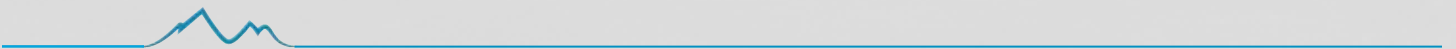




# IMAGINE



GENERAL PLAN 2018  
WITH 2023 HOUSING AMENDMENT



# OREM CITY GENERAL PLAN

Adopted in 2018

Updated from the 2011 General Plan

## MAYOR AND COUNCIL

Richard Brunst, Mayor

Debby Lauret, Councilmember

Sam Lentz, Councilmember

Tom Macdonald, Councilmember

Mark Seastrand, Councilmember

David Spencer, Councilmember

Brent Sumner, Councilmember

## PLANNING COMMISSION

Carl Cook, Planning Commission Chairman

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## CITY STAFF

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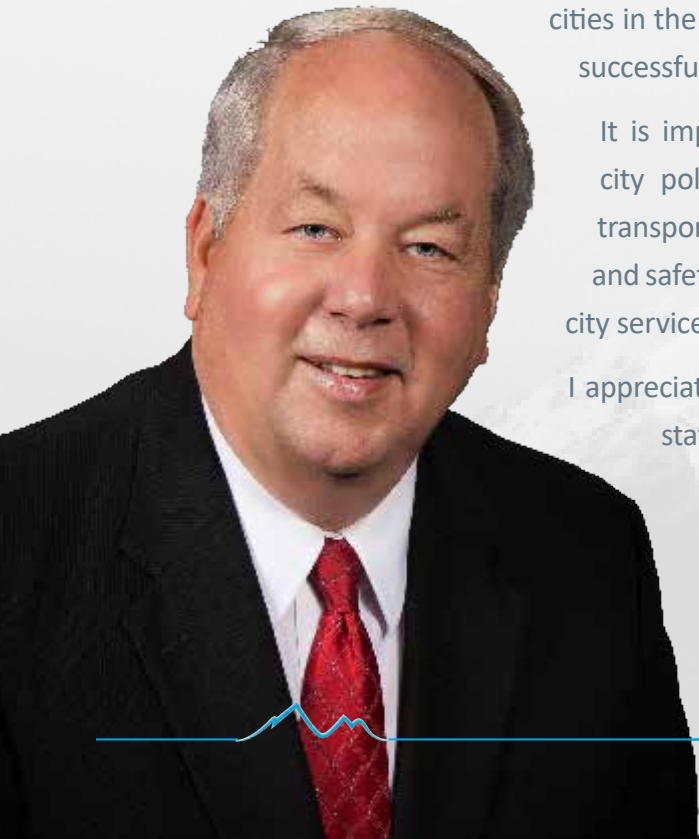
## MESSAGE FROM THE MAYOR

Orem is a wonderful city to live, work, and play in here in Utah County. Originally Orem was incorporated as a city so that the local agricultural community could pass a bond to pay for new water canals bringing water up the Provo River to water their crops and fruit trees in the area. Orem has developed from a farming community to a manufacturing community and now to a major retail, education, and diversified business community. Orem's population has now grown to over 100,000 residents. In recent years Orem has received many awards as one of the best cities in the nation to raise a family, to build a business, and to grow old successfully.

It is important that our city have a general plan outlining official city policy on future growth, land use, economic development, transportation needs, housing requirements, zoning, public health and safety needs, resource and neighborhood protection, and general city services.

I appreciate all of the work that has gone into this plan from our city staff, our city residents, and the city council. This plan will help to guide us in to the future to plan for our city to meet the growing demands of a strong and vibrant community.

**Mayor Richard Brunst**



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- 3 Urban Design
- 4 Housing
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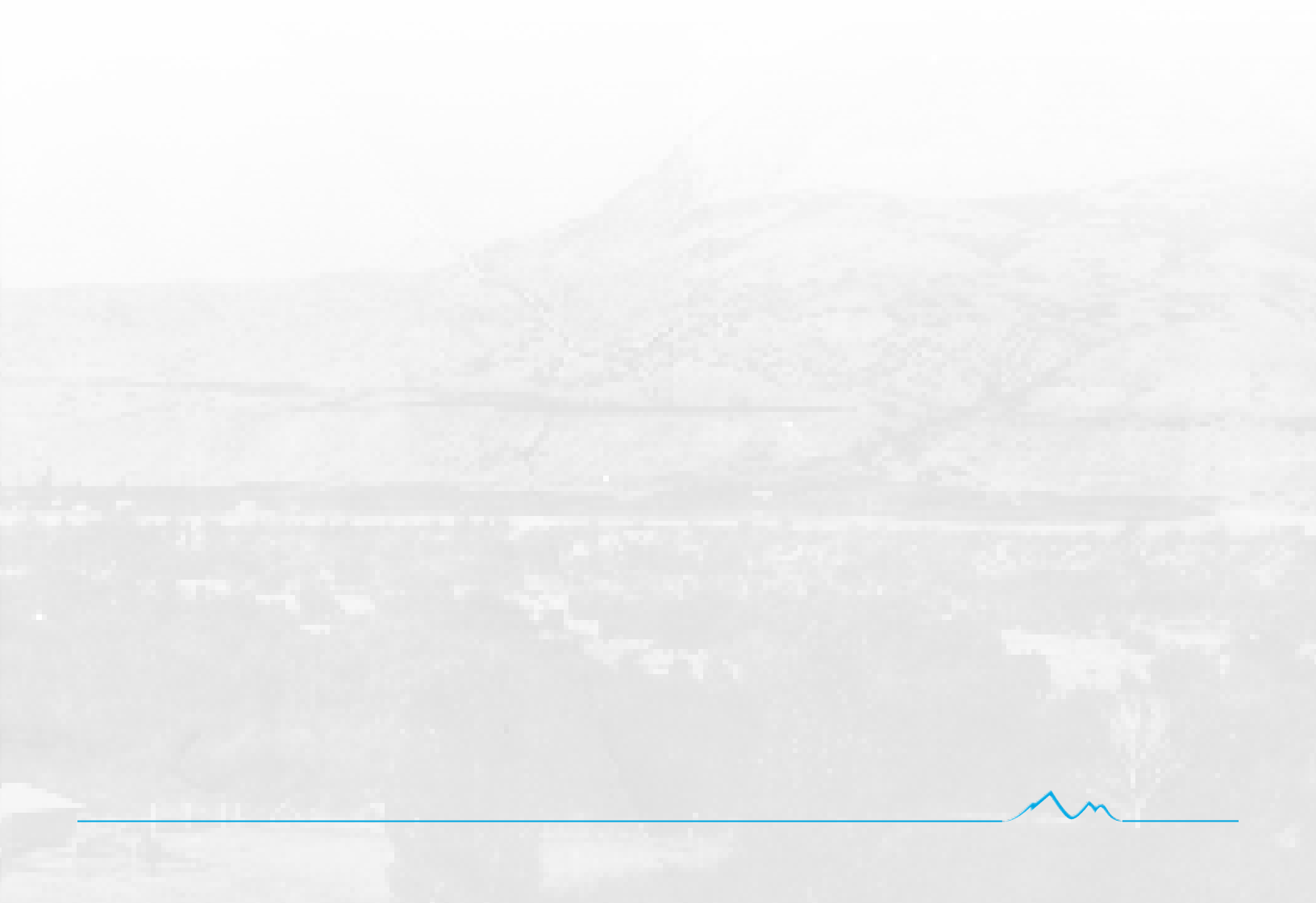


# INTRODUCTION

1.1 ABOUT THE GENERAL PLAN

1.2 HISTORY OF THE CITY

1.3 IMAGINE OREM





## 1.1 ABOUT THE GENERAL PLAN

The Orem General Plan, referred to herein as the "Plan," is the official comprehensive plan of the City. This plan outlines the current policies and goals of the City. The Plan is "general" in that it does not attempt to designate where individual businesses, homes, or industries will be located. Rather, the General Plan acts as a guide, establishing general policies and procedures for growth, development, conservation, and location of various land use activities. Decisions made by City leaders should be consistent with the Plan.

The previous Orem General Plan was adopted in 2011 and amended in subsequent years. This 2018 update seeks to bring the Plan into greater alignment with various sub-plans completed in recent years.

### 1.1.1 State Law Governing General Plans

The Municipal Land Use, Development, and Management Act (MLUDMA) requires all municipalities in Utah to complete a general plan. At minimum, a general plan is required to contain a land use element, a transportation element, and a moderate income housing element. Municipalities are permitted to include "any other element the municipality considers appropriate" (§10-9a of the Utah State Code).

### 1.1.2 Contents of the General Plan

The Orem Plan contains the following sections:

- Introduction - This chapter explains the purpose of a general plan, lays out an outline of the Plan, and provides a history of Orem.
- Land Use - This chapter offers strategies for developing land in a manner that complements existing uses. This chapter also addresses the interaction between commercial,

residential, industrial, and other land uses, as reflected in the State Street Corridor Master Plan adopted in 2015 and various neighborhood level plans recently adopted.

- Urban Design - This chapter reviews the adopted policies that impact the design of the urban landscape in Orem.
- Housing - This chapter examines the existing conditions and future trends of Orem's population, demographics, and housing stock. This chapter also includes strategies for maintaining and encouraging a variety of housing options within the community, including options for moderate income residents—as required by State law.
- Economics - This chapter generates goals and strategies for attracting and maintaining beneficial economic activity in the City. This chapter references the Orem Economic Development Strategic Plan adopted in 2015.
- Transportation - This chapter details the existing and future transportation needs of the City. This chapter references the Bike & Pedestrian Plan adopted in 2010 and the Transportation Master Plan adopted in 2015.
- Parks and Recreation - This chapter presents the parks plan for the City as reflected in the Parks, Recreation, Trails, and Open Space Master Plan adopted in 2017.
- Public Services - This chapter reviews the municipal services provided by Orem, including public works, the library, public safety, and other. Orem's newly adopted impact fees are also explained.
- Appendix - The appendix contains various supporting documents and maps, as well as the plans referenced in the various chapters.

### 1.1.3 Implementation

As the City works to implement the various elements of the General Plan, the principle of sustainability is an important concept and should be implemented where practical and appropriate. Although it is not mentioned specifically in each chapter, principles of sustainability





should be included and encouraged as the General Plan is developed and implemented throughout the City. To preserve the integrity of the Plan and to insure that it reflects the changing needs of the community:

- It is encouraged that the Plan be reviewed and updated approximately every five years
- All rezones, improvement programs, and ordinance changes concerning development are encouraged to be in harmony with the Plan.
- The public may request amendments to the Plan. The applicant must show that any amendment of the Plan is in the best interest of the City, promotes the general welfare of the community, and does not decrease the quality of life for the citizens of Orem.

Implementation of the Plan is realized through

enacted ordinances, capital improvement programs, City budgets, and other legislative and administrative actions deemed appropriate by the City Council.

## 1.2 HISTORY OF THE CITY

The City of Orem's motto is "Family City USA." Over the years, Orem has become just that. In 2010, Forbes Magazine ranked the City as the fifth best place to raise a family.<sup>1</sup> Claudia Wallis, editor of TIME's book *Healthiest places to Live*, called it one of the best places in America for spiritual well-being.<sup>2</sup>

### 1.2.1 Farming in Early Orem

The City of Orem was organized in 1919 and named after Walter C. Orem, President of the Salt Lake and Utah Railroad.<sup>3</sup> Prior to its incorporation, Orem was

Historic View of the "Provo Bench"



1. Francesca Levy. *America's Best Places to Raise a Family*. <http://www.forbes.com/2010/06/04/best-places-family-lifestyle-real-estate-cities-kids.html>. 6/07/2010.
2. Sahaj Kohli. *10 of the Healthiest Places to Live in America*. [http://www.huffingtonpost.com/2014/08/06/healthiest-places-to-live-in-america\\_n\\_5648452.html](http://www.huffingtonpost.com/2014/08/06/healthiest-places-to-live-in-america_n_5648452.html). 7/14/2014.
3. This section on the History of Orem was based on the following sources: Kenneth L. Cannon II, *A Very Eligible Place: Provo and Orem, An Illustrated History*(1987); Orem Bicentennial History Committee, *It Happened in Orem, A Bicentennial History of Orem, Utah* (1976).





Historic View of the Stratton Orchard and Strawberry Fields in the 1920's



known as the “Provo Bench,” and its fertile orchards and farmlands added to Provo’s early reputation as the “Garden City of Utah.”

Orem was incorporated separately from Provo because residents recognized the need to develop a water system for the area. Orem has little naturally occurring water, and local residents believed that Provo was unlikely to provide the public financing necessary to construct a water system. One of the first acts of the new town was to issue \$110,000 in bonds to construct the water system, which solved the area’s long-standing shortage of water.

Unlike many Utah towns and cities, Orem was not laid out in regular city blocks with houses clustered closely together. Instead, Orem’s origins are in homesteads settled along the territorial highway (now State Street) and along other substantial arteries where area farmers

built their homes to live near their fields and orchards. This type of development, known in Utah as the “Gentile manner,” differed from typical historical development by Mormons, who were often counseled by church leaders to live in the city and cultivate farmland outside its limits.

### 1.2.2 Geneva Steel and the West Side

In the early 1940s, the Geneva Steel plant was constructed by the federal government as part of the war effort. The plant influenced development on the west side of Orem towards more industrial uses, some of which continue to this day. Many of the older homes built in this area were constructed as housing for those who worked in the nearby industry.

In 1946 the Geneva Steel plant was sold to a private company, and operated at varying levels of production



until its closure in the early 2000's. The plant has since been demolished and the site is undergoing significant change as part of a master planned development in nearby Vineyard City.

With the change and growth in Vineyard, many wonder what the future holds for Orem's west side. Thanks in large part to a recently awarded grant by the U.S. Environmental Protection Agency, the City is currently creating an area-wide plan for the Geneva Road corridor. This plan will help address the challenge of possible brownfield contamination and create a vision for the potential of the corridor. While this has been and is expected to remain a job corridor for the City, there may be room for additional uses that compliment the residential growth occurring in neighboring Vineyard.

### 1.2.3 SCERA and Orem's Culture

The construction of the Geneva Steel plant brought significant growth and change to City of Orem. What

was once a primarily agricultural settlement became a bustling center of employment. While Orem's population increased in religious and cultural diversity, it remained a place where people shared a strong sense of community.

One of the cohesive influences in Orem has been the Sharon Community Educational and Recreational Association, better known as SCERA. SCERA was created in 1933 under the guidance of Arthur V. Watkins, then president of the LDS Sharon Stake and later a United States Senator from Utah, as a substantial community effort at "planned and organized recreation." SCERA has fulfilled much of its anticipated role in the city since its birth in the depths of the Great Depression. It has also inspired other cultural and artistic organizations in Orem, including the Hale Centre Theatre.

### 1.2.4 Commercial Activity and State Street

Over the latter half of the 20<sup>th</sup> century, Orem became the commercial center of Utah County. This happened

Historic View of Geneva Steel in the 1940's





for two primary reasons: the State Street retail corridor and population growth.

Orem's first zoning ordinance was adopted on April 10th, 1946. Previous to the adoption, there was a discussion about creating a central business zone for a future Orem downtown. Due to competing commercial interests at multiple locations along the State Highway (State Street), it was decided that instead of creating a central business zone, the entire State Highway corridor in Orem would be zoned C-2 (general) commercial.

Having one long commercial corridor rather than a downtown gave Orem an advantage in attracting auto-oriented retail businesses. As well, it provided a relatively large area of commercially zoned land for businesses to develop.

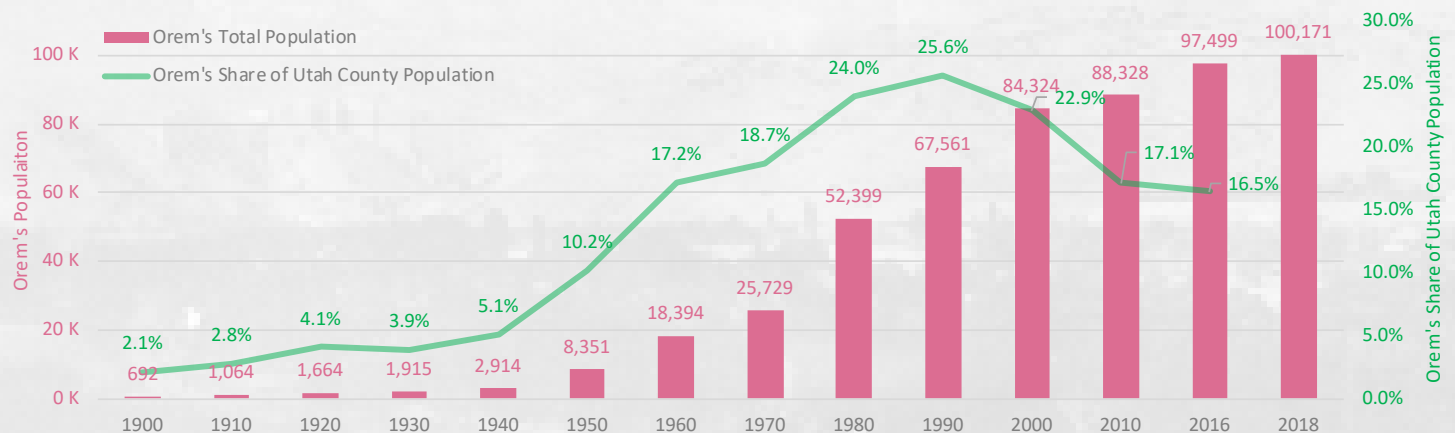
As explained previously, with the construction of the Geneva Steel plant, Orem began a transformation from an agricultural community to an employment center. Other industries, business, and institutions also located in Orem to take advantage of the existing labor pool and

to benefit from the central location within Utah County.

In 1950, Orem had 8,351 residents and represented roughly one tenth of the population in Utah County. By 2000, Orem had grown to 84,324 residents and made up nearly one quarter of the County's population. With such a large share of the County's population, many businesses located in Orem to serve the local population and also to attract patrons from surrounding Cities.

Although the City has continued to grow, since 1990, Orem's share of the County's population has decreased. Most cities in the County are now large enough to have their own local retail, and a few have become regional retail hubs that compete directly with Orem. This, combined with the trends of increased online sales and experiential shopping (where shoppers prefer to spend more money in places that are engaging, pedestrian friendly, and have amenities) has led to a decline in some parts along State Street.

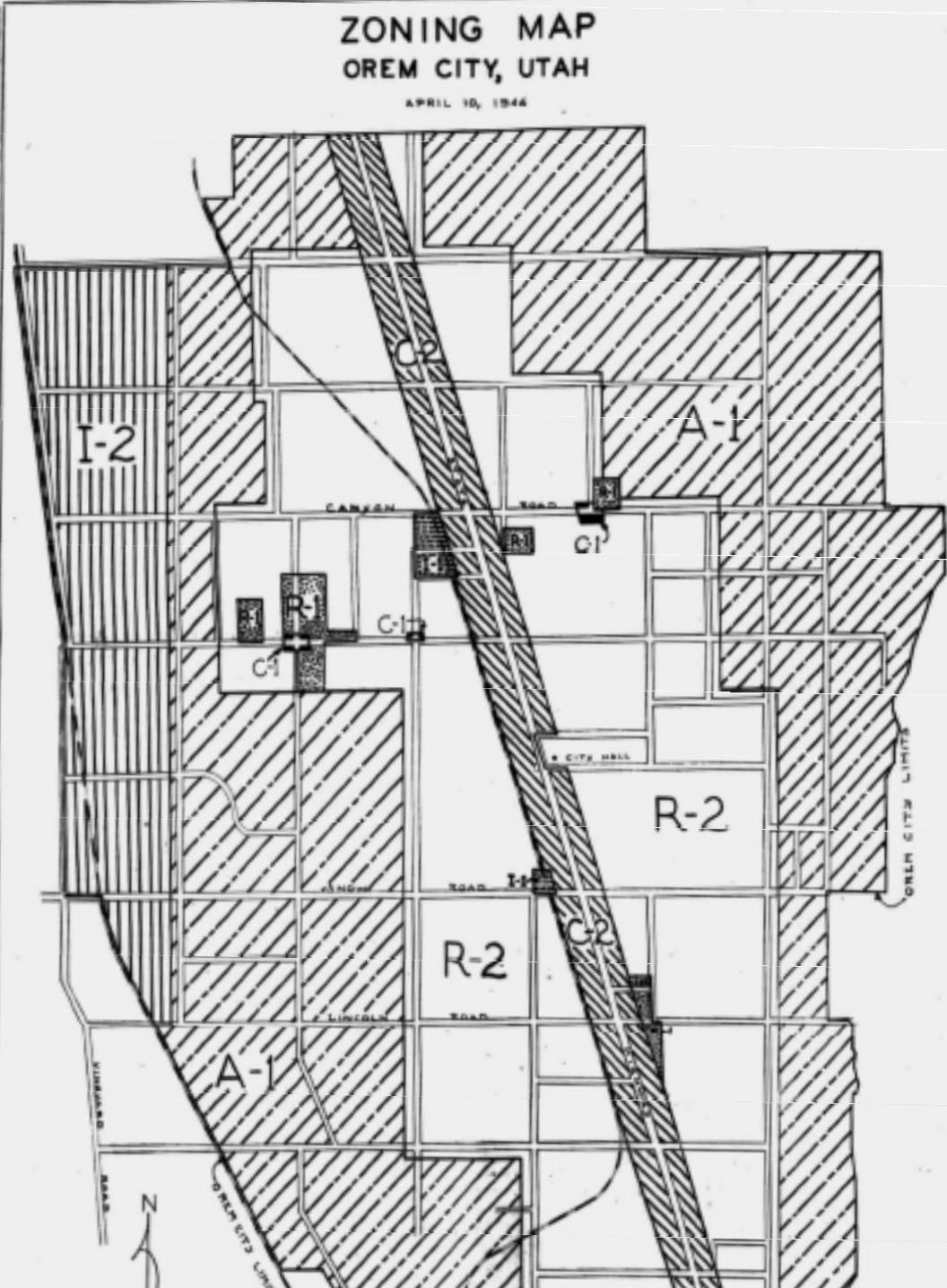
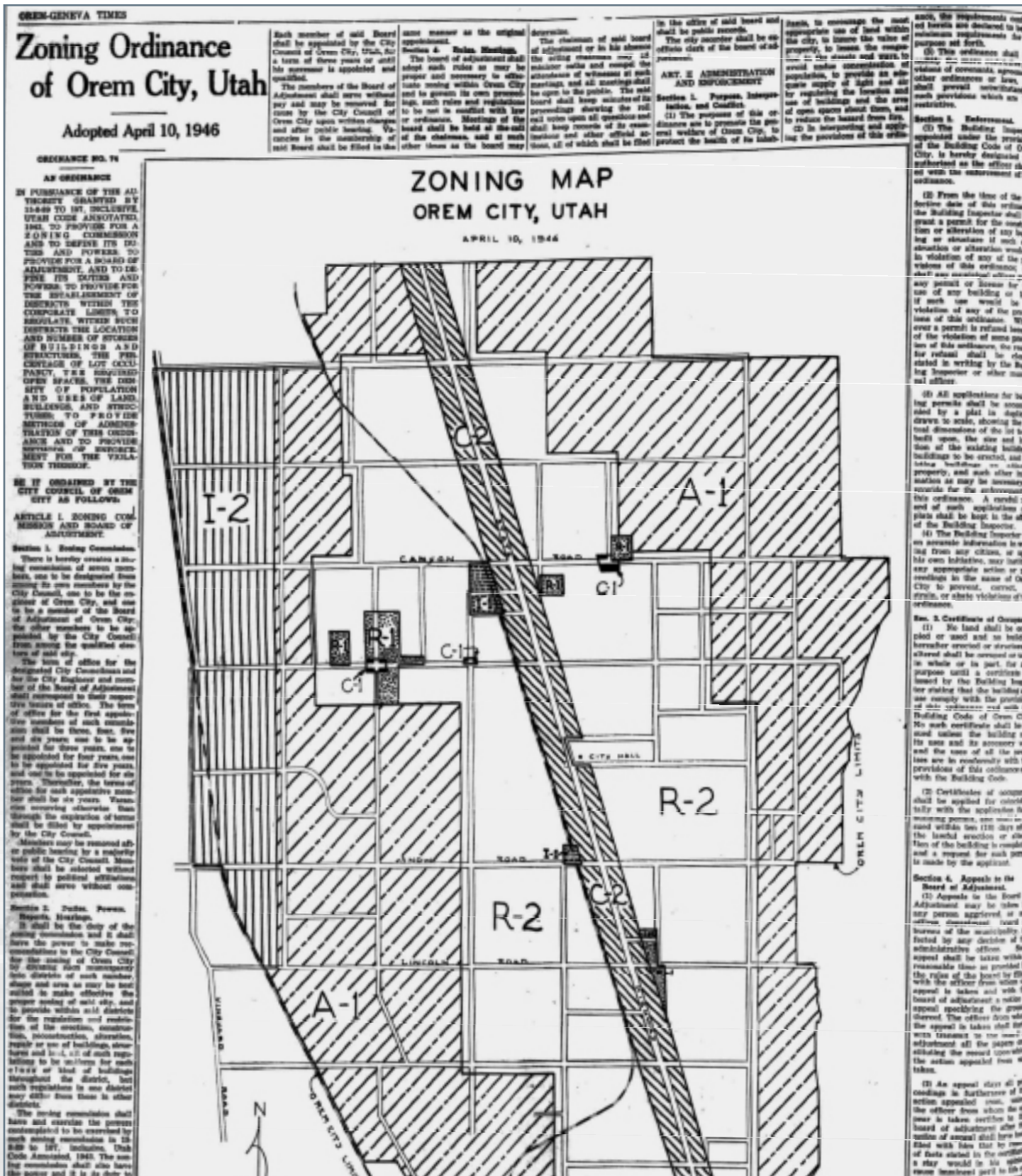
Figure 1.1 Orem's Population as a Share of Utah County from 1900 to 2016



Source: US Census / American Community Survey, compiled by Kirby Snideman, AICP, Orem Long Range City Planner



Figure 1.2 Orem's First Zoning Ordinance was Adopted in 1946





## 1.3 IMAGINE OREM

As Orem continues to grow, the City has been working on plans to address future development. These plans have culminated in the “Imagine Orem” campaign—an effort to reach thousands of residents for input on the creation of downtown districts, changes to the Geneva Road corridor, and other future planning projects. Unique from previous outreach efforts, the “Imagine Orem” campaign will be testing new fun and innovative ways to reach a broader population of residents.

Involving residents is nothing new in Orem. The City has a long history of civic engagement, with over 100 residents currently volunteering on various committees and over 35,000 reached online through Facebook, Twitter, Instagram, and an electronic newsletter. In addition, the City’s recent plans were all created with resident input, utilizing door-to-door questionnaires, online surveys, public meetings, and other outreach tools.

### 1.3.1 Renewed Commitment to Public Engagement

The foundation of the Imagine Orem campaign is a renewed commitment by the City of Orem to effectively engage the public. The following list of best practices will guide current and future public outreach efforts by the City:

- **Develop Relationships:** Developing meaningful relationships with the community can lead to better plans and better outcomes. Time should be taken to engage with residents in their neighborhoods, understanding their unique challenges and ideas for improvements.
- **Increase the Community's Capacity to Participate:** Community members have varying degrees of familiarity

with local government processes and functions. Those who are less informed can often feel confused and discouraged from being involved. Providing a means for residents to become better educated on how local government works will increase residents' confidence in the process and willingness to participate.

- **Fit the Process to the Residents:** Create opportunities for participation that are more welcoming to all residents. For example, providing food, entertainment, and activities for children, will make it easier for busy young families to attend and contribute.
- **Be Flexible:** Hold public meetings or other public engagement events at times and in locations that are convenient and accessible for all residents.
- **Partner with Community Organizations:** Identify and collaborate with local community organizations such as faith-based organizations, civic groups, volunteer groups, and others that can encourage and facilitate greater communication between local officials and residents.
- **Communicate Effectively:** Information that is given to the public should be easy to understand, engaging, and easily accessible. As Orem becomes more diverse, recognize the importance of communicating with residents in their first language to ensure their maximum understanding of issues. Utilize social media to reach people where they accustomed to accessing information.
- **Say Thank You and Follow-Up:** Express appreciation for those who become involved. Let participants know how their input was considered and impacted decisions.
- **Stay Committed to Public Engagement:** Public engagement is not only a tool to be used when major plans are being created. Information sharing and communication should be an ongoing activity.



# IMAGINE





"While some see any growth as negative, most current residents recognize that growth has been an overall positive part of Orem's history. Feedback from recent public outreach indicates that the majority of residents are supportive of additional growth as long as it is well planned and strategically located."





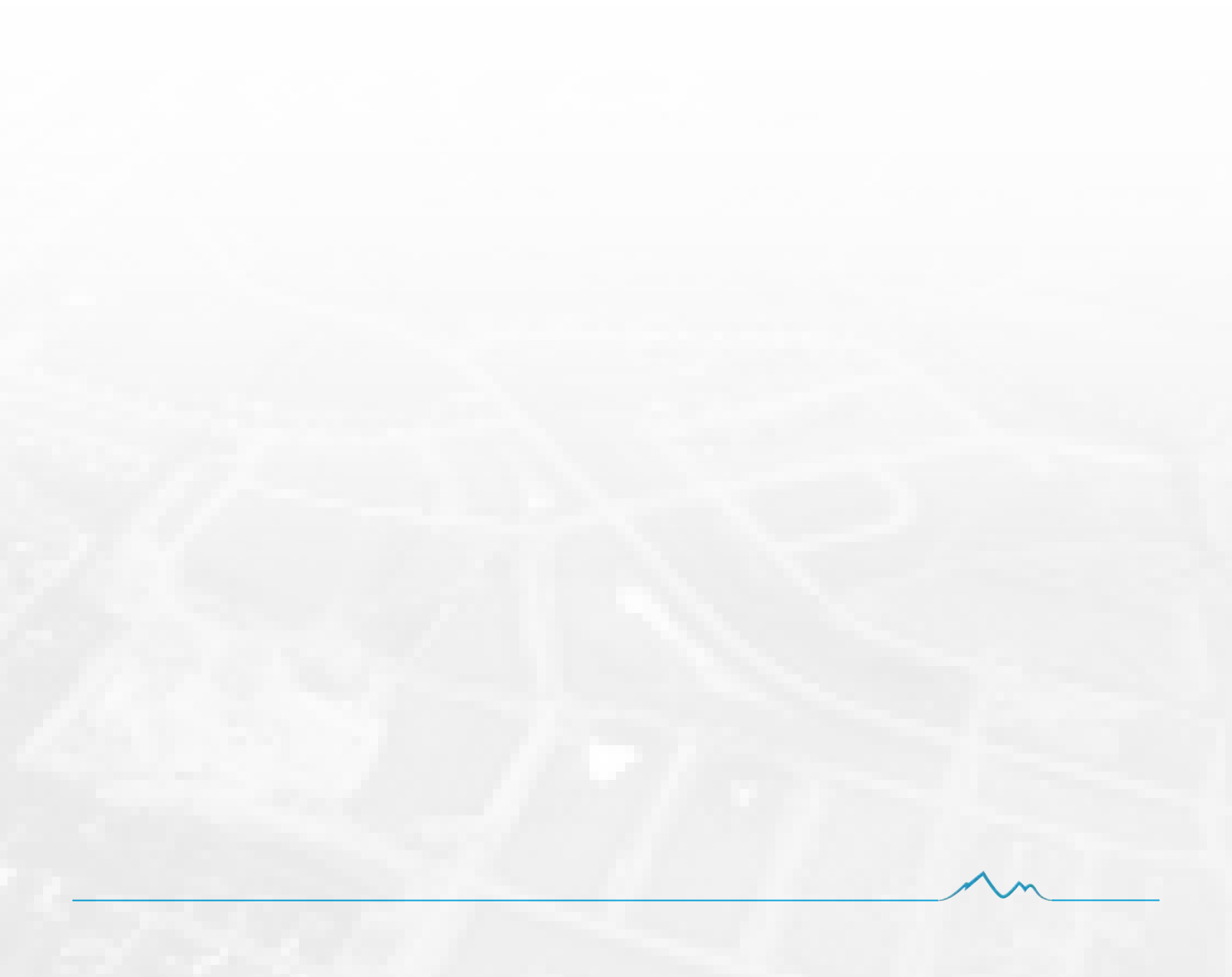


# LAND USE

2.1 LAND USE CLASSIFICATIONS

2.2 ANNEXATION DECLARATION

2.3 LAND USE PATTERNS AND GOALS





## 2.1 LAND USE CLASSIFICATIONS

The Land Use chapter provides policy guidelines for Orem City council, commissions, boards, and staff to use when dealing with land use decisions that require review, recommendations and approval. The purpose of this chapter is to focus on:

- General land use classifications,
- Planning sufficient land for residential, industrial, commercial, and public uses,
- Establishing guidelines for locating land uses, and
- Providing land use policies that manage growth.

Land use is divided into four major categories of residential, commercial, industrial, and mixed-use. [Figure 2.1](#) displays the designated land uses of the City. A more detailed regularly updated land use map (and zoning map) is located in the appendix.

### 2.1.1 Residential Land Use Classifications

The following classifications are used to describe residential land uses:

- Rural Density Residential - Consisting of the Rural Open Space (ROS) and OS-5 zones.
- Low Density Residential - Consisting of the low density Planned Residential Development (PRD), R-8, R-12, and R-20 zones (R- zones are residential zones specifying the minimum lot size).
- Medium Density Residential - Consisting of the high density PRD (no new high density PRD zones will be allowed), R-6, R-6.5, and R-7.5 zones.
- High Density Residential - Consisting of the Student Housing (SH) and PRD zones, and also Planned Development (PD) zones that contain residential (No new PD zones will be allowed in residential zones).

Rural Density Residential - The Rural Density Residential (RDR) classification is established to provide for residential uses in a rural atmosphere where open space preservation and agriculture uses are encouraged. The appropriate housing density shall be up to 1 unit per gross acre. Continued agricultural uses within the open space are encouraged.

Low Density Residential - The Low Density Residential (LDR) classification is established to provide the majority of the housing stock within Orem. Typical suburban neighborhoods with single family homes on individual building lots should comprise the majority of development within the LDR classification. Low density planned residential developments should be scattered evenly throughout the city subordinate to the single family home.

Medium Density Residential - The Medium Density Residential (MDR) classification is established to provide for transitional areas where a higher density than the LDR classification is justified. An overall housing density between four (4) units per gross acre and seven (7) units per gross acre is acceptable within the MDR classification.

High Density Residential - The High Density Residential (HDR) classification is established to provide areas for apartment and condominium buildings. These include student housing complexes near Utah Valley University, and apartment and condominium complexes typically located along major corridors such as State Street, University Parkway, Center Street, 800 North, 1600 North, I-15, and others. It is the intent of the City to focus high density housing along State Street in accordance with the adoption of the State Street Corridor Master Plan.



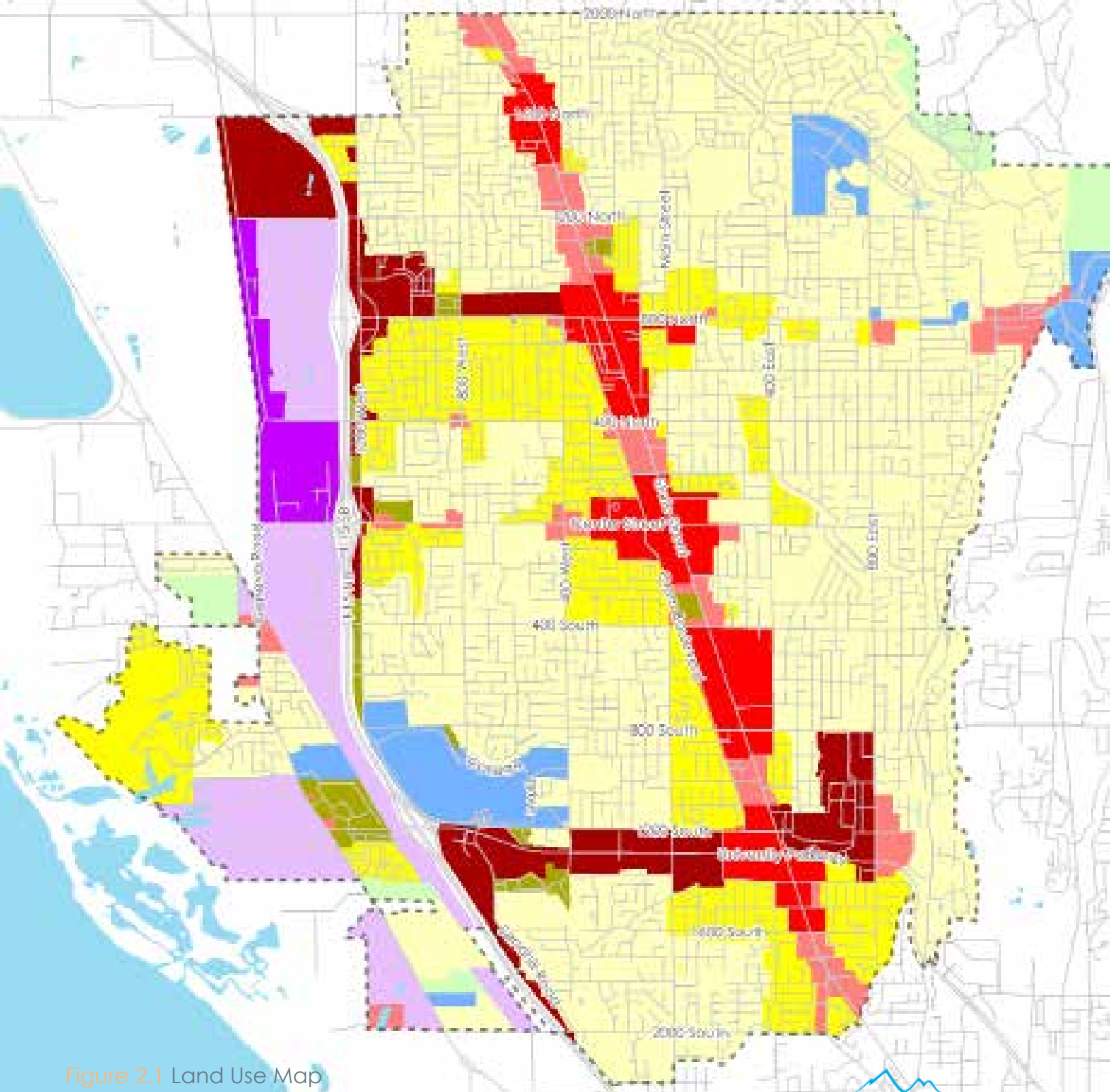
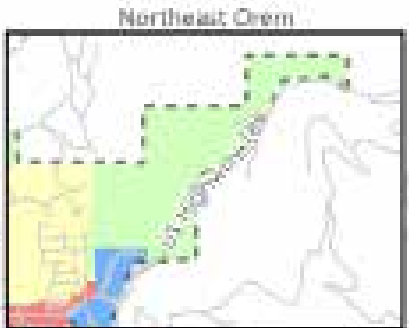
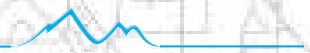


Figure 2.1 Land Use Map





### 2.1.2 Commercial Land Use Classifications

The following classifications are used to describe commercial land uses:

- Professional Services - Consisting of the Professional Office (PO) zone and the office PD zones.
- Community Commercial - Consisting of the Commercial-Non-Retail (C-1), Commercial-Local (C-2), Business Park (BP), and commercial PD zones.
- Regional Commercial - Consisting of the C-2, C-3, Highway Services (HS), BP, and commercial PD zones.

**Professional Services** - The Professional Services classification is established as a low-impact, professional office use for buffering between collector or arterial-class roads and residential development. Non-retail professional and service uses characterize this classification.

**Community Commercial** - The Community Commercial classification is intended to provide areas for general shopping facilities to satisfy the specialty shopping needs of a community or group of neighbors. The intensity of the commercial zone applied will depend on such factors as the nature and location of surrounding uses, the ability to buffer surrounding uses, and the availability of necessary infrastructure.

**Regional Commercial** - The Regional Commercial classification is established to provide locations in which the primary use of the land is for commercial and service uses to serve the needs of people living in an entire region and to serve as a place of employment in pleasant surroundings close to the center of the regional population it is intended to serve. Uses characteristic within this designation will be large chain department stores with satellite

shops and facilities serving a wide range of goods and services. The typical uses allowed in this classification will include virtually the whole range of retail and service establishments which can be attractively accommodated within a unified shopping center complex. The Regional Commercial will generally be implemented through C3 and PD zones.

### 2.1.3 Industrial Land Use Classifications

The following classifications are used to describe industrial land uses:

- Light Industrial - Consisting of the Controlled Manufacturing (CM), Light Manufacturing (M-1), BP, and industrial PD zones.
- Industrial - Consisting of the Light Manufacturing (M-1), Heavy Manufacturing (M-2), and industrial PD zones.

**Light Industrial** - The Light Industrial classification is intended to provide for clean and less intensive industrial and manufacturing uses within Orem. The intensity of the manufacturing uses and corresponding zoning depends on surrounding uses, existing infrastructures, and the ability to buffer and protect adjacent residential uses. Any assembly or manufacturing activities within this classification are characterized by low intensity and absence of emissions outside of the facility. High-tech jobs should be the main focus of development and a reduction of heavy industrial uses should be encouraged.

**Industrial** - The Industrial classification is intended to provide a range of industrial and manufacturing uses, including heavy industry. The intensity of the manufacturing uses and corresponding zoning depend on surrounding uses, existing infrastructure and the ability to buffer and protect adjacent residential



Low Density Residential



Medium Density Residential



High Density Residential



Professional Services



Community Commercial



Regional Commercial



Light Industrial



Industrial





uses. Heavy industrial uses should be reduced in the future by developing more light and controlled manufacturing areas to encourage high-tech jobs, as recommended by the Geneva Road Area-Wide Plan currently being created.

#### 2.1.4 Mixed-Use Districts

Mixed-Use Districts were added as a land use classification to accommodate the State Street Districts. The first of these Districts, the City Center zone was adopted in 2018. It is anticipated that four additional State Street District zones will be adopted in 2018, as well. These Districts allow for the strategic growth of the City, as outlined in the State Street Corridor Master Plan.

#### 2.1.5 Planned Development Zones

Planned Development (PD) zones are permitted within several land use classifications and are intended to allow freedom of design in order to obtain development which will be an asset to the City. They should only be approved when all other zoning options do not address and solve the specific circumstances and problems of the site, or when the PD meets an articulated need of the City. Articulated needs of the City which may require the need for a PD zone include:

- The development or enlargement of planned commercial development in close proximity to residential areas with protection for the character and quality of adjacent residential uses.
- The development of sites where topography or site configuration makes it difficult to develop under standard zoning regulations.
- Student Housing complexes strategically located near Utah Valley University.

There is no single General Plan classification that is applicable to all Planned Development zones since PD zones may be designed to accommodate commercial or mixed-use developments. However, the uses allowed in any PD zone should be complimentary and appropriate with the surrounding uses.

It should be noted that in 2018 the City Council recently adopted a new ordinance which no longer allows new residential PD zones in areas currently zoned for low density residential.

## 2.2 ANNEXATION DECLARATION

Annexation is a process by which the boundaries are extended to incorporate additional lands into the City. Residents of newly annexed areas become citizens of the City and share in the benefits and responsibilities of that citizenship. Certain unincorporated areas adjoining Orem's current boundaries are identified in [Figure 2.2](#) for possible future annexation.

### 2.2.1 Annexation Policy Plan

This Annexation Policy Plan for the City of Orem is intended to satisfy the requirements of Utah Code Section 10-2-401.5.

The City of Orem is bordered by the Town of Vineyard to the west, the City of Lindon, and U.S. Forest Service land to the north and northeast, City of Provo to the east and south, and unincorporated Utah County to the southeast. Future annexation to the City of Orem will likely occur primarily in unincorporated areas of Utah County.

In deciding whether to approve an annexation petition, the City will consider several factors including the







Figure 2.2 Annexation Areas

character of the community, extension of City services, financing of services, property tax implications to landowners, the interest of all affected parties, and the guidelines provided in the General Plan.

The annexation expansion areas are expected to occur in three locations. The first is located southwest of Orem’s municipal boundary, east of Utah Lake, and west of Interstate 15. This area is referred to as the Lakeview area. The southern boundary of the Lakeview area is 2000 South Street which is also anticipated to be the future northern boundary of the City of Provo. The second area is known as the Sandhill area and

is located adjacent to Interstate 15. The third area is known as the Carterville area and is located between the municipal boundaries of Orem and Provo generally at 1040 East 1630 South.

### 2.2.2 Character of the Community

The Lakeview area is characterized by low-lying lands with a high ground water table, wetlands, and existing farming operations. Housing units are sparsely scattered with most being located on existing farms. Several of these homes are historic in nature.

The Sandhill area is adjacent to Interstate 15 in a gap





located on Orem's southern boundary and is made up primarily of the freeway, the associated right of way, existing industrial properties, and a small amount of undeveloped land.

The Carterville area is adjacent to residential development and BYU's motion picture studios. Potential for development exists and is limited on the acreage available. Development can be serviced by existing utility services. However, the jurisdictional boundary between Utah County and the City of Orem crosses several of the parcels in this area. Because of the zoning in place, once this area is annexed into the City of Orem, several lots will not be able to develop beyond what exists at the present time.

### 2.2.3 Extension and Financing of City Services

Development within the Lakeview area will require the installation of new utility lines and services. The capacity of utilities serving the area needs to be analyzed and improved to meet service requirements created by future development. Expansion of utilities will benefit existing and future residences in the Lakeview area, eliminating the need for wells and septic systems.

Other utility services such as power, telephone, cable television, natural gas, and fiber optics are in the area or are in proximity such that extension of these services should pose little difficulty. City services such as police and fire protection are already provided to some extent through City contracts with Utah County. All utilities should be installed within public right-of-ways or in public utility easements. Installation of utilities should be performed at or before the time of construction of street improvements.

It is the objective of the City of Orem to ensure that adequate water facilities, sanitary sewer and storm drainage are provided to serve the needs of new development in the Lakeview area. New development should not impede the pre-existing agricultural activities and water drainage used by adjacent agricultural properties.

The Sandhill area contains nearly forty parcels that are within unincorporated Utah County. These parcels have access to adjacent utilities and will need to connect to existing lines. Utility upgrades may be needed to provide service to these lots.

The Carterville area is comprised of seven parcels that are within unincorporated Utah County. These parcels have access to adjacent utilities and will only need to connect to existing lines. Utility upgrades may be needed to provide service to these lots.

### 2.2.4 Financing of Services

Developers will be expected to pay the cost of new utility lines as land is annexed and developed. The City of Orem may participate in a portion of the costs of installation of utility lines and upgrades. Cost sharing, if any, will be determined as the Lakeview, Sandhill, and Carterville areas are developed.

### 2.2.5 Property Tax Implications

It is projected that annexation will have little, if any, effect on property taxes. The County Auditor has indicated that the property tax on an existing home valued at \$150,000 would be approximately \$50 cheaper in Orem than in unincorporated Utah County. The City does not anticipate raising taxes to cover costs of infrastructure in the Lakeview, Sandhill, or



Carterville areas. Developers or landowners will pay for these costs as land is developed.

### 2.2.6 Interest of All Affected Parties

The City believes that annexation of areas within the Lakeview, Sandhill, and Carterville areas will generally be in the best interest of the City of Orem provided that such annexations result in orderly development and boundaries. The health, safety, and welfare of the citizens of Orem will always be the primary consideration in deciding whether to grant any annexation petition. The City will also consider the interests of other affected entities in determining whether to grant an annexation petition.

### 2.2.6 Guidelines for Granting Petitions

In the Lakeview area, the City will require excellence

in development layout to preserve views, create pedestrian-friendly and attractive streets, and maintain the distinct opens space character of the Lakeview area.

The Sandhill and Carterville areas will be expected to maintain the standards of nearby and comparable areas of development within the City.

### 2.2.7 Other Considerations

The Lakeview Area has several development issues and constraints associated with it, including high groundwater, infrastructure needs, environmentally sensitive areas, and the fluctuating level of Utah Lake. High potential for liquefaction during an earthquake is also a concern to consider. All of these factors will have to be thoroughly studied prior to the approval of any development within the Lakeview area.



A View of the Parcels in the Lakeveiw Annexation Area, Looking North





## 2.3 LAND USE PATTERNS AND GOALS

### 2.3.1 Orem's Early History

As noted previously, Orem was primarily an agricultural community throughout its early history. Farms, orchards, and open fields dominated the landscape, consisting of large-acre homesteads and a few small businesses supported by local trade. To facilitate the movement of people and agricultural products, train tracks were laid down through what is now Orem Boulevard, connecting Utah Valley with Salt Lake Valley, and by extension, the rest of the country.

### 2.3.2 1940's to the 1970's

The completion of Geneva Steel in the mid 1940's marked a turning point for the City. Orem began to see significant growth fueled by the proximity of new jobs and industry. Contrary to popular perception, Orem did not develop as an exclusive "bedroom community" for a certain class of people or a narrow set of uses. The City's first zoning ordinance was adopted in 1946, creating zones within the City for multiple and varied uses with a range of densities.

With new jobs came an increase in home building activity. Fields and farms were sold into mostly small homes on small lots for working class residents. Multifamily homes were also built during this time, with duplexes, quadplexes, and medium density complexes mixed throughout the community, offering more affordable options.

### 2.3.3 1970's to the 2000's

As the population in the larger region increased, Orem became the commercial center of Utah County. Having one long commercial corridor rather than a downtown

gave Orem an advantage in attracting auto-oriented retail businesses. As well, it provided a relatively large area of commercially zoned land for businesses to spread out. The University mall opened for business in 1973, further solidifying Orem as a retail hub. Major institutional uses such as schools and hospitals also located in the City, taking advantage of Orem's central location within the County.

The economic growth experienced during this period was an engine for additional housing construction. However, new single family homes built during this time tended to be larger, on larger lots, and in larger subdivisions. As a result, much of Orem's agricultural land was sold and developed into low density residential during this period. Unlike older neighborhoods that contained a wider mix of uses and types of housing, these newer subdivisions tended to be more homogeneous and strictly single family detached. As a consequence, the demand and supply for multifamily housing was concentrated in larger, higher density complexes.

### 2.3.4 2000's to The Future

As can be seen in [Figure 2.3](#) there is very little undeveloped land remaining in Orem. As of 2018, undeveloped land is estimated at 889 acres and accounts for less than 8% of the total land area in Orem. Of that amount, an estimated 378 acres, or 3% of the Orem total, is currently zoned residential. It is expected that most or all of this remaining residential land will develop as low density residential. Under average occupancy rates, this would only allow for roughly 5,000 new residents.

In contrast, over the next 40 years, Utah County is



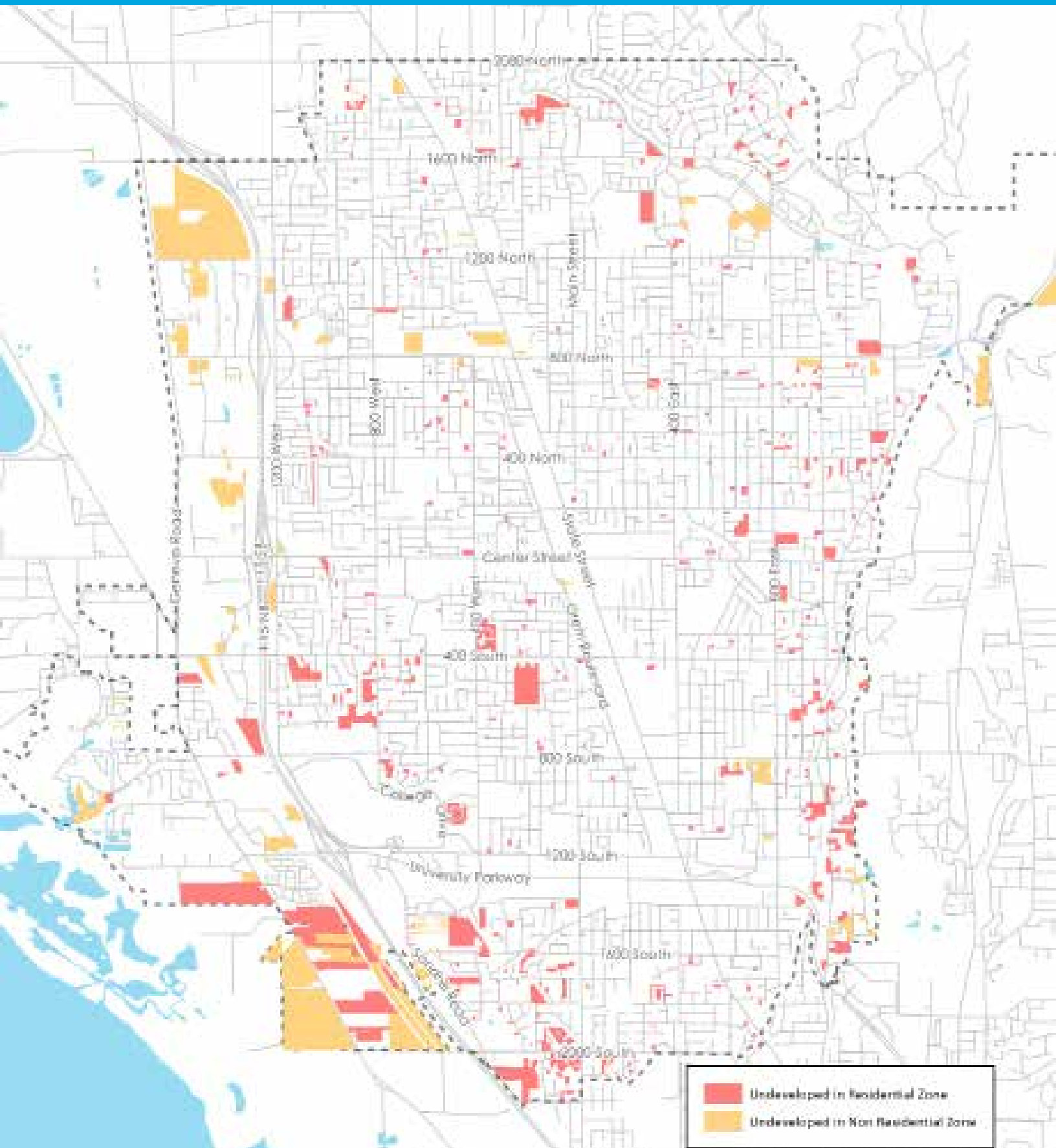
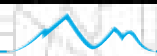


Figure 2.3 Undeveloped Land





expected to add roughly one million new residents (see Figure 2.4). The majority of this growth is expected to come from the natural increase of Utah residents.

With the supply of housing constrained in the City and also in the County, Orem’s property values have continued to increase year over year. Currently the median home price in Orem is estimated at just under \$250K and the median list price of homes for sale at roughly \$330K.

Due to the decreasing availability of undeveloped land, and in response to demand for more affordable housing options, developers and homebuilders have showed increasing interest in recent years for higher density developments. Like the new single family subdivisions of the 1970’s, the higher density developments of today have some concerned, despite making up less than 5% of the housing units in Orem.

While some see any growth as negative, most current residents recognize that growth has been an overall positive part of Orem’s history. Feedback from recent public outreach indicates that the majority of residents are supportive of additional growth as long as it is well planned and strategically located.

### 2.3.5 The State Street Corridor Master Plan

The State Street Corridor Master Plan, which involved thousands of Orem residents through meetings and outreach, proposed five districts along State Street where future high density development could be concentrated. Doing so would also preserve single family neighborhoods by discouraging high density development in other areas of the City. The goals of the State Street Corridor Master Plan are as follows:

- Protect Neighborhoods - Concentrate high density development in the districts where the impacts such as parking and sight obstruction can be more easily mitigated
- Transportation - Locate the districts along major corridors resulting in a more efficient use of existing and future transportation infrastructure and transit
- Retail - Create pockets of walkability and increased activity to help revitalize areas of State Street and keep the City's commercial core competitive
- Safety - Create more pedestrian and bicycle friendly streets as redevelopment occurs
- Design - Create higher standards of design and construction for new development along State Street

Figure 2.4 Utah County Growth and Projections from 1900 to 2060

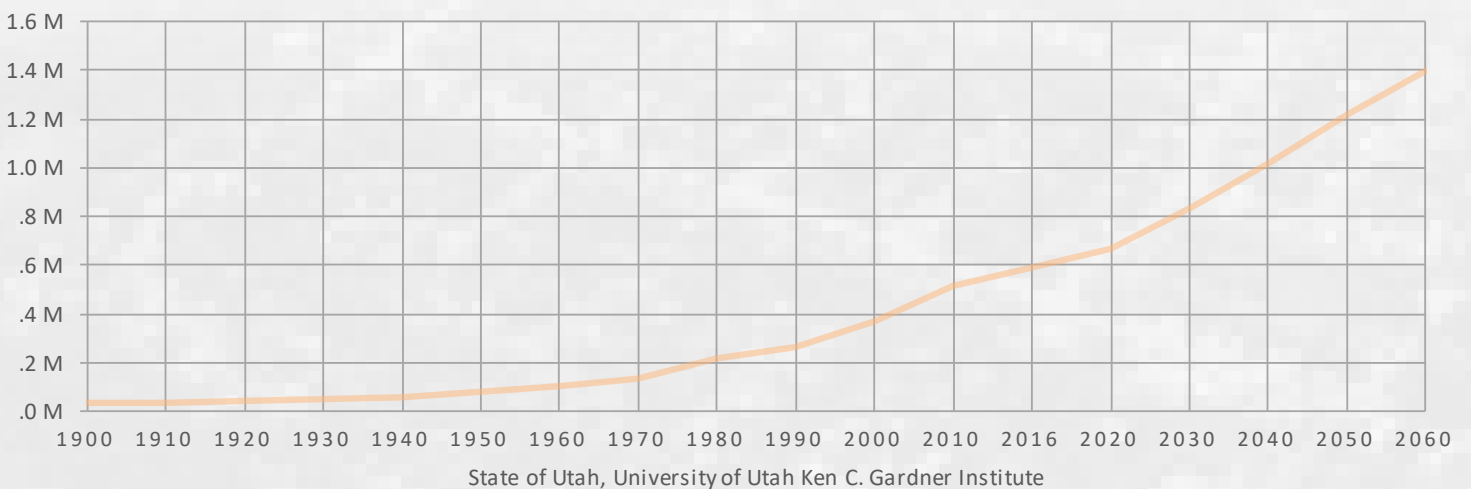




Figure 2.5 Proposed State Street Districts







"The State Street Corridor Master Plan, which involved thousands of Orem residents through meetings and outreach, proposed five districts along State Street where future high density development could be concentrated. Doing so would also preserve single family neighborhoods by discouraging high density development in other areas of the City."





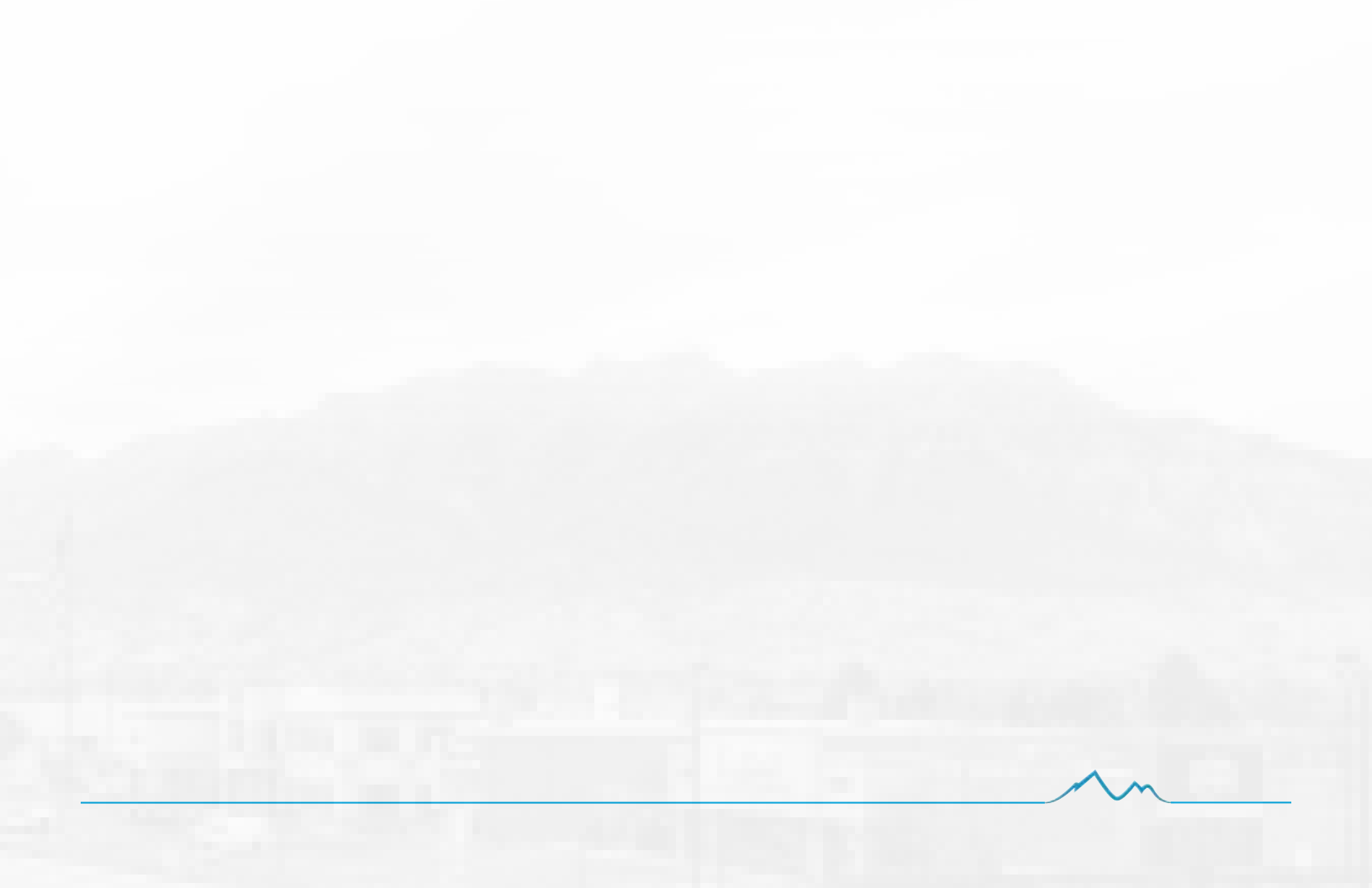
# URBAN DESIGN

3.1 PUBLIC SPACE

3.2 STREETScape

3.3 SIGNAGE

3.4 ARCHITECTURAL STANDARDS





## 3.1 PUBLIC SPACE

Urban design is the process of designing and regulating the physical structure and layout of land and buildings with the goal of making urban areas functional, attractive, and sustainable. This chapter deals with several important aspects of urban design, which include public space, streetscape, signage, and architectural standards.

When you add up the amount of land dedicated to streets, sidewalks, trails, parks, open space, and other public spaces in Orem, it accounts for a sizable share of all land in the City. The way this land is used has a significant impact on the character of the City.

### 3.1.1 Public Right of Way

A right-of-way (ROW) is a right to make a way over a piece of land, usually to and from another piece of land. A right of way can be purchased, dedicated, or granted to the public. A right of way can be used for transportation purposes, for the placement of utilities, to preserve environmentally unstable land (such as steep slopes), or for other purposes.

In the past, right of way dedicated for transportation was seen almost exclusively as the domain of automobile traffic. In recent years, it has become important to plan for other forms of traffic such as pedestrians, bicyclists, and mass transit.

### 3.1.2 Parks and Open Space

The City of Orem recognizes the need to provide for parks and open space to enhance the quality of life of Orem residents. There are numerous health benefits associated with access to parks and open space.

Access to these types of spaces has been associated with better perceived general health, reduced stress levels, reduced depression, and other benefits. According to research, people who use public open spaces are three times more likely to achieve the recommended levels of physical activity.

Understanding how important parks and open spaces are to Orem residents, the City has gone into greater detail on plans for these amenities in Chapter 7 Parks and Recreation. This chapter presents excerpts from the recently adopted Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026). This plan addresses existing conditions, priorities, levels of service and other considerations of a comprehensive parks, recreation and trail system. The plan also analyzes and assesses the full range of facilities required to meet future needs, and presents goals, objectives and policies that reflect the City's commitment to improving the quality of life for residents as it relates to parks and open spaces.

### 3.1.3 Outdoor Public Art

Outdoor public art, such as statues, art structures and other design features, can benefit a community in many ways. Well-placed and well-designed public art can create cohesion in the urban design of a community, provide a sense of community for individual neighborhoods and the City at large, have a positive impact on the image of the community, and assist with community historical preservation efforts.

Public art in Orem should be placed, where possible and practical, near commercial centers, along major corridors, in parks, near recreational facilities and at



other locations where it can be seen by many people. In addition to publicly funded art, privately funded art will be encouraged within the State Street Districts as streetscape and landscape elements. This will add interest, uniqueness, and character to each of the Districts.

### 3.1.4 Urban Forestry

Trees within a city create patterns that are irrevocably woven into the fabric of that city just as dramatically as its designed buildings and public spaces. A city cannot solely rely on the diversity of architectural forms to give it unity and a sense of place. Trees in the urban landscape, planted with a sense of continuity and repetition, are the most prominent design element capable of creating a sense of place.

A Tree Planting Plan, which will become an important element in the Urban Forestry Plan, has been adopted to ensure the continued use of trees as a positive symbol of the vitality and richness of the City's character. Some of the elements of the Tree Planting Plan include:

- The use of planter strips is encouraged and recommended widths and mature heights of trees are outlined.
- Guidelines are given to prevent obstruction of sidewalks, streets, intersections, and overhead utility lines.
- Guidelines for installation of plants and trees and minimum sizes at planting.
- Instructions for the care of trees in the urban landscape, including pruning and fertilization of plants.
- A partial list of varieties of trees endorsed for use in the City by the Urban Forester.

The current Orem City tree inventory has about 6,100

trees on city property with a value of approximately \$15.2 million. A winter tree inventory is performed about every five years, with the most recent being initiated over the 2017/18 winter. At the completion of the next survey, it is estimated the number of trees maintained by the City will be nearly 7000 trees.

Some accomplishments in regards to the Orem City forestry program:

- The National Arbor Day Foundation has designated Orem City as a Tree City USA for the last 25 years and has presented the City the Growth Award several times.
- Approximately 200 trees are planted every year in our existing parks.
- Several hundred trees per year are pruned with some removals when necessary.
- Information and questions are regularly answered for the citizens of Orem concerning tree questions.
- A digital inventory of trees is maintained with location and type of tree.

### 3.1.5 Natural Resources Management

In traditional accounting, the "bottom line" refers to either the "profit" or "loss" which is usually recorded at the very bottom line on a statement of revenue and expenses. While this is often used as way to determine if a private or public enterprise is successful, it doesn't account for the full cost and consequences of the decisions made. For example, many of vehicles and appliances we buy, sale, and use in Utah have a negative impact to our public health, tourism, and general economic development that the State of Utah estimates in the billions of dollars annually.

An alternative approach is to consider the triple





bottom line when evaluating the decisions we make as a community. Orem can do this by considering how policies and actions will not only impact the City's economic strength, but also our social integrity and environmental stewardship. Orem City can encourage triple bottom line considerations by:

- Adopting ordinances to encourage low impact development and encourage more efficient usage of utilities such as water and power
- Creating and adopting plans that encourage social equity and environmental health
- Providing incentives to develop initiatives that meet triple bottom line goals

To assist City staff in the development and evaluation of policies and plans that consider a triple bottom line, the Orem's Natural Resources Stewardship Committee (NRSC) was formed in 2017. The NRSC consists of five resident volunteers appointed to three year terms by the Mayor. While the NRSC is a recently

commissioned committee, they build on the values of Utah's early inhabitants: innovation, conservative self-reliance, and community spirit. The areas of focus for the committee include recycling, water conservation, bicycling, gardening, and promoting improved air quality.

## 3.2 STREETScape

As explained previously, the City supports a Complete Streets Policy that will encourage multiple forms of traffic. Although roads and streets were designed in the past primarily for automobile traffic, in recent years it has become important to plan for other forms of traffic such as pedestrians, bicyclists, and mass transit.

### 3.2.1 Streetscape Improvements

Streetscape improvements can invite pedestrian traffic and other modes of traffic by adding human-scaled elements which make streets safer and more comfortable. Several options exist for designing streetscapes on Orem's main corridors, which include various improvements. These include trees, benches, design lighting standards, landscaped medians, special surface sidewalks and crosswalks, bollards, water features and fountains, flower baskets, planter boxes, decorative garbage cans, outdoor clocks, themed signage, monuments, statues, public art, banners on light poles, holiday decorations, and miscellaneous architectural elements.

Successful streetscape projects can maintain the necessary vehicle access and traffic flow for commercial needs, while also creating a safer, more pedestrian friendly urban experience. Benefits to streetscapes on



Figure 3.1 Ideal Sub-Local Public Street Design



busy streets include:

- Vehicular traffic is calmed as the street feels more like a corridor to move people and not just vehicles.
- Investment appeal and quality development expand in a spruced-up commercial corridor.
- Business activity increases in areas previously deemed harsh and unsightly.
- Increased pedestrian traffic is encouraged in a comfortable environment with shade trees, benches, and water fountains.
- Property values and community pride increase.
- A sense of community core and cohesion is created.

### 3.2.2 Residential Streets

As new residential streets are developed and old ones are improved, it is the objective of the City of Orem that wherever possible, streetscapes and street softening approaches be used. The sub-local street design has been adopted by the City specifically for this purpose, to be used on smaller, less busy streets. The buffered sidewalk design, used in the sub-local street design,

is also encouraged for use on all residential streets. The planting of trees near streets is recognized as an important and effective method of softening streets and giving the community a nicer, prettier and family-friendly atmosphere.

### 3.2.3 Major Corridors

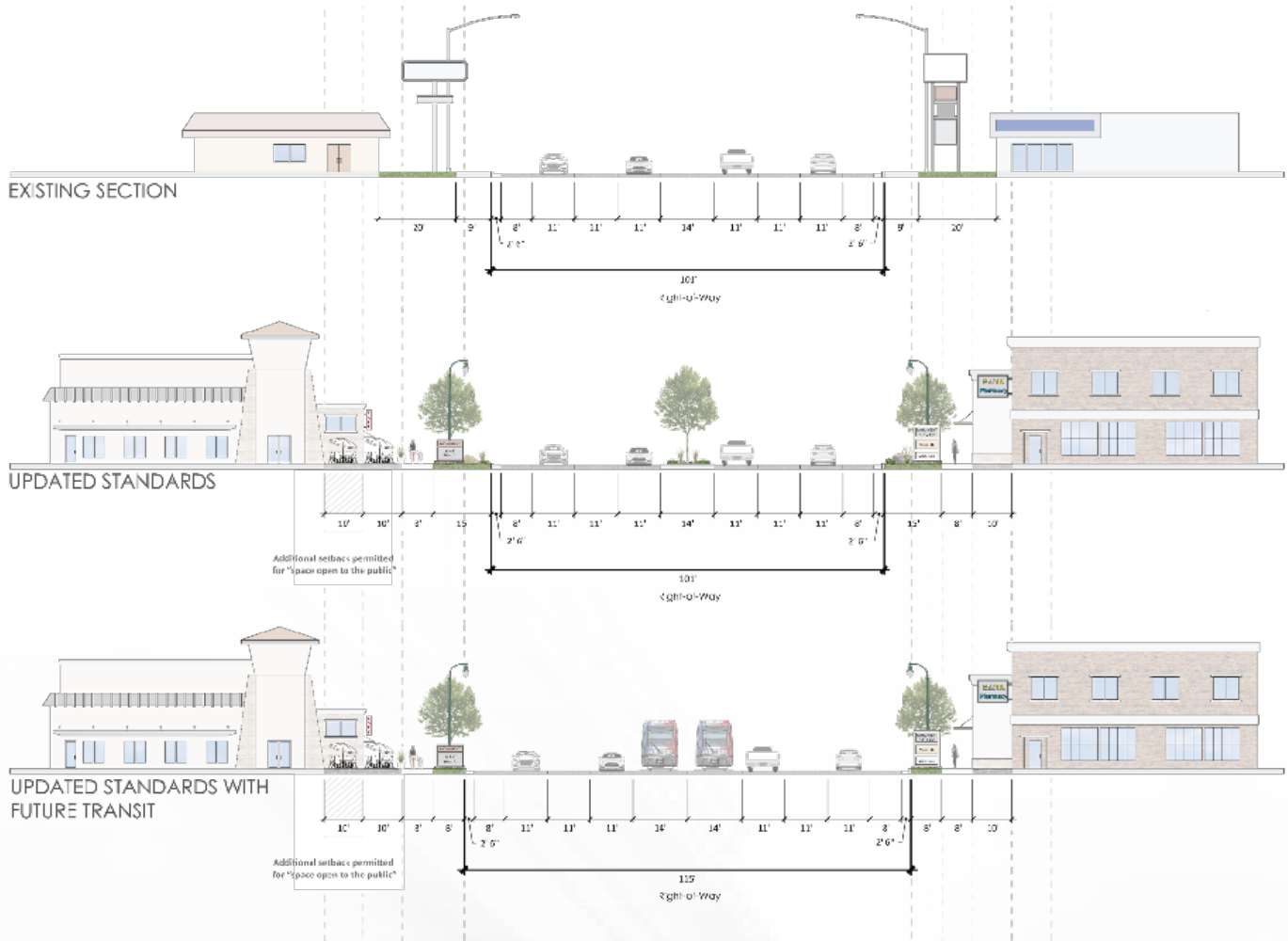
Major transportation corridors in Orem include State Street, University Parkway, Center Street, 800 North, 1600 North, and Geneva Road. While many of these roads are currently designed for high vehicle traffic volumes and speeds, it is the goal of the City to make design improvements in the future that will accommodate other modes of traffic such as pedestrians, bicyclists, and transit.

In 2018, the City adopted new design standards for State Street. These new standards included updated setback requirements for new construction within close proximity of State Street. Buildings will be constructed closer to the street, and within the required setback there will be buffered sidewalks,





Figure 3.2 Updated State Street Design



trees, and spaces open to the public. It is anticipated that similar standards will be adopted for the other major corridors in Orem.

### 3.2.4 Street Lighting

Citizens in all areas of the city and in every aspect of their daily lives expect a certain level of personal security. Street lighting has become a vital tool in assuring every citizen that feeling of personal safety for themselves their families and their property. Orem City is near completion for replacement of street lights. All new development in residential zones,

major corridors, and industrial zones shall follow the approved street lighting plan.

Street lighting can enhance the character of a street in many ways. Fixtures that are decorative, dark sky sensitive, and bring to mind a traditional city can add an element of interest to the night time streetscape. Fixtures that are more modern in style and are primarily functional, give light to public places while blending into the background. Orem City’s General Plan supports a citywide program of installing street lighting in every neighborhood.





## 3.3 SIGNAGE

Signs can enhance or detract from the overall impression of a city's character. Signs allow businesses to identify their premises and products for motorists and pedestrians alike. Signs that are too large for their site, too bright, or cluttered, do not benefit businesses or add to the beauty of the City.

In the past, the City of Orem has had a liberal approach to sign sizes, types, and locations. Feedback from residents has encouraged the City to adopt more conservative sign ordinances that continue to allow businesses to advertise, but have a more aesthetic and site appropriate approach.

The City has adopted new zoning and ordinances in areas along State Street that encourage blade signs, monument signs, and building signs while discouraging large pole signs. The intent of these new ordinances is not to diminish the amount of space businesses can use to advertise, only to adjust the location and style of signs to create a more aesthetically pleasant commercial corridor. It is anticipated that these new sign ordinances will be adopted, over time, in other commercial areas of the City.

## 3.4 ARCHITECTURE

Zoning regulations have always addressed aspects of the design of new development. Orem's first zoning laws, adopted in the 1940's, regulated which land uses could be located in particular zones, set the maximum height for buildings in different areas, and required differing setbacks from the street and property lines depending on the zone. Over the years, the City has added additional design requirements, such as

allowable building materials for certain zones.

### 3.4.1 Architectural Standards in Commercial Zones

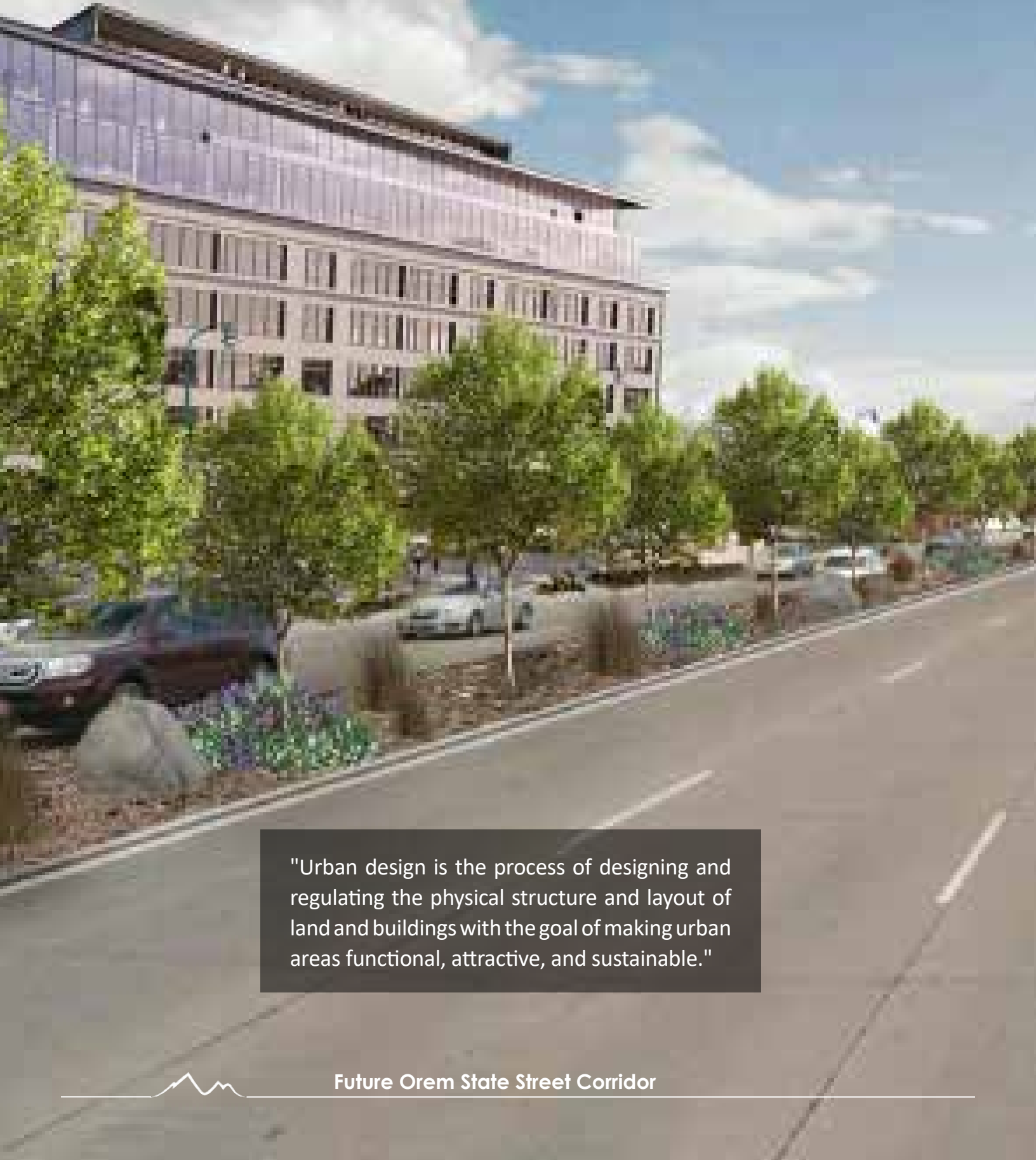
One of the goals outlined in the State Street Corridor Master Plan is to “develop districts that will have unique, yet complementary characters”. This plan identifies five distinct Districts that require tailored zoning ordinances to guide their future development. Basic design standards have been adopted for State Street and it is anticipated that additional, more detailed design standards will also be adopted for the entire State Street corridor as well as the individual State Street Districts. In the future, it is anticipated that other commercial zones in the City will have updated design standards as well.

### 3.4.2 Historic Preservation

National and State Historic Registers consider a structure to be eligible for listing if that structure is at least 50 years old, has a high degree of physical integrity, or meets certain criteria concerning association with historic events, persons, architectural or archaeological significance, or construction techniques.

Historic houses and buildings add to the character of a city. Although, the major portion of the structures in Orem are currently not in an historical classification, yearly, some structures will become eligible. The long range goal for the City of Orem is to inventory, preserve, and protect these significant structures thereby minimizing the loss of these integral buildings.





"Urban design is the process of designing and regulating the physical structure and layout of land and buildings with the goal of making urban areas functional, attractive, and sustainable."







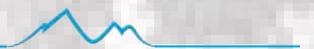
# HOUSING

4.1 POPULATION DEMOGRAPHICS

4.2 EXISTING CONDITIONS

4.3 HOUSING MARKET TRENDS

4.4 MEDIAN-INCOME HOUSING STUDY





## 4.1 POPULATION DEMOGRAPHICS

Understanding the demographic trends for the City is an important element in assessing the housing market in Orem.

### 4.1.1 Population and Households

Figure 4.1 provides population and household counts for 1990, 2000, 2010, as well as estimates for 2022, covering Orem, Utah County, Utah State, and the United States. The first four columns with data provide the population and household counts and estimates. The last three columns provide a relative comparison for how much each geography has grown—looking at the annual average growth rate (AAGR).

As can be seen in Figure 4.1, Orem has grown at a rate slower than Utah County for the last few decades. This is due to the fact there is little remaining undeveloped land in Orem, whereas other parts of Utah County, particularly the northern part, have large tracts of undeveloped land that are currently experiencing significant new growth.

Figure 4.1 Population and Households, 1990 to 2020

Population	1990 Census	2000 Census	2010 Census	2020 Census	AAGR '90-00	AAGR '00-'10	AAGR '10-'20
Orem	67,821	84,324	88,328	97,883	2.2%	0.5%	1.0%
Utah County	263,590	368,536	516,564	621,506	3.4%	3.4%	1.9%
Utah State	1,722,850	2,233,169	2,763,885	3,151,239	2.6%	2.2%	1.3%
United States	248,709,873	281,421,906	308,745,538	331,449,281	1.2%	0.9%	0.7%
Households	1990 Census	2000 Census	2010 Census	2020 Census	AAGR '90-00	AAGR '00-'10	AAGR '10-'20
Orem	17,660	23,382	25,822	29,912	2.80%	1.00%	1.48%
Utah County	70,168	99,937	140,602	171,899	3.60%	3.47%	2.03%
Utah State	537,273	701,281	877,692	1,003,345	2.70%	2.27%	1.35%
United States	91,947,410	105,480,101	116,716,292	122,354,219	1.40%	1.02%	0.47%

It is interesting to note that households in Orem and Utah County have generally grown at a rate faster than the population. Gaining more households than population occurs when there is an overall decrease in the number of persons per household—which is the trend in most places across the country. Couples are having fewer children than in previous decades, and there are more single person households.

### 4.1.2 Population and Age

Figure 4.2 contains a breakdown of the 2010 and 2020 populations for Orem and Utah County by age range. Total population, and the percentage change from 2010 to 2020 are also presented.

In 2020, Orem and the County showed an increase in the share of residents aged 20 to 24. This can likely be explained by growth in Utah Valley University and an increase in the young single professionals who have congregated in the more urban areas of the County. Another interesting trend is the increase in the median age for both the City and the County.



This is a trend that is occurring in many areas of the country as Americans are living longer and more often aging in place rather than relocating to retirement communities. Compared to the County, Orem saw a greater increase in the share of share of residents in all age ranges 55+. For a more detailed

demographic examination of Orem, see the Orem Moderate-Income Housing Study in the appendix.

Figure 4.2 Population by Age, 2010 to 2020

Population by Age	Orem			Utah County		
	2010	2020	Change	2010	2020	Change
Total Population	88,929	97,883	10.1%	520,049	621,506	19.5%
Under 5 years	10.0%	8.5%	-1.5%	11.3%	9.3%	-2.0
5 to 9 years	8.6%	7.5%	-1.1%	10.5%	9.2%	-1.3
10 to 14 years	7.3%	7.8%	0.5%	8.6%	9.4%	0.8
15 to 19 years	7.3%	8.8%	1.5%	9.3%	9.5%	0.2
20 to 24 years	13.0%	14.1%	1.1%	11.4%	12.6%	1.2
25 to 29 years	12.7%	10.1%	-2.6%	9.2%	8.2%	-1.0
30 to 34 years	7.1%	5.8%	-1.3%	7.9%	6.2%	-1.7
35 to 39 years	6.2%	6.6%	0.4%	5.8%	6.8%	1.0
40 to 44 years	3.7%	4.7%	1.0%	5.1%	5.9%	0.8
45 to 49 years	4.5%	4.2%	-0.3%	4.5%	4.6%	0.1
50 to 54 years	4.0%	3.9%	-0.1%	3.8%	3.8%	0.0
55 to 59 years	4.1%	4.2%	0.1%	3.3%	3.5%	0.2
60 to 64 years	3.8%	3.6%	-0.2%	2.9%	3.2%	0.3
65 to 69 years	2.5%	3.1%	0.6%	2.0%	2.5%	0.5
70 to 74 years	2.2%	2.7%	0.5%	1.6%	2.0%	0.4
75 to 79 years	1.3%	1.6%	0.3%	1.1%	1.3%	0.2
80 to 84 ye ars	1.1%	1.4%	0.3%	1.1%	1.0%	-0.1
85 years and over	0.8%	1.4%	0.6%	0.7%	0.8%	0.1





## 4.2 EXISTING CONDITIONS

The City has multiple zoning classifications which can be used for residential development ranging in minimum lots size and allowable density. These zones were created to meet the wide range of housing needs of the residents of the City. Each of the zones is intended to provide well designed residential development with compatible uses as outlined in the zoning ordinance. Residential uses that may be permitted in each zone include single-family dwellings, accessory apartments, condominiums, townhomes, and multifamily developments..

### 4.2.1 Student Housing in Orem

One of the growing housing needs in Orem is for students. Utah Valley University is continuing to grow, and a larger share of students are desiring to live near campus as opposed to commuting from further away. Designated areas in proximity to Utah Valley University have been established for student housing. These designated areas will reduce car trips, make student life more affordable, and discourage demand for family housing in residential neighborhoods to be converted into student housing (and adversely impact housing affordability). The accommodation for student housing development has been made in Orem utilizing planned development zones and the Student Housing Overlay zone. The zones allow for more increased occupancy and greater density, which has encouraged affordability for the student population.

### 4.2.2 Multifamily in Orem

Multifamily development is considered the development of any units which are attached. This

includes small unit developments such duplexes, triplexes, and quadplexes as well as townhomes, condominiums, and larger multifamily complexes with 20 or more units in each building. Orem has a long history with multifamily development, having approved denser, more affordable units in the past to support blue collar workers associated with Geneva Steel and other nearby industry. Because of this, and because of continued willingness to zone for and allow for denser developments, Orem has a greater share of multifamily housing than the average for both Utah County and the State of Utah.

### 4.2.3 Accessory Apartments

Unlike some cities (such as nearby Provo) that only allow accessory apartments in a relatively small area of the city, Orem allows accessory apartments in nearly all residential areas in every part of the City. To qualify, accessory apartments need to be in single family homes that are owner-occupied, and meet certain size limits and parking availability, among other requirements. Because they tend to be smaller in size and less expensive to construct or retrofit, accessory apartments allow for more affordable housing options for residents at different life stages, such as singles, young couples, and particularly seniors—who benefit greatly from sharing the cost of a home and having a close neighbor. The City currently has an estimated 600 legal accessory apartments.

### 4.2.4 Senior Overlay Zone

In 2012 the City approved an overlay zone to assist income restricted seniors. The Affordable Senior Housing (ASH) overlay allows up to four units to be constructed on a single parcel. The tenancy of each





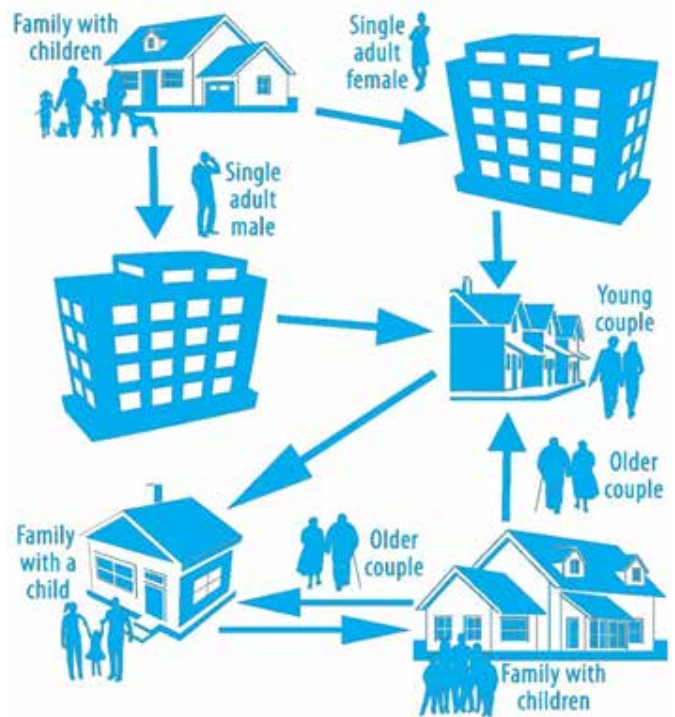
unit is restricted to those over age 60 and at or less than 80% of the median income of the Orem/Provo MSA. Through this ordinance, the City has added new affordable senior housing units, some of which are owned and operated by the Utah County Housing Authority.

#### 4.2.6 Housing for All Life Stages

Orem has adopted the slogan of Family City, USA. When some envision a family, they think of a father and mother with children. But today's families come in many shapes and sizes, and as individuals and couples age, their definition of family may change.

Orem seeks to be a city that is friendly for families at all of life's stages. To accomplish this, a variety of housing options need to be supplied. When a young individual leaves home to study at Utah Valley University, they need to find student housing. If that individual decides to get married, they will seek an affordable place for a young couple. If that couple decides to have children, a larger home will be sought. When those children leave, that couple may wish to downsize. And if a partner dies, a widow or widower may prefer to live in a senior community where they can find support.

Orem is greatly benefited by the contribution of its long-term residents. These are the residents that often donate countless volunteer hours and make meaningful contributions to their communities. To ensure these residents can stay long-term, it is important that the City make plans to allow for a variety of housing for all life stages.





### 4.3 HOUSING MARKET TRENDS

This section examines the latest housing market trends in Orem and the surrounding area, which includes single-family detached units as well as attached units such as twin homes, townhomes, condos, and other multifamily units.

#### 4.3.1 For-Sale Units

Overall, the market for for-sale units in Orem and Utah County has increased significantly in the last decade since the recession. Figure 4.4 illustrates just how unaffordable home ownership has become. In 2010, 65% of all homes sold in Orem and 55% of all homes sold in Utah County were sold at a price

under \$200,000. As of the summer of 2018, Only 14% of homes sold in Orem and 8% of homes sold in Utah County were under \$200,000.

As a broad generalization, most households can afford to purchase a home that is 2.5 to 3 times their household income. With the median household income in Orem estimated at \$64,822, a median household could afford a home in the \$160,000 to \$200,000 price range. While many more homes were within this price range a decade ago, in 2018 very few homes are in this price range. The homes that are in this range regularly require additional needed investment for repairs such as new roofs or corrected plumbing, compounding the affordability issue.

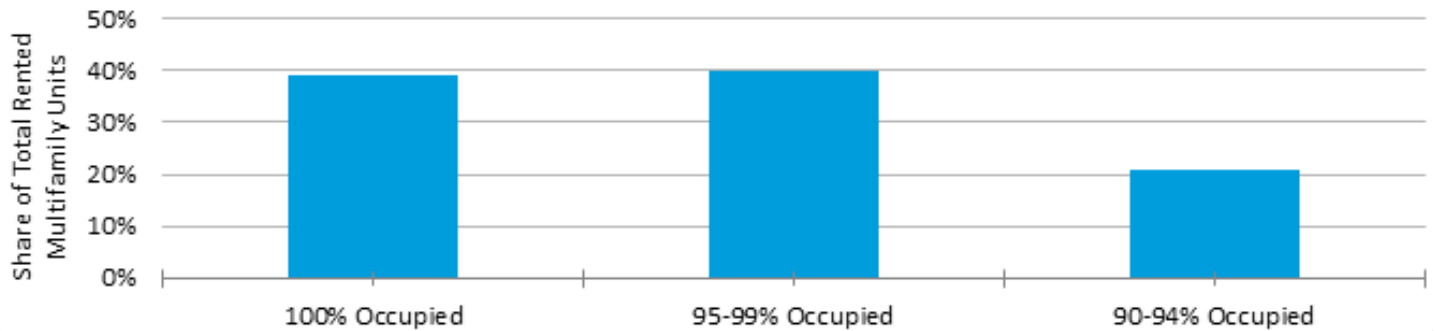
Figure 4.4 Total Housing Units Sold by Price Range, 2010 to 2018 YTD

Year	\$0 - \$200k		\$200k - \$300k		\$300k +		Total	
	#	%	#	%	#	%	#	%
<b>Orem</b>								
2010	417	65%	148	23%	75	12%	640	100%
2011	532	72%	140	19%	63	9%	735	100%
2012	494	71%	144	21%	61	9%	699	100%
2013	412	57%	237	33%	71	10%	720	100%
2014	426	49%	344	39%	105	12%	875	100%
2015	381	37%	472	46%	172	17%	1025	100%
2016	244	26%	515	56%	168	18%	927	100%
2017	189	20%	501	53%	255	27%	945	100%
2018 YTD	78	14%	261	46%	225	40%	564	100%
<b>Utah County</b>								
2010	2689	55%	1444	29%	778	16%	4911	100%
2011	3322	61%	1440	26%	725	13%	5487	100%
2012	3418	57%	1735	29%	845	14%	5998	100%
2013	3041	45%	2363	35%	1299	19%	6703	100%
2014	2773	39%	2802	39%	1619	23%	7194	100%
2015	2711	32%	3419	40%	2365	28%	8495	100%
2016	2041	23%	3784	43%	3016	34%	8841	100%
2017	1542	17%	4011	44%	3653	40%	9206	100%
2018 YTD	471	8%	2210	39%	2948	52%	5629	100%

Source: Multiple Listing Service, Orem Planning Division, 2018 YTD includes data to July 31st



Figure 4.5 Share of Total Rented Units Based on Occupancy of the Complex



#### 4.3.2 Multifamily Occupancy

According to the Census related housing type estimates, there are currently 12,641 multifamily units in Orem. The vast majority of these are rentals. Through an extensive survey conducted by City, 122 multifamily complexes were identified in Orem accounting for 9,761 rental units.

Based on the survey, the average occupancy rate for multifamily rentals in the City is estimated to be at 97%. As illustrated in the chart below, roughly 40% of the complexes surveyed reported 100% occupancy, 40% reported an occupancy rate between 95-99%, and 20% reported an occupancy rate between 90-94%.

Several of the complexes have a waiting list that is dozens of people long. When vacancies occur, they call individuals from this list. Vacancies are usually filled immediately for most complexes. This suggests that not all renters are satisfied with their current rental and are waiting for a vacancy at a more preferred location.

Several property owners and managers have reported increasing rents as a response to the recent rise in

demand. Rental increases in the amount of \$50-\$100 over the last year were not uncommon.

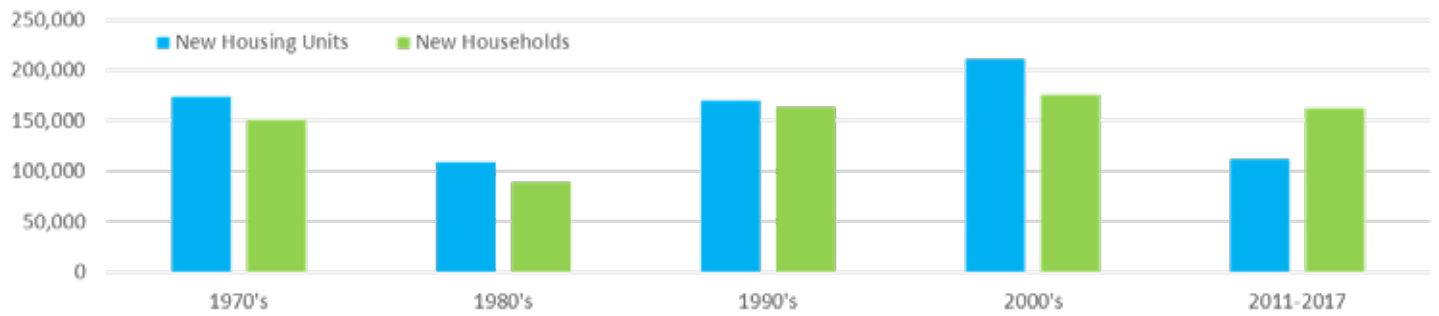
The average rental rate for all types of listed rental units in Orem is estimated at \$1,142, which represents a 7.9% increase from the previous year. Overall, the market has an average rate per square foot of \$1.17 and an average size of 978 square feet per unit.

## 4.4 MEDIAN-INCOME HOUSING STUDY

In 2018 the City conducted a Median-Income Housing Study. The purpose of this study was to understand the current challenges in the housing market and examine the options available to provide a reasonable opportunity for a variety of housing, including moderate income housing. Strategies that will encourage affordable housing in Orem are recommended, and this plan will be the basis for ongoing discussions by the City Council to develop a moderate-income housing plan and ensure that Orem remains a City where everyone is welcome. In addition, this study will be a general resource for the latest information related to population growth and housing needs for the City of Orem. This plan is contained in the appendix of the General Plan.



Figure 4.6 New Housing Units vs. New Households in Utah, 1970 to 2017



#### 4.4.1 Affordable Housing in Orem

Until recently, the Utah housing market provided more new housing units than new households--in other words, the supply of housing kept up with the demand. Since 2011 this has not been the case (see Figure 4.6). The reasons for this are varied, but chief among them are land constraints, restrictive zoning ordinances, and rising construction costs. While these are national trends, Utah has been disproportionately impacted due to our larger than average families and our high rate of population growth.

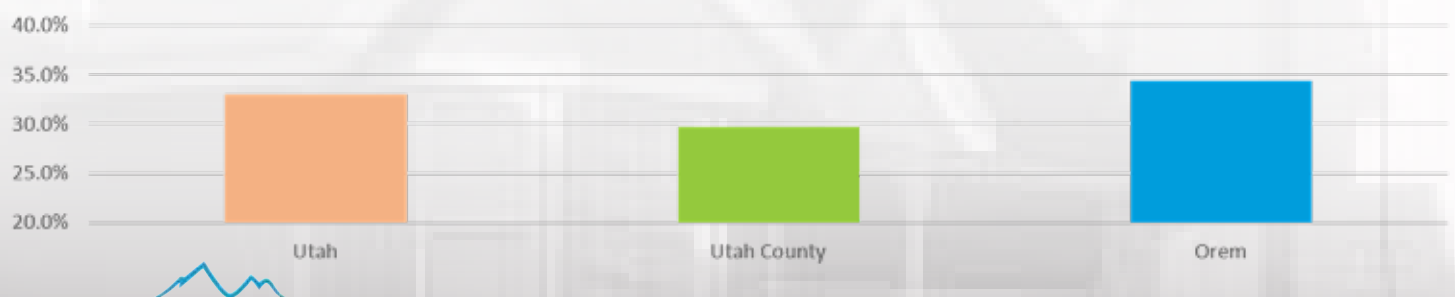
Compared to the Utah County and State average, households in Orem that make roughly 80% of the household area median income are more likely to find housing that does not exceed 30% of their income, the general measure of affordability (see Figure 4.7). This is due in large part to Orem’s long history of zoning for a range of housing types, many of which offer lower housing costs. Housing options in Orem

include smaller single-family homes on smaller lots, as well as accessory apartments, duplexes, triplexes, quadplexes, and larger multifamily housing.

This is due in large part to Orem’s long history of zoning for a range of housing types, many of which offer lower housing costs. Housing options in Orem include smaller single-family homes on smaller lots, as well as accessory apartments, duplexes, triplexes, quadplexes, and larger multifamily housing.

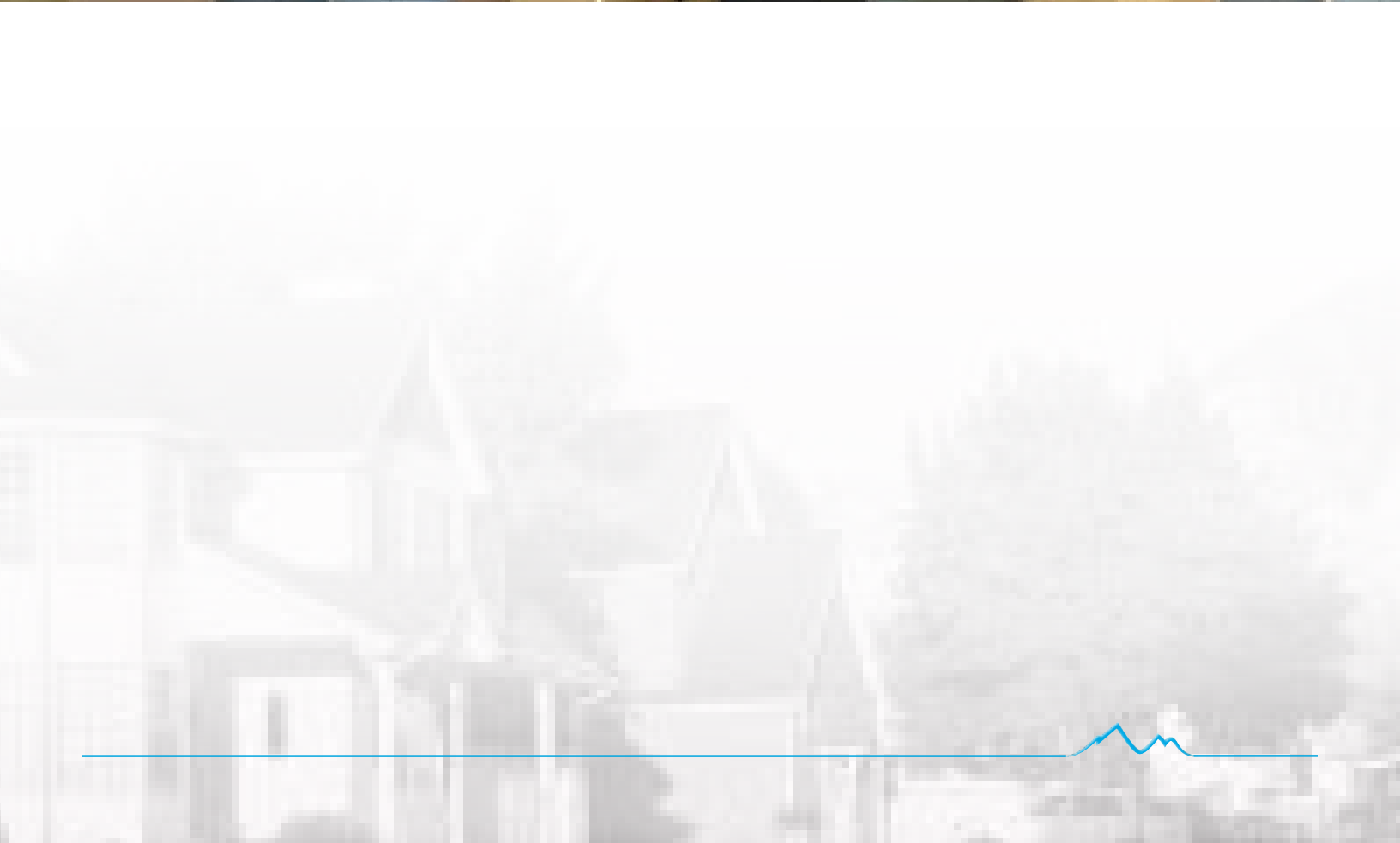
Despite this, affordability is still an issue in Orem. To allow for strategic growth and help increase the supply of housing, the Orem City Council has adopted the City Center District mixed-use zone and is considering additional Districts along State Street. As well, Orem will be exploring other strategies to increase the supply of affordable housing in the City, as outlined in the Orem Median-Income Housing Study. Ultimately, Orem recognizes that this a regional issue, and the City is committed to being part a regional response.

Figure 4.7 % Households Earning \$49,999 or Less & Able to Find Housing for Less than 30% of their Income



## Italian Villages in Orem

Orem seeks to be a city that is friendly for families at all of life's stages. To accomplish this, a variety of housing options need to be supplied.





## 4.4.2 MODERATE INCOME HOUSING STRATEGIES

In accordance with Utah Code Annotated (UCA) 10-9a-403(2)biii, Orem City is adopting the following four moderate income housing strategies and implementation plan for each strategy:

### 4.4.2a Accessory Apartments

UCA 10-9a-403(2)biii (E) create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones;

Accessory apartments are already adopted into Orem's municipal code and part of the Development Services process. In 2021, Orem City updated its accessory apartment code text, to match the state law. Orem City continues to provide all requirements for legal accessory apartments on our website. Requirements are outlined in our code in section 22-6-9(I). The requirements form is <http://orem.org/wp-content/uploads/2021/05/Acc-apt-information-amendedApril-2021.pdf>, and is found on the city website with the list of all forms, applications, & checklists applicants might need; <https://orem.org/forms-applications/>. We also continue to advise residents who ask about their options throughout the year as we receive calls and in-person questions.

Annually, Orem monitors the number of legal apartments in an annual report of new and existing accessory apartments. Currently, there are 722 legal accessory apartments in Orem. It is anticipated that approximately 26 additional accessory units will be approved in 2023. The list of legal accessory

apartments within the city is found on our website at <https://orem.org/accessory-apartments/>. To ensure the safety and welfare of residents, Orem utilizes code enforcement services to ensure non-complying units come into compliance with city code.

In 2020, Orem City enacted an ordinance requiring landlord licensing for all rental properties. As of December 2022, there were 3,924 active landlord licensing accounts. We anticipate using this data to further map existing rentals and housing for future analysis.

Orem's Neighborhood Improvement Team, is helping track illegal accessory apartments and helping educate property owners on bringing them into compliance. The Code Enforcement team reviews cases weekly of illegal accessory apartments and follows Orem Code Sections, 11-1-3(B)(31)A, 11-1-3(B)(30), and 11-1-3(B)31 and policies for bringing them into compliance. Orem Code Enforcement along with Orem Development Services will implement a broad communications campaign citywide to help residents understand the requirements of accessory apartments. This will first begin by using existing newsletters the City sends out to residents and landlords. Orem is projecting and implementing this broad communications campaign starting the second quarter of 2023 after evaluating the specifics of frequency and audiences in the fourth quarter of 2023.

### 4.4.2b Affordable Senior Housing

UCA 10-9A-403(2)biii, (X) demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who



earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing; and

In 2012, the City of Orem approved the Affordable Senior Housing (ASH) Overlay Zone to assist income restricted seniors. The City provides all information on our website, <http://online.encodeplus.com/regs/ore-ut/doc-viewer.aspx?tocid=001.022#secid-2118>, and works collaboratively with the Utah County Housing Authority to provide new affordable senior housing units.

Orem plans to continue to educate additional developers on regulations for developing in the Affordable Senior Housing Overlay (ASH) zone by developing an outreach and communication plan in 2023 to highlight the ASH zone. This plan will include targeted outreach to existing landlords and property owners within the ASH zone boundary. Orem has partnered with Utah County Housing Authority for projects in the ASH zone, so the outreach plan will also include targeted communication with Utah County Housing Authority and other affordable housing developers.

Additionally, the City of Orem plans to undergo an update to an existing 2018 Moderate Income Housing study in 2023. During this study, we intend to examine the demand and need for more income-restricted units for seniors in the city. Along with

examining the demand for income-restricted units, we intend to study the feasibility of expanding the existing zone boundaries or implementing other ASH overlays in other parts of the city. At this time, Orem anticipates the study beginning mid-year 2023 and the updated study be completed in 2024. Zoning recommendations resulting from the study would be anticipated to be explored and presented to the City Council in 2024. The ASH overlay zone allows up to four units to be constructed on a single parcel. The tenant of each unit is restricted to those over the age of 60 and at or less than 80% of the median income of the Orem/Provo MSA.

Since the ASH zone has been adopted, there are 5 projects (five structures) that have been built and maintained for affordable senior housing. The owners of those projects must submit an annual report to the city to assure rents, age of tenants, and income restriction of tenants are compliant with code.

#### 4.4.2c Housing and Transit Reinvestment Zone

UCA 10-9a-403(2)biii (Q) create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act;

Implementation: A developer has approached the City and has met with Staff, the Mayor and members of the council as to the feasibility of an HTRZ Zone. The next step in this process is for the Developer to hire a consultant for a study of the HTRZ estimated to take 6-8 months. In 2023, following the study, the Developer, Consultant and City will consider the next steps as required from the HTRZ Act.





#### 4.4.2d Station Area Plans

UCA 10-9a-403(2)biii (V) develop and adopt a station area plan in accordance with Section 10-9a-403.1;

In accordance with Utah Code Annotated (UCA) 10-9a-403.1, Orem City has outlined Station Area Plans for the transit stations in Orem into two phases: Phase 1 will begin with the revision and update of the existing station area plan for the Orem Frontrunner Station. Phase 2 will create a station area plan for the Lakeview, Main Street and University Place Bus Rapid Transit (BRT) stations.

These plans will consider elements as outlined in 10-9a-403.1(7)(b)(i) such as housing types that will (B) providing for densities necessary to facilitate the development of moderate income housing; and (C) providing for affordable costs of living in connection with housing, transportation, and parking. Orem City will encourage the consideration of owner occupied twin home developments. Staff has applied for technical assistance and is in the beginning stages of this process for Phase 1 of the Station Area Plans. The early estimated timeline for the Station Area Plans is Phase 1 to be completed in 2023, and Phase 2 late 2024 early 2025.

#### 4.4.2e Impact Fees

UCA 10-9A-403(2)biii (L) reduce, waive, or eliminate impact fees related to moderate income housing;

In 2022, Orem City eliminated impact fees for internal accessory dwelling units in accordance with State law. Orem will consider reducing or waiving impact fees

for developments in the Affordable Senior Housing (ASH) Overlay Zone. Staff will research existing developments in the ASH zone during the first quarter 2023. Staff will prepare a fiscal impact study which will determine how much impact fees have been paid from prior developments in the ASH zone and the impact of reducing or waiving future ASH development impact fees. This study will be prepared for discussion with the City Council during the second/third quarter of 2023 and anticipates presenting the results of the study to the City Council during the fourth quarter of 2023.





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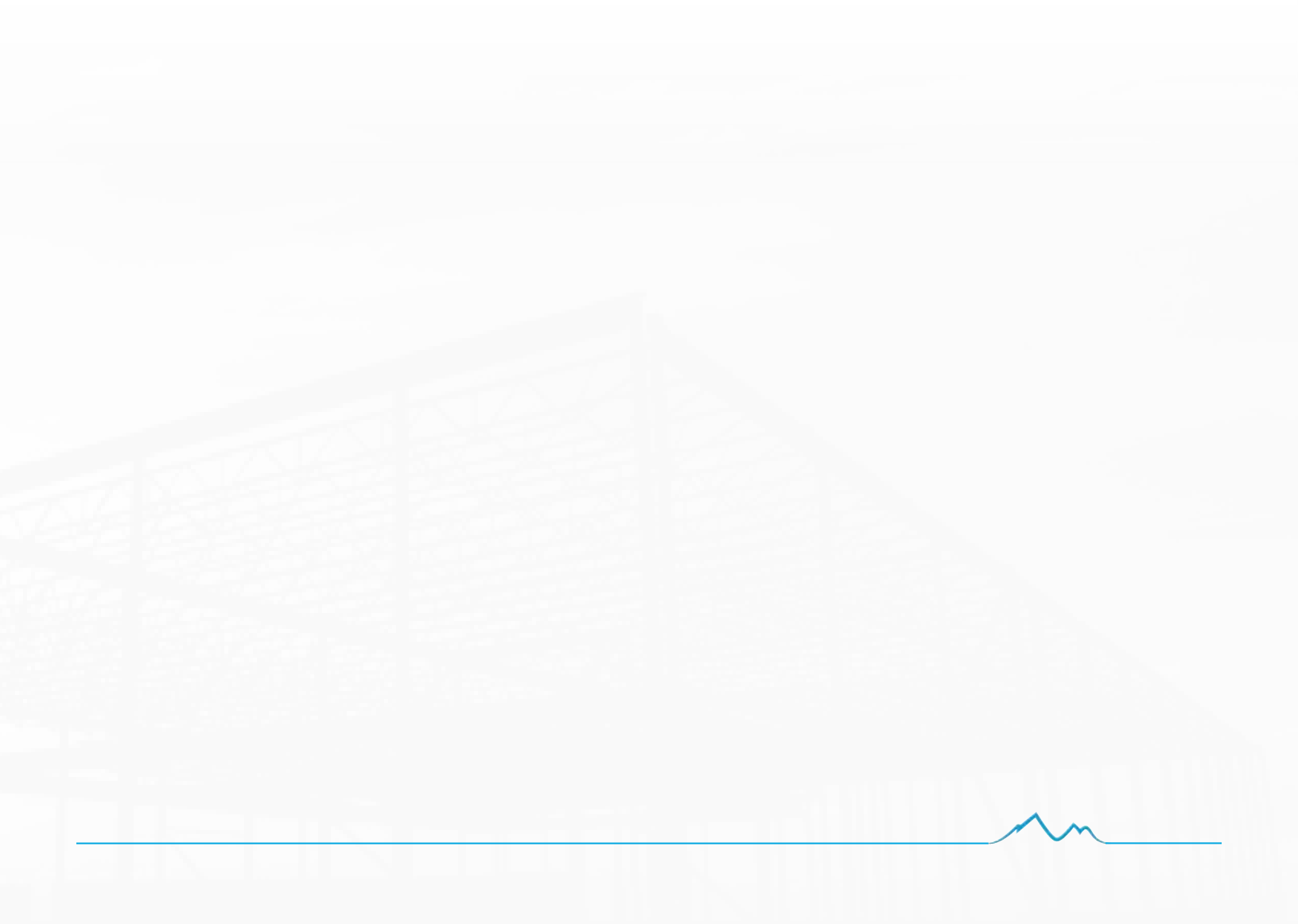




# ECONOMICS

5.1 ECONOMIC OPPORTUNITIES AND GOALS

5.2 ECONOMIC DEVELOPMENT STRATEGIC PLAN





## 5.1 ECONOMIC OPPORTUNITIES AND GOALS

The City of Orem is well-known and highly respected in the State of Utah as a great place to do business. It is additionally known for its entrepreneurship, especially in technology-oriented companies.

Orem is the regional retail hub of Utah County. This economic vitality is exciting to businesses and attractive to employers who are drawn to the strong workforce from area universities, the low cost of living, and the recreational opportunities in the City's backyard.

### 5.1.1 Economic Challenges and Opportunities

Even with all these advantages, Orem, like all cities, has its challenges. The City's regional market share of sales is declining, and growth in the City has slowed and is projected to be modest through 2040.

Cities to the north, such as Lehi are rapidly growing, creating strong competition in Utah Valley to attract employers and new retail. Vineyard to the west is beginning to show signs of growth and may present significant commercial competition in the future.

These areas have a substantial advantage for development that Orem lacks: abundant vacant land. However, while vacant land allows easy, straightforward development, Orem has the opportunity to take economic growth and development to the next level by creating a more sophisticated urban environment that establishes Orem as not only the retail hub of the County, but the employment and entertainment hub as well.

### 5.1.2 Orem's Economic Development Division

In 1983, the Commission for Economic Development in Orem (CEDO) was founded as a non-profit organization with a primary function to help build Orem's economy. At the time, steel was Orem's main industry and the City's economy was greatly affected by the ups and downs of the steel market.

In addition to an unstable economy, jobs were scarce and Orem was losing its large base of local college graduates to other areas. CEDO's original focus was on attraction and retention of businesses in areas not currently represented in the City.

In order to meet today's economic challenges, capitalize on the economic strengths of the City, grow the City's economic base, and increase coordination and collaboration between economic development staff and City staff, CEDO was integrated into the City of Orem as the Economic Development Division in 2012.

One of the first major tasks of the Economic Development Division was to develop an Economic Development Strategic Plan to guide the City's economic development and growth into the future.

## 5.2 ECONOMIC DEVELOPMENT STRATEGIC PLAN

The purpose of the Economic Development Strategic Plan is to provide the City with a sustainable vision for economic growth and to provide a plan to implement and encourage this vision. Sustainable growth is a means of providing a balanced, vibrant



economy in Orem. Additionally, it is a means of expanding the tax base and increasing assessed values. Public services and schools will benefit, enhanced employment opportunities will develop, and citizens will benefit from a higher quality of life.

The Orem Economic Development Strategic Plan was adopted in 2015 and was based participation with residents and community experts from various professional backgrounds including local retail, marketing, real estate, transportation, housing, and finance. Numerous workshops and public meetings brought together a wide variety of perspectives and depth of experience in the various aspects of economic development. Through this process,

strengths and weaknesses were identified and a path forward was envisioned.

### 5.2.1 Implementation and Action Plan

As the City moves forward, economic development should follow the recommendations in the Economic Development Strategic Plan, and more specifically, the Implementation and Action Plan (see Figure 5.1). The EDSP should be consulted on a regular basis to ensure that ongoing land development and business development in the City of Orem meets not only land-use goals, but also meets economic development goals.

Figure 5.1 Implementation and Action Plan

GOAL	STRATEGY	TIME	ACTION
1. Increase the sustainability of the City’s tax base through increased property values	Pursue Class A office development at University Place; assist with incentives as required to gain height, a City skyline and sense of a “Downtown.”	1-10 Years	Adjust zoning to allow for greater building heights in key economic areas. Pursue CDA funding for Class A office and high property value business park development.
	Encourage business park development at southwest annexation area.	1-5 Years	Complete annexation process for southwest area. Ensure utilities are in place in this area through impact fees, developer contributions, and potentially a CDA.
2. Establish Orem as the employment hub of Utah County	Concentrate Class A development in the University Place downtown area in order to cluster office development.	1-10 Years	Adjust zoning to allow for greater building heights. Pursue greater public transit options to and from University Place. Pursue CDA funding for Class A office.
	Pro-actively contact startup businesses and major employers in the area to determine their interest in relocating “Downtown.”	1-2 Years	Conduct one-on-one meetings with existing, expanding businesses. Provide quarterly “business breakfast” meetings and updates .
	Work with EDCUtah to recruit technology companies to Orem; local incentives, such as a CDA, will be required if State EDTIF funds are used.	1 Year	Meet with EDCUtah’s representatives on a regular basis to assess opportunities.
	Develop a City policy regarding the use of economic incentives	1 Year	City staff to review policies from other communities and devise a policy for Orem. Coordinate with County and Alpine School District.





Figure 5.1 Implementation and Action Plan (continued)

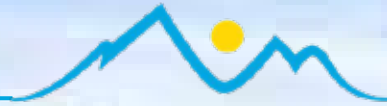
GOAL	STRATEGY	TIME	ACTION
3. Improve the visual and physical appearance of State Street	Establish a revolving low- interest loan fund for façade renovations and exterior improvements for properties located on State Street	1-10 years	General Fund revenues could be used to establish a fund; if in a CDA area, then tax increment monies could capitalize the fund.
	Increase the connectivity with Orem Blvd through street connections that make places of a walkable scale.	5-10 Years	Develop small area master plans for key areas in the City. Center Street should be a priority.
	Retrofit the exteriors of shopping centers to have a more urban street frontage.	1-20 Years	General Fund revenues could be used to establish a revolving loan fund; if in a CDA area, then tax increment monies could capitalize the fund.
	Make streetscape improvements to State Street.	1-10 Years	B & C Road Funds Special Assessment Area.
4. Create a Civic Center at Center Street	Develop a form-based code to transform 3-4 blocks of Center Street into a walkable Main Street.	5-10 Years	Develop architectural standards to improve the quality of new development.
	Retrofit exteriors of big box stores to keep sales tax base from large-scale retail, yet bring a more urban environment to the area.	5-10 Years	General Fund revenues could be used to establish a revolving loan fund; if in a CDA area, then tax increment monies could capitalize the fund.
	Prioritize and focus initial incentives and City assistance at key economic nodes along the State Street Corridor in order to obtain a “cluster” of improvements that will spur further improvements.	1-20 Years	Strategically create CDA areas to clean up blight and make improvements along State Street. Use CDA increment to promote development at key sites. Focus improvements at key economic nodes.
5. Redevelop and increase the viability of the Geneva Road “Wedge” area of Orem	Pursue light rail alignment along Geneva Road rather than through the interior of Vineyard	1-2 Years	Lobby UTA to align light rail along Geneva Road; demonstrate that it is a key focus of the City’s Economic Plan.
	Promote retail development on the east side of Geneva Road, neighborhood scale, such as a grocery store to draw from the increased buying power of the Geneva development	3-5 Years	Contact grocery stores that do business in Utah to determine “what it would take” to locate on Geneva Road. Provide necessary public infrastructure Increase code enforcement along Geneva Road. Assist in the aggregation of properties at key sites along Geneva Road.
	Promote office and retail development at the I-15 interchanges where visibility is high and access is good.	5-10 Years	Assist in the aggregation of properties at the I-15 interchanges; contact existing property owners.
6. Develop a new image for Orem	Increase the reputation and image of Orem City through a new and vibrant marketing strategy.	1-2 years	Prepare a marketing plan for the City



Figure 5.1 Implementation and Action Plan (continued)

GOAL	STRATEGY	TIME	ACTION
7. Increase cultural and arts activity in the City	Encourage development of a variety of cultural activities in the SCERA district, thereby creating an arts and entertainment district for the City; advertise the area as the City's "Arts District."	2-5 Years	Contact existing arts and entertainment organizations
	Add senior housing in the arts district, as well as higher-density housing to increase vitality in this district.	5-10 Years	Adjust zoning to allow for increased residential densities
8. Increase connectivity with Utah Valley University	Develop small-scale, walkable retail near UVU with a distinct sense of place—such as "Wolverine Hill."	2-5 Years	Develop a small area master plan for this area; work with MAG to provide planning funds just as WFRC does. Work with UVU to integrate campus with City and retail.
9. Maintain Orem as the regional retail hub of Utah County	Pursue "one-of-a-kind: retail destinations, or highly popular retail outlets, such as Trader Joe's or Field & Stream that will set Orem apart and add to the City's image as "the place to be."	1-5 Years	Work closely with brokers such as Commerce to keep current on retail trends. Attend ICSC and bring marketing materials.
10. Recapture lost sales tax leakage category	Pursue development of a hotel either near UVU or at University Place.	1-2 Years	Work with a hotel consultant to pursue hotel development.
11. Develop and strengthen key economic nodes along State Street	Allow for higher-density housing and taller buildings at key intersections – Center Street, 800 North, etc., in order to create a destination.	1-20 Years	Strategically create CDA areas to clean up blight and make improvements along State Street. Use CDA increment to promote development at key sites. Focus improvements at key economic nodes.
12. Proactively pursue transit development and alignment to benefit the City	Work with UTA, UDOT, and MAG to ensure Orem has a strong voice in decisions regarding transit planning and alignment. Stay competitive with Vineyard in providing regional transit within the City along economic nodes.	1-5 Years	Create CDAs at key sites to encourage TOD.



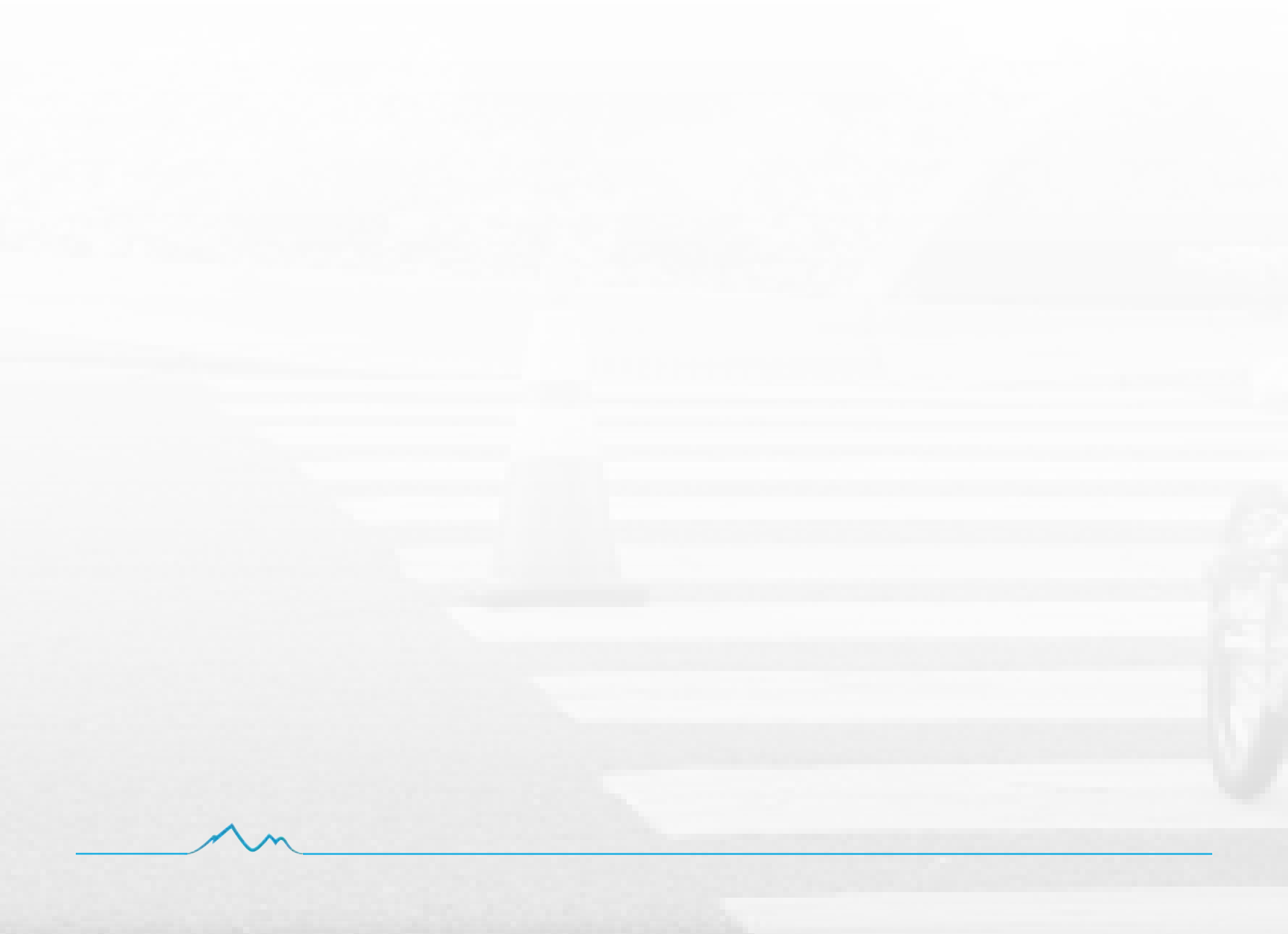


"Orem is the regional retail hub of Utah County. This economic vitality is exciting to businesses and attractive to employers who are drawn to the strong workforce from area universities, the low cost of living, and the recreational opportunities in the City's backyard."









# TRANSPORTATION

6.1 TRANSPORTATION MASTER PLAN

6.2 STREET CLASSIFICATION & 2040 PROPOSED ROADWAY NETWORK

6.3 ACCESS MANAGEMENT

6.4 COMPLETE STREETS

6.5 TRANSIT

6.6 BICYCLE AND PEDESTRIAN PLAN

6.7 STREET CONNECTION MASTER PLAN





## 6.1 TRANSPORTATION MASTER PLAN

Although population growth in Orem is expected to be moderate compared to other cities in Utah County, Orem will continue to be a regional attraction throughout the County. In 2040, it is expected that an average of 74% of all vehicles from outside the city using the roadway network will stop somewhere in Orem. Utah Valley University is another regional attraction for college students, and as growth within the University continues it will have an impact on the roadway network.

Due to growth within the City and the large growth throughout the County, a comprehensive transportation plan was adopted in 2015. This plan incorporated the goals of the City regarding the transportation systems within our jurisdiction as well as those regional facilities maintained by UDOT, UTA, Utah County, and neighboring communities. The Orem Transportation Master Plan has been included in the appendix of this General Plan. Highlights from this plan have also been included in this section.

## 6.2 STREET CLASSIFICATION & 2040 PROPOSED ROADWAY NETWORK

Street facilities in Orem are classified by the relative amounts of through and land-access service they provide. There are five main functional classifications for roads:

- Principal Arterial (6-7 Lanes)
- Major Arterial (4-5 Lanes)
- Minor Arterial (2-3 Lanes)
- Urban Collector (2-3 Lanes)
- Local (2 Lanes)

The performance of an existing street system can be quantified by assigning Levels of Service (LOS) to major roadways and intersections. LOS serves as the traditional form of measurement of a roadway's functionality.

LOS is determined by elements, such as: the number of lanes assigned to a roadway, the amount of traffic using the roadway, and the time of delay per vehicle traveling on the roadway and at intersections. Levels of service range from A (free flow where users are virtually unimpeded by other traffic on the roadway) to F (traffic exceeds the operating capacity of the roadway). In Orem, LOS D is the minimum standard for roadways and intersections (meaning 80% of capacity is used during rush hour).

Large development proposals should provide traffic impact studies that identify existing LOS conditions and future projections on streets that will be impacted by their proposal. This information will aid in reviewing zoning requests and placing conditions on site plan approvals. [Figure 6.1](#) displays the 2040 Proposed Roadway Network, showing the street classifications planned for the future.

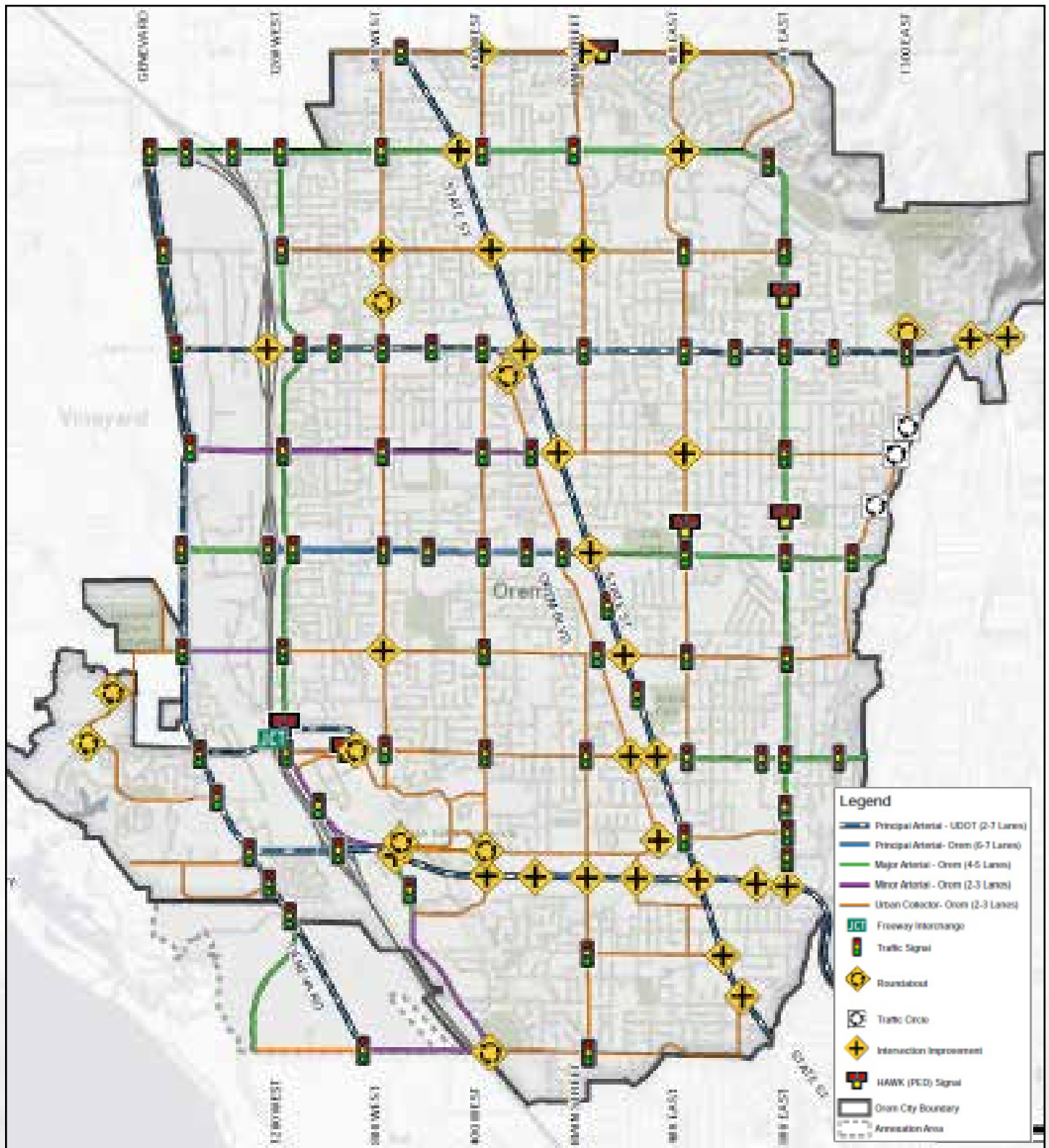
## 6.3 ACCESS MANAGEMENT

Mobility and land access should share an inverse relationship; meaning, as mobility increases land access decreases. The degree of allowable access for properties is strongly related to the classification of the street a property is located on.

Local streets provide maximum access to private property. Collector streets should have some access



Figure 6.1 2040 Proposed Roadway Network





restrictions to provide for efficient movement of more traffic. Arterial streets should have significant access restrictions. For example, University Parkway restricts access to encourage increased east/west traffic flow and decrease the frequency of unsafe traffic incidents.

### 6.3.1 Access Management Agreements

When access is being determined for properties located on Utah Department of Transportation (UDOT) controlled roads, such as Geneva Road and State Street, it is important that the City work with UDOT to meet their access requirements.

The City of Orem has entered into access management agreements with UDOT for Geneva Road and 800 North. The City is also working with UDOT on an access management agreement for State Street, pending completion of the State Street Mobility Study.

## 6.4 COMPLETE STREETS

As part of the 2010 Orem City Bicycle and Pedestrian, the City adopted a Complete Streets policy. A complete street is one that is designed and operated to safely accommodate all users, including: motorists, pedestrians, bicyclists, transit, and people of all ages and abilities.

A Complete Streets policy causes transportation agencies to design and operate the entire right of way to encompass users of all types and to promote safe access and travel for the users. A complete street policy is put in place to ensure that the streets are safe for bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

A complete street is comprised of many different elements; these elements may include, but are not limited to: sidewalks, bike lanes, crosswalks, wide shoulders, medians, bus pullouts, special bus lanes, raised crosswalks, audible pedestrian signals, sidewalk bulb-outs, and more. The elements that are used can vary from project to project, but the end result is still to achieve a connected network that is safe and effective for all modes of travel.

## 6.5 TRANSIT

Alternative transportation modes play an integral role in alleviating traffic congestion. As Orem continues to develop and the population increases, these alternative modes of transportation will have an increasing role in the transportation system in Orem.

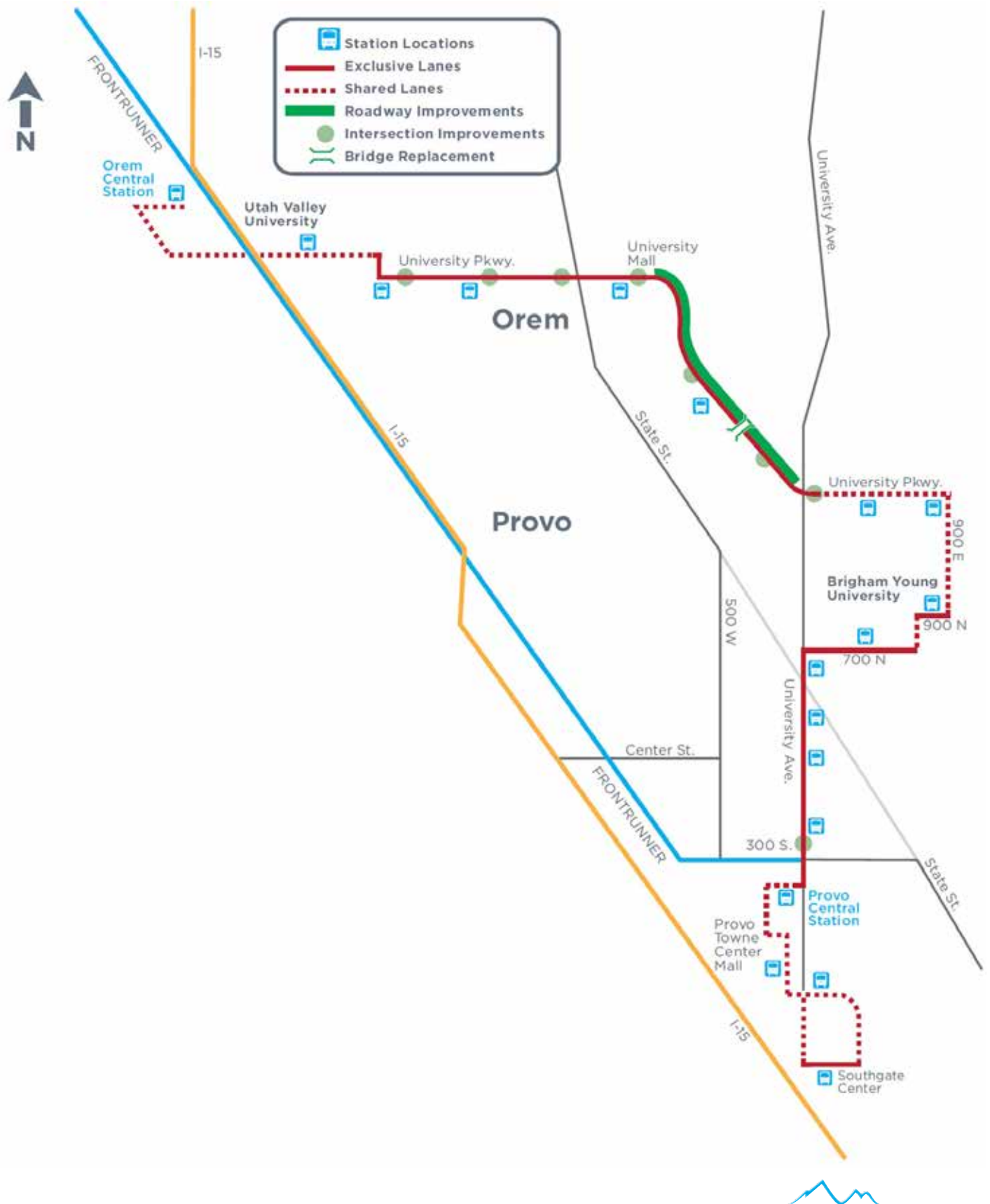
Orem should be actively involved in supporting transit as a viable and attractive alternative transportation mode in the city. These planning and lobbying efforts will assist in procuring the necessary funding and support to develop, implement, and maintain a sustainable transit system. The UTA bus system is versatile as routes and stops can be adjusted as the demand and other factors require it. Close coordination with UTA will improve bus service as well as reduce congestion along major roadways such as University Parkway and State Street.

### 6.5.1 Transit in Orem

In 2018, The Utah Transit Authority opened Utah County's first Bus Rapid Transit (BRT) line, known as UVX (see [Figure 6.2](#)). This BRT line has large portions of the route with dedicated bus lanes and platform



Figure 6.2 UVX, Utah County's First BRT Line





stations. In Orem, this route starts at the Frontrunner Station, which provides commuter rail service along the Wasatch Front. From the Frontrunner Station, UVX travels along University Parkway through one of Orem's major commercial corridors, and heads into Provo.

In addition to BRT, there are plans to enhance bus service on State Street. With the large amount of commercial development along the corridor as well as the growing residential development, light rail is another possibility in the future as the demand for greater transit services are warranted.

If light rail were to develop, the City would strongly favor an alignment down State Street from the northern border south to University Parkway to connect with UVX. There are currently funds available to analyze the State Street corridor from American Fork to Provo and determine the preferred alignment.

## 6.6 BICYCLE AND PEDESTRIAN PLAN

The Orem Bicycle and Pedestrian Plan was adopted in 2010 and represents a citizen driven plan to increase the walkability and bike-ability of Orem. The plan can be found in the appendix of this General Plan.

The vision of the plan is that Orem will eventually be one of the most bicycle and pedestrian friendly cities in the State of Utah, and will be rated a "Platinum" Bicycle Friendly Community by the League of American Bicyclists. Progress has been made as Orem was rated a "Bronze" Bicycle Friendly Community in 2018. The plan outlines a path forward based on the following goals:

1. Implement a Complete Streets Policy
2. Complete a non-motorized transportation system network
3. Monitor the implementation of the Orem Bicycle and Pedestrian Plan
4. Reduce the vehicle miles traveled by single occupancy vehicles in the City of Orem
5. Integrate bicycling and walking into the transit system
6. Ensure citywide bicycle and pedestrian facilities are clean, safe, accessible
7. Implement comprehensive education and encouragement programs targeted at all populations in the City
8. Increase enforcement on City streets and bikeways
9. Provide safe and accessible routes for bicyclists and pedestrians of all ages and abilities.

Figure 6.3 shows the existing and future pedestrian and bike paths in Orem identified in the Orem Bicycle and Pedestrian Plan and the Orem Parks, Recreation, Trails, and Open Space Master Plan. All updates since these plans were adopted are included on the map with the exception of a pedestrian bridge across I-15 that connects the inter-modal center to UVU. Although not shown, a groundbreaking for this pedestrian bridge took place in 2018 and is expected to be completed in 2019.

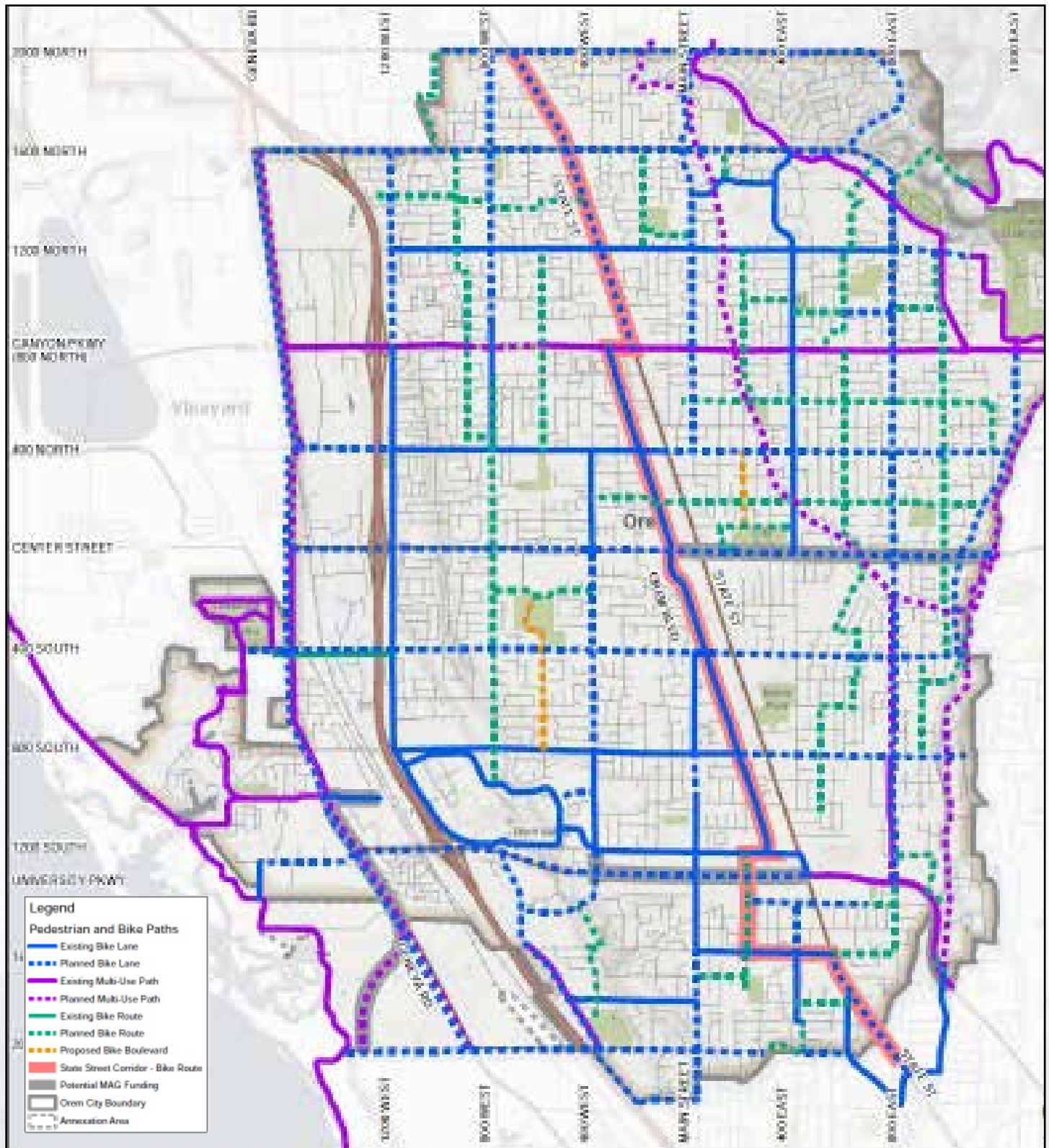
## 6.7 STREET CONNECTION PLAN

One of the recommendations from the State Street Corridor Master Plan was to increase connectivity along State Street. Connectivity refers to the directness of links and the density of connections in a transportation network.



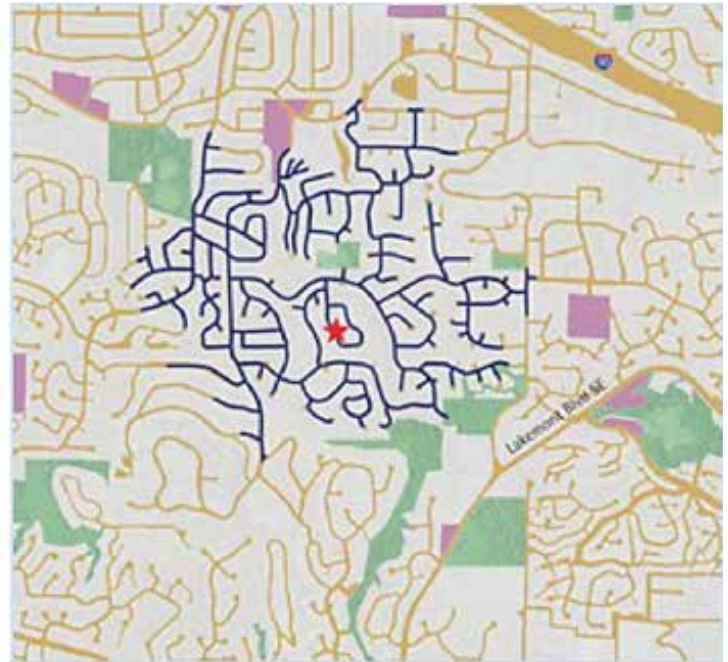
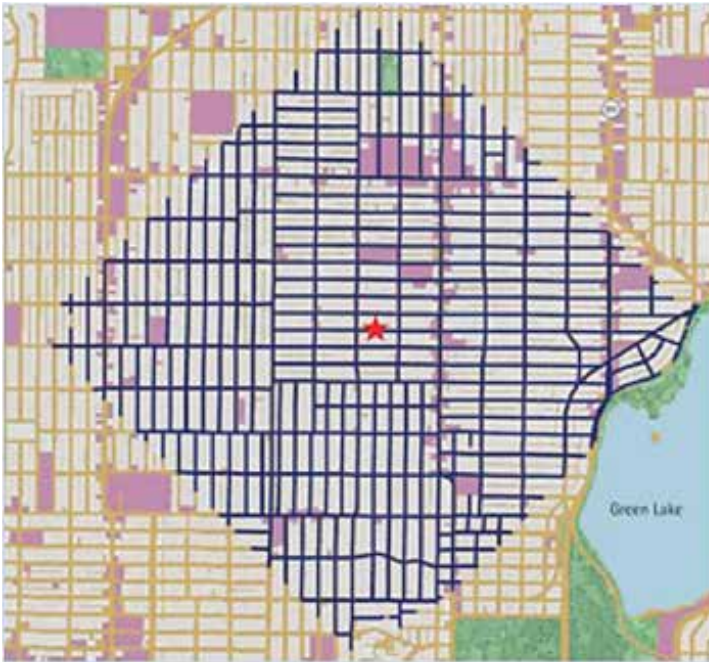


Figure 6.3 Pedestrian and Bike Path Plan





One mile walk in two neighborhoods; the one on the left with more connectivity, the one on the right with less connectivity



A highly connective network has many short links, numerous intersections, and minimal dead-ends. Connectivity is important in all of Orem for the following reason:

- Connectivity reduces travel time and creates shorter routes, which ultimately reduces vehicle traffic
- Connectivity lowers speeds and reduces accident severity
- Connectivity creates more highly valued street frontage for retail and other commercial properties
- Connectivity provides greater emergency vehicle access and reduce emergency response times
- Connectivity provides improved utility connections, easier maintenance, and more efficient trash and recycling pick up
- Connectivity better accommodates transit use

For these reasons, the City Council adopted the Street Connection Plan, which is reflected in [Figure 6.4](#). The appendix contains the full Street Connection Plan,

which is a series of more detailed maps depicting where street connections will be added as redevelopment occurs.

While these maps currently reflect new street connections within proximity of State Street, additional planned street connections may be added in the future with the approval of the City Council. When new development occurs, site plans will be required to preserve these planned connections as future right of way.



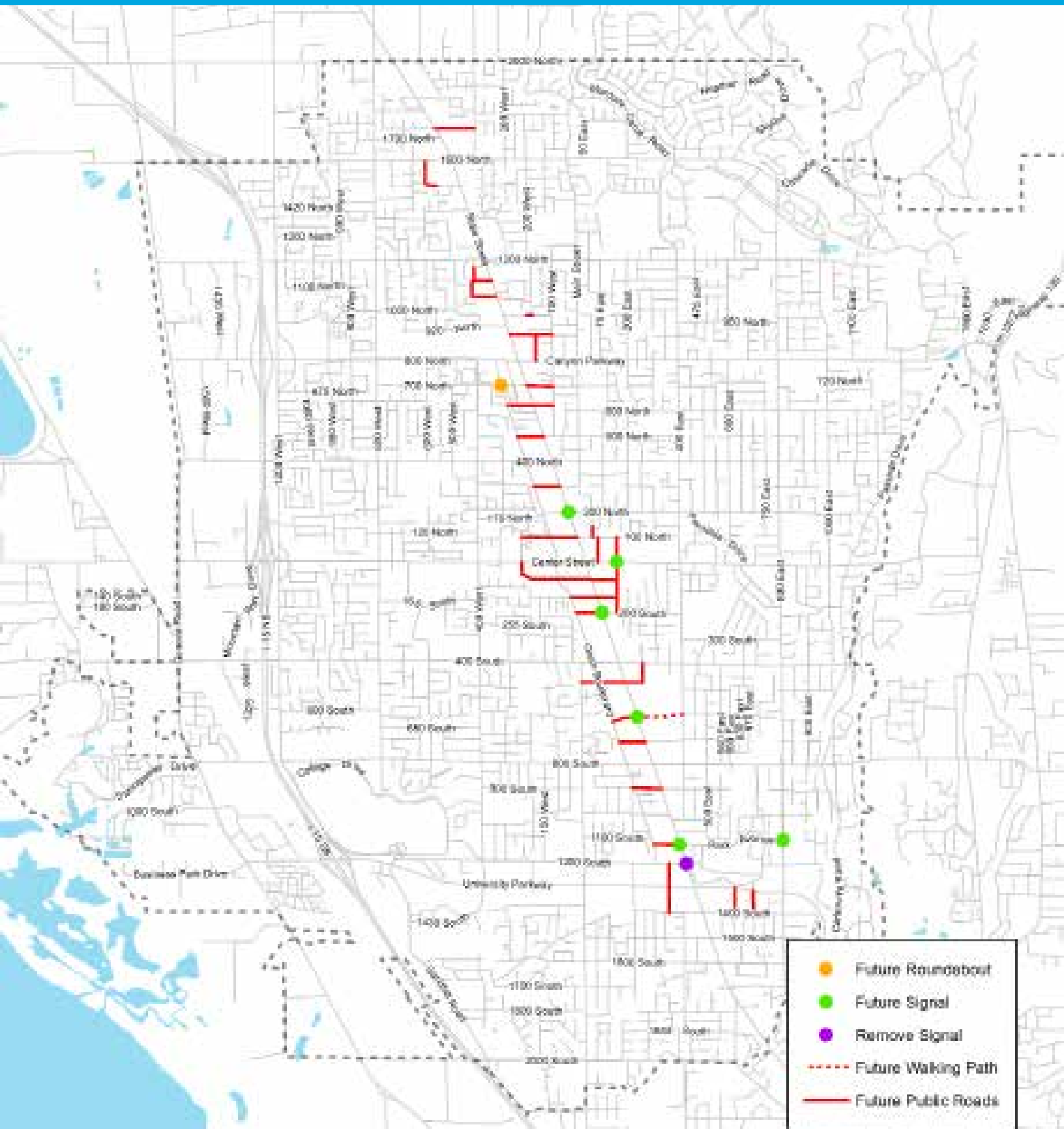
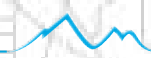


Figure 6.3 Street Connection Plan





"Alternative transportation modes play an integral role in alleviating traffic congestion. As Orem continues to develop and the population increases, these alternative modes of transportation will have an increasing role in the transportation system in Orem."





# PARKS & RECREATION

7.1 PARKS AND RECREATION MASTER PLAN

7.2 PARKS AND RECREATION FACILITIES

7.3 FUTURE PLANNED PARKS





## 7.1 PARKS AND RECREATION MASTER PLAN

The City of Orem recognizes the need to provide parks and open space to enhance the quality of life for all Orem residents. There are numerous health benefits associated with access to parks and open space. Access to these types of spaces has been associated with better perceived general health, reduced stress levels, reduced depression, and other benefits. According to research, people who use public open spaces are three times more likely to achieve the recommended levels of physical activity.

In 2017, The City adopted the Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026). This plan addresses existing conditions, priorities, levels of service and other considerations of a comprehensive parks, recreation and trail system.

The plan also analyzes and assesses the full range of facilities required to meet future needs, and presents goals, objectives and policies that reflect the City's commitment to improving the quality of life for residents as it relates to parks and open spaces. This plan can be found in the appendix.

## 7.2 PARKS AND RECREATION FACILITIES

The City of Orem is fortunate to have a wide range of parks dispersed throughout the community. Established in 1961 with the construction of Scera Park, the Orem parks system has grown to encompass nearly 25 parks today. [Figure 7.1](#) identifies the City's existing parks and open spaces, including existing school fields.

### 7.2.1 Orem's Regional Parks

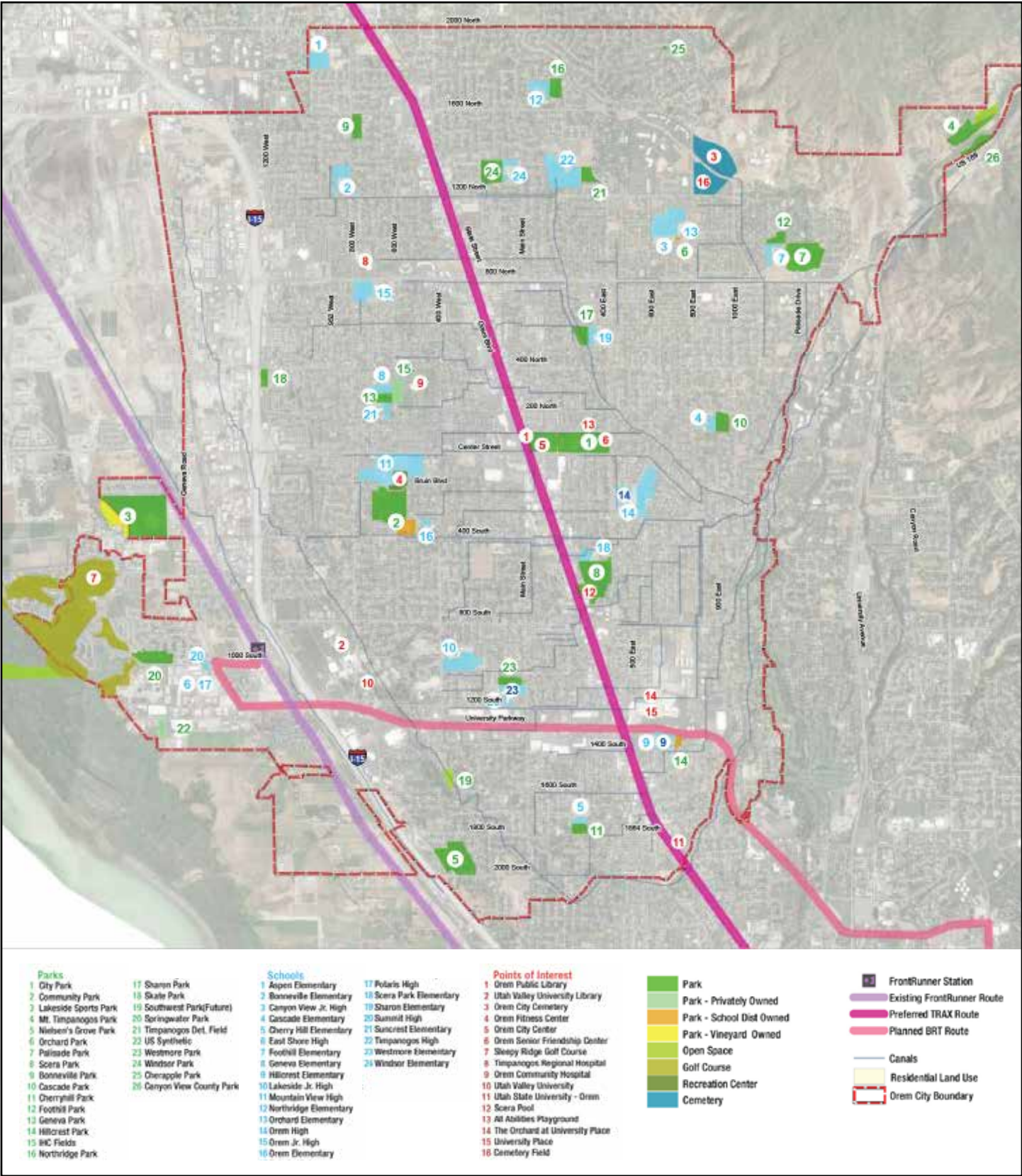
The largest types of parks are regional parks, which serve the City and region with special amenities and features. The following are an inventory of regional parks in Orem:

- City Center Park - a 23.1-acre park in the heart of the City that includes the recently-completed All-Together Playground, the Orem Senior Friendship Center, an arboretum, an outdoor stage, a number of baseball and softball fields and a variety of passive recreation opportunities.
- Orem Community Park – a 43.7-acre park that includes the Orem Fitness Center and a variety of active (sports-oriented) and passive (non- sport focused) recreation opportunities (Alpine School District owns an additional 6.4 acres here, which Orem maintains).
- Lakeside Sports Park- a 54.3-acre park near Utah Lake with a complex of multipurpose sport fields, and baseball/softball fields that serve the community and region (Vineyard owns an additional 9.9 acres here, which Orem maintains).
- Mt. Timpanogos Park – a 11.5-acre park located at the mouth of Provo Canyon which includes a large hosting center for receptions and events, numerous pavilions and access to the Provo River Trail. A new dog park was recently built in one of the park's natural open areas, which is the only dedicated dog park in the City.
- Nielsen's Grove – a 20.6-acre park located in the southwestern portion of the City on the site of the original homestead of Danish immigrant Jorgen Nielson. This unique park includes replicas of historic buildings, a pond, a reflective pool and fountain, formal gardens, picnic pavilions, and a variety of open lawn areas and passive recreation zones.





Figure 7.1 Existing Parks and Recreation Facilities





- Palisade Park – a 21.4-acre park located in the northeastern portion of the City with a variety of active and passive recreation amenities. It also includes a splash pad, which was completed in 2017.
- SCERA Park – a 25.0 acre park in the southeastern portion of the City. The park includes the SCERA Outdoor Pool, SCERA Shell (an outdoor amphitheater), a disc golf course and a variety of active and passive recreation amenities.

Together these seven regional parks owned by the City encompass 199.6 acres. It should be noted that an additional 6.4-acres of park land owned by the Alpine School District is located at Community Park, and 9.9 acres owned by the City of Vineyard are at Lakeside Sports Park. Although some of this land is maintained by the City of Orem and is used by Orem residents, it is not under the control of the City and the future use cannot be guaranteed. As a result, the acreage was not included in the total above.

### 7.2.2 Neighborhood Parks

Neighborhood parks are smaller than regional parks, typically 1.5 to 10 acres in size, and provide large amenities that are focused on the needs and interests of the surrounding neighborhood. Typical amenities include grassy play areas, restrooms, pavilions, playgrounds, sport courts, sports fields, picnic areas and seating, walking paths and perimeter trails.

The neighborhood parks in the City include: Bonneville Park, Cascade Park, Cherryhill Park, Foothill Park, Geneva Park, Hillcrest Park, Northridge Park, Sharon Park, Skate Park, Springwater Park, Timpanogos Detention Field, Westmore Park and Windsor Park.

These thirteen neighborhood parks encompass 64 acres of land in total. They range from 2.8 to 11 acres in extent, and average just under 5 acres in size.

### 7.2.3 Mini Parks

Mini parks are typically less than 1.5 acres in size and usually have some improved amenities. They do not typically include restrooms. This type of park usually serves a small residential area, often helping to fill a service gap not provide by larger parks. Cherapple Park, which is 0.2 acres in extent, is the only mini park in the City.

### 7.2.4 Special Use Parks

Special use parks vary greatly in extent and tend to serve a special interest or have a non-traditional park focus. Orem has two of these parks. The first is Cemetery Field (16.0-acres), a portion of which has been used for informal recreation in the past, but is slated to be utilized for interments by the Orem Cemetery within the next year. The area will still likely continue to be used for passive recreation like walking and jogging along the pathways in the future.

The second special use park is Orchard Park. Composed solely of a single small pavilion maintained by the City, the park is located on the grounds of Orchard Elementary, which is owned by the Alpine School District, and is closed during school hours.

### 7.2.5 Other Parks and Open Space

There are two private recreation sites that Orem maintains which offer some athletics opportunities: IHC Field (5.3 acres) and US Synthetic Field (2.9 acres). While the City programs some activities on the IHC



Field, it does not program US Synthetic Field.

The other major park/recreation facility in the City is the Sleepy Ridge Golf Course (163.2 acres). The property is owned by Orem but leased to a private company for operation.

The City maintains approximately 42.8 acres of parkways, roundabouts, freeway interchanges and welcome sign areas. While these provide a level of openness and beautification, and in some cases, are part of flood control infrastructure, they are not programmed for recreation activities and include no park amenities.

## 7.3 FUTURE PARK SPACE

The City recently acquired additional land at Lakeside Park (1.3 acres) just west of the existing park. The land will be used to expand the existing park.

The southwest area of Orem is slated to add a 3.5 acre neighborhood park in the future, though no master plan has been developed yet. The site is located in an area of the City that is well-served by existing parks, with Nielsen's Grove, Westmore, and Cherryhill parks located within a mile. However, the City already owns the site, and it is a beautiful piece of open space in an existing residential neighborhood. Formalizing development of this park land would enhance the neighborhood, contribute to an increase in the quality of life for residents and ensure this space remains as publicly-accessible park land.

The City has been moving forward with master planning for the 800 North Trailhead Park, where the Murdock Trail begins. This small site is only 0.05

acres, making it a future Mini Park. The preliminary concept enhances the site as a more formal entry to the Murdock Canal Trail with improved landscaping and amenities for trail users.

The most recent proposed park for the City is a bike skills park near Mt. Timpanogos Park (approximately 4.6 acres). The City anticipates significant volunteer participation with this effort.

### 7.3.1 Future Needs

With limited available vacant land and the primary opportunities to develop significant parks limited to the Southwest Annexation Area (where there is only limited need), a new vision is required to meet the future needs for parks. While the development of a large regional park is certainly one possible component, a range of small urban parks should be considered for meeting the bulk of needs. This model supports incremental park development as part of urban redevelopment and infill, providing a finer grain of mini parks, community gardens and plaza parks to complement the large active parks that currently prevail.

As described in the State Street Corridor Master Plan, one of the plan objectives is to "Develop a Strong Open Space Network Along State Street." The plan specifically mentions plazas, pocket parks (classified as Mini Parks in this plan), event venues and signature gathering spaces, utilizing a combination of public and privately-owned open space.





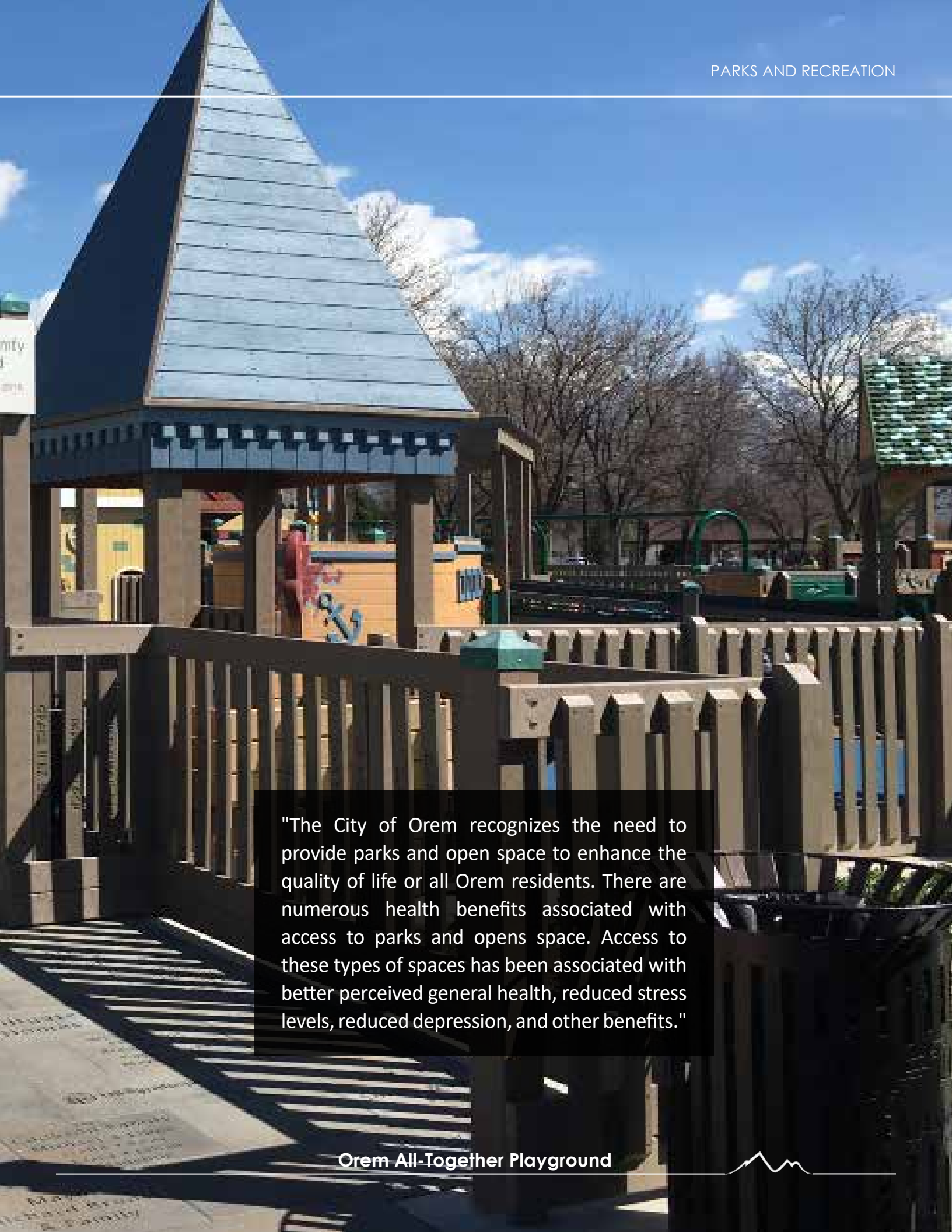
# All-Together Playground

where everybody plays

community  
bulletin  
board

## Playground Rules

- Playground Hours: Sunrise to Sunset
- Play at your own risk.
- Children under 8 years of age must be accompanied by an adult 18 years or older.
- Playground equipment may be hot, please use caution.
- No pets, with exception to service animals.
- No glass containers or bottles allowed inside playground area.



"The City of Orem recognizes the need to provide parks and open space to enhance the quality of life for all Orem residents. There are numerous health benefits associated with access to parks and open space. Access to these types of spaces has been associated with better perceived general health, reduced stress levels, reduced depression, and other benefits."





# PUBLIC SERVICES

8.1 FACILITIES AND SERVICES

8.2 IMPACT FEES

8.3 EDUCATIONAL SUPPORT





## 8.1 FACILITIES AND SERVICES

Public services includes basic facilities and municipal services that residents expect the City of Orem to provide in exchange for the taxes and fees which are collected. The City provides a range of services including sewer, water, street maintenance, snow removal, the public library, fire and EMS, police, and other services.

### 8.1.1 City Administration

The City of Orem's Administration is located at the City Center complex at 56 North State Street. The complex is comprised of four buildings, including the City Center Administration building, the Orem City Library, the State Court and City of Orem Justice Court buildings, and the Public Safety building. Departments located in the City Center Administration Building are the City Management, Administrative Services, Development Services, and Legal Services.

### 8.1.2 City Library

Located at 58 N. State Street in the north end of the City Center complex, the Library has approximately 366,000 items including all types of resources, with a circulation of over 1.5 million. Orem also has a reciprocal borrowing program with the Provo City Library, allowing residents from both cities to use their library card in either library. Many programs and events are held at or sponsored by the Library including weekly children's story-time, cultural programs, music events, plays, lectures, and a range of other events and activities for youth and adults. Spanish speaking programs are also offered

as well as programs for those with special needs.

### 8.1.3 Public Works

Located at 1450 West, 550 North, the Public Works Facility houses the Public Works Department, which includes Traffic Coordination, Traffic Signs, Cemetery, Fleet Services, Facility Maintenance, Parks, Storm Water, Streets, Water Supply, Water Distribution, Blue Stakes, Waste Water Collection, Water Reclamation, and Volunteer Services. The Public Works Department is committed to providing the highest quality and lowest cost infrastructure for the citizens of Orem.

Water sources from the City include two springs, nine wells, and surface water from the Provo River, Deer Creek, and Jordanelle Reservoir. Each year a Water Quality Report is delivered to all residents. Water crews maintain over 450 miles of water main and service lines. The Water Reclamation Facility is responsible for the daily operation and maintenance of the Water Reclamation Plant. They also maintain over 270 miles of lines, transporting wastewater to the plant.

### 8.1.4 Public Safety

The Department of Public Safety, headquartered at 95 East Center Street, provides police, fire and emergency medical services. The Department strives to inspire confidence in community safety, security, and well-being. The mission statement reads: "In partnership with the community, provide professional, quality and caring public safety services to create a safe environment and high quality of life for the citizens of Orem."





The Orem Police Department serves Orem through the dedicated work of 82 sworn police officers, 41 civilian employees, and 20 citizen volunteers. The department is made up of three separate divisions: Patrol, Investigations, and Support Services.

The Fire Division staffs four stations to provide coverage to the citizens of Orem. Station #1 is located at 300 East 1000 South, Station #2 is located at 911 North Main Street, and Station #3 is at 225 North 1200 West. The fourth station is located in Lindon where we partnership with Lindon for fire and emergency medical services. Lindon City is currently building a new Public Safety Building that will also serve as a fully staffed and functioning fire station for the residents of Lindon City and north Orem.

## 8.2 IMPACT FEES

An impact fee is a one-time fee charged by local governments to mitigate the impact on local infrastructure caused by new development. Growth in the form of new homes and businesses requires expansion or enlargement of public facilities to maintain the same level and quality of public services for all residents of a community. Impact fees help fund expansion of public facilities necessary to accommodate new growth.

Impact fees are determined through a complex analysis of a local government's existing level of public services, future needs due to growth, and the anticipated cost to maintain the existing level of service.

In 2018, the Mayor and City Council adopted impact fees for new development city-wide (previously, the Mayor and City Council had adopted impact fees for a

newly annexed area of the City known as the Southwest Annexation Area). These fees were developed in accordance with Utah law and with the input of the public and in consultation with representatives of the development community. These impact fees will be charged on new construction and will allow the City to keep overall tax rates lower while maintaining the level of service we currently enjoy in our parks, recreation, water, sewer, storm drainage, police, fire, and transportation systems.

## 8.3 EDUCATIONAL SUPPORT

It is the objective of the City of Orem to support, where possible, the educational institutions within the community, to emphasize the importance of education for all citizens.

A close working relationship needs to be maintained with the Alpine School District to encourage and facilitate the improvement of elementary and secondary education in Orem. The City also needs to actively participate in and support the growth and development of Utah Valley University, to understand the needs and impacts of this continually growing campus.





"The Public Works Department is committed to providing the highest quality and lowest cost infrastructure for the citizens of Orem."







# APPENDIX

APPENDIX A: OREM LAND USE MAP

APPENDIX B: OREM ZONING MAP

APPENDIX C: OREM BICYCLE AND PEDESTRIAN PLAN

APPENDIX D: OREM STATE STREET CORRIDOR MASTER PLAN

APPENDIX E: OREM ECONOMIC DEVELOPMENT STRATEGIC PLAN

APPENDIX F: OREM TRANSPORTATION MASTER PLAN

APPENDIX G OREM PARKS, RECREATION, TRAILS, AND OPEN SPACE MASTER PLAN

APPENDIX H: OREM STREET CONNECTION PLAN

APPENDIX Z: NEIGHBORHOOD PLANS

1. CANYON VIEW, ORCHARD, & CASCADE NEIGHBORHOOD PLAN
2. OREM NORTH & SHARON PARK NEIGHBORHOOD PLAN
3. NORTHRIDGE, HEATHERIDGE, & WINDSOR NEIGHBORHOOD PLAN
4. ASPEN & TAMPVIEW NEIGHBORHOOD PLAN
5. GENEVA HEIGHTS, OREM PARK, & SUNCREST NEIGHBORHOOD PLAN

