



**CITY OF HOLLADAY
GENERAL PLAN
2015-2030**

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NOTES

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

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CHAPTER 1: INTRODUCTION AND BACKGROUND

INTRODUCTION

This Holladay General Plan – 2015 - 2030 is intended to guide future development and growth according to broad goals and visions for Holladay during the next 10 to 15 years. The adoption of a general plan is mandated by Utah State code and must contain three specific elements; 1) a land use element, 2) a transportation element, and 3) a plan for the inclusion of moderate income housing. A city may include those other elements that it deems necessary. Under Utah State Code, all public uses must conform to the City's General Plan. As to private property, a general plan is an advisory document, unlike the Land Use and Development Regulations, or zoning ordinance, which requires strict compliance.

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

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

VISION STATEMENT

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

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

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

OBJECTIVE 1: To strive for fiscal and environmental sustainability.

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

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

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

5
 6 To meet these objectives, the general plan and its supporting study describe existing conditions, analyze
 7 important community issues and ideas, and propose a future vision and direction for the City. In order
 8 to ensure the General Plan accurately represents the anticipated future, a comprehensive public
 9 involvement process was utilized to capture the ideas and vision of the citizens of Holladay.

10
 11 The General Plan is composed of nine chapters which serve as a guide for future development.

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

21
 22 Although each chapter is specific in its focus, all eight chapters are intended to work as a coordinated
 23 system. Specific recommendations are provided in each chapter as a series of Goals, Policies, and
 24 Implementation Measures to help guide the City's future growth and are based on the demographic
 25 data gathered and public input detailed in the supporting General Plan Study documents.

26 27 **BACKGROUND**

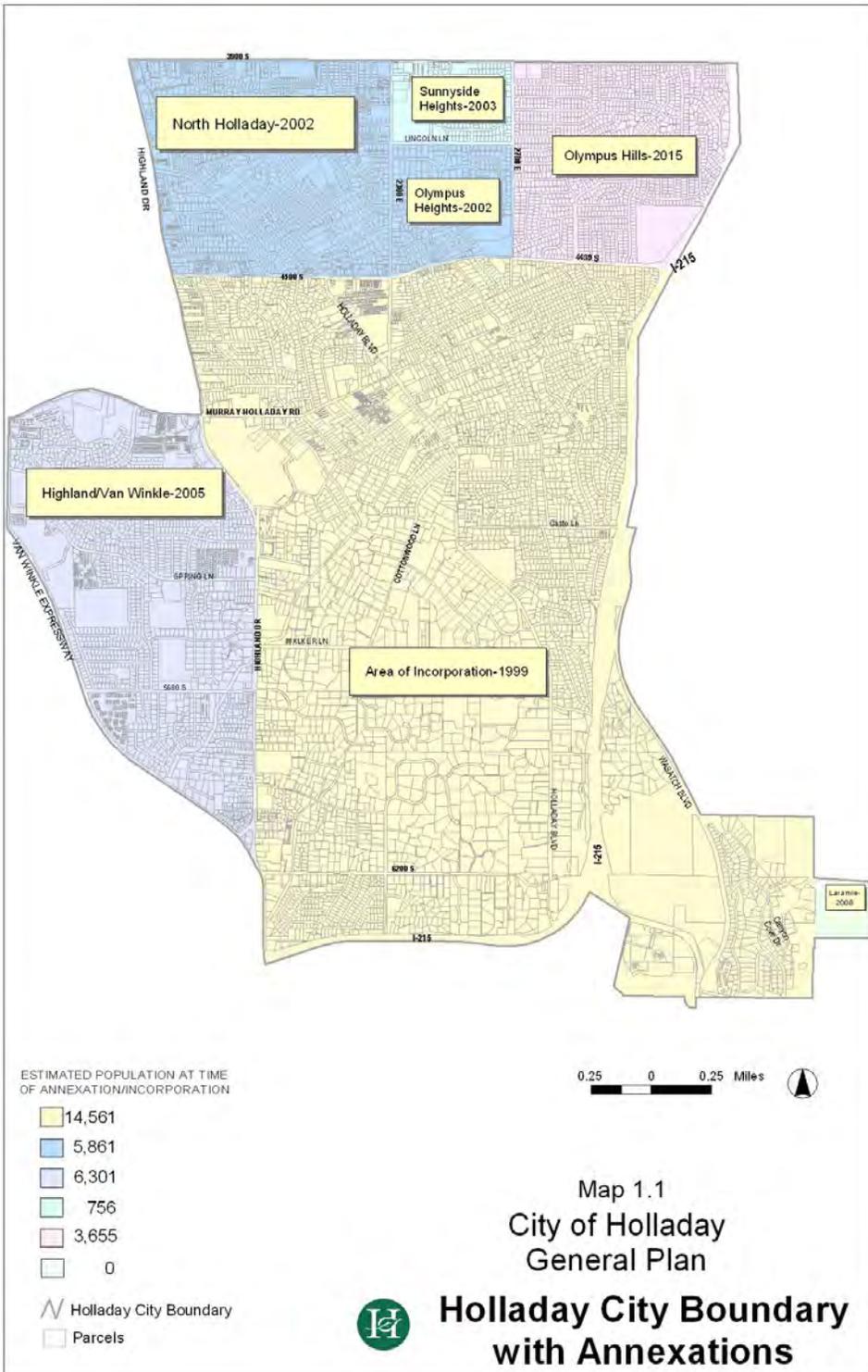
28
 29 The City of Holladay incorporated in 1999 after years of petitioning and debate, soon after creating, then
 30 adopting, its first General Plan in June 2000. The original General Plan has subsequently been amended
 31 five times during the ensuing fifteen years, in March 2005, March 2006, September 2006, October 2007,
 32 and most recently in February 2012. The boundary of Holladay has also changed several times since the
 33 original General Plan was adopted. The key area additions are as follows:

- 34 • Annexation of the North Holladay/Olympus Heights/Sunnyside Heights area into the City in
 35 2002/2003, which extends from Highland Drive to 2700 East and 3900 South to 4500 South;
- 36 • Annexation of the Highland Drive/Van Winkle area into the city in 2005, which added the area
 37 along Highland Drive from Murray Holladay Road south to Van Winkle Expressway; and, most
 38 recently;
- 39 • Annexation of the Olympus Hills neighborhood, which extends from 3900 South to 4500 South
 40 and between 2700 East and I-215, which was finalized in January 2015.

41
 42 All told, these annexations increased the total city area to just over 8 square miles, which is an increase
 43 of approximately 70% from the original City area. With recent changes to annexation/incorporation
 44 policies for Salt Lake County in the 2015 Legislature, it is unlikely the City boundaries will change in the
 45 future. Map 1.1 shows the current city boundary and the annexation areas with the pertinent years.

46

1 Map 1.1: Annexations



2
3

PUBLIC INVOLVEMENT -- 2014-2015

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

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

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

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

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

POPULATION AND POPULATION CHANGE

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

Population growth from incorporation to present is:

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

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

4
 5 As of this writing, the projected Annual Average Growth Rate through 2040 in the City of Holladay is
 6 projected to be less than one percent, as the City is primarily built-out. Future increases in population
 7 will primarily result from re-development of existing properties.

8
 9 **DEMOGRAPHICS**

10
 11 The following is a demographic snapshot of Holladay’s residents with comparisons to nearby
 12 communities and Salt Lake County.

13
 14 **TABLE 1.1: DEMOGRAPHICS-2010- 2014 5YEAR ACS ESTIMATES**

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

15
 16 From the table above it is clear that, in comparison, Holladay citizens are slightly older, live in smaller
 17 households, have a higher than average per capita household income, and are well-educated.

18
 19 In order for the General Plan to continue being relevant for years to come, it should be reviewed and
 20 updated regularly. Modifications and amendments should be carefully evaluated to determine how
 21 they affect the greater vision expressed in the plan. Changes should therefore be considered during
 22 special meetings entirely devoted to that process that provide the time and focus necessary to fully
 23 understand and evaluate the impact of proposed changes. This will help ensure that the General Plan is
 24 not compromised as a result of hasty decisions, development pressure, or inadequate information.

25
 26 Currently, several Small Area Master Plans for specific areas of the City have been adopted as
 27 appendices of the overall General Plan. The various Small Area Master Plans are intended to be re-
 28 adopted as part of this plan, however several are currently under review and updates to these master
 29 plans are anticipated in the near future.

CHAPTER 2: LAND USE, URBAN DESIGN and NEIGHBORHOOD PRESERVATION

INTRODUCTION

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

The goals of this element are designed to:

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

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

LAND USE AND PHYSICAL FORM OF HOLLADAY

The City of Holladay has transitioned from a lightly populated agricultural settlement to a nearly built-out bedroom community. The physical structure of the City is unique. Older neighborhoods reflect their coveted location along the edges of the Big Cottonwood Creek. Newer neighborhoods exhibit more typical suburban patterns. Other features that define the character of the City include the following:

- The lack of a discernible street grid typical of other valley centers;
- Creeks and canals that wind through the maze of lowland cottonwood forests;
- Sinuous public and private lanes that connect residential areas and commercial developments in a gentle, lived-in fashion;
- Long connecting roadways that provide access to heavily-wooded private lanes that lead to large-lot single-family estates;
- Large and deep residential lots which provide significant private open space;
- A semi-rural character with continuing agricultural uses including orchards, vegetable gardens, horses and other livestock;
- Finely-detailed walls and fences, mature vegetation, and high-quality landscaping that provide privacy and transition between neighborhoods;
- A variety of housing styles and types;
- Distinct neighborhoods; and
- Diverse commercial districts including the historic commercial center of the city known as the Holladay Village, and the Cottonwood redevelopment site.

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

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EXISTING LAND USE

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

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

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

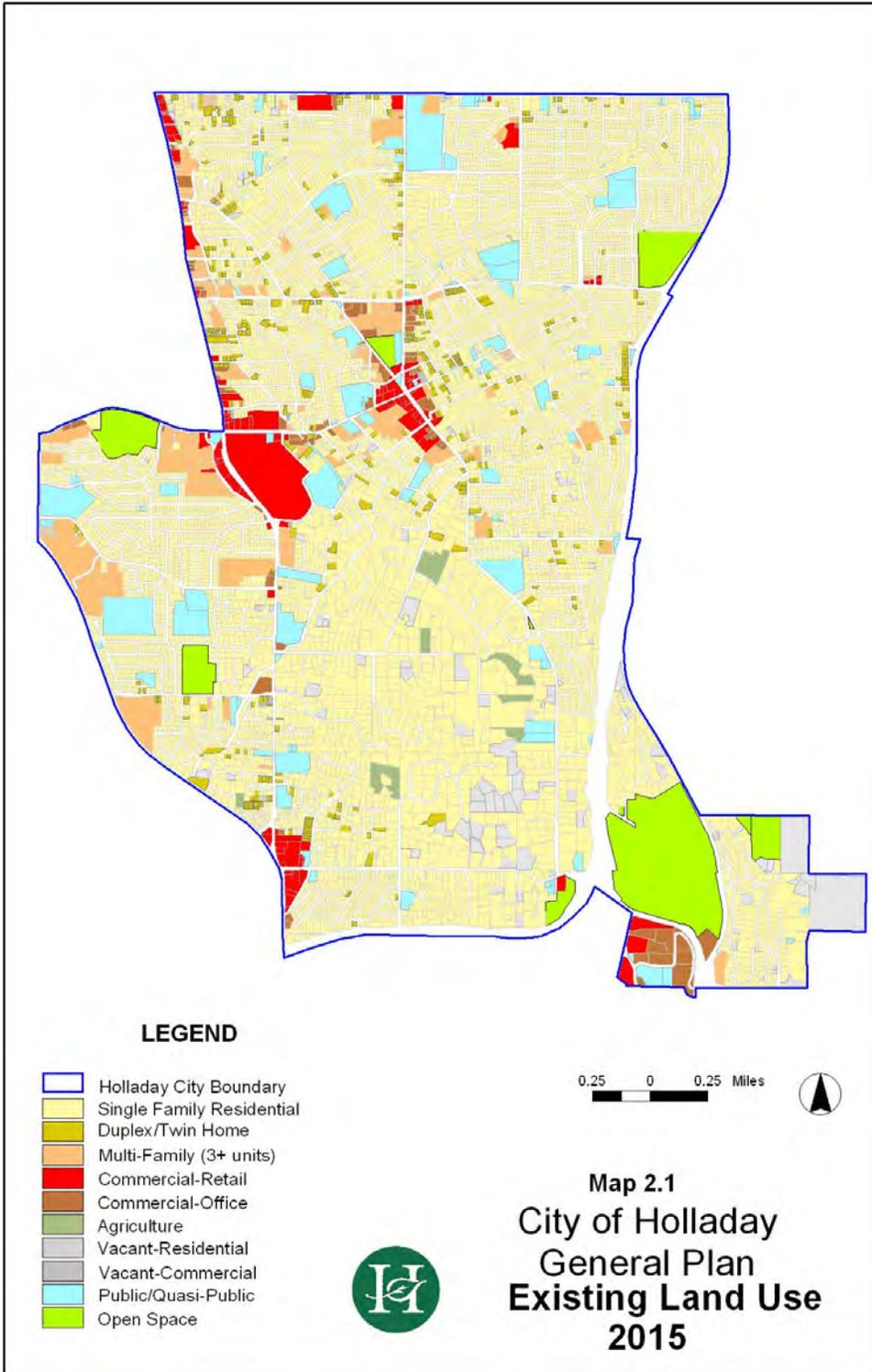
Vacant residential and commercial property, including the steep slopes of the Wasatch Mountains on the southeast edge of the community, covers just over three percent of the City.

	Land Use*
56.9%	Single Family Development
2.1%	Duplex/Twin
4.5%	Multi-Family (3+dwelling units)
3.0%	Commercial (<i>including the Cottonwood redevelopment site; currently vacant</i>)
1.4%	Office
0.6%	Agriculture
3.2%	Vacant-Residential
0.1%	Vacant-Commercial (<i>not including the Cottonwood redevelopment site</i>)
5.4%	Public/Quasi-Public, including utilities
4.6%	Open Space (Public & Private)

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28
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31

* The city covers approximately 8.39 square miles. The total acreage of the City is approximately 5,400 acres, including roads. The acreage of roads (just over 900 acres) was excluded from the GIS data layer that was used to calculate existing land uses in the table above. Roads comprise approximately **18 percent** of the total land area within the City.

1 Map 2.1, Existing Land Use



2

1 **EXISTING URBAN DESIGN**

2
3 Urban design describes the physical structure of the City – from the buildings and structures to the
4 spaces that separate and surround them.

5
6 Holladay is defined by its natural cottonwood forests, riparian vegetation, as well as the nearby Mount
7 Olympus, linear roads and meandering lanes that crisscross the City, and the street edges lined by trees,
8 walls, and fences that buffer semi-rural areas, manicured yards, and gardens. Sensitive design is the rule
9 rather than the exception in Holladay, with carefully conceived monuments marking key entrances to
10 the City and a unified signage system announcing one's arrival at Holladay Village. The various trails,
11 pathways, and road edges provide public places to walk and cycle, connect neighborhoods, and lead to
12 nearby commercial areas and destinations.

13 14 **NEIGHBORHOOD PRESERVATION**

15
16 Existing historic neighborhoods were identified by members of the public as requiring better protection
17 and preservation. This desire for protection extends beyond the buildings, to trees, large lots, historic
18 land uses, fences, walls, and the semi-rural, small town qualities these elements exude. This is
19 particularly important in older residential areas where there is pressure to densify. Current policies
20 regulate the teardown of older units as well as allow homeowners to remodel or add responsible
21 additions to their homes.

22 23 **HISTORIC AREAS AND BUILDINGS**

24
25 The preservation of historic places and structures ranked high in the public involvement process, and it
26 is an essential component of maintaining the qualities that make the City such a desirable place to live.
27 To help ensure that Holladay's historic resources are preserved, including land uses, sites, and buildings,
28 the Historic Preservation Committee (City Code 2.24.060) was established to make recommendations to
29 the City Council in the creation of historic districts and adoption of standards and guidelines for historic
30 properties.

31
32 In 2006, the **Cottonwood Historic Area** was established to identify and memorialize a specific portion of
33 the Cottonwood area known as the Brinton Ward. The portion of this historic area within Holladay is
34 shown on Map 2.2. The following structures and sites have been identified as being of historic
35 importance within the City, regardless of whether or not they are in the Cottonwood Historic Area:

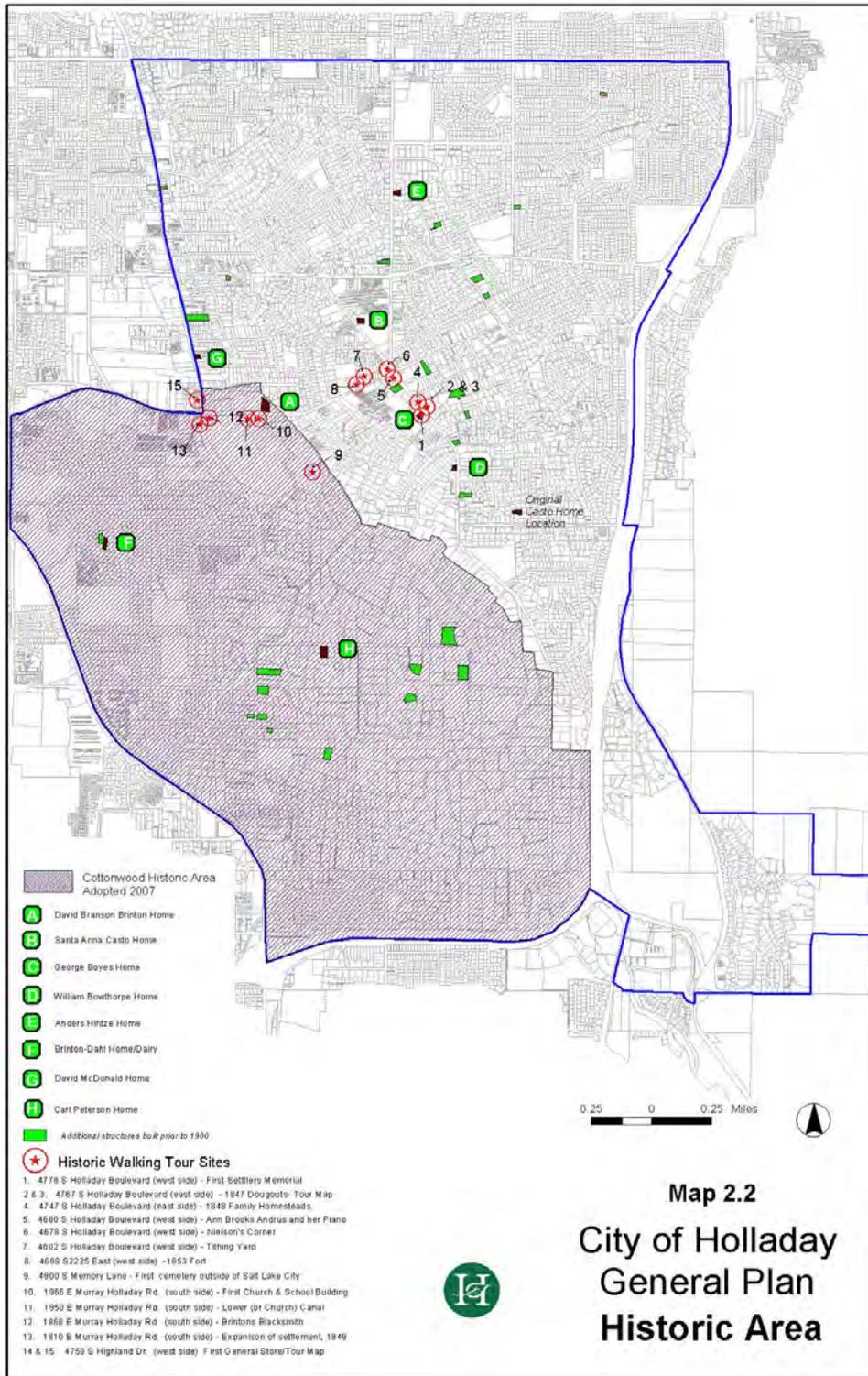
36 David Branson Brinton home, 1981 East Murray-Holladay Road, Holladay

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

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

1 Map 2.2, Cottonwood Historic Area

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3



4

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

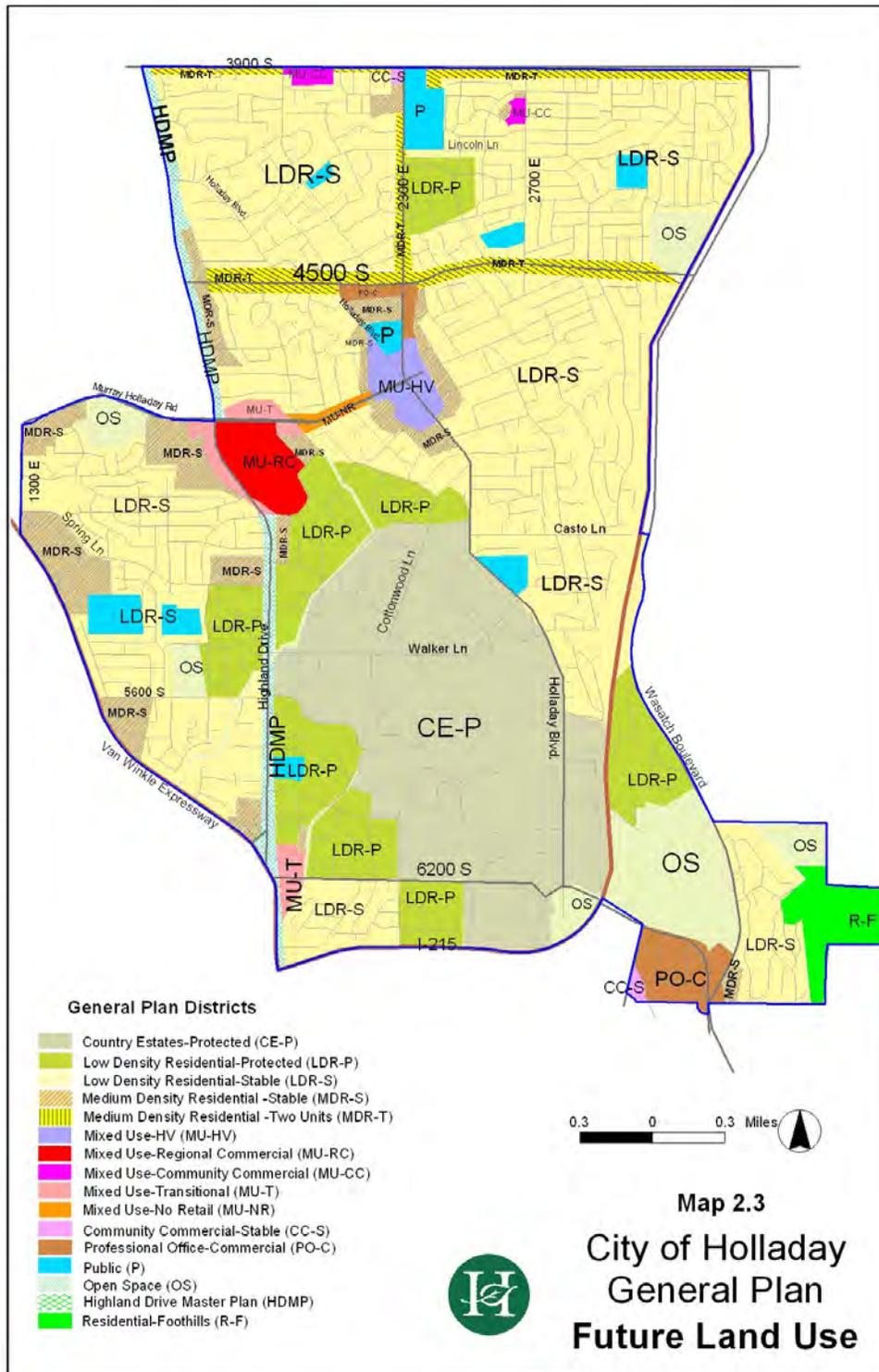
2
3 After analyzing existing conditions, reviewing existing plans, and considering public input, it is clear that
4 the key planning issues facing the community are related to stability and change. There is general
5 satisfaction with the existing patterns, uses, and densities that currently exist, and the general direction
6 of growth. However, a certain amount of angst exists concerning new development, densification, and
7 the impact this might have on individual properties, neighborhoods, traffic, and the character of the
8 City.

9
10 It is the intent of this plan to continue that general vision, which has guided development in past
11 decades. In consideration of projections that significant growth pressure is likely to occur, the plan
12 strives to accommodate new growth without jeopardizing the development patterns that have made
13 Holladay a unique and desirable place to live and work. This plan recognizes the need for a greater
14 variety of shopping options within existing commercial areas and an improved tax base for the
15 community, similar to the Holladay Village model. Higher-density residential uses could be introduced
16 as part of mixed-use developments along busy streets and adjacent to established commercial areas, in
17 a manner that is compatible with the existing residential neighborhoods providing a greater range of
18 housing options and creating a more diverse place over time. Although there are no simple answers,
19 preserving what is best about Holladay and avoiding the negative impacts of unplanned growth are the
20 key issues to be resolved as the City moves forward.

21
22 **FUTURE LAND USE AND URBAN DESIGN CONCEPT**

23
24 The City's future development patterns must include the preservation of low-density residential
25 neighborhoods, protection of historic land uses, structures and places, maintenance of the special
26 community character, and the accommodation of growth and economic development at focused
27 locations. This goal is supported by the land use districts as shown on Map 2.3 - Future Land Use.

1 Map 2.3, Future Land Use



2
3

1 To meet the overall goals of this chapter, future land use decisions should be built upon three core
2 principles of growth and development:

- 3 • Principle 1 - Supporting Stable Neighborhoods
- 4 • Principle 2 - Transforming Key Commercial Districts into Better Functioning Destinations
- 5 • Principle 3 - Redeveloping Smaller Commercial Sites to Meet Future Needs

7 **PRINCIPLE 1 – SUPPORTING STABLE NEIGHBORHOODS**

8
9 Controlling change in established residential neighborhoods is particularly important. This priority is
10 successfully supported by the existing ordinance, which includes a range of residential zones to help
11 ensure residential growth matches the vision and expectations of the community. Future residential
12 growth should be accommodated by the utilization of current zoning and densities and not on rezoning.
13

14 The following General Plan Districts are intended as a guide to any future zoning changes. Zone change
15 requests should be carefully considered to accommodate expected future growth, to ensure
16 neighborhood compatibility, and to prevent the destabilization of the existing neighborhoods and loss of
17 the existing established community character, density or intensity.

- 18
19 • **Country Estates-Protected (CE-P)** Suggested zones: R-1-87, R-1-43
20 *This district is intended to preserve the existing large lot development patterns, the mature tree*
21 *canopy, and the ambience created by estate type development often on private lanes. New*
22 *development should be accommodated through utilizing unclaimed density and not by rezones.*
23
- 24 • **Low Density Residential-Protected (CE-P)** Suggested zones: R-1-21
25 *This district is intended to preserve existing half-acre lot development patterns, the mature tree*
26 *canopy, and the ambience created by single- family development. New development should be*
27 *accommodated through utilizing unclaimed density and not by rezones.*
28
- 29 • **Low Density Residential-Stable (LDR-S)** Suggested Zones: R-1-8, R-1-10-, R-1-15,
30 *This district is intended to support a mix of single- family residential development that has been*
31 *established by historic development patterns. New development should be accommodated*
32 *through utilizing unclaimed density. Rezones within the suggested zone list may be appropriate*
33 *where increased density will not destabilize the existing neighborhood.*
34
- 35 • **Medium Density Residential-Two Units (MDR-T)** Suggested Zones: R-2-8, R-2-10
36 *This district is intended to accommodate two-family attached unit development with slightly*
37 *higher densities than the LDR-S districts. New development should be accommodated through*
38 *utilizing unclaimed density where possible. Proposed rezones within the suggested zone list may*
39 *be appropriate where increased density will not destabilize the existing neighborhood.*
40
- 41 • **Medium Density Residential-Stable (MDR-S)** Suggested Zones: RM
42 *This district is intended to accommodate traditional multi-family developments where increased*
43 *density has been previously established or where single-family development is no longer viable.*
44 *New development should be accommodated through utilizing unclaimed density where*
45 *possible. Proposed rezones within the suggested zone list may be appropriate where existing*

1 *land use patterns support the increased density and do not conflict with other provisions of the*
 2 *Plan.*

- 3
- 4 • **Residential-Foothills (R-F)** Suggested Zones: FR-1, FR-5 and FR-20
 5 *This district is intended to accommodate residential developments within the Foothills and*
 6 *Canyons Overlay Zone on properties that require special review for potential natural hazards*
 7 *mitigation.*

8

9 The current City Code allows lots to be subdivided when there is unclaimed density within the zone, or
 10 where rezoning is allowed by the City Council. In recent years, pressure to subdivide properties in
 11 residential neighborhoods, particularly those with large lots near Big Cottonwood Creek, has escalated.
 12 Since the impact of such changes could have significant repercussions on the existing character and
 13 function of the City, it is envisioned that as residential development occurs, particularly in the large-lot
 14 zones, established land use patterns should not materially change, and that existing density should
 15 remain similar to those that currently exist.

16

17 The most significant residential land use change is likely to take place in areas earmarked for mixed-use
 18 and multi-family development. Such development is supported at the Cottonwood redevelopment site,
 19 in portions of Holladay Village, and at the Holladay Crossroads area. Growth in this manner is expected
 20 to be most significant at the Cottonwood redevelopment site, which is currently vacant and
 21 redevelopment is anticipated.

22

23 Higher-density housing is also supported at other under-utilized areas of the City, which can provide
 24 greater housing opportunities for a wide range of income and age groups, and perhaps allow people to
 25 reside in Holladay during all stages of their lives. Limited redevelopment of existing low density housing
 26 into two family, attached unit alternatives might also occur along 3900 South, and 4500 South, due in
 27 large part to the increasing traffic and transit envisioned along these roadways. Although the amount
 28 and scale of such changes is likely to be relatively minor, care must be taken to ensure that
 29 modifications do not conflict with existing residential uses.

30

31 **PRINCIPAL 2 –TRANSFORMING COMMERCIAL/MIXED-USE DISTRICTS INTO** 32 **PLACES and DESTINATIONS**

33

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

- 41
- 42 • **Mixed Use-Regional Commercial (MU-RC)** Suggested zones: RMU
 43 *This district is intended to support the purpose and intent of the Cottonwood redevelopment site*
 44 *Development Master Plan.*
 - 45
 - 46 • **Mixed Use-Holladay Village (MU-HV)** Suggested zone: HV
 47 *This district is intended to support the purpose and intent of the Holladay Village Master Plan.*

- 1
- 2 • **Mixed Use-Transitional (MU-T)** Suggested zones: TBD
- 3 *This district is intended to support the development of a "Small Area Master Plan" for areas such*
- 4 *as the Holladay Crossroads commercial area. Future plans for the development of these areas*
- 5 *could include a mix of residential and commercial uses in a ratio that does not erode the*
- 6 *established commercial development already in place.*
- 7
- 8 • **Mixed Use-No Retail (MU-NR)** Suggested zones: TBD
- 9 *This district includes the area known as the "Holladay Half-mile", that area along Murray*
- 10 *Holladay Road between the Cottonwood redevelopment area and the Holladay Village. Future*
- 11 *development of this area should be guided by a "Small Area Master Plan", yet to be developed.*
- 12 *Zoning in this district should allow for the integration of residential and non-residential uses*
- 13 *mixed across the district but should not encourage further development of retail uses along this*
- 14 *corridor.*
- 15
- 16 • **Professional Office-Commercial (PO-C)** Suggested zones: PO, ORD, RO
- 17 *This district is intended to support the continued development of the city's economic sector and*
- 18 *occurs in those areas of the city where professional offices and their associated supporting*
- 19 *commercial uses are already established. Rezones in this district should only be considered if the*
- 20 *proposed development enhances the existing development patterns and where any negative*
- 21 *impacts on nearby residential uses are nominal or can be mitigated.*
- 22

23 HOLLADAY VILLAGE

24

25 This area is located in the traditional downtown core of the City, which is centered at the intersection of

26 Holladay Boulevard and Murray Holladay Road. As detailed in the **Holladay Village Master Plan**, the

27 Holladay Village area is envisioned to be a local commercial center with integrated multi-family

28 residential development to add life to the core "downtown" area. The **Holladay Village (HV)** zone was

29 created to specifically help guide development in this area, establishing the vision for downtown

30 Holladay. The zone includes specific standards to establish a unified and inviting overall appearance,

31 which has worked well for the redevelopment of Block One. This zone should be maintained, with small

32 modifications made to further implement the purpose and intent of the Holladay Village Master Plan.

33

34 COTTONWOOD REDEVELOPMENT SITE AND THE "HOLLADAY HALF-MILE"

35

36 The former Cottonwood Mall site has historically been Holladay's only regional commercial area and an

37 important asset for the community's tax base. Located one half-mile west of Holladay Village, the mall

38 was razed several years ago in anticipation of redeveloping the site into a new regional mixed-use

39 destination. Development has yet to occur, although it is anticipated that interest will be rekindled soon.

40

41 The City of Holladay has approved a Site Development Master Plan (SDMP) for the Cottonwood

42 redevelopment site, which also includes a traffic impact study. However, changes to the adopted plan

43 are anticipated and an amended site plan will be developed. Although the site is zoned

44 **Regional/Mixed-Use (R/M-U)**, a zone specifically crafted for this area, any future development of the

45 site should be designed to become a major mixed-use destination including retail, entertainment,

46 office, residential, and other various supportive uses. The currently adopted zoning ordinance supports

1 this general vision for the site, and describes the type of information required for the submission and/or
2 update of a Site Development Master Plan (SDMP) for the area.

3
4 The City envisions that, once developed, the new district will be linked with Holladay Village along the
5 short strip of Murray-Holladay Road that separates the two destinations, both visually and perceptually.
6 Known as the "Holladay Half-mile", the roadway and adjacent properties are envisioned to be
7 transformed into a pedestrian-oriented corridor with a mix of pedestrian-friendly, multi-family
8 residential, and office uses. The transformation of the street may include design features, such as street
9 lighting, outdoor furnishings, and coordinated landscape areas. Additionally, consistent gateway
10 features and wayfinding elements that build upon the established stone monuments and historic walls
11 found in other parts of the City will give this corridor a unique ambiance.

12 13 **HOLLADAY CROSSROADS: INTERSECTION OF BIG COTTONWOOD ROAD/6200 SOUTH, HIGHLAND** 14 **DRIVE, AND VAN WINKLE EXPRESSWAY**

15
16 This district has the potential to become a premier commercial/mixed-use destination. It is the only
17 commercial area in Holladay that has direct access to a freeway interchange. At present the area is
18 relatively dysfunctional and dominated by aging, suburban-style strip malls and one-off "commercial
19 pad" buildings. The area lacks continuity and the numerous parking lots are poorly coordinated, causing
20 confusion and making it difficult to navigate from building to building. The area is poorly signed and
21 lacks basic pedestrian amenities.

22
23 Due to its proximity to I-215, the Holladay Crossroads area has been identified as a priority improvement
24 area for the City, with the goal of transforming it into a thriving, regional commercial,
25 pedestrian-friendly, mixed-use place. Significant changes to Highland Drive, Van Winkle Expressway and
26 6200 South intersection may be required. At the time of this writing, the City is investigating alternative
27 intersection designs. In the near future, a "Small Area Master Plan" for the area will be adopted as an
28 amendment to this General Plan.

29 30 **MILLROCK/OLD MILL VILLAGE COMMERCIAL AREA**

31
32 The Millrock/Old Mill Village Commercial Area is the dominant office use location in Holladay, and one
33 of the most desirable, highest-rent office spaces in the state of Utah. The site is zoned **Office, Research**
34 **and Development (ORD) and C-2**. The area supports a mix of commercial uses that includes office,
35 hospitality, restaurant, banking and some retail uses, small scale medical, and an education/worship
36 use. New office space and/or commercial spaces should continue to build upon this successful tradition,
37 with high-quality buildings designed and located in a manner that captures the ambiance of the existing
38 development, strengthens the local job market, and contributes to the City's overall economy.

39 40 41 **PRINCIPLE 3 – REDEVELOPING SMALLER SITES TO MEET FUTURE NEEDS**

42
43 In addition to the transformative ideas for the larger commercial areas discussed above, there are
44 several smaller commercial sites that are ripe for redevelopment. Examples include the Black Diamond
45 campus on 3900 South and Oakmont Plaza on 2700 East. These sites are located in non-traditional
46 locations for commercial operations. More evaluation is needed to determine the best use for these
47 sites, considering residential and mixed-use redevelopment options. To assist with this process new and

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

3
4 The following General Plan districts are intended to support this principal:

- 5
- 6 • **Mixed Use-Community Commercial (MU-CC)** Suggested zones: C-1, , RM, NC, RO
7 *This district is intended to support the introduction of mixed residential and non-residential uses*
8 *within the established commercial areas along Highland Drive, at the Black Diamond site on*
9 *3900 South, and at Oakmount Plaza on 2700 East.*

 - 10 • **Community Commercial-Stable (CC-S)** Suggested zones: C-1, C-2
11 *This district is intended to support those stable, established commercial areas where*
12 *redevelopment may occur but where the introduction of residential uses is not necessarily*
13 *advantageous.*
14

15 16 **HIGHLAND DRIVE - LINKING DISPARATE LAND USES ALONG A BUSY STREET**

17
18 A small area master plan has been adopted for Highland Drive (HDMP). The plan divides Highland Drive
19 into three sub-corridors, each of which is slated to be developed in deference to the character of
20 surrounding neighborhoods. The HDMP recognizes the northern portions of the corridor as having the
21 greatest opportunity for commercial development, with professional offices and limited retail uses
22 recommended on a case-by-case basis. The HDMP should continue to direct future growth and
23 redevelopment of the Highland Drive corridor.
24

25 **GNUDSEN'S CORNER**

26
27 The Knudsen Park Master Plan for Holladay City's property in the 6200 South/Holladay Boulevard area
28 was adopted in 2011, establishing a phased conversion of the area into a beautiful, historic nature park.
29 It is anticipated that the park will include natural areas, as well as more traditionally developed public
30 park areas and facilities. The existing commercial uses in the area are established and should remain a
31 part of the area's overall structure. An update of the existing Knudsen Park Master Plan is anticipated
32 in the near future, and should be based on a respect for the natural and historic nature of the site and
33 future needs of the community.
34

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

36
37 Public and institutional uses include schools, churches and public offices, all essential features of a
38 well-rounded community. The zoning ordinance includes a **Public Zone (P)**, which encompasses all
39 public and quasi-public buildings and sites in the City. If these uses are discontinued in the future, the
40 zoning classification requires future developers to seek new zoning, thereby allowing the City to review
41 any proposed changes and to determine if the proposed change will be a good fit for the surrounding
42 neighborhood. If a public school closes, State law gives the City the option to purchase the property for
43 use as public park space.
44

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

- 2
- 3 • **Public (P)** Suggested zones: P
 4 *This district is intended to support the continuation of those public and recreational uses*
 5 *established within the district. Any zone changes within these districts should be carefully*
 6 *considered in light of the overall health, welfare, and safety of the community.*
 7
- 8 • **Open Space (OS)** Suggested zones: P
 9 *This district is intended to support the overall recreational goals set out in Chapter 6, Parks,*
 10 *Trails, and Open Space, of this General Plan.*
 11

12 **PARKS AND RECREATIONAL FACILITIES**

13

14 With little available land left for new parks and recreational facility development, future
 15 improvements should focus on retaining those facilities currently in place and increasing the
 16 experiential qualities of those places. A more detailed look at the goals for these uses can be
 17 found in Chapter 6 of this plan.
 18

19 **IMPLEMENTATION MEASURES**

20

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

- 22 • Maintain the established pattern of development in the City;
 23 • Ensure that new developments are high quality and compatible with the surrounding
 24 neighborhoods;
 25 • Retain the natural character of the City and its neighborhoods; and
 26 • Ensure that the zoning ordinance meets the goals expressed in this General Plan.
 27

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

- 29
- 30 1. New development within the single-family neighborhoods should be accomplished through
 31 utilization of unclaimed density. Rezone requests should be considered only where increases in
 32 density would not negatively impact the established development patterns in the surrounding
 33 neighborhood.
 34
- 35 2. New non-residential development should be contained within established commercial
 36 developments and not expanded into surrounding residential neighborhoods.
 37
- 38 3. Identify methods and options for preserving historic buildings, and sites. Some options to be
 39 considered include inclusion on the Utah State and National Historic Registers or the creation of
 40 a Historic Conservation Area.
 41
- 42 4. Establish peer-oriented beautification and cleanup efforts throughout the City. Support these
 43 with official City recognition programs.
 44
- 45 5. Establish, enhance, and maintain appropriate land use, architectural and/or landscape buffers
 46 to protect neighborhoods from encroachment where uses transition or have incompatible
 47 characteristics.

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6. Encourage new developments and redevelopment projects to provide significant neighborhood/community amenities where appropriate, such as local and regional trail connections, public plazas or gathering spaces, pedestrian access to public or commercial activity centers, or development of public open space.
 7. Allow and encourage mixed-use development at the Cottonwood redevelopment site, Holladay Village, Holladay Crossroads redevelopment area, in addition to other key areas of the City that are transitioning from solely commercial to mixed-use.
 8. Encourage better architecture. Expand the role of the Design Review Board to ensure that future design and development of multi-family and commercial and other non single-family developments meet the goals of this General Plan.
 9. Consider the application of an overlay zone along Big Cottonwood Creek to preserve the environmental integrity and character of the area. Improvements should include educational efforts that encourage affected residents to voluntarily apply the tools and concepts contained in the *Salt Lake County Big Cottonwood Creek Guide*.
 10. Review and strengthen where necessary the current regulations concerning the environmental integrity and character of those areas along Spring Creek, and the Salt Lake/Jordan canal systems, Upper Canal and other like waterways through the City.
 11. Continue to require the planting of street trees, landscaped parking areas, and to require maintenance of those landscaped areas.
 12. Create new mixed-use zones that allow higher-density residential uses in established commercial and office zones particularly where access to parks, open space and public uses is desirable.
 13. Develop new standards for walls, fences, and other perimeter features, along the City's major arterials and collectors ensuring that the desire to dampen noise and enhance privacy on the private property side of these features is balanced with the need to maintain views and vistas and fit in with the historically open, green, and verdant street edges.
 14. Investigate the efficacy of existing ordinances and tools for minimizing the unnecessary removal of mature trees and vegetation as a result of new development and strengthen those ordinances where necessary.

CHAPTER 3: TRANSPORTATION NETWORK

INTRODUCTION

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

As required by Utah State Code this transportation and traffic circulation chapter includes the general location and extent of existing and proposed streets, mass transit, and other modes of transportation correlated with the population projections and the proposed land use chapter of the general plan.

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

TRANSPORTATION NETWORK

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

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

VEHICLE NETWORK

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

- 1 • *Freeway* – A divided major highway with full control of access and no at-grade crossings. These
- 2 are state-owned regional routes for longer trips and need to ensure capacity of a high number
- 3 of vehicles at high speeds.
- 4 • *Expressway* - A divided major highway with full control of access and at-grade crossings. These
- 5 are regional routes, not owned by the City, with higher traffic volumes and higher vehicle
- 6 speeds.
- 7 • *Major Arterial* – These routes serve as the principal network for through-traffic or traffic
- 8 traveling across town.
- 9 • *Minor Arterial* – Similar to a Major Arterial but have lower traffic volumes and operate at lower
- 10 speeds.
- 11 • *Collector* – This type of route is intended to collect traffic from local and residential collectors
- 12 and distribute them to Arterial routes.
- 13 • *Primary Residential* – These routes collect traffic from residential local routes and distribute
- 14 them to Collector, and Arterial routes. These routes are intended for low volume,
- 15 inter-neighborhood trips, and lower speed limits.
- 16 • *Secondary Residential* – Routes used primarily to provide direct access to residential,
- 17 commercial, and other abutting properties. These routes are intended for low-volume, short
- 18 trips, and lower speed limits.

19
20 In addition some of Holladay’s streets have state highway and truck route designations. Holladay’s
21 vehicle network also includes parking, though this need in Holladay is largely provided on private
22 property. Map 3.1 shows the General Plan Vehicle Network/Roadway Classifications.

23
24 The primary goals for the City’s Vehicle Network are to:

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

30
31 The following implementation measures are suggested as a means of reaching those goals;

- 32 1. Establish and enforce speed limits based on the street type and traffic engineering analysis.
- 33 2. Develop school routing plans that minimize vehicle-pedestrian conflicts.
- 34 3. Wherever possible implement appropriate traffic calming measures.
- 35 4. Work with City businesses and institutions to explore non-traditional ways of reducing traffic
- 36 volumes, such as carpooling, biking, etc.
- 37 5. Work to balance traffic evenly over the network of arterial and collector streets and seek ways
- 38 to achieve optimal connectivity across the network.
- 39 6. Review and update where necessary the City’s adopted “Standard Details for Public Works
- 40 Construction”.
- 41 7. Require all private street construction conform to the City’s adopted standards.
- 42 8. Require proposed developments to perform a Traffic Impact Study (TIS) when the proposed
- 43 development will generate more than 100 trips per hour during peak hours.
- 44 9. Require proposed developments to protect, preserve, and donate needed street width on
- 45 existing or future roadways.
- 46 10. Improve key intersections.

- 1 11. Continue to firmly advocate for full northbound ramps on I-215 at 4500 South as a major priority
 2 for Holladay's vehicular network.
 3 12. Advocate for I-215/6200 South interchange modifications to adequately serve future Gravel Pit
 4 development in Cottonwood Heights.
 5 13. Integrate urban design principals with the City's street specifications and targeted cross-sections
 6 to create streetscapes that integrate:
 7 • accessibility of Citywide destinations for all modes of travel;
 8 • pedestrian scale; and
 9 • key views..

12 **MAJOR STREET CORRIDORS**

13
 14 Specific major street corridors in the city have significant impact on the way citizens and visitors move
 15 through Holladay, in their automobiles, as pedestrians or as other users. Mobility or lack thereof
 16 directly affects the land uses along each street.
 17

18 For the purposes of this General Plan, the following major street corridors or sections of those street
 19 corridors have specific, identified objectives. These should be carefully considered when designing,
 20 developing or redeveloping along these important streets.
 21

22 **HIGHLAND DRIVE**

23 *Network Designations:*

- 24
 25 • Major Arterial
 26 • Truck Route
 27 • Priority High-Capacity Transit Corridor
 28 • Priority UTA bus route
 29 • Local Bike Corridor
 30 • Community Pedestrian Priority Corridor
 31

32 *Target right-of-way:*

- 33 • 80 feet
 34

35 *Objectives:*

- 36 • Build on recommendations of the Highland Drive Master Plan.
 37 • Make walking safe for connection between neighborhoods, centers, and schools.
 38 • Ensure that Highland Drive near the Cottonwood redevelopment site can handle projected
 39 traffic created by new development.
 40 • Designate Highland Drive as the City's preferred north-south BRT route.
 41 • Consider a potential transit hub at Highland/6200 South/Van Winkle Expressway and at the
 42 Cottonwood redevelopment site.
 43 • Consider innovative way to allow bicyclists to ride safely on Highland Drive.
 44 • Make crossings of bike routes safe for cyclists while maintaining traffic flow.
 45 • Make Highland/6200 South/Van Winkle area safe and convenient, for cyclists to navigate.

- 1 • Make better use of the street cross section, especially the wide shoulders.
- 2 • Create a consistent streetscape that ties the corridor together.

3

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

5

6 *Network Designations:*

- 7 • Minor Arterial
- 8 • Priority UTA bus route
- 9 • Local Bike Corridor
- 10 • Regional Transportation Bike Connector
- 11 • Community Pedestrian Priority Corridor

12

13 *Target right-of-way:*

- 14 • 80 feet

15

16 *Objectives:*

- 17 • Connect Holladay Village and the Cottonwood redevelopment site for all modes, especially pedestrians, cyclists and transit riders.
- 18 • De-emphasize vehicular traffic and encourage through traffic to use 4500 South.
- 19 • Make better use of the right-of-way, especially overly wide vehicle lanes.
- 20 • Standardize the cross section and right-of-way.
- 21 • Add streetscape improvements to create a walking experience known as the “Holladay Half-mile.”
- 22 • Consider on-street parking, especially if land use becomes more similar to Holladay Village.
- 23 • Consider addition of bike lanes.
- 24 • Improve transit stops.
- 25 • Consider possible special transit stop at Cottonwood redevelopment site – in conjunction with north-south transit on Highland Drive and in connection with a transit route on 2300 East to the University of Utah.

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32 **2300 EAST - North of Murray Holladay Road**

33

34

34 *Network Designations:*

- 35 • Minor Arterial
- 36 • Priority High-Capacity Transit Corridor
- 37 • Priority UTA bus route
- 38 • Local Bike Corridor
- 39 • Regional Transportation Bike Corridor
- 40 • Regional Recreation Bike Corridor
- 41 • Community Pedestrian Priority Corridor

42

43

44

45

43 *Target right-of-way:*

- 44 • 80 feet

1 *Objectives:*

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

9

10

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

12

13 *Network Designations:*

- 14 • Minor Arterial
- 15 • Regional Transportation Bike Corridor
- 16 • Regional Recreation Bike Corridor
- 17 • Community Pedestrian Priority Corridor

18

19 *Target right-of-way:*

- 20 • 80 feet

21

22 *Objectives*

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

35

36

37 **6200 SOUTH (BIG COTTONWOOD ROAD)**

38

39 *Network Designations:*

- 40 • Minor Arterial
- 41 • Local Bike Corridor
- 42 • Regional Transportation Bike Corridor
- 43 • Regional Recreation Bike Corridor
- 44 • Community Pedestrian Priority Corridor

45

1 *Target right-of-way:*

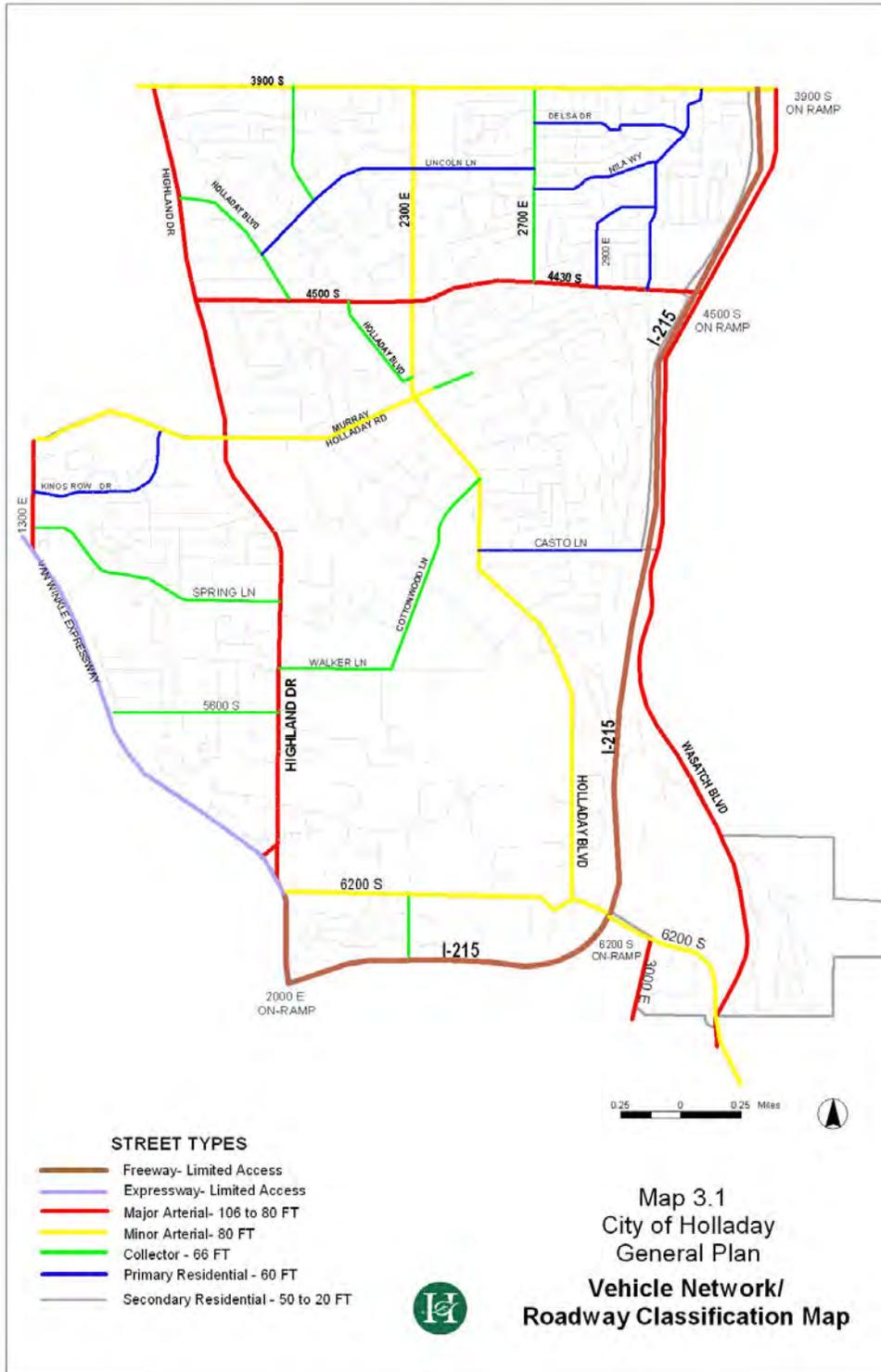
- 2 • 80 feet

3

4 *Objectives:*

- 5 • Encourage bike/pedestrian connection to the Holladay Crossroads area.
- 6 • 6200 South is important to all types of cyclists and should be designed to accommodate local
- 7 riders of all abilities, regional commuters, and regional recreational riders.
- 8 • De-emphasize transit on this corridor.
- 9 • Create an ample, safe, and consistent pedestrian environment.
- 10 • Design a public realm streetscape (trees, landscaping, lighting, street furniture) that emphasizes
- 11 existing “countryside” character but provides consistent frame for street and supports the
- 12 overall transportation network goals.
- 13 • Become more urban when entering mixed-use area at Highland/6200 S.
- 14 • Consider potential to expand right-of-way to accommodate different modes.
- 15 • Part of the overall recreation corridor providing direct access to Knudsen Park.

1 Map 3.1: Vehicle Network/Roadway Classification Map



2
3

1 TRANSIT NETWORK

2

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

7

8 Direct and convenient access to the wider region is crucial for the users of Holladay's Transit Network.
9 With the future of gasoline-powered vehicles in flux, the development of additional transit options is
10 critical to the future success of the City's residents, employees and visitors, especially mountain visitors.

11

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

13

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

23

24 Some suggested implementation measures are:

25

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

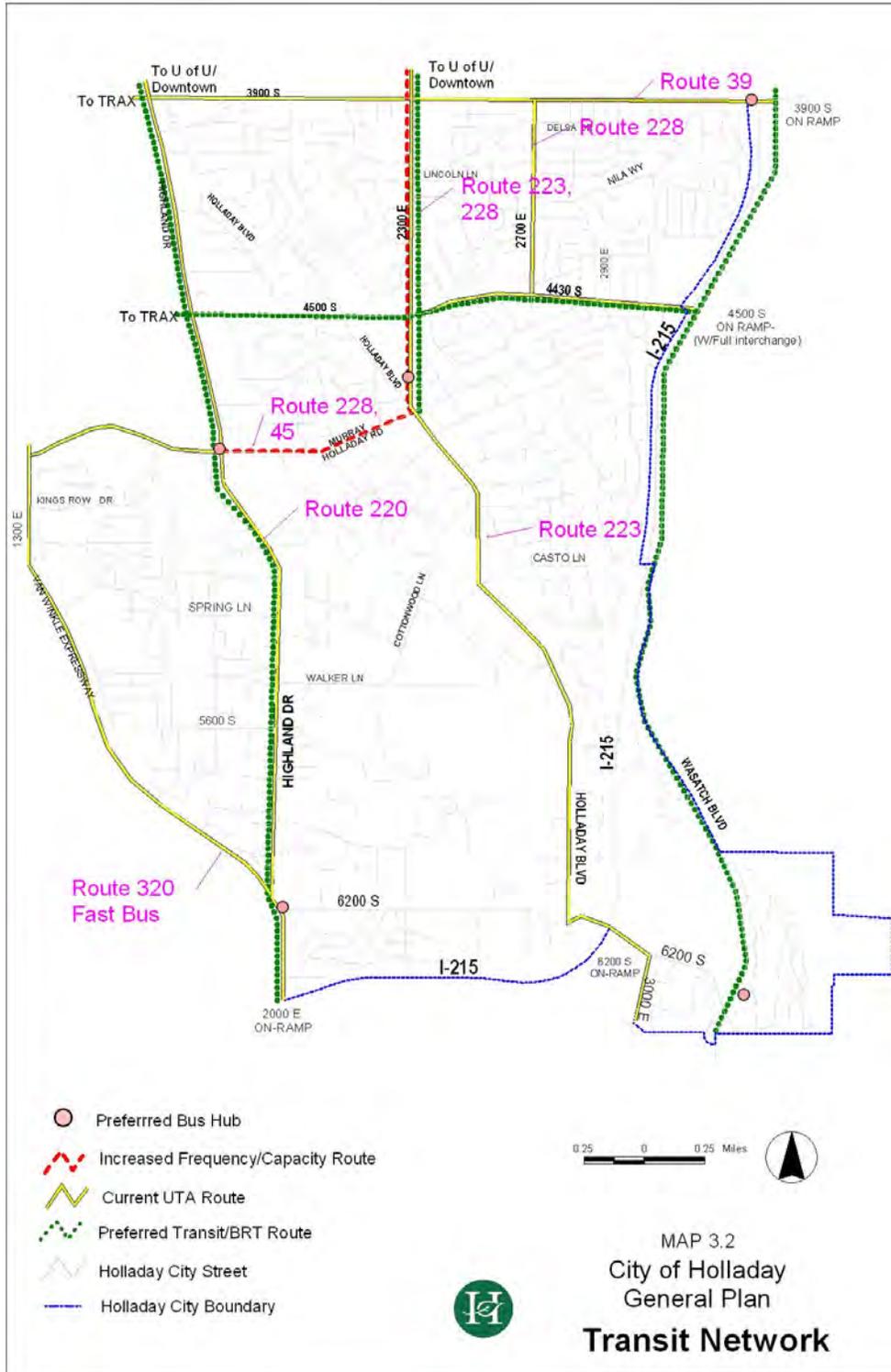
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40

1 Map 3.2 Transit Network



2

1 BICYCLE NETWORK

2

3 The bicycle network consists of existing bicycle corridors and their associated facilities, bicycle
4 corridors/facilities planned for construction, and a series of proposed bicycle/pedestrian trails, including
5 an extension of the Bonneville Shoreline Trail.

6

7 The primary goal of this element of the Transportation Network is to develop Holladay's Bicycle Network
8 with the understanding that it serves different types of riders, those who are casual, recreational users
9 and those who are commuters. Holladay's Bicycle Network is part of the overall regional system of
10 bicycle routes that ensure a wider ridership than just Holladay's citizens.

11

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

13

1. Maintain and improve existing bicycle facilities and

14

2. Continue to look for opportunities to expand and improve the entire bikeway network.

15

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

17

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

20

- **Regional Recreation Bike Corridors:** Key routes used by recreational cyclists at a regional level.

21

These routes must acknowledge high weekend peaks of use and consider providing amenities to
22 recreational cyclists, such as in Bike Hubs, locations where amenities for bikeway uses such as
23 secure parking and drinking facilities are provided.

24

- **Regional Transportation Bike Corridors:** Key routes in and out of Holladay connecting regional
25 employment, educational, and entertainment destinations. These routes must emphasize
26 mobility in and out of Holladay.

27

- **Local Bike Corridors:** Connects centers, schools, parks and other local destinations. These
28 facilities should be safe and comfortable for the broadest range of users.

29

30 These corridor types may be developed as:

31

- **Class I** - A non-motorized facility, paved or unpaved, physically separated from motorized
32 vehicular traffic by an open space or barrier.

33

- **Class II** - A portion of a roadway that is designated by striping, signing, and pavement markings
34 for the preferential or exclusive use of bicyclists.

35

- **Class III** - A segment of road designated by the jurisdiction having authority, with appropriate
36 directional and informational markers, but without striping, signing, and pavement markings for
37 the preferential or exclusive use of bicyclists.

38

39 EXISTING BIKE FACILITIES

40

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

45

46

1 TABLE 3.4: EXISTING BIKE FACILITIES

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

2

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

3

4

5 **PROPOSED BIKE FACILITIES**

6

7 There are nearly 17 miles of proposed bike routes which include the upgrading of some bikeways from
 8 Class III facilities to Class II facilities. These improvements will greatly improve bicycle circulation in the
 9 City. Because the City of Holladay is primarily built-out, incorporating bicycle facilities into existing
 10 roadways is the best option for future bicycle facility improvements.

11

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

- 15 • Olympus High School
- 16 • 2300 E at City Hall
- 17 • Knudsen Park
- 18 • Creekside Park
- 19 • Olympus Hills Park
- 20 • Wasatch Boulevard at the Mt. Olympus Trailhead

21

22 **Implementation Measures**

23

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

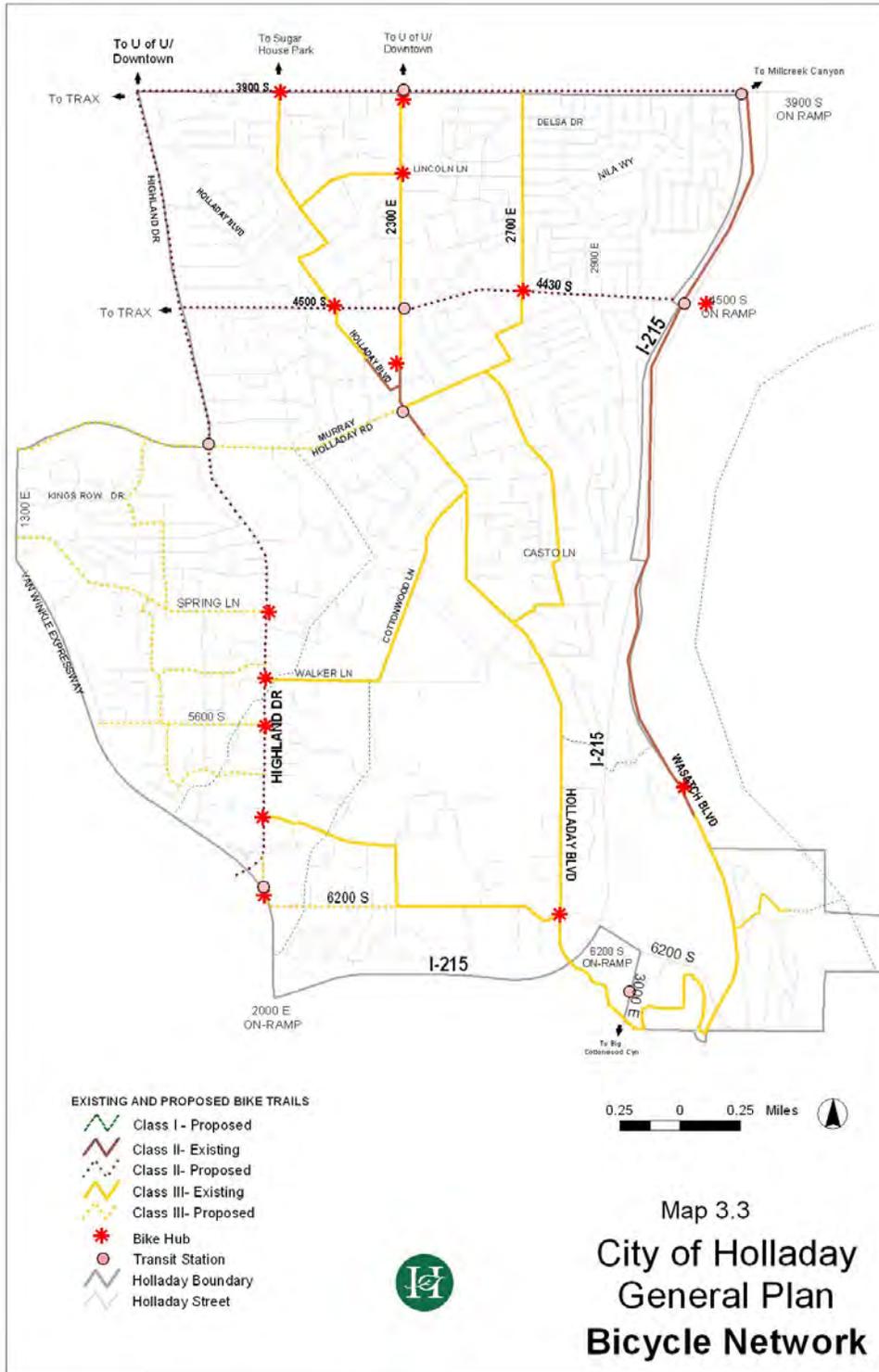
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This General Plan suggests the following implementation measures:

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

1 Map 3.3: Bicycle Network



2

1 PEDESTRIAN NETWORK

2
3 The existing and planned pedestrian network, or pedestrian corridors, consists of sidewalks, streets, and
4 pedestrian crossings as well as proposed trails on canals. Holladay has several concentrations of
5 pedestrian destinations, with the pedestrian corridors that connect them to the wider pedestrian
6 network. The General Plan Pedestrian Network is shown on the Map 3.4.

7
8 The primary goal of the City's Pedestrian Network is to improve walkability and connectivity among
9 neighborhoods, schools, parks, places of worship, commercial centers and other locally-oriented
10 destinations and ensure the safety and comfort of pedestrians throughout Holladay, especially along
11 school routes and the city's busiest streets.

12
13 Another important consideration for the continued safety of Holladay's pedestrians is the development
14 of a citywide policy regarding the installation of new sidewalks. Historically, sidewalks have been
15 installed in a piecemeal fashion relying on new development to install these improvements. Any City
16 sidewalk policy should be based on:

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

22
23 A further important goal of the City's Pedestrian Network is to support the development of walkable
24 centers in important locations throughout the City. This goal requires the development of pedestrian
25 connections within and outside of those designated activity centers.

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

- 27
28 • **Community Pedestrian Corridors:** These corridors are key routes important on a
29 community-wide basis because they serve regional or Citywide destinations; serve as the only
30 pedestrian connection linking neighborhoods and districts; or serve as regionally or Citywide
31 significant recreational walking routes. These should have a pedestrian design that:
32 ○ Creates a consistent, safe, and comfortable pedestrian experience;
33 ○ Accommodates moderate to large volumes of pedestrians;
34 ○ Ensures highly visible and convenient crossings, especially of larger streets;
35 ○ Contains pedestrian infrastructure and amenities such as pedestrian-scale lighting, street
36 furniture, and public art;
37 ○ Integrates with the design of City-wide destinations; integrates key views; celebrates the
38 character of Holladay; orients pedestrians to citywide destinations by wayfinding signage
39 and other design aspects.
- 40
41 • **Neighborhood Pedestrian Corridors:** These corridors are key routes important on a
42 neighborhood basis because they connect a neighborhood to a Community Pedestrian Corridor;
43 or connect residents to neighborhood destinations such as schools, churches, or parks. These
44 should have a pedestrian design that:
45 ○ Creates a consistent, safe, and comfortable pedestrian experience, and
46 ○ Ensures highly visible and convenient crossings, especially of larger streets.

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

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

Table 3.6 Pedestrian Trails

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

**No trail along the Upper Canal*

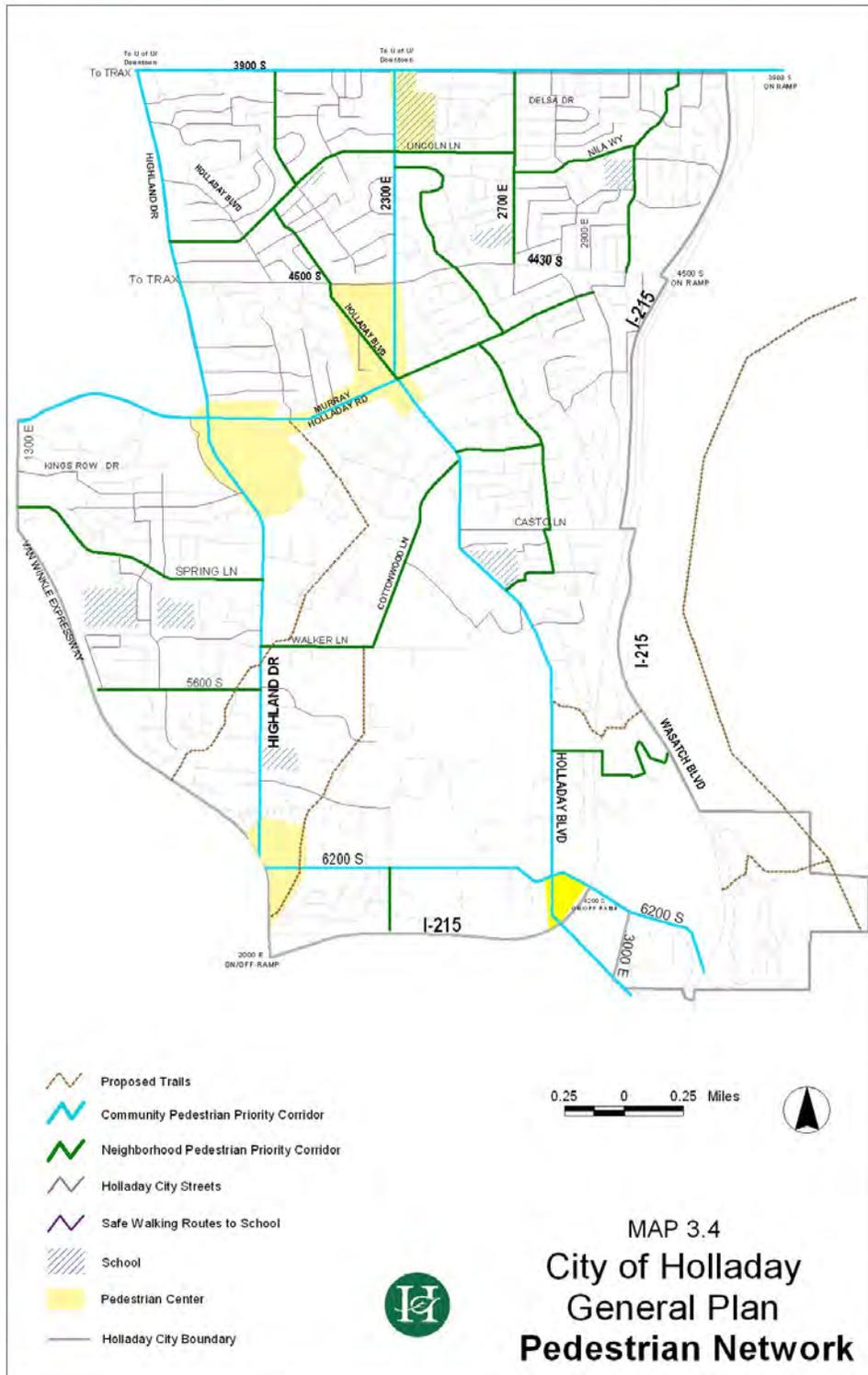
IMPLEMENTATION MEASURES

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

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

- 1 8. Support and promote development of the proposed canal trails as a vital piece of the City's
- 2 pedestrian and recreational infrastructure.
- 3
- 4 9. Prioritize reconfiguration of Highland-Van Winkle-6200 South street network for vehicles,
- 5 transit, bicycles and pedestrians as determined by a small area master plan.
- 6
- 7 10. Regularly review and maintain all current bike route and pedestrian route signage and upgrade
- 8 whenever necessary.
- 9
- 10 11. Develop strategies for canal trail access points such as safe street crossings and pedestrian route
- 11 signage.

1 Map 3.4: Pedestrian Network
2



3

CHAPTER 4: ECONOMIC STABILITY AND RESILIENCE

INTRODUCTION

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

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

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

CURRENT CONDITIONS

POPULATION GROWTH

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

EMPLOYMENT AND WAGES

Holladay has a below average number of jobs per capita compared to most cities in the Salt Lake Valley. During 2013, Holladay had an average of 8,189 employees based at approximately 1,103 firms citywide. Comparing the average monthly wage in Holladay of \$3,594 to the rest of the County, Holladay based employee wages fall in the middle, with 53 percent of the surrounding areas having a lower monthly

1 wage and 43 percent having a higher monthly wage. According to the Governor's Office of
2 Management and Budget (GOMB), total employment in Holladay is expected to increase over the next
3 25 years, reaching approximately 11,175 in 2040.

4
5 Industries in Holladay with high numbers of employees include Black Diamond, a manufacturing firm;
6 CHG Management and other companies located at Millrock, offering professional services; and Granite
7 School District. Industries in Holladay with the highest percent of firms include Professional and Business
8 Services, Financial Activities and Trade, and Transportation and Utilities. According to the GOMB, the
9 industries that will likely have the largest growth include Professional and Business Services and
10 Education and Health Services, each with approximately 30 additional jobs created per year. These
11 employment projections are based on the current percent of total employment within Salt Lake County,
12 therefore, actual growth numbers may change based on development that occurs in Holladay. If
13 development at Millrock were to continue, Holladay's percentage of total professional and business
14 employment would likely increase. Likewise, development at the Cottonwood redevelopment site will
15 likely increase the total employment in the Leisure and Hospitality industry, which includes retail and
16 food services. Furthermore, Black Diamond, a manufacturer and retailer of ski and climbing equipment
17 located in Holladay, is proposing to expand its operations in Holladay, adding approximately 80 jobs.

18 19 **GENERAL FUND REVENUES**

20
21 Holladay has the lowest General Fund revenues per capita compared to other neighboring cities. The
22 City's highest source of revenue is currently the property taxes and Holladay is unique in that situation
23 when compared to the other cities in the region. Maintaining and increasing property tax revenues
24 should be a primary concern for the long-term economic health of the City. Property tax values are
25 directly affected by:

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

30
31 Although the list above is not exclusive, these values combine to create a unique sense of place and
32 make Holladay's properties some of the most valued properties in the region, thereby continuing to
33 maintain the high property values and the resultant property tax revenues that the City relies on.
34 Future development decisions should consider the impacts to all properties in the City and not just
35 those within the traditionally commercial areas. The additional development within the City's
36 redevelopment areas (HV, Cottonwood, Millrock) will help to increase the City's property tax revenues.

37
38 Although the City has a large property tax base, the lack of a robust sales tax base decreases the total
39 General Fund revenues. While development at the Cottonwood site may play a significant role in
40 increasing sales tax revenues to the City, the redevelopment of other commercial sites throughout
41 Holladay, (HV, Holladay Crossroads) will help to increase the City's sales tax revenues. The authorization
42 to collect sales tax on internet purchases however, is essential to maintain and increase the City's sales
43 tax revenues.

1 SALES LEAKAGE AND MARKET SHARE

2
3 By evaluating the total purchases made by residents inside and outside the community, a sales tax
4 leakage analysis can identify economic development opportunities for a community. The percent of
5 purchases being made within a City's boundary is the capture rate. The City of Holladay has an overall
6 capture rate of 37 percent, which represents approximately \$212,413,426 in "lost" sales of goods and
7 services purchased by residents outside of the City. The City has negative sales leakage in the majority
8 of categories, indicating there may be opportunities in many categories for the City to recapture lost
9 sales. The development of Cottonwood redevelopment site will capitalize on many of these
10 opportunities and should improve capture rates significantly as more goods and services are available
11 within City boundaries for local residents and to attract shoppers from the larger regional area. Leakage
12 is also reflected in the percent of retail market share. When compared to other communities, Holladay
13 accounts 2.6 percent of the total market share; however, Holladay's population consists of 9.2 percent
14 of the comparison communities—which means, based on its population, the City brings in only about
15 one fourth of the revenues it should.

16 17 18 ECONOMIC DISTRICTS

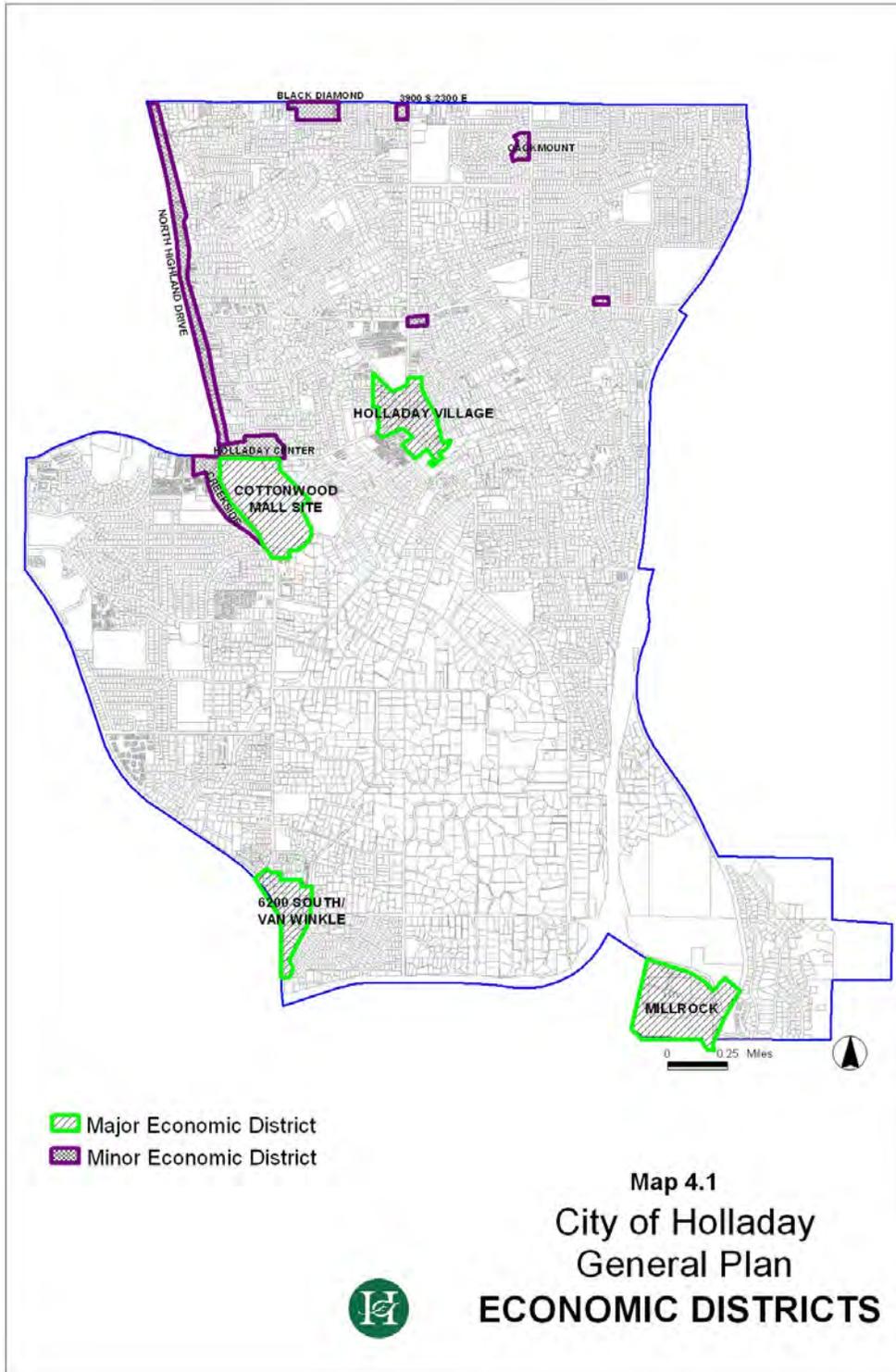
19
20 Based on current economic conditions, land use, and land availability, there are four notable economic
21 districts in Holladay, which are shown on Map 4.1. Appropriate development and redevelopment of
22 these districts will assist the City in becoming more economically sustainable. The four economic
23 districts are:

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

30
31 Additional but smaller commercial properties that need redevelopment, but whose future
32 redevelopment plans have yet to be determined include:

- 33 • Black Diamond Site (2000 East/ 3900 South)
- 34 • 2300 East and 3900 South
- 35 • Oakmont Plaza (4000 South/2700 East)
- 36 • Scattered commercial properties along north Highland Drive (north of Murray Holladay Road)
- 37 • 4500 South and 2300 East
- 38 • 4500 South and 2900 East

1
2 Map 4.1 Economic Districts



3

1 Table 4.1 lists each district with the total sales in the district and the percent of all sales in the City for
 2 2013.

3
 4 TABLE 4.1: ECONOMIC DISTRICTS BY PERCENT OF TOTAL CITY SALES

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

5
 6 Those economic centers in Holladay with a regional pull are the Cottonwood Mall area, the Holladay
 7 Crossroads and the Millrock area. Other commercial areas throughout the City will likely continue as
 8 commercial areas similar to Holladay Village, which generally serves a neighborhood area with a few
 9 restaurants and stores that draw customers from a larger area.

10
 11
 12 **HOLLADAY VILLAGE**

13
 14 In 2013, Holladay Village generated twelve percent of all City sales. Improvement values per acre are
 15 relatively high, especially in the areas of Holladay Village that have been recently redeveloped. The
 16 remaining properties in the other three sections of the area are long overdue for reviatization and
 17 redevelopment and should be persued with all available resources. Development could also occur along
 18 Murray Holladay Road to tie Holladay Village to the Cottonwood redevelopment site as it is developed.

19
 20
 21 **COTTONWOOD REDEVELOPMENT SITE (INCLUDING CREEKSIDE PLAZA AND HOLLADAY
 22 CENTER)**

23
 24 The Cottonwood Mall was a regional commercial center for over 50 years. However, with the
 25 proliferation of other regional commercial centers around the valley, particularly those with direct
 26 freeway access, the need for and market share of the Cottonwood Mall gradually declined. The old mall
 27 was demolished in 2007 but the economic viability of the mall had died long before the building was
 28 razed. Since then, the property owners (General Growth Properties and Howard Hughes Corporation)

1 have struggled to develop a marketable vision for the future of the property. The sole remaining tenant,
2 Macy's, will likely vacate the site in the near future.

3
4 The City of Holladay needs to develop a new, long-term vision for the future of the Cottonwood
5 Property. That vision will likely not be a major regional commercial/retail center because of current lack
6 of market demand. Instead, the site may be better suited for a mixture of uses, including residential,
7 office and employment center, and some retail. The successful development of a long-range vision for
8 the site and redevelopment of the property consistent with that vision is the number one economic
9 priority for the City of Holladay.

10
11 Currently, the districts around the Mall area comprise 24 percent of all Holladay sales. Macy's is
12 currently the primary sales generator for the area but as noted above will soon be leaving the site.
13 Other key businesses in these districts include numerous restaurants, a State Liquor Store, and a movie
14 theater. In order to strengthen the economic viability of these existing businesses that draw much of
15 their success on the proximity to the Mall properties, the City should continue to encourage
16 redevelopment and revitalization and allow intensification of these commercial uses wherever
17 appropriate.

18 19 20 **HOLLADAY CROSSROADS**

21
22 Thirteen percent of all City sales occur within the Holladay Crossroads economic district at Highland and
23 6200 South. This site has relatively high traffic counts compared to other sites in the City, with 18,130 on
24 Highland Drive and between 36,820 and 49,815 on Van Winkle. Furthermore, proximity to I-215 makes
25 this site a key economic district for the City of Holladay. Many parcels within this district have lower
26 improvement (underperforming) values. Redevelopment here could include maximizing the commercial
27 development of the area and encouraging mixed-use residential/commercial development, including
28 smaller-scale office such as insurance agencies, small professional office, etc.

29
30 Like the Cottonwood redevelopment site, Holladay Crossroads has the potential of having more of a
31 regional pull, due to its access to I-215. The City should make an effort to promote and encourage
32 additional commercial development in this area.

33 34 35 **MILLROCK/CANYON SLOPE SQUARE/OLD MILL VILLAGE**

36
37 The Millrock /Canyon Slope Square/Old Mill Village area is one of the best locations for Class A office
38 space in Salt Lake County. With incredible views of the Salt Lake Valley, office units here have some of
39 the highest rent rates in the County. Complementary businesses are also located in this district,
40 including several restaurants and two hotels. Retail sales in this district equal 7 percent of all sales in the
41 City. This area has the highest improvement values per acre in the City. Furthermore, traffic counts near
42 this district are among the highest in the City, with 11,780 along 6200 South and between 66,375 and
43 67,725 on I-215. As the demand for additional office space in the County grows, the potential for
44 additional office space here will also grow due to the site's views and access to I-215.

1 **IMPLEMENTATION MEASURES**

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

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

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

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

CHAPTER 5: MODERATE INCOME HOUSING

SUMMARY

Utah State Code (Section 10-9a-403) requires municipalities to include a plan for moderate income housing as part of a general plan. It outlines a responsibility of a City to facilitate a “reasonable opportunity” for those households with moderate incomes to live within the City. In 2010, Holladay completed its Moderate Income Housing Plan and the plan was reviewed and updated in 2013. This chapter is meant as a review and update of that plan. Detailed data supporting the conclusions in this chapter can be found in the Updated General Plan Study, Appendix A.

The goal of this chapter is to direct opportunities for the inclusion of new, or the continued support of, housing designed specifically for those in the City who could benefit from access to “moderate income” housing. More specifically the goals of this chapter are designed to:

1. Provide the opportunity for development of housing options for different ages, lifestyles, and incomes;
2. Accommodate additional new dwelling units by focusing appropriate additional density in areas that would not conflict with existing neighborhoods, and;
3. Promote the replacement of the eighteen housing units lost during the expansion of the City Hall Park.

As noted in previous chapters, needed housing units could be added as duplexes or twin homes within the areas identified on the Future Land Use Map in Chapter 2 as “Medium Density Residential-Two Unit” development areas. This type of housing could provide another opportunity for moderately priced units. Mixed-use projects within specific established commercial areas of the City should include residential units at slightly higher densities. Together with a policy of supporting the continued use and maintenance of older, established housing stock, these strategies should help in providing additional residential opportunities for the wide range of Holladay’s citizens.

CURRENT HOUSING SUPPLY

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

In order to determine the availability of moderate income housing, or the opportunity for low- to moderate income households to live in the City, this section defines “moderate income” for the targeted income groups at 80 percent, 50 percent, and 30 percent of the AMI. The FY2014 HUD AMI¹ is \$68,700.

¹ The HUD AMI figure is released annually. It is based on a median family income and used as a standard figure across all HUD programs. Although it is a family income, it is the standard figure used by HUD and other housing programs, as well as affordability studies and consolidated plans, even when compared against households. This is to maintain comparability across

1 Given this AMI, the targeted income group cut-offs, with moderate income home price ranges for sale
2 and rental product are shown in Table 5.1 below.

3

4 TABLE 5.1: HOUSEHOLD INCOME LEVELS AS PERCENTAGE OF AMI

Household Income Level	Income Range	Moderate income Home Price Range (4% Mortgage)	Moderate income Rental Price Range (per month including utilities)
< 30% of AMI	< \$20,610	up to \$52,066	up to \$515
30% to 50% of AMI	\$20,610 - \$34,350	\$52,066 - \$119,492	\$515 - \$859
50% to 80% of AMI	\$34,350 - \$54,960	\$119,492 - \$220,631	\$859 - \$1,374

5

6 In Holladay, roughly 22 percent of the single family residential, condo, townhome, planned unit
7 development, and duplex units are affordable to households at 80 percent of AMI. For the targeted low-
8 and moderate-income households, there are few of these units available that are affordable to
9 households below 50 percent of AMI.

10

11 While the percent of homes in each home value range meet the percent of income ranges within the
12 County for incomes above \$50,000, there is a shortage of homes for incomes below \$49,999.
13 Households with less than \$49,999 in total household income make up 41 percent of the households in
14 Salt Lake County; however, only 14 percent of homes in Holladay are affordable to households with less
15 than \$49,999 in total household income.

16

17 Combining the total number of moderate income single family units and multi-family units indicates a
18 total of 3,292 affordable units in Holladay, or 28 percent of the 11,744 units in Holladay. Therefore,
19 there is a reasonable opportunity for those making 80 percent of AMI to live in Holladay. (For complete
20 data sets, see General Plan Update Study, Appendix A.)

21

22 Based on the percent of households in Salt Lake County within specific income ranges, and the
23 percentage of rental units in Holladay that are within the moderate income home rental ranges for
24 those income ranges, nearly 75 percent of apartments are affordable to households at 80 percent of
25 AMI. Therefore, there is a reasonable opportunity for a household in Salt Lake County to rent in
26 Holladay. Map 5.1 shows the distribution of housing units throughout Holladay that could be affordable
27 for those households earning less than 80% of the AMI.

28

programs and studies. This study uses the HUD AMI for this comparability and industry standard. If household income were to be used instead of family income to compare to moderate income housing units, the City would find less moderate income units within the City.

1 TABLE 5.2: PERCENT OF HOUSEHOLDS BY INCOME CATEGORY WITH PERCENT OF MODERATE INCOME SINGLE-FAMILY,
 2 CONDO, PUD, AND DUPLEX UNITS

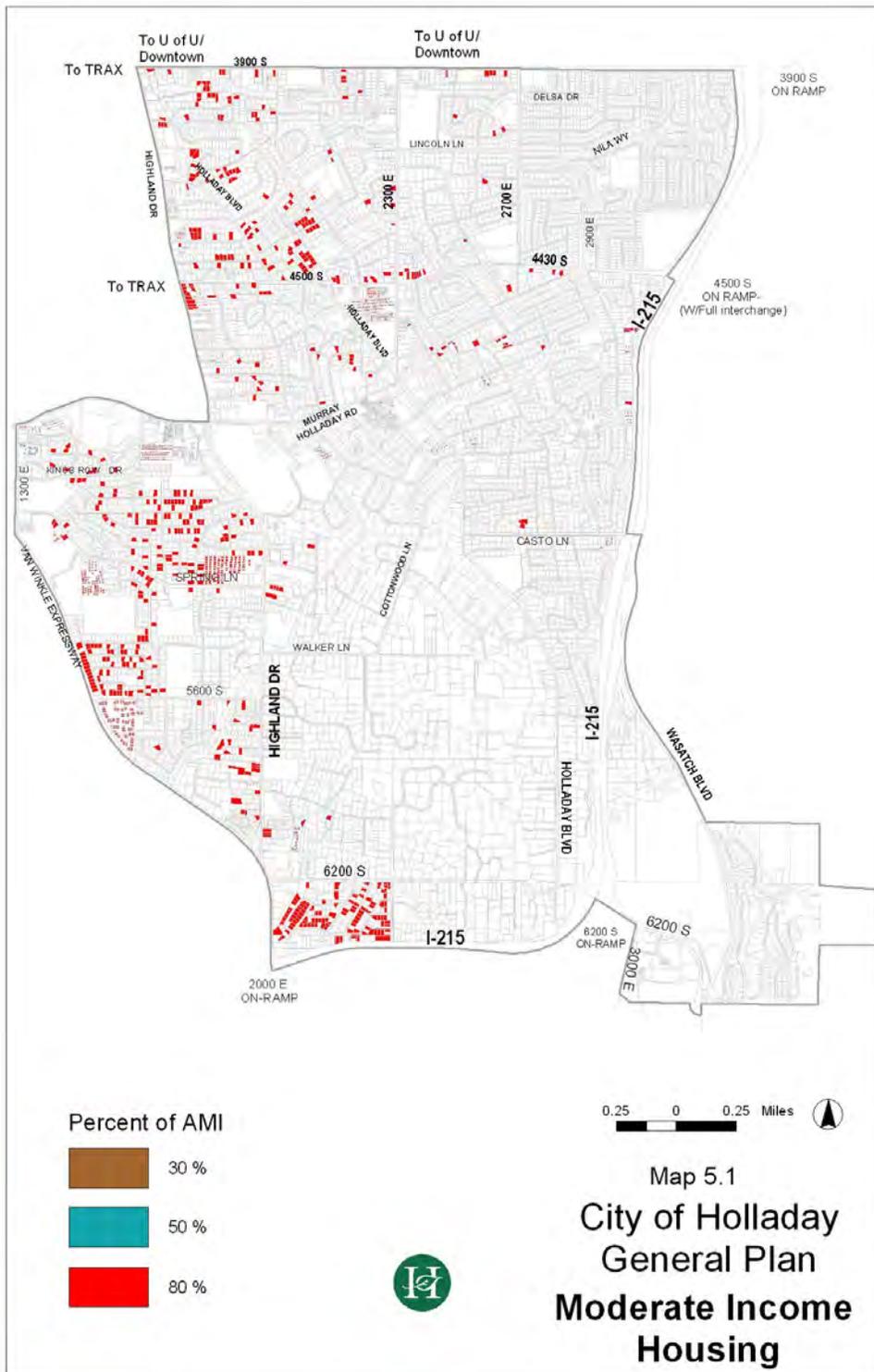
3

Household Income Level	% of Households in Income Range – Salt Lake County	Moderate income Housing Price Range (4% Mortgage)	% of Properties in Value Range -Holladay ²
\$10,000 or less	5.00%	\$0	0.00%
\$10,000 to \$14,999	3.90%	\$0 - \$24,531	0.00%
\$15,000 to \$24,999	9.00%	\$24,536 - \$73,604	0.70%
\$25,000 to \$34,999	9.30%	\$73,609 - \$122,677	4.90%
\$35,000 to \$49,999	13.60%	\$122,682 - \$196,286	8.70%
\$50,000 to \$74,999	20.90%	\$196,291 - \$318,968	41.70%
\$75,000 to \$99,999	14.70%	\$318,973 - \$441,650	20.00%
\$100,000 to \$149,999	14.50%	\$441,655 - \$687,014	14.70%
\$150,000 to \$199,999	4.90%	\$687,019 - \$932,377	4.30%
\$200,000 or more	4.30%	\$932,382 or more	5.10%

4 Source: US Department of Housing and Development (HUD); Salt Lake County Assessor's Office; Zion's Bank Public Finance

² Typically, moderate income housing calculations are based on the US Census "market value" data sets. From the Wasatch Front Regional MLS, the median sold price of a single family home in Holladay City during the 2nd quarter of 2015 was \$362,000. The US Census data reports that figure at \$352,600.

1 Map 5.1: Moderate Income Housing in the City of Holladay



2

FUTURE HOUSING SUPPLY

PROJECTIONS

The population in the City of Holladay is projected to increase from 31,413 in 2015 to 35,883 in 2040, based on projections from the Governor's Office of Management and Budget. Projections indicate upwards of 4000 people could be added to the population of Holladay between 2015 and 2040. Some of this projected growth will be attributed to the in-migration of younger, larger families. Based on current averages for household size, a significant number of new dwelling units will be needed to accommodate this growth.

Holladay's overall burden in supporting the population growth in Salt Lake County is quite low, with only two percent of the total growth between 2015 and 2020, but dropping to one percent between 2020-2040. Conversely, unincorporated areas of the County are projected to carry the majority of the growth, with 19 percent between 2015 and 2040. Salt Lake City should see an additional 16 percent population growth within the same period.

IMPLEMENTATION STRATEGIES

As stated at the beginning of this chapter, the goals of this chapter are designed to:

1. Provide the opportunity for development of housing options for different ages, lifestyles, and incomes;
2. Accommodate additional new dwelling units by focusing appropriate additional density in areas that would not conflict with existing neighborhoods, and;
3. Facilitate the replacement of the eighteen housing units lost during the expansion of the City Hall Master Plan.

As previously noted, this General Plan proposes that to accommodate a wide range of housing options, including moderately priced units, the following implementation measures are suggested:

1. Review and update where necessary, specific zoning regulations to allow for mixed-use residential development in the Cottonwood Development site, Holladay Village, Holladay Crossroads, Oakwood Plaza, and the Black Diamond site.
2. Facilitate the development or redevelopment of existing single-family and multi-family parcels that could accommodate additional density.
3. Investigate ways in which to use RDA, and EDA set-aside funds, either in grants or no-interest loans as incentives for citizens to maintain older, more affordable housing stock.
4. Allow appropriate higher density development in areas where additional dwelling units will not negatively impact the exiting development patterns.

1 CHAPTER 6: PARKS, RECREATION, TRAILS, AND OPEN 2 SPACE

3 4 INTRODUCTION

5
6 This chapter of the General Plan replaces the existing Parks, Open Space and Trails Master Plan adopted
7 by the City in 2004. Based on that previous analysis, Holladay’s residents appear to have access to
8 sufficient recreational opportunities provided with city-owned parks, county-owned parks, and school
9 fields. Additional opportunities are also provided with nearby access to the Wasatch Mountains and
10 Canyons, golf courses, and other private facilities. The current focus on trails and bicycle facilities also
11 provides additional recreational opportunities for City residents. With little available land left for
12 development, the future of additional recreational opportunities likely lies in the canal and stream
13 corridors that can be developed as off-street trails, and the numerous roadways that are available for
14 bicycle routes and lanes.

15
16 In the future, opportunities for acquiring public lands are unlikely; however, with the development of
17 the Cottonwood property, there is the potential for trail improvements along the creek corridor, as well
18 as small spaces that can be accessible to the general public. Wherever and whenever opportunities
19 arise for new public parks, and trail and bicycle facilities, they should be pursued. Additionally,
20 consideration for rights of way for local and regional trails and walkways should be required of all new
21 development proposals.

22
23 The overall goals of this chapter are intended to encourage the City's decision-makers to:

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

31 32 PARKS

33
34 As previously stated, the City of Holladay is predominantly built-out with little available land for park
35 development and few City-owned public parks, but its residents have access to numerous county
36 facilities and nearby public land with limitless recreational opportunities. It is therefore, very important
37 to take these characteristics into consideration in park planning and to develop realistic guidelines for
38 park development that are achievable for the unique characteristics of Holladay.

39
40 The following table is a snapshot of the City’s parks, and the plan’s recommendations for future actions.

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TABLE 6.1: INVENTORY AND PLAN RECOMMENDATIONS

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

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

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

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

1 TABLE 6.2: EXISTING CITY-OWNED AND COUNTY-OWNED PARKS, & SCHOOL FIELDS
2

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

3

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

1

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

1 Map 6.1 Parks, Open Space and Trails



2

1 CURRENT LEVEL OF SERVICE (LOS)

2
3 This plan's recommendations are based in large part using the NRPA guidance (6 - 10 acres per 1,000 in
4 population) as a desired "Level of Service" for accessing future decisions regarding maintenance and
5 acquisition of park facilities. Taking into consideration both City-owned and other facilities including
6 county parks and recreation facilities and those associated with public schools, the City is within that
7 standard range at 7.42 acres per each 1,000 in population. This is an important understanding based on
8 the unique characteristics of Holladay, its mature development pattern, and its potential for future park
9 development. Table 6.3 illustrates the current LOS for Holladay residents.

10
11 TABLE 6.3: LEVEL OF SERVICE ANALYSIS

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

12 13 14 TRAILS AND BIKE FACILITIES

15 16 EXISTING TRAILS and BIKE FACILITIES

17
18 For a detailed list of bike and trail facilities, see Chapter 3, Transportation Network. As a brief overview,
19 the City of Holladay currently has one developed off-street trail in Heughes Canyon, which connects the
20 City to the Bonneville Shoreline Trail. The City is actively engaged in bicycle route/lane development
21 with funding from Salt Lake County awarded in 2014 and Wasatch Front Regional Council (WFRC)
22 Transportation Alternatives Program (TAP), to revise the main bike routes through the community in
23 2015. The funding has provided numerous improvements to the existing bicycle network within the City
24 and connections to adjacent cities and the County.

25
26 Long-range plans also include a feasibility study for the implementation of pedestrian connections along
27 the Salt Lake City canal system running north from 6200 South to the Cottonwood redevelopment site.
28 A trail is not recommended along the Upper Canal corridor.

29 30 31 PUBLIC/PRIVATE OPEN SPACE

32
33 Holladay has little public undeveloped open space beyond the 15 acres owned by the City in the Heughes
34 Canyon area. However, much of the perception of open space and the experience of nature in Holladay
35 is a result of the mature trees and density of vegetation throughout those areas of privately held land in
36 the larger lot residential neighborhoods, such as in the Cottonwood/Walker Lane area. While this type
37 of open space is not necessarily accessible to all residents for recreational activities, there are numerous
38 country lanes with dense tree canopy that are attractive for walking and biking. This privately owned

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

12 IMPLEMENTATION MEASURES

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

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

23 In order to accomplish these goals suggested implementation measures include:

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

CHAPTER 7: PUBLIC SERVICES and FACILITIES

INTRODUCTION

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

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

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

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

1. Ensure the continued access to basic services for citizens, business owners and visitors.
2. Develop a long range plan for the delivery of municipal services for the City based upon a combination of contracts, partnering, and/or self-providing services.
3. Continue to explore available alternatives for municipal services to provide improved level of service and/or reduce costs.
4. Ensure the City's decision-makers have the ability to evaluate and make changes as necessary to any and all methods of those basic service deliveries.

PUBLIC SERVICE PROVIDERS

Although the City of Holladay does not provide any utility services to residents, Holladay City is well served by public services and facilities and has the systems in place to ensure services are maintained in

1 the future. Steps should be undertaken to ensure that critical services related to utility and public safety
 2 are maintained in a manner that meets future needs. Map 7.1 shows the location of Holladay's public
 3 service providers. Map 7.2 shows the various culinary and irrigation providers in the City.
 4

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

6 A. Services provided by the City include;

- 7 1. Administration and finance
- 8 2. Planning and Zoning
- 9 3. Business Licensing
- 10 4. Code Enforcement
- 11 5. Park Acquisition and Maintenance
- 12 6. Emergency Operations
- 13 7. Municipal Court

14 B. Services provided by other governmental agencies include;

- 15 1. Law Enforcement- UPD of Greater Salt Lake
- 16 2. Fire Protection- UFA
- 17 3. Culinary and secondary water- Salt Lake Public Utilities, Jordan Valley Water
 18 Conservancy District. (See Map 7.2)
- 19 4. Sewer- Mt. Olympus Improvement District,
- 20 5. Animal Control- Salt Lake County
- 21 6. Road maintenance- Salt Lake County Public Works
- 22 7. Public education- Granite School District
- 23 8. Library Services- Salt Lake County
- 24 9. Social Services-Salt Lake County
- 25 10. Parks and Recreation-Salt Lake County
- 26 11. Sanitation/Trash Removal/Recycling- Wasatch Front Waste and Recycling District

27 C. Services provided by private enterprise include;

- 28 1. Culinary and secondary water- Holliday Water Company (See Map 7.2)
- 29 2. Electricity- Rocky Mountain Power
- 30 3. Gas- Questar
- 31 4. Telecommunications- Xfinity, Verizon, Clearwire, Sprint, AT&T
- 32 5. Private Education- Various providers
- 33 6. Medical Services- Various providers

34 **IMPLEMENTATION METHODS**

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

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

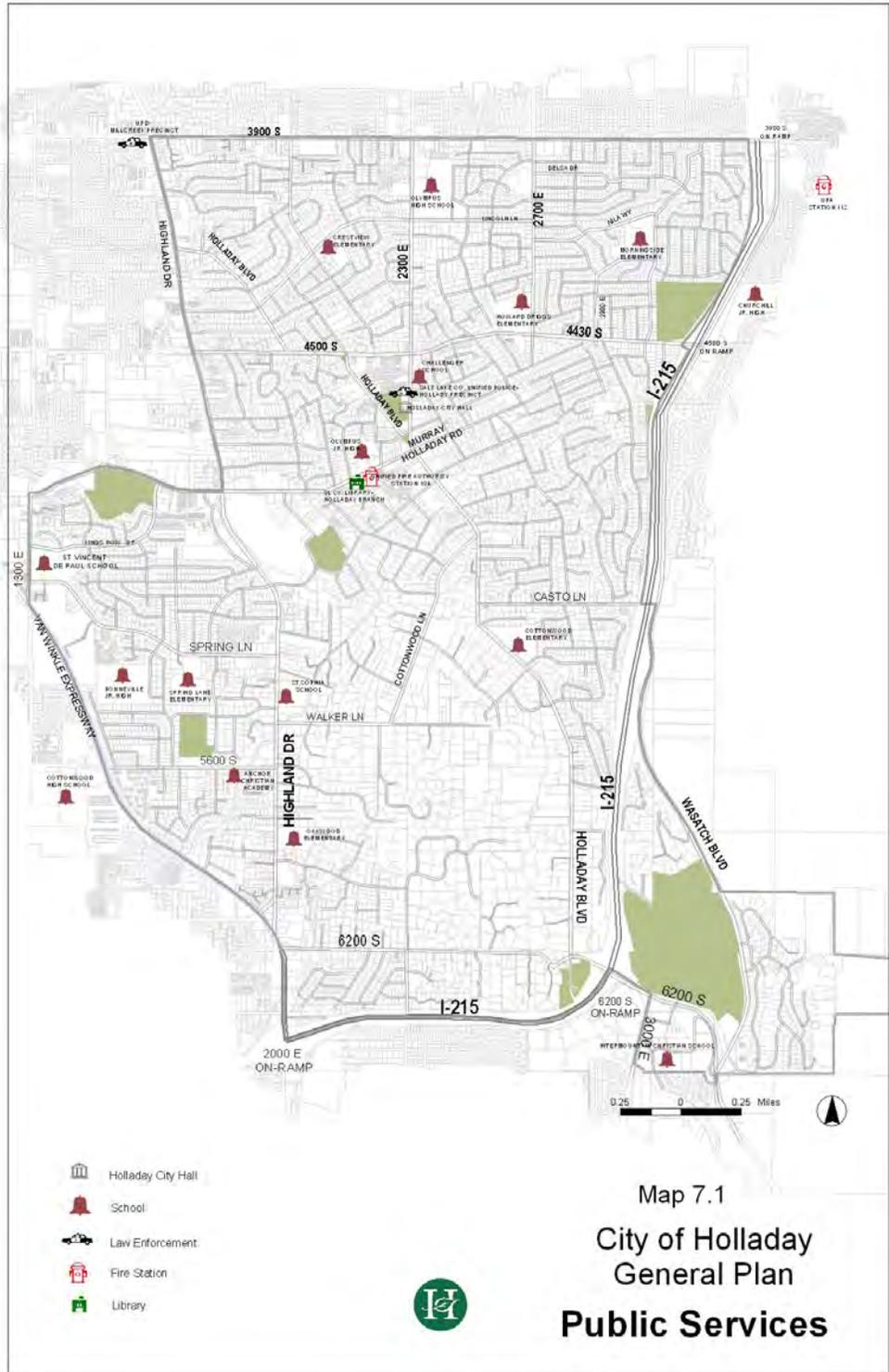
- 1 4. Ensure the City’s decision-makers have the ability to evaluate and make changes as necessary
- 2 to any and all methods of those basic service deliveries.

3
4 In order to achieve the stated goals of this section, the following implementation measures are

5 suggested:

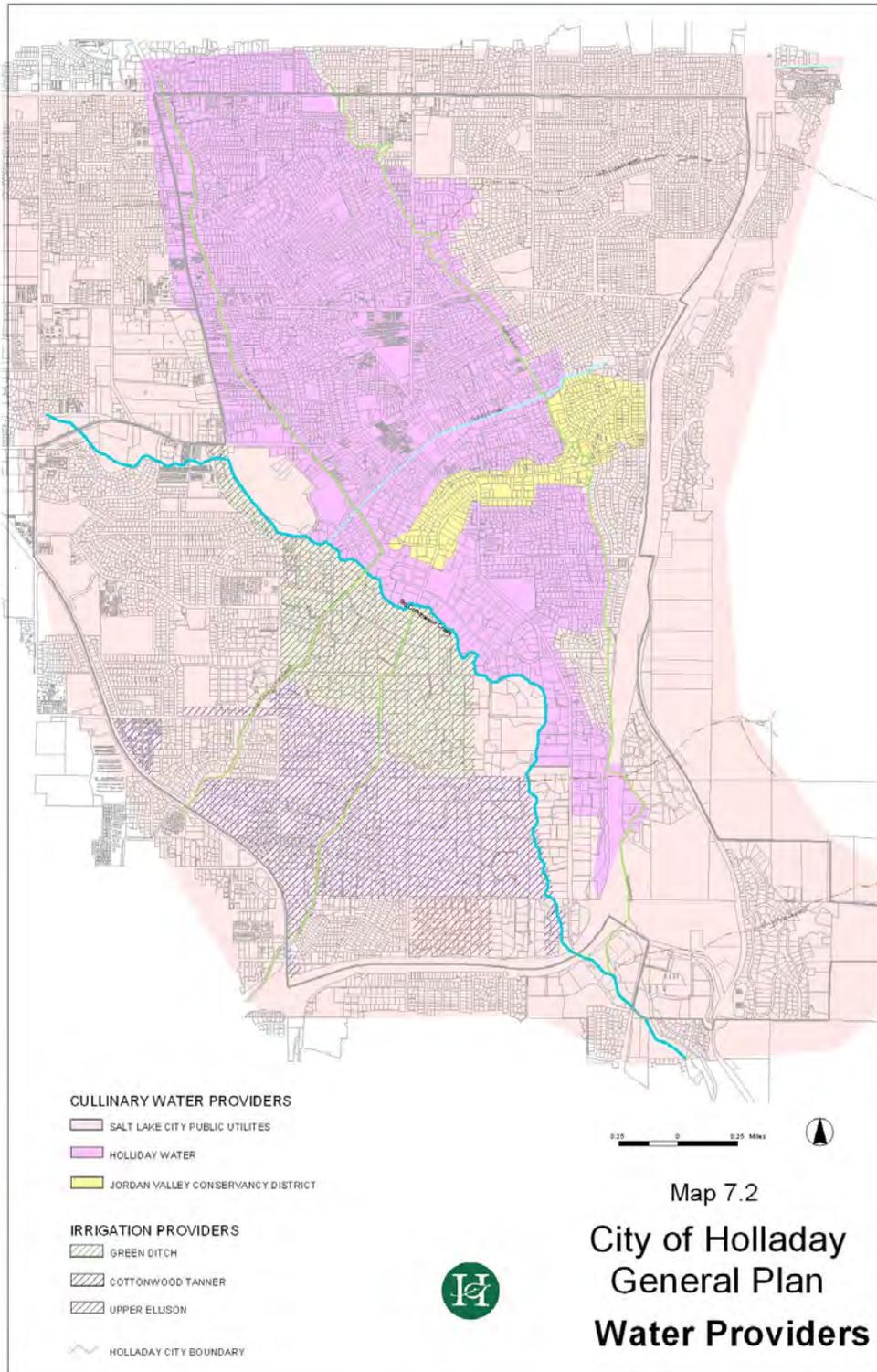
- 6
- 7 1. Identify and monitor the way in which the City provides essential municipal services and from
- 8 whom these services are delivered.
- 9
- 10 2. Explore future partnership opportunities to provide essential services especially with those
- 11 abutting municipalities already sharing service delivery options with the City.
- 12
- 13 3. Develop a plan for the future delivery of essential municipal services and ensure that the City is
- 14 prepared for any changes that may occur in the delivery of those services.

1 Map 7.1-Public Services



2

1 Map 7.2-Water Providers



2

1 **CHAPTER 8 NATURAL RESOURCES, and**
2 **SUSTAINABILITY**

3
4
5 **INTRODUCTION**

6
7 Holladay’s unique and distinctive character is prized both by visitors and by its residents. From the early
8 days of settlement in the mid-1800’s to today, residents have valued the natural resources found in the
9 area, which are centered around the foothills of Mount Olympus as well as, Big Cottonwood Creek,
10 Spring Creek, the Upper Canal, Neffs Canyon Drainage, the Salt Lake City canals, and other and irrigation
11 ditches. Together with the beautiful green canopy of mature trees that thrive along their banks, these
12 natural resources create the sense that this is a "green jewel" to be coveted and protected. The view of
13 Mount Olympus dominates the skyline and many area residents consider this to be the City's most
14 important visual resource and a source of community identity.

15
16 This chapter of the General Plan addresses the important role that natural resources contribute to the
17 long term health and resiliency of the City. It concludes with the identification of community issues and
18 key actions to ensure the City's sustainability as it continues to grow and change over the years.

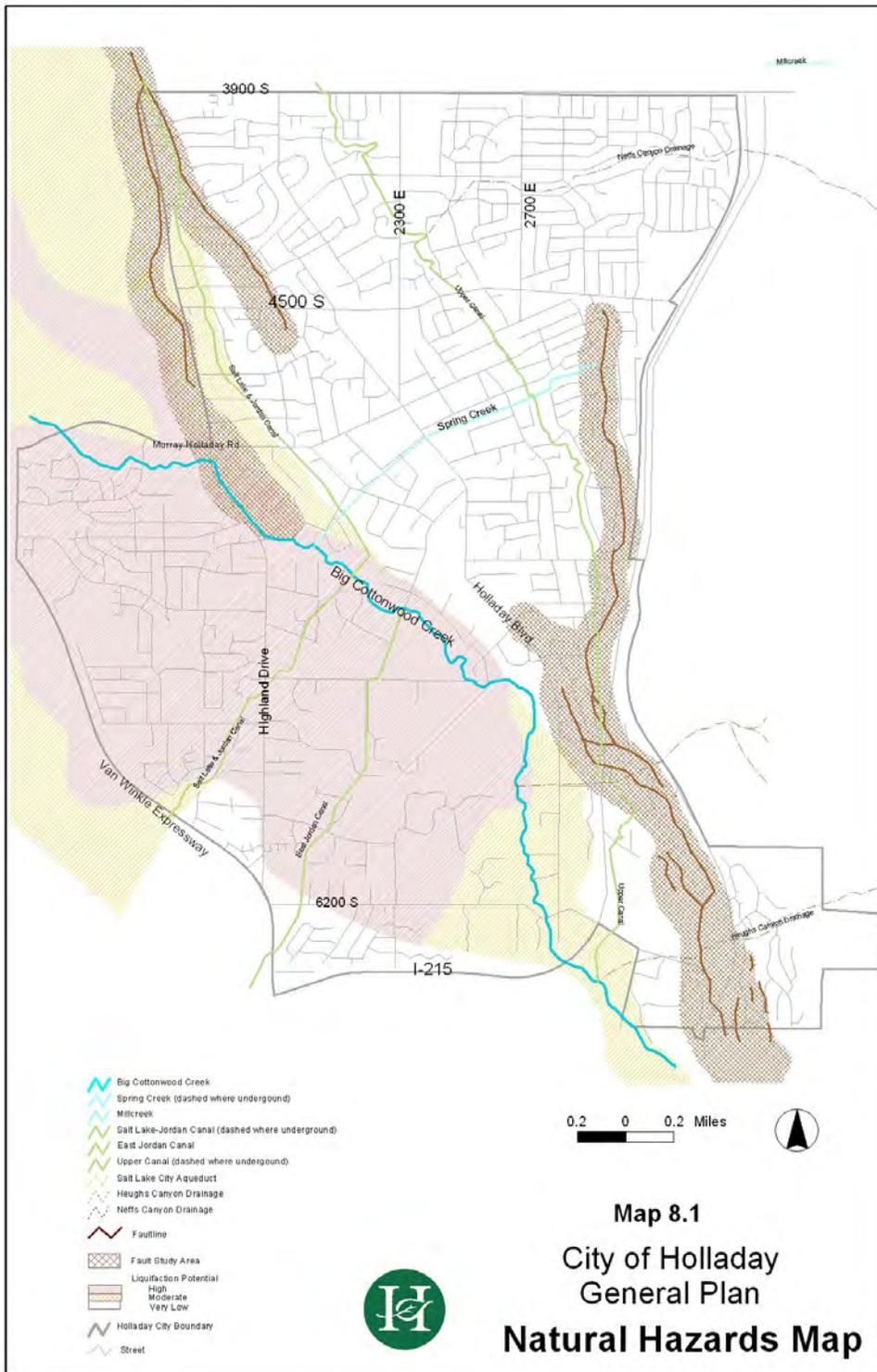
19
20 **NATURAL RESOURCES**

21
22 Holladay has a broad range of natural resources and these resources need careful protections against
23 future inappropriate development. To guide future decision-makers the following overall goals of this
24 chapter are intended to:

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

32
33 The majority of land in the City is relatively flat, although there are numerous sloped areas that make
34 views of the valley and mountains possible. Soil types vary and high water tables are common. Steep
35 slopes and the presence of the Wasatch Fault Zone paralleling Highland Drive create development
36 constraints that must be considered during any site planning process. Map 8.1 shows the City’s
37 identified Natural Hazards.

1 Map 8.1- City of Holladay Natural Hazards/Waterways Map



2

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

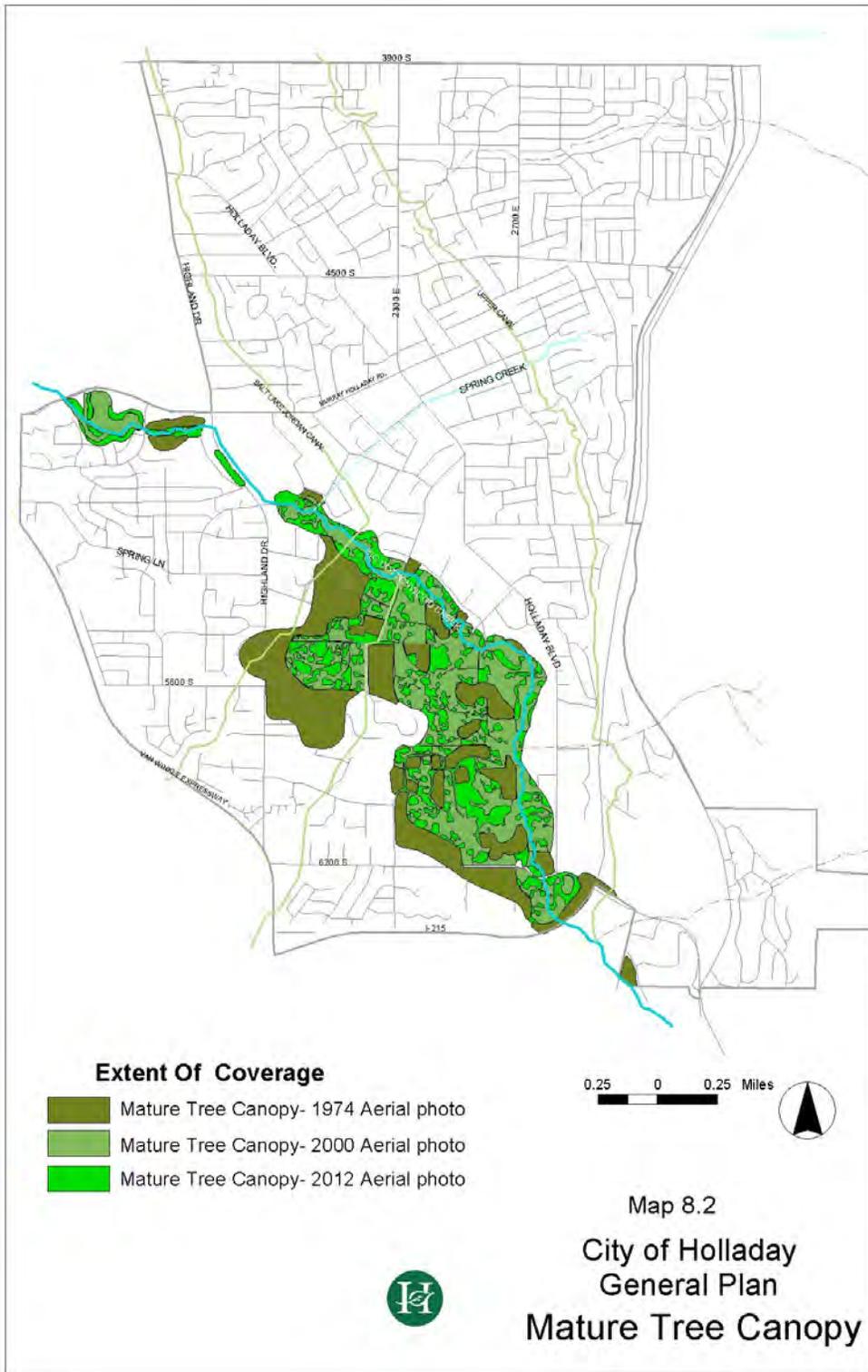
10
11 In addition to conveying and channeling water through the community, these waterways help to
12 enhance the integrity of the local environment by providing beauty, flood storage, stream bank
13 stabilization, sediment trapping, pollutant trapping/attenuation, food chain support, fishery and wildlife
14 habitat, and natural/passive recreation opportunities. The natural beauty of riparian areas also makes
15 them attractive for development. Unfortunately, such changes often impair the value of the riparian
16 ecosystem, with flooding being one of the most immediate and direct impacts to nearby residents.

17
18 Holladay's unique environment also provides prime habitat for many native species of birds, fish and
19 animals. Habitats range from those on the steep foothills to those along the Big Cottonwood Creek
20 bottoms. Open fields and year-round stream flow all contribute to varied and abundant wildlife in the
21 city.

22
23 Mature trees and healthy vegetation provide an incredible array of benefits for Holladay. In addition to
24 providing shade, privacy, habitat and food, trees provide less obvious benefit, such as helping to control
25 erosion, mitigating noise, enhancing the sense of well-being, and adding aesthetic value. The forests of
26 mature trees, which characterize many of the established neighborhoods in Holladay, are important to
27 the community in general. Frequently mentioned by residents during the planning process, they are
28 highly valued and in need of preservation and rejuvenation. Map 8.2, illustrates the dramatic change in
29 old growth tree canopy and its associated riparian areas along Big Cottonwood Creek that has occurred
30 over the last twenty years. These losses can be attributed to natural attrition as well as, increasing
31 development within the corridor. The City faces a major challenge balancing public outcry to preserve
32 trees with the right of property owners/developers to remove trees located on their properties.

33
34 Another vital issue regarding trees in Holladay, especially those heavily forested areas in the Historic
35 Community Core, (south of Murray Holladay Road, and north of 6200 South between Holladay Blvd and
36 Highland Drive) is the possibility of a major fire. These areas are often characterized by diseased and
37 weakened trees that have abundant, dead undergrowth. Additionally, much of this residential area is
38 accessed by narrow private lanes serviced by small, aging waterlines and low water pressure. This
39 combination of factors may contribute to the danger of significant damage to property and persons if a
40 major fire event were to occur.

1 Map 8.3- Changes in the Mature Tree Canopy
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SUSTAINABILITY

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

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

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

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

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

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

CURRENT PRACTICES AND POLICIES IN HOLLADAY

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

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

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

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

4
 5 3. Water Conservation and drought preparedness awareness. *Historic low density development*
 6 *patterns in Holladay are unique to other areas of the Salt Lake Valley. While large lots may use more*
 7 *water resources per household, they use far less water per acre than more densely developed areas.*
 8 *Thus Holladay's existing large lot areas and low density residential neighborhoods help to conserve the*
 9 *city's water resources. Also, Holladay City's leaders support education efforts city wide to ensure all*
 10 *citizens understand and value this limited resource.*

11 **IMPLEMENTATION MEASURES:**

12
 13
 14 As stated previously, the overall goals regarding the preservation of the City's natural resources are
 15 intended to:

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

23
 24 In order to achieve these long-term goals for Holladay's natural resources this General Plan supports the
 25 following implementation measures:

- 26 1. Evaluate and update as needed, current regulations and guidelines pertaining to development
 27 within those areas with specific natural hazards.
- 28
 29 2. Ensure that the existing urban forest is protected and improved as much as possible while
 30 respecting the rights and needs of private property owners. Continue to encourage the
 31 preservation of existing trees and planting of new ones.
- 32
 33 3. Develop and adopt a Community Wildfire Prevention Plan (CWPP) as a first step in addressing
 34 Wildland Urban Interface (WUI) issues that impact those Holladay properties that are highly
 35 susceptible to catastrophic results from fire.
- 36
 37 4. Adopt as part of the City's policy, the "Salt Lake County Big Cottonwood Creek Guide where
 38 applicable.
- 39
 40 5. Avoid the piping of streams and canals. As opportunities permit, explore the possibilities for
 41 day-lighting Spring Creek and Neff's Creek.

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

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

11
12

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

- 15
16 1. Actively search for new and innovative ways to conserve water in the City's operations and
17 develop a strategy to implement these methods.
- 18
19 2. Preserve those areas of low density, large lot development from development pressure to
20 maintain private open space and natural vegetation and to conserve water resources. Look for
21 innovative ways to maintain delivery of secondary water to old growth tree areas.
- 22
23 3. Continue to support the valley-wide air quality measures such as UCAIR and other emission
24 reduction programs. Require citizens to adhere to the no-idling policy and to actively look for
25 ways to reduce unnecessary car trips.
- 26
27 4. Encourage and educate the community regarding measures to reduce unnecessary car trips and
28 to encourage the use of mass transit and other alternative transportation options including
29 walking to school and church.
- 30
31 5. Work with UTA on the adoption of needed bus routes including BRT.
- 32
33 6. Look for ways to incentivize the use of renewable energy resources such as installation of solar
34 systems and the inclusion of Green building practices city-wide.
- 35
36 7. Develop and implement an education program for the community to encourage the recycling of
37 non-renewable resources.
- 38
39 8. Develop a plan to increase recycling of green waste and the use of green waste containers
40 within the City.
- 41
42 9. Develop and implement an education program for the community to encourage urban
43 agriculture and family food production.

CHAPTER 9: SMALL AREA MASTER PLANS

ADOPTED PLANS

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

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

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