

**ORDINANCE 2000-33**

**AN ORDINANCE AMENDING THE GENERAL PLAN OF TOOELE COUNTY TO INCLUDE PROVISIONS RELATING TO THE DESERET PEAK COMPLEX**

**WHEREAS**, this ordinance is for the purpose of amending Chapters 3 and 4 of the General Plan of Tooele County, to include provisions relating to the Deseret Peak Complex; and

**WHEREAS**, the Tooele County Planning Commission held a public hearing on the amendment, reasonable notice of which was first given at least 14 days before the date of the hearing, and then the planning commission forwarded this proposal to this commission with a recommendation of approval; and

**WHEREAS**, the county commission held a public hearing on the amendment on November 21, 2000, reasonable notice of which was first given; and

**WHEREAS**, this commission finds there is good cause for amending the general plan of Tooele County as presented;

**NOW, THEREFORE, THE TOOELE COUNTY COMMISSION, WHICH IS THE LEGISLATIVE BODY OF TOOELE COUNTY, ORDAINS AS FOLLOWS:**

**SECTION I - AMENDMENT.** The General Plan of Tooele County is hereby amended to include provisions relating to the Deseret Peak Complex, by amending Chapters 3 and 4 to read as attached hereto, which attachments are by this reference made a part hereof.

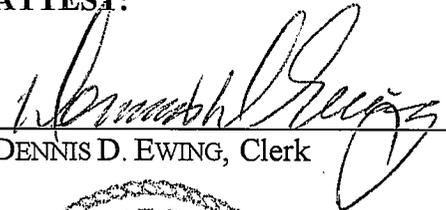
**SECTION II - EFFECTIVE DATE.** It is the opinion of the Tooele County Commission that this ordinance is necessary for the immediate preservation of the peace, health or safety of the

Ord 2000-33

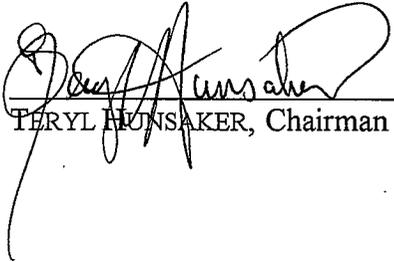
County and the inhabitants thereof. It shall, therefore, take effect immediately upon publication in one issue of a newspaper published in and having general circulation in Tooele County.

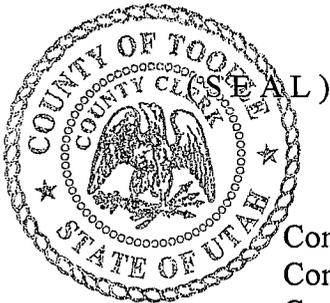
**IN WITNESS WHEREOF**, the Tooele County Commission passed, approved and enacted this ordinance this 21<sup>st</sup> day of November 2000.

**ATTEST:**

  
DENNIS D. EWING, Clerk

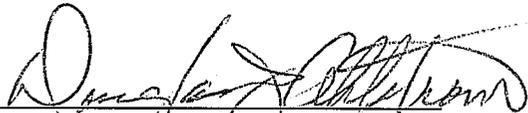
**TOOELE COUNTY COMMISSION**

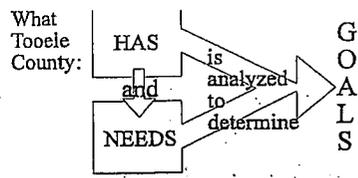
  
TERYL HUNSAKER, Chairman



Commissioner Hunsaker voted aye  
Commissioner Griffith voted absent  
Commissioner Rockwell voted aye

**APPROVED AS TO FORM:**

  
DOUGLAS J. AHLSTROM  
Tooele County Attorney



# CHAPTER THREE: PLAN GOALS & POLICIES

## GENERAL PLAN GOALS

The plan goals were developed through public process and dialogue. The goals are grouped into four areas:

- Growth Management*
- Quality Environment*
- Infrastructure Management*
- Resource Development*

This chapter includes a summary of the goals in each of these areas with a review of policies for accomplishing these goals. A matrix at the end of each section shows which policies are directed towards each goal.

More specific goals and discussions are related in the following tables, headed by the general plan goal addressed:

### Growth Management Goals

<i>Manage Future Growth in the County</i>	Limit densities in the unincorporated areas of the County. High-density development should occur only within incorporated cities or towns. Existing densely developed unincorporated areas should be encouraged to plan for future incorporation.
<i>Preserve Open Space and Agricultural Lands</i>	The preservation of open space is important to maintain important pristine mountain views, watershed systems, as well as important valley views and general rural character of the County. Open space includes agricultural lands as well as undeveloped hillsides and fields. Land use plans should result in decreased development pressure on threatened open space and agricultural areas.
<i>Focus Appropriate Commercial Development into Limited Designated Locations</i>	The most appropriate location for commercial development is within the boundaries of existing cities and towns. However, there will be some need for limited commercial development in the unincorporated areas. Commercial development should be focused in specific areas in the unincorporated County as opposed to commercial strip development along highways and roadways. The types of commercial uses allowed in the unincorporated areas should be targeted to meet the specific needs of County residents or travelers, but should not be developed at the expense of existing commercial centers in incorporated towns and cities.

### Quality Environment Goals

<i>Address Growth-related Pollution</i>	For clean air and compliance with air quality standards, development and transportation patterns should attempt to remedy increased emissions resulting from automobile usage and industrial emissions due to growth in the County.
<i>Designate Watershed, Wetlands and Floodway Protection Areas</i>	Zoning in wetlands and floodways must be changed to reflect areas that are unsuitable for development. In cases of development in these areas, including road construction, impact studies and mitigation of any damage should be required. Designated watershed protection areas should not be developed in order to preserve the hydrologic activity important for conserving the County's valuable water resources.
<i>Regulate Growth of Hazardous Waste Development</i>	To address safety concerns of residents regarding this industry, limit hazardous waste development to existing zones and maintain stringent permit requirements. The County's citizens would benefit from expanded access to hazardous waste businesses for the disposal of their commercial and industrial toxic wastes.
<i>Protect Critical Wildlife Habitat</i>	To protect native wildlife, development which interferes with wildlife and their habitats should be avoided. Knowledge of wildlife and their habitats will aid in determining designations for appropriate locations and densities of development in those areas.

**Infrastructure Management Goals**

<i>Adopt a Road Plan Addressing Transportation Issues of Tooele County and Tooele Valley</i>	For sufficient access to public and private lands designate and map roads to be maintained by the County. Establish an inventory system to preserve and document County roads. For improved access in Tooele Valley, a road plan should promote improved access around Tooele City and the improvement of the I-80 / SR-36 interchange. Access on arterial roads should be limited for safety and to ease congestion.
<i>Use Infrastructure to Guide Development</i>	An element of encouraging growth toward incorporated cities and towns is the desire to avoid sprawling infrastructure and services associated with new development. New development should take place in areas which have infrastructure in place. However, where infrastructure is needed, new development should be required to pay for infrastructure needed to meet their needs (including off-site infrastructure needs).
<i>Develop Water and Sewer Systems</i>	A desirable concentration of efficient County services could be aided by extending central sewer systems to serve unserved areas whenever it becomes possible. For Tooele and Rush valleys (the Shambip River Basin), this could be achieved by the creation of a water and sewer service district. This district would also include cooperative water development efforts and encourage the reuse of water for irrigation.

**Resource Development Goals**

<i>Attract Diverse Industrial Activity</i>	The County should attract a diversity of industrial activity offering long-term, good paying job opportunities, to limited designated locations. However, incentives for industries interested in locating in the County should be offset by demonstrable economic benefit over the short term.
<i>Develop Recreation Resources</i>	Recreational land uses and accesses to them (especially to Forest Service and BLM areas) should be supported by County maintenance of dirt roads and creation of trails and trail systems. The creation, development and administration of recreation areas and a recreation corridor, extending from the northern shore Stansbury Island south to the southern end of the County in the Rush Valley, Skull Valley, and West Desert planning districts, would support a wide variety of recreation uses and provide the County with tourism benefits.
<i>Preserve Historical and Archeological Resources</i>	The preservation of these resources can be supported by inventory, education and protection programs.

**GENERAL PLAN POLICIES**

Policies for plan components such as commercial development, transportation, or historic resource preservation policies are grouped with the associated General Plan Goal.

Land use and open space policies are compiled for Growth Management Goals. Aspects of agricultural development and sensitive lands designation further Growth Management Goals, but are included with Resource Development and Quality Environment goals, respectively.

Environmental policies fall under Quality Environment Goals. Transportation, and public facilities and utilities policies are assembled for Infrastructure Management Goals.

Economic, demographic, recreation, and cultural and scenic resource policies are grouped for furthering Resource Development Goals.

Note that following each policy section are matrices comparing the general goals of the plan to the proposed policies and recommendations of the Plan.

## GROWTH MANAGEMENT

### LAND USE

Change is occurring in Tooele Valley due to both employment changes and residential immigration. Fluctuations in residential and industrial growth are associated with the closure and potential privatization of the Tooele Army Depot and the attraction of the rural character of Tooele Valley. The amenities and resources of Tooele County attract growth and development; the challenge is to preserve and conserve these assets in spite of growth pressures with the potential for damaging these assets.

Growth management is to be achieved by directing denser, high-impact land uses into the incorporated areas of the county. The remaining lower-density, low-impact land uses are more appropriate in the unincorporated county. In the case of existing higher-density development, such as Stansbury Park in Tooele Valley, future incorporation could be encouraged. Other existing and new land uses still need to be addressed by policies which preserve open space and preserve rural character.

Commercial and industrial land uses should also locate primarily in the incorporated cities of the county. If businesses must locate in the unincorporated county to be near needed resources they should be limited to locating in a few designated commercial or industrial locations.

Three policies are recommended to guide preservation of open space while at the same time allowing economically beneficial use of land by residents and commercial ventures. The development policies of downzoning, subdivision cluster design, and a Density Transfer and Bonus program are discussed in the following sections, along with their

applications to various land uses in the county. The policy of limited commercial and industrial locations concludes the Growth Management section.

### Downzoning

Downzoning is recommended for the MU-40 zones throughout the county to a same size but less industrially permissive zone. Downzoning of some residential and agricultural zones is recommended for Tooele Valley and discussed in detail in Chapter Four. Downzoning as a policy is recommended for decreasing densities and sprawling concentrations of development which could negatively impact the open spaces and rural character of the county. Agricultural zoning should require large lots and restrict uses which conflict with agriculture or impact the resources agriculture needs.

The proposed downzoning advances a legitimate public interest, does not require an individual to carry a disproportionate share of the public interest, is supported by valid, quality planning, and does not destroy economically beneficial use.

### Cluster Design

Growth management can involve complicated programs, especially for areas that have many approved but unbuilt subdivisions and business parks that cannot be served by the county without rapid expansion of its service delivery system at a cost to county residents. Fortunately, this situation does not exist in Tooele County. Even though there are some approved undeveloped subdivisions and some currently undeveloped business park areas, most of the county and Tooele Valley is open, agricultural and is currently zoned for one unit on 40 acres. While growth pressure exists it has not reached an extreme level of immediate

development pressure. Therefore, traditional zoning will be a major resource in growth management for Tooele Valley. Even so, growth in the form of traditional development design can threaten open/agricultural spaces by filling in space uniformly, rather than clustering development in order to preserve outlying open/agricultural space and provide services more efficiently. Appendix D contains example illustrations of open space design.

Zoning in Tooele County at the time of preparation of this plan currently favors conventional development and conventional design of developments. Tooele County should adopt zoning ordinances which in addition to conventional zones includes provisions for open/agricultural space preservation, and regulations promoting cluster design, protection of access, land form, terrain, floodplain, slope, ridge line, and wildlife.

One of the reasons for clustering residential structures is to achieve a close-knit community which provides familiarity with neighbors and the community. This is done by creating neighborhood-scale, small-lot, clustered-design residential developments upon larger lot parcels. Lying outside these clustered neighborhoods, the larger portion of the parcels is set aside for open space and agricultural uses. In this way, the amenities of open, rural and close-knit communities are promoted. There is little or no threat of rapid growth in the county outside of Tooele Valley; therefore, these areas can remain open and rural.

Clustering residences improves security by including escape routes, space and facilities for emergency vehicles, wildfire preventative landscaping, design which facilitates neighborhood crime watches, and other security considerations. Infrastructure costs

are reduced due to fewer linear feet of roads and utility lines. See Appendix D for comparison of traditional and cluster design utility delivery cost differences.

Clustering is also useful for agricultural zoning considerations of preserving open spaces in the more urban areas. This is done with large-lot, clustered residential designations and commercial and industrial focused location designations. Zoning which considers all county land uses comprehensively and promotes clustering would preserve more land area for open space and agricultural uses.

The proposed cluster design policy encourages urban type development to occur within the boundaries of municipalities, which are better equipped to provide the full range of urban governmental services. Several specific state statutory references support this position. Specifically, state statutory provisions dealing with annexation and the extension of municipal boundaries reflect such a legislative policy. Illustratively, see Utah Code Ann. 10-2-401 (2) declaring legislative policy that "Municipalities are created to provide urban services essential for sound urban development and for the protection of public health, safety and welfare in residential, commercial and industrial areas, and in areas undergoing development; . . ." In addition, 10-2-418 provides that urban development shall not be approved or permitted within one-half mile of a municipality in the unincorporated territory of the county which is included in the annexation policy declaration area of the municipality if there is willingness to annex the territory and it provides for specific notification provisions and a 12-month period for the consideration of the possibility of annexation.

The General Plan provisions in Utah Code Ann. 17-27-301 et seq. also provide authority

for a county to consider such a policy as part of a comprehensive General Plan. Illustratively, Utah Code Ann. 17-27-301(2)(b), allows a comprehensive General Plan to provide for "the reduction of the waste of physical, financial, or human resources that result from either excessive congestion or excessive scattering of population; . . . ." Similarly, the comprehensive General Plan may include a public services and facilities element which is also an important aspect of determining where urban type development most appropriately should occur.

Obviously, communication and coordination with the incorporated municipalities in Tooele County would be a critical part of implementing such a policy objective. Tooele County may even want to consider use of the Interlocal Cooperation Act, Utah Code Ann. 11-13-1 et seq., permitting local governmental units to cooperate to their mutual advantage to achieve that goal.

#### Clustering, Internal Density Transfer and Bonus Provisions

In order to further the strongly stated public policy goals and objectives of maintaining the rural lifestyle in the Tooele Valley, preserving agricultural uses, and preserving open space in conjunction with the related goals and objectives of the General Plan, a mechanism should be developed and implemented by ordinance to provide standards and guidelines which would not only permit, but encourage the clustering of development, allow internal density transfers by the owners of large land holdings and their families, including the owners of multiple parcels, and density bonuses which promote the clustering of development within the Tooele Valley.

The provisions of this ordinance should be structured in such a manner as to promote and encourage the preservation of agricultural

uses, meaningful contiguous open space, the maintenance of the rural lifestyle and character of the area, and the preservation of environmentally sensitive and fragile lands. The provisions should also promote and encourage growth management balanced with providing for adequate infrastructure and facilities to accommodate anticipated future growth and development, the efficient and economical use of the transportation system and other public services and facilities, and the other goals and objectives of the General Plan.

The ordinance should include provisions to address the following issues:

- The separation of clustered development through the adoption of design guidelines intended to achieve appropriate setbacks, buffering, screening, landscaping and other standards;
- The designation of a minimum size of single and/or aggregate parcels to which the provisions would be intended to apply;
- The amount of a density bonus which an applicant could be eligible to receive measured in terms of percentage of the underlying density to which the parcel would otherwise be entitled, number of units per acre or similar objective parameters on the exercise of discretion and the implementation of these provisions; and
- The development and adoption of specific criteria which would be applied to determine whether a density bonus would be granted. Such criteria should include, but not necessarily be limited to, the following:
  - Preservation of active and passive open space by appropriate deed

restrictions, conveyance or other mechanisms acceptable to Tooele County;

- Promoting public recreational access as part of a meaningful, contiguous, linked open space system;
  - Standards for setbacks, buffering, screening and landscaping requirements to enhance a sense of separation and rural character;
  - Standards to promote creativity, imagination and innovation in design layout and architectural standards to preserve and enhance the natural character of the community and provide a more desirable living environment;
  - The adoption of standards to preserve natural vegetation and land cover;
  - The adoption of standards to stabilize hillsides and enhance drainage;
  - The adoption of standards to preserve wildlife corridors and habitat;
  - The adoption of standards to promote effective and efficient transportation patterns, minimize adverse traffic impacts and provide adequate access for fire protection purposes;
  - The efficient provision and delivery of other public services and facilities; and
  - Promote the aesthetic value and natural character of the community.
- The ordinance should designate and/or delegate the authority to apply these standards, whether it be to the County Commission, Planning Commission or

Engineering Department.

- The ordinance should include detailed procedural provisions for the submission of an application and the approval process, including the identification of all materials and technical reports that would be necessary in support of such an application.
- The ordinance should include a mechanism providing for administrative relief or an appeal as a safety valve in the event of a dispute about the administration and implementation of these guidelines.
- The ordinance should include a clear statement that these clustering, internal density transfer and bonus provisions are discretionary with Tooele County and not a matter of right or entitlement.
- The ordinance should include a provision requiring an appropriate form of easement, deed restriction or note on a subdivision plat with language clearly indicating that an increase in density was allowed for the entire parcel as a whole based on the density bonus criteria in the ordinance, which constitutes all of the density permitted for the entire parcel.

#### Limited and Nodal Commercial/Industrial

Limiting commercial and industrial development to designated locations is a proposed policy of the Plan. Tooele Valley is a particularly appealing mountain, valley-rural community. The community wishes to preserve this character and avoid, for example, the congested and distracting commercially saturated streets observable in the Salt Lake Valley. Commercial nodes, rather than long stretches of businesses and signs, are more suited to serving both the public's needs and desires to preserve the character of their community. For example, limited areas of

commercial zoning are proposed for the I-80 interchange, Stansbury Park, and south of the Desert Peak Complex areas of Tooele Valley.

Industry benefits in a county like Tooele because of the plentiful natural resources, while the county enjoys employment and tax revenue benefits. The challenge to the county is to balance the industrial uses with quality of environment. The community has expressed concerns about the safety of trucks carrying hazardous wastes or chemicals. Tooele County should zone industry to limited locations at needed resources and determining which industrial uses are appropriate.

Industry is welcome to Tooele County in locations that are suited to both industry and which do not negatively impact other areas and amenities of the county. These locations should be advantageous for the industry, but removed from conflicting residential and commercial land uses of this industry type. The Hazardous Waste Corridor Zone is adequate for existing and future users. The extensive permitting process will adequately regulate existing and new businesses.

#### Interlocal Agreements

The recommended policy of this plan for increasing local government effectiveness is the adoption of interlocal agreements.

The county already participates in the Council of Governments, which consists of the county and incorporated cities meeting to discuss

issues effecting their communities. Emergency services and infrastructure management are also achieved through cooperative means.

The recommended cooperative water development district in the Tooele Valley would require interlocal agreements involving the county and Tooele Valley cities and communities. This should be pursued in the spirit of government better serving everyone in the valley community.

Aside from county planning policy and zoning which directs dense development into incorporated cities (especially in Tooele Valley), interlocal agreements can also be reached which more specifically describe the terms by which this direction of development to cities will be achieved and spatially designed.

At the time of this writing, issues of grazing, military reservation operations or closures, and official wilderness designations are controversial and as of yet, undecided. It is the recommendation of this plan, however, that the county should promote solutions which promote what county resources be preserved to the greatest extent possible for all possible future uses, while correlating the interests of county businesses and residents in their foreseeable and equitable resource needs. With this balance, the agreements Tooele County makes with state and federal agencies should protect both its resources and citizens.

## Recommended Policies for Meeting Growth Management Goals

Goal:	Policy:	Lessen Allowable Density /Downzoning	Internal Density Transfer and Bonus Structure	Subdivision Cluster Design	Limited Commercial /Industrial Nodes	Direct Growth to Inc. Cities and Future Inc. of Denser Areas
Manage Future Growth in the County		X	X	X	X	X
Preserve Open Space and Agricultural Lands		X	X	X	X	
Focus Appropriate Commercial Development into Limited Designated Locations		X			X	X

Matrix compares general goals of the plan to the proposed policies and recommendations of the Plan.

### QUALITY ENVIRONMENT

#### ENVIRONMENT

##### Environmental Policies

Natural features of Tooele County include salt flats, deserts, the Great Salt Lake and its islands and wetlands, foothills, mountains, forests, and wildlife. These should be regarded as assets and preserved to the greatest extent possible. Much land in Tooele County is under the administration of the Bureau of Land Management, and hopefully much of this land can be protected for many years to come.

Activities in Tooele County and the impacts of growth could affect the overall environment. Citizens have expressed concerns regarding the effects of industries and hazardous waste disposal. With any new development-- whether residential, recreational, commercial, industrial or military-- efforts should be taken to examine impacts of development upon the environment, particularly natural resources

utilized by residents and businesses. Objectives for quality environment are: regulate growth of hazardous waste development; promote air quality; and promote water quality

##### Regulate Hazardous Waste Development

In community and steering committee meetings concern for safety and proper regulation were stated. The permitting process is difficult, demanding and expensive which should adequately regulate growth in this industry in Utah and Tooele County.

Hazardous waste objectives are to restrict new operations and promote continued employment and safety in the industries already in operation. Many Tooele County residents expressed concern over expansion of the existing hazardous waste operations and the negative image that these industries give the county. Subsequent to the initial development of these facilities, permitting requirements have increased. New operations are unlikely due to the extensive review and permitting process. Tooele County policies

should emphasize safe operations and transport of these materials. The negative image generated by the hazardous waste operations can be offset by emphasis on Tooele County's positive features.

### Promote Air Quality

Air quality is one of the most valuable resources of the county. The impact on air quality from increased population, business and associated employment are important concerns. Through the Environmental Protection Agency (EPA), the federal government has developed national ambient air quality standards (NAAQS) for measurement and comparison of air quality. These standards verify an area's compliance. Industrial activities having air emissions must obtain an air quality permit for their specific operation and demonstrate how they intend to comply with the limitations imposed by the permits.

The Division of Air Quality (DAQ) of the Department of Environmental Quality administers air quality requirements and regulations for the State of Utah. This division periodically monitors activities within Tooele County and reports on those findings regarding compliance to established standards. At the time of preparing this plan, industries with air emissions in Tooele County included mining and smelting industries in the northern Oquirrh Mountains; Magcorp, a mineral reclaiming industry north of Grantsville; two hazardous waste incineration plants in the west desert; a U.S. Department of Defense (DOD) chemical stockpile incineration facility at the Tooele Army Depot South Area; DOD test sites west of the Great Salt Lake for rocket and other motor destruction by burning, and for conventional weapons testing by bombing; and the Dugway Proving Grounds with other DOD munitions and weapons testing. More on these

operations is provided in the chapters for the planning district in which the operation is located.

Much discussion during the preparation of this plan and subsequent research and analysis concentrated upon issues of growth and related impacts. While there are several industries in the county which effect air quality, concern has been expressed regarding possible new industries and the impacts from these upon air quality and the environment. Zoning and land use should reflect these concerns and designate locations, densities, and other regulations for commercial and industrial businesses.

Growth in the more populated areas of the county will likely compound air quality threats made by an increase in the number of registered and used automobiles and their emissions. Tooele County does not currently require emissions testing for automobiles registered in the county, but should consider doing so. Alternate transportation systems should also be studied and encouraged. These include car and van pooling (considering many people commute to Salt Lake City, or other Tooele County areas such as Dugway.) Several options for a belt route in Tooele Valley are being considered presently, and along with consideration of the least congestive and safest routes, "cleanest" should also be an element of decision-making.

Objectives for promoting Air Quality are to mitigate development related impacts by determining appropriate locations and densities of potentially polluting industries. Recognition of growth and subsequent increased automobile emissions and their impacts upon air quality and adoption of emissions testing and fuel conserving travel methods would mitigate growth related impacts in the county. Plan development patterns, traffic accesses and controls to

mitigate transportation systems related impacts.

### Promote Water Quality

Water demands in Tooele County are met from surface and groundwater sources. Irrigation needs are served with surface water from Settlement Canyon and South Willow Canyon reservoirs. Other surface waters, the creeks and watersheds of the county in particular, recharge the groundwaters. Groundwater is in danger of being mined (meaning removed and used beyond recharge capacities) for domestic and irrigation uses. Many areas of the county rely upon wells which remove ground waters. However, due to the salt desert and the Great Salt Lake element of the county's hydrogeology much of the groundwater is highly concentrated with minerals and other contaminants. Wells which are located at increasing distances from mountains and foothills are more heavily mineralized.

The Ibapah-Gold Hill, West Desert, I-80 Corridor and Skull Valley planning districts utilize wells for water sources, yet are considered to be either good-but-limited, or in need of demineralization. Central water systems serve parts of Vernon, Stockton, and Tooele Army Depot South Area. Rush Valley currently enjoys a surplus of about 7,000 acre-feet of generally good groundwater resources. Tooele Valley's groundwater resources are impacted in the north by the Great Salt Lake and in the south wells produce water with sulfite and other minerals. Grantsville and Tooele City central water systems are served by wells, as are the central water systems for Pine Canyon, Stansbury Park, and Tooele Army Depot North Area.

The challenges of limited and/or unpotable water resources have impacts upon locations and densities of development. Development

both demands water resources and impacts the stability and quality of those resources. Development should be located in or near areas of best possible water quality, but in areas which will not negatively impact watersheds (or other recharge systems) or amount of resource available, nor contaminate groundwater.

Objectives for promoting Water Quality include balancing water resources with impacts of development by recognizing this resource cannot be counted on to support development and mitigate for adverse effects of development's water demands. Recharge of groundwater can be furthered through utilizing various groundwater recharging methods. Negative impacts of septic tank systems are mitigated through regulation and enforcement of adequate septic systems in order to avoid leakage pollution of tanks into ground water.

### Sensitive Lands Designation/Overlay Zone Policy

Sensitive land designations and parameters could be used to protect Tooele Valley's foothills and mountain slopes. The salt deserts of the I-80 planning corridor are sensitive lands with respect to the soils of the salt flats, and the hydrologic cycles which support the health of this ecology. These factors can help guide any development. For example, while the hazardous waste industry is very invasive in this environment, the clay soils there are more suited to avoiding underground leakage problems that might occur in soils elsewhere.

Sensitive lands overlay zoning should be adopted by the county for lands of the Tooele Valley and I-80 Corridor planning districts. Possible sensitive lands are areas of salt deserts (West Desert planning district), the Great Salt Lake and its shores (I-80 planning

district), mountain ranges (all six planning districts), critical wildlife habitats (all six districts), and areas of the county in which growth threatens important land features and natural resources. Particular sensitive lands consideration could be placed upon the currently proposed BLM Wilderness Study

Areas in the Deep Creek, Cedar and Stansbury mountain ranges. These areas eligible for Wilderness designation may or may not be preserved by Congress. However, Tooele County can take special interest in their preservation by creating Sensitive Lands Designations.

**Recommended Policies for Meeting Quality Environment Goals**

Policy:	Designate Locations for Industry	Future Adoption of Emissions Testing (Auto and Industrial)	Conserve Natural and Fuel Resources and Balance Water Resources	Designate Sensitive Lands Overlay Zones	Change Zoning to Promote Low-Density, Low-Impact Uses	Mitigate Damage to Watershed and Recharge Groundwaters	Limit Hazardous Waste Industry and Expand Disposal Access
Goal:							
Address Growth-Related Pollution	X	X	X		X		
Designate Watershed Wetlands and Floodway Protection Areas			X	X	X	X	
Regulate Growth of Hazardous Waste Development	X	X					X
Protect Critical Wildlife Habitat				X	X		

Matrix compares general goals of the plan to the proposed policies and recommendations of the Plan.

**INFRASTRUCTURE MANAGEMENT**

**TRANSPORTATION**

The following goals have been identified for transportation:

- Identify major transportation corridors within the county;
- Identify recreational trails and road access to those trails;
- Encourage commercial development at nodes on principal highways;

- Convert railroad tracks to trails where appropriate; and
- Provide a belt route around Tooele City and improve existing congestion and safety problems.

Identify Major Transportation Corridors In The County

The county owns and maintains a system of roads that provide access to the lands in the county. The collector and arterial road system is clearly defined and well documented but many of the lesser classification roads are less clearly defined. In order to maintain public

use of these roads it is important to document and locate each publicly claimed road. The county has begun to classify and map each road but there are still many that need to be identified and located on official maps. This practice should continue and be maintained to protect access rights of private and public land owners.

Another reason to classify the roads is that the county is allocated funds from the State Gas Tax Fund based upon the number of miles of roads the county maintains and the classification of the roads. To protect this funding source the county must maintain a strongly defensible road network classification system and map.

New corridors, which provide better access to the county, also need to be identified. The location of these corridors is dependent upon the changes in land use contemplated in the plan. These new corridors need to be identified in the areas where growth is anticipated and where access currently is a problem. Most of the growth pressure is occurring in Tooele Valley and Rush Valley. There does not appear to be sufficient pressure to provide additional roads in other portions of the county.

In Tooele Valley there are several corridors that need to be preserved and perpetuated for transportation. For example, the belt route around Tooele City is currently being studied by the city and county. They are considering two options: a bypass road around town and a major north-south corridor that would follow the alignment of Sheep Lane road. There is further discussion on these options under another section of this report.

An east-west link between SR-36 and Mormon Trail Road near the south end of the Tooele Valley is also needed. Access between these roads is limited and a new corridor is

expected to be needed in the future. A collector classification road is recommended with a design speed of 55 miles per hour:

#### Identify Access To Recreational and Public Lands

Access to trails and recreational areas within the county has been an expressed concern of many citizens. The demand for public access to public lands is increasing. Much of Tooele County is public land and removal of access to some of these lands has caused considerable concern. The county needs to develop a plan that identifies which access roads it will maintain as public. Such a public plan and policy will assist the county in maintaining reasonable control over such access. The recent closing of the roads on Stansbury Island is a case in point. Considerable controversy occurred when this road was closed to help protect private land from unwanted trespass.

A system of posting and designating roads to indicate access policy could be beneficial to controlling the use of these access roads. A master plan for access roads to recreational and public lands would be helpful in reducing conflicts and establishing clear policy and intent on road use.

#### Encourage Commercial Development At Nodes On Principal Highways

Ideally, the county should encourage commercial developments to occur on existing roads. Providing access is costly and principal roads have higher capacities than other roads and are better equipped to handle the increase in traffic resulting from the development. However, it is important to control access to these roads so that the level of service is not seriously degraded as a consequence. Establishment of road designation and associated access policy is

important to preserve the usefulness of the arterial and collector roads. A policy limiting direct access onto arterial and collector roads is needed with requirements for frontage roads or local roads to provide additional access.

### Convert Rails to Trails

There is increasing interest in providing alternative modes of transportation within the county. A trail system for bicycle, equestrian, and pedestrian use is becoming more important. The Southern Pacific Railroad (SP), formerly the Denver and Rio Grande Western, has abandoned their railroad tracks in Tooele Valley located south of the main line. These tracks extend from I-80 near Grantsville southeast to Tooele and then easterly into the Pine Canyon and Lincoln area. There is an excellent opportunity to preserve and convert all or considerable portions of this track into a trail system serving this area. This is particularly important near the east end of the Valley where it could be heavily used by Tooele City residents. There is federal funding available through the current highway bill that could be used to pay for the costs of conversion. The county should aggressively act to preserve this corridor and to fund improvements for the conversion. Federal funds should be pursued while they are still available.

### Provide a Belt Route Around Tooele City, Improve Congestion and Safety Problems

Through most of the county the existing road system is adequate to meet the needs and service level expectations of the public in general. While paved public roads are limited in most of the rural parts of the county, the road system appears to adequately serve the more rural population of the county and is perceived to be adequate.

There are few traffic congestion problems

within the county due to the relatively sparse populations served. Those problems that occur are associated with the more densely populated area located in the Tooele Valley.

The most congested area is in and around Tooele City. The junction of SR-36 and SR 112 is the most congested. This is primarily due to the high level of commuter traffic to and from the Tooele Army Depot (TAD) and Dugway Proving Grounds. This intersection is at or near its capacity at peak hour time periods and results in delays during these time periods. The city and county have been investigating a belt route to bypass traffic around this intersection and downtown Tooele.

Two options have been considered. The first option is a belt route that connects to SR 36 north and south of Tooele and runs along the west edge of Tooele City near the city's industrial park and east of the Tooele Army North area.

A second route recently considered would be the conversion of Sheep Lane into an arterial road and extending it further north and south. The Sheep Lane road could be extended as far north as I-80, which would involve construction of a new interchange. It would also be extended south through the east side of the Tooele Army Depot (TAD) north area and connect to SR-36 south of Tooele. The main function of this road would be to provide more direct access from I-80 to the portion of TAD that is being privatized. This access road could be very important depending upon what type of industry is attracted to the privatized area. It would also provide an incentive to potential businesses interested in the new industrial area.

A potential interchange with I-80 would cross through an area that is flooded by the Great Salt Lake and has wetlands and mud flat

areas. While the wetland issue probably can be mitigated, the cost and difficulty could be a significant obstacle. An analysis of this interchange location, considering all of these issues, and an evaluation of obstacles and costs will be needed.

Construction of a belt route or bypass road could result in a reduction of as much as 1/3 of the current traffic use of SR-36 at the intersection of SR-112.

Another problem area is the I-80 and SR-36 interchange. The configuration of the interchange results in unsafe merging conditions for southbound traffic. This is caused by a combination of two conditions: mixing high and low speed off ramp traffic in the same zone and the location of access roads for service stations and other commercial businesses in the same merge zone. In addition, the access points are not concentrated through this area and there are several access points within a very confined area adding to the merging and turning conflicts. This combination results in very unsafe conditions. A reconfiguration of the interchange is needed to relieve this situation. A proposal for reconfiguration is included under Transportation Policies.

The State Department of Transportation is planning a widening project between the interchange and the junction of SR-138. If the interchange is improved and the road widened this could improve the congestion problems. An improved interchange and widened road could also provide an alternative to the new interchange being studied in connection with the Sheep Lane alternative discussed earlier.

There are other transportation issues that must also be addressed in the Master Plan. Access control on the arterial and collector roads serving Tooele Valley need to be established to maintain acceptable levels of service in the

face of increased growth in this region of the county. Problems are already occurring on Droubay Lane and Erda Way. The many access points being developed along these roads increase the potential for conflicts and congestion. As the number of access points increases, the level of service will decrease.

## ***PUBLIC FACILITIES AND UTILITIES***

### ***Infrastructure As Growth Guide***

The infrastructure analysis considers the limits of infrastructure as a constraining factor upon growth and development, as well as impacts of these upon infrastructure systems. The following infrastructure goals have been developed regarding infrastructure construction and water resource issues.

- Develop methods to coordinate infrastructure construction
- Develop cooperative plans to develop water resources.

The following is a discussion of these issues and recommendations that need to be considered in development of the implementation plan.

The main concerns with infrastructure development are centered in the Tooele Valley area. Population growth in the other areas of the county is slow enough that utility services are not experiencing significant pressures. However, the continuing urbanization of the Tooele Valley area results in some concerns for public services.

The recent sewer study that covered the Tooele Valley concluded that it was not yet economically feasible to extend sewer service beyond the incorporated areas and the areas served by the systems located in Stansbury Park and Lake Point. Service areas were

established for future extension of sewer services to the Erda and Pine Canyon areas but they will be years in coming. Continued development in the Erda and Pine Canyon area will increase the need to provide community level services. Centralized sewer and water service will become more important. This will be especially true in the Erda and Lake Point areas where groundwater levels are shallow and septic tank systems will not function properly.

#### Orderly Development of Infrastructure

Development of residential, commercial, and industrial areas requires a certain level of infrastructure investment. This investment is not limited to construction costs but also includes substantial maintenance costs. Many of the maintenance costs will be incurred by the county in the course of accepting improvements for public use such as roads and streets, etc.

Because there is a fiscal impact to the county for maintenance, there is a need to establish standards for development that provide assurance of an acceptable level of quality in construction. This is particularly important in development of roads that require snow plowing and maintenance but also extends to other infrastructure needs such as storm water systems and other public utilities. By encouraging the concentration of these systems in certain areas of the county, the cost to maintain them can be decreased. Also the encouragement of cluster development and other techniques can result in construction of fewer facilities and concentration of systems in smaller geographic areas.

#### Cooperative Development of Water Resources

Water resources are limited in the county. The Tooele Valley has water available but most of the water has already been allocated

to existing water rights holders. The State Engineer has stopped accepting additional water rights applications within the Valley. Cities are particularly concerned about water development because they are experiencing increases in population and only have limited amounts of water currently available. Tooele City has purchased water rights in the Rush Valley area with the intent of eventually transferring either the right or the water to Tooele City.

With the increase in population in the eastern part of the county, water will eventually serve as a controlling factor in development. Each single family residential unit requires approximately one acre foot of water per year to meet its needs for potable and irrigation water. To reduce the possibility of serious conflicts over water use, it would seem prudent to seek ways to develop water resources in a cooperative manner.

Other counties in Utah have sought to provide a similar cooperative approach through establishment of water development districts that encompass large portions of the county. The benefits of considering such a district are: all residents of the district benefit from the development of the water instead of a single jurisdiction; all residents of the district contribute to the cost of water development; and it reduces the competition for water resources between the "have's" and "have not's". Concerns about such a district include the cost of supporting another governmental entity and an unwillingness of the cities to "give up" any control of their own water.

The costs to develop additional water will also dictate a need to cooperate because it may be beyond the fiscal capability of all but the largest cities to develop the resources required.

### Water Resource Policies

- The county should plan for the preservation of the groundwater quality within the entire county.
- Where possible, the county should encourage the joint development of water resources for the overall benefit of the entire county. It should support the formation of a water district to assist in the development and management of the limited water resources available, especially in the more populated sections of the county.
- The county should establish designated drainage ways within the county that are to be maintained. They should require development to retain and preserve these drainage ways and require that development of any kind will properly dispose of the increased drainage resulting from their development.

### Water and Wastewater Policies

- The county should encourage the development of centralized water and wastewater systems in the more densely populated areas.
- Wherever feasible, the county should encourage developments to occur where centralized systems already exist and connection to existing systems operated by existing entities is possible.
- The county should support the formation of valley-wide or county-wide districts to develop water and wastewater facilities to the benefit of the entire county population.
- The county should encourage the formation of cluster developments. These should provide centralized water and wastewater

facilities wherever economically feasible. Water systems should be developed for fire protection needs in addition to potable needs.

- In areas of shallow groundwater, the county should limit development to areas where centralized wastewater systems can be developed.

### Energy and Communications Facilities Policies

- The county should support and assist in implementation of a warning system to protect the population of the county from any military emergency.
- The county should encourage the use of common corridors for the location of communication and energy facilities, especially transmission facilities.
- The county should require that adequate energy and communication facilities are provided with any new development within the county.

### Solid Waste Management Policies

- The county should provide for collection and disposal of non-hazardous solid waste for the citizens of the county.
- The county should provide a safe and lawful means for disposal at reasonable costs to the citizens of the county.

## Recommended Policies for Meeting Infrastructure Management Goals

Goal:	Policy:	Cluster Subdivision Development	Provide Central Water and Sewer Systems	Limit Development to Areas Providing Central Systems	Connect Infrastructure and Water Resource Management	Maintain Accesses, Extend Roads and Increase Capacities, and Change Designations
Adopt A Road Plan Addressing Transportation Issues						X
Use Infrastructure to Guide Development	X	X	X	X		
Develop Water and Sewer Systems			X	X	X	

Matrix compares general goals of the plan to the proposed policies and recommendations of the Plan.

### RESOURCE DEVELOPMENT

#### *ECONOMIC*

##### General Economic Development Policies

- The primary economic development objective is to lessen the county's reliance on the federal government for employment and good wages. Therefore, the focus is on attracting higher wage-paying industries.
- The development of strategies should incorporate each of the basic sectors as mining, construction, chemical, petroleum/oil, automotive dealers, and livestock production.
- In the more rural areas, policies supportive of continued livestock production and minerals mining will serve to maintain employment opportunities for county residents while not posing a threat to the longstanding way of life.

- Chemicals and minerals extraction along

the Great Salt Lake will continue to be a major source of employment.

- In terms of retail sales, the proximity of the county to the state's population center provides an important market for large price-tag purchases that may have price-conscious consumers -- such as automotive sales. The items must be of a high-enough value to justify travel for price comparison. These types of retail establishments should be encouraged.

##### Agricultural Policies

As the county feels growth pressures from the Wasatch Front, there will be an increasing push to convert agricultural lands to nonagricultural uses. Agriculture plays a significant role in the county. In 1987, the 487,686 acres of farmland represented roughly 85 percent of total privately-owned land in the county and produced \$2.1 million in crops and \$8.4 million in livestock. Much of the prime irrigated farmland is located in the eastern portion of the county -- directly in the path of development.

Agricultural land has been demonstrated to produce more in tax revenues than it requires in services. In a number of national surveys, services provided to agricultural lands cost roughly \$0.30 for every \$1.00 paid in revenues. (See graph on the page II-11a.)

- In order to protect these lands, the county must reduce the development pressures through clear land-use policy. The land is, for the most part, zoned for low or very low density development. At a minimum, the current zoning must be maintained.
- An overall policy of forcing urban-density development to occur within the incorporated cities and towns will also reduce development pressures on agricultural land. There is ample land available within the incorporated boundaries to accommodate the projected future growth.

## **RECREATION**

### **Access Issue Resolution**

Toward resolving access to public lands and associated trespassing problems the following are recommended:

- The county could maintain access roads into public lands;
- The county can be involved in reaching agreements between public and private land interests to determine specific appropriate access points;
- Official access points should be made known to the public using signage;
- Use of unofficial access points should be discouraged by means of signage, warnings, and criminal prosecution; and

- The county may be involved in seeking and making trades between public and private lands which facilitate access to public lands.

### **Recreation Area/Corridor Designation**

An unofficial Recreation Area designation, or label, is proposed for the county's own mapping and is also proposed as an aid in furthering recreation policy. Encourage this designation in land use planning and decision making so that recreation resources are preserved, yet their use is also promoted. These designations could also be used in public education and tourism promotions.

Recreation Area designations are proposed for the many mountain ranges in the county in an effort to highlight these areas and promote recreation interests, while directing those recreation uses to the most appropriate locations.

Recreation Area designation is proposed for a Tooele County recreation corridor. (See Proposed Recreation Corridor map on the next page.) The proposed corridor takes in the Stansbury Mountains as they extend from the north shores of Stansbury Island following the mountain ranges shared by Skull, Tooele, and Rush Valleys south to the county border. The lake, mountains and canyons used for recreation lend themselves well to this corridor concept, which could be promoted with a simple designation, or label, as a reminder to consider these resources in planning decisions and as a stipulated element of recreation policy.

### **Deseret Peak Complex**

Located northwest of the intersection of SR 112 and Sheep Lane, the Deseret Peak Complex is centrally located to provide

recreational activity to the residents of Tooele County. The facility will provide the following activities:

Archery course. Designed by Oquirrh Mountain Bowmen's Association. One mile-long field course with paved pathways. It will have 28 targets. It will be wheel chair accessible. The course provides a 3-acre distance shooting range that is open to public for practice year-round.

A mining museum. Sponsored by Barrick Gold Mines, Inc. and Kennecott Utah Copper. It has exhibits that feature old mines, current mines, and reclamation practices. The museum will be self-guided tours available by appointment and have educational mining videos.

A military museum to honor the military's historical presence in Tooele County.

4 baseball fields that are lighted and available for night play.

A 25,875 sq. foot indoor arena. Completely enclosed modern facility with outstanding acoustics, integrated sound system and convertible floor.

A 45,000 sq. foot outdoor arena. The arena is lighted and provides seating for 4,000 people with adjacent concession stands and restroom facilities.

A 14,000 sq. foot pavilion with on-site restrooms and concession area.

Motocross and BMX racing tracks

Swimming park featuring an eight lane Olympic size lap pool, splash area for children, and waterslide.

Demolition derby arena.

Soccer fields

RV parking

3/4 mile horse race track

Horse stables

Convention center

Fine arts center

Amphitheater

Public lands information center

South of SR 112 is suited for development of ancillary commercial shopping uses that will support but not detract from the Desert Peak Complex. The need for hotel/motel, fast food and other recreational development will be centrally focused for tourism in Tooele County.

Also, toward advancing recreation as an attractive land use option the county's zoning ordinance should adopt zoning designations and regulations which support recreation. Low-density zoning with low-impact uses should be used in conjunction with recreation areas. Appropriate recreation and recreation support and supplies businesses should be encouraged.

### Tourism Policies

Tooele County is rich in natural and cultural resources including its several mountain ranges, the west desert, the salt flats and the Pony Express Trail. Yet it has routinely captured only about 1 percent of the total state lodging room rents. Its proximity to the Salt Lake City metropolitan area most likely has served as a limitation to expansion of the

hotel/motel bed base in the county, but promotion of day-trip activities could be expanded by establishing coordinated recreation districts and developing marketing packages in conjunction with the Utah Travel Council.

An appreciation of the county's culture and history can serve to instill pride and involvement in the county. Signage, including monuments and public displays, would educate the public about the important historical aspects of settlement, development, and growth in the county.

Parks, Trails, and Public Facilities Policies

- The county should encourage the preservation of open spaces within the county to preserve the open nature of the land.
- The county should develop a master plan for trails to provide access to public lands and take advantage of existing corridors such as abandoned rail road tracks.
- The county should provide recreational support facilities at appropriate locations for the use of the general public.

Inventory and Preservation

It is recommended that the county take an inventory of its existing historic, archeological, cultural and scenic resources and take steps to preserve them. Preservation efforts can include listing buildings with the National Register of Historic Places, the Utah State Historical Society, and educating building and site owners about the potential economic benefits from preserving these community assets. County interaction with historical societies such as the Daughters of the Utah Pioneers/Tooele County Company would also help education and preservation efforts.

**CULTURAL AND SCENIC RESOURCES**

Education

**Recommended Policies For Meeting Resource Development Goals**

<u>G</u> <u>o</u> <u>a</u> <u>l</u>	Policy:	Limited, Designated Industrial Locations in Unincorp. County	Industrial Best Located In Employment Centers of County	Incentives to Industry Offset With Shown Short-term Benefits	Designate Recreation Areas for Recreation Uses and Tourism	Preservation Programs for Natural, Cultural and Scenic Resources	Increase Signage Which Educates, Promotes Preservation of Resources
	Attract Diverse Industrial Activity	X	X	X			
	Develop Recreation Resources				X	X	X
	Preserve Historical and Archaeological Resources					X	X

Matrix compares general goals of the plan to the proposed policies and recommendations of the Plan.

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## CHAPTER FOUR: TOOELE VALLEY PLANNING DISTRICT

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### *LAND USE*

Tooele Valley presents the most complex environment in which to meet General Plan goals. The valley faces more intense growth pressure than other districts. Most of the county's people live in this district and as a result issues and problems related to land uses are more complicated.

Tooele Valley, in contrast to other planning districts of the county, contains mostly privately-owned land. Grantsville and Tooele are incorporated cities in the valley, and there are several concentrations of population and development in the unincorporated county. They are Pine Canyon/ Lincoln, Erda, Stansbury Park, and Lake Point. There are federal lands administered by Bureau of Land Management, the Wasatch National Forest on the Stansbury Mountains, and the Tooele Army Depot (TAD) in the center of the valley. Two eastern areas of TAD were recently annexed by Tooele City. Additional areas of TAD and its facilities may be annexed and converted for use by private industry. TAD closure and changeover have affected employment and the economy of Tooele City and the county.

Tooele Valley has a wide variety of land uses. Agricultural land uses include farming and egg production; industrial uses are gravel pits and mining; commercial uses include retail, food and lodging, and commercial business; and there are TAD military operation land uses; recreation uses; and sensitive lands. All of these uses must be considered concurrently to achieve the goals of the general plan.

Growth pressure on this district is a result of increasing population, proximity to Salt Lake City, and availability of private land. The existing land use pattern has high-density development in the cities of Tooele and Grantsville and the Stansbury Park development. Less dense development occurs at Lake Point, Erda and Pine Canyon/ Lincoln. Without management of development as projected growth occurs, it is possible that Tooele Valley could become a dense concentration of subdivisions, and strip commercial.

The most strongly stated goal in the public meetings was to maintain the rural lifestyle and open space in Tooele Valley. High-density development should occur within the cities to help achieve this goal. The cities have land and infrastructure to accommodate increased development.

The sensitive lands in the valley, based upon slopes, wetlands, wildlife habitats, watersheds and other hydrologic/geographic features are potential victims of negative development impacts and should be protected.

For land use considerations, please refer to the Tooele Valley Proposed Land Use Map at the beginning of this chapter.

### Residential Development

Existing growth pressure on traditional patterns is creating the possibility of subdivisions filling the valley, consuming resources and competing with other land uses. The situation needs to be altered so residential

development patterns permit comfortable, valuable residential experiences while preserving land resources of the valley. Residential development outside the incorporated cities is concentrated at Erda, Lake Point, Stansbury Park, and Pine Canyon/Lincoln. These areas should remain as low-density nodes of development in an open and agricultural valley.

The general land use policies (described in "Land Use," chapter three) of downzoning, subdivision cluster design, and density transfer and bonus provisions are especially important for guiding residential development in Tooele Valley.

**Downzoning** will involve zoning changes for Tooele Valley. Using downzoning as a tool to change development patterns will result in fewer structures on larger pieces of open land. Clustering and density transfer and bonus programs, however, are optional and may not be used in every instance like zoning.

**Clustering** of subdivisions in Tooele Valley should create more appealing and economical groupings of structures. Clustering is appealing because design can be oriented to enhance neighborhood features (like parks) and provide spatial buffers against neighboring land uses; and economical because service delivery costs are lower when structures are near each other and near main utility routes.

Clustering conceptually requires separating issues of gross density and lot size. Alternative approaches include making clustering a mandatory feature of the development approval process or developing site planning and design criteria that encourage and provide potentially positive

incentives for such clustering.

Development approval and site plan review should encourage cluster development to be responsive to topographic and natural terrain features. In those areas of the valley that include critical and sensitive lands, this could be accomplished by prohibiting construction of dwellings in areas designated as sensitive while permitting building in the non-sensitive areas.

The **density transfer and bonus provisions** are important in instances when large landholders and their families would like to subdivide their land. These provisions are described in detail in Chapter Three.

### Agriculture

Tooele Valley has traditionally been the site of farming and ranching, and has grown slowly enough that the valley retains an agricultural character. Increased growth threatens this character. While some farming is fading out, much of the valley remains open and should be preserved as a community asset. Water resources appropriation conflicts between development and agriculture should be resolved to satisfy both the low development density zoning proposed throughout the county and the needs of farms and other desired vegetation.

Like residential development, agricultural land use benefits from downzoning, number and sizes of areas allowing agricultural land uses are increased, and clustering where area surrounding cluster is used for agricultural, recreation, or open space.

Agriculture can be encouraged in cases where density transfers and bonuses include

agricultural land uses as essential concerns in determining the transferring and bonuses. Tooele County should adopt this kind of ordinance, which allows some additional density for a subdivision willing to concede the outlying property for agricultural use. The goal is to provide an incentive for maintaining viable agricultural operations as both an economic resource and lifestyle choice.

This could be achieved in a number of different ways. One, allow a density bonus exceeding the underlying density otherwise permitted in the agricultural zones as part of the subdivision plat approval process if certain criteria are met. Such criteria could include preserving a significant percentage of the entire parcel as agricultural land with a note on the subdivision plat. The note should state that it was subdivided and developed solely for agricultural use pursuant to the provisions of the ordinance, and that the bonus allowing the additional increase in density was allowed for the entire parcel as a whole tied directly to the preservation of the agricultural area as designated on the plat.

Other options might include an easement restricting the use of that parcel to agricultural purposes or other forms of long-term assurance that the parcel would be maintained for agricultural purposes. This program is described in "Land Use," Chapter Three.

### Commercial/Industrial

There are a variety of commercial and industrial businesses in the valley. For example, there are mining operations in canyons, gravel pits excavating the foothills, and commercial businesses at the I-80 exit at Lake Point. Existing residential growth pressures create demands for commercial

businesses. Commercial and industrial interest looking to locate in Tooele Valley might be hoping to locate in areas deemed inappropriate by this Plan.

The policy of this Plan is to focus appropriate commercial development into limited designated locations. The most suitable commercial locations in the county are in Tooele Valley. Commercial development should be first directed into the incorporated cities of Tooele and Grantsville. Location in the cities increases business opportunity and protects open lands in the valley. There are a few suitable locations in the valley for commercial development: in an existing commercial area at Lake Point; a new village-retail setting commercial-shopping are recommended for the north end of the Stansbury Park area, and south of the Desert Peak Complex along SR 112. No other appropriate commercial areas have been identified for unincorporated Tooele Valley.

The industries which must locate in a specific place to take advantage of natural resources will continue using land in specific locations. An example is the brine and mineral extracting businesses found on and near the shores of the Great Salt Lake. Suitable places for industrial development should be limited to specific locations designated with appropriate industrial zoning.

The land use issues which support the goals of the plan are summarized in the following diagrams. The first shows the areas of open space and development at present. The next shows the developed area. The third diagram adds the development approved but not yet built. The fourth diagram shows the potential for development build-out without the policy provisions of this plan. The fifth diagram

shows the open space maintained by plan policy. The commercial development is limited. Open space is maintained along SR 36 and in the valley by cluster subdivision and plan policy.

***ECONOMIC AND DEMOGRAPHIC***

Demographic Summary

The Tooele Valley contains the bulk of the population of the county. According to the 1990 census, the towns of Tooele and Grantsville have a combined population of 18,387. Using utility service information, there appears to be a total of 6,350 households in the entire valley. This translates into a total population of roughly 19,431 (using an average household size for Tooele County of 3.06). Based on the service utility information, the breakdown of population throughout the valley can be estimated as follows:

<b>Tooele Valley Population Estimates</b>			
	Estimated Number of Households	Estimated Total Population	Estimates Combined With Actual 1990 Census Population
Burmeister	32	98	98
Erda	326	998	998
Grantsville City	1,250	3,825	* 4,500
Lake Point	132	404	404
Lincoln	111	340	340
Stansbury Park	484	1,481	1,481
Tooele City	4,010	12,271	* 13,887
Other	5	15	15
Total	6,350	19,431	21,722

\* Actual 1990 Census figures.

- Average incomes in the Tooele Valley are near or above the county average. Not surprising, the lowest average income in the valley is found in Tooele City, the most urban area in the county.
- The county's highest average annual household income is in Stansbury Park (\$46,674 in 1990). Annual incomes in the Erda area are also fairly high at an average of \$39,718.

### Economic Summary

Tooele City is the employment center for the valley with 174 firms providing roughly 6,346 jobs. The bulk of the employment is in the government sector (53 percent) which indicates heavy reliance on the Tooele Army Depot. The average annual wage of Tooele City workers is fairly high at \$28,440. This is influenced by the government jobs which offer average annual wages of \$36,204. The Tooele Army Depot is being converted to nonmilitary use. The conversion plans provide for the base facilities to be taken over by a private sector manufacturing or maintenance function. This would result in retaining a number of the higher paying skilled-labor jobs in the area. The next largest segment of the Tooele City job market is the trade sector with 17 percent of the total employment. Unfortunately, this sector pays fairly low wages with an annual average wage of \$10,570.

Tooele City is the major retail center for Tooele County. From 1986 to 1990, more than sixty percent of all county retail sales occurred in Tooele City (except in 1989 when

its proportion of sales dropped to 59.59 percent and Grantsville and Vernon experienced increases in their proportion of county sales). Tooele City's share of county sales has decreased over the five-year period, from 68.96 percent in 1986 to 60.97 percent in 1990.

Because the bulk of total county sales occurs in Tooele Valley, an analysis of county-wide sales is made to understand the make-up of the retail and trade sectors. Not surprisingly, given the relatively small size of the Tooele County economy, the largest proportion of total sales occurred in the food store retail trade in each of the five years, ranging from 26 percent in 1987 when total sales were lowest, to roughly 20 percent in 1990 when total sales were highest. The amount of sales in the retail food sector held fairly steady at between \$29 and \$30 million over this time period. The other sector which captured a large percentage of total retail sales was retail motor vehicle sales.

While reflecting less than one percent of total sales between 1986 and 1989, the business services sector experienced the largest percentage increase in sales between 1986 and 1990, with 123 percent *per year* increase over the five-year period. The increase actually occurred between 1989 and 1990 when sales in this sector increased by nearly fifteen-fold. Retail sales in general merchandise also tripled seemingly overnight between 1989 and 1990, this may be related to the construction of a Wal-Mart store. Manufacturing nearly doubled in the five years from 1986 to 1990.

Based on economic-base analysis it appears that, other than the federal government, the

important basic industries in Tooele County are livestock production, mining, construction, chemicals, petroleum/coal, automotive dealers/stations and transit. With the exception of the extraction industries which are primarily located near the lake, many of these industries are based in the Tooele Valley.

### *TRANSPORTATION*

Tooele Valley is served by a system of State and county-maintained roads. The primary access ways between the incorporated areas are provided by the State system consisting of I-80 and three State routes designated SR 36, SR 112, and SR 138. SR 36 provides north-south access between I-80 and Tooele City. It is designated as an arterial road. Tooele City is connected to Grantsville via SR 112. SR 138 connects Grantsville and SR 36 near Stansbury Park. These roads provide the major transportation corridors for the area.

The State roads are supplemented by a system of county-maintained roads. The principal county roads are Erda Way, Bates Canyon Road, Settlement Canyon Road, Middle Canyon Road, Droubay Road, Burmeister Road, Mormon Trail Road and Sheep Lane. These roads function as collector roads connecting local roads to the State primary roads.

Conversion of portions of the Tooele Army Depot North Area to private use has created a need for expansion of the county road system. Extension of Sheep Lane into the Depot area would provide more direct access to and from I-80. The extension should be made by extending the road south through the Depot to a connection with SR 36 south of Tooele City. Possible extension of the road north to I-80

should also be considered. Extension into the Depot is recommended to alleviate congestion which occurs within Tooele City and to remove truck traffic from SR-36 within the city limits. Connection to I-80 would be desirable but may not be possible because wetlands located in this area make construction impacts significant and costs high. An alternative is to increase the capacity of SR 36 between I-80 and SR 138. This two lane section should be increased to four lanes in width. A similar widening could occur between SR 36 and Sheep Lane on SR 138, providing a strong link to this collector road.

The collector roads which presently exist are adequate to serve the future needs of the Tooele Valley. The capacity of these roads should be preserved by implementing a strong access policy that limits driveway connections directly onto the roads. Current policy is to limit access to 800-foot intervals along the state road. This policy should continue. Combining access on narrower parcels should be encouraged to limit access points for existing parcels. Frontage roads and internal local roads should be used to provide access to the fronting parcel of land. Intersections should be spaced no closer than 500 feet, wherever possible.

The I-80 and SR 36 interchange is not well suited for its current and projected operational needs. It was designed for free movements between south and east. With the development that has occurred around the interchange, operational problems are developing that should be corrected. Short of total replacement of the interchange, some improvements can be made to improve the operation. At a minimum, the eastbound off-ramp from I-80 should be relocated further

south and separated from the congested areas. It should be shifted south of the frontage road intersection at least 600 feet. The east side frontage road should be relocated to this location also, making a four way intersection. Relocation of the east frontage road will provide separation between the intersection and the on-ramps improving that operation and reducing the congestion that occurs at the existing frontage road. The existing frontage road leading north and over I-80 can remain in its existing location. Sketches showing the existing and future configuration are shown below.

Tooele City and County have been studying ways to alleviate congestion within the city, especially at the intersection of SR 36 and SR 112. A belt road around the west side of the City has been proposed for some time. While the road could be located entirely within Tooele City, development of it should be supported by the county.

Clustered developed should be encouraged. Road systems should be developed that provide direct access to the clusters and connect to collector roads. The use of frontage on existing collector and arterial roads for access to properties should be discouraged.

A corridor should be developed connecting Stansbury Island with the Stansbury Mountains near Grantsville. This connection should provide access to vehicles as well as bike and pedestrian traffic.

The county should actively develop a rail-to-trails system. The Southern Pacific corridor that has been recently abandoned between Burmeister and Tooele City should be converted to a trail system. Bike and walking

paths should be provided along with signage to encourage access and use. The trail system should be developed first in the eastern portion of the valley but should extend westward to Burmeister. Trails for horses should also be encouraged. These trails could develop into a very popular system serving the entire valley population.

*\*The proposed local road grid shown in the open area north of Tooele City on the following map, indicates the need for future roads in this area. The final layout and configuration should follow any development that occurs in conformance with the cluster recommendations of this plan.*

### INFRASTRUCTURE

The communities of Grantsville and Tooele provide a full complement of infrastructure for the residents located within the City limits. As the unincorporated area has grown and developed, central systems have also been provided in various locations. Both Lake Point and the Stansbury Park area provide sewer, water and other utilities in an urban-type setting within their communities. Centralized water systems are also provided in the Erda area and in Pine Canyon/Lincoln. In other locations of the valley there are a number of homes served by both private water and sewer systems.

The only centralized sewer systems serving the area are located in Grantsville, Tooele, Stansbury Park and Lake Point. When a recent master plan of sewer systems for the valley was completed, it indicated that there are potential problems within the Erda and Pine Canyon areas where septic tanks are not performing well. However, central sewer systems in these locations are not presently

economically feasible.

The need for a centralized sewer system is dictated by the presence of high groundwater where septic tanks do not function properly. This could become a public health issue as more development occurs within the areas of Erda and Pine Canyon where groundwater can impact the efficiency of the septic tank systems.

For these reasons, it is recommended that clustered infrastructure be provided to the developments that occur within the unincorporated areas. This infrastructure should include sewer and water services as well as other utilities. Keeping the overall goal of maintaining considerable open space in the unincorporated areas, it is also economical to develop centralized systems to serve clustered developments.

Drainage becomes a major concern as more development occurs and land transitions from open space to more urban uses. The county has developed drainage ways within the valley to provide for drainage. These need to be maintained as development occurs. Specific plans should be required by development interests in order to provide for drainage.

Centralized water systems not only provide potable water to residences, but also provide fire protection. Since the county is responsible for fire protection within all areas of the county, development of centralized water systems capable of delivering fire flows becomes a critical need.

To provide for the water and sewer needs of the unincorporated area, it is recommended that a utility district be formed that would have overall responsibility for planning and

providing basic utility services to landowners within the valley. Formation of such a district would ensure that suitable water and sewer facilities would be available to all landowners within the unincorporated areas.

## *ENVIRONMENT*

### Natural Resources

#### AIR

A consultation concerning air quality with Department of Air Quality personnel indicated that at the time of this report there was no record of exceeded air quality standards established for the county. Historically, there have been air quality violations, specifically with levels of sulfur dioxide (SO<sub>2</sub>) associated with the mining industry impacts on the eastern edge of the county along the Oquirrh Mountains. This area has been designated as a non-attainment area for SO<sub>2</sub> for many years. However no exceedance of the SO<sub>2</sub> standard has been measured in this area for several years so this non-attainment designation is somewhat debatable. There are no other areas where air quality standards have reportedly been consistently exceeded.

Other potential air pollution sources that affect the air quality of the county include such industrial uses as agricultural industries and equipment repair facilities, such as the new remanufacturing facility recently constructed at the Tooele Army Depot North Area (which removes paints and other finishes from a variety of vehicles and overhauls this equipment used by the military). This facility is scheduled for closure by DOD and may be converted to private industry use.

Development and industry growth also impact air quality with increased automobile exhaust

and air emissions. Land use patterns, fuel conservation, emissions testing, and alternative transportation methods should be utilized to mitigate negative impacts upon Tooele Valley and county air quality.

#### WATER

Surface waters in this district consist of two large reservoirs created for irrigation uses located in Settlement Canyon and south of Grantsville near South Willow Canyon. Both were developed in the last half of this century to provide irrigation and other water to lands located in the Tooele Valley. Several other smaller irrigation storage ponds are located throughout the county, but they are small and serve one or two land owners.

There are also a few perennial streams in the valley. Settlement Canyon, Middle Canyon, North and South Willow Creeks and Davenport Creek are located in the area and most provide water for large irrigation reservoirs or are used to provide irrigation water to nearby towns.

Groundwater is the source of most domestic and irrigation water within the district. However, the majority of groundwater is located in areas where the high concentration of minerals and other contaminants make the water unusable for domestic and irrigation purposes. Almost the entire Great Salt Lake Desert area is underlain with groundwater that is only marginally acceptable for human use. Most of the water is too saline.

A review of studies of the groundwater conditions in Tooele County completed by a number of state and federal government agencies indicate that there is a limited amount of groundwater available for current and future uses. The State Division of Water

Rights has closed the Tooele Valley to new appropriations for several years due to the high number of approved groundwater applications and the belief that the total amount of the applications may equal or exceed the amount of groundwater available within that area without resulting in "mining" the groundwater supply (withdrawal volume exceeding the recharging volume available to the groundwater system). The majority of the domestic supply is obtained from groundwater sources through wells.

Central water systems serve Tooele City and Grantsville, both supplied by wells using groundwater. In addition, central water systems serve the Pine Canyon/Lincoln, Erda, Stansbury Park, and Tooele Army Depot North Area. In the less densely populated areas of the Tooele Valley, individual wells provide water to homes.

Most of the groundwater located in the Tooele Valley is fair to good in quality (although there have been some wells drilled in the south central and southwest areas where chemical quality was considered to be poor due to the concentration of sulfates and other minerals). Groundwater located in the north portion of the valley is considered to be poor quality due to the high concentration of minerals. It is believed that this poorer quality is attributable to the proximity of the Great Salt Lake and its influence on groundwater.

Wetlands have been recognized as a valuable resource for providing habitat for water-based wildlife such as fish, water fowl, shore birds, wading birds, reptiles, and other animals and insects. They also provide a means of preserving or improving water quality by removing nutrients, processing chemical and organic wastes and reducing sediment loads in

receiving streams and water bodies. There are socioeconomic benefits provided which include flood control, storm drainage protection, erosion control, water supply and groundwater recharge, livestock grazing, and recreation in the form of hunting, fishing, and visual benefits.

The Shambip River Basin Study identified wetland areas located in the Tooele Valley and Rush Valley regions of the county. This study identified approximately 10,320 acres of wetlands within the two valley areas. The following table shows a breakdown of wetlands and riparian habitat located in the area.

There are extensive wetlands located along the south and west edges of the Great Salt Lake. Most of the wetlands are located between SR-138 and the Great Salt Lake but some are located further south in the Erda and Grantsville areas. Many of these wetlands are associated with the mud flats and shallow areas located along the Great Salt Lake shore line and are flooded by the lake during high water periods.

Riparian and Wetland Areas (Acres)			
Region	Wetland Area	Riparian Area	Total Area
Clover	0	2,127	80,359
Grantsville	4,204	4,204	12,441
North Tintic	0	19	130,408
Northern Oquirrh	6,102	5,548	121,787
Southern Oquirrh	0	1,707	105,383
Stansbury Island	13	20	58,919

Vernon	0	5,346	145,815
Source: Shambip River Basin Study Wetlands and Wildlife Appendix, 1986.			

Water conservation is a necessary part of the infrastructure needs of the County and Tooele Valley in particular. Since the County as a whole is very arid and growth pressures in the Tooele Valley are resulting in pressures to increase the water supply, conservation measures should play a role in the delivery of services. Traditional measures of installing sprinkler systems to reduce the water losses in agricultural uses certainly have a place in conserving water resources. Additional measures may also need to be applied such as limiting irrigation uses in households such as limiting hours for lawn watering. Encouraging the installation of water saving devices in homes like flow control devices in showers and toilets are other measures that can be used.

A water conservation district could also be formed to assist in the water management efforts. Such a district can have taxing authority so that funds can be raised to implement conservation programs and to develop means to import water from other locations in order to meet the needs of the valley residents. Such districts have been formed in other parts of the state and have been instrumental in development and management of water resources to serve expanding population bases. Examples are the Weber Basin Water Conservancy District serving Davis, Weber, Morgan and Summit counties, and the Washington County Water Conservancy District serving Washington County which has developed several projects to provide for the explosive growth occurring in St. George.

### Mountainsides, Vegetation and Wildlife

The foothills and rugged slopes of the Oquirrh and Stansbury mountains define the edges of this open, rolling valley. These mountainsides are valuable amenities to residents of Tooele Valley. Views from Tooele City for example, take in both the dramatic mountain slopes and open valley vistas. Not only is their aesthetic value important, but these foothills and slopes are home to a variety of flora and fauna.

Planning efforts should preserve foothills and mountain sides to preserve the character of the valley and to protect these sensitive lands.

Vegetation in the valley includes cheatgrass, sagebrush, Utah Juniper, Douglas Fir, oak, dropseed and saltgrass. This area supports wildlife including mule deer, elk, sage grouse, chukar, and several raptor nest sites.

The Critical Habitats for wildlife located in Tooele Valley are:

- Critical Habitat for mule deer located on western slopes of Oquirrh Mountains;
- Substantial Value habitat for elk located on western slopes and foothills of Oquirrh Mountains;
- Critical year-long sage grouse habitat and Critical sage grouse strutting ground in western Tooele Valley;
- Chukar habitat found in Stansbury Mountains; and
- Raptor nest sites located in Stansbury Mountains.

### Sensitive Lands of Tooele Valley

The slopes and foothills of the Oquirrh and Stansbury Mountain Ranges (the eastern and western edges of the district) are areas proposed for protection by sensitive lands overlay provisions. Part of the Stansbury Mountain range is the Wasatch National Forest, including a designated Wilderness Area. North of the forest is a Bureau of Land Management Wilderness Study Area. These Forest and BLM areas will be described in order to relate the importance of the overall area and the need for sensitive or no development there.

Elevations in Wasatch National Forest's share of the Stansbury Mountains range from the foothills' low 5,500 feet to 8,400 feet at Box Elder Pass. The slopes and foothills of the forest and outlying areas are important in and of themselves, and they contribute to valuable watersheds, floodways, ridgelines, views, vegetation and wildlife habitat.

Recreation in the forest includes six camping sites in South Willow Canyon, hiking, skiing, and primitive camping opportunities. There is motorized vehicle access and other evidence of human land uses. To preserve untouched characteristics, it is the Forest Service's management prescription for the area to maintain roadless areas as such. The greatest values of the forest are its functions as a watershed for the valley below, as wildlife and livestock rangeland, and its offering of recreational opportunities.

The Wilderness Study Area (WSA) north of the Wasatch National Forest contains 10,480 acres of public lands with elevations ranging from 5,200 feet in the north up to 8,800 feet in

the south end of the unit. The western area of the WSA is very rugged, and within the Skull Valley planning district. The eastern area of the WSA is less rugged and within the Tooele Valley planning district. The importance of this area to Tooele Valley is the provision of the rugged slopes and foothills themselves and their valuable contribution to major watersheds, floodways, ridgelines, views, vegetation and wildlife habitats.

Unlike the forest, this area has few signs of human land uses so solitude and primitive recreation opportunities are available. This area (and the forest) is proposed to be tied north to Stansbury Island in a Tooele County recreation corridor. This can be done in a broad recreation concept, by connecting trails in a system in the corridor, and by treating the corridor of features comprehensively.

The natural features and resources of the Stansbury Mountain range and the proposed recreation corridor combine to be ideally suited for protection by a sensitive lands designation.

The western slopes and foothills of the Tooele Valley planning district are part of the Oquirrh Mountain Range. Industrial land uses in this area include gravel pit, mineral excavation and railroad. Other land uses have not located on the foothills or slopes yet. These natural features would benefit from protection.

A sensitive lands overlay designation would give development parameters for slopes, wildlife, watersheds, wetlands, floodways, ridgelines, views and other important elements. This should preserve valuable environments, yet still allow some economic benefit within the zone. Mapping and identification of these elements in the overlay

zone are the responsibility of development interests. With this information, solutions involving appropriate low-density, low-impact uses can be found.

## RECREATION

### Recreation Resources

The Stansbury mountain lands are under National Forest and Bureau of Land Management administration in the Wasatch National Forest (WNF) and in the proposed Wilderness Study Area (WSA) north of the WNF border. The Forest also contains a designated wilderness area.

The Stansbury Mountains provide a variety of mountain recreation. Hiking and cross-country skiing on these slopes are popular activities as are camping, fishing, hunting, and picnicking. More can be done to promote low-impact recreational land uses in these mountains. The public lands are administrated by the Wasatch National Forest and the BLM. The forest contains a designated wilderness area. Canyons of Tooele Valley planning district provide other recreation opportunities.

### Recreation Designation

#### Deseret Peak Complex

Located northwest of the intersection of SR 112 and Sheep Lane, the Deseret Peak Complex is centrally located to provide recreational activity to the residents of Tooele County. The facility will provide the following activities:

Archery course. Designed by Oquirrh Mountain Bowman's Association

One mile long field course with paved pathways. It will have 28 targets. It will be wheel chair accessible. The course provides a 3-acre distance shooting range that is open to public for practice year Round.

A mining museum. Sponsored by Barrick Gold Mines, Inc. and Kennecott Utah Copper, it has exhibits that feature old mines, current mines and reclamation practices. The museum will be self-guided tours available by appointment and have educational mining videos.

A military museum to honor the military's historical presence in Tooele County.

4 softball fields that are lighted and available for night play.

A 25,875 sq. foot indoor arena. Completely enclosed modern facility with outstanding acoustics, integrated sound system and convertible floor.

A 45,000 sq. foot outdoor arena. The arena is lighted and provides seating for 4,000 people with adjacent concession stands and restroom facilities.

A 14,000 sq. foot pavilion with on-site restrooms and concession area.

Motocross and BMX racing tracks

Swimming park featuring an eight lane Olympic size lap pool splash area for children and waterslide.

Demolition derby arena

Soccer fields

RV parking

3/4 mile horse race track

Horse stables

Convention center

Fine arts center

Amphitheater

Firefighter museum and memorial

NASCAR racing

Public lands information center

South of SR112 is suited for development of ancillary commercial shopping uses that will support but not detract from the Desert Peak Complex. The need for hotel/motel, fast food and other recreational development will be centrally focused for tourism in Tooele County.

A proposed recreation corridor takes in the Stansbury Mountains as it extends from the north shores of Stansbury Island and follows the mountain ranges shared by Skull, Tooele, and Rush Valleys south to the county border. The concept of a corridor of geographic features and recreation resources promotes a variety of natural resources for recreation. Recreation area or corridor designation should be adopted to further recreation and tourism in the county while preserving these resources with only low impact uses.

The Oquirrh Mountains also provide similar mountain recreation opportunities, but have not yet been placed in any recreation area designation. These mountainsides should, however, fall under a Sensitive Lands designation which will promote only low or no impact uses for the area.

### District Trail Concept

The trail concept diagram above shows the direction of recreation travel. This is travel to reach and enjoy the variety of outdoor recreation resources. The recreation amenities are given as notes on the trail concept diagram.

In Tooele Valley, valley trails are based upon the presence of historic rail systems crisscrossing the wide, open valley. Potential recreation uses are bicycling and walking upon the trails and sightseeing to enjoy the valley. Other elements of the trail concept are the historic travel patterns set by the exploration of the valley by Mormon settlers soon after reaching the Salt Lake Valley, cattle drives in the valley, and the earliest crossings of the valley (including the trail of the Donner- Reed Party). These patterns lend themselves to hiking, horse-riding, and sightseeing interpretations.

Between the Wasatch National Forest in the Stansbury Mountains, the range itself, and the Oquirrh Mountains several mountain recreation uses are available including hiking, bicycling, camping, and cross-country skiing. Similar valley and mountain recreation uses are continued into the Rush Valley planning district, without far to travel; therefore, an arrow indicates this travel on the concept map.

### *CULTURAL AND SCENIC RESOURCES*

### Settlement History

Tooele was one of the first six counties in the State of Utah, and the spelling for the county name was "Tuilla." The area was a rendezvous for Goshute Indians and was later used by travelers to California. In 1849, the first settlers to the valley were three families from Salt Lake City.

Tooele City grew upon the success of the ensuing lumber and woodworking industries. In 1853, the townsite was officially located and surveyed. In the valley there has been a historical and continued presence of military, mining, railroading and agricultural activities. Initially, much of the agricultural work in the valley concentrated on stock raising.

Mining and railroading have past their heyday, but federal and military activity has long been strong (but is presently fluctuating). Many monuments and buildings in Tooele City and the valley, including the Tooele County Museum are representatives and memorials of those bygone days.

Other settlements in the valley have thrived since their settlement by Mormons and immigrants to the United States. Willow Creek was the first name of Grantsville. The name change was in honor of George D. Grant who aided the settlers in defeating Indians who had been attacking the area.

Pine Canyon is also known as Lakeview or Lincoln (however, Lincoln was given as the first official mailing address). This area was settled when it was believed that Tooele was becoming overpopulated for the amount of land and water there.

Much of the land of the Erda area was given in a land assignment by Brigham Young to a settler named Bates. Erda was also known as Rose Springs Fort, Bates Ranch or Batesville, but the name given to the railroad stop there has stuck.

After 1850, Lake Point was known as E.T. City for many years, named after resident cattleman Ezra Taft Benson. Lake Point had plenty of lumber available, but the alkali soils made farming difficult. Later years saw the beginning of lake industries, and the railroad name "point" for the area evolved into "Lake Point."

#### Historic Sites and Scenic Areas

- A monument to the Grantsville Fort donated by the Daughters of the Utah Pioneers (D.U.P.), the Donner-Reed Memorial Museum, and other historic sites are found in Grantsville. Other D.U.P. sites located in Tooele City.
- E.T. Benson Grist Mill at junction of SR-138 and SR-36. This site is on the National Register of Historic Places and was refurbished in the 1980s.
- Location of cross-country trails (westward expansion) and railroading history.

Please refer to Historic Sites map at the end of Chapter Two.