



ADOPTED MAY 3, 2022

# TOOELE COUNTY GENERAL PLAN UPDATE (2022)

P S O M A S





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## SPECIAL THANKS

### Survey and Open House Event Participants

Thank you to all the residents, workers, property owners, and employers that participated with the interviews, interactive map, surveys, and open houses. We appreciate the feedback and have incorporated it into all aspects of the project.

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# 01

## EXISTING CONDITIONS

“Everyone seems concerned about traffic going into and out of SL Valley. What is lacking is connections within Tooele Valley...There needs to be better connections and more options of traveling between communities.”

- COUNTY PARTICIPANT

## Executive Summary

The purpose of the Tooele County General Plan Update is to establish a resident driven vision for the County and its future growth habits. This vision is set forth in seven elements which are used as guiding principles and implementation practices for the land use, transportation, housing, open space and recreation, public facilities, conservation and preservation, and economic development practices in Tooele County. The intent of the seven designated elements is to encourage preservation of historic culture, open space, and natural resources while creating a plan that will make the County an attractive place to live and serve as the pattern to guide inevitable future development.

Tooele County incorporates approximately 7,287 square miles of Utah with the majority of development pressure occurring in the Tooele Valley and Stockton areas. The emphasis of this General Plan Update was to focus on these areas further preserving the remainder of the County's historic and cultural nature.

This General Plan Update reviews existing conditions and studies and analyzes that information with collected data from public engagement and other sources to establish community-centric sustainable growth practices. Best practices and emerging trends are also outlined in the elements. Land use and transportation patterns were created by focusing on the public feedback received, sustainable best practices, and UDOT and UTA plans.

## Existing Plans & Codes

Several County studies have been completed that impact the General Plan Update. The project team reviewed a variety of these studies and other data to further understand the vision, needs, and desires of County residents. Those existing studies and plans for the focus areas were reviewed and synthesized as follows:

### Tooele County General Plan (2016)

The previous Tooele County General Plan update was completed in 2016. The plan focuses on the land use and housing elements of Tooele Valley and offers three guiding principles to help direct residential growth in Tooele County:

- Preserve and enhance Tooele Valley's neighborhoods, creating more distinct places in the process

- Provide a range of housing types for all demographics and ages, including entry level, family, and senior housing
- Locate density near cities, communities, services, or gathering places, including schools and city centers.



In addition several general recommendations are provided including:

- Tooele needs to plan for roads, traffic and alternative modes of transportation
- More access points are needed for people to enter and leave the Valley
- Planning for trails - both paved and off-road recreation facilities for pedestrians, bicycles, ATVs and horses - is extremely important to ensure neighborhoods and places are well-connected.
- An "alternate route" to Highway 36 is needed.
- East-west running roads are a problem to be dealt with
- Bus Rapid Transit (BRT) with express stops would be great in Tooele
- The nice small town community feeling is highly valued and should be preserved.
- Key and iconic open spaces and natural features, such as the Stockton Sandbar, must be preserved from mining and other development.
- The Stockton Sandbar area from U-36 on the northeast to South Mountain on the southwest needs to be placed in a preserve and maintained to prevent any mining or other development forever.
- There is not enough water to support both residential development and agriculture. Tooele Valley is not part of the Central Utah Project (CUP), which would provide better access to water. There is little opportunity to secure water from outside of the Valley.
- Growth and development should be based on available water and protecting the aquifer.
- Improved water practices should be explored to ensure water is used more efficiently and effectively.
- Cluster development is an important development tool that should be used throughout the area.

## Tooele County Transportation Plan (2015)



The 2015 Tooele County Transportation Plan is a 25 year look at the vision, policies, and infrastructure within Tooele County and between its neighboring Counties. The plan focuses primarily on Tooele Valley and establishes ten principles to guide transportation network planning and design. Those principles are:

1. Implement the Midvalley Highway
2. Re-envision State Route 36 as a companion to the Midvalley Highway that complements the vision for Tooele Valley Communities
3. Create a safe and comprehensive trails network that connects regional and local destinations, serves non-motorized and motorized users, and improves transportation and recreation
4. Grow and build upon the existing system of transit routes and seek opportunities for new high-speed, high capacity, long-distance services
5. Make strategic grid connections that unify poorly connected areas into coordinated places
6. Create sustainable and multi-modal ways to move Tooele Valley commuters to and from the Salt Lake Valley and other job areas in a manner that is efficient, reliable, and convenient
7. Plan a freight network that enables economic development while complementing the vision for Tooele Valley communities and other transportation modes
8. Support multi-modal transportation in communities, especially in existing and emerging activity centers
9. Preserve opportunities for expansion of all transportation modes within the transportation network
10. Use the transportation network to preserve rural character, open space, views, and other aspects of Tooele Valley valued by its citizens

## Tooele County Active Transportation Implementation Plan (2018)

The Active Transportation Plan, completed in 2018, also focused on the Tooele Valley area and was based on the vision set forth in the 2016 General Plan and the 2015 Transportation Plan. It established six primary goals with four secondary goals that were meant to encourage public health, safe school access, transit access, recreation, sense of place and environment, and economic benefit. The ten goals are as follows:

### Primary

1. Integrate active transportation into new and improved major transportation facilities
2. Build active transportation trunk routes through the valley
3. Connect Tooele Valley active travelers to key destinations
4. Ensure that new developments have connected active transportation infrastructure
5. Enable pedestrians and cyclists to thrive while remaining safe
6. Increase community visibility, awareness, and support of active transportation.

### Secondary

1. Build walkable activity centers
2. Provide good active transportation access to transit
3. Create a trail network around the valley
4. Create regional active transportation connectivity





## Tooele County Human Services Coordinated Plan (2016)

This study was completed in 2016 by the Tooele County Mobility Council to identify gaps in transportation and provide solutions and funding sources to help fill existing gaps. In addition, the plan listed existing County Services to better understand and promote current ways these mobility gaps are being filled. Those services include:

- **Dial-A-Ride** is a transportation service for seniors (60 and older) who need help getting to the bank, shopping centers, hair appointments, the post office etc.
- **Salt Lake Shuttle** is a shuttle service between Tooele County and Salt Lake City that runs weekdays from 7:00 – 4:00. This service is for seniors 65 and older, veterans, and persons with disabilities going to medical appointments, education, and job search opportunities and is run off volunteer drivers.
- **In County Shuttle** is a shuttle service within Tooele County that runs weekdays from 7:00 – 4:00. This service is also for seniors 65 and older, veterans, and persons with disabilities going to medical appointments, education, and job search opportunities.
- **The On-Demand Shuttle** is a fare shuttle service for all adults that runs between Granstsville, Stansbury Park, and Tooele with designated stops. The shuttle runs weekdays from 7:00 – 7:00 and allows deviations from existing stops up to 3/4 of a mile for an additional fee.
- **Tooele Cab Company** is a for-profit service that runs every day from 7:00 am – 2:00 am. This service provides rides within Tooele City, and to Salt Lake City Downtown and the Salt Lake City Airport. This service is for all persons without the need of wheelchair access.
- **Valley Behavioral Health** is a medicaid client only transportation mode that offers door to door service between the individuals home and the medical facility.
- **Wasatch Transportation** is a private for-profit service providing special needs transportation for private and public schools of students outside of the traditional bus routes. This service runs twice a day coordinating with school start and end times. Additional service is offered to deaf and blind students in Tooele Valley accessing education services in Salt Lake County.
- **My Chauffeur** is a for-profit fare service that runs 24/7 and includes transportation to the Salt Lake Airport, surrounding locations, Wendover, food delivery, grocery pick-up, and errands. This service is for all individuals.
- **Utah Transit Authority** is the major public transportation provider for the Wasatch Front Region, and includes services to Box Elder, Davis, Salt Lake, Tooele, Utah, Weber, and Summit Counties. This service seeks to provide increased mobility, travel choices, and regional connectivity for all persons of various ability. Current services within Tooele Valley include the following programs:



Image Credit: Tim Gillie | Tooele Transcript Bulletin



Image Credit: Steve Howe | Tooele Transcript Bulletin

- Peak-hour commuter/fixed route service
- Flex routes
- On-demand service
- Vanpool

This study also identifies potential funding options to further bridge the mobility gap within Tooele County. Among those funding sources are:

- **Federal Transit Administration (FTA)** offering the Enhanced Mobility of Seniors & Individuals with Disabilities – Section 5310, and Section 3006(b)
- **State of Utah Funds** are also available through the following capital projects:
  - Rolling stock and related activities for section 5310-funded vehicles
  - Passenger facilities related to Section 5310-funded vehicles
  - Support facilities and equipment for Section 5310-funded vehicles
  - Lease of equipment when lease is more cost effective than purchase.
  - Acquisition of transportation services under a contract, lease, or other arrangement
  - Support for mobility management and coordination programs among public transportation providers and other human service agencies providing transportation.
  - Capital activities to support ADA-complementary paratransit services
- **General Funding** – Up to 45 percent of a rural, small urbanized area, or large urbanized area's annual apportionment may be utilized for public transportation projects that: are planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities; improve access to fixed-route service and decrease reliance by individuals with disabilities on ADA-complementary paratransit services; or alternatives to public transportation that assist seniors and individuals with disabilities with transportation.
- **(FTA) Formula Grants for Rural Areas** – Section 5311. Provides capital, planning, and operating assistance to states to support public transportation in transit dependent rural areas with populations of less than 50,000.
- **(FTA) Buses and Bus Grants Program** – Section 5339. Established funds to states to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities including technological changes or innovations to modify low or no emission vehicles or facilities.
- **Federal Highway Administration (FHWA) Funds** are administered through the Congestion Mitigation and Air Quality (CMAQ) program. The CMAQ program supports surface transportation projects and other related efforts that reduce congestion and that contribute to air quality improvements.
- **US Department of Housing and Urban Development (HUD) Grants** are available to fund community development activities.
- **Community Development Block Grants (CDBG)** assists projects that benefit low- and middle-income persons, projects that prevent or eliminate slums or blight, and activities that address an urgent threat to health and safety.

# 02

## GENERAL PLAN ELEMENTS

“I would like to see retail, more restaurants,  
and other commercial development  
options...close to the airport...[and] at the  
I-80 interchange”

- MULTIPLE COUNTY PARTICIPANTS



## Introduction

The Tooele County General Plan update is made up of seven elements which prescribe how development should occur throughout the County. These elements are meant to safeguard the resident's vision and encourage development in a manner that is consistent with surrounding context. The seven elements serve the various aspects of development in Tooele County and include: land use, transportation, housing, open space and recreation, public facilities, conservation and preservation, and economic development.

These elements have been divided into five subsections allowing the County Staff, elected officials, residents, and other stakeholders to more easily navigate and understand each element section. These subsections include the following:

### Introduction & Background

The introduction and background subsection will set forth the basic understanding of what the element will cover with a brief outline of the existing conditions in the County.

### Best Practices

This subsection will outline industry standards, and emerging trends that are effective in establishing sustainable and vibrant communities.

### Principles

The principles subsection will look at specific issues shared during the public engagement process, and offer context of the stated issues.

### Element

The element subsection will establish practices specific to the County that will help protect the Tooele County Resident's Vision for the future.

### Implementation

This subsection will layout the steps to implement the Tooele County specific practices outlined in the elements subsection.

## General Plan History

The General Plan completed in 1995 developed a number of planning districts designed to distinguish development patterns based on the context of that district. In 2016 the General Plan was updated to focus primarily on the Tooele Valley as the Tooele Valley held the majority of development pressure. Many of the districts identified in 1995, have since taken on their own planning efforts. The remaining eight planning districts are:

- Rush Valley
- Skull Valley
- West Desert
- I-80 Corridor
- Ibapah Gold Hill
- Wendover Airport Industrial Park
- Timpie Valley Industrial Area
- Midvalley Recreation and Technology Park

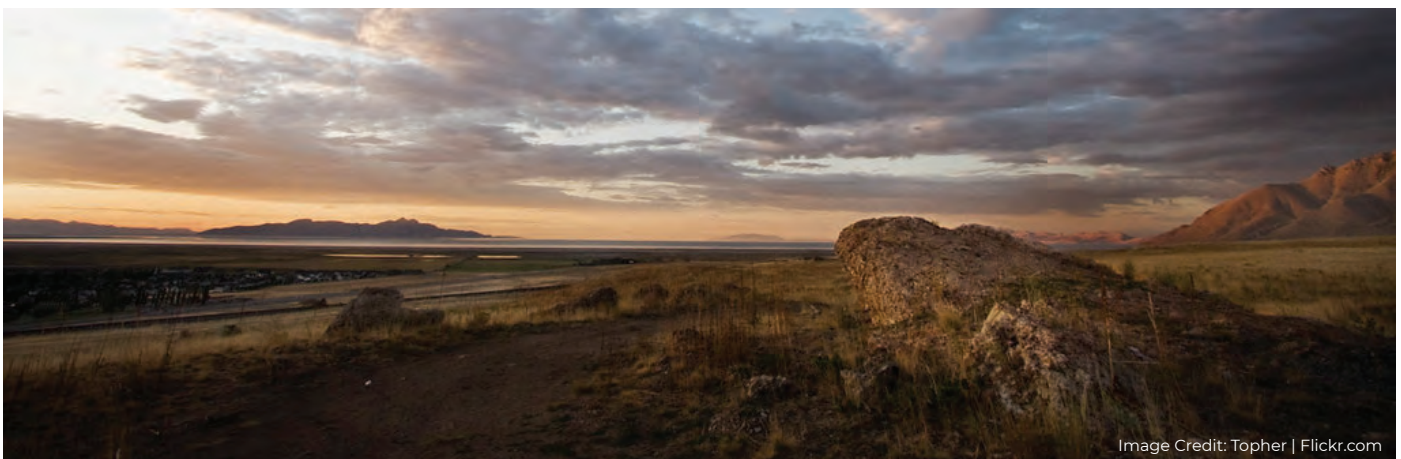


Image Credit: Topher | Flickr.com

This General Plan update will focus on unincorporated Tooele Valley and the greater Stockton and Rush Valley areas as development pressure continues to grow in these parts of the County. In addition to these focus areas, this General Plan will also establish new planning districts in an effort to help distinguish development patterns based on community context, and local residential preferences. The County land use ordinance, zoning, and transportation structure will serve as an umbrella for regulation and development throughout the County, with the Community Service Districts (CSD) allowing greater flexibility for land use designations, zoning classifications, buffer areas between uses and densities, and specific development standards.

This approach allows the County to establish specific CSDs which can serve as overlay areas offering residents within the CSD, greater input on how their communities are developed. The CSD standards will fit within the existing land use ordinance under either a modified chapter of the various existing and proposed overlay zones or in their own subsequent chapters.

## Update Tooele County Districts

Throughout the process of this general plan update, it became evident that no two communities within Tooele County are alike. Residents of the different areas had differing opinions on how development should occur and further distinction into the sub areas was necessary to achieve agreement on the path forward for the County.

For that purpose the following Community Service Districts (CSD) are proposed throughout the County:

### Tooele Valley

- Burmester Interchange
- Lake Point
- Pine Canyon
- Stansbury Park
- Tooele Army Depot North Industrial Area
- West Tooele Valley

### Rush Valley

- Greater Rush Valley\*\*
- Greater Stockton
- Greater Vernon
- Tooele Army Depot South Industrial Area

### General Tooele County

- I-80 Corridor\*\*
- Ibapah Gold Hill\*
- Oquirrh Mountain Preservation Area
- Skull Valley\*
- Timpie Valley Industrial Area\*
- West Desert\*
- Wendover Airport & Greater Wendover Area\*\*

\* Existing Districts (future studies should review these districts and further delineate districts as needed)

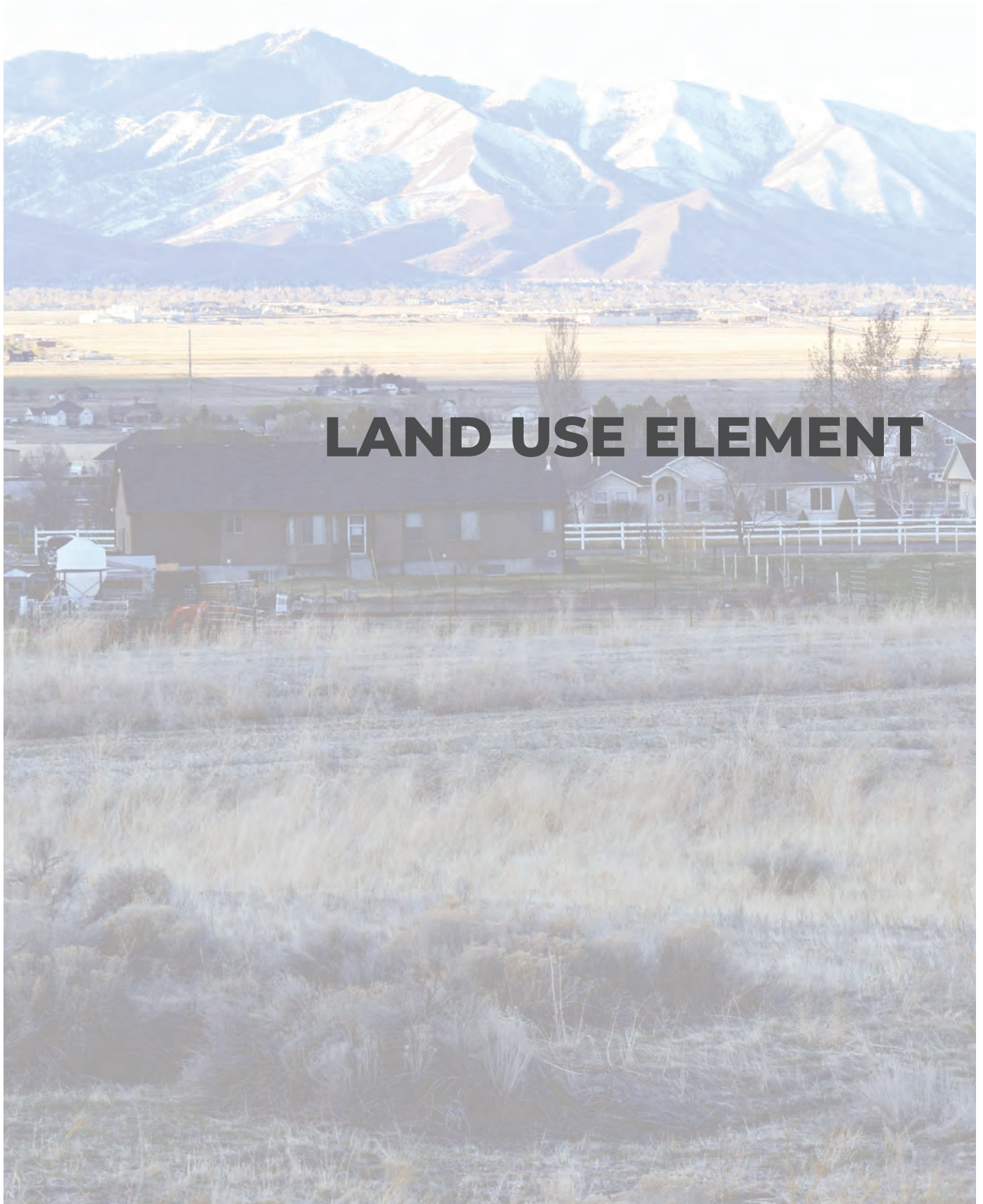
\*\* Modifications to Existing District Boundary

**Note:** These services districts are meant to be established before significant development pressure occurs creating development standards for the community which it serves.



Image Credit: Elevation.Maplogs.com





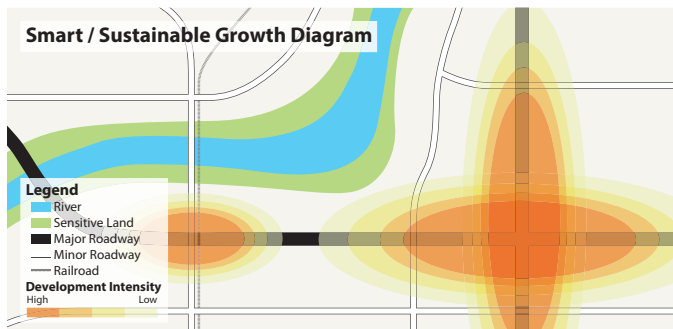
## Introduction & Background

The most fundamental decisions in planning begin with land use, or in other words, what to put where. Land use planning envisions the future of an area and interacts with all other elements in this chapter. The purpose of a land use plan is to reflect a community's vision and promote thoughtful, equitable, and accessible distribution of different land uses, including residential, commercial, industrial/manufacturing, agricultural, and open space. The land use element is a tool that can address issues and concerns specific to its location and resolve those while preventing future issues.

Over the past ten years, the population of Tooele County has increased by roughly 18,000 residents [[census.gov](https://census.gov)], and is projected to significantly increase into the future [<https://gardner.utah.edu/wp-content/uploads/Projections-Brief-Final-Updated-Feb2019.pdf?x71849>]. Cost of living is continuing to rise in the County, and feasibly priced options for senior, younger, and lower-income residents are limited, necessitating younger and older generations to search elsewhere for housing. Several factors have controlled development including infrastructure, land and development costs, water and sewer capacity, and referendums. Other identified concerns to the County include:

- Proposed growth conflicting with existing land uses
- Limited east-west connections and north-south outlets leading to increased traffic and safety concerns
- Lack of job center, retail opportunities, and designated areas for economic growth within the County
- Limited publicly accessible outdoor recreation opportunities

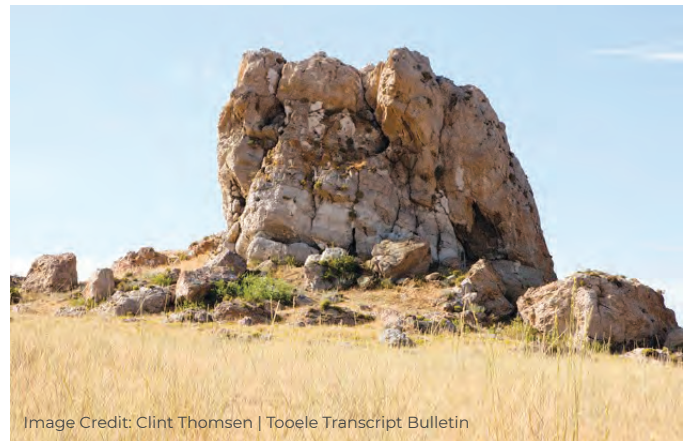
This land use element needs to be flexible and adapt with the County's growing needs. Plans that do not give place for smart and sustainable growth to happen, tend to receive increased amounts of contention, hostility, and non-desirable uncoordinated growth.



## Best Practices

The following are best practices for smart and sustainable development:

- Focus intensities around key intersections, major traffic corridors, and where infrastructure is readily accessible.
- Maximize efficiency of existing and planned infrastructure by placing most intense development at major nodes.
- Preserve and enhance cultural and natural amenities.



- Buffer less-compatible land uses and facilitate compatible land uses.
- Optimize land use designations based on opportunities and constraints.
- Step intensities down progressively away from major development nodes and intersections.
- Provide safe and efficient multi-modal access to businesses and residents and consider proximity to other land uses, neighboring jurisdictions, and transportation networks.
- Ensure land uses and intensities are context-appropriate.
- Provide active and passive recreation opportunities within close proximity to residents.
- Balance land uses based on current and projected demographic information and market trends.



## Principles

The following principles help illustrate what would be required from various land use scenarios in order to achieve desired outcomes that were expressed during the public engagement process of this study:

### Desired outcome: Stop the growth of the County

Most of the population growth in 2021 in Tooele County was due to in-migration [<https://gardner.utah.edu/wp-content/uploads/UPC-2021-Estimates-Newsmaker-Slides.pdf?x71849>], however, historically population growth has primarily been due to natural increase. A productive mindset for the community is not to debate whether growth should occur (which is not in anyone's control), but rather where growth should occur, which can be regulated and planned for in the land use plan. Deciding where development makes the most sense, where specific uses should be located, and where areas should be preserved is within the control of the community and should be reflected in the land use plan.

### Desired outcome: Large commercial use/grocery store in the valley/higher paying jobs

Retailers and employers require communities to reach certain demographic thresholds in order to open a new location. Municipal incentives can entice these users to develop in one location over another, but that user must already have the location in their growth plan. Municipalities or Counties can not make up for commercial and employment users required demographic metrics for locating their businesses.

Examples:

- Costco requires within a 5-mile trade area radius, 200,000 people and a median income of \$75,000. Their target demographic also includes college educated, 2-person+ households.
- Whole Foods requires an even higher population (250,000 within a 3-mile trade area radius with a median income of \$75,000).
- A typical medium-sized grocery store requires about 7,000 - 10,000 residents within a 1-mile radius, and 40,000 - 50,000 residents within a 3-mile radius.

Tooele Valley Populations: 2021 [[worldpopulationreview.com](http://worldpopulationreview.com)]

- Tooele City – 37,465
- Grantsville City – 12,994
- Stansbury Park – 9,325
- Erda – 2,635
- Tooele County – 76,799 (including incorporated cities)



### Desired outcome: Increased Tourism

To increase tourism an area needs to do/have a few things:

- Develop and prioritize a list of Tourist locations and attractions within the County
- Establish a unique identity for each – this must be a unified community driven effort which supports what is unique about your location or attraction.
- Enable surrounding uses to support or be in harmony with that location or attraction.
- Create an inviting and inclusive atmosphere for tourists. This includes lodging, retail, and entertainment accommodations; general services, access for all abilities, care and maintenance for the area, and how residents and other tourists react to tourists. When tourists sense the resident's love and care for a place, they take on that same sentiment.
- Promote the location or attraction in a manner that is consistent with its unique identity.
- Implement regulations that protect the identity and sense of place of that location or attraction and adjacent land.

### Desired outcome: Large lots & development costs

Residents often want only large lot development throughout the county, but unfortunately this displaces younger generations from being able to raise families where they grew up, and older generations to continue to live in their communities. Many younger generations can only afford to live in small lot, townhome, condo, or apartments homes when they first start out. A lack of variety of housing types puts more demand on a limited supply, which drives prices up and makes communities unaffordable. In addition, older generations need for larger lots diminish as their ability to maintain and get around their property decreases. Only allowing large lots will likely cause you and your children to have to leave your community. Planning for you and your families future in the County, ensures your ability to be a lifetime resident.

As for cost of development within large lot communities, the burden of open space amenities and infrastructure gets pushed to the few, making the large lots even more expensive, and commercial development impossible. The reason for this is, large lot communities increase the distances between properties, adding significant, often unsustainable costs to infrastructure (utilities and road development and maintenance; public services providers like fire and police; water use needs access; etc.). For government agencies to be able to service a community, a mix of unit types is required, with the more intense development often subsidizing less intense development.

To further explain this subsidy we will use general terms to compare typical one-acre lot development with quarter-acre lot development:

LOT COMPARISON		
TYPICAL LOT INFO	1-ACRE LOT	.25-ACRE LOT
Lot Size	43,560 SF	10,800 SF
Lot Width	200'	100'
Home Size	5,000	3,500
Irrigated Landscaping	18,000	7,000
Water Use (600 gal / 1,000 sf irrigated landscape / week)	10,800 gal / week	4,200 gal / week
Road/Utility Length Need	200'	100'
Market Rate (MR)	Land value (LV) + improved value (IV)	
Taxable Value Calculation (TVC)	MR x 55% (Home taxable value receives a 45% reduction from MR)	
Market Rate (2017)	\$400,000	\$370,000
Taxable Value (See TVC)	\$220,000	\$203,500
Approx. Property Tax (.0138 tax rate)	\$3,036	\$2,808

A one-acre lot pays approximately \$228 (3.9%) more in property taxes than a quarter-acre lot despite needing twice the amount of roads and utilities, public services, etc. and 6,600 more gallons per week in water use. The more compact the development the lower your property taxes will be to support the maintenance and development of infrastructure. In addition, more intense development requires significantly less water use than less intense development. Comparing multifamily townhome dwellings with one-acre lots, the property taxes for townhomes are from \$500 - \$800 (10-15%) less, the infrastructure needs are approximately 90% less, and the water usage is 10,000+ gallons less per week.

The “Desired outcome: Large lots & development costs” section is not meant to advocate for all new development to be small lot or multifamily, only illustrate the cost of large lot development and its need for subsidy by mixed development types.

### Desired outcome: Quality community design & walkability

Quality community design can be costly if the development standards do not focus on the fundamental principles of what makes a quality community. To achieve quality community design, development standards must be established to protect the community’s character, welcome contextual variation, and promote the health and safety of its residents. This can be accomplished by integrating open space and trails with a mix of housing types, introducing traffic calming measures and multi-modal street networks in various forms, allowing the surrounding atmosphere and function of the place to lead the design, and incorporating innovative solutions to resolve issues rather than only typical solutions.

A tool often utilized in municipalities to help create quality context-specific community developments is a Community Service/Standards District (CSD). CSDs allow communities to guide how development in a specific area occurs, and what it will ultimately look and feel like. A CSD is typically an overlay zone established within a code that provides more specific development standards than the general code of which it is part.

One universal principle of quality community design is walkability. To put it simply, walkability means it is suitable and safe for walking, or close enough to be reached by walking. The average person will walk up to 5 minutes (1/4 mile) before choosing to drive. For a community to be “walkable” it needs to be safe and more compact.



Image Credit: Lycoming Housing



## Element

The initial public engagement (which included open houses in Stockton and Stansbury Park, stakeholder interviews, and public outreach through the interactive website) was utilized as a basis for which three land use scenarios were established for the Tooele Valley and the area formally known as the Rush Valley Planning District. These scenarios incorporated the public's vision for their communities, and were revised based on site visits, existing zoning regulation, and the best practices for planning.

Throughout the process of this general plan update, it became evident that each community had differing opinions on how development should occur. Thus, a blanket approach to establishing updated zoning distinctions would not properly be able to meet the County's vision. Utilizing specific zoning distinctions would prove detrimental to the existing character of each community, and would not allow elected officials the flexibility within the general plan land use element to use judgment on what best serves the needs of the location's context in the time period to which it is needed.

For that purpose this general plan will further develop the concept of planning districts or Community Service Districts (CSD) and adjust or establish several of these districts. Those districts and their general boundaries of operation can be seen in the diagrams on the following page.

Although, the standards for these CSDs should be established before significant development pressure occurs, this does not mean the standards for each CSD needs to be created immediately. These standards should be drafted at the mutual discretion and desired timing of the community which it serves, elected officials, and County staff based on development pressure, community needs, and funding availability. Residents from other adjacent CSDs should not dictate how a CSD should be developed, thus ensuring that community members and stakeholders within their own CSD retain their unique culture, context, and history. These CSDs should be established to govern form and design and not specify any regulation concerning density or accessory dwelling units.

In addition, it must be understood that the Utah State Legislature House Bill 98 (2021) (Local Government Building Regulation Amendments) **"prohibits a municipality or county from regulating certain building design elements" unless "agreed to under a development agreement."** This includes, but is not limited to: exterior color; type or style of exterior cladding material; style, dimensions, or materials of a roof structure, roof pitch, or porch; exterior nonstructural architectural ornamentation; and minimum square footage over 1,000 square feet. A provision would need to be added to all CSD overlay zones that would require new development to be placed under a development agreement, thus allowing these standards to become enforceable by Utah State Law.



Image Credit: Spenser Heaps | Deseret News



## Community Service District (CSD) Proposed Boundaries

Below are the proposed boundaries for the new and adjusted CSDs. Each created or modified CSD allows its community members greater involvement in how their communities are developed. Numbers on the map correspond to the various CSD boundaries listed below.

### Tooele Valley

- Burmester Interchange (1)
- Lake Point (2)
- Pine Canyon (3)
- Stansbury Park (4)
- Tooele Army Depot North Industrial Area (5)
- West Tooele Valley (6)

### Rush Valley

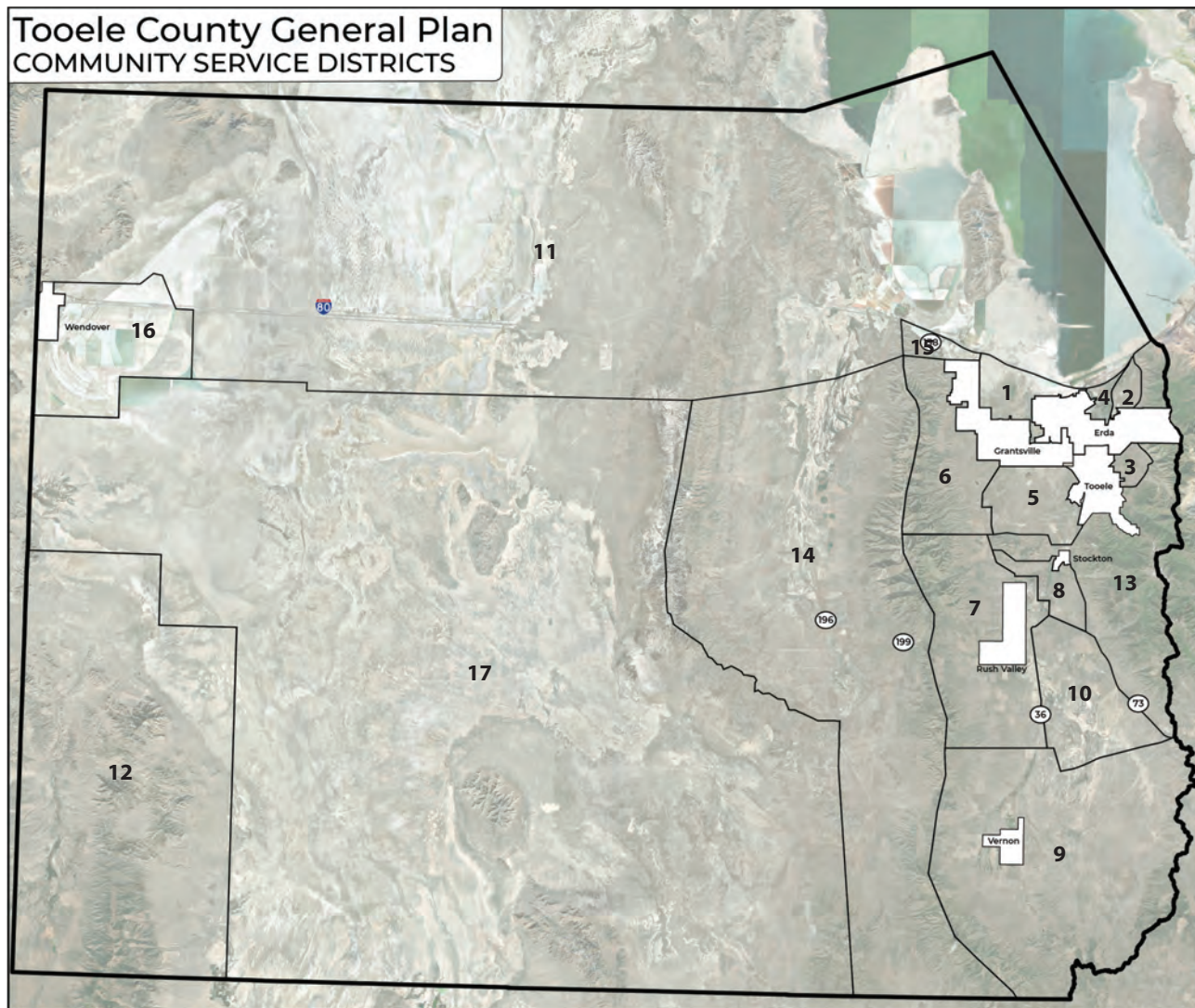
- Greater Rush Valley\*\* (7)
- Greater Stockton (8)
- Greater Vernon (9)
- Tooele Army Depot South Industrial Area (10)

### General Tooele County

- I-80 Corridor\*\* (11)
- Ibapah Gold Hill\* (12)
- Oquirrh Mountain Preservation Area (13)
- Skull Valley\* (14)
- Timpie Valley Industrial Area\* (15)
- Wendover Industrial Area\*\* (16)
- West Desert\* (17)

\* Existing Districts

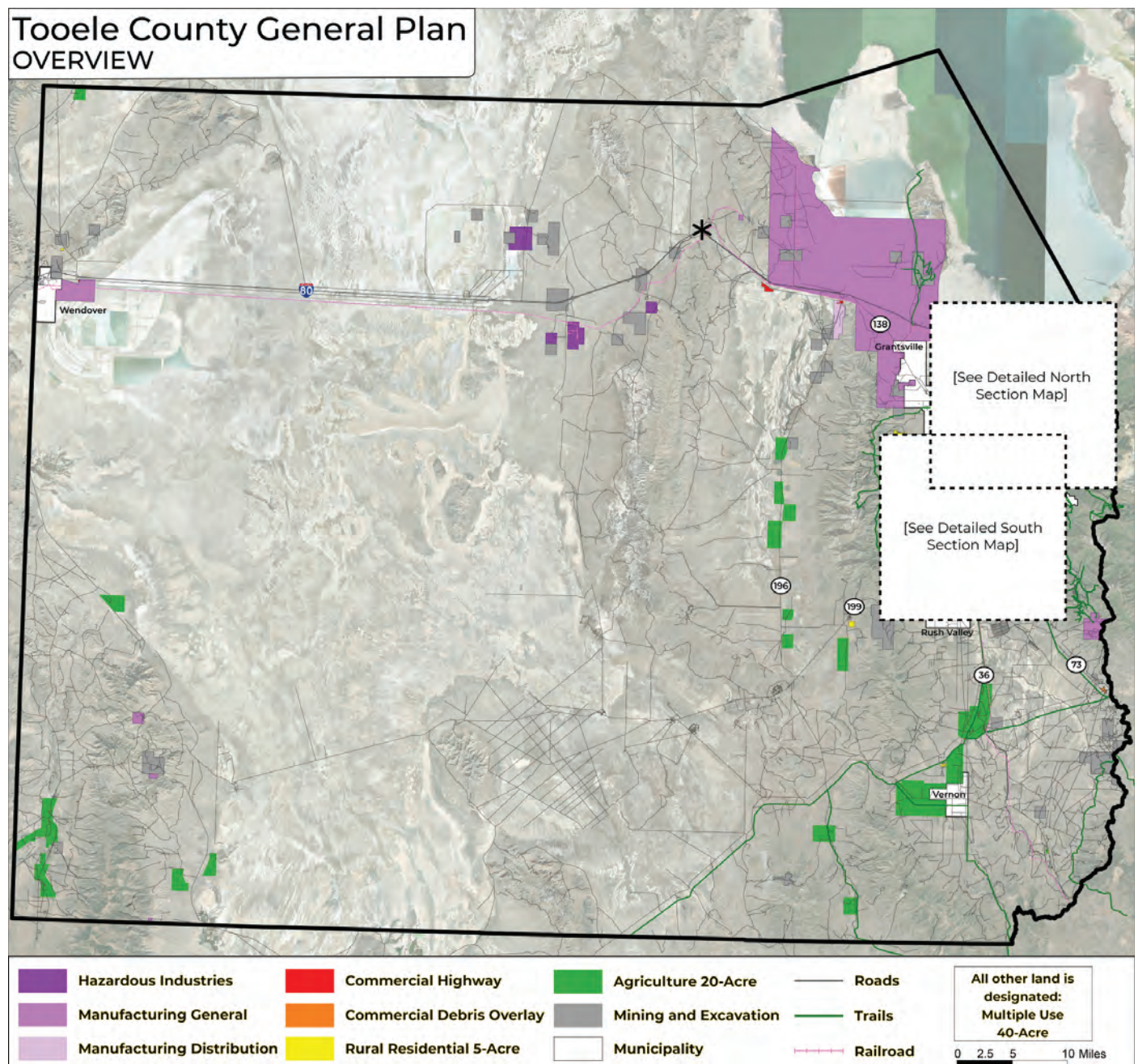
\*\* Modifications to Existing District Boundary





## Tooele County Zoning Distinctions Overview

The existing land use designations outside of the detailed North Section Map, and Detailed South Section Map have not been modified and will remain as is on the current zoning map. The inclusion of this map is for informational purposes only, and can be viewed in greater detail at [tooelecountygis.maps.arcgis.com](http://tooelecountygis.maps.arcgis.com)



## Tooele County Land Use Preliminary Concepts Overview

The following preliminary concepts were developed based on feedback received from the initial public engagement portion of this General Plan update, and sustainable and smart land use, preservation, transportation, and economic planning practices. Scenarios were established for the Tooele Valley and the northern part of the area formally known as the Rush Valley Planning District.

During this phase of the General Plan Update, the newly-incorporated Erda City was still part of the County and therefore these preliminary land use maps, and other elements included Erda. This map shows the Erda boundary with the encompassing land use designations and many of the other elements may still include information about Erda, as statistical and economic data still impact results of unincorporated county areas. These are only preliminary concepts and don't reflect the final design for the County. For more information please contact Erda City.

The land use distinctions on these concepts do not correspond directly with zoning designations in the Tooele County Land Use Ordinance, but are established to allow flexibility within the various areas. This creates the ability for development to better blend into the existing community fabric, buffer less-compatible land uses, facilitate compatible land uses, and step intensities down or up based on proximity to major development nodes and intersections.

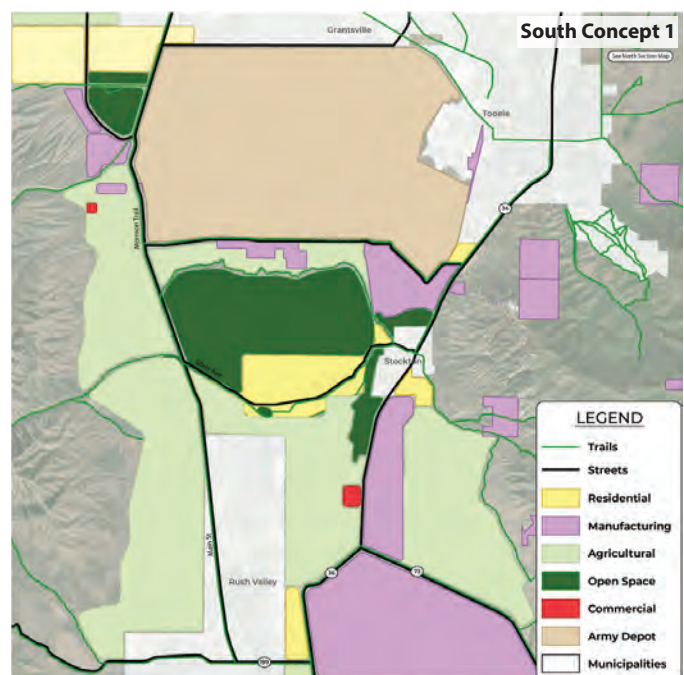
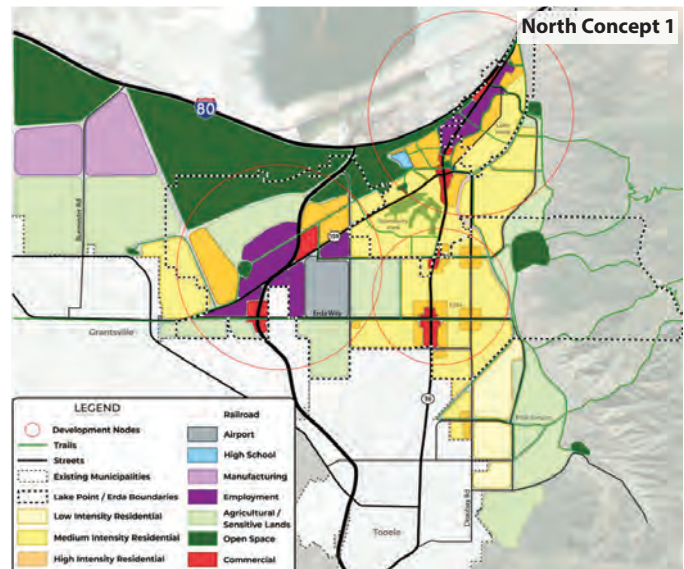
There are no set densities for the low, medium, and high intensity residential areas as density should be established based on the surrounding context at the time of submittal, the County's Vision, and best practices set forth in this Land Use Element. The low, medium, and high intensity distinctions are delineated to help guide development to better utilize existing infrastructure and adapt to medium- and long-term growth pressure. The development horizon on the preferred land use map is based on a 30 year development horizon. High intensity areas should be where concentrated growth occurs to further maximize existing infrastructure, limit loss of rural atmosphere, and establish triggering mechanisms to encourage commercial and employment center development in the Tooele Valley. Clustering development around high intensity nodes would better attract a range of employers to the County.

## Tooele County Land Use Concepts

The major distinction in these concepts are the placement of major development nodes, agricultural and sensitive land preservation, land use intensities, trails and recreational

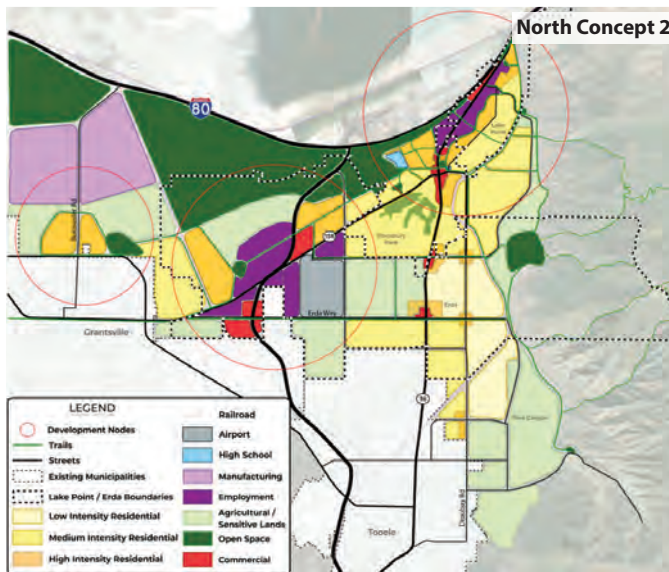
open space size and placement, commercial development, and manufacturing and industrial uses. Road networks and employment areas remain the same in each concept. Many of the uses in the south concepts are existing zoning designations which are not being altered by this general plan update.

### Concept 1 - North & South Areas

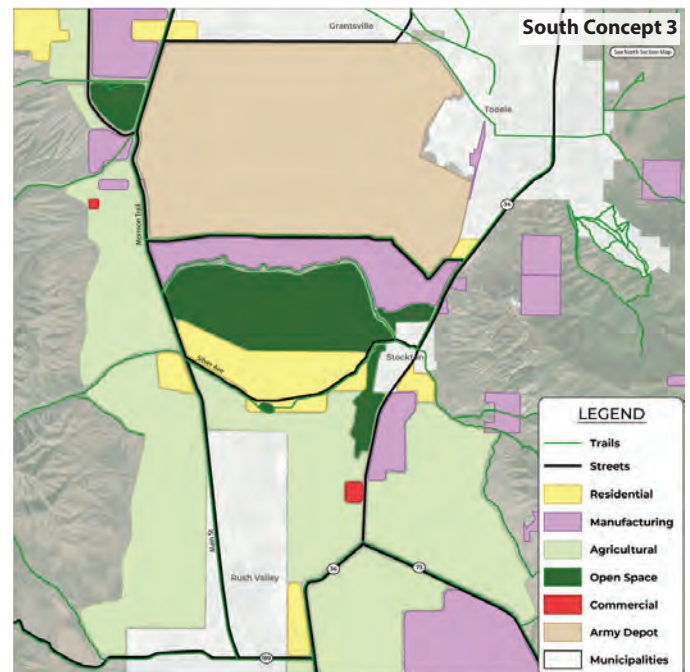
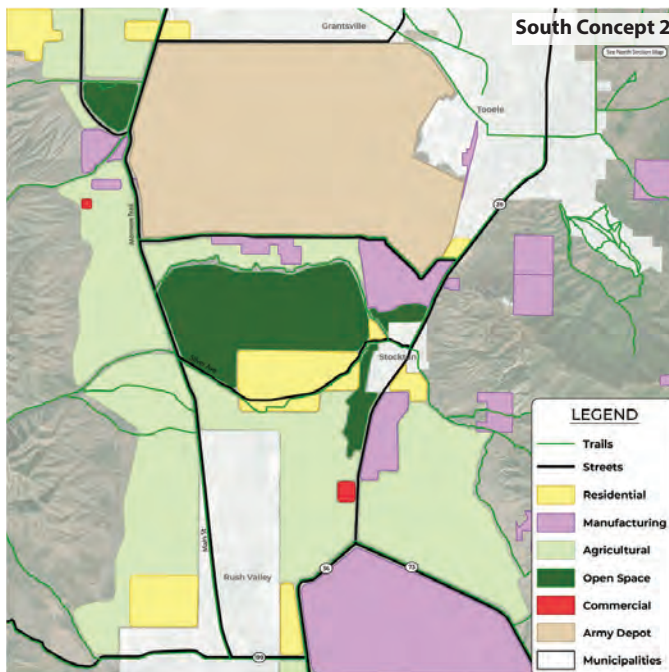
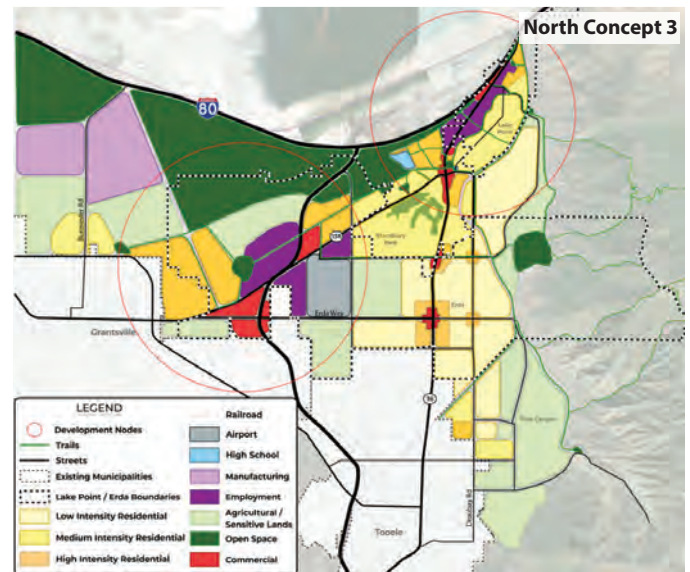




## Concept 2 - North & South Areas

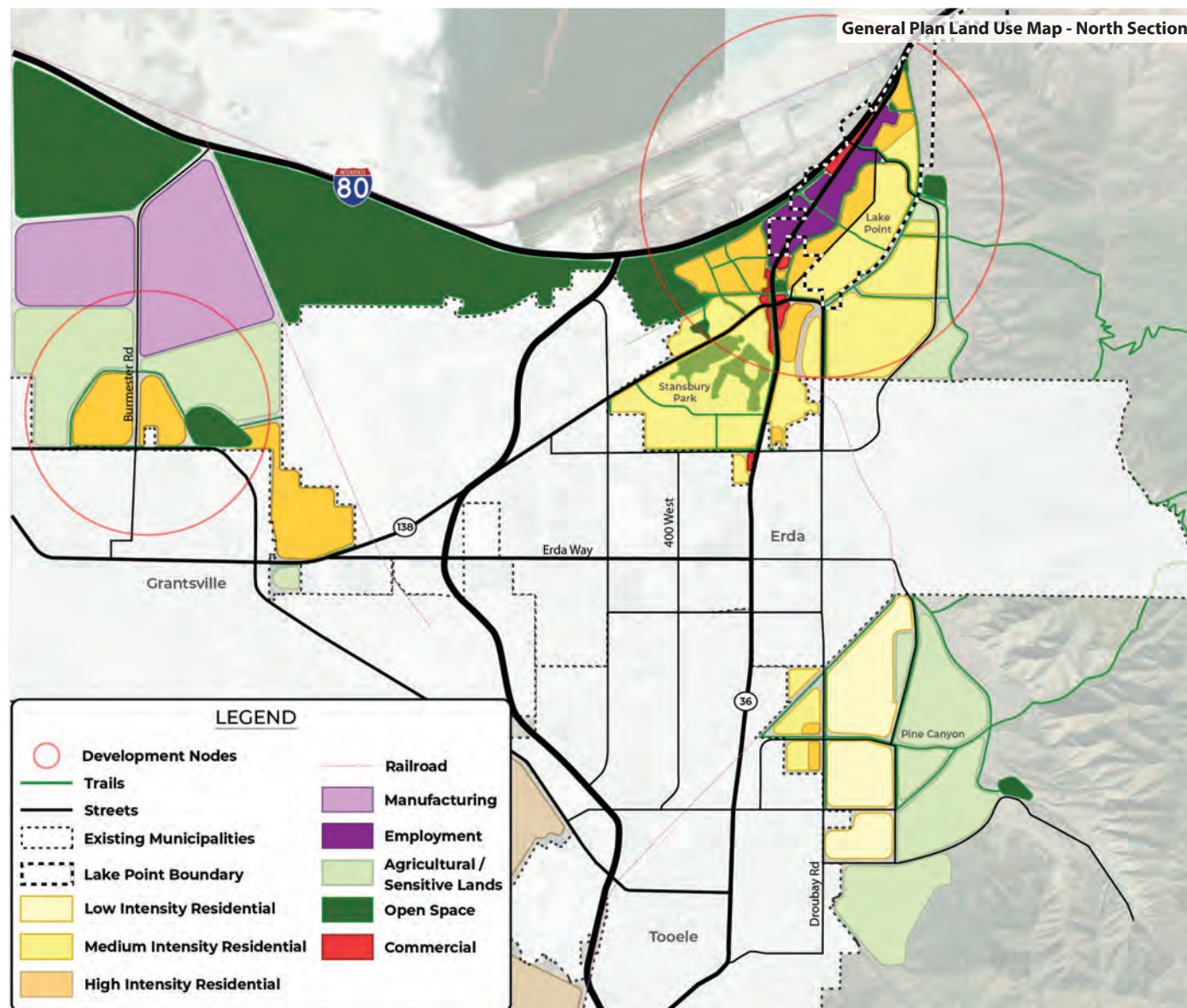


## Concept 3 - North & South Areas

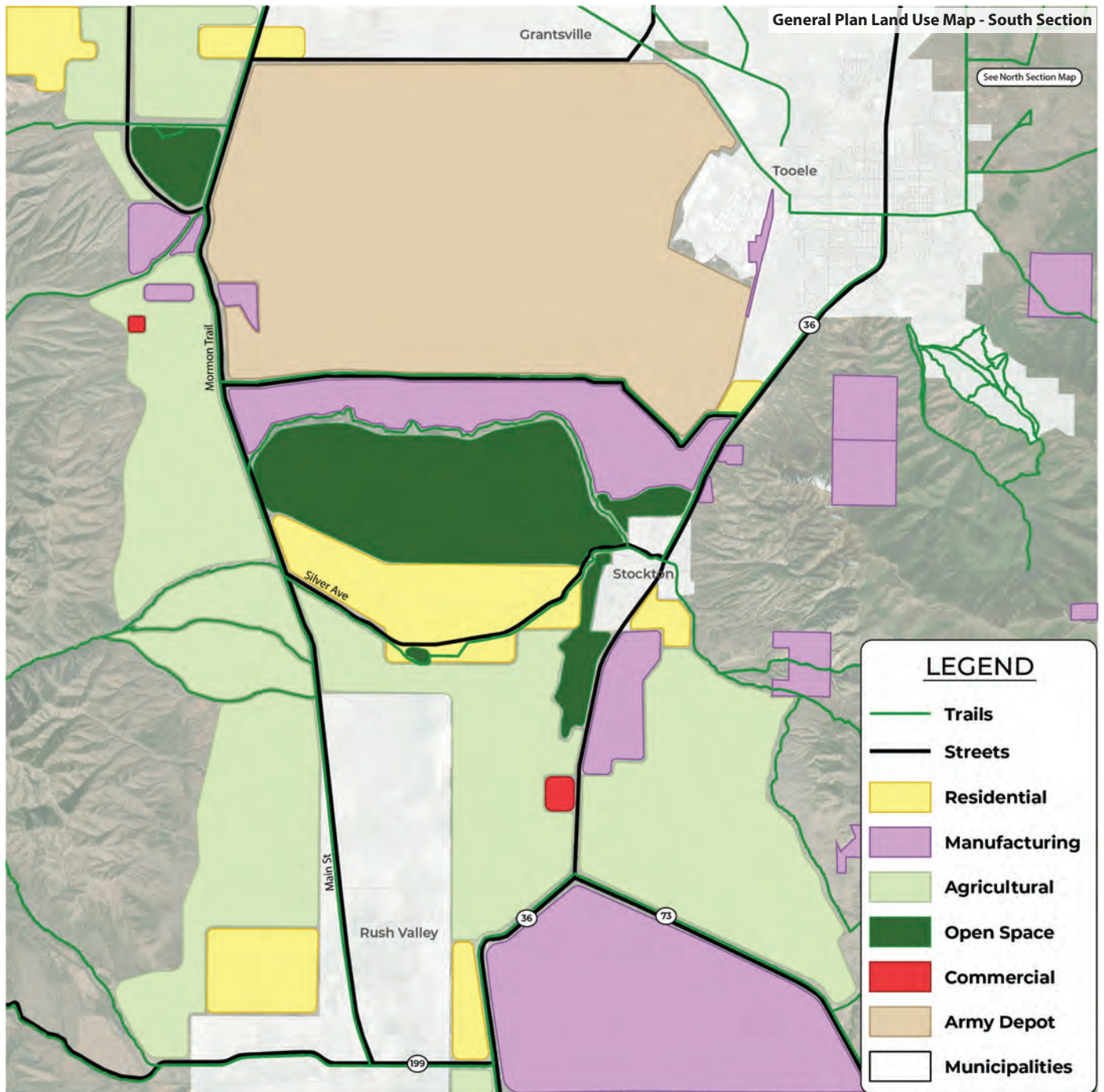


## Preferred Scenario - North & South Areas

Following the completion of Concept 1, 2, and 3 the plans were again analyzed and revised using the public engagement feedback received, the general plan vision established, existing plans and studies for the County, and best practices. A public planning commission work session and a public open house were held, as well as feedback solicited via the interactive website. This feedback led to the creation of the preferred scenario for the Tooele County Land Use element and can be viewed below.







## Implementation

The following steps should be taken upon approval of the Tooele County General Plan Update:

### 1. Establish the Community Services Districts (CSD) as Overlay Zones

The following CSDs should be established as overlay zones within the current Tooele County Land Use Ordinance:

- Burmester Interchange
- Greater Rush Valley
- Greater Stockton
- Greater Vernon
- I-80 Corridor
- Ibapah Gold Hill
- Lake Point
- Oquirrh Mountain Preservation Area
- Pine Canyon
- Skull Valley
- Stansbury Park
- Timpie Valley Industrial Area
- Tooele Army Depot North Industrial Area
- Tooele Army Depot South Industrial Area
- Wendover Industrial Area
- West Desert
- West Tooele Valley

These overlays can either be added as new chapters to the land use ordinance or the proposed and existing chapters could be consolidated into one chapter to address all overlay zones.

### 2. Assess the proposed Community Service Districts (CSD) and create standards for CSD areas with immediate need

The assessment should be made based on development pressure, boundary and community needs of each CSD. These CSDs should then be ranked and implemented as funding becomes available starting with the most critical CSDs going to the least critical CSDs. This will facilitate development standards creation before significant development pressure occurs. A provision needs to be added that requires new development to be placed under a development agreement which requires adherence to the CSD standards. Development agreements are common in projects where the question of density allocation is not explicitly addressed by the General Plan.

This General Plan was created to help safeguard the rural nature of the County, while giving the County and its residents greater ability to control the design standards and still abide by Utah State Law.

### 3. Add Zoning Distinctions

The following zoning districts should be added or modified:

- **Airport** – establishing a zone for the protected potential expansion and regulation of the Wendover Airport.
- **Open Space (OS)** – establishing a zone for the protection of existing and proposed parks, special use areas, and local and regional trails; historical sites, landmarks, and geological features; watersheds, wetlands, and other sensitive lands.
- **Employment Use (EU)** – establishing a zone for the protection of proposed employment centers within Tooele County. This zoning district would allow office, flex use, light industrial uses, and mixed-use where the primary use is for employment purposes.
- **Large Wind Energy Systems to Large Energy Systems (LES)** – this would modify the existing land use chapter to incorporate other forms of energy including but not limited to: wind, solar, water, biomass, and geothermal.

### 4. Add land uses and their corresponding zoning distinctions to the land use ordinance

The following land uses are proposed by the General Plan update and should be added to the land use ordinance with the corresponding zoning districts below:

- **Airport** – Airport\*
- **Manufacturing** – M-D, M-G, MG-H, R-T, MG-EX, CDO, WSW, T-I, LES\*
- **Employment** – EU\*, C-N, C-S, C-H, C-G, C-T, TI, T, R-T, M-D, M-G
- **Commercial** – C-N, C-S, C-H, C-G, C-T, TI, RRS
- **Agricultural / Sensitive Lands** – MU-40, MU-80, MU-160, A-5, A-10, A-20, A-40, LES\*, WUI, DWSP0
- **Open Space** – OS\*, RRS, WUI, LES\*
- **High, Medium, Low Intensity Residential** – P-C, RR-10, RR-5, RR-1, R-1-21, R-1-12, R-1-10, R-1-8, R-M-7, R-M-15, R-M-30

\*Represents new zoning district proposed by General Plan





# **TRANSPORTATION ELEMENT**

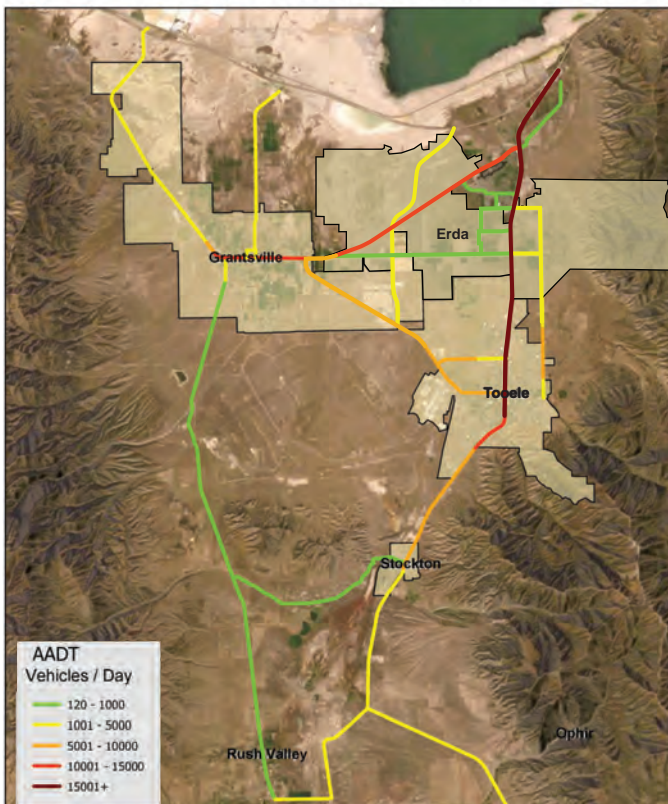
# Introduction, Background & Best Practices

## Street Connectivity

The street network determines how our communities function and interact with one another. Neighborhoods that are well connected feature greater intersection density which in turn links key destinations to residents. Poor connectivity leads to further reliance on the automobile, limits mode choice to access destinations, inhibits emergency response, divides communities, and focuses traffic into specific corridors.

Increasing street connectivity can reduce travel time by better balancing traffic. Improved access increases the likelihood of a trip switching to a non-motorized mode of travel. Street connectivity has been linked to better environmental outcomes and a decrease of health risks.

Tooele County AADT Map



## Connectivity Index & Intersection Density

Two basic elements of connectivity are the connectivity index and intersection density. The connectivity index is the ratio of links to nodes in an area. It measures how efficient the network is by taking the number of links divided by the number of nodes. Intersection density is another measure of how well connected the street network is. A high intersection density is linked with increased non-motorized travel.

The Utah Street Connectivity Guide classifies the Tooele Valley as a rural community. Using the rural community connectivity standards, the Tooele Valley exceeds the standard for the connectivity index and is far below the standard for intersection density. This means that future development should focus on maintaining a high link to node ratio as new intersections are added.



## Active Transportation

Tooele County recognizes the key role active transportation plays as the county continues to experience growth and development. The Tooele County Active Transportation Plan outlines the following goals:

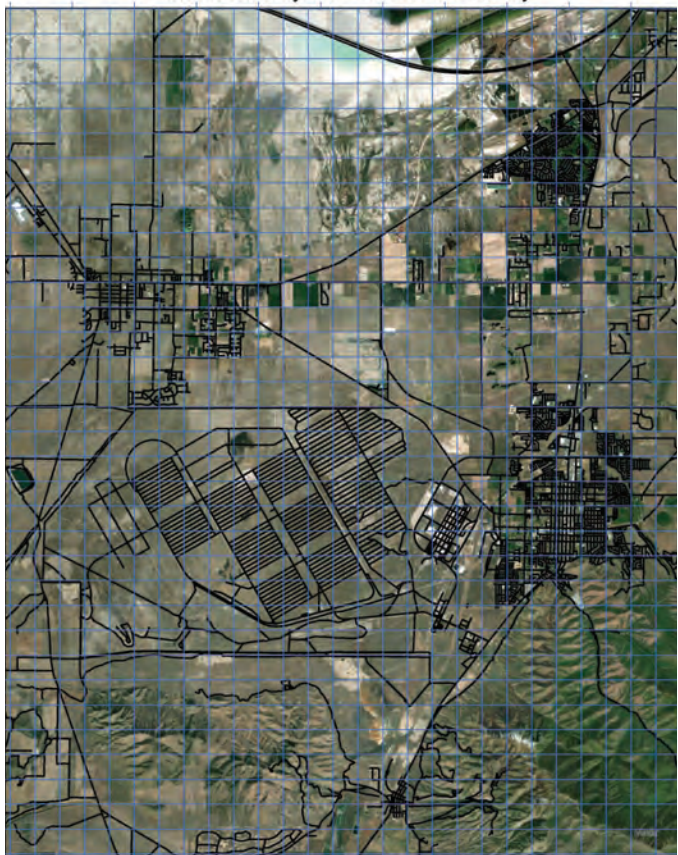
1. Integrate active transportation into new and improved major transportation facilities.
2. Build active transportation trunk routes through the valley.



3. Connect Tooele Valley active travelers to key destinations.
4. Ensure that new developments have connected active transportation infrastructure.
5. Enable pedestrians and cyclists to thrive while remaining safe.
6. Increase community visibility, awareness, and support of active transportation.

The six goals should be a priority in the County's General Plan. As the county continues to grow, regional and local destinations should be connected via active transportation corridors to maintain and improve accessibility. New road projects and developments are ideal opportunities to explore partnerships for incorporating active transportation.

Tooele County Half Mile Grid Overlay



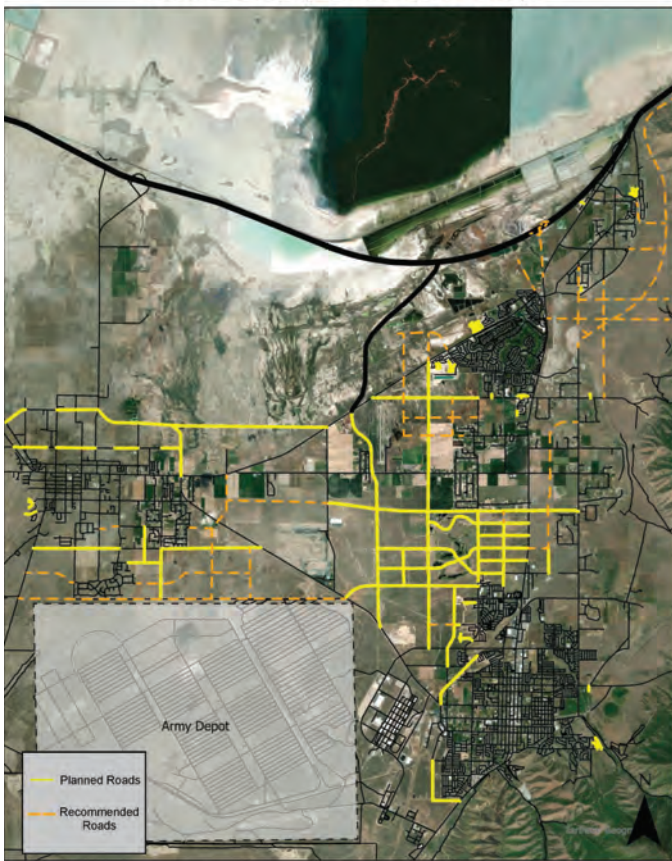
## Implementation

### 1. Connectivity Strategies

A variety of strategies can help increase street connectivity or active transportation connections. The following strategies may be used as a guide for Tooele County to consider as it continues to experience growth and new development:

- **Require Active Transportation Connections with New Developments** – New developments should include sidewalks or trails that lead to existing networks or nearby destinations.
- **Connect and Require Stub Streets in New Developments** – New developments should include stub streets (local or collector roads) to adjoining parcels to increase connectivity as the area grows. Similarly, new developments should tie into existing stub streets or collectors.
- **Institute Maximum Block Lengths** – Block lengths, or intersection spacing, can guarantee the achievement of a minimum connectivity index. Maximum block lengths can be specified by zone to achieve desirable development patterns.
- **Institute a Complete Streets Policy** – Ensure that safe travel options are available across the county regardless of modal choice.
- **Limit Private or Gated Streets** – Gated communities inhibit community cohesion. While these communities may be desirable due to a perception of safety, they can lower the level of safety for nearby neighborhoods if emergency response is hindered. It is important to maintain active transportation routes at a minimum.
- **Connect Cul-De-Sacs** – Efforts should be made to connect cul-de-sacs to the roadway network. Cul-de-sacs prevent developments from connecting to adjacent parcels of land. When these connections are not possible, efforts should be taken to at least provide pedestrian and bicycling connections.

## Tooele County Future Roadways



### 2. Road Network Improvements

- **½ Mile Grid Pattern** – Where possible, efforts should be made to establish a ½ mile grid for arterials and collectors to aid in minimum connectivity standards for future developments.
- **Droubay Road** – Droubay Road should be extended north from Tooele City limits as an arterial roadway to provide relief on SR-36 and additional connections for the east side of Tooele Valley. Future connections may make it possible for this route to serve as another primary route to Salt Lake County via SR-201.
- **Burmester Road** – Upgrade Burmester Road to serve as a primary connection from Grantsville to I-80. Realignment will be necessary to create a direct connection to Main Street (SR-138).
- **Mormon Trail** – Upgrades to and realignment of Mormon Trail will aid in regional connection from the west side of Tooele Valley to SR-36, SR-73, and ultimately Utah Valley.

- **Bates Canyon Road** – Extend west as arterial or major collector roadway to SR-138, per Tooele County Transportation Master Plan (TMP).
- **Beaman Way** – Extend Beaman Way to provide a new growth corridor from Stansbury Park to I-80.
- **SR-36 & I-80** – A new interchange could be constructed west of the existing one to eliminate safety concerns throughout the growing Lake Point area. This would also straighten the alignment of SR-36. This is currently being completed with phase one of Mid Valley Highway.
- **Village Boulevard** – Extend Village Boulevard beyond SR-138 toward Mid-Valley Highway to accommodate for future growth.
- **1200 West** – Upgrade and extend 1200 West north, per Tooele County TMP.
- **Grantsville Northern Loop** – Northward extension and upgrades of local roads will create a northern loop route around Grantsville.
- **Grantsville Southern Boundary** – Plan a road following the southern boundary of Grantsville, near the army depot property from SR-112 to Mormon Trail.
- **Saddleback Boulevard** – Extend eastward and tie into potential future Droubay Road extension.
- **Church Road** – Extend west toward the Tooele Valley airport.
- **1200 East** – Extend south from Ridge Road, over the railroad, to future Droubay Road.
- **Stansbury Parkway** – Extend east under the railroad and tie in to future 1200 East / Droubay Road.





### 3. Active Transportation Improvements

- **Connect Community Centers** – Corridors between communities should be preserved for active transportation routes and trails. Parks, schools, and retail centers are ideal points to connect.
- **Transit Centers** – As transit increases throughout the county, active transportation routes and trails should connect residents to transit stops and hubs to increase accessibility and ridership.
- **SR-36** – Trails should parallel SR-36 as it serves as a primary route in Tooele Valley. Much of the county's retail and activity centers are located near this roadway. In the future, this route may also serve as the primary transit connection between Tooele and Salt Lake County.
- **Foothills Trail** – A recreational trail through the foothills of the Oquirrh Mountains from Tooele City limits northward toward Lake Point will capitalize on natural amenities found within the county. Connecting this trail to nearby communities and roadways will increase opportunity for residents.



Image Credit: Collett Litchard | Tooele Transcript Bulletin



# HOUSING ELEMENT



## Introduction, Background & Best Practices

The demand for new housing units is very strong in Utah, a state with a decade long housing shortage, where the population is projected to double in the next 25-30 years. Tooele County is projected to face additional housing constraints as the Kem C. Gardner Institute estimates that population growth will be 33 percent by 2031.

But, while housing affordability is a concern in Utah, home prices are still substantially more affordable than in other economic centers in the West. The table below shows the ratio of average home prices to average household incomes. Tooele County has a ratio of 3.61, which is very affordable in the State of Utah. This means that the average home price in the County is 3.61 times the average wage, such as a home price of \$361,000 and a wage of \$100,000, or a home price of \$250,000 and an expected wage of \$69,252.

**Table 1: Comparative Housing Affordability Index**

Area	2000	2010	Current
Tooele County	2.22	2.45	3.61
Salt Lake County	3.26	3.31	4.85
Davis County	2.65	2.92	4.1
Weber County			4.04
State of Utah	2.99	3.13	4.61
Portland, OR			6.27
Phoenix, AZ			4.64
Denver, CO			6.52
Las Vegas, NV			5.43
San Francisco, CA			10.83

### Summary of Findings

Tooele County has experienced a rise in housing prices and population in recent years, due in part to its proximity to Salt Lake City. The County has a projected need for more moderate-income housing over the next five years and has a shortage for the current demographics. The biggest gap in demographics is young adults aged 20-29 – those who are starting their careers and families.

Most of the County's affordable units are considered affordable for Moderate Income Households (80% of Area Median Income). However, there are comparatively few options for those who earn below 80 percent of area median income (AMI). This puts additional stress on those striving to make ends meet.

The analysis uses the following steps to evaluate housing affordability in the County:

- Identifies the number of households in Tooele County that fall within the following income categories:
  - 30% of AMI
  - 50% of AMI
  - 80% of AMI
- Researches the number of housing units ("supply") in the County that are affordable (based on HUD guidelines) for each income category
- Calculates the surplus (shortage) of units in Tooele County for each income category

Based on these steps, the analysis concludes that the County is well prepared at the 80 percent level of AMI (which is what Utah encourages), but Tooele County would benefit from the addition of affordable units at the low-income levels of AMI.

**Table 2: Affordable Housing Needs**

	30% of AMI	30% to 50% of AMI	50% to 80% of AMI	Total
Income Level	\$27,870	\$46,450	\$74,320	
Housing Price	\$81,988	\$203,498	\$385,764	
Tooele County HH's in Income Category	2,048	2,724	6,110	10,882
Total Affordable Units in Tooele County	390	2,592	13,082	16,064
Additional Units Needed	1,658	132	(6,972)	(5,182)

Source: U.S. Census Bureau ACS 2019 5-Year Estimate

This study assumes that the need for housing grows proportionally with County growth. As such, the County will need to continue to consider this growth when planning housing supply in the next five years.

### Demographics Overview

Demographic characteristics greatly influence housing demands within an area. Population growth, age, income, and other characteristics of a county's population determine what types of housing are desired. A variety of housing options are also important to ensure that housing needs are met in all stages of life.

This section evaluates these factors in Tooele County to inform the analysis of the demand for units now and in the future. Additionally, the County can examine current gaps in demographics to help with other areas of economic growth.

1. Population and Households Growth

The County’s population was 55,938 in 2010 according to the United States 2010 Census. The Census Bureau estimates the 2019 population at 67,397 – a 21.7 percent increase in nine years.

The County’s population makes up 20,478 households living within the County in 2019. While this growth is substantial, it has lagged that of the Wasatch Front. However, on a percentage basis, Tooele County’s growth will be double that of Salt Lake County through 2031.

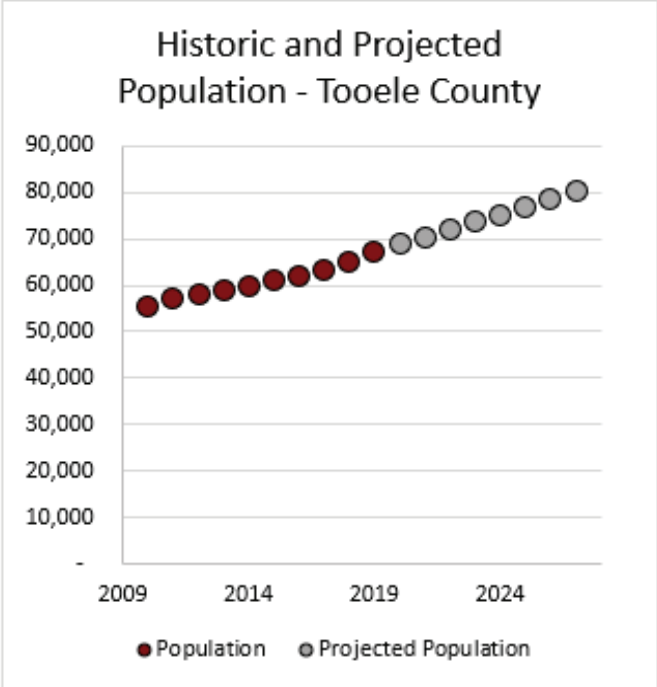
Tooele County’s population is projected to reach 75,153 residents (22,991 households) by 2024. Population growth in the County has been linear since 2000 and the projection is based on the expectation that the growth continues. The following graph shows this projection based on historical census data.

Household sizes have also been increasing in the County. From 2010 to 2019 the average household size went from 3.13 to 3.29, a difference of 0.16 persons per household. The national trend is a decrease in household size, and the County’s growth is lower than some of Utah; therefore, this study will assume a slight decrease from the County’s average through 2026. The projected population divided by the projected household size produces a projected number of households, informing the number of housing units needed. This estimated number of households (20,478) will be used as the current number of households in comparison to current housing supply.

Table 3: Projected Population and Households

Year	Projected Population	Projected Household Size	Projected Households
2019	67,397	3.29	20,478
2020	68,881	3.30	20,893
2021	70,398	3.29	21,369
2022	71,949	3.29	21,891
2023	73,533	3.28	22,394
2024	75,153	3.28	22,911
2025	76,808	3.28	23,435
2026	78,499	3.28	23,957

Figure 1: Tooele County Population



Source: U.S. Census Bureau ACS 2019 5-Year Estimate

## 2. Age and Household Size

Tooele County has a median age of 31.4 years, which is higher than the statewide median of 30.8. It is somewhat of a family-oriented community with a high average household size of 3.29 persons per household. Slightly under half of the current households contain children under 18 years old.

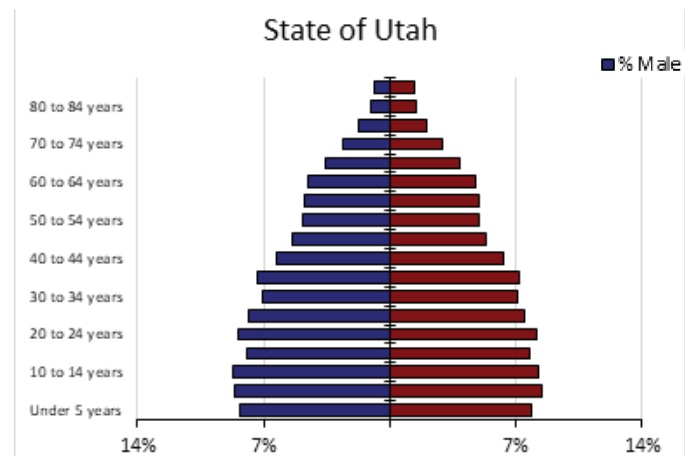
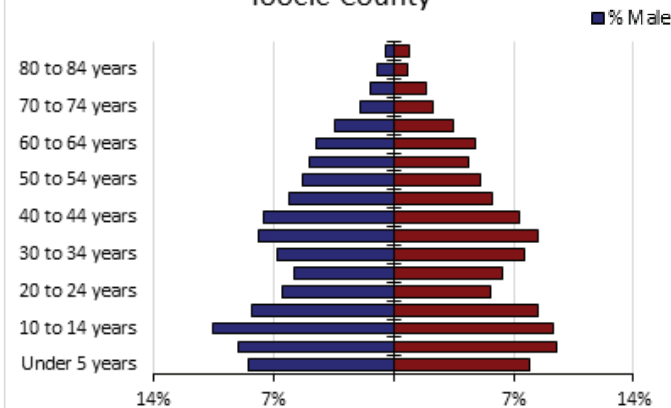
**Table 4: Age and Household Characteristics in Tooele County**

	Tooele County	Utah
HH Size	3.29	3.12
Median Age	31.4	30.8
% of Households with Someone under 18	49.4%	40.8%
% of Total Population under 18	33.1%	29.8%
% of Total Population 65 and over	8.9%	10.8%

Source: U.S. Census Bureau ACS 2019 5-Year Estimate

The following population pyramid shows a detailed breakdown of age groups compared to the State of Utah. On average, there are more middle-aged adults as well as a higher proportion of older children under the age of 15, suggesting that the predominant family profile in the County is middle-aged families with teenage children at home. The smallest categories in the County are those of senior adults.

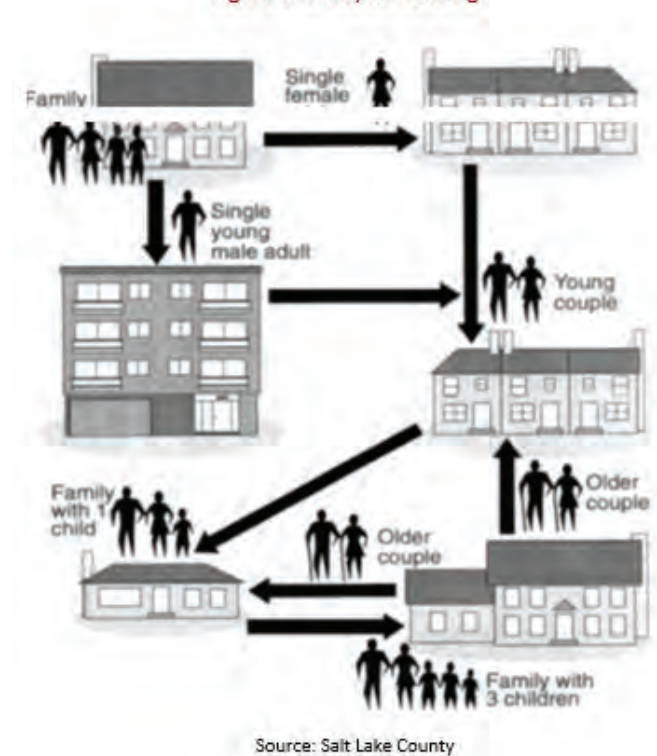
**Figure 2: Age Distribution in Tooele County and Utah**



Source: U.S. Census Bureau ACS 2019 5-Year Estimate

Smaller proportions of certain age groups suggest that the County may not have adequate housing to support Utah's life cycle housing. Often, elderly couples and new families look for similar housing types, implying that the County has a need of smaller houses that support both age groups.

**Figure 3: Lifecycle Housing**



### 3. Income

Tooele County's median household income is \$74,562; this is about \$3,000 higher than the State's median income. The County's median income is very comparable to nearby Salt Lake, but much higher than that of Box Elder, Beaver, and Cache Counties.

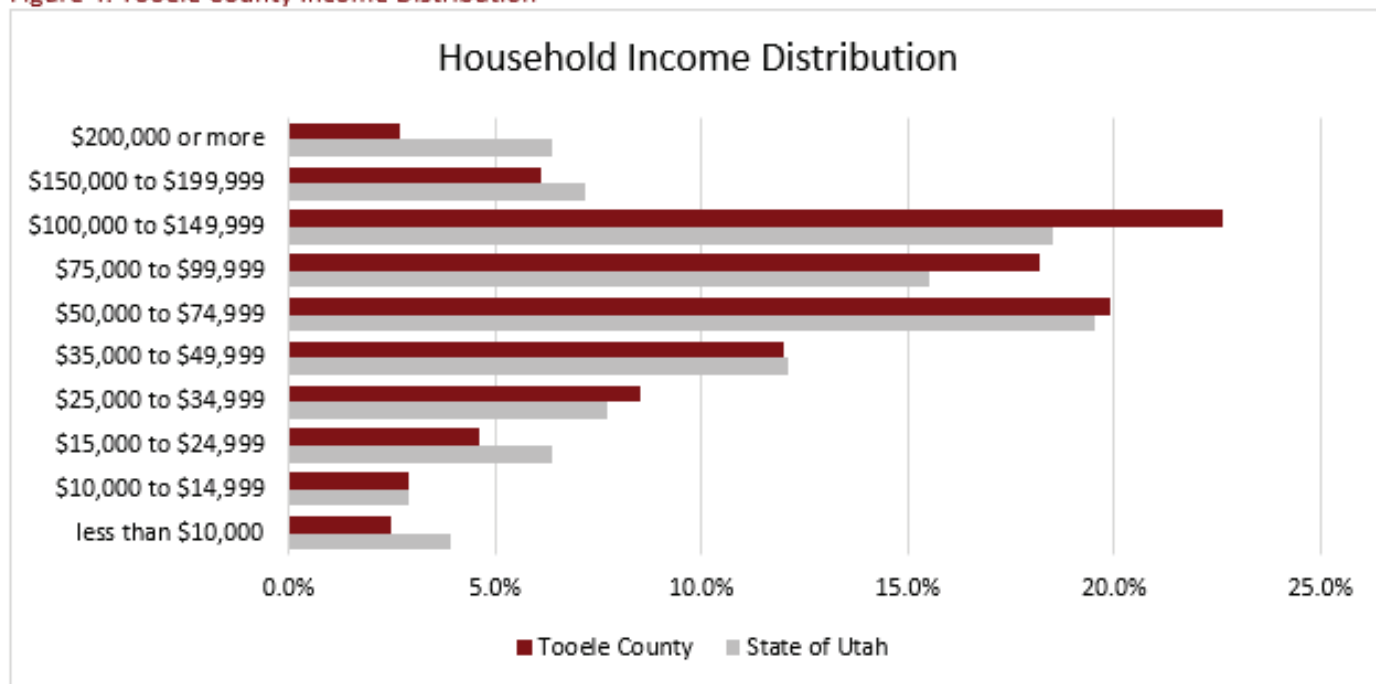
**Table 6: Proportion of Units that are Renter-Occupied**

	Salt Lake County	Box Elder County	Davis County	Tooele County	Cache County	Beaver County	Uintah County	Utah
Percent of Units Renter-Occupied	32.9	22.2	23.0	19.1	37.0	25.9	24.1	#N/A

Source: U.S. Census Bureau ACS 2019 5-Year Estimate

31 percent of the households in Tooele County make over \$100,000 per year, compared to about 32 percent statewide. 18.5 percent of households live on less than \$35,000 in the County while 20.9 percent of households in Utah live at this income level or less. The largest income category is \$100,000 to \$149,999 with 22.6 percent of the County's households in this income range.

**Figure 4: Tooele County Income Distribution**



Source: U.S. Census Bureau ACS 2019 5-Year Estimate



#### 4. Current Housing Supply

Most housing units in Tooele County are owner-occupied, single-family homes with significant lot sizes. Tooele County lists 19,553 housing units in its CAMA database.

The Census's 2019 American Community Survey (ACS) data estimates a 19.1 percent rental rate for the County and allows comparison to other counties. The ACS also estimates 47 percent of all rentals in Tooele County have a gross rent above \$1,000 per month. The median gross rent is \$966, compared to the State's \$1,098.

**Table 6: Proportion of Units that are Renter-Occupied**

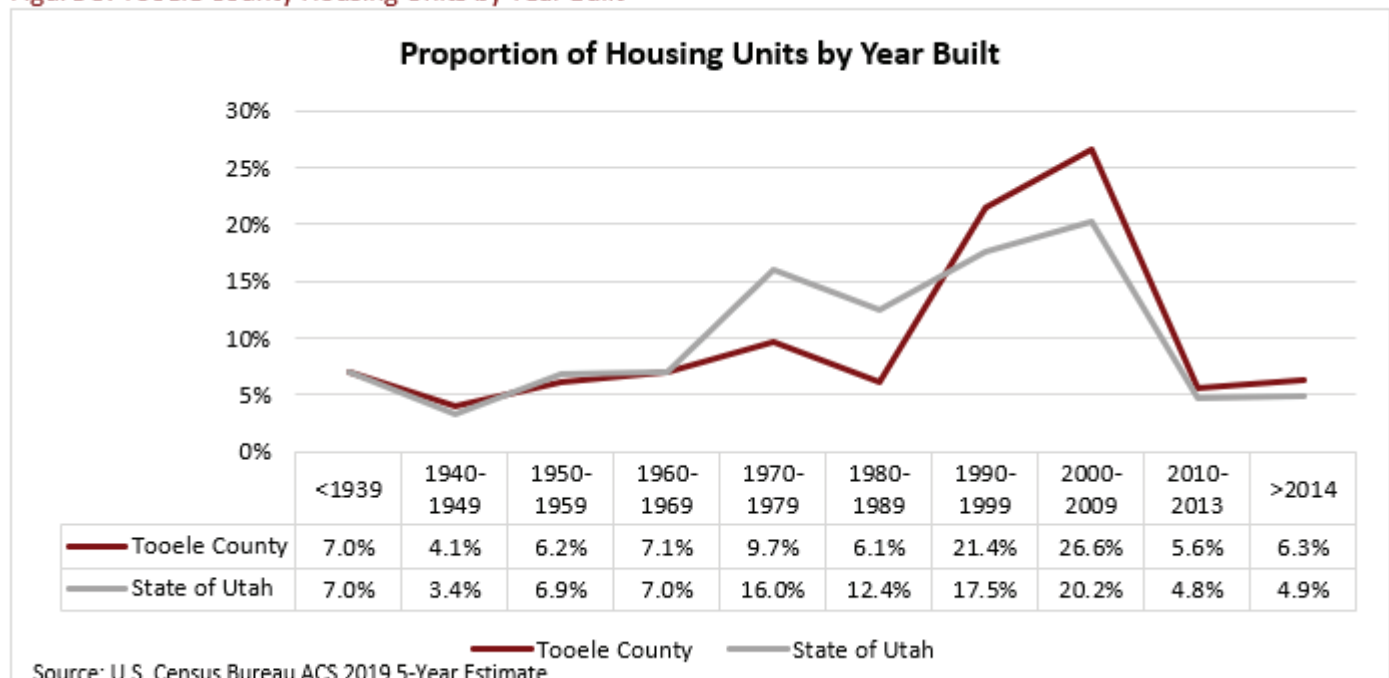
	Salt Lake County	Box Elder County	Davis County	Tooele County	Cache County	Beaver County	Uintah County	Utah
Percent of Units Renter-Occupied	32.9	22.2	23.0	19.1	37.0	25.9	24.1	#N/A

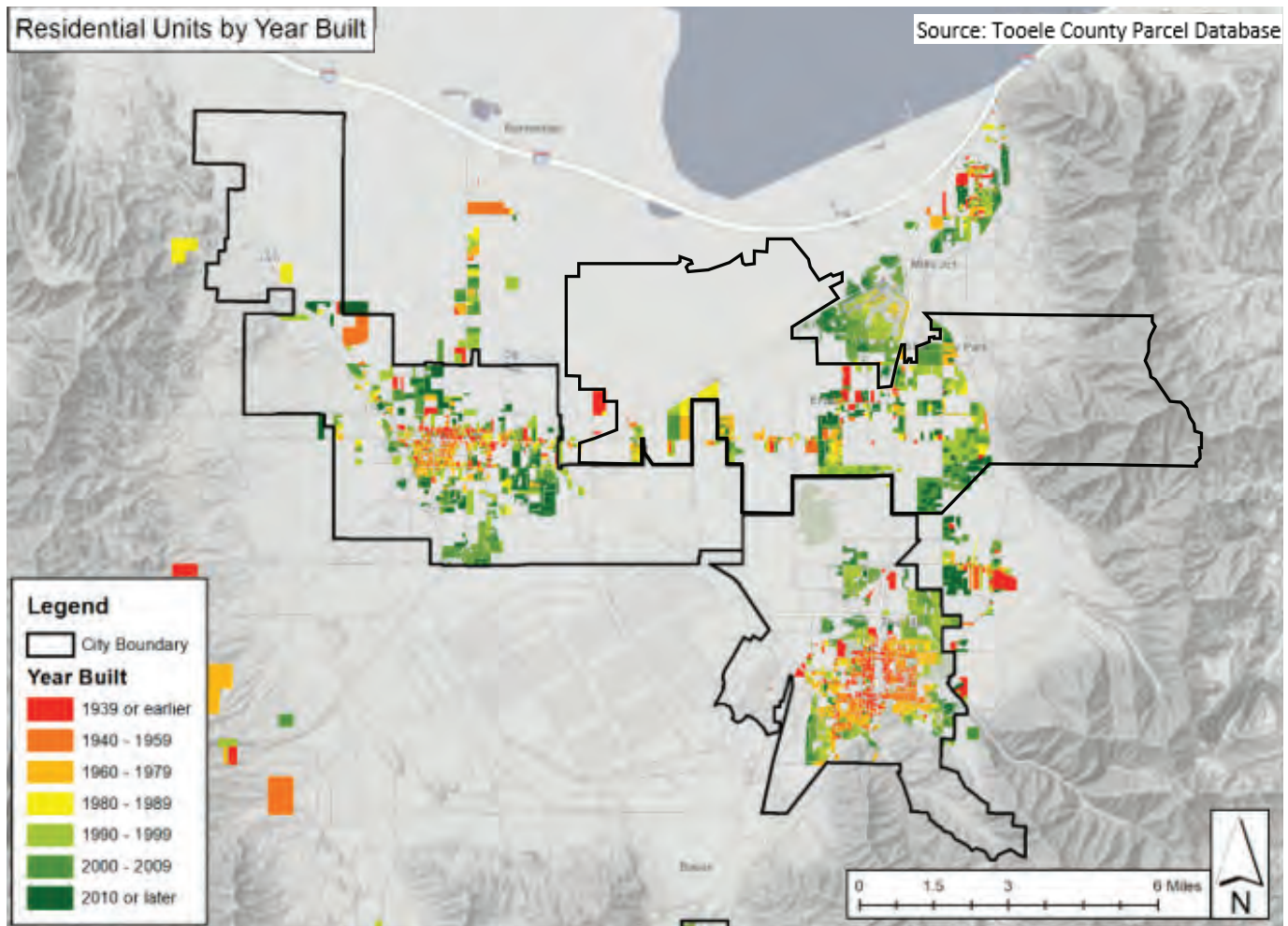
Source: U.S. Census Bureau ACS 2019 5-Year Estimate

#### 5. Housing Conditions

Tooele County has seen fewer housing units built since the recessionary years, but it has exceeded Utah as a whole.

**Figure 5: Tooele County Housing Units by Year Built**





## Housing Affordability

Utah State Code and recent legislation requires municipalities to plan for moderate income housing. The County must outline a plan to *“facilitate a reasonable opportunity for a variety of housing... to meet the needs of people of various income levels living, working, or desiring to live or work in the community.”* And the plan must *“allow people with various incomes to benefit from and fully participate in all aspects of neighborhood and community life.”* This plan is designed to meet these requirements.

Moderate income housing is defined by the U.S. Department of Housing and Urban Development (HUD) as “housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income for households of the same size in the County in which the City is located.” This plan uses Area Median Income (AMI) in the Salt Lake City, UT HUD Metro Fair Market Rent Area.

Utah Code 17-27a-403 (b)(i) & (b)(i)(A)  
Utah Code 17-27a-403 (b)(i)(B)

### 1. Area Median Income Levels

According to HUD, the Median Family Income in the region is rounded to \$83,000. This study will estimate housing affordability as a percentage of this AMI. A “moderate income” household at its most basic definition is a household that makes 80 percent of the AMI – an income of \$66,400 in Tooele County. The plan will also consider thresholds for those making 30% and 50% of AMI.

**Table 7: Income Thresholds in Tooele County  
HUD Metro Fair Market Rent Area**

Area Median Income	30% of AMI	50% of AMI	80% of AMI
\$83,000	\$24,900	\$41,500	\$66,400

Using the HUD income levels, the County has a total of 10,881 households that are considered low to moderate income households earning under the 80 percent of AMI threshold. A more comprehensive breakdown of this figure is detailed in the table below.

**Table 8: Tooele County Low- and Moderate-Income Households**

Affordability	Number of Households	Cumulative Number of Households
<30% of AMI	2,048	2,048
30% - 50% of AMI	2,724	4,771
50% - 80% of AMI	6,110	10,881

Source: U.S. Census Bureau ACS 2019 5-Year Estimate, HUD, ZPFI

HUD considers an affordable monthly housing payment for either a mortgage or rent to be no greater than 30 percent of gross monthly income. This 30 percent should include utilities and other housing costs such as mortgage and hazard insurance.

Table 9 shows affordable monthly allowances at different levels of income given above but using the 30 percent income level instead of poverty definitions. Utah Code does not stipulate whether those of moderate income must be able to purchase a home, so the allowance considers affordability for gross monthly costs that include either a mortgage or rental rate. A family choosing housing would need to consider utilities and other fees for a given housing unit within this affordable range. For example, a household of four at the 80 percent AMI threshold has a gross monthly housing allowance of \$1,660. If utilities are \$300 for a home or \$150 for a rental, the monthly payment can be \$1,360 or \$1,510 respectively.

Utilities include water, sewer, storm drain, gas, electric, and garbage. This is an estimated amount; utilities vary widely based on house size, quality, season, and usage.

**Table 9: Monthly Housing Allowance by Household Size and AMI Thresholds**

Household Size	30%	50%	80% of AMI
1 person	\$436	\$726	\$1,163
2 persons	\$499	\$830	\$1,329
3 persons	\$561	\$934	\$1,495
4 persons	\$663	\$1,038	\$1,660
5 persons	\$776	\$1,121	\$1,794
6 persons	\$890	\$1,204	\$1,926
7 persons	\$1,003	\$1,288	\$2,059
8 persons	\$1,117	\$1,370	\$2,191

Source: U.S. Census Bureau ACS 2019 5-Year Estimate, HUD, ZPFI

Translating this moderate-income affordability level to home values, a family at 80 percent of AMI can afford a home in Tooele County priced up to \$318,445. This assumes utility payments at \$300 per month, average County property tax rates, insurance, a three percent interest rate, 30-year mortgage term and a 20 percent down payment. The first table below shows the home price ranges affordable to household income categories at various interest rates; the table on the next page shows the ranges specific to targeted low- and moderate-income households.



Image Credit: Tim Gillie | Tooele Transcript Bulletin



## Housing Unit Pricing and Affordability

There are two types of housing costs: the costs to purchase (and likely pay a mortgage) or the rental costs of a unit. For purposes of analyzing housing costs, SFR, Condo, and Duplex units will be analyzed on their market value since they can be bought and sold by individual owners and are primarily owner-occupied. The affordability of these units, regardless of rental status, is analyzed based on their market value as assessed by the County.

Multi-family rentals are rented from a central owner with no option for individual sale as a single unit. These units are studied by their rental rates. These unique types of housing costs are first presented separately, and then combined for a total percentage of affordable units in the County.

**Table 10: Affordable Home Price Ranges by Income Category and Mortgage Interest Rate**

Household Income Range	Home Price Range					
	3% Mortgage		4% Mortgage		5% Mortgage	
	Low	High	Low	High	Low	High
\$10,000 to \$14,999	\$0	\$0	\$0	\$0	\$0	\$0
\$15,000 to \$24,999	\$0	\$60,274	\$0	\$54,234	\$0	\$49,007
\$25,000 to \$34,999	\$60,280	\$122,633	\$54,239	\$110,344	\$49,012	\$99,708
\$35,000 to \$49,999	\$122,639	\$216,171	\$110,349	\$194,508	\$99,713	\$175,761
\$50,000 to \$74,999	\$216,177	\$372,067	\$194,514	\$334,783	\$175,766	\$302,515
\$75,000 to \$99,999	\$372,074	\$527,964	\$334,788	\$475,057	\$302,520	\$429,269
\$100,000 to \$149,999	\$527,970	\$839,757	\$475,062	\$755,606	\$429,274	\$682,777
\$150,000 to \$199,999	\$839,764	\$1,151,551	\$755,611	\$1,036,154	\$682,782	\$936,286
\$200,000 or more	\$1,151,557		\$1,036,160		\$936,291	

Source: ZPFI

**Table 11: Affordable Price Ranges by Targeted Group and Interest Rate**

Household Income Range	Home Price Range							
			3% Mortgage		4% Mortgage		5% Mortgage	
	Income Range - Low	Income Range - High	Low	High	Low	High	Low	High
< 30% of AMI	\$0	\$24,900	\$0	\$59,656	\$0	\$53,678	\$0	\$48,505
30% to 50% of AMI	\$24,901	\$41,500	\$59,663	\$163,172	\$53,684	\$146,820	\$48,510	\$132,669
50% to 80% of AMI	\$41,501	\$66,400	\$163,178	\$318,445	\$146,826	\$286,534	\$132,674	\$258,916

Source: ZPFI

## 1. Market Value Properties - SFR, Condo and Duplex

The table below shows the distribution of 19,553 SFR, Duplex, and Condo units by home value, as assessed and maintained by the Tooele County Assessor. The median property value of these assessed values is approximately \$265,000. This median value is well below the affordable threshold of \$318,445.

Market values have been rising in recent months, and areas in northeast Tooele County suffer more from this than other areas. As markets stabilize, consumers should expect prices to be 20 percent higher than assessed values listed in the CAMA database. For the median value of \$265,000, a 20 percent increase would also be affordable to those at the 80 percent median income level at \$318,000.

**Table 12: Residential Unit Values**

Home Value	# of Units	% of Total	Cumulative % Total
<\$125,000	605	3.09%	3.09%
\$125,000 - \$139,999	227	1.16%	4.26%
\$140,000 - \$149,999	174	0.89%	5.14%
\$150,000 - \$159,999	242	1.24%	6.38%
\$160,000 - \$169,999	392	2.00%	8.39%
\$170,000 - \$179,999	486	2.49%	10.87%
\$180,000 - \$189,999	529	2.71%	13.58%
\$190,000 - \$199,999	560	2.86%	16.44%
\$200,000 - \$219,999	1536	7.86%	24.30%
\$220,000 - \$239,999	2015	10.31%	34.60%
\$240,000 - \$259,999	2045	10.46%	45.06%
\$260,000 - \$279,999	1615	8.26%	53.32%
\$280,000 - \$299,999	1384	7.08%	60.40%
\$300,000 - \$324,999	1600	8.18%	68.58%
\$325,000 - \$349,999	1307	6.68%	75.27%
\$350,000 - \$374,999	1112	5.69%	80.95%
\$375,000 - \$399,999	920	4.71%	85.66%
\$400,000 - \$424,999	707	3.62%	89.28%
\$425,000 - \$449,999	541	2.77%	92.04%
\$450,000 - \$474,999	360	1.84%	93.88%
\$475,000 - \$499,999	284	1.45%	95.34%
\$500,000 - \$549,999	388	1.98%	97.32%
\$550,000 - \$599,999	191	0.98%	98.30%
\$600,000 - \$649,999	105	0.54%	98.83%
\$650,000 - \$699,999	75	0.38%	99.22%
\$700,000 - \$749,999	50	0.26%	99.47%
\$750,000 - \$799,999	35	0.18%	99.65%
\$800,000 - \$899,999	27	0.14%	99.79%
\$900,000 - \$999,999	18	0.09%	99.88%
\$1,000,000+	23	0.12%	100.00%

Source: Tooele County Parcel Database, ZPFI

Figure 7: Tooele County Residential Units by Total Market Value

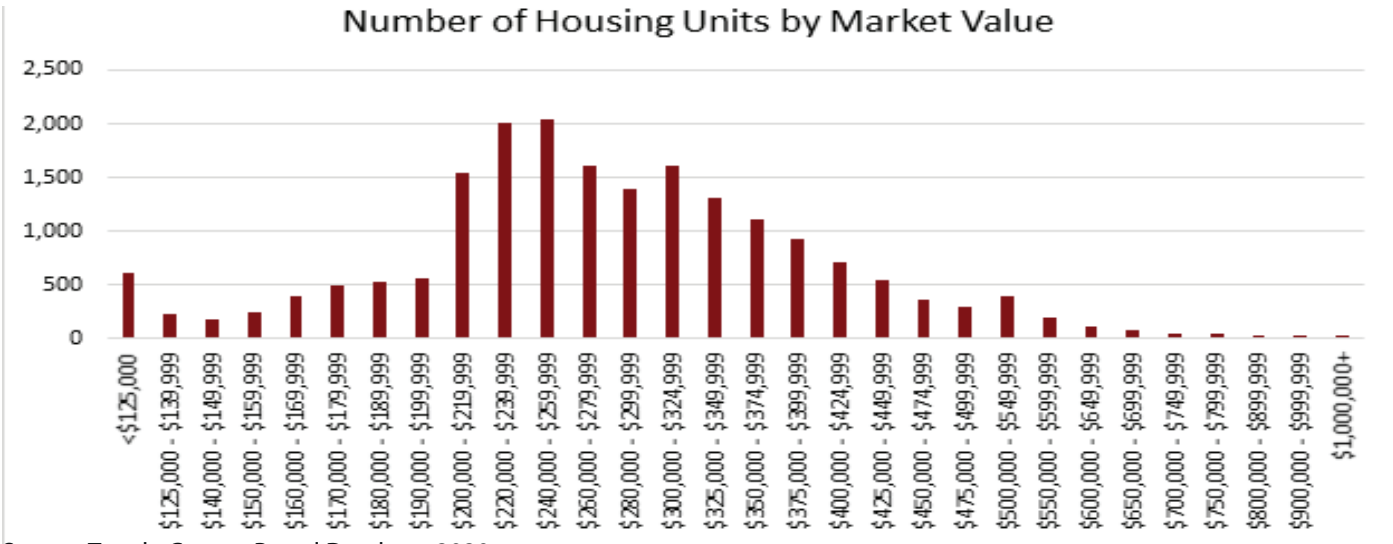


Figure 8: Tooele County Residential Units by Affordability

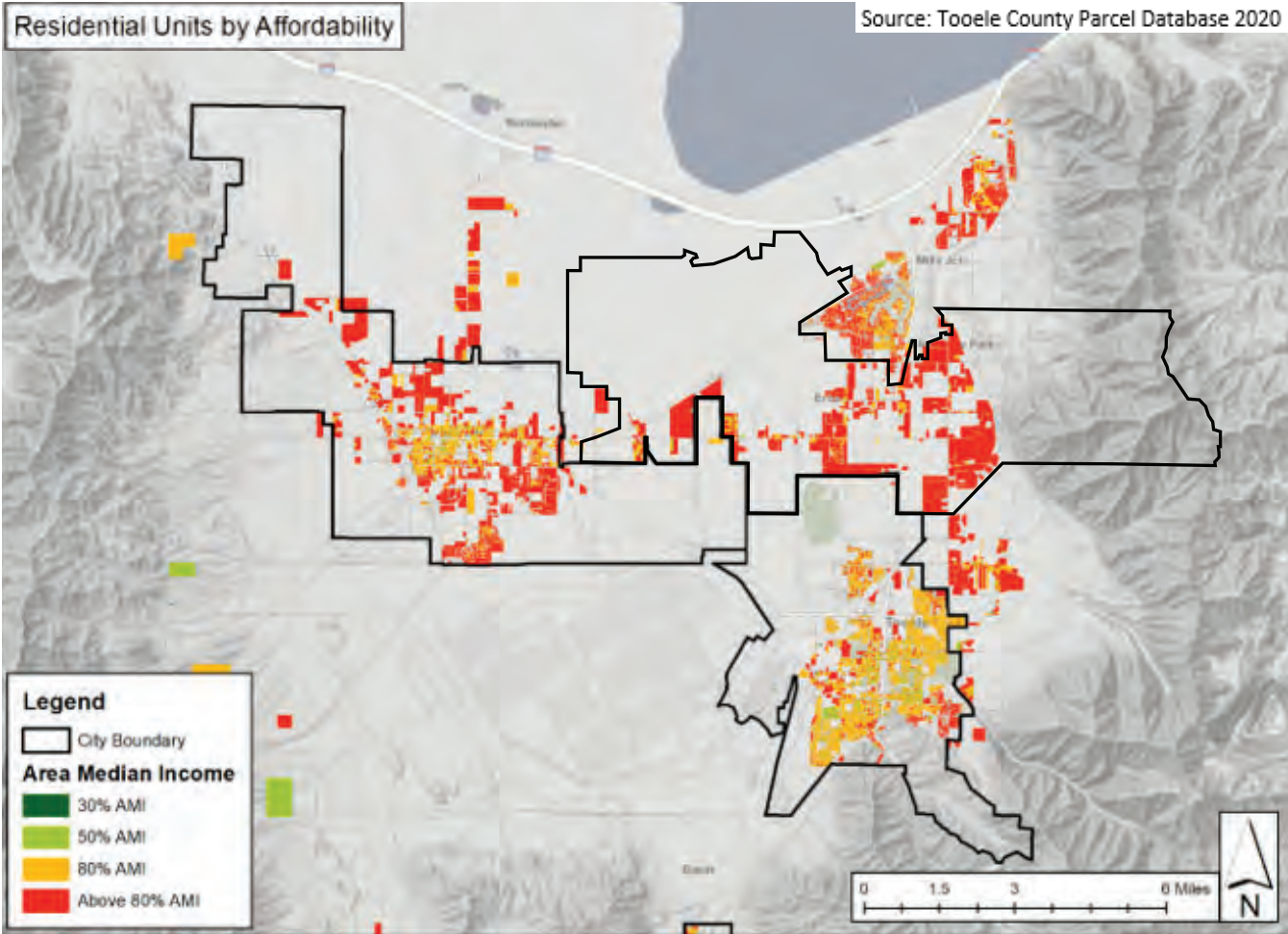
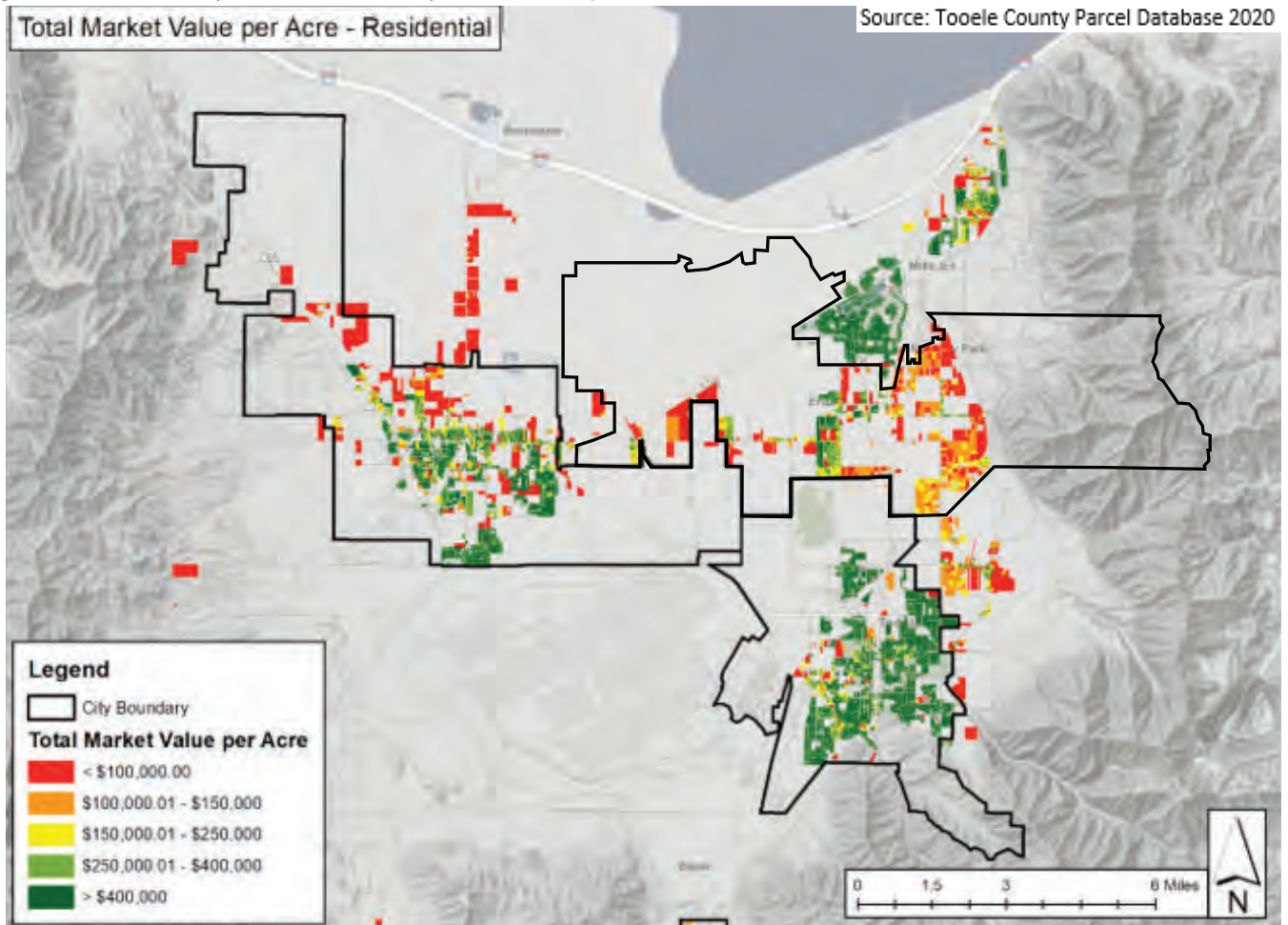




Figure 9: Tooele County Residential Units by Market Value per Acre



## 2. Rental Properties - Multi-Family Complexes

Most multi-family apartment units are affordable for moderate-income households. Rental units are important options for households that do not have down payment savings, would have trouble with loan approval, or simply for those not wishing to make a large commitment on purchasing a home. These households are often those with the highest need for affordable housing. A moderate-income household at 80 percent AMI has a monthly gross rent budget of \$1,660. With an assumed \$150 in utilities, renters are left with \$1,510 for rent. Using Census estimates, 83 percent of rentals are affordable to the renters.

**Table 13: Affordable Housing Unit Availability by Income Threshold**

Affordability	Cumulative Total Affordable Housing Units Available	Cumulative Percentage of Affordable Units	Cumulative Number of Households at Income Level	Cumulative Percentage of Households at Income Level	Current Cumulative Shortage
30% of AMI	390	1.68%	2,048	10.00%	1,658
50% of AMI	2,982	12.83%	4,771	23.30%	1,789
80% of AMI	16,064	69.13%	10,881	53.14%	(5,183)

### 3. Combined Supply and Demand

The table above shows the estimated number of cumulative units at each affordability threshold of all housing types – SFR, Condo, Duplex and Apartments – and how those units match up with current demand of households within the County. There is a shortage of 1,789 units at the very low to extremely low-income range, but this is slightly offset by the abundance of available housing at moderate income levels.

### 4. Affordable Housing - Utah Comparison

This section compares Tooele County to Utah in the interest of regional context. About 31 percent of households in the County make less than \$50,000 per year, compared to 33 percent of households in the State. Tooele County represents the State very closely across all income ranges, solidifying its profile as a developing county.



**Table 14: Income Distributions in Tooele County and the State of Utah**

Income Category	Tooele County	Tooele County Cumulative	State of Utah	State of Utah Cumulative
Less than \$10,000	2.50%	2.50%	3.90%	3.90%
\$10,000 to \$14,999	2.90%	5.40%	2.90%	6.80%
\$15,000 to \$24,999	4.60%	10.00%	6.40%	13.20%
\$25,000 to \$34,999	8.50%	18.50%	7.70%	20.90%
\$35,000 to \$49,999	12.00%	30.50%	12.10%	33.00%
\$50,000 to \$74,999	19.90%	50.40%	19.50%	52.50%
\$75,000 to \$99,999	18.20%	68.60%	15.50%	68.00%
\$100,000 to \$149,000	22.60%	91.20%	18.50%	86.50%
\$150,000 to \$199,999	6.10%	97.30%	7.20%	93.70%
\$200,000 or more	2.70%	100.00%	6.30%	100.00%

Source: U.S. Census Bureau ACS 2019 5-Year Estimate

## Projected Housing Needs

Population growth is rapid throughout Utah. Across the state of Utah, the median house price has climbed to \$450,000. Combined with slow wage growth, rising material costs and a shortage of skilled construction workers, any measures the County can take to actively work towards providing a diverse range of housing units will help residents and families dramatically.

As the population and number of households continues to rise, the County will have greater need to provide housing that meets the needs of residents and those interested in moving to the County. Additional job growth should encourage an increase in the population of younger people. The current surplus in housing plus the additional need each year means (assuming current distributions of household incomes) the County will still have a surplus of 3,612 affordable housing units by 2025. However, there is currently an estimated shortage of 1,658 units for households with 30 percent of AMI or less. This number is expected to grow to 1,953 by the year 2025. At this level, it becomes much harder for public entities to provide housing for those in need. As such, it becomes important to make sure that those earning low incomes can work close to home.

**Table 15: Projected Affordable Housing Need**

Year	Projected Total Households	Projected Total Moderate-Income Households	Annual Affordable Housing Unit Need	Extremely Low-Income Housing Unit Need
2019	20,478	10,881	-5,183	1,658
2020	20,893	11,102	220	41
2021	21,369	11,354	253	48
2022	21,891	11,632	278	52
2023	22,394	11,899	267	50
2024	22,911	12,174	275	52
2025	23,435	12,452	278	52
<b>Total</b>			<b>(3,612)</b>	<b>1,953</b>

## Financial Resources

Listed below are various funding resources available to development within Tooele County and sources relevant to the County's affordable and special needs. They are from a variety of local, state and federal sources.

### 1. Local, Non-Profit, and Private Sources

- **Rocky Mountain Community Reinvestment Corporation (AKA Utah Community Reinvestment Corporation)** – This multi-bank consortium provides financing for multi-family housing developments for low- and moderate-income households. Support includes loans, tax-exempt bonds and equity capital.

### 2. State Sources

- **Critical Needs Housing** – The most useful application to the County of this appropriation is grants to be matched against other funding sources for accessibility design and down payment assistance. These funds must be used to serve those with income at or below 125 percent of the federal poverty guideline.



- **Olene Walker Housing Loan Fund (OWHLF)** – This State fund is the primary source of state-level housing assistance, providing funding for rehabilitation and development of affordable and special needs housing. Funds are available for individual use for very low-income, low-income and moderate-income persons as defined by HUD. There are two programs within this fund of special interest to the County:

1. **The Community Driven Housing Fund** within the OWHLF is specifically intended to help cities develop affordable and special needs housing. This program helps set up partnerships with developers, guides the development process, and can assist with gap financing to make affordable housing more feasible to developers. The County can use this program in direct development assistance for needs identified in this study.



2. **The HomeChoice program** helps low- and moderate-income households or households with a disabled member buy affordable housing. The program funds 30 percent of the purchase price through a second mortgage with a one percent interest rate. This makes monthly payments much more affordable, reducing the housing cost burden.

3. **The Multi-family program** provides financial assistance for the acquisition, construction, or rehabilitation of affordable rental housing of five or more units.

4. **The Transportation-Oriented Development Fund** will provide loan guarantees for third-party financing to multi-family developers. The Board intends for these guarantee funds to revolve as loan guarantees are fulfilled. An element of the selection process is that the project targets households at less than 80 percent of AML.

5. **Individual Development Accounts:** OWHLF supports savers participating in Individual Development Accounts with AAA Fair Credit. Savers receive federal and state matching funds for use in down payments and closing costs.

- **Utah Housing Corporation** – Created in 1975, the Utah Housing Corporation was created through the Legislature to provide a supply of money to make mortgage loans and reasonable interest rates. The UHC also partners with developers and investors to use State and Federal Tax Credits and bond financing on multifamily projects for low-income families, senior citizens and more. Additionally, UHC administers Low Income Housing Tax Credits. These credits are a dollar for dollar reduction of tax liability for owners and investors of low-income housing for ten years. The amount of the credit is based on the costs of the project and the number of units that will be reserved for low-income households. [[utahhousingcorp.org](http://utahhousingcorp.org)]

### 3. Federal Sources

- **Community Development Block Grant Program (CDBG)** – This federal program provides communities with resources to address a wide range of community development needs, including housing projects.



Numerous local entities receive a portion of these funds, including Assist Inc. and the Community Development Corporation of Utah.

- **Low-income Housing Tax Credit Program (LIHTC)** – This federal program can assist housing developers in the development of affordable rental projects for low- and moderate-income households. The County can assist in partnerships with developers in receiving these grants.
- **Section 8 Certificates and Vouchers** – The Section 8 program provides assistance to individual households to subsidize housing costs where housing would otherwise be unaffordable. This program provides diversity and distribution of low-income households, rather than segregation and concentration in dedicated housing developments
- **HOME Investment Partnership Program Allocations** – This federal money is appropriated through the state and county consortiums through the Utah Department of Housing and Community Development. At the state level, this program performs competitive funding rounds where developers can submit applications for assistance for affordable housing projects.
- **HUD Section 811 – Supportive Housing for Persons with Disabilities** – This program provides funding to develop and subsidize rental housing with the availability of supportive services for low-income adults with disabilities. Assistance through this program comes in two forms: 1) Capital Advances and 2) Project Rental Assistance. Capital Advances are interest-free capital advances to nonprofit sponsors to finance the development of rental housing. It can finance the construction, rehabilitation, or acquisition of a property. The advance does not have to be repaid if the property remains available to low-income persons with disabilities for 40 years.

While the property should provide services such as case management, independent living training, and employment assistance, use of these services is not required as a condition of occupancy. Rental assistance contracts cover the difference between the HUD approved operating cost and the amount the residents pay – usually 30 percent of adjusted income. The initial term of these contracts is three years and can be renewed if funds are available.

- **HUD Section 202 – Supportive Housing for the Elderly** – Much like the Section 811 program, Section 202 provided capital advances for the construction, rehabilitation or acquisition for low-income elderly, including the frail elderly. Terms and options are also similar to section 811 with capital advances and rental assistance.
- **Other Sources Available to Individuals and Households** – There are hundreds of other programs available to individuals and households needing assistance with affordability or special needs. While these programs are not available for direct involvement or use by the County, they are available to help individuals and households close the affordability gap or find funding for special needs in housing. Some of these programs include:
  - Utah Technology Assistive Foundation
  - Emergency Shelter Grants Program
  - HUD's 203K Rehabilitation Program
  - Programs through the Community Development Corporation of Utah
  - Utah Affordable Housing Database
  - Making Home Affordable Program
  - Programs through Salt Lake Community Action Program
  - Programs through the Housing Authority of the County of Salt Lake
  - Programs through the Housing Authority of Salt Lake City
  - Salt Lake Valley Habitat for Humanity
  - Utah Nonprofit Housing Association
  - HomeChoice Loan Program
  - Home Energy Assistance Target Program
  - Community Development Corporation of Utah
  - NeighborWorks
  - Wasatch Front Regional Council
  - Utah Community Reinvestment Corporation
  - National Association of Homebuilders
  - Homebuilder Association of Utah
  - Many other nonprofit agencies through Utah and the Country

## Implementation

### 1. Provide a range of housing types

- **Strategy:** Encourage developers to provide varied housing types in growing areas through zoning and permit approvals that allow for entry-level housing, family, and senior housing
- **Strategy:** Continue to provide affordable housing that meets the needs of low-to-moderate income families, especially in light of rising home prices
- **Strategy:** Create a balance of housing that includes not only affordable housing but also higher-priced housing that attracts high wage-paying jobs to the community and that adds more substantially to the property tax base
- **Strategy:** Work to preserve existing affordable housing stock

### 2. Create and maintain safe neighborhoods with a sense of place

- **Strategy:** Require new developments to blend with current subdivisions in the permit process
- **Strategy:** Concentrate intensity near essential services such as transportation, schools and walkable convenience services
- **Strategy:** Require subdivision design that maximizes safety

### 3. Match affordable housing growth to community needs

- **Strategy:** Encourage energy and water efficient development that can reduce utility costs
- **Strategy:** Encourage affordable housing near public transportation that can reduce household transportation costs
- **Strategy:** Consider the use of public assistance ("incentives") for mixed-use development that includes affordable housing in key locations



## STRATEGIES FOR ENCOURAGING THE CONSTRUCTION OF MODERATE-INCOME HOUSING

As required by HB 462 in the 2022 Legislative Session, Tooele County encourages the implementation of the following implementation strategies, to encourage the construction of moderate-income housing within the unincorporated areas of Tooele County:

### 1. **Rezone for densities necessary to ensure the production of moderate-income housing**

– Tooele County has recently adopted the Planned Community Zone (PC), which encourages master planned communities with a variety of housing types, some of which would be suitable for moderate-income housing.

Tooele County recently rezoned a large area of parcels to the PC zone. It is anticipated that additional properties in appropriate locations will be proposed to be rezoned to the PC zone in the future. When the Tooele County General Plan is updated (anticipated in 2020), additional areas within the county can be identified, as suitable locations for rezones necessary to ensure the production of moderate-income housing. *(Implementation Timeline 1–2 Years)*

### 2. **Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate-income housing**

– Tooele County has actively worked with the Utah Department of Transportation (UDOT) to be awarded funding for the Midvalley Highway project at the north end of the Tooele Valley (construction has started in the third quarter of 2019). Additionally, funding has recently been set aside by the County to go towards infrastructure improvements for construction of a wastewater trunk line. *(Implementation Timeline 3–5 Years)*

### 3. **Create or allow for and reduce regulations related to internal or detached accessory dwelling units in residential zones**

– Tooele County currently allows for accessory dwelling units (both attached and detached) in various zoning districts. Additional updates can be made to our zoning districts and county ordinances in order to allow for and reduce regulations related to accessory dwelling units. *(Implementation Timeline 1 Year)*

### 4. **Zone or rezone for higher density or moderate-income residential development in commercial and mixed-use zones, near major transit investment corridors, commercial centers, or employment centers**

– The Tooele County General Plan Update 2022 promotes the creation of “development nodes” along SR-36, SR-138, and in other appropriate areas throughout the Tooele Valley. These “development nodes” would be appropriate locations for moderate-income housing. Tooele County should establish a mixed-use zone that would further promote a mixture of commercial and residential uses with the potential for moderate-income housing. *(Implementation Timeline 1–2 Years)*

### 5. **Amend land use regulations to allow for higher density or new moderate income residential development near in commercial or mixed-use zones near major transit investment corridors**

– Tooele County has a number of major transit corridors within the Tooele Valley (Interstate 80, Midvalley Highway, SR-36 & SR-138). Moderate income residential development could be supported near these major corridors in appropriate locations. It is anticipated that significant financial investments will be made to these corridors as residential growth increases within the county. *(Implementation Timeline 1–2 Years)*

### 6. **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**

– Tooele County can work in tandem with the Tooele County Housing Authority to identify State or Federal funds or tax incentives that would promote the construction of moderate-income housing. *(Implementation Timeline 1–5 Years)*

### 7. **Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones**

– Tooele County has additional zones that allow greater density in mixed-use employment or commercial areas. In referencing the .25 mile walk shed from the land use element, we encourage the county to keep greater intensities near major infrastructure, commercial centers and employment areas. *(Implementation Timeline 1–2 Years)*



# **OPEN SPACE & RECREATION ELEMENT**



## Introduction & Background

During this General Plan update, a range of definitions were shared on what open space meant to residents. **Open space** is undeveloped land, a naturally landscaped area, or a formal or human-made landscaped area that provides an aesthetic, recreational, environmental, historical use; or a connective link or buffer between other resources. Open space can further be broken into two classifications, specifically public and private. These classifications denote the nature of who has access to use the space.

Given this definition and the classifications, the majority of land considered as open space in the Tooele and Rush Valley areas is private. Private land is only legally accessible by the property owner(s), land trust designees, or Home Owners Association (HOA) members. Temporary access may be granted to other individuals, but can be revoked by the owner, trust, or HOA at their discretion. This owner's discretion is being exercised in several areas in the County as land owners seek to develop their land. The best way to preserve open space is to make it public. In order to make open space perpetually public it must be deeded to or purchased by a municipality, county, state, or federal agency.



## Best Practices

The following are best practices for open space and recreation placement, programming, and design:

- Encourage open space to be developed as part of a neighborhood or community during the planning and development phases.
- Catalogue existing public open spaces by type (aesthetic, recreational, environmental, connective link, or buffer), programmed amenities, and size.



- Provide open space close to residents. Open spaces within 1/4 mile of a resident receive significantly more use than those outside of that range.
- Place open space adjacent to roadways and maintain pedestrian-scale lighting. Doing so increases the user safety and access as well as ease of maintenance.
- Preserve and enhance cultural and natural amenities.
- Design the open space in tandem with local residents and the surrounding context including land features, views, near by open space types and programming.
- Diversify active and passive recreation opportunities for all user abilities.
- Preserve open space areas based on current and projected land uses and demographics.
- Plan and preserve trail networks and incorporate required connections to these networks to be made or stubbed within two miles of regional trails or connective network trails.

## Principles

The following principles help illustrate what would be required given various desired outcomes that were expressed during the public engagement process of this study:

### Desired outcome: Open space amenities & more trails

Open spaces are typically paid for in a few different ways. Public open space is generally paid for with property and sales tax and impact fees, or is privately developed then dedicated to the public for use. Typically these spaces are maintained by taxes. Private open space amenities are budgeted into the total cost of a development and are typically maintained by a private Home Owners Association (HOA). These types of open spaces can be naturally landscaped or man-made landscaped areas.



Private open space amenities are normally developed in later phases of a project to ensure enough members in the HOA can reasonably pay for their maintenance. The same applies to public open spaces. The more residents there are paying taxes to maintain open space, the more money there is to develop and maintain increasing amounts of public open space including trails.

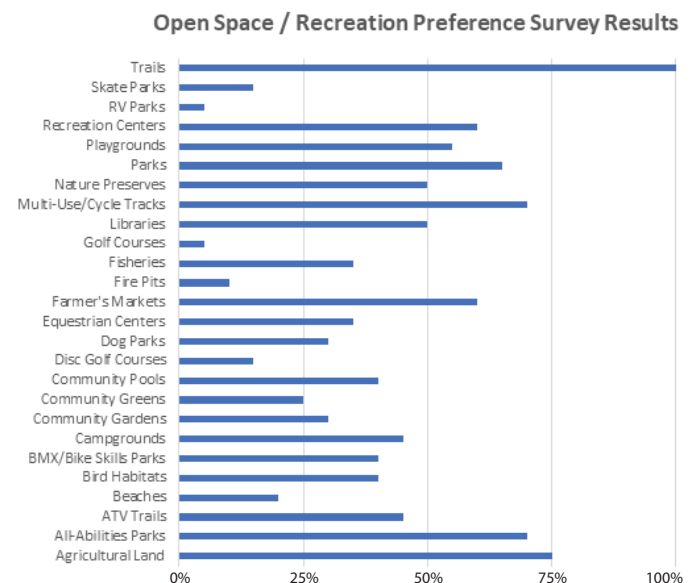


Private land or HOA maintained open spaces are for the private exclusive use of the owner or HOA members respectively. Much of the land considered as open space in the Tooele Valley area as, previously mentioned, is privately-owned undeveloped land with some State- Federal- and United States Forest Service-owned land. Several trails in the valley currently used by ATV or horse users are technically on private undeveloped land, which could be shut down at any moment by the land owner. Many residents view these as “public open space” when in reality they are not. To ensure open space amenities are publicly-accessible and preserved, they need to be incorporated into the governing agencies planning efforts and the land needs to be purchased and improved upon by that City, County, State, or Federal entity. As a rule of thumb larger trail systems are usually constructed by private developers as planned, incorporated, and enforced by government agencies, or as part of a major public facility enhancement (ex. the Midvalley Highway project.).

Provisions should also be added to regulating codes to guide community development to incorporate varying categories of open space. Varying categories of open space are denoted in the element section below. Individuals seeking to develop an area tend to provide the minimum requirements. If these regulations aren’t included, open space will either not be provided or not be provided in a manner that promotes the health of its residents.

## Element

A diverse network of integrated open space is critical to create vibrant healthy and inviting neighborhoods and communities. As such, part of the public engagement process was dedicated to understanding the specific amenities and open space categories residents desired. Existing open space types and classifications were analyzed to see what gaps may exist within the Tooele and Rush Valleys. Missing or insufficient public amenities were added to the Open Space / Recreation Preference Survey. The graph below shows the percentage of resident survey respondents that desired each listed missing or insufficient public amenity.



## Open Space Types

Delineating open space types helps distinguish the general use of each open space and increases usable open space as the types differentiate end goals of each amenity. Amenities may fit into multiple open space types. Descriptions of each open space type are as follows:

- **Aesthetic** – this open space type is meant to preserve views, maintain historic or rural character, increase community interest, or signify entrance of a location.
- **Recreational** – this open space type is for active and passive recreation uses.
- **Environmental** – the environmental open space type is established to conserve wetlands, agricultural land, critical habitats, wildlife preserves, and other sensitive lands.





Image Credit: Jacob Barlow | JacobBarlow.com



- **Historical** – historical open space types are meant to protect or promote historic locations, buildings, and features.
- **Connective Link** – this type is specific to connectivity of various modes and is intended to join source locations to destination locations.
- **Buffer** – this open space type's primary use is to separate non-compatible land uses or establish boundaries for development.

### Open Space Categories


The open space categories below illustrate how the Open Space/ Recreation Preference Survey amenities are categorized and give an overview of their general character, type, classification, location, size, and spacing.

PLAZA	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Historic, Connective Link
	CLASSIFICATION
	Public, Private
	LOCATION
	Important Intersections, Vista Termini, or Entrances to Community / Civic Buildings
	SIZE
	4,000 – 1 Acre
	SPACING
	N/A


- **Plaza** – A plaza is a more urbanized public community space that offers opportunities for civic gathering. Plazas add to the vibrancy of streets within the more urban, higher intensity areas. They create formal community spaces available for civic purposes and commercial activity. These spaces are typically defined by building frontages and contain a mix of hardscape and planting areas with various types of seating and trees provided for shade.

SQUARE	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Historic, Connective Link
	CLASSIFICATION
	Public, Private
	LOCATION
	Important Intersections or Nodes
	SIZE
	11,000 SF – 4 Acres
	SPACING
	N/A

- **Square** – A square is a public community space available for civic purposes, commercial activity, unstructured recreation and other passive uses. The square should have an urban, formal character and be defined by the surrounding building frontages or adjacent tree-lined streets. All buildings adjacent to the square should front onto the square, with adjacent streets lined with appropriately scaled trees. Shaded areas for seating should be provided, with the potential addition of a civic element or small structure such as an open shelter, pergola, monument or fountain.

COURTYARD	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation
	CLASSIFICATION
	Public, Semi-Public, Private
	LOCATION
	Locations Supported by Adjacent Use Pattern
	SIZE
	600 - 6,000 SF
	SPACING
	75+ Attached Unit Communities, or Medium+ Retail / Office Properties

- Courtyard** – A courtyard is a developed space that offers a variety of opportunities for public, semi-public and private gatherings. Courtyards provide a more intimate spatial experience apart from the streets within the more urban, higher intensity areas. They can be formal, paved spaces framed by buildings or restful, garden spaces that can be experienced visually from within building spaces such as offices, retail shops or residences. Building frontages, walls or fences typically define these spaces with a mix of hardscape and planting surfaces dependent upon location and expected use patterns. Shade and heating units should be provided to extend the seasonal use for gatherings or dining, with various forms of seating.

GREEN	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Connective Link
	CLASSIFICATION
	Public, Private
	LOCATION
	Vista Protection, Central Community Gathering Space
	SIZE
	11,000 SF – 2 Acre
	SPACING
	75+ Unit Communities, or Large Retail / Office Properties

**Green** – A Green is a public community space available for civic purposes, commercial activity, unstructured recreation and other passive uses. Greens are primarily naturally landscaped with many shaded places to sit. The space may include thoughtful open lawn areas, paths, civic elements, fountains or open shelters. Greens are typically adjacent to a public right of way and are spatially defined by buildings which front onto this space.

POCKET PARK	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation
	CLASSIFICATION
	Public, Private
	LOCATION
	In Neighborhoods Along Minor Collectors or Local Roads
	SIZE
	20,000 SF – 1 Acre
	SPACING
	Within 1/2 Mile of Each Residential Unit*

\* Each residential unit should be within 1/2 mile of a pocket park, neighborhood park, or regional park.




- **Pocket Park** – Small and frequently dispersed throughout the community, these infill spaces support passive recreation that ensures walkable green space access for everyone within the immediate neighborhood. They may contain specialized facilities that serve a specific demographic or limited population or group such as tots, pets or senior citizens. Thematic elements and uses may be determined by the needs of the target demographic or the nature of the location within the community. Pocket Parks must be adjacent to a public right of way and be fully developed and maintained as finished recreational open spaces. Native landscapes and natural areas do not constitute a Pocket Park.

NEIGHBORHOOD PARK	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Environment, Buffer
	CLASSIFICATION
	Public, Private
	LOCATION
	Typically within Residential Communities
	SIZE
	2 – 10 Acre
	SPACING
	Within 1/2 Mile - 1 Mile of Each Residential Unit*

\* Each residential unit should be within 1/2 mile of a pocket park, neighborhood park, or regional park.


- **Neighborhood Park** – The neighborhood park remains the basic unit of the local open space system and serves as the recreational and social focus of the neighborhood. The focus is on informal active and passive recreation. The park should be centrally located within the neighborhood and may function as the recreational hub of adjacent neighborhoods. These parks are frequently developed adjacent to civic uses such as an elementary school.

Parks should be connected to the greater community through multi-use pathways or trails. Parks should also be adjacent to a public right of way on at least one side, with a minimum of 25 percent of the total park perimeter on a street.

REGIONAL PARK	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Environment, Buffer
	CLASSIFICATION
	Public
	LOCATION
	Near Important Intersections, or Community / Civic Buildings
	SIZE
	11 – 100+ Acre
	SPACING
	Within 3 Miles - 5 Miles of Each Residential Unit*

\* Each residential unit should be within 1/2 mile of a pocket park, neighborhood park, or regional park.


- **Regional Park** – Regional parks are diverse in nature, serving a broader purpose than the neighborhood or pocket park. While there may be overlap in amenities within these park categories, the focus of a regional park is meeting regionally-based recreation, athletic, and open space needs. These parks should be centrally located within the greater region and should function as the recreational hub for the region. Regional parks should be connected to the region through multi-use pathways, trails, and streets with a minimum of 50 percent of the total park perimeter on a street.

COMMUNITY GARDEN	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Historic, Environment
	CLASSIFICATION
	Semi-Public, Private
	LOCATION
	Typically within Residential Communities
	SIZE
	Neighborhood Context Appropriate
	SPACING
	300+ Unit Communities, or Rural Communities



- **Community Garden** – Space programmed specifically for edible or ornamental gardening. Located in the center of a neighborhood to provide convenient and safe access. Oftentimes, community gardens may be included in pocket parks and parks. They are a valued asset in urban or higher intensity areas where residential yards are rare.


Community orchards and vineyards may also be included in this category of open space as long as they are operated as a non-profit organization that provides produce to the local community and they are not a commercial or agricultural use. Appropriate irrigation sources must be provided, and the garden must be locally managed and maintained. Seasonal farmer's markets may occur in these spaces.

SPECIAL USE	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environment, Historic
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Varies
	<b>SIZE</b>
	Varies
	<b>SPACING</b>
	N/A

- **Special Use** – This category covers a broad range of parks and recreation facilities oriented toward single purpose uses. Special uses generally fall into three categories: Historic/Cultural/Social Sites (ex. Historic areas, performing arts parks, arboretums, ornamental gardens, indoor theaters, churches, public buildings and amphitheaters). Recreation facilities (i.e., either specialized or single-purpose facilities) fall into this category, for example, community centers, senior centers, hockey arenas, golf courses, campgrounds, skate and water parks. Frequently, community buildings and recreational facilities are located within parks.

PASEO	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Connective Link
	<b>CLASSIFICATION</b>
	Public
	<b>LOCATION</b>
	Key Through-Blocks Connecting Adjacent Non-Homogeneous uses
	<b>SIZE</b>
	Minimum Width 15 FT
	<b>SPACING</b>
	N/A




- **Paseo** – Pedestrian passages or paseos are linear public community spaces that connect one street to another at through-block locations. Pedestrian passages create linkages through buildings or lots at designated locations. These pathways may provide direct pedestrian access to residential, commercial, office, or educational addresses. Pedestrian passages allow for social and commercial activity to spill into the public realm and should consist of a hardscape pathway with landscaped edges and must be connected to public paths or thoroughfares at both ends of the corridor.

MULTI-USE PATH	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Connective Link
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Drainage, Canal, and Road Corridors**, and Between Open Spaces and Communities
	<b>SIZE</b>
	Minimum Paved Width 10 FT
	<b>SPACING</b>
	N/A

\*\*All Drainage, Canal, and Major Road Corridors should contain a multi-use path or trail.

- **Multi-Use Path** – A multi-use path is an improved linear public transportation and recreation corridor that accommodates two or more users on the same, undivided pathway. Path users could include pedestrians, bicyclists, skaters, etc. A multi-use path frequently provides an important place for active recreation and creates a connection to regional paths and biking trails. Multi-use paths should be clearly defined with refined paving materials that provide for safe use and low maintenance.



Pedestrian amenities add to recreational opportunities, and may include drinking fountains, scenic viewpoints, fitness stations, bike repair stations, and directional signs. These elements may be spread along the pathway or grouped in high use areas.

TRAIL	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Historic, Connective Link
	<b>CLASSIFICATION</b>
	Public
	<b>LOCATION</b>
	Drainage and Canal Corridors**; and Natural Open Space Areas
	<b>SIZE</b>
	Minimum Clear Surface Width 6 FT
	<b>SPACING</b>
	N/A



\*\*All Drainage, Canal, and Major Road Corridors should contain a multi-use path or trail.

- **Trail** – A trail is an unimproved, or semi-improved, linear public transportation and recreation corridor that traverses more natural areas or connecting corridors. Trails could include pedestrians, bicyclists, and equestrian users. A trail provides an important place for active recreation and serves as the backbone for regional non-vehicular connectivity.

Pedestrian amenities add to recreational opportunities, and may include drinking fountains, scenic viewpoints, fitness stations, bike repair stations, parks, and directional signs. These elements may be spread along the pathway or grouped in high use areas.



STREAM/RIVER CHANNEL OR CANAL	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environment
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Stream/River Channel or Canal
	<b>SIZE</b>
	N/A
	<b>SPACING</b>
	N/A

- **Stream/River Channel or Canal** - Linear space defined by a waterway. The space should serve as a pedestrian connection or recreational opportunity, enhancing adjacent property values (waterfront property). It can serve as a secondary connection to a natural open space or a greenway. Paths and trails that parallel a water course may also serve as maintenance easements.

NATURAL OPEN SPACE & GREENWAYS	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environment, Historic, Buffer
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	N/A
	<b>SIZE</b>
	N/A
	<b>SPACING</b>
	N/A

- **Natural Open Space & Greenway** – Natural open space or greenway areas may occur at the edges of the rural neighborhoods or serve as boundaries to development. These may be areas of hillsides, forests, rangelands, or agricultural land that lies outside of the development limits.

Selection of an area for preservation may not be required by legislation or ordinance but may be preserved through formal open space or preservation easements or by definition within a development agreement. Trails or raised trails may occur in these areas with low impact paving materials so there is minimal disturbance to the existing landform and vegetated patterns. Developed trail heads at key locations may contain parking and other facilities to support recreational opportunities.

SENSITIVE LANDS	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Environment, Buffer
	CLASSIFICATION
	Public, Private
	LOCATION
	N/A
	SIZE
	N/A
	SPACING
	N/A

- **Sensitive Lands** – Sensitive Lands contain elements that can influence or limit development through physical or regulatory restrictions. The types of lands represented in this typology may include steep slopes, wetlands, critical habitats, stream corridors, ridgelines, and unique vegetation patterns. Non-physical, locational characteristics, such as critical viewsheds and highway corridor buffers, may also be factors that determine the extent of sensitive land designations. Additional elements may relate to historic or culturally significant landforms or existing development patterns or structures. Preservation of these areas in a natural state may be based on regulatory controls, cost controls or amenity-based strategies.

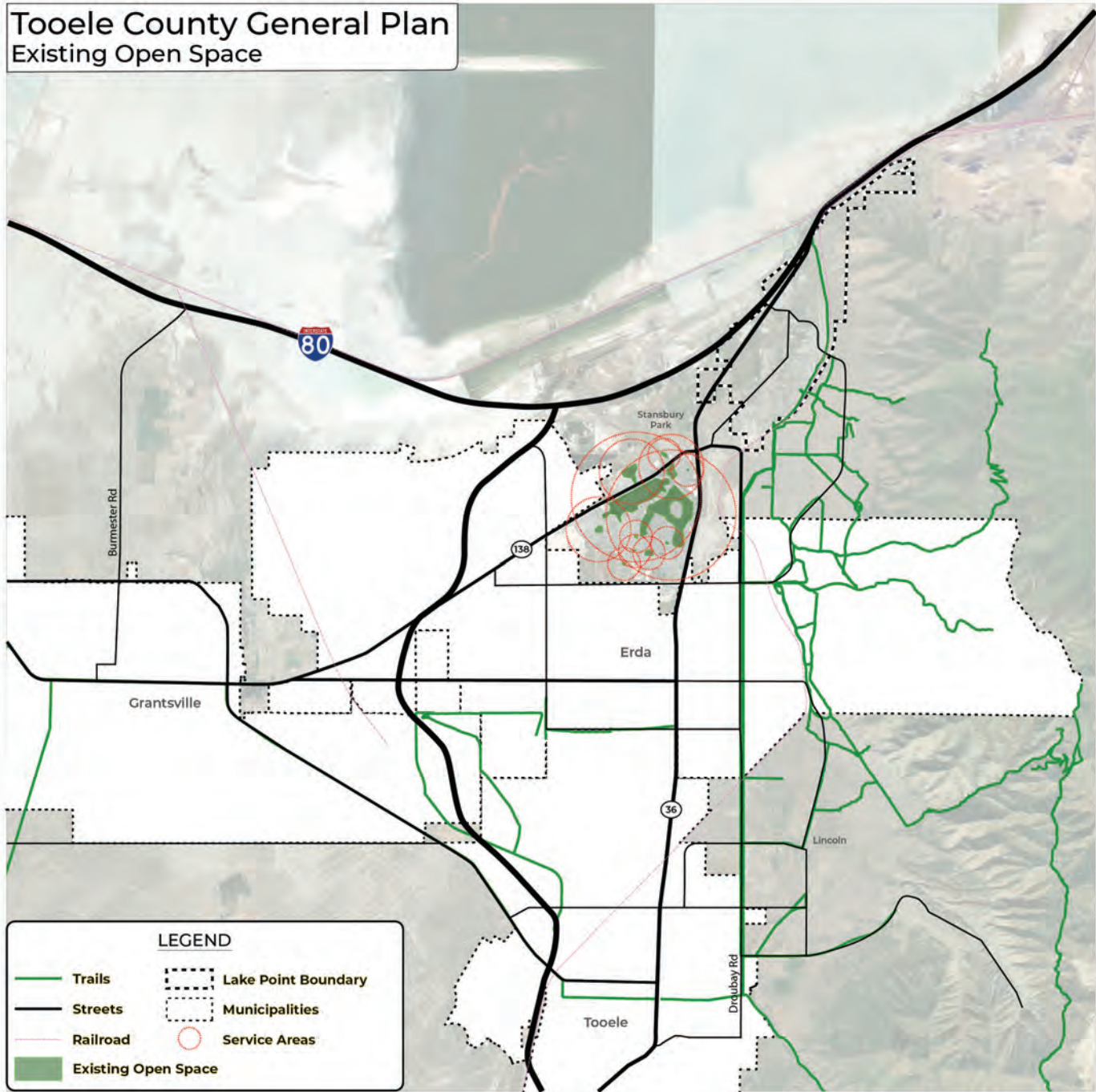
## Existing Open Space Facilities

The following table and maps show existing open space facilities in and around Tooele and Rush Valleys.

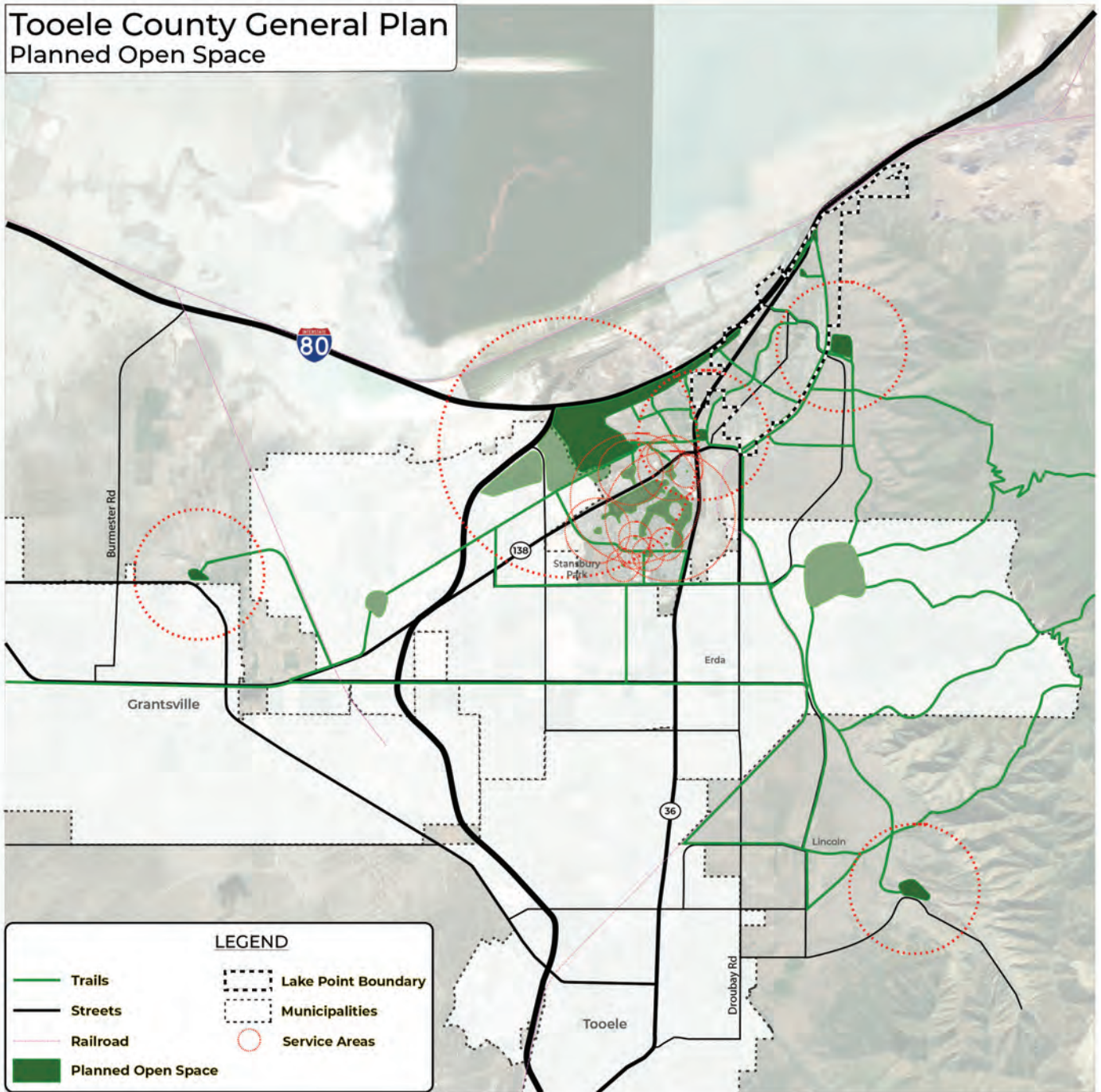
TOOELE COUNTY OPEN SPACE FACILITIES		
FACILITY	TYPE	LOCATION
Benson Grist Mill	Special Use	Stansbury Park
Benson Mill Park	Pocket Park	Stansbury Park
Brent Rose Park	Pocket Park	Stansbury Park
Brigham Park	Pocket Park	Stansbury Park
Delgada Park	Pocket Park	Stansbury Park
Fairway Park	Pocket Park	Stansbury Park
Galley Lane Park	Pocket Park	Stansbury Park
Gateway Park	Pocket Park	Stansbury Park
Grantsville Reservoir	Sensitive Lands	South West Tooele Valley
Lake Point Park	Neighborhood Park	Stansbury Park
Middle Canyon	Natural Open Space & Greenway	South East Tooele Valley
North Willow Canyon	Natural Open Space & Greenway	South West Tooele Valley
Northport Park	Pocket Park	Stansbury Park
Ophir Canyon	Special Use	South East Rush Valley
Parkview Park	Neighborhood Park	Stansbury Park
Ponderosa Park	Pocket Park	Lake Point
Porter Way Park	Regional Park	Stansbury Park
Rainbow Reservoir	Sensitive Lands	East Rush Valley
Regatta Park	Pocket Park	Stansbury Park
Sagers Memorial Park	Neighborhood Park	Stansbury Park
Sandhill Park	Pocket Park	Stansbury Park
Settlement Canyon	Natural Open	South East Tooele Valley
South Rim Park	Pocket Park	Stansbury Park
South Willow Canyon	Natural Open Space & Greenway	South West Tooele Valley
Various Trails & Trail Heads	Multi-Use Path / Trail <a href="http://tooelecountytrails.com">[tooelecountytrails.com]</a>	Varies
Vickory Canyon	Special Use	West Rush Valley
Village Park	Neighborhood Park	Stansbury Park
Woodland Park	Pocket Park	Stansbury Park



# Tooele County General Plan Existing Open Space

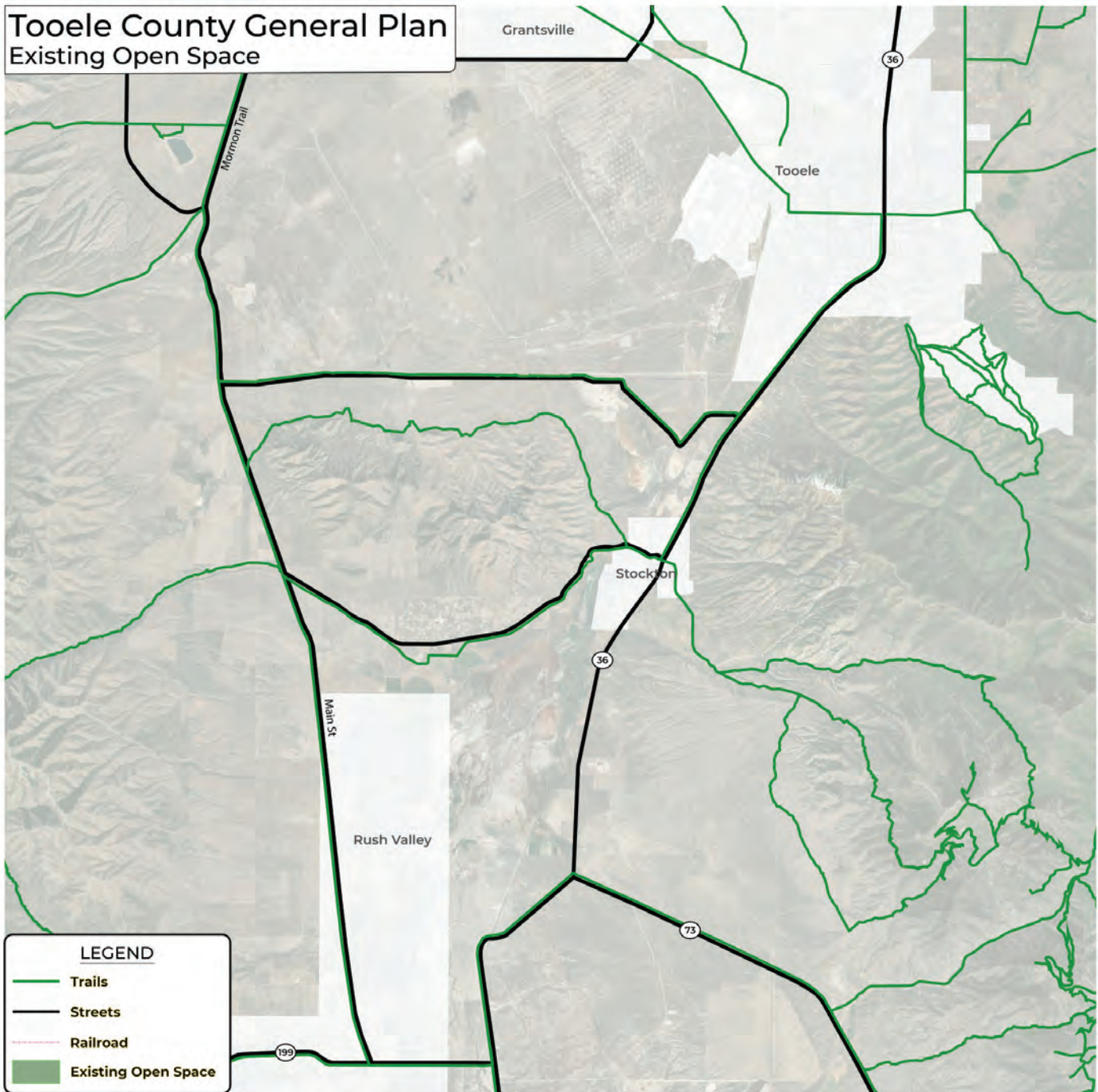


# Tooele County General Plan Planned Open Space



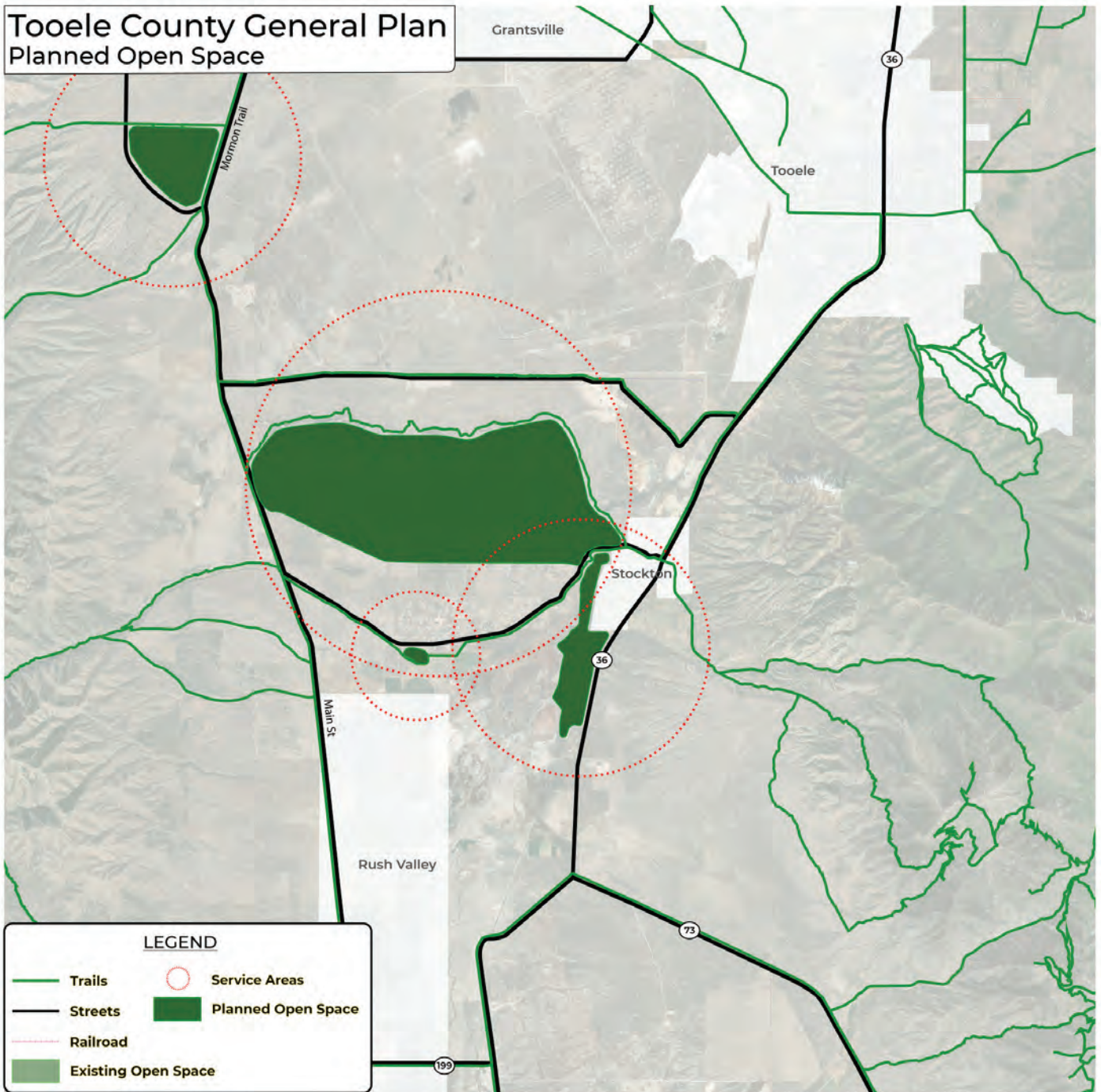


## Tooele County General Plan Existing Open Space





## Tooele County General Plan Planned Open Space



## Implementation

The following steps should be taken upon approval of the Tooele County General Plan Update:

### **1. Establish open space and recreation standards for all new development**

The open space and recreation standards should include requirements to incorporate open space types, classifications, and categories in this section and follow the designated spacing and location guidelines. These standards should not allow for “fee in lieu” policies for pocket park, neighborhood park, or regional park proximity to residents spacing requirements.

### **2. Preserve planned trail and multi-use path corridors and natural open space and greenways as established by the open space and land use maps**

When new development is proposed, corresponding development agreements should include the need to preserve, incorporate, and improve open spaces as shown on the land use and open space maps. Doing so will help safeguard the rural nature, recreation opportunities, and historic and cultural sites of the County. One specific example of an historical site that should be preserved is the Stockton Sandbar. Implementation of this section would require the preservation of this site.

### **3. Add multi-use paths to existing and future major transportation corridors**

This can be done by modifying County approved right of way sections to ensure that all future developments, and transportation improvements include multi-use paths. Federal and State funding is available to retrofit existing road networks to include multi-use paths. These networks should be prioritized by those which would receive the greatest use (based on population distribution along major vehicular or non-vehicular corridors).



# **PUBLIC FACILITIES ELEMENT**



## Introduction & Background

The Public Facilities section is designed to catalog existing facilities and show future plans for the addition of other major facilities that affect unincorporated Tooele County.

### Existing Facilities

- **Roadways** – In Tooele County, roadways are characterized by functional classification: Freeway, Arterial, Major Collector, Minor Collector, and Local Road. This hierarchy of roads determines the number of lanes and speeds, at which drivers travel within the Tooele Valley. The table below shows the major roadways and their corresponding functional class currently in the county.

TOOELE COUNTY ROADWAY CLASSIFICATION		
ROADWAY	FUNCTIONAL CLASS	LANES
I-80	Freeway	4
Midvalley Highway	Freeway	2
SR-138	Arterial	2
SR-112	Arterial	2
SR-36	Arterial	4-5
Tooele Main Street	Arterial	5
Grantsville Main Street	Arterial	5
Utah Avenue	Arterial	2
1000 North	Arterial	2
Sheep Lane	Arterial	2
Mormon Trail Road	Major Collector	2
1200 West	Major Collector	2
Bates Canyon Road	Major Collector	2
Droubay Road	Major Collector	2
Erda Way	Minor Collector	2
Center Street	Minor Collector	2

- **Transit** – Transit in Tooele County is provided by the Utah Transit Authority (UTA). UTA currently offers bus service within the valley. Current routes include:
  - **Route 451** – Tooele Fast Bus, rush-hour, or limited service
    - Links Tooele to downtown Salt Lake City via Stansbury Park
  - **Route 454** – Grantsville – Salt Lake, rush-hour, or limited service
    - Links Grantsville to Salt Lake City via Stansbury Park, SLC airport, and North Temple Street
  - **Route F400** – Tooele Flex
    - Service within the city of Tooele
  - **Route F402** – Tooele City Circulator
    - Loop route within the city of Tooele
  - **Route F453** – Tooele – SLC Flex
    - Links Tooele to Salt Lake City via Stansbury Park, and destinations near the SLC airport
- **Education** – Contributors to educational facilities within Tooele County are:
  - **Tooele County School District** (See [tooeleschools.org](http://tooeleschools.org))
    - 16 Elementary Schools
    - 3 Junior High Schools
    - 6 High Schools
    - 2 Specialty Schools
  - **Charter/Specialty Schools**
    - Alpine Academy
    - Bonneville Academy
    - Excelsior Academy
    - Scholar Academy
  - **Utah State University**
    - USU Extension Tooele County Office
    - USU Tooele Campus
    - USU Tooele Science and Technology Campus
  - **Tooele Technical College**



- **Open Space & Recreation** – See the Open Space and Recreation Element for existing facilities.

## Element

### Proposed/Planned Facilities

- **Roadway Projects** – The needs of Tooele County motorists will continue to be a planning priority as the county experiences growth. Adequate mobility to, from, and within the county is essential to maintaining quality of life and employment opportunity within the valley. The table below shows the anticipated projects, initial number of lanes, and approximate timing (by decade) for each roadway project based on existing long-range plans. Timing is subject to change based on funding. Some projects may be listed from more than one source.



TOOELE COUNTY FUTURE ROADWAY PROJECTS				
ROADWAY	PROJECT	LANES	TIMING*	SOURCE
I-80	Widen EB I-80	6	2030	Statewide Long Range Plan Corridor Projects
I-80	Widen between SR-36 & Midvalley Highway	6	2030	Statewide Long Range Plan Corridor Projects
SR-201	Extend SR-201 to SR-36	-	2030	Statewide Long Range Plan Corridor Projects
Midvalley Highway	Widen between I-80 & SR-138	4	2040	Statewide Long Range Plan Corridor Projects
Midvalley Highway	Extend Midvalley Highway from SR-138 to Utah Ave.	-	2040	Statewide Long Range Plan Corridor Projects
Midvalley Highway	Extend Midvalley Highway from Utah Ave to SR-36	-	2040	Statewide Long Range Plan Corridor Projects
SR-36	Widen from Hardy Rd to Village Blvd	6	2030	Statewide Long Range Plan Corridor Projects
SR-36	Widen from Village Blvd to 1000 North	6	2030	Statewide Long Range Plan Corridor Projects
SR-36	Widen from Skyline Dr in Tooele to Kings Ave in Stockton	4	2040	Statewide Long Range Plan Corridor Projects
SR-138	Widen from Sheep Ln to Willow St in Grantsville	4	2030	Statewide Long Range Plan Corridor Projects
SR-138	Widen from West St to Center St Grantsville	4	2030	Statewide Long Range Plan Corridor Projects
SR-112	Widen from 1000 North to SR-138	4	2040	Statewide Long Range Plan Corridor Projects
1000 North	Widen from SR-136 to Droubay Rd	4	2020	Locally Planned Project
Utah Avenue	Widen from SR-112 to 1100 West	4	2020	Locally Planned Project
Droubay Road	Widen from 1000 North to Bates Canyon Rd	4	2020	Locally Planned Project
Droubay Road	Construct between Bates Canyon Rd to Center St	2-4	2030	Locally Planned Project

\* Timing refers to decade periods in which transportation projects will be developed.

## TOOELE COUNTY FUTURE ROADWAY PROJECTS CONTINUED

ROADWAY	PROJECT	LANES	TIMING	SOURCE
Droubay Road	Construction between Center St & SR-201 Extension	2-4	2020	Locally Planned Project
Oquirrh Expressway	Construct new Expressway along east side of Tooele Valley	4	2040	Locally Planned Project
Saddleback Boulevard	Extend east to new Oquirrh Expressway	2-4	2030	Locally Planned Project
Center Street	Extend east to Foothill Way	2	2020	Locally Planned Project
Gravel Pit Road	Construct between Center St & Bates Canyon Rd	2	2030	Locally Planned Project
Village Boulevard	Construct from SR-138 to Midvalley Highway	2	2030	Locally Planned Project
400 West	Construct between Village Blvd & 2000 North	2	2020	Locally Planned Project
Bates Canyon Road	Construct between SR-138 & 400 West	2	2030	Locally Planned Project
1200 West	Construct between SR-138 & 1000 North	2	2030	Locally Planned Project
Sheep Lane	Widen from SR-112 to SR-138	4	2020	Locally Planned Project
33rd Parkway	Construct from Sheep Ln to Droubay Rd	2	2020	Locally Planned Project
Depot Boundary Road	Construct from Mormon Trail Rd to SR-112	2	2020	Locally Planned Project
Burmester Road	Widen from Main St Grantsville to I-80	4	2020	Locally Planned Project
SR-36	Widen from Utah Ave to north Tooele Blvd	7	N/A	Tooele City Transportation Master Plan
Utah Avenue	Widen from Main St (SR-36) to Tooele Blvd	3	N/A	Tooele City Transportation Master Plan
Utah Avenue	Widen from Tooele Blvd to west Tooele City limits	5	N/A	Tooele City Transportation Master Plan
1000 North	Widen from Main St (SR-36) to Utah Ave	7	N/A	Tooele City Transportation Master Plan
2000 North	Widen from Main St (SR-36) to 200 West	5	N/A	Tooele City Transportation Master Plan
2000 North	Widen from 200 West to 400 West	3	N/A	Tooele City Transportation Master Plan
Droubay Road	Widen from 1000 North to north Tooele City limits	5	N/A	Tooele City Transportation Master Plan

- Transit** – As outlined in the Tooele County Transportation Plan, transit should expand as the county grows. Employment and residential densities are expected to grow within the county. A network of quality transit connecting these centers should be implemented. Transit hubs can help facilitate transit ridership and better serve local attractions, housing, and employment. SR-36 has been identified as a corridor that should be reimagined with transit.

As the demand for transit evolves, this corridor may be considered for express service, such as bus rapid transit (BRT).



- **Active Transportation** – Facilities for cyclists and pedestrians are evolving within Tooele County. The following table shows planned projects to improve active transportation in the county. Some of the projects listed are smaller pieces of the larger plan to create the Tooele Valley Pathway, a nine-mile multi-use path to connect communities within the valley.

## Implementation

Implementation for this section should follow the proposed facility projects outlined in this section and evaluate future needs based on existing and projected needs at the time of review.

TOOELE COUNTY FUTURE ACTIVE TRANSPORTATION PROJECTS	
PROJECT	TIMING
Stansbury Park Loop	Near Term (Next 3 Years)
Village Boulevard Bikeway	Near Term (Next 3 Years)
Soundwall Trail	Near Term (Next 3 Years)
Stansbury Parkway Bikeway	Near Term (Next 3 Years)
SR-138 Grade Separated Pedestrian/Bike Crossing Stansbury Park	Near Term (Next 3 Years)
Brigham-Porter Bikeway	Near Term (Next 3 Years)
Rabbit Lane Pathway	Near Term (Next 3 Years)
Stallion Bikeway	Near Term (Next 3 Years)
Center Street Pathway	Near Term (Next 3 Years)
Stansbury Park Commercial Area Pathway	Medium Term (4 - 10 Years)
Liddell Lane / 400 West Pathway	Medium Term (4 - 10 Years)
Stallion Way / Village Boulevard Pathway	Medium Term (4 - 10 Years)
Bates Canyon Road Path	Medium Term (4 - 10 Years)
Tooele Parkway Path	Medium Term (4 - 10 Years)
Erda Way Path	Medium Term (4 - 10 Years)
Droubay Road Facilities	Long Term (Next 20 Years)
SR-36 Underpass	Long Term (Next 20 Years)
SR-138 & SR-36 Facilities	Long Term (Next 20 Years)
1200 West Facilities	Long Term (Next 20 Years)
Midvalley Highway Pedestrian/Bike Path	Long Term (Next 20 Years)
Route to the Great Salt Lake	Long Term (Next 20 Years)
Route to Salt Lake County	Long Term (Next 20 Years)

# CONSERVATION & PRESERVATION ELEMENT



Image Credit: Jaynes Gallery | Fine Art America

## Introduction & Background

Agricultural land in growing areas tends to be the least expensive land to develop due to its “development ready” potential. This is because developers look at a potential property to purchase based on how much work it will take to develop the site versus how much the land costs. Typical development ready criteria reviewed may include:

- How flat is the site, and are there any existing constraints (water, wetlands, topography, etc)?
- How many property owners would be involved and are they willing to sell?
- What government entities have jurisdiction over the property?
- Is there an existing survey?
- What is the size of the property?
- Are there existing buildings, utilities, easements or other things that would need to be removed or incorporated in the future design?
- What is the price / acre?
- What is the existing zoning?
- What are the surrounding zones and land uses?
- What is the existing access to the site in terms of roads and utilities?

Agricultural land usually checks most of the right boxes for a developer. This is why the need to plan ahead for growth and development is so critical and needs to be done holistically across all jurisdictions in a region. If there is no place for growth to occur, or if it is not planned for in advance, the developer driven growth will gravitate to the most affordable land wherever it may be. And although one developer may be stopped from developing, the next 5, 10, or 50 may not be.



Each area should be looked at based on whether or not it should be developed given its context, infrastructure, history, culture, and the development pressure surrounding the region. Then growth should be distributed proportionally according to the findings no matter its jurisdiction. Looking at a geographic area holistically allows jurisdictions to coordinate conservation and preservation efforts on land, water and other resources. This type of planning creates smart and sustainable growth and preserves the most resources. Unfortunately, once agricultural or historic land is lost it does not typically come back. This is the exact situation the County is finding itself in today, and why it is critical to delineate which areas should and should not be developed.

## Best Practices

Part of the vision of the public engagement process was to preserve the rural atmosphere of the Tooele and Rush Valley areas. The following are potential tools and best practices for preserving agricultural land, open space, and rural character:

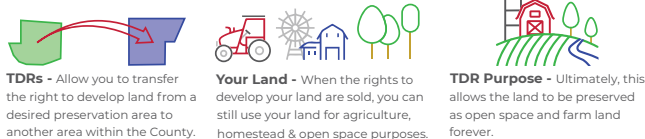
### Land Conservation & Preservation

- **Land Use Regulation** – Land use regulation is often utilized to preserve lands for near- and medium-terms and has the ability to grow and adapt to the ongoing changing environment. Often this is only utilized as a temporary solution.
- **Conservation Subdivision / Cluster Development** – Conservation subdivisions encourage clustered housing and commercial development while preserving the majority of the remainder of the “developed” land as open space under a conservation easements. (Ex. On a five-acre parcel you could develop five one-acre lots and have no public open space remaining, or you could shift to five half-acre lots and preserve 2.5 acres of conserved land. You could also develop eight third-acre lots and have 2.6 acres of conserved land, or 10 quarter-acre lots and have 2.5 acres of conserved land. The increased amount of smaller units allow the preservation of land to be more affordable.)
- **Conservation & Farmland Preservation Easements** – Are voluntary legal (easement) agreements that permanently limit the use of land for agricultural and open space purposes. These must be entered into by the land owner and the legal governing body.

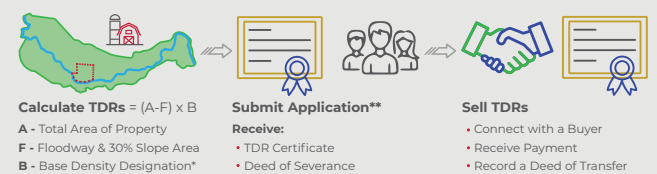


- **Agriculture Conservation Easement Purchase Program (ACEP)** – This federal program provides funding to help protect sensitive lands, working farms, and ranches through conservation easements.
- **Greenbelts, Greenways & Green Wedges** – Are sections of undeveloped land which encircles cities, townships, or major areas of development. They are typically used as growth boundaries and also serve the residents by providing large natural open spaces within close proximity. (Stansbury Park currently maintains a Greenbelt Service Area.)
- **Transfer of Development Rights (TDR) Program** – TDR programs limit development in key locations transferring that potential development to other targeted locations where development is more appropriate. Once the development rights have been transferred that land is placed under a conservation easement. Development potential is not reduced only transferred.

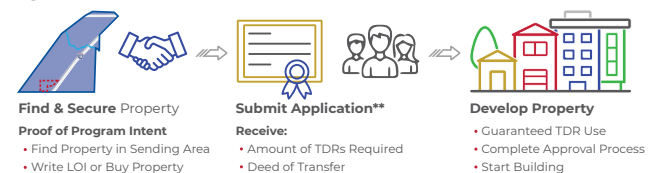
#### TDR OVERVIEW



#### SELLER PROCESS



#### BUYER PROCESS



- **TDR Bank** – Allows for a municipality to control the transfer of development by purchasing the development rights and reallocating them when and where they desire. The TDR bank typically is created in tandem with a TDR program.
- **Private Land Trusts and Easements** – A land trust is a legal entity formed by an individual or group to purchase and manage property for the intent of preserving the land for a particular use. That use may be recreation, agricultural, or to buffer from other development.

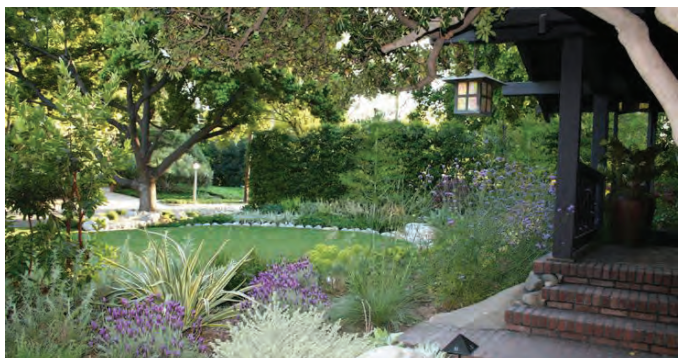
- **Utah Open Lands Program** – The Utah Open Lands program is a land trust designed to permanently protect land in Utah, by acquiring the title or trust of a conservation easement. They maintain stewardship of these properties for public use.
- **Bureau of Land Management** – “The Bureau of Land Management’s [BLM] mission is to sustain the health, diversity, and productivity of public lands for the use and enjoyment of present and future generations.” BLM owns thousands of acres within Tooele County including in Tooele and Rush Valleys.
- **United States Forest Service (USFS)** – Is a federal agency that owns and maintains national forests, grasslands, and mountain range land. USFS owns over 67,000 acres in the Desert Peak area west of Tooele and Rush Valleys.
- **Fee Simple Title (Land Purchase)** – A fee simple title is similar to a land trust in that an individual or group may purchase a desirable open space property or own a property and hold it for the intent to be used for recreation or agriculture. Due to the high cost of land, this option may be costly and reserved for highly important or critical parcels to preserve open space.
- **Historic Preservation / National Historic Registrar** – Land that has been deemed on the historic preservation or National Historic Registrar is another method of preserving land as open space or non-developed land. This case does not apply to many properties, but is a tool that can be used if significant historic value can be found on a property. Typically the historic value is in the preservation of an historic building on the property. Some examples of this in Tooele County are:
  - Ophir Town Hall
  - Benson Grist Mill
  - Thomas N. Taylor House
  - Lawrence Brothers and Company Store
  - Pony Express Trail and Station Monuments



Image Credit: Steve Griffin | The Salt Lake Tribune

## Water Conservation & Preservation

- **Water System Management** – This management process evaluates and assesses the existing water system and replaces or improves under performing sections and facilities. It also adds meters in critical areas to watch for water leakage. Leakage represents the largest real losses for most water systems. [[https://www.epa.gov/sites/default/files/2016-12/documents/wc\\_best\\_practices\\_to\\_avoid\\_supply\\_expansion\\_2016\\_508.pdf](https://www.epa.gov/sites/default/files/2016-12/documents/wc_best_practices_to_avoid_supply_expansion_2016_508.pdf)]
- **Metering** – Add meters at each user location to track water consumption and distribute the cost of the system on those consuming the most water using a conservation rate structure. A conservation rate structure incentivizes users to reduce water use to be under certain thresholds of cost/gallon of water use.
- **Grey Water Systems & Water Reuse** – Grey water systems or water reuse takes water that has already been used (from places like your laundry, shower, and sink) and uses it for a secondary purpose (like watering gardens or landscaping) before allowing it to enter the sewer system.
- **Rain Water Harvesting** – Allows users to capture and store water on site for future outdoor irrigation needs.
- **Sustainable Water Use Practices** – Changing user habits to utilize smart water sensing irrigation systems, water wise appliances and toilets, turning off water when not in use, watering landscape the right amount and at the right times.
- **Water-Wise Landscape Design** – When individuals hear the term water-wise landscape design they typically think no lawn and only use rock or bark mulch. A water-wise landscape design is a design that is thoughtful in its placement or use of lawn and utilizes more drought tolerant native plants. It may also mean replacing typical lawns with other more water-wise plant substitutions. The use of rock or bark mulch, drip irrigation systems, and less water intensive plants is encouraged in water-wise landscape design.



## Principles

The following principles help illustrate what would be required given various desired outcomes that were expressed during the public engagement process of this study:

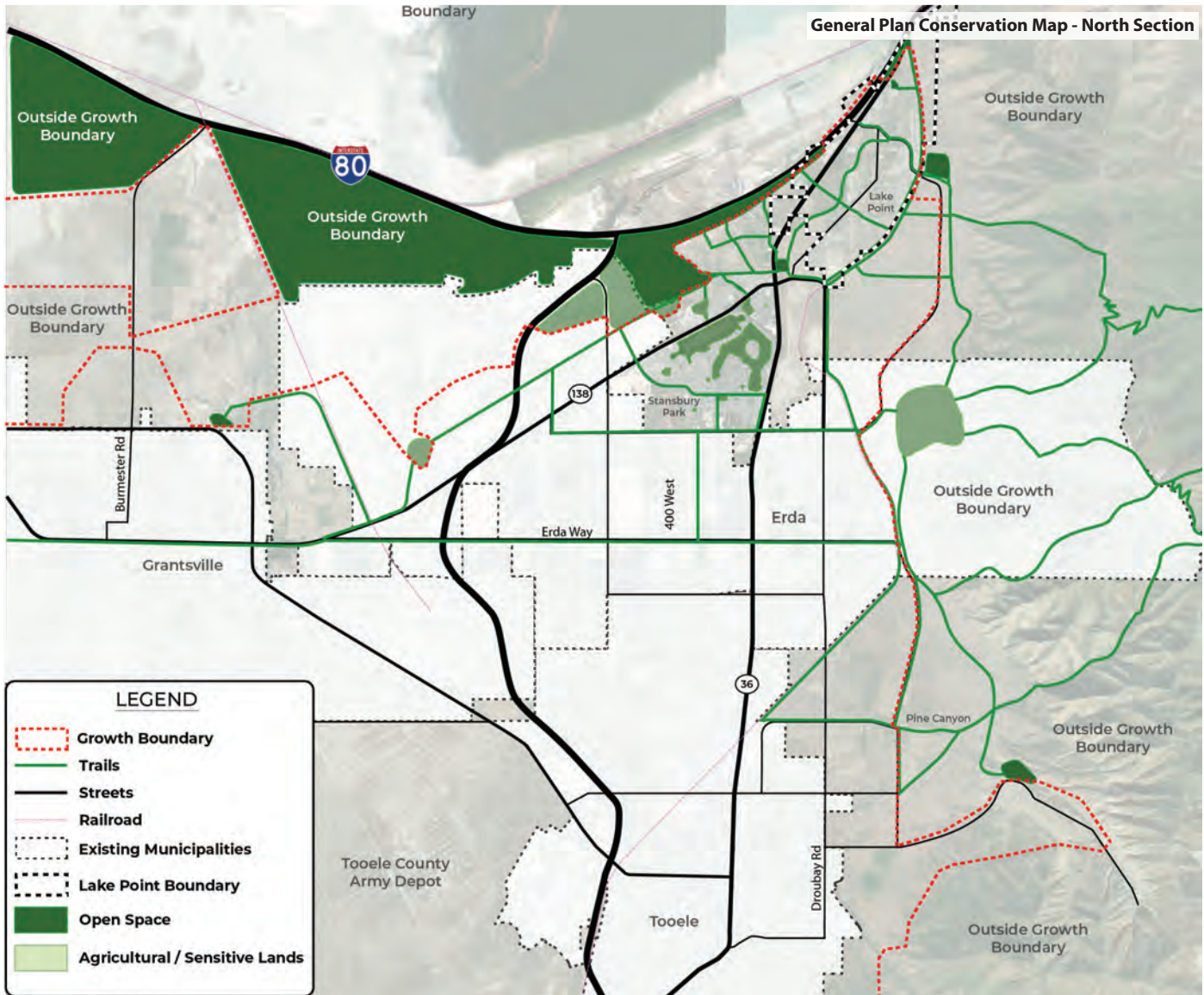
### Desired outcome: Water Efficiency

As outlined in the Land Use Principles section the majority of water use comes from landscape irrigation. Single family homes, townhomes, and apartment homes indoor water use is approximately the same, but their outdoor use is drastically different. The easiest and best solutions for reducing water consumption is to reduce lot sizes, and utilize water-wise landscape design. (See Desired outcome: Large lots & development costs under the principles section of the Land Use Element)

## Element

As shown on the preferred map in the Land Use Section and the maps below, growth boundaries have been established in both the Tooele and Rush Valleys helping to concentrate the long-term growth of these areas. No significant development should occur outside of the growth boundary areas indicated on the map. Development on the fringes of the growth boundaries should blend with its surrounding context and increase in intensity as development reaches major nodes and existing and planned infrastructure. Key areas for long-term agricultural and open space preservation have also been identified.









## Implementation

The following steps should be taken upon approval of the Tooele County General Plan Update:

### 1. Evaluate land conservation and preservation best practices

A study to evaluate the following land conservation and preservation best practices should be conducted to find the best solution for preserving critical agricultural and open space lands in Tooele County:

- Land Use Regulation
- Conservation Subdivision / Cluster Development
- Conservation & Farmland Preservation Easements
- Agriculture Conservation Easement Purchase Program (ACEP)
- Greenbelts, Greenways & Green Wedges
- Transfer of Development Rights (TDR) Program
- TDR Bank
- Private Land Trusts and Easements
- Fee Simple Title (Land Purchase)
- Historic Preservation / National Historic Registrar

### 2. Create a Unified Tooele County Water Council (UTCWC)

The creation of a Tooele and Rush Valley Water Council should facilitate the collaboration of water use, design standards, codes, and infrastructure throughout the region. This Council should be made up of members from each of the municipalities, water service, and improvement districts including:

- Grantsville Conservation District
- Lake Point Improvement District
- Rush Valley Water Conservancy District
- Stansbury Park Improvement District
- Stockton
- Tooele Conservation District
- West Erda Improvement District

### 3. Add water-wise landscape standards to the development code

Currently the major landscape standard for development in the County can be summed up in this sentence: "The site must be maintained and landscaped so as to minimize the impact on neighboring properties and in order to retain the character of the neighborhood."

A section prescribing landscape standards should be drafted with requirements for the reduction of outdoor water use. The addition of the landscape standards should incorporate rain water harvesting and focus on native or drought tolerant plants, smart sensing irrigation systems, and water-wise design practices. A maximum allowable lawn area should also be incorporated into the landscape standards.

### 4. Add incentives for water reuse, grey water systems, and smart irrigation systems

A study should be conducted to review strategies on how to encourage remodel, redevelopment, and new development projects to utilize grey water and water reuse systems. In addition to this study the UTCWC should incentivize residents for converting or incorporating smart irrigation systems and water wise landscape development or redevelopment. Currently the Jordan Valley Water Conservancy District offers an incentive program for similar projects in Salt Lake County [<https://jvwcd.org/public/conservation>]

### 5. Mandate meters on all new development

Meters should be added to each new water user location and to existing water users when feasible to track water consumption. A conservation rate pricing structure should also be implemented to encourage the reduction of water use in the Valley.

### 6. Adopt applicable regional water conservation goals recommended by the Division of Water Resources [<https://conservewater.utah.gov>]

### 7. Create a water conservation plan for the County which includes the implementation practices above. (See Utah State Code Section 73-10-32)



# **ECONOMIC DEVELOPMENT ELEMENT**



## Introduction, Background & Best Practices

Tooele County is strategically located just west of Salt Lake City and along the major I-80 corridor. It is adjacent to the Salt Lake International Airport and has two airports within County boundaries. The Tooele Valley Airport (TVA) is owned and operated by Salt Lake City and the Wendover Airport is County-owned. The County is also served by two major rail lines that provide service to the ports of Los Angeles and Oakland.

Truly located at the crossroads of the West, Tooele County has established itself as a distribution center with many large warehousing facilities. It is also known for mineral extraction and other activities related to the Great Salt Lake which forms some of the County's northern border and for the military presence in the County. Looking ahead, the County has significant opportunities to increase its economic sustainability. Some of these prospects include developing a greater manufacturing base, attracting higher-paying jobs (coordinating with and expanding the USU campus to retain graduates), reducing the number of commuters outside of the Valley, marketing its reputation as a recreational/tourist destination, increasing traffic at the Tooele Valley Airport to bring in more high-wealth tourists and developing a satellite Inland Port.

Figure 1: Map of Tooele County Boundaries



## Socio-Economic Data

To compare Tooele County employment to that of the State of Utah, ZPFI created the index in the following table. Average Employment and Establishments columns are created based off the County's share of each industry compared to the State's share of each industry. For interpretation, a value of 1 signifies that the County has the same percentage as the State, while a value greater than one means that the County has a larger share in the industry than the State does.

**Table 1: Tooele County Employment Indices**

<b>Industry Sector</b>	<b>Average Employment</b>	<b>Establishments</b>
Transportation and Warehousing	2.07	1.94
Public Administration	2.00	2.39
Agriculture, Forestry, Fishing & Hunting	1.51	0.87
Mining	1.46	0.96
Manufacturing	1.35	0.77
Accommodation and Food Services	1.12	1.32
Education Services	1.10	1.47
Retail Trade	1.05	0.96
Admin., Support, Waste Management, Remediation	1.03	0.88
Other Services (except Public Admin.)	1.00	1.48
Arts, Entertainment, and Recreation	0.93	1.50
Construction	0.87	1.13
Health Care and Social Assistance	0.86	1.25
Utilities	0.60	1.36
Real Estate and Rental and Leasing	0.44	0.89
Professional Scientific & Technical Svc	0.43	0.64
Information	0.40	0.60
Wholesale Trade	0.28	0.42
Finance and Insurance	0.23	0.66
Management of Companies and Enterprises	0.00	0.00
Unclassified establishments	0.00	0.00

Source: Utah Department of Workforce Services

Tooele County has a higher concentration of employment in Transportation and Warehousing, Public Administration, Mining, and Manufacturing than the State as a whole. Industries that are less concentrated in the County include Management, Finance and Insurance, and Utility companies.

Some of the larger employers in the area include Wal-Mart, Purple, US Magnesium LLC, Cabela's, Mountain West Medical, Morton Salt, and the US Army. Purple, US Magnesium, and Morton Salt are all manufacturing companies. This group of larger employers fits the County profile, as manufacturing, retail, and health care jobs make up the highest concentration of employment in the County. As a result of the higher concentration in these industries, it should come as no surprise that the County is attracting other medical and manufacturing companies. Plastic Ingenuity and Carvana are two of the companies that are moving into Tooele County over the coming years, showing that Tooele County is seen even outside of Utah as an excellent place for growth in these sectors.



Image Credit: Big-D Construction

Table 2: Tooele County Largest Employers

Company	Employees	NAICS Code	Ownership
Wal Mart	1000-1999	493110	Private
Purple Innovation, LLC	500-999	337910	Private
US Army Operations Support Command	500-999	928110	Federal
Cabela's Wholesale, LLC	250-499	493110	Private
Mountain West Medical Center	250-499	622110	Private
US Army Test and Evaluation	250-499	928110	Federal
Us Magnesium LLC	250-499	331410	Private
Wal Mart	250-499	452311	Private
Albertsons	100-249	445110	Private
Aro	100-249	445110	Private
Board of Education	100-249	611110	Local
Broken Arrow Incorporated	100-249	238912	Private
Cargill Inc	100-249	311942	Private
Carlisle Construction Materials LLCs	100-249	326299	Private
Chenega Facilities Management, LLCs	100-249	561210	Private

Source: Utah Department of Workforce Services



Table 3 below compares wages across the State of Utah to those in Tooele County. The Average Monthly Wage index compares County average wages to State average wages for the same industry. A score of 0.80 means that the monthly wage for that industry is 20 percent lower than the wage across the state. The final column is how much the employees earn on average in the given industry. Some of the industries with generally high wages are uncommon in the area, because of low industry diversification.

Only three industries have higher monthly wages than the State of Utah, and these are the Public Administration, Agriculture, and Waste Management industries. On average, monthly wages are 15-17 percent lower in Tooele County than they are throughout the State. Despite this wage difference, the United States Census reports that the median wage in Tooele County is almost \$3,000 higher than that of the State.

**Table 3: Tooele County Wages**

<b>Industry Sector</b>	<b>Average Monthly Wage</b>	<b>Tooele County Monthly Wage</b>
Utilities	0.93	\$7,101
Finance and Insurance	0.81	\$5,852
Professional Scientific & Technical Svc	0.79	\$5,563
Public Administration	1.13	\$5,429
Mining	0.74	\$5,261
Manufacturing	0.99	\$5,077
Wholesale Trade	0.77	\$4,770
Transportation and Warehousing	0.92	\$4,122
Agriculture, Forestry, Fishing & Hunting	1.29	\$4,042
Admin., Support, Waste Management, Remediation	1.16	\$4,005
Construction	0.82	\$3,919
Education Services	0.98	\$3,531
Health Care and Social Assistance	0.81	\$3,295
Information	0.40	\$3,077
Real Estate and Rental and Leasing	0.65	\$3,041
Other Services (except Public Admin.)	0.81	\$2,614
Retail Trade	0.72	\$2,293
Arts, Entertainment, and Recreation	0.64	\$1,561
Accommodation and Food Services	0.77	\$1,262
Management of Companies and Enterprises	0.00	\$0
Unclassified establishments	0.00	\$0

Source: Utah Department of Workforce Services

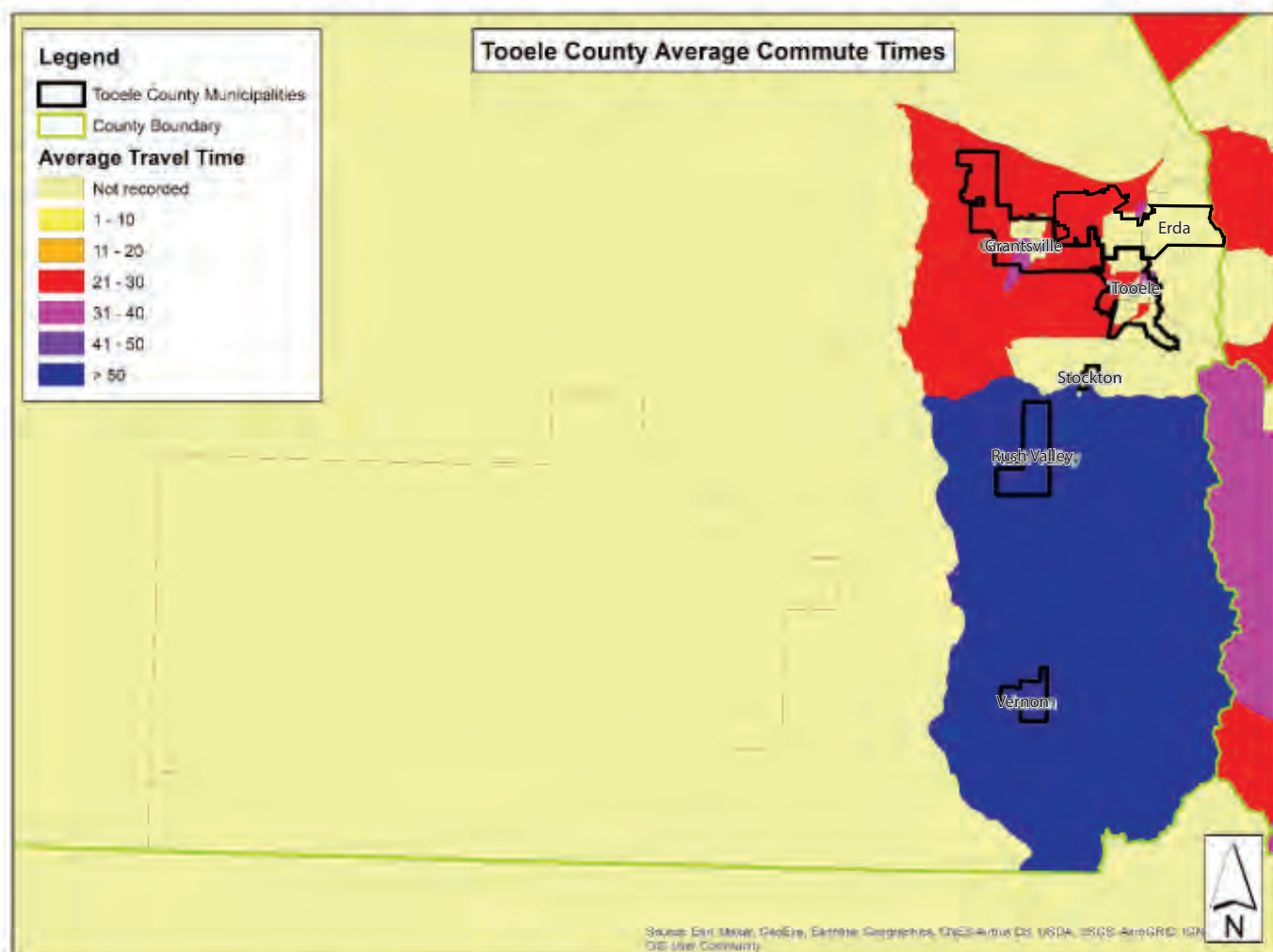
Together, two things explain this disparity – with lower wages in the County, many households may require more than one worker. This conclusion is supported by other data from the Census. The other explanation is that mean wages are higher across the State of Utah than in Tooele County, even though median wages are lower.

Partially because of lower wages and partially because of a lack of industry diversification, almost 75 percent of the workers from Tooele County commute to other counties to work. This causes travel times to be higher in Tooele County, and increases transportation costs throughout the County.

This issue is exacerbated in the southeast portion of the County, which faces some of the highest transportation times in the State of Utah. Commute times are also high for areas around Stansbury Park.

Logically, somebody who lives in Tooele County will choose to work outside the County if transportation costs are covered by the increase in salary. Thus, 75 percent of Tooele County workers feel that they make enough in other counties to cover both commuting costs and travel time. However, a traditionally higher unemployment rate than the rest of the State suggests that there are some in the County who do not view transportation through this lens and that there may not be jobs available in the County for their skillsets.

Figure 2: Tooele County Average Commute Times

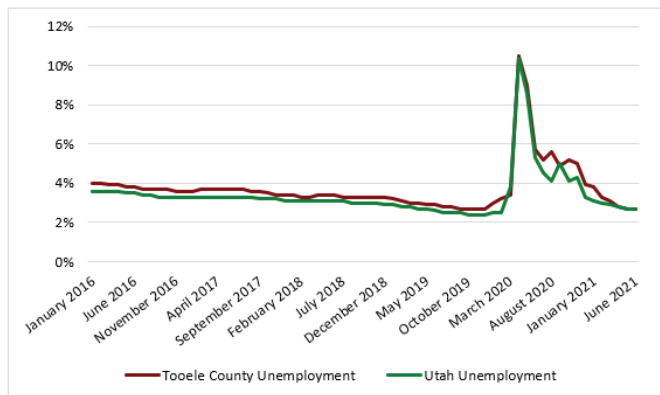


Source: ACS 2019 5-Year Estimates

## Unemployment

In the past, Tooele County tended to lag the State in employment rates, exceeding the State's average unemployment rate by 0.34 percent since January 2016. After overcoming 10 percent unemployment this past year, Tooele County's unemployment rate is currently equal to the State of Utah.

Figure 3: Unemployment Rates in Tooele County and Utah

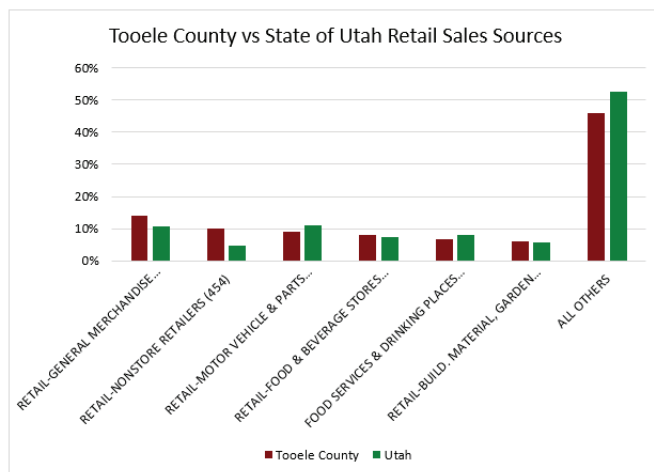


Source: Utah Department of Workforce Services

## Retail Sales

From a commercial standpoint, the top six revenue-producing industries in Tooele County make up more than 50 percent of taxable revenue. In this sense, Tooele County is not as diversified as the State.

Figure 4: Top Retail Sales Industries in Tooele County



Source: Utah State Tax Commission

While these are the industries that make up most of Tooele County's revenues, there are also smaller sectors that are well represented compared to the State. The following table, using the same methodology as above, shows that retail sales are comparable to employment concentrations. Mining, manufacturing, and waste management are expected due to high employment concentrations, while gasoline sales are higher due to the County's high commute times.

Adjusting retail sales to a per-capita basis can highlight areas where the County can encourage growth. ZPFI performed a retail sales analysis with the highlights shown in the following table. A value greater than 100 percent shows that the County performs better than the average county, while a value below 100 percent suggests that residents are not as likely to purchase these items in the County.

Table 4: Selected Retail Sales Leakage

Industry	Sales Leakage
Retail-Gasoline Stations	131.31%
Health Care & Social Assistance	127.74%
Retail-Furniture & Home Furnishings Stores	85.04%
Retail-Food & Beverage Stores	79.29%
Food Services & Drinking Places	59.88%
Retail-Motor Vehicle & Parts Dealers	58.37%
Retail-Clothing & Clothing Accessories Stores	19.09%

Source: Utah State Tax Commission

Not surprisingly, gasoline stations do well in the County as travel costs are greater for the workforce. A surprise comes from the Health Care Industry, as residents of Tooele County spend more per capita than the State average. From the analysis, it seems that many County residents shop for groceries, eat out, buy clothing, and have car maintenance performed outside of Tooele County. This may be partially due to the fact that so many residents commute out of the County to their places of work, thereby eating lunch or picking up groceries on their way home. The County can promote growth in these industries as the population grows and more jobs are brought to the area.



The County is projected to grow from 67,397 residents in 2021 to 78,499 residents in 2026 – an increase of 11,101 persons. While retail square feet per capita has been declining in recent years due to the growth in online sales, a generally accepted standard is to assume 17 to 20 retail square feet per capita. Therefore, population growth over the next 5 years should support an additional 200,000 square feet of retail space – although some of this space may be supported outside of Tooele County.

In 2020 the Utah State Tax Commission reported retail sales of \$41,980,187,786 in retail sectors and eating & drinking places statewide [not including sectors such as construction, utilities, finance, transportation, etc.]. With a statewide 2020 population of 3,271,616 persons, this represents annual taxable retail sales of roughly \$12,800 per capita in Utah. Therefore, new growth in Tooele County is expected to increase taxable sales considerably by 2026.

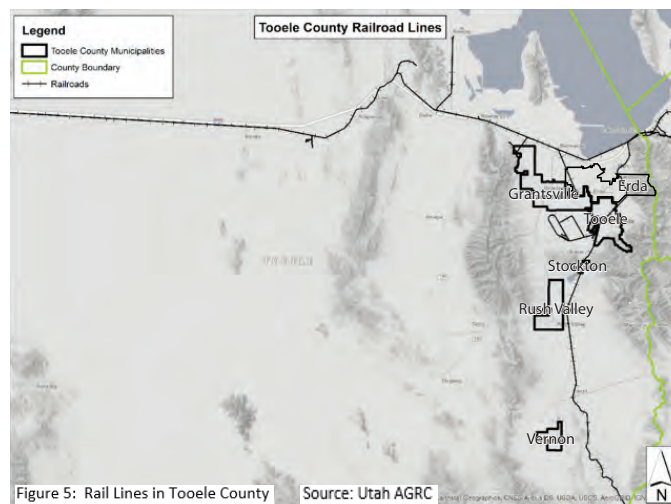
Table 5: Sales Tax Revenue Increase, 2021-2026

	Gross Taxable Sales Increase
100% capture in Tooele County	\$142,443,999
75% capture in Tooele County	\$106,832,999
50% capture in Tooele County	\$71,221,999

It is anticipated that most of the retail growth would take place in incorporated cities and not in the unincorporated County.

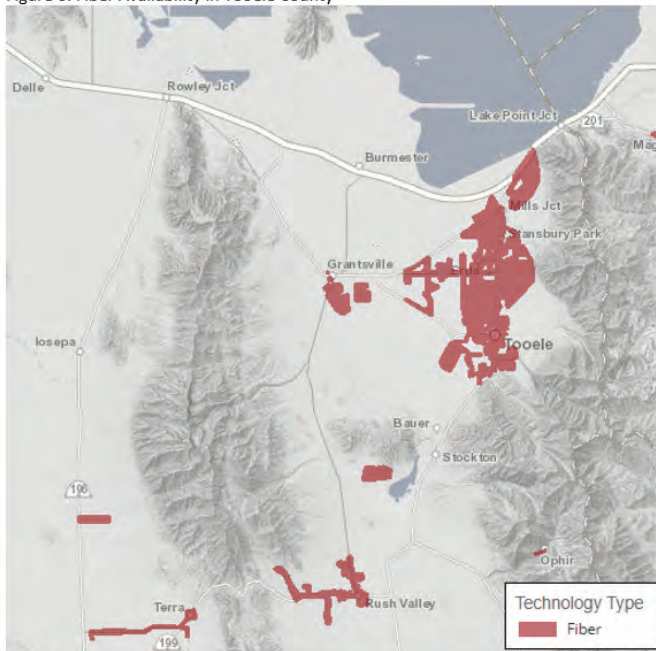
### Economic Infrastructure

- Railroads** – The County is well served by two rail lines with additional spurs and access off of the two main lines. This is particularly advantageous to the County in terms of manufacturing development and with the potential for an Inland Port satellite campus. The Timpie Valley area has great potential for future manufacturing development as does the area south of Grantsville and near Highway 138.



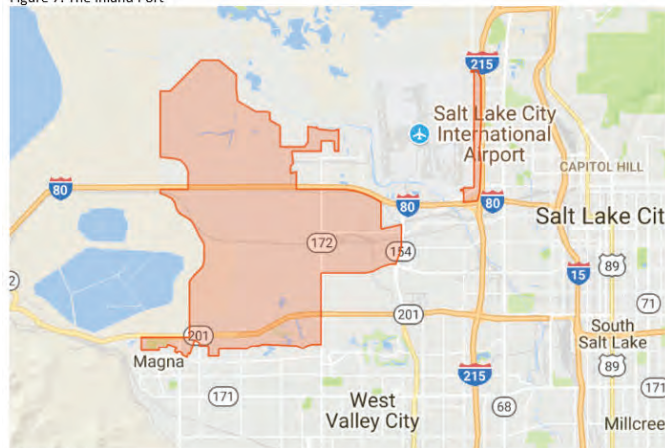
- Broadband** – The FCC reports, as of January 2021, that 85.2 percent of the population in Tooele County has access to broadband internet. In rural areas of the County, this drops to 53.2 percent. Approximately 72.3 percent of Utahns have access to broadband in rural areas, suggesting that Tooele County has more work to do. The map below shows that fiber is concentrated in Tooele, Erda, and Stansbury park.

Figure 6: Fiber Availability in Tooele County



- **Inland Port Satellite** – The Inland Port is in Salt Lake County, directly west of the Salt Lake City International Airport. Customs clearing is provided at this dry port for international goods arriving at western ports. This alleviates congestion at already crowded docks on the West Coast. Within the Utah system, additional satellite ports are contemplated to further streamline and relieve pressure on operations at the Salt Lake City site. Tooele County is well-positioned for a satellite port which could process goods from the West Coast, and then process them on to other destinations without having to travel through the traffic of Salt Lake City. Tooele is particularly well-situated to process goods down Highway 36 to Highway 6 which eventually connects with I-70.

Figure 7: The Inland Port



Source: HEAL Utah

- **Roads** – The major transportation routes through Tooele County include I-80, Highway 36 and Highway 138 as shown in the map below.

Figure 8: Tooele County Transportation



Source: Utah AGRC

## Element

Tooele County has very diverse development and terrain. Therefore, it is beneficial to look at economic development opportunities in the County based on different geographic locations as discussed in the following sections:

- **Tooele Valley Airport** – The Tooele Valley Airport (TVA) is managed under Salt Lake City and the Salt Lake City International Airport. This airport currently serves general aviation and is a great draw for recreation visitors to the County who fly in on their private aircraft. While its 9,000-foot runway has the capacity to handle smaller jets, the focus should be on general aviation, not commercial traffic. The airport is equipped with an Instrument Landing System (ILS) and has significant potential to attract more general aviation traffic and governmental services that could be diverted from Salt Lake City International Airport. This resource could further be tapped into to support the industrial growth of the area. Although this airport does fall within Erda City boundaries land use and economic development practices should be synergistic to maximize the regional draw for the county.



- **Wendover Airport & Industrial Area** – The Wendover Airport has been in Tooele County since the United States Military chose the area for an airbase before the Country's involvement in WWII. In addition to historic buildings from the era, the Airport features shows, rides, tours, and entertainment opportunities for the public throughout the year. The Airport provides for tourism in the area, (including film production in the Leppy Road area) in addition to opportunities for community engagement. With four runways on site, the Airport has average traffic of 13 planes per day. These constitute a mix of general aviation, some commercial, and a few military flights.



- **I-80 Corridor** – Tooele County has a significant advantage in being located along a major transportation route and within a short distance of a major international airport. With the development of the Inland Port proximate to Tooele County's northeastern boundary, the County can capitalize on synergistic development and has ample vacant land to do so. Manufacturing development is a major emphasis at the Inland Port and should also be pursued in Tooele County. While distribution opportunities exist along I-80, manufacturing provides a much more sustainable economic base and significantly greater tax revenues.



The western end of the I-80 corridor leads to Wendover, which spans both Nevada and Utah. The community is characterized by the gambling and casinos of West Wendover, while the Utah portion provides support services to the hotels and casinos. Wages are low and poverty levels are high in this portion of the County. Efforts should be made to increase industrial development (as hinted at in the Wendover Airport & Industrial Area section) in this area of the County, thus bringing better paying jobs to the area. The Wendover Airport offers some opportunity to develop an adjacent industrial park that could help diversify the job base of the community. Specific opportunities provided by the airport include aviation-related services, as well as businesses that would benefit from proximity to the adjacent rail line.



There are several large-scale operations in the western part of the Corridor. While the hazardous-waste businesses have relatively high-paying jobs, they are not popular with the community. Therefore, expansion of these businesses could prove problematic. Currently there is one incinerator and two landfill companies. The County receives a portion of landfill fees from these companies, which provides a good source of revenue for the County.

Along the western and southern shores of the Great Salt Lake are several mineral extraction companies (salt, magnesium, and brine shrimp). The largest of these companies is US Magnesium. These companies provide good-paying jobs and are an important part of the economy of the County.

- **Timpie Valley Industrial Area** – Timpie Valley is an area that extends southward from the I-80 corridor and is a prime site for manufacturing and industrial development. Timpie Valley includes rail corridors, 25-minute access to the Salt Lake City International Airport, an I-80 interchange, access along SR 138 and large areas of vacant land suitable for development. Timpie Valley is well served with infrastructure

Figure 9: Railroad Connections in Northern Tooele County



necessary for economic development that includes two electrical substations, T-1 broadband capability and rail access that connects to the main Union Pacific rail line that follows I-80.

This area is well suited for large-scale industrial development and would not compete with the Tooele Army Depot. The Tooele Army depot, located in Tooele City, is also rail-served. However, the existing buildings are small and would therefore serve a different type of tenant than the large-scale manufacturing envisioned for Timpie Valley.

The Ninigret Group has little remaining vacant



land at Tooele Army Depot on which to build additional industrial space. Timpie Valley, however, will experience some competition from large-scale industrial/business park development envisioned for what is known as the Romney development along SR 138 and recently annexed into Grantsville. This area is also served by a rail line that connects to I-80 and has good access from Highway 138.

Manufacturing development provides a much stronger and sustainable economic base than does distribution/warehousing development. Manufacturing includes a significant personal property component that often doubles and even triples the taxable value of a parcel. In comparison, distribution/warehousing relies generally on the value of the land and the building (and the building is often just a shell construction).

- **Greater Rush Valley, Stockton, & Vernon** – Rush Valley includes three incorporated cities: Rush Valley, Stockton, and Vernon. The old Pony Express route is found in the center of Rush Valley. Residents of this area generally commute to Tooele or the Salt Lake Valley for work but have chosen to live in this more remote part of the County due to its large, open spaces. Significant economic development is not a priority for this portion of the County. Given the relatively small population of this area, commercial development will be limited to small-scale neighborhood convenience retail.



- **Skull Valley** – Dugway Proving Ground is in Skull Valley. Dugway has shifted from mainly military personnel to more contractors who commute to the facility. The area is largely unsettled, with only a small population in the unincorporated area of Terra. Other than Dugway, ranching is the main activity in Skull Valley.

There is an exit from I-80 at Skull Valley but no commercial development at the interchange due to limited activity in the area. Future commercial development in Skull Valley is not likely in the near term.

- **West Desert** – This is mainly federal land used for the Utah Test and Training Range and Dugway Proving Grounds. It is not suitable for future economic development.
- **Ibapah Gold Hill** – This is the most isolated area of the County with limited access from Juab County or Nevada. Ranching is the main activity in this area. There is no infrastructure to support commercial development in this area.

## Industry Clusters

Utah has identified the following industries as top priorities for the State to recruit and expand.

- Advanced Manufacturing
- Aerospace & Defense
- Energy
- Financial Services
- Life Sciences & Healthcare Innovation
- Outdoor Products & Recreation
- Software & Information Technology
- Tourism & Film

Of these industry clusters, three seem most appropriate for Tooele County:

- Advanced Manufacturing
- Aerospace & Defense
- Outdoor Products & Recreation

Tooele County already has a strong manufacturing base, has airports and a motorsports park to test transportation-related technology and is known for its outdoors and unique recreation activities.

Thanks to research universities such as Utah State University, Utah leads the nation in aerospace technology development. In addition to cutting-edge programs at Hill Air Force Base, Utah also hosts high-tech military testing at Dugway Proving Grounds and various developments at the Utah Unmanned Aerial Systems test center – both of which are located in Tooele County.

The Advanced Manufacturing sector has remained strong during the pandemic with limited problems with the supply chain related to PPE. The Defense sector has also remained strong although Aerospace has some uncertainty moving forward at the present time. Outdoor Products & Recreation have seen a boom in demand.

## Tourism

Tooele County has several major adventurous attractions that bring people to the County. The Utah Motorsports Campus, formerly known as the Miller Motorsports Park, hosts prestigious international motorsports events while also offering amateur and professional automobile, motorcycle, and kart racing.

The Bonneville Salt Flats is a world-renowned speedway where vehicles have achieved speeds over 600 miles per hour. Other high-adventure type activities include the Bonneville Seabase for snorkeling and scuba diving, and other sites offering equestrian activities, sky diving and air shows.



Image Credit: Auto Class Magazine

## Implementation

- 1. Increase incentives for high-paying jobs in the Community, thus reducing the need for residents to commute outside of the Community to work**
  - **Strategy:** Focus on manufacturing jobs and develop an incentives policy for businesses with high-paying jobs
  - **Strategy:** Work closely with the Inland Port Authority to set up a satellite port in Tooele County
  - **Strategy:** Encourage the development of high-tech jobs and remote work opportunities through greater access to broadband internet
- 2. Increase tourism in the County**
  - **Strategy:** Market to socio-demographic groups that are attracted to high adventure activities
  - **Strategy:** Work with the Salt Lake City International Airport to use the Tooele Valley Airport (TVA) for more general aviation traffic, thus bringing more high-wealth (private planes) tourists to the County
  - **Strategy:** Consider adding other high adventure sports such as a gun range, ATV trails, etc.
- 3. Reduce sales leakage outside of County boundaries**
  - **Strategy:** Promote larger retail development in growth nodes rather than strip retail in scattered unincorporated areas
  - **Strategy:** Allow for clustered neighborhood convenience retail in areas that serve the entire County.
- 4. Improve the economic sustainability of the County**
  - **Strategy:** Coordinate with educational institutions to prepare graduates with labor skills needed by existing businesses in the County and to attract new businesses that will capitalize on the education opportunities available in the County
  - **Strategy:** Seek to diversify the industry types in the County
  - **Strategy:** Prepare a County policy regarding incentives to attract those businesses and industry types most desirable to the County

# 03

## PUBLIC ENGAGEMENT

“The county should bring back Township Committees. The committees gave us a say in what develops here.”

- SURVEY PARTICIPANT



## Introduction

Several key Tooele County stakeholders were individually interviewed from late March through June 2021. Individuals with a variety of backgrounds were selected, ranging from residents and property owners, to community leaders and County officials. Three public open houses were held at the following locations:

- Stockton at Alex Baker Memorial Park on May 27th
- Stansbury Park at Porter Way Park on June 3rd
- Tooele at the County Building on October 20th



Tooele County Billboard along SR-36

Social media, newspapers, billboards, and an interactive website were utilized to advertise events, offer outlets to give feedback, and allow residents the opportunity to share their vision for the County. These outlets gave individuals the opportunity to voice their opinions in person and digitally. Everyone was asked to share their ideas, goals, concerns, opportunities, constraints, and vision for the future of the county. The following is a summary of the main ideas expressed during the outreach process:



Stansbury Park Public Open House



Stakeholder Interviews

## Opportunities

- Tourism in the valley, especially relating to outdoor activities such as hiking, biking, bird watching, hunting, and eco-tourism
  - The raceway, Bonneville Salt Flats, and airport
  - Historic value of nearby Ophir, with its mining heritage and several preserved buildings
- Preservation of agricultural land and rural character
- Industrial and manufacturing uses around I-80, building off activity from the inland port
- Potential for renewable energy sources
- Temporary housing (Air Bnb, VRBO) and allowing Accessory Dwelling Units (ADUs)
- Opening the Tooele Valley Airport to General Aviation
- Use the Midvalley Highway to shift growth
- Plan open space amenities throughout the valley
- Plan east west road connections now while significant undeveloped land remains
- Plan and preserve trail corridors
- 80% of the land in the County is Federally owned

## Constraints

- Access to water, sewer, and other utilities are a top constraint for development
- Contention between residents and developers
- General misunderstanding of the development process and avenues to voice concern and make a difference in proposed projects.
- Traffic and access issues throughout Tooele Valley
- General angst towards all new development
- 80% of the land in the County is Federally owned

## Land Use

- Plan mixed-use projects around major transportation corridors
- Buffer development and consider a Transfer Development Rights (TDR) program to preserve agriculture
- Use “Smart Growth” practices
- Plan more commercial, and give place for higher wage jobs within the County
- Buffer non-compatible uses and different intensities
- Desire to preserve animal rights for rural properties

## Transportation

- Plan for future transportation corridors (such as bringing Highway 201 east of the railroad for access or adding lanes to I-80 for an expressway), and preserving corridors in Grantsville
- Plan for the Midvalley Highway to connect communities and add a trail
- Plan general access improvement throughout the County and in and out of the County
- Develop a gravel truck / heavy truck road separate from residential traffic areas
- 70%+ of the valley commutes to Salt Lake County

## Open Space / Recreation

- Opportunity to connect the valley trail system to the shoreline trail system and preserve equestrian trails
- Filming, 4-wheeling, rock climbing, running, mountain biking, and touring are all great opportunities
- James Walter Fitzgerald Wildlife Reserve: protects Sage Grouse, offers a variety of outdoor activities such as bird watching and hunting

## Key Takeaways

- Once the plan is adopted, it needs to be upheld by the community, otherwise it serves little purpose
- Intensity should be kept along major corridors where it makes sense, thus preserving other areas for lower intensity development
- Give residents a greater opportunity to be involved in the planning stages of a project
- The plan should say what areas are off-limits “buffer zones” for certain types of development and which areas should be developed
- The concept of “Transfer of Development Rights” (TDRs) is a means to preserve certain areas and develop others
- There is an overall hope that the General Plan update will be founded on good planning principles, that it will represent a unified vision, and serve as an educational tool





## Interactive Website

[Home](#)
[Interactive Map](#)
[Surveys](#)
[Vision Board](#)
[Events](#)

### Tooele County General Plan

Tooele County is updating its General Plan and needs your input!

This process will explore:

- 1) existing and projected developments and transportation patterns;
- 2) housing types and affordability trends;
- 3) open space and recreation;
- 4) economic development and employment opportunities;
- 5) and the conservation of agriculture and the preservation of the historic culture of Tooele County.

### Help Shape Tooele County!

#### Interactive Map

Our interactive map allows you to share your likes, dislikes, ideas, suggestions, comments, transportation concerns, areas to preserve, trails, and any other feedback you have!

START 24 Mar 2021      END 22 Oct 2021

[Click to Give Feedback](#)

#### Public Open Houses

Throughout the process we will be holding several public workshops, pop-up events, and open houses to gather your input. For event details click below, visit our Facebook General Plan Page, or the Tooele County Website.

START 27 May 2021      END 22 Oct 2021

[Get the Details](#)

#### Share Your Vision

This area allows you to share your vision for the County! We want to know what you would like to see the County have, become, or maintain.

START 24 Mar 2021      END 22 Oct 2021

[Add Your Vision](#)

#### Surveys

We have created several surveys to better understand your preferences on development patterns and community design. Click the link below to shape the future communities of Tooele County!

START 24 Mar 2021      END 22 Oct 2021

[Shape the Community](#)

### Tooele County Land Use Concepts

North Section Concept 1

### Please share your feedback on each of the Tooele County concepts!

Concept Area & Number

Question/Comment:

Please provide feedback on the land use concepts above. State what you like and not like about each concept. (You can either add all feedback in one submission or multiple comment submissions.)

Email

☐ Agree to terms and conditions

[Submit](#)

### Contact Us

Tooele County is seeking input for the General Plan Update. Your ideas, suggestions, comments, area of interest and concerns throughout Tooele County is critical in creating vibrant communities and a sustainable path forward.

Please feel free to share your input below, or on the interactive map / vision board above.

Name:

Subject:

Question/Comment:

Email

☐ Agree to terms and conditions

[Submit](#)

Phone: (435) 843-3100

Address: 47 South Main Street, Tooele, UT 84074

Give us your feedback and share this page on social media for a chance to win a gift card and more!

### General Plan Update Phases

- General Plan Kick-Off
 

During this phase we will gather existing plans, studies, and demographics on the County. We will also create a base map that allows us to better understand the opportunities and constraints for the County.
- Public Visioning Process
 

During this phase of the General Plan update, we will gather your input on how you would like the County to grow, what you would like to see happen in the County, and any other feedback you have
- Alternative Scenario Plans
 

During this phase we will review the vision for the County, public engagement input, existing plans, needs, transportation networks, land uses, features, topography, opportunities, and constraints and create three alternative scenarios based on this collected information.
- Public Feedback Process
 

During this phase of the General Plan update, we will present the alternative scenario plans to the public for your feedback. An open house will be held to gather in-person feedback and the interactive map and vision board will remain open for continuous feedback to be received.
- Current Phase**- Preferred Scenario Plan
 

During this phase information utilized to create the alternative scenario plans will be reviewed in connection with the feedback received on the provided plans. The plans and feedback will then be consolidated into a preferred scenario plan. The following elements will be incorporated into the final plan:

  - Land Use
  - Transportation
  - Housing
  - Open Space & Recreation
  - Public Facilities
  - Conservation & Preservation
  - Technology & Innovation
  - Economic Development
- Tooele County General Plan Public Hearing
 

During this phase the preferred scenario plan will be presented to the County Council for adoption.



## Surveys & Results

### Land Use Survey

#### Land Use Survey Instructions

In this survey you will see 5 questions:

1. Choose your preferred COMMUNITY DESIGN(S)
2. Choose your preferred RESIDENTIAL development type(s)
3. Choose your preferred COMMERCIAL DESIGN(S)
4. Choose your preferred OFFICE DESIGN(S)
5. Choose your preferred MANUFACTURING DESIGN(S)

Select ALL the images/labels that best describe how you would like the county to look as areas develop.

This will help the County better understand your preferences and priorities for community development. (Remember the images are of similar developments throughout the country and are in no way meant to depict how exact development will occur.)

- **Choose your preferred COMMUNITY DESIGN(S)**

No dedicated open space, larger lots



Community-oriented open space, mixed lots



Agriculture, open space, mixed lots



Agriculture, rural lots





- **Choose your preferred RESIDENTIAL DEVELOPMENT TYPE(S)**

Apartment Homes



Cottage Homes



Townhomes



Single Family Homes



Duplex Homes



Rural Homes





- Choose your preferred **COMMERCIAL DESIGN(S)**

Big Box Retail



Big Box / Small Box Mix



Small Box



Boutique



Mixed-Use





- **Choose your preferred OFFICE DESIGN(S)**

Live-Work



Flex Office



Single-Story Office



2-Story Office



3-Story Office



- Choose your preferred **MANUFACTURING DESIGN(S)**

Varied Facade, Fully Landscaped



Varied Facade, Minimal Landscaping



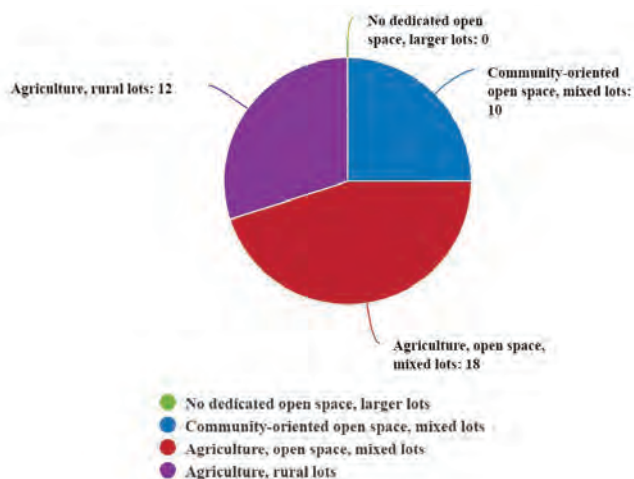
Varied Facade, No Landscaping



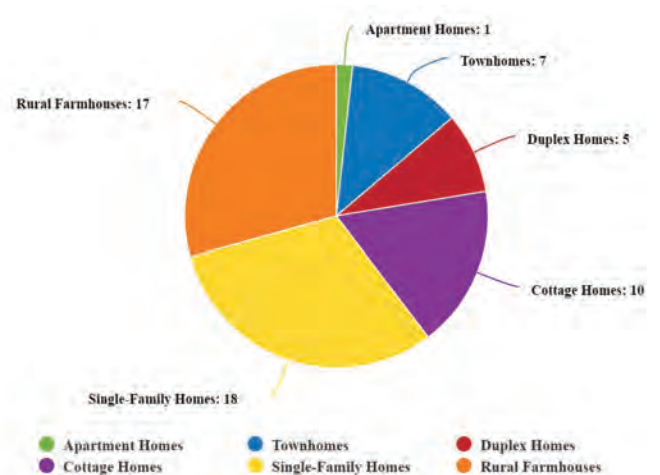
Non-Varied Facade, No Landscaping



- Land Use Survey Question 1 Results

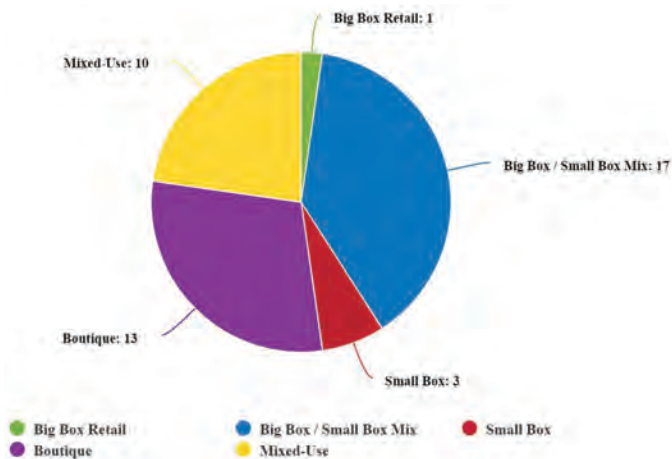


- Land Use Survey Question 2 Results

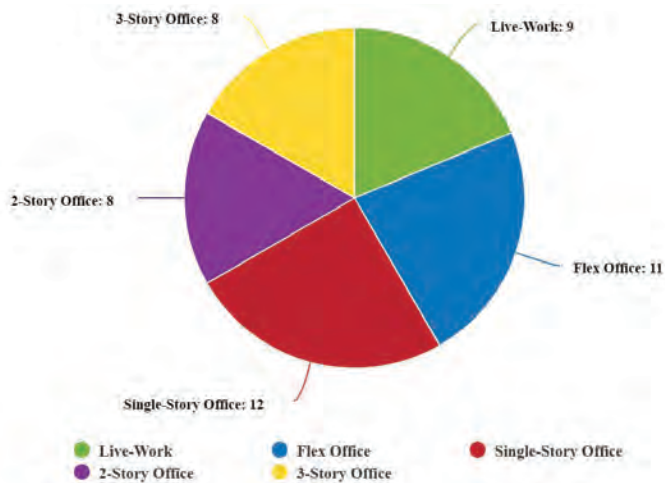




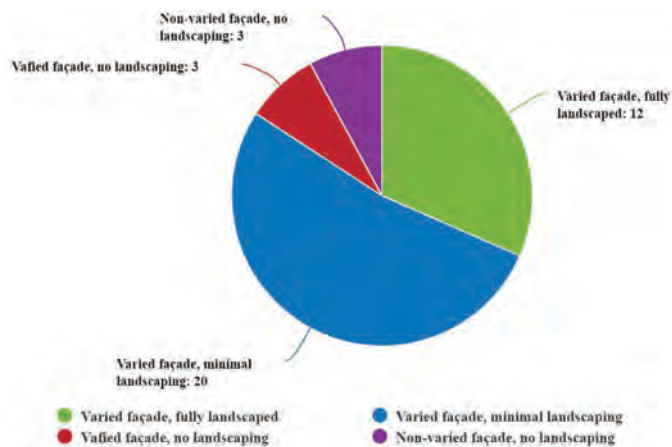
### • Land Use Survey Question 3 Results



### • Land Use Survey Question 4 Results



### • Land Use Survey Question 5 Results



### Transportation Survey

#### Transportation Survey Instructions

In this survey you will see 4 questions:

1. Choose your preferred RESIDENTIAL ROAD NETWORK(S)
2. Choose your preferred RESIDENTIAL STREETSCAPE DESIGN(S)
3. Choose your preferred TRAIL SYSTEM(S)
4. Choose your preferred TRANSPORTATION MODE(S)

Select ALL the images/labels that best describe how you would like the county to look as areas develop.

This will help the County better understand your preferences and priorities for community development. (Remember the images are of similar developments throughout the country and are in no way meant to depict how exact development will occur.)

- Choose your preferred RESIDENTIAL ROAD NETWORK(S)

Grid



Semi-Grid





Fragmented Grid



Semi-Rural



Rural





- **Choose your preferred RESIDENTIAL STREETSCAPE DESIGN(S)**

Fully Landscaped, Street Furniture



Fully Landscaped, No Furniture



Minimal Landscaping, Street Furniture



Minimal Landscaping, Sidewalks



No Landscaping, Sidewalks



No Sidewalks





- **Choose your preferred TRAIL SYSTEM(S)**

Paved Trail with Separated Horse Path



Paved Multi-Use Trail



Landscaped Trail



Sidewalk Trail



Dirt Trail





- **Choose your preferred TRANSPORTATION MODE(S)**

Person Vehicle



Bicycle/Scooter



Walking



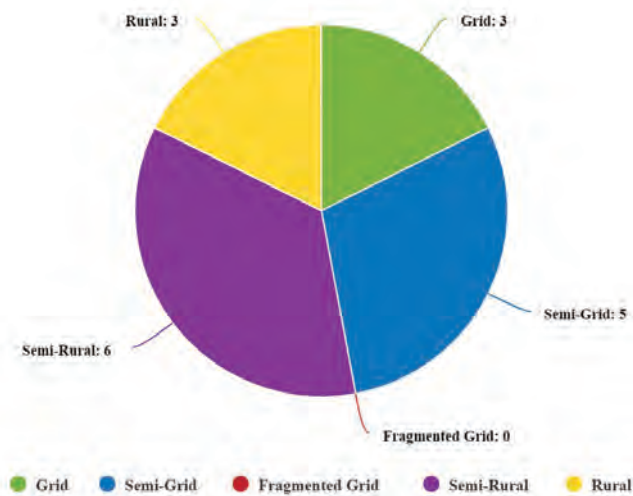
Bus



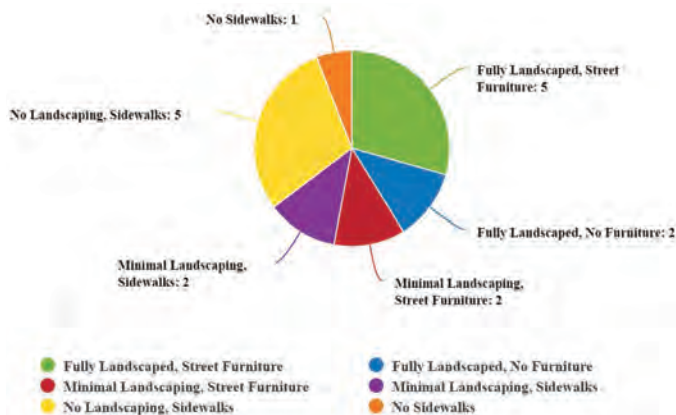
Light Rail



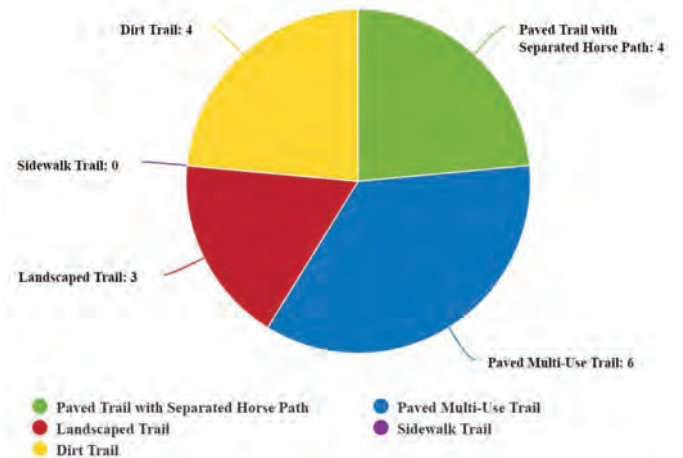
### • Transportation Survey Question 1 Results



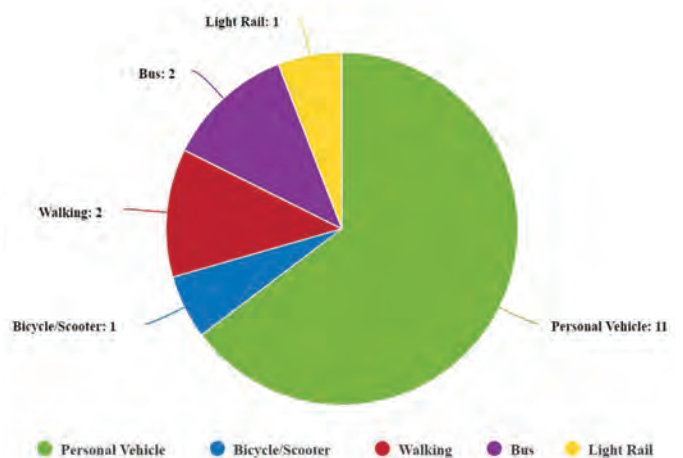
### • Transportation Survey Question 2 Results



### • Transportation Survey Question 3 Results



### • Transportation Survey Question 4 Results



## Housing Survey

### Housing Survey Instructions

In this survey you will see 6 questions:

1. Choose your preferred design treatments for APARTMENTS
2. Choose your preferred design treatments for TOWNHOMES
3. Choose your preferred design treatments for DUPLEXES
4. Choose your preferred design treatments for COTTAGES
5. Choose your preferred design treatments for SINGLE-FAMILY HOMES
6. Choose your preferred RESIDENTIAL ARCHITECTURAL STYLE(S)

Select ALL the images/labels that best describe how you would like the county to look as areas develop.

This will help the County better understand your preferences and priorities for community development. (Remember the images are of similar developments throughout the country and are in no way meant to depict how exact development will occur.)



- Choose your preferred design treatments for APARTMENTS





- Choose your preferred design treatments for TOWNHOMES



- Choose your preferred design treatments for DUPLEXES





- Choose your preferred design treatments for COTTAGES





- Choose your preferred design treatments for SINGLE-FAMILY HOMES





- Choose your preferred **RESIDENTIAL ARCHITECTURAL STYLE(S)**

Craftsman



Farmhouse



Modern



Mountain Modern



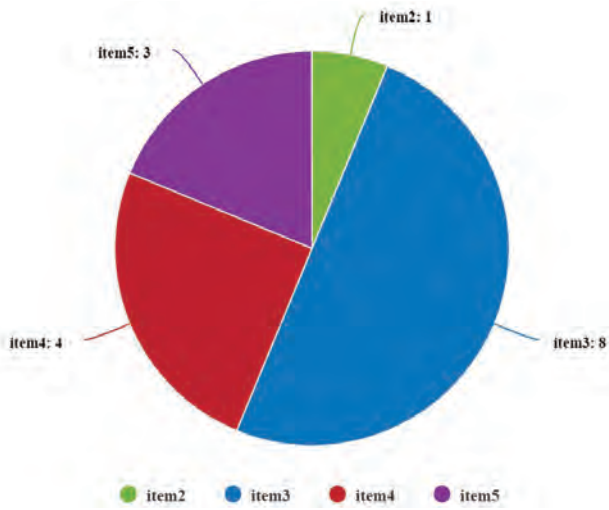
Prairie



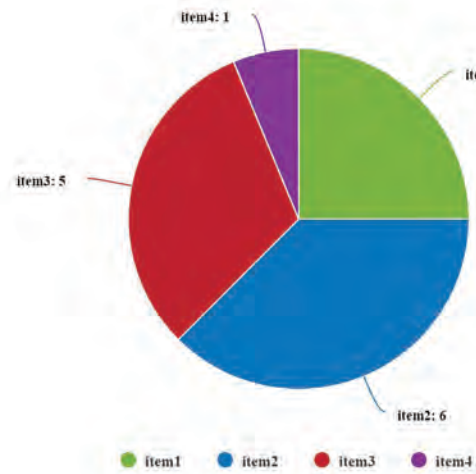
Ranch



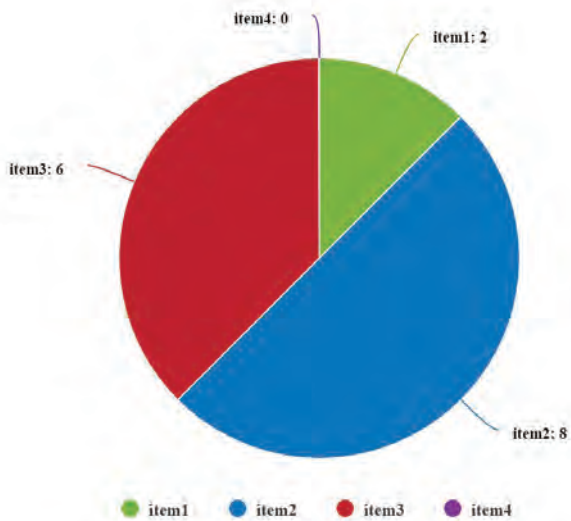
- **Housing Survey Question 1 Results**



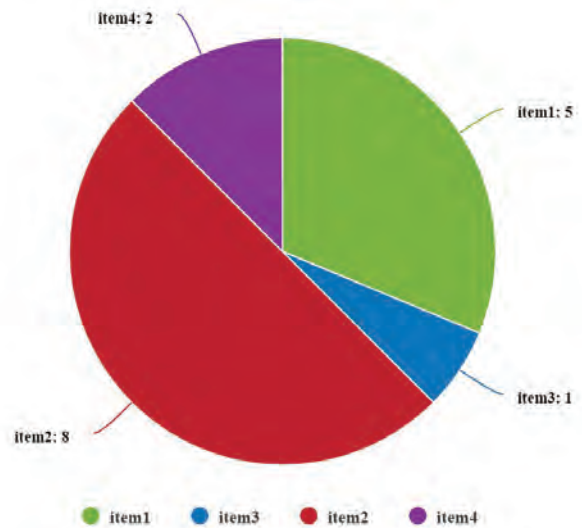
- **Housing Survey Question 4 Results**



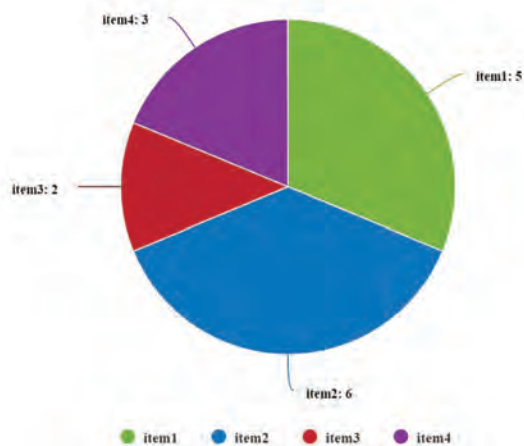
- **Housing Survey Question 2 Results**



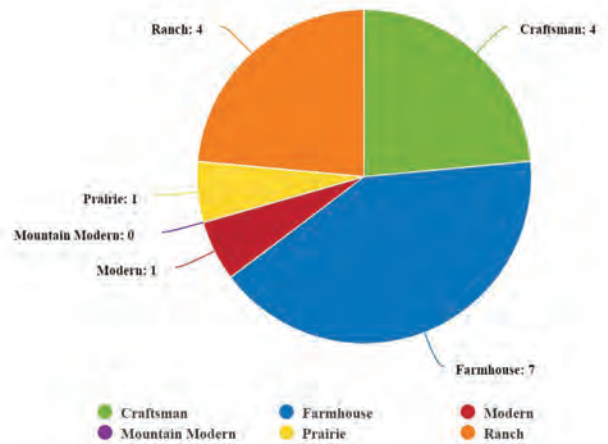
- **Housing Survey Question 5 Results**



- **Housing Survey Question 3 Results**



- **Housing Survey Question 6 Results**





## Open Space & Recreation Survey

Open Space & Recreation Survey Instructions  
In this survey you will see a list of 26 items

Select ALL the images/labels that best describe what you would like the county to have.

This will help the County better understand your preferences and priorities for community development. (Remember the images are of similar development and are in no way meant to depict how exact development will occur.)

### Agricultural Land



### All-Abilities Park



### ATV Trail



### Beach



### Bird Habitat



### BMX / Bike Skills Park



### Campground





Community Garden



Dog Park



Community Green



Equestrian Center



Community Pool



Farmer's Market



Disc Golf Course



Fire Pit





Fishery



Nature Preserve



Golf Course



Park



Library



Playground



Multi-Use / Cycle Path



Recreation Center





RV Park



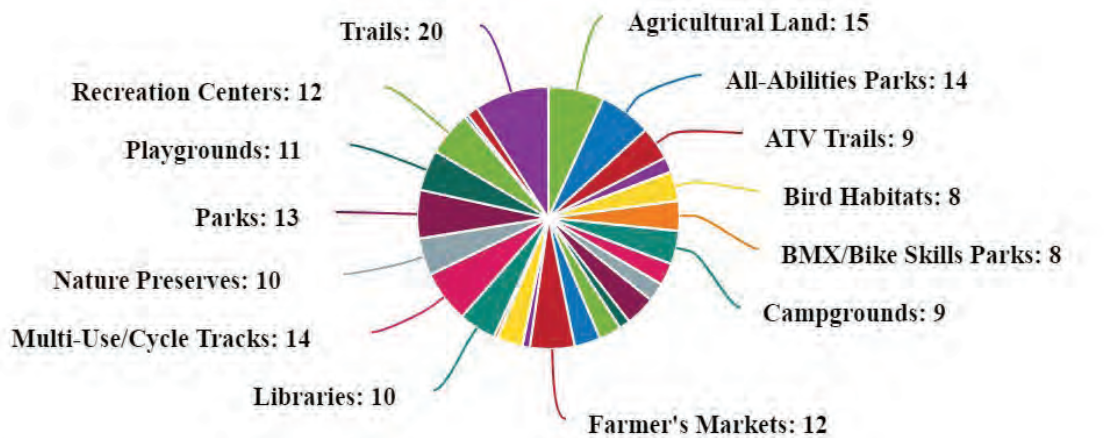
Trail



Skate Park



• Open Space & Recreation Survey Results







# **TOOELE COUNTY GENERAL PLAN UPDATE (2022)**

PSOMAS

