Public Process

Introduction - A Vision Created by the Public

How is a regional vision created by the public? An active citizenry and committed stakeholders participate in the process. Public workshops provided opportunities for citizens to craft maps illustrating their ideal future, town hall meetings enabled residents to express preferences regarding ideas proposed by the public at prior events, and online questionnaires facilitated another means to provide feedback.

Envision Cache Valley engaged citizens from all 25 cities and towns as well as unincorporated areas within Franklin County, Idaho and Cache County, Utah. The process also included a survey conducted by an independent research firm, which polled 400 residents to achieve a representative sample of the population.

Cache Valley Regional Council

The Cache Valley Regional Council is a group of elected officials and community leaders from across the valley that collaborates to address regional issues. This body, created by an interlocal agreement of Cache Valley jurisdictions, identified the need for a regional vision, and initiated the *Envision Cache Valley* process. The council was instrumental in forming the project's executive and steering committees and will take on a leadership and empowerment role in vision implementation.

Envision Cache Valley Steering Committee

The steering committee is composed of a large and diverse group of community leaders and citizens. Charged with directing Envision *Cache Valley*, the steering committee ensured a transparent and public process in which citizens could explore the challenges associated with growth and express preferences leading to the creation of a publicly supported valley-wide vision. Under the direction of the steering committee, Envision Utah facilitated the process.

Envision Cache Valley Executive Committee

The executive committee is composed of a small group of steering committee members that oversees project administration, operations, and facilitators.

Envision Cache Valley Technical Committee

The technical committee includes local experts who convened at key points in the process to evaluate project issues, identify themes and ideas from public input, help create and improve pieces developed for public meetings, and ensure that information shared with the public was accurate and technically sound.

2040 Baseline Development

Envision Cache Valley is a scenarios planning process. A scenarios planning process enables a region to explore and test several alternative growth patterns to better understand the impacts of today's decisions on future quality of life. Scenarios planning begins with an analysis of what the future will be like if current trends continue. The 2040 baseline represents this projection.

To create the baseline, demographic and land-use trends from the last decade were analyzed to understand both where recent growth has occurred and what development patterns, including average lot sizes, it has followed. These data were used to create a picture of the future of each Cache Valley community if these development trends continue. Lot sizes vary by location, but average about one-half acre. In all, the region would see about 50 square miles of new residential growth, equivalent in land area to adding about three new Logans to the valley by 2040.

Is the 2040 baseline the most likely future? No. It's simply a projection of recent trends. There is no speculation about demographic shifts, economic opportunities, or changes to land-use plans. While it is not necessarily the most likely future, it does provide a sense of where the valley may be headed if recent trends were to continue. It also provides a point of reference to compare ideas generated by the public.



Growth Summit and Stakeholder Meetings

Nearly 250 residents met at the Logan Tabernacle to launch *Envision Cache Valley* on February 25, 2009. Participants contemplated the first 150 years of the valley's settlement while looking toward the next few decades. While it took about 150 years for the valley to reach its current population of almost 125,000, the population is expected to double to about 250,000 in only a few decades. As they reviewed the 2040 baseline, participants were challenged to engage in a conversation about growth, to contemplate how to accommodate growth while creating a future that the next generations will appreciate. In conjunction with the Growth Summit, numerous meetings were held with stakeholder groups, including the Chamber of Commerce, Rotary, Kiwanis, local mayors, local planners, local city managers, conservation groups, and the media. About 200 people participated in these meetings.

Public Workshops and Survey

More than 1,150 citizens participated in an initial round of public input in February and March 2009, through ten public workshops or an online questionnaire. Participants brainstormed how growth should occur in coming decades, and those at the workshops created maps illustrating their preferences for conservation, housing, employment, and transportation. Participants worked collectively to create 53 maps, which, along with survey responses, presented ideas used to develop alternative growth scenarios. The workshops and other public events were the heart of the visioning process. The goal was to capture public values and preferences in order to create a publicly generated and supported longterm vision.

Among a wide range of possible goals, *Envision Cache Valley* participants identified the following as most important to the future:

- maintain/improve air quality
- maintain/improve water quality; conserve water
- retain viable agricultural land
- preserve scenic beauty
- keep housing reasonably priced
- create high-quality jobs in Cache Valley
- preserve wildlife habitat
- focus on infill and redevelopment of underutilized parcels
- provide access to outdoor recreation
- reduce drive times/alleviate traffic congestion.

Some features related to the above goals are tied to land-use and can be measured across alternative growth scenarios. These measures enabled citizens to compare the growth scenarios against common values.

Public Workshops

During the ten workshops held throughout the valley, the public created more than 53 maps. Participants worked in groups on maps of Cache Valley to identify growth preferences. Paper chips identify preferred growth patterns and locations for housing and employment. Colored tape identifies desired transportation routes and modes. Markers identify valued critical lands, working farms and ranches, and recreational areas. Below are a few examples of what the public maps looked like.







PUBLIC PROCESS 4

What is Mixed-Use?

In mixed-use pattern, land uses (retail, residential, commercial and civic uses) blend to create a pedestrian-friendly design



Mixed Land Uses In Cache Valley?

Since the 1950s, Cache Valley has moved away from mixing uses. Is it time to reverse this trend?



Pre-1950's development displays a walkable, mixed-use pattern.



Post-1950s development displays typical single-use patterns such as commercial/retail or residential only.

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Analysis

Analysis

After the workshops, Envision Utah staff, the technical committee, local planners, and the project steering committee reviewed the public input carefully to identify common themes and ensure that the public voice guided subsequent steps. They asked: *What conservation, housing, employment, and transportation patterns are emerging across many maps*? Analysis of the maps showed some striking similarities as well as some divergent ideas.

Conservation Themes

Which lands are identified for conservation? Why are lands valued for conservation?

Areas of highest interest for long-term conservation included the valley floor, the benches and mountains, areas for recreational trails, and the canyons. Participants valued the valley floor most often for its working farms and role in protecting water quality, identifying water bodies, wetlands and floodplains as particularly important. They valued space between communities on the benches and the ecological and recreational features in the mountains. The Bonneville Shoreline Trail was identified on 43% of the maps, and more than half of the maps that included the Highway 91 corridor into the valley identified scenic views along the roadway as a priority.

Housing and Employment Themes

Where did people explore placing new development? What type of development did they desire? Separate or mixed uses? What development intensities did people explore?

Growth Centers

Many maps exhibited a tendency to increase density around and in existing town centers. Some maps did so primarily on the east side, creating a series of growth nodes from north to south, while other maps added substantial population in most existing communities, including places that are currently very small population centers. On average, participants located about two-thirds of new housing in mixed-use centers that blend a variety of housing options, services and employment opportunities. Among all development options, "town centers" were used to house the largest share, or 20%, of the population, while accounting for about five percent of the acres developed. Higher intensity employment centers tended to be distinct but adjacent to mixed-use areas. Office parks, usually adjacent to mixed-use centers, accommodated the largest share of employment.

Growth Corridors

Some maps exhibited growth along transportation corridors on either side of the valley. Some of the growth was located in centers, while other growth extended along transportation routes. Growth that didn't occur in or adjacent to centers tended to be single-family residential. On average, about 18%

What percentage of workshop maps identified a particular theme?



of the anticipated population was placed on lots of one-half acre or larger. These lots accounted for an average of 45% of the acreage impacted by development. Most growth extending along transportation routes was development of this type, on lots half-acre acre or more in size.

Transportation Themes

What modes of transportation were explored? Where were transportation enhancements identified?

Workshop participants explored a variety of transportation options, including new or enhanced roads on 77% of maps, new or enhanced public transportation on 77% of maps, and bike commute routes on 77% of maps. Some maps explored a single mode of transportation, but many included improvements to all transportation modes. A north/ south bypass appeared, in one form or another, on 62% of workshop maps, and more than half included east/west connecting corridors. Three-quarters of maps included a major public transportation corridor along the east side of the valley, while about half of the maps exhibited a series of public transportation loops connecting the communities. Bike commute routes were employed most often to link communities to Logan and other population centers, and 40% of maps included bike routes alongside public transportation routes.

Participants glued paper "chips" onto the maps to identify housing preferences. When the dwelling units were tallied, about two-thirds of those used were in mixed-use developments, with the remaining third in single-use subdivisions.

Housing Trends:



Estate (5 acre): 2% Large (1 acre): 5% Medium (1/2 acre): 11% Small (1/4 acre): 9% Town Homes (.15 acre): 7%

Cluster: 4% Mixed-Use Neighborhood: 4% Compact Mixed-Use Neighborhood: 15% Neighborhood Center: 11% Town Center: 20% City Center: 13%



Workshop Analysis Maps

The analysis maps (four are shown here) compile all of the chips placed across 50+ maps at the public workshops, exploring broad trends and public preferences.



Why not explore a "no growth" or "slow growth" scenario?

Because most of our growth is internal, assuming a "slow growth" scenario would mean denying the likelihood that people in our region will continue to have kids. While we don't know precisely how much or at what pace we will grow, it is useful to plan for growth that is highly likely to occur. For this process, conservative growth projections provided by state governments were used as a constant assumption across all of the scenarios. The variables were growth locations and patterns.





The Scenarios

Alternative Growth Scenario Development

Alternative growth scenarios explore alternatives to baseline scenario growth and were developed using themes explored by the public. All scenarios assume the same number of people living in Cache Valley as well as the same number of jobs. However, the scenarios differ in several significant ways: location and type of growth, transportation investments proposed, and priorities for recreation and the conservation of natural resources and working farms. The next section describes ideas and concepts used in the four scenarios which follow.

General Legend, Ideas & Concepts



2. Mixed-Use Centers & Neighborhoods (Scenarios B, C & D)



Mixed-Use Neighborhoods:

Mixed-use neighborhoods include a wide range of single-family homes on a variety of lot sizes. Parks, trails, a church, a school, and perhaps a small market or café are within walking distance.



Compact Mixed-Use Neighborhoods: Compact mixed-use neighborhoods feature mostly single-family homes on range of smaller lots, as well as some townhomes and some smaller scale multifamily homes. Parks, trails, a church, a school, and some small businesses, markets, and cafés are within walking distance.



Neighborhood Centers:

Neighborhood centers blend numerous ----small businesses (offices, shops, and restaurants), compact housing (likely above businesses), and perhaps a small plaza into a compact area. This area is surrounded by single-family homes and townhouses, parks and trails, churches and schools.





Town Centers:

Town centers include a larger business district and more compact residences (townhomes and apartments) than neighborhood centers, often sharing buildings two or three stories high. Parks, plazas, churches, and schools integrate into the center, as do single-family homes on smaller lots.



A larger regional center for commerce and living, city centers include a significant central business district as well as compact residences (mostly townhomes and apartments, many above businesses) often sharing buildings three or four stories high. The city center integrates parks, plazas, churches, schools, and some single-family homes adjacent to more compact areas.

3. Transportation

Scenario A **Cache Metropolitan Planning Organization (CMPO)** 2030 Regional Transportation Plan Project List

0	,	
Phase I (2007 - 2015):	••••	
Phase II (2016 - 2025):	• • • • • • • • •	
Phase III (2026 - 2030):	••••	
Scenarios B, C & D		
Roadway Improvements Bike Commute Route:	, Public Transportation,	-0-0-
Roadway Improvements, Public Transportation:		
Public Transportation,	Bike Commute Route:	
Roadway Improvement	-s:.	
Public Transportation:		
A Land Conconvertion	on & Pocreation (Com	

Land Conservation & Recreation (Scenario D Only)

Bonneville Shoreline Trail:

New Growth

New growth in Scenario A (Baseline) occurs primarily along the benches, especially near major transportation corridors. Many lots are typical in size to recent development trends, and many have large back yards. Land uses tend to be separated, though some communities create new neighborhood or town centers that integrate shopping, employment and housing.

What would Cache Valley be like in 2040?

ideas, those that come from the public, can be compared. We can ask ourselves if we are heading toward the future we want or if we want to make some changes.

Transportation

Roadways are the priority, with almost all trips done by automobile. Local road systems tend to include more cul-desacs and fewer grids. There is more privacy, but fewer roadway connections. Buses continue to run on the existing fixed route system. Because housing tends to be further from shopping and employment, few trips are made by walking or biking.

Land Conservation

Water quality is conserved, with most water bodies, wetlands, and floodplains away from growth. Over time, working farms are impact by the extent of growth and fragmentation. Most communities grow into one another over time.

Recreation

This growth pattern emphasizes private recreation that occurs largely in people's back vards.

	Existing Development (Residential)
	Existing Development (Commercial)
	Local
-	- Major
5	Lakes
	Stream / River

Scenario A: Baseline

The Baseline scenario is a picture of what the valley may look like if we continue to grow both where we have been growing and how we have been growing. The baseline simply projects the pattern of our past ten years forward into the future. It is by no means our most likely future, but it does give us a baseline to which other



Scenario B: Eastside / Westside Benches

New Growth

Scenario B focuses new growth primarily along the benches, especially near major transportation corridors. Many lots are typical in size to recent development trends, and many have large back yards. Land uses tend to be separated, though some communities create new neighborhood or town centers that integrate shopping, employment and housing.

Transportation

The road network is a priority, with a new bypass extending from Preston in the north to a point southwest of Logan along Highway 89/91. Buses operate about as frequently as they do today. Some trips are made on foot or by bike, though housing tends to be further from goods, services, and employment.

Land Conservation

While many communities grow together over time, much of the valley floor is conserved. Farming is impacted by the extent of growth and increased fragmentation. Water quality is conserved, with growth happening away from most water bodies, wetlands, and floodplains.

Recreation

Existing Development (Resi

This growth pattern emphasizes private recreation that occurs largely in people's backyards.

Scenario C: Town Centers / Clustering

New Growth

In Scenario C, communities across the valley grow into traditional towns and small cities. Most feature neighborhood or town centers that provide for day-to-day needs and some employment. The centers have a range of housing choices, including living spaces above retail and commercial businesses. Overall, houses tend to be closer together.

Transportation

The road network includes a partial bypass road west of the Logan area as well as enhanced east-west connections. Enhanced public transportation loops serve most communities. New service may include peak hour vanpools, more bus routes, and more frequent bus service. Bike commute routes follow the public transportation loops.

Land Conservation

Open lands keep most communities distinct and separate from one another. Working farms are impacted by growth at the edges of existing towns, though they remain largely intact in the valley's center. Water quality is preserved, as most water bodies, wetlands and floodplains on the valley floor are conserved.

Recreation

Stream

Use of local recreation systems is high. Local systems may use trail loops to link parks and other recreational facilities.



New Growth

In Scenario D, existing eastside communities assume a compact pattern and absorb most of the population. Distinct city and town centers emerge. Most growth occurs within city limits by filling in vacant developable land and through land recycling, particularly in commercial areas. Westside/central communities experience some growth, perhaps in the form of small neighborhood centers providing for day-to-day needs and more housing choices. This growth pattern places a mix of jobs, shopping, townhouses and condos at the center of larger cities and towns with single-family housing nearby.

Transportation

public transportation and auto use. A dedicated public transportation corridor is envisioned as part of an existing road right-of-way, extending from Preston through Sardine Canyon, linking compact centers along the valley's east side to the Wasatch Front. The corridor may accommodate a street car or rapid busway (essentially light rail on rubber tires), and, over time, may transition to a light rail line. Many trips are made on foot or by bike, since most people live near services, shopping and workplaces.

Land Conservation

The impact of development occurs on minimal acreage. Open lands separate most communities, and most working farms remain. Water quality is preserved, as water bodies, wetlands and floodplains on the valley floor are conserved. The edge between urban use to the east and rural functions to the west is distinct.

Recreation

The Bonneville Shoreline Trail serves as a regional recreation corridor. With most people living near the trail, it links residents to a regional system that provides access to the mountains, canyons and the rivers the flow out of them. With a regional network, there may be less emphasis on local recreation systems and more emphasis on local links to the regional system. (Note: The alignment shown is conceptual and not yet fully designated as the Bonneville Shoreline Trail)

	Existing Development (Residen
	Existing Development (Comme
-	Local
	- Major
5	Lakes
	Stream / River



Scenario D: Urban Centers / Rural Edge

Major streets are designed for a range of transportation choices: walking, biking,

Comparing the Four Scenarios

Many of the measures selected to evaluate the scenarios reflect the issues that residents said were most important at the workshops. When scenarios were compared, residents gained a sense of some of the potential impacts of growth choices. For instance, different home types have different implications for growth. Single homes on large lots have more yard space but consume more land. Townhomes have smaller yards but cost less. Growth occurring beyond the edge of existing cities happens on rural land that tends to be less expensive. In contrast, the land cost of growth occurring as infill or redevelopment can be higher, though new infrastructure costs are likely lower. When land uses are separated, driving tends to increase, and when land uses are integrated walking tends to increase. Each of the choices that are made in regard to land-use has long-term impacts. Weighing those impacts ahead of making choices on the ground can help guide growth patterns that yield outcomes desired by citizens. Each of the scenarios include the same number of people and jobs, but they test different decisions regarding conservation priorities, housing and employment patterns, and transportation investments.





Land Conservation

Total Land Developable: 280 Square Miles (Cache County)





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Water Quality & New Water Consumption





Transportation and Air Quality

Non-Motorized Transportation (% Increase Relative to Baseline)





Public Transportation (% Increase Relative to Baseline)





Private Transportation (% **Decrease** Relative to Baseline)











Vehicular Emissions* (Increase Relative to Scenario D tons/day)



*CO, NOx, PM2.5, unpaved dust, exhaust, & primary, and paved dust



\$700 \$600 \$500 \$400 \$300 \$100 \$0 \$500 \$200 \$200 \$0 \$500 \$20

Town Hall Meetings and Feedback Survey

In May and June 2009, about 650 citizens engaged in the second major round of public events, participating in either one of 14 town hall meetings held throughout the valley or in an online feedback survey. In this round, the scenarios, including the baseline and the alternatives developed from public brainstorming, were presented and compared. Participants evaluated the scenarios, expressing their preferences regarding general growth patterns and the elements of the scenarios they most favored, ranging from housing and employment patterns to transportation priorities and conservation goals.



What Did Cache Valley Residents Say?

When asked to identify the most appropriate pattern for future growth, the growth scenario representing the development trends of the last ten years garnered 11% of the vote, while 89% opted for the alternative scenarios created with information from public brainstorming workshops. Scenarios that depicted most future growth occurring within existing towns and cities—without those cities growing together—received the most support. These scenarios were also preferred for the public transportation options that become possible with their respective land-use patterns and the natural resource conservation and farmland protection that is possible when less land is consumed for residential development.

Overall, more participants envision more compact growth than what has been built in recent years, with only 16% of residents desirous of a dispersed pattern of growth in the valley. Rather, there is significant interest in growing within existing cities and towns, creating mixed-use neighborhoods and centers (places with a variety of housing options and the ability to walk to schools, shops, restaurants, and, perhaps, workplaces). More than 90% of residents preferred at least some emphasis on mixed-use—69% preferred a significant or very significant emphasis.

Participants preferred a balanced transportation system that includes improved roadway connections, more public transportation options, bike routes, and pedestrian access.

Conservation is a common goal, with 67% wanting to emphasize water quality, working farms and ranches, and protection of scenic vistas—including maintaining space between communities and preserving roadway corridors.

Further, residents want local jurisdictions to work together to address growth issues, with 88% finding coordination important or very important.

While most participants took the survey online or at a town hall meeting, an independent research firm also conducted a survey to obtain the responses of a random sample of the population. Responses were similar, though showing a preference for more limited changes than those of participants who received more information about demographics and market trends during *Envision Cache Valley* events.

Results: Conservation / Recreation





Scenario Characteristics: Conservation / Recreation

Scenario A

- Square miles developed: 52 (communities grow together)
- Farmland developed: 26,091 acres
- Recreation in backyards; trail loops/parks within brief drive

Scenario B

- Square miles developed: 45 (most communities grow together)
- Farmland developed: 15,805 acres
- Recreation in backyards; trail loops/parks within brief drive

Scenario C

- Square miles developed: 32 (many communities remain geographically distinct)
- Farmland developed: 11,206 acres
- Local recreation (trail loops link parks/other recreational facilities)

Scenario D

- Square miles developed: 23 (most communities remain geographically distinct)
- Farmland developed: 5,746
- Bonneville Shoreline Trail as a regional recreation corridor (most live near trail)

PUBLIC PROCESS 10

Local Governmental Coordination

How important is it that local governments coordinate while addressing growth issues?



88% of Cache Valley Residents think coordination is important or very important.

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Results: Transportation

Transportation Priorities: Preferred Scenario



Scenario Characteristics: Transportation

Scenario A

- Roads are the priority—more cul-de-sacs, fewer grids (fewer connections, more privacy).
- Bus routes are similar to today.
- Some walking and biking (housing farther from goods, services, employment).

Scenario B

- Road network with bypass from Preston to near Wellsville.
- Buses about as frequent as today.
- Some walking and biking (housing farther from goods, services, employment).

Scenario C

- Partial bypass road west of Logan with enhanced east/west roadway connections.
- Enhanced public transportation loops serve most communities (new peak hour van pools, more bus routes).
- Bike routes located along public transportation loops.

Scenario D

- Wider range of choices: walking, biking, public transportation, and auto use.
- Dedicated public transportation corridor.
- Walking and biking more common (most live near shopping/work).

Results: Growth





Scenario Characteristics: Growth

Scenario A

- Projects recent growth pattern into the future.
- Housing is more dispersed across the valley.
- Land uses are separated.
- Average housing density of developed land is 1.4 dwellings per acre.

Scenario B

- Housing dispersed along the benches and transportation corridors.
- Most land uses separated with some new neighborhood or town centers.
- Average housing density of developed land is 1.7 dwellings per acre.

Scenario C

- Most growth occurs within existing communities across the valley, in traditional towns and small cities.
- Centers provide for day-to-day needs, some employment, and a range of housing choices.
- Average housing density of developed land is 2.3 dwellings per acre.

Scenario D

- · More compact east-side growth, mostly within city limits, with distinct city and town centers.
- Mix of jobs, shopping, townhouses and condos in centers of larger cities and towns, single-family housing nearby.
- Some west-side growth—centers with some services, more housing choices.
- Average housing density of developed land is 3.3 dwellings per acre.





Draft Vision Development

The vision development process brought together the public preferences expressed at the town hall meetings and online. The Steering Committee identified themes that captured overall preferences, making sure that the themes accurately reflected public input. These themes were used to create the vision statement and vision principles. The preferred components of the growth scenarios formed the basis of a vision map representing one possible way that growth could occur if vision principles are implemented. The Steering Committee and Technical Committee reviewed and refined the vision, which was then presented to the Cache Valley Regional Council at a joint regional council and steering committee retreat. The vision is featured in chapter three.

Cache Valley Regional Council and Envision Cache Valley Steering Committee Retreat

After the draft vision documents were created, the Cache Valley Regional Council and the Steering Committee participated in a retreat to review the process and the



Vision Summit

The culmination of the public events surrounding *Envision Cache Valley*, the Vision Summit held on October 13, 2009, enabled residents to review the *Envision Cache Valley* process and, most importantly, its results: the Cache Valley Vision. More than 200 people joined local officials as well as Utah Governor Gary Herbert and Idaho State Representative Marc Gibbs at this event.



Forum for Local Officials: Moving Beyond Visioning

The visioning process is really just the beginning—only a first step toward realizing the future that Cache Valley residents desire. On November 17, 2009, more than 100 local officials primarily town mayors, council members, and planning commissioners—participated in a forum to begin the process of implementation. After reviewing the visioning process and the Cache Valley Vision, and hearing from other regions involved in vision implementation efforts, leaders engaged in community-specific small-group discussions, identifying local priorities and initial goals. Scheduled for February 2010, a follow-up meeting aims to continue the dialogue, fostering coordination among local governments to identify and address needs for education, policy updates, and intergovernmental cooperation.

"Do you let [growth] happen haphazard, or do you do something about it?

It's important that we do it right,

to get ahead of the curve. Those who follow us will judge what we do today."

-Utah Governor Gary Herbert

