



IMAGINE



GENEVA ROAD

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# EXECUTIVE SUMMARY



## 1.1 PAN OVERVIEW

In 2017, the U.S. Environmental Protection Agency (EPA) selected the City of Orem as a Brownfield Area-Wide Plan (AWP) grant recipient. The AWP program assists communities in responding to local brownfield challenges, particularly where multiple brownfield sites are in close proximity, connected by infrastructure, and limit the economic, environmental and social prosperity of their surroundings, areas such as the Geneva Road corridor. Because of the Geneva Road's rich industrial heritage, many sites in the corridor are considered brownfields.

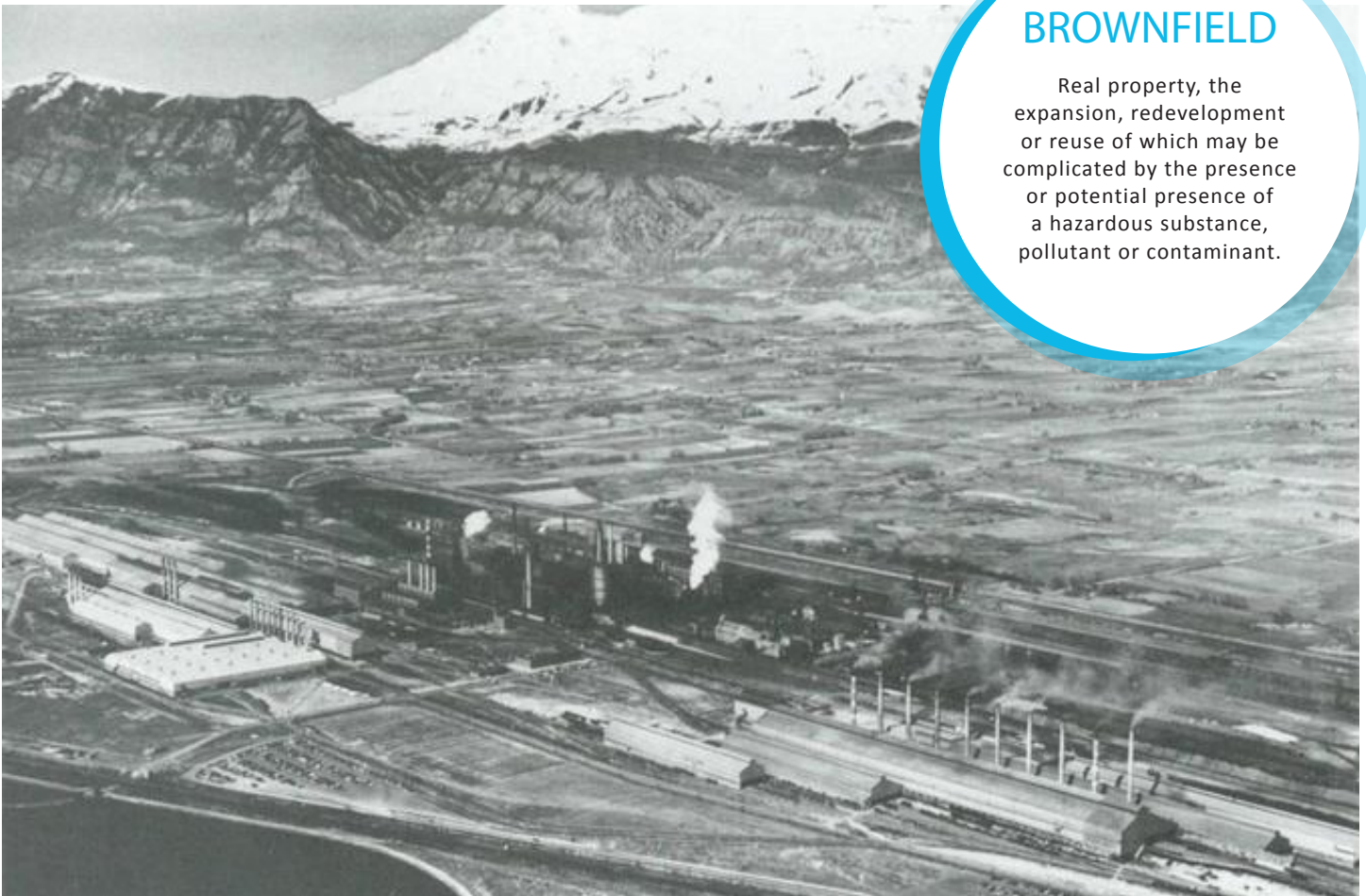
Orem received \$200,000 to work with community stakeholders to develop an area-wide plan and implementation strategies for brownfields assessment, cleanup, and reuse in the Geneva Road Corridor.

The Imagine Orem: Geneva Road plan will provide direction for future brownfields area improvements that are:

- Protective of public health and the environment,
- Economically viable, and
- Reflective of the community's vision for the area.

The revitalization of brownfield sites has the potential to create multiple benefits throughout the community, including cultivation of community involvement in redevelopment of underutilized sites, creation of jobs, an increase in property values once a brownfield site is assessed or cleaned up, and correspondingly, a greater contribution of property taxes by revitalized properties.

Figure 1.1: Historic view of Geneva Steel and Geneva Road Area (Photo credit: Utah State Historical Society)



### BROWNFIELD

Real property, the expansion, redevelopment or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant.

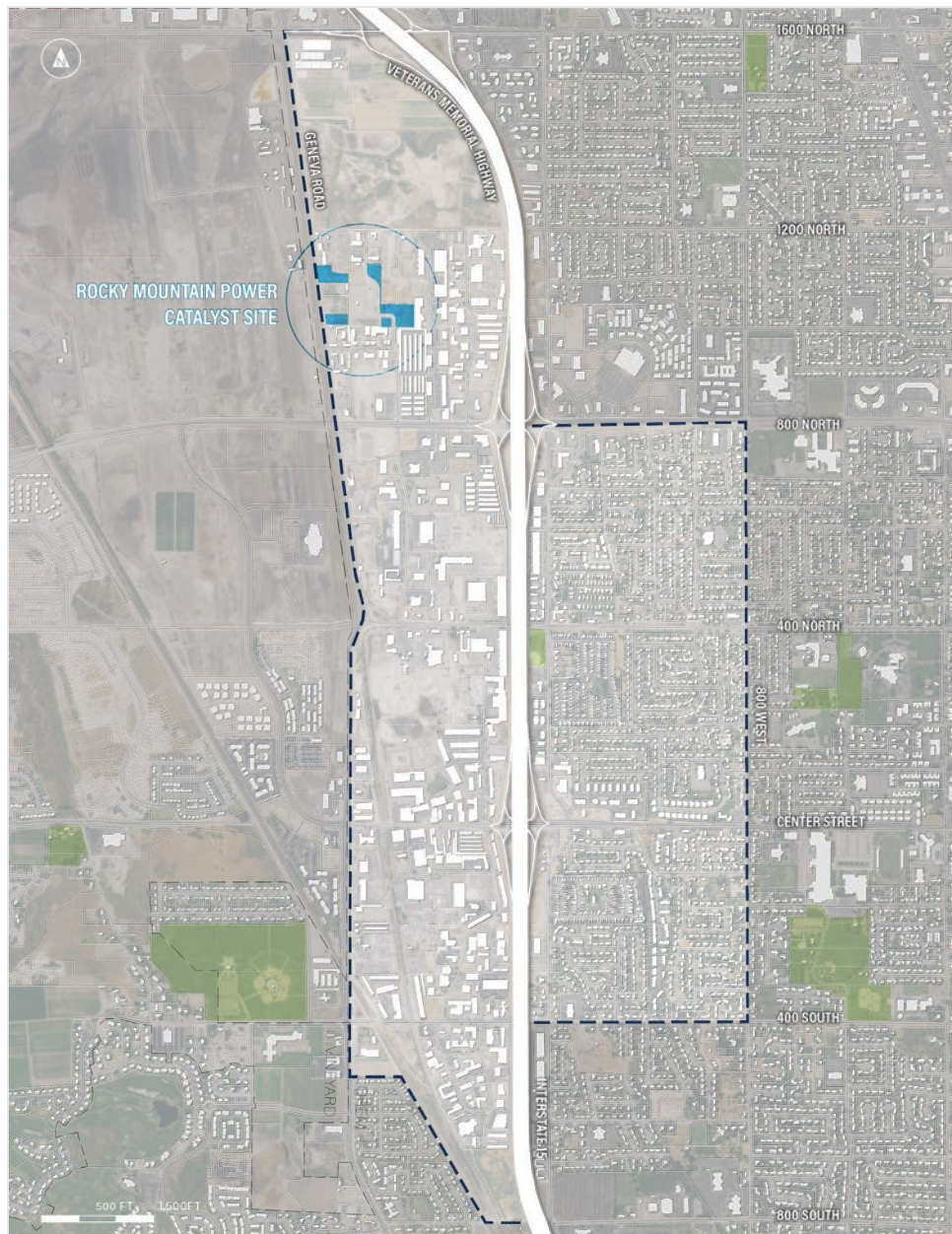


## 1.2 PLAN AREA

The Imagine Orem: Geneva Road plan focuses on developing a strategy for addressing brownfields in the Geneva Road corridor. This historic industrial area continues to be an important source of employment and tax revenue for the City; however, it also contains many vacant and blighted brownfield or potential brownfield sites, owing to commercial and industrial uses historically located in the community. Redevelopment of

strategic brownfield sites or potential brownfield sites, will catalyze investment throughout the corridor that leads to increased employment opportunities, tax revenues and visual appeal. The planning team also ensured that the redevelopment scenarios proposed for the corridor's brownfield sites are consistent with existing plans for the area, including the Orem General Plan, Neighborhood Plans, the Orem Economic Development Strategic Plan, and the Orem Transportation Master Plan.

Figure 1.2: Imagine Orem: Geneva Road plan Area and Rocky Mountain Power site







## 1.3 EXISTING CONDITIONS

In order to develop a comprehensive strategy for brownfield redevelopment, the project team conducted research on existing conditions in the Geneva Road area, including a review of existing plans, review of historic land uses, zoning analysis, market study, and inventories of brownfields, infrastructure and businesses. This research was important because it enabled the planning team to identify the issues and opportunities shaping the Geneva Road corridor in order to more effectively plan for the area's future.

Orem's population is projected to increase from a 2010 population of just over 88,000 residents to 123,000 residents by 2060 according to 2010 U.S. Census & Governor's Office of Planning and Budget 2013 projections. In addition, Orem – and the Geneva Road Area particularly – will be impacted by the redevelopment of the City of Vineyard. According to the Central Utah Water Conservancy District, this area is projected to experience tremendous growth with nearby Vineyard projected to house 90,000 residents by 2060.

Orem is bounded to the east by mountains, to the west by Utah Lake, and to the north and south by neighboring communities. Because of this, Orem has nowhere left to grow. Therefore, Orem's future development will depend on strategic infill of the City's existing sites, including under-utilized brownfield sites in the Geneva Road corridor.

Significantly, Geneva Road is the only area of the City that contains industrially-zoned properties. The Utah County industrial market is experiencing continued growth, with historically low vacancy rates and correspondingly high rents. New, high-quality industrial space is not readily available in Utah County.

Further, the Geneva Road Area is located in a thriving market strong on the fundamentals with a highly educated workforce and supportive government policies that can drive redevelopment of brownfields to highly productive industrial, research and varied manufacturing uses. Therefore, the availability of industrially zoned space, underdeveloped and undervalued in an area close to Utah Valley University (UVU) with its entrepreneurial spirit that exists among its students, provides the Geneva Road Area an obvious competitive advantage as land for new development becomes more limited.

However, Orem does not currently have a plan for the industrial

uses west of I-15 where future redevelopment could occur, and valuable industrial land is being snatched up for low-quality uses that do not significantly contribute to local employment opportunities, tax revenues or improvements to community aesthetics. Therefore, it is critical to engage in a planning process now to ensure the redevelopment of Geneva Road's valuable industrial properties is reflective of the community's vision for the area and will provide robust community benefits.

## 1.4 PARTNERS

Implementation of the **Imagine Orem: Geneva Road** planning process was led by the City of Orem with assistance from the planning firms of BRS and WRT, who served as the consultant team for this project.

Together, the planning team hosted two public open houses, conducted site visits, sent out a survey that received over 400 responses, and engaged in robust digital engagement to involve residents, businesses and property owners in the planning process, share information on plan progress and receive feedback on redevelopment scenarios. Input from community stakeholders helped to shape the final redevelopment concepts and recommendations contained in the area-wide plan.

In addition, a plan Steering Committee was convened with representatives of various local and state agencies working in the Geneva Road Area. Key partners represented on the Steering Committee include the Cities of Orem and Vineyard, Utah County, Utah Transit Authority (UTA), Utah Department of Transportation (UDOT), Utah Department of Environmental Quality (UDEQ), US EPA, EDC Utah and the Mountainland Association of Governments (MAG).

## 1.5 DEVELOPMENT SCENARIOS

As part of the **Imagine Orem: Geneva Road** plan, the City and Consultant team developed a set of redevelopment scenarios for brownfield sites and key intersections in the plan area, known as "districts" to imagine a possible future for this area: Gateway District, Geneva Center District and Geneva Crossing District. Each of these is described to the right.

Residents, business owners, property owners and other stakeholders had the opportunity to compare these scenarios and vote for preferred scenarios as part of public outreach that



occurred throughout summer 2018, and the final redevelopment scenarios reflect this public input.

The **Imagine Orem: Geneva Road** plan identifies actions the City and its partners can take to prepare the sites for the end uses envisioned for the three proposed districts. The Implementation chapter groups these according to the plan goals identified above.

## GATEWAY DISTRICT

- Incorporates the 6.7 acre Rocky Mountain Power catalyst site and adjacent properties;
- Envisions mixed light industrial, commercial and retail uses in the northern portion of Geneva Road; and
- Proposes the extension of internal connector roads, including Gateway Street to the South and 1580 West to the East.

## GENEVA CROSSING DISTRICT

- Incorporates the auto-oriented brownfield sites clustered on the east side of Geneva Road near the intersection with 800 North;
- Proposes light industrial, commercial and retail uses at the Geneva Road 800 N intersection; and
- Proposes the extension of internal connector roads, including 640, 675 and 950 North.

## GENEVA CENTER DISTRICT

- Incorporates the mix of industrial wholesale, storage, warehousing and retail uses at the intersection of Geneva Road and Center street;
- Proposes a mix of light industrial, commercial and retail uses with mixed-use commercial and residential permitted at the Center Street intersection; and
- Proposes the extension of 1464 W to serve as an internal circulation road for the district along with several east-west connectors.

Figure 1.3: Aerial view of the districts. From left to right are: Gateway, Geneva Crossing, and Geneva Center. (Photo credit: Google)











# INTRODUCTION



## 2.1 OVERVIEW

Geneva Road is a predominately industrial corridor on the western border of the city of Orem, Utah. This area has served as an important employment center for Orem and Utah County since the 1940s, as it grew around the Geneva Steel plant (formerly located across Geneva Road in the city of Vineyard). Geneva Steel was constructed by the United States government in 1912 and was purchased by US Steel in 1946. The Geneva Heights, Suncrest, and Orem Park neighborhoods in the eastern part of the plan area were the site of the original housing constructed for Geneva Steel workers during the 1940s and 1950s. However, since 2001, the majority of the former Geneva Steel structures have been demolished and are being redeveloped.

Despite the challenges posed by the closure of Geneva Steel and the resulting loss of jobs, Geneva Road retains significant assets and redevelopment potential. The area has excellent transportation infrastructure, including access to Interstate 15, the Orem Intermodal Center (currently served by UTA FrontRunner commuter rail and UVX Utah Valley Express bus rapid transit line) and two freight rail lines. The area also benefits from its proximity to a highly educated workforce and educational opportunities. Finally, the area has benefited from multiple long-range planning studies over the past ten years, ranging from the City-wide Orem General Plan and Economic Development Strategic Plan, to neighborhood-level plans and redevelopment reports.

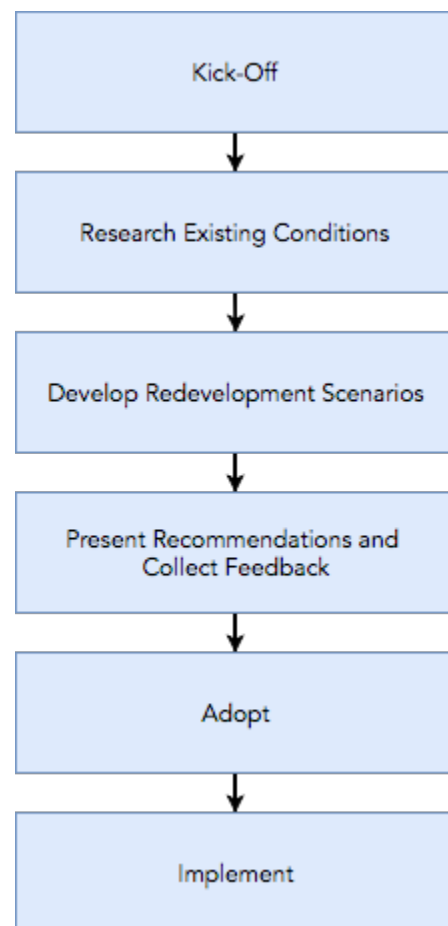
The primary purpose of the *Imagine Orem: Geneva Road* plan is to create a community-driven vision and master plan for the renewal of the Geneva Road area that will improve the health, safety, environmental quality, employment opportunities, transportation options, and business development of the corridor.

The planning consulting firms of BRS and WRT were retained to work with the City of Orem to address the economic opportunities and challenges presented by the redevelopment of potential brownfield sites in the Geneva Road corridor, with the goal of building a strong, informed leadership to assist the community in a discussion of priorities as they relate to the local economy.

### PLAN GOALS

- Stimulate economic development
- Facilitate reuse of existing infrastructure
- Protect valuable commercial and industrial properties while preserving green space, recreational property, or other community uses
- Increase sustainable and equitable development opportunities

### PLAN TIMELINE



## 2.2 BROWNFIELD PLANNING

In 2017, Orem received a \$200,000 EPA Brownfield Area-Wide Planning grant to conduct this planning process for the Geneva Road Area and the Rocky Mountain Power “catalyst” site located on North Geneva Road between 800 North and 1200 North.

The EPA Brownfields Area-Wide Planning (AWP) program provides grant funding to local governments and non-profit organizations to support community-driven brownfield planning to identify opportunities where communities can assess, cleanup and reuse brownfields for the benefit of the community, residents, and the local and regional economy.

According to the non-profit Groundwork USA, the brownfields area-wide planning approach enables a community to look broadly at an area containing a concentrated number of brownfield sites. Rather than a site-by-site approach, several brownfields are considered simultaneously in the context of shared infrastructure and synergistic uses to address current and anticipated drivers of success and identify short- and long-term goals and implementation strategies.

The EPA defines brownfields as “real property, the expansion, redevelopment or reuse of which may be complicated by the presence or potential presence of a hazardous substance,

pollutant or contaminant.” The cleanup of brownfields sites improves and protects the environment and may result in many benefits for the local community, including:

- Community involvement in the project,
- Job creation, and
- An increase in nearby property values once a brownfield site is assessed or cleaned up.

According to a 2005 report by Envision Utah, investing in the re-use of brownfield sites is an important component of a municipal economic development strategy. Employers may be reluctant to locate their business on a brownfield site because of potential liability, cost of clean-up and the additional time required to conduct clean-up activities. However, because brownfields are often located in desirable, close-in areas, require limited new infrastructure, and provide easy access to transportation and housing, they are a valuable resource to be developed (Flynn, 2005).

Successful redevelopment of the catalyst site and surrounding brownfield properties should build momentum for the redevelopment and improvement of brownfield sites along the entire Geneva Road corridor.

Figure 2.1: Imagine Orem: Geneva Road Plan Boundary

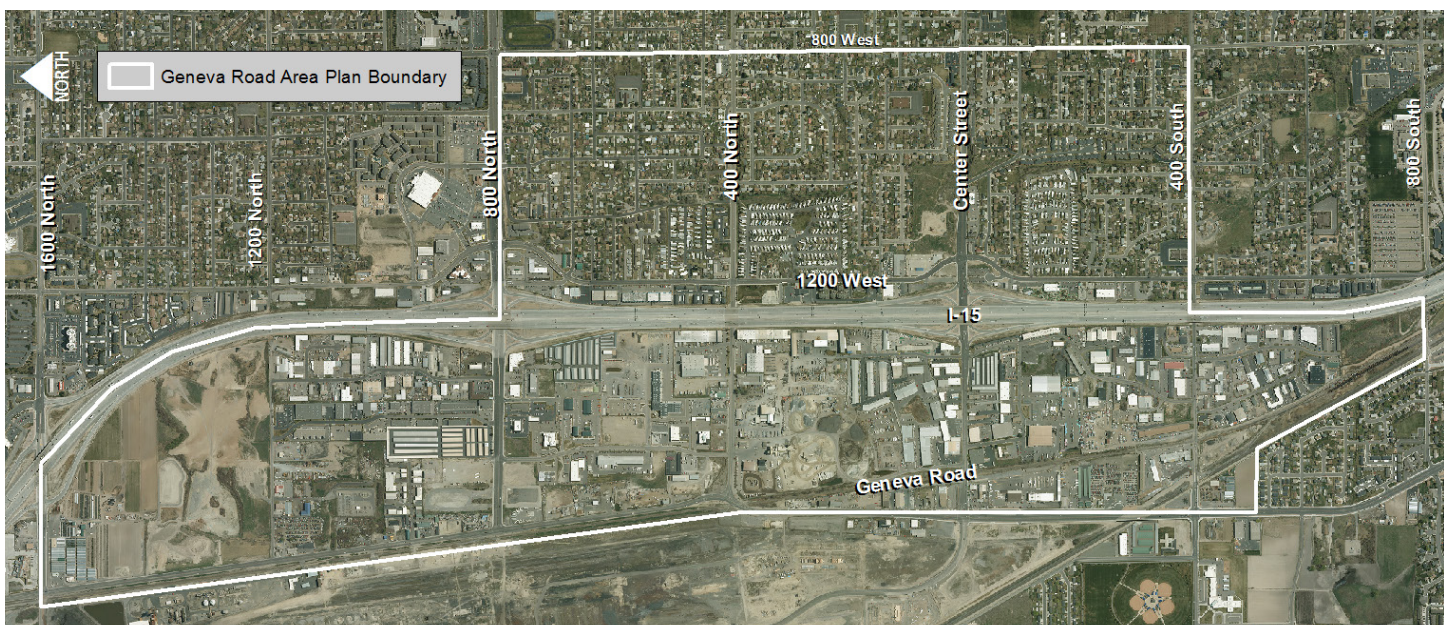






Figure 2.2: Rocky Mountain Power Catalyst Site and Geneva Road with Vineyard in the distance



## ROCKY MOUNTAIN POWER

This site located in the proposed Gateway District was identified as the catalyst site.

## 2.3 PROJECT AREA

The **Imagine Orem: Geneva Road** plan area encompasses approximately 1400 acres of land in the northwest corner of Orem, Utah. The area is generally organized north to south along four major thoroughfares – Geneva Road, Interstate 15, 1200 West and 800 West – with numbered streets connecting the plan area east to west.

The plan area is bounded by 1600 North at the North, Interstate 15 and 800 West on the east, 800 South at the South and the City of Vineyard at the West. The plan area east of I-15 is predominately residential with some commercial uses, while the area west of I-15 is predominately industrial. The residential neighborhoods are identified north to south as Timpview, Geneva Heights, Orem Park and Suncrest.

The plan area takes its name from Geneva Road, a central transportation corridor running parallel to I-15 which connects Orem with the cities of Lindon and Provo and serves as Orem's

western boundary with Vineyard. Geneva Road and the Geneva Road area was named for the Geneva Resort, which operated on nearby Utah Lake at the beginning of the 20th century.

## 2.4 COMMUNITY PROFILE

The Geneva Road area includes the commercial and industrial area known locally as “the Wedge” and three residential neighborhoods, Geneva Heights, Suncrest, and Orem Park, that lie to the east of this industrial area on the other side of I-15. These neighborhoods were originally created for the Geneva Steel Plant workers in the 1940s and 1950s, which was located on the site of present-day Vineyard, Utah.

Today, these neighborhoods are impacted by all the negative effects that a major interstate highway and industrial corridor can produce, compounded by uses past and present and the decline of industrial employment associated with the closure of the Geneva Steel plant. These are among the oldest neighborhoods in Orem, with key economic indicators (unemployment levels,



median home values, and percent of households receiving food stamps) showing economic challenges compared to the rest of Orem, Utah County, and the State of Utah. According to the USDA, these neighborhoods are currently in low income and low access areas, with the nearest grocery store more than one-half (½) mile away.

The Alpine School District, the primary school district in northern Utah County, has two Title I schools within one-mile of the Geneva Road area (GRA). Title I schools are those which utilize federal funding to improve academic achievement to disadvantaged students who may be affected by concentrations of poverty or environmental challenges.

The neighborhoods of the Geneva Road plan have high levels of households with single mothers, children under 18 years old, and adults over 65 years old - populations which are sensitive

receptors to environmental contaminants and poverty. The GRA also has one of the highest minority population rates (Hispanic majority) in the City of Orem, substantially higher than the rest of Utah County or the State of Utah. Finally, it is important to note that the 84057 ZIP code, which includes the GRA, is the fourth most densely populated ZIP code in the State of Utah. Census information is shown in the table below.

Table 2.1: Demographic and Household Characteristics of the Geneva Road Area

Demographic Characteristics <sup>1</sup>	Geneva Road <sup>1</sup>	City of Orem	Utah County	Utah	United States
Population	8,468	94,457	540,425	2,858,111	314,107,084
Percentage of Population under 18 Years Old <sup>2</sup>	28.65%	29.07%	35.06%	31.10%	23.49%
Percentage of Population over 65 Years Old <sup>2</sup>	10.4%	8.0%	6.8%	9.5%	13.7%
Household Characteristics <sup>1</sup>	Geneva Road <sup>1</sup>	City of Orem	Utah County	Utah	United States
Median Household Income <sup>2</sup>	\$55,617	\$54,048	\$60,830	\$59,846	\$53,482
Median Home Value <sup>2</sup>	\$163,033	\$202,000	\$222,300	\$212,500	\$175,700
Unemployment <sup>2</sup>	4.0%	3.6%	3.1%	3.4%	5.0%
Poverty Rate <sup>2</sup>	13.1%	16.0%	13.2%	11.9%	15.6%
Percent of Households with Female Head with Own Children <sup>2</sup>	6.94%	5.71%	4.68%	5.60%	7.17%
Percent of Households Receiving Food Stamps <sup>2</sup>	12.52%	10.33%	8.26%	9.04%	13.0%

<sup>1</sup>Data is from the U.S. Census American Community Survey, 2010-2014 5-year estimates. <sup>2</sup>Geneva Road Area includes demographics identified in Census block groups 490490008011, 490490008021, and 490490011062. While a large portion of the industrial uses in the GRA are located in Census block group 490490022011, this data was not included as it reflects a population not living in the GRA.





Figure 2.3: Public Open House Meetings for Geneva Road Plan



## 2.5 COMMUNITY ENGAGEMENT

The City engaged a diverse group of stakeholders in the plan area early in the plan process, and continued to engage them over the course of the plan. This included robust digital engagement, three (3) Steering Committee meetings, two (2) public open houses, and a special property owners workshop where representatives from the City, consultant team, and UDEQ helped property owners to understand their responsibilities and the business case for being a partner in the planning and redevelopment process. In addition, City planning staff attended multiple community events in Orem to provide information to the public on the plan and direct them to modes of engagement. These included Summerfest in June 2018 and Harvest Fest in October 2018. Finally, over 400 community stakeholders responded to a survey on existing conditions and proposed redevelopment concepts.



Those who participated in the planning process represent a wide range of community stakeholders who may be impacted by decisions regarding brownfield sites in the Geneva Road corridor, including:

1. Property owners
2. Business owners and tenants
3. Residents
4. Developers
5. Educational and institutional partners
6. Non-profit organizations
7. Federal, state, and local agencies
8. Local elected officials





## 2.6 REVIEW OF EXISTING PLANS

The City of Orem was well-prepared to undertake an area-wide planning effort in the Geneva Road area, as it has already engaged in numerous planning efforts that make recommendations for portions of the Geneva Road corridor. These prior plans have established a solid community vision for the future of the Geneva Road area while providing a framework for the implementation of the Imagine Orem: Geneva Road plan.

### OREM GENERAL PLAN

This comprehensive plan (last amended in 2018) is the official statement of policies for the future development of the City including land use, transportation, housing, urban design, economics, parks and recreation and public services and facilities. The guides for land use are intended to provide classifications and locations for uses that manage growth as well as provide sufficient land for industrial, commercial, residential, and public uses.

**Community Character:** Orem places a high priority on protecting its reputation as a family-friendly city and this is translated into

its goals to protect older residential neighborhoods, provide affordable housing in newer mixed use development and create places that can meet the growing demand for student and senior housing. The desired outcomes include improved public services and schools that will promote the quality of life in Orem. The General Plan lists the numerous parks and recreation facilities, festivals, civic organizations, educational resources, and the city library which make up the City's "tapestry" of community culture. Its desire is to foster an environment where such organizations and amenities can develop and flourish.

**Urban Planning and Design:** Orem also places significance on urban design principles and methods to create a desirable physical environment for its community. The major planning objectives of the City are to develop and implement an urban forestry plan and to humanize its streetscapes with inviting amenities and buffers that encourage pedestrian activity. Other design goals include creating gateways, improving signage, reducing light pollution, anticipating the eligibility of historic structures for preservation and the inclusion of public art.

**Economic Development:** The economic vitality of Orem has depended on its strong workforce, area universities, low cost of living and its recreational opportunities. As competition from surrounding communities has grown, the City added an Economic Development Division in 2012 and developed the 2014 Economic Development Strategic Plan (EDSP). The goals for this action include expanding the tax base, increasing assessed property values and to ensure that ongoing land development meets economic development goals (more on the EDSP is below).

**Transportation:** Orem has a highly developed multi-modal transportation system with several in-depth plans and studies to guide its future. In order to address projected growth in both the City and region, the General Plan outlines the need to support strategies such as biking and walking improvements, the expansion of transit services (bus and rail), encouraging transit-oriented developments (TODs) and the addition of a Transportation Center.

Figure 2.4: Business on Mountain Way Drive in Geneva Road corridor





## GENEVA HEIGHTS, OREM PARK, SUNCREST NEIGHBORHOOD PLAN

The Geneva Heights, Orem Park, and Suncrest Neighborhood Plan (2017) was created by neighborhood residents and Orem City planning staff to communicate the values and interests of neighborhood residents and serve as a guideline for future growth, development and preservation. It specifically references the development of a plan for the Geneva Road area using an EPA Brownfields Area-Wide Planning grant, as the neighborhood boundaries stretch west to Geneva Road and encompass a large portion of industrial properties along the central Geneva Road Corridor.

Together, these three neighborhoods include approximately 16,500 residents in 4,769 households, according to 2015 American Community Survey Estimates. Roughly a third of these households have children under age 18. About half of the housing units in the plan area are single-family detached units, while the other half are multi-family units. There are also four mobile home communities that provide another opportunity for affordable housing. Owing to strong demand for affordable units and lack of supply, vacancy is generally low, and correspondingly, rents are generally high.

According to this plan, the Geneva Heights, Orem Park and Suncrest neighborhoods contain some of Orem's oldest residential, commercial and industrial properties. While the residential areas are not expected to change, the redevelopment of the Geneva Steel site in Vineyard has generated interest in the redevelopment of industrial properties along the Geneva Road corridor in Orem. However, as previously noted, many of these have been identified as brownfield sites and will require assessment and cleanup prior to redevelopment.

A key goal of this plan is the "Economics" goal to "continue to encourage business development to provide a source for local jobs and to add to sales tax and property tax revenue." Industrial businesses in the Geneva Road area are an important source of revenue and jobs for the entire City. Additionally, according to this section, the Geneva Road corridor contains the vast majority of properties with the highest assessed values in the City (by area), showing the potential to unlock the value of these properties through strategic investment and redevelopment.

## ASPEN AND TIMPVVIEW NEIGHBORHOOD PLAN

Like the Geneva Heights, Orem Park and Suncrest Neighborhood Plan, the Aspen and Timpview Neighborhood Plan (2017) was created by neighborhood residents and Orem City planning staff to communicate the values and interests of neighborhood residents and serve as a guideline for future growth, development and preservation. The Aspen and Timpview neighborhoods comprise the northwest corner of the City, with a western boundary of Geneva Road. It specifically references the development of a plan for the Geneva Road area using an EPA Brownfields Area-Wide Planning grant, as the neighborhood boundaries stretch west to Geneva Road and encompass the northern section the Geneva Road Corridor, including the catalyst site of Rocky Mountain Power.

The Aspen and Timpview neighborhoods, like much of Orem, were historically agricultural lands with limited commercial and industrial development until the designation of residential subdivisions in the 1970s. These neighborhoods remain predominately residential, with commercial and industrial uses concentrated along Geneva Road, 1200 W, 800 N and State Street. The only large undeveloped parcel within these neighborhoods is the former Williams Farm property located at the northwest corner of the plan area between 1600 N, I-15, 1200 N and Geneva Road. These neighborhoods contain approximately 9,532 residents residing in 2,790 households, according to 2015 American Community Survey estimates. Forty-five percent (45%) of these households have children under age 18. As with the Geneva Heights Orem Park and Suncrest neighborhoods, Aspen and Timpview have a very low vacancy rate of 3%, owing to a strong demand for affordable units and a lack of supply.

Key goals of this plan that pertain to the Geneva Road Brownfield Area-Wide Plan include the following:

- Increase roadway capacity through improvements along major corridors, prioritizing 1600 N;
- Increase the network and improve the quality of bike and walking paths;
- Better access management for new developments;
- Utilize major thoroughfares for traffic from new development; and
- Deal with traffic and safety issues at congested intersections, particularly 1600 N and 1200 W.




## STATE STREET MASTER PLAN

The City's November 2015 State Street Master Plan provides a framework to guide the future growth along State Street, which serves as Orem's central commercial corridor. The goal is to transform State Street into an attractive, urban lifestyle alternative for residents, businesses and visitors through economic development initiatives, transportation solutions and enhanced community image and identity. The plan identifies five (5) distinct development nodes, each with a different focus: employment and civic center, arts and entertainment, shopping and dining, mixed use center and residential/retail.

The plan projects the impacts of implementing the proposed strategies for State Street on shaping the future of Orem. These include: absorbing over 75% of the projected population growth, the addition of over 4300 office jobs, 48% increase in taxable sales and 140% increase in tax revenue. It is important that development away from the State Street Corridor be compatible, and not compete with, the desire to create a vibrant downtown core. It is equally important that the design standards and aesthetics established by this plan are carried through to other redevelopment areas, such as Geneva Road, to reinforce the community image and identity of the City.

The State Street Master Plan will serve as a template for recommended zoning changes and potential design guidelines in the Geneva Road Area.



Orem provides a great value through a low cost of doing business and a quality workforce.

Orem is the epicenter of Utah County where start-up companies, established, businesses and developers prosper.

## ECONOMIC DEVELOPMENT STRATEGIC PLAN

The City's 2014 Economic Development Strategic Plan (EDSP) documents Orem's current economic environment and identifies the challenges it could face in the future. Orem's economic vitality has been the result of its location at the center of retail activity for the region coupled with its relatively low cost of living and highly educated workforce. These assets are anticipated to continue to fuel the future of Orem's economy.

However, there is increasing competition from outside Orem: surrounding communities are growing rapidly and contain open land available for new development. Meanwhile, Orem's future development depends on more expensive infill and strategic approaches.

The plan creates 19 development nodes and outlines recommendations to maximize each district's assets, stating how each district will contribute to the City's goals of growing a stable tax base. Nodes 17 and 18 along I-15 and Geneva Road are located in the heart of the Geneva Road plan area. According to the EDSP, these areas are "prime for conversion from underdeveloped industrial uses to high-quality, freeway-visible office space, in addition to retail and advanced manufacturing."

Retail development is targeted for the I-15 interchanges and areas along Geneva Road to capitalize on the increased development expected to occur next door in Vineyard. Specifically, the Vineyard population growth is expected to create the need for two grocery stores and Orem wishes to capture that market position before it goes to Vineyard.

The Geneva Road corridor is not targeted for future housing redevelopment or a prime location for Class A office space but the plan acknowledges further planning for this area is required. Plans for a business park in the north portion of Geneva Road are already under development, utilizing some of the limited vacant land in that portion of the City.







# LAND Use ANALYSIS



### 3.1 HISTORIC LAND USE

While the prior planning efforts did an excellent job of providing context for the Imagine Orem: Geneva Road brownfield area-wide plan, past research on the area's environmental conditions tended to focus on the Geneva Steel site in neighboring Vineyard. Therefore, the City and consultant team undertook an extensive process of researching historic land uses and potential contamination on the other sites located within the Geneva Road corridor. Because of the area's well-established history as the City's industrial corridor, it was expected that numerous brownfield sites would be identified. The following sections detail the history of land uses in the Geneva Road corridor and tell the story of how Geneva Road's brownfield sites came to be.

In order to trace historical land uses in the project area, the planning team referenced historic maps, environmental databases, various documents and photographs going back 80 years.

The City of Orem grew from several small settlements established in the Provo Bench area during the late 19th century. Historically, the area was colonized with farms along the corridor between Provo and Pleasant Grove. A transition from the fruit and vegetable farms began as commercial developments crept up along State Street and by the early part of the 20th century, Orem was incorporated. At the end of Orem's first ten years as a City, the census set the City's population at 1,915. Since that time, Orem has grown from a primarily agricultural area to a primarily

urban area. Today the City captures just over 1/4 of the retail sales in Utah County.

The Geneva Road Area (GRA) of Orem, located on the western border of the City, has been an important industrial, employment, and residential area for the City as well as Utah County since the 1940s. The area grew around the Geneva Steel plant (formerly located across Geneva Road in the city of Vineyard), which was constructed by the United States government during World War II. It was purchased by the United States Steel Division (US Steel) in 1946 and opened as an integral part of the war effort. The Geneva Heights, Suncrest, and Orem Park neighborhoods in the eastern part of the GRA contained the original housing constructed for Geneva Steel workers during the 1940s and 1950s. Since 2001, the majority of the former Geneva Steel structures have been demolished and in recent years redevelopment has occurred.

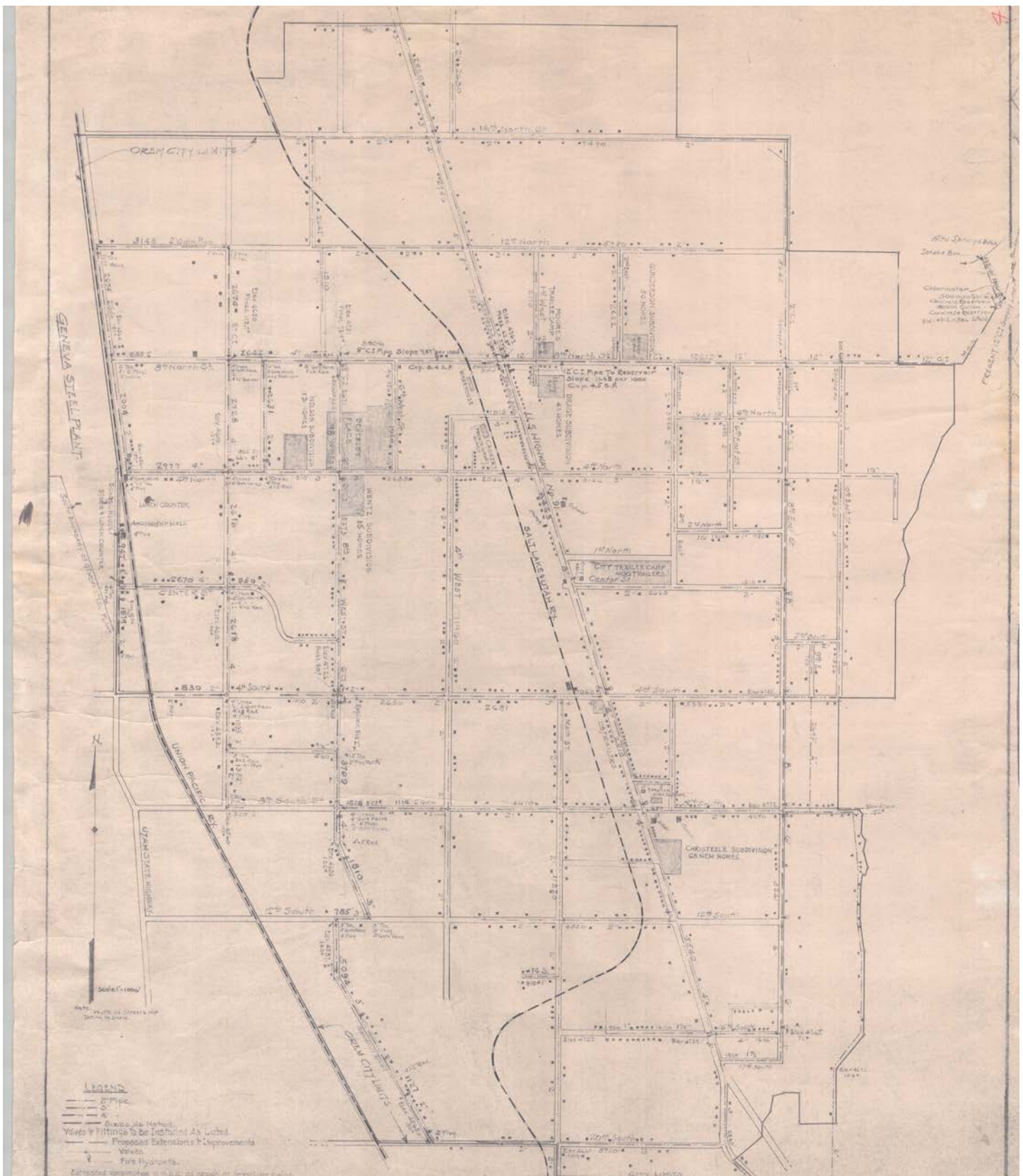
Other industries of significance that have historically been located in the Geneva Road corridor include Geneva Rock, Geneva Pipe and UT Pic A Part. These industrial operations have been ongoing since at least 1969, with Geneva Rock being the eldest of the industrial operations. Geneva Rock and Geneva Pipe are large employers in the area and have generally operated in accordance with local noise and nuisance ordinances.

Figure 3.1 - Historic images of Geneva Steel (Credit: Library of Congress)





Figure 3.2 - 1946 Map of Orem with (Credit: BYU Library Map Collection)





City Directories obtained from Environmental Risk Information Service (ERIS) provide residential and business listings in the GRA from 1960 to present. From 1960-1965, the only commercial listings in the GRA are for Geneva Steel, Geneva Rock and Geneva Pipe in the same locations presently occupied by these entities. Prior to this time, aerial photographs depict much of Geneva Road as agricultural or vacant undeveloped land.

In 1970, Claire's Welding and Wrecking is listed at 1401 W 400 South and Morrill Turkey Ranch is listed at 1201 W 400 South. In 1975, commercial activity increased some with multiple listings, and by 1980, the transition to commercial uses is dramatic with Center Street, W 400 South and W 400 North turning almost exclusively to commercial enterprise.

By the mid-1980s aerial photographs show intensive development of the northwestern portion of Geneva Road between W 1200 North and W 800 North. The current power substation adjacent to the Rocky Mountain Power site was constructed circa late-1980s or early 1990s when Orem experienced double digit growth and developed as the commercial and retail center of Utah County.

Between 1980 and 1996, commercial properties continued to develop along W 1200 North and included woodworking, concrete, automotive and marine repair, treatment centers, storage units and office space. By 2001, no property addresses are listed with a W 1200 North address though multiple spur roads, oriented north to south, are located along W 1200 North and are heavily developed as commercial/light industrial.

According to business listings, commercial development along Geneva Road itself did not really begin to occur in earnest until 2001, the same year that Geneva Steel closed down operations. Commercial/retail and light industrial at that time included the Vineyard Garden Center, Hitching Post, Clegg's Car Care, MCR Recycling, European Only Tow, Blue Ribbon Auto, Skip Dunn and other excavating companies and various other automotive/trucking establishments. These entities were not listed in previous years' ERIS directories.

## 3.2 CURRENT LAND USE

As indicated in the previous section, commercial development along Geneva Road began to occur starting in 2001, and by 2006, nearly all the uses fronting Geneva Road in the plan area were commercial or industrial in nature. Meanwhile, the plan areas east of Interstate I-15 along 400 South and 400 North remain almost entirely residential. In addition, the areas east of I-15 along Center Street and 800 North are mixed use with a majority used as residential, office space and lodging/hospitality.

While a mix of uses is increasingly seen as a desirable development type in center cities, the types of commercial and industrial uses that remain in the western project area are largely incompatible, and in some cases, actively detrimental to the surrounding residential, commercial and planned redevelopment uses. Significantly the legacy of environmental contamination caused by historic industrial and heavy commercial uses has hindered new commercial development that could be beneficial to and serve area residents and employees.

### GENEVA STEEL

As noted above prior research on the Geneva Road Area's environmental conditions tends to focus on the Geneva Steel site, which is a well-known former brownfield site that was cleaned up and is in the first phase of redevelopment as of this plan's writing.

The Geneva Steel company served as a significant regional employer and economic engine until its closure in 2001. This resulted in the loss of nearly 900 jobs. While the closure of the plant had a negative impact on the local economy, the remediation and development of the Geneva Steel property has brought significant new growth.

As noted above prior research on the Geneva Road Area's environmental conditions tends to focus on the Geneva Steel site, which is a well-known former brownfield site that was cleaned up and is in the first phase of redevelopment as of this plan's writing.





## ROCKY MOUNTAIN POWER

Despite development pressures related to the lack of readily developable land in central Utah County, many properties in the GRA are underutilized and several are vacant. One such vacant site includes the Rocky Mountain Power site. The Rocky Mountain Power site is a 2.8-acre site in the northwestern corner of the plan area located between Geneva Road to the west and N 1565 West to the east and between two automotive entities to the north and south. It is currently vacant and surrounds the power substation on the north, east and south sides. The area west of the power substation and between portions of the Catalyst site has been used as an auto wrecking yard (Blue Ribbon Auto) since circa 1970s.

North of the site is a mix of industrial and heavy commercial uses, including auto uses, towing yards and steel manufacturing that were developed from previously vacant land circa 1980. East of the site are two large lots totaling over 8 acres and used as construction storage. The storage areas include construction

debris and earth mounds, piles of piping and concrete, construction vehicles and various tanks and vessels. To the south is W 960 North, which includes multiple small lots that have been used as commercial enterprises such as various automotive, mechanical, wood turning, small engine repair and warehousing operations (NETROnline, Environmental Risk Information Service (ERIS) City Directory report, February 28, 2018.)

The City identified the Rocky Mountain Power site as the “catalyst” site for the Imagine Orem: Geneva Road plan, meaning that redevelopment of this brownfield site would encourage the redevelopment of the underutilized sites surrounding it for employment generating uses that are consistent with the community’s vision for the area.

South of the catalyst site is the former Consolidated Red-E-Mix concrete batch plant and auto repair uses occupied by three or four separate businesses shown below.

Figure 3.3: Aerial Photo of Rocky Mountain Power site (blue) with adjacent businesses shown







### 3.3 ENVIRONMENTAL CONCERNS

Many area residents have great concerns and uncertainty about the environmental conditions of properties in the Geneva Road area. Environmental concerns expressed by survey respondents included soil contamination, hazardous waste, poor air quality, protection of public health, and overall stigma of pollution in the area.

As stated above, the Geneva Road area has a rich history of commercial and industrial uses that has provided employment opportunities for area residents. Unfortunately, this history has also resulted in areas of environmental concern that must be addressed in order to facilitate redevelopment of vacant and underutilized sites and improve health outcomes for area residents.

The Geneva Steel property is a Comprehensive Environmental Response and Remediation Liability Act No Further Remedial Action Planned (CERCLA-NFRAP) site. This means that the site does not need any further remediation. Numerous releases have been identified on this site. Interviews with Utah Department of Environmental Quality officials suggest no impacts are likely to the Geneva Road project area from releases at the former Geneva Steel site.

Geneva Rock and Staker Parson Co. both had reports of oil spills to surface soils. Geneva Pipe had underground storage tanks (USTs) and leaking underground storage tanks (LUSTs) removed from the site circa 1994. No information regarding environmental cleanup of these issues was available for review.

A list of identified “regulated facilities” in the project area is shown in the table at right. A regulated facility is any entity that is required to report to a regulating entity such as the EPA or UDEQ under any of the State and Federal environmental regulations such as the Clean Air Act, Clean Water Act, Resource Conservation and Recovery Act, or Underground Storage Tank rules. Examples of larger facilities that are likely regulated under multiple regulations include petroleum refineries, electric utilities, and wastewater treatment plants whereas examples of minor facilities include gas stations, manufacturers and neighborhood dry cleaners.

### 3.4 BROWNFIELD INVENTORY

Having analyzed the historic land uses and suspected environmental concerns of current and former commercial and

Table 3.1: List of Regulated Facilities in Geneva Road

Business	Industry
RT Manufacturing Inc.	Printing- Rocky Mtn Printing
Staker Parson Co	Waste Recycling
Western Metals Recycling	Metals Recycling
Designer Marble and Contractor Services	Wholesale Construction Supply
Ecocraps – Compost	Solid Waste facility
DCD-Orem Transfer Station	Solid Waste facility
Former PBI Freight Services	LUST – LUST closed in 11/1995
U.H.P. HDQTRS	LUST – LUST closed in 1/1999
Rocky Mountain Land Holdings	LUST – LUST closed in 9/2014
Crest CFN	LUST – LUST closed in 8/2005
Pittsburgh Paint and Glass	Paint and Finish Supply
Mity-Lite Inc.	Banquet Furniture Manufacturer
Geneva Pipe Co.	Pipe Manufacturer; LUST – LUST closed in 11/1995
Geneva Rock Products	Rock and Asphalt Manufacturing
AMICO Klemm	Ornamental and Architectural Wholesale Manufacturing
Parish Chemical Co.	Defunct Chemical Manufacturer
SPA Mechanic	Auto Repair – UST List
Geneva Works Benzol Plant	LUST – LUSTS (2) closed in 4/1998
7-Eleven	Gas Station– UST List
Old Consolidated E-Mix	Former concrete batch plant– UST and LUST – LUST closed in 9/1996
Sunrider	Unknown– UST List
Pit Stop Hobbies	Automotive Retail– UST List
The Stop	Unknown– UST List with 4 existing tanks
Trafalga Family Fun Center	LUST closed in 11/2003
Gas-N-Go #14	LUST closed in 8/1994
Stesan’s Travel Stop	LUST closed in 1/2011
United States Welding, Inc..	LUST closed in 12/1995



industrial properties in the Geneva Road corridor, the planning team compiled a comprehensive brownfield inventory.

A brownfield inventory is a list of brownfield sites obtained through publicly available information and research. It is an important tool that can be used to guide public land use planning decisions as well as develop private interest in available underutilized sites with existing infrastructure.

The brownfield inventory for the Geneva Road area includes the name, location and descriptive characteristics of potential brownfield sites.

There are many benefits to conducting a comprehensive brownfield inventory. For example, it can:

- Confirm that areas of suspected contamination are brownfield sites in need of clean-up;
- Serve as a resource during review of planning or zoning requests;
- Market underutilized sites to developers in order to catalyze redevelopment;
- Prioritize preparation of shovel-ready sites to promote redevelopment; and
- Educate residents about environmental hazards in the community.

In order to develop a brownfield inventory for the Geneva Road area, the BRS consultant team reviewed data available from the City of Orem, UDEQ, the Utah County Tax Assessor's Office, and the Environmental Risk Information Service (ERIS) City Directory report, as well as historic aerial photographs from NETROnline and the United States Geological Survey. The preliminary inventory was supplemented with a comprehensive windshield survey of suspected brownfield sites on January 17, 2018, to confirm site conditions and uses, verify the information obtained from various data sources and visually document the sites.

BRS compiled a comprehensive brownfield inventory spreadsheet and map that are shown on the following pages.

Figure 3.4: Examples of brownfield sites in the Geneva Road corridor

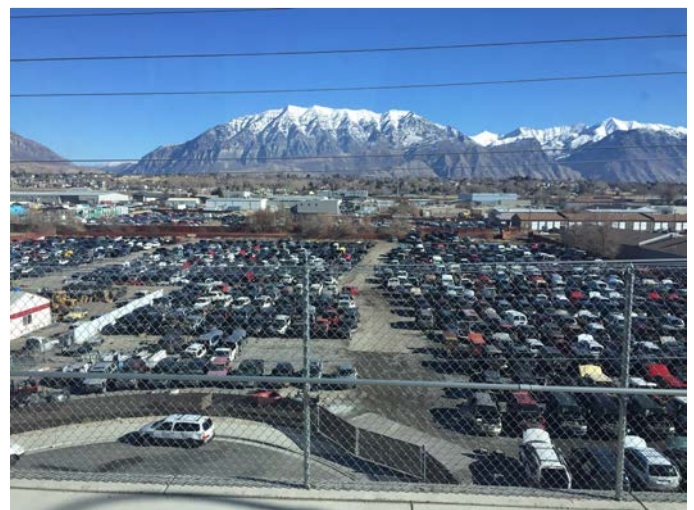




Figure 3.5: Geneva Road Corridor Brownfield Inventory

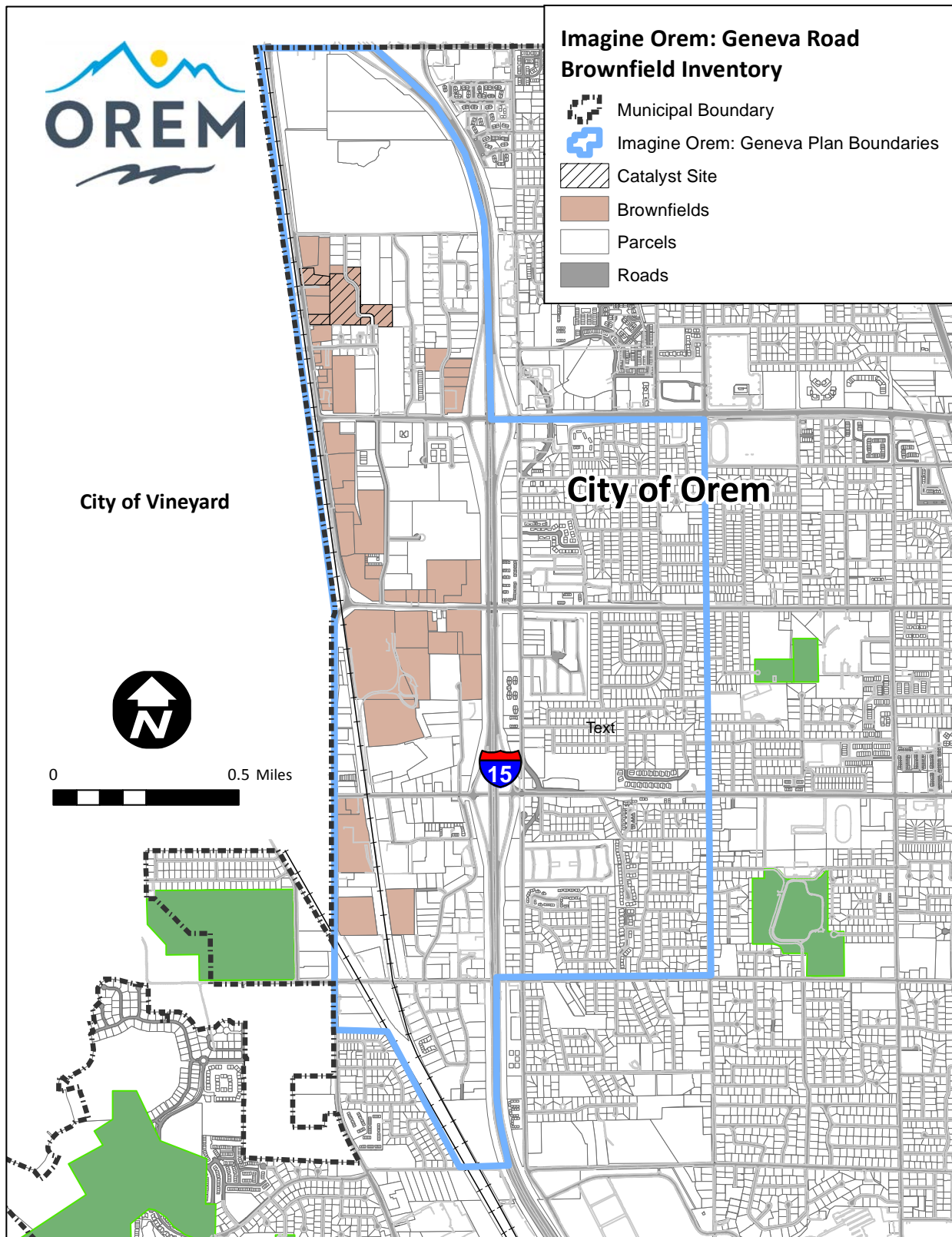




Table 3.2: Geneva Road Corridor Brownfield Inventory (Annotated)

Site Name	Site Address	Serial Number	Owner
Rocky Mountain Power	1059 N 1565 W	17:032:0019 57:009:0006 17:029:0001 17:029:0034	Utah Power and Light
	1116 N 1565 W	57:009:0005	
Hale's Land LLC	1641 W 1200 N	37:324:0002	Hale's Land LLC
Duane's Auto Wrecking	1190 N 1600 W	37:324:0001	DAJ Properties LC
1117 N 1565 W	1117 N 1565 W	57:009:0007	Peterson, Donald D & Linda L
JL N Orem	No address (W 1200 N, east of Rocky Mtn Power)	17:032:0128 17:032:0129	JL N Orem LLC
Blue Ribbon Auto Wrecking	990 N 1600 W	17:029:0007	Loveland, William Jeffery & Susan T
	990 N Geneva Rd	17:029:0006	
Russ' European Only Auto Salvage	802 N Geneva Rd	17:029:0023	Price Enterprises Inc
Price Enterprises	property directly N of 802 N Geneva Rd	17:029:0022	Price Enterprises Inc
880 N Geneva Road	880 N Geneva Rd	57:087:0001	Tingey, Thomas L & Sherie Lee
Raully's Auto Repair	890 N Geneva Rd	57:087:0002	Raul Uribe
LJ'S Auto Repair	910 N Geneva Rd	55:716:0002	Perry, Helen Ferre & Evan Lee
	920 N Geneva Rd	55:716:0001	
RG Automotive	936 N Geneva Rd	55:716:0003	Bennett, Cyndy B
947 N Geneva Road	947 N Geneva Rd	55:716:0004	Rough Country Property LLC
1635 W 960 N	1635 W 960 N	55:083:0006	John A & Anne K Taylor
Roberts Mechanical	966 N Geneva Rd	55:083:0007	Roberts Mechanical LLC
Limitless Towing	1020 N Geneva Rd"	17:029:0030	Rocky River Leasing LLC
Dave Adams G3 Collision Repair	899 N Industrial Park Dr	53:444:0003	DF Adams Properties
Wern Metals Recycling	840 Industrial Park Rd	53:002:0021	Blue Sky Properties LLC
Former Consolidated Ready Mix	1580 W 800 N	44:210:0001	Boggess-Draper Company LLC
Questar Gas	906 N Geneva Rd	50:070:0001	
Alabama Metal Industries Orem	212 N 1330 W	55:363:0003	Il Capo LC
Geneva Pipe	1465 W 400 N	18:009:0036 18:009:0147 18:009:0151 18:009:0031	Geneva Pipe Company, Inc.
Geneva Rock Products	1565 W 400 N	18:009:0090 18:009:0035 18:009:0037 18:009:0038	Geneva Rock Products, Inc.
Stephenson Bowen	1412 W 400 N	17:031:0168	Bowanoni Enterprises
Advanced Collision Repair	1450 W 400 N	17:031:0036	Advanced Collision Repair LLC
Stauffer's Towing and Recovery	1468 W 400 N	17:031:0098	Commerical Enterprises LLC
Mity Lite	1300 W 400 N	46:728:0001	Mt. Orem LLC
Simtek Fence	1330 W 400 N	17:031:0169 46:728:0002	Wilson Holdings LLC
Staker & Parson Companies	463 N 1500 W	35:467:0001	Staker & Parson Companies
	470 N Geneva Rd	35:566:0001	
Dunn Recycling	520 N Geneva Rd	35:566:0002	ESAD Investments LC
MCR Recycling	550 N Geneva Rd	17:031:0151 17:031:0142	Myron's Auto Wrecking Inc
	680 N Geneva Rd	17:031:0140 17:031:0167	
Clegg's Car Care	20 N Geneva Rd	36:314:0004	V-BECK LC
Clegg's Automotive	1599 W Center St	36:314:0006	Clegg Family Limited Partnership
Kurt's Auto Wrecking/UT Pic A Part	255 S Geneva Rd	18:008:0105 18:008:0110 18:008:0109	S-C Utah Realty LLC





## 3.5 ZONING

The City of Orem recognizes that it will be necessary to adopt zoning for the Geneva Road area that facilitates the mix of land uses proposed in the development scenarios above. Land use in the Imagine Orem: Geneva Road Area – like the rest of the City of Orem – is governed by Chapter 22 of the Municipal Code. Reflecting the diversity of land uses within the Geneva Road Area, the zoning classifications in the project area are a mix of industrial, commercial, residential, and planned development zones. However, the majority of the project area – including the catalyst site – is zoned M2. This is reflective of the character of land use activities in this area since the mid-20th century. Significantly, the Geneva Road Area is also the only area of the City that contains industrial zoning districts.

### MANUFACTURING ZONES

According to Article 22-9 of the Municipal Code, Manufacturing, and Research and Development Zones, the objective of the City's industrial zones is to "provide areas within the City where accessibility to interstate transportation and arterial streets is convenient, and where the potential for aggregation of related or interdependent industries is significant."

There are two industrial zones in the Geneva Road Area: M1 and M2. The M1 zone is established to provide areas where light intensity industrial activities and uses can be developed. The M2 zone is established to provide areas where heavy intensity industrial activities and uses can be developed.

### COMMERCIAL ZONES

In addition to industrial zoning districts, the Geneva Road Area also has a small amount of commercial zoning along the east side of the I-15 corridor, Center Street and in the lower portion of the plan area around the intersection of Geneva Road and 400 South. The objective of Commercial and Professional Office Zones is to provide areas within the City where commercial and service uses may be located.

There are three (3) primary commercial zones are present in the Geneva Road Area: C1, C2 and HS. Permitted uses generally correspond to the zone purposes described above. In the Geneva Road Area, properties zoned C1, C2 and HS serve the commercial needs of residents, commuters, and industrial users, including offices, retail, gas stations and convenience stores, restaurants, and personal service establishments.

### RESIDENTIAL ZONES

There is a significant amount of residential zoning in the eastern part of the plan area on the opposite side of I-15 from Geneva Road's industrial uses. This reflects the historic development of housing for Geneva Steel employees in the mid-20th century that has largely been retained in the Geneva Heights, Orem Park and Sunset neighborhoods.

This includes several mobile home parks which have been grandfathered in under the current code. According to Article 22-18, mobile home parks were previously allowed on parcels of at least two (2) acres and the land uses standards provided in this section continue to apply to these developments. However, Orem will not issue a conditional use permit for any new mobile home park.

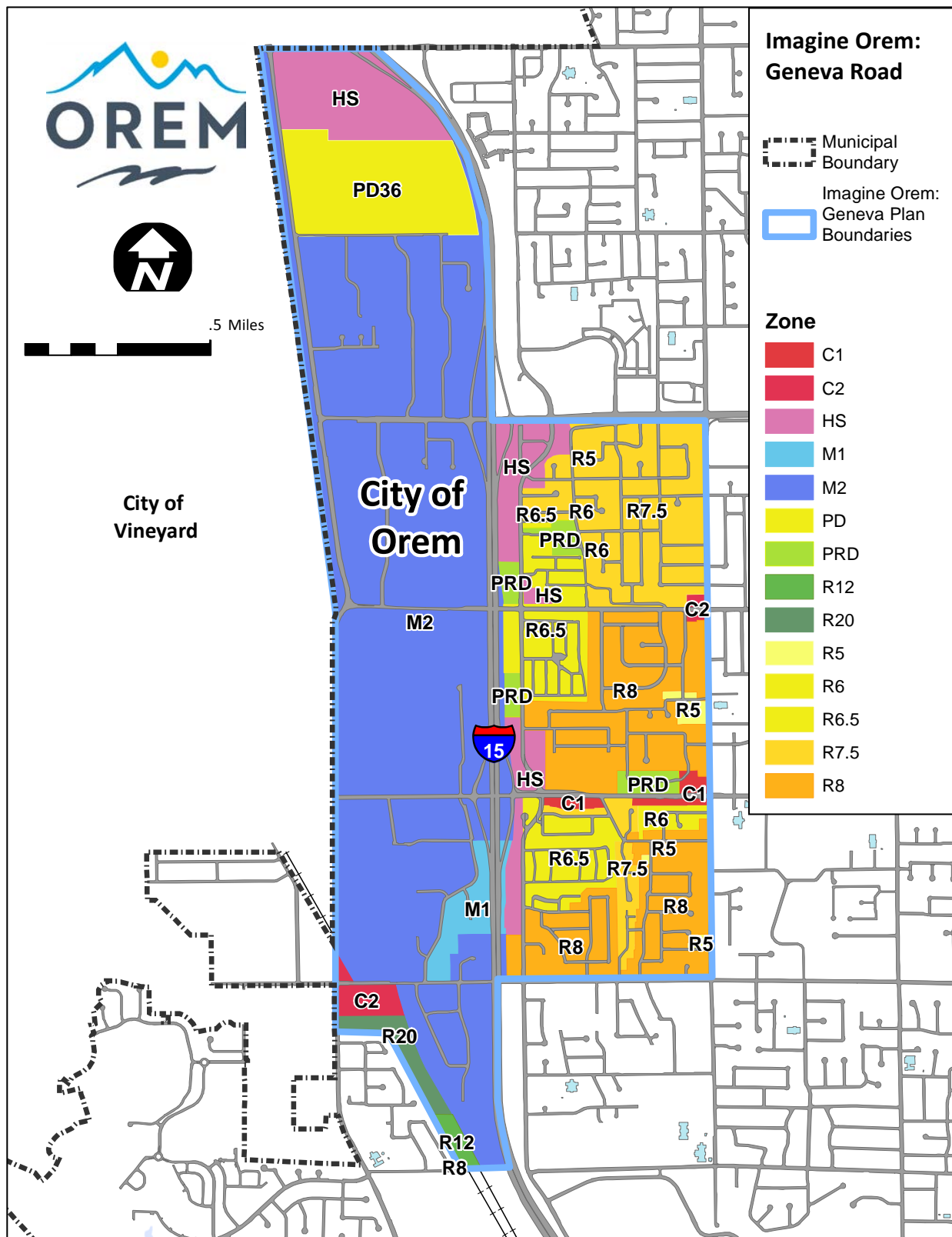
### PLANNED DEVELOPMENT ZONES

Finally, there are two Planned Development (PD) Zones in the plan area: PD-36 on the Williams Farm property in the far northern part of the Plan Area, and PD-41 on 1200 West Center Street. PD Zones are the only residential zones in the plan area that has been considered for redevelopment.

The purpose of the PD zones is to provide flexibility in the City's zoning scheme in order to allow for unique, innovative and well-planned developments that would not be possible under one of the City's existing zoning classifications yet protect the character and quality of neighboring properties. Significantly, a PD zone may only be applied to a parcel or a combination of parcels totaling at least three (3) acres.



Figure 3.6: Land Use in the Imagine Orem: Geneva Road Area





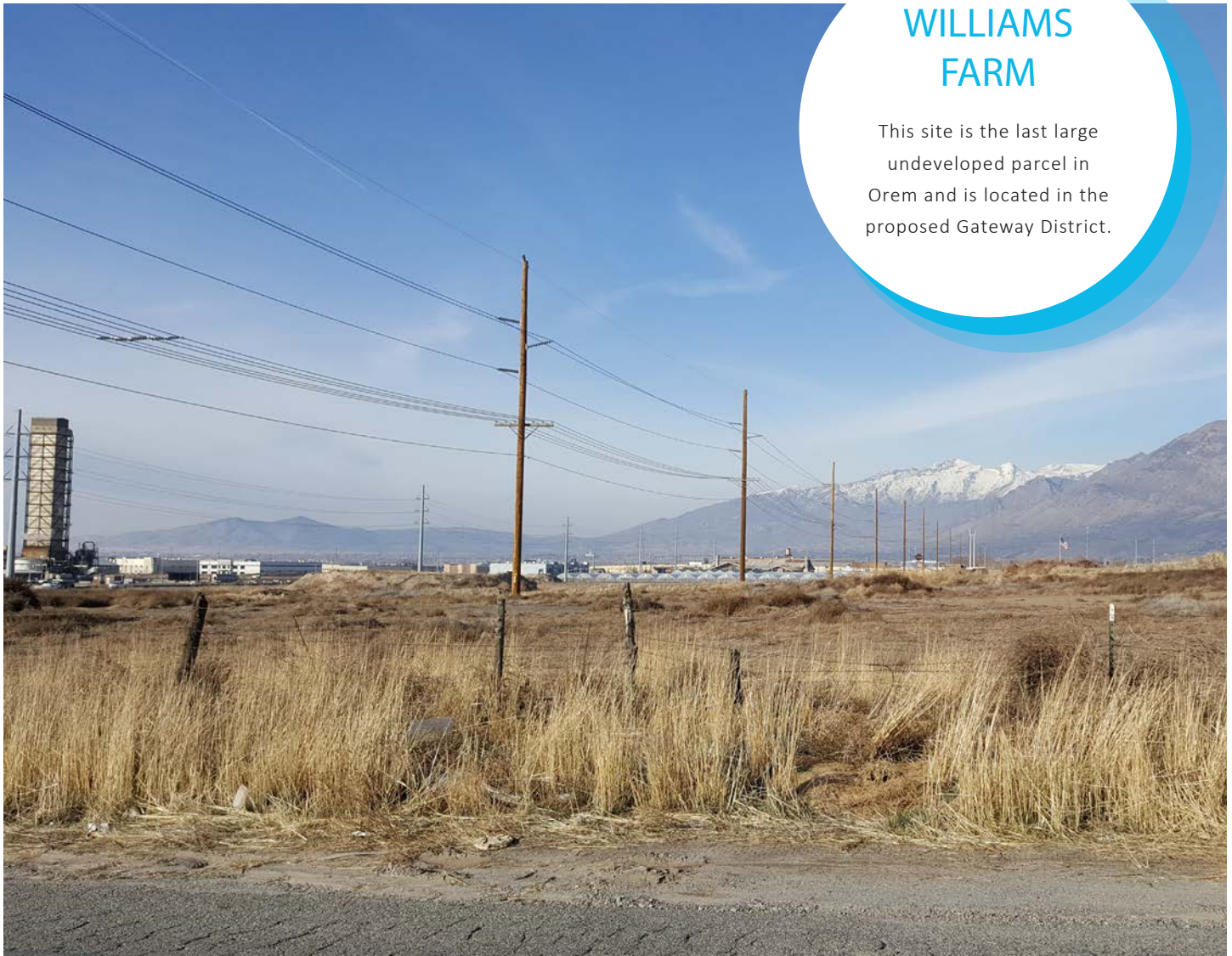




**TRANSPORTATION**



Figure 4.1: Northwest corner of 1200 North and Geneva Road with Vineyard and Lindon in the distance



## WILLIAMS FARM

This site is the last large undeveloped parcel in Orem and is located in the proposed Gateway District.

## 4.1 TRANSPORTATION NETWORKS

Orem is projected to increase from a 2010 population of just over 88,000 residents to 123,000 residents by 2060 according to 2010 U.S. Census & Governor's Office of Planning and Budget 2013 projections. Orem is bounded to the east by mountains, to the west by Utah Lake, and to the North and South by neighboring communities.

Because of these boundaries and the built-out nature of the City, Orem will not face the same kind of dramatic growth and related development issues that will impact many other basin

communities. However, Orem – and the Geneva Road Area particularly – will be impacted by the redevelopment of the City of Vineyard. According to the Central Utah Water Conservancy District, this area is projected to experience tremendous growth and house 90,000 residents by 2060.

One of the benefits to redeveloping brownfield sites is that developers seeking desirable locations for industrial and commercial uses often look to these locations for their connections to existing water and sewer infrastructure, energy and telecommunications utilities, energy resources, and especially, transportation networks.





Meanwhile, communities benefit from siting new industrial and commercial uses on brownfield sites because the redevelopment of these sites helps attract new businesses, jobs and tax revenues to areas that were previously underutilized.

According to the American Society of Civil Engineers Utah Section's (ASCE Utah) Report Card, Utah's public infrastructure systems are at "a crossroads of historic growth." Orem, like many other parts of the state, has seen a transition in infrastructure use from agricultural to urban, especially when it comes to water infrastructure.

## TRANSPORTATION MASTER PLAN

Between now and 2040, the population in Orem is projected to grow by 20,800 or 23% overall. While considered moderate growth, the larger growth of the greater region is expected to be considerable. Of the vehicle traffic on Orem's roads, a significant portion is projected to be from non-residents. Further, modeling for the year 2050 shows that Geneva Road needs to be an expressway (one step below a freeway).

With this in mind, the City developed its 2015 Transportation Master Plan (TMP) to combat potential congestion and to coordinate the goals of Orem with the regional infrastructure planned and maintained by UDOT, UTA, Utah County and neighboring municipalities. The TMP includes projects separated into 10-year and 25-year windows for roadway, transit, bicycle and pedestrian improvements, as well as updated policies and guidelines for traffic management and design standards. The plan also outlines important design considerations for roadway design, access management, traffic calming, crosswalks, safety and connectivity.

Geneva Road is characterized as a 6-lane principal arterial route that provides an acceptable level of service (C or better) through the AWP study area. Running parallel to the east are Interstate 15 and 1200 West, an adjacent surface road categorized as a 2-3 lane minor arterial route that borders the study area's residential neighborhoods on the west. 1200 West is also rated acceptable except for the area around the intersection of Center Street, which is rated a D level of service but is expected to drop to an E without action.

Geneva Road is designated as a major truck route along the west edge of the city and 1200 West is designated as an alternative

truck route. These designations are intended to keep the impacts of truck travel limited to these routes and away from smaller and residential streets. As such, it is important to keep in mind the role these roadways serve within the entire transportation system.

According to the TMP, the preferred alternative to address increased transportation needs is light rail. Routes along Geneva Road with connection to downtown, the University and Vineyard are part of the vision plan in the Mountainland Association of Governments (MAG) Regional Transportation Plan and North County Transit Study, but are secondary to the preferred routes slated for Phase 1 and 2 in those plans. Currently the area is served by routes that run the length of Geneva Road and 1200 West with connection to State Street via 800 North. Operated by UTA, this service is flexible and able to expand and adjust routes and stops as demand changes. Another transportation alternative the city wishes to promote is bicycle and pedestrian options. The 2010 Orem Bicycle and Pedestrian Plan shows an extension of the bike lane on 1200 West, the addition of bike lanes on Geneva Road, several east-west connections spanning I-15 and planned bike routes through the neighborhoods along 800 West.

## ACCESS MANAGEMENT PLAN

The City has also executed an Access Management Plan (AMP) with UDOT for Geneva Road. This plan calls for new development on Geneva Road to have a single full-access point. All existing buildings must have a single shared access that is right in/right out. For a mid-block property, Orem will work with UDOT to get access at that location and require that there is a reciprocal access north or south that would be tied into adjacent properties. The AMP also mandates that the City work with property owners and developers to establish a site plan that provides for connections and site access. See the following figures for the Access Management Plan.

The City is also currently working with UDOT on several general plan amendments. Some changes to the Geneva Road corridor should be expected in the 2020 general plan update. These changes are related to potential right-of-way widening; as such, building setbacks along the Geneva Road corridor must accommodate future widening of the right-of-way.

Transportation diagrams illustrating the AMP transportation scenarios and proposed changes described above are shown on the following pages.



Figure 4.2: UDOT Conceptual Plan for Geneva Road. Map shown continuously from left to right onto second page. (Prepared by J-U-B)





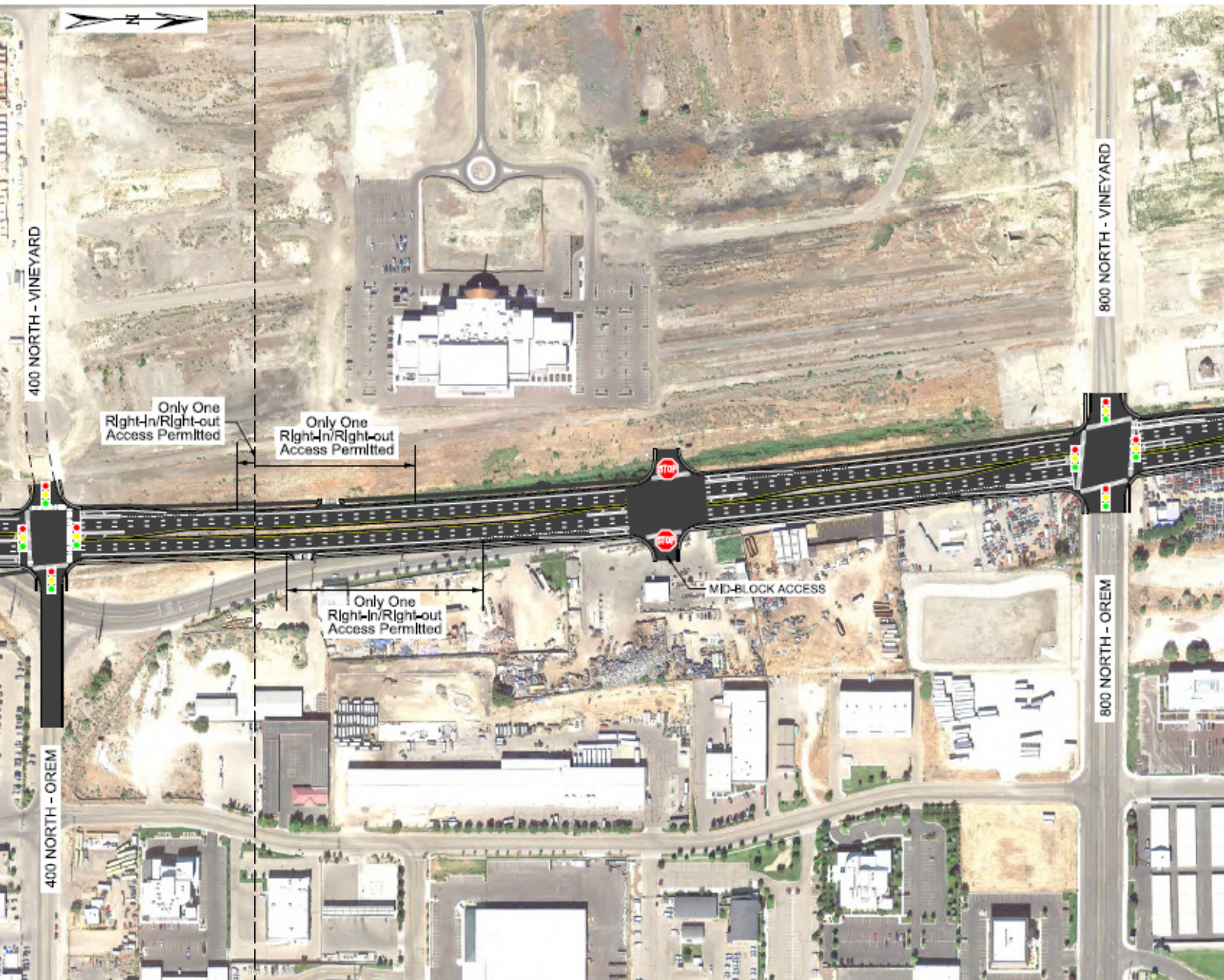




Figure 4.3: UDOT Conceptual Plan for Geneva Road. Map shown continuously from left to right onto second page. (Prepared by J-U-B)



Figure 4.4: Proposed Geneva Road Street Section

Principal Arterial (6-7 Lanes) – 141' ROW

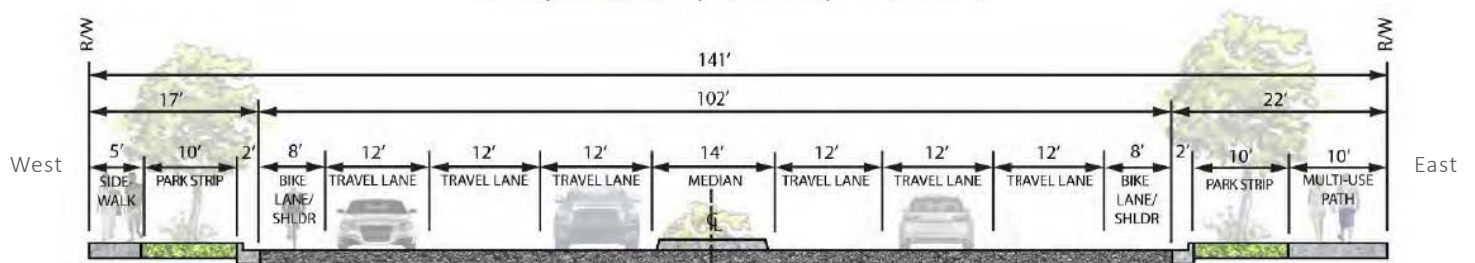






Figure 4.5: Imagine Orem: Geneva Roads and Transit

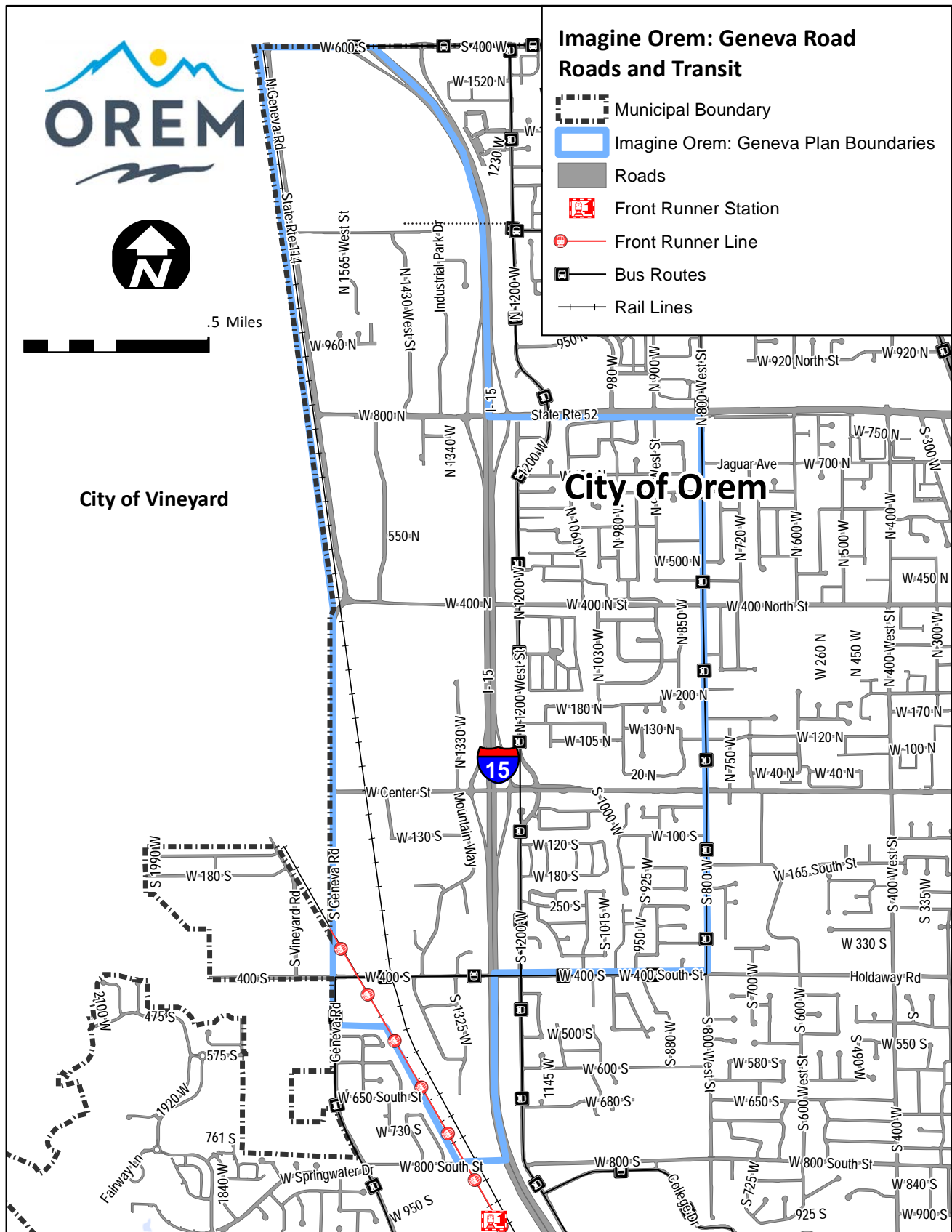




Figure 4.6: Imagine Orem: Geneva Road Street Connectivity Map







# MARKET ANALYSIS





## 5.1 MARKET OVERVIEW

In addition to conducting the brownfield and infrastructure inventories, BRS conducted a market study for the Geneva Road corridor. The purpose of this study is to provide information regarding real estate market comparables for the catalyst site group located along Industrial Park Road and Geneva Road between 800 North and 1200 North in the Orem Geneva Road Brownfield Study Area. All comparables are located within a 5-mile radius of the catalyst sites in the towns of Orem, Provo, Vineyard, American Fork, Lindon, Highland, Lehi, or Pleasant Grove.

Comparables are properties with characteristics that are similar to a subject property whose value is being sought. In this case, the characteristic being examined is limited to location, as the catalyst properties are all unimproved sites and the comparables are all existing buildings with a history of sales and/or rental transactions that demonstrate their market value. The catalyst sites are located within a district zoned for industrial and manufacturing use, whereas the comparables are located within various zoning districts not necessarily restricted to industrial use.

The comparables provided in this study offer a general locational comparability to the catalyst sites to infer the highest and best use of the site as a guide for potential future development. In addition to industrial comparables, neighborhood and community shopping centers (“retail”) and office space transactions are also provided for additional context, although neither retail nor office use is a currently approved use of the catalyst sites.

All data presented in this study is provided through Reis Services, a provider of commercial real estate market information and analytical tools for real estate professionals. The comparable properties data for this study includes transactions back to 2011 and is current as of the fourth quarter of 2017.

## 5.2 BROWNFIELD REDEVELOPMENT

As part of the planning process for the Geneva Road Area-Wide Planning study, several properties that are known or suspected to be brownfields have been identified based on their history of land use and, in some cases, documented environmental investigations. Redevelopment on brownfields may be complicated by many factors. The cost to investigate and re-mediate a contaminated site is sometimes difficult to assess accurately, and often operates as an iterative process of gathering and evaluating evidence for on-site contamination.

The type and spatial extent of the contamination may also influence the type of redevelopment that is permitted following completion of the site’s remediation. For example, the site remediation regulations of the Utah Department of Environmental Quality will allow contamination to remain on-site after remediation under certain conditions, when institutional and engineering controls have been put in place to protect the public from the residual contamination. In this case, where a site may not have been fully re-mediated to the so-called “unrestricted” standard (meaning that the use of the land in the context of the environmental contamination is unrestricted), certain types of post-remediation development, such as residential or community facility uses, may be restricted. These considerations must be fully evaluated and included with any redevelopment plans.

In general, appraisal methodology determining the discount to fair market value for perceived or known contamination is not simply to deduct the cost of the cleanup from a commonly accepted value of the property. In the absence of market data or a market value for the property, contaminated properties may be treated as special purpose properties with a distinct value in use to the owner so long as the owner continues to operate the facility. In other words, when the contaminated property is in use, normal assessment techniques prevail. Discounting estimated contamination costs is not used for determining value where a sophisticated seller and a sophisticated buyer, aware of contamination and an estimate of clean-up costs, freely negotiated a sale price for the property.

## 5.3 LOCAL CHARACTERISTICS

According to a recent analysis completed by Newmark Grubb ACRES Commercial Real Estate, the Utah County industrial market continues to reflect a robust economy with sustained growth and low vacancy rates. New, high-quality industrial space is not readily available in Utah County and several developers are reported to be building to meet demand. Most new construction is being built in the northern part of the county, especially in Lindon, American Fork and Lehi. However, developments in south Utah County, such as Mountain Vista Business Park in Provo’s East Bay area, have experienced substantial new construction and will continue to add space. New industrial developments are expected to continue to push vacancy rates slightly higher.

The availability of industrially zoned space, underdeveloped and undervalued in an area close to Utah Valley University and its strong culture of research and support for hi-tech start-ups provides the Geneva Road Area an obvious competitive advantage as land for



new development becomes more limited. The Geneva Road Area is located in a thriving economy strong on the fundamentals with a highly educated workforce and supportive government policies that can drive redevelopment of brownfields to highly productive industrial, research and varied manufacturing uses.

## 5.4 COMPARABLES

### INDUSTRIAL COMPARABLES

Industrial properties include multi and single tenant buildings of 10,000 square feet or more and may be further distinguished as: Flex Office/R&D, Manufacturing, Warehouse, General Light Industrial, Distribution Center, Commercial/Industrial, and Commercial Building. Flex Office/R&D is a specialized type industrial building development with a minimum total office percentage of 25% and consisting of either Warehouse/ Distribution and/or specialty industrial space; such as Research & Development and High-Tech space. Other building characteristics will be consistent with Warehouse/ Distribution properties such as loading docks, dock-high doors, and high clear heights, with an addition of high-tech characteristics such as non-medical labs, showrooms, and retail. Excluded from this category are Office Showroom, Light Manufacturing, Medical Research Laboratories, Incubator Laboratories, Medical Centers/ Offices, Retail Showrooms, and Data Storage Centers.

As presented in Figure 5.1 below, forty-five (45) sales transactions were recorded in the search area between 2011-2017. The most common transaction by property type were Commercial/Industrial buildings (20), followed by Warehouses (8), Flex Office/R&D (7), Light Industrial (4),

Commercial Building (3), Manufacturing (2), and Distribution Center (1).

Lindon City, which adjoins Orem to the north, had the largest number of industrial comparables (19) followed closely by Orem (18). Orem had the largest number of Flex Office/R&D comparables of all the locations. The Flex Office/R&D comparables in Orem are all located in an area directly adjoining the catalyst sites on Industrial Park Road.

The figures on the following page presents the industrial comparable transactions by city and by year, demonstrating a dramatic growth in transactions year over year with the largest number of industrial comparable transactions (16) happening in 2017.

Table 5.1: Industrial Comparables by Geography (2011-2017)

Industrial Property Sales 2010-2018								
City	Property Type							Total
	Comm. Bldg.	Comm.- Industrial	Dist. Center	Flex Off.- R&D	Light Industrial	Mfg.	Whse.	
Lindon	-	11	1	-	1	1	5	19
Orem	2	7	-	5	1	-	3	18
Provo	1	1	-	1	-	1	-	4
Pleasant Grove	-	1	-	-	1	-	-	2
American Fork	-	-	-	-	1	-	-	1
Vineyard	-	-	-	1	-	-	-	1
<b>Total</b>	<b>3</b>	<b>20</b>	<b>1</b>	<b>7</b>	<b>4</b>	<b>2</b>	<b>8</b>	<b>45</b>
Source: Reis, Inc.								



Figure 5.1: Industrial Comparables by Geography

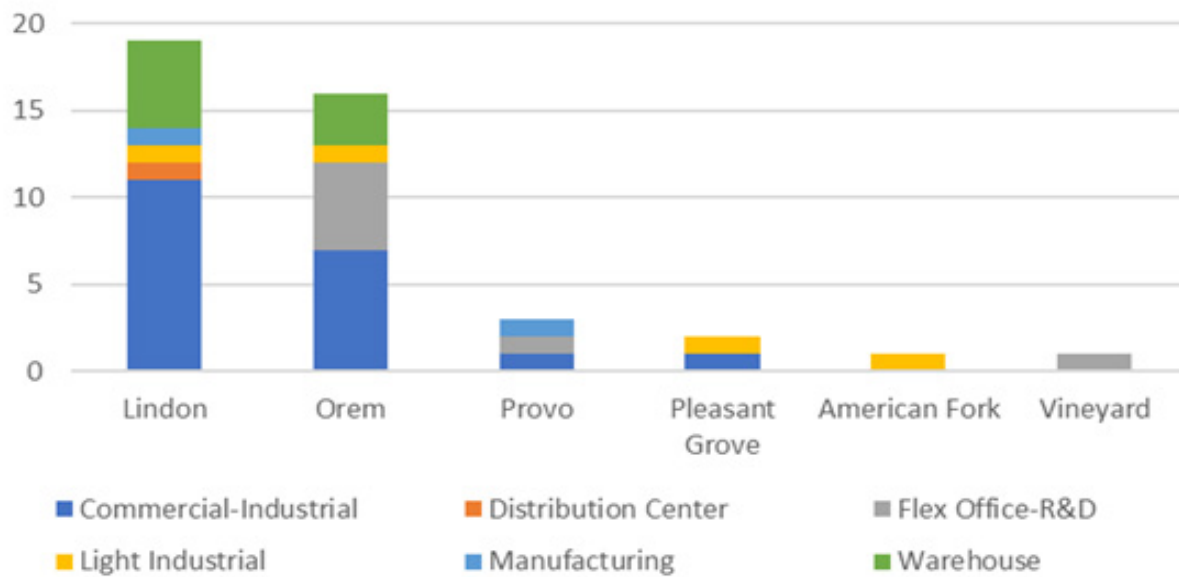
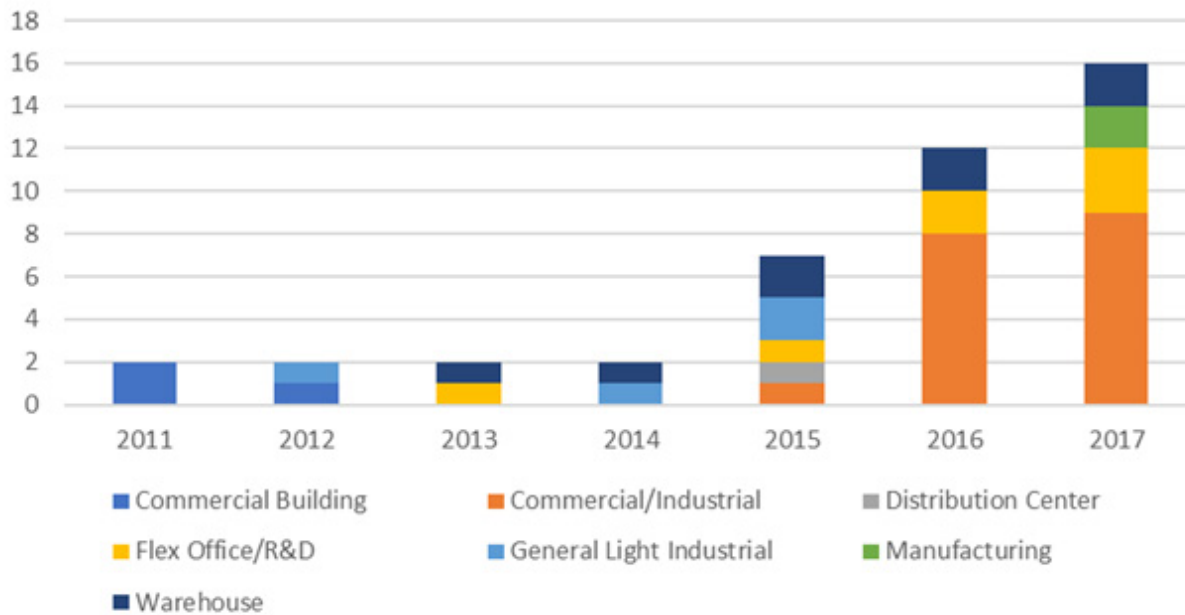


Figure 5.2: Industrial Property Comparables by Year





## RETAIL COMPARABLES

Retail rent comparables include multi-tenant neighborhood and community shopping centers of 10,000 square feet or more. A total of nineteen (19) such neighborhood and community shopping centers were identified in the 5-mile radius search area around the catalyst sites, including fourteen (14) in Orem, 4 in Provo and 1 in Pleasant Grove. Rent at these retail centers varies between \$10 and \$27.55 per square foot for non-anchor tenants, with the most expensive space being located along University Pkwy. in Orem. These are shown in Figure 5.2 below.

## OFFICE COMPARABLES

Office rent comparables include multi and single tenant buildings of 15,000 square feet or more. A total of thirty (30) such developments were identified in the 5-mile radius search area around the catalyst sites, including fourteen (14) in Provo, 6 in Orem, 5 in American Fork, 3 in Lindon, and 2 in Pleasant Grove. Rent at these retail centers varies between \$11.44 and \$22.83 per square foot. These are shown in Figure 5.3 below.

Existing office space in the Geneva Road Corridor (VIA Motors)



Table 5.2: Retail Comparables (2011-2017)

Comparable Group Summary Stats				
Description	Low	Mean	Median	High
Current Asking Rent/SF (Anchor)(\$)	7.59	11.76	12.39	16.95
Current Asking Rent/SF (Nonanchor)(\$)	10.00	17.76	17.00	27.55
Current Vacancy Rate (%)	0.0	4.5	6.2	26.3
Operating Expenses/SF (\$)	1.24	3.01	3.36	4.68
Property Size (SF)	10,684	116,221	111,615	350,000
Year Built	1964	1985	1986	2009

Source: Reis, Inc.

Table 5.3: Office Comparables (2011-2017)

Comparable Group Summary Stats				
	Low	Mean	Median	High
Current Asking Rent/SF (\$)	11.44	19.30	19.04	22.83
Current Vacancy Rate (%)	0.0	22.5	2.9	100.0
Operating Expenses/SF (\$)	2.41	5.91	5.62	10.61
Property Size (SF)	11,350	40,517	32,260	128,881
Real Estate Taxes/SF	.84	1.68	1.48	2.68
Year Built	1995	1998	1998	2000

Source: Reis, Inc.



## 5.5 KEY INFORMANT INTERVIEWS

The second half of the market analysis began in January 2018 with BRS, Inc. working with local real estate developers, property owners and institutional leaders to gather information and identify economic development challenges and opportunities as they relate to the Geneva Area, as well as potential opportunities for changes in the area that could spur the highest and best forms of redevelopment. The purpose of the key informant interviews was to learn from the experiences and observations of economic development leaders beyond the City and the Steering Committee.

### FINDINGS

BRS asked interviewees how they perceived the relative market strengths of the Geneva Road corridor relative to other parts of the City and region and where they saw opportunities for new market-based commercial and industrial development in the Geneva Road corridor, and how possible environmental contamination from historic industrial uses in the area threatened redevelopment of the area. The sections below reflect the responses of interviewees to these questions.

#### Current Assets

The Geneva Road area currently has many assets, including its huge student population and adjacent location to nearby Vineyard. In addition, the Geneva Road area also already contains much of the infrastructure needed for development, eliminating the often lengthy and expensive process of installing new infrastructure. The Geneva Road area is located near many central roads, including I-15, 800 North, Center Street, and University Parkway, which promotes ease of accessibility in the area and visibility of developments from major thoroughfares. In addition, many companies locate to Utah County because of high quality of life, personal connections to the area, or desire to hire local residents, and Geneva Road's recent influx in development provides a strong foundation for attracting additional development to the area.

#### Opportunities

The Geneva Road area presents many opportunities for development. As highlighted earlier in this report, the City has nowhere left to grow except to redevelop existing properties. The Geneva Road area provides great redevelopment potential. In addition, there is strong demand for industrial development in both flex/office space and warehouse

distribution space as shown by the fact that industrial rents are at an all-time high and industrial vacancies are at an all-time low. If the City can tackle this remediation ahead of the curve, then the City will likely be ahead of the demand curve from a development perspective. Some ways that these opportunities could be turned into strengths is by accessing public funding for brownfield assessment and cleanup and working towards attracting companies from the Point of the Mountain or other areas as they are priced out.

#### Challenges

There are several challenges that this region faces. First, many of the available properties are potentially contaminated and not visually aspirational. Many people think of Geneva Road as a "second choice area." While there is good connectivity to major roads, the area itself does not provide good accessibility to businesses and other developments. These weaknesses have led some to believe that property prices are inflated along the corridor and do not reflect the true market value. Another challenge is related to the tendency for people to develop where it's easiest first before developing in more difficult or expensive sites, such as brownfield sites. If a tenant has a choice between a green site or a brownfield site, it's likely that the tenant will develop the greenfield site. Ensuring that there are proper incentives in place for development within the Geneva Road area will be key to diminishing this threat. While these challenges may impact the development of this corridor, the recent successful development of neighboring Vineyard provides a great example of how to turn a challenge into an opportunity.

#### Summary

Geneva Road presents many strengths and opportunities but is also hindered by a few substantial weaknesses and threats. Collaborating with city officials, developers, and other stakeholders to incentivize development within this area will be key to encouraging sustainable development that promotes this area's potential for becoming a hub for flex/office space and warehouse distribution space. The Geneva Road corridor already contains the backbones necessary for development; with a few additional improvements in street connectivity and brownfield remediation where applicable, the Geneva Road area has the potential to become a significant driver of economic activity in Orem and the region.



Figure 5.3: Opportunity - New industrial development in the Geneva



Figure 5.4: Threat - The Nitrogen Plant in Vineyard as viewed from West 1200 North in Orem (in process of being decommissioned).









**REDEVELOPMENT**



## 6.1 DEVELOPMENT CONCEPTS

The planning team evaluated a number of different redevelopment alternatives for key sections of the planning area, identified as districts, in order to address a need for high quality industrial, commercial and commercial mixed-use development that

- Supports remediation of current and former industrial sites;
- Provides jobs for Orem residents;
- Contributes to the City's tax base;
- Improves the overall appearance of the corridor; and
- Creates a well-defined sense of place.

The City and Consultant Team conducted robust public engagement over the summer of 2018 to formulate and revise the development scenarios shown on the following pages. Residents, business owners, property owners and other stakeholders had the opportunity to compare scenarios and vote for preferred scenarios as part of public outreach that occurred throughout summer 2018. The final redevelopment scenarios reflect this public input.

For digital engagement, the City launched a dedicated Imagine Orem plan website, [www.imagineorem.org](http://www.imagineorem.org), where members of the public could obtain information on the plan, timeline, background documents and opportunities for providing feedback. Similar information was also provided through the City's website and Facebook page. Planning staff also conducted outreach at the Orem's SummerFest event in June 2018, and directed residents and property owners to the new digital platforms to engage with

the planning process. The City later distributed a mail and online survey to all properties within the plan boundaries in July and August 2018, with over 400 respondents participating. Their responses are shown in Figure 6.3 on the following page.

Finally, on September 13, 2018, the City and Consultant team presented the development concept to major community stakeholders at a Steering Committee Meeting for review, discussion and comment. Later that evening a second public open house was held at Telos U where members of the public could view and engage with the planning team on the various scenarios, and provide feedback for revision. A dedicated children's activity was also provided for young people to identify their own vision for the redevelopment of the Geneva Road corridor.

Ultimately, three (3) preferred alternatives, identified as "districts" were selected. The three districts proposed for the Geneva Road corridor are the following:

### Proposed Geneva Road Districts

1. Gateway District - Geneva Road and 1600 N
2. Geneva Crossing District - Geneva Road and 800 N
3. Geneva Center District - Geneva Road and Center St

Figure 6.1: Community members discuss development concepts with planner at Open House





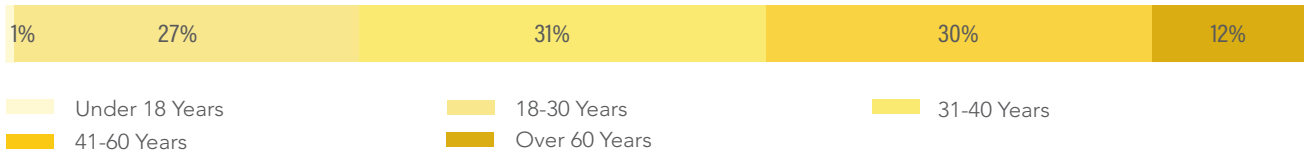
Figure 6.2: Proposed Districts





Figure 6.3: Responses from the public

### HOW OLD ARE YOU?



### DO YOU OWN A BUSINESS IN THE GENEVA ROAD AREA?



### WHAT ARE YOUR THOUGHTS ON THE GENEVA ROAD AREA?

Fine As Is:



Could Use Changes and Updates:



Should Only Be for Industrial Uses:



Should Include Industrial Uses and Compliment new Development in the Vineyard:



## WHAT PEOPLE SAID

*"Parks, walking and biking trails, recreational areas near the lake, controlled growth, walkable neighborhoods, safe neighborhoods."*

*"The roads are not the best, and there is little for those working down there. They should have more food options, etc."*

*"It needs to be cleaned up, look inviting for the new development, yet still maintain the thoroughfare that people have enjoyed for years as an alternate commuter highway."*

*"I would like a more bike/pedestrian friendly road."*

*"More dense walkable communities with mixed-use development, including light industrial."*

*"Shopping Centers, Markets, Restaurants, take some of the congestion away from University Place and State St."*

*"More complementary uses to development in Vineyard."*





Figure 6.4: Young people work on vision for Geneva Road at Open House



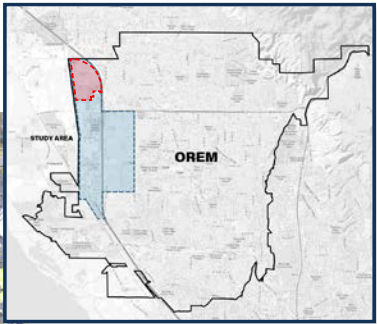
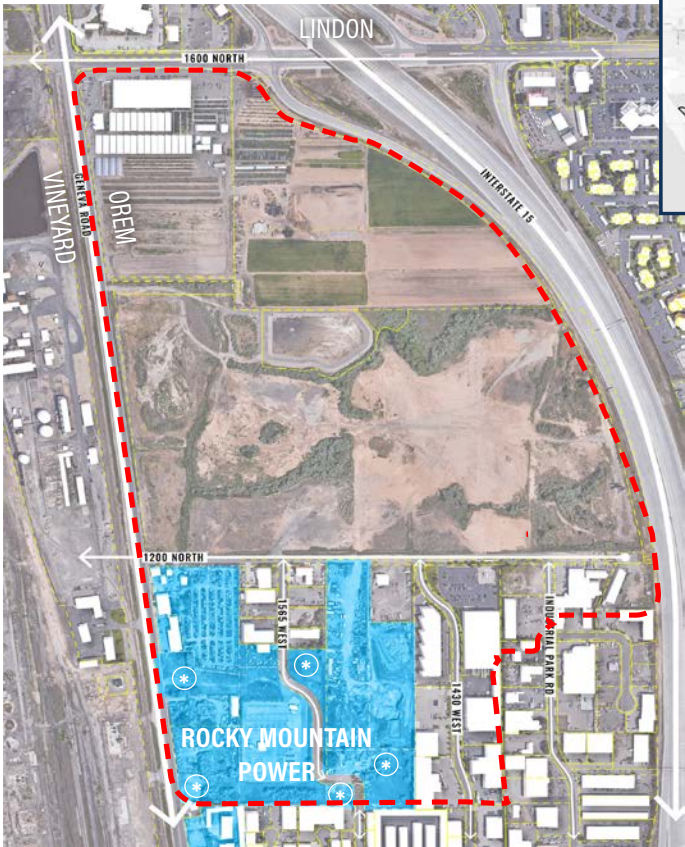




6.2 GATEWAY DISTRICT

EXISTING CONDITIONS

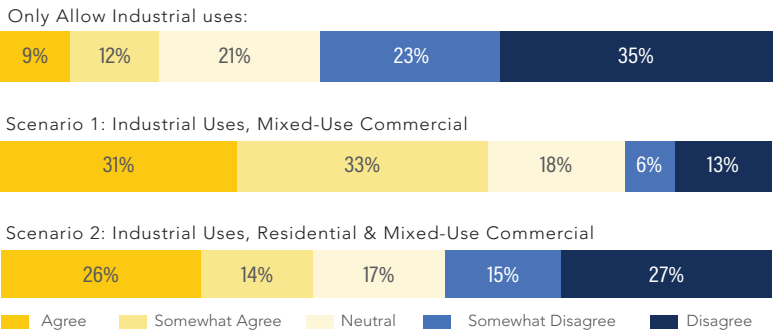
CATALYST SITE AREA: 6.7 ACRES  
DISTRICT AREA: 160 ACRES



- CURRENT LAND USES:  
**UTILITY, AUTOMOTIVE & MECHANICAL, AGRICULTURE**
- DISTRICT BOUNDARY
  - POTENTIAL BROWNFIELD SITE
  - CATALYST SITE

COMMUNITY FEEDBACK

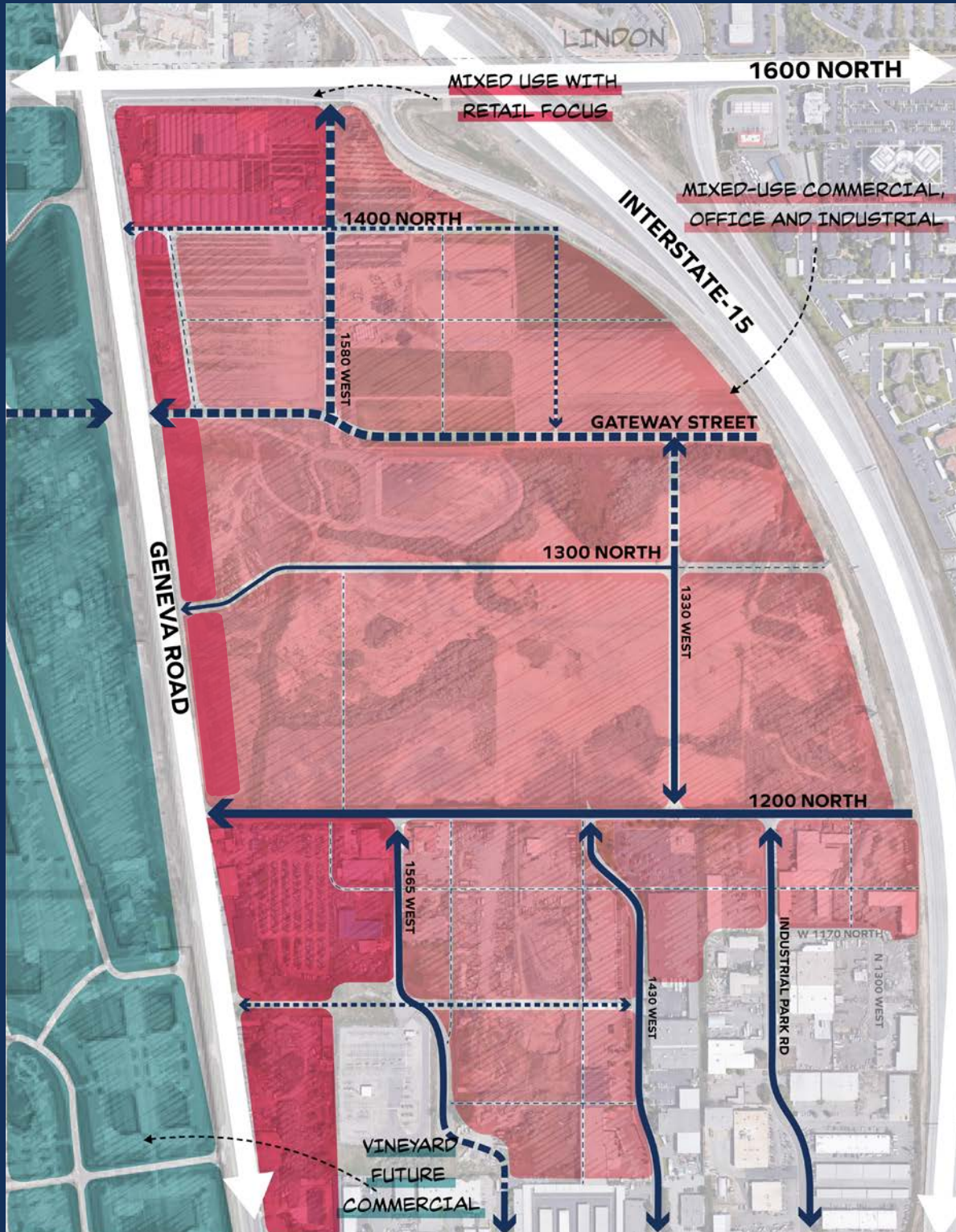
THE GATEWAY DISTRICT FEEDBACK



- LEGEND
- MIXED USE RESIDENTIAL
  - MIXED USE COMMERCIAL (OFFICE & LIGHT INDUSTRIAL)
  - MIXED USE COMMERCIAL (RETAIL & LIGHT INDUSTRIAL)
  - VINEYARD
  - PROPOSED CIRCULATION
  - EXISTING CIRCULATION
  - INTERNAL CIRCULATION

Figure 6.5: Proposed zoning configuration for the Gateway District

## ZONING CONFIGURATION



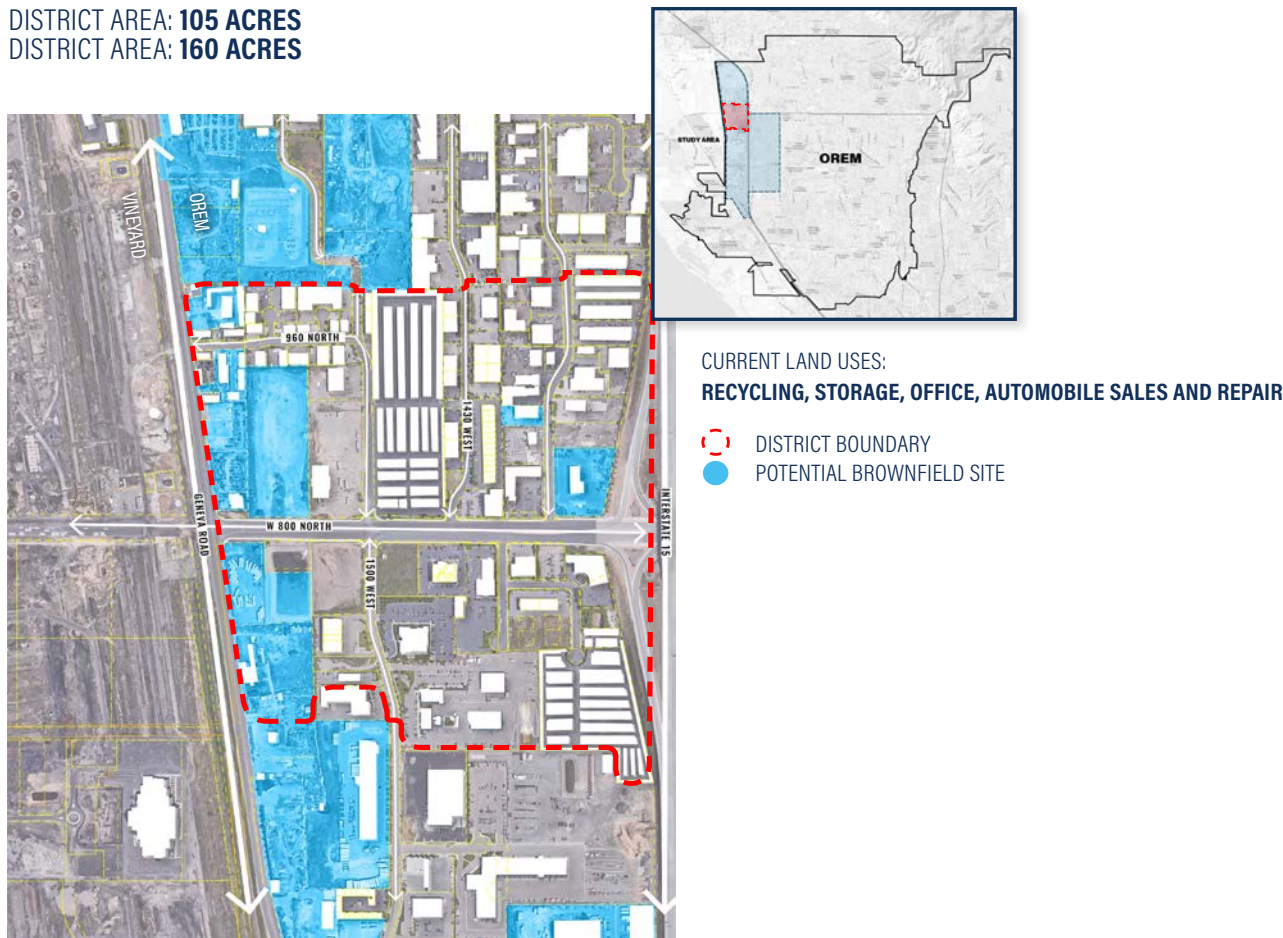




### 6.3 GENEVA CROSSING DISTRICT

## EXISTING CONDITIONS

DISTRICT AREA: 105 ACRES  
DISTRICT AREA: 160 ACRES



## COMMUNITY FEEDBACK

### THE GENEVA CROSSING DISTRICT FEEDBACK

Only Allow Industrial uses:



Scenario 1: Industrial Uses, Mixed-Use Commercial



Scenario 2: Industrial Uses, Residential & Mixed-Use Commercial



Agree    Somewhat Agree    Neutral    Somewhat Disagree    Disagree

### LEGEND

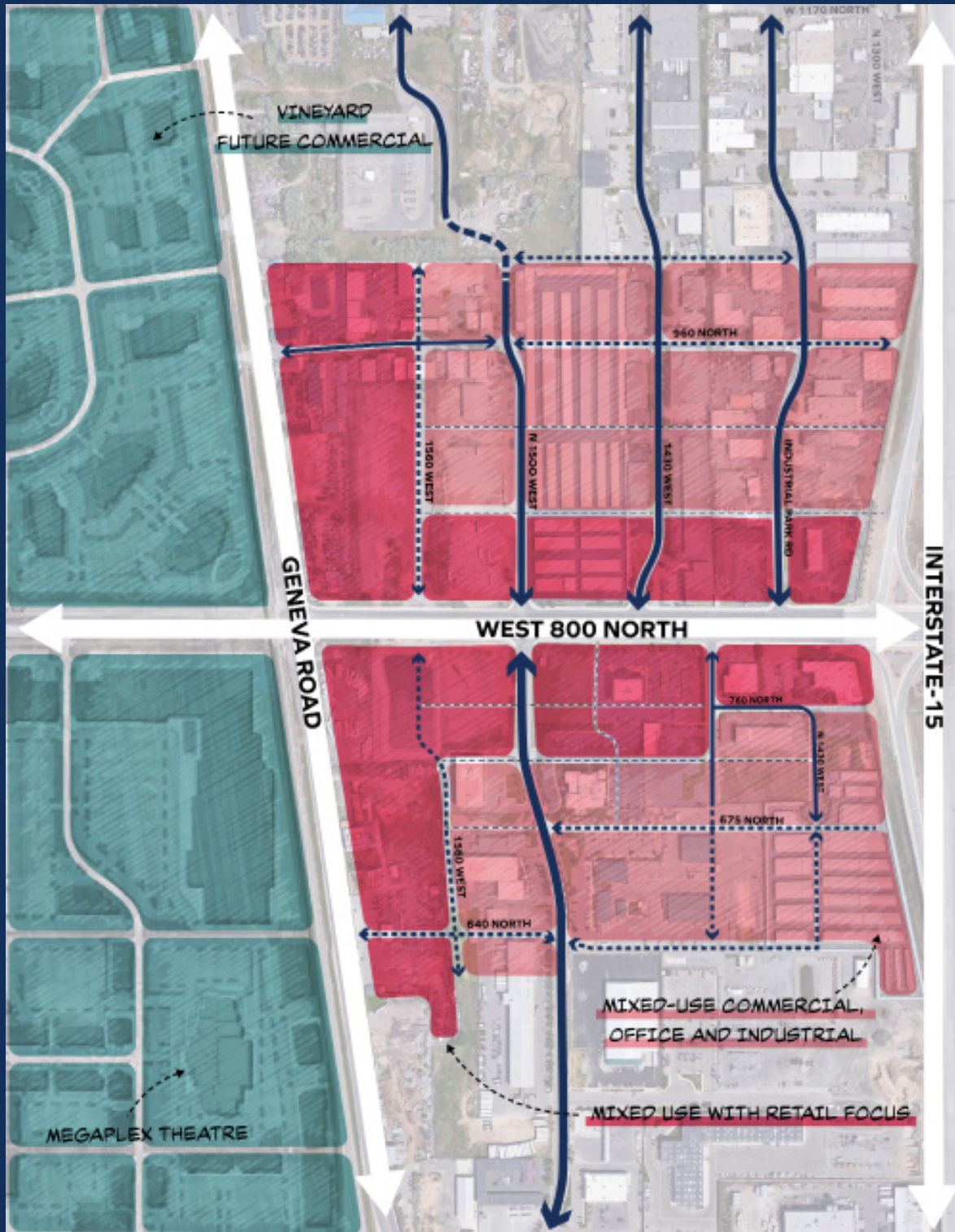
- MIXED USE RESIDENTIAL
- MIXED USE COMMERCIAL (OFFICE & LIGHT INDUSTRIAL)
- MIXED USE COMMERCIAL (RETAIL & LIGHT INDUSTRIAL)
- VINEYARD
- PROPOSED CIRCULATION
- EXISTING CIRCULATION
- INTERNAL CIRCULATION





Figure 6.6: Proposed zoning configuration for the Geneva Crossing District

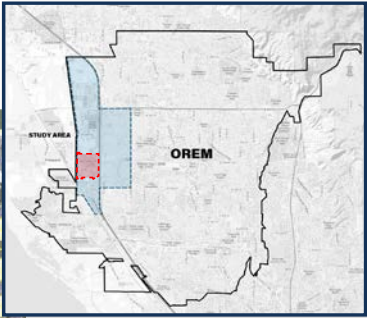
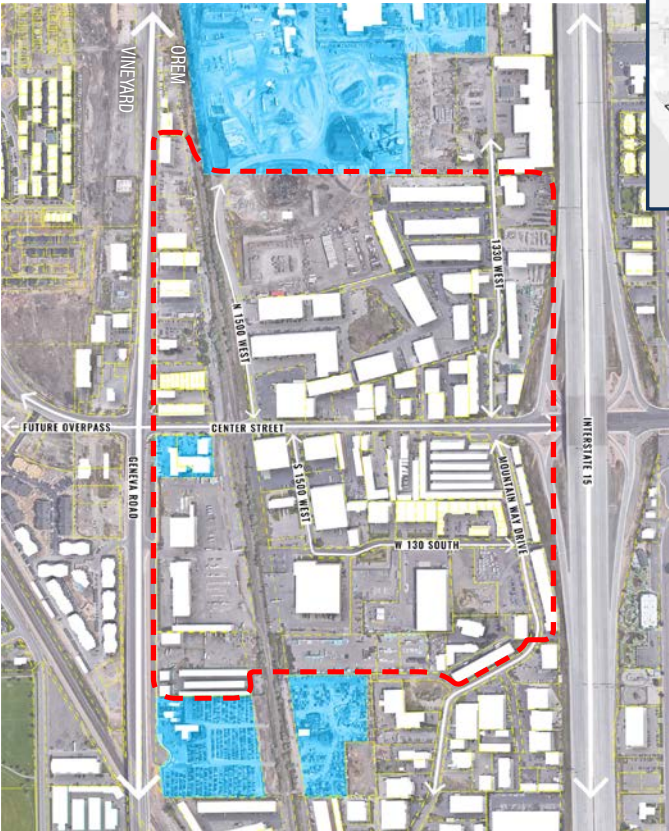
## ZONING CONFIGURATION



## 6.4 GENEVA CENTER DISTRICT

### EXISTING CONDITIONS

DISTRICT AREA: 103 ACRES  
DISTRICT AREA: 160 ACRES



CURRENT LAND USES:  
**INDUSTRIAL WHOLESALE, STORAGE, WAREHOUSING, RETAIL**

- DISTRICT BOUNDARY
- POTENTIAL BROWNFIELD SITE

### COMMUNITY FEEDBACK

#### THE SEAM DISTRICT FEEDBACK

Only Allow Industrial uses:



Scenario 1: Industrial Uses, Mixed-Use Commercial



Scenario 2: Industrial Uses, Residential & Mixed-Use Commercial



Agree   Somewhat Agree   Neutral   Somewhat Disagree   Disagree

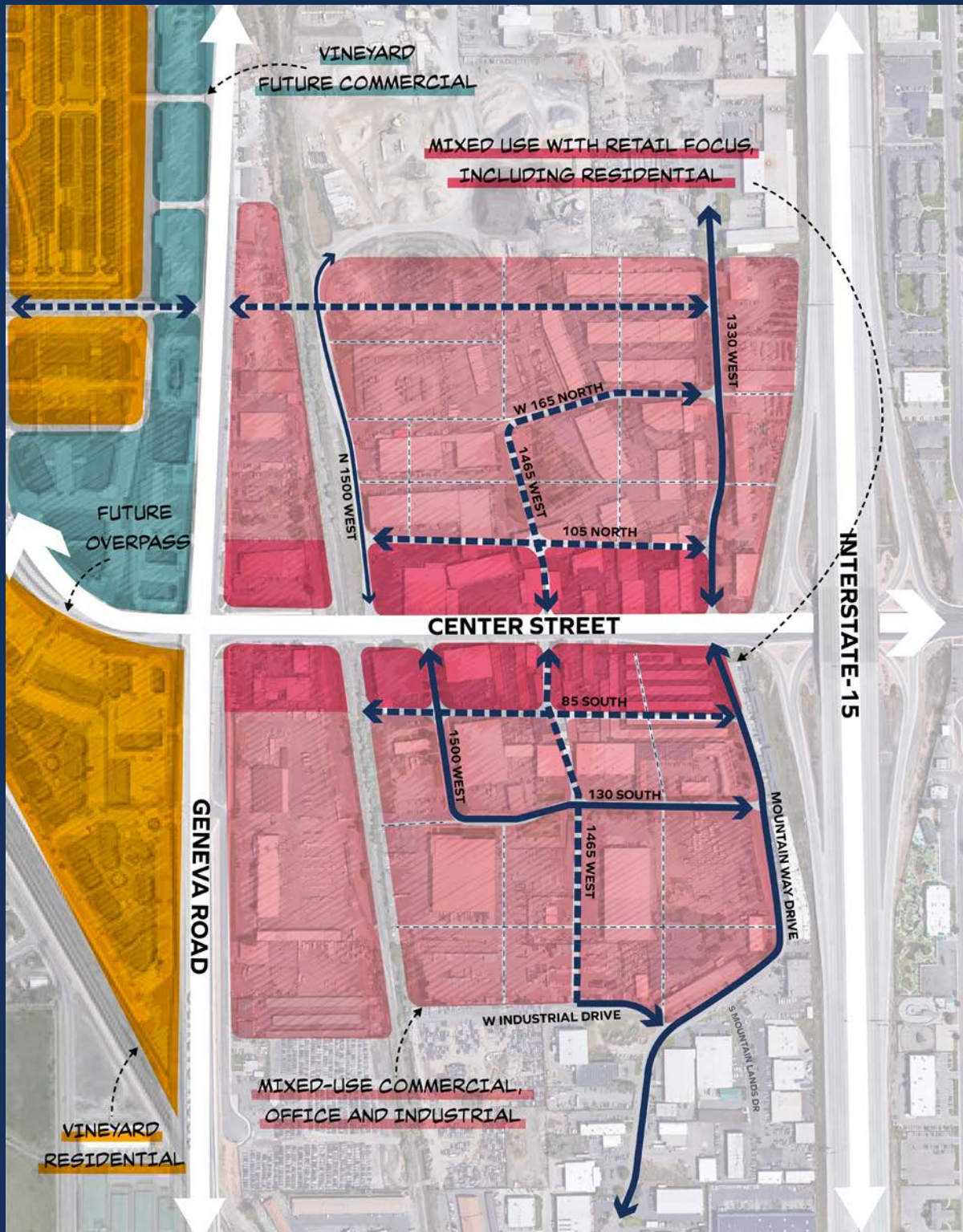
#### LEGEND

- MIXED USE RESIDENTIAL
- MIXED USE COMMERCIAL (OFFICE & LIGHT INDUSTRIAL)
- MIXED USE COMMERCIAL (RETAIL, LIGHT INDUSTRIAL, RESIDENTIAL)
- VINEYARD
- PROPOSED CIRCULATION
- EXISTING CIRCULATION
- INTERNAL CIRCULATION



Figure 6.7: Proposed zoning configuration for the Geneva Center District

## ZONING CONFIGURATION









# RECOMMENDATIONS



## 7.1 RECOMMENDATIONS

The City of Orem is well-positioned to implement the redevelopment recommendations of the **Imagine Orem: Geneva Road** plan.

The **Imagine Orem: Geneva Road** plan calls for infill development aligned with the redevelopment concepts described in the preceding chapter. Many of the steps necessary to realize redevelopment of identified brownfield sites depend on actions taken in the private market; however, there are steps the City and its partners can take to prepare the sites for the end use envisioned.

The section that follows identifies specific action items needed to implement the plan in accordance with this plan's goals.

### Goals

- Stimulate economic development
- Facilitate reuse of existing infrastructure
- Protect valuable commercial and industrial properties while preserving green space, recreational property, or other community uses
- Increase sustainable and equitable development opportunities

### GOAL 1: Stimulate Economic Development

#### 1.1 Create a well-defined sense of place that is compatible with the new development in Vineyard.

The Orem side of Geneva Road currently lacks any distinct identity. However, there is an important opportunity through this planning process to develop a strong sense of place for Geneva Road that capitalizes on the area's industrial heritage as an asset and position the corridor as an attractive destination for new businesses to locate. In order to create a well-defined sense of place that is compatible with the new development in Vineyard, the City of Orem should continue to develop and implement a cohesive and recognizable brand for Geneva Road, and leverage this brand to demonstrate the interconnectivity of Geneva Road with other neighborhoods in the City of Orem.

#### 1.2 Market brownfield sites to developers in order to catalyze redevelopment.

The Geneva Heights, Orem Park and Sunset Neighborhood plan encourages business development in the Geneva Road area to provide a source for local jobs and to add to sales tax and property tax revenue for the entire City. In order to encourage business development, the City's Redevelopment Services and EDC Utah could work together to aggressively market underutilized sites in order to catalyze high quality business development that is consistent with the redevelopment scenarios proposed. The City, EDC Utah and other entities may be able to provide incentives to new companies looking to re-locate to Geneva Road; existing companies looking to grow at their Geneva Road location; and startups trying to get off the ground considering space in Geneva Road. In addition, the City may look into using its Redevelopment Agency to evaluate and implement tax increment financing areas.

#### 1.3 Establish a business incubator or start-up space on Geneva Road.

The Geneva Road corridor should capitalize on its proximity to UVU, a high-quality educational institution, and their connection to start-ups and talent. Representatives of the University have participated in the planning process through the market study and the plan Steering Committee. It is recommended that the City continue to work with the UVU Business Resource Center to investigate the possibility of establishing a second incubator space in the Geneva Road Area. In addition, the City and UVU can work together to encourage start-ups to locate in Geneva Road.

#### 1.4 Improve neighborhood character and appearance.

An overwhelming number of survey respondents called for the beautification of the Geneva Road corridor. Respondents primarily identified opportunities in the area of improved landscaping, building aesthetics, and site cleanliness. In order to improve neighborhood character, the City of Orem should encourage private property owners to improve the appearance of existing developments by enforcing required site maintenance and landscaping regulations of the existing Zoning Code. In addition, the City's Planning Division could work with the City's Beautification Commission to help business owners to improve or maintain their business and property in a manner that enhances the community.





## GOAL 2: Facilitate Re-use of Existing Infrastructure

### 2.1 Strategically manage access to parcels in the Geneva Road area.

Future transportation modeling suggests that Geneva Road needs to become an expressway in order to handle the volume of traffic utilizing the roadway. Because of this, the City's focus is on moving traffic through the area, while controlling access to individual parcels fronting Geneva Road in accordance with the Access Management Plan executed by UDOT. This is consistent with responses to the City's survey which revealed that stakeholders want safe and well-managed access to the area, specifically for large trucks. Therefore, it is recommended that new developments have a single shared access that is right in/right out in accordance with the Access Management Plan. For a mid-block property, Orem would work with UDOT to get access at that location and require that there is a reciprocal access north or south that would be tied into adjacent properties.

### 2.2 Re-align and widen sections of Geneva Road.

A significant number of survey respondents called for the widening of Geneva Road and re-alignment of the roadway near the intersection with 400 North. Similarly, in the Geneva Road Environmental Impact Statement and Section 4(f) Evaluation prepared in March 2009, UDOT identified the Geneva Road Alternative as the alternative which best meets the purpose and need for the project and includes measures to minimize impacts to critical environmental resources. These include:

- Roadway improvements to add travel lanes as required to meet LOS D in the year 2030.
- Intersection improvements such as adding turn lanes, to meet LOS D for peak hour traffic conditions in the year 2030.
- Cross-section improvements to meet minimum standards and/or more desirable standards in most locations.
- Improvements to the horizontal alignment at 400 North in Orem to remove or alter the S-curve so as to meet design standards for the posted speed limit.

Therefore, this plan recommends implementation of the re-alignment and widening actions proposed by UDOT in conjunction with the City of Orem.

### 2.3 Improve connectivity and functionality of street network.

Survey respondents indicated the need for better access across the project area from east to west and improvement of the functionality of the City's street network. Similarly, the Aspen Timpview neighborhood plan calls for better access management for new developments and utilization of major thoroughfares for traffic from new development. The City and UDOT should improve when practical upon the existing Geneva Road street network as the primary infrastructure backbone to support redevelopment by implementing the street connectivity map shown in Figure 4.6 for the Geneva Road area that is consistent with the development concepts described in Figures 6.4-6.6. This map utilizes the classifications from the Transportation Master Plan and identifies signalized intersections and areas with mid-block access per UDOT's access management plan. It also recommends an overpass over I-15 on 1200 North. The proposed streets are primarily the ones included in the redevelopment concepts shown above.

Figure 7.1: City of Orem sign on Center Street in the Suncrest neighborhood





## 2.4 Enhance pedestrian and bicycle access to the Geneva Road corridor.

A significant number of survey respondents called for a bike path or multi-use trail to improve access to the project area for bicyclists and pedestrians. This is supported by the Aspen Timpview Neighborhood Plan, which calls for increasing the network and improving the quality of bike and walking paths in the area, and the 2010 Orem City Bicycle and Pedestrian Plan. Therefore, it is recommended that Geneva Road should contain an on-road bike lane with no parking, and a sidewalk on the east side of the road to further enhance the City's bicycle and pedestrian network. In addition, a new leg of the bicycle network is recommended that would consist of a multi-use off-road trail running adjacent to Geneva Road and then traveling south along the section of the future decommissioned Union Pacific Railroad spur. Orem and UDOT should install adequate lighting as part of this and other future bicycle and pedestrian improvements.

## GOAL 3: Protect Valuable Commercial and Industrial Properties While Preserving Green Space

### 3.1 Introduce a new Mixed-Use Industrial District.

Introduce a new zoning designation – where appropriate – in the Geneva Road corridor for properties contained within the redevelopment scenarios above where a mix of commercial, industrial and second-floor residential uses are envisioned. This “mixed-use industrial” district would allow for commercial and residential development in areas that were traditionally industrial but are attractive to developers who want to mix light-industrial space with office and residential uses. Developers would be required to include a commercial use on the first floor or as a percentage of the entire building area so as not to displace valuable commercial and industrial space with 100% residential buildings, which are not desired in this area. In addition, this District will support industrial users that have a mix of office, light manufacturing, technology and research and development and other supporting uses that are not traditionally industrial in nature, but are necessary to include within the same buildings.

### 3.2 Establish design guidelines.

The creation of a new mixed-use industrial district should include a comprehensive analysis of density, parking standards, and the establishment of new design guidelines. The forms of the

structures that are desired for modern industrial users may be distinct from the older stock of buildings that exist in the Geneva Road corridor. Therefore, it is recommended that the mixed-use industrial district include design guidelines that will ensure brownfields sites are redeveloped in a manner that is responsive to the City's vision for mixed-use redevelopment of the Geneva Road area. This may entail articulating zoning requirement beyond bulk standards to address building types, diversity, architectural details, landscaping and street furniture.

It is also recommended that the City develop separate design standards unique to the three proposed Districts within the Geneva Road area. These standards should be built into the zoning ordinance and include guidelines for new commercial, industrial, and mixed-use development or re-development within the District areas. The standards would be intended to maintain the City's vision for mixed-use development in these districts while also providing opportunity for the development of office, retail, industrial, and residential uses.

### 3.3 Protect current and future industrial users

One of the fundamental purposes of the existing and recommended zoning changes in the Geneva Road corridor is to protect the industrial uses from intrusion by other uses. This is critical as the Geneva Road corridor has the only industrially-zoned land in the City of Orem, and provides valuable jobs and business enterprise to Orem residents. Therefore, any commercial and mixed-use developments seeking to locate in the new mixed-use industrial district should be compatible with existing industrial users and serve the needs of the corridor's business and residential users.

### 3.4 Strengthen industrial performance standards in Districts

Orem's current Zoning Code details miscellaneous regulations and special provisions for uses within the M1 and M2 zones that are primarily related to ensuring that industrial uses that occur on a particular lot do not present a nuisance or constitute a blighting influence on the surrounding area. In the areas of the plan area that are to remain industrially-zoned M1 and M2, it is recommended that the City strengthen Ordinance standards so that industrial uses are compatible with the commercial activity that supports these industries. Together with the existing landscaping requirements and proposed new design guidelines, enhanced performance standards that establish caps on nuisance generation will provide security that industrial users will not create otherwise typical negative externalities on surrounding properties.



## GOAL 4: Increase Sustainable and Equitable Development Opportunities

### 4.1 Build momentum on site redevelopment by assisting property owners to address potential contamination.

In developing the brownfield inventory for the Geneva Road corridor, over 56 individual parcels were identified as having presence or potential presence of a hazardous substance, pollutant or contaminant. In conducting the market study, many developers said that they did not pursue these sites because of the time and costs involved with conducting the necessary assessment and cleanup. Further, any bank would require an assessment to be completed in order to provide financing. To address this issue, the City should work to assist owners of brownfields properties with obtaining funding for assessment of brownfield sites. One potential resource is the EPA's Brownfield Assessment grants, applications for which have been accepted annually. Another is the EPA's Targeted Brownfields Assessment Program which provides direct technical assistance for the assessment of brownfield sites.

### 4.2 Streamline Municipal Resources for Brownfield Property Owners

The City should consider providing a "one-stop shop" in the City's Development Services Department to serve as a resource for property owners and developers seeking information on the redevelopment of brownfield sites. This resource can:

- Provide information on potential sources of technical assistance, funding and other support;
- Facilitate permitting and development review; and
- Facilitate communication between private developers and state/federal environmental regulatory agencies.

Strategies for cleaning up – or remediating – a brownfield site will vary from site to site; however, providing professional support to interested property owners to understand applicable regulations and identify resources will be essential to ensuring the success of Orem's future brownfield redevelopment projects.

### 4.3 Install street trees and other green infrastructure along Geneva Road, where appropriate.

Because Geneva Road functions as the gateway to the City of Orem from the north and south, it is recommended that the city actively pursue the planting of street trees within the Geneva Road corridor when practical. Street trees improve the visual

appearance of a community, calm traffic, reduce storm water runoff, improve air quality, and create a more inviting environment for pedestrians. Further, a large number of survey respondents requested the installation of trees, flowers and other plantings "to create a sense of warmth and welcome" in this area of Orem. The City's Planning Division can collaborate with partners such as the Urban Forestry Program and Beautification Commission to coordinate the efforts to plant more trees.

### 4.4 Identify locations for future open space conservation in the Geneva Road area.

A number of survey respondents called for the provision of open space or parkland somewhere in the Geneva Road area and for requiring the inclusion of green space in new developments. According to the EPA, brownfield redevelopment provides an opportunity to re-purpose underutilized properties as valuable open or greenspaces. Meanwhile, open land can provide aesthetic, recreational and quality-of-life advantages that complement economic benefits to brownfield redevelopment. One of the goals of the City of Orem's 2017 Parks, Recreation, Trails, and Open Space Master Plan is the securement and expansion of open space near the Utah Lake shoreline. Therefore, the City should identify locations in the Geneva Road area, such as the storm drain basin by the Williams Farm, where open spaces can be incorporated into new development in accordance with the Parks, Recreation, Trails and Open Space Master Plan.





## 7.2 PARTNERSHIPS

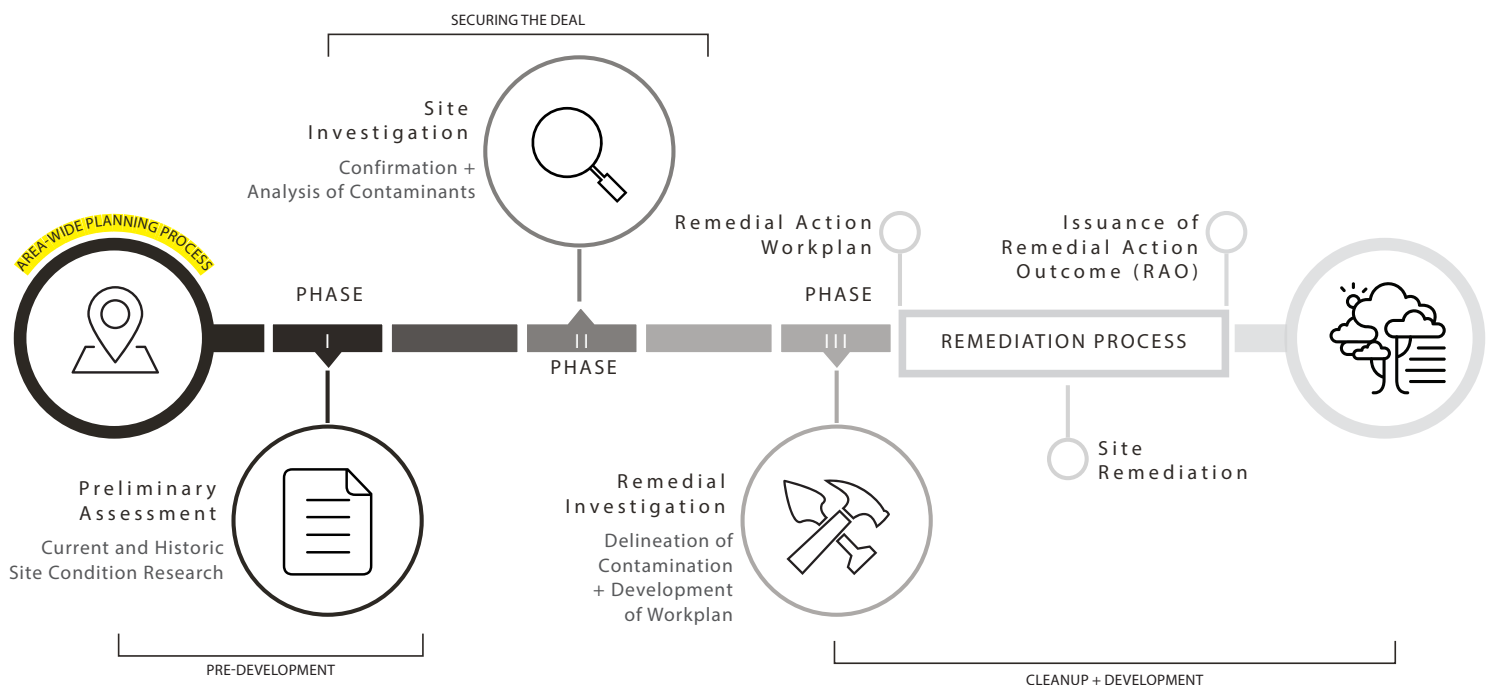
The Imagine Orem: Geneva Road Brownfield Area-Wide Plan has been beneficial in two primary ways: first, as a tool to help the community build capacity through inventories and prioritization of these sites; and secondly, to help convene the community in an inclusive process to develop the partnerships needed to leverage resources for the benefit of specific redevelopment projects.

It is critical to continue these efforts in order to facilitate site assessment, cleanup and eventual redevelopment of the three (3) proposed districts on Geneva Road. The actions and resources needed to realize the redevelopment scenarios described in this plan varies for each of the districts depending on site ownership and proposed redevelopment.

The City of Orem will lead implementation of the Imagine Orem: Geneva Road in coordination with the property owners and stakeholder groups represented on the plan Steering Committee. Plan implementation will also be closely coordinated with the State Street Master Plan and the ongoing investments being made in the corridor's transportation infrastructure.

- **City of Orem:** The City of Orem, under the leadership of Mayor Richard Brunst, plays an integral role in strengthening communities and revitalizing neighborhoods in the Geneva Road corridor. The City has been a key partner in all phases of the Imagine Orem: Geneva Road plan.
- **Utah Department of Environmental Quality (UDEQ):** UDEQ has participated in the plan process as a member of the plan Steering Committee and by providing information on site environmental conditions and considerations. UDEQ can also offer Information on its Voluntary Cleanup Program (VCP) and Enforceable Written Assurance (EWA) to property owners to facilitate redevelopment of the brownfield sites.
- **U.S. Environmental Protection Agency (EPA):** Orem will continue to work with the USEPA to facilitate redevelopment of the brownfield sites identified in this plan. EPA can also provide technical and financial assistance for site assessment and remediation activities
- **Private Property Owners:** Orem will continue to work with private property owners to ensure that new development is consistent with property owners' expectations.
- **Business Owners and Tenants.** Orem will continue to work

Figure 7.2 Timeline of Brownfield Redevelopment Process



with business owners and tenants to ensure that negative externalities are minimized and that all commercial uses perform well with and benefit from other uses.

The remediation of a brownfield site is a multi-step process. The process of assessing, investigating, and cleaning up the Geneva Road's brownfield sites occurs over a series of phases shown in Figure 8.2. To address the environmental concerns of a contaminated lot, a series of assessments, plans, and actions are necessary. Following the planning effort, the first step is to determine whether a site is in need of remediation by conducting a Phase I and - if necessary - a Phase II environmental site assessment.

## 7.3 FUNDING

One of the most important actions involved in redeveloping brownfield sites in the Geneva Road corridor is securing funding for planning, assessment, cleanup, redevelopment and long-term monitoring costs. Fortunately, many resources are available from federal, state, local, and public and private sources, including:

- Private Capital
- Tax Incentives
- Local Financing Tools
- Loans/Loan Guarantees
- Technical Assistance
- State and Federal Grants

A preliminary list of potential funding sources has been identified below.

### PRIVATE INVESTMENT

The City desires that redevelopment of the Geneva Road corridor be market-driven. The market study performed as part of this planning process demonstrated that there is great demand for industrial real estate, so the City does not need to incentivize the product. However, large amounts of private investment will be required to facilitate redevelopment, given private ownership of brownfield sites in the plan area and the hesitancy of traditional banks to lend to owners of brownfield sites that have not yet been re-mediated. Several options for obtaining private investment exist in the market place, including equity financing and institutional funds that specialize in funding brownfield redevelopment sites.

### PUBLIC FINANCING

Public financing may be utilized for many components of the redevelopment, including building demolition, infrastructure development, and cleanup activities. Communities working with EPA's brownfield area-wide planning (AWP) program, like the City of Orem, have also seen tremendous success in leveraging economic and community development funding from federal agencies, resources typically identified as part of a planning process they have undertaken, aimed at implementing a community revitalization vision. Public investment leverages private investment, and property owners typically see an increase in value as a result.

#### Federal Support

Programs available at the federal level, such as the EPA, typically involve awarding grants and providing technical assistance to communities and stakeholders. Other federal programs, such as the U.S. Department of Housing and Urban Development, the U.S. Department of Agriculture, the U.S. Department of Transportation and the U.S. Department of Commerce, also provide funding and technical assistance for brownfields projects. Importantly, federal grant and technical assistance programs have the potential to support Orem's economic development efforts to attract and leverage new private investment and create jobs.

#### State Support

State of Utah programs are a valuable option as well, as states are increasingly offering flexible tools, financial assistance, tax incentives and other redevelopment support to promote cleanup and reuse of brownfields sites. The Utah Department of Environmental Quality (UDEQ) Division of Environmental Response and Remediation (DERR) administers a Voluntary Cleanup Program (VCP). The purpose of this program is to encourage the voluntary cleanup of sites where there has been a contaminant release threatening public health and the environment. According to UDEQ, the voluntary cleanup of sites will hopefully clear the pathway for returning properties to beneficial use.

