways where possible
- 1.4 The Plan will prioritize land acquisition for neighborhood park development and help establish funding sources to acquire land.
- 1.5 New development procedures should require the creation of neighborhood park facilities to meet the increased park demand created by development. These parks should be a part of the new development. (Demand as defined by the LOS determined in a Parks/Recreation/Trails Master Plan.)
- 1.6 Promote development of a linear greenbelt park/trail system, which serves as the means to connect neighborhoods to parks, open spaces, recreation, and other community facilities within and outside of the city. The major features of the lineal park shall be a bicycle/pedestrian trail system with equestrian elements where appropriate.
- 1.7 Identify and establish access points to the foothills and other adjacent public amenities.
- 1.8 Facilitate youth programs such as little league, Jr. Jazz, Hockey & Skating, soccer, and football.
- 1.9 Facilitate year round community programs to help promote a sense of community.
- 1.10 Regularly update the Open Space element of the General Plan to reflect the current needs, opportunities, and funding sources available.
- 1.11 Public land dedicated as Open Space shall be preserved and left in a natural state and/or used for recreational purposes.



Possible playground concept to be used in open space in The City of Holladay



Trail Head Accessible from Wasatch Blvd.

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DEDICATED OPEN SPACE

Open Space preservation is a key component of maintaining the “rural feeling” expressed by residents who answered the survey. To preserve this component, Holladay should implement bonuses to developers for dedicating open space. Minimum standards should be established for the city to obtain dedicated open space. These standards should include minimum lot sizes, and development locations, the City of Holladay’s ability to provide services to the development, and maximum allowable densities.

1.0 OBJECTIVE: Prioritize open spaces to be dedicated.

Dedicated Open Space Policies

- 1.10 Parcels should conform to minimum size requirements.
- 1.10 Encourage contiguous open spaces where possible.
- 1.10 Open space bonuses should only be granted for land that is buildable.
- 1.10 Public land should be accessible to the general public.
- 1.10 The city shall actively pursue the preservation of significant open space through zoning, conservation easements, acquisition, clustering, and flood plain easements with city control.



Geologic Character of the Wasatch Range.

NATURAL RESOURCES



Existing open space in Holladay.

In order to develop policies that fulfill the vision and goals of The City of Holladay, it is important to analyze the physical characteristics of the community, both man-made and natural. The physical characteristics provide opportunities and produce constraints for development.

Hillsides and geologic hazards

The natural landscape of Holladay is covered with trees. Big Cottonwood Creek runs through the city from the southeast corner at the mouth of Big Cottonwood Canyon to the Cottonwood

Mall. Several canals and small creeks meander through Holladay as well.

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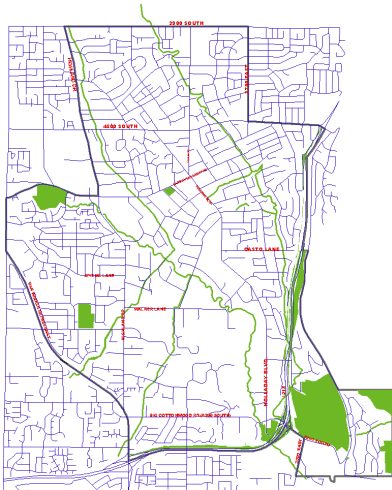
The majority of land in Holladay is relatively flat, and the area typically presents itself well for development. There are some areas of the city where the slope of the land exceeds 30%. The 30% slope areas should be left undisturbed because they create environmental difficulties for the city. The issues faced when developing 30% slope areas are:

1. Rock falls
2. Landslides or slope failure
3. Erosion
4. Storm water control failure
5. Traffic access problems

In addition to these concerns, the visual aesthetics would be negatively affected by development of hillsides and foothills. This would significantly impact the visual character that defines the Holladay community.

Development on steep slopes is expensive, both for the city and for developers. It should be avoided whenever possible. Placing restrictions on the development of these areas is encouraged. It is recommended that slopes greater than 30% be left undisturbed and that the Zoning Ordinance provides guidelines for protecting these areas.

1.0 OBJECTIVE: Preserve the natural hillsides and geological areas of the city.



Map 10: Open Space Land Use Type

Hillsides and Geologic Hazard Areas Policies

- 1.1 Where hillsides are in private ownership and development rights exist, reduce the impact of development on steep hillsides through measures such as low-density zoning, density clustering, transfer acquisition and/or dedicated open space.
- 1.2 Maintain public safety through sound hillside development and maintenance practices.
- 1.3 A geological/soils report addressing site conditions will be required for all proposed subdivision and major construction projects.
- 1.4 The aesthetic qualities of hillsides shall be preserved by minimizing the amount of hillside excavation and requiring that where hillside excavation occurs, cuts be fully reclaimed to a natural appearance through landscape restoration or through screening from general view of buildings.
- 1.5 Problem soils must be properly mitigated in all aspects of development.

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- 1.6 As a part of development review, the city will evaluate potential impacts as a result of irrigation, such as those encountered with the installation of lawns, that might be applied above the hillside creating erosion on the down slopes below.
- 1.7 Where development occurs on ridgelines, the city may require setbacks for buildings to avoid hazardous geological conditions and to decrease visual impacts. Where appropriate and necessary, density bonuses may be granted by the city to implement this policy.

Floodplains

Floodplains (See Map 10) are those areas impacted by the overflow of banks when runoff quantities from snowmelt and rain exceed the capacity of the creek channels. Floodplains are nature's way of dissipating energy of periodic high flows. As water levels rise from snow melt or storms, the increased velocity of water puts greater pressure on its banks. In normal conditions, vegetation adequately protects river and creek banks. Trunks, stems, branches, and boulders slow the water near the banks, and the soil is held in place by fibrous root systems. Runoff quantities may exceed the stream or river channel capacity. As the water spreads out, it slows down, and erosive energy is dissipated. Also as it slows down, the river deposits sediment, creating fertile soils usually associated with the floodplain. When floodplains are artificially restricted by levees, the river is not allowed to expand and slow down. This causes the river velocity to increase its energy, which results in flooding and bank erosion downstream. Once this process has taken place, it is very difficult and expensive to reverse. In addition to flood storage functions, floodplains also provide important wildlife habitat and locations for passive recreation activities.



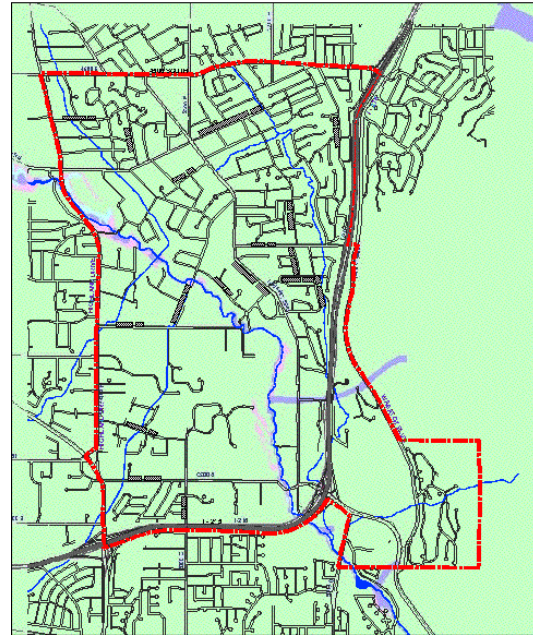
Existing flood plains in The City of Holladay.

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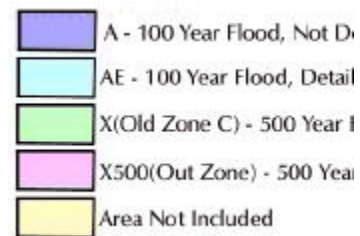
1.0 OBJECTIVE: Protect Floodplains throughout the city.

Floodplain Policies

- 1.1 Protect natural detention areas such as wetlands and floodplains to minimize increased flow due to runoff. This includes runoff from hard surfaces formed as a result of new development. Thus, mitigation measures should be implemented in these areas.
- 1.2 Discourage development within the 100-year floodplain. Exceptions should be made for facilities such as parks and trails that are compatible with periodic flooding. Floodwater must be able to flow freely through these facilities; therefore, construction of habitable buildings should not be permitted except as approved by the Planning Commission. The city should provide zoning incentives for residential development occurring in areas adjacent to, but outside of, the 100-year floodplain.
- 1.3 Current regulations for flood plain preservation should be strictly enforced and refined as necessary. The city should preserve streams through regulation of development in these areas.
- 1.4 Channelization of perennial flowing streams will be discouraged.



Map 11: FEMA Flood Zones



FEMA Map Legend

Wetlands and riparian areas

Wetlands generally include swamps, marshes, bogs, and similar areas. Federal law provides strict protection for wetlands. Thus, developers must be in conformance with these laws at all times when planning for these areas.

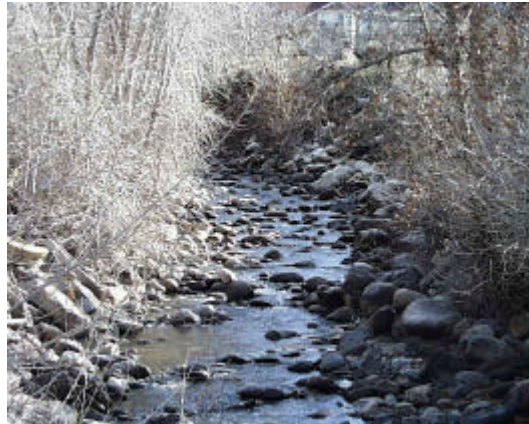
The U.S. Army Corps of Engineers regulates the protection of wetlands. The Corps should be consulted prior to any changes around these sensitive areas. Development in wetland areas should be discouraged unless it is done in a responsible manner and in accordance with Federal, State, and local guidelines.

The City of Holladay General Plan

1.0 OBJECTIVE: Preserve and protect wetland and riparian areas throughout the city.

Wetlands and Riparian Policies

- 1.1 The city will cooperate with Federal agencies to ensure the preservation and enhancement of wetlands. Development plans and land use modifications that could have adverse effects on wetlands will be required to eliminate or adequately mitigate the adverse impacts before permits will be issued.
- 1.2 The city will work with the U.S. Army Corps of Engineers and other appropriate government agencies to identify significant wetlands as the city expands.
- 1.3 The city will work to protect creek waterways.
- 1.4 The city will not allow the encroachment of wetlands by projects, whether public or private, without the proper mitigation of impacts.



Maintain riparian corridor, typical of many streams in the area.

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PUBLIC SERVICES AND FACILITIES

The public services and facilities section of the plan covers land use and quality of life issues that may be improved through city involvement. It includes several pertinent items brought to the attention of planners through citizen questionnaires. These items include such things as trash collection, animal control and general cleanup concerns.

1.0 OBJECTIVE: Establish a community cleanup program.

Public Services and Facilities

- 1.1 Establish neighborhood area cleanup plans and funding required for administering the programs. Include the reclamation or removal of nuisance elements such as the ponding of water on public streets.
- 1.2 Encourage and support the development of civic groups and other community organizations to be responsible for cleaning up parks and streets within their neighborhoods (Such as the “Adopt a Highway” program).
- 1.3 Encourage the burial of all overhead utilities where applicable.
- 1.4 Require that all new development bury utilities.

2.0 OBJECTIVE: Provide increased control of animal populations.

Public Services and Facilities

- 2.1 Provide for animal control within the city.
- 2.2 Adopt dogs on leash, litter fines, and other policies to establish accountability of pet owners using public spaces. Licensing of animals should be required.

3.0 OBJECTIVE: Promote recycling in The City of Holladay.

Public Services and Facilities Policies

- 3.1 Promote recycling within the city.
- 3.2 Provide information on various recycling programs for home and business owners.

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TRANSPORTATION

The transportation element of the General Plan addresses the transportation of people, goods, and services within The City of Holladay and its interaction with surrounding communities. The primary objective is to provide guidelines that will develop and maintain a safe transportation system that meets the needs of the community both now and in the future.



Existing roadway in The City of Holladay.

1.0 OBJECTIVE: Establish safety of the transportation system as a priority and work diligently to meet applicable safety standards.

- 1.1 Require all major developments to provide adequate access for emergency vehicles.
- 1.2 Protect crossings for children, particularly near schools and recreation areas.
- 1.3 Encourage development of school routing plans and recreation plans that minimize vehicle/pedestrian conflicts.
- 1.4 Establish speed limits based on traffic engineering analysis. Enforce speed limits.
- 1.5 Improve guidance of traffic on streets through striping, raised medians and islands, reduction of roadside obstructions, and other traffic engineering solutions.
- 1.6 Require all roadway features to meet minimum design standards established by the American Association of State Highway and Transportation Officials (AASHTO). All signs, pavement markings, and traffic signals must meet standards established by the Manual on Uniform Traffic Control Devices (MUTCD). The city Engineering Department can grant exceptions on a case-by-case basis for designs that demonstrate innovative superiority over the existing standards.
- 1.7 Upgrade or install pedestrian safety features at intersections and crossing areas as necessary, based on General Plan and city staff review.
- 1.8 Install and maintain a safe and efficient walkway system as shown in Table 1.8.1
- 1.9 Maintain optimal walkway conditions for walking, wheelchairs, and strollers by:
 - Repairing cracks and bumps.
 - Minimizing slopes.
 - Maintaining visibility at corners.
 - Avoiding abruptly ending walkways.
 - Reducing speed and traffic.
 - Keeping walkways clear of poles and other objects.
 - Avoiding poor drainage and standing water on walkways.



Avoid abruptly ending walkways.

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- Developing a program to remove ice and snow from walkways.
- Providing curb cuts and ramps that comply with the American with Disabilities Act (ADA).

1.10 The city will provide adequate emergency access and/or turnarounds on all dead end streets or cul-de-sacs.

TABLE 1.8.1 – Guidelines for Installing Walkways

Roadway Functional Classification (Land Use)	New Streets	Existing Streets
Major Arterials (All)	Both Sides	Both Sides. Every effort should be made to add walkways where they do not exist and complete missing links.
Minor Arterials (All)	Both Sides	Both Sides. Every effort should be made to add walkways where they do not exist and complete missing links.
Collectors (All)	Both Sides	Both Sides. Every effort should be made to add walkways where they do not exist and complete missing links.
Residential Collectors (1 Unit per Acre or More)	One side; prefer both sides.	At least 4 feet, preferably 8 feet, of shoulder on both sides
Residential Collectors (1 Units per Acre or Less)	One side preferred; shoulder on both sides required.	At least 4 feet, preferably 8 feet, of shoulder on both sides
Local Streets (All Residential)	One side preferred; 8-foot shoulder on both sides required.	At least 4 feet, preferably 8 feet, of shoulder on both sides
<p>Notes:</p> <ol style="list-style-type: none"> 1. Walkways are defined as a path or area that provides pedestrian accessibility and typically runs parallel to streets or highways. 2. Walkways should provide a stable mud-free surface. 3. Shoulder surface material should provide a stable and mud-free surface. 4. The city may amend this table on a case by case basis to maintain neighborhood character and to ensure the public’s safety and welfare. 5. Any street within two blocks of a school site that is or should be on a “Safe to School Route Plan” should have a walkway. 6. Walkways may be omitted on one side of a new street where that side clearly cannot be developed and where there are no existing or anticipated uses that would generate pedestrian trips on that side. 7. Where there are service roads, the walkway adjacent to the main road may be eliminated and replaced by a walkway adjacent to the service road on the side away from the main road. 8. For roads not likely to serve development, a shoulder at least 4 feet in width, preferably 8 feet, should be provided. 		

Source: Adapted from “Design and Safety of Pedestrian Facilities” a recommended practice of the Institute of Transportation Engineers (ITE), March 1998.

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2.0 OBJECTIVE: Design transportation facilities to assure efficient traffic flow throughout the city with compatible connections to regional transportation systems.

- 2.1. The city will develop a comprehensive Transportation Master Plan to supplement the General Plan.
- 2.2. The city will maintain a hierarchy of streets that is compatible with the land use the street system serves.
- 2.3. The street system shall include a hierarchy of vehicle usage. The City of Holladay will designate truck routes, which are primarily limited to the arterial street network.
- 2.4. Minimize traffic speeds on local streets by providing direct routes to collector and arterial streets. In addition, street design should be compatible with street function.
- 2.5. The city's circulation system shall be designed to accommodate the regional transportation system.
- 2.6. Follow the established hierarchy of streets by classifying all new roads according to their function and purpose.
- 2.7. The city will avoid the creation of offset “T” intersections.
- 2.8. The city will consider connecting dead-end streets or stub roads to logical termini as further development occurs adjacent to these streets.



The City will need to integrate with the regional transportation system.

3.0 OBJECTIVE: Improve traffic flow and circulation to major activity centers in the city.

- 3.1 Provide a street system that operates at a Level of Service (LOS) “D” on Arterial and Collector streets, and LOS "C" on all other streets during peak hours of travel. (LOS is a qualitative measure of a roadway or intersection as most recently defined by the Transportation Research Board’s Special Report 209, “Highway Capacity Manual”.)
- 3.2 Improve the efficiency of streets and reduce potential traffic conflicts through the use of upgraded or new signals, signing, pavement markings, and street lighting.



Center Medians can improve traffic flow by restricting left turn access.

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- 3.3 Work with employees to explore non-traditional ways of reducing traffic volume through demand management and system management strategies.
- 3.4 Plan future streets for the width necessary to serve 20-year projected traffic volumes at reasonable Levels of Service.
- 3.5 Require proposed developments to perform a Traffic Impact Study (TIS) when the proposed development will generate more than 100 trips during peak hours.
- 3.6 Require proposed developments to protect, preserve, and donate needed street width on existing or future roadways. (See Street Width Standards)



Quiet residential neighborhoods improve the quality of life.

4.0 OBJECTIVE: Aesthetic considerations are an important element of the street design in addition to the transportation role the street serves.

- 4.1 Require tree plantings along all arterial/collector streets to enhance the appearance of roads.
- 4.2 Require new developments to plant trees, landscape medians and parking areas, and provide maintenance of the landscaped areas.
- 4.3 Work with UDOT to ensure that city landscaping goals can be met on State Highways.
- 4.4 Develop a list of approved park strip trees to ensure that tree roots do not create maintenance problems and provide a positive appearance.
- 4.5 Upgrade and beautify walkways to create a functional, aesthetically pleasing pedestrian streetscape.
- 4.6 Streetscape design should reflect the local land use and environment.

5.0 OBJECTIVE: Provide a balanced multi-modal approach to transportation problems which considers mass transit, car pools, and other alternative modes of transportation to the single occupant automobile.

- 5.1 Encourage transit and multi-modal facilities that will make use of a system easy to use, especially for the elderly and handicapped.

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- 5.2 Require developers of new commercial centers to consider mass transit and other multi-modal services to the center in their design of parking facilities, road, and pedestrian accesses.
- 5.3 Support implementation of park-and-ride lots.
- 5.4 The city will partner with the Utah Transit Authority (UTA) to develop additional methods of providing increased transit service to the city and its residents.



The City of Holladay will encourage transit and multi-modal facilities.

6.0 OBJECTIVE: Support and encourage cyclists, pedestrians, and other non-motorized travel within The City of Holladay. Coordinate with adjacent jurisdictions to offer continuous routes for travel and recreation between communities.

- 6.1 Provide a balance between cyclist and pedestrian trails to satisfy both types of transportation and recreational needs in Holladay.
- 6.2 Encourage the use of alternative modes of transportation such as bicycles through a carefully developed support system.
- 6.3 Encourage pedestrian traffic in the historic downtown area and other commercial areas.
- 6.4 Develop safe and accessible pedestrian walkways.

7.0 OBJECTIVE: Preserve peace and quiet in residential areas through circulation design that slows traffic flow and encourages safe driving practices.

- 7.1 Develop circulation patterns for residential developments that implement traffic calming objectives.
- 7.2 Local neighborhood streets should provide vehicular and pedestrian access to land parcels. Local neighborhood streets should be designed to minimize speed, limit through-traffic, and add identity to the neighborhood.
- 7.3 New developments that create new local roads will incorporate traffic calming designs into their development plans.

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- 7.4 Quiet, residential neighborhoods improve the quality of life. Therefore, vehicular traffic should be minimized on these streets.
- 7.5 “Big Box,” or large retail developments, and campus style employment sites should be confined on arterial streets that are designed to facilitate large volumes of traffic.
- 7.6 Avoid residential street alignments that are straight for more than 1,000 feet.
- 7.7 Develop a city traffic calming plan and policies to assist residents in preserving neighborhood character.

8.0 OBJECTIVE: Where possible, the transportation plan should investigate innovative methods of preserving air quality and conserving valuable energy resources.

- 9.0 Improve intersection design and traffic signal timing plans to reduce delay at signals.
- 9.0 Encourage other methods of travel within the city such as trails, larger walkways, and bicycle lanes.
- 9.0 Encourage public awareness and participation in emission reduction programs.

RECOMMENDED STANDARDS

Roadway Classification

There are five main classifications of roadways within Holladay. These road types are defined as follows:

Secondary Residential – Roadways used primarily to provide direct access to residential, commercial, and other abutting properties. These roads are intended for low volume, short trips, and lower speed limits. These streets are designed with a fifty-foot (50') right of way.

Primary Residential – These roadways collect traffic from residential local roads and distribute them to Collector, Minor Arterial, and Arterial streets. These roads are intended for low volume, inter-neighborhood trips, and lower speed limits. These streets are designed with a sixty foot (60') right of way.

Collector – This type of roadway is intended to collect traffic from local and residential collectors and distribute them to Minor Arterial and Arterial streets. These streets are designed with a sixty-six foot (66') right of way.

Minor Arterial – These roads serve as the principle network for through-traffic or traffic traveling across town. Direct access on these streets should be limited. These streets

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carry higher volume of traffic at higher speeds. These streets are designed with a eighty foot (80') right of way.

Principal Arterial – Similar to the Minor Arterial, Traffic volumes for these streets are higher and operate at higher speeds. Access onto these streets should be strictly limited. These streets are designed with right of way widths either at eighty feet (80') or one hundred and six feet (106') depending on traffic volumes.

Freeway – A divided major highway with full control of access and no at grade crossings. These roadways serve as regional roads for longer trips and carry a high number of vehicles at high speeds.

A map showing the roadway classification for The City of Holladay can be seen in Appendix A – Street Classification Map and Sections.

Access

The location and design of access plays a critical role in how roadways function. Below are some guidelines that should be considered before any access is approved.

- Commercial driveways on collectors or arterial should not be located within 100 feet of the nearest intersection.
- Allow one driveway when frontage is less than 300 feet in commercial areas, two driveways for 300 to 600 feet of frontage, and three driveways for frontage greater than 600 feet.
- Residential areas shall allow one driveway per 100 lineal feet of curb.
- Maximum grades generally should be limited to 15% for residential driveways on local streets and 6% for low-volume, commercial, and industrial driveways on major or collector streets. High volume driveways should be limited to 3% when located on major or collector streets.
- Major driveways on opposite sides of a street should attempt to align across from each other. If an offset driveway is unavoidable, the offset should be at least 150 feet.
- The access to Minor Arterial and Arterial streets should be limited by encouraging shared access with adjacent properties.

Curb Cut and Approach Widths	
Residential	<ul style="list-style-type: none"> • 25 feet (one or two way) • Minimum angles 45 degrees. One curb cut per 100 lineal feet of curb
Commercial	<ul style="list-style-type: none"> • 20 feet (one way) • 38 feet (two way) • Minimum angle 45 degrees

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Maintenance of Traffic Control Devices

The city should establish a program to regularly maintain and inspect all traffic control devices within their jurisdiction. At this time, the program would include signing, striping, and lighting, with the possibility of traffic signals in the future. A periodic inspection provides a means for the city to identify devices that are no longer performing their intended function and areas that need the addition of traffic control devices.

Traffic signs that are no longer performing their intended function, or do not meet the Manual on Uniform Traffic Control Devices standards, should be replaced. This includes reflective signs that are no longer visible during nighttime driving. Centerline pavement markings should be placed on all arterial and collector streets and should be repainted whenever the markings become faded.

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NORTH HOLLADAY ANNEXATION AREA

Background

The area of Highland Drive to 2700 East and from 3900 South to 4500 South was annexed to the City of Holladay in 2002. It is a developed residential area with some peripheral commercial development. There is also multi-family development on the periphery as well as in the interior. Housing is mixed, ranging from larger single family detached homes to condominiums. Lots range from an acre to some less than a tenth of an acre. There is still some in-fill potential, but future development appears to be the upgrading of existing structures, and in some cases demolishing a structure in order to construct a larger one.

A major goal of the city is to conserve the values of the neighborhoods that have attracted the residents in the first place. Time has changed the housing market to one of larger homes with less yard. This is a very desirable residential area. With birthrates down, the family economic well being seems to be the biggest reason for larger homes. City-wide demographics show the cycle of maturing families, retirement, and relocation to housing that meets specific needs. The cycle is bringing some children again into areas where they have been absent for awhile. Nonetheless, there are many childless families and more single residents. Mobility has been facilitated by the economic well-being as well as necessity. Most families have multiple automobiles and thus traffic throughout the City has increased.

Land Use Element

The area has been developed as single-family residential use with some multifamily in-fill and peripheral commercial development. Public and quasi-public uses include schools and churches but no city parks. To conserve the values of the present characteristics of the area interior development should be limited to single family detached dwellings. New multifamily housing should be accommodated on the periphery associated with the major traffic routes.

Transportation And Circulation

The major designated transportation routes are Highland Drive, 2300 East, 2700 East, I-215, 3900 South and 4500 South. Designated residential collectors have yet to be identified and incorporated into the City's Circulation Map adopted as part of the City's

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General Plan. The city policy is to minimize cut-through traffic, diverting most traffic onto major routes. Mass transit in the area is limited to a few regional bus routes. The automobile is the principle means of travel for residents. Trails for walking, jogging and bicycling are planned as safe routes within the city as well as connecting to the Salt Lake County and Murray City trail systems.

Environment

The basic environmental considerations other than protection of the water supply are canals, irrigation ditches and storm runoff. The area is already developed in housing and commerce with very little undisturbed land left. It is the general intent to conserve the established character of the area.

Public Services And Facilities

The public facilities needed for the area, including schools and churches, are already established and are not expected to change. There are no public parks and recreation areas, but the existing public school and church grounds (particularly the Olympus High School facilities) function as park and recreation areas for the community. Because of this situation the need to add parks in the area has not been justified by the cost of redevelopment. Municipal services are provided including police, fire, waste collection, sewers and water systems. Public utilities are also present for connections.

Rehabilitation, Redevelopment And Conservation

Land values continue to remain high making commercial redevelopment by private enterprise attractive. Redevelopment of substandard housing is taking place by private industry. In-fill also occurs due to the attractiveness of the area for residential living. There is currently no city funded program to foster redevelopment. The basic goal of the city is conservation of existing development or its improvement by private enterprise. There is a need to protect and preserve historical properties. For example the first home constructed in the area is located on 2300 East Street. A 1920's mansion located just south of 3900 South, east of Highland Drive has historical architectural interest, as well.

Economic Considerations

The area is a fairly stable economic area and there are no current plans for special programs to stimulate changes.

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Recommendations For Implementation Of The Plan

After careful consideration of the land use development in the area, and particularly the size of lots, it is recommended that zoning be designed to conserve the character of the area. The residential properties should be allowed to improve within limits, rather than require families to relocate to other areas. Commercial development should not be allowed to encroach into residential areas. Trails for the enjoyment of the people should be introduced.

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HIGHLAND DRIVE/VAN WINKLE ANNEXATION AREA

Background

The Highland VanWinkle Annexation area is bordered by Highland Drive from Murray Holladay Road south to VanWinkle Expressway, and west to 1300 East. The area was annexed to the City of Holladay in July 2005 and covers approximately 850 acres with a population of just over 6,600 residents - about 25% of the total population of Holladay. Primarily developed as a single-family residential area, there are pockets of multi-family developments providing a variety of housing types and values throughout the area. Residential lot sizes range from large estate lots where horses are kept to medium sized single-family lots and small condominium lots within planned developments. Commercial uses are primarily located along Highland Drive in the area near the Cottonwood Mall. There is little vacant land in the area. Future development will likely be the upgrading or enlargement of existing structures.

On October 12, 2005, a well-attended public meeting was held at the Cottonwood Country Club, following notice sent to all property owners in the annexation area. Residents were given an opportunity to express their concerns and desires for the area as well as issues to address in the general plan update. The planning process was explained and a record was made of citizen comments. The following general issues were discussed;

- A. Walkability, circulation, and traffic enforcement.
- B. Parks, trails, and open space.
- C. Conservation of values.
- D. Non-residential uses.
- E. Housing concerns.
- F. School Closure.
- G. Land Use.
- H. Cottonwood Mall.
- I. The Environment and Environmental Hazards.
- J. Public Services and Facilities.
- K. Rehabilitation, Redevelopment and Conservation.
- L. Streetscapes.
- M. Economic Considerations.
- N. Infra-structure Improvements.
- O. Affordable and Life-cycle Housing.

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P. Property Tax.

A major goal of the city is to conserve the characteristics of the neighborhoods that attracted the residents to the area. The city is a very desirable residential area with above average property values. However, time has changed the housing market to one of large homes with smaller yards. Family economic well-being may be the major reason for larger homes. Citywide demographics show the cycle of maturing families, retirement, and relocation to housing that meets specific needs. The cycle is bringing some children back into areas where their numbers had been declining but the trend is to smaller or childless families and single residents. Mobility has been energized by this economic well being as well as the need to leave the area for employment. Most families have multiple automobiles and thus, according to recent traffic counts, the traffic throughout the city is increasing.

GENERAL PLAN OBJECTIVES

A. Walkability, Circulation, And Traffic Enforcement.

In order to make the area more pedestrian friendly, continuous and uncluttered sidewalks are needed. Residents should be able to walk to destinations and return safely. Children should have a safe walking access to school.

The major designated traffic circulation routes around the area include Highland Drive, Murray/Holladay Road, and Van Winkle Expressway. Residential collectors are shown on the City's Circulation Map adopted as part of the City's General Plan. The city policy is to minimize cut-through traffic by diverting most traffic onto major routes.

Mass transit in the area is limited to a few regional bus routes. The automobile is the principal means of travel for residents.

Speeding is a serious concern for all residents of the area and particularly on Van Winkle, Highland Drive, 5600 South and Spring Lane.

Goals:

1. Incorporate traffic calming measures to reduce speeds and discourage cut-through traffic. Reasonable traffic calming techniques, other than speed bumps, should be favored. Traffic cut-through capability on Woodcrest Avenue should be eliminated.
2. Speed limits on the city streets should be established reasonably and vigilantly enforced.
3. A traffic light at Oakwood School on Highland Drive should be installed for student safety when school is in session.

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4. Where possible, new sidewalks should be constructed to connect with existing walks. Walks should be widened appropriately where more foot traffic exists or is anticipated and park strips required separating pedestrians from moving traffic.
5. The City should adopt a policy and funding to assist property owners in installing sidewalks and street lighting.
6. Landscaping and/or fencing methods to reduce traffic noise should be approved by the city.
7. A citywide street lighting plan should be adopted including identifying neighborhoods in need of streetlights.
8. Where the need is evident, property owners should be allowed to install fencing and landscaping to reduce traffic noise and impacts.

B. Parks, Trails, And Open Space.

This area of the City enjoys a higher percentage of parks and open space than the rest of the City. The 28-acre Creekside Park on Murray Holladay Road, a Salt Lake County facility, and the Cottonwood Country Club provide an amenity to the area that is unique to this part of the City. Existing public school and church grounds, add to the recreation opportunities in the area but there is a need for additional public parks and recreation facilities, particularly in the higher density areas.

Goals:

1. New parks and open space should be planned, particularly in the higher density areas.
2. Trails for walking, jogging and bicycling should be planned as safe routes within the city as well as connecting to the Salt Lake County and Murray City trail systems.
3. Existing canals should also be considered for trails and bike paths.

C. Conservation Of Property Values.

The residents support a community beautification committee for oversight of poorly maintained yards and minor zoning violations. The city, in conjunction with resident volunteers, should develop a peer-oriented program to call attention to problem properties and to annually recognize outstanding yards and properties.

D. Non-Residential Uses.

The majority of non-residential uses in the area are located along Highland Drive. With pressure to increase the non-residential uses along this arterial, the community supports restricting the establishment of new, non-residential uses and enforcing existing regulations to minimize the impact of these uses on the adjacent residential properties.

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Redevelopment along Highland Drive that adversely impacts existing single family residences should be discouraged until compatible relationships can be determined and consequential traffic minimized.

Holladay has a large number of citizens who work from their homes. Out of 2400 licensed businesses in the city, over 900 are home occupations. These small businesses should be supported.

Goals:

1. New non-residential uses on Highland Drive that generate high levels of traffic and congestion should not be allowed.
2. New development on Highland Drive south of Spring Lane should not include retail, commercial or other uses that generate high levels of vehicular trips.
3. Home occupation regulations should assure that the use of residential buildings or property is compatible with neighboring properties, reveals no non-residential use or activity, and is not operated as a public destination.

E. Housing.

The area has a mix of housing options including single family neighborhoods and large condominiums and rental projects. This area could be a target for “teardowns”. Teardowns and “monster homes” can be devastating to an existing neighborhood. Larger homes need proper setbacks and massing to be in scale with the neighborhood.

Goals:

1. The city should adopt policies and/or ordinances regarding larger homes and replacement of older, smaller houses to assure property owners that new construction will be of a scale and style that will enhance the character and quality of the existing neighborhoods.
2. Affordable housing should be encouraged to attract families with children in order that schools may continue to survive.
3. Higher density housing may be appropriate in certain, limited areas depending on their potential impact on the neighborhood and access to the circulation system.

F. School Closure.

A serious threat to the stability of the area is the potential for school closures, especially elementary schools. The city’s announced policy is maintenance of community-based schools except if the school has become clearly non-functional. The public ownership of the school properties should be continued to assure that and if a school is declared obsolete, the property will remain public and perhaps utilized for another public facility, such as a park.

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Goal:

The City of Holladay should work closely with Granite School District to maintain a long-range perspective for continued operation of viable schools and/or adoption of a plan for relinquished school properties that will assure continued public ownership as recreation opportunities and valuable open-space in the city.

G. Land Use.

The area has been developed as single-family residential with some condominiums and multifamily. Commercial development is primarily along Highland Drive and clustered near the Cottonwood Mall. The public and quasi-public uses include schools and churches and Creekside Park on Murray-Holladay Road. There is no industrial land use or large job centers in the area.

Goals:

1. To conserve the present characteristics of the interior residential areas. However, new development should generally be limited to single family detached dwellings. Moderate and higher density and multi-family housing can be accommodated on the periphery associated with the major traffic routes, particularly Highland Drive.
2. Expansion of non-residential development should not be allowed on Highland Drive except for uses such as offices that are architecturally compatible with adjacent existing residential development in the area and will impact the traffic less than traditional moderate density housing.

H. Cottonwood Mall.

Cottonwood Mall is the single greatest economic generator for the City of Holladay. The city has been anticipating a redevelopment plan for the Cottonwood Mall from the mall owners. No plan for the mall has yet been made public. The City of Holladay should proceed with an investigation of the options and alternatives and propose as a goal of the general plan a long-range development and conservation plan to create an exciting retail environment in the Cottonwood Mall area. It is not necessary to wait for the mall owners to present their plan. It shall be a goal of this plan to educate the mall owners to understand the vision of the city for the area and match or improve the city's plan for the area. It is recommended that the Highland Drive corridor be included in the study of Cottonwood Mall area to propose the long range appropriate uses along that street.

Goals:

1. The city's plan for the mall area should open the shopping environment to greater pedestrian access and human scale.
2. Parking areas should be convenient but subordinate to the general aesthetic experience of the mall.

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3. Parking areas should not entirely surround the retail commercial structure, but should be separated to open up the area to pedestrian access and other attractive experiences.
4. Cottonwood Creek should be opened up and even rerouted to provide an inviting water feature as part of the mall design.
5. Land uses along the adjacent arterial streets that accommodate traffic to the mall should be reviewed and designed to avoid traffic congestion and provide pedestrian safety.
6. Murray Holladay Road should provide an aesthetic experience for pedestrians and vehicles between the Holladay Village and the Mall including any needed infrastructure improvement to Murray Holladay Road.
7. Creative planning and traffic engineering should provide solutions to access problems and create an atmosphere of invitation and not one of confusion and difficulty in finding a destination or convenient parking space. It should be easy to visit the Mall by foot, bike or vehicle.
8. The protection of the existing residential development along Highland Drive south of the mall area should include higher densities and office developments compatible with current development.

I. The Environment And Environmental Hazards.

Basic environmental consideration includes protection of the water supply, canals and irrigation ditches, storm runoff in flood plains, and liquefaction. The area is primarily developed in housing and commerce with very little undisturbed land left. It is the general intent to conserve the established character of the area. Future development needs to comply with the latest techniques for determining hazards and mitigation.

J. Public Services And Facilities.

The public facilities needed for the area, including schools and churches, are already established and are not expected to change except for public parks and recreation areas.

Municipal services and public utilities are available and include: police, fire, waste collection, sewers and water systems. Water systems need upgrading to meet fire flow needs of the Uniform Fire Authority. Storm drainage facilities need to be installed. Street maintenance continues to be a high priority.

Goals:

4. Improve existing water systems, storm drainage systems, curb, gutter and sidewalks to city standards.
5. Adopt a program to provide continuous upgrading and maintenance of infrastructure to assure adequate services.
6. Safe walking routes to schools should have highest priority.
7. Street maintenance needs a higher priority and effort.

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K. Rehabilitation, Redevelopment And Conservation.

Land values continue to remain high making commercial redevelopment by private enterprise attractive. Redevelopment of substandard housing is taking place by private industry. In-fill development also occurs due to the attractiveness of the area for residential living. There is currently no publicly funded program to foster redevelopment or affordable housing. The basic goal of the city is conservation of existing development or its improvement by private enterprise. There may be a need to protect and preserve historical properties; this should be carefully evaluated.

Goals:

4. Organize an historic preservation committee to review historical significance of elements in the community.
4. Where significance is determined there should be a program for conservation and public awareness.
5. Conserve existing trees and provide for reforestation and landscaping to maintain the character of Holladay.

L. Streetscapes- Aesthetics.

Holladay has a variety of streetscapes. The Cottonwood area is known for its tree-lined, private streets and high water table with surface water providing irrigation for general landscaping. The entire city is known for this generous greenery and a feeling of being in harmony with nature. This character is expected to be found throughout the city.

A “streetscape” or the area between the buildings on opposite sides of the street sets the tone for the neighborhood. Typically this includes, the street, sidewalk and park strips as well as the fencing and landscaping on private property. The city maintains the street pavement and abutting property owners are required to maintain the parking strip and sidewalk.

Property owners are encouraged to properly landscape their yards and achieve an attractive streetscape, which enhances the experience of walking or riding down a street. This supports higher property values and a desirable image of the City. The value of trees in the streetscape, whether on public or private land, cannot be overestimated. The desert climate of the Salt Lake

Valley encourages conservation of water; therefore, drought resistant landscaping plants and trees are encouraged.

Front yard fences are typically restricted to four feet (4') in height throughout the area but along Highland Drive, and Murray Holladay Road, higher fences can be approved if landscaping is installed between the sidewalk and the fence. On these streets, traffic, noise and other detrimental impacts generally support an exception for six foot high fences.

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Where property owners refuse to or cannot maintain their landscaped yards enforcement becomes necessary. Neighbors may voluntarily assist in the maintenance but it is the ultimate responsibility of the property owner to comply with the City's standards.

M. Economic Considerations.

The area is economically stable and there are no current plans for special programs or development that would impose changes.

N. Infra-Structure Improvements.

Much of the original development did not include sidewalks, street lighting, or storm drainage systems. To meet the needs of residents, the use of special improvement districts could augment funding from the City of Holladay's general fund in improving the area's infrastructure.

O. Affordable And Life-Cycle Housing.

The housing element of the general plan will be presented at a later date.

P. Property Tax.

The City of Holladay Council continues to maintain a fiscal policy that supports a municipal property tax rate slightly below that of Salt Lake County.

RECOMMENDATIONS FOR IMPLEMENTATION OF THE PLAN FOR THE HIGHLAND DRIVE/VAN WINKLE ANNEXATION AREA.

After careful consideration of the land use development in the area, and particularly the size of lots, it is recommended that all city programs be directed and designed to conserve the character of the area. The following goals should be implemented through zoning regulations and city policies;

1. Residential properties should be allowed to expand and improve within limits, rather than require families to relocate to other areas.
2. Commercial development should not be allowed to encroach into residential areas. Trails for the enjoyment of the people should be introduced.
3. the circulation system streets should be classified and improved according to use and need for safety. Of particular concern is the enforcement of traffic speed limits for safety of residents. All extraneous traffic should be eliminated from the quiet neighborhoods and encouraged to travel on the collector and arterial streets.
4. Meadowmoor Elementary School and its associated open space is

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scheduled to be closed. The school is an asset to the neighborhood and should be kept open as long as possible. Upon closure, the city should develop a plan for acquisition of the land for conversion to a neighborhood park and/or recreation area. If acquisition is not feasible, the city should ensure that redevelopment of the land remains residential and is compatible with the surrounding neighborhoods and circulation plan.

SUMMARY

The next crucial step of this process will be the implementation of this plan. The adoption of the General Plan does not provide a benefit to the residents of Holladay unless there is a level of commitment by the community and elected officials to implement it. The next step is to carry out the Objectives and Policies outlined in the plan through implementation in the zoning ordinance and development codes.

Zoning Ordinance and Development Codes

A zoning ordinance and development code takes the recommended land uses proposed in the General Plan and creates a logical and specific zoning map and written zoning ordinances. Together, the maps, ordinances, and codes will designate and define specific land uses that are compatible based on geographic location, allowed uses, and restrictions of those uses. Zoning is the method by which a city enforces its vision of its General Plan.

The transition of the General Plan to zoning should have a direct correlation. However, exceptions may be made based on extenuating circumstances. The intent is to have a general desire, or Plan, for land use through an overall vision, while maintaining the general health, safety, and welfare of the community that shows sensitivity to private property rights. Zoning enforces the plan but still incorporates the vision of the community. Remember, the goal is to promote the harmony of the environment, history, and culture of the area and create an exuberant community through responsible growth. As a result, zoning requires a great deal of commitment to accomplish the Objectives and Policies outlined in the General Plan. Several tools of zoning may be applied in order to maintain a level of flexibility for both The City of Holladay and the landowner. The following are some of the tools that can be utilized in order to accomplish this flexibility:

- ❑ Conditional Use Permits
- ❑ Overlay Zones
- ❑ Planned Unit Developments (PUD's)
- ❑ Sensitive Lands Regulations
- ❑ Capital Improvements Programming
- ❑ Historic Districts
- ❑ Design Guidelines

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The General Plan, the zoning ordinance, and all the development codes should reflect the desired intent of the residents of The City of Holladay and incorporate all the necessary legal requirements that will allow for a socially diverse and economically viable community. In essence, The City of Holladay should be a place that residents are proud to call home.