

## **PUBLIC NOTICE**

The Grantsville City Planning Commission will hold a Regular Meeting at 7:00 p.m. on Tuesday, February 3, 2026 at 429 East Main Street, Grantsville, UT 84029. The agenda is as follows:

## **ROLL CALL**

## **PUBLIC HEARING**

- a) Consideration of a proposed new use allowing Micro-Entrepreneurship within the RM-7 zoning designation.
- b) Consideration of a proposed General Plan Amendment for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 to change the land use designation from Rural Residential 2 to Mixed-Use Density for the Crossing at Willow Creek Subdivision, approximately 154 acres.
- c) Consideration of a proposed rezone for parcels 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the General Manufacturing (MG) district, resulting in approximately 51.6 acres being zoned MG.
- d) Consideration of a proposed rezone for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the Mixed Use District (M-U) for the Crossing at Willow Creek Subdivision, resulting in approximately 102.4 acres begin zoned M-U.

## **AGENDA**

1. Consideration of a proposed new use allowing Micro-Entrepreneurship within the RM-7 zoning designation.
2. Consideration of a proposed General Plan Amendment for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 to change the land use designation from Rural Residential 2 to Mixed-Use Density for the Crossing at Willow Creek Subdivision, approximately 154 acres.
3. Consideration of a proposed rezone for parcels 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the General Manufacturing (MG) district, resulting in approximately 51.6 acres being zoned MG.
4. Consideration of a proposed rezone for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the Mixed Use District (M-U) for the Crossing at Willow Creek Subdivision, resulting in approximately 102.4 acres begin zoned M-U.
5. Discussion of the Grantsville City Annexation Policy Plan.
6. Approval of minutes from the January 6, 2026 Planning Commission Regular Meeting.
7. Report from City Staff.
8. Open Forum for Planning Commissioners.
9. Report from City Council.
10. Adjourn.

**Shelby Moore**

**Zoning Administrator**

**Grantsville City Community & Economic Development**

**Join Zoom Meeting**

<https://us02web.zoom.us/j/4358843411>

Passcode: 3411

By Phone Call: 1-253-215-8782

Meeting ID: 4358843411#



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to join Zoom  
meeting.**

# **AGENDA ITEM #1**

Consideration of a proposed new use for Micro-Entrepreneurship within the RM-7 zoning designation.



## STAFF REPORT

**To:** Grantsville City Planning Commission

**From:** Shelby Moore, Planning and Zoning Administrator

**Meeting Date:** February 3, 2026

**Public Hearing Date:** February 3, 2026

**Re:** Consideration of a proposed new use for Micro-Entrepreneurship within the RM-7 zoning designation.

## Recommendation

Staff recommends that the Planning Commission **review, discuss, and provide direction** on whether the proposed Micro-Entrepreneurship use should be added to the RM-7 zoning district as a **Conditional Use**, subject to clear operational and compatibility standards.

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## Background

Grantsville City continues to experience increased interest in small-scale, locally owned businesses that operate at a neighborhood-compatible intensity. Many residents are seeking flexible opportunities for self-employment, cottage industries, and professional services that do not align neatly with traditional residential or commercial zoning categories.

The proposed Micro-Entrepreneurship use is intended to bridge that gap by allowing limited, low-impact business activity within residential districts—specifically RM-7—while preserving neighborhood character and minimizing land use conflicts.

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## Purpose & Intent

The purpose of the Micro-Entrepreneurship use is to:

- Support local economic vitality and innovation
- Encourage small, independent businesses and self-employment
- Provide flexibility within residential zoning without creating commercial corridors
- Maintain Grantsville City's rural and residential character

This use is intentionally narrow in scope and scale to ensure compatibility with surrounding residential development

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## Proposed Use Description

Micro-Entrepreneurship is defined as a **single, low-intensity micro-business** operating within one building or site, with the following characteristics:

- No more than **two (2) employees**
- Customer traffic limited to approximately **2-4 customers per hour**
- Activities conducted **primarily indoors**
- Minimal environmental, traffic, and visual impacts

This use is not intended to accommodate industrial operations, large-scale retail, or high-traffic commercial uses

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## Permitted Activities (Subject to Approval)

Examples of activities that may be allowed include:

- Artisan or craft production (woodworking, art, textiles, small-batch goods)
- Cottage-scale or micro-enterprise food production consistent with State and County health regulations
- Professional and creative offices (design, consulting, technology services)
- Personal services by appointment (tutoring, small repairs)
- On-site and online sales incidental to production or services

All activities would remain subject to Planning Commission review and conditions

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## Operational Limitations

To ensure neighborhood compatibility, the proposed standards include:

- One (1) operator or tenant unless otherwise approved
- Retail sales secondary to production or service

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*The information provided is purely for the legislative body to interpret in their own right and context. It is crucial to maintain the integrity and context of the information shared, as it is meant to assist in the decision-making process without implying any endorsement or directive, but it is essential that it is understood within the appropriate scope.*



- No wholesale distribution
- No outdoor production unless specifically approved
- Events or classes limited in size and frequency

These limitations are designed to keep impacts comparable to a home occupation while allowing greater flexibility where appropriate

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## Compatibility Standards

Key compatibility measures include:

- Noise, odor, vibration, and emissions limited to residential-level impacts
- Noise not to exceed **85 decibels measured 20 feet from the property line**
- Hours of operation limited to **7:00 a.m. – 7:00 p.m.**
- No outdoor storage unless screened and approved
- Downward-directed lighting with no light trespass
- Signage compliant with Chapter 20
- Traffic generation comparable to a home occupation

These standards are critical to maintaining the integrity of RM-7 neighborhoods

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## Site & Development Standards

- Parking, setbacks, landscaping, and buffering must comply with RM-7 requirements
- Existing structures may be reused where code-compliant
- Minimum lot frontage of **150 feet**

A site plan meeting Chapter 11 Site Plan Review requirements would be required with any application

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## Approval Type

The proposed Micro-Entrepreneurship use would require **Conditional Use Permit approval** by the Planning Commission, allowing for case-by-case evaluation and tailored conditions.

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## Policy Considerations for the Planning Commission

The Commission may wish to discuss:

- Whether RM-7 is an appropriate district for this use
- Whether additional limitations or safeguards are needed
- How this use aligns with the City's long-term economic and land use goals
- Whether this model could be expanded to other residential districts in the future

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## Conclusion

Micro-Entrepreneurship represents a forward-thinking approach to land use that supports economic resilience while respecting neighborhood character. With clear standards and Planning Commission oversight, this use has the potential to strengthen Grantsville's local economy without undermining residential quality of life.

Staff looks forward to Commission direction on next steps.

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## Micro Entrepreneurship

### A. Purpose & Intent

The purpose of the Micro Entrepreneurship use is to support small, locally owned businesses that operate at a low-intensity and neighborhood-compatible scale. This use is intended to encourage economic vitality, self-employment, and innovation while preserving Grantsville City's rural character and minimizing land-use impacts such as traffic, noise, and visual clutter.

### B. Use Description (What It Is)

Micro Entrepreneurship is a small-scale use consisting of **one** independent micro-business operating within a single building or site. Activities are primarily conducted indoors and are characterized by:

1. No more than **two (2) employees**, which means the owner of the property and 1 employee, and
2. Customer traffic limited to approximately **two to four (2-4) customers per hour**, except for holidays and City events, and
3. Low environmental impact.

Indoor activities are defined as business operations conducted entirely within an enclosed structure, including production, preparation, assembly, storage, office work, instruction, and customer interactions, with some regular outdoor business activity.

The use may include small scale, small services, or limited sales that are incidental and proportional to the small scale of the operation.

This use is not intended for industrial operations, large-scale retail, or high-traffic commercial centers.

### C. Permitted Components (What's Allowed)

The following activities may be permitted individually or in combination, subject to the Planning Commission approval and conditions:

1. Artisan or craft production. (e.g., woodworking, art, textiles, small-batch goods)
2. Cottage-scale and Micro Enterprise Kitchen food production consistent with Utah State Law 4-5a, 26B-7-416, and Tooele County Health Department.
3. Professional or creative offices. (e.g., design, consulting, technology services)
4. Personal services by appointment. (e.g., tutoring, repair services)
5. On-site and online sales of goods and produce.

6. Accessory storage directly related to on-site activities.
  - a. Accessory Structure Standards:
  - b. The permitted accessory structure shall be limited to one (1) freestanding, movable structure not exceeding ten feet by ten feet (10' x 10') in size. The structure may be used only for accessory storage and incidental on-site sales directly related to the approved Micro Entrepreneurship use. The structure shall not be permanently affixed to the ground, shall not contain plumbing or permanent utilities unless otherwise approved, and shall comply with applicable setback, visibility, and compatibility standards.

## **D. Operational Limitations (How It Operates)**

1. Businesses shall be small-scale and non-industrial in nature.
2. The maximum number of tenants or operators shall be limited to one (1), unless otherwise approved.
3. Retail sales shall be secondary to on-site production or services.
4. Wholesale distribution is prohibited.
5. No outdoor production activities unless expressly approved by the Planning Commission, subject to compatibility standards.
6. Events, classes, or demonstrations shall be limited in size and frequency and may require additional approval.

## **E. Compatibility Standards**

1. Noise, odor, vibration, and emissions shall not exceed levels typical of residential or low-intensity areas of no more than 85 decibels as measured 20 feet from the property line.
2. Outdoor storage is prohibited unless screened and approved by the Planning Commission.
3. Hours of operation shall be limited to **7:00 a.m. to 7:00 p.m.** to ensure neighborhood compatibility.
4. Lighting shall be downward-directed. Minimized, and no light trespassing.
5. Signage shall comply with applicable sign regulations chapter 20.
6. Traffic generation shall be comparable to a home occupation.

## **F. Site & Development Standards**

1. Parking, setbacks, landscaping, and buffering shall comply with the requirements of the underlying zoning district.
2. Existing structures may be reused or adapted were compliant with applicable code requirements.

3. Lots used for Micro Entrepreneurship shall have a minimum of **150 feet** of frontage.

## **G. Approval Type**

**Conditional Use**, as determined by the Planning Commission.

## **Definition (If Added to Code)**

**Micro Entrepreneurship:** A low-intensity use consisting of one small, independent business operating at a limited scale, with minimal off-site impacts, and designed to be compatible with surrounding residential or rural uses.

## **H. Enforcement & Flexibility**

1. Conditions of approval may be imposed to address site-specific impacts.
2. Expansion, additional tenants, or changes in activity type require review and new approval.
3. Activities not expressly approved are prohibited.

## **I. Required Attachments**

1. Site plan meeting Chapter 11 Site Plan Review requirements

# **AGENDA ITEM #2**

Consideration of a proposed General Plan Amendment for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 to change the land use designation from Rural Residential 2 to Mixed-Use Density for the Crossing at Willow Creek Subdivision, approximately 154 acres.



## STAFF REPORT

**To:** Grantsville City Planning Commission

**From:** Shelby Moore, Planning and Zoning Administrator

**Meeting Date:** February 3<sup>rd</sup>, 20206

**Public Hearing Date:** February 3<sup>rd</sup>, 20206

**Re:** Consideration of a proposed General Plan Amendment for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 to change the land use designation from **Rural Residential 2** to **Mixed-Use Density** for the Crossing at Willow Creek Subdivision, encompassing approximately **154 acres**.

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### Existing Land Use and Zoning

- **General Plan Land Use Designation:** Rural Residential 2
- **Current Zoning:** A-10 (Agricultural)
- **Surrounding Uses:** A mix of agricultural lands, developing residential areas, and emerging commercial/industrial uses.

### Analysis

The requested General Plan Amendment is intended to facilitate a coordinated mixed-use development that aligns with long-term growth patterns, infrastructure planning, and economic development objectives. The Mixed-Use Density designation allows for a flexible blend of residential, commercial, and employment uses, promoting efficient land use and reducing the need for long-distance travel.

The subject properties are of sufficient size and location to support a mixed-use development, particularly given their proximity to transportation corridors and planned utility expansions. This amendment supports the City's goals of diversifying housing options, encouraging job creation, and transitioning away from low-density agricultural uses in appropriate growth areas.

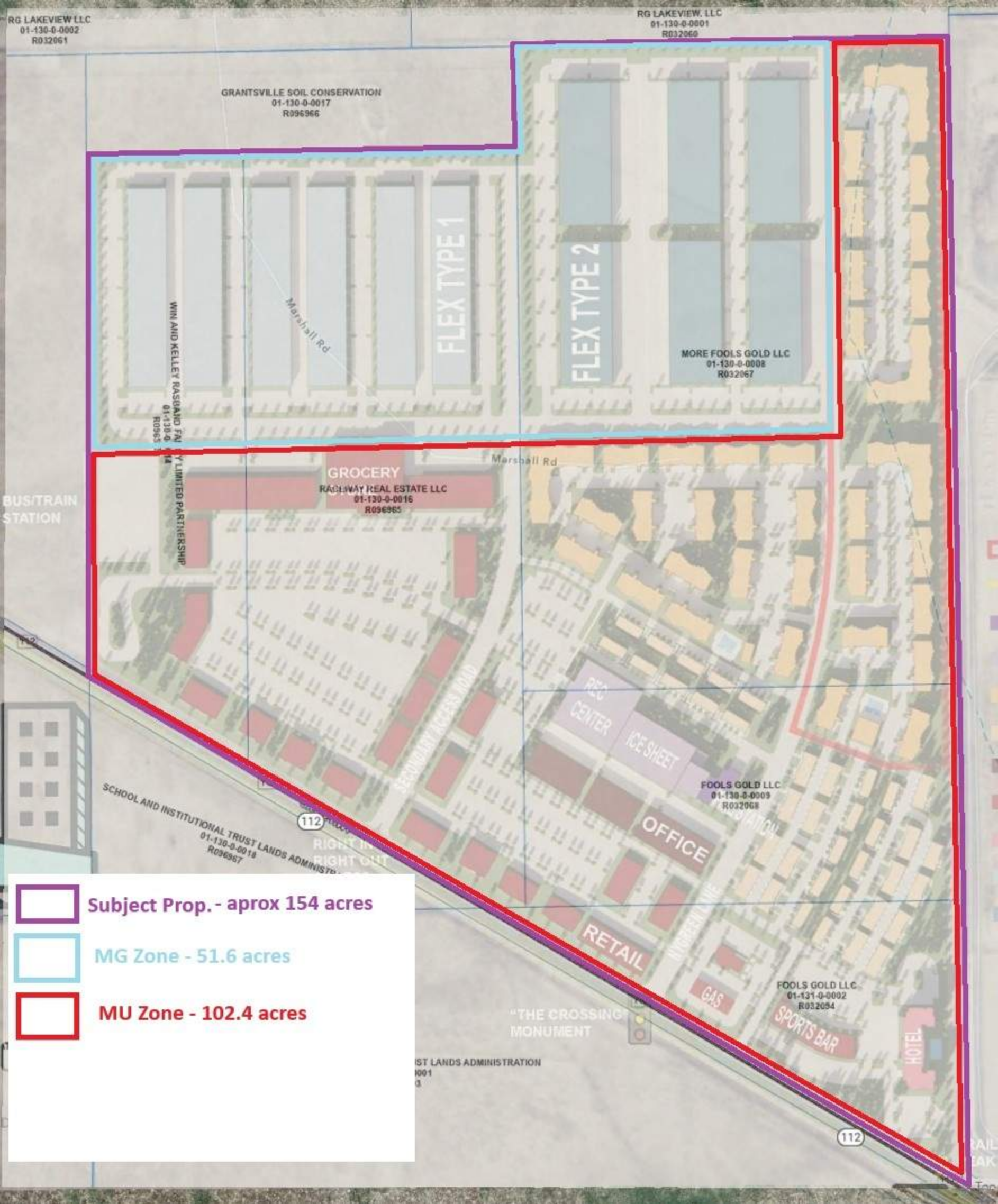
### Findings

1. The subject properties are suitable for mixed-use development due to size, location, and surrounding land uses.
2. The amendment supports orderly growth and long-term infrastructure planning.

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RG LAKEVIEW, LLC  
01-130-0-0002  
R032061

RG LAKEVIEW, LLC  
01-130-0-0001  
R032060

GRANTSVILLE SOIL CONSERVATION  
01-130-0-0017  
R096966

WIN AND KELLEY RASBAND FN  
01-130-0-0002  
R032061

FLEX TYPE 1

FLEX TYPE 2

MORE FOOLS GOLD LLC  
01-130-0-0008  
R032067

BUS/TRAIN  
STATION

GROCERY  
RACHWAY REAL ESTATE LLC  
01-130-0-0016  
R096965

Marshall Rd

Secondary Access Road

REC  
CENTER

ICE SHEET

FOOLS GOLD LLC  
01-130-0-0009  
R032068

OFFICE

RETAIL

GAS

FOOLS GOLD LLC  
01-131-0-0002  
R032054

SPORTS BAR

HOTEL

"THE CROSSING"  
MONUMENT

ST LANDS ADMINISTRATION  
R001  
03

112

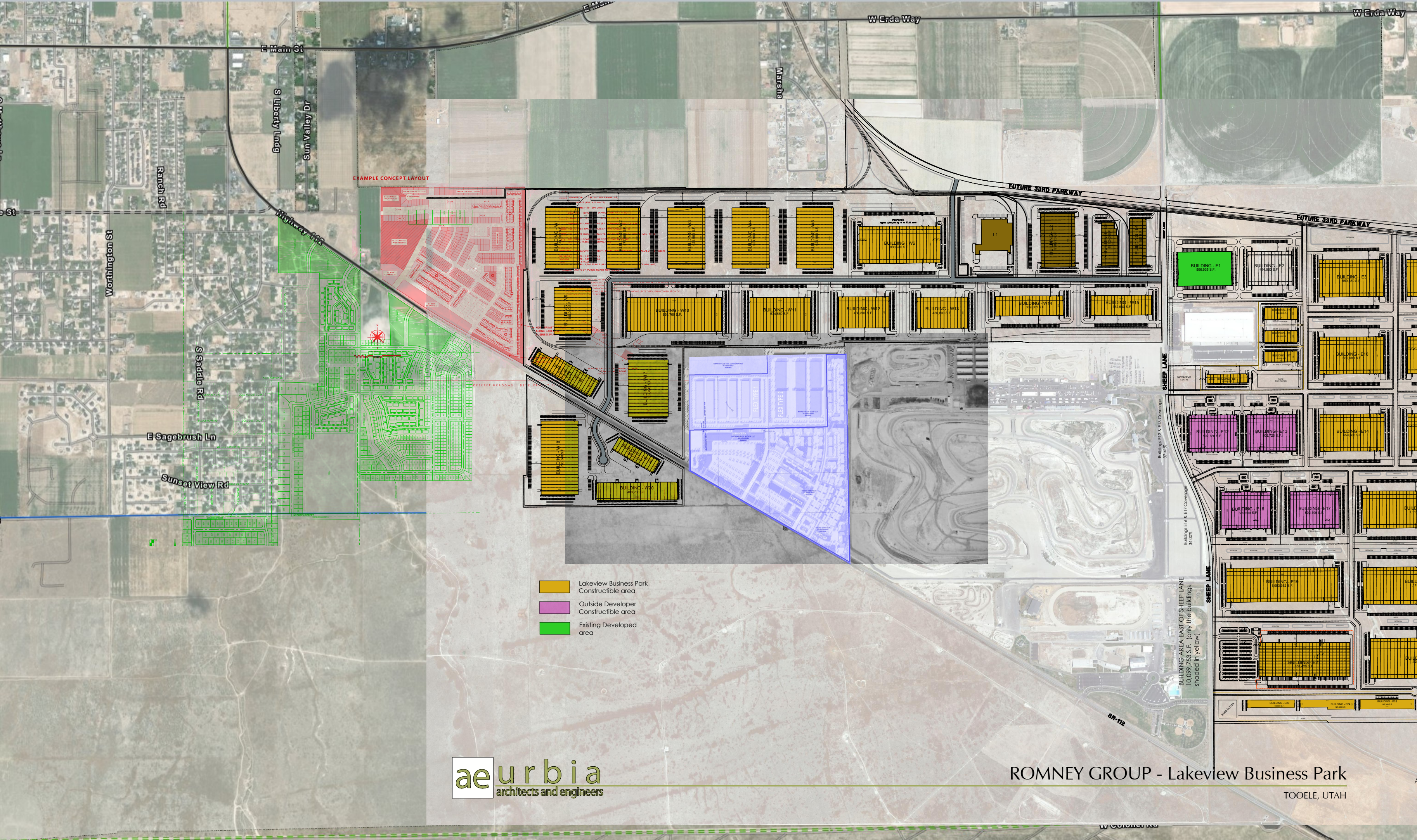
Subject Prop. - aprox 154 acres

MG Zone - 51.6 acres

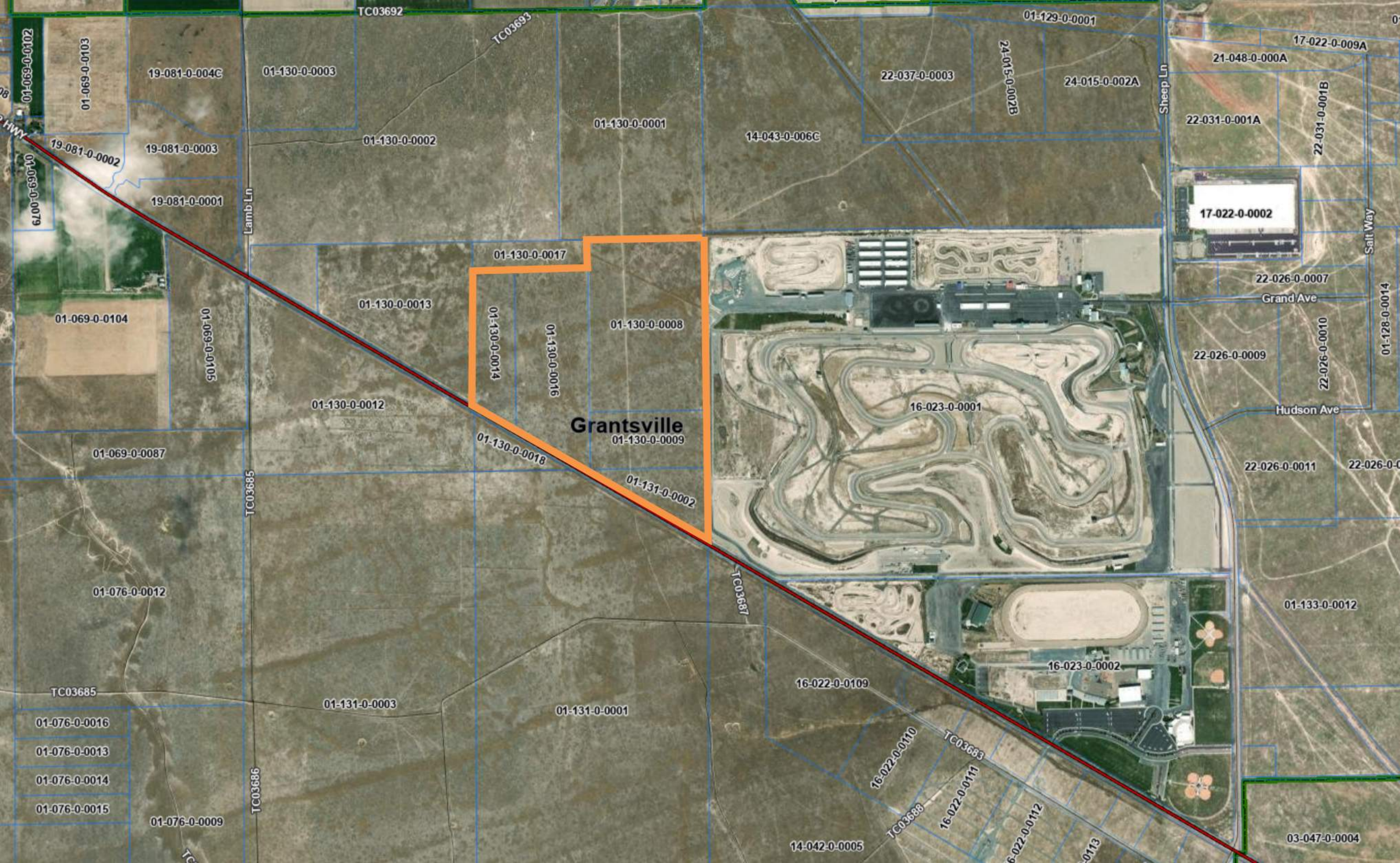
MU Zone - 102.4 acres

TAIL  
EAK  
Top











GRANTSVILLE CITY  
BOUNDARY

LOT 7 LOT 8

LOT A

LOT 3

MILLER  
MOTORSPORTS  
PARK, PUD NO

LOT 2

441 South Sheep Lane

LOT 1

512 South Sheep Lane

### LEGEND Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Outlined on this map is the proposed Future land use map for the City of Grantsville:

**Commercial**  
(A variety of commercial, retail, office and light industrial associated with a retail presence fronting street with special approval)

**Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are compatible. Heights are limited to two stories or a maximum of 33' above grade at street. Three stories above grade at street and/or 15 units per acre may be approved with special considerations of landscaping, buffering and architectural design that fit the scale of the surrounding properties in the zone.)

# Deseret Peak Planning Area

SPORTS  
PUS

LOT 1

AK PUD PHASE 5

DESERET  
PEAK  
COMPLEX

LOT 109

LOT 2

LOT 108

LOT 107

LOT 106

LOT 105

LOT 104

LOT 103

LOT 102

LOT 101

DESERET PEAK COMM. PUD  
(UNDEVELOPED IN 2009)

COLONEL ROAD

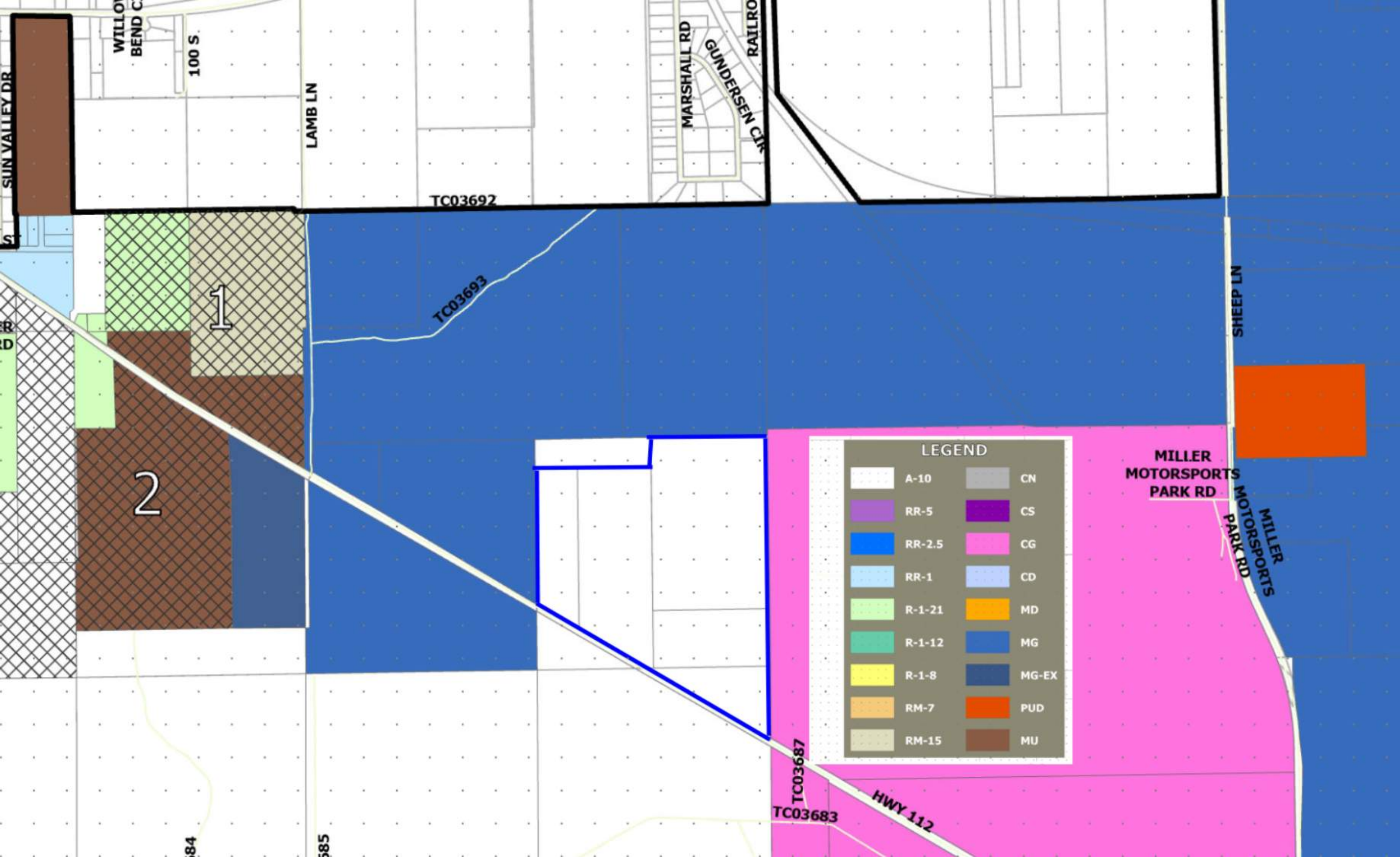
LOT 112

LOT 113

LOT 114

SHEEP LANE





## **Executive Summary**

### **Land Use**

- Maintain Community Character – Preserve the small town feel and atmosphere through appropriate land use and preservation methods.
- Manage Growth – Manage growth within the community to ensure adequate densities are met and infrastructure costs are attainable.
- Support a Mixture of Land Uses – Create a more diverse and inclusive mixture of land uses within the community, specifically the downtown corridor.

### **Community Design**

- Create a Congruent Community – Create a community that has adequately dense property development to ensure the small town character is retained.
- Provide for Pedestrians – Provide a safer and more convenient atmosphere for pedestrians throughout the community.
- Improve the Streetscapes – Improve the streetscape realm within the community by providing a consistent and adequately designed pedestrian space.
- Personify the Uniqueness of Grantsville – Ensure that building styles, densities and characteristics match the already unique styles of Grantsville.
- Preserve the City's History – Grantsville has a unique and specific history. Work to preserve and personify this character-building history.

### **Economic Development**

- Define the Core – Define the core commercial district and provide adequate amenities or services to attract development for infill of this space.
- Create Priority Areas – Prioritizing areas for development will help encourage appropriate DIRT (Duration, Intensity, Rate & Timing) of development to match the community needs.
- Provide Business Incentives – Where necessary, provide incentives to new business start-ups or existing business expansions to encourage community growth and job creation.

### **Transportation**

- Provide for Future Needs – As Grantsville continues to grow, additional primary and collector roads will need to be created. Work with the public and regional authorities to identify and prepare the community for these roadways.
- Coordinate with Local Agencies – Coordinate with UDOT and Tooele County on roadway projects.
- Develop a Plan – Create a comprehensive transportation system map to provide a clear and concise message to the public about future roadway work.
- Maintain and Improve the Streetscape – Create a functional and visually appealing streetscape.

### **Housing**

- Diversify Housing Stock – Encourage adequate density of housing stock within the community per UCA 10-9a-403(2)(b)(iii)(P-U).
- Improve Quality – Improve the quality of housing within the community to attract new tenants.
- Encourage Affordable Housing – Work with and incentivize local developers to create vital affordable housing within Grantsville.

### **Recreation & Open Space**

- Maintain and Improve Parks – Improve park amenities and maintain them to a high level of service.
- Improve Recreational Opportunities – Work with local residents and regional partners to create improved recreational opportunities that will improve the quality of life for local residents and attract new visitors.
- Increase Cooperation – Increase cooperation among local property owners, developers and the municipality. Maintaining an outstanding park will require a clear and concise agreement of who is responsible to create, maintain and improve each recreational amenity.

## **Infrastructure**

- Provide Quality Services – Provide efficient, cost effective and reliable services or amenities to residents.
- Conduct a Detailed Analysis of Available Water – Residents are concerned about the availability of water. Conduct a detailed analysis of the water supply to ensure adequate water service is available for future needs.

## **Introduction**

[State Law And Grantsville City's Plan](#)

[Purpose Of This Plan](#)

[Development Of This Plan](#)

[Amending The General Plan](#)

[Implementation](#)

[Next Steps For This Plan](#)

## **State Law And Grantsville City's Plan**

This general plan update will serve as a framework for Grantsville decision makers as the community continues to experience change, altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals and general welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represent the consensus and vision for the community as well as the goals for the near and distant future.

## **Purpose Of This Plan**

The purpose of the general plan is to provide a set of defined community visions and goals for Grantsville to focus on for the decade that follows final acceptance of the plan. The Grantsville General Plan is not intended to be a static document. Rather, it is intended to be used regularly by local officials and residents to identify and direct where various activities will be located; which strategies the city will encourage and which requirements necessitate their establishment; to identify priorities for city actions and resource allocation decisions; and to identify the provisions of required services and their adopted standards.

## **Development Of This Plan**

Public participation in formulating this plan shaped its content and direction. All information outlined was prepared based upon and incorporating much of the public's valuable feedback.

The Grantsville Planning Commission and City Council placed a high priority on public involvement in the development of this plan, requiring a thorough and detailed public awareness and input campaign to be completed. Public participation strategies utilized in the formulation of this plan included public surveys and open house events, stakeholder meetings, an initiative website, and public hearings.

A summary of the results from each format of community input can be found in the appendix section of this document.

## **Amending The General Plan**



This document should be reviewed at least annually, and updated as the need arises, in order to provide responsible and well-formulated public policy for community decisions.

When necessary, the process for amending the plan, as outlined in Utah state law and local ordinances, requires adequately noticed public hearings, and formal action by Grantsville's Planning Commission and City Council.

## **Implementation**

Implementation of the General Plan by the Mayor, City Council, and Planning Commission fulfills the Plan's purpose and ensures that the community's voice and vision are heard. Each element of the comprehensive plan provides background and context materials as well as goals, policies, and potential action steps for the community to undertake to achieve the plan's vision.

Implementation of the strategic plans or goals should be reviewed annually and amended as needed to ensure the goals are being met.

## **Next Steps For This Plan**

While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of "Who, What, When, Where and How" of each goal. To ensure that the community's vision is realized, the City of Grantsville will undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan will include:

- Proposed steps for implementation
- Timing for each recommendation
- Funding availability
- Long-term financial needs and recommendations

## **Community Vision Statement + Core Values**

### **Community Vision**

### **Community Core Values**

### **Community Characteristics**

### **Regional Context + Anticipated Changes**

### **Socioeconomic Indicators**

### **Land Capacity Analysis**

## **Community Vision**

A community vision statement is a brief synopsis that “boils down” a myriad of strategies and recommendations into a single sentence. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan. All recommendations and elements of this plan are based on this vision. The final Community Vision statement for the Grantsville General Plan is:

“GRANTSVILLE IS A COMMUNITY THAT PRESERVES VALUES AND PROVIDES AN IMPROVED QUALITY OF LIFE FOR RESIDENTS.”

The vision statement takes information like the history of the City, socioeconomics, resident opinion, and the development capacity of the land into consideration. This statement can be amended as the visions and goals of residents within the community adapt.

## **Community Core Values**

Core values of a community are specific statements that illustrate the residents’ desires and needs for their community. These values support and prescribe the future of the community, while remaining adaptable to the ever-changing nature of a municipality. Grantsville values include:

- Retain the feel and atmosphere of a small community
- Offer an increased quality of life for residents, regardless of age or socioeconomic status
- Attract and retain necessary amenities or services to encourage residents to shop locally
- Support development of the local tax base
- Provide affordable housing options that meet local needs and local socioeconomic characteristics for residents
- Support business development for local employment opportunities.

## **Community Characteristics**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville due to the small town character and family-friendly way of life.

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All of these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community to raise families in a simpler and safer environment.

## **Regional Context + Anticipated Changes**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

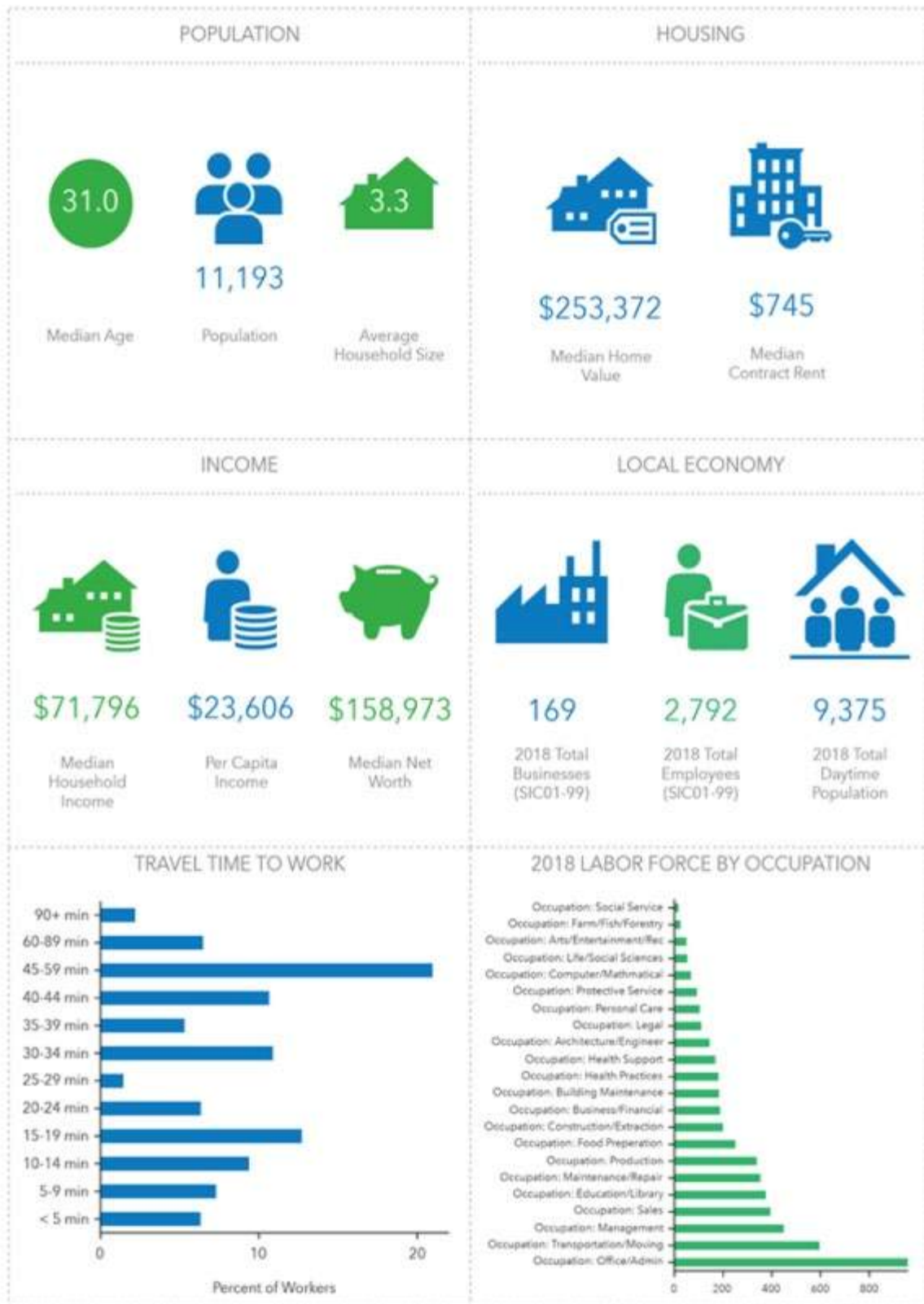
Grantsville is conveniently located within close proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year outpacing population and inflation growth. Continuing to broaden the local

economy keeps jobs closer to home and increases community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, a majority of residents still admit to leaving the municipality or ordering online to meet necessary goods or services needs.

**Socioeconomic Indicators**

Outlined in the below infographic are key community statistics for the City of Grantsville. The land use policies are intended to correlate with population and employment projections. The infographic is a summary of the charts starting on page 52 of the Appendix. NOTE: All of the information and graphics below are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.

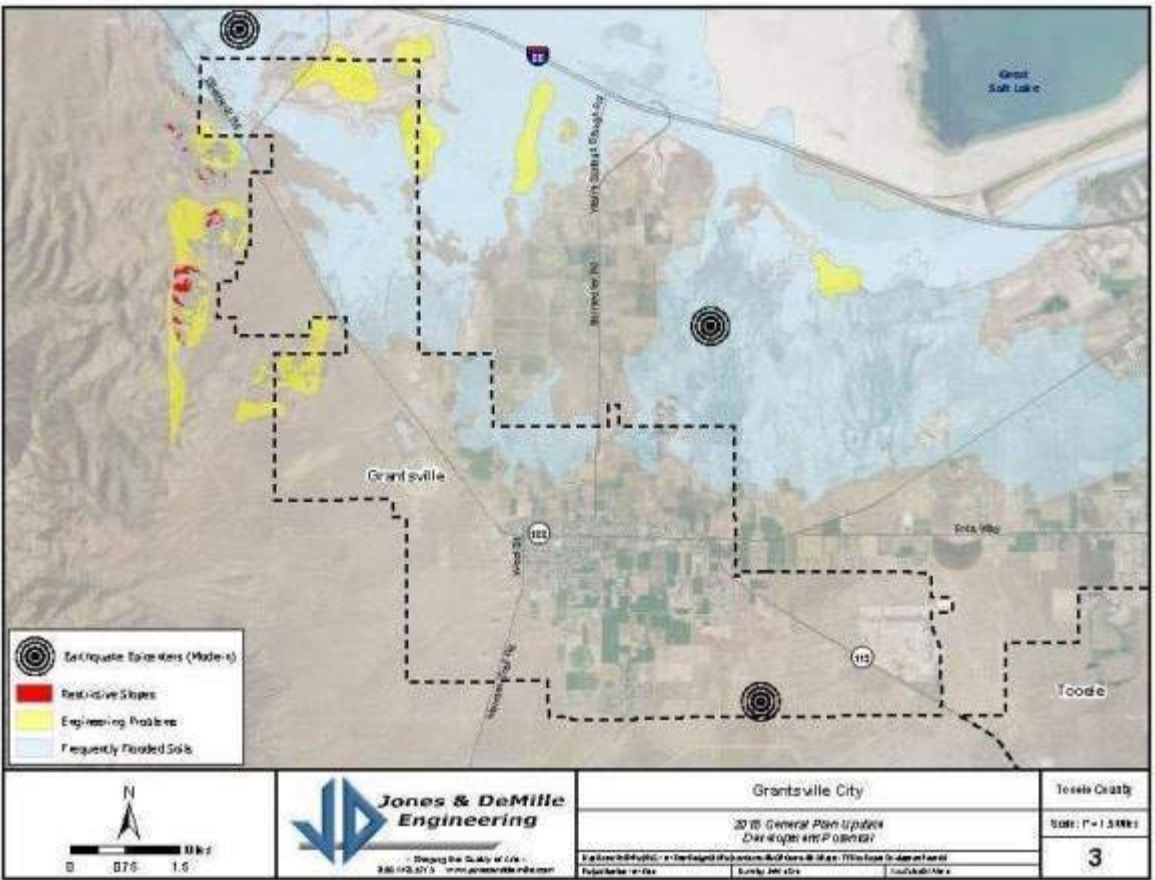


## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the City. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, as well as potentially problematic slopes, soils, or drainage.

The City’s development potential is somewhat constrained because of the high water table on the North side of town. It should be noted that this area will require additional geotechnical analysis to determine the highest and best use for the land. All proposed uses should be properly vetted and ensure that they meet the future land use and density regulations.

The map below indicates problematic areas that will require special consideration when reviewing development requests.



## [Land Use](#)

### [Conditions Prior To Implementation](#)

### [Land Use Designations](#)

### [Future Land Use Map](#)

### [Annexation](#)

### [Goals + Policies + Land Use](#)

### [Strategies - Land Use](#)

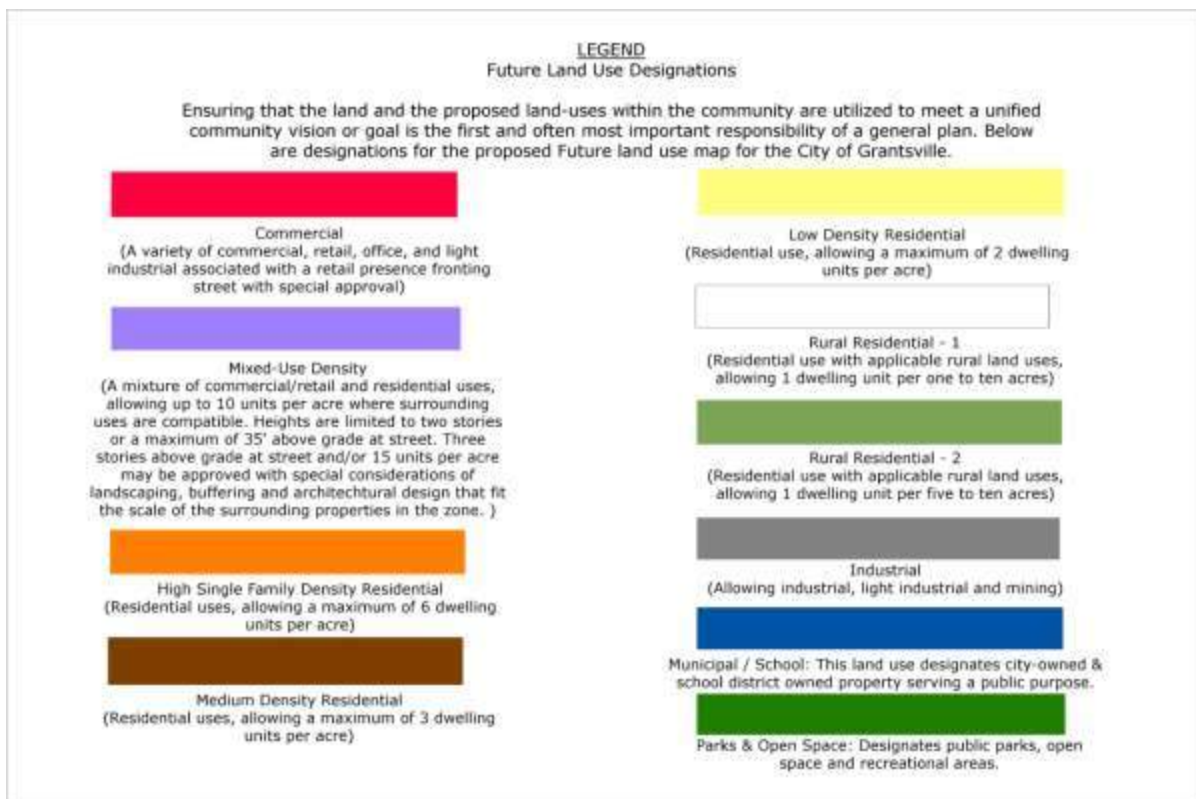
## **Conditions Prior To Implementation**

The land-use development patterns in many areas within the City of Grantsville are non-contiguous, and scattered. This has created an undue hardship for the residents and municipality to maintain.

- Growth and development of land has not been retained or centralized to a location.
- Infrastructure is not adequately located or spaced to support development.
- Current growth is not meeting smart growth principles which are necessary to ensure adequate resources are available within the High Desert region; specifically, to condense development opportunities and infill development along currently existing infrastructure systems.
- Residential development is currently being experienced along the periphery of the community, leaving voids within central community locations.

## **Land Use Designations**

“Future Land Use” is characterized as the way that the community would like to see the area develop and grow generally. As zoning changes are proposed and annexations are requested, this map should be utilized as a guide to Planning Commission and City Council members on where these requests are appropriate and where they are not. The foundational basis of the City’s Zoning Districts can be found in the following designations:



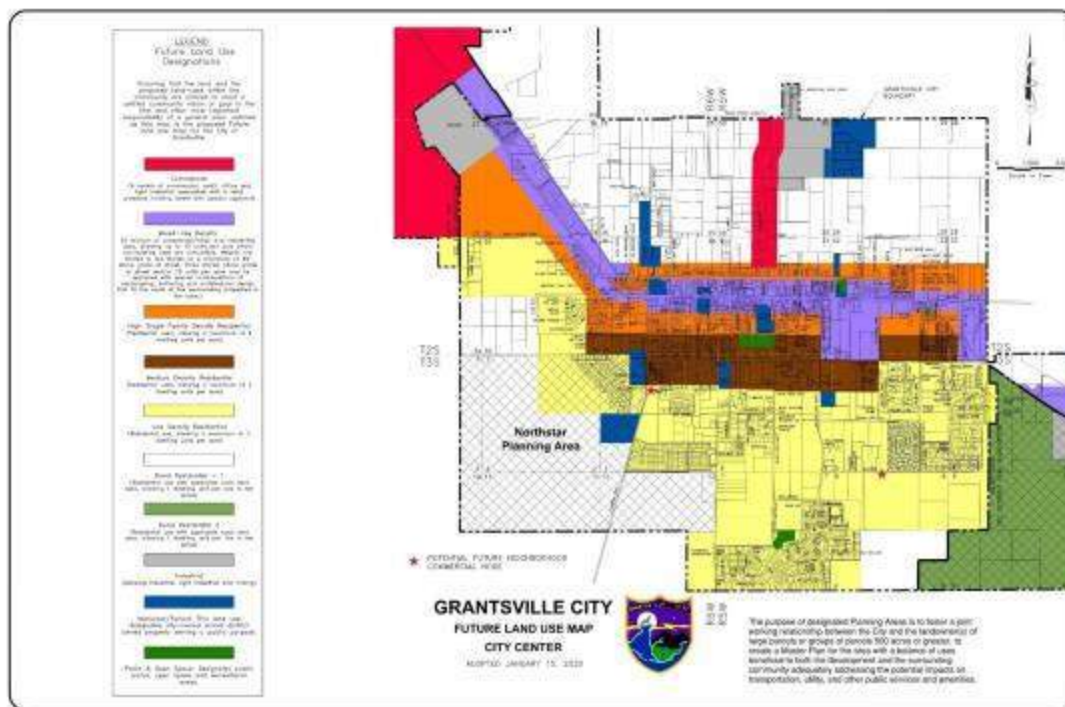
## **Future Land Use Map**



The Future Land Use Map serves as a guide to where future growth should occur. The map guides decisions about proposed uses and densities of development. The map lays the foundation for making changes to zoning in the future, but it is NOT zoning or the zoning map.

The Grantsville Future Land Use Map contains block areas that are not based on exact parcel lines in order to provide a measure of flexibility in interpretation. The colors represent things like allowable land uses and lot size ranges.

The crosshatch areas are designated Planning Areas. The purpose of designated Planning Areas is to foster a joint working relationship between the City and the landowner(s) of large parcels or groups of parcels 500 acres or greater. This is to create a Master Plan for the area with a balance of uses beneficial to both the development and the surrounding community. The plan must adequately address the potential impacts on transportation, utility, and other public services and amenities.



## Annexation

Annexation is the process through which properties outside the City's boundaries are incorporated as part of the City. This process includes an application by property owners to the City and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the City are initiated by property owners and are often started with the intent of receiving services.

In recent years, the City completed annexations in the Flux and Deseret Peak areas. Prior to the annexation, Tooele County projected the Deseret Peak area as one with some of the highest potential population growth (between 1,000-1,500 residents before 2040).

The City should initiate a specific-area planning initiative for these areas as resources are available.

**LEGEND**  
Future Land Use Designations

Knowing that the land use the designated land uses within the community are allowed to meet a variety of community needs or goals in the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Conservation**  
In areas of outstanding value and/or scenic resources, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Medium-Density Residential**  
In areas of medium-density residential development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**High-Density Residential**  
In areas of high-density residential development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Medium-Density Residential**  
In areas of medium-density residential development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Low-Density Residential**  
In areas of low-density residential development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Business/Industrial**  
In areas of business/industrial development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Public/Recreational**  
In areas of public/recreational development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.

**Other**  
In areas of other development, the land use designations are intended to protect the area and other land use designations, it is a general plan action in that area to the proposed future land use map for the City of Grantsville.



**GRANTSVILLE CITY**  
**GENERAL PLAN**  
**FUTURE LAND USE MAP**  
**DESERT PEAK ANNEXATION**  
ADOPTED JANUARY 15, 2000



The purpose of designated Planning Areas is to foster a joint working relationship between the City and the landowners of large parcels or groups of parcels 100 acres or greater, to create a Master Plan for the area with a balance of uses beneficial to both the development and the surrounding community, addressing the potential impacts on transportation, utility, and other public services and amenities.



# GRANTSVILLE CITY

## FUTURE LAND USE MAP

### FLUX ANNEXATION

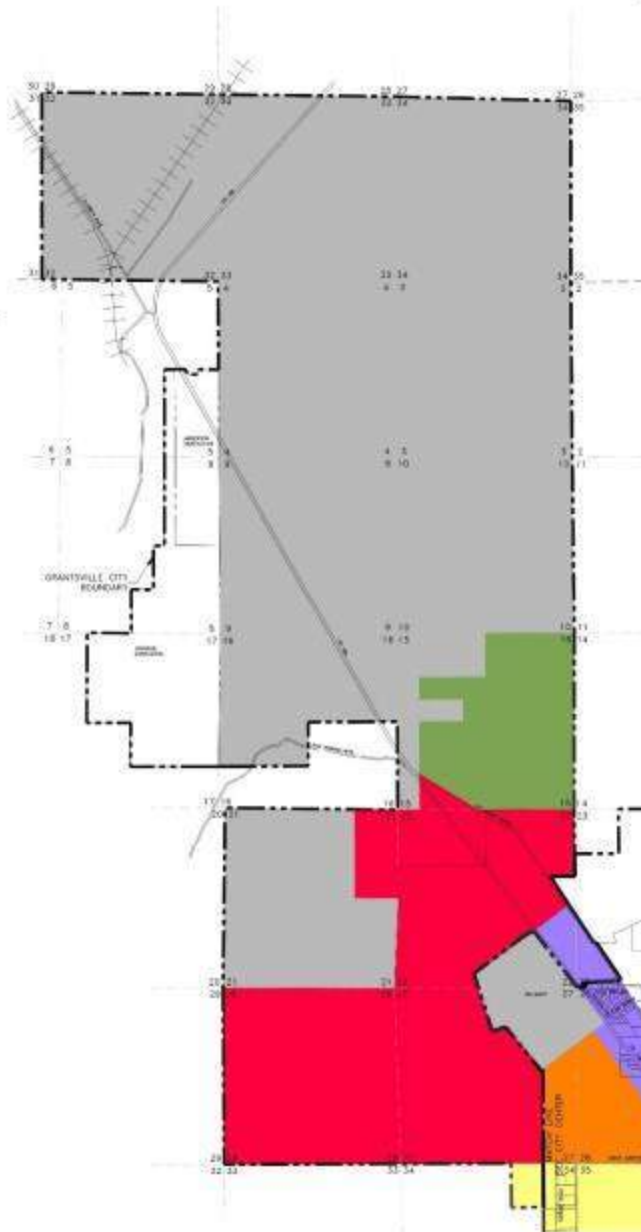
ADOPTED JANUARY 15, 2020



**LEGEND**  
Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Utilized as this map is the proposed future land use map for the City of Grantville.

- Commercial**  
(A variety of commercial, retail, office and light industrial structures with a retail presence having street with specific approval)
- Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are commercial. Heights are limited to two stories or a maximum of 25 feet, grade of street. These uses allow parking on street and/or 15 units per acre may be required with special considerations of landscaping, buffering and architectural design that fit the scale of the surrounding properties in the zone.)
- High Single-Family Density Residential**  
(Residential uses, allowing a maximum of 8 dwelling units per acre)
- Medium Density Residential**  
(Residential uses, allowing a maximum of 5 dwelling units per acre)
- Low Density Residential**  
(Residential uses, allowing a maximum of 2 dwelling units per acre)
- Rural Residential - 1**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Rural Residential - 2**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Industrial**  
(Heavy industrial, light industrial and mining)
- Municipal/School** This land use designates City-owned school district owned property serving a public purpose.
- Parks & Open Space** Designates public parks, open space and recreational areas.



## Goals + Policies + Land Use

All of the below goals and policies were derived based on smart growth principles partnered with clearly identified community goals as stated in the public participation process in this general plan update. All recommendations are grounded in a detailed existing conditions analysis and were carefully crafted to help the community create the unique identity desired by residents.

**Goal 1. Maintain Community Character.** Grantsville seeks to ensure that new development supports and enhances the consistency of an overall community character and that it contributes in a positive way toward the City's image.

1. Regulate setbacks, landscaping, art, appropriate lighting, signs, and other design amenities that complement and enhance the streetscape and design of new development through zoning ordinances.
2. Where resources permit, facilitate the preservation of significant architectural, historical, and cultural structures and landmarks.
3. Ensure that signage is visually attractive and provides a high quality image for the City.
4. Provide additional levels of screening or review for new developments and properties to ensure that their architectural standards, massing, infill, recreational spaces reflect the existing community amenities.
5. Maintain the character of neighborhoods in the City by encouraging comparable uses and densities to existing neighborhoods and development patterns.
6. Protect areas of agricultural uses in the future land use pattern of the City, ensuring that adequate resources remain available to retain this community characteristic.

**Goal 2. Manage Growth.** Grantsville intends to preserve the integrity of its infrastructure systems by permitting orderly growth that synchronizes development with the availability of public facilities such as road, sewer, and water service needed to support it.

1. The City will make infrastructure and service investment decisions that meet the needs of existing City residents, while balancing the need of growth to provide adequate tax base for future community needs.
2. Implement and routinely assess a thorough program of development impact fees to provide adequate public facilities and services in a timely manner.
3. Maintain an annual Capital Improvement Program.
4. Cooperate with governmental entities that administer and influence areas bordering Grantsville City.
5. Annexations should provide a real and measurable benefit to the City. Measurable benefits may be in the form of qualitative (civic pride, community health, etc.) or quantitative (tax base generation, recreational land acquisition, etc.). The City may require an "annexation impact statement" with all annexations of 5 acres or larger.

**Goal 3. Support a Mix of Land Uses.** Grantsville desires a well-balanced, financially sound, and functional mix of agricultural, residential, commercial, open-space, recreational, and institutional land uses.

- 1.
2. Provide for the reservation of adequate land to meet projected institutional and infrastructure needs.
3. Ensure compatibility of future land uses with adjoining properties.
4. Promote neighborhood commercial development in targeted areas, to preserve existing or planned residential development without detracting from the residential character of the community. Increase density along the Main Street corridor, offering more clustered housing alternatives for lower income families within convenient access to necessary amenities.

5. Through the land use regulations of the City, and other strategies, encourage an “out-from-the-center” development pattern.
6. Implement a set of concentrated growth boundaries radiating from the center of Grantsville, ensuring that adequate density is realized before allowing further sprawl development to be built.
7. Allow the sizes of lots/units within a subdivision to vary from the zoning requirement while maintaining the overall zoning density of the parcel to provide Improved Open Space through the Planned Unit Development (PUD) Process.

#### HISTORY

Amended by Ord. [2020-26](#) on 9/2/2020

### **Strategies - Land Use**

1. Exchange information between Grantsville City and surrounding governmental entities on policies/activities which may have cross-boundary impacts.
2. Amend the Land Use Code to support the goals and policies set forward in this updated general plan. It is important that this is readily available to the public and private development sectors.
3. Avoid rezoning residential areas to higher density if the area is not served by adequate public facilities.
4. Work with the programs of the Governor’s Office of Economic Development and EDCUtah to promote the commercial opportunities that the city supports.
5. Use administrative tools (i.e. zoning) to preserve farmland and recreational opportunities.
6. Meet with the County Community Development Department regularly to ensure that development codes are up to date and being implemented by county staff during their plan review.
7. Set aside funds in the next budget cycle to spend on code and maintenance enforcement.
8. Develop and implement impact fees for commercial and industrial uses as well as planned unit developments.
9. Initiate an intergovernmental agreement with the County to ensure that development outside of City boundaries is aligned to City standards.
10. Work with the Tooele County Economic Development department to locate business in Grantsville, particularly uses that have shown an interest in the past.
11. Incorporate the general plan into the City’s website.
12. Consider developing incentives to in-fill development that better utilizes existing infrastructure. Incentives may include a variety of items but may include things like waiving application fees, lowering impact fees etc.
13. Develop an updated annexation policy plan and map.

## **Community Design**

### **Design**

#### **Community Character**

#### **Street Design + Edges**

#### **Historic Preservation**

#### **Nonconforming Uses**

#### **Goals + Policies + Community Design**

#### **Strategies - Community Design**

### **Design**

Well planned community design improves both visual and functional characteristics of the city. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation). It is through this unique form meets function process that the City of Grantsville will be able to create, market and retain their unique character and appearance.

There are opportunities in Grantsville for reinvestment in community design, specifically within the areas of community unification and integration, such as:

- Community signage
- Downtown corridor enhancements
- Gateway and entrance signage
- Conforming land uses

### **Community Character**

The character of a community is the image that residents and visitors experience when utilizing community spaces. It is through this “image” that people make their impressions of a community, lasting or temporary. Residents of Grantsville are cognizant of this character and have a strong desire to protect the rural or small town charm that abounds within the municipality. Residents were vocal in their interpretation of what made “Grantsville feel like Grantsville,” often noting that this character is the reason that families and individuals moved to town. It is through preservation of the below listed community character elements that the City of Grantsville will continue to offer their residents the feel of the community that remains attractive:

- Small building form for buildings along the Main Street corridor
- Safe corridors for residents and visitors to utilize with various methods of transportation
- Sense of a “tight-knit” community with neighbors and elected officials
- A multi-generational community, providing opportunities for residents to grow up in and remain in the same community
- A culture that retains and personifies the unique cultural heritage of Grantsville

### **Street Design + Edges**

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the city will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Grantsville’s roadways in the city core area should be redesigned in a way that complements a “small town main street” and a sense of destination, specifically incorporating adequate transportation and safe route designations. In order to accomplish this, the City is supportive of development that prioritizes active transportation improvements.

In the core area, Grantsville can encourage visual interest through guidelines related to building materials, and can enhance visual diversity with setback requirements, massing, and architectural detail variations.

### **Historic Preservation**

Although there are several historic properties in Grantsville, there are currently no formally-designated historic districts in town. However, because historic buildings contribute to the small-town charm and cherished heritage of the community, the preservation of Grantsville's historic legacy and culture is a priority of residents and the City Council. It should be noted that while there are no formal districts, downtown or historic, many individuals still feel that these areas and amenities are the personification of the small town way of life that was an initial draw for their residence within the community.

While it is many of the residents' desire to continue to preserve their small town charm, it is through the creation of a historic district that the community will be able to better preserve and personify this desire. A potential district should include all areas of historical significance or unique assets. This will allow the City of Grantsville to ensure that these unique assets are retained and personified, attracting potential visitors and future residents.



Donner Reed Museum, Photo credit: Jewel Allen

### **Nonconforming Uses**

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements for land-use or utilization. Under Utah State law, this use has the right to continue if the use does not change (although ownership can change) and no substantial changes are made to the property, use or process. Similar to nonconforming uses, noncomplying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the City is legally permitted to set local rules about how these structures can be modified and/or brought-up to safety standards.



As is evident within the City of Grantsville, and many similar communities, nonconforming uses are typically utilized when:

- Communities experience growth at a higher than expected rate
- Development is not centralized or located within proximity to each other
- The community has many areas where nuisance uses are not directly adjacent to residential property uses.

While many of these elements are standard for a community witnessing exponential growth, the City of Grantsville has begun the necessary steps to remedy many of these issues.

### **Goals + Policies + Community Design**

**Goal 1. Create a community with congruent and adequately dense land uses.** As the community looks to unify the elements of the community to create a defined community character, the City should research and encourage adequate growth and density within the centralized core.

1. Create smaller lot requirements for residential and commercial lots in the core area of the City.
2. Create a downtown development authority to allow for flexibility within the land use and development standards.

**Goal 2. Create a more pedestrian-friendly community.** As new development is proposed, and/or as resources become available to the City, invest in things that promote an active lifestyle.

1. In the core area, the City should look to implement new development that will incorporate shade trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, site furniture, and pedestrian lighting.
2. Construct maintained pathways of adequate widths on streets in high density areas that currently do not have paths for other types of transportation other than driving.

**Goal 3. Implement a community streetscape enhancements program.** A community with a unified streetscape has a strong sense of character. The City will implement a comprehensive streetscape project that will allow for a unified character when enhancements are constructed. It is important to note that all proposed streetscape enhancements should be properly vetted by the public to ensure they meet the community vision and will balance preserving private property and the natural environment.

1. Residential streetscapes shall be designed to meet the needs of residential neighborhood and collectors/arterials and implemented in phases and as roadways are rebuilt. Residential streetscapes should include:

- a. Sidewalk
- b. Integral curb/gutter
- c. Planting strip
- d. Trees and/or shrubs
- e. ADA ramps

2. Commercial streetscapes shall be designed to encourage individuals and groups to utilize the commercial core and districts. Commercial streetscapes should include:

- a. Sidewalks
- b. Integral curb/gutter
- c. Planting strips
- d. ADA ramps
- e. Crosswalks

3. **Alternative Transportation Options** - Where possible, in both residential and commercial streetscapes, installation of alternative transportation options should be recommended. Options should include:

- a. Bike trail installation on one side of the road where right-of-way allows.
- b. Park & Ride lots in coordination with Utah Transit Authority
- c. Equestrian trails

**Goal 4. Retain small town charm.** The small town way of life is an attractor for residents and visitors. It is critical that the small town charm be retained.

1. Personify and encourage small town form factor buildings within the community. Small town form factors include the size, density and height of buildings within the community.
2. Ensure that the residents have a safe and inviting atmosphere for civic gatherings.
3. Create civic spaces within the community.
4. Properly manage and promote events that personify the small town charm.
5. Personify the historical image and feel of the community, through retaining historic characteristics.

**Goal 5. Creatively prepare the built environment to personify the community's vision for Grantsville.** Ensuring that the buildings and built environment adequately meet the community goals will maintain community character.

1. Prepare and implement necessary infrastructure upgrades to meet the current and future demand.
2. Review and amend zoning ordinances to promote adequate infill development and discourage sprawl.
3. Promote different areas of Grantsville as unique areas of architecture or elements.
4. Design and monitor development within the community to ensure that traffic, noise, pollution and crime are kept to a minimum.

**Goal 6. Preserve the natural environment.** Critical to the small town charm is the ease of access to the natural assets surrounding the community.

1. Strive for a balance system of open lands, natural areas, recreation spaces, and parks, including trails and streetscapes.
2. Preserve and protect important natural areas within the City, as practicable.
3. Protect the existing irrigation system of the City and encourage new developments to incorporate the City's existing irrigation system into project designs and amenities.
4. Use storm water basins for ground water recharge.
5. Acquire and manage land and water to preserve, protect, and enhance important natural areas.

**Goal 7. Preserve the City's unique history.** Preservation of historical assets will aid in protecting the desired character of the community.

1. Protect and preserve Grantsville City's current historical sites.
2. Identify and protect Grantsville archeological and natural resources.
3. Support cultural amenities as an important contributor to our economic health and as a reflection of the importance of the arts and our heritage.

### **Strategies - Community Design**

1. Develop design guidelines for main transportation corridors and residential corridor.
2. Define a viewshed for protection that limits the height, color, and lighting of properties within the viewshed. A viewshed is defined as the area one views from a specific point, including periphery and

ancillary spaces.

3. City Council could identify historic areas / buildings and create walking tours between assets.

4. Promote historical assets and create an interactive guide on the city website.

5. Strengthen “sense of place” through public art, gateway development, wayfinding, and streetscape investments.

6. Grantsville could reinforce their definition of the downtown and cultural core areas with simple signage and by focusing investments in things like holiday decorations on those areas only.

7. Continue to maintain a historic preservation commission that recommends policy or actions to preserve locally significant buildings and areas.



## Economic Development

### Conditions Prior To Implementation (Economic Development)

#### Areas Of Potential

#### Goals + Policies + Economic Development

#### Strategies - Economic Development

### **Conditions Prior To Implementation (Economic Development)**

Grantsville City is a community that is slowly evolving from a rural/agricultural community to a bedroom community supporting the regional economy. They recognize the need to ensure that commercial land is available for future growth, but like most communities, there are concerns about the trade-offs of economic development.

PROS	CONS
increased amenities	increased traffic
increased tax base	infrastructure upgrade and right-sizing costs
improved local tax dollar capture	reduced pedestrian safety
less commuting	pollution with local employment

### **Areas Of Potential**

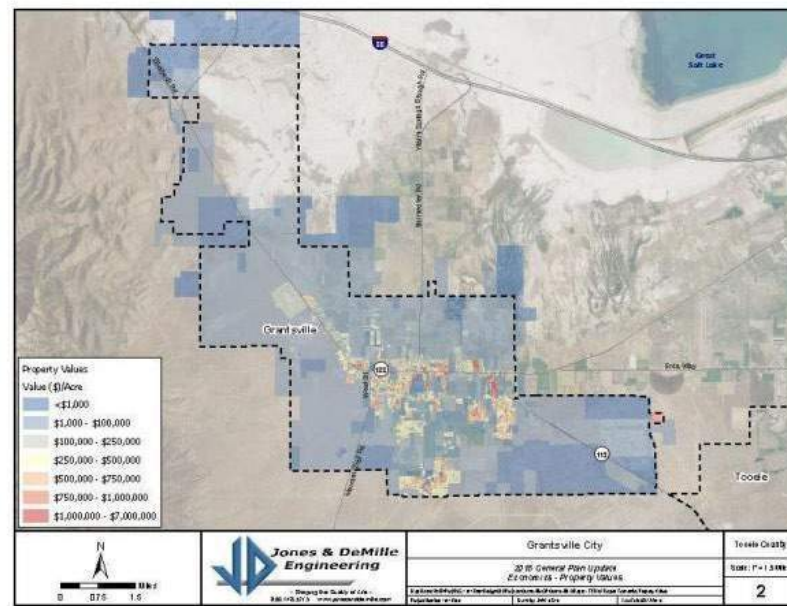
● A major distribution center with approximately 1.3 million square feet of floor space has created a significant positive economic impact to the City both in terms of tax base and increased housing development and has also generated spin-off projects and businesses. ● Commercial/industrial development is expected to hold steady and perhaps build momentum in many parts of the City. ● Many Grantsville residents commute to work in the Salt Lake Valley, while others provide local services for the county and the community. ● Residents have few retail options in Grantsville and must shop out of town. The following table demonstrates the retail sales captured in the City versus per capita averages in the County and State.

Retail Sector Category	Per Capita Sales			Per Capita	
	City	County	State	Leakage (State minus City)	Dollar Leakage
Motor Vehicle & Parts Dealerships	\$ 59	\$ 1,152	\$ 2,263	\$ 2,204	\$ 22,830,298
General Merchandise Stores	296	1,838	2,224	1,928	19,975,314
Build. Material, Garden Equip & Supplies Dealers	152	674	1,213	1,060	10,984,616
Clothing & Clothing Accessories	6	76	613	607	6,286,897
Non-store Retail	5	336	522	517	5,357,619
Electronics & Appliance Stores	3	98	359	356	3,686,007
Furniture & Home Furnishing Stores	15	88	355	340	3,522,015
Sporting Goods, Hobby, Music & Book Stores	3	71	341	339	3,507,744
Health & Personal Care Stores	3	58	172	168	1,743,312
Miscellaneous Retail Trade	393	187	542	149	1,539,196
Food & Beverage Stores	1,438	1,060	1,552	114	1,182,231

\* No adjustment for income/buying power due to similar median household incomes among City, County and State.

Source: Utah State Tax Commission

● Areas of greatest retail potential are Motor Vehicle sales, General Merchandise and Building Materials. Most of these sales are being made outside the City but within the County, primarily in Tooele City. ● Most of the City workforce leaves the City for employment. Sixty percent of the workforce works in Tooele County with 40% working out of the County. Based upon commute times, 25-30% of the workforce works in the City, 25-30% work in the County, 40% work out of the County. Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates ● Forty-five percent of the City's workforce income comes from those making \$100k-250k. Ten percent is above \$250k. The three highest paying sectors in the County are Utilities, Public Administration, and Manufacturing with average wages of \$75k, \$62k and \$58k. Many high wage earners are leaving the County for employment. Source: Utah State Tax Commission, U.S. Census Bureau, Division of Workforce Services (2017)



### **Goals + Policies + Economic Development**

Goal 1. **Define the Core.** Maintain Grantsville's Main Street as the primary retail commercial, office and business area.

1. Formulate standards so that new commercial uses are encouraged to locate in the Main Street Corridor, including protecting the existing residential uses.
2. All new commercial or mixed-use developments will be designed and constructed in a way that will promote the existing characteristics of the historic architectural styles of Grantsville.

Goal 2. **Priority Areas.** Recognize economic opportunity areas identified by the community and prioritize them for long-term development.

1. Zone priority areas selectively and focus incentives and investments in those areas.
2. Grantsville City will create an economic development / industrial policy and reevaluate it annually.

Goal 3. **Administrative Business Incentives.** Grantsville is a business-friendly community that actively seeks ways to encourage business.

1. Streamline the development process for priority businesses (like restaurants and office space).
2. Utilize incentives for desired businesses, specifically ensuring that necessary services are provided within the community.
3. Grantsville will continue to maintain a quick and efficient business and development permitting process.
4. All commercial and industrial developments will provide adequate buffer and screening treatments to protect the desirability and amenities of adjoining properties.

### **Strategies - Economic Development**

1. Designate a council member who is responsible for business recruitment, relationship, or regulations that fit the local economy.
2. Develop an incentive program to attract retail businesses of greatest leakage including auto sales, general merchandise stores, and building & garden.
3. Develop incentive programs to keep jobs local. Encourage greater investment in broadband capacity to keep jobs local.
4. As resources become available, work with the Salt Lake Chamber of Commerce to receive the Governor's award for being a business-friendly community.
5. Identify, inventory, and assemble underutilized parcels for redevelopment within the commercial corridors and nodes.

## **Transportation**

[Conditions Prior To Implementation \(Transportation\)](#)

[Future Transportation Map](#)

[Impact Fees + Traffic Impact Studies](#)

[Roadway Design](#)

[Access Management](#)

[Active Transportation + Public Transportation](#)

[Roadway Placement](#)

[Goals + Policies + Transportation](#)

[Strategies - Transportation](#)

## **Conditions Prior To Implementation (Transportation)**

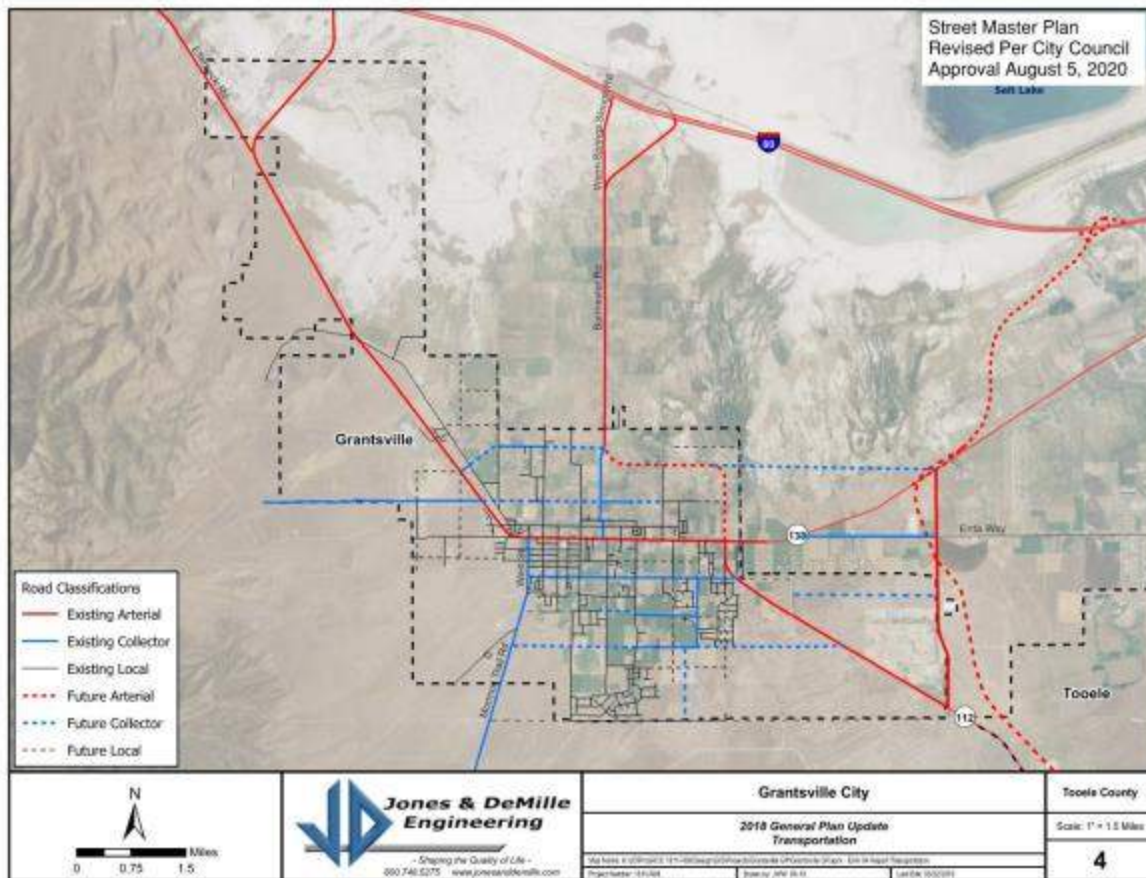
It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Grantsville. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the City.

Grantsville last updated its transportation master plan in 2005. The following highlights summarize the state of the transportation network in the City:

- Most of the roadways in Grantsville are two-lane roads. Most of them are between 26 and 70 feet of pavement, though some are significantly larger.
- SR-138 currently serves as the major route in and out of the valley, classifying as an arterial or primary route. The Utah Unified Transportation Plan has identified road widening projects for both SR-112 and SR-138. While they are being upgraded, they still have the same capacity bottleneck at I-80.
- UDOT estimates that between 2015 and the end of 2018, there have been just over 300 vehicle accidents within city limits (with most of these accidents occurring on Main Street). In contrast, the Stansbury Park area saw 1,139 and Tooele City area saw 2,128 over the same time period.
- The Tooele County Transportation Plan that was adopted in 2015 did not recommend any new major roadways or transportation corridors within Grantsville. As a result of this, it is recommended to re-evaluate the needs for roadway within the city based upon new growth-demand modeling.
- Recognizing the potential bottlenecks in the valley's network, UDOT and Tooele County collaborated to create "Tooele Traffic," an online resource with real-time information on traffic information and road conditions.
- Maintenance of the existing transportation facilities and construction of new facilities come primarily from revenue sources that include the Grantsville general fund, federal funds, and State Class C funds. Financing for local transportation projects consists of a combination of federal, state, and local revenues. However, this total is not entirely available for transportation improvement projects, since annual operating and maintenance costs must be deducted from the total revenue. In addition, the City is limited in its ability to subsidize the transportation budget from general fund revenues.
- There is a clear need for more ways to access Grantsville generally. The new Midvalley Highway will do this as well as provide opportunities for broadening the local economy in the area.

## **Future Transportation Map**

This plan has looked at the major circulation patterns required by the land uses presented in this plan. The map in this chapter shows major arterial, major collector and collector roads. This map is a schematic plan only and the final alignment of all roadways will be determined by specific demands of each area.



## **Impact Fees + Traffic Impact Studies**

Grantsville does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

As part of furthering this plan and deciding how to use funds wisely, Grantsville City will require an impact fee for any new development and a Traffic Impact Study (TIS) for larger developments. A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Roadway map, TIS reports allow the City flexibility when deciding these smaller road locations.

## **Roadway Design**

A safe transportation system is one of the top priorities of Grantsville. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Specific areas of concern are residential neighborhoods and schools. A reduction in the use of cul-de-sacs should be emphasized in order to provide greater traffic circulation. Streets that serve schools should incorporate traffic calming devices and have well-designed pedestrian street crossings. Minor collectors should maintain the current grid system.



Overall, the roadway network should focus on connectivity. This means that block sizes should not be too large, and important collectors should not dead end or terminate in a cul-de-sac. This is best achieved by utilizing a hierarchical grid system of roadways, which Grantsville already has in some parts of the City.



### **Access Management**

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, and interchange to crossroad access spacing.

Since the main road through the City is a state highway, the City cannot control access on it. On local collectors, the City can focus on more access to slow down traffic and minimize cut through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along Main Street should anticipate access management requirements from UDOT.

### **Active Transportation + Public Transportation**

If done correctly, public transportation services can reduce traffic on roads. Utah Transit Authority (UTA) currently has limited plans for public transportation expansion within the City of Grantsville. As the city continues to increase in density and population, Grantsville intends to work with UTA to review the need based upon future growth demand.

Essential to this system is connectivity to areas outside of the City's boundaries on a regional scale. Though not currently included in the Wasatch Choice: 2019-2050 Regional Transportation Plan, Grantsville intends to be involved in studies that are conducted to determine regional transportation investments.

Often those who use public transportation need to bike or walk from stations to their destinations. Therefore, Grantsville considers an optimized transportation system to be one with transit investments that also include bike and pedestrian infrastructure.

## **Roadway Placement**

Currently the community is experiencing growth around the periphery of the municipal boundary. As this development trend continues to take place within the community roads that were designed and located for neighborhood usage will become arterial or collector roads. This expansion of traffic along the roads will require one of two options to be completed: (1) to enlarge roadways or (2) to add new roads. As this requirement becomes a necessity, the public will need to be petitioned for input about roadway placement.

## **Goals + Policies + Transportation**

**Goal 1. Provide for the existing and future transportation needs.** Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected permanent and peak population in all areas of the city.

1. Street paving and pedestrian surfacing materials should be economical, serviceable, and easy to repair. The variety of surfacing materials should be kept to a minimum.
2. The parking policy shall be to require on-site parking enough to meet the anticipated parking demand of proposed development.
3. The City will require necessary transportation improvements, including adequate right-of-way dedications, and other transportation facility enhancements, concurrent with development approvals to adequately serve the development.

**Goal 2. Connect local transportation facilities with regional transportation systems.**

1. Maintain close relationships and cooperation with organizations that have transportation implementation/planning responsibilities, such as UDOT, Tooele County, and WFRC in order to stay informed of planned future transportation developments and communicate the needs of the community.
2. Maintain the ability to provide fire and ambulance protection, delivery and public transportation service in all areas of the city.
3. Coordinate with UDOT for Park & Ride lots.

**Goal 3. Develop a comprehensive transportation system.** Incorporate many modes of travel, including private vehicle, mass transit, pedestrians and bicycles.

1. Access for the disabled shall be addressed in all public improvements.
2. Provide a pedestrian-oriented sidewalk, path and trail system that offers convenient access throughout the entire city.
3. Walking and biking will be a practical and enjoyable means of travel within the City with the provision of safe sidewalks and multiple use trail system (including ATV and equestrian users).
4. Consult the Tooele County Active Transportation Plan when considering transit and active transportation investments locally.

**Goal 4. Maintain a functional and visually appealing streetscape.** Parking, pedestrian, landscaping, plaza and street furnishing improvements should be designed to accommodate four-season weather conditions.

1. Provision should be made for future undergrounding of utility services.
2. No new above-ground utility service lines will be created.
3. Landscaping within the right-of-way shall be reviewed on a case-by-case basis relative to

existing and future right-of-way uses and should employ native species where possible.

4. Property owners that have lots fronting on rights-of-way should be responsible for landscaping maintenance (e.g., along sidewalk planting strips).

**Goal 5. Public participation for roadway design** - As new roadways are located or as roadway classifications are expanded, it is recommended to complete the following:

1. Undertake a transportation master plan update.
2. Coordinate with the public to identify concerns residents may have.
3. Reach a compromise about locations and roadway designs that are implemented.

### **Strategies - Transportation**

1. Continue a regular maintenance program of pavement preservation methods such as chip sealing, crack sealing, pavement sealing, and overlays on existing roadways to maintain roadway integrity.
2. Establish a street impact fee for new development.
3. Consider requiring a Traffic Impact Study for any new, significant developments.
4. Incorporate appropriate site planning criteria into the development approval processes.
5. Adopt a program of street and highway landscaping (i.e. street trees) to enhance the appearance of the City's circulation system.
6. Convene local community volunteers to make recommendations on safe bicycling infrastructure (bike lanes, widen shoulders, share the road signs, etc.) on local streets.

## **Housing**

### **Conditions Prior To Implementation (Housing)**

#### **Moderate Income Housing**

#### **Future Demand**

#### **Goals + Policies - Housing**

#### **Strategies - Housing**

### **Conditions Prior To Implementation (Housing)**

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Grantsville is a city of quality housing stock and a welcoming population. Members of the Grantsville community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

### **Moderate Income Housing**

Grantsville completed their biennial report on moderate income housing in 2018, and the new state model was run for this plan update. The following is a summary of its findings.

- The housing profile of Grantsville's total population in 2017 was roughly 84% in owner-occupied units, and 16% in rental housing units.
- The population in both owner-occupied and rental units is expected to increase over the next five years, but the number of owned units will likely far outpace rental units (+45% and +15% respectively).
- As expected with the new housing developments in Grantsville since 2010, the number of households that own their housing without a mortgage has declined and will continue to do so.
- Occupancy rates for rental units has been and is expected to remain very high.
- Median housing costs for owner occupied housing are currently (2017) estimated to be \$1,277 and median gross rents are at \$815 per month.
- The median household income for City residents is estimated to be at \$66,478. Those in owner-occupied units are reporting \$71,609, and those in rental units report \$31,042.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the "area median income." Tooele County's household AMI is approximately \$74,000 for households that are between 3-4 people, and 80% of this amount is \$59,200. Under the assumption that appropriate housing costs should not exceed 30% of a household budget, then the City should look for ways to support housing development that is as, or more affordable than, what is in the market currently.

### **Future Demand**

While petitioning input from the community and working with the local elected officials, it became evident that the housing stock within the community is not necessarily considered affordable for all individuals specific needs. To remedy this, affordable housing needs will be reviewed, and adequate options will be provided for all individuals or families as required by state law. Future demand will be matched with the community housing forecast and a preference be placed on affordable housing alternatives. Infill development should be preferred for affordable housing, offering a cost reduction to developers and even potentially a streamlined process for approvals.

### **Goals + Policies - Housing**

Goal 1. **Housing Stock.** Grantsville seeks to develop a variety of housing opportunities.

1. Support the development of single-family dwellings, multi-family dwellings, and retirement housing.
2. Encourage a variety of housing and residential opportunities by establishing and providing a range of allowed residential densities and lot sizes [as per UCA 10-9a-403(2)(b)(iii)(A)].

Goal 2. **Moderate Income Housing.** Grantsville seeks to equitably provide housing opportunities for its residents.

1. Grantsville will continue to monitor the supply and demand of the local housing market to ensure that the needs of residents are met, and that housing stays affordable through regulation and incentives.
2. Continually evaluate the land use regulations of the City to ensure they work to achieve the purposes of this Plan.
3. The City will work to provide opportunities to live in safe, habitable and affordable housing.
4. Work with other agencies to provide moderate income housing for City residents [as per UCA 10-9a-403(2)(b)(iii)(P-U)].
5. Encourage the preservation of existing housing to provide opportunities for moderate income housing [as per UCA 10-9a-403(2)(b)(iii)(L)].



**Goal 3. Accessory Dwellings.** Grantsville will consider including additional types of accessory dwellings permitted within city boundaries.

**Goal 4. Encourage affordable housing.** Affordable housing must be matched to the average income for residents.

1. Incentivize a variety of affordable housing options to ensure all families, individuals and couples have an equal opportunity.
2. Encourage infill development within the downtown core (as defined on the future land use map) [as per UCA 10-9a-403(2)(b)(iii)(F)].

**Strategies - Housing**

1. Review height, viewshed, preservation of open space, and historic preservation policies and ensure that they are not barriers to affordable development within City.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.
3. Consider Public Private Partnership opportunities for the City and major employers to provide subsidized employee housing.
4. Provide additional multi-family housing infill along Main Street corridors and immediately adjacent cross streets.
5. Consider ordinance relative to changes to the amount of land that is zoned to allow accessory units to create more rental opportunities.
6. Consider working with developers to use state low-income housing tax credit funds to subsidize affordable apartment developments.

## **Recreation + Open Space**

[Conditions Prior To Implementation \(Recreation + Open Space\)](#)

[Recreation Plan](#)

[Special Protection Areas](#)

[Recreation Spaces](#)

[Potential Improvement Opportunities](#)

[Goals + Policies - Recreation And Open Space](#)

[Strategies - Recreation And Open Space](#)

### **Conditions Prior To Implementation (Recreation + Open Space)**

Grantsville desires to maintain and cultivate recreational opportunities that serve the interests of residents and visitors. These recreation opportunities greatly enhance the quality of life for our residents. Highlights of existing conditions include:

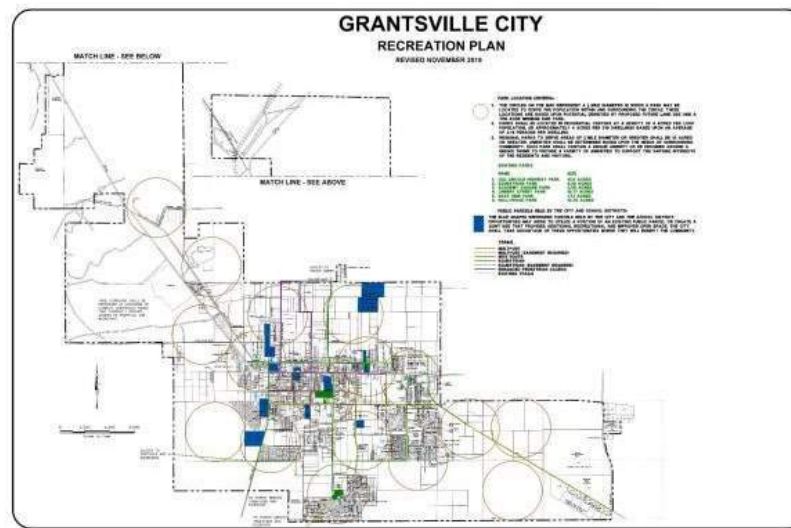
- Convenient Access - Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.
- Ample land (privately held) is available around the perimeter of Grantsville, allowing for expansion of recreational opportunities into regional amenities (i.e. trails along foothills) if the community desired to expand these opportunities.
- Parking at recreational facilities is limited, causing ingress and egress issues.
- Recreational opportunities are bound by roadways, limiting the potential uses.
- Many residents voiced concerns that there are not a lot of after-school options for youth and consider a “Rec Center” as a solution.

### **2019 Park Facilities**

Location	Acreage
Academy Sq.	0.65
City Hall	0.5
Clark Farm	0.25
Lincoln Park	0.9
Museum	0.3
Shops	0.11
Cherry Street Park	15.77
Cemetery	7.02
Clark Cemetery	1.7
Hollywood Park	10.75
East Side Park	1.74



## **Recreation Plan**



### **Special Protection Areas**

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF). During the 20 year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

The Steering Committee involved with the development of the 2019 plan update were not aware of any parcels within city limits that have been formally designated as agriculture, industrial, or critical infrastructure protection areas. The City is interested in working with property owners that are considering the need for these designations before the process is formally initiated.

### **Recreation Spaces**

Currently, Grantsville has several regional and neighborhood-scale recreational spaces available for the public. Recreation is currently being completed on both municipal-owned and privately held grounds. Parks and other recreational spaces are in acceptable condition, yet there appears to be significantly more demand for this space than space is available to utilize. Recreational spaces are inadequate for sports leagues to have practices or games, specifically baseball, softball and soccer.

The National Recreation and Park Association (NRPA) has developed standards for parks, recreation and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Grantsville will use 4 acres per 1,000 people as the standard for future park planning due to the large lot sizes that are prevalent within the community. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc.).

### **Potential Improvement Opportunities**

Ensuring that the community retains the recreational assets that will draw users to the site is of vital importance. To improve the amenities that are available, it is recommended to provide the following elements:

1. Interconnected recreational opportunities - specifically trail linkages.
2. Centrally located “regional parks” renovations. These parks are typically 15-25 acres in size and offer a myriad of opportunities for recreational enjoyment.
3. Local neighborhood park renovations. These parks are roughly 2-5 acres in size and are focused around a green space and small exercise facility to encourage use by younger children.
4. Installation of bike lanes throughout the community.
5. Develop a city-wide parks and recreation plan and incorporate the priority projects into the city’s capital budgeting process. This plan should also include an inventory of property that is currently owned by the city.

### **Goals + Policies – Recreation And Open Space**

**Goal 1. Improvement and Maintenance of Open Space.** Grantsville seeks to maintain recreation facilities and natural assets to improve the quality of life and area property values.

1. Protect air quality, groundwater and surface water resources, drinking water resources, and soils within the City.
2. Use citizen volunteers for select maintenance projects.
3. Maintain a park funding program to ensure that the funds are available to improve and maintain dedicated parkland and acquiring park acreage.

**Goal 2. Improve Recreation Opportunities.** Grantsville encourages the development and maintenance of parks with quality recreational facilities that connect all parts of the community.

1. As resources are available, work with the county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
2. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
3. All park improvements will be universally accessible as much as possible.
4. Provide a connected and useable open space network.
5. Establish open space guidelines and maintenance options for existing and future open space areas.
6. All new developments will be required to contribute to the provision of open spaces within the City, either through onsite reservation, where appropriate, offsite contributions, or payment in lieu.
7. Increase prescribed play spaces for sporting teams or events, specifically soccer, baseball, softball and other sports.
8. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.

**Goal 3. Public/Private Cooperation.** Grantsville supports public/private cooperation in developing recreation and open space improvements, services, and facilities.

1. Encourage residential and commercial developers to improve and/or construct recreational facilities in lieu of paying fees for developments that will generate need beyond current recreation infrastructure capacity.
2. Support the arts, emphasizing the potential of the arts to add to the quality of life of City residents.
3. Support and promote the growth and enhancement of the facilities and programs of local museums.
4. Consider granting a density bonus which will encourage developers to provide fully built out parks and recreational facilities. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.
5. If developed parks are within  $\frac{3}{4}$  of a mile from a proposed park, require developers to provide funds to maintain and improve the existing park.

Goal 4. **Park Acreage Acquisition Plan.** Grantsville will develop a plan to acquire land for the development of regional parks and recreational amenities through option or right of first refusal contracts, use of fee-in-lieu payments and grant opportunities.

1. Use option or right of first refusal contracts with landowners to secure acreage for future parks as property becomes available.
2. Develop a plan for using fees acquired from “fee in lieu” payments as development continues.
3. Seek grant opportunities to purchase land for regional parks and recreational amenities.
4. Set standards for regional/ neighborhood parks and recreational facilities.

#### **Strategies - Recreation And Open Space**

1. Formulate a coordinated, multiple-use trails plan that may be implemented on City-owned property and as a requirement of development approval, include trails with a maintenance plan that connect all areas of the city through natural areas.
2. Seek out state funds for recreation programs and facilities.
3. Acquire right-of-way for trail network as a new development is proposed.

## **Infrastructure + Public Facilities**

### **Introduction (Infrastructure And Public Facilities)**

#### **Culinary Water**

#### **Secondary Water**

#### **Water Sources**

#### **Natural Gas**

#### **Wastewater System**

#### **Power**

#### **Sanitation**

#### **Schools**

### **Emergency Preparedness + Resilience**

### **Anticipated Changes**

### **Goals + Policies - Infrastructure And Public Facilities**

### **Strategies - Infrastructure And Public Facilities**

## **Introduction (Infrastructure And Public Facilities)**

The City of Grantsville recognizes the need to provide capital facilities within the City to protect the health, safety, and property of the City and its citizens by maintaining the level of service for future generations which Grantsville City's residents, industries, and businesses have enjoyed.

The purpose of the public facilities chapter is to explain the various public facilities and services within the city, such as water and sewer. These services represent the public's investment in the development and operation of Grantsville. The public facilities chapter should be reviewed periodically and updated as necessary in order to meet the evolving needs of the City.

Development in the future will cause a demand for more public utilities. Estimates can be made about the demand that will exist in the future for these services based upon population projections and other information.

## **Culinary Water**

Water planning and the efficient use of water is a city-wide priority. Grantsville City has five (5) water sources, four (4) water storage tanks, and a distribution system consisting of pipelines ranging from 4-inches to 16-inches in diameter. The City's current distribution system meets the City's required level of service.

Deseret Peak has existing culinary water rights that have been deeded to the city.

## **Secondary Water**

The Grantsville Irrigation Company provides secondary water, but it is limited to the supply available.

## **Water Sources**

Grantsville City holds water rights available for municipal, recreation, and irrigation use. The City has also acquired other minor culinary water rights via standard development policy.

A sole source aquifer is defined as providing at least 50% of the drinking water to the population residing above the aquifer. Service areas of an aquifer are typically defined by well location. The term applies to projects that receive federal financial assistance and have the potential to contaminate a sole source aquifer in a manner that creates a significant hazard to public health. These aquifers are of critical importance for the people of Grantsville City.

Water source protection plans delineate protection zones according to state standards. Water source protection zones were created by the state specifically as a tool for local governments to adopt local ordinances that protect public drinking water. State rules and water source protection plans provide standards specifically for land uses authorized by local governments.

## **Natural Gas**

Grantsville City residents purchase their natural gas directly from Dominion Energy. Currently, there are no concerns about supply.

## **Wastewater System**

Grantsville City's wastewater collection system consists of trunk lines, interceptor lines, lateral mains, force mains, and

three lift stations. The sewer lines range from 8 to 18-inches. Wastewater is treated at the City's wastewater treatment plant located in the northeast corner of the City off Race Street. Wastewater is conveyed to the treatment plant and central trunk line through a series of interceptor pipelines and lift stations.

Future development will require expanding the wastewater system to accommodate the new growth. There are areas of the community that cannot be serviced by the currently existing system.

### **Power**

Rocky Mountain Power supplies Grantsville with electricity.

### **Sanitation**

Solid waste is hauled by franchised waste haulers in the city (currently Ace Disposal).

### **Schools**

Grantsville recognizes that it doesn't have statutory authority over the location and design of public schools. However, the City wants to continue to work with the School District to identify preferred areas for new facilities.

### **Emergency Preparedness + Resilience**

Grantsville City has a police department, including animal control, and a fire department, but contracts outside providers for its ambulance services. The City assesses impact fees for public safety capital improvement projects and future debt service related to these capital improvement projects.



### **Anticipated Changes**

- Predicting growth in a city is difficult due to a myriad of factors that influence it; however, there are some indicators that provide clues. In general, consideration for distribution of growth over the six planning areas has been based on proximity to infrastructure, historic growth patterns, proposed future development, and input from the City.
- In 2016, the City noticed that most of its new development was occurring in a localized area and not as evenly spread as anticipated in 2012. The City's experience leads them to believe that the population projection numbers are still expected, but the locations of development may require additional infrastructure or improvements to existing infrastructure to serve the accelerated growth on the south side of the City.
- The City's recent capital facilities plan and impact fee analysis included a rate study. The plan recommends slight increases to water and sewer user fees in order to maintain a positive fund balance.
- The City's capital improvements plan also anticipates the need to construct a new Public Works facility. The project costs for the Public Works facility would be funded by the water and sanitary sewer utility.
- With the growth of the Flux and West planning areas, an upper pressure zone water line connection will become more important between the City's existing culinary water tanks and sources. This will provide more evenly



distributed fire and demand storage to the different areas of the City. ● The City will need to serve the Flux & West planning areas with sewer to avoid a proliferation of septic systems that may contaminate / pollute the aquifer.

### **Goals + Policies - Infrastructure And Public Facilities**

**Goal 1. Provide quality public services.** Grantsville City will seek to adequately provide services to City residents by:

1. Protecting water sources from potential threats. 2. Developing and maintaining an accurate, fully-functional system for planning and infrastructure information (i.e. ArcGIS Online). 3. Exploring more opportunities to provide culinary and secondary water to residents that currently do not have access to it. 4. Ensuring that any future land uses do not jeopardize water source protection zones. 5. Not permitting large commercial or residential developments on septic systems and encouraging these uses to be located close enough to the sewer systems to connect. 6. Updating the current subdivision and site plan ordinances to require adequate planning for drainage and stormwater runoff. 7. Improving traffic along Main Street by allowing alternative transportation and reducing traffic speeds. 8. Ensuring all land use, infrastructure, service and resource allocation decisions shall be found to be consistent with the City General Plan recommendations and goals. 9. Formulating, and annually updating, a Capital Facilities Plan. 10. Appropriately maintaining the City's existing capital facilities. 11. Updating and monitoring the City's public improvement and construction standards. 12. Encouraging development within areas of the City where required infrastructure already exists. 13. Identifying and evaluating potential public safety hazards involving vehicular and pedestrian hazards and prescribing corrective actions. 14. Requiring configurations, designs and other development options that maximize safety of City residents and property in all development applications.

**Goal 2. Complete a detailed analysis of existing water resources and availability to meet development needs.**

1. Work with regional authorities or consultants to prepare a detailed study itemizing the availability of water. 2. Review water availability and projected demand growth to ensure that ample resources are available to support development.

### **Strategies - Infrastructure And Public Facilities**

1. Create a set of recommended and desired amenities within the community and work towards acquiring or creating the necessary infrastructure for such assets.

2. Expand the Capital Facilities Plan to include "roadmap" for the next ten (10) years of the municipality, focusing on:

a. Prioritized capital improvements projects b. Sidewalk and roadway improvements projects c. Recreational amenity creation within ½ of a mile of each residential structure d. System expansion and creation of a new sewer plant e. Expanded water system to NW quadrant of the City

3. Explore transportation options for critical corridors within the community, increasing transportation options. 4. Improve existing streets and reserve R.O.W. (right of way) for future streets.

## **APPENDIX**

[Implementation Recommendation - Zoning Code Update](#)

[Implementation Recommendation - Roles + Responsibilities](#)

[Implementation Recommendation - Best Practice Ideas](#)

### **Implementation Recommendation - Zoning Code Update**

The role of the general plan is to provide vision, direction, and rationale for the land use policies and capital improvements of the city. It is critical that the zoning ordinance aligns with the general plan to ensure a transparent development regulation.

As part of the 2019 plan update process, the consulting team conducted a review of the existing land use ordinance. The overall conclusion is that Grantsville should undertake a comprehensive and thorough update of its ordinances as resources are available. This will be a major undertaking, and until it can be done completely, the team recommended changes that would help improve the alignment in some of the most critical issues.

The recommendation report is available at these links:

Zoning Report (.pdf) <https://tinyurl.com/GvZoningReport-PDF>

Zoning Report (.docx) <https://tinyurl.com/GVZoning-docx>

### **Implementation Recommendation - Roles + Responsibilities**

In order to encourage and facilitate implementation of the general plan, the consulting team developed a summary of recommended roles and responsibilities. This matrix can be found at the following link:

- Roles and Responsibilities <https://tinyurl.com/GVRoles>

### **Implementation Recommendation - Best Practice Ideas**

[IDEA 1 - Improve Plan And Budget Integration](#)

[IDEA 2 - Community Clean-Up Initiative Enforcement](#)

[IDEA 3 - Agenda Alignment](#)

[IDEA 4 - Adequate Public Facilities \(Concurrence\)](#)

[IDEA 5 - Development Process Flowchart](#)

The following ideas are suggestions of implementation best practices. The City is not obligated to implement any of them or consider them policy.

- IDEA #1 - Improve Plan and Budget Integration
- IDEA #2 - Community Clean-Up Initiative Enforcement
- IDEA #3 - Planning Commission Agenda Alignment
- IDEA #4 - Adequate Public Facilities (Concurrence)
- IDEA #5 - Development Process Flowchart

#### **IDEA 1 - Improve Plan And Budget Integration**

Budget is policy, and planning without investing in its implementation is largely a waste of everyone's time. City leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- Host an annual pre-budget retreat with the commission and administration. The City Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the City's long-range goals.
- Conduct a biannual "Discovery" event. An outside party could facilitate a "discovery" discussion for existing and prospective City Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in "taking the long view" like this will result in better policy and budgets into the future.

#### **IDEA 2 - Community Clean-Up Initiative Enforcement**

Update the land use code to outline a clear process for enforcing clean-up efforts:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for City-initiated efforts on properties in violation
- explore ways the City can assist cleanup initiatives by supporting disposal efforts

#### **IDEA 3 - Agenda Alignment**

Although every community is different in the details of how it operates, the one thing they have in common is a council / commission that makes decisions that affect the whole enterprise. Because they must deal with several short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Municipalities need a way to standardize the implementation of their long-term goals. The way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- Incorporate the long-term goals into their regular meetings. Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don't help achieve a priority goal are moved to the bottom.
- Formally establish an "implementation champion". Assign someone on the City Council or Planning Commission to monitor the implementation of the plan's goals and strategies. Require a public report to be created quarterly.

#### **IDEA 4 - Adequate Public Facilities (Concurrence)**

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at a specified level of service (LOS) standards.

The "adequacy" requirements provide that, for a development project to be approved, infrastructure must be conform to level-of-service standards in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to ensure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and, it is decreased as other development comes on-line. Development approvals can be denied, deferred, or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

#### **IDEA 5 - Development Process Flowchart**

A clearly-defined approval process will facilitate better understanding of the City's requirements for development approvals. This will help applicants understand what is expected of them and might even help the City ensure due process.

These flowcharts could be incorporated into brochures and development applications. It is important that the process is also formally incorporated into the land use ordinance.



## **APPENDIX PART 2**

### **Community Surveys**

#### **Regional Context + Anticipated Changes (Appendix 2)**

#### **Community Characteristics (Appendix 2)**

#### **Socioeconomic Indicators (Appendix 2)**

#### **Opportunities + Constraints (Appendix 2)**

### **Community Surveys**

A series of community surveys were conducted to gather resident feedback about the future of Grantsville. The results from the survey have been used to guide the goals and policies outlined in this plan. This process was completed to ensure that the plan adequately reflects the viewpoint of the residents of Grantsville. Residents were asked questions about the elements outlined in the general plan, identifying areas of interest or concern. One specific question they were asked was what the top priorities of the City should be over the next five years. According to the results, the top five priorities of Grantsville residents include:

- Increasing economic development opportunities within the community
- Increasing public safety along roadways and at community facilities
- Providing necessary amenities to local youth to ensure a safe and drug-free environment
- Improving the financial stability of the city
- Retaining the small town charm that is attractive to Grantsville Residents, while providing necessary resources or services for day to day uses

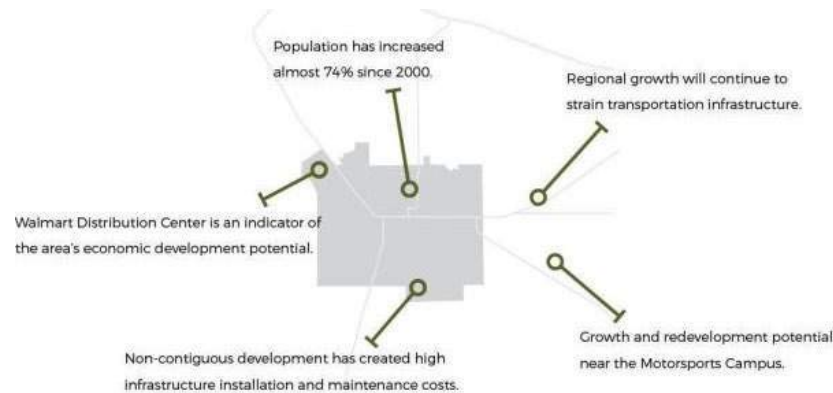
### **Regional Context + Anticipated Changes (Appendix 2)**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

Residents of Grantsville provide a workforce for mineral extraction and waste disposal companies located in the west desert and around the south arm of the Great Salt Lake as well as warehousing, distribution, and manufacturing services located in the Tooele Valley.

*Note that unless otherwise noted, all numbers used in this section of the plan are from the US Census, American Community Survey.*

- Drivers of change
  - Increasing infrastructure costs to meet demand for residential purposes
  - Limited resources for residential properties, specifically water
  - An abnormally large amount of residential development within the city over the last five (5) years
  - Loss of commercial amenities within the community (clothing stores, sporting goods, etc.)
- Certainties / Uncertainties
  - Certainties - The City of Grantsville has a few certainties that will negatively or positively affect the community:
    - Growth will continue at the current or higher rate
    - Resources will become more scarce as development intensifies
  - Uncertainties - The City of Grantsville has several uncertainties that must be carefully managed to ensure the community vision is met:
    - The effect of growth on the character of the community
    - How closely the rate and location of development follows plan expectations



### **Community Characteristics (Appendix 2)**

#### **COMMUNITY DRAW**

#### **GROWTH PRESSURE**

#### **RURAL CHARACTER**

#### **CONVENIENT ACCESS**

#### **SMALL BUT GROWING LOCAL ECONOMY**

### **COMMUNITY DRAW**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville for its small town

character and family-friendly way of life.

**GROWTH PRESSURE**

In recent years, the City has witnessed unchecked and unprecedented growth pressures as the Salt Lake Valley continues to expand west in search of increased housing opportunities. Currently, the City is experiencing issues with levels of service caused by the influx of additional residences. As growth continues within the municipality, it is critical that the development be planned and prepared for, ensuring that the quality of life is preserved for current and future residents.

**RURAL CHARACTER**

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community’s simpler and safer environment.

**CONVENIENT ACCESS**

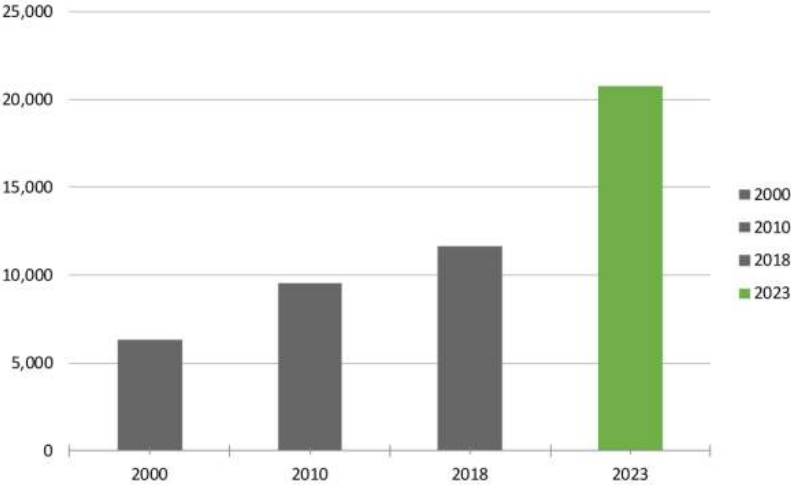
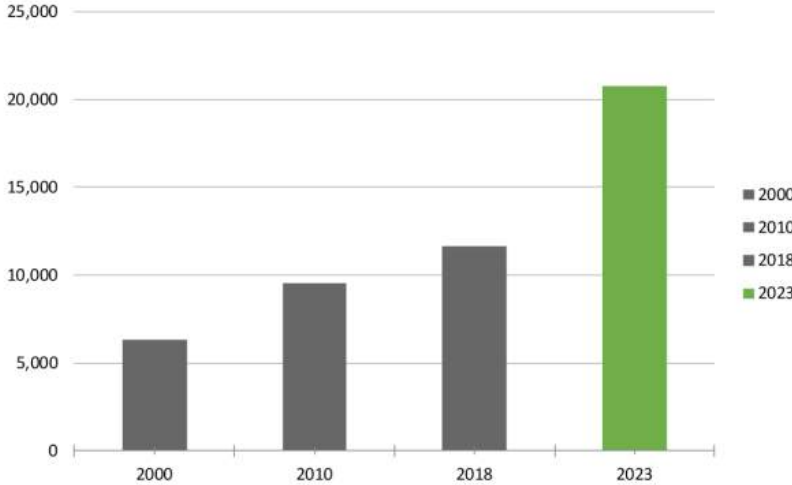
Grantsville is conveniently located within proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

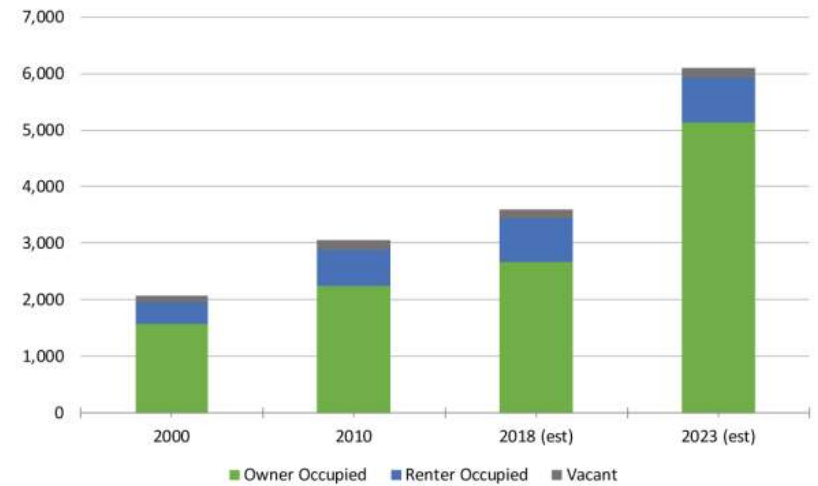
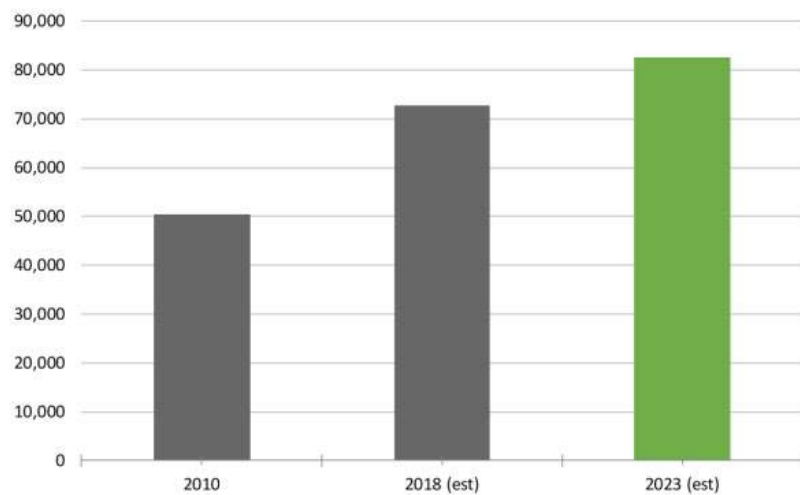
**SMALL BUT GROWING LOCAL ECONOMY**

More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year, outpacing population growth and average inflation costs. Continuing to broaden the local economy keeps jobs closer to home and increase community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, the multitude of residents still admit to leaving the municipality or ordering online to meet necessary goods or services.

**Socioeconomic Indicators (Appendix 2)**

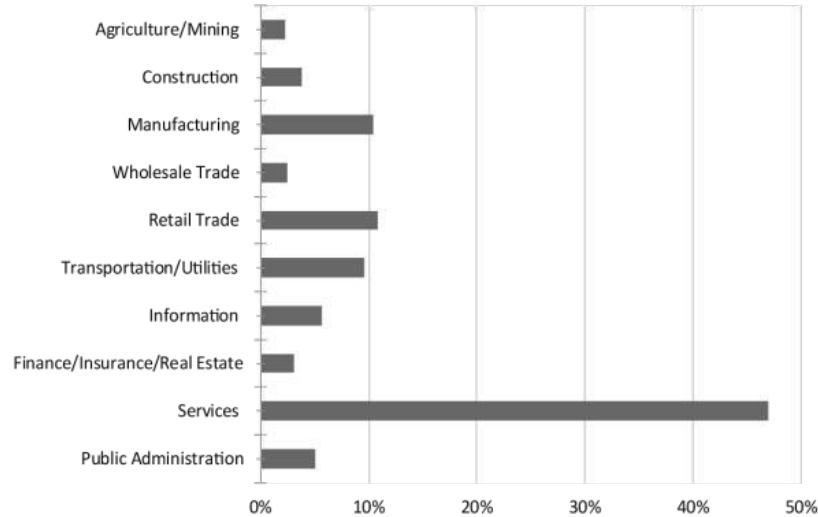
Following are key community statistics for the City of Grantsville. The information was collected to assist in developing the land use policies contained in this plan. All the information and graphics are based upon ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data was collected from Utah State Tax Commission. Population data was collected from the US Census Bureau. Consumer Price Index data was collected from the US Bureau of Labor Statistics.

POPULATION	HOUSEHOLDS
The 2018 population was 11,193. The rate of change since 2010 was 2.4% annually. The five-year projection for the population in the area is 20,741 representing a change of 12.3% annually from 2018 to 2023. Currently, the median age is 30.7 (the statewide is also currently 30.7).	The household count in Grantsville has changed from 2,874 in 2010 to 3,449 in the current year, a change of 2.24% annually. The five-year projection of households is 5,921, a change of 11.41% annually from the current year total. Average household size is currently 3.36, compared to 3.31 in the year 2010. The number of families in the current year is 2,749.
	
INCOME	HOUSING UNITS
The 2018 estimated median household income in Grantsville is \$71,796, compared to \$67,456 in the county, and \$74,181 for the rest of the state. Median household income is projected to be \$82,470 in five years. Current per capita income is estimated to be \$23,645 in the area.	It is estimated that 74.3% of the 3,592 housing units in the area are currently owner occupied; 21.7%, renter occupied; and 4.0% are vacant. The annual rate of change in housing units since 2010 is 7.48%. Median home values are estimated to be \$221,596. In five years, the median value is projected to change by 7.54% annually to \$318,729.



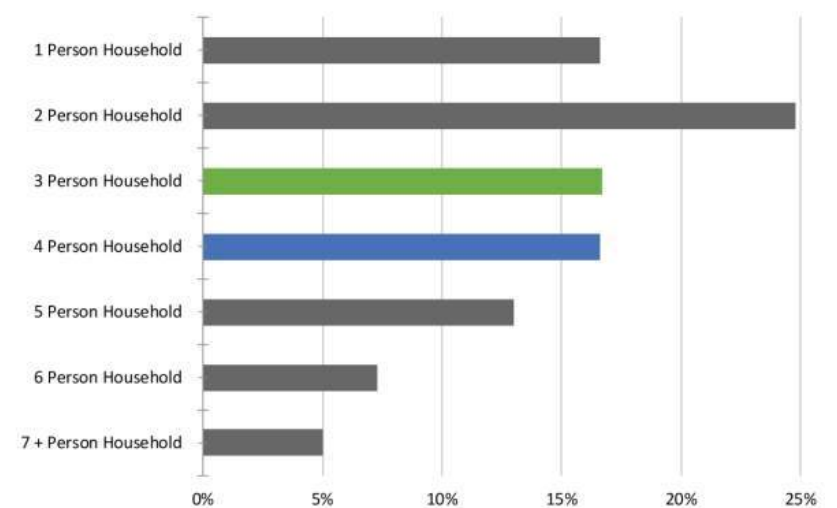
## EMPLOYMENT

Employment within the community is currently limited to services and retail opportunities. Many of the trades/professions outlined below illustrate the “bedroom community” where commuters transit to work and return home at night.



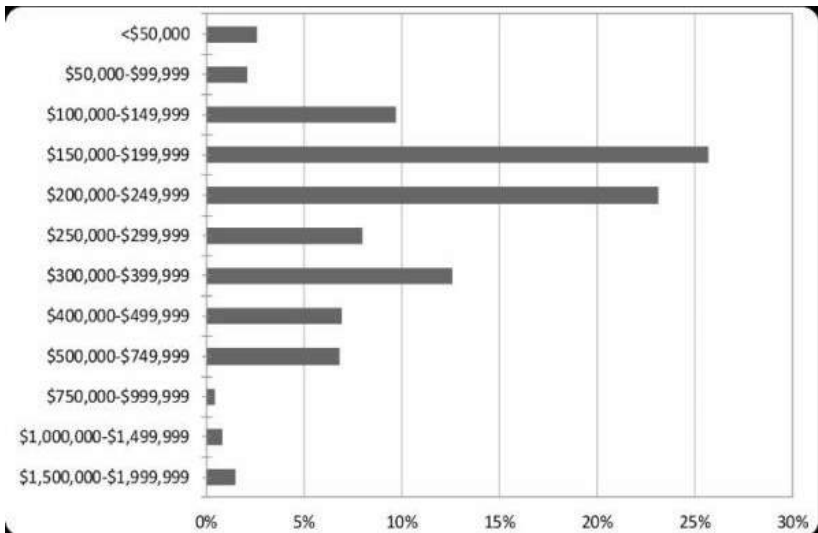
## HOUSEHOLD SIZE

Grantsville has an average household size similar to both Tooele County and the State of Utah.



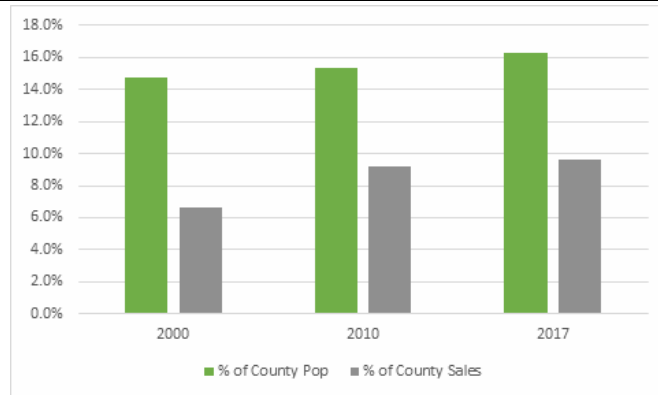
## HOUSING VALUES

Housing values within the municipal limits are significantly lower than other regional communities. Due to this, many areas within the community are experiencing additional growth beyond the state average.



#### TAXABLE SALES AS A PERCENT OF TOTAL COUNTY SALES

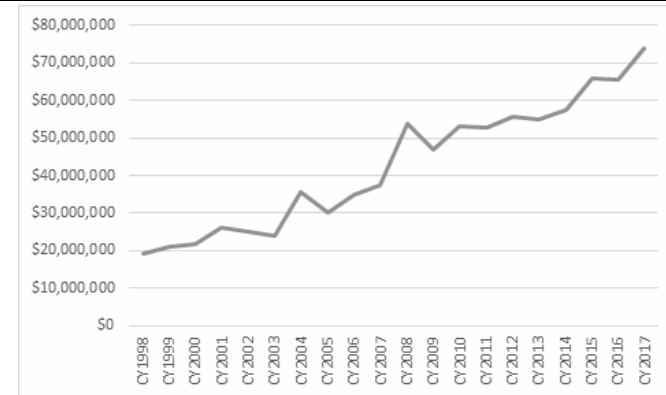
The City has increased its share of total County taxable sales at a steady pace since 1998 compared to population growth which means more dollars are staying in the City.



**\*NOTE: All the information and graphics outlined above are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.**

#### TAXABLE SALES INCREASE

Taxable sales in the City have grown 7.39% annual average growth since 1998. Population growth (3.61%) and consumer price index growth (1.95%) make up approximately half of that increase. The balance represents more money being spent in the local economy.



#### Opportunities + Constraints (Appendix 2)

##### [Recreation And Housing](#)

##### [Infrastructure And Transportation](#)

##### [Community Character And Economy](#)

As a result of the various public input strategies utilized, a set of opportunities and constraints were created to provide a clear and defined vision for the community, outlining the potential barriers and assets that will affect the community. Outlined below are the results, broken down by category:

#### Recreation And Housing

Opportunities	Constraints
<ul style="list-style-type: none"> <li>Convenient Access. Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.</li> </ul>	<ul style="list-style-type: none"> <li>Recreational amenities are clustered around one geographic region of town. Residents outlined the fact that the most notable, accessible, and improved recreational facilities are located toward the center of town and not easily accessed by new developments.</li> </ul>
<ul style="list-style-type: none"> <li>Ample land is available around the perimeter of Grantsville, allowing for expansion of recreational</li> </ul>	<ul style="list-style-type: none"> <li>Recreational opportunities are often bound by roadways. While the roadways provide convenient access to</li> </ul>

opportunities into regional amenities (i.e. trails along foothills).	recreational facilities, there are many areas that are wholly defined by roadways or artificial barriers. This is causing “islands” of recreation that are hard to access for pedestrians and bicycles.
<ul style="list-style-type: none"> <li>● Strong sense of pride and community ownership. Almost two-thirds of Grantsville residents that responded to the public survey have lived there for 10+ years. For the most part, people that moved to Grantsville want to remain there.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate parking at privately held access points for recreational amenities. Residents noted that parking was not immediately available at trailheads where private landowners controlled access to unimproved trails.</li> </ul>
<ul style="list-style-type: none"> <li>● The family-friendly atmosphere and relationships between community members in Grantsville is an asset.</li> </ul>	<ul style="list-style-type: none"> <li>● Many residents voiced concerns that there are not a lot of after school options for youth and consider a “Rec Center” as a solution.</li> </ul>
<ul style="list-style-type: none"> <li>● Increased Density. Ample areas for increased housing density in the downtown core and immediately adjacent areas</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of Options. Residents are vocal about not having adequate and affordable housing for first-time home buyers or lower-income families.</li> </ul>
<ul style="list-style-type: none"> <li>● Define areas of growth. Define areas of higher density or non-single family housing through codes and restrictions</li> </ul>	
<ul style="list-style-type: none"> <li>● Retain “large” residential lots. While most residents and respondents found it acceptable for increased land-use density within the community core, they desired to retain 1/4 or 1/2 acre lots for residential uses.</li> </ul>	

#### **Infrastructure And Transportation**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Recent upgrades - The City of Grantsville has recently completed numerous upgrades to the infrastructure systems throughout town, specifically the water and sewer lines under Main Street, as well as its natural gas system soon.</li> </ul>	<ul style="list-style-type: none"> <li>● Hwy 138 experiences waves of demand because of the heavy truck traffic, proximity of the high school, and the Wal-Mart employment center. This road is also the primary commuting route.</li> </ul>
<ul style="list-style-type: none"> <li>● Infrastructure system longevity - Currently the City of Grantsville is designing and installing infrastructure and rightsizing projects that will allow for adequate growth and development throughout the community.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of sidewalks. Some areas along main streets and near schools don’t have sidewalks.</li> </ul>
<ul style="list-style-type: none"> <li>● Most of Grantsville’s roadways within the core have wide Right of Way that would facilitate new bike lanes.</li> </ul>	<ul style="list-style-type: none"> <li>● Sporadic Development. In recent years, development within the community has been approved according to regulations, yet the regulations were not properly altered to correct a “scattered” development pattern.</li> </ul>
	<ul style="list-style-type: none"> <li>● Inadequate stormwater systems. The community currently has inadequate stormwater systems to properly convey water away from paved surfaces, creating pooling or ponding issues at curbs and on the roadway.</li> </ul>
	<ul style="list-style-type: none"> <li>● Despite regular maintenance, roadways are often in poor condition. Included in this constraint is roadway pavement, curbing, sidewalks, and crosswalks. This is noticeable at most side streets, and especially along the Main Street corridor at all crossing locations within the UDOT Right of Way.</li> </ul>
	<ul style="list-style-type: none"> <li>● Residents are concerned with water resource availability and pricing.</li> </ul>

#### **Community Character And Economy**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Retain small town charm. There is a strong desire among residents to retain the small town charm that makes up their community, including: architecture, lot sizes, preservation of agricultural activity, access to shopping/retail and a Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Finite amounts of land. While there is currently ample amounts of land available for development, the community will quickly see a diminishing amount of land available for development if the larger lot theory plays-out.</li> </ul>
<ul style="list-style-type: none"> <li>● Increase unification among town. Residents showed a desire to increase the opportunities where unifying characteristics can be utilized within the community, specifically to create an overall unified community theme or appearance. This includes, creation of unified signature styles, utilization of the new logo on multiple items (benches, banners, bike racks, etc.), and increased ordinances for building appearance or maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>● Increased infrastructure costs. Larger lots and less dense land-use increase the costs for construction and maintenance on infrastructure systems due to the distances necessary.</li> </ul>
<ul style="list-style-type: none"> <li>● Lack of diversity in retail/commercial. The community has a strong desire to increase the variety of restaurants, retail and commercial amenities along the Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate water for increased development. It is the perception of many residents that there are not enough water resources (well or culinary system) to allow for development to continue within the municipality.</li> </ul>
<ul style="list-style-type: none"> <li>● Support infill of “GAP” services. There is a desire for necessary services to be fulfilled within the community. The community was noted as stating there were basic services missing such as: dry cleaners, outdoor and recreation outfitters, clothing stores, etc.</li> </ul>	<ul style="list-style-type: none"> <li>● Proximity to regional retail/commercial hubs. Grantsville is within proximity of the Salt Lake metro area and the county seat (Tooele) where a myriad of other services or retail goods can be attained. This proximity will require local businesses and individuals to be in competition with the nearby regional attractors.</li> </ul>
<ul style="list-style-type: none"> <li>● Available properties for development. There are ample properties along the Main Street corridor that are available for preservation and development opportunities.</li> </ul>	

## **Public Input Summary**

The Grantsville Planning Commission and City Council placed a very high priority on public input. The project began with public notice, and a series of public meetings and surveys were conducted. The initiative generated an email list of over 400 residents and business owners that asked to remain informed about major steps in the development of the plan, and the public open house events were very well-attended.

Information and examples about the public interaction are at the following links:

- Community Survey #1 Report <https://tinyurl.com/GvPublicSurvey1>
- Community Survey #2 Report <https://tinyurl.com/GvPublicSurvey2>
- Initiative marketing example (poster) <https://tinyurl.com/GvPoster1>
- Initiative marketing example (postcard) <https://tinyurl.com/GvPostcard>
- Example of comments generated at a public event <https://tinyurl.com/GvPublicCommentExample>

# **AGENDA ITEM #3**

Consideration of a proposed rezone for parcels 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the General Manufacturing (MG) district, resulting in approximately 51.6 acres being zoned MG.



## STAFF REPORT

**To:** Grantsville City Planning Commission

**From:** Shelby Moore, Planning and Zoning Administrator

**Meeting Date:** February 3<sup>rd</sup>, 20206

**Public Hearing Date:** February 3<sup>rd</sup>, 20206

**Re:** Consideration of a proposed rezone for parcels 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from **A-10 (Agricultural)** to the **General Manufacturing (MG)** district, resulting in approximately **51.6 acres** being zoned MG.

## Existing Zoning and Land Use

- **Current Zoning:** A-10 (Agricultural)
- **Proposed Zoning:** General Manufacturing (MG)
- **Existing Use:** Agricultural land

## Analysis

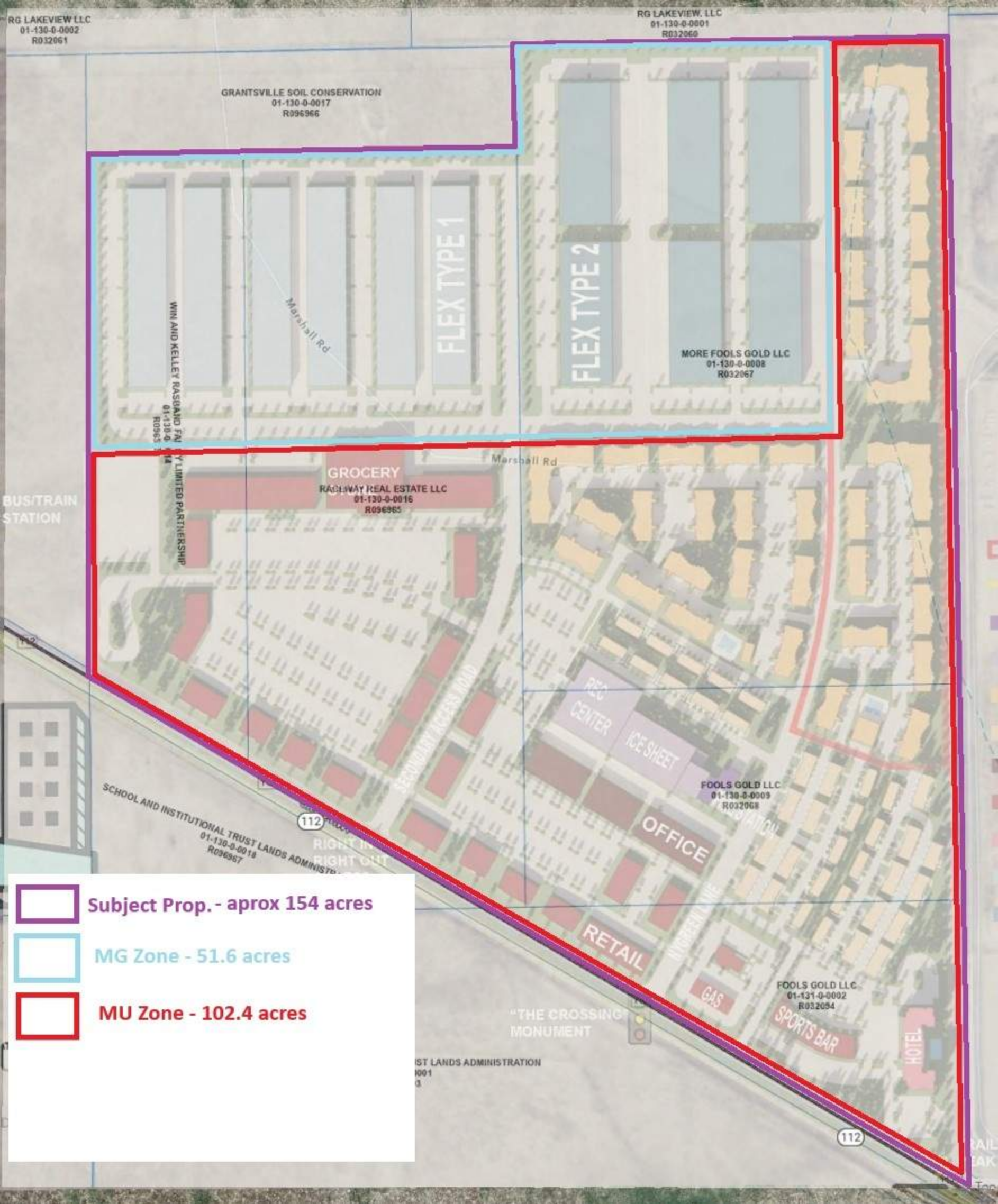
The proposed MG zoning is intended to support employment-generating industrial and manufacturing uses within the subdivision. The location and scale of the parcels are appropriate for General Manufacturing, providing separation from purely residential areas while allowing compatibility with adjacent mixed-use development.

Rezoning these parcels supports economic development objectives by providing land suitable for manufacturing, warehousing, and related uses. The MG district allows for higher-intensity employment uses while maintaining performance standards to mitigate potential impacts such as noise, traffic, and emissions.

## Findings

1. The rezone supports job creation and economic diversification.
2. Adequate access and infrastructure can be provided to serve General Manufacturing uses.





RG LAKEVIEW, LLC  
01-130-0-0002  
R032061

RG LAKEVIEW, LLC  
01-130-0-0001  
R032060

GRANTSVILLE SOIL CONSERVATION  
01-130-0-0017  
R096966

WIN AND KELLEY RASBAND FN  
01-130-0-0003  
R096965

FLEX TYPE 1

FLEX TYPE 2

MORE FOOLS GOLD LLC  
01-130-0-0008  
R032067

BUS/TRAIN  
STATION

GROCERY  
RAILWAY REAL ESTATE LLC  
01-130-0-0016  
R096965

Marshall Rd

UNLIMITED PARTNERSHIP  
01-130-0-0004  
R096965

SECONDARY ACCESS ROAD

REC  
CENTER

ICE SHEET

FOOLS GOLD LLC  
01-130-0-0009  
R032068

OFFICE

RETAIL

GAS

FOOLS GOLD LLC  
01-131-0-0002  
R032054

SPORTS BAR

HOTEL

"THE CROSSING"  
MONUMENT

ST LANDS ADMINISTRATION  
R001  
03

112

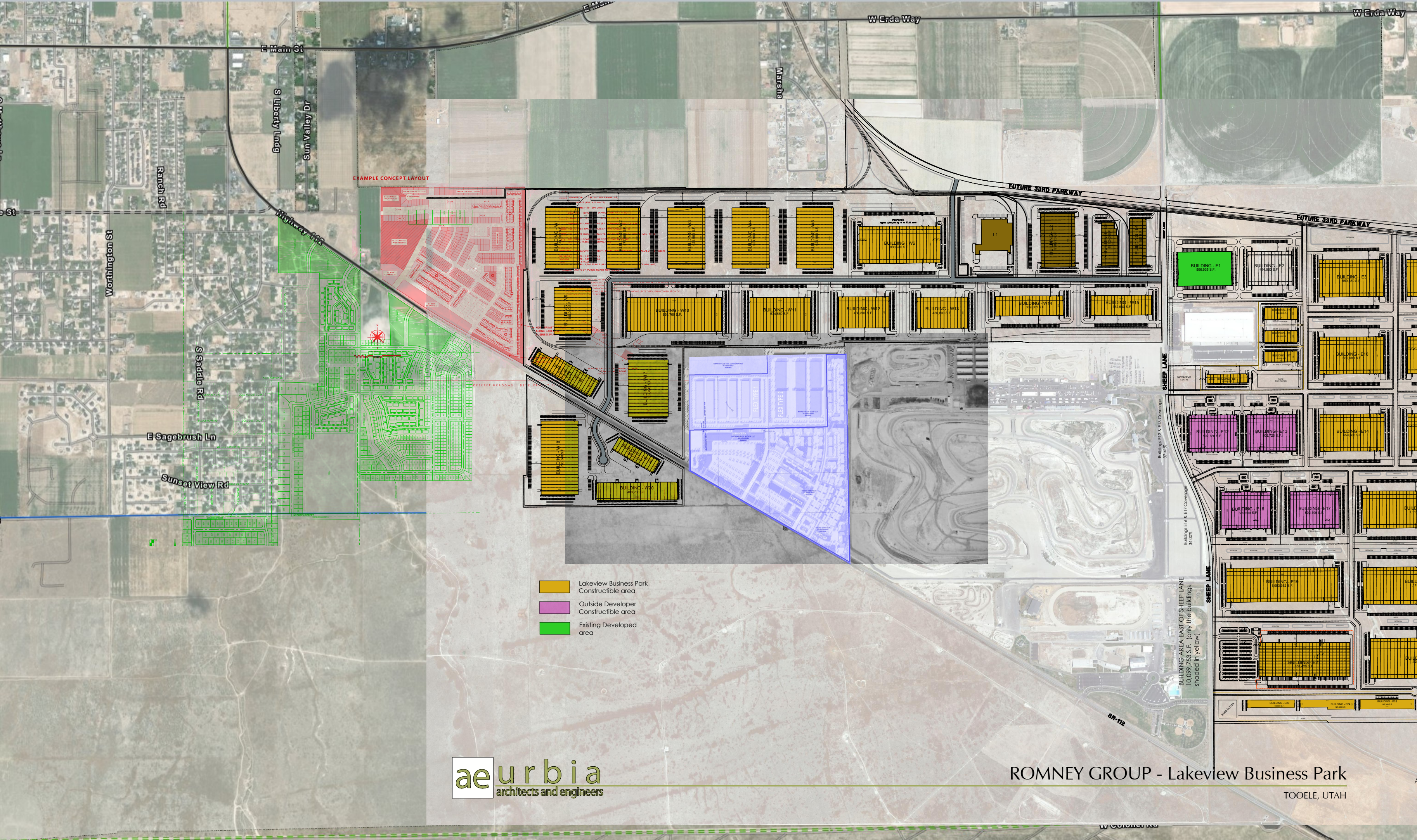
Subject Prop. - aprox 154 acres

MG Zone - 51.6 acres

MU Zone - 102.4 acres

RAIL  
PEAK  
TOP











GRANTSVILLE CITY  
BOUNDARY

LOT 7 LOT 8

LOT A

LOT 3

MILLER  
MOTORSPORTS  
PARK, PUD NO

LOT 2

441 South Sheep Lane

LOT 1

512 South Sheep Lane

### LEGEND Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Outlined on this map is the proposed Future land use map for the City of Grantsville:

**Commercial**  
(A variety of commercial, retail, office and light industrial associated with a retail presence fronting street with special approval)

**Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are compatible. Heights are limited to two stories or a maximum of 33' above grade at street. Three stories above grade at street and/or 15 units per acre may be approved with special considerations of landscaping, buffering and architectural design that fit the scale of the surrounding properties in the zone.)

# Deseret Peak Planning Area

SPORTS  
PUS

LOT 1

AK PUD PHASE 5

DESERET  
PEAK  
COMPLEX

LOT 109

LOT 2

LOT 108

LOT 107

LOT 106

LOT 105

LOT 104

LOT 103

LOT 102

LOT 101

DESERET PEAK COMM. PUD  
(UNDEVELOPED IN 2009)

COLONEL ROAD

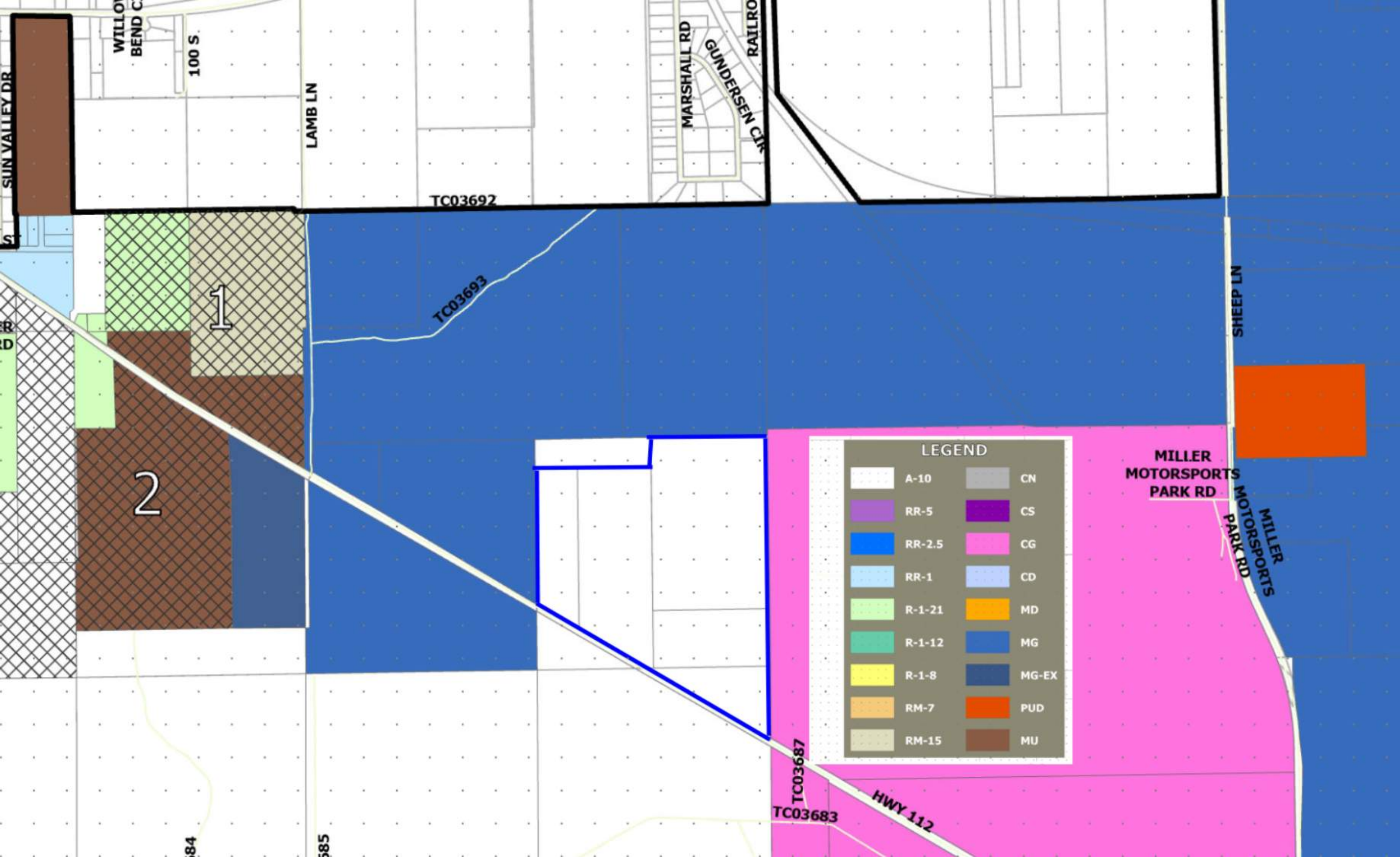
LOT 112

LOT 113

LOT 114

SHEEP LANE





## **Executive Summary**

### **Land Use**

- Maintain Community Character – Preserve the small town feel and atmosphere through appropriate land use and preservation methods.
- Manage Growth – Manage growth within the community to ensure adequate densities are met and infrastructure costs are attainable.
- Support a Mixture of Land Uses – Create a more diverse and inclusive mixture of land uses within the community, specifically the downtown corridor.

### **Community Design**

- Create a Congruent Community – Create a community that has adequately dense property development to ensure the small town character is retained.
- Provide for Pedestrians – Provide a safer and more convenient atmosphere for pedestrians throughout the community.
- Improve the Streetscapes – Improve the streetscape realm within the community by providing a consistent and adequately designed pedestrian space.
- Personify the Uniqueness of Grantsville – Ensure that building styles, densities and characteristics match the already unique styles of Grantsville.
- Preserve the City's History – Grantsville has a unique and specific history. Work to preserve and personify this character-building history.

### **Economic Development**

- Define the Core – Define the core commercial district and provide adequate amenities or services to attract development for infill of this space.
- Create Priority Areas – Prioritizing areas for development will help encourage appropriate DIRT (Duration, Intensity, Rate & Timing) of development to match the community needs.
- Provide Business Incentives – Where necessary, provide incentives to new business start-ups or existing business expansions to encourage community growth and job creation.

### **Transportation**

- Provide for Future Needs – As Grantsville continues to grow, additional primary and collector roads will need to be created. Work with the public and regional authorities to identify and prepare the community for these roadways.
- Coordinate with Local Agencies – Coordinate with UDOT and Tooele County on roadway projects.
- Develop a Plan – Create a comprehensive transportation system map to provide a clear and concise message to the public about future roadway work.
- Maintain and Improve the Streetscape – Create a functional and visually appealing streetscape.

### **Housing**

- Diversify Housing Stock – Encourage adequate density of housing stock within the community per UCA 10-9a-403(2)(b)(iii)(P-U).
- Improve Quality – Improve the quality of housing within the community to attract new tenants.
- Encourage Affordable Housing – Work with and incentivize local developers to create vital affordable housing within Grantsville.

### **Recreation & Open Space**

- Maintain and Improve Parks – Improve park amenities and maintain them to a high level of service.
- Improve Recreational Opportunities – Work with local residents and regional partners to create improved recreational opportunities that will improve the quality of life for local residents and attract new visitors.
- Increase Cooperation – Increase cooperation among local property owners, developers and the municipality. Maintaining an outstanding park will require a clear and concise agreement of who is responsible to create, maintain and improve each recreational amenity.

## **Infrastructure**

- Provide Quality Services – Provide efficient, cost effective and reliable services or amenities to residents.
- Conduct a Detailed Analysis of Available Water – Residents are concerned about the availability of water. Conduct a detailed analysis of the water supply to ensure adequate water service is available for future needs.



## **Introduction**

[State Law And Grantsville City's Plan](#)

[Purpose Of This Plan](#)

[Development Of This Plan](#)

[Amending The General Plan](#)

[Implementation](#)

[Next Steps For This Plan](#)

## **State Law And Grantsville City's Plan**

This general plan update will serve as a framework for Grantsville decision makers as the community continues to experience change, altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals and general welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represent the consensus and vision for the community as well as the goals for the near and distant future.

## **Purpose Of This Plan**

The purpose of the general plan is to provide a set of defined community visions and goals for Grantsville to focus on for the decade that follows final acceptance of the plan. The Grantsville General Plan is not intended to be a static document. Rather, it is intended to be used regularly by local officials and residents to identify and direct where various activities will be located; which strategies the city will encourage and which requirements necessitate their establishment; to identify priorities for city actions and resource allocation decisions; and to identify the provisions of required services and their adopted standards.

## **Development Of This Plan**

Public participation in formulating this plan shaped its content and direction. All information outlined was prepared based upon and incorporating much of the public's valuable feedback.

The Grantsville Planning Commission and City Council placed a high priority on public involvement in the development of this plan, requiring a thorough and detailed public awareness and input campaign to be completed. Public participation strategies utilized in the formulation of this plan included public surveys and open house events, stakeholder meetings, an initiative website, and public hearings.

A summary of the results from each format of community input can be found in the appendix section of this document.

## **Amending The General Plan**

This document should be reviewed at least annually, and updated as the need arises, in order to provide responsible and well-formulated public policy for community decisions.

When necessary, the process for amending the plan, as outlined in Utah state law and local ordinances, requires adequately noticed public hearings, and formal action by Grantsville's Planning Commission and City Council.

## **Implementation**

Implementation of the General Plan by the Mayor, City Council, and Planning Commission fulfills the Plan's purpose and ensures that the community's voice and vision are heard. Each element of the comprehensive plan provides background and context materials as well as goals, policies, and potential action steps for the community to undertake to achieve the plan's vision.

Implementation of the strategic plans or goals should be reviewed annually and amended as needed to ensure the goals are being met.

## **Next Steps For This Plan**

While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of "Who, What, When, Where and How" of each goal. To ensure that the community's vision is realized, the City of Grantsville will undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan will include:

- Proposed steps for implementation
- Timing for each recommendation
- Funding availability
- Long-term financial needs and recommendations

## **Community Vision Statement + Core Values**

### **Community Vision**

### **Community Core Values**

### **Community Characteristics**

### **Regional Context + Anticipated Changes**

### **Socioeconomic Indicators**

### **Land Capacity Analysis**

## **Community Vision**

A community vision statement is a brief synopsis that “boils down” a myriad of strategies and recommendations into a single sentence. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan. All recommendations and elements of this plan are based on this vision. The final Community Vision statement for the Grantsville General Plan is:

“GRANTSVILLE IS A COMMUNITY THAT PRESERVES VALUES AND PROVIDES AN IMPROVED QUALITY OF LIFE FOR RESIDENTS.”

The vision statement takes information like the history of the City, socioeconomics, resident opinion, and the development capacity of the land into consideration. This statement can be amended as the visions and goals of residents within the community adapt.

## **Community Core Values**

Core values of a community are specific statements that illustrate the residents’ desires and needs for their community. These values support and prescribe the future of the community, while remaining adaptable to the ever-changing nature of a municipality. Grantsville values include:

- Retain the feel and atmosphere of a small community
- Offer an increased quality of life for residents, regardless of age or socioeconomic status
- Attract and retain necessary amenities or services to encourage residents to shop locally
- Support development of the local tax base
- Provide affordable housing options that meet local needs and local socioeconomic characteristics for residents
- Support business development for local employment opportunities.

## **Community Characteristics**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville due to the small town character and family-friendly way of life.

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All of these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community to raise families in a simpler and safer environment.

## **Regional Context + Anticipated Changes**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

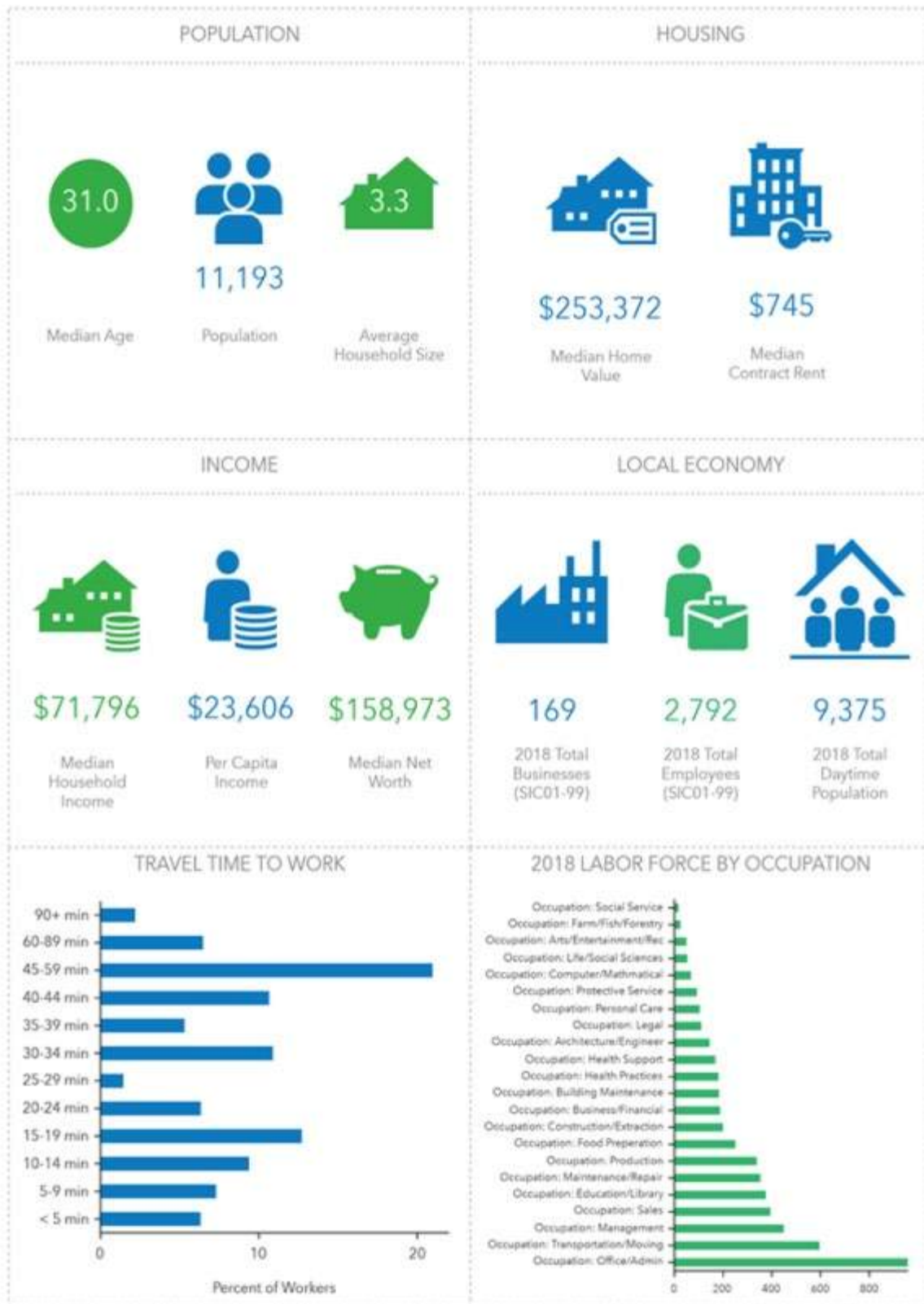
Grantsville is conveniently located within close proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year outpacing population and inflation growth. Continuing to broaden the local

economy keeps jobs closer to home and increases community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, a majority of residents still admit to leaving the municipality or ordering online to meet necessary goods or services needs.

**Socioeconomic Indicators**

Outlined in the below infographic are key community statistics for the City of Grantsville. The land use policies are intended to correlate with population and employment projections. The infographic is a summary of the charts starting on page 52 of the Appendix. NOTE: All of the information and graphics below are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.

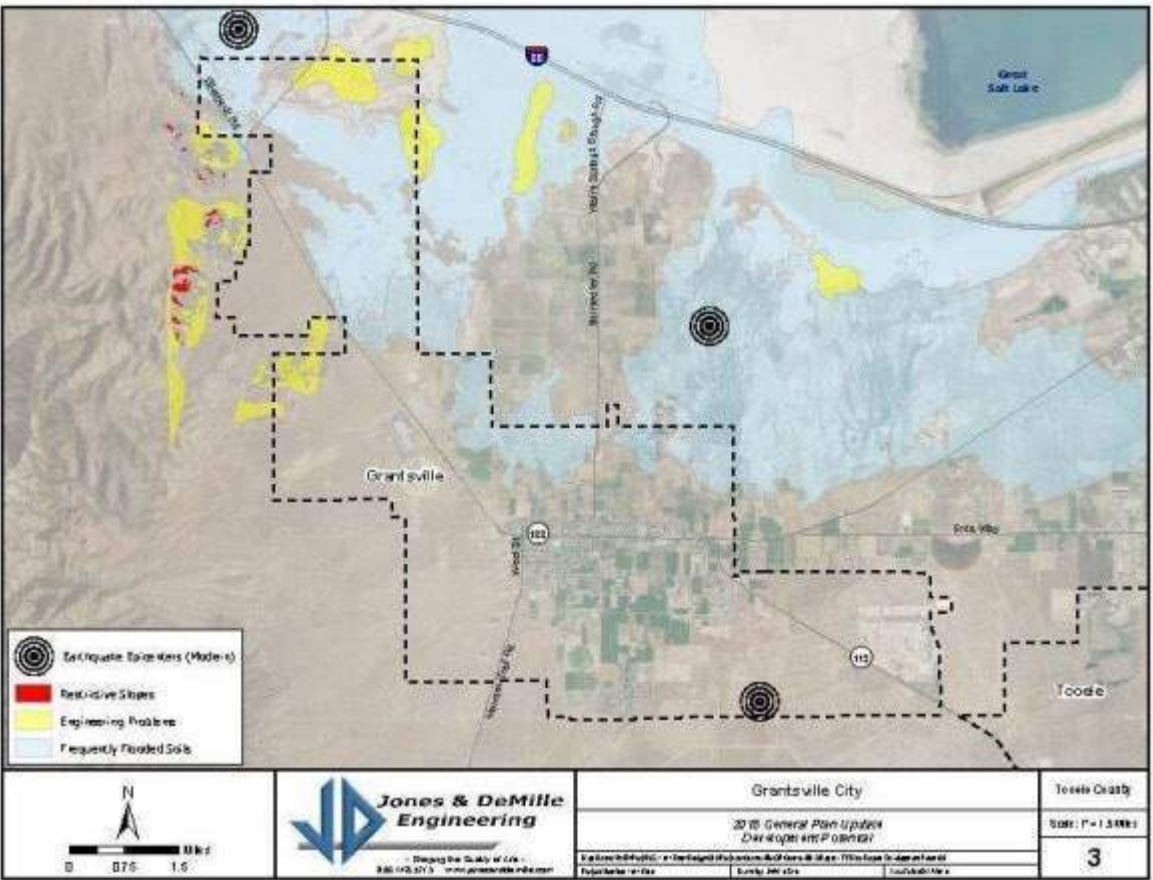


## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the City. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, as well as potentially problematic slopes, soils, or drainage.

The City’s development potential is somewhat constrained because of the high water table on the North side of town. It should be noted that this area will require additional geotechnical analysis to determine the highest and best use for the land. All proposed uses should be properly vetted and ensure that they meet the future land use and density regulations.

The map below indicates problematic areas that will require special consideration when reviewing development requests.





## [Land Use](#)

### [Conditions Prior To Implementation](#)

### [Land Use Designations](#)

### [Future Land Use Map](#)

### [Annexation](#)

### [Goals + Policies + Land Use](#)

### [Strategies - Land Use](#)

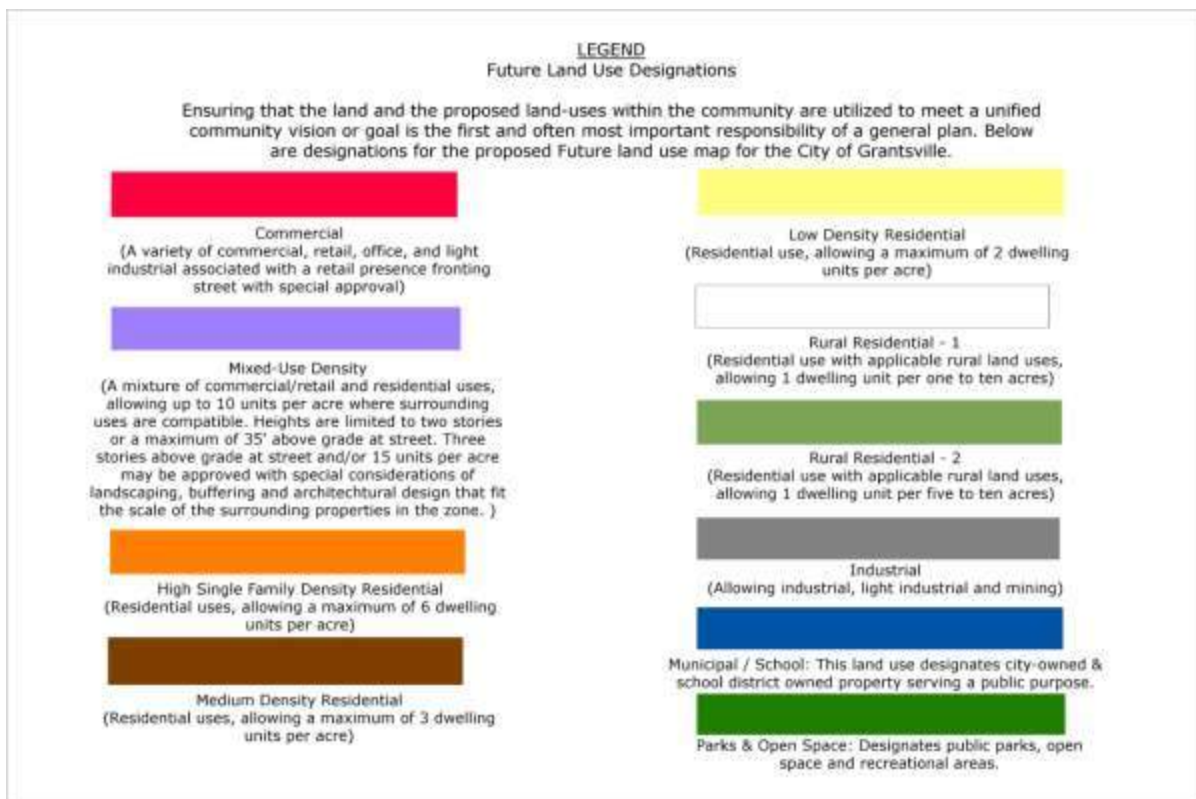
## **Conditions Prior To Implementation**

The land-use development patterns in many areas within the City of Grantsville are non-contiguous, and scattered. This has created an undue hardship for the residents and municipality to maintain.

- Growth and development of land has not been retained or centralized to a location.
- Infrastructure is not adequately located or spaced to support development.
- Current growth is not meeting smart growth principles which are necessary to ensure adequate resources are available within the High Desert region; specifically, to condense development opportunities and infill development along currently existing infrastructure systems.
- Residential development is currently being experienced along the periphery of the community, leaving voids within central community locations.

## **Land Use Designations**

“Future Land Use” is characterized as the way that the community would like to see the area develop and grow generally. As zoning changes are proposed and annexations are requested, this map should be utilized as a guide to Planning Commission and City Council members on where these requests are appropriate and where they are not. The foundational basis of the City’s Zoning Districts can be found in the following designations:



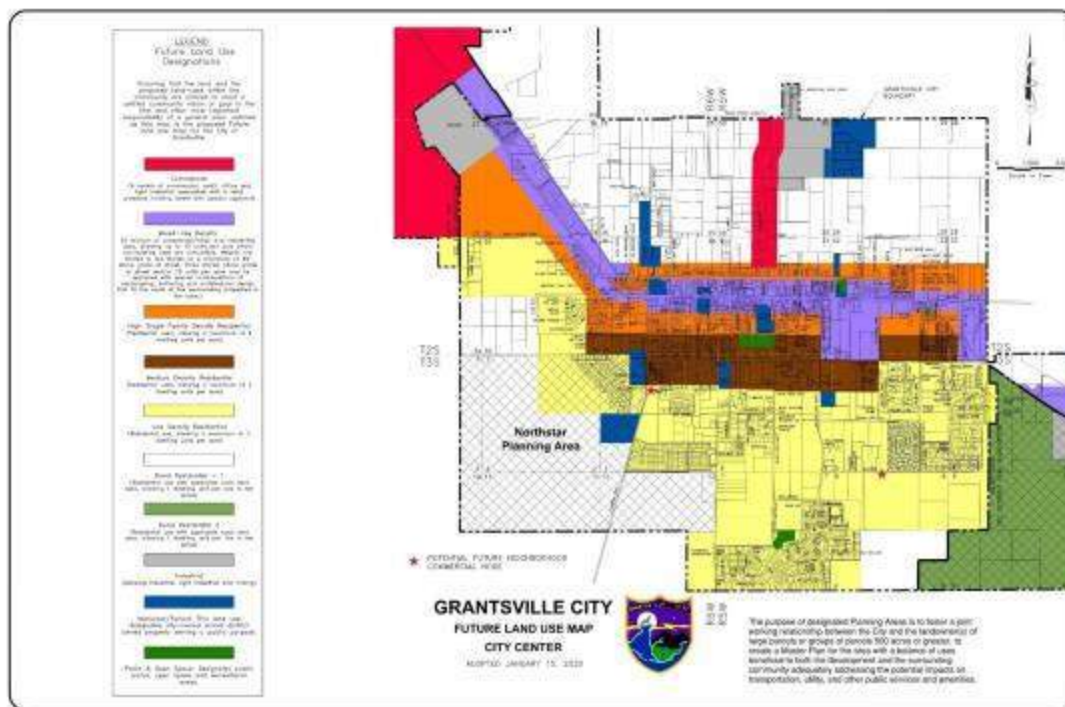
## **Future Land Use Map**



The Future Land Use Map serves as a guide to where future growth should occur. The map guides decisions about proposed uses and densities of development. The map lays the foundation for making changes to zoning in the future, but it is NOT zoning or the zoning map.

The Grantsville Future Land Use Map contains block areas that are not based on exact parcel lines in order to provide a measure of flexibility in interpretation. The colors represent things like allowable land uses and lot size ranges.

The crosshatch areas are designated Planning Areas. The purpose of designated Planning Areas is to foster a joint working relationship between the City and the landowner(s) of large parcels or groups of parcels 500 acres or greater. This is to create a Master Plan for the area with a balance of uses beneficial to both the development and the surrounding community. The plan must adequately address the potential impacts on transportation, utility, and other public services and amenities.



## Annexation

Annexation is the process through which properties outside the City's boundaries are incorporated as part of the City. This process includes an application by property owners to the City and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the City are initiated by property owners and are often started with the intent of receiving services.

In recent years, the City completed annexations in the Flux and Deseret Peak areas. Prior to the annexation, Tooele County projected the Deseret Peak area as one with some of the highest potential population growth (between 1,000-1,500 residents before 2040).

The City should initiate a specific-area planning initiative for these areas as resources are available.



# GRANTSVILLE CITY

## FUTURE LAND USE MAP

### FLUX ANNEXATION

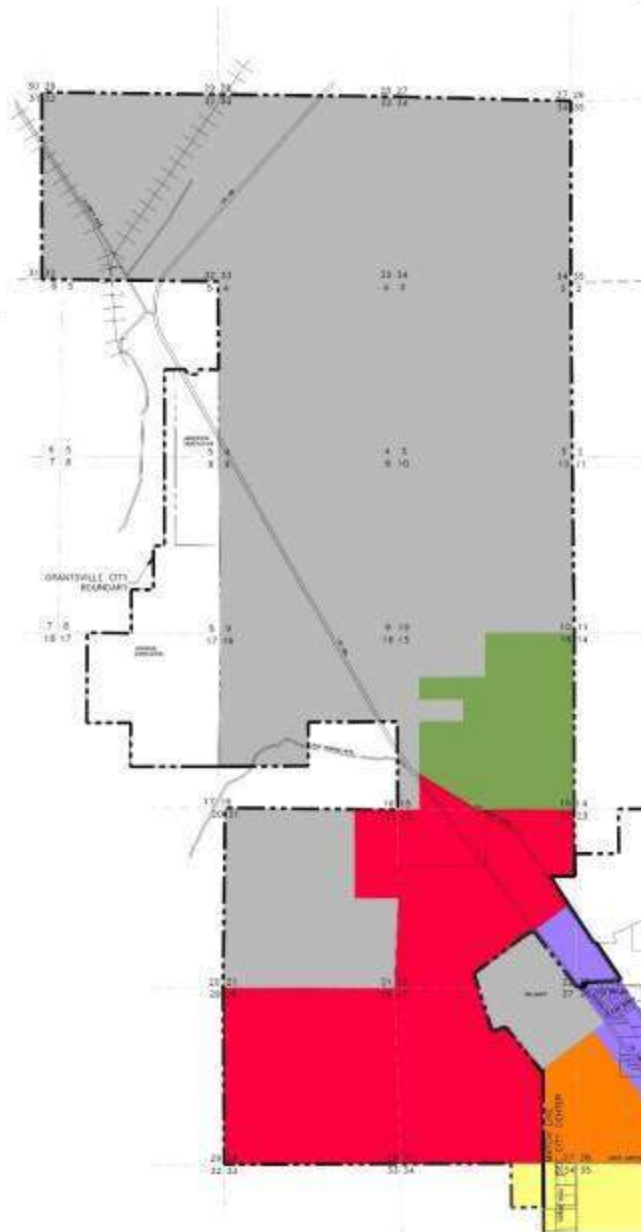
ADOPTED JANUARY 15, 2020



**LEGEND**  
Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Realized as this map is the proposed future land use map for the City of Grantville.

- Commercial**  
(A variety of commercial, retail, office and light industrial structures with a retail presence having street with specific approval)
- Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are commercial. Heights are limited to two stories or a maximum of 25 feet, grade of street. These uses allow parking on street and/or 15 units per acre may be required with special considerations of landscaping, buffering and architectural design that fit the scale of the surrounding properties in the zone.)
- High Single-Family Density Residential**  
(Residential uses, allowing a maximum of 8 dwelling units per acre)
- Medium Density Residential**  
(Residential uses, allowing a maximum of 5 dwelling units per acre)
- Low Density Residential**  
(Residential uses, allowing a maximum of 3 dwelling units per acre)
- Rural Residential - 1**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Rural Residential - 2**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Industrial**  
(Heavy industrial, light industrial and mining)
- Municipal/School** This land use designates City-owned school district owned property serving a public purpose.
- Parks & Open Space** Designates public parks, open space and recreational areas.



## Goals + Policies + Land Use

All of the below goals and policies were derived based on smart growth principles partnered with clearly identified community goals as stated in the public participation process in this general plan update. All recommendations are grounded in a detailed existing conditions analysis and were carefully crafted to help the community create the unique identity desired by residents.

**Goal 1. Maintain Community Character.** Grantsville seeks to ensure that new development supports and enhances the consistency of an overall community character and that it contributes in a positive way toward the City's image.

1. Regulate setbacks, landscaping, art, appropriate lighting, signs, and other design amenities that complement and enhance the streetscape and design of new development through zoning ordinances.
2. Where resources permit, facilitate the preservation of significant architectural, historical, and cultural structures and landmarks.
3. Ensure that signage is visually attractive and provides a high quality image for the City.
4. Provide additional levels of screening or review for new developments and properties to ensure that their architectural standards, massing, infill, recreational spaces reflect the existing community amenities.
5. Maintain the character of neighborhoods in the City by encouraging comparable uses and densities to existing neighborhoods and development patterns.
6. Protect areas of agricultural uses in the future land use pattern of the City, ensuring that adequate resources remain available to retain this community characteristic.

**Goal 2. Manage Growth.** Grantsville intends to preserve the integrity of its infrastructure systems by permitting orderly growth that synchronizes development with the availability of public facilities such as road, sewer, and water service needed to support it.

1. The City will make infrastructure and service investment decisions that meet the needs of existing City residents, while balancing the need of growth to provide adequate tax base for future community needs.
2. Implement and routinely assess a thorough program of development impact fees to provide adequate public facilities and services in a timely manner.
3. Maintain an annual Capital Improvement Program.
4. Cooperate with governmental entities that administer and influence areas bordering Grantsville City.
5. Annexations should provide a real and measurable benefit to the City. Measurable benefits may be in the form of qualitative (civic pride, community health, etc.) or quantitative (tax base generation, recreational land acquisition, etc.). The City may require an "annexation impact statement" with all annexations of 5 acres or larger.

**Goal 3. Support a Mix of Land Uses.** Grantsville desires a well-balanced, financially sound, and functional mix of agricultural, residential, commercial, open-space, recreational, and institutional land uses.

- 1.
2. Provide for the reservation of adequate land to meet projected institutional and infrastructure needs.
3. Ensure compatibility of future land uses with adjoining properties.
4. Promote neighborhood commercial development in targeted areas, to preserve existing or planned residential development without detracting from the residential character of the community. Increase density along the Main Street corridor, offering more clustered housing alternatives for lower income families within convenient access to necessary amenities.

5. Through the land use regulations of the City, and other strategies, encourage an “out-from-the-center” development pattern.
6. Implement a set of concentrated growth boundaries radiating from the center of Grantsville, ensuring that adequate density is realized before allowing further sprawl development to be built.
7. Allow the sizes of lots/units within a subdivision to vary from the zoning requirement while maintaining the overall zoning density of the parcel to provide Improved Open Space through the Planned Unit Development (PUD) Process.

#### HISTORY

Amended by Ord. [2020-26](#) on 9/2/2020

### **Strategies - Land Use**

1. Exchange information between Grantsville City and surrounding governmental entities on policies/activities which may have cross-boundary impacts.
2. Amend the Land Use Code to support the goals and policies set forward in this updated general plan. It is important that this is readily available to the public and private development sectors.
3. Avoid rezoning residential areas to higher density if the area is not served by adequate public facilities.
4. Work with the programs of the Governor’s Office of Economic Development and EDCUtah to promote the commercial opportunities that the city supports.
5. Use administrative tools (i.e. zoning) to preserve farmland and recreational opportunities.
6. Meet with the County Community Development Department regularly to ensure that development codes are up to date and being implemented by county staff during their plan review.
7. Set aside funds in the next budget cycle to spend on code and maintenance enforcement.
8. Develop and implement impact fees for commercial and industrial uses as well as planned unit developments.
9. Initiate an intergovernmental agreement with the County to ensure that development outside of City boundaries is aligned to City standards.
10. Work with the Tooele County Economic Development department to locate business in Grantsville, particularly uses that have shown an interest in the past.
11. Incorporate the general plan into the City’s website.
12. Consider developing incentives to in-fill development that better utilizes existing infrastructure. Incentives may include a variety of items but may include things like waiving application fees, lowering impact fees etc.
13. Develop an updated annexation policy plan and map.

## **Community Design**

### **Design**

#### **Community Character**

#### **Street Design + Edges**

#### **Historic Preservation**

#### **Nonconforming Uses**

#### **Goals + Policies + Community Design**

#### **Strategies - Community Design**

### **Design**

Well planned community design improves both visual and functional characteristics of the city. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation). It is through this unique form meets function process that the City of Grantsville will be able to create, market and retain their unique character and appearance.

There are opportunities in Grantsville for reinvestment in community design, specifically within the areas of community unification and integration, such as:

- Community signage
- Downtown corridor enhancements
- Gateway and entrance signage
- Conforming land uses

### **Community Character**

The character of a community is the image that residents and visitors experience when utilizing community spaces. It is through this “image” that people make their impressions of a community, lasting or temporary. Residents of Grantsville are cognizant of this character and have a strong desire to protect the rural or small town charm that abounds within the municipality. Residents were vocal in their interpretation of what made “Grantsville feel like Grantsville,” often noting that this character is the reason that families and individuals moved to town. It is through preservation of the below listed community character elements that the City of Grantsville will continue to offer their residents the feel of the community that remains attractive:

- Small building form for buildings along the Main Street corridor
- Safe corridors for residents and visitors to utilize with various methods of transportation
- Sense of a “tight-knit” community with neighbors and elected officials
- A multi-generational community, providing opportunities for residents to grow up in and remain in the same community
- A culture that retains and personifies the unique cultural heritage of Grantsville

### **Street Design + Edges**

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the city will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Grantsville’s roadways in the city core area should be redesigned in a way that complements a “small town main street” and a sense of destination, specifically incorporating adequate transportation and safe route designations. In order to accomplish this, the City is supportive of development that prioritizes active transportation improvements.



In the core area, Grantsville can encourage visual interest through guidelines related to building materials, and can enhance visual diversity with setback requirements, massing, and architectural detail variations.

### **Historic Preservation**

Although there are several historic properties in Grantsville, there are currently no formally-designated historic districts in town. However, because historic buildings contribute to the small-town charm and cherished heritage of the community, the preservation of Grantsville's historic legacy and culture is a priority of residents and the City Council. It should be noted that while there are no formal districts, downtown or historic, many individuals still feel that these areas and amenities are the personification of the small town way of life that was an initial draw for their residence within the community.

While it is many of the residents' desire to continue to preserve their small town charm, it is through the creation of a historic district that the community will be able to better preserve and personify this desire. A potential district should include all areas of historical significance or unique assets. This will allow the City of Grantsville to ensure that these unique assets are retained and personified, attracting potential visitors and future residents.



Donner Reed Museum, Photo credit: Jewel Allen

### **Nonconforming Uses**

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements for land-use or utilization. Under Utah State law, this use has the right to continue if the use does not change (although ownership can change) and no substantial changes are made to the property, use or process. Similar to nonconforming uses, noncomplying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the City is legally permitted to set local rules about how these structures can be modified and/or brought-up to safety standards.



As is evident within the City of Grantsville, and many similar communities, nonconforming uses are typically utilized when:

- Communities experience growth at a higher than expected rate
- Development is not centralized or located within proximity to each other
- The community has many areas where nuisance uses are not directly adjacent to residential property uses.

While many of these elements are standard for a community witnessing exponential growth, the City of Grantsville has begun the necessary steps to remedy many of these issues.

### **Goals + Policies + Community Design**

**Goal 1. Create a community with congruent and adequately dense land uses.** As the community looks to unify the elements of the community to create a defined community character, the City should research and encourage adequate growth and density within the centralized core.

1. Create smaller lot requirements for residential and commercial lots in the core area of the City.
2. Create a downtown development authority to allow for flexibility within the land use and development standards.

**Goal 2. Create a more pedestrian-friendly community.** As new development is proposed, and/or as resources become available to the City, invest in things that promote an active lifestyle.

1. In the core area, the City should look to implement new development that will incorporate shade trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, site furniture, and pedestrian lighting.
2. Construct maintained pathways of adequate widths on streets in high density areas that currently do not have paths for other types of transportation other than driving.

**Goal 3. Implement a community streetscape enhancements program.** A community with a unified streetscape has a strong sense of character. The City will implement a comprehensive streetscape project that will allow for a unified character when enhancements are constructed. It is important to note that all proposed streetscape enhancements should be properly vetted by the public to ensure they meet the community vision and will balance preserving private property and the natural environment.

1. Residential streetscapes shall be designed to meet the needs of residential neighborhood and collectors/arterials and implemented in phases and as roadways are rebuilt. Residential streetscapes should include:

- a. Sidewalk
- b. Integral curb/gutter
- c. Planting strip
- d. Trees and/or shrubs
- e. ADA ramps

2. Commercial streetscapes shall be designed to encourage individuals and groups to utilize the commercial core and districts. Commercial streetscapes should include:

- a. Sidewalks
- b. Integral curb/gutter
- c. Planting strips
- d. ADA ramps
- e. Crosswalks

3. **Alternative Transportation Options** - Where possible, in both residential and commercial streetscapes, installation of alternative transportation options should be recommended. Options should include:

- a. Bike trail installation on one side of the road where right-of-way allows.
- b. Park & Ride lots in coordination with Utah Transit Authority
- c. Equestrian trails

**Goal 4. Retain small town charm.** The small town way of life is an attractor for residents and visitors. It is critical that the small town charm be retained.

1. Personify and encourage small town form factor buildings within the community. Small town form factors include the size, density and height of buildings within the community.
2. Ensure that the residents have a safe and inviting atmosphere for civic gatherings.
3. Create civic spaces within the community.
4. Properly manage and promote events that personify the small town charm.
5. Personify the historical image and feel of the community, through retaining historic characteristics.

**Goal 5. Creatively prepare the built environment to personify the community's vision for Grantsville.** Ensuring that the buildings and built environment adequately meet the community goals will maintain community character.

1. Prepare and implement necessary infrastructure upgrades to meet the current and future demand.
2. Review and amend zoning ordinances to promote adequate infill development and discourage sprawl.
3. Promote different areas of Grantsville as unique areas of architecture or elements.
4. Design and monitor development within the community to ensure that traffic, noise, pollution and crime are kept to a minimum.

**Goal 6. Preserve the natural environment.** Critical to the small town charm is the ease of access to the natural assets surrounding the community.

1. Strive for a balance system of open lands, natural areas, recreation spaces, and parks, including trails and streetscapes.
2. Preserve and protect important natural areas within the City, as practicable.
3. Protect the existing irrigation system of the City and encourage new developments to incorporate the City's existing irrigation system into project designs and amenities.
4. Use storm water basins for ground water recharge.
5. Acquire and manage land and water to preserve, protect, and enhance important natural areas.

**Goal 7. Preserve the City's unique history.** Preservation of historical assets will aid in protecting the desired character of the community.

1. Protect and preserve Grantsville City's current historical sites.
2. Identify and protect Grantsville archeological and natural resources.
3. Support cultural amenities as an important contributor to our economic health and as a reflection of the importance of the arts and our heritage.

### **Strategies - Community Design**

1. Develop design guidelines for main transportation corridors and residential corridor.
2. Define a viewshed for protection that limits the height, color, and lighting of properties within the viewshed. A viewshed is defined as the area one views from a specific point, including periphery and

ancillary spaces.

3. City Council could identify historic areas / buildings and create walking tours between assets.

4. Promote historical assets and create an interactive guide on the city website.

5. Strengthen “sense of place” through public art, gateway development, wayfinding, and streetscape investments.

6. Grantsville could reinforce their definition of the downtown and cultural core areas with simple signage and by focusing investments in things like holiday decorations on those areas only.

7. Continue to maintain a historic preservation commission that recommends policy or actions to preserve locally significant buildings and areas.

## Economic Development

### Conditions Prior To Implementation (Economic Development)

#### Areas Of Potential

#### Goals + Policies + Economic Development

#### Strategies - Economic Development

### **Conditions Prior To Implementation (Economic Development)**

Grantsville City is a community that is slowly evolving from a rural/agricultural community to a bedroom community supporting the regional economy. They recognize the need to ensure that commercial land is available for future growth, but like most communities, there are concerns about the trade-offs of economic development.

PROS	CONS
increased amenities	increased traffic
increased tax base	infrastructure upgrade and right-sizing costs
improved local tax dollar capture	reduced pedestrian safety
less commuting	pollution with local employment

### **Areas Of Potential**

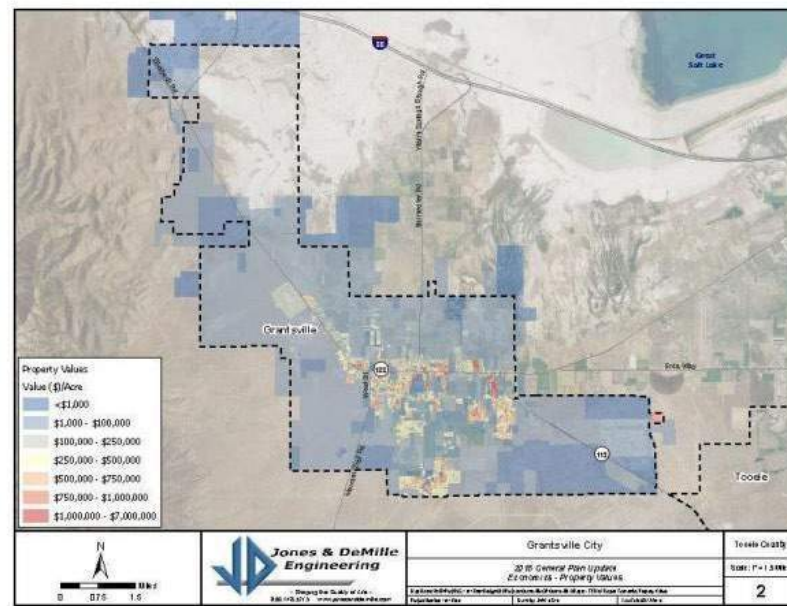
● A major distribution center with approximately 1.3 million square feet of floor space has created a significant positive economic impact to the City both in terms of tax base and increased housing development and has also generated spin-off projects and businesses. ● Commercial/industrial development is expected to hold steady and perhaps build momentum in many parts of the City. ● Many Grantsville residents commute to work in the Salt Lake Valley, while others provide local services for the county and the community. ● Residents have few retail options in Grantsville and must shop out of town. The following table demonstrates the retail sales captured in the City versus per capita averages in the County and State.

Retail Sector Category	Per Capita Sales			Per Capita	
	City	County	State	Leakage (State minus City)	Dollar Leakage
Motor Vehicle & Parts Dealerships	\$ 59	\$ 1,152	\$ 2,263	\$ 2,204	\$ 22,830,298
General Merchandise Stores	296	1,838	2,224	1,928	19,975,314
Build. Material, Garden Equip & Supplies Dealers	152	674	1,213	1,060	10,984,616
Clothing & Clothing Accessories	6	76	613	607	6,286,897
Non-store Retail	5	336	522	517	5,357,619
Electronics & Appliance Stores	3	98	359	356	3,686,007
Furniture & Home Furnishing Stores	15	88	355	340	3,522,015
Sporting Goods, Hobby, Music & Book Stores	3	71	341	339	3,507,744
Health & Personal Care Stores	3	58	172	168	1,743,312
Miscellaneous Retail Trade	393	187	542	149	1,539,196
Food & Beverage Stores	1,438	1,060	1,552	114	1,182,231

\* No adjustment for income/buying power due to similar median household incomes among City, County and State.

Source: Utah State Tax Commission

● Areas of greatest retail potential are Motor Vehicle sales, General Merchandise and Building Materials. Most of these sales are being made outside the City but within the County, primarily in Tooele City. ● Most of the City workforce leaves the City for employment. Sixty percent of the workforce works in Tooele County with 40% working out of the County. Based upon commute times, 25-30% of the workforce works in the City, 25-30% work in the County, 40% work out of the County. Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates ● Forty-five percent of the City's workforce income comes from those making \$100k-250k. Ten percent is above \$250k. The three highest paying sectors in the County are Utilities, Public Administration, and Manufacturing with average wages of \$75k, \$62k and \$58k. Many high wage earners are leaving the County for employment. Source: Utah State Tax Commission, U.S. Census Bureau, Division of Workforce Services (2017)



### **Goals + Policies + Economic Development**

Goal 1. **Define the Core.** Maintain Grantsville's Main Street as the primary retail commercial, office and business area.

1. Formulate standards so that new commercial uses are encouraged to locate in the Main Street Corridor, including protecting the existing residential uses.
2. All new commercial or mixed-use developments will be designed and constructed in a way that will promote the existing characteristics of the historic architectural styles of Grantsville.

Goal 2. **Priority Areas.** Recognize economic opportunity areas identified by the community and prioritize them for long-term development.

1. Zone priority areas selectively and focus incentives and investments in those areas.
2. Grantsville City will create an economic development / industrial policy and reevaluate it annually.

Goal 3. **Administrative Business Incentives.** Grantsville is a business-friendly community that actively seeks ways to encourage business.

1. Streamline the development process for priority businesses (like restaurants and office space).
2. Utilize incentives for desired businesses, specifically ensuring that necessary services are provided within the community.
3. Grantsville will continue to maintain a quick and efficient business and development permitting process.
4. All commercial and industrial developments will provide adequate buffer and screening treatments to protect the desirability and amenities of adjoining properties.

### **Strategies - Economic Development**

1. Designate a council member who is responsible for business recruitment, relationship, or regulations that fit the local economy.
2. Develop an incentive program to attract retail businesses of greatest leakage including auto sales, general merchandise stores, and building & garden.
3. Develop incentive programs to keep jobs local. Encourage greater investment in broadband capacity to keep jobs local.
4. As resources become available, work with the Salt Lake Chamber of Commerce to receive the Governor's award for being a business-friendly community.
5. Identify, inventory, and assemble underutilized parcels for redevelopment within the commercial corridors and nodes.

## **Transportation**

[Conditions Prior To Implementation \(Transportation\)](#)

[Future Transportation Map](#)

[Impact Fees + Traffic Impact Studies](#)

[Roadway Design](#)

[Access Management](#)

[Active Transportation + Public Transportation](#)

[Roadway Placement](#)

[Goals + Policies + Transportation](#)

[Strategies - Transportation](#)

## **Conditions Prior To Implementation (Transportation)**

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Grantsville. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the City.

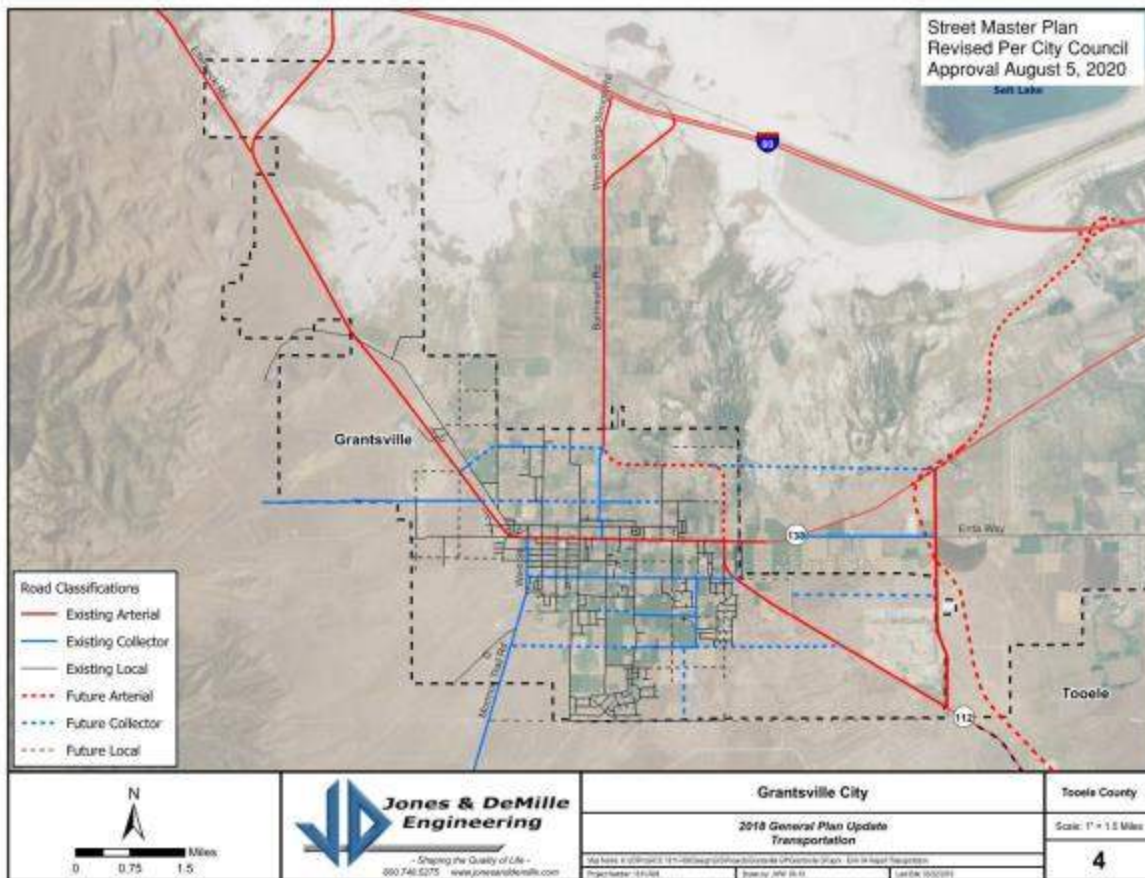
Grantsville last updated its transportation master plan in 2005. The following highlights summarize the state of the transportation network in the City:

- Most of the roadways in Grantsville are two-lane roads. Most of them are between 26 and 70 feet of pavement, though some are significantly larger.
- SR-138 currently serves as the major route in and out of the valley, classifying as an arterial or primary route. The Utah Unified Transportation Plan has identified road widening projects for both SR-112 and SR-138. While they are being upgraded, they still have the same capacity bottleneck at I-80.
- UDOT estimates that between 2015 and the end of 2018, there have been just over 300 vehicle accidents within city limits (with most of these accidents occurring on Main Street). In contrast, the Stansbury Park area saw 1,139 and Tooele City area saw 2,128 over the same time period.
- The Tooele County Transportation Plan that was adopted in 2015 did not recommend any new major roadways or transportation corridors within Grantsville. As a result of this, it is recommended to re-evaluate the needs for roadway within the city based upon new growth-demand modeling.
- Recognizing the potential bottlenecks in the valley's network, UDOT and Tooele County collaborated to create "Tooele Traffic," an online resource with real-time information on traffic information and road conditions.
- Maintenance of the existing transportation facilities and construction of new facilities come primarily from revenue sources that include the Grantsville general fund, federal funds, and State Class C funds. Financing for local transportation projects consists of a combination of federal, state, and local revenues. However, this total is not entirely available for transportation improvement projects, since annual operating and maintenance costs must be deducted from the total revenue. In addition, the City is limited in its ability to subsidize the transportation budget from general fund revenues.
- There is a clear need for more ways to access Grantsville generally. The new Midvalley Highway will do this as well as provide opportunities for broadening the local economy in the area.

## **Future Transportation Map**

This plan has looked at the major circulation patterns required by the land uses presented in this plan. The map in this chapter shows major arterial, major collector and collector roads. This map is a schematic plan only and the final alignment of all roadways will be determined by specific demands of each area.





## **Impact Fees + Traffic Impact Studies**

Grantsville does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

As part of furthering this plan and deciding how to use funds wisely, Grantsville City will require an impact fee for any new development and a Traffic Impact Study (TIS) for larger developments. A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Roadway map, TIS reports allow the City flexibility when deciding these smaller road locations.

## **Roadway Design**

A safe transportation system is one of the top priorities of Grantsville. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Specific areas of concern are residential neighborhoods and schools. A reduction in the use of cul-de-sacs should be emphasized in order to provide greater traffic circulation. Streets that serve schools should incorporate traffic calming devices and have well-designed pedestrian street crossings. Minor collectors should maintain the current grid system.



Overall, the roadway network should focus on connectivity. This means that block sizes should not be too large, and important collectors should not dead end or terminate in a cul-de-sac. This is best achieved by utilizing a hierarchical grid system of roadways, which Grantsville already has in some parts of the City.



### **Access Management**

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, and interchange to crossroad access spacing.

Since the main road through the City is a state highway, the City cannot control access on it. On local collectors, the City can focus on more access to slow down traffic and minimize cut through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along Main Street should anticipate access management requirements from UDOT.

### **Active Transportation + Public Transportation**

If done correctly, public transportation services can reduce traffic on roads. Utah Transit Authority (UTA) currently has limited plans for public transportation expansion within the City of Grantsville. As the city continues to increase in density and population, Grantsville intends to work with UTA to review the need based upon future growth demand.

Essential to this system is connectivity to areas outside of the City's boundaries on a regional scale. Though not currently included in the Wasatch Choice: 2019-2050 Regional Transportation Plan, Grantsville intends to be involved in studies that are conducted to determine regional transportation investments.

Often those who use public transportation need to bike or walk from stations to their destinations. Therefore, Grantsville considers an optimized transportation system to be one with transit investments that also include bike and pedestrian infrastructure.

## **Roadway Placement**

Currently the community is experiencing growth around the periphery of the municipal boundary. As this development trend continues to take place within the community roads that were designed and located for neighborhood usage will become arterial or collector roads. This expansion of traffic along the roads will require one of two options to be completed: (1) to enlarge roadways or (2) to add new roads. As this requirement becomes a necessity, the public will need to be petitioned for input about roadway placement.

## **Goals + Policies + Transportation**

**Goal 1. Provide for the existing and future transportation needs.** Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected permanent and peak population in all areas of the city.

1. Street paving and pedestrian surfacing materials should be economical, serviceable, and easy to repair. The variety of surfacing materials should be kept to a minimum.
2. The parking policy shall be to require on-site parking enough to meet the anticipated parking demand of proposed development.
3. The City will require necessary transportation improvements, including adequate right-of-way dedications, and other transportation facility enhancements, concurrent with development approvals to adequately serve the development.

**Goal 2. Connect local transportation facilities with regional transportation systems.**

1. Maintain close relationships and cooperation with organizations that have transportation implementation/planning responsibilities, such as UDOT, Tooele County, and WFRC in order to stay informed of planned future transportation developments and communicate the needs of the community.
2. Maintain the ability to provide fire and ambulance protection, delivery and public transportation service in all areas of the city.
3. Coordinate with UDOT for Park & Ride lots.

**Goal 3. Develop a comprehensive transportation system.** Incorporate many modes of travel, including private vehicle, mass transit, pedestrians and bicycles.

1. Access for the disabled shall be addressed in all public improvements.
2. Provide a pedestrian-oriented sidewalk, path and trail system that offers convenient access throughout the entire city.
3. Walking and biking will be a practical and enjoyable means of travel within the City with the provision of safe sidewalks and multiple use trail system (including ATV and equestrian users).
4. Consult the Tooele County Active Transportation Plan when considering transit and active transportation investments locally.

**Goal 4. Maintain a functional and visually appealing streetscape.** Parking, pedestrian, landscaping, plaza and street furnishing improvements should be designed to accommodate four-season weather conditions.

1. Provision should be made for future undergrounding of utility services.
2. No new above-ground utility service lines will be created.
3. Landscaping within the right-of-way shall be reviewed on a case-by-case basis relative to

existing and future right-of-way uses and should employ native species where possible.

4. Property owners that have lots fronting on rights-of-way should be responsible for landscaping maintenance (e.g., along sidewalk planting strips).

**Goal 5. Public participation for roadway design** - As new roadways are located or as roadway classifications are expanded, it is recommended to complete the following:

1. Undertake a transportation master plan update.
2. Coordinate with the public to identify concerns residents may have.
3. Reach a compromise about locations and roadway designs that are implemented.

### **Strategies - Transportation**

1. Continue a regular maintenance program of pavement preservation methods such as chip sealing, crack sealing, pavement sealing, and overlays on existing roadways to maintain roadway integrity.
2. Establish a street impact fee for new development.
3. Consider requiring a Traffic Impact Study for any new, significant developments.
4. Incorporate appropriate site planning criteria into the development approval processes.
5. Adopt a program of street and highway landscaping (i.e. street trees) to enhance the appearance of the City's circulation system.
6. Convene local community volunteers to make recommendations on safe bicycling infrastructure (bike lanes, widen shoulders, share the road signs, etc.) on local streets.

## **Housing**

### **Conditions Prior To Implementation (Housing)**

#### **Moderate Income Housing**

#### **Future Demand**

#### **Goals + Policies - Housing**

#### **Strategies - Housing**

### **Conditions Prior To Implementation (Housing)**

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Grantsville is a city of quality housing stock and a welcoming population. Members of the Grantsville community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

### **Moderate Income Housing**

Grantsville completed their biennial report on moderate income housing in 2018, and the new state model was run for this plan update. The following is a summary of its findings.

- The housing profile of Grantsville's total population in 2017 was roughly 84% in owner-occupied units, and 16% in rental housing units.
- The population in both owner-occupied and rental units is expected to increase over the next five years, but the number of owned units will likely far outpace rental units (+45% and +15% respectively).
- As expected with the new housing developments in Grantsville since 2010, the number of households that own their housing without a mortgage has declined and will continue to do so.
- Occupancy rates for rental units has been and is expected to remain very high.
- Median housing costs for owner occupied housing are currently (2017) estimated to be \$1,277 and median gross rents are at \$815 per month.
- The median household income for City residents is estimated to be at \$66,478. Those in owner-occupied units are reporting \$71,609, and those in rental units report \$31,042.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the "area median income." Tooele County's household AMI is approximately \$74,000 for households that are between 3-4 people, and 80% of this amount is \$59,200. Under the assumption that appropriate housing costs should not exceed 30% of a household budget, then the City should look for ways to support housing development that is as, or more affordable than, what is in the market currently.

### **Future Demand**

While petitioning input from the community and working with the local elected officials, it became evident that the housing stock within the community is not necessarily considered affordable for all individuals specific needs. To remedy this, affordable housing needs will be reviewed, and adequate options will be provided for all individuals or families as required by state law. Future demand will be matched with the community housing forecast and a preference be placed on affordable housing alternatives. Infill development should be preferred for affordable housing, offering a cost reduction to developers and even potentially a streamlined process for approvals.

### **Goals + Policies - Housing**

Goal 1. **Housing Stock.** Grantsville seeks to develop a variety of housing opportunities.

1. Support the development of single-family dwellings, multi-family dwellings, and retirement housing.
2. Encourage a variety of housing and residential opportunities by establishing and providing a range of allowed residential densities and lot sizes [as per UCA 10-9a-403(2)(b)(iii)(A)].

Goal 2. **Moderate Income Housing.** Grantsville seeks to equitably provide housing opportunities for its residents.

1. Grantsville will continue to monitor the supply and demand of the local housing market to ensure that the needs of residents are met, and that housing stays affordable through regulation and incentives.
2. Continually evaluate the land use regulations of the City to ensure they work to achieve the purposes of this Plan.
3. The City will work to provide opportunities to live in safe, habitable and affordable housing.
4. Work with other agencies to provide moderate income housing for City residents [as per UCA 10-9a-403(2)(b)(iii)(P-U)].
5. Encourage the preservation of existing housing to provide opportunities for moderate income housing [as per UCA 10-9a-403(2)(b)(iii)(L)].

**Goal 3. Accessory Dwellings.** Grantsville will consider including additional types of accessory dwellings permitted within city boundaries.

**Goal 4. Encourage affordable housing.** Affordable housing must be matched to the average income for residents.

1. Incentivize a variety of affordable housing options to ensure all families, individuals and couples have an equal opportunity.
2. Encourage infill development within the downtown core (as defined on the future land use map) [as per UCA 10-9a-403(2)(b)(iii)(F)].

**Strategies - Housing**

1. Review height, viewshed, preservation of open space, and historic preservation policies and ensure that they are not barriers to affordable development within City.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.
3. Consider Public Private Partnership opportunities for the City and major employers to provide subsidized employee housing.
4. Provide additional multi-family housing infill along Main Street corridors and immediately adjacent cross streets.
5. Consider ordinance relative to changes to the amount of land that is zoned to allow accessory units to create more rental opportunities.
6. Consider working with developers to use state low-income housing tax credit funds to subsidize affordable apartment developments.

## **Recreation + Open Space**

[Conditions Prior To Implementation \(Recreation + Open Space\)](#)

[Recreation Plan](#)

[Special Protection Areas](#)

[Recreation Spaces](#)

[Potential Improvement Opportunities](#)

[Goals + Policies - Recreation And Open Space](#)

[Strategies - Recreation And Open Space](#)

### **Conditions Prior To Implementation (Recreation + Open Space)**

Grantsville desires to maintain and cultivate recreational opportunities that serve the interests of residents and visitors. These recreation opportunities greatly enhance the quality of life for our residents. Highlights of existing conditions include:

- Convenient Access - Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.
- Ample land (privately held) is available around the perimeter of Grantsville, allowing for expansion of recreational opportunities into regional amenities (i.e. trails along foothills) if the community desired to expand these opportunities.
- Parking at recreational facilities is limited, causing ingress and egress issues.
- Recreational opportunities are bound by roadways, limiting the potential uses.
- Many residents voiced concerns that there are not a lot of after-school options for youth and consider a “Rec Center” as a solution.

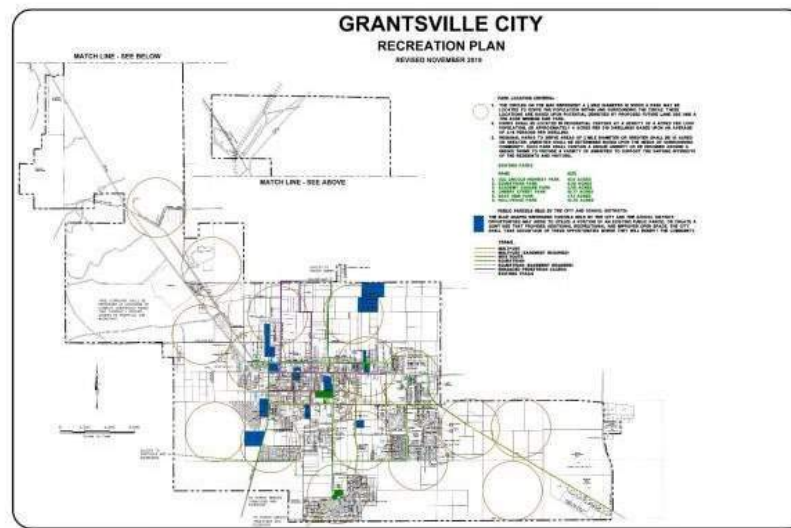
### **2019 Park Facilities**

Location	Acreage
Academy Sq.	0.65
City Hall	0.5
Clark Farm	0.25
Lincoln Park	0.9
Museum	0.3
Shops	0.11
Cherry Street Park	15.77
Cemetery	7.02
Clark Cemetery	1.7
Hollywood Park	10.75
East Side Park	1.74



## **Recreation Plan**





### **Special Protection Areas**

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF). During the 20 year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

The Steering Committee involved with the development of the 2019 plan update were not aware of any parcels within city limits that have been formally designated as agriculture, industrial, or critical infrastructure protection areas. The City is interested in working with property owners that are considering the need for these designations before the process is formally initiated.

### **Recreation Spaces**

Currently, Grantsville has several regional and neighborhood-scale recreational spaces available for the public. Recreation is currently being completed on both municipal-owned and privately held grounds. Parks and other recreational spaces are in acceptable condition, yet there appears to be significantly more demand for this space than space is available to utilize. Recreational spaces are inadequate for sports leagues to have practices or games, specifically baseball, softball and soccer.

The National Recreation and Park Association (NRPA) has developed standards for parks, recreation and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Grantsville will use 4 acres per 1,000 people as the standard for future park planning due to the large lot sizes that are prevalent within the community. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc.).

### **Potential Improvement Opportunities**

Ensuring that the community retains the recreational assets that will draw users to the site is of vital importance. To improve the amenities that are available, it is recommended to provide the following elements:

1. Interconnected recreational opportunities - specifically trail linkages.
2. Centrally located “regional parks” renovations. These parks are typically 15-25 acres in size and offer a myriad of opportunities for recreational enjoyment.
3. Local neighborhood park renovations. These parks are roughly 2-5 acres in size and are focused around a green space and small exercise facility to encourage use by younger children.
4. Installation of bike lanes throughout the community.
5. Develop a city-wide parks and recreation plan and incorporate the priority projects into the city’s capital budgeting process. This plan should also include an inventory of property that is currently owned by the city.

### **Goals + Policies – Recreation And Open Space**

**Goal 1. Improvement and Maintenance of Open Space.** Grantsville seeks to maintain recreation facilities and natural assets to improve the quality of life and area property values.

1. Protect air quality, groundwater and surface water resources, drinking water resources, and soils within the City.
2. Use citizen volunteers for select maintenance projects.
3. Maintain a park funding program to ensure that the funds are available to improve and maintain dedicated parkland and acquiring park acreage.

**Goal 2. Improve Recreation Opportunities.** Grantsville encourages the development and maintenance of parks with quality recreational facilities that connect all parts of the community.

1. As resources are available, work with the county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
2. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
3. All park improvements will be universally accessible as much as possible.
4. Provide a connected and useable open space network.
5. Establish open space guidelines and maintenance options for existing and future open space areas.
6. All new developments will be required to contribute to the provision of open spaces within the City, either through onsite reservation, where appropriate, offsite contributions, or payment in lieu.
7. Increase prescribed play spaces for sporting teams or events, specifically soccer, baseball, softball and other sports.
8. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.

**Goal 3. Public/Private Cooperation.** Grantsville supports public/private cooperation in developing recreation and open space improvements, services, and facilities.



1. Encourage residential and commercial developers to improve and/or construct recreational facilities in lieu of paying fees for developments that will generate need beyond current recreation infrastructure capacity.
2. Support the arts, emphasizing the potential of the arts to add to the quality of life of City residents.
3. Support and promote the growth and enhancement of the facilities and programs of local museums.
4. Consider granting a density bonus which will encourage developers to provide fully built out parks and recreational facilities. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.
5. If developed parks are within  $\frac{3}{4}$  of a mile from a proposed park, require developers to provide funds to maintain and improve the existing park.

Goal 4. **Park Acreage Acquisition Plan.** Grantsville will develop a plan to acquire land for the development of regional parks and recreational amenities through option or right of first refusal contracts, use of fee-in-lieu payments and grant opportunities.

1. Use option or right of first refusal contracts with landowners to secure acreage for future parks as property becomes available.
2. Develop a plan for using fees acquired from “fee in lieu” payments as development continues.
3. Seek grant opportunities to purchase land for regional parks and recreational amenities.
4. Set standards for regional/ neighborhood parks and recreational facilities.

#### **Strategies - Recreation And Open Space**

1. Formulate a coordinated, multiple-use trails plan that may be implemented on City-owned property and as a requirement of development approval, include trails with a maintenance plan that connect all areas of the city through natural areas.
2. Seek out state funds for recreation programs and facilities.
3. Acquire right-of-way for trail network as a new development is proposed.

## **Infrastructure + Public Facilities**

### **Introduction (Infrastructure And Public Facilities)**

#### **Culinary Water**

#### **Secondary Water**

#### **Water Sources**

#### **Natural Gas**

#### **Wastewater System**

#### **Power**

#### **Sanitation**

#### **Schools**

### **Emergency Preparedness + Resilience**

### **Anticipated Changes**

### **Goals + Policies - Infrastructure And Public Facilities**

### **Strategies - Infrastructure And Public Facilities**

## **Introduction (Infrastructure And Public Facilities)**

The City of Grantsville recognizes the need to provide capital facilities within the City to protect the health, safety, and property of the City and its citizens by maintaining the level of service for future generations which Grantsville City's residents, industries, and businesses have enjoyed.

The purpose of the public facilities chapter is to explain the various public facilities and services within the city, such as water and sewer. These services represent the public's investment in the development and operation of Grantsville. The public facilities chapter should be reviewed periodically and updated as necessary in order to meet the evolving needs of the City.

Development in the future will cause a demand for more public utilities. Estimates can be made about the demand that will exist in the future for these services based upon population projections and other information.

## **Culinary Water**

Water planning and the efficient use of water is a city-wide priority. Grantsville City has five (5) water sources, four (4) water storage tanks, and a distribution system consisting of pipelines ranging from 4-inches to 16-inches in diameter. The City's current distribution system meets the City's required level of service.

Deseret Peak has existing culinary water rights that have been deeded to the city.

## **Secondary Water**

The Grantsville Irrigation Company provides secondary water, but it is limited to the supply available.

## **Water Sources**

Grantsville City holds water rights available for municipal, recreation, and irrigation use. The City has also acquired other minor culinary water rights via standard development policy.

A sole source aquifer is defined as providing at least 50% of the drinking water to the population residing above the aquifer. Service areas of an aquifer are typically defined by well location. The term applies to projects that receive federal financial assistance and have the potential to contaminate a sole source aquifer in a manner that creates a significant hazard to public health. These aquifers are of critical importance for the people of Grantsville City.

Water source protection plans delineate protection zones according to state standards. Water source protection zones were created by the state specifically as a tool for local governments to adopt local ordinances that protect public drinking water. State rules and water source protection plans provide standards specifically for land uses authorized by local governments.

## **Natural Gas**

Grantsville City residents purchase their natural gas directly from Dominion Energy. Currently, there are no concerns about supply.

## **Wastewater System**

Grantsville City's wastewater collection system consists of trunk lines, interceptor lines, lateral mains, force mains, and

three lift stations. The sewer lines range from 8 to 18-inches. Wastewater is treated at the City's wastewater treatment plant located in the northeast corner of the City off Race Street. Wastewater is conveyed to the treatment plant and central trunk line through a series of interceptor pipelines and lift stations.

Future development will require expanding the wastewater system to accommodate the new growth. There are areas of the community that cannot be serviced by the currently existing system.

### **Power**

Rocky Mountain Power supplies Grantsville with electricity.

### **Sanitation**

Solid waste is hauled by franchised waste haulers in the city (currently Ace Disposal).

### **Schools**

Grantsville recognizes that it doesn't have statutory authority over the location and design of public schools. However, the City wants to continue to work with the School District to identify preferred areas for new facilities.

### **Emergency Preparedness + Resilience**

Grantsville City has a police department, including animal control, and a fire department, but contracts outside providers for its ambulance services. The City assesses impact fees for public safety capital improvement projects and future debt service related to these capital improvement projects.



### **Anticipated Changes**

- Predicting growth in a city is difficult due to a myriad of factors that influence it; however, there are some indicators that provide clues. In general, consideration for distribution of growth over the six planning areas has been based on proximity to infrastructure, historic growth patterns, proposed future development, and input from the City.
- In 2016, the City noticed that most of its new development was occurring in a localized area and not as evenly spread as anticipated in 2012. The City's experience leads them to believe that the population projection numbers are still expected, but the locations of development may require additional infrastructure or improvements to existing infrastructure to serve the accelerated growth on the south side of the City.
- The City's recent capital facilities plan and impact fee analysis included a rate study. The plan recommends slight increases to water and sewer user fees in order to maintain a positive fund balance.
- The City's capital improvements plan also anticipates the need to construct a new Public Works facility. The project costs for the Public Works facility would be funded by the water and sanitary sewer utility.
- With the growth of the Flux and West planning areas, an upper pressure zone water line connection will become more important between the City's existing culinary water tanks and sources. This will provide more evenly



distributed fire and demand storage to the different areas of the City. ● The City will need to serve the Flux & West planning areas with sewer to avoid a proliferation of septic systems that may contaminate / pollute the aquifer.

### **Goals + Policies - Infrastructure And Public Facilities**

**Goal 1. Provide quality public services.** Grantsville City will seek to adequately provide services to City residents by:

1. Protecting water sources from potential threats. 2. Developing and maintaining an accurate, fully-functional system for planning and infrastructure information (i.e. ArcGIS Online). 3. Exploring more opportunities to provide culinary and secondary water to residents that currently do not have access to it. 4. Ensuring that any future land uses do not jeopardize water source protection zones. 5. Not permitting large commercial or residential developments on septic systems and encouraging these uses to be located close enough to the sewer systems to connect. 6. Updating the current subdivision and site plan ordinances to require adequate planning for drainage and stormwater runoff. 7. Improving traffic along Main Street by allowing alternative transportation and reducing traffic speeds. 8. Ensuring all land use, infrastructure, service and resource allocation decisions shall be found to be consistent with the City General Plan recommendations and goals. 9. Formulating, and annually updating, a Capital Facilities Plan. 10. Appropriately maintaining the City's existing capital facilities. 11. Updating and monitoring the City's public improvement and construction standards. 12. Encouraging development within areas of the City where required infrastructure already exists. 13. Identifying and evaluating potential public safety hazards involving vehicular and pedestrian hazards and prescribing corrective actions. 14. Requiring configurations, designs and other development options that maximize safety of City residents and property in all development applications.

**Goal 2. Complete a detailed analysis of existing water resources and availability to meet development needs.**

1. Work with regional authorities or consultants to prepare a detailed study itemizing the availability of water. 2. Review water availability and projected demand growth to ensure that ample resources are available to support development.

### **Strategies - Infrastructure And Public Facilities**

1. Create a set of recommended and desired amenities within the community and work towards acquiring or creating the necessary infrastructure for such assets.

2. Expand the Capital Facilities Plan to include "roadmap" for the next ten (10) years of the municipality, focusing on:

a. Prioritized capital improvements projects b. Sidewalk and roadway improvements projects c. Recreational amenity creation within ½ of a mile of each residential structure d. System expansion and creation of a new sewer plant e. Expanded water system to NW quadrant of the City

3. Explore transportation options for critical corridors within the community, increasing transportation options. 4. Improve existing streets and reserve R.O.W. (right of way) for future streets.

## **APPENDIX**

[Implementation Recommendation - Zoning Code Update](#)

[Implementation Recommendation - Roles + Responsibilities](#)

[Implementation Recommendation - Best Practice Ideas](#)

### **Implementation Recommendation - Zoning Code Update**

The role of the general plan is to provide vision, direction, and rationale for the land use policies and capital improvements of the city. It is critical that the zoning ordinance aligns with the general plan to ensure a transparent development regulation.

As part of the 2019 plan update process, the consulting team conducted a review of the existing land use ordinance. The overall conclusion is that Grantsville should undertake a comprehensive and thorough update of its ordinances as resources are available. This will be a major undertaking, and until it can be done completely, the team recommended changes that would help improve the alignment in some of the most critical issues.

The recommendation report is available at these links:

Zoning Report (.pdf) <https://tinyurl.com/GvZoningReport-PDF>

Zoning Report (.docx) <https://tinyurl.com/GVZoning-docx>

### **Implementation Recommendation - Roles + Responsibilities**

In order to encourage and facilitate implementation of the general plan, the consulting team developed a summary of recommended roles and responsibilities. This matrix can be found at the following link:

- Roles and Responsibilities <https://tinyurl.com/GVRoles>

### **Implementation Recommendation - Best Practice Ideas**

[IDEA 1 - Improve Plan And Budget Integration](#)

[IDEA 2 - Community Clean-Up Initiative Enforcement](#)

[IDEA 3 - Agenda Alignment](#)

[IDEA 4 - Adequate Public Facilities \(Concurrence\)](#)

[IDEA 5 - Development Process Flowchart](#)

The following ideas are suggestions of implementation best practices. The City is not obligated to implement any of them or consider them policy.

- IDEA #1 - Improve Plan and Budget Integration
- IDEA #2 - Community Clean-Up Initiative Enforcement
- IDEA #3 - Planning Commission Agenda Alignment
- IDEA #4 - Adequate Public Facilities (Concurrence)
- IDEA #5 - Development Process Flowchart

#### **IDEA 1 - Improve Plan And Budget Integration**

Budget is policy, and planning without investing in its implementation is largely a waste of everyone's time. City leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- Host an annual pre-budget retreat with the commission and administration. The City Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the City's long-range goals.
- Conduct a biannual "Discovery" event. An outside party could facilitate a "discovery" discussion for existing and prospective City Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in "taking the long view" like this will result in better policy and budgets into the future.

#### **IDEA 2 - Community Clean-Up Initiative Enforcement**

Update the land use code to outline a clear process for enforcing clean-up efforts:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for City-initiated efforts on properties in violation
- explore ways the City can assist cleanup initiatives by supporting disposal efforts

#### **IDEA 3 - Agenda Alignment**

Although every community is different in the details of how it operates, the one thing they have in common is a council / commission that makes decisions that affect the whole enterprise. Because they must deal with several short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Municipalities need a way to standardize the implementation of their long-term goals. The way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- Incorporate the long-term goals into their regular meetings. Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don't help achieve a priority goal are moved to the bottom.
- Formally establish an "implementation champion". Assign someone on the City Council or Planning Commission to monitor the implementation of the plan's goals and strategies. Require a public report to be created quarterly.

#### **IDEA 4 - Adequate Public Facilities (Concurrence)**

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at a specified level of service (LOS) standards.

The "adequacy" requirements provide that, for a development project to be approved, infrastructure must be conform to level-of-service standards in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to ensure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and, it is decreased as other development comes on-line. Development approvals can be denied, deferred, or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

#### **IDEA 5 - Development Process Flowchart**

A clearly-defined approval process will facilitate better understanding of the City's requirements for development approvals. This will help applicants understand what is expected of them and might even help the City ensure due process.

These flowcharts could be incorporated into brochures and development applications. It is important that the process is also formally incorporated into the land use ordinance.

## **APPENDIX PART 2**

### **Community Surveys**

#### **Regional Context + Anticipated Changes (Appendix 2)**

#### **Community Characteristics (Appendix 2)**

#### **Socioeconomic Indicators (Appendix 2)**

#### **Opportunities + Constraints (Appendix 2)**

### **Community Surveys**

A series of community surveys were conducted to gather resident feedback about the future of Grantsville. The results from the survey have been used to guide the goals and policies outlined in this plan. This process was completed to ensure that the plan adequately reflects the viewpoint of the residents of Grantsville. Residents were asked questions about the elements outlined in the general plan, identifying areas of interest or concern. One specific question they were asked was what the top priorities of the City should be over the next five years. According to the results, the top five priorities of Grantsville residents include:

- Increasing economic development opportunities within the community
- Increasing public safety along roadways and at community facilities
- Providing necessary amenities to local youth to ensure a safe and drug-free environment
- Improving the financial stability of the city
- Retaining the small town charm that is attractive to Grantsville Residents, while providing necessary resources or services for day to day uses

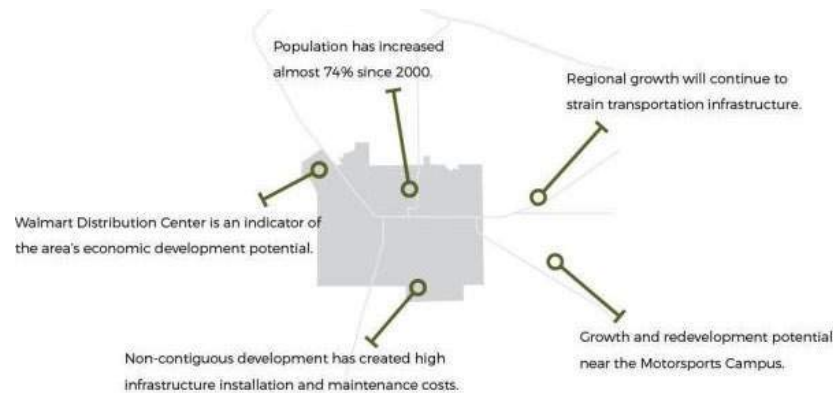
### **Regional Context + Anticipated Changes (Appendix 2)**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

Residents of Grantsville provide a workforce for mineral extraction and waste disposal companies located in the west desert and around the south arm of the Great Salt Lake as well as warehousing, distribution, and manufacturing services located in the Tooele Valley.

*Note that unless otherwise noted, all numbers used in this section of the plan are from the US Census, American Community Survey.*

- Drivers of change
  - Increasing infrastructure costs to meet demand for residential purposes
  - Limited resources for residential properties, specifically water
  - An abnormally large amount of residential development within the city over the last five (5) years
  - Loss of commercial amenities within the community (clothing stores, sporting goods, etc.)
- Certainties / Uncertainties
  - Certainties - The City of Grantsville has a few certainties that will negatively or positively affect the community:
    - Growth will continue at the current or higher rate
    - Resources will become more scarce as development intensifies
  - Uncertainties - The City of Grantsville has several uncertainties that must be carefully managed to ensure the community vision is met:
    - The effect of growth on the character of the community
    - How closely the rate and location of development follows plan expectations



### **Community Characteristics (Appendix 2)**

#### **COMMUNITY DRAW**

#### **GROWTH PRESSURE**

#### **RURAL CHARACTER**

#### **CONVENIENT ACCESS**

#### **SMALL BUT GROWING LOCAL ECONOMY**

### **COMMUNITY DRAW**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville for its small town



character and family-friendly way of life.

**GROWTH PRESSURE**

In recent years, the City has witnessed unchecked and unprecedented growth pressures as the Salt Lake Valley continues to expand west in search of increased housing opportunities. Currently, the City is experiencing issues with levels of service caused by the influx of additional residences. As growth continues within the municipality, it is critical that the development be planned and prepared for, ensuring that the quality of life is preserved for current and future residents.

**RURAL CHARACTER**

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community’s simpler and safer environment.

**CONVENIENT ACCESS**

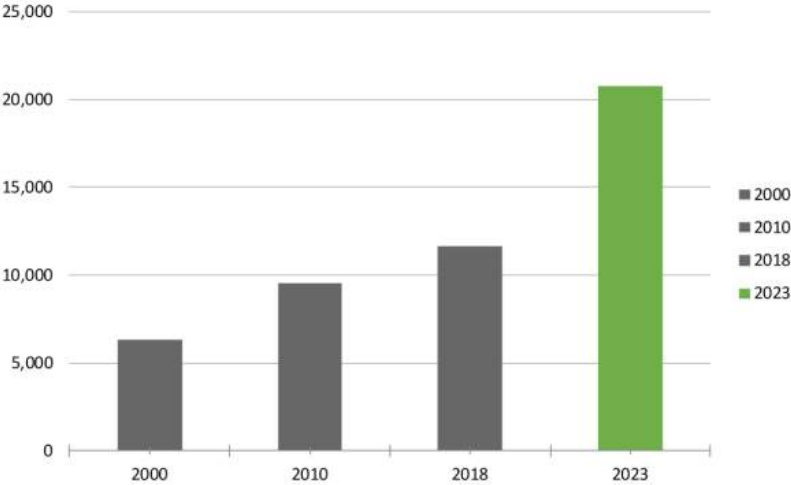
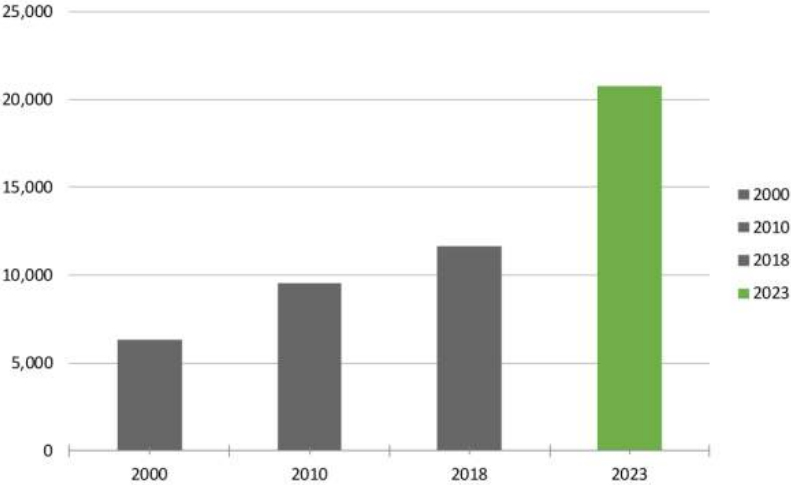
Grantsville is conveniently located within proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

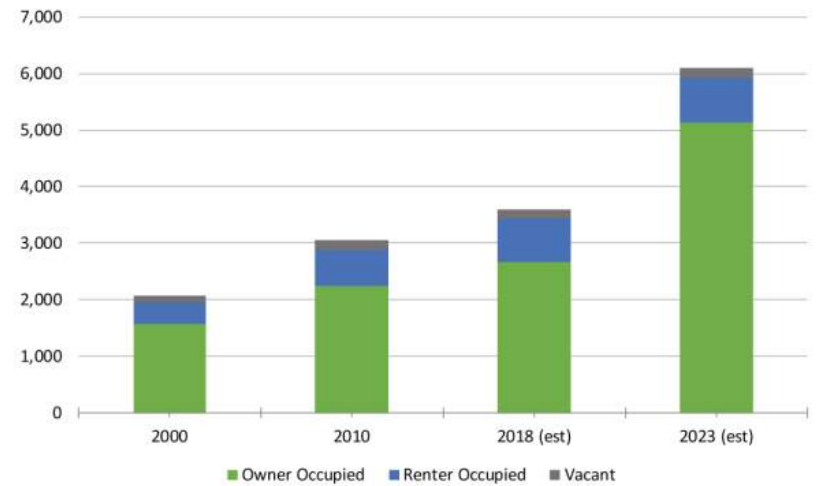
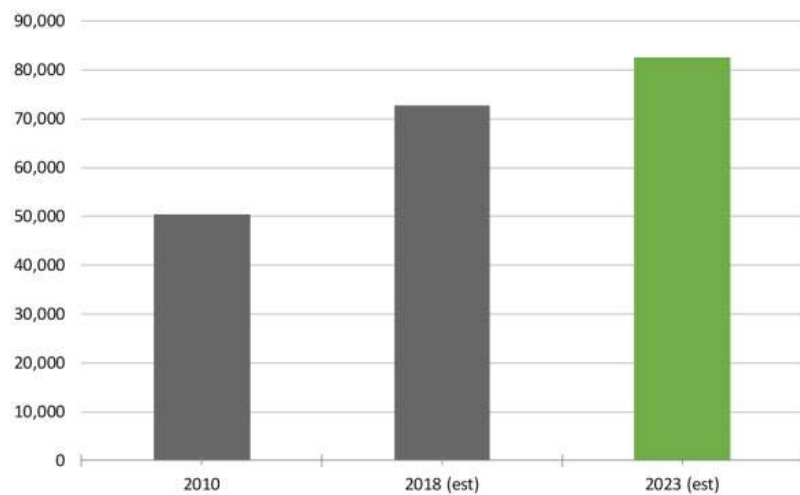
**SMALL BUT GROWING LOCAL ECONOMY**

More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year, outpacing population growth and average inflation costs. Continuing to broaden the local economy keeps jobs closer to home and increase community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, the multitude of residents still admit to leaving the municipality or ordering online to meet necessary goods or services.

**Socioeconomic Indicators (Appendix 2)**

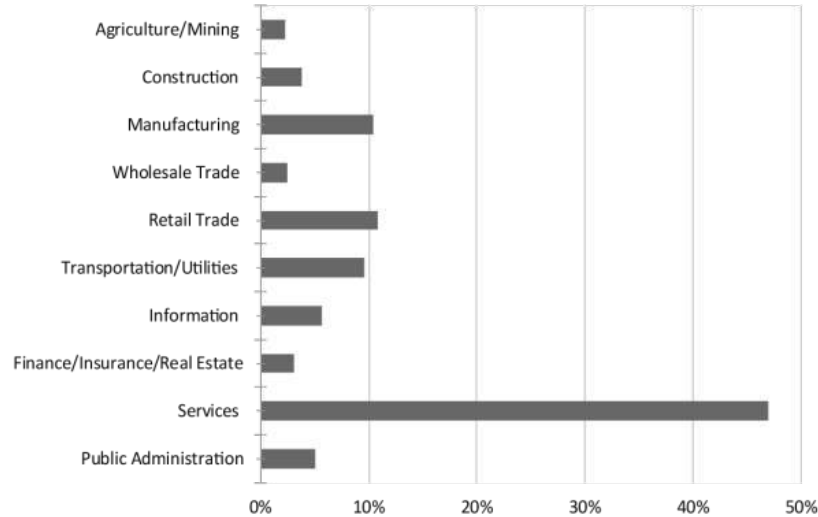
Following are key community statistics for the City of Grantsville. The information was collected to assist in developing the land use policies contained in this plan. All the information and graphics are based upon ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data was collected from Utah State Tax Commission. Population data was collected from the US Census Bureau. Consumer Price Index data was collected from the US Bureau of Labor Statistics.

POPULATION	HOUSEHOLDS
The 2018 population was 11,193. The rate of change since 2010 was 2.4% annually. The five-year projection for the population in the area is 20,741 representing a change of 12.3% annually from 2018 to 2023. Currently, the median age is 30.7 (the statewide is also currently 30.7).	The household count in Grantsville has changed from 2,874 in 2010 to 3,449 in the current year, a change of 2.24% annually. The five-year projection of households is 5,921, a change of 11.41% annually from the current year total. Average household size is currently 3.36, compared to 3.31 in the year 2010. The number of families in the current year is 2,749.
	
INCOME	HOUSING UNITS
The 2018 estimated median household income in Grantsville is \$71,796, compared to \$67,456 in the county, and \$74,181 for the rest of the state. Median household income is projected to be \$82,470 in five years. Current per capita income is estimated to be \$23,645 in the area.	It is estimated that 74.3% of the 3,592 housing units in the area are currently owner occupied; 21.7%, renter occupied; and 4.0% are vacant. The annual rate of change in housing units since 2010 is 7.48%. Median home values are estimated to be \$221,596. In five years, the median value is projected to change by 7.54% annually to \$318,729.



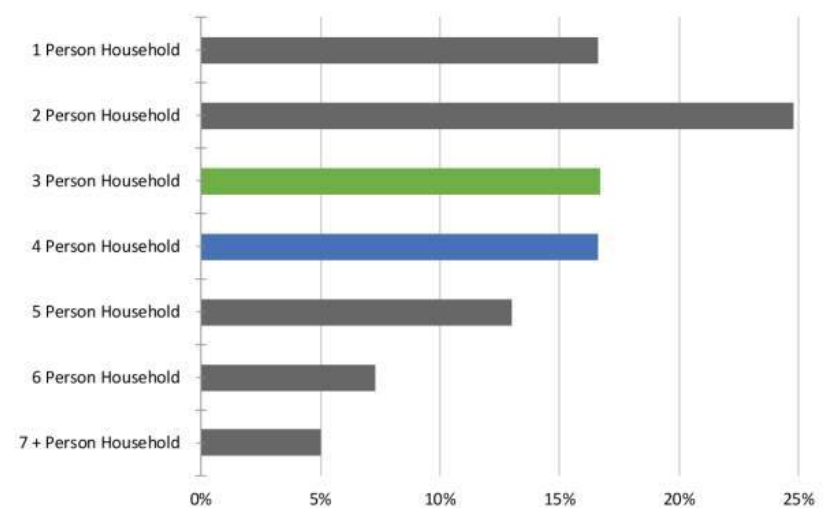
## EMPLOYMENT

Employment within the community is currently limited to services and retail opportunities. Many of the trades/professions outlined below illustrate the “bedroom community” where commuters transit to work and return home at night.



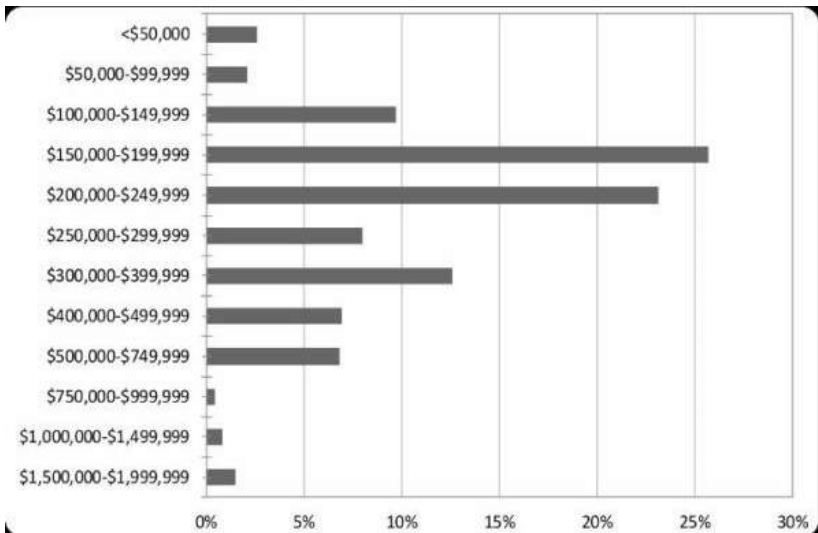
## HOUSEHOLD SIZE

Grantsville has an average household size similar to both Tooele County and the State of Utah.



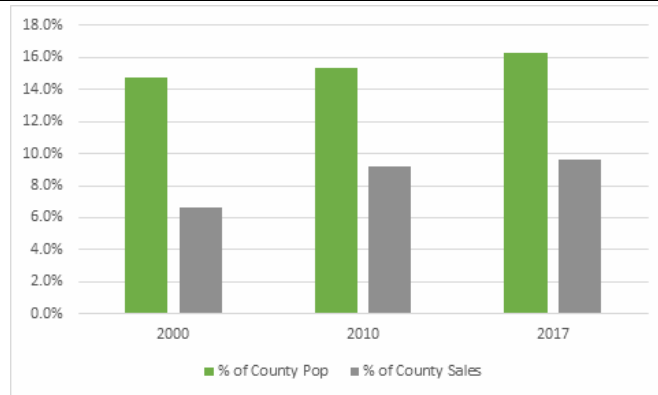
## HOUSING VALUES

Housing values within the municipal limits are significantly lower than other regional communities. Due to this, many areas within the community are experiencing additional growth beyond the state average.



#### TAXABLE SALES AS A PERCENT OF TOTAL COUNTY SALES

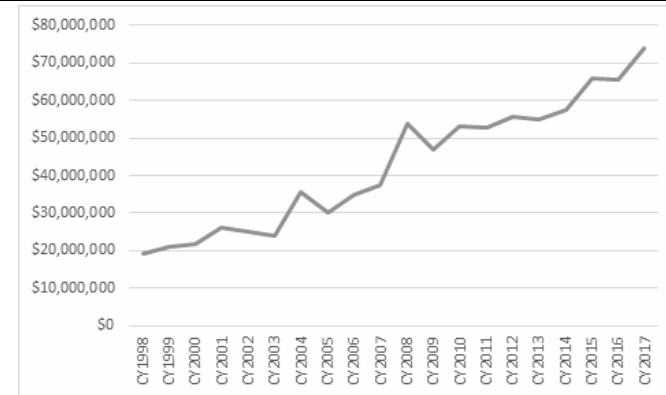
The City has increased its share of total County taxable sales at a steady pace since 1998 compared to population growth which means more dollars are staying in the City.



*\*NOTE: All the information and graphics outlined above are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.*

#### TAXABLE SALES INCREASE

Taxable sales in the City have grown 7.39% annual average growth since 1998. Population growth (3.61%) and consumer price index growth (1.95%) make up approximately half of that increase. The balance represents more money being spent in the local economy.



#### Opportunities + Constraints (Appendix 2)

##### [Recreation And Housing](#)

##### [Infrastructure And Transportation](#)

##### [Community Character And Economy](#)

As a result of the various public input strategies utilized, a set of opportunities and constraints were created to provide a clear and defined vision for the community, outlining the potential barriers and assets that will affect the community. Outlined below are the results, broken down by category:

#### Recreation And Housing

Opportunities	Constraints
<ul style="list-style-type: none"> <li>Convenient Access. Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.</li> </ul>	<ul style="list-style-type: none"> <li>Recreational amenities are clustered around one geographic region of town. Residents outlined the fact that the most notable, accessible, and improved recreational facilities are located toward the center of town and not easily accessed by new developments.</li> </ul>
<ul style="list-style-type: none"> <li>Ample land is available around the perimeter of Grantsville, allowing for expansion of recreational</li> </ul>	<ul style="list-style-type: none"> <li>Recreational opportunities are often bound by roadways. While the roadways provide convenient access to</li> </ul>



opportunities into regional amenities (i.e. trails along foothills).	recreational facilities, there are many areas that are wholly defined by roadways or artificial barriers. This is causing “islands” of recreation that are hard to access for pedestrians and bicycles.
<ul style="list-style-type: none"> <li>● Strong sense of pride and community ownership. Almost two-thirds of Grantsville residents that responded to the public survey have lived there for 10+ years. For the most part, people that moved to Grantsville want to remain there.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate parking at privately held access points for recreational amenities. Residents noted that parking was not immediately available at trailheads where private landowners controlled access to unimproved trails.</li> </ul>
<ul style="list-style-type: none"> <li>● The family-friendly atmosphere and relationships between community members in Grantsville is an asset.</li> </ul>	<ul style="list-style-type: none"> <li>● Many residents voiced concerns that there are not a lot of after school options for youth and consider a “Rec Center” as a solution.</li> </ul>
<ul style="list-style-type: none"> <li>● Increased Density. Ample areas for increased housing density in the downtown core and immediately adjacent areas</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of Options. Residents are vocal about not having adequate and affordable housing for first-time home buyers or lower-income families.</li> </ul>
<ul style="list-style-type: none"> <li>● Define areas of growth. Define areas of higher density or non-single family housing through codes and restrictions</li> </ul>	
<ul style="list-style-type: none"> <li>● Retain “large” residential lots. While most residents and respondents found it acceptable for increased land-use density within the community core, they desired to retain 1/4 or 1/2 acre lots for residential uses.</li> </ul>	

#### **Infrastructure And Transportation**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Recent upgrades - The City of Grantsville has recently completed numerous upgrades to the infrastructure systems throughout town, specifically the water and sewer lines under Main Street, as well as its natural gas system soon.</li> </ul>	<ul style="list-style-type: none"> <li>● Hwy 138 experiences waves of demand because of the heavy truck traffic, proximity of the high school, and the Wal-Mart employment center. This road is also the primary commuting route.</li> </ul>
<ul style="list-style-type: none"> <li>● Infrastructure system longevity - Currently the City of Grantsville is designing and installing infrastructure and rightsizing projects that will allow for adequate growth and development throughout the community.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of sidewalks. Some areas along main streets and near schools don’t have sidewalks.</li> </ul>
<ul style="list-style-type: none"> <li>● Most of Grantsville’s roadways within the core have wide Right of Way that would facilitate new bike lanes.</li> </ul>	<ul style="list-style-type: none"> <li>● Sporadic Development. In recent years, development within the community has been approved according to regulations, yet the regulations were not properly altered to correct a “scattered” development pattern.</li> </ul>
	<ul style="list-style-type: none"> <li>● Inadequate stormwater systems. The community currently has inadequate stormwater systems to properly convey water away from paved surfaces, creating pooling or ponding issues at curbs and on the roadway.</li> </ul>
	<ul style="list-style-type: none"> <li>● Despite regular maintenance, roadways are often in poor condition. Included in this constraint is roadway pavement, curbing, sidewalks, and crosswalks. This is noticeable at most side streets, and especially along the Main Street corridor at all crossing locations within the UDOT Right of Way.</li> </ul>
	<ul style="list-style-type: none"> <li>● Residents are concerned with water resource availability and pricing.</li> </ul>

#### **Community Character And Economy**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Retain small town charm. There is a strong desire among residents to retain the small town charm that makes up their community, including: architecture, lot sizes, preservation of agricultural activity, access to shopping/retail and a Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Finite amounts of land. While there is currently ample amounts of land available for development, the community will quickly see a diminishing amount of land available for development if the larger lot theory plays-out.</li> </ul>
<ul style="list-style-type: none"> <li>● Increase unification among town. Residents showed a desire to increase the opportunities where unifying characteristics can be utilized within the community, specifically to create an overall unified community theme or appearance. This includes, creation of unified signature styles, utilization of the new logo on multiple items (benches, banners, bike racks, etc.), and increased ordinances for building appearance or maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>● Increased infrastructure costs. Larger lots and less dense land-use increase the costs for construction and maintenance on infrastructure systems due to the distances necessary.</li> </ul>
<ul style="list-style-type: none"> <li>● Lack of diversity in retail/commercial. The community has a strong desire to increase the variety of restaurants, retail and commercial amenities along the Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate water for increased development. It is the perception of many residents that there are not enough water resources (well or culinary system) to allow for development to continue within the municipality.</li> </ul>
<ul style="list-style-type: none"> <li>● Support infill of “GAP” services. There is a desire for necessary services to be fulfilled within the community. The community was noted as stating there were basic services missing such as: dry cleaners, outdoor and recreation outfitters, clothing stores, etc.</li> </ul>	<ul style="list-style-type: none"> <li>● Proximity to regional retail/commercial hubs. Grantsville is within proximity of the Salt Lake metro area and the county seat (Tooele) where a myriad of other services or retail goods can be attained. This proximity will require local businesses and individuals to be in competition with the nearby regional attractors.</li> </ul>
<ul style="list-style-type: none"> <li>● Available properties for development. There are ample properties along the Main Street corridor that are available for preservation and development opportunities.</li> </ul>	

## **Public Input Summary**

The Grantsville Planning Commission and City Council placed a very high priority on public input. The project began with public notice, and a series of public meetings and surveys were conducted. The initiative generated an email list of over 400 residents and business owners that asked to remain informed about major steps in the development of the plan, and the public open house events were very well-attended.

Information and examples about the public interaction are at the following links:

- Community Survey #1 Report <https://tinyurl.com/GvPublicSurvey1>
- Community Survey #2 Report <https://tinyurl.com/GvPublicSurvey2>
- Initiative marketing example (poster) <https://tinyurl.com/GvPoster1>
- Initiative marketing example (postcard) <https://tinyurl.com/GvPostcard>
- Example of comments generated at a public event <https://tinyurl.com/GvPublicCommentExample>

# **AGENDA ITEM #4**

Consideration of a proposed rezone for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from A-10 (Agricultural) to the Mixed Use District (M-U) for the Crossing at Willow Creek Subdivision, resulting in approximately 102.4 acres begin zoned M-U.





## STAFF REPORT

**To:** Grantsville City Planning Commission

**From:** Shelby Moore, Planning and Zoning Administrator

**Meeting Date:** February 3<sup>rd</sup>, 20206

**Public Hearing Date:** February 3<sup>rd</sup>, 20206

**Re:** Consideration of a proposed rezone for parcels 01-131-0-0002, 01-130-0-0009, 01-130-0-0008, 01-130-0-0016, and 01-130-0-0014 from **A-10**

**(Agricultural)** to the **Mixed-Use (M-U)** district for the Crossing at Willow Creek Subdivision, resulting in approximately **102.4 acres** being zoned M-U

---

## Existing Zoning and Land Use

- **Current Zoning:** A-10 (Agricultural)
- **Proposed Zoning:** Mixed-Use (M-U)
- **Existing Use:** Agricultural land

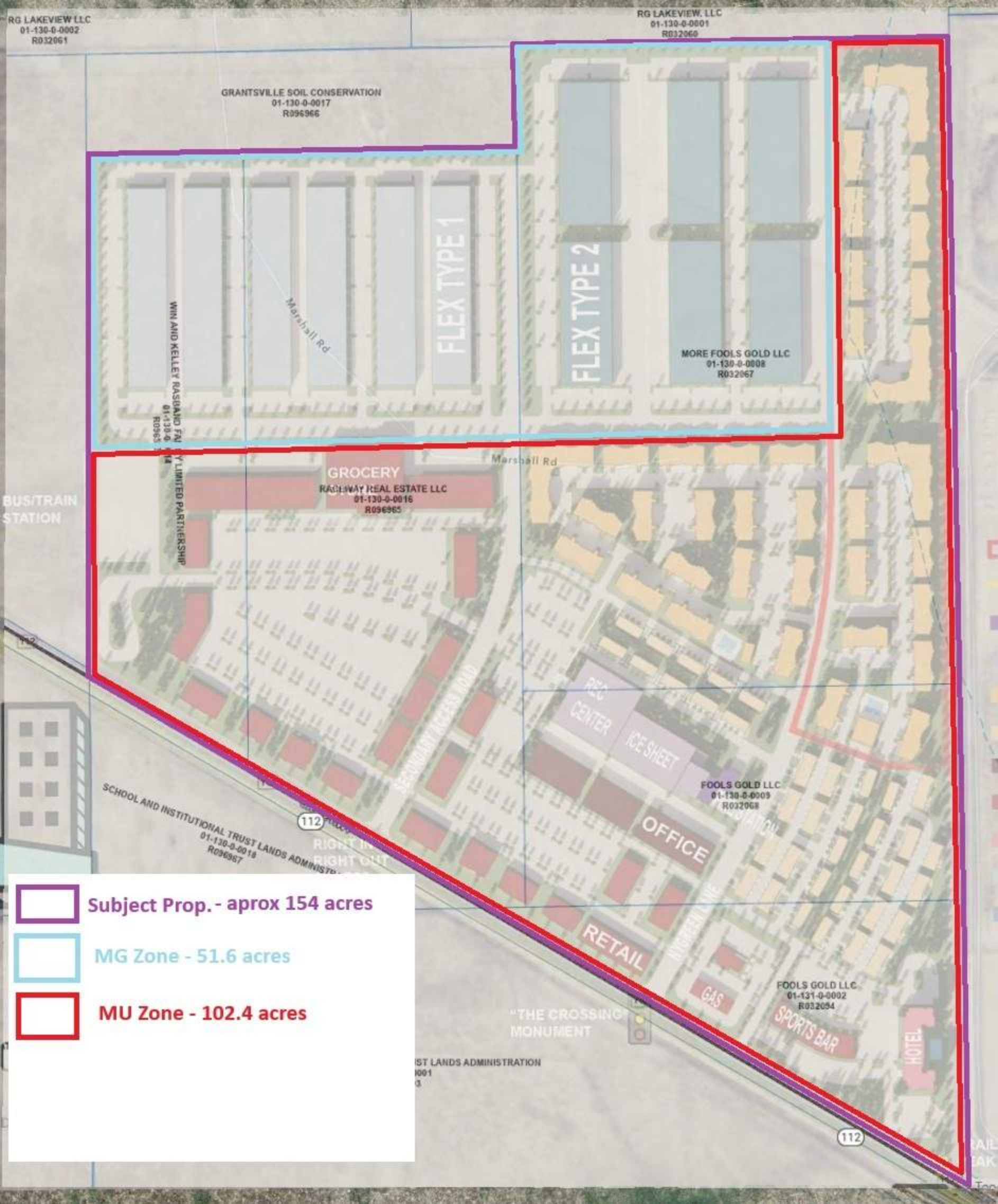
## Analysis

The proposed Mixed-Use zoning is intended to implement the Mixed-Use Density land use designation and allow for a combination of residential, commercial, and employment uses within a unified development framework. The M-U district encourages walkability, internal connectivity, and efficient use of infrastructure.

Rezoning these parcels provides flexibility in site design and land use while ensuring compatibility through development standards and future site plan review. The proposal represents a strategic transition from agricultural zoning to an urban mixed-use environment consistent with planned growth.

## Findings

1. The rezone promotes integrated, mixed-use development.
2. The proposal supports long-term growth and efficient land use planning.



RG LAKEVIEW, LLC  
01-130-0-0002  
R032061

RG LAKEVIEW, LLC  
01-130-0-0001  
R032060

GRANTSVILLE SOIL CONSERVATION  
01-130-0-0017  
R096966

WIN AND KELLEY RASBAND FN  
01-130-0-0003  
R096965

FLEX TYPE 1

FLEX TYPE 2

MORE FOOLS GOLD LLC  
01-130-0-0008  
R032067

BUS/TRAIN  
STATION

GROCERY  
RACHWAY REAL ESTATE LLC  
01-130-0-0016  
R096965

Marshall Rd

LIMITED PARTNERSHIP  
01-130-0-0004  
R096965

SECONDARY ICEEN WOOD

REC  
CENTER

ICE SHEET

FOOLS GOLD LLC  
01-130-0-0009  
R032068

OFFICE

RETAIL

GAS

FOOLS GOLD LLC  
01-131-0-0002  
R032054

SPORTS BAR

HOTEL

"THE CROSSING"  
MONUMENT

ST LANDS ADMINISTRATION  
R001  
03

112



**Subject Prop. - aprox 154 acres**

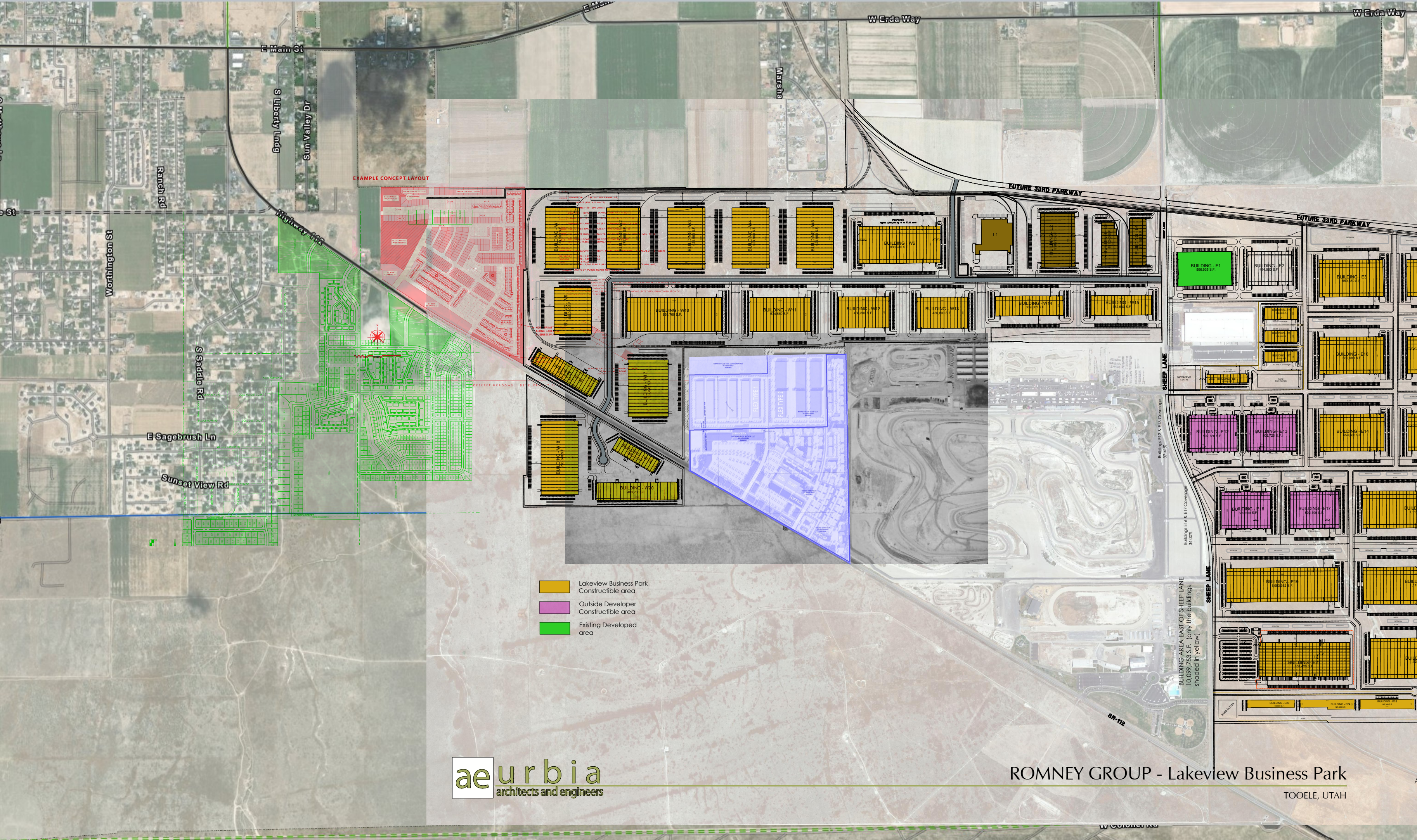


**MG Zone - 51.6 acres**

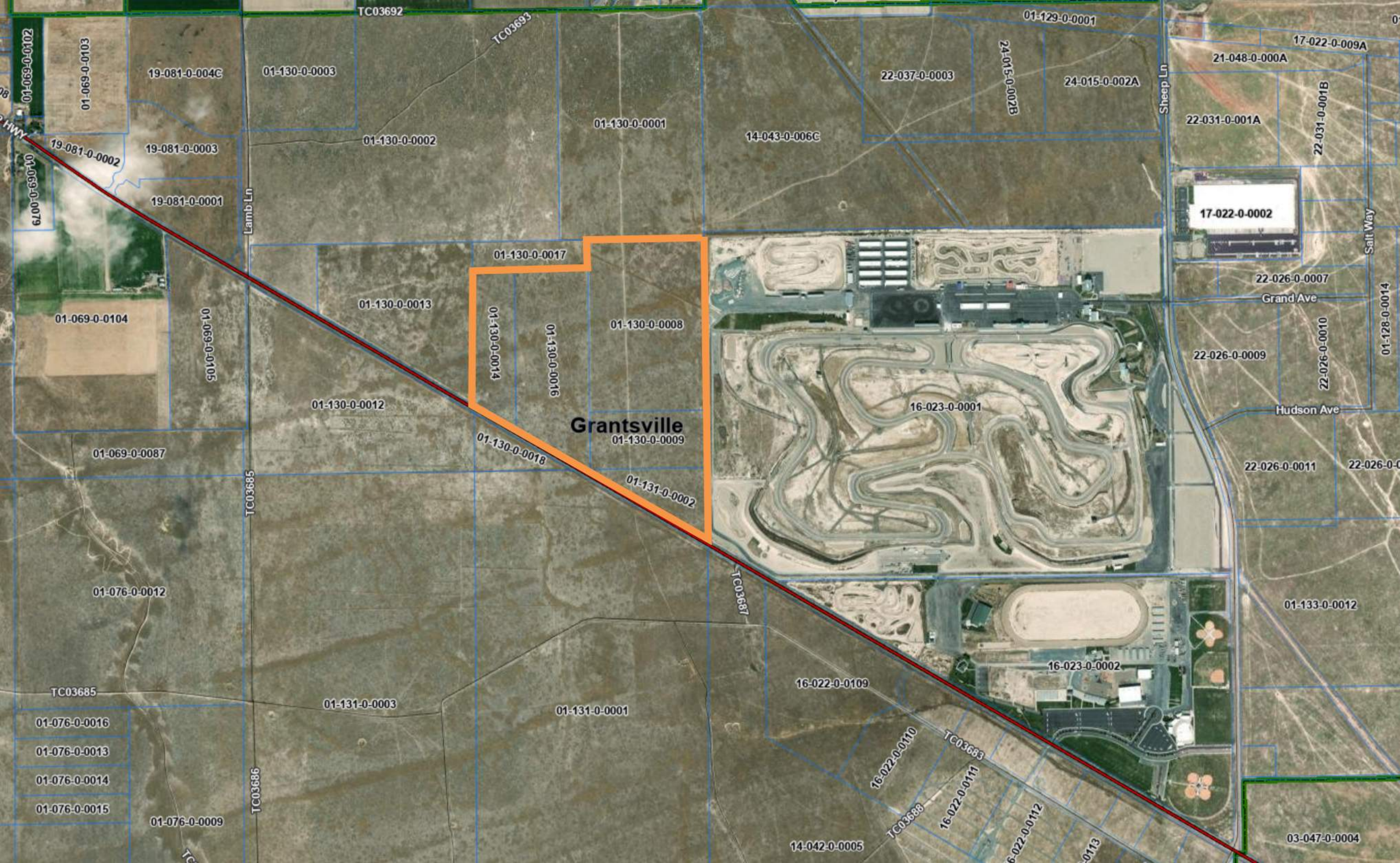


**MU Zone - 102.4 acres**











GRANTSVILLE CITY  
BOUNDARY

LOT 7 LOT 8

LOT A

LOT 3

MILLER  
MOTORSPORTS  
PARK, PUD NO

LOT 2

441 South Sheep Lane

LOT 1

512 South Sheep Lane

### LEGEND Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Outlined on this map is the proposed Future land use map for the City of Grantsville:

**Commercial**  
(A variety of commercial, retail, office and light industrial associated with a retail presence fronting street with special approval)

**Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are compatible. Heights are limited to two stories or a maximum of 35' above grade at street. Three stories above grade at street and/or 15 units per acre may be approved with special considerations of landscaping, buffering and architectural design that fit the scale of the surrounding properties in the zone.)

# Deseret Peak Planning Area

SPORTS  
PUS

LOT 1

AK PUD PHASE 5

DESERET  
PEAK  
COMPLEX

LOT 109

LOT 2

LOT 108

LOT 107

LOT 106

LOT 105

LOT 104

LOT 103

LOT 102

LOT 101

DESERET PEAK COMM. PUD  
(UNDEVELOPED IN 2009)

COLONEL ROAD

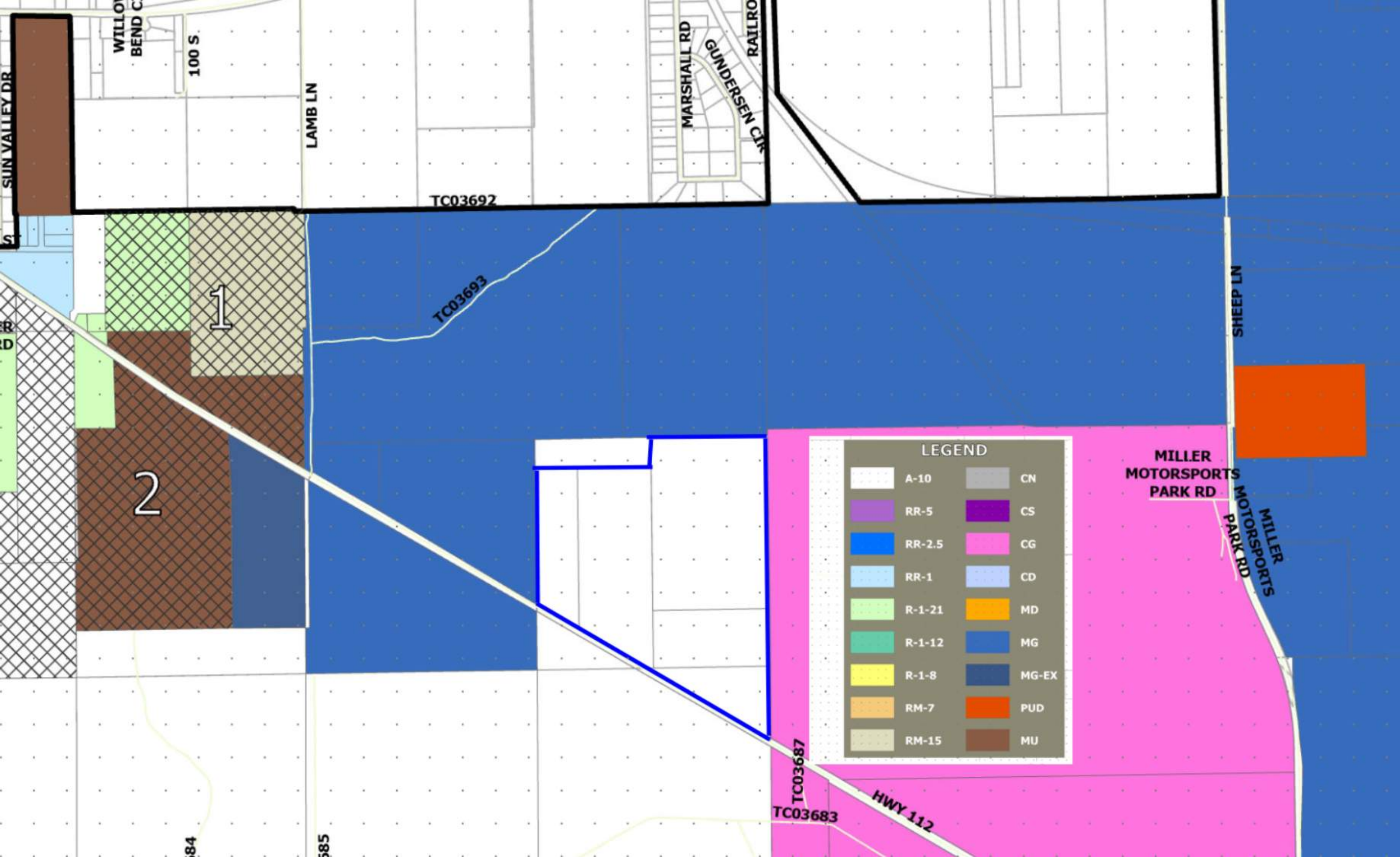
LOT 112

LOT 113

LOT 114

SHEEP LANE





## **Executive Summary**

### **Land Use**

- Maintain Community Character – Preserve the small town feel and atmosphere through appropriate land use and preservation methods.
- Manage Growth – Manage growth within the community to ensure adequate densities are met and infrastructure costs are attainable.
- Support a Mixture of Land Uses – Create a more diverse and inclusive mixture of land uses within the community, specifically the downtown corridor.

### **Community Design**

- Create a Congruent Community – Create a community that has adequately dense property development to ensure the small town character is retained.
- Provide for Pedestrians – Provide a safer and more convenient atmosphere for pedestrians throughout the community.
- Improve the Streetscapes – Improve the streetscape realm within the community by providing a consistent and adequately designed pedestrian space.
- Personify the Uniqueness of Grantsville – Ensure that building styles, densities and characteristics match the already unique styles of Grantsville.
- Preserve the City's History – Grantsville has a unique and specific history. Work to preserve and personify this character-building history.

### **Economic Development**

- Define the Core – Define the core commercial district and provide adequate amenities or services to attract development for infill of this space.
- Create Priority Areas – Prioritizing areas for development will help encourage appropriate DIRT (Duration, Intensity, Rate & Timing) of development to match the community needs.
- Provide Business Incentives – Where necessary, provide incentives to new business start-ups or existing business expansions to encourage community growth and job creation.

### **Transportation**

- Provide for Future Needs – As Grantsville continues to grow, additional primary and collector roads will need to be created. Work with the public and regional authorities to identify and prepare the community for these roadways.
- Coordinate with Local Agencies – Coordinate with UDOT and Tooele County on roadway projects.
- Develop a Plan – Create a comprehensive transportation system map to provide a clear and concise message to the public about future roadway work.
- Maintain and Improve the Streetscape – Create a functional and visually appealing streetscape.

### **Housing**

- Diversify Housing Stock – Encourage adequate density of housing stock within the community per UCA 10-9a-403(2)(b)(iii)(P-U).
- Improve Quality – Improve the quality of housing within the community to attract new tenants.
- Encourage Affordable Housing – Work with and incentivize local developers to create vital affordable housing within Grantsville.

### **Recreation & Open Space**



- Maintain and Improve Parks – Improve park amenities and maintain them to a high level of service.
- Improve Recreational Opportunities – Work with local residents and regional partners to create improved recreational opportunities that will improve the quality of life for local residents and attract new visitors.
- Increase Cooperation – Increase cooperation among local property owners, developers and the municipality. Maintaining an outstanding park will require a clear and concise agreement of who is responsible to create, maintain and improve each recreational amenity.

## **Infrastructure**

- Provide Quality Services – Provide efficient, cost effective and reliable services or amenities to residents.
- Conduct a Detailed Analysis of Available Water – Residents are concerned about the availability of water. Conduct a detailed analysis of the water supply to ensure adequate water service is available for future needs.

## **Introduction**

[State Law And Grantsville City's Plan](#)

[Purpose Of This Plan](#)

[Development Of This Plan](#)

[Amending The General Plan](#)

[Implementation](#)

[Next Steps For This Plan](#)

## **State Law And Grantsville City's Plan**

This general plan update will serve as a framework for Grantsville decision makers as the community continues to experience change, altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals and general welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represent the consensus and vision for the community as well as the goals for the near and distant future.

## **Purpose Of This Plan**

The purpose of the general plan is to provide a set of defined community visions and goals for Grantsville to focus on for the decade that follows final acceptance of the plan. The Grantsville General Plan is not intended to be a static document. Rather, it is intended to be used regularly by local officials and residents to identify and direct where various activities will be located; which strategies the city will encourage and which requirements necessitate their establishment; to identify priorities for city actions and resource allocation decisions; and to identify the provisions of required services and their adopted standards.

## **Development Of This Plan**

Public participation in formulating this plan shaped its content and direction. All information outlined was prepared based upon and incorporating much of the public's valuable feedback.

The Grantsville Planning Commission and City Council placed a high priority on public involvement in the development of this plan, requiring a thorough and detailed public awareness and input campaign to be completed. Public participation strategies utilized in the formulation of this plan included public surveys and open house events, stakeholder meetings, an initiative website, and public hearings.

A summary of the results from each format of community input can be found in the appendix section of this document.

## **Amending The General Plan**

This document should be reviewed at least annually, and updated as the need arises, in order to provide responsible and well-formulated public policy for community decisions.

When necessary, the process for amending the plan, as outlined in Utah state law and local ordinances, requires adequately noticed public hearings, and formal action by Grantsville's Planning Commission and City Council.

## **Implementation**

Implementation of the General Plan by the Mayor, City Council, and Planning Commission fulfills the Plan's purpose and ensures that the community's voice and vision are heard. Each element of the comprehensive plan provides background and context materials as well as goals, policies, and potential action steps for the community to undertake to achieve the plan's vision.

Implementation of the strategic plans or goals should be reviewed annually and amended as needed to ensure the goals are being met.

## **Next Steps For This Plan**

While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of "Who, What, When, Where and How" of each goal. To ensure that the community's vision is realized, the City of Grantsville will undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan will include:

- Proposed steps for implementation
- Timing for each recommendation
- Funding availability
- Long-term financial needs and recommendations



## **Community Vision Statement + Core Values**

### **Community Vision**

### **Community Core Values**

### **Community Characteristics**

### **Regional Context + Anticipated Changes**

### **Socioeconomic Indicators**

### **Land Capacity Analysis**

## **Community Vision**

A community vision statement is a brief synopsis that “boils down” a myriad of strategies and recommendations into a single sentence. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan. All recommendations and elements of this plan are based on this vision. The final Community Vision statement for the Grantsville General Plan is:

“GRANTSVILLE IS A COMMUNITY THAT PRESERVES VALUES AND PROVIDES AN IMPROVED QUALITY OF LIFE FOR RESIDENTS.”

The vision statement takes information like the history of the City, socioeconomics, resident opinion, and the development capacity of the land into consideration. This statement can be amended as the visions and goals of residents within the community adapt.

## **Community Core Values**

Core values of a community are specific statements that illustrate the residents’ desires and needs for their community. These values support and prescribe the future of the community, while remaining adaptable to the ever-changing nature of a municipality. Grantsville values include:

- Retain the feel and atmosphere of a small community
- Offer an increased quality of life for residents, regardless of age or socioeconomic status
- Attract and retain necessary amenities or services to encourage residents to shop locally
- Support development of the local tax base
- Provide affordable housing options that meet local needs and local socioeconomic characteristics for residents
- Support business development for local employment opportunities.

## **Community Characteristics**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville due to the small town character and family-friendly way of life.

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All of these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community to raise families in a simpler and safer environment.

## **Regional Context + Anticipated Changes**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

Grantsville is conveniently located within close proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year outpacing population and inflation growth. Continuing to broaden the local

economy keeps jobs closer to home and increases community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, a majority of residents still admit to leaving the municipality or ordering online to meet necessary goods or services needs.

**Socioeconomic Indicators**

Outlined in the below infographic are key community statistics for the City of Grantsville. The land use policies are intended to correlate with population and employment projections. The infographic is a summary of the charts starting on page 52 of the Appendix. NOTE: All of the information and graphics below are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.



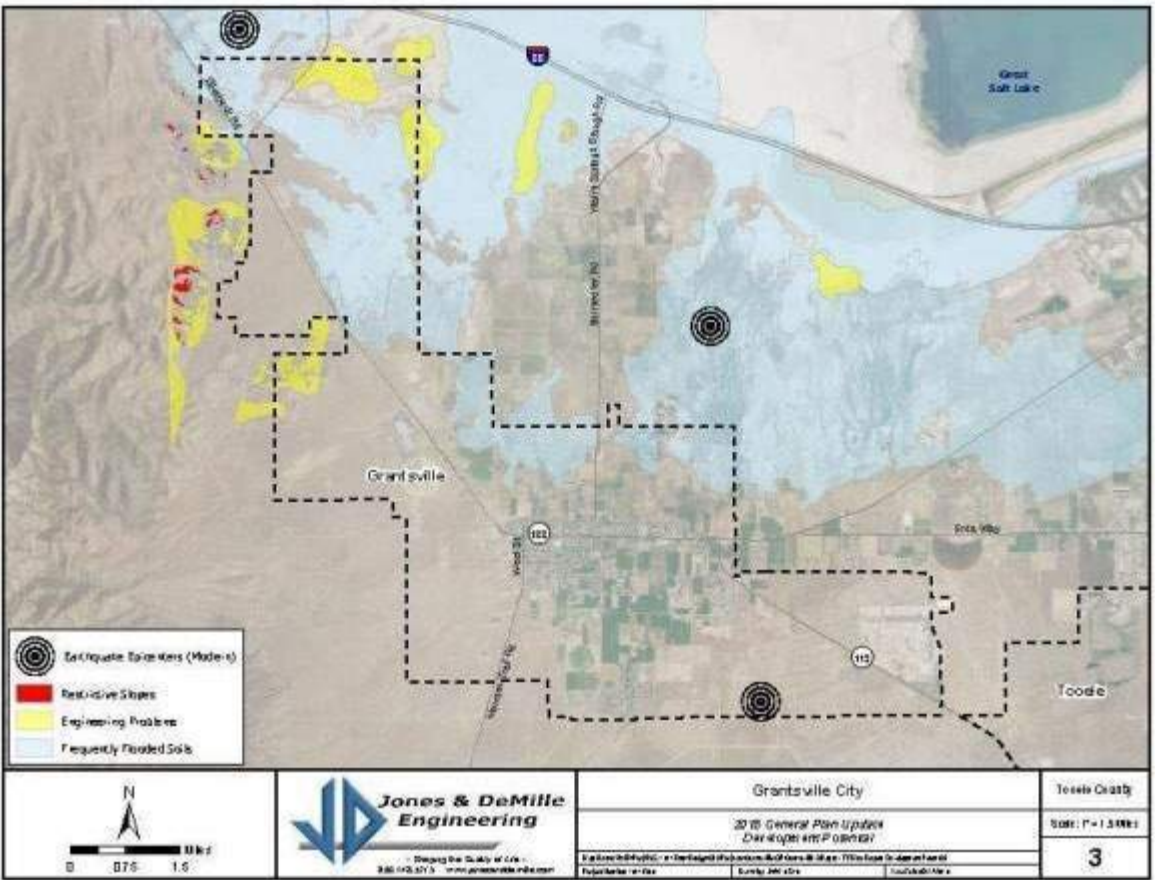
## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the City. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, as well as potentially problematic slopes, soils, or drainage.

The City’s development potential is somewhat constrained because of the high water table on the North side of town. It should be noted that this area will require additional geotechnical analysis to determine the highest and best use for the land. All proposed uses should be properly vetted and ensure that they meet the future land use and density regulations.



The map below indicates problematic areas that will require special consideration when reviewing development requests.



## [Land Use](#)

### [Conditions Prior To Implementation](#)

### [Land Use Designations](#)

### [Future Land Use Map](#)

### [Annexation](#)

### [Goals + Policies + Land Use](#)

### [Strategies - Land Use](#)

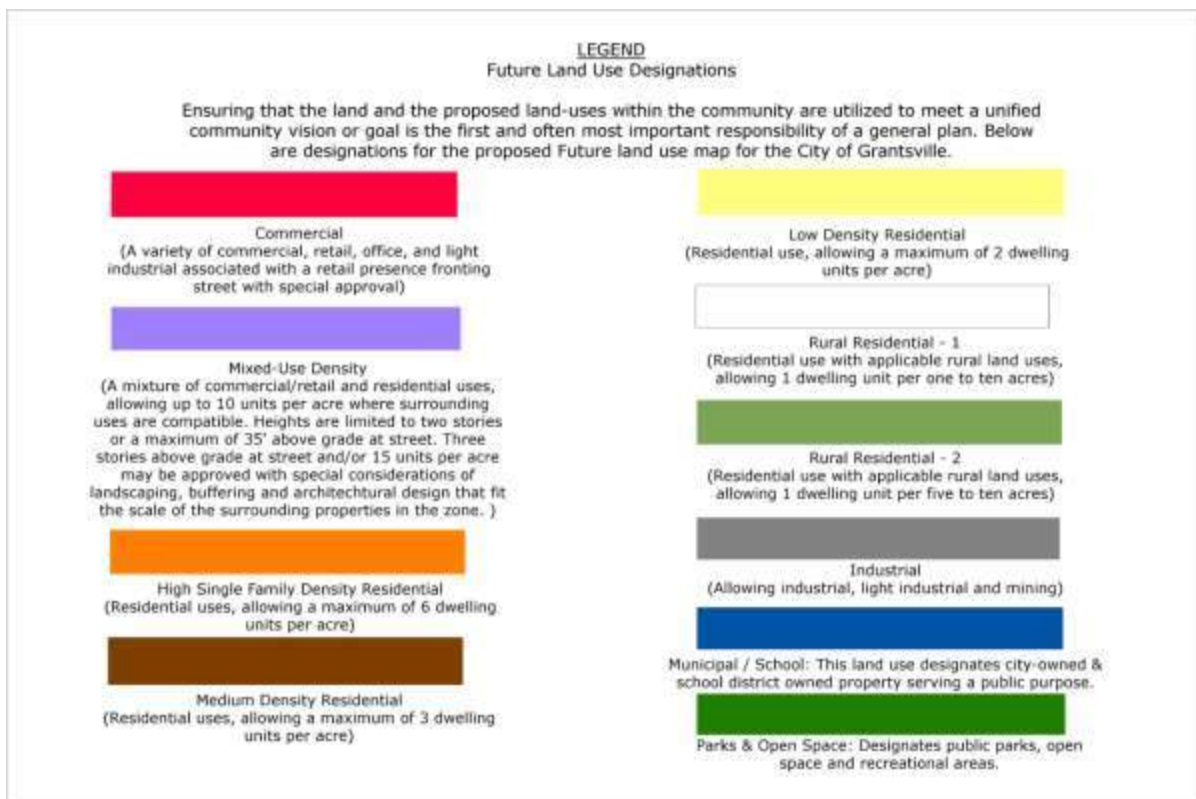
## **Conditions Prior To Implementation**

The land-use development patterns in many areas within the City of Grantsville are non-contiguous, and scattered. This has created an undue hardship for the residents and municipality to maintain.

- Growth and development of land has not been retained or centralized to a location.
- Infrastructure is not adequately located or spaced to support development.
- Current growth is not meeting smart growth principles which are necessary to ensure adequate resources are available within the High Desert region; specifically, to condense development opportunities and infill development along currently existing infrastructure systems.
- Residential development is currently being experienced along the periphery of the community, leaving voids within central community locations.

## **Land Use Designations**

“Future Land Use” is characterized as the way that the community would like to see the area develop and grow generally. As zoning changes are proposed and annexations are requested, this map should be utilized as a guide to Planning Commission and City Council members on where these requests are appropriate and where they are not. The foundational basis of the City’s Zoning Districts can be found in the following designations:

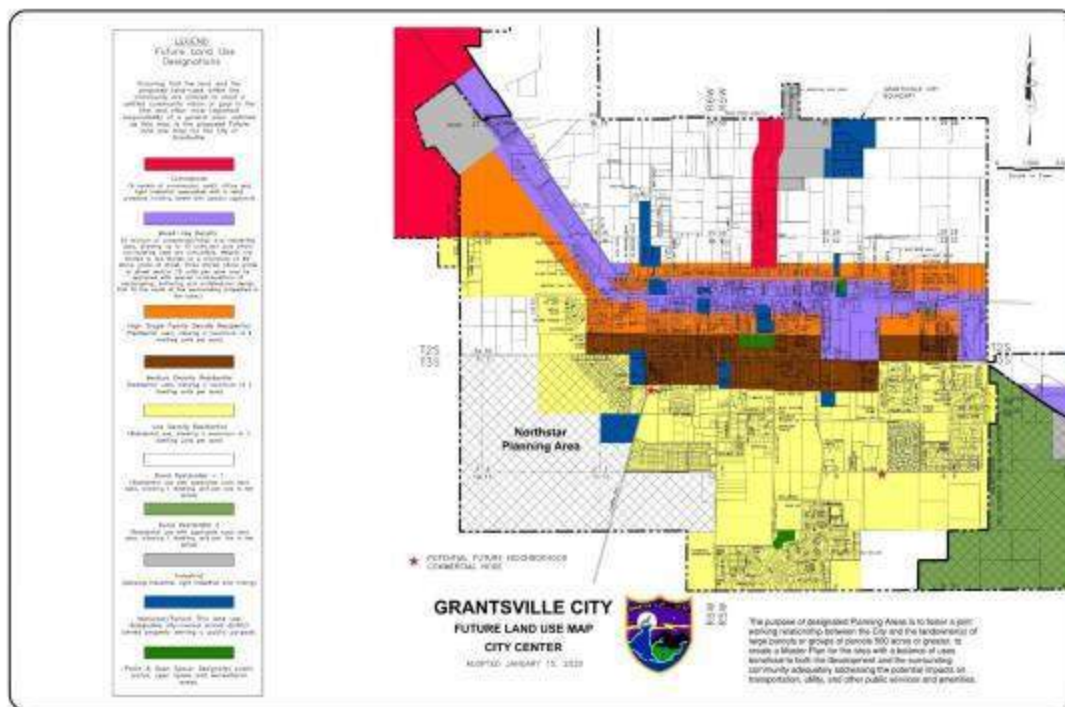


## **Future Land Use Map**

The Future Land Use Map serves as a guide to where future growth should occur. The map guides decisions about proposed uses and densities of development. The map lays the foundation for making changes to zoning in the future, but it is NOT zoning or the zoning map.

The Grantsville Future Land Use Map contains block areas that are not based on exact parcel lines in order to provide a measure of flexibility in interpretation. The colors represent things like allowable land uses and lot size ranges.

The crosshatch areas are designated Planning Areas. The purpose of designated Planning Areas is to foster a joint working relationship between the City and the landowner(s) of large parcels or groups of parcels 500 acres or greater. This is to create a Master Plan for the area with a balance of uses beneficial to both the development and the surrounding community. The plan must adequately address the potential impacts on transportation, utility, and other public services and amenities.



## Annexation

Annexation is the process through which properties outside the City's boundaries are incorporated as part of the City. This process includes an application by property owners to the City and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the City are initiated by property owners and are often started with the intent of receiving services.

In recent years, the City completed annexations in the Flux and Deseret Peak areas. Prior to the annexation, Tooele County projected the Deseret Peak area as one with some of the highest potential population growth (between 1,000-1,500 residents before 2040).

The City should initiate a specific-area planning initiative for these areas as resources are available.



[illegible]

**GRANTSVILLE CITY  
GENERAL PLAN  
FUTURE LAND USE MAP  
DESERET PEAK ANNEXATION**  
JULY 13, 2000



The purpose of designated Planning Areas is to foster a joint working relationship between the City and the landowner(s) of large parcels or groups of parcels 500 acres or greater, to create a Master Plan for the land with a federal or state beneficial to both the development and the surrounding community absolutely addressing the potential impacts on transportation, utility, and other public services and amenities.

# GRANTSVILLE CITY FUTURE LAND USE MAP FLUX ANNEXATION

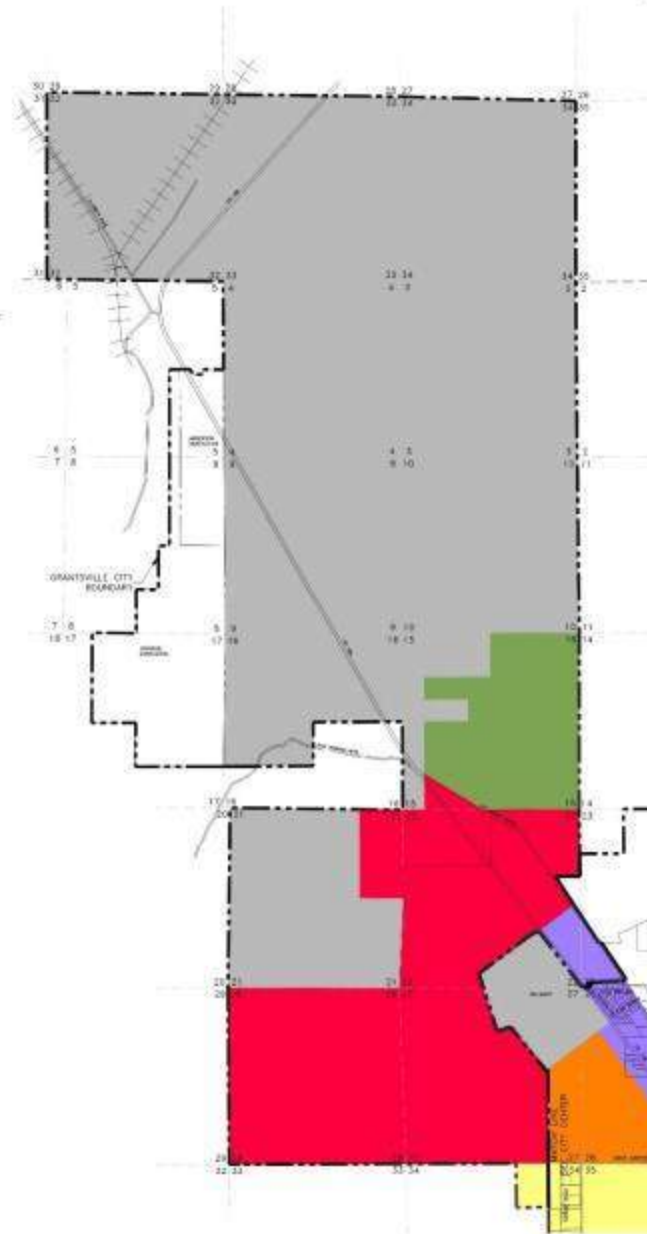
ADOPTED JANUARY 15, 2020



**LEGEND**  
Future Land Use Designations

Ensuring that the land and the proposed land-uses within the community are utilized to meet a unified community vision or goal is the first and often most important responsibility of a general plan. Realized as this map is the proposed future land use map for the City of Grantville.

- Commercial**  
(A variety of commercial, retail, office and light industrial structures with a retail presence having street with specific approval)
- Mixed-Use Density**  
(A mixture of commercial/retail and residential uses, allowing up to 10 units per acre where surrounding uses are commercial. Heights are limited to two stories or a maximum of 25' above grade at street. These structures shall be designed with special considerations of landscaping, hardscaping and architectural design that fit the scale of the surrounding properties in the zone.)
- High Single-Family Density Residential**  
(Residential uses, allowing a maximum of 8 dwelling units per acre)
- Medium Density Residential**  
(Residential uses, allowing a maximum of 5 dwelling units per acre)
- Low Density Residential**  
(Residential uses, allowing a maximum of 3 dwelling units per acre)
- Rural Residential - 1**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Rural Residential - 2**  
(Residential use with applicable rural setbacks, allowing 1 dwelling unit per one to two acres)
- Industrial**  
(Heavy industrial, light industrial and mining)
- Municipal/School** This land use designates City-owned school district owned property serving a public purpose.
- Parks & Open Space** Designates public parks, open space and recreational areas.



## Goals + Policies + Land Use

All of the below goals and policies were derived based on smart growth principles partnered with clearly identified community goals as stated in the public participation process in this general plan update. All recommendations are grounded in a detailed existing conditions analysis and were carefully crafted to help the community create the unique identity desired by residents.

**Goal 1. Maintain Community Character.** Grantsville seeks to ensure that new development supports and enhances the consistency of an overall community character and that it contributes in a positive way toward the City's image.

1. Regulate setbacks, landscaping, art, appropriate lighting, signs, and other design amenities that complement and enhance the streetscape and design of new development through zoning ordinances.
2. Where resources permit, facilitate the preservation of significant architectural, historical, and cultural structures and landmarks.
3. Ensure that signage is visually attractive and provides a high quality image for the City.
4. Provide additional levels of screening or review for new developments and properties to ensure that their architectural standards, massing, infill, recreational spaces reflect the existing community amenities.
5. Maintain the character of neighborhoods in the City by encouraging comparable uses and densities to existing neighborhoods and development patterns.
6. Protect areas of agricultural uses in the future land use pattern of the City, ensuring that adequate resources remain available to retain this community characteristic.

**Goal 2. Manage Growth.** Grantsville intends to preserve the integrity of its infrastructure systems by permitting orderly growth that synchronizes development with the availability of public facilities such as road, sewer, and water service needed to support it.

1. The City will make infrastructure and service investment decisions that meet the needs of existing City residents, while balancing the need of growth to provide adequate tax base for future community needs.
2. Implement and routinely assess a thorough program of development impact fees to provide adequate public facilities and services in a timely manner.
3. Maintain an annual Capital Improvement Program.
4. Cooperate with governmental entities that administer and influence areas bordering Grantsville City.
5. Annexations should provide a real and measurable benefit to the City. Measurable benefits may be in the form of qualitative (civic pride, community health, etc.) or quantitative (tax base generation, recreational land acquisition, etc.). The City may require an "annexation impact statement" with all annexations of 5 acres or larger.

**Goal 3. Support a Mix of Land Uses.** Grantsville desires a well-balanced, financially sound, and functional mix of agricultural, residential, commercial, open-space, recreational, and institutional land uses.

- 1.
2. Provide for the reservation of adequate land to meet projected institutional and infrastructure needs.
3. Ensure compatibility of future land uses with adjoining properties.
4. Promote neighborhood commercial development in targeted areas, to preserve existing or planned residential development without detracting from the residential character of the community. Increase density along the Main Street corridor, offering more clustered housing alternatives for lower income families within convenient access to necessary amenities.



5. Through the land use regulations of the City, and other strategies, encourage an “out-from-the-center” development pattern.
6. Implement a set of concentrated growth boundaries radiating from the center of Grantsville, ensuring that adequate density is realized before allowing further sprawl development to be built.
7. Allow the sizes of lots/units within a subdivision to vary from the zoning requirement while maintaining the overall zoning density of the parcel to provide Improved Open Space through the Planned Unit Development (PUD) Process.

#### HISTORY

Amended by Ord. [2020-26](#) on 9/2/2020

#### **Strategies - Land Use**

1. Exchange information between Grantsville City and surrounding governmental entities on policies/activities which may have cross-boundary impacts.
2. Amend the Land Use Code to support the goals and policies set forward in this updated general plan. It is important that this is readily available to the public and private development sectors.
3. Avoid rezoning residential areas to higher density if the area is not served by adequate public facilities.
4. Work with the programs of the Governor’s Office of Economic Development and EDCUtah to promote the commercial opportunities that the city supports.
5. Use administrative tools (i.e. zoning) to preserve farmland and recreational opportunities.
6. Meet with the County Community Development Department regularly to ensure that development codes are up to date and being implemented by county staff during their plan review.
7. Set aside funds in the next budget cycle to spend on code and maintenance enforcement.
8. Develop and implement impact fees for commercial and industrial uses as well as planned unit developments.
9. Initiate an intergovernmental agreement with the County to ensure that development outside of City boundaries is aligned to City standards.
10. Work with the Tooele County Economic Development department to locate business in Grantsville, particularly uses that have shown an interest in the past.
11. Incorporate the general plan into the City’s website.
12. Consider developing incentives to in-fill development that better utilizes existing infrastructure. Incentives may include a variety of items but may include things like waiving application fees, lowering impact fees etc.
13. Develop an updated annexation policy plan and map.

## **Community Design**

### **Design**

#### **Community Character**

#### **Street Design + Edges**

#### **Historic Preservation**

#### **Nonconforming Uses**

#### **Goals + Policies + Community Design**

#### **Strategies - Community Design**

### **Design**

Well planned community design improves both visual and functional characteristics of the city. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation). It is through this unique form meets function process that the City of Grantsville will be able to create, market and retain their unique character and appearance.

There are opportunities in Grantsville for reinvestment in community design, specifically within the areas of community unification and integration, such as:

- Community signage
- Downtown corridor enhancements
- Gateway and entrance signage
- Conforming land uses

### **Community Character**

The character of a community is the image that residents and visitors experience when utilizing community spaces. It is through this “image” that people make their impressions of a community, lasting or temporary. Residents of Grantsville are cognizant of this character and have a strong desire to protect the rural or small town charm that abounds within the municipality. Residents were vocal in their interpretation of what made “Grantsville feel like Grantsville,” often noting that this character is the reason that families and individuals moved to town. It is through preservation of the below listed community character elements that the City of Grantsville will continue to offer their residents the feel of the community that remains attractive:

- Small building form for buildings along the Main Street corridor
- Safe corridors for residents and visitors to utilize with various methods of transportation
- Sense of a “tight-knit” community with neighbors and elected officials
- A multi-generational community, providing opportunities for residents to grow up in and remain in the same community
- A culture that retains and personifies the unique cultural heritage of Grantsville

### **Street Design + Edges**

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the city will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Grantsville’s roadways in the city core area should be redesigned in a way that complements a “small town main street” and a sense of destination, specifically incorporating adequate transportation and safe route designations. In order to accomplish this, the City is supportive of development that prioritizes active transportation improvements.

In the core area, Grantsville can encourage visual interest through guidelines related to building materials, and can enhance visual diversity with setback requirements, massing, and architectural detail variations.

### **Historic Preservation**

Although there are several historic properties in Grantsville, there are currently no formally-designated historic districts in town. However, because historic buildings contribute to the small-town charm and cherished heritage of the community, the preservation of Grantsville's historic legacy and culture is a priority of residents and the City Council. It should be noted that while there are no formal districts, downtown or historic, many individuals still feel that these areas and amenities are the personification of the small town way of life that was an initial draw for their residence within the community.

While it is many of the residents' desire to continue to preserve their small town charm, it is through the creation of a historic district that the community will be able to better preserve and personify this desire. A potential district should include all areas of historical significance or unique assets. This will allow the City of Grantsville to ensure that these unique assets are retained and personified, attracting potential visitors and future residents.



Donner Reed Museum, Photo credit: Jewel Allen

### **Nonconforming Uses**

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements for land-use or utilization. Under Utah State law, this use has the right to continue if the use does not change (although ownership can change) and no substantial changes are made to the property, use or process. Similar to nonconforming uses, noncomplying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the City is legally permitted to set local rules about how these structures can be modified and/or brought-up to safety standards.



As is evident within the City of Grantsville, and many similar communities, nonconforming uses are typically utilized when:

- Communities experience growth at a higher than expected rate
- Development is not centralized or located within proximity to each other
- The community has many areas where nuisance uses are not directly adjacent to residential property uses.

While many of these elements are standard for a community witnessing exponential growth, the City of Grantsville has begun the necessary steps to remedy many of these issues.

### **Goals + Policies + Community Design**

**Goal 1. Create a community with congruent and adequately dense land uses.** As the community looks to unify the elements of the community to create a defined community character, the City should research and encourage adequate growth and density within the centralized core.

1. Create smaller lot requirements for residential and commercial lots in the core area of the City.
2. Create a downtown development authority to allow for flexibility within the land use and development standards.

**Goal 2. Create a more pedestrian-friendly community.** As new development is proposed, and/or as resources become available to the City, invest in things that promote an active lifestyle.

1. In the core area, the City should look to implement new development that will incorporate shade trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, site furniture, and pedestrian lighting.
2. Construct maintained pathways of adequate widths on streets in high density areas that currently do not have paths for other types of transportation other than driving.

**Goal 3. Implement a community streetscape enhancements program.** A community with a unified streetscape has a strong sense of character. The City will implement a comprehensive streetscape project that will allow for a unified character when enhancements are constructed. It is important to note that all proposed streetscape enhancements should be properly vetted by the public to ensure they meet the community vision and will balance preserving private property and the natural environment.

1. Residential streetscapes shall be designed to meet the needs of residential neighborhood and collectors/arterials and implemented in phases and as roadways are rebuilt. Residential streetscapes should include:

- a. Sidewalk
- b. Integral curb/gutter
- c. Planting strip
- d. Trees and/or shrubs
- e. ADA ramps

2. Commercial streetscapes shall be designed to encourage individuals and groups to utilize the commercial core and districts. Commercial streetscapes should include:

- a. Sidewalks
- b. Integral curb/gutter
- c. Planting strips
- d. ADA ramps
- e. Crosswalks

3. **Alternative Transportation Options** - Where possible, in both residential and commercial streetscapes, installation of alternative transportation options should be recommended. Options should include:

- a. Bike trail installation on one side of the road where right-of-way allows.
- b. Park & Ride lots in coordination with Utah Transit Authority
- c. Equestrian trails

**Goal 4. Retain small town charm.** The small town way of life is an attractor for residents and visitors. It is critical that the small town charm be retained.

1. Personify and encourage small town form factor buildings within the community. Small town form factors include the size, density and height of buildings within the community.
2. Ensure that the residents have a safe and inviting atmosphere for civic gatherings.
3. Create civic spaces within the community.
4. Properly manage and promote events that personify the small town charm.
5. Personify the historical image and feel of the community, through retaining historic characteristics.

**Goal 5. Creatively prepare the built environment to personify the community's vision for Grantsville.** Ensuring that the buildings and built environment adequately meet the community goals will maintain community character.

1. Prepare and implement necessary infrastructure upgrades to meet the current and future demand.
2. Review and amend zoning ordinances to promote adequate infill development and discourage sprawl.
3. Promote different areas of Grantsville as unique areas of architecture or elements.
4. Design and monitor development within the community to ensure that traffic, noise, pollution and crime are kept to a minimum.

**Goal 6. Preserve the natural environment.** Critical to the small town charm is the ease of access to the natural assets surrounding the community.

1. Strive for a balance system of open lands, natural areas, recreation spaces, and parks, including trails and streetscapes.
2. Preserve and protect important natural areas within the City, as practicable.
3. Protect the existing irrigation system of the City and encourage new developments to incorporate the City's existing irrigation system into project designs and amenities.
4. Use storm water basins for ground water recharge.
5. Acquire and manage land and water to preserve, protect, and enhance important natural areas.

**Goal 7. Preserve the City's unique history.** Preservation of historical assets will aid in protecting the desired character of the community.

1. Protect and preserve Grantsville City's current historical sites.
2. Identify and protect Grantsville archeological and natural resources.
3. Support cultural amenities as an important contributor to our economic health and as a reflection of the importance of the arts and our heritage.

### **Strategies - Community Design**

1. Develop design guidelines for main transportation corridors and residential corridor.
2. Define a viewshed for protection that limits the height, color, and lighting of properties within the viewshed. A viewshed is defined as the area one views from a specific point, including periphery and

ancillary spaces.

3. City Council could identify historic areas / buildings and create walking tours between assets.

4. Promote historical assets and create an interactive guide on the city website.

5. Strengthen “sense of place” through public art, gateway development, wayfinding, and streetscape investments.

6. Grantsville could reinforce their definition of the downtown and cultural core areas with simple signage and by focusing investments in things like holiday decorations on those areas only.

7. Continue to maintain a historic preservation commission that recommends policy or actions to preserve locally significant buildings and areas.



## Economic Development

### Conditions Prior To Implementation (Economic Development)

#### Areas Of Potential

#### Goals + Policies + Economic Development

#### Strategies - Economic Development

### **Conditions Prior To Implementation (Economic Development)**

Grantsville City is a community that is slowly evolving from a rural/agricultural community to a bedroom community supporting the regional economy. They recognize the need to ensure that commercial land is available for future growth, but like most communities, there are concerns about the trade-offs of economic development.

PROS	CONS
increased amenities	increased traffic
increased tax base	infrastructure upgrade and right-sizing costs
improved local tax dollar capture	reduced pedestrian safety
less commuting	pollution with local employment

### **Areas Of Potential**

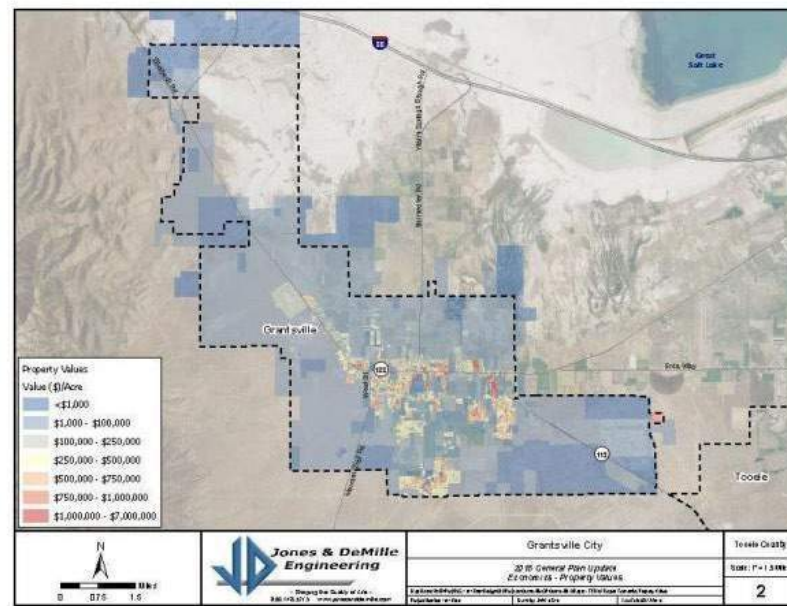
● A major distribution center with approximately 1.3 million square feet of floor space has created a significant positive economic impact to the City both in terms of tax base and increased housing development and has also generated spin-off projects and businesses. ● Commercial/industrial development is expected to hold steady and perhaps build momentum in many parts of the City. ● Many Grantsville residents commute to work in the Salt Lake Valley, while others provide local services for the county and the community. ● Residents have few retail options in Grantsville and must shop out of town. The following table demonstrates the retail sales captured in the City versus per capita averages in the County and State.

Retail Sector Category	Per Capita Sales			Per Capita	
	City	County	State	Leakage (State minus City)	Dollar Leakage
Motor Vehicle & Parts Dealerships	\$ 59	\$ 1,152	\$ 2,263	\$ 2,204	\$ 22,830,298
General Merchandise Stores	296	1,838	2,224	1,928	19,975,314
Build. Material, Garden Equip & Supplies Dealers	152	674	1,213	1,060	10,984,616
Clothing & Clothing Accessories	6	76	613	607	6,286,897
Non-store Retail	5	336	522	517	5,357,619
Electronics & Appliance Stores	3	98	359	356	3,686,007
Furniture & Home Furnishing Stores	15	88	355	340	3,522,015
Sporting Goods, Hobby, Music & Book Stores	3	71	341	339	3,507,744
Health & Personal Care Stores	3	58	172	168	1,743,312
Miscellaneous Retail Trade	393	187	542	149	1,539,196
Food & Beverage Stores	1,438	1,060	1,552	114	1,182,231

\* No adjustment for income/buying power due to similar median household incomes among City, County and State.

Source: Utah State Tax Commission

● Areas of greatest retail potential are Motor Vehicle sales, General Merchandise and Building Materials. Most of these sales are being made outside the City but within the County, primarily in Tooele City. ● Most of the City workforce leaves the City for employment. Sixty percent of the workforce works in Tooele County with 40% working out of the County. Based upon commute times, 25-30% of the workforce works in the City, 25-30% work in the County, 40% work out of the County. Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates ● Forty-five percent of the City's workforce income comes from those making \$100k-250k. Ten percent is above \$250k. The three highest paying sectors in the County are Utilities, Public Administration, and Manufacturing with average wages of \$75k, \$62k and \$58k. Many high wage earners are leaving the County for employment. Source: Utah State Tax Commission, U.S. Census Bureau, Division of Workforce Services (2017)



### **Goals + Policies + Economic Development**

Goal 1. **Define the Core.** Maintain Grantsville's Main Street as the primary retail commercial, office and business area.

1. Formulate standards so that new commercial uses are encouraged to locate in the Main Street Corridor, including protecting the existing residential uses.
2. All new commercial or mixed-use developments will be designed and constructed in a way that will promote the existing characteristics of the historic architectural styles of Grantsville.

Goal 2. **Priority Areas.** Recognize economic opportunity areas identified by the community and prioritize them for long-term development.

1. Zone priority areas selectively and focus incentives and investments in those areas.
2. Grantsville City will create an economic development / industrial policy and reevaluate it annually.

Goal 3. **Administrative Business Incentives.** Grantsville is a business-friendly community that actively seeks ways to encourage business.

1. Streamline the development process for priority businesses (like restaurants and office space).
2. Utilize incentives for desired businesses, specifically ensuring that necessary services are provided within the community.
3. Grantsville will continue to maintain a quick and efficient business and development permitting process.
4. All commercial and industrial developments will provide adequate buffer and screening treatments to protect the desirability and amenities of adjoining properties.

### **Strategies - Economic Development**

1. Designate a council member who is responsible for business recruitment, relationship, or regulations that fit the local economy.
2. Develop an incentive program to attract retail businesses of greatest leakage including auto sales, general merchandise stores, and building & garden.
3. Develop incentive programs to keep jobs local. Encourage greater investment in broadband capacity to keep jobs local.
4. As resources become available, work with the Salt Lake Chamber of Commerce to receive the Governor's award for being a business-friendly community.
5. Identify, inventory, and assemble underutilized parcels for redevelopment within the commercial corridors and nodes.

## **Transportation**

[Conditions Prior To Implementation \(Transportation\)](#)

[Future Transportation Map](#)

[Impact Fees + Traffic Impact Studies](#)

[Roadway Design](#)

[Access Management](#)

[Active Transportation + Public Transportation](#)

[Roadway Placement](#)

[Goals + Policies + Transportation](#)

[Strategies - Transportation](#)

## **Conditions Prior To Implementation (Transportation)**

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Grantsville. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the City.

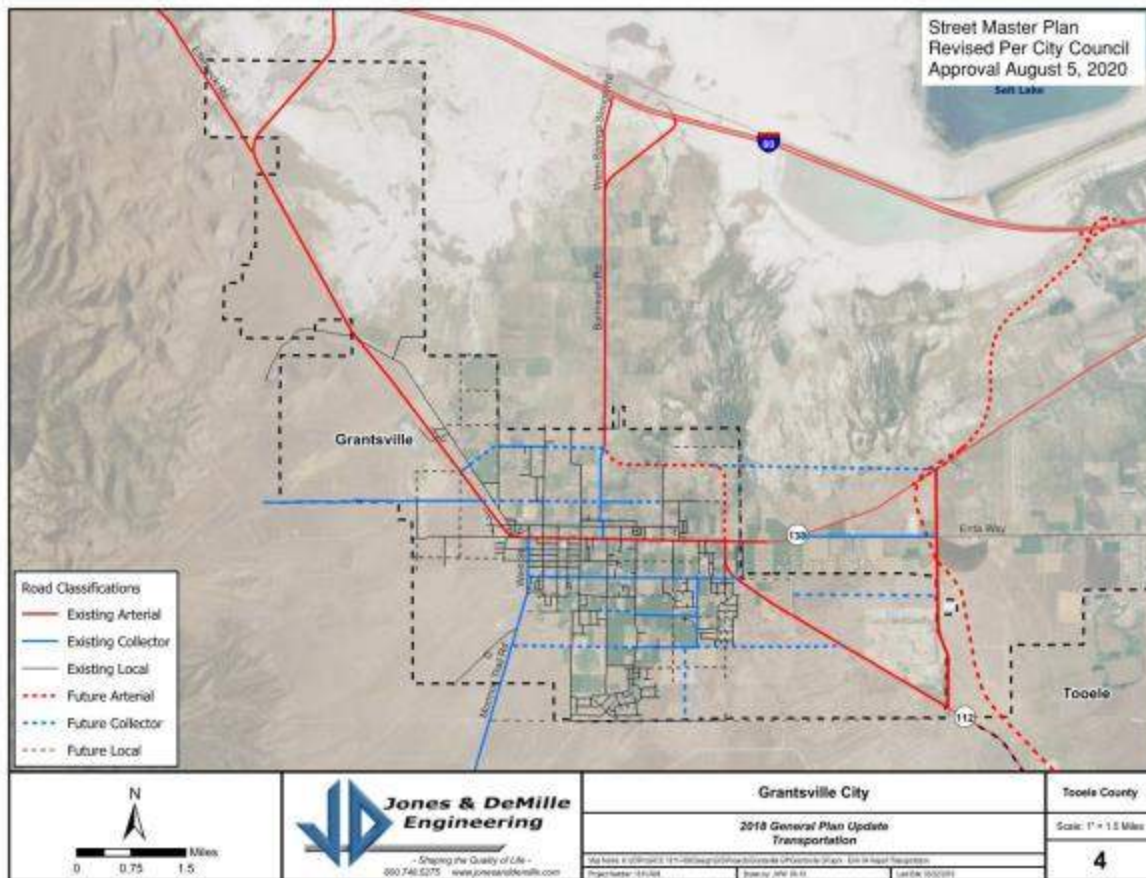
Grantsville last updated its transportation master plan in 2005. The following highlights summarize the state of the transportation network in the City:

- Most of the roadways in Grantsville are two-lane roads. Most of them are between 26 and 70 feet of pavement, though some are significantly larger.
- SR-138 currently serves as the major route in and out of the valley, classifying as an arterial or primary route. The Utah Unified Transportation Plan has identified road widening projects for both SR-112 and SR-138. While they are being upgraded, they still have the same capacity bottleneck at I-80.
- UDOT estimates that between 2015 and the end of 2018, there have been just over 300 vehicle accidents within city limits (with most of these accidents occurring on Main Street). In contrast, the Stansbury Park area saw 1,139 and Tooele City area saw 2,128 over the same time period.
- The Tooele County Transportation Plan that was adopted in 2015 did not recommend any new major roadways or transportation corridors within Grantsville. As a result of this, it is recommended to re-evaluate the needs for roadway within the city based upon new growth-demand modeling.
- Recognizing the potential bottlenecks in the valley's network, UDOT and Tooele County collaborated to create "Tooele Traffic," an online resource with real-time information on traffic information and road conditions.
- Maintenance of the existing transportation facilities and construction of new facilities come primarily from revenue sources that include the Grantsville general fund, federal funds, and State Class C funds. Financing for local transportation projects consists of a combination of federal, state, and local revenues. However, this total is not entirely available for transportation improvement projects, since annual operating and maintenance costs must be deducted from the total revenue. In addition, the City is limited in its ability to subsidize the transportation budget from general fund revenues.
- There is a clear need for more ways to access Grantsville generally. The new Midvalley Highway will do this as well as provide opportunities for broadening the local economy in the area.

## **Future Transportation Map**

This plan has looked at the major circulation patterns required by the land uses presented in this plan. The map in this chapter shows major arterial, major collector and collector roads. This map is a schematic plan only and the final alignment of all roadways will be determined by specific demands of each area.





## **Impact Fees + Traffic Impact Studies**

Grantsville does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

As part of furthering this plan and deciding how to use funds wisely, Grantsville City will require an impact fee for any new development and a Traffic Impact Study (TIS) for larger developments. A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Roadway map, TIS reports allow the City flexibility when deciding these smaller road locations.

## **Roadway Design**

A safe transportation system is one of the top priorities of Grantsville. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Specific areas of concern are residential neighborhoods and schools. A reduction in the use of cul-de-sacs should be emphasized in order to provide greater traffic circulation. Streets that serve schools should incorporate traffic calming devices and have well-designed pedestrian street crossings. Minor collectors should maintain the current grid system.

Overall, the roadway network should focus on connectivity. This means that block sizes should not be too large, and important collectors should not dead end or terminate in a cul-de-sac. This is best achieved by utilizing a hierarchical grid system of roadways, which Grantsville already has in some parts of the City.



### **Access Management**

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, and interchange to crossroad access spacing.

Since the main road through the City is a state highway, the City cannot control access on it. On local collectors, the City can focus on more access to slow down traffic and minimize cut through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along Main Street should anticipate access management requirements from UDOT.

### **Active Transportation + Public Transportation**

If done correctly, public transportation services can reduce traffic on roads. Utah Transit Authority (UTA) currently has limited plans for public transportation expansion within the City of Grantsville. As the city continues to increase in density and population, Grantsville intends to work with UTA to review the need based upon future growth demand.

Essential to this system is connectivity to areas outside of the City's boundaries on a regional scale. Though not currently included in the Wasatch Choice: 2019-2050 Regional Transportation Plan, Grantsville intends to be involved in studies that are conducted to determine regional transportation investments.

Often those who use public transportation need to bike or walk from stations to their destinations. Therefore, Grantsville considers an optimized transportation system to be one with transit investments that also include bike and pedestrian infrastructure.

## **Roadway Placement**

Currently the community is experiencing growth around the periphery of the municipal boundary. As this development trend continues to take place within the community roads that were designed and located for neighborhood usage will become arterial or collector roads. This expansion of traffic along the roads will require one of two options to be completed: (1) to enlarge roadways or (2) to add new roads. As this requirement becomes a necessity, the public will need to be petitioned for input about roadway placement.

## **Goals + Policies + Transportation**

**Goal 1. Provide for the existing and future transportation needs.** Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected permanent and peak population in all areas of the city.

1. Street paving and pedestrian surfacing materials should be economical, serviceable, and easy to repair. The variety of surfacing materials should be kept to a minimum.
2. The parking policy shall be to require on-site parking enough to meet the anticipated parking demand of proposed development.
3. The City will require necessary transportation improvements, including adequate right-of-way dedications, and other transportation facility enhancements, concurrent with development approvals to adequately serve the development.

**Goal 2. Connect local transportation facilities with regional transportation systems.**

1. Maintain close relationships and cooperation with organizations that have transportation implementation/planning responsibilities, such as UDOT, Tooele County, and WFRC in order to stay informed of planned future transportation developments and communicate the needs of the community.
2. Maintain the ability to provide fire and ambulance protection, delivery and public transportation service in all areas of the city.
3. Coordinate with UDOT for Park & Ride lots.

**Goal 3. Develop a comprehensive transportation system.** Incorporate many modes of travel, including private vehicle, mass transit, pedestrians and bicycles.

1. Access for the disabled shall be addressed in all public improvements.
2. Provide a pedestrian-oriented sidewalk, path and trail system that offers convenient access throughout the entire city.
3. Walking and biking will be a practical and enjoyable means of travel within the City with the provision of safe sidewalks and multiple use trail system (including ATV and equestrian users).
4. Consult the Tooele County Active Transportation Plan when considering transit and active transportation investments locally.

**Goal 4. Maintain a functional and visually appealing streetscape.** Parking, pedestrian, landscaping, plaza and street furnishing improvements should be designed to accommodate four-season weather conditions.

1. Provision should be made for future undergrounding of utility services.
2. No new above-ground utility service lines will be created.
3. Landscaping within the right-of-way shall be reviewed on a case-by-case basis relative to



existing and future right-of-way uses and should employ native species where possible.

4. Property owners that have lots fronting on rights-of-way should be responsible for landscaping maintenance (e.g., along sidewalk planting strips).

**Goal 5. Public participation for roadway design** - As new roadways are located or as roadway classifications are expanded, it is recommended to complete the following:

1. Undertake a transportation master plan update.
2. Coordinate with the public to identify concerns residents may have.
3. Reach a compromise about locations and roadway designs that are implemented.

### **Strategies - Transportation**

1. Continue a regular maintenance program of pavement preservation methods such as chip sealing, crack sealing, pavement sealing, and overlays on existing roadways to maintain roadway integrity.
2. Establish a street impact fee for new development.
3. Consider requiring a Traffic Impact Study for any new, significant developments.
4. Incorporate appropriate site planning criteria into the development approval processes.
5. Adopt a program of street and highway landscaping (i.e. street trees) to enhance the appearance of the City's circulation system.
6. Convene local community volunteers to make recommendations on safe bicycling infrastructure (bike lanes, widen shoulders, share the road signs, etc.) on local streets.

## **Housing**

### **Conditions Prior To Implementation (Housing)**

#### **Moderate Income Housing**

#### **Future Demand**

#### **Goals + Policies - Housing**

#### **Strategies - Housing**

### **Conditions Prior To Implementation (Housing)**

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Grantsville is a city of quality housing stock and a welcoming population. Members of the Grantsville community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

### **Moderate Income Housing**

Grantsville completed their biennial report on moderate income housing in 2018, and the new state model was run for this plan update. The following is a summary of its findings.

- The housing profile of Grantsville's total population in 2017 was roughly 84% in owner-occupied units, and 16% in rental housing units.
- The population in both owner-occupied and rental units is expected to increase over the next five years, but the number of owned units will likely far outpace rental units (+45% and +15% respectively).
- As expected with the new housing developments in Grantsville since 2010, the number of households that own their housing without a mortgage has declined and will continue to do so.
- Occupancy rates for rental units has been and is expected to remain very high.
- Median housing costs for owner occupied housing are currently (2017) estimated to be \$1,277 and median gross rents are at \$815 per month.
- The median household income for City residents is estimated to be at \$66,478. Those in owner-occupied units are reporting \$71,609, and those in rental units report \$31,042.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the "area median income." Tooele County's household AMI is approximately \$74,000 for households that are between 3-4 people, and 80% of this amount is \$59,200. Under the assumption that appropriate housing costs should not exceed 30% of a household budget, then the City should look for ways to support housing development that is as, or more affordable than, what is in the market currently.

### **Future Demand**

While petitioning input from the community and working with the local elected officials, it became evident that the housing stock within the community is not necessarily considered affordable for all individuals specific needs. To remedy this, affordable housing needs will be reviewed, and adequate options will be provided for all individuals or families as required by state law. Future demand will be matched with the community housing forecast and a preference be placed on affordable housing alternatives. Infill development should be preferred for affordable housing, offering a cost reduction to developers and even potentially a streamlined process for approvals.

### **Goals + Policies - Housing**

**Goal 1. Housing Stock.** Grantsville seeks to develop a variety of housing opportunities.

1. Support the development of single-family dwellings, multi-family dwellings, and retirement housing.
2. Encourage a variety of housing and residential opportunities by establishing and providing a range of allowed residential densities and lot sizes [as per UCA 10-9a-403(2)(b)(iii)(A)].

**Goal 2. Moderate Income Housing.** Grantsville seeks to equitably provide housing opportunities for its residents.

1. Grantsville will continue to monitor the supply and demand of the local housing market to ensure that the needs of residents are met, and that housing stays affordable through regulation and incentives.
2. Continually evaluate the land use regulations of the City to ensure they work to achieve the purposes of this Plan.
3. The City will work to provide opportunities to live in safe, habitable and affordable housing.
4. Work with other agencies to provide moderate income housing for City residents [as per UCA 10-9a-403(2)(b)(iii)(P-U)].
5. Encourage the preservation of existing housing to provide opportunities for moderate income housing [as per UCA 10-9a-403(2)(b)(iii)(L)].

**Goal 3. Accessory Dwellings.** Grantsville will consider including additional types of accessory dwellings permitted within city boundaries.

**Goal 4. Encourage affordable housing.** Affordable housing must be matched to the average income for residents.

1. Incentivize a variety of affordable housing options to ensure all families, individuals and couples have an equal opportunity.
2. Encourage infill development within the downtown core (as defined on the future land use map) [as per UCA 10-9a-403(2)(b)(iii)(F)].

**Strategies - Housing**

1. Review height, viewshed, preservation of open space, and historic preservation policies and ensure that they are not barriers to affordable development within City.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.
3. Consider Public Private Partnership opportunities for the City and major employers to provide subsidized employee housing.
4. Provide additional multi-family housing infill along Main Street corridors and immediately adjacent cross streets.
5. Consider ordinance relative to changes to the amount of land that is zoned to allow accessory units to create more rental opportunities.
6. Consider working with developers to use state low-income housing tax credit funds to subsidize affordable apartment developments.



## **Recreation + Open Space**

[Conditions Prior To Implementation \(Recreation + Open Space\)](#)

[Recreation Plan](#)

[Special Protection Areas](#)

[Recreation Spaces](#)

[Potential Improvement Opportunities](#)

[Goals + Policies - Recreation And Open Space](#)

[Strategies - Recreation And Open Space](#)

### **Conditions Prior To Implementation (Recreation + Open Space)**

Grantsville desires to maintain and cultivate recreational opportunities that serve the interests of residents and visitors. These recreation opportunities greatly enhance the quality of life for our residents. Highlights of existing conditions include:

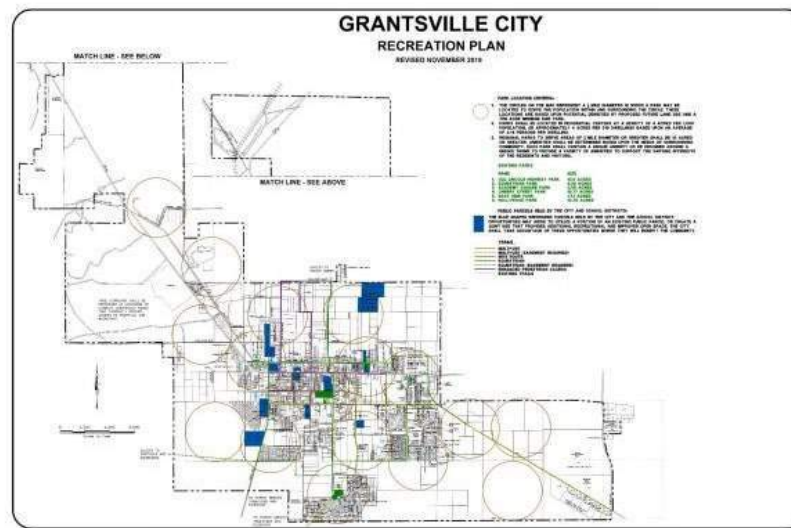
- Convenient Access - Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.
- Ample land (privately held) is available around the perimeter of Grantsville, allowing for expansion of recreational opportunities into regional amenities (i.e. trails along foothills) if the community desired to expand these opportunities.
- Parking at recreational facilities is limited, causing ingress and egress issues.
- Recreational opportunities are bound by roadways, limiting the potential uses.
- Many residents voiced concerns that there are not a lot of after-school options for youth and consider a “Rec Center” as a solution.

### **2019 Park Facilities**

Location	Acreage
Academy Sq.	0.65
City Hall	0.5
Clark Farm	0.25
Lincoln Park	0.9
Museum	0.3
Shops	0.11
Cherry Street Park	15.77
Cemetery	7.02
Clark Cemetery	1.7
Hollywood Park	10.75
East Side Park	1.74



## **Recreation Plan**



### **Special Protection Areas**

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF). During the 20 year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

The Steering Committee involved with the development of the 2019 plan update were not aware of any parcels within city limits that have been formally designated as agriculture, industrial, or critical infrastructure protection areas. The City is interested in working with property owners that are considering the need for these designations before the process is formally initiated.

### **Recreation Spaces**

Currently, Grantsville has several regional and neighborhood-scale recreational spaces available for the public. Recreation is currently being completed on both municipal-owned and privately held grounds. Parks and other recreational spaces are in acceptable condition, yet there appears to be significantly more demand for this space than space is available to utilize. Recreational spaces are inadequate for sports leagues to have practices or games, specifically baseball, softball and soccer.

The National Recreation and Park Association (NRPA) has developed standards for parks, recreation and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Grantsville will use 4 acres per 1,000 people as the standard for future park planning due to the large lot sizes that are prevalent within the community. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc.).

### **Potential Improvement Opportunities**

Ensuring that the community retains the recreational assets that will draw users to the site is of vital importance. To improve the amenities that are available, it is recommended to provide the following elements:

1. Interconnected recreational opportunities - specifically trail linkages.
2. Centrally located “regional parks” renovations. These parks are typically 15-25 acres in size and offer a myriad of opportunities for recreational enjoyment.
3. Local neighborhood park renovations. These parks are roughly 2-5 acres in size and are focused around a green space and small exercise facility to encourage use by younger children.
4. Installation of bike lanes throughout the community.
5. Develop a city-wide parks and recreation plan and incorporate the priority projects into the city’s capital budgeting process. This plan should also include an inventory of property that is currently owned by the city.

### **Goals + Policies – Recreation And Open Space**

**Goal 1. Improvement and Maintenance of Open Space.** Grantsville seeks to maintain recreation facilities and natural assets to improve the quality of life and area property values.

1. Protect air quality, groundwater and surface water resources, drinking water resources, and soils within the City.
2. Use citizen volunteers for select maintenance projects.
3. Maintain a park funding program to ensure that the funds are available to improve and maintain dedicated parkland and acquiring park acreage.

**Goal 2. Improve Recreation Opportunities.** Grantsville encourages the development and maintenance of parks with quality recreational facilities that connect all parts of the community.

1. As resources are available, work with the county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
2. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
3. All park improvements will be universally accessible as much as possible.
4. Provide a connected and useable open space network.
5. Establish open space guidelines and maintenance options for existing and future open space areas.
6. All new developments will be required to contribute to the provision of open spaces within the City, either through onsite reservation, where appropriate, offsite contributions, or payment in lieu.
7. Increase prescribed play spaces for sporting teams or events, specifically soccer, baseball, softball and other sports.
8. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.

**Goal 3. Public/Private Cooperation.** Grantsville supports public/private cooperation in developing recreation and open space improvements, services, and facilities.

1. Encourage residential and commercial developers to improve and/or construct recreational facilities in lieu of paying fees for developments that will generate need beyond current recreation infrastructure capacity.
2. Support the arts, emphasizing the potential of the arts to add to the quality of life of City residents.
3. Support and promote the growth and enhancement of the facilities and programs of local museums.
4. Consider granting a density bonus which will encourage developers to provide fully built out parks and recreational facilities. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.
5. If developed parks are within  $\frac{3}{4}$  of a mile from a proposed park, require developers to provide funds to maintain and improve the existing park.

Goal 4. **Park Acreage Acquisition Plan.** Grantsville will develop a plan to acquire land for the development of regional parks and recreational amenities through option or right of first refusal contracts, use of fee-in-lieu payments and grant opportunities.

1. Use option or right of first refusal contracts with landowners to secure acreage for future parks as property becomes available.
2. Develop a plan for using fees acquired from “fee in lieu” payments as development continues.
3. Seek grant opportunities to purchase land for regional parks and recreational amenities.
4. Set standards for regional/ neighborhood parks and recreational facilities.

#### **Strategies - Recreation And Open Space**

1. Formulate a coordinated, multiple-use trails plan that may be implemented on City-owned property and as a requirement of development approval, include trails with a maintenance plan that connect all areas of the city through natural areas.
2. Seek out state funds for recreation programs and facilities.
3. Acquire right-of-way for trail network as a new development is proposed.



## **Infrastructure + Public Facilities**

### **Introduction (Infrastructure And Public Facilities)**

#### **Culinary Water**

#### **Secondary Water**

#### **Water Sources**

#### **Natural Gas**

#### **Wastewater System**

#### **Power**

#### **Sanitation**

#### **Schools**

### **Emergency Preparedness + Resilience**

### **Anticipated Changes**

### **Goals + Policies - Infrastructure And Public Facilities**

### **Strategies - Infrastructure And Public Facilities**

## **Introduction (Infrastructure And Public Facilities)**

The City of Grantsville recognizes the need to provide capital facilities within the City to protect the health, safety, and property of the City and its citizens by maintaining the level of service for future generations which Grantsville City's residents, industries, and businesses have enjoyed.

The purpose of the public facilities chapter is to explain the various public facilities and services within the city, such as water and sewer. These services represent the public's investment in the development and operation of Grantsville. The public facilities chapter should be reviewed periodically and updated as necessary in order to meet the evolving needs of the City.

Development in the future will cause a demand for more public utilities. Estimates can be made about the demand that will exist in the future for these services based upon population projections and other information.

## **Culinary Water**

Water planning and the efficient use of water is a city-wide priority. Grantsville City has five (5) water sources, four (4) water storage tanks, and a distribution system consisting of pipelines ranging from 4-inches to 16-inches in diameter. The City's current distribution system meets the City's required level of service.

Deseret Peak has existing culinary water rights that have been deeded to the city.

## **Secondary Water**

The Grantsville Irrigation Company provides secondary water, but it is limited to the supply available.

## **Water Sources**

Grantsville City holds water rights available for municipal, recreation, and irrigation use. The City has also acquired other minor culinary water rights via standard development policy.

A sole source aquifer is defined as providing at least 50% of the drinking water to the population residing above the aquifer. Service areas of an aquifer are typically defined by well location. The term applies to projects that receive federal financial assistance and have the potential to contaminate a sole source aquifer in a manner that creates a significant hazard to public health. These aquifers are of critical importance for the people of Grantsville City.

Water source protection plans delineate protection zones according to state standards. Water source protection zones were created by the state specifically as a tool for local governments to adopt local ordinances that protect public drinking water. State rules and water source protection plans provide standards specifically for land uses authorized by local governments.

## **Natural Gas**

Grantsville City residents purchase their natural gas directly from Dominion Energy. Currently, there are no concerns about supply.

## **Wastewater System**

Grantsville City's wastewater collection system consists of trunk lines, interceptor lines, lateral mains, force mains, and

three lift stations. The sewer lines range from 8 to 18-inches. Wastewater is treated at the City's wastewater treatment plant located in the northeast corner of the City off Race Street. Wastewater is conveyed to the treatment plant and central trunk line through a series of interceptor pipelines and lift stations.

Future development will require expanding the wastewater system to accommodate the new growth. There are areas of the community that cannot be serviced by the currently existing system.

### **Power**

Rocky Mountain Power supplies Grantsville with electricity.

### **Sanitation**

Solid waste is hauled by franchised waste haulers in the city (currently Ace Disposal).

### **Schools**

Grantsville recognizes that it doesn't have statutory authority over the location and design of public schools. However, the City wants to continue to work with the School District to identify preferred areas for new facilities.

### **Emergency Preparedness + Resilience**

Grantsville City has a police department, including animal control, and a fire department, but contracts outside providers for its ambulance services. The City assesses impact fees for public safety capital improvement projects and future debt service related to these capital improvement projects.



### **Anticipated Changes**

- Predicting growth in a city is difficult due to a myriad of factors that influence it; however, there are some indicators that provide clues. In general, consideration for distribution of growth over the six planning areas has been based on proximity to infrastructure, historic growth patterns, proposed future development, and input from the City.
- In 2016, the City noticed that most of its new development was occurring in a localized area and not as evenly spread as anticipated in 2012. The City's experience leads them to believe that the population projection numbers are still expected, but the locations of development may require additional infrastructure or improvements to existing infrastructure to serve the accelerated growth on the south side of the City.
- The City's recent capital facilities plan and impact fee analysis included a rate study. The plan recommends slight increases to water and sewer user fees in order to maintain a positive fund balance.
- The City's capital improvements plan also anticipates the need to construct a new Public Works facility. The project costs for the Public Works facility would be funded by the water and sanitary sewer utility.
- With the growth of the Flux and West planning areas, an upper pressure zone water line connection will become more important between the City's existing culinary water tanks and sources. This will provide more evenly

distributed fire and demand storage to the different areas of the City. ● The City will need to serve the Flux & West planning areas with sewer to avoid a proliferation of septic systems that may contaminate / pollute the aquifer.

### **Goals + Policies - Infrastructure And Public Facilities**

**Goal 1. Provide quality public services.** Grantsville City will seek to adequately provide services to City residents by:

1. Protecting water sources from potential threats. 2. Developing and maintaining an accurate, fully-functional system for planning and infrastructure information (i.e. ArcGIS Online). 3. Exploring more opportunities to provide culinary and secondary water to residents that currently do not have access to it. 4. Ensuring that any future land uses do not jeopardize water source protection zones. 5. Not permitting large commercial or residential developments on septic systems and encouraging these uses to be located close enough to the sewer systems to connect. 6. Updating the current subdivision and site plan ordinances to require adequate planning for drainage and stormwater runoff. 7. Improving traffic along Main Street by allowing alternative transportation and reducing traffic speeds. 8. Ensuring all land use, infrastructure, service and resource allocation decisions shall be found to be consistent with the City General Plan recommendations and goals. 9. Formulating, and annually updating, a Capital Facilities Plan. 10. Appropriately maintaining the City's existing capital facilities. 11. Updating and monitoring the City's public improvement and construction standards. 12. Encouraging development within areas of the City where required infrastructure already exists. 13. Identifying and evaluating potential public safety hazards involving vehicular and pedestrian hazards and prescribing corrective actions. 14. Requiring configurations, designs and other development options that maximize safety of City residents and property in all development applications.

**Goal 2. Complete a detailed analysis of existing water resources and availability to meet development needs.**

1. Work with regional authorities or consultants to prepare a detailed study itemizing the availability of water. 2. Review water availability and projected demand growth to ensure that ample resources are available to support development.

### **Strategies - Infrastructure And Public Facilities**

1. Create a set of recommended and desired amenities within the community and work towards acquiring or creating the necessary infrastructure for such assets.

2. Expand the Capital Facilities Plan to include "roadmap" for the next ten (10) years of the municipality, focusing on:

a. Prioritized capital improvements projects b. Sidewalk and roadway improvements projects c. Recreational amenity creation within ½ of a mile of each residential structure d. System expansion and creation of a new sewer plant e. Expanded water system to NW quadrant of the City

3. Explore transportation options for critical corridors within the community, increasing transportation options. 4. Improve existing streets and reserve R.O.W. (right of way) for future streets.



## **APPENDIX**

[Implementation Recommendation - Zoning Code Update](#)

[Implementation Recommendation - Roles + Responsibilities](#)

[Implementation Recommendation - Best Practice Ideas](#)

### **Implementation Recommendation - Zoning Code Update**

The role of the general plan is to provide vision, direction, and rationale for the land use policies and capital improvements of the city. It is critical that the zoning ordinance aligns with the general plan to ensure a transparent development regulation.

As part of the 2019 plan update process, the consulting team conducted a review of the existing land use ordinance. The overall conclusion is that Grantsville should undertake a comprehensive and thorough update of its ordinances as resources are available. This will be a major undertaking, and until it can be done completely, the team recommended changes that would help improve the alignment in some of the most critical issues.

The recommendation report is available at these links:

Zoning Report (.pdf) <https://tinyurl.com/GvZoningReport-PDF>

Zoning Report (.docx) <https://tinyurl.com/GVZoning-docx>

### **Implementation Recommendation - Roles + Responsibilities**

In order to encourage and facilitate implementation of the general plan, the consulting team developed a summary of recommended roles and responsibilities. This matrix can be found at the following link:

- Roles and Responsibilities <https://tinyurl.com/GVRoles>

### **Implementation Recommendation - Best Practice Ideas**

[IDEA 1 - Improve Plan And Budget Integration](#)

[IDEA 2 - Community Clean-Up Initiative Enforcement](#)

[IDEA 3 - Agenda Alignment](#)

[IDEA 4 - Adequate Public Facilities \(Concurrence\)](#)

[IDEA 5 - Development Process Flowchart](#)

The following ideas are suggestions of implementation best practices. The City is not obligated to implement any of them or consider them policy.

- IDEA #1 - Improve Plan and Budget Integration
- IDEA #2 - Community Clean-Up Initiative Enforcement
- IDEA #3 - Planning Commission Agenda Alignment
- IDEA #4 - Adequate Public Facilities (Concurrence)
- IDEA #5 - Development Process Flowchart

#### **IDEA 1 - Improve Plan And Budget Integration**

Budget is policy, and planning without investing in its implementation is largely a waste of everyone's time. City leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- Host an annual pre-budget retreat with the commission and administration. The City Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the City's long-range goals.
- Conduct a biannual "Discovery" event. An outside party could facilitate a "discovery" discussion for existing and prospective City Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in "taking the long view" like this will result in better policy and budgets into the future.

#### **IDEA 2 - Community Clean-Up Initiative Enforcement**

Update the land use code to outline a clear process for enforcing clean-up efforts:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for City-initiated efforts on properties in violation
- explore ways the City can assist cleanup initiatives by supporting disposal efforts

#### **IDEA 3 - Agenda Alignment**

Although every community is different in the details of how it operates, the one thing they have in common is a council / commission that makes decisions that affect the whole enterprise. Because they must deal with several short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Municipalities need a way to standardize the implementation of their long-term goals. The way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- Incorporate the long-term goals into their regular meetings. Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don't help achieve a priority goal are moved to the bottom.
- Formally establish an "implementation champion". Assign someone on the City Council or Planning Commission to monitor the implementation of the plan's goals and strategies. Require a public report to be created quarterly.

#### **IDEA 4 - Adequate Public Facilities (Concurrence)**

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at a specified level of service (LOS) standards.

The "adequacy" requirements provide that, for a development project to be approved, infrastructure must be conform to level-of-service standards in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to ensure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and, it is decreased as other development comes on-line. Development approvals can be denied, deferred, or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

#### **IDEA 5 - Development Process Flowchart**

A clearly-defined approval process will facilitate better understanding of the City's requirements for development approvals. This will help applicants understand what is expected of them and might even help the City ensure due process.

These flowcharts could be incorporated into brochures and development applications. It is important that the process is also formally incorporated into the land use ordinance.

## **APPENDIX PART 2**

### **Community Surveys**

#### **Regional Context + Anticipated Changes (Appendix 2)**

#### **Community Characteristics (Appendix 2)**

#### **Socioeconomic Indicators (Appendix 2)**

#### **Opportunities + Constraints (Appendix 2)**

### **Community Surveys**

A series of community surveys were conducted to gather resident feedback about the future of Grantsville. The results from the survey have been used to guide the goals and policies outlined in this plan. This process was completed to ensure that the plan adequately reflects the viewpoint of the residents of Grantsville. Residents were asked questions about the elements outlined in the general plan, identifying areas of interest or concern. One specific question they were asked was what the top priorities of the City should be over the next five years. According to the results, the top five priorities of Grantsville residents include:

- Increasing economic development opportunities within the community
- Increasing public safety along roadways and at community facilities
- Providing necessary amenities to local youth to ensure a safe and drug-free environment
- Improving the financial stability of the city
- Retaining the small town charm that is attractive to Grantsville Residents, while providing necessary resources or services for day to day uses

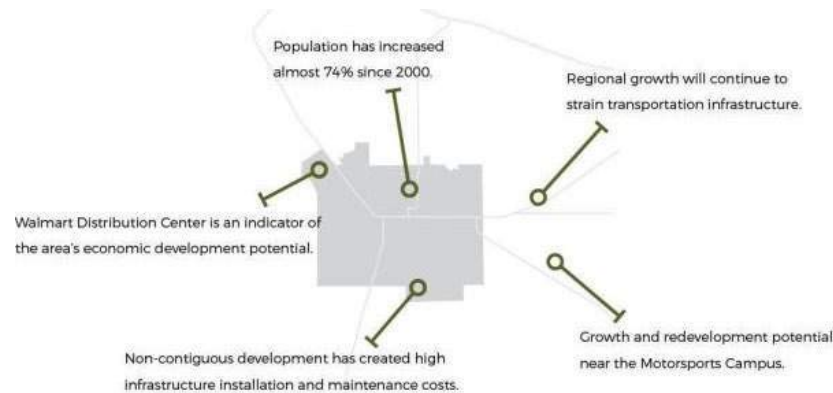
### **Regional Context + Anticipated Changes (Appendix 2)**

Grantsville City is a community that is evolving from a rural/agricultural community into a bedroom community supporting the regional economy and growth hubs within the county. Residents of Grantsville primarily provide a workforce for employment centers outside of the city boundaries, primarily the greater Salt Lake and Tooele Valley areas.

Residents of Grantsville provide a workforce for mineral extraction and waste disposal companies located in the west desert and around the south arm of the Great Salt Lake as well as warehousing, distribution, and manufacturing services located in the Tooele Valley.

*Note that unless otherwise noted, all numbers used in this section of the plan are from the US Census, American Community Survey.*

- Drivers of change
  - Increasing infrastructure costs to meet demand for residential purposes
  - Limited resources for residential properties, specifically water
  - An abnormally large amount of residential development within the city over the last five (5) years
  - Loss of commercial amenities within the community (clothing stores, sporting goods, etc.)
- Certainties / Uncertainties
  - Certainties - The City of Grantsville has a few certainties that will negatively or positively affect the community:
    - Growth will continue at the current or higher rate
    - Resources will become more scarce as development intensifies
  - Uncertainties - The City of Grantsville has several uncertainties that must be carefully managed to ensure the community vision is met:
    - The effect of growth on the character of the community
    - How closely the rate and location of development follows plan expectations



### **Community Characteristics (Appendix 2)**

#### **COMMUNITY DRAW**

#### **GROWTH PRESSURE**

#### **RURAL CHARACTER**

#### **CONVENIENT ACCESS**

#### **SMALL BUT GROWING LOCAL ECONOMY**

### **COMMUNITY DRAW**

The City of Grantsville is a small town in Tooele County known for a great quality of life due to its history and preserved traditions. Many residents have chosen to locate and live within the City of Grantsville for its small town

character and family-friendly way of life.

**GROWTH PRESSURE**

In recent years, the City has witnessed unchecked and unprecedented growth pressures as the Salt Lake Valley continues to expand west in search of increased housing opportunities. Currently, the City is experiencing issues with levels of service caused by the influx of additional residences. As growth continues within the municipality, it is critical that the development be planned and prepared for, ensuring that the quality of life is preserved for current and future residents.

**RURAL CHARACTER**

Grantsville is known for providing a community comprised of open space, convenient access to the natural environment and a strong sense of community. All these aspects personify the rural character that draws individuals to the community. It is due to these aspects that families are drawn to the community’s simpler and safer environment.

**CONVENIENT ACCESS**

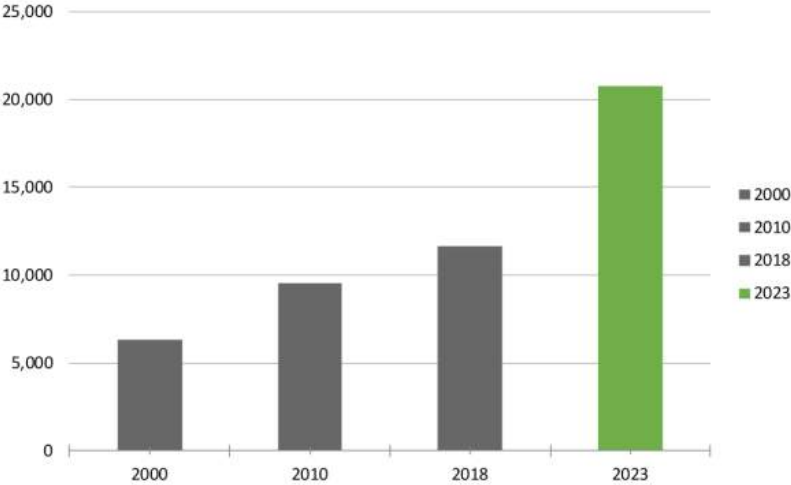
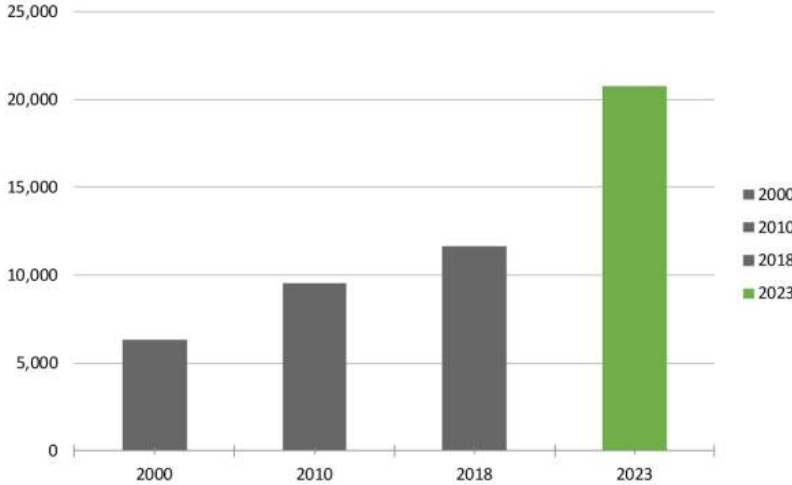
Grantsville is conveniently located within proximity to the regional hub of Tooele, as well as the greater Salt Lake Valley area. This convenient access has allowed Grantsville to witness an increase in residential growth. While this access allows for individuals to live within the municipality and work in another, it also creates issues with retaining adequate services and retail/commercial amenities for community sustainability.

**SMALL BUT GROWING LOCAL ECONOMY**

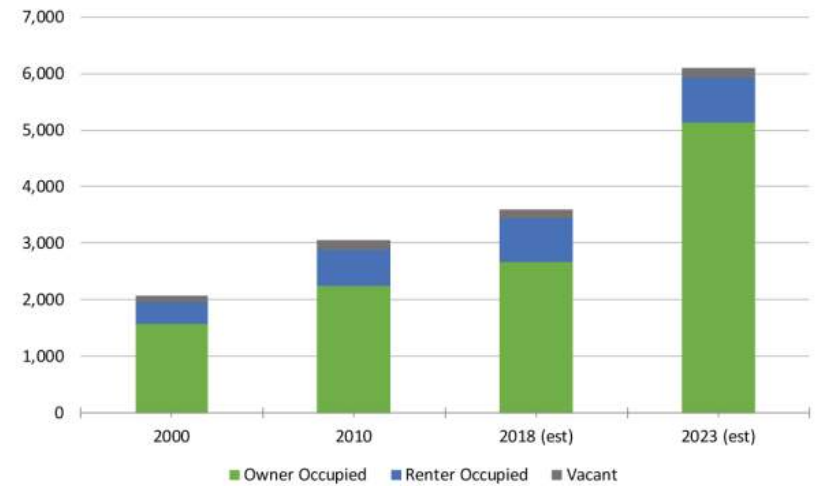
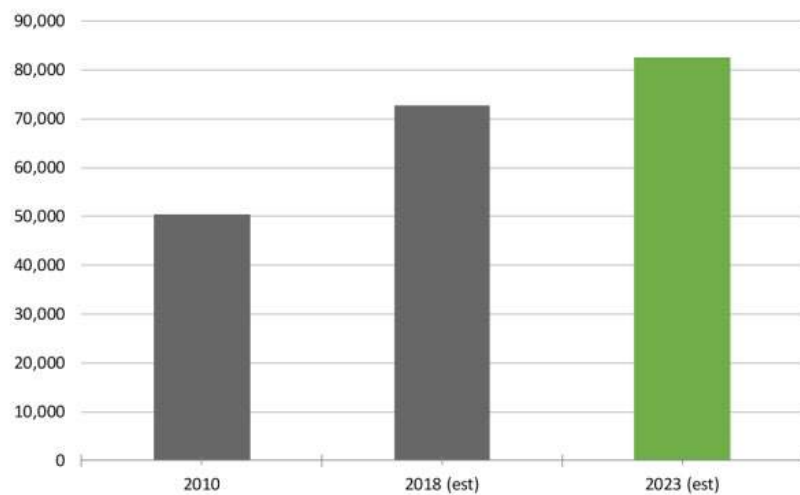
More dollars are staying locally which expands the local economy and reduces reliance upon regional economies. Since 1998, taxable sales have increased by 7.4% per year, outpacing population growth and average inflation costs. Continuing to broaden the local economy keeps jobs closer to home and increase community self-reliance. It should be noted that while there has been a remarkable increase in taxable sales, the multitude of residents still admit to leaving the municipality or ordering online to meet necessary goods or services.

**Socioeconomic Indicators (Appendix 2)**

Following are key community statistics for the City of Grantsville. The information was collected to assist in developing the land use policies contained in this plan. All the information and graphics are based upon ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data was collected from Utah State Tax Commission. Population data was collected from the US Census Bureau. Consumer Price Index data was collected from the US Bureau of Labor Statistics.

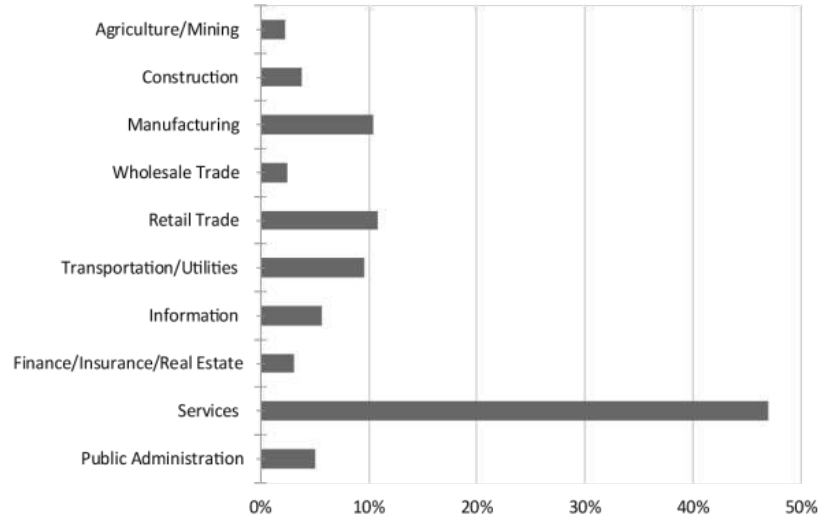
POPULATION	HOUSEHOLDS
The 2018 population was 11,193. The rate of change since 2010 was 2.4% annually. The five-year projection for the population in the area is 20,741 representing a change of 12.3% annually from 2018 to 2023. Currently, the median age is 30.7 (the statewide is also currently 30.7).	The household count in Grantsville has changed from 2,874 in 2010 to 3,449 in the current year, a change of 2.24% annually. The five-year projection of households is 5,921, a change of 11.41% annually from the current year total. Average household size is currently 3.36, compared to 3.31 in the year 2010. The number of families in the current year is 2,749.
	
INCOME	HOUSING UNITS
The 2018 estimated median household income in Grantsville is \$71,796, compared to \$67,456 in the county, and \$74,181 for the rest of the state. Median household income is projected to be \$82,470 in five years. Current per capita income is estimated to be \$23,645 in the area.	It is estimated that 74.3% of the 3,592 housing units in the area are currently owner occupied; 21.7%, renter occupied; and 4.0% are vacant. The annual rate of change in housing units since 2010 is 7.48%. Median home values are estimated to be \$221,596. In five years, the median value is projected to change by 7.54% annually to \$318,729.





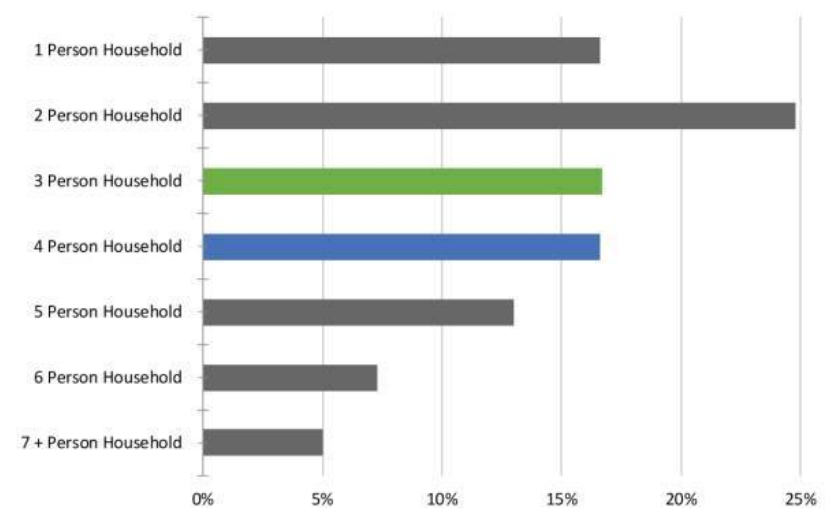
## EMPLOYMENT

Employment within the community is currently limited to services and retail opportunities. Many of the trades/professions outlined below illustrate the “bedroom community” where commuters transit to work and return home at night.



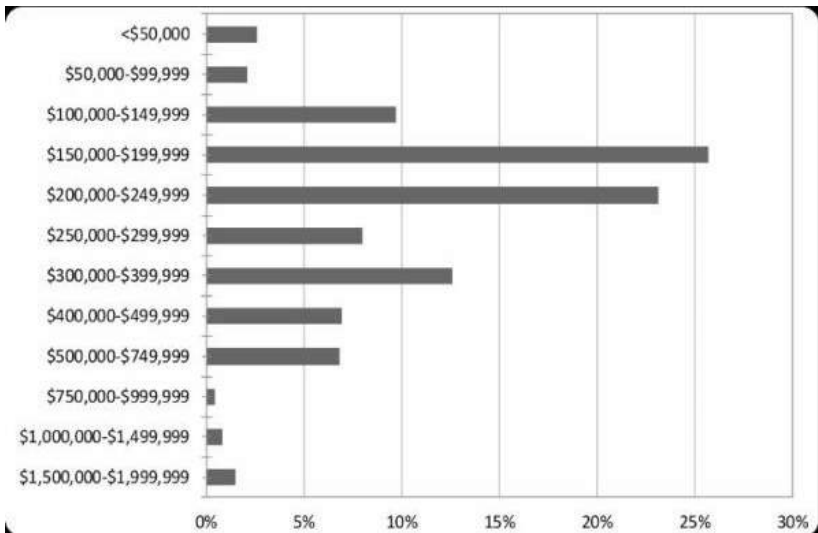
## HOUSEHOLD SIZE

Grantsville has an average household size similar to both Tooele County and the State of Utah.



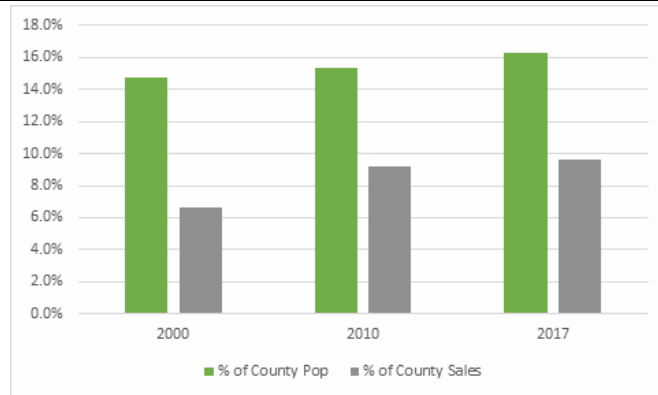
## HOUSING VALUES

Housing values within the municipal limits are significantly lower than other regional communities. Due to this, many areas within the community are experiencing additional growth beyond the state average.



#### TAXABLE SALES AS A PERCENT OF TOTAL COUNTY SALES

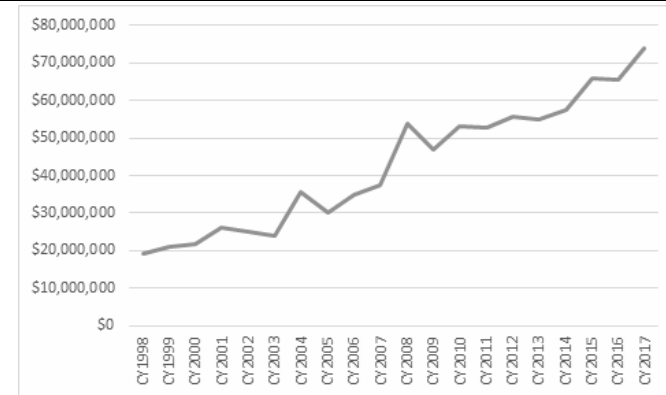
The City has increased its share of total County taxable sales at a steady pace since 1998 compared to population growth which means more dollars are staying in the City.



*\*NOTE: All the information and graphics outlined above are based upon information from the ESRI Living Atlas Database and ESRI Business Analyst Data. Sales tax data from Utah State Tax Commission. Population data from the US Census Bureau. Consumer Price Index data from the US Bureau of Labor Statistics.*

#### TAXABLE SALES INCREASE

Taxable sales in the City have grown 7.39% annual average growth since 1998. Population growth (3.61%) and consumer price index growth (1.95%) make up approximately half of that increase. The balance represents more money being spent in the local economy.



#### Opportunities + Constraints (Appendix 2)

##### [Recreation And Housing](#)

##### [Infrastructure And Transportation](#)

##### [Community Character And Economy](#)

As a result of the various public input strategies utilized, a set of opportunities and constraints were created to provide a clear and defined vision for the community, outlining the potential barriers and assets that will affect the community. Outlined below are the results, broken down by category:

#### Recreation And Housing

Opportunities	Constraints
<ul style="list-style-type: none"> <li>Convenient Access. Recreational assets surround the community and are quickly accessed through pedestrian, vehicular, and bicycle access.</li> </ul>	<ul style="list-style-type: none"> <li>Recreational amenities are clustered around one geographic region of town. Residents outlined the fact that the most notable, accessible, and improved recreational facilities are located toward the center of town and not easily accessed by new developments.</li> </ul>
<ul style="list-style-type: none"> <li>Ample land is available around the perimeter of Grantsville, allowing for expansion of recreational</li> </ul>	<ul style="list-style-type: none"> <li>Recreational opportunities are often bound by roadways. While the roadways provide convenient access to</li> </ul>

opportunities into regional amenities (i.e. trails along foothills).	recreational facilities, there are many areas that are wholly defined by roadways or artificial barriers. This is causing “islands” of recreation that are hard to access for pedestrians and bicycles.
<ul style="list-style-type: none"> <li>● Strong sense of pride and community ownership. Almost two-thirds of Grantsville residents that responded to the public survey have lived there for 10+ years. For the most part, people that moved to Grantsville want to remain there.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate parking at privately held access points for recreational amenities. Residents noted that parking was not immediately available at trailheads where private landowners controlled access to unimproved trails.</li> </ul>
<ul style="list-style-type: none"> <li>● The family-friendly atmosphere and relationships between community members in Grantsville is an asset.</li> </ul>	<ul style="list-style-type: none"> <li>● Many residents voiced concerns that there are not a lot of after school options for youth and consider a “Rec Center” as a solution.</li> </ul>
<ul style="list-style-type: none"> <li>● Increased Density. Ample areas for increased housing density in the downtown core and immediately adjacent areas</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of Options. Residents are vocal about not having adequate and affordable housing for first-time home buyers or lower-income families.</li> </ul>
<ul style="list-style-type: none"> <li>● Define areas of growth. Define areas of higher density or non-single family housing through codes and restrictions</li> </ul>	
<ul style="list-style-type: none"> <li>● Retain “large” residential lots. While most residents and respondents found it acceptable for increased land-use density within the community core, they desired to retain 1/4 or 1/2 acre lots for residential uses.</li> </ul>	

#### **Infrastructure And Transportation**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Recent upgrades - The City of Grantsville has recently completed numerous upgrades to the infrastructure systems throughout town, specifically the water and sewer lines under Main Street, as well as its natural gas system soon.</li> </ul>	<ul style="list-style-type: none"> <li>● Hwy 138 experiences waves of demand because of the heavy truck traffic, proximity of the high school, and the Wal-Mart employment center. This road is also the primary commuting route.</li> </ul>
<ul style="list-style-type: none"> <li>● Infrastructure system longevity - Currently the City of Grantsville is designing and installing infrastructure and rightsizing projects that will allow for adequate growth and development throughout the community.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of sidewalks. Some areas along main streets and near schools don’t have sidewalks.</li> </ul>
<ul style="list-style-type: none"> <li>● Most of Grantsville’s roadways within the core have wide Right of Way that would facilitate new bike lanes.</li> </ul>	<ul style="list-style-type: none"> <li>● Sporadic Development. In recent years, development within the community has been approved according to regulations, yet the regulations were not properly altered to correct a “scattered” development pattern.</li> </ul>
	<ul style="list-style-type: none"> <li>● Inadequate stormwater systems. The community currently has inadequate stormwater systems to properly convey water away from paved surfaces, creating pooling or ponding issues at curbs and on the roadway.</li> </ul>
	<ul style="list-style-type: none"> <li>● Despite regular maintenance, roadways are often in poor condition. Included in this constraint is roadway pavement, curbing, sidewalks, and crosswalks. This is noticeable at most side streets, and especially along the Main Street corridor at all crossing locations within the UDOT Right of Way.</li> </ul>
	<ul style="list-style-type: none"> <li>● Residents are concerned with water resource availability and pricing.</li> </ul>

#### **Community Character And Economy**

<b>Opportunities</b>	<b>Constraints</b>
<ul style="list-style-type: none"> <li>● Retain small town charm. There is a strong desire among residents to retain the small town charm that makes up their community, including: architecture, lot sizes, preservation of agricultural activity, access to shopping/retail and a Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Finite amounts of land. While there is currently ample amounts of land available for development, the community will quickly see a diminishing amount of land available for development if the larger lot theory plays-out.</li> </ul>
<ul style="list-style-type: none"> <li>● Increase unification among town. Residents showed a desire to increase the opportunities where unifying characteristics can be utilized within the community, specifically to create an overall unified community theme or appearance. This includes, creation of unified signature styles, utilization of the new logo on multiple items (benches, banners, bike racks, etc.), and increased ordinances for building appearance or maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>● Increased infrastructure costs. Larger lots and less dense land-use increase the costs for construction and maintenance on infrastructure systems due to the distances necessary.</li> </ul>
<ul style="list-style-type: none"> <li>● Lack of diversity in retail/commercial. The community has a strong desire to increase the variety of restaurants, retail and commercial amenities along the Main Street corridor.</li> </ul>	<ul style="list-style-type: none"> <li>● Lack of adequate water for increased development. It is the perception of many residents that there are not enough water resources (well or culinary system) to allow for development to continue within the municipality.</li> </ul>
<ul style="list-style-type: none"> <li>● Support infill of “GAP” services. There is a desire for necessary services to be fulfilled within the community. The community was noted as stating there were basic services missing such as: dry cleaners, outdoor and recreation outfitters, clothing stores, etc.</li> </ul>	<ul style="list-style-type: none"> <li>● Proximity to regional retail/commercial hubs. Grantsville is within proximity of the Salt Lake metro area and the county seat (Tooele) where a myriad of other services or retail goods can be attained. This proximity will require local businesses and individuals to be in competition with the nearby regional attractors.</li> </ul>
<ul style="list-style-type: none"> <li>● Available properties for development. There are ample properties along the Main Street corridor that are available for preservation and development opportunities.</li> </ul>	



## **Public Input Summary**

The Grantsville Planning Commission and City Council placed a very high priority on public input. The project began with public notice, and a series of public meetings and surveys were conducted. The initiative generated an email list of over 400 residents and business owners that asked to remain informed about major steps in the development of the plan, and the public open house events were very well-attended.

Information and examples about the public interaction are at the following links:

- Community Survey #1 Report <https://tinyurl.com/GvPublicSurvey1>
- Community Survey #2 Report <https://tinyurl.com/GvPublicSurvey2>
- Initiative marketing example (poster) <https://tinyurl.com/GvPoster1>
- Initiative marketing example (postcard) <https://tinyurl.com/GvPostcard>
- Example of comments generated at a public event <https://tinyurl.com/GvPublicCommentExample>

# **AGENDA ITEM #5**

Discussion of the Grantsville City Annexation  
Policy Plan.



## STAFF REPORT

**To:** Grantsville City Planning Commission

**From:** Bill Cobabe, Community Development Director

**Meeting Date:** January 3, 2026

**Public Hearing Date:** N/A

**Re:** Consideration of a proposed revision/update to the City's Annexation Policy Plan.

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### Executive Summary

The City should review its Annexation Policy Plan from time to time. The last update to the Plan was in 2020 when the Six Mile Ranch annexation took place. This was focused on a particular area of the County, while this update is more comprehensive in scale and scope. The goal is to provide context and guidance for future annexations in to the City. This does not supplant the goals or maps laid out in the General Plan, but is a tool that works together with the General Plan. Further, as noted in the Annexation Policy Plan itself, this is in fulfillment of State code regulations and requirements.

### Background

The subject property has a long and documented development history. The original project, known as the **Applegates Apartments**, received approval from the Planning Commission on **January 13, 2005**. Construction of the project began in 2006; however, development was eventually halted and the project was never completed.

As a result, the site has remained partially developed and encumbered by multiple zoning districts that complicate redevelopment efforts and limit the ability to implement a cohesive site plan.

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### Proposed Changes

This update is the City's required 20-year framework for managing future annexations under Utah Code §10-2-803. It replaces all prior annexation plans and is meant to guide where, why, and under what conditions Grantsville may expand its boundaries, while avoiding fiscal strain, service inefficiencies, and fragmented boundaries.



At a high level, the City is being careful, strategic, and fiscally conservative. The plan explicitly emphasizes orderly growth, service efficiency, protection of sensitive lands, and developer-funded infrastructure.

The plan designates three Annexation Expansion Areas (A, B, and C), all contiguous to existing city boundaries and selected to eliminate unincorporated “islands” and peninsulas.

**Area A (Burmester / Inland Port / SITLA lands, north & east of the current City boundaries)**

This area is largely industrial and publicly owned, with rail access and proximity to I-80. It has very little residential population and minimal expected service demand. Annexation here is primarily about economic development, transportation coordination, and emergency response consistency, not housing growth. Infrastructure and service costs are expected to be minimal.

**Area B (Six Mile Ranch area, north of the City, west of Erda)**

This is the most consequential area. It is close to existing City services and is suitable for future development. A portion is already under pending annexation litigation, which the plan acknowledges. If annexed, development would likely occur through a master-planned project with a development agreement, ensuring infrastructure and services are provided by developers. This area will have some long-term impact on public works and police services, but those costs are expected to be offset by impact fees, road funds, and tax base growth.

**Area C (South and west foothills, near Tooele Army Depot and U.S. Forest Service land)**

This area is primarily open space, watershed protection land, and forest service property. It is not expected to develop beyond very low-density large-lot uses, if at all. Annexation here is largely about resource protection, wildfire management, and land use control, not population growth. Fiscal and service impacts are expected to be negligible.

Across all areas, the City concludes that population growth from annexation itself will be minimal; most population growth will come from development within existing city limits or planned projects.

On municipal services, the City finds that it can serve all three areas without major new staffing or facilities, especially until development occurs. Police services would transition to Grantsville PD, fire services may change post-annexation, and courts, parks, planning, and public works can absorb impacts with normal growth-related adjustments. Sewer service will remain septic until development occurs; water extensions will only happen when justified by development.

A key policy thread throughout the plan is that growth must pay for itself. The City makes it clear that:

- Developers are responsible for installing required infrastructure
- Impact fees will be used to offset system-wide impacts

*\*\* Disclaimer: Please be advised that at no point should the comments and conclusions made by The City staff or the conclusions drawn from them be quoted, misconstrued, or interpreted as recommendations. These inputs are intended solely for the legislative body to interpret as deemed appropriate.*

*The information provided is purely for the legislative body to interpret in their own right and context. It is crucial to maintain the integrity and context of the information shared, as it is meant to assist in the decision-making process without implying any endorsement or directive, but it is essential that it is understood within the appropriate scope.*

- Reimbursement and payback agreements may be used, but only within statutory limits
- Existing residents should not see increased tax burdens due to annexation

The plan also explicitly allows the City to use tools like Special Improvement Districts, Community Reinvestment Areas, or Public Infrastructure Districts, but notes these should be used sparingly and only when they advance General Plan goals.

On sensitive lands, the plan is cautious and protective. Floodplains, alluvial fans, watershed lands, forest service property, slopes, and wildlife areas are all identified as needing special protection, and annexation is framed as a way to better regulate and preserve these resources, not open them to development.

The tax impact analysis concludes that annexation would likely result in minor net gains to the City and minor losses to Tooele County, with no meaningful impact on tax rates for existing city residents.

The plan documents coordination with affected entities, including Tooele County, school districts, special service districts, the U.S. Forest Service, and the Tooele Army Depot. No objections were received during the public process.

Finally, the document lays out a clear set of annexation decision criteria for future City Council action. These criteria focus on:

- Consistency with the General Plan
- Efficient service delivery
- Fiscal sustainability
- Developer-funded infrastructure
- Protection of water resources and sensitive lands
- Avoidance of boundary irregularities
- Fair treatment of affected entities

In plain terms:

This plan positions Grantsville to grow deliberately, defensibly, and on its own terms, while minimizing financial risk, protecting environmental assets, and preserving community character. It gives the City strong policy footing to say “yes,” “no,” or “yes, but only if...” to future annexation petitions.

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### **Attachments:**

#### **Proposed Annexation Policy Plan**

#### **Map 1 (Proposed)**

#### **Map 2 (Proposed)**

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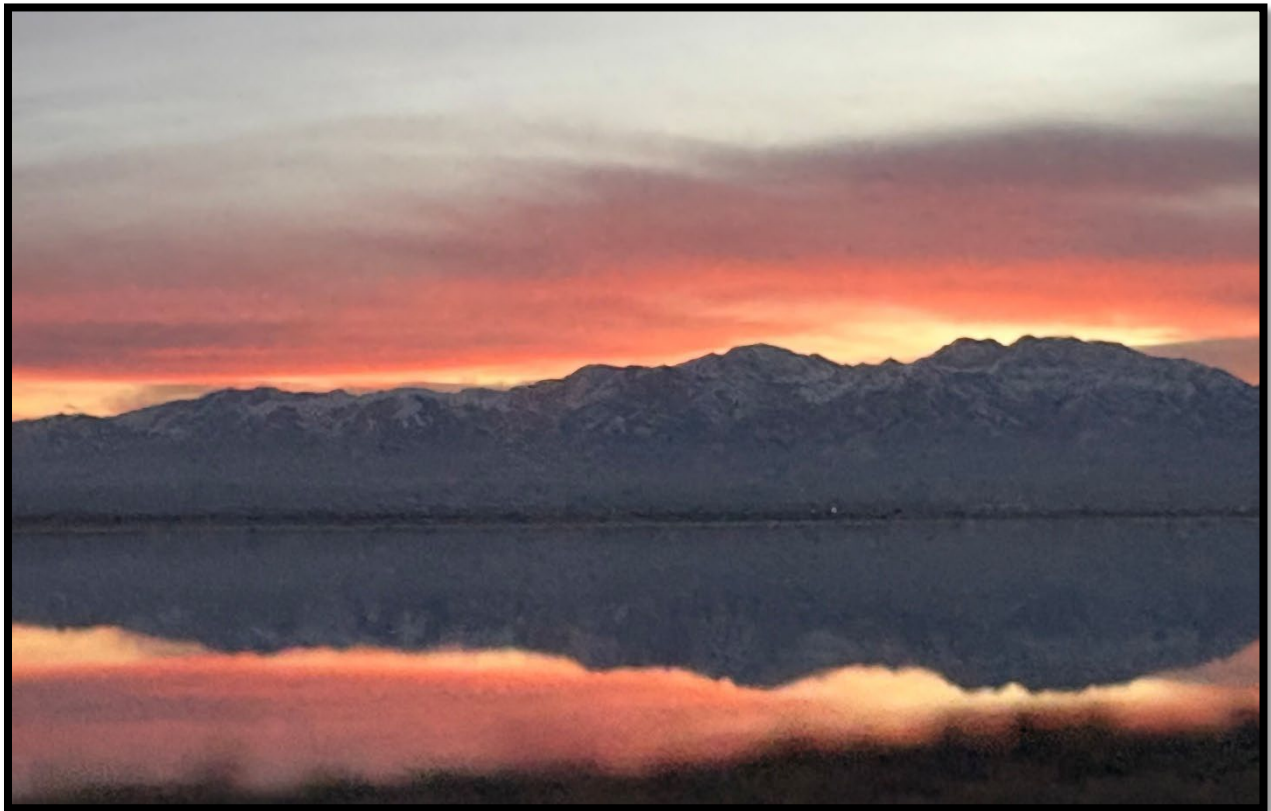


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GRANTSVILLE, UTAH

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# ANNEXATION POLICY PLAN





ADOPTED: FEBRUARY 3, 2026

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## INTRODUCTION

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Per the provisions of 10-2-803, Utah Code Annotated, all Utah municipalities are required to adopt an Annexation Policy Plan. In this Annexation Policy Plan, cities are required to develop an expansion area map and plan for the future growth of the community for the next 20 years. The Annexation Policy Plan helps the City plan for future expansion of the City's boundary. Grantsville City ("the City") adopted its first Annexation Policy Plan in March of 2003. This Annexation Policy Plan update will replace all prior annexation documents and provides opportunity for the elimination of islands and peninsulas of unincorporated county between municipal jurisdictions.

In 2025, there was a significant need to update the Annexation Policy Plan due to pending annexations and the need to clarify the City's interest in and capacity to annex property near the City. These lands are contiguous to a portion of the City's north and east boundary to the I-80 corridor, as well as south and west of the City's boundary between Tooele Army Depot and the US Forest Service land (Deseret Peak). Additionally, the City desires to update the adopted City's Annexation Policy Plan for compliance with State Code.

DRAFT

## EXPANSION AREA

### EXPANSION AREA MAP

Annexation Policy Plans are governed by Utah Code, Section 10-2-803, and in accordance the Grantsville City has considered the following points in preparing, considering, and adopting this Annexation Policy Plan:

### GAPS AND OVERLAPS

Grantsville has attempted to avoid gaps or overlaps with the expansion areas of other municipalities. Contiguous unincorporated areas in Tooele County have historically not been served by other municipalities, nor do plans exist to serve these areas. Grantsville has the ability to provide municipal services necessary for these unincorporated areas and provide those services more efficiently.

### 20 YEAR POPULATION PROJECTIONS

The City has considered population growth projections for the municipality within the current city boundary and additionally for the Annexation Policy Declaration Areas A, B, and C for the next 20 years. Population projections for the County are listed below. Because the areas to be annexed have very small populations, the data provided are to show that the growth rate in the County will happen rapidly, while these areas will be limited until development of infrastructure occurs. All population dates are as of December 31 of each year.

**Table 1: Tooele County Population Estimates**

Year	Population	Households	Persons Per Household
2025	85957	27264	3.14
2026	88340	28333	3.10
2027	90600	29379	3.07
2028	92723	30391	3.03
2029	94714	31371	3.00
2030	96600	32316	2.97
2031	98423	33255	2.94
2032	100248	34187	2.91
2033	102096	35136	2.89
2034	103954	36102	2.86
2035	105826	37068	2.84
2036	107711	38037	2.81
2037	109599	38999	2.79
2038	111487	39941	2.77
2039	113367	40871	2.75
2040	115253	41787	2.74
2041	117127	42886	2.71
2042	118981	43982	2.68
2043	120814	45087	2.66
2044	122613	46187	2.63
2045	124393	47278	2.61

**Source: Gardner Policy  
Institute State and  
County Projections  
2020-2060**



**ANNEXATION POLICY PLAN EXPANSION AREA:**

**MAP 1** depicts areas which are contiguous to the City boundary and have been designated as future expansion areas. The areas are designated as A, B and C. Per the provisions of 10-2-803 (2)(a)(i), Utah Code Annotated, all municipalities within the State are required to adopt “a map of the expansion area, may include territory located outside the county in which the municipality is located.”

**(Area A)** All unincorporated Tooele County property north and east of the current City boundary in the area known as Burmester. This area is largely owned by SITLA Trust Lands, but includes areas along Burmester Road and the Tooele Valley Inland Port Project Area. This area is largely bounded by County line on the north.

**(Area B)** All unincorporated Tooele County property between the current northern boundary of Grantsville and the southern boundary of the Tooele County line, east of Area A and west of the current incorporated limits of Erda. This area is known generally as the Six Mile Ranch area.

**(Area C)** All unincorporated Tooele County property lying south and west of the current southwest City boundary, from the Grantsville City boundary line south to the Tooele Army Depot land, and west to the US Forest Service property. This area mostly consists of Grantsville Soil Conservation property. There are generally no residential uses existing in this primarily hillside area and future land uses could indicate no additional residential development, particularly on Conservation. No impact on city population projections is expected for Area C.

**MAP 1: ANNEXATION AREAS (A, B, & C)**

(see attached options)

DRAFT

## CHARACTER OF THE COMMUNITY

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The Grantsville City is bordered by the Tooele Army Depot on its southern boundary, Unincorporated Tooele County and the Great Salt Lake on its north boundary, the Cities of Stansbury Park, Erda to the east, and unincorporated Tooele County to the west. Grantsville provides an excellent location for individuals and families interested in living in a strong, stable economy with nearby outdoor activities. Grantsville has a variety of activities, businesses, restaurants, parks and trails to explore. The City has diversified housing to meet the needs of all people. Housing development needs to be supported by suitable commercial and industrial development. This will allow the City a revenue base to remain strong, stable and robust.

While some of the City's development patterns are similar to other small, Utah urban communities, the City has always had a balance of residential and industrial lands and uses and a vibrant history of rich agricultural lands and orchards. The Grantsville vision has focused on creating and sustaining a community that appreciates its heritage, while providing opportunities for business and industry to thrive. With the success of industry within the City came the need to provide varied housing options for the community. Today the community boasts a robust industrial park, attractive and safe neighborhoods, parks, trails and open space amenities throughout the community, excellent access to transportation corridors, and redevelopment of the Main Street corridor as a vibrant, business-friendly town center with access to major transportation routes.

As the City considers future annexations, they must take a long-range view of at least 20 years. The City intends for growth to occur in areas where it can effectively extend municipal services in a cost efficient manner, and to discourage annexations that negatively increases costs, placing a higher tax burden upon existing and future citizens of Grantsville.

## NEED FOR MUNICIPAL SERVICES

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For purposes of this Plan, Municipal Services may include:

- Infrastructure maintenance management (maintain, repair, replace, upgrade),
- Observation and oversight of roads, stormwater/flood control, sewer, water, electric utility, natural gas, fiber, street lights, intersections, walkways, signage, solid waste collection and recycling as well as police and fire protection, and other services such as library, permitting, building inspections, and the like.
- Integrated land use planning.

The Grantsville City General Plan provides an additional resource for the City to guide future development and future service requirements.

**Area A:** Municipal services for Area A have generally been provided by Tooele County. The City currently provides police assistance and responds to emergency calls within Area A to assist Tooele County. The area has some industrial operations, including mining and processing of minerals, which are expected to have little to no demand for new municipal services. The area is serviced by rail, however, and has the potential for additional industrial development. Additional benefits may include preserving regional transportation corridors, drainage corridors, access to freeway for industrial, commercial and economic development with local employment opportunities.

**Area B:** Limited municipal services for Area B have been provided by Tooele County. The area is an area where the City would be able to provide services due to proximity of resources. The City currently provides police assistance and responds to emergency calls within Area B to assist Tooele County. The

portion of Area B that is known as Six Mile Ranch has already been accepted for annexation in to Grantsville City and is pending decisions on some litigation through the Courts, which has not been resolved as of the writing of this updated Policy Plan.

**Area C:** The area is mostly comprised of property adjacent to forest service land and a watershed protection area owned by Grantsville Soil Conservation. These areas may be designated as future natural open space. Those areas which are privately owned may be developed in large-lot (5 acres or more) developments that have minimal impact on existing services.

There are no pending plans to develop within Area A. Area B is currently in a state of legal consideration and may be developed as part of a master-planned development with an associated Master Development Agreement, which would spell out how infrastructure and services will be provided. Area C, as noted above, may be designated as future natural open space and large-lot development. Currently the City provides limited police response to these areas to assist Tooele County. These areas are serviced by North Tooele Fire District, assisted by the Grantsville Fire Department, which may change upon annexation. Sanitary sewer is handled through septic systems, and will continue to be so served regardless of annexation status, and no new water services will be necessary to extend to these areas, unless and until development occurs. There only main roadway in any of these areas that is not either a UDOT facility or already within the Grantsville City limits is Mormon Trail Road. The cost of providing municipal services to these areas without new development would be minimal and would have little impact on the existing City infrastructure or organization.

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## **LAW ENFORCEMENT SERVICES**

The Grantsville Police Department will provide law enforcement for the annexed areas. The City does not anticipate that new officers will be necessary to service Areas A, B, & C. It is anticipated that additional full-time officers and support staff will be added to support projected population growth, both due to growth inside the City as well as anticipated annexation and the growth stemming from that.

The need for additional staffing should be considered and analyzed when annexation petitions are accepted by the City. Analysis should include the proposed land uses and population densities expected within the annexation area, as well as the total costs associated with new hire training, office supplies, equipment maintenance, vehicle maintenance, uniforms, etc.

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## **JUSTICE COURT**

The City provides a Justice Court that serves the needs for civil cases and non-felony crimes. As part of an annexation application and review, the expense impact on the Justice Court should be reviewed and estimated and provisions for increased revenues, if needed, should be determined as part of an annexation petition. No expansion of the court system within the City is anticipated due to the annexation of Areas A, B, or C.

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## **PARKS**

The City's Public Works Department provides maintenance services to City-owned neighborhood parks, trails, City buildings and grounds, and other open spaces. Access to these facilities is open to the public, including non-City residents. As properties are annexed, the City should analyze the need for neighborhood parks and trails in those areas and determine if the City's Park (Impact) Fee is sufficient to meet estimated park and trail demands associated with growth and that verify long-term revenue will cover additional operations and maintenance expenses.



Demand from Areas A & B for additional park area is not anticipated until development occurs. Area C is anticipated to remain largely natural open space and as such will not generate the same kind of demand for parks and open spaces that other development patterns may require.

## **COMMUNITY DEVELOPMENT SERVICES**

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The City provides planning services through the Grantsville Community Development Department Staff. The Grantsville Building Department provides inspections to ensure compliance of all construction with the adopted International Building Code. In addition, the City Engineer ensures compliance of new development with City Standards and Specifications. Little impact is anticipated from the annexation of Areas A, B, & C. However, careful documentation of proposed land uses within Area B should be made at the time of annexation to determine the desirable uses, such as a mix of housing types and densities to ensure equitable treatment of these future residents and to protect existing property rights.

## **PUBLIC WORKS**

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The City Public Works also has responsibility for flood control, street, water, storm drainage, and street plowing. It is also responsible for the sewer services within the city and surrounding areas. Annexed and developed areas must be carefully evaluated to determine the impact of new roads, parks, water service, and storm drainage for required staffing increase and projected maintenance costs.

Areas A and C are anticipated to have minimal to no impact on City Public Works. Area B will have some impact on the public works operations as the development of this area takes place. Water is currently provided to properties in the areas by private wells. No secondary water is provided to the area, but this will change after annexation. Similarly, sewer services are provided by on-site septic systems and will continue after annexation without change, until development occurs. Anticipated impact due to street maintenance will be offset by the additional funds the City will receive from the State B & C Road Funds. However, some of these existing streets do not have sidewalks, therefore the City should carefully determine where sidewalk is necessary or desired, and estimate the installation costs at the time of annexation. No additional staffing is anticipated.

## **PLANS FOR EXTENSION OF MUNICIPAL SERVICES**

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An important component of the extension of municipal services is the ability of the City to effectively serve those areas under consideration for development. Development should be consistent with the General Plan. The Capital Facilities Plan is comprehensive in its analysis of utility needs, extension and financing of those facilities.

The City requires developers to construct and dedicate all new public facilities needed for new development. The City collects impact fees that upsize water, sewer, irrigation, and street facilities to meet growth needs. As a condition of annexation, developments may be required to extend or improve streets, water and sewer, and other vital public facilities consistent with the City's Capital Facilities Plan and General Plan. The City's policy is to deliver high-quality municipal services throughout the City, including potential annexation areas. Such services may be provided directly by the City through inter-local cooperative service agreements or by creating such special improvement districts as determined by the City to be in the best public interest of its citizens.

For areas located within a special service district, the City will rely upon the district to provide sewer, water, and/or secondary water services. The districts extend services when the services are needed or requested and do so in differing ways. Districts shall have the opportunity to negotiate specific development agreements for the extension of their services to areas annexed, as applicable.

## **HOW MUNICIPAL SERVICES MAY BE FINANCED**

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Financing services in the expansion areas will be accomplished in the same manner as financing infrastructure and services within the corporate limits. Infrastructure needed to service developed properties is installed at the developer's expense. With dedication and City acceptance, City operation and maintenance is provided by property tax and sales tax revenues, Class B and C Road Funds and utility franchise fees. In addition, the City will impose impact fees to offset the impact of offsite infrastructure systems needed for new growth.

New development is required to install the base-sized service facilities needed for their proposed development, which includes any off-site improvements to deliver the improvement to the property boundary. The City may enter into an agreement with a developer to use impact fees for the purpose of extending and upsizing those facilities to accommodate new growth and development not within the boundary of the specific development proposal.

Upon an annexation petition, the City has the authority to require a developer to install, upsize, or improve any/all offsite facilities and infrastructure as a condition of annexation. When a developer installs an offsite improvement such as a road, waterline, or sewer line, the City and the developer, may enter into reimbursement agreements where the City agrees to use future impact fees collected in the area to provide reimbursement compensation to the developer for those proportional offsite improvements that will be utilized by other property owners in the area.

When new development occurs and utilizes the infrastructure installed by others, these new developments must be required to pay their proportionate share for those extended services. The City has the authority to enter into pay back agreements with the original developer, whereby new development utilizing the improvements are required to remit payment to reimburse the developer for a proportional share of the costs. Any payback agreements must be made in accord with State Statute regarding such agreements which require prorated reimbursements limited to ten (10) years after installation.

Another financing mechanism available to the City is creating a Special Improvement District, creating a Community Reinvestment Project Area or using a Public Infrastructure District Bond permitted by Utah Code Section 17D(4)- Public Infrastructure District Act. The City may consider these options when a proposed development furthers the economic development or transportation goals of the City's General Plan, but these mechanisms should be used sparingly.

## **CURRENT AND PROJECTED COSTS OF INFRASTRUCTURE, URBAN SERVICES, AND PUBLIC FACILITIES NECESSARY**

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### **Area A**

Area A contains existing industrial development and a regional recreation facility owned by State of Utah, Division of Parks and Recreation. The costs of extending infrastructure, urban services, and public facilities are minimal. Area A annexation will not impact the City's infrastructure, urban services, or public facilities. In the event of an emergency at any industrial facility, Grantsville Fire and Grantsville Police respond, costs currently borne by the City. When considering annexation within Area A, additional investigation with regard to potential off-site hazard consequences related to existing and future industrial uses may be required to properly determine the potential impacts on land uses and citizens of Grantsville.

### **Area B**

The costs of infrastructure, urban services, and public facilities would be minimal. Infrastructure in Area B is currently in satisfactory condition and requires no repairs, upgrades, or replacements are forecasted for the next five years. Right of way improvements to include the provision of sidewalks may be required in certain areas to facilitate pedestrian safety and convenience. The area is served by local, on-site wells. Additional maintenance costs will be incurred for street maintenance and police services that are expected to be offset by the additional state funding from the B & C Road Fund, as well as the minimal increase generated by property taxes. Therefore, it is not anticipated that Area B will impact the City's existing infrastructure, urban services, or public facilities.

### **Area C**

The costs of infrastructure, urban services, and public facilities would be minimal as the area is natural open space owned by the Forest Service. Therefore, it is not anticipated that Area C will impact the City by infrastructure, urban services, or public facilities. The City should refer to the current Forest Plan for the Wasatch-Cache National Forest for current land management objectives and practices within the area. If considered for annexation, the City should consider the adoption of wildland fire hazards management strategies, mitigations, and regulations for both areas annexed and areas adjacent to the area within the hazard area.

## **REASONS FOR INCLUDING SENSITIVE LANDS IN EXPANSION AREA**

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Area A includes lands designated as flood plain areas and sensitive lands near the alluvial fan areas near Deseret Peak. Additional structures are not expected to be built within Area A. Prior to annexation, the City should determine the boundaries of the flood plain, establish the base flood elevation for structures, and survey any sensitive lands to ensure that they are inventoried and protected by annexation agreement.

There are potentially sensitive lands that would be included in Area B, including

The City's expansion Area C includes US Forest Service area and parcels owned by Grantsville Soil Conservation for the purposes of watershed management and protection. This area would be deemed to be within the sensitive lands overlay zone, due to these protection areas. The area would be protected from development due to the overlay zone. Annexing Area C would ensure protection of the sensitive lands, slopes, vegetation, and wildlife in the foothills of Grantsville

## **URBAN DEVELOPMENT EXCLUSIONS**

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There is no unincorporated urban development within ½ mile of the Areas A, B, or C that has not been included in the expansion areas.

## **ESTIMATE OF TAX CONSEQUENCES**

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It is anticipated that if all or portions of Areas A, B, and C, were annexed into the City, the properties within those areas may increase in value providing additional tax base for the City. The estimated tax consequences would be minimal having little impact on the existing Grantsville tax burden or benefit. In all cases, the loss to Tooele County would likewise be minimal and offset by the decrease in services provided to the area.

Tax consequences should be re-evaluated with any annexation petition to ensure the most accurate and current estimate of the impact is provided to the City to assist the City Council in the decision to approve an annexation request.

## INTERESTS OF AFFECTED ENTITIES

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The affected entities are municipalities, the school district, special service districts and County government. It is important that the affected entities be involved during the annexation process. As such Affected Entities, as listed, were invited to participate in the preparation of this plan and their comments are outlined here.

The following entities are Affected Entities for by Area A, B or C.

- Tooele Valley Mosquito Abatement District
- Tooele County Government
- Tooele County Health Department
- Tooele County School District
- U.S. Forest Service
- U.S. Army (Tooele Army Depot)

## STATEMENTS OF AFFECTED ENTITIES

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On January 1, 2026, the Grantsville City Planning Commission hosted a public meeting with Affected Entities to receive comments on the proposed amendment to the City's Annexation Policy Plan. Written comment was accepted in addition to comments received at the public meeting through January 1, 2026, as well comments received at the public hearing on January 1, 2026.

- (responses here, if any)

### Additional Comments

No additional comments were received regarding Expansion Areas A, B, or C.



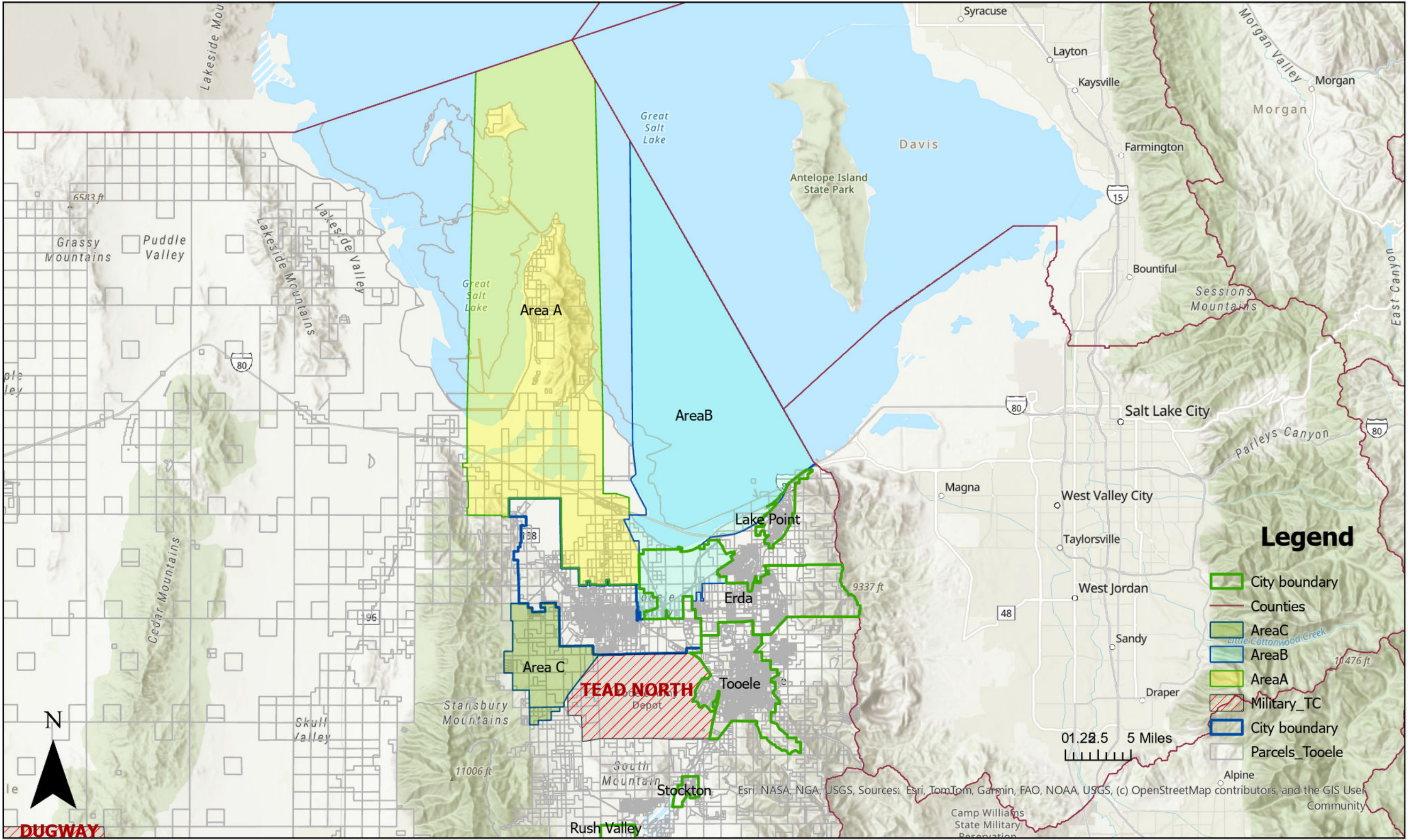
## CRITERIA TO GUIDE ANNEXATION DECISIONS

	<p><b>The following criteria considerations shall be used in the evaluation of annexation petitions.</b></p> <p><b>Strict adherence to these criteria is not required, but instead shall be used these criteria should be used to identify the impacts of a proposed annexation, guide appropriate conditions for annexation, and assist the City Council in making informed policy decisions.</b></p>
Character of the Community	<ol style="list-style-type: none"> <li>1. The annexation will accommodate development consistent with the General Plan and land uses allowed in the area.</li> <li>2. Annexation will initiate site improvement, i.e. public utilities and streets, parks or other public features.</li> <li>3. The annexation does not create or exacerbate an existing peninsula or island, unless the City Council determines that not annexing the entire unincorporated island or peninsula is in Grantsville City's best interest.</li> <li>4. The area is contiguous to the municipality and within the Tooele County boundary.</li> </ol>
Need for Municipal Services	<ol style="list-style-type: none"> <li>1. The annexation will provide access and improvements to culinary water for residents and property owners.</li> <li>2. The annexation will provide storm sewer improvements to benefit annexed land owners.</li> <li>3. The extension of utilities in this area will enhance the overall City's system.</li> <li>4. The area will be better serviced by the Grantsville Police Department rather than the existing policing services.</li> <li>5. The area will also be better serviced by the Grantsville Fire Department than the North Tooele County Fire District.</li> <li>6. The extension of service infrastructure into the area will enhance and not burden the municipal service system beyond its capacity.</li> <li>7. The annexation will contribute water rights and facilities required by the users, or does not materially detract from municipal water supplies. Special consideration should be given related to current and future climate conditions (ex. severe drought).</li> <li>8. The annexation is accompanied by an analysis of current system capacity, required new capacity, including a plan to manage or</li> </ol>

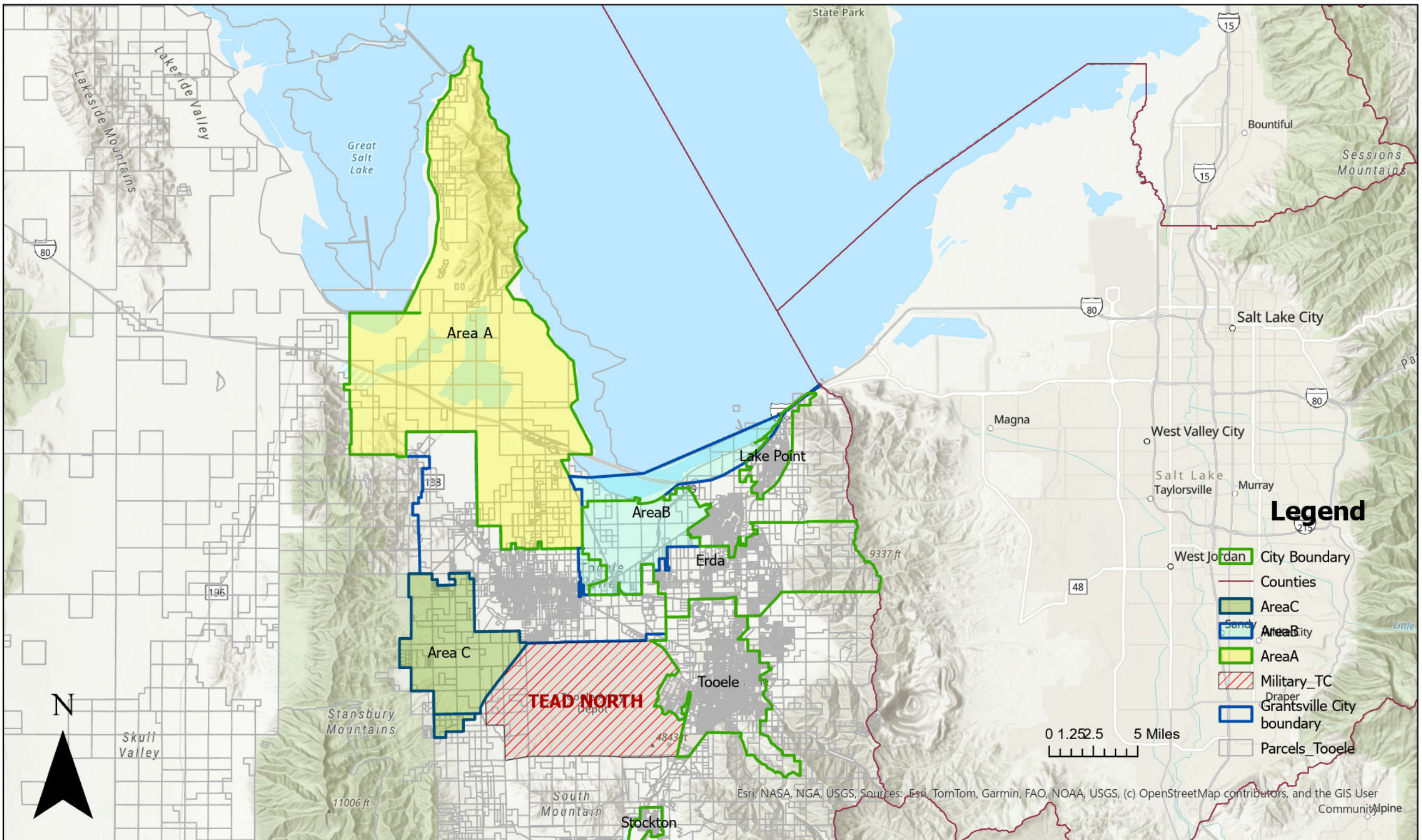
	<p>mitigate the impact on system.</p> <p>9. The annexation will exhibit long term fiscal sustainability.</p>
Municipality's plan for extension of services	<ol style="list-style-type: none"> <li>1. The area to be annexed will provide an orderly extension of culinary water, storm sewer collection, and street system enhancements.</li> <li>2. The annexation will allow for orderly extension of utilities by providing easements, right-of-ways or street dedications.</li> <li>3. The extension of utilities is in conformance to the City's Capital Improvement Plan.</li> </ol>
How services will be financed	<ol style="list-style-type: none"> <li>1. The development of annexed area will extend all required services.</li> <li>2. The City will extend service with reimbursement through user fees or impact fees, collected from those developments within the area annexed.</li> </ol>
Estimate of the tax consequences	<ol style="list-style-type: none"> <li>1. Any increase in taxes collected, if any, to provide services to the area, above that tax currently collected within the unincorporated county, is recognized by the petitioner.</li> <li>2. The property certified tax rate for existing parcels within the City limits will not be increased to support the annexation of any area.</li> </ol>
Interests of all affected entities	<ol style="list-style-type: none"> <li>1. The area to be annexed should be within Tooele County at the time of annexation.</li> <li>2. The annexation will not create boundary alignment problems with elementary or secondary schools or other affected entities, unless inter-local agreements have been reached to address the potential, reasonably-anticipated impacts.</li> <li>3. The annexation does not extend beyond the limits of the adopted annexation policy plan.</li> <li>4. Other services, i.e., sanitary sewer, secondary water, natural gas, electrical power and communications facilities, are available or reasonably available to the site.</li> <li>5. The petitioners have entered into agreements with affected</li> </ol>

	entities, where applicable, for the design and installation of required infrastructure and service.
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Esri, NASA, NGA, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

# **AGENDA ITEM #6**

Approval of minutes from the  
January 6th, 2026 Planning  
Commission Regular Meeting.

**Action Summary:**

<b>Agenda Item</b>	<b>Item Description</b>	<b>Action</b>
#1	Consideration of a proposed General Plan Amendment for parcels 01-066-0-0006, 23-001-0-00A, 01-112-0- 0012, and 01-112-0-0011 to change the land use designation from Single-Family Density to Mixed-Use Density for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street.	Approved
#2	Consideration of a proposed rezone of parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01-112-0-0011 from the A-10 and R-1-12 to the RM-15 (Multiple Residential District) for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street, excluding 0.95 acres proposed for commercial use	Approved
#3	Discussion of a proposed new use for Micro-Entrepreneurship within the RM-7 zoning designation.	Discussed
#4	Discussion of proposed amendments to Chapters 2, 7, 8, 9, 14, 15, and 16 related to Conditional Uses.	Discussed
#5	Approval of minutes from the January 6, 2026 Planning Commission Regular Meeting.	Approved

**MINUTES OF THE GRANTSVILLE CITY PLANNING COMMISSION, HELD ON JANUARY 20, 2026 AT THE GRANTSVILLE CITY HALL, 429 EAST MAIN STREET, GRANTSVILLE, UTAH AND ON ZOOM. THE MEETING BEGAN AT 7:2 P.M.**

**Commission Members Present:** Chair Sarah Moore, Vice Chair Jason Hill

**On Zoom:** Commissioner Chris Horrocks

**Commission Members Absent:**

**Appointed Officers and Employees Present:** Community Development Director Bill Cobabe, City Planner/GIS Analyst Tae-Eun Ko, Planning and Zoning Administrator Shelby Moore, City Attorney Tysen Barker, City Council Member Rhett Butler, Planning and Zoning Administrative Assistant Nicole Ackman, Mayor Heidi Hammond, City Recorder Alicia Fairbourn,

**On Zoom:** City Manager Michael Resare

**Citizens and Guests Present:** Ayyoob Abbaszadeh, Sheldon Birch, Kyle Allred, Gary Merrill, Randy Monsan, Mandy Smith, Truman Lancaster, Jeanet Lancaster, Tyler Dimmick, Mark Nielsen, Christine Allred

**Citizens and Guests Present on Zoom:** Unknowns

**Commission Vice Chair Sarah Moore called the meeting to order at 7:00 PM.**

## **PUBLIC NOTICE**

The Grantsville City Planning Commission will hold a Regular Meeting at 7:00 p.m. on Tuesday January 20, 2025 at 429 East Main Street, Grantsville, UT 84029. The agenda is as follows:

## **ROLL CALL**

## **PLEDGE OF ALLEGIANCE**

## **PUBLIC HEARING**

- a) **Consideration of a proposed General Plan Amendment for parcels 01-066-0-0006, 23-001-0-00A, 01- 112-0-0012, and 01-112-0-0011 to change the land use designation from Single-Family Density to Mixed-Use Density for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street.**

**Tyler Dimmick:** Tyler Dimmick was present to comment on this item. He stated that he did not like the proposal and noted that this was typically why people come forward to speak. He explained that he lives up the road from the subdivision and is relatively new to Grantsville, having lived there for about four years. He stated that he has observed a significant amount of high-density housing being developed in the area. He explained that when he first moved to the area, the lots were half-acre, spread out, and open, which he found appealing and was what drew him to the community. He expressed concern about increasing density and stated that he does not like the idea of placing more people into the same space than what was originally designed.

**Mark Nielsen:** Mark Nielsen was present to comment on this item. He expressed concern that the Grantsville Planning and Zoning Commission and City Council were not understanding or responding to issues raised during monthly meetings. He stated that it had been approximately three months since the last meeting and that he had not received any response to concerns previously raised. He said that when he asks questions due to a lack of understanding, he feels his rights are being violated when he is told he cannot ask questions. He stated that he has a learning disability and explained that issues should be explained clearly so he can understand them during meetings, rather than being unable to ask questions when unfamiliar topics arise. Mark Nielsen stated that he has raised code



violation concerns for the past three and a half to four years without receiving a response from City Council or the Planning Department. He stated that these issues involve residents rights and that he has not heard any acknowledgment or resolution during that time. He clarified that his comments were not intended as a threat and stated that the Justice Department has requested video recordings he possesses related to these matters. He explained that these issues are raised multiple times each year and stated that the City should be aware of them given the length of time involved. He asked whether the Commission had considered situations similar to those occurring in Tooele, referencing the Winco development and water rights. He stated that changing from single-family to Mixed-Use Density could set a precedent related to water rights for future developments or businesses. He stated that he was unsure of the City's current water situation and noted that while he has observed continued growth, he is aware that water is a broader concern. He then raised concerns about economic impacts, referencing other cities such as Denver. He stated that the City is mixing multifamily housing with existing single-family homes and compared this approach to Denver, stating that Denver has experienced decreases in property values and sales tax revenue due to similar development patterns. He stated that Denver lost approximately four percent in sales tax revenue in each of the past two years and expressed concern that Grantsville could experience similar losses. Mark Nielsen stated that declining property values could result from increased multifamily development near existing homes and that this could negatively impact City revenue. He stated that the City relies on businesses for sales tax and expressed concern that Mixed-Use development could reduce revenue rather than increase it. He concluded by stating that he agreed with previous speakers and expressed his belief that the issue had not been fully thought through due to the level of density being proposed.

**Mandy Smith:** Mandy Smith was present to comment on this item. She explained that she lives immediately next to the property. She stated that she agreed with the previous speakers and expressed that she does not like the idea of Mixed-Use Density. She said she would like to see the property put to good use but does not want her property to be further devalued. She stated that people live in Grantsville because of the available space, the small-town feel, and the sense of community. She acknowledged that the town will continue to grow but stated that it does not need to resemble the Salt Lake Valley. She explained that people choose to live in Grantsville because they do not want to live in the Salt Lake Valley. She stated that she does not like having Mixed-Use Density development near her home and expressed concern about keeping her family safe, noting that not everyone has the same priorities.

**Kyle Allred:** Kyle Allred was present to comment on this item. He explained that he lives directly across the street from the property. He asked what the actual plan would be if the project moved forward, questioning whether it would involve 70 to 80 apartments or a few dozen townhomes, and whether there would be a significant difference between

those options. He stated that if the proposal involved a couple dozen townhomes, he would not have a concern, however, if it involved 60 to 70 apartments, he explained that he would have a problem with that level of density.

**Christine Allred:** Christine Allred was present to comment on this item. She asked questions about the property, explaining that the area is located on an alluvial fan and within the floodplain. She inquired about what flood mitigation plans would be required if development were to occur, particularly if the site were built up or the ground altered. She expressed concern for those who have recently built in the area and stated that she would like to see a flood mitigation plan in place before any rezoning or construction is approved.

- b) **Consideration of a proposed rezone of parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01- 112-0-0011 from the A-10 and R-1-12 to the RM-15 (Multiple Residential District) for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street, excluding 0.95 acres proposed for commercial use.**

**Mark Neilson:** Mark Nielsen was present to comment on this item. He expressed concern that the proposed development would place a large number of residents in close proximity to existing homes, stating that approximately 40 to 50 people could potentially have views directly into neighboring backyards. He stated that this would result in a lack of privacy for surrounding residents and described the situation as unreasonable. He expressed that development should be located away from existing homes to avoid these impacts. He explained that due to the proximity of the proposed development, a significant portion of neighboring properties would be able to see into his backyard and home. He stated that this would eliminate privacy for his disabled wife and raised concerns about safety and the need to keep windows open at times. He referenced previous issues in the neighborhood related to privacy and stated that the close spacing would exacerbate those concerns. He also questioned whether the property remains within a flood zone and stated that he did not understand why development would occur in a floodplain when it could be avoided. He expressed frustration with not receiving clear responses during public meetings and reiterated concerns about building in flood-prone areas.

**Truman Lancaster:** Truman Lancaster was present to comment on this item. He explained that he and his wife recently moved into the neighborhood and live next to the Allreds, with the subject property located directly across the street from his home. He stated that the property is already there and acknowledged that it will be developed in some form. He explained that his primary concern is what type of development will occur. He questioned whether the proposal would result in apartments, which he stated would be a concern, or townhomes with individual ownership. He stated that ownership

brings responsibility and explained that his main question was what would ultimately be built on the property.

**Tyler Dimmick:** Tyler Dimmick was present to comment on this item and stated that he wanted to raise an additional point regarding traffic. He explained that although he had only lived in the area for four years, traffic had gotten exponentially worse during that time. He stated that as more high-density housing was added on the west side of town, Main Street had become increasingly congested. He expressed concern that the city did not currently have the infrastructure to support that level of growth and noted that additional infrastructure such as stoplights, turn lanes, and other traffic improvements would be required, which would increase costs in order to manage the additional vehicles traveling to and from the west side of the city. He added that additional high-density developments had already been approved nearby, including townhouses to the north of his property and a site at Cherry Blossom and Cherry Street that he understood was approved for high-density mixed use, which he believed would add far more people than the existing infrastructure was designed to handle. He reiterated that residents in that area did not want additional high-density housing, stating that people chose to live there for space rather than increased density. He further expressed frustration related to nearby townhomes, explaining that residents frequently walked their dogs through his neighborhood, leaving pet waste on his lawn and park strip, which he then had to clean up.

**Ethan Derrick:** Ethan Derrick was present to comment on this item and stated that he wanted to make a brief comment. He recalled that in approximately November 2023, developers had brought a concept plan to the City Council for 150 apartments. He stated that he wanted to know whether that proposal had since changed to townhomes and what that would look like moving forward.

**Mark Nielson:** Mark Nielson was present to comment on this item and stated that he agreed with the previous speaker regarding issues related to dog waste, noting that it could be harmful and make people sick and that it was something the Commission should be aware of. He then asked whether the Commission was aware that two stoplights were planned to be installed in the area.

## **AGENDA**

**1. Consideration of a proposed General Plan Amendment for parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01-112-0-0011 to change the land use designation from Single-Family Density to Mixed-Use Density for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street.**

Planning and Zoning Administrator Shelby Moore provided background information on this item. She explained that the site, formerly known as the Applegate Apartments, was approved by

the Planning Commission in January 2005 for apartment development, with construction beginning in 2006 and later stalling due to funding issues. Several partially constructed structures remained unfinished for many years. The current request involved four parcels and proposed a General Plan Amendment to change the land use designation to Mixed-Use density while retaining the existing CS commercial zoning. This change would allow townhome development and create a transition between commercial uses along SR-138 and residential uses to the south. Shelby noted that the proposal was consistent with the General Plan and Future Land Use Map, allowing up to 10 dwelling units per acre, with up to 15 units per acre subject to additional approval.

Vice Chair Hill asked the applicant to describe the proposed plans. Randy Krantz, representing Grantsville-Morocco LLC, explained that the existing garages would be removed and the partially constructed building would be completed and converted into a clubhouse with amenities such as a gym and pool room. The development would be gated and consist of townhomes on individual lots, replacing the previously approved plan for approximately 150 apartments on nine acres. Randy stated that the revised concept focused on higher-end townhomes, including some with main-floor master bedrooms. He added that the property had been cleaned, secured, and stabilized, and that the proposed townhomes would generate fewer impacts than the previously approved apartment project.

He further explained that the site bordered mostly commercial and industrial uses, including a junkyard, auto shop, roadway, and storm drainage facilities, with limited adjacent residential development.

Chair Sarah Moore clarified that the Commission's discussion was limited to land use and zoning, noting that detailed site plans are typically reviewed after zoning decisions are made. She emphasized that property owners have the right to develop their land as long as the proposal complies with City regulations. Based on a prior site visit during winter outreach, she noted the property's long-standing deterioration and expressed appreciation for the applicant's willingness to reinvest in the site. She then asked whether affordable housing options might be considered in the future.

Randy responded that rising construction and development costs made it difficult to meet subsidized affordability standards, though the townhomes would be priced as affordably as feasible given current conditions.

The Commission discussed floodplain and storm drainage issues, with Randy explaining that stormwater improvements were already in place and that the project would comply with all applicable standards during later review stages. Vice Chair Hill emphasized that the Commission's role at this stage was to evaluate consistency with the General Plan.



**Jason Hill made a motion to recommend approval of the Consideration of a proposed General Plan Amendment for parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01-112-0-0011 to change the land use designation from Single-Family Density to Mixed-Use Density for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street. Chris Horrocks seconded the motion. The vote was as follows: Sarah Moore “Aye,” Jason Hill “Aye,” Chris Horrocks “Aye”. The motion was carried unanimously.**

**2. Consideration of a proposed rezone of parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01-112-0-0011 from the A-10 and R-1-12 to the RM-15 (Multiple Residential District) for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street, excluding 0.95 acres proposed for commercial use.**

Planning and Zoning Administrator Shelby Moore provided background information on the item, explaining that under the proposed zoning, townhomes and apartments would be allowed as a conditional use in the RM-15 district. She noted that the rezone would retain the commercial component along SR-138, as requested by the applicant, and confirmed that the proposal was consistent with the General Plan.

Vice Chair Hill noted that members of the public would have additional opportunity to comment during City Council consideration, and Chair Sarah Moore added that approval of the rezone would help solidify future development expectations.

**Jason Hill made a motion to recommend approval of the Consideration of a proposed rezone of parcels 01-066-0-0006, 23-001-0-00A, 01-112-0-0012, and 01-112-0-0011 from the A-10 and R-1-12 to the RM-15 (Multiple Residential District) for the Apple Street Townhomes Subdivision, located at approximately Cherry Blossom Lane and Apple Street, excluding 0.95 acres proposed for commercial use. Sarah Moore seconded the motion. The vote was as follows: Sarah Moore “Aye,” Jason Hill “Aye,” Chris Horrocks “Aye”. The motion was carried unanimously.**

**3. Discussion of a proposed new use for Micro-Entrepreneurship within the RM-7 zoning designation.**

Planning and Zoning Administrator Shelby Moore introduced a discussion-only item proposing a new conditional use titled micro-entrepreneurship within the RM-7 zoning designation. She explained that the proposal stemmed from prior conditional use requests that did not clearly fit existing categories. The intent was to create a narrowly defined, low-impact business option that would allow small, locally owned businesses to operate in residential areas without creating commercial corridors or negatively affecting neighborhood character. She stated that the goal

was to support self-employment and small-scale economic activity while preserving Grantsville's residential focus.

Shelby outlined the proposed definition and standards, describing Micro-Entrepreneurship as a single, low-intensity business operating within one building or site. The use would be limited to no more than two employees, minimal customer traffic, primarily indoor activities, and residential-level impacts related to noise, traffic, lighting, and appearance. She explained that permitted activities could include artisan or craft production, woodworking, art and textile work, cottage-scale or micro-enterprise food production subject to state and county regulations, professional and office-based services, tutoring, appointment-based personal services, and incidental online sales.

She reviewed key operational limitations, including restrictions on wholesale distribution, limits on outdoor production unless specifically approved, class size and frequency caps, hours of operation between 7:00 a.m. and 7:00 p.m., lighting standards to prevent light spillover, signage compliance, and parking and buffering requirements. Shelby also noted that eligibility would be limited by a minimum lot frontage requirement of 200 feet and that approval would occur through a conditional use permit reviewed by the Planning Commission on a case-by-case basis.

Vice Chair Hill asked how the proposed use differed from a traditional home occupation, particularly regarding residents producing goods indoors for online sales. Shelby explained that activities conducted entirely indoors with no customer interaction would remain classified as home occupations. The proposed Micro-Entrepreneurship use was intended for situations involving detached buildings or limited on-site customer interaction that exceeded typical home occupation allowances.

Community Development Director Bill Cobabe added that the proposal functioned as a targeted expansion of home occupation standards. He emphasized that it was intentionally limited to larger lots where limited customer activity could occur without impacting surrounding properties. Discussion then focused on wholesale sales, delivery volume, and traffic impacts. Bill explained that many of those concerns would already be regulated through existing state and county requirements, particularly for food-related uses.

Chair Sarah Moore asked clarifying questions about garden produce sales and collaborative or consignment arrangements. Shelby clarified that off-site consignment or resale of goods produced elsewhere would not be allowed. She reiterated that the item was presented for discussion to allow refinement, including potential adjustments to the frontage requirement.

Commissioners expressed general support for the concept while noting the need for fine-tuning. Vice Chair Hill and Commissioner Horrocks supported the intent but suggested further evaluation of frontage standards. Chair Sarah Moore thanked staff and the Commission for the discussion and closed the item without action.

#### **4. Discussion of proposed amendments to Chapters 2, 7, 8, 9, 14, 15, and 16 related to Conditional Uses.**

Planning and Zoning Administrator Shelby Moore introduced the next agenda item, explaining that a proposed update to the conditional use permit section had expanded into a broader review of the Land Use Code. What began as a limited amendment required revisions to definitions, use tables, and related chapters to maintain consistency and enforceability. She advised the Commission that she would summarize the major changes.

Shelby explained that several definitions were revised to align with City standards and existing documents, including replacing the term “clear view zone” with the City’s standard term “sight triangle.” She also refined definitions related to conditional uses, mitigation, and detrimental impacts, emphasizing that conditional uses must be supported by substantial evidence and written findings demonstrating compatibility with surrounding properties.

She noted that staff added definitions for housing types not previously defined, including duplexes, triplexes, and fourplexes, and clarified definitions for final plans and final plats to align with state law and City requirements. Vice Chair Hill asked questions regarding accessory dwelling unit kitchen limits. Shelby explained the intent was to prevent single-family homes from functioning as multi-unit rentals and acknowledged that the Accessory Dwelling Unit (ADU) language may need further refinement.

Shelby also explained that floodplain-related definitions were being updated to align with state language. She then reviewed significant revisions to the home occupation section, stating that home occupations must remain subordinate to residential use and not alter neighborhood character. She explained that a 100-foot frontage requirement was added for home occupations requiring conditional use approval. Chair Sarah Moore raised concerns about narrow townhome frontages and clustered developments, noting potential impacts on emergency response, and Shelby agreed those concerns informed the tighter standards.

Additional discussion addressed updates to animal-related definitions, including clarifying exclusions for dangerous animals. City Attorney Tysen Barker agreed the language could be simplified to avoid confusion. Shelby also noted that definitions already referenced in use tables, such as Kennel Permit Class A, were added to Chapter 2, and that transportation-related definitions were reorganized for clarity.

Vice Chair Hill asked about the addition of a stormwater facility definition. Shelby explained that the definition was necessary to enforce existing open space standards and noted that policy changes would require amendments to other chapters. Vice Chair Hill expressed interest in considering certain stormwater areas as open space under appropriate conditions.

Shelby reviewed additional conditional use approval criteria, emphasizing the need for written findings to support Commission decisions. Discussion also addressed customer traffic limits, delivery activity, and enforcement flexibility. Chair Sarah Moore noted similarities with the Micro-Entrepreneurship discussion and suggested the City consider reasonable flexibility for occasional increases in activity.

City Attorney Tysen Barker explained the role of master development agreements (MDAs), noting that they are used to document project-specific commitments approved by City Council and must remain consistent with the Land Use Code and state law.

Shelby concluded by summarizing updates to landscaping standards, park strip materials, use table clean-up, and general administrative organization.

#### **5. Approval of minutes from the January 6, 2026 Planning Commission Regular Meeting.**

Vice Chair Hill noted that City Council Member Derek Dalton had previously pointed out typos in one of the documents and wanted to make sure those corrections were captured. Planning and Zoning Administrator Shelby Moore asked whether he was referring to the MDA language. Vice Chair Hill clarified that his concern was mainly that the minutes reflected that the document had been approved with the understanding that a typo needed to be cleaned up.

Planning and Zoning Administrative Assistant, Nicole Ackman clarified that, as she remembered it, the typo issue had been discussed, but it was not included as part of the formal motion when the Commission approved the Master Development Agreement (MDA).

Community Development Director Bill Cobabe confirmed that the minor revisions had been made prior to City Council consideration and described them as de minimis changes such as typos and formatting or ordering adjustments.

**Jason Hill made a motion to recommend approval of the minutes from the January 6, 2026 Planning Commission Regular Meeting. Chris Horrock seconded the motion. The vote was as follows: Sarah Moore “Aye,” Jason Hill “Aye,” Chris Horrocks “Aye”. The motion was carried unanimously.**

#### **6. Report from City Staff.**

Planning and Zoning Administrator Shelby Moore informed the Commission that the application deadline for the UAPA asphalt preservation awards had been extended. She reported that she submitted two applications on behalf of the City, including one for the City’s largest asphalt preservation project, and noted that award announcements were expected around January 26.

Community Development Director Bill Cobabe then provided a brief update, explaining that staff had been working on an annexation policy plan update. He stated that the draft would be



brought before the Planning Commission at the next meeting for discussion only, similar to other recent policy items. He explained that the goal would be to gather feedback, address any concerns, and refine the proposal prior to holding a public hearing, after which the item would return to the Commission.

## **7. Open Forum for Planning Commissioners.**

Chair Sarah Moore shared that she sometimes felt concerned that members of the public may leave meetings feeling unheard, even though many resources and detailed information are available on the Grantsville City website. She noted that while the public process can feel limiting, the information needed to understand procedures and decisions is accessible, and the intent is never to dismiss community concerns.

Planning and Zoning Administrator Shelby Moore encouraged the public to reach out directly to staff, stating that she and Nicole Ackman are available to answer questions, provide guidance, share relevant information, or meet one-on-one when needed. She emphasized that staff are willing to help clarify processes and address concerns outside of formal meeting constraints.

Chair Sarah Moore acknowledged that the public comments raised during the meeting were thoughtful and meaningful, and she recognized that community concerns often come from a genuine place. She reiterated that while the Commission follows state law and established procedures and cannot respond during public comment, that limitation should not be interpreted as a lack of care or concern.

## **8. Report from City Council.**

City Council Member Rhett Butler provided an update to the Planning Commission, noting that City Council would be discussing and potentially recommending John Montgomery for appointment to the Planning and Zoning Commission at an upcoming City Council meeting scheduled for Thursday of that week.

He then summarized several items recently considered by City Council, including an ordinance related to the MDA and easement access for the Cloward Court minor subdivision, which was approved by City Council. He also noted that City Council approved the rezone from RM-15 to CN for properties located north of Main Street. He explained that City Council did not approve the rezone at the corner of Main Street from a commercial development district to RM-15, citing a desire to preserve Main Street as a commercial corridor.

He addressed public comment procedures and described a new approach recently used by Mayor Hammond during City Council meetings. He explained that the approach places the public hearing immediately before Commission or Council discussion on a specific agenda item, rather

than separating public comment from deliberation. He stated that this format can help residents feel more heard by allowing the Commission to address key concerns shortly after testimony, while still avoiding direct dialogue during the public hearing. He encouraged the Planning Commission to consider whether a similar approach would be appropriate and to coordinate with staff if changes were desired.

Commissioner Horrocks stated that the approach was worth considering. City Council Member Rhett also encouraged the Commission to establish clear ground rules before public comment, including explaining the purpose of the hearing and setting reasonable time limits. He suggested that this could improve meeting flow and offered to assist as a timekeeper if needed.

Chair Sarah Moore agreed that setting expectations is important but noted the challenges of limiting comments when residents feel unheard, especially when multiple agenda items involve related issues. She emphasized the need to balance fairness, civility, and efficiency and stated that the Commission would work toward clearer ground rules in future meetings. She also expressed appreciation for residents who participate in public comment, acknowledging that speaking publicly can be difficult.

Rhett suggested that a standard three-minute time limit is reasonable, and Chair Sarah Moore agreed, noting that some flexibility may still be needed depending on circumstances. He concluded by reiterating that adjusting the timing of public hearings and discussions could help improve public engagement and understanding.

## **9. Adjourn.**

**Jason Hill made a motion to adjourn. Sarah Moore seconded the motion. The vote was as follows: Sarah Moore “Aye,” Jason Hill “Aye”, Chris Horrocks “Aye”. The motion was carried unanimously. The meeting adjourned at 8:46 p.m.**

# **AGENDA ITEM #7**

Report from City staff.

# **AGENDA ITEM #8**

Open Forum for Planning Commissioners



# **AGENDA ITEM #9**

Report from City Council.

# **AGENDA ITEM #10**

Adjourn.