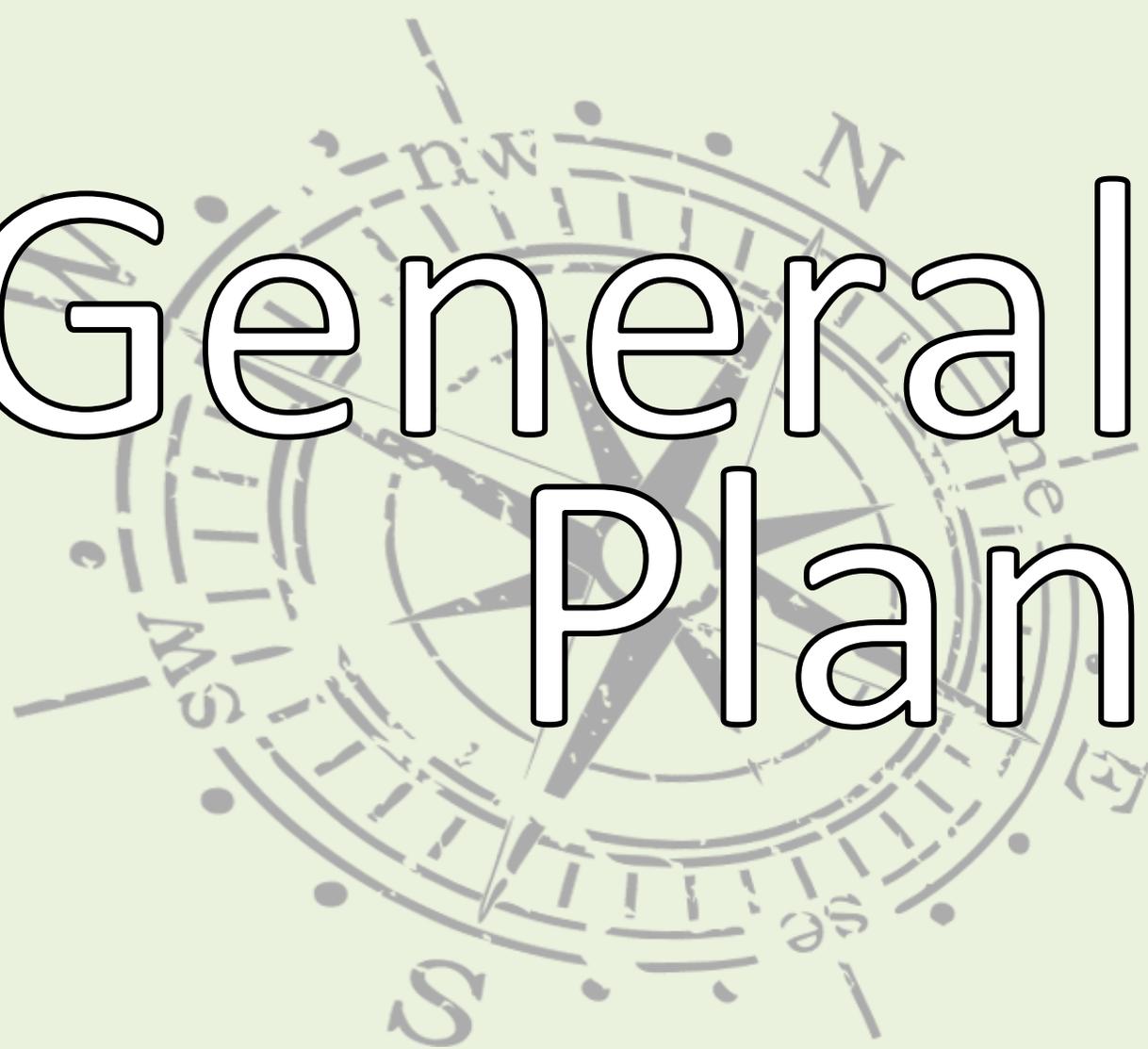


Our History ...



General Plan



... Is the Strength of Our Future

GENERAL PLAN



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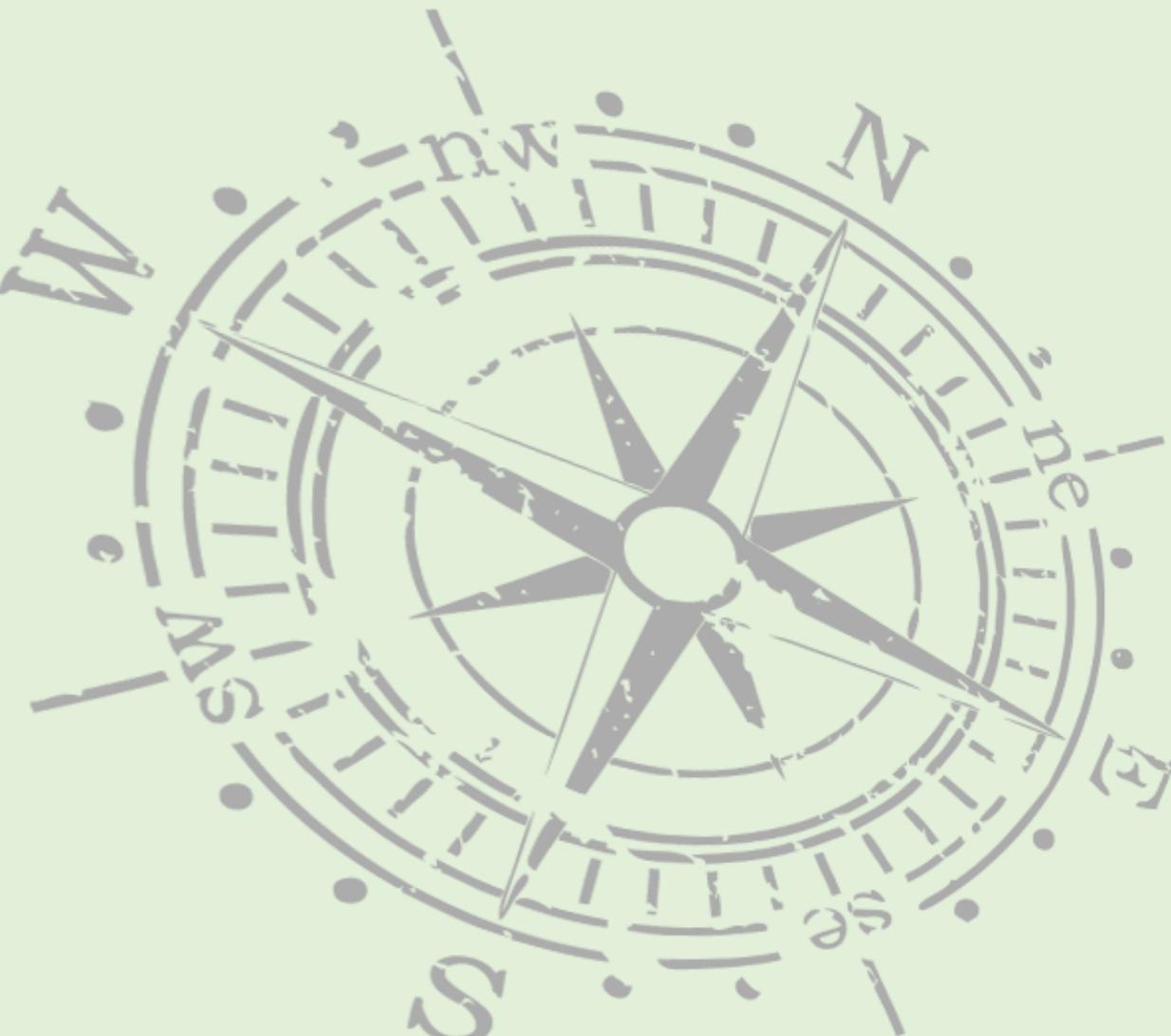
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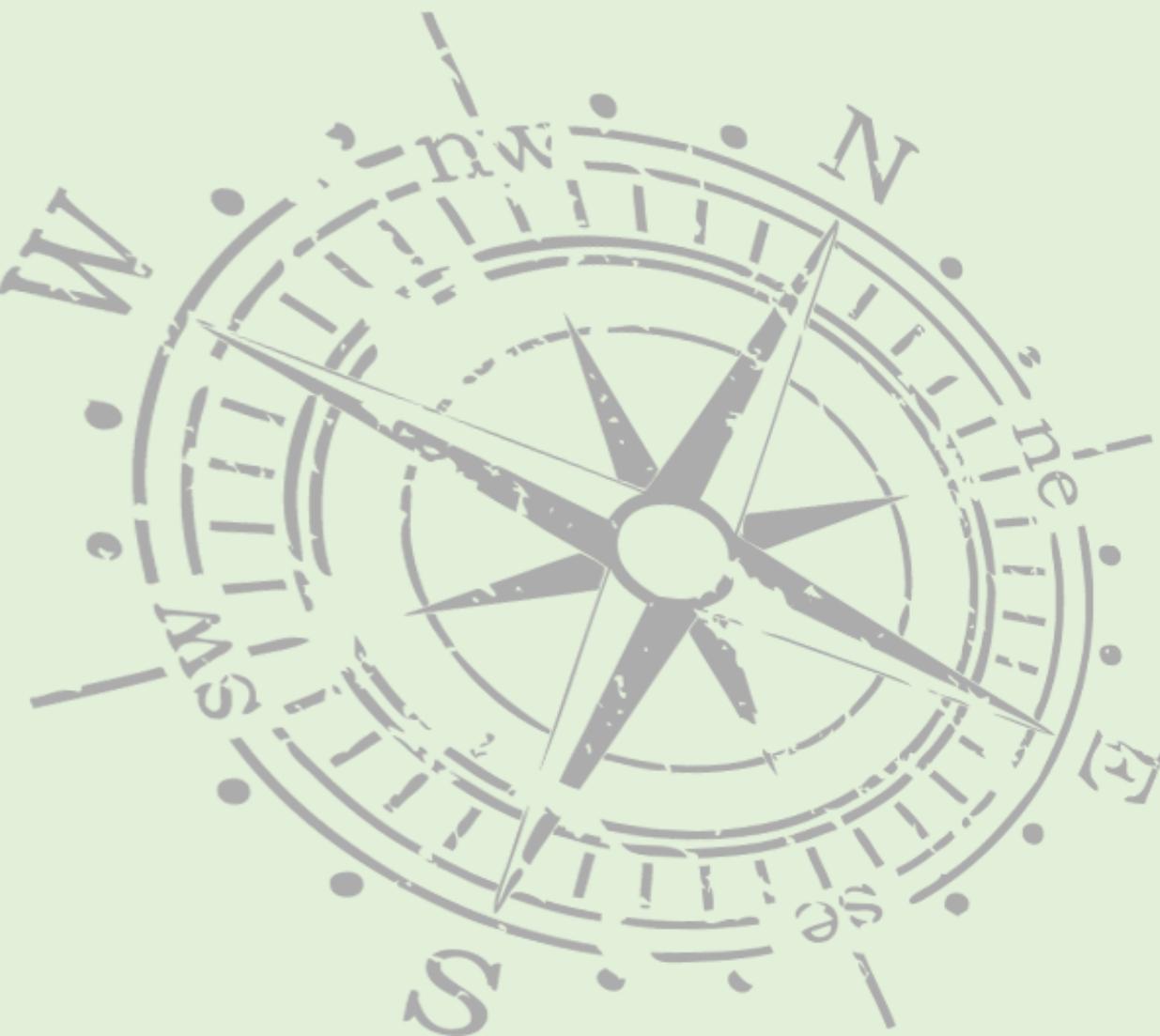


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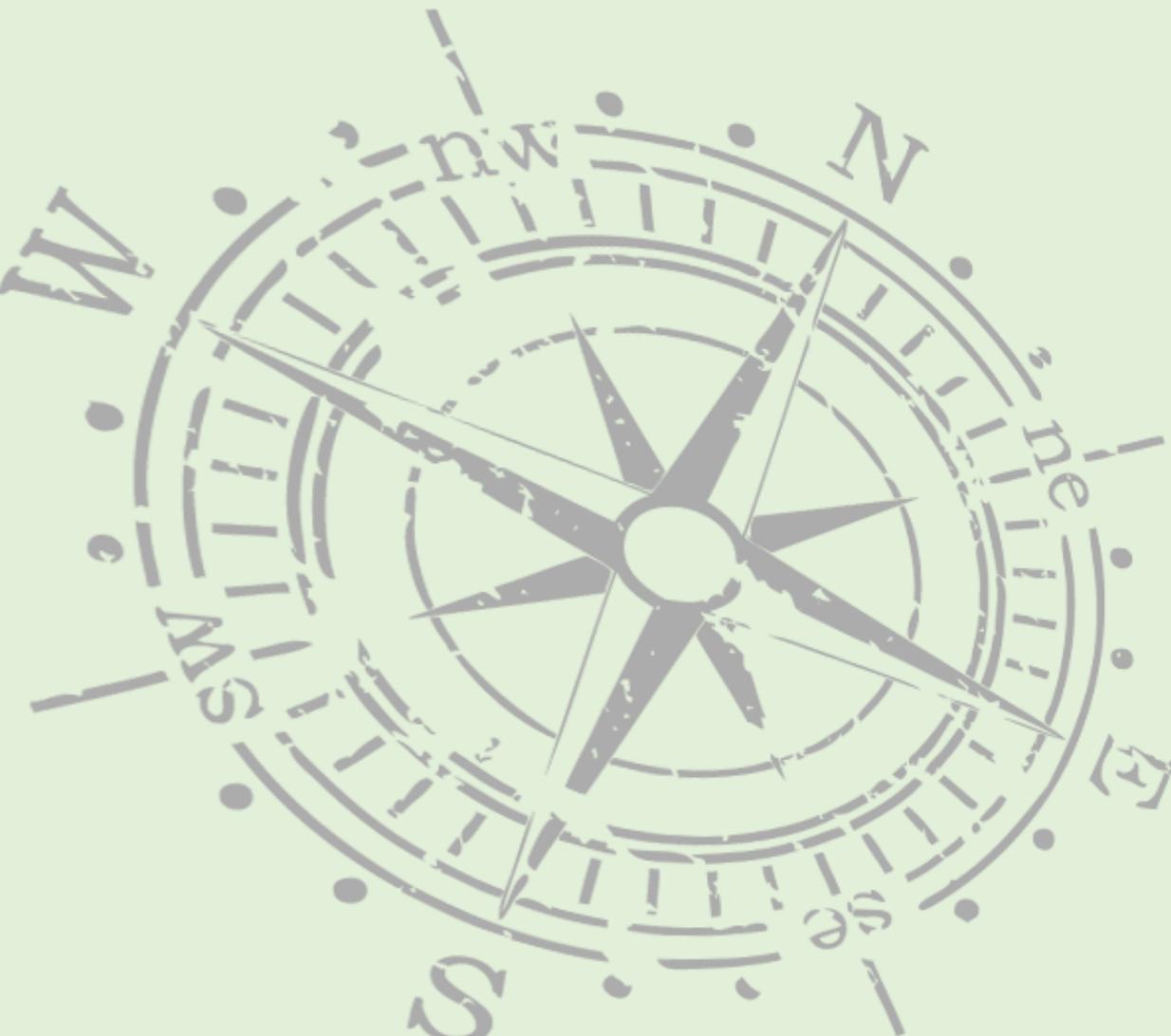
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Purpose

A General Plan is an expression of long-term community intentions regarding the future development and physical form of the community. It is a living, fluid document that is not static but is reviewed and updated periodically by the City. It contains maps, goals, objectives, and policies that are used to coordinate and implement land use decisions with other decisions about infrastructure, parks, recreation and open space, city services, housing supply and affordability, and public resources such as air and water. It is a composite of many coordinated elements including transportation, land use, community facilities, environmental protection, character and design, open spaces and the natural environment, business and economics, community vitality, and so on.

The Tooele City General Plan provides a clear future vision for City decision-makers, residents and others working with the City to evaluate policy changes and to make funding and budget decisions. It is used by city staff to evaluate building and development and to make recommendations on projects. It is used by citizens and neighborhood groups to understand the city's long-range plans and proposals for different geographic areas. The plan provides the basis for the city's development regulations and the foundation for its capital improvements programs. The General Plan is an advisory document to be consulted by City staff, the Planning Commission, the City Council, and other interested parties or property owners. As an advisory document, strict compliance with the General Plan is not required, but as the intended vision for the community into the future following its policies is certainly smart practice. Certain elements or aspects of the General Plan may be adopted by ordinance and carry the force of law, requiring strict compliance.

The General Plan includes several elements that, taken together, provide a guide for decision-making regarding growth and development issues that will enhance the life of Tooele residents and businesses. All parts of this General Plan are interrelated and should be collectively considered and applied. Additionally, there can be area master plans and other policies adopted to support and serve as more specific guides for implementing the policies of the General Plan. Each of these should be considered in concert with the General Plan.

The General Plan is a statement of how the city *should* develop over the next 20 or more years. Although the General Plan is developed to look over this longer term, it should be regularly revisited and revised on much shorter timelines to adapt to changing circumstances and increase the likelihood of achieving the visions and policies of the General Plan. Therefore, the General Plan can perform many functions.



Statement of City Policy

The General Plan is a statement of the community's goals, or "what the community wants." It offers a vision of what may be.

Guide to Decision-Making

The Plan is a means for guiding and influencing a variety of public and private decisions that eventually create

the future city. The regular ongoing public decision making process includes land development cases (rezoning, subdivision, etc.), capital improvement programming and specific capital expenditure decisions, redevelopment plans and proposals, and so on. A more effective, efficient, and attractive city will result when a Plan is developed – and used to guide decision making.

Long-Range Perspective

General Plans are sometimes criticized for their long-range orientation. It is difficult, if not impossible, to predict 20 years into the future with certainty. However, an effective General Plan does not provide a specific blueprint of the city's future; rather it provides the general direction and guidance for the future which can be adjusted to changing conditions. It should inspire and challenge us with a vision of what Tooele can become. A long-range plan allows decision-makers to look at current issues in the light of their long-term consequences and in terms of their impacts on other related systems. This is important because the regular ongoing decisions which are made affecting the development of the city are long-range decisions that we will all live with over the course of the 20 year plan and probably much longer.

Improving the Quality of the Environment

One function of the Plan is to facilitate the improvement of the quality of the urban and natural environment and natural resource protection. The General Plan accomplishes this through review of regulations, control of the use and development of land, and also through the provision and expansion of community facilities and services.

Promoting the Public Interest

By basing the General Plan upon facts and conclusions developed through background studies and public input, assurance that the General Plan is reasonable and impartial can be achieved. This helps promote the interest of all persons rather than the interest of individuals or special interest groups.

Technical Expertise and the Conveyance of Advice

The General Plan provides policy makers with the opportunity to receive the counsel of its advisors in a coherent, unified form. The advice is based upon a comprehensive examination of the data and technical evaluation of the impacts of alternative plans or courses of action. The organization of technical studies and advice in the political decision-making process is necessary to bring about the desired results in the most efficient and economic manner.

Communication

Through the General Plan, the Planning Commission and City Council present a unified picture of its long-range strategies and policies to all those concerned with the growth and development of the community. That audience includes themselves, future Commissions and Councils, City staff, other governments and public agencies, the private development community, civic organizations, and the general public. The Plan enables the actors in the city development process to generally anticipate decisions of the City Council and to develop projects supportive of the plan rather than in conflict with it.

Education

The General Plan is educational for all participants in its development process and for anyone who reads it. It should arouse interest in community affairs, offer factual information on present conditions, awaken them to the possibilities of the future, tell them something about the operations of their city government, dispel commonly mistaken thoughts about development types and impart some of the ideas of city planning.

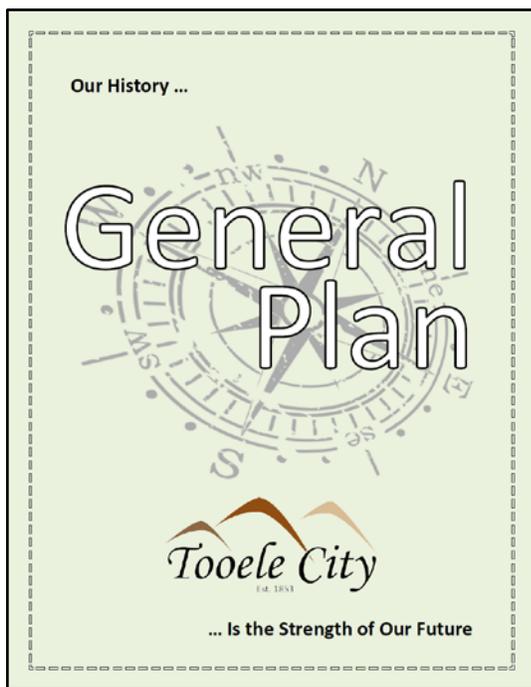
Legal Document

In recent years, court decisions and new legislation adopted by state legislatures have strengthened greatly the importance of the Plan as a legal document. In deciding the litigation of development cases, the courts are beginning to increasingly rely on General Plans as a basis for enforcing land development regulations.

Why Does Tooele Have A General Plan?

Utah State Law (Title 10, Chapter 9a Utah Code Annotated) requires that each city adopt a comprehensive, long-range plan to guide the physical development and other aspects of their community. A General Plan may include maps, diagrams, tables, and text setting out community conditions, principles, goals, objectives, and action strategies.

As mentioned before, the General Plan represents goals and policies to guide the community over the next 20 to 25 year period. There is a natural tendency to presume that the Plan, as adopted, will be applied in its entirety with minimal change over that period of time. Such rigid application would not be responsive to the natural changes and unforeseen opportunities that arise in a community as dynamic as Tooele. Making long-range decisions means that issues need to be periodically readdressed to reflect new or emerging circumstances. Beyond this practical issue, there is also a legal issue. Each succeeding City Council has the discretion to reconsider previous long-range policy decisions and may choose to modify them, subject of course to community discussion in public hearings and Planning Commission recommendation. The General Plan is a key instrument to reflect changing perspectives and attitudes.



Common Misconceptions

Although the General Plan is a well-known and often referred to document, there still remain misconceptions about what it is and what role it plays in the community and the decision-making process. To address some of these common misconceptions:

Zoning

In practice, there is often confusion between the role of the General Plan and the role of the Zoning Ordinance, which is Title 7 of the Tooele City Code. The General Plan is a *general* policy document that guides community growth and development decisions. The Zoning Ordinance, and associated zoning maps are legal instruments that define with significant precision the permitted land uses and associated performance standards for every property within a municipal jurisdiction. The confusion between the two very different roles probably has its origin in the idea that Zoning Ordinance and Zoning Map amendments are believed to be required to conform to the generalized policies of the General Plan. This is only true of the

governing body adopted an ordinance that specifically establishes this requirement. Tooele City has adopted such a requirement into the City Code. Although this requirement has not been formally established, decision-making based on the policies of the General Plan is always good practice and encouraged.

What's Involved

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Many people struggle with a common misconception that the General Plan is merely the Land Use Map. For many development decisions, land use appropriateness is the focal point of dialogue. However, this view typically disregards many interrelated issues that can include transportation, infrastructure concerns, and the community's environmental and economic philosophy. The best community decisions are those that recognize and address these complex interrelationships.

What It Is

The term "General Plan" is occasionally confused with other planning terms such as "specific plan," "area plan," and "master plan." These terms may be synonymous to each other but they are not synonymous to the General Plan. A General Plan may include these other types of plans that apply to a specific area or areas of a community; however, it is incorrect to assume that these plans are, in and of themselves, the complete policy statement for an area of the community. An area plan may speak to General Plan principles and issues, most notably land use and infrastructure, and an area plan may be complimentary to the General Plan goals and policies, but such a plan is not a substitute for the long-range community goals and policies contained in the General Plan. Area plans typically deal with, as their names suggest, much more finite geographical areas and scopes as well as shorter time frames than the 20 to 25 years of a General Plan. The General Plan should serve as the foundation for the creation of area plans for different, more focused issues or topics.

TABLE 1
WHAT THE GENERAL PLAN IS

WHAT THE GENERAL PLAN IS...	WHAT THE GENERAL PLAN IS <u>NOT</u> ...
A Statement of City Policy	A Specific Plan for a Development Project
A Guide to Help in Decision-Making	A Zoning Ordinance
A Way to Provide a Long-Range Perspective	A Rigid/Static Document
A Way to Protect the Environment	A Capital Improvement Plan
A Framework for More Specific Planning	A City Budget
A Tool for Education and Communication	An Operational Plan
A Way to Improve the Quality Of Life	A Set of Mandatory Regulations

How Does The General Plan Relate To Other City Policies And Procedures?

Tooele City's General Plan establishes an intent and direction for the future growth and character of the community. It is a guiding set of policies intended to provide a sense of order and cohesiveness to the city's policies and actions.

The policies in the General Plan are implemented and detailed through ordinances and ongoing formal procedures of the City. A few of the ordinances and written policies that carry out the ideas and policies of the General Plan are the Zoning Ordinance, Subdivision Ordinance, and design standards. The intent of the General Plan is implemented through recommendations from City staff, boards and commissions, and from decisions made by the City Council regarding such requests as rezoning and subdivisions, road expansion or abandonments, neighborhood revitalization projects, preservation efforts, economic opportunities, and park and recreation facilities.

General Plan Form - Character-Based Planning

The Tooele City General Plan is formatted on being a part of the implementation of principles and ideas of character-based general planning. The character-based general planning consists of guiding principles and a format that contains three distinct and interrelated levels:

Level 1 – City-Wide Planning. Incorporates all policies that apply to the city as a whole.

Level 2 - Area Master Planning. At this level the City develops Area Master Plans on a priority basis over a period of time that speak specifically to the goals and attributes of an identifiable and functional area; i.e., its land uses, infrastructure, broadly defined urban architectural design philosophy, and transitions. Quality of development and consistency of character drive Tooele’s General Plan at the Area Master Plans level, all within the context of community-wide goals. An additional strength of the Area Master Plan approach is its ability to address "edges," those places where two specific areas meet or places where Tooele’s boundaries abut other governmental jurisdictions. Area Master Planning relies on the involvement and participation of an area’s residents and property owners in the planning and implementation processes.

Level 3 - Neighborhood Planning. Because the health and vitality of a neighborhood is dependent on its ability to adapt to the future, steps need to be taken to address changes that will take place. Neighborhood Plans will identify and implement efforts to improve specific neighborhoods within the city. Every neighborhood has different needs, issues, constraints, and opportunities. A Neighborhood Plan might broadly define a neighborhood’s goals and may build an action plan or an issue brief. The neighborhood planning process must have the in-depth involvement of the people who live and work in that neighborhood.

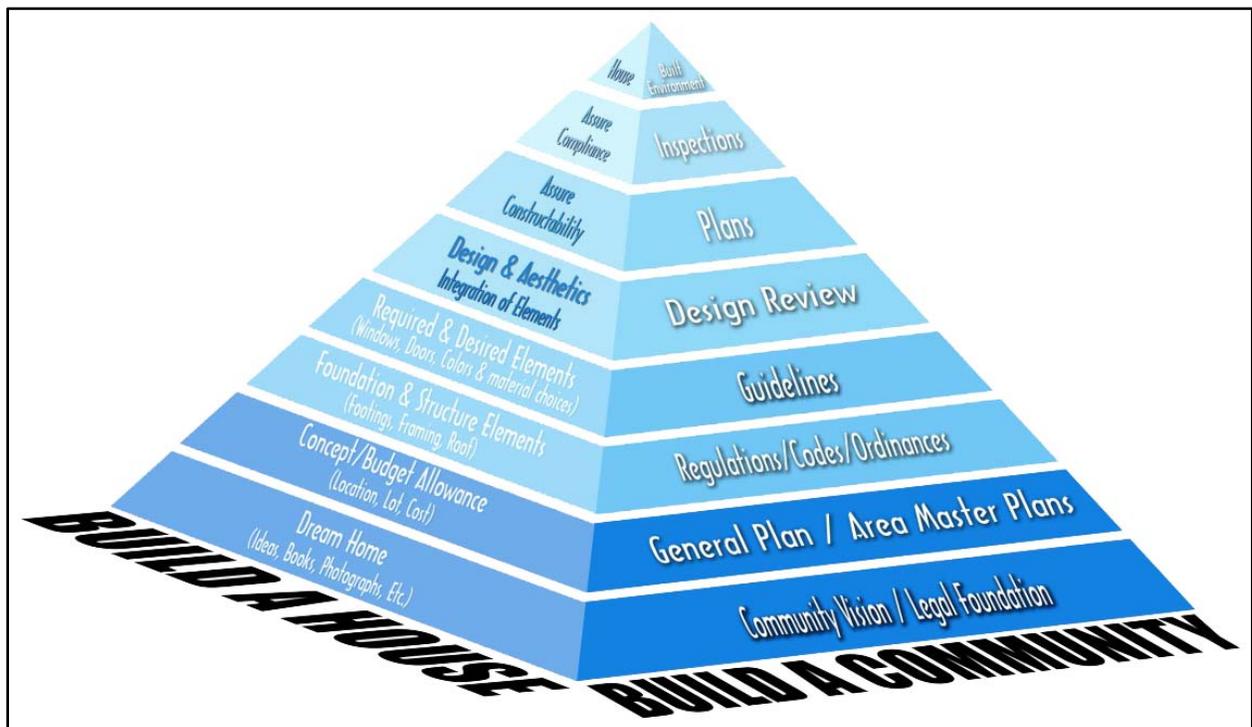


Figure 1 - The Planning Pyramid

This three-level approach has many direct benefits in serving as a platform for community decision-making. A key advantage of this format is its ability to address issues and challenges in existing and mature neighborhoods that may have received too little attention in the past, and its ability to inform and involve a greater number of Tooele citizens. The General Plan is a tool in the implementation of all three levels of this planning approach.

General Plan Organization

The General Plan contains elements used to steer growth in a specific direction. Tooele has taken the technical considerations outlined by state law and combined them into a series of elements that reflect the community's expectations for the future. No single element or subject supersedes any other. All elements have the same legal status. However, this General Plan supersedes all plans previously approved until it is itself further revised, at which time that revised plan will supersede this General Plan.

The elements contain a common format and similar terms and references. Each element begins with an introduction that provides reference information and historical background, and it establishes the basis for the policies that follow. The introduction identifies the significance to Tooele of the topics covered in the element. Each element includes a vision statement and values regarding the element's topic area. These should be consistent with the overall city vision and values. Next come goal statements describing the general end towards which the city will direct its efforts. Following each goal are approaches that describe the general direction that the city sets to follow to meet its goals and vision. The elements may include statistical information, maps, graphs, charts, and diagrams to clarify the goals and objectives. It is important to remember that the policies are equally as important as the graphically displayed information.

Administration Of The General Plan

The General Plan is designed to be a broad, flexible document that changes as the community's needs, conditions, and direction change. It can be revised through city-initiated amendments, or through consideration of citizen and property owner requests. Ultimately, the decision to amend the General Plan is in the hands of the City Council.

An amendment to Tooele's General Plan should be considered for approval based on the criteria outlined in the Plan and the applicable provisions of the Tooele City Code and Utah State Code.

Criteria For An Amendment To The General Plan

It is recognized that a proposed change of land uses within any given portion of the city may have a substantial impact upon the balance of land uses within the city as a whole. Similarly, a proposed change to any aspect of the General Plan can have a substantial impact upon the balance between all other aspects of the General Plan. The General Plan is formulated with full consideration of the character and balance that are appropriate within all distinct areas of the city. Beyond this level of consideration, the General Plan considers the relationships between and among the various areas and studies that have helped to build the Plan. This leads to a balance and pattern that reflects the community's values, aspirations and the city's stated mission and is careful not to disrupt established neighborhoods.

Proposed changes to the city's General Plan that compromise the spirit and intent of these mission statements should be very carefully scrutinized for consideration as an amendment to the General Plan. As has been stated, there are instances when revisions or amendments to the General Plan are appropriate. The decision-

making on amendments to the General Plan should be of the highest importance and should be specifically based on the community's mission and those considerations important to the community. In Tooele's case, those criteria, among others are:

Tooele's Mission

In guiding the formation of the General Plan amendment criteria, it is important to consider the mission and the associated elements of the city, those generally being:

- Preservation of Tooele's unique character;
- Planning for and managing growth in harmony with the natural surroundings;
- Promoting of the livability of the community;
- Enhancing and protecting neighborhoods; and,
- Ensuring and sustaining the quality of life for all residents and visitors.

Other Considerations

It is important that General Plan amendment proposals are considered with the following values and structure. These values are an important part of the City's General Plan:

- Amendments to the General Plan should result in a respect the natural and man-made environment;
- Amendments to the General Plan should result in provision of an unsurpassed quality of life for both its citizens and visitors;
- Amendments to the General Plan should result in a contribution to the unique identity that is Tooele;
- Land Use Amendments to the General Plan should result in a contribution to the building of community unity and cohesiveness;
- Amendments to the General Plan should work in concert with all aspects covered by the General Plan in order to promote choice and reduce negative impacts upon the lifestyle of citizens and the quality of the environment;
- Amendments to the General Plan should result in a balance that allows for the community to provide adequate live, work, and play opportunities; and
- Amendments to the General Plan should result in opportunities for the design of uses to fit and respect the character, scale, and quality of uses that exist in the community.

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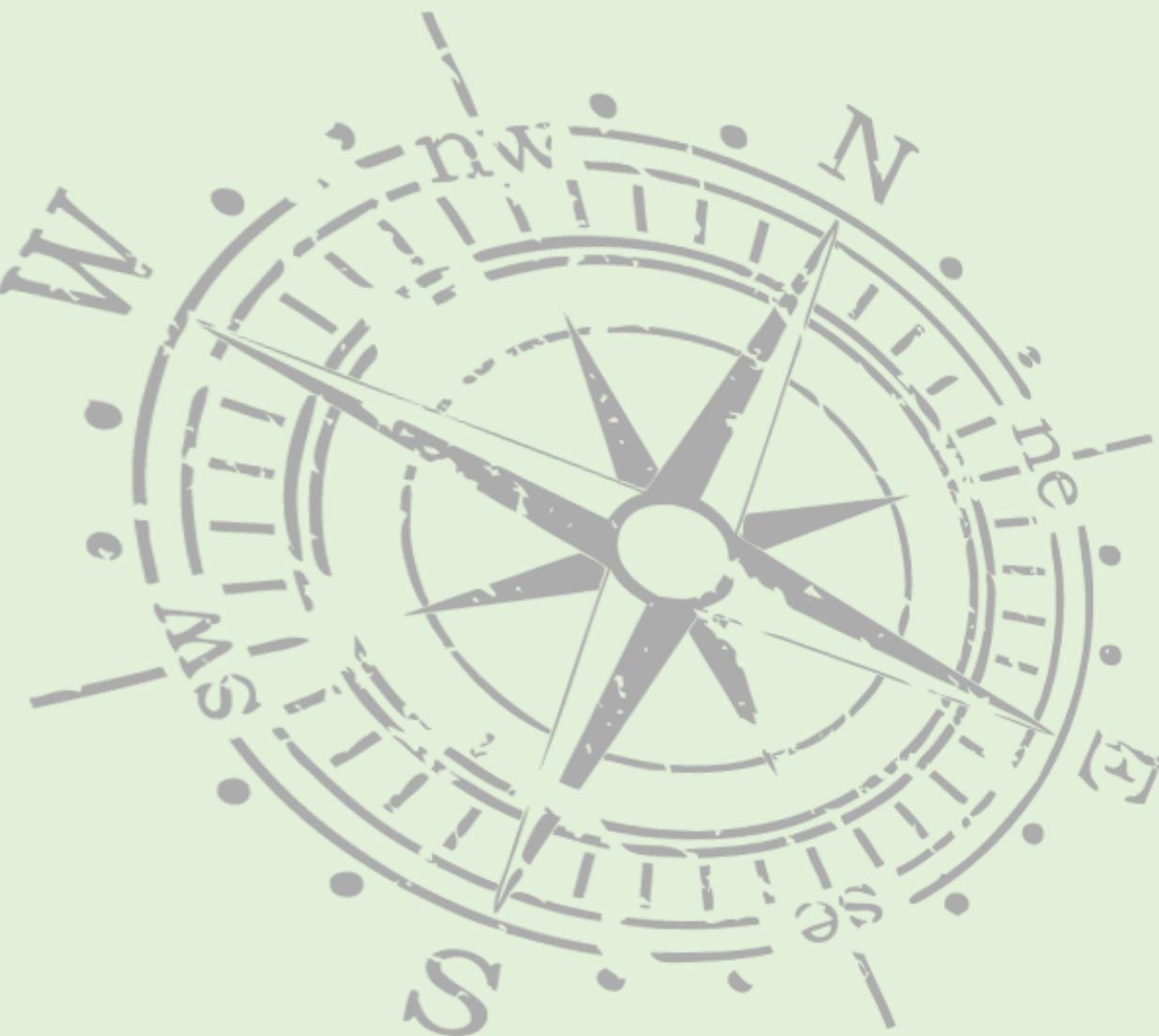
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Tooele City's Mission

Tooele City is a community that preserves its unique identity and heritage, and provides protection and services for its citizens. Tooele City is committed to building and maintaining an attractive community. This commitment is reflected in active citizen involvement and a proactive approach to creating and building the city of the future through efforts such as City Code provisions and design standards. This commitment is also embodied in specific development standards that reflect the City's history, character, and natural context. As Tooele continues to experience growth through development and redevelopment, the General Plan is intended to reaffirm the City's long-term commitment to creating and sustaining a quality built community.

Mission Of The General Plan

The mission of the General Plan specifically is to help guide the community as it transitions through growth dealing with land development, reuse, and redevelopment with a focus on land maintenance and management. This General Plan reaffirms Tooele's long-standing commitment to physical development and standards that enhance the quality of life and visually reflects a vital yet maturing, attractive, and unique city.

A primary purpose of the General Plan is to assist the City Council, Boards and Commissions, staff, developers, and citizens through the development of the community by presenting the City's formally adopted goals, objectives, and development policies by which land use proposals can be reviewed for approval.

Another primary purpose of the General Plan is to sustain the progressive character and quality of life that has made Tooele one of the most attractive communities in the valley to live, work, shop and recreate. This is due to Tooele aggressively trying to be a leader in city planning and physical development. This leadership has been acknowledged in many ways through maintaining one of the highest qualities of living available in the region.

Many of the ideas and solutions in this General Plan involve considerable commitment of resources and time. They take courage to act. This commitment can assure the present and future residents a progressive community and a high quality of life. It also reflects the city's traditions of community-building that were aspired to by the first city fathers, perpetuated through the early and often difficult years, and persistently sought after for more than 165 years. Furthering these traditions will be part of the legacy left to succeeding City Councils as they approach the horizon of this General Plan and reach beyond.

Tooele's Past

The ancestors of the current Goshute, Shoshone, and Ute Indian Tribes have all at one time or another inhabited the area that would become known as Tooele City. This area served as a place of gathering, hunting, and settlement for native people for hundreds if not thousands of years. The early Mormon pioneers herded livestock in Tooele Valley before permanent settlement began in 1849. Tooele City incorporated shortly thereafter in 1853. The early settlers farmed, built gristmills and sawmills, and manufactured salt, charcoal,



Hotel Tooele c.1910

lime, adobe bricks, and woolen products. Large sheep and cattle herds were developed, and hay and grain became important crops. But mining and smelting, not agriculture, led the county's growth from the 1860s to World War II.

The International Smelting and Refining Company's smelter, built east of Tooele City in 1910, processed ore carried by aerial tramway from the Bingham mine for about 60 years. The plant attracted workers from southern and eastern Europe, diversifying Tooele's ethnic and religious mix. The Tooele Valley Railroad, completed in 1909, served the smelter's needs and provided additional jobs.

Military installations built during World War II boosted the county's and city's population and continue to pump millions of dollars into the local economy. Tooele Ordnance Depot (later renamed Tooele Army Depot or TAD, and later TEAD), built in 1942 on a huge tract of land southwest of Tooele City, served as a major supply, storage, and repair center, employing almost 2,000 civilians in 1944. Activity at TAD peaked during the Korean War and again during the Vietnam conflict. Tooele City became the hub of activity and housing for military and civilian personnel for the depot. Citizens of Tooele City received a major economic blow in 1993 when the Tooele Army Depot was included on a Defense Department list of bases to be closed, although its industrial and ordnance missions continue. The closure of the depot undoubtedly affected the city, citizens and officials have worked to mitigate the impact and keep Tooele vibrant and growing.



Scene From "Whiffs" 1975

Tooele's community history is not confined solely to agriculture, mining, and the military. Tooele City has also played host to Hollywood. The first significant venture into the movie industry came in 1975 when the movie *Whiffs* was filmed largely in Tooele. Featuring stars Elliot Gould and Eddie Albert, *Whiffs* was a comedic story of an Army Private who applies to become a test subject for the military's new chemical weapons program only to devise a plan to use his newly gained knowledge of chemical warfare to rob banks. The filming featured many

iconic locations in and around Tooele that can still be identified today. Other productions that located at least in part in Tooele include Steven King's television mini-series *The Stand* (1994) featuring actors Molly Ringwald and Gary Sinise and numerous other shows and advertisements.

History Of Planning In Tooele

The foundation of planning in Tooele lies squarely within the organizational roots of the community; the Tooele City Charter. As with many cities and towns across the State of Utah, Tooele City was founded upon the development of a charter to outline the baseline governmental structure for the community. Unlike all of those other communities, Tooele has held tight and true to its charter and is now the only of 244 incorporated municipalities in Utah to still be governed by a charter and not having migrated to a standardized form of government prescribed by the Utah State Code. This also leaves Tooele as the only Utah community that still controls its own governmental organization and structure.

Many planning related efforts have taken place over the course of Tooele history, even at a time when planning wasn't recognized as a formal discipline. More recognizable and significant planning efforts and achievements are largely clustered over the last 30 years. A list of significant planning efforts is as follows:

- Adoption of a Transportation Plan in compliance with the Americans with Disabilities Act of 1990

(1992)

- Draft Parks and Recreation Study (1995)
- Public Services & Facilities Element Culinary Water System (1995)
- Tooele Master Plan Citizens Survey (1995)
- Culinary Water System Capital Facilities Plan (1996)
- Sanitation Sewer Collection System Master Plan (1996)
- Parks and Recreation Master Plan (1996)
- Storm Water Master Plan (1996)
- Public Services and Facilities Element (1996)
- Parks, Recreation, and Open Space Element (1996)
- Transportation Element (1996)
- Land Use Element (1996)
- Park and Special Purpose Recreation Facilities Capital Facilities Plan (1999)
- A study of Affordable Housing Conditions in Tooele County and the Seven Municipalities within the County (2000)
- Water Collection System Master Plan (2000)
- Water System Master Plan (2002)
- Tooele City Transportation Sub Area Master Plan (2004)
- Multi-Family Residential Design Standards (2005)
- Single-Family Residential Design Standards (2007)
- Culinary Water System Master Plan (2012)
- In-Fill Regulations (2015)
- Tooele County Pre-Disaster Mitigation Plan (2016)
- Moderate Income Housing Plan (2018)
- Moderate Income Housing Plan Update (2019)

Tooele Today

Tooele City is a thriving, dynamic community that builds upon its historic role as a center of culture, community and commerce within the Tooele Valley. The City welcomes residents, visitors, and workers into a community that supports diversity, is accessible, has a broad mix of uses, and ultimately sustains a healthy, vital lifestyle. As a demonstration of this approach, in 2012, Tooele City was named the 10th Friendliest community in America by Forbes Magazine.



Comet Store

On the edge of Utah's vast west desert lies Tooele, a city that encapsulates the live-work-and-play mantra. Sitting at the base of the Oquirrh Mountains, Tooele is an oasis surrounded by a vast desert playground filled with wild horses, endless back roads, historic ghost towns, and the natural wonders of the Great Salt Lake and Bonneville Salt Flats.

- Amelia Nielson-Stowell, Zions Bank Community Magazine, November/December 2013

Tooele's Place In The Region

The City of Tooele is located in the southeast quadrant of the Tooele Valley which still locates the community

within a 30 minute drive of the Salt Lake Valley. The city is the geographical population center of Tooele County as well as the State of Utah west of the Salt Lake Valley. The city lies at the base of the Oquirrh Mountains and scenic Middle and Settlement Canyons. Although Tooele City does not directly abut any other incorporated community, it lies in close proximity to the incorporated boundaries of Grantsville City and Stockton Town as well as the unincorporated community areas of Erda and Pine Canyon. This limits the extent to which the city can expand beyond the outer edges of the city's boundaries but there are still many opportunities remaining to grow from within and continue as a regional leader economically and in population.

Tooele's Future

As of 2019, Tooele was roughly half built toward the eventual planned land uses and population, based on the City's General Plan. At current trends, the built-out population is estimated to approach 90,000. Looking to the future, there are a number of events, factors, and trends, both external and internal that will mold the ongoing growth of the community.

Some of the **external factors** likely to affect the city are:

- The development of comparable development centers in the region
- The continuing emergence of transportation corridors as a major core of regional commerce and employment
- The aging of the "baby boomer" segment of the nation and region's population
- The increasing diversification of the nation and region's population
- Ongoing structural shifts of global and regional economies
- The ongoing conversion of agricultural lands for development
- Trends in regional housing availability and affordability
- Regional trends and shifts in commercial economies towards ecommerce

Some of the **internal factors** likely to affect the city are:

- A disparity in the increasing population to available housing stock producing a reduced mobility in the housing market
- An increasingly broad range in the age of neighborhoods over time, with associated differences in character and lifestyle
- Public infrastructure improvements approaching and surpassing replacement time in their life cycle
- Increasing expectations for services and amenities
- Greater diversification of the economic structure within the community
- Fewer large properties available for developments and more smaller developments, lot splits, small lot subdivisions, etc. over time
- Provision of public services and amenities without developer exactions
- Trends in local housing availability and affordability
- Local trends and shifts in commercial economies towards ecommerce

Average household sizes are expected to remain relatively consistent with past trends, but household size is likely to decline in some neighborhoods as those neighborhoods age. On average, household incomes are expected to remain high. The geographic population center within the City will shift northward, as will the geographic employment center based on the availability of land for development. Some existing, small employers will likely grow into major employers and the city will tend to become more attractive for outside major employers to relocate or expand into the community.

Greater diversity in housing and population will likely occur over the next few decades. An increased age differential and wider geographic distribution in the housing stock will result in increased differences in lifestyle and neighborhood character. Ongoing combined efforts by the Chamber of Commerce and the city to attract new, and support existing high quality and diverse, businesses will enhance the stability and adaptability of the local economy.

Development in newer parts of the city will tend to become even less focused on master-planned communities, since most larger parcels will be committed. Assembling of smaller properties to accommodate a larger master planned community is also possible. In-fill development will become more significant, and redevelopment will become an increased focus of activity in the community over time.

Community Philosophies And Quality Of Life

Quality of life is determined by the values of a community. There are many values held by the Tooele community, each reflected in the unique character of the city. Quality of life is defined by a variety of factors such as recreation, education, and natural and cultural features that are unique to a community. Quantitative information including economic indicators, vital statistics and population data, education and health figures, and other demographic data from the U.S. Bureau of the Census also describes part of the quality of life of an area. The opinions and experiences of the community embody the essence of the total quality of life. In order to maintain or improve overall quality of life, these underlying community values must be maintained and respected. The following are key community values of Tooele City.

Small Town Feel & Atmosphere. Small town feel and atmosphere has consistently been a main reason why people like living in Tooele. Small town feel cannot be easily quantified. The following are examples of typical contributing factors to Tooele's small town atmosphere: people are friendly and you know your neighbors; a comfortable, relaxed attitude; a general feeling of security; beauty of the natural environment; the presence of educational opportunities and public services; citizen commitment to the community; managed growth and development; convenient access throughout the city; an easy going lifestyle; an attitude of conservation; pride in our history; and an attractive community appearance.



Natural Surroundings & Open Space. Tooele is surrounded by natural open spaces and the views of the surrounding undeveloped mountains. Protection of natural runoff channels, natural vegetation, open spaces, and scenic views with ridgeline protection measures will preserve this natural beauty for the enjoyment of future generations.

Attractive Community Appearance & Cleanliness. One of the characteristics of Tooele that residents and visitors recognize on a daily basis is the general cleanliness and appearance of the city. People who call Tooele

home place a high priority on beautifying their environment through landscaping, and maintained homes and businesses.

Open Government. The Tooele community prides itself on the citizen input and community involvement. Key issues facing the city are evaluated through open, public discourse. City government works hard to be responsive to citizen needs and to be customer focused. There are many active civic groups which are active in community affairs. The city is fiscally sound as demonstrated by reasonable taxes, a diversifying economy and revenue stream, a high bond rating, and reasonable user fees – all of these supporting quality, affordable, and efficient services.

Community Partnerships. Many community partnerships have developed and have had a profound effect on community activities and facilities. Tooele City’s community partnerships have contributed their resources to various projects, activities, streetscape improvements, and services. Partnerships have also promoted activities such as annual holiday celebrations, and various community and cultural celebrations.

Public Safety. Citizens of Tooele value the safety of the community. People can walk safely at night and enjoy most areas of the city without the urban feel of other communities. A safe living environment contributes to the overall quality of life in Tooele.

Quality Land Development. High quality land development is demanded by Tooele leaders and citizens. Developments that preserve open space and natural features are more attractive to residents and help to protect natural areas for the enjoyment of future generations. Extensive, mature, and conscientious landscaping are examples of high quality development features in both residential and commercial areas. In residential areas, open spaces, maintenance of natural features, recreational facilities, sidewalks, and high architectural quality are features that contribute to the quality of developments. In commercial areas, adequate sidewalks, street lighting, high architectural quality, reasonable signage, and landscaped parking areas are features that contribute to the quality of developments. Characteristics that tend to detract from quality of life values include clearing of natural vegetation, too much or too little exterior lighting, large expanses of asphalt, and large dominant structures.

Moderate Cost of Living. Citizens of Tooele enjoy the moderate regional cost of living comparative to other areas of the region. The community is provided with many of the amenities of a larger city, but with a small town atmosphere and at more affordable rates.

Varied Employment Opportunities. The community places a high value on varied employment opportunities. Tooele and its surrounding communities provide various opportunities to work in a stable economic environment. There is also interest in attracting new industry to the City. Technology oriented, clean, non-polluting industries providing training and skilled jobs should be targeted.

Planned Growth & Development. Citizens strongly support long range planning for the future growth and development of the city. The community expects the city to anticipate and plan for future opportunities and problems. A proactive approach helps the community



Historic Tooele Valley Railroad

avoid future difficulties and prepares citizens and City officials to develop proper solutions when problems do arise.

Recreational Opportunities. Citizens value the variety of recreational opportunities available as illustrated by the strong citizen involvement with programs and on advisory boards. Both formal programs and informal recreational opportunities exist to satisfy almost everyone's needs. The City sponsors various cultural, artistic and community activities that add to and compliment a long and rich history of success and support for athletic and recreational activities. Parks and playgrounds are scattered throughout the City, and the surrounding Oquirrh and Stansbury Mountains provide a variety of outdoor recreational opportunities. These opportunities and assets to the community should be interconnected through a trail and pathways system that allows for greater access and utilization for all citizens of the community.

A Diverse Community. One of the primary reasons Tooele is a special place to live is the diversity of its citizens. This diversity is a very positive element that makes Tooele a great place to live, work and connect with various people.

Intellectually Stimulating Environment. Tooele is a progressive community in an intellectually stimulating environment. Its citizens place education and scholarly contemplation in high esteem. The presence of multiple higher education campuses within the city and the regional proximity of four major universities lend in supporting this premise. The quality public school system adds to this intellectually stimulating community.

Sound Financial Management. Sound financial condition may be defined as the City's ability to pay bills, annually balance the budget, prepare for future costs, and provide needed and desired services. Sound financial condition requires flexibility that ensures the City is in a position to react and respond to changes in the economy and new service challenges without measurable financial stress. This also requires adherence to the best accounting and management practices, which mean conformance with generally accepted accounting procedures as applied to governmental units. Tooele City consistently receives clean annual audit reports.

Citizen Involvement. Citizen participation is a key component of the Tooele community. The high participation rate of citizens on various authorities, boards, commissions, committees, and civic organizations is a strong indicator of citizen involvement. This high level of citizen participation demonstrates that Tooele citizens are concerned about the community's well-being and are determined to be actively involved in creating a better and stronger future. A noteworthy number of citizens are actively involved in more than 20 authorities, boards, commissions, committees, and civic organizations that are either appointed by City Council or recognized by Council for their participation in the community.

A Vision For The Future Of Tooele City

Tooele's vision for itself over the next 20- to 25-year horizon is one of a progressive, sensitively-developed community which is visually attractive and livable, easy to get around in, and looks to the resources and talents of its residents who make valuable contributions to the community, to continuously renew and revitalize the City through a wide variety of land uses, activities and opportunities.

General Plan Values

- Citizens as customers, deserving the highest quality of services delivered by a local government
- Encouragement of progressive thinking through involvement and teamwork

GENERAL PLAN



- Fairness, integrity, and trust as essential qualities of ethical governance
- An open, accessible government where citizen involvement is vital
- A community renowned for its natural beauty and cleanliness
- Taking pride and achieving a high quality of living
- Positive liaisons between local governmental organizations and other entities
- Achievement of positive, cooperative solutions to community problems
- People as our most important resource
- Responsibility and accountability
- Public safety for all citizens
- Open Space preservation and recreational opportunities
- Mindful and efficient utilization and management of water and sewer resources

INTRODUCTION ELEMENT

GENERAL PLAN



LAND USE ELEMENT

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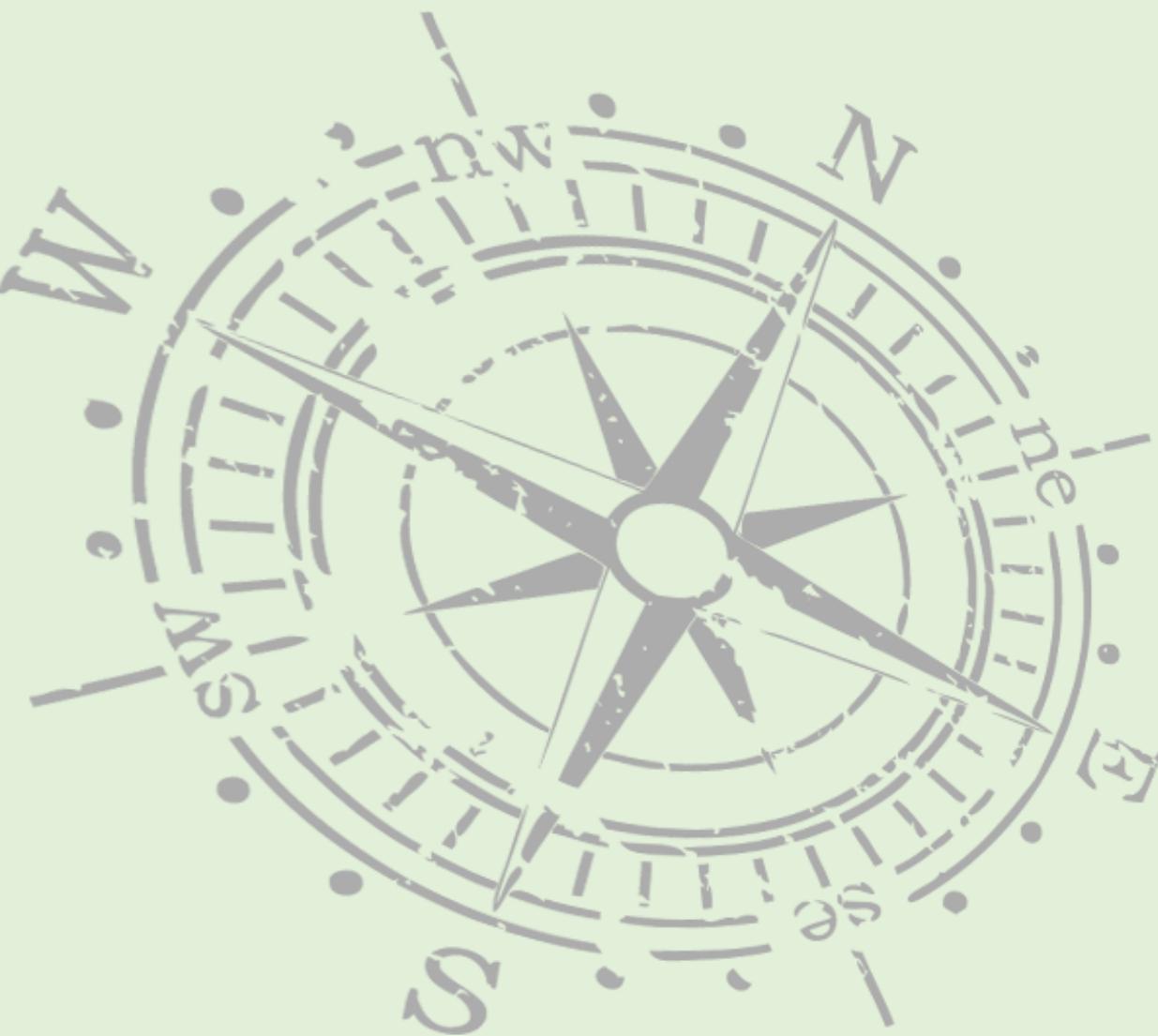
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Land Use Element

Introduction

Tooele has naturally evolved and grown since its founding in the mid 1800’s and incorporation in 1853. Starting as a small agricultural settlement sprinkled with homes amongst the farms and agricultural fields, through growth cycles that have periodically affected the entire Tooele Valley, and annexations of large areas of unincorporated lands, Tooele has become a community that features a variety of land uses contributing to a diverse economy, unique community character, and a reputation for quality.

Explosive growth over the past two decades has transitioned a formerly small agricultural city of just under 14,000 people in 1990 to a city exceeding 35,000 with diverse needs. High sustained growth rates during this relatively short time span has produced a myriad of challenges including traffic volumes, the type and intensity of development, the protection of natural resources, and the provision of essential public services.

In order to maintain a vibrant community with a diversity of land uses a city needs to have schools, parks and community centers, residential uses for different social and economic levels, commercial centers, and appropriately located employment centers that serve the residents. Public infrastructure such as streets, trails and pathways, water, sewer and dry utilities are needed to serve these land uses. The Land Use Element and its associated Land Use Map indicate the general distribution, type, and relationship of land uses to help sustain the vibrant community Tooele is becoming into the future.

Currently, Tooele's existing land uses are assigned, as determined by their current zoning designation, as shown in Table 1.

This Element of the General Plan, sometimes referred to as the Land Use Plan, in conjunction with other Elements of this General Plan, provides a guide for the future use of undeveloped land, the use and maintenance of the built environment, and redevelopment and infill policies for the City. This Element helps to define visions for changes that may occur within the City boundaries. It is intended to provide the City Council, Planning Commission, and City staff a framework in the evaluation of land development proposals and the policies that guide land use in Tooele.

TABLE 1
CURRENT LAND USES BY LAND USE CLASSIFICATIONS

LAND USE CLASSIFICATIONS	PERCENT
Residential Land Uses	55.11%
Commercial Land Uses	15.13%
Industrial Land Uses	12.38%
Special Uses Land Uses	17.38%

Based on Current Zoning Assignments

Purpose

The purpose of the Land Use Element is to effectively and efficiently provide a framework for carrying out the goals and policies of the General Plan through land use designations on the Land Use Map in conjunction with the Zoning Map and the Zoning Ordinance. This Element describes each of the land use designations in Tooele City and discusses how they relate to existing and proposed zoning. The relationship between land use designations and zoning is important so that as zoning assignments and the Zoning Ordinance are amended over the life of the General Plan, the goals and objectives of the General Plan are consistently carried out.

The Land Use Element

The Land Use Element is considered to be the heart of the General Plan, which provides planning for the orderly expansion, improved quality of life, and economic vitality of the community by establishing land use goals and strategies that promote balance in community growth. It provides guidance for the physical development and redevelopment of Tooele City. The Land Use Element seeks to encourage reinvestment and redevelopment throughout the City, but in a way that is integrated with other City priorities and which focuses reinvestment where it will most benefit the City.

The Land Use Map is a key component which demonstrates the various goals and strategies within this Element. The Map designations provide guidance for zoning properties. It should be noted that the designations in the Land Use Map are general and approximate. They are generally shown in response to the natural characteristics of the land than to property lines.

An objective of the General Plan and this chapter is to provide for effective growth that avoids expensive sprawl development, while still encouraging agricultural uses as long as practicable, and preserving the natural environment and open spaces.

This Element and its map indicate the general distribution, location, type, and relationship of all of these land uses. The Land Use Element establishes the primary framework for shaping the City's development pattern. Because it directly affects every aspect of the City's form and function, it is paramount to clearly define and communicate each of the goals and strategies of the Land Use Element and present them as they relate to the past, present, and future of Tooele. Moreover, this Element illustrates how Tooele anticipates addressing future population and employment growth while promoting a development pattern that integrates natural and manmade features in a manner consistent with the vision for Tooele. The Zoning Ordinance and Zoning Map implement these policies by establishing the legal parameters for the development of each parcel of land. City policy is that zoning shall be based on the General Plan designation where the property is located. Although the Land Use Element is often the most visible element of the General Plan, it is only one part of the General Plan. Coordination between all of the General Plan Elements is required to have a comprehensive policy document that speaks to the future needs of the community.



The Land Use Element provides for a wide variety of employment, shopping, entertainment, civic/cultural, educational, and residential uses connected by a grid major street system, open space and pedestrian trails and bikeways. The allocation of land uses within the community has been based primarily on General Plan goals and policies, economic development strategies, circulation system, peripheral land use and policy influences, site characteristics and relationships.

Activity Hub

Tooele is often regarded as an outlying suburb of Salt Lake City, but also serves as a regional activity center within Tooele Valley and Tooele County as a whole. Because of the relative scarcity of services in some areas adjacent to the city, residents outside of the city frequently use Tooele's parks and recreational opportunities, commercial centers, employment, and natural amenities.

Land Use Patterns

Now and in the future it is important that land use patterns are fostered that help conserve natural resources, reduce the dependence on the automobile, and alleviate traffic congestion while contributing to the character of the community and adequately serving the needs of the citizens. Land use decisions must take into consideration the relationship of adjacent land uses to sensitively integrate proposed land uses with existing natural and physical environments.

The Relationship Between Land Use & Zoning

The Zoning Map, a separate document, and the Land Use Map, included in this Element, are intended to work hand-in-hand with each other. The Land Use Map indicates general land use types and ranges for various areas of the community and indicates how development should be on the land. Land Use Map designations may more generally follow land forms, floodplains, and road patterns rather than ownership boundaries. It indicates more generally how land uses should be arranged on the land. Land use designations on the General Plan Map are not always indicative of the current zoning on the land and may or may not be clearly indicative of an appropriate zoning for future use. The Planning Commission and City Council should use discretion in determining the most appropriate zone district in relation to the guidance available.

The zones in the Zoning Map are legal designations that assign a specific provisions and requirements to specific tract of land. Zoning is legislation that regulates the use, configuration, and development of property. In most cases, zoning typically is uniformly applied to a whole parcel of land.



Designations on the Land Use Map may differ at times from designations on the Zoning Map. This is not an inappropriate occurrence, particularly in undeveloped or underdeveloped areas. One of the primary intents of the Land Use Element and Map is to identify the anticipated future use of the property rather than the existing use. The Land Use Map designation does not change current zone regulations; rather it informs interested parties of what types of land uses may be considered

for future development. The written policies of this Element are consulted in the analysis of such proposals, but with consideration for the uses and the development parameters of the current zone applied to the property. Land Use Map designations and General Plan policies included in this Element should strongly influence zone change requests although the rezoning of property is a legislative act that amends the Zoning Map.

Proposed changes in zoning that do not comply with the General Plan should be considered only after making a decision on an application to amend the General Plan. The General Plan should be substantially reliable as a guide to land use to those who may reside in an area or who may be considering purchasing or investing in an area of the City.

Land Use General Guidelines

This Element interrelates all of the elements of the General Plan that have implications for the arrangement of uses on the land. The resulting Land Use Map, found in Appendix A to this Element, is a graphic expression of

the implementation of the various policies that make up the General Land Use Element. The Land Use Element is an important guide for decisions related to development. The Land Use Plan is a visual reference for public agencies or private individuals seeking information about land development objectives of the City. In addition to the designations on the Land Use Map, a number of goals and objectives have been adopted to guide future City decisions on a case-by-case basis. These policies are listed below each section of this Land Use Element. The Land Use Element is general in that the land use designations are approximate. Property-specific conditions are taken into account when the Planning Commission and City Council are requested to zone, rezone, or grant certain entitlements for a specific parcel. There are still major areas within the City that are undeveloped. Although there are natural constraints that preclude development in some areas, it is clear that there is much yet to be determined about the future form and character of Tooele.

The Land Use Element is intended to encourage the orderly and efficient distribution of land uses in the City. A full range and mix of land uses including residential, commercial, industrial, parks and recreation, agricultural, and other areas are currently provided within the city. The following land use principles should be generally considered and applied citywide:

1. The identity of Tooele should be strengthened by land uses which contribute to the unique character of the community.
2. The relationship of planned land uses should reflect consideration of existing development, agricultural preservation, environmental conditions, service and transportation needs, and fiscal impacts.
3. Developed areas in the city core should be revitalized by promoting the adaptive reuse of existing community resources.
4. The Land Use Element should provide for a full range and mix of land uses including residential, commercial, industrial, agricultural, and special use areas.
5. A variety of quality housing types should be provided to accommodate a growing population. Innovative planning, development patterns and building methods that define the unique living opportunities in Tooele are encouraged.
6. Transitions between different land uses and intensities should be made gradually with compatible uses, particularly where natural or man-made buffers are not available.
7. Growth should be directed to locations contiguous to existing development or on “in-fill” properties to provide city services and infrastructure in a cost effective and efficient manner.
8. Development approval, throughout the community should be tied to the construction of primary culinary water, sewer, storm drainage, and circulation systems.
9. Density increases should be considered only upon demonstration of adequate infrastructure, resource availability, amenities, and benefit to the community and residents of the project.
10. Commercial and industrial uses should be widely accessible, clustered near the center of their service areas and developed compatibly with the uses and character of surrounding districts.
11. Land use patterns should be encouraged that reduce travel distances for employment and essential services, limit pollution, allow for alternative modes of transportation, and conserve energy.

Vision

Tooele is a residential community and an employment destination where the composition of land uses is designed to enhance quality of life and ensure long-term prosperity. Our land uses should complement each other visually, aesthetically, socially, and economically. Tooele strives to protect large, unspoiled portions of our mountain areas, and avoid conflicting, damaging, or otherwise unwanted land uses from compromising

the overall character of an area, a neighborhood, or the community as a whole. Tooele will make every effort to ensure a variety of living, working, and leisure opportunities through different land uses, vital neighborhoods, thriving businesses, and open spaces for people to enjoy.

The City's vision is underpinned by the guiding principle of developing a complete community, and a balance of land uses is critical to achieving that goal. Quality neighborhoods provide housing for residents of all ages. Commercial and industrial land uses generate tax revenue to support services and infrastructure, provide jobs, and sustain the economy. Open space, parks, and trees provide not only recreational opportunities, but also areas for water recharge, filtering of air pollutants, and beautification. Tooele benefits from a broad mix of balanced land uses.



Tooele Values

Despite the rapid growth Tooele has experienced over the past couple decades, the community has remained focused on the values of the residents past and present. Those include:

- Respect for the natural surroundings.
- Respect for the existing and historical context of the built environment.
- An unsurpassed quality of life for citizens and visitors.
- Recognition of the community's unique identity and reputation.
- Land use and transportation planning that creates logical and efficient transportation options and patterns to help connect people to jobs, services and amenities.
- A rich mix of living, working, and playing environments that do not violate or intrude upon the values that make each place unique or special.
- Aesthetic design of uses to fit with the surrounding character and scale.
- Well-sited mixed-use districts that integrate residential, retail, office, and other uses in specific areas supported by compatible infrastructure.

General Land Use Goals And Objectives

Goal #1 *Recognize Tooele's role as a community having an assortment of commerce and housing opportunities.*

- Strengthen the identity of Tooele by encouraging land uses that contribute to the character of the community and sustain a viable economic base.
- Encourage land uses that preserve a high quality of life and define Tooele's unique identity within the region.
- Provide a wide range of housing opportunities while protecting property values and promoting quality development.
- Accommodate controlled residential growth of a type that complements and perpetuates the rural lifestyle of the community and where possible, protect existing agricultural areas.

Goal #2 *Coordinate land uses affecting regional networks (mobility, economic, and open space) with*

adjacent jurisdictions to maintain the integrity and efficiency of these networks.

- Work with adjacent jurisdictions to understand the dynamics of the emerging and redeveloping areas along the borders of Tooele.
- Support the location of regional land uses, such as major employment and mixed-use centers along regional mobility networks.
- Relate regional transportation corridors to regional land use intensities and patterns.
- Support regional land use policies, patterns, and planning.

Goal #3 *Develop land use patterns that are compatible with and support a variety of mobility opportunities, choices, and service provisions.*

- Encourage non-motorized (pedestrian and bicycle) access and circulation throughout the city and to mixed-use centers to reduce reliance on the automobile.
- Provide a balance of live, work, and play land uses and development intensities that enable convenient non-automotive trips (pedestrian, cycling, and transit) where environmentally and physically feasible.
- Support the physical integration of residential uses with office and retail uses to provide opportunities for pedestrian oriented development.
- Ensure Tooele’s transportation choices respond to the land use patterns and local neighborhood lifestyles.
- Provide an interconnected open space system that is accessible to the public including pedestrian, cycling, and equestrian links, recreation areas, and drainage ways.
- Ensure that basic levels of environmental health and human services are provided for all socio-economic levels within the community.
- Encourage that land uses with the highest intensity be located in areas conducive to alternative modes of transportation.

Goal #4 *Maintain a balance of land uses that support a high quality of life, a diverse economic base, and a rich mixture of housing and leisure opportunities.*

- Integrate the pattern of land uses and mobility systems in ways that allow for shorter and fewer automobile trips and greater choices for mobility.
- Allow for a diversity of residential uses and supporting services that provide for the needs of the community.
- Ensure the highest level of services and public amenities are provided to the citizens of Tooele at the lowest costs in terms of property taxes and travel distances.
- Support a balance between jobs and housing by integrating housing, employment, and supporting infrastructure in mixed-use centers located at appropriate locations.
- Provide a variety of housing type and innovative development patterns and building methods that will result in greater housing affordability.
- Maintain a citywide balance of land uses that support changes in community vision and dynamics over time.

Goal #5 *Promote land use patterns that conserve resources such as land, clean air, water, and energy and serve all people within the community.*

- Support the essential cycles and life support functions of our ecosystem through land uses and development activities.
- Respect and preserve the biodiversity of an arid, mountain environment in development.
- Protect and restore essential ecosystem services that maintain water quality, reduce flooding, and enhance sustainable resource development.
- Encourage a variety of compatible mixed-use land uses throughout the city in appropriate locations

allowing people to live, work, play and shop in the same general area.

- Concentrate future development in growth areas and other centers of activity, thereby discouraging sprawl, conserving energy, and promoting community identity.
- Integrate land use and transportation policies to promote a decrease in vehicle miles traveled to reduce air pollution and resource consumption, increase interaction among citizens and provide a stronger sense of community.
- Protect and revitalize established areas and neighborhoods by promoting new development and the adaptive reuse of existing community resources that re-energize an area.
- Minimize environmental hazards and protect the natural character of the arid, mountain setting by disallowing development on environmentally sensitive lands.

Goal #6 Encourage the transition of land uses from more intense regional and city-wide activity areas to less intense land uses within local neighborhoods.

- Ensure that neighborhoods transition to one another by considering appropriate land uses, development patterns, character elements, and access to mobility networks.
- Encourage appropriate transitions from more intense mixed-use centers and regional employment cores to adjoining land uses.
- Maintain the natural integrity of open space areas by ensuring that development patterns and land uses are sensitively placed and designed along the edges of mountain and neighborhood areas.
- Locate employment uses where impacts on residential neighborhoods are limited and access is available at citywide and regional levels.
- Guide growth to locations contiguous to existing development to provide city services in a cost effective and efficient manner.
- Encourage transitions between different land uses and intensities through the use of gradual land use changes, particularly where natural or man-made buffers are not available.

Goal #7 Encourage land uses that create a sense of community among those who work, live, and play within local neighborhoods.

- Promote public land uses such as parks, schools and other civic uses that act as the nucleus of neighborhoods and promote community interaction.
- Develop and reinforce links (i.e. trails, paths, open space, transit, and streets) within and between residential, retail, employment, recreational and other public land uses.
- Promote development patterns and standards that are consistent with the surrounding uses and reinforce an area's character.
- Develop appropriately located neighborhood-scale commercial.
- Establish and implement a basic service and facility improvement plan including schools, library, recreation and other desirable amenities.
- Encourage the use of Planned Unit Development (PUD) principles in neighborhood development.
- Examine and develop market sensitive approaches to development design that create a variety of housing opportunities within large scale developments to meet broad housing market needs.

Goal #8 Sensitively integrate land uses into the surrounding physical and natural environments, the neighborhood setting, and the neighborhood itself.

- Incorporate appropriate land use transitions to help integrate open spaces into surrounding neighborhoods.
- Focus intense land uses along major transportation networks and in urban centers. Less intense land uses should be located within more environmentally sensitive lands.
- Sensitively integrate neighborhood services, schools, parks, and other civic amenities into the local physical and natural environments by establishing reasonable buffers and preserving the integrity of the natural terrain and open space networks.

- Incorporate open space, mobility, and drainage networks while protecting the area's character and natural systems.

Land Use Principles

The Principles below are intended to serve as general direction to be followed by the City's decision-makers as well as the private development sector in the process of land development whether the land is vacant or redeveloped.

A development proposal, zoning assignment or change to a zoning assignment that substantially deviates from the General Plan's Land Use Principles, should be required to demonstrate that the deviation is for the public benefit.

1. Land Use categories that require rezoning to a more intense zoning category than that prevailing on adjacent lands shall not be granted, unless mitigation of potentially negative influences can be demonstrated, or the Land Use Element of the General Plan is amended.
2. The identity of Tooele should be strengthened by land uses which contribute to the unique character of the community.
3. The relationship of planned land uses should reflect consideration of existing development, environmental conditions, service and transportation needs, and fiscal impacts.
4. Land use development that places an unacceptable burden on the City's infrastructure and/or intensifies traffic congestion beyond acceptable level of service, shall be the basis for rejection. This determination shall be made by the City's (transportation/public works) departments in conjunction with the City Council. These considerations shall supersede any land use, or intensification of land use, that may be indicated on the Land Use Plan.
5. Mixed land-use development that enhances quality of life elements, providing not only residential but employment, educational, and shopping opportunities shall be encouraged.
6. Development, redevelopment or intensification of existing land uses and/or zoning patterns that are incompatible shall be buffered from each other by the use of elements such as open space, landscaping, greater setbacks, and lower building heights.
7. Mixed land-use development that emphasizes quality design standards shall be encouraged including, but not limited to: clustering, viable open space, minimization of major traffic intrusion onto arterial streets, and diminution of auto-dependency.
8. Areas of intense or specialized land use shall have zoning overlay districts created to maximize their potential for development through adherence to high standards of development.
9. Provisions for, and private maintenance of, any surface drainage areas shall be an integral part of each development.
10. Public and quasi-public open space shall be linked together by a network of greenbelts/linear parks that unifies the city's parks and trail system.

Land Use Map Designations

Several broad land-use categories are delineated, with accompanying explanations. In addition to the land use categories, there are goals and objectives that should be followed in the process of land development. The majority of the land-use categories are moderately traditional. Traditionally, land use categories and zoning regulations in Tooele have been used to separate diverse land uses. The City's New General Plan holds to that tradition in the majority of the City that is built out and proposes the same into the future. Table 2 identifies

the various land use categories identified in this Element along with the zoning districts that are preferred or most applicable to each land use category.

**TABLE 2
LAND USE CLASSIFICATIONS WITH PREFERRED ZONING DISTRICTS**

LAND USE CLASSIFICATIONS	PREFERRED ZONING DISTRICTS
RESIDENTIAL LAND USES	
Rural Residential	RR-1, RR-5, RR-20, MU-160
Low Density Residential	R1-12, R1-14, R1-30
Medium Density Residential	R1-7, R1-8, R1-10
High Density Residential	MR-25, MR-16, MR-8
COMMERCIAL LAND USES	
Community Commercial	NC, GC
Regional Commercial	RC, RD
INDUSTRIAL LAND USES	
Light Industrial	LI, IS
Heavy Industrial	I
SPECIAL LAND USES	
Open Space	OS
Mixed-Use	MU-G, MU-B
Overlake Planned District	P-Overlake

Land Use Overlay Designations

Overlay districts do not fall within a General Plan classification since they are intended to mix additional uses, limitations, or designations with those allowed in the underlying zoning in various areas throughout the city. Overlay zones are intended to be applied only when the overlay meets articulated needs of the City.

Maintaining Balance

It is the objective of Tooele City to maintain a healthy balance and mix of land uses within the community, representing the atmosphere of existing development. Areas for growth have been planned with a balance for all uses, including agriculture, residential, commercial and industrial uses, as demonstrated in the Land Use Map. Future decisions regarding land use and zoning in Tooele should be guided by this map.

Residential Land Use Categories

Residential land uses include a range of residential classifications. Density is expressed in dwelling units per acre. Zoning may not allow the maximum units per acre to be realized in all cases. Land uses are designated to accommodate a mix of dwelling types and densities for a variety of neighborhoods and environmental conditions. Zoning regulations may allow a limited number of non-residential uses, such as places of worship, neighborhood parks, schools, etc., in residential areas.

Where enough vacant land exists, any land use category can accommodate a major master-planned residential development. It is expected that a master-planned development will include a variety of residential densities or dwelling types, but the overall density should be compatible on the basis of gross acreage of developable land to the densities shown on the Land Use Element. The Land Use Element does not guarantee the number of units.

Residential areas should be developed with an emphasis on creating safe, attractive neighborhoods. They should include adequate open space with links to schools, commercial services, parks and other neighborhoods by landscaped pedestrian ways, bicycle paths, and residential scale streets.

Rural Residential Land Use Category (0 – 1 ac/du)

The Rural Residential land use classification is intended to encourage the creation and maintenance of residential areas within the city which are characterized by detached single-family dwellings on very large lots, surrounded by well-kept lawns, trees, and other plantings. The Rural Residential land use classification is also intended to include and encourage appropriate agricultural areas and uses that remain within the community.

Some natural features and cultivated vegetation is apparent and special care is required in order to preserve those features and areas. Equestrian uses and privileges may exist in certain areas. The Rural Residential properties may incorporate sensitive lands while allowing homes to be constructed in areas



which have limited disturbance to the surrounding areas or will not place future residents at greater risk of natural hazards impacts. A minimum of vehicular and pedestrian traffic and quiet residential conditions favorable to family living are also characteristic of this land use classification.

Low Density Residential Land Use Category (0.6 – 3.5 du/ac)

The Low Density Residential land use classification is intended to encourage the creation of residential areas within the city which are characterized by detached single-family dwellings on large lots in connected neighborhoods with parks, and areas being provided to foster community interaction. A minimum of vehicular and pedestrian traffic and quiet residential conditions favorable to family living are also characteristic of this land use classification.

Medium Density Residential Land Use Category (4 – 6 du/ac)

The Medium Density Residential land use classification is intended to provide a residential environment within the city which is characterized by detached single-family dwellings in a variety of sizes and styles on moderate-sized lots. The terrain should be relatively flat, or with a gentle slope, to accommodate the density. These areas are typically situated to take advantage of existing public infrastructure, e.g. recreation facilities, utilities, services, schools, and nearby commercial uses. Proximity to these uses allows more community interaction with reduced dependence on automobiles with neighborhoods that are designed for walkability. Providing more moderate densities in these areas allows for development of properties with unique limitations due to size, configuration, or location. These areas serve to recapture tax base opportunities lost by larger lot single-



family developments and increase the viability of commercial areas. The design of medium density areas should integrate high quality materials and building character with integration to existing neighborhoods rather than create isolated and walled off housing projects. Allowing for more varied housing opportunities in these areas can meet the needs of many levels of economic and demographic characteristics within the city desiring a varied array of house sizes and less maintenance responsibilities.

High Density Residential Land Use Category (8 – 25 du/ac)

The High Density Residential land use classification is intended to create areas of attached multi-family developments which will contribute to the city's housing stock at increased densities. Dwellings in these areas may include townhomes, multi-story apartments, and condominiums. Developments in these areas should be situated in close proximity to recreation facilities, services, schools, transit opportunities, commercial centers, and employment centers where the use of automobiles can be reduced and neighborhoods designed with walkability in mind. These areas should provide a buffer to single-family neighborhoods and be integrated between those and surrounding non-residential uses. Multi-family developments should be designed to complement existing neighborhoods and not become isolated and walled off housing projects. These areas can provide a variety of economic and demographic characteristics within the city and meet housing needs for persons seeking a more urban living experience.



Residential Land Use Goals And Objectives

Goal #1 *Provide for residential areas in Tooele that support and complement the unique rural quality and characteristics of the city.*

- Establish buffering, neighborhood integration, and screening methods where uses of higher intensity abut lower intensity uses, e.g. non-residential uses to residential uses, residential uses to agricultural uses, or between different residential types.
- Promote housing that will maintain and protect natural resources and environmental features.
- Require neighborhoods and individual houses that exemplify design excellence and promote aesthetic qualities of a rural community while enhancing the pleasing appearance of existing residential neighborhoods.
- Preserve older and existing residential neighborhoods by encouraging the improvement and revitalization of residential units within these areas.
- Existing agricultural uses should be acknowledged and accommodated when adjacent to proposed new development.
- Implement appropriate street design for anticipated use and traffic volumes.
- Foster positive neighborhood, home, and community atmosphere for existing and new residential areas in the City.

Goal #2 *Promote and encourage high quality, well planned residential development with open spaces.*

- Develop and implement zoning and design standards and policies that promote attractive and well planned residential subdivisions in areas where there are existing public services.
- Discourage leap-frog development by not extending city services to new areas until existing areas are substantially developed.
- Allow the development of cluster subdivision or other subdivisions that provide for new open spaces.
- Create high quality residential environments which provide for safe and convenient vehicular circulation, open space and recreational opportunities, while buffering residential areas from non-

residential uses and other non-compatible residential.

- Develop and implement policies to encourage or required development to preserves or enhance existing open spaces, culturally significant areas, and environmentally sensitive lands.
- Enforce ordinances which require land owners to keep their property free of weeds, junk vehicles and equipment, unsightly buildings, trash and other debris.
- Discourage the subdivision of lands that result in areas of residential development too small or too isolated to be adequately, economically and conveniently served by city services.
- Encourage new residential development to locate within areas currently served by adequate water, wastewater and other community services.
- Minimize and mitigate sensitive land inclusions in development.

Goal #3 Enable higher density residential developments which support local retail establishments, promote a walkable community, and provide housing options for varying income levels and lifestyles.

- Provide design standards for the development of higher density housing in close proximity to services, schools, commercial centers, and employment centers.
- Establish design standards for the development of high density and multi-family dwellings to assure high quality materials, recreation opportunities and maintained landscaping.

Commercial Land Use Categories

The Commercial land use classification is intended to provide controlled and compatible locations for retail, office, business, services, entertainment, and other commercial activities that enhance employment opportunities, encourage the efficient use of land, enhance property values and City tax base, and to insure high quality design and function of commercial areas.

The Commercial land use classification is intended to provide areas for the provision of a variety of goods and services to the people who visit, live, and work in Tooele. Commercial land use areas should be conveniently dispersed throughout the City along major transportation corridors for high visibility and traffic volumes along with carefully located and planned localized commercial opportunities directly tied and scaled to match nearby neighborhoods.

Whenever stand-alone commercial uses are adjacent to established or future residential areas, special care should be taken to ensure privacy and to protect private property. Providing transitions and buffers between residential and commercial areas including considerations for setbacks, landscaping, limited allowed land uses, diversion of traffic, controlled noise or light, building height and design limitations, and transitional land uses such as minor offices can help to provide protections for residential areas while providing attainable needed services.

Community Commercial Land Use Category

The Community Commercial land use designation is intended for smaller neighborhood centers and centers along primary transportation corridors to cultivate locally serving commercial areas. This category permits commercial land uses that target local residents and neighborhoods. Planned retail and office are encouraged. This designation is intended for areas where urban public services, generally including complete



street networks and access to transit, are available or planned. Areas within this designation should be generally pedestrian-oriented, or are desired to be, and are predominantly built at low- to mid-rise scale, often with buildings close to and oriented toward automobile and pedestrian transportation facilities.

Regional Commercial Land Use Category

Regional Commercial land use areas are intended to provide for general commercial opportunities that include a wide range of uses that serve the community and the region. This category permits the full scope of commercial land uses that are destination-oriented. The areas may include large-scale, master-planned



commercial centers, big-box stores and offices. Specific uses in this land use category include a wide range of retail businesses, personal services, food and beverage establishments, hotel and other tourist uses, automotive sales and repair, professional offices, and housing. Regional Commercial land uses are primarily located along major transportation corridors.

Commercial Land Use Goals And Objectives

Goal #1 *Establish quality commercial areas which will provide desirable goods and services for local residents and enhance the City's sales and property tax revenues.*

- Develop policies and standards which allow a variety of retail and commercial goods and services within the community while encouraging businesses to prosper.
- Promote and maintain balanced commercial activity that is viable and responsive to the needs of the community.
- Provide for adequate access, parking, traffic circulation, noise buffering, and other operational conditions within commercial areas.
- Improve the image and appearance of commercial corridors, especially along Main Street.
- Carefully limit any negative impacts of commercial facilities on neighboring land-use areas, particularly residential development.
- Formulate thoughtful commercial site design and development standards to express the desired overall image and identity.
- Encourage safe and convenient pedestrian access to shopping and service areas.

Goal #2 *Maintain regionally significant commercial, industrial, and employment areas.*

- Developments should accommodate multimodal transportation (i.e. pedestrian walkability, bicycle access and storage, public transit where available, and passenger vehicles) with no emphasis given to a particular mode. Choices should be emphasized.
- Pedestrian walkability should be a high priority.
- Public facilities including streets, lighting, and signage should be modified where appropriate to compliment multiple use developments and public transit.
- Public spaces should be the focus of building orientation and neighborhood activities. Building entrances should be easily accessible from public spaces.
- Promote the location of commercial establishments indicated on the Land Use Map. Avoid strip development along arterial streets by clustering commercial uses in appropriate locations.

Goal #3 *Provide opportunities and locations for small commercial operations and offices which are compatible with residential uses.*

- Allow small office complexes to develop in similar locations as neighborhood commercial areas.

- Allow home occupations in all residential areas if they have no exterior evidence of their existence and the use is compatible with the residential environment.
- Implement zoning to more effectively integrate commercial uses in close proximity to residential areas.

Industrial Land Use Categories

The Industrial land use classification is intended to provide for a range of industrial and manufacturing uses including heavy industrial, clean and less intensive industrial, manufacturing, technological uses, assembling, processing, traded sector uses, wholesale activities, distribution, storage, and warehousing. These areas accommodate employment related uses including large scale campus style development for administrative and research companies, offices, and laboratories. Associated office and support commercial uses may be allowed. Developments should typically have large, well-designed buildings and attractive landscaping where viewed from public roads. Non-industrial uses should be restricted to retain market feasibility for industrial



development, prevent land use conflicts. Residential uses should not allowed.

The Industrial land use designation allows for a mix of uses that support the City's tax base. Industrial uses may have environmental or nuisance

aspects such as light, noises, and odors that should be separated from many commercial uses and all residential uses. Facilities and operations to take place within this designation should be designed to protect the environmental quality of adjacent areas. Care should also be taken to take steps to reduce or eliminate objectionable environmental effects on adjacent areas. Adjacent uses should be buffered from negative impacts such as yard storage, heavy equipment, noise, and lights through site planning, screening, landscaping, and building design.

Light Industrial Land Use Category

The Light Industrial Land Use category is intended to provide areas for lower-impact industrial uses, service-oriented uses that present the possibility for more intense or impactful affects on neighboring properties than would be expected in a more traditional commercial areas, and support facilities for heavier industrial uses. Light Industrial areas can also provided buffers between more intensive and nuisance-producing industrial uses and surrounding non-industrial uses. Where these areas border other land uses, especially residential, care must be given to provide adequate buffers in the form of setbacks, open space, uses which do not produce nuisances to surrounding uses, etc.

Heavy Industrial Land Use Category

The Heavy Industrial Land Use category encompasses many of the most intensive land uses allowed anywhere in Tooele. Typically these are land uses involving manufacturing and other industrial processes, especially when undertaken on a large scale. Major streets serving these areas should accommodate truck traffic.

Industrial Land Use Goals And Objectives

Goal #1 Provide a variety of employment opportunities for the residents of Tooele and the surrounding

area.

- Maintain an adequate supply of industrial land in appropriate areas.
- Allow industrial development in areas where sanitary sewer, storm water management, water, and police and fire protection are available and adequate prior to or concurrent with development.
- Require that industrial developments have good access, adequate public facilities and services, suitable topography and soils, and minimal impact on surrounding areas.
- Minimize the impact of industrial developments on adjacent non-industrial land uses through appropriate landscaping, screening, buffer strips, graduated land use intensity, and similar methods.
- Encourage master planning for industrial area, including the inclusion of such features as signage, traffic control, orientation, aesthetics, and uniform maintenance through covenants or other property management techniques.
- Locate and design new industrial sites and improve existing ones to facilitate access and circulation by car and van pools, pedestrians, bicyclists, and other alternative transportation modes that safely integrate with heavy vehicle traffic.
- Accommodate the development of diversified industrial and manufacturing uses which will provide an employment base for the citizens of Tooele and enhance the revenue base for the City.
- Encourage development of clean, high technology industries.
- Minimize impacts of industrial on less intense uses.

Goal #2 Provide opportunities for associated and support uses that build upon and enhance industrial areas.

- Identify areas in close proximity to industrial areas that have the infrastructure in place for non-residential uses that support established industrial uses.
- Provide transportation opportunities between industrial areas and non-residential support areas for convenient access by workers.
- Identify and provide opportunities for non-residential uses that serve the needs of workers locally rather than requiring workers to commute away from industrial areas for services.
- Identify opportunities to utilize supporting land uses as buffering between industrial land uses and other less intense and residential land uses.

Special Use Land Use Categories

The Special Land Uses land use classification includes areas that are distinct from the other major groups. These uses include unique or hybrid development uses, natural open spaces, and sensitive lands. One such hybrid development type is mixed-use (commercial and residential) development where the two land uses are located in close proximity, even attached configurations. This may come in the form of uses that are side by side or stacked vertically with residential uses above commercial uses on the same property. These areas should include parking and automobile facilities augmented by development of alternative transportation options. Another Special Land Use type comes in the form of a specially and uniquely designed Overlake development. This development resulted from unique terms assembled through a development agreement specific to this area and separated in use, configuration, and layout from the standard zoning employed elsewhere in the city. A final Special Land Use type is a system of publicly owned and designated open spaces. These areas are typically natural and undeveloped areas of a sensitive nature preserved through public ownership and/or perpetual conservation but also may include developed park space of a significant size, or purpose.

Open Space Land Use Category

This category encompasses the City's established larger developed parks and facilities such as the Oquirrh Hills

golf course, conserved natural area open spaces, and retention areas that have recreation or aesthetic potential. This category may also apply to natural areas that are or have the potential to be permanent open space. Efforts should continue to preserve mountainous areas, drainage and riparian areas with attractive indigenous vegetation. A variety of methods can be used to preserve these areas, including easements, dedications, and acquisition. Areas designated as permanent natural open space should be placed within a conservation easement.

Mixed-Use Land Use Category

The Mixed-Use Land Use category supports the mix of land uses, primarily single- and multi-family residential, office, commercial and institutional. It requires a commitment to exceptional levels of quality and a specific plan of development that meets the approval of the City. The intent of this category is to identify underutilized, marginal, or blighted areas that could be rejuvenated, upgraded, or simply be replaced with quality development. Critical features that should be encouraged in these areas include reasonable scale, secondary forms of circulation such as bicycling and walking, well-conceived sites with access to and integration with transit opportunities, well designed buildings that capitalize on the area’s history and values, and quality amenities.

Overlake Planned District Land Use

The Overlake Planned District Land Use category supports the mix of residential, office, commercial, and recreational uses in an overall master planned community. This category originated out of development plan that was first proposed to the City in the late 1990s. Through various agreements between land owners, developers, and the City, a planned was forged to create a community unique to that seen elsewhere in Tooele. Although the events of the years since have served to limit the scope of what was anticipated for the overall development, the Overlake Planned District areas has still produced a healthy development mix of residential types and uses, commercial and institutional uses that incorporate into Tooele City as a whole.

Special Use Land Use Goals And Objectives

Goal #1 Provide a broad variety of land uses that create a high level of synergy within mixed-use areas.

- Incorporate a diverse range of residential and non-residential uses within mixed-use areas.
- Promote residential uses that support the scale and function of retail, commercial, and employment uses within these areas.
- Encourage redevelopment that invigorates an area while also respecting the character of adjacent neighborhoods.
- Encourage compact mixed-use, pedestrian-oriented development patterns, at urban densities, that limit the demand for parking and unnecessary automobile trips, and support alternative modes of mobility.

Goal #2 Encourage mixed-use development that enhances the City’s downtown area and the visual appeal of Main Street.

- Encourage business retention and redevelopment along Main Street in the downtown area.
- Encourage in-fill and appropriate development within the immediately surrounding neighborhoods in order to increase a commercial supportive population base.
- Main Street improvements should incorporate pedestrian friendly furnishings, lighting, and landscaping, which draw attention to the area.
- Non-motorized traffic should be able to safely cross Main Street.
- Building architecture should have a pedestrian scale at street level and should incorporate architectural themes. Policy 6 Business entries and glazing should be in close proximity to the public

sidewalk and encouraged to be used as primary businesses entrances directly to and from Main Street.

- On-street parking should be retained for business front parking and buffering of pedestrians from Main Street traffic. All on-site parking should be located to the rear of businesses and interconnected for ease of travel behind and between buildings.
- Work to consolidate properties and provide tools for redevelopment of areas along Main Street including the possibility of recreating an RDA, or CDA, area.

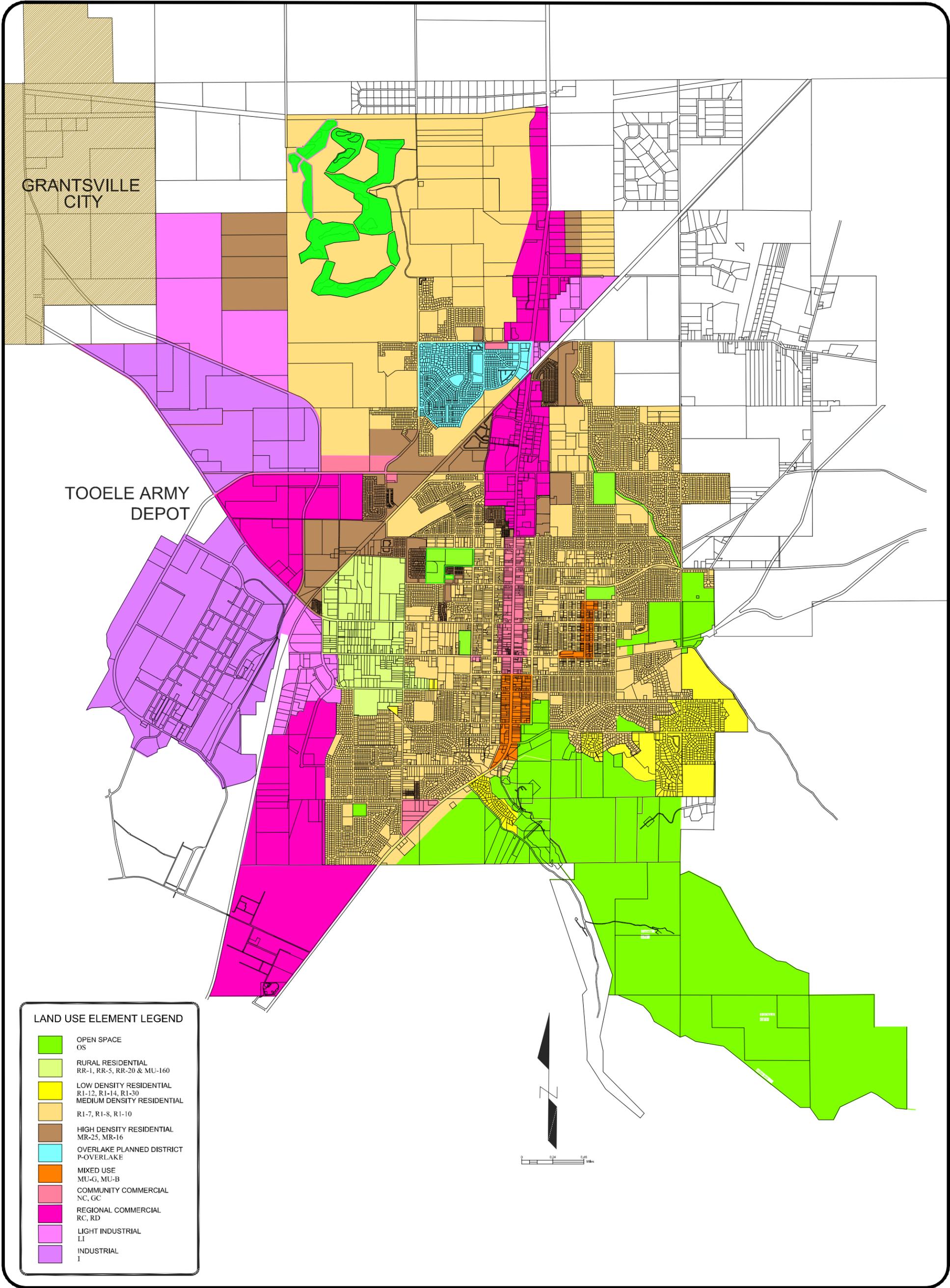
Goal #3 Encourage the continued protection and preservation of sensitive areas and natural open spaces that serve the aesthetic and environmental well-being of the community and the region.

- Support a regional open space network that celebrates Tooele heritage and identity as a rural, mountain community, and maintains the viability and connectivity of the natural surroundings.
- Support a regional open space network by coordinating with adjacent jurisdictions on open space systems, recreation opportunities, storm water drainage corridors, and sensitive wildlife habitat and migration routes.
- Implement an acquisition plan for land in and around area canyons, runoff corridors, and other identified critical open space lands.
- Protect sensitive natural features from incompatible development, e.g. high capacity utility lines, communications facilities, and deleterious or intensive land uses, and maintain the integrity of natural systems.

GENERAL PLAN



LAND USE ELEMENT



**APPENDIX A
TOOELE CITY GENERAL PLAN
LAND USE PLAN
FUTURE USE MAP**

ADOPTED DECEMBER 16, 2020



GENERAL PLAN



AFFORDABLE HOUSING PLAN ELEMENT

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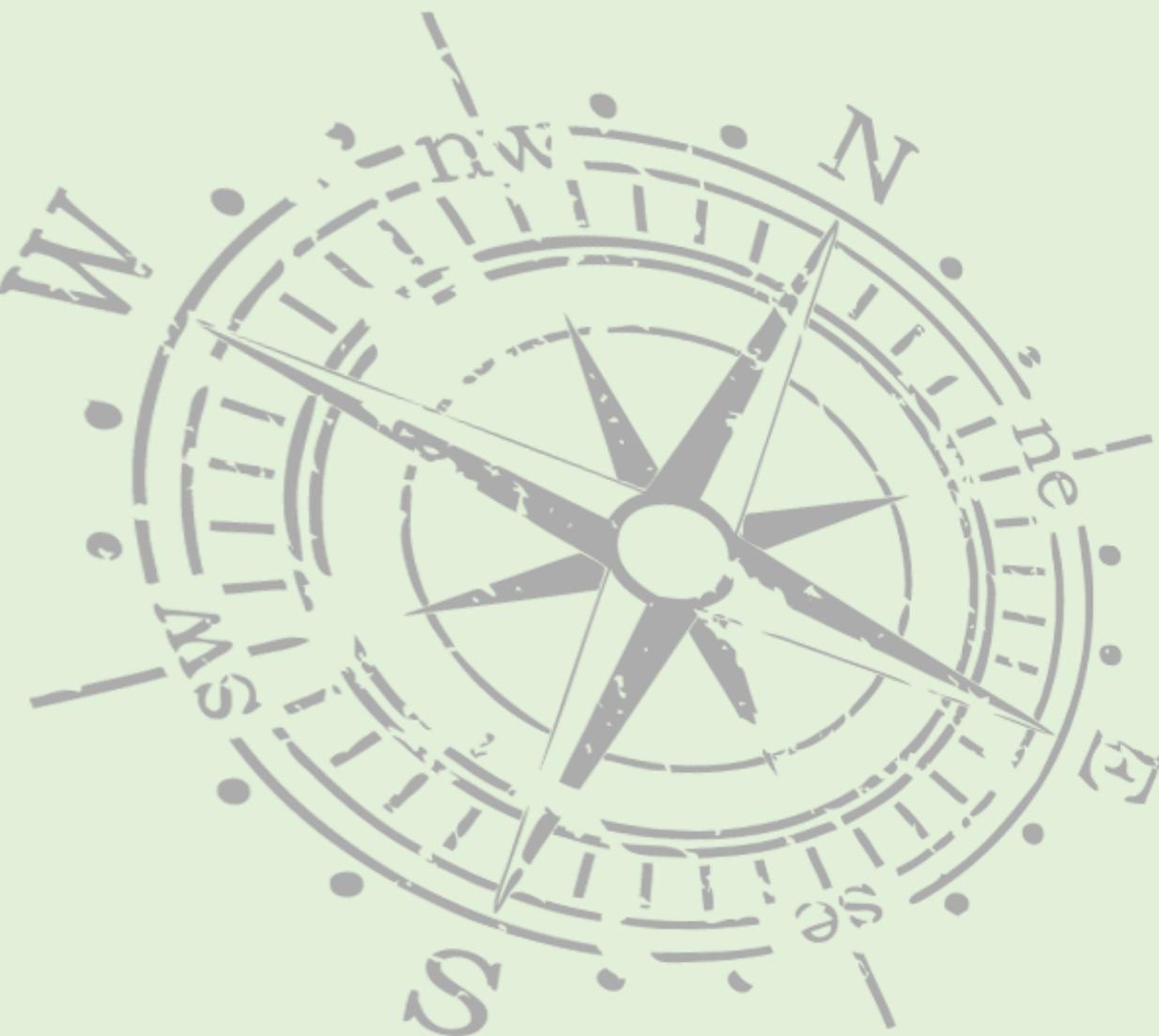
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Affordable Housing Plan Element

Introduction

Utah's affordable housing legislation does not require that a community's housing market meet the homeownership desires of all moderate, low and extremely low income households. The legislation encourages a community to provide a "reasonable opportunity for a variety of affordable housing for moderate income households." The results of this housing needs analysis demonstrates that the Tooele City housing market satisfies the state code criteria. The City housing market has a substantial number of *homeownership* opportunities for moderate income households while affordable housing opportunities for low and extremely low income households, as shown by household data, tend to be limited.

City General Plan

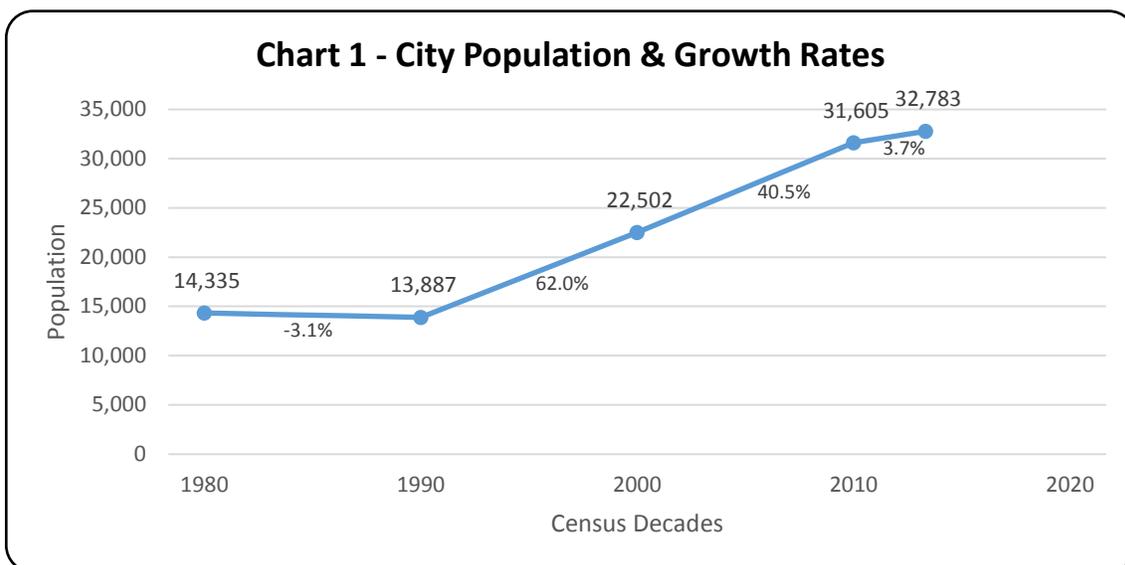
Tooele City adopted a General Plan with a Land Use Element on December 16, 1998. The moderate housing plan fits into the City General Plan as one on the guiding elements of the total plan. Each department coordinates with the Community Development Director and the City Engineer, to maintain, replace, and expand City services and utilities as needed. The Community Development Department uses the General Plan Elements to regulate and guide new developments to provide a balanced and diversified housing inventory.

Regional Planning

The three main population centers in Tooele Valley are separated by large tracts of land predominately rural in nature with single-family homes on large parcels. No coordination has occurred with the other entities in the development of a moderate-income housing plan. Tooele County Housing Authority and Utah Housing Corporation have constructed 11 of their 16 low income or tax credit housing communities in Tooele City. Tooele City is the only urban area in the Tooele Valley with a sizable and diverse housing inventory that provides for all income levels.

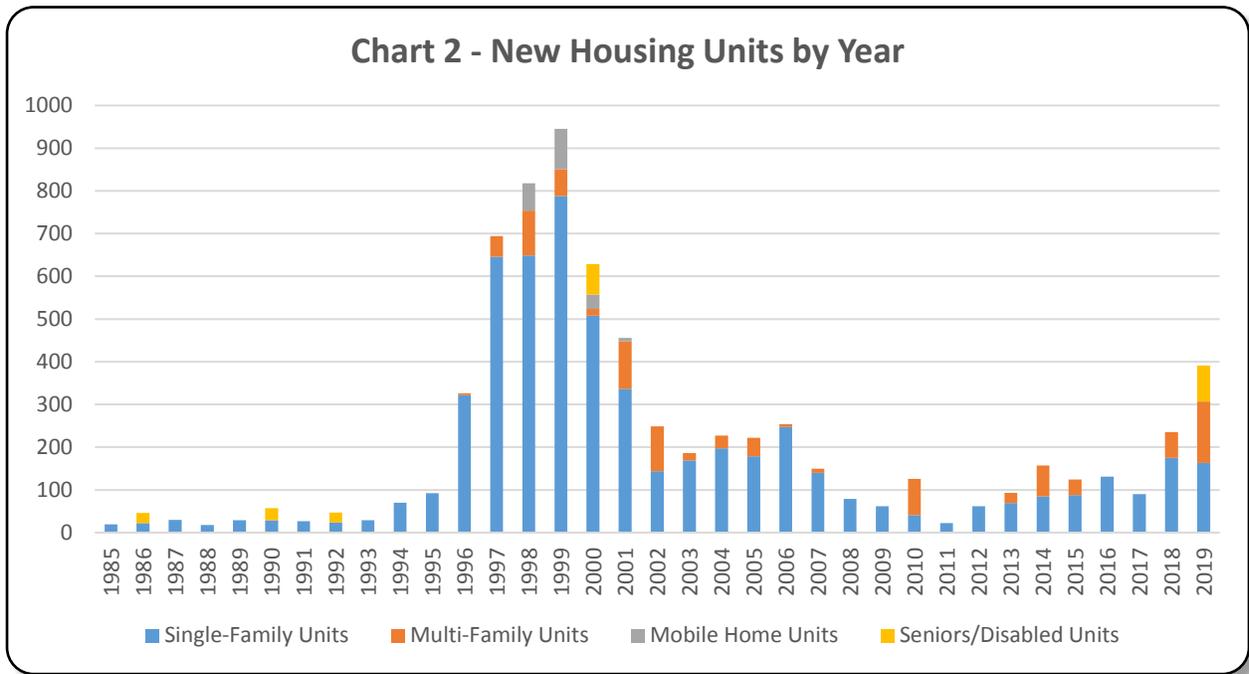
City Growth Pattern

Despite the housing construction recession of 2007, residential construction and home sales in Tooele City are strong. Sales of existing homes are at record levels and the median sales price of a single family home has increase by 75% in 2017 to \$210,000.



Tooele City has experienced rapid population growth over the last 3 decades, as shown in Chart 1. From 1980 to 1990, the City experienced a negative growth rate of -3.1% a possible result of local mine closures. From 1990 to 2010, the housing boom of the Wasatch Front counties spilled over into the Tooele Valley with 62% and 40% growth rates respectively, in spite of a building recession from 2007 to 2011. From 2010 to the 2016 ACS Census shows a low 3.7% growth rate for Tooele City and market indicators predict a growth rate increase in the near future as new subdivisions and apartment projects are completed.

Chart 2 shows housing units constructed each year including new mobile home units in mobile home parks, elderly and disabled housing units constructed in each year. Single-family detached homes are the preferred housing unit constructed in Tooele City over the last 30 years.



Source: Tooele City Building Department

Tooele City, at a population of 32,783, is the largest City in Tooele County comprising half of the County’s 2016 population of 65,285. The high growth rate of Tooele City and Tooele County in the past 25 years has been the result of the Wasatch Front’s soaring housing costs and diminished land availability. Tooele City’s rapid growth started in 1994, peaked in 1999 with over 900 new housing units and then declined to a low of 186 housing units in 2003. The market attempted to recover until 2006 but declined again until 2011 with just 21 housing units. Since 2011, housing construction has increased to just over 130 housing units per year in 2016.

Commuting Patterns

The majority of Tooele County’s working age population commute for employment. Each workday more than 18,000 County residents leave the county for work in Salt Lake, Utah, Davis, Weber Counties. Tooele County has an out-commuting ratio of 3.11 which means a little over three residents leave Tooele County for employment each day, while one resident lives and works in Tooele County. The mean travel time of residents of Tooele City is approximately 28.4 minutes which does not deter new home buyers from selecting Tooele City (Source: U.S. Census ACS 2016).

New Housing Construction

Apartment communities, rent assisted and market rate, show a very low vacancy rate at or below four percent. Rent assisted communities are full with waiting lists and the four large market rate projects in the City have very low vacancy rates. Rents in Tooele have also increased. Two of the newest apartment communities report rents for three-bedroom units at \$950 to \$1,300 per month and the communities are 99% occupied according to a Tooele County affordable housing needs assessment in 2018.

Housing market indicators point to a housing shortage in Tooele City with increasing prices for both homeownership and renters and very low vacancy rates. Currently, most major housing market in Utah face similar conditions. Housing demand is outpacing the supply of new homes and apartments.

Tooele City residential construction for the last five years has been relatively slow compared to the housing market in the Wasatch Front counties that have recovered from the 2007 construction recession. Few new single-family housing subdivisions were completed in Tooele City between 2006 and 2016 resulting in a relatively low inventory of new building lots. In the time since, Tooele City has been experiencing an influx of new developments and rapid growth in new residential units although this rate of growth has not yielded an abundance of available new building lots due largely to market conditions where the need for housing units is still greater than the availability.

Community Sentiment

Community sentiment towards growth was noted during public hearings for the adoption of the City General Plan with the Land Use Element in December 16, 1998. The public was not in favor of large high density housing projects and expressed concerns about traffic, noise and higher taxes. The consensus of the hearings was for a balanced mix of housing styles which would permit residents to select from single family homes, condominiums, townhomes, apartments, mobile homes, and senior housing. The lot sizes would range from one and five acre lots for larger homes, 10,000 to 14,000 square foot lots for large to moderate sized homes and 7,000 to 8,000 square foot lots for moderate to small homes. In the time since, emphasized through the process for this General Plan, is a movement towards a variety of housing opportunities geared towards fulfilling the needs of all segments of the housing market based upon the principles of this General Plan.

Procedures And Definitions

City Staff utilized the Utah Affordable Housing Forecast Tool (UAHFT) to analyze housing needs in the community, based upon the affordability of the existing housing stock. The UAHFT is a housing needs model that projects housing demand based upon current trends of housing affordability and projected population increases. Data for the model was obtained through the US Census, the US Department of Housing and Urban Development, the Utah State Governor's Office of Planning and Budget (GOPB) and other sources. Findings for the models are summarized throughout this study.

The following terms are commonly used throughout this document:

- **Affordable Housing:** Housing for which the occupant is paying no more than 30% of his or her income for gross housing cost, including utilities.
- **Area Median Income (AMI):** The Area Median Income is a statistic generated by the U.S. Department of Housing and Urban Development (HUD) for the purposes of determining the eligibility of applicants for certain federal housing programs.
- **American Community Survey (ACS):** The American Community Survey is an ongoing survey by the U.S. Census Bureau. It regularly gathers information previously contained only in the long form of the decennial census, such as ancestry, educational attainment, income, language proficiency, migration,

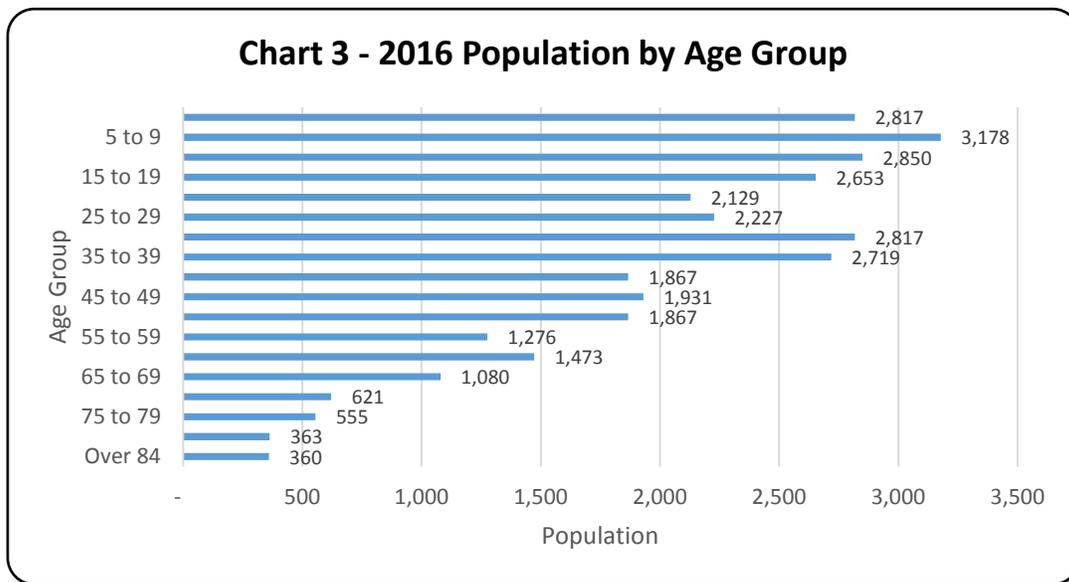
disability, employment, and housing characteristics. Sent to approximately 295,000 addresses monthly, it is the largest household survey that the Census Bureau administers.

- Utah Affordable Housing Forecast Tool (UAHFT): A housing needs model that projects housing needs based upon current trends of housing affordability and projected population increases.
- Low to Moderate Income Households (LMI): Low to Moderate Income Households refer to Households whose income does not exceed 115% of the median income for the area when adjusted for family size.
- U.S. Department of Housing and Urban Development (HUD): HUD is a cabinet department in the Executive branch of the United States federal government. HUD's Comprehensive Housing Affordability Strategy (CHAS) also makes available, projections of needs for affordable housing for the three moderate income target groups.
- Cost Burdened Households: Households spending more than 30% of their income for housing cost are considered to be cost burdened.

Population

Current Demographics

Chart 3 shows Tooele City as having a median age of 31 years. The chart also shows that the young adult age group, age 20 to 29 years old, drops which is probably a result of young adults leaving home for college and additional job opportunities in adjacent counties. The adult age group of 30 years and older reflects a significant number of families returning to or migrating to Tooele City from the Wasatch Front counties. A survey of new residents signing up for City utilities, shows most new families have moved to Tooele City because of Tooele City's more affordable housing.



The US Census numbers show Tooele City Population increasing from the 2010 Census population of 31,605 to 32,783 in 2016 with a growth rate of 3.6%. In the same period, Tooele City issued building permits for 380 single-family homes and 132 apartment units. The demographics of the 2016 Census estimates demonstrates that family migration in the age group of 30 to 40 years old towards Tooele City is still occurring.

Households Within Targeted Income Groups

An effective indicator of the need for affordable housing is the number of households experiencing housing cost burdens. This data is provided by HUD’s Comprehensive Housing Affordability Strategy (CHAS). If a household is paying more than 30% of their income for housing and utilities, based on the HUD Adjusted Median Family Income (HAMFI), that household has a “housing cost burden”. If a household is paying more than 50% of their income for housing, that household has a “severe housing cost burden.” Table 1 shows information on renters cost burden.

**TABLE 1
HUD CHAS 2015 HOMEOWNER – RENTERS COST BURDEN 30% AND 50%**

INCOME BY COST BURDEN (RENTERS ONLY)	>30%	>50%	TOTAL
Household Income ≤30% HAMFI	505	460	640
Household Income >30% and ≤50% HAMFI	305	55	475
Household Income >50% and ≤80% HAMFI	240	0	550
Household Income >80% and ≤100% HAMFI	0	0	240
Household Income >100% HAMFI	0	0	680
Total	1,050	515	2,585
INCOME BY COST BURDEN (OWNERS ONLY)	>30%	>50%	TOTAL
Household Income ≤30% HAMFI	195	130	245
Household Income >30% and ≤50% HAMFI	325	155	620
Household Income >50% and ≤80% HAMFI	690	95	1,670
Household Income >80% and ≤100% HAMFI	190	0	1,145
Household Income >100% HAMFI	130	0	4,030
Total	1,530	380	7,705

HUD CHAS 2015

Table 2 shows the HUD CHAS homeowners and renter data for Tooele City. CHAS estimates there are 2,585 renters and 7,705 owners. About 20% of homeowners have a housing cost burden of at least 30%. The share of homeowners facing severe housing cost burdens drops to about five percent for the 50% of income burden category.

**TABLE 2
HOMEOWNERS WITH COST BURDENS IN TOOELE CITY, 2015**

TOTAL OWNERS	OWNERS WITH COST BURDEN ≥30%	PERCENT OF OWNERS WITH COST BURDEN ≥30%	OWNERS WITH COST BURDEN ≥50%	PERCENT OF OWNERS WITH COST BURDEN ≥50%
7,705	1,530	19.9%	380	4.9%

RENTERS WITH COST BURDENS IN TOOELE CITY, 2015

TOTAL OWNERS	OWNERS WITH COST BURDEN ≥30%	PERCENT OF OWNERS WITH COST BURDEN ≥30%	OWNERS WITH COST BURDEN ≥50%	PERCENT OF OWNERS WITH COST BURDEN ≥50%
2,585	1,050	40.6%	515	19.9%

HUD CHAS

In Tooele City, 40.6% of all renters have a cost burden of at least 30% of household income. The share of renters with a severe housing cost burden, 50% AMI or less, drops to 19.9%. Households that have a cost

burden are not receiving any housing subsidy, such as tax credit, vouchers, etc.

Tooele City has an Area Median Income of \$56,602 in 2016 which is up from \$48,133 in 2000. Stansbury Park has an AMI of \$85,297 and Grantsville has an AMI of \$64,652. Table 3 shows the income available for median income households in Tooele City, households at 50% to 80% AMI, households at 30% to 50% AMI, and households below 30% AMI. Also shown is what a household in each income group can afford to spend on housing. For example, a household in Tooele City with income at 50% AMI to 80% AMI could afford to spend, without incurring a cost burden, \$800 to \$1,280 each month. The estimated Gross Monthly Income and Affordable Housing Costs for several race and age groups are also listed. The elderly, defined as those individuals age 65 or older, are a special needs population with the lowest median income and having many disabilities and medical needs which makes finding affordable housing difficult. The elderly are a priority concern for Tooele City.

**TABLE 3
AFFORDABLE HOUSING COSTS BY INCOME, TENURE, RACE, AND AGE**

CATEGORY	GROSS MONTHLY INCOME	AFFORDABLE HOUSING COSTS
Area Median Household Income = \$56,602/yr.	\$4,747	\$1,424
Household Income 0% to 30% AMI	\$0 to \$1,652	\$0 to \$495
Household Income >30% to 50% AMI	\$1,653 to \$2,666	\$496 to \$799
Household Income >50% to 80% AMI	\$2,667 to \$4,266	\$800 to \$1,280
Median Homeowner Household Income	\$5,352	\$1,606
Median Renter Household Income	\$2,899	\$870
Caucasian Household Median Income	\$4,904	\$1,471
Hispanic Household Median Income	\$4,561	\$1,368
Elderly (65+) Household Median Income	\$3,245	\$974

U.S. Census Bureau, American Community Survey 2012-2016

Current Housing Stock

Total Housing Units

The US Census ACS 2016, shows Tooele City as having 11,040 housing units. As shown in Table 4, of the 11,040 housing units 8,009 are owner occupied, and 2,497 housing units are renter occupied. The remaining housing units of 534 were vacant at the time of the survey.

**TABLE 4
HOUSING UNITS BY TENURE, 2016**

OWNER OCCUPIED UNITS	PERCENT OWNER OCCUPIED	RENTER OCCUPIED UNITS	PERCENT RENTER OCCUPIED	TOTAL OCCUPIED UNITS	TOTAL VACANT UNITS
8,009	76.20%	2,497	23.80%	10,506	534

U.S. Census Bureau, ACS 2012-2016

Breakdown of Housing Units Demographics

Tooele City's housing inventory is predominantly detached single-family units, totaling 8,618 units (78%). A count of attached single-family units shows only 461 units (4.2%) while two-, three-, and four-unit housing structures account for 479 housing units (4.3%). The remaining housing units in structures of five units or more equal 724 units for 6.5%. Mobile homes in mobile home parks account for 6.9% of the housing units. Table 5 shows a breakdown of housing by unit count.

**TABLE 5
HOUSING UNITS BY UNITS IN STRUCTURE**

UNIT TYPE	HOUSING UNITS	PERCENT OF TOTAL
1 Unit, Detached	8,617	78.1%
1 Unit, Attached	461	4.2%
2 Units	179	1.6%
3 to 4 Units	300	2.7%
5 to 9 Units	276	2.5%
10 to 19 Units	169	1.5%
20 or More Units	279	2.5%
Mobile Homes	758	6.9%
Total Housing Units	11,040	100%

U.S. Census Bureau, ACS 2012-2016

Tooele City has a relatively young housing unit inventory. Table 6 shows a breakdown of housing by age of the structure. Over half of all housing units, or 5,801 units, in the City were built in or after 1990 and are no older than 30 years old. The housing units built before 1990 but after 1950 (36%) accounting for 3,971 units, are of an age where upgrades or remodeling may be necessary. The housing units built before 1950 account for 11.5% (1,268) of Tooele's housing inventory and are primarily located in the older homes within the central core of the City. These homes may be more affordable than newer homes but, due to advanced age may require some investment in remodeling and renovation.

**TABLE 6
YEAR STRUCTURE WAS BUILT**

YEAR BUILT	HOUSING UNITS	PERCENT OF TOTAL
2010 or After	239	2.2%
2000 to 2009	2,774	25.1%
1990 to 1999	2,788	25.2%
1980 to 1989	671	6.1%
1970 to 1979	1,320	12.0%
1960 to 1969	1,366	12.3%
1950 to 1959	614	5.6%
1940 to 1949	581	5.3%
1939 or Earlier	687	6.2%
Total Housing Units	11,040	100%

U.S. Census Bureau, ACS 2012-2016

The vast majority of housing units, 77.6%, in Tooele City have three, four, five, or more bedrooms. Table 7 shows a breakdown of housing units by the number of bedrooms. Two bedrooms or less housing units make

up only 22.5% of Tooele City housing units. This large percentage of three, four and five bedrooms in housing units indicates that Tooele City’s housing market is dominated by large families. The 2016 US Census ACS lists the average family as 3.63 people and the average household as 3.09 people and both exceed the national average.

**TABLE 7
NUMBER OF BEDROOMS IN HOUSING UNITS**

NUMBER OF BEDROOMS	HOUSING UNITS	PERCENT OF TOTAL
None	61	0.6%
1 Bedroom	418	3.8%
2 Bedrooms	2,000	18.1%
3 Bedrooms	3,827	34.7%
4 Bedrooms	2,987	27.1%
5 or More Bedrooms	1,747	15.8%
Total Housing Units	11,040	100%

U.S. Census Bureau, ACS 2012-2016

Overcrowding was the only housing problem noted by the ACS 2016. HUD CHAS considers more than one person per room as overcrowding. Table 8 shows a breakdown of housing units with housing problems.

**TABLE 8
HOUSING UNITS WITH HOUSING PROBLEM, 2016**

HOUSING PROBLEM	HOUSING UNITS	PERCENT OF TOTAL
Overcrowding	11	0.001%
Lack Kitchen, Plumbing	0	0.0%
Total Housing Units	11,040	100%

U.S. Census Bureau, ACS 2012-2016

Affordability of Existing Housing Stock

Home sales data indicates that Tooele City has a high level of affordable housing. Affordability is measured by comparing various income levels and the percentage of new units each income level can afford. In order to qualify as equally affordable, at least 50% of homes sold in a city should be affordable to the median income level. If more than 50% of new housing units sold in the city are at or above the median income level the City has an affordable housing market. The greater the percentage, the greater the affordability. If 50% of housing units sold are below median income level, the City no longer has an affordable housing market.

Median Sales Price of Single-Family Homes

Housing prices in Tooele City are very affordable compared to prices in neighboring Wasatch Front counties. The City median sales price in 2017 was \$210,000. Table 9 shows the progression of median sale prices for single-family units in Tooele since 2000. In Salt Lake County the median sales price of a single-family home in 2017 was \$325,000, which 55% higher than the Tooele area.



TABLE 9
MEDIAN SALES PRICE OF SINGLE-FAMILY HOMES

YEAR	MEDIAN SALE PRICE	YEAR	MEDIAN SALE PRICE
2000	\$119,900	2009	\$159,900
2001	\$117,460	2010	\$150,000
2002	\$115,000	2011	\$125,000
2003	\$118,575	2012	\$131,000
2004	\$117,900	2013	\$143,000
2005	\$129,900	2014	\$157,500
2006	\$152,500	2015	\$172,500
2007	\$180,000	2016	\$189,500
2008	\$175,000	2017	\$210,000
AAGR	2.90%		

AAGR – Average Annual Growth Rate
UtahRealtors.com

Median Sales Price of Condominiums and Townhomes

In the previous 6 years, Tooele City has experienced sales price increases for single-family Homes from \$125,000 to \$210,000 in 2017. Table 10 shows the progression of median sale prices for condominiums and townhomes in Tooele since 2000. Condominiums sales price increases have also jumped from \$81,750 to \$152,000 in 2017, a 68% price increase in single-family homes and an 86% price increase for condominiums and townhomes.

TABLE 10
MEDIAN SALES PRICE OF CONDOMINIUMS AND TOWNHOMES

YEAR	MEDIAN SALE PRICE	YEAR	MEDIAN SALE PRICE
2000	\$115,463	2009	\$125,000
2001	\$91,900	2010	\$112,200
2002	\$91,995	2011	\$91,750
2003	\$85,000	2012	\$90,950
2004	\$84,850	2013	\$109,900
2005	\$85,950	2014	\$109,000
2006	\$101,000	2015	\$120,000
2007	\$119,900	2016	\$132,000
2008	\$125,000	2017	\$152,000
AAGR	1.60%		

AAGR – Average Annual Growth Rate
UtahRealtors.com

Current Affordable Housing Available And Need

Table 3 lists the Gross Monthly Income and Affordable Housing Costs for the three targeted income groups. For a household earning \$28,301 (50% AMI), may afford housing costs of \$799 per month but housing costs greater than the \$799 per month would become a cost burden. Table 3 also shows the Gross Monthly Income and Affordable Housing Costs for Median Homeowners Household Income, median renter Household Income, white households Median Income, Hispanic Household Median Income, Elderly Household Median Income (age 65 and over). This table follows the recommended template for needs assessment from the Utah State Division of Community Housing.

Table 11 shows the number of households in the five target groups. HUD CHAS indicates there are 7,705 owners and 2,585 renters in Tooele City. Renter households face cost burdens also. Tables 3 and 11 lists the income levels and number of renters in the five income target groups. By HUD CHAS numbers, as shown in Table 12, Tooele City needs an additional 325 affordable owner housing units. Tooele City has 445 subsidized rental units, as shown in Table 11, but by HUD CHAS number, Tooele City needs 965 affordable rental units which leads to a need of 520 additional affordable rental units.

**TABLE 11
OWNERS AND RENTERS BY NUMBER WITH COST BURDENS**

	≤30% AMI	>30% AMI TO ≤50% AMI	>50% AMI TO ≤80% AMI	>80% AMI TO ≤100% AMI	>100% AMI	TOTAL
Owners By Income	245	620	1,670	1,145	4,030	7,705
30% Cost Burden of Owners	195	325	690	190	130	1,530
50% Cost Burden of Owners	130	155	95	0	0	380
Renters By Income	640	475	550	240	680	2,585
30% Cost Burden of Renters	505	305	240	0	0	1,050
50% Cost Burden of Renters	460	55	0	0	0	515

AAGR – Average Annual Growth Rate

The following tables 12-15 show the availability of existing housing stock for targeted income groups for single-family and condominiums or townhomes for the years 2012 to 2016.

At the Area Median Income group level, \$56,602, affordable home sales dropped from 97% in 2012 to 96.2% in 2016. Condominiums and townhomes sales at the Area Median Income level were at 100% for all 5 years.

**TABLE 12
PERCENT OF HOMES SOLD AFFORDABLE TO HOUSEHOLDS AT AREA MEDIAN INCOME**

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	424	414	97.6%
2013	501	491	98.0%
2014	549	519	94.0%
2015	660	632	95.8%
2016	771	740	96.2%

PERCENT OF CONDOS SOLD AFFORDABLE TO HOUSEHOLDS AT AREA MEDIAN INCOME

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	24	24	100.0%
2013	29	29	100.0%
2014	38	38	100.0%
2015	41	41	100.0%
2016	54	54	100.0%

UtahRealEstate.com

Over 740 single family homes were affordable out of 771 sales (96.2%). This makes Tooele City very affordable at this AMI group level in 2016. No additional housing units are required for this income level.

At the 80% Area Median Income group level (\$45,282 household income), Table 13 shows affordable home sales dropped from 97% in 2012 to 96.2% in 2016. Condominiums and townhomes sales at the 80% Area Median Income level were at 100% or near 100% for all 5 years. This makes Tooele City very affordable at the 80% AMI. This target income group still has many choices in the purchase of a home, condominium or townhome.

At the 80% AMI level, single-family home sales and condominium or townhome sales were well over the affordable 50% sales level hurdle. No additional housing units are needed for this income level.

TABLE 13
PERCENT OF HOMES SOLD AFFORDABLE TO HOUSEHOLDS AT 80% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	424	397	93.6%
2013	501	450	89.8%
2014	549	444	80.9%
2015	660	518	78.5%
2016	771	546	70.8%

PERCENT OF CONDOS SOLD AFFORDABLE TO HOUSEHOLDS AT 80% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	24	24	100.0%
2013	29	29	100.0%
2014	38	35	92.1%
2015	41	40	97.6%
2016	54	54	100.0%

UtahRealEstate.com



At the 50% Area Median Income group level (\$28,301 household income), Table 14 shows homes sales that were affordable dropped from 31.6% in 2012 to 4.8% in 2016.

Condominiums and townhomes sales at the 50% Area Median Income level dropped from 70.8% to 18.5% in 2016. This makes Tooele City less affordable and this target group has limited choices in home or condominium purchases. Per HUD CHAS, Tooele City, with only 37 affordable homes and 10 affordable condos, needs 48

additional affordable homes or condos at the 50% AMI level.

TABLE 14
PERCENT OF HOMES SOLD AFFORDABLE TO HOUSEHOLDS AT 50% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	424	134	31.6%
2013	501	96	19.2%
2014	549	79	14.4%
2015	660	52	7.9%
2016	771	37	4.8%

PERCENT OF CONDOS SOLD AFFORDABLE TO HOUSEHOLDS AT 50% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	24	17	70.8%
2013	29	14	48.3%
2014	38	5	13.2%
2015	41	16	39.0%
2016	54	10	18.5%

UtahRealEstate.com

At the 30% Area Median Income group level (\$16,980 household income), Table 15 shows homes sales that were affordable dropped from 4.0% in 2012 to 0.1% in 2016. Condominiums and townhomes sales at the 30% Area Median Income level dropped from 8.3% to 0% in the same five-year period. At the 30% AMI level, home purchase options are extremely limited and condominium or townhome purchases may be unavailable. Tooele City is not affordable at the 30% Area Median Income level. Per HUD CHAS, Tooele City needs an additional 324 affordable housing units at the 30% AMI level.

TABLE 15
PERCENT OF HOMES SOLD AFFORDABLE TO HOUSEHOLDS AT 30% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	424	17	4.0%
2013	501	5	1.0%
2014	549	3	0.5%
2015	660	6	0.9%
2016	771	1	0.1%

PERCENT OF CONDOS SOLD AFFORDABLE TO HOUSEHOLDS AT 30% AMI

YEAR	TOTAL HOMES SOLD	AFFORDABLE HOMES	PERCENTAGE OF HOMES SOLD AFFORDABLE
2012	24	2	8.3%
2013	29	0	0.0%
2014	38	0	0.0%
2015	41	0	0.0%
2016	54	0	0.0%

UtahRealEstate.com

Rental rates have increased as the median sales prices have gone up. The US Census ACS 2016 shows a median rent of \$759. From a recent survey of rental rates on Zillow.com for rentals, there were only 12 homes or apartments available for rent at rates of \$700 to \$1,500 per month. The newer apartments and homes are renting well above the median rate. In the 2016 rental housing market, affordable rental units are limited or not available in the newer apartment communities.

Ethnic and Racial Minority Populations

Tooele City's population is 82% Caucasian (not Hispanic). Minorities, which includes Hispanics, comprise 18% of the total City Population. The Hispanic population is 12.9% of the City's population and American Indian being reported for 1.4% of the City population. Table 16 shows a breakdown of population by race.

**TABLE 16
POPULATION SHARE BY RACE**

	NUMBER	PERCENT OF TOTAL
Caucasian	26,919	82.10%
Hispanic	4,235	12.90%
2 or More Races	575	1.75%
American Indian	462	1.40%
Black	278	0.85%
Asian	160	0.49%
Pacific Islands	82	0.25%
Other	72	0.22%
Total	32,783	100%

U.S. Census Bureau, ACS 2016

Racial and ethnic minority status is correlated with poverty level. In Tooele City, 8.1% of the entire population is reported to be below the poverty level which would indicate that approximately 2,656 residents are living at or below the poverty income level set by the U.S. Census. The poverty percentage for Tooele County is 7.2% and for the entire State is 11.7%.

**TABLE 17
POVERTY BY RACE**

	NUMBER	PERCENT OF RACE IN POVERTY	US CENSUS TABLE
Caucasian	1,910	7.2%	B17001H
Hispanic	467	11.2%	B17001I
Other	241	15.2%	B17001F
2 or More Races	91	10.1%	B17001G
American Indian	61	12.8%	B17001C
Black	21	7.8%	B17001B
Asian	0	0.0%	B17001D
Pacific Islands	0	0.0%	B17001E
Total	2,791	8.1%	

U.S. Census Bureau, ACS 2016

Poverty rates by race are identified in Table 17. Because of this correlation, any deficiencies in available low and moderate-income housing units, disproportionately impacts minority populations. Of the minority population, 15% are below the poverty level.

Special Needs Population

Tooele City understands that it is important to address affordable housing for those with special needs. People with special needs may include vulnerable populations such as senior citizens, people with disabilities, the homeless or those otherwise in need of specialized or supportive housing.

Disability

It is estimated that 36.6% of all Americans 65 or older have some form of disability. People with disabilities under the age of 65 comprise approximately 9.0% of the City population or 2,930 people. Table 18 shows a breakdown of residents by disability. According to the ACS approximately 1,178 individuals, or 40.6% of Tooele City residents over age 65 have a disability. People with disabilities often face financial and social difficulties that make it difficult to obtain housing. Programs that are geared toward helping people with

disabilities obtain housing include: low rent and public housing voucher programs, assistance through centers of independence, employment and training resources.

**TABLE 18
RESIDENTS WITH DISABILITIES**

DISABILITY	AGE GROUP	TOTAL POPULATION	POPULATION WITH DISABILITY	PERCENT OF TOTAL
Hearing Disability	<5	2,828	0	0.0%
	5 to 17	7,753	11	0.1%
	19 to 64	19,008	468	2.5%
	≥65	2,898	581	20.0%
Vision Disability	<5	2,828	0	0.0%
	5 to 17	7,753	37	0.3%
	19 to 64	19,008	304	1.6%
	≥65	2,898	1,854	6.4%
Cognitive Disability	<18	10,581	560	7.2%
	19 to 64	19,008	877	4.6%
	≥65	2,898	143	4.9%
Ambulatory Disability	<18	10,581	90	0.2%
	19 to 64	19,008	1,257	6.6%
	≥65	2,898	817	28.2%
Self-Care Disability	<18	10,581	142	1.8%
	19 to 64	19,008	367	1.9%
	≥65	2,898	268	9.2%
Independent Living	19 to 64	19,008	729	3.8%
	≥65	2,898	525	18.1%

U.S. Census Bureau, ACS 2016

The median income of an individual with a disability is usually considerably less than persons without a disability. According to the ACS, median income for disabled residents over 16 years of age, is 32.5% less than City residents without a disability of the same age. This would translate to a disabled single householder having a median income of \$38,206 which would require using a larger share of their income for housing.

Seniors & Elderly

About 9% of Tooele City population is 65 and older as of the 2016 ACS. The share of the city's population that is 65 or older is expected to remain approximately the same. As the City population ages, more families will elect to move their elderly family members to Tooele City to be near them. Some elderly residents may not be able to remain in their homes or may choose to relocate to a dwelling type that better suits their preferences and needs. The Tooele City Council recognizes the need to evaluate the housing options available to seniors wishing to remain in or move to the community.

Homeless

According to the 2016 annualized point in time count, roughly 0.1% of Utah's population is homeless. Although regional differences may impact the rate of homelessness, this percentage can be used to estimate the number of homeless individuals in Tooele City, which is approximately 32. Tooele County Housing authority has programs in place as noted in the Tooele County Moderate Housing Study which address this need.

Veterans

Based on the 2016 ACS, veterans account for approximately 7.6% of Tooele City's population, or 2,507 people. Men make up 92% of those veterans and women make up the remaining 8%. There are 811 veterans that are 65 years or older age, or 32.3% of the Tooele City veteran population. Also, 749 veterans in Tooele City were reported as having some form of disability, which amounts to 18.2% of the city's disabled population being veterans. Of the 1,423 veterans of working age 18 to 65 years old, 43% were unemployed. There were 100 veterans reported to be living below the poverty level by the 2016 ACS. The median income of a veteran in Tooele City was reported to be \$50,533 which is 10.7% lower than the City as a whole. This suggests that a single income household with a veteran is less likely to afford the median housing unit in the city. Given these estimates, the City should work with the Utah Department of Workforces Services to consider strategies to lower the unemployment rate among working-aged veterans.



Victims of Domestic Violence

Victims of domestic violence receive shelter at Pathways Domestic Violence Shelter operated by Valley Behavioral Health. The facility has 16 beds and operates at high levels of occupancy. The program provides shelter for victims of domestic violence for 30 days before the individual(s) is released. In 2017 the facility served 536 individuals, 342 were residents of Tooele County. A high need, as expressed by director Elizabeth Albertson, is for transitional housing. Many of their clients do not have housing and are left to choose between homelessness or doubling up with friends or family. Pathways Domestic Violence Shelter has applied for a U.S. Department of Justice grant that would help fund and develop a five-unit transitional housing facility. Under the terms of the grant the transitional housing would be for six months to 24 months. Transitional housing for this population is a high priority.

Fair Housing Status

HUD measures Fair Housing Status by the number of housing discrimination complaints in a jurisdiction. Fair Housing complaints are very low for Tooele County. Since 1994, 24 complaints have been filed. Five complaints were filed in 2012 which was the highest year. Only three complaints were file in 2017. Considering the county has about 4,300 rental units, filed complaints are an extremely low percentage of the renter population according to the Tooele County Affordable Needs Assessment.



Availability of a Variety of Housing Sizes

Tooele City's housing inventory is predominately single family with three- and four-bedrooms (61.8%). There are only 2,479 housing units (22.5%) with two bedrooms or less within Tooele City. New homes are required by zoning to be at least 1,100 square feet which again leads

to a three-bedroom home. A majority of the homes in Tooele City have basements which have been or can be finished for additional bedrooms as the need arises.

Analysis of Special Needs Housing

There is a significant population of seniors and people with disabilities in Tooele City, currently there is a deficiency of housing specifically designed for this segment of the population in Tooele City. There are 16 low income tax credit and subsidized rental communities in Tooele County. Of those 16 communities shown in Table 19, 11 are located in Tooele City and contain 445 housing units (60.7%). The other rental communities consist of 287 units (39.3%) and are located in Grantsville, Stansbury Park and Wendover. Tooele City needs more special needs housing since all available housing units are occupied and there is a waiting list for available rental units. As the city grows, the need for specialized housing will likely continue to increase and the city should evaluate and monitor current zoning regulations to assure that there are minimal regulatory barriers to constructing this type of housing. Subsidized housing and special needs rental housing is managed by the Utah Housing Corporation and the Tooele County Housing Authority (TCHA).

**TABLE 19
LOW INCOME TAX CREDIT & SUBSIDIZED RENTAL COMMUNITIES**

COMMUNITY	ADDRESS	SUBSIDY	UNITS
Somerset Gardens (Senior)	143 North 400 West	RD Senior	28
Oquirrh View Apartments (Senior)	552 North 270 East	RD Senior	16
Canyon Cove Senior Housing	178 East Vine Street	HUD Senior	21
Remington Park Retirement (Senior)	495 West Utah Avenue	RD Senior	72
Lake View Apartments	742 North 100 East	Tax Credit	76
Valley Meadows	582 North Shay Lane	Tax Credit	40
Tooele Crown	Scattered Sites	Tax Credit	11
Tooele Gateway Apartments	232 West Fenwick Lane	Tax Credit	130
Westwood Mesa	780 West 770 South	Tax Credit	22
Landmark Apartments	350 West 400 North	HUD Senior	24
Five-Plex		Public Housing	5
Total			445

Utah Housing Corporation & Tooele County Housing Authority

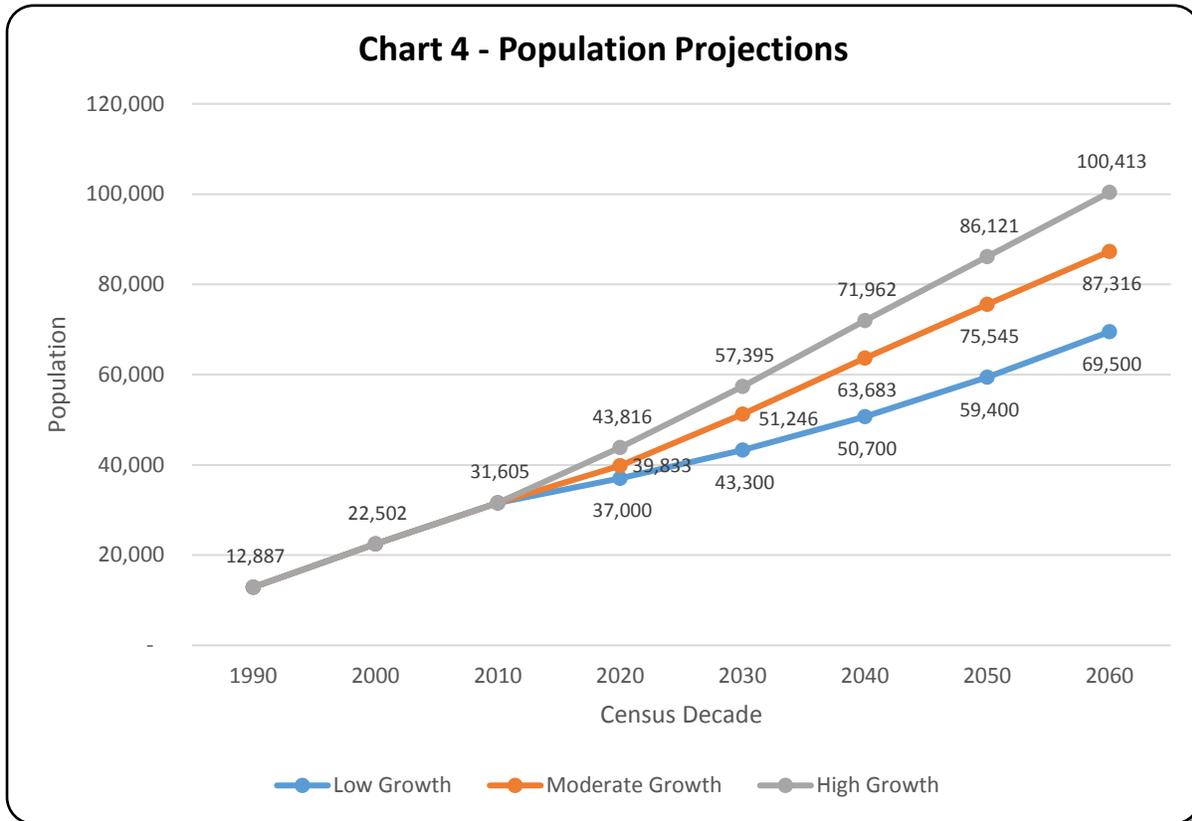
TCHA and Utah Housing Corp administer many affordable housing assistance programs as well as the many tax credit and subsidized rental communities. There is a home repair program, weatherization program, down payment assistance program, Security deposit assistance program, rent to own program and Section 8 rental assistance program. Not all programs are funded at any one time but the Housing Authority is constantly seeking grants and additional funding to continue the programs. TCHA is also seeking funding to construct a new housing community for low income households which it will manage because many private landlords have stop participating in the assisted rental program.

Population Projections

High, Medium and Low Population Projections

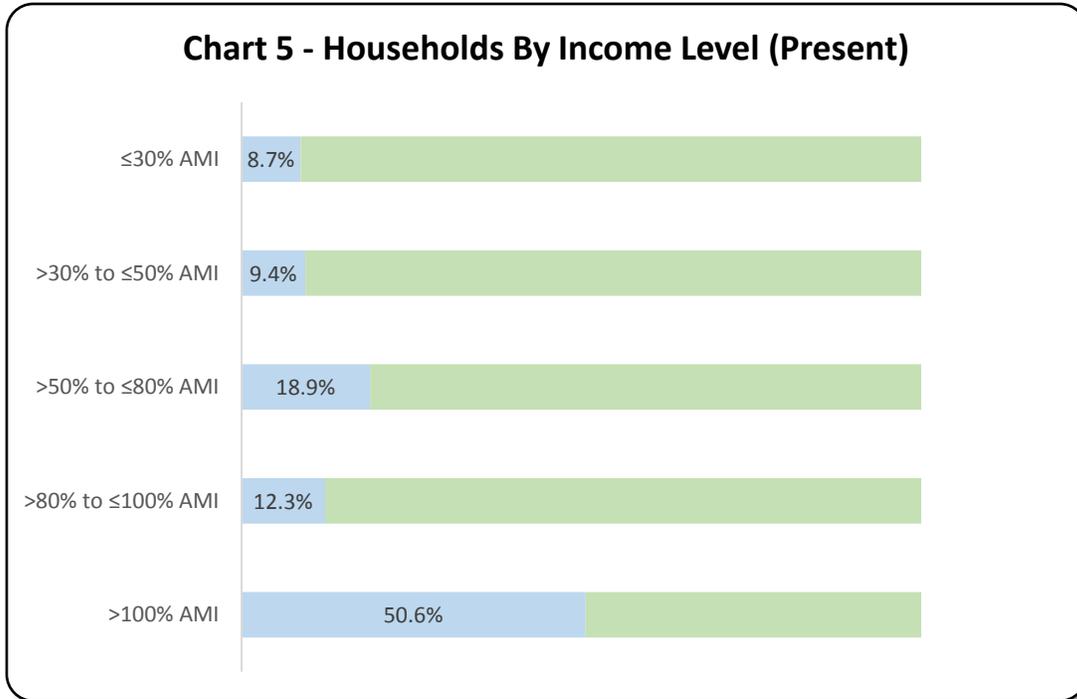
The population projection used for this study (Moderate Projection) is from the Governor’s Office of Planning and Budget with growth rates of between 16% and 29% each decade. A high and low population projection was also calculated based upon the GOPB projection. The GOPB projection is used because it tends to follow

the recent growth rates. Chart 4 shows the three population projections. The high projection predicts Tooele City population to reach about 100,000 people by 2060. Assuming all growth factors such as expanded sanitary sewer facilities, expanded culinary water facilities, expanded transportation system to Salt Lake County, expanded city services and continued good economic growth continue, the moderate population projection is obtainable.



Estimated Percentages of Targeted Income Groups and Special Needs Groups

The UAHFT tool, using the moderate growth projection, shows the percent share of the City 2016 population in relationship to the \$56,605 area median income. Chart 5 shows that 50.6% of the City’s population have an income at or above the area median income in 2016. Using the same percentage of the City population in the targeted income groups for the five- and ten-year projections as is currently estimated by the ACS, see Chart 5. From the US Census ACS, shows 9% of Tooele’s Population is disabled, 9% are seniors, .01% are homeless according to the 2016 annualized point in time survey, 7.6% are veteran, and the 342 county residents served in 2017 that were victims of domestic violence make up approximately .005%.



Forecast Of Affordable Housing Need

Comparing Population Projections with Expected Housing Construction

The housing construction industry in Tooele City in 2016 is still recovering from the economic recession of 2007 through 2011. New subdivisions are in the planning stages and builders have reported having problems finding building lots and scheduling subcontractors. In 2016, residential contractors are still trying to keep up with the expanding demand in the Tooele City market and have had to delay construction projects because of the above mentioned problems.

	<u>2010</u>	<u>2016</u>	<u>2020</u>	<u>2025</u>
Population	31,605*	32,783	39,833	45,539
Projected Number of New Housing Units		512*	2,350	1,902
Projected Ramp Up of Residential Construction			600	1,250

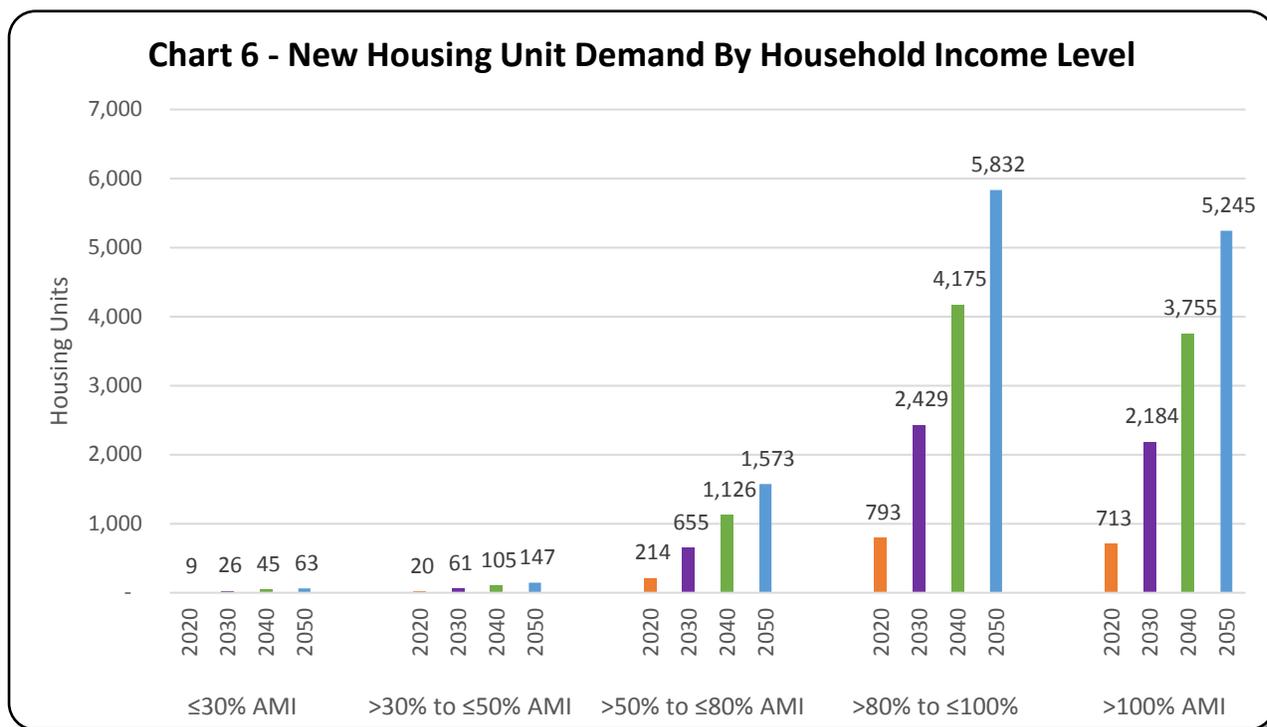
** Actual*



Estimated Number of New Housing Units Needed

Income Group	2020 New Housing Unit Demand	2025 New Housing Unit Demand
<=30% AMI	9	10
>30% to >50% AMI	26	31
>50% to >80% AMI	45	53
>80% to >100% AMI	63	74
Seniors	193	171
Disabled	193	171
Homeless	23	19
Veterans	178	144
Domestic Violence	12	10

Chart 6 is generated by the UAHFT tool for the 2020 through 2050 population projections for each of the five targeted income groups. The 2025 projections would be calculated as half of the 2030 number. The numbers are put into a simple table above. Again the special needs groups may overlap.



Regulatory Environment

Current Zoning and Affordable Housing

Current Tooele City does not have an ordinance specific to affordable housing. There are no fee or permit waivers or density bonuses for affordable housing. Although there are no proactive policies promoting affordable housing, ordinances or policies that prohibit affordable housing do not exist in the City's code. Manufactured housing is permitted, high density multi-family housing is permitted, and minimum lot sizes for single-family homes are between 7,000 and 8,000 square feet, which helps with affordable housing.

The only City ordinance that may be a barrier to affordable housing or fair housing, is the single-family, multi-family residential design standards found in Title 7, Chapters 11a & 11b. These ordinances establish minimum standards for covered parking, square footage, minimum masonry percentage and minimum architectural features such as front porches, decorative windows, articulated roof lines and articulated building elevations and others which can increase the cost of a housing unit.

**TABLE 20
ANNEXED AREAS & DEVELOPMENT**

ZONING / DEVELOPMENT	TOTAL ACREAGE	USED ACRES	PERCENT OF TOTAL	VACANT ACRES	PERCENT OF TOTAL
Bison Ridge PUD	55.29	0.00	0.0%	55.29	100.0%
Copper Canyon PUD	128.74	57.10	44.4%	71.64	55.6%
Gleneagles PUD	17.71	6.53	37.0%	11.18	63.1%
Overlake Multi-Family Residential	15.00	15.00	100.0%	0.00	0.0%
Overlake Single-Family Residential	149.39	149.39	100.0%	0.00	0.0%
Overlake Highway Commercial	16.45	14.40	87.5%	2.05	12.5%
Peterson Industrial Depot PUD	273.63	267.56	97.8%	6.07	2.2%
High Density Residential	170.12	82.20	48.3%	87.92	51.7%
Medium Density Residential	94.74	90.49	95.5%	4.25	4.5%
R1-7 Residential	3,726.67	1,499	40.2%	2,227.67	59.8%
R1-8 Residential	306.64	267.12	87.1%	39.52	12.9%
R1-10 Residential	160.06	149.84	93.6%	10.22	6.4%
R1-12 Residential	160.58	113.23	70.5%	47.35	29.5%
R1-14 Residential	80.37	44.20	55.0%	36.17	45.0%
RR-1 Rural Residential	685.81	288.36	42.0%	397.44	58.0%
RR-5 Rural Residential	827.39	24.38	2.9%	903.01	97.1%
Open Space	2,196.33	109.26	5.0%	2,087.07	95.0%
Mixed-Use	320.11	34.23	10.7%	285.88	89.3%
Mixed-Use - Broadway	22.16	18.75	84.6%	3.41	15.4%
Mixed-Use - General	101.73	88.17	86.7%	13.56	13.3%
Neighborhood Commercial	254.60	2.39	0.9%	252.22	99.1%
General Commercial	988.87	171.71	17.4%	817.16	82.6%
Research & Development	842.10	0.00	0.0%	842.10	100.0%
Light Industrial	385.93	180.94	46.9%	204.99	53.1%
Industrial (Heavy)	802.26	210.25	26.2%	592.01	73.8%
Other	54.28	0.00	0.0%	54.28	100.0%
Total	12,836.97	3,884.49	30.5%	8,920.69	69.5%

Tooele City Community Development Department

Tooele City has annexed vast areas of vacant property in the last 30 years. Table 20 shows that a total of 20 square miles is zoned for development not counting roads. Only 6.1 square miles or 30.5% is developed. The potential for future growth is high. The zone most suitable to affordable housing is the HDR High Density Residential zone, which has since been reconfigured into the MR-16 Multi-Family Residential zone, supporting 16 dwelling units per acre with 89.92 available acres. Also the MDR Medium Density Residential zone, which has since been reconfigured into the MR-8 Multi-Family Residential zone, supporting eight dwelling units per acre has 4.25 available acres suitable for affordable housing. The R1-7 Residential zone, supporting 5 units per

acre with 2,227.66 available acres, and the R1-8 Residential zone, supporting 4.5 units per acre with 39.52 available acres, are the most suitable zones for affordable single-family homes.

Plans To Meet The Affordable Housing Need

Existing Development for Affordable Housing

With housing values declining after the 1999 peak, several approved Tooele City condominium and townhome projects completed their infrastructure but ceased constructing housing units. Builders claimed they could not construct townhomes or condominiums that would be substantially more affordable than single-family homes and so sales ground to a halt. With today's median home sales price at over \$210,000, townhomes and condominiums should now fill the price range under single-family housing. Table 21 shows there are 221 condominium or townhome units platted with site work completed where the residential buildings were never completed in Tooele City. These types of housing units tend to be more affordable.

**TABLE 21
UNFINISHED CONDOMINIUM & TOWNHOME PROJECTS**

PROJECT	TOTAL UNITS	REMAINING UNITS	PROJECT START YEAR
West Point Meadows Condominiums	64	43	1997
Crescent Court Condominiums	199	133	2001
Comiskey Park Garden Home Condominiums	88	8	2000
Gleneagles PUD	54	37	2001
Totals	405	221	

Tooele City Community Development

Existing Zoning That Typically Allows Affordable Housing

Without rezoning more acreage in the future, Tooele City could grow by 13,218 affordable housing units and reach a population of 72,441. Acres set aside for parks, schools, and roads would need to be deducted.

**TABLE 22
ZONING THAT FACILITATES AFFORDABLE HOUSING**

ZONING CLASSIFICATION	DENSITY PER ACRE	VACANT ACRES	PROJECTED LOTS / UNITS	PROJECTED POPULATIONS
High Density Residential	16	87.9	1,400	4,200
Medium Density Residential	8	4.3	19	58
R1-7 Residential	5	2,227.0	11,135	33,405
R1-8 Residential	4.5	39.5	117	533
Copper Canyon PUD	5	55.3	276	829
Gleneagles PUD	16	2.6	41	123
Crescent Court Condominiums	16	7.9	133	399
West Point Meadows Condominiums	16	2.4	37	111
Totals		2,426.9	13,218	39,658

Tooele City Community Development

Future annexations could offset the deducted acreages. With the thousands of acres of land surrounding the city, Tooele will continue to annex and grow as city services are increasingly necessary for the expected population growth in Utah.

Existing and Future Mobile Home Parks

Tooele City has 639 mobile home spaces in the existing eight mobile home parks. Mobile homes within a mobile home park can be an affordable housing option. Building pad rents and utilities must be calculated in order to determine the affordability of the housing unit. Tooele City does have an ordinance that would permit new mobile home parks if the need of such housing units was demonstrated to create a balance of housing units and the location satisfied proximity to major roads and commercial centers.

Strategies To Meet Current And Forecasted Affordable Housing Needs

Zoning and Annexations

Tooele City does not regularly change zoning on its own, however, the General Plan Land Use Element recommends a balanced and diverse mix of residential housing units and lot sizes and each rezone request should comply with the requirements of the City's Land Use Element.

Tooele City has recently approved several rezones of undeveloped land to the R1-10 Residential and R1-14 Residential zones and one rezone for high density residential uses that provides more options in lot size and residential housing unit styles such as apartments, condominiums and town houses.

Tooele City will consider future annexation petitions and has approved one residential annexation as recently as 2015.

Tooele City's current Zoning Map provides sufficient zoning districts to meet the city's affordable housing needs through 2050. More than 2,400 acres of zoning that allows for affordable housing possibilities exists within City boundaries. All zoning change requests are reviewed individually, case by case, as they are submitted.

Tooele City has an in-fill overlay zoning district that provides incentives for residential construction in the older central City area. The incentives include smaller setbacks, reduction of water rights requirements, reduced lot frontage requirements, and increased total lot coverage.

Tooele City also has an effective Planned Unit Development (PUD) ordinance that can be applied to any residential zoning district. The PUD ordinance provides flexibility in development standards such as setbacks, lot sizes, lot coverages and so forth. Flexibility in these standards can serve to reduce per-lot land costs and help to reduce the overall cost of housing within a development.

Strategies For Encouraging The Construction Of Moderate Income Housing

During the 2019 General Legislative Session, the Utah State Legislature passed Senate Bill 0034. As a part of that bill, the state established a new mandate for cities to include in their moderate income housing plans including the identification of at least three strategies to facilitate a reasonable opportunity for a variety of housing, moderate income housing to be implemented within the community. Tooele City has identified eight strategies already in place or in the planning stages. These strategies should be achievable by the time of the next Affordable Housing Plan update. Those strategies are:

Strategy 1 – Rezone for Densities Necessary to Assure the Production of Moderate Income Housing.

Tooele City has recently rezoned various properties to the MR-8 Multi-Family Residential zone permitting up to eight units per acre and the MR-16 Multi-Family Residential zone permitting up to 16 dwelling units per acre. The City has also created a new multi-family residential zoning district, the MR-25 Multi-Family zone permitting up to 25 dwelling units per acre and has amended building height and setback restrictions within this zone to be more compatible to developments with this density.

Strategy 2 – Encourage higher density or moderate-income residential development near major transit investment corridors.

Tooele City is in the process of revising the General Plan. Included in this revision are the Land Use and Transportation Elements. These elements will be reviewed and locations within the City near major transportation corridors, mass transit stops, future mass transit corridors and so forth will be identified and considered for medium and higher density residential zoning districts where various housing types may be constructed.

Strategy 3 – Create or Allow for, and Reduce Regulations Related to, Accessory Dwelling Units in Residential Zones.

On August 21, 2019, the Tooele City Council approved an ordinance enacting Chapter 7-14a addressing accessory dwelling units. This ordinance permits detached, attached and interior accessory dwelling units for properties that meet certain qualifications of lot size, setbacks, parking and so forth. Having the Accessory Dwelling Unit ordinance complete, Tooele City will now begin implementing this ordinance through the building permit process.

Strategy 4 – 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

Work with Tooele County Housing Authority and have a City representative attend the quarterly meetings. Tooele City has the largest population in Tooele County and has the most to gain from partnering with the Housing Authority to construct more moderate income housing.

Tooele City is also working with the Utah Housing Authority, directing them to new developments where lots can be purchased and developed as moderate income housing with the assistance of subsidies and City reduction of impact fees as permitted by Tooele City Code.

Strategy 5 – Facilitate the Rehabilitation or Expansion of Infrastructure that will Encourage the Construction of Moderate-Income Housing;

Tooele City has created In-Fill Overlay Districts applicable, see Figure 1, to older portions of the City where existing housing stock is increasingly aging and in need of renovation. The In-Fill Overlay zoning district is formulated to appropriately encourage residential development and redevelopment on lots and parcels of record that may be nonconforming or surrounded by developed land in order to more efficiently utilize residential land, existing public infrastructure, and public services.

Tooele City is always seeking ways to improve the In-Fill Overlay districts to utilize or rehabilitate existing infrastructure and make development more feasible. The City is

Strategy 6 – Reduce Impact Fees, as defined in Utah Code Section 11-36a-102, Related to Low and Moderate Income Housing

Tooele City’s accessory dwelling unit ordinance provides 50% reductions in impact fees for all attached and detached units. Impact fee reductions include culinary water, sanitary sewer, public safety and parks and recreation fees. Interior accessory dwelling units are exempt from payment of any impact fees.

Tooele City’s In-Fill Overlay districts also reduce culinary water fees by 50% which serves to encourage development of smaller less expensive lots within the City. This serves to make lots more affordable in the In-Fill areas and facilitates more affordable housing.

Tooele City ordinances permit the City Council to reduce impact fees for affordable housing units and the City should plan to partner with State organizations such as the Utah Housing Authority to encourage the construction of moderate income housing.

Strategy 7 – Consider General Fund Subsidies or Other Sources of Revenue to Waive Construction Related Fees that are Otherwise Generally Imposed by the City.

Tooele City Code already permits General Fund subsidies and the Tooele City Council is considering increasing these for moderate income housing. Any time impact fees are waived there is a requirement that the fee is made up for through General Fund subsidies.

Strategy 8 – Preserve Existing Moderate Income Housing

In many older areas of Tooele City there are some legally non-conforming duplexes, apartment buildings and other housing units that were constructed prior to existing zoning codes. These non-conforming units are protected by Tooele City Code Chapter 7-3; Non-Conforming Uses. This ordinance permits non-conforming buildings and land uses to persist in perpetuity as long as there is not a cessation of use greater than one year and also permits the re-construction of non-conforming buildings if destroyed by fire or other calamity. There are no plans to change or otherwise amend this ordinance and these non-conforming, potentially moderate income housing units will continue without challenge by Tooele City.

Additional strategies identified by Senate Bill 0034, including an additional strategy adopted by the Utah State Legislature in the 2020 General Session include:

- Facilitate the rehabilitation of existing uninhabitable housing stock into moderate income housing.
- Allow for higher density or moderate income residential development in commercial and mixed-use zones, commercial centers, or employment centers.
- Eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's own vehicle, such as residential development near major transit investment corridors or senior living facilities.
- Allow for single room occupancy developments.
- Implement zoning incentives for low to moderate income units in new developments.
- Utilize strategies that preserve subsidized low to moderate income units on a long-term basis.
- Participate in a community land trust program for low or moderate income housing.
- Implement a mortgage assistance program for employees of the municipality or of an employer that provides contracted services to the municipality.

- Apply for or partner with an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity.
- Apply for or partner with an entity that applies for affordable housing programs administered by the Department of Workforce Services.
- Apply for or partner with an entity that applies for programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act.
- Apply for or partner with an entity that applies for services provided by a public housing authority to preserve and create moderate income housing.
- Apply for or partner with an entity that applies for programs administered by a metropolitan planning organization or other transportation agency that provides technical planning assistance.
- Utilize a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency.
- Reduce residential building design elements.
- Any other program or strategy implemented by the municipality to address the housing needs of residents of the municipality who earn less than 80% of the area median income.

GENERAL PLAN



ANNEXATION POLICY PLAN ELEMENT

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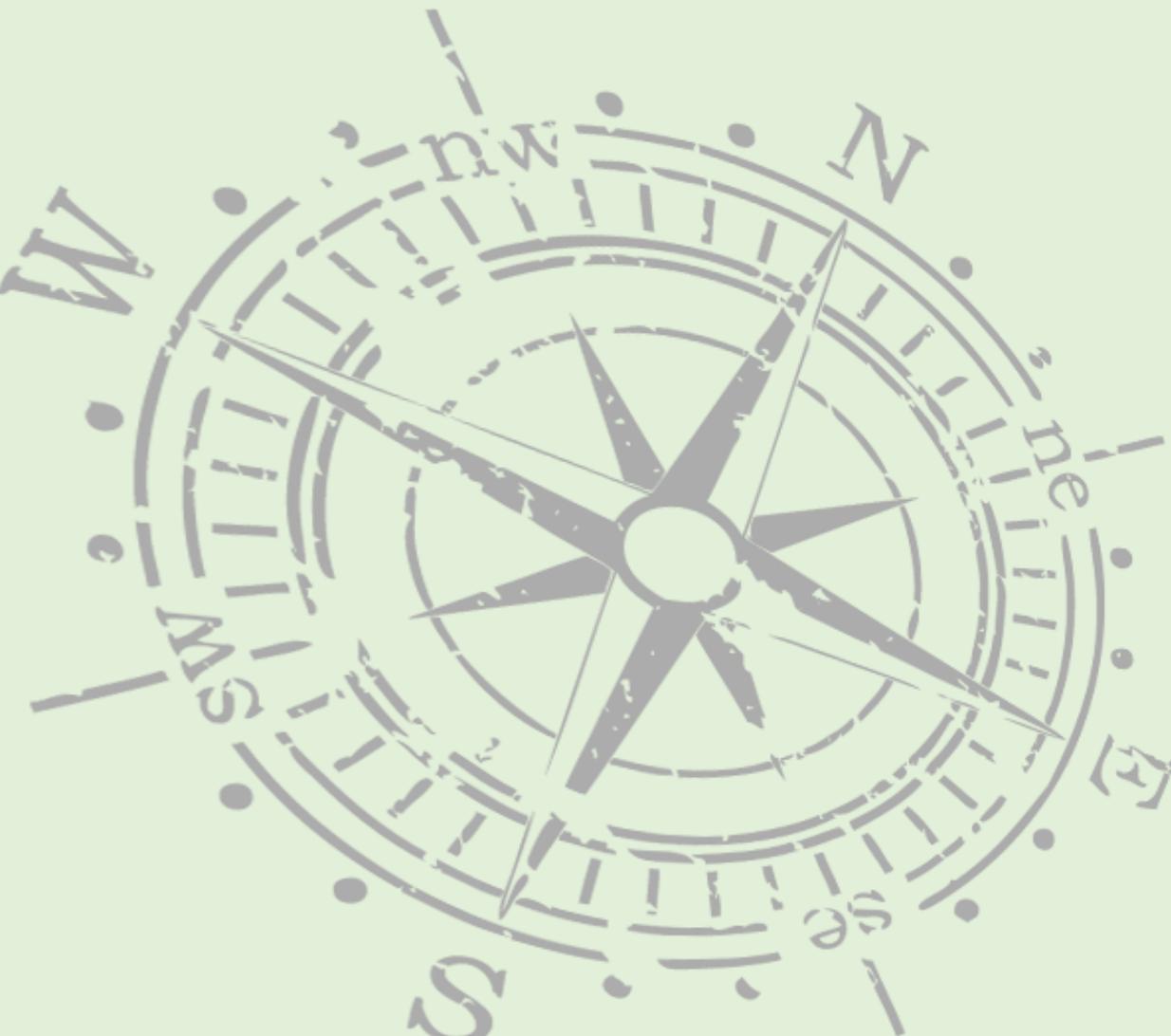
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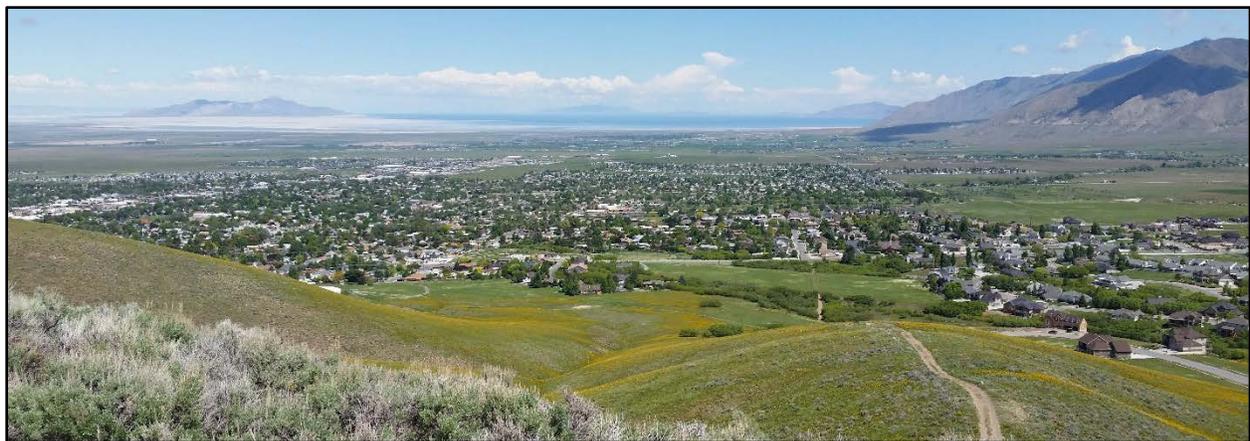


Annexation Policy Plan Element

Introduction

The growth of a community can happen in two basic forms; internal and external. Internal growth is the development policies, patterns and strategies for properties already within the incorporated area of a city. External growth is the policies and strategies for expanding the incorporated boundaries of a city. External growth can be a troubling and dangerous approach to growth or can serve as a natural and healthy approach to managing growth. The Annexation Policy Plan Element is Tooele City’s approach, policies and strategies for external growth management. The basic function of the Annexation Policy Plan is to identify those areas around the outside of the community that present the greatest potential for a positive and appropriate development focus. Identifying certain “Expansion Areas,” or “Growth Areas,” that will best accommodate future growth will allow increased focus on creating or enhancing transportation systems and infrastructure coordinated with development activity that builds upon the character, development and infrastructure within the community. In the Expansion Areas the city can concentrate on improvements that will support the existing variety of uses of the community, such as residential, office, commercial, tourism, recreation, and industrial uses. Growth into Expansion Areas is intended to occur in a manner that discourages sprawl by focusing new development into targeted areas that are most appropriate for integrating open spaces, natural resources, land uses, and transportation activities into the community. Expansion Areas are not urban growth boundaries. Expansion growth boundaries are typically specific geographic boundaries within an area that set down outer limits for new development or infrastructure. Expansion Areas are not prohibitive to new development, but target it to identified areas most viable for inclusion and integration into Tooele City.

In September 2010, Tooele City concluded the process of working with the firm of Lewis, Young, Robertson, and Burningham, Inc. (LYRB) to develop the first comprehensive Annexation Policy Plan for the city. Through the unanimous adoption of City Council Ordinance 2010-15 on October 6, 2010, that plan became the official Annexation Policy Plan for Tooele City in accordance with Utah State Law. Annexation policy for Tooele City existed prior to that plan but did not provide the depth and breadth of that plan. The LYRB plan was officially amended through a unanimous City Council vote on Ordinance 2020-25 on June 17, 2020. That amendment served to add three new potential expansion areas to the LYRB plan. The development of this Annexation Policy Plan was built upon the LYRB plan, prior policy, and the adopted June 2020 amendment and serves as an update to them. This Annexation Policy Plan has been prepared such that all current requirements of the law have been addressed regarding the areas under consideration in this amendment.



In the 2001 General Legislative Session, the Utah State Legislature adopted regulation that mandated communities develop and adopt a formal Annexation Policy Plan in order to be able to annex property. That legislation, codified as Section 400 of Title 10, Chapter 2 of the Utah Code Annotated, also establishes subject matter to be included within Annexation Policy Plans and the procedure by which those plans are to be developed and adopted. This Element of the Tooele City General Plan, as adopted according to those regulations, serves as the official Annexation Policy Plan for Tooele City. The argument can be made that the best annexation policy is not to annex in order to control development and contain it to that area already within the community. The argument can conversely be made that a policy of inaction gives away the control and decision making authority entrusted to the community's leadership and gives it to others to dictate how the greater community will develop. For these reasons, the approach for Tooele City is not to take either approach but rather to establish clear and reasonable policies and goals considering petitions for annexation.

Procedure And Involvement

The process and procedure for annexation, as outlined in the Utah State Code, is one that is extensive and lengthy but provides ample opportunity for protest and consideration, including general public scrutiny and input. It is a process that hinges on the Annexation Policy Plan. In similar fashion, the adoption of an Annexation Policy Plan is too and extensive one designed to have a built in element of public review and input. It is a procedure that intricately involves both the Planning Commission and the City Council.

The Duties of the Planning Commission as the Recommending Body

- Prepare a proposed Annexation Policy Plan.
- Provide notice and hold a public meeting to allow Affected Entities, as defined in the Utah State Code, to examine the proposed Annexation Policy Plan and to provide input on it.
- Accept and consider any additional written comments from Affected Entities after the public meeting.
- Make any modifications to the proposed Annexation Policy Plan the Planning Commission considers appropriate, based on input provided at or following the public meeting.
- Provide notice and hold an official public hearing on the proposed Annexation Policy Plan.
- Make any further modifications to the proposed Annexation Policy Plan the Planning Commission considers appropriate, based on input provided at the public hearing.
- Submit its recommended Annexation Policy Plan to the Tooele City Council for their consideration.

The Duties of the City Council as the Legislative and Adopting Body

- Provide notice, including notice to Affected Entities, of a public hearing.
- Hold a public hearing on the Annexation Policy Plan recommended by the Planning Commission.
- After the public hearing, make any modifications to the recommended Annexation Policy Plan that the City Council considers appropriate.
- Adopt the recommended Annexation Policy Plan, with or without modifications.

Responsibilities of Petitioners for Annexation

Although not formally a part of the dictates in the Utah State Code, it is important to recognize the responsibilities of the petitioners for annexation. This is particularly poignant considering that the process for annexation is driven by the petitioner's intent rather than a City initiative in the vast majority of cases and by its very nature originates outside of the City as a request for inclusion into and burden upon the city's resources and infrastructure. As such the emphasis should be placed upon the petitioner to demonstrate the viability and benefit to the community of the annexation request. The petitioner for any annexation should be solely responsible for providing, to the satisfaction of the City, professionally-prepared analyses and studies

that clearly, thoroughly, and specifically identify and outline the viability of the petition and resulting impacts to the community, should the petition be approved, in at least each of the areas:

- Culinary Water: source provision, storage, delivery, and infrastructure
- Sewer & Wastewater: collection, treatment, secondary water, and infrastructure
- Storm Water: collection, disposal, regionalization, and infrastructure
- Transportation: vehicular, non-motorized, active transportation, transit, pedestrian modes, and infrastructure
- Parks, Recreation, & Open Space: services provided, impact on existing facilities and programs, needs for additional and expanded facilities and programs, active recreation, and open space preservation
- Public Safety: services provided, impact on existing facilities, needs for additional and expanded facilities, and impacts on response capabilities to the area(s) proposed for annexation, and infrastructure
- Taxes: implications to the public funds from added areas and land uses proposed in the immediate circumstances as well as over 5- and 10-year horizons

Although the strict consideration of this procedure suggests the Planning Commission and City Council conduct their respective portions of the process in a bubble, it is anticipated and reasonable that both bodies will have review and input throughout the entire process of General Plan development, including the Annexation Policy Plan. It is also anticipated that the meetings outlined in the procedure above will not be the only opportunities for Affected Entities or the general public to review and provide feedback on the Annexation Policy Plan and General Plan as a whole. Although more specific than the adoption procedure for the entire General Plan, the procedure for adoption of the Annexation Policy Plan will be followed and incorporated into the process followed by Tooele City for the adoption of both. Even after adoption of the General Plan, it is appropriate for Affected Entities and members of the general public to review the Plan and provide comment to City staff, Administration, the Planning Commission or the City Council.

Annexation Goals And Considerations

The management of growth and expansion should be in consideration with all types development applications and activities. These considerations should separate areas of the unincorporated county into areas that the City has identified as possible areas of expansion that can reasonably be accommodated with municipal services by Tooele City. These areas should be coordinated with Tooele County and other entities to ensure that growth is consistent with appropriate goals and plans. By discouraging growth in outlying areas and encouraging growth in areas where services are available, or can easily be extended, the City can discourage sprawl development and allow for the efficient cost effective provision of municipal services.

The growth areas of the City should be of sufficient size to accommodate planned residential and non-residential growth consistent with the General Plan, taking into account the following:

1. Land with natural constraints, i.e. sensitive lands, water sheds, water drainage, cliffs, steep slopes, views, vegetation preservation, rock slides, liquefaction, and fault lines, etc.;
2. Agricultural land to be preserved;
3. Greenbelt and open space lands;
4. Transportation corridors and preservation;
5. Existing projects with development potential;
6. Land use patterns already created by existing development;
7. Development buildout potential and timing;

8. Preservation of public infrastructure and water sources;
9. Preservation of viewsheds and scenic vistas where possible; and
10. Needs for preservation of open-space, parks, and wildlife habitats.

The following factors should be considered in determining the precise location of annexation growth area boundaries:

1. Geographic, topographic, and manmade features;
2. The location of public facilities;
3. Availability of needed services, limits of capacities and extension limits;
4. Jurisdictional boundaries of other public entities and improvement districts; and
5. Location of natural resource lands and critical areas.

Planning growth in this way could provide the following advantages to the City:

1. An efficient development pattern;
2. Identification and maintenance of protected agricultural areas;
3. Avoidance of unnecessary and premature consumption of land that cannot be developed or serviced efficiently;
4. A focused plan for preserving existing public facilities, capital investments and extension of public facilities in the future;
5. Development and maintenance of fiscal integrity in City operations by encouraging the full utilization of existing infrastructure;
6. Diversification and strengthening of the tax base of the community;
7. Development of local job opportunities;
8. Protection and preservation of natural and environmental features that are desired by the community; and
9. Facilitation of development by providing sufficient areas to support anticipated populations.

Annexation Policy Plan Information

Tooele City is not required to adopt an Annexation Policy Plan. Without an adopted Annexation Policy Plan the City would be prohibited from considering petitions for annexation. Aside from being good practice, an Annexation Policy Plan is required to review and address specific topics and aspects of property annexation. Based on current Utah State Code requirements, the following aspects and topics are required and included within this Annexation Policy Plan:

- A map of the Expansion Areas which identify those areas considered reasonable for potential annexation and those that are not.
- A statement of the specific criteria that will guide the city's decision whether or not to approve future annexation petitions, addressing matters relevant to those criteria including:
 - The character of the community
 - The need for municipal services in developed and undeveloped unincorporated areas
 - The city's plans for extension of municipal services;
 - How the services will be financed
 - An estimate of the tax consequences to residents both currently within the municipal boundaries and in the Expansion Area
 - The interests of all affected entities

- The justification for excluding from the Expansion Areas any area containing urban development within ½-mile of the city's boundary
- A statement addressing any comments made by Affected Entities at or after the public meeting and public hearings

This plan shall be construed neither as an expression of the City's intention or ability to annex property or extend municipal services and infrastructure to any particular property, nor to do so in any particular time frame or at all. Rather it should only be considered as a statement of policy by which consideration of petitions for annexation will be reviewed and areas where that consideration may be possible. Simply put, should the City choose to annex any land identified in this plan, the City's stated policy is for the land owners and developers to construct and dedicate all land and facilities necessary to extend and provide municipal services, e.g., roads, water, sewer, storm drain, etc., as a condition to annexation.

Expansion Areas Map

Each Annexation Policy Plan is required by state law to include a map of the Expansion Areas which may be considered by the City for possible inclusion into the City at some point. Identification of properties within an Expansion Area does not suggest or entitle any of those properties to annexation into the city just as it doesn't mean that any properties will be annexed at all. Adoption of an Expansion Area Map represents solely the scope of properties that could be considered for potential annexation. The Tooele City Expansion Area Map is included herein as Appendix A to this General Plan Element. Utah State law also states that, if practicable and feasible, annexation boundaries should be aligned with surrounding entities under the following considerations:

- The boundaries of existing local districts and special service districts for sewer, water and other services
- The boundaries of school districts whose boundaries follow city boundaries
- The boundaries of other taxing entities
- To eliminate islands and peninsulas of territory that are not receiving municipal-type services
- To facilitate the consolidation of overlapping functions of local government
- To promote the efficient delivery of services
- To encourage the equitable distribution of community resources and obligations

The City has weighed each of these considerations in determining the proposed Expansion Areas illustrated in the Expansion Area Map. This Tooele City Annexation Policy Plan anticipates the possible annexation of the following 11 areas.

Expansion Area A. Expansion Area A is located at the west border of Tooele City's current municipal boundaries and is comprised of approximately 155 acres of private property. Area A is outlined by: the east boundary of Sheep Lane on the west; State Road 112 on the southwest; the existing boundary of incorporated Grantsville City on the north; and the existing boundary of incorporated Tooele City on the east and south. The western boundary of Expansion Area A also matches up with the eastern incorporation boundary of Grantsville City. Expansion Area A is currently undeveloped with some active agricultural activities. This area may be best suited for commercial and industrial uses, motor sports and recreationally related businesses, and hospitality uses.

Expansion Area B. Expansion Area B is located at the northwest border of Tooele City's current municipal boundaries and is comprised of approximately 580 acres of private property. Area B is

outlined by: the existing boundary of incorporated Grantsville City on the west; the planned alignment of the Tooele County Parkway corridor, inclusive, on the north; and the existing boundary of incorporated Tooele City on the east and south. Expansion Area B is currently undeveloped with some active agricultural activities. This area may be best suited for uses to support the planned industrial area to the west and some residential uses.

Expansion Area C. Expansion Area C is located adjacent to the northeast corner of Tooele City's current municipal boundaries and is comprised of approximately 230 acres of private property. Area C is an area outlined by: the current incorporated boundary of Tooele City and the State Road 36 right-of-way on the west; the Tooele County Parkway Corridor on the north; the existing Brookfield Estates Subdivision development in unincorporated Tooele County on the east; and the current incorporated boundary of Tooele City on the south. The properties making up Area C are currently undeveloped. This area may be suited for commercial and residential uses.

Expansion Area D. Expansion Area D is located adjacent to the northeast corner of Tooele City's current municipal boundaries and is comprised of approximately 1,530 acres of private property. Area D is made up of two parts. The first portion is an expansive area outlined by: the current incorporated boundary of Tooele City on the west; the Smelter Road right-of-way on the north; and eastern and southern boundaries that follow private property boundaries roughly following the developable bounds of land along the foothills of the Oquirrh Mountains. The second portion is a smaller block of land, approximately 40 acres in size, immediately to the southwest of the first portion made up of the properties of the Cassity Subdivision. Area D straddles the mouth of Middle Canyon and is made up of largely undeveloped land, open space and agricultural land. The second portion of Area D consists of an existing, very low-density residential hillside subdivision. Expansion Area D, as shown in the Exhibits to this Element, depict a jagged eastern boundary that follows current property lines as they currently lie roughly along the developable toe of the mountain slope. Although not necessarily following current property lines, the extent of annexation along this boundary should be considered as the specifically developable extents of property in this area. Area D is best suited for residential development, more specifically of a lower density nature, with natural and developed open spaces. Depending on the slope of the area, future development may be limited. Area D also offers a unique opportunity for open space preservation, in cooperation with property owners, consistent with the City's open space preservation priorities.

Expansion Area E. Expansion Area E is located adjacent to the southern extent of Tooele City's current municipal boundaries and is comprised of approximately 1,250 acres of private property. Area E is a triangle-shaped area made up of a number of properties along the foothills of the Oquirrh Mountains south of the city. This area is outlined by: the current incorporated boundary of Tooele City on the north and northwest; the Union Pacific railroad corridor on the southwest; with the eastern and southern boundaries following private property boundaries. Area E lies along the east side of the State Road 36 right-of-way and straddles the right-of-way for the southern half of this area. Area E is made up of undeveloped land that east of State Road 36 is sloped foothills. Although not necessarily following current property lines, the extent of annexation along the eastern boundary should be considered as the specifically developable extents of property in this area. Area E offers a unique opportunity for open space preservation along the easternmost portions of the area, with potential for residential uses east of State Road 36 and non-residential uses, more likely commercial uses towards the north and light industrial and industrial uses towards the south, along the frontages of State Road 36.

Expansion Area F. Expansion Area F is located along to the west side of Tooele City's current municipal boundaries and is comprised of approximately 140 acres of private property. Area F is made up of two parts. The first portion is a narrow peninsula of incorporated property straddling the railroad corridor that lies between Industrial Depot area and the main geographical body of the city. This portion is outlined entirely by the current incorporated boundary of Tooele City with the exception of a narrow southern boundary formed by the ownership boundary of the Tooele Army Depot. The second portion is a block of property at the northwest corner of the Industrial Depot area. This portion is outlined by the current incorporated boundary of Tooele City with the exception of the west boundary formed by the ownership boundary of the Tooele Army Depot. Area F is largely vacant property. The first portion has some industrial type uses and overflow from other industrial type uses on it in addition to the Union Pacific railroad corridor cutting down the center. Annexation of this property would round off the privately owned properties in the area all being within incorporated Tooele City and fill in the gap between the Industrial Depot and the main geographic body of the city creating a more cohesive incorporated City boundary. The second portion is entirely Army Depot surplus property under ownership of the United States Army branch of the federal government but its location and configuration make it difficult and unlikely for use with military purposes. Although potentially difficult to achieve, annexation of this area would square off the boundary between the city and the Army Depot, allow this surplus Army property to be developed for beneficial purposes, and bring the primary transportation corridor in and out of the Industrial Depot area (Industrial Loop Road) completely into the City. Area F presents the opportunity for property utilization as industrial uses.

Expansion Area G. Expansion Area G is located along to the southwest of Tooele City's current municipal boundaries and is comprised of approximately 1,540 acres of private property. Area G is not, and would not be, contiguous to the incorporated Tooele City boundaries without the annexation of Area E. Area G is outlined by: the Tooele Army Depot on the northeast; the southwestern boundary of Expansion Area E, the Tooele County Solid Waste Facility, and the Union Pacific railroad corridor to the east; with the southern, western, and northwest boundaries formed following private property boundaries. Area G is currently vacant property with anticipated future uses most suitable as industrial.

Expansion Area H. Expansion Area H is located adjacent to the northeast corner of Tooele City's current municipal boundaries and is comprised of approximately 146 acres of private property. Area H is a relatively square area bounded by: the current incorporated boundary of Tooele City on the west; the existing Brookfield Estates Subdivision development on the north; the Droubay Road right-of-way on the east; and other unincorporated private properties on the south, east of the Union Pacific railroad corridor. The area is divided diagonally from the northeast corner to the southwest corner by the existing Union Pacific railroad corridor, effectively separating Area H into two sub-areas. The property making up Area H is currently a single undeveloped parcel. This area may be best suited for residential uses with some research and development or other non-residential uses west of the railroad corridor and towards the southwest corner of Area H that abuts existing industrial uses. See the Expansion Area Map in Exhibit A to this Plan Amendment for a graphic representation of this Expansion Area.

Expansion Area I. Expansion Area I is located adjacent to the northwest corner of Tooele City's current municipal boundaries and is comprised of approximately 240 acres of private property. Generally Area I is the shape of an upside-down "L" outlined by: the current incorporated boundary of Tooele City on the south; the Erda Way right-of-way on the north; the 1200 West right-of-way and

private property boundaries on the west; and private property lines along the eastern boundary. This boundary is not wholly inclusive with three areas along the Erda Way frontage not being included. Those three areas not included are an individual property at the northwest corner of Area I, an individual property at the southwest corner of the 1200 West and Erda Way intersection, and a group of properties at the northeast corner of Area I. Area I is made up of undeveloped agricultural land. Area I is best suited for residential development, most likely of a medium density nature. See the Expansion Area Map Amendment in Exhibit A to this Plan for a graphic representation of this Expansion Area.

Expansion Area J. Expansion Area J is located adjacent to the northern extent of Tooele City's current municipal boundaries and is comprised of approximately 752 acres of private property. Area J borders the City's current incorporation boundary on the west side of State Road 36 and is also immediately adjacent to the northern boundary of Annexation Expansion Area B on the east side of State Road 36. On the east side of State Road 36 Area J follows existing property boundaries to include those properties that abut State Road 36 between Expansion Area B and Erda Way with the addition of two parcels along Erda Way, one on the south side of the road and one on the north side of the road. On the west side of State Road 36 the boundary of Area J is more irregular. It includes; the first four properties on either side of Cimmarron Way; properties abutting State Road 36 between Cimmarron Way and Erda Way; the existing school properties on Erda Way; properties along Erda Way between the school properties and State Road 36; existing agricultural properties between Erda Way and Church Road, Liddell Lane and State Road 36; and the existing church site and businesses at the northwest corner of the intersection of Erda Way and State Road 36. Area J is made up of a combination of vacant land, agricultural land, existing residences, existing businesses, schools, and a church. Area J offers an opportunity for a variety of uses with areas for continued agricultural uses, varying scale residential, commercial uses, and other specialty uses integrating with existing uses. See the Expansion Area Map in Exhibit A to this Plan Amendment for a graphic representation of this Expansion Area.

Expansion Area K. Expansion Area K is located adjacent to the east edge of Tooele City's current municipal boundaries and is comprised of approximately 61 acres of private property. Area K is a relatively triangular area bounded by: the current incorporated boundary of Tooele City on the west; the current incorporated boundary of Tooele City along the existing Carr Fork Subdivision along most of the northern boundary; private properties in unincorporated Tooele County on approximately the eastern third of this Expansion Area; and other unincorporated private properties on the southeast boundary of Expansion area. The property making up Area K is currently a single undeveloped parcel. This area may be best suited for residential uses. See the Expansion Area Map in Exhibit A to this Plan Amendment for a graphic representation of this Expansion Area.

Annexation Petition Criteria

Utah State Code Section 10-2-401.5(3)(b) specifies that each community's Annexation Policy Plan shall include a statement of the specific criteria that will guide the municipality's decision whether or not to grant future annexation petitions, addressing matters relevant to those criteria including: 1) the character of the community; 2) the need for municipal services in developed and undeveloped unincorporated areas; 3) the municipality's plans for extension of municipal services; 4) how the services will be financed; 5) an estimate of the tax consequences to residents both currently within the municipal boundaries and in the Expansion Area; and 6) the interests of all affected entities.

Community Character

Tooele City represents the urban hub of Tooele County and serves as the County seat. Historically, the Tooele Valley served as an agricultural community; however, housing affordability and the relative proximity to the Salt Lake Valley have attracted more and more residential growth over the years. This has subsequently led to an increase in commercial opportunity and the need for public services. The Annexation Policy Plan seeks to embrace and balance the agricultural history of Tooele City, where appropriate, while providing areas for continued residential and commercial growth. In addition, Expansion Areas C and D offer unique open space preservation opportunities.

Tooele City must plan carefully for a mix of residential and commercial development that will generate a sustainable and diversified economic base for the community. Because residential development often costs more to service relative to the revenues generated by this development type, it is important to provide for appropriate non-residential development that will generate jobs, increase the property tax base of the area, and generate additional sales tax revenues as well as be consistent with the City's open space preservation priorities. Therefore, the City should consider an appropriate mix of development when considering annexation petitions, taking into consideration the existing and planned land uses already within Tooele City and those that will remain outside of the city that will border an area proposed for annexation.

Need for Municipal Services

The need for services must be outlined on the petition for annexation by the petitioners with a suggestion for how these services are to be provided. For each annexation proposal received, the Planning Commission and City Council must review and consider what services are actually needed, how and when those services are to be provided and financed, and consider the most logical and efficient service provider. The projected uses for each of the Expansion Areas is described below in order to better understand the following discussion of the need for municipal services.

In general, the City should consider, as a minimum, the following factors for all areas of service provision:

1. If the proposed area is in an existing special service district (SSD);
2. Whether or not it would be more logical and efficient for the municipal services to continue to be provided by the SSD;
3. Whether or not municipal services are currently being provided by another jurisdiction;
4. If municipal services are already being provided, whether or not it would be more logical and efficient for the City to contract with that jurisdiction to continue the provision of municipal services;
5. The cost of the capital facilities to be incurred that are associated with the proposed Expansion Area; and
6. Whether or not the capital facilities costs can be entirely offset through developer contributions and impact fees.

Expansion Area A. There are currently no households in this area and no households are anticipated in the next five years. This area is currently occupied by agricultural uses and is master planned for Commercial Tourism (C-T) by the Tooele County General Plan. Thus, if developed under Tooele County jurisdiction, it is anticipated that this area will, in time, be developed for non-residential uses, likely in support of recreational, motor sports, and industrial uses in the area. Annexation of property in this area would place the developability and anticipated uses under Tooele City control.

Existing Municipal Services. A special service district for water and sewer services (Deseret Peak Special Service District) has been established for the area northwest of Tooele City. This special

service district overlaps with Expansion Area A; however, the service district is not functioning at the moment. With the nature of the existing land uses, there are currently no developed culinary water and sanitary sewer systems in this Expansion Area. There is also no developed Tooele City infrastructure extended into the incorporated area immediately adjacent to this area. There is no centralized storm drain system in the area. There are no developed roads in this area but what roads are planned would be under Tooele County jurisdiction, unless a road becomes a state road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future water and sewer infrastructure would need to be constructed by new development and maintained by Tooele City following annexation or arrangements and accommodations made for services from adjacent Grantsville City. It is not anticipated that the City will need to provide any capital improvements to this area within the next five years. If annexed, Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. Due to the geographic location of this area and the accessibility to the area from the developed portion of the city, public safety service provision at an appropriate level could be challenging.

Expansion Area B. There are currently no households in this area and no households are anticipated in the next five years. The Tooele Valley Parkway is master planned by Tooele County to run along or through the northern end of this area, connecting at least State Road 36 to Sheep Lane. This area is currently occupied by agricultural uses which is planned to continue as master planned to be Agricultural (A-20) by the Tooele County General Plan. Thus, if developed under Tooele County jurisdiction, it is anticipated that a change of land use designation would first be necessary. Annexation of property in this area would place the developability and anticipated uses under Tooele City control.

Existing Municipal Services. With the nature of the existing land uses, there are currently no developed culinary water and sanitary sewer systems in this Expansion Area. There is also no developed Tooele City infrastructure extended into the incorporated area immediately adjacent to this area, with the exception of those trunk lines connecting to the city's Water Reclamation Facility. There is no centralized storm drain system in the area. There are no developed roads in this area with the exception of the 1200 West providing access to the northeast corner of the Expansion Area off of Erda Way to the north. The 1200 West roadway falls under County jurisdiction as would planned roads within the Expansion Area, unless a road becomes a state road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future water and sewer infrastructure would need to be constructed by new development and maintained by Tooele City following annexation or arrangements and accommodations made for services from another jurisdiction or through private service systems. It is not anticipated that the City will need to provide any capital improvements to this area within the next five years. If annexed, Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area B. Due to the geographic location of this area and the accessibility to the area from the developed portion of the city, public safety service provision at an appropriate level could be challenging.

Expansion Area C. The Tooele County General Plan identifies this area largely for residential uses with the exception of an area for commercial uses along the northern end adjacent to the planned Tooele Valley Parkway, connecting at least Droubay Road to State Road 36. With the anticipated land uses if annexed into Tooele City largely mirroring that identified in the Tooele County General Plan, the City would be gain better decision-making and control of the densities that would be developed in the area.

Existing Municipal Services. There is currently no water, sewer, or storm drain infrastructure in place in this area. State Road-36, which is regulated by the State, borders the west boundary and is the only developed road adjacent to this Expansion Area. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future water and sewer infrastructure would need to be constructed by new development and maintained by Tooele City following annexation. New development would need to connect to the closest existing facilities, general located in the area of the 2400 North roadway. It is anticipated that future infrastructure would consist of sewer and water service for new residential and commercial growth. Future developers would be required to design for and install appropriate storm drain facilities. Road infrastructure will likely consist of neighborhood streets connected to State Road-36 and 2400 North. Tooele City would be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area C if this area is annexed.

Expansion Area D. Most of this area is currently master planned by Tooele County for future residential, visual open space, or not master planned at all. This closely mirrors the anticipated land uses for the area identified by the Tooele City. The buildout of this area will likely not support dense residential development because of the sloping nature of the land. However, the distant location of the area relative to the geographic center of the community would create a somewhat unnatural extension of the infrastructure to serve the area. This typically would serve to benefit higher density uses to maximize the return from the cost of implementing infrastructure through utilization. To balance these diverging interests, careful zoning assignments at the time of annexation and attention to development planning can provide the opportunity for residential land uses together with preservation of natural features and open spaces, thereby reducing the need for resources and infrastructure. No commercial or industrial development should be implemented through this area. Currently this area is bordered or traversed by four existing avenues. The north boundary of this Expansion Area is the Smelter Road right-of-way. The southwest boundary of the larger portion of this Expansion Area is the existing city boundary formed by the 1400 East right-of-way south of Skyline Drive. Skyline Drive, and its planned extension, also forms a portion of that southwest boundary of Expansion Area C. 1400 East also provides the primary access into the second, smaller part of this Expansion Area. The final avenue is the existing Middle Canyon Road right-of-way. This road, currently under the jurisdiction of Tooele County, cuts diagonally across the southern extend of the larger portion of this Expansion Area.

Existing Municipal Services. Expansion Area C consist of two unique areas: the Cassity subdivision just southwest of the mouth of Middle Canyon; and the area stretching from the Buzianis area at the mouth of Middle Canyon. Sewer and water for the Cassity subdivision is provided by the City through an historic agreement. The Buzianis area, which consists of four existing residential units, is served by individualized septic tanks, but water is provided by Tooele City through an historic agreement. The

remainder of this Expansion Area currently has no water or sewer service. There currently are no storm drain services throughout this area. Existing roads are maintained and regulated by Tooele County. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future infrastructure would need to be constructed by new development. New development will need to connect to the closest existing facilities and provide new or upgraded infrastructure as required. Future developers would be required to install storm drain facilities. Road infrastructure to service new residential development will likely need to consist of collector roadways to move motorists through the area that connect to existing roadways in addition to neighborhood streets to provide access to individual properties. Tooele City will be responsible to maintain and regulate the roads, unless designated as a State and County road. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area D if this area is annexed.

Expansion Area E. This area is currently master planned by Tooele County for residential, visual open space, or not master planned at all. Since this land is along State Road 36 and, particularly east of the highway, is not very flat and located to the southern extent of the developed area of the valley, it is anticipated that development in this area is some of the longest projected timelines.

Existing Municipal Services. There is currently no sewer or storm drain infrastructure in or around Expansion Area E. The Tooele Army Depot to the northwest maintains its own private sewer system that is completely disconnected from the public system. The Tooele County Detention Center immediately on the west side of State Road 36 from this Expansion Area is served by a long, extended, single-feed sewer line that snakes its way to the northwest, away from this Expansion Area, to the Industrial Depot area. There is a single-feed dead end waterline that runs down the west side of State Road 36 to provide service to the detention center. Existing roadways consist of State Road 36 which is regulated by the State. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District despite being on the opposite side of Tooele City from the entirety of their station and infrastructure locations. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future infrastructure would need to be extended and constructed by new development to connect to the closest existing facilities. It is anticipated that sewer and water services will be provided by Tooele City following annexation. If the area is annexed, developers would also be required to install storm drain facilities. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area E if this area is annexed.

Expansion Area F. The southern portion of this Expansion Area is master planned by the County for additional industrial activities to match that in the immediate vicinity. The southern portion is sandwiched between two industrial areas. The northern portion is master planned for continued use as part of the Tooele Army Depot of which it is the current owner.

Existing Municipal Services. Within this defined Expansion Area there is currently no water or sewer service to these properties. Water and sewer service to surrounding properties of both portions within the industrial depot is provided by the City. The southern portion has no roads that go through

it or provide direct access but is traversed by the Union Pacific Railroad corridor. The northern portion is crossed by the Industrial Loop right-of-way as the primary entrance into the industrial depot area, as well as the Utah Avenue/State Road 112 right-of-way which borders the northern portion along its northern edge. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future infrastructure would need to be constructed by new development. New development would need to connect to the closest existing facilities, which would likely be within the industrial depot or along State Road 112. It is anticipated that sewer and water services will be provided by Tooele City following annexation. Future developers would be required to install storm drain facilities. Tooele City would be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area F if this area is annexed.

Expansion Area G. This Expansion Area is master planned by the County for Manufacturing activities and land uses. Adjacent land uses includes extents of vacant property with the County's landfill facility to the east between the Expansion Area and the State Road 36 right-of-way. Being located beyond the area identified as Expansion Area E, the timeline for development activities on this property are anticipated to be well beyond the horizon for this plan.

Existing Municipal Services. There is currently no existing sewer, water, or storm drain infrastructure in the area of Expansion Area G. Existing roadways consist of Bauer Road which is maintained by the County. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District despite being on the opposite side of Tooele City from the entirety of their station and infrastructure locations. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future infrastructure would need to be constructed by new development. New development would need to extend and connect to the closest existing facilities. It is anticipated that sewer and water services would be provided by Tooele City following annexation. If the area is annexed, development of the properties would need to provide storm drain services. Tooele City would be responsible to maintain and regulate the roads, other than State and County roads following annexation. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area G if this area is annexed.

Expansion Area H. There are currently no households in this area. While the area currently contains vacant properties, the portion west of the railroad corridor is master planned for Mixed Density Residential and the portion east of the railroad corridor is master planned for Rural Residential by the Tooele County General Plan. The property is currently zoned RR-5 Rural Residential by Tooele County. Thus, if developed under Tooele County jurisdiction, it is anticipated that approximately 20 to 25 new residential properties could result from this Expansion Area. Annexation of property in this area would place the developability and anticipated uses under Tooele City control. With these zoning designations requiring significantly higher acreages for development than what could be expected under Tooele City jurisdiction, the development potential for residential uses, if annexed, is anticipated to be a higher yield than under County jurisdiction.

Existing Municipal Services. There is current no known water or sewer service within Area H although the portion of the area east of the railroad corridor lies relatively close to water service existing in the Pine Canyon area. There is no centralized storm drain system in the area. There are no developed roads in this area but there is an existing roadway that runs along the southern edge of Area H on the east side of the railroad corridor. What roads are planned would be under Tooele County jurisdiction, unless it becomes a State road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. There is limited developed Tooele City infrastructure extended into the incorporated area immediately adjacent to this area. Water and sewer mainlines have been extended to the current terminus of the 2400 North right-of-way located in the vicinity of the southwest corner of Area H. If this area is annexed into Tooele City, water and sewer infrastructure would need to be extended to the area and service provided by Tooele City. The presence of the railroad corridor and the distance from the current City boundary east of the railroad corridor each present challenges for the extension of utility infrastructure to the portion of Area H east of the railroad. Future developers would be required to design for and install appropriate storm drain facilities. If annexed, Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area H. Due to the geographic location of this area and the accessibility to the area from the developed portion of the city, particularly the portion east of the railroad corridor, public safety service provision at an appropriate level could be challenging.

Expansion Area I. The Tooele County General Plan identifies this area for residential uses under the Rural Residential land use category. The properties within this Area have been assigned two different zoning classifications by Tooele County. The portion of Expansion Area I that extends north from the current City boundary to Erda Way has been assigned the RR-1 Rural Residential zoning classification that requires a minimum of 1 acre per residential unit. Development of this portion of Area I under this zoning classification could be anticipated to yield approximately 150 to 175 new residences. The portion of this Expansion Area that extends further west along Erda Way has been assigned the A-20 Agricultural zoning designation. Development of this portion of Area I would likely require a change in the zoning designation in order to be feasible. With these zoning designations requiring significantly higher acreages for development than what could be expected under Tooele City jurisdiction, the development potential for residential uses, if annexed, is anticipated to be a higher yield than under County jurisdiction.

Existing Municipal Services. There is no municipal water, sewer, or storm drain infrastructure in place in this Expansion Area. There are existing agricultural wells within Area I that support the existing agricultural activities of the properties. The road infrastructure in the vicinity of Expansion Area I consists of access from the east and west only by way of Erda Way. The 1200 West right-of-way does extend through Area I south from Erda Way but does not currently provide access to the area from the south beyond the City's water reclamation and animal shelter facilities which are located within Tooele City limits south of this Expansion Area. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future water, sewer and storm drain infrastructure would need to be constructed by new development and maintained by Tooele City following annexation. New development would need to connect to the closest existing facilities. Currently water and sewer

service is extended to the City's water reclamation and animal shelter facilities. Future developers would be required to design for and install appropriate storm drain facilities. Road infrastructure will likely consist of neighborhood streets connected to Erda Way and 1200 West. Tooele City would be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area I if this area is annexed.

Expansion Area J. Most of this Expansion Area is currently master planned by Tooele County for future residential under the Mixed-Density Residential / Cluster land use category with Mixed-Use Centers identified for primary intersections at Tooele Valley Parkway and State Road 36 as well as at Erda Way and State Road 36. As a part of the size and scope of this Expansion Area, Tooele County zoning assignments provide a variety of zoning assignments. South of Erda Way, the frontage along the east side of State Road 36, including the existing commercial center at Cimmarron Way, has been assigned the CG Commercial General zoning designation. The frontage strip on the west side of State Road 36 in the area of Erda Way has been assigned the CH Commercial Highway zoning designation. The remainder of Area J south of Erda Way has been assigned the RR-5 Rural Residential zoning designation which required at least 5 acres of land per residential unit. The one property on the north side of Erda Way east of State Road 36 is also assigned the RR-5 Rural Residential zoning designation. North of Erda Way, the existing commercial center on the west side of State Road 36 in the area of Erda Way has been assigned the CH Commercial Highway zoning designation. The remainder of Area J north of Erda Way has been assigned the RR-1 Rural Residential zoning designation which required at least 1 acre of land per residential unit. Development of the residentially zoned portions of Area J under their current zoning classifications could be anticipated to yield approximately 220 to 260 new residences. The commercial zoning designations by the County are likely similar to what could be expected should those areas be annexed into Tooele City. With the assigned residential zoning designations requiring significantly higher acreages for development than what could be expected under Tooele City jurisdiction, the development potential for residential uses, if annexed, is anticipated to be a higher yield than under County jurisdiction. Expansion Area J is divided nearly in half in both the north-south and east-west directions by primary roadways creating essentially four quadrants. State Road 36 runs north and south, nearly down the middle of Area J and Erda Way runs east and west, nearly down the middle of Area J. The Tooele Valley Parkway is master planned by Tooele County to run along or through the southern end of Area J, connecting State Road 36 to Droubay Road and extending further west across the valley towards Grantsville. The Church Road right-of-way runs along the northernmost extent of Expansion Area J. North of Erda Way, the Liddell Lane right-of-way runs along the western edge of a portion of Expansion Area J. South of Erda Way one finger of land extends to the east to make the Droubay Road right-of-way the eastern border to Expansion Area J along the length of that parcel. Within the interior of Expansion Area J there is only one developed roadway which is the Cimmarron Road right-of-way toward the southern end of Area J.

Existing Municipal Services. The majority of properties within Area J are vacant or agricultural land and therefore have no municipal water, sewer, or storm drain services. Those properties that are developed or which do contain structures and uses of the property are provided water services by way of individual private water wells or localized private water companies. There are also existing agricultural wells within Area J that support the agricultural activities of the properties. Wastewater service to those developed properties and structures is provided by way of individual private septic systems. There currently are no formal storm drain services throughout this area. Some areas with developed uses have been built with swales on the property to control runoff. Existing roads are maintained and regulated by Tooele County or the State. Public safety is provided by the Tooele

County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. Future infrastructure would need to be constructed by new development. New development will need to connect to the closest existing facilities and provide new or upgraded infrastructure as required. If any properties with existing water and septic sewer services should be annexed into the City, those properties may be required to connect into the City's public water and sewer systems when it becomes available to those properties or may be allowed to maintain their existing service by policy or agreement of the City Council. Future developers would be required to install formal storm drain facilities. Road infrastructure to service new and existing development will likely need to consist of collector roadways to move motorists through the area that connect to existing roadways in addition to local class streets to provide access to individual properties. Tooele City will be responsible to maintain and regulate those roads, unless designated as a State or County road. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area J if annexation happens within this area.

Expansion Area K. There are currently no households in this area. While the area currently contains vacant properties, this area is master planned for Rural Residential land uses by the Tooele County General Plan. The property is currently zoned RR-5 Rural Residential by Tooele County. Thus, if developed under Tooele County jurisdiction, it is anticipated that approximately 40 to 55 new residential properties could result from this Expansion Area. Annexation of property in this area would place the developability and anticipated uses under Tooele City control. With the existing zoning designation requiring significantly higher acreages for development than what could be expected under Tooele City jurisdiction, the development potential for residential uses, if annexed, is anticipated to be a higher yield than under County jurisdiction.

Existing Municipal Services. There is current no known water or sewer service within Area H although the portion of the area east of the railroad corridor lies relatively close to water service existing in the Pine Canyon area. There is no centralized storm drain system in the area. There are no developed roads in this area but there is an existing roadway that runs along the southern edge of Area H on the east side of the railroad corridor. What roads are planned would be under Tooele County jurisdiction, unless it becomes a State road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

Future Municipal Service Needs. There is limited developed Tooele City infrastructure extended into the incorporated area immediately adjacent to this area. Water and sewer mainlines have been extended to the current terminus of the 2400 North right-of-way located in the vicinity of the southwest corner of Area H. If this area is annexed into Tooele City, water and sewer infrastructure would need to be extended to the area and service provided by Tooele City. The presence of the railroad corridor and the distance from the current City boundary east of the railroad corridor each present challenges for the extension of utility infrastructure to the portion of Area H east of the railroad. Future developers would be required to design for and install appropriate storm drain facilities. If annexed, Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area H. Due to the geographic location of this area and the accessibility to the area from the developed portion of the city, particularly the portion east of the railroad corridor, public safety service provision at an appropriate level could be challenging.

Plans for Extension of Municipal Services

Tooele City plans to provide services within its boundaries first and foremost. Tooele City's policy is to consider annexation only in those areas where the City has the potential to efficiently and effectively provide municipal services which may include culinary water, sanitary sewer, road maintenance and regulation, recreation, and public safety services. Petitions for annexation should be required to perform appropriate infrastructure planning and financing to determine the feasibility of and provide for the infrastructure needs within the petitioned area for annexation to ensure adequate services can be provided. As stated earlier in this Element, the Expansion Areas identified in this Element do not represent areas that *will* be annexed by Tooele City, but rather represents areas that the City may be willing to accept and consider petitions for annexations whether or not those petitions are approved and the property annexed. As future capital facilities are built, they must conform to the appropriate master plans and standards of the City.

At this point, Tooele City has no plans to build any capital facilities in any of Expansion Areas A through J. Any capital facilities that may be needed would be required of the developers as a condition of annexation and development approval.

How the Services Will be Financed

The construction and development of infrastructure for the provision of services should be financed by the developer installing the improvements as a condition of annexation and development. As a condition of annexation, developers of annexed areas should be responsible to pay for master planning and capital facilities planning, with oversight, review and approval by the City, in at least six areas: transportation, water, sewer, storm drain, public safety, and parks and recreation.

An Estimate of the Tax Consequences

Petitioners for annexation should be required to prepare and submit a report showing the tax consequences to properties covered by the annexation petition and present these with the petition for annexation. The tax impact, among other considerations, within the municipal boundaries should also be reviewed by the City Council before a final decision is made on annexation.

The impact to the City's General Fund are determined largely on the ultimate development pattern and land use types constructed. Using detached single-family residential uses as an example, the implications are two-fold: developed land, typically through a subdivision, would yield more properties that each provide property tax income than does a single piece of undeveloped property; and a development pattern that, for example, yields five units per acre results in more properties providing property tax revenues than would a development pattern of two or three units per acre, for example. Additionally, the same works in the inverse for expenditures. The more dense the development, as a general statement, the more efficiently utilized the serving infrastructure becomes providing a more favorable cost to expenditure ratio for the City, although it typically increases the public safety services needed. Similar is the case for non-residential development patterns, although the density component plays less of a role.

It is not the intent of this Plan to provide specific tax impacts as the variability of the ultimate development types and patterns and changing tax rates year to year can make significant differences in resulting revenues and expenditures. This Plan is intended solely to give a general overview of the fiscal impacts of annexation into Tooele City using the tax rates for Fiscal Year 2019-2020.

The properties identified within the various Expansion Areas are currently largely undeveloped. Properties in these Expansion Areas are currently assigned to taxing districts 10 (O.D. Mosquito), 19 (North Tooele County

Fire District), and 36 (Deseret Peak Com). These are not the only taxing entity or district assigned to properties in these Expansion Areas. As an example, the properties in these Expansion Areas are also a part of the North Tooele County Fire Protection Special District, Tooele County, and Tooele County School District but the tax funding for these other districts make up a portion of the overall rate of each Taxing District. The Tooele Valley Mosquito Abatement District and North Tooele County Fire Protection Special District represent those districts that could potentially be affected by annexation of properties into Tooele City. Taxing districts 10 and 36 currently carry the same overall taxation rate of 0.013758. Taxing district 19 currently carries the overall taxing rate of 0.013441. Annexing property from these districts into Tooele City, thereby reassigning them to taxing district 1 (Tooele City), would adjust their taxation rate to 0.014936. This results in an anticipated tax increase of 8.56% overall to those properties annexed from districts 10 and 36 and 11.12% from district 19 simply through being annexation. From that overall tax rate, Tooele City receives approximately 20% of those tax revenues (a certified tax rate of 0.003024) with the remainder going to various other taxing entities such as Tooele County and the Tooele County School District. Development of properties for anticipated non-residential land uses generally provides a significant increase in taxable value through the transition to improved land and constructed value but the overall difference in this increase tax burden to the property owner is anticipated to remain with a consistent difference between that development activity happening with or without annexation. As an example, development of non-residential land uses would also provide an increase in the number of properties, albeit to a lesser quantity than residential development as these land uses each typically consume larger areas of land compared to individual residential properties. This also does not take into account the added benefit from those non-residential developments that would also generate sales tax which provides an added revenue stream for the City as well as the property owner. For properties that would ultimately develop for residential uses, the same holds true difference in revenues relative to annexation although the overall revenue would not be as significant considering the 45% taxation credit provided to primary residential units. This credit also impacts the cost-benefit ratio for the City as residential uses are typically a net draw on resources on a per unit basis whereas non-residential uses are typically a net gain on the cost of providing services. As an example, development of residential uses on newly annexed land at an average five units-per-acre density with an average \$250,000 home would provide, on average, around \$2,400 in property tax revenue per unit, of which around \$485 goes to the City coffers. That adds up to around an additional \$2,425 of property tax revenue per acre (0.012% of the City total General Fund budget) of residential development, not considering the costs from the net draw on resources and services.

Expansion Area A. This Expansion Area contains properties assigned to taxing district 36.

Expansion Area B. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area C. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area D. This Expansion Area contains properties assigned to taxing districts 10 and 19.

Expansion Area E. This Expansion Area contains properties assigned to taxing districts 10 and 19.

Expansion Area F. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area G. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area H. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area I. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area J. This Expansion Area contains properties assigned to taxing district 10.

Expansion Area K. This Expansion Area contains properties assigned to taxing district 10.

The Interests of All Affected Entities

In consideration of this Annexation Policy Plan, the determined Affected Entities would be those taxing entities that provide services to currently unincorporated properties within the various Expansion Areas identified within the plan. Tooele City, desiring to be good neighbors and partners, also includes neighboring jurisdictions in the identified roster of affected entities. The affected entities identified for Tooele City's Annexation Policy plan include: Tooele County School District, Tooele County (acting not only in their own capacity, including the Tooele County Sheriff's Office, but also under their jurisdictional responsibility to the Erda Township area, Pine Canyon Township area, and the Tooele County Recreation Special District), Deseret Peak Special Service District, Tooele Valley Mosquito Abatement District, Tooele County Sheriff's Department, North Tooele County Fire Protection Service District, Mountain West Ambulance Service, Grantsville City and Stockton Town. The Tooele County School District currently serves the educational needs of the proposed Expansion Areas and will continue to do so if any or all of the annexations should occur. Therefore, there are no projected impacts to the Tooele County School District other than the effect of revenues from additional development of land, which could occur with or without annexation. Service obligations currently provided by the Tooele County Sheriff's Department and North Tooele County Fire Protection District would be transferred to the Tooele City Police Department and Fire Department, respectively, should annexation occur. Annexation would result in properties being removed from the District's responsibility resulting not only in a reduction of tax revenues for the District but also a corresponding reduction in service requirements. The City has opted out of the Tooele Valley Mosquito Abatement District. Should annexation occur, properties being removed from the District's responsibility resulting not only in a reduction of tax revenues for the District but also a corresponding reduction in service requirements. Mountain West Ambulance service provides universal emergency medical services to the entire Tooele Valley regardless of governmental jurisdiction so the occurrence of annexation would not affect their provision of services. The governmental organization and leadership of Tooele County in their various capacities, has the underlying responsibility for administering the Deseret Peak Special Service District, Erda Township area, and the Pine Canyon Township area as well as their own governmental responsibility for unincorporated properties within the County. Annexation of properties into Tooele City would transfer the governmental oversight and responsibility for those properties from Tooele County to the City. Grantsville City currently has no properties identified within this plan that are currently within their incorporated boundaries. Similarly, Grantsville City adopted a new General Plan in January 2020. Grantsville's Annexation Policy Plan shows potential expansion areas that overlap with potential expansion areas shown in this Element. Since that time, Grantsville City has completed an annexation which brought their incorporated boundaries all the way to Tooele City's boundaries in between Expansion Areas A and B. With that process complete, that area was removed from Tooele's potential expansion areas, in fact splitting what was previously Area A into what is now shown as separate Areas A and B. Stockton Town currently has no properties identified within this plan that are currently within their incorporated boundaries.

The following table is a comparison of the services provided by affected entities to the Expansion Areas shown in this plan as they currently exist and as they would be provided if annexed into Tooele City.

GENERAL PLAN



**TABLE 1
COMPARISON OF SERVICES IN EXPANSION AREAS**

SERVICE	CURRENT PROVIDER		PROVIDER, IF ANNEXED	
Education	Tooele County School District		Tooele County School District	
Mosquito Abatement	Tooele Valley Mosquito Abatement District		None (Tooele City has opted out of the Tooele Valley Mosquito Abatement District)	
Water	Area A:	Private Wells	Area A:	Tooele City
	Area B:	Private Wells	Area B:	Tooele City
	Area C:	Private Wells	Area C:	Tooele City
	Area D:	Tooele City (limited)	Area D:	Tooele City
	Area E:	No Services	Area E:	Tooele City
	Area F:	Tooele City (limited)	Area F:	Tooele City
	Area G:	No Services	Area G:	Tooele City
	Area H:	None	Area H:	Tooele City
	Area I:	Private Wells	Area I:	Tooele City
	Area J:	Private Wells	Area J:	Tooele City
	Area K:	None	Area K:	Tooele City
Sewer	Area A:	No Services	Area A:	Tooele City
	Area B:	No Services	Area B:	Tooele City
	Area C:	No Services	Area C:	Tooele City
	Area D:	Tooele City (limited), Septic Systems	Area D:	Tooele City
	Area E:	No Services	Area E:	Tooele City
	Area F:	No Services	Area F:	Tooele City
	Area G:	No Services	Area G:	Tooele City
	Area H:	No Services	Area H:	Tooele City
	Area I:	No Services	Area I:	Tooele City
	Area J:	Septic Systems	Area J:	Tooele City
Area K:	No Services	Area K:	Tooele City	
Storm Drain	No Services		Tooele City	
Roads	Tooele County (except for State Roads)		Tooele City (except for County and State Roads)	
Fire Protection	North Tooele County Fire Protection Service District		Tooele City Fire Department	
Law Enforcement	Tooele County Sheriff's Department		Tooele City Police Department	
Emergency Medical Services	Mountain West Ambulance		Mountain West Ambulance	

Exclusions from Expansion Area

One of the requirements from the Utah State Code for Annexation Policy Plans is a justification for the exclusion from identified Expansion Areas of any area containing urban development within one-half mile of the municipality's boundary. That regulation defines urban development to be either a housing development with more than 15 residential equivalent units and an average density greater than one residential unit per acre or a commercial or industrial development for which cost projections exceed \$750,000 for all phases.

A ½-mile buffer was drawn around the existing municipal boundaries to identify any development that could be defined as an urban development that may not be a part of an Expansion Area identified in this Plan, see the ½-mile buffer area map in Appendix D. The following areas were identified within the ½-mile buffer and have been excluded along with an explanation for their exclusion:

1. There are three residential neighborhoods located within a ½-mile of Tooele City’s northern boundary. These residential developments are part of either the Erda Township or Pine Canyon Township areas. None of these three neighborhoods can be defined as an urban development under the Utah State Code definition. Similarly, according to Tooele County’s General Plan, Erda is an agricultural community and includes some of the County’s most ideal farmland. The township area of Erda faces the greatest development pressure in areas that are already being subdivided into five-acre lots. The County has stated that residents of Erda desire to preserve the agrarian community and maintain the association with the County, although there is currently an active effort seeking possible incorporation of Erda. However, no areas have been excluded from the Annexation Policy Plan that have densities higher than one unit per acre.
2. The Tooele Army Depot administration and maintenance areas are located within the ½-mile buffer of the City. This facility is a United States Government institution and as such is not considered within the Annexation Policy Plan.
3. All other developed areas in the vicinity of the City’s current incorporated boundaries, or within ½-mile of those boundaries are already incorporated into other jurisdictions’ boundaries whether or not they meet the definition of urban development.

Considerations Of The Planning Commission And City Council

The decision whether or not to annex a piece of property for any purpose is one that should not be taken lightly by the City. In the process of their review, the Planning Commission is charged with the weighty task of not only a making recommendation whether or not the petition for annexation is justified as an asset to the community and whether it’s best served being annexed or remain outside of the incorporated boundaries of the city, but also what types of land uses should be incorporated into the areas they believe to be justified. Similarly, in making decisions the City Council, in their role as the municipal governing body, not only has to weigh the recommendations of the Planning Commission but also determine the terms and conditions upon which property is to be annexed, should that be the ultimate decision, that reduce or eliminate the burden on the City’s existing infrastructure and services. These are not simple decisions to be made by either body and should not be rushed. It is anticipated, and highly appropriate, that these decisions could be debated, discussed possibly at length, vetted thoroughly, differing opinions expressed, and decided without unanimous consent. Aside from and in addition to the concerns for infrastructure and services involved with annexation, there are other political, social, and financial considerations that should be considered.

Relationship with Expansion Areas of Other Municipalities

Grantsville City and Stockton Town are the closest municipalities to Tooele City, as shown in Appendix B. As such, the annexation policies of these Cities should be considered in the adoption of this plan. Tooele City and Grantsville City have had a mutual understanding, albeit informal, that each city has the greatest interest in the unincorporated properties between the two communities as they fall on either side of the Sheep Lane right-of-way. Grantsville City has pursued this more vigorously than Tooele City has thus far, in fact annexing properties all the way to Sheep Lane in recent years. Through negotiation with developers and owners of property that lies between the two communities, Grantsville City took the step in May 2020 to annex property from that area, crossing Sheep Lane. As discussed earlier, incorporating that area into Grantsville City removed the area from Tooele’s expansion previous Expansion Area A, resulting in two newly configured Areas A and B. Should Tooele City reach a point where the extents of Expansion Areas A and B are annexed into the City, or should Grantsville City opt to annex into these same areas, the municipal boundaries between the two communities would coincide.

Stockton Town is much greater distance from Tooele City than is Grantsville but that should not and does not make Stockton a lesser consideration. This distance however, does make the likelihood of the boundaries of these two communities coming together a much longer timeline consideration and one that will likely need to be considered with greater attention and detail in future revision efforts to this General Plan. There is also an important geographic separation between these two communities. Immediately north of Stockton Town is a geologic feature commonly referred to as “the sand bar.” Rightfully so, Stockton Town has, and has demonstrated, a vested in the activities on and around the sand bar as those activities most directly affect their community. The sand bar also would place a significant hurdle on the expansion abilities of Tooele City should the city ever develop a desire to expand that far. For these reasons it is most appropriate that this area be most closely involved with Stockton Town long term.

Willingness and Probability of Other Municipality to Annex the Area

Expansion Area A. According to their newly adopted General Plan Annexation Policy Plan, Grantsville City has indicated a potential of annexing into this area, just as this plan identifies. Grantsville City provides both water and sewer services to the area immediately adjacent.

Expansion Area B. According to their newly adopted General Plan Annexation Policy Plan, Grantsville City has indicated a potential of annexing into this area, just as this plan identifies.

Expansion Area C. There is no other surrounding municipality that would be able to annex into this area, thus there is no probability of another municipality annexing for the foreseeable future.

Expansion Area D. There is no other surrounding municipality that would be able to annex into this area, thus there is no probability of another municipality annexing for the foreseeable future.

Expansion Area E. There is no other surrounding municipality that would be able to annex into this area, thus there is no probability of another municipality annexing for the foreseeable future.

Expansion Area F. There is no other surrounding municipality that would be able to annex into this area, thus there is no probability of another municipality annexing for the foreseeable future.

Expansion Area G. Stockton Town is the only municipality with any potential of annexing into this area. Considering the distance and geographic constraints between this area and the existing Stockton Town boundaries it is unlikely that would be feasible in the near term.

Expansion Area H. Currently there are no incorporated communities to the east and north of Tooele City, thereby making annexation into an incorporated municipality only possible through Tooele City or an incorporation effort to form a new municipality within the county.

Expansion Area I. Currently there are no incorporated communities north of Tooele City or in the vicinity of Area I, thereby making annexation into an incorporated municipality most reasonable through Tooele City or an incorporation effort to form a new municipality within the county. The closest point of Grantsville City’s incorporated boundary is some distance to the west. An effort to incorporate Expansion Area I into Grantsville City would have to involve a significant amount of property in addition to this Expansion Area and require an amendment to their current Annexation Policy Plan.

Expansion Area J. Currently there are no incorporated communities north of Tooele City, thereby making annexation into an incorporated municipality only possible through Tooele City or an incorporation effort to form a new municipality within the county.

Expansion Area K. Currently there are no incorporated communities to the east of Tooele City, thereby making annexation into an incorporated municipality only possible through Tooele City or an incorporation effort to form a new municipality within the county.

Current and Projected Costs of Infrastructure

It is the position of Tooele city that future capital costs for the establishment and construction of infrastructure should be financed by the developer installing the improvements. It is not the City's position that the City should incur costs related to capital improvements into the Expansion Areas.

In developing, considering, and adopting an Annexation Policy Plan, the Planning Commission and City Council are to consider current and projected costs of infrastructure, urban services, and public facilities necessary to expand the infrastructure, services, and facilities into the area being considered for inclusion in the Expansion Area.

Expansion Area A Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area B Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area B. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area C Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area D Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. Some of this infrastructure is already in place and being maintained by the City. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion

Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area E Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area F Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area G Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility systems, which may first constitute extension of infrastructure into the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area A. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area H Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility system, which may first constitute extension of infrastructure to the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area H. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area I Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility system, which may first constitute extension of infrastructure to the Expansion Area. Development within this Expansion Area may also require the added infrastructure burden of facilities specifically to address the serviceability of the area considering its elevation difference from the closest existing infrastructure and facilities. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area I. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area J Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility system, which may first constitute

extension of infrastructure to the Expansion Area. Development within this Expansion Area may also require the added infrastructure burden of facilities specifically to address the serviceability of the area considering its elevation difference from the closest existing infrastructure and facilities. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area J. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Expansion Area K Future Capital Costs. Development within this area after annexation will need to connect to the City's water, sewer, and storm drain utility system, which may first constitute extension of infrastructure to the Expansion Area. If annexed, Tooele City would be responsible to maintain and regulate the roads, once constructed by development activities, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Expansion Area K. All other anticipated costs would be of an operations and maintenance nature as typical with the various areas of the existing community.

Consistency with the General Plan for Additional Land Suitable for Development

The City should encourage development within the municipal boundaries as a primary focus in an effort to utilize undeveloped lands first, before extensions are made to existing City boundaries. Policies should be adopted to encourage the appropriate use of undeveloped lands within the City consistent with its General Plan. If lands within the City are not available to be built on, annexations may be considered when services can be provided consistent with the General Plan.

All annexations should be considered from the point of view of the General Plan. The goals and objectives of the General Plan should serve as a guide to the consideration and land use assignments of the annexed area.

Tooele City is experiencing a pattern of rapid growth that is anticipated to continue. Projections have shown that Tooele City's population can be expected to grow by 10,000 to 15,000 people in the next decade. The City's indicators outside of formal projections suggest that this rate may serve as a baseline for the anticipated growth with actual growth outpacing those projections. The new households that will make up this growth should be accommodated on infill and existing sites within Tooele City's current boundaries primarily and supplement by future annexed areas as deemed appropriate. The amount of residential acreage needed for these new households is dependent on the overall density associated with new residential development. In addition, non-residential land uses would also be needed to support a community in which the residents can enjoy the ability to live, work, shop, and recreate.

Inclusion of Agricultural, Forest, Recreational and Wildlife Areas

Tooele City has established and pursued a policy of open space acquisition for the protection of values important to Tooele City's residents, including viewsheds, scenic vistas, watersheds, drinking water source protection, non-motorized recreation, and wildlife habitat. Some of the areas contemplated for possible annexation by this plan, including Expansion Areas C and D, present unique opportunities for open space preservation through fee acquisition, conservation easement, or other regulatory means.

Agricultural Areas. Active agricultural areas are included in the Expansion Areas and should be considered for annexation when it is consistent with the Agriculture Protection Act of Utah, the General Plan, and the desires of the owners of said properties. In general, agricultural areas should be

protected from development as feasible, unless it is the desire of the property owners of said lands to develop their properties.

Forested Areas. Forested areas should be considered for annexation with consideration to the preservation and beauty of surrounding environmental land consistent with the General Plan. Hillside protection and cluster housing should be used where practicable to preserve these areas when being considered for annexation. Expansion Areas D and E include some forested and hillside areas. These areas are primarily BLM and SITLA lands.

Recreational Areas. Recreational areas should be considered for annexation to the City with the intent that municipal services are generally not needed and the recreational and open space benefits are effectively consistent with the General Plan.

Wildlife Areas. There are an abundance of areas in and around Tooele City that currently enjoy the benefit of wildlife. As annexations occur further into these areas, a balance between the needs of people and the needs of wildlife should be considered and appropriate steps taken to plan for these needs.

Agriculture Protected Areas

The Annexation Policy Plan intends to recognize Agriculture Protection Areas adopted by the County. Expansion Areas are intended to be sensitive to the future development of these lands with planning in coordination with the property owners in these areas with the intent of protecting agricultural lands consistent with right-to-farm laws. To be included in an agriculture protection area established within Tooele County, land must comply in nature and configuration with the requirements of the state code and applicable Tooele County ordinances. Appendix C to this Plan Amendment shows the relationship between established agricultural protection areas and Expansion Areas of the Tooele City Annexation Policy Plan. Expansion Areas I and J contain properties within established agricultural protection areas. These areas should be protected and conserved through the agricultural activities currently operating on those properties until it is the desire of the property owner to have their agricultural designations removed for other types of land use.

Comments From Affected Entities

Tooele City's Planning Commission and City Council, in their capacity as the municipal legislative body, have held multiple public meetings and public hearings to consider this Annexation Policy Plan, and the General Plan as a whole. Compliant with the requirements of the Utah State Code, the City has also provided an opportunity to identified affected entities to provide comment on the Annexation Policy Plan. From this effort, the City has included the following statements regarding comments and information received from those affected entities during the public comment period as well as a logging of the comments and information received from the affected entities:

Log of Affected Entities' Comments and Information Received

Section 10-2-401.5 of the Utah State Code specifies, in part, that the City is to provide a window of time at least 10 days in length for affected entities, as defined in the Utah State Code, to provide written comment regarding the adoption of an Annexation Policy Plan or an amendment to an adopted Annexation Policy Plan. This window of time is called for in the Utah State Code is to occur following an initial discussion of the proposal during a public meeting of the Planning Commission and before a public hearing is held by the Planning Commission. For the review of this proposed amendment to the Tooele City Annexation Policy Plan, as a part of the comprehensive General Plan

Amendment, the Planning Commission granted a window of time lasting 30 days for affected entities to provide written comment. All written comment received during this window of time can be found in Appendix E to this Plan Amendment.

Tooele City Statement from Affected Entities' Comments and Information Received

Tooele City is grateful to its affected entity partners that have taken the time and interest to review this proposed amendment for the identification and inclusion of three new expansion areas into the adopted Annexation Policy Plan. Their input and information is valuable to the City. We have great respect and appreciation for the services they provide to our valley-wide community whether or not they offered comment on this proposed amendment. It is the desire of Tooele City to continue the working relationship with these entities to provide the best services possible to all residents of the Tooele Valley regardless of the provider. Tooele City also respects the rights and decisions of property owners. One of those rights is the right to make application and be heard. As such, Tooele City's intent is to allow property owners to make application for annexation, should they choose to do so, and be heard upon which time Tooele City intends to make decisions based on what is best for the community.

Appendices: Annexation Policy Plan Maps And Information

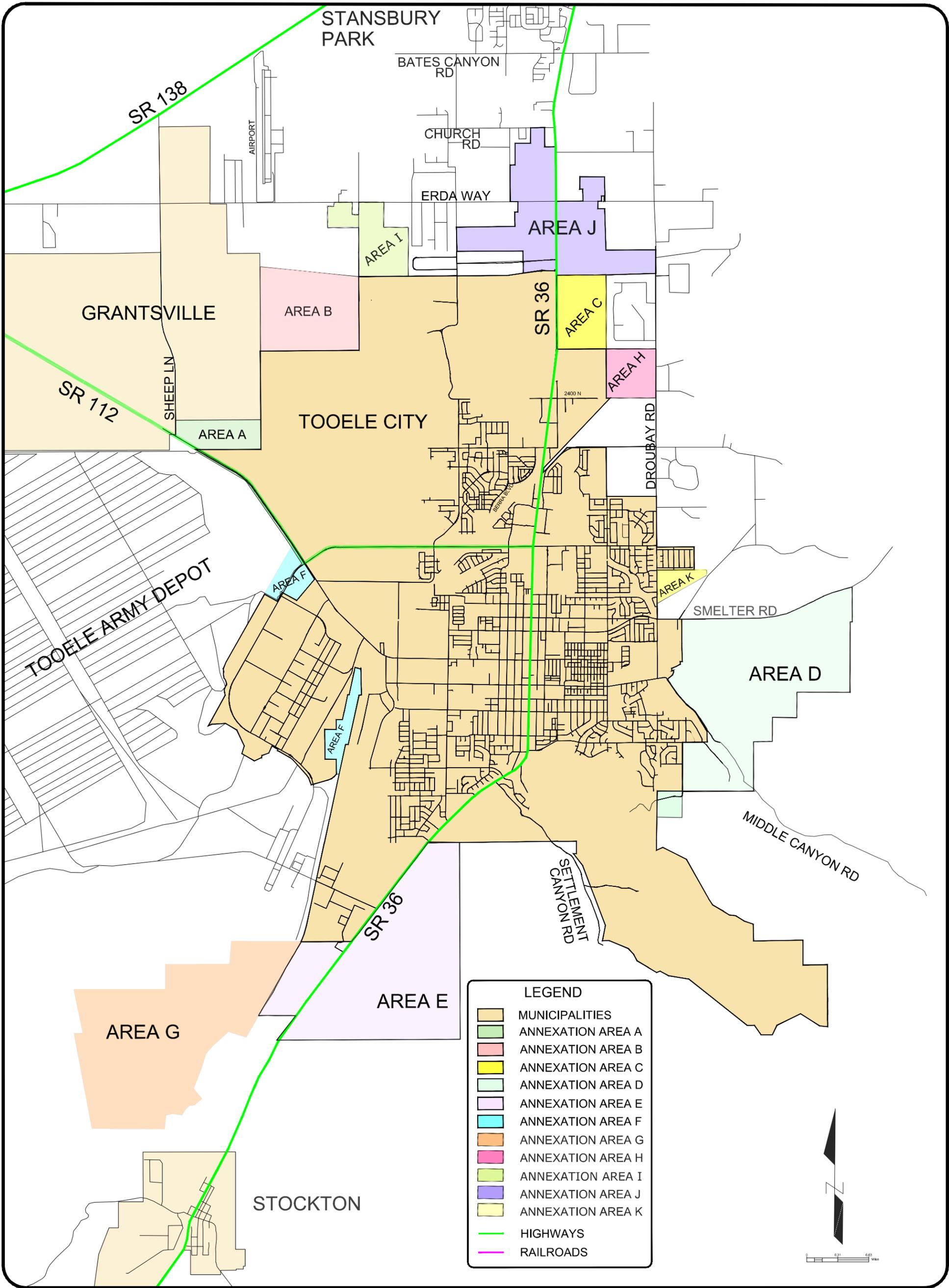
This section includes maps and information related to the Annexation Policy Plan. Included herein are the following maps and information:

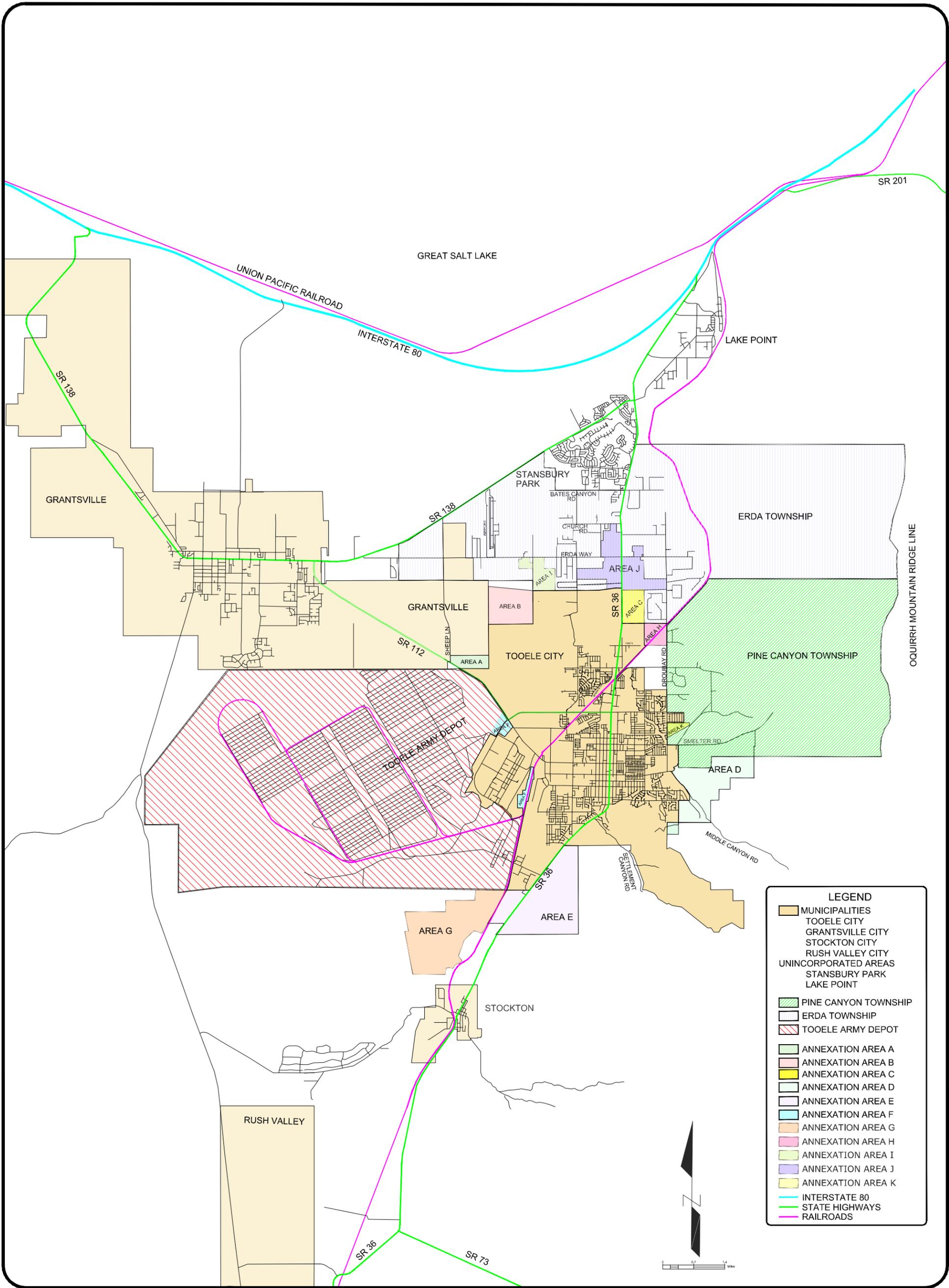
- Appendix A: Expansion Area Map
- Appendix B: Illustration of Surrounding Municipalities
- Appendix C: Agricultural Protection Areas
- Appendix D: ½-Mile Buffer of Tooele City Municipal Boundaries
- Appendix E: Log of Written Comment Received From Affected Entities

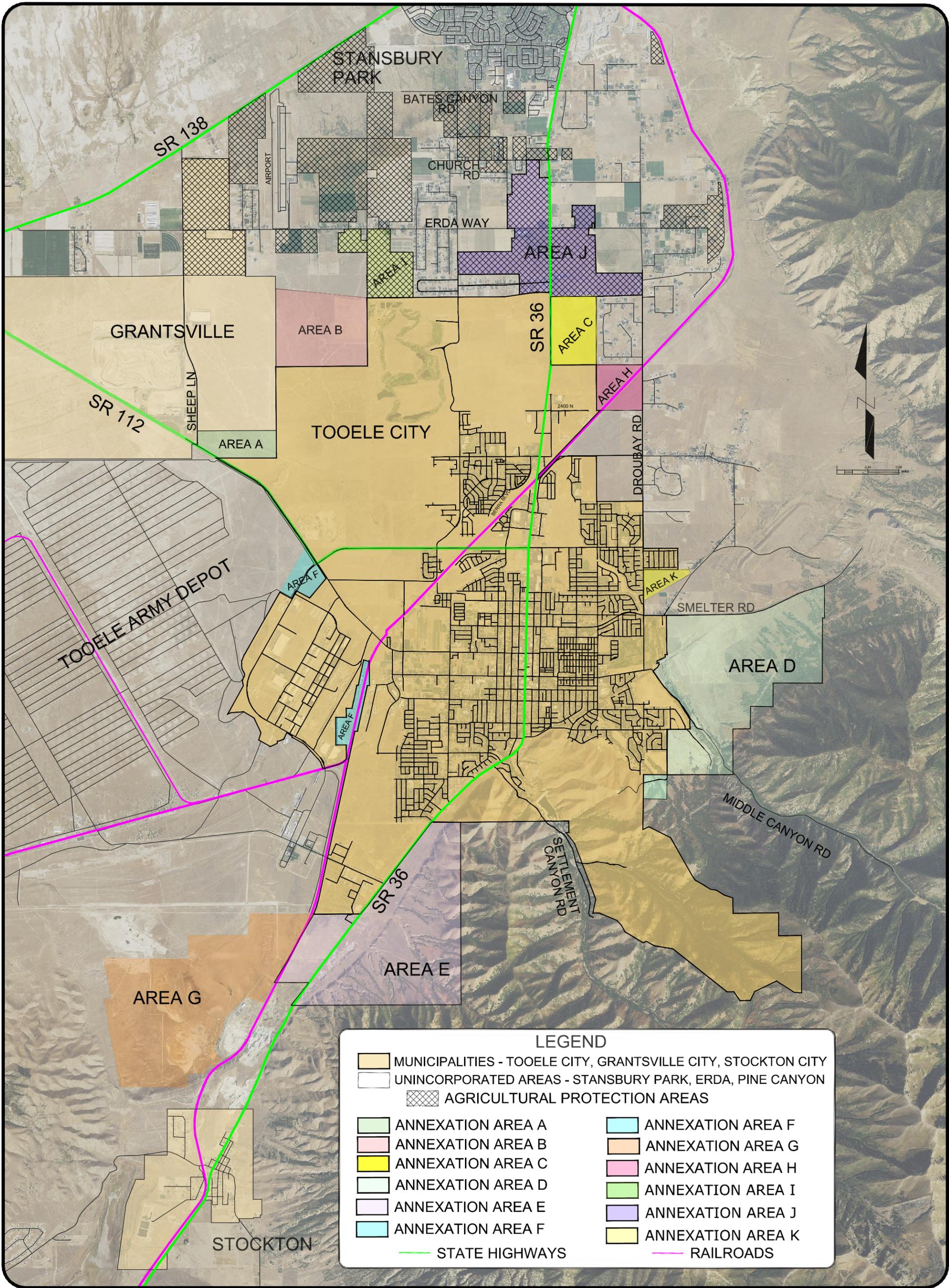
GENERAL PLAN

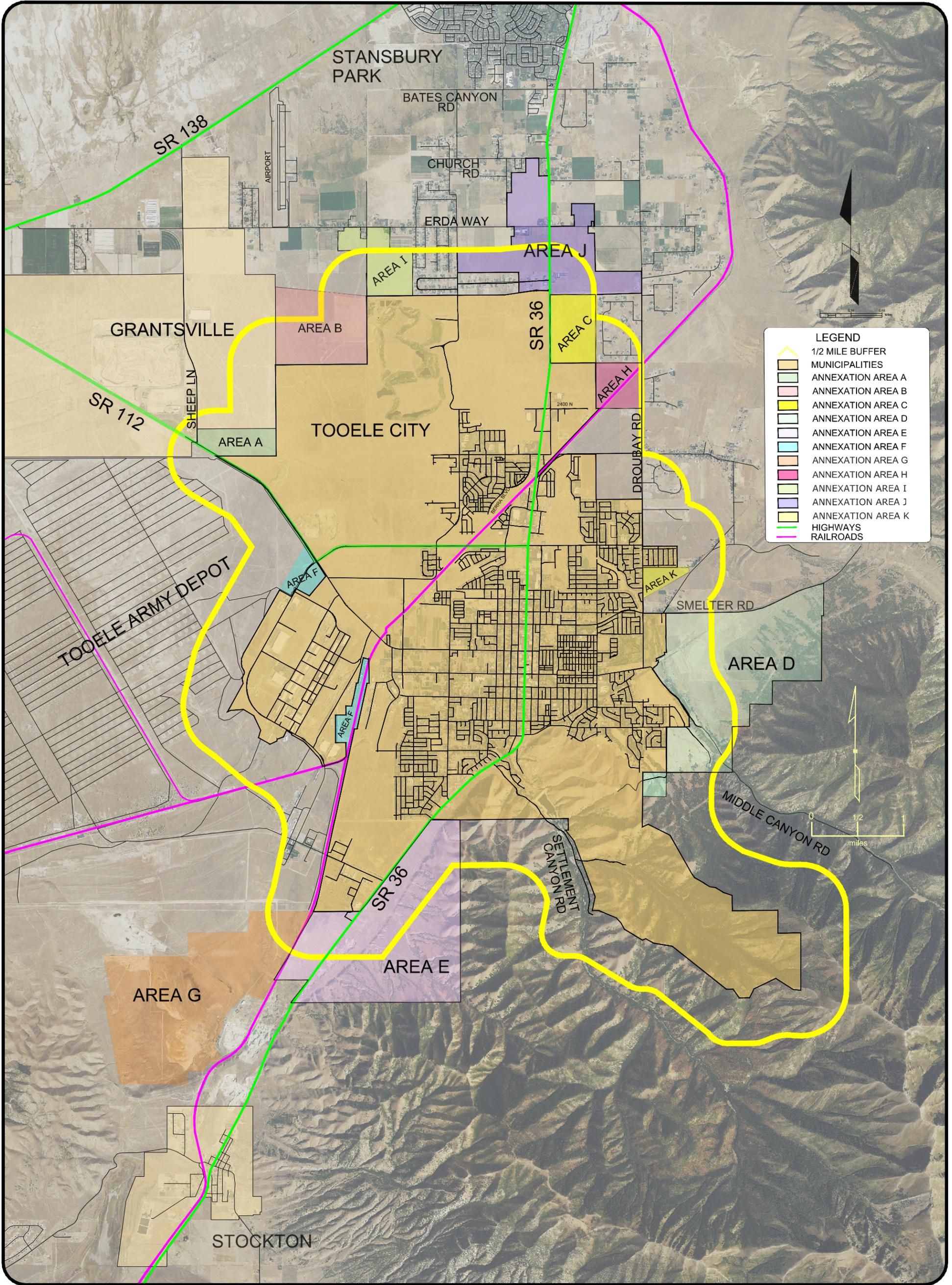


ANNEXATION POLICY PLAN ELEMENT









Appendix E

Log of Written Comment Received From Affected Entities

GENERAL PLAN



Tooele City received no written comment from defined affected entities during the 30-day comment window on the Annexation Policy Plan as a part of the comprehensive General Plan Amendment.

ANNEXATION POLICY PLAN ELEMENT

GENERAL PLAN



TRANSPORTATION ELEMENT

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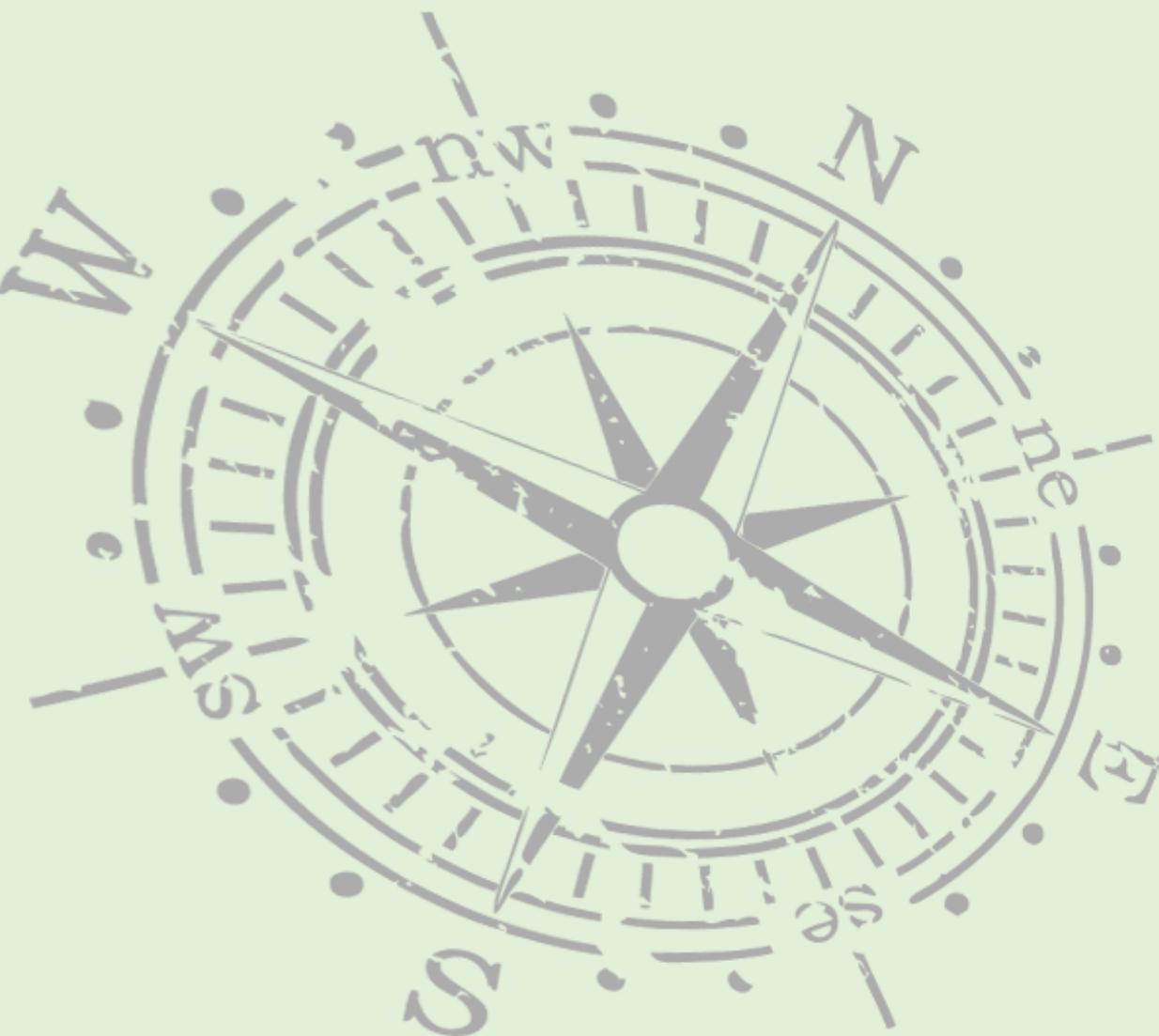
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Introduction

In November 2010, Tooele City concluded the process of developing the latest comprehensive Transportation Master Plan for the city. Transportation planning for Tooele City existed prior to that plan but the growth seen in the community through the 1990's and 2000's made the development of that plan necessary. Similarly, with the aging nature of that plan and the continued growth in the community, the development of the Transportation Master Plan was built upon that 2010 plan and prior policy. Tooele City enlisted the assistance and transportation engineering expertise of Hales Engineering, Inc. for the development of the master plan. The Transportation Master Plan is a highly technical and detailed document, atypical of the overall intent of a General Plan. For this reason, the Transportation Element of the General Plan is an extraction from the Transportation Master Plan intended to serve as background alongside the guidelines, goals, and objectives upon which the details and analysis of the full Transportation Master Plan is built and based.

Overview

The City continues to see rapid growth with the development of the Overlake area and many other residential and commercial developments. With a high number of residents traveling in and out of the City to commute to work during peak hours, there are existing challenges with transportation in the City. The purpose of the Transportation Master Plan (TMP) is to plan for the multi-modal transportation needs of Tooele City, accounting for the projected future growth.

Key to planning for Tooele's transportation needs is an understanding of the city's goals and policies related to transportation. The other portions of the General Plan include future land use, development plans, and goals in the City and how those will be achieved. This Element provides details regarding the City's transportation needs, including future demand and improvements, to meet the goals outlined by the City. The TMP expands the vision, goals, and objectives from the General Plan into an actionable mobility-related outline to guide Tooele's near- and long-term transportation investments.

Employment And Journey To Work

Unlike population, the employment opportunities within the City have not seen significant growth until the last few years. Tooele has seen an increase in regional retail developments along Main Street (SR-36) between 1000 North and 2000 North. Approximately 40% of residents work outside of Tooele County.

Data were collected from the U.S. Census American Community Survey results for Tooele to determine the mode split in the City. The recent mode split in the City based on survey results from 2014 to 2018 is shown in Figure 1.

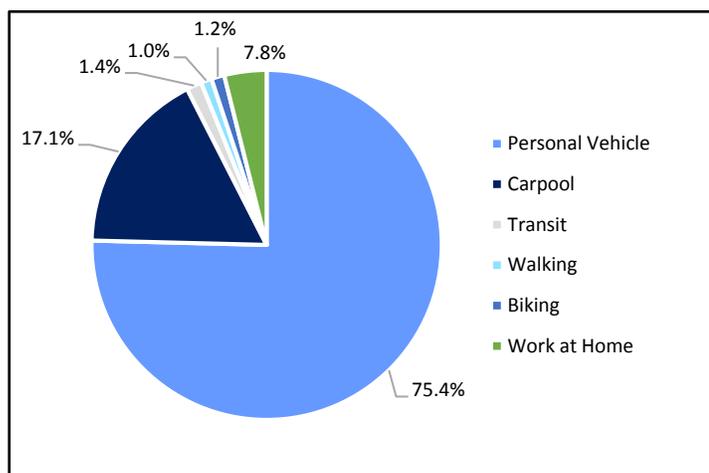
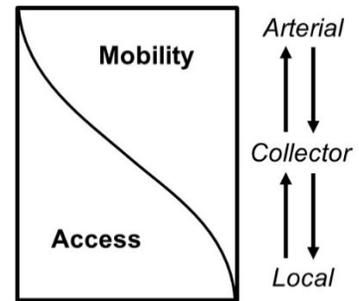


Figure 1 - Tooele Mode Split

As shown, approximately three-fourths of workers drive alone in a personal vehicle to work. Approximately 17% carpool and 1.4% ride transit. It is anticipated that as transit, pedestrian, and bicycle facilities improve in the city the percentage of personal vehicle usage for commuting will decrease. Approximately 30% of workers leave between 7:00 and 9:00 a.m. to travel to work. The average commute time to work for Tooele residents is 28.6 minutes.

Roadway Network

Roads are categorized into a hierarchal system and given a functional classification based on right-of-way (ROW) width. The higher a street classification, the more mobility it provides with limited access. Lower street classifications have less mobility, but more access. The five major classifications of Tooele City roadways identified are principal arterials, arterials, major collectors, minor collectors, and local streets.



The following are the five typical street classifications for Tooele City roadways:

- **Principal Arterial** – Principal Arterials are designed to provide high mobility between population centers. Access control is highly restricted. Tooele City does not currently have principal arterials, although they are planned as part of future improvements in the TMP. Principal arterials have a ROW of 112 feet.
- **Arterial** – Arterials are designed to have greater mobility and connect traffic between population centers and regional attractions. Because of their increased mobility, arterials typically have higher speeds and a high degree of access control, with the exception of some historical sections. Arterials have a ROW of 106 feet.
- **Major Collector** – Major collector roads are designed to connect with and augment the arterial system and provide access control. Generally, these streets are intended to carry traffic for shorter distances than arterials and have lower speeds. Major collectors have a ROW of 84 feet.
- **Minor Collector** – A minor collector road is designed to carry low-speed traffic and provides greater access than limited-access collectors. Minor collector roads are also designed for greater mobility than local streets as they are generally wider and as a result have less side friction with on-street parking. Minor collectors have a ROW of 66 feet.
- **Local Street** – Local streets are designed for accessibility and have less mobility than any other functional classification. The primary purpose of these is to provide access to surrounding properties and carry low-speed traffic. Some local streets may be designed to discourage through-traffic in neighborhoods. Local streets have a ROW of 60 feet.

**TABLE 1
ROADWAY CLASSIFICATIONS**

A summary of the Tooele roadway classifications is shown in Table 1. Typical cross-sections were designed for each of the Tooele street classifications primarily based on the existing City cross-section standards. Bike treatments are not included in these concepts and may require additional ROW and/or pavement. The colors shown in Table 1 correspond to colors shown in the

	CLASSIFICATION	CHARACTERISTICS
	Principal Arterial	ROW: 112 feet (7 lanes)
	Arterial	ROW: 106 feet (5 Lanes)
	Major Collector	ROW: 84 feet (3 Lanes)
	Minor Collector	ROW: 66 feet (2 Lanes)
	Local Street	ROW: 60 feet (2 Lanes)

roadway network figures shown later in this Element. The Principal Arterial classification does not yet exist on current roadways but is introduced in a later section.

Level Of Service Analysis

Level of service (LOS) is a term that describes the operating performance of an intersection or roadway. LOS is measured quantitatively and reported on a scale from A to F. LOS A represents the best performance and LOS F represents the worst performance. Calculating a planning-level LOS for a roadway segment is completed based on volume-to-capacity ratios. The volume is the average daily traffic for the given roadway segment and the capacity is based on factors such as lane count and traffic signal spacing. A visual representation of the various levels of service is shown in Figure 2.

Intersection LOS

Intersection LOS looks at individual intersections and provides a microscopic view of a roadway network. LOS at intersections can be broken down into directions and respective movements (left-turns, through movements, or right-turns). A detailed look at intersections should occur as frequently as necessary since they are a source of bottlenecks.

Existing Roadway Network

Major roadways in Tooele have been designed on a grid system as is the pattern along much of the Wasatch Front. Many north-south roads are located approximately every 400 or 800 feet. Spacing of major east-west roads varies between approximately 650 feet and 800 feet.

State Route 36 (SR-36) is the City’s primary north-south highway through town. Other major north-south roadways include Coleman Street, 200 West, 100 West, 100 East, Broadway Avenue, Seventh Street, and Droubay Road. 1000 North is the City’s primary east-west roadway, which is designated as State Route 112 (SR-112) west of SR-36. Other major east-west routes include 700 South, 200 South, Vine Street, Utah Avenue, 200 North, 400 North, 2000 North, and 2400 North.

Local roadways in Tooele are a mixture of grid systems in some areas and unconnected roads with cul-de-sacs in other areas. Discontinuous local road systems can lead to unnecessary congestion and delay on collector and arterial roads, as vehicles are forced to take those routes even for short trips. Therefore, it is recommended that the grid system be followed as much as possible as areas develop.

The functional classifications discussed previously were assigned to the roadways in Tooele based on existing roadway widths, the degree to which the roadway provides connectivity through the community, and the intended LOS. The Existing Roadway Network Map in Appendix A that shows the functional classifications is shown in Table 1. Most roadways in Tooele City are maintained by the City. Main Street (SR-36) and 1000 North (SR-112) are state roadways and maintained by the Utah Department of Transportation (UDOT).

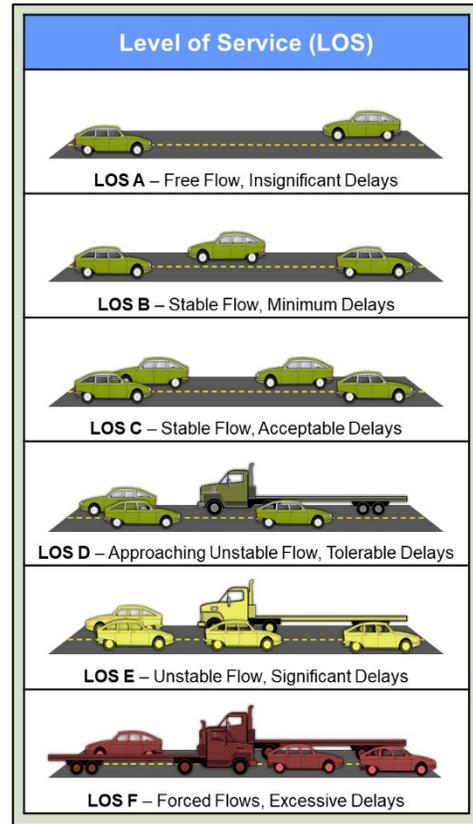


Figure 2 - Visual Representation of LOS

Land Use

It is anticipated that Tooele City will experience rapid growth in the next several years. Because future traffic estimates are dependent upon development projections, Tooele City provided potential development locations, types, and densities that would contribute to a full-build scenario. Since 2000, Tooele City has experienced an average growth of approximately 3.7% per year. If this growth rate holds, Tooele City could reach near full-build conditions of the city's existing boundaries around the year 2040. It is estimated that approximately 12,000 new dwelling units consisting of single-family housing, townhomes, and apartments will be constructed. It was also estimated that 3.5 million square feet of commercial space will be constructed, as well as 1.4 million square feet of industrial space. The new high school was also factored into the analysis. While not factored into the analysis, the extent to which Tooele City will be able to fully develop will depend on water resource availability among other factors.

Roadway Improvements

As Tooele continues to develop, new roads will be constructed to connect developments to arterial streets. The Future Roadway Network Map in Appendix B includes signal locations and roadway functional classification. Functional roadway classifications on this map shall serve as the basis for roadway improvements and applicable to development and land use applications. Future signal locations were assigned based on the current corridor agreements with UDOT and the proposed roadway network.

Truck Routes

In order to minimize the impact of trucks on most city streets, truck routes have been designated for existing and future roadways. These truck routes are primarily located on arterial roadways, including all state-maintained arterials located in Tooele City. Section 10-2-7 of the Tooele City Code outlines the following public streets that are designated as truck routes:

- Main Street (SR-36)
- SR-112
- Tooele Boulevard (1100 West)
- Droubay Road
- Pine Canyon Road

Alternative Modes Of Transportation

A transportation system is composed of more than roadways. It also includes provisions for other modes of transportation including public transit, cycling, and walking.

Public Transportation

Public transportation in Tooele City is served by the Utah Transit Authority (UTA), currently, consisting of bus and flex shuttle service. There is one existing UTA bus route that services Tooele City, which is Route 451. Route 451 has five buses leaving Tooele to Salt Lake City from 5:00 to 7:00 a.m. and five buses leaving Salt Lake City to Tooele from 3:45 to 5:45 p.m. All buses have approximately 30 minutes of headway. There are three existing UTA flex shuttle routes that service Tooele City: Routes F400, F402, and F453. These routes provide comprehensive service to the City of Tooele and Route F453 provides service to and from Salt Lake City. The shuttles follow the assigned route but also change course to pick up riders. These routes vary in headway from 30 minutes to one hour. Future transit projects could include increasing express service to and from Salt Lake City, potentially during off-peak hours. Internal routes could be added to Tooele City as residential and

commercial development continues to increase.

Active Transportation

Providing safe and convenient bicycle and pedestrian facilities in Tooele City is critical to promoting active and multi-modal transportation. If citizens have easy access to these facilities, use of the bicycle and pedestrian modes of travel will increase. The City has a few existing routes to facilitate these modes. The Parks, Open Space and Recreation Element of this General Plan identifies routes and pathways for these alternative methods for getting around the community.

Safety

One of the most vital aspects of any community's transportation system is the ability for citizens of the community to get around safely. Unsafe conditions, even if only perceived to be unsafe, can be one of the biggest detractors for an element or segment of the transportation system. Unsafe conditions, whether they are at a specific location such as an intersection or a segment of roadway, can be addressed or mitigated through the construction of additional facilities, upgrading of existing facilities, or the implementation of innovative features.

Traffic Calming

Traffic calming can involve measures to influence behavior or reduce the speed of vehicles on a given road or intersection. These can take the form of physical or non-physical measures. There is no one solution to address safety concerns. Prior to implementing any traffic calming measures, careful study and analysis should be performed to determine the most appropriate method to address the nature of the safety concern at issue. A few examples are outlined below:

- **Speed Enforcement.** Targeted speed enforcement by local law enforcement agencies can have a significant impact on the prevailing speed in certain locations. Enforcement efforts can be targeted at specific locations at certain times of the day to encourage drivers to comply with the posted speed limit.
- **Driver Feedback Signs.** Driver feedback signs, as shown in Figure 3, can help drivers be more aware of their speed in relation to the posted speed limit. Driver feedback signs can be permanently mounted, temporary installations, or mounted on a trailer. In each case the current speed of the approaching vehicles is detected and shown on a digital display, along with the posted speed limit on a static display.
- **Lane Striping.** Lane striping not only delineates the lane of travel but can also create a narrow feel on the roadway without narrowing the paved surface. The narrow feel can encourage some drivers to reduce speeds. Lane striping can also be used to create bicycle lanes, parking spaces, or delineate other uses.
- **Signage.** The placement of signage such as speed limit signs or signs dictating various restrictions can be used for traffic calming purposes. Restriction type signs can include signs prohibiting trucks, turning movements, through movements, or others.
- **Speed Legends.** Speed legends consist of letters and numbers painted on the roadway surface, usually in conjunction with roadside mounted signs, indicating the posted speed limit.



Figure 3 - Driver Feedback Sign

- **Traffic Circles.** Traffic circles are raised islands, usually circular in shape, that are constructed in the center of an intersection. The presence of these features requires that vehicles slow down to navigate around the traffic circle. For an example, see Figure 4.
- **Roundabouts.** A roundabout is like a traffic circle in that it features a circular center island. However, roundabouts are generally much larger and have raised islands on the approaches to divert traffic in the direction of the travel in the roundabout. Vehicles approaching a roundabout yield to traffic already in the roundabout. Due to the large footprint required to construct a roundabout, this traffic calming measure is generally unfeasible in established neighborhoods.
- **Chicanes.** Chicanes are short curb extensions or “edge islands” that alternate from one side of the road to the other on a roadway segment, as shown in Figure 5. These features required vehicles to “zig zag” slightly as they travel on the roadway, resulting in reduced speeds.
- **Lateral Shifts.** Like a chicane, a lateral shift requires traffic to shift to one side. However, with this countermeasure the lanes only shift once, and it usually occurs near an intersection approach.
- **Bulb-outs and Neckdowns.** Bulb-outs and neckdowns are curb extensions at intersection approaches, as shown in Figure 6. These curb extensions narrow the lane at the approach, shorten the curb radius, and results in lower speeds. Bulb-outs also shorten crossing time and distances for pedestrians.
- **Chokers.** Chokers are curb extensions that occur midblock, as opposed to bulb-outs and neckdowns which occur at intersections. Chokers create a narrowed traveled way, resulting in lower speeds. For an example, see Figure 7.
- **Raised Pedestrian Crossings.** A raised pedestrian crossing is similar to a speed hump, but they are intended to be wide enough to allow for a pedestrian crossing. Their function is to slow traffic, decrease volumes, and increase visibility of pedestrians. Raised pedestrian crossings are generally not a preferred method of traffic calming in areas of high volume or high speed traffic or in parts of the country where snow plowing is a primary concern. Raised pedestrian crossings can be effective measures for areas of very localized traffic mixed with high pedestrian



Figure 4 - Traffic Circle



Figure 5 - Chicane



Figure 6 - Bulb-outs and Neckdowns



Figure 7 - Chokers

traffic.

Access Management

Access spacing should vary by functional classification type. As a general rule, the greater the mobility on a roadway, the lower the accessibility. Arterials and major collectors are typically designed as major routes to allow vehicles greater ease of travel with few interruptions. These roads should have limited access points so as not to disrupt flow of traffic. In contrast, local streets experience comparatively little traffic and are designed to allow access to individual properties, which should keep the speed down.

When possible, streets and accesses should line up with the street or access across the intersection. Offset intersections are categorized as either positive or negative, depending on the orientation. Negative offsets occur when left-turning movements off the major street conflict with each other, i.e. where vehicles trying to turn left overlap their travel path with vehicles coming in the opposite direction also trying to turn left. Negative offsets create potential for head-on collisions, as shown in Figure 8. Positive offsets are preferred over negative ones, but the ideal option is to have streets line up.

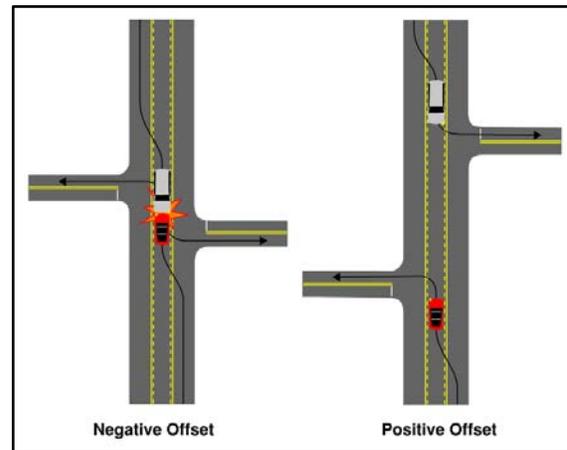


Figure 8 - Offset Diagram

Transportation Goals And Objectives

Goal #1 Provide a transportation system than balances traffic needs and those creating a safe, livable, and attractive community.

- With future road planning, incorporate aspects of balanced traffic needs with alternate transportation modes and aspects that promote livable and safe streets.
- Review street construction design standards and details for possible updates to reflect the balance between traffic demands and livable streets.
- Strike a balance between optimizing for traffic needs and making streets livable, attractive, and safe.

Goal #2 Promote transportation safety and functionality.

- Provide multiple routes through the community for emergency vehicles and services.
- Coordinate future road planning projects with the Utah Department of Transportation, Wasatch Front Regional Council, Tooele County, and other local entities.
- Require interconnecting streets to provide alternative circulation options to reduce the pressure on major streets.
- Implement roadway and intersection improvements in harmony and coordination with the City's Impact Fee Facilities Plan.
- Implement traffic calming measures where appropriate.
- Implement access management protocols that improve capacity by encouraging shared and cross-access easements, access consolidation for redevelopment, and minimizing conflict points.

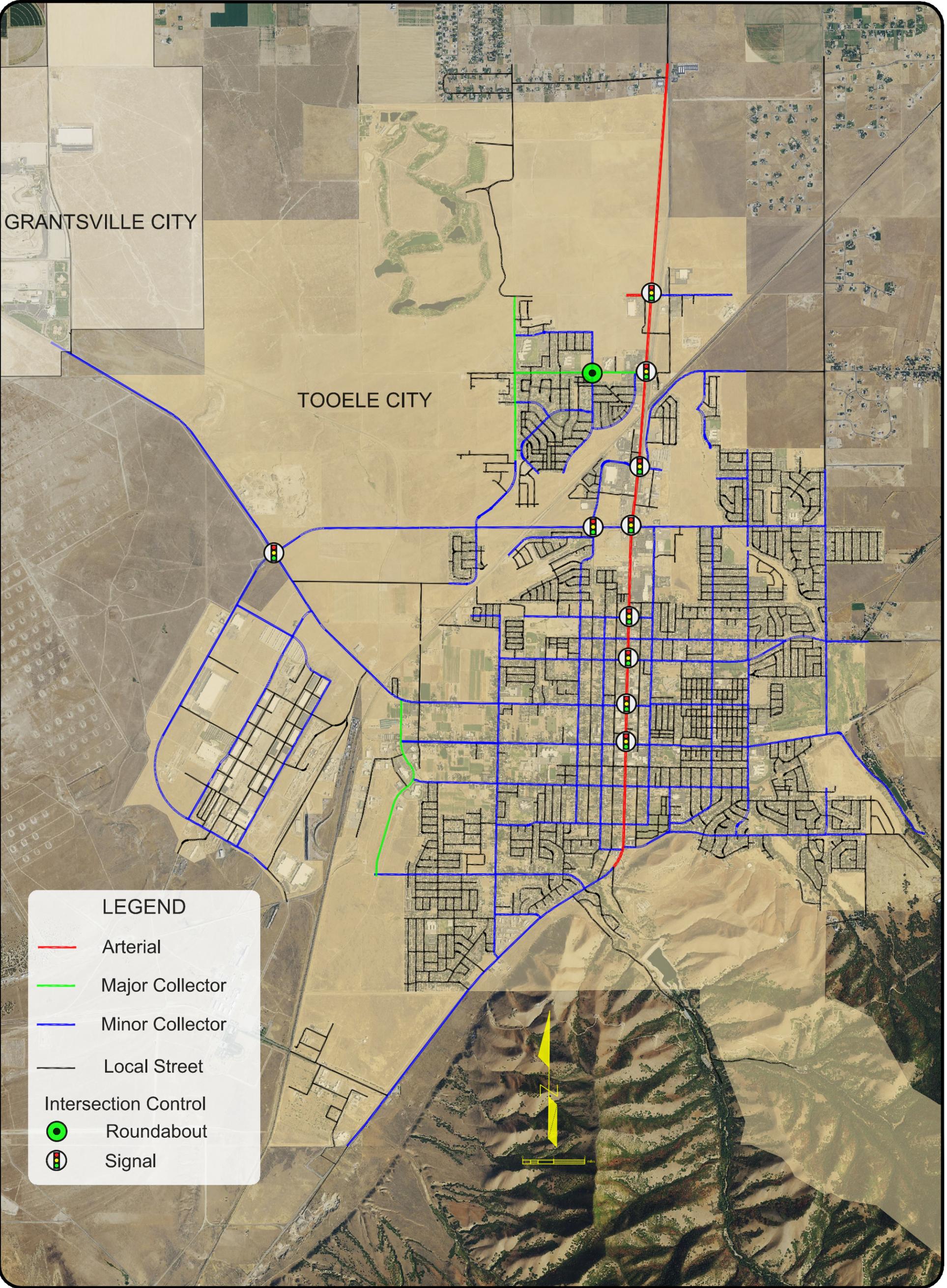
Goal #3 Merge transportation character with the built environment (i.e. neighborhood character).

- Develop and implement a phased improvement program for street improvements in neighborhoods.

- Continue the existing street grid pattern as new development occurs, providing uninterrupted connectivity with existing development.
- Install sidewalks where needed based on prioritization, funding availability, and development opportunity.

Goal #4 Expand transportation options.

- Create a transportation network that will safely accommodate bikes, pedestrians, and vehicles through the City.
- Provide alternate transportation pathways in an interconnected system that links major designations.
- The City should continually seek additional funding for road projects from all possible sources.
- Study ways to improve east-west traffic flow within the City.
- Study ways to relieve commuting traffic pressure on limited north-south corridors.



GRANTSVILLE CITY

TOOELE CITY

LEGEND

- Arterial
- Major Collector
- Minor Collector
- Local Street

Intersection Control

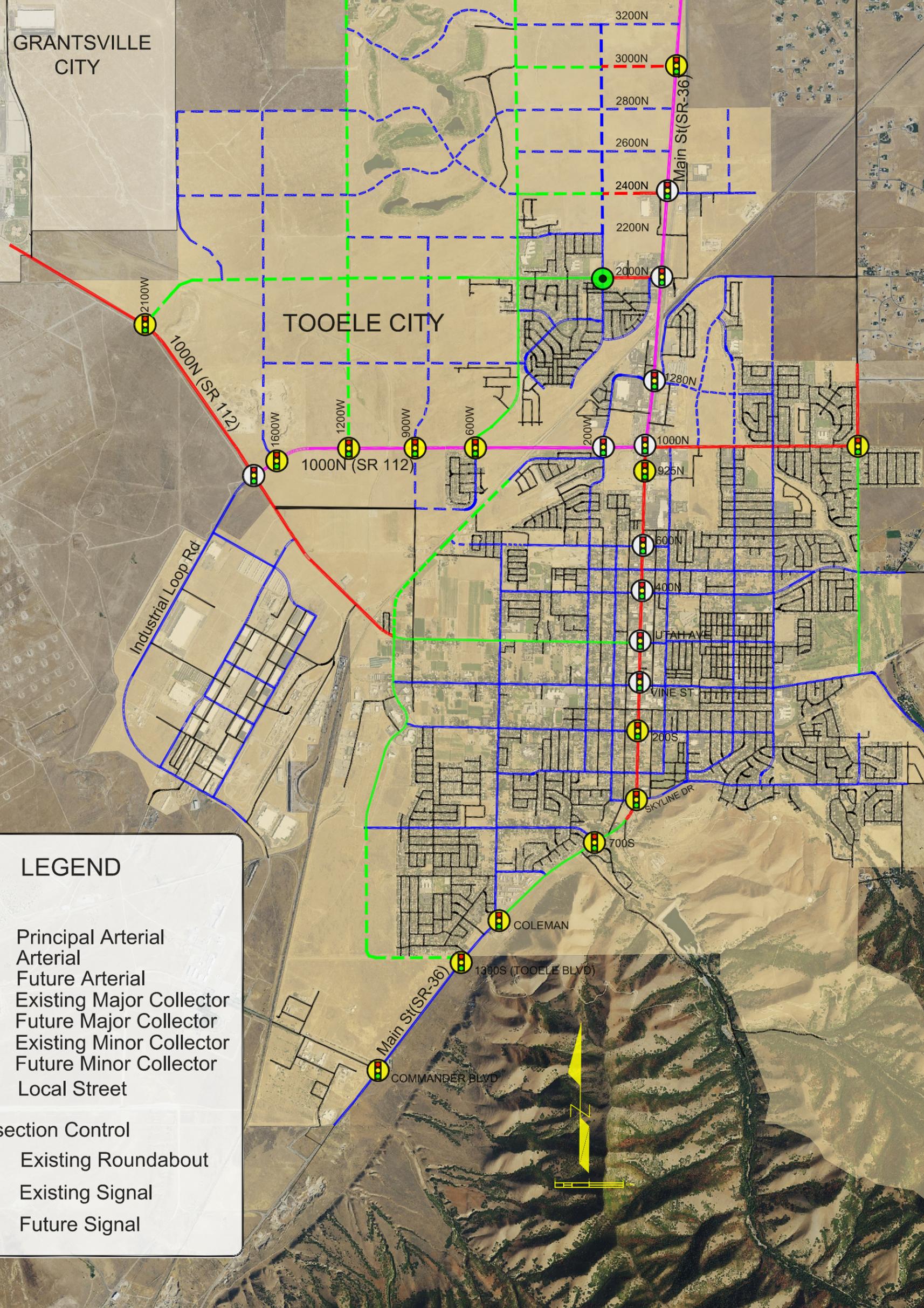
- Roundabout
- Signal

GRANTSVILLE CITY

TOOELE CITY

LEGEND

- Class**
- Principal Arterial
 - Arterial
 - - - Future Arterial
 - Existing Major Collector
 - - - Future Major Collector
 - Existing Minor Collector
 - - - Future Minor Collector
 - Local Street
- Intersection Control**
- Existing Roundabout
 - Existing Signal
 - Future Signal



GENERAL PLAN



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Economic Vitality Element

Introduction

The Economic Vitality Element intended to address fundamental goals and objectives upon which the City can develop and employ specific criteria and policies to better evaluate business decisions and encourage economic development that will sustain the community. This element has been prepared to balance the needs of Tooele's neighborhoods with those of its business community. The goals emphasize compatibility, diversity, growth, uniqueness, and flexibility. Furthermore, this element acknowledges the economic factors that strongly influence the future well-being of the community, as well as its current and future residents and neighborhoods. The sustainability of Tooele's quality of life relies directly on the economic prosperity of the community balanced with the preservation of the natural environment. The goals and objectives of the Economic Vitality Element are designed to support and enhance this sustainability. To assure a high quality of life for Tooele residents, economic growth must be fostered.

The importance of a strong, vibrant economy to Tooele's way of life cannot be overstated. Tooele relies on its economic strength to provide a high quality of life, to provide high quality services for citizens, and to provide employment for its citizens. Without these economic strengths, citizens would experience decreased levels of city services and amenities, and/or increased taxes and costs of services. The city is committed to supporting and expanding its existing economic base. This can be done by targeting new opportunities that will further diversify the economic foundation and provide for the future fiscal health of the city and long-term sustainability, while protecting the city's unique character.

Tooele's economic base is quite diverse. This is a change from the agricultural dependent economy of the past. Today many activities cultivate Tooele's economic vitality including retail, services, industrial, and varied employment opportunities along the major thoroughfares that dissect the city. By focusing on these strengths, Tooele will be able to continue broadening its tax base and provide high quality employment opportunities for its citizens.

Economic Profile

As a brief summary about Tooele's economy, acknowledging that more detailed information is referenced in other sections of this General Plan, significant new commercial, industrial and residential development typifies recent growth. In order to support community and economic development there has been widespread construction of the community's infrastructure. A solid economic foundation that targets quality development and attract a lucrative tax base sets Tooele on a track for a prosperous future. All told, as the hub of the Tooele County region, Tooele City is the focal point of area commerce, community, and the arts.



Tooele's growing retail market is an integral part of Tooele's distinctiveness and is one of the major economic drivers in the community. The City's retail businesses will continue to be challenged by the draw from other metro area communities and the changing nature of economic activity towards online sources. Therefore, it is crucial for Tooele to preserve a strong, aggressive position in maintaining and supporting existing businesses in addition to bringing in new, high quality retail, commercial, and industrial activities to the community.

The primary industrial and manufacturing areas occur along the western edge of the community. The growth in this sector has included redevelopment and the import of diverse new businesses to go along the growth of existing businesses. The City actively seeks targeted business services appropriate to the community that provide quality jobs for the citizens of Tooele. These activities help to further diversify the economy and provide services and amenities to the community.

Vision

Tooele's future as an attractive place to live and work is dependent upon a dynamic, diversified, and growing economic base that compliments the character of our community. Tooele City is regionally competitive and will attract businesses that offer employment to our citizens, provide essential services, respect our mountain environment, compliment our outdoor lifestyle, and enhance our tax base. Tooele will foster its strengths in business, employment and higher education opportunities, as well as diversify and develop new opportunities through emerging technologies that change how we do business. Tooele's economic competitiveness and prosperity supports a quality of life that is distinctive among Valley communities. By following the goals and objectives of this element, the competing needs of Tooele residents and businesses will be balanced so that neighborhoods are protected, while business districts are competitive and attractive.



Tooele's Economic Values

- Business entities that complement Tooele's community characteristics such as quality design standards, mountain environment, and friendly community lifestyle.
- Continuation of a strong, unique retail environment.
- Quality of life for residents, quality of its businesses, and the quality of the environment surrounding the community.
- Access to high quality employment opportunities, resources, and services for citizens.
- Economic stability and a continued high level of public services for citizens and visitors.
- A diverse array of goods and services locally provided for consumers.
- A vibrant community with cultural and recreational opportunities for residents and visitors supported by community business partners.

Business Climate Factors

Business climate factors contribute both positively and negatively to the environment in which businesses

operate. A good business climate is one that offers a safe and stable place for business. Strong and supportive government, quality education and labor resources, public safety, favorable taxation policies, and loyal consumers are just some of the important factors that contribute to a positive business climate.

Opportunities:

- The city has competitive tax and utility rates.
- The city has a relatively low unemployment rate.
- Tooele's high quality of life is a positive attraction.
- The city has experienced growth in retail sales over the past decade.
- Potential specialty retail stores need an expanded market in Tooele.
- Tooele is diverse in population and income levels which provides for a wide range of needed employment, service, and commercial opportunities.
- The proximity of higher education provides opportunities for research and business development, conferences, and special events.
- Tooele has a beautiful natural setting to attract new residents and tourists.

Increased risk, uncertainty, and instability in the market place negatively impact businesses, as well as the communities in which they operate. To the extent that local communities support the creation and expansion of local businesses they are able to create a business climate that is more inviting to private business owners.

Challenges:

- The housing market has been growing quickly, leaving Tooele with relatively low stock of available housing which leaves few options for new renters and homebuyers.
- Although there are strong and viable retailers in the downtown area there is a perception that the commercial heart of the community has shifted away from the downtown area.
- Almost 26% of retail spending is "leaking" from Tooele.
- Points of interest, city amenities, and other identifiers for visitors are not evident to those unfamiliar with the area.

Revitalization

Revitalization and redevelopment, particularly in the downtown area, become a critical part of the economic vitality of the community as the city matures. Tooele should prevent decline in mature areas by acting before they lose their attractiveness. Additionally, housing and the stability of residential neighborhoods is an essential counterbalance to Tooele's quality of life. While discussed in other elements of the General Plan, the Economic Vitality Element recognizes that quality housing is a crucial component to the stability of the local economy. Retaining and enhancing the vitality of maturing areas of the city, both residential and non-residential, is a critical priority in maintaining the city's overall economic health.

Tooele's economic vitality faces several new economic challenges as the community matures. As the traditional model by which new opportunities for economic growth and sustainability were defined must be rethought and redefined. There are new and non-traditional demands for what the Tooele economy should not only provide for its citizens but also what economic uses should comprise the economy. The community must establish a balance of these demands with the complexities of the "new economy." Tooele's economic position must be agile enough to respond to the dynamic needs and demands of the new economy while actively supporting existing businesses. Suitable response to these demands is critical to ensuring Tooele's economic future.

Retail Leakage

The economic vitality of a community is directly tied to the various income streams from properties within the city's jurisdiction. Most notably these revenue streams come in the form of property taxes, licensure and application fees, utility fees, sales taxes, and other miscellaneous revenues. Property tax and sales tax typically provide the most prominent segments of a community's income stream. Residential properties contribute property tax income, but do so at a 45% reduced rate. Non-residential properties provide not only a full rate property tax but the added aspect of sales and use taxes. With Tooele City's relative close proximity to the Salt Lake metro area and the broad commercial opportunities there, combined with the expansive digital marketplace the internet provides, it is relatively easy for sales tax dollars to escape the community for other destinations. A study performed for Tooele City has shown that the city's leakage of retail sales tax dollars is as high as 26%. This is supported in the same study by the statistic sales tax dollars make up barely more than 20% of the City's General Fund budget. Although this isn't a glowing statistic, it is a clear opportunity to boost



the city's revenues within the existing population of the community. Strategies designed to expand the ability of Tooele residents to live, work, and spend their money in Tooele rather than having to look elsewhere will reduce this leakage and naturally boost the City's General Fund which, in turn, can provide a greater return in services and recreation back to the residents.

Goals And Objectives

Goal #1 *Foster new and existing economic activities and employment opportunities that are compatible with Tooele's lifestyle.*

Objectives

- Strive to grow and expand the economic base on pace and in harmony with the population and supporting built and natural environment.
- Support businesses in adapting to the constantly changing market as a result of new technologies and support those companies that are integral to the "new economy".
- Target specific economic sectors for expansion or relocation in Tooele that will provide for the greatest positive impact and the fewest negative impacts. These include medical and health care services, biomedical research and development, technology related research and development, business and professional services, administrative offices, corporate and regional headquarters.
- Strongly pursue economic opportunities that enhance the quality of life of the community as well as have a positive economic impact. This would include those businesses that provide medical, educational, cultural or recreational amenities for the community.
- Focus on opportunities that are non-polluting and that support telecommuting and alternative transportation modes. Recruit quality companies at the forefront of economic and technological change.
- Emphasize the retention and expansion of businesses in Tooele and provide support mechanisms for small businesses in Tooele.

- Support entrepreneurial development and ‘incubator’ activities to grow and support start up businesses.
- Identify those factors that are most important to the community and articulate those factors through design criteria and requirements on new development proposals.

Goal #2 Encourage and maintain a level of diverse, unique retail and entertainment activity in Tooele that supports the needs of Tooele's residents and visitors.

Objectives

- Encourage the location of new, high quality, regionally oriented retail activities in Tooele. New retail activity should focus on unique and diverse retail ventures.
- Maintain a strong, aggressive position in dealing with bringing new, high quality retail and entertainment experiences to the community.
- Encourage the concentration of new retail and entertainment in the historic Downtown areas.
- Advocate the development of additional retail opportunities, especially those that capture the unique flavor of Tooele and complement the quality, and outdoor, rustic character of the community.

Goal #3 Encourage and support a diversity of businesses that contribute to Tooele's sales and property tax base so that needed infrastructure, physical amenities, services, and the expansion of such services can be efficiently provided.

Objectives

- Nurture and support established businesses as well as new businesses.
- Ensure adequate opportunities for future as well as expanded commercial and business activity throughout the community.
- Diversify Tooele's business and retail community so it includes a variety of business types as well as a variety of business scales and sizes.
- Promote Tooele as a diverse shopping and entertainment destination.
- Develop existing and attract new high value/low impact businesses.

Goal #4 Sustain and strengthen Tooele's position as a unique destination and recreational community.

Objectives

- Maintain the quality and character of the area's recreational amenities.
- Preserve Tooele's natural, social, and cultural environments to enhance the Tooele experience.
- Enhance Tooele's support services including fine dining, specialty retail, and entertainment.
- Provide destination attractions that celebrate Tooele's heritage. These should include the key theme areas of the arts, contemporary arts, pioneer lore, the mountain environment and Native American Culture.
- Build on Tooele's strength for attracting and providing entertainment opportunities and events such as the Arts Festival, Fridays on Vine, 4th of July activities, etc.
- Ensure a wide variety of active and passive outdoor recreational opportunities, for visitors and residents alike, such as golf, hiking, horseback riding, scenic walks, etc.
- Ensure the golf experience remains a positive and readily available destination activity.

Goal #5 Create and maintain linkages between non-residential development and residential neighborhoods,

thus improving access, visibility and protecting the integrity of those neighborhoods.

Objectives

- Regional and larger community retail centers are encouraged to locate on major streets where access is available or in close proximity to customers.
- Maintain and create distinctive commercial, retail, and entertainment districts that benefit through clustering uses together.
- Maintain and develop neighborhood-shopping areas that are in proximity to neighborhoods and residential concentrations.
- Focus major employment uses in targeted areas such as the industrial depot area and the northern gateway area.
- Insure neighborhoods are adequately protected from major commercial development through design sensitivity, land use buffering, traffic management, etc.
- Promote pedestrian, bicycle, and non-motorized transportation improvements and provide options for alternative modes of transportation to access commercial, retail, and entertainment centers.
- Encourage neighborhood commercial development as part of large residential subdivisions that complements the style and scale of the residential community.

Goal #6 Maintain and develop partnerships that will support and promote quality employment and business opportunities.

Objectives

- Maintain and develop relationships with businesses that provide the contacts that can bolster the city's presence and position in enhancing and attracting quality and innovative business opportunities.
- Encourage partnerships to work on the renovation or reuse of underutilized or vacant buildings and shopping centers
- Work with other jurisdictions and agencies (i.e. Chamber of Commerce, School Districts, adjacent communities, Envision Utah, Wasatch Front Regional Council, EDC Utah, etc.) to coordinate business and employment opportunities.
- Work with appropriate entities within the local and metropolitan community to address issues and economic hindrances.

Goal #7 Sustain the long-term economic wellbeing of the city and its citizens through redevelopment and revitalization efforts.

Objectives

- Encourage quality redevelopment in employment areas to provide new jobs, new retail, and new entertainment opportunities in the Tooele market.
- Encourage and support the renovation and reuse of underutilized or vacant parcels, buildings, and shopping centers.
- Enhance the experience for visitors who evaluate the quality of their experience through their visual impressions of the community by revitalizing the mature built environment of businesses and neighborhoods.
- Support and encourage appropriate public and private redevelopment and revitalization efforts in the community.
- Improve and enhance the links between the physical and social relationship between non-

residential land uses and the surrounding residential neighborhoods.

- Promote residential revitalization to maintain quality housing and thus maintain quality of life and stability of the local economy.
- Work with merchants and property owners to identify and address issues that are negatively impacting the area's business districts.

Goal #8 Encourage and expand business development and assistance.

Objectives

- Strengthen the commercial identity, organization, and coordination of merchants located in the downtown area and along the State Road 36 corridor.
- Actively recruit general merchandise stores to locate in Tooele.
- Creation of a business incubator to help educate and promote business in Tooele.
- Increase the city's capacity to support new commercial development.
- Improve the utilization of existing prime retail space in Tooele for retail uses.
- Enhance the flexibility and user-friendly qualities of local permitting to encourage commercial expansion and construction activities.
- Establish and maintain coordination efforts with businesses to encourage retention and vitality of existing businesses.

Goal #9 Implement strategies to protect and enhance the historic downtown area.

Objectives

- Diversify retail and service offerings in downtown Tooele to meet both resident and family needs.
- Implement parking solutions that address the need for expanded, convenient, and attractively designed parking.
- Increase the organization, promotion, and marketing of the downtown area and recruit new businesses.
- Encourage the upgrading of buildings in the downtown area to encourage higher end retail development.
- Create unique attraction linkages to the downtown area that will draw citizens to the area and create an exciting sense of place and attract families, students, visitors, and shoppers.
- Promote community festivals, markets, and downtown events to attract consumers to the downtown area.
- Create opportunities for new retail space in the downtown area.
- Market the downtown area as a specialty retail destination.
- Develop a mechanism to promote and encourage the maintenance, security, events planning, and management of downtown area.

Goal #10 Encourage innovative and creative design that provides enhancement to neighborhoods that link to and support non-residential uses.

Objectives

- Protect established single-family neighborhoods from the encroachment of rental and commercial conversions.
- Enhance the appearance and safety of Tooele's neighborhood districts.
- Ensure that the "evolution" of Tooele does not compromise its small city quality of life.

- Enhance the attractive, safe community for local residents, businesses, and visitors.
- Actively promote and enhance environmental protection and open space.
- Work to meet the projected demand for multi-family housing.
- Encourage the creation of an appropriate amount of affordably-priced housing in Tooele.
- Clearly articulate the city's development standards and requirements to the development community.

Goal #11 Capitalize on opportunities to enhance and expand the City's industrial development base.

Objectives

- Expand and support industrial development opportunities in the industrial areas.
- Recruit high tech companies and workers with connections to Tooele and higher education opportunities.
- Enhance the city's role in local and regional economic development activities.
- Support industrial-zoned land and ensure that zoning limits the development of that land to industrial purposes to maximize the utilization of those properties in the city.

Conclusions

Retail vacancy in Tooele is relatively low, indicating a fairly healthy market for commercial leases and tenants. Despite this healthy market, there is a substantial amount of sales leakage from Tooele City, indicating the potential for new and expanded opportunities. The ability of the city to recapture a portion of sales leakage for certain merchandise lines, and consequently store types, is believed to be good for new stores in Tooele. The potential to recapture this leakage is not the only contributing factor to the new store potential. These opportunities are also influenced by improving roadway access, developing new retail gravity centers and a growing population base in Tooele.

The challenges in attracting national chains to the areas are many including the limited size of some of these areas and the smaller-sized existing storefronts.

Population trends indicate that the Tooele Valley, particularly Tooele City, has been growing at a faster rate than the rest of the county and region. According to indicators, this trend should continue over the next decade, resulting in steady demand for new housing development, employment, labor, and commercial and industrial development. Employment trends indicate that this expansion will most likely be in the service, retail, manufacturing, and warehousing sectors. As a result of these trends, there will be increased demand for land and building space as well as workers with increased education and skills, particularly in white-collar occupations.

The city is positioned well to capture its fair share of the future economic growth in the region. A lack of available building space and appropriately zoned land could inhibit the City's ability to sustain its economic development efforts. The ideas and strategies of the Economic Vitality Element should be actively employed as the foundation to the development of strategies that will keep the City on the forefront of economic development opportunities and an ever changing marketplace.

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Parks, Open Space And Recreation Element

Introduction

Providing quality parks and recreation facilities and services which enhance the quality of life of the residents is an important objective of Tooele City. This includes developing plans for recreational trails for public use throughout the city. An emphasis is also placed on supporting and providing cultural activities and services that enhance the community's quality of life. Tooele City's objective is to provide comprehensive parks, recreation, and open space programs, services, facilities and resources that allow and encourage participation by all residents.

Sufficient open space, natural and developed, in addition to recreational facilities is not merely desirable, but are essential to the overall wellbeing of a community. As development occurs, open space in and around Tooele is being absorbed at a rapid pace. The growing need for public open space and recreational facilities are a key focus of the City. As a result, the city continually looks for opportunities to obtain open space and upgrade or retrofit existing park facilities to accommodate the recreational needs of the future.

Special opportunities exist in Tooele that provides unique assets, such as:

- Access to regional open space amenities
- Multi-use (pedestrian, bicycle, etc.) trails/paths
- Preserved terrain in the surrounding mountains with natural features and washes, that accommodate trails while maintaining the delicate balance with wildlife habitats
- Unique land forms
- Open space that includes access to trails
- Active and passive parks
- Scenic views

This element is intended to establish integrated visions, values, goals and implementation strategies to guide decision-making and lead toward the development of a Parks, Open Space, and Recreation Master Plan. Additionally, this element represents an important step in the City's continuing effort to enhance the public's ability and opportunities to enjoy recreation in Tooele. These facilities and programs enhance the social, psychological, and physical well-being of the citizens by providing them with enjoyable activities and settings in which to spend their leisure time.

As development pressures increase in Tooele, more potential open space areas will be lost unless they are included as features in development, or unless they are protected. Public support for preservation of open space is growing and many citizens have expressed interest in maintaining open spaces.



Parks And Recreation Master Plan

Like many communities throughout the U.S., Tooele City is experiencing a continuing desire for more recreational opportunities. This creates the need for a plan to meet the current and future recreational needs and desires of the community. This element does not take the place of more specific planning efforts and is

more general and a Parks, Open Space, and Recreation Master Plan would be. A Parks, Open Space, and Recreation Master Plan would provide a more specific, detailed, and proactive "road map" for guiding future planning, design, funding source, and implementation decisions. The use of parks, trails and recreation facilities will become an integral part of daily life in Tooele through the implementation of such a plan.

In 1996, Tooele City adopted a Parks and Recreation Master Plan which provided a pathway towards more comprehensive parks and recreation planning and potential funding sources. Following up on that effort, in 1999 the City adopted a Parks and Recreation Capital Facilities Plan which included level of service determinations and the imposition of a parks and recreation impact fee for new developments to contribute towards parks and recreation facilities. As a result, in Tooele it has become the practice that land developers often participate in the provision of public parks where new population bases are created as a result of the development plan. In the future, provision of land for parks and open space will be a key issue, as large developments take place.

Vision

Tooele will respect and manage its open space resources and recreational amenities in ways that sustains and protects the natural environment, wildlife, our mountains, and the City's parks. This philosophy includes a balanced planning approach that seeks ways to conserve natural and recreational resources for the enjoyment of all citizens while meeting the needs of a developing community. Continuing City efforts concerning parks and recreational facilities and outdoor amenities will be enhanced to serve current and future generations. Even in developed areas, a network of parks, scenic paths, and trails will provide access to nature and the urban open spaces, providing recreation opportunities, ecological benefits, and a source of beauty for residents. Finally, the City will continue to be involved in recreational opportunities that meet the needs of all populations including children, seniors, and people with disabilities.

Importance Of Parks, Open Spaces, And Recreation

Parks, open space, and recreation facilities are important aspects of a livable community. They provide opportunities for relaxation, stress relief, socializing, exercise, and skills improvement. They also provide open areas as relief from development, and provide shade and color to the appearance of the City. Parks and recreation are also important economic development tools for a community. A good parks and recreation system can help attract both businesses and workers to Tooele City. In special circumstances, recreation facilities can also be a source of revenue. Some communities have assembled large complexes of athletic fields and facilities that attract regional and national tournaments, generating significant participation fees, sales taxes, hotel room taxes, and revenues from players and spectators. Other communities have mid-sized regional facilities intended to attract a more moderate scale of participants more closely located to the



community, in turn producing more moderate revenues from fees and taxes. Still other communities focus their efforts on smaller facilities geared more towards an experience for local participants, but producing minimal revenues. This is not just an approach applicable to team athletics. Other recreational activities and facilities such as golf courses, running, biking, and other activities can benefit from the

same approach and analysis. There is no one correct approach for all communities. It is important for Tooele City to develop and update a Parks, Open Space, and Recreation Master Plan with specific strategies that address the approach most appropriate for our community.

Parks Facilities

Typically, parks are developed in more than one park type and size. Tooele City has established four basic park and facility types: Neighborhood Parks, Area Parks, Community Parks, and Special Purpose Facilities. These facilities are typically categorized more for the services and features they provide and the range of draw to the facility than their size. The distribution of parks should be generally throughout the community. Wherever possible, parks are recommended to be located near, or in conjunction with, schools. Parks next to schools allow opportunities for dual use by the neighborhood and school. Currently, the City's park system includes nearly 350 acres of developed and undeveloped parks. The park allocation should be continually reviewed as Tooele City's Parks, Open Space, and Recreation Master Plan is updated. The City is committed to continued investments in its infrastructure and public facilities, as resources are available. This commitment requires a strong emphasis on maintenance, rehabilitation, and modernization.



Parks should be balanced for both active and passive recreational activities. To accomplish this, parks should include appropriate buffers around property boundaries and as needed between centers of activity within the park. For example, community parks are usually flatter properties with buffers concentrated heavily on property borders and between nodes of activity. Pathways or other

passive amenities are commonly found within buffer areas. The inclusion of these features depends on the park activities, the orientation of adjacent structures such as residential housing, and other specific details. Individual parks are anticipated to vary from one another as their surroundings change. Parks can also aid in maintaining the integrity of watersheds, protecting water quality in streams and underground aquifers, and preservation of natural wildlife habitats.

Neighborhood Parks. Neighborhood Parks are typically small parks frequently created on a single vacant building lot or on small, irregular pieces of land, usually less than an acre in size. They may be created as a component of the open space of development projects that usually serve those specific neighborhoods. These facilities can, and often do, double as storm drainage facilities for those developments as well. The development of neighborhood parks may be required of new development to match the demand created by the development.

Area Parks. Area Parks are typically mid-sized parks that serve a population within walking distance of a half mile. They typically offer features such as a playground, an open turf play area, basketball, tennis or pickle ball courts, and picnic facilities. The provision of space for the development of area parks may be required of new development but their



development is typically done by the City or through cooperative agreements to provide facilities and services that meet the demand of a larger audience.

Community Parks. Community Parks are typically large parks more oriented toward larger group activities such as soccer, softball and baseball, large group pavilions, and can have passive natural and developed areas for general uses. They are generally drive-to facilities and usually include parking lots. Since community parks typically serve multiple neighborhoods or developments, community parks are typically developed by the City.



Special Purpose Facilities and Areas. Special purpose facilities and areas are facilities that are set aside for specific purposes. Typical uses include community recreation centers, water play parks, swimming pools, gymnasiums, rodeo grounds, fairgrounds, golf courses, preservation, cemeteries, community gardens, and historic sites. Historic sites are often used for recreation and economic development, and are vitally important to the cultural identity of a community. Historic amenities are critical to the enhancement of our park, and recreation facilities and the community at large.

City Park Land

Tooele City maintains a stock of parks, open space, and recreation facilities that provide a range of amenities for the citizens of the community as well as those visiting the area. A map of the parks, open space, and recreation sites within Tooele City can be found in Appendix A to this element. The following table provides not only a listing of the various parks and open space facilities, but also a summary of the amenities provided.

**TABLE 1
LIST OF PARKS AND OPEN SPACE SITES AND FACILITIES**

PARK LOCATION & AMENITIES	PARK CLASSIFICATION	APPROXIMATE ACREAGE
Tooele City Park 250 West Vine Street Pavilions, Playground, Play Area, Ball Fields, Restroom	Community	12.1
England Acres Park (Partially Developed) 880 North 400 East Restroom, Playground, Play Fields, Walking Path, Restrooms	Community	26.6
Elton Park 400 North Broadway Avenue Play Fields, Playground, Pickle Ball, Restroom	Community	14.9
Dow James Park 438 West 400 North Recreation Building, Play Fields, Skate Park, Basketball, Pavilions, Playground, Restroom	Community	10.4
Parker's Park 202 West Dimaggio Drive Play Fields, Restroom, Concessions, Playground	Area	4.8

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Rancho Park 900 West Timpie Road Playground, Play Field, Basketball, Skate Park, Restroom, Pavilion, Walking Path	Area	5.6
Red Del Papa Park 70 South First Street Play Field, Playground, Restroom	Area	6.1
Skyline Nature Park 600 East Skyline Drive Pavilion, Playground, Exercise, Interactive Equipment, Restroom, Walking Path, Open Space Preservation	Area	12.4
Copper Canyon Park 265 West Slate Drive Playground, Pavilion, Walking Path, Restroom	Neighborhood	4.0
Gleneagles Park 971 North 600 West Pavilion, Playground	Neighborhood	4.6
Linear Park 1450 North Durocher Lane Pavilion, Playground, Play Field	Neighborhood	2.0
Settlers Park 44 West 520 South Playground, Pavilion	Neighborhood	1.5
Copper Canyon Park West 410 West Tooele Boulevard Play Area	Neighborhood	3.8
Smelter Parkway 800 East Smelter Road Play Area	Neighborhood	1.5
Oquirrh Hills Ball Park 595 East Vine Street Baseball Field	Neighborhood	3.0
Oquirrh Hills Golf Course 1255 East Vine Street 18-Hole Course, Clubhouse, Driving Range, Putting Green, Pavilion	Special Purpose	145.0
Tooele City Cemetery 400 South 100 East Cemetery	Special Purpose	41.0
Pratt Aquatic Center 55 North 200 West Lap Pool, Lazy River, Slide & Play Structure, Splash Pad, Locker Rooms, Group Facilities	Special Purpose	3.6
Tooele Open Space 200 East Skyline Drive Preserved Natural Mountain Open Space	Special Purpose	2,058.0
Veteran's Memorial Park 25 West Vine Street Memorials & Tributes	Special Purpose	1.3

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WigWam 695 South Main Street Restroom, Small Amphitheater	Special Purpose	9.7
Pioneer Museum Complex 41 East Vine Street Exhibits, Archives, Historical Buildings, Relics	Special Purpose	0.6
Tooele Valley Museum & Historic Park 25 North Broadway Avenue Pavilion, Historic Buildings, Activities, Archives, Exhibits, Retired Railroad, Relics	Special Purpose	2.2
Tooele City Rodeo Grounds 300 West 600 North Equestrian, Arena	Special Purpose	20.9
Tooele City Youth Center 100 North Seventh Street Youth Programs	Special Purpose	0.5
Tooele City Pioneer Cemetery 800 South State Road 36 Cemetery	Special Purpose	0.4

TOTALS	
Community Parks	64.0
Area Parks	28.9
Neighborhood Parks	20.4
Special Purpose	2,283.2
GRAND TOTAL	2,396.5

Parks Goals And Objectives

Goal #1 *Encourage and cooperate with other entities, non-profits, conservation organizations, etc., to preserve and protect park space and to acquire, develop, maintain and operate regional facilities that are available to people who live, work and visit Tooele.*

- Support and encourage Tooele County, Wasatch Front Regional Council, the State of Utah, appropriate federal agencies, and established private entities to acquire, develop, protect, maintain, and operate existing and new parks in and around Tooele.
- Cooperate with other public and private agencies on the planning and development of parks and recreation sites and facilities located adjacent to city boundaries.
- Work with landowners with land suitable for future development, where possible, to dedicate park space in advance at areas where there is a park shortage with the provision of credit toward future development.

Goal #2 *Protect and improve the quality of Tooele’s natural and built-up environments as defined in the quality and quantity of its park spaces.*

- Provide opportunities for education and research on the mountains, history, archaeology, and geology of the community.
- Support tourism in the community by providing scenic, outdoors, educational, and recreational

opportunities for visitors.

- Protect and use existing native plants, the design themes of character areas within which they are sited and respond to local conditions in landscape designs.
- Promote project designs that are responsive to the natural environment, people’s needs, site conditions, and historic community elements to provide unique character for the city.
- Provide a comprehensive program of consistent and effective operations and maintenance for all parks and facilities.
- Investigate and implement techniques that minimize use of chemicals in maintaining turf and landscape materials in developed park areas.
- Maintain all parks and recreational facilities so they are safe and convenient for users.
- Identify revenue sources that can be allocated to operating budgets and capital improvements for parks.
- Acquire parks spaces either by fee simple purchase, transfer of development or density rights, or development exactions where appropriate.

Goal #3 All residents, where possible, should have access to parks or similar green space located within walking distance of their place of residence, preferably one mile or less, which may include private facilities or facilities operated by other entities.

- The City should provide a diverse selection of parks and facilities that can be actively used by all residents including features such as:
 - Nature Parks
 - Sport Fields for Play and Practice
 - Water Play Areas
 - Green Space
 - Trails and Pathways
 - Indoor Recreation
 - Tennis courts
 - Basketball courts
 - Pickle ball courts
 - Walking Trails
 - Restrooms
 - Open Green Space
 - Trees
 - Adequate Parking
 - Sidewalks
 - Playground Structures
 - Shade Structures and Pavilions
 - Seating
 - Drinking Water
 - Electricity
 - Lighting
- All Parks and Facilities should be safe, clean and well-maintained facilities.
- Operations and maintenance of parks and facilities should also be conducted with efficiency in mind, including the automation of the systems and processes where feasible.
- Plan and design public parks to be a focal point of community activity.
- Provide neighborhood parks that are easily accessible to local residents.
- Locate community parks where they are accessible from relatively long distances.
- Locate parks to enhance unique landmarks and environmentally significant areas.

Recreation

Recreation facilities and programs are considered essential community features in Tooele. These places and programs enhance the social, physical, and psychological wellbeing of citizens by providing them with enjoyable activities and settings in which to spend their leisure time. The economic benefits from offering recreational opportunities include increases in the value of surrounding properties, an enhanced quality of life in Tooele, and production of a greater draw of new residents to the community which represents added investment in the community.

Provide inclusive facilities, including schools and private organizations that present a variety of recreational amenities including passive and active programs for residents of all ages and abilities. Tooele’s recreational facilities are an important part of what makes the city a desirable place to live. The City is committed to providing new services in areas that are under-served, and in areas where change is expected in the future. New recreational amenities will help the city sustain its public service delivery.

Recreational opportunities in Tooele are available to citizens of all ages on a year-round basis. Activities and facilities available include golf, swimming, tennis, volleyball, picnicking, playgrounds, nature trails, bike trails, athletic fields, and other outdoor opportunities.



A community’s private recreational facilities are important for providing additional recreation amenities in the area. Most private facilities are located in multi-family complexes and private developments. The City has required multi-unit residential complexes to provide a minimum of open and recreational space for a number of years. In addition there are several amenities throughout the City that are maintained or will be maintained by private Home Owners Associations, churches, school facilities, non-City-owned golf courses, and other paid venues. These provide areas where families can recreate but access is usually limited to local residents or paying patrons.

Recreation Goals And Objectives

Goal #1 Improve the quality of life for all Tooele residents by ensuring a wide range of recreational facilities and services.

- Broaden citizen participation by the community in all phases of the planning and delivery of recreational opportunities.
- Encourage the expanded use of private resources and resources owned or controlled by public entities other than the city, which are suitable for recreational purposes.
- Conduct an ongoing, systematic assessment of recreational facility needs and preferences in recreational programming.
- Consider a wide range of recreational uses, including equestrian and bicycle uses during park planning.
- Pursue unique opportunities to acquire additional land having recreational possibilities at minimal costs.
- Prioritize new facilities based on those aspects indicating the greatest need (i.e. overcrowding or unavailable resources).
- Encourage multiple use functions at recreational facilities (i.e. educational, recreational, etc.).
- Design a variety of facilities in the open space and park areas to meet the required recreation and cultural needs of the entire community.
- Provide a variety of opportunities for passive and active outdoor recreational activities such as hiking, horseback riding, mountain biking, and wildlife observation.

Goal #2 *Provide attractive, well-maintained community recreational facilities that serve the entire community.*

- Where appropriate, maintain existing recreational facilities in public ownership to prevent potential shortages in the future.
- Design and construct new community facilities to have flexible functions to ensure adaptability to the changing needs of the community.
- Explore ways to expand the space available in the community for cultural interests.
- Develop improvement plans for the maintenance, restoration, and enhancement of community recreational facilities to keep these viable community assets by investing the necessary resources.
- Conduct comprehensive analyses of long-term infrastructure replacement requirements and costs through capital improvements planning.
- Seek alternate funding sources to develop new recreational facilities to meet the growing needs of residents and visitors of Tooele.
- Reflect the unique features and lifestyles of the surrounding neighborhoods in the character of parks.
- Provide unique recreational opportunities through specialty parks. These activities may range from having a wedding reception, horseback riding, to simply enjoying the beauty of the natural surroundings.
- Provide tourist destination attractions of a recreational, historical, archaeological, or geological nature.
- Optimize the use of existing recreational facilities.
- Adapt existing facilities to ensure accessibility to persons of all ages and abilities.
- Facilitate access to educational, recreational, and cultural services by targeting programs for residents with special needs.

Goal #3 *Cooperate with and support the Tooele County School District to be able to maintain access to school sites and facilities for suitable, safe, and reliable joint recreational use and enjoyment.*

- Establish close cooperation with the school districts for joint planning, design, development and use of recreational facilities at or contiguous to school grounds to encourage the maximum use of both properties.
- Encourage the school districts to retain school sites used for community open space and recreational programs.
- Make school site recreation facilities (basketball courts, playgrounds, tennis courts, fields, etc.) available, wherever possible, and encourage joint use of recreation and school sites by the City, County, and School District.

Open Space Facilities

Within the developed areas of Tooele, open spaces serve a variety of functions such as recreation, habitats, aesthetics, and flood control. The continual enhancement and preservation of the open space system is essential to the long-term viability of a city. Throughout Tooele, several types of open spaces create different experiences. Little Mountain is the gateway to large continuous tracts of natural open space.

A well-managed open space system that provides active and passive recreational opportunities is considered an indispensable community feature and one that should be available to all in Tooele. The need for this system has resulted from increased leisure time, greater mobility, and an increasing population in Tooele. Currently, the City's open space and park system includes nearly 2,060 acres of preserved natural open space.

Description

Tooele's natural features help define its active environment. Passive natural open spaces preserve wildlife habitat, view corridors, sensitive historical and archeological sites, and provide areas for low impact recreational activities such as hiking, bicycling, mountain and rock climbing, and horseback riding. While the existing quality of Tooele's environment is relatively high, it is essential to maintain and enhance this level of quality while at the same time reasonably accommodating future development. Tooele's natural environment is linked to other facets of the community; therefore, other elements in the City General Plan contain segments related to the natural environment.

Land Resources

All types of open space are important and contribute to the overall quality of life in Tooele. Open spaces also help to preserve and protect natural features such as groundwater recharge areas, steep slopes, and wildlife habitats. Ridgelines, hilltops, land identified as sensitive in nature, land adjacent to existing public parks, and existing preserved open space is of significant value to the community. The protection of these significant open spaces will play an important role in guiding the future of our community.

Rural and agricultural lands provide economic value as well as contribute to the unique character of the City. The primary challenge in preserving this valuable land use, and its associated economic and aesthetic characteristics, is the realization that land suitable for agricultural use is also the most suitable land for urban development.



Erosion and sedimentation, groundwater pollution, flooding, drainage problems, and construction problems are all possible when soil characteristics are not considered when developing land. Tooele's topography includes areas of slopes approaching and greater than 30 percent, which means many of these areas are susceptible to soil erosion. These areas of high erosion potential do not only exist in large blocks of land, but they are interspersed in small parcels throughout the City.

Open Spaces, Vegetation & Wildlife Habitat

Many of the developed areas of the City have substantial tree cover, whereas the undeveloped outskirts have relatively few tree covered areas due to the prevalence of agricultural uses, steep terrain, and the relative young age of developments. The city's wooded areas contribute to its visual character, help control runoff and erosion, and provide wildlife habitats. Tooele's open space provides woodland and open habitats for a wide variety of plants and animals. Tree covered areas are a critical source for native seeds, and provide important habitat and water quality functions. Many species and habitats, including some that require special

protection.

Opportunities

- The exceptionally beautiful natural environment in the region including the mountains, agricultural land, water resources, and natural ridge and valley habitats help define Tooele's character.
- Tooele's citizens are committed to preserving the city's natural environment and open space, as well as conserving resources.
- Large areas of open space still exist within the City limits.
- The City receives little storm runoff from outside the jurisdiction because of its location along the mountains and the City can control runoff impacts and water quality within its own storm drainage system.

Challenges

- The City faces considerable growth potential and needs to develop ways to accommodate future development while enhancing and preserving environmental quality.
- Stricter growth controls in Tooele may force development pressures to construct on sensitive lands at the City's perimeter.
- There are limits on public funding, which restricts the ability to react quickly in land purchase situations.
- The quality of existing open spaces is threatened by adjacent properties with more intensive uses.
- Conflicts often exist between landowner rights and preservation interests.
- Farming operations are becoming less economically viable, forcing landowners to develop their land.
- Many owners of large tracts of land are aging. When such properties are passed on, many are divided up or developed by surviving family members.
- Regional vision in open space planning.

Open Space Goals And Objectives

Goal #1 *Manage a comprehensive open space program that is responsive to public need and exemplifies the city's commitment to leadership in environmental affairs.*

- Work toward determining funding mechanisms that purchase and preserve open space.
- Continue to encourage active citizen involvement in the development and management of open space.
- Provide a mechanism that receives and responds to public comments on the design, effectiveness and condition of sites and facilities.
- Implement innovative policies and practices that support the city's leadership in environmental affairs.
- Provide ample opportunity for people to experience and enjoy the surrounding mountains, balancing access with preservation of those areas.
- Relate the character of open spaces to the uses and character of different areas of the city (e.g., mountain versus agricultural).
- Evaluate open space design with these primary determinants: aesthetics, meaningful connections, public safety, maintenance needs, water consumption, drainage considerations, multi-use opportunities, and open space preservation.
- Protect the visual quality of open space, unique city characteristics, and community landmarks.
- Preserve scenic views and vistas of mountains, natural features, and rural landmarks.
- Continue to work with developers in designing land use plans that respect the topography, view

corridors, wildlife corridors, and open space that exists. Where possible, enhance existing viewsheds as areas are developed and redeveloped.

- Make infrastructure improvements on public open space only when these improvements are consistent with the goals of protecting and conserving the natural environment.

Goal #2 *Acquire and develop open space identified as high priority through land dedication or purchase.*

- Provide incentives, where appropriate, to promote the dedication of natural area open space by property owners.
- Require the dedication of land by developers when the property to be developed is adjacent to an existing open space identified as high priority for open space uses.
- Identify revenue sources that can be allocated to open space maintenance budgets.
- Encourage public acquisition of natural area open space through direct purchase, purchase of development rights, or purchase of open space easements.
- Educate landowners on the tax benefits of dedicating conservation easements and land for charitable causes.
- Incentivize the dedication of undevelopable land for preserved open spaces with proposals for development.

Trails, Pathways, And Active Transportation

The quality of life in a community is enhanced when it has a system of trails and pathways. Trails are linear routes on land with protected status and public access for recreation or transportation purposes such as walking jogging, hiking, bicycling, horseback riding, mountain biking, etc. Trails can be included within parks, open spaces or landscaped areas. They often follow stream corridors, abandoned railroads, power line easements, or other linear features.

A trail and pathway system is also an asset to the city transportation network. Increased walking and bicycling due to the creation of these facilities leads to a cleaner environment and a healthier population. Many local trips that Tooele residents currently make in their cars might be made on foot or by bicycle if they could do so on established safe trail and pathway corridors.

Trails And Pathways

The City's desires to develop and maintain a citywide and regionally interconnecting network of trails and pathways to provide valuable recreation and transportation opportunities for city residents and visitors. Trails and pathways can include widened sidewalks, separated concrete or asphalt paths, unimproved pathways, and marked on-street routes. Where practical, trails and pathways in Tooele should be separated from vehicular traffic and be constructed with separated bike and pedestrian lanes. Trails and pathways can function as transportation and recreation links between schools, residential areas, parks, employment centers, shopping areas, and other areas of interest. Trails and



pathways also provide hikers, walkers, joggers, equestrians, and mountain bikers opportunities to improve health and fitness, spend time with family and friends, enjoy the natural environment, and escape the stresses of everyday life. Where possible, trails will connect to neighborhoods or serve as destinations. Where practical, parks can be used as trailheads for trails into mountain preservation areas and gateways to the trails and pathways throughout the system. A map of the trails and pathways system of Tooele City can be found in Appendix B to this element.

Active Transportation

Active Transportation refers to human powered travel, usually walking and biking. The City should collaborate with our partner agencies, where appropriate, to promote respect and safety on roadways through education, encouragement, and infrastructure development. Tooele supports active transportation planning efforts to promote a healthier, more active, and connected community.

Trails, Pathways, And Active Transportation Goals And Strategies

Goal #1 *Develop a trail and pathway system that connects to parks, community destinations, and major open spaces.*

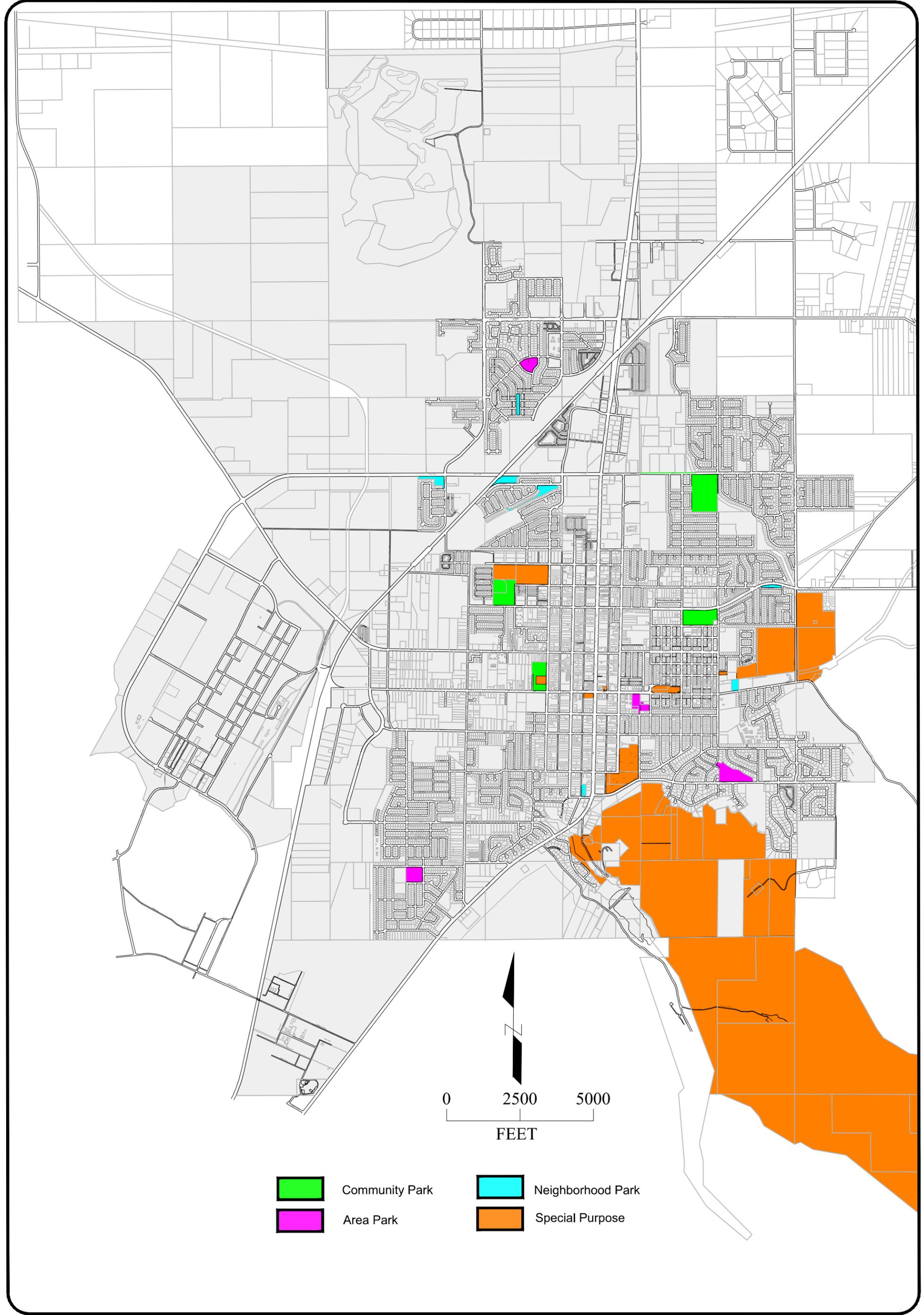
- Require new developments to provide for the connectivity of trails and pathways with existing and potential adjacent development.
- Ensure adequate buffers adjacent to and around all trail and pathway corridors.
- Pursue the acquisition of properties for access to and expansion of the public trail and pathways system
- Identify and pursue alternate funding sources for the provision of trail, pathway, and active transportation facilities and maintenance
- Prepare a consolidated trails and pathways plan that connects neighborhoods to schools, parks, open space, and other important community destinations.
- Plan for the development of trailheads.
- Create usable open spaces from existing street rights-of-way, widening sidewalks, realignment, developing trails, etc.
- Support other agencies in the development of regional pedestrian, bicycle, and multi-use trails.
- Develop a non-paved trail system for hiking, mountain biking, and horseback riding that links those trails with other City and regional trails.
- Link open spaces to schools, commercial and employment services, and other neighborhoods by safe and attractive pedestrian ways, bicycle paths, trail systems, narrow residential streets, and short blocks.
- Promote school site design that encourages non-motorized travel for students and personnel by accommodating direct links between schools and neighborhoods in a manner that minimizes exposure to vehicles.

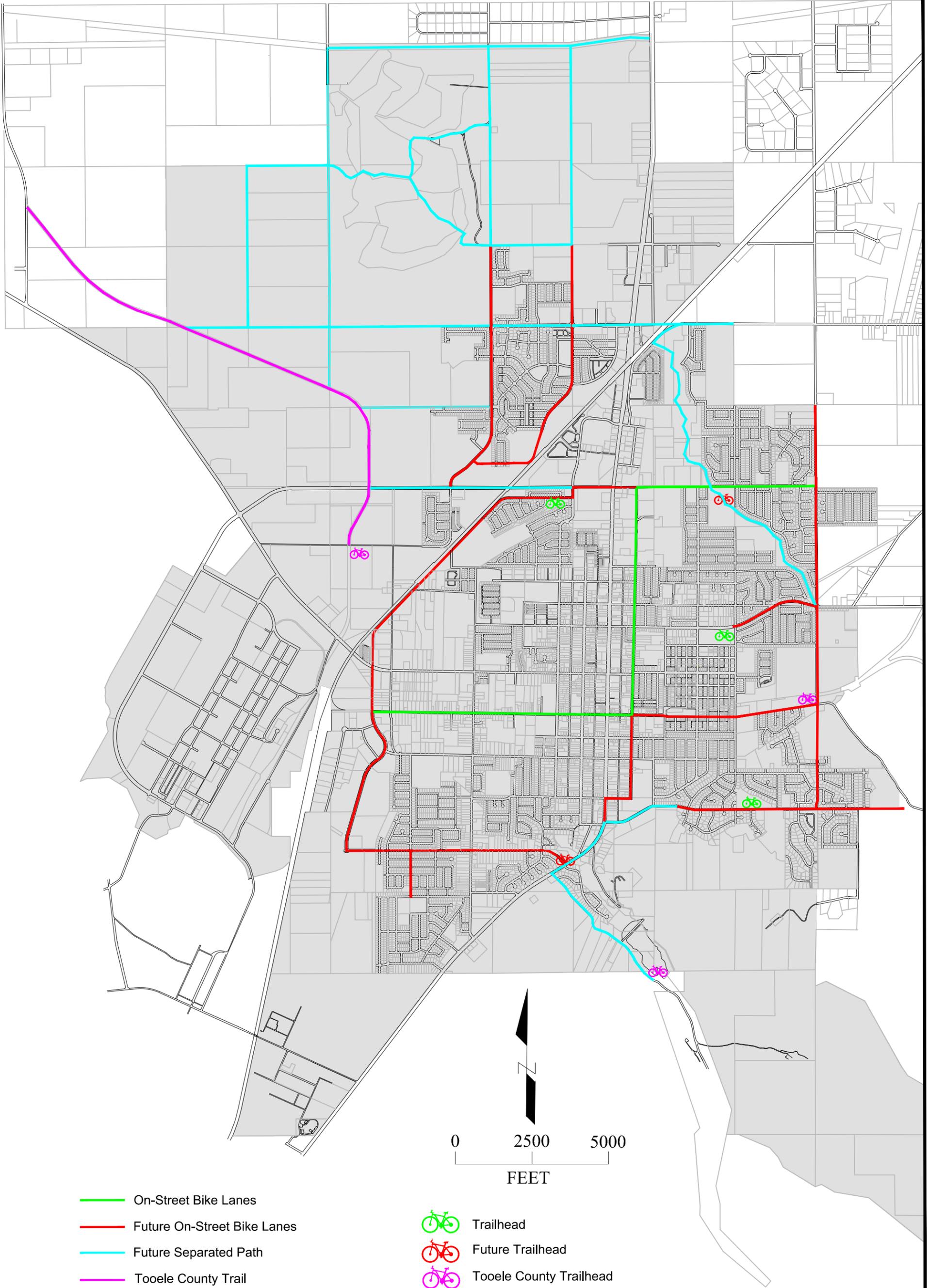
Goal #2 *Trails should be well maintained with regular ingress and egress points where street crossings and other opportunities occur, providing crosswalks where feasible.*

- As the trail and pathway system expands, the City will need to formalize policies to ensure street crossings are safe and well-marked.
- Preserve and integrate functional connections between major City open spaces into the design of development projects. This system should include significant Tooele landmarks, major drainage courses, regional linkages and utility corridors.
- Provide trailhead facilities that provide parking and trail access for users where needed and

appropriate.

- Develop paths, and trails with the participation of private development through required fees, dedication of land, and construction of facilities.
- Facilitate access to parks and community facilities by a variety of transportation modes including bicycle and pedestrian modes to reduce reliance on the automobile.
- Ensure that there are bicycle and pedestrian links to recreational facilities and equestrian connections for riders to access open space riding areas.





GENERAL PLAN



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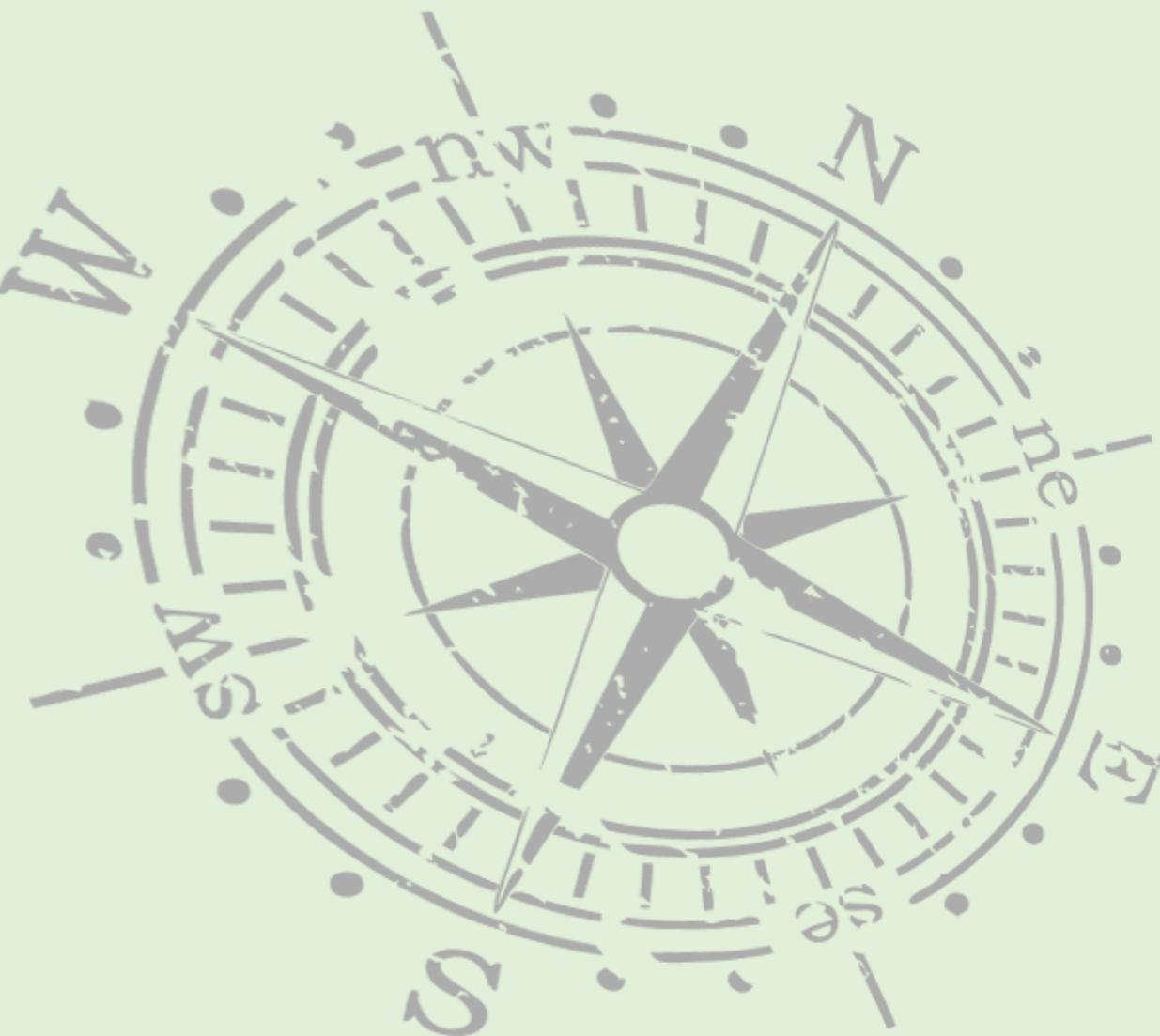
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Downtown Element

Introduction

Historically, downtowns have been the economic and social hub of cities. Downtown areas serve as common spaces where residents instinctively know to gather for shopping, business, and performing civic functions. City events such as festivals and parades most often occur downtown. Downtowns are often organized around a core street (Main Street/Center Street) or a common space such as a plaza or square. With the growth of suburbs, suburban malls, online shopping, and the migration of residents, many American downtowns have become hollowed out, vacant, and economically depressed. However, even neglected downtown areas can be more financially productive per acre than larger shopping centers on the outskirts of town. Cities thrive when their downtowns thrive.



Figure 1 – Aerial Photo of Tooele City Downtown

Tooele City's Downtown has a historic past. It has served residents since the City's incorporation in 1853. It began as a business district of small shops and government services that has expanded into a Downtown area that spans from Utah Avenue (200 North) to 200 South and from Garden Street westward to 100 West on Vine Street. Downtown Tooele covers more than four entire City blocks.

The Downtown Tooele area is home to:

- City and County Offices.
- Tooele County Chamber of Commerce.
- U.S. Post Office.
- Veteran's Memorial Park.
- Historic Ritz Theater (began operating in 1939).
- Tooele Transcript Bulletin (the oldest continuous business in Tooele City).
- Entertainment (Drop Zone U Fun Center, an Escape Studio, rentable event space, and one bar).
- Restaurants (Virg's, Green Burrito, Vista Linda, Dairy Delight, Dimitri's Café).
- Shops, retail stores, barbershops & salons, offices, ecclesiastical spaces, and other businesses.



Figure 2 – Historic Photos of Downtown Tooele City

Recent changes have affected Downtown, and plans have been made for area improvements. These plans include:

- The addition of on-street parking on the west side of Main Street in 2023, just south of the post office parking.
- Participation in the Utah Main Street Program, including implementation of a state-funded façade improvements program with solicitations to property owners to apply.
- The re-establishment of a Downtown Alliance; a group of business and community members committed to improvements in downtown.
- A UDOT study looking at traffic calming and beautification.
- The creation and approval of a Historic District into the National Register of Historic Places (allowing for historic rehabilitation tax credits).
- Art and mural projects, funded by public and private donations.
- A wayfinding signage grant through the State Historic Preservation Office (2023).

GENERAL PLAN

The boundaries of “downtown” Tooele may change over time. Tooele City has established a Downtown Overlay zone (Tooele City Code 7-16-2), which applies to properties between Utah Avenue (north), 100 South (south), Garden Street (east), and 50 West (west). While all of “downtown” is zoned for General Commercial uses, the Downtown Overlay has specific allowances and requirements which can be viewed in City Code.

In 2019 the State Historic Preservation Office identified boundaries based on the significance of historic commercial structures still existing in the downtown area. These were primarily non-residential. State recommendations informed the Historic District boundaries as listed on the National Register of Historic Places. The listing may be found at <https://ushpo.utah.gov/shpo/national-register/>.

For Downtown to be fully functional and competitive, it must also be interconnected with the surrounding community. A thriving downtown is one in which surrounding neighborhoods are supportive, economically integrated, and socially connected to Main Street and the downtown area. Today more individuals and families are determining where to live based on the nature of the place rather than the cost of living or the location of their jobs. There is a growing need for developing walkable, vibrant, safe, and beautiful places to attract new residents, businesses, and tourism. Tooele City has the opportunity to capitalize on its existing features and incorporate new approaches to restore Downtown as the heart and soul of the City.

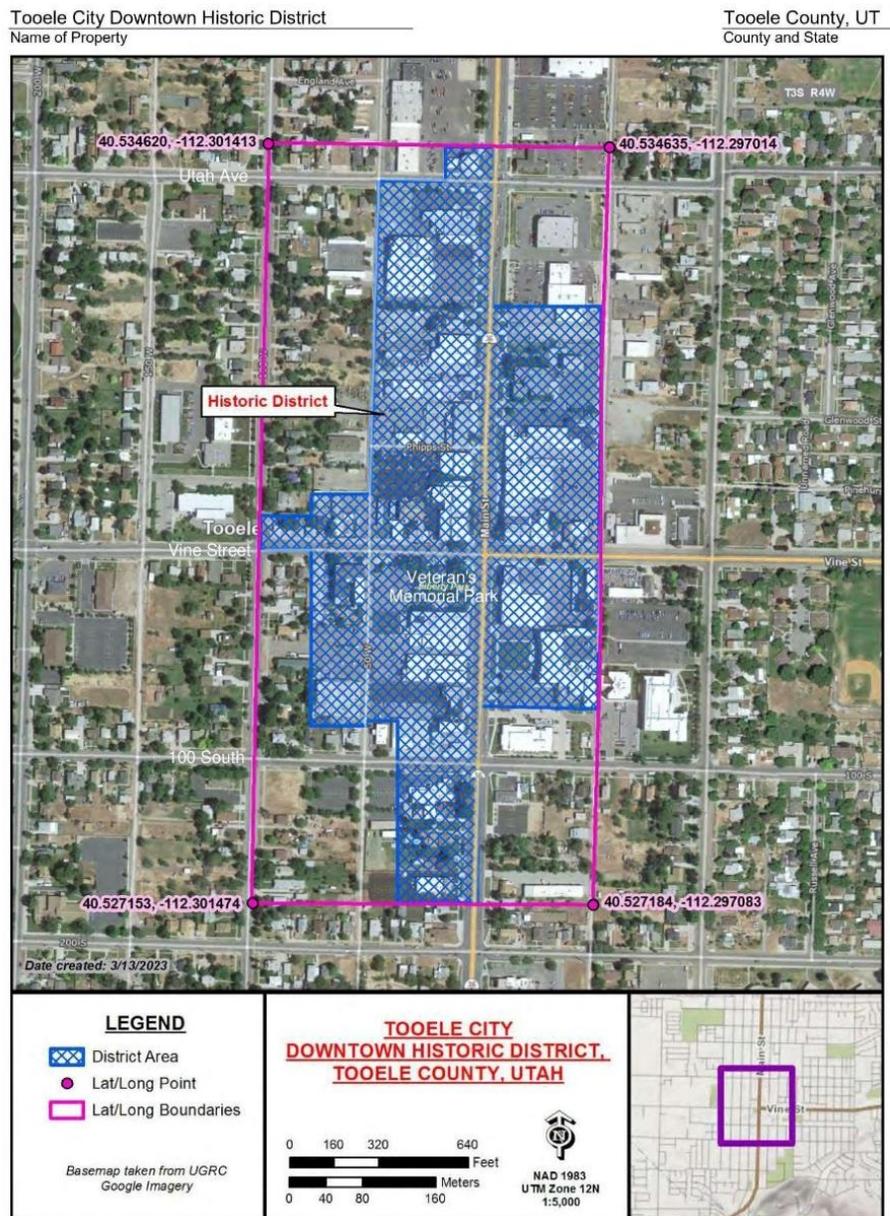


Figure 3 – Map of the Tooele City Downtown Historic District as developed with the State Historic Preservation Office.

DOWNTOWN ELEMENT

Vision for Downtown

Tooele's historic center and downtown will (re)develop into a vibrant center and become the heart of the community. Main Street and adjacent areas will be recognized as local and regional destinations. Downtown will be re-imagined as a significant place for business, living, entertainment, and gathering.

Downtown Goals and Strategies

The following actions have been crafted and evaluated throughout the planning process to help Tooele City realize its vision for Downtown:

Goal #1: Main Street (Street and Streetscape)

Collaborate with UDOT to change downtown Main Street into a place that is safe, comfortable, and pleasant for people walking, biking, driving vehicles, and using transit.



Strategies

- Work with UDOT to plan for and move forward on a Mid-valley Highway (a truck route bypass).
- Implement traffic calming methods (bulb-outs, crosswalks, planters, pedestrian crossings, etc.). Do so in partnership with UDOT in strategic locations identified to not reduce traffic lanes.
- Beautify the streetscape with street trees, planter beds, and seasonal pots with flowers.
- Install additional streetscape furniture, including benches, banners, unique lights/posts, drinking fountains, and trash/recycle receptacles.
- Install unique sculptures and art.
 - Tooele City recently added Bison sculptures.
 - This could include art pieces and sculptures which are available for purchase (to offer change periodically).
- Work with UDOT to lower the Main Street speed limit Downtown.

Street and Streetscape Priorities (next five years)

- Choose two beautification projects to accomplish within the 5-year timeframe.
- Choose two traffic calming projects to accomplish within the 5-year timeframe.
- Evaluate several street lighting alternatives and choose one to provide a distinct sense of arrival. Continue the chosen street light east and west in the downtown area (Vine Street).
- Survey respondents ranked street amenities (trees, lighting, benches, planter boxes, etc.) as the most important improvement to Main Street.

Goal #2: Visual Appearance

Work with landowners, business leaders, and community members to invest in remodels and new construction to create a beautiful and unique Downtown character.



Strategies

- Continue regular meetings with business and property owners; provide information about grants and encourage application.
- Seek and apply for grants to assist in remodels and façade improvements for buildings.
- Review and update zoning ordinances/design standards for buildings, signs (including blade/projecting signs), and landscaping.
- Provide incentives to landowners and developers to improve the aesthetics of their properties on existing and new construction.
- Implement water-wise landscaping to beautify the Downtown area with trees, plants, and seasonal flowers.
- Improve parking area pavement, markings, access, and lighting; consider purchasing privately owned parking lots as possible.

Visual Appearance Priorities (next five years)

- Consider the types of trees planted on Downtown streets. Consider the Tooele City Street Tree guide and choose trees that will provide shade and visibility to the adjacent business. Consider more than one type of tree, especially for the side streets. Flowering trees could create a seasonal interest. Strategically plant trees on the boundary of buildings to increase visibility.
- Target several businesses to encourage participation in storefront/façade enhancements.
- Modify the downtown commercial zoning to emphasize historical design and consider adopting design standards.
- Promote Downtown with consistent branding both on signage and digital content.

Goal #3: Gathering Places

Improve existing and develop additional outdoor gathering places that can host both large and small community events. Gathering places should be multi-functional and provide a sense of place to visitors and residents.



Strategies

- Consider modifications to Veteran’s Memorial Park to be an active space that creates additional reasons for people to visit repeatedly. If privately owned parking lots adjacent to City property could be acquired, consider expanding the size of Veteran’s Memorial Park to accommodate larger events.
- Maintain and improve Vine Street to continue to provide a unique role in the Downtown area.
- Improve additional side street streetscapes, businesses, and land uses to offer more options and a network of walkable and mixed-use streets (with recognition that public right of way is limited).
- Identify properties that could be targeted for redevelopment and coordinate with property owners to improve utilization of non-historically contributing properties.
- Create additional smaller gathering places for outdoor dining, street shopping, and residents. Additional gathering places may include alleys, courtyards, parklets, and others.
- Get people Downtown 250+ days per year. Add programmed activities at Veteran’s Memorial Park; consider a plaza design, programming, and management plan. Coordinate with partners (Downtown Alliance or Tooele City Arts Council, as examples) to operate programs.

Gathering Places Priorities (next five years)

- Acquire privately owned parking lots to maximize efficiency of existing spaces and bring more people downtown.
- Develop a plan to create an active community space at Veteran’s Memorial Park; consider expansion of the park and improved amenities that would give people reasons to spend time downtown.
- Extend street improvements/beautification efforts to 100 East and 100 West to create distinction for the downtown and better connections to the adjacent neighborhoods.

Goal #4: Land Use

Develop a vibrant, mixed-use Downtown with significant opportunities for businesses, residential living, and entertainment.



Strategies

- Continue to remove barriers to attract and develop additional Downtown residential living opportunities. Housing choices should include a variety of options for both low-income and market rate. Consider water conservation policies to minimize the water impact of new development. Incentivize quality housing projects in Downtown.
- Continue to promote mixed-used buildings and development.
- Focus economic development efforts on expanding and retaining existing business. Advertise the vacancies and changes.
- Consider creative finance mechanisms to assist downtown development and improvements; grants, tax-based, and other.
- Coordinate with the Downtown Alliance, the Tooele County Chamber of Commerce, and businesses to promote best practices. This could include (for example) principles from National Main Street America such as consistent business hours and storefront window displays.
- Foster relationships between property owners; empower multi-owner private reinvestment projects.
- Consider ways to help property owners meet building code requirements and improve safety in an affordable manner.

Land Use Priorities (next five years)

- Review City ordinances and policies to create more incentives for housing development within the Downtown area.
- Resolve any identified barriers to downtown development, such as water availability, parking, and connectivity.

Goal #5: Parking and Connectivity

Improve existing parking areas, alleys, and secondary streets to create a network for both pedestrians and vehicles.



Strategies

- Create a plan to improve Garden Street and 50 West for an enhanced pedestrian experience. Incorporate these secondary roads into City events.
- Create a parking network with connections to Main. Coordinate public parking and consider wayfinding efforts to help visitors find existing parking.
- Identify and select specific alleys to be more pedestrian and business friendly.
- Promote the use of the alley for outdoor dining, not as just a delivery and parking space.
- Coordinate and improve shared parking opportunities for businesses, residents, landowners, and government organizations. Maximize parking resources without consuming unnecessary land for parking. Consider re-striping parking to maximize use.
- Review and update parking policies and ordinances.
- Explore the use of a parking district and acquisition of privately-owned lots.
- Develop and implement wayfinding parking signage to help visitors, residents, employees, and others easily find parking areas, including those behind buildings.

Parking and Alleys Priorities (next five years)

- Identify one west side alley running east and west to transform as a demonstration space to increase gathering and business activity.
- Work with private property owners adjacent to Veteran's Memorial Park to create more shared parking, especially for events.
- Enhance 50 West to allow for better pedestrian access and outdoor dining.

Goal #6: Destination for Activities and Entertainment

Develop Downtown as a regional destination with activities and entertainment for families, residents, and visitors.



Strategies

- Develop a unique Downtown Tooele City brand that is known throughout the region.
- Promote and encourage appropriate businesses and activity centers that will attract and benefit teenagers.
- Develop a program that plans Downtown activities for more than 250 days a year and daily interest.
- Continue to run and expand Tooele City's established Downtown events and activities. Develop and promote new events for Main Street and Downtown. Work with businesses, non-profits, and the Downtown Alliance when planning events.
- Create a capital improvement plan to address upgrades to existing venues and plans for new venues.
- Focus on attracting businesses, restaurants, and entertainment to make Downtown an experience.
- Pursue funding and grant opportunities.
- Incorporate restaurants and food trucks into events to improve attendance and support businesses.

Destination for Activities and Entertainment Priorities (next five years)

- Consider expanding the Downtown to 100 East and 100 West to create more opportunities in the Downtown area.
- Work on the Veteran's Memorial Park to become an active place. Activity in the Park will create more demand for new and existing businesses.
- Create connections to 50 West that involve spreading the activity to the secondary road.

Downtown Planning Process

From Fall 2022 to Summer 2023, the City developed the Downtown Master Plan utilizing a planning process that included the following:

- **Stakeholder Focus Groups:** The planning team held three focus groups to gain insight into Downtown needs. Groups were comprised of English- and Spanish-speaking business owners, employees, residents, developers, and City staff and officials. Key takeaways from these sessions included:

 - A desire for greater community awareness of what is available Downtown.
 - The need for grant acquisition to address high rent and buildout costs (which have created long-term vacancies of both commercial and residential units Downtown).
 - Discussion regarding the use of Downtown open space, including deliberation on whether to increase the use of Veterans Park and other existing gathering spaces or to develop a new community plaza.
 - Freight/truck traffic on Main Street and the associated noise create uncomfortable conditions for pedestrians and visitors.

- **Public Survey:** The planning team conducted a public online survey to learn about stakeholder interests and concerns regarding the Downtown area. There were 613 survey responses, a majority of which came from Tooele City residents. Survey responses revealed the following:

 - There is little housing availability Downtown. Many respondents, however, expressed that there is already too much housing in the City and they want to stop the growth they see happening.
 - There is a lack of vibrancy Downtown. Respondents long for walkability and outdoor events, citing desirable characteristics like landscape features, murals and art, lighting (seasonal and for safety), bike routes, and a consistent event schedule and location.
 - There is a common desire for more dining and shopping variety. Respondents want new businesses—both locally-owned, small businesses as well as major chains and magnets—but they are deterred by current shops that are hard to find and have poor service or hours of operation.



- **Presentation to Planning Commission:** The planning team presented its analysis of stakeholder responses to the Planning Commission and City Council with recommendations, including:
 - Developing destination gathering places.
 - Promoting mixed-use development, including housing, to bring new investment Downtown.
 - Making Main Street more beautiful and pedestrian-friendly, including traffic calming as much as possible.
 - Promoting Vine Street, alleys, and other side streets as pedestrian destinations.
 - Maximizing existing parking through signage, striping, and shared parking arrangements.
- **Draft of Vision, Goals, and Strategies:** The team drafted elements of this Downtown Master Plan in preparation for presentation to the public.
- **Public Open House and Survey:** The team held a public open house in City Hall displaying preliminary goals and strategies and seeking public insight via an online survey. Responses to the survey expressed majority support for the goals. Survey respondents ranked street amenities (trees, lighting, benches, planter boxes, etc.) as the most important improvement to Main Street.