

Heber Vision, General Plan, and Ordinance Work

American Planning Association, Utah Chapter, Fall 2021 Conference



Signs the General Plan is Out of Touch

September 10, 2021

Obsolete

- Old: 2003 adoption, 15 years out of date
- Business as usual
- Based largely on the 1973 General Plan
- Lengthy: 165 pages
- Lacking strong vision
- Lacking graphics

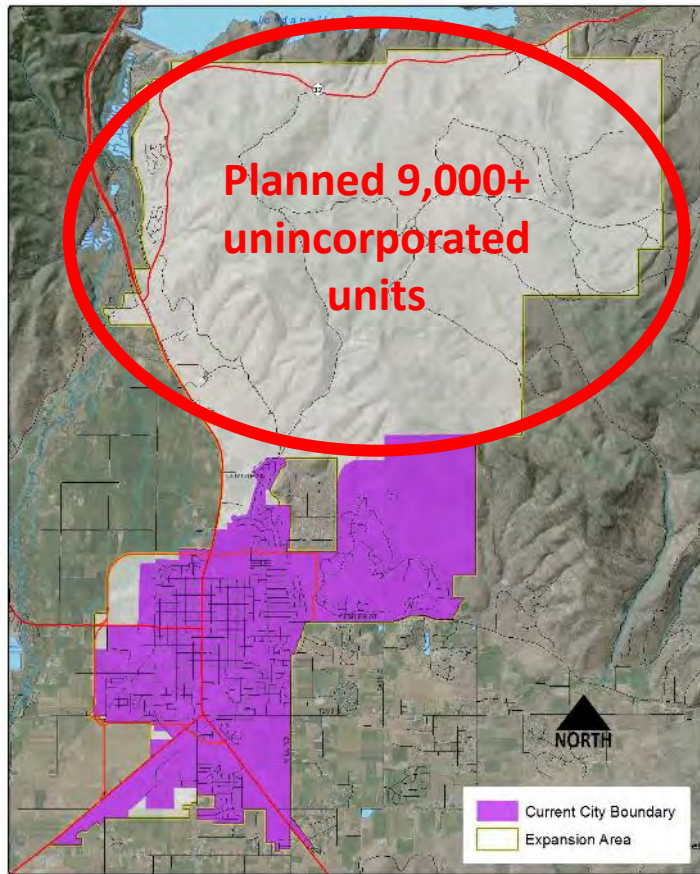
HEBER CITY GENERAL PLAN

Future Vision 2020



Surrounding Area

- Didn't address nearby unincorporated growth



Development	Approval	Approval	Expiration	ERUs	Acres	Development Type
North Village Views	Master Plan	8/20/08	3/20/20	208.00	33	SFD, TH, Condo
Wingate	Master Plan	9/17/08	7/1/20	114.00	11.62	TH, Commercial
Commons	Master Plan	12/16/09	7/1/20	315.00	46.14	SFD, TH, Commercial
Benloch Ranch	Master Plan	2019	7/1/20	2046.00	2345	SFD, TH, Condo, Comm.
North Village Crossings	Preliminary	8/21/13	9/24/20	359.93	57	225k retail, hotel, apt, TH
North Village Resort	Preliminary	11/16/16	11/17	370.00	39	262k retail, hotel, theater
Commons (Res.)	Preliminary	9/11/19	1/23/20	313.00	114	SFD, TH
Sorenson	Master Plan, MDA	2017	?	5298.00	8942	Retail, SFD, TH, condo, hotel
College Downs	Plat	4/15/04	N/A	190.00	17	Retail, condos
TOTALS				9,214	11,605	

Lack of Importance

- No celebration of the General Plan
- A “shelf filler” plan
- No buy-in from public
- No buy-in from City
- No tie into City policies



Irrelevant

- Didn't address issues of importance to the community
 - Trails
 - Open space
 - Growth
 - Dark Sky
 - Agriculture



Weak Implementation

- Only minor code band-aid updates
- Few and vague prescribed code updates



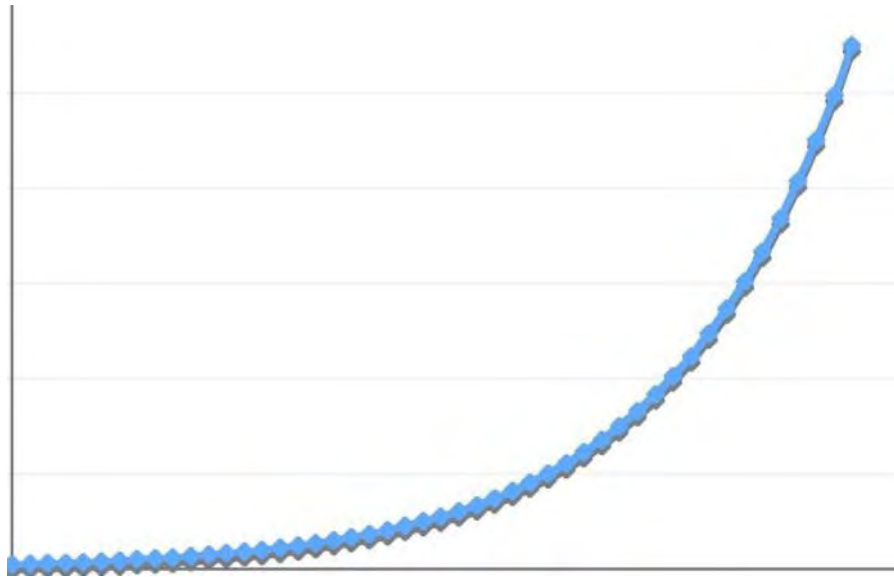
The Unknown Document

- Not referenced by policy makers
- Not referenced by staff
- Not referenced by public
- Unclear future path
- Frequent misquotes



Rapid Growth

- 2000: 7,281
- 2010: 11,362
- 2020: 18,250



Why a New General Plan?

- Address surrounding growth
- Identify relevant issues for code updates
- Identify and address new trends
- Maintain community relevance



A Two-Part Process:

1. Visioning
2. General Planning



Why do visioning?

To help the public and today's decision makers understand the long-term consequences of the choices they make now.





Why do visioning?

To inform our general plan, which guides the growth and development of our city.



A Public Stakeholder Process

1. Research and information to the public
2. Broad public input
3. Builds plans directly from public input
4. Transparent
5. Builds momentum for implementation

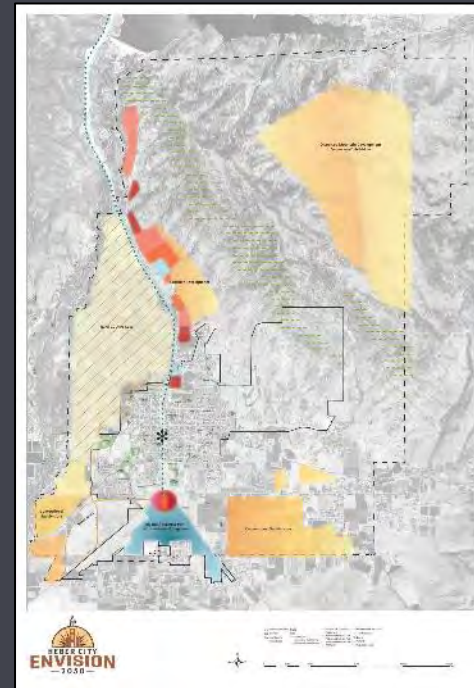


A Scenarios Process

Contrast today's choices by showing long-term consequences



Trend Scenario



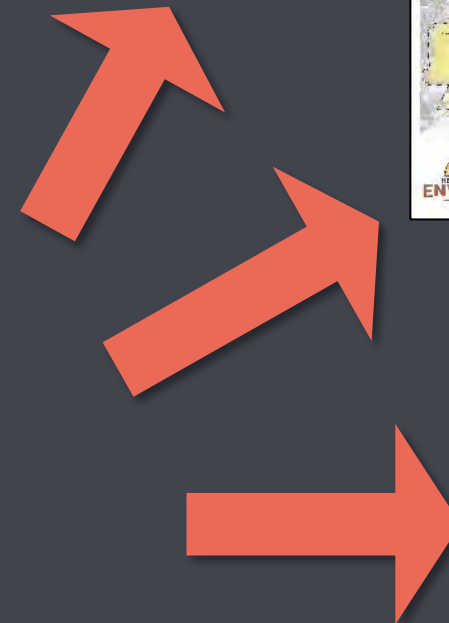
Scenario B



Scenario C



Scenario D



Scenarios created with ideas from the public

A Practical Vision

Process

- Identifies, honors and addresses values and “big ideas/issues”
- Yields vision map, statement, and guiding principles

Vision statement and principles

- Open and guide sections of your general plan
- Become a standard to weigh current decisions against
- Are we becoming what we want to become?



Public Visioning & General Plan Process

1

**Public Workshop
(Brainstorm)**

Analysis/Scenario Development

2

**Town Hall Meeting
(Express Preferences)**

Draft Vision Development

3

**Vision Celebration
(Consensus)**

Vision and Guiding Principles

4

**Implementation
(Ready, Set, Action!)**

General Plan

A Steering Committee Guides the Process

1. Respected community-minded leaders committed to the process
2. Serve as champions and ambassadors
3. Keep things true to the process
4. Review and feedback on all materials developed for the public



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

MATT PARKER

KEITH RAWLINGS

DAVID RICHARDS

RYAN STACK

RYAN STARKS

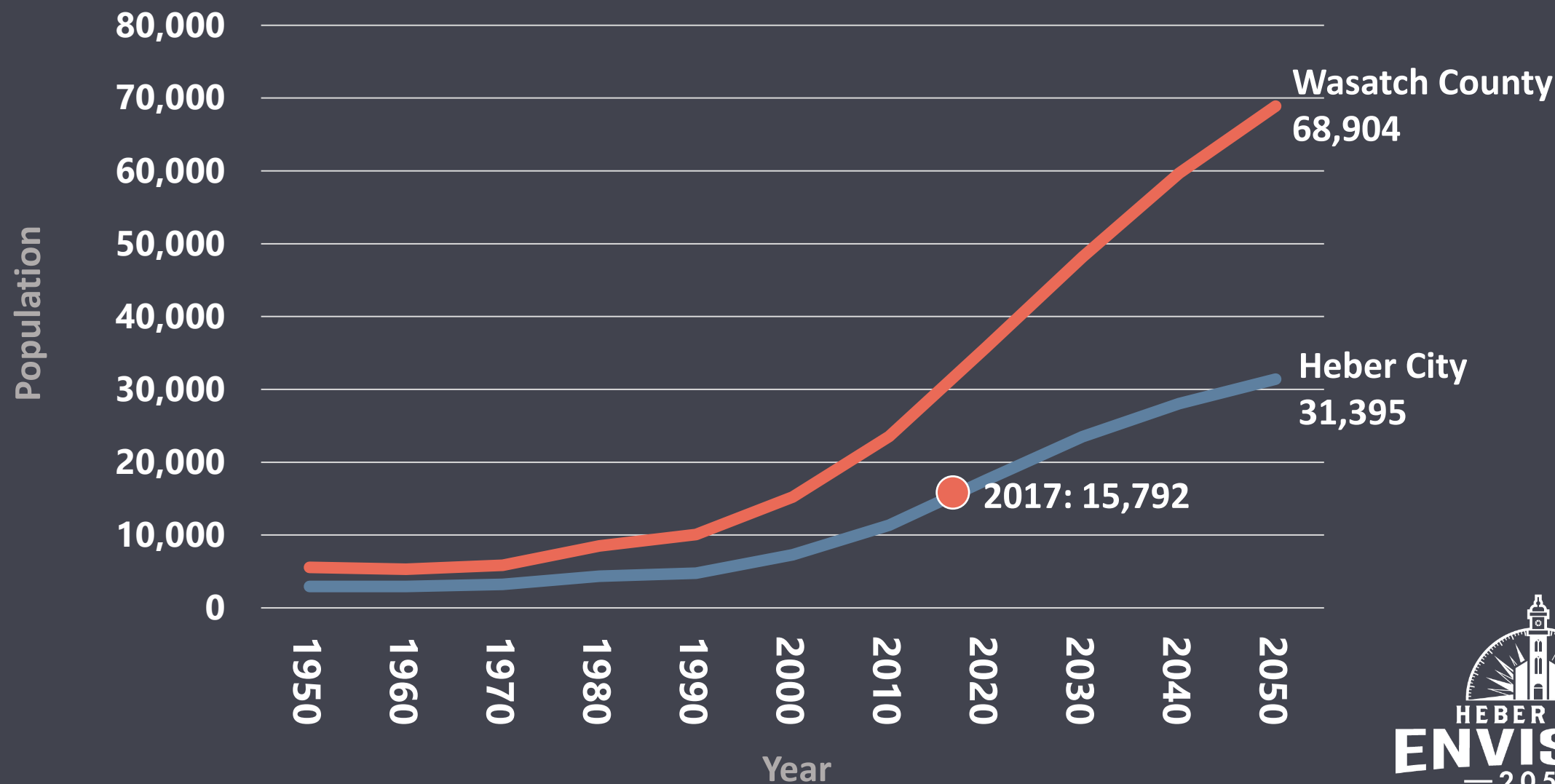
TOM STONE

DON TAYLOR

DEBRA WEST



Heber City: A Context of Growth

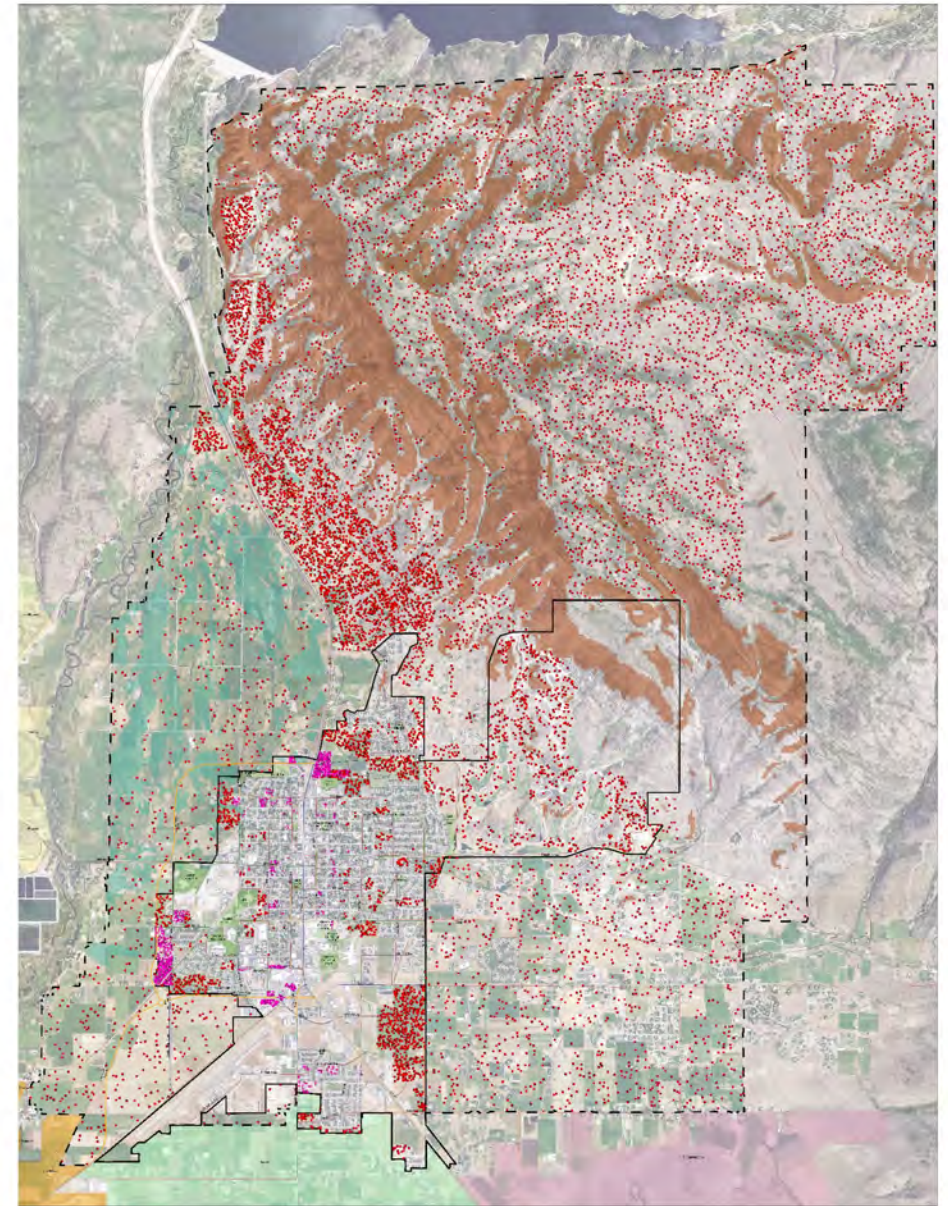


Heber 2050

Trend Scenario

12,900 new households

*Are we growing in the way
we want to grow?*



BASELINE SCENARIO
(BUSINESS AS USUAL)



Public Visioning & General Plan Process



Public Workshop (Brainstorm)

Analysis/Scenario Development



Town Hall Meeting (Express Preferences)

Draft Vision Development



Vision Celebration (Consensus)

Vision and Guiding Principles



Implementation (Ready, Set, Action!)

General Plan

Public Process: Hundreds of Citizen Voices

1. 3 public meetings
2. Huge online and social media presence
3. Significant print/radio presence
4. 700+ Survey responses (350+ weighing in on scenarios)



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 the public tell us?

(This is what matters!)



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



Big Ideas

Open Space/Rural Character Preservation



Trails



Centers (New & Historic)



Downtown Enhancement



Neighborhoods with Open Space



Small Town Character (Even as We Grow)

Public Visioning & General Plan Process



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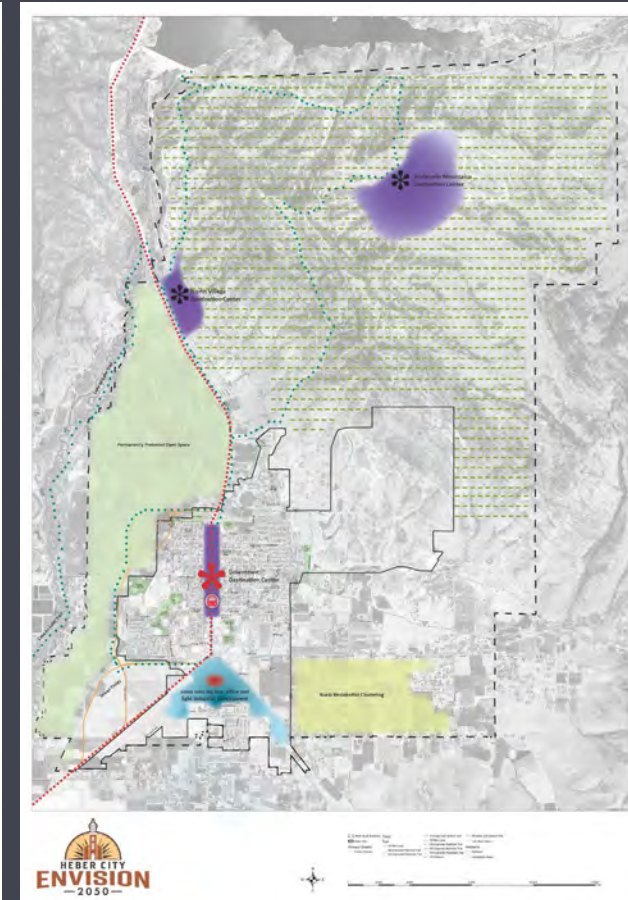
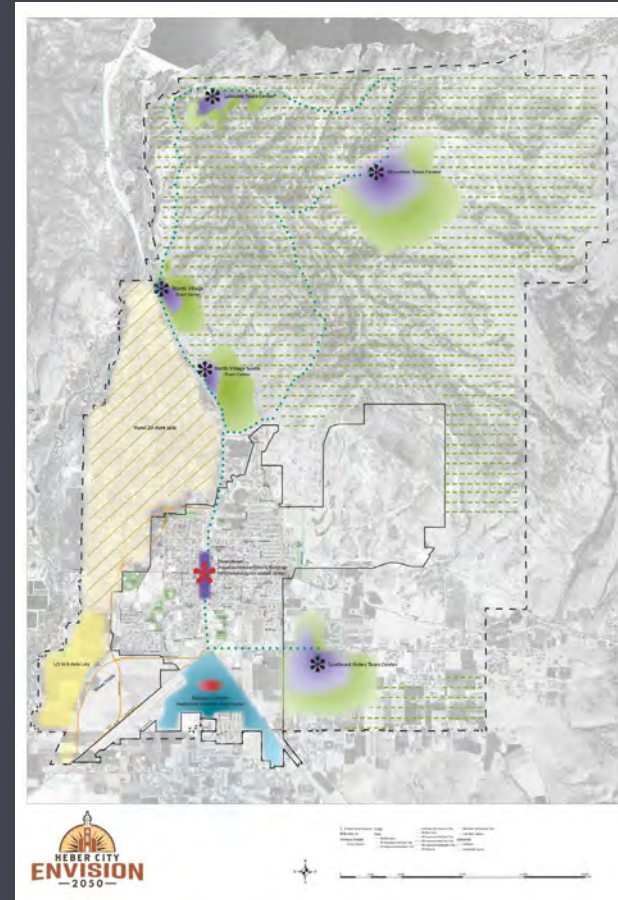
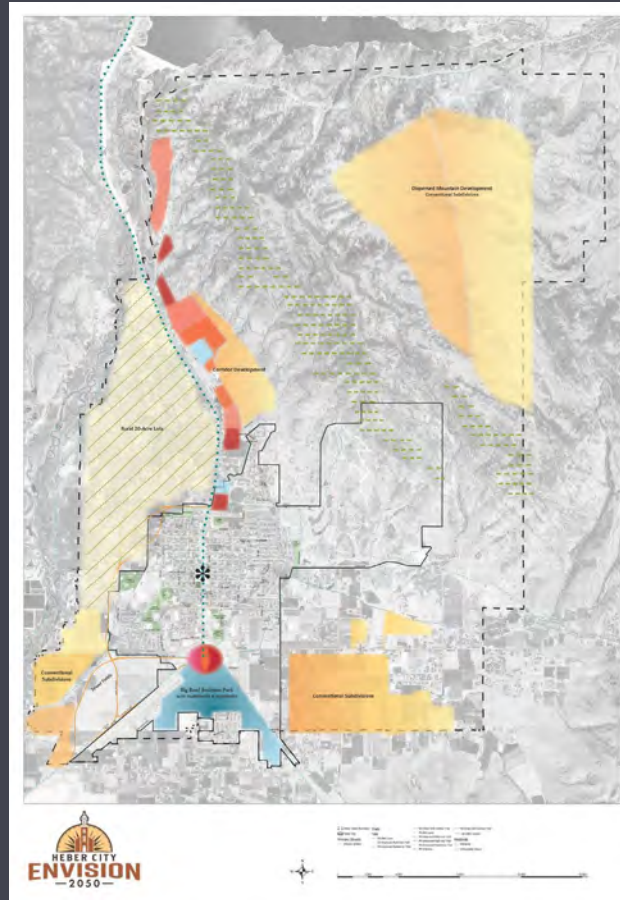
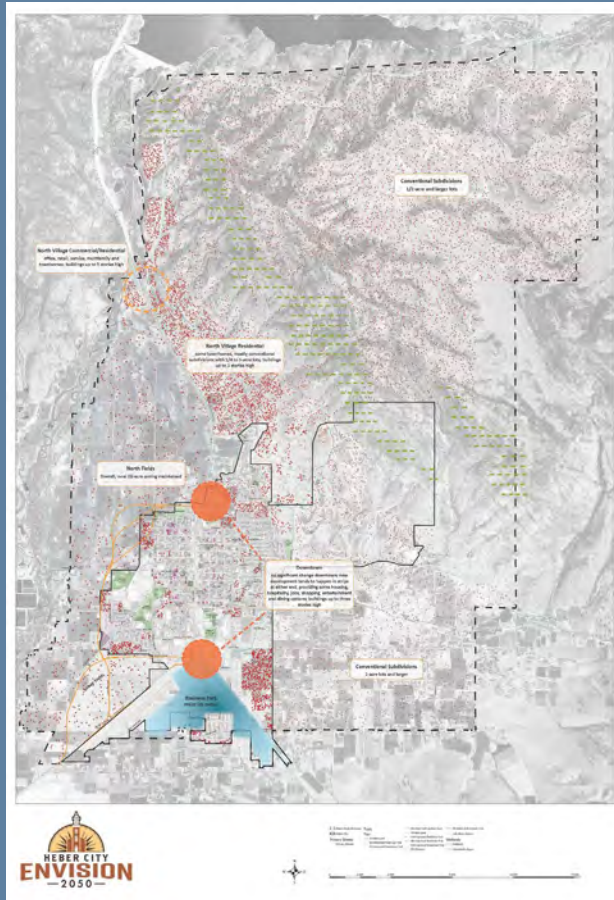
Heber's Scenario Process

trend scenario + scenarios
created from public's ideas



Trend Scenario

Scenarios Created with Ideas from the Public



Scenario A:
Bedroom Community (Baseline Projection)

Scenario B:
Corridor Focus

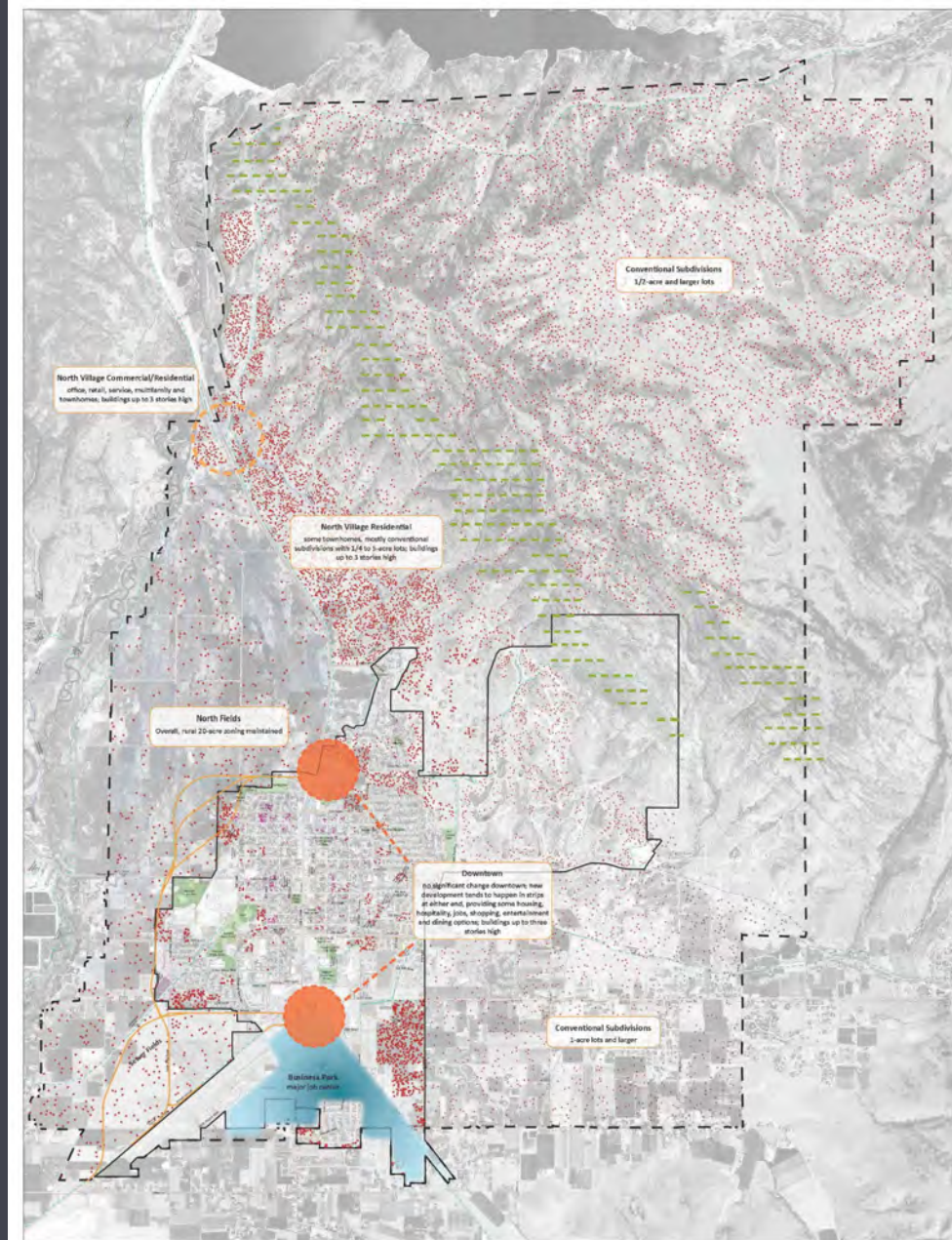
Scenario C:
Town Centers with Neighborhood Open Space

Scenario D:
Destination Centers with Rural Open Space

Scenario A: Bedroom Community (Baseline Projection)

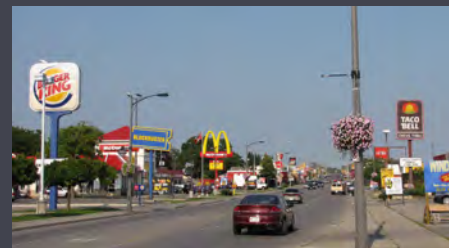
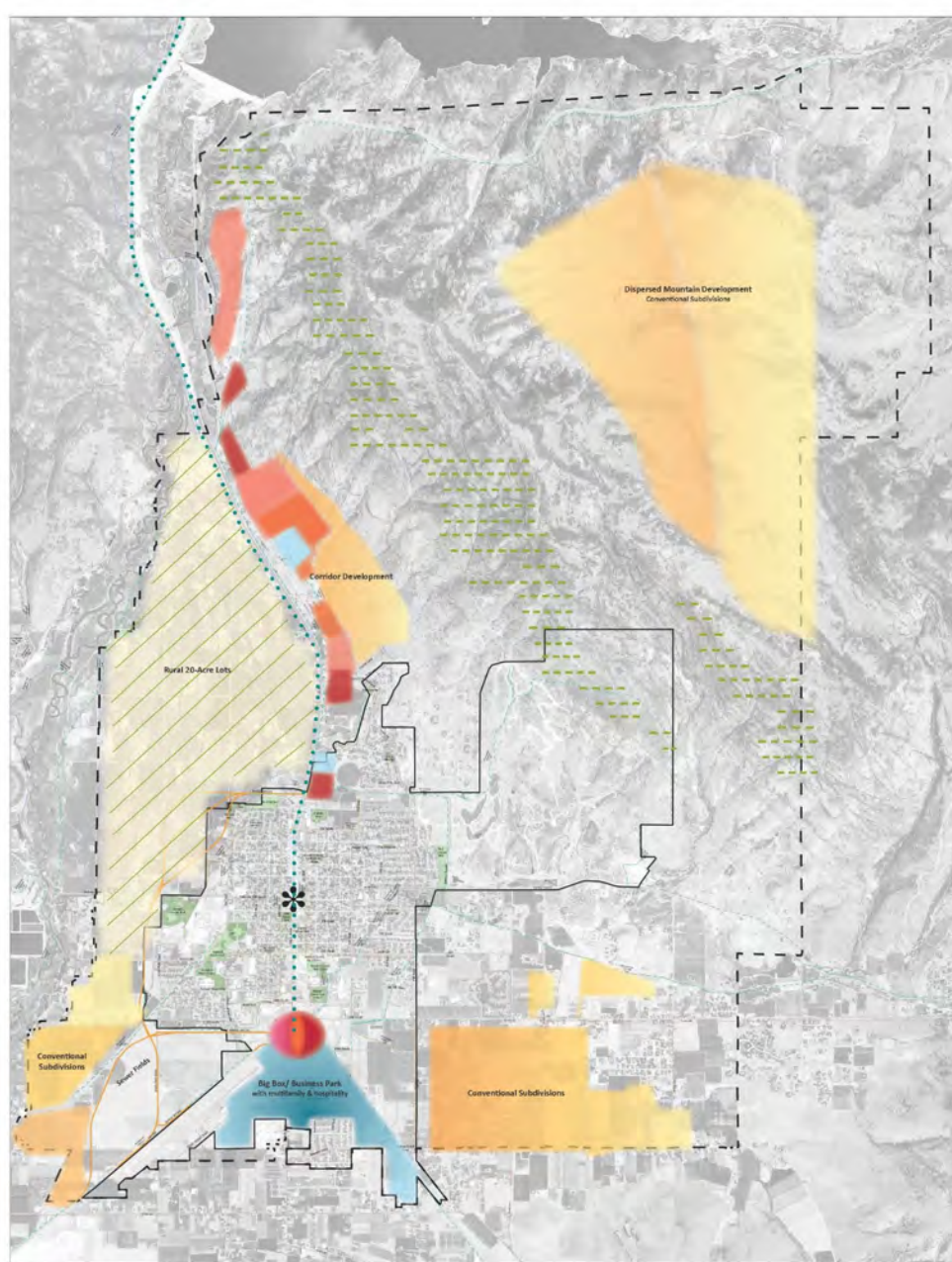
Trends continue—what Heber could be like if trends of last 20 years continue to 2050.

- Dispersed larger lot subdivisions
- Commercial strips and big boxes
- Open space fragmented over time by development
- City trail system built



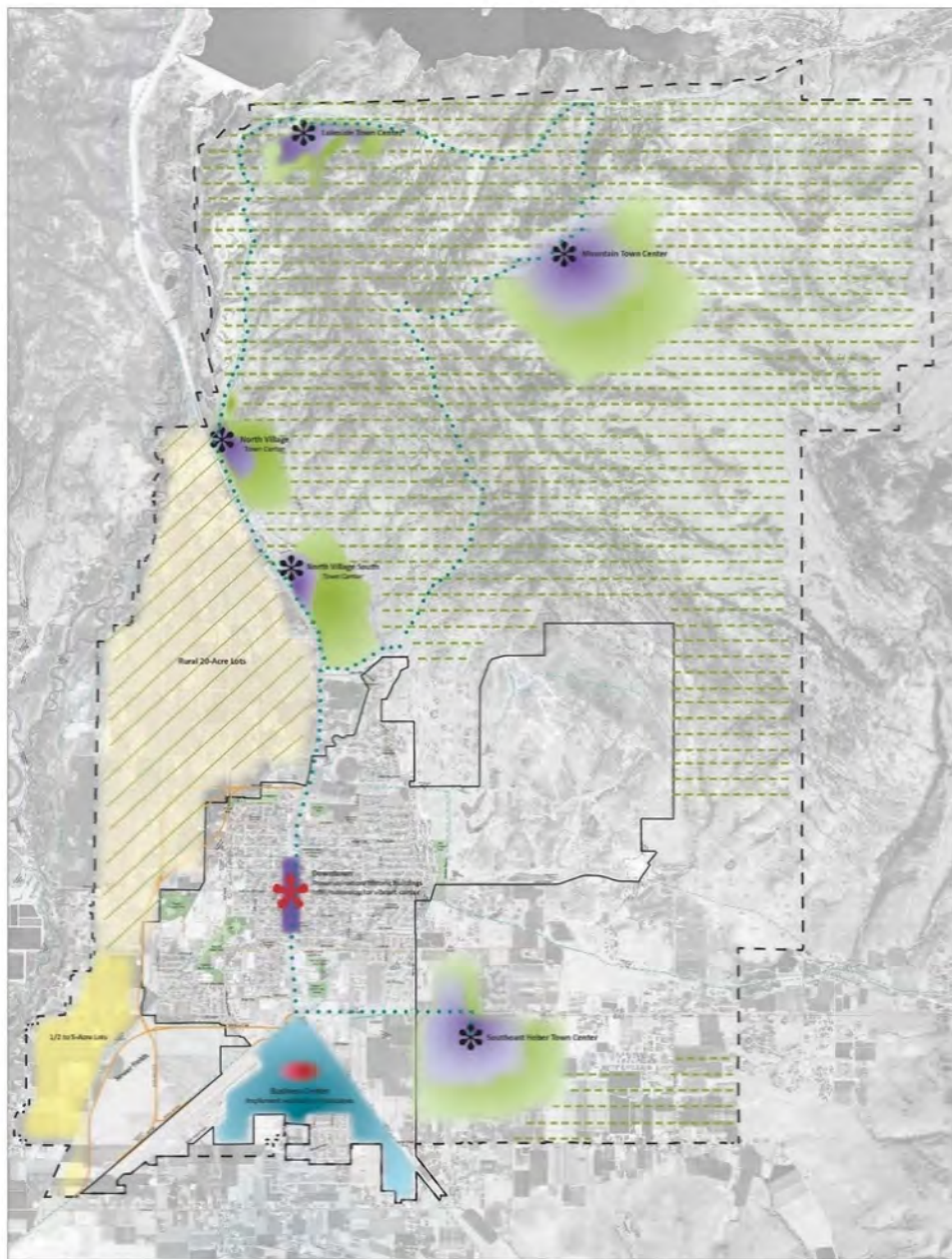
Scenario B: Corridor Focus

- 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



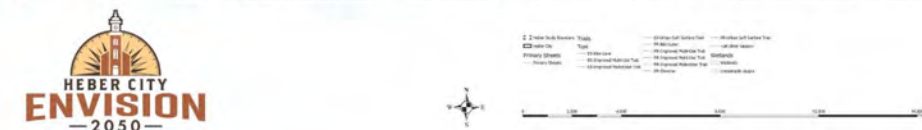
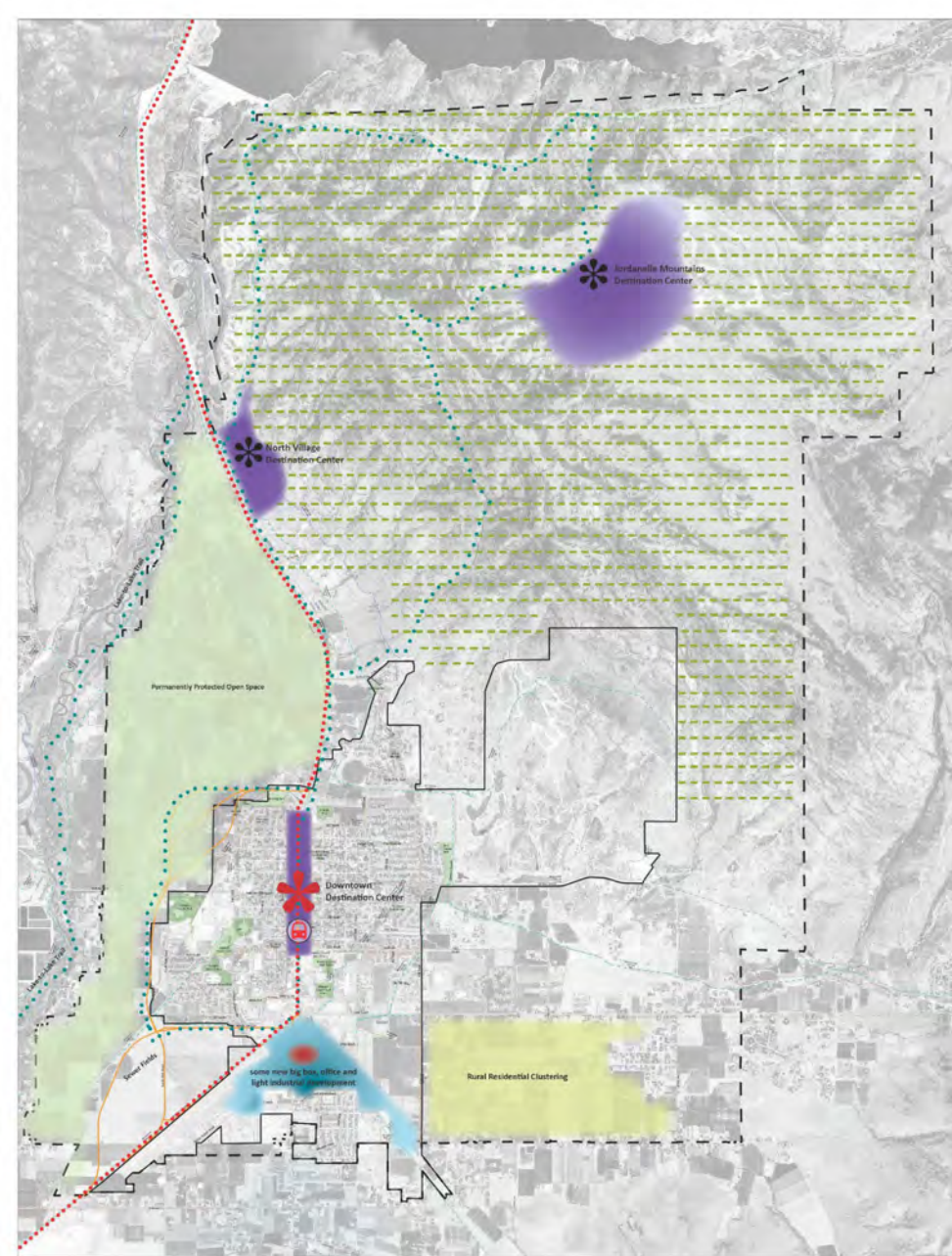
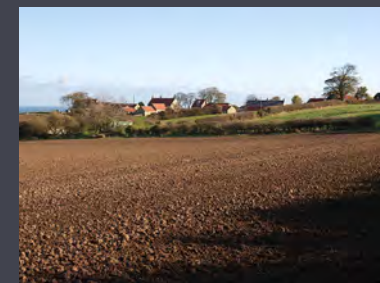
Scenario C: Town Center Clusters with Neighborhood Open Space

- 6 Walkable Town Centers
- 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)



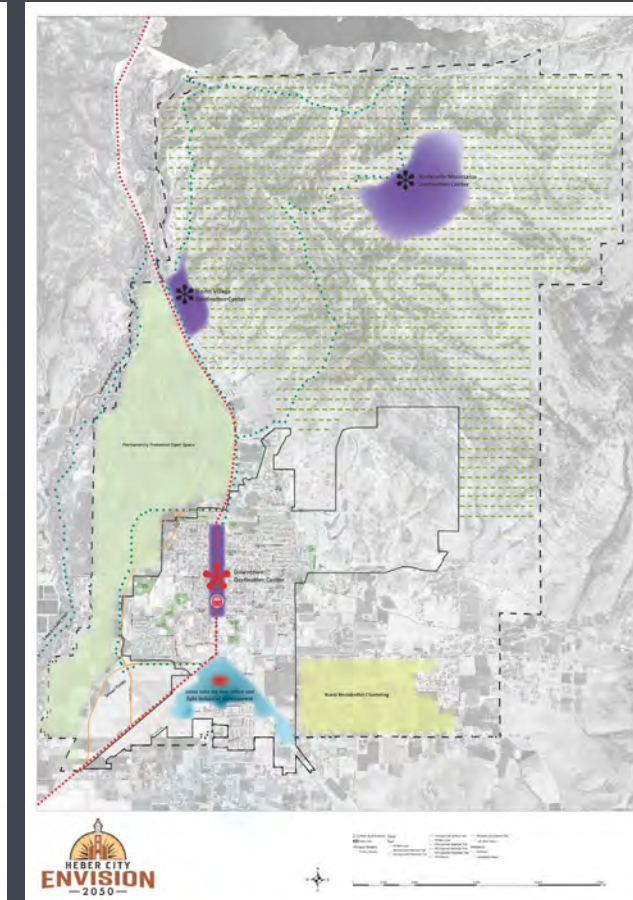
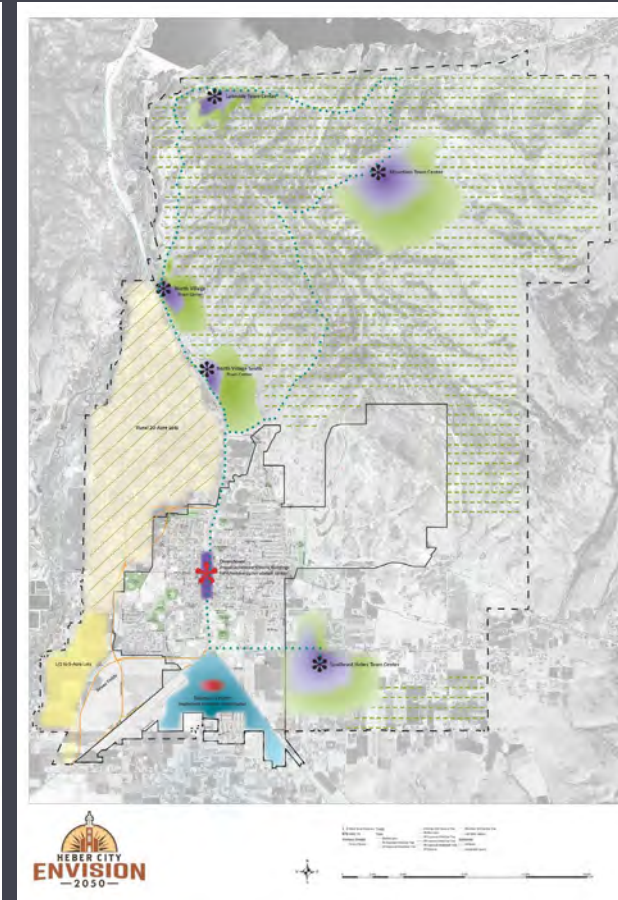
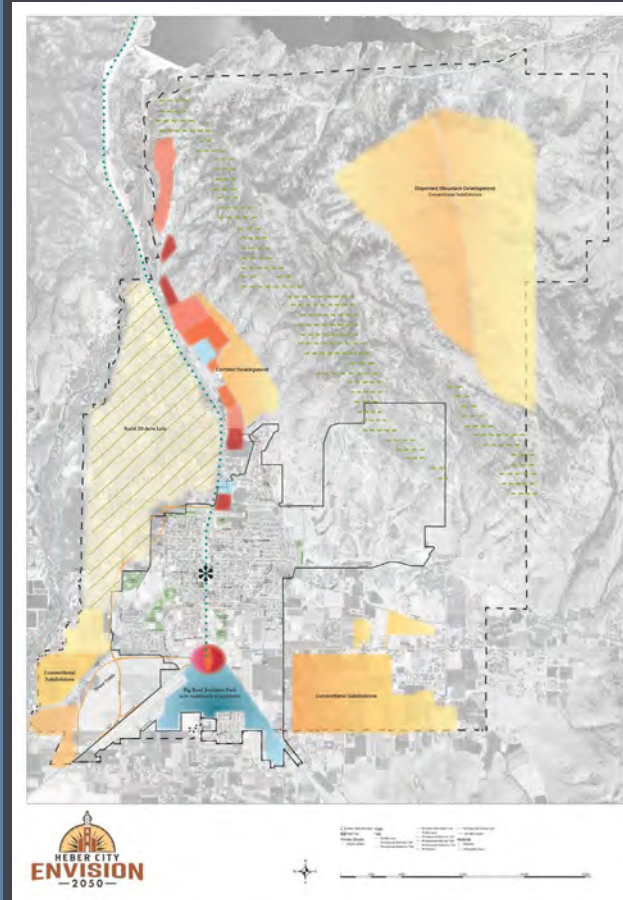
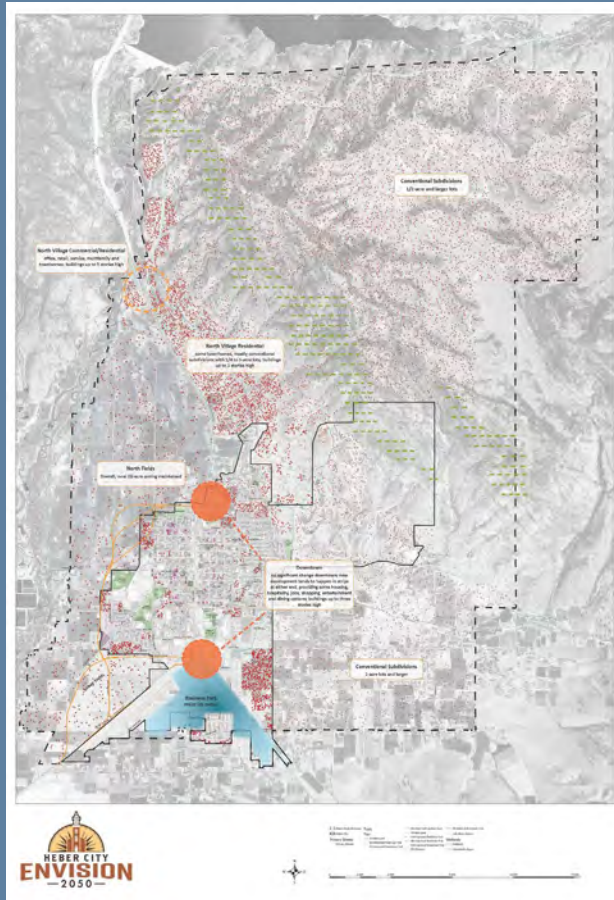
Scenario D: Destination Centers with Rural Open Space

- Permanently preserved open space (mountains, north and south fields)
- 3 Destination Centers
- Walk to destinations
- New trails and bus service
- Rural residential clusters



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 Shopping



**Like Selecting
Ingredients to
Make a Meal**

(Not a Prepackaged Dinner)

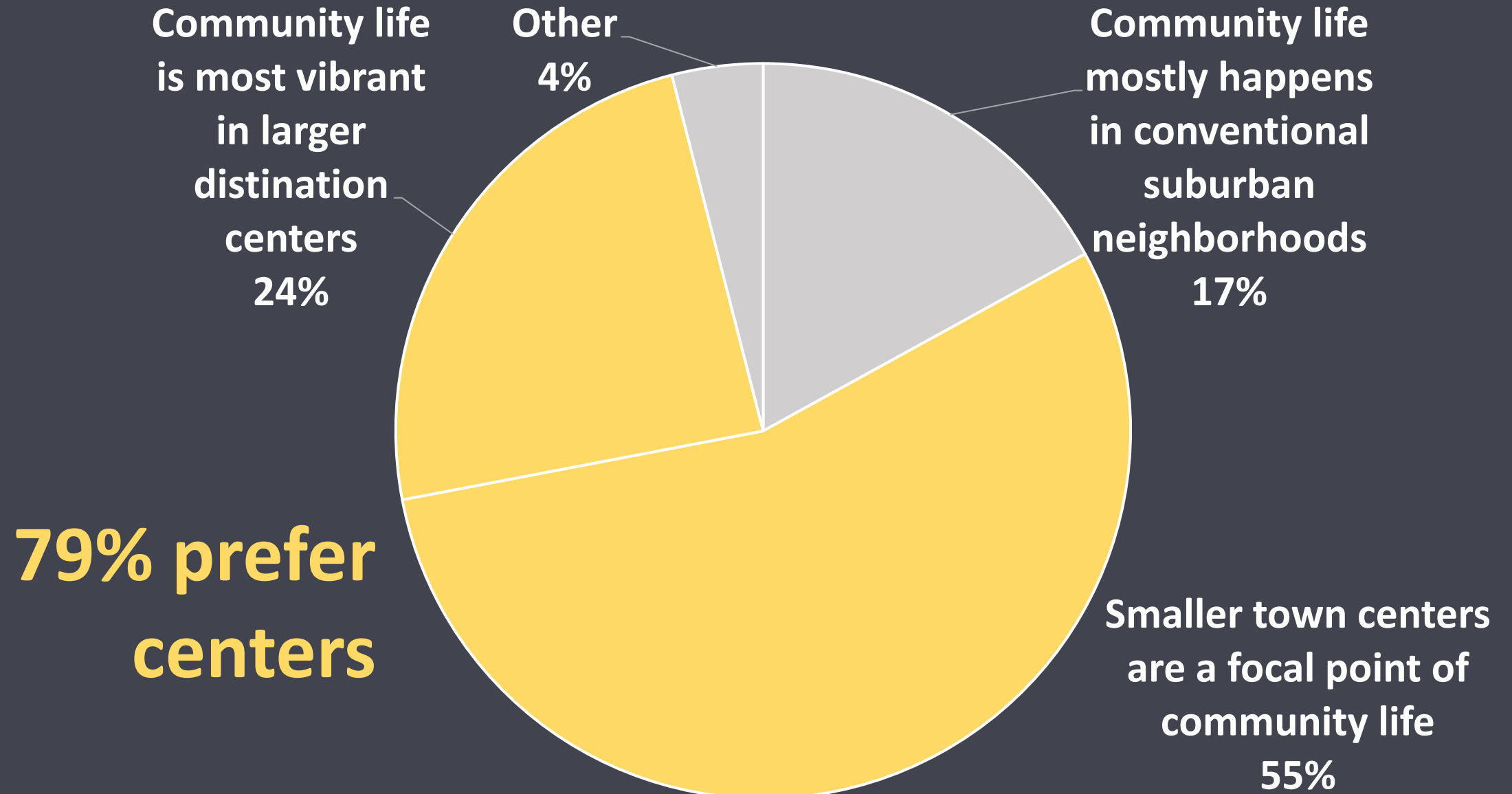
What did the public tell us?

(This is what matters!)



What did we learn?

What approach to community life do you prefer?



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 economic development?

68%: Attract more family-sustaining jobs

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

33%: Remain a bedroom community

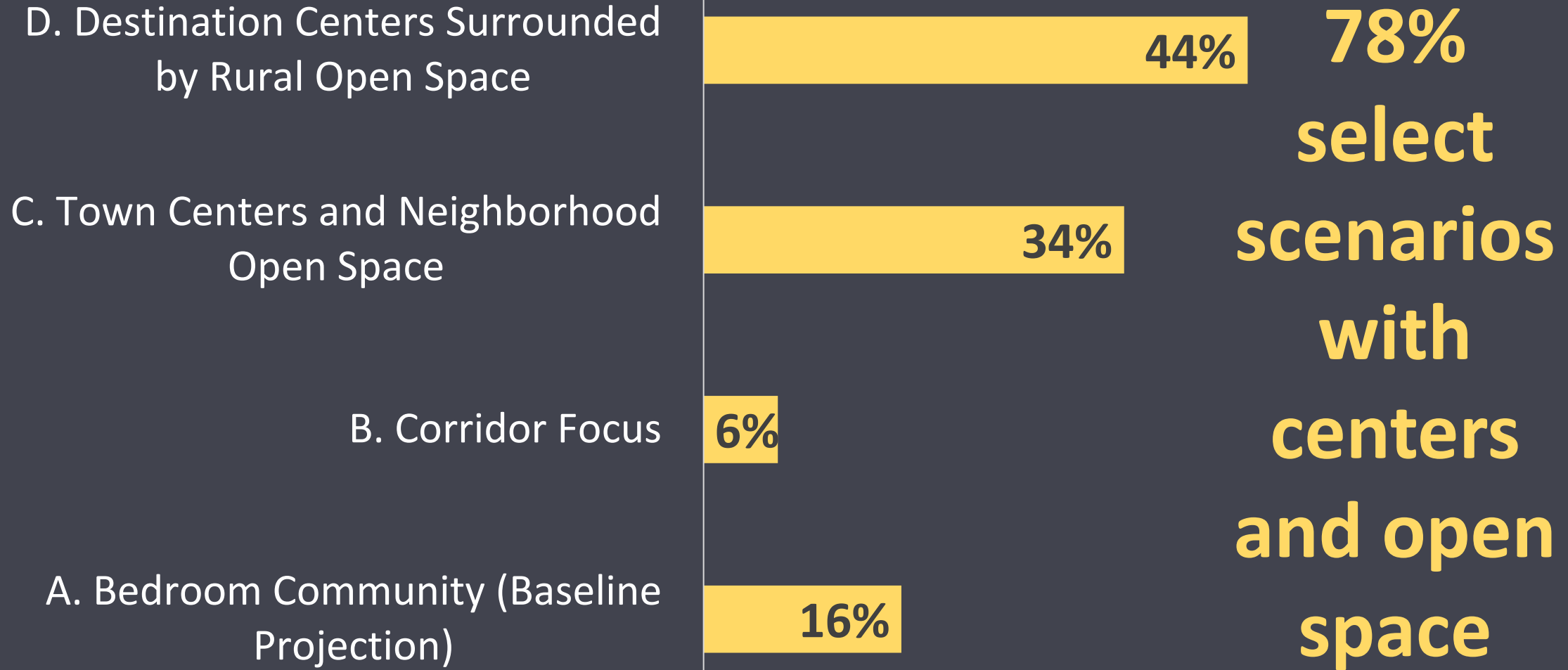
What did we learn?

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

Which scenario best preserves “small town” feel?



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

Public Visioning & General Plan Process



**Public Workshop
(Brainstorm)**

Analysis/Scenario Development



**Town Hall Meeting
(Express Preferences)**

Draft Vision Development



**Vision Celebration
(Consensus)**

Vision and Guiding Principles



**Implementation
(Ready, Set, Action!)**

General Plan

You Envisioned Heber

Your voice. Your vision. Your city.



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 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.



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.



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.



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.



5. Mobility and Streetscape

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

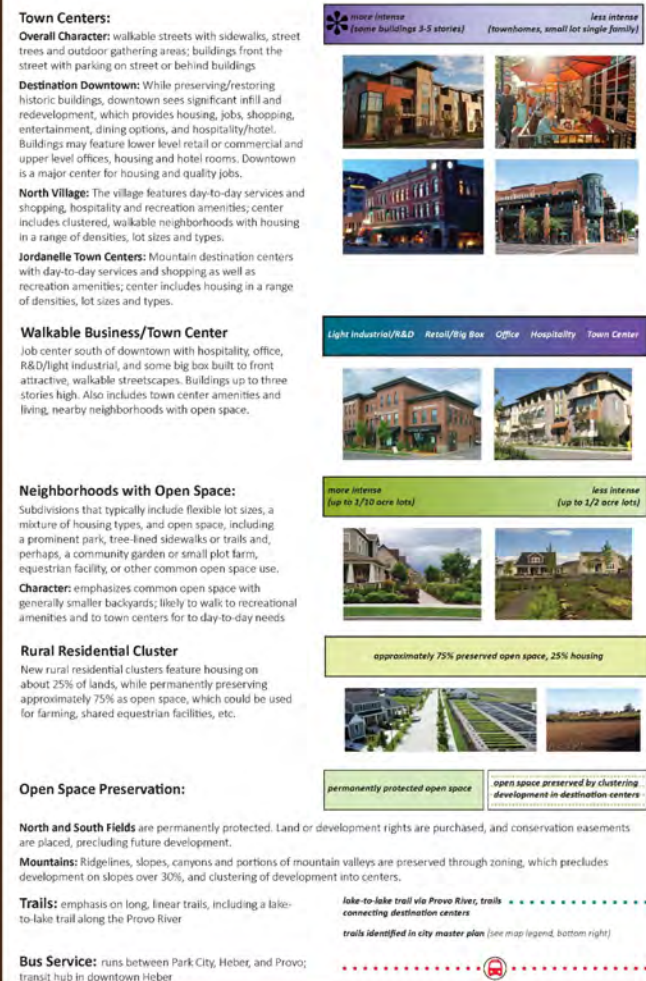


6. Jobs and Economic Development

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.



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



You Envisioned Heber

Your voice. Your vision. Your city.

And...

Your General Plan.



Public Visioning & General Plan Process



Public Workshop
Brainstorm



Open House
What are your preferences?



Vision Celebration
Consensus



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

Heber City Envision 2050

General Plan
Adopted March 17, 2020



- Written in just a few months (vision & principles established in public process)



Reimagining Streets in the Historic Core



New Ideas for Other Downtown Streets

Transforming Main Street



An Option for a Mountain Connector Street

63

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 and recreation.

Increased; about four of five employed persons currently commutes out of the City.

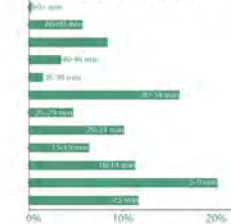
Some trails exist within Heber, but many opportunities exist to expand trails and create connections to destinations important to the community. Sidewalks may provide trail functions in some areas of the community, but they are intermittent.

What Could Heber's Future Transportation System Look Like?

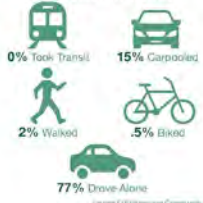
During the next decade, one of the western bypass road alternatives will likely be finalized and constructed. This will radically change Main Street by allowing the City to control how the street functions. Slower traffic speeds and roadway enhancements along the edges for pedestrians and bicyclists will change the ambiance in a very positive way.

MOBILITY AND STREETSCAPES

Key Facts: Heber Commuting Travel Time to Work



Transportation to Work



62



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 or 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 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,

75

Heber City Envision 2050

General Plan
Adopted March 17, 2020



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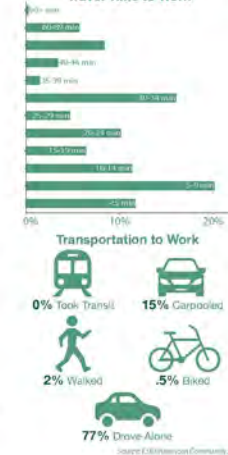
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MOBILITY AND STREETSCAPES

Key Facts: Heber Commuting



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- Concise, graphical (living document)

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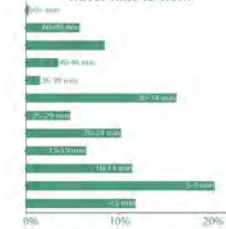
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Key Facts: Heber Commuting Travel Time to Work



Transportation to Work



Source: U.S. Department of Transportation

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- Adopted rapidly & unanimously (broad public support)

Public Visioning & General Plan Process



Public Workshop
Brainstorm



Open House
What are your preferences?



Vision Celebration
Consensus



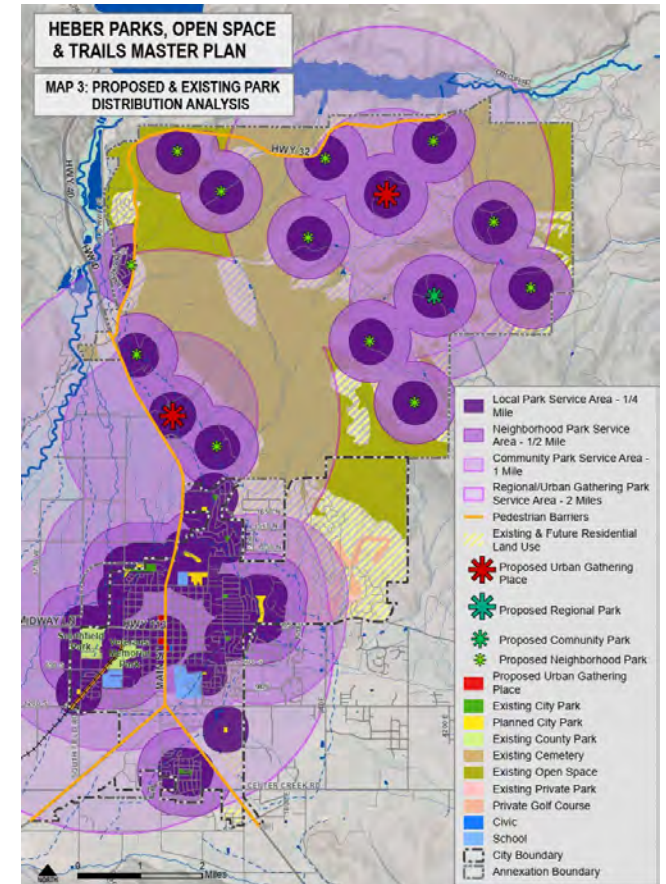
General Plan Adoption
2020 Implementation
(ordinance updates
and new programs)



CODE UPDATES

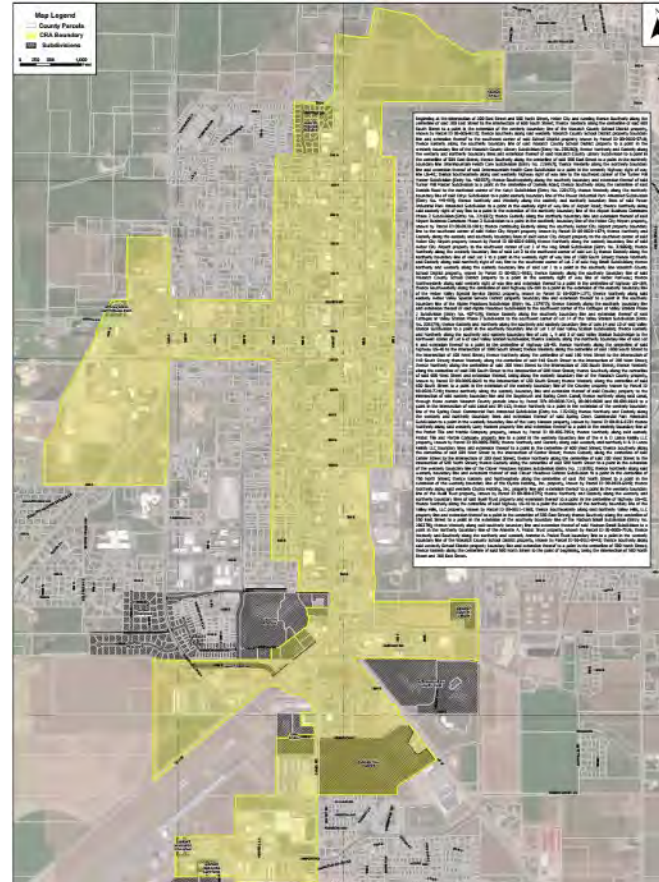
Other identified issues

- Parks Master Plan
- Updated Parks Impact Fee
- Open Space Impact Fee
- Parking
- Signs
- Sensitive Lands
- Infill
- ADUs
- Wellhead Protection
- Conditional Uses
- Non-conforming Uses
- Appeal Authority
- Simplification
- Consolidation
- Combining Zones
- Administrative vs Legislative Processes
- State Law Updates



New Policy & Budget ties to General Plan

- Purchase of open space
- Community Alliance for Main Street
- Development agreement provisions
- Community Reinvestment Agency (CRA)
- Park Improvements
- Cemetery Master Plan
- UVU campus
- School District
- Performing Arts
- Farmer's Market
- Food Truck Court
- Airport Planning
- Bypass Planning



Heber Vision, General Plan, and Ordinance Work

American Planning Association, Utah Chapter, Fall 2021 Conference

