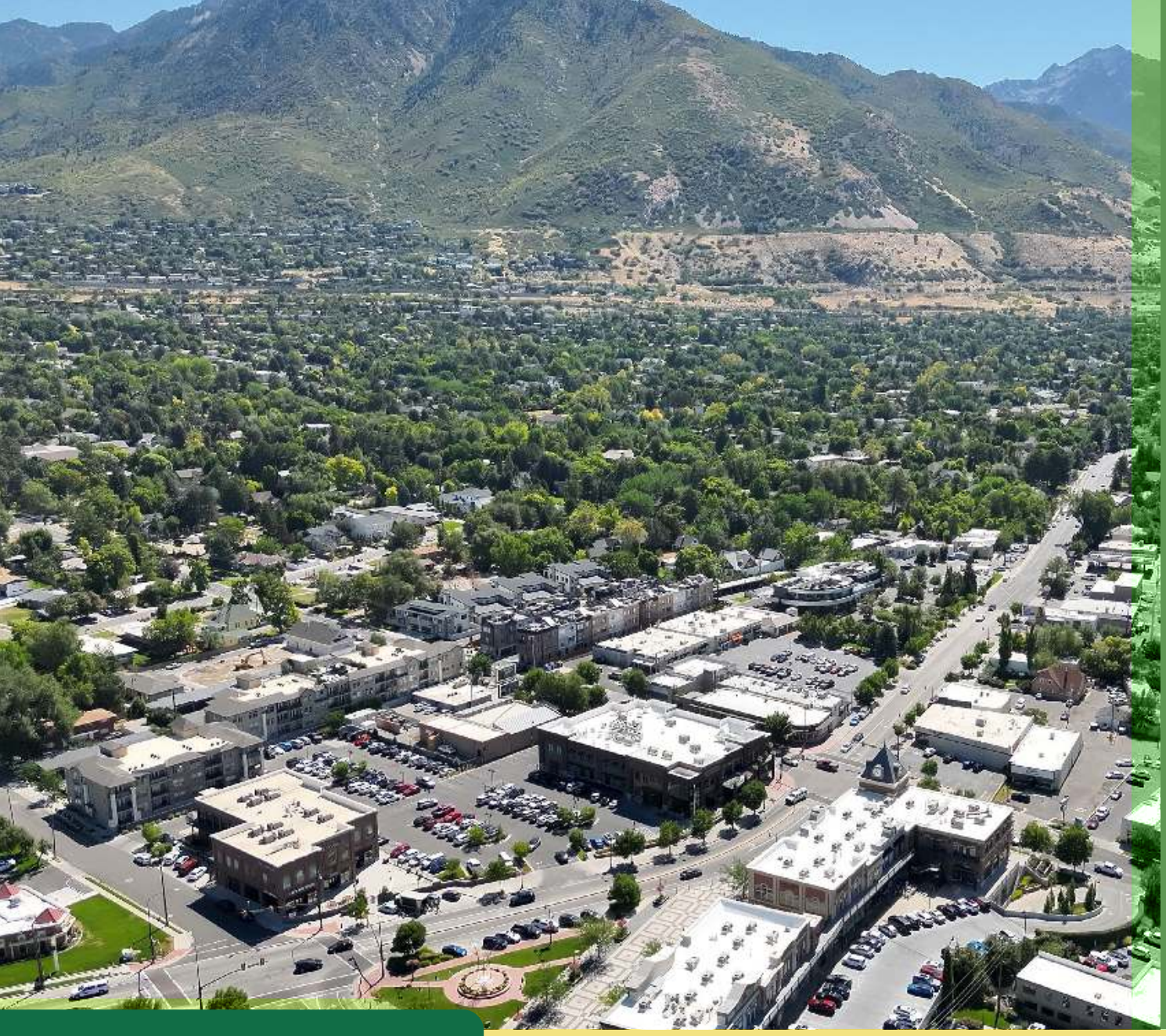

2025 General Plan

Holladay Horizons

A 10-Year Vision

HOLLADAY
HOLLADAY

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01

INTRODUCTION

IMPORTANCE AND USE OF THE GENERAL PLAN

The Plan

Holladay Horizons serves as a planning guide to assist in the decision-making processes. The General Plan can be used by community members, developers, City staff, commissioners, and council members as a centralized blueprint for how the City should grow. The policies and the maps incorporated in this document illustrate a vision for the future of the community. This vision guides changes to the City's land use regulations, can help the City secure funding by clearly articulating the community's goals, and guide new and existing City-led programs.

The adoption of a general plan is mandated by Utah State Code (10-9a-401[1]) and must present the current and future need of Holladay's residents. Holladay has changed and evolving needs and challenges necessitated an update to the City's previous General Plan (2016). The goals and policies in the previous general plan were analyzed in the context of the conditions of 2025 alongside community feedback throughout the Holladay Horizons drafting process. Changes were made to goals and policies only where they were identified by key data or by the community. The Holladay Horizons General Plan, as an extension of the previous general plan, is intended to guide future development and growth over the next 10 to 15 years

Most importantly the update is intended to enhance accessibility and usability for staff, decision-makers, and the community, ensuring access to information that is easy to understand and that supports a unified and clearly articulated vision.

The elements of this general plan and the associated policies and implementation actions 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.

WHY WE PLAN

General plans are required by state and federal laws, however, there are many reasons why cities adopt general plans. The general plan is the guide for growth and development that articulates what the City currently is and how community members hope it will be in the future. The plan's vision is where this ideal future is described, and the goals, policies, and the future land use map are the tools that City staff and decision makers use to make that future a reality. In the face of significant changes in the state and the region, these reasons are even more pressing.

HOW THE PLAN COMPLIES WITH THE STATE REQUIREMENTS

See Appendix A for a Matrix showing where these state requirements are addressed in the Plan.

LAND USE ELEMENT

1. Designates the long-term goals and the general distribution of land use categories.
2. Includes standards of population density and intensity recommended for the various land use categories covered by the plan.
3. Integrates the land use element with the water use and preservation element, and accounts for the effect of land use categories and land uses on water demand and other infrastructure needs.

TRANSPORTATION ELEMENT

1. Provides the general location of existing and proposed roadways, public transit, active transportation facilities, and other modes of transportation.
2. Addresses a plan for residential and commercial development around major transit corridors and major roadways to maintain and improve the connections between housing, employment, education, recreation, and commerce.
3. Correlates transportation maintenance and improvements with the population projections, employment projections, and the proposed land uses.

WATER USE AND PRESERVATION ELEMENT

1. Addresses the effect of permitted development or patterns of development on water demand and water infrastructure.
2. Considers methods of reducing water demand and per capita consumption for existing and future development and identify opportunities for Holladay to modify operations to conserve water and eliminate practices or conditions that waste water.

PLAN FOR MODERATE INCOME HOUSING

1. Provides a realistic opportunity to meet the need for additional moderate-income housing within the municipality over the next five years.
2. Includes nine of the state's recommendations for moderate income housing strategies. See Appendix F for the Moderate Income Housing Plan.

ADDITIONAL PLAN ELEMENTS

While not required by State Code, this Plan includes additional elements that emerged during the planning process:

- ***Community character*** (aesthetics and historic resources)
- ***Recreation*** (recreational, educational, arts, and cultural opportunities)
- ***Responsible infill and renewal*** (the reduction of the waste of physical, financial, or human resources that result from either excessive congestion or excessive scattering of population and the protection of urban development)
- ***Economic development*** (preserve and enhance the business climate)

Holladay Horizons has been created as a way to articulate all of these elements through a community supported vision for the future. The vision establishes the foundation for identifying specific steps that the City of Holladay should take to bring about residents' desired future. The planning future (horizon) of this plan update is 2035. Updates to this plan should occur every five years with a more comprehensive review every 10 years as residential and economic trends evolve in the City.

CROSSCUTTING ELEMENTS

SUSTAINABILITY

Holladay residents support the concept of sustainability. While this can mean many things to many people, the City has adopted a broader approach to sustainability. **The City's goal is to ensure that the resources that are available to community members today are available for future generations to the maximum extent possible.** These resources include the tree canopy, parks and open space, water, services like stormwater and sewer infrastructure, roads, and responsive service delivery.

Beyond physical infrastructure, the City's resources include well-maintained and affordable housing, neighborhoods that foster community connections and healthy lifestyles, transportation networks that provide safe and convenient options for all users, and a diverse, resilient City budget that can adapt to change.

In the face of change, sustainable cities allow for flexibility to ensure that they bend, not break, in the face of challenges. By bending and flexing to meet emerging needs, community members can work with the City to continue to protect the things that matter most. Holladay has embraced the idea of incremental change for many decades, each of its neighborhoods has evolved to take on new types of design, new densities, and new public spaces. While protections and sustainability initiatives can look very different, changes that can be adopted and embraced by the community are the ones that have the most potential to be impactful. The **Water Element** is a key component of sustainability in the General Plan and can be found in the Responsible Renewal and Infill Chapter.

You will see sustainability related goals and policies throughout the plan marked with this symbol:

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

- World Commission on Environment and Development

HOUSING

Utah requires every municipality to adopt a Moderate-Income Housing Plan to address needs for households that earn between 80% and 120% of the area median income and monitor housing affordability. Often these families include schoolteachers, firefighters, and small business owners, to name just a few. Holladay in particular has a higher median income than many of its neighbors which sets the bar even higher for achieving affordability. While housing challenges for the City vary from others, it is still an important consideration and one that is closely tied to land use.

You will see housing-related goals and policies, including state-required strategies, throughout the plan marked with this symbol:

EXPLORE HOLLADAY

In pursuit of the City's goal to enhance the accessibility of this plan, the Holladay Horizons update includes an interactive portal where readers can zoom in on certain existing conditions related to each plan element. This interactive portal is a living experience that provides context for the policies and strategies and may also serve as a way to check progress toward the Plan's goals over time.

You will see interactive opportunities throughout the Plan and can click on the icon to investigate:

HOW TO USE THE PLAN

Any time a rezone, ordinance amendment, planned unit development, variance, special use, or any other land use application is considered, planning staff will consult the General Plan to determine whether the proposed development is consistent with the adopted goals and policies and desired future character. The Plan, which includes the future land use map, is used to provide essential guidance for decision-making and for updates to development regulations regarding the future growth and character of the community. The Plan guides residents, landowners, and project applicants concerning land planning and community development objectives.

The Land Use element of this Plan identifies a variety of place types and opportunity districts. The place types describe many components including anticipated uses, suggested density ranges, key characteristics, and alignment with current zoning districts. The Future Land Use Map identifies where these place types are envisioned by the community in alignment with the Plan's visioning process which included engagement with and input from the public, the project steering committee, staff, and elected and appointed officials.

The Plan and the Future Land Use Map are intended to be used to drive the City toward its vision and to be updated as necessary. Planning is an on-going process. To be effective, this Plan must be reviewed and updated as conditions change.

The City intends this Plan to be used as follows:

1. The Plan will be consulted and used as a guide for resolving issues affecting the long-term growth of the City related to zoning, subdivisions, capital improvements, and budgeting.
2. The ability to enact the Plan's vision ultimately depends on broad public acceptance and support. To maximize the implementation of the community's goals, the Plan will be amended as required to align with the general public interest.
3. The Plan will be responsive to changing circumstances, needs, public desires and new information. By improving and amending the Plan, it will continue to be relevant and effective.

HOW THE GENERAL PLAN IS USED

As required by state law and adopted by the City Council

Citizen Participation

Provides a framework for citizen participation and advocacy

Land Use Considerations

Guides future land use, re-zoning, and code updates

Infrastructure Investments

Informs decisions on future infrastructure investments

Municipal Coordination

Coordinates planning with neighboring jurisdictions and service providers

Implementation Actions

Directs actions to achieve future development goals

Community Values

Articulates community values to protect and work towards

Property Owner Insights

Helps property owners predict development near them

THE PLAN PROCESS AND ENGAGEMENT

The planning process was divided into three phases, with public engagement built into each phase to ensure the vision, values, and goals of the Plan are reflective of Holladay's' unique needs and aspirations. To ensure that the goals, policies, implementation actions, and the future land use map align with the community's vision for the future, the project included three sets of public events, three community-wide questionnaires, and a regularly engaged steering committee that represented various districts and interests in Holladay. Co-creation of a vision was crucial to the development of the Plan--all goals in each of the plan elements.

PHASE 1: FOUNDATION

The first phase focused on notifying the community through visual messaging using a variety of tools, events and physical locations throughout the City. This phase also included individual listening sessions, two Steering Committee meetings and a Questionnaire to help guide the visioning process. The demographic data collected throughout Phase 1 provided a baseline for the rest of the process by identifying which groups need targeted engagement opportunities and where efforts can be refocused to hear underrepresented groups.

During the Foundation Phase community members identified six major themes which later evolved into the vision principles:

1. Community character and identity
2. Housing and affordability
3. Transportation and connectivity
4. Redevelopment and growth areas
5. Sustainability and green infrastructure
6. Infrastructure and transportation

PHASE 2: VISION AND OPPORTUNITIES

Phase 2 took the initial topics and concepts from Phase 1 and organized them into a set of principles for the final Holladay Horizons Vision. This vision sets the direction for updates to the goals and policies to ensure that they reflect evolving opportunities like redevelopment and infill and balance the enduring commitment to the character of the City. This phase included a City-wide questionnaire and two in-person workshops where community members could consider the vision statement and principles and think ahead as to how this vision could be accomplished. Specifically, engagement during this phase asked the community how policies and recommended actions could align with the desired vision and future for the community and how the vision should be implemented through the Future Land Use Map.

PHASE 3: THE PLAN

Phase 3 focused on transforming community input from Phases 1 and 2 into the draft Plan. This phase marked a significant milestone, as it allowed residents to see how their ideas, concerns, and aspirations had shaped the plan's direction. It included one in-person and online workshop where participants reviewed the draft and provided any additional feedback to help refine areas of concern. Engagement during this phase also invited residents to contribute personal photos, helping to visually express the identity and future vision of the community in the final document.

THE HOLLADAY HORIZONS VISION

Holladay has preserved its character as a beautiful and unique community that is safe, family-friendly, and a highly desirable place to live, work, and play. As Holladay changes and evolves, the City considers the needs of future generations while maintaining what is valued today.

This vision encapsulates many elements that are important to the community. The following Vision Principles identify a preferred future that focuses on special topics. These principles are aspirational, things that Holladay residents hope to see on the City's horizon.

DISTINCT CHARACTER AND SMALL-TOWN FEEL

Holladay protects and enhances public green space, maintains its flourishing tree canopy, and supports inviting shared spaces in all neighborhoods.

QUALITY NEIGHBORHOODS

Holladay's neighborhoods support residents by ensuring access to their daily necessities. The City supports diverse housing that meets the needs of individuals and families at every stage of life.

WALKABLE AND CONNECTED COMMUNITY

Holladay prioritizes bicycle, pedestrian, and transit connections while ensuring roadway networks continue to unite regional destinations with gathering spaces, businesses, neighborhoods, and recreation.

A STRONG LOCAL ECONOMY

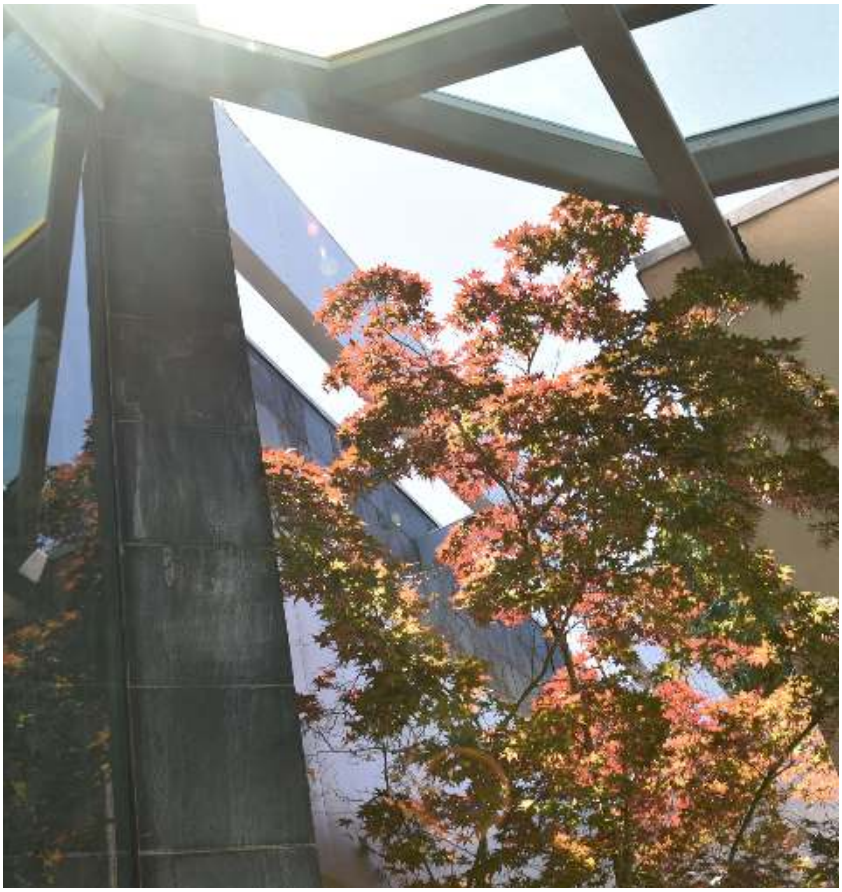
Holladay supports existing local businesses and builds upon commercial areas by providing opportunity for new businesses.

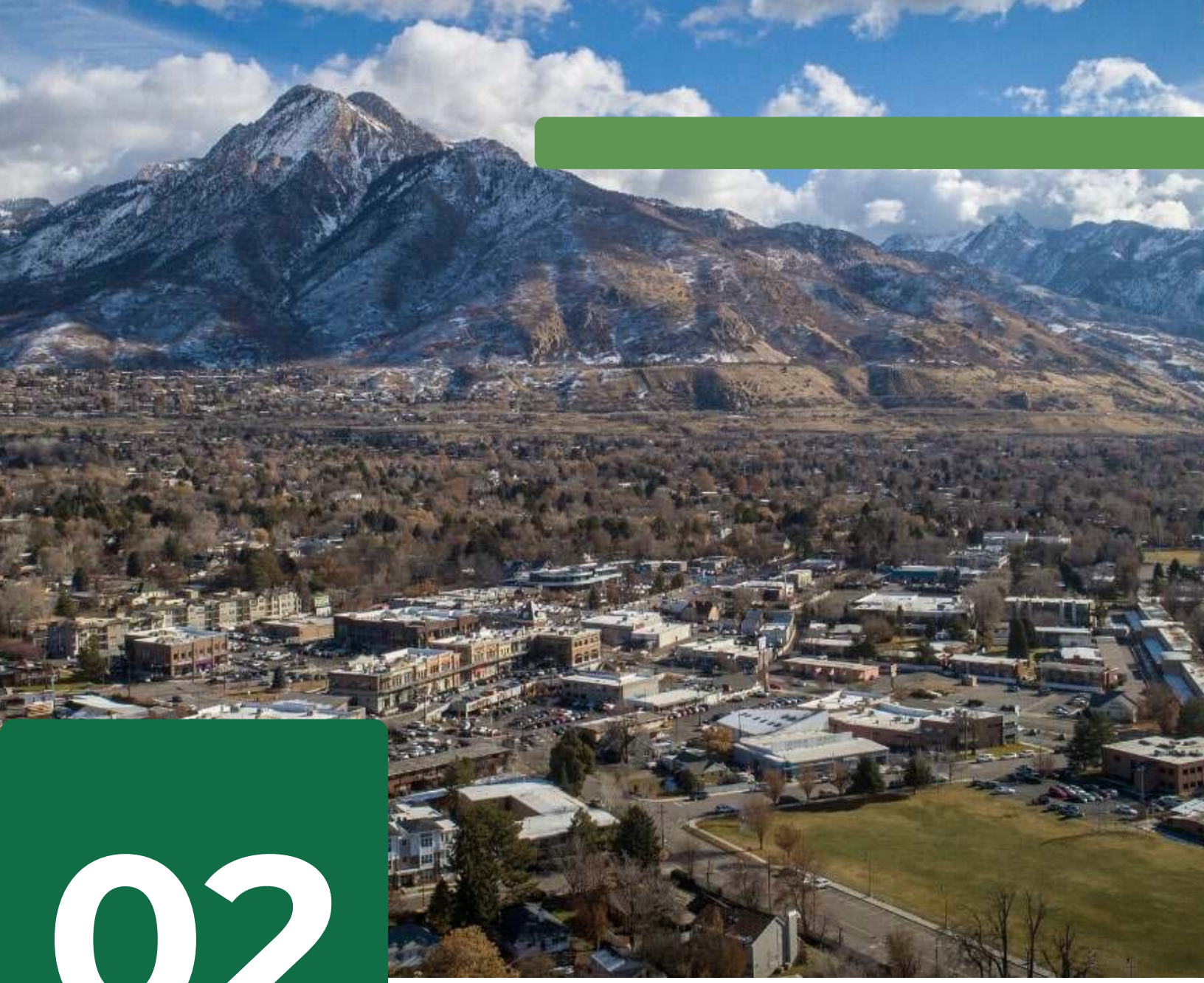
REMARKABLE RECREATION AND NATURAL SPACES

Holladay nurtures its public amenities and natural spaces, ensuring that its breathtaking views, access, and quality recreation spaces are maintained now and for future generations.

RESPONSIBLE RENEWAL AND INFILL

Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.





02

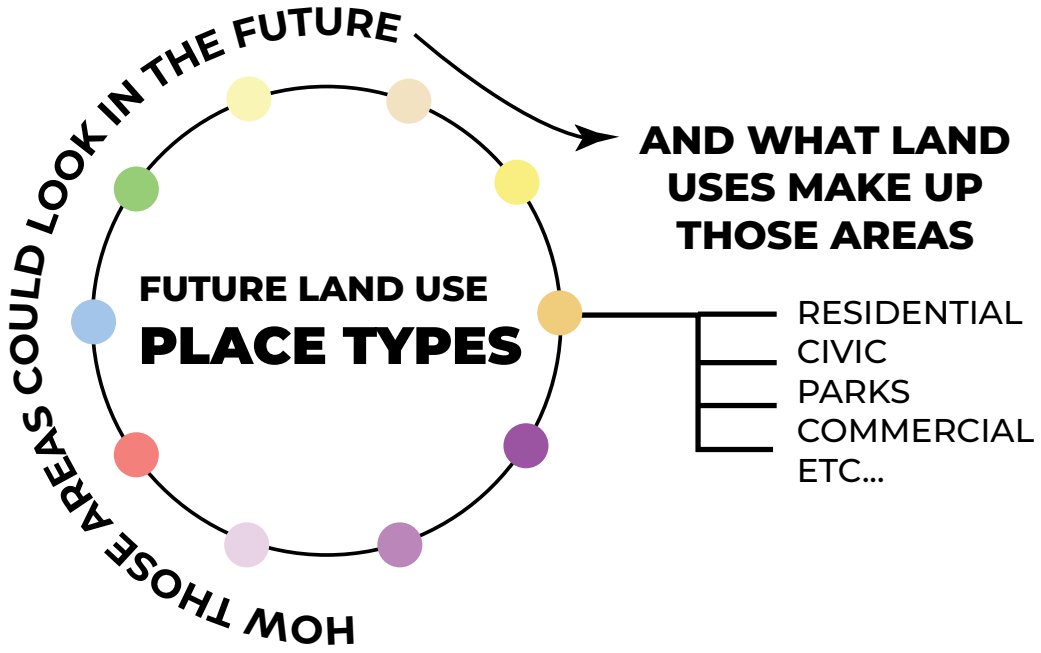
FUTURE LAND USE

DISTRIBUTION AND LOCATION OF LAND USES

Introduction

The Future Land Use element of the Plan identifies the general distribution and location of land designated for housing, business, recreation, public and open spaces in alignment with the long-term vision of the community. In addition to meeting state requirements, this Future Land Use element includes strategies, two key maps and corresponding land use frameworks:

1. ***The Future Land Use Place Types:*** Place types give general density considerations, characteristics, uses, and alignment with the City's existing land use regulations. This framework uses eight place types to show where these unique uses, densities, and characteristics are envisioned throughout the City. The Future Land Use framework is used to define direction and guide decision making. Figure 1 demonstrates key differences between the Future Land Use in the visionary plan and the Land Use and Development Regulations.



2. Areas of Opportunity: There are 7 Small Area Master Plans that provide additional regulation throughout the community. The City has, over many years of planning, set these areas aside as places that can and should take on certain changes to support a strong local economy while maintaining quality of life in surrounding neighborhoods.

Future Land Use Place Types

Each future land use place type includes the suggested density, primary and secondary anticipated land uses, land use mix considerations, the alignment with the City's current zoning, a description of key characteristics, and an image of areas that exemplify the street connectivity, transition, building massing, and uses that are anticipated.

Table 1 is a summary of the primary and secondary uses anticipated for each of the place types. These uses are intended as a guide; a single parcel or development may have either a primary or secondary use. The prevalence of the use within each place type area shall be considered with relation to the general land use mix identified in each place type.

Table 1. Use Summary Table

Place Type	Open Space and Recreation	Agriculture	Institutional	Single-family Housing	Medium-density Housing	High-density Housing	Mixed Use	Commercial/ Retail	Office
Country Estates	Secondary	Secondary		Primary					
Residential Foothills	Secondary			Primary					
Low Density Residential	Secondary	Secondary	Secondary	Primary					
Medium Density Residential	Secondary		Secondary	Secondary	Primary				
Regional Mixed Use	Secondary		Secondary		Primary	Primary	Primary	Primary	Secondary
Holladay Village	Secondary		Secondary	Secondary	Primary		Primary	Primary	Secondary
Community Mixed Use	Secondary			Secondary	Primary		Primary	Primary	
Commercial							Secondary	Primary	Secondary
Public	Primary		Primary						

Primary Use **Secondary Use**

LAND USES

Open Space and Recreation: Areas that are not intended to be highly developed and may include parks, natural and conservation areas, floodplains, and trails. They may include ancillary structures such as restrooms or pavilions that aid in the function of the space as an outdoor recreational area.

Agriculture: Areas that are used for crop or animal production for either commercial or personal use. Large structures are limited to single-family residential and storage of animals, other agricultural products, and necessary equipment.

Institutional: Buildings, structures, uses, and sites that are publicly accessible and utilized by community members on a regular basis. Public/ Semi-public uses include government buildings, parks, public parks and recreation facilities, community centers, schools, places of worship, arts and cultural institutions, and community gardens.

Single-Family Housing: Detached dwelling units designed to be occupied by one family and located on a separate lot from any other residential unit. These may include accessory dwelling units and residential facilities like shared pools, sport courts, and clubhouses.

Medium Density Housing: Residential uses including small lot single-family homes (including ADUs), duplexes, triplexes, or townhomes. There are a wide variety of small lot and missing middle housing options.

High Density Housing: Residential uses such as multifamily apartments, and townhouses.

Mixed-Use: A single site or building that integrates some combination of residential, office, service, or commercial uses. These can be vertically integrated such as a building with commercial services located on the ground floor with residential uses above. Horizontally integrated sites share a lot, and have mixed uses meaningfully integrated on the site. An example is live/work units with workshop spaces along a street frontage with residential units behind.

Commercial/Retail: Businesses selling goods, wares, or merchandise directly to the consumer. Retail uses may be low-intensity and small in scale, or large in scale. Businesses may also include personal services, restaurants, or perform small-scale manufacturing on site where retail sales are taking place.

Office: Buildings used for professional services and administrative functions. This may also include medical and dental offices.

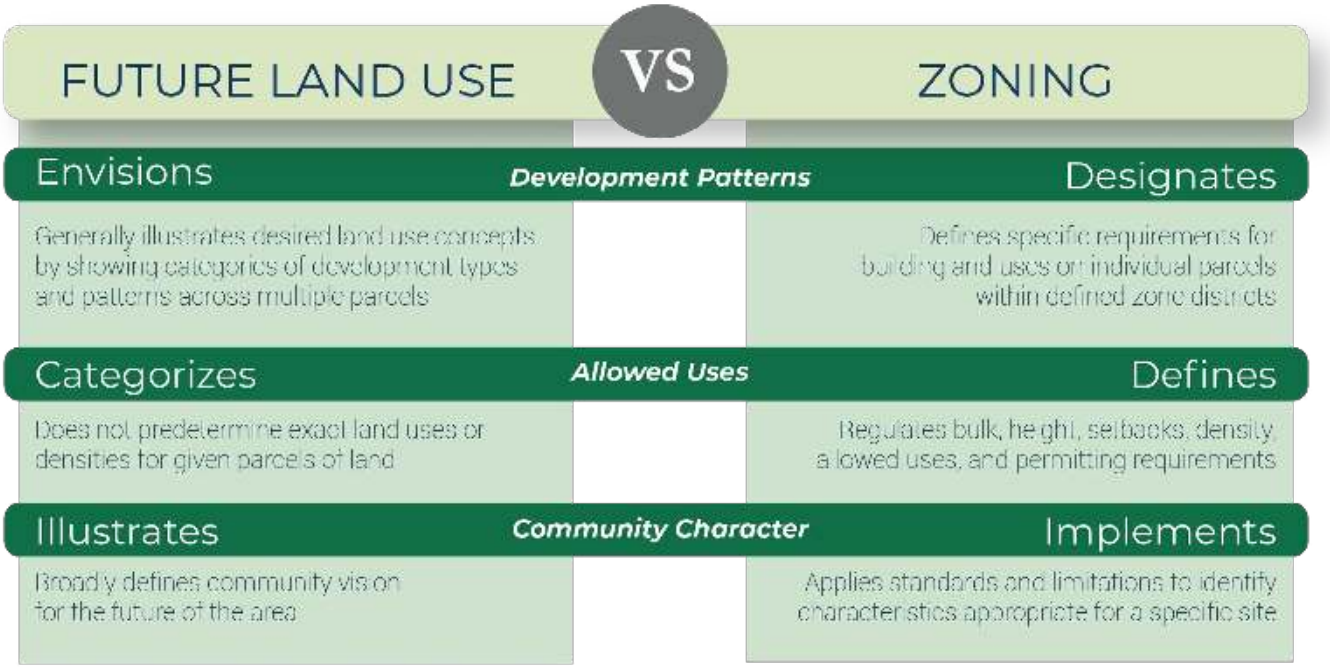


Figure 1. Future Land Use and Zoning Overview

While zoning regulates how land can be used today, the future land use map looks ahead to how the community envisions land evolving over time. It serves as a bridge between the community's long-term vision and the zoning regulations that implement it. The future land use map is a guide and illustrates the community's desired pattern of growth and development but does not directly regulate density or specific uses. Instead, it helps decision-makers evaluate rezoning requests and guide updates to the zoning ordinance. Figure 1 highlights the key differences between the visionary future land use and the regulatory zoning ordinance.

PLACE TYPE CATEGORIES

Residential Foothills	Community Mixed Use
Country Estates	Holladay Village
Low-Density Residential	Mixed Use Regional
Medium Density Residential	Public
Commercial	Open Space

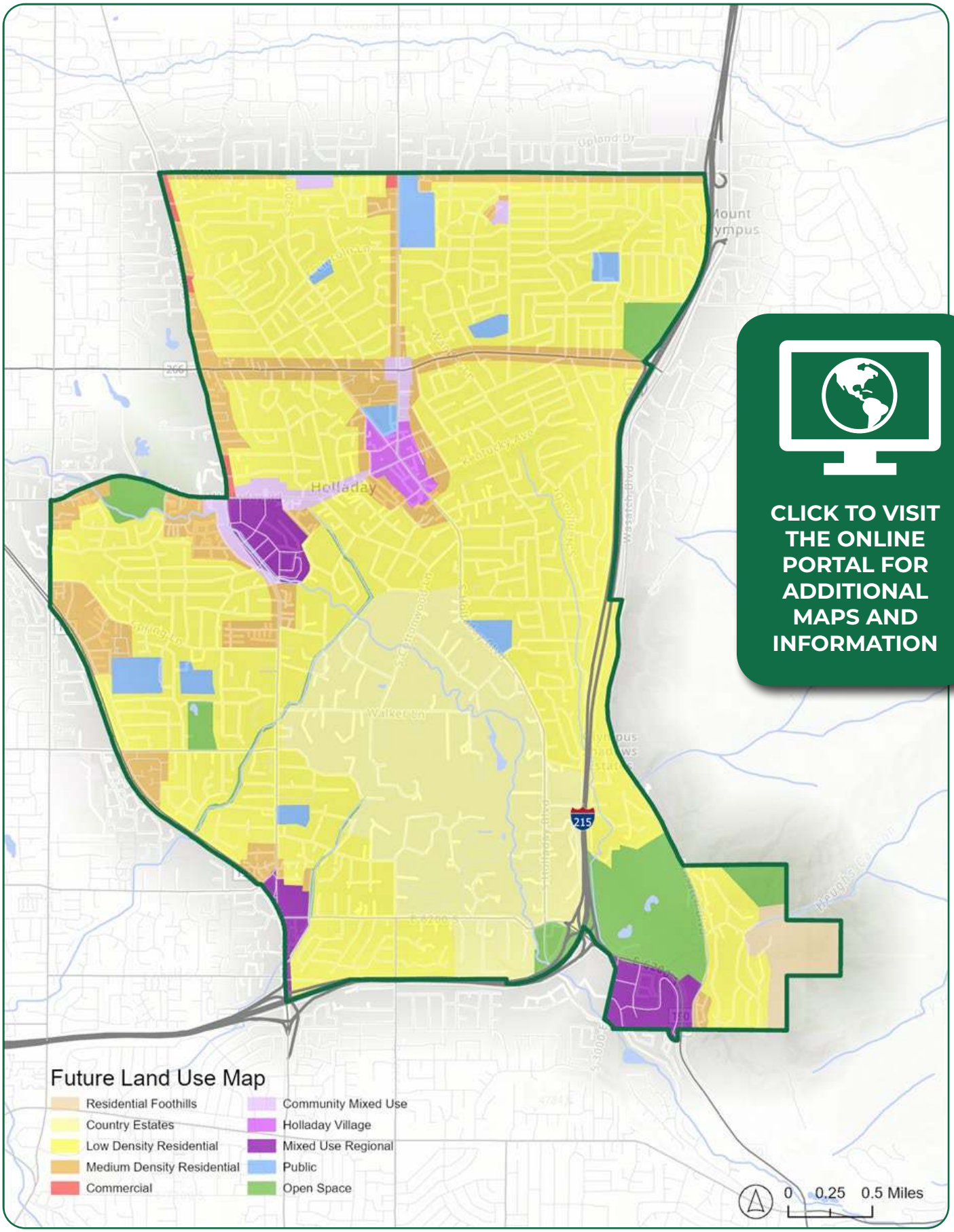


Figure 2. Holladay Place Types Map

Country Estates (CE)

SUGGESTED DENSITY

Density: 1 Primary Dwelling Unit Per 1+ Acres

ZONING ALIGNMENT

Zoning Districts: R-1-87, R-1-43

LAND USE MIX

Primary Uses:

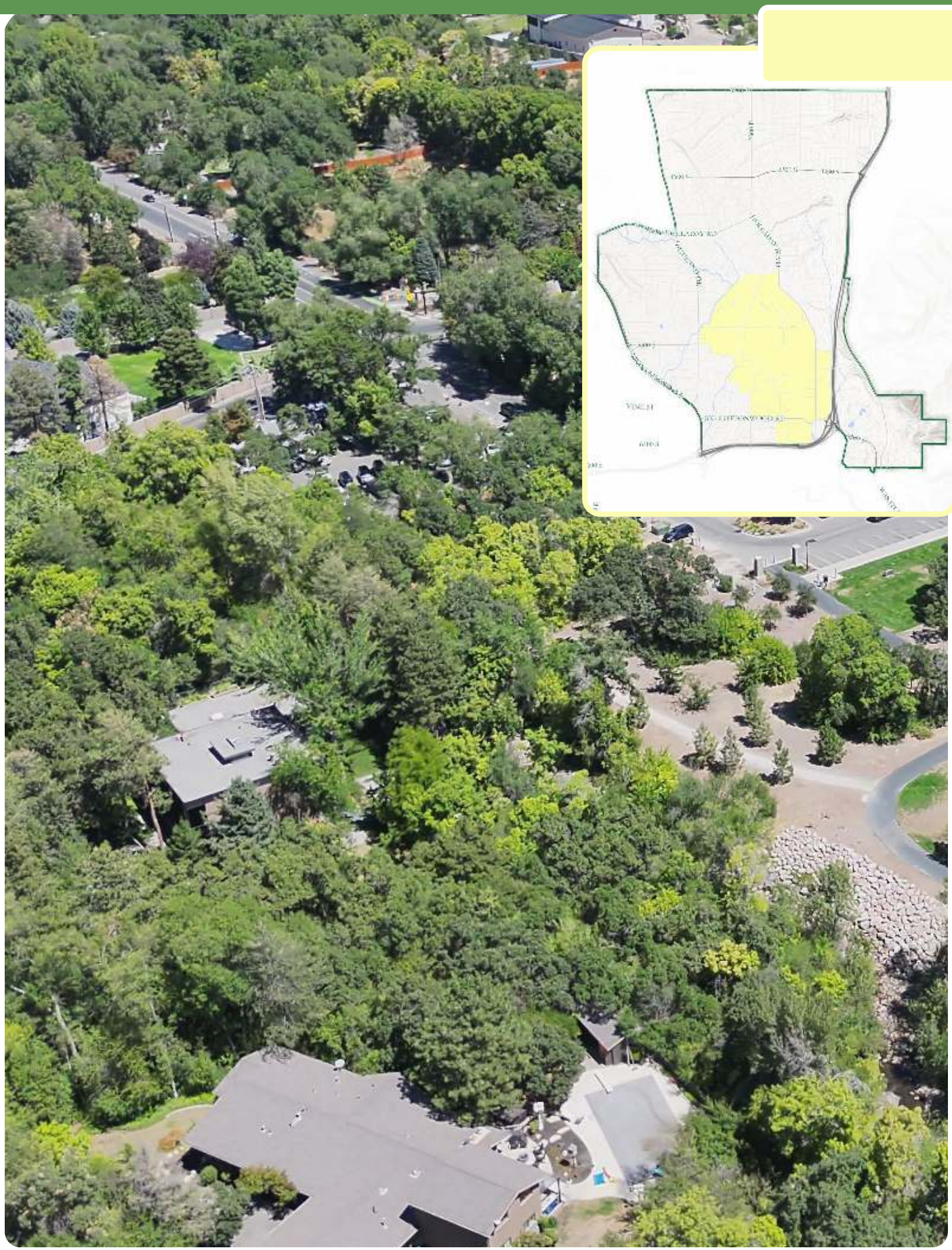
Single-family housing

Secondary Uses:

Open space and recreation, Agriculture

DESCRIPTION

This land use category supports the unique historic building pattern of 1-2 acre lots with country lanes that cannot be found elsewhere in the Salt Lake Valley. Some distinct features of these residential areas are their low traffic streets beneath a dense tree canopy. These areas contain narrow, wandering lanes that are not well suited for high traffic, and streets that do not generally include improvements like sidewalks or pedestrian crossings. Because of the lack of pedestrian and vehicle access, commercial and most civic uses are not appropriate in these neighborhoods.



Residential Foothills (R-F)

SUGGESTED DENSITY

Density: 2-6 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: FR-1, FR-5, FR-20, FCOZ

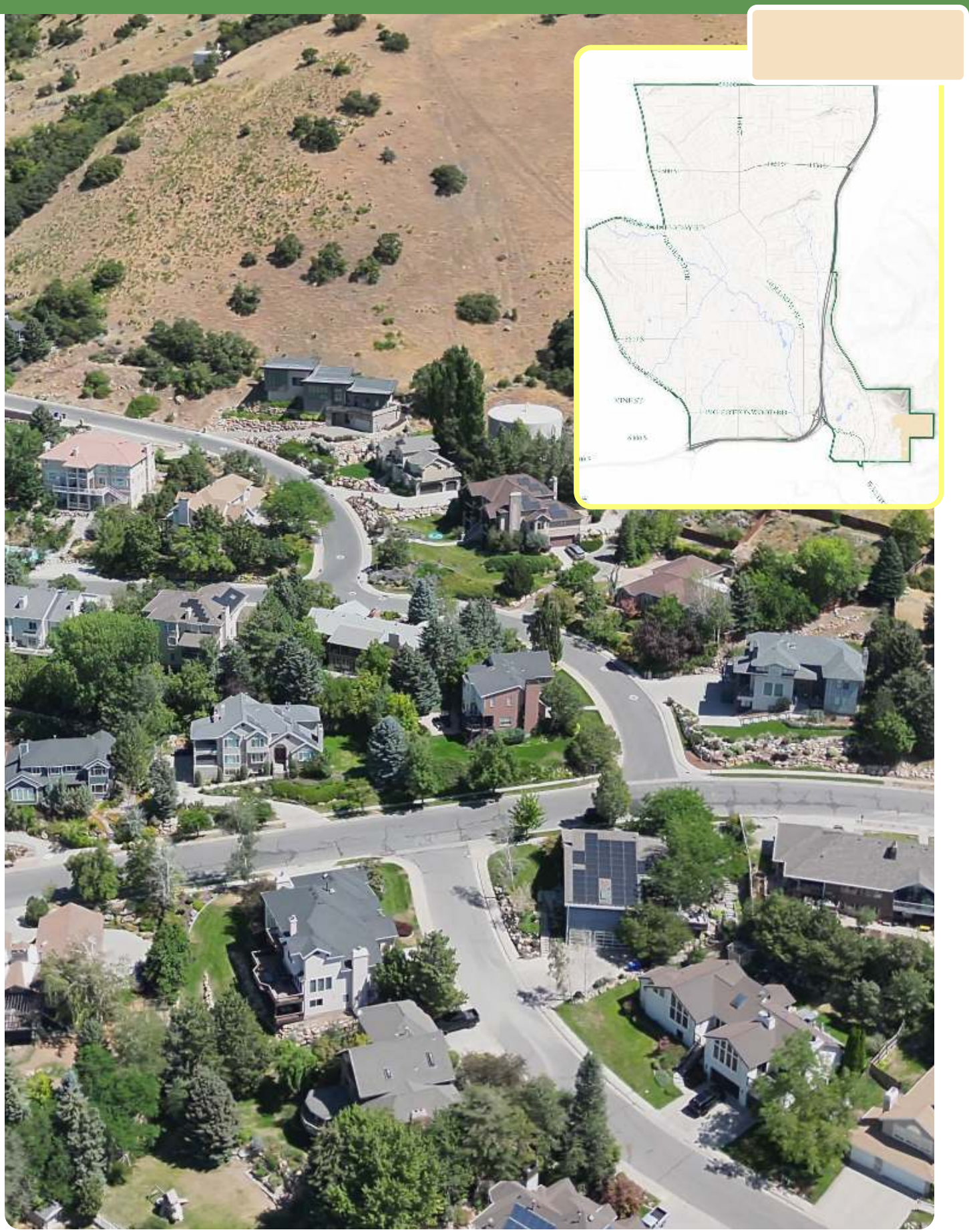
LAND USE MIX

Primary Uses:
Single-family housing

Secondary Uses:
Open space and recreation

DESCRIPTION

This land use category protects the natural slope and vegetation in the foothills while allowing flexibility for some residential development. Development that is appropriate in these areas requires additional review to ensure community-wide hazard mitigation, safety of property owners, and preservation of the aesthetic quality of the foothills for the neighborhood and the region.



Low Density Residential (R-L)

SUGGESTED DENSITY

Density: 2-6 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R-1-21, R-1-15, R-1-10, R-1-8

LAND USE MIX

Primary Uses:

Single-family housing

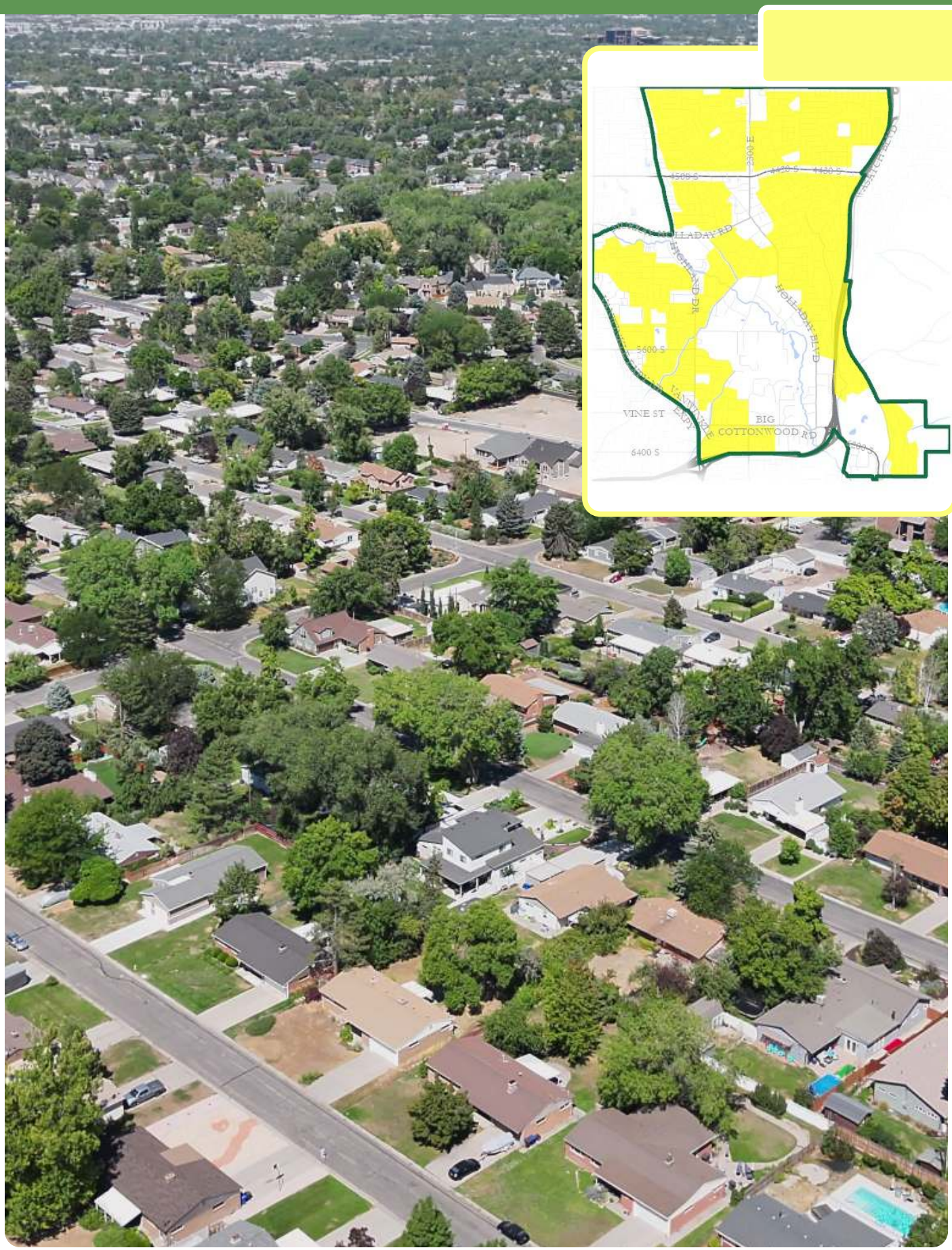
Secondary Uses:

Open space and recreation, Agriculture

Institutional

DESCRIPTION

This land use category supports low-density residential neighborhoods whose distinct design characteristics reflect the decades of patchwork development that makes the City so unique. Generally, these neighborhoods have limited connectivity with surrounding neighborhoods and are not immediately accessible via major roadways. They may have strong internal pedestrian connections especially to parks and schools except where historic development and limitations to road infrastructure make these connections challenging. Uses are limited to low density residential and civic uses including schools and parks that make neighborhood spaces to grow and gather. These areas have historically supported small scale commercial and higher density housing that are dispersed throughout neighborhoods. While the future land use is anticipated to be primarily low density residential these uses should be allowed to continue but only to the scale and extent that they have existed in neighborhoods historically.


HOLLADAY RD
HIGHLAND DR
HOLLADAY BLVD
5600 S
VINE ST
BIG
COTTONWOOD RD
6400 S

Medium Density Residential (R-M)

SUGGESTED DENSITY

Density: 7-20 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R-1-4, R-2-8, R-2-10, RM

LAND USE MIX

Primary Uses:

Medium density housing

Secondary Uses:

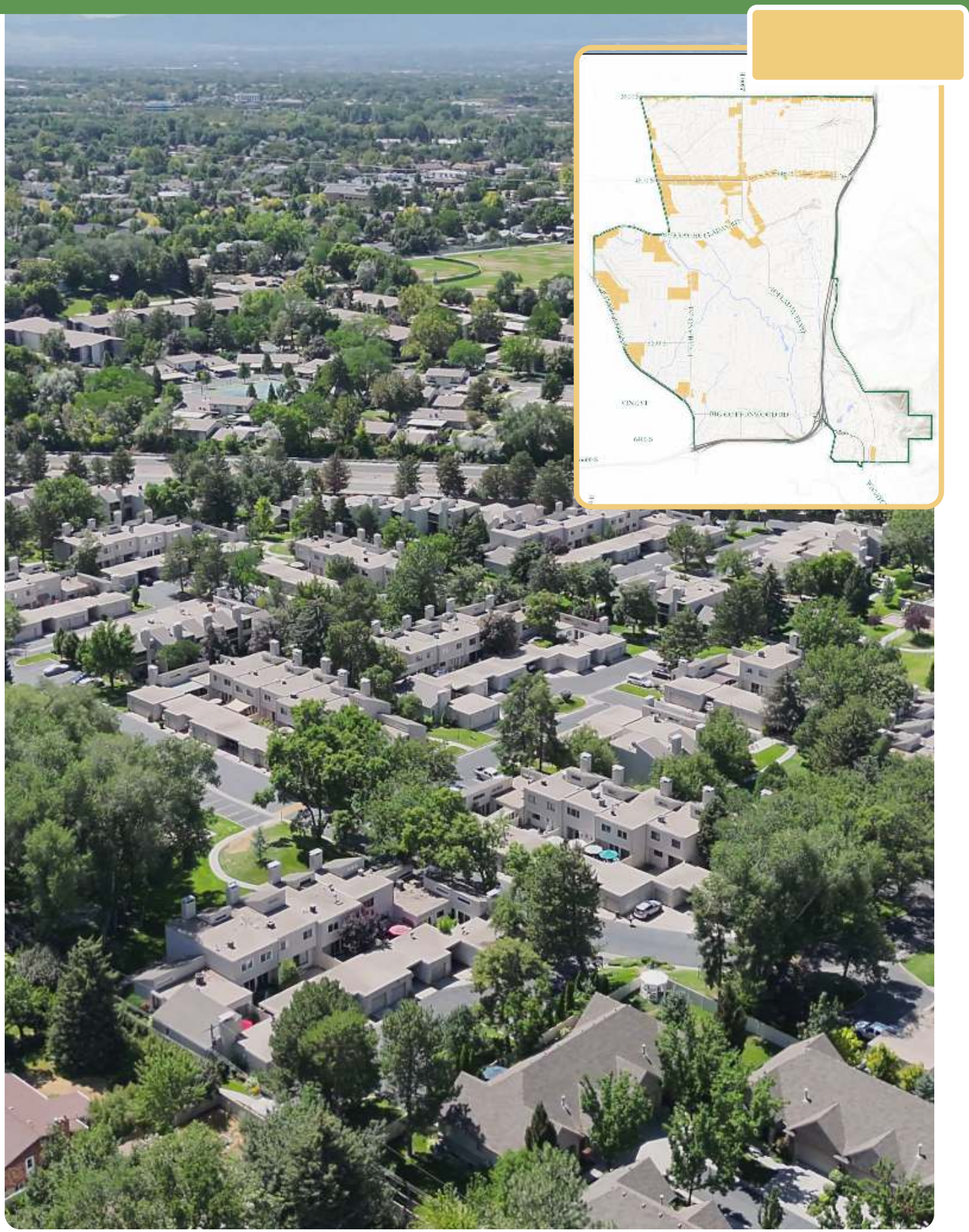
Single-family housing

Institutional

Open space and recreation

DESCRIPTION

This land use category accommodates a mix of housing types with access to major roadways, goods and services, and pedestrian connections to commercial or public spaces. These areas maintain key characteristics that make Holladay unique, including contiguous tree canopy, quality landscaping, and parks. This category is not intended to support mixed land use types, but these areas are naturally located near commercial and mixed-use nodes that can serve denser populations.



Regional Mixed Use (MU-R)

SUGGESTED DENSITY

Density: 20-50 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: R/M-U, HCR

LAND USE MIX

Primary Uses:

Medium density housing, High density housing

Mixed use

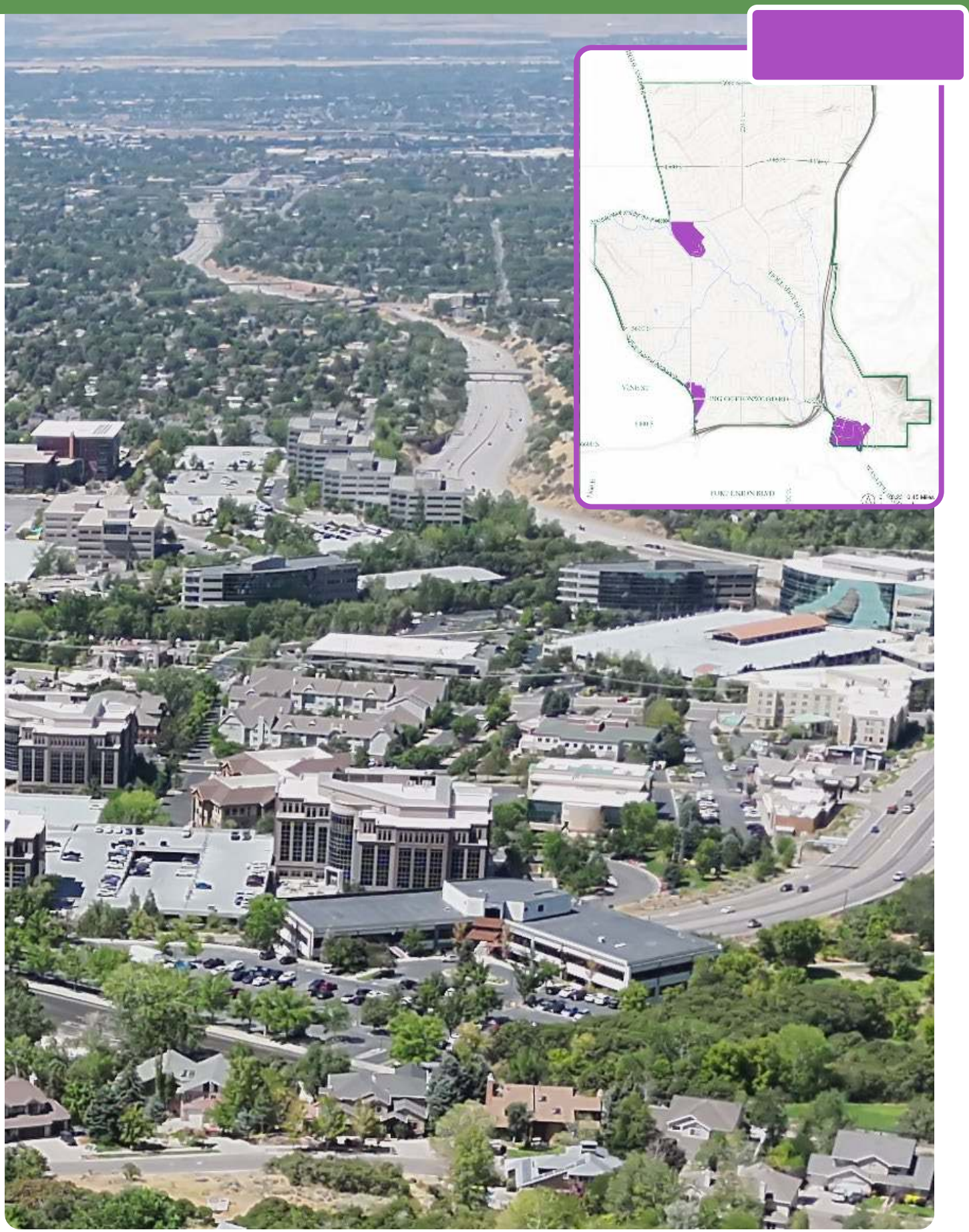
Commercial/retail, Office

Secondary Uses:

Open space and recreation

DESCRIPTION

This land use category supports uses with the highest intensity in the City. These areas support a broad range of uses, including higher density housing, office, retail, restaurants, and commercial uses. A key aspect of their development is connectivity, not only wihtin the node but to the larger region, incorporating features such as pedestrian crossings, sidewalks, and multimodal transportation options. These areas are destinations where community members and visitors can go to meet their needs, while also encountering walkable places to enjoy public life without having to get back in the car.



Holladay Village (HV)

SUGGESTED DENSITY

Density: 7-20 Dwelling Units Per Acre

ZONING ALIGNMENT

Zoning Districts: HV

LAND USE MIX

Primary Uses:

- Medium density housing
- Mixed use
- Commercial/ retail, Office

Secondary Uses:

- Open space and recreation
- Institutional
- Single-family housing

DESCRIPTION

This category represents the City's urban core. Holladay Village supports uses for residents and visitors that combine commercial, entertainment, residential and business with the park and public space amenities that support pedestrian friendly development. Into the future, Holladay Village will continue to be a place that residents can use and enjoy while also welcoming visitors. The Village category maintains special design standards that ensure pedestrian-friendly development.

Community Mixed Use (MU-C)

SUGGESTED DENSITY

Density: varies

ZONING ALIGNMENT

Zoning Districts: RO, NC

LAND USE MIX

Primary Uses:

- Medium density housign
- Mixed use
- Commercial/ retail, Office

Secondary Uses:

- Open space and recreation
- Institutional
- Single-family housing

DESCRIPTION

This category accommodates a mix of commercial and residential uses that serve Holladay's residential neighborhoods. The scale of these nodes is consistent with the medium and low-density neighborhoods that surround them. Pedestrian and bicycle facilities that connect to surrounding residential neighborhoods are prioritized in these areas to ensure that residents of any age can access these places to gather and support local businesses.

Commercial (C)

SUGGESTED DENSITY

Density: Not applicable

ZONING ALIGNMENT

Zoning Districts: C-1, C-2

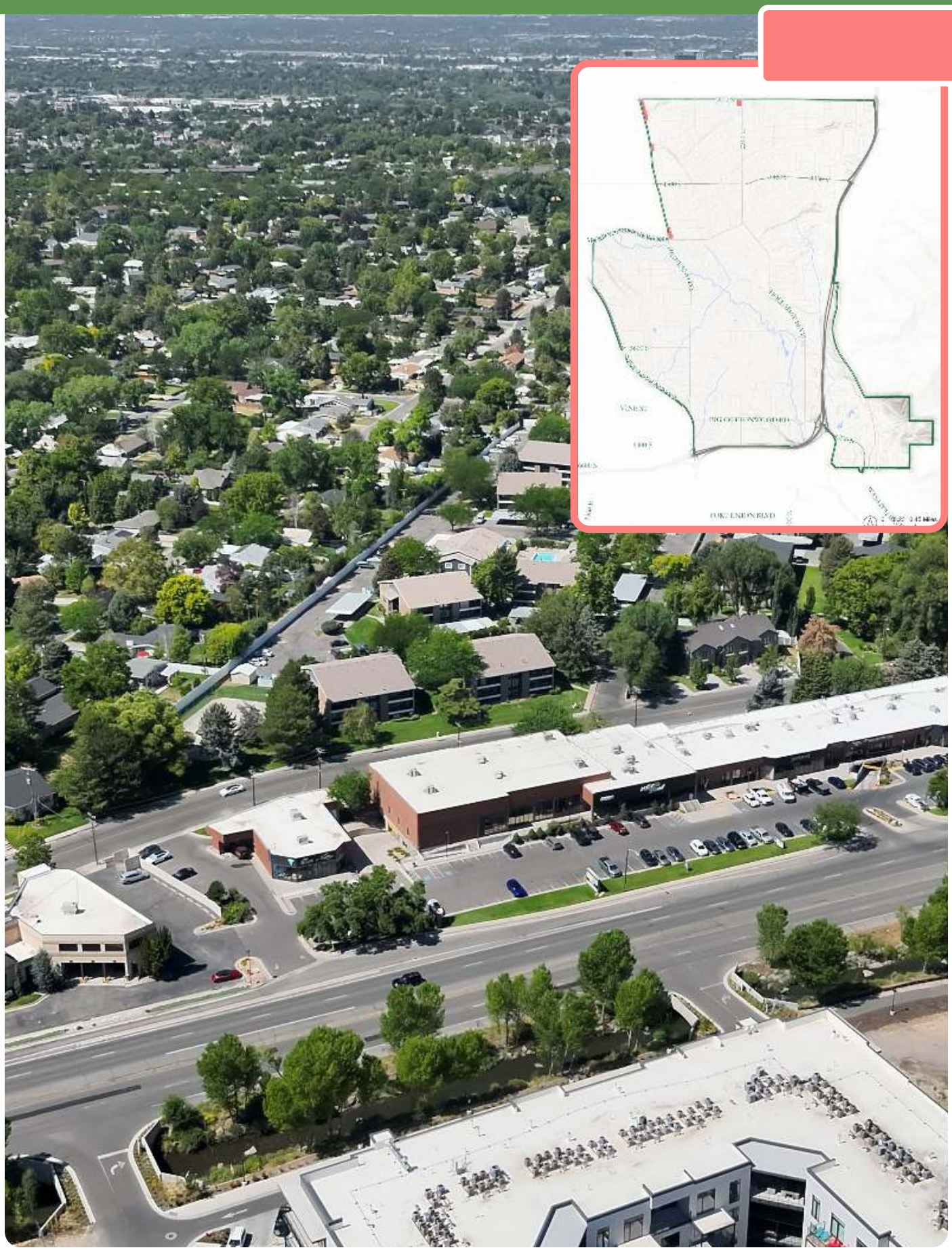
LAND USE MIX

Primary Uses:
Commericlal/retail

Secondary Uses:
Mixed use, Office

DESCRIPTION

This category accommodates commercial uses along key corridors, especially where commercial uses already exist and where additional infill and redevelopment is appropriate. These uses provide important goods and services for Holladay residents and surrounding communities and are generally accessed via car or public transportation. While these uses by nature may be more auto-centric, landscaping and access should align with existing development and other recommendations in this Plan.



Public (P)

SUGGESTED DENSITY

Density: Not applicable

ZONING ALIGNMENT

Zoning Districts: P

LAND USE MIX

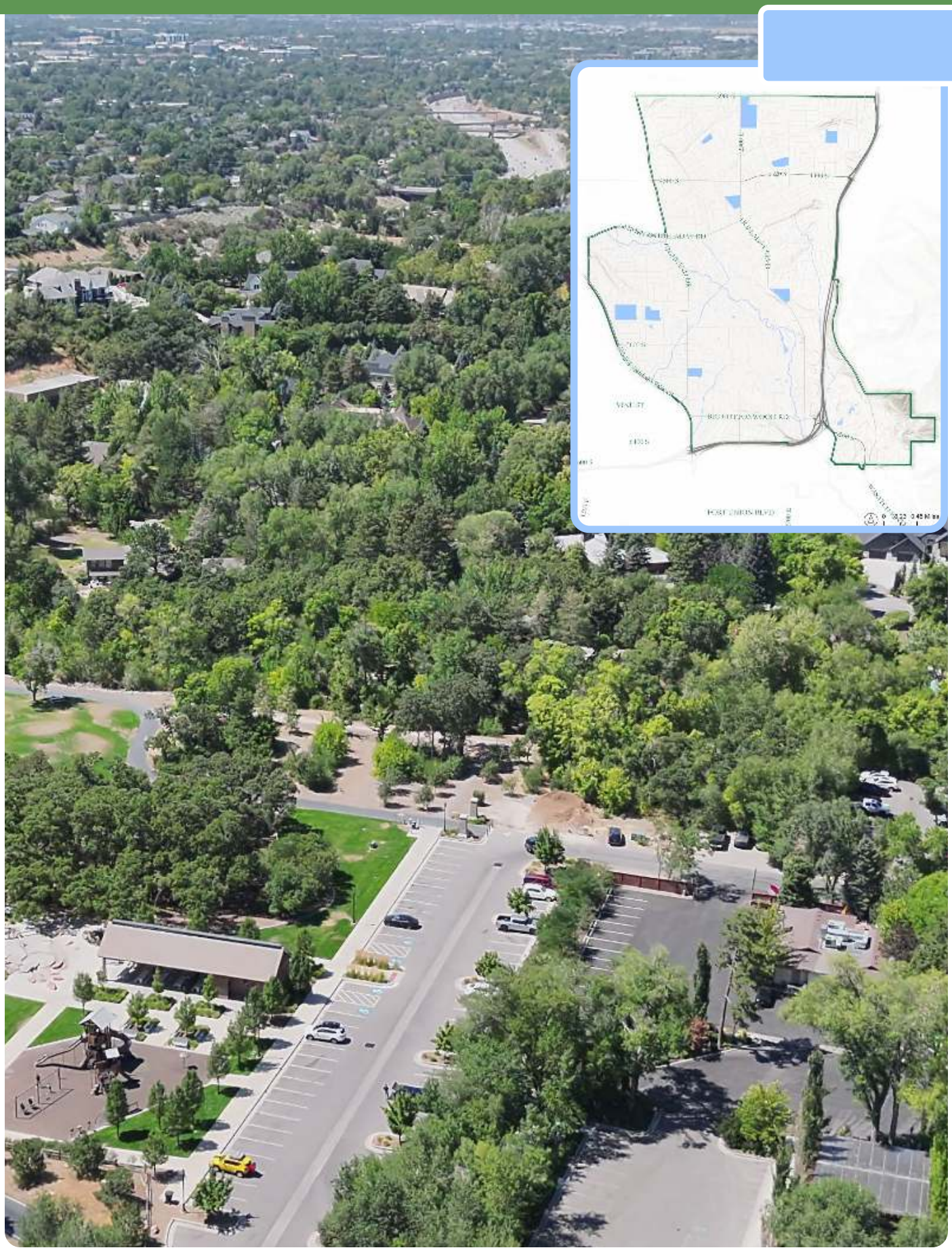
Primary Uses:

Open space and recreation

Institutional

DESCRIPTION

This category accommodates public open spaces, parks, and other public civic uses. These areas have diverse development standards, access, and varying character depending on the type and location of the space. Generally, these spaces include street trees, consistent signage, and appropriate features that seamlessly integrate them into the character of the community as a whole. These spaces primarily serve community members but when the access and use is appropriate, they may also serve surrounding communities and the region.



Areas of Opportunity

INTRODUCTION

Each neighborhood in Holladay has a distinct character. These neighborhoods emerged over decades of development and each pocket of the City contains elements of different eras, showing that incremental change. The scale and unique elements in these neighborhoods should be maintained but infill should be readily allowed, with careful consideration for the existing development pattern, especially the height and scale of new buildings. Infill development is intended to closely align with the scale and quality of existing neighborhoods but may include additional density or changes in uses that do not significantly alter the surrounding neighborhoods and should preserve pockets of non-conforming higher density residential where they already exist.

SMALL AREA MASTER PLANS

Areas throughout the City may naturally accommodate change, particularly those areas near key nodes, areas with significant redevelopment potential Figure 3, and areas adjacent to regional opportunities, especially near Holladay Hills, the Holladay Crossroads, and strategic locations along Highland Drive and 4500 South. Those areas shown on the map in yellow have unique land use plans that provide additional guidance on the allowed uses, scale, and design elements in new development.

Other opportunity areas highlighted on the map have strategic locations or have other types of regulations (Millrock for example is a Planned Unit Development).

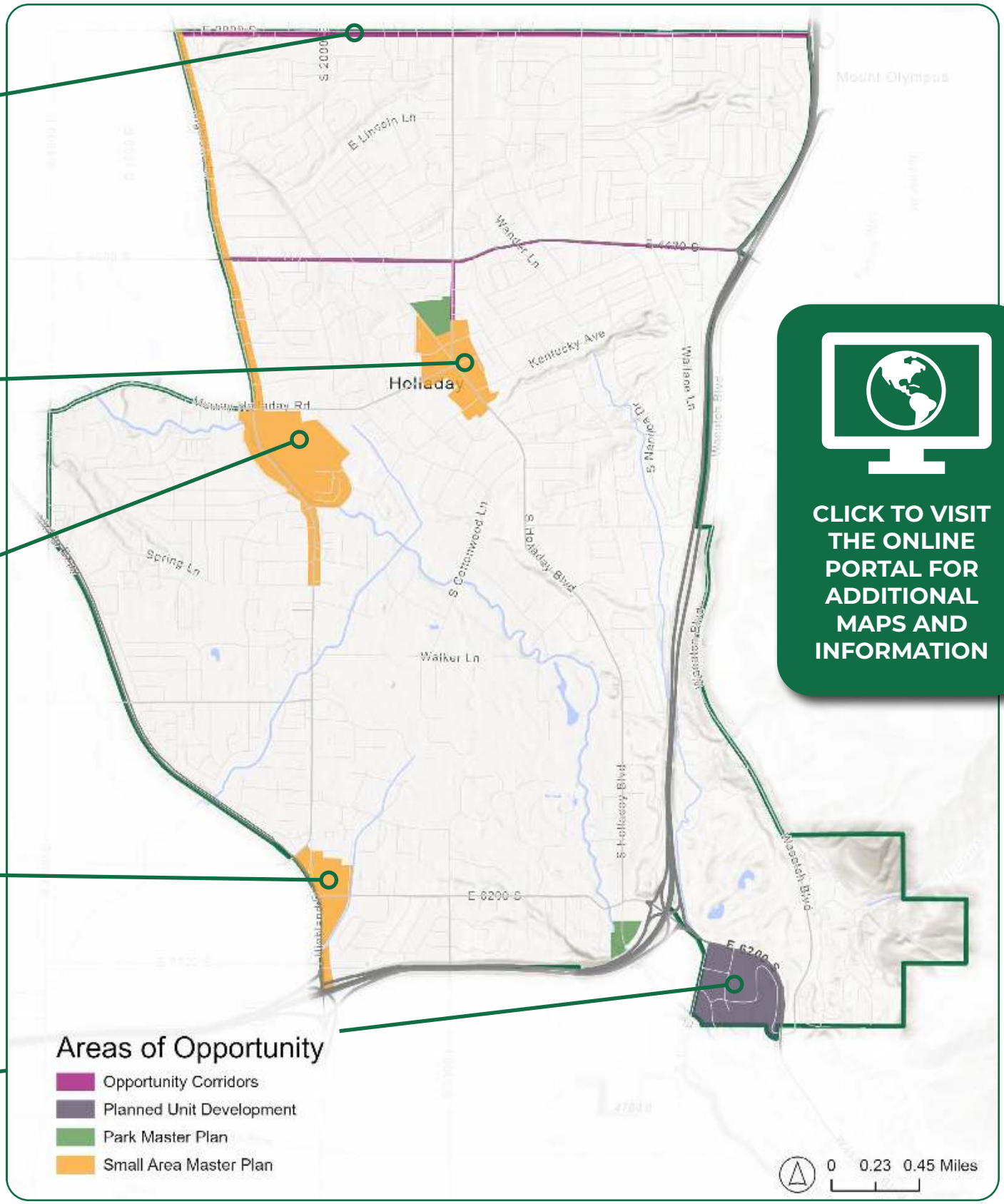
3900 SOUTH CORRIDOR

HOLLADAY VILLAGE

HOLLADAY HILLS

HOLLADAY CROSSROADS

MILLROCK (PLANNED UNIT DEVELOPMENT)



CLICK TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

Figure 3. Opportunity Map

03

A CITY WITH DISTINCT CHARACTER

Introduction

Holladay is one of the longest inhabited communities in Utah, deriving its character from its early roots as an agricultural settlement and its gradual growth and residential development that characterizes its neighborhoods today. Older neighborhoods, like those along the edges of Big Cottonwood Creek, follow the natural landscape and benefit from lush mature vegetation, while newer areas follow more conventional suburban layouts. Newer neighborhoods are typically more connected, with a street network that facilitates movement and access within and out of the neighborhood. In contrast, older neighborhoods are characterized by a more organic layout, where winding creeks and canals weave through the landscape and a mix of public and private lanes link residential areas with commercial developments.

Diverse commercial and mixed-use districts—including the historic Holladay Village, the Holladay Crossroads, and the redeveloped Holladay Hills area, formerly known as the Cottonwood Mall—enhance the City's vibrancy and accessibility. Together, these elements create a distinctive sense of place that sets Holladay apart as one of the most desirable communities in the region.

VISION PRINCIPLE

Holladay protects and enhances public green space, maintains its flourishing tree canopy, and supports quality gathering spaces in all neighborhoods.

Key Considerations

LAND USES

Holladay is a city of residential neighborhoods featuring intermittent mixed use centers. Years ago, Holladay was primarily residential and agricultural, and while that character remains, it has grown along with the region. Still today, most of the City is residential and single-family homes dominate taking up almost 63% of the area. Medium density and multi-family housing represent a smaller 8% of the City. Primary commercial zones only constitute a small portion of Holladay, consisting of Holladay Village and commercial, mixed-use and professional offices all representing around 1% of the City respectively.

The land uses highlight the City's strong residential character and limited commercial footprint, which has implications for housing diversity, economic development, and land use balance. Holladay residents continue to support and relate to their residential neighborhoods and prefer smaller mixed-use nodes that support local or smaller scale businesses. The future land use map works together with the goals and policies in this plan to support the distinction between primarily residential neighborhoods and these mixed-use nodes. Connected sidewalks and pathways to these mixed-use areas link residents to goods, services, and amenities.

URBAN DESIGN CHARACTERISTICS

Design plays a critical role in shaping the character and livability of Holladay, making it a central concern for residents and a key component of the Vision. Community feedback emphasized a strong desire to preserve Holladay's historic charm and small-town feel, which includes resistance to over development, high-density housing, and building scale that is out of sync with existing community character. Residents consistently advocate for development that respects the scale and character of existing neighborhoods, favoring small to medium-sized buildings that blend with the community's established look and feel.

Within public spaces, feedback emphasized enhancing walkability and pedestrian infrastructure. Requests for more sidewalks, safe walking paths, and improved pedestrian safety reflect a community-wide goal to make Holladay more connected and accessible. Residents also place a high value on aesthetics and the natural environment, including support for eliminating visual clutter such as billboards, overhead power lines, and chain-link fencing, while encouraging tree planting, preserving the tree canopy, and landscaping buffers along roads. These priorities directly inform the goals and policies of this chapter, which are designed to guide growth in a way that protects Holladay's unique identity, promotes a pedestrian-friendly environment, and enhances the visual and environmental quality of the existing landscape.

HISTORIC RESOURCES

Historic preservation plays a vital role in maintaining the unique character and identity of Holladay, especially as the City faces increasing pressure to grow and accommodate new development. Historic elements pepper the Holladay landscape; Holladay's Historical Commission through their online Historic Holladay Tour has identified one historic district and 35 historic structures, 21 of which are listed on the National Register of Historic Places. These include residences once owned by prominent local figures, cherished businesses, unique architectural landmarks, and public works.

Holladay has one designated historic district—the Lakewood Historic District—which showcases a variety of housing types that contrast with the more uniform ranch-style homes built during the post-WWII housing boom. Protecting these historic assets amid growth is a delicate balance, but one that is key to sustaining the identity, charm, and continuity that residents and visitors value in Holladay.

NEIGHBORHOOD PRESERVATION

In addition to the protection of historic resources, key elements of Holladay's neighborhoods enhance their distinct character, such as finely detailed walls and fences, mature vegetation, and high-quality landscaping that create a sense of enclosure and smooth transitions between neighborhoods. What sets Holladay apart from other nearby communities is its integration of natural features within the built environment. The City's tree-lined streets, views of the Wasatch Mountains, and thoughtful integration of open space into neighborhoods reinforce its character. Unlike more urbanized areas in the Salt Lake Metropolitan Area, Holladay's development pattern emphasizes space, greenery, and organic street networks over rigid grids or high-density blocks. These characteristics foster a village-like atmosphere that residents deeply value, reinforcing the importance of urban design policies that preserve and enhance these defining elements.

CLICK HERE TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

Holladay's Horizon

DISTINCT CHARACTER (DC) GOALS, POLICIES, AND ACTIONS

DC GOAL 1. Reinforce Holladay's established neighborhood character.

DC Policy 1.1. Prioritize compatible development patterns in existing residential areas, while acknowledging trade-offs when changes occur.

DC Action 1.1.i. Review and amend zoning subdivision regulations, where necessary, to establish neighborhood development characteristics.

DC Policy 1.2. Preserve historic resources throughout Holladay.

DC Action 1.2.i. Support educational and outreach efforts that assist in guiding property owners through the historic designation process.

DC Policy 1.3. Maintain the established development pattern and neighborhood character by guiding the scale and form of new construction to reflect the existing context.

DC Policy 1.4. Support the creation and improvement of public green spaces and community gathering areas within all neighborhoods to foster neighborhood identity and connection.

DC GOAL 2. Guide new construction and renovations to contribute positively to the visual and functional quality of the City.

DC Policy 2.1. Minimize visual clutter by discouraging features that do not positively contribute to neighborhood character such as intrusive signage, chain-link fences, and overhead utilities .

DC Action 2.1.i. Identify opportunities to bury overhead utility lines as part of infrastructure upgrades and redevelopment of properties.

DC Policy 2.2. Ensure site design considers privacy, light access, and transitions or buffers between different land uses.

DC Action 2.2.i. Provide incentives for developments that exceed baseline design and sustainability standards.

DC Action 2.2.ii. Review code requirements and update as necessary.

DC GOAL 3. Sustain and enhance natural features and green infrastructure.

DC Policy 3.1. Prioritize enhanced sustainability practices of mature trees, preservation of open spaces, and effective landscaped buffers that contribute to neighborhood identity.

DC Action 3.1.i. Maintain and update where needed, the City's current tree canopy sustainability standards and Urban Forestry Plan to protect and expand the City's tree canopy, including incentives for preservation and new tree planting on public and private property.

DC Policy 3.2. Encourage water wise landscaping through the City's landscape ordinance

DC Action 3.2.i. Pursue partnerships and funding for green infrastructure projects that integrate stormwater management, tree planting, and community amenities.

DC GOAL 4. Support community-oriented design through the creation of gathering spaces and shared amenities.

DC Policy 4.1. Encourage the integration of plazas, courtyards, and small parks into development projects.

DC Action 4.1.i. Identify opportunities within parks and other public spaces where these may be developed and prioritize potential improvements based on park visitation, feasibility of development, potential funding or partnerships for improvements, and other relevant factors.

DC Policy 4.2. Promote flexible spaces that support community events, recreation, and informal gathering.

DC Action 4.2.i. Identify underserved neighborhoods for prioritized investment in new public gathering spaces.

04

A CITY OF QUALITY NEIGHBORHOODS

Introduction

As one of Utah's oldest communities, Holladay has evolved from its agricultural beginnings into a city with unique and quality neighborhoods that give it a strong sense of place. The existing environment reflects this gradual evolution—ranging from historic areas shaped by waterways and mature trees to newer neighborhoods with conventional suburban layouts and interconnected streets. As the City continues to grow and adapt, maintaining its character while addressing the needs of current and future residents remains a central goal.

In accordance with Utah State Code, this chapter includes a focused discussion on moderate income housing as an integrated element of Holladay's broader land use and community planning efforts. This section outlines strategies that will guide the City in supporting housing opportunities for a range of income levels while reinforcing the qualities that make Holladay unique. These approaches include exploring zoning adaptations, expanding housing diversity, enhancing transportation and commercial linkages, and encouraging context-sensitive development. By incorporating moderate income housing into the fabric of this General Plan, Holladay reaffirms its commitment to being a welcoming, resilient, and inclusive community for generations to come.

VISION PRINCIPLE

Holladay's neighborhoods support residents by ensuring access to their daily needs. The City supports diverse housing that meets the needs of individuals and families at every stage of life.

Key Considerations

NEIGHBORHOOD CHARACTERISTICS

The City of Holladay has transitioned from a lightly populated agricultural settlement to a nearly built-out, primarily residential community. Both the physical structure of the City and the characteristics of its neighborhoods are unique. Older streets and neighborhoods tend to reflect surrounding natural features like the flowing Big Cottonwood Creek, which created meandering narrow lanes with intense tree cover. 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;
- 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;
- Mature vegetation, and high-quality landscaping that provide privacy and transition between neighborhoods;
- A variety of housing styles and types.

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

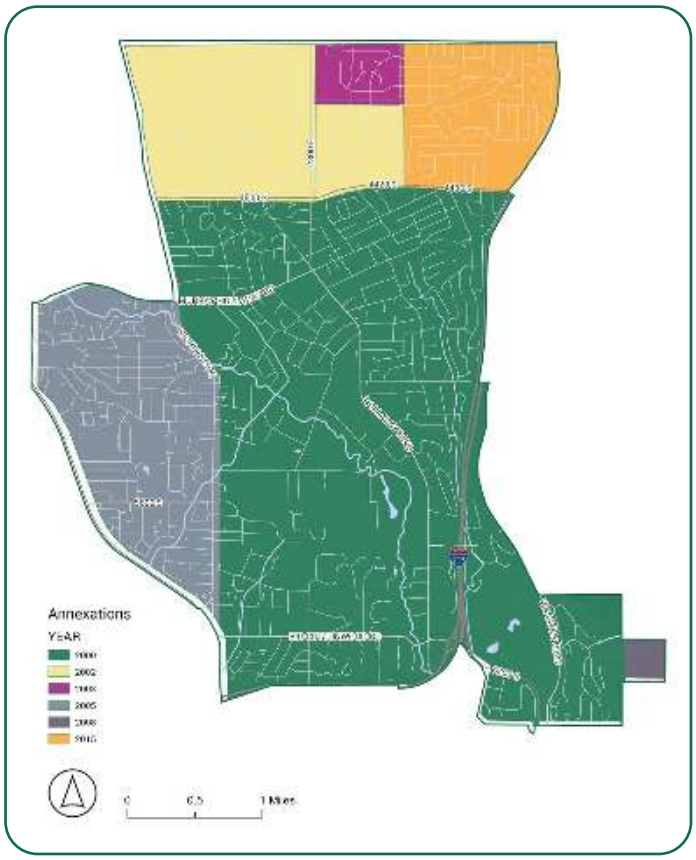
Over many years, Holladay has grown—not just with new residents, but its physical footprint has also grown. The boundary of Holladay has changed several times since the original General Plan was adopted in 1999, annexing several adjacent unincorporated areas into the City. These areas, which developed primarily under Salt Lake County zoning before being incorporated, add to the already eclectic quality of Holladay's neighborhoods.

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

While Holladay cherishes its character and identity, community members also value the uniqueness of each neighborhood. From the scale and era of housing development to the alignment of roads and sidewalks, historic markers, canals,

or other features, each neighborhood is different. This reflects decades of incremental change that allows flexibility for property owners to express themselves and retain their rights to use and develop their property while still contributing to a close-knit neighborhood identity.

Figure 4. Annexation Map



CLICK HERE TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

HOUSING TRENDS

CURRENT HOUSING STOCK

Despite significant variety there are several common key features of the City's housing stock. The majority of Holladay's housing was built between 1950 and 2000; only 30% has been built since 1980. Over 75% of Holladay's housing stock is single-family (attached and detached) and among multi-household units, 5–9-unit buildings are the most common (about 7% of the total housing stock). Holladay's housing is also significantly larger than other housing units in Salt Lake County. On average, a single-family home in Holladay is nearly two times the size of the average in the County. The size and quality of Holladay's housing stock and its desirable central location make Holladay more expensive than surrounding cities.

More than half of Holladay's housing stock is detached single-family housing which is a contributing factor to the City's low percentage of renters (20%, the lowest in the region). Over the last decade, development has continued to skew toward both detached single-family and apartments with relatively fewer middle options (like duplexes, condos and townhomes, and other housing types).

HOUSING AFFORDABILITY AND ATTAINABILITY

According to the 2023 ACS 5-Year Estimates, the median home price in Holladay has escalated to $700,000, reflecting a 45% increase since 2010. Rising property values and the scarcity of affordable housing are emerging as major challenges, creating conditions that may result in displacement of long-time residents and obstacles for lower-

wage workers. The City should support programs that help residents access funding for repairs, fill in gaps in existing neighborhoods, and rental/mortgage assistance to help residents stay in their homes and neighborhoods. Currently the City website links community members to regional programs like Utah Community Action and The Department of Workforce Services Housing and Community Development.

Holladay does, however, already have many affordable units. Many of these units are smaller multi-family developments that have been a part of the City's fabric for decades. Currently there are more than 700 units (6%) in the City that are assessed at 300,000 dollars or less.

Protecting and maintaining the existing housing stock is an important approach to providing housing diversity that allows community members with different income and lifestyle needs to stay in the City.

Community members can also use programs available to the region to assist with down payment assistance, weatherization, rental assistance, mortgage assistance, and critical repairs. While the City does not fund these programs, the City's website and staff direct community members to these vital resources.

HOUSING NEEDS

PROJECTED POPULATION GROWTH

Holladay's population is projected to reach 35,687 people and 13,061 households by 2030, a 14 percent increase from the population of the City in 2023 (31,236 people; 11,765 households). This projection is based on the previous growth in the City over the last 20 years. In 2023, Holladay had 12,561 housing units, only slightly more than the number of households. Because not every housing unit is available for occupancy at all times with some vacant, seasonal, or under renovation at times, the number of housing units must exceed the number of households to maintain a balanced housing market. As population and household growth continue, even a small shortfall in available housing could increase pressure on prices and limit options for future residents.

HOUSING GAPS

Holladay's Area Median Income (AMI) is considered high for the region. The City currently has a surplus of housing units that are affordable to households earning above 100% of the AMI.

This imbalance between available housing and income levels highlights a growing affordability gap. Holladay currently needs an additional 1,800 affordable housing units to meet the needs of low- to moderate-income households. This shortage not only affects current residents' ability to remain in the community but also influences who can move into Holladay. Community feedback has emphasized concerns about whether younger generations will be able to afford to live in Holladay as adults, given rising housing costs and trends toward building higher-end units.

To address these challenges, the City's moderate-income housing policies specifically target households earning 80% of the AMI. Housing development and planning efforts must respond to both the current shortfall in affordable units and the projected demand as the population continues to grow. The City annually updates its Moderate Income Housing Plan and analysis to reflect these evolving needs.
(Source: 2023 U.S. Census Bureau 5-Year ACS Data)

Holladay's Horizons

QUALITY NEIGHBORHOODS (QN) GOALS, POLICIES, AND ACTIONS

The full Plan, which addresses all policy guidance and reporting required by the state can be found in Appendix F, Moderate Income Housing Plan. Strategies that are required by the state are identified in the General Plan with the housing symbol. This plan identifies nine strategies, exceeding the State's requirement and providing significant opportunity for additional moderate-income housing over the next five years. This Plan element refers to the strategies identified in the Moderate Income Housing Plan. Actions and tasks associated with each of these strategies can also be found in the Moderate Income Housing Plan where it is regularly updated.

QN GOAL 1. Provide the opportunity for housing adapted to different ages, lifestyles, and incomes.

QN Policy 1.1. (Strategy K)
Preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or notwithstanding Section 10-9a535, establishing a housing loss mitigation fund. §10-9a-403(2)(b)(iii)(K)

QN Policy 1.2. (Strategy X)
Demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing §10-9a403(2)(b)(iii)(X).

QN GOAL 2. Accommodate new housing by allowing flexibility within Holladay's existing residential neighborhoods that both addresses the existing neighborhood character and allows for incremental changes.

QN Policy 2.1. (Strategy F) Zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers. §10-9a403(2)(b)(iii)(F)

QN Policy 2.2. (Strategy B) Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate-income housing. §10-9a-403(2)(b)(iii)(B)

QN Policy 2.3. (Strategy K) Preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or notwithstanding Section 10-9a535, establishing a housing loss mitigation fund. §10-9a-403(2)(b)(iii)(K)

QN Policy 2.4. (Strategy L) Reduce, waive, or eliminate impact fees related to moderate income housing. §10-9a- 403(2)(b)(iii)(L)

QN GOAL 3. Facilitate housing development and preservation in the City's mixed-use centers, encouraging new housing in areas that can provide for daily needs within walking distance.

QN Policy 3.1. (Strategy H) Amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's own vehicle, such as residential development near major transit investment corridors or senior living facilities. §10-9a- 403(2)(b)(iii)(H)

QN Policy 3.2. (Strategy P) Demonstrate utilization of a moderate-income housing set-aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing. §10-9a-403(2)(b)(iii)(P)

QN GOAL 4. Coordinate with stakeholders to implement tools available to the region to provide moderate income housing opportunities.

QN Policy 4.1. (Strategy O) Apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation withing that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing. §10-9a-403(2)(b)(iii)(O)

05

WALKABLE AND CONNECTED COMMUNITY

Introduction

Holladay's transportation network has historically been shaped by auto-centric development patterns from its roots as an agricultural community. In more recent development, the community connects separate commercial nodes by larger arterial streets. That pattern has continued and resulted in increased traffic as the City has evolved and developed over the years. Recent initiatives reflect a community desire to shift toward a more balanced, multimodal approach to help create a more efficient community-oriented transportation network. The City has invested in enhancing pedestrian and bicycle infrastructure and is working toward a complete streets approach, to safely accommodate users of all ages and abilities, to facilitate connectivity and mobility across the City and greater region. Efforts are underway to improve transit accessibility and integrate various modes of transportation, aiming to create a cohesive network that supports Holladay's evolving needs.

VISION PRINCIPLE

Holladay prioritizes enhancement of the existing transportation network to incorporate bicycle, pedestrian, and transit connections that unite regional destinations and the City's gathering spaces, businesses, neighborhoods, and recreation.

Key Considerations

PUBLIC TRANSIT AND REGIONAL CONNECTIONS

Public transit in Holladay is provided by the Utah Transit Authority (UTA), which operates bus routes connecting the City to neighboring communities and regional destinations. While Holladay does not currently have a TRAX light rail station within its boundaries, nearby stations in Murray and Millcreek offer residents access to the regional light rail network. In 2020, Holladay participation in Local Link, a collaborative effort with Salt Lake City, South Salt Lake, and Millcreek, to identify North-South gaps and barriers that created challenges for efficiently traveling and recommended enhanced mobility options. This study has provided the basis for multimodal transportation planning including transit, bicycle, and pedestrian options, and improvements to existing roads to better support the system. The transit system in the Salt Lake Valley is connected, requiring collaboration between agencies and surrounding cities. Agencies including UTA and WFRC have extensive plans for transit expansion and development surrounding transit corridors that have the potential to more efficiently connect the entire valley to key destinations. This plan aligns with recommendations from The Wasatch Choice Vision[2] and The Utah Transit Authority Long Range Transit Plan[3].

The plans highlight several planned improvements within the City. These improvements can be found in the Holladay Horizons Map Portal.

ACTIVE TRANSPORTATION

The City's ongoing focus on walkability, trails, and bicycle infrastructure is expanding recreational options in meaningful ways. Throughout the planning process, residents expressed a strong and consistent desire to enhance connections for pedestrians and cyclists between neighborhoods and beyond. In 2020, the cities of Cottonwood Heights, Holladay, Midvale, Millcreek, Murray, and Taylorsville collaborated to develop the Mid-Valley Active Transportation Plan, a regional strategy aimed at improving mobility for residents who commute and recreate across municipal boundaries. The plan identifies six key projects within or intersecting Holladay that form part of the regional backbone network and provide a clear framework for prioritizing local pedestrian and bicycle improvements over the next decade.

This General Plan reinforces the goals of the Mid-Valley Plan[4] and establishes a local policy foundation to support its recommendations. While the Mid-Valley Plan remains the guiding document for regional active transportation planning, this General Plan aligns with its vision and incorporates its priorities to ensure consistency and coordination at both the city and regional levels. The plan proposes priority areas for extensions and additions to Pedestrian and Bike Networks as outlined below.

HOLLADAY'S PEDESTRIAN NETWORK

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

The primary goal of the City's Pedestrian Network is to improve walkability and connectivity among neighborhoods, schools, parks, places of worship, commercial centers, places of employment, commerce, education, recreation, housing and other local destinations to ensure the safety, health, and comfort of pedestrians throughout Holladay. The ability to walk, bike, and even be in close proximity to nature, including street trees, open space, and scenic views has been shown to increase health outcomes in communities.

The City's Pedestrian Network is intended to support the development of walkable centers in important locations throughout the City. This goal requires the development of pedestrian connections within and outside of key areas of activity.

PEDESTRIAN PRIORITY AREAS

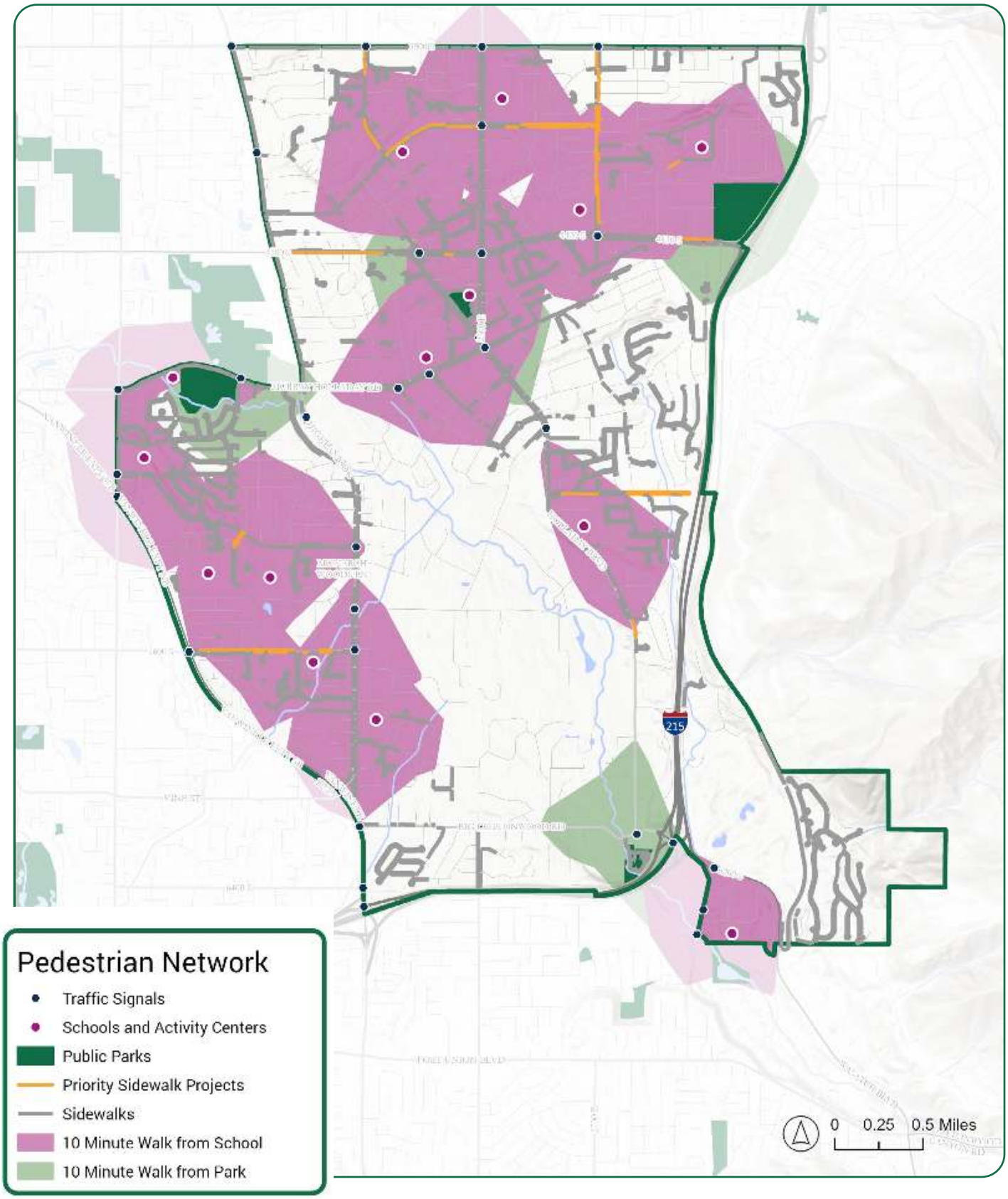
Holladay prioritizes safe and accessible infrastructure with a focus on features such as safe crossings, signage, sidewalks and visibility as critical components of the City's character. Neighborhoods have a mixture of complete sidewalks, partial sidewalks, no sidewalks, or are considered neighborhood byways that do not have sidewalks or improved pedestrian crossings but are frequently used by pedestrians and cyclists as well as cars. Neighborhoods throughout the City as well as community members have different preferences for pedestrian improvements and different improvements are more significant in certain areas. There are several types of areas where the City prioritizes safety features like safe crossings, signage, sidewalk, and visibility.

1. Within Mixed-use Nodes:

- Creates a consistent, safe, and comfortable pedestrian experience;
- Accommodates moderate to large volumes of pedestrians;
- Ensures highly visible and convenient crossings, especially crossings on larger streets;
- Contains pedestrian infrastructure and amenities such as pedestrian-scale lighting, street furniture, and public art;
- Provides equal opportunity for diverse users by aligning with ADA guidelines;
- Aligns wayfinding or other design features; emphasizes key views when possible; celebrates the character of Holladay.
- Areas surrounding mixed-use nodes link seamlessly to sidewalks within the node, pedestrian safety improvements extend into the surrounding neighborhoods to allow safe access for nearby residents.

2. Near schools and public parks: These areas should provide for a comfortable and consistent pedestrian experience with additional sidewalk width along

Figure 5. Pedestrian Network Map



busy arterials or other buffering methods, enhanced and signalized crossings, and contiguous sidewalks. Where possible sidewalks and crossings should align with ADA accessibility guidelines.

3. Neighborhood Pedestrian Connections: These may include streets with sidewalks or shared use neighborhood byways. Where sidewalks exist within neighborhoods priority for new sidewalk installations should be given to those areas that would fill a gap in sidewalk continuity. Areas without existing sidewalks and those located more than 10-minute walk from schools, parks, or the mixed use nodes are not considered high priority sidewalk areas. Regardless of street improvements in the interior streets of residential neighborhoods, there should be highly visible and convenient crossings at major roads.

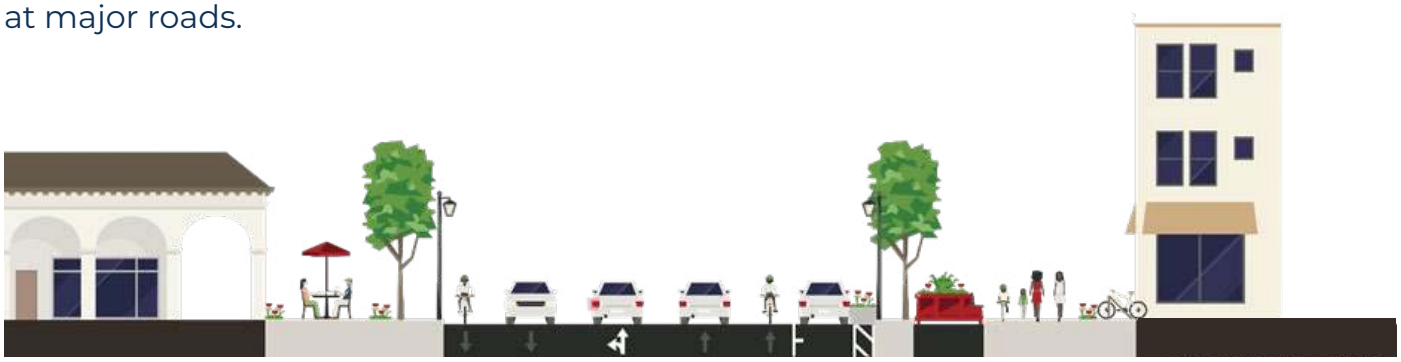
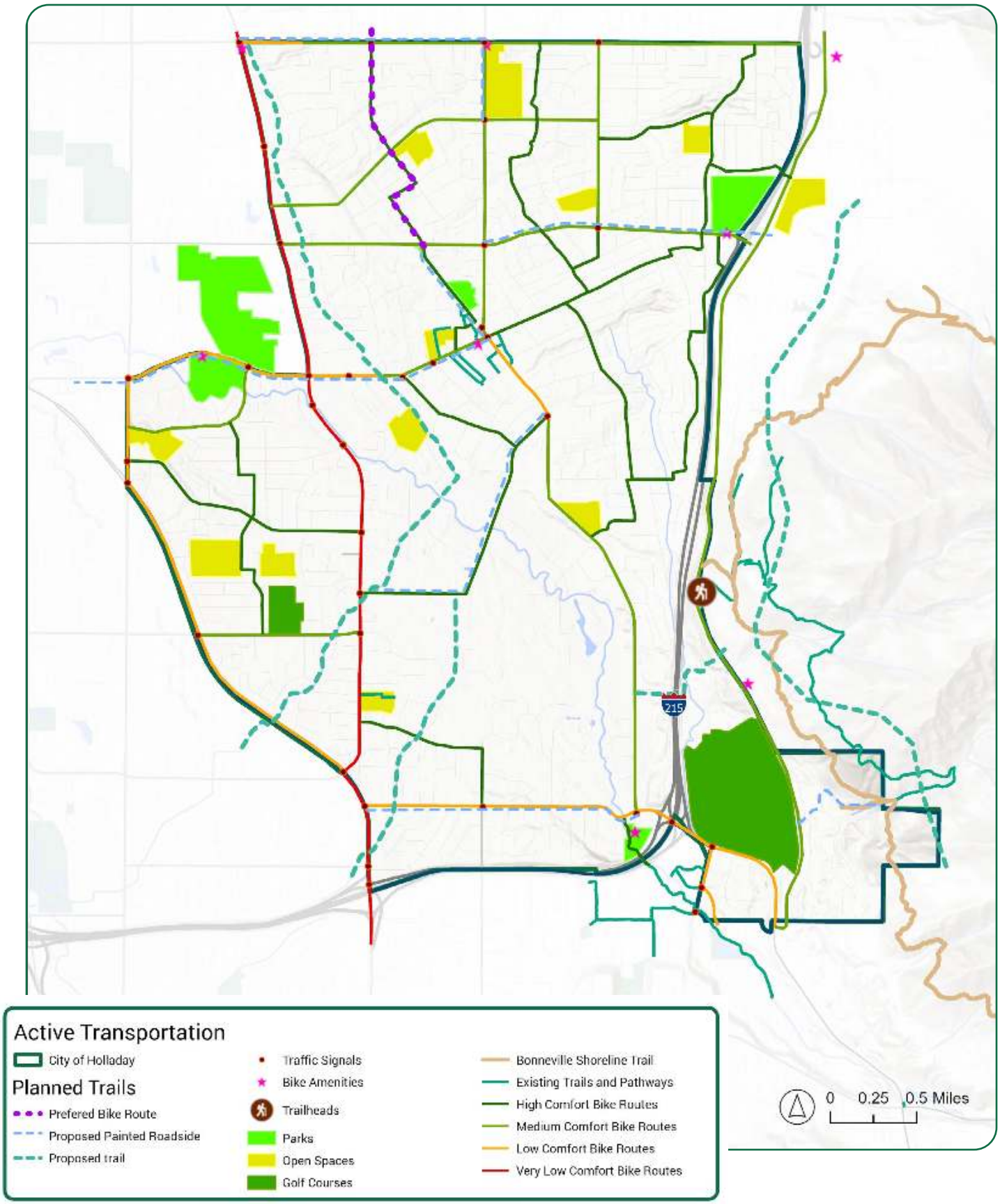


Figure 6. Within Mixed-Use Nodes Street Section

Figure 7. Near Schools and Public Parks Street Section

Figure 8. Neighborhood Pedestrian Connections Street Section (Source: StreetMix)

Figure 9. Active Transportation Map



HOLLADAY'S ACTIVE TRANSPORTATION NETWORK

The bicycle network consists of existing bicycle corridors and their associated facilities, bicycle corridors/facilities planned for construction, and a series of proposed bicycle/pedestrian trails, including an extension of the Bonneville Shoreline Trail. The primary goal of this element is to develop Holladay's Bicycle Network with the understanding that it serves different types of riders, those who are casual, recreational users and those who are commuters. Holladay's Bicycle Network is part of a regional system of bicycle routes that ensure a wider ridership than just Holladay's citizens.

Figure 9 shows the General Plan Bicycle Network while Table 2 shows the existing and proposed pedestrian trails, excluding shared-use trails and sidewalks.

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

Proposed Trail: A non-motorized facility, paved or unpaved, physically separated from motorized vehicular traffic by an open space or barrier.

Proposed Painted Roadside Bicycle Facility: A portion of a roadway that is designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Preferred Bike Route: A segment of road designated by the jurisdiction having authority, with appropriate directional and informational markers, but without striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Table 2. Existing and Proposed Pedestrian Priority Trails

Existing Trails	**Length**
Heugh's Canyon/BST	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	**4.5**

MAJOR CORRIDORS

HIGHLAND DRIVE

Over many years, Highland Drive has transformed from a quiet neighborhood street with roots in residential settlement and farming to a busy major north-south arterial. Today Highland Drive connects Holladay to Salt Lake City to the north and Cottonwood Heights to the south while serving a mix of residential, commercial, and institutional uses. To maintain current community character along certain residential sections of Highland Drive, the 2017 Highland Drive Small Area Master Plan introduced policy to cap residential density to five units per acre or less along the corridor. Recent planning initiatives, such as the Holladay Crossroads Zone, aim to transform portions of Highland Drive into a more pedestrian-friendly environment with mixed-use developments, improved aesthetics, and enhanced transportation options. The corridor is also a focus of the Local Link study, which seeks to identify transit improvements to better serve the growing population.

MURRAY HOLLADAY ROAD

Murray Holladay Road is a key east-west connector that links the City center to surrounding areas, including the neighboring City of Murray. The road supports a variety of land uses and provides access to local businesses, schools, and residential neighborhoods. Efforts to enhance this corridor include improving traffic flow, pedestrian safety, and bicycle infrastructure to accommodate diverse transportation modes. Coordination with regional transportation plans ensures that Murray Holladay Road continues to meet the evolving needs of the community.

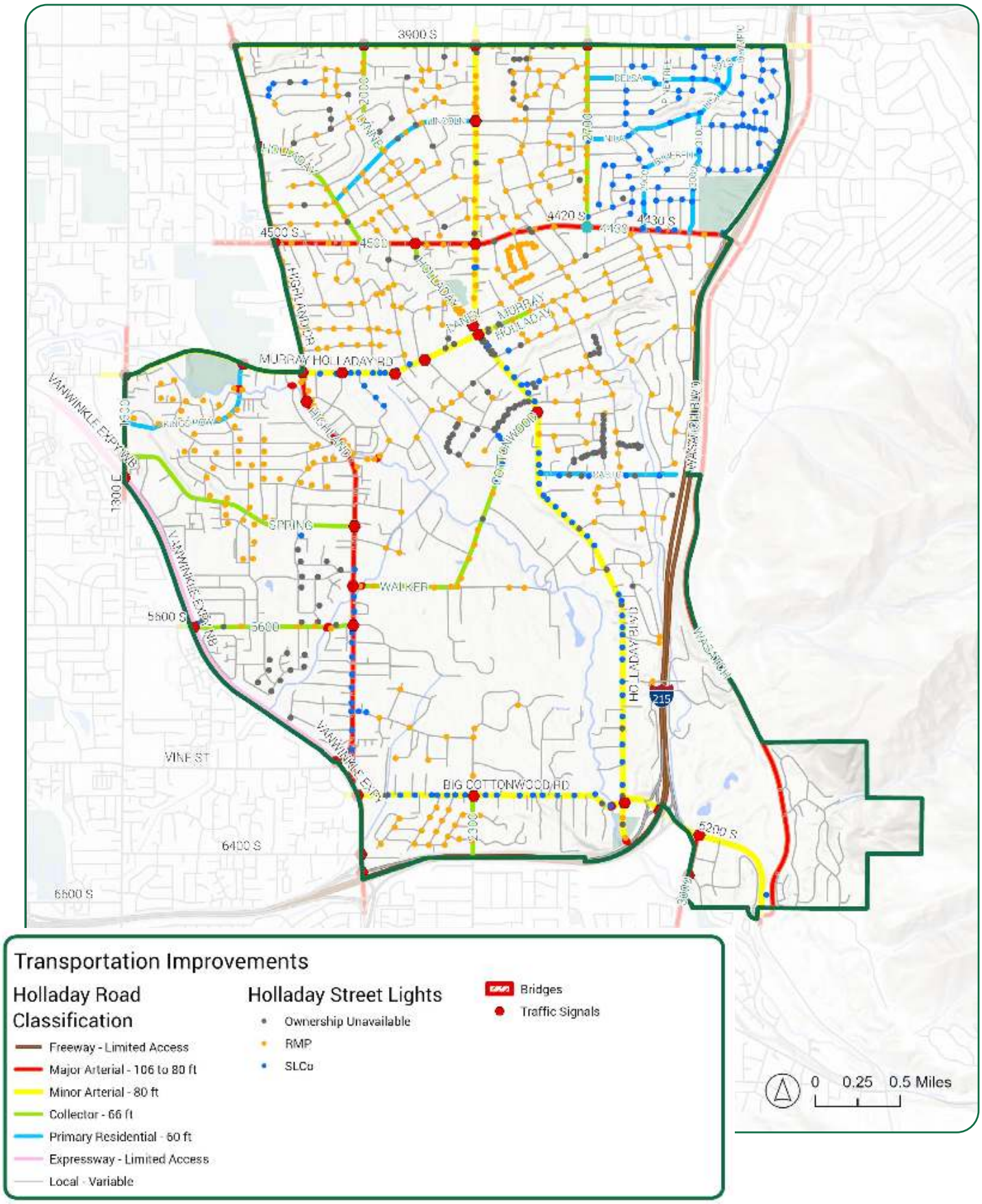
2300 EAST

2300 East is a significant north-south route that runs through residential neighborhoods and provides access to local amenities. The street's design emphasizes neighborhood character while accommodating vehicular, pedestrian, and bicycle traffic. Future improvements aim to enhance safety, maintain the residential feel, and support alternative transportation modes through traffic calming measures and infrastructure upgrades.

HOLLADAY BOULEVARD

Holladay Boulevard is a central thoroughfare that embodies the City's historic charm and serves as a focal point for community activities. The boulevard features a mix of local businesses, public spaces, and residential areas. Enhancements to Holladay Boulevard focus on preserving its character while improving walkability, supporting local commerce, and integrating transportation improvements that align with the City's vision for the community center.

Figure 10. Existing Transportation Network and Improvements Map



MULTIMODAL TRANSPORTATION IMPROVEMENTS

Pursuant to the state requirement to identify impediments to multimodal transportation, the City identified specific projects that are distrupting circulation. Some of these projects are site specific while others are system wide. The proposed improvements can be found in *Figure 11. Transportation Improvements*.

Additionally, the City identified potential sources of funding for these projects and generalized cost estimates. These estimates were developed considering current materials and labor costs, these costs change over time and depending on the timeline of these improvements, cost estimates may change.

Table 3. Improvement Project Costs and Funding Sources

PROJECT	COST ESTIMATE	FUNDING SOURCE
3900 S E/W Bicycle Connection	$2,000,000	Corridor Preservation
Sidewalk In-fills		
4500 S	$1,452,000	Safe Routes to School/ Transportation Alternatives Program (TAP)
5600 S	$1,506,000	Safe Routes to School/ Transportation Alternatives Program (TAP)
2000 E	$738,000	Safe Routes to School/ Transportation Alternatives Program (TAP)
Lincoln Ln	$3,025,200	Safe Routes to School/ Transportation Alternatives Program (TAP)
Shoulder Widening		
Cottonwood Ln	$25,000	City General Fund
6200 S	$100,000	City General Fund

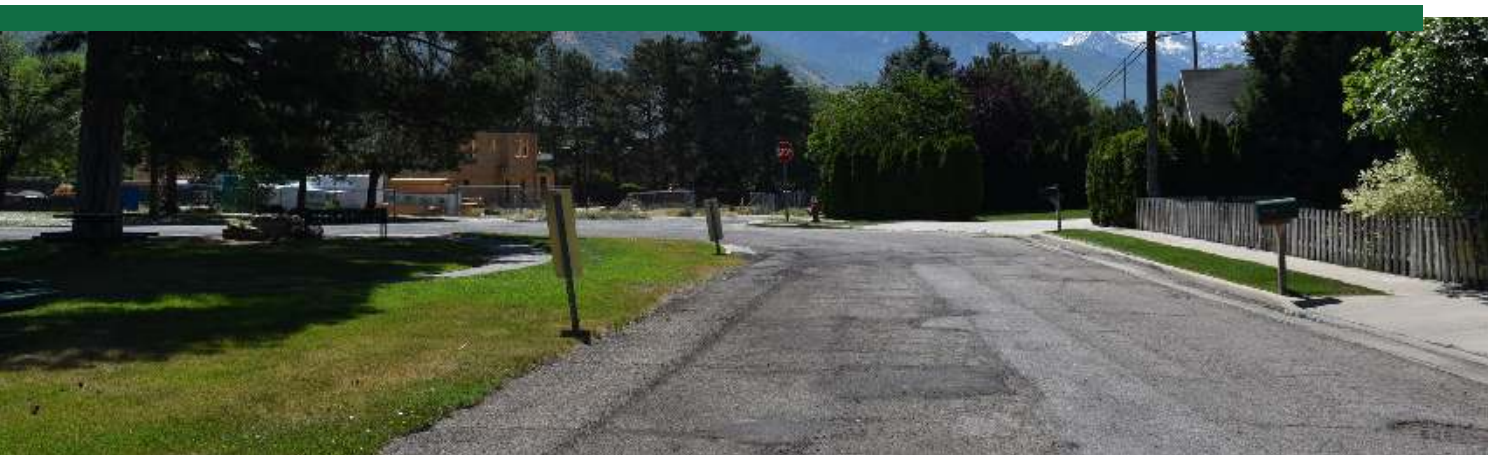
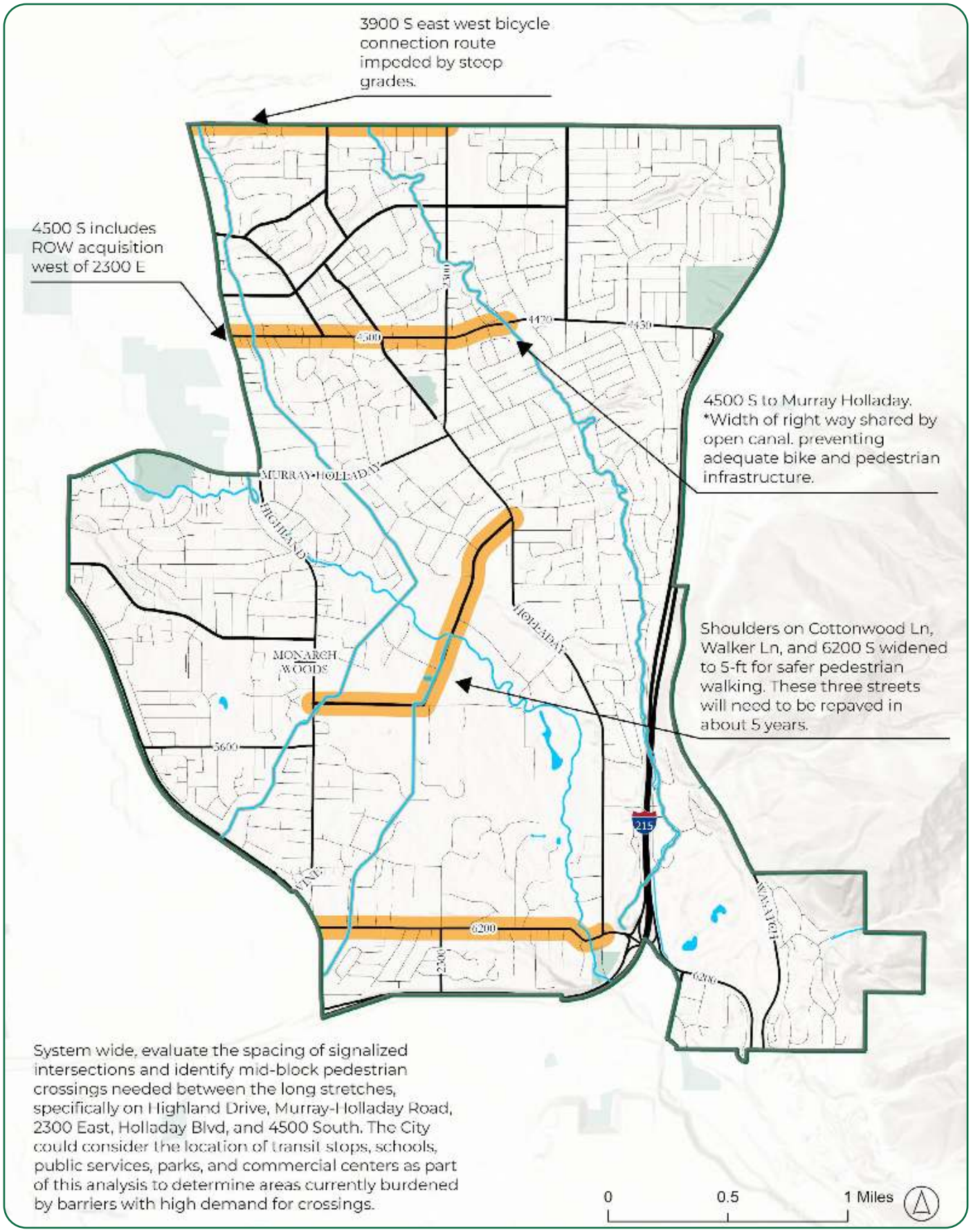


Figure 11. Transportation Improvements



Holladay's Horizon

CONNECTED COMMUNITY (CC) GOALS, POLICIES, AND ACTIONS

CC GOAL 1. Design, operate, and maintain streets that are safe, comfortable, and welcoming for all users, including people walking, biking, rolling, riding transit, and driving.

CC Policy 1.1. Incorporate Complete Street design principles on the primary City roadway network to improve safety and comfort for pedestrians, bicyclists, transit riders, and drivers.

CC Action 1.1.i. Include Complete Street designs as part of roadway reconstruction or overlay projects on high priority corridors. This should include bike lanes, wider sidewalks, and traffic calming measures.

CC Action 1.1.ii. Create typical cross sections in the roadway standards to communicate the desired use and mix of users in the right-of-way.

CC Policy 1.2. Ensure that new and updated infrastructure is accessible, meeting Americans with Disabilities (ADA) standards.

CC Action 1.2.i. Install accessible pedestrian signals (APS), directional curb ramps, and high-visibility crossings at major intersections within a half-mile of schools or parks.

CC Policy 1.3. Improve high-crash locations with data-driven improvements such as crosswalk enhancements, traffic calming, and intersection redesign.

CC Action 1.3.i. Regularly assess the transportation network to identify high-crash locations.

CC Action 1.3.ii. Prepare a Vision Zero Safety Action Plan[5] (SAP) to establish a City-wide Vision Zero framework to reduce fatal and serious injury crashes.

CC Action 1.3.iii. Implement improvement projects with visual roadway narrowing, median pedestrian refuge islands, signal timing adjustments, curb extensions, leading pedestrian intervals, etc. For large intersection or roadway projects, include safety features such as improved sight lines or raised medians.

CC Policy 1.4. Prioritize Safe Routes to Schools and community locations to create connections to safe and direct walking and bicycle routes which will provide safety benefits for all residents, benefitting children and families.

CC Action 1.4.i. Partner with Utah Department of Transportation (UDOT) to improve crosswalk and sidewalk conditions along state routes within City limits.

CC Action 1.4.ii. Regularly coordinate with school districts to update Safe Routes to School plans.

CC GOAL 2. Maintain a resilient transportation network and protect and invest in existing infrastructure to ensure durability and reliability.

CC Policy 2.1. Coordinate infrastructure upgrades with utility and development projects to minimize construction disruptions and maximize investment efficiency.

CC Action 2.1.i. Ensure proper coordination between planning and engineering. Consider imposing utility work/roadway work moratoriums after completing a roadway project.

CC Action 2.1.ii. Develop a transportation asset management plan to prioritize maintenance and upgrades of roads, bridges, sidewalks, and bikeways.

CC Policy 2.2. Pursue state and federal funding to support infrastructure repair, multimodal enhancements, and system modernization.

CC Action 2.2.i. Develop a list of state and federal grants and regularly check for updated grant opportunities. Apply for state and federal funding to support repair and system modernization

CC Action 2.2.ii. Create resources that assist local businesses in finding and applying for grants to improve bike friendly infrastructure near commercial areas.

CC GOAL 3. Create a seamless transportation network that links neighborhoods to community destinations.

CC Policy 3.1. Identify priority bicycle, pedestrian, and trail corridors connecting destinations within Holladay and to neighboring jurisdictions, guided by the Mid-Valley Active Transportation Plan.

CC Action 3.1.i. Collaborate with neighboring jurisdictions to improve cross-boundary pedestrian, bicycle, and trail connections by identifying and addressing network gaps through infrastructure projects.

CC Action 3.1.ii. Create and install branded wayfinding signage to connect parks, trails, and key public destinations.

CC Action 3.1.iii. Identify transportation and active transportation projects that successfully connect Holladay Boulevard with Wasatch Boulevard ultimately connecting Holladay Village with Wasatch Boulevard and access to Big Cottonwood Canyon.

CC Policy 3.2. Eliminate gaps in pedestrian and bicycle networks within a comfortable walking and biking distance of parks, schools, civic spaces, and community facilities.

CC Action 3.2.i. Identify and address pedestrian and bicycle infrastructure gaps within a half mile radius of parks, schools, and civic facilities. Incorporate infrastructure needs into the annual budget and regular capital improvement program (CIP) planning.

CC Policy 3.3. Upgrade highly utilized bicycle facilities as identified in the active transportation network to be separated from the roadway when and where feasible.

CC Action 3.3.i. Install demonstration projects to test separated bicycle lanes and quick-build pedestrian improvement projects such as painted curb extensions with delineators on high-potential corridors.

CC Policy 3.4. Improve trail crossings to be safer, more comfortable, and more convenient.

CC Action 3.4.i. Enhance trail crossings with pedestrian-activated signals, curb extensions to shorten crossing distances, and clear signage to alert motorists of trail users.

CC Policy 3.5. Improve transit service and connectivity in areas with strong ridership potential and connections to housing, education, employment, recreation, and shopping.

CC Action 3.5.i. Coordinate with UTA to conduct a ridership demand study and monitor ridership.

CC Action 3.5.ii. Work with UTA to upgrade high-priority service routes to enhanced bus, bus rapid transit, or streetcar/light rail service. Collaborate with neighboring jurisdictions such as Cottonwood Heights, Millcreek, and Salt Lake City to advocate for regional enhancements.

CC Policy 3.6. Invest in transit supportive infrastructure including unique shelters, seating, shading, street lighting, sidewalks, and bike parking at transit stops and hubs.

CC Action 3.6.i. Identify high-priority transit stops and collaborate with UTA to upgrade these stops with amenities including shelters, shading, seating, and lighting.

CC GOAL 4. Create a high-quality public realm with attractive, accessible, and safe spaces for everyone.

CC Policy 4.1. Expand the City's sidewalk network prioritizing areas lacking pedestrian infrastructure or with high pedestrian potential.

CC Action 4.1.i. Identify zones lacking pedestrian infrastructure, then prioritize projects in areas with the highest pedestrian potential.

CC Action 4.1.ii. Identify specific neighborhoods where sidewalks are not present and identify feasibility of sidewalk installation in these areas.

CC Policy 4.2. Encourage wide sidewalks with a landscape buffer, where possible, that support City-preferred tree species on pedestrian-priority corridors as identified in the network vision map. Encourage wider sidewalk in higher-traffic areas.

CC Action 4.2.i. Require 6ft minimum sidewalks, landscaping buffers, and dark sky-friendly pedestrian-scale lighting for new developments along pedestrian-priority corridors. Provide cross sections and/or design manuals to developers.

CC Policy 4.3. Enhance character elements that improve the aesthetics and functionality of major corridors such as landscaping, public art, and undergrounding utilities.

CC Action 4.3.i. Implement design standards that enhance the pedestrian environment, such as shorter pedestrian crossings through sidewalk extensions or pedestrian refuge islands, street trees, street lighting, landscape buffers, wider sidewalks, and wayfinding signage.

CC Action 4.3.ii. Create and maintain a Citywide tree planting database focused on sidewalk shade and urban heat island mitigation. Provide cross sections and/or design manuals to developers.

CC Policy 4.4. Support development patterns that activate the streetscapes, including buildings fronting sidewalks, mixed-use zoning, and accentuated street crossings.

CC Action 4.4.i. Collaborate with local artists to install public art and placemaking elements at frequently visited community locations or along priority corridors for placemaking purposes.

CC Policy 4.5. Safely manage vehicle access to promote walking, biking, and transit in activity centers.

CC Action 4.5.i. When major road reconstruction is planned and where feasible, integrate pedestrian-friendly urban design infrastructure (e.g., curb extensions, pedestrian refuge islands) at intersections with high pedestrian activity or around mixed-use development centers such as Holladay Hills.

CC GOAL 5. Support sustainable growth through compact, mixed-use, and transit-friendly development as identified in the Future Land Use Map.

CC Policy 5.1. Incentivize compact, mixed-use development along key corridors and near transit stops to encourage walkability and reduce vehicle trips.

CC Action 5.1.i. When aligned with the policy direction in the Quality Neighborhoods Chapter, offer density bonuses for developments located within a quarter mile of a transit stop that also provide transit-accessible and pedestrian-friendly design elements, such as pathways for direct transit access or bicycle infrastructure such as secure bicycle lockers.

CC Policy 5.2. Update zoning and parking policies to align with transportation goals, such as reduced minimum parking requirements in walkable and transit-accessible areas.

CC Action 5.2.i. Continue to study and adjust, if necessary, off-street parking requirements to allow reduced minimums or shared parking in walkable areas or within a quarter mile of a transit stop.

CC Action 5.2.ii. Explore possibilities for directional signage or maps in mixed-use areas directing traffic to shared parking locations.

CC GOAL 6. Support transportation programs that empower community members to advance mobility goals.

CC Policy 6.1. Provide partnerships and mobility services that connect people to transportation options, reduce barriers, and build community support for long-term transportation goals.

CC Action 6.1.i. Organize a regular Transportation Open House to gather community feedback and highlight improvements.

CC Policy 6.2. Promote education and outreach through partnerships with schools, law enforcement, and community partners to teach pedestrian, bicycle, transit, and driver safety.

CC Action 6.2.i. Organize events to encourage alternative transportation with schools, businesses, and senior housing. Activities could include "walking school bus," bike-to-school/work days, and travel training with UTA.

CC Policy 6.3. Encourage active transportation to and from schools supporting the Safe Routes to School program.

CC Action 6.3.i. Apply for grants through UDOT's Safe Routes to School program for funding to improve pedestrian safety in surrounding schools.

CC Action 6.3.ii. Apply to WFRC's TLC program to complete long-range planning studies aimed at advancing the City's transportation and land use goals.

CC Policy 6.4. Increase awareness and use of transit and shared mobility through collaboration with UTA and other partners.

CC Action 6.4.i. Partner with the Holladay Business Advisory Board, businesses, assisted living/senior housing and housing developments to promote transit pass programs and transportation benefits for local employees and residents. Programs can include subsidized transit passes or business incentives for businesses that established a transportation demand management program.

06

A STRONG LOCAL ECONOMY

Introduction

Holladay is known for its residential character, unique neighborhoods, and as a place that offers a high quality of life for residents. While its residential neighborhoods, great schools, and charming environment are the hallmarks of the City, it also supports a diverse array of unique local businesses that are well-loved by residents and visitors. Holladay's businesses are spread throughout a series of distinct nodes, each with their own characteristics, benefits, and challenges. The success of the Holladay Village redevelopment showcases the community's preferences for aesthetics, accessibility and scale of its businesses. Holladay seeks to continue to support its local businesses with an understanding that attracting similar economic opportunities can reinforce the community's desire to not only live in Holladay, but also to shop, learn, dine, and play here. A key to economic success which has been identified by staff, experts, and the community is to ensure that Holladay's major nodes are accessible not just by car, but that they are walkable and can be accessed via public or active transportation.

Ultimately the City needs a balance of sales tax, property tax, and other revenue to provide essential infrastructure and services. The City stewards public funds carefully, by identifying priorities. These are to provide: Safe Community, Excellent Public Assets and Infrastructure, Responsive, Efficient, and Sustainable City Government, Responsible Development that Enhances Community, and A Great Place to Live. A strong local economy not only offers a high quality of life by providing opportunities to shop, learn, and recreate, it also helps ensure that the City can continue to function efficiently.

VISION PRINCIPLE

Holladay supports existing local businesses and builds upon commercial areas improving infrastructure and resources.

Key Considerations

GENERAL FUND REVENUE

The City's highest source of revenue is currently property taxes and Holladay is unique in that situation when compared to the other cities in the region. Maintaining and increasing property tax revenues should be a primary concern for the long-term economic health of the City. Property tax values are directly affected by:

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

Although the list above is not exclusive, these values create a unique sense of place and make Holladay's properties some of the most valued in the region, and thereby continuing to maintain the high property values and the property tax revenues that the City relies on. Future development decisions should consider the impacts to all properties in the City. Additional development within the City's major commercial nodes like Holladay Village, Millrock, and Holladay Hills will help to increase the City's property tax revenues as well as increasing sales tax revenues.

The 2025-2026 budget showed that about one third of the City's revenue came from the City's sales tax and approximately 36 percent came from property tax. This reflects a slight decrease in sales tax revenue from the previous year after several years of sustained growth. The 2025-2026 budget highlights an increase in new growth from property tax, meaning that new residential or commercial development, improvements, or expansions added to the City's tax base. The City's operations cover police and fire services as well as its various departments, staff, and infrastructure improvements that keep people moving efficiently. As costs for infrastructure and other services continue to rise, healthy property and sales tax growth is vital for the City.

CLICK HERE TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

SALES TAX BASE

TRENDS

Over the last 20 years, Holladay's sales tax has grown at a rate of 5.4 percent per year. Despite economic concerns in the United States through the COVID-19 period of 2020 through 2021, Holladay posted some of its highest year-over-year growth numbers on record, with sales increasing 21.5 percent in 2020 followed two more years of above average growth. These increases were likely the result of an increase in the number of businesses within the City and changes to the way that Holladay collects sales tax on online sales.

While it is unlikely for Holladay to maintain double digit annual sales increases in the near term, the broader trend remains stable and positive for the City. New or continued development in mixed-use nodes like the Holladay Hills redevelopment and continued growth in the Holladay Village are adding commercial, retail and office space to the City, encouraging new business that define these areas as places to go for a wide array of goods, services, and employment. Several of the mixed-use nodes throughout the City have seen economic development in recent years (especially since 2000), and each of them have different strengths and weaknesses. The City should maintain infrastructure, encourage a variety of transportation options between and within these nodes, and allow for development that maintains momentum for new and existing businesses alike.

ECONOMIC DISTRICTS

The City's mixed-use nodes drive the majority of the City's economic activity and growth. These are the Holladay Village, the Holladay Crossroads, the Highland Drive corridor, Millrock, and the Holladay Hills redevelopment emerging as a new key node. Most of Holladay's land is residential (76% of the total land), with relatively little used for commercial or employment (15% of the total land). Given Holladay's limited space available for commercial development, utilizing these spaces well will continue to add vibrancy to the City's commercial nodes, support the City's sales tax base, and provide positive experiences for residents. Each major node is described below.

HOLLADAY VILLAGE

Holladay Village is a thoughtfully redeveloped district that serves as a vibrant commercial and social hub. It features a mix of retail, dining, and community services, with a strong emphasis on local businesses. Residential units and offices are located on some units above the ground floor creating consistent activity throughout the day. The area attracts visitors for its quaint, community-oriented atmosphere with boutiques, cafes, salons, and professional services. Holladay Village attracts both residents and visitors seeking a walkable, upscale, and welcoming environment.

This area is also Holladay's largest economic hub, generating $51 million in sales in 2023, nearly double the Holladay Crossroads small area (the next largest economic hub in the City). One third of the sales in Holladay Village are from food and beverage retailers and another fifth of the sales in the areas are from

food and beverages places, like cafes and restaurants. These businesses not only generate considerable sales tax revenue, they also contribute to the character of the center as a place to go, stay, eat and drink. The Holladay Village's proximity to City Hall also means that community events bring people together, utilizing the plaza as well as businesses. The Holladay Village has been used as a case study by many communities in the State, as an example of thoughtful design with business and community engagement, meaning that the Village isn't just important for the City and its residents but for the entire region.

While design and planning for the redevelopment began in the early 2000s, the Holladay Village is not done growing and redeveloping. Within the last several years, expansion of the village west down Murray Holladay Boulevard has added mixed use development with additional commercial and residential space. The redevelopment has filled in gaps between existing businesses, helping bring people in to visit many businesses at once. As the Holladay Hills development continues to grow, Murray Holladay Boulevard which connects these two mixed-use nodes will become an increasingly important connection.

HOLLADAY HILLS

The Cottonwood Mall site, now known as Holladay Hills, is a 56-acre site that is evolving into a mixed-use economic district. Although it is still under development, it is already generating economic activity through construction jobs and the addition of new housing options including townhomes, apartments, and condos. Retail and office spaces including the repurposed Macy's building are beginning to open, demonstrating the area's emergence as a major commercial center. Plans propose nearly 750,000 square feet of new commercial space and 600 residential units, which will make it one of Holladay's largest mixed-use nodes.

HOLLADAY CROSSROADS

The Holladay Crossroads area is the second largest economic district within the City by gross sales, generating $26 million in 2023. Food and beverage businesses, including grocery stores, are the primary drivers in this area. Holladay Crossroads also has redevelopment potential located at a key intersections between Highland Drive and I-215.

HIGHLAND DRIVE

The Highland Drive small area is the third largest economic district within the City by gross sales, generating $23 million in 2023. Within the area, food service is the number one sales generator followed closely by repair and maintenance businesses. This district is one that may see change within the life of the plan because of underutilized properties, planned improvements to Highland Drive, and its proximity to growth in the adjacent City of Millcreek. See Chapter 5 Walkable and Connected Community and the Highland Drive Master Plan for more information.

MILLROCK

Millrock, also known as Millrock Park, is a major economic district in Holladay. Four buildings containing over 490,000 square feet of Class A office space attract professional firms, tech companies, and corporate offices. Although the area is primarily comprised of offices, it includes

supporting amenities like restaurants, hotels, cafes, and fitness centers that serve the area's residents and visitors. Located near I-215, Millrock generates substantial employment, attracts investment and boosts Holladay's tax base, serving as a key economic driver for the City. This area already supports larger employment firms and is in a strategic location to cater to Wasatch Canyons visitors.

SMALLER COMMERCIAL NODES

Holladay's larger commercial nodes are the primary driver of the City's sales tax generation, however there are many areas throughout the City with long-standing businesses that also contribute to Holladay's character, and residents' daily life. These smaller nodes are generally surrounded by residential neighborhoods and are patroned by many residents and visitors. While residents have voiced concern about the spread of commercial uses from major corridors and commercial nodes into neighborhoods, there is a general sense that these small commercial areas serve the community and should remain at the same scale. These nodes range in size from the Black Diamond campus, which support hundreds of jobs, to relatively small nodes on 4500 South and at the intersection of 3900 S and 2300 E.

SALES LEAKAGE

While Holladay has considerable economic activity primarily within its mixed-use nodes, the City loses considerable sales to surrounding cities. Sales leakage is a concept that helps identify where Holladay outperforms and under-performs in sales compared with neighboring communities.

Holladay significantly outperforms state averages in the sectors of non-store retailers, or online retailers. Because over 76% of the land in Holladay is used for residential uses, it follows that the City under-performs in certain commercial uses that require a large amount of space, for example general merchandise stores like bix box retail and car sales.

The City is not a major provider of motor vehicle sales or repairs, building materials and garden equipment, or general merchandise. Many of these types of sales or services require relatively large lots or are generally considered "big box" retail. While the City under-performs in these types of sales, access to nearby communities' retail coupled with the desire to retain Holladay's character does not suggest a need or desire to encourage growth in these types of sales. Holladay has relatively strong food and beverage sales and health and personal care sales. Though the City does not perform as well as the state average, these are the types of goods and services that community members have voiced strong support for. Lastly, the accommodation industry is also relatively strong among the City's economic sectors, especially in areas near Big Cottonwood Canyon. Outdoor recreation and accommodation are a key opportunity for the City because of its proximity to the Cottonwoods and Millcreek Canyon where hotels and other types of accommodations are strategically located and can generate considerable sales tax.

EMPLOYMENT AND WORKFORCE

The City of Holladay is unique in its land use, location, mixed-use nodes, and its people. Holladay, like many cities in the region, employs many from outside its borders and many residents travel beyond the City limits to work. According to the most recent 2023 5-year ACS data estimates, Holladay has 24,578 residents who are workforce eligible and a current employed workforce of 15,475 with an unemployment rate of 2.9%. Holladay serves as a moderate employment base within Salt Lake County with less workers entering the City each day (10,495) than leaving it (14,203), only 978 people live and work within the City (9%). Many workers commute via personal vehicle (70%) with an average commute time of 20 minutes to work. A sizable number of residents of Holladay also report working from home (22.7%). The City's workers are highly paid. The median household income in 2023 was $112,369 per year, higher than the Salt Lake County median income of $94,658.

The top three sectors that Holladay residents work in are management occupations (13.7% with an average salary of 111,000), business and financial operations occupations (9.6% with an average salary of 80,000), and office and administrative support occupations (9.5% with an average salary of 35,077). The major industries in the City (jobs that are located with Holladay) are healthcare and social assistance; professional, scientific and technical services; and educational services. For more information about Holladay's jobs and workers visit the Holladay Horizons Plan Portal.

COMPETITIVENESS AND TARGET INDUSTRIES

EXISTING INDUSTRIES

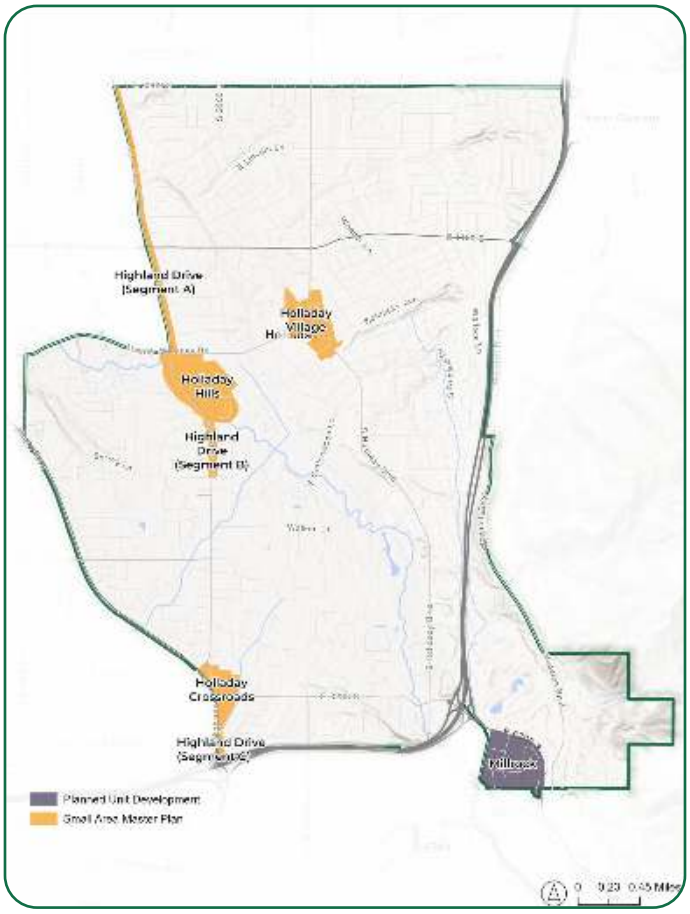
Holladay has a more office space per capita than Salt Lake County, nearly 40 square feet of office per person compared to 36 square feet per person in the county. This is a much larger share of the City's overall commercial space when compared to the county, highlighting an important opportunity for two of the City's existing major industries, healthcare and social assistance and professional, scientific and technical services and other industries that depend on office space. Millrock currently supports a considerable amount of this office space.

Millrock also supports considerable accommodations, particularly hotels. As noted, the City's proximity to the Cottonwood Canyons and Millcreek make it a great place to stay for visitors. While the Millrock area caters toward these visitors, there is opportunity to expand that, especially as the region looks forward to the 2034 Olympics when visitors from across the globe will be coming to the region to train, perform, and spectate. Improving access to the Millrock area from the Holladay Village could further improve the City's connections to these major regional destinations opening more opportunities for outdoor recreation and accommodations.

BUSINESS RETENTION AND ATTRACTION

The City has thoughtfully administered regulations to guide the development of Holladay Village, Holladay Hills, and the Millrock districts through the zoning ordinance and small area plans. Major considerations are connectivity and circulation, both within these nodes and between them. See additional information about connectivity in the Walkable and Connected Community Chapter. Other key concerns for business owners are access to parking or active transportation for clients and employees, thus balancing sufficient parking and streetscape elements to encourage walkability are important in all of Holladay's mixed-use nodes. Finally, the City has limited commercial space, redevelopment of mixed-use nodes must be thoughtful to provide a variety of spaces for potential business. This has been done through the redevelopment of the Holladay Village and is an important component of the Holladay Hills redevelopment. While every node does not have a full variety of space types (i.e. office, retail, restaurants, etc.) each of the nodes can cumulatively provide for a variety of scale, accessibility, and unique character that allows for the type of clustering that encourages visitors to stay and frequent many businesses in one trip.

Figure 12. Economic Districts



CLICK HERE TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

Holladay's Horizons

LOCAL ECONOMY (LE) GOALS, POLICIES, AND ACTIONS

LE GOAL 1. Collaborate to enhance existing commercial property values and promote new development while maintaining neighborhood stability.

LE Policy 1.1. Identify opportunities for and maximize the feasibility of commercial redevelopment and infill within existing commercial areas.

LE Action 1.1.i. Investigate the feasibility of increased density for commercial developments, parking reductions for commercial businesses, and setback reductions within key commercial nodes.

LE Action 1.1.ii. Consider code amendments based on the result of completed studies.

LE Action 1.1.iii. Engage the Holladay Business Advisory Board as a key stakeholder in feasibility studies and ordinance updates.

LE Action 1.1.iv. Evaluate existing commercial buildings and support redevelopment of strip centers as mixed use activity centers.

LE Policy 1.2. Provide opportunities for property owners to maintain and enhance the appearance of commercial nodes.

LE Action 1.2.i. Review and strengthen use and architectural standards in existing commercial zones.

LE Action 1.2.ii. Enhance commercial nodes with new amenities that attract and retain new businesses.

LE Policy 1.3. Continue to support existing neighborhood development patterns and incremental density increases to maintain Holladay's unique character.

LE Action 1.3.i. Consider code amendments that allow duplexes and ADUs in residential areas to incrementally increase the number of residents, while maintaining the scale of neighborhoods.

LE Action 1.3.ii. Consider allowing additional density in transition areas surrounding the City's most active nodes, especially Holladay Village, Holladay Crossroads, and Holladay Hills. Additional housing units in these areas are located to allow for more active transportation to commercial nodes, potentially strengthening businesses and providing opportunities for affordability.

LE Policy 1.4. Enhance connectivity from Holladay's residential neighborhoods to its primary commercial nodes to promote accessibility, increase trip-chaining, and sales capture.

LE Action 1.4.i. Consider implementing a Community Redevelopment Agency (CRA) connecting Holladay Village and the Millrock area to facilitate additional commercial growth and transportation connectivity. Commission or develop a feasibility and fiscal impact analysis for a potential CRA.

LE Action 1.4.ii. Consider changing the uses and/or regulations that apply to Murray Holladay Boulevard between Holladay Hills and Holladay Village.

LE GOAL 2. Encourage and promote employment at key economic nodes within the City.

LE Policy 2.1. Collaborate with local employers to increase prominence and understanding of job openings and availability among local employers.

LE Action 2.1.i. Host a City-sponsored job fair/event with local employers invited to attend.

LE Action 2.1.ii. Identify and attract key employers as catalyst businesses for Millrock, Holladay Hills, and potentially the Holladay Crossroads areas.

LE Policy 2.2. Raise Holladay's visibility within the outdoor recreation industry and among local and regional recreation enthusiasts.

LE Action 2.2.i. Develop and promote an "Explore Holladay Outdoors" campaign with a local or regional marketing firm to improve awareness of local recreation businesses.

LE Action 2.2.ii. Integrate outdoor recreation into the City's event programming, considering local races or events related to the 2034 Olympics.

LE GOAL 3. Support and facilitate cultural, arts, and community activities that increase visitation to complementary businesses.

LE Policy 3.1. Continue to support cultural activities and events in the Holladay Village district, at City Hall, and on the Village Plaza.

LE Action 3.1.i. Collaborate with local businesses, artists, and community groups to program spaces and event schedules.

LE Action 3.1.ii. Seek to promote, engage, and connect businesses in Holladay to encourage shopping local through outreach, programs, education and networking experiences similar to Community Choice Awards, Business Spotlight, E-Newsletter, and Ribbon Cutting ceremonies.

LE Action 3.1.iii. Leverage the City's sense of place and community to support existing community and economic assets.

07

REMARKABLE RECREATION AND NATURAL SPACES

Introduction

Holladay's natural environment is one of its most defining features, shaping the City's identity and elevating its residents' health and quality of life. Though much of the City is built out, residents enjoy unparalleled access to open spaces, ranging from neighborhood parks and school fields to the expansive recreational offerings of the nearby Wasatch Mountains. City-owned parks are complemented by regional assets such as Big Cottonwood Regional Park, Olympus Hills Park, and Creekside Park—all owned and managed by Salt Lake County, as well as facilities provided by the Granite School District. These shared resources, along with golf courses and other private recreation areas, contribute to a lifestyle deeply rooted in outdoor access and natural beauty.

VISION PRINCIPLE

Holladay nurtures its public amenities and natural spaces, ensuring that its breathtaking views, access, and quality recreation spaces are maintained now and for future generations.

KEY CONSIDERATIONS

NATURAL RESOURCES

Holladay benefits from a wealth of natural resources throughout the City including a mature tree canopy, stream corridors, and groundwater recharge areas that not only enhance the visual character of neighborhoods but also provide essential ecological functions. Big Cottonwood Creek, Spring Creek, and Neff's Creek are among the most visible waterways, supporting riparian habitats and offering opportunities for nature-based recreation. The City's tree canopy—particularly in older neighborhoods—helps mitigate urban heat, improve air quality, and reduce stormwater runoff. However, many of these resources exist on private property or within utility corridors, complicating long-term stewardship. Preserving these assets will require a balance between individual property rights and Citywide goals for preservation and resilience. As the community continues to grow and evolve, thoughtful planning and creative partnerships will be critical to protect and enhance Holladay's cherished natural features.

NATURAL HAZARDS

As a community nestled near the Wasatch Front, Holladay faces a range of natural hazards including wildfire risk, flooding and seismic activity. Wildfire risk is particularly acute in potential Wildland Urban Interface (WUI) areas on the east side of the City, where vegetation and steep slopes create potential for rapid fire spread. Flooding along stream corridors, landslides in hillside areas, and the threat of seismic activity from the Wasatch Fault which bisects the City, north to south, also present ongoing challenge to maintaining Holladay's resilience. While these hazards may not be visible day-to-day, they have significant implications for land use, emergency preparedness, and infrastructure resilience. Effective strategies for risk mitigation—such as vegetation management, updated building codes, and public awareness campaigns—will play an increasingly important role in ensuring the safety of residents in the face of growing environmental and climate-related pressures.

CLICK HERE TO VISIT THE ONLINE PORTAL FOR ADDITIONAL MAPS AND INFORMATION

PARKS AND LEVEL OF SERVICE

Holladay's park system plays an essential role in supporting the community's recreational needs and enhancing neighborhood livability. The City currently maintains two community parks: City Park at 6.5 acres and Knudsen Park at 7.5 acres. Olympus Hills, one of the City's largest parks is managed by Salt Lake County. While there is limited land available for new park development within City limits, residents benefit from access to a wide array of nearby regional facilities. These parks offer a diverse mix of amenities such as sports fields, playgrounds, walking paths, and natural open spaces that serve residents of all ages. Additionally, school properties managed by the Granite School District provide another 60 acres of recreational space that support both school and community use. Taken together, City-owned, County-managed, and school-affiliated facilities provide Holladay residents with access to over 223 acres of publicly available recreational land. These shared resources are vital and underscore the importance of partnerships and strategic planning to maintain and improve recreational access for future generations.

OPEN SPACE

While the City does not manage designated open space, the proximity to the Wasatch Mountains presents opportunities for Holladay residents to enjoy easy access to hiking, biking, skiing, and other outdoor recreation activities. Equally important—but often less celebrated—are the private landscapes that give Holladay its unique feel. The mature trees, deep setbacks, and dense vegetation found in large-lot residential neighborhoods contribute significantly to the perceived open space and semi-rural feel. Though privately owned, these properties play a vital role in shaping the community's experience of nature and are treasured by residents Citywide. The shaded lanes and quiet streets in these areas not only offer visual relief but also serve as inviting places to walk, bike, and connect with neighbors.

Holladay's Horizon

RECREATION AND NATURAL SPACES (RNS) GOALS, POLICIES, AND ACTIONS

RNS GOAL 1. Promote safe and resilient development that respects Holladay's natural features and hazards.

RNS Policy 1.1. Analyze and reduce wildfire risk to the community.

RNS Action 1.1.i. Develop and adopt a Community Wildfire Prevention Plan (CWPP) that addresses Wildland Urban Interface (WUI) issues that impact those Holladay properties that are highly susceptible to catastrophic results from fire.

RNS Action 1.1.ii. Adopt the Salt Lake County Mult-Jurisdictional Hazard Mitigation Plan as a City resource for hazard management.

RNS Policy 1.2. Protect steep hillsides and slopes from development.

RNS Action 1.2.i. Identify gaps in the ordinances that allow for inappropriate development in the geological hazard areas, foothills and canyons environments and in the forestry and recreation zones.

RNS Action 1.2.ii. Review the Foothills and Canyons Overlay Zone for adoption.

RNS Policy 1.3. Conserve riparian areas and surface waterways as defining features of the community.

RNS Action 1.3.i. Avoid piping of streams and canals and explore opportunities to daylight creeks such as Spring Creek and Neff's Creek, where feasible, with consideration of water conservation and threat to property.

RNS Policy 1.4. Implement new and innovative strategies to conserve water in the City's operations.

RNS Action 1.4.i. Integrate the "Salt Lake County Big Cottonwood Creek Guide" into City policy where applicable.

RNS GOAL 2. Ensure that the existing urban forest is protected and replenished as much as possible while respecting the rights and needs of private property owners.

RNS Policy 2.1. Encourage the preservation of mature trees and the planting of new trees City-wide.

RNS Action 2.1.i. Review current lot coverage standards to maintain private open space and natural vegetation.

RNS Action 2.1.ii. Work with water providers to maintain methods that ensure secondary water delivery to support old-growth tree areas.

RNS GOAL 3. Promote environmental programs and initiatives to improve community health and sustainability.

RNS Policy 3.1. Reinforce regional and local efforts to improve air quality.

RNS Action 3.1.i. Continue to support the valley-wide air quality measures such as UCAIR and other emission reduction programs.

RNS Action 3.1.ii. Enforce the City's no-idling policy and actively look for ways to reduce unnecessary car trips.

RNS Action 3.1.iii. Implement policies and regulation identified in the Connected Community Chapter to continue to reduce vehicle dependence in Holladay.

RNS Policy 3.2. Encourage the use of renewable energy and green building practices.

RNS Action 3.2.i. Identify and implement incentives for installing solar systems and incorporating green building techniques across residential and commercial developments.

RNS Policy 3.3. Encourage community-based food production through education, land use flexibility, and support for local growers.

RNS Action 3.3.i. Develop and implement an education program for the community to encourage urban agriculture and family food production.

RNS GOAL 4. Continue to provide quality parks and open space for the community and visitors.

RNS Policy 4.1. Maximize the functionality of existing parks, recreation, and trail facilities and resources through proactive maintenance and stewardship.

RNS Action 4.1.i. Develop park, trail, and recreation facility classification standards that guide typical size, standard amenities, functions, programming, and maintenance tasks and intervals for each type of facility.

RNS Action 4.1.ii. Reinvest in existing park, recreation, and trail infrastructure to ensure the longest lifecycle possible.

RNS Action 4.1.iii. Develop an asset management plan to track lifecycle replacement needs, assist with planning for repair/replacement, and status for all parks, recreation, open space, and trail assets.

RNS Policy 4.2. Assess parks, open spaces, and natural areas facilities to identify any user needs that are not being met.

RNS Action 4.2.i. Continue to monitor trends and gather public feedback to inform decisions on new amenities using on-site survey tools, the community-wide survey, and other engagement methods.

RNS Action 4.2.ii. Provide parks, and recreational facilities, and programs that offer diverse activities accessible to all age groups and abilities.

RNS Policy 4.3. Increase access to new and existing parks and open space.

RNS Action 4.3.i. Identify significant pedestrian barriers to existing parks and open spaces, especially major corridors and prioritize pedestrian improvements to increase access to existing parks.

RNS Action 4.3.ii. Identify key gaps in the City's trail network that disrupt connections to regional trails and parks.

RNS Action 4.3.iii. Partner with regional organizations, non-profits, and surrounding cities to plan and fund future trail connections.

RNS Action 4.3.iv. Consider the use of existing canals to improve connections within the City's residential neighborhoods.

RNS GOAL 5. Ensure that Holladay's parks and open spaces support its natural resources and beauty.

RNS Policy 5.1. Promote climate-appropriate landscapes across parks, open spaces, trails, and recreation facilities.

RNS Action 5.1.i. Reduce water use in City-managed lands by installing water-wise landscaping and with smart irrigation systems.

RNS Action 5.1.ii. Enhance environmental literacy by demonstrating water-wise landscaping techniques in parks and with other educational on-site improvements like interpretive signs and programs.

RNS Policy 5.2. Restore natural landscapes in City parks and open spaces.

RNS Action 5.2.i. Direct the future development of site-specific restoration plans and invasive species management plans by coordinating with local specialty environmental organizations.

08

RESPONSIBLE RENEWAL AND INFILL

Introduction

Holladay is committed to growing thoughtfully balancing the needs of a dynamic, evolving community with the values that make it a desirable and livable place. As infill and redevelopment opportunities arise, it is essential that new growth integrates cohesively with existing neighborhoods, enhances community character, and supports long-term sustainability. Reliable infrastructure and public services—such as water, sewer, electricity, gas, law enforcement, fire protection, and street maintenance—are foundational to the health, safety, and quality of life for all residents.

Most of Holladay's municipal services are currently provided through contracts with outside agencies and private providers. While this model has been efficient, it limits the City's control over service levels and costs and leaves future access vulnerable to regional shifts. This chapter outlines a coordinated approach to responsible renewal that prioritizes infrastructure readiness, equitable service delivery, and environmental responsibility. By planning strategically, Holladay can ensure that growth strengthens, rather than strains, essential systems—continuing to deliver exceptional service while preserving the unique identity of its neighborhoods.

VISION PRINCIPLE

Holladay grows thoughtfully, integrating new development cohesively, encouraging sustainable change, and providing exceptional service and infrastructure for infill, redevelopment, and existing neighborhoods.

Key Considerations

SERVICE PROVIDERS AND IRRIGATION DISTRICTS

While the City of Holladay does not directly provide utility services to residents, it is well served by a comprehensive network of public and private service providers that support the community's infrastructure, safety, and quality of life. These systems are critical to ensuring that both existing neighborhoods and areas targeted for infill and redevelopment continue to receive exceptional services as the City grows.

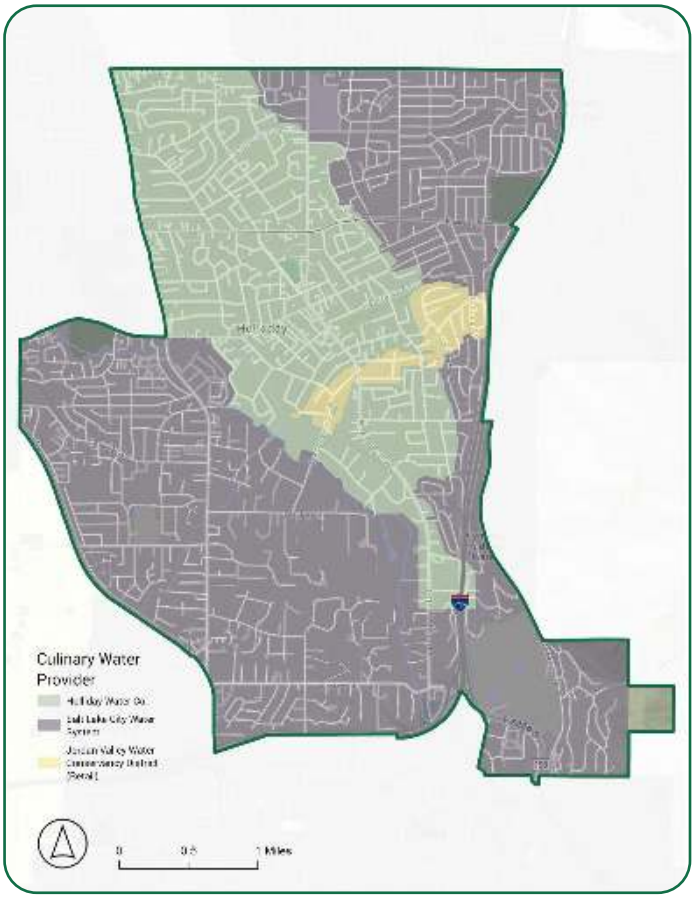
To maintain long-term resilience and meet future demands, Holladay must regularly assess its service delivery partnerships—particularly for utilities and public safety—and take proactive steps to ensure their adequacy and reliability. Coordinated planning will be key to supporting thoughtful growth and sustainable change.

The City itself provides essential municipal functions such as planning and zoning, code enforcement, parks maintenance, and administration. Holladay contracts for fire, police and public works. Water, sewer, and sanitation are run by other entities.

Water is provided through a combination of sources, including Salt Lake City Public Utilities[6], the Jordan Valley Water Conservancy District[7], and the Holliday Water Company[8]. Holladay is within the Central Utah Water Conservancy District.

Sewer services are managed by the Mt. Olympus[9] and Cottonwood Improvement Districts[10], ensuring that waste is efficiently processed. Holladay is within the Central Utah Water Conservancy District[11]. In addition to culinary water service providers, several irrigation and canal companies provide irrigation water delivery through various canals and irrigation lines/laterals. There are ten irrigation providers in Holladay.

Figure 13. Culinary Water Provider Map



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EXISTING SUPPLY AND SOURCES

The State Water Conservation Act requires all public water systems with over 500 connections to develop a water conservation plan. These plans detail specific conservation goals that align with regional and state requirements and are required to be updated every five years.

Salt Lake City Public Utilities: The Salt Lake City Public Utilities Water Conservation Plan[12] outlines the City water sources- surface waters, including Big Cottonwood, Parleys Creek, and City Creek, groundwater, and wells, and regional storage projects including the Provo River Project, Central Utah Project, and the Utah Lake System. The City's primary recommendations are to continue to curb water use by 22%, especially outdoor water use which is a majority of water used in institutional and residential land uses, and to identify additional tools to increase their ability to capture water from their current sources to meet the projected needs. The City also considers the effect of increasing global temperatures and changes in rainfall and recommends continued vigilance.

Holliday Water Company: The Holliday Water Company sources water from Spring Creek and Big Cottonwood Creek and two wells and serves about 3,000 households in Holladay. The company is owned in part by each property owner that recieves services from the provider. The Holliday Water Company Water Conservation Plan[13] highlights a plan highlights a goal to reduce water use from 2019's 209 gcpd to 197 gcpd by 2035. The plan highlights a downward trend in water use since 2005. While the company's current supply will meet projected demands conservation is still a key goal based on State guidance and uncertainty in the future of the region's climate. Holliday Water encourages share holders to conserve water through education and other best management practices.

Jordan Valley Water Conservancy District: The Jordan Valley Water Conservancy District (JVWCD) sources water from a variety of places, ensuring consistency to the City and individuals that rely on it. The Water Conservation Plan[14] identifies these sources. Additionally, the district is participating in several new projects including treatment of brackish groundwater, expansion of existing sources, and the Bear River Project. The JVWCD serves several different municipalities in the Salt Lake Valley and provides water direct to customers. Understanding the JVWCD's per capita use is challenging because of their distribution and the wide variety of users.

Secondary Source Water Providers: Privately owned and operated water companies have provided secondary water services to water rights within Holladay and neighboring jurisdictions. Water conveyance is dependent on canal and irrigation lateral networks. These private facilities are critical to be maintained and function as they cross a mixture of both public and private properties. Some irrigation providers boundaries are visible on the "Holladay Water Providers" map. Other irrigation companies should be contacted directly regarding their service areas. Irrigation providers in Holladay include Upper Canal Irrigation Company, Holliday Water Company, Green Ditch, Upper Ellison Ditch, Little Cottonwood Tanner Ditch, Big Ditch, Walker Ditch, McCarthy Ditch, Newman Ditch, Franklin John Neff Ditch, and Big Cottonwood Lower Canal.

CLIMATE CONSIDERATIONS

Each of the provider's conservation plans note the importance of planning for a changing climate. Water supply is tied to precipitation and while some years may have higher than average snow and rain, other years are drier. Warmer temperatures begin earlier in the spring and extend later into the fall and there are longer periods of higher temperatures without precipitation. All of these factors conversely increase water demand. High demand and reduced supply are both further compounded when there are consecutive dry years.

WATER IN THE REGION

Holladay water providers source water from surface water that flows into the Great Salt Lake. When water is removed from its source for indoor culinary uses a large percent of it is returned to a water treatment facility, after which treated waste water is returned to the system. Water used for irrigation also returns to the system, but is lost at a higher rate than indoor water. While the City water providers are on track to reduce per capita use to meet the State requirement, additional water conserved flows to the Great Salt Lake. The level of the Great Salt Lake is closely tied to the region's air quality and other major environmental concerns. Every drop counts.

BEST PRACTICES

These best practices are identified by State programs and by Holladay's water providers. These tools combined with efforts from water providers and State agencies can help realize the significant goals included in the conservation plans and those identified by the State, first in 2013 by the Governor and again in 2019 by the Utah Department of Water Resources.

Water efficient design standards: The Central Utah Water Conservancy District's conservation plan points out that over watering landscaping is a concern for all of Utah with Utahns apply up to 50 inches of supplemental water to a typical landscape that requires 21 inches of water. They identify that switching to less water intensive landscaping and reducing over watering are significant opportunity areas for water savings and will have significant impacts on overall water use. Communities are requiring waterwise designs in new residential and commercial developments. These standards generally focus on street facing landscaped areas but may include landscaping in parking lots, side yards, and other type of spaces. Regulations vary significantly from city to city based on community preferences. Holladay adopted water efficient landscaping standards for new development in line with requirements by the Central Utah Water Conservancy District in 2023. Key elements include implementation of Localscapes principles, allowing turf only in areas that are 8 feet wide or wider, no turf in park strips, paths, or on slopes greater than 25%, and cannot cover more than 35% of the total landscaped area.

Education: Drought is an acute issue in the state. And while Holladay is a very green city, thanks to its thriving tree canopy and its considerable abundant landscaping, the strain can be felt even here. Awareness of the need for water conservation is an important step to action but other steps are also required. Demonstration gardens, brochures, low water use plant lists, information about

rebate programs, and basic design education programs are incredibly helpful to those contemplating changes to their existing landscaping or indoor appliances. Reducing barriers and increasing the likelihood that community members can and will change their outdoor and indoor water use habits can help not just the City but the entire region.

State Requirements and Incentives: The Utah Water Savers program, a statewide program that originated with the Jordan Water Valley Water Conservancy District and expanded with the help of Utah Department of Water Resources, offers state-wide rebates for toilet replacement, smart irrigation controllers, and lawn removal. Salt Lake Public Utilities has additional rebates and conservation incentives and guides for water customers. An additional rebate for trees and drip irrigation can be used in conjunction with an approved lawn removal project. The Utah Water Savers program has additional incentives for new construction in backyards. Rebates change over time and the Jordan Valley Water Conservancy District, Salt Lake City Public Utilities, and the Utah Water Savers websites are updated as these evolve.

Better meters and "Smart" controllers: Metering of water use helps determine if over-watering is occurring or if a system leak is happening. Cost savings are considerable since leaks can go undetected for some time, where no meter quickly alerts users or providers to changes in water usage. Central Utah Water Conservancy District identifies the metering of all pressurized secondary water connections by 2040 as an improvement in helping to meet water conservation goals. While metering is not utilized by irrigation and canal companies in their delivery of water, there is a larger program of monitoring of water shares that are delivered to owners. Smart controllers help determine soil moisture and to halt sprinkling when rain events provide sufficient water for landscaping. The Water Savers programs and others offer incentives for installation of these types of devices.

Monitoring: Many Utah communities have relatively limited access to quality water data. Because the City has three unique water providers and 10 irrigation providers, maintaining data in a centralized location can mitigate the confusion around where, when, and how water is used in the City, thus helping identify where water savings can be introduced.

Residents are encouraged to utilize tools by their water provider to assess their individual water usage. Salt Lake City Public Utilities has partnered with Utah State University to provide water use assessments for individual parcels with the WaterMaps[15] application. Jordan Valley Water Conservancy District uses enhanced water bills and has a personalized web portal to provide water consumption feedback.

LAND USE AND WATER

Gallons per capita per day is the common measurement for total water use (indoor and outdoor) and is reported for all providers by residential (single-family residential), commercial (which includes multi-family residential), industrial, and institutional land uses. Holliday Water Company, Jordan Valley Water Conservancy District and Salt Lake City Public Utilities serve large areas and do

Figure 14. Utah State University Water Wise Landscaping Design Series

UtahStateUniversity | Center for Water-Efficient Landscaping Extension

Localscapes

WATERWISE LANDSCAPES[16]

There are 6 principles for any waterwise landscape installation. These are:

Planning and Design: Plan your landscapes so that plants with similar water needs are located in the same areas and you can set irrigation for each area to ensure that your types of plantings use water efficiently.

Soil Preparation: Give your soil the nutrients required to support your landscape without excessive water. Consider soil drainage and the correct plant to soil pairings to ensure healthy plants and efficient water use.

Plant Selection: Chose Utah's beautiful native plants or other plants that thrive in our sunny, dry climate.

Practical Turf Areas: We use turf as places for play. Reduce turfgrass that is not usable, especially in park strips, in narrow walkways and side yards, and along buildings.

Mulch: Protect soils and planting beds with mulch. This helps the ground retain moisture for healthy plants.

Efficient Irrigation: Install smart devices when possible and monitor over or under-watering and consistently adjust as needed. Water during the ideal times of the day, particularly early mornings.

These landscapes can be incredibly green and colorful. By considering local limitations, especially Utah's warm arid climate, landscapes can still be diverse and dynamic. The State and local water providers also provide rebates for certain types of landscape installations.

not identify jurisdictional boundaries. Table 4 highlights the difference in single-family residential water use compared to other categories across all water providers, with Holliday Water Company having the most significant differences. Outdoor water use can be estimated when water providers include seasonal water use data in their conservation plans. While not all water providers show the differences in seasonal water use in their conservation plans, Salt Lake City Public Utilities shows that outdoor water use accounts for 60% of all residential water use, 50% of all commercial water use, and nearly 80% of all institutional use (used for parks and recreation). Salt Lake City Public Utilities also breaks down residential uses to various levels of multi-family use. Single family land uses use 65% of their water outdoors, duplexes use 45%, and triplexes up to apartments use 32%.

In order to understand the needs for the City based on the expected future land use, this element includes a model that projects water use based on the Future Land Use map. The Future Land Use map provides information about where and how intensely the City can anticipate growth that will impact its existing water resources. The map on the following page highlights the areas in the City where the General Plan envisions additional residential, commercial, or industrial growth where it currently does not exist, thus adding additional connections to the existing water providers.

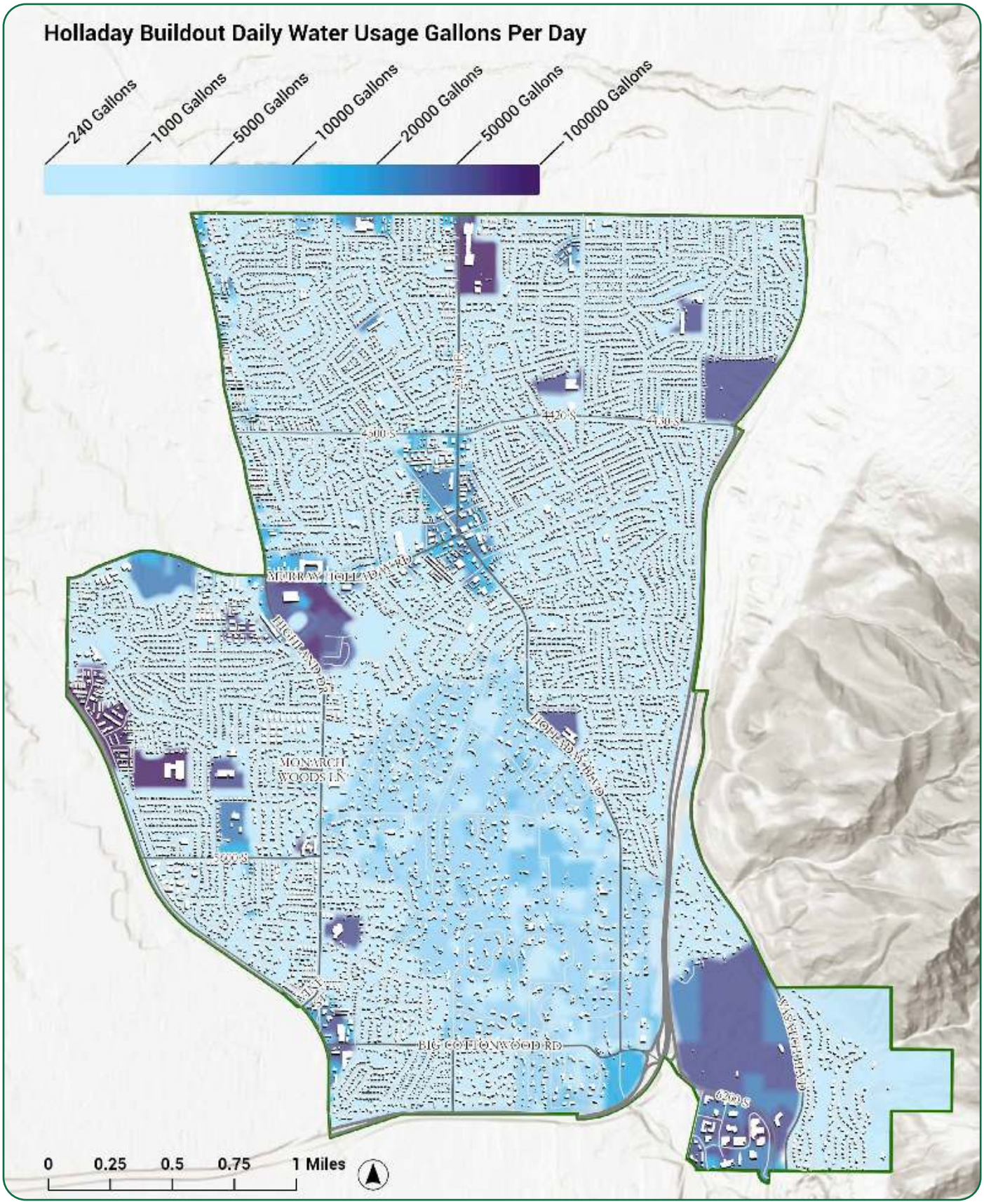
Future annual and per capita water usage for the City was modeled at the parcel level, with projections informed by future land use designations, an Areas of Change analysis, and established water use factors. Each parcel was modeled to represent both existing and anticipated

*Table 4. Daily per capita water use for the entire service area by type (in gpcd)**

	SALT LAKE CITY PUBLIC UTILITIES	HOLLIDAY WATER COMPANY	JVWCD
Per Capita Water Use Year	2024	2024	2023
Residential Use	76	207	120.3
Commercial Use	74	15	25.6
Institutional Use	19	12	17.3
Industrial Use	179	not provided	4.6
Total	**174**	**209**	**167.8**
Goal	**174(2030), 164(2040)**	**197 (2035)**	**173 (2035)**
DNR Salt Lake County Goal (2023)	**187**	**187**	**187**

*Water data does not account for non-metered irrigation use and private groundwater wells.

Figure 15. Future Water Use Maps



future uses, accounting for changes in household and employment numbers where applicable.

Future Land Use:

Water demand calculations were based on a future land use crosswalk table, which translated each land use into an equivalent residential unit (ERU) factor expressed in gallons per day (GPD). These ERUs are estimates of number of connections different residential and employment uses have. One residential ERU is equal to an average consumption of 240 gallons per day, while ERU for employment uses is 105 gallons per day.

- Residential land uses were modeled using ERUs per household. Single Family Residential parcels receive 1 ERU per household (in other words one connection per household) ,with one residential ERU equaling an average consumption of 240 gallons per day. Multi-Family Residential uses receive 0.7 ERUs per household, equating to a lower usage based on smaller footprint and outdoor water use.
- Employment-based land uses were modeled using ERUs in two ways: (1) employees per 1000 SqFt and (2) ERU per developed acre, depending on the use. For example, Open Space ERUs are per developed acre (excluding areas that are not irrigated under this designation, i.e., the foothills) due to smaller developed footprints, and demand of water uniformly being consumed more across the entire parcel. Examples of this include parks and recreation fields. Employees per 1000 SqFt was used for all other employment land uses as getting an estimate for number of employees based on building footprint fit a better estimate. ERU for employment use is 105 gallons per day, which is 2.28 times less than the ERU for Residential.
- Mixed-use designations applied both methods, incorporating ERUs for dwelling units and ERUs for employment acres.

Water Usage Factors based on Residential and Employment Land Uses are as shown below:

Table 5. Water Use Factors

Future Land Use	Residential ERUs	Employment ERUs
Commercial	0	2.5 employees per 1000 developed Sq Ft
Community Mixed Use	0.7 per dwelling unit	4.5 employees per 1000 developed Sq Ft
Country Estates	1.2 per dwelling unit	0
Holladay Village	0.7 per dwelling unit	4 employees per 1000 developed Sq Ft
Low Density Residential	1 per dwelling unit	0
Medium Density Residential	0.85 per dwelling unit	0
Mixed Use Regional	0.7 per dwelling unit	9 employees per 1000 developed Sq Ft
Open Space	0	6.4 per developed acre
Public	0	4 employees per 1000 developed SqFt
Residential Foothills	1 per dwelling unit	0

The Community Water Projections model is a GIS model that considers five geospatial parameters: parcels, land use, building square footage, acres, and areas of change. Parcels came from Salt Lake County Assessor data, building footprints came from an imagery analysis (to calculate building square footage), land use came from each Municipal Water District, and acres were calculated through parcel geometries.

After collecting the spatial inputs, the model utilizes a future land use analysis and infrastructure projections to model water usage for both indoor and outdoor use by land use type.

The total share of the water districts supply that is used within the City limits is subject to change, however the combined total capacity of all districts that intersect Holladay's boundary is well beyond the City's projected demand at build out of 7391.5 ac-ft. per year or 2,407 Mgal per year based on metered culinary water by the year 2065.

Assuming that the City grows as the Future Land Use Map anticipates, and maintains relatively consistent metered culinary water use, the per capita water use in 2065 will be approximately 151 gallons per capita per day by the year 2065. This is well within the targets of the conservation plans. Non-metered irrigation and private wells being accounted for would increase overall water use and could change the ability to meet target 2065 conservation goals. This assumes that the maximum build out described in the General Plan is realized

Table 6. Buildout Water Use

WATER USAGE AT BUILDOUT

Future Land Use	Total GPD	Employment Indoor GPD	Employment Outdoor GPD	Residential Indoor GPD	Residential Outdoor GPD
Commercial	40,723	21,554	14,369	1,680	3,120
Community Mixed Use	203,103	92,359	61,573	17,210	31,961
Country Estates	164,736	0	0	57,658	107,078
Holladay Village	426,076	228,385	152,256	15,902	29,532
Low Density Residential	1,936,080	0	0	677,628	1,258,452
Medium Density Residential	717,672	0	0	251,185	466,487
Mixed Use Regional	2,078,758	1,091,252	727,502	91,001	169,002
Open Space	167,421	98,436	65,624	1,176	2,184
Public	857,111	513,547	342,364	420	780
Residential Foothills	2,640	0	0	924	1,716
Total	6,594,320	2,045,534	1,363,689	1,114,784	2,070,313

by the year 2065. Future updates to the General Plan and the Future Land Use Map should be analyzed with similar methods to identify any changes in land use expectations in the future.

As identified, the City will be within attainment of the conservation goals identified in the Conservation Plans. All three Conservation Plans highlight a supply deficit in their conservation plans if conservation goals are not met. Every drop counts for these communities to ensure adequate supply and to reduce the costs required to expand water supply. Water providers and cities and counties should continue to monitor these resources to understand changes to conservation goals and the benefits they may have for the region's environment.

While the share of water used within the City limits may change in proportion to the rest of the service areas, it is useful to understand approximately how much water is available to Holladay. To generalize the share of water from each service provider, the analysis uses the rate of the service area that is within City limits to the entire service area boundary.

Approximately 87% of the Holliday Water Company service area is within the City, 2% of the Jordan Valley Water Conservancy District retail service area is within the City, and approximately 4% of the Salt Lake City Public Utilities service area is within the City. Figure 16 shows the generalized increase in capacity for the three water providers and the projected water demand within the City.

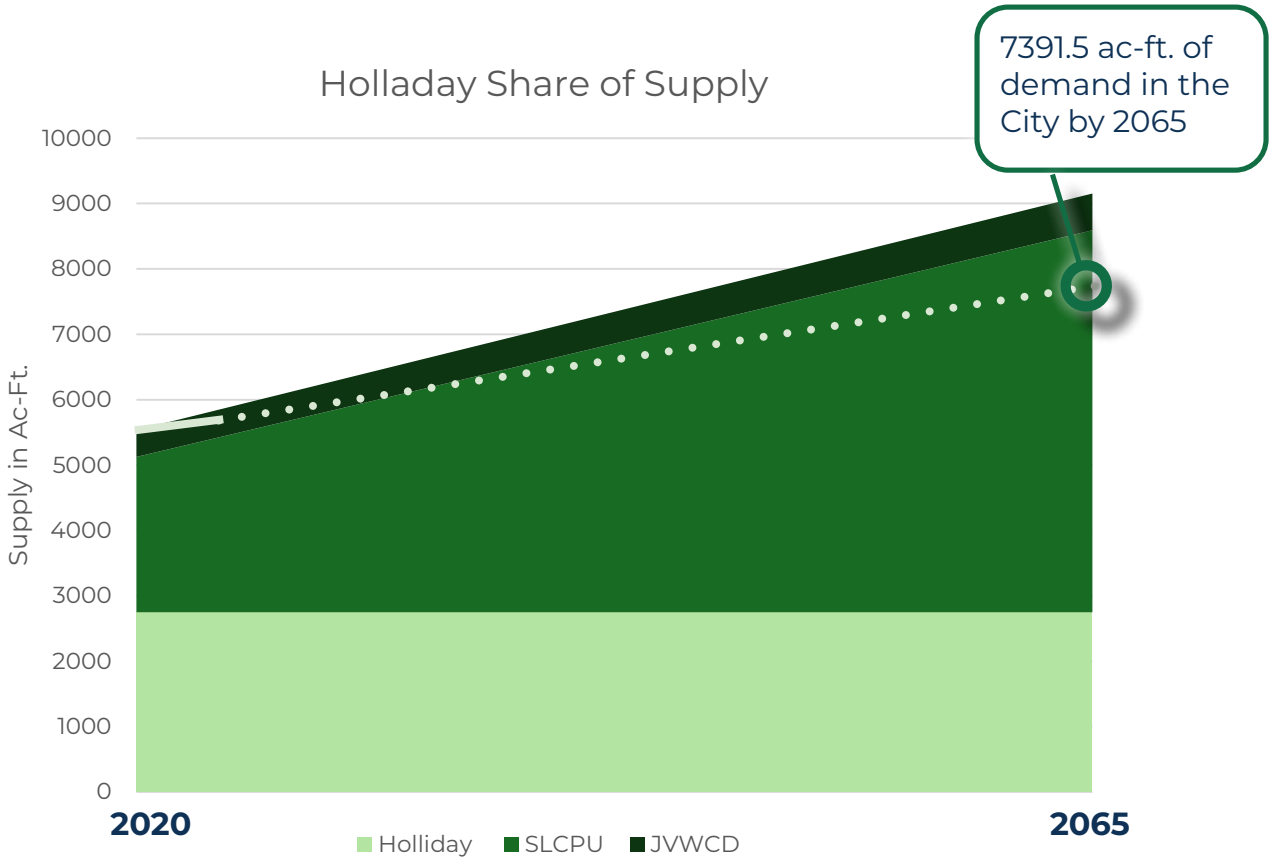


Figure 16. Holladay Conceptual Water Budget

CONSTRAINTS TO GROWTH

As Holladay plans for responsible renewal and infill, it must do so within a unique set of physical, infrastructural, and historical constraints that shape how and where growth can occur. These constraints influence land availability, infrastructure capacity, and the feasibility of cohesive development.

A key limitation is the prevalence of private roads throughout the City. These privately maintained networks often fall outside the City's jurisdiction for upgrades or expansions, making coordinated infrastructure improvements more complex and costly. Similarly, private utility providers—particularly those supplying water and telecommunications—operate independently of City oversight, creating challenges in aligning service levels with future development demands.

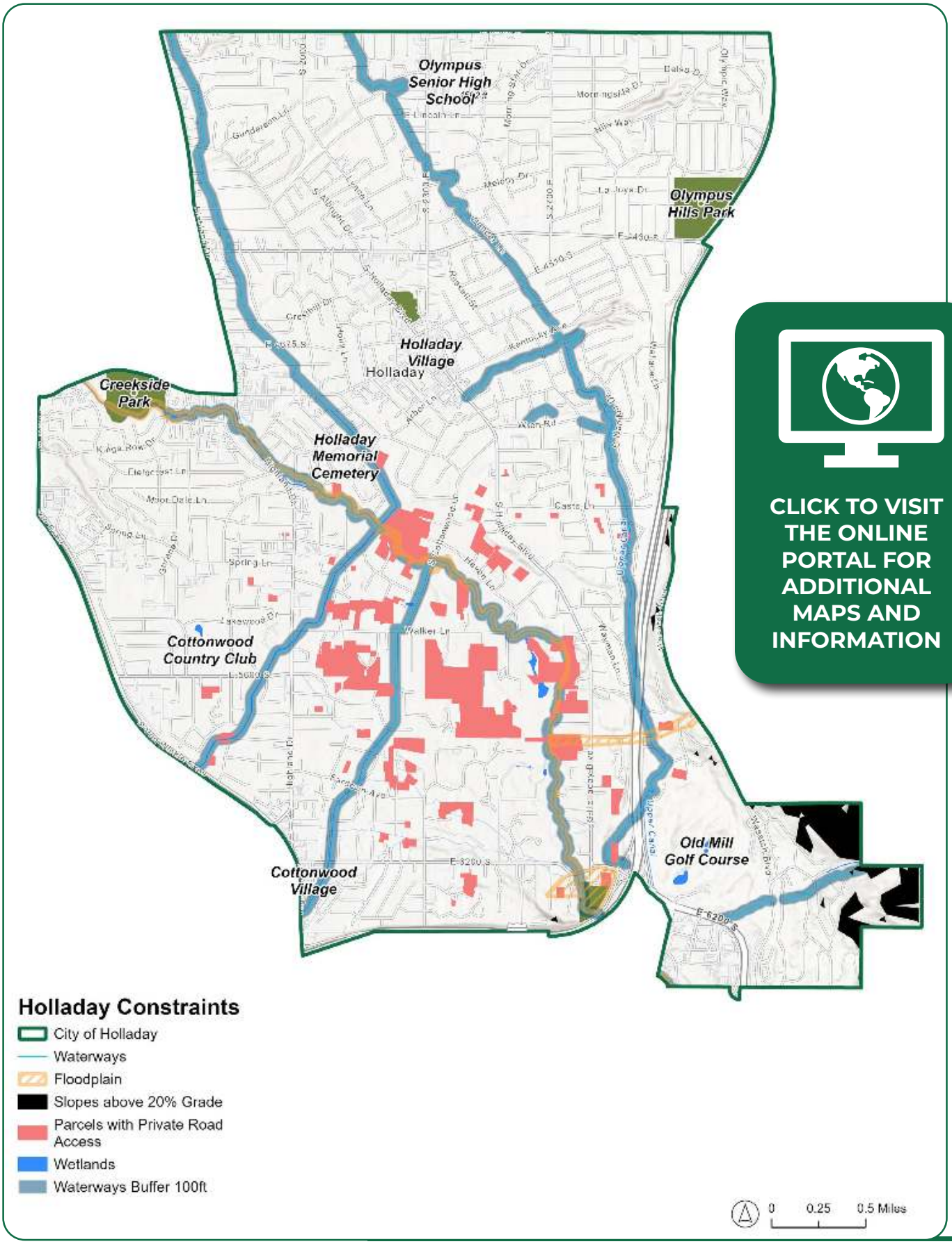
Waterways, including Big Cottonwood Creek and major canals bisect the city and can present both regulatroy and engineering obstacles of varying degrees to infill and redevelopment. These waterways, while valuable for stormwater management, water supply, and open space character, often restrict connectivity, limit buildable space, and may increase development costs.

To the east, steep slopes and hillside terrain naturally limit the scale and intensity of future development. These areas also require careful consideration of erosion control, access, and wildfire risk, further constraining potential growth.

Finally, historic development patterns and fragmented annexation history have resulted in patchwork of neighborhoods with varying street grids, lot sizes, and infrastructure standards. This legacy complicates efforts to create a seamless urban fabric and introduces equity challenges when extending or upgrading services.

Understanding and addressing these constraints is essential for ensuring that infill and redevelopment efforts are not only feasible but also equitable, sustainable, and aligned with Holladay's vision for thoughtful, well-integrated growth.

Figure 17. Constraints to Development Map



Holladay's Horizons

RENEWAL AND INFILL (RI) GOALS AND POLICIES

RI GOAL 1. Maintain the overall established pattern and quality of development in the City.

RI Policy 1.1. Maintain and update standards for new development that include high quality in layouts and sustainable tree canopy, provide connectivity to local amenities, are energy efficient and provide amenities for current and future residents of Holladay.

RI Action 1.1.i. Encourage appropriate massing and building design to increase energy conservation and air quality.

RI Action 1.1.ii. Expand the role of the Design Review Board to ensure that future design and development of multi-family and commercial developments meet the goals of this General Plan.

RI Action 1.1.iii. Enforce and consider revisions to the City's landscape requirements that ensure new developments maintain quality landscaping and tree coverage to encourage consistency between new and old.

RI Action 1.1.iv. Conduct a Citywide energy use and efficiency study to establish baseline data, identify trends, and inform future policies.

RI Policy 1.2. Support infill and redevelopment projects that enhance and protect surrounding neighborhoods.

RI Action 1.2.i. Encourage and support redevelopment projects that provide accessible neighborhood/community amenities, 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.

RI Action 1.2.ii. Study to update current new mixed-use zones that allow higher-density residential uses in established commercial and office zones particularly where access to parks, open space, transportation corridors, and public uses is desirable.

RI Action 1.2.iii. Develop new standards for walls, fences, landscaping, trees bushes and other perimeter features, along the City's major arterials and collectors ensuring that the desire to dampen noise and enhance privacy on the private property side of these features is balanced with the need to maintain views and vistas and fit in with the historically open, green, and verdant street edges.

RI Policy 1.3. Direct new commercial development to existing commercial and activity areas.

RI Action 1.3.i. Establish, enhance, and maintain appropriate land use, architectural and/or landscape buffers to protect neighborhoods from encroachment where uses transition or have incompatible characteristics.

RI Action 1.3.ii. Encourage mixed-use development at the Royal Holladay Hills site, Holladay Village, Holladay Crossroads area, in addition to other key areas of the City that are transitioning from solely commercial to mixed-use

RI GOAL 2. Ensure the continued access to basic services for residents, business owners, and visitors.

RI Policy 2.1. Plan for the delivery of public services for the City based upon a combination of contracts, partnering, and/or self-providing services.

RI Action 2.1.i. Monitor the way in which the City provides essential public services and from whom these services are delivered.

RI Action 2.1.ii. Develop a plan for the future delivery of essential public services and ensure that the City is prepared for any changes that may occur in the delivery of those services.

RI Action 2.1.iii. Include representatives from the water service providers in all future updates to the water and land use elements of the Plan. City staff and elected/appointed officials should be active partners in participating in water providers' water conservation plans.

RI Policy 2.2. Continue to explore available alternatives for municipal services to provide an improved level of service and/or reduced costs.

RI Action 2.2.i. Explore future partnership opportunities to provide essential services especially with those abutting municipalities already sharing service delivery options with the City.

RI Action 2.2.ii. Maintain and utilize quality data from City sources and service providers (e.g. fire, police, water, gas, sewer, public lands) to 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.

RI GOAL 3. Reduce outdoor water usage in the City.

RI Policy 3.1. Update City ordinances as appropriate to incorporate additional elements and best practices to reduce water use and meet regional water conservation goals such as lawn restrictions, encouragement of native plantings, and clustering of plants in landscapes with similar watering needs.

RI Action 3.1.i. In new commercial developments, require waterwise designs required in front yard landscapes, in buffer area, and in park strips.

RI Action 3.1.ii. Consider retrofit requirements for existing commercial developments wanting to add on to their building by 50% or more and/or where site designs will change by 50% or more.

RI Action 3.1.iii. Audit the areas of turf and their functional use levels on City properties and create an action plan for removal of turf grass where possible.

RI Action 3.1.iv. Require waterwise landscaping in park strips for all new development.

RI Action 3.1.v. Promote the retention of runoff water to onsite usage (Low Impact Development) and rain barrels for roof runoff.

RI Action 3.1.vi. Follow best practices for maintaining tree canopy while reducing turf/sprinkler irrigation on City-owned property.

RI Action 3.1.vii. Encourage increased indoor water efficiencies.

RI Action 3.1.viii. Provide educational resources and programs to raise awareness of cost savings to property owners and rebate programs.

RI Policy 3.2. Educate the community and partners about the challenges and opportunities related to water use and conservation.

RI Action 3.2.i. Provide demonstration gardens in a variety of locations within the City, especially consider City-owned property.

RI Action 3.2.ii. Replace turf grass in City-owned property with low water use turfs, like clover and tall fescue. Track and market water savings to the public as a demonstration of effectiveness.

RI Action 3.2.iii. Partner with Jordan Valley Water Conservation Garden Park, Utah State University, and other demonstration gardens to host classes and demonstrations for reducing water use, ensuring tree health, native plant landscaping, and reducing turf.

RI Action 3.2.iv. Host regular collaborative meetings with water providers to identify conservation projects, programs and capacity.

RI Action 3.2.v. Educate private property owners about the use of secondary water for productive uses in addition to the importance of conservation to increase water delivery to the Great Salt Lake.

RI Policy 3.3. Improve operational efficiencies for large water users.

RI Action 3.3.i. Promote and support "smart" water mwetering and other data gathering/analysis of secondary water sources that support water conservation.

RI Action 3.3.ii. Repair any system leaks as soon as possible in public and private water systems.

Endnotes

1 10-9a-401. General plan required -- Content: https://le.utah.gov/xcode/Title10/Chapter9A/10-9a-S401.html?v=C10-9a-S401_2019051420190514

2 Wasatch Choice Vision: https://wasatchchoice.org/

3 Utah Transit Authority Long-Range Transit Plan: https://www.rideuta.com/-/media/Files/Current-Projects/Long-Range/UTA_Moves_2050_Nov2024.pdf

4 Midvalley Active Transportation Network Plan: https://drive.google.com/file/d/1JG8WIAqdLg0vRH4DaBCfeJMFMS-aTHtV/view

5 Safe Routes to School Utah: https://saferoutes.utah.gov/

6 Salt Lake City Public Utilities: https://www.slc.gov/utilities/utilitiesandservices/

7 Jordan Valley Water Conservancy District: https://jvwcd.gov/

8 Holliday Water Company: https://hollidaywatercompany.com/

9 Mount Olympus Improvement District: https://mtoidut.gov/

10 Cottonwood Improvement District: https://cottonwoodimprovement.gov/

11 Central Utah Water Conservancy District: https://cuwcd.gov/#gsc.tab=0

12 Salt Lake City Public Utilities Water Conservation Plan: https://www.slc.gov/utilities/conservation/water-conservation-plan-2025/

13 Holliday Water Company Water Conservation Plan: https://conservewater.utah.gov/wp-content/uploads/SubmittedWaterPlans/Holliday-Water-Company-2020.pdf

14 Jordan Valley Water Conservancy District Water Conservation Plan: https://jvwcd.gov/file/15ac6ee1-8482-4732-b540-848b76b5340a/JVWCD-2024-Conservation-Plan-Final.pdf

15 WaterMaps: https://extension.usu.edu/cwel/watermaps/

16 Utah State University Waterwise Landscape Series: https://extension.usu.edu/laep/water-wise