
2001



NEBO
Community Vision

*Springville, Mapleton, Spanish Fork,
Salem, Woodland Hills, Elk Ridge,
Payson, Santaquin, Genola, Goshen,
and unincorporated Utah County*



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Many thanks to the mayors and other local officials, project team members, and steering committee are deserved, but the greatest appreciation is felt toward the residents of the Nebo region themselves. With little to go on but their concern that their region would change in untold ways, residents accepted the challenge and started up a long learning curve of planning toward a brighter future. Untold hours of listening, learning, questioning, and offering insight were given to the project by concerned citizens. The workshops alone add up to one thousand hours of citizen contributions. Without their influence, the Nebo Community Vision would never have been achieved.

Education had to be a primary focus of the process, and the team was overwhelmed by the enthusiasm and progress made by the communities over the year. Most impressive was the cooperation between towns and the learning that took place from one another. We wish each community well

and hope to see each one move down a new course, more prepared, enlightened, and positive about the possibilities the future may bring. Thank you for this opportunity. We learned a tremendous amount about your communities and their great potential.

A special thanks to all the mayors for taking part in the project, encouraging their towns, and participating in the South County Mayors' Group, a great supporter of the project.

Mayor Dayle Barney	Spanish Fork
Mayor Fritz Boyer	Springville
Mayor Randy Brailsford	Salem
Mayor Neil Brown	Genola
Mayor Craig Ingram	Elk Ridge
Mayor Niles Jensen	Woodland Hills
Mayor LaDue Scoville	Santaquin
Mayor Denny Sturman	Goshen
Mayor Gordon Taylor	Payson
Mayor Richard Young	Mapleton

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- Dorothy Sprague
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Salem City Planning Commissioner
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Mapleton City Planner
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- Kari Malkovich
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ONE

Introduction



The southern portion of Utah County will experience the Wasatch Front's most significant changes resulting from the anticipated population boom of the next twenty years. The 1997-2000 Envision Utah Quality Growth Strategy study sponsored by The Coalition for Utah's Future made this abundantly clear. This study asked residents and local officials to look at the whole ten county "Greater Wasatch Area" from Brigham City to Nephi, both on the Wasatch Front and the Wasatch Back, and specify where and how they prefer to accommodate growth in this area over the next twenty years.

With a wealth of open land and many attractive small communities, the Nebo region appears to be a natural target for Wasatch Front expansion. In recent regional plans, Utah County residents have felt the sting of future growth. Predictions shocked many residents, especially considering the tremendous growth already underway from within.

With this follow-up project, the Nebo Community Vision, south Utah County residents have spoken, voicing their own ideas for change and progress in their communities, and taking action to determine their own future. This project was an opportunity for citizens to talk and leaders to listen and steer the course of the future. Throughout the project, community leaders and residents guided the project team toward likely courses and workable solutions. This report is intended to be a workhorse, guiding planning and design for years to come with the wisdom gained from hindsight and the support to think with foresight.

The South County Mayor's group, encompassing the ten communities included in the study, was instrumental in promoting thinking and planning at a regional scale. The Nebo Community Vision planning effort arose from their desire to collaborate in the development of a regional wastewater collection and treatment system. With the realization that infrastructure (e.g., sewer lines) is a critical component of growth, they determined that the process should start with a discussion of the patterns and types of growth preferred - hence the need for a visioning process. The Nebo Community Vision went even further and made the transition from a relatively simple visioning exercise to a more comprehensive exploration and analysis of alternatives.

From the start, the Nebo Community Vision had multiple ambitions. Still, the ultimate goals were to provide each community with more choices and to plan for implement strategies that would effectively move communities toward their desired individual vision. Subsequently, the process was strongly guided by the needs and interests of the communities themselves. Education and participation took priority in developing workable solutions tailored to each community. The time horizon for the project was set at twenty years of population growth and development. However, because timing on population projections is never firm, emphasis was placed on *how* to accommodate the predicted growth rather than *when*.

A multitude of tools and technologies were brought together to create the Nebo Community Vision. A Geographic Information System (GIS) was used to create base maps for the workshops and to analyze the results. Layers of digital information including trails, topography, water bodies, and wetland classifications held by Utah County and the Mountainlands Association of Governments (MAG) mapping staffs were available for local planning efforts. These layers can be updated over time and can be combined to show any number of elements on the same map. High resolution aerial photos acquired from the IKONOS satellite were also part of the GIS database and were used as the base image for all of this information. The scenarios created in the Baseline and Nebo Vision were digitized to allow computer analysis and for weighing the scenarios' relative merits.

While the science of planning in the Nebo Community Vision was cutting edge, the public participation was home grown. Workshops, open houses, interviews, and small meetings with town leaders served as the vehicles for community input and choice. Dealing with real "on the ground" issues reinforced a community-oriented approach.

What makes this project different?

- *Communities determining their own future*
- *Consideration of green space and development simultaneously*
- *Public participation and community support*

PROJECT PARTICIPANTS

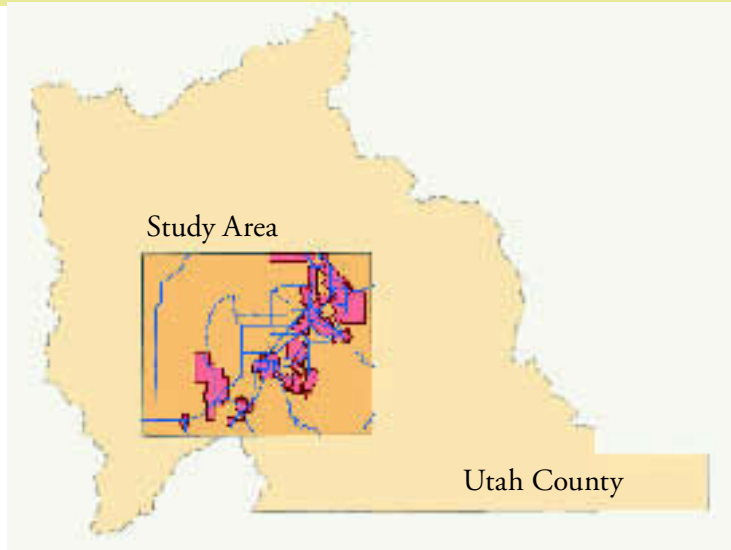
Participating Communities

- Springville
- Mapleton
- Spanish Fork
- Salem
- Woodland Hills
- Elk Ridge
- Payson
- Santaquin
- Genola
- Goshen
- unincorporated Utah County

Project Management Team

- Mountainlands Association of Governments (MAG) - Project coordination
- Swaner Design - Land planning consultant and workshop coordination
- Governor's Office of Planning and Budget (GOPB) and the Quality Growth Efficiency Tools (QGET) Committee - Technical information and analyses, and mapping
- Envision Utah - Project funding and management

STUDY AREA



The boundary encompasses established communities land adjacent to them needed to accommodate future growth. A rectangular boundary was necessary for the GIS and computer analysis, further expanding the range. All told, some 400 square miles (nearly 300,000 acres) were included. Ten major towns, several very small communities, unincorporated Utah County, Forest Service, and Fish and Wildlife lands were all found within the boundary.

PROJECT OBJECTIVES

- To inventory existing land use conditions and develop population growth projections
- To develop a baseline scenario that projected growth and development patterns over the next 20 years, based on the combined general plans of the 11 jurisdictions and current trends
- To educate citizens and community decision-makers and inform them of the consequences of current development trends, show what these trends would look like and introduce new options to expand their planning "toolbox"
- To host participatory workshops with a cross section of stakeholders and citizens in the Nebo Community area to develop a Nebo Vision scenario - their own vision regarding which lands should be protected and how growth and development should be accommodated over the next 20 years.
- To complete a comparative analysis of the Baseline and Nebo Vision Scenarios by looking at differences in land use, transportation times, infrastructure cost, water consumption, and air quality impacts
- To present Baseline and Nebo Vision Scenario analyses to residents and elected officials to determine their preferences and finalize them into the Nebo Community Vision plan
- To develop an implementation plan, with specific strategies for each jurisdiction, and provide assistance to city and town governments in updating their plans and ordinances
- To enhance coordination between south Utah County communities on future growth and infrastructure issues
- To generate a body of interested and committed citizens representing each town to spur participation and support in the Nebo Community Vision project and future planning

2020 POPULATION PROJECTIONS

Area	2000	2020	Increase
Springville	17,632	29,820	12,188
Mapleton	5,214	9,186	3,972
Spanish Fork	18,552	32,098	13,546
Salem	3,667	8,371	4,704
Woodland Hills	1,190	2,868	1,678
Elk Ridge	1,520	4,711	3,191
Payson	13,237	27,021	13,784
Santaquin	3,599	9,466	5,867
Genola	948	1,837	889
Goshen	684	1,075	391
Unincorporated Utah County	8,639	12,574	3,935
Total	74,882	139,027	64,145

Source: Utah State Governor's Office of Planning and Budget



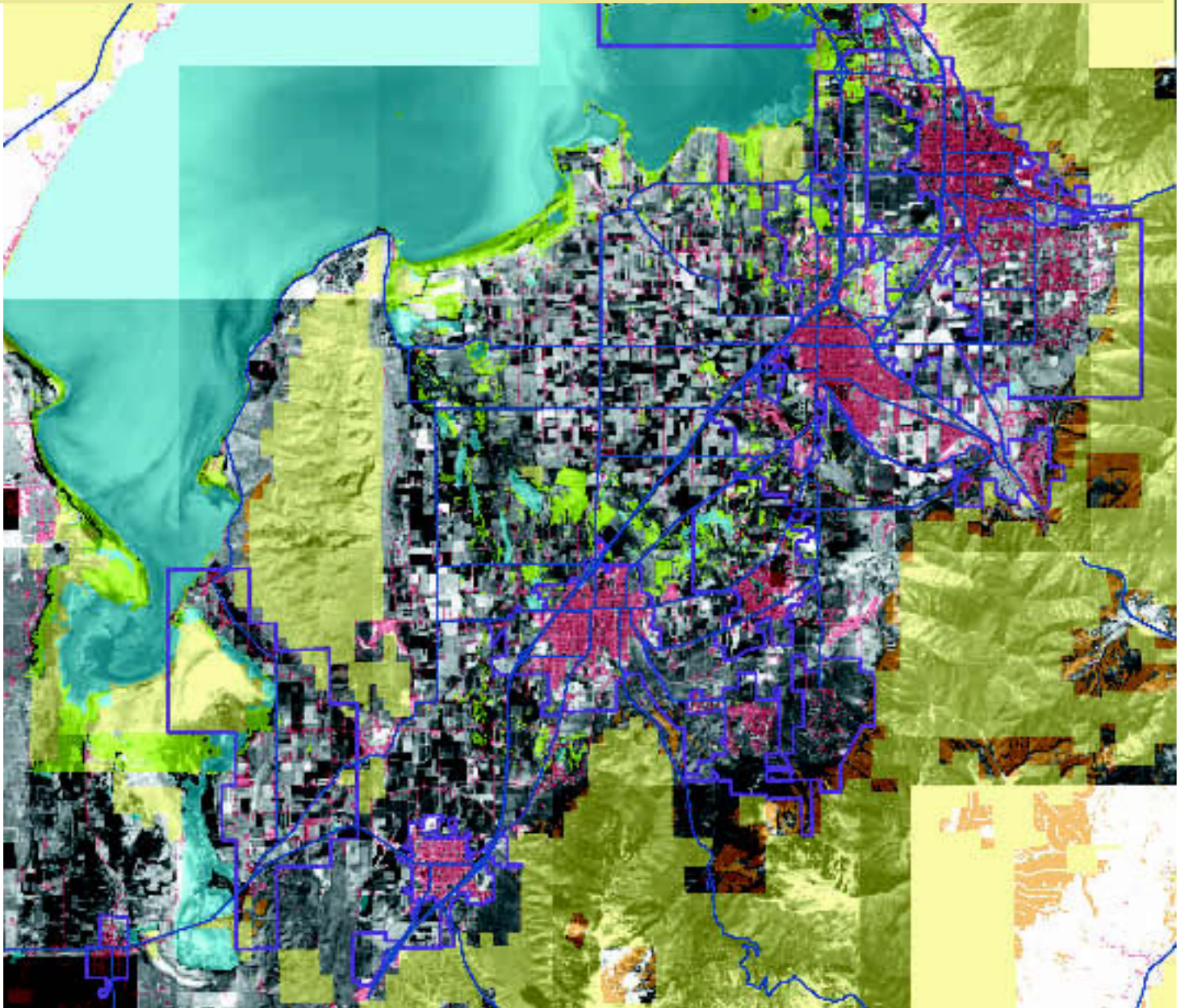
The Nebo area is expected to nearly double its population over the next 20 years. At an 86% increase from 2000-2020, this is nearly twice the rate of the 48% predicted increase statewide. This estimated increase of 64,145 people (according to 2000 state figures) is the approximate size of West Jordan, Utah's 7th largest city today, or like adding 3½ cities the size of Spanish Fork to the region.

PROJECT APPROACH

Because of the tremendous projected growth and the premium that residents placed on their rural lifestyle, a unique approach was crafted to address these concerns. Instead of looking solely at development scenarios for the future, the public was afforded the opportunity to first designate areas they valued as open space. Residents prioritized these cherished lands and created their own green space designs (open space networks) for their individual communities. This approach encouraged

residents to protect specific open space resources before trying to accommodate projected growth. Residents were able to express these ideas in community vision workshops, held across the study area. These Nebo Vision workshops brought ideas to the surface that were explored during the implementation of the project. The maps they generated were also compared to maps created by planners of each community, which reflected the general trends of current growth. In both cases, the maps

DEVELOPMENT CONSTRAINTS



created were constrained by a few existing conditions. These development constraints, shown above, restricted certain areas from being proposed for future growth. Yet, even with these constraints and the green spaces identified for protection by residents, ample room for growth was available for the next twenty years and beyond.

Essentially unbuildable land was identified by AGRC and added to the underlying map for both

the Baseline and the Visioning Workshops. Participants were not allowed to place development within these areas. These constrained lands were:

- Existing built areas
- Slopes over 25%
- Public lands
- Water
- Wetlands

The purpose of this final report is to document the approach used, discuss the results, and set forth implementation recommendations that grew out of the process and from community input. The following chapter, Chapter Two, discusses the purpose and development of the baseline scenario. Chapter Three examines the public workshop process used to frame the development of Nebo Vision scenarios. Chapter Four presents the scenarios created by each community and the aggregation of these community alternatives, which essentially form the Nebo Community Vision. Following this, in Chapter Five, a comparative analysis between the Baseline and Nebo Community Vision is provided as a tool for decision makers. Chapter Six concludes with a discussion of recommendations, opportunities for future open space preservation and development, implementation activities, and recommendations for updating this vision.



TWO

Baseline Scenario



To compare the viability of potential future growth outcomes, both baseline and Nebo Vision scenarios were needed. The baseline scenario represented the likely pattern of growth that would occur if current planning conventions were followed. The baseline was created by the communities' planners and relied on the use of existing planning documents and zoning ordinances to map out a probable course. This provided a general picture of likely future conditions and served as a benchmark against which an alternative could reasonably be assessed. It did not represent a prediction or forecast, but rather an extension of current trends. Though these assumptions included a fair amount of uncertainty, they still provided a useful visioning tool.

The county and each of the ten communities sent either a planner, an elected official, or a citizen versed in their concerns to a workshop held September 5, 2000. This workshop served to create the baseline scenario as well as test the format for the subsequent public visioning workshops. The same tools were used to create both baseline and vision maps, but the parameters were changed in the public visioning workshops to encourage thinking beyond the current state of planning in these communities.

As the maps were digitized, they were combined into one contiguous baseline map for later analysis and comparison. This digital map formed the basis of the Baseline Scenario.

BASELINE WORKSHOP

At both the Baseline and the Visioning workshops, participants were asked to place the projected 2020 population increase within their community's boundary or annexation declaration. Neither workshop allowed development to be placed within constrained areas delineated by slopes over 25%, existing built areas, water and wetlands, or on public lands. Much like the earlier Envision Utah workshops, participants placed development with "chips," color-coded one-inch square placeholders, that represented a constant acreage with an assigned number of households that varied by development type. These types, shown here, were derived by generalizing the zoning categories permitted across the ten communities.

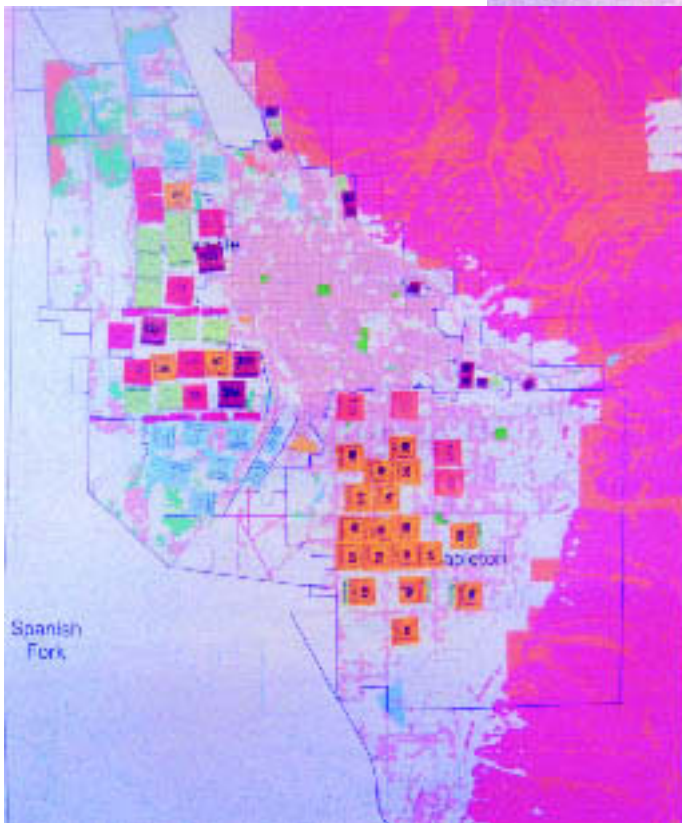
At this stage, participants were instructed to: first, place development on unconstrained lands and to consider infrastructure costs and environmental issues in making their choices. Chips could also be cut into smaller parts or combined with one another to create new types. Secondly, add green spaces to the constrained areas (i.e., wetlands, surface water, steep areas, public land, established recreation areas) that would likely remain unbuilt or which the community has plans to keep open. This approach of adding to a community's green space network after build-out is too often the sequence in many communities. The lack of open space is evident on the Baseline map.

Development Types

- 1** **Countryside** - 1 dwelling unit per 40 acres, 1.25 dwelling units per chip land outside built area in active conservation and maintenance or ranching/agricultural use, single-family home or agricultural operations.
- 5** **Rural/Agricultural** - 1 dwelling unit per 10 acres, 5 dwelling units per chip small ranchettes, equestrian uses likely
- 10** **Rural/Residential** - 1 dwelling unit per 5 acres, 10 dwelling units per chip mini-ranchettes, limited agricultural function.
- 50** **Low Density** - 1 dwelling unit per acre, 50 dwelling units per chip lot created by deed or formal subdivision process.
- 125** **Residential** - 2.5 dwelling units per 1 acre, 125 dwelling units per chip typically created through a subdivision process.
- 200** **High Density** - 4 dwelling units per 1 acre, 200 dwelling units per chip single-family detached housing.
- 325** **Multi-Family** - 6.5 dwelling units per 1 acre, 325 dwelling units per chip attached housing units, not stacked with/without attached parking.
- Retail** - no population
Larger retail and office facilities, no residential, large surface parking
- Industrial/Commercial** - no population
heavy production and manufacturing with/without rail connections.
- Open Space** - no population
use as separator, augments constrained area.
- Agricultural** -no population
use as separator, augments constrained area.

1 Countryside	325 Multi-Family
5 Rural Agricultural	Retail
10 Rural Residential	Industrial/ Commercial
50 Low Density	Open Space
125 Residential	Agriculture
200 High Density	

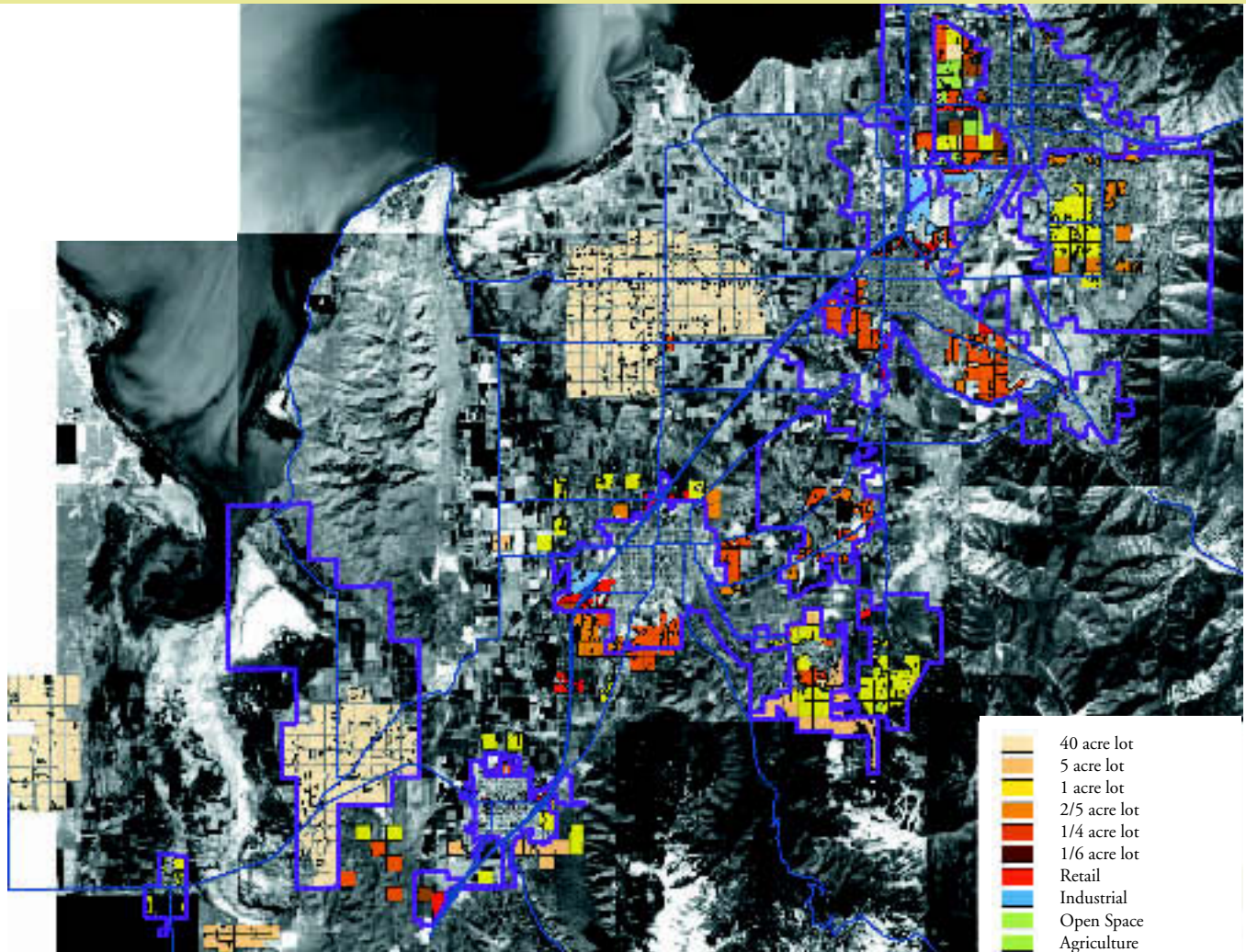
Baseline Maps



Growth will have a corresponding strain on the infrastructure and services of each community and the county. Utilities (water, sewer, roads, communications lines, power and fuel) must be built and maintained to supply the new population. While utilities are typically built by the service provider, many times that role is taken by the city itself - in addition to its responsibility to provide fire and police protection, and most importantly, schools.



REGIONAL BASELINE SCENARIO



Schools are often the primary driver of sprawl. As inexpensive land is purchased for a school at a distance from town, the extension of services to the school opens up the adjoining land for easy development that naturally adds to student numbers.

Infrastructure and services are not cheap. Not surprisingly, residential development rarely pays for itself. The typical “cost of community services” has a ratio of 1:1.1 for residential land, 1:0.4 for commercial/ industrial land, and 1:0.3 for farmland and open space, meaning that residential areas receive 10% more value in services than

they pay through taxes. On the other hand, commercial and industrial uses as well as unbuilt areas receive only 30-40% of what they pay back in services, essentially subsidizing new residential development.

An investigation of the cost of growth to communities is an important exercise. Infrastructure costs are compared in Chapter Five. Combined with the resource demands and impacts measured by the comparison of the Baseline and Nebo Vision scenarios, it shows a fuller picture of the effects of growth.

THREE

Visioning Workshops



With a comparable established by the planners' Baseline Workshop, the public was invited to create an alternative to these possibilities. The visioning process included far more people in its creation, making the process more lengthy and complex, but the maps were created using the same methods and tools. The workshops included educational presentations on future options. Participants learned about building green space networks and about principles of urban and community design before being asked to apply these ideas to their own town. Approximately 250 residents attended three regional workshops, creating 33 different plans for their communities' future.

To simplify the workshops, the Nebo area was broken down into three sub-regions along the boundaries of high school districts with roughly equal populations. The divisions were: Springville and Mapleton; Spanish Fork, Salem, and Woodland Hills; and Payson, Elk Ridge, Santaquin, Genola, and Goshen.

These notes and maps that follow are the collected work of hundreds of attendees at the Nebo Community Vision workshops. Participants, at tables of 5-10 people, were asked to label and designate important green spaces in their community. They then placed desired development "chips" in agreeable patterns and locations, avoiding green space and other unbuildable constraints. In addition to these mapping exercises, attendees were asked a series of questions related to these issues. Their responses were passed onto all the participants and community leaders at a follow-up open house. This brief summary compares the priorities of individual communities within the region.

At both the Baseline and the Visioning workshops, participants were asked to place the projected 2020 population increase within their community's boundary or annexation declaration. Neither workshop allowed development to be placed within constrained areas delineated by slopes over 25%, existing built areas, water and wetlands, and public lands.

Development was placed by means of "chips," placeholders representing a constant acreage with a population that varied by development type. The size of the chip was reduced in the Visioning workshop to represent 40 acres - one-sixteenth of a section, a common parcel size. The size of the chip and its corresponding population was changed in the Visioning workshop as were the names of several development types to better fit the region. The Visioning workshop development types

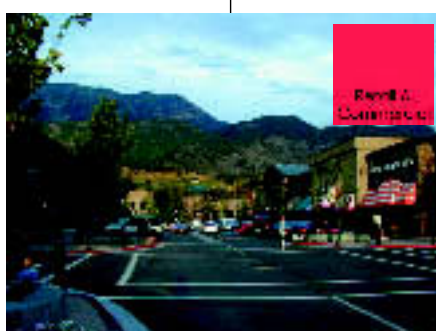
are described below. The addition of "innovative" development types - Neighborhood, Main Street, and Conservation Subdivision - gave the Visioning workshop far more latitude for new ideas, which were welcomed and well used. The conservation subdivision was one the most popular choices, used on nearly every map. In addition to new development types, the sequence of the workshop encouraged a vastly different build out. On the Visioning workshop map, participants first identified all lands worthy of inclusion in a green space system. Teams addressed development second and were encouraged to maintain designated green spaces by not placing development on them. They also had a development option, the conservation subdivision, that automatically protected 50% of its land as open space.

Development Types

- 1 **Rural 40 acres** - 1 dwelling unit per 40 acres, 1 dwelling unit per chip
Land outside built area in active conservation and maintenance or ranching/agricultural use. Single-family home or agricultural operations.
- 4 **Rural 10 acres** - 1 dwelling unit per 10 acres, 4 dwelling units per chip
Small ranchettes, equestrian uses likely, small agriculture possible
- 8 **Rural 5 acres** - 1 dwelling unit per 5 acres, 8 dwelling units per chip
Mini-ranchettes, agricultural function unlikely
- 40 **Residential 1 acre** - 1 dwelling unit per acre, 40 dwelling units per chip
Lot created by deed or formal subdivision process.
- 100 **Residential 2/5 acre** - 2.5 dwelling units per acre, 100 dwelling units per chip
Typically created through a subdivision process.
- 160 **Residential 1/4 acre** - 4 dwelling units per acre, 160 dwelling units per chip
Single-family detached housing.
- 240 **Residential 1/6 acre** - 6.5 dwelling units per acre, 240 dwelling units per chip
Attached housing units, not stacked with/without attached parking.
- 400 **Neighborhood** - 10 dwelling units per acre, 400 dwelling units per chip
Mix of single family, multi-family, attached and detached, rental and owned even within one development. Community amenities such as parks, churches sited amongst residences.
- 480 **Main Street** - 12 dwelling units per acre, 480 dwelling units per chip, plus commercial
Designed in style or location of small town main street with mixed commercial and retail, pedestrian amenities and transit. Residential typically on side streets or above businesses.
- Conservation Subdivision** - flexible density, number of units written in by user
50% of land area permanently preserved, 50% built on least sensitive land.
Half of chip can overlap a designated green space for protection.
- Commercial** - no population
Larger retail and office facilities, no residential units, expansive surface parking.
- Industrial** - no population
Heavy production and manufacturing with/without railroad connections.

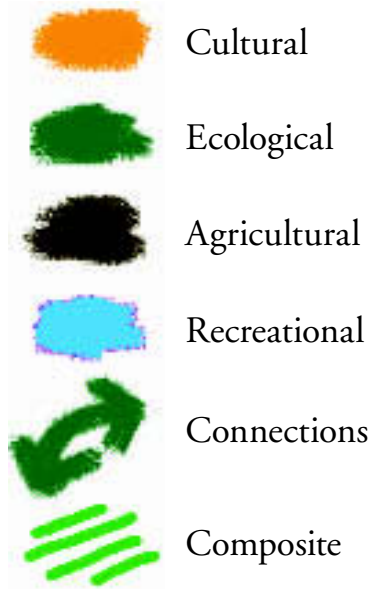
MAP KEY

Development Types



MAP KEY

Green Space Types



C	E	D	A	R
Cultural	Ecological	Developmental	Agricultural	Recreational
Viewsheds	Slope	Past Development Patterns (Zones/IOUs)	Ranches/Farms	Game Area Facilities
Viewpoints	Water Quality	Current Development Patterns (Jobs/Trails)	Soils	Trails
Cultural Edge Band Locations	Drainage	Future Development Guidelines	Fields	Future Levels of Services
Historic Significance	Biology	Existing Open Spaces and Corridors/Links	Canals	Mixed-Use Local Use
Outdoor Recreation	Wildlife	Infrastructure Elements	Auxiliary Facilities	Utility Facilities
Future Facilities	Vegetation	Property Ownership	Cattle Herd Corridors	Natural Areas and Habitat Activities
Street/Highway Corridors	Ecological Corridors	Community Corridors	Agriculture Corridors	Recreation Corridors

Before the development debate began, teams discussed the potential of their landscape for things other than buildings and roads. Using Swaner Design’s “CEDAR” methodology, participants identified the important resources in each of the categories to the right. They then proposed a green space system for these areas, based on the principles of landscape ecology, protecting the largest patches of open land possible and multiple corridors between them.

Colored pencil sticks were used to draw different types of green space on each the maps. Each color represented a different category of open spaces, valued for either cultural, ecological, agricultural, or recreational uses. Stickers could also be placed to indicate specific resources, such as “wildlife viewing” or “prime soils.”

WORKSHOP SUMMARIES



The Nebo Community Vision workshops revealed the character of each of the ten towns and surrounding unincorporated county. Some towns were happy to invite growth; some towns are trying to avoid it. Some towns took the lead on testing out new ideas. Some were happy to watch and learn. All were eager to make a difference in their futures. Across the region, some concerns were raised repeatedly. Each city is experiencing

*“The future is not something we enter;
it is something we create.”*

-Leonard Sweet

strong growth that stretches its identity as a community, diminishes formerly open lands, impacts housing affordability, and increases traffic.

Open spaces were a topic of concern, not just for recreation, but for their agricultural, cultural, and ecological values as well. Residents also identified many corridors between the Wasatch Front and Utah Lake for protection, particularly along streams and canals. Agriculture may be a thing of

Regional Summary

the past in the more urbanized areas, but many residents still want it to remain a defining feature of the area in any form possible. Residents also mentioned the great diversity of wildlife and habitat along their foothills, streams, and Utah Lake along with the need to protect both core habitat and corridors between valuable areas. These areas are often valuable water sources and recreation spots, too. Town after town expressed a strong desire to build trails along green corridors, trails that connect the towns, and pathways to bring people to schools, downtown areas, and parks.

The towns usually felt unprepared to protect their valuable lands and worried about the cost of acquiring and maintaining them. Conservation subdivision ordinances preserve valuable lands. Residents who buy into developments with protected open space and enjoy its benefits pay for the cost of its protection. This was a very popular development type at the workshops, used on 85% of the maps produced. Most of the communities; however, will have to change their general plans and ordinances to be able to adopt this development type. Growth boundaries were also discussed at length, as another way to keep development concentrated near the cities.

Growth impacts not just land, but community services as well. Schools are being heavily impacted, and residents hope to see schools sited appropriately in areas of higher density, or designing neighborhoods around them that are more dense, walkable, and affordable for young families. Schools are also critical to the open space system, when fields and recreation facilities are shared. Sewer lines are another determinant of where growth will happen, as are roads, bus and rail lines.



Springville

Springville will face rapid growth in the next few years, and residents flocked to the workshops to talk about how it might happen. More land must be annexed before Springville can grow, and the city currently surrounds an agricultural area on the verge of annexation, the West Fields. Pressure is mounting to develop this area and commercial/industrial areas along I-15 and major routes into the community, and this tax basis is essential to keep property taxes level. Landowners, developers ready to build, and citizens concerned with protecting the open character of the West Fields put their proposals on paper for this blank canvas. While building out this large new area would have limitless potential, Springville residents expressed their concern for protecting the character and viability of historic downtown Springville. The two should be compatible, not competing, and should both contribute to the system of green spaces city wide.

Springville had the best representation of the Nebo workshops, with a record seven tables of participants. Springville's population was projected by the state to increase from 17,632 to 29,820, an

increase of 3,688 households. In placing these new households, the average density across the maps was 3.1 units per acre, with an average of 1,013 acres of new land developed. The breakdown of development types used (by population placed, not acreage consumed) was conservation subdivisions at 39%; and a tie at 14% for 2/5 acre, 1/4 acre, and 1/6 acre, all fairly typical single family densities. An average of 260 acres was preserved by using conservation subdivisions.

When surveying the group, Springville felt it needed to focus on a few priorities to be effective. The development of the West Fields, preservation of open space, increasing Springville's commercial base, and maintaining the "Art City" character were high on participants' lists. New residential areas should be more compact, less sprawling, but should be of a better quality, following design guidelines and not cookie cutter plans. Features such as greenways and street trees also contribute to the city's image. Conservation subdivisions should be allowed as an effective strategy to maintain parcels of open land and were a popular choice along Hobble Creek.

While residents agreed to try out new development types with mixed densities, higher densities and commercial mixed with residential, they were a little uncertain about the future of their open spaces. A majority of residents said they valued farming, but they were split on whether or not to preserve it. Geologic hazards (liquefaction potential) in the West Fields, steep slopes with the potential for landslides, and a fault line were mentioned as reasons to avoid building in some areas. Wetland areas west of town and Hobble Creek were also identified as areas to protect. Town leaders were surprised by the enthusiasm participants

showed for creating a green space corridor along Spring Creek, as little mention has been made of it before. Springville residents were enthusiastic about recreation and pointed to the Spring Creek trail head, Hobble Creek, and town parks as important resources that should be connected with greenways. Springville can find success by looking carefully at every parcel to be developed for open space opportunities. As one resident put it, “I don’t think urbanization and open space are mutually exclusive. I would like to see creative urban development – mid to high density that incorporates open space and has the feel of open space.”





Mapleton

Mapleton is coming to realize it is not reaching its full potential following its current plan. While the town has been innovative in its efforts to protect the current character of the community, it is still struggling to broaden its definition of what Mapleton can become. With low density development and no urban center as a focus, the community has a very rural character that begs for protection. But with high housing costs and an aging resident population, Mapleton will have to make some adjustments. The vision offered by residents was a Mapleton that remained a small, rural town, but added a little bit of commercial to serve its residents and more housing choices to satisfy changing demands.

Three tables of Mapleton residents each produced a visionary alternative. Mapleton's population was projected by the state to increase from 5,214 to 9,186, an increase of 1,197 households. In placing these new households, the average density across the maps was 2 units per acre, with an average

of 589 acres of new land developed. The most frequently used development types (by population placed, not acreage consumed) were conservation subdivisions and 1/6 acre lots, at 26% each; and 2/5 acre lots used 22% of the time. Several of the most popular choices were significantly smaller than the lot sizes used today. On average, 227 acres were preserved by using conservation subdivisions. While the result was a relatively open, unchanged Mapleton, one resident pointed out that the maps only represented half the projected buildout of 5,300 homes, and the group would have been shocked if they had seen how much land that number would consume.

Mapleton residents were surveyed at the workshop to uncover their concerns and priorities for future green space and development. As one resident put it, "I really like and would desire to retain the rural character of Mapleton. I feel it is already dissolving." In continuing to build Mapleton, high quality development is still a priority, but

expanded choices are a necessity. As maintaining some green space is critical to keeping the rural feel of the town, Mapleton residents suggested maintaining city-wide zoning while requiring more conservation subdivisions. They felt it was important to protect large lots, animal rights, and large agricultural spaces. Since agricultural preservation was still valued in Mapleton, one suggestion was to transfer density from the most fertile farmland to less fertile areas. Views to Maple Mountain, recreation along the Bonneville Shoreline Trail, open spaces above the canal, and important watercourses – Hobble Creek and the Hollow - were other places that merited attention. The public also expressed its concern for keeping people and development out of critical nesting and habitat areas. A workable trail system to get from town to the mountains and for kids to walk to school on was considered a priority.

In looking at the development side of the equation, residents were a little uncertain what to do. They were split on trying out innovative development ideas. Conservation developments were favored, but the community in general feared any high-density types that could change the character of the town. New development was hoped to maintain a rural character with recommendations from residents such as “country roads with no curb, gutter or sidewalks” and “tree-lined streets.” There was some agreement on commercial, though, as residents saw a need for a strong town center and disliked strip commercial along the highway. Residents embraced the idea of a walkable town center where a mix of housing and shops could start to create a “main street” core.



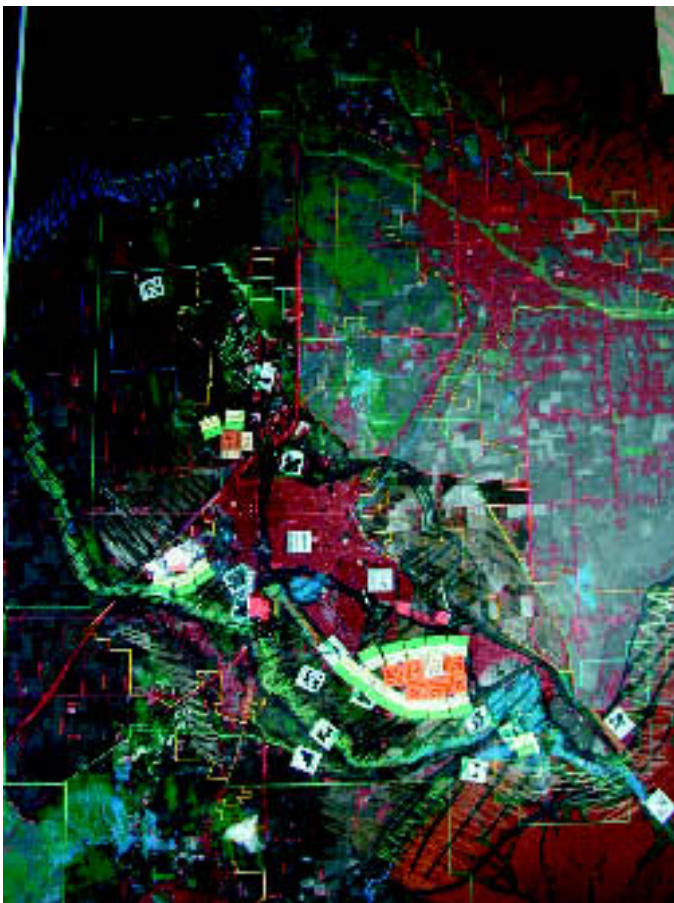


Spanish Fork

Spanish Fork is a heart-center for the Nebo region, with the highest population, the most commercial enterprise, and significant industrial areas. The town has become the “big city” of the region, with a more urban attitude and a willingness to lead the way with changes in the region. The city has an established Urban Growth Boundary that was used as an additional constraint at the workshop, and participants had remarkable consistency in the locations and types of new development placed. Spanish Fork’s biggest challenge is keeping its quality of life high for everyone in town while its momentum continues to carry it forward.

Spanish Fork was projected to remain the largest city in the Nebo area, with a projected increase from 18,552 to 32,098 residents, or 4,090 more households. Six workshop groups of residents made their suggestions for handling growth. In placing this new growth, the average density across the maps was 4.2 units per acre, with an average of 900 acres of new land developed. The most frequently used development type (by population placed, not acreage consumed) was the quarter acre lot, used 44% of the time; second were 1/6 acre lots at 21%; and third was the conservation subdivision, used 15% of the time. On average, 160 acres were preserved using conservation subdivisions.

For an urbanized area, Spanish Fork residents put a lot of priority on protecting open space. Residents unanimously said they valued the farming in and around Spanish Fork and said that, on average, a third of undeveloped land should be protected. Farmlands and wetlands to the northeast and west of town, the Millrace canal, Utah Lake, Mt. Timpanogos and Mt. Loafer were all identified as important green spaces. But the most often mentioned resource was the Spanish Fork River and its river bottoms. One resident pointed out how “the river bottoms contrast strikingly with the city above.” To enhance green spaces, participants suggested designating agricultural protection zones and adopting ordinances for them; connecting the Pioneer Cemetery and monuments around town, even if just by sidewalks; and enhancing the community image with a viable main street and street trees.



Fortunately, residents also said they were happy to urbanize in proportions similar to their existing growth, which is the most urban in the Nebo area. Innovative development was also unanimously favored, and residents seemed to demonstrate an understanding that concentrating development could increase the protection of open lands. The Urban Growth Boundary helped achieve this pattern. As the time to expand the boundary comes, Spanish Fork should explore one suggestion to “perhaps keep a buffer around the urban area” to keep some green space close to home. Conservation subdivisions along the brow of the hill and the river bottoms was a popular suggestion to keep important resources green. In the urban core, residents favored breaking up commercial districts into smaller neighborhood centers and also mixing housing types within neighborhoods. Adding to that, schools should be sited where they can become a community resource and raise the density of development nearby to make it more affordable for families and to allow children to walk to school. These ideas build on a tradition of city building Spanish Fork is known for today.



Salem

Set between rapidly urbanizing Spanish Fork and rustic Woodland Hills, Salem is a “transition” area in a transitional time. The town is facing many difficult decisions as it steps up from a rural community to a town in its own right. With dreams of being a bigger city with tremendous natural resources to preserve, Salem has a balancing act to perform and is not sure how to do it. “Pond Town” residents have pride in their city and are willing to work to make the right choices.

Salem was projected to have one of the highest growth rates in the Nebo area, with a 128% projected increase from 3,667 to 8,371 residents, or 1,395 more households. Salem had a strong show-

ing with four groups of residents at the workshop. In placing their new growth, the average density across the maps was 2.9 units per acre, with an average of 650 acres of new land developed. This was skewed somewhat by one map with densities around 1 unit per acre. The average was consistently at 3.4 units. The most frequently used development type (by population placed, not acreage consumed) was the quarter acre lot, used 39% of the time; second was the conservation subdivision, used 26% of the time; and third, at 22%; were 2/5 acre lots. On average, 80 acres were preserved using conservation subdivisions.

Salem residents are blessed with lush green spaces today, from the Salem Pond to the Oaks. There are wetlands on one side of town and productive farms on the other. The town motto says it all, “Modern Living in a Rural Setting.” Ironically, its beautiful setting is bringing growth to Salem that may threaten these great places. While there are constraints on building in wetter areas around town, many farms are ready for conversion to housing, and Salem residents are uncertain about the value of preserving agriculture. Farms were seen as valuable buffers from neighboring communities. However, residents were not convinced that farms could remain viable sandwiched between growing cities. Salem Pond and nearby wetlands are important storm water storage areas for the region. Other important green spaces to link were the Highline Canal, the Bonneville Shoreline trail, the fairgrounds, the foothills, and views to Mt. Loafer.



Salem was hesitant about urbanizing and not sure how dense they could become, given the natural limitations of some parcels. Though eager to try out new ideas, one participant cautioned that the ideas, “need to come from locals to be accepted.” Many residents hope to see Salem urbanize with suggestions for denser housing and commercial development close to the new high school and in areas along the main road and the proposed highway interchange. New commercial in Salem will compete with Spanish Fork, so the appropriate location is critical. Also critical is a home for a future industrial park. Residents expressed a need for some of the development styles they do not yet have, such as conservation subdivisions to buffer agriculture to the east, and higher density housing for retirees. Much interest already exists for an urban growth boundary (UGB) and planned unit development (PUD) standards that they have seen implemented in Spanish Fork. Some participants suggested “clustering development where existing utilities are.”



Woodland Hills

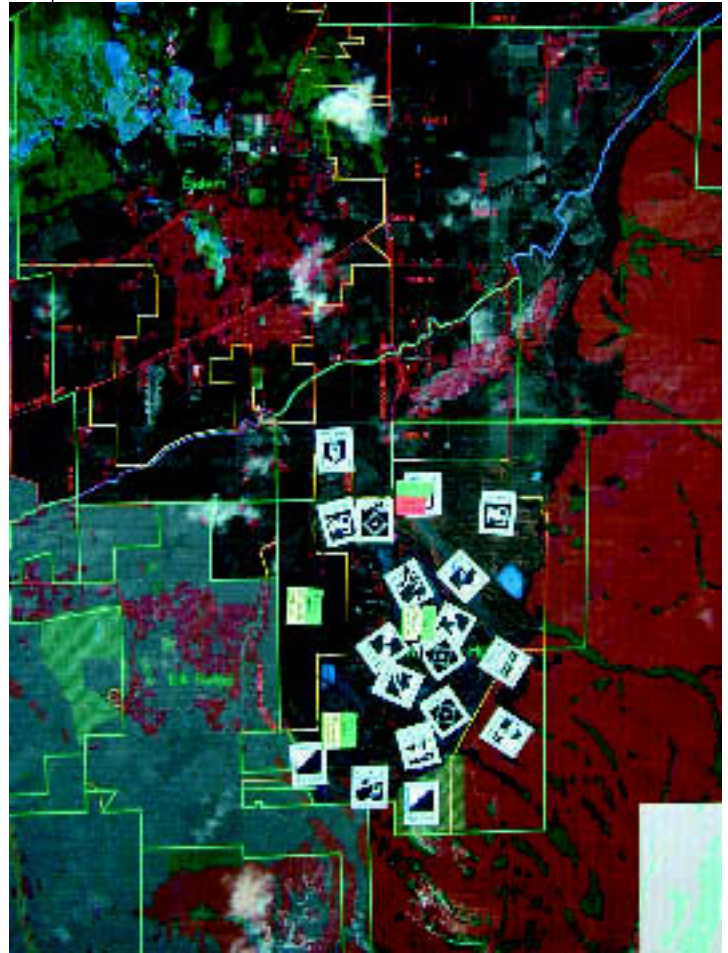
Woodland Hills residents enjoy mountain living with the convenience of a city nearby. Residents sacrifice services to live in an “outback” type of community, and most are happy to keep it that way. But as the community builds out and more people move in, residents are becoming concerned about their future.

Woodland Hills has relatively predictable growth, having been platted from the start by its original developers. Still, its growth rate is one of the highest in the Nebo study area, with a 149% projected increase from 1,190 to 2,868 residents, or 496 more households. Woodland Hills had two groups creating very different maps at the workshop. One group placed growth entirely on one acre lots; the other group placed the households using nothing but conservation subdivisions. The first map consumed 540 acres vs. 60 acres on the second map, where smaller lots were balanced with 60 acres of open space.

Woodland Hills occupies a different setting than the other Nebo communities. Tucked away on a hillside thick with Gambel Oak, residents enjoy the privacy of being in the trees. While each resident has significant open space in their own backyard, they have come to love their community’s backyard, the larger green spaces around them, just as dearly. Residents enjoy snowmobiling and hiking the meadows, hiking the switchbacks, and using established but unofficial trails through still unbuilt lots. Residents hope someday to see a trail down to Salem and a connection to the Bonneville Shoreline Trail. Concern ran not only to keeping cherished recreation spaces, but also to preserve vegetation and wildlife habitat. In addition, green space plays a role in their safety: protecting well sources, securing septic systems, and allowing for fire breaks between homes.

Residents said that urbanization was impossible in this bedroom community. However, keeping important lands open is critical to them so they are willing to entertain other development options. Much of Woodland Hills future development will be infill in established lots. As the town fills in, demand for designated open spaces will surely increase. With no parks or sidewalks in town, residents were concerned about providing safe places for kids to play and people to get around. For areas not lotted, conservation subdivisions could be used to maintain a one acre overall density, while creating some public areas with access for trails and pocket parks. Conservation subdivisions were also suggested to preserve watershed areas.

There were fewer uncertainties about how Woodland Hills would grow than in other communities, but residents had just as many questions and concerns. There was concern that new development going into the Meadows area would completely eliminate existing recreational uses. Citizens also expressed a need to have more say in the buildout of the city, despite a rough existing plan. They were also interested in encouraging a small node of commercial development on their boundary shared with Salem. Among their biggest concerns was getting a secondary access road built into the community for fire safety. They also supported improving the pedestrian quality of Woodland Hills Drive with signs, and possibly the addition of a pedestrian lane.



Elk Ridge

Elk Ridge has the best of many worlds. Residents enjoy views across the valley to the lake and mountains, but have easy access to city amenities and enjoy a neighborhood feel. One resident summarized the appeal: “What attracted us to this area was its rural feel, orchards, mountains, hills, and wildlife.” The current general plan reflects a lot of ideas town members want to see develop into standards for development. It encourages development that adds open space, a variety of housing and an interconnecting open space system accessible to the public. The workshop confirmed residents’ support for these ideas.

At 220%, Elk Ridge had the highest projected growth rate in the Nebo study area. The increase from 1,520 residents to 4,711 in 937 households would make a significant difference on the landscape.

Elk Ridge had two groups participate in the workshops, who put forth a multitude of ideas. One group placed an average 2.7 units per acre using conservation subdivisions and quarter acre lots. The second group used a mix of higher density lots and conservation subdivisions to achieve 4.4 units per acre. The first map consumed 350 acres vs. 240 acres on the second map. An additional 300 acres were preserved as green space on the first, and 60 were preserved on the second. Conservation subdivisions were used, on average, 56% of the time, $\frac{1}{4}$ acre 20%, and $\frac{1}{6}$ acre 14%.

Elk Ridge is tucked between many green spaces that residents truly appreciate. Agriculture was valued unanimously, and people mentioned the orchards and fields they see while driving as well as from their homes. A diversity of wildlife, including elk, deer, cougar, and wild turkey, are seen in the area. The elk corridor running east to west through town and their wintering areas are priorities for protection. On the recreation side, residents mentioned the Highline Canal trail and desired to connect with Payson trail.



Residents displayed a true flexibility in their ideas to shape the future of their town. They saw a real need to annex less sensitive land to accommodate growth, but also had a concern for directing stormwater and supplying drinking water and services to any new units. Since infrastructure costs can be reduced by clustering development, this was one of the preferred strategies among workshop participants. While Elk Ridge will likely remain a bedroom community, residents called for a little bit of commercial and planned for townhomes near commercial area.



Payson

Payson is becoming more and more like its larger neighbors to the north. It has already become the commercial destination of its neighbors to the south and west. Payson is fast adopting the role of a regional center, with employment, retail, and a diversity of housing choices. In spite of this, agriculture was valued unanimously, with people saying they would like to see an average of 50% of the land preserved. One resident said, "I think maintaining it is vital. It separates and makes this area unique from the rest of the valley." Residents were reluctant to urbanize too much in an effort to stay so open, but they were very willing to look at different development and preservation options.

Climbing from 13,237 residents to 27,021, with an additional 4,109 households, would bring Payson into a whole new league. Payson's four tables of participants at the workshop accurately represented their feelings about how their town should remain, but went in many directions on how they will change. Two of the maps favored higher densities and a more urban form, while the other two presented a future with larger lots and more open space protected. Their average densities were 3.7 units for the first pair and 1.6 units per acre for the second. 1,045 acres were developed and 350 acres were protected through conserva-

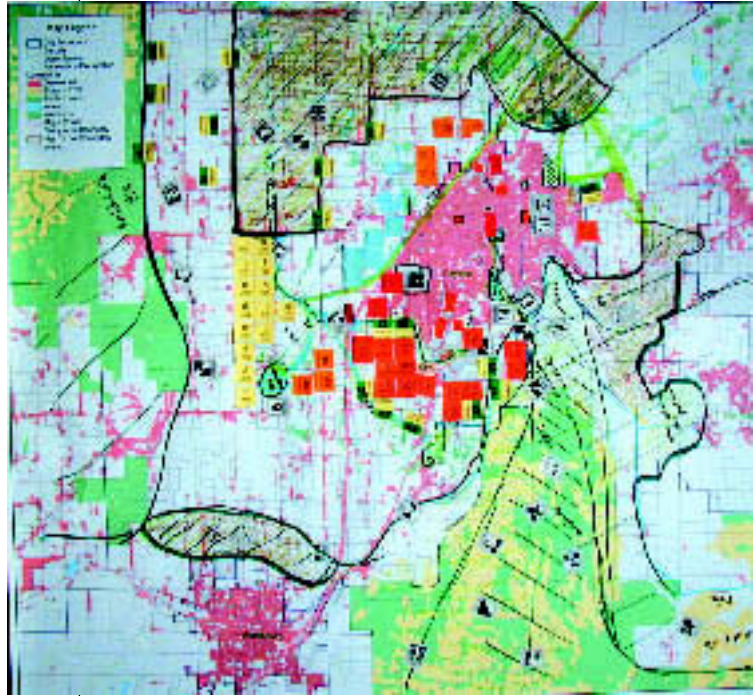
tion subdivisions in the first pair. 1,795 acres were developed while keeping 650 acres open in the second pair. The top choices for development types were conservation subdivisions used to accommodate 37% of the projected population; ¼ acre lots, for 29%; and the "neighborhood" development type, for 14%.

Green spaces were discussed at length at the tables as residents prepared long lists of interesting resources. Orchards and agriculture to the south were mentioned frequently, especially Allred's. Payson's many water resources were also mentioned Dry Creek, Highline Canal, Spring Lake,



and Spring Creek. Many areas were felt to have particular value for both recreation and ecological reasons: the greenway going from the “hollow” at the base of Payson Canyon up along Nebo Scenic Loop, the elk corridor over to Elk Ridge, and the Four Bay area. Payson’s historic downtown also still has wonderful buildings and places, like the Peteetneet Academy and P-Mountain, that would enjoy additional success from a historic preservation program and street trees plan. Residents wanted to see trails connecting the heart of the city with recreational areas, such as Payson Canyon and their park. They would also like to complete the proposed Dry Creek trail.

There were many differences between groups regarding where development should occur, but there was consistency in development styles. Workshop maps showed higher densities closer to town, lower densities at far flung locations. Participants used a wide range of development types, much like the current character of Payson. Conservation subdivisions were used often in outlying areas and agricultural land as well as on the fringes of town. Commercial and industrial development were placed primarily at the highway interchanges. One item that was often overlooked was the advantage of developing where water and sewer were available - likely driving development to the south and east of the freeway.



Santaquin

Santaquin is on the verge of tremendous growth, and the whole town can feel it. Currently swathed in orchards, Santaquin became the center of the Utah Valley orchard industry when towns like Orem succumbed to development. Residents treasure their rural community and worry about unceasing pressure for change. While the community values agriculture, they feel they can only preserve it “if the economy will sustain it,” as one resident stated. Residents hope to keep as much land unbuilt as possible and hope to only urbanize where they have to. They may have to test out new ideas to accomplish these goals, but, fortunately, participants said they were willing to do so. But there is already a growing gulf between vision and reality – many projects now on the boards will rapidly change the face of this town forever.

Santaquin may just be the Nebo town that changes the most in the next twenty years. Its 172% projected growth rate stood out from the other towns in the top three (Elk Ridge and Woodland Hills) because of the endless possibilities in Santaquin. An increase from 3,599 residents to 9,466 in 1,730 households will change the face of this town. Santaquin’s table at the workshop had enough ideas and concerns to fill the whole room. In the end, they placed 3.4 units per acre over 460 acres of development while keeping 260 acres open through conservation subdivisions. Conservation subdivisions were used 33% of the time, ¼ acre lots 31%, and 1/6 acre lots 23%.

The diversity of land Santaquin sits between is remarkable. Residents had a long and diverse list of green space worthy of protection. Aside from the orchards and agriculture to the north and west of town, they mentioned Santaquin Canyon, the Dry Mountain foothills, Warm Springs, scrub oak areas of the bench, and the east side bench. These



areas were valued for their scenic quality as well as their recreational opportunities. New trail locations were identified on Center Street, on the mountain side of town that could connect the rodeo grounds and soccer fields, and also by the reservoir. Downtown, Main Street and the historic buildings were also mentioned as places worthy of special attention and enhancement.

Residents had a lot of ground to cover with the mix of uses currently in Santaquin and the diversity of uses proposed. Among their goals from the workshop, one was to cluster development on the benches and mountainsides to reduce visual impact. Allowing a mix of housing types and raising the density near town may help alleviate pressure on the hills. The current general plan discourages leapfrog development, and residents looked at how to hem development into areas in which they can reasonably add to city infrastructure and services. Participants felt strongly about taking advantage of highway interchanges for retail and some denser development. They also discussed having each development add to the trail system in town as they get built.

Genola

Genola may feel like it is at the end of the line of development, but is really the new horizon as its neighboring towns expand and make the entire region more accessible and livable to new home buyers. While Genola is unique in never having had a town center, it still has a very strong sense of identity. As one resident put it, “It is the people who make a community.” The residents of Genola will be facing at least a doubling in population if predictions hold true, and may find their community changed by new ideas and values. The primary character of the town is large lots, with a lot of distance between them. One of the first questions asked was, “How do you preserve that?”

The projected increase is from 948 to 1,837 residents in 266 households, but town residents know that it could easily be a lot more and that it could happen much faster. Genola has already surpassed its 2005 population projections, made in 1991. Genola’s workshop table created a map that largely represented the existing types of development, which the community was relatively satisfied with. Participants used the one acre lot exclusively, building on 260 acres at one unit per acre.

The green space discussion took a different course for Genola, with many residents wondering what they would need protected open space for when they have so much already. Many residents have quite a few acres making up their own backyards and spend most of their time right there. They agreed that there were many important resources, including Dry Mountain, Warm Springs, the wetlands separating Goshen from Genola, White Lake and the agricultural land and dairy farms, that give Genola its rural character. They also



liked the idea of creating “green streets” on Main and Center with street trees and a trail connection through town. The railroad tracks were also identified as a good trail corridor.

Residents did emphasize that the owners of these lands have the right to use it for its highest and best use and should be allowed to convert land to that use if desired. So urbanization is as much an issue of what the community needs as what an individual landowner wants. The pattern put down on paper was to encourage retail along the main road to Santaquin, adding light industry for jobs. One acre lots were placed along the railroad and to the west and there were suggestions to place some smaller lots there, too, which are felt to be needed. Residents were uncertain about innovative development ideas, but felt the diversity of lot sizes and building they preferred would require changes to their general plan.



Goshen



Goshen may still be on the frontier of development, but its residents are committed to thinking about the future. Right now, Goshen is the stepping off point to a vast untouched region, but will it stay that way? Or, will it become the new urban center for up and coming points beyond? Residents say they want to keep it much the way it is, a destination for its residents and not just another place to pass through. If they could have it their way they said “we would put up a gate just before town to keep it that way.” But they have thought too far ahead to believe this dream and labored hard at the workshop to create a pleasant reality.

The projected increase over the next 20 years was from 684 to 1,075 residents in 119 households. Goshen is holding its breath that growth doesn't come twice as fast. With its single workshop map, residents created a vision for the future that keeps the best of what they have now while accommodating what the future holds. They used solely conservation subdivisions, clustering new households close to the core of the city protecting land around the core. All told, they showed 60 acres built and 60 acres preserved through clustering those developments. The average density was 1.5 units per acre.

The green spaces all around them are often taken for granted, but Goshen was quick to identify certain areas and the importance of protecting

them. They mentioned the wetlands all around them and their habitat value. Like their neighbors, they also turn to Dry Mountain, West Mountain, and Warm Springs for recreation. Participants proposed a green belt on the east side of town as a separation from Genola to maintain their distinct identity. They also mentioned the significance of agriculture and their ability to still maintain it at this point if they acted on their desires.

Goshen residents were serious about making a difference. They recognized that their current general plan does not consider land preservation and quickly embraced the concepts of cluster development and agricultural preservation proposed. Conservation subdivisions and concentrated development in town could bolster these efforts. Residents also talked about getting trails mapped out now to be included in future development. Unsure how any time of development can sustain the character of Goshen, residents hope to manage a slow trickle of growth and keep their rural community intact and viable.

Unincorporated Utah County



Each of the three Nebo Community Vision workshops included a table for county residents living near the cities included in that sub-region. At the Springville/Mapleton workshop, many residents in the West Fields were eager to discuss the development of that area. At the Spanish Fork and Payson area workshops, residents were concerned about the rapid growth of cities needing to annex agricultural lands to grow. The county's current policies strongly encourage building within town boundaries, not in unincorporated areas. This is done partly with large lot zoning and little infrastructure support. But with the popularity of building on larger lots and in more remote areas, Utah County may see more growth uninhibited by lot size requirements. Agricultural land is threatened by this trend more than by growth in the cities.

The population in unincorporated areas of the county was projected to increase from 8,639 to 12,574 residents in 1,201 households by 2020. Approaches to growth varied across the county depending primarily on proximity to urbanized areas. The Springville area group proposed a mix of urbanized development in the West Fields area. The Spanish Fork area group concentrated their growth on a single Main Street style chip, placed close to the city boundary. Finally, the Payson area group proposed one acre lots and conservation

subdivisions along the major roads, including 400 North, 8000 South, 7300 South, and 3200 West.

Residents were happy to keep development in the cities, away from agricultural land. One acre lots were a popular style of development, as were conservation subdivisions. Conservation subdivisions were seen as a solution to building under the 5 acre lot requirement, because of its more efficient design. Participants suggested concentrating development near grade schools and along the major roads. They also talked about minimizing or decentralizing commercial businesses.

County residents were unanimously in support of protecting agriculture and had a keen awareness of the value of many of the ecological resources as well. Their agricultural concerns ranged from the land surrounding Utah Lake, the agriculture between Spanish Fork and Mapleton's Millrace canal to maintaining irrigation ditches and easements. Other areas frequently mentioned for protection were the Spanish Fork River bottoms, the wetlands around the county, and linking Utah Lake to the mountains via rivers and creeks. Participants felt strongly about adopting incentives to preserve agriculture, adopting a transfer of development rights program to lower development pressure in the county, and allowing development in the county to be clustered, especially for small scale (3 lots or less) proposals.

FOUR

Nebo Vision Scenario



As the Nebo Vision scenarios were created by a collection of citizens with individual concerns and beliefs alongside their interest in the community, a wide spectrum of ideas was displayed. With 33 maps and 250 opinions collected in the Visioning workshops, making sense of the input was no small task. As a party with no vested interest in the results, the consultant was charged with combining all this information into one scenario for each town and the region. Every one of the maps had to be studied and integrated into a complete vision. Prepared to offer more than one solution, the consultants looked for commonalities and overarching ideas to tie together and, remarkably, found enough similarities to offer a single visioning alternative. The scenario does need interpretation, however, to fully comprehend the ideas expressed.

The green space designs as well development types and locations were combined into a single draft scenario. This synthesized scenario was brought back to workshop participants at an open house for their review, comment, and corrections. The drafts held up to scrutiny, and minor revisions were incorporated into the maps while new comments clarified the intent of the communities. To the best of the team's knowledge and ability, the final map reflected the core concerns and ideas of residents. This final map, named the Nebo Vision Scenario was the basis for the analysis performed by QGET and was used for comparison to the Baseline Scenario created by each city's planners.

WORKSHOP SYNTHESIS

The greatest challenge of combining the workshop ideas was the population numbers chosen. While the team predicted the test would be fitting all the housing units into the region, the opposite proved to be true. More units were planned, proposed, or desired in the communities than participants had to work with within their predicted 2020 growth numbers. Some towns found themselves needing more than their allotment just to cover growth currently under consideration in their towns. In order to reflect all the ideas on the table, the scenario created from these maps could only hint at this growth, and not show its full extent. A fuller explanation of the patterns and their placement is given in their descriptions.

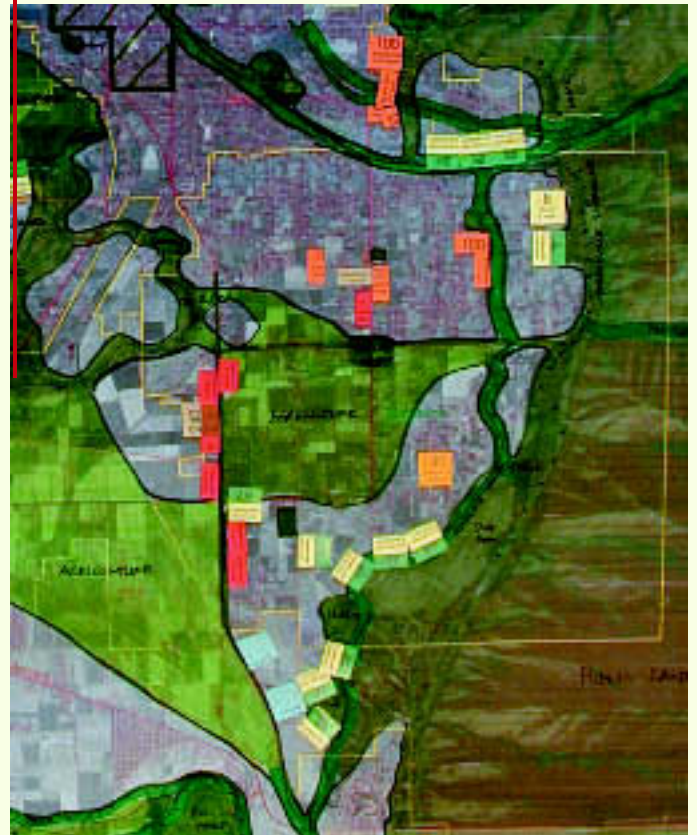
Synthesis Procedure

- Find underlying themes or principles common to most or all of a town's maps
- Build a green space design for each town based on its maps
- Build a green space design for the region from all of the maps
- Count the frequency and types of development chips used on the maps
- Generalize the development patterns
- Express the preferences in a synthesized map and report

from Workshop...



to Open House...



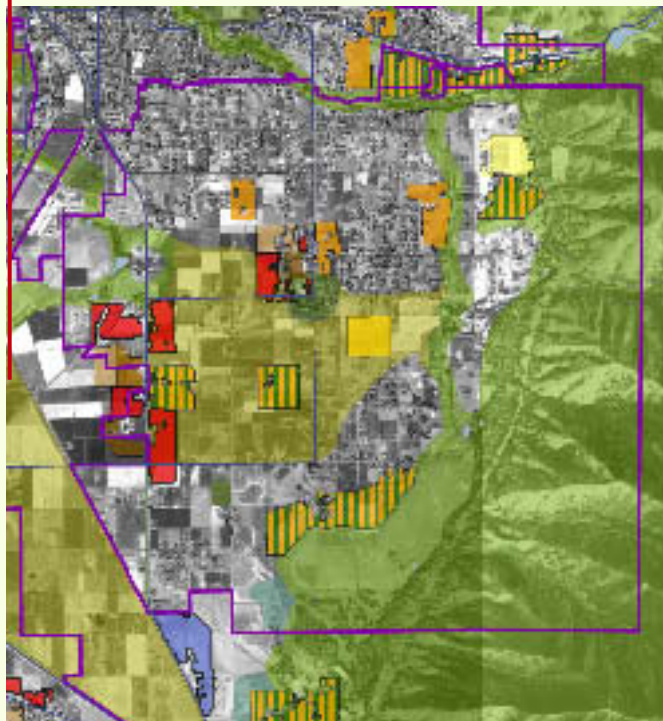
Despite the frustrations of new growth, the idea of planning for desirable change and development was welcomed across the region. Among the most popular options was the conservation subdivision, which protects a proportion of the site as open space as it is built. Higher densities of development were readily utilized to create a critical mass of people to support schools and commercial centers. Residents also anxiously planned for commercial and industrial in towns as many towns finally approach population levels able to support such businesses.

From workshop through analysis, the ideas and opinions of residents were carefully recorded and incorporated into the study's findings. Most of the project's outcomes are recorded here, but more tools were created throughout the process that towns may find valuable. All of the workshop input was digitized into the computer. The maps, in GIS format, are available through MAG, giving access to not only the development patterns and types,

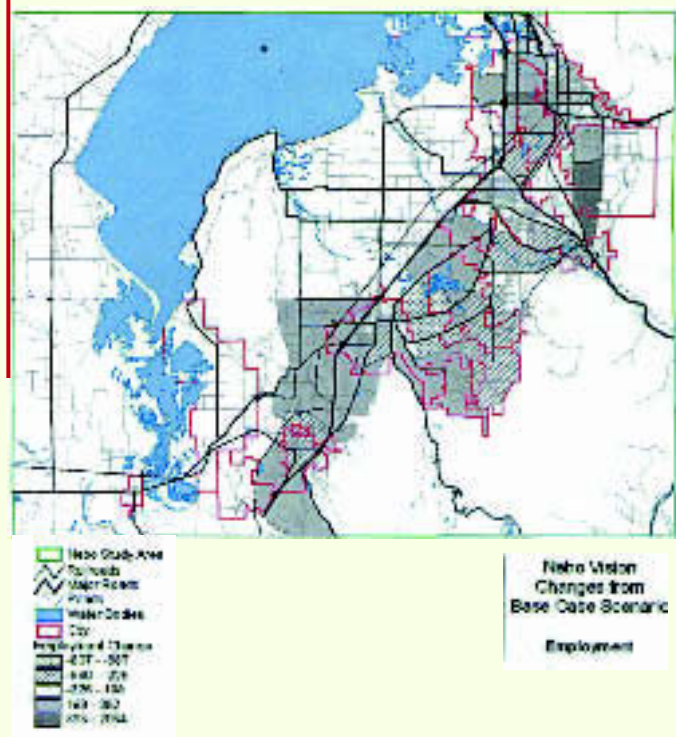
but to the green space design created region-wide. These layers of information can be further investigated in the GIS to answer questions of land use and population densities. They can also be incorporated into future projects or be compared in the future to actual outcomes. Every community is encouraged to incorporate this information into their GIS database and keep it current to help with planning decisions.

The maps in this section are grouped by neighboring communities as many of ideas crossed jurisdictions. Analysis was still done on an individual town basis, but in keeping with the regional focus, towns are shown here in context with their neighbors.

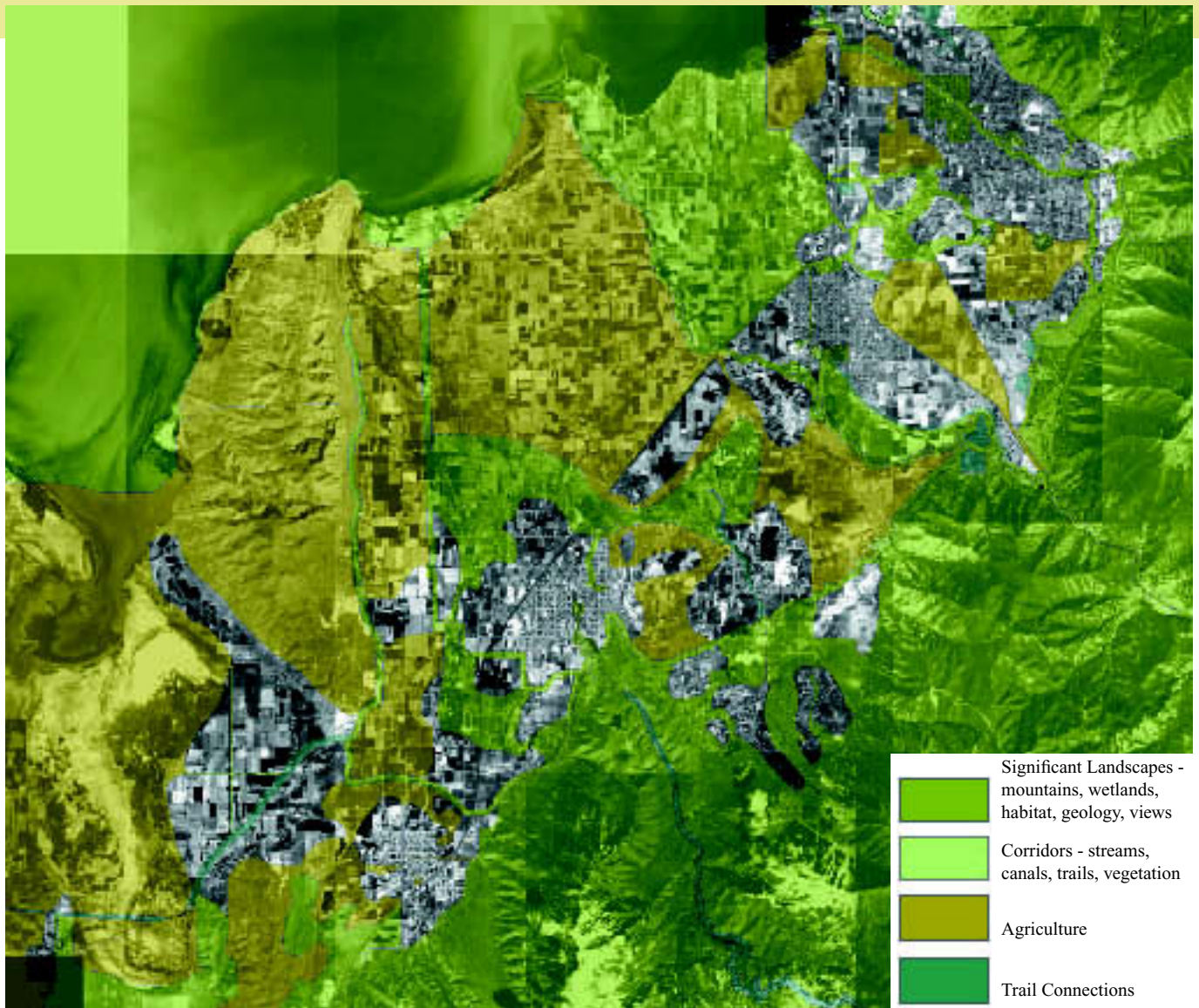
to Nebo Vision Scenario...



to Analysis



REGIONAL GREEN SPACE DESIGN



Green Space Design

Workshop participants followed the CEDAR method to identify open space resources in their community. They pointed out the cultural, ecological, developmental, agricultural and recreational lands worth protection. Many of the categories overlapped, such as creeks that were used for irrigation (agriculture), fishing (recreation), and habitat (ecological). For this reason, the CEDAR categories were combined somewhat as the maps were put into the computer. The first green space type mapped, Significant Landscapes, combines recreation and ecological values in mountain, wetland, geologic hazard areas, and important views. These

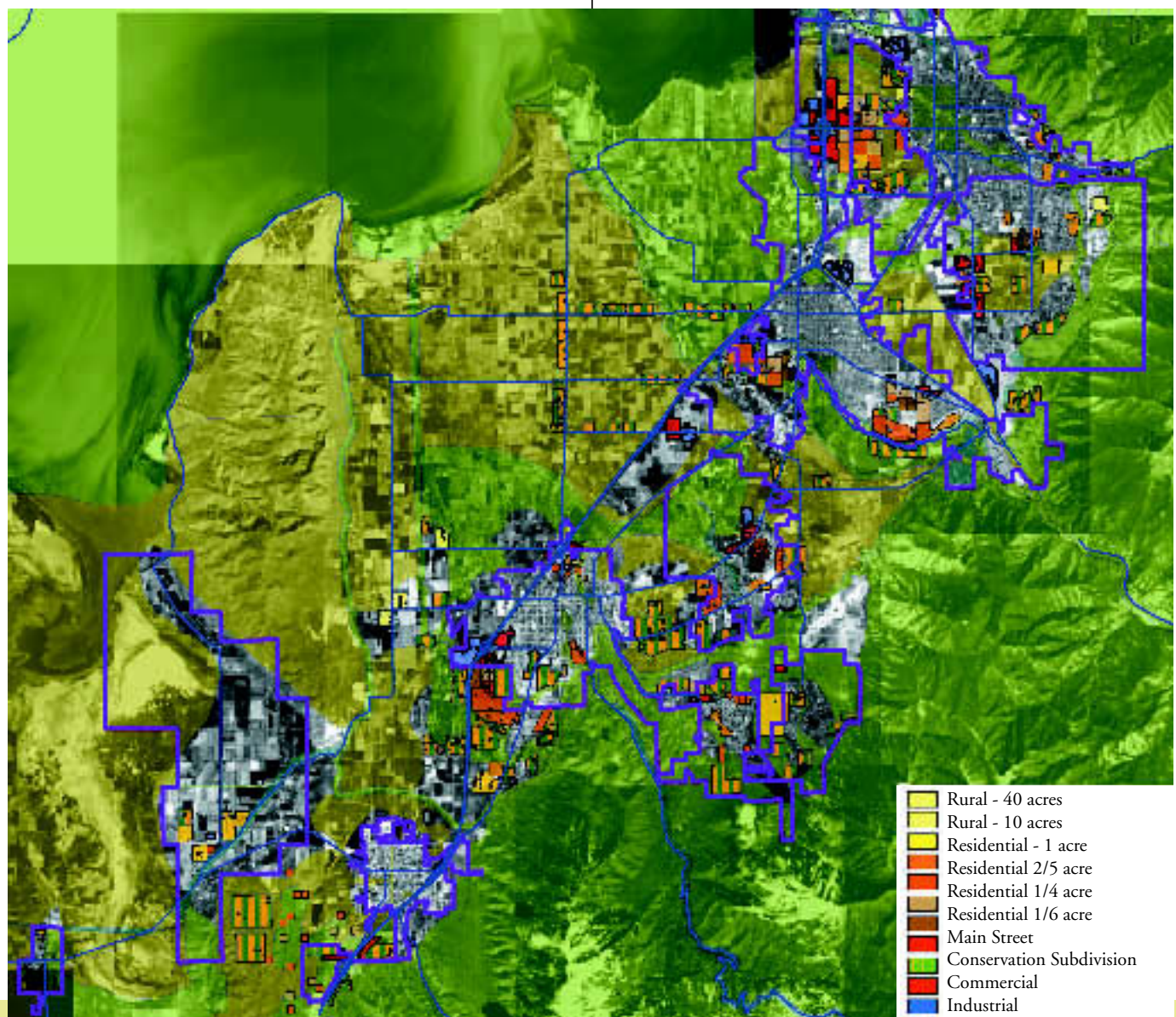
large areas can obviously not be preserved in their entirety, but new development should be carefully placed away from building constraints (slope, high water table) and the most sensitive areas. The Corridors identified also had multiple uses - irrigation canals and streams often have important vegetation and wildlife as well as potential for trails and park sites. For Agriculture, areas of prime or irrigated farmland with lower development potential were identified as the most logical areas to work on protecting farmland and farming economies. Finally, Trail Connections are pedestrian ways or “gateway” roads through town that merit special features such

as wide sidewalks or setbacks and street trees to enhance walking or driving through town. The green space design shows the cumulative suggestions by participants adding up to a regional pattern of protecting the mountains and foothills, wetlands and water recharge areas, and patches of farmland. These green spaces are connected with natural corridors along streams and canals, as well as “green streets” and trails through urbanized areas.

Nebo Vision Regional Scenario

The Nebo Vision Regional Scenario paints a picture of progress throughout the Nebo region.

While the workshop participants focused on their individual towns, they were encouraged to look at the maps their neighbors were creating simultaneously. Many gaps between the towns were seen as necessary buffers to maintain each community’s identity. These buffers are often green space corridors that connect the mountains to Utah Lake and are worth protecting to keep wildlife and recreationists happy. The development pattern tended to encourage this, fitting around the green space with many proposals concentrated close to the city or infilling at higher densities. Conservation subdivisions were used to buffer sensitive areas, such as



REGIONAL NEBO VISION SCENARIO

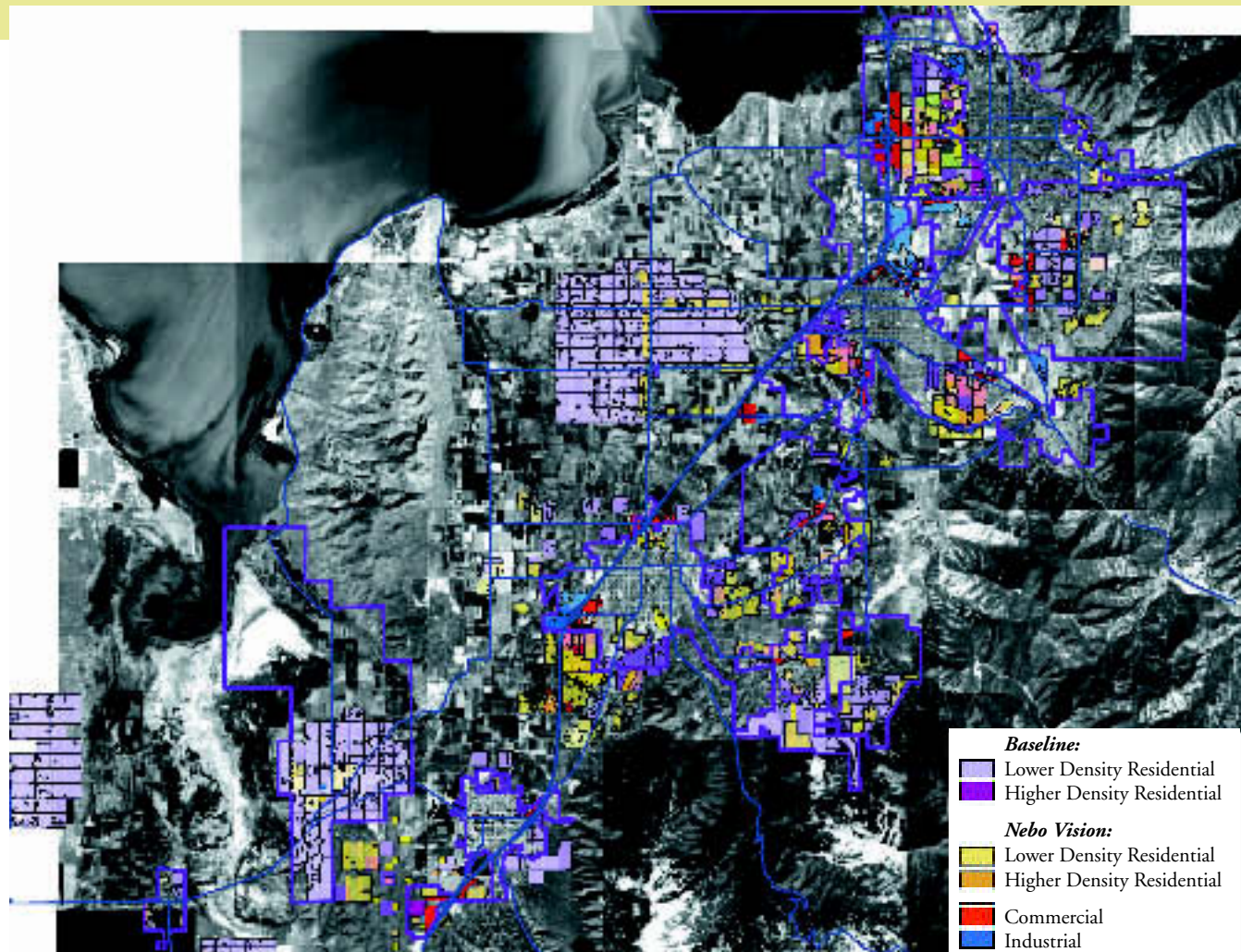
Hobble Creek and the Spanish Fork River bottoms from development. Development in the county, too, was far more concentrated than it was in the baseline, as residents there were happy to put their growth as close as possible to the cities. This made a significant impact on the amount of land consumed by new development. Towns themselves recognized a need to work closely with the county on proposals that would affect them, even if they had determined not to annex them. Finally, commercial and industrial were added in much greater numbers than in the baseline, reflecting a need to bring more services and tax revenue into the area. Designs were torn between building along highway interchanges and boosting existing town centers. Many towns looked fondly to keeping small businesses in a walkable downtown areas but recognized the coming of large commercial and the potential of opening up land

along the highway for both industrial and commercial. An enlarged version of this map is on page 61.

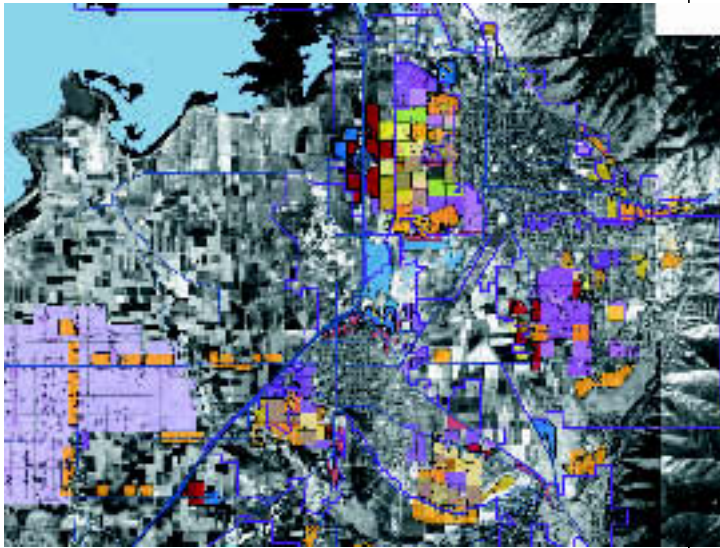
Scenario Comparison

The final regional map compares the Baseline scenario and Nebo Vision scenario in a quick glance. The pattern of growth was most easily seen when development types were combined into a single color spectrum for each scenario, purple for baseline and yellow for the vision, with the color increasing in intensity as the density does. For most communities, development was more concentrated in the Nebo Vision scenario, without needing to encroach on valuable green space. The county has the most significant change in development types, moving from low density residential to intense development near the cities, avoiding building in unserved, rural areas.

BASELINE AND VISION COMPARED

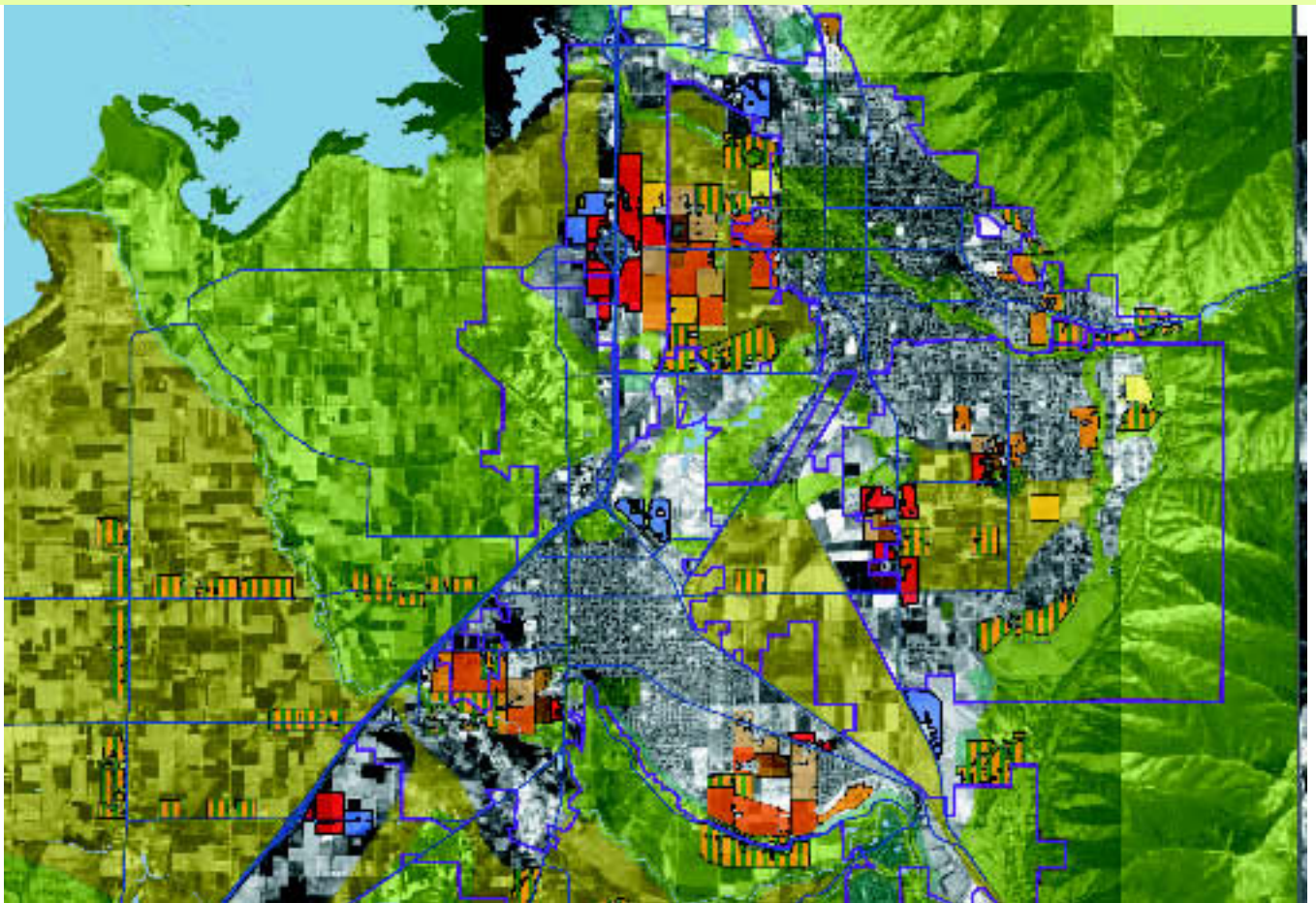


NEBO VISION SCENARIO



The significant change seen in Utah County is the concentration of density along major roads. The same is true in Mapleton, with a focus in their downtown and along Hwy 89. Also, conservation subdivisions were added along the foothills and in the primary agricultural areas. Spanish Fork used this type along their river and proposed clusters of mixed density residential with neighborhood scale commercial at the new frontiers of their growth. Springville's new frontier is the West Fields, and the Nebo Vision scenario mixed densities, brought the residential and commercial closer together, and protected parts of the area with conservation subdivisions. Hobbble Creek was another focus of conservation subdivisions, and was proposed for the centerpiece of Springville's green space system.

Springville, Mapleton, Spanish Fork, and Unincorporated County

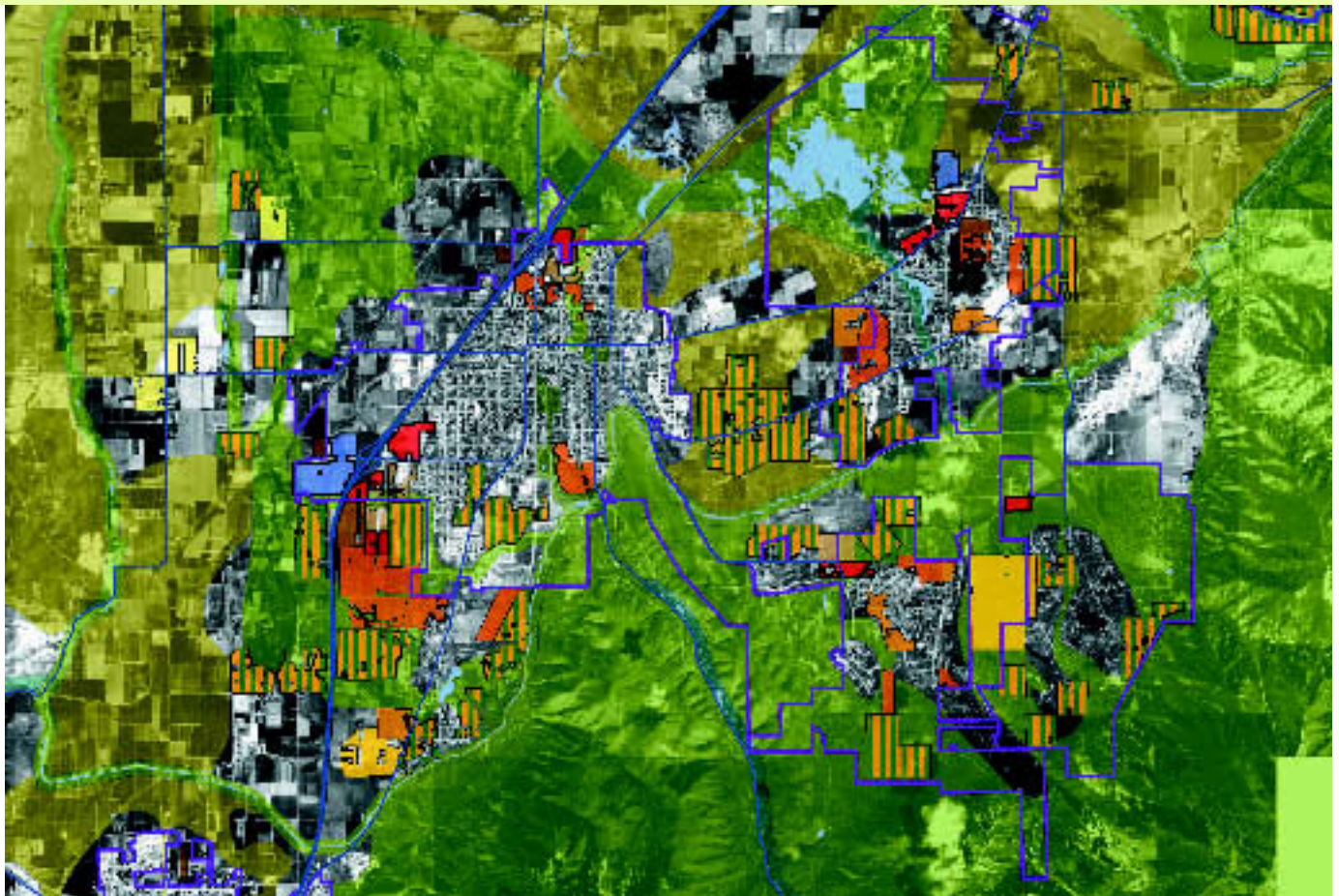


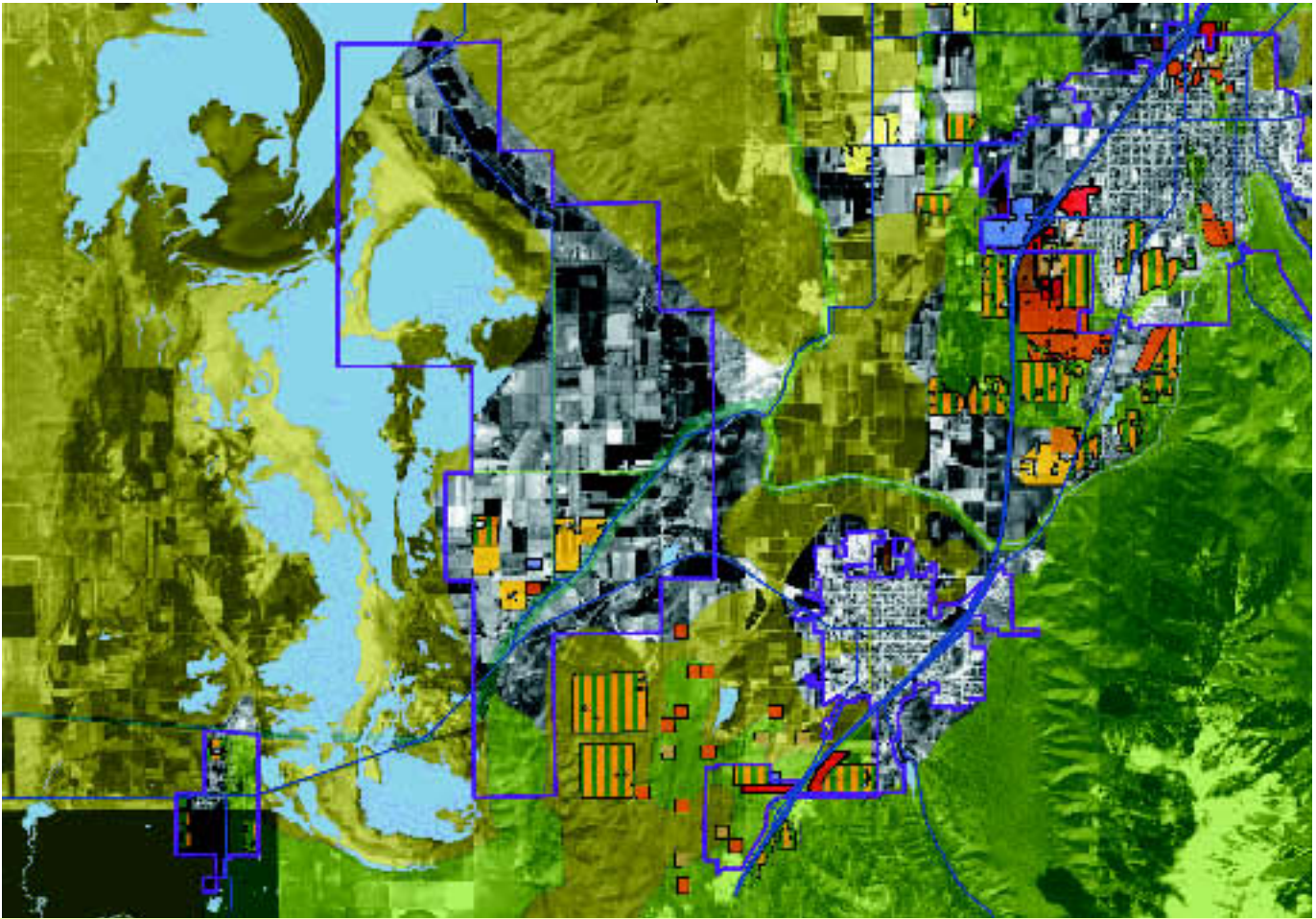
Tucked into the foothills, these towns are blessed with fine views, abundant wildlife, and recreation opportunities in their backyards. Salem made strides in trying to establish a viable downtown, adding higher density residential to house retirees and young homebuyers, and a commercial center to go along with it. They used quite a few conservation subdivisions along the Salem Canal and discussed protecting wetlands, which stretch from Salem Pond clear to Utah Lake. Woodland Hills and Elk Ridge identified wildlife corridors as their significant resource. The proposed conservation subdivisions to buffer them and suggested concentrating their remaining development in the more buildable areas. They also proposed a small commercial area closer to home, along the roads heading up their way. Payson's placement of development remained similar, but they chose some newer development types, including conservation subdivisions in the foothills to the south, and a mix of densities near their commercial development along



the highway. Payson also planned for a corridor of open space pouring from the Nebo Scenic Byway through town and into city parks.

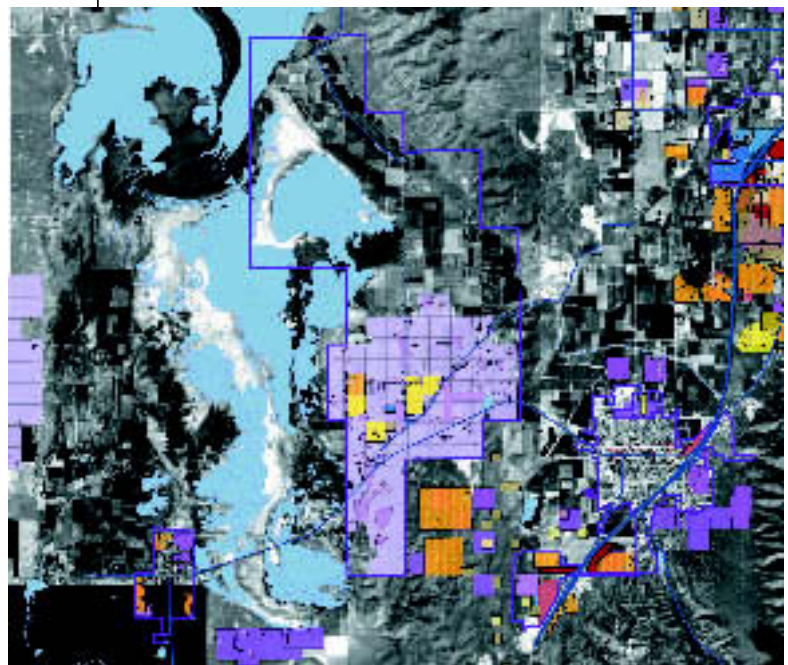
Salem, Payson, Woodland Hills, and Elk Ridge





Santaquin, Genola, and Goshen

Santaquin represented part of the new development on the ridge with conservation subdivisions to create open space corridors. They also took advantage of their major crossroads for more intense residential development. Genola, currently at very low densities, realized how much more efficiently small lots would accommodate their growth. They also planned to focus commercial and denser housing along the main road. Goshen has a little longer to wait for the growth, and used clustered development on their map to combat large lot sprawl for people moving “to the country.” Large open spaces were still an asset in this corner of the county, and residents proposed trails to connect the recreational areas they would like to see protected, such as Warm Springs, White Lake, and Santaquin Canyon.



FIVE

Analysis and Comparison

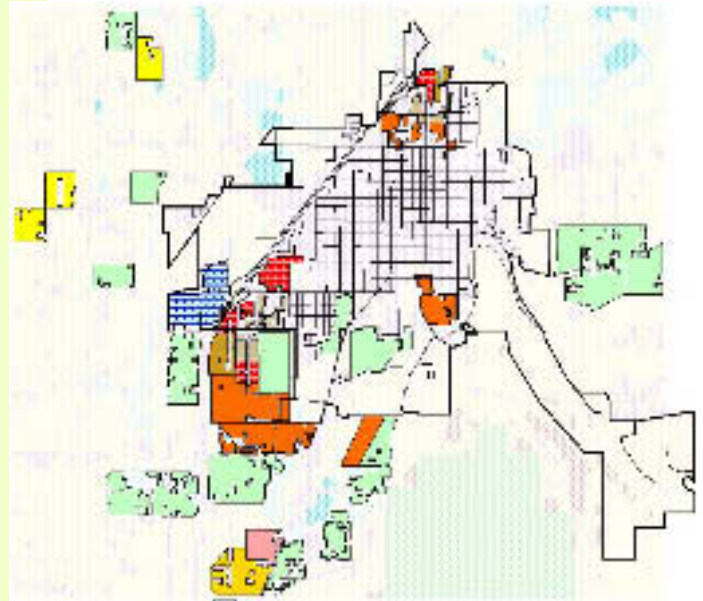


The Quality Growth Efficiency Tools (QGET) Technical Committee used quantitative modeling to provide growth related information for policy makers and the public in the areas of land use, transportation, air quality, water, and infrastructure. The technical analysis of the Nebo Vision scenario showed mixed results for these indicators when compared to the Baseline scenario. This was in part because small land use changes were more difficult to represent in the model and did not significantly change modeled results. QGET did not perform qualitative analyses such as those addressing quality of life and the benefits of open space, though some of these aspects are implicitly considered in the modeled results. The most critical model results are included here. Additional analyses are available on the project CD or through QGET.

Land-use varied widely by community basis. Each community selected varied types of development to accommodate new growth. Compared to the baseline, the Nebo Vision scenario:

- Conserved 9,234 acres of new land developed.
- Transportation modeling showed little difference in speeds and trip time between the Baseline and the Nebo Vision.
- Air quality experts did not find significant differences in mobile emissions.
- Water modeling demonstrated that density and overall municipal area affected water consumption.
- Infrastructure modeling demonstrated that dispersed patterns of growth cost more overall than clustered development because the infrastructure system required more materials for connections.

QGET seeks to improve the quality of information available to plan for Utah's future. The QGET Technical Committee consists of technical experts from state and local government, as well as private practice. These representatives analyze growth issues related to demographics, economics, transportation, air quality, land use, water availability, and infrastructure costs. The Governor's Office of Planning and Budget (GOPB) coordinates QGET's work. QGET does not consider what the future "ought to be like" but instead provides analysis for individuals to understand what the future may be like under a specific plan. The Nebo Community Vision process represented the first time that local land use plans, transportation, air quality, and water demand modeling, were integrated into a single study. Bringing each of these disciplines and entities together provided insight into how planning could be improved in the future.



ANALYSIS METHODOLOGY

Limitations

Nebo Community Vision represented a unique modeling challenge. While the study area was subset of a larger planning region, it was also a composite of 10 local communities with individual and distinct land use plans. Because analyses focused on a sub-region of a larger modeling area, small land use changes did not generally impact modeled results in a significant way. Policy changes that reflected actions taken by a much greater population over broader area would be more visible to the larger regional models, such as the transportation and air quality models.

The technical analysis of the Nebo Community Vision was meant to provide relevant information to policy makers and the public about the possible future for the region. It should be thought of as a work in progress, the findings of which will evolve as new and better information becomes available. The estimates reported in the analysis are conservative, and additional benefits may be found when it is

considered as part of the overall greater Wasatch area. All modeling was conducted at the regional or community scale, and was not intended for site-specific evaluations. The quantitative analyses were limited to the subject areas of transportation, air quality, land use, water, and infrastructure costs. However, a discussion of community and regional open space and associated benefits are also included here.

Study Area

State-of-the-art GIS (Geographic Information System) was used as the basis for all modeling. Every effort was made to ensure that modeling was as accurate as possible and that the futures being considered were based on common assumptions. The first step was to define the Nebo study area. Technical constraints required this area to maintain rectangular coordinates so a square was drawn around the furthest dimensions of the 10 Nebo communities' annexation declarations, including land beyond the community boundaries.

Demographics

The Nebo Community Vision study area was unique in its demographic characteristics as compared to the nation, and even the State of Utah. The 2000 Census confirmed the historical trends in Utah County. Utah County remains characterized by large household sizes, a young population, high fertility rates, and population increases attributed largely to local birthrate. At 2.59 people, the average household size of the United States was significantly lower than that of Utah, which was 3.13 people. Utah County's average household size of 3.59 was even higher than the state average and was over 35% higher than the national average. Similarly, the median age of 23.3 years in Utah County was 3.8 years younger than the State of Utah (27.1), and 12 years younger than the United States (35.3).

Due to its demographics and large amounts of developable land, the Nebo Community Vision area experienced significant population growth in the past decade. This trend is expected to accelerate in the future as the Wasatch Front continues to expand southward and as more people seek the semi-rural setting of the Nebo area. Between the year 2000 and 2020 the population of the Nebo Community Vision area was projected to nearly double.

Baseline Land Use

In order to represent the future based on current plans, local planners were enlisted for their knowledge of local trends to create a land-use baseline scenario with a 20-year time horizon. One difference between local and regional plans is timing. Local plans change more frequently than regional plans, and thus, regional plans may represent differing local plans at any given time. Another difference is the use of population and employment constraints along with a given timeline. The time extent for local plans may vary from two to seven years whereas regional plans take a much longer view, usually 20 to 30 years. The Baseline was an amalgam of current planning practices, and therefore did not always represent the true effects of potential land use changes.

Nebo Vision Land Use

Three public workshops were conducted throughout the Nebo region to determine how the public thought development should occur. First, partici-

pants identified and connected open spaces of significance and value *before* placing chips representing households by development type, area, and density. The green space designs became *de facto* constrained areas, as most people chose to preserve them by locating development elsewhere. Workshop maps and responses were analyzed and synthesized to arrive at the Nebo Community Vision, which QGET then programmed into the GIS, forming the basis for the quantitative analysis of both the Baseline and Nebo Vision futures.



Open Lands

The Nebo communities enjoy a small town feeling created by tree-lined country lanes, mountain views, abundant wildlife, recreational opportunities and expansive open farms. Though not analyzed in the formal spatial modeling conducted by QGET, open space provided context and played an important role in the generation of the alternative scenarios created by the public. Workshop participants had a very difficult time sacrificing open space to accommodate future development. Almost without exception, they opted to utilize alternative development types—such as conservation subdivisions and higher density urban types—to cluster households and protect their valued open space. This approach was so popular that the total number of acres dedicated to low density development (defined as lots from one to ten acre) dropped from 12,944 in the baseline scenario to only 817 in the vision scenario. This shift in thinking was evidenced in the vision scenario as an incredible 4,568 acres were designated as conservation subdivisions. The amount of designated open space also changed considerably. While 472 acres (less than 2%) of unconstrained land were added to the plan as open space in the Baseline, 88% of the study area was identified as open space in the Nebo Vision Scenario.

MODELING RESULTS

TABLE 3 **BASELINE INFRASTRUCTURE REPLACEMENT COSTS**
(in millions of dollars)

Infrastructure

	Road	Water*	Sewer*	Total
Springville	\$32.7	\$36.0	\$24.4	\$177.6
Mapleton	\$16.9	\$17.9	\$13.5	\$97.1
Spanish Fork	\$30.8	\$32.6	\$23.0	\$168.4
Salem	\$8.5	\$9.6	\$6.8	\$48.6
Woodland Hills	\$3.5	\$3.4	\$2.7	\$12.0
Elk Ridge	\$5.5	\$5.5	\$4.3	\$18.9
Payson	\$31.6	\$32.2	\$23.3	\$169.3
Santaquin	\$20.3	\$17.9	\$12.1	\$93.3
Genola	\$1.9	\$1.8	\$1.5	\$6.4
Goshen	\$0.8	\$0.8	\$0.7	\$2.9
Unincorp. County	\$7.0	\$6.9	\$5.4	\$23.9

**Note: Figures exclude facility costs.*

The infrastructure cost analysis for the Nebo Community Vision project utilized both QGET's Infrastructure Cost Assessment Model (ICAM) and its Municipal Infrastructure Cost Assessment Model (MICAM). The ICAM model was used on the smallest four communities, along with the unincorporated area in southern Utah County. This model fit these areas most appropriately because:

- The existing development pattern was dispersed.
- There was a small incremental increase of expected development over the study time horizon.
- New development was expected to occur in the form of relatively large residential development.

For the remaining six communities, the QGET analysis utilized the new MICAM model. This model allowed QGET to consider both residential and commercial development impacts according to density and location, relative to the core community, at which incremental development occurred. Primary considerations to infrastructure costs were the relative mix of land use between activities, the den-

sity and quantity of development, along with the effect on the municipal boundary in order to service new development. For this reason the MICAM model results included an account of land use in the form of net density. In this case, net density excluded public easements for density calculations.

For the region, infrastructure costs totaled \$442 million for the Baseline and \$447 million for the Nebo Vision. These figures are comprised of: \$159 million in roads for the Baseline and \$164 million for Nebo Vision; \$165 million in the Baseline for water conveyance and \$166 million for the Nebo Vision; and \$118 million for sewer conveyance in the Baseline and \$116 million in the Nebo Vision. Though density decreased in the Nebo Vision for the six large communities, the pattern of development continued away from the urban core. The land-use accounting framework showed significant potential for infill development within all of these communities. Location of development proved to be the primary driver behind infrastructure costs.

TABLE 4 NEBO VISION INFRASTRUCTURE REPLACEMENT COSTS
(in millions of dollars)

	Road	Water*	Sewer*	Total
Springville	\$36.2	\$38.5	\$25.6	\$187.8
Mapleton	\$17.6	\$18.2	\$13.3	\$49.1
Spanish Fork	\$30.0	\$31.4	\$21.3	\$157.3
Salem	\$9.8	\$10.7	\$7.7	\$55.1
Woodland Hills	\$3.5	\$3.4	\$2.7	\$12.0
Elk Ridge	\$4.9	\$4.9	\$3.8	\$16.8
Payson	\$33.4	\$33.4	\$24.0	\$174.8
Santaquin	\$21.6	\$17.9	\$11.2	\$90.8
Genola	\$1.8	\$1.7	\$1.4	\$6.1
Goshen	\$0.8	\$0.8	\$0.7	\$2.9
Unincorp. County	\$5.1	\$5.3	\$4.0	\$17.9

**Note: Figures exclude facility costs.*

“It is not development that causes problems, only patterns of development” - Tony Hiss



While these analyses reveal the trend of compact development being more efficient, cost-effective, and resource conserving, participants in the Nebo Community Vision project knew instinctively many of the same things. Quality of life is something hard to measure, but easy to recognize. The Nebo Vision Scenario was created with this wisdom. The West is the most urbanized region of the county. Westerners are used to living in towns or close to them, and are not outright opposed to dense development. What they most often oppose is development that diminishes the qualities that brought them here - the views, wide open spaces,

easy opportunities to get away from the city, outdoor recreation, casual lifestyle and an independent mindset. Throughout the workshops and discussions, the emphasis was on preserving the essence of the western lifestyle, by any means available. Higher densities are a trade off for large open lands, shorter commutes, less taxes going to roads and utilities. And planning for long term, with an eye on making the most of the land, makes all of these benefits attainable.

Land Use

Region wide, new development in the Nebo Vision scenario consumed 9,161 new acres of land, roughly half the 18,875 acres used in the Baseline. Of the new land consumed in the baseline, 13,971 acres were taken out of agricultural use as compared to the 6,574 acres in the Nebo Community Vision. These results varied widely on a city-by-city basis. It is interesting to note that of the 9,714 acres of land saved between the Vision and the Baseline, 65% of the land savings was in the unincorporated county.

The Nebo Community Vision represents a plan that can help perpetuate the region's character. Land use can impact a community's character, size, and feel; the location of every day destinations; water resources required to service the community; and infrastructure costs. Modeling results showed that variations in community planning could have an effect on the quality of life. The results discussed here suggest that the Nebo Community Vision could provide a cost effective strategy that does not compromise, but enhances, community values.

TABLE 1 SUMMARY OF BASELINE DEVELOPMENT TYPES

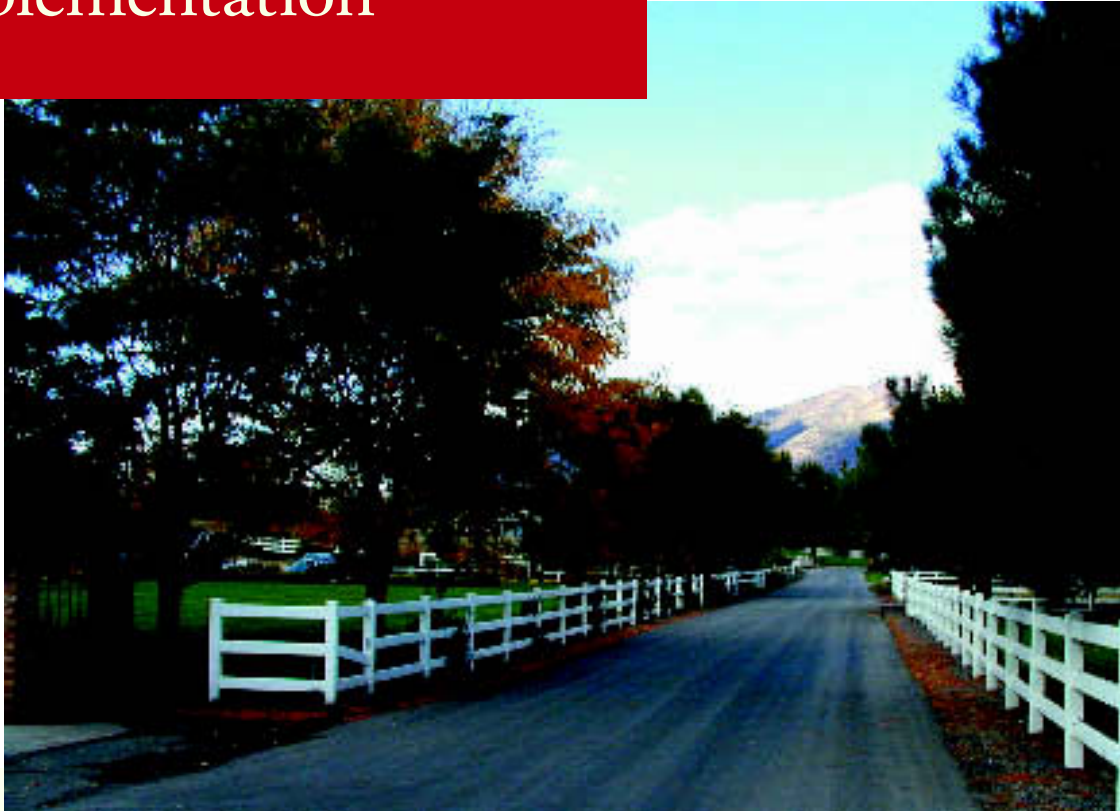
Development Type	Households (per 50 Acres)	Lot Size (acres)	Households (placed)	Acres (built)
Rural/Agriculture	5	10.00	897	8,972.14
Rural/Residential	10	5.00	273	1,404.34
Low Density	50	1.00	2,530	2,568.31
Residential	125	0.40	1,976	795.84
High Density	200	0.25	10,375	2,740.39
Multi-Family	325	0.15	3,074	488.72
Retail	na	na	0	786.99
Industrial/Commercial	na	na	0	440.42
Open Space	na	na	0	369.62
Agriculture	na	na	0	101.92
Special Mapleton		2.00	103	206.58
Total			19,228	18,875.27

TABLE 2 SUMMARY OF NEBO VISION ALTERNATIVE DEVELOPMENT TYPES

Development Type	Households (per 40 acres)	Lot Size (acres)	Households (placed)	Acres (built)
Rural	5	8.00	40	200.38
Residential	40	1.00	616	617.27
Residential	100	0.40	1,220	489.89
Residential	160	0.25	4,920	1,232.66
Residential	240	0.17	3,120	521.85
Neighborhood	400	0.10	1,700	170.45
Main St.	480	0.08	1,361	130.41
Retail/Commercial	na	na	0	788.43
Industrial	na	na	0	441.20
Conservation Subdivision A	varies	varies	1,135	1,142.58
Conservation Subdivision B	varies	varies	5,116	3,425.79
Total			19,228	9,160.91

SIX

Implementation



The Nebo Community Vision process provided each community with an individual and collective “vision” for the future, created by the residents themselves. As the overall regional vision was pieced together from community input, many commonalities began to surface. The nearly unanimous concern about the high projected growth for the region was coupled with a strong concern for preserving open spaces that define the Nebo landscape and communities.

The implementation phase of this project provided tools and on-the-ground assistance to each of the communities. A plan is only useful if it is implemented. The implementation phase ensured that every community received individual attention to assess its desires for working toward the vision and address immediate needs that could begin the process. The tasks completed as part of this project represent only the beginning of the work that will eventually need to occur if the Nebo Community Vision is to be fully, or even partially, realized. Naturally, the course will be set in coming years by the communities themselves, but the tasks summarized here provided a positive first step.

Each of the Nebo communities selected specific tasks to undertake as a part of the study. Many times these implementation tasks stemmed from recommendations and discussions as the communities were presented the comparative analysis. Some of the tasks were tied to items of special concern for which the community sought additional assistance. In any event, the Nebo Community Vision was instructive as it provided each community with an introspective look at its issues, values, and future potential.

INTERJURISDICTIONAL OPPORTUNITIES

During the course of the Nebo Community Vision project, several opportunities for communities to work together to solve mutual problems or capitalize on shared resources and amenities became apparent. Not surprisingly, most of these areas were located between adjacent communities. A few overriding recommendations that should be considered when thinking about working together as communities are to:

- Look to the lake. It is vital that sufficient attention is paid to Utah Lake, its wetlands and tributaries. Utah Lake and its influence on the region should not be discounted or minimized in future planning efforts. Linkages to the lake and its surrounding wetlands are vital primarily for ecological and agricultural reasons, but also contribute to a regional recreational network.
- Work with communities not initially involved in the Nebo Community Vision, such as Benjamin. They may be able to provide a vital regional link that might otherwise be out of the question. Involve every neighboring community in discussions and plans on future improvements.
- Work with Utah County. Communities should work closely with the county regarding future growth and open space preservation. Many of the open space resources identified and development issues discussed occurred in the unincorporated areas of the county. Protection of these areas or development of others requires a commitment to acknowledge county/community planning goals and build win-win scenarios.
- Involve the school districts in community planning. Schools build infrastructure, spur development, and can be used to guide appropriate growth.

In addition, there were several specific areas of opportunity that were mentioned during the course of the study and should be addressed as planning efforts continue:

- Springville / Mapleton—Hobble Creek, West Fields development
- Spanish Fork / Salem—Spanish Fork River bottoms and connecting agricultural lands
- Payson / Salem—Potential green space links
- Salem / Elk Ridge / Woodland Hills—Shared potential commercial node along Loafer Canyon Road
- Elk Ridge / Woodland Hills—Potential green space links, developing convenient services and secondary access road commercial
- Santaquin / Genola—Summit Ridge development and open space system, agricultural preservation or conversion
- Genola / Goshen—Capitalize on the newly established refuge

Each of these areas represent an opportunity to make a significant difference on the overall character and quality of life for all the communities in the Nebo region. Individual communities should plan for their individual needs, but should do so with an eye toward the cumulative effect on the region as a whole. These suggestions, from the ground up, should not become missed opportunities. To make certain that the valuable momentum generated from this study is maintained, a plan should be approved and implemented by the South Utah County Mayors Council to keep the process alive and ensure ongoing dialog between communities.

COMMUNITY IMPLEMENTATION

Springville

Springville is presented with one of the greatest opportunities of all the Nebo communities with its annexation of 1,600 acres in the West Fields. The city council was encouraged by the Nebo Community Vision process to master plan the area before annexation. The Nebo team is working with the consultants to pass along the community's Nebo Community Vision ideas for development options and green space priorities. In addition, the town asked the team to publicize the Nebo Community Vision results and explain the quality growth direction the city is undertaking in their future planning.



Mapleton



Aware of their open space challenges even before the Nebo Community Vision project began, Mapleton continued its work on conservation subdivision ordinances and its transfer of development rights (TDR) program. Encouraged by the Nebo workshop results, it also carried forward a proposal for a walkable development and civic center in the heart of town that will add offices, retail space, and a diversity of smaller housing units. Through the Nebo implementation phase, Mapleton will alter its general plan map to accommodate both the new town center and changes in residential density.

Spanish Fork

Spanish Fork is the largest city in the Nebo study area and, subsequently, deals with many of the problems associated with an actively growing, more urban community. At the public workshops, it was obvious that Spanish Fork residents placed a premium on protecting the sensitive river bottoms to the south. In response to this mandate, two special presentations were made to the city council and planning commission that highlighted these issues. A strategic planning session was also held with the city planner to discuss needs and opportunities for open space conservation. As an outgrowth of this effort, the city requested help with determining appropriate open space preservation techniques for the river bottoms and the potential addition of conservation subdivision language to the city's development code. Swaner Design offered its green space design model code as a starting point for the city.



Salem



Salem City was in the process of reviewing the Salem Farms PUD proposed for a corporate headquarters and residential development to accommodate its new employees. The town requested assistance in evaluating the merits of such a development in light of the Nebo Community Vision. The developer requested higher densities and other allowances to add approximately 900 housing units, a near doubling the city's current total. In return, the developer promised 20% open space in the project, including community ball fields. Working with Salem City, the team met several times with the planning commission, DRC, mayor, and other city officials regarding the proposal. The team provided a general assessment of the proposed development, supplied regional examples of PUDs for city officials to visit, and created illustrative graphics depicting two different density/open space scenarios for the city's evaluation.



Woodland Hills

As a logical follow-up to the Nebo Community Vision, the Town of Woodland Hills requested a brief audit of their planning documents, in particular the 1993 general plan. A copy of the green space design model code was also provided to the community as a reference for changes to their ordinance.

Elk Ridge

In response to the Nebo Community Vision, Elk Ridge opted to revisit its zoning map with special attention paid to the pattern of development at the northern end of town. The town crafted a new zoning map that included provisions for two mixed-use areas created by two commercial nodes with PUD zones at the periphery. The town requested a review of the proposed zoning map. The team subsequently met with the town planning commission, discussed potential options, and made specific recommendations. A copy of the green space design model code was also provided as a resource.



Payson



In a parallel effort to the Nebo Community Vision, Payson City successfully obtained a 500-acre site of critical lands in Payson Canyon for preservation as open space and to maintain watershed integrity. Swaner Design provided a copy of its green space design model code as a resource for future community needs.

Santaquin

On the verge of rapid development, Santaquin's planning commission is anxious about traffic. They are looking at ways to achieve goals of walkability, connectivity between neighborhoods, and easy access to the highway and neighboring towns. In addition, they anticipate the arrival mass transit and would like to make it as accessible and convenient as possible. The team made suggestions on revising their current transportation plan, designating primary streets, street widths, and necessary new road connections. They were also provided with ideas to make transit work when it does come to Santaquin and a layout for a public trails system to get people to important destinations and recreation spots.



Genola

Aware of agriculture's significant impact on the region's economy and landscape, Genola requested suggestions for preserving their orchards and farms. Presentations to the planning commission and landowners covered the costs and benefits of preserving land versus building on it and ways to keep land under cultivation without making economic sacrifices.

Goshen

Though a small rural town with no immediate development pressure, Goshen decided to take a proactive stance utilizing the results of the Nebo Community Vision. The team met with the town planning commission to present conservation subdivision design standards and a four-step design process for subdivision approvals. To supplement Goshen's efforts, the team provided a copy of its green space design model code, which includes suggested ordinance language for the community to use if desired. Goshen initially requested an audit

of its planning documents, but later asked for assistance to permanently protect two parcels of land, one at each end of town—the Rodeo Grounds and the cattle drive corrals. The parcels are owned by a cooperative of cattle owners known as the Cattlemen's Association and the Goshen Valley Riding Club. To assist them in this effort, Goshen was provided information on conservation easements and contact names at Utah Open Lands, and were offered a presentation by that organization.

UPDATING THE VISION

“...You go to Holland, and every city is great. Americans believe our system is the best at absolutely everything, and it does most things better. But one thing it does not do best is city-making, because our emphasis is on individual prerogatives, and a city by definition is communal. Individualism does wonderful, wonderful things for creativity and for human happiness. But it does not make the best city. And that’s one thing that we just have to confront: that we have a nation in which so many things are first-rate, but our cities are not. “

- Andres Duany, Congress of the New Urbanism

The Nebo Community Vision was a unique effort that synthesized public input from 11 jurisdictions to paint a picture of an alternative future. As this potential future diverges from the path the region is currently following, questions need to be asked:

- Is this a future worth working for?
- Are these changes more desirable than current development trends?
- Is open space important to the character and quality of life enjoyed by residents in the Nebo region? Should it be protected?

- If so, what course corrections need to occur in order to achieve these goals?

These questions need to be asked and answered by each participating community as well as by the region as a whole. Still, once the decision has been made to move forward, what happens next? Each community has already taken a few preliminary steps to implement their vision of the future. How can the momentum from this process be harnessed and used to make a tangible difference for each community and the region as a whole?

Regional Recommendations

Though it involved many individual communities, the Nebo Community Vision was effectively a regional study. This fact was underscored by the involvement and guidance of the South Utah County Mayors’ Council throughout the project. To maintain the momentum and cooperative atmosphere of this process, the following suggestions are offered:

- The South Utah County Mayors’ Council should meet twice yearly to discuss regional concerns related to the implementation of the Nebo Community Vision, or portions thereof, as well as regional open space issues.

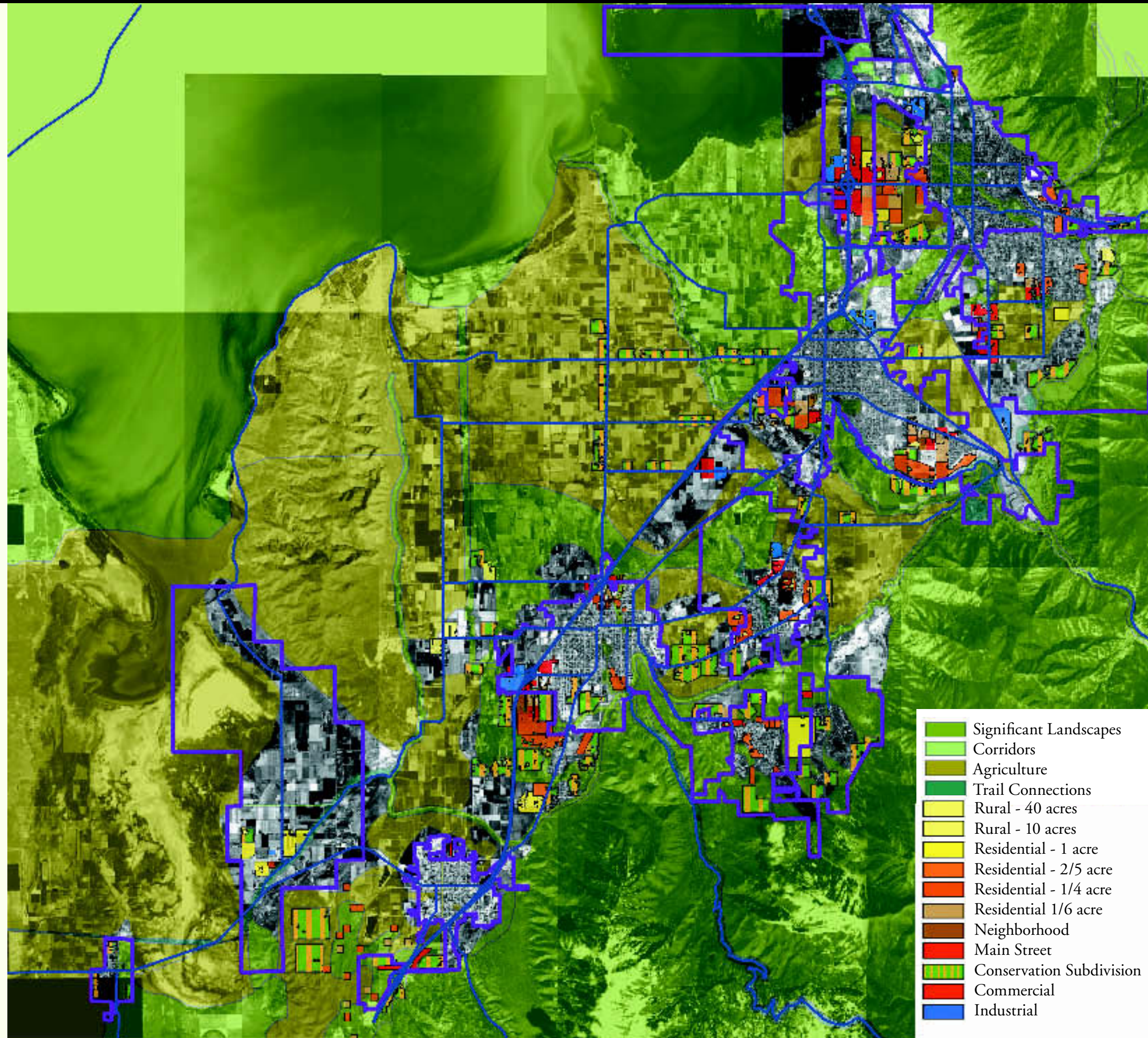
- Envision Utah offers training workshops that may be conducted as part of the semi-annual meetings or on other occasions. Workshops can provide general updates on planning tools, techniques, and resources or can be geared to provide assistance on specific topics of interest.
- With enough support and interest, a follow-up study may be possible in the next three years to assess progress in the Nebo region and to provide additional implementation assistance. Envision Utah, QGET, or MAG may be interested in again supporting a regional effort and studying the results of the first effort.



Local Recommendations

Individual communities must also keep their sights set on directing their future. Recommendations to keep progressing toward the vision include:

- The results of the Nebo Community Vision shown in this document should be used as a resource when updating or amending general plans. The assumptions, results, vision elements, statistics, and recommendations contained in this report provide excellent material to improve current general plans.
- To uphold the enthusiasm expressed for open space resources, communities should develop their own green space designs. These plans should take advantage of the context provided by the regional open space resources identified in the workshops. Thoughtful, well-crafted green space designs become a strong tool in shaping policy, future development, and contributing to the quality of life.
- Each community would benefit tremendously by developing a three-to five-year strategic plan for implementing their vision. This strategic plan should incorporate detailed annual plans outlining specific tasks, responsible parties, timelines, and a proposed budget.
- Envision Utah offers a variety of workshops, including their Toolbox Training that individual communities can request for city/town council members, planning commission members, and planning and engineering staff. These sessions cover innovative planning techniques and options that may not otherwise be considered when charting a course for the future.



NEBO

Community Vision

*Springville, Mapleton, Spanish Fork,
Salem, Woodland Hills, Elk Ridge,
Payson, Santaquin, Genola, Goshen,
and unincorporated Utah County*

with

Envision Utah
Swaner Design

Governor's Office of Planning and Budget
Mountainland Association of Governments
Quality Growth Efficiency Tools Technical Committee

2001

Nebo Vision Regional Scenario

