



**City of Holladay General Plan
Proposed Appendix K
Highland Drive Corridor Master Plan
2011**

Prepared by:

**City of Holladay Community Development Dept.
January 2012**

**Paul Allred, Community Development Director
Rick Whiting, City Planner
Josh Deifel, Planning Intern
Jason Bond, Planning Intern**

I. Introduction

Over many years, Highland Drive in Holladay has transformed from a quiet neighborhood street with roots in residential settlement and farming to a very busy major roadway. High traffic volume and increasing intensity of land-use has eroded the number of single family homes along Highland Drive south of Murray Holladay Road and virtually eliminated the same along the northern part of the corridor.



Residential Property “For Sale” - 2010 (Typical)

II. Highland Drive Corridor Master Plan (HDCMP)

This Appendix (J) to the City’s General Plan creates a Highland Drive Corridor Master Plan (HDCMP or “the Plan.”) It recognizes continued evolution of the corridor as part of the City’s lifecycle. While acknowledging the inevitability of growth and change, the HDCMP seeks to create policies that achieve balance between the constant pressure for development and protection of those characteristics that make Highland Drive and the City of Holladay a unique and special place.

The Plan envisions and recommends increased residential density and designates key selected areas for commercial development. It also contemplates an increased public transit presence along Highland Drive over the course of several decades.

The HDCMP suggests the following goals for the Highland Drive corridor:

A. Core Community Values

1. Ensure the ongoing safety of Holladay residents & visitors and the general welfare of the community.
2. Promote safe and efficient road design, pedestrian safety and safe pathways to schools, parks, churches, recreational and commercial areas.
3. Implement land use planning and new development that does not compromise the quality of life of residents whose property is adjacent to the corridor.
4. Expand public transit to minimize pollution, congestion, energy waste and encourage linkages to commercial areas where appropriate.
5. Protect existing trees where feasible while promoting planting of new trees.
6. Where feasible and within the context of financial realities - implement “Complete Streets” concepts found in section J.1.

B. Land Use and Zoning

Infill opportunities are limited, open spaces and energy resources are diminishing. The Plan suggests new zoning patterns along Highland Drive.

1. Small areas of commercial development should be encouraged at key intersections with Highland Drive such as Spring Lane, Walker Lane and 5600 South. Use of the Neighborhood Commercial “NC” or a possible new zone such as Residential Office, “RO” or similar may be appropriate.
2. Higher density multi-family residential zoning, such as the RM & R-2-10 zones, should be employed in the mid-block spaces between these commercial developments.



*Café Madrid - 5244 S Highland Dr. - 2011
Example application of “NC” zone principles*



*Examples of “Higher Density”
Residential Development*



*VW Properties Building - 6970 S 3000 East - 2010
Example of “Residential Office” style Architecture*

3. When considering non-residential zoning, the depth of the zone should be appropriate to surrounding land uses. It should not generally reach beyond 200 feet deep from Highland Drive.

4. The impact of new development on existing residents should be thoroughly evaluated. Nuisance factors such as excess noise, light, and odors should be minimized with buffering measures.
5. New large-lot, single family residential development should be discouraged along the Highland Drive corridor.

C. Commerce

Business is the key economic engine for the City of Holladay and the Plan recognizes its importance. Measures that attract economic vitality while protecting core community values should be encouraged. Grouping of compatible businesses should be emphasized in order to enhance economic synergy and create a neighborhood identity. Goals should include:

1. To establish an ambience that is inviting for new businesses to locate along this street;
2. To encourage existing businesses to upgrade building architecture, landscaping and other site related factors to compliment the new vision of the Highland Drive Corridor;
3. To improve access, infrastructure, easy pedestrian movement and other business promoting factors;
4. To place new buildings close to the street to calm traffic and create an aesthetically pleasing street wall that will invite more commerce and economic activity at key intersections. (Parking should be designed to be in the rear or on the side of buildings with primary building entrances facing the street);
5. To streamline entitlement processes and permitting / fee structures in order to invite appropriate development;
6. To use economic assistance programs such as the Redevelopment Agency (RDA;) and Economic Development Agency (EDA;) or Community Development Agency (CDA) wherever feasible to stimulate appropriate development.

D. Traffic Control, Road Configuration

In-depth study is required to determine the optimal road configuration to accommodate regional traffic while still serving local residents and businesses.

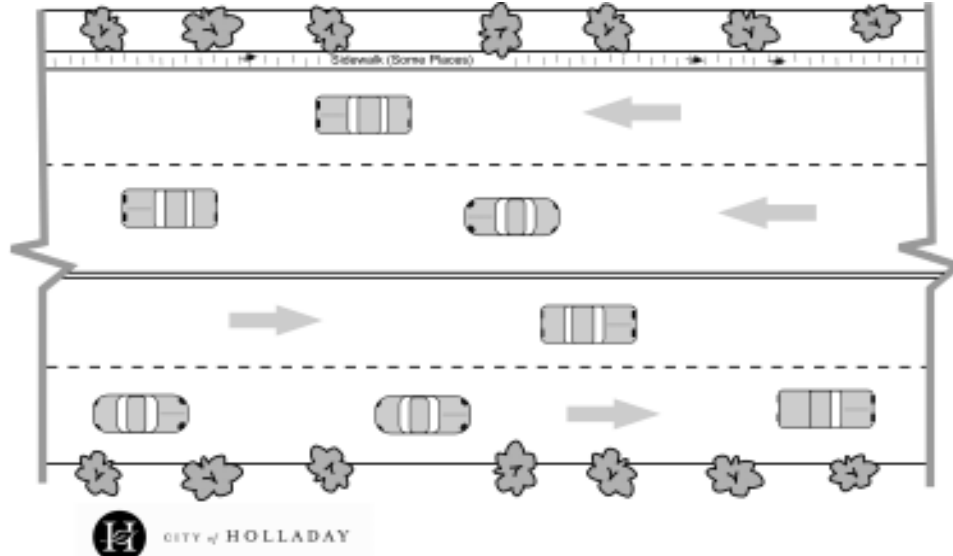
The four lane road configuration north of Murray-Holladay Rd. to 3900 South is expected to remain indefinitely. (Holladay only controls land use on the east side of the street.) However, the road configuration for Highland Drive from Murray-Holladay Rd. south to the VanWinkle Expressway should:

1. Include increased right-of-way through road dedication by property owners and developers when appropriate;
2. Maintain sufficient traffic capacity to support commercial activity;
3. Enable smooth and appropriate traffic volumes with minimal delay by use of efficient traffic lights with synchronized controls;
4. Create minimal conflict and disruption of traffic through the commercial areas;
5. Enhance future public transit options; and
6. Incorporate “Complete Streets” principles where feasible. (See Appendix J.1)

Future Road Option 1. Status Quo -

(Note: This scenario represents the lower cost factor of the two proposed options.)

Re-engineer the current four lane road configuration (two lanes in each direction) with some limited right-of-way acquisition to complete missing sections of sidewalk, add a pedestrian/bicycle lane and protected left turn-outs wherever possible.



Highland Drive Road Configuration South of Murray-Holladay Road



Conceptual Four Lane Road Configuration

IV. Map



**Proposed New General Plan Land Use Designation:
“HDC” - Highland Drive Corridor**

Proposed Text Changes for Body of the General Plan:

Please Note: The following selected text is from the General Plan. Text with ~~strikethrough~~ is proposed to be deleted. ***Bold, italicized and underlined*** text is proposed to be added. Other text is shown for reference only and/or to accentuate pertinent concepts. The page location for each entry in the General Plan is noted.

GP (as Amended October 2007) Page 3 (Second Paragraph) - “Holladay residents have chosen to develop a plan that suits their needs and supports the environment that currently exists in the city ***while adopting methodical growth and controlled change***. 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.”

GP (as Amended October 2007) Page 16 (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 ***positioned*** in the rear ***or side of buildings*** ~~or~~ ***and*** buffered with appropriate landscaping. Parking, wherever possible, should be shared to maximize efficiency. ***New commercial buildings should be moved close to the street and entrances should face the street.*** Buildings should be broken in their ***vertical and horizontal*** relief to maintain interest in building facades.”

GP (as Amended October 2007) Page 17 –

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

Other Commercial Policies

- 1.1 “Higher density commercial, ***multi-family residential and/or mixed-use*** development ~~shall~~ ***should*** be encouraged within the Holladay Village proposed downtown center, ~~and~~ at the Cottonwood Mall, ~~and~~ ***along both sides of Highland Drive from Meadowmoor Rd. to the VanWinkle Expressway, at 6200 South and I-215 interchange area (Knudsen Corner), and at the corner of 6200 South and Highland Drive area*** ***and on the east side of Highland Drive South of 6200 South to I-215.***

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. . . . 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. . . . 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 include the addition of carefully controlled mixed-use commercial development as well as** ~~be the~~ upgrading or enlargement of existing structures **buildings.**”

D. *Non-Residential Uses.*

The majority of non-residential uses in the area **City of Holladay** 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.~~ Redevelopment along Highland Drive that **may** adversely impacts existing single family residences should be discouraged until **carefully evaluated and controlled through proper zoning and site planning.** ~~compatible relationships can be determined and consequential traffic minimized.~~

Goals **for Highland Drive Home Occupations:**

1. New non-residential uses on Highland Drive that generate high levels of traffic and congestion should ~~not be allowed~~ **be carefully controlled through zoning and business licensing.**
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.~~
- 3-2. Home occupation regulations should assure that the use of residential buildings or property **along Highland Drive** is compatible with neighboring properties. ~~reveals no non-residential use or activity, and is not operated as a public destination.~~

G. *Land Use.*

Goals:

2. Expansion of non-residential development should ~~not~~ be allowed on

Highland Drive ~~except for uses such as offices~~ ***provided*** that ***such development is*** are architecturally ***and use*** compatible with adjacent existing residential development in the area and will ***not adversely impact the traffic on Highland Drive or connecting streets.*** ~~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.~~

The Cottonwood Mall has been an important economic element in the City of Holladay and the Highland Drive Corridor. The current property owner, Howard Hughes Corporation, possesses a multi-faceted mixed-use plan for the site that has been approved and extended by the City and the RDA. The city anticipates that the project will move forward when improvements in the national economy support the significant investment required. Changes to traffic and development patterns along Highland Drive will inevitably result when this happens and a positive economic impact on the City will be dramatic.

Goals:

8. ~~The protection of the e-~~***Existing*** residential development along Highland Drive south of the Mall area should include higher densities, and office developments compatible with current ***and planned*** development.

GP (as Amended October 2007) Page 46 –

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;

2. Commercial development should, ~~not~~ ***if carefully integrated,*** be allowed to ~~encroach and into~~ ***along key*** residential areas ***of Highland Drive.***

1.

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

➔ HDCMP Highland Drive Corridor Master Plan (Incorporates OR, PO, C, MDR, OS, P/QP)

Appendix J.1

Complete Streets

The primary concept of “Complete Streets” is that all “users” are accommodated.

What is “Complete Streets?” Urban road and community land design that enables all forms of transportation – motor vehicle, public transit, pedestrian, bicycle, mobility impaired, etc – possibly even equestrian.

What Complete Streets is Not – design by prescription or a mandate for retrofit.

Complete Streets Encourages: medians to calm traffic and break-up crosswalks; bike lanes; transit orientation and access; connections to trails and spurs with good signage to direct people.

Why Complete Streets?

1. Better health and reduced illness of citizens through higher activity - reduces obesity and related health problems.
2. Increased mobility for all ages - the young as well as the elderly.
3. Better safety for both the pedestrian and the driver.
4. Economy of public works and increased commerce.
5. Saves cost by “getting it right the first time.”
6. Supports innovative solutions in land use and urban configuration.
7. Impacts all agencies – all roads.
8. Ensures that existing dollars are used differently [and wisely.]
9. Creates a network of roads and trails.
10. It’s the right thing to do for safety and livability.
11. Sets performance standards for communities.
12. It’s flexible and context sensitive.
13. Can be implemented in steps.
14. Includes all modes of travel, i.e. vehicle, pedestrian, bicycle, wheelchair, etc.
15. It incorporates advanced design standards.
16. Links short trip uses to reduce vehicle trips.

Best Design for Complete Streets includes:

1. Reduced traffic speeds
2. Relatively narrow roads
3. Transit stops
4. Sidewalks
5. Connect bicycle and pedestrian paths with public transit
6. Shoulder bike lanes
7. Context sensitive design – consider all factors such as users, size, traffic, surrounding land uses, etc.

8. Sidewalks are an integral part of the street
9. Community ordinances need to “grant permission” to planners and engineers to design using Complete Streets concepts.
10. Design roadways from the outside-in, i.e. first design bike and pedestrian lanes, then parking and medians and then vehicular travel lane width.
11. Focus on intersections and connectivity first
12. Encourage small scale retail and commercial districts
13. Create small scale parks
14. Site parks close to schools

Low Cost Improvements Can Include:

1. Using existing funding differently than historical patterns
2. Using low cost improvements such as:
 - a. Striping
 - b. Narrow Lanes
 - c. Install sidewalks concurrently with storm drainage projects
 - d. Signal timing for bicycles
3. Link Public Health to planning for Complete Streets

Best Opportunities Come During Transforming Moments

1. Faltering economy
2. Increasing fuel costs
3. Inactivity in public realm increasing public awareness
4. Quality of life transformations
5. Climate change and with increasing awareness of sustainability
6. Implementation changing policy to practice
7. Public education
8. Safe routes to school (36 percent of funding goes to non-infrastructure expenditures)
9. Build cooperative participation and support
 - a. Schools
 - b. Elected Officials
 - c. Developers
 - d. Parks and recreation people
 - e. Residential owners
 - f. Transportation Agencies