Heber City Envision 2050

General Plan

Adopted March 17, 2020

2020 Heber City Council

March 17, 2020

Dear Heber City Residents:

The General Plan is the primary tool for guiding the future of Heber City. It contains the community's goals and policies on character and design, land use, open space and the natural environment, business and economics, neighborhood vitality, transportation and growth. It shapes the physical form of the City, yet it also addresses other aspects, such as community services, protection of sensitive lands and the character of neighborhoods and the community.

The General Plan provides a guide for day-to-day, short- and long-term decision making. Heber City's General Plan has three interrelated roles:

- *It is an expression of the community vision, aspirations, values, and goals;*
- *It is a decision-making guide; and*
- *It fulfills State legal requirements.*

The previous General Plan was adopted by a former City Council on July 3, 2003. The General Plan needed to be updated to reflect significant community changes and events such as rapid population growth, increased traffic and annexations. The City desired to have a very transparent and inclusive process for updating the plan so that its goals and policies would reflect the values of the community. Residents responded through several surveys, public meetings, public outreach at public events and online sources, steering committee meetings and open houses, and expressed concern about the need for better parks, gathering spaces, economic development, open space, trails, streets, dark skies, development patterns and the downtown.

The new General Plan incorporates the required sections of state law. Some of the state mandated elements have been combined, and some have been expanded beyond what is required. The plan is arranged into chapters categorized by the important principles identified by residents in developing the Heber City Vision Statement. These principles include (1) Quality Neighborhoods, (2) Centers and Gathering Places, (3) Open Space and Rural Character, (4) Outdoor Recreation, (5) Parks and Trails, (6) Mobility and Streetscapes and (7) Jobs and Economic Development.

The General Plan's goals and policies are implemented through ordinances, regulations, ongoing procedures, recommendations from City boards and commissions, and decisions made by the City Council. The General Plan is also carried out by private actions and initiatives in the community. This new plan will provide a new vision to guide the growth of the community for the next 30 years; thus, its name, Heber City Envision 2050.

Sincerely,

Kelleen Potter, Mayor
Heidi Franco
Wayne Hardman
Ryan Stack
Rachel Kahler
Mike Johnston

ACKNOWLEDGMENTS

Thank you to everyone who participated in Envision Heber by attending a meeting, taking a survey, spreading the word, or in any other way to make Heber City's future brighter.

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City Council
Kelleen Potter, Mayor
Heidi Franco
Wayne Hardman
Ryan Stack
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The People of Heber City

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TABLE OF CONTENTS

1: Introduction 1
Introduction
A Context of Growth
What Does Growth Look Like?
Issues Surrounding Growth
Establishing Direction: The Role of a Vision and General Plan

2: Heber City Vision 5
Heber City Vision
Topic Area Vision Statements & Guiding Principles
What is Envision Heber 2050?
Public Meetings and Online Feedback

3: Future Land Use 17
Future Land Use Map and Definitions

4: Quality Neighborhoods 23
Quality Neighborhoods Vision
Guiding Principles
Existing Neighborhoods
New Neighborhoods and Rural Clusters
Clean Air: Options for Residential and Business Land Uses
General Housing/Moderate Income Housing Plan

5: Centers and Gathering Places 35
Centers and Gathering Places Vision
Guiding Principles
Existing Centers
New and Emerging Centers

6: Open Space and Rural Character 49
Open Space and Rural Character Vision
Guiding Principles
Existing Open Space System
What Could Heber's Future Open Space System Look Like?
Partnering Options

7: Outdoor Recreation, Parks & Trails .. 53
Outdoor Recreation, Parks and Trails Vision
Guiding Principles
Existing System
What Could Heber's Future Outdoor Recreation System Look Like?

8: Mobility and Streetscapes 61
Mobility and Streetscapes Vision
Guiding Principles
Existing Transportation System
What Could Heber's Future Transportation System Look Like?
How Could the Heber Valley Airport Change?

9: Jobs and Economic Development 69
Jobs and Economic Development Vision
Guiding Principles
Existing Economic Climate
How Could Heber's Business Environment Evolve?

10: General Plan Priorities 75
Higher Priority Strategies

Appendix 79
Heber City Downtown Study (Downtown Redevelopment Service)
General Plan Land Use Study (Lewis Young Robertson & Burningham)
Moderate Income Housing Plan
Presentation: Vision Celebration and General Plan Kick-Off
Presentation: Workshop Values Summary

1: INTRODUCTION

Introduction

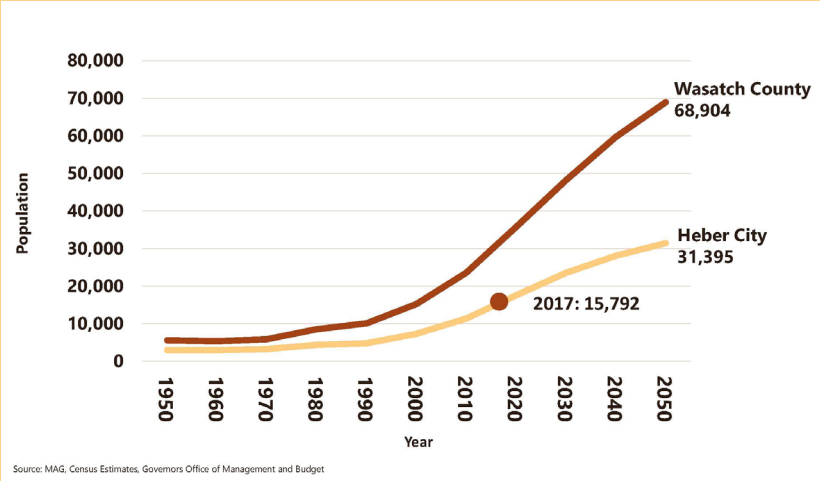
Heber City is at a crossroads in the midst of significant growth along the Wasatch Back. The City can choose to let development shape it, or the City can choose to shape development. Shaping a city is what planning is all about, and the effort to refresh city planning strategies is best initiated through a city's general plan – a vision for the future.

Heber City is located in a beautiful rural setting, but the growth that is being planned in areas beyond the community threatens the values that residents hold dear. They value open space, the rural atmosphere and the small town feel. These values could be compromised by the influx of new development if development does not meet the expectations of residents. This fact is not offered to imply that new growth is negative in some manner, but simply to suggest that new growth needs to help achieve Heber's vision for the future.

A Context of Growth

While Heber residents enjoy tremendous quality of life in the heart of a beautiful valley, the City also grapples with another reality: its context in a rapidly growing state and region. Utah's growth continues to be mostly homegrown due to the larger average size of our families, but the state also attracts many new residents, who come for economic opportunities and the quality of life that places like Heber City offer. Just like the state as a whole, Wasatch County is experiencing rapid growth, expecting to double its population by 2050, reaching nearly 70,000 residents. Like the County, Heber City itself is likely to double its population by 2050, to reach a total of more than

The Big Question Is Not "*Will* We Grow?", but "*How* Will We Grow?"



Heber's population is expected to double by 2050. This population projection reflects numbers developed by our state, which provides population projections as a part of its planning. The state effort is informed by local government input.

The larger context of Heber City is Wasatch County, which is experiencing similar growth rates.

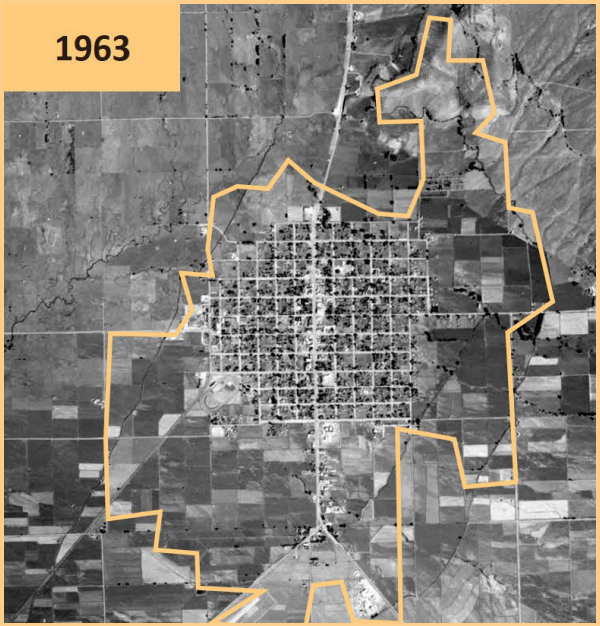
30,000 residents. And growth is nothing new to the City. A 2018 Salt Lake Tribune article noted that for the second year in a row, Heber ranked No. 1 for growth among the nation's smaller "micropolitan areas," with populations between 10,000 and 50,000. Growth is a part of Heber's past, present and future.

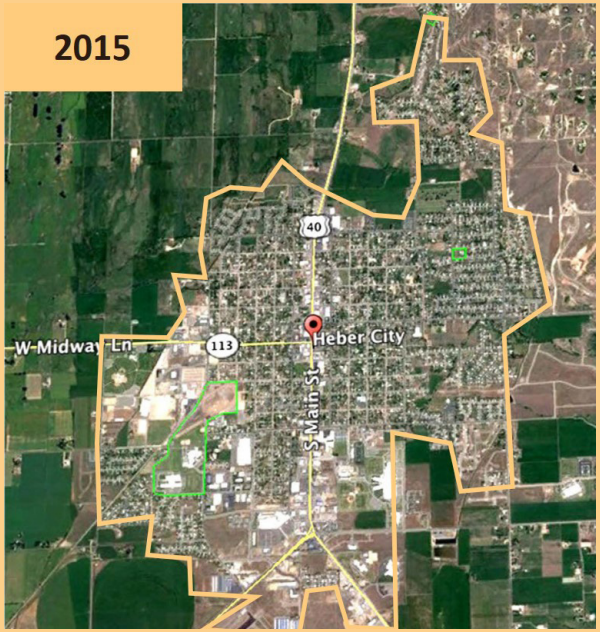
What Does Growth Look Like?

Until the 1990s, Heber City's growth was concentrated in its historic core, featuring a tidy grid of residential streets surrounding Main Street.

In subsequent decades the City's growth pattern changed. The City grew beyond its grid and into a pattern that included strip commercial and more dispersed residential growth. Between 1963 and 2015, the City's footprint grew by about 2.5 times, with most of that growth happening in the last couple of decades. The visioning process explored land well beyond Heber's current boundaries, so residents and the City could be proactive about lands surrounding the city—land that Heber influences and is influenced by.

Heber City: Growth in Recent Decades





Key Facts: Population

17,093
2019 Population

4.5%
2010-2019 Population Growth Rate

29.4
Median Age

3.4
Ave Household Size

$62,826
Median Household Income (2019)

Educational Attainment

9% No High School

37% Some College

21% High School Graduate

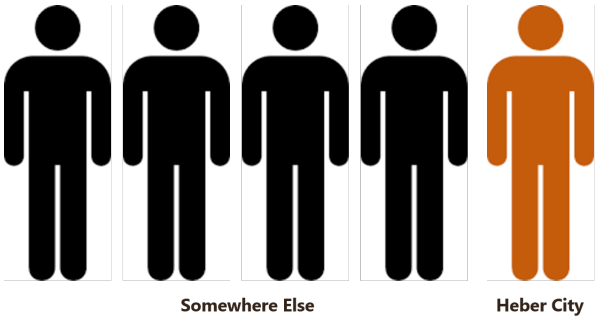
21% Bachelor's/Grad/ Prof Degree

Source: ESRI/American Community Survey

Issues Surrounding Growth

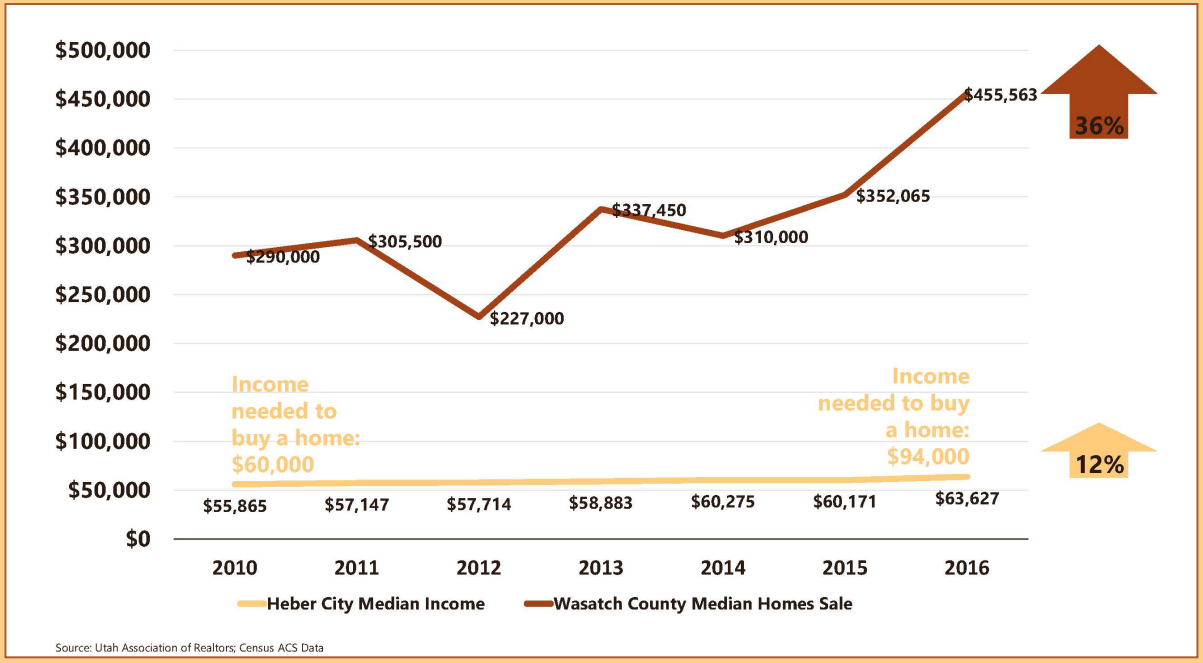
As the major regional hub for Wasatch County, Heber is central to many issues facing the greater area. The location, within a short drive of two major ski resorts with a third under construction, is in an area brimming with world class, year-round outdoor recreational opportunities, yet it is not far from the Salt Lake and Provo/Orem job markets. Combined, these factors suggest continued strong growth into the distant future. Rapid recreation-oriented growth and access to strong job markets also affect housing affordability. Increasingly, the ability to buy a home is out of reach for first-time home buyers, and workforce housing is in short supply. Household income is not keeping pace with rising housing costs in Heber.

Only 1 in 5 of Heber City residents work in Heber City proper; most others work in Park City, Salt Lake County, Utah County, or other communities in the area.



Median Household Income and Median Home Sales Price

This chart shows Heber City's median income in tan, and Wasatch County's median home price in brown. Income has not kept up with rising home prices. What's even more interesting is the annual income needed to buy a median priced home. In 2010, it was $60,000. Now it's $94,000. Increasingly, housing is out of reach for low to median income residents.



Source: Utah Association of Realtors; Census ACS Data

How growth is managed is a primary question for all of Wasatch County. In Heber itself there are many important issues that are being addressed with additional studies:

- The future of Main Street
- A new high school
- Airport expansion
- Bypass roads
- Housing affordability
- Transit feasibility
- A parks system master plan

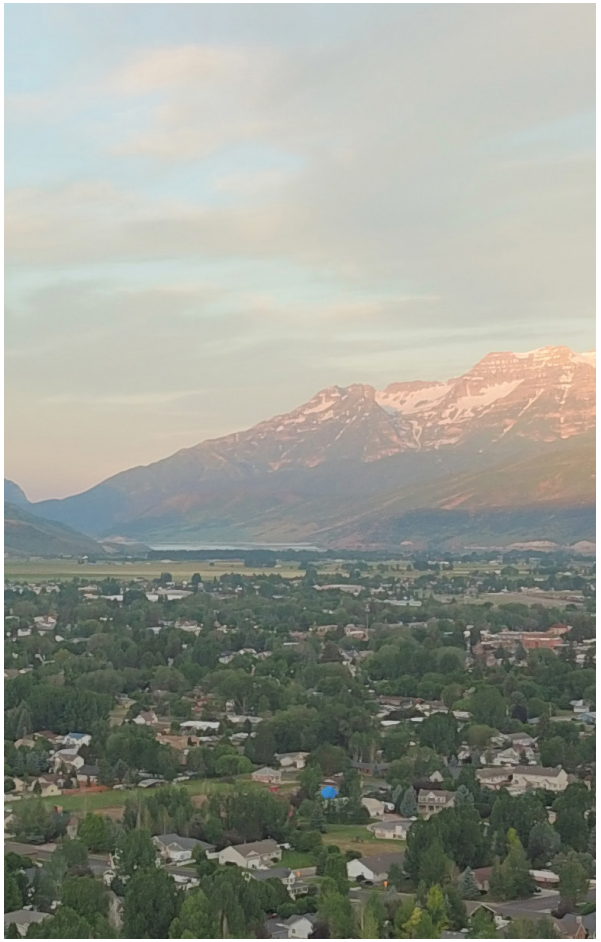
A building under construction in Heber City

Establishing Direction: The Role of a Vision and General Plan

General plans are the foundation that establishes direction on the "big" issues. Heber's Envision 2050 visioning process started with a survey, a web site and then a workshop intended to ascertain issues of importance to everyone in the community. A community values assessment and a land use visioning exercise resulted in a vision map and vision principles. The vision map and principles became the foundation for this general plan.

Heber City's visioning process, Envision Heber 2050, described in Chapter 2, was a grassroots conversation about the future of the City. It provided an opportunity for Heber City residents to explore issues surrounding Heber's future and, in that context, conceptualize together the future they want to create. The process identified what residents need to preserve and enhance quality of life today, but also the quality of life for the City's children and grandchildren. Finally, the process laid the foundation for the development of this general plan, which represents a road map to the future envisioned by the public. Rather than diving into the general plan update, the visioning process provided the space to ask, "*What do people want and how will our City provide it?*" before moving directly to implementation strategies, which are embodied in the general plan.

2: HEBER CITY VISION



Heber City Vision

Heber City is nestled in a green valley, brimming with **historic agricultural** uses, the **beautiful Provo River**, and unmatched views of the **Wasatch Mountains**. Our residents value this **beautiful and unique setting** and are committed to **preserving its character** while **growing and nurturing** our City. **Together**, we desire to:

- preserve the **beautiful open lands** that surround us;
- create **friendly neighborhoods and centers** that focus homes, jobs, shopping, and recreation into places where we gather and interact regularly;
- enhance and strengthen **downtown—the heart of our community**; and
- grow, promote and diversify our **recreational opportunities**.

By **focusing our growth** in specific areas, we **foster a vibrant community** and a **quiet countryside**—a place residents and visitors alike will **enjoy for generations to come.**

Topic Area Vision Statements and Guiding Principles

Quality Neighborhoods

Heber City's neighborhoods thrive because all of them are valued for their unique characters, amenities and context. Residents with a range of incomes have access to great places to live, and all residential neighborhoods are stable, attractive options.

Principles:

1. Heber City will honor and enhance existing neighborhoods and increase their walkability.
2. Heber City's new neighborhoods will be walkable and blend a variety of housing options and shared open space amenities. New neighborhoods will be within walking distance of a center, where neighbors can gather.

3. Rural and mountain residential clusters will enable residents to live in neighborhoods where housing is focused in a smaller area, resulting in the majority of natural lands reserved for shared open space with recreational, equestrian or agricultural uses.
4. Heber will maintain its clean air and dark skies so the City is a healthy and beautiful place to live.

Centers & Gathering Places

Centers enable Heber to maintain a small town feel by focusing new growth into distinct areas rather than dispersing growth across our City's surrounding open lands. Centers focus activities, providing a home base for visitors and a "living room" for residents.

Principles:

Downtown, Heber's historic center, will develop into an even stronger center and remain the heart of the community. Main Street, together with surrounding blocks, is a local and regional destination.

1. Heber preserves, enhances, and improves access to its valued places and buildings on Main Street.
2. Heber improves pedestrian and bike accessibility, parking, and traffic conditions along Main Street.
3. Underused spaces are reimagined into

Shared Values

Heber City residents share common values that will guide our growth:

- We value our people and the friendly, caring atmosphere that we create together.
- We value maintaining a small town feel even as we grow.
- We value an outdoor lifestyle and recreational opportunities, with the ability to access and enjoy the lands that surround us.
- We value the beauty of our mountain valley setting.
- We value a thriving downtown, the heart of our City.
- We value proactive planning to realize the future we envision.

significant new places to work, live and enjoy time together.

4. Downtown is a regional destination for annual gatherings and traditions that Heber residents and visitors enjoy.

New centers will be strategically located, connected to each other and the greater community, and offer walkable access to amenities and day-to-day needs.

1. New centers should encourage many distinct features: outdoor gathering spaces; parks and plazas, schools; community centers; a mix of shopping, restaurants, offices; as well as a variety of housing choices, including more affordable options.

Open Space & Rural Character

Heber City draws a clear distinction between what is city and what is country, maintaining a distinct city that is surrounded by open land, valuable for its beauty, ecology and agricultural function.

Principles:

1. Heber actively works with neighboring communities and Wasatch County on strategies to implement the permanent protection of farmlands, natural open spaces, and rural character, to keep the distinct separation between communities.
2. Heber City will work with the County and surrounding communities to create permanent farm and mountain land protection through such mechanisms as conservation easements and partnerships.
3. Heber actively clusters development to focus growth and protect remaining open land from dispersed development.

Outdoor Recreation, Parks & Trails

For Heber residents, outdoor recreation is a lifestyle and a passion. Both new and existing homes should have walking access to parks, trails and other outdoor amenities.

Principles:

1. Trails connect residents to other neighborhoods, downtown and new centers.
2. Trails provide access to the City's beautiful setting, including nearby canyons, mountains, lakes and the Provo River.
3. All neighborhoods have access to a park within walking distance, whether it be a neighborhood park or a regional recreation facility.
4. In general, recreational opportunities are diverse, well-maintained and accessible.
5. Heber City meets its current and future park system needs through obtaining lands and trail corridors for a connected system of parks and trails.

Mobility and Streetscapes

Heber's streets are safe and inviting for all travel modes, including pedestrian, bike, car and bus.

1. Heber emphasizes walkable streets that are comfortable and inviting for people walking and biking.
2. As Heber grows it continues using a well-connected street network system, similar to the historic pioneer grid.
3. Heber maintains a system of bike routes around town, with access to desired destinations, and collaborates with neighboring communities on regional bike routes.
4. Heber works with neighboring communities and the County on a bus system to connect

our City with surrounding cities and nearby regional centers, including Salt Lake, Park City and Provo/Orem.

Jobs and Economic Development

Heber's economic vitality enables most residents to work in town if they choose. The City attracts and partners with employers in key industry sectors to locate downtown, in new town centers and in the business center on the south end of downtown.

Principles:

1. Heber fosters an environment that supports local business.
2. Heber supports and grows its emerging recreation and tourism industry, as well as opportunities in technology, research and development, professional/office, medicine/healthcare and light manufacturing.
3. Heber continues to support its historic economic status as a support center for surrounding agricultural operations and as the valley's retail and entertainment destination.

"The future is not some place we're going to, but a place we are creating. The paths to it are not found, they are made."

–Jane Garvey

What is Envision Heber 2050?

Heber City's visioning process, Envision 2050, was a grassroots up conversation about the future of the City. It provided an opportunity for Heber City residents to explore issues surrounding Heber's future and, in that context, imagine together the future they want to create. The process identified what residents need to preserve and enhance quality of life today, but also the quality of life of the City's children and grandchildren. Finally, the process laid the foundation for the development of this general plan, which represents a road map to the future envisioned by the public. Rather than diving into the general plan update, the visioning process provided the space to ask, "*What do people want and how will our city provide it?*" before moving directly to strategies, which are embodied in the general plan. The vision and principles on preceding pages are the result of the Envision 2050 process.

Vision Process Goals

1. Identify, honor and address values and "big ideas/issues."
2. Create a vision statement and principles to the guide general plan and to be a standard to weigh current and future decisions against.

Even a minor course adjustment can have significant long-term impact. Visioning helped residents and leaders take a 30,000 foot view of Heber and to look out a few decades. It may seem hard to see the effect of a visioning process when so much is happening in our community in the present time. However, like a rudder that turns a ship, even small adjustments, while they may not seem to make much difference initially, over the long term make a giant impact on where a ship ends up. The same is true for Heber.

A Public Stakeholder Process

The process included a large steering committee of residents and community leaders—a diverse group of people with varied ideas but with a commitment to a public process and the greater good of Heber City. The steering committee met regularly, ensuring the visioning process would:

1. Provide research and information to the public both in person and online;
2. Seek broad public input through a variety of events and online opportunities;
3. Build the vision directly from public input;

4. Use transparent methods throughout, so the nexus between what the public input and the resulting vision was clear; and
5. Build momentum for implementation as residents and City leaders had conversations together and built trust.

The steering committee reviewed all feedback from the public and used it throughout the process as it worked alongside City leaders and consultants to create options for further public consideration as well as the final vision and principles.

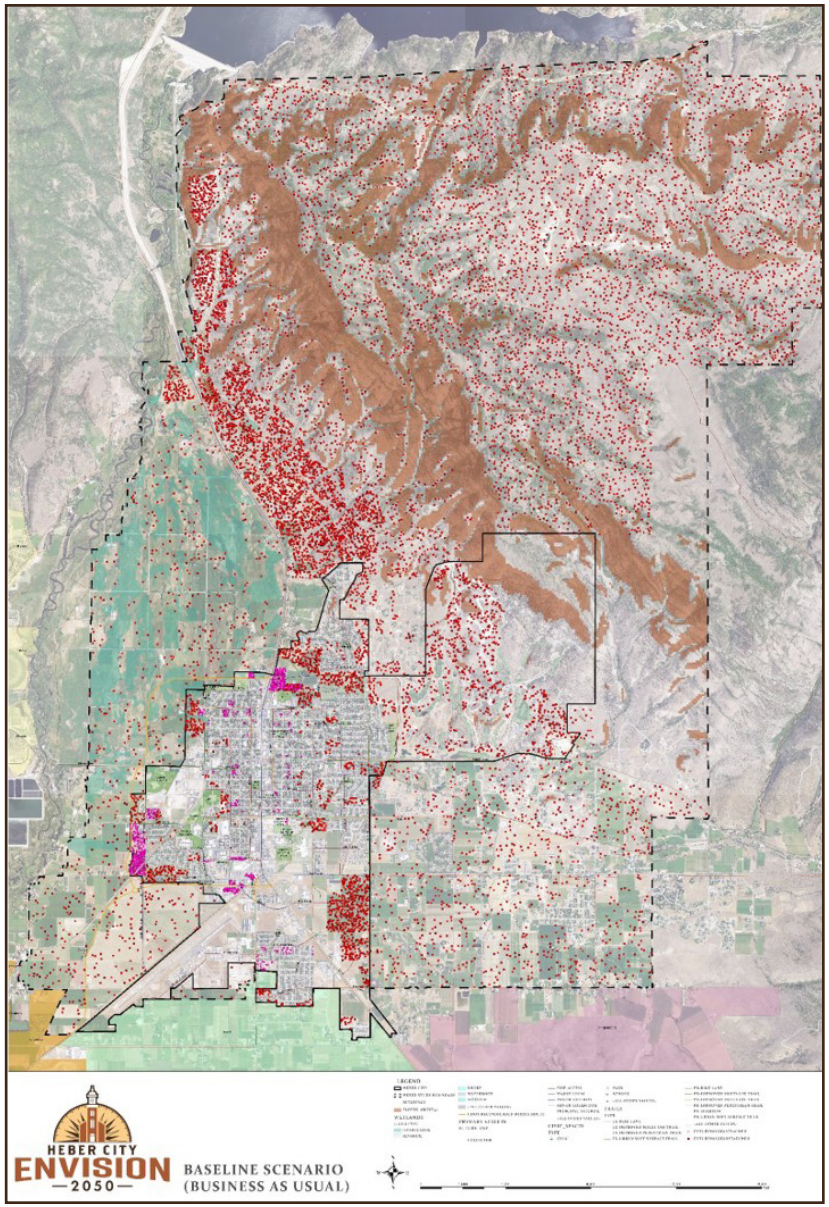
Envision Heber's website, EnvisionHeber.com, provided transparency throughout the process, supplying project updates, breaking news and project progress, while also providing ways for people to share their ideas through several online surveys. Combined with in person events, the website delivered a locally unprecedented level of transparency and public outreach so that citizens could easily understand and trust the process.

A Scenarios Process

While the visioning process was a public process, it was also a scenarios process, which built a range of potential futures based on various conventional trends (trend scenario) and the public's ideas (alternative scenarios) and compared them, to explore the long-term consequences of the choices they could make today. Ideas from citizens shaped the scenarios, and feedback on those scenarios shaped the vision. The visioning process enabled residents to identify the best options while acknowledging the reality of growth.

How Will Heber Grow?

Heber City's 2050 baseline projection (at right) is a picture of what growth might look like in 2050 if we simply follow existing zoning and grow in the patterns we have in the recent past. This scenario contains 12,900 new households, which includes the state's 2050 projection for Heber City, while also capturing approved units outside the City but in the vision study area. Will Heber add 12,900 households to the vision study area by 2050? We don't know. We might by 2040, or by 2060—we just know that we are likely to grow a lot, and



In this image, recent growth trends are projected out to 2050. Each red or pink dot represents a new household. If we follow recent trends, our future includes a dispersed pattern of growth.

it will be helpful to identify the growth patterns Heber residents prefer, so that when more growth comes, the City will be well prepared. The baseline projection is helpful because it shows our likely growth pattern if Heber follows recent trends. We can ask proactively, "*Is this how we want to grow? What does this growth pattern mean for community identity? Jobs? Recreational opportunity? Rural atmosphere and agricultural heritage? Housing affordability? Downtown?*" In contrast to the 2050 baseline projection, which simply carries current trend forward, a vision scenario charts a deliberate course toward a future that residents want.

Public Meetings and Online Feedback

First Public Workshop (March 2019) and Online Survey

Heber residents participated in a public workshop to explore Heber's context of growth and brainstorm options for the City's future. Residents were asked, "*What do you value?*" They added dozens of sticky notes to posters, answering questions about what they cared most about. A second activity at the workshop asked people to imagine Heber's future in 2050, and to answer the following questions through a mapping exercise:

- *As we grow, what do we need to hold on to?*
- *How shall we accommodate anticipated growth?*

Tables of residents created 25 maps identifying how the City should accommodate and plan for growth while preserving and enhancing quality of life. Together, these activities enabled residents to identify what matters most to them and to voice preferences in the context of both their values and the reality of growth. Workshop presentations and a companion survey were also available online.

Thousands of Heber Citizens Helped Create the Vision

- 3 = public meetings
- 2 = mailers to every household
- Lots! = print/radio presence
- 23,324 = social media reach
- 2,500 = unique visitors to website
- 1200+ survey responses

What do Heber Residents Value?

In addition to basic values, there were also a number of big ideas that rose to the top after hearing from residents at the workshop and reviewing online feedback. Six big ideas were identified:

1. Open Space/Rural Character Preservation

The desire to preserve open space and Heber's rural character is not a new idea, but it was a loud and clear message, especially in regard to the North Fields. As the City and its residents contemplate open space preservation, they will need to acknowledge that property owners possess a "bundle of rights" that run with the land, including development rights, based on their zoning classification. Permanent open space preservation involves employing many strategies, including moving development rights and building them elsewhere, selling development rights, exchanging open spaces, conservation easements, zoning for large agricultural parcels, etc. Many of those strategies require both a voluntary seller and a funding source, likely a public one.

Source: Jake Young

2. Trails

Heber residents want to connect their neighborhoods with the mountains and lakes that surround them. They imagine continuing the Provo River Parkway up the canyon and into the valley (connecting Deer Creek Reservoir and Jordanelle Reservoir), accessing the mountains, and connecting priority destinations, including new centers.

3. Centers

A center combines the ability to live, work, learn and play all in one walkable place. This idea is similar to historic town development, in which most places, including homes, shops, workplaces and schools, were connected to one another with a series of walkable streets. New centers were identified as important to future development.

4. Downtown Enhancement (Preservation and Redevelopment)

There is significant interest in enhancing Heber's

historic center, downtown. One concept embodied in this idea is preserving and restoring the spaces and buildings downtown that make Heber, Heber. The second concept is reimagining spaces that are underused. Most newer retail spaces turn over every 25 years or so. As these spaces do so, there is opportunity to revitalize downtown. Adjacent mixed use is also embraced.

5. Neighborhoods with Open Space

Heber residents want to build subdivisions that include a variety of homes as well as significant open space amenities—a neighborhood a park, tree-lined streets or trails, maybe a community garden. They also explored neighborhoods that are mostly open space, with larger acreage reserved for farming, recreation, or shared equestrian facilities, with homes clustered onto a small amount of the land.

6. Small Town Character (Even as We Grow)

Heber residents want to maintain a small town feel even as the City grows. The following encourages small town feel:

- **Separation**: open lands surround the town, so it remains distinct from nearby communities

- **Downtown**: a distinct and vibrant place, the destination and commercial center of a community
- **Building heights**: building heights encourage a vibrant downtown with enough stories to promote a strong economy without feeling like a big city

- **Unique character**: preserve historic architecture; support local businesses
- **Gatherings/gathering places**: city residents gather and celebrate together at more regular traditional annual events
- **Village/neighborhood component**: residents live in neighborhoods or villages that enable them to see the people they know more often

Second Public Open House (May 2019)

The maps created by workshop participants and online survey feedback were used as the basis for alternative scenario development. The scenarios created from public feedback explored different ways Heber could grow, in contrast to the trend scenario. At an open house and online, residents reviewed the scenarios to identify the components of each scenario they preferred and didn't prefer.

The Numbers: Survey Results

Preferred approach to community life?

79%....prefer centers, either smaller town centers or larger destination centers over conventional subdivisions.

Preferred approach for new development? There's a lot of interest in new neighborhood forms over conventional subdivisions.

46%: Neighborhoods with open space
44%: Rural residential clusters
9%: Conventional subdivisions

Best approach for affordable housing?

75%: Blend it in *[Blend compact single family, townhomes, apartment homes into neighborhoods (38%) or centers (37%).]*
25%: Isolate it *(Edges of town or along Hwy 40)*

Streets: preferred emphasis?

85%: Walkable streets with sidewalks and street trees, with buildings lining the streets and parking to the side or behind buildings

Level of support for a bus system?

84%: Support [Fully support (59%) or somewhat support (25%)]

Trail you're most excited about?

66%: Lake-to-lake *(Connect Jordanelle and Deer Creek via Provo River)*

Preferred approach to economic development?

68%: Attract more/substantially more family-sustaining jobs
33%: Remain a bedroom community

Industries most important to Heber's future? (Top 3)

- Recreation and tourism
- Agriculture
- Tech/research & development

Preferred approach to conserving the North Fields?

Almost half want to permanently protect the North Fields by purchasing land or development rights, and there's a lot of support for maintaining 20-acre zoning.

Approach to conserving the Jordanelle Mountains?

77%: In addition to precluding development on steep slopes, significant open space is permanently preserved by clustering development in town centers

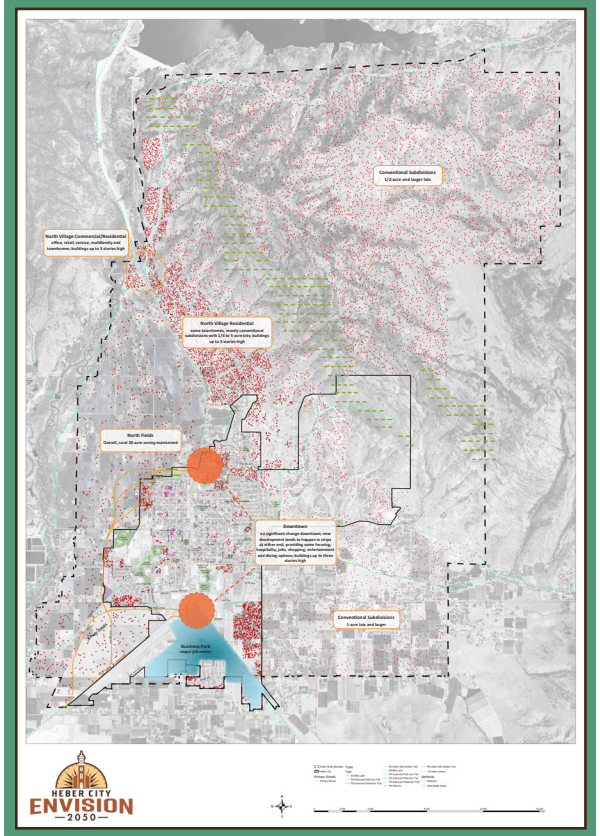
Components that best define "small town"

1. Unique character
2. Separation (open space between communities)
3. Gatherings/gathering places

% that prefer scenarios C/D, featuring centers & open space, to address the following values and goals:

78%: small town feel
78%: goals for open space
77%: goals for preserving views & scenic beauty
79%: fosters a friendly atmosphere
76%: overall preferred scenario
79%: best addresses needs of future residents

Trend Scenario

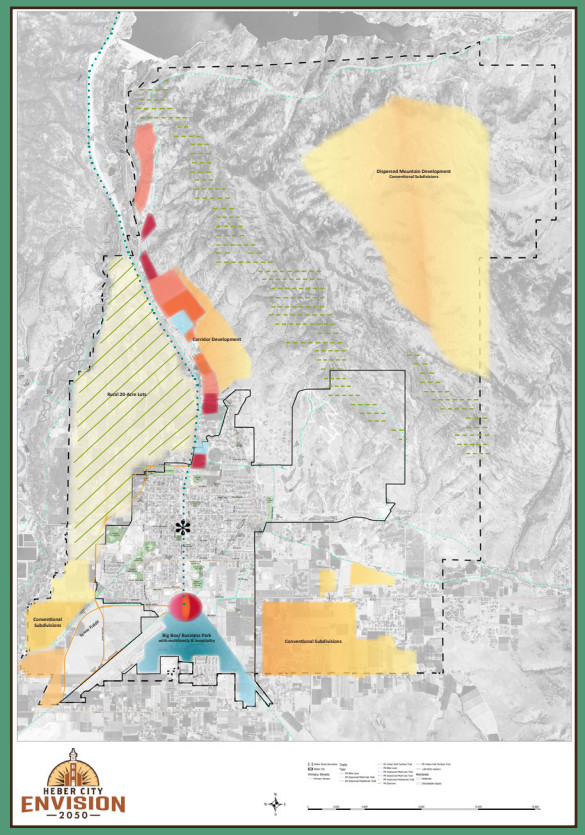


Scenario A:
Bedroom Community (Baseline Projection)

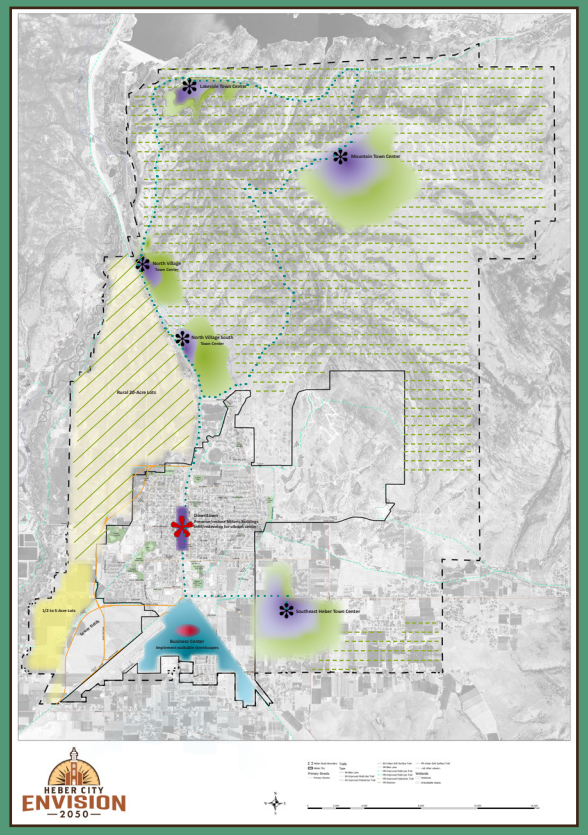
Public Preferences: What Did We Learn?

Overall, 76% of residents preferred Scenario C or Scenario D, with only 24% preferring the

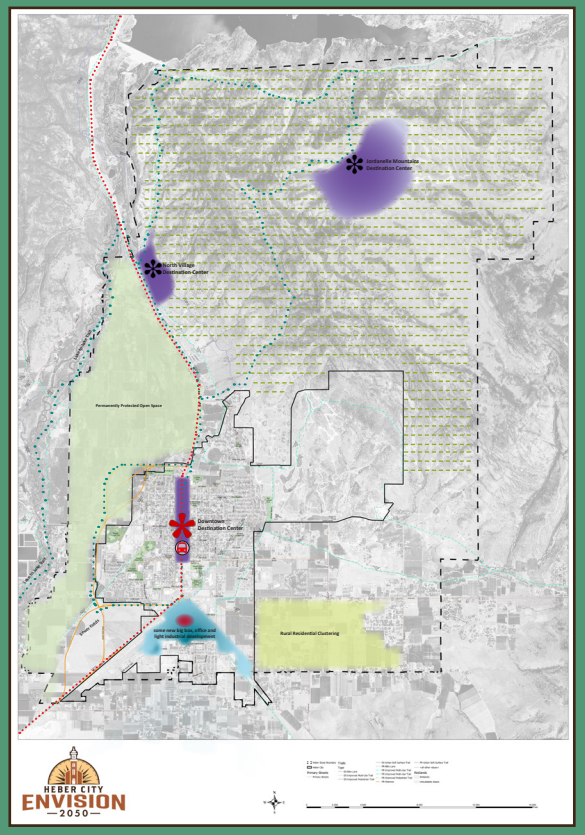
Scenarios Created with Ideas from the Public



Scenario B:
Corridor Focus



Scenario C:
Town Centers with Neighborhood Open Space



Scenario D:
Destination Centers with Rural Open Space

Scenario A or Scenario B. Scenarios C and D explored variations of the "big ideas" that came from the public at the initial public workshop, whereas Scenario A simply projected trend, and Scenario B was judged by many residents not to be much different than Scenario A, though it did capture the feedback from some residents at the public workshop. Clearly, Heber residents want a future that is much different than a projection of recent trends. Heber residents embrace a future that preserves its open lands and creates vibrant centers for living and working.

Public Vision Celebration

The steering committee, City leaders and consultants used feedback from the public's review of alternative growth scenarios to create a vision (see the vision and principles at the beginning of this chapter) that represents Heber's values and hopes for the future.

This vision was warmly received and celebrated at a final open house in August 2019. As with each step in the process, the website provided a complete summary of the process and its findings, as well as the vision itself. Heber City's vision represents a collective effort of hundreds of citizens over many months to identify how they would like to grow between now and 2050. It's inspiring to see the common ground among Heber's residents, and to know the City's future direction!

The vision map depicts one plausible way the vision principles listed at the beginning of this chapter could be applied between now and 2050. It features significant open space preservation; a vibrant downtown, town centers and business center; neighborhoods with open space; rural residential clusters; trails; and bus service.

Heber City Vision Map

This map illustrates one plausible way the vision principles could be applied between now and 2050.

VISION

Heber City is nestled in a green valley, brimming with historic agricultural uses, the beautiful Provo River, and unmatched views of the Wasatch Mountains. Our residents value this beautiful and unique setting and are committed to preserving its character while growing and nurturing our city. Together, we desire to:

- **preserve the beautiful open lands that surround us;**
- **create friendly neighborhoods and centers that focus homes, jobs, shopping, and recreation into places where we gather and interact regularly;**
- **enhance and strengthen downtown—the heart of our community; and**
- **grow, promote and diversify our recreational opportunities.**

By focusing our growth in specific areas, we foster a vibrant community and a quiet countryside—a place residents and visitors alike will enjoy for generations to come.

Town Centers:

more intense (some buildings 3-5 stories) — *less intense (townhomes, small lot single family)*

Overall Character: walkable streets with sidewalks, street trees and outdoor gathering areas; buildings front the street with parking on street or behind buildings

Destination Downtown: While preserving/restoring historic buildings, downtown sees significant infill and redevelopment, which provides housing, jobs, shopping, entertainment, dining options, and hospitality/hotel. Buildings may feature lower level retail or commercial and upper level offices, housing and hotel rooms. Downtown is a major center for housing and quality jobs.

North Village: The village features day-to-day services and shopping, hospitality and recreation amenities; center includes clustered, walkable neighborhoods with housing in a range of densities, lot sizes and types.

Jordanelle Town Centers: Mountain destination centers with day-to-day services and shopping as well as recreation amenities; center includes housing in a range of densities, lot sizes and types.

Walkable Business & Light Manufacturing / Town Center

Light Industrial/R&D — Retail/Big Box — Office — Hospitality — Town Center

Job center south of downtown with hospitality, office, R&D/light industrial, and some big box built to front attractive, walkable streetscapes. Buildings up to three stories high. Also includes town center amenities and living, nearby neighborhoods with open space.

Neighborhoods with Open Space:

more intense (up to 1/10 acre lots) — *less intense (up to 1/2 acre lots)*

Subdivisions that typically include flexible lot sizes, a mixture of housing types, and open space, including a prominent park, tree-lined sidewalks or trails and, perhaps, a community garden or small plot farm, equestrian facility, or other common open space use.

Character: emphasizes common open space with generally smaller backyards; likely to walk to recreational amenities and to town centers for to day-to-day needs

Rural Residential Cluster

approximately 75% preserved open space, 25% housing

New rural residential clusters feature housing on about 25% of lands, while permanently preserving approximately 75% as open space, which could be used for farming, shared equestrian facilities, etc.

Open Space Preservation:

permanently protected open space — *open space preserved by clustering development in destination centers*

North and South Fields are permanently protected. Land or development rights are purchased, and conservation easements are placed, precluding future development.

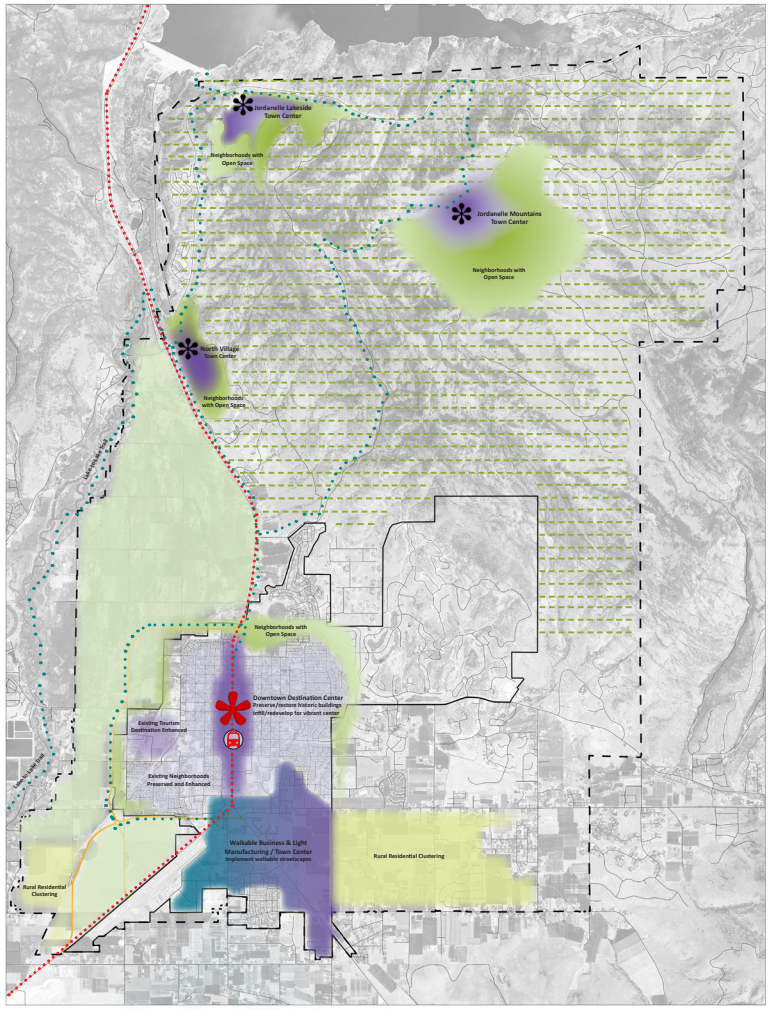
Mountains: Ridgelines, slopes, canyons and portions of mountain valleys are preserved through zoning, which precludes development on slopes over 30%, and clustering of development into centers.

Trails: emphasis on long, linear trails, including a lake-to-lake trail along the Provo River

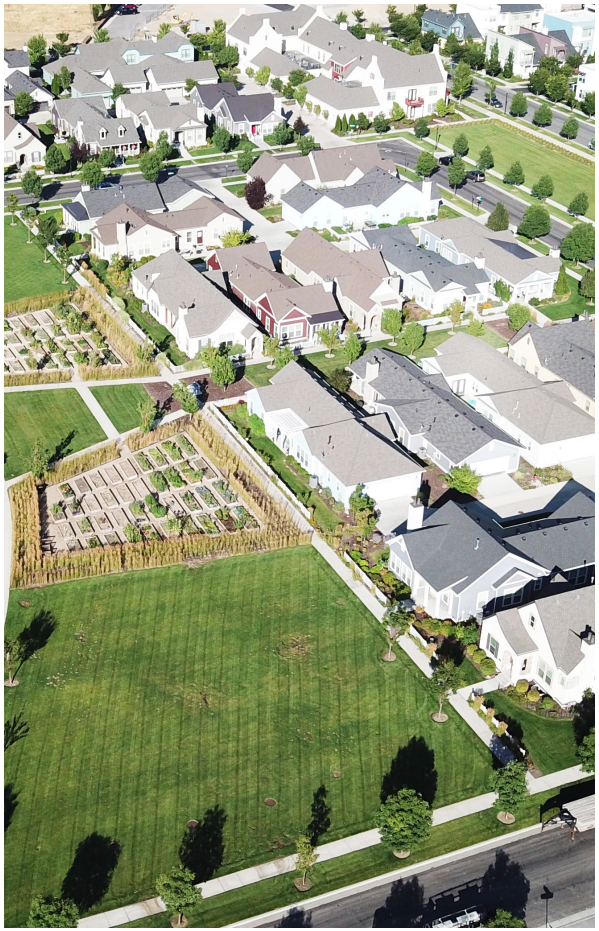
lake-to-lake trail via Provo River, trails connecting destination centers

trails identified in city master plan (see map legend, bottom right)

Bus Service: runs between Park City, Heber, and Provo; transit hub in downtown Heber



3: FUTURE LAND USE

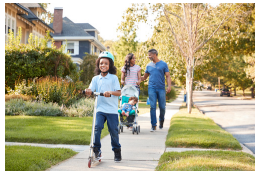


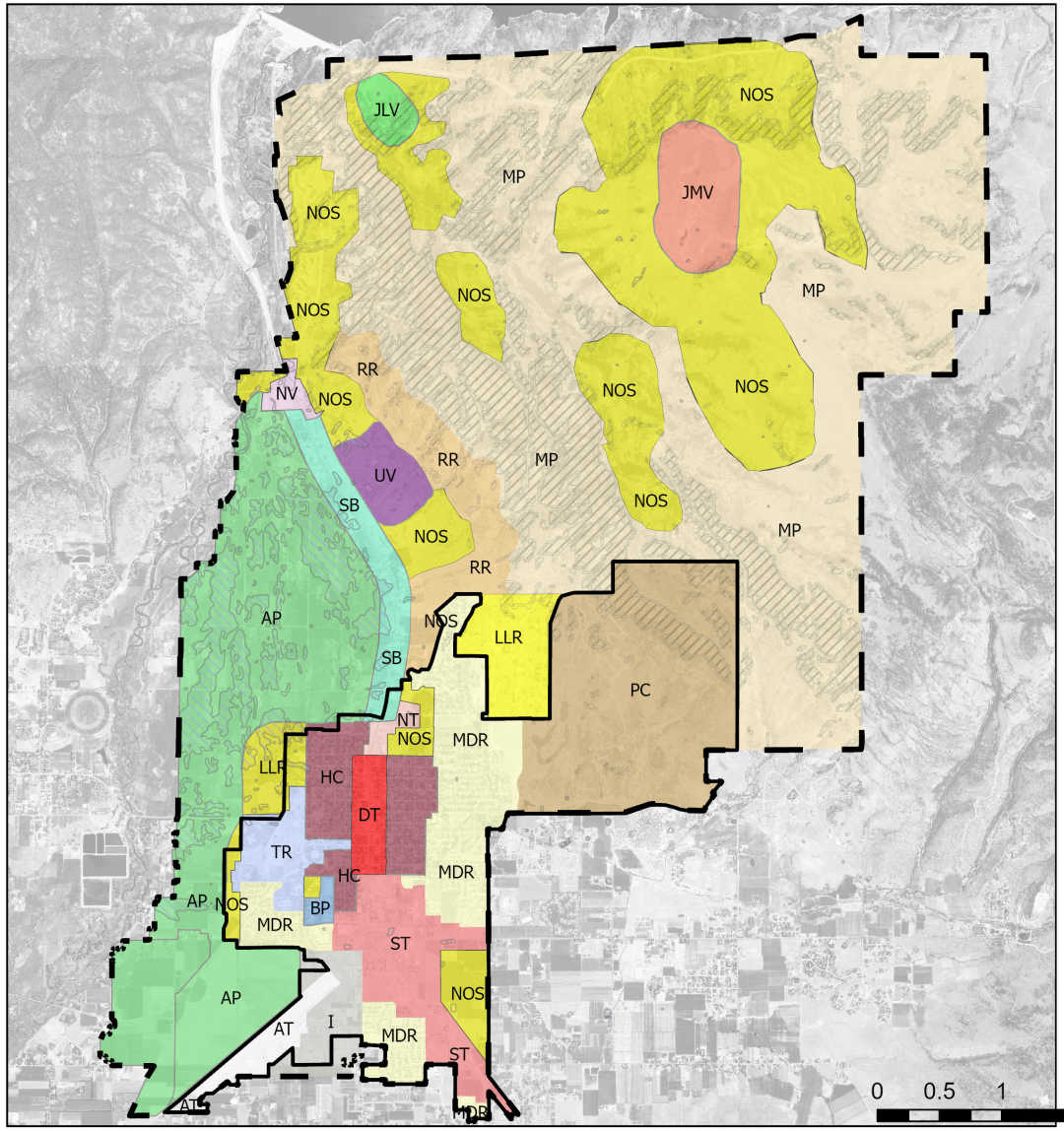
Future Land Use Map and Definitions

Heber's spectacular setting makes creating a future land use plan that embraces the vision for Heber particularly important. The design and patterns within new development areas are expected to follow the guidelines described in this general plan, which will be translated into updated ordinances. This chapter provides direction and guidance for future decisions to expand, modify or rehabilitate City infrastructure. It suggests where prudent public and private investments should be placed. It illustrates the future land uses that the City will support.

This chapter is comprised of a Future Land Use map which identifies various land uses that the City believes are consistent with the vision for Heber. Land uses are divided into categories which are identified on following the map. The edges or lines for each land use category on the map are not meant to be precise. Future land use maps in general plans are purposely intended to be "general" and do not strictly follow property lines like a zoning map. They are a guide to the future land uses that the City has determined help achieve the City's vision.

Since the intent of the map is to guide with flexibility, future zone changes should generally conform to the land use districts described in this chapter. There can be discussions of "intent" and "general conformity" when there are situations where a proposal under consideration follows the City's vision and principles but where exact adherence to the map suggests a different outcome. The Planning Commission and City Council have discretion in applying the concepts found in this plan.





FUTURE LAND USE

- HEBER CITY
- HEBER STUDY BOUNDARY
- UNBUILDABLE SLOPES
- WETLANDS

FUTURE LAND USE

ACRONAME

- ST SOUTHTOWN
- AP AGRICULTURE PRESERVATION
- AT AIRPORT
- BP BUSINESS PARK
- DT DOWNTOWN
- HC HISTORIC CORE
- I INDUSTRIAL
- JLV JORDANELLE LAKE VILLAGE
- JMV JORDANELLE MOUNTAIN VILLAGE
- LLR LARGE LOT RESIDENTIAL
- MDR MEDIUM DENSITY RESIDENTIAL
- MP MOUNTAIN PRESERVATION
- NOS NEIGHBORHOOD W OPEN SPACE
- NT NORTHTOWN
- NV NORTH VILLAGE
- PC PLANNED COMMUNITY
- RR RURAL RESIDENTIAL
- SB SCENIC BUFFER
- TR TOURISM RECREATIONAL
- UV UNIVERSITY VILLAGE

N
W E
S

Future Land Use Map Categories

District Type	Uses	Density Range / Scale (gross acreage)	Key Characteristics
Historic Core Neighborhood (HC)	Primary: SFDs on smaller lots, town homes, duplexes, triplexes, flexible infill, small multifamily buildings; consider bonus densities for higher quality architecture Secondary: connective and corner small scale retail/ restaurants, bed and breakfasts, community gardens, public facilities, churches	3-15 units per acre 1-3 story height	A mixed neighborhood emphasizing a variety of housing types. Strong street connections to the downtown and the tourist center; bicycle and pedestrian friendly.
Downtown (600 South to 500 North, 200 East to 200 West) (DT)	A mixed use town center with historical architecture and active open spaces	14 to 30 units per acre Up to 4 story heights (interior block locations encouraged) Consider 2 story minimum height	Small business storefronts with historic architectural elements on first floors along Main Street. Interior block commercial/office uses blending with higher density residential. East/west streets to include diagonal parking and bike accommodations.
Tourism/Recreation Center (TR)	A hospitality/commercial mixed use center	4 to 20 units max per acre 2-3 story height, except hospitality, which may reach 4 stories	Recreation and tourism-oriented uses with an old west flavor. Includes the 100 South corridor. Transitional corridor uses including expanded home occupations, small scale retail, bed and breakfast, small cafes.
Jordanelle Mountain Village (JMV)	Primary: commercial and service uses intended to reduce trip generation to other town centers Neighborhoods: low, medium and higher density residential areas on slopes less than 30%, clustering options, schools	Base density established by a master development agreement. Overall property base densities may be transferred to the center and adjacent NOS by concentrating and clustering land uses. Up to 3-4 story heights in mixed use village 1 to 14 units per acre in residential areas adjacent to centers	A mixed use town center intended to serve the significant population on the upper mountain area, characterized by Mountain Modern architecture and mixed uses that include gathering spaces. Natural lands are preserved. Roads with swales and trails, clustering options, small lot and townhome options, significant open space, natural areas, schools.

Future Land Use Map Categories	District Type	Uses	Density Range / Scale (gross acreage)	Key Characteristics
	Jordanelle Lake Village (JLV)	Primary: hospitality, mixed uses, service and commercial uses Secondary: medium to higher density residential, schools	Base density established by a master development agreement. Overall property base densities may be transferred to the center and adjacent NOS by concentrating and clustering land uses. Up to 4 story heights in the town center	A mixed use town center with adjacent neighborhoods to serve the region's growing recreation/tourism industry, characterized by Mountain Modern architecture and mixed uses that include gathering spaces. Development blends into the slopes, and natural lands are preserved. Roads with swales and trails, clustering options, small lot and townhome options, significant open space, natural areas.
	North Village (NV)	Primary: hospitality and commercial/retail uses, higher density residential adjacent to the southern two quadrants at the intersection. Offices complement the town center. Secondary: SFDs, townhomes, limited multifamily complexes	14 to 30 units per acre Overall property base densities established by the North Village Overlay Zone may be transferred to the Village and adjacent NOS to create open space. Up to 4 story heights in the village center Residential clustering up to 3 stories with 4 to 20 units per acre in clustered locations	A mixed use village to serve the region's growing recreation/tourism industry and retail needs, characterized by Mountain Modern architecture and a greater range of mixed uses that include gathering spaces. Small lot, townhouse, and apartment developments, clustering, open space.
	Utah Valley University Village	Primary: an array of uses supportive to the University, including hospitality, training centers, small retail, gathering places, mixed use, and student housing. Secondary: tech uses, affordable housing	14 to 30 units per acre Overall property base densities established by the North Village Overlay Zone may be transferred to the Village and adjacent NOS to create open space. Up to 4 story heights in the village center Residential clustering up to 3 stories with 4 to 20 units per acre in clustered locations	A mixed use village created to support the growth and desirability of the UVU campus, characterized by Mountain Modern architecture and vibrant pedestrian gathering places.

Future Land Use Map Categories	District Type	Uses	Density Range / Scale (gross acreage)	Key Characteristics
	New Neighborhoods with Open Space (NOS)	Primary: SFDs Secondary: townhomes, small lot and attached housing	3 to 20 units per acre Overall property base densities, established by the North Village Overlay Zone may be transferred to adjacent Villages to create open space. 2-3 story height limit	Small lot clusters, townhomes and open space achieved through clustering and generally located adjacent to centers
	Agricultural Preservation (AP)	Agricultural uses on large lot (20 acres), with minor residential use	1 unit per 20 acres	Dairy, grazing and grazing supportive crops with a homestead. Agricultural areas provide separation between communities.
	Mountain Preservation (MP)	Recreational uses using the preserved natural areas	1 unit per 20 acres transferred to mountain residential areas	Steep slopes over 30%, stream corridors, wetlands, areas providing separation between communities. Clustered housing with density transfers to the villages.
	Scenic buffer (SB)	Scenic highway corridors with adjacent trail systems, storm water retention and significant use setbacks	Setback minimum 150 feet from highway right of way	Natural and enhanced landscapes with trail systems adjacent to existing and proposed highways.
	Rural Residential (RR)	Residential and agricultural mix in clustered patterns of development	1 to 2 units per acre; base density with clustering incentives for higher densities	Rural streetscapes with clustered housing and large open spaces in a natural, grazing, or agricultural use.
	Medium Density Residential (MDR)	Primary: single family residential uses	3 to 6 units per acre	Existing single family neighborhoods with a mix of suburban and rural street standards.
	Large Lot Residential (LLR)	Primary: single family residential uses	1 unit per five acres	Mostly existing single family neighborhoods with expansive views due to large separations between homes.
	Planned Community (PC)	Primary: large lot single family homes	1 to 2 units per acre	Existing neighborhood with significant open space and recreation uses.

Future Land Use Categories	District Type	Uses	Density Range / Scale (gross acreage)	Key Characteristics
	South Town Center (ST)	Primary: regional commercial/office uses, health services, light manufacturing and tech businesses Secondary: medium to high density residential	14 to 20 units per acre Up to 3 story heights	A mix of businesses catering to the regional larger scale needs of Wasatch County. Includes big box retail opportunities.
	North of Downtown Center (NT)	Primary: regional commercial/office uses, health services, incubator business complexes Secondary: medium to high density residential	14 to 20 units per acre Up to 3 story heights	A secondary regional hub.
	Business Park (BP)	Office and tech uses	NA	High quality design and architecture.
	Airport (AT)	Airport and air traffic related uses	NA	Runways, hangars, service shops and supportive commercial uses.
	Light Industrial (I)	Manufacturing uses located generally within enclosed buildings, plus office warehouse uses	NA	Limited outdoor storage and activity; may allow for accessory apartments

4: QUALITY NEIGHBORHOODS

Quality Neighborhoods Vision

Heber City's neighborhoods **thrive** because all of them are valued for their **unique character, amenities, and context**. Residents with a range of incomes have access to great places to live, and all residential neighborhoods are **stable**, **attractive** options.

Guiding Principles

1. Heber City will preserve and enhance existing neighborhoods and increase their walkability.
2. Heber City's new neighborhoods will be walkable and blend a variety of housing options and shared open space amenities. New neighborhoods will be within walking distance of a center, where neighbors can gather.
3. Rural and mountain residential clusters will enable residents to live in neighborhoods where housing is focused in a smaller area, resulting in the majority of natural lands reserved for shared open space with recreational, equestrian or agricultural uses.
4. Heber will maintain its clean air and dark skies so the City is a healthy and beautiful place to live.

Existing Neighborhoods

Heber City's existing neighborhoods have provided and will continue to provide a variety of housing options and living environments for the City's residents. Options include large single family dwellings with views of the region's open lands on the edge of town; historic homes on shady, tree-lined streets in the historic core; new, smaller lot subdivisions; and a variety of townhome and apartment/condominium homes closer to the City's center and along Highway 40. As Heber grows, investments in existing neighborhoods should enhance unique neighborhood characteristics and features. In general, the City's existing neighborhoods will benefit from continued investment in existing housing stock, context-sensitive infill, streetscape enhancements to improve walkability and better access to parks and trails.

During the Heber City's recent visioning process, 85% of survey respondents were supportive of working toward more walkable streets. Access to parks, trails and open space was a common theme across both new and existing neighborhoods.

Historic Core Neighborhoods

The historic core, roughly defined by the City's historic grid, is highly valued for its small-town feel. Residents enjoy seeing the irrigation ditches meandering along the side of the road, the shady street trees, the range of housing options and the quiet feel they enjoy even though they are only a short distance from Main Street. Unfortunately, the irrigation ditches are slowly disappearing, as pressurized irrigation is being planned for the City. As the City grows, these street features should be enhanced and improved to preserve what people love. A new set of streetscape standards should provide consistency and cohesiveness over time, highlighting and augmenting beloved historical features, including street trees, grassy swales and maintaining irrigation ditches on several designated streets. Investment in and redeveloping existing housing should be encouraged to improve quality, livability, market stability and appearance. The area is also an ideal location for context sensitive infill, to enable more people to live in the historic core area, which reduces traffic and supports Heber's downtown.

The historic core includes an emerging tourism hub in the blocks surrounding 600 West and 400 South, where Heber Valley Historic Railroad operates. Heber should consider options that encourage tourism and better connect the area to nearby Main Street. There may be opportunities for more tourism-based businesses, including guest services (e.g. recreational equipment rental, guide services) and boutique lodging (e.g. bed and breakfasts), and small, local retail/restaurants. This hub supports the City's vision, which encourages a community that is welcoming and comfortable for tourists.

What Could Heber's Historic Core Become?

Over time, the historic core could become a consistently beautiful neighborhood. Imagine tree-lined streets, upgraded homes, new architecturally pleasing housing, and a wonderful place to walk and bike, with connections to the entire City. The historic core could be the most desirable neighborhood in Heber, offering a range of housing types, convenience and historic character.

Strategies - Historic Core

1. Consider land use changes to grow the tourism hub at 600 West and 400 South, and connect it to Main Street along the 100 South corridor. Consider tourism-based businesses, and more flexible options for homeowners, such as more flexible home occupation ordinances, live/work opportunities, bed and breakfasts and other residence-based businesses.
2. Maintain flexible zoning that allows for further intensification and infill of the historic core area. Consider additional upgrades to existing zoning that promote reinvestment and infill.
3. Support improvements to existing homes. Establish and/or identify grants and/or loans for home repairs, façade improvements and efficient, attractive landscaping. Work with local business and historic groups to establish a historic home walking tour. This will encourage residents to improve and maintain their historic homes.
4. Use dark sky compliant lighting throughout the historic core.
5. Promote ordinance revisions for infill and flag lots to increase redevelopment potential, where appropriate.

What Could Streets in the Historic Core Look Like?

Heber's historic core features many charming characteristics. As streets are improved, there is opportunity to retain desirable qualities and add new elements that increase beauty and safety. The image below features reduced pavement width, wide parkstrips, consistent walkways, street trees, lighting, swales with some irrigation ditches preserved, and both natural and more formal parkstrip plantings.

Where possible, Heber should retain the rural feel that Heber's open irrigation ditches convey. As the City moves toward pressurized irrigation and working irrigation ditches are slowly replaced, some streets should be designated to preserve historic ditches and retain related rural context. Since existing ditches and street-adjacent swales will accommodate storm water for the near future, a phased approach is suggested. A more detailed streetscape plan and streetscape options should be considered.

Existing Neighborhoods Outside the Historic Core

Heber residents that live in neighborhoods outside of the historic core enjoy a wide range of living opportunities, all relatively nearby the City's center. Like the historic core, as these neighborhoods age, Heber should support reinvestment to improve or enhance the quality of existing homes, encourage infill and new investment where possible, and implement context-sensitive streetscape plans that highlight the unique character of neighborhoods while improving walkability.

Strategies – Existing Neighborhoods

1. Create a citywide streetscape plan, strategy and program that explores distinct options for various neighborhoods, including older areas of the city encompassed in the historic grid as well as options for newer existing neighborhoods and future neighborhoods. Streetscape improvements include sidewalks, trails, street tree planting, street parking and setbacks. (see Chapter 8, Mobility and Streetscape for more detail)
2. Enhance park access from existing neighborhoods. Add trail connections and new parks. Look for opportunities to consolidate stormwater detention in multi-purpose ponds that can also be used for recreation. (see Chapter 7, Open Space, Parks and Trails for more detail)

New Streets in the Mountains

While most of Heber's new streets will be in traditional neighborhoods and can implement ideas from the historic core image at left, some streets will be "collector" in nature, moving traffic between new and existing centers. These streets provide enjoyable travel through open spaces, whether driving a car or walking/biking on the adjacent trail. These streets feature narrow pavement width with right turn lanes, swales and off-street trails.

New Neighborhoods and Rural Clusters

Heber City embraces a range of new neighborhood options designed to provide a variety of beautiful, comfortable, convenient and safe places for all of its residents to live their lives.

New Neighborhoods with Housing Variety and Amenities

Public feedback during Heber's recent visioning process uncovered a strong desire for new neighborhood options that include both housing variety and amenities. This desire should be realized with new guidelines that enable flexibility in lot size, setbacks and housing type. This option provides for a broader range of household types—including young families, mature families and empty nesters—to live in a more diverse neighborhood setting with common open space areas for socializing and recreating.

Further, when combined with incentives, such as density increases, varied lot sizes and housing types allow developers to cluster housing to reduce the development footprint in order to establish common open space areas. This encourages higher quality design and distributes shared maintenance costs among more homeowners, keeping costs sustainable over time for each household.

The examples at right explore a more limited amount of high-quality open space over a larger percentage of open space. When ordinances require a high percentage of open space (30% to 50%), the result is often a configuration of homes on pad sites with a private outdoor patio area, but without a building lot containing individual yard space. With pad sites, the common open space is typically provided as shared landscaping surrounding homes, in addition to a landscaped detention area. This design format provides limited usable open space area for recreation, socializing and gathering.

What Could Heber's New Neighborhoods Be Like?

As Heber grows, residents have a strong desire to create neighborhoods that include a variety of housing options and recreational opportunities. A recent survey found that 46% want this type of neighborhood compared with only 9% who want to continue building conventional subdivisions.

What's in every example at right?

- **A concept for a 10-acre parcel**
- **10% - 20% common usable open space for recreation, socializing and gathering**
- **Quality streetscapes with street trees, lighting, and trails, pathways and/or sidewalks**

31 units | 10,000 sq ft lots

(above) A standard 10-acre subdivision with minimal streetscape features and no common open space. This plan suggests moving away from this pattern of growth in new neighborhoods.

1. Neighborhood with Agriculture & Open Space

38 units | 6,000-10,000 sq ft lots
single family
1-acre farm/community garden
.5-acre park

2. Traditional Neighborhood with Open Space

44 units | 5,000-10,000 sq ft lots
single family
1-acre park

58 units | 4,000-6,000 sq ft lots
single family | rowhomes
1.5-acre park

3. Compact Neighborhood with Open Space

91 units | 4,000-6,500 sq ft lots
single family | rowhomes | multifamily
2-acre park & plaza

4. Mixed Use Neighborhood with Gathering/Open Space

Most open spaces in new neighborhoods will be the responsibility of homeowners in the development and will be governed by a homeowner's association. The developer or association will improve the space for recreation, restore it to a natural state, create a community garden or perhaps lease it to a small plot farmer. However, the City may want to assure public access through acquisition in the development process or agreements to that effect. A systematic approach to consider is for the City to determine priority areas for open space that might further other goals such as stormwater retention or trails. Trail systems along creeks, canals and utility corridors, connected to mountain area trails, could provide a more functional and distinctive connected series of open spaces.

Common open space area(s) should be right-sized for recreational needs, and right-priced for residents to sustain long-term care and maintenance costs through a homeowners' association. Open space quantity and design should be informed by an appropriate integration of storm water detention without compromising recreational use, and by an appropriate balance between outdoor common area and private yard space. In some cases, the City may want to acquire open space during the development process, to provide public access. These decisions should be informed by the City's parks and trails master plan.

Strategies - New Neighborhoods

1. Create incentives or new zones to build neighborhoods that include a variety of housing types and quality open space amenities.
2. Include quality building materials and architectural standards as part of new ordinances.
3. Sustain the long-term quality and value of these neighborhoods through:
   a. Superior neighborhood design;
   b. Quality building materials;
   c. Integrating a variety of lot sizes and housing types;
   d. Establishing private development covenants and homeowner's associations to ensure continual reinvestment in and maintenance of the neighborhood.
4. Open space amenities should be a central feature in a neighborhood and may include parks, plazas, trails, community gardens, small plot farms or other space that can be used by residents. Quality open space amenities include long-term management and maintenance plans.
5. Develop and implement streetscape standards to ensure walkability. Create new residential street cross sections that are comfortable

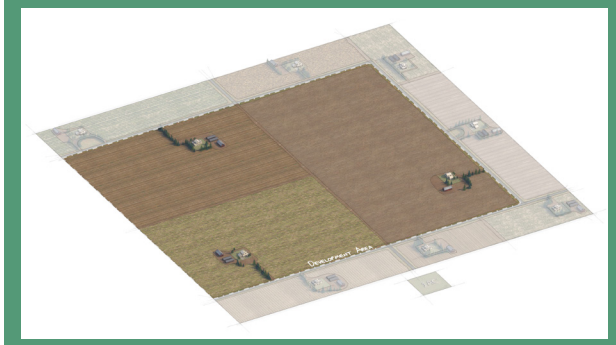
and safe for pedestrians. Consider crossings, pavement widths, traffic speed, park strip width, street trees, sidewalk widths, etc. (see Chapter 8, Mobility and Streetscapes for more detail)

a. Connect new neighborhoods to centers with sidewalks, pathways and/or trails.
b. Connect new neighborhoods to existing regional or local trail systems when possible.

6. Consider a new neighborhood design process that analyzes priority destinations for pedestrians and focuses the design process on achieving a walkable community first, as opposed to the greatest number of lots.
7. Consider an incentive-based system with a base lot size that can be reduced by exceeding city goals for open space, walkability, trails, views and stormwater reduction.
8. New neighborhoods at Jordanelle Mountain, Jordanelle Lakeside and North Village

a. Create walkable, compact neighborhoods with significant natural open space and mountain-themed village town centers.
    1. Create design standards for interesting "mountain modern" residential architectural features.
    2. Promote deed restricted workforce housing in the villages and inclusionary affordable housing for a portion of new housing.
    3. Create trail systems with greater separation from roadways.
    4. Encourage increased residential densities in village town centers.
    5. Develop a street connectivity and circulation plan that does not rely on the highways to reach destinations. (see Chapter 8, Mobility and Streetscapes for more detail)
    6. Consider more hospitality and entertainment options near the highways.
    7. Consider design standards for outdoor and indoor storage facilities, and promote the placement of such facilities in less visually prominent locations through ordinance amendments.

How Are Rural & Mountain Residential Clusters Developed? (100-acre example)



Existing Condition:
Parcels feature historic farming operations, and owner is considering options for future development.

Conventional Development Pattern: 88 units
Underlying one-acre zoning employed to create standard subdivision with uniform lot sizes, eliminating agricultural uses.

Residential Cluster Alternative:
Clustered housing, flexible lot sizes and a density bonus enable a profitable project while **permanently preserving** remaining agricultural uses. This alternative could also be used to preserve natural areas in the mountains.

Rural and Mountain Residential Clusters

After the New Neighborhoods with Housing Variety and Amenities option described above, the option second most desired by Heber residents is the Rural Residential Cluster. This option clusters housing on about 25% of the development parcel, while permanently preserving approximately 75% of a parcel as open space. This option is best employed where larger acreages exist, so preserved open space is large enough to be viable for continued farming or ranching, for shared passive recreation (e.g. trails in a natural area), shared equestrian use or to provide a large open space that remains or is restored to its natural state. Developments should include clear plans for long-term open space management and maintenance. Areas for these types of neighborhoods include lands adjacent to north village and university village.

Strategies - Rural and Mountain Residential Clusters

1. As part of a new zoning ordinance, create incentives or new zones to enable rural and mountain residential clusters that permanently designate open space for agricultural, natural, passive recreation or shared equestrian uses.
2. Update trail plans as new rural and mountain residential clusters are developed.
3. Promote neighborhood safety by reviewing and updating as necessary community wildfire prevention plans and wildfire ordinances and development standards for hillside and mountain areas.

Clean Air: Options for Residential and Business Land Uses

Heber has relatively clean air today, but keeping that clear blue sky is a concern for residents. The Wasatch Front is notorious for temperature inversions, when warmer air gets trapped below colder air. Such inversions trap pollution close to the ground, creating air that is both ugly and unhealthy to breath. Occasionally, Heber residents can see the inversion from the Wasatch Front creeping up the canyon toward the Heber Valley.

Like the Wasatch Front, Heber Valley can experience temperature inversions. If we want to maintain air that is healthy and skies that are beautiful, we will need to be mindful of the pollution that we create and release into the air as the City grows. As our vehicles become more efficient, our homes and businesses will be the largest source of air pollution and should be a focus for maintaining air quality.

Water heaters and furnaces that burn natural gas and have not been updated create emissions that we do not see, but, as a percentage of the overall air pollution problem, our house and business heating systems start to take on a greater role because vehicles are getting cleaner and more are electric. In the Salt Lake Valley, on red burn days, wood stove fires are not allowed. Wood stoves add significant amounts of particulates, especially when the air is not moving, during an inversion.

Strategies - Clean Air

1. Explore ways to reduce air pollution from homes and businesses and improve efficiency.
   a. Promote a water heater replacement program. Promote no “nox” water heaters and more efficient furnaces for long-term clean air benefits.
   b. Eliminate wood stoves and/or prohibit use on stagnant air days.
   c. Encourage rooftop solar installations.
   d. Explore potential strategies with Heber Power and Light.
2. Explore no idle programs for vehicles and electric vehicle facilities such as charging stations.
3. Promote and support the Heber Valley Regional Air Quality Board.
4. Adopt a clean air program with priorities, time lines and strategies.

During Heber City’s recent visioning process, a number of survey respondents and meeting participants were concerned about long term air quality. Blue skies are one of Heber’s valued assets.

What's the best approach to affordable housing?

75% Heber of residents say, "Blend it in!"

Based on survey responses from Heber's recent visioning process, **38%** prefer to blend compact single family, townhomes and apartment homes into neighborhoods, and **37%** say to blend these housing types into town centers. Only 25% wanted to isolate affordable housing at the edges of town or along Highway 40. The picture below depicts a home with limited square footage to reduce overall cost.

General Housing/Moderate Income Housing Plan (MIHP)

When Heber's neighborhoods and centers provide housing for a broader range of household types and consider our school teachers, police officers, and service industry employees, more of our residents can enjoy living in a safe and comfortable environment, with convenient access to goods, services and amenities.

Heber City has recognized the great need for and difficulty of providing affordable housing for many years and has been innovative in its approaches to creating more affordable housing. The City adopted its revised Moderate Income Housing Plan (MIHP) as part of the General Plan by Ordinance 2018-31 on August 16, 2018. Utilizing property values, census data, building permit data and data from the Utah State Department of Workforce Services, the City identified the existing supply of moderate income housing and identified the five-year moderate income housing need. The City analyzed residential zoning and identified how zoning densities affect opportunities for moderate income housing. Based on this analysis, the plan identified the following affordable housing needs for the next five years:

- 517 units of 30% AMI or less
- 429 units of 50% AMI or less
- 138 units of 80% AMI or less

The four primary goals of the MIHP include:

1. Heber City will continue to provide a realistic opportunity to meet the estimated needs for additional moderate-income housing.
2. Heber City will continue to foster partnerships with non-profit organizations and developers, and identify new funding sources to implement affordable housing policies.
3. Heber City will continue to work with the County Housing Authority to increase the supply of affordable housing
4. Heber City shall biennially review the moderate-income housing plan element of its general plan.

The implementation strategies identified below exceed the requirements of Utah State Code Section 10-9a-403. The following four strategies from the 2018 General Plan update mirror Utah State Code recommendations for implementing three or more implementation strategies. Not only have these strategies been identified by the MIHP, they have also been adopted into the City's zoning ordinance and are already being implemented.

1. **Utilization of accessory apartments (aka accessory dwelling units).** Accessory dwelling units are allowed in all residential zones in Heber City.

2. **Consider inclusionary housing ordinances to close the future housing need gap.** Heber City has adopted an inclusionary housing ordinance that requires 10% of all new residential units to be affordable housing that is aimed at those earning 30%, 50% and/or 80% of County average median income. The ordinance permits increased density, open space and spatial incentives to developers for providing affordable housing.
3. **Consider deed restriction programs to keep new moderate income housing units affordable to target populations.** As part of the inclusionary housing ordinance, Heber City requires that certain affordable housing units in the 50% AMI or lower category be deed restricted and often works with the County Housing Authority to accomplish this.
4. **Consider general fund expenditures to waive or reduce construction related fees that are otherwise generally imposed by the City.** The inclusionary housing ordinance permits the waiver of building permit fees.

Potential Near-Term Work Efforts:

1. Update the accessory apartment ordinance to eliminate barriers.
2. Track spending of the affordable housing fund, and emphasize workforce housing.
3. Continue to require deed restricted housing aimed at the 50% AMI and below category, and track City progress.
4. Study the pros and cons of waiving building permit fees for qualifying projects or portions of projects. Track additional units produced.
5. Consider areas for mixed use housing and mixed housing types, especially adjacent to the downtown and in emerging centers.
6. Create a mixed housing types cluster subdivision ordinance.
7. Consider an update study of the fee-in-lieu program to assure that fees are reasonably commensurate with actual construction costs.

Volodymyr Kyrylyuk via Getty Images

5: CENTERS AND GATHERING PLACES

Centers and Gathering Places Vision

Centers enable Heber to maintain a **small town** feel by focusing **new growth into distinct areas** rather than dispersing growth across our City's surrounding **open lands**. Centers **focus** activities, providing a **home base** for **visitors** and a **"living room"** for **residents**.

Guiding Principles

Downtown, Heber's historic center, will develop into an even stronger center and remain the heart of the community. Main Street, together with surrounding blocks, is a local and regional destination.

1. Heber preserves, enhances and improves access to its valued places and buildings on Main Street.
2. Heber improves pedestrian and bike accessibility, parking and traffic conditions along Main Street.
3. Underused spaces are reimagined into significant new places to work, live and enjoy time together.
4. Downtown is a regional destination for annual gatherings and traditions that Heber residents and visitors enjoy.

New centers will be strategically located, connected to each other and the greater community and offer walkable access to amenities and day-to-day needs.

1. New centers should encourage many distinct features, including outdoor gathering spaces, parks and plazas; schools and community centers; a mix of shopping, restaurants, and offices; as well as a variety of housing choices, including more affordable options.

Existing Centers

The City has a highly recognizable Main Street Center, an emerging business center on the south end of Main Street where US 40 and SR 189 diverge, and a small tourism-oriented center emerging near the Heber Valley Railroad. These centers are in need of considerable work to maintain and develop their potential during this planning period and beyond. Developing strong connections between the centers and improving the appearance and functions of the centers is important to the community as a whole. The goal

is to create a vibrant, enduring downtown, with supportive, connected business and tourism hubs.

The business and tourism centers are discussed in the new and emerging centers section, simply because they are not as well established as Main Street at this time.

Main Street Historic Downtown

The traditional feel of Heber's Main Street has been disrupted by increases in traffic volume and especially by the impact of oil tanker trucks. It is difficult to hear conversations while trying to enjoy restaurants and gathering areas along the street, and pedestrian crossings feel unsafe due to traffic and wide street width. Yet, Main Street retains much of its historic character and charm, and it provides an identifiable landmark for the community.

Downtown Redevelopment Services and Avenue Consultants recently studied Main Street in conjunction with the Bypass Planning study. Including significant public outreach, the study analyzed existing conditions, summarized public desires for Main Street and made many recommendations. As a result of surveys and open houses, the resident vision for Main Street suggests:

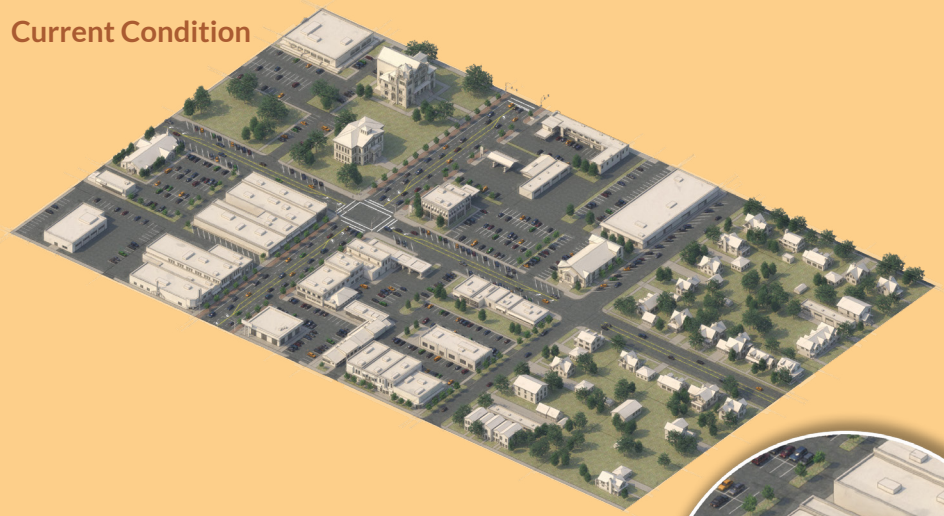
- A balanced downtown corridor with local businesses and plenty of retail opportunities for both residents and visitors.

Which scenario best preserves "small town" feel?

78% of recent survey respondents selected scenarios featuring **centers** and **open space**.

Surveys for Main Street and the general surveys performed as part of the visioning process indicate that **Main Street is important to nearly everyone in the community.** Residents want Main Street to become quieter and more walkable.

Current Condition



Downtown Current Condition

The Main Street area currently hosts a variety of local businesses, public facilities and green spaces, but it lacks many features that create a vibrant place for residents and visitors to fully enjoy. Current conditions include:

- Some quality historic buildings
- Wide pavement widths and narrow sidewalks
- Large surface parking areas
- Limited public spaces with limited ability to attract consistent activities
- Limited pedestrian-friendly features (street furniture, gathering areas, etc.)
- Limited public art/cultural amenities
- Limited housing/downtown living

Current Condition: Zooming In

It's helpful to zoom in, to compare typical current conditions downtown (right) with the new downtown concept (next page, far right).

What Could Downtown Become?

The Main Street area has the potential, as the hub commercial district for the entire County, to become the vibrant downtown that residents once enjoyed before the influx of significant traffic. Excellent shopping experiences, new streetscapes and activated gathering areas will, over time, provide the Main Street that the community desires. Features may include:

- Substantially more opportunities for living and working, along with main floor shopping and dining—while preserving historic buildings
- Pedestrian-friendly streetscapes, including wide sidewalks, mid-block crossings, street trees, plantings and public art/branding
- Numerous public gathering areas, including outdoor dining, plazas, etc.

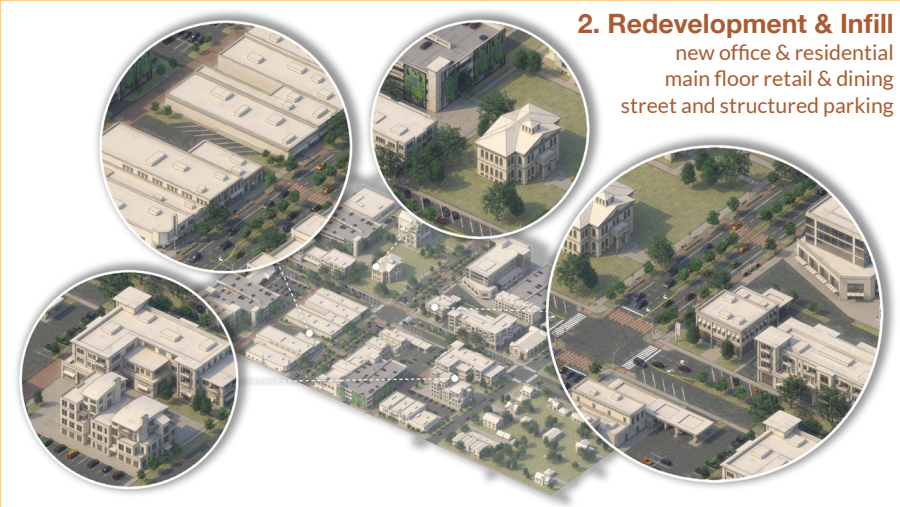
Downtown Concept

Downtown Concept: Zooming In

It's helpful to zoom in, to get a better feel for the ideas embedded in the downtown concept. The aim is to create a vibrant and well-recognized place for residents and visitors to enjoy, while providing options for employment and living.

A Closer Look at Downtown Concepts

The images below provide an exploration of types of improvements that could appear in the downtown area. They are additive: image 1 explores infrastructure, image 2 adds in potential redevelopment and infill, image 3 adds in ideas for gathering spaces, and image 4 adds in options for arts and cultural amenities, completing the concept.



- An increased level of amenities along the Main Street corridor—specifically, bike racks, benches and additional public spaces
- Prioritizing pedestrian safety.
- Long-term traffic-calming and congestion-mitigation strategies—specifically, wider sidewalks, streetscape enhancements, center medians and pedestrian refuge islands.
- The entire downtown contributing to a unified community character that will reflect the uniqueness of the community, residents' values and the overall vision for the City.

The strategies below are derived through this information and combine the study's priority recommendations with the visioning process public input.

Strategies: How Do We Achieve Main Street's Vision?

1. Create a unified pedestrian-friendly and bike-friendly streetscape for the entire corridor.
2. Create a Downtown Development Authority, such as a Community Reinvestment Agency (CRA), to provide a sustainable source of funding for community enhancements and a focused group that facilitates the improvement of downtown.
3. As part of a downtown placemaking and recreation branding study, develop a set of unified community character elements to be implemented within the entire downtown corridor, to create a stronger sense of place. Use the City brand to complement downtown.
4. Spur economic development by mixing land uses, specifically to attract services and amenities that will attract local residents. Offices, service uses, residential and moderately priced restaurants and shops should be part of the mix. Increase retail diversity along the Main Street corridor, especially for smaller shops, but allow national chains as part of the mix. See list of potential uses in Chapter 8.
5. Implement alternative transportation improvements within the community, specifically bike lanes and wider sidewalks. Consider scooters for a new way to travel and connect to adjacent development and centers.
6. Beautify sidewalk areas and create a comprehensive set of façade/storefront standards; incorporate into City ordinances. Fund implementation of a city-wide façade program.
7. Revise the sign ordinance to unify size and location; allow projecting and certain temporary signs, such as A-frames. Include wayfinding signs within the downtown corridor.

A pedestrian-friendly sidewalk with planted bulb out that shortens pedestrian crossing distances

Mixed use buildings with ground floor retail add vibrancy

Mid-block crossings provide pedestrian convenience

Scooters could provide a mobility alternative

Potential Downtown Improvements

Main Street

Main Street is envisioned as Heber's premier destination—a place that's comfortable for residents and visitors to enjoy on foot, and a place that supports adjacent local businesses, restaurants, public gathering areas and quality housing and hospitality options. A reimagined Main Street includes the following features:

- Reduced pavement width and lower speed limits
- Wide sidewalks to accommodate walking, shopping and dining
- Interesting street trees and plantings for shade and beauty
- On-street parallel parking
- Medians and bulb outs to add beauty, reduce traffic speed and ease pedestrian crossings; mid-block pedestrian crossings
- Dark sky compliant lighting

East/West Streets Adjacent to Main Street

East/West streets in the blocks off of Main Street can support downtown activity, providing a pedestrian friendly means of accessing Main Street destinations, whether walking or driving into town. They could feature:

- Reduced pavement width
- Comfortable sidewalks and "parklets" to accommodate walking, shopping and dining
- On-street angled parking
- Planted medians and bulb outs to add beauty, reduce traffic speed and ease pedestrian crossings
- Mid-block pedestrian crossings
- Bike accommodations, including bike lanes and bike parking

8. Work with UDOT prior to the completion of the bypass study by adopting a plan to reduce speeds, install raised medians within the spaces between turn-queue lanes along the primary downtown corridor, widen sidewalks, extend themed streetlights further north and south (assure dark sky compliance), replace distressed and plant additional large shade street trees, consider diagonal parking (with bike lanes adjacent to the curb) on the streets approaching Main, build larger bulb-outs to reduce pedestrian crossing distances, add trash receptacles, add benches located near the buildings that face the street and add distinctive bike racks. Consider "for sale" art and sculpture along the street and in public parks.
9. Increase activity downtown. Activate downtown through public spaces that attract people, so that residents and visitors want to return over and over again. Create a design plan for the three public spaces (Tabernacle Square, Main Street Park, and the front lawn of the Police Station) that includes uses that bring people back on a daily basis and include free WIFI. Upgrade restrooms for safety and convenience, and request businesses to allow the public to use their bathrooms. Promote consistent hours of operation, emphasizing Thursday, Friday and Saturday evenings.
10. Promote adjacent increased densities and mixed uses through ordinance updates. Increase the use of the alleys and/or "dead spaces" parallel to Main Street. These could accommodate additional development and become the "quiet" space that visitors seek until Main Street is reconfigured. Consider allowing this intensification to gradually extend to the near side of 200 East and 200 West.
11. Enhance the gateways to downtown to assure that people know when they have arrived.
12. Create a parking plan and management strategy to maximize land use intensification and minimize parking needs.

Appropriate lighting can help keep skies dark.

New and Emerging Centers

In addition to working on existing/emerging centers, Heber expects to have several new centers, slowly developing over the planning period. As annexations occur and new

A shady sidewalk designed for living

Blade/projecting signage adds appeal

Activate public spaces on Main Street to encourage community gathering and return visits

Making the most of an alley

Public art adds interest along the sidewalk

Public Preferences: How Do Centers Rate?

76% of residents completing recent visioning surveys preferred scenarios that included **walkable, connected, vibrant new centers**.

(below) The New Park center, in the Park City area, showcases Mountain Modern architecture with this mixed use building featuring ground floor retail/restaurants and upper floor hospitality. (below, right) Village Center in Holladay, while not Mountain Modern, provides an excellent example of a mixed use building featuring ground floor retail and upper floor offices. (below, far right) A Mountain Modern mixed use building in nearby Midway

development is proposed, it is important to implement the City's "center focused" vision. Centers provide many benefits and are the best way to assure that the community vision for walkability and connectedness is achieved. Different types of centers are envisioned since they will be located in several unique locations.

What Are Heber's New Centers?

Jordanelle Mountain Village

Comprised of moderate slopes leading up from the Jordanelle to flatter but considerably higher mountainous terrain, this development will include a town center of significant size. This center should be oriented toward everyday shopping needs and function as a gathering place for the residents of the development. Residential uses in and adjacent to the center will include compact housing

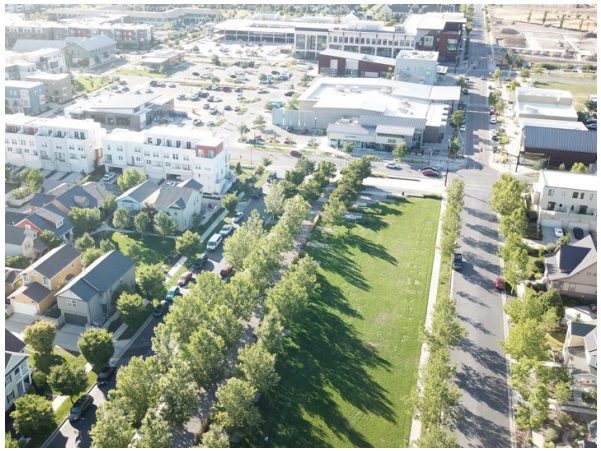
types, could blend with other uses and should be concentrated to retain as much natural open space as possible. The density that could have been built over much of the property will be transferred to the center and surrounding mixed housing types. Neighborhoods with open space should connect to the center. A main road will provide the primary access, but additional access roads from the plateau down to Highway 32 will become increasingly important.

Jordanelle Lake Village

Located adjacent to the Jordanelle Reservoir and along Highway 32, this center will focus on providing convenient goods and services for neighborhoods in the area, as well as hospitality options for the recreational activities already established and growing in Wasatch and Summit

A Town Center Concept for the Mountains

As development happens in the mountains to the northeast, Heber envisions clustering development into town centers and nearby neighborhoods with open space and other amenities (see Chapter 4). This concept highlights a town center itself, linked to the City and other centers by a mountain connector featuring a pleasant road and trail. The center features a church, grocery, theater, hotel, offices, small shops and restaurants, as well as a variety of single family homes, townhomes, condos or apartments, and live/work units. Plazas, green space and trails support an outdoor lifestyle and anticipated tourism and recreation.



(far left) Heber City leaders and staff have studied Daybreak, Utah, as a model for new town center development. The community blends a variety of housing types and signature open spaces within walking distance of the town center core, which features shopping, dining and employment. The housing variety enables people to live there at all stages of life, whether needing a small flat, a single family home, an apartment or senior housing. (left) Centers provide opportunities for community members to gather and enjoy festivals, farmers markets and other activities. They also provide convenient access to things people need everyday.

A Town Center for the Region

This concept represents a possibility for a town center off our major highway, perhaps in the North Village area. With convenient highway access, this center could support regional needs for shopping, jobs and a range of housing options while also serving as a recreation and entertainment district. The center features a grocery and larger format shopping as well as small shops and restaurants. Offices, a hotel and a variety of townhomes, condos or apartments and live/work units are also envisioned. Just as in the mountain center concept on the prior page, plazas, green space and trails support an outdoor lifestyle and anticipated tourism and recreation.

Heber envisions neighborhoods with open space and amenities (see Chapter 4) adjacent to town centers, so those living in new neighborhoods can enjoy walkable access.

Counties. Due to slope issues, development will be concentrated along US 32. The density that could have been built over much of the property will be transferred to the center and surrounding mixed housing types. Neighborhoods with open space (NOS) should connect to the center.

North Village

At the major crossroads of Highway 40 and Highway 32, growth is anticipated to exceed many other areas of Heber due to the numerous developments occurring in both Summit and Wasatch Counties, including evolving ski resort destinations. This crossroads is logically one of the areas to receive much development pressure and will likely include major commercial, recreational, and hospitality uses, paired with compact mixed housing in adjacent residential neighborhoods (NOS). Trail connections to the mountains, along the canals, in the scenic buffer, and the planned lake-to-lake trail will be paramount.

Strategies - How Do We Achieve the Vision for New Centers?

1. Create a town center ordinance with flexible housing types, varying lot sizes and increased densities in the town center core.
2. Adopt design standards to promote interesting "mountain modern" architectural building features for the three centers.
3. Encourage workforce housing in the centers, as part of the City's Moderate Income Housing Plan.
4. Provide parks, plazas and build trails that connect residents to regional and local trails networks, natural open spaces and the rest of the community.
5. Promote a greater concentration of hospitality uses in the North Village.
6. Prevent standard strip commercial development through ordinance modifications.
7. Coordinate with the school district to establish new schools based on anticipated population and distances to be traveled.
8. Assure dark sky compliance for all lighting.
9. Consider design standards for outdoor and indoor storage facilities, and promote the placement of such facilities in less visually prominent locations through ordinance amendments.

Utah Valley University Wasatch Campus Town Center

Located near the south end of the North Village Town Center and including the open areas further south to the Wasatch Commons apartment complex, the Utah Valley University Wasatch Campus and its environs have the potential to become the southern bookend to the North Village neighborhoods and town center. The area

currently includes the campus and significant vacant land before expanding out to several proposed developments. Land on both sides of the campus have potential to provide supportive development, which is critical to the success of the school. Supportive development could include additional affordable housing for the student population, limited retail and personal services, hospitality, and space for incubator businesses, including high tech and trades, which could be encouraged in the area through a flexible zoning philosophy.

Strategies - Utah Valley University Wasatch Campus Town Center

1. Design continuous parallel roads to US 40 that connect north and south of the school.

Heber's South Town could become an attractive jobs center while still providing regional retail and services.

2. Provide opportunities for supportive businesses such as tech, retail and hospitality in close proximity to the school.
3. Promote affordable housing options for students and workers in the area.
4. Create and enhance trailheads into the mountains, but also connect trail and open spaces in a north south direction, using the canals.
5. Establish a US 40 scenic buffer that includes trails and stormwater provisions.
6. Promote transit connections to the area.

What Are Heber's Emerging Centers?

South Town & Tech Hub

How could the South Town area change over time? Located at the triangular intersection of SR 189 and US 40, this diverse area includes shopping, health services, light manufacturing, the airport, Wasatch High School, storage and housing, including a trailer court. It is a natural area for larger commercial businesses and "big box" developments since it is clearly an important crossroads. It is an area that can accommodate commercial uses associated with a regional hub community—building materials, discount shopping, car dealerships, etc. These uses consume considerable land area, need good vehicular access, and are in demand by the larger region.

This area also could support more jobs, especially in the tech industries. With good road access, potential transit in the future and an existing airport, the area has potential to serve an expanded tech sector.

While the area currently lacks walkability and cohesiveness, the eastern portion of the area could transform into a town center over time, while remaining areas could become more attractive and cohesive. To some extent, the results of the bypass study may impact properties in this area, but they could also create business opportunities. Although a mix of businesses and residential uses already exist, adding a "sense of place" to the area will help it emerge as a true center.

Strategies - South Town & Tech Hub

1. Unify the area with consistent streetscape standards, including five-foot sidewalks.
2. Create connections to the rest of the community.
3. Through ordinance revisions, incorporate more town center characteristics as the area grows, especially on the east side, where the high school, the library, and professional/medical services already exist.
4. Emphasize anticipated uses, including major commercial and light manufacturing, and include larger trucks in street design.

5. Promote rooftop and near the airport.
6. Consider additional storage businesses, but control their location to assure they do not consume prominent corners and critical frontages.

Heber Valley Railroad/Regional Recreation Center

How could this tourism-oriented area change over time? Currently composed of a conglomeration of uses, this area, generally located west of 600 West along 100 South, but extending north and south for several blocks, contains some land uses that are not compatible with a tourist/recreation destination. The area does serve as a major Countywide regional recreation destination, and the Heber Valley Railroad is famous throughout our state. The area has a clear, but dual, "brand" associated with the railroad and recreation uses but lacks consistent/supportive land use patterns and curb appeal. Future complimentary uses could include hospitality and tourism-based goods and services. The area should encourage mixed use buildings and a more defined connection to downtown.

The 100 South corridor becomes the gateway to this emerging center and could support uses such as bed and breakfasts, flexible residential businesses, small cafes, etc. Wayfinding signs should reinforce the connection to downtown.

Strategies - Railroad/Regional Recreation Center

1. If additional new uses can be attracted, such as mixed use, consider a Community Reinvestment Agency (CRA) to help reinvest property tax revenues into the area.
2. Develop an economic development strategy to begin consolidating uses and transitioning to uses more consistent with the two themes.
3. Consider defining a smaller center as a first phase, possibly focusing on the 100 South area. The overall area is large and may be too expansive initially.
4. Beautify the streetscape and the existing trails.
5. Shrink the width and reduce the speed of 100 South in the 600 W to 700 West area to create a different experience and an awareness of the area.
6. Consider extending the railroad closer to 100 South or moving the western themed commercial area to the south, closer to the end of the railroad, or promoting a complimentary development on the southwest corner of 100 South and 600 West.
7. Consider rerouting the Sagebrush and Spring Creek Canal and making it a design feature of the emerging center.
8. Promote a complimentary brand for the area.

Heber Valley Railroad could become a part of a recreation and tourism-oriented center just west of downtown and connected to Main Street via 100 South.

6: OPEN SPACE AND RURAL CHARACTER

Open Space and Rural Character Vision

Heber City draws a clear **distinction** between **what is city** and **what is country**, maintaining a distinct city that is **surrounded** by open land, valuable for its **beauty**, **ecology** and **agricultural** function.

Guiding Principles

1. Heber actively works with neighboring communities and the County on strategies to implement the permanent protection of farmlands, natural open spaces and rural character to maintain distinct separation between communities.
2. Heber will work with the County and surrounding communities to create permanent farm and mountain land protection through such mechanisms as conservation easements and partnerships.
3. Heber actively clusters development to focus growth and protect remaining open land from dispersed development.

Existing Open Space System

Heber currently enjoys highly visible open spaces. The North Fields provide a strong rural feel when coupled with the mountainside on the east side of US 40. From the south the views from Daniels Canyon are expansive, showcasing many rural farms and the spectacular Wasatch Mountains to the west. To the east are views of large open spaces featuring farming and ranching functions. West of the airport, large open fields create a desirable separation between Heber and other communities. Retaining a sense of being a distinct community—not allowing the typical blending of communities that occurs in suburban areas—is a goal that Heber residents embrace. The nearby mountains contribute to that undeveloped feeling.

The issue that this chapter addresses is the potential loss of open space through development as the population more than doubles over the next 40 years. Although a bond for $10 million recently passed to acquire open space in Wasatch County, those funds will not be enough to achieve the City's vision. Zoning for large lots may not work when some of those open spaces are not under the City's jurisdiction. A Transfer of Development Rights (TDR) system has been previously considered but never adopted. Creating a workable TDR system is not easily accomplished but could add a

new property right that provides a conservation mechanism.

What Could Heber's Future Open Space System Look Like?

Community interest in open space preservation is focused on the North Fields, maintaining separation between communities and the mountainsides. An open space system that includes those areas, as well creates open space corridors using the creeks, canals and utility corridors, could help retain the open feeling that the community has now. Much of the currently visible open space is a result of views of the surrounding mountains, agricultural fields and wetlands, all of which may slowly disappear unless actively preserved.

Strategies - Open Space Preservation in Heber

1. Review and update rural zoning ordinances. Rural zoning should have a minimum 20-acre lot size. New incentives, such as additional clusters and on-site density bonuses, could be used to create larger open spaces. Consider starting a County-wide discussion about rural zoning, defined as 20-acre lots. Incentives to continue grazing and farming could be part of ordinance revisions.
2. Consider reviewing and updating zoning ordinances for highway corridors and City entrances, using overlays. Corridor overlay ordinances could include view preservation, different setbacks, lower building heights and minimize the size and types of signs, including billboards.
3. Develop a system to purchase or transfer development rights with implementation through the zoning ordinance. Clustering bonuses may be a part of this process. The potential ordinance should transfer residential unit density into villages from areas between communities, using a defined priority open space ranking system. TDR works best if it becomes a condition of rezoning to higher densities where the development rights from rural/lower densities areas are acquired for higher density zoning requests. Both landowners and developers should be involved in the process. A similar system where priority open spaces are exchanged for ones that are more logical for development could also be established. This would preserve open space in areas identified by the City as highly supportive to the open space system.
4. Some communities are using a crowd sourcing fund raising process for the purchase of development rights. Encourage the use of the County-wide bond funds to purchase the North Fields development rights is a logical step. Consider additional bonding campaigns to purchase development rights or land for priority properties. Policies for large annexations should include a condition requiring deed restricted development agreements that permanently protect open space.
5. Revising ordinances to promote clustering as long as open space maintenance is addressed is a viable option, especially where it can be used in conjunction with an open space corridor. Consider linked open spaces that create corridors along creeks, rivers, utility corridors and canals. Creating ordinance incentives for farmers to continue their agricultural livelihood, such as density transfers, clustering, and preventing residential encroachment, can add help achieve preservation goals. Include wildfire risks and prevention programs as new development encroaches on natural areas.

A Link Between "Small Town" Feel and Open Space

Separation—maintaining open space between Heber and surrounding communities—is the second most important feature that defines "small town" for Heber residents (according to a recent survey completed as a part of the City's visioning process). Residents want to preserve larger open spaces that provide a rural feel and promote a distinct identity for each community in the Heber Valley.

Partnering Options

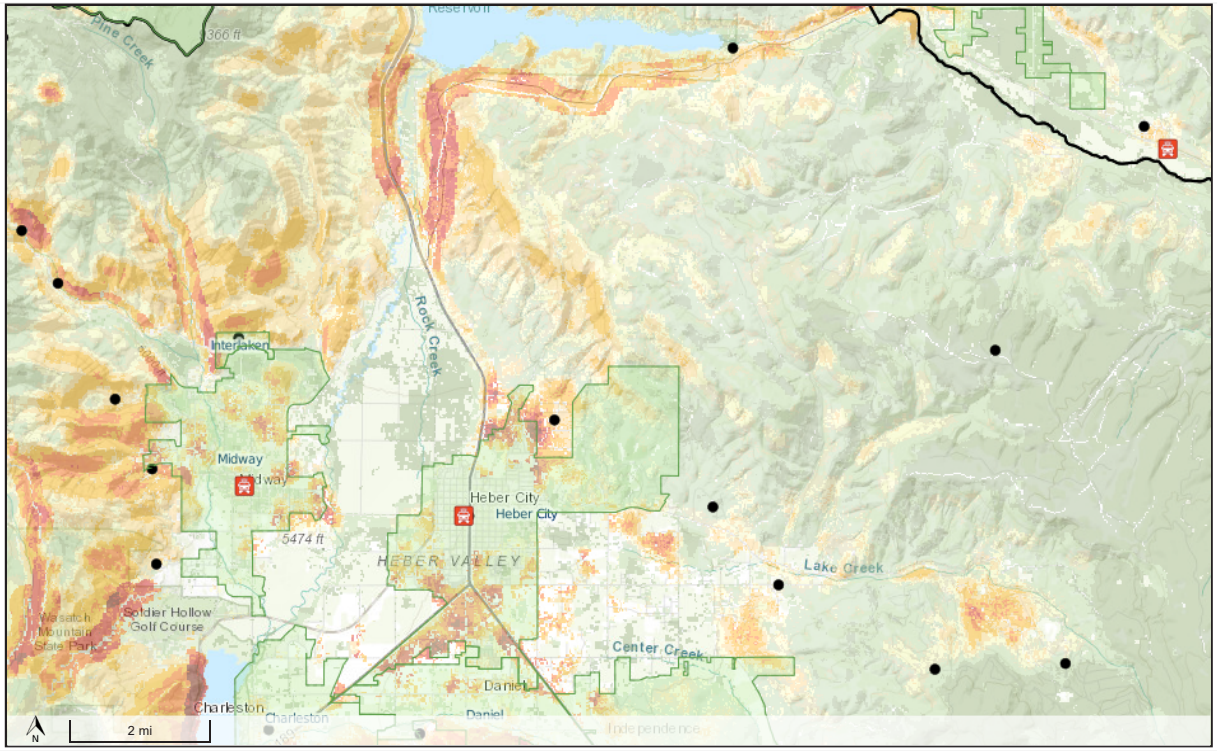
Working on an open space system will most likely necessitate expanding the focus on shared issues and priorities within the County. Open space preservation is an issue throughout the County and efforts to preserve open space are underway.

Strategies - Partnership Options

1. Explore Federal and State funding options, such as the LeRay McCalister fund and the USDA, to maximize local investments in the purchase of development rights and/or the establishment of conservation easements.
2. Partner with non-profits, such as Utah Open Lands, to offer conservation easements to owners of priority open space properties.
3. Countywide ordinances should prevent development, other than trails, on slopes greater than 30% through a coordinated Countywide series of ordinance amendments within each city and the unincorporated area. This should include preventing view obscuring ridge development through Countywide ordinance amendments and incorporate dark sky philosophies. Promote a Countywide effort to retain the open spaces between communities through such techniques as clustering and agricultural 20-acre lot zoning.
4. To assure greater focus the City could support a coordinating council to manage a Countywide system of open spaces and trails, with a designated staff person and/or consider creating a non-profit organization/trust for this purpose.
5. The Heber Valley and regional conservation efforts should be included in the branding and development of outdoor recreation and tourism. The City could explore ways tourism could financially support open space preservation through a hotel tax or recreation fee.

Wildfire Risk

Source Utah DNR Wildfire Risk Assessment



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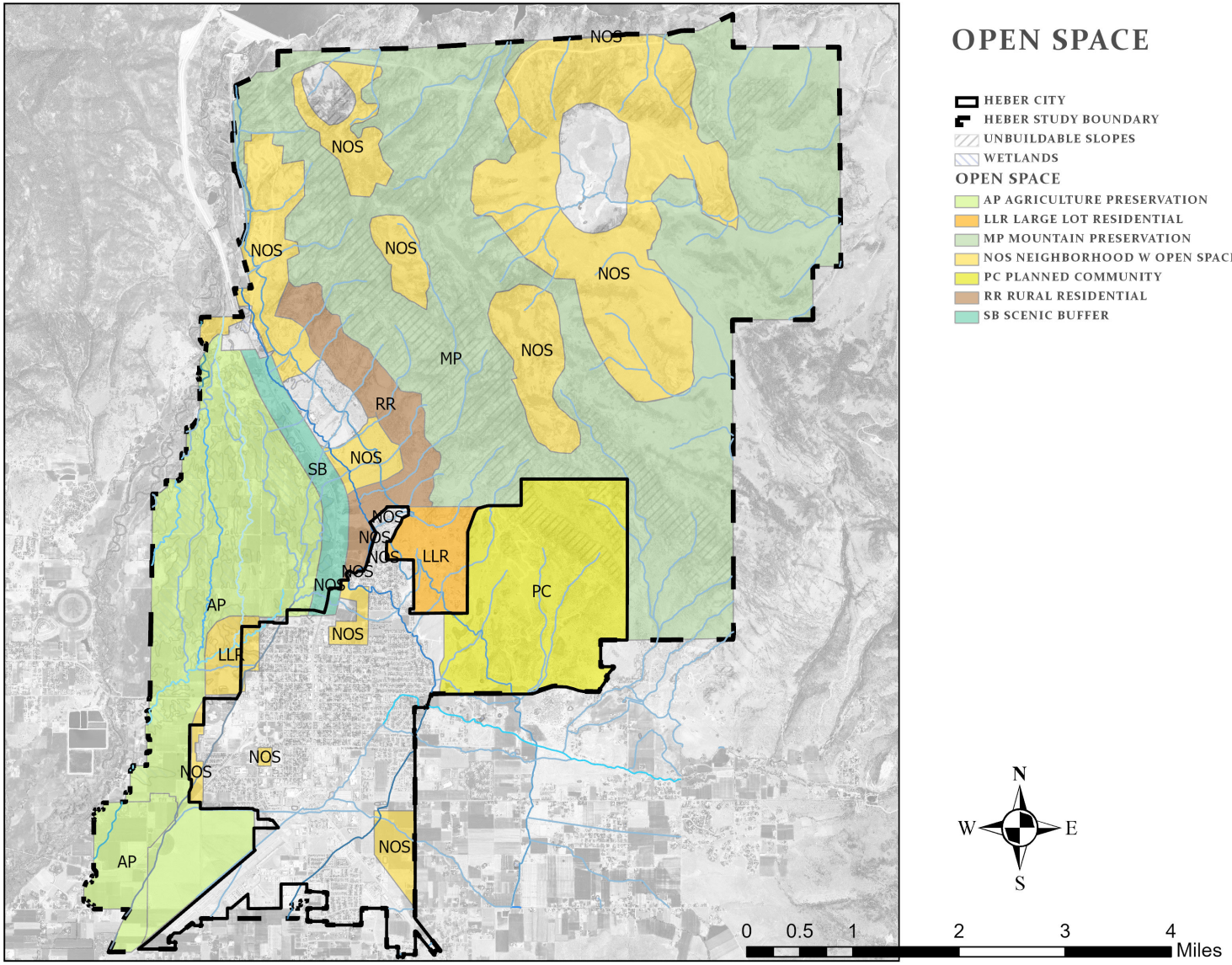
Wildfire Risk Assessment Portal
http://wildfirerisk.utah.gov

The user assumes the entire risk related to their use of the Wildfire Risk Assessment Portal and either the published or derived products from these data. UTAH DNR is providing these data "as is" and disclaims any and all warranties, whether expressed or implied, including (without limitation) any implied warranties of merchantability or fitness for a particular purpose. In no event will UTAH DNR be liable to you or to any third party for any direct, indirect, incidental, consequential, special or exemplary damages or lost profit resulting from any use or misuse of these data.


OPEN SPACE
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HEBER STUDY BOUNDARY
UNBUILDABLE SLOPES
WETLANDS
OPEN SPACE
AP AGRICULTURE PRESERVATION
LLR LARGE LOT RESIDENTIAL
MP MOUNTAIN PRESERVATION
NOS NEIGHBORHOOD W OPEN SPACE
PC PLANNED COMMUNITY
RR RURAL RESIDENTIAL
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7: OUTDOOR RECREATION, PARKS AND TRAILS

Outdoor Recreation Parks and Trails Vision

For Heber residents, **outdoor recreation** is a **lifestyle** and a **passion**. Both new and existing homes should have walking access to **parks**, **trails** and other **outdoor amenities**.

Guiding Principles

1. Trails connect residents to other neighborhoods, downtown and new centers.
2. Trails provide access to the City's beautiful setting, including nearby canyons, mountains, lakes and the Provo River.
3. All neighborhoods have access to a park within walking distance, whether it be a neighborhood park or a regional recreation facility.
4. In general, recreational opportunities are diverse, well-maintained and accessible.
5. Heber City meets its current and future park system needs through obtaining lands and trail corridors for a connected system of parks and trails.

Existing System

Heber City and Wasatch County have an extensive recreation system consisting of trails, regional athletic facilities and local parks. The regional parks and recreation facilities attract participants from all over the County and from more remote areas for tournament play. With South Fields Park, City Park and Wasatch High School, soccer and baseball are well supported in Heber. Multi-purpose ball diamonds that are large enough to also provide soccer fields are a trend that is emerging across the Country and in Heber. There are few smaller parks in the City. Many of the parks are large in size and accommodate traditional sports with their associated fields. Pickleball is a growing demand sport, and new facilities are under construction.

Currently there are approximately 6 acres of parks per 1,000 residents in Heber City. Some Utah cities have a goal of 5 acres per 1,000, but the national average is 10 acres of parks per 1,000 residents. As population grows, it's important to increase park lands and amenities.

In 2016, Wasatch County completed a Regional Trails Master Plan, including recommendations

for Heber City and potential annexation areas. The Master Plan makes recommendations for regional trails connecting the cities and the County and for multiple types of trails. The document provides instructional information on trail types, construction methods and long-term goals. The City adopted an updated trails plan in 2018.

The nearby lakes, reservoirs, rivers, streams and mountains diversify recreational opportunities. Heber City has a location advantage over most communities with adjacent access to wild mountain areas and water bodies. These areas provide for additional activities, including fishing, boating, winter sports, ATV riding, motorcycle riding, mountain biking, hiking and equestrian activities. Heber City's location, setting and amenities are exceptional for outdoor recreation.

What Could Heber's Future Outdoor Recreation System Look Like?

Heber's recreation system should become an integrated network that promotes regional activities by the County and a more local emphasis for the City. The trail system becomes a part of an overall active transportation system in Heber that focuses on creating better connections to desired destinations within the community and to regional locations. Increased trail connections, internal trails, event spaces and more parks is the desired local emphasis. Trails could connect throughout the County to a variety of destinations, into the mountains and along wetlands and streams. Trails may be constructed as wider sidewalks in some locations due to right of way considerations and to assure connectivity. Working together with the County, some regional park locations could be combined with other more local activities. Defining the relationship between the County and the City and then institutionalizing it for current and future generations is an important part of Heber's recreation future.

Establishing a trails coordination system, with a dedicated staff, could move the Heber Valley closer to its goal of a connected regional trail network. A shared trail coordinator model already exists in Cache Valley, which has very similar geographic characteristics to Heber Valley. The trail coordinator n Cache Valley is funded through contributions from each city and town, as well as the County. The coordinator seeks grants and donations, oversees construction, coordinates between communities and provides a central focus to the Countywide efforts. It has been a very successful program.

Recreation: Ideas from Residents

Resident input in the visioning process prioritized recreational uses, with trails being particularly important. When asked about trails, two thirds of vision survey participants said they are **most excited about a lake-to-lake trail** connecting Jordanelle Reservoir and Deer Creek Reservoir. Survey respondents also consistently desire a Countywide trails system. A recreation brand has also been suggested for the community.

Strategies - Improving and Diversifying Trails

1. Heber City should work with Wasatch County, UDOT, MAG, Midway, Charleston, Daniel, Hideout, local non-profits and other jurisdictions to collectively pay for a Wasatch County regional trails coordinator.
    - The coordinator will be funded by multiple jurisdictions and respond directly to paying jurisdictions.
    - The coordinator will oversee trail funding, including grants, general funds and fund raising.
    - The coordinator will oversee construction of trails.
    - The coordinator will oversee trail maintenance and volunteer efforts.
    - The coordinator will implement the coordination of trail construction and planning between the cities, the County, MAG, UDOT, and non-profits.
2. Plan and develop a lake-to-lake trail, connecting Jordanelle Reservoir to Deer Creek Reservoir.
    - The lake-to-lake trail should have multiple trailheads and access points.
    - The lake-to-lake trail should have multiple fishing access points.
    - The lake-to-lake trail should be planned for multiple user groups.
3. Continue to improve trails to valley and mountain amenities. Trails provide access to the City's beautiful setting, including nearby canyons, mountains, lakes and the Provo River.
    - The Trails Plan emphasizes the ability of residents and visitors to connect with natural areas from their front door.
    - Trails are designed to be safe and separate from traffic as much as possible. Safe is defined as minimizing vehicular conflicts and roadway crossings.
    - Trails should connect to downtown, centers, parks, schools and other key destinations. Parks should feature interior trails. Some trails should provide a "collector" road type function, anticipating greater usage.
    - Parallel trails to canals and streams can provide major corridors of open space.
    - Areas with established wetlands become potential open space areas and trail connection destinations that could incorporate boardwalks, wildlife viewing areas and interpretive signage.

- Coyote Lane is emphasized as a major trail connection to the Jordanelle Mountain development. Coyote Lane or a nearby location may also need to become a road connection to the new development on the mountain plateau. If a road is required, it could be closed in the winter and provide a new cross country skiing area.
- Trail connections with the unincorporated area are coordinated and include, as per the adopted County Plan:
  a) Railroad Trail (Heber Portion)
  b) Mill Road and Canal Trails
  c) Bypass Road multi-use trails
  d) Main Street Bike Lanes north and south of the downtown
  e) Canal Trail Connection from Coyote Lane trailhead to the Highway

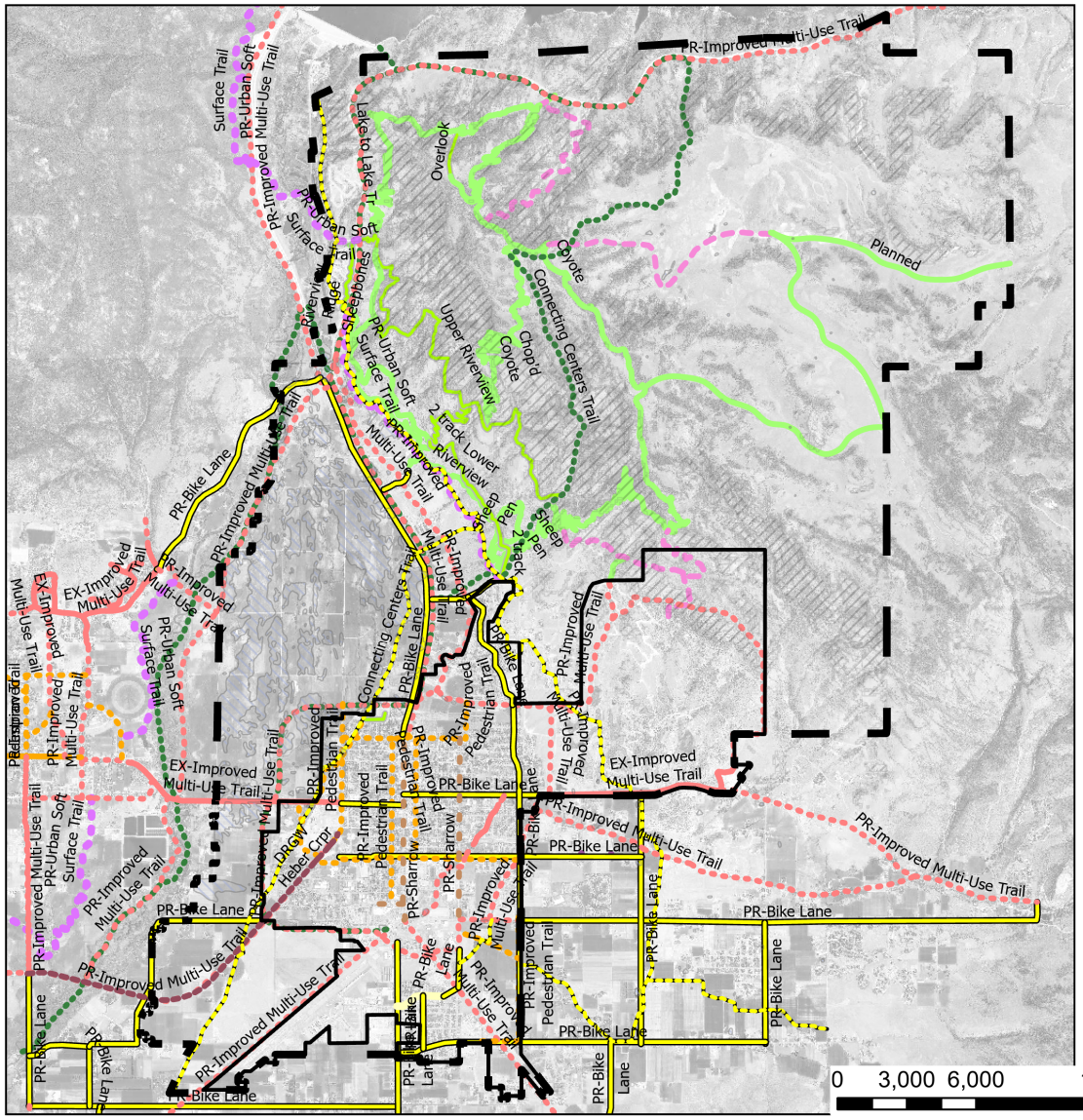
4. Update and fund the working trails plan on a regular basis.
   - The working plan should be considered in all aspects of city planning. Update the plan every three years showing progress on trails and prioritizing next steps.
   - Prioritize and dedicate a portion of the annual City capital improvements plan to construct/improve new trails every year.
   - Plan and provide a budget for maintenance.
   - Create a parks impact fee that includes both parks and trails, which also accounts for the installation of parks and trails by new development.
   - Prioritize trails that are incomplete but could provide good access to desired destinations.

- All neighborhoods should be within a 1/4-1/2-mile or less from trail access points or trailheads.
- As part of the working trails plan, Heber City should develop trail user policies and post them on trailhead wayfinding signs and online. The trail user policies should

address all user types, including: horses, dogs, and people hiking, biking, horseback riding, walking, running, strolling, etc.

Strategies - Evolving Heber's Park System

1. Heber City will plan for providing usable and programmable parks for current and future populations at 10 acres per 1,000 residents. This policy will guide Heber City in acquiring the proper amount of park land to meet current and future demands. Park lands should be usable for active sports, recreation and programing. All neighborhoods should be within a 1/4-1/2-mile or less walking distance to a park. Such policies will be further explored in the forthcoming Parks Master Plan.
2. Wetlands, stormwater basins, steep slopes and foothills, although not considered active park lands (for the 10 acres per 1,000 residents goal), do provide scenic and recreational value for other purposes and are an important part of the mix. Trails planning should consider these open space areas.
3. Walking and biking access to parks is critical for local and consistent park usage. Park efforts should be focused to create parks within 1/4-1/2-mile or less walking distance from neighborhoods of significance.
4. Parks should be somewhat equally distributed throughout the City in areas of significant population.
5. The three publicly owned open spaces (Tabernacle Square, Main Street Park, and the front lawn of the Police Station) on Main Street should be redesigned and improved to work with synergy, activating both park spaces and the larger Main Street area. These three parks need to attract visitors consistently through designs that provide a reason to return again and again. It is recommended that Main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TRAILS
POTENTIAL CANAL TRAILS
RAIL TRAIL
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EX-IMPROVED MULTI-USE TRAIL
EX-IMPROVED PEDESTRIAN TRAIL
EX-URBAN SOFT SURFACE TRAIL
PR-BIKE LANE
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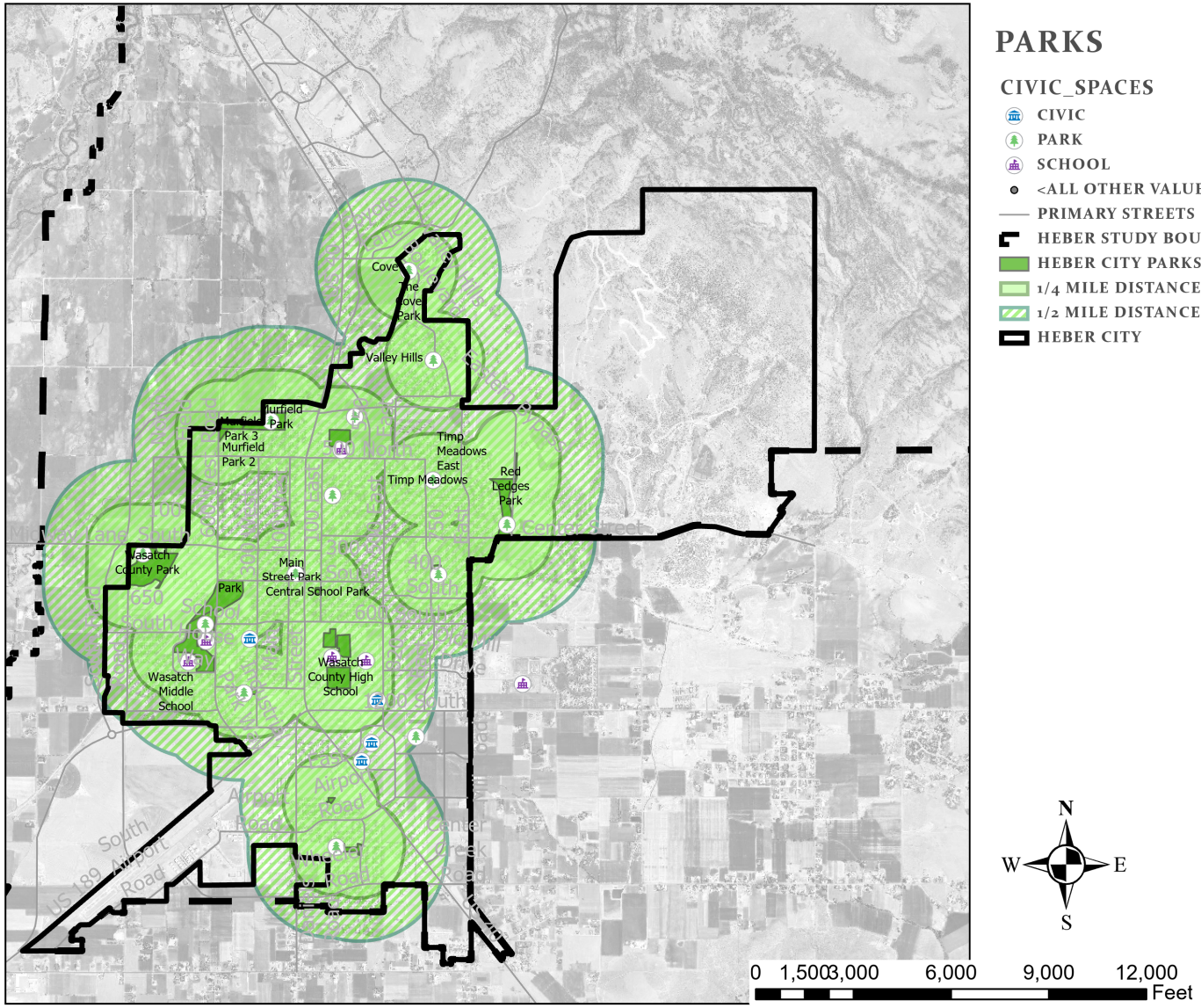
PARKS
CIVIC_SPACES
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PRIMARY STREETS
HEBER STUDY BOUNDARY
HEBER CITY PARKS
1/4 MILE DISTANCE FROM PARKS
1/2 MILE DISTANCE FROM PARKS
HEBER CITY
Valley Hills
Timp Meadows East
Timp Meadows
Red Ledges Park
Park 3
Murfield Park 2
Wasatch County Park
Main Street Park
Central School Park
Wasatch Middle School
Wasatch County High School
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Street's public spaces have at least 250 days of activities a year and these park spaces offer opportunities to achieve that goal.

6. Heber City is in the process of creating a more detailed parks master plan. The guiding plan is to be a working plan that provides both long-term vision and near-term priorities and steps.
    - The master plan will identify the future park lands needed by both acreage/population and walking distance.
    - The master plan will conduct a needs assessment for both active and passive recreation needs. The plan will include a facilities and programming assessment of all existing facilities and proposed needed facilities.
    - Along with park acreage and distribution, considerations for the parks master plan include a fishing pond and park, connections with trail systems and Provo River fishing access points.
    - The parks master plan will include recommendations for establishing open space/recreation requirements for new development.
    - The parks master plan will include funding recommendations for park land purchases, building parks, Main Street parks, and future recreational facilities and maintenance.
    - The plan will establish priorities and include a capital improvements plan.
    - The planning process will include input from residents, visitors and stakeholders.
7. In general, recreational opportunities are diverse, well-maintained and accessible.
8. Parks design, signage and activities should help to promote the City "brand" and help promote tourism opportunities both through tournaments and outdoor recreation.

8: MOBILITY AND STREETSCAPES

Mobility and Streetscapes Vision

Heber's streets are **safe** and **inviting** for **all travel modes**, including pedestrian, bike, car and bus.

Guiding Principles

1. Heber emphasizes streets that are comfortable and inviting for people walking and biking.
2. As Heber grows it continues using a well-connected street network system, similar to the historic pioneer grid.
3. Heber maintains a system of bike routes around town with access to desired destinations and collaborates with neighboring communities on regional bike routes.
4. Heber works with neighboring communities and the County on a bus system to connect our City with surrounding cities and nearby regional centers, including Salt Lake, Park City and Provo/Orem.

Existing Transportation System

With an original Brigham Young "plat of Zion" grid, the historic core has been developed with mobility and structure in mind. The layout of the blocks and streets creates a development pattern that is distinct, but not as functional as it once was when horses were the primary mode of transportation. Many roads lie on a very wide rights of way that are inconsistently filled with street features, including narrow asphalt widths, dirt shoulders, irrigation ditches, informal street tree plantings, and occasional curb, gutter, sidewalks and streetlights. Adjacent property owners use this extra space, mostly as a place to park vehicles. The overall appearance is disjointed but still provides an atmosphere of a rural small town. To some extent the highly rural past has defined Heber's roads over time. In the future, the wider rights of way characteristic of Heber's historic grid provide a unique opportunity for sidewalks or trails, large shade trees, bike lanes and green infrastructure for stormwater.

New subdivisions have a much more organized street appearance, with consistent roadway standards. However, they lack rural appearance, and feel "anywhere USA" due to generally

conventional architecture and streetscapes.

The community has relied on US 40 to handle major traffic flows to destinations beyond and within City boundaries. Over the years, traffic on US 40 has grown significantly with rapidly expanding development in Wasatch and Summit Counties. In addition, the oil industry in the Vernal and Duchesne areas to the southeast has brought oil tankers to Main Street, exacerbating congestion and increasing noise levels.

Traffic on Main Street has grown to a point where a UDOT-sponsored western bypass alternatives study is underway. When a western bypass route is finalized and constructed, Main Street will see a significant reduction in large trucks and a reduction in vehicle traffic. A western bypass, where UDOT responsibility is shifted from Main Street to the new bypass, creates opportunities for Main Street to become a destination for business to grow and for placemaking to foster a pleasant street atmosphere.

Travel demand to access jobs near the ski resorts and in Salt Lake and the Provo-Orem areas has also increased; about four of five employed persons currently commutes out of the City.

Main Street and the bypass study are extremely important to Heber residents. Two high-response surveys were performed as part of the Main Street Study. 82% support making Main Street a more inviting corridor.

Some trails exist within Heber, but many opportunities exist to expand trails and create connections to destinations important to the community. Sidewalks may provide trail functions in some areas of the community, but they are intermittent.

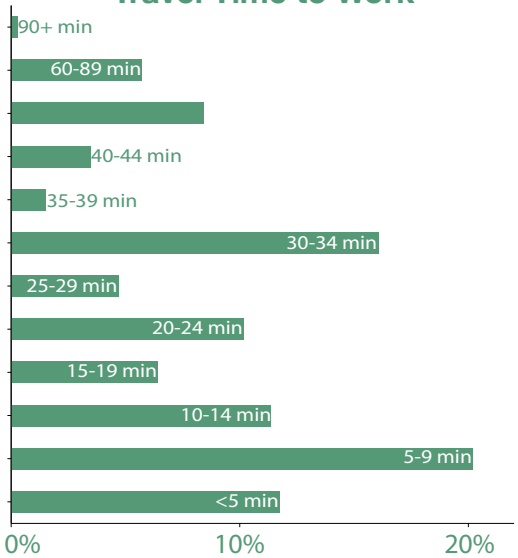
What Could Heber's Future Transportation System Look Like?

During the next decade, one of the western bypass road alternatives will likely be finalized and constructed. This will radically change Main Street by allowing the City to control how the street functions. Slower traffic speeds and roadway enhancements along the edges for pedestrians and bicyclists will change the ambiance in a very positive way. Bicycle-friendly east/west streets, with bike racks on Main Street's corners, will become the norm. Diagonal parking between 100 East and 100 West on east/west streets as they approach Main Street will assist in meeting downtown parking demands.

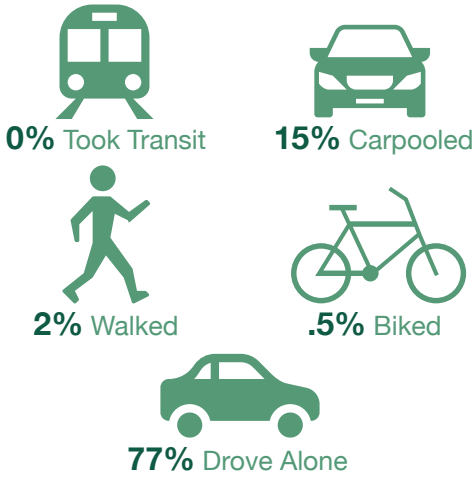
Historic streets in the downtown area will become pedestrian and bicycle-friendly, and the rural appearance will continue as irrigation ditches

Key Facts: Heber Commuting

Travel Time to Work



Transportation to Work

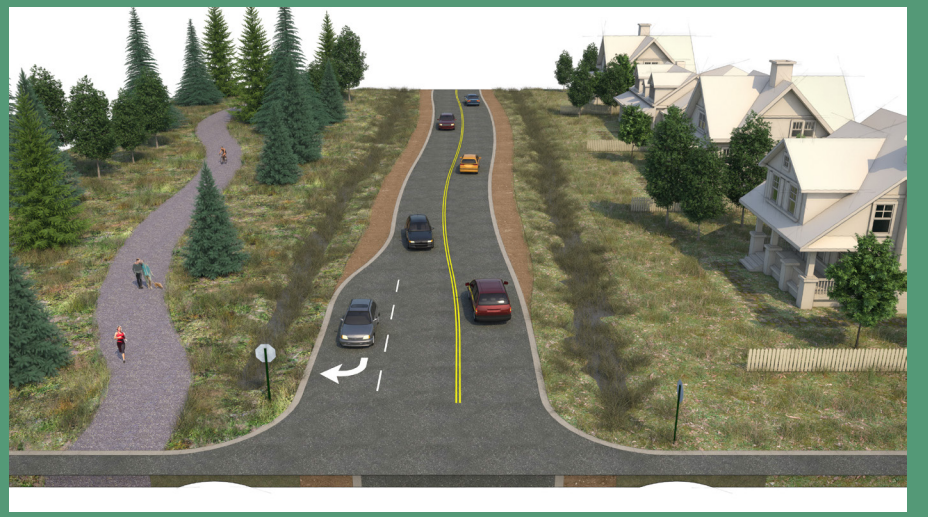


Source: ESRI/American Community Survey

Reimagining Streets in the Historic Core

Transforming Main Street

New Ideas for Other Downtown Streets



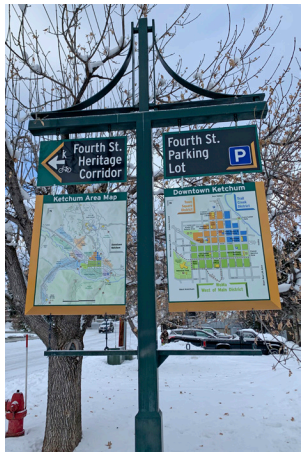
An Option for a Mountain Connector Street

remain a significant feature. Reduced pavement widths and a greater use of swales will change the way new subdivisions look and function. Collector roads parallel to the major roads will act as an alternative to using US 40.

Often cities think of roads simply as conduits for moving vehicles quickly and efficiently. This may be the case for freeways or high-speed highways, but most city streets, especially residential ones, should also serve the role of public space—places where people can stop and enjoy a conversation or a meal, or where you might even find children playing. In many communities, the car-focused approach has created streetscapes that are too inhospitable for pedestrians or cyclists to use.

By contrast, a "complete street" design integrates diverse modes of transportation in a way that benefits the widest portion of a city's population. A basic complete street would typically include bike lanes, comfortably-sized adjacent sidewalks and narrower traffic lanes for speed calming. Complete streets systems can also include a paved multi-use path, dedicated transit lanes, street furniture, other traffic calming devices and transit stations. Curb bulb-outs and raised crosswalks are also often used to increase crossing safety. The width and placement of these additional amenities varies depending on the size and type of facility.

Advancements in artificial intelligence will bring changes to the transportation system and individual travel patterns in the future. Self-driving cars, delivery vehicles and possibly semi-trucks may no longer need a human driver. Implications of this likely change to our transportation modes include people starting their work day while in the car, a potential for increased sprawl as distance from work issues are reduced, the need for less on-site parking, the need for better drop-off accommodations, the potential for more vehicle sharing and, therefor, reduced traffic volume, and reduced accidents because the AI is always focused on the task of driving.



Strategies - Achieving Walkable, Safe Streets

1. Develop and adopt new Citywide street cross sections, with a focus on complete streets.
    - In new neighborhoods, consider street cross sections that provide at least 5-foot sidewalks and a large park strip to separate pedestrians from traffic. Consider alternatives such as construction of an 8- to 10-foot sidewalk on one side of City streets.
    - In mountainous areas consider a trail and street cross section where the trail is well separated from the street with natural vegetation and swales.

Maintain and extend Heber's historic street grid pattern on flat to moderate terrain to encourage connectivity, convenience and improved appearance.

- Downtown sidewalks should be 14 feet or more in width to allow for sidewalk dining.
- In the historic core, retain the rural appearance by continuing to daylight certain designated irrigation ditches, but protect them from pollution with adjacent swales that catch street runoff.
- Allow for on-street parking, but reduce the paved width of streets.
- Design street cross sections to reduce the conflicts between cars, pedestrians and bicycles, especially at intersections, by adding features such as bulb outs, crosswalks and bike lanes.
- Large, thriving street trees become an important part of the streetscape. Heber becomes a Tree City USA designee.

2. Create a connectedness ordinance based on a ratio of intersections, block length and a consideration of the need for additional connections to service adjacent areas. Include incentives if the developer will lose a lot where a connection is needed.
3. Consider the concept of parallel roads to US 40 that can carry local traffic, so not all cars have to use US 40 to move north and south.
4. Maintain the historic grid pattern on flat to moderate terrain.
5. Consider the use of roundabouts in locations where traffic speeds necessitate a reduction, intersection capacity is problematic and studies show a benefit. Careful consideration of pedestrian traffic issues should be included in the study.
6. Adopt a complete streets approach for regional planning. Engage with regional planning partners and programming processes to encourage the funding of a balanced, multi-modal transportation system, emphasizing adjacent trails within Heber City's borders and in context with Wasatch County neighbors.
7. Adopt a complete streets approach to the local transportation system design.
    - Encourage street connectivity as a priority when planning new developments and other land use and transportation planning. Consult Utah Street Connectivity Guide sponsored by Mountainland Association of Governments.
    - Consider all modes (car, bike, walking, future transit) and user needs when projects are designed and implemented in the public right-of-way. Standards should be developed and consistently applied to consider these needs.
    - Consider public health and reduce air contaminants by encouraging designs that encourage walking and biking. Consider safety, especially in the design of cross walks and trails, with trails well separated

from vehicles.

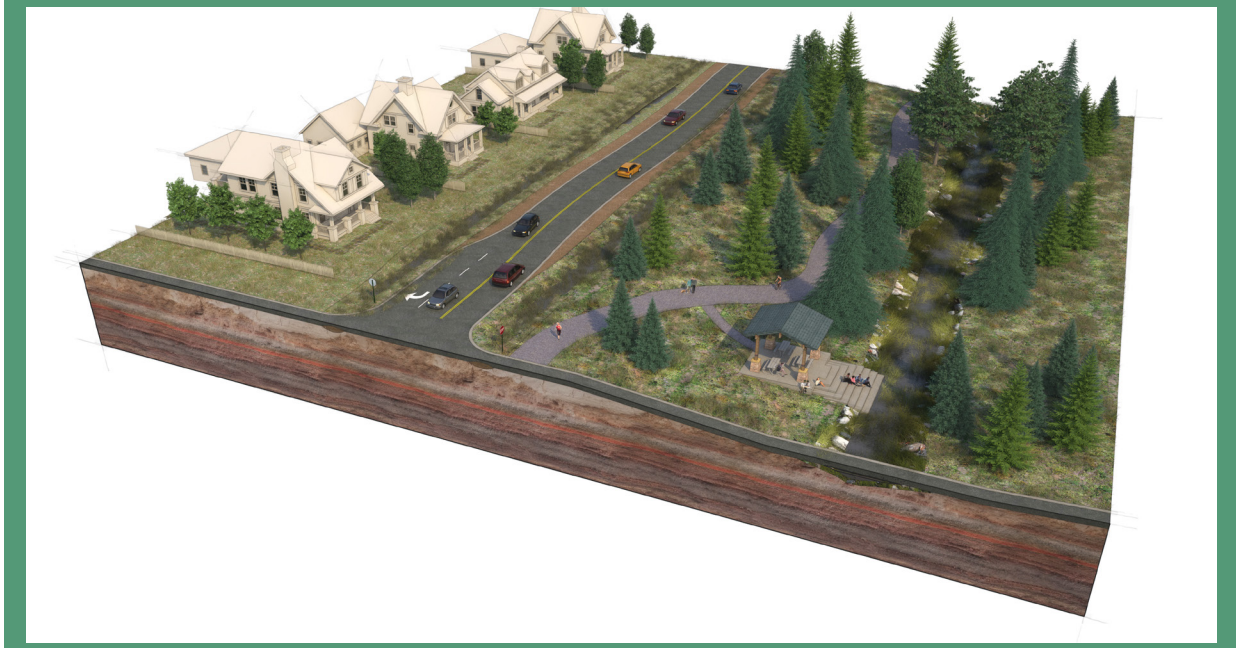
- Consider changes that make the network more safe, livable, understandable and hospitable for all modes, users and trip types, including recreational and commuter bicycle riders, pedestrians of all ages and abilities, auto and transit users, and large freight haulers.
- Strengthen sense of community by restoring connectivity to portions of the community divided by large roadways and intersections, such as Main Street or the future bypass.

Strategies - Achieving More Trails and Bike Paths

1. Formalize an organization composed of Wasatch County, communities, UDOT, MAG, non-profits, and the County to promote a coordinated effort for trails into the mountains, trail connections between cities and trails along canals, creeks and rivers.
2. Consider a staff person designated to manage, oversee construction, seek additional funding, etc. for Countywide trails (see Parks and Trails chapter).
3. Seek regular funding to build and maintain trails.
4. Consider fundraising events and such techniques as crowd share funding.

Trails Designed for User Safety and Enjoyment

Where possible, trails should be separate from roadways, immersing users in nature, whether enjoying bike ride in the mountains or walking along the envisioned lake-to-lake trail.



Public transportation adds an affordable and attractive option for commuting and recreation.

Tactical urbanism in Salt Lake City

5. Adopt trail cross sections appropriate to the user and location in the community

Strategies - Establishing a Transit System

1. Complete the bus transit study, secure funding sources and begin structuring the system. Small buses may be warranted for the initial start up.
2. Consider a hub location at the airport and one on the north end of Heber, but also add stops downtown.
3. In addition to managing work-related trips, create alternate schedules for the ski season.

Strategies - Improving Main Street

1. Actively promote the completion of the western bypass study and lobby for construction dollars.
2. Negotiate with UDOT to discontinue their jurisdictional responsibility for Main Street and to accept responsibility for the new western bypass road. Local control of the Main Street right of way will provide more flexible options for street reconfiguration and a more pleasant environment to foster Main Street business.
3. Begin recommended improvements to Main Street to slow traffic down, as per Chapter 5 and the Main Street Study found in the Appendix.
4. Consider testing the new right of way concepts for Main Street using a temporary, "tactical urbanism" approach. For example, temporary paint and low-cost barriers could be used to illustrate how a complete street feels and functions.

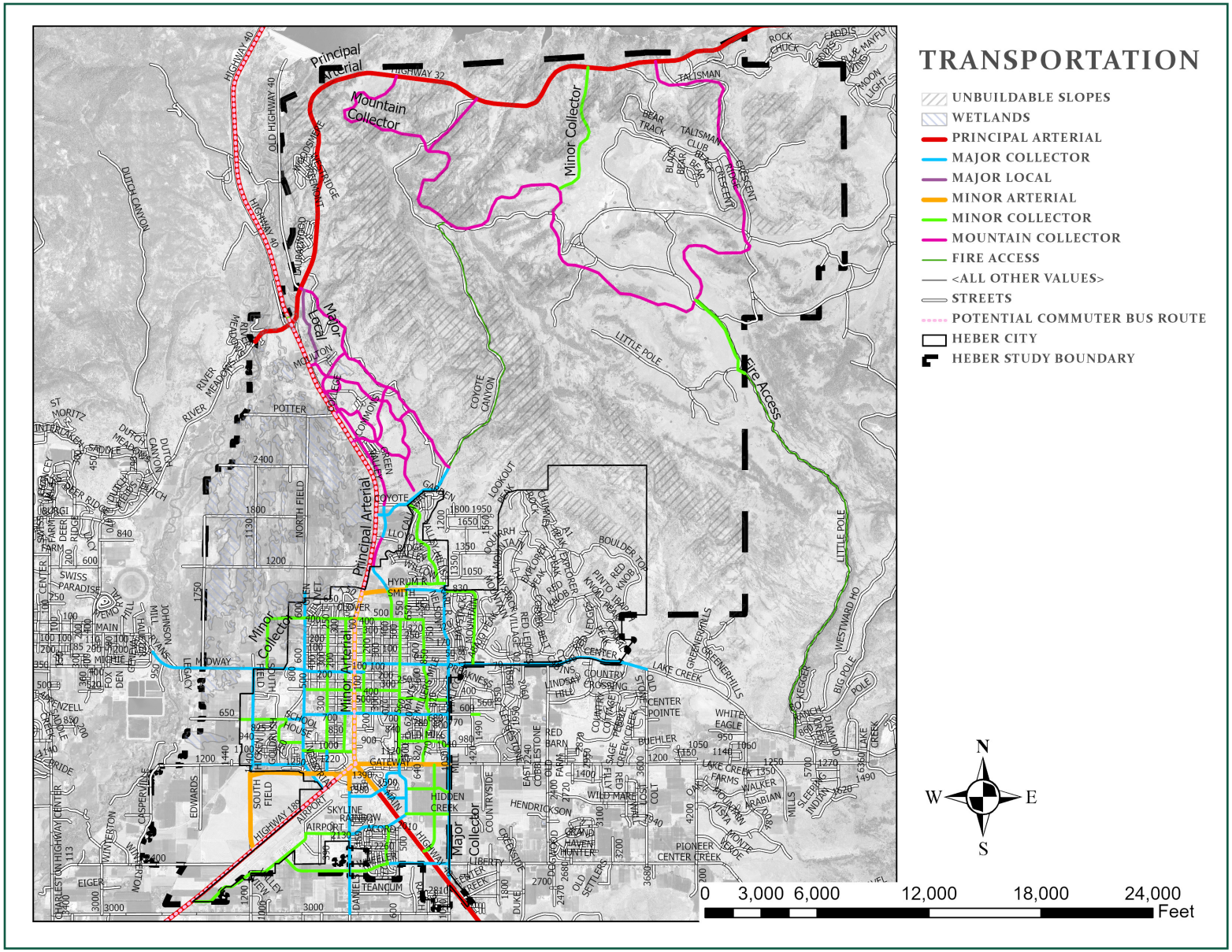
How Could the Heber Valley Airport Change?

The Airport's future is currently under study. When that study is complete, this section of the general plan should be updated.

Strategies - Parking Policy Supportive of Mobility and Efficient Land Use

1. Review and update ordinances, including modern policies such as park once districts, right sizing parking for capacity, shared parking and bike and transit-related parking requirement reductions.

2. Heber City should manage on-street parking downtown and develop a parking plan that includes wayfinding.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9: JOBS AND ECONOMIC DEVELOPMENT

Jobs and Economic Development Vision

Heber's **economic vitality** enables most residents to work in town if they choose. The City **attracts and partners with employers** in key industry sectors to locate in the **downtown**, in **new town centers**, and in the **business center** on the south end of downtown.

Guiding Principles

1. Heber fosters an environment that supports local business.
2. Heber supports and grows its emerging recreation and tourism industry, as well as opportunities in technology, research and development, professional/office, medicine/healthcare and light manufacturing.
3. Heber continues to support its historic economic status as a support center for surrounding agricultural operations and as the valley's retail and entertainment destination.

Existing Economic Climate

Located along the valley's main highway corridors and with a long history of providing the goods and services that most people need countywide, Heber functions as the "hub" community for Wasatch County. Its traditional Main Street shopping district is complemented by grocery stores, big box retail and home improvement stores. Reinvestment in Main Street will reward the City with a long-term shopping and gathering place into the distant future.

While there are quality local jobs, there is

an insufficient number relative to the City's workforce, and many jobs don't provide the income needed to live in the valley. Instead, many residents commute to job markets in Salt Lake and the Provo/Orem areas. Housing prices and rents have also risen disproportionately to income over the last ten years, making it difficult for workers earning lower wages to remain in Heber. Attracting higher paying jobs and long-term employers should be an important part of the City's economic development strategy.

Though a healthy mix of small shops and larger retail is available in Heber, a recent Lewis, Young, Robertson and Burningham study revealed some shopping and service categories that the City does not provide well. Supporting the existing retail mix and adding in missing or underrepresented categories could become a focus of an economic development plan.

How Could Heber's Business Environment Evolve?

Although being the hub city in the County creates its own synergy and market demand, it cannot be relied on to provide all that is needed for positive long-term growth. Main Street is the recognizable center that residents believe needs improvement. A revitalized Main Street with reduced traffic, a pedestrian friendly and quieter environment, mixed uses, thriving businesses and active gathering spaces is achievable over time and can become a major force for attracting additional economic development.

A Community Reinvestment Agency (CRA) should be created to improve funding options. A CRA derives its funding from the property taxes generated by new development. Through the establishment of a project area that encompasses properties that front on 100 East and 100 West, the property taxes from redevelopment and new infill development can be captured for use by the CRA. CRA funds are required to be reinvested in a defined project area and can be used for a variety of enhancements, especially infrastructure repairs and improvements.

With considerable effort, the Heber Valley Railroad and nearby regional recreation facilities can become a cohesive tourism and recreation node within the City, with a great connection to downtown along 100 South.

Emerging regional retail businesses to the north and south end of Main Street could become gateway features that clearly state when you have arrived in Heber. The City should limit further standard strip commercial growth along the highways, focusing instead on creating distinctive gateways into town. On the south end there is

Key Facts: Heber Jobs

$62,826
Median Household Income

705
Total Businesses

5,566
Total Employees

Employment

58% White Collar

21% Blue Collar

22% Services

1.9%
Unemployment Rate

Source: ESRI/American Community Survey

Industries Most Important to Heber's Future *(top 3, according to public feedback during Heber's visioning process)*

1. **Recreation and tourism**
2. **Agriculture**
3. **Tech/research & development**

potential for tech businesses to thrive.

New centers will emerge at River Road, at Utah Valley University, near the Jordanelle and up on the mountain that will have Heber's influence, as the City provides models for town center development.

More work-from-home opportunities and artificial intelligence systems are trends we can expect in the future. Encouraging more flexible home occupations will help foster additional jobs in Heber. Creating training partnerships with Utah Vally University and other organizations to address an artificial intelligence boom will be critical for continued, diversified job growth.

Strategies - Downtown Economic Development (see additional strategies in Chapter 5)

1. Create a Community Reinvestment Agency (CRA) project area, that will provide an additional source of funding for the downtown area. Include an incubator business fund using CRA funds.
2. Encourage a storefront width that promotes smaller businesses and historic architectural features along Main Street in City ordinances.
3. Include some national chains in the mix to assure additional downtown patronage.
4. Consider ordnance amendments that avoid drive-up lanes and windows facing Main Street; consider prohibiting drive-through businesses downtown.
5. Activate Main Street public spaces so residents and visitors want to visit repeatedly, bringing people downtown consistently.
6. Initiate a branding study to provide guidance for strategy and message consistency.
7. Restructure capital Improvements, City ordinances, sign plans (including wayfinding) to promote and reinforce the brand.
8. Incorporate recognizable physical improvements downtown that strengthen the City's brand.
9. Increase the number of local and regional events.
10. Revise zoning ordinances to promote infill and redevelopment and incentivize a mixture of uses downtown, including residential.
11. Identify key historic buildings and adopt a historic preservation ordinance with incentives to preserve those sites.

Strategies - Economic Development Throughout the City

1. Promote opportunities in technology, research and development, professional/office, and light manufacturing.
2. Attract businesses that have reduced impacts on air and water quality; discourage those

that increase noise pollution or degrade the recreation environment/brand.

3. Downtown and the South Town centers provide the focus for the above sectors. Light manufacturing is best clustered in the South Town area.
4. Foster connections with Utah Valley University to create a partnership for incubator businesses and needed training for targeted professions.
5. Promote a business center, including tech businesses, associated Utah Valley University's Wasatch campus.
6. Consider emphasizing tech businesses in downtown, the South Town area and as infill in the recreation/tourism hub.
7. Consider deriving additional funding from tourism/hospitality businesses that could generate funds for citywide recreation, trails and downtown improvements.
8. Address issues with outside/inside storage developments in ordinance amendments, and prevent them from building on prominent corners or blocks.
9. Continue to promote Heber's historic economic status as a support center or hub for surrounding agricultural operations and the valley's retail, entertainment and job destination.
10. Define the historic architectural character of Heber and incorporate design standards in City ordinances to showcase that character in new buildings downtown.

Strategies - Enhancing Retail Sales

1. Attract business sectors that are currently underrepresented in Heber, including clothing and accessories, furniture and home furnishings, miscellaneous retail trade (smaller shops), business management companies and enterprises (offices), arts, entertainment and recreation, health and personal services, goods/necessities, natural foods store, mid-grade dining ($15–$25 per person), used-books store, and technology stores (computers, IT services).*
2. Plan for and develop civic uses such as mid-sized plazas, a bike/scooter share hub and community fair/farmers market space.*
3. Create an economic incentive-based strategy to assist in reducing vacancy and increasing diversity in the variety of businesses in Heber.
4. Promote a chamber of commerce organization to represent local businesses, foster historic preservation and attract visitors using Heber's brand.

**As suggested by Lewis Young and Downtown Revitalization Services*

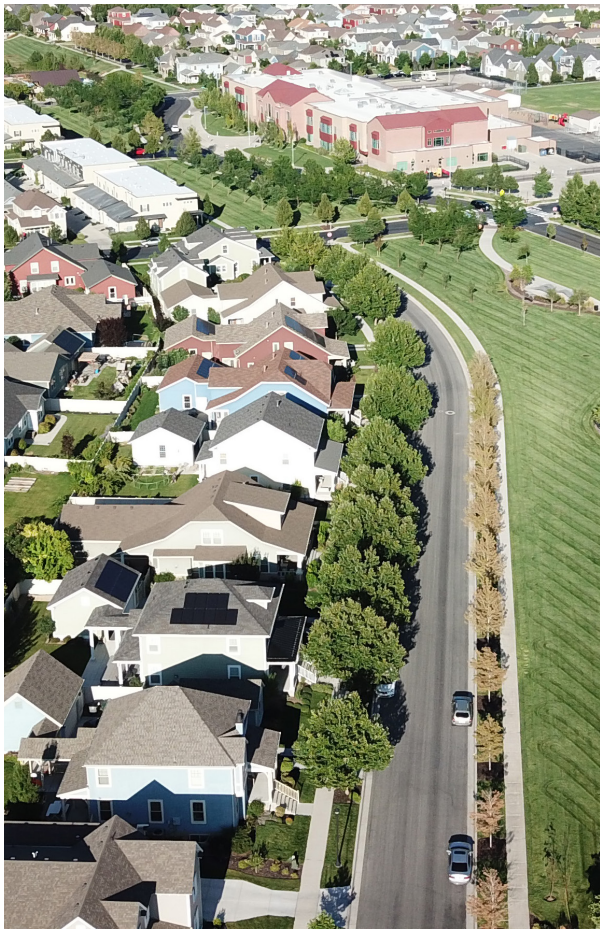
Sales Tax Leakage Analysis

- Heber City is **capturing 145% of all taxable retail sales** as compared to average taxable sales for the State of Utah.
- **Significant Leakage:** clothing & accessories, furniture & home furnishings, and miscellaneous retail trade.
- **Significant Capture:** building materials & garden equipment, food & beverage, motor vehicle, and health care & social assistance

Strategies - Enhancing Long-Term Resiliency

1. Track business trends and promote a diversity of industries and professions to establish resiliency. Consider hiring an economic development professional.
2. Coordinate increased broadband services while helping to reduce costs within the City. This includes coordination of ditch digging and increasing speeds, which help to foster job opportunities, including home-based business.
3. Create more flexible home occupation ordinances to reflect work-from-home trends.
4. Establish ordinance changes to promote solar power and charging stations.
5. Work toward a partnership with Heber Light and Power to achieve greater emphasis on renewable energy sources.
6. Set the example for renewable energy through municipal purchases of electric vehicles, solar power installations, scooters, and on-site public charging stations.
7. Embrace transportation options that minimize pollution by reducing individual vehicle trips (see Chapter 8, Mobility and Streetscapes for more detail).
8. Improve the walkability and bikeability of Heber City.
9. Work with transit agencies to provide mass transit options.
10. Enhance the regional economy with supportive street design.
    - Provide for freight trucks on designated routes and at critical network connections.
    - Increase the economic value of business districts and neighborhoods through more transportation choices and community amenities; focus on cost savings through full utilization of existing infrastructure.

10: GENERAL PLAN PRIORITIES



Higher Priority Strategies

All of the strategies in the various chapters are important, but the sheer number of potential strategies becomes unwieldy for City staff to determine where to start and how to measure progress. Some strategies can be postponed and included in later initiatives, but there are priorities that should be addressed more quickly.

The Steering Committee helped set the priorities that follow, along with the City's staff and planning consultant. Higher priority strategies are those in which there is consensus about addressing the strategy as soon as possible. Lower priority strategies are important but have less consensus about their urgency.

Quality Neighborhoods

1. Consider areas for mixed use housing and mixed housing types, especially adjacent to the downtown and in emerging centers.
2. Consider land use changes to grow the tourism hub at 600 West and 400 South and connect it to Main Street along 100 South corridor.
3. Open space amenities should be a central feature in a neighborhood and may include parks, plazas, trails, community gardens, small plot farms or other space that can be used by residents. Quality open space amenities include long-term management and maintenance plans.
4. As part of a new zoning ordinance, create incentives or new zones to enable rural and mountain residential clusters that permanently designate open space for agricultural, natural, passive recreation or shared equestrian uses.
5. In new neighborhoods at Jordanelle Mountain, Lakeside, North Village, and Utah Valley University Village create walkable, compact neighborhoods with significant natural open space and mountain-themed town centers.
6. Consider an incentive-based system with a base lot size that can be reduced by achieving city goals for open space, walkability, trails,

views and stormwater reduction.

7. Support redevelopment and enhancement of existing homes in the Historic Core.
8. Include quality building materials and architectural standards as part of the new ordinances.
9. Explore ways to reduce air pollution from homes and businesses and improve efficiency.

Summary

These strategies reflect an emphasis on mixed use/infill, the tourism/recreation hub, open space, clustering, housing quality, clear skies and downtown.

2020 Moderate Income Housing Plan Work Efforts

1. Update the accessory apartment ordinance to eliminate barriers.
2. Continue to require deed restricted housing aimed at the 50% AMI and below category, and track City progress.
3. Track spending of the affordable housing fund and emphasize workforce housing.
4. Study the pros and cons of waiving building permit fees for qualifying projects or portions of projects. Track additional units produced.
5. Consider areas for mixed use housing and mixed housing types, especially adjacent to the downtown and in emerging centers.
6. Create a mixed housing types cluster subdivision ordinance.
7. Consider an update study of the fee-in-lieu program to assure that fees are reasonably commensurate with actual construction costs.

Centers and Gathering Places

1. Create a Downtown Development Authority, such as a Community Reinvestment Agency.
2. Increase activity downtown. Activate downtown through public spaces (streetscapes and the three parks) that attract people, so that residents and visitors want to return over and over again.
3. Conduct a downtown placemaking and recreation branding study, and reinforce findings through City ordinances, programs and visible improvements.
4. In the South Town tech center, through ordinance revisions, incorporate more town center characteristics.
5. Create a parking plan and management strategy.
6. Promote interesting "mountain modern" architectural building features for the four centers.
7. Prevent standard strip commercial development through ordinance modifications.
8. Assure dark sky compliance for all lighting in all centers.
9. In the tourism/recreation hub, develop an economic development strategy to begin transitioning to more consistent uses.

Summary

These strategies reflect an emphasis on Downtown, South Town, architectural features, dark skies and the tourism/recreation hub.

Open Space and Rural Character

1. Consider bonding as an important open space preservation strategy.
2. Develop a system to purchase or transfer development rights (TDR) with implementation through the zoning ordinance. Consider crowd sourcing funding, density transfers, etc.
3. Review and update rural zoning ordinances. Rural zoning should have a minimum 20-acre lot size.
4. Partner with non-profits, such as Utah Open Lands.
5. The City could explore ways tourism could financially support open space preservation

through a hotel tax or recreation fee.

Summary

These strategies reflect an emphasis on preserving and creating open space through various techniques, including bonding and the use of tourism dollars.

Outdoor Recreation, Parks and Trails

1. Heber City will plan for providing usable and programmable parks for current and future populations at a ratio of 10 acres per 1,000 residents.
2. Plan and develop a lake-to-lake trails system, connecting Jordanelle Reservoir to Deer Creek Reservoir.
3. Continue to improve and connect trails to valley and mountain amenities. Trails provide access to the City's beautiful setting, including nearby canyons, mountains, lakes and the Provo River.
4. The three publicly owned open spaces (Tabernacle Square, Main Street Park, and the front lawn of the Police Station) on Main Street should be redesigned and improved to work synergistically to activate Main Street.
5. Parks design, signage and activities should help to promote the City "brand".

Summary

These strategies reflect an emphasis on creating new trails along the Provo River and to valley/mountain amenities, activating Main Street parks and providing more parks internal to the City.

Mobility and Streetscapes

1. Develop and adopt new Citywide street cross sections, with a focus on complete streets, 5-foot minimum sidewalks, larger park strips, narrower street widths and swales.
2. Begin recommended improvements to Main Street to slow traffic down.
3. Consider the use of roundabouts in certain studied locations.
4. Actively promote the completion of the western bypass study and lobby for construction dollars.

Summary

These strategies reflect an emphasis on new street cross sections that promote swales and adjacent trails, improving Main Street, considering roundabouts and completing the bypass.

Jobs and Economic Development

1. Create a Community Reinvestment Agency project area.
2. Activate Main Street public spaces so residents and visitors want to visit repeatedly.
3. Revise zoning ordinances to promote infill and redevelopment and incentivize a mixture of uses.
4. Promote a business center, including tech businesses, associated with Utah Valley University.
5. Promote opportunities in technology, research and development, professional/office and light manufacturing.
6. Create an economic incentive-based strategy.
7. Attract businesses that have reduced impacts on air and water quality and decreased noise pollution.

Summary

These strategies reflect an emphasis on Main Street by creating a new financing tool (CRA), mixing uses, providing more jobs in a coordinated manner with Utah Valley University, attracting clean jobs and developing an incentive-based economic development plan/strategy.

APPENDIX

Documents in the Appendix

The Appendix contains a series of documents listed below:

- Heber City Downtown Study (Downtown Redevelopment Service)
- General Plan Land Use Study (Lewis Young Robertson & Burningham)
- Moderate Income Housing Plan
- Presentation: Vision Celebration and General Plan Kick-Off (August 28, 2019)
- Presentation: Workshop Values Summary (March 20, 2019)

HEBER CITY
ENVISION
2050

Heber City Downtown Study

A community vision for Main Street

PREPARED BY:

DOWNTOWN
REDEVELOPMENT
SERVICES

ACKNOWLEDGMENTS

Heber City

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- Matt Brower, City Manager

City Council

- Jeffrey M. Bradshaw
- Ronald R. Crittenden
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Utah Department of Transportation

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INTRODUCTION

This document was prepared for the residents of Heber City and for formal adoption by Heber City Council. Technical assistance for this community-guidance document was provided by Downtown Redevelopment Services LLC and Avenue Consultants. The overall results of this plan are wholly driven by community residents, City staff, steering committee members, and stakeholder recommendations.

CONTENTS

ACKNOWLEDGMENTS 2
INTRODUCTION 2
EXECUTIVE SUMMARY 4
- EXISTING CONDITIONS REPORT 4
- COMMUNITY INPUT PLAN 4
- RECOMMENDATIONS 4

OBJECTIVE 5
STUDY AREA 5
PROCESS 5
- 1. CREATION OF CORE GROUP 5
- 2. COMMUNITY INPUT & INFORMATION GATHERING EXERCISES 6
- 3. INITIAL FINDINGS 6
- 4. COMMUNITY REVIEW & INPUT MEETING 6
- 5. CREATION OF THE FINAL REPORT 6

CHAPTER 1: COMMUNITY SNAPSHOT 7
- 1.1 HEBER CITY - "PARADISE LOST" 8
- 1.2 COMMUNITY STATISTICS 9

CHAPTER 2: EXISTING CONDITIONS 10
- 2.1 STREETSCAPE 11
- 2.2 BUILT ENVIRONMENT AND ARCHITECTURAL ELEMENTS 13
- 2.3 LAND-USE 14
- 2.4 COMMUNITY CHARACTER 14

CHAPTER 3: COMMUNITY INPUT PLAN 15
- 3.1 SURVEYS 16
- 3.2 OPEN-HOUSE MEETINGS 17

CHAPTER 4: RECOMMENDATIONS 18
- 4.1 STREETSCAPE 18
- 4.2 BUILT ENVIRONMENT & ARCHITECTURAL ELEMENTS 28
- 4.3 LAND USE 30
- 4.4 CREATION OF CIVIC SPACES 32

FIGURES 33
APPENDIX: 34

HEBER CITY
HEART OF THE WASATCH BACK

EXECUTIVE SUMMARY

Heber City is a diverse and unique community nestled in the central valley of Wasatch County, in the State of Utah. It is a charming small community known for its attractive quality of life that offers a mixture of small-town charm, modern-day conveniences, and quick access to year-round recreational opportunities. It is these attractive amenities that have created an influx of development within the community, ultimately changing the very fabric and community character that drew families and individuals to the city in the first place. As typical of many other regional communities, commercial development along the city's periphery is transforming Heber's once flourishing downtown into a corridor marred by vacancies and store closings. Recognizing this, Heber City has undertaken a participatory planning process to develop a comprehensive set of documents to identify residents' needs and wants in the downtown area — specifically, the creation of a downtown that is walkable and resident-friendly. This process has involved gathering background information, understanding existing conditions, desired uses, necessary amenities, and working with residents directly to create a set of goals and actions in this implementable and action-oriented downtown planning document to bring about a brighter, more inclusive future for Heber City.

Outlined below are highlights from each section of this plan.

Existing Conditions Report

This "community snapshot" is critical to understanding where Heber City started and where it is today, creating a baseline of information to better understand how the city can meet its goals for the future. Heber City currently has many factors working in its favor, and by analyzing the city's existing conditions, an assessment can be made about what it can do to best utilize available resources to achieve its goals.

These existing conditions are highlighted as:

- Main Street is currently a concentrated retail mixture along a five-block corridor.
- The areas around the periphery of town are witnessing increased development, while the downtown core is currently stagnant.
- Heber City has a large percentage of individuals and families with above-average incomes.
- Households within Heber City are an average of 18% larger than those seen in other countywide communities for the same cost.
- A lower-than-average amount of spending per capita is being experienced within the downtown core area.
- There is an eclectic and diverse building stock made up of architectural elements including typical styles reminiscent of the American westward expansion and more modern examples of community urban-renewal efforts.
- Building setbacks range from 0 to 50+ feet beyond the right-of-way (ROW) line.
- There is inconsistent signage along the downtown corridor, creating a lack of cohesiveness and branding for the community.
- The average road width is 89 linear feet along the Main Street/US-40 corridor.
- At peak times, 8,000 cars per day travel through the intersection of Main Street and Center Street.

Community Input Plan

Residents of Heber City participated in the planning process, providing valuable input and feedback throughout. There were two public surveys; the first one received 825 responses and the second one received 1,036 responses from the Heber City community, visitors, and other stakeholders. Additionally, there were two publicly advertised open-house meetings that were each attended by over a hundred residents and stakeholders. During the input process the community made several things clear:

- Residents want a balanced downtown corridor with local businesses and plenty of retail opportunities for both residents and visitors.
- There is a desire for an increased level of amenities along the Main Street corridor — specifically, bike racks, benches, and additional public spaces.
- Pedestrian safety is of the utmost importance for local residents.
- The community wants long-term traffic-calming and congestion-mitigation strategies — specifically, wider sidewalks, streetscape enhancements, center medians, and pedestrian refuge islands
- Residents feel it is imperative that the entire downtown contributes to a unified community character that will reflect the uniqueness of the community, residents' values, and the overall vision for the city.

Recommendations

After completion of a community snapshot, and gathering of community input, a set of detailed recommendations were created to help Heber City attain the goal of a more walkable and resident-friendly downtown. These recommendations are intended to be measurable, specific, and attainable, while providing an impactful improvement in the overall sustainability of the downtown. Sample recommendations include:

- Create a unified pedestrian-friendly streetscape for the entire corridor.
- Create a Downtown Development Authority to provide a sustainable source of funding for community enhancements.
- Conduct a downtown placemaking and branding study.
- Spur economic development through land use, specifically to attract services and amenities that will attract local residents.
- Increase retail diversity along the Main Street corridor.
- Implement alternative transportation circulation within the community, specifically bike lanes and wider sidewalks.
- Develop a comprehensive set of façade guidelines and fund implementation of a city-wide façade program.
- Develop a set of unified community-character elements to be implemented within the entire downtown corridor, creating a strong sense of place.
- Create a signage ordinance to unify size, location, and content of signage within the downtown corridor.
- Install raised medians within the spaces between turn-queue lines along the primary downtown corridor.

HEBER CITY DOWNTOWN STUDY PROJECT AREA

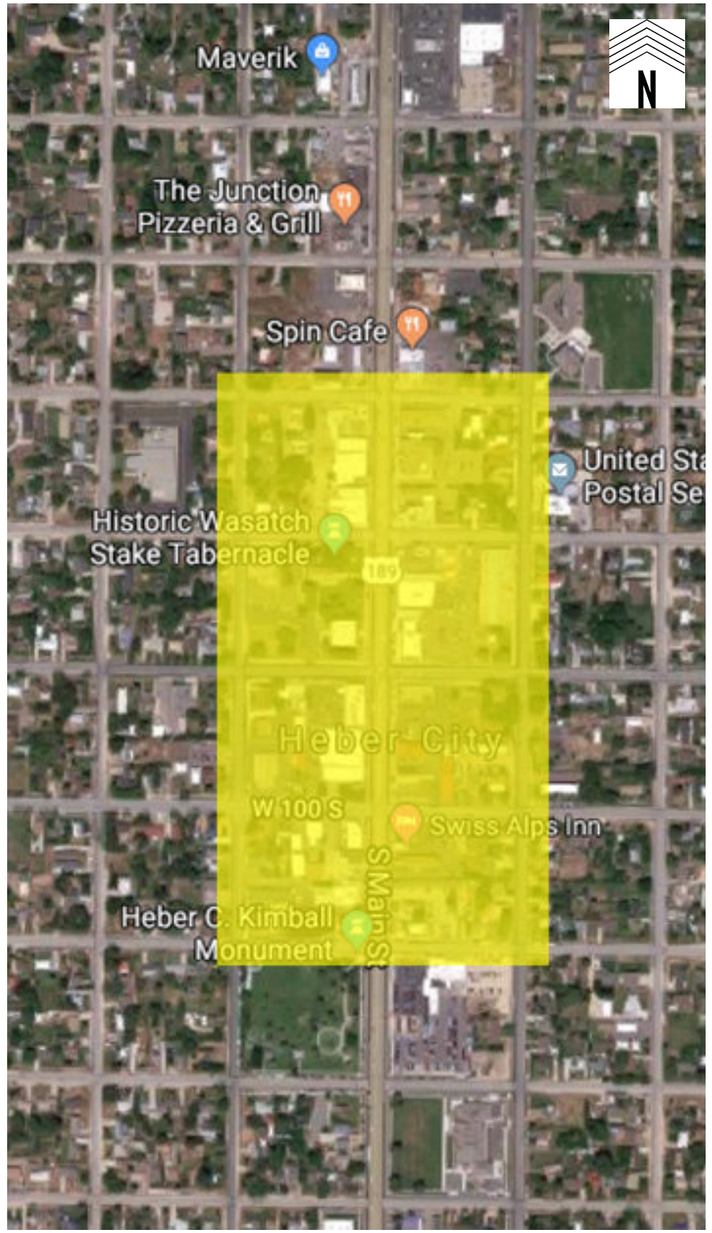

Fig 1: Map of the Study Area (map not to scale).

OBJECTIVE

Heber City is a small town in Wasatch County that is known for offering an improved quality of life with amenities readily available as well as quick access to recreational assets. This unique set of opportunities has made Heber City an attractive destination for people looking to have a more balanced life, resulting in rapid growth and expansion both in and around the downtown. However, the ever-increasing number of residents, coupled with regional visitors attracted to town and regional amenities, is eroding downtown core business and applicable markets. If this continues unabated, Heber City's economy, unique culture, and social landscape could become vulnerable, open to uncertainty and imbalance. The objective of the Heber City Downtown Plan is to address and preclude this scenario, ensuring that the historic downtown of Heber City is resilient, sustainable, and able to provide goods and services to meet everyone's needs for generations to come.

For this reason, it is necessary to define "downtown" in the context of Heber City to understand its impact on the overall economic well-being of the community. This deeper understanding will guide informed decision-making by the city so that all current and future improvements meet the unified vision and goals for the downtown corridor. With this understanding, and the involvement of community stakeholders, the Heber City Downtown Study has developed into a comprehensive framework of best practices for a variety of qualitative and quantitative improvements within the downtown.

HEBER CITY DOWNTOWN STUDY - PROJECT AREA

Initially, the study area covered the traditional downtown along Main Street (US-40), and several peripheral blocks of mixed residential/ commercial uses, specifically Main Street from 100 North to 200 South. However, during early project reviews and detailed assessments of the existing conditions, it was discovered that the true core of Heber City covers a significantly larger geographical area, resulting in the expanded study area outlined to the right (figure 1). There exist numerous elements in the revised study area that affect downtown Heber City and are important to include in this plan to ensure their interconnectivity is not overlooked.

For several of the recommendations in this plan, success depends on the strong connections the city cultivates and maintains with all its residents, particularly those living in neighborhoods adjacent to the downtown. Collaborative cultures and partnerships based on mutual respect are essential to developing the programs and policies necessary to provide a dynamic, lively, and balanced downtown.

PROCESS

The Heber City Downtown Study would not exist without the indispensable cooperation and feedback from local residents, visitors, elected officials, property/business owners, and other stakeholders. It is essential that this plan meets community goals while ensuring that the community retains the unique quality of life that attracts visitors and residents. Municipal planning projects are citizen-centric, and this approach is reflected in the plan's process. This process was carefully crafted to create a set of attainable, measurable, and geographically appropriate goals for implementation within the near future. Inclusivity is key, so Heber City hired Downtown Redevelopment Services LLC to develop a comprehensive, collaborative approach that would connect stakeholders from a wide variety of perspectives and backgrounds in order to prepare the necessary documentation for this plan.

The process began with the creation of a "core" group to represent the diverse interests of Heber City stakeholders. The primary task of this core group was to help gather community input, review the gathered information, and ensure recommendations were congruent with the community's vision. This was followed by public outreach and engagement efforts, including a community open house, a series of two (2) public surveys, preliminary draft meetings with the community, and public draft review periods. The information gathered at these events became the foundation for the existing conditions and initial-findings summaries that detail ways to create a safe and vibrant downtown. This process is detailed below.

1. Creation of a Core Group

To ensure that the diverse needs of Heber City residents are represented, a core group was created so that the community could have a unified voice and a well-rounded group to review preliminary recommendations and address concerns. The Heber City Downtown Plan Core Group included City officials, City staff, Department of Transportation (DOT) employees, and regional planning organizations, all working together to gather vital community input and work with the consultant to ensure that the vision for downtown Heber City was achieved. The core group worked with the consultant to evaluate current conditions and trends, as well as explore alternatives and guide the direction of the initial findings.

2. Community Input and Information-Gathering Exercises

A community must be able to participate in any planning process affecting them and provide feedback about their needs, desires, and goals. Accordingly, comprehensive input was collected from residents and stakeholders of Heber City to create a unified vision. Multi-faceted approaches were adopted to ensure that all interested parties and individuals were heard, and their feedback was equally weighted in the overall planning process. This period of public outreach and engagement included a community open house, online surveys, initial-findings meeting, and public plan review and revision periods.

Community open-house meeting – An evening workshop forum was held early in the community input process to gather baseline information and help in understanding the needs and desires of the community. At this meeting, planning stations were set up focusing on different elements of downtown Heber City. These included stations focused on the streetscape, community character, development authority locations (more detail in the appendix), placemaking and branding ideas. There were over 300 people at this meeting, and everyone provided invaluable information.

Online surveys – Two online surveys were presented to Heber City residents, visitors, and other stakeholders. Surveys were made available to the public for a minimum of 30 days and were focused on topics discussed at the community open-house meeting and initial-findings meeting. Outlined below are quick facts about the online survey process, with results provided in the appendix.

- Initial feedback survey: Gathering initial thoughts and comments from residents. A total of 825 respondents completed the survey.
- Additional feedback survey: Collecting residents' feedback on specific improvements. A total of 1,036 respondents completed the survey.

Initial-findings meeting – After completing the community outreach and engagement feedback efforts, a set of initial findings was drafted. The findings helped to develop a set of potential enhancements or changes to the project area, ultimately working toward the goal of creating an improved downtown core to meet the community's needs. These findings were based on a review of existing conditions, community input, and feedback, all balanced with smart-growth principles to ensure that Heber City remains sustainable in development trends.

Fig 2: Example of Streetscape in Project Area

Draft document review period – After incorporating the community input and feedback provided at the initial-findings meeting, the community received a draft version of the Heber City Downtown Plan for additional review, comment, and feedback. All received comments were integrated into the final plan.

3. Initial Findings

Following the community outreach and feedback period, the team prepared a summary report of the initial findings, outlining enhancements for downtown Heber City. This streamlined report was focused solely on what would create a safer and more inviting downtown corridor and better balance the quantities, types, availability, and overall suitability of amenities that are important to a sustainable downtown.

4. Community Input Meeting and Review

In order to collect feedback about the initial findings, the consultant and the Heber City staff facilitated a final community input meeting. During the meeting, details about proposed enhancements were provided in the form of two (2) distinctly different Main Street layouts. In addition to the input meeting, the community was given an opportunity to review the findings on the project website and provide targeted feedback to the team until the draft Heber City Downtown Stucy was completed.

5. Creation of the Final Report

A draft report of the Heber City Downtown Study was prepared and provided to the public and City staff for final comment. The draft report was also posted on the city website for public viewing. Following this period, the plan was revised, and a final report was presented to City officials in preparation for adoption.

Chapter 1: Community Snapshot

CHAPTER 1: COMMUNITY SNAPSHOT

This chapter provides an in-depth look at Heber City, including its history and demographics.

1.1 Heber City - "Paradise Land"

Heber City has a long history of providing a slower-paced lifestyle for inhabitants looking to escape the larger "city" atmosphere of the Wasatch Front range. The land currently known as the Heber Valley was originally settled in 1857 by sawmill workers who hiked to the summit of the Wasatch to purvey a new "untouched" wilderness, which they called a "paradise land." Upon discovery of the fertile valley, ample resources, and pleasant climate it was not long before settlers were claiming tracts of land within the valley.

In the year 1859, a pioneer party were the first settlers to establish a formal dwelling and survey the lands. It is recorded in 1859 that the then unincorporated area was christened the town of "Lindon." Shortly after the municipality dedication, the local residents began to survey the valley and establish property limits. It was at the north end of the current Main Street corridor that the initial plat layout occurred.

Heber City continued to grow steadily until the early 1900s when the community witnessed the onset of commercial buildings and properties with the construction of a Rio Grande railroad connection, the first public library, and a local movie theater, and installation of a power plant on the north side of town. This exponential growth pattern has continued through to today, as illustrated by the continual sprawl of commercial and residential development on the southern end of the valley.

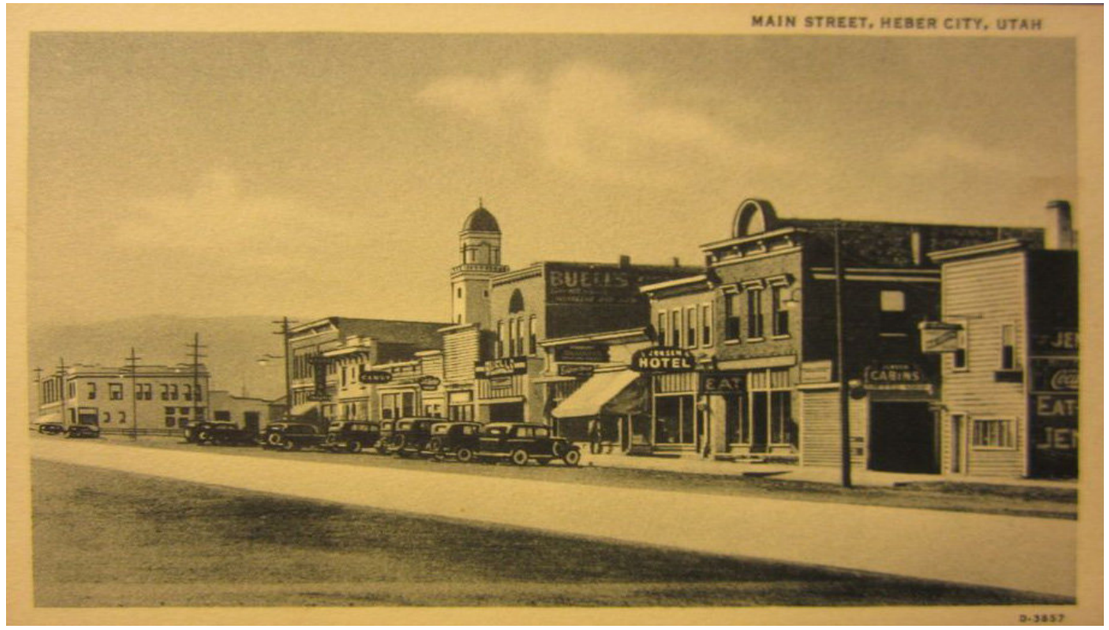

Fig 3: Photo from Wasatch County Library - Archives

Fig 4: Photo from CourthouseHistory.com, Wasatch County, Utah - Archives

Fig 5: Photo from Wasatch County Library - Archives

Community Infographic

KEY FACTS

13,136
Population

29.7
Median Age

3.3
Average Household Size

$64,600
Median Household Income

EDUCATION

8%
No High School Diploma

21%
High School Graduate

41%
Some College

30%
Bachelor's/Grad/Prof Degree

BUSINESS

605
Total Businesses

4,960
Total Employees

EMPLOYMENT

63%
White Collar

23%
Blue Collar

15%
Services

1.6%
Unemployment Rate

INCOME

$64,600
Median Household Income

$22,710
Per Capita Income

$117,100
Median Net Worth

Households By Income

The largest group: $50,000 - $74,999 (22.2%)

The smallest group: $200,000+ (2.1%)

Indicator	Value	Difference
<$15,000	7.2%	+1.1%
$15,000 - $24,999	6.8%	+0.1%
$25,000 - $34,999	6.5%	+0.5%
$35,000 - $49,999	14.4%	+2.4%
$50,000 - $74,999	22.2%	+2.3%
$75,000 - $99,999	19.0%	+4.1%
$100,000 - $149,999	17.4%	+2.1%
$150,000 - $199,999	4.5%	-2.8%
$200,000+	2.1%	-9.7%

Bars show deviation from Wasatch County

Fig 6: Heber City Downtown Infographics - Source: ESRI Business Analyst Database

1.2 Community Statistics

The next chapter shows community statistics and demographic information meant to provide a snapshot of recent and current conditions within the community. All information provided in the infographics and text was collected from the US Census Bureau decennial census and the ESRI Business Analyst Database.

HEBER CITY
HEART OF THE WASATCH BACK

Chapter 2: Existing Conditions

CHAPTER 2: EXISTING CONDITIONS

Downtown Heber City offers a diverse and eclectic mix of amenities to serve residents and visitors alike. It is this unique mixture of services that has allowed the downtown corridor to survive in a community witnessing continual development around the periphery of the community corridors. Noticing the alarming development trend has prompted City officials to complete a comprehensive public input/participation process and determine a unified vision for a more sustainable downtown corridor, ultimately providing an implementable Heber City Downtown Study (HCDS). Throughout the process of creating a unified vision, it is important to clearly outline all the constraints and attributes of the project area that must be addressed to meet the desired vision. While the downtown business core has many elements that support the overall community vision, several characteristics make it difficult to create a more vibrant and attractive downtown. Below are the findings from a detailed review of the existing conditions in Heber City's downtown core, including streetscape, built environment, and community character.

Fig 7: Existing Streetscape Conditions

2.1 Streetscape

Streetscape consists of the visual elements of a street that contribute to its overall look and feel. This character results from the quality of the design and implementation of the road, building façades, sidewalks, street furniture, trees, vegetation, and open space. A street is a public place where people can engage in various activities. As such, a streetscape is a vital community location where visitors and residents interact with local businesses and transportation systems. The streetscape along the Main Street corridor within Heber City is a remarkably uniform size, shape, and condition, offering a congruent space for pedestrians to use. While the space is uniform, it is also of a diminishing quality and offers little to no interest to most residents and visitors. Understanding the importance of this space and how the local residents use the corridor is the first step towards providing a more attractive and sustainable corridor.

In order to identify specific systems or amenities that are deficient or interfering with successful utilization by residents, site infrastructure systems must be assessed. While the streetscape realm is primarily made up of the site infrastructure, one must also review and assess the effects of additional transportation methods. Striking a balance within the downtown core is vital to providing a balanced pedestrian and vehicular transportation system within this civic space. Ensuring that both current and future transportation needs are met, our team completed a comprehensive review of the existing conditions of the aboveground basic infrastructure systems within the downtown corridor. The infrastructure systems analyzed in the following sections are:

Fig 8: Existing ADA Ramp Within Project Area

Fig 9: Existing Conditions - Sidewalk Within Project Area

Fig 10: Existing Conditions - Sidewalk Within Project Area

- Sidewalks
- Curbs and gutters
- Crosswalks
- ADA ramps (figure 8)
- Site amenities (trash receptacles, benches, bike racks)
- Site lighting

The current conditions of these items vary. The information below is structured as an outline of the current conditions witnessed within the Downtown Study project area during multiple site visits in 2018.

Sidewalks

Currently, sidewalk surfaces within downtown Heber have minor variations in condition, color, surface texture, and accessibility (figures 9 - 10). The majority of sidewalks are made of concrete with a smooth-broom finish for a non-slip surface. But the other sidewalks are made of a variety of other, non-standard building materials, including bituminous asphalt, concrete pavers, and stamped concrete. Many sidewalk surfaces are currently in an acceptable condition, showing average wear and tear for their age and level of use. They are mostly flat and slip resistant. However, in some areas, the sidewalk surfaces are unsafe. The unsafe surfaces are deteriorated, damaged, or simply in sub-standard condition. During site visits to downtown Heber City, the team witnessed areas within the downtown core that were below safety standards and potentially not compliant with ADA (Americans with Disabilities Act) standards. In addition to deteriorated sidewalk surfaces, some portions of the sidewalks within the Downtown Study project area are cracked, shifting, and heaving, all of which are interfering with providing access to

buildings and an unattractive appearance (figure 9).

Curbs and Gutters

Throughout the Downtown Study project area, curbs and gutters are integrally constructed, meaning they are poured and constructed as one single seamless piece. Curbs and gutters on Main Street are currently in acceptable to fair condition showing minimal wear and tear or impact from vehicles. It should be noted that intersections with smaller radius corners do have damage from snow-plow or construction-vehicle impacts. Curbs and gutters along the Main Street corridor appear to be designed and constructed to meet the current demands for roadway travel and storm-water management. While adequate curbing is present throughout most of the corridor, the planning curb at curb bulb-outs and planter islands is showing signs of detrimental wear. This is illustrated in figure 11.

Fig 11: Existing Conditions - Deteriorated Curb and Gutter

Crosswalks

Crosswalks are an integral component of a successful streetscape as they safely convey people across the road to continue their enjoyment of the downtown. While many areas of the Main Street corridor have adequate crosswalks, several intersections and mid-block crossings are showing signs of wear and tear or are missing signals/ pedestrian-caution systems to provide the necessary safety measures for pedestrians. This is illustrated in figure 12.

Fig 12: Existing Conditions - Missing Crosswalk Striping

Not all intersections in the Main Street Corridor have striped or delineated crosswalks. This lack of crosswalks is currently witnessed at several critical intersections of Main Street. The lack of crosswalks is forcing pedestrians to either: (1) walk longer distances to utilize pedestrian safe-roadway crossings, or (2) illegally cross the road, risking their personal safety (figure 13).

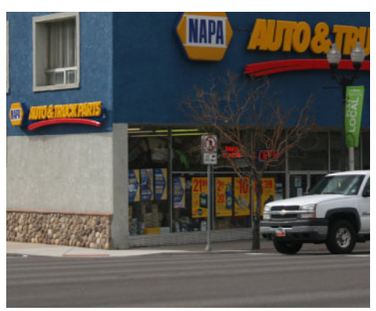

Fig 13: Existing Conditions - Missing Crosswalk Striping & Notification

ADA Ramps

Within the Heber downtown corridor, the ADA ramps are inconsistent in their designs and overall condition. Many ADA ramps along Main Street are constructed of a blended transition style and in acceptable condition, showing only minor wear from vehicle traffic (figure 14). Where ample room is present within the downtown corridor, separated ADA ramps and detectable warning pavers are provided (figure 15). The current blended transition design for most of the ADA ramps allows for cars and trucks to encroach into the pedestrian zone due to the reduced return transition height. These ramps are often interrupted by trucks and cars driving well into the pedestrian realm (figure 14). While these ramps are often used in areas with limited space, there are numerous locations along the corridor that have ample room for a set of dedicated directions ramps, yet they are not currently used.

Fig 14: Existing Conditions - Blended Transition ADA Ramp

Site Amenities

Downtown Heber City has a mixture of site amenities, both on the sidewalk and in other places within the ROW (right-of-way). These amenities are spaced at irregular intervals and they all show wear and tear from regular use and lack of maintenance.

The street amenities lack a cohesive look and feel and standardized placement within the corridors. Trash and recycling receptacles are spaced inappropriately for the current level of site utilization, resulting in a significant amount of waste inappropriately discarded on the sidewalks and in the roadway. Alongside streets and at critical intersections there are insufficient waste and recycling receptacles available. Many of the trash receptacles within the corridor are in a state of deterioration and need to be refurbished or replaced (figure 17).

Fig 15: Existing Conditions - Separated ADA Ramp

Bike racks are sporadically placed along the Main Street corridor, often near businesses or public spaces (figure 16). While some bicycle parking spaces are provided, there is an additional need for bicycle parking along the Main Street corridor and side streets, as cyclists are currently utilizing ancillary structures to lockup their bicycles.

Fig 16: Existing Conditions - Bike Racks

Within the downtown core area, benches are the scarcest site amenity. While several benches are provided at recently updated streetscape locations, there are few benches within

Fig 17: Existing Conditions - Bench and Trash Receptacle

the remainder of the public area. While some benches exist, the public has begun utilizing additional facilities as seats for their downtown enjoyment (figure 17). There are ample spaces available to place additional benches for seating options, such as the first five feet from the face of the curbing.

Site Lighting

Lighting throughout the Main Street corridor is in acceptable-to-good condition and of a cohesive pedestrian scale and style. Many Main Street light poles are the appropriate scale to adequately light the pedestrian realm, while providing adequate photometric figures for vehicular transportation. Current light poles are of a decorative style and use a double luminaire, running perpendicular to the roadway (figure 18). While this style of lighting is appropriate, many of the light poles in town emit a yellow or orange hue, providing an unattractive atmosphere in spaces not directly underneath the lighting. Where lighting has been replaced with LED or white light, the atmosphere has immediately improved.

Fig 18: Existing Conditions: Lightpole & Luminaire

2.2 Built Environment and Architectural Elements

Buildings within the downtown core of Heber City have a variety of architectural styles and urban forms for both public and private spaces, providing amenities for both residents and visitors. It is through these structures and spaces that individuals use, and integrate into, the downtown core. Providing appropriate settings and details for all individuals is vital to the economic success of the downtown. Outlined below are findings from a detailed review of the current conditions within the community core.

Façades

Buildings within the downtown core exhibit an eclectic mix of architectural styles and building façade elements. The uniqueness of the building stock, coupled with the beauty of the surrounding valley, offers quaint small-town charm. Like other regional communities that have experienced rapid population growth and decline periods across multiple decades, the downtown core has witnessed a mixture of architectural styles and densities (figures 19 – 20). As stated by the public in the surveys and at public meetings, there is a preference for buildings within the corridor to have a unified character that is reminiscent of original buildings dating back to the early 1900s. This specific building style is noted for having a massing of no more than three floors, retail or commercial spaces on the first floor, brick or stone façades, large retail windows, and detailed/ornate cornices.

Fig 19: Existing Conditions - Main Street Facade Example

Fig 20: Existing Conditions - Main Street Facade Example

During the public outreach and engagement process, people were asked about architectural preferences for façades within the community. This question was asked during the first community input meeting and voted on with a sticker preference or in a polling station. While the public desires to see a period-correct architectural style, they were also vocal about ensuring that buildings within the Heber City downtown core were able to retain their individual character and were given adequate flexibility within potential guidelines to create uniquely identifiable buildings.

Signage

As part of the existing conditions analysis for architectural elements, signage within the downtown corridor was studied and reviewed for utilization, lighting alternatives, and consistency of theme. This detailed review revealed that signage within the downtown corridor is made up of multiple styles, construction methods, and lighting systems, causing a lack of cohesiveness (figures 21 – 22). While properties and business owners appear to be meeting or exceeding signage standards, few factors provide correlation between them. The lack of cohesive signage is creating an unattractive appearance within the downtown core. By allowing signage within the main street corridor to remain without connecting elements or unifying characteristics, the signage is affecting business retention and potential utilization of spaces.

Fig 21: Existing Conditions: Main Street Signage

Fig 22: Existing Conditions: Business Signage

Fig 23: Existing Conditions - Deteriorated Facade

Maintenance and Code Enforcement

During the existing conditions review and on-site visits, the downtown core was identified as providing a primarily cohesive and well-maintained appearance, comprising adequately maintained, recently restored, or newly constructed buildings. While many building façades are well maintained, several properties are not in such good condition, and are diminishing the overall community character and continuity of the area (figure 22). These dilapidated and/or substandard buildings are creating a break in the overall integrity of the façades within the corridor and detracting from the atmosphere for residents and visitors. These individual properties are scattered throughout the downtown core, creating "eyesore" spaces that detract from the overall architectural fabric.

Available Commercial and Retail Spaces

While completing reviews of the downtown corridor, the team spoke with numerous property owners along Main Street to determine if there were any currently underutilized spaces within their specific buildings. During these conversations, information was gathered about available spaces within upper floors or main floors. To supplement these discussions the team reached out to a variety of market analysis and economic development professionals in an attempt to procure a set of information for these figures. However, minimal information was readily available.

Information gathered from property owners and available databases provides a downtown utilization rate of 89.0% within the specific project area. This figure is heavily driven by discussions with property owners and includes data about upper-floor utilization from available properties. While 89.0% utilization may seem adequate, it illustrates that almost one-eighth of the retail and commercial space within the downtown corridor is being unused or underused. Out of the 11.0% it is projected that a total of 7% is currently undeveloped upper floors, leaving 4% of storefront spaces currently unused.

Infill

Within the downtown core there is a mixture of building offsets and space utilization standards, creating an abundance of underused public and private spaces. Initial site visits and data recorded building offsets within the downtown core ranging from zero-foot ROW setbacks to 50 or more feet from the back of the sidewalk. This lack of similarity with building infill and/or space utilization has developed over time as different building styles and configurations have been constructed, torn down, and reconstructed. In addition to building offsets, the massing and forming of structures have been drastically altered during building rebuild and recycle periods. Newly constructed buildings and building rehabilitations are typically leaving larger-than-necessary building setbacks for construction, creating additional space between new structures and their original counterparts. Recently constructed buildings have been constructed to match the massing and form of the matching block architecture. This additional space created by increased offset is defining dead infill zones that cannot be used by pedestrians or vehicles. In addition to underused spaces within the first floor of buildings, the downtown core area has numerous underutilized spaces on upper floors. Many of these spaces are currently unused due to lack of appropriate services or amenities necessary to lease the spaces for residential or commercial purposes.

2.3 Land Use

Land use within a downtown core varies from community to community, and even from block to block, to meet the needs of the community and residents. Overall, the downtown core of Heber City is more than 90% built out (based on land utilization calculations), creating a web of commercial, hospitality, retail, and residential land uses. Ensuring that the downtown core has appropriate spaces and allocations for all desired land uses is vital to providing adequate amenities for residents and planning for the future.

The downtown core is primarily comprised of commercial and retail uses, housed within small architectural form factors (figure 24). The present land use is geared primarily toward a retail-based industry, with a plethora of goods/service and restaurants clustered along the primary Main Street corridor. With goods and services as the primary land use within the downtown core area, the resulting atmosphere is adversely affecting the qualitative components of a healthy community and lifestyle for residents by limiting an active and attractive balance of amenities. In addition, this land-use pattern does not match the community's desire to provide an adequate mixture of services and amenities to encourage equal Main Street utilization by all cohorts of residents.

Typically reviewed with land use is density or intensity of the current land uses. While the downtown core area is almost built out on the ground level along Main Street, there is additional opportunity for increased density in upper floors and within cross streets and side streets. In addition, there are some areas within the downtown that have underused spaces within the block interior.

2.4 Community Character

Heber City is located in a picturesque valley, offering a unique opportunity to create a unified community character within the downtown area. However, the core of Heber City lacks cohesive character, or feeling, that is typical in a traditional downtown/Main Street corridor. This is apparent in the lack of unifying signage, building styles, landscape elements, and other amenities. Having "character" does not mean all buildings or signage must be similar. Character implies that efforts must be made to present a common theme throughout the entire community, creating a "place" for downtown. Community feedback provided during the public input process confirmed that residents and visitors appreciated the small-town charm, yet still felt it was lacking a consistent theme. This overall lack of community character (perceived or real) within the downtown core is affecting the way people interact with the area and the services they expect the community to provide.

Fig 24: Existing Conditions - Typical Main Street Land-Use

Chapter 3: Community Input Plan

HEBER CITY
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CHAPTER 3: COMMUNITY INPUT PLAN

As an important step with any community-based planning exercise, community input was completed for the Heber City Downtown Study. Sample results from the community participation process are outlined on the following pages of this section:

3.1 Online Surveys

Two online surveys were presented to Heber City residents, visitors, and other stakeholders. Specific information about each survey is outlined below:

- Initial feedback survey: Gathering initial thoughts and comments from residents. A total of 825 respondents completed the survey.
- Additional feedback survey: Collecting residents' feedback on specific improvements. A total of 1,036 respondents completed the survey.

SURVEY NO. 1

Do you support integration of alternative transportation on Main Street? (i.e. protected bike lanes)

770 responses

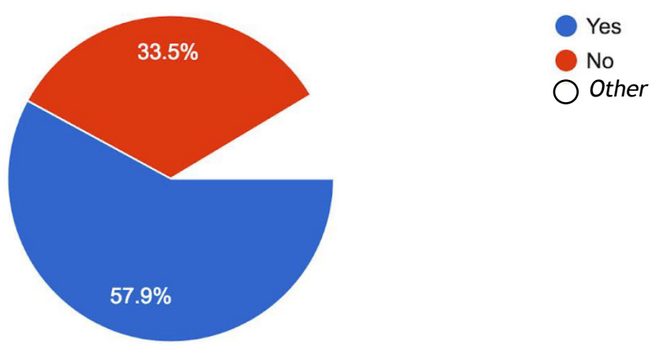

Fig 25: Survey 1 - Question 2

SURVEY NO. 2

1. Do you support transforming Main Street into a more inviting corridor?

1,019 responses

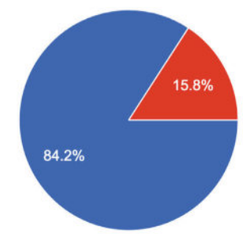

Fig 26: Survey 1 - Question 1

4. Which regulations do you support for parking within Main Street corridor? (select all that apply)

1,022 responses

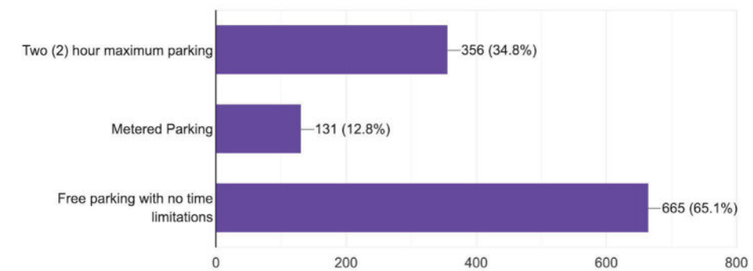

Fig 27: Survey 2 - Question 4

2. Are you in support of streetscape improvements along Main Street to make a more pedestrian friendly environment?

1,015 responses

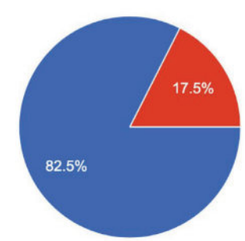

Fig 28: Survey 2 - Question 2

10. Which style of exhibits/artwork should be included within the pedestrian corridor? (select all that apply)

1,009 responses

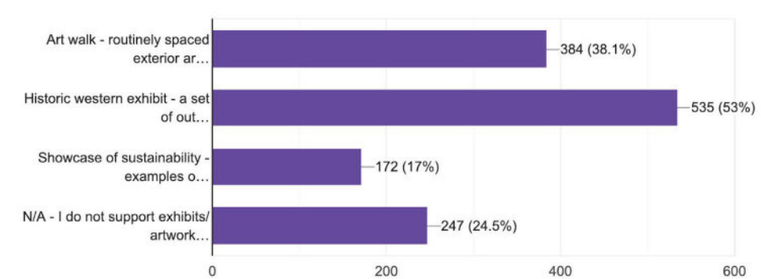

Fig 29: Survey 2 - Question 10

3.2 Open-House Meetings

Two open-house meetings were hosted for the Heber City Downtown Study. Each meeting was crafted to encourage residents, visitors and elected officials to provide valuable feedback. It is based on the feedback received that the consultant was able to help with creation of a unified vision and set of goals for the Main Street Corridor:

First Open-House Meeting:

At this meeting over 300 people attended to provide feedback about their community. At this meeting residents were provided with six (6) unique stations that asked for their input and feedback in reference to the downtown. The strength of the turn out personifies the desire to have an improved downtown corridor. Images from the first meeting are below:

Fig 30: Open-House Meeting 1 - Sample 1

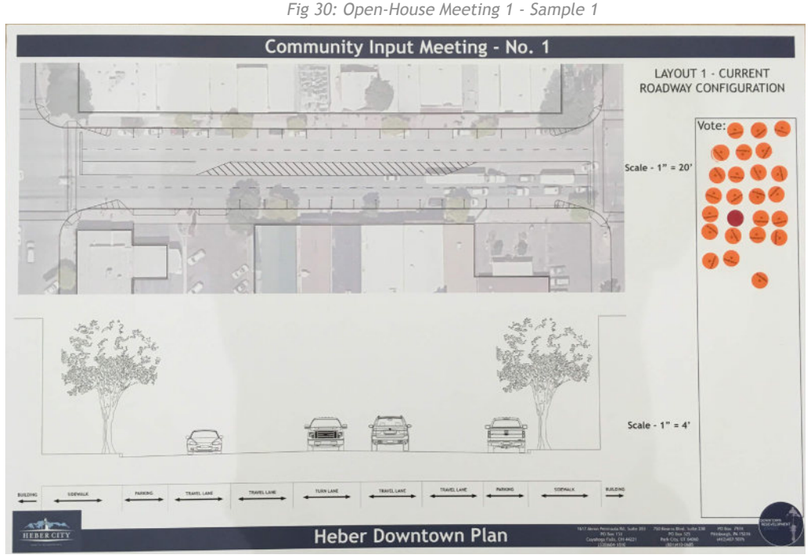

Fig 31: Open-House Meeting 1 - Sample 2

Second Open-House Meeting:

At the second meeting over 150 people attended to provide further feedback about the downtown corridor. At this meeting participants were provided with two (2) layout options for the downtown corridor built environment. The boards used to vote at this event are outlined below:

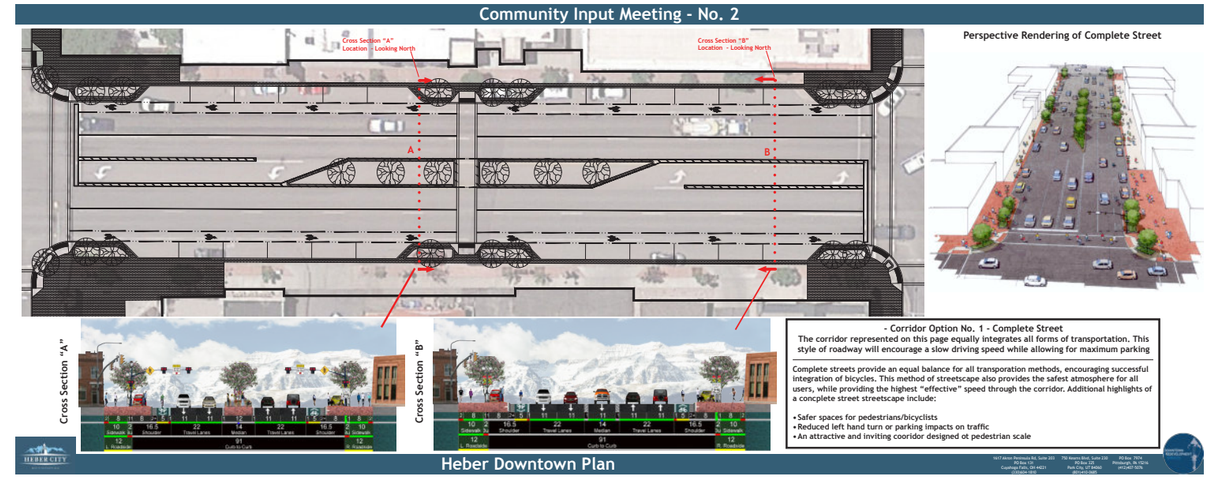

Fig 32: Open-House Meeting 2 - Sample 1

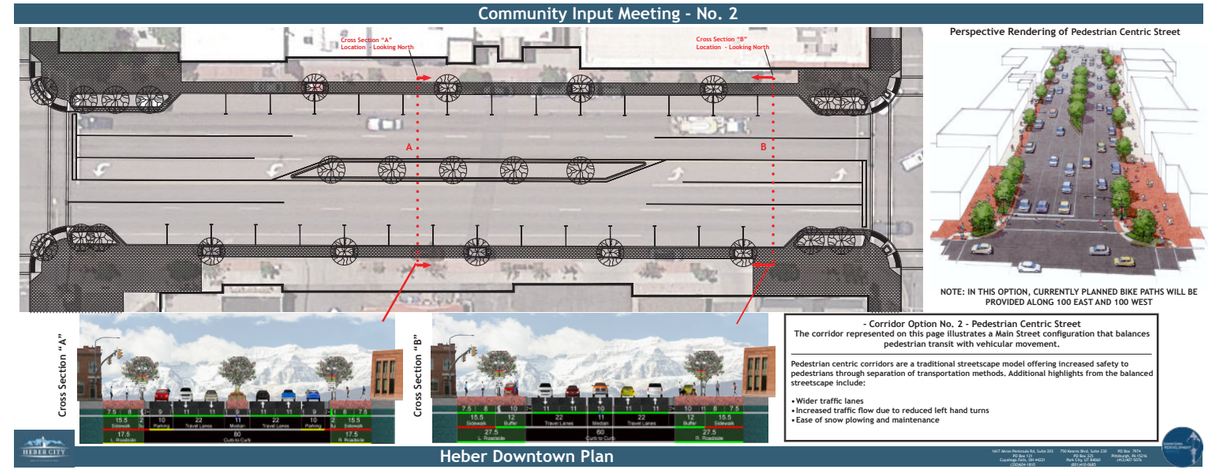

Fig 33: Open-House Meeting 2 - Sample 2

Chapter 4: Recommendations

CHAPTER 4: RECOMMENDATIONS

This chapter contains recommendations for critical improvements within the Heber City downtown core area to help spur economic development and provide a more appropriate mixture of amenities or services to residents. All recommendations given here have been driven by extensive community input, detailed examination of existing conditions, and case-study reviews from similar communities that have successfully completed downtown revitalization projects. The information outlined below represents a set of goals or objectives for Heber City, with the ultimate goal of an improved downtown core that provides adequate services for residents and visitors alike, spurring additional economic benefits for the community.

4.1 Streetscape

Providing site users with a pedestrian-scale environment that is inviting and safe is critical to ensuring adequate residential use of the downtown core. The Heber City downtown is currently a mixture of architectural styles, spaces, and levels of service that may be hindering adequate services and amenities from locating within the core downtown. We recommend that Heber City undertake the following tasks to provide qualitative and quantitative improvements within the streetscape realm to encourage increased diversity in services for residents.

Aboveground Infrastructure

Currently, the condition of infrastructure within the project area varies, creating a non-distinctive community character. Minor changes to surface infrastructure would create a common, cohesive theme throughout the downtown. Accordingly, our recommendations are as follows:

1. Replace Sidewalks

Fig 34: Sample of Adequate Sidewalk for Downtown

We recommend that the Heber City develop a Sidewalk Replacement Program in areas of diminished service or substandard conditions. A strong sense of character or community will be created by unifying sidewalk widths, surfaces, colors, and textures. Before launching this program, the municipality should adopt a formal plan for streetscapes to ensure that all enhancements meet or exceed the community's needs and limit potentially redundant construction costs. This program should be undertaken in phases, typically block by block, to reduce upfront construction costs while providing cost savings for complete projects. Sidewalk replacements should integrate similar characteristics among all blocks (figures 34), specifically:

- colored/stamped concrete bands or inlaid sections
- brick or paver surface integration
- additional landscape and/or vegetation integration.

Adopting a similar theme across multiple blocks will provide pedestrians with an improved corridor by delineating safe pedestrian and/or alternative transportation spaces, as well as increasing resident interaction with local stores and businesses. If possible, sidewalk replacements should be completed in conjunction with additional streetscape enhancements so that improvement costs do not need to be duplicated. This comprehensive approach to enhancement construction will provide the greatest return on investment and limit redundant construction costs.

2. Replace Curbs and Gutters Where Necessary

While many of the curbs and gutters within the project area have been replaced in recent years and are still in acceptable to good condition, we recommend that Heber City develop a Curb and Gutter Replacement Program to ensure spot repair and replacement of these curbs and gutters are completed. Improvements to this system will reduce pooling and ponding at curbs for more efficient storm-water management and an improved pedestrian experience. To maintain adequate storm-water flow, we recommend installing an integral curb and gutter system with a minimum 20-year usable life. Replacement should be undertaken systematically, block by block, to ensure that costs are spread over multiple years.

3. Install Curb Bulb-Outs at Critical Intersections

Ensuring pedestrian safety along all corridors within the project area should be the primary objective for Heber City. Making people feel both safe and welcome when crossing the streets will increase sales and drive economic initiatives within the city. To meet the goal of improved pedestrian safety, we recommend curb bulb-outs. These will reduce the traverse distance for pedestrians crossing the roadways. As previously discussed, bulb-outs should be constructed at the most critical locations within the downtown corridors (outlined in this section and in figure 36). We recommend that curb bulb-outs be constructed in a manner that will maximize pedestrian safety and allow for adequate turning movements, with no impact on vehicular travel.

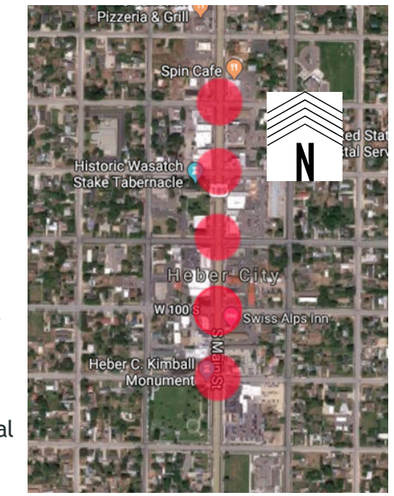

Fig 35: Location Map for Curb Bulbout Intersections

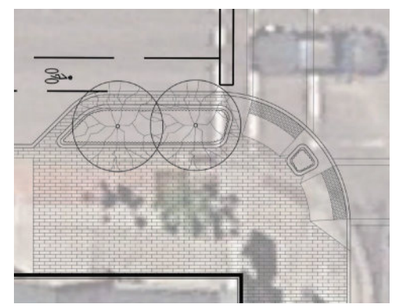

Fig 36: Plan view of Proposed Curb Bulbout

As shown in figures 36, curb bulb-outs should be constructed to create additional pedestrian spaces and reclaim some real estate along the roadway. Vital to creating pedestrian refuge spaces within bulb-outs is the utilization of vertical barriers (seat walls, landscaping, etc.), to provide pedestrians with a physical barrier between vehicles and pedestrian circulation. Bulb-outs are typically constructed up to 7 feet past the existing curb face, but always stay within the existing parking configuration (parallel or angled). Most municipalities require bulb-out designs to meet the International Fire Code, at a minimum, ensuring that larger vehicles can safely travel the corridor and reducing vehicle-pedestrian conflicts. The outside radius (or face of curb) typically starts at 26 feet measured from the tangent. When possible, blended transition ADA ramps should be avoided; individual or dedicated ADA ramps should be created instead to ensure that a full-height curb is restored between potential pedestrian-vehicular conflict points. Installment of curb bulb-outs typically affects crosswalk locations as they are often lined up with the curb face creating a seamless transition with limited deviation from walking paths. With installation of bulb-outs, crosswalks can be moved further toward the center of each block, creating an opportunity for perpendicular crosswalks that increase safety and visibility for both vehicles and pedestrians. Figure 37 shows a sample curb bulb-out that incorporates all the above described enhancements to improve pedestrian safety.

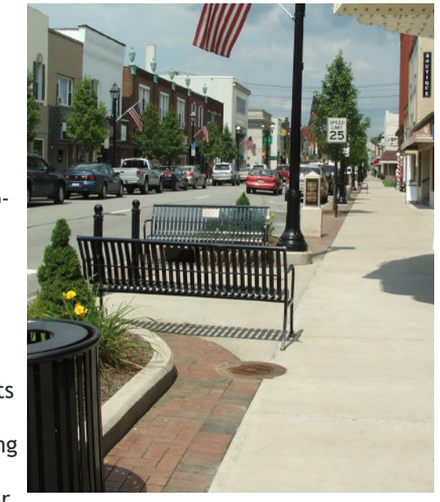

Fig 37: Photograph of a curb bulbout

Installation of curb bulb-outs requires coordination with UDOT for approval and installation. Anticipated construction costs range from $50,000 to $200,000 per bulb-out, depending on complexity and existing conditions. It is recommended that these enhancements be provided at all intersections as outlined in figure XX. If possible, construction of the enhancements should be completed on all four corners of an intersection at the same time to reduce construction costs and impacts to traffic flow.

SITE AMENITIES

A recurring theme of the public input process was the location of site amenities, specifically their integration into the sidewalk realm. Meeting this goal for the city's residents would encourage additional use of this public space and, potentially, further use of underutilized downtown businesses. We recommend installing site amenities on the sidewalk and within close proximity of structures or high-use sites.

Site amenities are currently not uniformly placed within the downtown core area, creating undue hardship for site uses who need to use benches, trash receptacles, or bike racks. To help encourage adequate use of these features we recommend that amenities be spaced at suitable intervals. Our recommendations are as follows:

4. Install Trash and Recycling Receptacles

Receptacles should be spaced no more than 75 linear feet apart. They should be placed within the bulb-out or vegetative spaces, as well as in decorative concrete or brick bands, to hide their visual intrusion while remaining close enough for ease of use. Receptacles should be custom fabricated and purchased from a reputable manufacturer. Specific receptacles should be designed to meet the city's current and future needs, while allowing Heber City to showcase its unique heritage. Typically, these amenities are powder coated, ensuring a minimum 10-year usable life (figure 38).

Fig 38: Photograph of Sample Trash Receptacle

Fig 39: Photograph of Sample Bench

5. Install Benches

Benches should be placed within the downtown corridor at intervals of 100 to 125 linear feet. Locations for benches can be altered to meet needs within the corridor but should be integrated into all curb bulb-outs, as this reclaimed space will not interfere with pedestrian circulation. When not placed in a curb bulb-out, it is important that benches be placed within the decorative brick band or strip of land between parallel parking and high-use pedestrian circulation areas. This location will increase usage while not hindering flow. Benches should be bolted directly to the concrete and constructed from high-quality materials. Typically, these amenities are powder coated, ensuring a minimum 10-year usable life. A sample bench is illustrated in figure 39.

6. Install Bike Racks

The public was very vocal about their desired location for bike racks — specifically, on the sidewalk (figure 40). Integration of these amenities into the downtown would provide a major benefit. Bicycle racks should be installed no more than 150 linear feet apart and, where possible, integrated into curb bulb-outs. Racks should allow for at least six bicycles to be locked up at any one time. They should be bolted directly to the concrete and constructed from high-quality materials. Typically, these amenities are powder coated, ensuring a minimum 10-year usable life.

Fig 40: Photograph of Sample Trash Receptacle

SITE LIGHTING

While much of the Main Street corridor has matching, attractive, and functional site lighting, the remainder of the downtown plan area does not. We recommend alterations be made to the site lighting within the Main Street corridor and along the side and cross streets to provide a cohesive look and feel for the downtown project area. Recommendations are as follows:

Fig 41: Photograph of Sample Lightpole

1. Remove and Replace Outdated Lighting on Side and Back Streets

On the side and back streets, we recommend replacement of the current site lighting with more appropriate pedestrian-scale lighting fixtures of a similar style and character to the Main Street corridor. We also recommend that each corridor display a specific and unique identifier on its light poles, such as in the Main Street corridor (figures 41). All installed lighting should comply with International Dark-Sky Association (IDA) lighting parameters to ensure minimal light pollution, while offering increased pedestrian safety in the streetscape realm. More about the IDA's lighting parameters available here: www.darksky.org/our-work/lighting.

2. Install Additional Lighting

Where photometrics show a lack of lighting overlap, we recommend installing additional lighting to ensure that all corridors are 100% lit with little to no dark spots. Ensuring uniformity in lighting distribution will provide pedestrians with a well-lit corridor during all hours of the day. In addition, the improved lighting will help reduce pedestrian-vehicular conflicts in all corridors. Light fixtures should be spaced 60 to 85 linear feet apart. All installed lighting should comply with IDA lighting parameters.

3. Remove and Replace Outdated Lighting in Main Street

This recommendation is primarily focused on the current Main Street poles, which are of good quality but use a bulb or outdated lighting system. When possible, all town lighting should be upgraded to provide white spectrum LED lighting, which will improve both energy efficiency and the pedestrian and vehicular experience through enhanced light casting. A white spectrum light will also provide the greatest definition and clarity for all pedestrians and other traffic. Grant programs are available to help upgrade or convert these fixtures to new energy-efficient LED fixtures while retaining the existing luminaires and poles.

All of these enhancements will increase pedestrian and vehicular safety, ultimately reducing potential conflicts between the two. This recommendation should be completed as an add-on when other primary work is being completed within the area.

PROTOTYPICAL BLOCK

Heber City currently has numerous ongoing or upcoming projects that will either directly or indirectly affect the downtown corridor. To ensure that the community vision is met in both the short- and long-term futures, we have designed a conceptual streetscape enhancement program that will eliminate redundant costs as the needs for the downtown corridor change. Outlined below are details for the designed prototypical block:

Streetscape Enhancements

Providing enhancements within the downtown core is vital to improving pedestrian atmosphere and safety. In support of this, the recommendations below should be implemented within the next two to five years:

- Install curb bulb-outs
- Install center medians on Main Street from 200 South to 200 North, retaining the left-hand turn
- Install additional vegetation along the streetscape corridor
- Install additional lighting as necessary
- Retrofit all lighting to IDA-approved LED fixtures.

Recommendations for after bypass construction and alternative traffic mitigation for Main Street

- Installation of directional bike lanes along the Main Street corridor
- Reduction of lane width to accomodate necessary width for bike lane

Outlined below are individual design schematics for proposed streetscape enhancements:

- Streetscape Enhancements – Aerial Rendering (figure 42)
- Streetscape Enhancements – Plan View (figure 43)
- Streetscape Enhancements – Cross Sections (figure 44-45)
- Streetscape Enhancements - Perspective Renderings (figure 46-47)

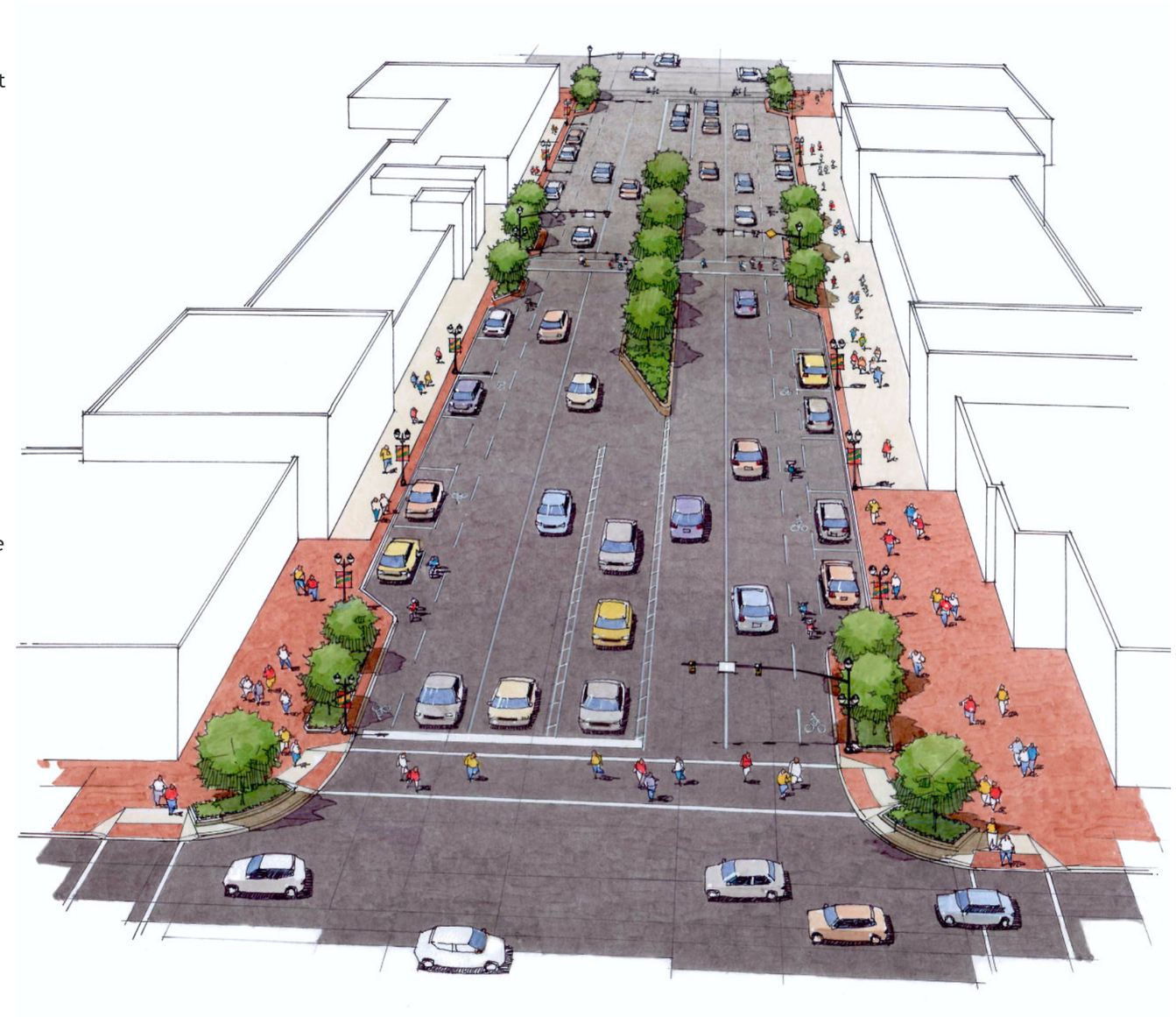

Fig 42: Streetscape Enhancements - Aerial Rendering

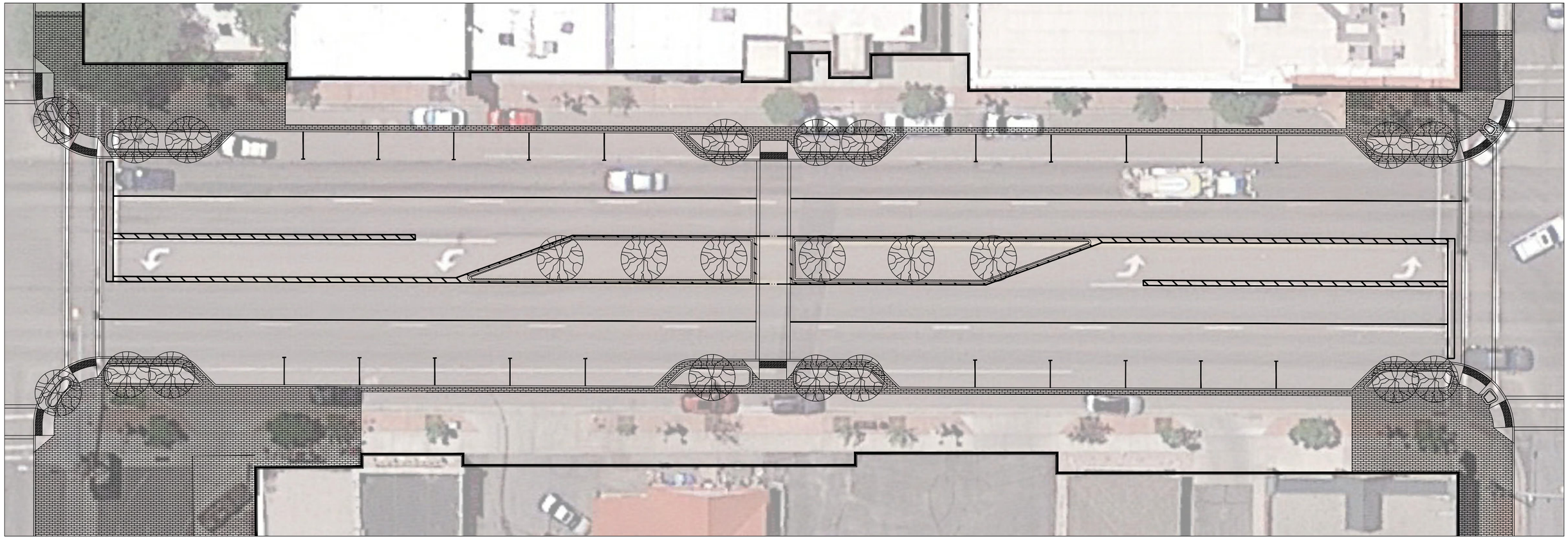

Fig 43: Streetscape Enhancements - Plan View

Mid-Block Crossing

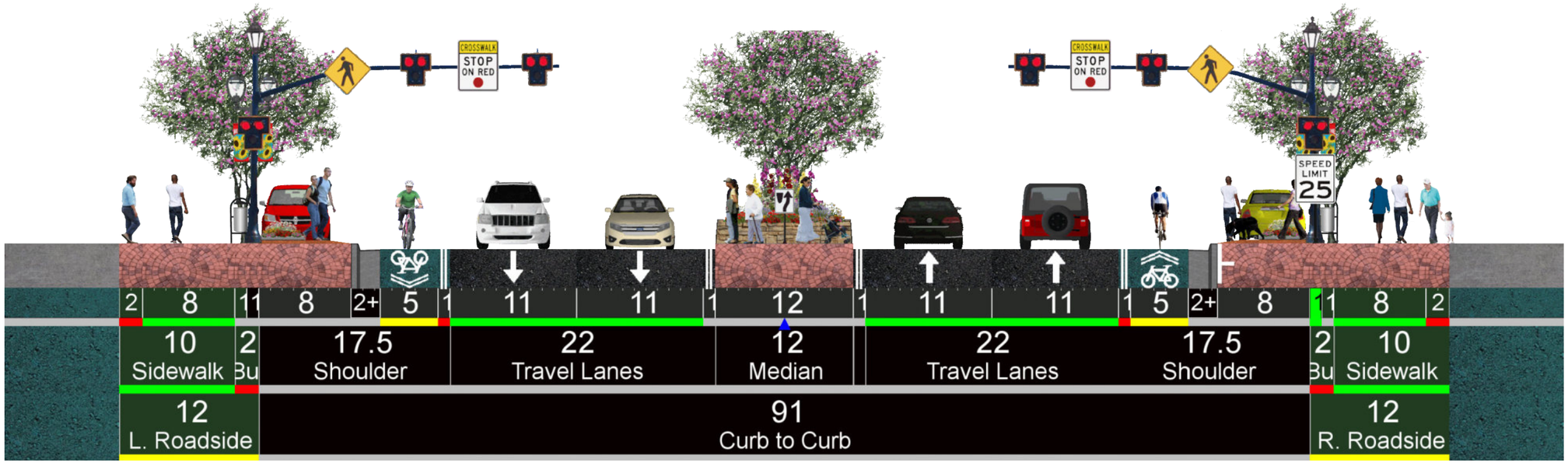

Fig 44: Streetscape Enhancements - Cross Section 1

End of Block Crossing

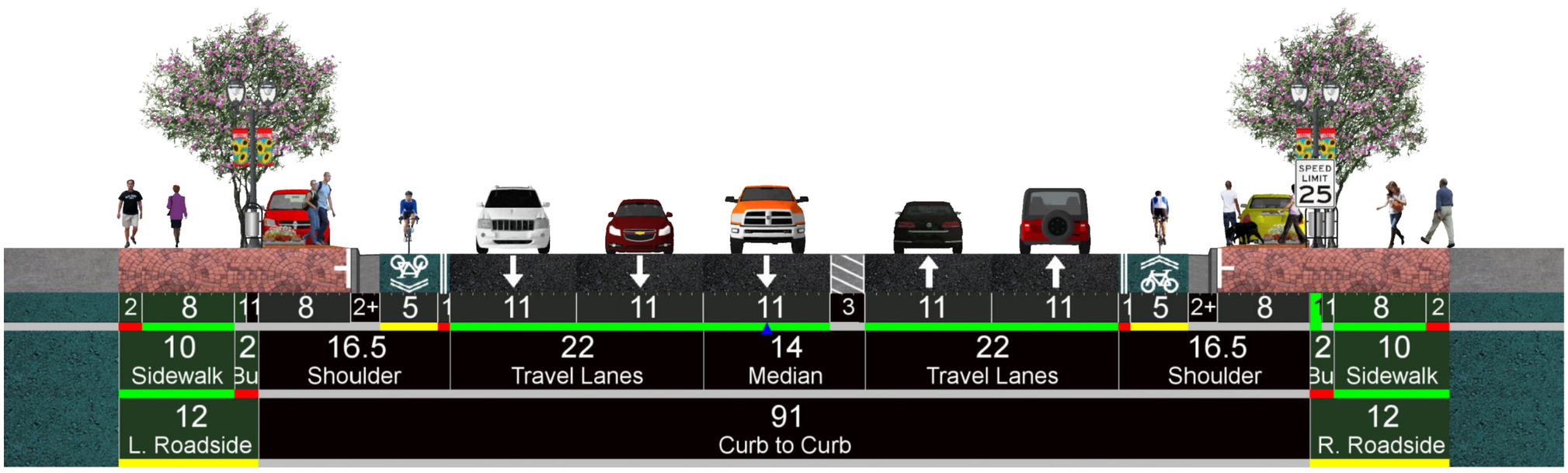

Fig 45: Streetscape Enhancements - Cross Section 2

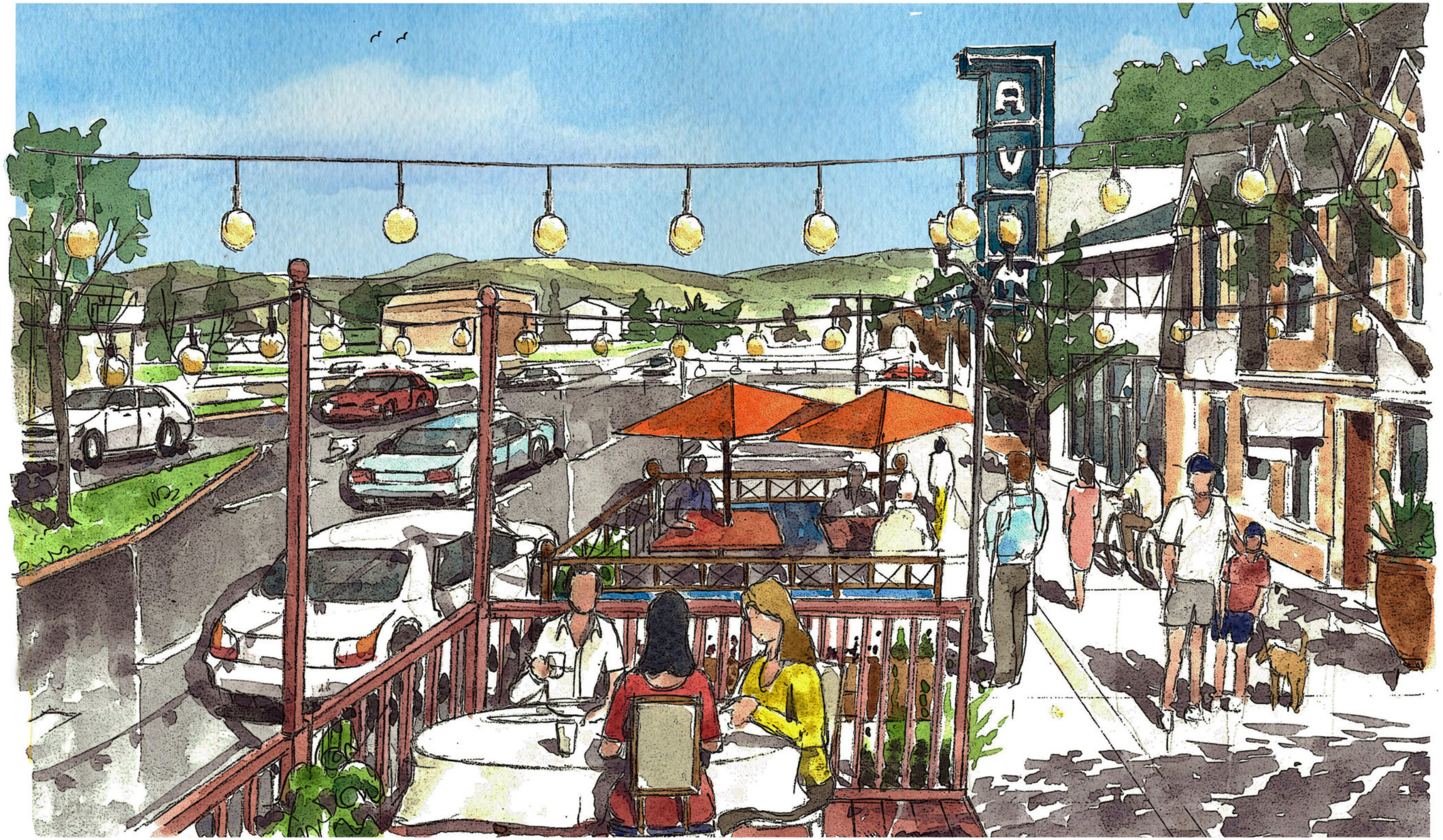

Fig 46: Streetscape Enhancements - Perspective Rendering 1

Fig 47: Streetscape Enhancements - Perspective Rendering 2

Biking is growing in popularity in Heber City, and so local residents are demanding more efficient and safer alternative transportation options. Throughout the planning process, we received dozens of comments on potential biking improvements for the Heber Downtown project area. Based on the input received, we recommend that bike-lane integration be completed along linear corridors running parallel to Main Street. Outlined in figure 48 are the proposed locations for bike lanes.

While there are minimal information sources available to accurately document bicycle usage within Heber City, during the existing-conditions phase of the downtown study a bicycle count analysis was completed at critical intersections. These figures, coupled with the residents' strong desire to provide adequate space for bicycles, have led the consultant to make the recommendations below:

1. *Install a Dedicated Bike Lane on 100 East and 100 West*

As important as alternative transportation is, the public was split about the proper location for these amenities, namely whether to place them on Main Street or on side streets. To achieve the goals of the entire community we are proposing a multi-phased bike-lane construction. The first phase (figure 49) will provide a dedicated bike lane on 100 East and 100 West until the bypass is constructed. An example of the dedicated bike lane is provided in figure 49 and a cross section is provided in 50. After bypass construction, integration of alternative transportation on the Main Street corridor is recommended. The Main Street corridor bike lanes should be striped and directional.

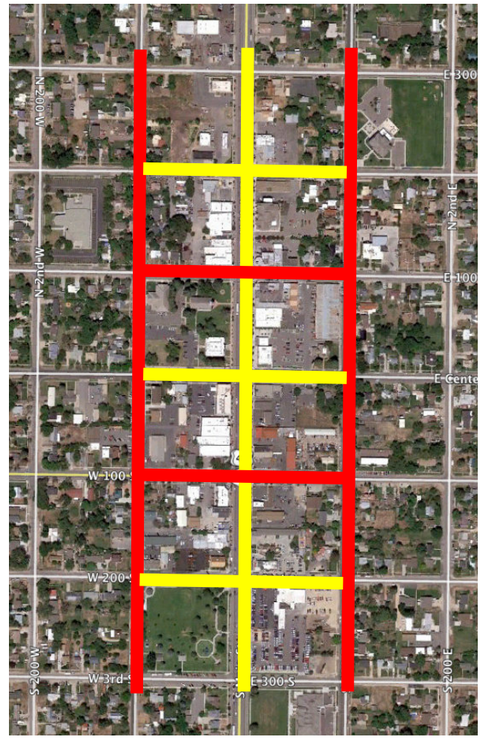

Fig 48: Bike Lane Map

Fig 49: Sample of a Dedicated Bike Lane

2. *Install Cross Bike Lanes*

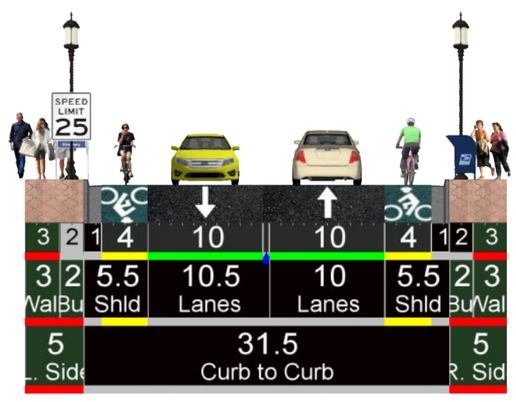

Fig 50: Dedicated Bike Lane Cross Section

To ensure that bicycles have adequate places to cross Main Street, we recommend safe bike lanes across Main Street. These should be completed in conjunction with the previously mentioned streetscape enhancements. A sample cross section is in figure 51.

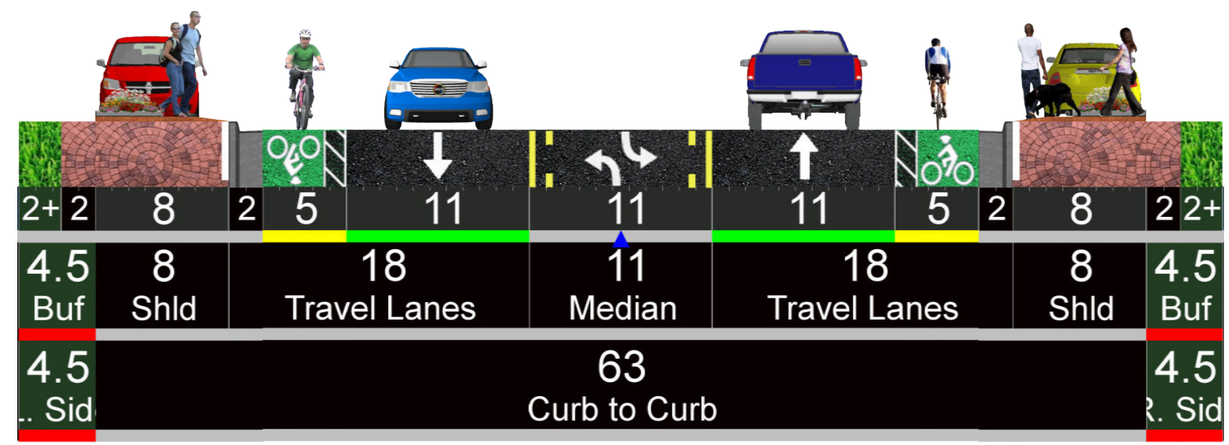

Fig 51: Main Street Bike Crossing Cross Section

3. *Install Wayfinding Signage for Bike Lanes*

Just as important as providing safe and effective alternative transportation systems is users knowing where they are and how to use them. To achieve this, we recommend additional wayfinding signage for the downtown corridor that will direct individuals to adequate bike lanes along 100 East and 100 West. A sample of typical wayfinding signage for bike lanes is provided in figure 52. A sample of adequate mapping and connections is provided in figure 53.

Fig 52: Sample of Wayfinding Signage

Fig 53: Sample of Mapping

PARKING

During the overall community-input process, parking (both proximity and location) was a continuous concern for residents of Heber City. It is our recommendation that Heber City retain on-street parking along Main Street and provide additional parking along side streets. To ensure that residents and visitors have adequate parking for their needs, we recommend completing the following:

1. *Delineate Parking Stalls along Main Street*

Currently, areas along Main Street do not all have parking-stall lengths or widths delineated. It is our recommendation that these parking stalls be striped to meet current UDOT standards. In this way, residents will be provided with additional parking spaces along the corridor through adequate car spacing. The proposed spacing is to provide a 20-feet parallel parking stall on all outside parking spots and 22-feet parallel parking stalls for all interior parking stalls. Parking stalls should also be designed and delineated to work with the proposed curb bulb-outs, allowing adequate sight distances for pedestrian crossings. A sample of adequate parking is provided in figure 54.

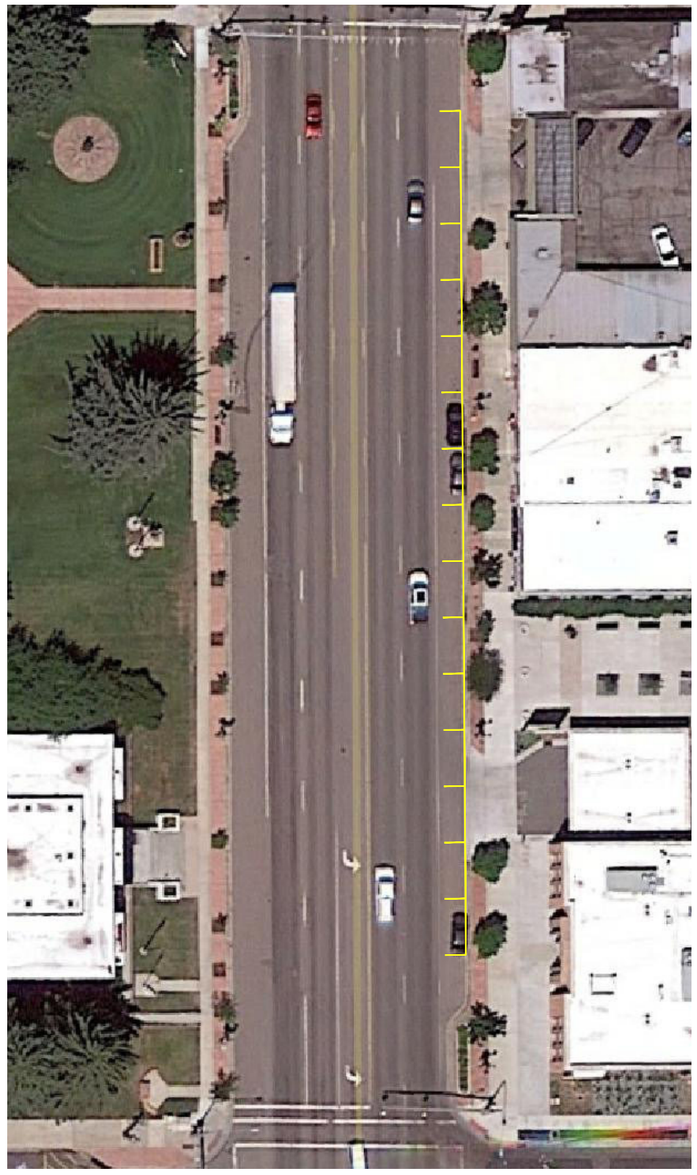

Fig 54: Exhibit of Dedicated Parallel Parking on Main Street

2. *Create Additional Angled Parking along Side Streets*

Where possible, we recommend striping and creating angled parking along side streets within the downtown corridor. These spaces can create additional parking in close proximity to amenities. Providing additional parking off Main Street will also provide residents with a safer alternative for parking, ensuring that all potential users have adequate access to the downtown. By providing these stalls, the community would have necessary parking within one-eighth of a mile of all downtown amenities, the typical distance individuals or families are willing to walk to amenities.

Fig 55: Exhibit of Side Street Angled Parking

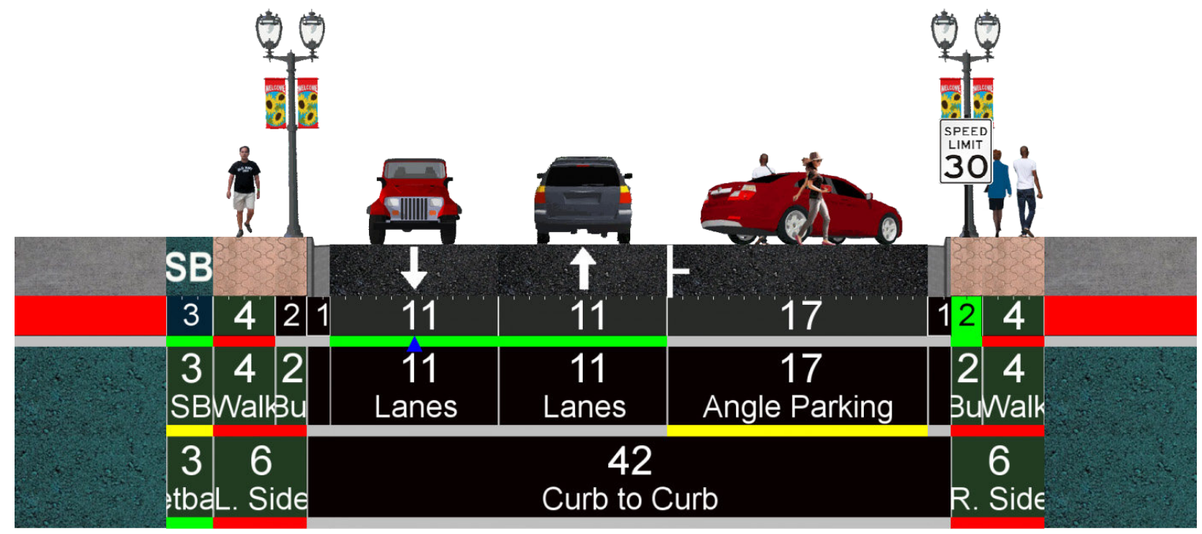

Fig 56: Cross Section of Side Street with Angled Parking

4.2 Built Environment and Architectural Elements

While the Heber City downtown core has buildings that are unique to the period of history in which Heber City was founded and settled, the buildings currently are in various states of repair. Outlined in this section, we propose several prioritized recommendations to help the city continue its economic growth, while creating a more diverse economic corridor for residents to enjoy.

Facades

Façades within the downtown core are relatively intact, providing a sense of continuity for people. Recommendations for improving these façades are as follows:

1. Work with Local Property Owners to Help Identify and Preserve Significant Properties

Ensuring that property and business owners know the history of their buildings and how each building fits into the overall historical context of the community is the first step for a successful façade renovation. While completing this step, the community should work with local historians and historical societies to create a detailed analysis of the downtown core buildings. Such an analysis will highlight the intrinsic value of buildings and help property owners better understand the original architectural character of their buildings.

2. Host Workshops for Period-Accurate and Sustainable Façade Renovations

To ensure that façade renovation is completed to enhance the historic character of Main Street while being sensitive to best management practices for sustainability, we recommend retaining a historical consultant to facilitate a two-day course on current façade renovation styles and techniques that personify the local character. During this course, the consultant should provide:

- Analysis and historical review techniques
- A demonstration of period-specific construction techniques
- Discussion of how to integrate necessary code upgrades and improvements into a historic structure
- Understanding the overall process for façade renovations
- Integrating sustainability and best management practices within buildings
- Tips and tricks for contractor and/or architect selection

As a result of this meeting, property and business owners will be provided with a "bag of tricks" to help implement successful façade renovations that meet individual property goals while providing more continuity to the overall community character. Figure 57 outlines educational materials used during workshops to help attendees understand the terminology and the importance of this work.

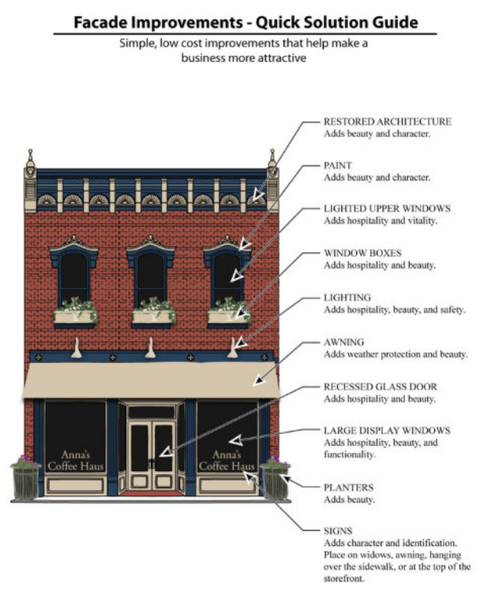

Fig 57: Facade Enhancements Educational Document

3. Create a Set of Façade Guidelines for the Downtown Core

Prior to starting any façade program or workshop, it is vital that Heber City prepare a comprehensive façade guidelines document. This should be a community-guidance document, backed by the residents, business owners, and property owners who should ensure it remains adoptable and enforceable. This document should serve as the communities' vision, goals and implementation framework for all downtown façade work. Typically, façade guidelines are completed in conjunction with program creation to ensure proper expectations are set for participants. Common elements of these façade guidelines include:

- Historical research and analysis
- Extensive community and business/property owners' input
- Detailed design standards creation for façade, including:
  - signage
  - doors and windows
  - awnings
  - roofing
  - downspouts/gutters
  - architectural elements
- Sample before and after renderings for key buildings in town
- Permitting and review processes
- Codes and maintenance standards.

While the team has provided a brief review of façade elements and architectural standards as part of the downtown study, additional input is required to fully understand and implement the public vision. During the community input process, residents were very vocal about ensuring that the community did not end up with a homogeneous atmosphere reflective of a single architectural style. Detailed façade guidelines would allow Heber City to create a stronger sense of community through unification of façade characteristics while allowing individual properties to achieve the unique characteristics that are desired. Sample renderings from similar façade guidelines are provided in figures 58 and 59.

Fig 58: Sample Rendering from Facade Guidelines

Fig 59: Sample Rendering from Facade Guidelines

4. Incentivize period-accurate façade renovations to preserve character

Incentivizing property owners to complete the work is just as important as educating them about its necessity. We recommend creating a façade program for local business and property owners. As details of the proposed program are not specifically provided as part of this document, we recommend creating a community-based program that will provide:

- A 50/50 match for façade improvements, up to $5,000 per property (for legally addressed properties)
- Up to 10 (or as the market demands) façade renovations per year to incentivize use of the façade renovation program
- A competitive application process for grant assistance

Over a period of five to seven years, if the program is implemented, Heber City will be able to facilitate transformational changes within the corridor through façade improvements. Façade renovations within the downtown core area are the most economical and impactful improvements for a downtown revitalization, often spurring further economic growth. Minor changes such as fresh paint and new windows, doors, signage, and awnings would transform the atmosphere and character of the corridor. Façade programs completed within similar communities have spurred additional economic development and increased civic pride, providing an economic return to the city through increases in property taxes and sales taxes.

Infill

Within the downtown corridor, spaces have been developed and built at varying setbacks, creating unnecessary dead or underutilized spaces. Planning and programming these spaces to ensure that similar development patterns will not be repeated is vital. Outlined below are several recommendations to support the overall goal of improved space utilization within the downtown core:

5. Create an Overlay District

The proposed overlay district would encompass the downtown core area, specifically incorporating the areas as outlined in figure 60. Proposed boundaries would be as follows:

- 300 South (southern limit)
- 300 North (northern limit)
- 100 East (eastern limit)
- 100 West (western limit).

This district would function as an additional zoning district for enforcement of various architecture styles, infill development standards, and façade standards. The proposed district is vital for meeting community goals and retaining Heber City's unique community character. While adoption of the overlay district would require formal council approval, it would allow for increased flexibility as is necessary to spur infill and economic development within the downtown core. Prior to overlay district creation, a community input and comment period should be completed to verify the finalized boundaries of the district. Creation of the overlay district should be completed prior to façade renovations or increased restrictions on development and land-use.

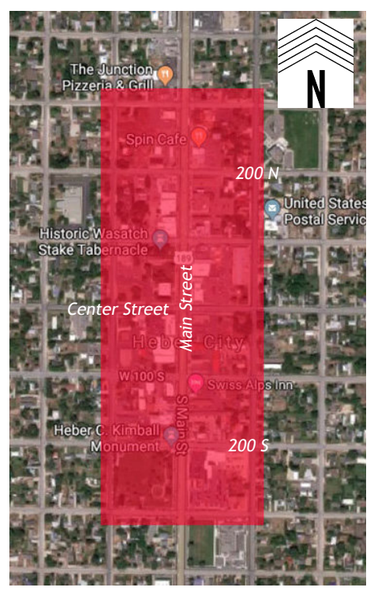

Fig 60: Overlay District Map

6. Complete Developer Due Diligence Reports

It is recommended that Heber City complete several developer due diligence reports for key underutilized properties within the downtown core. These reports would focus on providing necessary planning exercises for significant properties or parcels, ensuring that site use is congruent with community needs/desires and contributes to the overall contextual character of the community.

A due diligence report would be prepared by city staff or a consultant, completing work as typically undertaken during the first 30-90 days of a commercial acquisition or build-out process. The goal of this work is to identify the necessary and desired development for the parcel and prepare a brief (two-sided) report outlining important information for a developer to consider in their "go/no-go" decision. Elements typically included in a developer due diligence report are as follows:

- Average daily traffic count
- Current zoning designation
- Analysis of current structures (if applicable)
- Parking requirements
- Location quotient, outlining regionally deficient services to market
- Sample development and site plan
- Per capita income (¼-mile, ½-mile, 1-mile radius)
- Household income (¼-mile, ½-mile, 1-mile radius)
- Average rental rates (commercial, retail, residential).

By completing these reports, the city will be able to better prepare strategic sites for development and market them to active developers within the region, all while ensuring future development meets the needs of Heber City and its residents. After completion, these reports should be made available to the public and marketed to regional or national developers.

7. Create a Downtown Development Authority

Ensuring that future enhancements for the downtown core have a secured funding mechanism will make the difference between desired and implemented projects. To facilitate this vital funding mechanism, we recommend that Heber City create a downtown development authority (DDA) or redevelopment authority (RDA), which serves as a community or resident-based board to guide future downtown enhancements. DDAs are typically funded by tax increment investments (real estate or sales) and allow funding to be spent on:

- façade programs
- streetscape projects
- economic development projects
- key parcel acquisition and development.

DDA funding captured within the area boundaries would be required to be utilized within the same district boundaries, providing a direct benefit to businesses and buildings. The DDA board would primarily be focused on the area outlined in the overlay districts map (see figure 60), creating a pool of monies for allocation within the approved DDA district. While creation of a DDA is fairly simple, it is a time-consuming process that will require coordination and approval from multiple taxing bodies. Therefore, this should be completed immediately upon approval of the overlay district.

While tax increment investments provide funding for the DDA, it may take several years for the authority to amass enough funding to become self-sufficient and/or provide significant impact to the community. In the interim, Heber City or other regional authorities may need to support the DDA board with service and funds.

4.3 Land Use

Increased Density

In recent years, Heber City's downtown core has made efforts to retain the small-town land-use and density patterns that were originally provided with development. Despite this effort, new development has adopted a more vehicle-centric style of land-use density and created unnecessary spaces between the fronts of buildings and roads, as well as between structures. While the majority of the Main Street corridor is still primarily built out, several currently vacant parcels as well as side streets can be used to provide infill development opportunities.

1. Assess All Vacant and Underutilized Properties or Spaces

Infill development, including parcel turn-over, requires a minimum percentage of available space to be dedicated to residential amenities. To achieve this, we recommend a comprehensive assessment of all vacant and underutilized properties or spaces within the downtown project area, specifically:

- underutilized buildings and parcels
- odd spaces due to building placement
- alley-access properties.

Through exploration of these properties, Heber City will be able to determine the correct percentage of space necessary to provide for additional residential amenities alongside cross streets as well as along the Main Street corridor. Our recommendation also notes that development in these areas should be strictly monitored to ensure that proposed uses are congruent with current community priorities, such as affordable housing, local resident shopping opportunities, and additional public/park spaces.

DENSITY

2. Provide Additional Density within the Core Project Area

Downtown Heber City currently has an automotive-centric, low-to-medium density land-use pattern. In order to improve the walkability of the downtown corridor while providing necessary amenities to retain residents, we recommend that future development provide additional density within the downtown core project area. Density should be examined for existing and proposed structures, increasing density through diversification of typical land uses. Diversification can be achieved, with minimal impact on current land uses, by exploring options for adapting second- and third-floor spaces for professional, office, and consulting services.

By increasing density within the downtown core, the community will be provided with the benefits of a more vibrant and attractive downtown core, assisting in making the downtown the "heart" of Wasatch County. A community that offers increased services within the core will experience additional foot traffic in the immediately surrounding public spaces. In addition, the community will be provided with a more sustainable downtown due to the varied nature of services provided across multiple floors. Samples of downtowns with increased density are outlined in figures 61 - 62.

Fig 61: Example of Commercial Density - Bath, Maine

Fig 62: Example of Commercial Density - Boulder, Colorado

Types of Development

Currently, the downtown core is primarily a mixture of retail, professional services, and hospitality (restaurants, hotels, etc.). This style of land use will not adequately supply the necessary amenities for residents or allow Heber City to retain its small-town character. In order to alleviate this, we make these recommendations:

3. Increase the Diversification of Land-Use Types within the Main Street Corridor

Diversification will create integrated corridors that provide purchasing opportunities for residents and visitors alike. In the short-term, this can be achieved through increased utilization of upper floors as well as infill development of the vacant spaces along Main Street. In the medium- to long-term future, properties can be diversified through active developer engagement and incentivization when downtown properties become available.

This recommendation would require Heber City to become more proactive about property development, potentially working with local developers to outline the community needs and desires and provide necessary incentives to attract such development. Early engagement can be achieved through creation of a "qualified developers list". Such a list would furnish details about backgrounds of pre-selected developers and their desires to work within Heber City. This list is typically broken down by land use, i.e., residential, commercial, retail, hospitality, office, professional, etc.

4. Increase the Diversification of Land-Use Types outside the Main Street Corridor

For properties outside of the Main Street corridor, we recommend working closely with a newly created DDA to determine and complete necessary infrastructure upgrades. Providing ample spaces within the downtown core, yet outside of Main Street, will give residents additional space for retail, commercial, and professional use. It is also recommended that infill development be completed within the alley access and/or rear properties along Main Street, allowing for double-frontage properties to increase value while diversifying land-use types.

Identifying the exact types of retail or commercial opportunities necessary to draw residents to the downtown corridor was a challenging process because residents had a long wish list. On the next page is a brief list of the recommended services or retail classifications to meet many community residents' needs and desires, including specific examples for each classification. Photographic examples are shown to the right and on the next page. Opportunities are outlined in order of importance. Specific classifications are based upon market research using the ESRI Living Atlas and Business Analyst database and the detailed existing-conditions analysis.

Fig 63: Adaptive Re-Use - Used Book Store

Fig 64: Adaptive Re-Use - Professional Building

Fig 65: Adaptive Re-Use - Mixes-use Building

Commercial uses: These should occupy upper-floor or non-retail-specific locations rather than first-floor spaces (figure 64).

- Professional Offices – lawyers, CPAs, marketing and communications firms
- Design Professionals – architects, engineers, planners
- Goods/Necessities Stores – convenience stores, drug stores, small grocery stores

Retail uses: The following site uses are recommended for the first floor of the downtown corridor, or secondary streets, promoting adequate visibility for business success (figure 65):

- Natural foods store
- Mid-grade dining ($15-$25 per person)
  - Average 1-1.5-hour attendance at restaurant
- Used-books store
- Technology store (computers, IT services)

Civic uses: Current "dead space" created by varied building setbacks should be utilized for this space. Construction and maintenance of these spaces should be undertaken by Heber City as a primary objective (figure 66):

- Mid-sized plaza
- Bike/scooter share hub
- Community fair/farmers market space (not on road).

All of the above outlined categories are listed for preliminary purposes only and will need further review and research before construction or implementation.

4.4 Creation of Civic Spaces

The residents were vocal in their desire for more community or civic spaces within the downtown core. Downtown Heber City is currently approaching being “built out”, which means the amount of space available for future utilization for civic purposes is reducing. This makes it all the more important for the municipality to take the initiative to preserve what space is remaining. Upon review of the public comments and the available or underutilized spaces, a short-list of civic space locations has been prepared. These locations are outlined in orange on the map (figures 66).

= Civic Space Location

Fig 66: Civic Spaces Map

The civic spaces outlined on the map are proposed to be utilized for the following purposes:

- Plaza (figure 68)
- Farmers markets (figure 67)
- Festival/event spaces (figure 69).

Through creating these spaces, the community will be better served with additional gathering and congregating spaces, encouraging increased integration and civic pride.

Within the downtown core of Heber City, multi-use spaces will be of critical importance. Therefore, it is recommended that Heber City implement these spaces to allow for creation of necessary civic-gathering areas within the downtown, while maintaining desired traffic and pedestrian levels of service. Truly successful multi-use spaces incorporate many of the elements from the sidewalk or pedestrian realm into the street, including:

- Reducing the grade difference between sidewalk and road surfaces
- Increasing vegetation throughout area
- Reducing roadway crossing distances
- Increasing density of lighting to provide adequate festival and/or pedestrian lighting

Fig 67: Farmers Market Example

Fig 68: Plaza Example

Fig 69: Festival/Event Space Example

FIGURES

Fig 1: Map of the Study Area (map not to scale).
Fig 2: Example of Streetscape in Project Area
Fig 3: Photo from Wasatch County Library - Archives
Fig 4: Photo from CourthhouseHistory.com, Wasatch County, Utah - Archives
Fig 5: Photo from Wasatch County Library - Archives
Fig 6: Heber City Downtown Infographics - Source: ESRI Business Analyst Database
Fig 7: Existing Streetscape Conditions
Fig 8: Existing ADA Ramp Within Project Area
Fig 9: Existing Conditions - Sidewalk Within Project Area
Fig 10: Existing Conditions - Sidewalk Within Project Area
Fig 11: Existing Conditions - Deteriorated Curb and Gutter
Fig 12: Existing Conditions - Missing Crosswalk Striping
Fig 13: Existing Conditions - Missing Crosswalk Striping & Notification
Fig 14: Existing Conditions - Blended Transition ADA Ramp
Fig 15: Existing Conditions - Separated ADA Ramp
Fig 16: Existing Conditions - Bike Racks
Fig 17: Existing Conditions - Bench and Trash Receptacle
Fig 18: Existing Conditions: Lightpole & Luminaire
Fig 19: Existing Conditions - Main Street Facade Example
Fig 20: Existing Conditions - Main Street Facade Example
Fig 21: Existing Conditions: Main Street Signage
Fig 22: Existing Conditions: Business Signage
Fig 23: Existing Conditions - Deteriorated Facade
Fig 24: Existing Conditions - Typical Main Street Land-Use
Fig 25: Survey 1 - Question 2
Fig 26: Survey 1 - Question 1
Fig 27: Survey 2 - Question 4
Fig 28: Survey 2 - Question 2
Fig 29: Survey 2 - Question 10
Fig 30: Open-House Meeting 1 - Sample 1
Fig 31: Open-House Meeting 1 - Sample 2
Fig 32: Open-House Meeting 2 - Sample 1
Fig 33: Open-House Meeting 2 - Sample 2
Fig 34: Sample of Adequate Sidewalk for Downtown
Fig 35: Location Map for Curb Bulbout Intersections
Fig 36: Plan view of Proposed Curb Bulbout
Fig 37: Photograph of a curb bulbout
Fig 38: Photograph of Sample Trash Receptacle
Fig 39: Photograph of Sample Bench
Fig 40: Photograph of Sample Trash Receptacle
Fig 41: Photograph of Sample Lightpole
Fig 42: Streetscape Enhancements - Aerial Rendering
Fig 43: Streetscape Enhancements - Plan View
Fig 44: Streetscape Enhancements - Cross Section 1
Fig 45: Streetscape Enhancements - Cross Section 2
Fig 46: Streetscape Enhancements - Perspective Rendering 1
Fig 47: Streetscape Enhancements - Perspective Rendering 2
Fig 48: Bike Lane Map
Fig 48: Sample of a Dedicated Bike Lane
Fig 50: Dedicated Bike Lane Cross Section
Fig 51: Main Street Bike Crossing Cross Section
Fig 52: Sample of Wayfinding Signage
Fig 53: Sample of Mapping
Fig 54: Exhibit of Dedicated Parallel Parking on Main Street
Fig 55: Exhibit of Side Street Angled Parking
Fig 56: Cross Section of Side Street with Angled Parking
Fig 57: Facade Enhancements Educational Document
Fig 58: Sample Rendering from Facade Guidelines
Fig 59: Sample Rendering from Facade Guidelines
Fig 60: Overlay District Map
Fig 61: Example of Commercial Density - Bath, Maine
Fig 62: Example of Commercial Density - Boulder, Colorado
Fig 63: Adaptive Re-Use - Used Book Store
Fig 64: Adaptive Re-Use - Professional Building
Fig 65: Adaptive Re-Use - Mixes-use Building
Fig 66: Civic Spaces Map
Fig 67: Farmers Market Example
Fig 68: Plaza Example
Fig 69: Festival/Event Space Example

DOWNTOWN
REDEVELOPMENT
SERVICES

HEBER CITY
HEART OF THE WASATCH BACK

HEBER CITY

HEART OF THE WASATCH BACK

GENERAL PLAN
LAND USE

JULY 2019

LEWIS YOUNG
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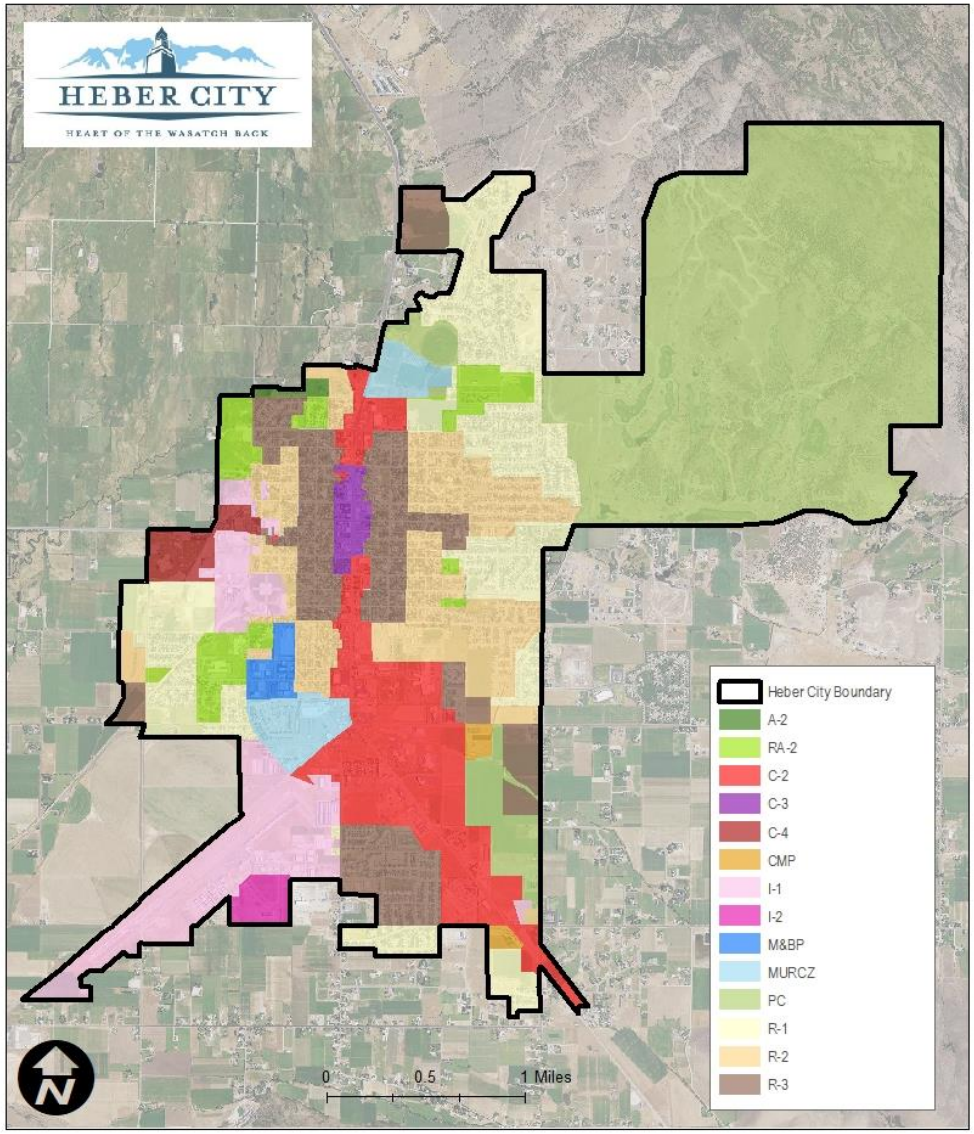
AGENDA

- ❑ Land Use Inventory
- ❑ Land Use Analysis
- ❑ Growth Model
- ❑ Future Development Analysis
- ❑ Sales Leakage Analysis

LAND USE INVENTORY

ZONING

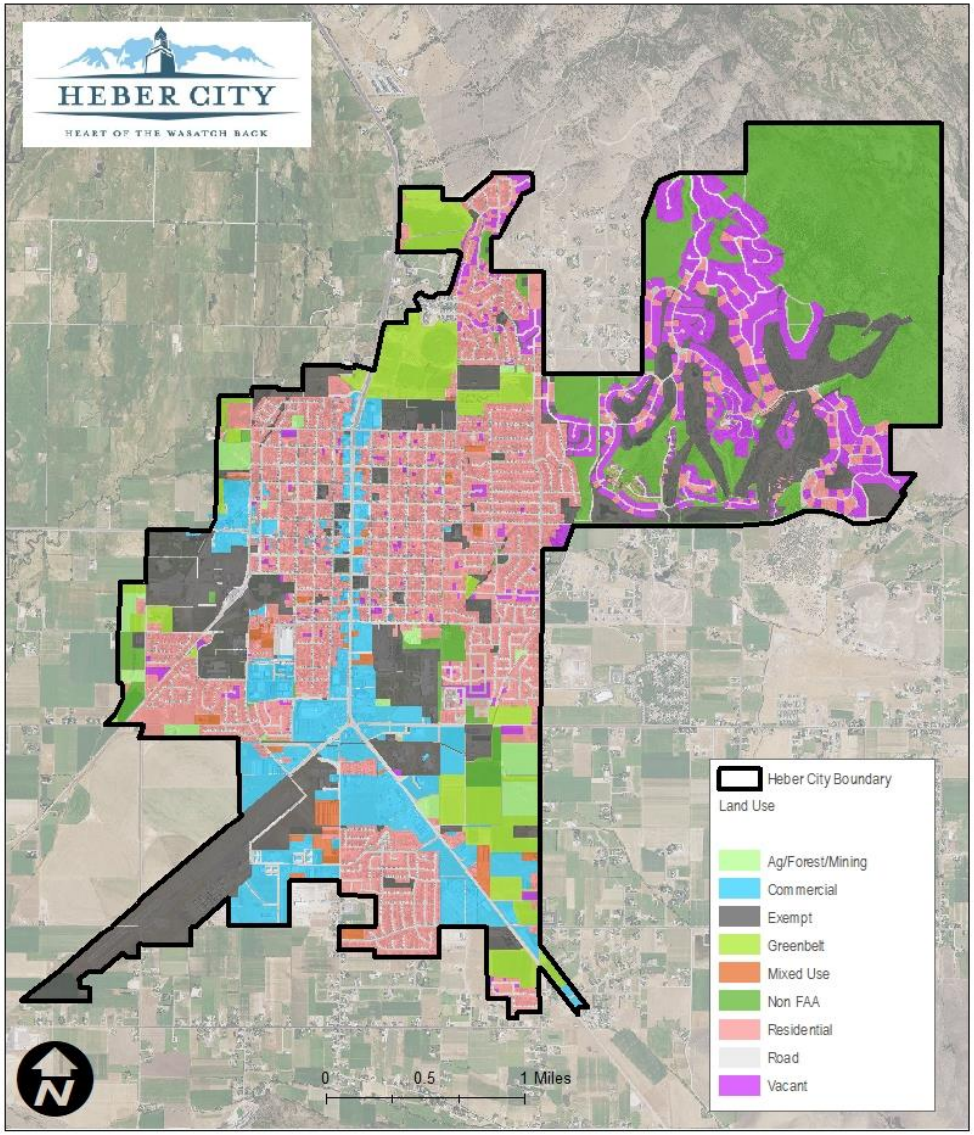
Zone	Zone Name	Acres	% of Total
Agricultural	A-2	14	0%
Commercial	C-2	582	10%
Central Comm	C-3	53	1%
General Comm	C-4	75	1%
Corporate & Med Park	CMP	25	0%
Industrial Zone I-1, I-2	I-1	509	9%
Manuf & Buiss Park	M&BP	45	1%
Mixed Use Res & Comm	MURCZ	143	2%
Planned Community	PC	2,100	36%
Res R-1, R-2, R-3	R-1	2,101	36%
Res - Agricultural	RA-2	201	3%
		5,848	



LAND USE INVENTORY

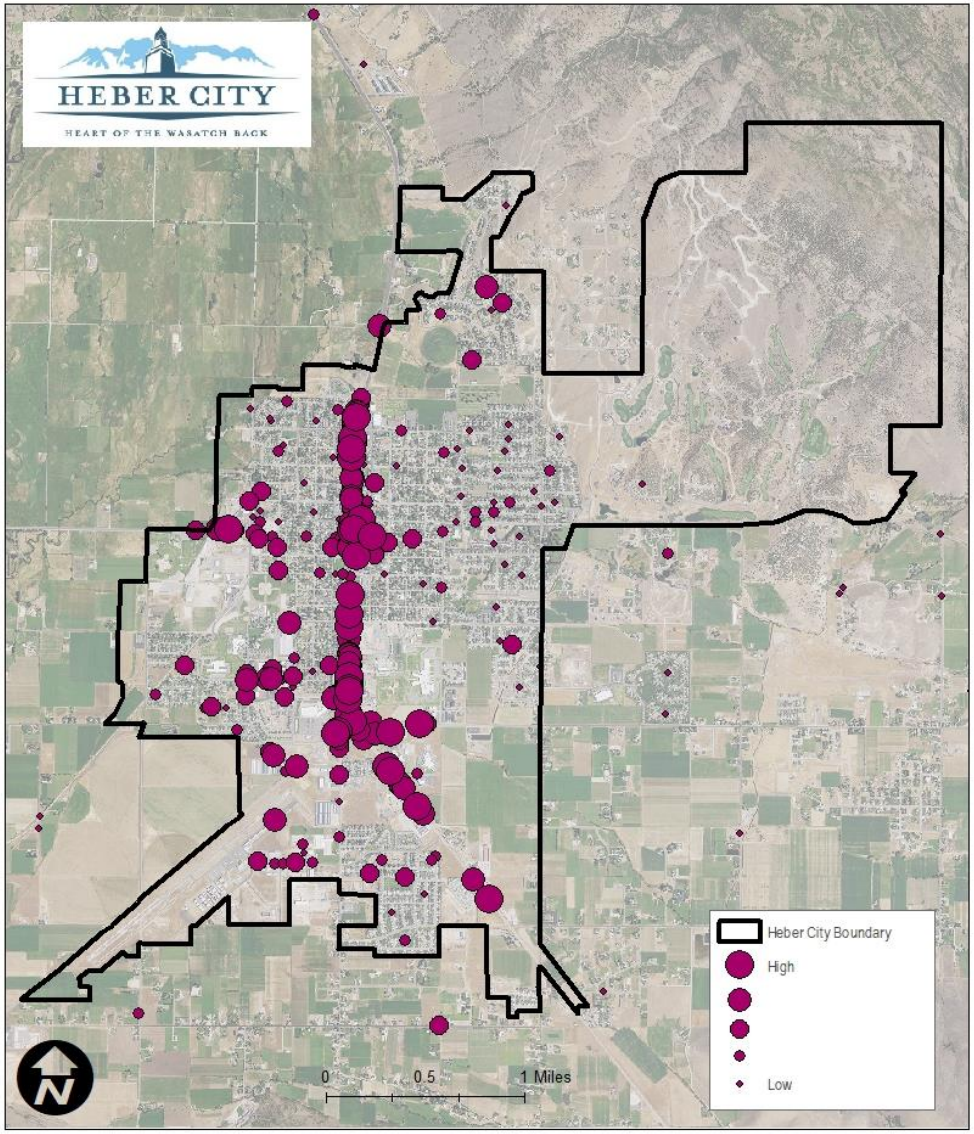
❑ LAND USE

Land Use Type	Acres	% of Total	Building SF	% of Total
Ag/For/Mining	98	2%	-	0.0%
Commercial	543	11%	2,082,515	21.3%
Exempt	1,124	22%	9,321	0.1%
Greenbelt	375	7%	1,085	0.0%
Mixed Use	71	1%	117,498	1.2%
Non FAA	1,026	20%	-	0.0%
Residential	1,247	25%	7,558,256	77.4%
Road	54	1%	-	0.0%
Vacant	500	10%	1,761	0.0%
Blank	2	0%	-	0.0%
	5,040		9,770,436	



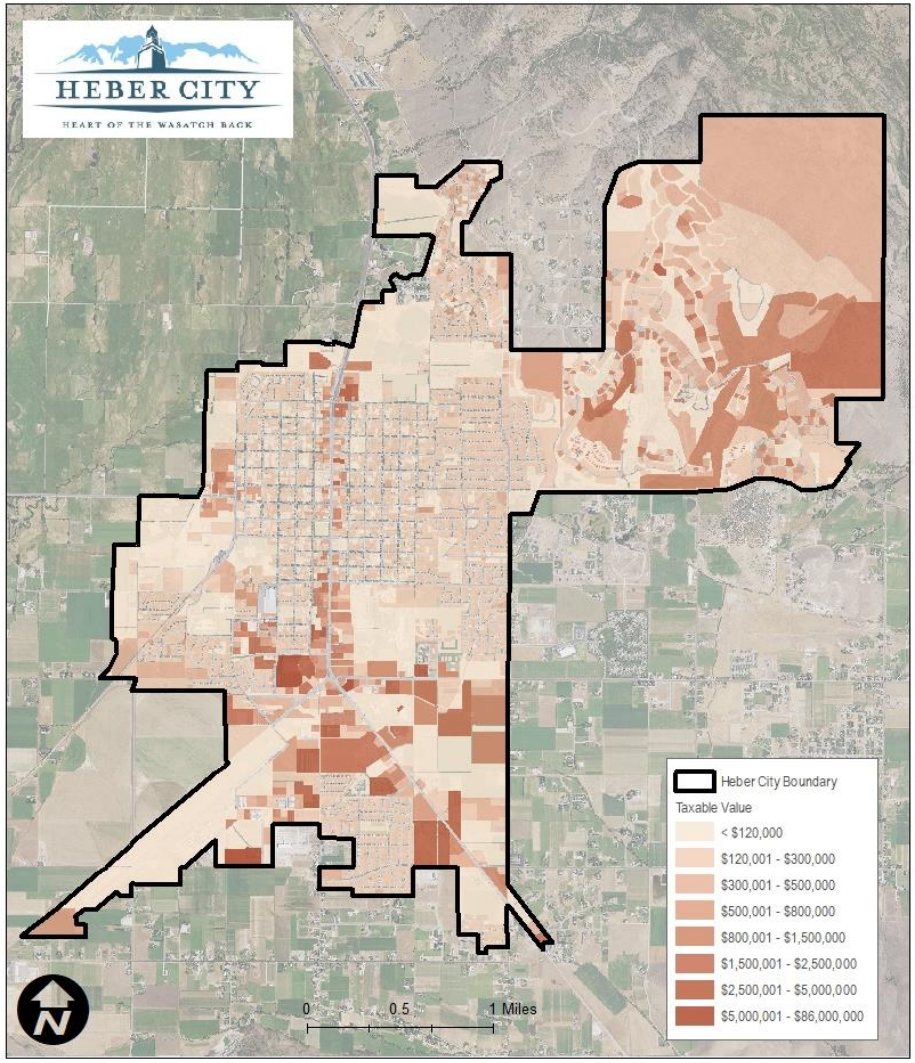
LAND USE ANALYSIS

- **GROSS TAXABLE SALES**

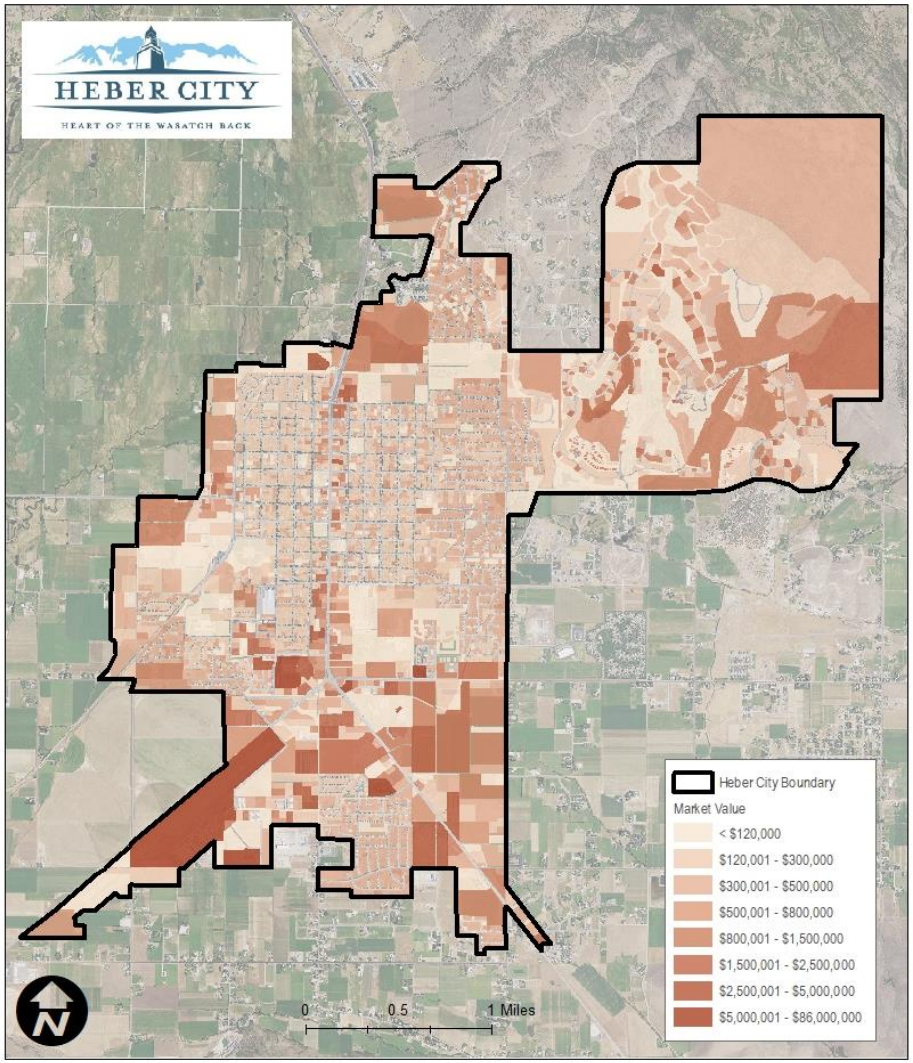


LAND USE ANALYSIS

Taxable Value

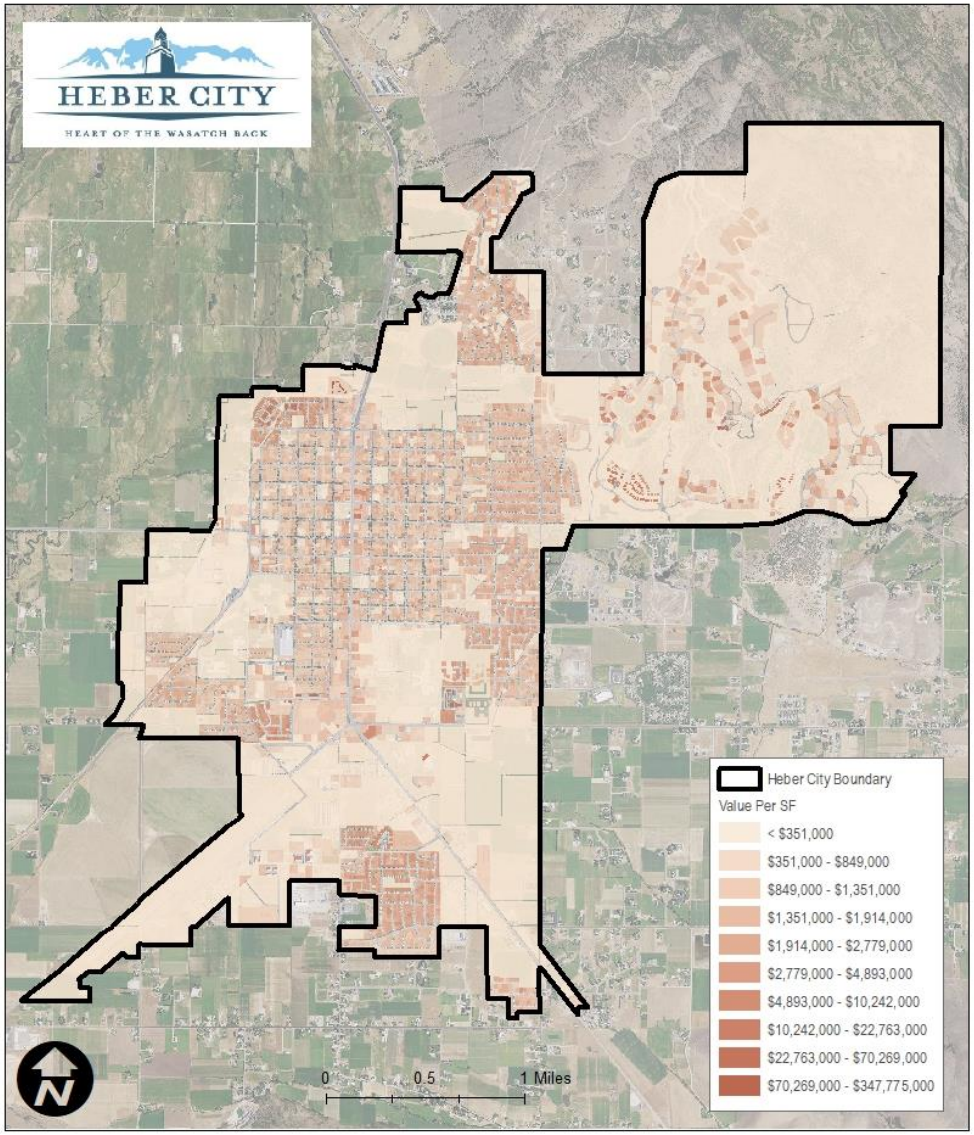


Market Value



LAND USE ANALYSIS

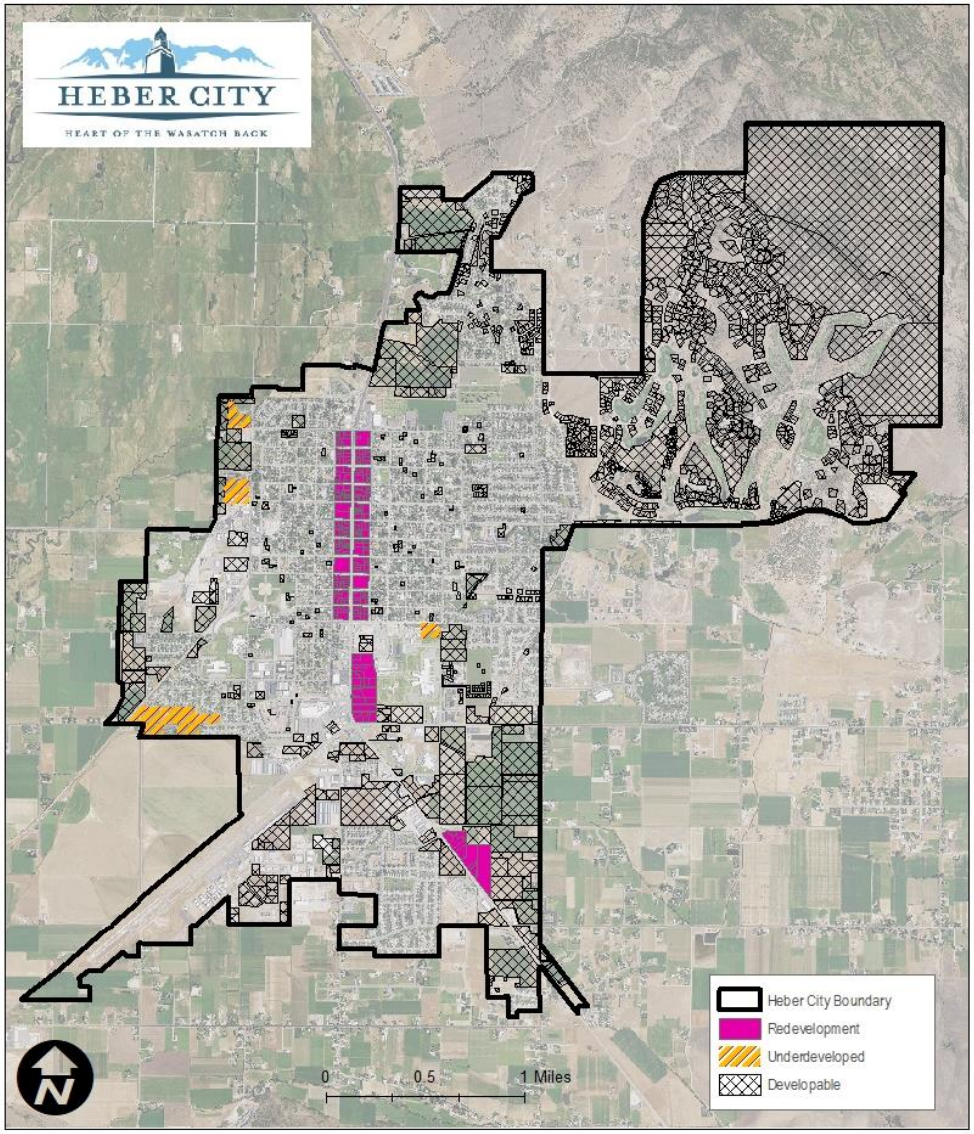
Market Value Per Acre



LAND USE ANALYSIS

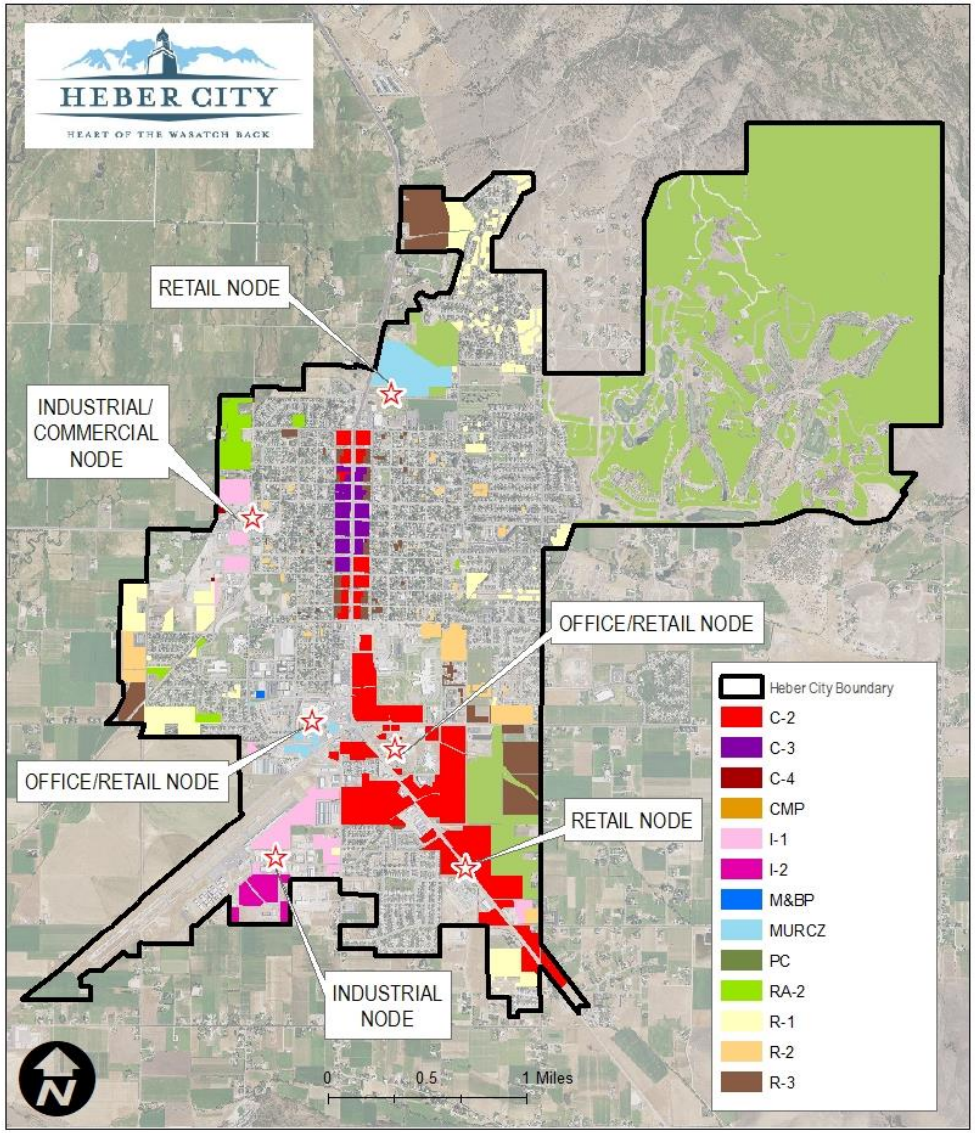
- ❑ DEVELOPABLE
- ❑ UNDERUTILIZED
- ❑ REDEVELOPMENT

Land Use Type	Developable	Developed	Under-utilized	Redevelop
Ag/For/Mining	82	15	5	
Commercial	196	347	10	64
Exempt	54	1,071		12
Greenbelt	314	62		
Mixed Use	11	60	4	17
Non FAA	926	100		
Residential	0	1,247	34	29
Road	12	42		1
Vacant	494	6		
Blank		2		
	2,089	2,952	53	123



LAND USE ANALYSIS

- ❑ DEVELOPABLE
- ❑ UNDERUTILIZED
- ❑ REDEVELOPMENT



GROWTH MODEL

- Economic Factors
  - Low Interest Rates
  - Shortage of Housing Stock
  - Telecommuting/Proximity to Wasatch Front

- Growth Model
  - MAG Transportation Area Zone (TAZ) Data
  - City Housing Absorption Estimates
  - Per Capita Commercial Development
    - Population
    - Households
    - Employment

FUTURE DEVELOPMENT

City Absorption (adjusted)

Population, Household & Employment Projections

	2019	2025	2030	2040	2048
Population	17,235	21,271	26,077	28,657	29,093
Households	4,994	6,257	7,806	8,626	8,756
Employment	9,194	10,395	11,825	12,592	12,722
New Population		4,036	4,806	2,579	436
New Households		1,263	1,549	820	130
New Employment		1,201	1,430	767	130

Per Capita Commercial Estimate

Commercial

	2019-2023	2024-2028	2029-2038	2039-2048	Total
Retail SF	370,295	440,836	236,504	40,101	1,087,736
Office SF	47,200	56,200	30,100	5,100	138,600
Industrial SF	58,900	70,200	37,600	6,400	173,100
Total	476,395	567,236	304,204	51,601	1,399,436

*Represents bricks and mortar reduction

Findings of Sales Tax Leakage Analysis

- Heber City is capturing 145% of all taxable retail sales as compared to average taxable sales for the State of Utah.
- Significant **Leakage**: clothing & accessories, furniture & home furnishings, and miscellaneous retail trade.
- Significant **Capture**: building materials & garden equipment, food & beverage, motor vehicle, and health care & social assistance

SALES TAX LEAKAGE

HEBER CITY
HEART OF THE WASATCH BACK

SALES LEAKAGE/CAPTURE TABLE FOR HEBER CITY, UTAH

	Income Adj. Per Capita Leakage	Total Income Adjusted Leakage	Income Adjusted Capture Rates
Building Material & Garden Equip	2,283	35,890,159	326%
Clothing & Accessories	(344)	(5,415,834)	37%
Electrical & Appliance	96	1,507,465	131%
Food & Beverage	2,299	36,139,490	265%
Furniture & Home Furnishing	(116)	(1,831,383)	62%
Gas Station	192	3,013,550	153%
General Merchandise	807	12,691,332	140%
Health & Personal	(73)	(1,152,699)	57%
Miscellaneous Retail Trade	(384)	(6,043,943)	23%
Motor Vehicle	2,176	34,219,115	205%
Nonstore Retailers	16	257,814	104%
Sporting Good	123	1,936,524	138%
Wholesale Trade-Durable Goods	(627)	(9,864,927)	49%
Wholesale Trade-Electronic Markets	1	13,238	106%
Wholesale Trade-Nondurable Goods	(163)	(2,567,284)	27%

SALES TAX LEAKAGE

HEBER CITY
HEART OF THE WASATCH BACK

SALES LEAKAGE/CAPTURE TABLE FOR HEBER CITY, UTAH

	Income Adj. Per Capita Leakage	Total Income Adjusted Leakage	Income Adjusted Capture Rates
Accommodation	(112)	(1,763,360)	80%
Arts, Entertainment, and Recreation	(85)	(1,332,398)	68%
Food Services & Drinking Places	677	10,638,567	146%
Other Services-Except Public Administration	95	1,496,751	120%
Transportation & Warehousing	(0)	(3,646)	99%
Admin. & Sup & Waste Man.& Remed. Ser	(31)	(492,753)	55%
Educational Services	(12)	(185,697)	67%
Finance & Insurance	(14)	(214,572)	83%
Health Care & Social Assistance	64	999,317	257%
Management of Companies & Enterprises	(5)	(78,608)	4%
Professional, Scientific, & Technical Serv	(90)	(1,414,402)	54%
Public Administration	(74)	(1,159,812)	6%
Real Estate, Rental, & Leasing	(72)	(1,133,455)	83%

QUESTIONS

MODERATE INCOME HOUSING

INTRODUCTION

During the 1990's and early 2000s, Utah experienced strong growth and housing prices rose rapidly, while incomes remained relatively stable. Consequently, housing became more expensive for those households that did not already own property. In the late 2000's the Country entered into a recession, driving property values down, increasing unemployment, and slowing income growth. By the early 2010's the housing market in Utah had begun to come back from the recession. As the market has gained strength, property values have risen to values greater than those of the prerecession market, widening the affordable housing gap.

In 1996, House Bill 295 directed each Municipality in the State to adopt a plan for moderate income housing. In defining the purpose of the bill, the legislature stated "municipalities should afford a reasonable opportunity for a variety of housing, including moderate income housing, to meet the needs of people desiring to live there; and moderate income housing should be encouraged to allow persons with moderate incomes to benefit from and to fully participate in all aspects of neighborhood and community life." As required by State Law, this Plan addresses the following topics:

1. an estimate of the existing supply of moderate income housing located within Heber City;
2. an estimate of the need for moderate income housing in Heber City for the next five years as revised biennially;
3. a survey of total residential zoning;
4. an evaluation of how existing zoning densities affect opportunities for moderate income housing; and
5. a description of Heber City's program to encourage an adequate supply of moderate income housing.

In addition to the required topics, this Plan provides additional information on City demographics relevant to moderate income housing and the City's participation with the Wasatch County Housing Authority.

DEFINITIONS

Moderate income housing is currently defined in Utah Code 10-9-307 as ''housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the County in which the City is located." Heber City is located in Wasatch County.

From the website of the U.S. Department of Housing and Urban Development (HUD), "The generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing."

The Census Bureau defines household to include all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. The Census Bureau defines a family as consisting of a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. All persons in a household who are related to the householder are regarded as members of his or her family. A household can contain only one family for purposes of census tabulations. Not all households contain families since a household may comprise a group of unrelated persons or one person living alone.

BACKGROUND

Over the last two decades, Heber City has put forth tremendous efforts towards encouraging affordable housing. The city has adopted several zoning regulations aimed at encouraging affordable housing and several developments have been approved under these regulations.

Compared to other locations within Wasatch County, the proximity of Heber City in relation to urban public services such as fire protection, water system, sewer system, police protection, and a commercial core, make Heber City an obvious choice for location of affordable housing. Additionally, Heber City's zoning regulations also permit a higher density than that found in other locations because of the existence of these services, making the goal of affordable housing more of a reality.

In 1999 Heber City adopted the Density Zoning Ordinance. This encouraged the construction of affordable housing through the use of density incentives, and it also encouraged provisions for open space. The result of this ordinance permitted the construction of many affordable single family home developments and rental units, including Daniels Gate Plat A (50 lots), Heber Landing 1 & 2 (74 lots), Greenfield Town Homes (50 lots**),** Greenfield Apartments (120 apartments), Muirfield (246 lots), totaling 540 units. Additionally, some of the homes in these developments utilized funding from the Wasatch County Housing Authority and from developers from other jurisdictions in the County to ensure their continued affordability. Many of the units in these developments are now out of reach for those earning 80% or less of median family income. In 2000, the city repealed the Density Zoning Ordinance.

In 2000, Heber City, Wasatch County, and Midway City established the Wasatch County Housing Authority. This organization was meant to assist in the creation of affordable housing by establishing a housing fund. This fund still exists today, and is provided to qualified housing recipients through lower interest loans, down payment assistance, etc., all meant to lower the cost of housing to an amount considered affordable (i.e. 30% of a family's gross annual income). The fund is provided by funds from the state and federal government, when available, and developers through payments in lieu of affordable housing from the years 2000-2012 when both Heber City and Wasatch County changed the fee-in-lieu to a voluntary ordinance.

In 2002, Heber City revised its general plan and adopted as part of that amendment a Moderate Income Housing Element of the General Plan that identifies the city's goals and policies in relation to affordable housing. Shortly thereafter, the city adopted the Affordable Housing Ordinance, which required developers of 10 lot or larger single-family subdivisions to construct either on-site or off-site 10% of the subdivision units as affordable units, pay an equivalent fee-in-lieu or dedication of land. The amount contributed by a developer was equated as 10% of the subdivision units, times $29,000. The $29,000 amount per unit was established at the time as the amount needed to make a typical housing unit affordable.

Many developments have contributed to the affordable housing fund. A monetary contribution to the affordable housing fund is called a fee-in lieu, as the developer is providing a “fee in lieu” of providing actual constructed affordable housing within the development. Some developments, because of their smaller lot sizes, did not only contribute money to the affordable housing fund, but also have lots that are much more affordable than other developments. Developments that have contributed a fee in lieu include Daniels Gate Plat B, Daniels Gate Plat C, Broadhead Estates 2, Willow Creek Estates, Browning Estates, Red Ledges, Aspen Pointe, Majestic Mountain, Noble Vista, Swift Creek, Heber Meadows, and the Cove at Valley Hills 1 & 2. During the 12 years of the Affordable Housing Ordinance, the fee had not been increased to keep pace with inflation and rising land and construction costs.

The Last Stand Subdivision provided services in kind instead of a fee in lieu. These services equated to the monetary equivalent of the fee in lieu, and consisted of demolition of the city's old public works sheds and grading of the site, upon which will be two lots that Habitat for Humanity will offer to qualified affordable housing recipients. The city agreed to provide 2 of the lots on the property to Habitat for Humanity in exchange for Habitat's construction of subdivision improvements on that and the remaining property.

Mill Road Estates and Wheeler Park provided the monetary equivalent of the fee in lieu as building lots. From these two developments, the city had title to 15 building lots that were utilized as affordable housing units. The City worked with Utah Housing Corporation (a non-profit affordable housing corporation) to establish a program that provided affordable housing units to qualified buyers on these lots in a way that is compatible with surrounding homes in these new developments.

The affordable housing funds are provided not just directly to potential individual home buyers. The funds have been provided also to Habitat for Humanity, which has had 6 successful home constructions in Heber City. These funds also may be provided within the Ranch Landing development in conjunction with state funds for construction of senior based affordable apartments.

In 2012 the City amended the Affordable Housing Ordinance to no longer require an affordable housing fee-in-lieu, but to continue offering it as a voluntary option. The Affordable Housing Code is currently a voluntary code that offers incentives for developments that choose to create affordable housing or to pay a fee-in-lieu. Since the amendment, there have not been any developments that have used the Affordable Housing Section of the Code. While there have not been any developments that have contributed to the Wasatch County Housing Authority fund, the housing authority has continued to offer aid to those who meet the income requirements with down payment assistance in the County and up to $40,000 per unit in the Ranch Landing Condominiums.

Heber City amended the zoning ordinance in 2002 to address compatibility of infill housing in the core of Heber City. The result was the adoption of the Cottage Home Overlay Zone, and the removal of duplexes and twin homes as permitted uses. Additionally, the city repealed the apartment regulations. These actions contributed to a more compatible infill of town, but also resulted in fewer affordable housing units built.

In 2004, Heber City adopted new apartment regulations in response to the need for more rental units and the potential need for student housing for the UVU Wasatch Campus. Additionally, the city revised the Land Use Element of the General Plan to add additional high density housing areas to replace area displaced by the new high school. The UVU Wasatch Campus was not built within the City limits. The apartment regulations were later repealed.

In 2007 Heber City adopted a Clustered Open Space Overlay Zone (COSZ), modeled after Midway's open space ordinance. The Zone permits condominiums and town homes at slightly higher densities and requires that each development provide 50% open space. Ranch Landing, located next to the new library, was approved under this new zone. For an affordable housing strategy, the developer began marketing the homes in the first phase first to qualified essential government workers at a starting price near $200,000. Condominium Units in Ranch Landing now start at $240,000. Ranch Landing just received occupancy on 12 units and have their remaining 24 units under construction. The Villages on 12th are a similar project to the Condos at Ranch Landing. The Villages on 12th received approval for 120 Condominium Units under the COSZ zoning in 2017. There are currently 24 units under construction. Units in this development start around $230,000.

Utilizing the Mixed Use Residential Commercial Zone (MURCZ) adopted by citizen referendum in 2007, three residential developments have been constructed, Liberty Station, Cottages at Valley Station, and The District at Valley Station. Liberty Station is a 56-unit apartment complex consisting of 3 and 4 bedroom apartments. Government subsidized rent is available to approved tenants that are 50% AMI or less. Tenants whose income is greater than 50% AMI pay market rate. Cottages at Valley Station is a Single Family Residential development consisting of 103 homes with lots ranging from 4,800 square feet to 9,300 square feet. The average home lots are in the 5,000 to 6,500 square foot range, providing for smaller lots to promote affordability. The last phase of the Cottages at Valley Station started in the low $300K's. The District at Valley Station is a 58-unit apartment complex, with 1-3 bedroom units. The bottom floor units are ADA units. These units are a market rate development. The rents are between $950-$1,300. Liberty Station is the only subsidized development in this area that could guarantee to provide some housing for those earning 30% AMI or less.

In 2008 the City adopted the Accessory Apartment Ordinance, which permits accessory apartments within the city. The City has seen an increasing interest in Accessory Apartments as property values have continued to rise.

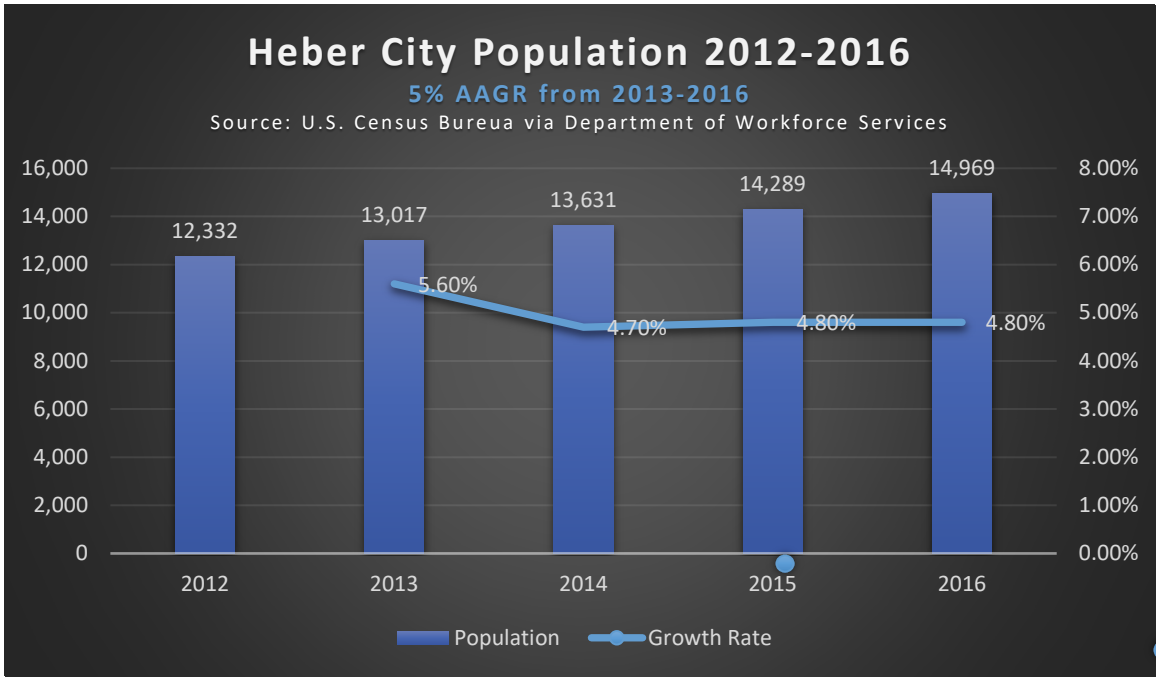
In 2008 the City adopted the Planned Community Mixed Use Zone (PCMU), which permits a mixture of housing types including apartments, single family, town homes, condominiums, accessory apartments, and small commercial uses. While not all of the development would be affordable, the PCMU provide the flexibility and ample opportunity for the creation of affordable units. The intended location of the PCMU zone is within a future annexation to the east side of Highway 40 north of Kings and south of Coyote Lane. In 2017 the City approved a zone change to property south of 1200 South and west of 1200 West (Mill Road) to the PCMU zone and subsequently approved an 85 acre PCMU Master Plan for the Sawmill Planned Community, consisting of over 600 residential units. The development contains 110 condominiums, 108 senior (55+) condominiums, 37 mixed use residential units, 232 town homes, 54 duplex/triplex, and 73 single family units. In addition to providing multifamily products, the developer has agreed with the City to work with the Wasatch County Housing Authority on possible programs similar to their partnership with Ranch Landing. The developer has also agreed to provide up to 5% of the purchase price in a grant to essential employees of Heber City, Wasatch County, and Wasatch County School District. This would be on top of the assistance they may receive from the Housing Authority. The Master Plan also identifies Accessory Apartments in the basement of town homes. This will allow for the town home owners to supplement their housing costs, aiding in the affordability of the town home products within the development.

In June of 2018, the City Council repealed the PCMU zone and assigned all areas with the PCMU zone to the Planned Community (PC) zone. The PC zone permits two units per acre. The Sawmill development is vested in the PCMU zone and will continue to develop according to their approved master plan. There are some other property owners that have contractual rights to the PCMU zone that will be able to still develop under the code. The largest property with these rights is the Basset and Ritchie properties that were Annexed into the City with the Basset-Ritchie Annexation.

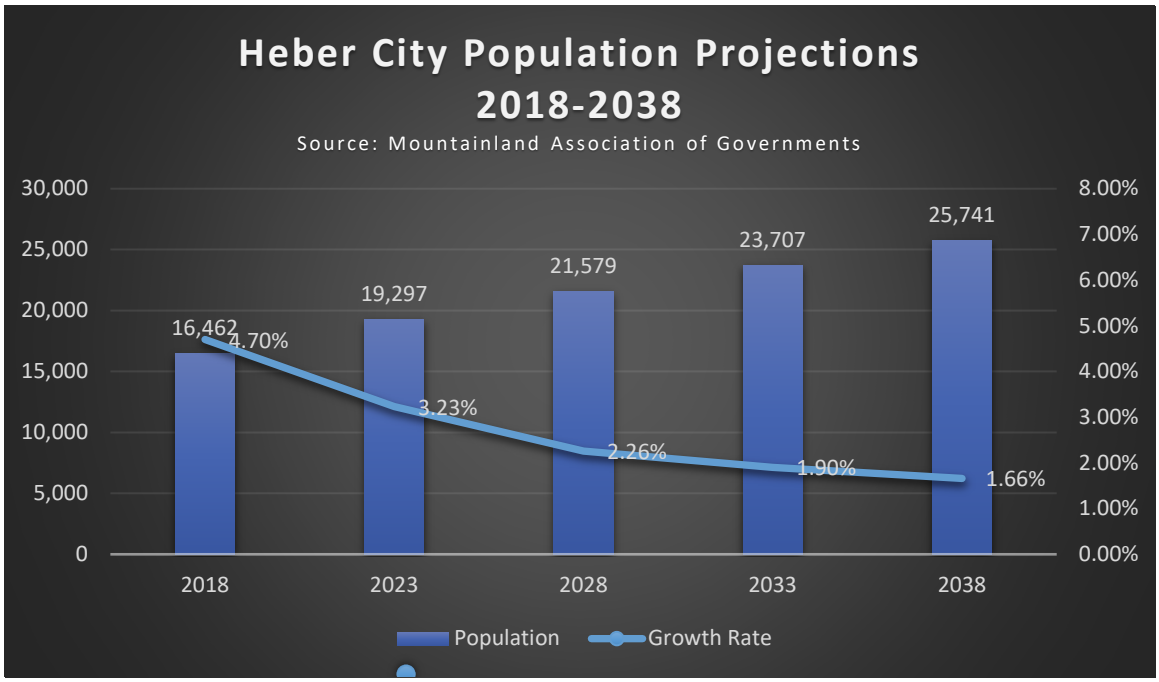
CURRENT STATE OF THE CITY

The following statistics illustrate the current condition of Heber City.

Heber City Population Change in Past 5 Years



Heber City 20 Year Population Projections



Mountainland Association of Governments projects the 2038 City population to be near 26,000. Not only is the City growing, it is becoming more diverse. The non-white population has gone from 1.3% of the population in 1990 to 2.4% in 2016, with it peaking at 5.7% in the year 2000. Heber City also experienced a significant increase in the number of Hispanic persons (of any race) during the 1990's, growing from less than one percent of the population to over fifteen percent of the population in 2016. While the non-white population has risen and fell, the Hispanic (of any race) population has consistently increased.

Table 1: 1990, 2000, 2010 and 2016 Estimates for Race in Heber City

Year/ Population	White	African American	American Indian	Asian and Pacific Islander	Other race(s)	Two or More Races	Hispanic (of any race)
1990 Population: **4,782**	4719 (98.7%)	1 (<0.01%)	32 (0.7%)	5 (<0.01%)	25 (0.5%)	N/A	122 (0.03%)
2000 Population: **7,291**	6877 (94.30%)	4 (0.10%)	32 (0.4%)	26 (0.4%)	242 (3.3%)	110 (1.5%)	516 (7.1%)
2010 Population: **10,765**	10,383 (96.5%)	14 (<0.01%)	116 (1.1%)	222 (2.1%)	304 (2.8%)	274 (2.5%)	2,263 (21%)
2016 Population: **13,655 (est.)**	13,333 (97.6%)	0 (0%)	275 (2%)	336 (2.5%)	183 (1.3%)	439 (3.2%)	2,131 (15.6%)

Source: 2000 US Census, 2016 American Community Survey

Table 2: Changes in Household and Family Size

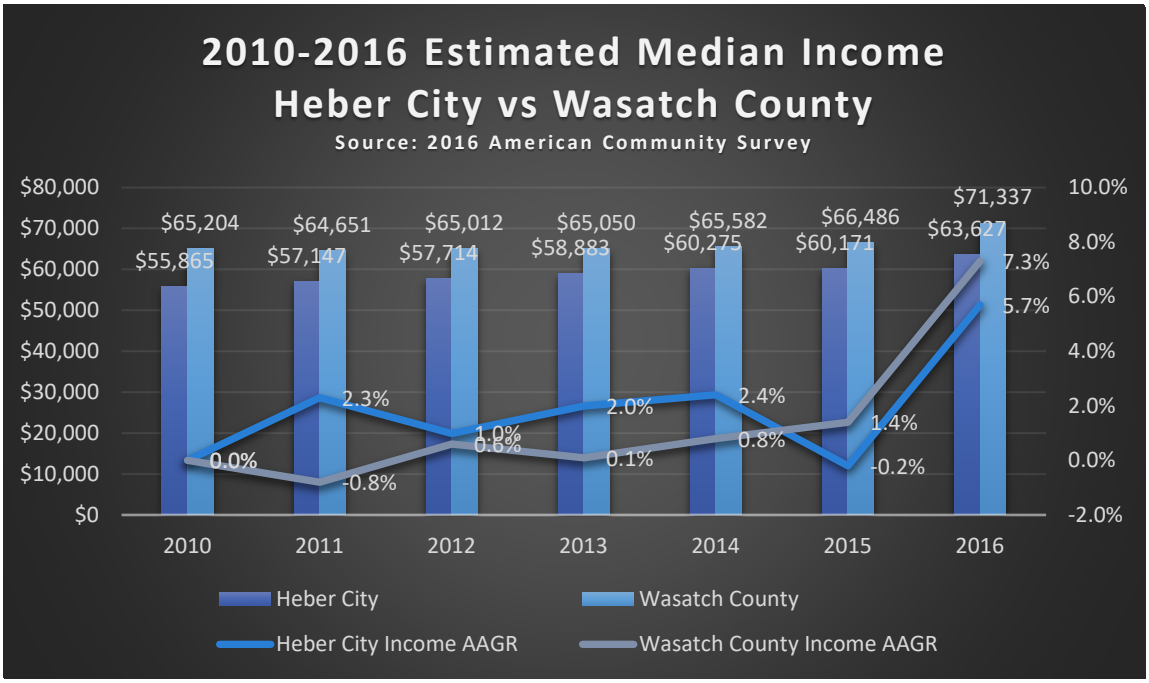
Year	Household Size	Family Size
1990	3.03	3.61
2000	3.16	3.55
2010	3.26	3.60
2016	3.27	3.83

Source: 2000 US Census, 2016 American Community Survey

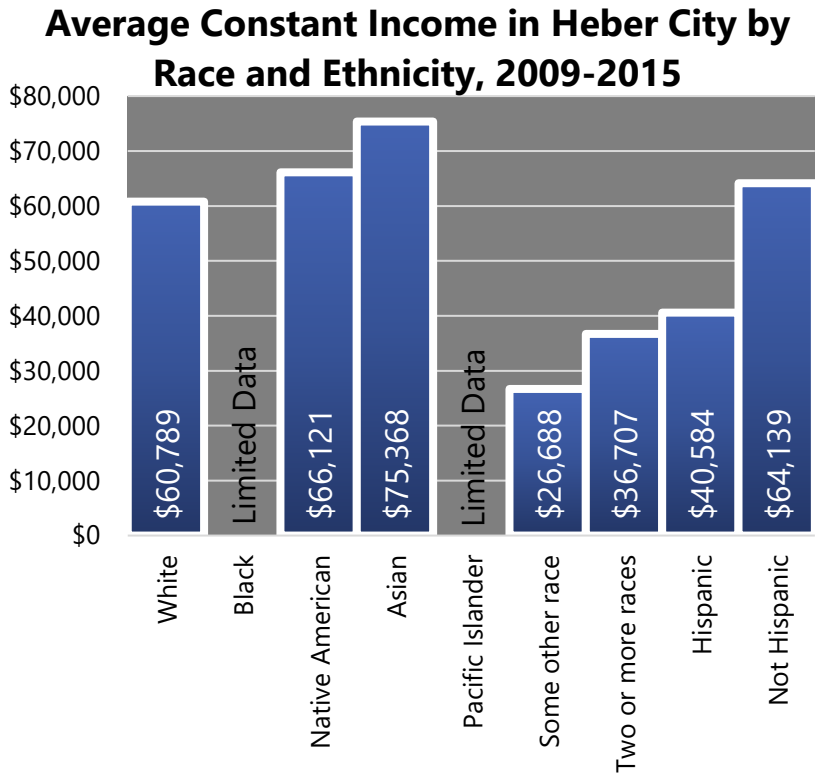
Income

Another factor affecting housing affordability is income. U.S. Census numbers indicate that incomes in Heber City are lower than those in Wasatch County.

Comparison of Income Levels – Heber City and Wasatch County



In identifying the needs of those whose income is less than 80% AMI of Wasatch County, it is important to understand the characteristics of those households. In 2015, Hispanic and other minority groups made significantly less than White and Non-Hispanic groups. As most of these race groups fall in the <50%AMI and <30% AMI income brackets, any increase in these housing target groups would aid in providing affordable housing for the identified minority groups.

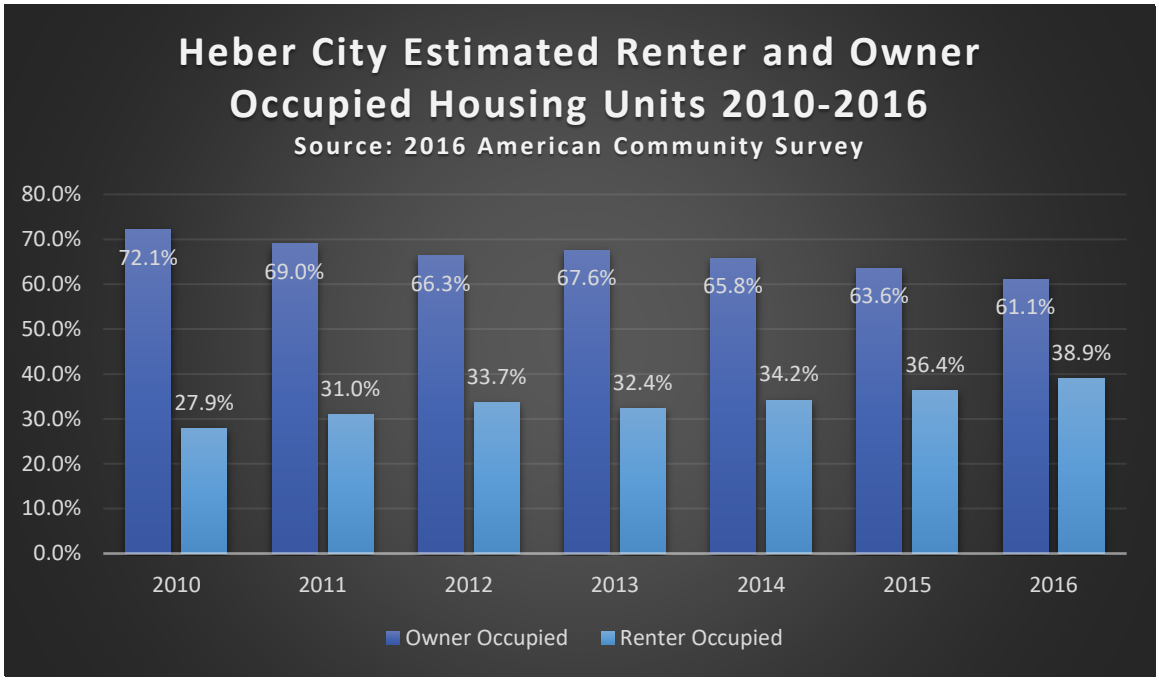


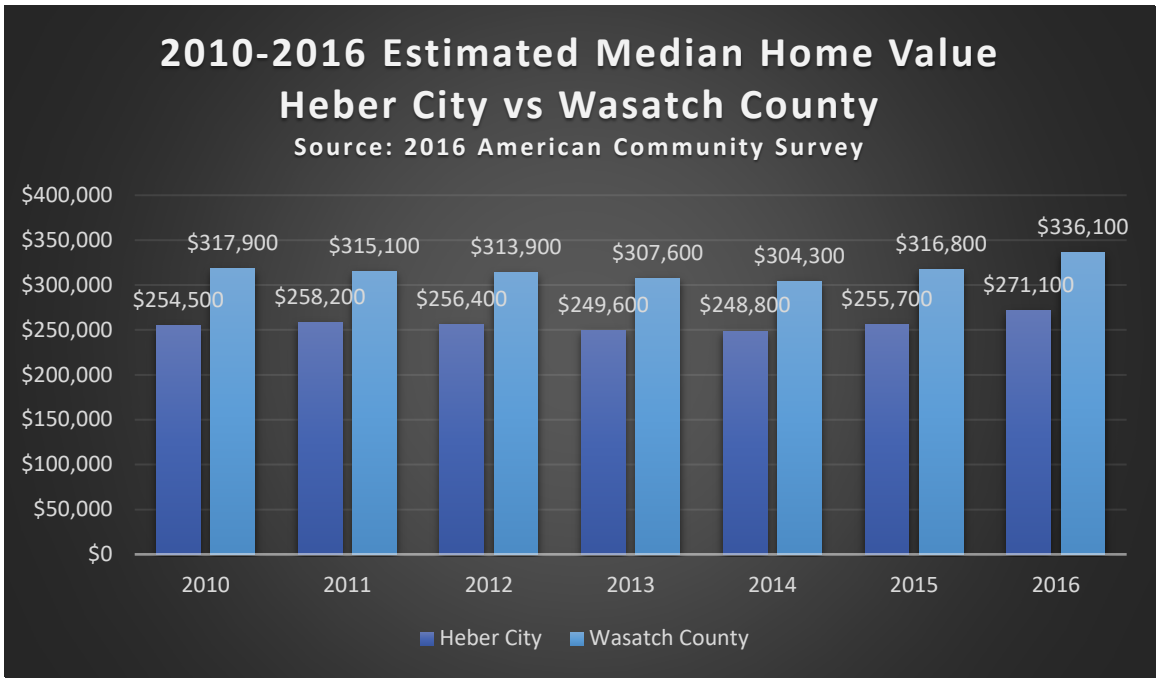
In addition to race groups, those with ambulatory disabilities are often within the <50% AMI and <30% AMI income groups and targeting housing for these income groups will aid in providing affordable housing for the disabled.

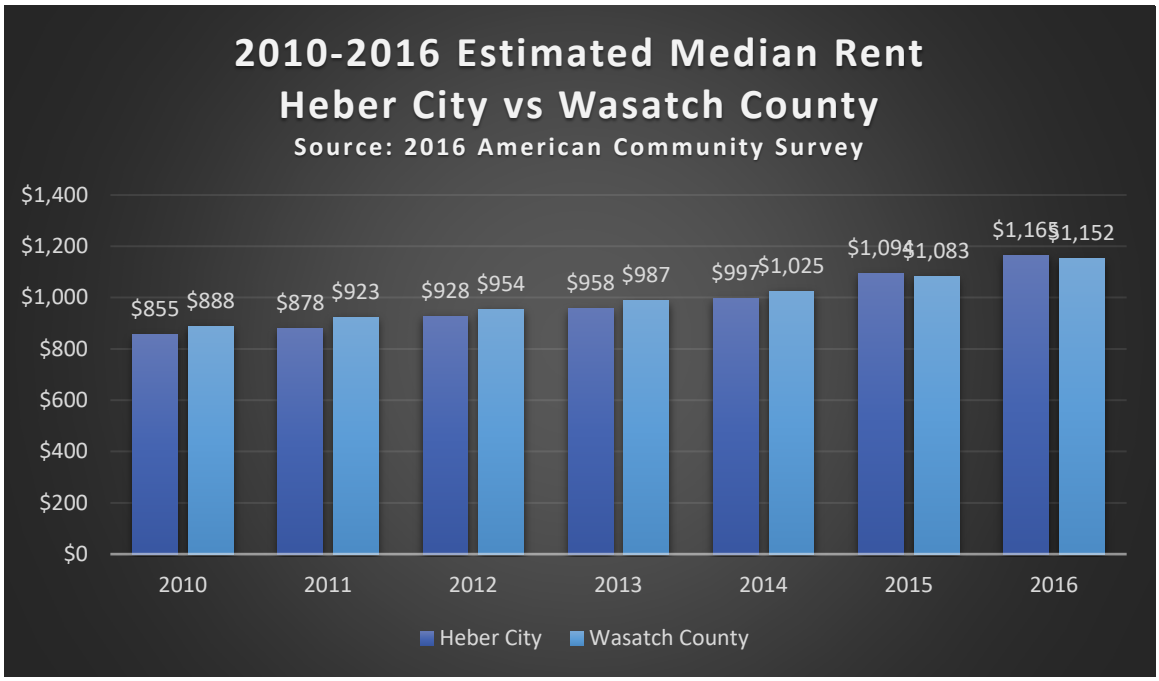
In 2010, most residents of both Heber City and Wasatch County owned rather than rented. This is the same in 2016. However, since 2010 the number of owner occupied units has been decreasing and the number of renter occupied units have been increasing. As the housing market has come back

from the recession, it would be anticipated that the rental rates would drop, but this has not been the case. Increasing population, property values, and the increase of the Millennium generation entering the housing market may be some key factors in the continued rise in rental units.

Renter and Owner Occupied Housing Units



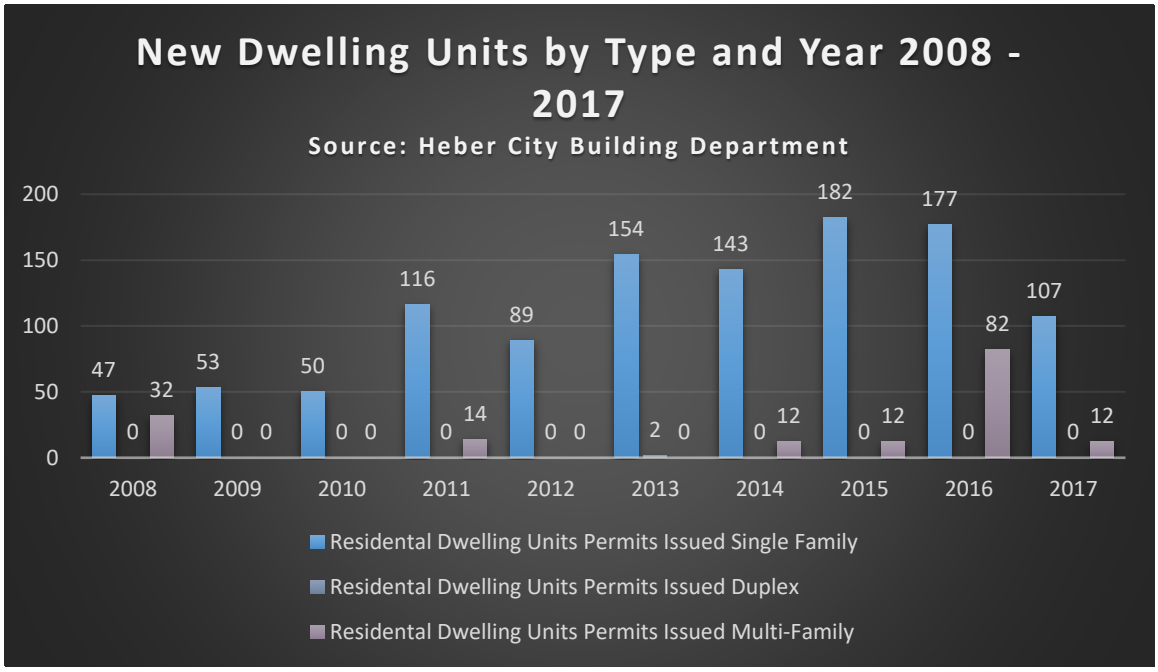




Building Trends

Although Heber City contains mostly single family homes, there is a good representation of other housing types. While the majority of new housing is also single family, there have been spurts of growth in the other housing types as well.

Residential Building Permits 2008 – 2017



Available Land

As of March 2018, there were approximately 5,617 acres in the city or about 8.8 square miles. Planning staff estimates that there are approximately 803 vacant subdivided lots, 1,647approved/undeveloped (paper) building lots, and 3,084 units from potential future developments, totaling 5,534 potential residential units. The population of Heber City at buildout within the current annexation boundary would be 33,512 persons. Including just the approved and recorded subdivisions in the current city boundaries, Heber City's population will be 23,182 persons. It will likely take 5 to 10 years for the vacant subdivided lots and approved/undeveloped lots to completely develop.

EXISTING SUPPLY OF MODERATE INCOME HOUSING

To determine the existing supply of moderate income housing requires two things: the number of housing units within Heber City and the price range of these units. Table 3 illustrates the value of owner occupied housing in Heber City in 2016 based on the Wasatch County Assessor's tax database. Table 4 illustrates the estimated monthly cost and numbers of rental units in Heber City in 2016, based on the 2016 American Community Survey data.

Table 3: Number of Owner-Occupied Units by Value in Heber City 2016

Value	Number of Units	Percent
Less than $50,000	43	1.7%
$50,000 to $99,999	0	0.0%
$100,000 to $149,999	71	2.8%
$150,000 to $199,999	475	18.9%
$200,000 to $299,999	1,047	41.6%
$300,000 to $499,999	758	30.1%
$500,000 to $999,999	113	4.5%
$1,000,000 or more	11	0.4%
Median Value: $271,100		
Total Owner Occupied Units	2,518	

Source: 2016 American Community Survey

Table 4: Number of Renter-Occupied Units by Rent in Heber City 2016

Gross Rent	Number of Units	Percent
Less than $500	34	2.3%
$500 to $999	387	26.0%
$1,000 to $1,499	789	53.1%

$1,500 to $1,999	230	15.5%
$2,000 to $2,499	46	3.1
$2,500 to $2,999	0	
$3,000 or more	0	5%
No rent paid	118	
Median rent: $1,165		
Total Renter Occupied Units	1,486	

Source: 2016 American Community Survey

Utah Code 10-9-307(1)(a) states: "municipalities should afford a reasonable opportunity for a variety of housing, including moderate income housing, to meet the needs of people desiring to live there." Although the term "reasonable opportunity" is not defined in the Utah Code, for the purposes of this Plan, a reasonable opportunity means that a municipality's housing prices should reflect the purchasing ability of all income levels within Wasatch County. In other words, for a community to provide a reasonable opportunity, the percentage of housing units in the community which are affordable to moderate income households should be close to the percentage of households within Wasatch County that are moderate income households. Table 6 below shows household income by income bracket for Wasatch County.

Wasatch County income levels are used as a means of assessing Heber City housing affordability for three reasons. First, the State definition of moderate income housing is based on the median gross income "in the County in which the City is located." Second, comparing Wasatch County income levels (or purchasing ability) instead of Wasatch County housing prices to Heber City housing prices is a more reasonable means of comparison because Wasatch County housing prices may not be balanced with the purchasing ability of Wasatch County residents. Third, if local income levels were used to assess a community's affordability, the results would perpetuate the housing situation, good or bad, within the community. For example, using income levels from a predominantly high-end housing community to determine housing affordability within the same community would indicate that little or no affordable housing is needed since most persons living within such a high-end housing community would by necessity earn more than 80% of the median income to be able to purchase a home. Conversely, low income communities would have inordinately high demands.

Table 5: 2016 Household Income for Heber City

Income	Number of Households	Percent
Less than $10,000	195	4.7%
$10,000 to $14,999	133	3.2%
$15,000 to $19,999	128	3.1%
$20,000 to $24,999	173	4.2%
$25,000 to $29,999	290	7.0%
$30,000 to $34,999	153	3.7%
$35,000 to $39,999	118	2.9%
$40,000 to $44,999	259	6.3%
$45,000 to $49,000	145	3.5%

$50,000 to $59,999	349	8.5%
$60,000 to $74,999	418	10.1%
$75,000 to $99,999	677	16.4%
$100,000 to $124,999	552	13.4%
$125,000 to $149,999	180	4.4%
$150,000 to $199,999	237	5.7%
$200,000 +	115	2.8%
Median household income:	$63,627	
Median family income:	$72,055	
Total households	4122	

Table 6: 2016 Household Income for Wasatch County

Income	Number of Households	Percent
Less than $10,000	352	4.0%
$10,000 to $14,999	182	2.1%
$15,000 to $19,999	240	2.8%
$20,000 to $24,999	284	3.3%
$25,000 to $29,999	467	5.4%
$30,000 to $34,999	271	3.1%
$35,000 to $39,999	305	3.5%
$40,000 to $44,999	438	5.0%
$45,000 to $49,000	369	4.2%
$50,000 to $59,999	719	8.3%
$60,000 to $74,999	912	10.5%
$75,000 to $99,999	1,279	14.7%
$100,000 to $124,999	1,096	12.6%
$125,000 to $149,999	500	5.8%
$150,000 to $199,999	734	8.4%
$200,000 +	545	6.3%
Median household income:	$71,337	
Median family income:	$78,812	
Total households	8,693	

Source: 2016 American Community Survey

Utilizing Tables 3 – 6, Table 7b was created to show how Heber City's house prices and rents compare with Wasatch County income levels. The income categories of 50% and 30% of the median are included because the State definition of moderate income housing includes housing affordable to households with an income "equal to or **less** than 80% of the median gross income." Table 7a was generated from 2000 Census data. Comparing Table 7a and Table 7b demonstrates the impact of rapidly increasing land and construction costs between 2008 and 2016.

Table 7a: 2008 Comparison of Heber City Housing Costs with Wasatch County Income Levels

	Annual Income	Monthly Income for Housing	Affordable House Price**	% of Renter Occupied Heber City Units	% of Owner Occupied Heber City Units	% of Wasatch County Households in Income Bracket
Median Household Income	$60,155	$1,504	$213,000	95.8%	20.7%	50%
80% of Median	$48,124	$1,203	$170,400	81%	2.2%	31.4%
50% of Median	$30,078	$752	$106,500	38.4%	0%	15.3%
30% of Median	$18,047	$451	$63,900	14.4%	0%	7%
* Assumes 30% of income is available for housing						
**Assumes 6% interest rate, 30 year mortgage and includes taxes and insurance						

Table 7b: 2016 Comparison of Heber City Housing Costs with Wasatch County Income Levels

	Income	Monthly Income for Housing	Affordable House Price**	% of Renter Occupied Heber City Units	% of Owner Occupied Heber City Units	% of Wasatch County Households in Income Bracket
Median Household Income	$71,337	$1,783	$320,726	96.9%	65%	50%
80% of Median	$57,070	$1,427	$254,091	81.4%	44.2%	38.7%
50% of Median	$35,669	$892	$154,138	28.3%	4.5%	20.6%
30% of Median	$21,401	$535	$87,499	2.3%	1.7%	9.7%
* Assumes 30% of income is available for housing						

**Assumes 0% down payment, 4.25% interest rate, 30 year mortgage and includes taxes and insurance, excludes PMI and basic utilities.

The first column of Table 7 lists the four income levels used to assess housing affordability. The second column lists the amount of money a household within the given income levels could spend on housing each month. The third column shows the maximum amount a household could pay for a home in each of the income levels. The fourth column shows the percentage of Heber City renter-occupied units that would be affordable to persons in each of the four income levels. The fifth column lists the percentage of Heber City owner-occupied units that would be affordable to persons in each of the four income levels. Finally, the last column shows the percentage of Wasatch County households that earn no more than the specified incomes.

5 YEAR NEED ESTIMATE FOR MODERATE INCOME HOUSING

The first column in Table 8 below lists once again the four income levels used to assess housing affordability. The second column shows the number of existing Heber City housing units (both renter and owner-occupied) that are affordable to households in each of the four income levels. The third column provides the percentage of all Heber City housing units that are affordable to households in each of the four income levels. The fourth column shows, as in Table 7, the percentage of Wasatch County households that earn no more than the specified incomes. The final column is the result of multiplying the total number of Heber City housing units by the percentage in column four. In other words, this column shows how many housing units Heber City would need as of the 2000 Census to provide a housing price range that reflects the purchasing power of households in Wasatch County.

Table 8: Heber City Moderate Income Housing Need 2016

	Amount	Number of Existing Affordable Heber City Housing Units per Income Bracket	Percent of Heber City Units per Income Bracket	Percent of Heber City Households per Income Bracket	Percent of Wasatch County Households per Income Bracket	Housing Need	Deficiency*
Median Household Income	$71,337	1,382	33.5%	9.5%	10.4%	392	-990
80% of Median	$57,070	872	21.2%	18.7%	18.5%	771	-101
50% of Median	$35,669	375	9.1%	14.9%	11.8%	614	239
30% of Median	$21,401	77	1.9%	11.0%	8.9%	453	376
*Negative numbers indicate an excess supply, positive numbers indicate a deficiency in supply.							

When comparing the number of affordable housing units in Heber City (column 2) with the need for affordable units (column 6) it is clear that in 2016 Heber City had insufficient affordable housing for persons earning 100%, 80%, 50%, and 30% of the median income, largely as a result of increasing land values and construction costs. The projected 5 year need for moderate income housing is shown in Table 9 below.

Table 9: 5 Year Moderate Housing Need

Year	Population	Annual Growth Rate	Total Housing Units	Annual New Housing Units	30% AMI needed units	50% AMI needed units	80% AMI needed units	AMI needed units
2016	14,969		4191	-	376	239	-101	-990
2017	15,723	4.7%	4402	211	23	31	39	20
2018	16,462	4.7%	4623	221	24	33	41	21
2019	17,236	4.7%	4854	231	25	34	43	22
2020	18,046	4.7%	5096	242	27	36	45	23
2021	18,454	2.26%	5218	122	13	18	23	12
2022	18,871	2.26%	5342	124	14	18	23	12
2023	19,297	2.26%	5469	127	14	19	24	12
Subtotal	-		-		141	190	239	121
Total (includes existing deficiency)	-		-	-	517	429	138	-869
*Negative numbers indicate an excess supply, positive numbers indicate a deficiency in supply.								

Table 9 indicates that over the next 5 years, the city will need an additional 570 affordable housing units to address the projected need for each of the three income brackets. The city will need 1,084 housing units that are affordable to those earning the average median income or less if it is to make up for the existing deficiency of moderate income housing. 138 of these units will need to be affordable to those earning 80% or less of average median income, 429 of these units will need to be affordable to those earning 50% or less of average median income, and 517 of these units will need to be affordable to those earning 30% or less of average median income.

Affordable Housing Gap

Table 7b indicates that a unit must be $254,091 or less to be considered affordable. Heber City currently has 5 projects in process or under construction that will provide some of the projected need within the next 5 years, for 80% AMI.

Ranch Landing, located next to the new library, is nearing completion of their approved 116 condominium units. The developer is marketing the condominiums near the $240,000 range, and is working with the Wasatch County Housing Authority's down payment assistance program to meet the affordability requirements of those with 80% of AMI. In 2018 and 2019, the development will complete the final 36 units.

The Villages on 12th is a 120-unit condominium project located on 820 East and 1200 South. Two buildings are currently under construction, with additional buildings in the building permit and planning approval process. These units are currently advertised in the range of $230,000, targeting the 80% AMI group.

The Sawmill Development contains two products that will meet the affordable criteria. The project consists of 70 condominium units with a target price of about $230,000, in their first phase. In a later phase, the project consists of 108 senior condominiums. The Master Plan agreement gives Heber City the opportunity to partner with the developer in making these units affordable through a possible grant from the Community-Driven Housing Program, in conjunction with the Olene Walker Foundation. The grant could provide at least half of the units as affordable. The condos will target the 80% AMI group.

Self Help is currently building in the Wasatch Vista Subdivision consisting of 118 Single Family homes aimed at 50% to 80% of AMI, through a mutual self-help building process, requiring 35 hours a week of sweat equity, in conjunction with the U.S. Department of Agriculture loans. There are currently 2 groups of ten that are under construction, with one group to finish in the summer or early fall of 2018, following which their 4th group will begin construction. The current build rate has been 1.5 groups per year, or 15 homes per year.

Parkview Place is a 49-unit affordable housing project being developed by the Mountainland Community Housing Authority. The project provides for-purchase units for 30% AMI, 50% AMI, and 80% AMI households.

The Prestige, a Wasatch County Housing Authority senior housing project, is currently under construction. The project is adjacent to Ranch Landing and contains 38 apartment units to be marketed to those earning less than 80% AMI.

These developments will assist in meeting the need for moderate income housing for the next 5 years, but will not completely meet the projected need. The city will need to put forth additional effort to meet the 5 year projected need for 30% to 80% AMI housing and to overcome the existing deficiency, that has been amplified by rapidly increasing land and construction costs.

Based on the densities and projected completion rate of the 5 developments, Table 10 shows the gap between the future need and future supply of affordable housing in Heber City, not including the deficit of current supply. As shown in Table 10, the projected supply of affordable units is 442 units. The projected need is 570 units, leaving a gap of 128 affordable units. When compared to the overall projected growth of housing units, the gap is equal to 12%. That is, 12% of the necessary 53% future affordable housing units needed is not yet accounted for.

To meet the projected need of 570 units, the remaining 128 needed units would have to come from the future 625 Market Rate units. The additional needed units equate to 20% of the remaining 625 projected future units. That is, 20% of all future market rate units needs to be affordable.

Heber City should consider different strategies to fill the gap of the projected future affordable housing need, as well as the current deficit. Zoning may be a strategy to make up the deficit, while a mandatory Inclusionary Housing ordinance may be a strategy for the future need.

Inclusionary Housing ordinances are codes that require the development of affordable housing. As outlined in Table 10, any new development not providing at least 20% of the units as affordable would not be increasing the affordable housing supply to meet the needs outlined and would be increasing the demand on affordable housing units in the City. Based on this analysis, the City could adopt an Inclusionary Housing ordinance requiring up to 20% of all new developments to provide affordable units, or an equivalent, as it is directly proportionate to the affordable housing needs gap of all future housing development in Heber City within the next 5 years.

Heber City should also continue to foster relationships with non-profit and grant programs to meet the current and projected affordable housing needs in the City.

Wasatch County has had a County-Wide Nexus Study (Exhibit A) done for affordable housing, which shows Heber has a need of 14% of all future residential units to be affordable housing.

Table 10: 5 Year Affordable Housing Gap

Heber City 5 Year Affordable Housing Gap Analysis

5 Year Affordable Housing Supply

Development	Units
Ranch Landing	36
Villages on 12th	120
Sawmill Condos	70
Sawmill Senior Condos*	54
Wasatch Vista (Self Help Homes)	75
Parkview Place (MCHA)	49
Prestige	38
Total	**442**

5 Year Growth

Year	New Units
2018	221
2019	231
2020	242
2021	122
2022	124
2023	127
Total	**1067**

5 Year Need

Income Group	Needed Units
30%	141
50%	190
80%	239
Total	**570**

5 Year Affordable Housing Gap

5 Year Need	5 Year Supply	5 Year Gap	New Units	Gap %
570	442	128	1067	12%

5 Year Gap Strategy

New Units	5 Year Affordable Supply	Market Rate Units	5 Year Gap	Gap % of Market Rate Units
1067	442	625	128	20%

*Based on half of units being affordable. Dependent on ability to obtain grant from the Olene Walker Foundation and Community Driven Housing Grant.

RESIDENTIAL ZONING AND DENSITY SURVEY

Table 11: Survey of Permitted Residential Uses in all Zones in Heber City

Zone	Permitted Residential Uses	Minimum Lot Size/Density	2009 Acres	2009 % of Total	2018 Acres	2018 % of Total
Commercial Zones						
C-2 Commercial	One-family dwelling on 2nd story or basement	-	483.95	9.01%	596	10.63%
C-3 Central Commercial	One-family dwelling on 2nd story or basement	-	53.53	1.00%	52.2	0.93%
C-4 General Commercial	One-family dwelling on 2nd story or basement, Caretaker dwelling	-	72.70	1.35%	69.84	1.25%
Industrial Zones						
I-1 Industrial	Inclement weather employee accessory apartment	-	463.86	8.63%	443.49	7.91%
I-2 Industrial	Inclement weather employee accessory apartment	-	N/A	N/A	45.17	0.81%
CMP Corporate Medical Park	-	-	92.92	1.73%	44.63	0.80%
MBP Manufacturing and Business Park	Inclement weather employee accessory apartment	-	45.04	0.84%	45.01	0.80%
Residential and Agriculture Zones						
A-2 Agriculture	Single Family Dwelling	1 unit/20 acres	19.41	0.36%	13.96	0.25%
RA-2 Residential-Agriculture	Single Family Dwelling	20,000 square feet	226.82	4.22%	201.73	3.60%
R-14 Residential	Single Family Dwelling	14,000 square feet	0	0.00%	0	0.00%
R-1 Residential	Single Family Dwelling	10,000 square feet	842.35	15.68%	766.48	13.67%
R-2 Residential	Single Family Dwelling	8,000 square feet	552.83	10.29%	584.34	10.42%
R-3 Residential	Single Family Dwelling	6,500 square feet	500.18	9.31%	506.55	9.03%
PC Planned Community	Single Family Dwelling, 2, 3, and 4 unit multi-family dwelling	2 units/acre maximum with variable lot size	1931.93	35.96%	2120.47	37.82%
MURCZ Mixed Use Residential Commercial Zone	Attached and detached multi-family and single family dwellings, condominium and townhouse developments, apartments, and planned unit developments	20 units/acre	86.49	1.61%	116.69	2.08%

Overlay Zones and Other Uses (note: overlay zones are not calculated as part of total acreage)						
RC Residential Commercial	-	-	15.07	0.28%	15.54	0.28%
COSZ Clustered Open Space Zone	Condominium, Town Home, Single-Family, Multi-Family	Overlay R-2: 5 units/acre Overlay R-3: 12 units/acre	17.89	0.33%	49.80	0.89%
NIOZ Neighborhood Infill Overlay Zone	Single Family Dwelling	Overlays part of the downtown R-2 and R-3 Zones; 5,500 square feet	467.2	8.70%	462.26	8.24%
SOB Sexually Oriented Business Zone	-	-	59.56	1.11%	59.56	1.06%
Hillside Overlay Zone	-	-	341.53	6.36%	341.53	6.09%
Accessory Apartments	Apartments accessory to a main dwelling, permitted in all residential zones which permit single family dwellings	Variable according to zone	4160.01	77.44%	4310.22	76.88%
Total			**5372.01**		**5606.56**	

As seen in Table 10 above, Heber City offers a variety of residential zones and residential uses. One or more of these zones allow single family homes, duplexes, fourplexes, townhomes, condos and apartments. Specifically, for single family, the City has a variety of lot sizes including smaller lots that help to offset the high price of land. Because of the high land and construction costs, the possibility of obtaining moderate income housing will be difficult if not impossible without other considerations to subsidize the cost of the housing to the target AMI.

Table 12: Building and Impact Fees

Fee	Amount
Culinary Water Impact Fee	$2,812.00
Pressurized Irrigation Impact Fee	$754.00
Sewer Impact Fee	$2024.00
Storm Drain Impact Fee	$0
Streets Impact Fee	$1,546.00
Parks & Trails Impact Fee	$560.00
Water Meter Fee (based on a .75” meter, typical for single family residential)	$277.20
Heber Valley Special Service District	$2179.00
Wasatch County Fire and Garbage Impact Fee	$394.31
Heber Light & Power Impact Fee (200 Amp Service)	$2,774.30

Building and Plan Check Fee *Varies based on project value (estimate based on 1,400 sq.ft. rambler with a 2 car garage)	$2100.00*
Total	**$15,420.81**

Source: Heber City Consolidated Fee Schedule, Wasatch County Clerk's Office, Heber Light and Power

WASATCH COUNTY HOUSING AUTHORITY

The Wasatch County Housing Authority consists of 7 board members represented by 3 county at large members, one Midway City Council Member, two Heber City Council Members, and one Wasatch County Council Member. The housing authority was formed around 2000. Heber City is part of the Wasatch County Housing Authority. Its purpose is to:

- Act as an advocate for low and moderate income families living in Wasatch County;
- Provide first time home buyer assistance to income qualified county residents;
- Subsidize rent for income qualified households in 12 contracted apartments;
- Provide assistance to local governments in Wasatch County with Affordable Housing Ordinances;
- Assist with housing related projects that will benefit the overall community (i.e., grant applications, targeted group programs, etc.); and
- Create and preserve affordable rental and for purchase housing opportunities.

MODERATE INCOME HOUSING PLAN

GOALS AND POLICIES

1) **GOAL: Heber City should provide a realistic opportunity to meet the estimated needs for additional moderate income housing.**

POLICIES:

a) facilitate a reasonable opportunity for a variety of housing, including moderate income housing to meet the needs of people desiring to live there;
b) implement land use policies that allow persons with moderate incomes to benefit from and fully participate in all aspects of neighborhood and community life;
c) consider Inclusionary Housing ordinances to close the future housing need gap.
d) consider requiring land dedications for moderate income housing with annexations;
e) consider rezoning for densities necessary to assure the production of moderate income housing;
f) facilitate the rehabilitation or expansion of infrastructure that will encourage the construction of moderate income housing;
g) provide zoning regulations to encourage housing types for elderly or senior citizens including assisted care, independent care, and targeted senior retirement communities;
h) promote adequate housing opportunities to recruit and retain a workforce with the skills and credentials needed by community employers;

i) promote the creation and retention of housing stock affordable to very low, low, moderate, and moderate to area median income (AMI) households;
j) recognize the need for special target groups for affordable housing, namely, families in crisis, handicapped and other special need groups; and
k) encourage the rehabilitation of existing uninhabitable housing stock into moderate income housing;

2) GOAL: Heber City should continue to foster partnerships with non-profit organizations and developers, and identify new funding sources to implement affordable housing policies.

POLICIES:

a) focus on state and federal -sponsored programs, such as HOME Comprehensive Housing Assistance Mortgage Program, USDA's rural development, Community Development Block Grant Program, Utah Housing Authority's First Time Home Ownership, Credit to Own (CROWN), and ECHO;
b) consider using state and federal program funding to purchase land for affordable housing;
c) consider general fund subsidies to waive construction related fees that are otherwise generally imposed by the city;
d) consider utilization of state or federal funds or tax incentives to promote the construction of moderate income housing;
e) consider utilization of programs offered by the Utah Housing Corporation within that agency's funding capacity;
f) consider utilization of affordable housing programs administered by the Department of Community and Culture; and
g) continue to support the County-wide Housing Authority.

3) GOAL: Heber City shall biennially review the moderate income housing plan element of its general plan.

POLICIES:

a) As required by Utah State Code, Heber City shall send a copy of a biennial report to the Housing & Community Development Division of the Department of Workforce Services and Mountainland Association of Governments; the biennial review shall include a description of efforts made by the city to reduce, mitigate, or eliminate local regulatory barriers to moderate income housing, actions taken by the city to encourage preservation of existing moderate income housing and development of new moderate income housing, progress made within the city to provide moderate income housing, as measured by permits issued for new units of moderate income housing, and efforts made by the city to coordinate moderate income housing plans and actions with neighboring municipalities;
b) Heber City should update the Moderate Income Housing Element of the General Plan at each Census and at least once between each Census to ensure updated accurate data and policies; any fees or target group demographic data should be updated annually based on available data from the Census or official Census updates, HUD, or other government or demographic sources.

OBJECTIVES

1) Revise the Affordable Housing Ordinance to reflect current housing needs within the city:
    a) Consider changing the ordinance to an Inclusionary Housing ordinance, requiring up to 20% of all future market rate developments to provide affordable housing to close the future need gap of 128

units.
   b) consider deed restriction programs to keep new moderate income housing units affordable to target populations;
   c) consider land dedications by developers to promote land acquisition for the Wasatch County Housing Authority, Habitat for Humanity, and other affordable housing organizations;
   d) consider alternative approaches to affordable housing dedications or payments by developers that will not create costs that are passed down to home buyers; and
   e) consider fee and impact fee waivers for affordable housing projects;
2) Remove and/or revise regulatory barriers to affordable housing in the city's land use regulations;
3) Educate home builders, neighborhoods, and developers about the need for affordable housing in Heber City;
4) Promote energy efficiency and LEED certified homes and developments;
5) Promote owner occupied housing units as the majority of all new affordable units.
6) Provide 517 units of 30% AMI or less in the next five years:
7) Promote utilization of accessory apartments to address 30% AMI rental needs.
8) Provide 429 units of 50% AMI or less in the next five years:
9) Promote utilization of accessory apartments to address 50% AMI rental needs.
10) Provide 138 units of 80% AMI or less in the next five years;

SENIOR CITIZEN

Provide a variety of housing types for senior citizens, including assisted care centers, independent care centers, and targeted senior retirement communities. These facilities need to be located near critical support facilities, namely: medical, shopping, churches, etc.

Welcome! We're glad you're here!

Vision Celebration and General Plan Kick Off

Presentation begins at 6:10 pm.

HEBER CITY
ENVISION
2050

Premise

1. The public has the right to choose its future—public officials should serve that vision.

Pictures: Envision Layton

Premise

2. The public will make good choices if presented with real options.

Pictures: Envision Layton

Steering Committee

KELLEEN POTTER, HEBER CITY MAYOR
MATT BROWER, CITY MANAGER
TONY KOHLER, PLANNING DIRECTOR
MARIANNE ALLEN
BRIAN BALLS
KRISTEN BYBEE
STACIE FERGUSON
ASHLYN FULLER
ISELA JIMENEZ
PHILIP JORDAN
RACHEL KAHLER
RICHARD LEE
LANE LYTHGOE
JOYCELYN LUJAN
JIM MORTENSEN
LARRY NEWHALL
MATT PARKER
KEITH RAWLINGS
DAVID RICHARDS
JOYLYNN SORENSEN
RYAN STACK
RYAN STARKS
TOM STONE
DON TAYLOR
DEBRA WEST

HEBER CITY ENVISION 2050

What is Envision 2050?
It's about <u>our</u> city…what do you envision?

Make big plans; aim high…

Make no little plans; they have no magic to stir men's blood.

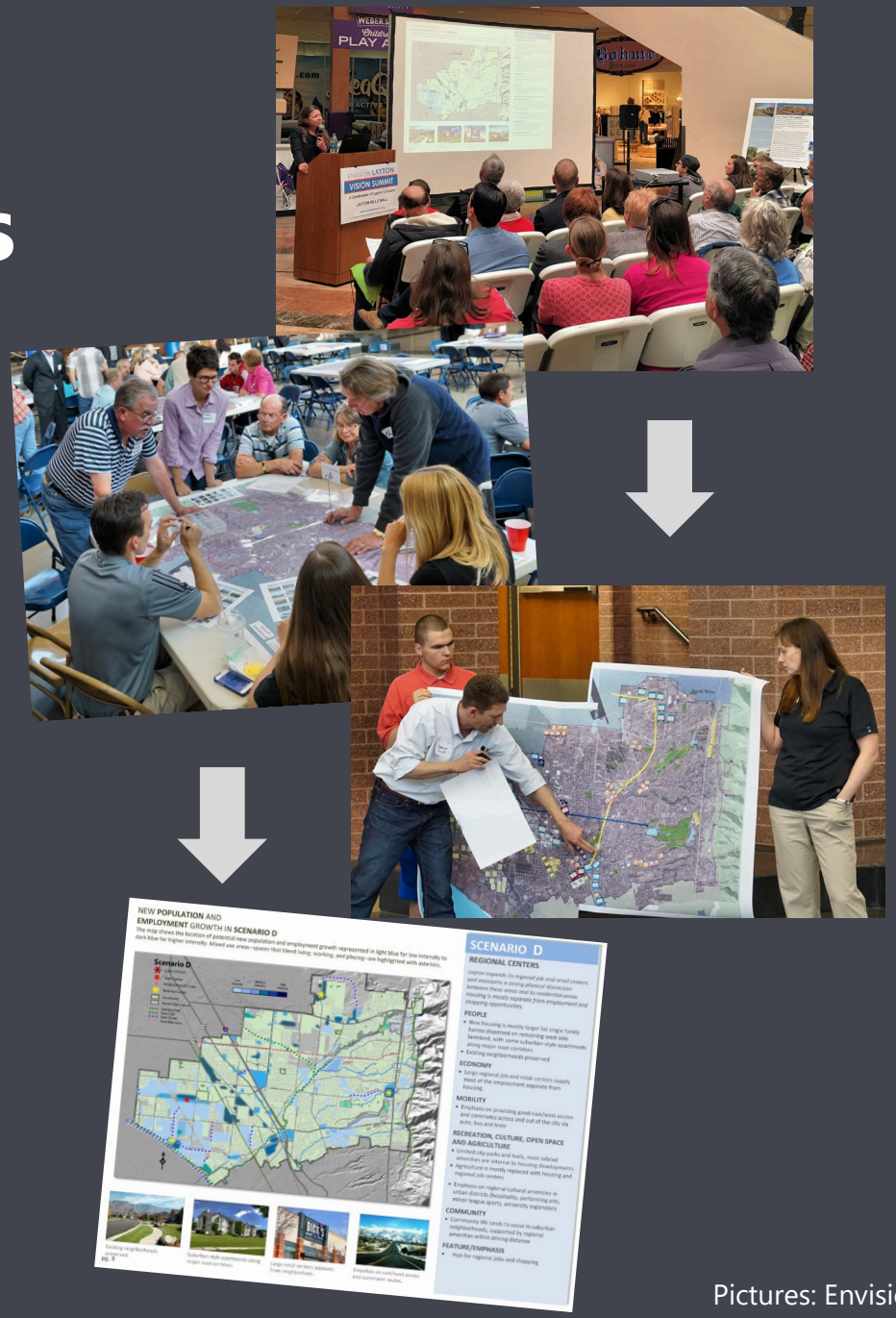
-Daniel Burnham

Even a minor course adjustment can have significant long-term impact…

We want to understand the long-term consequences of the choices we make, especially as we head into the general plan update process.

A Public Stakeholder Process

1. Provides research and information to the public
2. Seeks broad public input
3. Build vision directly from public input
4. Uses transparent methods
5. Builds momentum for implementation



Pictures: Envision Layton

“If you don’t know where you’re going, then any old road will do.”

- Lewis Carroll

Public Visioning & General Plan Process

1

Public Workshop
Brainstorm

2

Open House
What are your preferences?

3

Vision Celebration
Consensus

You Are Here

4

General Plan Adoption
2020 Implementation
(ordinance updates
and new programs)

The Salt Lake Tribune

Updated: March 2018

For the second year in a row, Heber ranked No. 1 for growth among the country's smaller "micropolitan areas," with populations between 10,000 and 50,000.

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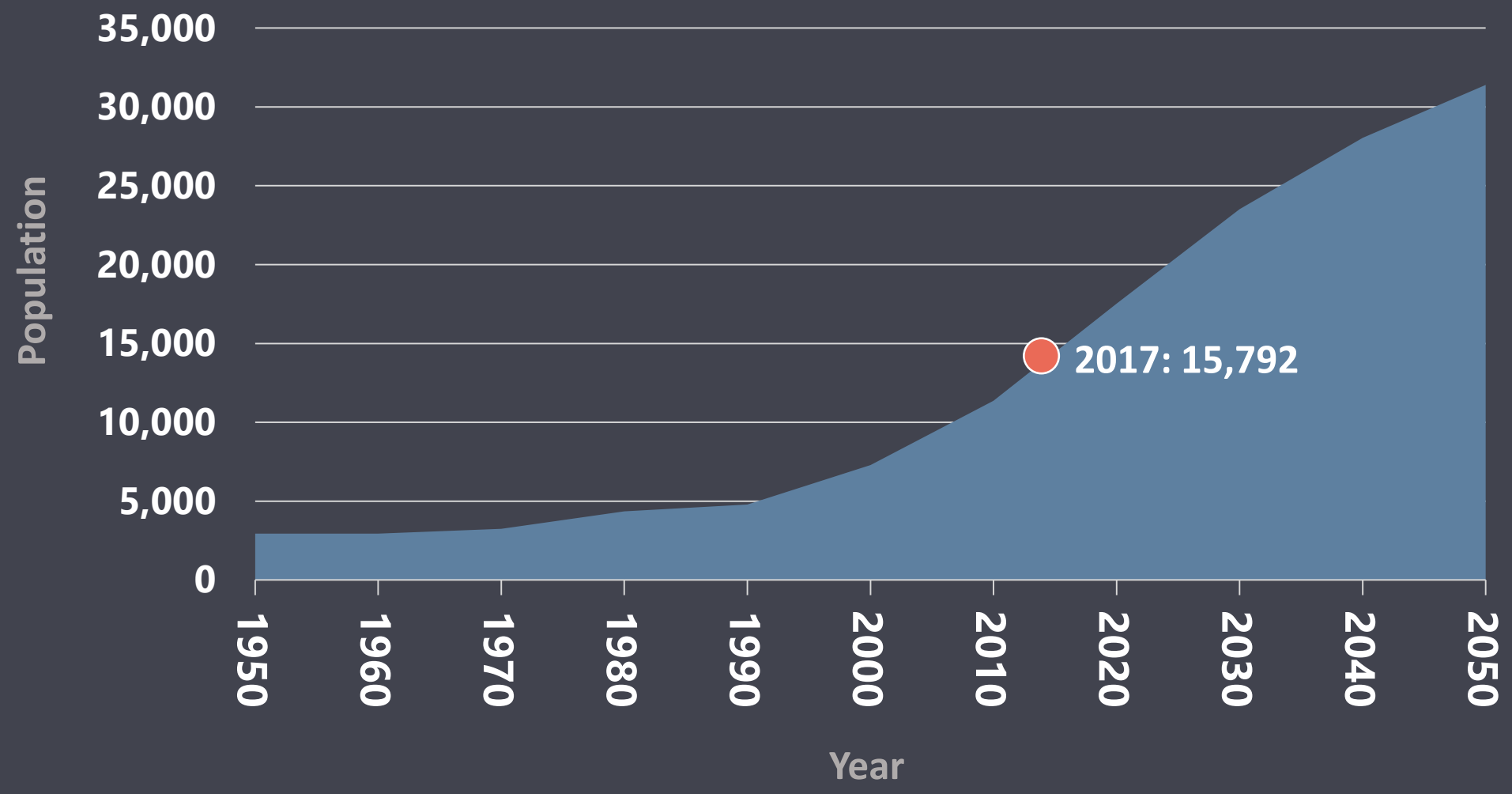
Heber City: A History and Future of Growth



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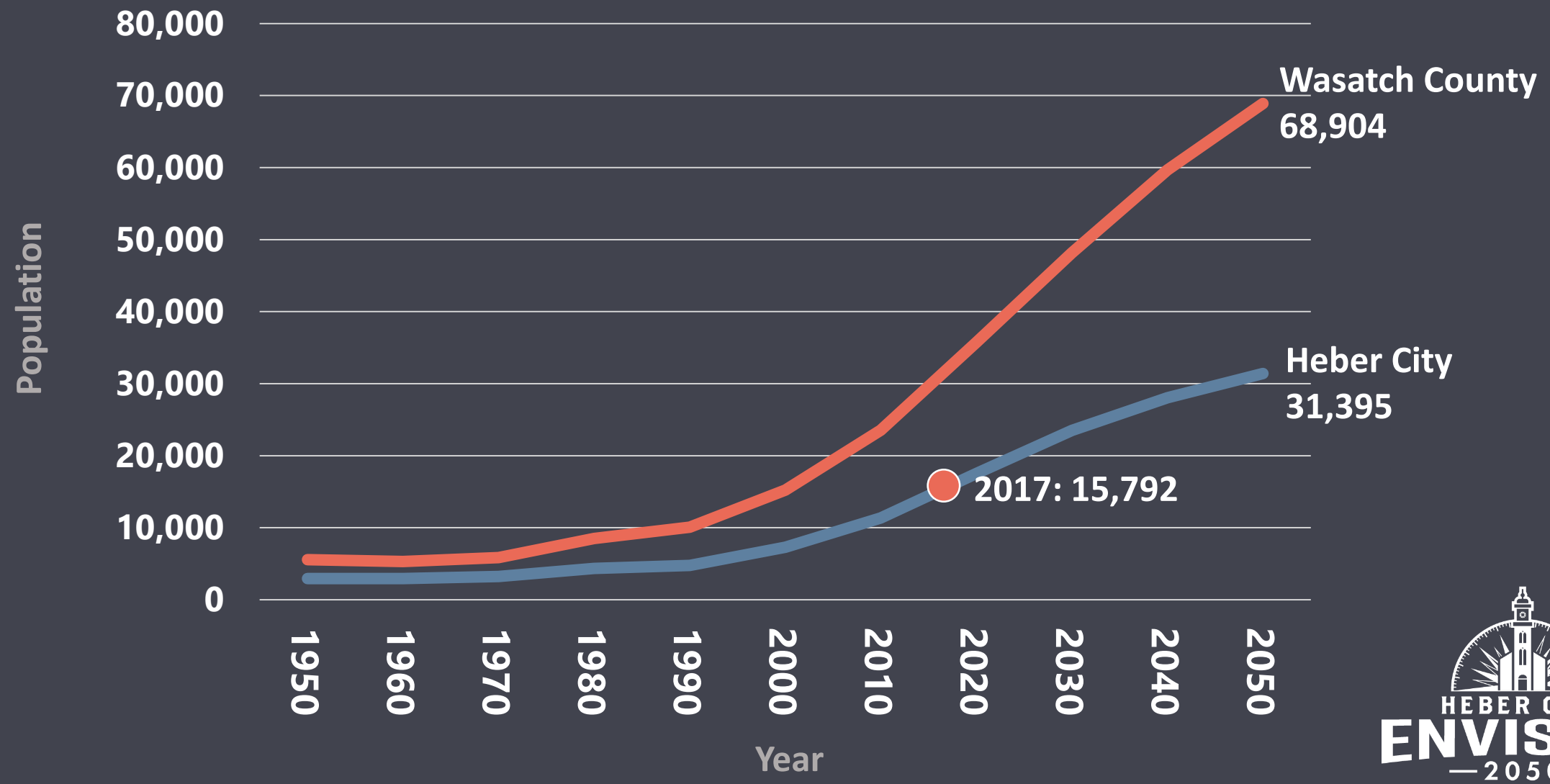
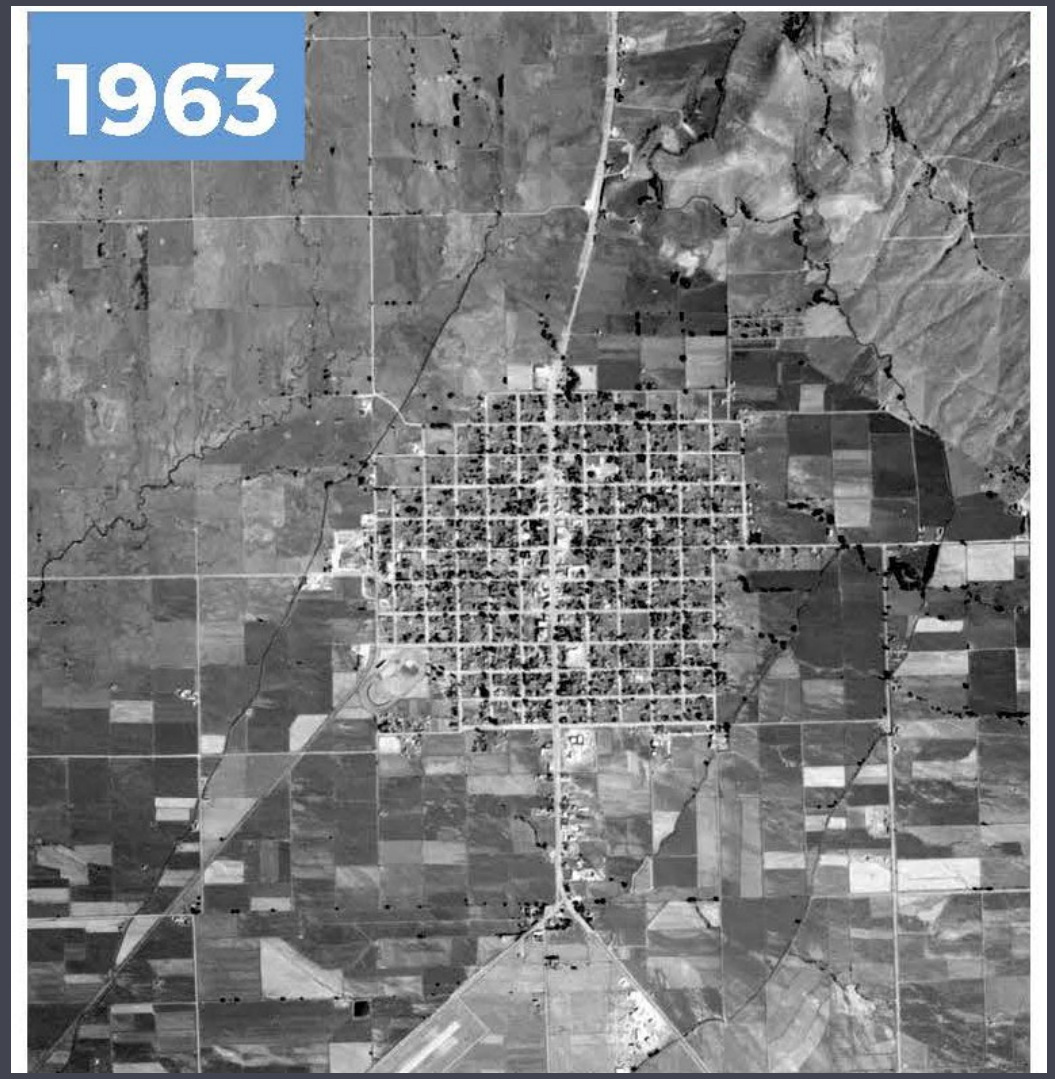
Source: MAG, Census Estimates, Governors Office of Management and Budget

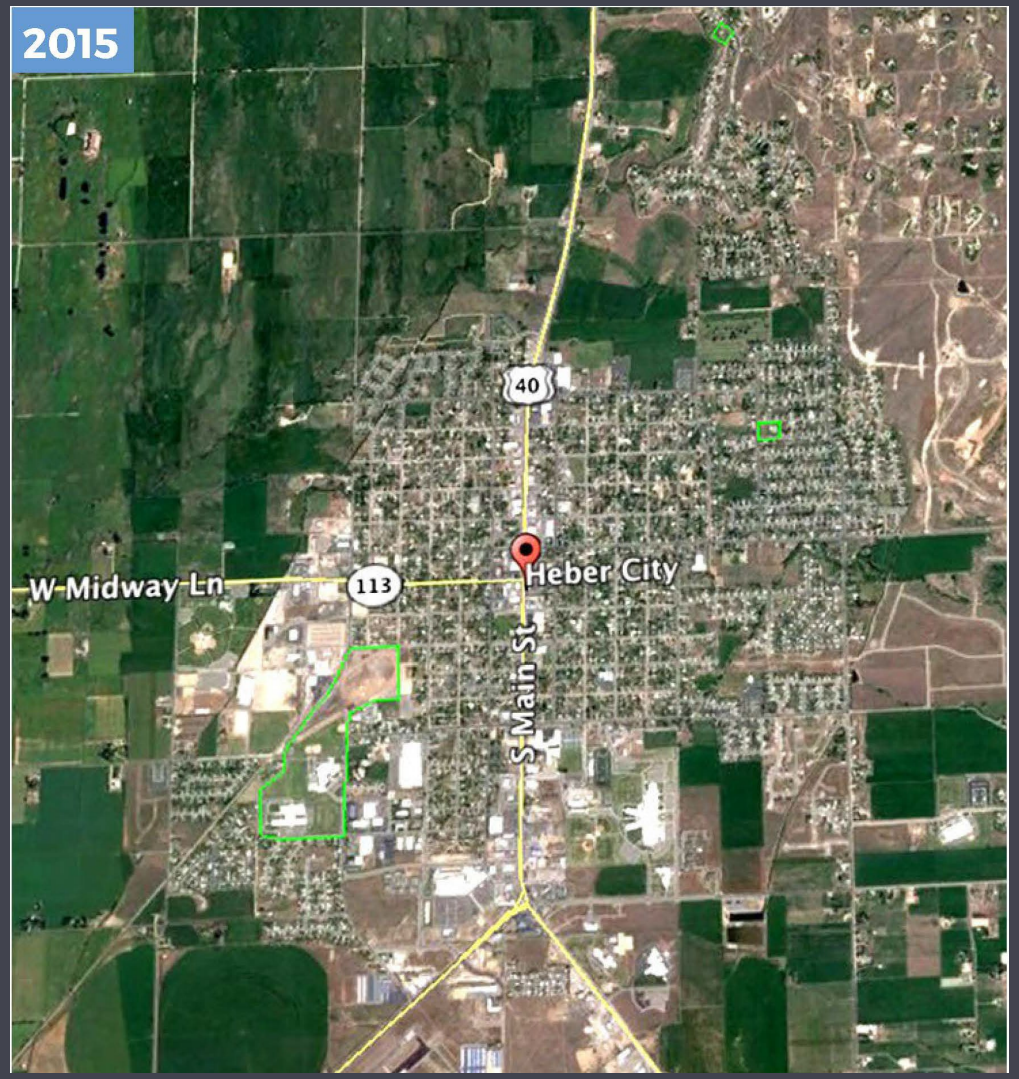
Heber City: A Context of Growth



Source: MAG, Census Estimates, Governors Office of Management and Budget

What Does Growth Look Like?





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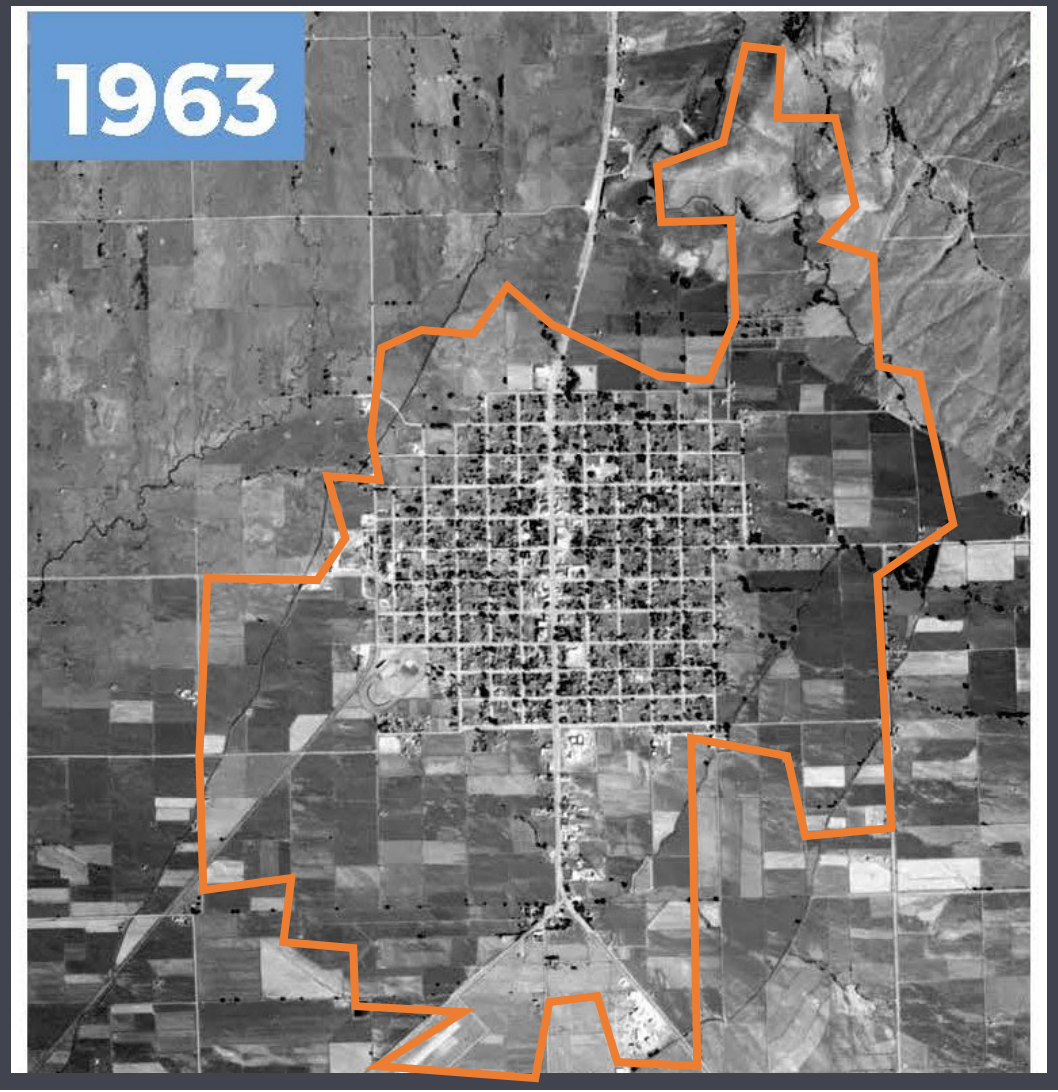
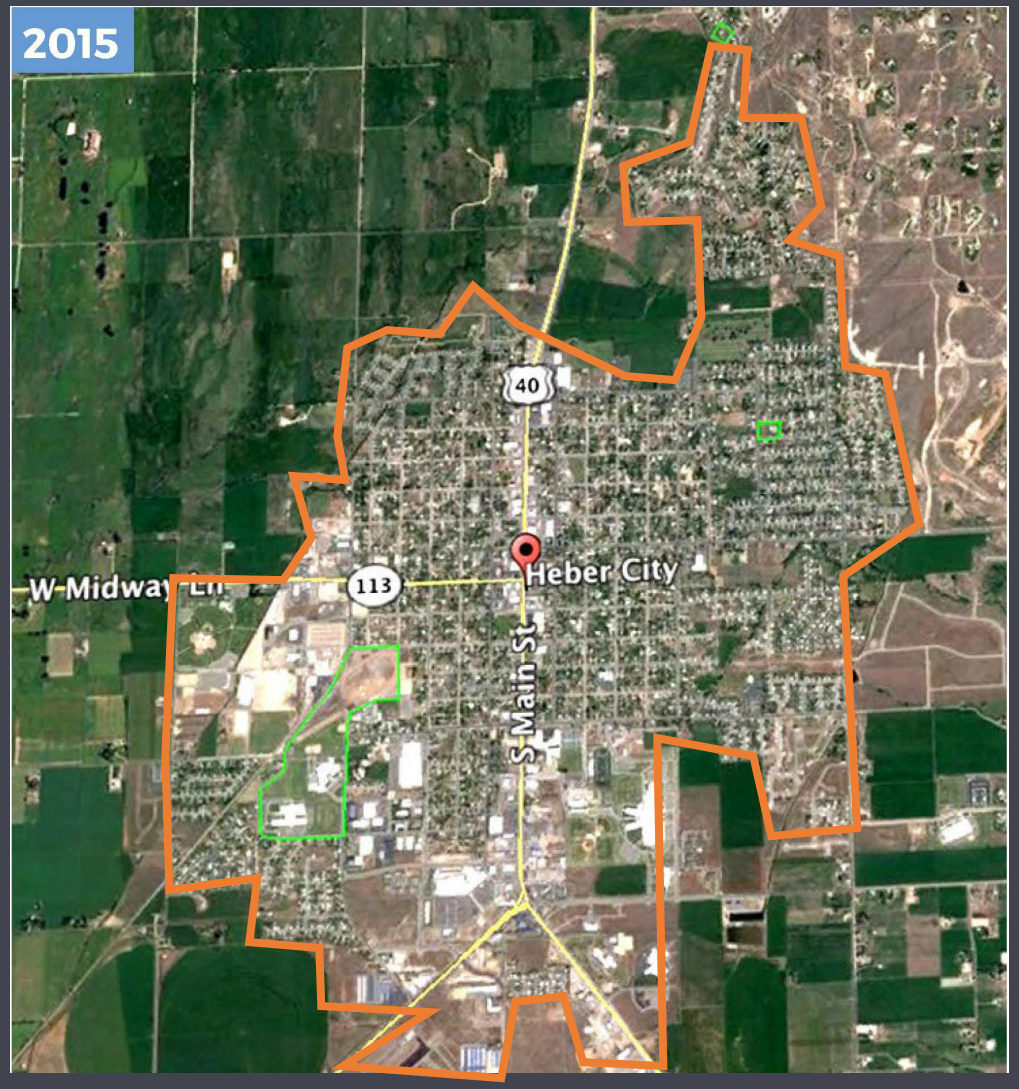


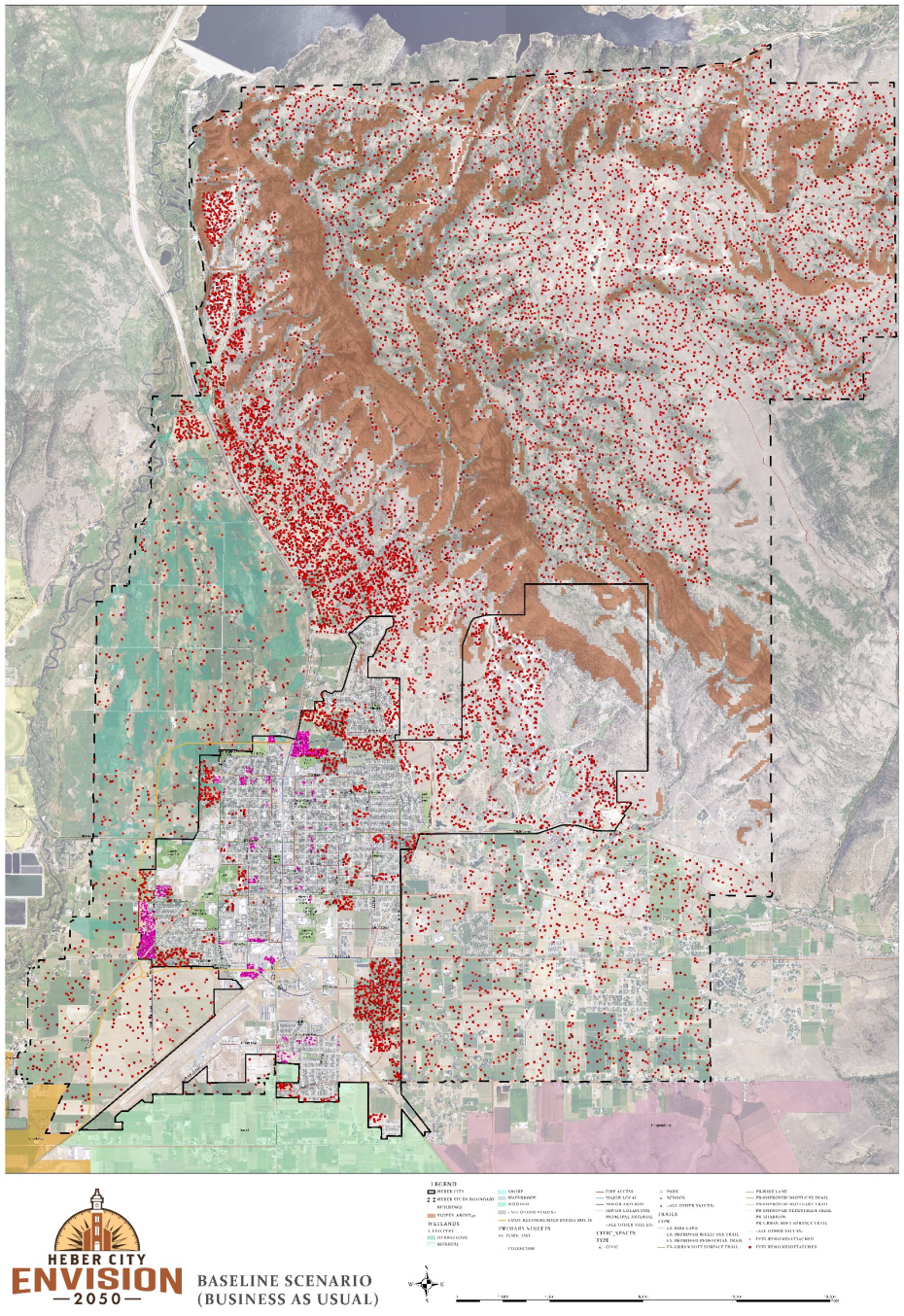


Heber 2050

Baseline Projection

12,900 new households

Are we growing in the way we want to grow?



Thousands of Citizens Involved

2 = public meetings

2 = mailers out to every household

Lots! = print/radio presence

23,324 = social media reach

2,500 = unique visitors to website

1200+ survey responses

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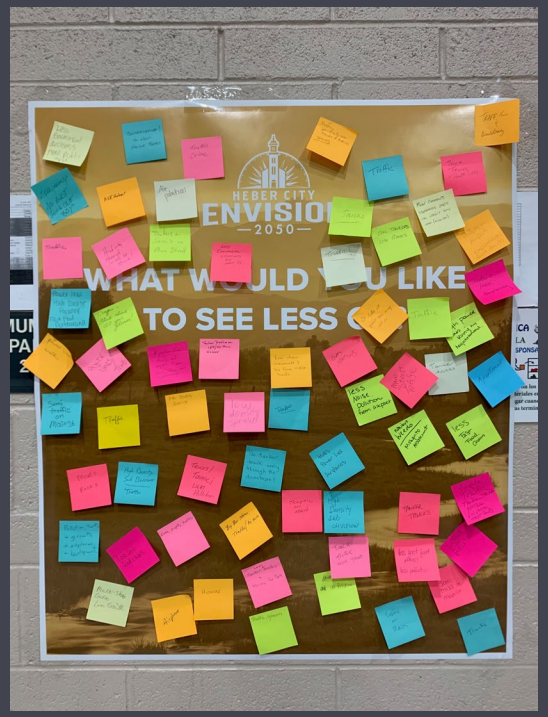
Heber 2050 Workshop

What do you value?
What do you imagine?



As we grow, what do we need to hold on to?
How shall we accommodate anticipated growth?

25 Maps Created by Groups of Citizens

What did we learn?

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2050

What do you value?

As we grow, what do we need to hold on to?

- Open space
- Scenic views/beauty
- Small town feel
- Friendly people
- Trails
- The setting
- Proactive planning
- Proximity to recreation
- Need to fix Main Street

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Big Ideas

1. Open Space/Rural Character Preservation
2. Trails
3. Centers (New & Historic)
4. Downtown Enhancement (Preservation and Redevelopment)
5. Neighborhoods with Open Space
6. Small Town Character (Even as We Grow)

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Big Idea #1
Open Space/Rural Character Preservation

Big Idea #1
Open Space/Rural Character Preservation

Premise: property owners possess a “bundle of rights” that run with the land.

Big Idea #1
Open Space/Rural Character Preservation

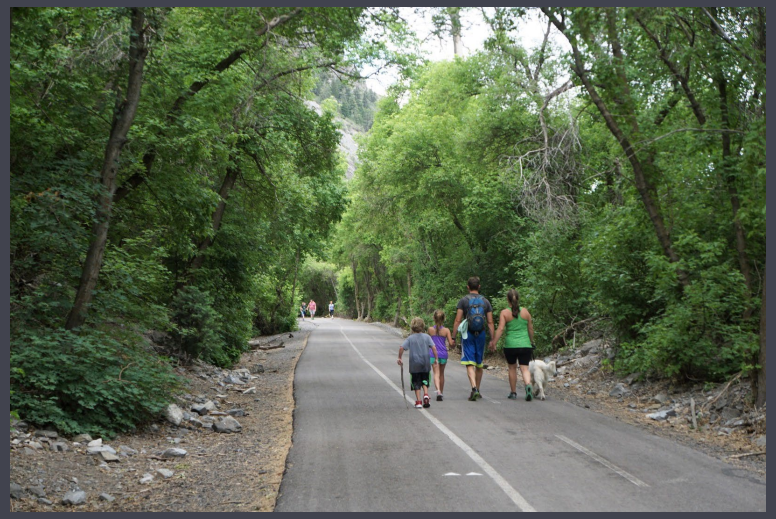
Solutions need to preserve quality of life *and* protect private property rights.

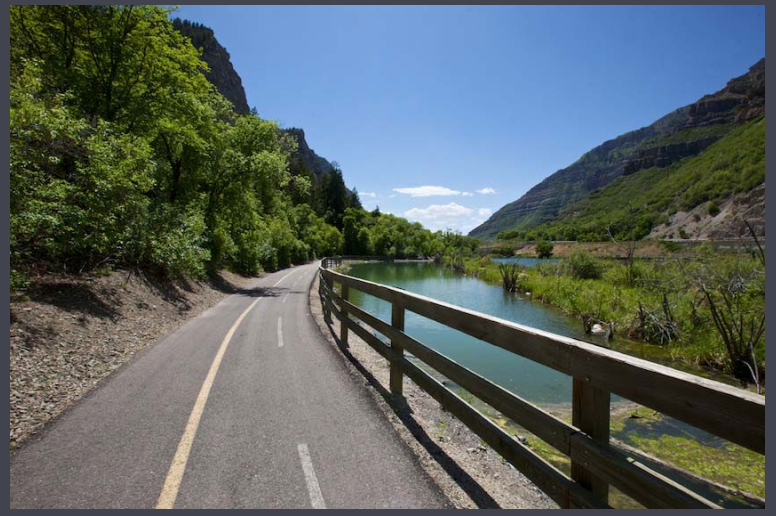
Permanent Preservation:

- **Development rights <u>moved</u>**
- **Development rights <u>sold</u>**
  (voluntary seller, funding source)

Big Idea #2
Trails

connections between neighborhoods, mountains and lakes





Big Idea #3
Centers *(New & Historic)*

live | work | learn | play

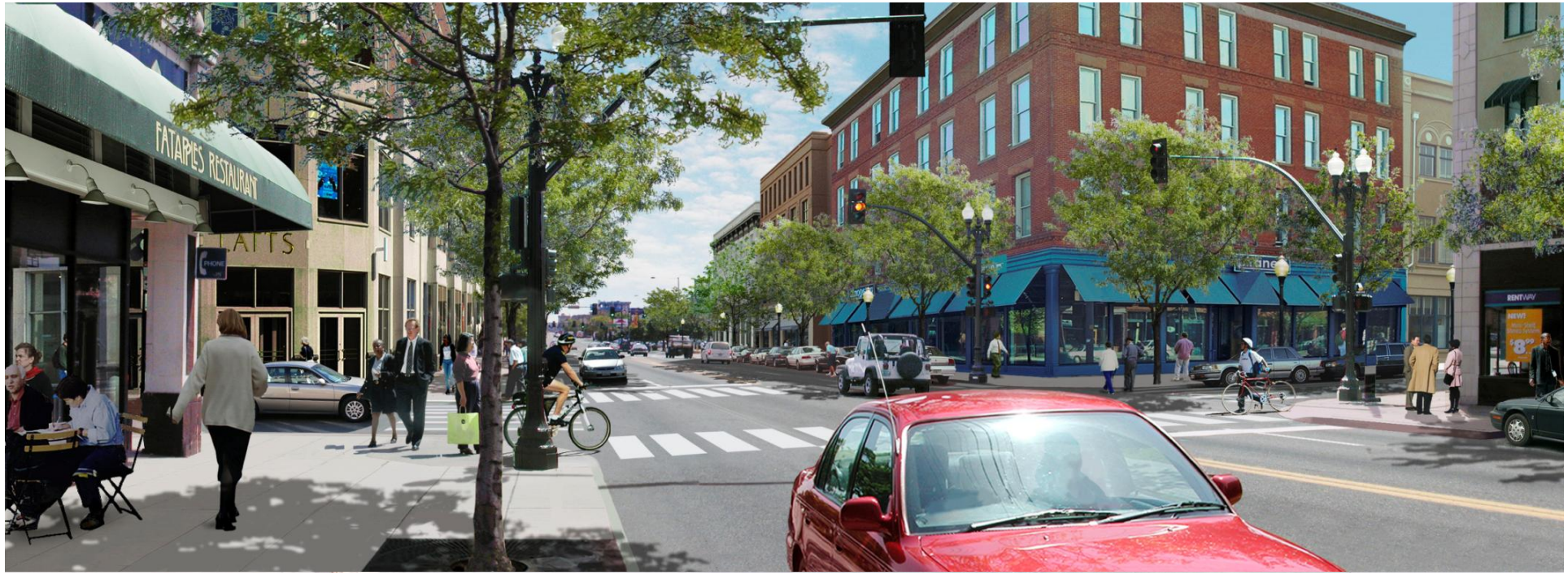
Big Idea #4
Downtown Enhancement

Historic preservation, infill & redevelopment

Infill and Redevelopment

Montage by: Steve Price, Urban Advantage, http://www.urban-advantage.com/

Infill and Redevelopment



Montage by: Steve Price, Urban Advantage, http://www.urban-advantage.com/

Big Idea #5
Neighborhoods with Open Space

- Flexible lot sizes, mix of housing types
- 10-20% open space (prominent park, tree-lined sidewalks or trails, community garden)

Big Idea #5
Neighborhoods with Open Space

One More Option: Rural Residential Clusters

- 75% open space = farming, equestrian facility, etc.
- 25% development = housing cluster

Imagine a Golf Course
Development *Without* the
Golf Course….

Big Idea #6
Small Town Character (even as we grow)

1. Separation
2. Downtown
3. Building heights
4. Unique character
5. Village or neighborhood component

Big Idea #6
Small Town Character (even as we grow)

Separation: town is not attached to adjacent communities; maintains open lands around it

Big Idea #6
Small Town Character (even as we grow)

Downtown: a distinct and vibrant place, the destination and commercial center of the community

Big Idea #6
Small Town Character (even as we grow)

Building heights: encourage a vibrant downtown with enough stories to promote a strong economy without feeling like a big city

Big Idea #6
Small Town Character (even as we grow)

Unique character: historic architecture preserved; local businesses supported

Big Idea #6
Small Town Character (even as we grow)

Gatherings/gathering places: city residents gather and celebrate together at traditional annual events

Big Idea #6
Small Town Character (even as we grow)

Village/neighborhood component: residents live in neighborhoods or villages that enable them to see the people they know more often

Big Ideas

1. Open Space/Rural Character Preservation
2. Trails
3. Centers (New & Historic)
4. Downtown Enhancement (Preservation and Redevelopment)
5. Neighborhoods with Open Space
6. Small Town Character (Even as We Grow)

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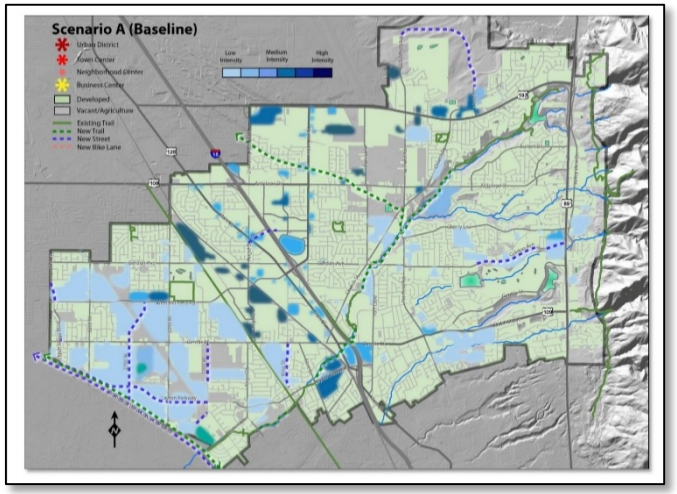
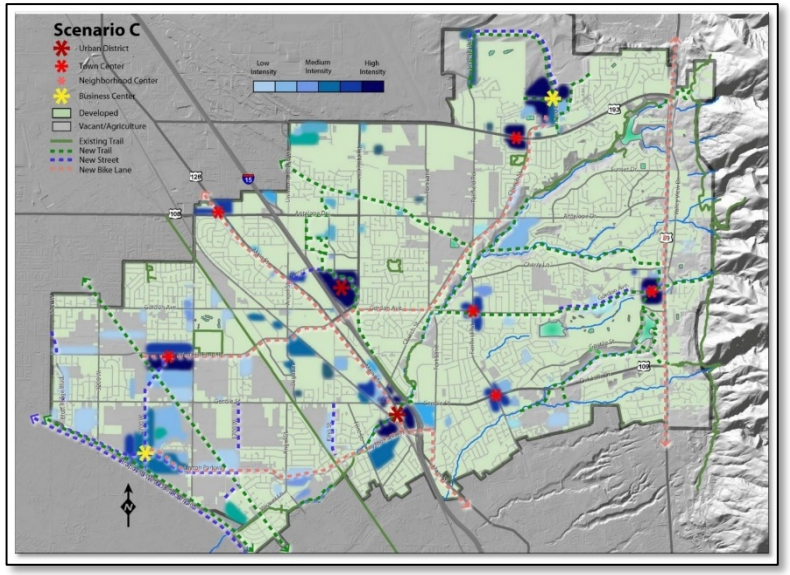
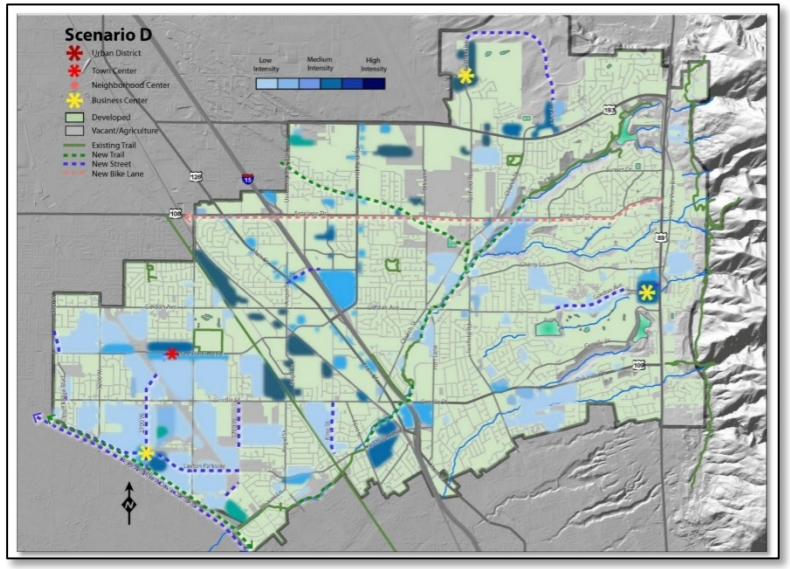
Scenario Approach

Contrast today's choices by showing long-term consequences







Maps: Envision Layton

Your Scenarios

trend scenario + scenarios created from your ideas

- WHERE will we live?
- HOW will we live?
- WHAT will we conserve? WHERE will we PLAY?
- Where will we WORK?
- What will our COMMUNITY be like?

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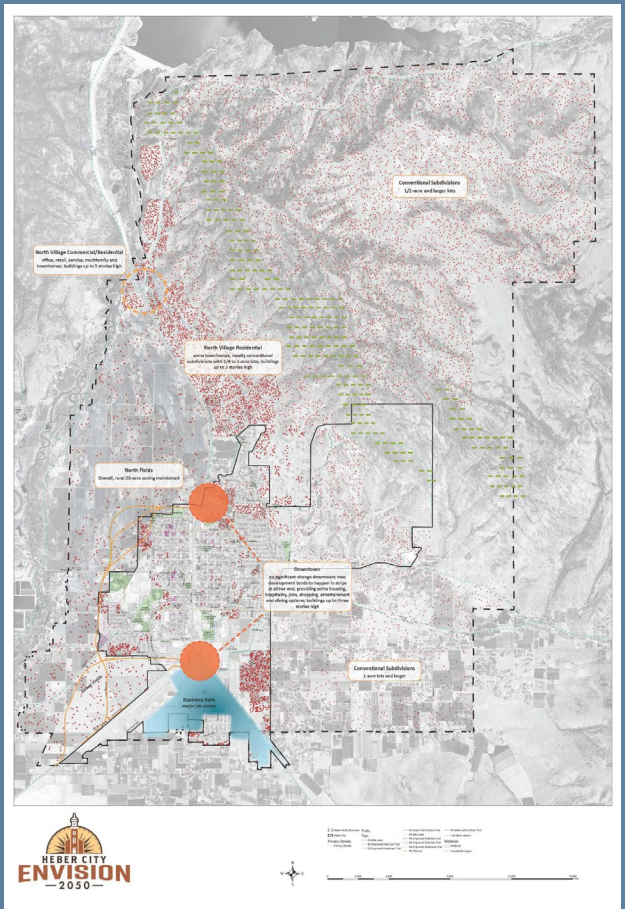
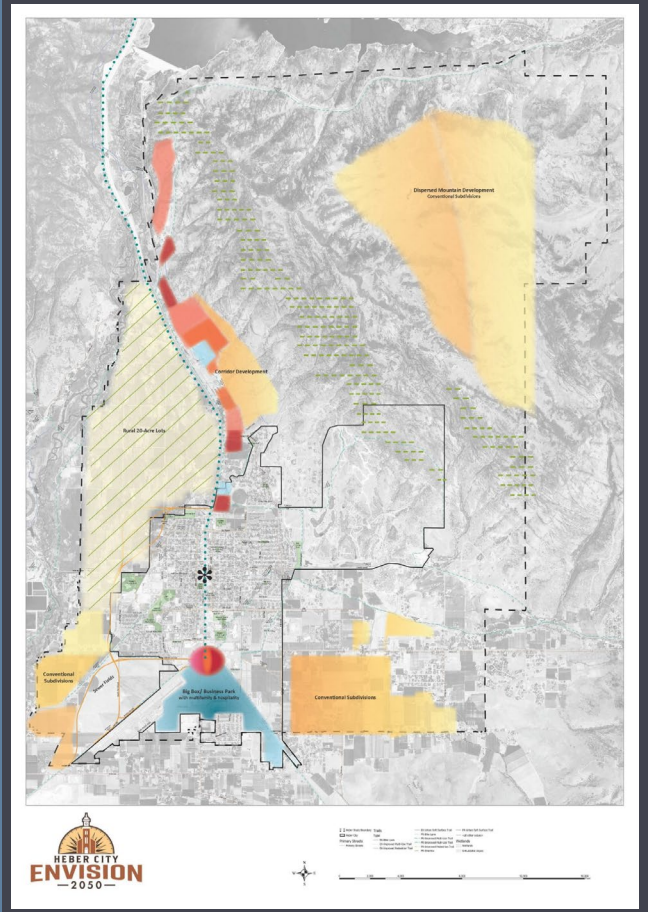
2050

Trend Scenario

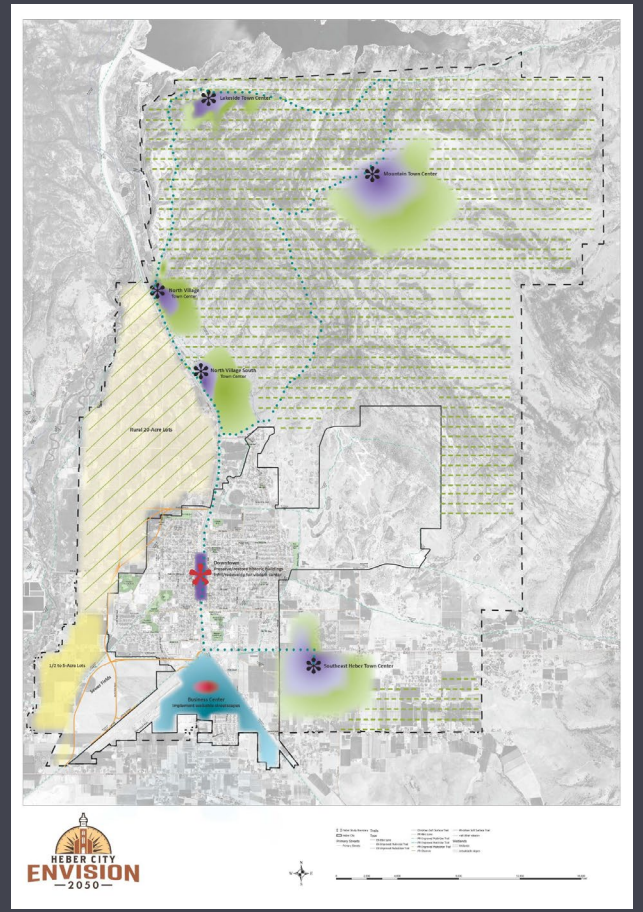
Scenarios Created with Ideas from the Public



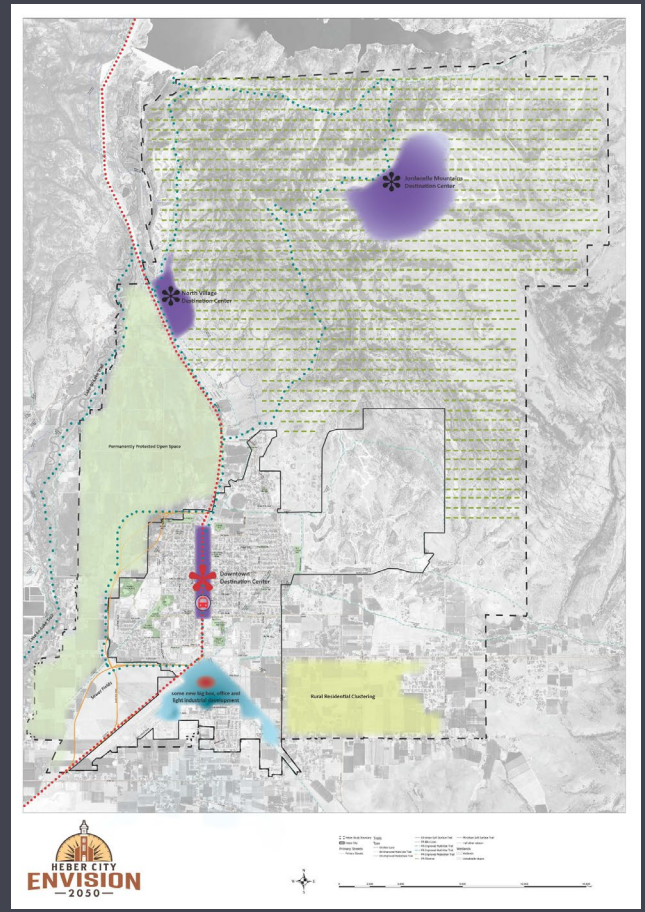
Scenario A:
Bedroom Community (Baseline Projection)



Scenario B:
Corridor Focus



Scenario C:
Town Centers with Neighborhood Open Space

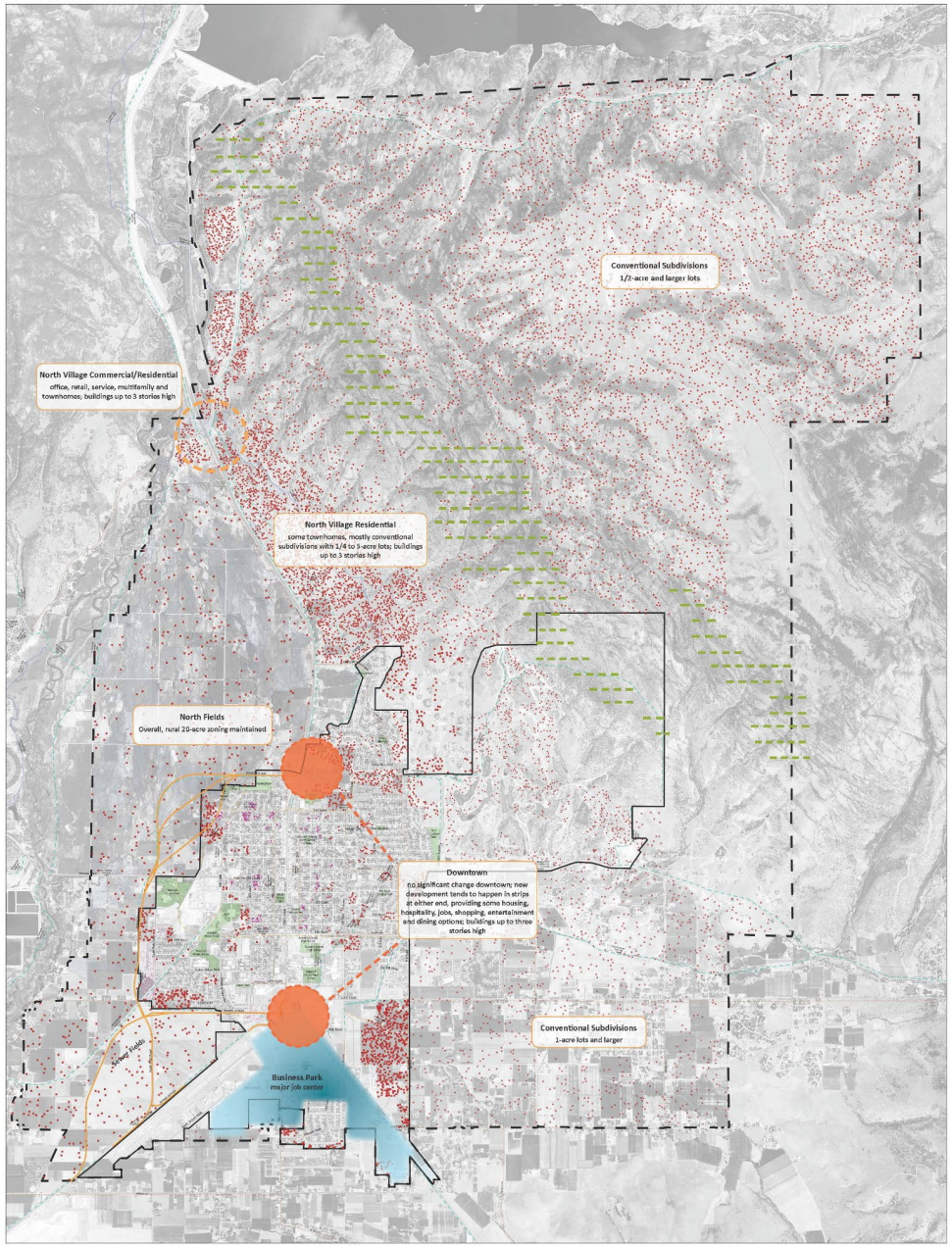


Scenario D:
Destination Centers with Rural Open Space

Scenario A: Bedroom Community (Baseline Projection)

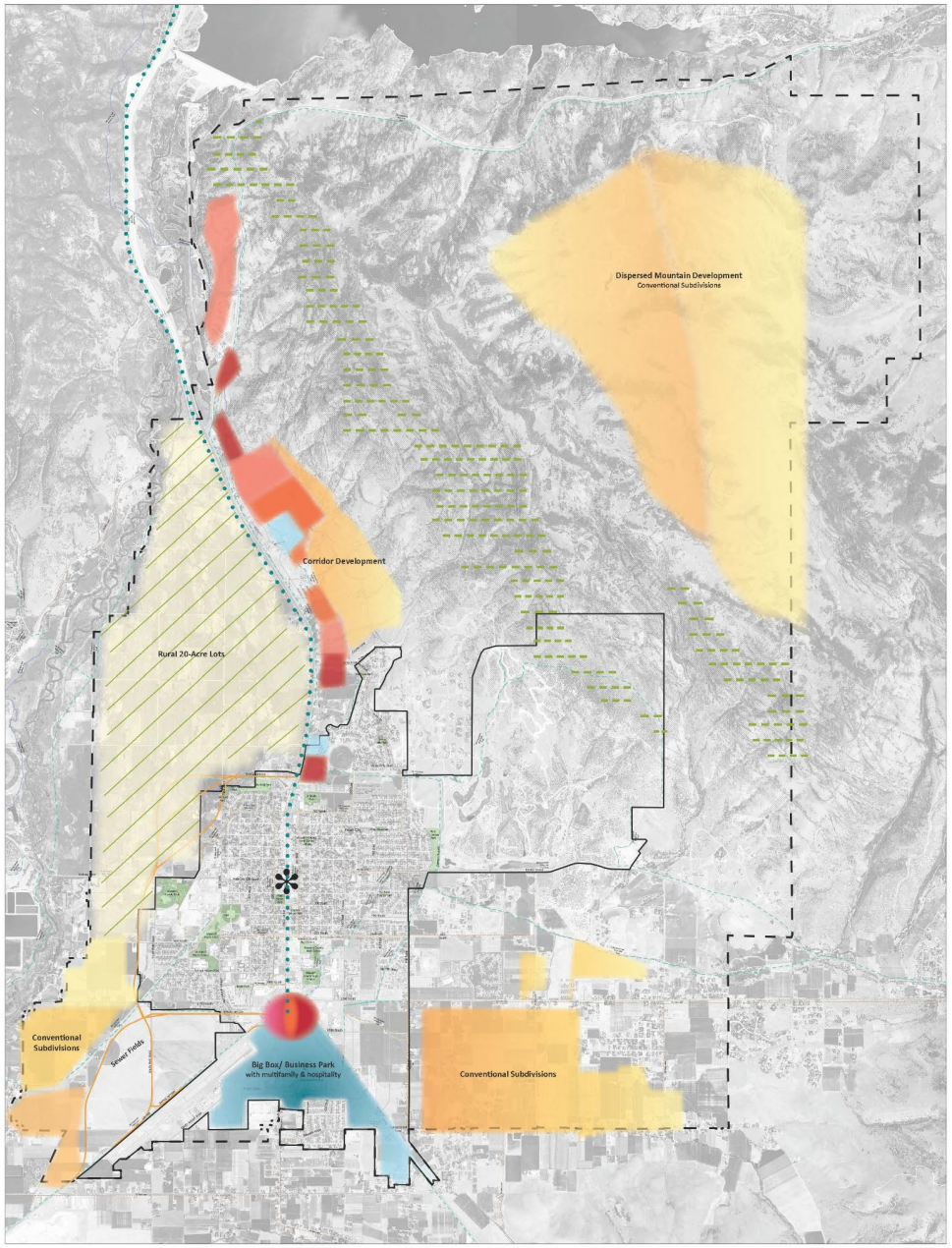
What Heber could be like if trends of last 20 years continue to 2050.

- Dispersed larger lot conventional subdivisions
- Commercial strips and big boxes supply most shopping and employment
- Open space fragmented over time by development, though 20-acre zoning maintained in North Fields
- City trail system built

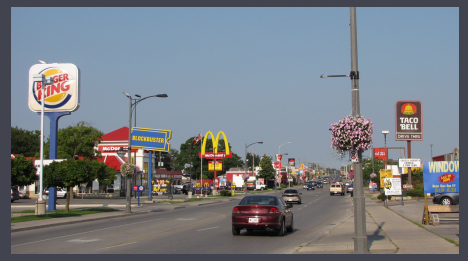


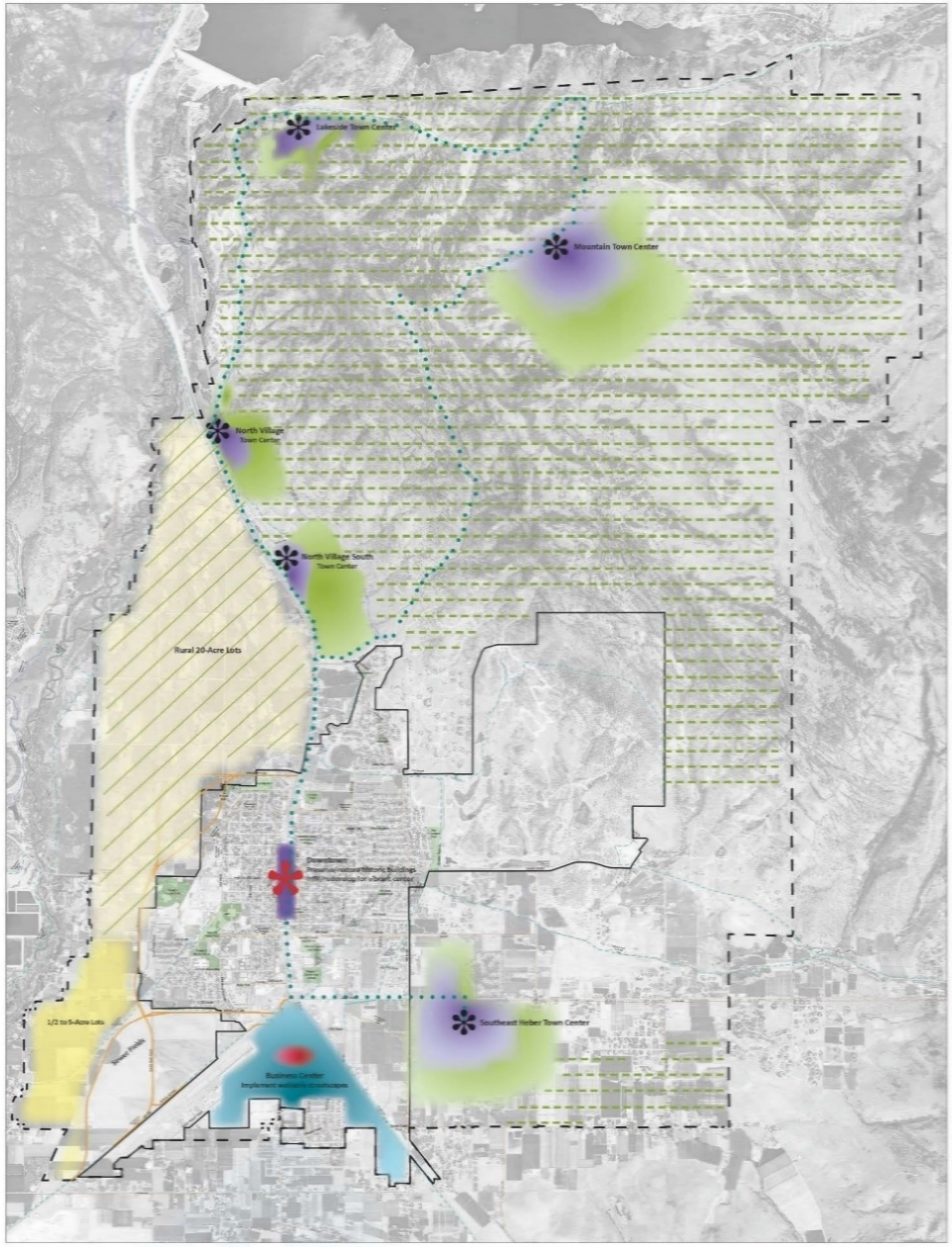
HEBER CITY ENVISION 2050

Scenario B: Corridor Focus



- Housing and jobs focused along the highway 40 corridor
- Larger lot subdivisions in outlying areas
- Open space fragmented over time by development, though 20-acre zoning maintained in North Fields
- City trail system built
- Prioritizes vehicles over pedestrians



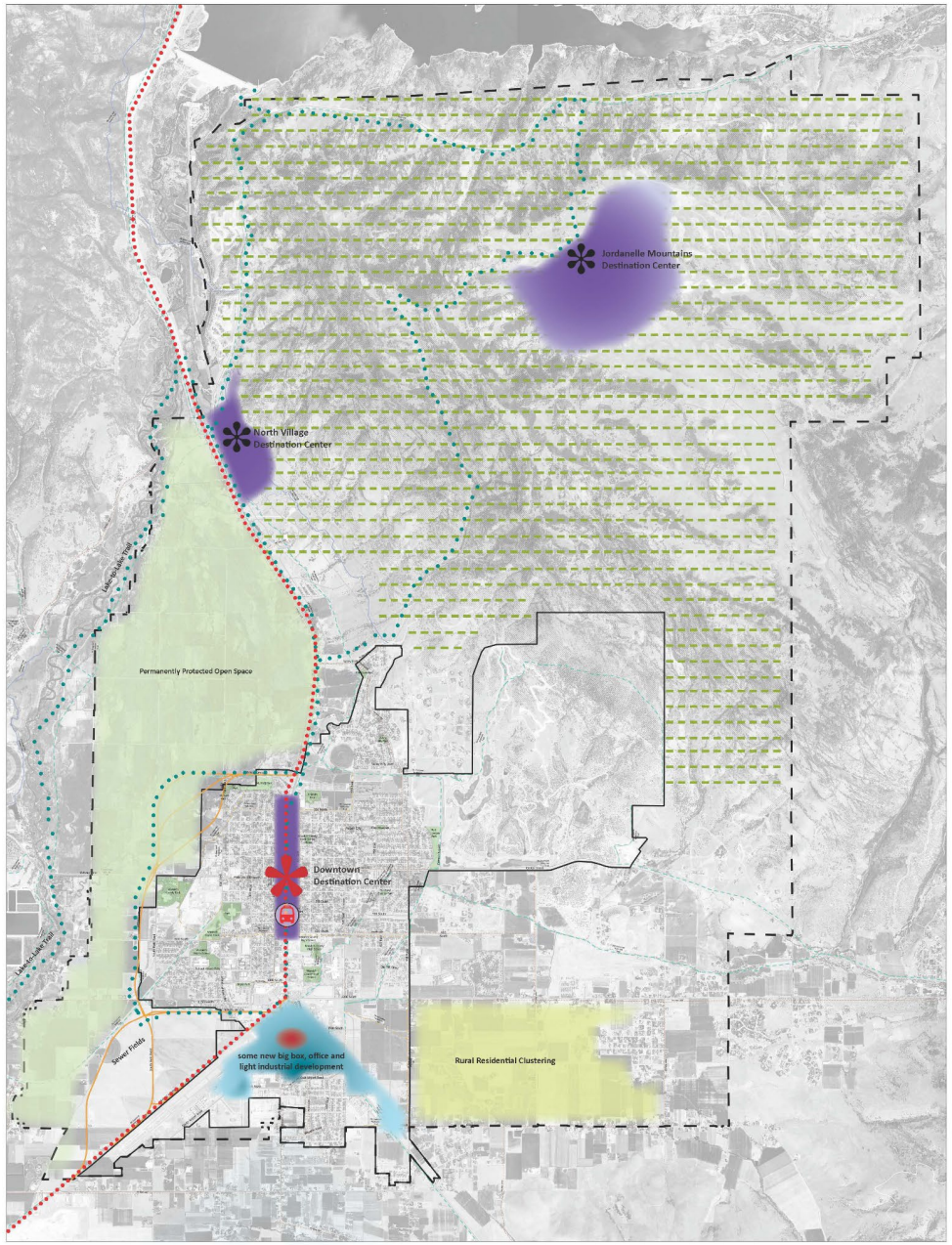


Scenario C: Town Center Clusters with Neighborhood Open Space

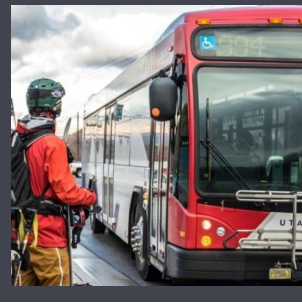
- 6 Walkable Town Centers (live, work, play, learn, eat, stay)
- Neighborhoods with Open Space
  - Flexible lot sizes | housing variety
  - Park | tree-lined sidewalks/trails | community garden
- Major Business Center
- Open Space & Trails
  - North Fields 20-acre zoning
  - Clustered development = significant preservation
  - Walk to parks, plazas and open spaces
  - Trails connect centers (city's planned system also built)

HEBER CITY ENVISION —2050—

Scenario D: Destination Centers with Rural Open Space



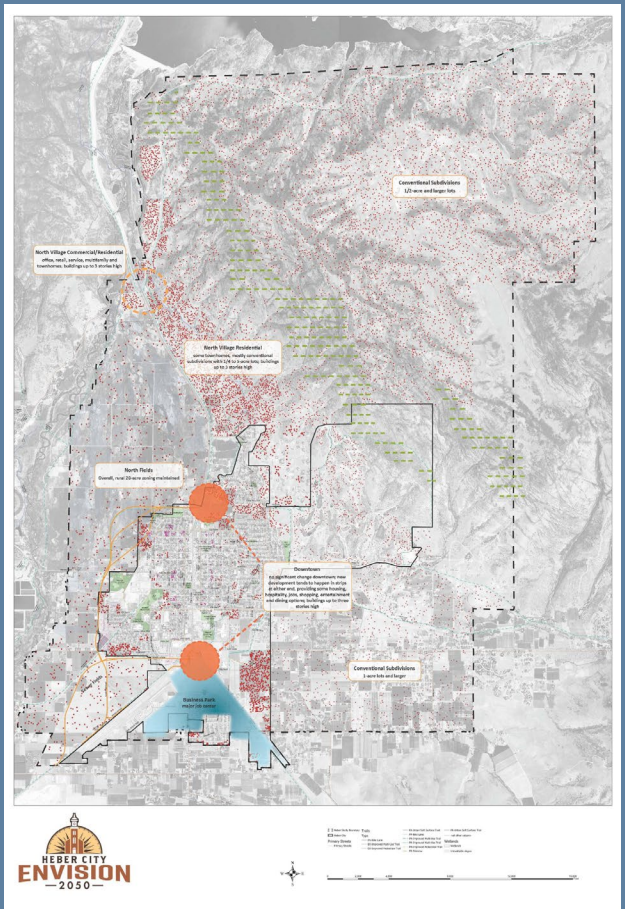
- Permanently preserved open space (mountains, north and south fields)
- 3 Destination Centers (live, work, play, learn, eat, stay)
  - Downtown, North Village, Jordanelle Mountains
- Walk to destinations
- New trails and bus service
- Rural residential clusters



HEBER CITY ENVISION 2050

Trend Scenario

Scenarios Created with Ideas from the Public



Scenario A:
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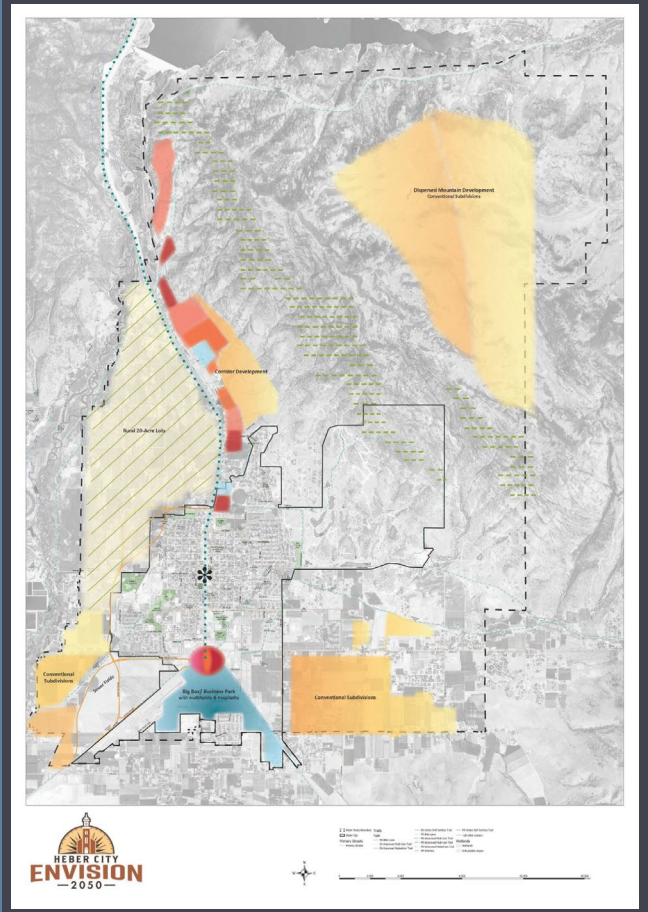
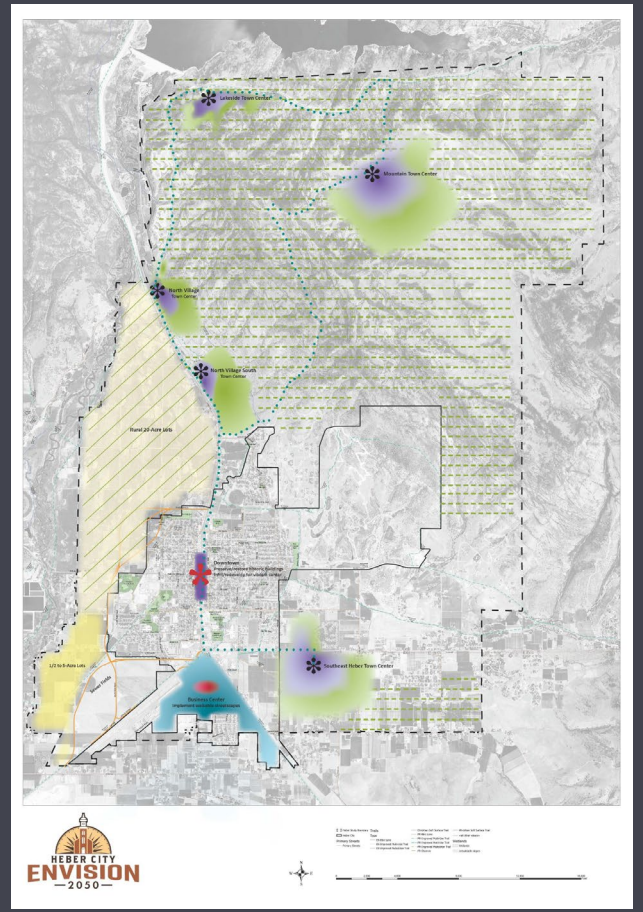
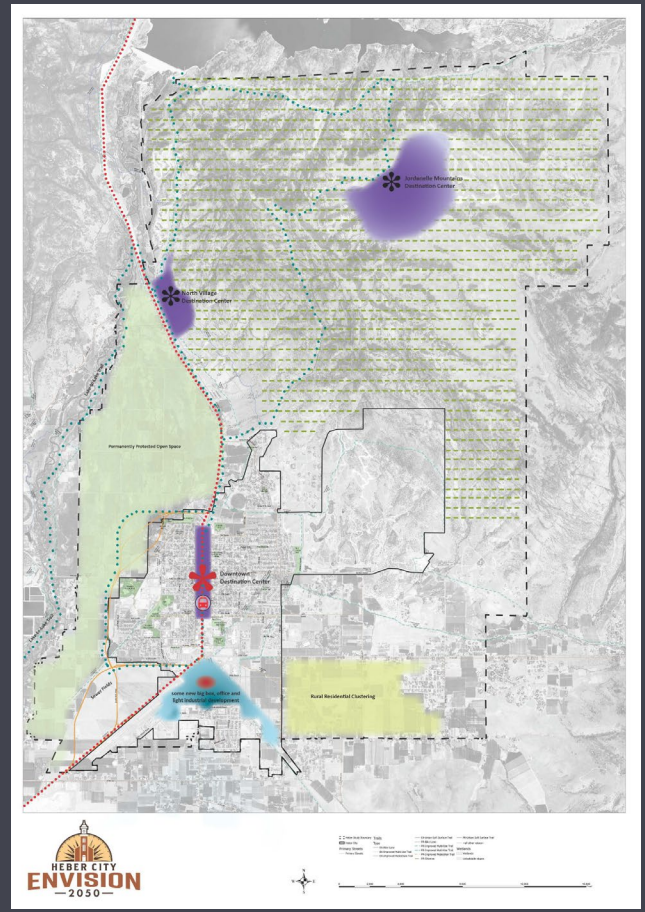


Scenario B:
Corridor Focus



Scenario C:
Town Centers with Neighborhood Open Space



Scenario D:
Destination Centers with Rural Open Space

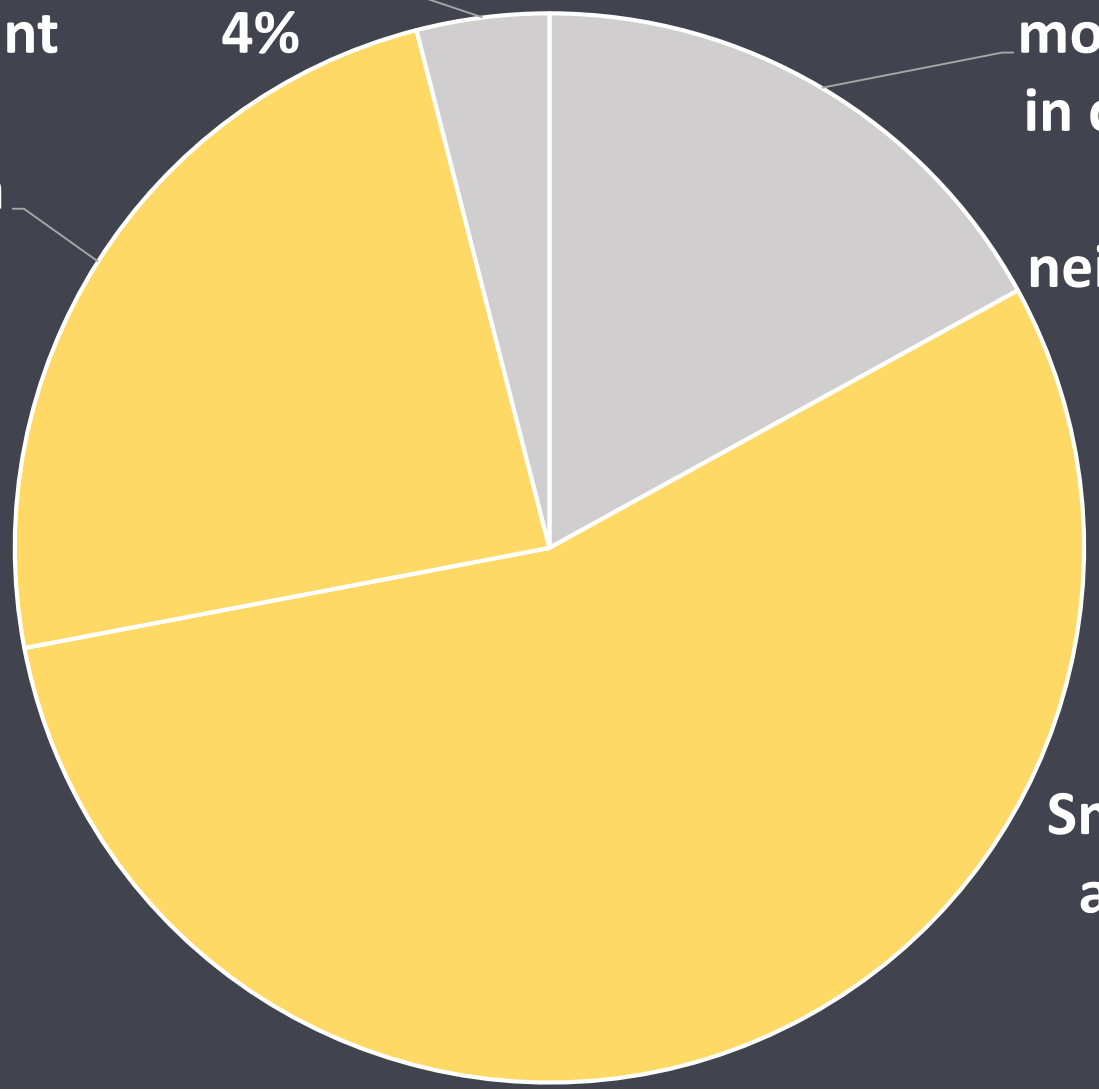
Scenario Shopping

Like Selecting Ingredients to Make a Meal

(Not a Prepackaged Dinner)

What did we learn?

What approach to community life do you prefer?



79% prefer centers

What did we learn?

What approach do you prefer for new development?

9%: Conventional subdivisions

46%: Neighborhoods with open space

44%: Rural residential clusters

What did we learn?

Best approach for <u>affordable housing</u>?

75%: Blend it in

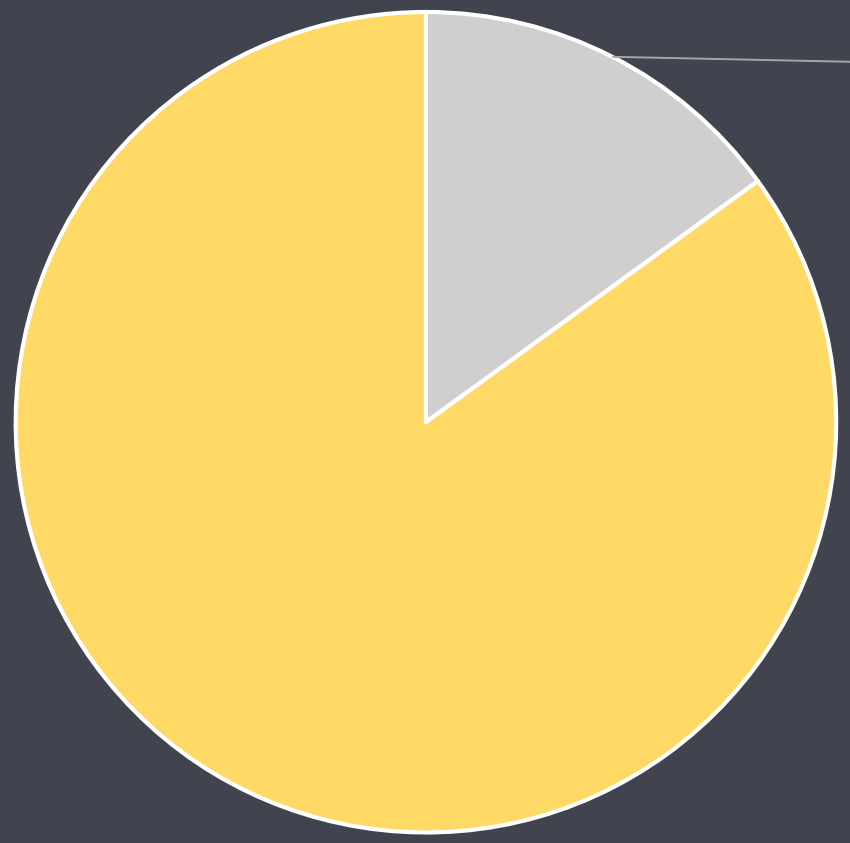
Compact single family, townhomes, apartment homes into neighborhoods (38%) or centers (37%)

25%: Isolate it

Edges of town or along Hwy 40

What did we learn?

Streets: what emphasis do you prefer?



15%: Auto-oriented streets with parking lots lining roadways and buildings toward the…

85%: Walkable streets with sidewalks and street trees, with buildings lining the streets and parking to the side or behind buildings

What did we learn?

Level of support for a bus system?

84%: Support

Fully support (59%) or somewhat support (25%)

What did we learn?

Trail you're most excited about?

66%: Lake-to-lake

Connect Jordanelle and Deer Creek via Provo River

What did we learn?

Approach to <u>economic development</u>?

68%: Attract more family-sustaining jobs

More (48%), substantially more (20%)

33%: Remain a bedroom community

What did we learn?

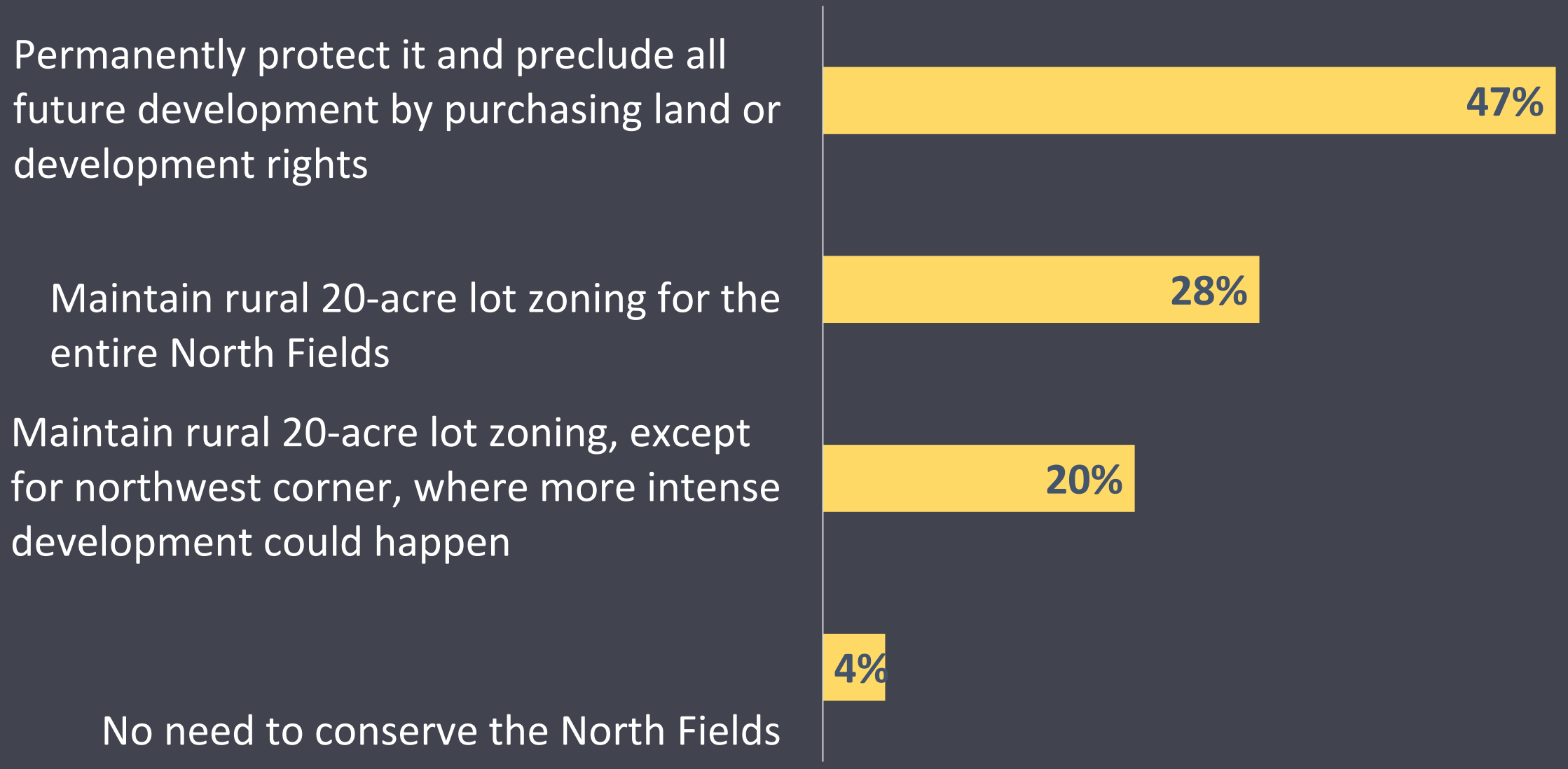
Industries most important to Heber's future?

Top 3

1. Recreation and tourism
2. Agriculture
3. Tech/research & development

What did we learn?

Approach to conserving the North Fields?



What did we learn?

Approach to conserving the Jordanelle Mountains?

23%: Zoning precludes development on slopes over 30%

77%: In addition to precluding development on steep slopes, significant **open space is permanently preserved by clustering** development in town centers

What did we learn?

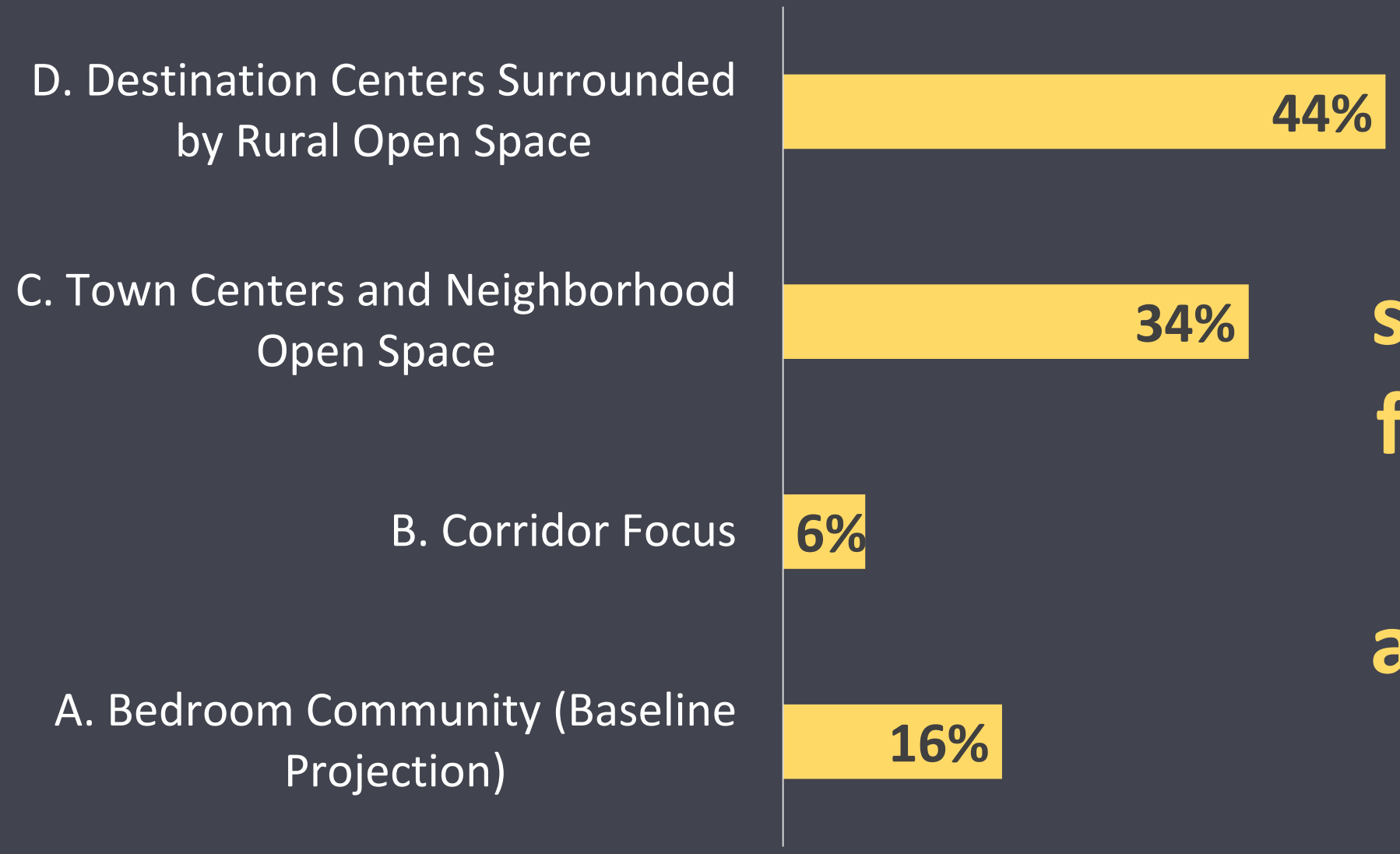
Components that best define “small town”

Top 3

1. Unique character
2. Separation
   (open space between Heber and adjacent communities)
3. Gatherings/gathering places

What did we learn?

Which scenario best preserves "small town" feel?



78% select scenarios featuring centers and open space

What did we learn?

That trend holds…

% that select scenarios C/D featuring centers & open space…

78%: small town feel

78%: goals for open space

77%: goals for preserving Heber's views & scenic beauty

79%: fosters a friendly atmosphere

76%: overall preferred scenario

79%: best addresses needs of future residents

You Envisioned Heber

Your voice. Your vision. Your city.

HEBER CITY
ENVISION
2050

Vision Statement

Heber City is nestled in a green valley, brimming with historic agricultural uses, the beautiful Provo River, and unmatched views of the Wasatch Mountains. Our residents value this beautiful and unique setting and are committed to preserving its character while growing and nurturing our city.

Vision Statement

Together, we desire to:

- preserve the **beautiful open lands** that surround us;
- create **friendly neighborhoods and centers** that **focus** homes, jobs, shopping, and recreation into places where we gather and interact regularly;
- enhance and strengthen **downtown**—the **heart** of our community; and
- grow, promote and diversify our **recreational opportunities**.

Vision Statement

By **focusing** our growth in specific areas, we foster a **vibrant community** and a **quiet countryside**—a place **residents** and **visitors** alike will enjoy for generations to come.

Shared Values

We value:

- Our **people** and the friendly, caring atmosphere that we create together.
- Maintaining a **small town feel** even as we grow.
- An **outdoor lifestyle** and recreational opportunities, with the ability to access and enjoy the lands that surround us.
- The **beauty** of our mountain valley setting.
- A **thriving downtown**, the heart of our city.
- **Proactive planning** to realize the future we envision.

6 Vision Principles

1. Quality Neighborhoods

Heber City's neighborhoods ***thrive*** because <u>all</u> of them are valued for their ***unique character, amenities and context***. Residents with a range of incomes have access to great places to live, and <u>all</u> residential neighborhoods are ***stable, attractive*** options.

Quality Neighborhoods

preserve and **enhance** existing neighborhoods and increase **walkability**

Quality Neighborhoods

walkable new neighborhoods with a variety of **housing options** and shared **open space amenities**

Quality Neighborhoods

rural and mountain **residential clusters** with **most land** in the development reserved for **shared open space**

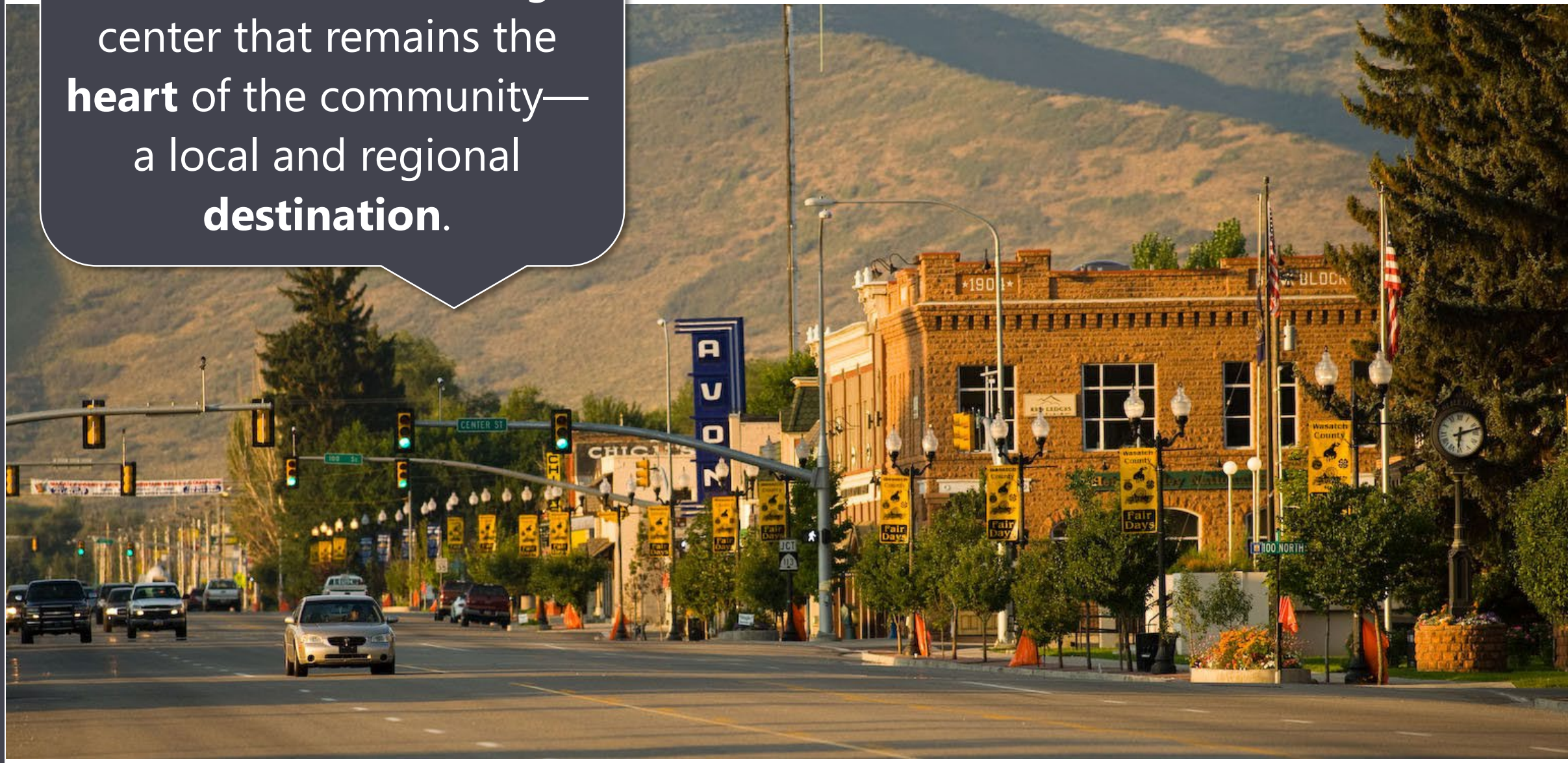
2. Centers and Gathering Places

Centers enable Heber to **maintain a small town feel by focusing new growth** into distinct areas rather than dispersing growth across our city's surrounding open lands.

Centers focus activities, providing a home base for visitors and a "living room" for residents.

Downtown

Downtown is a strong center that remains the **heart** of the community—a local and regional **destination**.



New Centers

New centers— connected to each other and the greater community, offering **walkable access to amenities** and day-to-day needs

3. Open Space and Rural Character

Heber City draws a **distinction between what is city and what is country**, maintaining a distinct city that is surrounded by open land valuable for its beauty, ecology and agricultural function.

Open Space and Rural Character

Partnership: Heber works with neighboring communities and the County on **strategies** to **implement** the **permanent protection** of **farmlands, natural open spaces,** and **rural character**, to keep the distinct separation between communities.

Open Space and Rural Character

cluster development to focus growth and **protect remaining open land** from **dispersed development**

maintain **air quality**

4. Outdoor Recreation, Parks and Trails

For Heber residents, **outdoor recreation** is a lifestyle and a **passion**. Both new and existing homes should have walking access to parks, trails and other outdoor amenities.

Trails connect residents to other neighborhoods, downtown, and new centers.

Outdoor Recreation, Parks & Trails

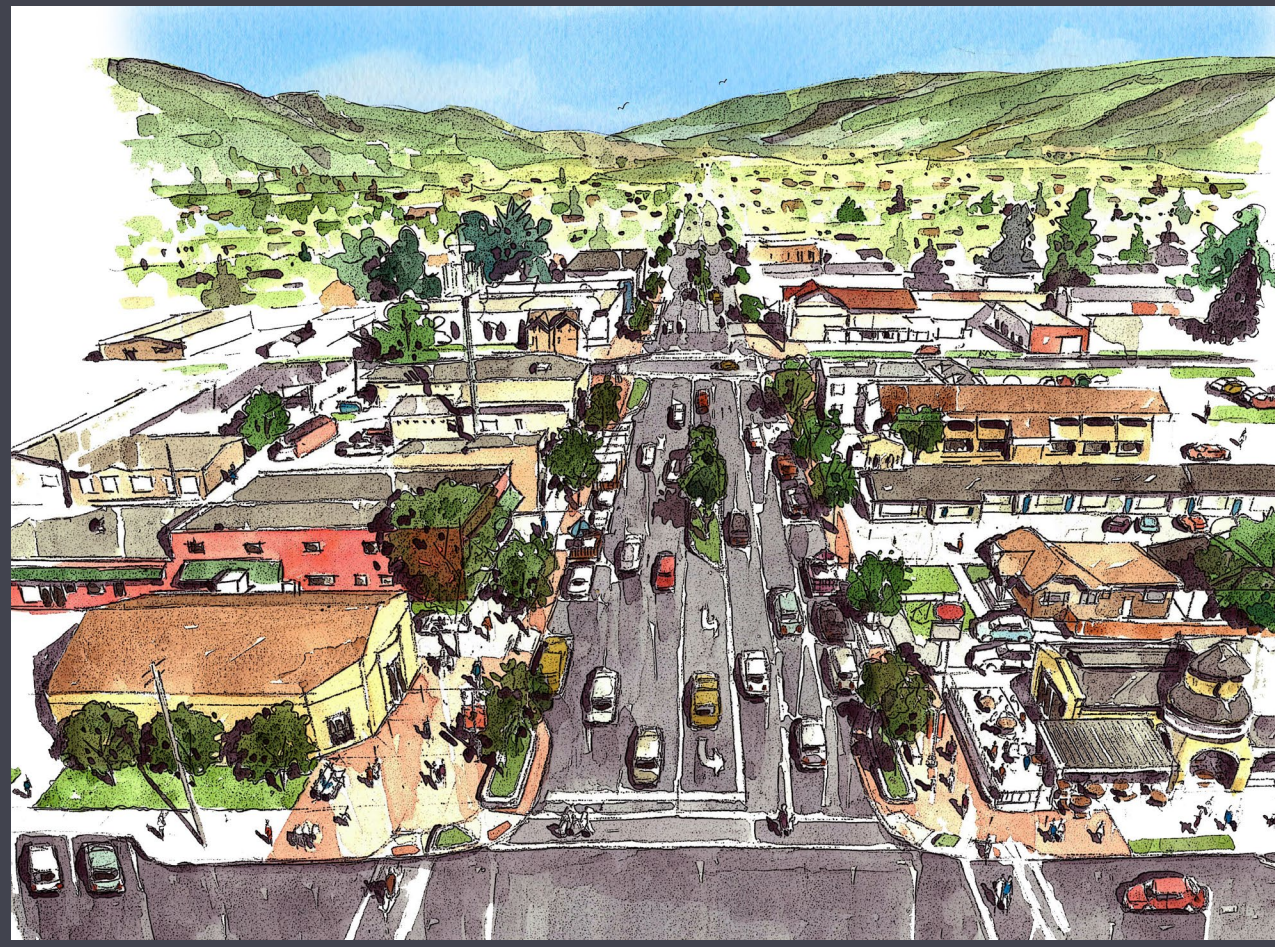
all residents can
walk to a **park**

Outdoor Recreation, Parks & Trails

diverse, accessible, well-maintained **recreational opportunities**

5. Mobility and Streetscapes

Heber's **streets** are **safe** and **inviting** for all travel modes, including pedestrian, bike, car and bus.



walkable streets and a well-connected street **network**

bike routes around town and collaborates with neighboring communities on **regional bike routes**.

a **bus system connects** our city with surrounding cities and nearby regional centers

6. Jobs and Economic Development

Heber's **economic vitality** enables most residents to work in town if they choose. The City **attracts and partners with** employers in key industry sectors to **locate downtown**, in **new town centers**, and in the **business center** on the south end of downtown.

Jobs and Economic Development

environment that supports **local business**

Jobs and Economic Development

supports and **grows** **emerging** industry and opportunities

Jobs and Economic Development

support **agricultural** base and status as **retail** and **entertainment destination**

Vision Map

1. Significant open space preservation
2. Downtown, town centers & business center
3. Neighborhoods with open space
4. Rural residential clusters
5. Trails
6. Bus Service

HEBER CITY ENVISION —2050—

Heber City Vision Map

This map illustrates one plausible way the vision principles could be applied between now and 2050.

VISION

Heber City is nestled in a green valley, brimming with historic agricultural uses, the beautiful Provo River, and unmatched views of the Wasatch Mountains. Our residents value this beautiful and unique setting and are committed to preserving its character while growing and nurturing our city. Together, we desire to:

- **preserve the beautiful open lands that surround us;**
- **create friendly neighborhoods and centers that focus homes, jobs, shopping, and recreation into places where we gather and interact regularly;**
- **enhance and strengthen downtown—the heart of our community; and**
- **grow, promote and diversify our recreational opportunities.**

By focusing our growth in specific areas, we foster a vibrant community and a quiet countryside—a place residents and visitors alike will enjoy for generations to come.

Town Centers:

Overall Character: walkable streets with sidewalks, street trees and outdoor gathering areas; buildings front the street with parking on street or behind buildings

Destination Downtown: While preserving/restoring historic buildings, downtown sees significant infill and redevelopment, which provides housing, jobs, shopping, entertainment, dining options, and hospitality/hotel. Buildings may feature lower level retail or commercial and upper level offices, housing and hotel rooms. Downtown is a major center for housing and quality jobs.

North Village: The village features day-to-day services and shopping, hospitality and recreation amenities; center includes clustered, walkable neighborhoods with housing in a range of densities, lot sizes and types.

Jordanelle Town Centers: Mountain destination centers with day-to-day services and shopping as well as recreation amenities; center includes housing in a range of densities, lot sizes and types.

more intense (some buildings 3-5 stories) — *less intense (townhomes, small lot single family)*

Walkable Business & Light Manufacturing / Town Center

Job center south of downtown with hospitality, office, R&D/light industrial, and some big box built to front attractive, walkable streetscapes. Buildings up to three stories high. Also includes town center amenities and living, nearby neighborhoods with open space.

Light Industrial/R&D — *Retail/Big Box* — *Office* — *Hospitality* — *Town Center*

Neighborhoods with Open Space:

Subdivisions that typically include flexible lot sizes, a mixture of housing types, and open space, including a prominent park, tree-lined sidewalks or trails and, perhaps, a community garden or small plot farm, equestrian facility, or other common open space use.

Character: emphasizes common open space with generally smaller backyards; likely to walk to recreational amenities and to town centers for to day-to-day needs

more intense (up to 1/10 acre lots) — *less intense (up to 1/2 acre lots)*

Rural Residential Cluster

New rural residential clusters feature housing on about 25% of lands, while permanently preserving approximately 75% as open space, which could be used for farming, shared equestrian facilities, etc.

approximately 75% preserved open space, 25% housing

Open Space Preservation:

permanently protected open space — *open space preserved by clustering development in destination centers*

North and South Fields are permanently protected. Land or development rights are purchased, and conservation easements are placed, precluding future development.

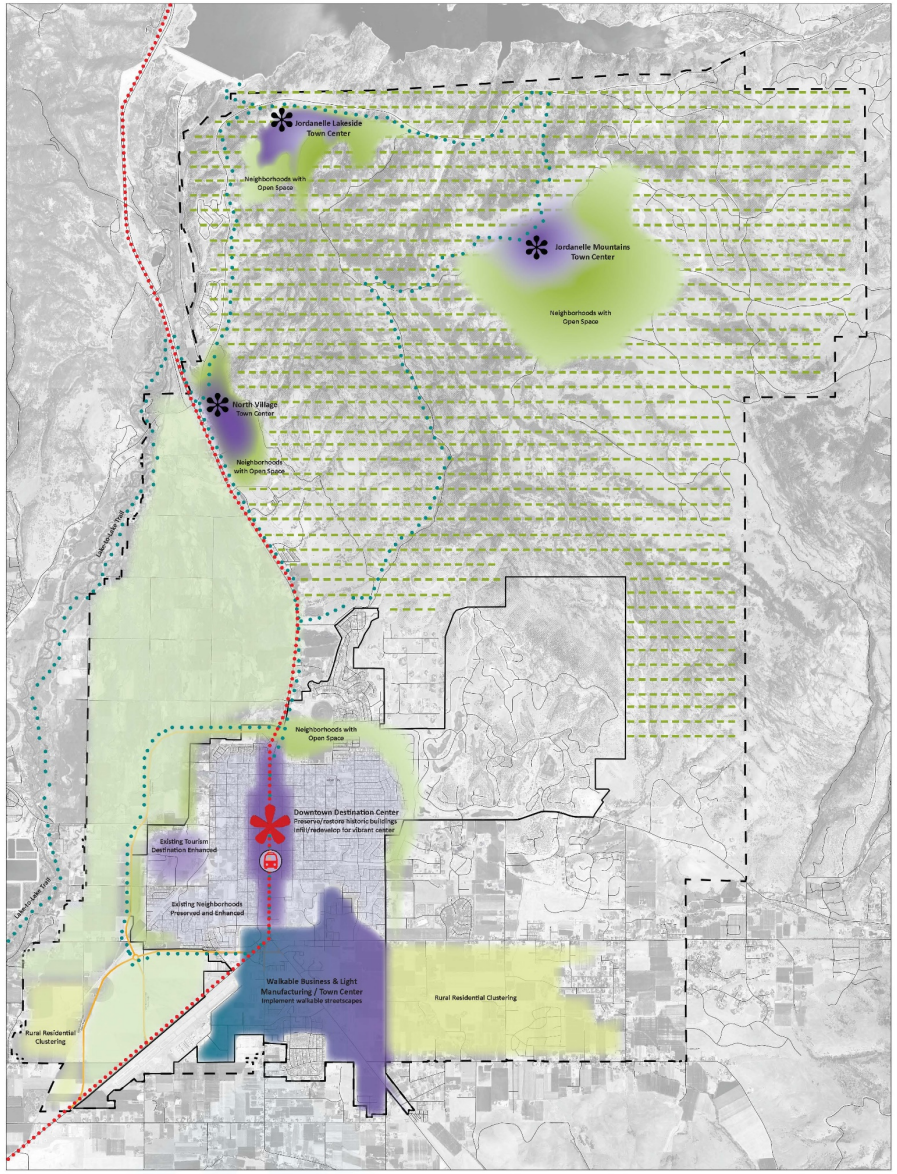
Mountains: Ridgelines, slopes, canyons and portions of mountain valleys are preserved through zoning, which precludes development on slopes over 30%, and clustering of development into centers.

Trails: emphasis on long, linear trails, including a lake-to-lake trail along the Provo River

lake-to-lake trail via Provo River, trails connecting destination centers

trails identified in city master plan (see map legend, bottom right)

Bus Service: runs between Park City, Heber, and Provo; transit hub in downtown Heber



HEBER CITY ENVISION —2050—

You Envisioned Heber

Your voice. Your vision. Your city.

HEBER CITY
ENVISION
2050

Public Visioning & General Plan Process

1

Public Workshop
(Brainstorm)

2

Open House
Land Use Alternatives

3

Vision Celebration

Begin General Plan Process

We are here!

4

General Plan Adoption
2020 Implementation
(through ordinance updates and new programs)

How does the General Plan use the Vision and Vision Principles?

- Map starts the conversation about future land use – GP provides more detail
- Principles for the basis for each chapter
- Goals and strategies to achieve the Principles
- These issues, that we turned into principles come from the process, where everyone has helped, to form the foundation of the plan

- **Required by State Law** – **Title 10-9a-403 for Cities –** Future land use, Transportation, Housing
- Advisory document
- What direction is needed on our "big issues"?
- Community input on reaching toward a future that the community wants to achieve
- ***Desired future usually does not happen without a conscious effort***
  - Helps to understand your values
  - Helps to establish policy direction
  - Helps to establish priorities

Timeline – where are we headed?

- September – short survey (design/ visual preferences), crafting the detail of the General Plan, using the Vision Principles as the foundation
  - Goals and strategies to achieve those vision principles
- October 9th open house for actual Plan proposals
- October 29th – Planning Commission workshop
- November 20th - Planning Commission Public Hearing
- December 3rd - City Council meeting and "possible" adoption
- 2020 Ordinance and programmatic updates

Table Activities

Open House Tables

- Vision map and principles
- Town centers
- Historic Core
- Major Streets
- Trail connections
- Small town feel options
- Neighborhoods with open space /clustering (housing affordability)

- Public start of the General Plan phase
- Opportunity to provide input on more specific issues

Questions at the Tables (please)
Table Time!

HEBER CITY
ENVISION
2050

Thank you for coming!

Vision Celebration and General Plan Kick Off

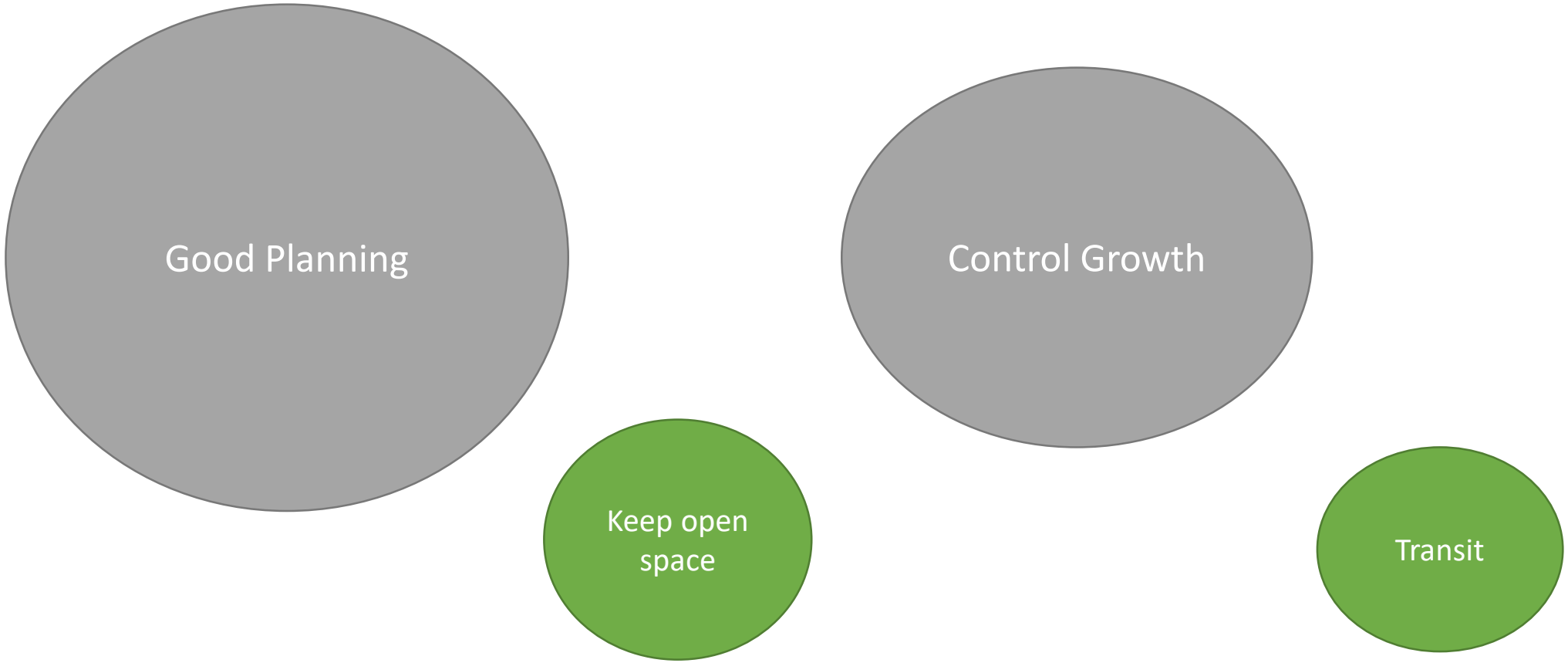
Presentation begins at 6:10 pm.

HEBER CITY
ENVISION
2050

Workshop Values Summary

March 20, 2019

How can Heber stay a great place and accommodate growth?



What do you love the most about Heber?

Open Space

View/Beauty

Small Town Feel

Climate
Clean Air

People

Nature
Setting
Access

What do you want to preserve or enhance?

Open space

Small town feel/rural feel

Beauty/ views

What makes Heber Unique?

The Setting/ Views

Friendly People/Long Term Residents

Small Town feel/ Good values

Open Space

What would you like to see more of?

Trails

Open space

Small Business Opportuni-ties

What would you like to see less of?

Traffic/Trucks

Less high density

Less Growth

Composite/Summary Consensus (just numbers)?

- Open space preservation is found in 5 of the 6 questions and has the highest point total – 81
- Views/setting is found within 3 questions – 55
- Traffic/trucks is only found in one question – 41
- Small town feel is found in 3 questions – 36
- People are found in 2 questions – 24
- General growth and restricting housing growth were issues in 2 questions – 23 each
- Trails were emphasized in one question - 22
- Need for planning was found in one question – 18