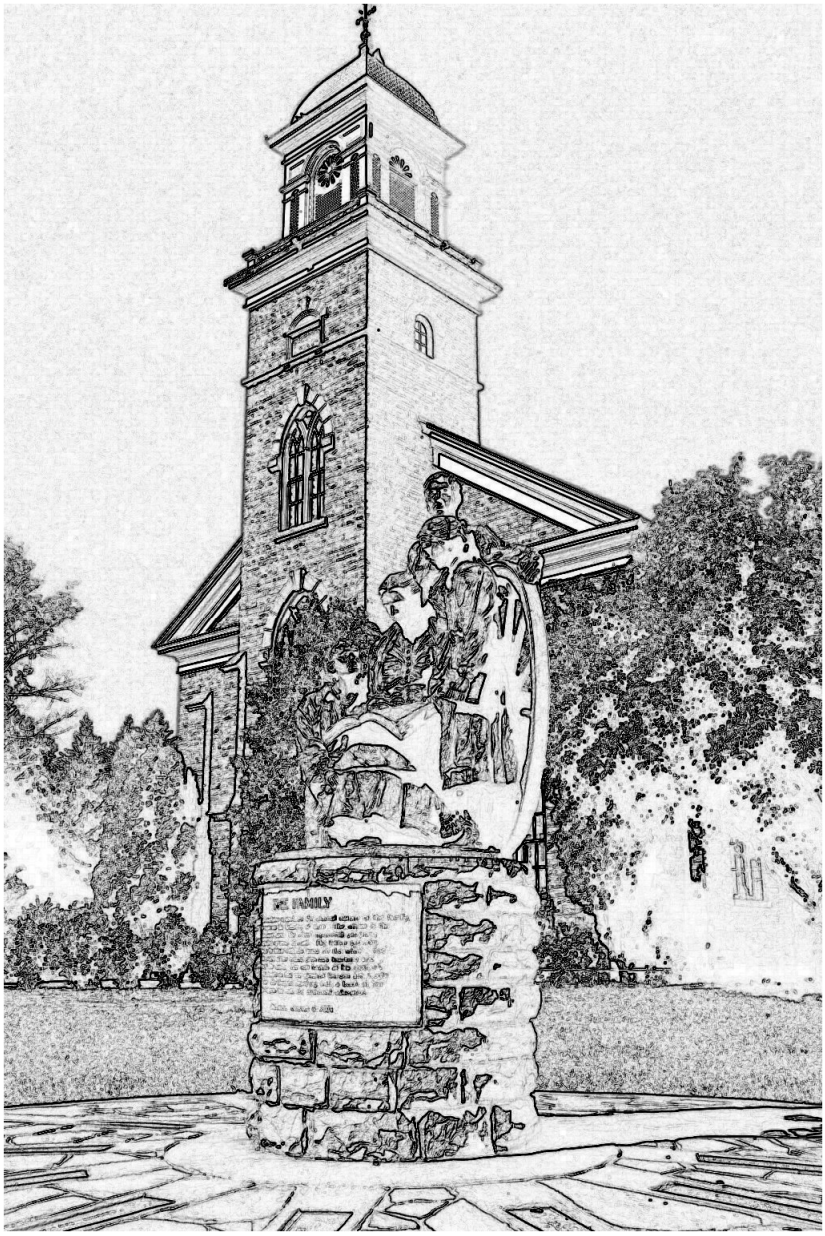
HEBER CITY GENERAL PLAN

Future Vision 2020



July 3, 2003

Heber City, Utah Corporation

HEBER CITY GENERAL PLAN

Heber Future Vision 2020

Adoption date: July 3, 2003

Moderate Income Housing Element Amended - Ordinance 2009-06 on May 21, 2009
Transportation Element Amended - Ordinance 2009-07 on June 4, 2009
Open Space Element Amended – Ordinance 2009-22 on December 3, 2009

Heber City, Utah Corporation

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INTRODUCTION

Heber City's Comprehensive Plan, adopted in 1975 and updated in 1996, contains policies and strategies to guide the future of the City. Changing times, growth and conditions often influence a community's character and self-image. The City Council has decided that, given these changes, it is time to redefine our vision for the future of Heber City. This General Plan Update is part of that process.

The scope of this plan covers all existing properties within Heber City limits as well as a 2020 Growth Limits Boundary of future annexation.

The Heber City Council, Planning Commission, City Staff, and many members of the community have been working to define the vision for Heber City. In November 2000, a group of 50 residents participated in several meetings known as *2020 Future Vision.* This is a summary list of their concerns:

- Rapid population expansion;
- Loss of community identity;
- Preservation of open space;
- Nuisances and quality of life issues;
- Adequate public facilities and services;
- Parks and recreation;
- Historic preservation;
- Redevelopment and renewal of the downtown business district;
- Creation of a clean/green commercial and economic development; and
- Aesthetics, design, and scale of development.

The findings of Future Vision were a starting point for the General Plan revision process.

The General Plan is the policy document that will guide the future of Heber City. It is important for Heber City to discuss where, how, and how fast the City should grow. This document contains goals, policies, and action plans for Heber City's future direction, community character, land use, open space and growth management. Many of these policies apply to areas outside the current City limits. In order to coordinate development activities, regular meetings with Heber City and Wasatch County are important. The City Council and Planning Commission of Heber City need to continue to work with the County to initiate and establish a program for meaningful discussions on these issues.

PURPOSE

The purpose of this plan is to guide Heber City Planning Commissioners, Heber City Council members, and Heber City staff with decisions that need to be made to promote health, safety, morals, quality of life, and general welfare for Heber City and its residents.

Specifically, the purposes for planning within Heber City are:

1. To ensure responsible growth in all aspects.
2. To ensure orderly residential growth.
3. To promote clean growth in industrial, commercial and research sectors which strengthens the economic foundation of the city.
4. To maximize the return on every dollar spent to build and maintain sufficient water, sewer, streets, parks and open space, and all other public facilities.

HISTORY OF HEBER CITY

The first foundation cultures known to enter the Heber Valley were the Fremont Indians. Over several hundred years, many small villages were established, primarily along the Provo River and its tributaries throughout the valley. The first white men to traverse the county were Spanish friars who were looking for a passageway between Santa Fe, New Mexico, and Monterrey, California. From the summer of 1776 until settlements began appearing in 1858, only hunters and trappers in search of beaver and mink frequented the area. They often followed the trails and footpaths worn into the earth by Indians.

In 1858, approximately ten years after the Mormons arrived in Salt Lake Valley, William M. Wall, George W. Bean and Aaron Daniels established ranches in Heber Valley. In that same year, J.W. Snow, a surveyor from Provo, Utah, laid a section of land north of the present city and divided it into twenty-acre farmsteads. Also during 1858, a road was constructed through Provo Canyon, connecting Heber Valley and Utah Valley. By spring of 1860, over two hundred people were busy working in the valley. Before that winter, eighteen farmers had decided to make Heber Valley their permanent home. In 1862, the legislature established Wasatch County with Heber as the county seat.

Most of the early settlers were Mormons from Utah Valley and emigrants from England. They appointed William M. Wall as their leader.

Heber City, named after the Mormon official Heber C. Kimball, was incorporated in 1889. Before this time, it was simply called Upper Provo Valley.

In 1889, a branch of the Denver & Rio Grand Western Railroad was completed, connecting Heber City with the Aoutside@ world. In 1901, a telephone exchange was set up in a private home and served twelve telephones, mostly to doctors and professionals.

In 1909, the people of the valley completed construction of the Heber Light and Power generation system.

The current Heber City Office Building is the former the Wasatch Stake Tabernacle. In 1887, volunteer laborers began construction using donated materials. Red sandstone was quarried by hand from mountains in Lake Creek, east of Heber, and shingles for the tower were cut from sheet metal. Cost of the building was more than $30,000. The tabernacle was dedicated on May 5, 1889. The LDS Church presented the deed to the Tabernacle on September 2, 1965 to Mayor Raymond Jiacoletti and the Heber City Council.

Until the mid-1960s, the building was used as a church. From that time until the mid-1980s, it served community purposes such as providing a place for summer theatrical productions. But gradually the Tabernacle fell into disuse and the threat arose that it might be torn down.

On July 18, 1987, Heber City residents approved the proposal to issue $350,000 in bonds to restore the Heber City Tabernacle for use as a city hall. This beautifully restored building stands proudly in the center of town as a reminder of those early pioneers, as a point of interest to those passing through, as a foundation for those living in the Valley, and as a symbol of strength and pride to future generations.

ENVIRONMENTAL CONSTRAINTS

SOILS

Soil properties and limitations can be determined generally by referring to the United States Department of Agriculture's Natural Resource and Conservation Services Survey of Heber Valley, Utah, Parts of Wasatch and Utah Counties. The information in this survey is good for vague determinations, and on-site investigation by qualified persons is necessary to determine precise suitability for any proposed project.

LAND CAPABILITIES AND LIMITATIONS

The land in Heber City is generally suitable for foundations. It generally slopes gradually from southeast to northwest.

FLOOD HAZARDS

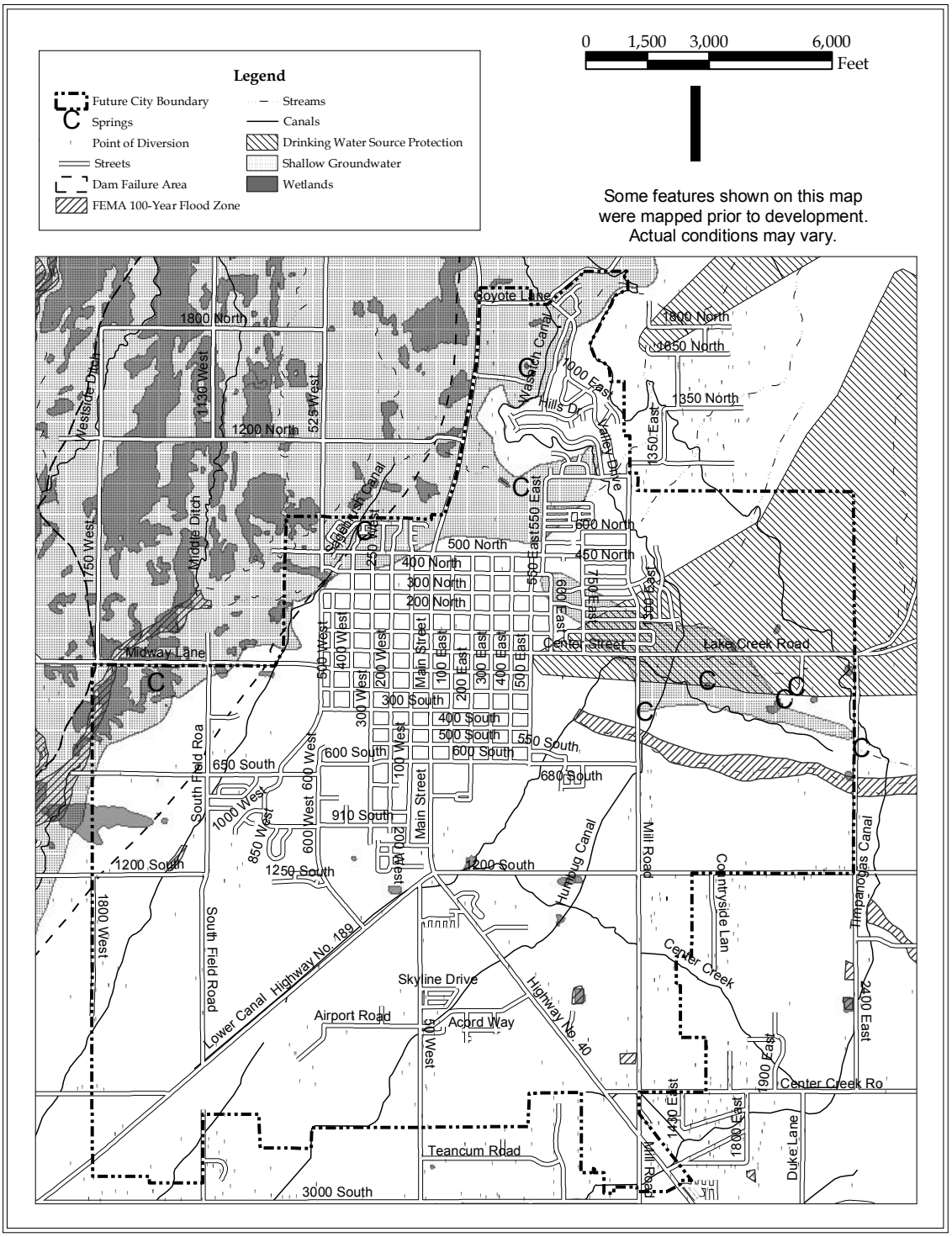
The Federal Emergency Management Agency (FEMA) map classifies all lands in the City a Zone "D." This zone is "Areas of undetermined, but possible flood hazards" (see FEMA Flood Insurance Rate Map: Community Panel number 490166 0001 B, effective date March 18, 1987). According to the FEMA publication "Questions and Answers on the National Flood Insurance Program," page 21, Zone "D" also stipulates: "No mandatory flood insurance purchase requirements apply, but coverage is available in participating communities.@ Therefore, flood insurance is available but not required for property owners within Heber City limits.

Site specific studies should be performed by competent individuals in order to determine exact flooding risks.

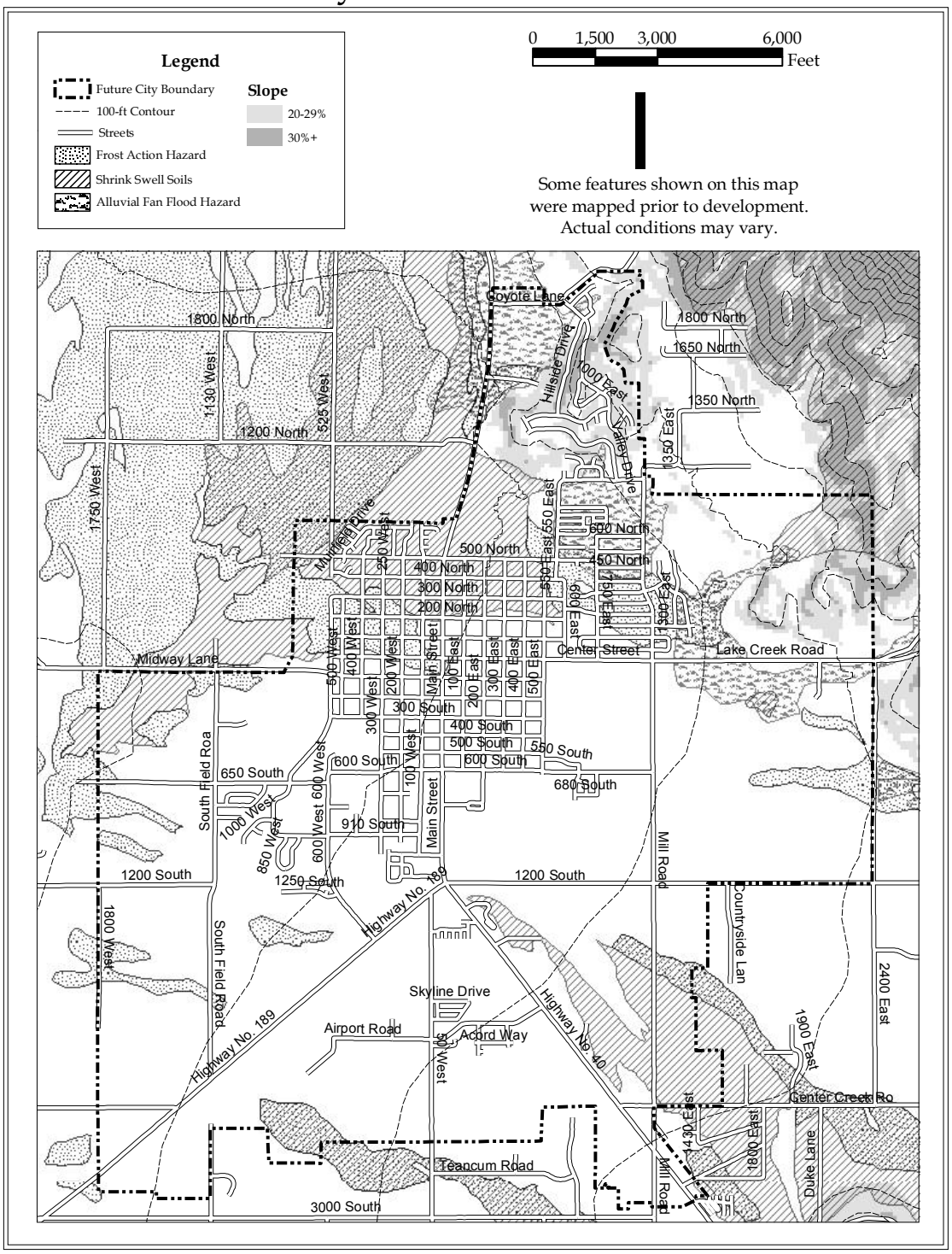
SEISMIC ACTIVITY

Heber City is located in a region with a high probability of strong seismic activity. According to the International Building Code, most buildings constructed in Heber City must be designed to meet the requirements of Seismic Design Category 'D.' The International Building Code specifies the engineering and design parameters, and the construction requirements necessary to protect buildings against collapse from predicted earthquake forces.

Heber Valley Hydrological Features

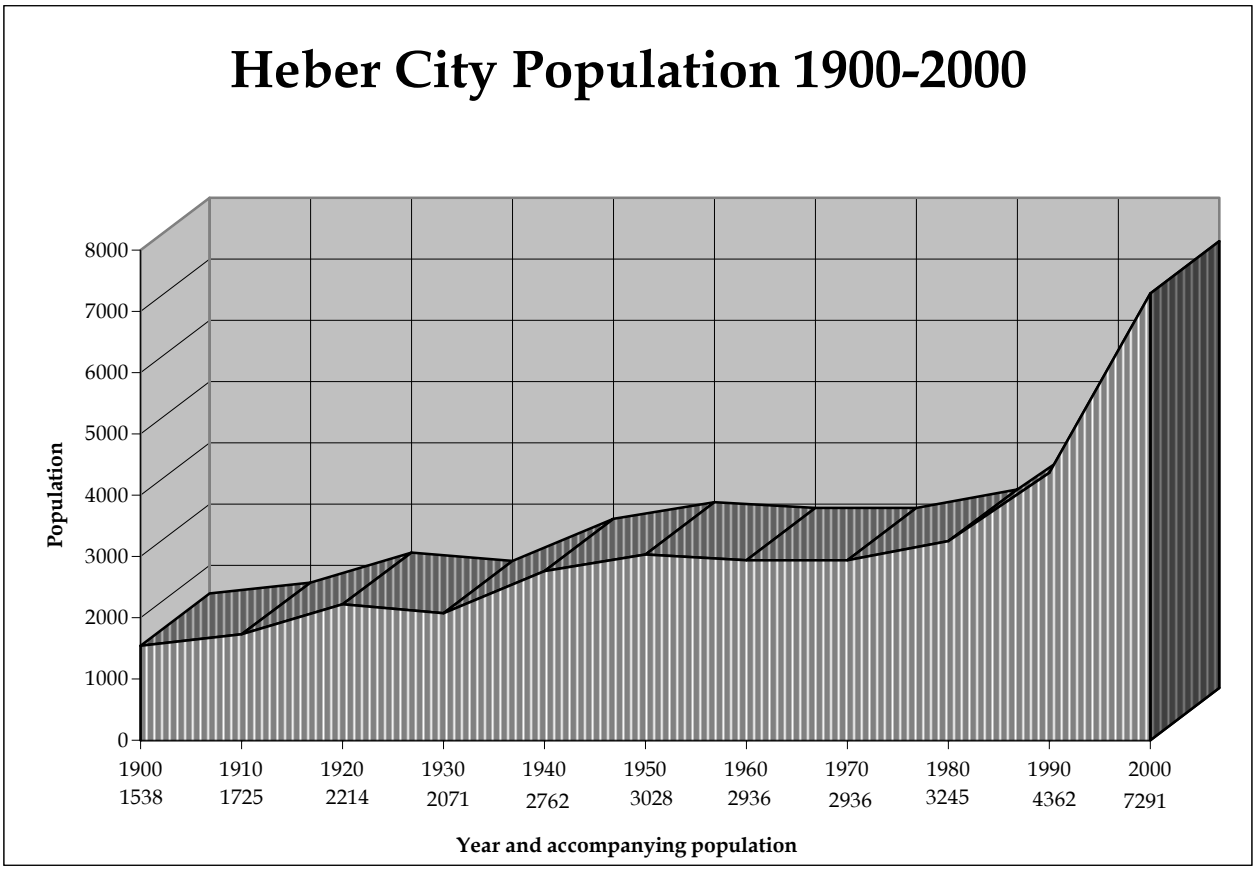


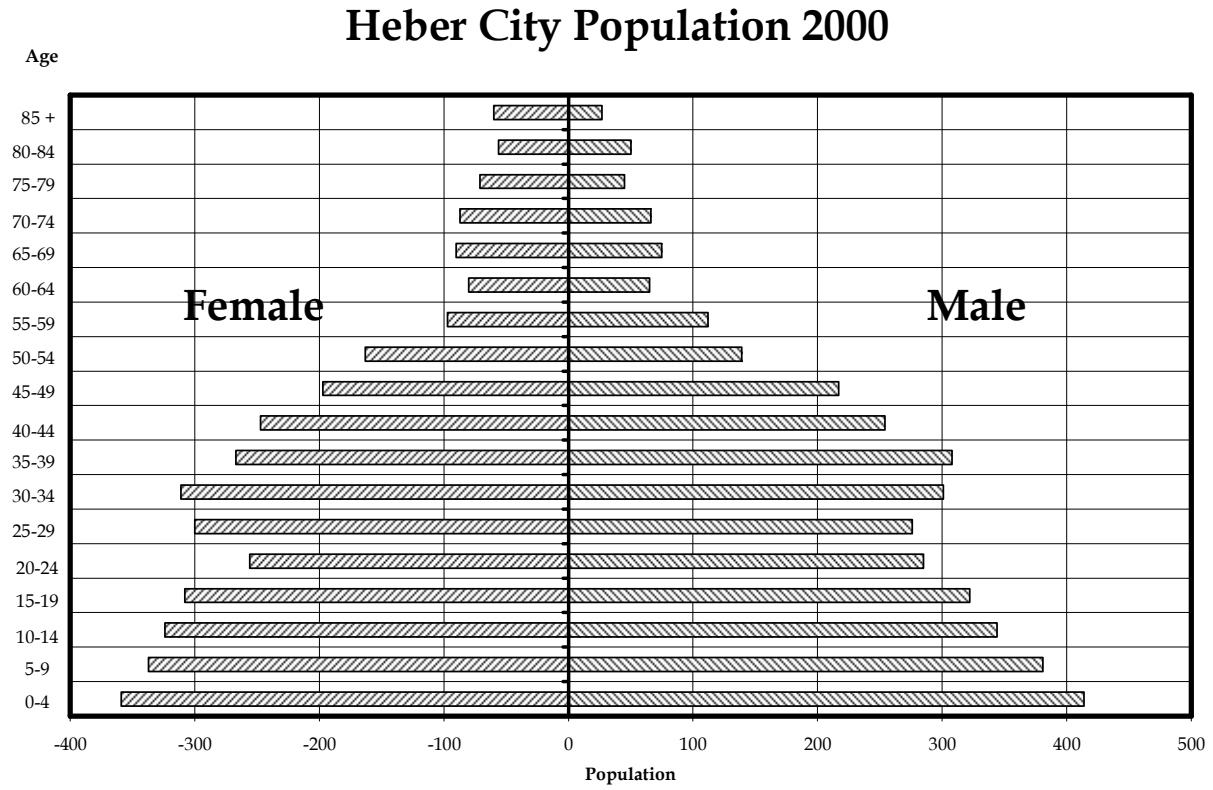
Heber Valley Environmental Constraints



POPULATION & DEMOGRAPHIC DATA

Heber City's population remained stable between 1910 and 1970, fluctuating by only a few hundred in increase or decrease during the sixty year period. Beginning in the mid 1970s, the population began to increase at a moderate rate from 3,245 to 4,362. Then, between 1980 and 1990, the growth slowed from 4,362 to 4,782.
Beginning in approximately 1993, the population began to increase at a considerably higher rate. The 2000 census cites 7,291 as the population of Heber, up 52.5% from 1990 with a large amount of the growth occurring in the last five to six years.





POPULATION AS PER 2000 CENSUS

Age & Sex

Male……...3681
Female……...3610
Median Age……...….…...28 years

Race

White.....6984
Black.....4
Native American.....32
Asian.....21
Native Hawaiian/Other Pacific Islander.....5
Other Race.....242
Two or more races.....210
Hispanic, Latino.....516

Household.....2296

Avg. Household Size.....3.16
Avg. Family Size.....3.55

Housing
Total Housing Units.....2451
Occupied Housing Units.....2296
Vacant Units.....155
Seasonal/Occasional.....36
Home Owner Vacancy Rate.....2.7%
Rental Vacancy.....4.9%
Owner Occupied Housing Units.....1748
Renter Occupied Housing Units.....558

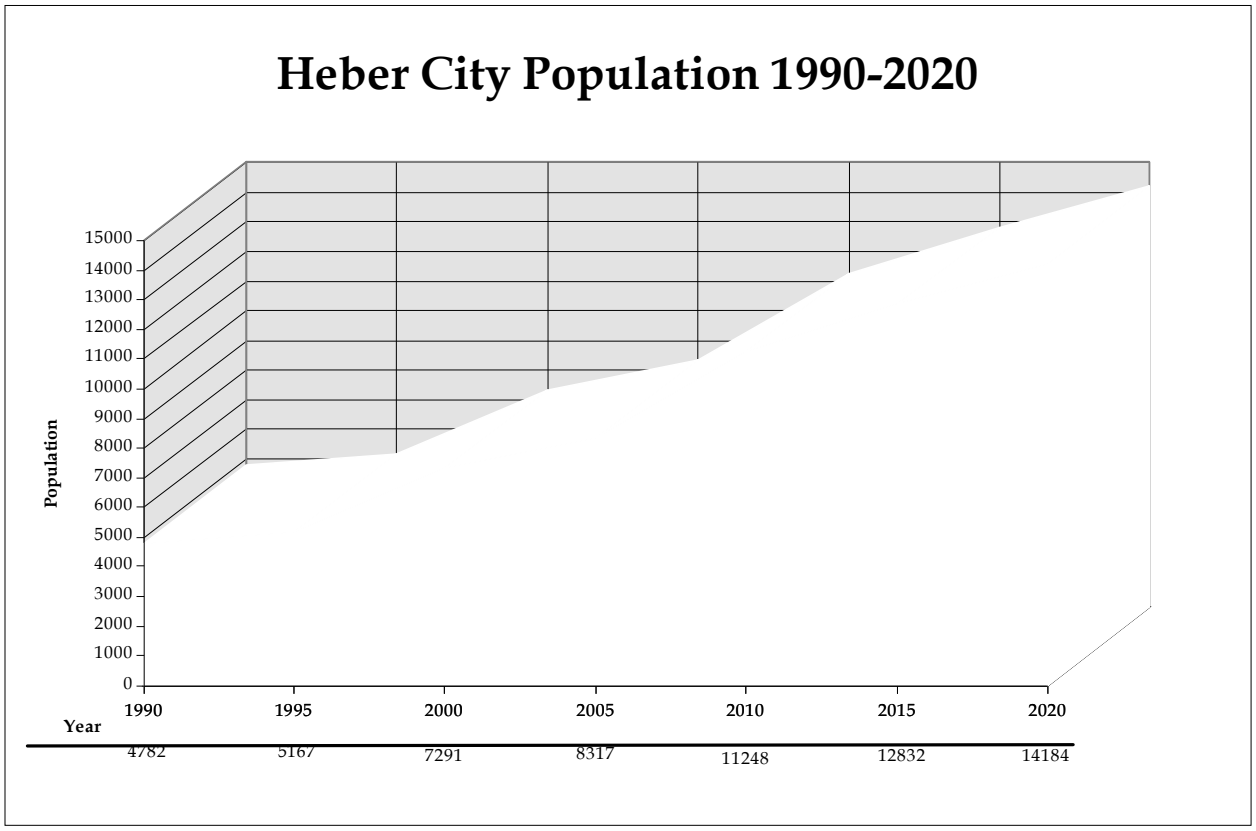
POPULATION PROJECTION 2020

Population projections are based more on an assumption of future events than they are on past trends. Economic factors usually dominate the growth of a community. Construction activity has played a major part in the growth of both Wasatch and Summit Counties, primarily because of the 2002 Olympics. It is not anticipated that this level of growth will continue. One of the major trends in the 2000 census is the shift of the population to the west, particularly to mountain valleys. Many refer to this as the "quality of life attraction factor." There are two ways that this could effect Heber Valley: 1.) It could attract job- generating businesses, providing a stable economic base for healthy growth, or 2.) The improvements to US 40 could continue to attract commuter growth, especially from Summit County, increasing the bedroom community effect on Heber.

The Governor's Office of Planning and Budget (GOPB) generates projections for communities throughout the State. In its projection of 2000-2030, an approximate 2.67% annual growth rate is assumed. However, from the late 1990s to 2002, the percent of growth increased significantly, but between 2002 and 2010, the annual average growth rate will be 2.67% which will continue to 2020 to an approximate population of 14,184.

POPULATION PROJECTION 2020

Year	**1990**	**1995**	**2000**	**2005**	**2010**	**2015**	**2020**
Population	4782	5167	7291	8317	11248	12832	14184


Heber City Population 1990-2020
Population
15000
14000
13000
12000
11000
10000
9000
8000
7000
6000
5000
4000
3000
2000
1000
0
1990
1995
2000
2005
2010
2015
2020
Year
4782
5167
7291
8317
11248
12832
14184

PLANNING ELEMENT
HEBER FUTURE VISION 2020

Heber City is situated in a green mountain valley surrounded by spectacular mountain views with a broad green valley floor. The Provo River meanders quietly through the valley as it connects the Jordanelle and Deer Creek Reservoirs. Heber is the population center and county seat for Wasatch County, a rapidly growing area. It hasn't always been that way; Heber and the whole valley have only recently entered into a new phase of population growth and development.

The population of Heber, and to a large part the entire county, remained stagnant for approximately 65 years. Between 1910 and 1970, the population grew by just over 1,000 from 2,014 to 3,245. In 1990, the population was 4,782, up only 421 from the 1980 census. But beginning in about 1993, the population of Heber began to increase significantly each year. In 1999, the City added 375 residential units, a population equivalent of about 1,000, in one year. Heber is experiencing unparalleled growth. The major reasons for this growth are multifaceted; better transportation accessibility is a significant part of it. US 40 is now complete to North Heber's city limits, and improvements on US 189 through Provo Canyon have brought four lanes of traffic right to the Wasatch County border.

Major economic shifts in the state and world economy have made living in Heber Valley a more attractive option. In the old industrial age, job relocations were based on location of raw materials and labor force. In the new information age, decisions are made on the quality of life and telecommunication connectivity.

The three major future driving economic components for potential long-term growth and development of Heber include medical and technology job generating possibilities and competitive sports and entertainment from the multi-event venue for the 2002 Olympics located in Soldier Hollow. The Olympic venue will have a long-term attraction for world class sports and entertainment potentials for Heber City and Heber Valley.

Currently many citizens of Heber City commute to the communities along the Wasatch Front for their livelihood. We desire to establish a balance so that our citizens can live and work within the community. Further, we need to establish our identity and be more than a bedroom community to the Wasatch Front, Provo/Orem, Summit and Salt Lake Counties.

How can Heber City control its future? Or should it merely be acted upon? The citizens of this community through the Future Vision 2020 exercise have developed a new vision for the future growth and development of the community. This vision will focus on quality growth and redevelopment, building on Heber's strengths "from the inside out." It will begin by addressing core neighborhoods, the existing central business district, retail areas, expansion of our job-generating sectors, and pubic facility enhancement, including recreation and open space.

RESIDENTIAL NEIGHBORHOOD CHARACTER

The primary function of a community is focused on residential neighborhoods where people choose to make their homes, raise their families, socialize and recreate. Their homes, the street they live on, their neighbors including the physical surroundings, are the areas of greatest value to Heber Citizens. It is the primary objective of the General Plan to promote a good quality of life for all the citizens in our community.

1. Establish well landscaped, tree-lined streets which are pedestrian friendly and provide a safe, protected neighborhood character.

2. Promote homes that are attractive and well-maintained, and allow for yards and lots of proper size that include curb, gutter, sidewalk and generous planter strips throughout the community.

3. Implement side yard requirements to ensure that health and safety issues are met as well as proper separation between dwellings.

4. Promote pedestrian safety through the proper use of street widths and designs, with special use right-of-ways where applicable.

5. Meet comprehensive street lighting and replacement standards that will provide for theme lighting in some residential areas and uniform lighting standard styles for industrial and commercial areas, and eliminate nuisance lighting.

6. Continue burying all utility lines throughout the City, to improve the visual character of the streets.

7. Implement landscaped buffer zones between residential neighborhoods and commercial and industrial areas.

8. Maintain Heber City's small-town character when new developments are planned in old or new neighborhoods.

9. Existing landscaping and property maintenance regulations should be enforced and continually updated.

RECREATION

Parks and open space are an important part of providing a community with character and enhancing the city's appearance. Planning is crucial to preserving land for open spaces and parks. Heber City currently has a park in the center of town and smaller parks on its perimeters. It is becoming increasingly important that our existing parks are enhanced and that land be acquired or adapted for the development of future park and open space facilities.

1. Support a County recreation center that provides multiple uses that will meet the current and future needs of the community.

2. Acquire more parks and recreation properties as part of the development process and through conservation easements, open space trusts, and the transfer of development rights. Coordinate with the school district for community-wide parks and recreational facilities.

3. Use retention or detention ponds for parks or as required open space.

4. Utilize and preserve the present open space.

5. Develop community parks throughout the city with carefully planned improvements.

6. Acquisition and cultivation of trees for Heber City's streets and roads, thereby enhancing the residential and commercial areas. These trees shall be low maintenance, conserve water, and assist in screening visual conflicts and help beautify our parks.

7. Continued development of parkways and walkways that connect with recreational and open-space features, such as:

    a. Connect the City park system to the Heber-to-Midway trail.
    b. Create trails along canals and waterways.

c. Connect various parks by an approved trail system.
d. Consider a skateboard park and model aircraft park.
e. Develop bike routes, sidewalks and trails to connect to the Wasatch County trail system.

OPEN SPACE

Vision

Heber City is committed to preserving open lands of regional and local significance. While the city is often viewed as the economic hub of the valley, Heber can also play a leading role in guiding the extent of and quality of open space preservation both within and adjacent to its current borders. Regionally significant locations include such features as the north and south fields, north and west of the city's borders, and several historic canals running through the city, which are slated to become key regional trail corridors. Hatch Springs and Red Ledges are among other notable spaces worth protection. While residents expect that real estate development will occur as population increases, they would like to see iconic open lands in the valley conserved for the enjoyment of future generations. In addition, residents envision open space amenities that are built into the fabric of urban neighborhoods that are developed, with such spaces as neighborhood squares, small play areas, and trails becoming form givers to new patterns of development even as the historic grid is largely maintained.

Heber's open spaces hold value for ecological, agricultural, cultural and recreational qualities, functions, and potential uses, and these lands are worthy of careful planning and conservation. Thus, Heber intends to create a permanently protected, connected system of cultural, ecological, developmental, agricultural and recreational spaces constituting the city's green infrastructure, which is reflected in Heber's Open Space Network System. The city envisions establishing segments of its green infrastructure or open space systems as real estate development occurs. This is much like infrastructure currently contemplated, planned, and developed. Areas identified as open space during the real estate development process should be permanently protected and connected to the city's overall open space network.

Wasatch County is partnering with its towns and cities to achieve a coordinated and effective open space conservation strategy, and Heber is committed to working with

Wasatch County and other municipalities to conserve the open lands that lend the region its character.

It is the intent of Heber City to maintain current zoning districts and expand into proposed annexation areas as established in the Annexation Policy Plan. unless they are proposed in a preferred development area and properly utilize city/county tools for obtaining increases in density. Rezone applications will only be contemplated where increased density is consistent with overall city goals as expressed in Heber's General Plan. Overall, keeping the zoning unchanged will preserve property rights while helping to maintain an open feel beyond current city boundaries.

Heber worked with the Center for Green Space Design, a nonprofit organization specializing in open space conservation, to more completely understand the city's open space values and conservation options.

Heber City Definition of Open Space
It is often difficult for cities to provide a clear definition of open space, yet one is necessary to achieve the goals of Heber City and its residents. The City has defined open space in terms of absolute and relative lands.

Absolute Open Spaces
Absolute open spaces are those lands that should remain free from real estate development. These spaces include inherently unbuildable spaces (floodplains, steep slopes, etc.), existing protected lands, and spaces with extremely valuable open space qualities:

- Jurisdictional wetlands and floodplains
- Water quality areas (watershed, groundwater recharge and well protection areas; springs; drainages; streams and other water bodies)
- Slopes 30% or greater
- Ridgelines
- Known geologic hazards (faults, landslide areas, avalanche zones, etc.)
- High value or critical wildlife habitat areas and corridors
- Public lands
- Significant rural, agricultural or mountain view-sheds, especially including The North and South Fields and Hatch Springs
- Scenic corridors along canals and waterways and space for associated trails
- Community/recreational facilities and trails as identified on the city's open space network system, the future trails map in the general plan, or other documents
- Future recreational/cultural facility locations identified on the city's open space network system or other documents

Relative Open Spaces
Relative open spaces are those lands that are buildable but which include cultural,

ecological, agricultural, and/or recreational values that are worthy of consideration for conservation wherever possible. Often, it is these spaces that are most valued by the public and these spaces that most significantly embody the character and quality of a place. In Heber, these spaces include:

- Viewpoints
- Historically or culturally significant locations and corridors
- Outdoor educational spaces/classrooms
- Slopes between 10% and up to 30%
- Interesting geologic or topographic features
- Areas of rich vegetation/large trees
- Access points to lands historically used for recreation, especially those providing access to public lands (trailheads for equestrian use, hiking, hunting, etc.)
- Natural areas or informal trials used for passive recreational activities (walking, birding, etc.)
- Agricultural lands, including farms/ranches, and their prime soil areas, fields and ancillary facilities
- Intercommunity corridors and buffers
- Intra-subdivision recreational facilities and trails, especially those connecting the subdivision to the city/regional trail system

Representative Open Spaces

Over time, Heber's Open Space Network Map should identify many spaces representative of the city's overall open space values. The spaces labeled would by no means constitute an exhaustive list but rather indicate the types of spaces that will be identified by the developer as parcels that are considered for real estate development. The subdivision application process should guide developers through a simple process that will naturally channel real estate development into appropriate development locations, avoiding spaces that have absolute or relative significance as green space.

Trails

The map identifies general locations for the city's trail system. As developers contemplate parcels that contain portions of the desired trail system, every effort should be made to design trails into the site design. The exact location may be less significant than its existence and its connectivity to other portions of the trail. Additionally, efforts to connect inter-developmental trails, green-ways through the more urbanized areas of the City, to the larger system identified on this map are strongly encouraged.

Goals and Policies

Goal 1: Clearly identify the open spaces and sensitive lands, and plan for their conservation, preservation, and multiple uses allowed by the zone.

Policy 1.1: Permanently protect all critical open spaces and sensitive lands. These lands include:

- Major ridgelines
- Slopes greater than 30%
- Streams, rivers, stream or river corridor and drainage setback areas, FEMA floodways and flood hazard areas and flood debris flow areas
- Landslide areas, fault lines and fault line set back areas, collapsible soil hazards, or other geologic hazard areas
- High value critical lands and natural features
- Public lands

Goal 2: Preserve the unique character of the valley and city.

Policy 2.1: Preserve the unique environmental, cultural and autistic values of the community and surrounding areas

Goal 3: Develop land use policies that preserve open space as development occurs.

Step One: Identify Open Spaces and Sensitive Lands. In identifying open spaces and sensitive lands, this design approach seeks to accommodate those special places, both existing and planned for the future, that make each community a distinctive and attractive place. Though this is the most critical step in the process, identifying these areas is a fairly easy task, and may include little more than a careful walk of the site.

Step Two: Locate Building & Site Analysis. In developments, particularly residential, house sites are located to maximize views which often conflict with open space values. An assessment of the visual impacts to sensitive lands, and highly visual steep slopes by new development shall be required with the goal of minimizing (to the maximum degree) visual deviation from existing natural forms, colors and textures. This is to be accomplished through the careful choice of building materials compatible with, and in preservation of, the natural environment.

Step Three: Align Streets and Trails. This step is almost a matter of "connecting the dots" for vehicular and pedestrian access. In nonresidential development, including mixed use commercial areas, there may be instances where civic nodes have been identified for future use. These nodes may spill into multiple developments. In such

cases it is essential that the street-and-trail-planning step provide for joint planning among neighboring parcels and sometimes even involve cost sharing discussions for certain extraordinary facilities of common benefit to all developers at the node.

Step Four: Draw in the Lot Lines. This final step typically involves little more than marking boundaries midway between house locations or, in the case of nonresidential development, filling in commercial lot lines and site design details. In nonresidential projects as with residential, flexibility, diversity and compatibility in acceptable project types is key to creating vibrant, successful communities.

TRANSFER OF DEVELOPMENT RIGHTS (TDR)

3.1: A **transfer of development rights (TDR)** program should be highly encouraged as a means of moving development units from areas where development is less desirable to areas where **residential development** is more desirable. To support this and other conservation tools, request for additional residential density should be encouraged to use conservation tools to get the density.

Policy 3.2: A **transfer of development rights (TDR)** program should be highly encouraged as a means of moving development units from areas where development is less desirable to areas where **increased commercial square footage** is desirable. A conversion rate to convert residential units to a commercial square footage should be established and used consistently. To support this and other conservation tools, additional request for commercial square footage, should be encouraged to use conservation tools to get the density.

Policy 3.3: Encourage the **Purchase of Development Rights ("PDR")**, so that development rights can be purchased and retired, thereby restricting future development on sensitive open lands. While this is an inherently limited conservation tool because of its expense, PDRs could provide an excellent way to conserve an entire high-priority parcel or vital connecting link in its overall open space network.

Policy 3.4: **Conservancy lots** should be encouraged as a means of maintaining permanently protected open space under private ownership. A conservancy lot is a large, privately owned lot that encompasses part of an area identified as permanent open space. The purpose of the conservancy lot is to provide surrounding residents with visual access to open space while keeping the land under private ownership and maintenance. Only a small, delineated portion of such lots may be developed; the remainder must be protected through conservation easements.

Policy 3.5: Allow **landowners' compacts.** This is a voluntary agreement among two or more adjoining landowners to plan their separate but contiguous landholdings in an integrated, comprehensive manner, providing opportunity to analyze the open space context of properties adjacent to proposed developments. The compact enables landowners to essentially dissolve their shared, internal property lines (for planning purposes) and to design their adjoining land holdings as if they were a single parcel.

Areas for development and preservation could cross property lines so that they would produce the greatest benefit. Taking a very simplified example, all the development that would ordinarily occur on three adjoining parcels could be grouped on the land containing the most suitable soils or slopes or having the least significant vegetation or wildlife habitat, potentially leaving one parcel entirely undeveloped. The three landowners then share net proceeds proportionally, based on the number of house lots each could have developed independently. Even more simply, the process could merely be used to plan eventual trail or greenway connections.

Goal 4: Develop funding mechanisms that can be used to preserve open space*,* which may include the following:

Policy 4.*1*: A **bond** for the purchase of easements or property identified as a critical open space area should be considered. Funds generated through bonding increase leveraging opportunities, giving better access to state and federal conservation programs.

Policy 4.*2*: A **conservation fee** should be implemented for the establishment of a fund that will allow for the purchase of easements in critical open space areas. The fee may be applied as a means to increase density beyond the base density on a parcel, where more intensive development is desirable.

Policy 4.*3*: A **fee-in-lieu program** should be implemented for the establishment of a fund that will allow for the development of public facilities for community benefit. The fee may be applied as a means to increase the density beyond the base density on a parcel, where more intensive development is desirable.

Policy 4.4: An **endowment and special service district** should be set up to offset and manage the continuing costs of maintaining preserved open space land (e.g., costs such as maintaining public parks and trails, mowing meadows, removing invasive vegetation, paying insurance premiums and local taxes), including costs associated with active or passive recreation facilities. An endowment may also be used to build up an open space acquisition fund over time. Spending from endowment funds should be restricted to the expenditure of interest so that the principal may be preserved.

Policy 4.5: A land donation program should be established to encourage a property owner or developer to preserve open space for current inhabitants or future generations. An outright donation is a simple means of conservation and can produce significant tax benefits for the donor. A permanent conservation easement and management plan should be placed on lands that are a part of a land donation program, ensuring permanent protection of valued open space conditions and/or functions.

Additional Tools

Though conservation subdivision design should become the primary strategy employed to conserve Heber's open lands, several tools complement this overall technique. Conservation easements, for example, should be employed every time lands are set

aside for open space purposes. Other tools, like transfer of development rights or an endowment, may be used to address unique situations or afford special opportunities to the city or the developer.

Conservation Easements. Open spaces that are created or reserved through the subdivision or other development processes should require a conservation easement wherever possible. A conservation easement is a permanent restriction placed on a piece of property to protect the resources or functions – natural or manmade – associated with the parcel. In the case of open space, the easement precludes future real estate development and identifies permitted and prohibited uses. The IRS dictates conservation easements standards that land trusts and other easement holders use when evaluating a site. These standards help ensure high-quality, functioning open lands, with the acreage and bulk necessary to fulfill the desired intent of the open space protection purpose and should be used as planning criteria. Conservation easement plans and a subsequent plan review should be a part of the real estate development process.

Endowments. When open space is to be donated for public use to the city or another entity, the city may grant a density bonus ranging from one percent to ten percent to generate additional income for the applicant or the city. The primary reason for generating this additional income would be to endow a permanent fund to offset continuing costs of maintaining the open space land (e.g., costs such as maintaining public parks, mowing meadows, removing invasive vines, paying insurance premiums and local taxes), including costs associated with active or passive recreation facilities. Endowments may also be used to build up an open space acquisition fund over time. Spending from endowment funds should be restricted to the expenditure of interest so that the principal may be preserved.

Traditional Neighborhood Development ("TND"). Employing proper open space analysis graphically demonstrates the virtue of accommodating diverse lot and building sizes and types in order to put development density and intensity on the most suitable portions of the site. Often, the most reasonable resulting forms of development are new neighborhoods designed with traditional standards rather than suburban-style "Planned Residential Developments." In the interest of green space preservation, the zoning ordinance could be revised so that higher-density and mixed use development layouts are possible. Carefully-conceived density/intensity standards, along with detailed design and layout standards regarding lot size, setbacks, street alignment, streetscape design, on-street parking, and the provision of interior open space as well as surrounding green space areas can greatly benefit cities. The creation of places which mix residential and commercial use, as occurred in traditional communities of past decades, can also be a valuable community asset. Zoning standards for all development, especially traditional neighborhoods, should always include numerous illustrations, (e.g., aerial perspectives, street cross-sections, building elevations, illustrated photographs, and streetscape perspectives), so that developers can quickly understand and meet community design

expectations.

Conservation Subdivisions ("CS")
To further the goals and policies outlined in this section of the general plan, Heber should promote open space preservation through its subdivision and zoning ordinances, with particular emphasis in the subdivision application content and review procedures. The city should consider conservation style subdivision design. This design technique encourages conservation while respecting current base density standards by accommodating flexible lot sizes. This form of real estate development is commonly called the conservation subdivision.

Conservation subdivisions are a form of development in which, in addition to avoiding wetlands, flood plains, and steep slopes, much of the flat, dry, and otherwise buildable land is preserved from clearing, grading, and construction. Yet, the developer is able to achieve full-yield density, usually by reducing lot sizes and intensifying development on the remaining developable land in other ways. Conservation subdivision design offers a cost-effective way for the city to preserve open lands valued by its residents.

HISTORIC OLD TOWN VISION

Old town is envisioned as the heart of the community. The preserved traditional street grid, generous planter strips, adequately paved streets with curb and gutter and planted areas comprise elements of this vision. Tree-lined sidewalks and other landscaping provide a walk-able area where citizens may feel secure. Many in this neighborhood walk or ride their bikes to school. Social and cultural resources are close at hand. Places and buildings of historic significance are integrated with new developments that reinforce design and character in size, scale and style. Old town beauty continues to be a product of design and careful planning. Proper design reinforces the social identity and character of the area, and serves as a magnet in attracting residents and others who support the downtown area, by working, playing, and shopping. Residents show the pride of ownership and commitment to a sense of community. This is a place where human scale and built features are linked together to form a unique mountain valley neighborhood in the very core of Heber City, a rural-politan center where values and character are reflected in culture, commence and community.

REDEVELOPMENT PLAN

Since Old town is an older community, there are modifications and changes that have occurred, and will continue to take place as growth continues. Areas and zones have been and are continuing to be part of an overall strategy, in redeveloping areas that have changed, or will need certain modifications through ordinances and regulations to keep them up to date, or to assist in retaining the turn of the century charm. Citizen support as well as direction from the City Council and the Planning Commission, has culminated in a series of defined goals regarding redevelopment. Those who purchase property, desire to develop or build should review redevelopment ideas, strategies and requirements with the Planning Staff, prior to purchase or developing plans.

1. Roads within these areas shall retain their 82-foot-plus wide right-of-way, and adequate traffic and parking lanes should be provided.

2. Install traffic calming devices, particularly in commercial areas adjacent to residential areas.

3. Old Town will remain a walk-able neighborhood, as it is close to the downtown amenities, through the installation of sidewalks, curb and gutter, handicapped corners and other pedestrian features.

4. Encourage redevelopment providing the redevelopment is attractive and compatible with existing development.

HISTORIC DISTRICT

1. Heber City intends to preserve and enhance Heber City's historic buildings and features. Historic preservation promotes community pride and sets the tone for the future neighborhoods and the community.

2. As part of the preservation of the historic district, Heber City shall develop an ordinance that will focus on rehabilitation, education and securing funds through various sources to accomplish this goal.

3. Significant and contributory structures throughout the community shall be identified and included in the Historic preservation plan.

4. Expansion of historic inventory of both residential and commercial properties will assist in developing plans to create a walking tour of the Old Fort Heber as well as identify other contributory buildings and events associated with the historic area.

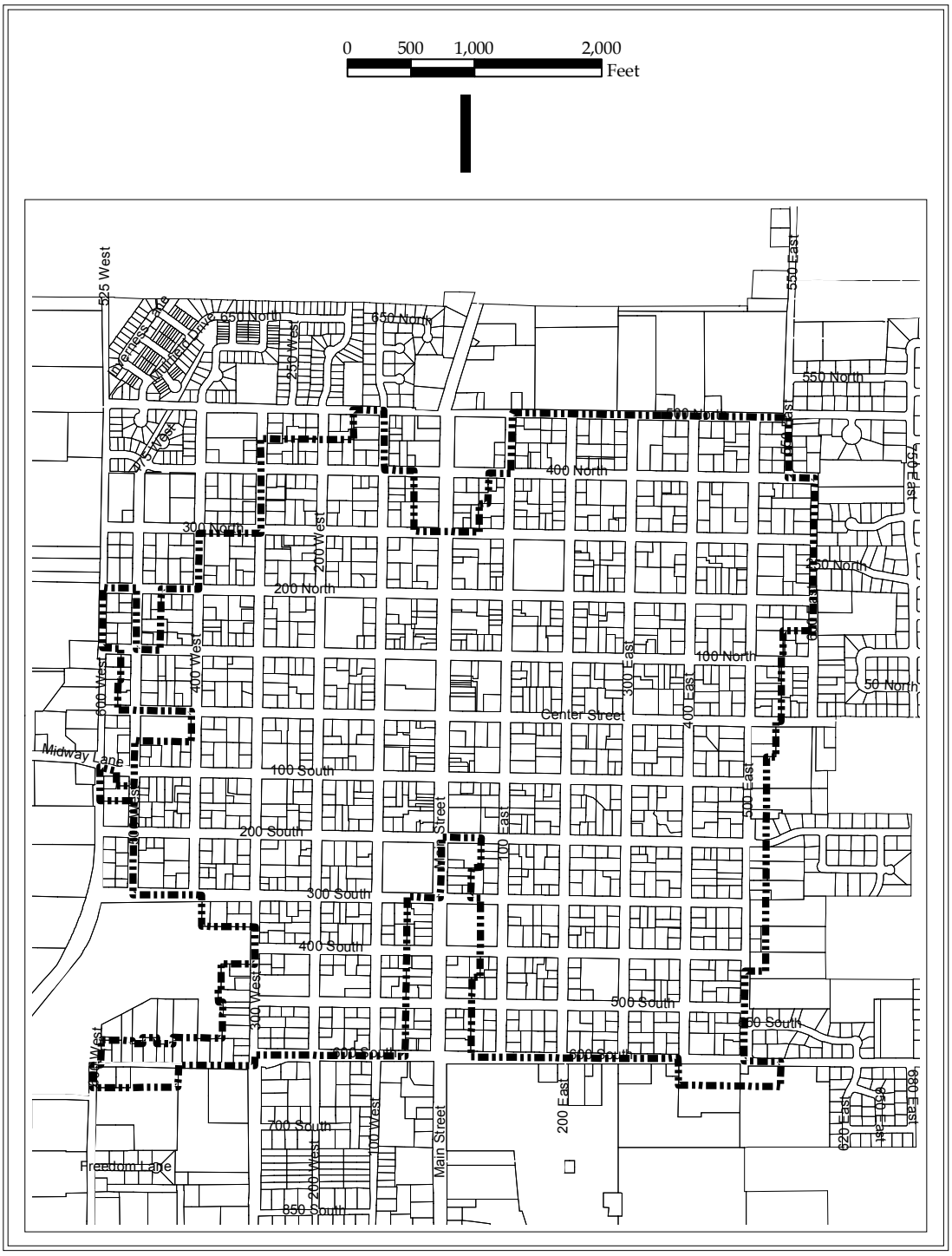
5. Although no theme is shown for Main street, Heber City believes a theme is justified, and the period from the late 1800's to the turn of the century complements our town's originals.

6. Renovation of existing storefronts, or new development on Main Street, should participate in the desired theme appearance.

7. Installation of plaques or other approved items on historic buildings or areas must be consistent with promoting walk-able, tourist friendly, informative tours.

8. Main Street will continue to be the business core of Heber City. Ordinances and other regulations will continue to emphasize that need and desire.

Draft Historic District



COMMERCIAL DEVELOPMENT

Retail business on Main Street is underutilized. Although many factors seem to contribute to this anomaly, Heber City has recognized the uniqueness of this situation and has set down the following list of participatory ideas and desires.

1. Formulate and establish redevelopment districts that emphasize economic restructuring.

2. Commercial development outside the commercial core will be restricted and limited. Strip commercial development, if allowed, will fall within strict guidelines and parameters that will assist in retaining the desired vision for the various commercial zones. Maintain feasible commercial lots in the central business district to facilitate redevelopment.

3. Pedestrian-friendly commercial development is required with street trees maintained by the City.

4. Large scale commercial development will be located in areas complementary to existing commercial development and shall give primary consideration to the specific location to assure the new development is complementary to existing commercial development, and that the exterior of the building is in conformance with the City's design criteria.

5. Allowable signs shall be complementary to the character of the various zones and districts they may be used in.

6. Develop a County-wide plan for large scale retail development

DOWNTOWN / MAIN STREET

Main Street is the economic, architectural and historical heart of the community. The most powerful and lasting image associated with Heber City is Main Street.

1. Promote downtown as a distinctive shopping area emphasizing it as an attractive meeting place and staging area for festivals, special events, celebrations and a variety of community activities.

2. Develop an economic restructuring strategy to identify the types of primary anchors needed in the downtown area and develop a promotional program for marketing the economic potential of downtown.

3. Encourage specialized retail to locate in the downtown area.

4. Promote restaurants and other unique eating establishments that promote desired City themes.

5. Establish RDAs to supply a variety of services and functions to the downtown, namely: store front renovations, parking, economic recruitment, events and joint publications.

6. Create an off-street parking program. Parking proposals may include diagonal as well as parallel parking. Such proposals will assist in maximizing parking.

7. Include the following enhancements downtown to provide a common theme: period lamps, trees, pavers, planters, sidewalks, curb & gutter, bulb-outs, and street furniture.

8. Encourage commercial design that maintains rear off-street parking that is visible from Main Street.

9. Maintain the street wall in the core area of the downtown district.

ECONOMIC DEVELOPMENT

Develop a sustainable economic base by retaining, recruiting and expanding businesses that provide an income-producing job base, enhance the quality of life, and are consistent with the sensitive environmental features of the valley, specifically air, water and open space.

1. Promote the corporate and research development district.

2. Recruit quality job generating businesses and industries that generate long-term employment.

3. Develop an infrastructure of telecommunications and fiber-optics which will develop clean/green industry.

4. Actively pursue community and economic development through target industry recruitment and incentives.

5. Retail development, with proper employment generation, may be considered part of the economic development plans in the proper zones and areas.

6. Develop a Technology and Telecommunication Task Force to promote the creation of technological jobs.

7. Heber City needs to be actively involved in promoting economic opportunities and coordinate their opportunities through Local, State and Multi-County Economic Development Boards.

8. Develop a plan that will identify the housing and economic needs of higher education institutions, so as to maximize the benefit to Heber City.

9. In the future, the Heber Valley Special Service District may use a mechanical treatment system, and the land may no longer be needed for waste water disposal. The land contained within these fields should be converted into a corporate research and development park.

TOURISM

As a destination for tourism, Heber City is recognized as a recreational support center, with many capabilities. Activities that span the four seasons abound in and around the valley, but further enhancement of recreational activities is needed. The following is part of the comprehensive development and economic plan:

1. Support the development of an arts facility for community classes, art exhibits, concerts, and in-and outdoor theatrical productions.

2. Develop a convention center and hotel district.

3. Sponsor multiple day events that encourage extended stays.

4. Develop a zoning district that allows a special recreational resort community around a golf course or open space element.

5. Protect Heber Valley's natural resources, scenic views and water features.

6. Promote year-round tourism and recreational coordinated programs that attract tourists from Utah urban population centers.

7. Emphasize a historic character in the area immediately adjacent to the train station and present a strong theme that encourages tourism.

8. Encourage the Main Street districts to become tourist attractions by virtue of the character of buildings, location, selection of unique businesses, and events held there.

AIRPORT

Heber City owns the Heber City Airport, and is responsible for all planning issues surrounding airport and related businesses. The airport should be self sustaining. Revenues from the airport need to support maintenance and development. This includes both short range and long range goals. Recognizing the important role the airport plays in the community; Heber City created an Airport Advisory Board to assist in this planning.

1. Develop City airport overlay zone surrounding the airport.

2. Require complementary surrounding uses in land use planning.

3. Implement noise abatement procedures.

4. Establish airplane curfews

GATEWAYS

Heber City will establish gateways to the community. The following are features of the gateways:

a. Deciduous and conifer plant materials.
b. Entrance signs shall be monument type signs in a planter element involving stone or other native materials.
c. Protection of certain sensitive areas, from further encroachment.
d. Prohibit overhead utility lines along with signs and billboards.
e. Screening, through the use of landscaping or other physical amenities of particular importance in the Industrial areas.

AIRPORT GATEWAY:

a. Encourage beautification through the airport board.
b. Design appropriate signage.
c. Develop strategies for a variety in the color and design of hangars.
d. Require landscaping around the individual hangars, including trees and shrubs.

HOUSING TYPES

Housing development should be consistent with community character and provide a balance of housing needs for a wide range of ages, income groups and abilities. Promote infill in certain zones and areas, rather than in new developments.

TRANSPORTATION

Heber City is unique in that it supports airport, railway, automotive and pedestrian traffic. Heber City stands at the crossroads from Provo, Park City and Vernal. The transportation elements through and around Heber City are essential to the development and improvement of Heber City. Heber City's intent is to provide safe and adequate roadways, trails and paths for both motor vehicles and pedestrians. Heber City should also be actively pursuing public transit to help alleviate traffic and provide transportation to those who may not be able to provide it themselves.

Roads

Rather than funneling traffic onto one or two major roads, Heber City should disperse the traffic among several arterial roads. This will help eliminate traffic congestion throughout the City. This will require Heber City to expand the asphalt on existing roads, improve existing roads, and coordinate traffic signs and traffic lights. Roads should be wide enough to meet long-term needs but designed to minimize maintenance costs.

Heber City has been working with several entities to determine the route of a by-pass road to the west of town. The purpose of this bypass road is to provide an alternative route for larger trucks to help alleviate congestion downtown.

To date, Heber City has obtained nearly forty percent (40%) of the right-of-way running from UT-189, north and east, to US-40 north of town. It is anticipated that the majority of the remaining portions of the bypass that fall within Heber Cities' annexation boundary will be obtained through annexations. The portion of the bypass that runs from UT-113 (Midway Lane) north to US-40 (Main Street) does cross land that contains wetlands, canals and animal habitats. There should be studies done to ensure that these environmental sensitive lands are protected where possible. Mitigation of the wetlands and open space should also be done to preserve the natural area to the northwest of Heber City.

Goal: Alleviate traffic congestion on Main Street.

Action Items:

a. Disperse traffic along 100 East, 100 West, 300 West and 500 East. This would include the possibility of widening asphalt, aligning stop signs, eliminating dips, finishing 500 East (connection between 600 South and 1200 South) and finishing 600 West (connecting it from 500 North to 600 South).

b. Improve 1200 East/Mill Road from 1200 South to Center Street.
c. Improve US-40 (north & south of town) as well as UT-189 at least ½ mile further out from where they are developed as of 2009. These improvements would include curb, gutter, sidewalk and asphalt widening.
d. Study the effects and benefits of one way streets in the downtown core.

e. Complete the eastern bypass road that will run from Center Street north and west to Highway 40.
f. Continue cooperative effort with Wasatch County for the bypass road to the west of Heber City.
    i. Continue working with the RPO, UDOT, and Wasatch County to ensure the project continues.
    ii. Incorporate NEPA and UDOT route planning practices in the process.
    iii. Keep costs to a minimum and prepare cost benefit analysis evaluating the benefit of the project to the Heber Valley.
    iv. Work with new developments to lessen the cost and use of the condemnation process to obtain right of way.
    v. Use the bypass road as a mechanism for preserving open space in the north fields.
    vi. Solidify the alignment of a bypass road.

Goal: Improve the gateway corridors coming into Heber City.
Action Items:

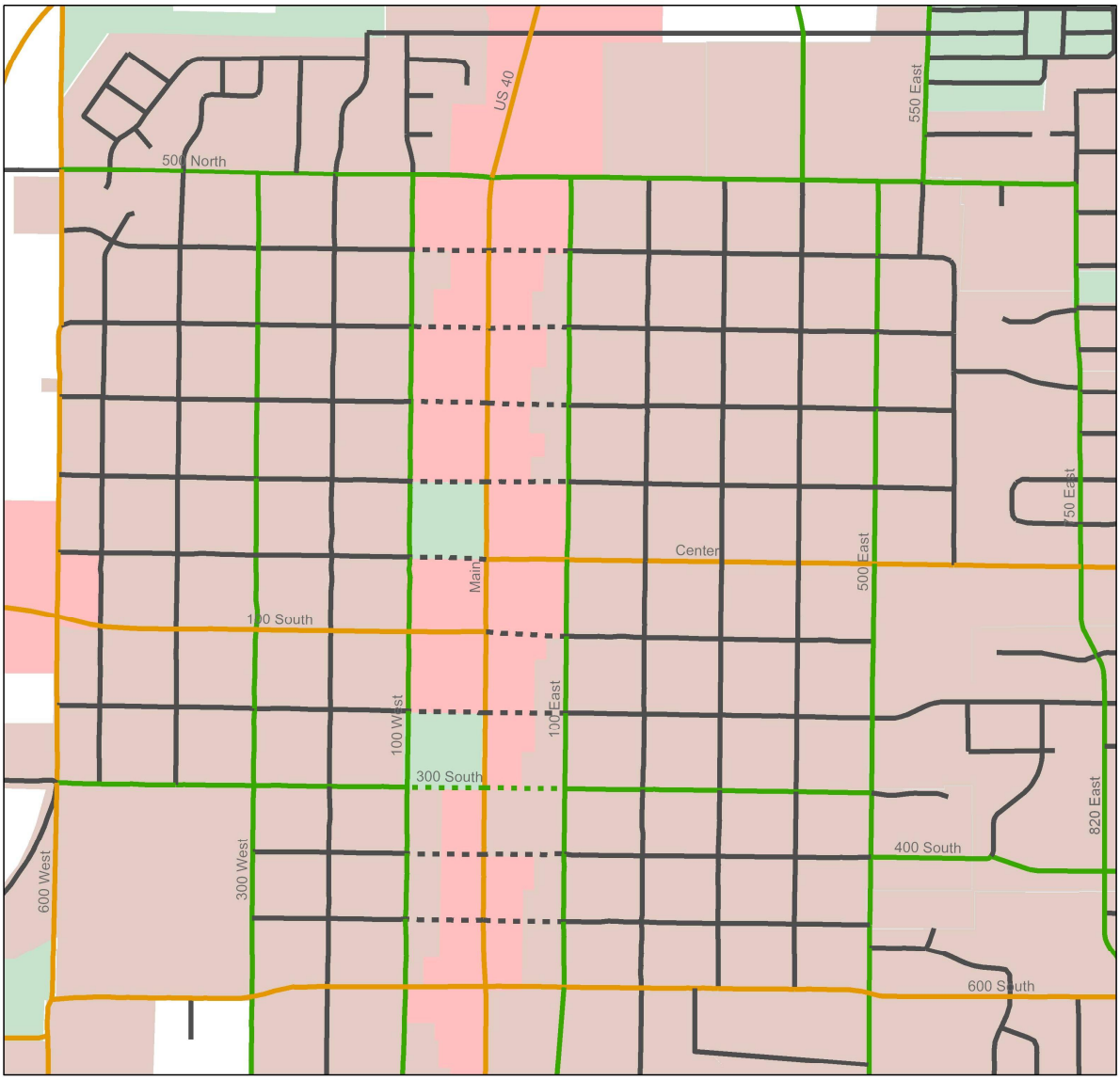
a. Improve (add curb, gutter, sidewalk, and storm drain) Center Street from 1500 East to Main Street.
b. Improve (add curb, gutter, sidewalk, and storm drain) Midway Lane from Southfield Road (1200 West) to Main Street.
c. Improve the intersection of US-40 and UT-189. Increase the number of through lanes and turning lanes.
d. Realign Daniels Road intersection with UT-189 so it aligns with 1300 South to the north of UT-189.
e. Plant street trees and landscape the park strip along all of Main Street.
f. Place entrance monuments within or next to the roadway, at each of the main corridors leading into Heber City, if possible.
g. Bury overhead power lines & upgrade the streetlights along the entrance corridors, to match those of downtown.

Goal: Improve parking in downtown Heber.

Action Items:

a. Work with new developments to create a large enough parking area to serve their projects.
b. Work with businesses to create shared parking agreements with other businesses.
c. Increase the mixed-use elements downtown so that residential and commercial areas can share parking.
d. Utilize angled parking wherever possible to increase the number of parking stalls over parallel parking.
e. Obtain land for increased parking through development as well as purchasing currently privately owned land.

Downtown Transportation Plan



Legend

Local

Minor Collector

Minor Arterial or Collector

Local w/ Angled Parking

Minor Collector w/ Angled Parking

Minor Arterial or Collector w/ Angled Parking

Commercial Core

Residential

Open Space

HEBER CITY CORPORATION

1:8,000

This map displays Heber City's vision for transportation and parking downtown.

Roadway Policies

- Paved roads and sidewalks should be installed in new developments prior to the issuance of a building permit.
- Adopt a road hierarchy that defines right-of-way widths, lane widths, and general design of each type of road.
- Roads should conform to the Streets' Master Plan even if this involves a higher standard than the development would otherwise necessitate.
- Neither roads nor trails will be closed for construction except for emergencies or safety reasons; detours must be reasonably convenient.
- All new developments on arterial roadways should not create new driveway accesses onto the arterial roadway. Owners of property fronting on arterial roadways should be strongly encouraged to provide access from adjacent local or collector streets. To ensure long-term maintenance of adequate traffic conditions, it is crucial that arterial capacity not be degraded through unnecessary access points.
- The impact of traffic on residential streets should be minimized as much as possible through a combination of educational, enforcement and engineering strategies such as traffic calming devices.
- Improve substandard roads as appropriate for the neighborhood. Understand the proper use of street widths and special use right-of-way (i.e. right of ways that contain trails or bike paths) in order to promote pedestrian safety.
- Provide safe traffic flow of arterial and collector streets, to include roads surrounding the airport and other sensitive areas, with widths to accommodate circulation, parking, safe pedestrian access and landscaped planter strip areas.
- Retain the super-grid or grid pattern on at least a 4-6 block basis of both the "east /west & north/south" corridors.
- Require both vehicular and pedestrian connectivity with regard to access in commercial and residential developments.
- Install traffic calming bulb outs in the core downtown area that will slow traffic and aid pedestrians in crossing Main Street in a safer manner.
- When designing and building new roads, several factors should be considered:
    a. Utilize existing right-of-ways where possible.
    b. Attempt to obtain right of way through annexation and development; use condemnation as a last resort.
    c. Minimize effects on existing homes & structures.
    d. Minimize environmental impacts.
    e. Follow adopted engineering practices.

- Meet the Streetscape Standards for the block sections of Heber and for new and developing areas. This system includes curb, gutter and sidewalks. The new Standard has larger planting strips to facilitate trees, and in the older block areas, to accommodate utility lines, easements, existing trees and irrigation ditches.
- Road Hierarchy:
    a. Arterial: Provides the highest level of service at the greatest speed for the longest uninterrupted distance, with a higher degree of access control. These roads would include US-40 and US-189. The design and maintenance for these roads are determined by UDOT.
    b. Minor Arterial: Provides a high level of service at a greater speed for longer uninterrupted distance, with a higher degree of access control. This would include 1200 South, Center Street heading east, and Midway Lane. The purpose of these roads is to move high volumes of traffic. They are designed to have up to four (4) travel lanes and one (1) center turn lane. These roads would include one (1) bike lane to provide adequate protection for bicyclers. The width of minor arterial roads vary, but typically have an asphalt width of 60′ or greater.
    c. Collector: Provides a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials. Has a higher degree of access control. These roads are designed with two travel lanes, a center turn lane, and they would have a bicycle lane . When intersecting a road with a higher order (i.e. Arterial, Minor Arterial) right hand turn lanes are required. Typically collector roads have 50′ of asphalt width.
    d. Minor Collector: Provides a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials. Has a higher degree of access control. These roads would also be used in industrial/ business park settings and residential settings, when warranted by traffic volumes. These roads are designed with two (2) wide travel lanes to allow parallel parking. When intersecting a road with a higher order (i.e. Arterial, Minor Arterial, Collector) right hand turn lanes are required. Typically minor collectors have an asphalt width of 44′.

e. Local: Consists of all roads not defined as arterials or collectors; primarily provides access to land with little or no through movement. When intersecting a road with a higher order (i.e. Arterial, Minor Arterial) right hand turn lanes are required. Local roads are 36′ or less of asphalt.

Pedestrian

Pedestrian traffic on sidewalks and trails has become more and more important in Heber City. Heber City needs to encourage walking and biking as a safe and effective mode of transportation within the City.

Goal: Conduct a walk/bikeability study.

Action Items:

a. Identify areas that are in need of trails and/or sidewalks.
b. Get public input to determine perceived needs.
c. Prioritize project to complete the most important trails and sidewalks first.
d. Update Master Trail Plan to conform with the findings.

Goal: Create trails and sidewalks.

Action Items:

a. Continue to work with new developments to create new sidewalk and trails.
b. Use trail impact fees to construct trails.
c. Make trails wide enough for bicycling as well as walking.
d. Connect to Wasatch County trail system.

Goal: Encourage bicycling.

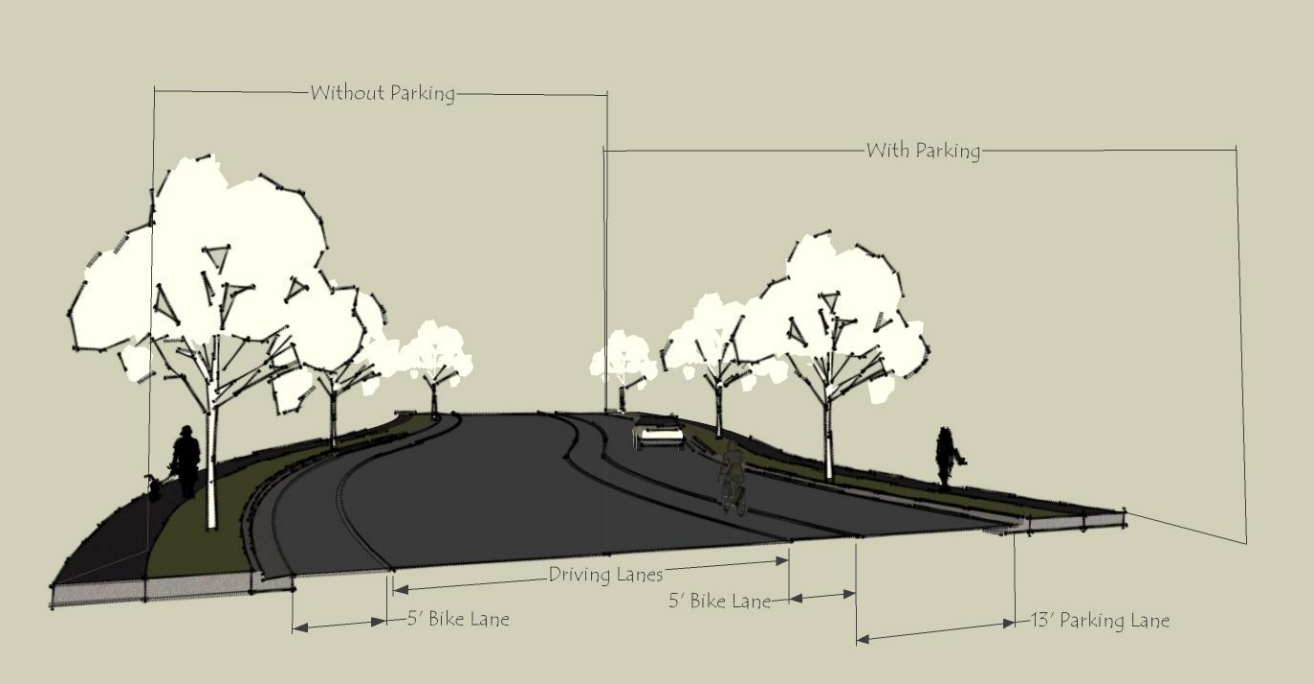
Action Items:

a. Create a Heber City Bike-to-Work Program.
b. Create a Bike Commuter Competition.
c. Work with Wasatch County to create a bike park to encourage youth to ride bicycles.
d. Schedule theme bike rides or tours (moonlight, local historic, romantic spots, fall colors, etc.)

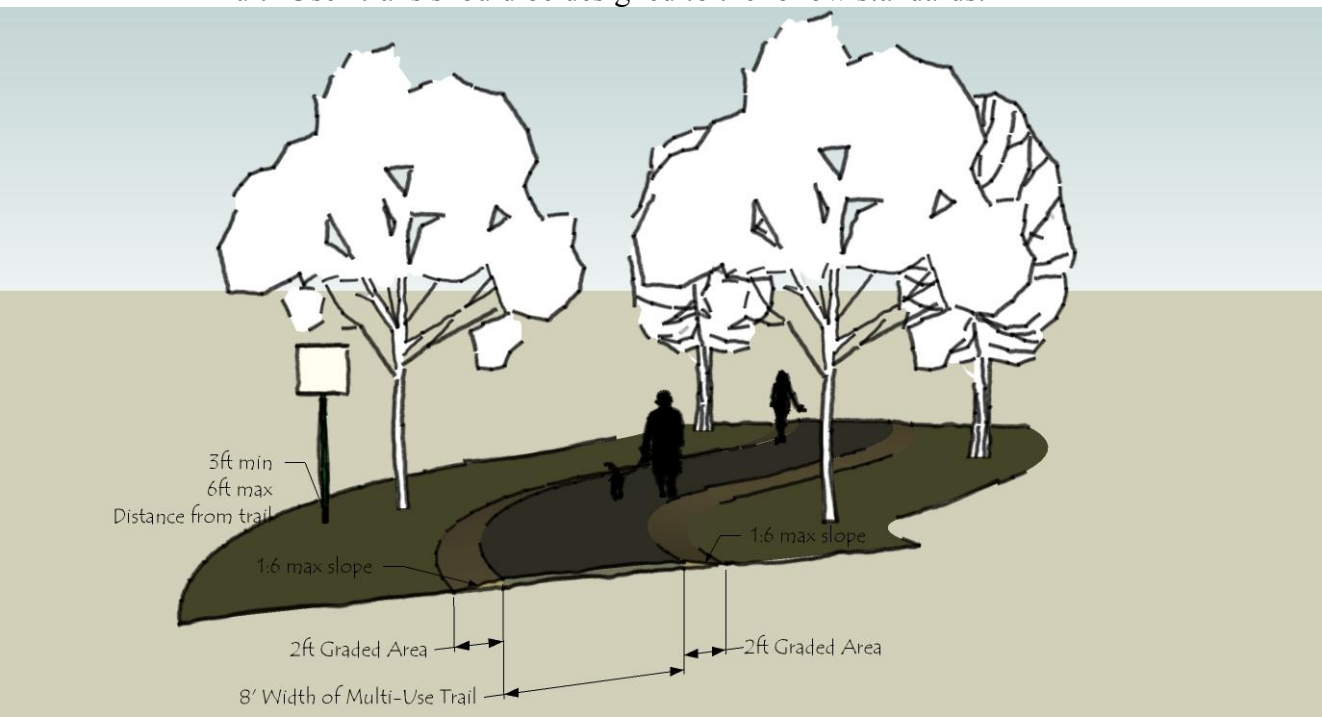
e. Organize a "bike swap" at the local park and include maintenance and safety workshops. Also, possibly include a nostalgic bike races or bike show.
f. Become a "Bicycle Friendly Community".
g. Require bicycle parking for commercial development.

Sidewalk/ Trail Policies

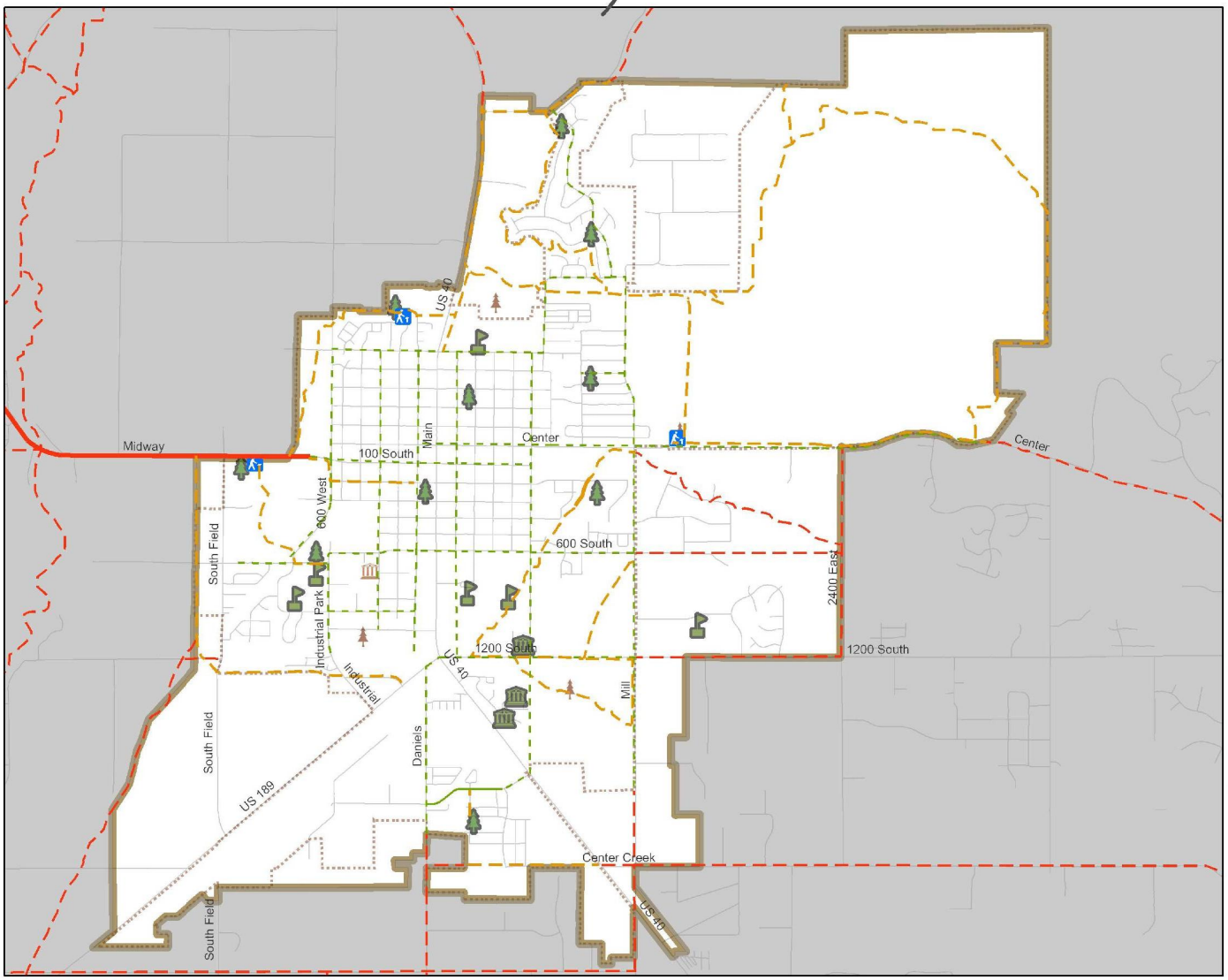
- Public trails and sidewalks should be installed in new developments prior to the issuance of a building permit.
- Trails and sidewalks need to meet the City standards.
- The primary modes of access to Main Street commercial businesses should be via transit, bicycle, and on foot.
- Trails should meander when possible, and have a landscaped berm to separate it from private property.
- In the grid portion of Heber City, sidewalks should be installed whenever possible
- Pedestrian and bicycle links between neighborhoods should be provided concurrent with the first phase of any development. Trails should conform to the Trails Master Plan. Trails within and adjacent to Heber City should connect to trails which exist and/or are being planned within unincorporated Wasatch County.
- Portions of trails not presently connecting to other trails should be constructed in anticipation of future trail construction, in accordance with the Trails Master Plan.
- Require commercial buildings to provide a sidewalk to entrance path or sidewalk.
- When trails or sidewalks are damaged by new construction, it will be the responsibility of the property owner or developer to repair.
- Bike lanes should be located along all arterial and collector roads.
- Increase the proportion of total travel via non-motorized modes.
- Multi-Use trails should be constructed along streams, canals and through open space.
- "Bike Lane" trails should be designated by the following cross section:



- "Multi-Use" trails should be designed to the follow standards:



Heber City Master Trail Plan



Legend

Destinations

- Existing Civic Location
- Existing Park
- Existing School
- Future Civic Location
- Future Park

Trails

- Existing Multi-Use Heber CityTrail
- Future Multi-Use Heber City Trail
- Existing Heber City Bike Lane
- Future Heber City Bike Lane
- Exisitng Trial
- Future Trail

Boundary

- Annexation Boundary
- Heber City Boundary

HEBER CITY CORPORATION

1:30,000
October 2008

Public Transit

Heber City currently does not offer any form of public transportation. It is vital as Heber City grows that we look at the possibilities and options we may have for providing public transportation. Heber City should work closely with outside sources such as UTA and Park City Transit to coordinate efforts.

Goal: Study the possibilities of Public Transit in Heber Valley.
Action Items:

a. Gather public input as to what is the perceived need.
b. Conduct a cost benefit analysis.
c. Study the possible connections with UTA and Park City Transit.

Goal: Obtain Funding.
Action Items:

a. Pursue Federal Funds for studies and implementation.
b. Pursue Utah State Funds for studies and implementation.
c. Work with Wasatch County to see what, if any, funding may be available.

Public Transit Policies

- Transit funding should be adequate to operate services year-round, while also ensuring adequate replacement of capital assets. High-frequency service will be provided between all commercial and activity centers. Service to residential areas will depend upon the demand for and the cost-effectiveness of such service.
- Interlocal agreements should be reached with other municipalities so that the cost may be dispersed evenly.
- The availability and convenience of transit service should be provided to benefit both visitors and residents.
- A series of transit facilities should be considered. If constructed, these facilities should operate to maximize the convenience of transit, pedestrian, and bicycle transportation options.
- Transit routes should avoid residential streets if equivalent arterial-road routes are available.
- The primary modes of access to Main Street commercial businesses should be via transit, bicycle, and on foot.

- The mobility of the public should be optimized when evaluating all modal options together (one mode isn't more important than another, but overall mobility is very important). Transportation programs should focus upon moving people, rather than moving vehicles.
- Increase the proportion of visitor travel on transit service.
- Increase the proportion of resident travel on transit service.
- Require drop off points and public benches as part of commercial development.

Land Use

Land use is very strongly tied to transportation. It is important that Heber City is mindful of zoning, as well as road capacities, as it allows development.

Goal: Coordinate Land Use Map with Transportation Plan Map.
Action Items:

a. Review Transportation Plan Map to ensure capacity for future build out.
b. Make sure residential areas are connected to commercial areas with trails and sidewalks.

Land Use Policies

- Zoning should recognize the interrelationship of land uses and transportation modes. No transportation improvements should be made which would encourage inappropriate or premature growth.
- No development should be approved that would limit the possibility of future transportation corridors that tie into the existing transit system.
- The street network should be developed to allow an efficient transit service in the future. Through streets should be provided in new developments that allow transit service within easy walking distance of all residences and good access to adjacent arterial streets.
- Developments should be designed to serve auto, pedestrian and potential transit users.
- Rather than using parking lots to separate commercial uses from adjacent arterial streets, commercial developers should be strongly encouraged to prepare site plans to cluster the commercial uses near major intersections. This encourages pedestrian use by allowing more convenient travel paths, and also encourages increased walking between buildings.

- Mixed land uses - Zoning designations should be reviewed to identify opportunities to provide neighborhood-serving commercial uses with convenient walking or bicycling distance from residential areas. This strategy reduces auto use while providing increased opportunities for transit and pedestrian activity.
- Drive-up windows are generally inappropriate outside of certain commercial areas and should be discouraged or prohibited, except in those areas.
- Development in commercial areas should be pedestrian friendly.
- A variety of landscaping and other compatible land uses should be encouraged within road rights-of-way, where feasible.

MODERATE INCOME HOUSING ELEMENT

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 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 decade, 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. Many of the homes in these developments currently remain near the affordable price range without additional governmental regulations to restrict housing prices, but the current values of most of the single family detached housing is out of reach for those earning 80% or less of median family income. 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. 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 developers through payments in lieu of affordable housing, and when available, funds from the state and federal government.

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 requires 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 is 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, or are in the process of approval and will contribute to that fund soon when they have recorded and constructed their respective developments. 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. It should also be pointed out that some developments, because of their smaller lot sizes, will not only contribute money to the affordable housing fund, but will also have lots that are much more affordable than other developments. Developments that have, or will soon contribute a fee in lieu include Daniels Gate Plat B, Daniels Gate Plat C, Broadhead Estates 2, Willow Creek Estates, Browning Estates, Red Ledges, Stone Creek, Aspen Pointe, Majestic Mountain, Noble Vista, Swift Creek, Heber Meadows, Meadows at Southfield, Shermans Landing, and the Cove at Valley Hills 1 & 2. Additional developments not listed are being considered through annexation or the subdivision process and may contribute to this fund as well. One problem with the fee in lieu is that over the 7 years of the Affordable Housing Ordinance, the fee has 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. This in part has made a future Habitat for Humanity project in Heber City possible.

Mill Road Estates and Wheeler Park provided the monetary equivalent of the fee in lieu as building lots. From these two developments, the city has title to 15 building lots that will be utilized as affordable housing units. The city has been working with Utah Housing Corporation (a non-profit affordable housing corporation) to establish a program that will provide 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 4 successful home constructions and 2 future homes planned 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.

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 UVSC. 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. No developers have applied for development under the new apartment regulations, but these regulations would provide an opportunity for affordable rental apartments.

In 2007 Heber City adopted a Clustered Open Space Overlay Zone (COSZ), modeled after Midway's open space ordinance. The new Zone permits condominiums and town homes at slightly higher densities and requires that each development provide 40% open space. Ranch Landing, located next to the new library, was approved under this new zone. For an affordable housing strategy, the developer is marketing the homes in the first phase first to qualified essential government workers at a starting price near $200,000.

Utilizing the Mixed Use Residential Commercial Zone (MURCZ) adopted by citizen referendum last year, two home developers have approached the city for construction of a town home development and an apartment complex near the future Wal-Mart site. Garbett Homes currently has an application with the city for approximately 135 town homes. Garbett Homes indicates their tentative pricing will begin near $170,000, meeting the affordability requirements of those with moderate incomes. Cowboy Partners, an apartment developer, intends to develop approximately 135 apartment units that will be rent restricted for those earning 30%-80% of median income. These units will be needed, in part, to replace the 100 unit mobile home park that was displaced by the Wal-Mart and Boyer retail development, which likely provided affordable housing for those earning 30% of average median income.

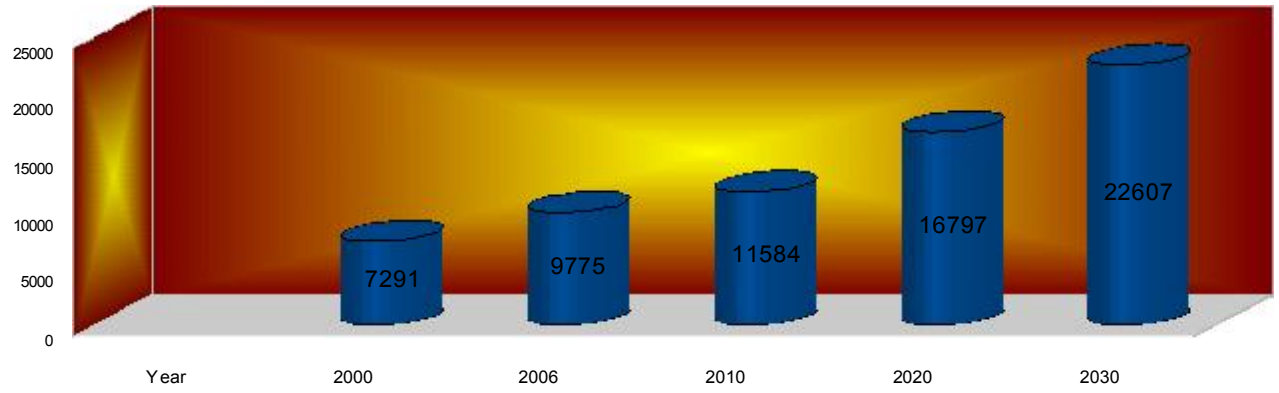
Heber City zoning also permits mobile home parks in the higher density residential zone, and Caretaker homes are permitted within the commercial and industrial zones. And, not withstanding all of the other efforts taking place for affordable housing, the relatively smaller size of lots permitted within Heber City assists in providing a realistic place for affordable housing to be realized.

The City recently adopted the Planned Community Mixed Use Zone (PCMU), which will permit 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. The most recent effort in affordable housing by Heber City this year was the adoption of the Accessory Apartment Ordinance, which permits accessory apartments within the city.

CURRENT STATE OF THE CITY

The following statistics illustrate the current condition of Heber City.

Heber City Population Projection 2000-2030



Source: Governor's Office of Planning and Budget (GOPB)

The Governor's Office of Planning and Budget projects the 2030 City population to be near 23,000. 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 5.7% in 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 seven percent of the population.

1990, 2000, and 2008 Estimates for Race in Heber City

	White	**African American**	**American Indian**	**Asian and Pacific Islander**	**Other race(s)**	**Two or More Races**	**Hispanic (of any race)**
Heber City 1990 Population: **4,782**	4719 (98.7%)	1 (<0.01%)	32 (0.7%)	5 (<0.01%)	25 (0.5%)	N/A	122 (0.03%)
Heber City 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%)
Heber City 2008 (est.) Population: **10,064**	9460 (94.30%)	10 (0.1%)	32 (0.3%)	40 (0.4%)	332 (3.3%)	151 (1.5%)	714 (7.1%)

Source: 2000 US Census

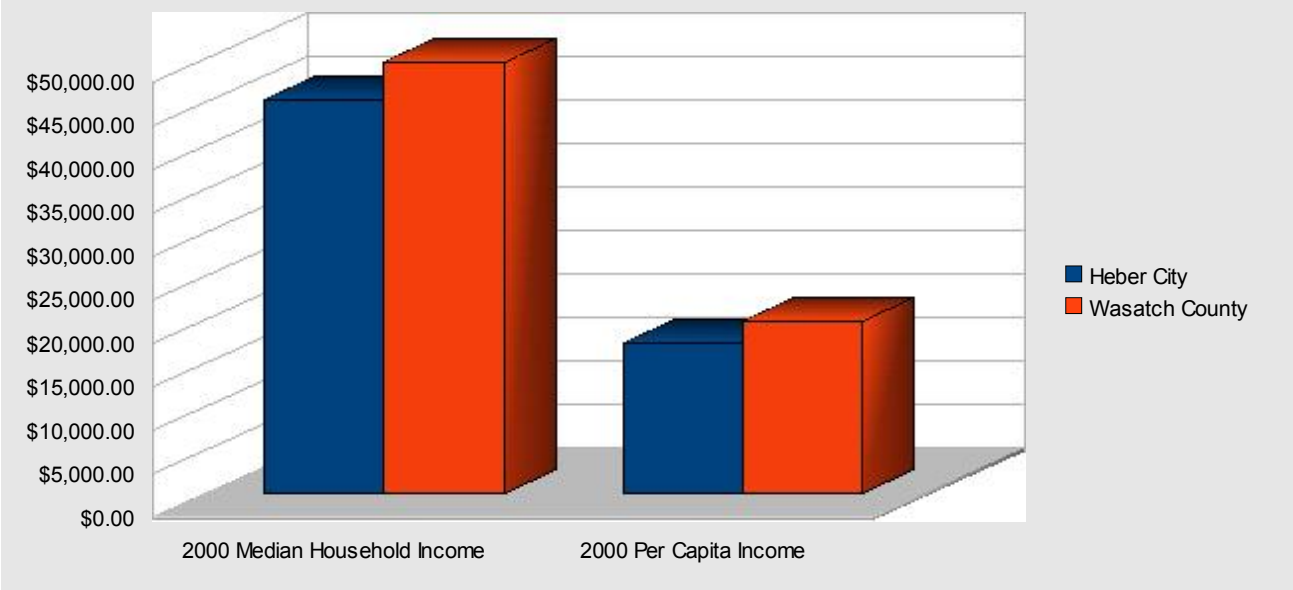
Changes in Household and Family Size

Year	Household Size	Family Size
1990	3.03	3.61
2000	3.16	3.55
2008	3.2	3.5

Source: 2000 US Census

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.

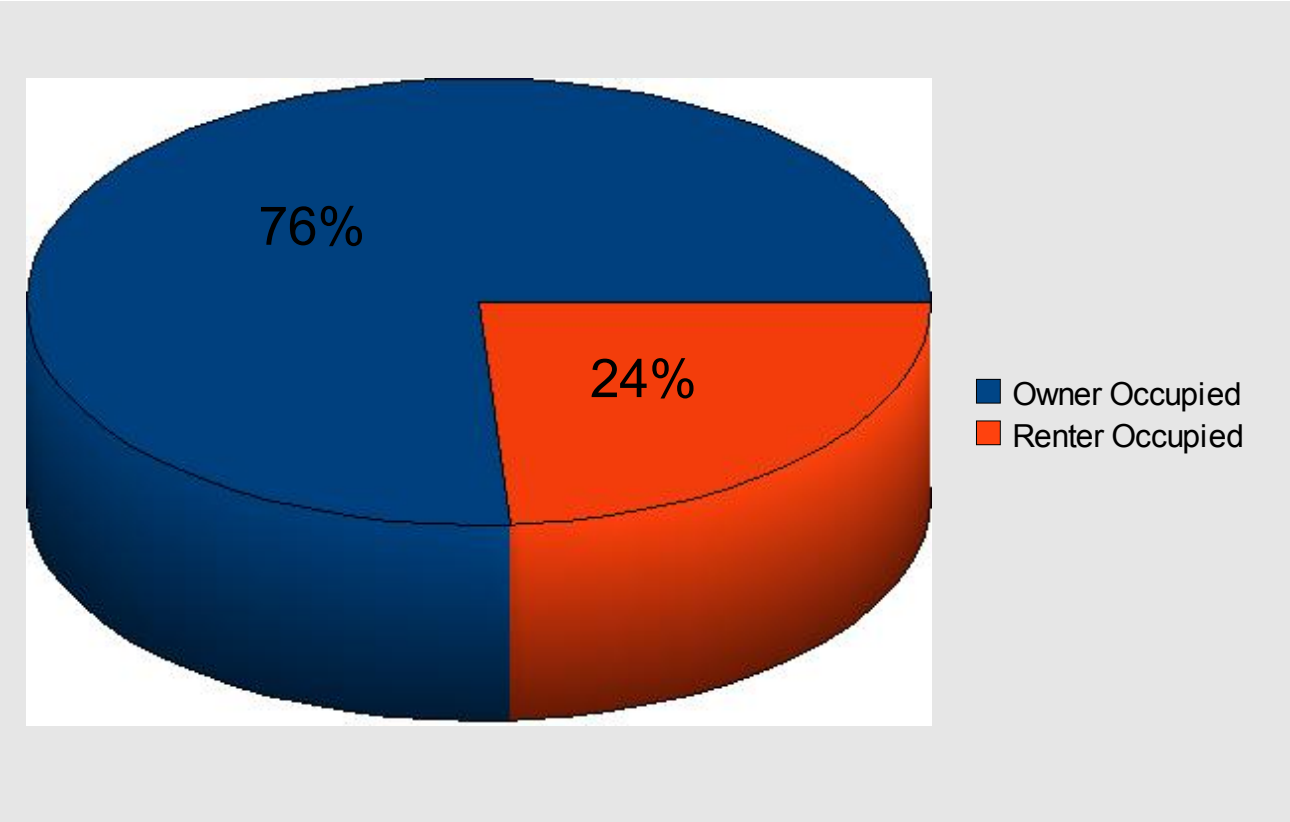


Comparison of Income Levels – Heber City and Wasatch County

Source: 2000 US Census

In 2000, most residents of both Heber City and Wasatch County owned rather than rented.

2000 Renter and Owner Occupied Housing Units

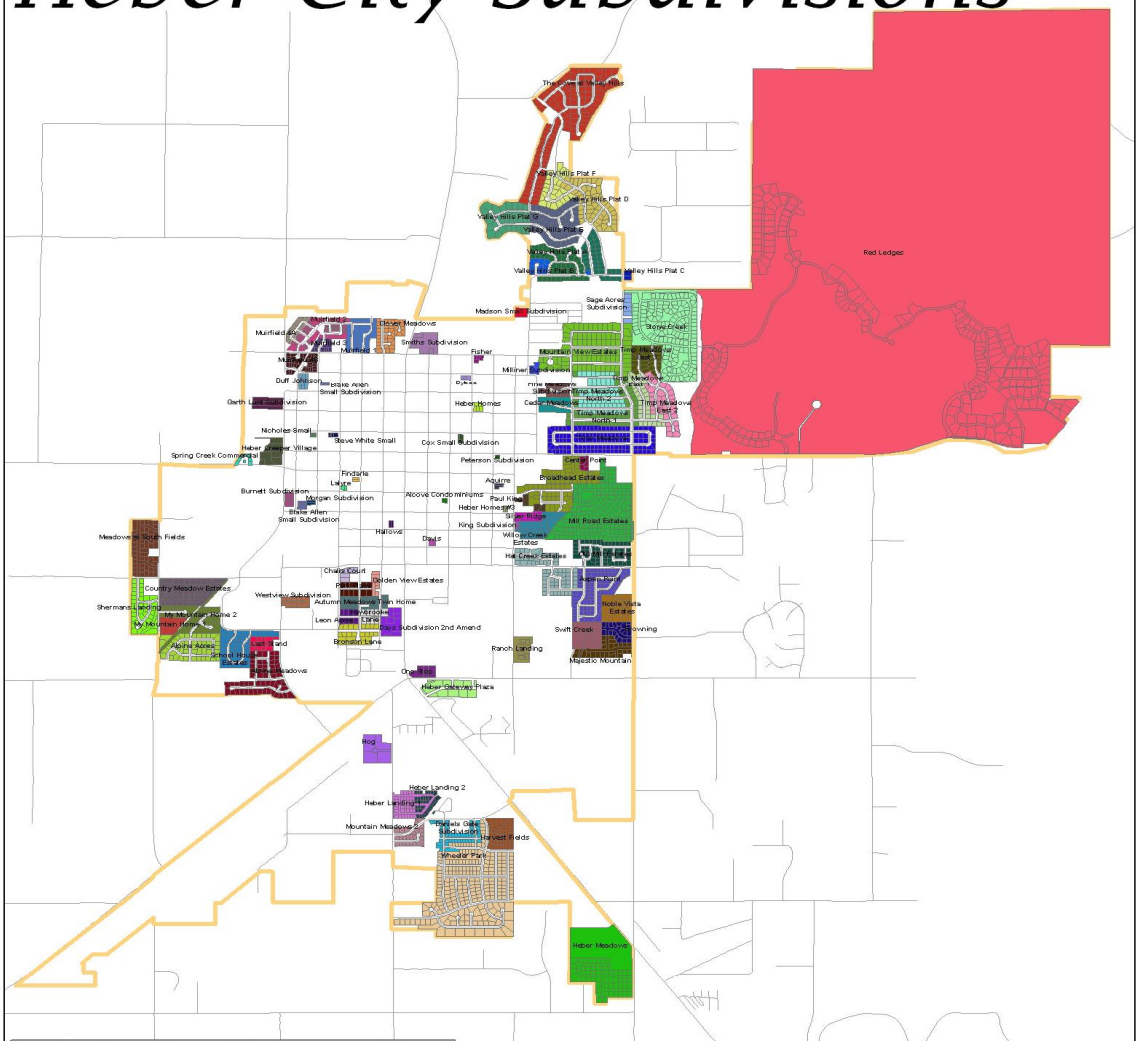


Source: 2000 US Census

Building Trends

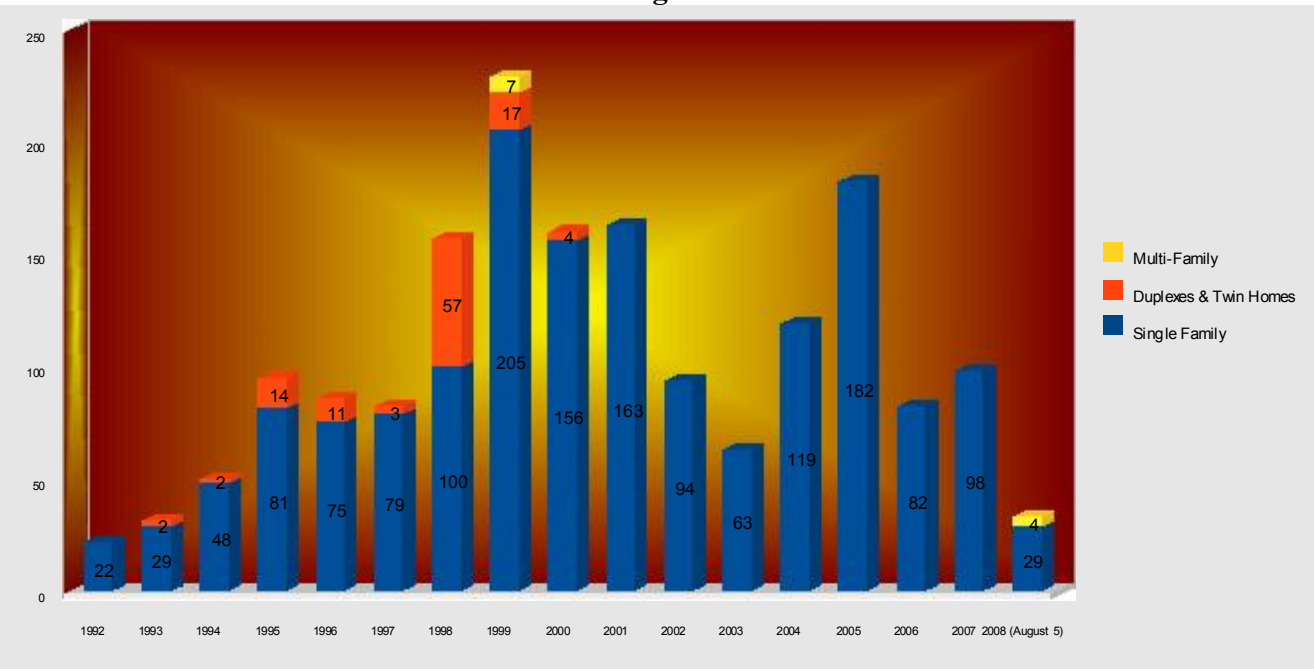
Although Heber City contains mostly single family homes, there is a good representation of other housing types. While the majority of new housing is also single family, there have been spurts of growth in the other housing types as well.

Heber City Subdivisions



1	Alcove Condominiums		46	Old Mill Estates:	59 Lots
2	Alpine Meadows I:	29 Lots	47	Park Place Subdivision:	12 Lots
3	Alpine Meadows II:	27 Lots	48	Peterson Subdivision:	1 Lot
4	Aspen Pointe:	80 Lots	49	Pine Meadows Subdivision:	14 Lots
5	Autumn Meadows Twin Home Sub:	30 Lots	50	Ranch Landing:	120 Lots
6	Blain Brown Small Subdivision:	2 Lots	51	Red Ledges:	1300 Lots Prop.
7	Broadhead Estates:	33 Lots	52	Sage Acres Subdivion:	7 Lots
8	Browning Estates:	22 Lots	53	School House Estates:	38 Lots
9	Bronson Lane:	22 Lots	54	Shermans Landing:	40 Lots
10	Burnett Subdivision:	6 Lots	55	Silver Ridge:	9 Lots
11	Cedar Meadows:	17 Lots	56	Smiths Subdivision:	3 Lots
12	Center Pointe:	6 Lots	57	Southfield Acres:	46 Lots
13	Chalis Court:	5 Lots	58	Spring Creek Commercial:	8 Lots
14	Clover Meadows:	35 Lots	59	Stone Creek:	120 Lots
15	Country Meadow Estates:	45 Lots	60	Swift Creek:	50 Lots
16	Cox Small Subdivision:	2 Lots	61	The Cove at Valley Hills:	65 Lots
17	Daniels Gate Subdivision:	50 Lots	62	Timp Meadows:	124 Lots
18	Daniels Gate Plat C Subdivision:	50 Lots	63	Timp Meadows East 1:	29 Lots
19	Days Subdivision 2nd Amend:	6 Lots	64	Timp Meadows East 2:	34 Lots
20	Garth Lunt Subdivision:	3 Lots	65	Timp Meadows East 3:	22 Lots
21	Golden View Estates:	5 Lots	66	Timp Meadows North 1:	55 Lots
22	Habitat for Humanity:	4 Lots	67	Timp Meadows North 2:	70 Lots
23	Hat Creek Estates:	58 Lots	68	Valley Hills Plat A:	45 Lots
24	Hawbrooke Lane:	10 Lots	69	Valley Hills Plat B:	11 Lots
25	Heber Creeper Village:	7 Lots	70	Valley Hills Plat C:	32 Lots
26	Heber Crossings:	250 Lots Prop.	71	Valley Hills Plat D:	52 Lots
27	Heber Landing 1:	39 Lots	72	Valley Hills Plat E:	55 Lots
28	Heber Landing 2:	35 Lots	73	Valley Hills Plat F:	24 Lots
29	Heber Meadows:	51 Lots	74	Valley Hills Plat G:	34 Lots
30	King Subdivision:	3 Lots	75	Westview Subdivision:	11 Lots
31	Leon Acres:	8 Lots	76	Willow Creek Estates:	22 Lots
32	Madson Small Subdivisdion:	1 Lot	77	Daniels Gate Plat C Subdivision:	50 Lots
33	Majestic mountian:	35 Lots			
34	Meadows at South Fields:	50 Lots			
35	Millner Subdivision:	4 Lots			
36	Mountain Meadows 2:	24 Lots			
37	Mountain View Estates:	91 Lots			
38	Muirfield 1:	64 Lots			
39	Muirfield 2:	110 Lots			
40	Muirfield 3:	14 Lots			
41	Muirfield 4A:	21 Lots			
42	Muirfield 4B:	37 Lots			
43	My Mountain Home 1:	1 Lot			
44	My Mountain Home 2:	29 Lots			
45	Noble Vista:	25 Lots			

Residential Building Permits 1992-2008



Source: Heber City Building Department

Available Land

As of August 2008, there were 5,372 acres in the city or about 8.4 square miles. Planning staff estimates that there are approximately 731 potential residential units available from vacant land in the city, 647 vacant subdivided lots, 799 approved/undeveloped (paper) building lots, and 1,200 second home lots, totaling 3,377 potential residential units. If the second home development, Red Ledges, utilizes one-third of the units as primary homes, the population of Heber City at buildout with the current city boundary would be 18,310 persons. Including just the approved and recorded subdivisions, Heber City's population will be 15,971 persons. It will likely take 5 to 15 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 4 illustrates the value of owner occupied housing in Heber City in 2008 based on the Wasatch County Assessor's tax database. Table 5 illustrates the estimated monthly cost and numbers of rental units in Heber City in 2008, based on updating of 2000 Census data.

Table 4: Number of Owner-Occupied Units by Value in Heber City 2008

Value	Number of Units
Less than $99,999	0
$100,000 to $149,000	8
$150,000 to $199,999	319
$200,000 to $249,999	718
$250,000 to $299,999	545
$300,000 to $349,999	384
$350,000 to $399,999	212
$400,000 to $499,000	142
$500,000 to $599,000	45
$600,000 to $999,999	19
$1,000,000 or more	2
Median Value: $263,225	
Total Owner Occupied Units	2394

Source: Wasatch County Tax Assessor, Heber City Planning Office, 2008

Table 5: Number of Renter-Occupied Units by Rent in Heber City 2008

Gross Rent	Number of Units	Percent
Less than $200	20	2.5%
$200 to $299	24	3%
$300 to $499	40	5%
$500 to $749	198	25%
$750 to $999	237	30%
$1,000 to $1,499	198	25%
$1,500 or more	40	5%
No cash rent	40	5%
Median rent: $725		
Total Renter Occupied Units	790	

Source: Heber City Planning Office, 2008

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 6: 2008 Household Income for Wasatch County

Income	Number of Households	Percent
$0 to $14,999	403	5.3%
$15,000 to $24,999	419	5.5%
$25,000 to $34,999	670	8.8%
$35,000 to $49,999	1028	13.5%
$50,000 to $74,999	1820	23.9%
$75,000 to $99,999	1295	17%
$100,000 to $149,999	1196	15.7%
$150,000 +	784	10.3%
Median household income:	$60,155	
Median family income:	$63,187	
Total households	7615	

Source: Decision Data Resources, GOPB, Heber City Planning Office, HUD

Utilizing Tables 4 – 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 2000 and 2008.

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

	Amount	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	$49,612	$1,240	$160,000	91%	48%	50%
80% of Median	$39,690	$992	$128,000	83%	27%	37%
50% of Median	$24,806	$620	$80,000	40%	5%	18%
30% of Median	$14,884	$372	$48,000	17%	0.40%	7%
* Assumes 30% of income is available for housing						
**Assumes 7% interest rate, 30 year mortgage and includes taxes and insurance (1% tax rate + .3% insurance rate + 0.06% mortgage insurance and 0% down payment)						

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

	Amount	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						

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 2008

	Amount	Number of Existing Affordable Heber City Housing Units	Percent of Total Heber City Units	Percent of Wasatch County Households	Housing Need	Deficiency
Median Household Income	$60,155	1252	36.8%	50.00%	1700	448
80% of Median	$48,124	692	20.4%	31.4%	1067	375
50% of Median	$30,078	325	9.6%	15.3%	520	195
30% of Median	$18,047	114	3.4%	7.5%	255	141

When comparing the number of affordable housing units in Heber City (column 2) with the need for affordable units (column 5) it is clear that Heber City had in 2008 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. There will likely be an additional demand for 30%, 50%, and 80% AMI priced housing resulting from lower paying jobs with the soon coming Walmart big box development and second home market in Heber Valley. The projected 5 year need for

moderate income housing is shown in Table 9 below.

Table 9: 5 Year Moderate Housing Need

Year	Population (2.5% 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
2008	10,064	3,399	-	141	195	375	448
2009	10,316	3,485	86	6	13	27	43
2010	10,574	3,572	87	6	13	27	44
2011	10,838	3,661	89	7	14	28	45
2012	11,109	3,753	92	7	14	29	46
2013	11,387	3,847	94	7	14	30	47
Subtotal	-	-	448	33	68	141	224
Total (includes existing deficiency)	-	-	-	174	263	516	672

Table 9 indicates that over the next 5 years, the city will need 224 housing units that are affordable to those earning the average median income or less. The city will need 672 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. 516 of these units will need to be affordable to those earning 80% or less of average median income, 263 of these units will need to be affordable to those earning 50% or less of average median income, and 174 of these units will need to be affordable to those earning 30% or less of average median income.

Two residential developers have approached the city for construction of a town home development and an apartment complex near the future Wal-Mart site. Garbett Homes currently has an application with the city for approximately 135 town homes. Garbett Homes indicates their tentative pricing will begin near $170,000, meeting the affordability requirements of those with 80% to 100% of AMI. Cowboy Partners intends to develop approximately 135 apartment units that will be rent restricted for those earning 30%-80% of median income.

Ranch Landing, located next to the new library, is currently under construction. The development contains 116 proposed condominium units and 88 town home units. The developer is marketing the homes in the first phase first to qualified essential government workers at a starting price under $200,000, meeting the affordability requirements of those with 80% to 100% of AMI. The Wasatch County Housing Authority has plans to construct a senior housing project adjacent to Ranch

Landing that will likely be marketed to those earning less than 80% AMI.

Utah Housing Corporation and the Wasatch County Housing Authority are working on marketing 13 building lots in the city through the Crown and Share Programs, aimed at 60% to 80% AMI. Habitat for Humanity is currently working on 2 homes which will be marketed to 30% 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 need for 30% to 80% AMI housing and to overcome the existing deficiency that has been amplified by rapidly increasing land and construction costs and the destruction of the 100 unit trailer park.

RESIDENTIAL ZONING AND DENSITY SURVEY

Table 10: Survey of Permitted Residential Uses in all Zones in Heber City

Zone	Permitted Residential Uses	Minimum Lot Size/Density	Acres	% of Total
Commercial Zones				
C-2 Commercial	Caretaker dwelling on 2nd story or basement	-	483.95	9.01%
C-3 Central Commercial	Caretaker dwelling on 2nd story or basement	-	53.53	1.00%
C-4 General Commercial	Caretaker dwelling on 2nd story or basement	-	72.70	1.35%
Industrial Zones				
I-1 Industrial	Caretaker dwelling on 2nd story or basement	-	463.86	8.63%
CMP Corporate Medical Park	-	-	92.92	1.73%
MBP Manufacturing and Business Park	Inclement weather employee accessory apartment	-	45.04	0.84%
Residential and Agriculture Zones				
A-2 Agriculture	Single Family Dwelling	1 unit/20 acres	19.41	0.36%
RA-2 Residential-Agriculture	Single Family Dwelling	20,000 square feet	226.82	4.22%
R-14 Residential	Single Family Dwelling	14,000 square feet	0	0.00%
R-1 Residential	Single Family Dwelling	10,000 square feet	842.35	15.68%
R-2 Residential	Single Family Dwelling	8,000 square feet	552.83	10.29%
R-3 Residential	Single Family Dwelling: Apartments: Senior Apartments: Manufactured Home Parks:	6,500 square feet 12 units/acre 16 units/acre 8 units/acre	500.18	9.31%
PC Planned	Single Family Dwelling, 2, 3,	2 units/acre maximum with	1931.93	35.96%

Community	and 4 unit multi-family dwelling	variable lot size		
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%
Overlay Zones and Other Uses (note: overlay zones are not calculated as part of total acreage)				
RC Residential Commercial	-	-	15.07	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%
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%
SOB Sexually Oriented Business Zone	-	-	59.56	1.11%
Hillside Overlay Zone	-	-	341.53	6.36%
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%
Total			**5372.01**	

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, mobile 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.

In 2008, the typical cost for a small starter building lot is at least $110,000. Construction costs in 2008 are approximately $100 sq. ft. A 1,000 square foot starter home with an unfinished basement and garage would cost at least $238,000. As Table 11 shows, the cost will be about $253,000 once fees have been accounted for, adding approximately 6.3% to the cost of the home.

Table 11: Building and Impact Fees

Fee	Amount
Water Impact Fee	$2,716.00
Sewer Impact Fee	$1,685.00
Storm Sewer Impact Fee	$564.00
Roads and Transportation Impact Fee	$1,141.00
Parks & Recreation Impact Fee	$503.00
Water Meter Fee	$250.00
Construction Water Fee	$50.00
Completion Bond	$1,000.00
Heber Valley Special Service District	$3,290.00
Wasatch County Fire and Garbage Impact Fee	$320.00
Heber Light & Power Impact Fee	$1,900
Building and Plan Check Fee	$1500.00
Total	**$14,919.00**

Source: Heber City Building Department

Another fee that is levied as part of the subdivision process is the Fee in Lieu for providing affordable housing, which has been $2,900 per lot. The fee sometimes is offset by density bonuses for developers, but often in Heber City a bonus density can not be granted because the development is already at maximum feasible density, and the cost is passed on to lot/home buyers. For a house valued at $238,000, the $2,900 Fee in Lieu adds 1.2% to the cost of the home.

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.

HEBER CITY'S 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 rezoning for densities necessary to assure the production of moderate income housing;
d) facilitate the rehabilitation or expansion of infrastructure that will encourage the construction of moderate income housing;
e) provide zoning regulations to encourage housing types for elderly or senior citizens including assisted care, independent care, and targeted senior retirement communities;
f) promote adequate housing opportunities to recruit and retain a workforce with the skills and credentials needed by community employers;
g) promote the creation and retention of housing stock affordable to very low, low, moderate, and moderate to area median income (AMI) households;
h) recognize the need for special target groups for affordable housing, namely, families in crisis, handicapped and other special need groups; and
i) 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 general fund subsidies to waive construction related fees that are otherwise generally imposed by the city;
c) consider utilization of state or federal funds or tax incentives to promote the

construction of moderate income housing;
d) consider utilization of programs offered by the Utah Housing Corporation within that agency's funding capacity;
e) consider utilization of affordable housing programs administered by the Department of Community and Culture; and
f) continue to support the County-wide Housing Authority.

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

POLICIES:

a) as required by Utah State Code, Heber City shall send a copy of a biennial report to the Department of Community and Culture 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 deed restriction programs to keep new moderate income housing units affordable to target populations;
   b) consider land dedications by developers to promote land acquisition for the Crown and Shared programs with UHC and Wasatch County Housing Authority;
   c) consider alternative approaches to affordable housing dedications or payments by developers that will not create costs that are passed down to home buyers; and
   d) 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) Provide 174 units of 30% AMI or less in the next five years:
    - Promote utilization of accessory apartments to address 30% AMI rental needs.
6) Provide 263 units of 50% AMI or less in the next five years:
    - Promote utilization of accessory apartments to address 50% AMI rental needs.
7) Provide 516 units of 80% AMI or less in the next five years; and
8) Provide 672 units of 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. The current Senior Citizen Center will be redeveloped or a new facility will be acquired.

CAPITAL IMPROVEMENTS PROGRAM

The document "Heber City Impact Fees 2000 to 2020" contains capital improvement plans for transportation, parks and recreation, and storm drains. The documents "Heber City Culinary Water Master Plan Update 2000 to 2020" and "Heber City Waste Water Master Plan" contain capital improvement plans for culinary water and for wastewater. These documents should be consulted to determine the time span in which the City will be placing these public services in a particular area of town in conjunction with this plan.

Financing these improvements will be done through taxes, grants such as Community Development Block Grants, Class "C" Road funds from state highway taxes, impact fees, and other logical means.

DEVELOPMENT DESIGN

The primary goal for the developing areas is to maintain the character of a safe, community-centered, aesthetic environment, while maintaining Heber City's small-town, historic, rural mountain atmosphere. The vision of residential neighborhoods is one that encourages building communities and interaction among neighbors. Neighborhood layout and design shall encourage chance interaction among residents. Designs shall encourage front porches, encourage pedestrian safety, provide a sense of place and privacy for the neighborhood. The City will be developed in such a way that beauty is a product of design rather than an afterthought.

DESIGN THEME

The design theme of Heber City should reflect the authentic design elements which come from the surrounding environment and the historic, social and cultural features that carry the spirit of a special plan and provide a link between the founders of Heber City, those who live here today, as well as those in the future who will choose to call Heber home.

Heber City sits on a broad, green, mountain valley floor with spectacular, mountain vistas as a backdrop. The beautiful, dark evergreen trees, accented by rich fall colors, the Provo River, sage, red sandstone and river rock provide a broad color pallet of materials, textures and hues for Heber's theme.

Heber has a unique, western architectural style which was transferred from the north-eastern United States, England and Europe in the mid 1800's. It embraces the natural textures and colors, black iron of the railroad and the brick and stone of the environment. These design elements are reflected in the Tabernacle, Heber Bank, C. John Murray Murdock and Abram Hatch Homes. They depict an architectural style that is in sharp contrast to the frontier and mining towns of the wild west.

DENSITY AND OPEN SPACE

Heber City encourages developments that preserve open space, natural features and natural resources. All developments should be designed around a usable, accessible open space area that can be enjoyed by all. Traditional development patterns do not encourage open space features, and therefore the City should consider a residential development strategy in environmentally sensitive areas or areas that offer unique or special open space opportunities such as mountainous terrain, sandstone outcropping features, and areas located on ridge lines. Such a strategy must have rigorous open space requirements, yet not exceed the gross density called for in the master plan for that area. In considering such a strategy, the City desires detached housing at a scale that maintains a small town residential sense of place, giving consideration to a maximum height of two stories, a generous front setback, standard minimum parking requirements to facilitate recreational vehicles, and minimum front porch sizes. The City desires that such developments have standard width public roads.

Parks and open space throughout the City should be linked to one another with trails. Corridors such as canals, streams, and collector and arterial streets should contain a public dedicated trail element. Open space such as golf courses, parks, trails, access to waterways and public land are encouraged by the City.

SIGNS

Billboards are discouraged within Heber City, and are regulated as to placement and size. Billboards are allowed only within the highway commercial district and industrial districts when not located along a scenic byway (currently Highway 189 is a scenic byway and therefore no new billboards are allowed along Highway189).

LIGHTING

Lights within Heber City shall be placed so as not to reflect or shine on adjoining properties or into the night sky.

WATER RIGHTS

When property is split or subdivided in Heber City, the land developer is responsible for the dedication of water rights to Heber City for the additional culinary and secondary water connections.

AGRICULTURE

The City encourages residents to grow crops and keep gardens.

NON CONFORMING USES

As areas are rezoned or annexed into the City, uses no longer compatible with the new zone become non-conforming or "grandfathered" and are allowed to remain as they are. No additions are allowed to the non-conforming use to keep the use at its present level. It is the desire of the City that non-conforming uses will eventually cease and be changed to a conforming use.

GROWTH MANAGEMENT

Growth management in Heber City encompasses a number of elements designed to shape growth trends, mitigate development impacts, protect natural systems (land, air and water), and preserve the quality of life for all of us within the city and county. In other words, growth management has emerged as a concept that addresses a wide range of "quality-of-life" values. Heber City is currently in the process of formulating a growth management framework. Developers and builders in our community should understand the city's intent as we move forward with these initiatives:

1. Discourage sprawl and encourage inter city growth and development, in-fill, and revitalization.

2. Continued review of commercial plans for economic development strategies including efforts to promote economic development in Heber City's Main Street and residential core.

3. Protect sensitive lands and open spaces.

4. The city will prohibit extension of municipal and private water and sewer services outside the city growth boundaries.

5. Developers are required to pay for all new infrastructure costs to serve their new developments (e.g. roads, water, sewer).

FUTURE LAND USE MAP AND DISTRICTS

Heber City's envisioned land use pattern centers around a core downtown business district along Highway 40 between 300 North and 200 South. A general commercial district extends along highway 40 from 500 North to 2400 South, providing services to traveling motorists. One node of the commercial district exists along Midway Lane (100 South) and 600 West, and a planned node of the commercial district exists at the corner of Highway 40 and Mill Road.

Industrial, manufacturing, and technology land uses are provided for in a pattern extending from the Airport, near and along Highway 40 and Highway 189, providing essential access to the Airport and Highways. A node of industrial land use surrounds the commercial node along Midway Lane and 600 West.

The commercial districts are surrounded by a high density residential district, allowing most residents to be able to walk or ride bicycles to work or to the general store. As one travels away from the center of the City to the 20 year build out line, residential density is reduced to a lower density to be more compatible with the very low density of the unincorporated area.

As land is annexed or developed in the City, it is expected that the new developments will conform to the General Plan.

DOWNTOWN COMMERCIAL DISTRICT

The downtown commercial district is located within the central part of the city, where the street pattern makes business buildings readily accessible to all parts of the city and surrounding region and where business and shopping activities can be carried on with maximum convenience. This area is characterized by wide, clean, well-lighted streets, an historic building street wall along the sidewalk with rear parking and ample pedestrian ways for the convenience and safety of the public. Attractive, inviting, and well maintained shops, stores, offices, and other buildings are existing and desired characteristics of this district. Two to three story buildings serve to house specialized retail shops and offices on the main floor. Mixed use is accommodated with residential uses being limited to stories above or below the main floor.

COMMERCIAL DISTRICT

This district is characterized by commercial buildings set back from the street with well maintained landscaping. The district provides a broad range of retail services and businesses. It includes commercial areas along major thoroughfares, with freestanding commercial establishments and shopping centers.

INDUSTRIAL DISTRICT

This district serves as an area used primarily for manufacturing, processing, warehousing and fabrication of goods can that be carried on most appropriately with minimum conflict or deleterious effects upon surrounding properties. The district includes the airport and surrounding properties that are not desirous for other uses due to height restrictions and noise from the airport. This district also surrounds commercial node to the north near 100 South and 600 West

MANUFACTURING AND BUSINESS PARK DISTRICT

This district provides an area for development of offices, research and development institutions, and light manufacturing establishments. The district is characterized by generous landscaping and parking with uses that are compatible with surrounding residential development.

RESEARCH AND TECHNOLOGY DISTRICT

This district surrounds the new hospital and is meant to provide an area for new and existing medical businesses which will provide jobs and services for the residents of Heber Valley. The district is characterized by low height buildings surrounded by large expanses of well landscaped open space and generous parking.

RESIDENTIAL AGRICULTURAL DISTRICT (2 UNITS PER ACRE)

This land use is located along the western perimeter of the City's 20 year build-out line in locations where it is desirable for larger lots. The district is characterized by low density residential uses at a density of 2 units or less per acre with wide lots along public streets and larger homes. This district is meant to be used as a transition from the low density residential districts of Heber City, to the very low density of the agriculture and rural unincorporated County. Single family residential uses are characteristic of this zone, as well as some agricultural uses. However, it is anticipated that as land is developed in this area, the agricultural uses will be discontinued.

LOW DENSITY RESIDENTIAL DISTRICT (4 UNITS PER ACRE

Heber City's low density residential district consists of large lots at a density of 4 units or less per acre with wide lots along public streets to accommodate larger single family dwellings, and generous side setbacks. The density decreases in this district as one travels away from the center of Heber City.

MODERATE DENSITY RESIDENTIAL DISTRICT (5 UNITS PER ACRE)

Heber City's moderate density residential district contains lots at a density of 5 units per acre or less with moderate frontage lots along public streets to accommodate moderate sized dwellings with moderate side setbacks. The district is characterized by single family dwellings.

HIGH DENSITY RESIDENTIAL DISTRICT (6 UNITS PER ACRE)

The high density residential district is characterized by a somewhat higher density of residential uses at 6 units or less per acre, including single family homes, commercial apartments, and manufactured home parks. Commercial apartments may exceed this density. Health clinics and hospitals also exist in this district, but are approved as conditional uses to ensure compatibility with the residential uses. This district, with the higher density and higher traffic volumes, is located near and adjacent to the commercial districts to provide a close proximity to services for the residents of the district and to serve as a buffer to commercial districts for the lower density residential uses.

RESIDENTIAL COMMERCIAL DISTRICT

This district overlays those properties fronting 100 South, between 600 West and 100 West. The district is characterized by single family dwellings which may be converted to a commercial use while maintaining the residential feel and style. Uses appropriate in this district include single family dwellings and limited office and retail uses.

PLANNED COMMUNITY DISTRICT (2 UNITS PER ACRE)

This district is ideal for a planned community that can be characterized by generous open space and sensitivity to environmental concerns and detached single family dwellings, with flexibility in design to accommodate the open space. The density of this district should be less than 2 units or less per acre.

INFILL DISTRICT

This district overlays the Old Town area. The district is meant to provide a means through which the remaining vacant lots in Old Town can be developed in a compatible way with existing residential uses.

HILLSIDE PROTECTION AREA

This area overlays properties in steep areas prone to erosion, protecting them from flooding, erosion and other environmental hazards. This area minimizes loss from threat of fire, preserves natural features, minimizes scarring of hillsides, minimizes loss to wildlife habitat, and protects view sheds.

DRINKING WATER SOURCE PROTECTION AREA

This area protects the wells providing culinary water to the residents of Heber City.

INSTITUTIONAL DISTRICT

This includes government property like the sewer farms, airport, school district property, municipal, state, and federal lands.

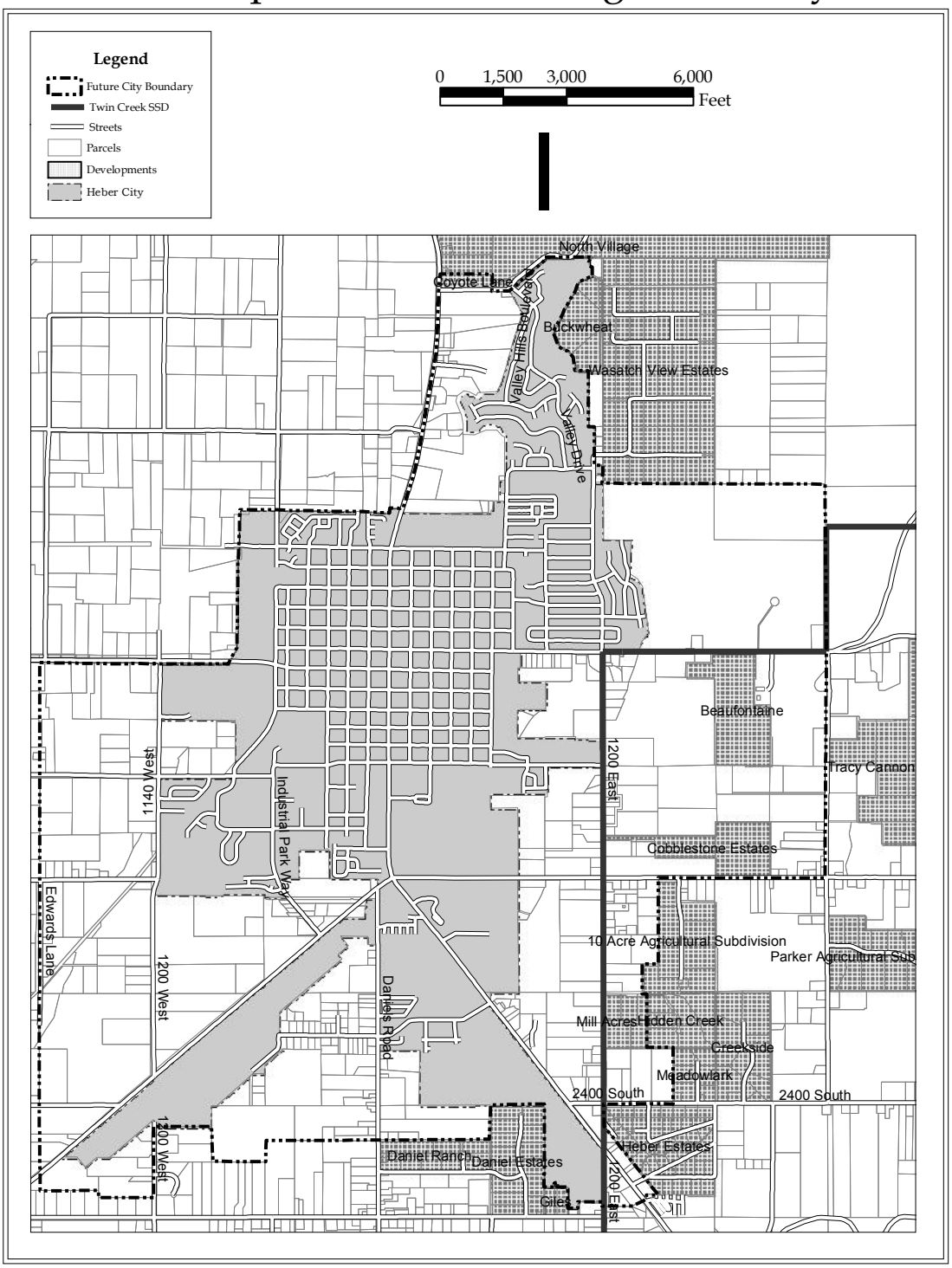
SEXUALLY ORIENTED BUSINESSES

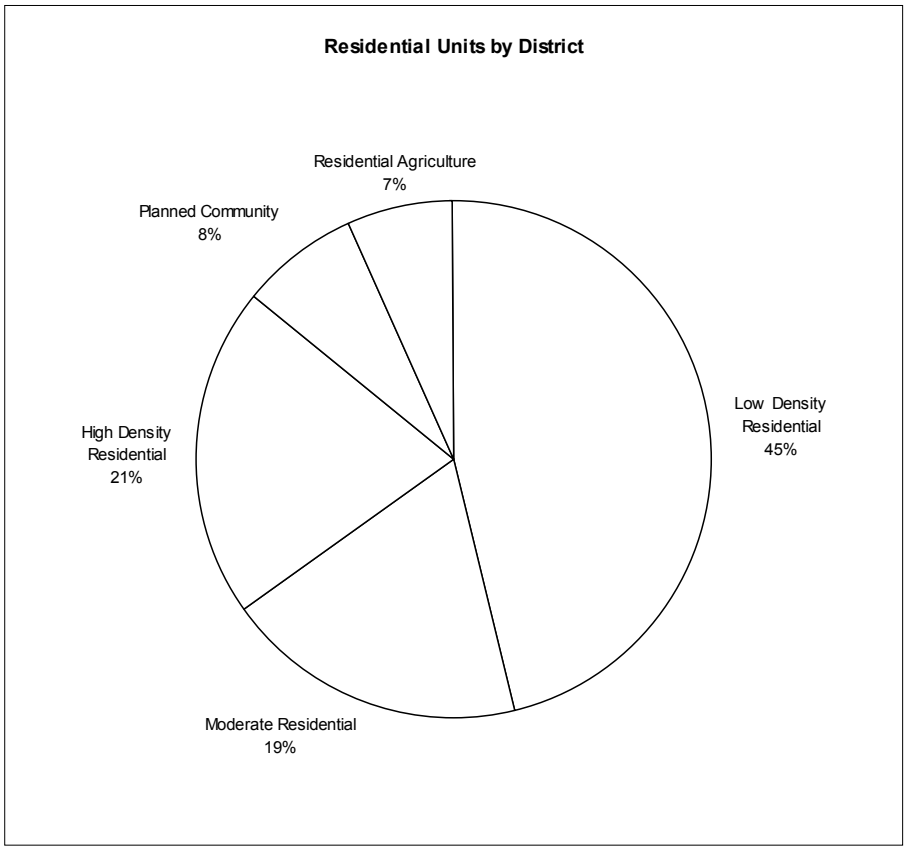
Heber City has adopted a County Wide Sexually Oriented Business License Ordinance. This document by reference is part of the Heber City General Plan.

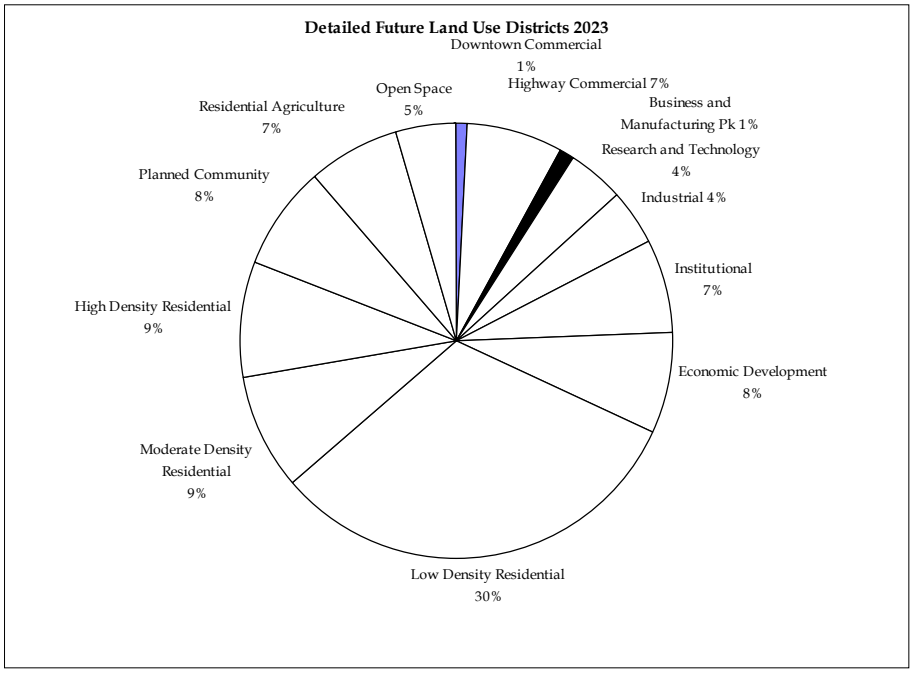
ECONOMIC DEVELOPMENT DISTRICT

The Economic Development District is currently part of the Heber Valley Special Service District. This area should be reserved for an economic development strategy for Heber City.

Developments Surrounding Heber City




Residential Units by District
Residential Agriculture
7%
Planned Community
8%
Low Density
Residential
45%
High Density
Residential
21%
Moderate Residential
19%


Detailed Future Land Use Districts 2023
Downtown Commercial
1%
Highway Commercial 7%
Open Space
5%
Business and
Manufacturing Pk 1%
Residential Agriculture
7%
Research and Technology
4%
Planned Community
8%
Industrial 4%
Institutional
7%
High Density Residential
9%
Economic Development
8%
Moderate Density
Residential
9%
Low Density Residential
30%