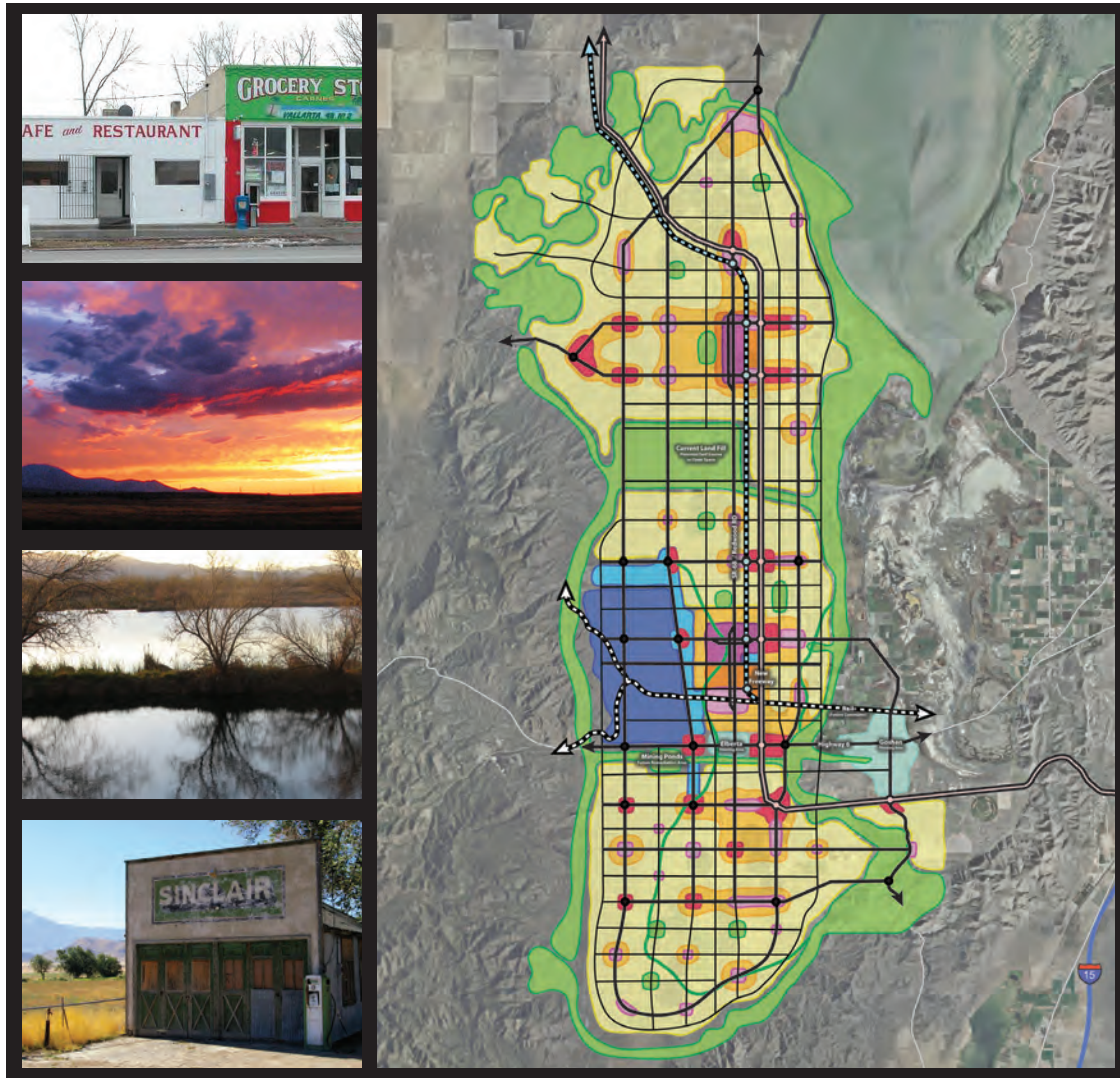


GOSHEN VALLEY SPECIFIC AREA PLAN

of Utah County, Utah



Introduction

In order for Utah County to compete for economic development opportunities, areas must be created that are sustainable from an economic, environmental, and social perspective. These areas must include large, “shovel ready” sites that are available for economic development when opportunities arise.

The Goshen Valley represents a tremendous opportunity for economic development. The location serves as the crossroads for transportation and utility infrastructure ranging from freight rail and roads to natural gas and power. Industrial employers are showing significant interest in the area, and the County would like to see a large industrial park develop as a “shovel ready” location for large industrial employers, along with the elements needed for a sustainable community, including housing, retail, office, and appropriate infrastructure.

Although it is anticipated that as the area develops a new municipality will be incorporated, it is recognized that the initial development will occur under County land use jurisdiction, and it is critical to ensure that a long-range vision is established now to ensure quality growth. As a key concept, emphasis should be on creation of a viable community with a robust tax base that is developed first so that the area can be financially sustainable rather than relying on just income from residential property taxes.

DEVELOPMENT TRENDS

Current development trends indicate that corporations’ and workers’ concept of the ideal workplace is changing. Many companies are transitioning from single use to multi-use or mixed-use environments, given workers’ desire to live closer to work environments in order to spend less time commuting. In addition, companies are locating in places with more transportation options, usable open spaces, walkable environments, and retail amenities. For Utah County to successfully launch an industrial core, there are some key components that are recognized as being essential including a master plan with development guidelines supportive of the industrial core, a transportation system that is effective in moving people and goods, an educated labor force within a reasonable commuting distance of the work place, and the provision or existence



Former gas station in Elberta



Goshen Lakes

of lifestyle quality indicators such as schools, libraries, cultural opportunities, and recreational opportunities. The creation of lively mixed-use communities led by industrial development necessitates careful planning. Urban design guidelines can help to achieve a high quality environment that stresses diverse opportunities for business, recreation, and entertainment, and aids in the preservation of the environment.

Sustainable Development in the Goshen Valley

As Utah County continues to grow, industrial development patterns indicate that the Goshen Valley is an excellent location to establish a new industrial center given the transportation availability, rail access, utilities, and large parcels of land. Given the interest of several large industrial users, the development would likely attract multiple employers, thereby establishing a new employment core, economic development, and job creation in Southern Utah County.

As a result of the establishment of an employment core, additional demand will be created for housing, retail, and office. By creating a long-term development plan that promotes a balanced mix of land uses, the County will encourage sustainable development, create a better balance of jobs and housing, and meet the demands of corporations and workers for the ideal workplace.

A balanced core and surrounding area of land uses embraces many of the objectives of the principles established in Wasatch Choices 2040 report, a four county regional transportation vision (download at: <http://www.wfrc.org/cms/publications/wasatchchoices2040report.pdf>). Specifically, the industrial core and the mix of supporting uses will:

- Allow for compact development consistent with market demand, which will assist with the provision of public infrastructure that is efficient and adequately maintained,
- Develop commercial and residential areas in close proximity of each other and balance jobs and housing to reduce travel distances, which will help provide regional mobility through a variety of inter-connected transportation choices,
- Offer an adequate supply of moderately priced housing near the job center and supply a variety of housing types in an effort to provide housing for people in all life stages and incomes, and
- Use transportation to bolster town centers and promote unity and cohesiveness while promoting diversity to strengthen the sense of community.

Given the principles of the regional growth plan, it is essential that the establishment of an industrial core not only provide a large industrial park, but that it also include a broad spectrum of land uses to promote a balanced mixed use environment. By planning an employment core that includes mixed use and industrial areas, the County will not only enhance the local economy, but it will also contribute to economic growth throughout the Wasatch Region. There are many reasons why the plan should be for a complete community, rather than just an industrial park. If the area were solely an industrial park, workers would have to commute long distances and infrastructure costs couldn't be spread over as many users and would be borne entirely by the initial industrial users. By planning a complete community, a full transportation network that serves the surrounding community can be planned now with corridors preserved and funding sought. Long-term planning helps prevent decisions now that might block the best outcomes later.

The industrial development is expected to generate a significant number of jobs. As these jobs are created, demand will be generated for supporting commercial uses including retail and office, which will create additional jobs. Office demand will likely be created by users offering support services to the industrial users that need to be located in close proximity to the core. Additionally, industrial and office employees will generate demand for retail and restaurants. Balancing commercial development with housing ensures that workers are provided with an assortment of housing types at varying price points in close proximity to their jobs, offers additional 24-hour support for retail users, and reduces traffic.

A mixed-use environment provides an important mechanism to balance jobs and housing. With a balance of jobs and housing, people working in the Elberta industrial core will not be forced to commute significant distances and create congestion on Utah County roads and additional pollution. In addition, the balance enhances the economic sustainability of the area.

In order to achieve an appropriate jobs-to-housing balance that will promote a more sustainable development pattern, significant land for housing is needed, including land for a variety of housing types, ranging from workforce to executive housing.



Without providing for the opportunity for other land uses, the growth estimated for Southern Utah County will go somewhere else. Although having too few housing units (relative to jobs) may appear desirable, it creates as many issues (such as sprawl, transportation problems, environmental issues, etc.) as having too many housing units. In addition, without available housing for workers, jobs will eventually decide to move somewhere else as well. Employers need access to workers at all levels. There needs to be a place for executives to live (with associated larger lots and higher home prices), managers to live (in a more reasonably priced product), and service-oriented workers to live (in an attainably priced product). To create economically sustainable places, both residential and commercial needs have to be accommodated.

Development Potential for Goshen Valley

This is a long range vision for this area—it could take 50 or more years to realize this vision. The rationale to doing such long range planning is to ensure that decisions made today allow for future wise uses, and foreclose the least amount of options. Therefore, while the detailed uses will change over time, the basic skeleton of major uses, transportation and open space will provide a stable structure for healthy growth over the coming decades.

As this development core will be driven by industrial development, the industrial park's access to major multimodal transportation (major roadways and rail) networks enhances the marketability of an industrial

park in attracting industrial firms to the area. As the majority of a core's high-wage, export employment is typically located within a one-mile radius of a major highway or freeway, it is vital for industrial and office development to be concentrated along major transportation networks in the Goshen Valley. The connection to major highways improves the industrial core's connection to the region and facilitates that core's role in the regional economy.

The establishment of an industrial core in the Goshen Valley will create demand for additional housing units, retail, and office. Mixed-use development encourages flexible and creative design as well as reduces the cost of public infrastructure. It is essential to have available land within and around the core to develop with a mix of support land uses to provide office, shopping, recreational and cultural uses in close proximity to residents and employees.

Research indicates that well-executed planned communities can:

- Provide financial resources to preserve open space
- Allow for a comprehensive approach to infrastructure planning
- Be fiscally positive, if there is a mix of uses
- Be developed as transit-oriented, interconnected, walkable places
- Allow people to live closer to shopping, work, and recreation
- Offer a more diverse mix of housing types, including workforce housing
- Promote community safety through around-the-clock presence of people

Creating a development program that creates a balance of land uses to meet the demand created by the industrial core as well as the surrounding area outside of the core will improve the jobs to housing ratio, provide connectivity and accessibility that will reduce the use of vehicles for travel, and foster sustainable development.

The development for the Goshen Valley could include uses such as industrial, retail, office, hotel, all types of residential, and supportive civic uses. While the industrial development should be clustered in the core based on the nature of manufacturing and distribution uses, its close proximity to other land uses will enhance the core's economic viability and generate demand for additional supporting industrial, office and retail users.

In summary, the Goshen Valley is the most suitable place in Utah County for a large industrial employment core. This Specific Area Plan intends to establish an industrial core with supporting commercial and residential uses. This mixed-use environment will maintain the jobs to housing balance, enhance the area's economic sustainability, and contribute to the regional economy. This plan amendment intends to ensure that this part of Utah County reaches its potential.

A key implementation strategy is a planned community zone, referred to as a P-C Zone. Each landowner within the Specific Area Plan will retain existing zoning and entitlements, but as landowners seek zoning changes to allow more intense development, the P-C Zone shall be the preferred zoning category and shall be used unless a clear demonstration is made that another zone is preferable and will not conflict with implementation of this Specific Area Plan. Putting the P-C Zone in place over large land holdings will help provide shovel-ready land, allow infrastructure costs to be shared over a larger area rather than absorbed by the initial users only, and provide for a well-planned community. If landowners within the plan area provide infrastructure, equitable reimbursement and cost-sharing mechanisms will be pursued before other landowners take advantage of that infrastructure.

This plan establishes conceptual, general locations for major land use designations and transportation corridors. Exact land use and transportation alignment locations will be established at future dates. Major deviations from this plan will require a clear finding that the new location is significantly preferable to that depicted in this plan.

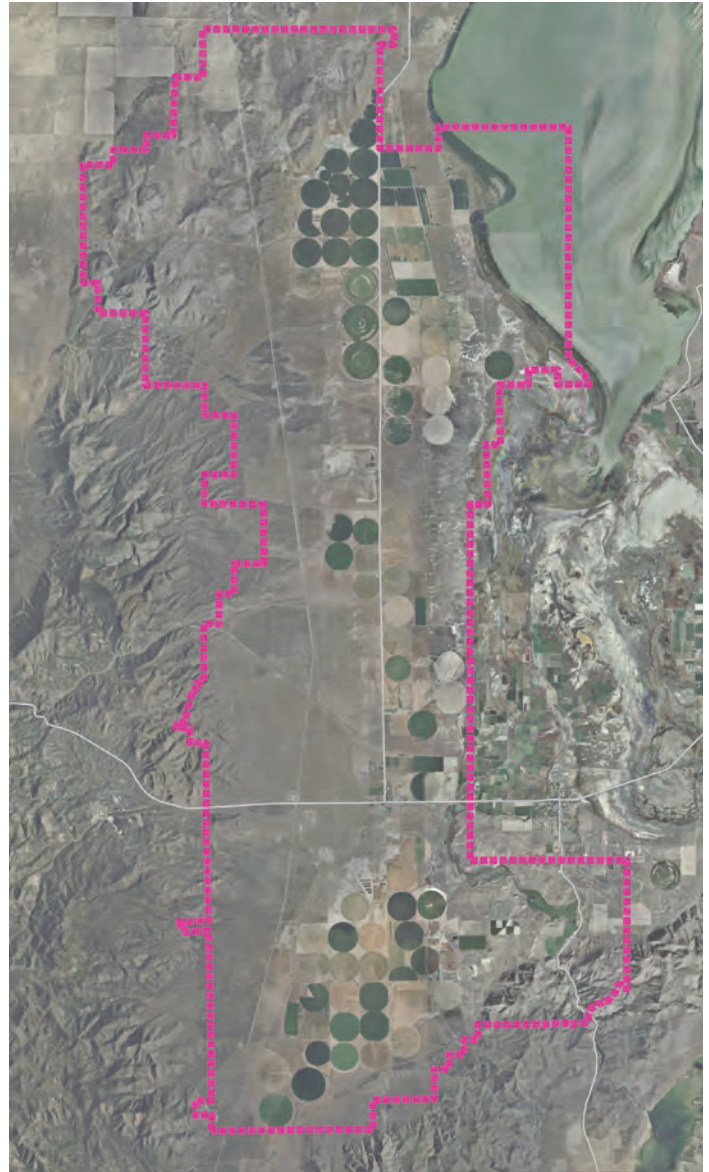


Figure 1: Goshen Valley Specific Area Plan

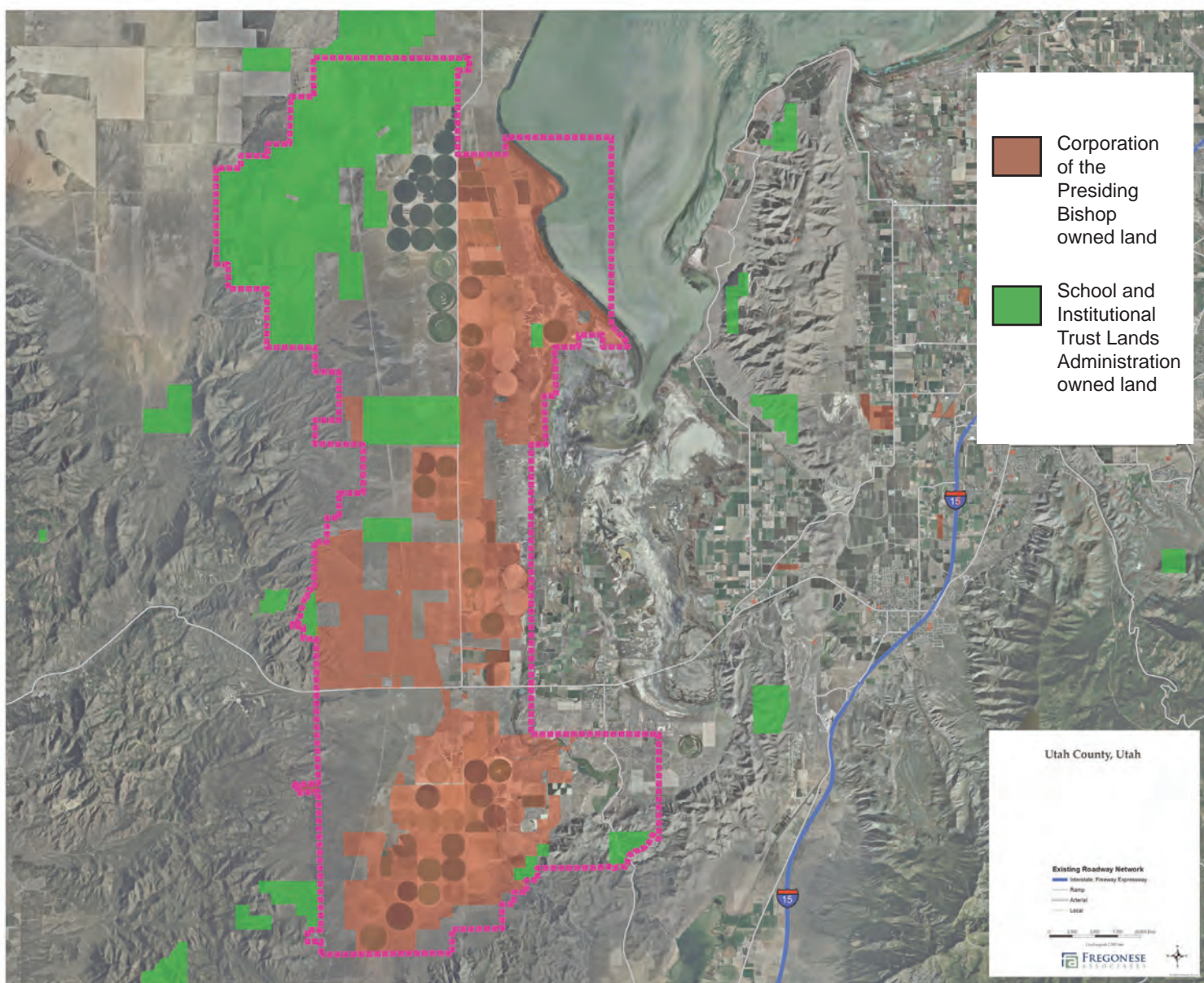


Figure 2: Land ownership in the Goshen Valley Specific Area Plan

ABOUT THE PLAN AREA

The area covered by this plan is approximately 60,000 acres, extending 13 miles north of the settlement of Elberta, and 5 miles south, with an approximate width of four miles (Figure 1). This area includes the large future industrial area, as well as the space necessary for a diverse and complete community of a quarter million people to grow around it. It encompasses most of the easily developable land on the floor of Goshen Valley.

The 60,000 acres contain two large property owners, Corporation of the Presiding Bishop, an entity that holds welfare farms for The Church of Jesus Christ of Latter-day Saints, which owns 27,000 acres, and 12,000 acres owned by the School and Institutional Trust Lands Administration, the Utah State lands trustees (Figure 2). The plan area also abuts the Town of Goshen, and encompasses the settlement of Elberta.

Transportation Concepts

CURRENT TRANSPORTATION INFRASTRUCTURE

The major existing roads in the area consist of US Highway 6 (also known as 15200 S) and Redwood Road (also known as S 12800 W, or State Route 68). In planning for the future development of the area, consideration must be given to a mature transportation system. This system should not be

thought of in isolation, but in context of a transport system that would evolve in western Utah county over time. Clearly, a major freeway would be built through Cedar Valley and Goshen Valley in the future.

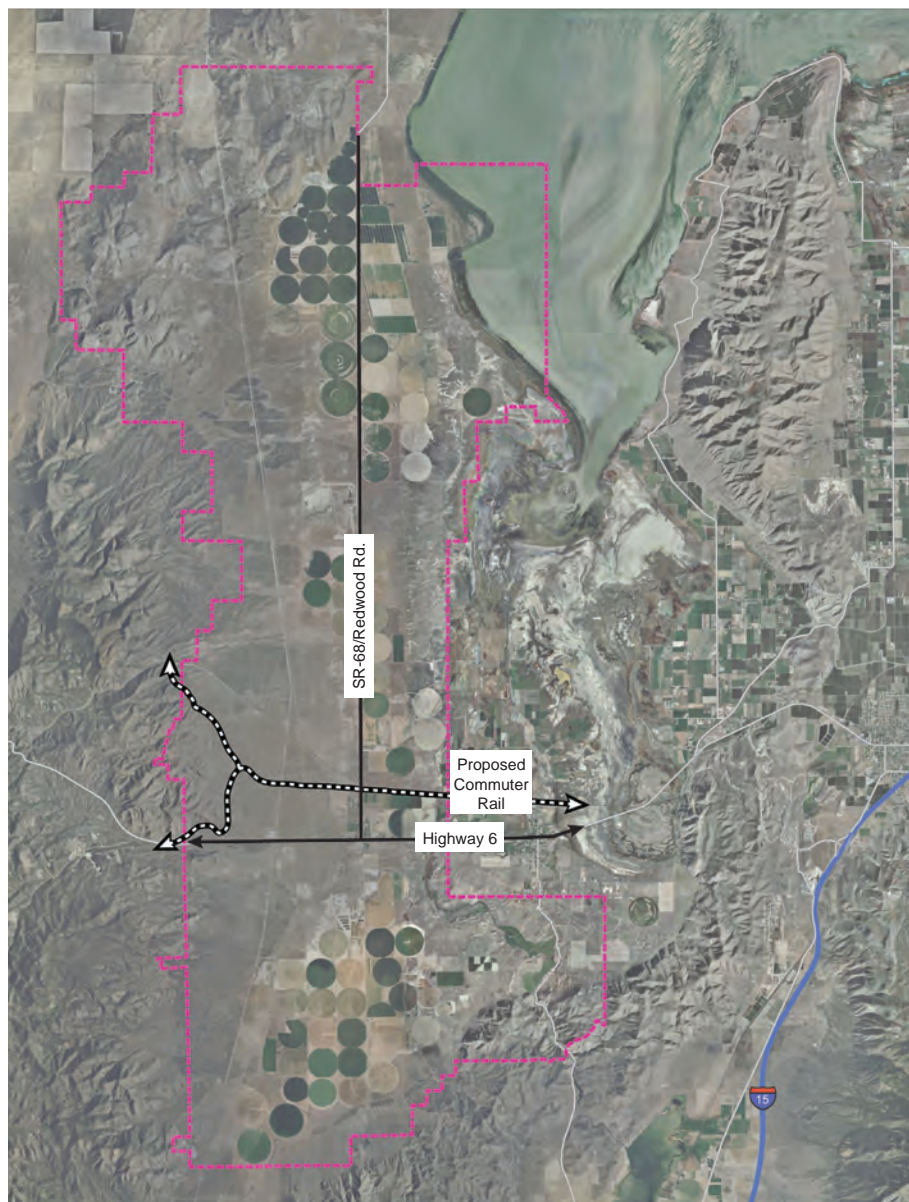


Figure 3: Current Transportation Infrastructure

PROPOSED FREEWAY

A new freeway is anticipated that extends the Mountain View Corridor southward to connect to a new freeway that runs east-west from I-15 to the Elberta area. This freeway is critical to provide both north-south connectivity and an alternate east-west route to Highway 6. The County sees this freeway, particularly the east-west connection to I-15, as a critical improvement to be pursued. The plan locates the freeway following naturally low areas from I-15 west to Goshen, then north to Cedar Valley, following the most

advantageous topography and through areas where it is likely that the freeway would promote intense town centers and economic development. This route was located based on topographic studies of the barriers between the northern Cedar Valley and I-15, as well as routing to avoid existing developments that would be disrupted by a major highway. The future exits have been located in a way to facilitate access to existing road system, and also following the probable minimum spacing of interchanges on a new freeway.

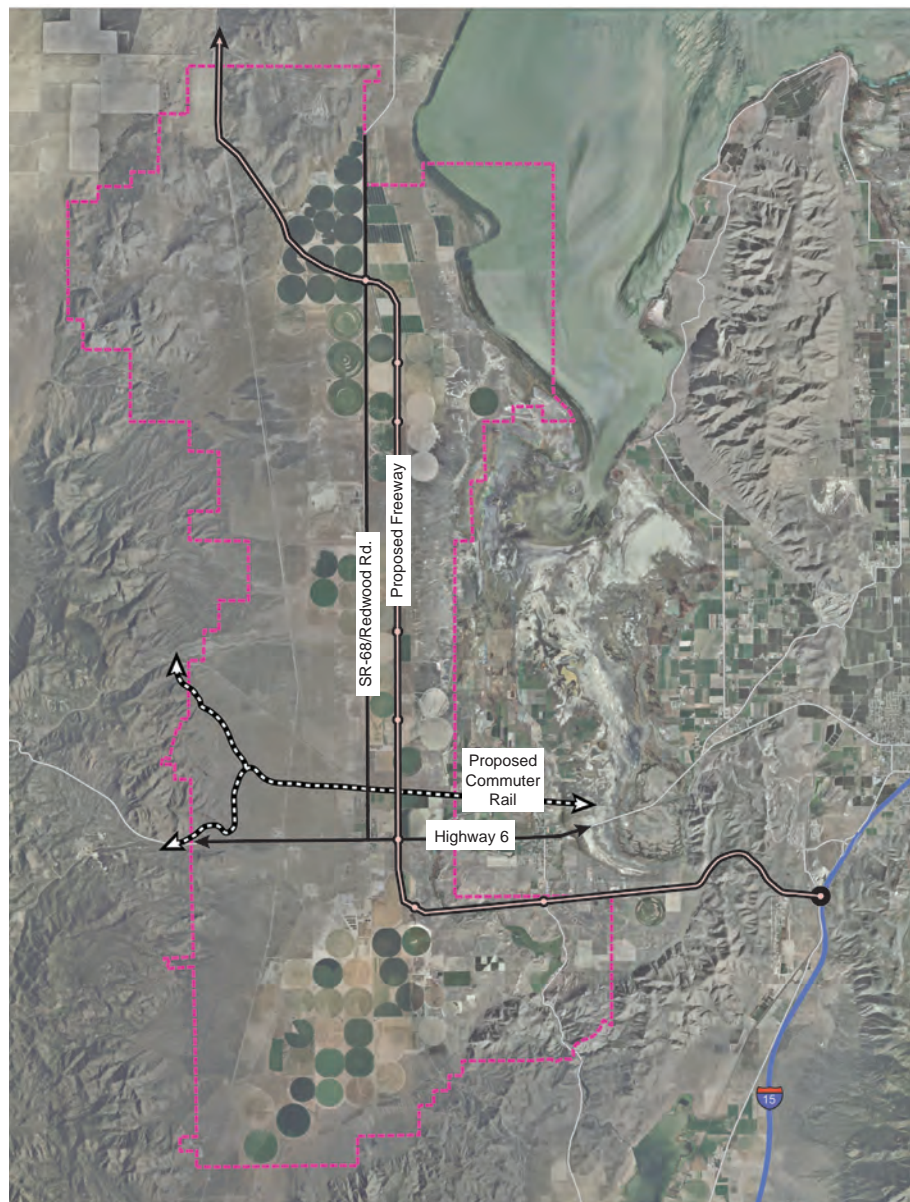


Figure 4: Proposed Freeway

PROPOSED NEW HIGH CAPACITY TRANSIT

Any major urban development in the future will need a high capacity transit system to link with the extensive system now being built all along the Wasatch Front. Therefore, a new high capacity transit system is also planned. Rather than solely following existing freight rail lines (and encountering all the conflicts between freight and passenger service) new right of way is envisioned serving the plan area. This allows the transit lines to be located to maximum advantage, as little conflicting development exists today. The right of way parallels the existing freight line from I-15 to Elberta, but then proceeds in a separate right of way optimally located relative to the freeway. This transit line is located between the existing major road (Redwood

Road) and the new proposed freeway, locating the transit stops in an area with excellent access, but where a more pedestrian friendly, mixed use environment can develop. Figure 5 shows a conceptual connection with the larger future transportation system in Utah County.

The transit stops will have a major effect on land use, and when properly designed land use can also increase ridership. Because of this effect, areas near transit are typically developed in a way that concentrates businesses, destinations, and housing near the transit station. Because of this, the land use plan should show sensitivity to the presence of potential future transit stations.

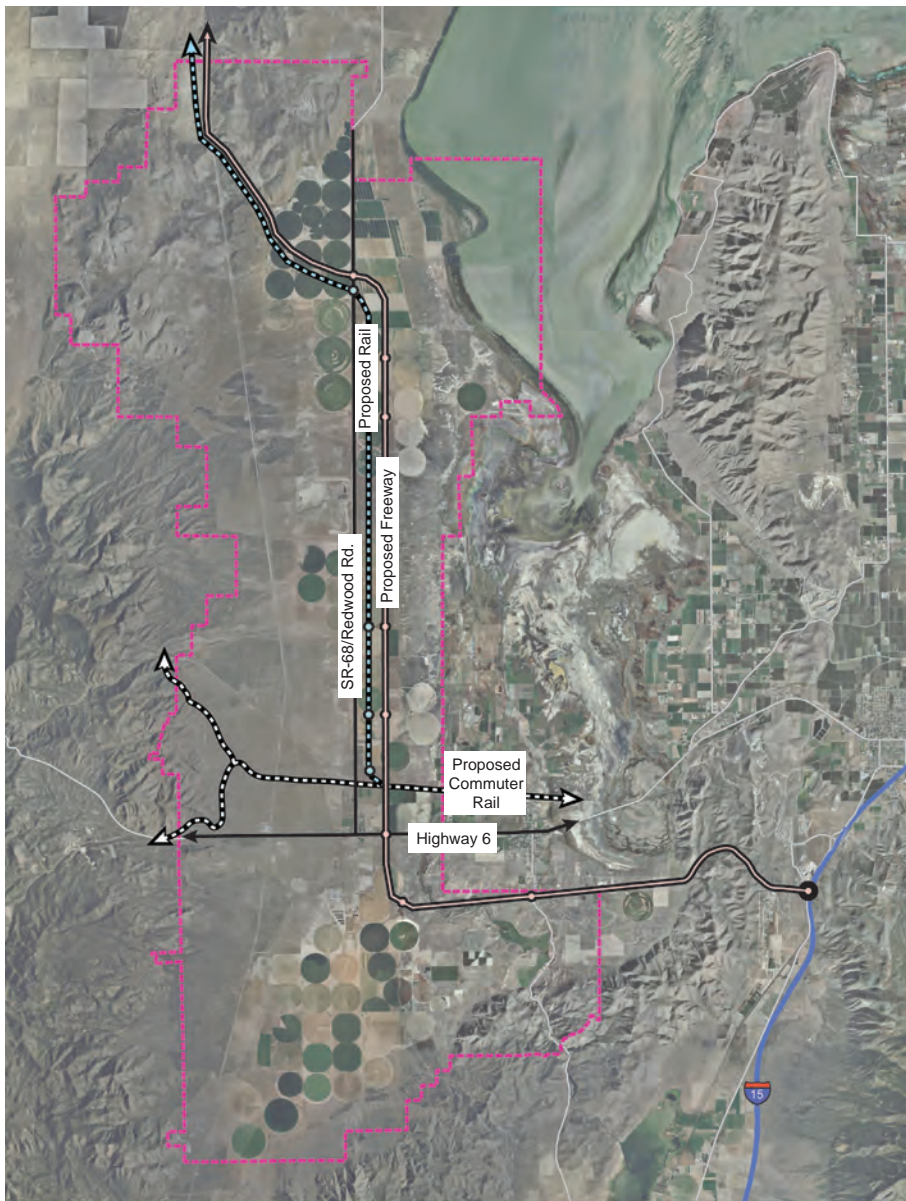


Figure 5: Proposed new high capacity transit

PROPOSED MAJOR AND LOCAL ROADS

These roads form the spine of new transportation services in the valley, and in addition, a well connected system of major and local roads will need to be planned (Figure 6). This issue of connectivity is especially important to ensure that roads connect

between properties that may develop at separate times. Future effective transportation depends on planned connectivity.

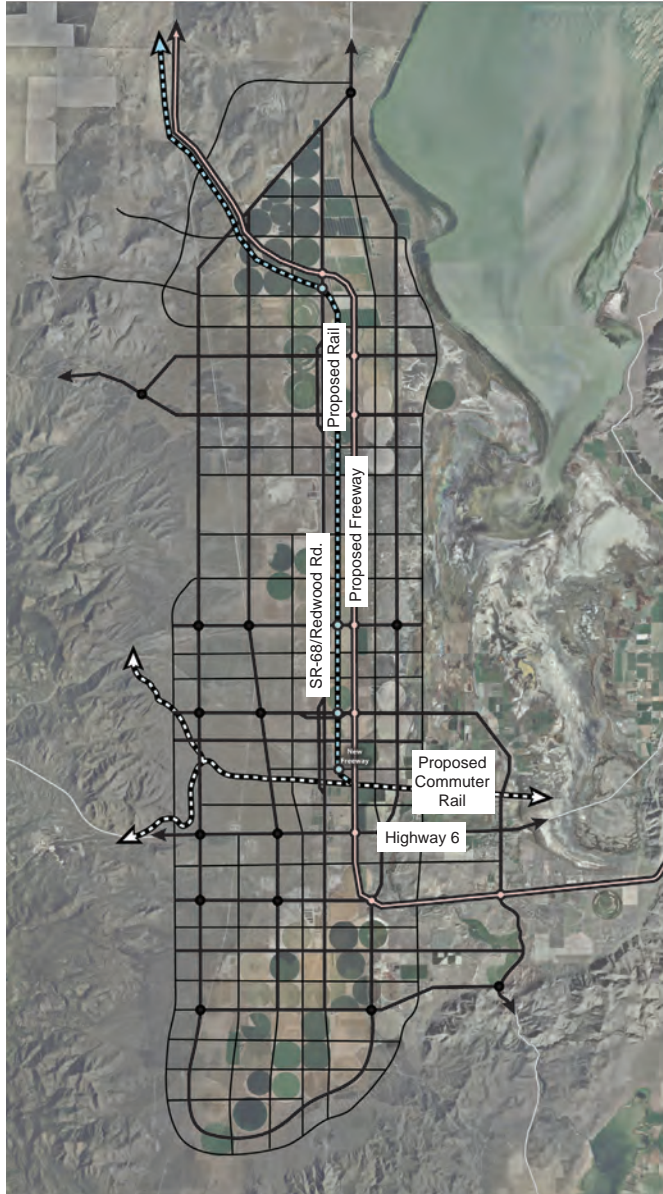


Figure 6: Proposed local roads



Figure 7: Existing and proposed future freeway and transit connections in the Cedar Valley

Existing Land Use

The existing land uses in the plan area are largely agriculture. Irrigated farm lands are the major economic activity, supporting dairies and ranching of cattle. Supporting the long range continuation of agriculture in this area was a consideration in designing the plan. The open space buffers on the outside of the plan will allow agriculture to continue adjacent to more urbanized settlements. Also, the plan will allow the orderly development of the area so that agricultural uses can continue as long as possible without checkerboard development infringing. It is recommended that the areas south of Highway 6 develop later in time in order to allow agricultural uses to continue in these areas over the medium-term.

In addition, there are some specialized land uses that have implications for their neighbors, namely the Bayview landfill and the Burgin and other mines of the East Tintic District. These land uses should be dealt with in buffer zones around the areas, and specifically for the landfill, plans for conversion to beneficial open space when the landfill reaches the end of its useful life.



Bayview landfill



Elberta stores



Elberta granery

ELBERTA & GOSHEN PLANNING AREAS

One of the key areas is the Town of Goshen (population 874 in 2000) and the settlement of Elberta (population 278 in 2000). Goshen is a local government with local zoning authority, and as such has a specific planning area in its city limits. The plan recognizes that Goshen will expand in the future, and has designated a planning area around it that allows its citizens to plan for their future recognizing

that it is an independent jurisdiction. In addition the settlement of Elberta is recognized, and the residentially zoned land is set aside as a special plan area for that settlement as it evolves with the area.

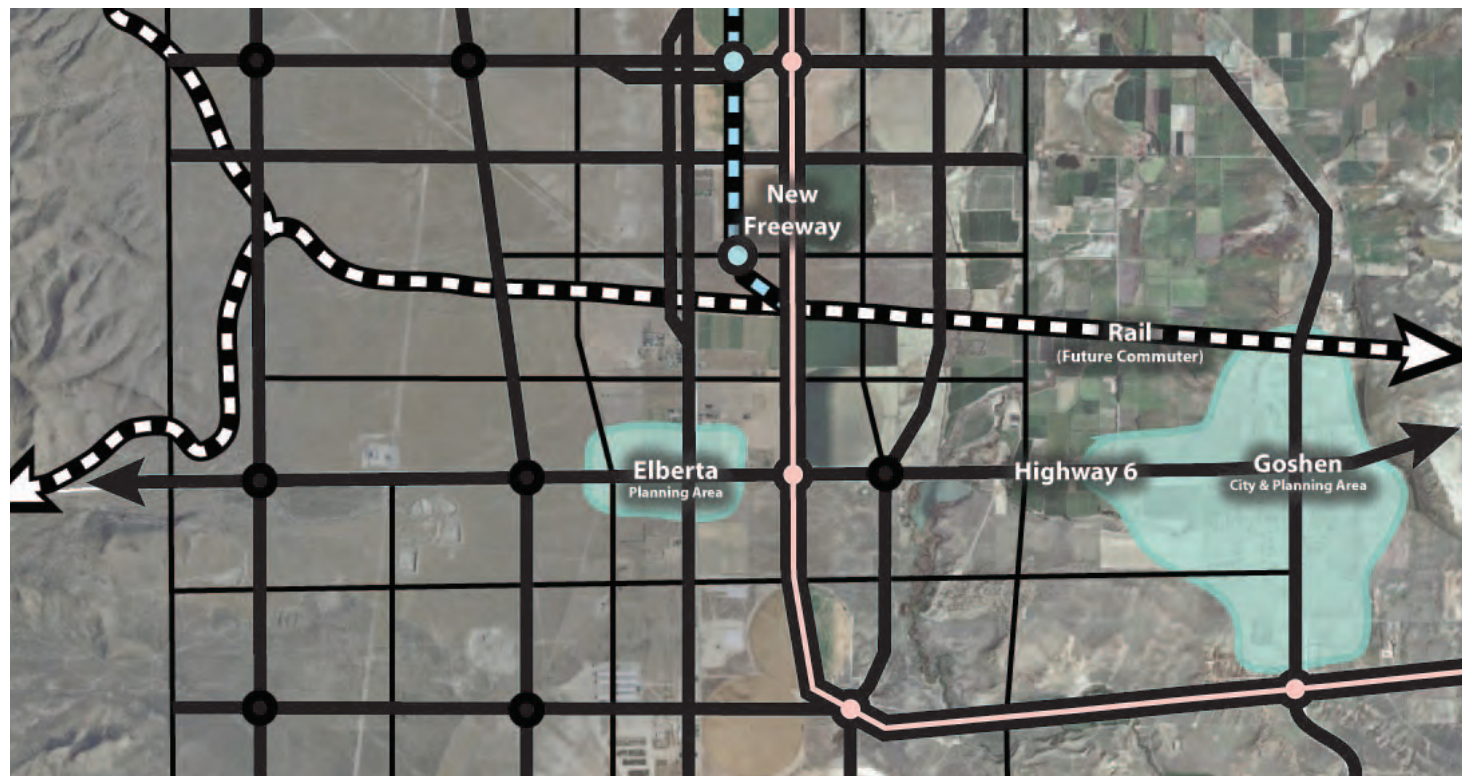


Figure 8: Elberta and Goshen Planning Areas

NATURAL LANDSCAPE

The Goshen Valley is an austere, beautiful Utah landscape. It has many distinctive natural features, from wetlands to hills. In the plan amendment, the important natural areas are identified, and set aside.

A regionally important area of wetlands surrounds the Goshen Bay area and the area south of it. Much of this area is outside of the planning area (by design). In addition, the lakefront, with its high water table and propensity for occasional flooding, is designated to remain in open space or agriculture.

The hills on the north end of the planning area are suitable for development up to approximately 25% slope. Beyond this slope, this area should be considered for open space and for low density housing. While the slope makes construction of roads challenging, acreage lots with rural road standards would provide for home sites with remarkable views.

In addition to the natural areas that are designated as open space, this area should include at least 10 acres of total park land with at least 2 acres of active park for each 1,000 population. These parks should be located close to the residential areas, and be flat and unconstrained so they can be used for sport fields and other forms of active recreation. The plan locates park land strategically within the residential areas. Perennial streambeds and other man-made water features, such as irrigation ditches, present wonderful opportunities for linear greenways that allow pedestrians and bicyclists to access major centers of activity on their own network. Our open space network includes several such greenways.

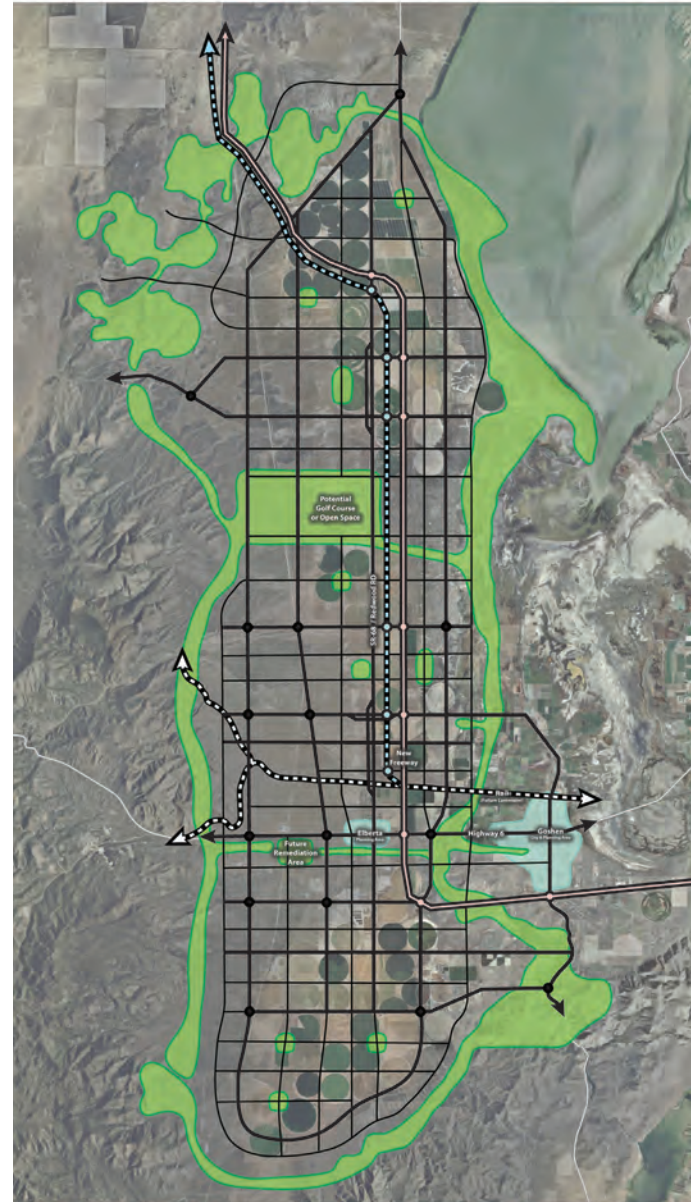


Figure 9: Proposed open space areas



ENVIRONMENTAL CONSTRAINTS

The Environmental Constraints Map highlights the variety of natural features and other areas of limited development potential within the Goshen Valley. The most developable area is located on the flat land bounded by steep slopes to the west and south and the low-lying wetlands and floodplains along the lakefront to the east. Redwood Road (SR-68) forms the spine of developable land that runs from the northern end of the Goshen Valley at the narrow pass between the hills and lake all the way south into the large area of flat

agricultural land past Highway 6 (US-6). In addition to avoiding the natural features, two other areas were avoided for development but could potentially be incorporated as additional open space in the future. The current land fill on SITLA lands to the north of Goshen and the mine settling ponds directly to the west of Goshen were both determine to be ill suited for human settlement, at least in the foreseeable future.

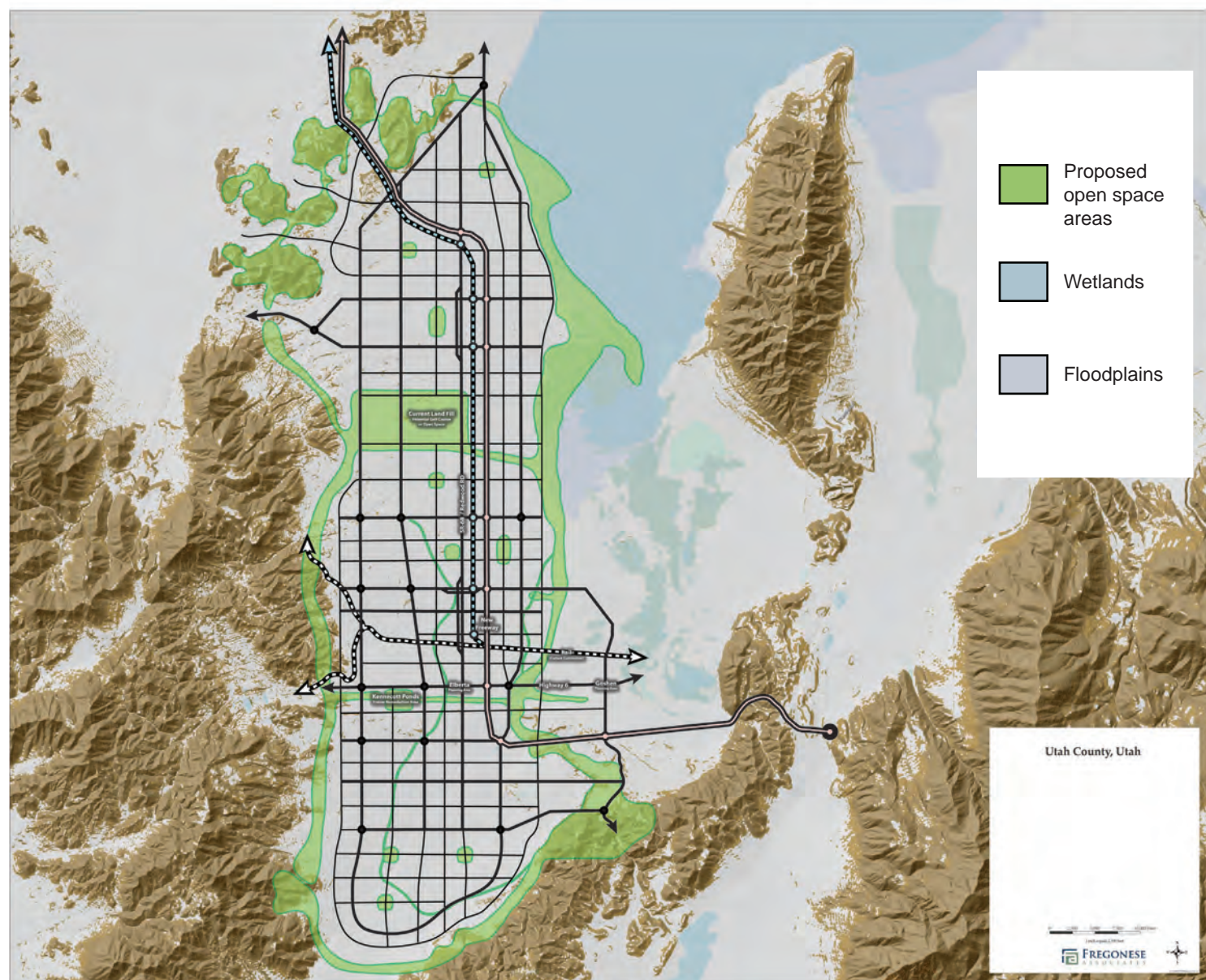


Figure 10: Environmental constraints in the plan area

Community Design

The plan area will eventually, over many decades, be populated by as many as 330,000 people, and (assuming Utah County's 3.7 persons per household) contain perhaps 90,000 homes. When mature, 110,000 jobs might exist in this area. The basic land uses in this plan provide long standing urban design

principles—the need for large scale manufacturing areas that have been a fixture in healthy cities since the industrial revolution, and the location of a hierarchy of commercial centers that are distributed regularly to serve the population with a variety of services.



EMPLOYMENT CENTERS

One of the keys to the development of this area is the establishment of a large, fairly isolated area suitable for large scale manufacturing. This large industrial area, approximately 3,000 acres, is the centerpiece of the plan. It is located to the west of the Elberta settlement, and buffered from residential areas in order to minimize land use conflicts. It is flat, easily developed land in a few large ownerships that can provide large parcels for industrial uses. It is served by arterials that connect with the new proposed freeway by truck routes both north and south, as well as access to rail freight.

The area designated for manufacturing is surrounded by a light industrial or business park environment with flex space or office uses, and supporting retail. This area is envisioned as more compatible with the adjacent residential and commercial center uses, while being advantageously located next to the large industrial area.

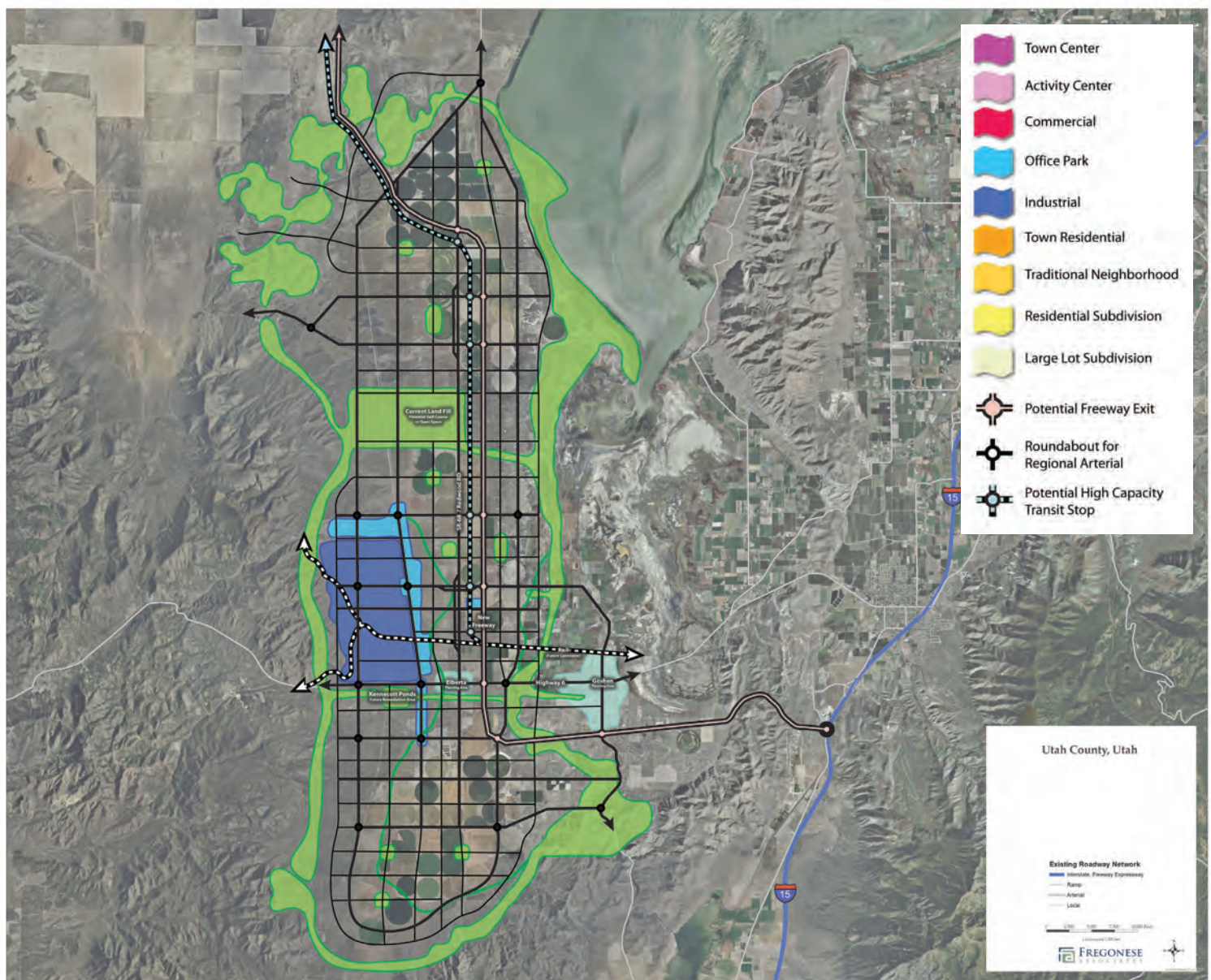


Figure 11: Potential large scale industrial site

TOWN CENTERS

There are two major town centers located in the specific area plan, serving the surrounding residential and commercial centers. Each is approximately 200 to 400 acres in size. The southern town center will be the larger one, as it is adjacent to the large employment center, and central to most of the residential areas. The northern town center, 10 miles from the southern town center, is intended to provide a convenient location for major services and retail for this part of the settlement. Each town center will grow and evolve

over time, probably beginning as a one to three story mixed use area, but eventually growing to a major employment area of 10,000 or more jobs, located in a walkable, mixed use environment with buildings from three to 12 stories.

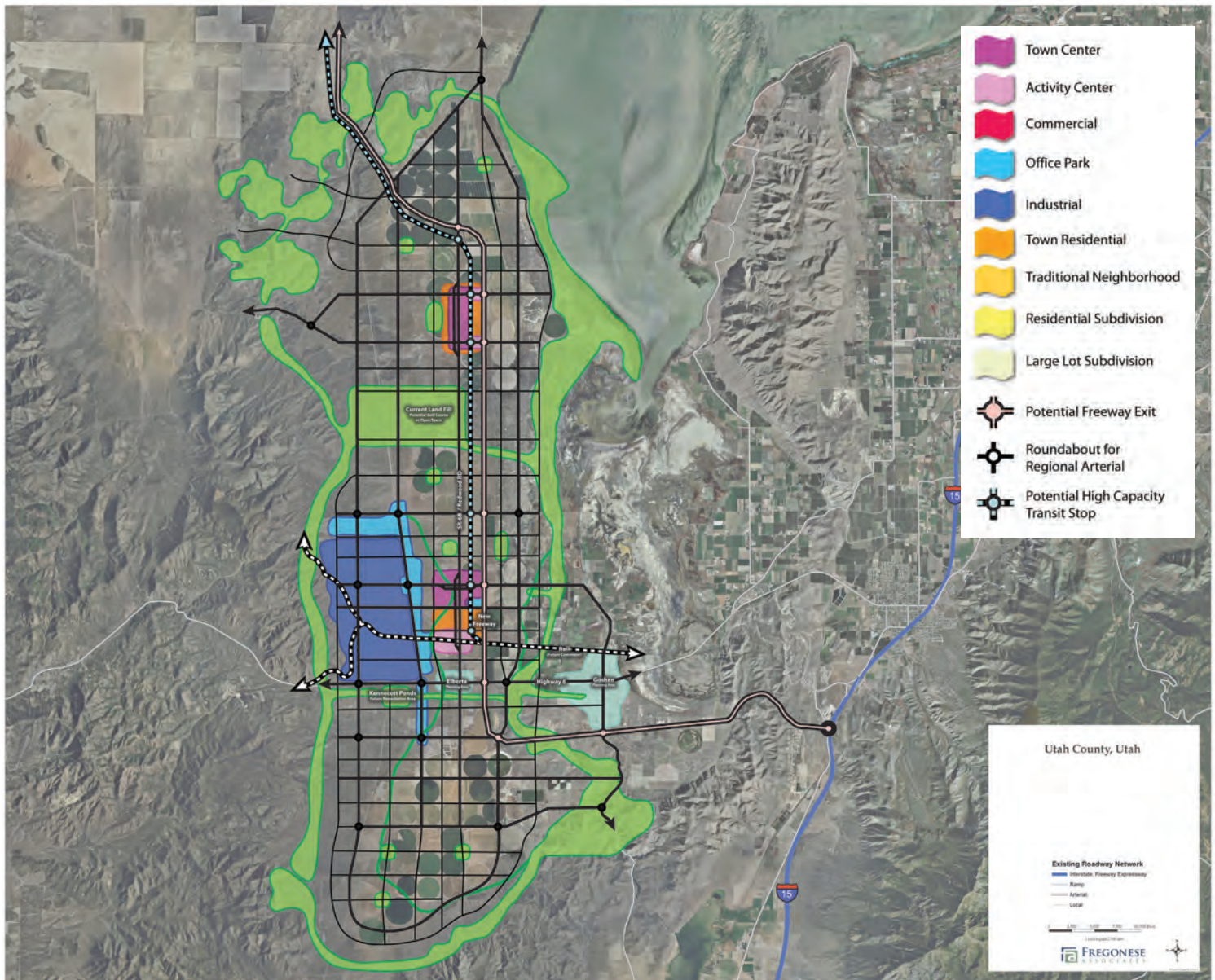


Figure 12: Proposed town centers

SECONDARY CENTERS

Adjacent to the town centers, secondary centers are located in order to provide additional areas, primarily retailing and specialized land uses at a more moderate density. In addition, centers have been located at key intersections throughout the plan, so that most households are within one mile of retail and services, and all are within two and one half miles—a distance easily covered by car, transit or bicycle in

a matter of minutes. Successful development of the town centers will require careful management of nearby uses to ensure, for example, that strip commercial uses do not capture the demand for retail development that is otherwise planned for the town centers.

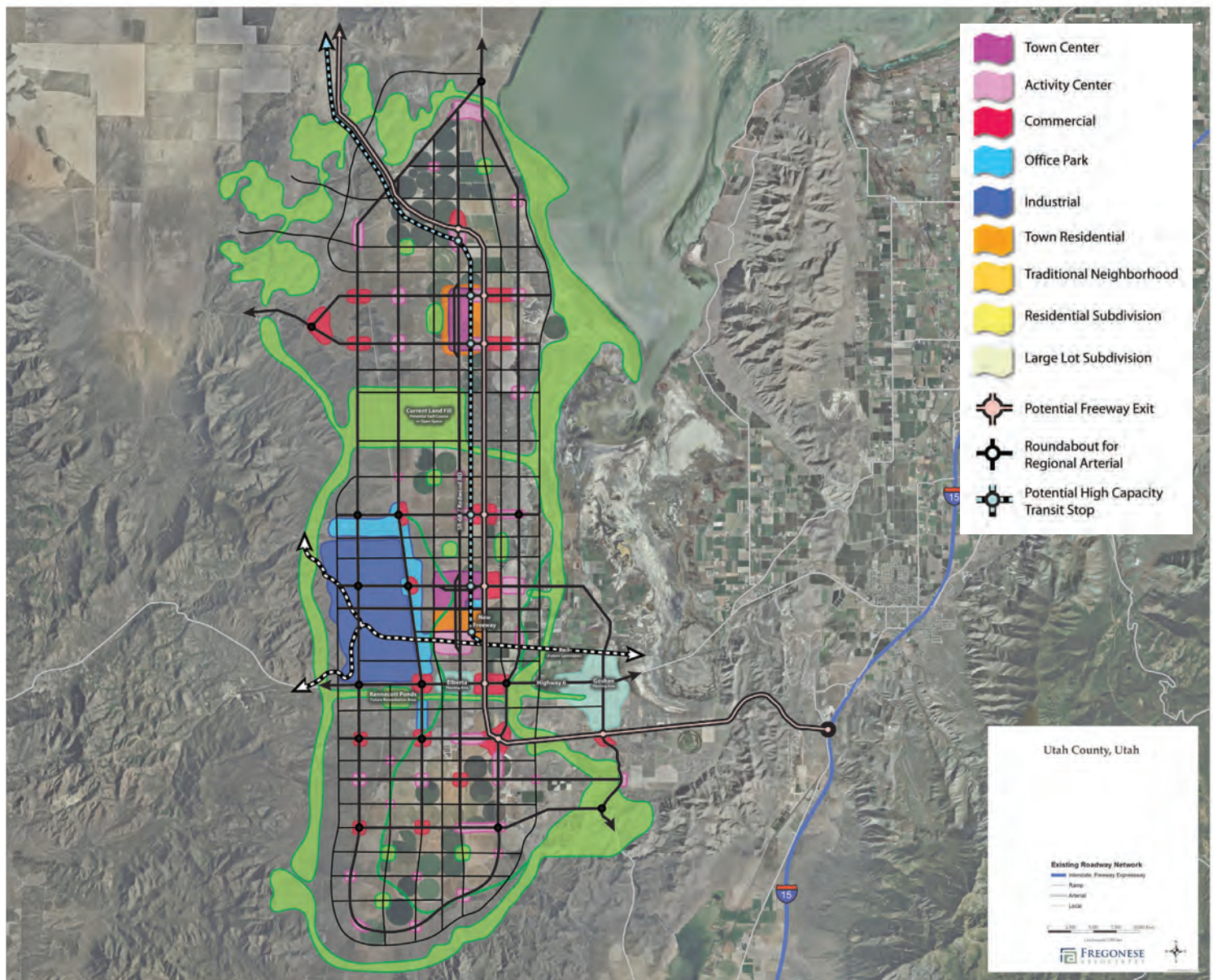


Figure 13: Proposed secondary centers

RESIDENTIAL AREAS

While the town and neighborhood centers are conceived as mixed use, they will contain 10% or less of the area's housing. Most will be located in medium density neighborhoods, with a mixture of apartments, condominiums, town houses and small lot residential, and in residential neighborhoods, with mostly single family detached housing. It is envisioned that over time, 65% of housing will be owner occupied, and

35% rental, as is most of Utah County. The area will contain a mix of housing that provides opportunity to all ages and incomes. It will be especially important that affordability and a choice of ownership or rental housing be available to attract the workforce that will be needed over time to allow for economic development.

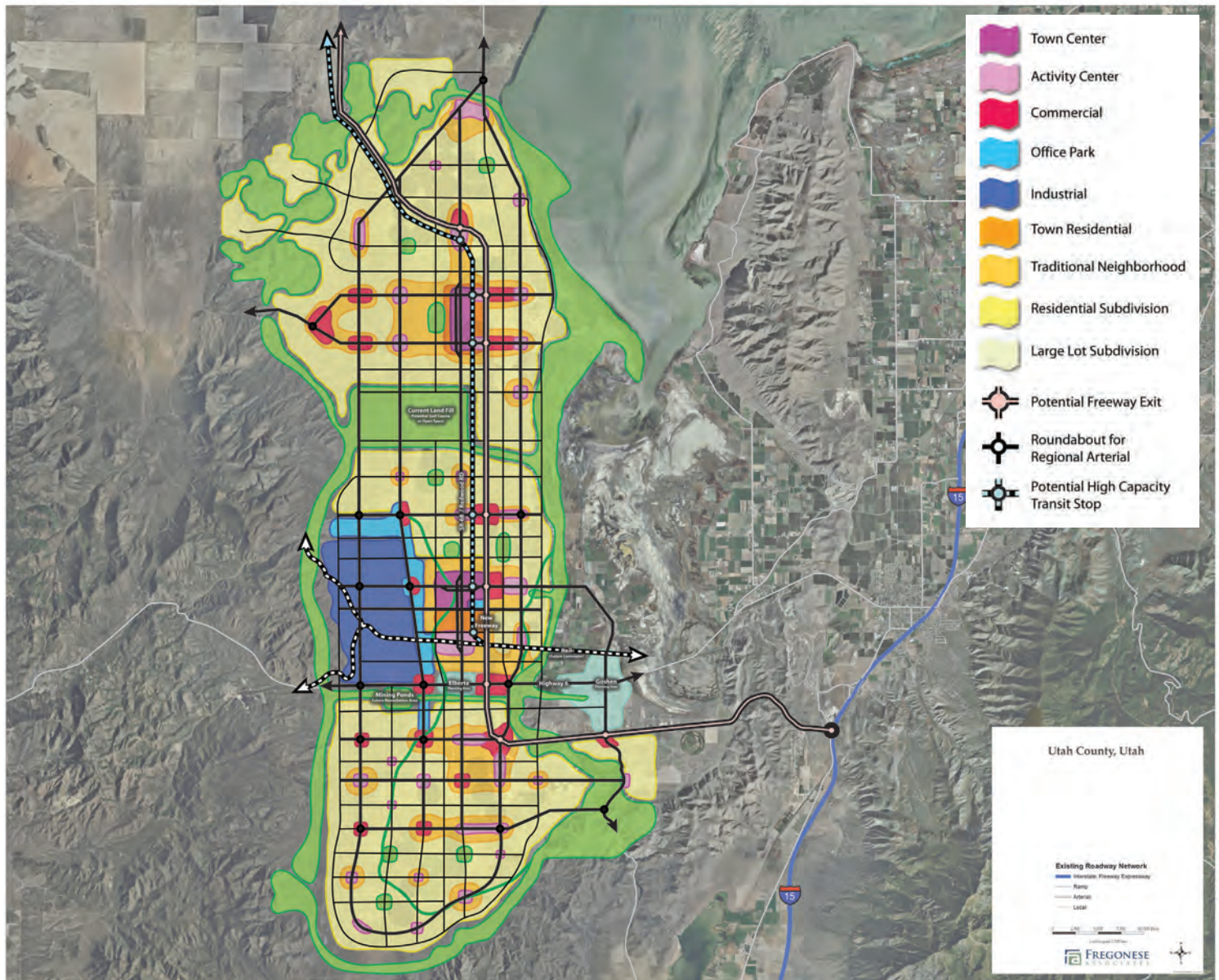


Figure 14: Proposed residential areas

Other Major Uses

Other uses will be included over time that are not located in the plan such as schools and churches in the residential neighborhoods. An area that includes this size of population will eventually contain colleges and universities, as well as hospitals and medical centers. As this area grows, many uses such as these will find a home in the new settlements. The plan should be flexible enough to accommodate these needed uses at the time the opportunity arises.

OVERVIEW

Over many decades, development in this area will cover 60,000 acres, and have a final population likely between 150,000 and 250,000. It will likely contain approximately 90,000 households and 110,000 jobs. The housing will be a variety of types and costs, but over time will probably be 65% owner occupied, and 35% rental. The employment mix will be dominated by the industrial area which could employ 10,000 or more workers, but over time the industrial employment will probably be 25% of total employment or less. As in most economies, retail and service sector jobs will eventually be the largest employers in the Goshen Valley. Importantly, the area will contain approximately 2,600 acres of open space and 600 acres of park land.

IMPLEMENTATION

The plan is an ambitious one for an area that is currently undeveloped. It envisions a future where the Goshen area is radically different from today. It also assumes that current limitations, such as availability of water, centralized sewage treatment, transportation, schools, governance, and other issues are overcome and solved. While the solutions are not known today, each of these issues has been solved in Utah County in the past. It is important to remember that eastern Utah County 100 years ago was a very rural, isolated place, and its remarkable growth and development has been consistent.

In implementing this plan, it will be important to make choices that leave future options available for decision-makers. The most important steps in the beginning of an urban area are:

1. Establishing a transportation system that can be expanded over time, like the ubiquitous grid of streets that was the settlement pattern followed by the Utah Pioneers;
2. Developing key infrastructure such as water and sewer services that can support the expected population;
3. Establishing key land uses, such as employment districts and town centers that can grow as the area does; and
4. Reserving key open spaces early in the development process, so that livability is maintained as the area urbanizes and densifies.



POLICIES

1. Establish master street plan and reserve major transportation routes
2. Provide for the early development of a major industrial centers
3. Encourage the development of town centers that will allow workers to locate close to the job centers
4. Encourage the growth of full service communities with a variety of jobs and housing opportunities.