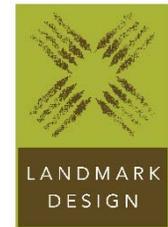


Tooele County General Plan Update 2016

Adopted June 21, 2016



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1 Background & Introduction

PURPOSE OF THE UPDATED GENERAL PLAN

The *Tooele County General Plan Update 2015* is an official document intended to help the public understand the broad planning goals for the County, and to assist decision makers as they evaluate future development and growth.

Tooele County adopted the existing general plan in November, 1995, making several updates in the ensuing years, the latest in 2008. The General Plan has not been completely revised and is in need of a major update to meet current growth needs and objectives, as follow:

OBJECTIVE 1

STRIVE FOR FISCAL AND ENVIRONMENTAL SUSTAINABILITY

As a result of the closure of the chemical burn plant, Tooele County lost significant revenues from mitigation and other fees. The County has had to reduce costs and manpower significantly over the past several years in order to remain fiscally sound. Despite those cutbacks and budget adjustments, the County has continued to see some growth in recent years. With the improving economy and increasing growth pressures, the need to address development and growth is imminent, as it places constraints on limited resources in Tooele Valley, especially water.

OBJECTIVE 2

PROVIDE FOR ECONOMIC DEVELOPMENT IN TOOEELE COUNTY

Portions of the Tooele Army Depot have been closed and turned over to Tooele City as an industrial park. Other areas of the unincorporated County continue to see interest in commercial and industrial development. As new economic development efforts are pursued, more new local jobs will be created in Tooele County, allowing residents to stay closer to home and reduce travel demand. The updated general plan should help the County and its incorporated cities better leverage land use and transportation needs to meet changing demands.

OBJECTIVE 3

DOCUMENT ACCOMPLISHMENTS AND INCORPORATE NEW PRIORITIES

Many of the goals and objectives of the current plan have been accomplished, impacting areas of the County and influencing current planning directions and priorities. Attempts have been made to encourage higher density development in the incorporated cities or to Stansbury Park, where urban services are available. However, there is increasing pressure to develop large rural properties with little access to regionalized water, sewer and similar infrastructure systems. The Updated General Plan should focus on areas where higher-density growth and development might be supported, focusing on strategies that allow more growth where infrastructure is lacking.

OBJECTIVE 4

MEET THE NEEDS OF CHANGING DEMOGRAPHICS

There is a need to address housing needs and choices of a very diverse population in terms of income. Pressure for “drive ‘til you qualify” home buyers from Salt Lake County continues to increase, due primarily to the lower land prices that are available in Tooele County. New housing options need to be explored to meet demand while establishing affordability for all income levels, particularly low-to-moderate income households and the aging population segments.

OBJECTIVE 5

UPDATE AND MODERNIZE THE GENERAL PLAN FORMAT

The updated General Plan would incorporate new planning ideas and concepts, re-tooling the elements of the plan and correcting and updating background information to reflect current conditions to meet day-to-day planning needs. The updated General Plan should be user-friendly, easy to understand while taking advantage of current technology to promote ease of access.

FOCUS OF THE UPDATED GENERAL PLAN

The updated General Plan is focused on land use and housing. The plan is intended to specifically replace **Chapters 1, 2, 3, 4, 10, 11, 13, 15 and 17** of the current Tooele County General Plan. The planning approach that was applied was nevertheless comprehensive, addressing the broad range of needs and desires of the County while specifically focusing on the rapidly-changing Tooele Valley. The updated plan addresses other issues as well, most related to quality of life issues, livability, urban design and infrastructure needs. Since the approach was so wide-reaching, it

is essential that the recommendations be reviewed when addressing other chapters of the existing general plan, including **Chapters 5, 6, 7, 8, 9, 14 and 16**.

The updated General Plan was prepared in concert with the updated *Tooele County Transportation Plan 2015*, which will replace Chapter 13 of the existing general plan. The two plans have been fully-coordinated, and are based on a unified vision.

ORGANIZATION OF THE PLAN DOCUMENT

The *Tooele County General Plan Update 2015* documents existing conditions, analyzes important issues and ideas, identifies key growth and development principles, and proposes future vision for growth and development in the Tooele Valley. The plan is divided into the three separate elements listed below:

1. Introduction & Background
2. Land Use
3. Housing Affordability Analysis

Although each element is specific in its focus, land use and housing are inter-related and coordinated. Specific recommendations are provided at the conclusion of each element as a series of Goals, Policies and Implementation Measures.

GROWTH PROJECTIONS

Population growth projections were prepared to better understand growth and development demands for Tooele County as a whole, and the Tooele Valley in particular. As

illustrated Table 1-1 and Map 1-1, the population in Tooele County is projected to increase from 65,782 in 2015 to 127,340 by 2040, for an overall increase of 61,558. Eighty-six percent of this growth is anticipated to take place within the Tooele Valley, with the Tooele population increasing by 27,816, Grantsville by 11,941, Stockton by 374, and the unincorporated Tooele Valley by 12,551. The population at Lake Point is projected to increase with slightly more than 600 new residents, and Stansbury Park with 539.

It should be noted that these population projections are based on past trends. Actual numbers could be significantly different if changes arise to mitigate current growth constraints related to limited water resources and the lack of centralized sewer infrastructure.

**Table 1-1: Population Projections - Tooele Valley
(Source, UDOT; ZBPF)**

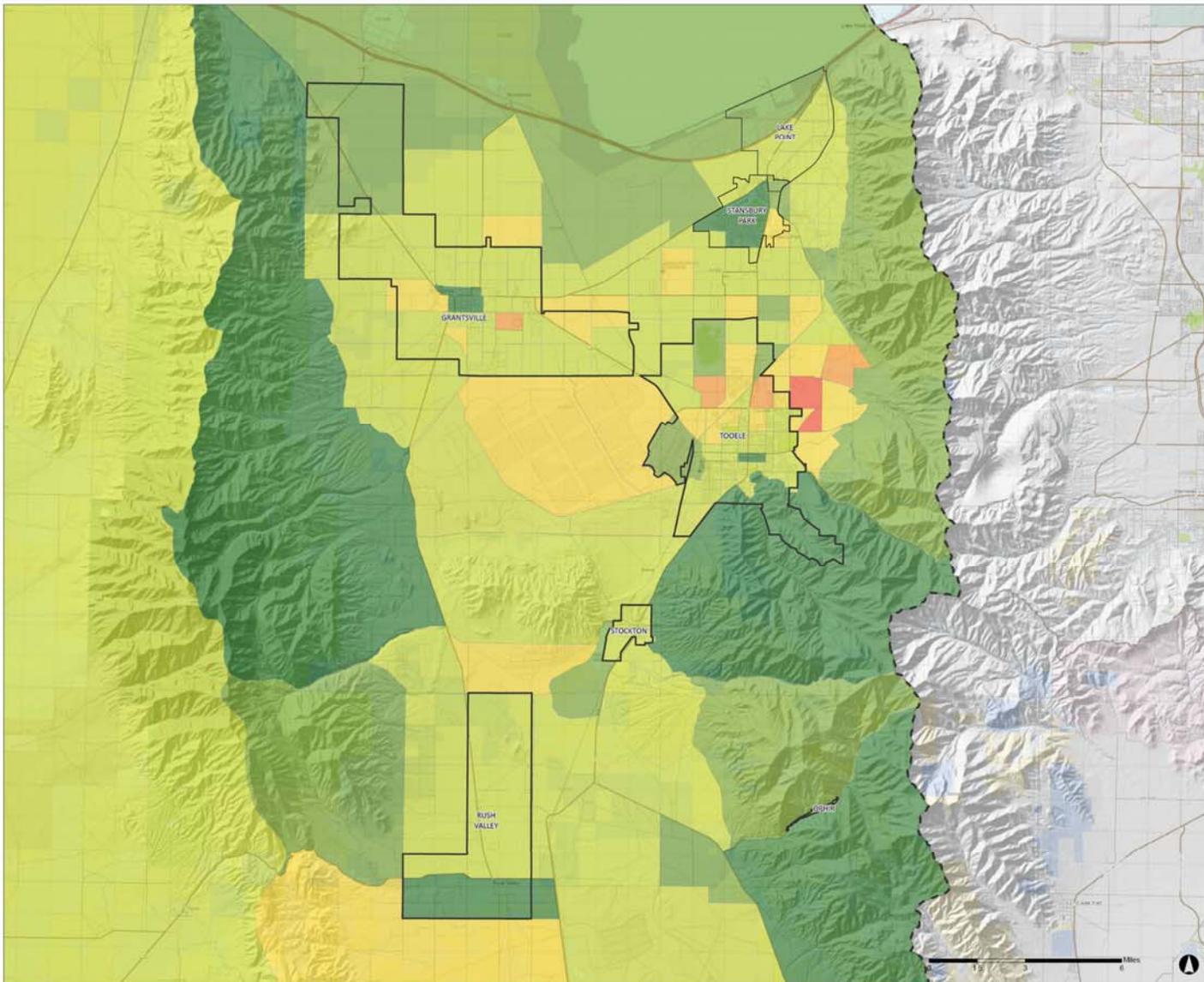
	2015	2020	2030	2040
Tooele Valley				
Grantsville	10,198	11,794	16,216	22,139
Lake Point	1,266	1,400	1,633	1,880
Stansbury Park	8,998	9,145	9,290	9,537
Stockton	622	691	838	996
Tooele City	35,367	39,839	49,855	63,183
Unincorp. Tooele Valley	4,712	6,507	11,312	17,263
TOOELE VALLEY TOTAL	61,163	69,376	89,144	114,998
Unincorp. County	4,619	5,506	7,777	12,342
TOOELE COUNTY TOTAL	65,782	74,882	96,922	127,340

Table 1-2 represents population projections for Tooele County planning districts outside of Tooele Valley. While the updated General Plan Update does not specifically address these planning districts, the following population projections should replace

population projections in the remaining chapters of the Tooele County General Plan.

**Table 1-2: Population Projections - Remaining Tooele County
by Planning District
(Source, UDOT; ZBPF)**

	2015	2020	2030	2040
I-80 Corridor	1,576	1,779	2,240	2,818
Wendover	1,576	1,779	2,240	2,818
Unincorp. County	-	-	-	-
Ibapah Gold Hill	153	195	262	327
Unincorp. County	153	195	262	327
Rush Valley	1,626	2,008	3,337	6,858
Ophir	39	41	45	50
Rush Valley	451	457	477	502
Vernon	248	252	268	319
Unincorp. County	888	1,258	2,546	5,987
Skull Valley	316	472	742	995
Unincorp. County	316	472	742	995
West Desert	948	1,052	1,196	1,344
Unincorp. County	948	1,052	1,196	1,344
TOTAL	4,619	5,506	7,777	12,342



Map 1-1
Population Change
 2015-2040

- Less than 0
- 0
- 1 - 500
- 501 - 1,000
- 1,001 - 1,500
- 1,501 - 2,000

Tooele County
 General Plan Update



PUBLIC INVOLVEMENT

Identifying key planning issues in Tooele County was an essential component of the planning process, helping to ensure that the general plan accurately addresses anticipated needs and encapsulates the future vision of County residents and stakeholders. As summarized below and detailed in Appendix A, a thorough public involvement process was utilized to capture the pulse of the community. The process incorporated multiple opportunities to provide comments, identify issues and provide feedback throughout the planning process.

STEERING COMMITTEE

A Steering Committee was established during the early stages of the project to review progress and to provide guidance as the plan was formulated. Members of the committee included approximately 20 representatives of County staff and administration, representatives of Tooele and Grantsville cities, members of the Tooele County Planning Commission, local land owners, real estate and economic development experts, other local and regional agencies, civic and business leaders and interested citizens.

The Steering Committee met on four occasions at the following stages:

1. Prior to Public Scoping Meetings held early in the process;
2. Prior to a Public Workshop held as part of reviewing Alternative Planning Concepts;
3. To verify the Preferred Planning Concept; and
4. Prior to a Public Open House Meeting for reviewing the Draft Plan.

All steering committee and public meetings were held at the Tooele County Building in Tooele.



PUBLIC SCOPING MEETING

A public scoping meeting was held in mid-September 2015 in order to receive input regarding community concerns and to identify issues related to growth and development. The meeting was well attended, with nearly 40 participants taking part (see Appendix A for details.)

PUBLIC WORKSHOP

The public planning workshop was held in October 2015, providing participants an opportunity to (1) take part in a visual

preference survey, (2) fine-tune preliminary planning principles and planning direction, (3) participate in focus groups as part of identifying opportunities and constraints for future growth, and (4) help identify and develop ideas and concepts related to future land use and housing needs. Nearly 50 people attended the workshop, which began with a presentation and concluded with two facilitated breakout sessions. The results of the workshop were compiled, summarized and analyzed by the planning team, and reviewed as part of creating a preferred planning concept (see summary results on the following page and detailed results in Appendix A).

PUBLIC OPEN HOUSE TO REVIEW THE DRAFT GENERAL PLAN

Once a preferred planning direction emerged, a Draft Plan was developed by the planning team. A public open house meeting



Tooele County General Plan Update 2016

was held in early December 2015 to receive public input. The plan was finalized and adopted in June 2016.

PROJECT WEB PAGE & MEDIA COORDINATION

In order to provide easy access to planning information and to increase public involvement opportunities, the Tooele County General Plan Update web page was established and hosted on the Landmark Design website (<http://www.lidi-ut.com/tooele.html>). The web page provided an electronic venue for noticing important meetings and events, accessing digital planning ideas and draft plans as they were developed, and for receiving public feedback and input.

Public notices and invitations to the various meetings and workshops were prepared by the planning team, placed on Tooele County website and connected to local planning agencies utilizing on-line links. Noticing was also carried out online, as well as through the distribution of printed flyers and email blasts.

SUMMARY OF PUBLIC INPUT

The comments, issues and ideas expressed through public participation were broad and varied. All comments and ideas were documented, summarized and analyzed, then compared with input from the Steering Committee. The existing General Plan and other studies and reports were also reviewed and assessed. An important outcome of this process was the emergence of a clear picture of what is desired for the future, and preliminary guiding principles for directing future growth and development.

The following is a summary of the key ideas and issues that were documented:

LAND USE/TRANSPORTATION CONNECTION

- 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.

- The County is a blank canvas that needs to be carefully finished to ensure a well thought-out and balanced future.
- Transportation and land use should be well-coordinated.
- East-west running roads are a problem to be dealt with.
- Highway 36 should be preserved as the main north-south artery running from Tooele to I-80; it should not be overloaded with commercial uses and access points.
- A road similar to the Legacy Highway in Davis County would serve the Tooele Valley well.
- Transportation needs to accommodate the envisioned land uses.
- The first and last mile from home should be given careful consideration.
- Bus service and other forms of transit should be better and easier to use.
- Bus Rapid Transit (BRT) with express stops would be great in Tooele.
- Space should be preserved for potential light rail corridors.

SENSE OF PLACE

- The Tooele Valley quality of life should be maintained and preserved.
- The nice small town community feeling is highly valued and should be preserved.
- Since Tooele County is known for its wild horses, the creation of horse corridors and a national horse preservation center is a good idea.
- Key and iconic open spaces and natural features, such as the Stockton Sandbar, should be preserved from mining and other development.

- The Tooele Valley is known for its homestead/craft agriculture products; there is pride in being able to buy local products.

DEVELOPMENT CONSTRAINTS

- 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.
- Existing water rights are over-appropriated.
- Growth and development should be based on available water and protecting the aquifer.
- Septic systems limit development almost as much as water.
- Low water levels are affecting salt production along the lake shore.
- Improved water practices should be explored to ensure water is used more efficiently and effectively.
- The health department does not approve lots in non-urban areas that are less than one acre because of the reliance on septic systems.
- Stansbury Park has urban-type services, although they need to be upgraded to meet future needs.

PLANNING

- The purpose of a General Plan is to tell us what we want to be and how to achieve it.
- A good General Plan will provide fundamental guiding principles and help with whatever change emerges during the next ten years. A ten year plan is much better

than twenty year plan, since it is hard to project change so far out.

- Annexation policy plans should be respected as part of this planning process.
- Need to focus on attributes that would attract desirable employment opportunities to the Tooele Valley. Good transit and infrastructure, an educated population base, and access to recreation are some key requirements.
- Open space and recreation opportunities are high on the list of County strengths.
- Agricultural land is being developed for residential uses, resulting in a sprawling and inefficient pattern of development. The plan should focus on preserving agricultural land and encouraging better development.
- Cluster development is an important development tool that should be used throughout the area in order to benefit the region as a whole.
- The changing demographics and needs – including the desire to rent and minimize driving – should be reflected in the updated plan.
- The airport is currently only used by private aircraft – is there a potential to include commercial flights?
- The General Plan Update should include mixed-use development as one tool for dealing with anticipated population growth.
- We should consider residential needs in the incorporated cities when making decisions for the County.
- Tooele has good air quality at the moment – how can it be saved as the area develops?
- Small shopping centers at nodes should be investigated as an alternative to strip development.
- The Tooele Army Depot has good potential to be a thriving business area.

- The General Plan should incorporate state-of-the-art place-making concepts.
- The Plan should be inclusive and sustainable.
- The Plan needs to identify where economic development should be located so infrastructure can be planned accordingly.
- Light industrial and office uses should be enhanced.

ZONING

- Many land owners of large agriculture lots would like to subdivide their property and rezone portions for residential uses.
- Higher-density zoning and development depends on the ability to locate additional water resources and appropriate sewer infrastructure.
- The existing airport in Erda requires buffers. This impacts development on the private land surrounding the airport, triggering a fair-compensation issue.
- Incentives should be developed to encourage cluster development and good design.
- The distance between communities and amenities hurts the Valley’s economy.
- There should be numerous choices regarding residential and commercial development options.

TRAILS & OPEN SPACE

- More walking trails would help with the overall transportation plan.
- The beauty of the mountains should be preserved.
- There should be more parks.

- Areas with concentrated development – such as Stansbury and Lake Point – need to be better-connected with the surrounding areas.
- The Tooele Valley should be a completed place, where the community integrates with and strengthens natural places/open spaces.
- The recently-approved County trail system should be incorporated into the plan.
- Connectivity between roads and trails is essential

UPDATING AND MODIFYING THE GENERAL PLAN

A General Plan generally has a life of five to ten years, although it often looks 20 years or more into the future in order to anticipate broader changes. Once the *Tooele County General Plan Update 2015* has been adopted, the zoning ordinance, development codes and other planning documents should be reviewed and updated as necessary to reflect the intent of the plan. This is a critical step to ensure the vision and goals established in the General Plan are realized.

GOALS AND POLICIES

Goal: To create a General Plan that reflects the vision of the community.

Policy: Ensure that the General Plan addresses immediate needs during the next five-to-ten years, as well as those up to twenty-five years in the future.

Implementation Measure: Update the General Plan every five to ten years to ensure it remains

current and reflects new developments and changing community priorities.

Policy: Ensure that the vision expressed in the General Plan addresses critical growth and development implications.

Implementation Measure: Review the General Plan regularly to ensure it is being implemented as proposed. If not, make adjustments and modifications as required.

Goal: To ensure that the vision contained in the General Plan is maintained despite uncertain growth and change.

Policy: Direct future development to appropriate sites within unincorporated areas of Tooele Valley that are well coordinated with growth and development in Tooele, Grantsville and the special service districts.

Implementation Measure: Monitor population growth on a regular basis and reflect those changes in the General Plan.

Goal: To meet population growth anticipated for Tooele County as a whole, and Tooele Valley in particular, during the next ten years and beyond.

Policy: Update the existing Tooele County General Plan with new growth projections for the Valley and county as a whole.

Implementation Measure: Review population growth projections for Tooele County at least every five years to ensure they reflect actual growth patterns.

Policy: Update existing plans and studies to reflect the projected population increases within the Tooele Valley.

Implementation Measure: Review population growth projections for the Tooele Valley at least every five years to ensure the updated General Plan remains current and reflects reality.

Policy: To convey updated population projections for the entire County to the public in a responsive manner.

Implementation Measure: Take measures to notify the public and/or notate in the existing General Plan that population projections in the Tooele County General Plan Update should supersede those in the existing Tooele County General Plan.

Goal: To create a General Plan that is easy to implement and utilize.

Policy: Revise existing Toole County policy to match the vision and ideas contained in the updated General Plan.

Implementation Measure: Modify existing zoning ordinances, development guidelines and other implementation tools to ensure they are aligned

with the vision contained in the updated General Plan.

Policy: Create and utilize tools to promote action and to ensure implementation matches the vision contained in the General Plan.

Implementation Measure: Prepare and utilize Action Plans and Capital Facility Plans that support the ideas and enhancement concepts contained in the General Plan.

Goal: To meet the objectives and goals contained in the General Plan while accommodating future modifications and changes.

Policy: Consider potential amendments and modifications to the General Plan only within the context of a comprehensive, community-wide review.

Implementation Measure: Allow no amendments to the updated General Plan for a period of one year following the date of adoption.

Implementation Measure: Consider potential amendments to the General Plan only during special meetings devoted solely to that process.

Implementation Measure: Hold special meetings to consider potential General Plan amendments on a semi-annual basis only.

2 Land Use

INTRODUCTION

The economic downturn of the late 2000's, coupled with the shutdown of the Tooele Chemical Agent Disposal Facility signaled the beginning of challenging times in Tooele County. The slowdowns brought on by these events and the loss of federal funds and jobs, stalled the sizzling development climate. The impact was particularly acute in Tooele Valley, where growth and development pressure was brought to a sudden stop.

Conditions have improved in recent years, and once again the development climate is heating up. However, current needs and desires are more complex today than they were a decade ago. This is reflected by new demands for better housing, better planning, better use of water and land, more amenities and services, and a better quality of life. The Tooele Valley public clearly expects more, supporting more sustainable planning and development, better coordination with Tooele and Grantsville, and growth that is responsive to the setting, environment and history of the Valley and County.

In order to adequately address these increasingly complex demands, future patterns of growth need to be adjusted to meet new expectations. This requires the establishment of a clear vision as a first step.

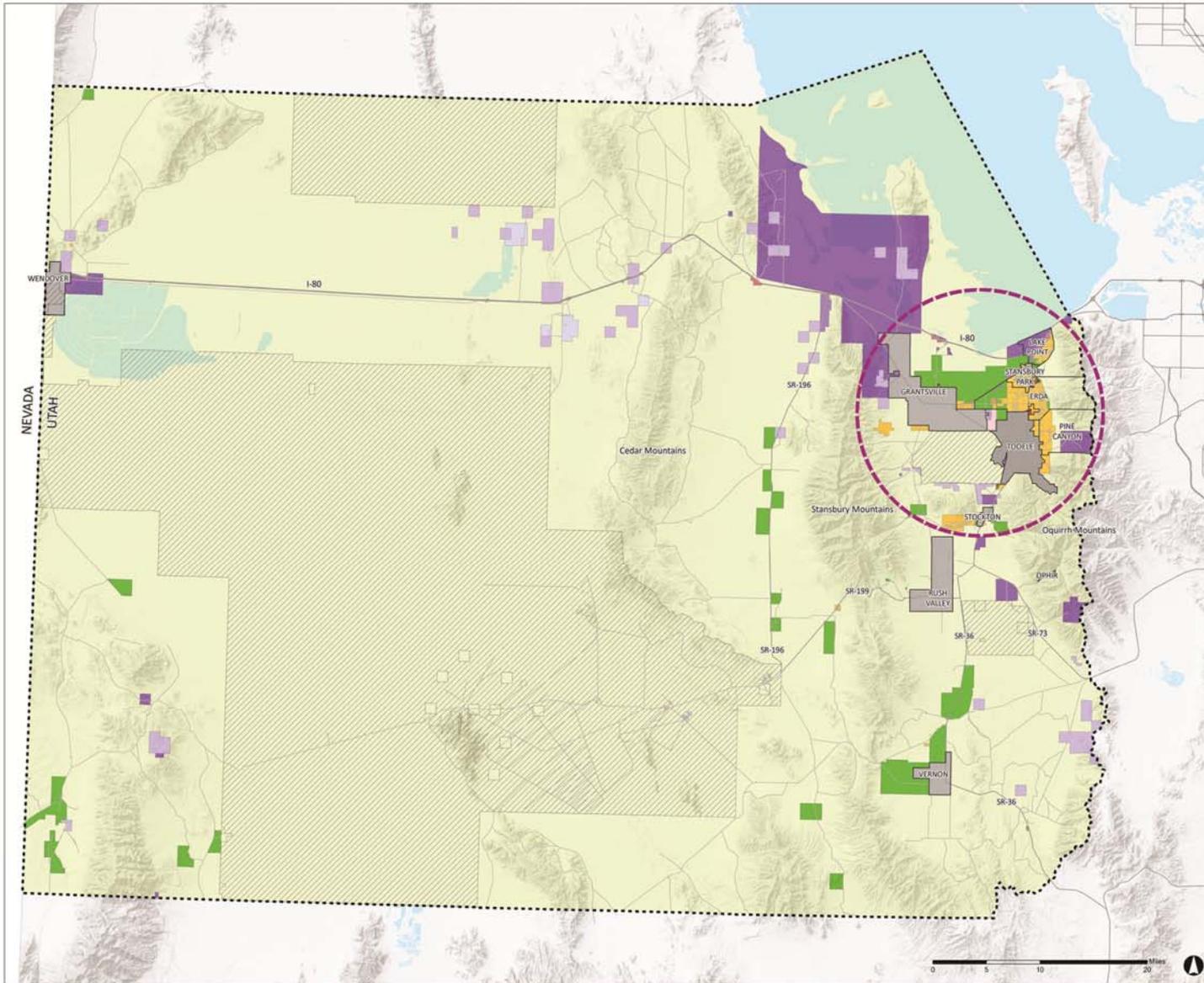
As presented in the following pages, a new land use vision has been identified for the Tooele Valley, which is based on a process of

careful listening, consideration of past directions and patterns, consideration of new and emerging ideas and techniques, the establishment of clear planning principles, and careful consideration of issues and ideas that are important to the public.

CONTEXT & SETTING OF TOOEE VALLEY

As illustrated in Map 2.1, Tooele Valley is located near the northeastern edge of Tooele County, immediately south of Interstate-80 and the Great Salt Lake. Tooele County is the second largest county in the state, which at 7,200 square miles encompasses an area that is greater than that of Connecticut, Delaware or Rhode Island.



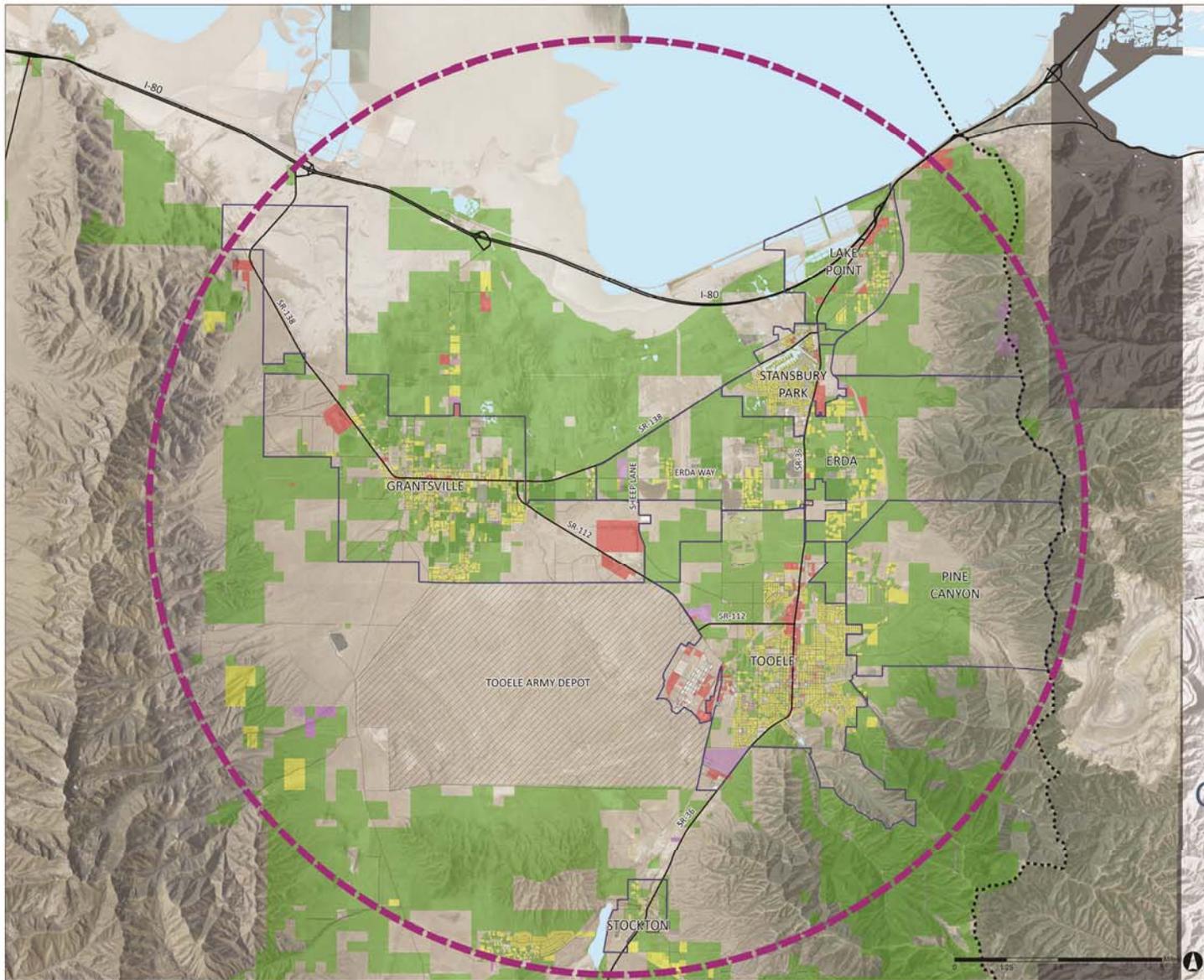


Map 2-1
Existing Conditions
by Zoning

- MU-40 Multiple Use 40 Acre Min
- R-M-7 Residential, Single Family
- R-1-8 Residential, Single Family, 8,000sqft Min
- R-1-10 Residential, Single Family, 10,000sqft Min
- R-M-15 Residential, Single Family, 15,000sqft Min
- RR-1 Rural Residential 1 Acre Min
- RR-5 Rural Residential 5 Acre Min
- RR-10 Rural Residential 10 Acre Min
- R-M-7 Residential, Multi-Family
- P-2 Planned Zone (PUD)
- A-20 Agricultural 20 Acre Min.
- A-40 Agricultural 40 Acre Min.
- CG Commercial General
- CH Commercial Highway
- CN Commercial Neighborhood
- CS Commercial Shopping
- C-T Commercial Tourism
- MG Manufacturing General
- MD Manufacturing Distribution
- T-I Technology Industries
- MG-EX Mining and Excavation
- MG-H Hazardous Industries
- Municipality
- Military
- County Boundary
- Roads/Highways
- Plan Focus Area - Tooele Valley

Tooele County
 General Plan Update





Map 2-2
Existing Land Use
in Tooele Valley

- Vacant Residential
- Single Family Residential
- Multi-Family Residential
- Commercial
- Open Space
- Agriculture
- Industrial
- Military (Tooele Army Depot)
- Roads/Highways
- County Boundary
- Plan Focus Area - Tooele Valley

The Tooele Valley extends south from the shores of the Great Salt Lake toward Stockton, which is punctuated by the Stockton Bar, which is perhaps the most important natural feature in the area. The Valley reaches east from the foothills and canyons of the Quirrh Mountains to the lower slopes of the Stansbury range, which marks its western edge.

As illustrated in Map 2-2, the Valley is large, encompassing the cities of Tooele, Granstville, and Stockton; the townships of Erda and Pine Canyon; Lakepoint and Stansbury communities; and unincorporated County lands that knit these places together. A brief description of each locale and setting follows.

TOOELE CITY is the urban center of the Tooele Valley and the county seat. Growth and development has taken place slowly since establishment in 1851, which has resulted in a distinct urban pattern, including a gridded street system in the core, and a distinctive Main Street. The edges of the city have sprawling streets and blocks, which are indicative of more recent growth and development. As indicated in the growth projections presented in Chapter 1, it is anticipated that Tooele's population will increase by approximately 80% over the next 25 years, in large part through infill and the development of annexed land. Tooele's primary growth issues are related to the lack of water, inadequate sewer system and other similar infrastructure challenges.

Located in the northwestern part of the Valley, **GRANSTVILLE** is a small city of approximately 10,000 which is projected to double in population during the next 25 years. Similar to Tooele, Grantsville's Main Street is a focal point for the city.

The **CITY OF STOCKTON** is geographically separated from the rest of the Tooele Valley by the Stockton Bar, a unique geologic deposit which visually separates the city from its neighbors to the north and slightly modifies the local climate. The current population is approximately 700 residents, which is projected to increase by 60 percent over the next 25 years.

STANSBURY PARK is a planned development that has evolved into a distinct community. Located at the intersection of SR-36 and SR-138, Stansbury Park is largely a bedroom community, with commercial uses limited to areas adjacent to the highways. Opportunities for future growth and expansion are limited by the lack of undeveloped land.

ERDA TOWNSHIP was established as an agricultural community, and is recognized as encompassing the most prime farmland of any area in the Valley. Originally called Batesville and Rose Spring, the township has a reputation for producing quality agricultural products. Growth and development have impacted the agricultural integrity of the community in recent years, with large lot subdivisions emerging on former open land. Like most of the other communities in the Valley, the lack of water and a reliance on septic sewage systems limit growth and has promoted sprawl.

LAKE POINT is an unincorporated community located at the junction of I-80 and SR-36. The area has significant potential for growth, although actual development has been relatively limited to date. A

development agreement has been approved for the area which supports much more significant development than currently exists¹.

PINE CANYON TOWNSHIP is a small community located near the eastern benches of Tooele County. The community has a master growth and development plan, which emphasizes growth in the center of the township, the preservation of land in the outlying areas of the community, and maintenance of country lifestyles. Portions of the eastern bench segments of Pine Canyon are within a superfund site and therefore not developable. The lack of water and sewer further limits the development potential of the area, with most properties relying on private water shares, wells and septic systems.

UNINCORPORATED COUNTY LANDS in Tooele Valley vary widely, from fully-developed and serviced properties in Stansbury Park and Lake Point to large-lot developments that rely on private water shares and septic infrastructure systems. Undeveloped land zoned for agricultural purposes dominate the unincorporated landscape, with significant areas zoned for five-acre and one-acre lot development. Some areas have better potential to accommodate growth than others, with some large tracts located in unforgiving and sensitive shoreland, plain, hill and scrubland areas. Tooele County regulates these areas, which are a primary focus of the plan. The lack of water and reliance on septic systems limit growth and development in most unincorporated areas, which encourages scattered and inefficient large lot, single-family development.

¹ It should be noted that population projections prepared for this plan indicate relatively small Lake Point growth in the future, which is reflecting past trends and the lack of sewer and water resources. These projections should be modified if conditions change.



ENVIRONMENTAL & RESOURCE CONSIDERATIONS IN TOOELE VALLEY

SURFACE WATER & DRAINAGE

Tooele Valley is located in a semi-arid climate, the land rising more than 1,000 feet above the shores of the Great Salt Lake (4,200') to Stockton. Long scenic vistas are highlighted by midrange views of the central valley, the steep slopes of the Oquirrh and Stansbury ranges looming to the east and west. Surface water generally drains from the upper mountain slopes toward the shores of the Great Salt Lake, although there are no rivers or streams, and few discernible drainageways where the flow of water is concentrated. Due in part to the large size of the Valley, the ground is increasingly susceptible to flooding near the low, north edges of the Valley near the Great Salt Lake. Detailed studies and proper upstream planning is essential for limiting flooding and other drainage issues in the area.

WATER & SEWER

Access to sufficient water resources was regularly mentioned as being one of the most important factors that affect growth and planning. The Tooele Valley relies almost exclusively on groundwater for its agricultural, municipal and industrial water needs. Estimates of total groundwater recharge and safe yield vary, although it is generally accepted that the Valley will be facing deficits as growth continues, and that agricultural land will need to be taken out of production to compensate for development demands.

Septic systems—also known as individual onsite waste water disposal systems—are permitted and inspected in the Tooele Valley by the Tooele County Health Department. These are used by homes

that are not able to connect to municipal wastewater systems. Nearly all homes in the unincorporated areas of the Valley use septic waste water systems.

Since the unincorporated areas of the Valley have limited water resources and no access to centralized wastewater systems, concentrated development will be difficult to achieve without the identification of new resources, ideas, approaches and technologies.

OPEN AND SENSITIVE LANDS

The Tooele Valley is surrounded by large areas of open land that contribute to the broad views and unique vistas found here. As indicated through the public process, open space and natural areas are highly valued, and should be protected and preserved to the greatest degree possible. Such areas are also important as wildlife habitat, grazing and farming, and as places to engage in outdoor activities and recreation.

Much of the open land in the Valley is privately owned, with federally-owned parcels concentrated in the foothills and military sites. Smaller public tracts are held by the State of Utah, and significant portions of the Oquirrh Mountains are owned and managed by Kennecott Utah Copper LLC.

Publicly-owned lands are generally managed to sustain health, diversity and productivity for the use and enjoyment of present and future generations. Open lands that are **privately owned** are more susceptible to change and modification than public lands, and generally require a different set of tools to help prevent the complete loss of these resources as open space.

As listed below and described in greater detail later in this chapter, several tools are available to preserve private land as meaningful open space while maintaining inherent development value. No single tool is appropriate for all properties or situations, and each tool must be matched to specific conditions and circumstances.

- **TOOL 1:** Application of **cluster development** which incorporates compact development and of the preservation open space;
- **TOOL 2:** **Zoning and development restrictions** that prohibit development on sensitive lands; and
- **TOOL 3:** Use of **Conservation Easements, Land Banks and outright purchase** to remove critical open space from future development.

EXISTING LAND USE

Existing land use patterns in The Tooele Valley reflect distinct eras of growth and development. Maps 2-1 and 2-2 illustrate these patterns from high vantage points, providing an overview of past growth and development trends and future planning opportunities.

To generalize, the bulk of development is concentrated within the cities and towns, emanating outward from primary streets and roads to the nearby blocks and outlying areas. The unincorporated lands are generally less developed than the urban areas, which is due in

large part to the lack of centralized water and sewer systems in these areas and the dominance of rural uses over the years.

Open space and undeveloped land dominate, with residential uses scattered throughout the Valley. The bulk of residential uses are single-family homes in all locations, illustrating the limited housing options currently available.

RESIDENTIAL

The style and density of single-family homes varies by location, although there is a general lack of diversity. The largest homes tend to be located on the largest lots, and many of the oldest homes are located near cities and townships. Condominiums are relatively small contributors to the overall residential profile of the Valley, tending to be located in the urban areas. Mobile homes are generally clustered in small neighborhoods.

COMMERCIAL & INDUSTRIAL

The range of commercial uses is fairly broad, encompassing commercial shops and big-box uses in central Tooele, industrial park developments at the former Tooele Army Depot, gas stations and similar uses at key nodes along SR-36, and a mix of highway-based commercial and industrial uses near Interstate 80 (I-80) at Lake Point and along SR-138 between Grantsville and I-80. Offices and similar uses tend to be concentrated in Tooele, with smaller office developments scattered along the key roadways linking the cities with I-80.

The Tooele Army Depot occupies a large tract of land west of Tooele and south of Grantsville. A small portion of the depot has been

severed from the main site along the western edges of Tooele, transferred to the City, and is now emerging as an industrial park. As industrial development intensifies in Salt Lake County and space becomes scarce, companies are likely to look to Tooele County and the unique resources it offers for industrial development. However, the lack of water and centralized sewer is a significant deterrent to significant, large-scale commercial and industrial development at present.



PUBLIC AND INSTITUTIONAL

This category includes schools, government offices and similar uses. In general, the majority of government offices and operations are located in Tooele, which is the county seat. Schools are spread throughout the Valley in close proximity to neighborhoods and population concentrations.

OTHER LAND USES

Numerous churches and places of worship spread throughout Tooele Valley, primarily within residential districts and urban neighborhoods. A few parks and trails are scattered throughout the area, primarily in the cities and townships. Deseret Peak Sports Complex is a county-owned facility located on the western edge of Tooele adjacent to Highway 112. It is one of the most diverse recreational facilities in the entire state, containing the largest surface area pool in Utah, baseball and softball fields, soccer fields, a BMX track, an equestrian center, a motocross track, playgrounds and a putting green. It also houses the Oquirrh Mountain Mining Museum and the Utah Firefighters Museum.



Other miscellaneous uses include large tracts of open land near the shores of the Great Salt Lake. **Tooele Valley Airport** currently provides many aviation-related services, including business-related flying, sky diving, law enforcement/fire/rescue flying services,

recreational flying and flight training. The airport is located approximately 5 miles northwest of Tooele, near State Route 138, north of Erda Way. It is operated with one primary runway, oriented in a general north-south direction, along with a supporting parallel taxiway system. The single runway is 6,050 feet in length and 100 feet in width. The most recent Airport Layout Plan was completed in August of 2000.

Additional land is required to meet future expansion and safety zones for the airport. This has significant impact on the development plans for properties in the vicinity, requiring careful planning and positive communication to help ensure negative impacts are minimized, and to reassure the affected property owners that they will be adequately compensated for their losses.

EXISTING ZONING

As illustrated in Map 2-1, the Tooele County Zoning Ordinance currently includes five industrial zones, five commercial zones, four agricultural zones², and eight residential zones, including one that is intended to facilitate flexible clustered development.

The relationship between the General Plan and the Zoning Ordinance is often misunderstood, despite clear legal and administrative differences. The General Plan is a guide for the future use of land, while the Zoning Ordinance regulates the use of land in the present. The General Plan is not a binding, legal document, lending instead legal strength to the Zoning Ordinance.

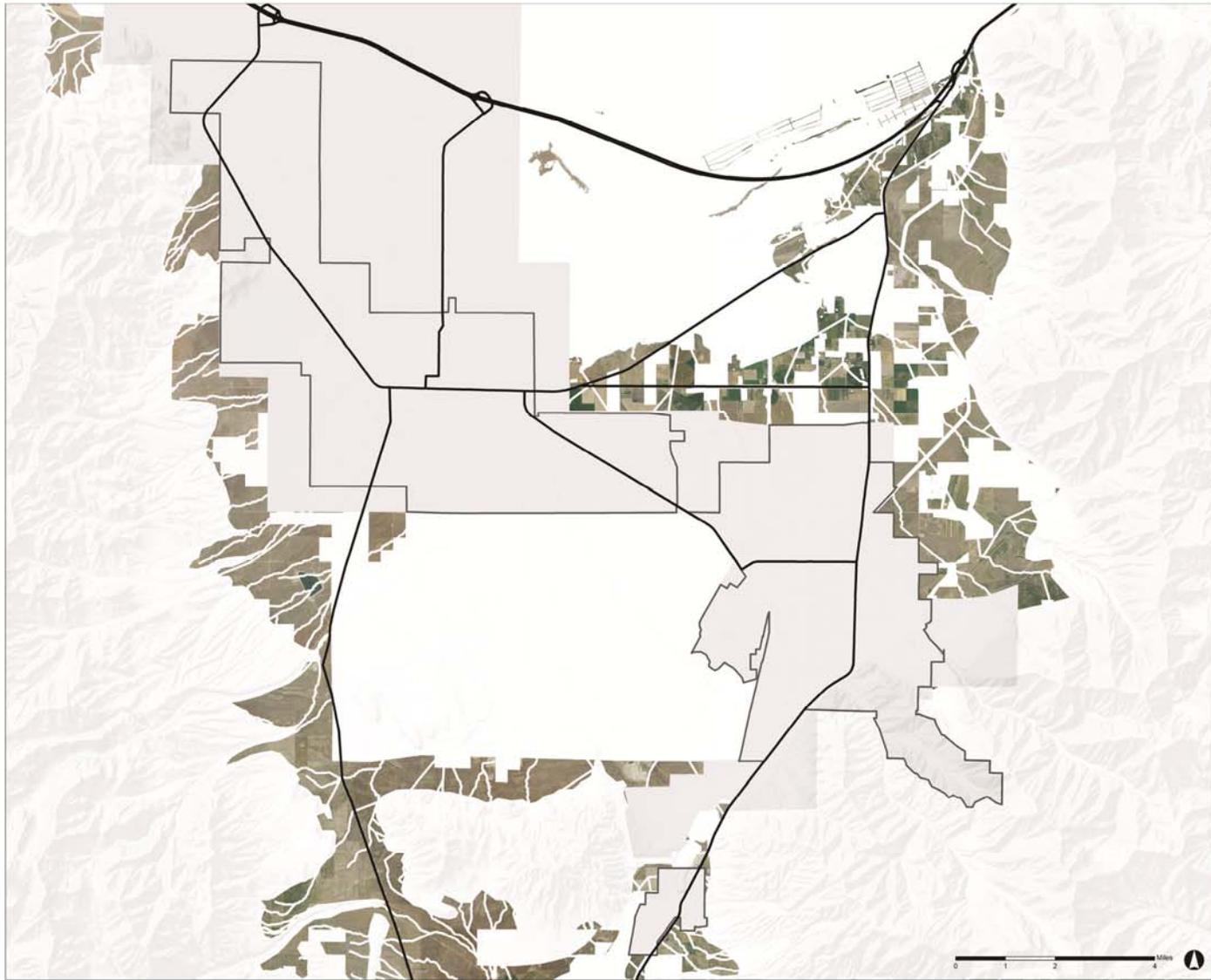
² *At the beginning of the General Plan Update planning process, the County had only two agricultural zones (as shown in Map 2-1: Existing Conditions by Zoning). Two more agricultural zones were added in December 2015.*

This updated General Plan provides decision-makers an opportunity to look beyond day-to-day zoning and development issues, providing guidance and vision for the future. The General Plan can help improve the quality of life of Valley residents, although its effectiveness is directly related to the willingness to implement the recommended ideas and the diligence required to keep it current and relevant as conditions change.

Once this General Plan has been adopted, modifications to the existing Zoning Ordinance will need to be implemented.

SELECTING A PREFERRED LAND USE CONCEPT

Locating the best areas for future growth is an elemental function of this planning effort. The large expanses of open land and great distances between existing settlements illustrate the importance of establishing a clear planning vision to guide growth and development. In order to develop a responsive vision, a three-step analysis and assessment process was applied as described here, which eventually resulted in the formation of Preferred Land Use Plan.

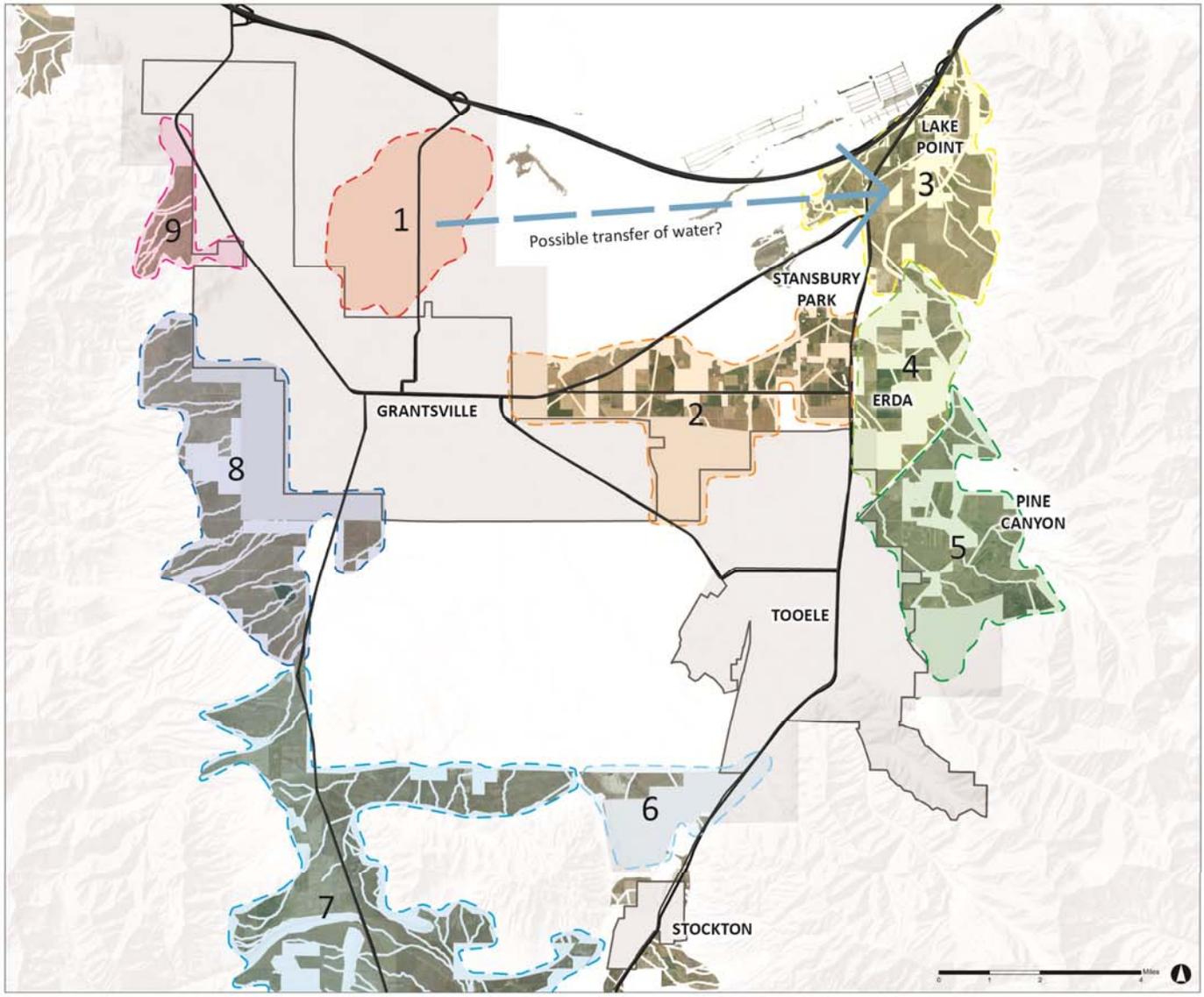


Map 2-4
*Land Available for
 Development*

- Municipalities
- Municipal Annexation Declaration Areas

Tooele County
 General Plan Update





Map 2-5
Opportunities & Constraints

Figure 2-1
Opportunities and Constraints of Land Available for Development by Zone
 (see Map 2-5 for the location of each area)

Area 1

- Location of springs/aquifer limits development potential
- Can water resource be feasibly transferred/piped to east?
- Development opportunity along roadway – West Valley Gateway/ Welcome to Grantsville
- Clustered Development depends on access to water and sewer

Area 2

- Residential/neighborhood development has good potential
- Depends on access to water and sewer – can linkage be established with Stansbury Park or similar?
- Development limitations of existing airport must be honored
- Long-term expansion of airport and related impacts must be considered and planned
- Linking existing subdivisions/patterns of development with new development models (clustered development) is challenging
- Can provide unified link between Grantsville and Tooele

Area 3

- Lake Point has been planned for coordinated development/partially approved
- Water rights north of Grantsville – can it be conveyed here? If so, what is impact on area surrounding water source?
- Important gateway and entry to valley - East Valley Gateway/ Welcome to Tooele Valley

Area 4

- Erda – development agreements in existence for most of area
- Little to no potential for change without agreement of property owners

Area 5

- Pine Canyon – primarily developed with available water rights
- Little to no potential for change?

Area 6

- Contaminated land
- Little development potential
- Is clean up warranted?
- Protection of Stockton Bar essential – how to achieve?

Area 7

- Similar to Area 8
- Low density development/ use of septic assumed depending on access to water
- Rural development most likely scenario
- Unlikely to develop quickly
- Should additional development sustainable? Should it be supported?

Area 8

- Similar to Area 7
- Possible value for industrial development, depending on access to water/need for direct transportation linkage
- Unlikely to develop quickly
- Should additional development sustainable? Should it be supported?

Area 9

- Good location for industry
- Topography limits extents
- Depends on access to water/need for direct transportation linkage
- Unlikely to develop quickly
- Should additional development sustainable? Should it be supported?

STEP 1: IDENTIFYING LAND AVAILABLE FOR DEVELOPMENT

In order to understand where land is available for future growth, a system of overlays was used to eliminate developed and otherwise unsuitable land areas. As illustrated in Map 2-3 and detailed in Appendix B, the overlay process eliminated the following areas from consideration:

- Municipalities and Developed Land;
- Transportation Corridors;
- Federal and State Lands;
- Critical and Sensitive Lands (water bodies, streams, shorelands, wetlands, floodplains, areas with high water tables and steep slopes unsuitable for development)
- Declared Annexation Areas

This process resulted in a composite map that highlights the land available for development. The results were further refined, eliminating urban annexation areas from the mix (Map 2-4). The resulting land was then analyzed to determine inherent opportunities and constraints (Map 2-5). A description of this analysis is described in Figure 2-1.

STEP 2: ESTABLISHING KEY LAND USE PRINCIPLES

Once the land available for development was determined, principles for guiding future growth and development were established. As listed below, four principles emerged from a large preliminary list

LAND USE PRINCIPLE 1

Create density and intensity near cities, services and gathering places, including schools and centers.

LAND USE PRINCIPLE 2

Use flexible and creative planning to achieve better neighborhood growth and development.

LAND USE PRINCIPLE 3

Develop Tooele County into a self-sufficient region that includes adequate employment and service opportunities.

LAND USE PRINCIPLE 4

Preserve public lands, historic sites, cultural landscapes and scenic resources as part of a comprehensive planning approach.

The four principles were then illustrated as "image boards," applying a variety of images to capture the essence of each principle (see Appendix C). These were presented to the members of the public during a planning workshop, helping to determine the preferred look and visual characteristics of each principle (see Figures 2-2 through 2-5 on the following pages for a ranking of the images). This process helped define the preferred types of growth and development, which were ultimately used to create Land Use Options for the Valley, as described below.

STEP 3: CREATING AND ANALYZING LAND USE OPTIONS

A series of Land Use Options were developed, each addressing the uses supported by the four principles. These were eventually refined into three distinct options, which are illustrated in Appendix D and described here:

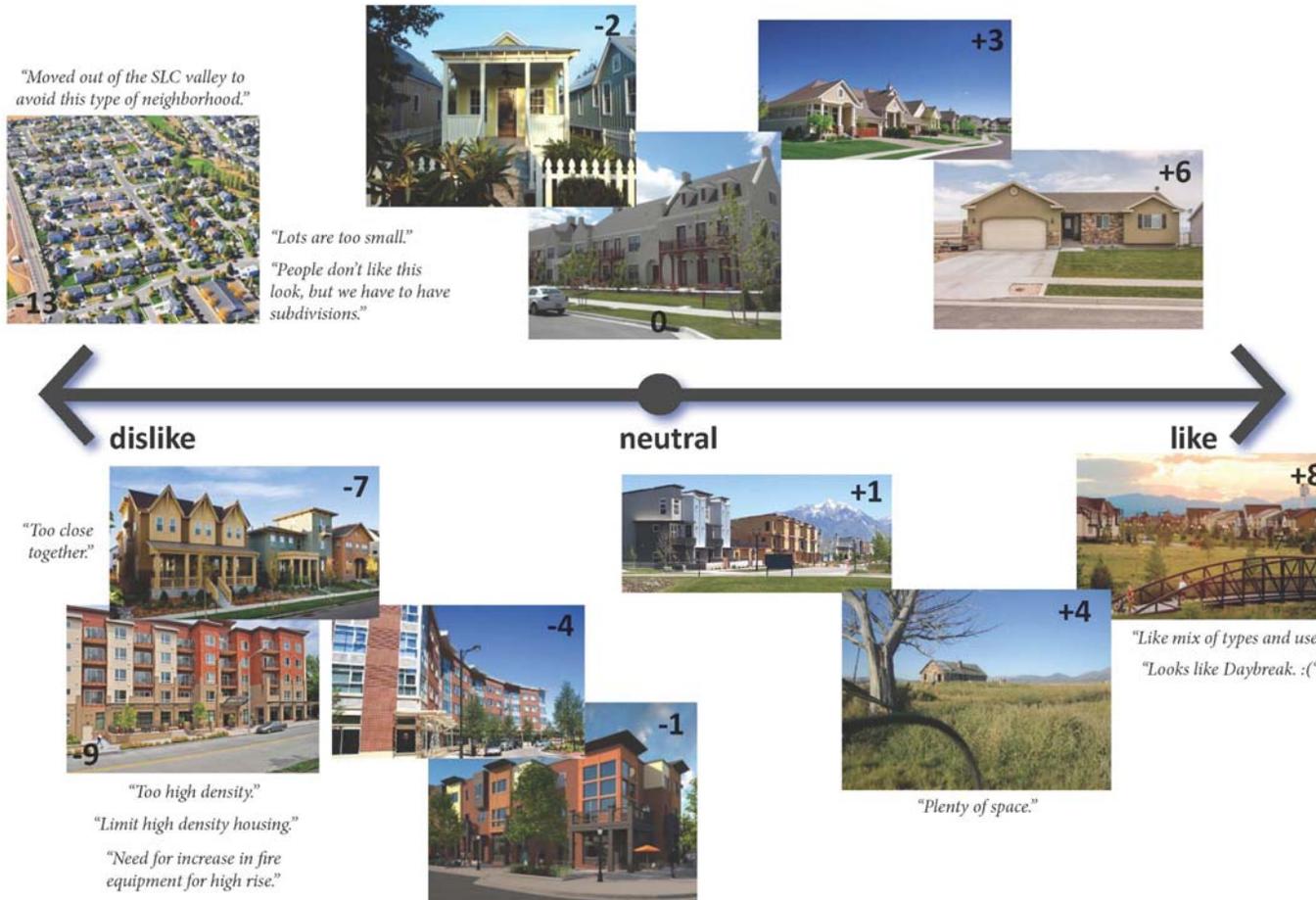
**Figure 2-2
Land Use Principle 1**

1 LAND USE PRINCIPLE: Create density and intensity near cities, services, and gathering places, including schools and city centers.



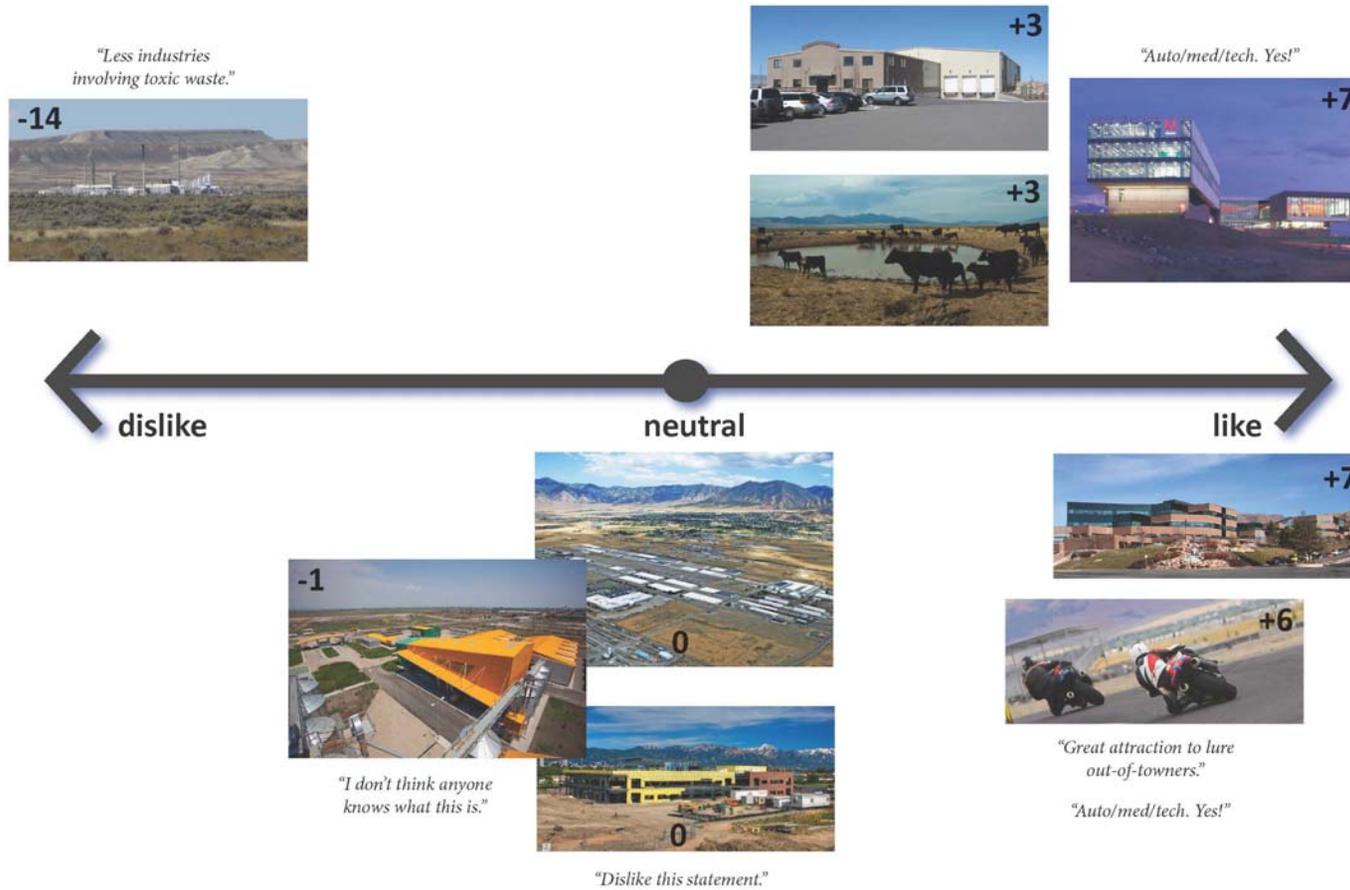
**Figure 2-3
Land Use Principle 2**

2 LAND USE PRINCIPLE: Use flexible and creative planning to achieve better neighborhood growth and development.



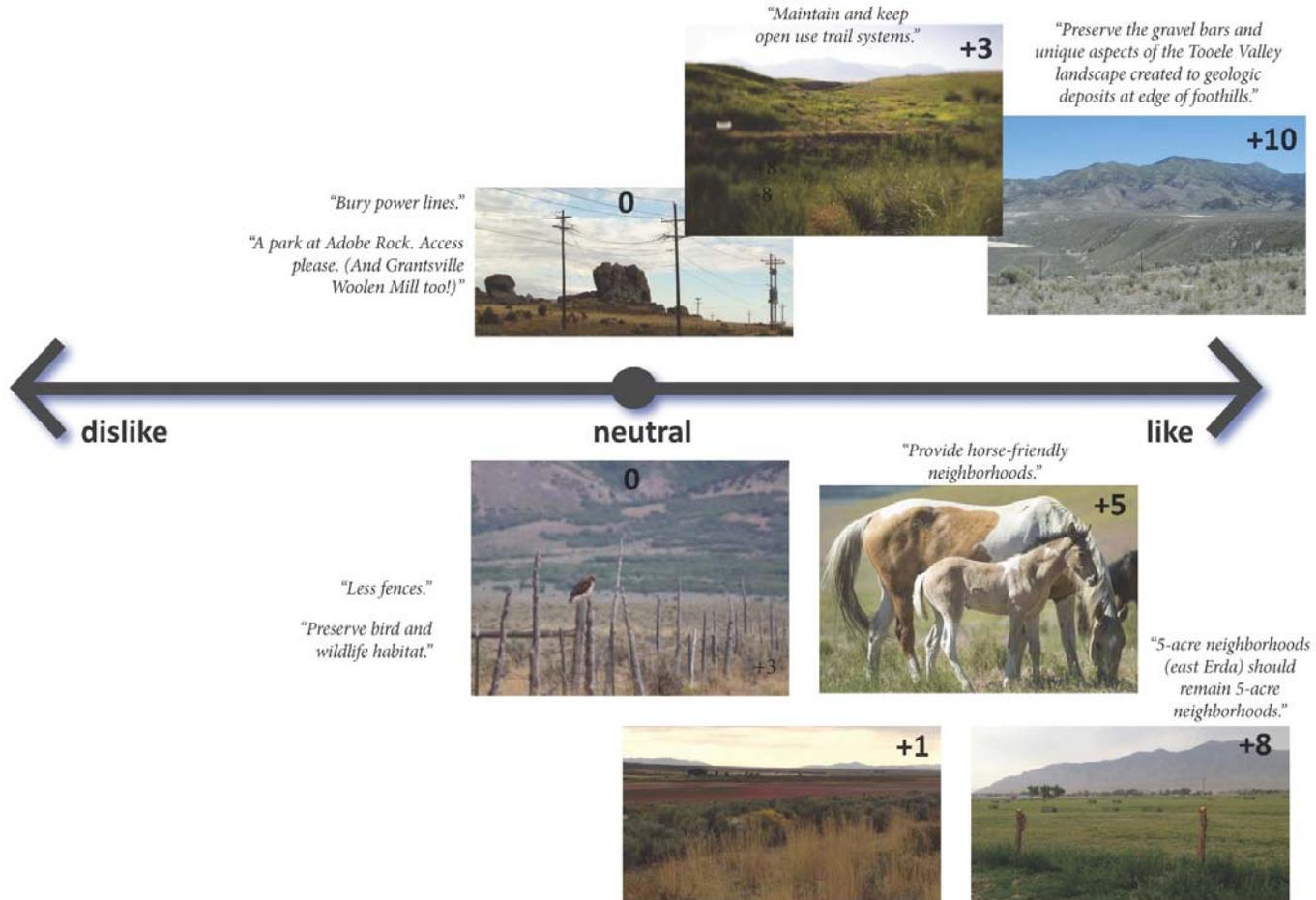
**Figure 2-4
Land Use Principle 3**

3 LAND USE PRINCIPLE: Develop Tooele County into a self-sufficient region that includes adequate employment and service opportunities.



**Figure 2-5
Land Use Principle 4**

4 LAND USE PRINCIPLE: Preserve public open lands, historic sites, cultural landscapes, and scenic resources as part of a comprehensive planning approach.



LAND USE OPTION 1: BASELINE

This option assumes that development continues as currently permitted, with an emphasis on sprawling, large lot development. Growth and development is controlled by access to limited water resources and the use of septic sewage systems. Strip commercial will continue along SR-36 and be allowed along the yet-to-be realized Midvalley Highway.

Outcomes include the following:

- *Continuation scattered development patterns;*
- *Inefficient and costly utilities and infrastructure;*
- *Long commutes to work in the Salt Lake Valley; and*
- *Tooele Valley's role as bedroom community to the Wasatch Front is maintained.*

LAND USE OPTION 2: CENTERS & INDUSTRY

This option assumes that development shifts to new nodes and centers along SR-36, that water rights can be directed to these locations to accommodate denser development and urban-type services. Density is directed near existing cities, enhanced by new transit and multi-modal transportation opportunities.

Possible outcomes are significantly different from current directions and patterns, as follow:

- *Clustered development and the preservation of open space are the norm;*
- *Walkable/bikeable places and destinations;*
- *Light industry shifts to the valley core and heavier industries remain along the north and west valley edges. Opportunities for low-density and dispersed residential development are maintained along the east and west edges of the valley.*

LAND USE OPTION 3: DISPERSED CENTERS/UNIFIED STRUCTURE

Assumes that development shifts to new nodes and centers along SR-36 and Erda Way, water-rights can be directed to these locations to accommodate denser development and urban-type services. Density is directed near existing cities, enhanced by new transit and multi-modal transportation opportunities.

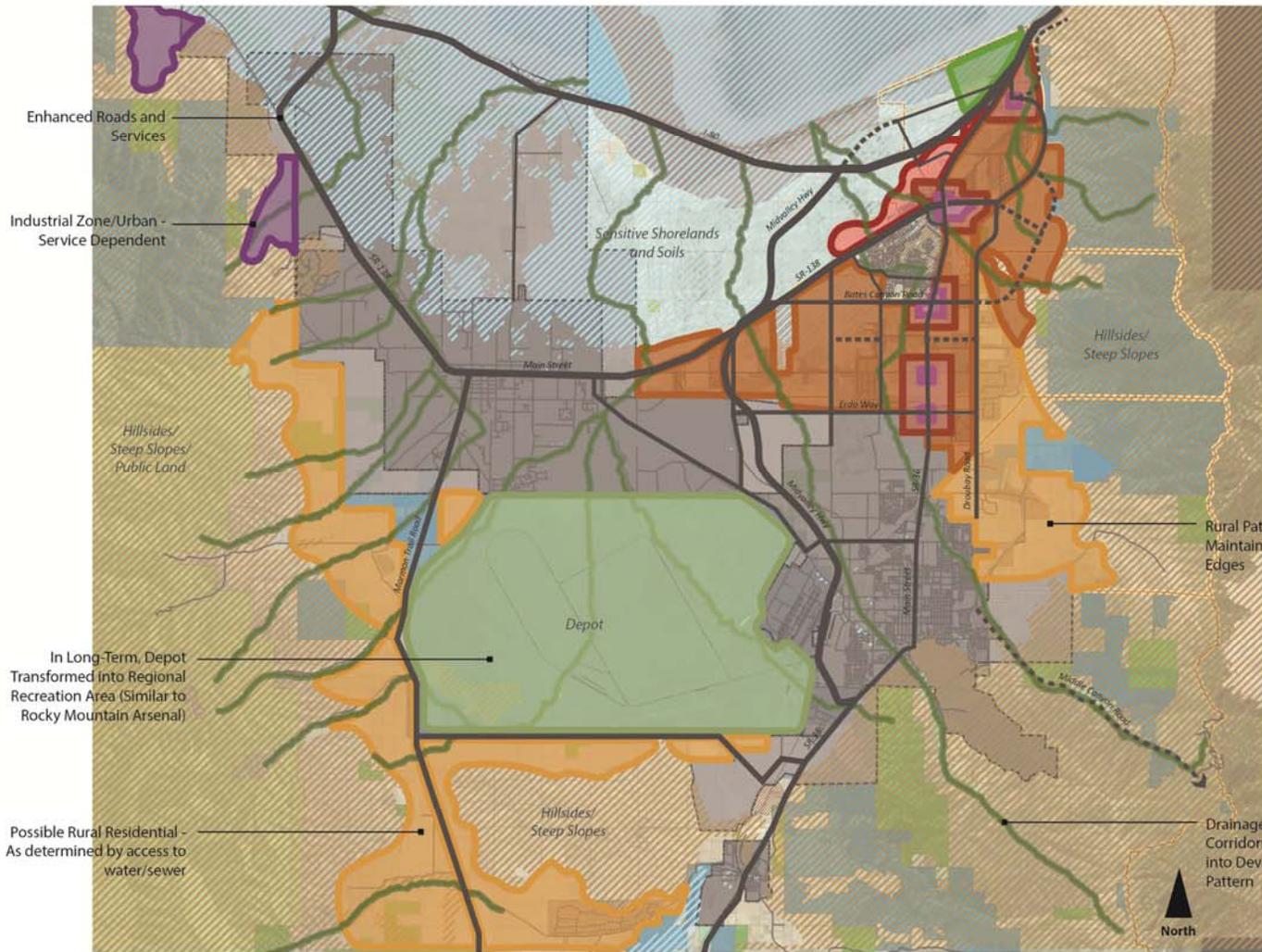
Possible outcomes diverge significantly from current directions and patterns, as follow:

- *Clustered development and the preservation of open space are the norm;*
- *Walkable/bikeable places and destinations;*
- *Light industry shifts to the valley core and heavier industries remain along the north and west Valley edges;*
- *Opportunities for low-density and dispersed residential development are maintained along the edges of the valley.*

The three alternatives were presented to members of the Steering Committee, who helped select Concept 2 as the Preferred Land Use Concept.

FUTURE LAND USE

Based on the input received, there is clear support for a new model of growth and development in the Tooele Valley, one that sidesteps the scattered/low-density development patterns and sprawl which have predominated in the past. Concentrating growth and density at centers and transportation nodes is supported, although the form and intensity of these places should be tempered to fit in with the rural setting. There is also strong support for clustered development and the preservation of meaningful open space for trails and recreation purposes.



Map 2-6
Future Land Use

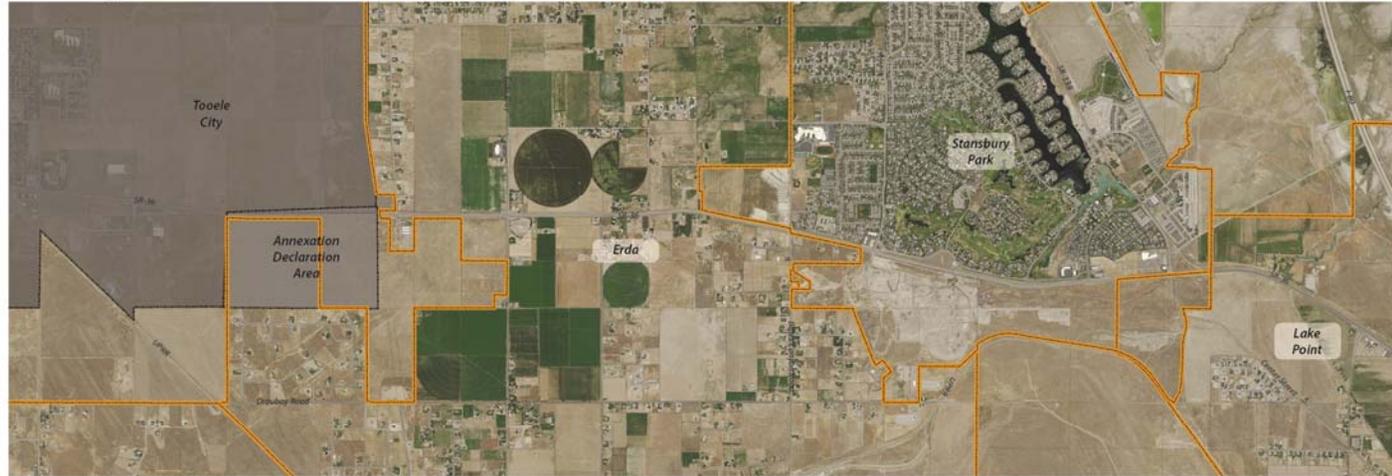
- Highway Commercial/Entryway
- Mixed Use Centers
- Density Residential
- Mixed-Density Residential/Cluster
- Rural Residential (1 - 20 acre lots)
- Industrial
- Lake-Based Industry
- Regional Park (Long-Term)
- Greenways/Open Space Corridors
- Municipalities
- Annexation
- Township Boundary
- County Boundary
- Developed Areas
- BLM
- State/UDOT
- State Sovereign Lands
- SITLA
- Tooele City
- Tooele County
- DNR
- Water Bodies, Sensitive Shorelands, Soils, Etc.
- Hillsides/Steep Slopes
- Transportation Network (See Tooele County Transportation Plan 2015)

Tooele County
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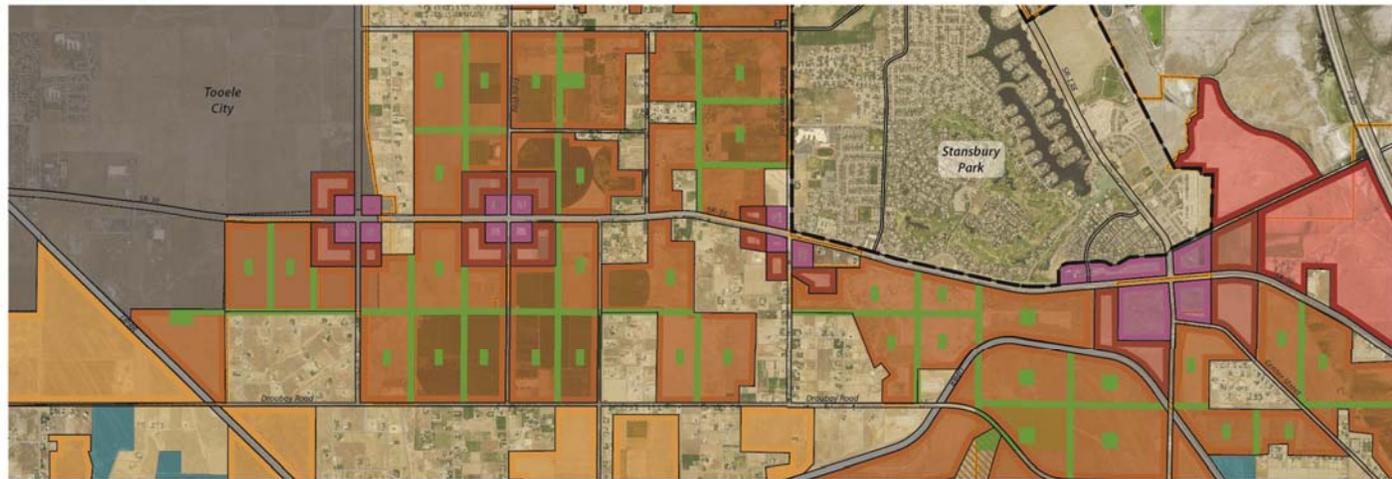
**Figure 2-6
Highway 36 – Today and Tomorrow**

Existing



An illustration of how the land use patterns surrounding Highway 36 could be positively transformed through the implementation of **Mixed Use Centers at key nodes** surrounded by **Density Residential, Mixed Residential/ Clustered Development and Rural Residential**.

At Build-out



- Legend**
- Highway Commercial/Entryway
 - Low-Density Residential/Cluster
 - Municipalities
 - Areas with Existing Development Patterns
 - Mixed Use Centers
 - Rural Residential (1 - 20 acre lots)
 - Annexation Declaration Areas
 - BLM
 - Density Residential
 - Greenways/Open Space/Parks
 - Township Boundaries
 - Hillsides/Steep Slopes



**Figure 2-7
Envisioned Centers**

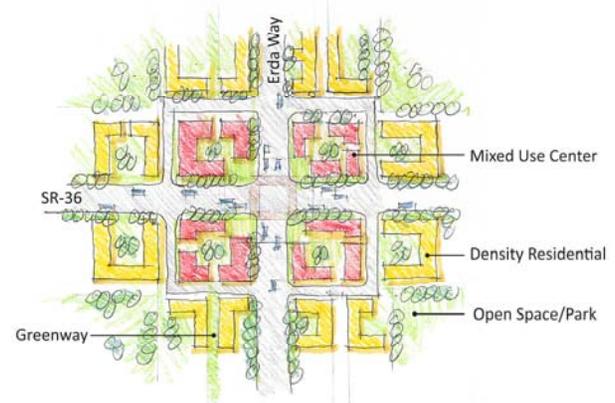
ENVISIONED CENTERS



Mixed Use Centers



Highway Commercial/Entryway



Example of Erda Way Mixed Use Center Concept

alternative transit modes. The centers should merge seamlessly with Density Residential areas at the edges, utilizing carefully design open space corridors, plazas and green spaces to link the two districts into unified places.

DENSITY RESIDENTIAL

This category encompasses a range of residential forms, styles and densities, all laid out in a manner that results in engaging and coordinated neighborhoods. Single-family residential uses at net densities ranging from two to eight units per acre are envisioned, utilizing Clustered Development and similar techniques to help integrate residences with the natural attributes of specific sites and surrounding landscapes. The provision of neighborhood gardens, parks, corrals, trails and other amenities are all possible, depending on the concept. Clustered Development also provides opportunities to access to large tracts of regional open space and recreation amenities not otherwise possible in more typical developments.

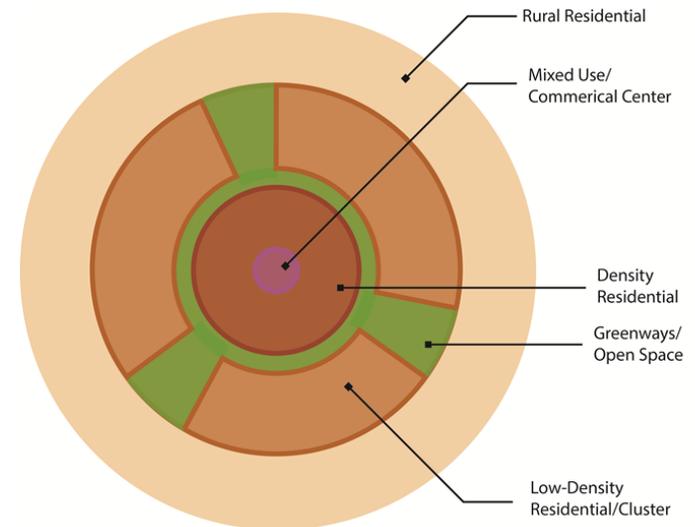
MIXED - DENSITY RESIDENTIAL/ CLUSTERED DEVELOPMENT

This category will continue to be the most prevalent residential use, encompassing new development areas and infill within existing single-family neighborhoods. New neighborhoods should be developed with a wider range of housing types, including Clustered Development, which should become the norm rather than the exception. Anticipated densities should range from two to four units per acre, depending on specific site and infrastructure opportunities.

RURAL RESIDENTIAL (5 TO 20 ACRES LOTS)

This category will continue along the east and south edges of the Valley where water is limited, septic systems are the norm, a rail line limits access, and contaminated land limit development potential.

**Figure 2-8
"Centers" Concept Diagram**



Both infill and new neighborhoods should be considered, with Clustered Development utilized to preserve meaningful open space corridors. One-acre lots should be the minimum lot size, meeting County Health Department limitations for septic sewer systems, which are assumed. Five, 10, 20 and 40-acre lots should also be permitted according to existing standards and regulations.

INDUSTRIAL

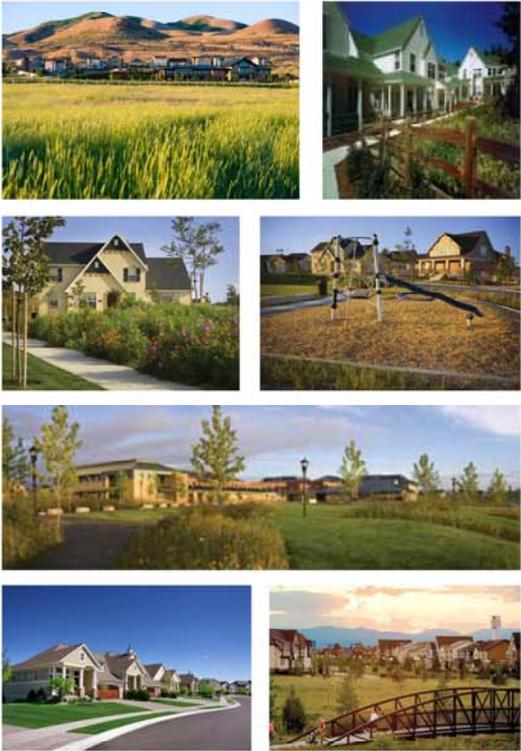
These areas provide opportunity to implement a wide range of industrial and business park developments as part of strengthening the local economy and job market. Establishing a business park should be a top priority. Heavy and polluting industries should be expressly forbidden, in deference to nearby residential uses and to maintain the good air quality that currently exists in the Valley.

**Figure 2-9
Envisioned Residential**

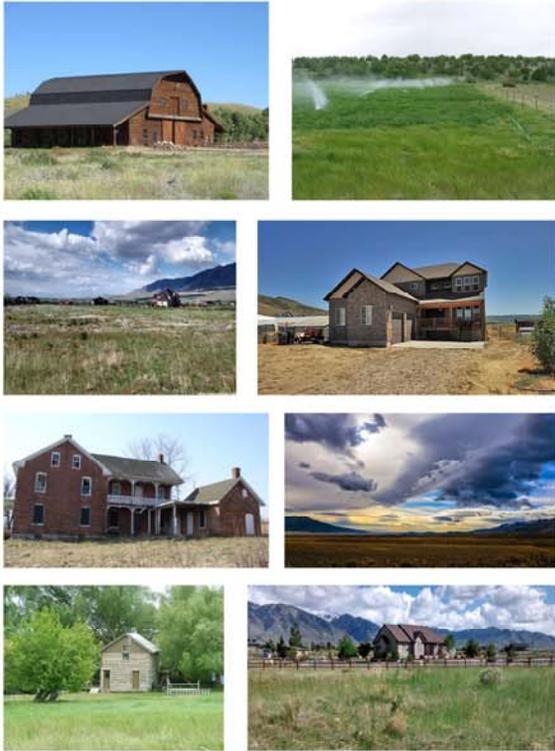
ENVISIONED RESIDENTIAL



Density Residential



Mixed Residential/
Clustered Development



Rural Residential

**Figure 2-10
Envisioned Industry**

ENVISIONED INDUSTRY



Industrial development should be grounded on past traditions while looking forward to new opportunities.



Lake-Based Industries

LAKE-BASED INDUSTRY

Existing salt extraction operations should continue to be supported along the lake shore, with limited ancillary industries and commercial operations encouraged as part of diversifying the economic profile of the Valley. Care should be taken to ensure that future development considers sensitive lands as part of receiving development approvals. Furthermore, the provision of public access to the lake shore should be encouraged as a long-term goal, perhaps including a shore preserve and interpretive trails and facilities.

REGIONAL PARK (LONG-TERM)

A large regional park is envisioned to be created at the Tooele Army Depot. The reality of achieving this lofty goal is demonstrated by the transformation of the former Rocky Mountain Arsenal into the Rocky Mountain Arsenal National Wildlife Refuge, ten minutes from



downtown Denver. A similar facility to the Tooele depot, the new refuge is nearly 17,000 acres in extent, making it one of the largest urban wildlife refuges in

the United States. Consisting of open lakes, wetlands, prairie grasslands and woodland, the Denver project should serve as a model and inspiration for the long-term transformation of the Depot into a world-class regional park to serve the Valley and visitors alike.



GREENWAYS & OPEN SPACE CORRIDORS

Numerous small drainages and stream beds are located in the Valley. These features not only provide a connection with the natural setting, they can be used to help mitigate the impacts of flood and rain events. Rather than burying and piping these features, they should be incorporated into the structure of the City to serve as natural drainage ways, trail corridors and wildlife corridors, to the greatest degree possible.

A robust web of regional and local greenways and open space corridors is envisioned, helping to link the cities and townships with new and established unincorporated neighborhoods. The greenway

Figure 2-11
Envisioned Parks, Open Space, Trail Corridors & Natural Areas

ENVISIONED PARKS, OPEN SPACE, TRAIL CORRIDORS & NATURAL AREAS



system should be established as part of a "green spine," utilizing the natural drainages and waterways as primary routes, which are interlinked with smaller, more localized corridors. It is assumed that multi-purpose trails will be provided in all of these spaces, with natural parks, agricultural fields and natural open spaces preserved along the edges to maintain the coveted rural look and feel that defines the Valley.

COMMERCIAL

Commercial uses should be integrated at identified centers and nodes in the unincorporated areas, avoiding the pitfalls of typical roadside sprawl. It is assumed that larger commercial uses will be sited at the Highway Commercial entryway district in Lake Point and within the surrounding cities.

PARKS, OPEN SPACE & NATURAL LANDSCAPE AREAS

Tooele Valley is dominated and defined by the large tracts of open land, some of which is likely to remain undeveloped due to natural constraints and others will be developed. Since the focus of this plan is on density radiating from the centers and Clustered Development, the preservation and linkage of large tracts of open space is assumed, creating a unique place to live and helping to maintain the unique Tooele Valley sense-of-place.

THE STOCKTON BAR – PRESERVE AND PROTECT

The Stockton Bar is perhaps the most important natural feature in the area. Well known as being the biggest and best preserved, wave-deposited sandbar in the Western Hemisphere, this unique feature attracts geology buffs and scientists. The sandbar is an important open space amenity, providing a place to hike and explore the unique geologic feature and surrounding landscape.

Over the years there have been several attempts to mine the bar, which would be an incalculable loss. Tooele County citizens and decision-makers should remain vigilant to ensure this unique feature is preserved and protected.



"The Great Bar at Stockton, Utah" as illustrated in Lake Bonneville, U.S. Geological Survey Monograph 1, by G.K. Gilbert (1890). The name has subsequently been shortened to Stockton Bar. –US Geologic Society



INFRASTRUCTURE & UTILITIES

Existing utility corridors (pipelines, canals, power lines and similar conveyances) will remain in the future, with new facilities required as needed to meet the needs of a growing valley. Existing utilities should be maintained as required, and land reserved to meet the future needs. Existing and future utility corridors should be incorporated as part of the County open space and trail corridor system, as appropriate, with water and wastewater treatment facility sites located and preserved in to meet future needs.



ROADS AND TRANSPORTATION FACILITIES

Future road, rail, transit, trail and other transportation facilities should be maintained and extended to meet the transportation needs of the community. This is particularly critical in areas earmarked for new development (see the *updated Transportation Plan 2015* for details.)

PRESERVING THE TOOEE VALLEY SENSE OF PLACE

As already established, the Tooele Valley has a distinctive "sense of place." Maintaining the characteristics which contribute to this feeling is a critical aspect of this Plan. The following is a list of specific tools for maintaining the Tooele Valley identity and allure.

MAINTAINING VIEWS AND VIEWSHEDS IN THE TOOEE VALLEY

Since first impressions often establish one's perception of a place, special efforts should be taken to improve the sweeping views of Tooele Valley for I-80 motorists. Efforts should include cleaning up unsightly properties immediately adjacent to the roadway, limiting building heights, and carefully coordinating development to maintain fully connected viewsheds to the south.



Under most circumstances the use of trees and vegetation could help soften and buffer freeway views. Since the surrounding landscape is so open and stark, the introduction roadside trees and plants might seem out of place and difficult to maintain. Such screening efforts are likely to contrast with the surroundings, drawing attention away from the unique landscape and diminishing the intended effect.

It is therefore suggested that freeway enhancements be restrained, focusing on public artwork and carefully-conceived man-made features rather than ineffective and difficult to maintain landscape enhancements.



ROADWAY ENHANCEMENTS (PRIMARY & SECONDARY)

Special streetscape improvements should be provided along key entry roads and valley boulevards, such as SR-36, Midvalley Highway

and Erda Way, for example. Primary and secondary boulevard treatments should be developed for the various street types (see the updated *Transportation Master Plan 2015*), providing a unified yet distinct series of streetscape treatments. Each boulevard should incorporate street trees, landscaping, lighting and similar enhancements that distinguish each boulevard as an attractive passageway.

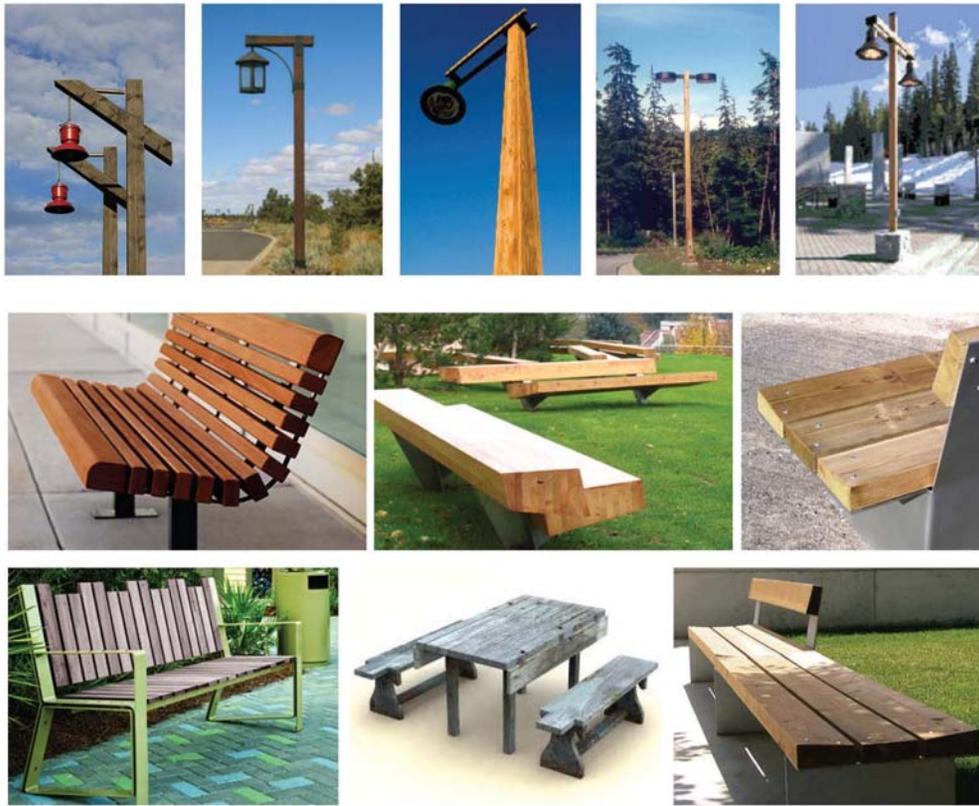
COMMUNITY GATEWAY ENHANCEMENTS

Clear indications that one has arrived in the various Tooele Valley destinations should be developed as part of a unified Community Gateway Program. Special gateway treatments should be created at key entrances to Grantsville, Tooele, Stansbury Park and Lake Point.

A variety of methods and forms can be used to create these features, including enhanced landscaping, coordinated signage, landforms and berms, landscape art and sculpture, walls and structures, special lighting, in addition to the removal or relocation of unattractive properties and uses.

KEY INTERSECTION ENHANCEMENTS

Smaller gateway treatments should be considered at the various Mixed Use Centers proposed along SR-36 and in the heart of Lake Point community. These nodes should receive special design attention to help lead visitors to and through the Valley. Design inputs should go beyond wayfinding, incorporating public art and special landscaping to help reinforce unique neighborhood characteristics and special flavors that define each destination.



The gateway treatments should utilize a unified palette and design language, with individual variations highlighting the special qualities of each community. The basis of gateway design should be related to the special qualities of The Tooele Valley, including the open valleys, steep mountain slopes, the Stockton Bar and Great Salt Lake shorelands.

POSSIBLE TOOLS TO PRESERVE PRIVATE OPEN SPACE AND PROTECT SENSITIVE LANDS

1. Open Space Design Standards - Clustered Development

Open Space Design Standards (OSDS) can be used to preserve agricultural land, wildlife habitat, and open spaces while allowing an equal or higher level of development on a smaller area of land. OSDS's may establish and dictate sites to be preserved such as sensitive lands, farmlands, stream corridors, rural road buffers, view corridors, and other open space features that have been identified by the community as important. OSDS's generally require the "clustering" of development in order to preserve open space and protect property rights.

OSDS's allow, encourage or require development to be "clustered" onto a portion of the site. The remaining property is preserved as open space through a conservation easement. Open space preservation in new development areas can be encouraged through incentives, such as allowing full density with clustering or reduced density without clustering. These mechanisms are not considered a "taking" because there is still reasonable and beneficial use of the property. They do not regulate density per se, just the pattern of development.

In order to encourage and facilitate clustered development, it is important to: 1) treat cluster developments equally with conventional subdivisions in the development review process; 2) favor clustering in special areas; and 3) encourage cluster development as a standard specifically for the preservation of open

space. As a general rule, OSDS's are a part of an overlay or special district.

As described below, Open Space Design Standards have several advantages over other means of preserving open space.

- They do not require public expenditure of funds such as for the purchase of property;
- They do not depend on landowner charity or benevolence such as in land or easement donations;
- They do not need a high-end market to make them affordable;
- They do not involve complicated regulations for transfer of development rights; and
- They do not depend on cooperation between two or more adjoining property owners.

The accompanying figure illustrates a typical clustered subdivision design. Note that homes have been clustered, allowing approximately half of the site to be preserved as open space. Access to the open space in such areas may be accessible by the public or limited to subdivision residents, depending on the purpose of the open space and the specific conditions of each project. However, it is assumed that public trail corridors will be a primary use in such places.

Figure 2-12
Clustered Development Concept Diagram



Source: Randall Arendt, *Rural by Design*

It is understood that use of the **Tooele County Planned Unit Development (PUD) provisions** contained in the existing land use ordinances have been ineffective for preserving open space and creating better designed neighborhoods. Most cluster subdivision ordinances specify that multiple parcels may participate in a clustered development provided the parcels are adjacent to each other. This allows the transfer of density from one or more parcels

onto a single parcel, or portion of a single parcel. Similarly, non-adjacent parcels could be allowed to combine density and transfer it onto a concentrated site where services such as sewer and culinary water may be available. This technique allows land owners to seek development partnerships that may not otherwise be available between adjacent owners, and may encourage the free market to preserve more continuous greenbelts of open space, and concentrate development of new homes and businesses into a more compact growth pattern. The advantages of this development pattern include reduced costs to service growth, greater opportunities for farming or wildlife habitat activities, and larger, more continuous open space areas.

Several Clustered Development model ordinances are provided in Appendix 5 for reference and inspiration.

2. Zoning and Development Restrictions: Sensitive Lands Overlay Example

This tool requires additional regulation on underlying zoning districts, with special restrictions on unique resources, hazards or sensitive lands. However, a Sensitive Lands Overlay does not provide for complete control of the land. Such overlays might be applied over core habitats, grazing land, stream and river corridors, and other sensitive lands described in a corresponding Sensitive Lands Overlay Zone. Specific measures are then created to protect these areas. Within each category of protected land, specific regulations can be devised to treat specific density, open space, site design and building design requirements.

3. Fee Simple Title (Outright Purchase)

Desirable open space properties (recreational or agricultural) may be purchased and held by a responsible agency or organization for that purpose. Because of the potential for a very high cost of acquisition, fee simple acquisition should be reserved for highly important, critical parcels for which no other strategy can feasibly be used. Although fee simple title or out-right purchase can be the most expensive option, there are other opportunities that are available to help recover some of the initial investment.

4. Purchase and Sellback or Leaseback

Purchase and Sellback enables a government agency to purchase a piece of land along with all the rights inherent in full ownership, and then sell the same piece of land without certain development rights, depending on the preservation objective related to that parcel of land. The restrictions placed on development can range from no development to requiring clustered development. *Purchase and Leaseback* is similar, although instead of selling the land, the agency leases it with restrictions in place. In this manner the agency is able to recoup some of its investment in the form of rent.

5. Conservation Easements

Conservation Easements have gained favor and popularity with property owners and preservation groups alike in recent years. These easements remove the right to develop from the usual bundle of property rights. Separation of development rights is accomplished in three ways:

- Donations: The property owner willingly donates the development value of the property to a land trust or other organization, and agrees that the property will never be developed. Tax incentives are available for such donations.
- Purchases: The property owner sells the right to develop the property to a land trust or other organization, which agrees that the property will never be developed.
- Transfers: The property owner transfers or trades the value of the right to develop the property to another entity, which may use that right on another property agreed upon by the jurisdiction administering the trade.

Conservation Agreements prevent alterations to a designated piece of land. Most land uses are prohibited, although certain uses such as farming, nature conservation, passive recreation and other “open space” uses may be allowed. Of the three methods (donations, purchases and transfers), transfers are the most complicated.

The conservation easement “runs” with the land and is recorded with the deed. Typically, the easement is granted to a land trust, land conservancy, or a government entity. The easement is typically agreed upon with the property owner who retains ownership of the property, but gives up the right (by selling, donating, or trading) to develop it or to use it in ways that are incompatible with the open space goal. The entity receiving the development rights agrees to hold the development rights in order to maintain the area as open space. Often there are IRS tax advantages to the benefactor for the value of the donated development rights.

6. Land Banking

Local governments have used this option only rarely as a means for preserving land, primarily due to its often prohibitive costs. This tool involves the purchase of land and holding it for possible future development. Often the land is purchased and leased back to the original owners to continue its immediate use, such as agricultural production. Agencies interested in this option should have the ability to purchase and condemn land, to hold and lease land, and to obtain debt financing for its purchase.

GOALS AND POLICIES

Goal: To conserve limited water resources.

Policy: Encourage water conservation through policies and ordinances that reduce indoor and outdoor water use.

Implementation Measure: Adopt a water conservation landscape ordinance.

Implementation Measure: Adopt an indoor water use ordinance that requires low flow plumbing fixtures and other means to conserve water.

Implementation Measure: Utilize water conserving landscape design and methods on all public projects.

Goal: To maintain and protect critical open lands and other sensitive lands in the Tooele Valley.

Policy: Modify the existing County code to address the need to protect critical open space and sensitive land.

Implementation Measure: Identify and map critical open space and sensitive lands with the intent of establishing protection and preservation areas.

Implementation Measure: Develop a Critical Open Space and Sensitive Lands Overlay Zone which addresses specific lands to be protected and the tools and mechanisms available for implementation.

Implementation Measure: Ensure that future growth does not extend into critical habitat areas for sensitive and threatened wildlife.

Goal: To encourage a wider range of residential and mixed uses to meet projected future population growth.

Policy: Allow and encourage new residential development models that meet the future needs of the community.

Implementation Measure: Modify existing ordinances and codes to facilitate Clustered Development.

Implementation Measure: Investigate the applicability of utilizing of packaged sewer plants in areas of the Tooele Valley that are designated for higher density development.

Implementation Measure: Modify existing ordinances and codes to allow mixed-use development at key nodes and destinations.

Implementation Measure: Create detailed guidelines and educational information regarding the benefits of new residential models, including Clustered Development and Mixed Use development.

Policy: Implement specific improvements to enhance key roadways in the Valley.

Implementation Measure: Investigate a variety of improvements within the public realm (road right-of-way) and private realm (parking lots, front yards, etc.). Specific ideas to be investigated include streetscape enhancements, redevelopment, coordinated signage, etc.

Goal: To improve Valley views along I-80 and along major road corridors in the County.

Policy: Create a coordinated program of streetscape and right-of-way improvements.

Implementation Measure: Prepare a landscape master plan for each corridor, identifying special enhancements.

Goal: To ensure the future needs for schools and other public services meet future demand.

Policy: Cooperate with Tooele School District officials and other public service providers to locate and reserve appropriate sites for schools and other public services, as needed.

Goal: To protect transportation corridors and minimize impacts on surrounding land uses.

Policy: Introduce minimum setbacks between new residential uses, railways and road corridors.

Policy: Utilize transitional land uses, physical buffers such as walls fences and vegetation to separate residential land uses from industrial and similar incompatible land uses.

Goal: To protect and conserve critical agricultural land.

Policy: Investigate new zoning ideas to help maintain existing agricultural uses in key open space areas.

Policy: Modify existing ordinances and codes to protect critical open space and view corridors in the Valley.

Goal: To protect and conserve critical agricultural land, sensitive lands and sensitive natural features in the community.

Policy: Modify existing ordinances and codes to ensure sensitive lands, stream corridors, drainage ways, and critical natural features in Tooele Valley are preserved.

Goal: To promote implementation of the land use concepts contained in the General Plan.

Policy: Integrate the concepts and ideas contained in the Comprehensive Plan into short-term action plans (1- 5 years).

Policy: Prioritize Comprehensive Plan implementation measures as part of capital funding plans.

Policy: Modify the existing County Code to ensure land use changes contained in the updated General Plan are codified.

Implementation Measure: Allow and encourage a broader mix of housing types and options.

Implementation Measure: Allow and encourage mixed-density residential uses, clustered development housing developments and mixed use districts in select locations.

Implementation Measure: Ensure the Stockton Bar and other irreplaceable natural features are preserved and protected in perpetuity.

Implementation Measure: Ensure that the Tooele Valley Municipal Airport Master Plan is reviewed when considering new development in the vicinity of the airport.

Implementation Measure: Coordinate and Cooperate with Tooele Valley Airport

authorities to ensure adjacent landowners are apprised of future expansion/buffer needs and compensation is provided accordingly.

3 Housing

CURRENT HOUSING SUPPLY

The vast majority of housing units in Tooele County are single-family units (attached or detached). Of the 19,261 units, 15,862, or 82 percent, are attached or detached single-family units.

**Table 3-1: Current Housing Supply
(Source: Tooele County Assessor’s Office; ZBPF)**

	Total	Percent of Total
Single-Family Residential	17,440	91%
Condo	595	3%
Mobile Home	799	4%
Multiple Residences	184	1%
SFR	15,862	82%
Multi-Family Residential	1,821	9%
Apartments	649	3%
Duplex	246	1%
Fourplex	192	1%
Low-Income	718	4%
Mixed-Use	16	0%
Total	19,261	100%

**Table 3-2: Current Housing Supply by Municipality
(Source: Tooele County Assessor’s Office, ZBPF)**

	Condo	Mobile Home	Mult Resid.	SFR	Apts.	Duplex	Four plex	Low Income	Mixed Use	Total
Tooele Valley	595	717	142	14,200	465	222	148	718	16	17,223
Grantsville	23	203	40	2,620	91	18	16	104	0	3,115
Lake Point	0	30	8	289	0	14	0	0	0	341
Stansbury Park	180	0	0	2,600	0	0	0	126	0	2,906
Stockton	0	0	0	216	0	2	0	0	0	218
Tooele City	392	484	94	8,475	374	188	132	488	16	10,643
Remaining County	0	70	10	202	184	14	36	0	0	718
Ophir	0	0	0	31	0	0	0	0	0	31
Rush Valley	0	8	12	151	0	0	0	0	0	171
Vernon	0	3	0	80	0	0	0	0	0	83
Wendover	0	67	10	122	184	14	36	0	0	433
Unincorporated County	0	4	20	1,278	0	10	8	0	0	1,320
TOTAL	595	791	172	15,680	649	246	192	718	16	19,261

The Utah Affordable Housing Database, managed by the Utah Department of Housing & Community Development, lists the following apartment complexes as low-income apartments. Rental rates for these units may be determined in various ways, including rents to be no more than 30 percent of the tenant’s income or a fixed rental fee that is lower than the average market rate for rent in the area.

**Table 3-3: Low-Income Apartments in Tooele County
(Source: Utah Affordable Housing Database)**

Community	Address	City	Units
Briarwood Apartments	145 Gardenia Way	Wendover	32
Canyon Cove (Senior)	178 East Vine Street	Tooele	21
Clark Street Apartments*	316 East Clark Street	Grantsville	24
Five-plex*	132 East Utah Avenue	Tooele	5
Heritage Path Apartments	278 West Main	Grantsville	20
Lake View Apartments*	742 North 100 East	Tooele	76
Landmark Apartments	350 West 400 North	Tooele	52
Old Mill Stansbury*	161 East Hilary Lane	Stansbury	128

Community	Address	City	Units
		Park	
Oquirrh View Apartment	586 North 270 East	Tooele	16
Orchard Park	Country Haven Lane	Grantsville	63
Remington Park (Senior)	500 Utah Avenue	Tooele	72
South Willow Apartments	211 South Hale	Grantsville	
Sumerset Gardens (Senior)	143 North 400 West	Tooele	28
Tooele CROWN*	Various Locations	Tooele	11
Tooele Gateway Apartments*	232 Fenwick Lane	Tooele	130
Valley Meadows*	600 North 600 West	Tooele	40
Westwood Mesa	780 West 770 South	Tooele	22
Willow Creek (Senior)	236 West Plum	Grantsville	83
Total			843¹

**Tax credit Section 42 program rents are not subsidized*

Year Structure Built	Tooele County	Tooele City	Grantsville
1940 to 1949	4.5%	4.9%	5.8%
1939 or earlier	5.8%	5.9%	8.1%

HOUSING CONDITIONS

YEAR BUILT

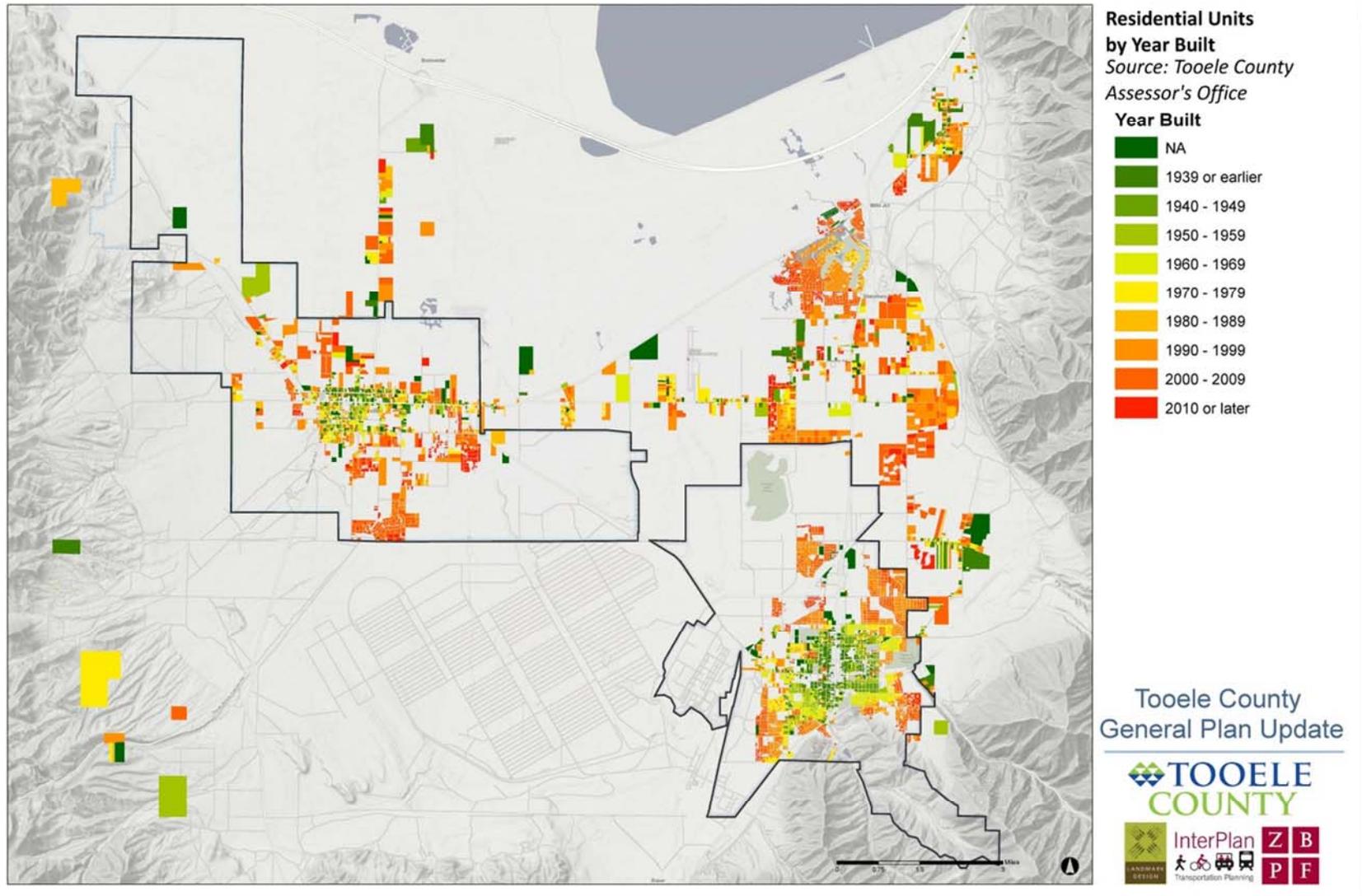
Thirty-one percent of all homes in Tooele County were built since 2000, with another 22 percent built between 1990 and 1999.

Table 3-4: Residential by Year Built
(Source: ACS 2013)

Year Structure Built	Tooele County	Tooele City	Grantsville
2010 or later	0.7%	0.6%	0.9%
2000 to 2009	30.0%	26.4%	32.2%
1990 to 1999	22.3%	27.0%	15.8%
1980 to 1989	7.7%	5.2%	7.9%
1970 to 1979	13.2%	11.7%	16.1%
1960 to 1969	7.7%	9.4%	7.8%
1950 to 1959	8.0%	8.9%	5.5%

¹ The number of low-income units listed by the County Assessor's Office differs from the Utah Affordable Housing Database, likely because there are some affordable units that are not identified as low-income by the Assessor's Office.

**Map 3-1
Residential Units by Year Built**



MEDIAN VALUE

The median home value in Tooele County is \$159,507. Median home values in the Tooele Valley are similar to those in the County at \$157,093, while the median home value for homes in municipalities outside of the Valley is significantly lower, at \$93,602.² Lower home values result in higher affordability rates in the County, as is analyzed further in the following affordability analysis.

Table 3-5: Median Home Values
(Source: Tooele County Assessor's Office; ZBPF)

Location	Median Home Value
Tooele Valley	\$157,093
Grantsville	\$197,628
Lake Point	\$245,535
Stansbury Park	\$211,888
Stockton	\$112,105
Tooele City	\$135,118
Remaining County	\$93,602
Ophir	\$109,274
Rush Valley	\$104,477
Vernon	\$100,988
Wendover	\$57,230
Unincorporated County	\$259,042
Tooele County	\$159,507

The median home value varies significantly by the year the home was built. Homes built during the 1990s have a median value of \$164,420, which is approximately \$30,000 less than homes built between 2000 and 2009, and nearly \$80,000 less than homes built in the last 5 years.

² Tooele Valley includes the following municipalities or communities: Grantsville, Lake Point, Stansbury Park, Stockton, and Tooele City.

Table 3-6: Median Home Value by Decade Built
(Source: Tooele County Assessor's Office; ZBPF)

Median Home Values by Decade	
No Year	\$94,699
Pre 1900	\$109,575
1900-1949	\$104,669
1950-1959	\$110,400
1960-1969	\$128,969
1970-1979	\$138,739
1980-1989	\$168,504
1990-1999	\$164,420
2000-2009	\$195,680
2010-2015	\$249,480

VACANCY RATE

Tooele County has an overall vacancy rate of 7.1 percent, which is lower than the State vacancy rate of 10.3 percent. A low vacancy rate is an indication for demand in Tooele County. The average vacancy rate for municipalities in the Tooele Valley is about 6 percent, compared to 19 percent for municipalities outside of the Valley.³ The vacancy rate in unincorporated areas is 9 percent.

Table 3-7: Tooele County Vacancy Rates
(Source: ACS 5-year Estimate, 2013)

	Total Housing Units	Occupied Housing Units	Vacant Rate
Tooele Valley	14,069	13,266	5.71%
Grantsville	3,050	2,861	6.20%
Stockton	253	247	2.37%
Tooele City	10,766	10,158	5.65%
Remaining County	879	714	18.77%
Ophir	35	5	85.71%

³ Does not include homes in unincorporated areas.

	Total Housing Units	Occupied Housing Units	Vacant Rate
Rush Valley	223	208	6.73%
Vernon	94	77	18.09%
Wendover	527	424	19.54%
Balance of Tooele County	4,728	4,301	9.03%
Tooele County	19,676	18,281	7.09%
Utah	988,571	886,770	10.30%

HOUSING TENURE

75 percent of homes in the Tooele Valley are owner occupied; however, only 50 percent of units outside of the Valley are owner occupied.⁴

Table 3-8: Tooele County Housing Tenure
(Source: ACS 5-year Estimate, 2013)

	Occupied Housing Units	Owner Occupied	% Owner Occupied
Tooele Valley	13,266	9,958	75.06%
Grantsville	2,861	2,379	83.15%
Stockton	247	192	77.73%
Tooele City	10,158	7,387	72.72%
Remaining County	714	360	50.42%
Ophir	5	5	100.00%
Rush Valley	208	184	88.46%
Vernon	77	64	83.12%
Wendover	424	107	25.24%
Balance of Tooele County	4,301	3,435	79.87%
Tooele County	18,281	13,753	75.23%
Utah	886,770	621,854	70.13%

⁴ Does not include homes in unincorporated areas.

FUTURE HOUSING SUPPLY

PROJECTIONS

The population in Tooele County is projected to increase from 65,782 in 2015 to 127,340 in 2040, based on projections from UDOT.⁵ Projections indicate an additional 61,558 people between 2015 and 2040 will require housing in Tooele County. Population projections are based on past population growth trends. Actual numbers could be greater if technological advances resolve current growth constrains, including water and sanitation.

Table 3-9: Population Projections
(Source, UDOT; ZBPF)

	2015	2020	2030	2040
Tooele Valley	61,163	69,376	89,144	114,998
Grantsville	10,198	11,794	16,216	22,139
Lake Point	1,266	1,400	1,633	1,880
Stansbury Park	8,998	9,145	9,290	9,537
Stockton	622	691	838	996
Tooele City	35,367	39,839	49,855	63,183
Unincorporated Tooele Valley	4,712	6,507	11,312	17,263
Remaining County	4,619	5,506	7,778	12,342
Ophir	39	41	45	50
Rush Valley	451	457	477	502
Vernon	248	252	268	319
Wendover	1,576	1,779	2,240	2,818
Remaining Tooele County	2,306	2,977	4,747	8,653
TOTAL	65,782	74,881	96,922	127,340

⁵ Traffic Analysis Zone (TAZ) projections are based on data from the Governor's Office of Management and Budget

Based on the average persons per household for each of the communities and the County, about 19,553 additional households will be created between 2015 and 2040, or an average of 782 households per year. Determinations will need to be made on how to best accommodate this growth if it occurs.

**Table 3-10: Household Growth Projections
(Source: ZBPF)**

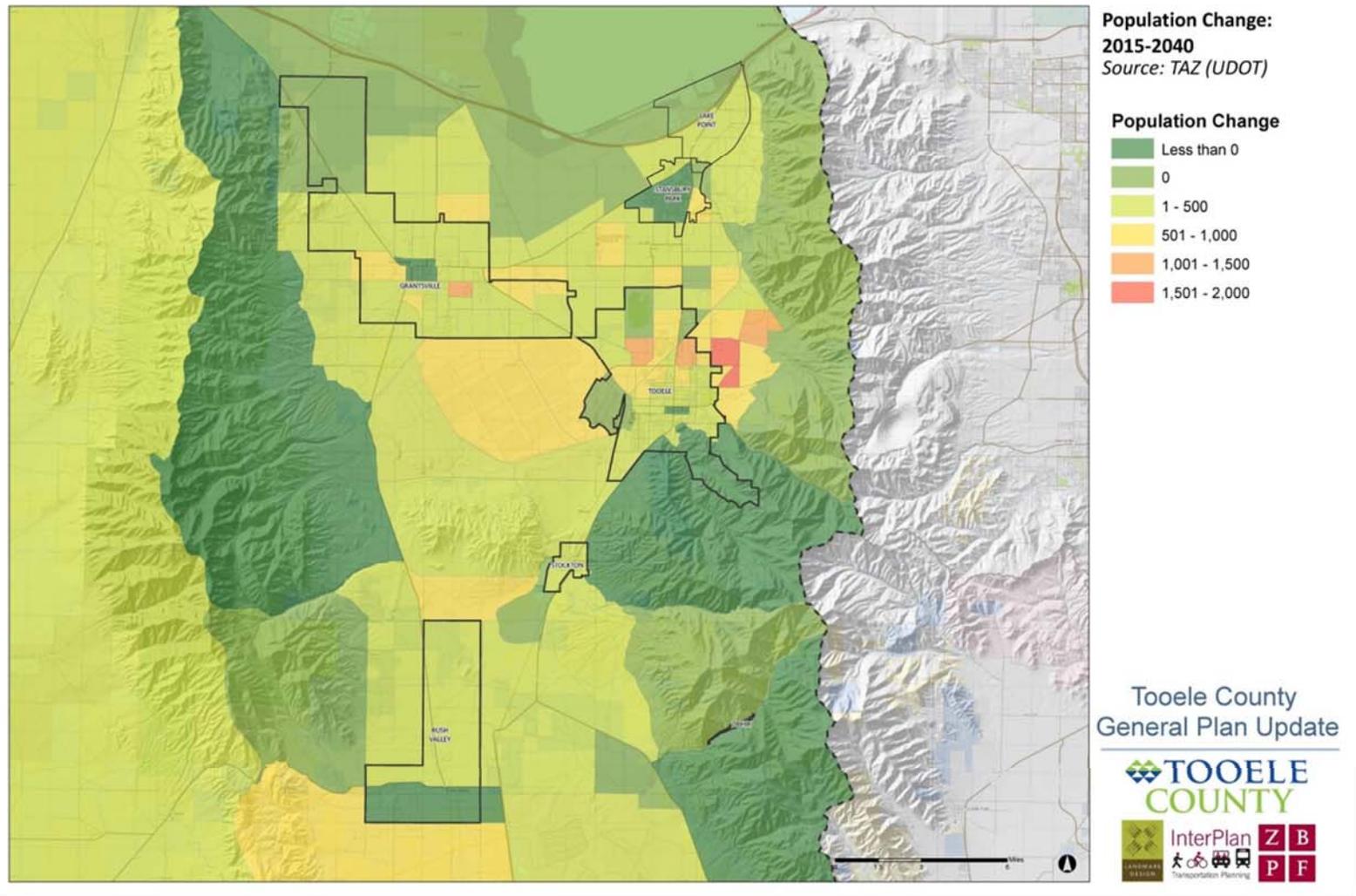
	Average Household Size (ACS 2013)	2015-2020	2020-2030	2030-2040
Tooele Valley		2,605	6,269	8,198
Grantsville	3.2	499	1,382	1,851
Lake Point	3.2	42	73	77
Stansbury Park	3.54	42	41	70
Stockton	2.87	24	51	55
Tooele City	3.11	1,438	3,221	4,286
Unincorporated Tooele Valley	3.2	561	1,502	1,859
Remaining County		288	735	1,458
Ophir	3.2	0	1	2
Rush Valley	2.57	2	8	10
Vernon	3.03	2	5	17
Wendover	2.76	74	167	209
Remaining Tooele County	3.2	210	553	1,221
TOTAL		2,893	7,004	9,656

Growth in Stansbury Park and Lake Point seem to be quite low compared to the significant growth that has occurred in these areas in recent years. This is a result of the boundaries which are used in the analysis, which uses proposed boundaries if these areas were to incorporate. Much of the projected growth near Stansbury Park and Lake Point is outside of these proposed boundaries; therefore, it is not reflected in the projections. Because there are no fixed boundaries for these areas at this time, actual growth could differ based on future boundaries.

**Table 3-11: Average Annual Household Growth Projections
(Source: ACS 5-year Estimate; ZBPF; UDOT)**

	2015-2020	2020-2030	2030-2040
Tooele Valley	521	627	820
Grantsville	100	138	185
Lake Point	8	7	8
Stansbury Park	8	4	7
Stockton	5	5	5
Tooele City	288	322	429
Unincorporated Tooele Valley	112	150	186
Remaining County	58	73	146
Ophir	0	0	0
Rush Valley	0	1	1
Vernon	0	1	2
Wendover	15	17	21
Remaining Tooele County	42	55	122
TOTAL	579	700	966

Map 3-2
Projected Population Change 2015-2040
 (Source: UDOT; ZBPF)



HOUSING PERMITS

Table 3-12 shows the number of residential building permits issued per year between 2005 and 2014. Construction decreased significantly during the recession of 2009 and 2010, and although building permits have not returned to pre-recession levels, the number per year has increased during the past three years. Population projections indicate that the number of permits will continue to rise.

**Table 3-12: Average Residential Building Permits
(Source: BEBR)**

	2005-2014	2005-2009	2009-2014	2012-2014
Grantsville	90	113	66	60
Stockton	0	0	0	0
Tooele City	122	153	91	102
Wendover	1	1	1	1
Other Tooele County	170	213	126	144
Total	382	480	285	307

LIFECYCLE HOUSING

It is important to ensure housing suitable for different stages of life, such as units for singles and young couples, townhomes for retirees, as well as opportunities for senior citizen housing and long-term care/assisted living facilities. Such an approach creates opportunities for people to live and grow in the same community. It also enables young couples, families, and the elderly to live near relatives

Tooele County has a range of housing options for different demographics. Tooele County has eight assisted living facilities for a total of 376 units. There are approximately 1,821 multi-family units in Tooele County, which help to provide housing options for entry-level households. Furthermore, the general affordability of homes in Tooele County, which will be discussed in greater detail in the

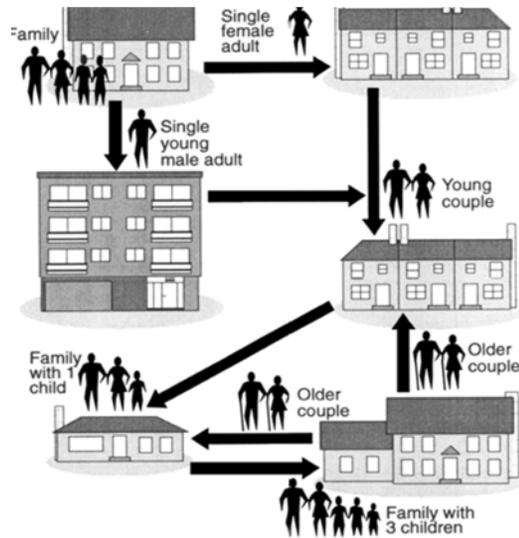
Affordability Analysis, suggests that there are ample housing alternatives for households of various sizes, ages, and incomes; however, there is a lack of affordable housing opportunities for households in Tooele County below 30 percent AMI. Future housing development should seek to increase the number of affordable units to households with very low income.

2013 ACS data shows that 2,776 of 18,281 householders, or 15 percent, are at least 65 years old, and 36 percent are between 45 and 64, indicating that the number of householders over 65 will continue to increase through 2040. Townhomes in the community can help independent retirees live in the City without the maintenance needs of a detached house.

Table 3-13: Assisted Living Facilities in Tooele County

Name	Location	Number of Units
Diamond Jane's Assisted Living	Grantsville	16
Cottage Glen	Tooele	56
Magnolia House Assisted Living	Tooele	16
Canyon Cove	Tooele	21
Remington Park	Tooele	72
Somerset Gardens	Tooele	28
Willow Creek	Grantsville	83
Rocky Mountain Care	Tooele	84
Total		376

Figure 3-1: Life-Cycle Housing



2013 ACS data shows that 817 of 18,281 householders are under the age of 25 – only about 4 percent of all households. Residential developments with greater density can cater to this demographic. Millennials see socially-conscious shopping and living as highly desirable. This generation is also highly social and often seeks semi-urban, mixed-use development. Since this demographic is generally value-conscious, developments that match modern aesthetics, but at a discount compared to more urban areas, will be a draw.

**Table 3-14: Householders by Age Group
(Source: ACS 2013)**

	Under 25	25 to 44	45 to 64	65+	Total
Tooele Valley	621	6,590	5,157	2,285	14,653
Grantsville	106	1,125	1,137	493	2,861
Stansbury Park	37	737	416	197	1,387
Stockton	-	83	112	52	247
Tooele City	478	4,645	3,492	1,543	10,158
Remaining County	52	220	322	120	714
Ophir	-	3	1	1	5
Rush Valley	-	29	116	63	208
Vernon	9	26	25	17	77
Wendover	43	162	180	39	424
Unincorporated County	144	1,217	1,182	371	2,914
Tooele County	817	8,027	6,661	2,776	18,281

**Table 3-15: Percent of Householders by Age Group
(Source: ACS 2013)**

	Under 25	25 to 44	45 to 64	65+	Total
Tooele Valley	4%	45%	35%	16%	100%
Grantsville	4%	39%	40%	17%	100%
Stansbury Park	3%	53%	30%	14%	100%
Stockton	0%	34%	45%	21%	100%
Tooele City	5%	46%	34%	15%	100%
Remaining County	7%	31%	45%	17%	100%
Ophir	0%	60%	20%	20%	100%
Rush Valley	0%	14%	56%	30%	100%
Vernon	12%	34%	32%	22%	100%
Wendover	10%	38%	42%	9%	100%
Unincorporated County	5%	42%	41%	13%	100%
Tooele County	4%	44%	36%	15%	100%

TOOELE COUNTY HOUSING AFFORDABILITY

Utah State Code (Section 17-27a-403iii) requires counties to include a plan for moderate-income housing as part of a general plan. It outlines a responsibility of a county to facilitate a “reasonable opportunity” for those households with moderate income to live within the county. **This plan meets the requirements for low- and moderate-income housing as set forth in Section 17-27a-403iii.**

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

AREA MEDIAN INCOMES

In order to determine the availability of affordable housing, or the opportunity for low- to moderate-income households to live in the County, this section defines what is affordable for the targeted income groups at 80 percent, 50 percent, and 30 percent of the Area Median Income. The FY2015 HUD AMI⁶ for a household of 3 persons

⁶ The HUD AMI figure is released annually. It is based on a median family income and used as a standard figure across all HUD programs. Although it is a family income, it is the standard figure used by HUD and other housing programs, as well as affordability studies and consolidated plans, even when compared against households. This is to maintain comparability across programs and studies. This study uses the HUD AMI for this comparability and industry standard. If household income were to be used instead of family

in Tooele County is \$64,833. Given this AMI, the targeted income group cut-offs are shown in the Table 3-16 below.

Table 3-16: Income Thresholds for Targeted Income Groups

	30% of AMI	50% of AMI	80% of AMI
Household Income	\$19,450	\$32,417	\$51,867

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 3-17 below shows affordable monthly allowances for each of the targeted income group levels. These amounts represent total housing costs affordable at 30 percent of gross income. Utah Code does not stipulate whether those of moderate income must be able to purchase a home, so the allowance considers affordability for either a mortgage or rental rate. A family choosing housing would need to factor utilities and other fees for a given housing unit within this affordable range. For example, a household at the 80 percent AMI threshold has a monthly housing allowance of \$1,297. If utilities are \$250, the family can afford a rent or mortgage payment of \$1,047 per month.

Table 3-17: Affordable Monthly Housing Allowances for Targeted Income Groups

Family Income Level	30% of AMI	50% of AMI	80% of AMI
Monthly Housing Allowance (Including Utilities)	\$486	\$810	\$1,297
Monthly Housing Payment Allowance (not including \$250 in Utilities)	\$236	\$560	\$1,047

income to compare to affordable housing units, the County would find less affordable units within the County.

Table 3-18 shows the home price ranges affordable for targeted income groups to purchase at various interest rates. Note the significant difference the interest rate makes on affordability. This assumes utility payments at \$250 per month,⁷ average Tooele County property tax rates, mortgage and hazard insurance, interest at the given rates, 30-year mortgage term and a ten percent down payment. While current rates are between four and five percent, making housing much more affordable now, affordability in the County will be more difficult to maintain if interest rates rise.

Table 3-18: Affordable Home Price Ranges by Targeted Income Group and Interest Rate

Household Income Range	Household Income Range	Home Price Range					
		4 Percent Mortgage		5 Percent Mortgage		6 Percent Mortgage	
		Low	High	Low	High	Low	High
< 30% of AMI	< \$19,450	\$0	\$45,956	\$0	\$41,738	\$0	\$38,025
30% to 50% of AMI	\$19,450 - \$32,417	\$45,956	\$109,016	\$41,738	\$99,009	\$38,025	\$90,203
50% to 80% of AMI	\$32,417 - \$51,867	\$109,016	\$203,604	\$99,009	\$184,914	\$90,203	\$168,467

PRICING & AFFORDABILITY

As in the housing stock analysis, affordability is broken into two housing categories: Single-Family Residential (SFR) includes single-family attached and detached, condos, PUD, and mobile homes, and Multi-Family Residential (MFR) includes apartments, duplexes, and other multi-unit structures. For the affordability analysis, we assume that SFR are owner occupied and MFR are renter occupied. Affordability for SFR is based on the market value as given by the

⁷ Utilities are assumed to be higher for a larger average home size.

County Assessor’s Office. The affordability of MFR is based on the estimated gross rent, as listed by the US Census Bureau.

Single-Family Residential

Table 3-19 below shows the distribution of SFR by home value, as maintained by the Tooele County Assessor’s Office. Nearly 64 percent of all SFR units are valued at less than \$189,999 or below the \$184,914 threshold for affordable households at 80 percent of AMI.⁸ As a comparison, the Census reports the median home value of occupied housing units at \$177,500, which is also below the 80 percent AMI threshold.⁹

Table 3-19: Number of Single-Family Units by Home Value

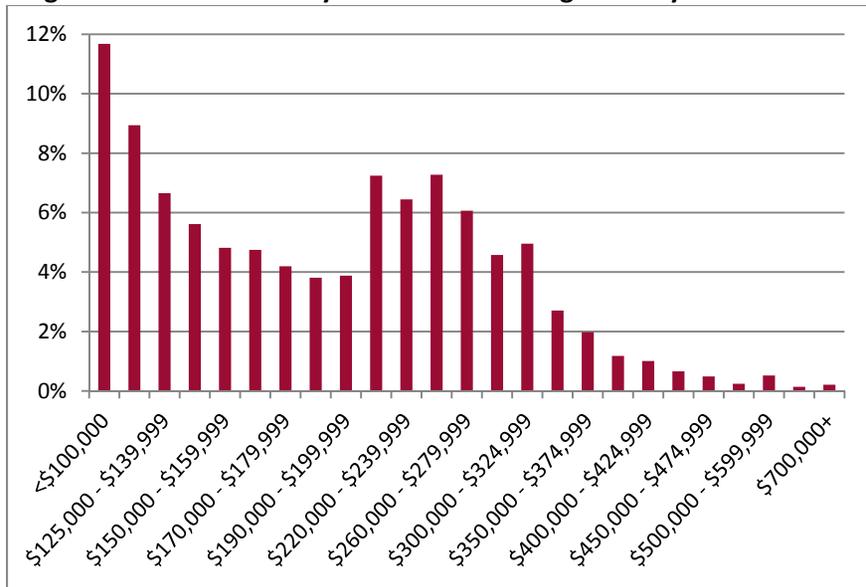
Home Value Range	# of Units	% Total	Cumulative % of Total
<\$100,000	2,741	16%	16%
\$100,000 - \$124,999	2,666	15%	31%
\$125,000 - \$139,999	1,662	10%	41%
\$140,000 - \$149,999	1,083	6%	47%
\$150,000 - \$159,999	1,030	6%	53%
\$160,000 - \$169,999	974	6%	58%
\$170,000 - \$179,999	834	5%	63%
\$180,000 - \$189,999	745	4%	67%
\$190,000 - \$199,999	654	4%	71%
\$200,000 - \$219,999	1,126	6%	77%
\$220,000 - \$239,999	861	5%	82%
\$240,000 - \$259,999	712	4%	87%
\$260,000 - \$279,999	577	3%	90%
\$280,000 - \$299,999	436	3%	92%
\$300,000 - \$324,999	387	2%	95%
\$325,000 - \$349,999	257	1%	96%
\$350,000 - \$374,999	192	1%	97%

⁸ Based on a 5 percent mortgage

⁹ ACS 5-year Estimate (2013)

Home Value Range	# of Units	% Total	Cumulative % of Total
\$375,000 - \$399,999	135	1%	98%
\$400,000 - \$424,999	91	1%	98%
\$425,000 - \$449,999	66	0%	99%
\$450,000 - \$474,999	47	0%	99%
\$475,000 - \$499,999	28	0%	99%
\$500,000 - \$599,999	80	0%	100%
\$600,000 - \$699,999	33	0%	100%
\$700,000+	23	0%	100%
Total	17.440		

Figure 3-2: Tooele County Distribution of Single Family Home Values



Multi-Family Residential

The ACS estimates the median gross rent in Tooele County to be \$821, which is slightly above the monthly housing allowance for households at 50 percent AMI. Table 3-20 shows the percent of

renter-occupied units by gross rent according to the ACS. The percent is then multiplied by the total number of MFR units as listed by the County Assessor’s Office to estimate the number of units by gross rent. Assuming the same distribution of units by gross rent as determined by the ACS, more than 81 percent of MFR units are below the monthly housing allowance of \$1,297 for households below 80 percent AMI.

Table 3-20: Percent of Units by Gross Rent
(Source: ACS 5-year Estimate; ZBPF)

Minimum	Maximum	Percent (ACS)	Cumulative Percent (ACS)	Estimated Number of Units (Tooele County Assessor’s Office)
\$0	\$99	0.9%	0.9%	17
\$100	\$149	0.3%	1.2%	5
\$150	\$199	3.0%	4.2%	55
\$200	\$249	1.2%	5.4%	21
\$250	\$299	1.0%	6.4%	18
\$300	\$349	1.3%	7.7%	24
\$350	\$399	1.0%	8.7%	18
\$400	\$449	2.8%	11.5%	51
\$450	\$499	3.6%	15.1%	66
\$500	\$549	5.3%	20.4%	96
\$550	\$599	4.2%	24.7%	77
\$600	\$649	4.9%	29.6%	90
\$650	\$699	7.7%	37.3%	141
\$700	\$749	6.6%	43.9%	120
\$750	\$799	4.5%	48.4%	81
\$800	\$899	7.9%	56.3%	143
\$900	\$999	7.4%	63.7%	135
\$1,000	\$1,249	16.8%	80.5%	307
\$1,250	\$1,499	13.5%	94.1%	246
\$1,500	\$1,999	4.8%	98.8%	87

Minimum	Maximum	Percent (ACS)	Cumulative Percent (ACS)	Estimated Number of Units (Tooele County Assessor's Office)
\$2,000		1.2%	100.0%	21
Total				1,821

Total Affordability

Table 3-21 aggregates SFR and MFR units for a cumulative affordability rate. Assuming a 5 percent mortgage, 72 percent of all residential units in Tooele County are affordable to households below 80 percent AMI.

Table 3-21: Total Number of Affordable Units by Targeted Income Group at a 5% Mortgage

Household Income Level	Income Range	Affordable SFR, Condo, PUD, Duplex Units	Affordable Multi-Family Units	Total Affordable Units	% of All Units	Cumulative % of All Units
< 30% of AMI	< \$19,450	845	276	1,121	5.82%	5.82%
30% to 50% of AMI	\$19,450 - \$32,417	2,658	605	3,263	16.94%	22.76%
50% to 80% of AMI	\$32,417 - \$51,867	8,955	585	9,540	49.53%	72.29%
Total		12,458	1,466	13,924	72.29%	

Despite an overall affordability rate of 72 percent, there is a lack of affordable housing opportunities for households below 30 percent AMI in Tooele County, when compared to the number of households within the income range. As shown in Table 3-22, nearly 11 percent of all households in Tooele County are at or below 30 percent AMI, while only 6 percent of all units are affordable to households at this income level. Furthermore, due to a combination of high demand for low-income rental units and a low supply of these units, with only 276 units below 30 percent AMI and an additional 605 units below

50 percent AMI, many residents in Tooele County are unable to take advantage of certain housing programs, including the Section 8 Housing Choice Voucher Program. Future housing development in Tooele County should seek to increase the number of affordable units, including rental units for households with income below 30 percent AMI.

Mortgage rates can significantly affect the number of affordable homes. For example, when calculating home costs, if a 6 percent mortgage rate is used instead of a 5 percent mortgage then the overall percent of affordable units decreases from 72 percent to 66 percent. Conversely, a 4 percent mortgage increases total affordability to 78 percent.

Table 3-22: Comparison of Affordable Units and Household Income

Household Income Level	Income Range	Total Affordable Units	% of Units	Number of Households in Income Range	% of Households
< 30% of AMI	< \$19,450	1,121	5.82%	1,996	10.92%
30% to 50% of AMI	\$19,450 - \$32,417	3,263	16.94%	1,681	9.19%
50% to 80% of AMI	\$32,417 - \$51,867	9,540	49.53%	3,129	17.12%
Total		13,924	72.29%	6,805	37.22%

Table 3-23: Percent of Units by Mortgage Rate

	4% Mortgage	% of Total	5% Mortgage	% of Total	6% Mortgage	% of Total
Affordable SFR	13,620	78%	12,458	71%	11,217	64%
Affordable MFR	1,466	81%	1,466	81%	1,466	81%
Total Affordable Units	15,086	78%	13,924	72%	12,683	66%

As a comparison, Table 3-24 shows the total affordability for Tooele and Grantsville as they compare to Tooele County.

Table 3-24: Housing Affordability Comparison – Tooele County, Tooele City and Grantsville

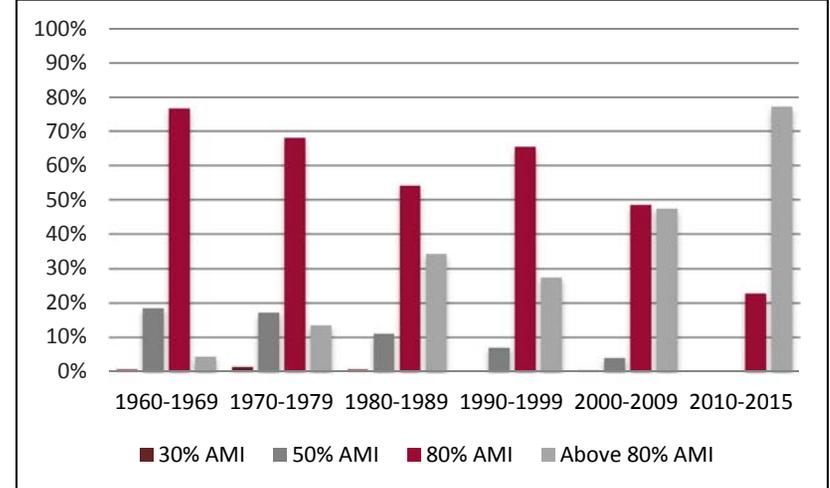
Household Income Level	Income Range	Tooele County Affordability (5% Mortgage)	Tooele City Affordability (5% Mortgage)	Grantsville Affordability (5% Mortgage)
< 30% of AMI	< \$19,450	5.82%	5.06%	8.50%
30% to 50% of AMI	\$19,450 - \$32,417	22.76%	21.65%	15.20%
50% to 80% of AMI	\$32,417 - \$51,867	72.29%	85.35%	50.77%

The affordability of single-family homes in Tooele County differs significantly based on the year the home was built. Table 3-25 and Figure 3-3 show the percent of affordable homes by the year built. Most homes built before 2000 are affordable to households below 80 percent AMI; however, after 2000 the number of homes affordable to households below 80 percent AMI decreases significantly, with only 23 percent of homes affordable to households below 80 percent AMI after 2010.

Table 3-25: Affordable SFR Units by Year Built (Source: Tooele County Assessor’s Office; ZBPF)

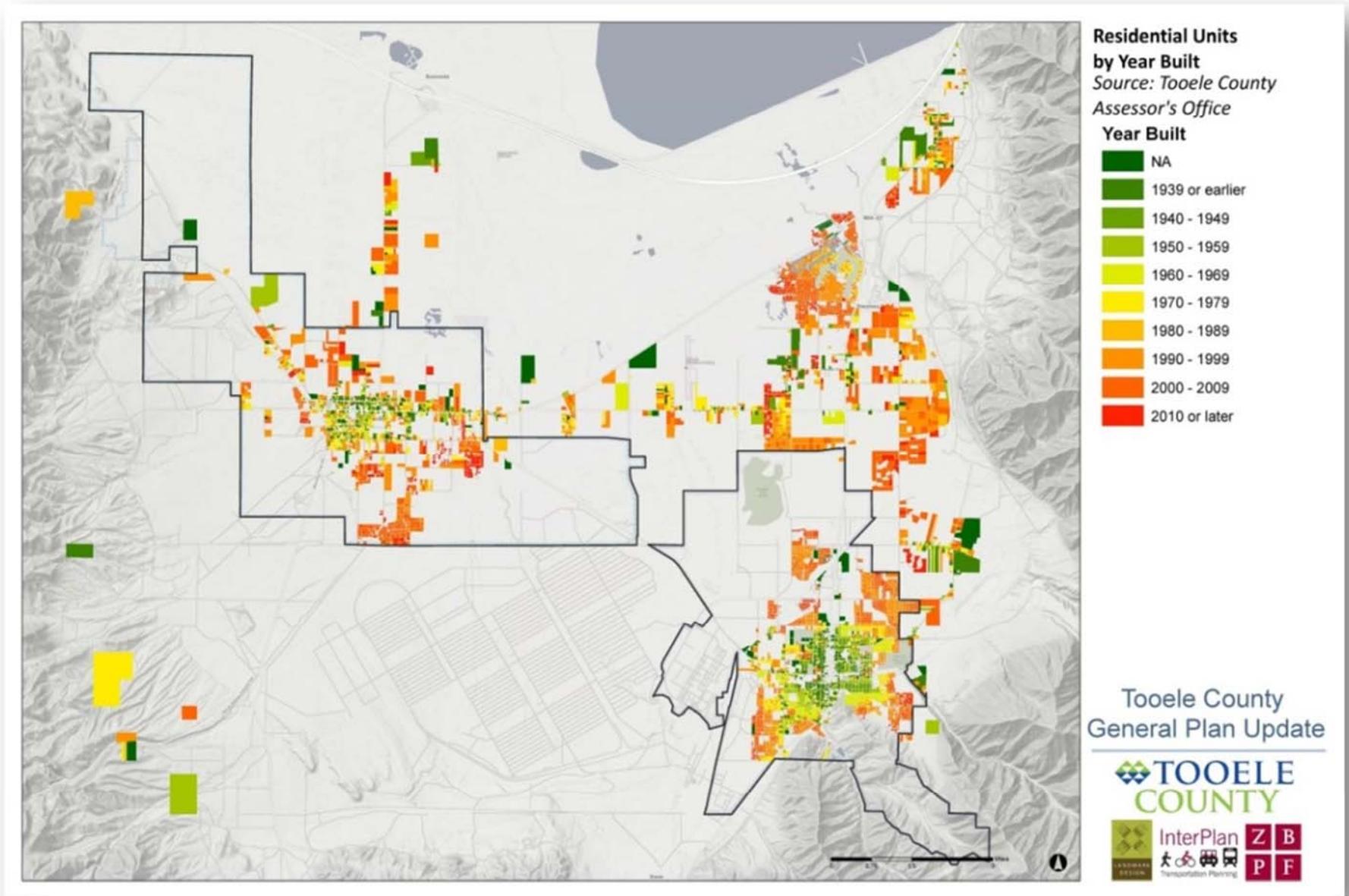
Row Labels	30% AMI	50% AMI	80% AMI	Above 80% AMI	Grand Total
No Year	68%	20%	9%	3%	100%
Pre 1900	4%	43%	46%	8%	100%
1900-1949	2%	55%	40%	3%	100%
1950-1959	1%	48%	49%	3%	100%
1960-1969	1%	19%	77%	4%	100%
1970-1979	1%	17%	68%	13%	100%
1980-1989	1%	11%	54%	34%	100%
1990-1999	0%	7%	65%	28%	100%
2000-2009	0%	4%	48%	47%	100%
2010-2015	0%	0%	23%	77%	100%
Overall	5%	15%	51%	29%	100%

Table 3-3: Affordability of Single-Family Residential by Year Built

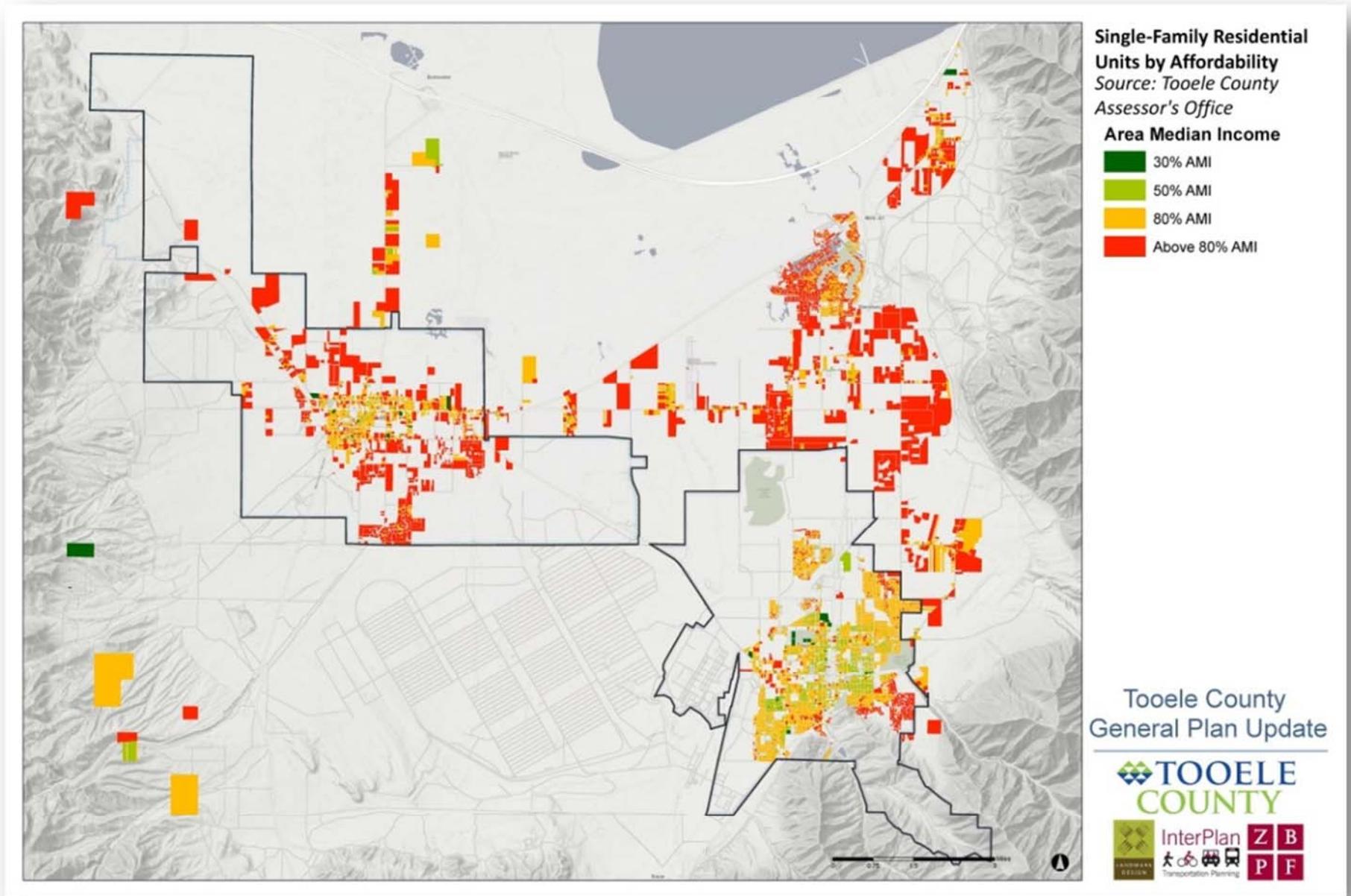


Maps 3-3 and 3-4 provide a visual comparison between the location of homes based on year built and affordability. Comparing the location of affordable units to the location of units by year built shows that homes that are above the 80 percent AMI threshold are typically found in the same location as homes that were built after 2015, most notably in the Stansbury Park and Lake Point areas, as well as outside the city centers of Grantsville and Tooele. Although the vast majority of homes in the County are affordable to moderate-income households, it is important that a portion of new homes constructed in the future also be affordable to low-income households.

Map 3-3: Residential Units by Year Built



Map 3-4: Single-Family Residential Units by Affordability



STRATEGIES FOR ENCOURAGING THE CONSTRUCTION OF MODERATE-INCOME HOUSING

As required by SB 34, 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:

Implementation Strategy 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 Strategy 2: Facilitate the rehabilitation or expansion of infrastructure that will encourage 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 Strategy 3: Create or allow for, and reduce regulations related to, 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 Strategy 4: Allow for higher density or moderate-income residential development in commercial and mixed-use zones, commercial centers, or employment centers

The Tooele County General Plan Update 2016 promotes the creation of “centers” along SR-36, and in other appropriate areas throughout the Tooele Valley. These “centers” 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 Strategy 5: Encourage higher density or moderate-income residential development 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 Strategy 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 Strategy 7: Apply for or partner with an entity that applies for programs administered by a metropolitan planning organization

Tooele County has an established partnership with the Wasatch Front Regional Council (WFRC). The County can work with WFRC to identify programs and additional funding that would support the construction of moderate-income housing.

GUIDING PRINCIPLES

Three guiding principles can help direct residential growth in Tooele County and Tooele Valley in the future. These principles include:

- 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

Guiding Principle 1: Preserve and enhance Tooele Valley’s neighborhoods

Preserving the current way of life is extremely important to many residents in Tooele County and its many municipalities. Future housing growth should seek to preserve and enhance existing neighborhoods.

Guiding Principle 2: Provide a range of housing types for all demographics and ages

Although housing in the County is very affordable, recent trends indicate that new construction is less affordable for moderate- and low-income households. Having increased property values is beneficial for the County and its municipalities because higher property values increase the fiscal impacts of property taxes to the municipalities. Future development needs to include a balance between the construction of homes of higher value and providing affordable housing to moderate- and low-income households.

There is significant demand for housing alternatives for low-income households, especially rental units. The development of additional low-income units should be pursued in order to meet the need for these units in Tooele County.

Providing affordable housing in Tooele County will require the coordination Tooele County, the Tooele County Housing Authority, and each community in Tooele County. The 2012 Tooele County Housing Condition Plan outlines the following plan to meeting the demand for affordable housing in Tooele County:

1. Work with Tooele City and Grantsville City to encourage and promote housing for the low and extremely low income populations.
2. Work with officials in the incorporations of Wendover, Stockton, Vernon, and Rush Valley to rehabilitate and preserve housing stock, particularly rental units.
3. Encourage zoning ordinances and developers to provide an inter-mix of lot sizes and mixed use development.
4. Seek to educate and be educated by the public about affordable or moderate-income housing needs, housing options, being a good neighbor, and the benefits of providing diverse housing choices.
5. Designate additional high density areas on the long range land use map.

In addition to this plan, the following are additional ways that Tooele County and its municipalities can work to provide a range of housing types for all demographics and ages.

Encourage development of affordable housing, focusing at transit sites and significant transportation corridors

Although segregation of affordable housing in a community is generally frowned upon, concentration of affordable housing at TOD sites and along bus routes is highly encouraged by HUD as these sites also reduce cost of living and increase access to employment opportunity for low-income families. Major transportation corridors are busy areas more suited to affordable development than single-

family homes, and it has ample access to UTA bus routes. Ways to achieve this include:

- Identify key sites and create RDAs at each site if needed.
- Identify affordable housing development sites along major transportation corridors with access to current bus routes.
- Provide financial assistance and tools to developers to encourage affordable housing at key sites, when appropriate. Partner with multi-family developers to reduce development costs or incentivize builders to provide affordable units.
- Engage community partners in attracting affordable development.
- Assist low-income families to purchase affordable units through a revolving loan fund with down-payment assistance and interest rate buy-downs (or deferred payment loans).
- Waive fees to reduce construction and maintenance costs, allowing lower rental fees to be more feasible.

Encourage energy efficient housing that reduces resident costs

Energy efficiency and green building practices are a win-win for all parties involved. Not only are they an attractive selling point, especially to Millennials, but they also reduce housing costs for low-income households. The following are some means to encourage more energy efficient housing:

- Provide incentives for green building, such as grants or loan assistance, to builders and developers on affordable housing projects.
- Educate homebuilders on federal and state tax credits for energy efficient building.
- Provide zero interest deferred payment loans for down payments to low-income households seeking an efficient home.

- Provide loans to multi-family developments to install green features, such as water saving features or solar panels. These developments can use these features as a marketing tool and use the saved energy costs to pay back the loan.
- Waive fees in return for using green building practices.

Guiding Principle 3: Locate density near cities, communities, services or gathering places

Focusing density at specific areas will not only help to preserve and enhance Tooele Valley's neighborhoods, but may also help to meet the future demand for housing in the Valley and County. Furthermore, density will create a greater variety in lot sizes and unit types which can help to provide housing types for various demographics.

Appendix A:

Public Involvement Results

The following are summary results from the three public meetings held during the planning process.

1 PUBLIC SCOPING MEETING

Held on the evening of July 8, 2015 at the Tooele County Building

TRANSPORTATION & MOBILITY

- Tooele needs a transportation plan for roads and alternative transportation.
- More access points are needed for people to enter and leave the valley, the possibility of a tunnel through the Oquirrh Mountains was brought up.
- Trails coordination between communities and subdivisions, both paved and off-road recreation trails (ATV).
- Hwy 36 suggests an “alternate route” because of the construction but there is not one so how are we to deal with this? 400 West would be a good alternative.
- Will there be UTA and I-80 expansions?
- The county is a blank canvas right now and we need to control the development so it’s not haphazard where transportation should be the guide and not the other way around. We need a unified, integrated approach with trails, roads and development balanced.
- Droubay and Mormon Mountain road are too narrow/no shoulders and busy with recreationalists so they need attention.
- The increase in population is going to cause more and more transportation issues with evacuation, accidents, commuting time etc.
- Highway 36 should not become like Logan Main Street that just goes on forever with too many businesses that slow the flow down and the access is unsafe to these commercial areas.
- There should be an East/ West vision for commercial development to help with the North/South problem.
- The University Avenue in Provo is a good road type option because there is a frontage road that runs along it for slower traffic and commercial access so the main Avenue is faster and more efficient etc. This needs to happen soon so it’s not something that we are trying to fix later where it will be too late to do well.
- Hwy 36 should be preserved as the main artery from Tooele to I-80 where there is not too much commercial use.
- The road system needs to align with the population change. There is a strong need for alternate/parallel roads especially for Hwy 36.
- A road like the Legacy Highway would be good.
- Main arteries and corridors should be distinguished and planned for.
- Transportation needs to accommodate the land use and the first and last mile from home should be considered.
- UTA is well used and needs more times available during the middle of the day to suit others in the community beyond commuters. Transit should be easier to use as well.
- There could be a TRAX stop at Lake Point at least to help with part of the commute.
- The Erda airport should be considered for TRAX and other planning issues.
- The existing light rail could be used.
- The rapid bus transit like in Pittsburg with express stops would be great in Tooele.
- Preparation is the key.

SENSE OF PLACE

- The quality of life should be maintained or improved by preserving what is unique to Tooele Valley.
- Tooele County is known for its wild horses so the creation of horse corridors and a national preservation center (potential for tourism) would be good. “A Horse Power Capital of the West” with wild horses and motorized recreation was brought up.
- The community would like to reserve open spaces, such as the Stockton Sandbar, from mining and other development.
- Tooele County is larger than three states.
- The Tooele valley is known for the homestead/craft agriculture products and there is pride in being able to buy local products.
- The nice small town community feeling needs is valued highly and should be preserved.
- The Tooele area needs distinct places and groupings of land use.

ZONING

- Many land owners of large agriculture lots would like to be able to divide their lots (A-20 and A-40 to R-5 and R-1) to pass on to their children and families. Many claim that the infrastructure already exists i.e. water, sewer, etc.
- Currently, the airport in Erda requires a large buffer where there are large lots and fewer homes. This prevents appropriate zoning for smaller lots.
- Some claim that five acres is too much to maintain which results in a large patch of weeds on unused land.
- There is an issue of compensation that should be addressed when full property value is not obtained.
- There should be an incentive for cluster developments.
- The distance between communities and amenities hurts the valley’s economy.

- The community would like to see impact fees to help parks and transportation – special service districts in use right now
- Many re-zoning attempts have been made in Erda with no success. Large land areas should be able to be subdivided and the county needs to work with us on this. No one can afford to buy larger lots. There is a 600 acre parcel that would make a great daybreak type development and there are two wells for water.
- Zoning components should be balanced and flexible with the amount of acreage.
- There should be lots of choices regarding residential and commercial zoning options.

CHALLENGES & CONSTRAINTS

- There is not enough water to support both residential development and agriculture.
- There can only be development that is based on available water and the aquifer supply.
- There are no new water rights.
- Tooele Valley is not part of the CUP, which limits access to water. This is the main constraint to growth.
- There should be half acre feet per acre (75K acre feet/150K acres).
- There needs to be a study on the capability of the aquifer’s capacity to support septic systems. Currently, it can only support 1500 septic tanks. Are we overburdening the aquifer?
- Salt companies are having problems because the water level is too low, it doesn’t reach the evaporation ponds.
- There is a slim chance of getting water from outside of the Tooele valley.
- The water rights over appropriated by 50%.

- The opportunity to implement better water practices should be explored where water is used more efficiently/effectively and there is a reduction of waste.
- The health department does not approve lots that are less than one acre because of the septic system in Pine Canyon etc.
- Stansbury Park needs better infrastructure.
- Water is a big issue in regards to successfully developing more in the County. There may be wells but if they are dry they will do no good.
- The community does not want the jail to happen here.
- Development should be based on infrastructure so the aquifer is not overloaded and the septic, sewer, and water is sufficient.

PLANNING FOR THE FUTURE

- The county needs to recognize that there can only planning for the incorporated areas.
- Annexation plans should be respected.
- Space should be preserved for potential light rail corridors.
- What attributes would draw desirable employers here? What industry? Good transit, good infrastructure, educated population, access to recreation are some elements.
- What are the county's strengths? Both open space and recreation would be included.
- There is a need to use private roads for recreation access.
- Agriculture land is being developed for residential use. There needs to be a reduction of sprawl by enforcing smaller lots.
- The plan focus should be on preserving agriculture.
- Areas should be determined that are good for agriculture and those that are not where soil studies and amount of water availability is considered.
- Those areas that are not suitable for agriculture could support cluster development.

- Cluster developments should be spread out to be beneficial to all communities.
- Composite materials can help economic development with a combination of education and military.
- More people are interested in renting housing and not using cars so planning should accommodate for those residents.
- The purpose of a master plan is to tell us what we want to be.
- There is an interest in the building tech industry to help reduce the commute outside of the Tooele valley.
- The airport is currently only for private aircraft, is there a potential to expand?
- Transition planning should occur to accommodate the population growth.
- The general plan update must include plans for mixed use development in order to handle the population growth.
- Do we need to look at the housing in incorporated and unincorporated areas separately or as a whole?
- What is happening with the airport area in regards to planning?
- Tooele has good air quality and we don't want it develop to the point where we lose this.
- There are built in opportunities to work with that shouldn't be overlooked because they exist already.
- A strong General Plan will provide fundamental guiding principles and help with whatever change comes in the next ten years. A ten year plan is much better than twenty because there will too much unpredictable change by then.
- Mini shopping centers that are not on Highway 36 would be good, such as along Droubay or in Pine Canyon. There is also a good example that needs to be fixed up in the 300 east Broadway area.

- Companies should satellite here from SLC so people don't have to go over there as much. This would help with being more self-sufficient and would improve the economy.
- The Army Depot is a good business opportunity.
- There needs to be good place making.
- The plan should be all inclusive and sustainable.
- The plan needs to identify where the economic development should go so the infrastructure is in place.
- Light industrial and office use should be enhanced.
- There could be support in the form of water and money if the Jail was relocated here.
- Opportunities need to be pursued in the right areas so there is a proper balance.

TRAILS/OPEN SPACE

- More walking trails would help with the overall transportation plan.
- The beauty of the mountains should be preserved and there should be more parks.
- There should be a balance between open space and population centers.
- Safety is also an element that the community really appreciates and wants to maintain. There should be wider streets and more trails to help support this goal.
- There is a natural break between Erda and Tooele for open space to occur where the landowner has no water rights.
- Stansbury has a big running community.
- Lake Point estates just got approved and they have blocked off the access to the public land which is a problem.
- The community needs to enjoy where they live so there needs to be a balance with ample open space.

- A complete community integrates natural places/open space well.
- There was a trail system recently approved so that should be incorporated into the plan.
- Connectivity is essential in regards to trails and transportation.

2 PUBLIC ALTERNATIVES WORKSHOP

Held on the evening of September 23, 2015 at the Tooele County Building

PRESENTATION

The meeting began with a PowerPoint presentation (available on the project website at www.lds-ut.com/tooele). The planning team reviewed the key issues and ideas being explored as part of the Land Use and Transportation Plan updates. Specifically, they reviewed the Planning (or Guiding) Principles for that were developed from the input received during the Public Scoping Meeting (held on July 8, 2015) and which were further refined by the Planning Team and the Advisory Committee.

GUIDING PRINCIPLES EXERCISE

In order for the Planning Team to get a better sense of what the Guiding Principles actually “meant” or visually look liked to workshop attendees, eight guiding principles were selected and a collage of images were put together for each Guiding Principle. Attendees were asked to place one red dot and one green dot next to the image they felt least likely and most likely (respectively) resembled the Guiding Principle statement. Attendees were also encouraged to record any thoughts they had to clarify their selection. The results and comments from that exercise are included at the end of this document.

The presentation then provided a summary of the existing conditions information, which the Planning Team has been developing over the last couple of months, and a land use opportunities and constraints analysis that led to the development of several land use and transportation alternatives.

ALTERNATIVES PRESENTATION AND WORKSHOP SESSIONS

Three land use alternatives were then presented to the group. These alternatives built upon three distinct transportation concepts, which were also presented to the group. At the conclusion of the presentation, workshop attendees broke out into two smaller groups to discuss and comment on the alternatives.

General comments received during the meeting and the workshop sessions are below:

Land Use

General Development

- Growth needs to be accepted as part of the Valley’s future.
- Tooele Valley’s entry corridor should be free of industrial uses and strip malls
- Balance land uses/development (high-density housing and commercial) along major highways—like SR-36 and the future Midvalley Highway—in order to keep traffic flowing.
- Look at funneling growth closer to southwest Utah County and making a transportation route around southern point to Utah County.
- Maintaining open space and restricting future development to 5-20 acre lots (e.g. currently undeveloped portions of east Erda) could help maintain

scenic views and a rural feel and limit stress on sparse aquifers/minimize need for expensive public works projects.

- The reuse of Rocky Mountain Arsenal is a great idea.

Water Resources

- Will water be a constraint in 2040? Don't restrict the development based on water. ("Water flows uphill to money.")
- Look for potential water solutions including combining small water providers into a single system; Look at Park City/Snyderville Basin for examples of solutions to water problems.
- Maintaining open space and restricting future development to 5-20 acre lots would limit stress on sparse aquifers.

Employment and Service Opportunities

- The Airport should be viewed as an asset and could be expanded to the north for industrial use; Hwy 138 would be a constraint.
- Balance between open space/agriculture and economic development (technology/light industrial) are essential to making Tooele County a place that its residents can both live and work
- Light manufacturing/technology industries are a good fit for Tooele County; "cutting edge" tech and light industrial companies should be actively recruited

Preservation of Resources

Agriculture

- Agriculture in Tooele Valley is a vital resource to our area and urban development shouldn't be allowed to swallow up or take all the agricultural water resources.

Scenic Views/Rural Feel

Maintain the scenic views and rural feel of the area by:

- Restricting future development to 5-20 acre lots could be a way to this
- Maintaining agricultural uses (green fields and sprinkler irrigation systems)

Unique Features

Preserve unique features within the Valley including the:

- Lake Bonneville water mark along Oquirrh Mountains
- Stockton Sandbar - a geologic antiquity
- Open areas around the Great Salt Lake
- East bench/panorama - East bench should be developed with an emphasis on open space and recreation including a hiking network, mountain biking and equestrian trails.
- Scenic views and rural feel of the valley
- Migratory bird nesting habitat (in particular, keep conflicting uses/users out of these areas)

Transportation

General

- Transportation and development should work together (a hybrid of Alternative 2 & 3).

Pinch Point/Bottleneck at I-80/SR-201

- Additional good roads that provide access to I-80 will open up new areas in Tooele Valley for growth.
- Even if Tooele Valley is a great place to stay, “spillover” from Salt Lake will always occur when housing prices go up in the Salt Lake area and the connection of Tooele Valley to I-80 will always be an important one.
- Several ideas were shared regarding alleviating the pinch point/bottleneck at SR-210/I-80 including:
 - Connect SR-36 or another road to SR-201 to alleviate bottleneck at I-80
 - Use old SR-36 alignment to connect to I-80
 - An east bench road (like the one shown in Transportation Alternative 3) that parallels the railroad around the point to 2100 S.
 - Create separate entry points to I-80 and SR-201 (e.g. Make the entrance from SR-36 to I-80 only at the Stansbury Interchange. SR-36 would continue to SR-201 only.)

“Foothill” Road Idea

Mixed responses were shown regarding the idea of road along the east foothills (as shown in Transportation Alternative 3). Responses and suggestions regarding a foothill road included:

- Allows access to open space and provides a quick corridor around the valley.
- Likes the idea of another connection to SR-201 (an secondary north-south road—to Sr-36—to get travelers to SR-201 on the east side)
- Concerned about the location (invasiveness) of the road
- Needs to have minimal impact to the eastern panorama.
- Concerned about cost and feasibility

Alternatives Routes/Connections to SL Valley

Several suggestions were made regarding alternative routes (to avoid the I-80/SR-201 bottleneck) out of the valley including:

- An east-west connection over/through the mountain
- Development of Middle Canyon Road
- Realign existing road to the to reduce commute times to the Wasatch Front

Transit

- Light rail is preferred to buses. Buses work to get people around the County, but take too long and are still impacted by delays on the freeways out of the Valley.

Multi-modal/Recreational Trails

- Walking connections are important to developing mass transit and community.
- Development along the east bench should emphasize open space and recreation. The east bench is a great location for a hiking network, bike trails and equestrian space (similar to Corner Canyon in Salt Lake County).

Other Concerns regarding the Transportation Alternatives

- Droubay Road extension (shown in Transportation Alternatives 2 & 3) is okay if it comes out Soelsbergs intersection, rather than routing it through Lake Point.
- In Alternative 3, instead of using Church Road look at Bates Canyon.
- Midvalley Highway is too far to the west (Route 1 alignment might be more useful/closer to existing development.)

3 DRAFT PLAN OPEN HOUSE

Held on the evening of December 9, 2015 at the Tooele County Building

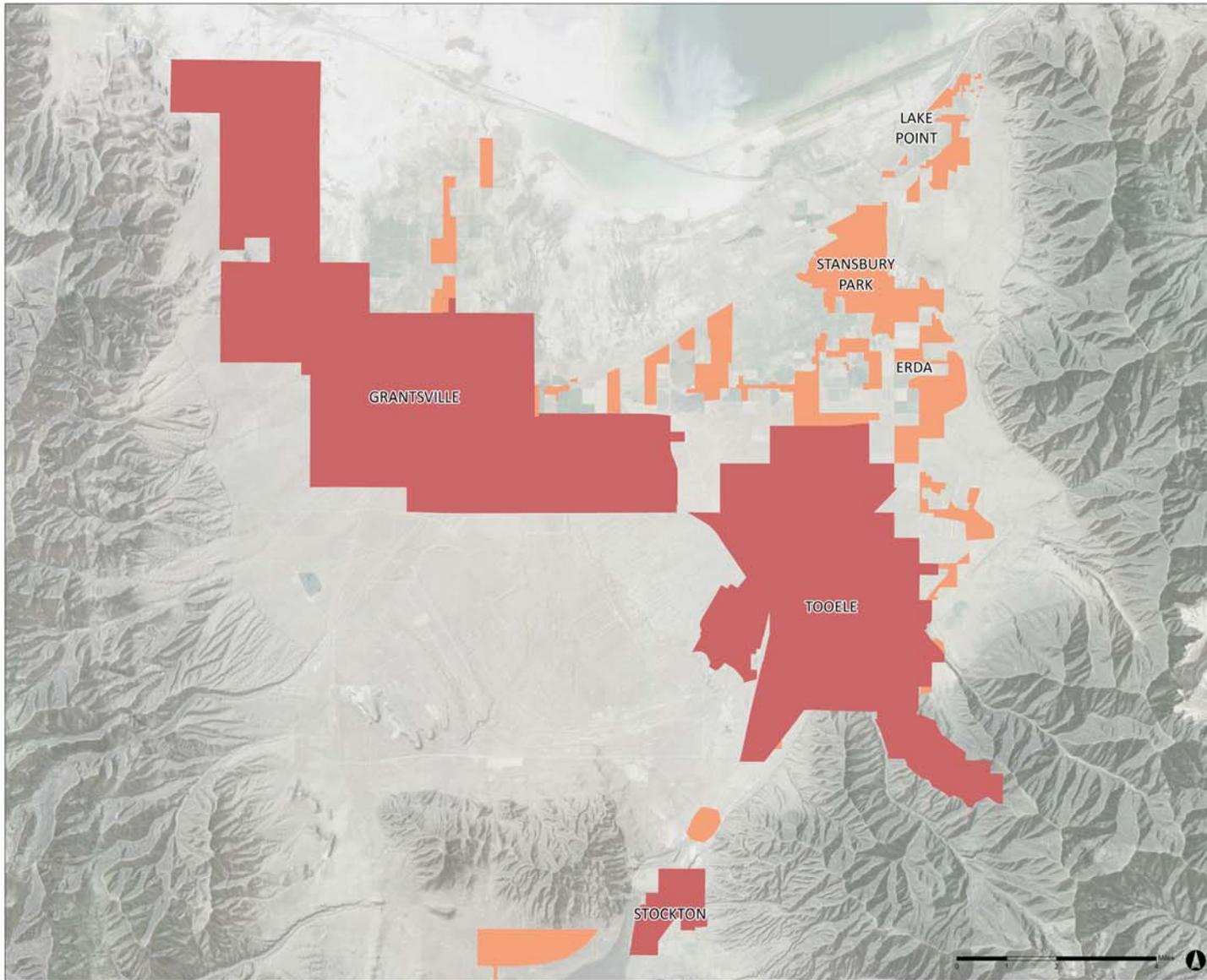
Category	Source	Comment
LU	Public OH Comment	Establish stipulations for new construction to minimize light pollution <ul style="list-style-type: none"> • I moved to Tooele for the rural feel and I like to see stars at night.
LU	Public OH Comment	Utilize BLM’s recreation and public purposes act to establish: <ul style="list-style-type: none"> • Shooting ranges • Trails – Shoreline Trail • Seek out land exchanges
LU	Public OH Comment	Establish stipulations that encourage land owners to maintain existing and native vegetation, instead of plowing without seeding and watering which encourages invasive species.
LU	Public OH Comment	Preservation of the Stockton Sandbar is important. Is it included in this plan?
Response/Resolution: Yes, this is included in the plan.		
LU	Project Website	The yellow colors on the zoning maps are none distinctive. So what is the intended zoning of 5312 north Droubay Rd area in Erda?
Response/Resolution: Sent an email reply with a clarification that the map in the General Plan Update is a Future Land Use Map and not a Zoning Map and that the residence in question is within the Rural Residential Zone.		
LU	Email to Project Manager	<p>One comment on the draft plan on behalf of Moyle LLC:</p> <p>We own about 1,100 acres in Erda, east of the RR track running south from Bates Canyon road to the BLM lands north of Pine Canyon. (See attached map - areas marked "Granite" are now owned by Saddleback and the area marked "Moyle" west of the track is being developed now as Arrowhead Subdiv Phase II.)</p> <p>One of the documents says "<i>1. Areas 4 and 5 - "Assume it is out of bounds"</i>". We are actively looking to develop this area as residential. For transportation options, we are looking at improved road connections at Bates Canyon RR crossing, improvements to the seasonal "Churchwood Road" from Pine Canyon and perhaps a new connection to Drubay Road near the new trailhead site where the RR crosses Drubay on the south.</p>

Category	Source	Comment
		So from our perspective, this areas are definitely "in bounds" and should be considered in the transportation plan and general plan as potential areas of development.
Response/Resolution: The words "Assume it is out of bounds?" have been removed from Figure 2-1.		

Appendix B:

Determination of Land Available for Development

The following are drawings and maps which were developed as part of determining land available for future development in the Tooele Valley.

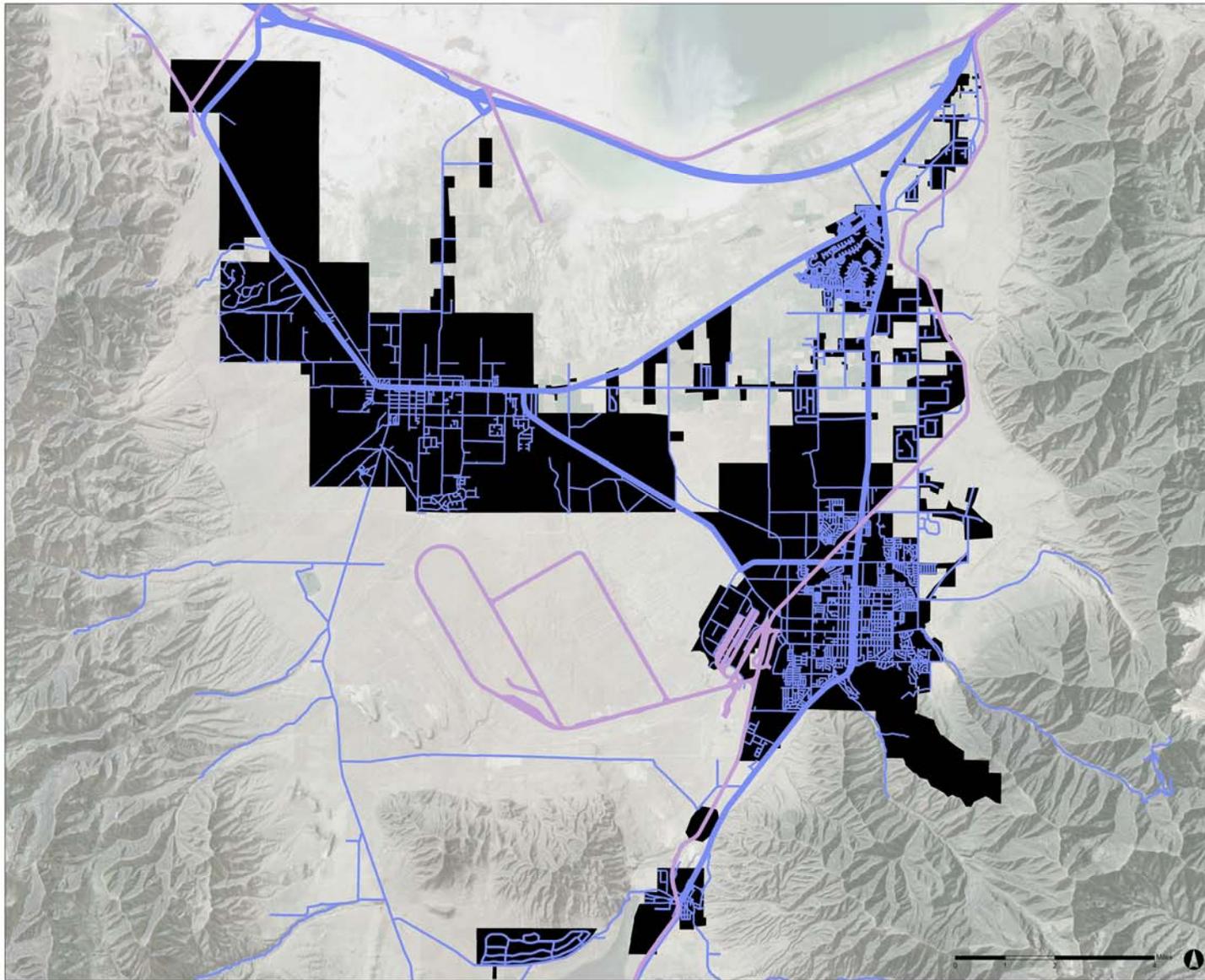


Developed Land
 ■ Municipalities
 ■ Developed Land



**Tooele County
 General Plan Update**





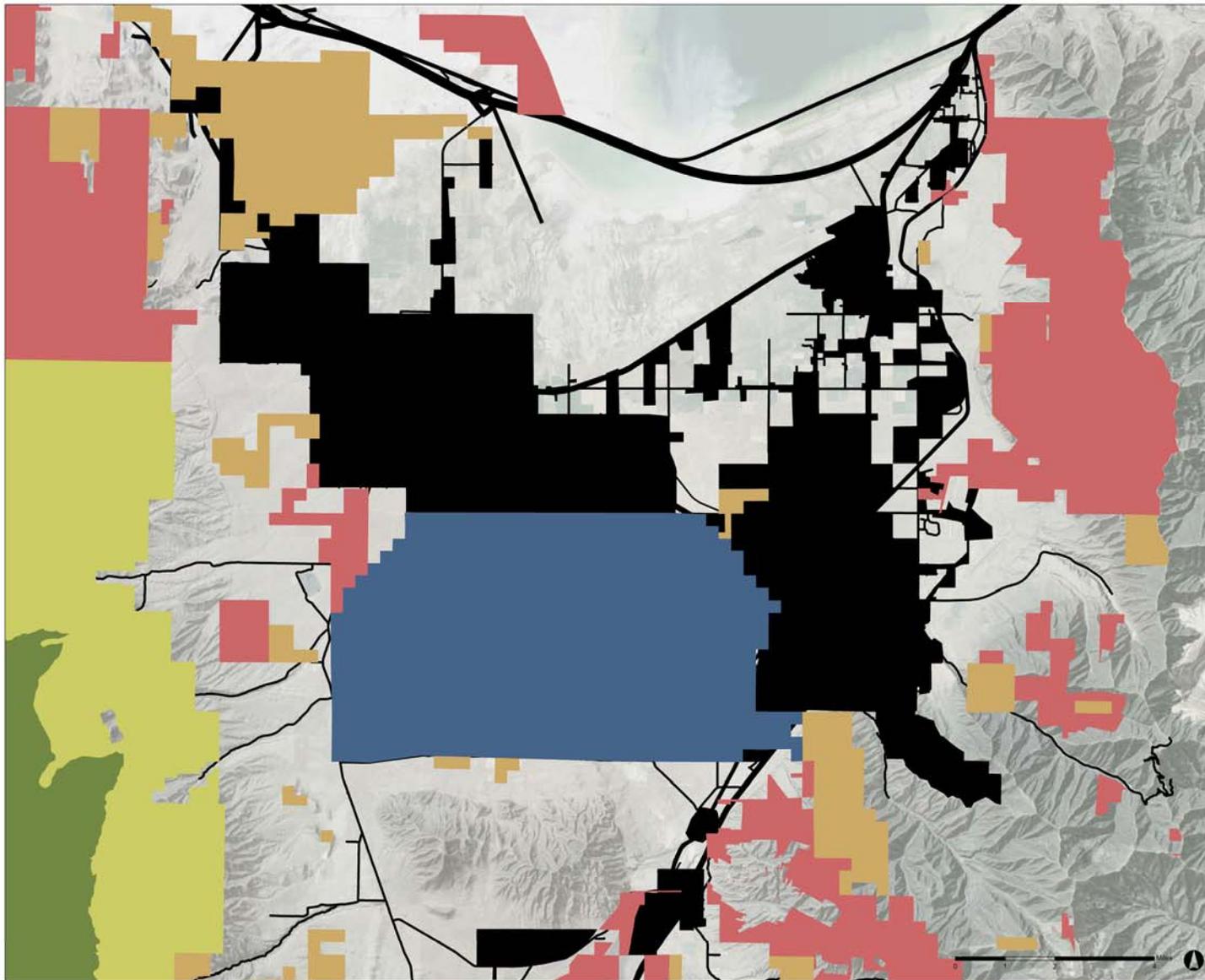
Transportation Corridors

- Transportation Corridors
- Railroads
- Land Unavailable for Development



**Tooele County
General Plan Update**





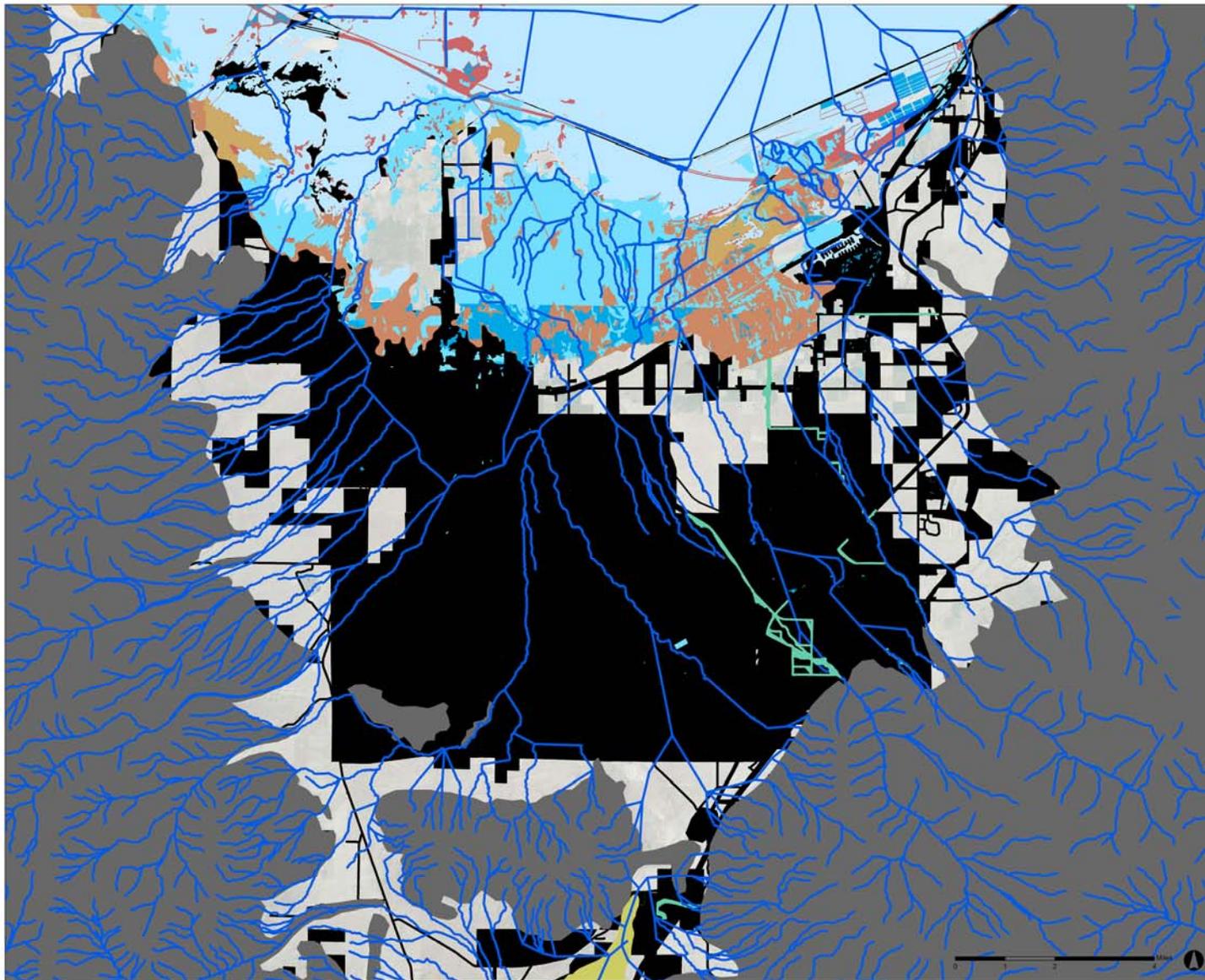
Jurisdictional Exclusion Areas

- Bureau of Land Management
- Military
- National Forest
- National Wilderness Area
- State Trust Lands
- Land Unavailable for Development



**Tooele County
General Plan Update**





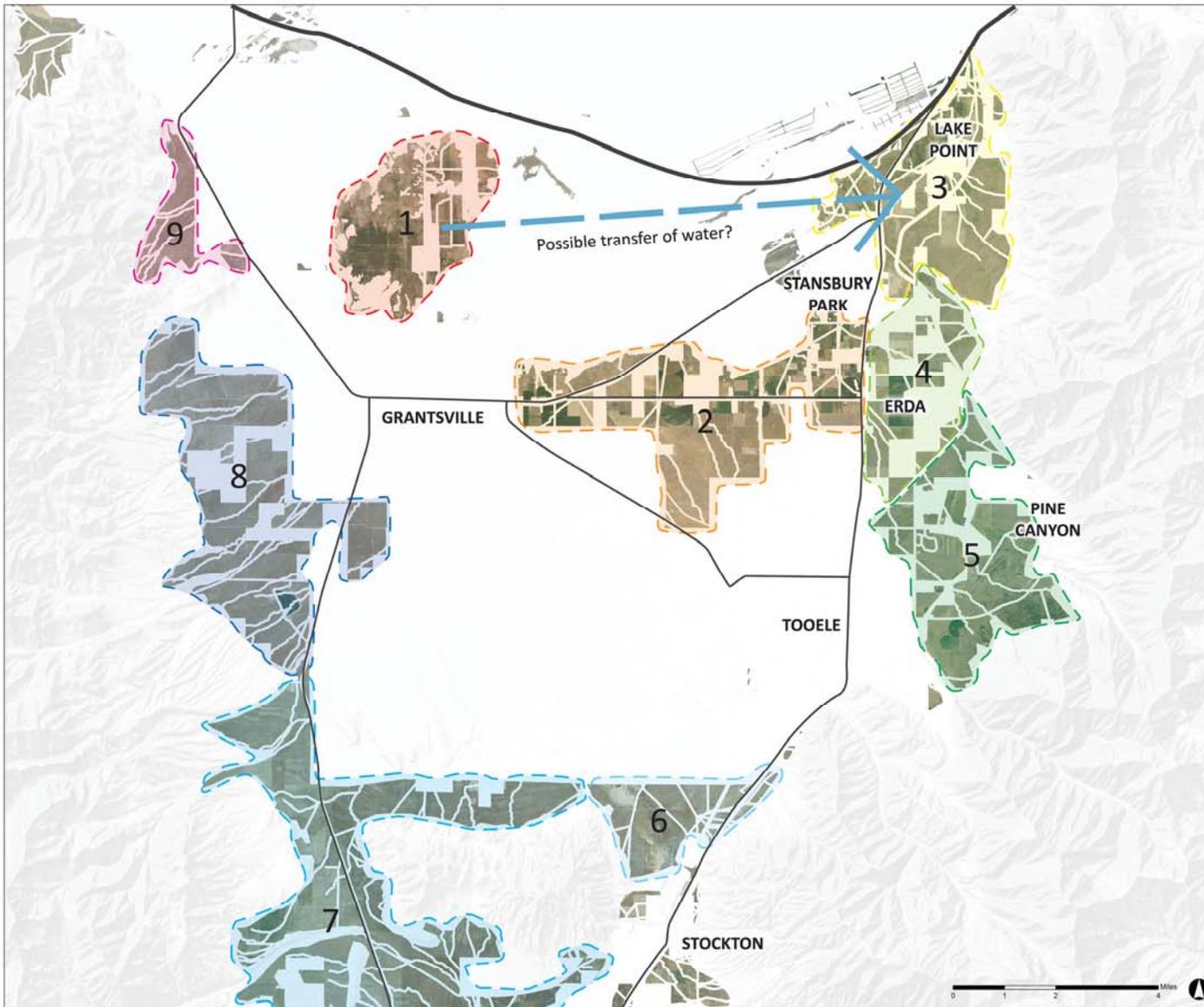
- ### Natural Constraints
-  Streams
 -  Floodplains
 -  0-12 inches, LOGAN SILT LOAM
 -  0-12 inches, SALTAIR-PLAYAS COMPLEX
 -  24-36 inches, KANOSH-SALTAIR-LOGAN COMPLEX
 -  More than 80 inches, SKUMPAH SILT LOAM, SALINE
 -  Lake
 -  Freshwater Emergent Wetland
 -  Freshwater Forested/Shrub Wetland
 -  Freshwater Pond
 -  Slopes > 30%
 -  Land Unavailable for Development



Tooele County General Plan Update





- Area 1**
- Location of springs/aquifer limits development potential
 - Can water resource be feasibly transferred/piped to east?
 - Development opportunity along roadway – West Valley Gateway/ Welcome to Grantsville
 - Clustered Development depends on access to water and sewer
- Area 2**
- Residential/neighborhood development has good potential
 - Depends on access to water and sewer – can linkage be established with Stansbury Park or similar?
 - Development limitations of existing airport must be honored
 - Long-term expansion of airport and related impacts must be considered and planned
 - Linking existing subdivisions/patterns of development with new development models (clustered development) is challenging
 - Can provide unified link between Grantsville and Tooele
- Area 3**
- Lake Point has been planned for coordinated development/ partially approved
 - Water rights north of Grantsville – can it be conveyed here? If so, what is impact on area surrounding water source?
 - Important gateway and entry to valley - East Valley Gateway/ Welcome to Tooele Valley
- Area 4**
- Erda – development agreements in existence for most of area
 - Little to no potential for change without agreement of property owners
 - Assume it is out of bounds?
- Area 5**
- Pine Canyon – primarily developed with available water rights
 - Little to no potential for change?
 - Assume it is out of bounds?
- Area 6**
- Contaminated land
 - Little development potential
 - Is clean up warranted?
 - Protection of Stockton Bar essential – how to achieve?
- Area 7**
- Similar to Area 8
 - Low density development/ use of septic assumed depending on access to water
 - Rural development most likely scenario
 - Unlikely to develop quickly
 - Should additional development sustainable? Should it be supported?
- Area 8**
- Similar to Area 7
 - Possible value for industrial development, depending on access to water/need for direct transportation linkage
 - Unlikely to develop quickly
 - Should additional development sustainable? Should it be supported?
- Area 9**
- Good location for industry
 - Topography limits extents
 - Depends on access to water/need for direct transportation linkage
 - Unlikely to develop quickly
 - Should additional development sustainable? Should it be supported?

Appendix C:

Land Use Principles – Original Boards & Assessment of Public Input

Copies of the original Land Use Principles boards presented at the Public Workshop in September 2015 follow. These were reviewed by members of the public, who also provided input on the most representative and non-representative images for each (presented in Chapter 2). The result of this input was critical for developing planning concepts and for ensuring that the final plan was aligned with the public vision for the Tooele Valley.

LAND USE PRINCIPLE:

- 1 Create density and intensity near cities, services, and gathering places, including schools and city centers.



LAND USE PRINCIPLE:

- ② Use flexible and creative planning to achieve better neighborhood growth and development.



LAND USE PRINCIPLE:

- ③ Develop Tooele County into a self-sufficient region that includes adequate employment and service opportunities.



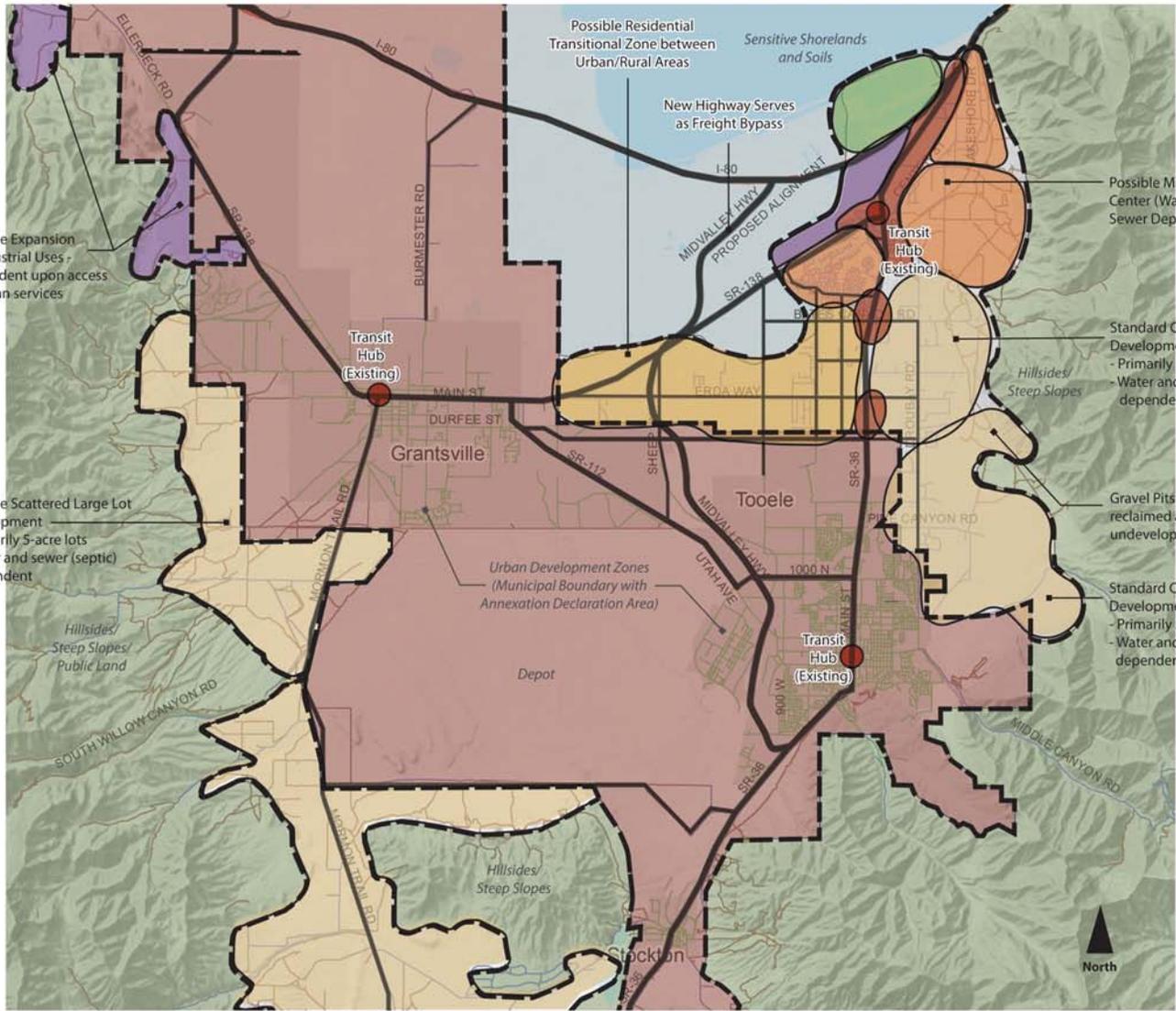
LAND USE PRINCIPLE:

- ④ Preserve public open lands, historic sites, cultural landscapes, and scenic resources as part of a comprehensive planning approach.



Appendix D:

Three Land Use Options

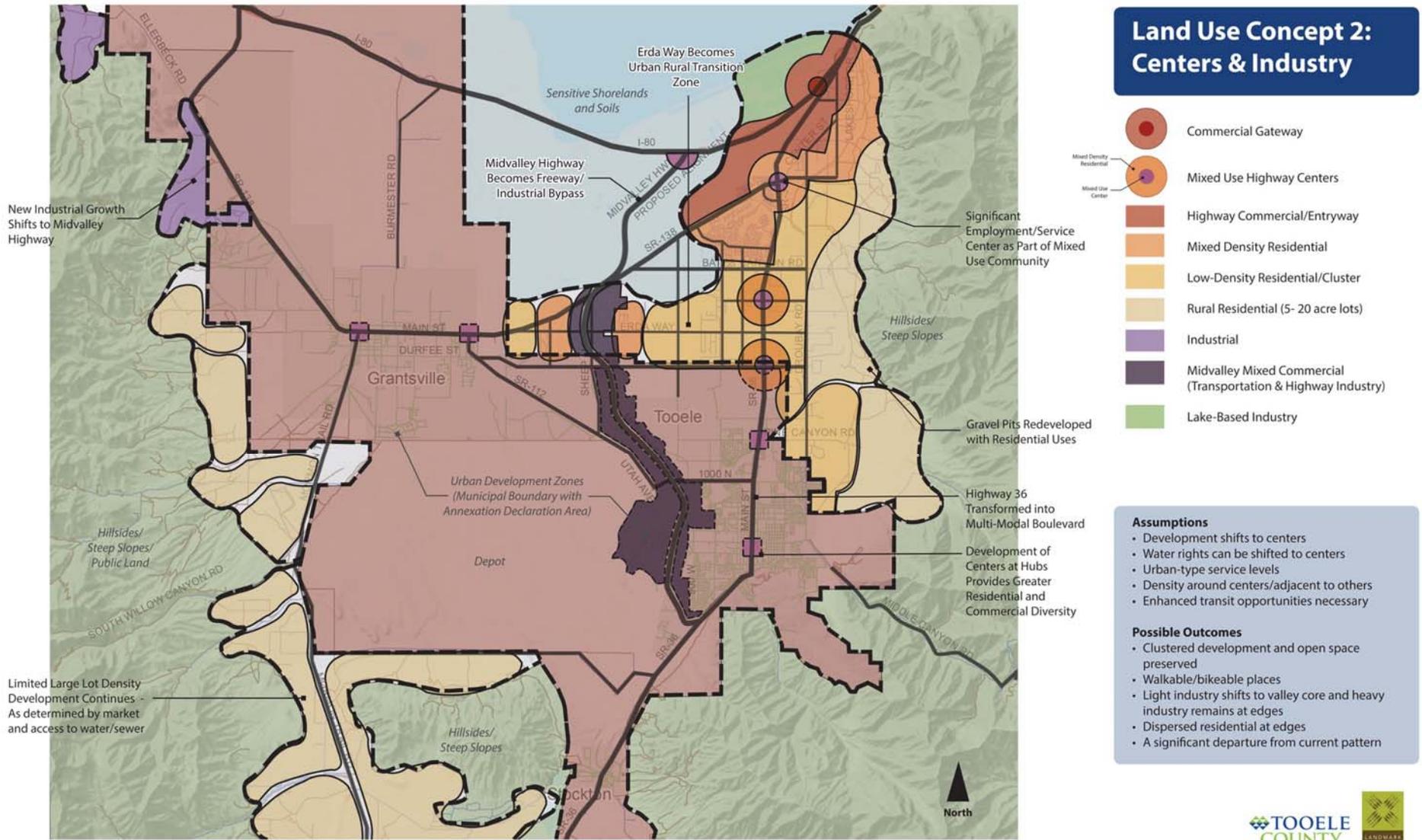


Land Use Concept 1: Baseline

- Commercial Strip Development
- Cluster/Mixed Density Residential
- Low-Density Residential (1 unit/acre, if water & sewer systems allow)
- Rural Residential (5- 20 acre lots)
- Industrial
- Lake-Based Industry
- Transit Centers

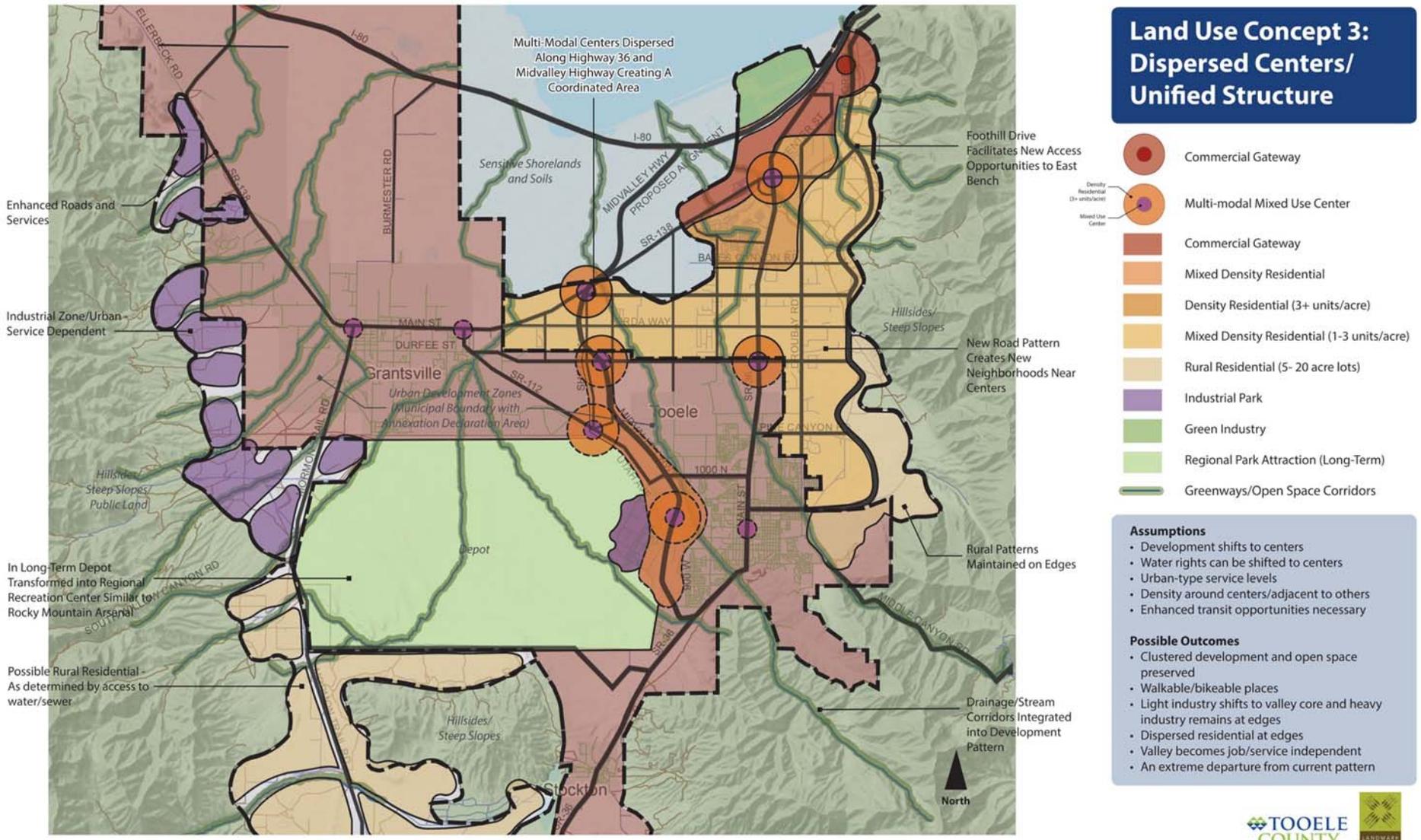
- Assumptions**
- Development continues as currently allowed
 - Primarily large lot residential
 - Growth and development controlled by access to water (which is limited) and sewer (septic) systems. Most feasible for 5-acre lots.
 - Strip commercial along SR-36 and Midvalley Highway
- Possible Outcomes**
- Scattered development pattern continues
 - Inefficient/costly utilities and infrastructure
 - Long commutes to work continue
 - Bedroom community to Wasatch Front continues





Land Use Concepts Tooele County General Plan & Transportation Plan Update





Land Use Concepts Tooele County General Plan & Transportation Plan Update



Appendix E:

Clustered Development Model Ordinances

A checklist for clustered development prepared by LandChoices (www.landchoices.org) is provided in the ensuing pages, followed by three model ordinances:

- Kennebec Valley Council of Governments, Model Open Space Subdivision Ordinance, Kennebec, Maine, July 2009
- Georgia Office of Planning and Quality Growth, Special Growth Management Techniques, Georgia Department of Community Affairs, 2002/2007
- American Planning Association, Model Smart Growth Land Development Regulations , Model Residential Cluster Development Ordinance, MODEL, Interim PAS Report, 2006

These resources are not meant for the direct development of an improved clustered development ordinance, but as review and inspiration as that process unfolds. Additional model ordinances from the local region may also readily available through the Utah Chapter of American Planning Association, Wasatch front Regional Council, EnvisionUtah, The Utah League of Cities and Towns, and similar organizations/agencies in Utah.

LandChoices

Checklist for Preserving Clean Water, Natural Areas, Wildlife and Working Farmland (www.landchoices.org)

1. **Inexpensive Preliminary Sketch Plan**

Include a sketch plan of greenway land, potential house sites, street alignments, and tentative lot lines, prepared according to the four-step design process for creating conservation subdivisions showing areas of proposed development and areas of proposed conservation.

This is to be prepared by a landscape architect or physical planner as the first layout document BEFORE expensive and highly detailed design drawings are created for the Preliminary Plan stage. This way any deficiencies can be corrected PRIOR to submission of the detailed, expensive Preliminary Plan.

The sketch plan is a carefully drawn rendition, done to a specific scale, and usually created as an Overlay Map to be lain on top of the underlying Existing Features/Site Analysis Map. They are always best done when done by hand, not on a computer screen.

They can be done in the field, or right afterwards, at a "mini-charrette" involving all parties concerned.

2. **Conduct a Site Walk On the Property**

Include all involved in the process-the developer, planning commission members, abutting landowners, officials, staff, etc. - BEFORE any engineering plans are put into place in order to point out the conservation areas to be preserved.

Important Note: Site walks should be advertised in the usual manner as informal Work Sessions, open to the public, at which no votes or binding decisions are taken. Site walks do not add more time, as they help the process move far more quickly, since people are no longer talking and arguing about abstract lines on paper, but real slopes, actual trees, etc., which means they really understand the site conditions. There is no substitute whatsoever for seeing the land first-hand.

3. **Qualified Landscape Architect and Physical Planner Experienced in Designing Conservation Subdivisions be Involved from the Beginning of the Project**

This is absolutely necessary.

In the book *Envisioning Better Communities* by Randall Arendt (American Planning Association, 2010, page 21), Arendt writes, "subdivision regulations typically suffer from five fundamental flaws, resulting in flawed designs." Flaw #4: "Layouts are typically prepared by surveyors and engineers who are trained in recording site data and in street and drainage issues. They have little or no expertise in the fields of landscape architecture or neighborhood design and therefore often fail to capitalize on the significant physical, historic, and environmental features of each property."

4. Existing Features Site Analysis Map

The official time clock for review starts with the submission of this plan at the on-site walkabout or at a regularly scheduled meeting of the Planning Commission.

More Information on Methods in the First Four Steps (steps 1-4)

["Flawed Processes, Flawed Results, and a Potential Solution"](#) (PDF) (5 pages)(PDF) (5 pages)

5. Safer, Less-Wide Streets

Allow safer, less-wide streets, eliminate curb and gutters (use swales instead to absorb excess water, along with rain gardens) to lower costs, recharge groundwater, and reduce storm water run off and pollution. Learn More at [Greener Streets: Enhancing Livability and Neighborhood Values through Greener Engineering Practices](#) (PDF)

6. Preserve a Minimum of 50%¹ of the BUILDABLE Land

This is in addition to the unbuildable wetlands, steep slopes and floodplains in new subdivisions.

7. Conservation Subdivision Design*

Implement Conservation Subdivisions into your ordinance
Download the following for further reference:

[LandChoices' approved conservation subdivision ordinance](#)* (doc) (61 pages) (417k) Courtesy of Walworth County, WI

[Ordinance Amendments](#) (Doc.) (2 pages)

[Conservation Subdivision Design: A Brief Overview](#) (PDF)

[Case Study: Indian Walk](#) (PDF) (2 pages)

[Case Study: West Vincent Township](#) (PDF) (2 pages)

*LandChoices does not warrant that this provision complies with your state's laws. As such you are advised to consult with an attorney that is familiar with your state's laws.

8. Conservation Subdivisions Designated as a "By-right Permitted Use" option

Designate conventional subdivision layouts as "Conditional Uses" or "Special Exemptions".

9. Create Interconnected Open Space Networks

Link together the conserved land in conservation subdivisions.

¹ In urban, sewerred, high density areas zoned at 2-3-4 units per acre, preserving 30-35% open space, in addition to the unbuildable wetlands, floodplains, and steep slopes, is the norm. In rural, suburban edge areas at densities of 5 and 10 acres per dwelling, where most of America's new subdivisions are being and will be built, easily 70% (or more) of the land can be preserved.

1. Model Open Space Subdivision Ordinance Kennebec Valley Council of Governments Kennebec, Maine July 2009

Introduction

Low-density development is altering the rural landscape of Maine. The State converted over 869,000 acres of rural land to suburban uses from 1980 to 2000 second only to Virginia in proportional change according to the 2006 Brookings Institute report “Charting Maine’s Future: An Action Plan for Promoting Sustainable Prosperity and Quality of Places”. This represents a loss of 1300 square miles of rural land, a territory roughly the size of Rhode Island. As the report lists the costs of sprawl it asserts that the greatest concern is that this low-density development is undermining Maine’s brand, its rural character and special quality of life that remains the heart of the State’s current and future economy. Put another way becoming more like “Anywhere USA” is bad for Maine’s economy and environment.

Most Maine communities with Comprehensive Plans (and many towns without such plans) evidence a strong concern about loss of open space, farmland, and rural character. Local attitude surveys that often accompany these plans invariably show high levels of support for protecting open space, farmland, and rural character. Protecting rural character is a primary goal in practically every local Comprehensive Plan. Not surprisingly many municipalities have adopted cluster development ordinances with purposes that reflect this and other related goals. Typical purposes of these ordinances include: “to provide for the efficient use of land and the preservation of open space, farmland and rural character; to provide for

development in harmony with natural features of the land; to encourage the efficient use of infrastructure; to protect environmentally sensitive areas; to encourage affordable housing; ...
“.

Open space subdivisions can provide economic, environmental and social benefits to a community as well as advantages for developers. Site development costs are decreased by designing with the terrain. Infrastructure and the service costs to maintain it are reduced because roads and water and sewer lines are almost always shorter. School buses, snow plows, rubbish trucks and other service vehicles will have shorter routes. Reduced costs to develop lots can incentivize including some affordable housing as part of the project. The protected open space provides residents with recreational opportunities and scenic views. Added amenities from adjacent protected open space increase home resale value and enhance marketing. Homes in open space subdivisions appreciate faster than those in conventional subdivisions. Such developments can protect unique, fragile and significant wildlife and plant habitats. Open space subdivisions reduce the pollution impacts from storm water runoff and promote aquifer recharge. Clustered housing with neighborhood trails encourages more frequent interactions with one’s neighbors, fostering a sense of community. A larger open space network (green infrastructure) can be created if open space is connected across several developments and potentially support recreational trail networks and wildlife habitat links. Although open space subdivisions offer many benefits these developments are a partial essential prescription to protecting community rural character, etc.. Creation and implementation of a local open space plan that has identified high value natural areas including farmland for protection is also essential.

Open space subdivisions intentionally (or should intentionally) include important features in protected open space. Traditional cluster subdivisions typically do not. Unfortunately most cluster subdivision ordinances fail to accomplish their purposes. Many of these ordinances lack site design criteria for locating lots and open space. Some of these design criteria direct new construction to locations on the site where buildings can be absorbed by natural landscape features. Many cluster subdivision ordinances set aside too little open space in rural districts. Several studies show that rural character breaks down when open space percentage falls below 60 – 70 percent. Cluster subdivisions are often optional and not mandated. Developers typically do not choose a development option that they’re unfamiliar with. When open space subdivisions are optional most if not all subdivisions in that municipality will continue to be conventional. A preliminary review that maps site constraints and opportunities and designs the subdivision around these features is also often absent.

This model open space subdivision ordinance strives to address these and other typical deficiencies so that the typical purposes (listed earlier in this introduction) expressed at the beginning of most cluster subdivision ordinances can be achieved. This model mandates open space subdivisions in rural districts while assuring that the same number of lots allowed for a conventional subdivision is allowed for an open space subdivision. A pre-application review is required that includes a site inventory map and a conceptual (sketch) plan for the proposed development. Site design standards for lot and open space location are part of the ordinance. Open space ownership, use and maintenance standards are also included.

This model ordinance is designed to fit into an existing local land use ordinance, which has a review structure. It is not a stand-alone

ordinance. Application of this ordinance should be reviewed by a municipal attorney prior to adoption.

This model ordinance is a product of reviewing numerous ordinances and reports related to open space subdivisions. Feedback from Planning Board members at open space subdivision workshops was appreciated and useful. Appreciation also extends to Chris Huck and Jen Boothroyd respectively Planning Director and Community Planner at KVCOG for review comments. This model ordinance was prepared by Fred Snow Community Planner at KVCOG.

Model Open Space Subdivision Ordinance Kennebec Valley Council of Governments

Model Regulations

1.0 Purpose

The purposes of these provisions are:

1. To provide for efficient use of the land and the preservation of open space, farmland, and rural character;
2. To provide for development in harmony with the natural features of the land that is consistent with historic land use patterns of village-like areas where residences are grouped, surrounded by areas of open space used for agriculture, forestry, recreation and similar purposes;
3. To protect high value natural areas;
4. To reduce the impacts on water resources by minimizing land disturbance and creation of impervious surfaces and stormwater runoff;
5. To encourage efficient use of infrastructure.

2.0 Applicability

1. The provisions of this ordinance apply to all major subdivisions.
2. The provisions of this ordinance shall be mandatory for all major subdivisions in rural district(s) or rural area(s) except as otherwise noted. Open space subdivisions (OSS) have not worked as an option to conventional subdivisions even with density bonuses. Mandating OSS is best. Some towns require either OSS or 10 acre lots but that approach can promote large lot sprawl.
3. The provisions of this ordinance shall be [mandatory] for all major subdivisions in village district(s) or village area(s)
Note: A word(s) in brackets [] indicates that this is recommended and/or that there are options or specifics to fill in.

3.0 Definitions

Buildable Area. Land area of a parcel excluding Unbuildable Area.

Building Envelope. The area formed by front, side, and rear building restrictions or setback lines of a lot within which development including clearing, excavation, and grading and structures shall be contained. This means a building envelope within each house lot not a building envelope of overall buildable area.

Open Space, Designated. Reserved land that is permanently protected from further development and remains in a natural condition or is managed according to an approved management plan for natural resource functions, e.g. habitat

protection, passive recreation, agriculture, forestry or some combination of these.

Open Space Percentage. The percentage of Buildable Area that's required to be part of designated open space.

Primary Conservation Area. Those Unbuildable Areas that include steep slopes (20% or more), hydric soils, wetlands, and surface waters including intermittent streams.

Secondary Conservation Areas. Those areas with significant features that include open fields, high value natural areas, prime USDA agricultural soils, mature woodlands, stone walls, tree lines, existing historic structures, scenic views into and out of the property, trails and hilltops.

Subdivision, Future. A proposed or potential subdivision subsequent to an initial subdivision on the same parent parcel. Note: the number of future lots, a delineated area that will contain all future lots, and a delineated area for future designated open space must be established according to requirements of this Ordinance prior to and shall not be altered subsequent to an initial approved Minor or Major Subdivision.

Subdivision, Minor. A subdivision with up to 4 lots. Note: minor subdivisions are not required to be Open Space Subdivisions.

Subdivision, Major. A subdivision with five or more lots. Note: major subdivisions shall be Open Space Subdivisions.

Subdivision, Open Space. An alternative form of residential development where, instead of subdividing an entire tract into lots of conventional size, the same or a similar, number of housing units are arranged on lots of reduced dimensions, with the remaining area of the parcel permanently protected as Designated Open Space. Open space subdivisions (OSS) differ from traditional “clustering” in three important ways. First OSS is intentional about quality of open space meaning significant features are included and protected. Second, in rural areas OSS lots are absorbed into the landscape when possible according to site design criteria rather than just put somewhere on the site that’s buildable. Third, OSS strives to help create an interconnected open space network in the community.

Unbuildable Area. Land area that cannot be counted toward the minimum lot size under a conventional subdivision and includes steep slopes (20% or more), hydric soils, wetlands, surface water, rights of ways and easements, Resource Protection District, flood ways and coastal high hazard zones and portions used for storm water management facilities.

4.0 Pre-application Review

All applicants for review of major subdivisions are required to participate in a pre-application review process with the Municipal Reviewing Authority. The purpose of this process is to discuss the characteristics of the site and proposed plan for development in conceptual terms. The preliminary review shall be conducted following notification to abutters and the general public. Public input will be accepted. This supplements the municipality’s formal application procedure which should be reviewed to provide consistency. This

approach provides essential site design information early in the review process which often saves developers money by not requiring high engineering costs upfront and by reducing the likelihood of costly major plan revisions later on. In other words pre-application review can expedite the formal application process and review.

1. Pre-application Discussion. A pre-application discussion is strongly encouraged between the applicant, site designer(s), and the Municipal reviewing Authority. The purpose of this informal meeting is to introduce the applicant and site designer(s) to the municipality’s zoning and subdivision regulations and discuss the applicant’s objectives in relation to those requirements. The applicant may choose to bring a Site Context Map and an Existing Features Plan to this meeting.
2. Site Context Map. The site context map shall be drawn to a size adequate to show the relationship of the proposed subdivision to adjacent properties and to locate the subdivision within the municipality, e.g., 1 inch = 400 feet. The site context map shall include the following:
 1. An outline of subject parcel along with abutting properties perhaps from a tax map and current uses on those properties.
 2. Existing subdivisions in proximity of the subject parcel.
 3. An outline of the subject parcel on a USGS topographic map.
 4. Zoning district.
 5. Tax map and lot number of subject parcel.
 6. Watershed description.
 7. Location and names of existing streets.

8. Location of circle showing features within half mile of subject parcel on Beginning with Habitat High Value Habitats map. The State municipal map if available can be downloaded from www.beginningwithhabitat.org/the_maps/map_availability.html
3. Existing Features (Site Inventory) Map. The site inventory map(s) shall be at a scale of one inch equals 100 feet (unless another scale is mutually agreed upon) and shall involve an individual or team with the necessary training in natural resources, preferably a landscape architect, and who shall certify the information submitted. The inventory and map(s) shall include, at a minimum, the following:
 1. The proposed name of the subdivision, north arrow, date and scale.
 2. The boundaries of the parcel based upon a standard boundary survey prepared by a registered land surveyor and giving the bearings and distances of all property lines.
 3. A contour map based at least upon topographic maps published by the U.S. Geological Survey.
 4. The location and delineation of Primary Conservation Areas. (Note a high intensity soils map based on test pits may be advantageous in determining less area with hydric soils.) The total acreage of Primary Conservation areas shall be included.
 5. The location and delineation of existing buildings and unbuildable areas that are not Primary Conservation Areas including rights-of-ways and easements, portions in Resource Protection district, and portions utilized for storm water management facilities.
4. Calculations. Applicants shall provide:
 1. Minimum Lot Size. Applicable minimum lot size in the zone project is located in.
 2. Unbuildable Land. Total acreage of Unbuildable Land. Include and total applicable elements from list in section 10.3.
 3. Number of Allowable Lots. Number of allowable lots according to formula in section 6.3 The number of allowable lots is based on the number of allowable lots permitted under conventional zoning or subdivision ordinance. Municipality should have an unbuildable area provision but if it's lacking then assume unbuildable area of 15%.
 4. Open Space Set Aside. Provide total acreage of designated open space that shall be set aside using formula in section 6.4.
 5. On-Site Visit. After the Existing Features Plan has been prepared, the Planning Board shall schedule an
6. The location and delineation of any Essential Habitat Areas onsite or within 250 feet of the subdivision and any other important habitat areas onsite indicated on State Beginning with Habitat maps
 7. Identification of scenic views into and out from the property with accompanying photos and location and delineation of other Secondary Conservation Areas. The total acreage of Secondary Conservation Areas when applicable shall be included.
 8. The identification and location of vegetative cover on the property

on-site visit to walk the property with the applicant and the site designer. The applicant shall bring a copy of the Existing Features Plan to the on-site visit. The purpose of this visit is to familiarize Town officials with the property's special features, and to provide them an informal opportunity to offer guidance (or at least a response) to the applicant regarding the location of the Secondary Conservation Areas and potential house locations and street alignments. How the "four step process" to designing subdivisions in section 4.6 could be applied to the subject property should also be discussed.

6. Conceptual Plan of Proposed Development. Applicants shall submit a conceptual plan for the development of the subject parcel that reflects the characteristics of the site as detailed in the site inventory and map(s) and its location within the community as indicated in the site context map. The conceptual plan shall be prepared at the same scale as the site inventory map and be provided as both a translucent sheet, which can be overlaid onto the site inventory map(s), and solid plan. A conceptual plan shall be a draft plan, which does not include engineering details, but is drawn to scale and indicates the following:
 1. Proposed location of any new road(s) or common driveway(s).
 2. Proposed residential lots, building envelopes, and potential house sites for each lot.

3. Existing and proposed features and amenities, including common areas, trails, or community buildings, etc.
4. Proposed boundaries of the designated open space.
5. A narrative description of the proposed approach for providing for drinking water supply, waste water treatment, stormwater management, and landscaping.

Applicants shall demonstrate that their conceptual plan is consistent with the following approach for designing a subdivision:

- a. Step One: Identify Conservation Areas. All Primary and Secondary Conservation Areas and unbuildable areas shall be identified and when applicable shall be delineated.
- b. Step Two: Locate House Sites. To the maximum extent feasible, house sites shall be located outside of those areas delineated in Step One. The location of the house sites shall also reflect the design objectives identified in section 8.0.
- c. Step Three: Align Streets, Common Driveways and Trails. The minimum length and network of road(s) necessary to access each house lot shall be identified. Common driveways shall also be identified. Roads and common driveways shall be located in such a way that avoids or at least minimizes adverse impacts on both Primary and Secondary Conservation Areas e.g. when possible these access ways shall not be located in open fields unless along part of field perimeter or along a tree line. Proposed trails shall be identified where access to the designated open space is appropriate and/or to provide for pedestrian

- circulation within the development as well as pedestrian access to areas outside the development.
- d. Step Four: Identify Lot Lines and Building Envelopes. Lot lines and building envelopes for each house site, or group of homes on a common lot, shall be identified. The placement of lot lines and building envelopes shall give consideration to those areas identified in Step One as well as conform to the natural features of the landscape to the greatest extent possible, e.g., follow stone walls, lines of boundary trees, streams. The delineation of lots shall also consider the privacy provided for individual homeowners.
7. Conceptual Long Range Development Plan. When a subdivision will not utilize the entire parcel and there is potential for future subdivision or development of the parcel or any of the lots being created, the application shall include a conceptual long-range development plan showing the potential utilization of the lots and the balance of the parcel not being subdivided. The conceptual long range development plan is a sketch plan with no engineering details, intended to be conceptual in nature, to rely on published data about natural resources relevant to the parcel, and to demonstrate that the current subdivision proposal will not compromise important conservation values or the long term development of the parcel as a conservation design subdivision. This plan shall show the relationship of the proposed subdivision area to the balance of the parcel and to adjacent land. This plan shall analyze the conservation and development potential of the

remaining area of the parcel and shall identify and delineate future designated open space area(s), and development area(s) in a manner that demonstrates that both the proposed development and the future development can occur so that it conforms to the requirements for conservation design subdivisions and preserves the significant natural resource and conservation values of the entire parcel. The number of future lots allowed and number of future lots proposed must be shown on the plan. After an initial subdivision has been approved the number of lots for the entire parcel and the boundaries of future area(s) to be developed and future area(s) to be protected as designated open space cannot be changed. The size of future lots can be altered.

5.0 Formal Application Procedure

[A community should evaluate its existing formal application procedure for consistency. Much of the information from the preliminary application process could be applied to the formal application process, which typically concerns a preliminary subdivision plan and a final plan. Because of opportunity for public input during preliminary review the Planning Board may opt not to hold a public hearing to expedite review.]

6.0 Maximum Density and Open Space

1. Growth (and/or Village) Open Space Percentage. Growth (and/or Village) district(s) shall have an Open Space

Percentage of [30] percent for open space subdivisions.

Percent of open space often varies by zone. 30% is suggested minimum for growth district but it could be as low as 20% or more than 30%.

2. Rural Open Space Percentage. Rural district(s) shall have an Open Space Percentage of 60 percent for open space subdivisions. One planning researcher found that rural character breaks down as open space percentage (OSP) in rural area fall below 70%. He found that metro farms require a minimum of 75% OSP and general agriculture (dairy farms, etc.) require a minimum of 85%. Two other researchers found rural areas typically have 60% to 80% OSPs.

3. Number of Allowable Lots. The total number of residential units allowable within an open space subdivision shall equal but not exceed the number of units that would otherwise be allowed in a conventional subdivision in an existing zoning district unless a density bonus is granted per Section 7.0. The total number of dwelling units allowed shall be determined by the following formula: See comment for 4.4.c.

Total Dwelling Units Allowed = Total Parcel minus Unbuildable Area divided by Minimum Lot Size

$$TU = (TP - UA) / MLS$$

- TU = Total Units Allowed (dwelling units)
- TP = Total Parcel (acres)
- UA = Unbuildable Area (acres)
- MLS = Minimum Lot Size (acres)

Note: If minimum lot size is in square feet round to nearest fraction of an acre e.g. a 20,000 square foot minimum lot size would be rounded up to half an acre.

4. Open Space Set Aside. The amount of Designated Open Space that shall be set aside shall be determined by the following formula:

Total Open Space Set Aside = Total Parcel minus Primary Conservation Areas multiplied by Open Space Percentage then added to Primary Conservation Areas

$$TO = ((TP - PC) \text{ OSP}) + PC$$

- TO = Total Open Space Set Aside (acres)
- TP = Total Parcel (acres)
- PC = Primary Conservation Areas (acres)
- OSP = Open Space Percentage (% of Buildable Area)

Note: See Appendix 1 for examples of how these formulas are applied.

7.0 Density Bonuses

The Planning Board may grant a density bonus to an applicant who proposes affordable housing and/or a Low Impact Development approach as a component of the open space subdivision, in accordance with the following criteria:

Providing full public access or more protected open space are also actions a municipality might wish to incentivize. Incentives, which typically take the form

of additional dwelling units should however be used sparingly. Too many opportunities for applicants to increase the number of dwelling units allowed can reduce community support for using an open space approach.

1. Affordable Housing Bonus.

1. A 10% increase in the number of dwelling units allowed may be granted by the Planning Board if an applicant provides a minimum of 25% of units affordable for families meeting criteria of 80% to 120% of the County's median income. Such units may be either for sale or rent.

2. The Planning Board must approve a plan for long-term retention of the affordable units within that category.

2. Low Impact Development (LID) Bonus. A 10% increase in the number of dwelling units allowed may be granted by the Planning Board if LID practices according to Maine State Planning Office's "LID Guidance Manual for Maine Communities" are incorporated into the subdivision.

8.0 Design Standards

1. The following objectives for location of lots and designated open space shall be achieved to the greatest extent feasible in prioritized order: Site design criteria are essential in

determining quality of open space by intentionally making significant features part of protected open space.

1. Within Rural District(s):

1. Primary Conservation Areas in protected open space

2. Lots on or with access to suitable soils for subsurface wastewater disposal if no public sewer system

3. Lots within woodlands or if that's not possible along far edges of open fields preferably adjacent to woodlands (to enable new construction to be absorbed by natural landscape features) This criterion is essential in protecting the rural character of the site.

4. Lots where scenic views from public roadways are least likely to be blocked or interrupted

5. Essential habitats of rare, threatened or endangered wildlife and rare or exemplary plants and natural communities identified on State Beginning with Habitat maps in protected open space

6. Stream corridors and wildlife travel corridors with respective undisturbed vegetative buffers of 100 feet and 300 feet width in protected open space

7. Preservation of cultural features of the rural landscape, including significant trees, stonewalls, tree lines, and when feasible historic farmhouses and outbuildings. Significant trees, tree lines, and stonewalls and other important natural features not included within designated open space should be incorporated along the edges of individual lots or along a path or road, rather than transected by lot lines or a roadway.

8. High Value Plant and Animal Habitat areas identified on State Beginning with Habitat map and high value

- 9. natural areas identified in an adopted local or regional open space plan in protected open space
- 10. Contiguous, usable area for agriculture or sustainable wood lot production in protected open space
- 11. Lots where linkage with nearby open space on other properties is not blocked, and when possible, where continuous corridors of natural vegetation are protected in alignment with any adopted local or regional open space plan
- 12. Lots avoid slopes exceeding 20% and tops of ridgelines
- 13. Lots avoid natural drainage ways
- 14. Class 1, 2, 3 agricultural soils as defined by USDA in protected open space
- 15. Lots where greatest number of units could take maximum advantage of solar heating opportunities provided there is no or minimal conflict with other objectives

2. Within Village District(s):

- 1. Primary conservation areas in protected open space
- 2. Preservation of cultural features of the village landscape, including stone walls, tree lines, and when feasible historic homes and outbuildings A village-type layout of homes, consistent with the traditional New England style of development, will allow homes to be located closer together in much less space, while still creating a comfortable environment for residents and pedestrians.
- 3. Lots where linkage with nearby open space on other properties is not blocked, and when possible, where continuous corridors of natural vegetation are

- 4. protected in alignment with any adopted local or regional open space plan
- 5. Lots where buildings will not interfere with solar access of other properties
- 6. Lots where greatest number of units could be designed to take maximum advantage of solar heating opportunities
- 7. Lots within woodlands contained in the parcel or if that's not possible along far edges of open fields preferably adjacent to woodlands (to enable new construction to be absorbed by natural landscape features)
- 8. Lots where scenic views from public roads are least likely to be blocked or interrupted

- 2. Architectural compatibility of new construction with historic buildings in the community or region is [strongly recommended].

9.0 Open Space Ownership, Use, and Maintenance

The Designated Open Space created by the subdivision shall be:

- 1. Shown on the plat plan with the following notation: "Designated Open Space shall not be further subdivided or used for future building lots."
- 2. Shown on the plat plan including boundaries of Designated Open Space areas, active recreation area if any, agricultural area, and naturally, undisturbed vegetated areas and marked in the field with signage

approved by the Planning Board to distinguish these areas from private property.

3. Accessible to the owners or residents of the development, subject to any necessary limitations in connection with the uses of the land (e.g., farming), which may be permitted.
4. Uses. Limited to uses for passive recreation, or other passive outdoor activities, agriculture, forest management or individual or group septic systems, and for preserving the natural features of the site except as noted in section 10.18. Potential uses (e.g., farming) may be by the subdivider, owners or residents, or a lessee. The use of any open space may be further limited or controlled at the time of final subdivision approval as necessary to protect adjacent properties. Passive recreation would include walking, hiking, cross country skiing, horseback riding, bird watching, picnicking. Passive recreation is typically allowed in most of designated open space. However trails (usually foot paths) should be designed between lot owners.
5. Management Plan. Managed according to a management plan for the designated open space and facilities that's approved by the Planning Board, which includes the following:
 1. Identifies the entity assuming responsibility for stewardship and management of the designated open space, including regular inspections to confirm continued compliance

with the terms of the subdivision approval and conservation easement or deed restrictions. One approach to provide for long-term stewardship is to assess a fee at the time of subdivision approval to fund long-term monitoring. Most local and state organizations require a fee to cover their stewardship responsibilities when accepting an easement.

- Municipalities might also require that homeowner education materials be developed to teach new homeowners about the appropriate uses and prohibited activities in the protected open space. The Municipal Reviewing Authority might discuss with the conservation commission how these materials will be developed, maintained and distributed to future homeowners.
2. Includes detailed standards and schedules for maintenance of the designated open space, including maintenance of vegetation.
 3. Allows for municipal maintenance in the event that the maintenance specified under the agreement is not completed and recovery of costs incurred from the designated management entity or the owners of the designated open space within the subdivision.
 4. Provides that any amendments to the plan shall be reviewed and approved by the Municipal Reviewing Authority.
 5. Prior to the commencement of any timber harvesting a forest management plan defined by Title 36 MRSA Section 573.3-A shall be

submitted to the Municipal Reviewing Authority. The plan must be prepared by a licensed professional forester or a landowner and be reviewed and certified by a professional forester.

6. Ownership. Owned, preserved, and maintained as required by this section by any of the following mechanisms or combinations thereof:

1. Dedication of open space to the Town or a suitable land trust, if either is willing to accept the dedication.
2. Dedication of development rights of open space to a suitable land trust with ownership by a private individual or homeowners association.

Conservation easements are the preferred approach for larger areas of protected open space, especially for parcels containing high-valued natural resource or cultural features.

3. Ownership of the open space by a homeowners' association which assumes full responsibility for its maintenance with open space protection deed restrictions enforceable by any landowner in the subdivision, any owner of separate land parcels abutting the open space, or the municipality

4. Ownership by a private individual with open space protection deed restrictions enforceable by any land owner within the subdivision, any owner of separate land parcels abutting the open space, or the municipality. This option may apply only if open space is part of an existing farm, working or not, if there is a future intent to farm by the owner and no land trust is willing to accept dedication of development rights of the open space. A deed restriction is a restriction on the use of land usually set forth in the deed of a property. The restrictions would limit how the open is used, the structures that would be allowed on it and how the land should be maintained in perpetuity. Municipalities should provide sample language to the applicant to ensure effectiveness. Although deed restrictions are considered a less secure alternative, they can be an appropriate protection method for smaller parcels of land or for open spaces that are subject to more intensive uses.

7. Homeowner's Association. Controlled by a homeowners association in the event ownership options per sections 6.1, 2 and 4

are not exercised. If a homeowners' association (association) is to be formed it shall be incorporated by the developer prior to final subdivision approval. Covenants for mandatory membership in the association shall be approved by the Planning Board and included in the deed for each lot or unit. Draft by-laws of the proposed lot owners' association specifying the responsibilities and authority of the association, the operating procedures of the association and providing for proper capitalization of the association to cover the costs of major repairs, maintenance and replacement of common facilities shall also be subject to Planning Board approval. The association's documents shall specify that:

1. The association shall have the responsibility of maintaining the designated open space and other private facilities dedicated to the use in common by the development's resident.
2. The association shall levy annual charges against all property owners to defray the expenses, if any, connected with maintenance of the common open spaces and facilities.
3. The association shall have the power to place a lien on the property of members who fail to pay dues or assessments.

4. The developer shall maintain control of designated open spaces and facilities and be responsible for their maintenance until at least 51% of the development lots or units have been conveyed, with evidence of such completion and sales submitted to and approved by the Planning Board.

10.0 Other Standards

1. **Professional Services.** The Municipal Reviewing Authority may retain professional services, third-party technical review of information provided concerning the existing features map and conceptual plan of proposed development submitted for pre-application review and for formal application review including but not limited to an attorney or consultant. The attorney or consultant shall first estimate the reasonable cost of such review and the applicant shall deposit, with the municipality, the full estimated cost, which the municipality shall place in an escrow account. The municipality shall pay the attorney or consultant from the escrow account and reimburse the applicant if funds remain after payment.
2. **Legal Review.** Prior to final approval by the Municipal Reviewing Authority the applicant shall submit for review by the municipal attorney any restrictive covenants, conservation easement, deed restrictions or other legal agreements proposed for use in the open space subdivision. The municipal attorney shall advise the Municipal Reviewing Authority of the adequacy of such legal provisions. The applicant shall pay all associated costs of the legal review.

3. Unbuildable Area. Unbuildable area includes those portions of the lot:
 1. With hydric soils.
 2. Subject to rights-of-way or easements.
 3. Located in Resource Protection District.
 4. Covered by surface waters.
 5. Utilized for storm water management facilities.
 6. With slopes exceeding 20%.
 7. Ten (10) percent of the area of the lot to account for roads and parking.
 8. In a floodway or a coastal high hazard zone as designated in the Flood Boundary and Floodway Map prepared by the Federal Insurance Administration
4. Flexible Lot Dimensions. Reductions below the minimum otherwise required by this Ordinance for lot area, street frontage, and lot width are allowed for open space subdivision lots except that minimum lot size for subsurface disposal remains 20,000 square feet. Irregular lot shapes are allowed. In areas with public sewer and water particularly growth areas minimum lot size could be 10,000 square feet (SF) but shouldn't be less than 5000 SF.
5. Minimum Setback. The minimum setback of lot lines from edge of road pavement shall be 20 feet.
6. Parcel Boundary Setback and Buffer. Lots shall not be less than 50 feet from parcel boundary. A minimum 50 foot undisturbed buffer shall be established between lots and the parcel perimeter.
7. Privacy. To the extent practical, building sites shall be delineated to maximize the privacy afforded to each dwelling unit, by, for example, positioning homes to eliminate direct sight lines to neighboring homes. Single-loaded streets (houses on just one side of the street) are encouraged.
8. Green Lot Perimeter Strip. A green perimeter strip, not less than 25 feet wide shall be maintained with shrubs and trees along all lot lines except outside of wooded areas in designated growth districts or areas the front yard buffer strip may be vegetated with grass or flowers. Such a green strip shall not be built on or paved or used for parking or storage. There shall be no removal of trees over 4 inches in diameter within this buffer. Vegetation shall be retained in its natural state, although tree planting shall be permitted as a matter of right. A primary function of green perimeter strip of each lot especially along backyard sidelines and rear lines is to maintain privacy. Native vegetation should be required because it's more durable and helps avoid a suburban appearance.
9. Roadside Buffer. Outside of designated growth areas, a subdivision in which the land cover type at the time of application is forested, shall maintain an undisturbed wooded buffer strip no less than fifty feet in width along all existing public roads. The buffer may be broken only for driveways and streets.
10. Ridgelines. When a proposed subdivision contains a ridge line identified in the comprehensive plan as a visual resource to be protected, the plan shall restrict tree removal and prohibit building placement within 50 feet vertical distance of the ridge top. These restrictions shall appear as notes on the plan and as covenants in the deed.

11. Historic Resources. If any portion of the subdivision is designated a site of historic or prehistoric importance by the comprehensive plan, National Register of Historic Places, or the Maine Historic Preservation Commission, appropriate measures for the protection of the historic or prehistoric resources shall be included in the plan. When the historic features to be protected include buildings, the placement and the architectural design of new structures in the subdivision shall be similar to the historic structures. The Board shall seek the advice of the Maine Historic Preservation Commission in reviewing such plans.
12. Essential Habitat Buffer. At least a minimum 300 foot undisturbed natural buffer shall be established between development and any Essential Habitat Areas as mapped by Maine Department of Inland Fisheries and Wildlife (MDIFW) Beginning with Habitat program. The applicant shall provide review comments from MDIFW or Maine Natural Areas Program as applicable when essential habitat Areas have been identified.
13. Access Limit. Points of subdivision access to a single existing road shall not exceed two.
14. Roads.
 1. Roads serving open space subdivisions with up to 20 dwelling units shall have a minimum pavement width of 18 feet with a minimum shoulder width of 3 feet. Roads for all subdivisions shall have a maximum pavement width of twenty feet. Shoulders shall be topped with 2 -3 inches of loam and seeded with grass suited for the purpose.
 2. Where feasible, horizontal road alignments shall work with the topography and existing site conditions to follow the natural contours and avoid physical features that give the land its character.
 3. Open fields, agricultural lands and sensitive habitats should be crossed at the edges, preferably along hedgerows and tree lines when possible. Roadways shall avoid bisecting fields.
 4. Where feasible, proposed roads should follow any existing gravel/dirt road that has value as a local historic resource.
 5. When roads cross significant viewsheds in open fields, consideration shall be given to design approaches that will minimize their visual impact. These may include earth berms (designed with gently tapered side slopes), landscape screening using native shrubs, and 'ha-ha's' (an old English tradition which puts the roadway in a slight depression and out of view).
 6. Where existing roads must be widened to accommodate increased traffic volumes, care shall be taken to preserve mature roadside trees and other features which contribute to the road's character.
 7. Where drainage culverts are visible, the ends shall be cut off to follow the contour of the surrounding grade and/or covered with stone.
 8. Guardrails shall be constructed of wood or self-oxidized steel to avoid a harsh industrialized appearance.
15. Common Driveways. Common driveways are allowed and encouraged where appropriate to access individual lots. The following design and construction standards shall apply:

1. The maximum length shall not exceed 1000 feet.
 2. All common driveways in excess of 500 feet shall contain at least one 10 foot by 30 foot turnout. The exact location shall be determined by the Planning Board with the review of the Fire Department.
 3. The common driveway shall have a minimum 25 foot right of way (ROW) for up to 2 lots or dwelling units, and a minimum 50 foot ROW for over 2 lots or dwelling units.
 4. The travel way shall be 12 feet wide with 2 foot graded and grassed shoulders, and shall be located as close as possible to ROW centerline.
 5. The travel way shall be constructed of a minimum of 12 inches of gravel.
 6. Drainage ditches and culverts shall be provided as necessary.
16. Trails.
1. Trail improvements shall demonstrate adherence to principles of quality trail design.
 2. Trails shall have a vertical clearance of not less than 10 feet.
 3. The width of the trail surface may vary depending upon type of use to be accommodated , but in no case shall it be less than 3 feet or greater than 6 feet.
 4. No trail shall be designed with the intent to accommodate motorized vehicles.
 5. Trails except for points of access shall be no less than 50 feet from parcel boundary.
17. Mowing. Any portion of the designated open space not under cultivation which is comprised of open field or pasture shall be mowed at least once annually.
18. Open Space Contiguity. Reasonable efforts shall be made to locate designated open space adjacent to existing undeveloped land to form a continuous integrated open space system according to local or regional open space plan if any. At least 75% of designated open space shall be contiguous.
19. Shared Subsurface Disposal Systems. Shared subsurface disposal systems may be permitted in designated open space provided that requirements of the Maine State Plumbing Code are met, including appropriate provisions for legal obligations related to maintenance and replacement.
20. Underground Utilities. All utilities shall be installed underground unless specifically waived by the Planning Board. Transformer boxes, pumping stations and meters shall be located so as not to be unsightly or hazardous to the public.
21. Phosphorous Export. When a proposed subdivision is within the direct watershed of a Great Pond , the applicant shall make provisions to limit the export of phosphorus from the site following completion of the development, consistent with the maximum allowable phosphorus standard from Maine Department of Environmental Protection’s “Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development”. This provision may already be in municipal zoning ordinance.
22. Active Recreation. Active recreation requires equipment and takes place at prescribed sites and includes tennis and other court games, swimming, baseball and other field sports and

playground activities. Active recreation shall be limited to one site, can encompass no more than one acre of the designated open space and must be screened from view in rural districts or areas except as noted further in this subsection. Any building associated with the active recreation site is limited to 400 square feet. When open space subdivisions are located in a growth area with zoning district density equal to or greater than 3 dwelling units per acre 25% of the designated open space up to a maximum of 3 acres can be used for active recreation including ball fields and total building footprint is limited to 1000 square feet.

23. Future Subdivision. When a subdivision will not utilize the entire parcel and there is a potential for future subdivision the total number of initial lots and future lots shall be provided and an area where future lots will be located and remaining area where protected open space will be designated shall be delineated according to the requirements for open space subdivisions. Once an initial subdivision has been approved the number of future lots and delineated areas of future development and future protected open space cannot be altered. Lot sizes can be changed within the future development area. A reason for this provision is that a certain percentage of the whole tract must be set aside as open space when a major subdivision is proposed. Primary conservation areas and secondary conservation areas from the whole tract must be incorporated in designated open space. If lots were sold in a minor subdivision prior to a revised proposal for a major subdivision on the same parcel it would invariably be impossible to include the primary and secondary conservation areas, which could be present in those sold lots. Thus a requirement in the ordinance could not be met. This provision is included so

that piecemeal submissions of minor subdivisions to avoid submission as a major (open space) subdivision can't happen thereby helping protect primary and secondary conservation areas.

**Appendix 1:
Example of Applying Formulas That Determine Number of Allowable Lots and Amount of Open Space To Set Aside**

Assume That a 100 acre parcel is being developed. Assume that the unbuildable area of the parcel is 10 acres. Assume that the minimum lot size in the zone is 2 acres. Assume that there are 8 acres of Primary Conservation areas. Assume that the open space percentage for the zone is 60% (or as a decimal .6).

The following formula would be used to determine the number of allowable lots:

Total Dwelling Units Allowed = Total Parcel minus Unbuildable Area divided by Minimum Lot Size

$$TU = (TP - UA) / MLS$$

TU	=	Total Units Allowed	
		(dwelling units)	
TP	=	Total Parcel	(acres)
UA	=	Unbuildable Area	(acres)
MLS	=	Minimum Lot Size	(acres)

Note: If minimum lot size is in square feet round to nearest fraction of an acre e.g. a 20,000 square foot minimum lot size would be rounded up to half an acre.

TO = 63 acres of Total Open Space Set Aside

TU = Total Units or Lots Allowed
TP = 100 acres Total Parcel
UA = 10 acres Unbuildable Area
MLS = 2 acres Minimum Lot Size

So a maximum of 45 lots could be developed on 37 acres
(100 – 63 = 37).

$TU = (100 - 10) / 2$
 $TU = 90 / 2$
TU = 45 Total Lots or Dwelling Units Allowed

The following formula would be used to determine the amount of open space to set aside:

Total Open Space Set Aside = Total Parcel minus Primary Conservation Areas multiplied by Open Space Percentage then added to Primary Conservation Areas

$$TO = ((TP - PC) \cdot OSP) + PC$$

TO = Total Open Space Set Aside (acres)
TP = Total Parcel (acres)
PC = Primary Conservation Areas (acres)
OSP = Open Space Percentage
(% of Buildable Area)

TO = Total Open Space Set Aside
TP = 100 acres Total Parcel
PC = 8 acres Primary Conservation Areas
OSP = 60% (or .6) Open Space Percentage

$TO = ((100 - 8) \cdot .6) + 8$
 $TO = (92 \cdot .6) + 8$
 $TO = (55.2) + 8$

**2. Georgia Office of Planning and Quality Growth
 Planning and Environmental Management Division
 GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS
 First Published: April, 2002/ Updated June 2007
 Prepared for the State of Georgia Local Governments**

PART EIGHT: SPECIAL GROWTH MANAGEMENT TECHNIQUES

§8-1 RURAL CLUSTERING

§8-2 CORRIDOR MAP

§8-3 DEVELOPMENT AGREEMENT

§8-4 MAJOR PERMIT

§8-5 INTERIM DEVELOPMENT REGULATIONS

§8-6 AFFORDABLE HOUSING

§8-1-11

RESOURCE USE MANAGEMENT PLAN

§8-1-12

OWNERSHIP AND MANAGEMENT OF RESOURCE
 LAND OR OPEN SPACE

[See Commentary]

§8-1-1

TITLE

This Resolution [Ordinance] shall be known and may be cited as
 the “Rural Cluster” Resolution [Ordinance] of
 _____ County.

§8-1 RURAL CLUSTERING

§8-1-1 TITLE

§8-1-2 PURPOSE AND INTENT

§8-1-3 DEFINITIONS

§8-1-4 APPLICABILITY

§8-1-5 RURAL CLUSTER MANDATE

§8-1-6 RELATIONSHIP TO LAND SUBDIVISION REGULATIONS

§8-1-7 DESIGN REQUIREMENTS RURAL CLUSTERS AND
 CLUSTER LOTS

§8-1-8 DESIGN REQUIREMENTS FOR REMAINDER PARCELS

§8-1-9 OTHER DESIGN REQUIREMENTS

§8-1-10 RESOURCE LAND AND OPEN SPACE RETENTION

§8-1-2

PURPOSE AND INTENT

The purpose of this Resolution is to provide for small lot
 residential development in agricultural, forestry, and rural
 residential districts in a manner which maintains rural character,
 maintains and conserves larger remainder parcels, protects
 and/or enhances sensitive environmental and wildlife habitat
 areas, and minimizes impacts to necessary public services. This
 Resolution [Ordinance] is intended to help maintain resource
 lands and rural character by protecting, preserving and
 conserving existing resource lands, rural landscapes, and
 viewsheds. These goals are achieved by allowing the placement
 of homes on a small portion of the property, while maintaining
 the majority of the site in a remainder parcel which constitutes

resource land or open space. These regulations are consistent with, and are designed to implement, the goals and policies of the county's [city's] comprehensive plan as they relate to the protection of resource lands, the conservation of open spaces, and the maintenance of rural character.

§8-1-3 DEFINITIONS

Remainder parcel: The remainder parcel of the cluster provision that contains the majority of the land within the development and is devoted to open space, resource land, or other authorized use.

§8-1-4 APPLICABILITY

This Resolution [Ordinance] shall apply to all preliminary plat applications involving property in any area designated as agricultural/forestry in the county's comprehensive plan, or in any area designated for rural residential use in the county's comprehensive plan but which contains significant active agricultural or forestry operations. At its discretion, the Planning Commission may interpret this jurisdiction within a broader context, if the commission finds that public policies adopted by the local governing body support a broader jurisdiction than that stated in this section.

§8-1-5 RURAL CLUSTER MANDATE

§8-1-5.1

Planning Commission Authority. The Land Use Officer may recommend, and the Planning Commission is hereby authorized to require any applicant of a major subdivision in any area designated as agricultural/forestry in the county's

comprehensive plan, or in any area designated for rural residential use in the county's comprehensive plan but which contains significant active agricultural or forestry operations, to rearrange land subdivision proposals in a manner that complies with the purpose and intent and the specific provisions of this Resolution [Ordinance]. To this end, the Planning Commission is hereby authorized to deny a preliminary plat for property located in said agricultural/forestry or rural residential areas which does not meet the requirements of this Resolution [Ordinance]. The Planning Commission shall also be authorized to waive the requirements for minimum lot sizes, lot widths, and yards as may be required by the County's [City's] Land Use Intensity District [Zoning] Ordinance, in specific instances and upon application, but only to the minimum extent necessary to permit a cluster subdivision to comply with this Resolution [Ordinance]; provided, however, that the Planning Commission is not authorized to increase an overall gross density of development on a property that is otherwise not permitted by County [City] land use regulations.

§8-1-5.2

Additional Requirements. As part of the preliminary plat review process, the Land Use Officer or Planning Commission may require that the applicant identify agricultural, forestry, and open space land on the property proposed for subdivision. The Planning Commission may encourage efforts by the subdivider to preserve and/or promote agricultural, forest, or open space use and may require the retention of some of the usable agricultural or forest land or open spaces that meet the purpose and intent and specific provisions of this Resolution [Ordinance].

§8-1-5.3

Requirements for Denying a Preliminary Plat. To deny a subdivision plat under the authority of this Resolution [Ordinance], the Planning Commission or Land Use Officer must have informed the applicant of a rural cluster mandate and instructed the applicants on the requirements of this Resolution [Ordinance], and made a finding that the proposed preliminary plat has not been designed in accordance with the provisions of this Resolution [Ordinance] as broadly interpreted by the Land Use Officer and Planning Commission.

§8-1-5.4

Appeal. Any action by the Planning Commission’s action to apply the rural cluster mandate or to otherwise invoke its authority pursuant to this chapter as applied to a specific property, upon approval of a preliminary plat requiring such mandate, may be appealed by the property owner to the Board of Appeals as provided for in Section 1.10 of this code.

§8-1-6 RELATIONSHIP TO LAND SUBDIVISION REGULATIONS

This Resolution [Ordinance] is intended to work as a special addition to the county’s [city’s] subdivision and land development regulations codified as Section 4-1 of this code. All requirements of said Code Section shall apply unless the context clearly indicates otherwise or unless this Resolution [Ordinance] conflicts with said code sections, in which case this Resolution [Ordinance] shall apply.

§8-1-7 DESIGN REQUIREMENTS RURAL CLUSTERS AND CLUSTER LOTS

§8-1-7.1

Density Clustering. The permitted residential development density for the property proposed to be subdivided, shall be used within cluster lots (see Figures), and the remainder parcel shall be utilized for agriculture or forest land or for open space. (Source: Arendt 1994.)

§8-1-7.2 Area of Lots. Cluster lots shall contain a minimum area necessary to meet health department requirements. Where permitted by the county health department, the cluster subdivision may consist of lots smaller than the sizes required for individual on-site sewage management systems (i.e., septic tanks), if adequate provisions are made for common drain fields (see Figure), subject to the approval of the local health department. No cluster lot shall be greater than two acres in size, so as to encourage the maximum amount of land possible preserved for resource use or open space.

Common Drain field

§8-1-7.3 Locations of Clusters.

- (a) In areas where usable agricultural land exists, residential development shall be clustered or sited so as to minimize disruption of existing or possible future agricultural uses.
- (b) A rural cluster subdivision may contain one or more residential clusters grouped into compact neighborhoods.
- (c) To the maximum practicable extent, existing historic rural features shall be preserved as part of the cluster development. These features include but are not limited to rock walls, fences, functional and structurally safe farm buildings, monuments, and landscape features.

- (d) Buildings shall be clustered or sited in the most accessible, least visually prominent, and most geologically stable portion or portions of the site.
- (e) Rural clusters shall be limited to locations that minimize the visual impact from adjacent lands and view corridors. Placing buildings so that vegetation, rock outcroppings, depressions in topography, or other natural features will screen them where they exist shall minimize the prominence of construction. In wooded or forested areas, the Land Use Officer may recommend and the Planning Commission may require the scattering of buildings so as to save trees and minimize visual impacts.

Rural Cluster Locations

- (f) Cluster lots shall be sited to minimize conflicts between housing and adjacent agricultural or forest zoned property.
- (g) All cluster lots should be located on the least productive soils, but they should not include environmentally sensitive areas unless no other alternative exists. If no alternative is available, encroachment into prime agricultural soils or environmentally sensitive areas shall be limited to the least amount possible.
- (h) Cluster lots should border on open space on at least one side,
- (i) and have access to any core open spaces in the rural cluster.

§8-1-8 DESIGN REQUIREMENTS FOR REMAINDER PARCELS

The cluster development shall result in the establishment of a remainder parcel comprising a minimum of 40 percent of the land area to be subdivided. Any remainder parcel shall be contiguous except in the most unusual circumstances. Any remainder parcel shall not be fragmented by public or private road easements unless no other reasonable alternative exists. To the maximum extent possible, all environmentally sensitive

areas on property proposed for subdivision shall be located within the remainder parcel. To retain the rural character, the remainder parcel should contain to the maximum extent possible forested areas, active agriculture, meadows, pastures, and prominent hillsides or ridges if they exist.

§8-1-9 OTHER DESIGN REQUIREMENTS

Subdivision identification monuments shall not be permitted unless approved by the Planning Commission, and only in such cases as the monument retains the rural or resource character of the area. This shall not be construed to prohibit landscaping at the entrance of a rural cluster subdivision.

Sight obscuring fences are not permitted within 50 feet of the public right-of-way, nor along cluster lot lines adjacent to any remainder parcel.

§8-1-10 RESOURCE LAND AND OPEN SPACE RETENTION

Active agricultural or forest land, or agricultural or forest land not presently in use, may be preserved in its current use or proposed to be made available on a lease basis in the future for compatible agricultural or forestry uses. The primary intent shall be to preserve open lands for agricultural or forest use, not to provide open space/recreational land uses which will interfere or be in conflict with agricultural or forestry operations.

The Planning Commission shall require that any such resource lands or open spaces to be preserved be shown on the preliminary and final plat as required by Section 4-1 of this code. Any areas within the subdivision which are designated on

the preliminary plat and final plat as being a common, recreation, park, open or other similar non-resource area shall be encumbered in a manner suitable to the Planning Commission to assure that such area will in some manner be beneficial to the owners of the building sites within the proposed subdivision and that said areas will not be available for development in any manner inconsistent with the intent of this Resolution [Ordinance].

to be preserved as open space may be dedicated by fee title to the County [City], subject to the approval of the Board of County Commissioners [Mayor and City Council]. If accepted in fee simple title, the county [city] or other designated public jurisdiction will maintain all open space lands accepted in fee title.

§8-1-11 RESOURCE USE MANAGEMENT PLAN

In cases where land is proposed to remain in farm or forest (i.e., resource) use, the Planning Commission shall require a farm or forest management plan for the remainder parcel to be submitted and approved prior to approval of the preliminary plat. The management plan shall describe the nature and intensity of large scale agricultural or forestry uses, permitted uses and management of the parcel so that it maintains its resource other designated functions. The management plan shall identify the responsibility for maintaining the remainder parcel. The plan shall also include any construction activities (trails, fencing, agricultural buildings) and vegetation clearing that may occur on-site. All subsequent activities must be conducted in conformance with the approved management plan.

§8-1-12 OWNERSHIP AND MANAGEMENT OF RESOURCE LAND OR OPEN SPACE

The Planning Commission may require the creation of a homeowner's association or other organization for ownership and maintenance of lands to be preserved for agriculture, forestry, and/or open space use (i.e., remainder parcels). Land

3. **American Planning Association
Model Smart Growth Land Development Regulations
4.7 MODEL RESIDENTIAL CLUSTER DEVELOPMENT ORDINANCE
Interim PAS Report
March 2006**

LandChoices

Checklist for Preserving Clean Water, Natural Areas, Wildlife and Working Farmland (www.landchoices.org)

1. **Inexpensive Preliminary Sketch Plan**

Include a sketch plan of greenway land, potential house sites, street alignments, and tentative lot lines, prepared according to the four-step design process for creating conservation subdivisions showing areas of proposed development and areas of proposed conservation.

This is to be prepared by a landscape architect or physical planner as the first layout document BEFORE expensive and highly detailed design drawings are created for the Preliminary Plan stage. This way any deficiencies can be corrected PRIOR to submission of the detailed, expensive Preliminary Plan.

The sketch plan is a carefully drawn rendition, done to a specific scale, and usually created as an Overlay Map to be lain on top of the underlying Existing Features/Site Analysis Map. They are always best done when done by hand, not on a computer screen.

They can be done in the field, or right afterwards, at a "mini-charrette" involving all parties concerned.

2. **Conduct a Site Walk On the Property**

Include all involved in the process-the developer, planning commission members, abutting landowners, officials, staff, etc.
- BEFORE any engineering plans are put into place in order to point out the conservation areas to be preserved.

Important Note: Site walks should be advertised in the usual manner as informal Work Sessions, open to the public, at which no votes or binding decisions are taken. Site walks do not add more time, as they help the process move far more quickly, since people are no longer talking and arguing about abstract lines on paper, but real slopes, actual trees, etc., which means they really understand the site conditions. There is no substitute whatsoever for seeing the land first-hand.

3. **Qualified Landscape Architect and Physical Planner Experienced in Designing Conservation Subdivisions be Involved from the Beginning of the Project**

This is absolutely necessary.

In the book *Envisioning Better Communities* by Randall Arendt (American Planning Association, 2010, page 21), Arendt writes, "subdivision regulations typically suffer from five fundamental flaws, resulting in flawed designs." Flaw #4: "Layouts are typically prepared by surveyors and engineers who are trained in recording site data and in street and drainage issues. They have little or no expertise in the fields of landscape architecture or neighborhood design and therefore often fail to capitalize on the significant physical, historic, and environmental features of each property."

4. Existing Features Site Analysis Map

The official time clock for review starts with the submission of this plan at the on-site walkabout or at a regularly scheduled meeting of the Planning Commission.

More Information on Methods in the First Four Steps (steps 1-4) ["Flawed Processes, Flawed Results, and a Potential Solution"](#) (PDF) (5 pages)(PDF) (5 pages)

5. Safer, Less-Wide Streets

Allow safer, less-wide streets, eliminate curb and gutters (use swales instead to absorb excess water, along with rain gardens) to lower costs, recharge groundwater, and reduce storm water runoff and pollution. Learn More at [Greener Streets: Enhancing Livability and Neighborhood Values through Greener Engineering Practices](#) (PDF)

6. Preserve a Minimum of 50%² of the BUILDABLE Land

This is in addition to the unbuildable wetlands, steep slopes and floodplains in new subdivisions.

7. Conservation Subdivision Design*

Implement Conservation Subdivisions into your ordinance
Download the following for further reference:

[LandChoices' approved conservation subdivision ordinance](#)* (doc) (61 pages) (417k) Courtesy of Walworth County, WI

[Ordinance Amendments](#) (Doc.) (2 pages)

[Conservation Subdivision Design: A Brief Overview](#) (PDF)

[Case Study: Indian Walk](#) (PDF) (2 pages)

[Case Study: West Vincent Township](#) (PDF) (2 pages)

*LandChoices does not warrant that this provision complies with your state's laws. As such you are advised to consult with an attorney that is familiar with your state's laws.

8. Conservation Subdivisions Designated as a "By-right Permitted Use" option

Designate conventional subdivision layouts as "Conditional Uses" or "Special Exemptions".

9. Create Interconnected Open Space Networks

Link together the conserved land in conservation subdivisions.

² In urban, sewerred, high density areas zoned at 2-3-4 units per acre, preserving 30-35% open space, in addition to the unbuildable wetlands, floodplains, and steep slopes, is the norm. In rural, suburban edge areas at densities of 5 and 10 acres per dwelling, where most of America's new subdivisions are being and will be built, easily 70% (or more) of the land can be preserved.