

## Ogden Valley General Plan Recreation Element



OCTOBER 2005

Weber County, Utah

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## Stakeholders Committee

The planning process for the Ogden Valley General Plan Recreation Element was directed by a Weber County appointed Stakeholders Committee. The following individuals dedicated their time and expertise in the development of this document as Stakeholder Committee members:

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Special thanks to all the citizens and property owners who took the time to participate in public workshops and to provide their input.





## EXECUTIVE SUMMARY

Ogden Valley is a special place to its residents and visitors. Whether it's the scenic vistas, abundant natural resources, rural atmosphere, recreational opportunities, quiet lifestyle, or a combination of these qualities, Ogden Valley clearly has a lot to offer. Over the last four decades, Ogden Valley has served as the urbanizing Wasatch Front's "great escape" for recreationists interested in a diverse array of activities including hiking, biking, horseback riding, boating, sailing, snowmobiling, skiing, hunting, fishing, and scenic driving. During this same time period, many newcomers and visitors have chosen to move to or invest in Ogden Valley, leading to a tremendous amount of real estate development. Herein lies the predicament facing Ogden Valley today: how can the qualities that make Ogden Valley a desirable place to live, recreate, and visit be protected while allowing for the inevitable growth to assure that the region becomes a world-class resort destination? This document attempts to answer this question.

Ogden Valley is home to four recreational resorts: Nordic Valley, Powder Mountain, Snowbasin, and Wolf Creek. Ogden Valley also has substantial public lands, including National Forest, State of Utah, and Weber County properties, that encompass one-third of its total land base. While the resident population is approximately 5,400 citizens who live in about 3,000 homes (about one-third of these are second homes), over 1.5 million visitors come to Ogden Valley each year to recreate. Based on current zoning and land use ordinances (including adoption of the proposed Sensitive Lands Ordinance), a minimum of 16,000 homes could be constructed in Ogden Valley at full build-out (over five times the number of homes that exist today and about 2.5 times the number anticipated in the OVGP's carrying capacity analysis).

Weber County's Ogden Valley General Plan (OVGP) was adopted by the County Commission in 1998. In the State of Utah, governing bodies (Cities and Counties) are required to prepare a General Plan that acts as an advisory guide for making land use decisions within their jurisdictional boundaries. The OVGP includes elements for Sensitive Lands, Commercial Development, Industrial Development, Carrying Capacity, Policies, Infrastructure, and Land Use. Recreation planning was called for in the OVGP, but no progress on this element was made through the year 2004. This Recreation Element document has been prepared to meet this need and to achieve the OVGP's goal of enhancing quality recreational opportunities and to implement its objectives.

Following adoption of a General Plan, governing bodies must then adopt land use ordinances that require all forms of development to comply with the General Plan. Since adoption of the OVGP, Weber County has prepared and adopted a number of new ordinances to implement the policies included in the OVGP. Preparation of the remaining ordinances in some cases is currently in progress and in other cases is still pending.



This Recreation Element document also identifies what ordinances and investments Weber County will need to make in order to implement this component of the OVGP.

From effective stakeholder input throughout the one-year planning process, a number of recreation growth and development concepts influenced the recommendations found in Chapter 9. These include:

- ★ **“Do Not Kill the Goose that Laid the Golden Egg!”** Open space, and the quality of life, wildlife habitat, and scenic beauty that open lands provide, is the most valuable asset to the Ogden Valley. Ogden Valley residents desire open space and Ogden Valley visitors are attracted by open space. It is imperative that Ogden Valley citizens, property owners, developers, and officials recognize the importance of protecting the qualities that residents desire, and that attract visitors, while encouraging quality resort and recreation development. Current zoning is recognized as the greatest threat to preserving the quality of life in Ogden Valley due to the increasing demand for new construction and the low-density pattern of development that the zoning tends to encourage.
- ★ **“Protect Private Property Rights and Provide Property Owners with Options.”** None of the recommendations in Chapter 9 take away the rights of property owners in Ogden Valley. In fact, the recommended Transfer of Development Rights (TDR) program and the Purchase of Development Rights (PDR) program provide options for property owners, especially those who are interested in conserving their lands for the benefit of future generations. It could be argued that TDR and PDR programs allow property owners to fully exercise their rights by keeping land open while still obtaining a return on their investment.

★ **“Provide a Level Playing Field for the Real Estate Development Community.”**

Inconsistent re-zoning could favor some developers with additional density while restricting it from others, creating speculation and unpredictability for investors. A reliable development policy would provide assurance to developers that surrounding quality and long term value of the development are sustained. The real estate development community relies on Ogden Valley’s recreational draw, which is defined by quiet hamlets and villages surrounded by rural landscapes and wildlife habitats. It is important to have future development preserve this pattern, which cannot happen without reliable, well-managed development rules and policies. Consistent rules would allow all land owners to profit from the increasing attraction of Ogden Valley while encouraging a balance between land development and preservation of open lands.

★ **“Balance Citizen Desires for No Additional Units with Incentive-Driven Programs.”**

Upon learning that full build-out for Ogden Valley under current zoning could increase the number of homes between four and six times the number today, residents did not want zoning changes that allowed more homes. This desire has to be balanced with the need to offer incentives to property owners and developers to choose TDR, PDR, or cluster subdivision options. Similar programs exist in Utah and across the United States; all have incentives to encourage quality growth.

★ **“Use Development Approaches that Reduce Infrastructure Costs.”** The current development approach in Ogden Valley (single family units spread across the Valley on large 3-acre lots) will increase costs to provide utilities, roads, schools, etc. and will lead to increased levels of air and noise pollution. By encouraging clustered developments, costs to deliver services



are reduced as water lines, sewer lines, and other utilities are shortened. Clustered development also makes public transportation more feasible and cost effective, thereby diminishing the need for expensive roads and reducing the associated air and noise pollution.

- ★ **“Encourage Private Businesses and Entrepreneurs to Meet the Growing Demand for Recreational Facilities.”** Right now, recreational facilities on public lands, such as campgrounds, parking areas, and boating facilities, are over capacity. Any substantial increases in the amount or types of recreation currently occurring on public lands are expected to have measurable negative impacts on the natural environment. It is only through development of future recreational facilities on private lands that recreational demands can be met in Ogden Valley.

The first six chapters of this Recreation Element provide much of the background information that was collected to support the recommended policies and implementation strategies found in Chapter 9. Chapter 7 summarizes the issues and challenges facing Ogden Valley, while Chapter 8 evaluates a number of alternative development scenarios.

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## CHAPTER 1: INTRODUCTION

In early 2004, Weber County, in cooperation with Envision Utah, initiated efforts to develop the Recreation Element of the OVGP. Adopted in 1998, the OVGP has lacked a carefully planned Recreation Element to address the growing demand for recreational activities and resort development in Ogden Valley. As noted in “An Update on the Adopted Ogden Valley General Plan” (Weber County 2001), recreation planning was called for in the OVGP but no conclusions or decisions have been made to date on this item. This Recreation Element helps to meet this need.

In the State of Utah, governing bodies (Cities and Counties) are required to prepare a General Plan that acts as an advisory guide for making land use decisions within their jurisdictional boundaries. Following adoption of a General Plan, governing bodies must then adopt land use ordinances that require all forms of development to comply with the General Plan. Since adoption of the Ogden Valley General Plan (OVGP),

Weber County has prepared and adopted a number of new ordinances to implement the policies included in the OVGP. Preparation of the remaining ordinances in some cases is currently in progress and in other cases is still pending. This Recreation Element document also identifies what ordinances and investments Weber County will need to make in order to implement this component of the OVGP.

### Project Purpose

The proposed Recreation Element is needed to establish criteria and direction for general recreation planning, with guidelines and standards for recreation resort development throughout Ogden Valley. As a component of the OVGP, the Recreation Element is predominantly a policy document to serve as a guide to staff, property developers, and governing bodies of Weber County in response to the wants, needs, and desires of the community. This document is the result of the planning efforts that have occurred over the past year, including:

- ✧ Facilitation of monthly Stakeholders Committee meetings to guide the planning process.
- ✧ Facilitation of a comprehensive community involvement program to ensure adequate public input.
- ✧ Review of the OVGP's vision statements to mesh with the Recreation Element.
- ✧ Analyzing the recreation, open space, and resort needs of Ogden Valley.
- ✧ Analyzing the tourism and economic development aspects of recreation and resort development in Ogden Valley.
- ✧ Analyzing the traffic implications of recreation and resort development in Ogden Valley.

- ✧ Preparing a set of recreation and resort planning alternatives.
- ✧ Preparing appropriate policies to guide future recreation and resort developments.

## Planning Background

Ogden Valley, located about 8 miles east of Ogden, Utah, in Weber County is a high elevation, northwest- to southeast-trending valley about 4 miles wide and 12 miles long. The general landscape character is a valley surrounded by mountains with rolling foothills dissected by the three major tributaries to the Ogden River. The Project Area for the OVGP Recreation Element is shown in Figure 1, and includes approximately 207,875 acres or about 325 square miles of community, agricultural, and forested lands. Popular recreational destinations within the Project Area include Pineview Reservoir, Powder Mountain Resort, Snowbasin Resort, Nordic Valley Ski Area, Ogden Canyon, and the Ogden River. Residential development is primarily concentrated in the Valley floor area, extending up gentle slopes into the mountain foothill areas. The population beginning in 2005 is estimated at about 5,400 year-round residents in Ogden Valley.

The Ogden Valley General Plan was prepared during the mid-1990s, completed in 1996, and adopted by the Weber County Commission in 1996 and 1998. The geographic focus of that document was on the Valley floor (i.e., the zoning districts other than the hillside and mountainous “Forest” zones). Thus, the OVGP looked carefully at the portion of the Valley that holds the majority of current and future housing units, but it did not assess the majority of the overall land base or the mountainous areas that are home to the Valley's three ski resorts and large holdings of state and federal lands.

The OVGP assessed the carrying capacity of Ogden Valley (i.e., the number of dwelling units or population that could be sustained) in terms of traffic, water supply, and waste water treatment. It clearly indicated that traffic capacity limitations in Ogden Canyon, as well as



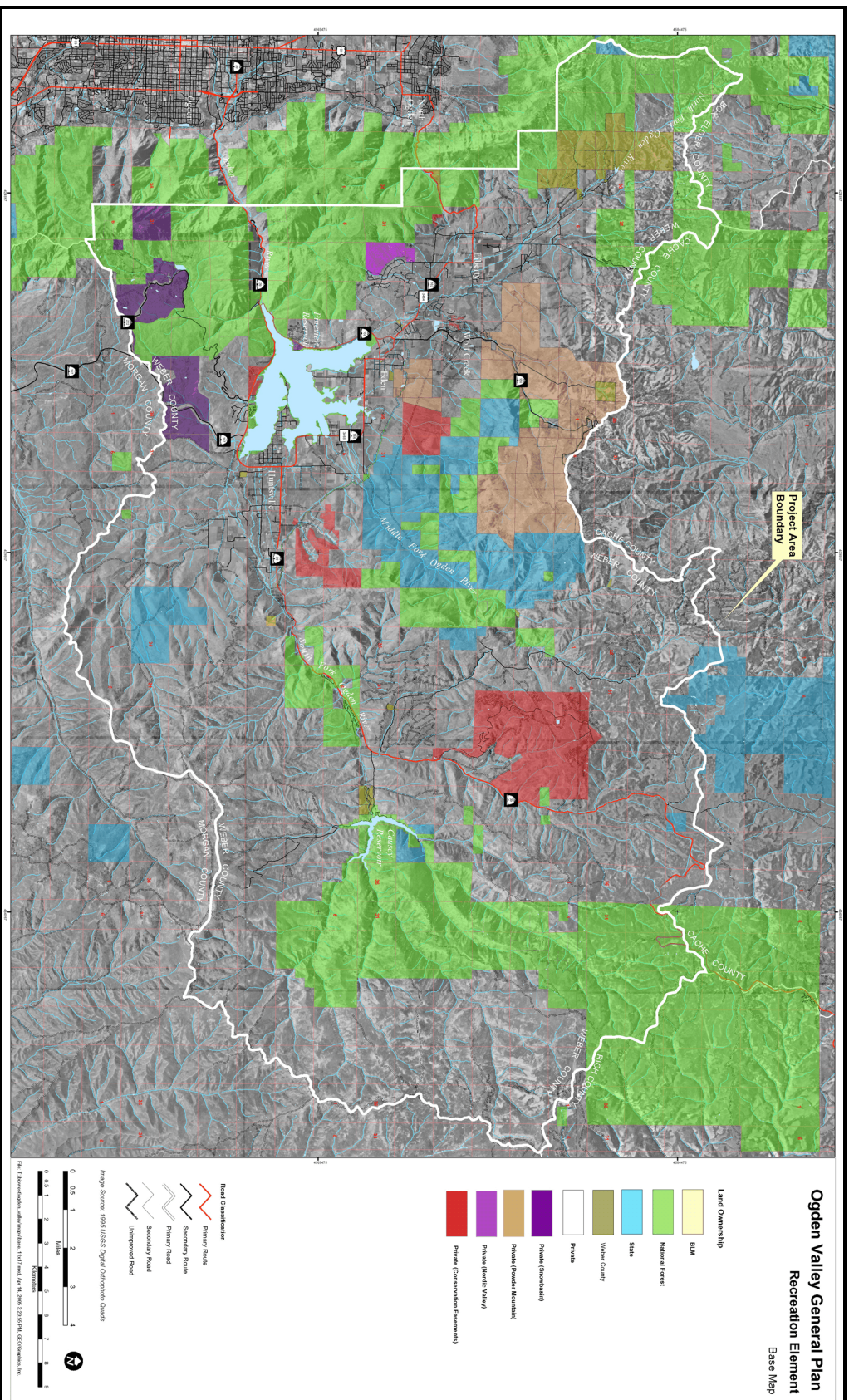


Figure 1. Ogden Valley General Plan Recreation Element Project Area Map.



potential water quality damage that might result from high growth levels, merited defining a target growth level. The OVGP defined a projected growth management limit for a 20-year time horizon (1996 to 2016) of 6,200 units (Weber County 1998). As a result of that planning process, a majority of the Ogden Valley floor was rezoned from one housing unit per one acre densities to one housing unit per three acre densities. However, the OVGP did not determine the maximum growth potential for Ogden Valley (i.e., the “by right” development entitlement of landowners) given the revised zoning densities. This planning process for development of the Recreation Element helped to fill this gap in citizens understanding of Ogden Valley's maximum growth potential under current conditions.

## Ogden Valley Vision Statement

The narrative for the Ogden Valley Vision Statement from the OVGP is as follows:

The residents of Ogden Valley care deeply about the Valley they call “home.” They enjoy their rural lifestyle and the natural beauty that surrounds them. They are justifiably proud of the unique characteristics of Ogden Valley, its timeless mix of pioneer heritage, agricultural lands, recreation opportunities, abundant wildlife, scenic vistas, and quiet living. Visitors to the Valley are struck by its unspoiled character and its unassuming charm. The people of Ogden Valley value these qualities and recognize that protecting, preserving and fostering these qualities requires foresight and wisdom. Their shared affection of this Valley and their hopes for its future guide them as they embark on this planning process.

The two guiding principles from the OVGP Vision Statement are:

- ★ Protect the natural beauty and natural resources of the Valley.
- ★ Maintain the Valley's rural atmosphere and rural lifestyle.

Within the Vision Statement narrative for the second guiding principle, the following discussion highlights the desires of Ogden Valley residents concerning recreation:

There are recreational opportunities everywhere. Parents teach their children to fish in the Ogden River, teach them to ski in nearby resorts, and teach them to hunt in the Wasatch Mountains. Residents can hike and horseback ride the many trails which wind their way through the surrounding mountains and hills. They can ride mountain bikes along country roads, golf at courses in Nordic Valley and Wolf Creek, or camp at one of many U.S. Forest Service campgrounds. They can gather at the Huntsville City Park for an impromptu softball game or a family picnic. They can windsurf or water ski on Pineview Reservoir. Visitors also enjoy the recreational opportunities in the Valley. Lower Valley residents often spend at least a portion of their weekend in and around the Valley. In the winter, visitors come to the Valley to ski at Snowbasin, Powder Mountain and Nordic Valley. In the summer, they come to the Valley to camp, boat and fish on the Pineview and Causey Reservoirs and hike and bike in the Wasatch Mountains. Although these visitors do not live in the Valley, they appreciate its outstanding recreational resources.

## Relevant General Plan Goals and Objectives

Specific OVGP Goals and Objectives related to recreation and resort development that guided the Recreation Element planning process include the following:

### OVGP Goal:      Enhance Quality Recreational Opportunities

#### *OVGP Objectives*

- ★ Identify recreational assets, facilities and activities in the Valley and determine which facilities might be expanded to meet increased recreational demand and plan for such expansion.
- ★ Identify areas suitable for community parks, campgrounds or trail systems.
- ★ Determine the amount and degree of recreational development necessary to support high quality recreation experiences in the Valley.
- ★ Promote public/private cooperation in recreation planning.
- ★ Coordinate with Federal and State agencies in recreation planning.
- ★ Promote safe and responsible recreation conduct in the Valley.
- ★ Ensure that recreational activities do not harm the natural resources within the Valley.

## Document Overview

This document has been divided into the following nine chapters:

1. Introduction
2. Land Use and Zoning Analysis
3. Recreation Analysis
4. Environmental Resources Analysis
5. Transportation Analysis
6. Public Participation and Opinions
7. Issues and Challenges
8. Alternative Development Scenarios
9. Recommended Policies and Implementation Strategies



## CHAPTER 2: LAND USE AND ZONING ANALYSIS

This chapter presents a series of analyses that were prepared during the Recreation Element planning process to assess the land use and zoning status of Ogden Valley as a whole, and in particular the land use status and growth potential for the existing resorts. Together, this information provides a thorough overview of the existing land use conditions in Ogden Valley and at the resorts, as well as a summary of the type of growth potential that exists under current zoning conditions in Ogden Valley and at the resorts.



## Land Use and Development Assessment

This section provides a baseline of land use information for the Recreation Element. As indicated in Table 1, the Project Area consists of approximately 207,875 acres of land. This is the entire Project Area including the central incorporated and settled village areas in and near Huntsville, Liberty, Eden and Wolf Creek (see Figure 1). Table 1 also presents data on the broad land ownership pattern in the Project Area by each of nine planning districts that were defined for this planning process (Figure 2). The planning districts allow the vast Project Area to be broken into discrete units for more detailed study and understanding. Today, 67 percent of the land in Ogden Valley is privately owned. An additional 26 percent of the land is owned by the federal government and managed by the Forest Service. Another 6 percent is owned by the State of Utah and is primarily used as Wildlife Management Areas. The final 1 percent is owned by Weber County.

**Table 1. Land Ownership Acreage by Planning District in Ogden Valley.**

Planning District	Private Land	Federal Land	Utah State Land	Weber County Land	Totals	Percentages
Causey	41,390	19,779	509	164	61,842	30%
Magpie	25,334	1,620	1,750	24	28,728	14%
Middle Fork	34,526	3,629	4,983	41	43,180	21%
Nordic Valley	4,548	6,202	68	42	10,860	5%
North Fork	6,038	8,083	156	2,542	16,820	8%
Pineview	2,792	3,568	68	32	6,460	3%
Powder Mountain	8,874	2,599	3,145	197	14,816	7%
Snowbasin	6,161	7,381	10	0	13,552	7%
Wolf Creek	10,385	112	1,093	27	11,616	6%
Totals	140,048	52,975	11,782	3,070	207,875	100%
Percentages	67%	26%	6%	1%	100%	

Source: Weber County GIS data (2004).

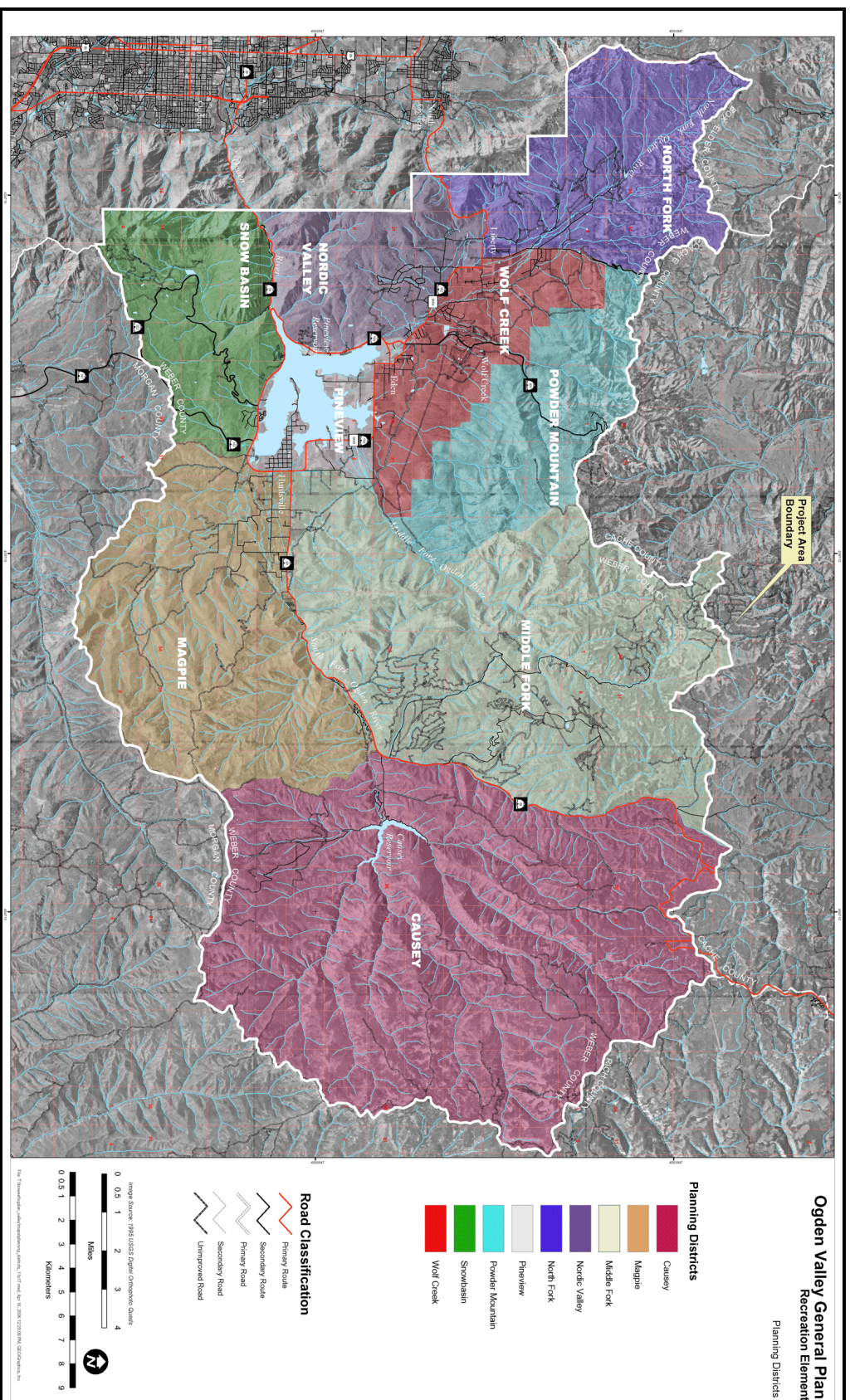


Figure 2. Ogden Valley General Plan Recreation Element Planning Districts Map.

The major implication of this information is that, contrary to what some might think, there are large amounts of private land (140,048 acres) in Ogden Valley that could be available for some level of development. This means there is the potential for the resident and visitor populations to grow significantly, whether there is resort development or not.

Table 2 presents Weber County data on the various land use categories in Ogden Valley organized by the planning districts. Although the land use categories are not defined with great specificity, they nonetheless illustrate how much land is currently in use for agriculture (19,706 acres), commercial and public recreation (17,523 acres), year round homes (2341 acres) and second homes (1453 acres). The somewhat vague category of “Mtn undetermined” refers to mountainous land, the current use of which is unclear. This no doubt covers much of the undeveloped forested land under U.S. Forest Service management as well as privately owned forested lands. This category accounts for over 146,000 acres or 70 percent of the total. Figure 3 shows the location of these land uses within the Project Area.

Table 3 presents data on the distribution of land by zoning category. The most notable aspect of this information is that 73 percent of all the land in Ogden Valley is zoned for F-40 or 40 acre minimum lot sizes. Much of this land overlaps with the “Mountainous - undetermined” from the land use table. The other large zoning categories of land are the F-5 (18,149 acres), the FV-3 (10,299 acres), the AV-3 (9828 acres), and the F-10 (8965 acres). From the perspective of development impacts, although there is less land in the higher density zoning categories, more housing units will be generated from those zoning categories than the F-40 zoning category. Figure 4 shows the location of current zoning categories within the Project Area. For complete descriptions of Weber County zoning categories, please visit the Planning Commission section of their website at <http://www1.co.weber.ut.us/>.



Table 2. Distribution of Ogden Valley Land by Land Use Categories.

Land Use Names	Land Use Codes	Acres by Planning District										
		Causey	Magpie	Middle Fork	Nordic Valley	North Fork	Pine-view	Powder Mtn	Snow-basin	Wolf Creek	Total Acres	% of Total
Agricultural	A	2,591	3,785	2,118	2,483	1,872	2,001		624	4,230	19,706	9.54
Cemetery	CM						1			6	7	0.00
Commercial	C	1	8	8	8		16	5	18	7	72	0.03
County	GOV-C			55	6					1	62	0.03
Huntsville	Incorp.		22	3			498				522	0.25
Manufacturing	M				2					11	13	0.01
Mtn-fed and state	W	203	37	46	2		3,055		42	58	3,443	1.67
Mtn-undetermined	AA	35,239	21,057	11,038		1,410		6,492	1,573	2,970	79,780	38.64
Mtn-undetermined	VV	21,136	2,168	14,759	6,452	9,333	357	7,579	4,335	1,484	67,604	32.74
Multifamily	MF						1				1	0.00
Multifamily	MF-C							4	2	28	35	0.02
NA	CH		12		1	3	0		4	14	35	0.02
Parks	P						0			25	25	0.01
Parks	P-C	164				2,451					2,615	1.27
Recreation	R	1,269	152	8,080	617	167	112	581	5,239	1,306	17,523	8.49
Roads	Roads	248	103	309	129	106	210	87	415	277	1,886	0.91
School	S				21					0	21	0.01
Single Family	SF	5	406	320	381	262	169	2	137	659	2,341	1.13
Single Family-sec	SF-C	223	83	753	71	283	0	0	32	8	1,453	0.70
Vacant	U	0	4	1	23	2			10	70	110	0.05
Vacant	V	271	656	5,347	627	750	39	10	1,070	461	9,232	4.47
Acre Subtotal		61,352	28,495	42,836	10,824	16,639	6,460	14,760	13,503	11,616	206,485	100
% of Total by Planning Area		30	14	21	5	8	3	7	7	6	100	

Source: Weber County GIS data (2004).

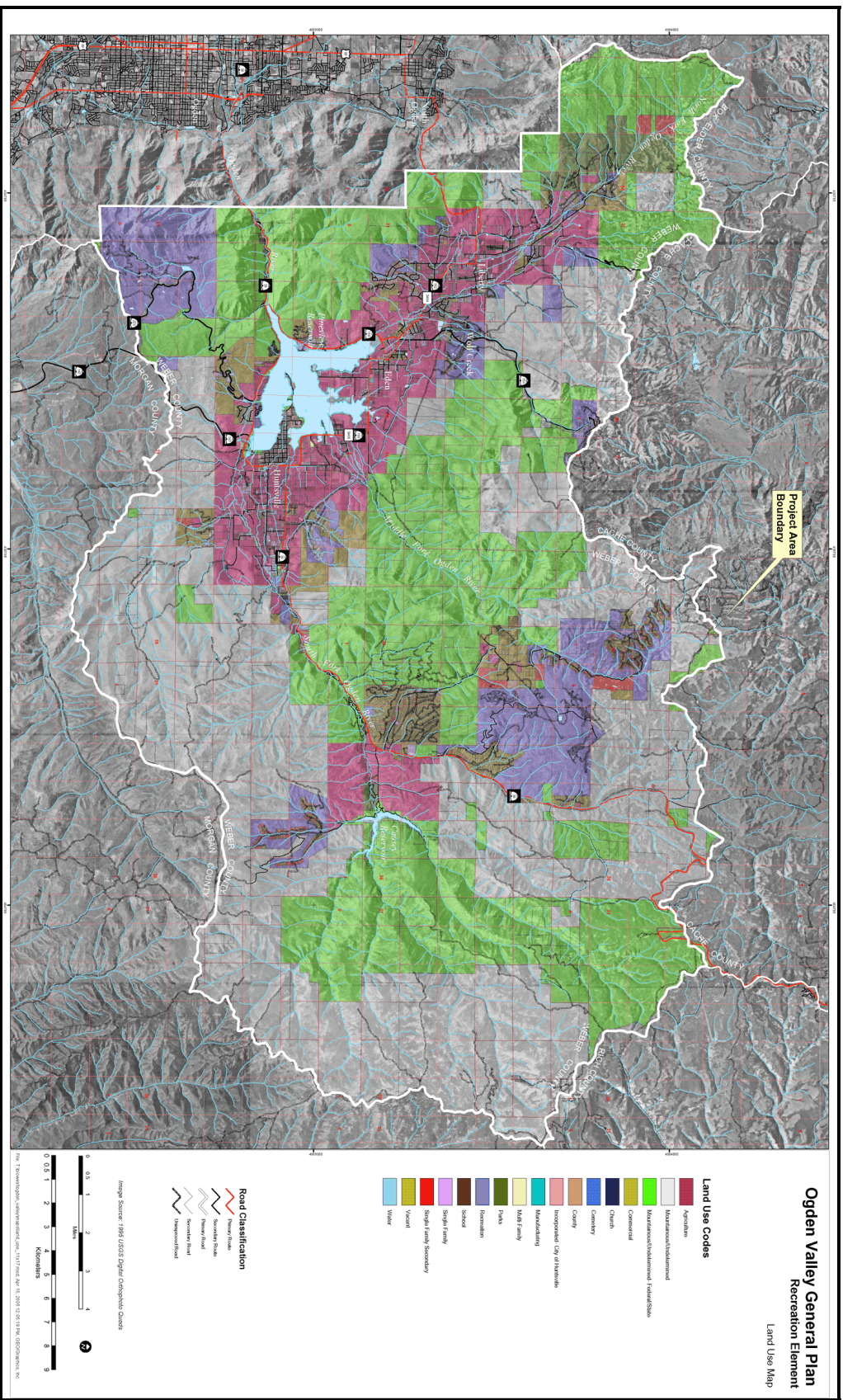


Figure 3. Ogden Valley General Plan Recreation Element Land Use Map.



Table 3. Distribution of Ogden Valley Land by Zoning Category.

Zone Name	Abb	Min Lot Size (Acres)	Distribution of Acreage by Planning District										Total Acres	% of Total
			Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snow-basin	Wolf Creek			
Agricultural Valley-1	AV-1	1.0										0	0.0	
Agricultural Valley-3	AV-3	3.0		957	1,379	1,115	1,199	1,319			3,860	9,828	4.7	
Commercial 1	C-1	0.1						4				4	0.0	
Commercial Valley Resort	CV R-1	1.0	11	11	0.47	10		106	23	5	3	171	0.1	
Commercial Resort Recreation	CR-1	1.0								1		1	0.0	
Commercial Valley -1	CV-1	0.1						0.21				0	0.0	
Commercial Valley -2	CV-2	0.1		7		24		11		2	35	78	0.0	
Forest-5	F-5	5.0	1,710	5,505	3,233		1,396		19	1,819	4,468	18,149	8.7	
Forest 10	F-10	10.0	2,369	48	6,548							8,965	4.3	
Forest 20	F-20	20.0										0	0.0	
Forest 40	F-40	40.0	57,723	18,629	31,900	6,263	13,425	17	14,616	9,289	4	15,1867	73.2	
Forest Residential -1	FR-1	1.0				241		1		441	9	693	0.3	
Forest Residential - 6000 sf	FR-3	0.1				7			95		467	569	0.3	
Forest Valley - 3	FV-3	3.0		3,520	74	3,140	749	488		1,935	393	10,299	5.0	
Manufacturing Valley - 1	MV-1	0.5				8					3	11	0.0	
Open Space	O-1	NA				39			14		1,769	1,822	0.9	
Residential 1	R-1	0.3		19	0.37			508				527	0.3	
Residential 8000	R-1-8	0.2										0	0.0	
Residential Estate-15	RE-15	0.3									369	369	0.2	
Residential Estate - 20	RE-20	0.5		4	2	2		24			146	179	0.1	
Resid. Manuf Home Park	RM H-1	0.1								2		2	0.0	
Shoreline	S-1	5.0		5				3,970		18	4	3,997	1.9	
Suburban Gravel 1	S-1G	1.0					3					3	0.0	
Suburban Gravel 2	S-2G	3.0						9				9	0.0	
Acreage subtotals			61,813	28,703	43,137	10,850	16,773	6,458	14,766	13,514	11,530	20,7542	100	
% of Acres			29.8%	13.8%	20.8%	5.2%	8.1%	3.1%	7.1%	6.5%	5.6%	100%		

Source: Weber County GIS data (2004).

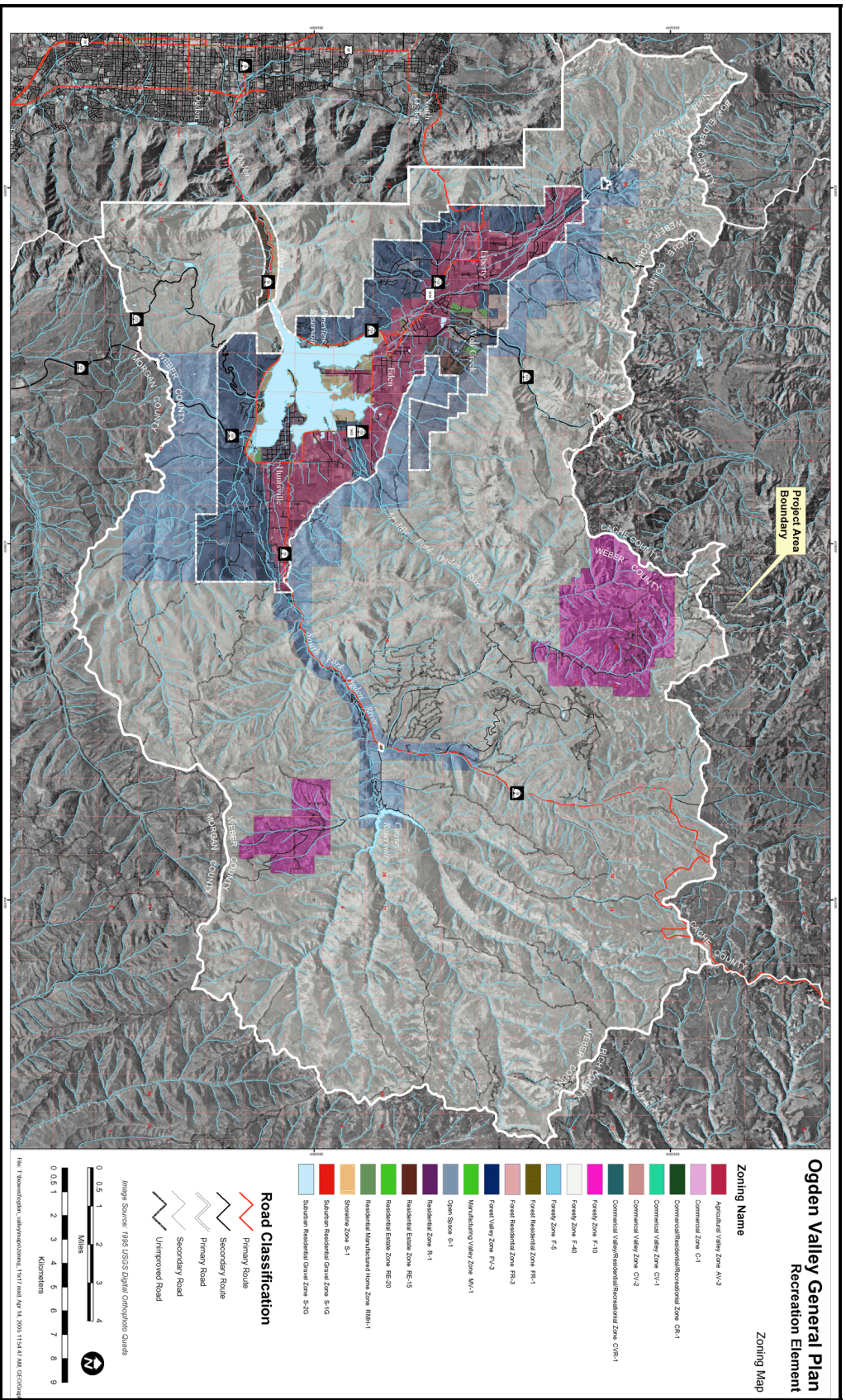


Figure 4. Ogden Valley General Plan Recreation Element Zoning Map.

From a recreation and resort planning perspective, this information indicates that the existing resorts are not currently zoned to allow development of a density approaching that of many established resorts in the region. In other words, the current zoning is well-suited for ski resorts that wish to make skiing their primary focus; the zoning does not currently encourage ski resorts to move toward high density real estate development.

Table 4 presents the results of an analysis of buildable land in Ogden Valley using a geographic information system (GIS). The GIS integrated parcel maps with ownership, zoning, and physical characteristics data to allow an assessment of buildable land. This analysis is based on Weber County's current zoning, including provisions of its proposed Sensitive Lands Ordinance (see Chapter 4 for more details on the Sensitive Lands Ordinance). Thus, the definition of buildable land in this analysis is land that is in private ownership, has no significant environmental (i.e., wetlands, floodplains, stream corridors, and scenic corridors) or geological sensitivity (i.e., seismic faults), and has slopes less than 30 percent. The results of this computer analysis indicate there are at least 58,570 acres of buildable land remaining in Ogden Valley. The majority of this land lies in the Causey, Middle Fork and Magpie planning districts, largely in the form of low density Forest zoning categories (F-40) as well as some 3 and 5 acre lot size districts (AV-3 and F-5). Again, these higher density zoning categories will have a major impact on total housing unit potential in Ogden Valley. In particular, the CVR-1 zoning categories will have a large impact given that the Planned Residential Unit Development (PRUD) provision can be used in these districts. The PRUD allows densities of up to 22 units per acre in CVR-1 zones.



Table 4. Distribution of Buildable Land by Planning District and Zoning Category.

Zone Name	Zone Abb	Min Lot Size	Distribution of Acreage by Planning District										
			Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snow-basin	Wolf Creek	Total Acres	% of Total Acres
Agricultural Valley-1	AV-1	1.0										0	0.0
Agricultural Valley-3	AV-3	3.0		730	1,030	912	843	1,032			2,810	7,355.9	12.6
Comm.-1	C-1	0.1						3				3	0.0
Commercial Valley Resort	CVR-1	1.0	7	7	0.5	10		58	16	5	2	105	0.2
Commercial Resort Recreation	CR-1	1.0										0	0.0
Commercial Valley -1	CV-1	0.1						0.01				0	0.0
Commercial Valley -2	CV-2	0.1		5		17		7		0.5	29	59	0.1
Forest-5	F-5	5.0	236	2,335	1,055		705		1	941	1,940	7,214	12.3
Forest 10	F-10	10.0	0		2,837							2,837	4.8
Forest 20	F-20	20.0										0	0.0
Forest 40	F-40	40.0	14,043	4,388	9,413	1	652	0.1	2,382	1,205	1	32,085	54.8
Forest Resid. -1	FR-1	1.0									9	9	0.0
Forest Residential - 6000 sf	FR-3	0.1				4			50		429	484	0.8
Forest Valley -3	FV-3	3.0		2,525	37	1,727	323	234		1,109	309	6,265	10.7
Manufacturing Valley - 1	MV-1	0.5				5					2	8	0.0
Open Space	O-1	NA				33			5		795	833	1.4
Residential 1	R-1	0.3		7	0.1			379				386	0.7
Residential 8000	R-1-8	0.2										0	0.0
Residential Estate-15	RE-15	0.3									361	361	0.6
Residential Estate - 20	RE-20	0.5		2	1			19			140	163	0.3
Resid. Manuf Home Park	RMH-1	0.1								2		2	0.0
Shoreline	S-1	5.0		0.4				388				388	0.7
Suburban Gravel 1	S-1G	1.0					3					3	0.0
Suburban Gravel 2	S-2G	3.0						9				9	0.0
Acreage Subtotals			14,287	10,001	14,374	2,710	2,525	2,128	2454	3,263	6,828	58,570	100
% of Acreage			24.4%	17.1%	24.5%	4.6%	4.3%	3.6%	4.2%	5.6%	11.7%	100%	

The GIS analysis also indicated 4064 acres of buildable land at the Powder Mountain Resort, 1923 acres at Snowbasin Resort, and 74 acres at Nordic Valley. On top of these base densities, each resort has the potential to develop more units under Weber County's current cluster zoning provisions. This information is presented in more detail in later sections of this chapter.

## Ogden Valley's Development Potential

As a next step toward understanding how Ogden Valley may change in the future and how that change will impact the resort and recreation qualities of the Valley, this section asks and begins to answer the following question: *What might be the magnitude of future development in Ogden Valley?*

The following analysis envisions that Ogden Valley and the resorts all develop within the limits of current zoning. In other words, if every property owner immediately decided to build to the base density of his or her properties, how many housing units would result?

### Current Conditions

Extrapolating from the data in Table 5 allows us to estimate the total number of potential housing units that might be built in Ogden Valley if every acre of buildable land was used for housing, as allowed under current zoning. Please note that this data includes the already developed portions of Ogden Valley; it is an estimate of total development potential in Ogden Valley. Thus, the number of future additional units will be the total suggested for Ogden Valley minus the existing units.

Table 5 shows that there are 15,660 housing units that can be built in Ogden Valley under current zoning. The largest number of units can occur within the FR-3 zone (3513 units), the AV-3 zone (2452 units), the CVR-1 zone (2305 units) and the FV-3 zone (2088 units). These zoning categories are all located on the Valley

Table 5. Distribution of Potential Housing Units by Planning District and Zoning Category.

Zone Name	Zone Abb	Min Lot Size (Acres)	Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snow-basin	Wolf Creek	Totals	% of Total
Agricultural Valley-1	AV-1	1.0	0	0	0	0	0	0	0	0	0	0	0%
Agricultural Valley-3	AV-3	3.0	0	243	343	304	281	344	0	0	937	2,452	16%
Commercial 1	C-1	NA										0	0%
Commercial Valley Resort	CVR-1	0.05	156	156	10	224	0	1,270	344	103	43	2,305	15%
Commercial Resort Rec	CR-1	NA										0	0%
Commercial Valley -1	CV-1	NA										0	0%
Commercial Valley -2	CV-2	NA										0	0%
Forest-5	F-5	5.0	47	467	211	0	141	0	0	188	388	1,443	9%
Forest 10	F-10	10.0	0	0	284	0	0	0	0	0	0	284	2%
Forest 20	F-20	20.0	0	0	0	0	0	0	0	0	0	0	0%
Forest 40	F-40	40.0	351	110	235	0	16	0	60	30	0	802	5%
Forest Residential -1	FR-1	1.0	0	0	0	0	0	0	0	0	9	9	0%
Forest Residential - 6000 sf	FR-3	0.1	0	0	0	31	0	0	364	0	3,118	3,513	22%
Forest Valley -3	FV-3	3.0	0	842	12	576	108	78	0	370	103	2,088	13%
Manufacturing Valley - 1	MV-1	NA										0	0%
Open Space	O-1	NA										0	0%
Residential 1	R-1	0.3	0	25	0	0	0	1,320	0	0	0	1,345	9%
Residential 8000	R-1-8	0.2	0	0	0	0	0	0	0	0	0	0	0%
Residential Estate-15	RE-15	0.3	0	0	0	0	0	0	0	0	1,049	1,049	7%
Residential Estate - 20	RE-20	0.5	0	5	2	0	0	42	0	0	306	354	2%
Resid. Manuf Home Park	RMH-1	0.1	0	0	0	0	0	0	0	15	0	15	0%
Shoreline	S-1	NA										0	0%
Suburban Gravel 1	S-1G	NA										0	0%
Suburban Gravel 2	S-2G	NA										0	0%
Total Units			554	1,848	1,098	1,134	546	3,053	768	706	5,953	15,660	100%
% of Total			4%	12%	7%	7%	3%	19%	5%	5%	38%	100%	



floor and thus indicate that the vast majority of all future housing will be located on the Valley floor. The amount of units by zoning category and by planning district are shown in Table 5. Today, there are approximately 3000 existing housing units in Ogden Valley. Thus, there is the potential for another 12,660 housing units to be built under current zoning.

It is also important to note that these estimates of development potential do not take into account potential infrastructure constraints that might limit development. For example, it is unknown how much water is actually available within Ogden Valley for domestic use. It is conceivable that there are water supply limits that might constrain complete buildout. It is also quite reasonable to assume that local water companies would find additional water to pipe into Ogden Valley if demand was sufficient to cover the costs of such a transfer. There is also no question that the three roads into Ogden Valley pose some limits, especially the Ogden Canyon and the North Ogden Divide roads. However, there is adequate capacity on Trappers Loop and North Ogden Divide to accommodate much additional traffic, and Trappers Loop could be expanded. Will traffic be a growth constraint? It might at some point in the future, but it is also true that people are quite adaptable to varying traffic conditions and Ogden Valley's traffic might be quite acceptable to a large number of people and thus not be a significant growth constraint.

### Higher Development Intensities through Clustering

Another potential growth projection for Ogden Valley is based on the concept of assertively encouraging the existing zoning provisions in order to cluster as much development as possible in areas most suitable for development. The focus of this exercise is to explore how much land could be set aside as open space in exchange for the higher densities included within current cluster zoning provisions.

The concept of this exercise is to take the potentially developable units in each planning area and apply an increase in density of 25 percent for assertive use of clustering. Currently, the minimum lot size that each unit can occupy in a cluster development is 3 acres. Therefore, for each housing unit in the subdivision, 3 acres of land were allocated (clustering is only useful at this point in zones with minimum lots sizes of more than 3 acres; i.e., F-5, F-10, and F-40). The remaining land in the tract is assumed to be protected in some form of open space status (i.e., county owned, land trust owned, or conservation easement with maintenance by a home owners' association). In addition to the 25 percent density bonus, there is also the potential for each project to increase its base density by "counting" moderately steep slopes (i.e., 30 to 40 percent slopes). The analysis estimates clustered housing units for each planning district based on the following equation:

$$\begin{aligned} & \text{Potential Building Lots} = \\ & \frac{\begin{aligned} & \text{Buildable Acres} \\ & + \text{Slopes of 30-40 percent} \end{aligned}}{\begin{aligned} & \text{divided by} \\ & \times \end{aligned}} \frac{\begin{aligned} & \text{Minimum lot size for a given zone} \\ & \text{Cluster bonus incentive (1.25)} \end{aligned}} \end{aligned}$$

As a means to reliably include the moderate slopes of 30-40 percent, a GIS analysis was performed on the Project Area. Table 6 presents the number of acres of moderately sloped land identified by this analysis. For some planning districts, there are significant amounts of this land.

Based on the above analysis, Table 7 illustrates how many housing units might be developed if clustering is used Valley-wide. It suggests that a total of over 17,493 housing units might be built in Ogden Valley if intensive clustering was encouraged.

Table 6. Amount of Moderately Sloped Land (30-40 percent slope) by Zone Category and Planning District.

Zoning District	Distribution of Buildable Acreage by Planning Area and by Zoning District									
	Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snowbasin	Wolf Creek	Total
AV-3					4					4
CR-1								1		1
F-5	154	154	216		82		4	29	267	905
F-10	817	13	510							1340
F-40	4121	2313	2289	620	1080		872	537	1	11833
FR-1				26				123		149
FR-3							4			4
FV-3		2		80	44	1		96		224
O-1							0		15	16
S-1								1		1
Total	5091.0	2483.0	3015.6	725.8	1210.5	0.7	880.1	786.3	283.2	14476

In exchange for this increase in density, Ogden Valley would gain permanently protected open space. Homes, rather than being distributed evenly across the landscape at lower densities, would be clustered in neighborhoods of 3 acre lot size or less. In other words, projects that would have spread across larger areas will be condensed into smaller areas. In order to estimate the amount of land that would be set-aside through cluster, the following approach was used with the data presented in the above analysis:

*Amount of Land Saved =*

$$\begin{array}{rcl}
 & \text{Total Buildable Acres (see Table 6)} & \\
 - & \text{Potential Total Clustered Housing Units} & \\
 \times & \text{3 acres per unit} & 
 \end{array}$$

This equation essentially takes the total amount of buildable land that would be used in a conventional development pattern, subtracts out the land that would actually be used by clustered units, and multiplies that number by 3 acres. Using this formula, the result of encouraging Valley-wide clustering would be the protection of some 30,798 acres of private land, or as much as 22 percent of the total amount of private land in the Project Area. As indicated in Table 8, the savings would all come through the F-5, F-10, and F-40 districts

Table 7. Potential Housing Units in Ogden Valley Using Intensive Clustering.

Zone Name	Zone Abb	Min Lot Size (Acres)	Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snow-basin	Wolf Creek	Total Units
Agricultural Valley-1	AV-1	1.0	0	0	0	0	0	0	0	0	0	0
Agricultural Valley-3	AV-3	3.0	0	243	343	304	282	344	0	0	937	2453
Commercial 1	C-1	0.1	0	0	0	0	0	0	0	0	0	0
Commercial Valley Resort	CVR-1	0.05	156	156	10	224	0	1270	344	103	43	2305
Commercial Resort Recreation	CR-1	1.0	0	0	0	0	0	0	0	0	0	0.0
Commercial Valley -1	CV-1	0.1	0	0	0	0	0	0	0	0	0	0.0
Commercial Valley -2	CV-2	0.1	0	0	0	0	0	0	0	0	0	0.0
Forest-5	F-5	5.0	97	622	318	0	197	0	1	242	552	2030
Forest 10	F-10	10.0	102	2	418	0	0	0	0	0	0	522
Forest 20	F-20	20.0	0	0	0	0	0	0	0	0	0	0
Forest 40	F-40	40.0	568	209	366	19	54	0	102	54	0	1372
Forest Residential -1	FR-1	1.0	0	0	0	26	0	0	0	123	9	158
Forest Residential - 6000 sf	FR-3	0.1	0	0	0	31	0	0	393	0	3118	3542
Forest Valley - 3	FV-3	3.0	0	843	12	602	122	78	0	402	103	2163
Manufacturing Valley - 1	MV-1	0.5	0	0	0	11	0	0	0	0	5	15
Open Space	O-1	1.0	0	0	0	3	0	0	1	0	81	85
Residential 1	R-1	0.3	0	25	0	0	0	1320	0	0	0	1345
Residential 8000	R-1-8	0.2	0	0	0	0	0	0	0	0	0	0
Residential Estate-15	RE-15	0.3	0	0	0	0	0	0	0	0	1049	1049
Residential Estate - 20	RE-20	0.5	0	5	2	0	0	42	0	0	306	354
Resid. Manuf Home Park	RMH-1	0.1	0	0	0	0	0	0	0	15	0	15
Shoreline	S-1	5.0	0	0	0	0	0	78	0	0	0	78
Suburban Gravel 1	S-1G	1.0	0	0	0	0	3	0	0	0	0	3
Suburban Gravel 2	S-2G	3.0	0	0	0	0	0	3	0	0	0	3
Buildable Acreage Subtotals			923	2106	1470	1221	658	3134	841	939	6202	17493

Table 8. Potential Amount of Open Space Protected by Encouraging Clustering.

Zone Name	Zone Abb	Min Lot Size (Acres)	Acres of Land Protected by Planning District and Zone									
			Causey	Magpie	Middle Fork	Nordic	North Fork	Pine-view	Powder Mtn	Snow basin	Wolf Creek	Total Saved Acres
Agricultural Valley-1	AV-1	1	0	0	0	0	0	0	0	0	0	0
Agricultural Valley-3	AV-3	3	0	0	0	0	0	0	0	0	0	0
Commercial 1	C-1	0.1	0	0	0	0	0	0	0	0	0	0
Commercial Valley Resort	CVR-1	1	0	7	0	0	0	0	0	0	0	8
Commercial Resort Recreation	CR-1	1	0	0	0	0	0	0	0	0	0	0
Commercial Valley -1	CV-1	0.1	0	0	0	0	0	0	0	0	0	0
Commercial Valley -2	CV-2	0.1	0	0	0	0	0	0	0	0	0	0
Forest-5	F-5	5	0	468	102	0	115	0	0	214	285	1183
Forest 10	F-10	10	0	0	1582	0	0	0	0	0	0	1582
Forest 20	F-20	20	0	0	0	0	0	0	0	0	0	0
Forest 40	F-40	40	12341	3760	8316	0	489	0	2077	1042	1	28025
Forest Residential -1	FR-1	1	0	0	0	0	0	0	0	0	0	0
Forest Residential - 6000 sf	FR-3	0.138	0	0	0	0	0	0	0	0	0	0
Forest Valley -3	FV-3	3	0	0	0	0	0	0	0	0	0	0
Manufacturing Valley - 1	MV-1	0.5	0	0	0	0	0	0	0	0	0	0
Open Space	O-1	10	0	0	0	0	0	0	0	0	0	0
Residential 1	R-1	0.287	0	0	0	0	0	0	0	0	0	0
Residential 8000	R-1-8	0.184	0	0	0	0	0	0	0	0	0	0
Residential Estate-15	RE-15	0.344	0	0	0	0	0	0	0	0	0	0
Residential Estate - 20	RE-20	0.459	0	0	0	0	0	0	0	0	0	0
Resid. Manuf Home Park	RMH-1	0.138	0	0	0	0	0	0	0	0	0	0
Shoreline	S-1	5	0	0	0	0	0	0	0	0	0	0
Suburban Gravel 1	S-1G	1	0	0	0	0	0	0	0	0	0	0
Suburban Gravel 2	S-2G	3	0	0	0	0	0	0	0	0	0	0
Saved Acreage Subtotals			12341	4235	10000	0	604	0	2077	1256	286	30798

(please note that any zoning category with a minimum lot size equal to or less than 3 acres would not benefit from the current cluster provision since there would be no density savings; the only zoning categories showing a cluster land savings are those with minimum lots sizes larger than 3 acres). The major savings are in the F-40 category with the potential for setting aside 28,025 acres of land or 48 percent of the total amount of buildable land in Ogden Valley (58,570 acres). The result of this approach would be a trade: Ogden Valley residents would accept 1833 more housing units in exchange for setting aside 30,798 acres of private land.

### Summary of Ogden Valley's Development Potential

The analysis above indicates that there is significant development potential in Ogden Valley. Therefore, recreation and resort planning must consider how this growth potential will impact future recreation by residents, second home owners, and recreation visitors. The most important conclusion from this analysis is the understanding that there may be a time in the future when all potential housing units are built and when they are occupied by a combination of year-round and seasonal residents. At that time, Ogden Valley will have a population of almost 40,000 persons. Recreation planning must account for that level of demand.

In addition, the five county urban region along the Wasatch Front, which is the primary market for Ogden Valley today, holds 480,000 people. In 20 years, that population is projected to grow to over 720,000 persons. That regional population will also place greater demands on Ogden Valley. And finally, due to publicity from the Winter 2002 Olympics and other activities, Ogden Valley is becoming known as one of the last places to buy second home property in a pristine setting near great skiing. This suggests that Ogden Valley will see more visitors and potential investors from around the nation and the world. Together, these groups – local residents, second home owners, Wasatch Front residents, and tourists – will place demands on resources in Ogden Valley of a magnitude not



experienced in the past. This Recreation Element must anticipate their arrival and plan for their recreation needs.

## Powder Mountain Resort Development Analysis

The purpose of this section is to examine the development potential in and around the existing Powder Mountain Resort. This skiing facility is a long-standing and well-loved part of Ogden Valley's character and economy. As a part of assessing how Weber County and Ogden Valley should manage and shape future recreation-related growth, it is important to understand the potential of what could happen at this facility and the other resorts. Please note that the material covered in this section does not advocate one level of development over another; rather, it reviews what could happen so that Ogden Valley residents and elected officials can make informed decisions.

### Resort Land Ownership

A review of publicly accessible data from the Weber County Assessors office suggests that the owners of Powder Mountain Resort own approximately 8734 acres of land. This includes the existing resort area as well as some lands south of the resort in the foothills of the lower valley. Table 9 lists the parcels from which this analysis was based. In addition to these lands, it is possible that other nearby owners might decide to sell their property or in some other way participate in the future development of the Powder Mountain Resort area. It must also be clearly stated that some or all of the properties listed in Table 9 might not be included in a future resort development plan. However, for the purposes of this analysis of development potential, it is appropriate to consider the privately held land surrounding the existing resort and to assume that the potential exists for it to be proposed for some level of expanded resort development.

Table 9. Lands Owned by or Associated with Powder Mountain Resort.

Parcel Map Serial #	Acres	Owner Name	Parcel Map Serial #	Acres	Owner Name
220010011	15.35	West Wide Enterprises	2.2E+08	927.4	Elkhorn
220010004	273.24	West Wide Enterprises	2.2E+08	2	Elkhorn
220010003	40.00	West Wide Enterprises	2.2E+08	1066	Elkhorn
220010006	35.80	West Wide Enterprises	2.2E+08	311.64	Elkhorn
220010008	44.16	West Wide Enterprises	2.2E+08	40	Elkhorn
220060007	80.00	Western American	2.2E+08	477.15	Elkhorn
220060018	80.00	Western American	2.2E+08	40	Elkhorn
220060002	640.00	Western American	2.2E+08	40	Elkhorn
230120052	91.81	Western American	2.2E+08	160	Elkhorn
230120029	135.95	Western American	2.2E+08	240.03	Elkhorn
230120028	160.00	Western American	2.2E+08	212.09	Elkhorn
230120027	51.80	Western American	2.2E+08	20.2	Elkhorn
230120069	80.00	Western American	2.2E+08	40	Elkhorn
230120031	528.12	Western American	2.2E+08	80	Elkhorn
230120032	640.00	Western American	2.22E+08	24.34	Elkhorn
230120033	320.00	Western American			
230120034	400.00	Western American			
230120035	883.58	Western American			
230120068	50.20	Western American			
230440010	277.35	Elkhorn			
2301200630	143.64	Elkhorn			
2301200654	82.47	Elkhorn			
<b>Total Acres</b>				<b>8734</b>	

Source: County Property Records (Weber County Assessors Department 2004).

Figure 5 illustrates the area represented by the parcels in Table 9. The existing developed resort area lies within the circle at the top of Figure 6. Note that much of the resort also extends into Cache County, but is not shown or considered as part of this analysis. Figure 6 also shows other features such as the road network and trail system near the resort. There is also a tract of approximately 1500 acres that lies just southeast of Liberty and north of Eden. Figure 7 indicates the location of this lower valley tract.

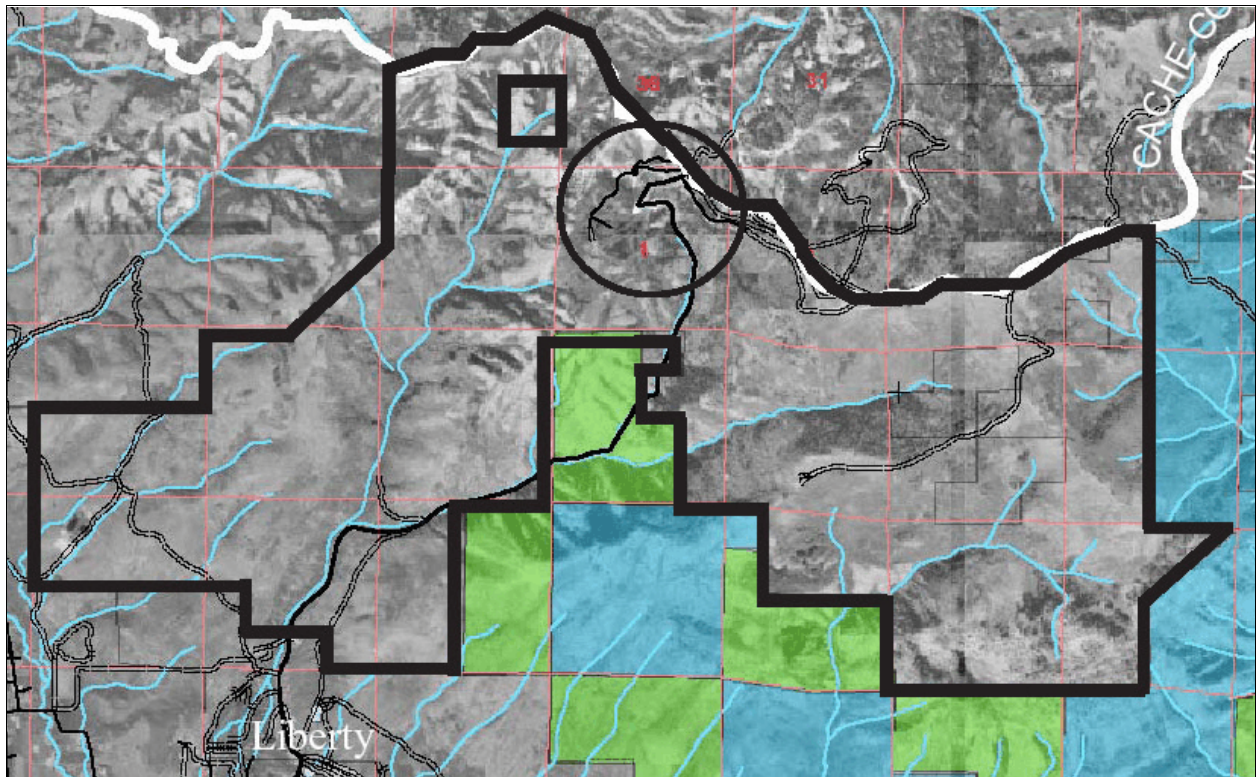


Figure 5. Public and Private Land Ownership Near Powder Mountain Resort.

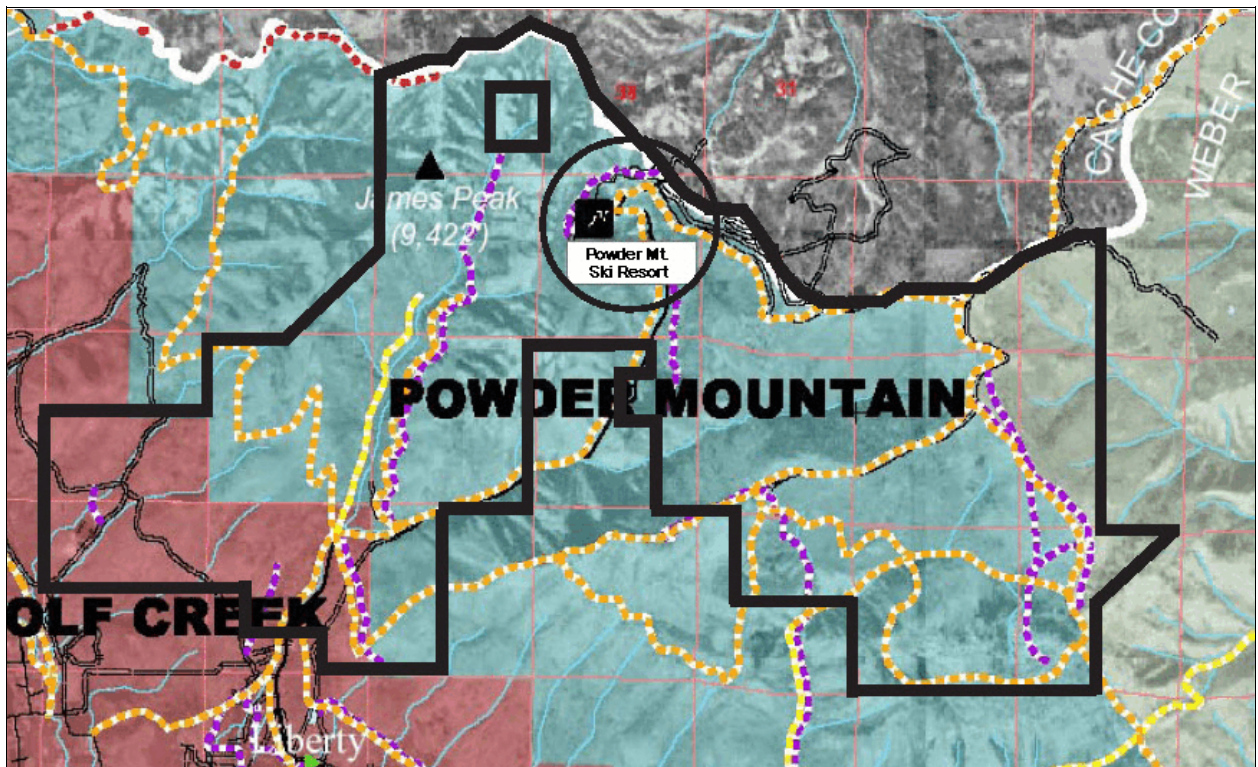


Figure 6. Roads and Trails Network Near Powder Mountain Resort.



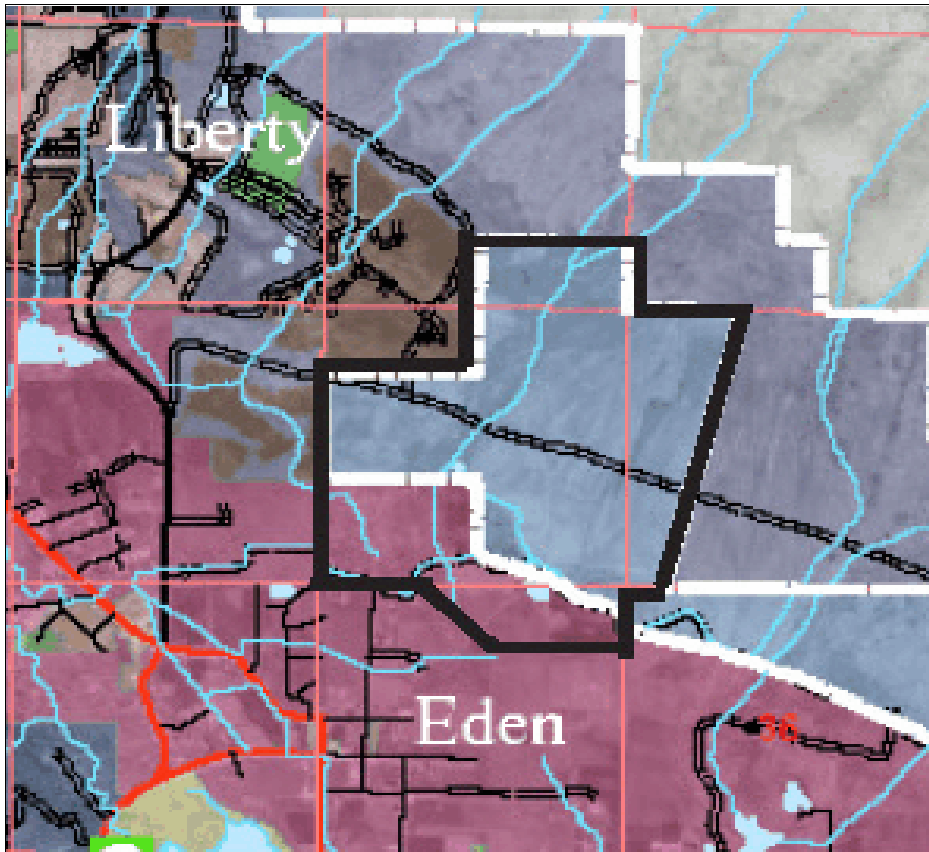


Figure 7. Lower Valley Tract Owned by Powder Mountain Resort.

### Development Constraint Assessment

Using land ownership and environmental constraints data, development suitability for all lands within the Project Area was determined (see Chapter 4 for a discussion and maps concerning Project Area development suitability).

Figure 8 shows the portion of the Development Suitability Map covering the area in the Powder Mountain Resort vicinity. As indicated, the area consists of large amounts of steeply sloped land (slopes exceeding 30 percent) as well as numerous areas of unstable soils and some geologic hazards. Sensitive wildlife habitats also lie along the southern lower slopes of the resort area and cover the majority of the southern tract southeast of Liberty. As shown in Figure 8, the area has four major drainages. As the dividing line between Cache and Weber Counties, all land within

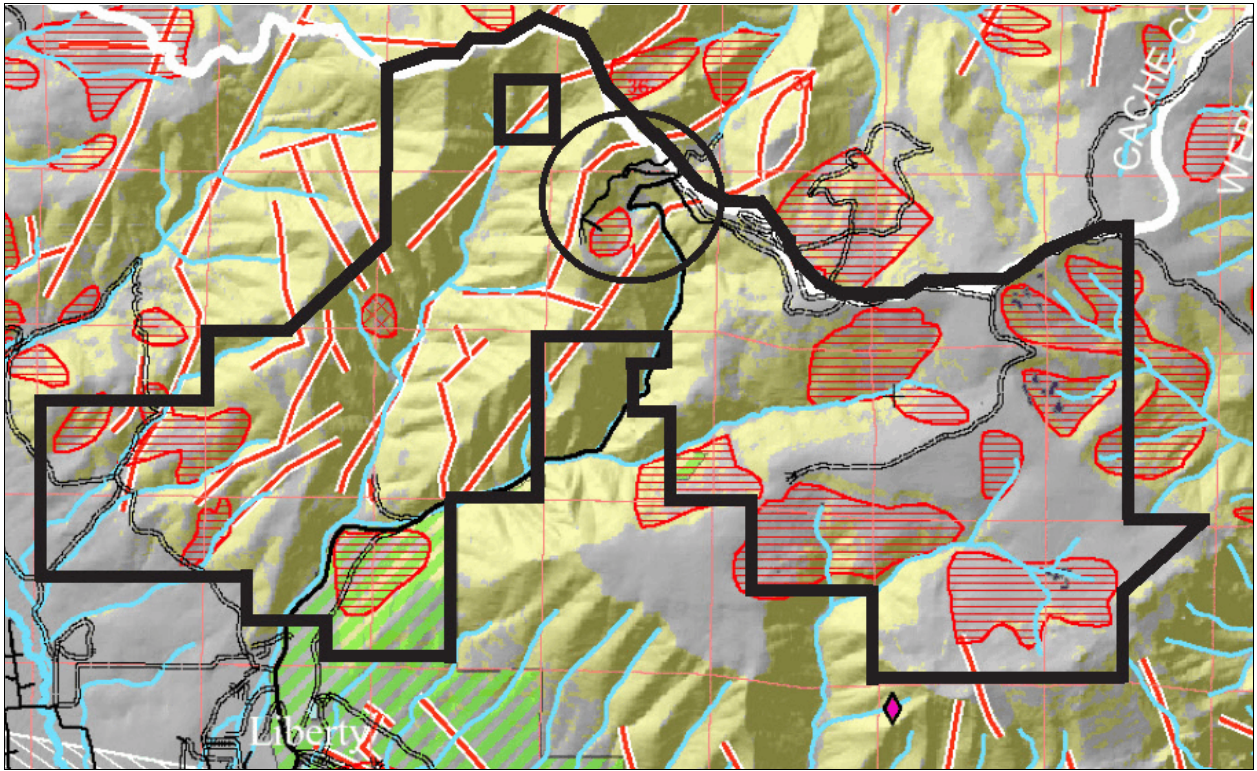


Figure 8. Development Suitability in the Vicinity of Powder Mountain Resort.

Weber County portion of the Powder Mountain Resort drains to Weber County. Generally speaking, the land in this area is characterized by north-south oriented drainages, with broad flat top buttes between draws.

### Resort Development Potential

Future development at Powder Mountain will likely be a two-county endeavor since the resort owns land in Cache County, on the north side of the mountain, as well as in Weber County. While this planning process is focused solely on Weber County, it must be emphasized that the owners of Powder Mountain Resort have the option of working just in Cache County, just in Weber County, or in both. In other words, long term planning for the resort must anticipate multi-jurisdictional issues and try to create a package of guidelines and incentives on the Weber County side of the resort that will encourage the owners to have their plans mesh with those of the Ogden Valley.



The vast majority of the land in the existing Powder Mountain Resort area is zoned for F-40 (Forest 40) with a minimum lot size of 40 acres. Land in the southern tract is largely zoned F-5 and AV-3. There is also about 19 acres zoned CVR. Table 10 indicates land allocation by zoning category for Powder Mountain Resort. Using these suggests that the Powder Mountain Resort's 4064 acres of buildable land can support 477 single family housing units and another 352 condos for a total of 829 housing units. This is called the base density. It is the basic number of housing units that can be built on the overall tract of land. However, Weber County zoning ordinances allow developers to "count" within their base density other lands. For example, the zoning ordinance allows lands lying at slopes of 30-40 percent to be included in determining the base density for the property. Construction is prohibited on slopes steeper than 30 percent, but for the purposes of allowing owners to gain some financial return on the steeper land, the 30-40 percent slope areas can be counted in the density calculation. Table 10 summarizes this information and indicates that under current zoning the maximum number of units allowed at Powder Mountain Resort would be 923.

Table 10. Base Density Calculation for Powder Mountain Resort Under Current Zoning.

Current Zoning	Total Acres in Zone	Unconstrained Acres	30-40% Slope Acres (1)	Unbuildable Acres	Total Base Density Acres	Min Lot Size (Acres)	Base Density # of Lots	Cluster 25% Bonus (2)	Total Allowed Units or Lots
F40	6792	1715	420	4657	2135	40	53	13	67
AV-3	207	207	0	0	207	3	69		69
CVR-1 (3)	18.7	16	0	3	16	1980	352		352
F-5	1606	1606	0	0	1606	5	321	80	402
FR-3	56.1	50	0	6	50	3	17		17
FV-3	52.4	50	0	2	50	3	17		17
O-1	1.9	0	0	2	0	0	0		0
Totals	8734	3644	420	4670	4064		829	94	923

Note: (1) Zoning allows an inclusion of lands lying on slopes of 30-40% for the purposes of calculating total allowable densities.  
 (2) The cluster provision allows a 25% density bonus for providing open space and other amenities.  
 (3) The CVR (commercial valley recreation) zone allows over 20 units per acre of attached housing.

Table 11 presumes that the property owner would seek to obtain a broad-scale zone change for the F-40 area in order to increase allowed densities and make the project more viable. One of the likely challenges facing any Powder Mountain developer will be generating sufficient real estate income to subsidize an expansion of the skiing facilities. And, without an expansion of the skiing facilities, it will be difficult to attract sufficient customers to support any type of commercial/resort expansion. Another option might be to maintain the current ski area and just sell off land for housing and thus not pursue a resort expansion. Assuming that a resort expansion is desired by the owner, Table 11 indicates that zoning changes of F-40 land to F20, F10 or F5 would increase the number of allowed single family residential units to 133, 267 and 534, respectively, from the current base of 67 housing units. With the condos and other single family units from other districts included, the total housing could rise to 1390.

**Table 11. Powder Mountain Resort Base Densities under Different Forest District Zoning.**

<b>Total F-40 Acreage</b>	<b>Unconstrained Acres</b>	<b>30-40% Slope Acres (1)</b>	<b>Total Base Density Acres</b>	<b>Zoning Changed</b>	<b>Min Lot Size (Acres)</b>	<b>Base Density # of Lots</b>	<b>Cluster 25% Bonus (2)</b>	<b>Total Allowed Units or Lots</b>
6792	1715	420	2135	current	40	53	13	67
6792	1715	420	2135	F20	20	107	27	133
6792	1715	420	2135	F10	10	214	53	267
6792	1715	420	2135	F5	5	427	107	534

Another way of thinking about managing potential density is to imagine that Weber County adopts a new comprehensive resort development zoning provision (similar to Cache County's recent effort) that would allow the developer to create a very broad proposal and to then negotiate with the County on the final shape of the plan. In such a case, the developer would seek to create his/her ideal resort vision rather than work within the constraints imposed by the base densities.

### Summary of Development Potential at Powder Mountain Resort

The above analysis indicates that Powder Mountain Resort has the current zoning “rights” to build approximately 923 housing units on its 8,734 acres of land (please note that these s do not represent in any form the owner’s intentions or any submitted plans, but instead are projections of what could happen given the owner’s land base and the current zoning on the property). In order to increase densities or create a mixed use project, the owners might desire to rezone some or all of their land. Under the most intense zoning option open to them today, they could attain a base housing density of approximately 1,390 units. Creating a resort similar to what one sees in other parts of Utah today might require that Weber County put in place a more flexible resort development zoning provision that would likely allow even more units than shown in this analysis.

### Snowbasin Resort Development Analysis

The purpose of this section is to examine the development potential in and around the existing Snowbasin Resort. This resort is one of the finest skiing mountains in Utah, as indicated by its selection in the 2002 Winter Olympics as the site of the downhill and super G events. As a part of assessing how Weber County and Ogden Valley should manage and shape future recreation-related growth, it is important to understand the potential of what could happen at this facility and the other resorts. Please note that the material covered in this section does not advocate one level of development over another; rather, it reviews what could happen so that Ogden Valley residents and elected officials can make informed decisions.

A review of publicly accessible data from the Weber County Assessors office suggests that the owners of Snowbasin Resort own approximately 3,343 acres of land in the vicinity of the resort and along Trappers Loop Road (please note that the resort owners also have property along Pineview Reservoir). Table 12 lists the parcels from which this analysis was based. In addition to these lands, it is possible that other nearby owners might decide to sell their property or in some other way participate in the future development of the Snowbasin Resort area. Please note that private resort lands are bounded on the west by U.S. Forest Service land and were part of a land exchange that occurred with the Federal Government in the year 2000 leading up to the 2002 Winter Olympics. It must also be clearly stated that some or all of the properties listed in Table 12 might not be included in a future resort development plan. However, for the purposes of this analysis of development potential, it is appropriate to consider the privately held land surrounding the existing resort and to assume that the potential exists for it to be proposed for some level of expanded resort development.

**Table 12.** *Lands Owned by or Associated with Snowbasin Resort.*

<b>Parcel Map Serial #</b>	<b>Acres</b>	<b>Owner Name</b>	<b>Resort</b>
200430005	12,22.61	Sinclair Oil	Snowbasin
200430001	5,92.15	Sinclair Oil	Snowbasin
200440007	1,12.0	Sinclair Oil	Snowbasin
200440005	1,10.8	Sinclair Oil	Snowbasin
200440008	41.9	Sinclair Oil	Snowbasin
200400002	1,042.4	Sinclair Oil	Snowbasin
210390004	1,32.9	Sinclair Oil	Snowbasin
210400002	18.9	Sinclair Oil	Snowbasin
Misc parcels	69.1	Sinclair & Holding	Snowbasin
<b>Total Acres</b>	<b>3,343</b>		

Source: County Property Records (Weber County Assessor's Department 2004).

Figure 9 illustrates the area represented by the parcels in Table 12. As shown in Figure 9, these lands are not all contiguous and stretch west to east with U.S. Forest Service land interspersed. Trappers Loop Road (UT-167) and the road leading into the resort (UT-222)

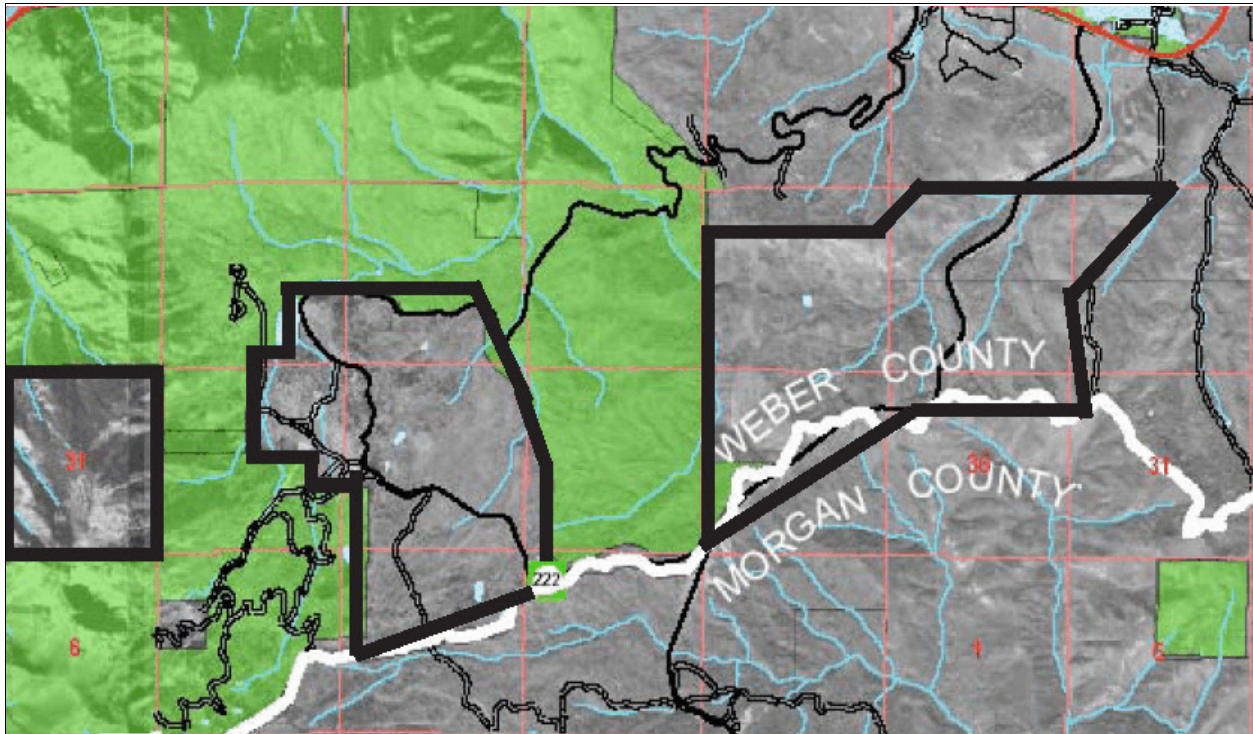


Figure 9. Public and Private Land Ownership Near Snowbasin Resort.

connect these parcels. While these parcels do not all lie immediately next to the existing ski resort, they lie close enough that it is likely they will be incorporated into a future resort project. Figure 10 shows the existing resort location and other features such as the road network and trail system near the resort. As shown, a significant number of existing and proposed trails run through these properties, especially the central portion of the lands.

### Development Constraint Assessment

Using land ownership and environmental constraints data, development suitability for all lands within the Project Area was determined (see Chapter 4 for a discussion and maps concerning Project Area development suitability). Figure 11 shows the portion of the Development Suitability Map covering the area in the Snowbasin Resort vicinity.

Snowbasin Resort's lands lie in three main areas as shown in Figure 9: west, central and east. The land in



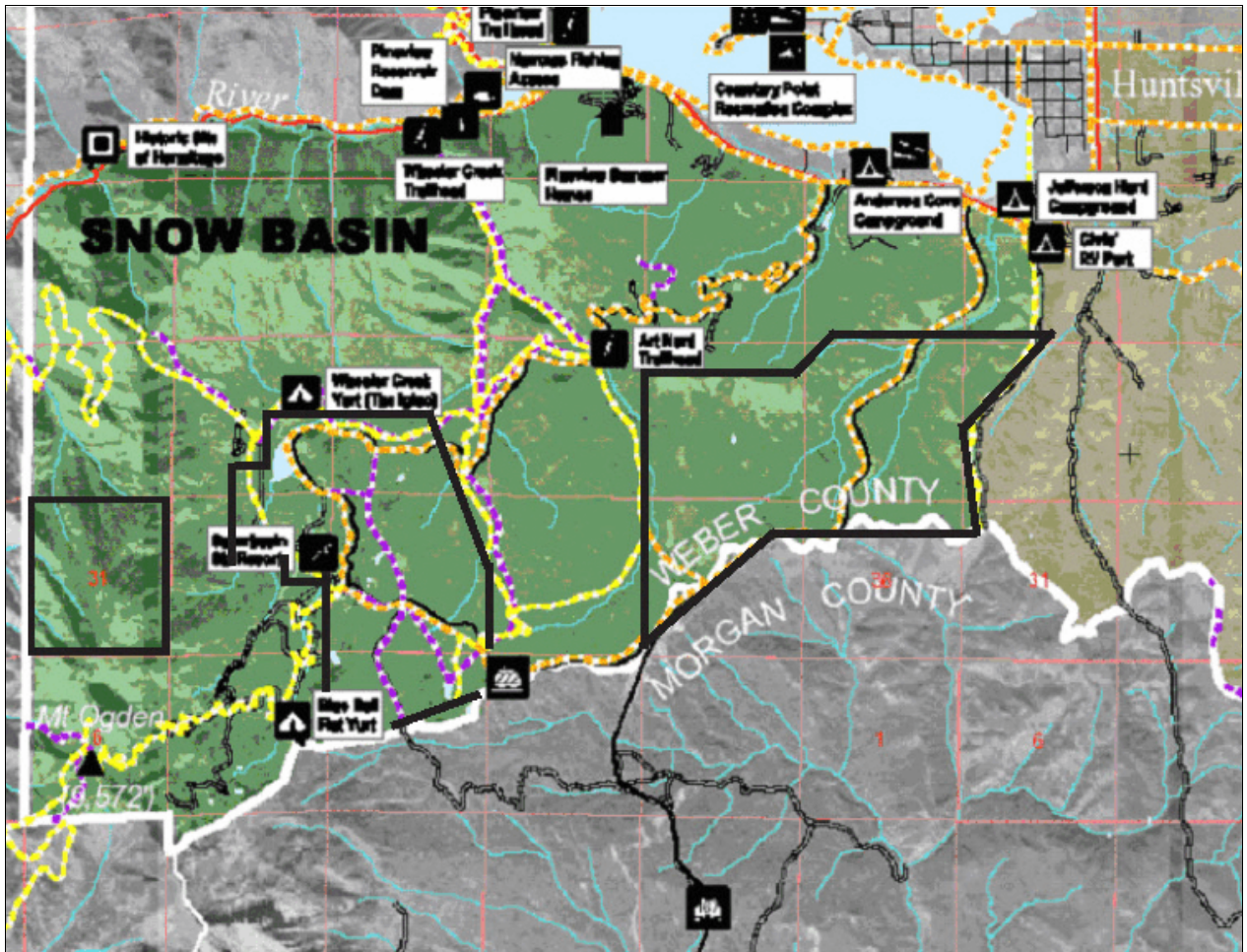


Figure 10. Roads and Trails Network Near Snowbasin Resort.

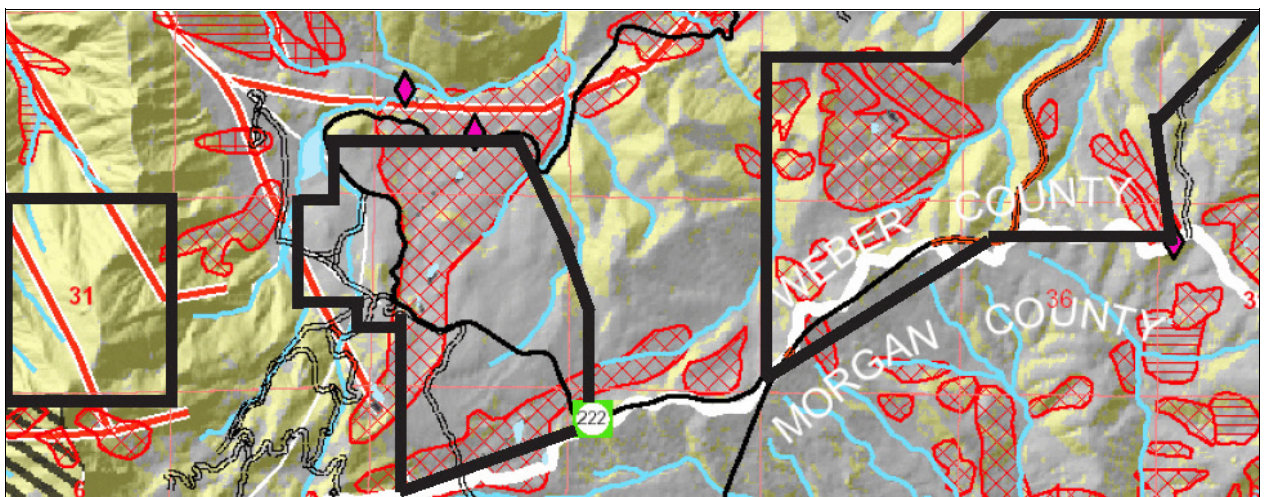


Figure 11. Development Suitability in the Vicinity of Snowbasin Resort.

the western area is a mix of steeply sloped land and moderately sloped, buildable land. The central portion consists of the existing base lodge area and surrounding lands and is split by the new access road (UT-222). Large portions of this central tract are easily buildable (approximately 1050 acres). In general, this land slopes gently south to north and supplies two drainages that flow into the Ogden River. The east tract is split by Trappers Loop Road. Generally, the land slopes to the west and the east from Trappers Loop Road. The land is rolling with some steep slopes and areas of geologic instability. Approximately 808 acres of easily buildable land lie in this area with another 39 acres of land with moderate slope. This eastern tract is zoned F-5 and thereby holds the majority of the potential density on this site (169 units up to 212 units with cluster bonuses included).

### Resort Development Potential

As with Powder Mountain Resort, Snowbasin Resort straddles the county line and holds substantial land on the Morgan County side to the south. While the focus of this planning process is on Weber County, it is likely that a large part of an eventual Snowbasin Resort expansion would occur on the south facing slopes in Morgan County. As such, it must be remembered that whatever Weber County approves, it will be just a part of the broader Snowbasin Resort extending into Morgan County.

The land in the Snowbasin Resort area is zoned for F-40 in the west/central tracts (1,858 acres) and F-5 in the east (1,459 acres). In addition, there is a small CVR-1 district of 26 acres located along Pineview Reservoir. It is included here due to its large development potential of 572 units. Table 13 presents estimates of the amount of unconstrained and moderately steep land in the Snowbasin Resort area. Table 13 illustrates that Snowbasin Resort has approximately 1884 acres of unconstrained land. This suggests that Snowbasin's 1884 acres of unconstrained land can support 195 single family housing units and 572 condominiums.

**Table 13. Base Density Calculation for Snowbasin Resort Under Current Zoning.**

Area	Acreage	Unconstrained Acres	30-40% Slope Acres (1)	Total Base Density Acres	Current Zoning	Min Lot Size (Acres) (4)	Base Density # of Lots	Cluster 25% Bonus (2)	Total Allowed Units or Lots
West/Central	1858	1050	0	1050	F40	40	26	7	33
CVR-1 (3)	26	26	0	26	CVR-1	1980	572	0	572
East	1459	808	39	847	F5	5	169	42	212
Totals	3343	1884	39	1923			768	49	817

Note: (1) Zoning allows an inclusion of lands lying on slopes of 30-40% for the purposes of calculating total allowable densities.  
 (2) The cluster provision allows a 25% density bonus for providing open space and other amenities.  
 (3) The CVR district allows 22 units per acre of attached housing.  
 (4) The 1980 for the CVR-1 district is in square feet per lot, not acres per lot.

This is called the base density. It is the basic number of housing units that can be built on the overall tract of land. If Weber County's cluster provisions were used on the site, the total single family housing count could rise to 245. Table 13 presumes that the property owner would seek to obtain a broad-scale zone change for the west and central areas in order to increase allowed densities and make the project more viable (it is presumed under this scenario that the eastern F-5 area would stand in terms of its zoning density). Table 14 indicates that zoning changes to the western/central area of F20, F10 or F5 would increase the number of allowed residential units to 66, 131 and 263, respectively, from the current base of 33 housing units. Please note that by presenting the potential densities under other zoning districts, this plan is not endorsing such densities but rather indicating the degree to which a zone change – which is a typical way for an owner to make a project more viable financially – would alter the overall densities on these sites.

Another way of thinking about potential density is to imagine that Weber County adopts a new comprehensive resort development zoning provision (similar to Cache County's recent effort) that would allow the developer to create a very broad proposal and to then negotiate with the County on the final shape of the plan. In such a case, the developer would seek to create his/her ideal resort vision rather than work within the constraints imposed by the base densities.



Table 14. Snowbasin Resort Base Densities under Different Forest District Zoning.

Total Acreage	Unconstrained Acres	30-40% Slope acres (1)	Total Base Density Acres	Zoning Changed to:	Min Lot Size (acres)	Base Density # of Lots	Cluster 25% Bonus(2)	Total Allowed Units or Lots
1858	1050	0	1050	Current (F40)	40	26.25	7	33
1858	1050	0	1050	F20	20	52.5	13	66
1858	1050	0	1050	F10	10	105	26	131
1858	1050	0	1050	F5	5	210	52.5	263

Note: (1) Zoning allows an inclusion of lands lying on slopes of 30-40% for the purposes of calculating total allowable densities.  
 (2) The cluster provision allows a 25% density bonus for providing open space and other amenities.

## Summary of Development Potential at Snowbasin Resort

The above analysis indicates that Snowbasin Resort has the current zoning “rights” to build 817 housing units on its 3,343 acres of land; this includes the 26 acres at Pineview Reservoir. In addition, it must be noted that Snowbasin Resort owns more land in Morgan County than in Weber County and would likely place a large segment of future resort expansion on the Morgan County side of the mountain. Current zoning would allow for a major hotel on the Weber County side or other similar residential project. Additional residential development would require some other type of zoning program.

## Nordic Valley Resort Development Analysis

This section briefly reviews the development potential in and around the existing Nordic Valley Resort. As a part of assessing how Weber County and Ogden Valley citizens should manage and shape future recreation-related growth, it is important to understand the potential of what could happen at this facility and the other resorts. Please note that the material covered in this section does not advocate one level of development over another; rather, it reviews what could happen so that Ogden Valley residents and elected officials can make informed decisions.

A review of publicly accessible data from the Weber County Assessors office suggests that the owners of Nordic Valley Resort own approximately 452 acres of land. Table 15 lists the parcels from which this analysis was based. In addition to these lands, it is possible that other nearby owners might decide to sell their property or in some other way participate in the future development of the Nordic Valley Resort area, although most of the surrounding land is either subdivided or under federal ownership. It must also be clearly stated some or all of the properties listed in Table 15 might not be included in a resort development plan.

**Table 15. Lands Owned by or Associated with Nordic Valley Resort.**

<b>Parcel Map Serial #</b>	<b>Acres</b>	<b>Owner Name</b>	<b>Resort</b>
220290010	346.78	Ski Associates Inc.	Nordic
220290008	32.33	Ski Associates Inc.	Nordic
220230020	19.41	Ski Associates Inc.	Nordic
220230045	20.81	Ski Associates Inc.	Nordic
220230019	4.29	Ski Associates Inc.	Nordic
220230086	12.29	Ski Associates Inc.	Nordic
Misc Parcels	16.00	Ski Associates Inc.	Nordic
<b>Total Acres</b>	<b>452</b>		

Source: County Property Records (Weber County Assessors Department 2004).

Figure 12 indicates the location of Nordic Valley Resort in relation to the rest of Ogden Valley as well as the zoning on the property. Generally speaking, this resort occupies a small geographic area in one of the more western parts of Ogden Valley. It is accessible via UT-158 from the south and the North Ogden Divide Road from the north. The ski area is the smallest of the three in Ogden Valley and is oriented toward the beginning skier/family market.

### Development Constraint Assessment

Using land ownership and environmental constraints data, development suitability for all lands within the Project Area was determined (see Chapter 4 for a discussion and maps concerning Project Area development suitability). Figure 13 shows the portion of



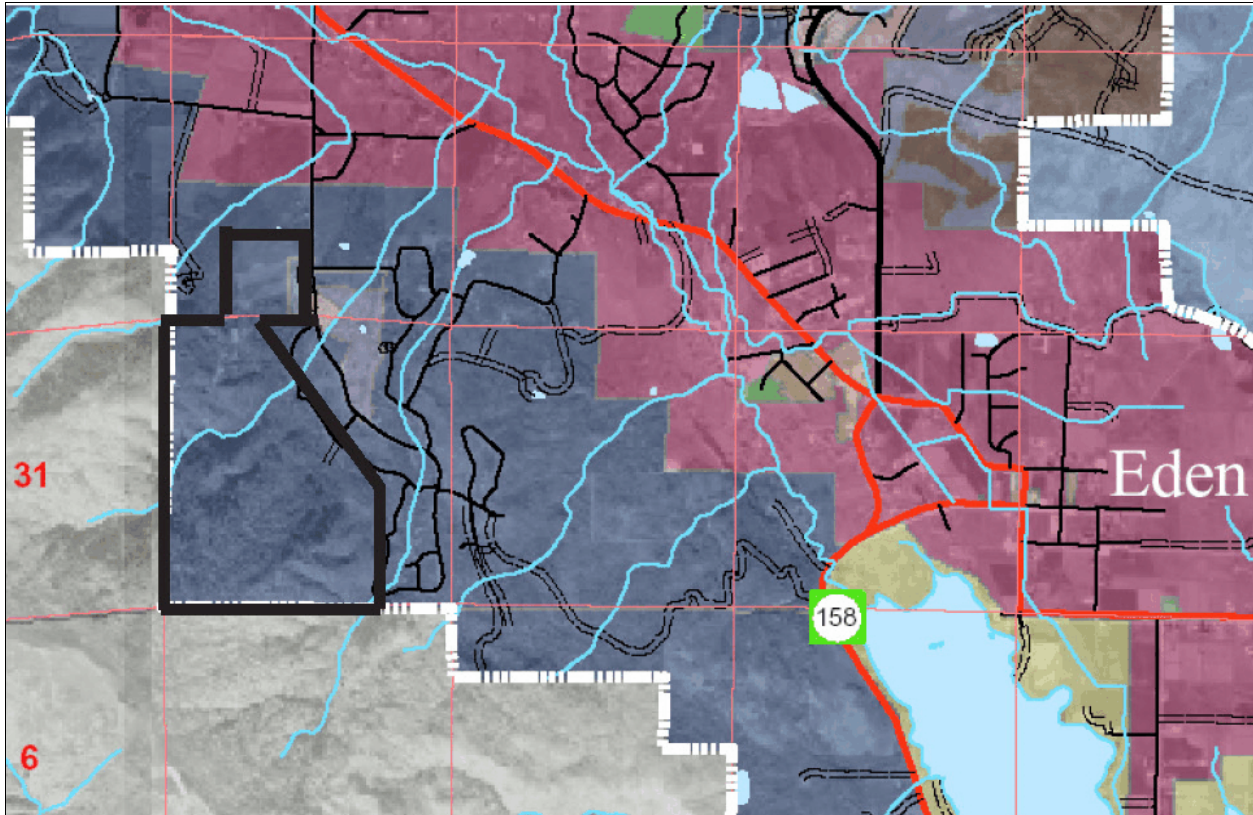


Figure 12. Public and Private Land Ownership Near Nordic Valley Resort.

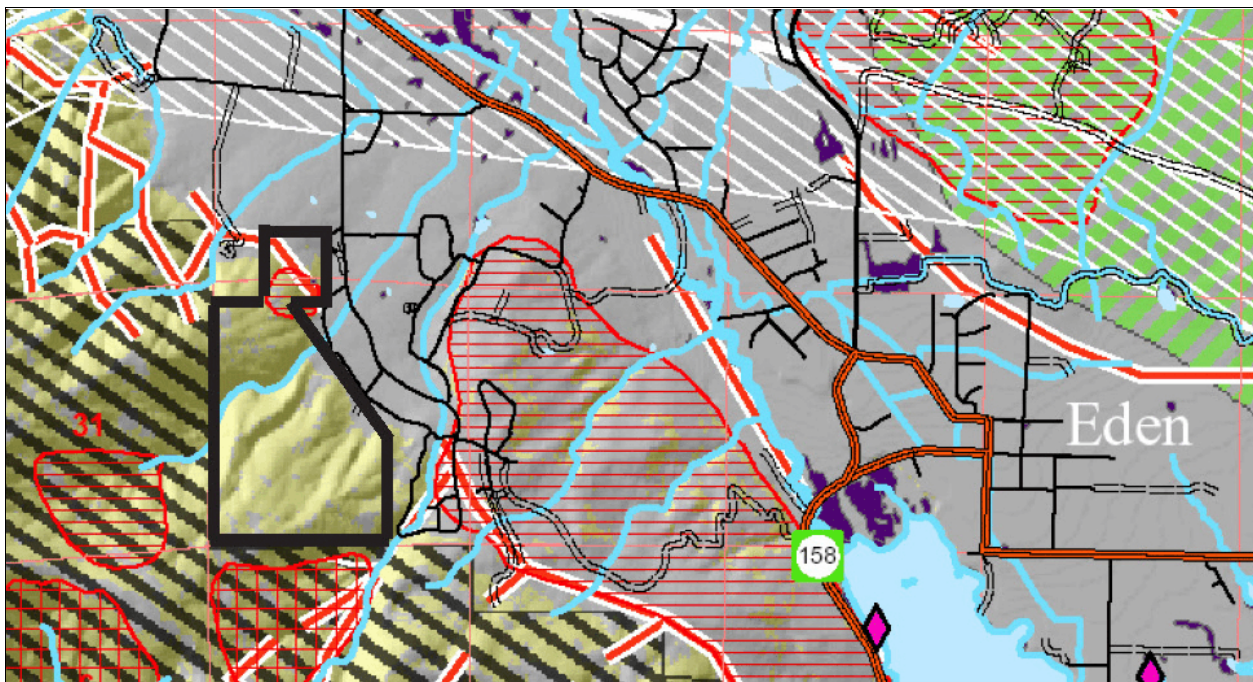


Figure 13. Development Suitability in the Vicinity of Nordic Valley Resort.

the Development Suitability Map covering the area in the Nordic Valley Resort vicinity. The development constraints analysis indicates that there are no major environmental or geologically sensitive areas, but that nearly the entire resort area has slopes in excess of 30 percent. Most of the area is zoned Forest Valley-3 with a minimum lot size of 3 acres, with a small CVR-1 area of 11.3 acres around the commercial facilities at the resort.

### Resort Development Potential

Much of Nordic Valley Resort's 452 acres have some type of constraint according to the GIS analysis. However, there are 37 acres that are unconstrained and 26 acres that have only moderate slopes and thus could count towards a base density. Given the FV-3 zoning, 26 houses could be built by utilizing clustering. There is also a 11.3 acre CVR zone that would allow 22 units per acre of attached housing. This zone could allow up to 249 condos or other similar units of housing at Nordic Valley Resort. Table 16 indicates land allocation by zoning category for Nordic Valley Resort. Using these s, Table 16 suggests that Nordic Valley Resort has a base density of 275 units under current zoning.

**Table 16. Base Density Calculation for Nordic Resort Area Under Current Zoning.**

Total Acreage	Unconstrained Acres	30-40% slope acres(1)	Total Base Density Acres	Current Zoning	Min Lot Size (acres)	Base Density # of Lots	Cluster 25% Bonus(2)	Total Allowed Units or Lots
441	37	26	63	FV3	3	21	5	26
11.3	11.3	0	11.3	CVR(3)	1980	249	0	249
452.3								

Note: (1) Zoning allows an inclusion of lands lying on slopes of 30-40% for the purposes of calculating total allowable densities.  
 (2) The cluster provision allows a 25% density bonus for providing open space and other amenities.  
 (3) This resort has a small CVR (commercial valley recreation) zone which allows 22 units per acre of attached housing. This is of particular importance in Nordic Valley and is noted above.

Table 17 presumes that property owners would pursue an even higher density zoning (e.g., Forest Residence 1 at 1 acre minimum lot size or Forest Residence 3 at 6,000 square foot lot size) for their FV-3 lands to increase the base density substantially. These rezonings

Table 17. Base Density Calculation for Nordic Resort Area Under Current Zoning.

Total Acreage	Unconstrained Acres	30-40% slope acres	Total Base Density Acres	Zoning Changed	Min Lot Size (acres)	Base Density # of Lots	Cluster 25% Bonus	Total Allowed Units or Lots
441	37	26	63	FR-1	1.0	63	16	79
441	37	26	63	FR-3	0.14	457	114	572

Source: Analysis of Weber County GIS data (BIO-WEST 2004).

would be quite unlikely given that the area already has 3-acre minimum lot size zoning, but if rezoning did occur then densities could rise to 79 units under FR-1 or 572 units under FR-3 zoning.

### Summary of Development Potential at Nordic Valley Resort

Nordic Valley Resort is the one resort that lies entirely in Weber County; Powder Mountain and Snowbasin Resorts both straddle the county line and thus will have more complicated development futures. Nordic Valley Resort is governed only by Weber County land use regulations. As such, the county has a significant ability to help shape this project to the benefit of both the owners and Ogden Valley residents. As currently zoned and given the development constraints of the land, Nordic Valley Resort has limited options for development over most of its terrain. However, its CVR zone will allow a substantial number of condominiums. This planning effort should look carefully at whether and how development of this site can benefit Ogden Valley and Nordic Valley Resort.





## CHAPTER 3: RECREATION ANALYSIS

This chapter provides an overview of existing recreational activities and facilities found within Ogden Valley. Recreational activities and facilities are discussed in terms of community oriented facilities and resources (e.g., parks and sports fields), public and private facilities and resources, and tourism visitation. Figure 14 shows the location of known existing and proposed recreational facilities throughout the Project Area.

### *Community-Oriented Recreational Facilities and Resources*

A number of parks and other community oriented recreational facilities can be found in Ogden Valley, such as sports fields and courts, playgrounds, and picnic pavilions. Many of these facilities are located at two schools, (Snowcrest Junior High School and Valley



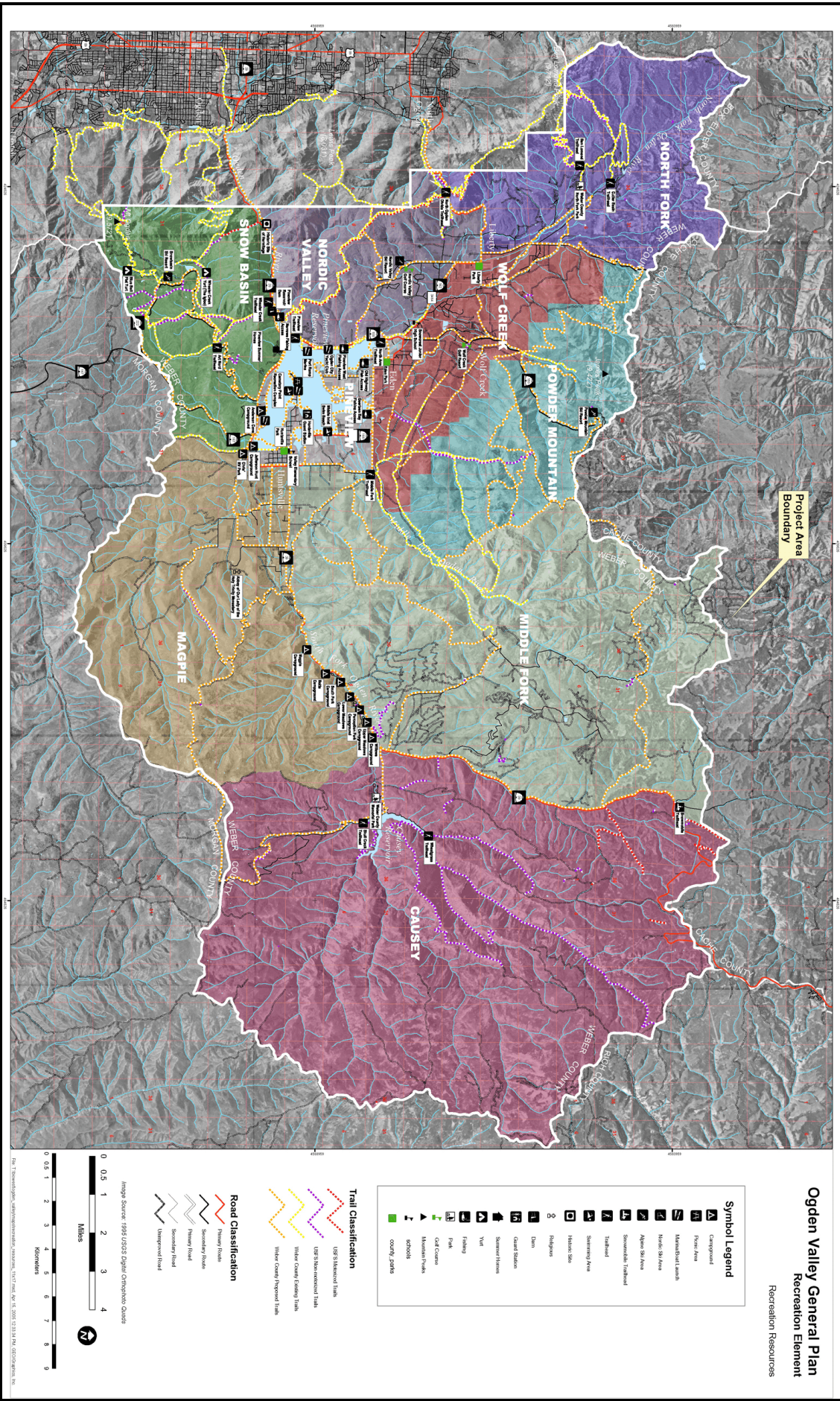


Figure 14. Ogden Valley General Plan Recreation Element Recreation Resources Map.



Elementary School), and three parks, (Huntsville Park, Eden Park, and Liberty Park). All existing parks are classified as Neighborhood Parks according to park land standards (NRPA 1987). These existing parks are between 5 and 20 acres in size and serve a population of 2,000 to 10,000 people. Table 18 provides a summary of existing community recreational facilities and resources in Ogden Valley, while Table 19 indicates the quantity of land that should be provided for these existing facilities based on park land standards.

**Table 18.** Summary of existing community recreational facilities and resources in Ogden Valley.

Facility	Snowcrest Junior High School	Valley Elementary School	Huntsville Park	Eden Park	Liberty Park	Total
Baseball field	2 (1 used as softball)		2	1	1	6
Multipurpose field (Soccer/Football)	1	1	1	2		5
Basketball court		2.5	1			3.5
Playground		1	1	1	1	4
Volleyball court			1			1
Tennis court			1			1
Stage			1			1
Pavilion			2	2	1	5
Horse Arena				1	1	2

Based on small community recreational facility land standards developed by the State of Colorado (State of Colorado 2003), there are a number of additional facilities that are needed to meet existing demand in Ogden Valley. Table 20 provides a summary of the additional facilities needed based on a 2005 population of 5,400 residents.

To meet the needs of current and future residents of Ogden Valley for recreational facilities by the year 2030 (Table 21), additional park land will have to be acquired. This additional park land could be added to Ogden Valley's existing community parks, used to develop a new park(s), or a combination of the two.

Table 19. Summary of the estimated acreage needed for existing recreational facilities and resources in Ogden Valley.

Facility	Snowcrest Junior High School	Valley Elementary School	Huntsville Park	Eden Park	Liberty Park
Baseball field	2 (3.77) = 7.54		2 (3.77) = 7.54	1 (3.77) = 3.77	1 (3.77) = 3.77
Multipurpose field (Soccer/Football)	1 (2.21) = 2.21	1 (2.21) = 2.21	1 (2.21) = 2.21	2 (2.21) = 4.42	
Basketball court		2.5 (0.14) = 0.35	1 (0.14) = 0.14		
Playground		1 (0.16) = 0.16	1 (0.16) = 0.16	1 (0.16) = 0.16	1 (0.16) = 0.16
Tennis court			1 (0.17) = 0.17		
Stage			1 (0.10) = 0.10		
Pavilion			2 (0.74) = 1.48	2 (0.74) = 1.48	1 (0.74) = 0.74
Horse Arena				1 (3.38) = 3.38	1 (3.38) = 3.38
Acreage Needed	9.75 acres	2.72 acres	11.70 acres	12.99 acres	8.05 acres
Actual Acreage	24.6 acres	2.0 acres (not including multipurpose field)	8.0 acres	8.6 acres	4.0 acres
Additional Acreage Needed to Meet Existing Facility Requirements	0.0 acres	0.72 acres	3.70 acres	4.39 acres	4.05 acres

Table 20. Summary of community recreational facility needs for Ogden Valley – 2005.

Facility Category	Parks Systems Facility Types	Number of Facilities Needed per 1000 Residents (Demand)	Acres Required to Accommodate One Facility	Total Acres Required per 1000 Residents (Park Land Standard)	Number of Facilities Needed for 2005 Ogden Valley Population	Number of Existing Facilities	Number of Additional Facilities Needed to Meet 2005 Demand
Sports Fields	Soccer/Multi-Use Field	0.95	2.21	2.10	5.1	5	1
	Ball Field (Baseball/Softball)	0.61	3.77	2.30	3.3	6	0
Courts	Tennis Court	0.97	0.17	0.17	5.2	1	5
	Basketball Court	0.91	0.16	0.15	4.9	3.5	1.5
	Volleyball Court	0.13	0.10	0.03	0.7	1	0

Table 20. Summary of community recreational facility needs for Ogden Valley – 2005  
(cont.)

Facility Category	Parks Systems Facility Types	Number of Facilities Needed per 1000 Residents (Demand)	Acres Required to Accommodate One Facility	Total Acres Required per 1000 Residents (Park Land Standard)	Number of Facilities Needed for 2005 Ogden Valley Population	Number of Existing Facilities	Number of Additional Facilities Needed to Meet 2005 Demand
Outdoor Recreation	Small Skatepark (7000 sq. ft. footprint)	0.16	0.18	0.03	0.9	0	1
	Full-Sized Skatepark (17,000+ sq. ft. footprint)	0.06	0.50	0.03	0.3	0	0
	BMX Track (Standard ABA Certified)	0.16	3.12	0.50	0.9	0	1
	Paved Multi-Use Trail (per mile)	1.04	2.43	2.53	5.6	3.5	2.1
	Dirt/Gravel Multi-Use Trail (per mile)	2.33	1.83	4.25	12.6	98.5	0
	Fishing Accessible Shoreline (per mile)	0.32	3.64	1.16	1.7	19+	0
	River Put-In/ Take-Out with Boat Ramp (per acre)	0.07	1.00	0.07	0.4	3	0
Leisure	Playground (per 3200 sq. ft. of fully developed area)	0.16	0.14	0.02	0.9	4	0
	Family Picnic Area	6.25	0.01	0.08	33.8	50	0
	Group Picnic Area (with shelter)	0.36	2.06	0.74	1.9	5	0
	Park Bench	7.69	0.00	0.00	41.5	7+risers	0
Other Recreational Facilities	Swimming Pool (outdoor)	0.12	0.34	0.04	0.6	0	1
	Ice Hockey Rink (full-sized, refrigerated, covered)	0.10	0.90	0.09	0.5	0	0-1
	Outdoor Events Venue (per acre)	0.42	3.19	1.30	2.3	4	0
	Horse Arena	0.16	3.38	0.54	0.9	2	0

Table 21. Summary of community recreational facility needs for Ogden Valley – 2030.

Facility Category	Parks Systems Facility Types	Number of Facilities Needed per 1000 Residents (Demand)	Acres Required to Accommodate One Facility	Total Acres Required per 1000 Residents (Park Land Standard)	Number of Facilities Needed for July 2030 Ogden Valley Population	Number of Existing Facilities	Number of Additional Facilities Needed to Meet 2030 Projected Demand
Sports Fields	Soccer/Multi-Use Field	0.95	2.21	2.10	8.6	5	4
	Ball Field (Baseball/Soccer/football)	0.61	3.77	2.30	5.5	6	0
Courts	Tennis Court	0.97	0.17	0.17	8.8	1	8
	Basketball Court	0.91	0.16	0.15	8.3	3.5	5
	Volleyball Court	0.13	0.10	0.03	1.2	1	0
Outdoor Recreation	Small Skatepark (7000 sq. ft. footprint)	0.16	0.18	0.03	1.5	0	1
	Full-Sized Skatepark (17,000+ sq. ft. footprint)	0.06	0.50	0.03	0.5	0	0
	BMX Track (Standard ABA Certified)	0.16	3.12	0.50	1.5	0	1
Leisure	Playground (per 3200 sq. ft. of fully developed area)	0.16	0.14	0.02	1.5	4	0
	Family Picnic Area	6.25	0.01	0.08	56.8	50	7
	Group Picnic Area (with shelter)	0.36	2.06	0.74	3.3	5	0
	Park Bench	7.69	0.00	0.00	69.9	7+risers	0
	Dirt/Gravel Multi-Use Trail (per mile)	2.33	1.83	4.25	2.12	98.5	0
	Fishing Accessible Shoreline (per mile)	0.32	3.64	1.16	2.9	19+	0
	River Put-In/ Take-Out with Boat Ramp (per acre)	0.07	1.0	0.07	0.6	3	0

Table 21. Summary of community recreational facility needs for Ogden Valley – 2030  
(cont.)

Facility Category	Parks Systems Facility Types	Number of Facilities Needed per 1000 Residents (Demand)	Acres Required to Accommodate One Facility	Total Acres Required per 1000 Residents (Park Land Standard)	Number of Facilities Needed for 2005 Ogden Valley Population	Number of Existing Facilities	Number of Additional Facilities Needed to Meet 2005 Demand
Other Recreational Facilities	Swimming Pool (outdoor)	0.12	0.34	0.04	1.1	0	1
	Ice Hockey Rink (full-sized, refrigerated, covered)	0.10	0.90	0.09	0.9	0	1
	Outdoor Events Venue (per acre)	0.42	3.19	1.3	3.8	4	0
	Horse Arena	0.16	3.38	0.54	1.5	2	0

Based on public and Stakeholder Committee input during the planning process for this Recreation Element, it is recommended that a minimum of 9.4 acres be acquired at Eden Park and a minimum of 12.6 acres be acquired at Liberty Park. At Eden Park there are multiple parcels of undeveloped land that could be acquired to the east and south. The sizes of these parcels are 1.1 acres (east of the park), 3.4 acres (east of the park - there is a house and living space on the corner of this parcel), 3.2 acres (southeast of the park), and 10.2 acres (south of the park). The larger parcel could be acquired to meet the projected needs or multiple smaller parcels could be acquired. At Liberty Park there is a 15.4-acre parcel surrounding the park on the east and south and is the most desirable location for recommended facilities.

The land needed for the recommended outdoor swimming pool and ice hockey rink could be purchased in conjunction with either the Eden Park or Liberty Park acquisitions, or in a different location. These facilities could provide a learning opportunity when placed in proximity to Snowcrest Junior High School. Most of the undeveloped land owned by the school district near Snowcrest Junior High School is part of a drainage area and consists of riparian habitats. There is currently



sufficient developable land for the recommended tennis courts at Snowcrest Junior High.

To meet existing (2005) recreational facility needs at Huntsville Park, 3.7 acres would need to be acquired. Similarly at Valley Elementary, 0.7 acres would need to be acquired to meet existing recreational facility needs. At this time, there is no undeveloped land available adjacent to Huntsville Park or Valley Elementary School with the exception of one small parcel northeast of the park and east of the school. Future recreational facility expansion at Huntsville Park or Valley Elementary School will be substantially limited by land availability and it may be more prudent to consider new park lands elsewhere to serve the growing population in Huntsville.

Consideration should be given to future community park needs in the southern portion of Ogden Valley, south of Pineview Reservoir. This is a rapidly growing and developing area of the Ogden Valley that is somewhat separated geographically from existing community parks north of Pineview Reservoir. However, much of the future recreational facility needs for Ogden Valley residents for the next 25 years can be accommodated at existing park and school facilities. Table 22 provides a summary of recommended facility expansions by the year 2030 for existing community oriented recreational facilities.

## Public and Private Recreational Facilities and Resources

Non-organized recreational facilities and resources cover activities that typically occur on public lands (e.g., U.S. Forest Service and State of Utah lands), though some activities also occur on private lands (e.g., golf, hunting, fishing, skiing). The context and extent of these activities within Ogden Valley are presented below by activity category.

Table 22. Summary of recommended community recreational facility expansions in Ogden Valley – 2030.

Facility Category	Parks Systems Facility Types	Number of Additional Facilities Needed to Meet Projected Demand	Eden Park Recommended Expansion	Snowcrest Junior High School Recommended Expansion	Liberty Park Recommended Expansion	Huntsville Park Recommended Expansion
Sports Fields	Soccer/Multi-Use Field	4	2 (2.21) = 4.42		2 (2.21) = 4.42	
Courts	Tennis Court	8		4 (0.17) = 0.68 (these facilities are currently being requested at this location)	4 (0.17) = 0.68	
	Basketball Court	5	3 (0.14) = 0.42		2 (0.14) = 0.28	
Outdoor Recreation	Small Skatepark (7000 sq. ft. footprint)	1	1 (0.18) = 0.18			
	BMX Track (Standard ABA Certified)	1			1 (3.12) = 3.12	
	Paved Multi-Use Trail (per mile)	6 (centrally located, possibly connecting points of interest or surrounding community park)				
Other Recreational Facilities	Swimming Pool (outdoor)	1 (location could be in conjunction with existing park or a new location; could provide a learning opportunity in proximity to Snowcrest Junior High School)				
	Ice Hockey Rink (full-sized, refrigerated, covered)	1 (location could be in conjunction with existing park or a new location; could provide a learning opportunity in proximity to Snowcrest Junior High School)				

Table 22. Summary of recommended community recreational facility expansions in Ogden Valley – 2030 (cont.).

Facility Category	Parks Systems Facility Types	Number of Facilities Needed per 1000 Residents (Demand)	Eden Park Recommended Expansion	Snowcrest Junior High School Recommended Expansion	Liberty Park Recommended Expansion	Huntsville Park Recommended Expansion
Acreage Needed		6 miles of paved trail 0.34 acre (Outdoor Swimming Pool) 0.90 acre (Ice Hockey Rink)	5.02 acres (undeveloped land adjacent to the east and south of the existing park which could be acquired)	0.68 acres (undeveloped land in which facilities could be located)	8.5 acres (undeveloped land adjacent to the east and south of the existing park which could be acquired)	
Acreage Needed to Meet Existing Facility Requirements			4.39 acres	0 acres	4.05 acres	3.70 acres
Total Acreage Needed		6 miles of paved trail 0.34 acre (Outdoor Swimming Pool) 0.90 acre (Ice Hockey Rink)	9.4 acres (undeveloped land adjacent to the east and south of the existing park which could be acquired)	0 acres	12.6 acres (undeveloped land adjacent to the east and south of the existing park which could be acquired)	3.7 acres (only a small undeveloped parcel to the northeast of the park - sufficient land unavailable)

## Forest Recreation

The area's Wasatch-Cache National Forest (WCNF) is recognized as an urban forest because of its proximity to large urban areas. People can drive from 15 to 30 minutes in any city near the WCNF and be at a ski area, developed recreation facility, trailhead, or wilderness area. During the 1997 season, the Ogden Ranger District (ORD), the district that oversees all forest recreation activities for the Project Area, reported 1.24 million recreation visitor days (RVD) (1 RVD = 12 hours of recreation activity) and 6.77 million visits (one person for any amount of time) (USFS 2001, USFS 1998). Forest recreation use has increased slowly every year since then. Customer surveys have shown most of the users are from the urban areas of the Wasatch Front. Nearly all of the recreation use comes from a five county area around Ogden (USFS 2003).

Popular summer activities on the WCNF include camping, scenic driving, hiking, biking, boating, swimming, bird watching, hunting, and fishing. Winter activities include snowmobiling, ice fishing, downhill and cross-country skiing (USFS 2003). There are thirteen campgrounds, one picnic-ground, two marinas, three swim beaches, two fisherman parking areas, eleven trailheads, and two overlooks on the ORD. Most of the developed recreation sites are located at either Pineview Reservoir, Causey Reservoir, or along the South Fork of the Ogden River.

Undeveloped recreation occurs along most of the paved and natural surface roads in the ORD. Hardened undeveloped areas, to protect resources, have been provided in the Monte Cristo area near State Highway 39. Many of the inventoried undeveloped sites are used only during the big game hunting season. In winter, most of the Monte Cristo and Curtis Creek areas are extremely popular for snowmobiling. The snowmobile trailhead at Monte Cristo is one of the highest use winter trailheads in the state (USFS 2003). At the same time, this area is surrounded by private lands and trespassing is a major issue for property owners.

The USFS recommended an area east of Causey Reservoir as the Upper South Fork Wilderness Area in the Revised Forest Plan in February 2003. According to the Revised Forest Plan, the Upper South Fork recommended wilderness area will be surveyed and boundaries marked to clearly identify the area. Existing trails will be maintained and/or relocated to meet safety standards and to prevent watershed/soil impacts. New trail development will be limited. A trailhead will be provided in the Cabin Ridge/Bluebell Flat areas to provide access (USFS 2003).

The number of developed forest recreation sites and the capacity of those sites are shown in Table 23. The weighted average occupancy by percent and season of use of these facilities are 51 percent during high use, 30 percent during shoulder-season use, 8 percent during low/closed use, and 85 percent during holiday use.

Table 23. Developed Recreation Sites on the Ogden Ranger District of the Wasatch-Cache National Forest (USFS 2003).

Developed Recreation Site	Number of Sites	Persons at One Time Capacity (PAOT)
Campgrounds	13	1,935
Picnic Areas	3	1,190
Interpretive/Observation	2	70
Boat Launch/Swim Beach	3	758
Trailheads	10	640
Angler Parking	2	120
Winter Resorts	1	NA
Total	34	4,713

### Pineview Reservoir

Swimming, water skiing, sailing, jet skiing, boating, wakeboarding, sailboarding, and kneeboarding all take place on Pineview Reservoir. The blue waters attract people from all over the Salt Lake Valley up into the Ogden Valley. Pineview Reservoir is the highest use recreation destination in northern Utah and is managed as a day-use area with overnight stays in adjacent developed campgrounds only. All campsites at Pineview Reservoir are full every Friday and Saturday night and weekday use is approximately one-half that of weekend use. Developed recreation facilities under concession operation generate one of the highest annual revenues in the nation. A significant amount of the revenue is from second vehicles that come in after the primary recreation site user, and pays an additional fee (USFS 2003).

Boat capacity on the reservoir ranges from 160 to 375 boats at one time, depending on the water level. There are some 4,900 surface acres of water when the reservoir is full. During the 1997 season, the ORD reported 481,972 recreation visitor days and 2,232,145 visits just at Pineview Reservoir. Developed recreation facilities at Pineview Reservoir include swimming beaches, picnicking areas, campgrounds, angler accesses, and marinas. Total capacity of these facilities



is 3,445 people at one time (USFS 2001). In 2002, 15 acres of USFS land on the shores of Pineview Reservoir was designated as the Gunn McKay Nature Preserve by an act of the U.S. Congress.

### Trails - Hiking, Biking, and Equestrian

According to the Ogden Valley Pathway Master Plan (Weber Pathways 2002), there are at least thirty-two named trails located in the Project Area and even more are currently being planned. There are currently 118 miles of developed trails in the Project Area and over 215 additional miles of developed trails planned. These trails provide access to a variety of landscapes for differing users. Some trails allow equestrians, mountain bikes, and hikers, while others permit motorized uses. There are many equestrian trails in the Ogden Valley and up to the Monte Cristo area, but they are particularly popular in the Middle Fork area of Ogden Valley. Some of the popular trailheads that exist in the Project Area are: Art Nord, Ben Lomond, Cutler Basin, Green Pond, Middle Fork, Monte Cristo Snowmobile, North Arm, North Ogden Divide, Pineview, Skull Crack, Skyline, Snowbasin, Wheatgrass, and Wheeler Creek.

One of the trails in the Project Area, the Skyline Trail, is a trail of national, regional, and statewide importance as it is a section of the Great Western Trail that stretches from Canada to Mexico through the Rocky Mountains of the United States. The overall plan for this trail is to include over 4,455 miles of roads and trails crossing five states, including Utah. Approximately 1,600 miles of the trail are in Utah. The trail has been proposed as a national trail in a new designation called “National Discovery Trails.” These National Discovery Trails will be continuous interstate trails, and their purpose is to help users experience and learn about aspects of American life and history while connecting urban areas with rural backcountry areas.

## Fishing

In Ogden Valley there is year-round fishing in streams and lakes. Rainbow trout and brown trout are found in the Ogden River, while Wheeler Creek contains cutthroat trout. The Middle Fork of the Ogden River, which discharges into Pineview Reservoir, contains an extremely high density of mottled sculpin, as well as significant numbers of cutthroat trout, rainbow trout, and cutthroat-rainbow hybrids. Pineview Reservoir supports a variety of fish species including rainbow trout, brown trout, largemouth bass, bluegill, black crappie, black bullhead, green sunfish, carp, Utah chub, tiger muskellunge, channel catfish, and yellow perch. Kokanee salmon spawn in the tributaries of Causey Reservoir, and Bonneville cutthroat trout are also found in these tributaries (USFS 2001, USFS 1998). Causey Reservoir also has populations of splake, tiger trout, and rainbow trout. There are five developed angler access points at Pineview Reservoir: Old Highway, Geertsen Bay, Spring Creek, Narrows, and BOR.

## Hunting

Deer, elk, pheasant, grouse, chukar, and duck hunting are tremendous attractions for residents and visitors of Ogden Valley each year. Some permits are also given for moose and mountain lion. The Utah Department of Natural Resources, Division of Wildlife Resources (UDWR) establishes annual hunting proclamations for lands within the Project Area. The UDWR also manages about 10,000 acres in the Project Area as the Middle Fork of the Ogden River Wildlife Management Area to provide hunting and other recreational opportunities and to protect big game winter range. Red Rock Ranch and Outfitters has guided hunting and fishing trips along with horseback riding, hay rides, sleigh rides, snowmobiling, and Dutch oven cooking. The Rocking C Ranch is located just outside of the Project Area in Cache County and provides similar services. The Weber Wildlife Federation owns 320 acres of private property along the Avon Divide Road that has been used as a shooting range since 1956 and is the only legal, open public shooting range in Weber County.

## Camping

There are 12 developed campgrounds and 11 private organization camps in the Project Area. Three public campgrounds are near Pineview Reservoir (U.S. Forest Service and private), eight public campgrounds and 5 private organization camps are adjacent to the Ogden River Scenic Byway on the way to Causey Reservoir (U.S. Forest Service, Weber County, and private), and the remaining public campground and six organization camps are north of Liberty (Weber County). The USFS campgrounds were designed to accommodate 1,935 people at one time. There are also three USFS picnic areas designed to accommodate 1,190 people at one time. The USFS campsites are open from May until September. On weekends in July through September, it is often difficult to find an open campsite (USFS 2001). For specific names and information on each developed public recreation site, see Table 24.

**Table 24. Developed Public Recreation Facilities in the Ogden Valley Project Area.**

Site	Individual Camping Units	Double Camping Units	Quad-size Camping Units	Group Reservation	Picnic Sites	Swim Beach	Boat Launch
Anderson Cove Campground	58	9	1	2			1
Jefferson Hunt Campground	29						
Botts Campground	8						
South Fork Campground	33	11					
Perception Park Campground and Picnic Ground	24			3	13		
Upper Meadows Campground	9						
Lower Meadows Campground	17						
Willows Campground	13						
Cemetery Point Recreation Complex				2	26	1	1
Middle Inlet Swim Beach					6	1	
Port Ramp Marina							1
Weber County Memorial Park Picnic and Camp Area	60			3			
Weber County North Fork Park	182			6			
Chris' RV Park	15 full hook-ups						

The private organizational camps that exist are Camp Atoka, Camp Browning-Camp Kiesel, Camp Utaba, Camp Lamondi, Valley Camp, Pioneer Bible Camp, Pleasant View Stake Camp, Stake Camp: Kanesville Roy Hooper Midland, Camp Shawnee, Camp Beaver, and Camp Red Cliff. These camps are owned and operated by family associations, the Boy Scouts of America, and various churches including the Utah American Baptist Association, the Church of Jesus Christ of Latter-day Saints, and the Midvalley Bible Church. There are no public facilities at these camps.

### Climbing

Geologic formations make Ogden Canyon attractive to rock climbers. Some of the climbs were originally established in the 1960s by Jeff and Greg Lowe when they began their climbing careers. There are between 30 and 40 different climbs ranging from 5.6 to 5.13+. Some areas are closed to climbing and local climbing shops have information on open climbing areas (Mecham nd). In addition to rock climbing, there are several ice climbs that bring people to Ogden Canyon. There are eight ice climbs inside of Ogden Canyon, located on the north canyon wall where the stream drops beneath the road and switches sides. These ice climbs are on the man-made waterfall created by a pipeline. These climbs range from W12-3, I to W15, I. The combined length of these ice climbs is 2,010 feet (Black 2000). Most of these rock and ice climbs are located just outside the Project Area.

### Scenic Driving

There are several opportunities for area scenic driving loops that connect with the Ogden River Scenic Byway that runs through Ogden Valley. Ogden Valley is a popular destination, especially in the fall when the leaves begin to change colors. A drive that encompasses this entire byway, and traverses another, begins in Ogden and follows the byway through Monte Cristo to Woodruff, to Bear Lake, through Logan, and past the Wellsville Mountains to Brigham City and then back to Ogden. This route connects the Ogden River

Scenic Byway with the Bear Lake Scenic Byway and the Logan Canyon Scenic Byway. There are also three shorter loops: one begins in Ogden and goes to Huntsville, across Trapper's Loop, through Weber Canyon, and back to Ogden; another runs from Ogden to Huntsville, through Eden and Liberty, down North Ogden Canyon, and back to Ogden; and a third runs from Pineview Reservoir up Trappers Loop to Snowbasin Resort, down the old Snowbasin access road, and back to the reservoir.

## Golf

There is one 18-hole golf course operating and located within the Project Area at Wolf Creek Resort. Nordic Valley Resort has a golf course on its property, which is currently closed.

## Snow Skiing

Utah, home to the 2002 Winter Olympics, is dotted with numerous ski resorts. Several of these are in the mountains surrounding Ogden Valley, including Snowbasin, Powder Mountain, and Nordic Valley. The back country in and around these resorts is also a favorite to cross-country skiers. There are ten trails for cross-country skiers in the Ogden Valley area, some of which are groomed.

Snowbasin Resort, owned by Mr. Earl Holding and founded in 1939, is one of the oldest continuously operated major mountains in America. Snowbasin Resort made significant improvements to its facilities prior to the 2002 Winter Olympics, in anticipation of the downhill and super G events that were held at the mountain. In addition to skiing, the resort offers a lodge and many miles of biking and hiking trails. The owners have major plans for the resort and hope that it will one day be quite similar to Sun Valley Resort in Idaho with a full range of entertainment, recreation, shopping, dining and lodging facilities. Along with its 3,300 acres of land in Weber County, the resort owns many thousands of acres across the county line to the south in Morgan County. The estimate of skier visits at Snowbasin Resort



in 2000/2001 was 150,000 (USFS 2001). With one double and four triple chairs, one high speed quad, two gondolas, one jig back tram, and two magic carpets, Snowbasin Resort can transport 14,650 skiers per hour onto 2,650 acres of packed trails, powder bowls, and glades. Snowbasin Resort has 2,950 vertical feet and 53 designated trails. The runs consist of 20 percent novice, 50 percent intermediate, and 30 percent expert (Snowbasin 2004). Much of Snowbasin Resort's ski trails are under permit by the USFS and affect 1,850 acres of National Forest System Lands as well as adjacent private property. There is authorization in concept for continued development of a four-season destination resort at Snowbasin (USFS 2003).

Powder Mountain Ski Resort was founded by Dr. Alvin Cobabe on land owned by his family. Since that time, the Cobabe family has built Powder Mountain into a popular ski resort that sees over 90,000 skier days per year. Powder Mountain has seven chair lifts serving over 2,800 acres, including Powder Country backside shuttle, Lightning Ridge snowcat skiing, guided tours of Wolf Creek Canyon, and over 5,500 total acres of terrain from the serene to the extreme (Powder Mountain 2004). Powder Mountain has begun to develop some of its land for residential properties including both single family and condos. The top of the mountain holds a variety of small lodging facilities and main ski lodge.

Nordic Valley is a smaller family-oriented resort with 16 trails, two lifts, and 100 acres of skiing terrain and a capacity of 1,800 skiers per hour (Nordic Valley 2004). Future plans for the facility include maintaining the ski operation and building its allotment of houses and condominiums.

### Snowmobiling

The longest groomed snowmobile trails in Utah are in the Monte Cristo area and accessed from the Ogden River Scenic Byway (State Highway 39). The road on this segment closes during the winter, and the area forms the largest trailhead in Utah for approximately

125 miles of state-groomed snowmobile trails that lead north to Hardware Ranch in Blacksmith Fork Canyon near Logan (USFS 2001). This area is managed by the State of Utah, Department of Parks and Recreation.

## Tourism Visitation

Ogden Valley has almost every type of outdoor recreation that one might seek. The Project Area supports downhill skiing, river and lake fishing, boating, hiking, snowmobiling, rock climbing, horseback riding, hunting, camping, bicycling, scenic driving, wildlife viewing, cross-country skiing, and just about any other outdoor activity that the people of Utah enjoy. As such, Ogden Valley is becoming a more and more popular recreation destination with locals as well as non-residents with each passing year.

In some respects, there is nothing new about this trend, for Ogden Valley has a long history of providing space and resources for recreation. From the early days of Ogden City's establishment, the springs of Ogden Valley as well as the beautiful setting and bountiful fish and game made the area popular with residents and 19th century and early 20th century tourists. At one point a trolley car carried visitors from the bottom of Ogden Canyon to Ogden Valley and its resources.

But, as with many things, that which can easily be accommodated in the early stages of growth can then become more troublesome as growth proceeds. Today, Ogden Valley is heavily used by local residents, other Utah residents, and out-of-state visitors. The use levels of today dwarf those of 100 years ago, but Ogden Valley is sufficiently large that the majority of resources in the Valley are currently not over-used, though some are at capacity. It is likely, however, that these trends will continue and that resources will become more and more constrained. Therefore, the focus of the Recreation Element is on how Ogden Valley should accommodate increasing numbers of visitors and residents over the next three decades.

Ogden Valley is a playground for northern Utah residents. Much of the population of Weber, Davis, Morgan, Rich and Box Elder counties finds some reason to visit Ogden Valley at least once a year. The population of that urbanizing area totals over 480,000 people and is projected to grow to more than 720,000 persons by the year 2020. The five county area currently comprises 22 percent of Utah's population.

Local residents, the region's population, and out-of-area visitors combine to make up Ogden Valley's tourism visitor base. While there is no centralized visitor counting system for Ogden Valley, by piecing together various sources of information, one can understand the general magnitude of visitation to Ogden Valley.

- ★ Pineview Reservoir is managed by the U.S. Forest Service and periodically measures visitation. Its last visitation count was in 1997. At that time, the Forest Service estimated that the lake's visitor day count exceeded 484,000 per year. A visitor day is a 12 hour period of use. Given that many people do not spend a full 12 hours on the lake, this figure translates into a higher actual number of people and cars flowing into and out of Ogden Valley to visit Pineview Reservoir. If we use a conservative figure and assume that 50 percent of the visitors stay less than a full day, then one can increase the 484,000 figure to at least 726,000 visitors. Given that the reservoir is used primarily from May to October, this translates into an average of 121,000 visitor days per month. This equates to 30,000 visitor days per week. Assuming that 75 percent of weekly use is on the weekends, then this translates to 22,500 visitor days on each weekend, which means there are approximately 11,250 visitor days per weekend day. Assuming an average of two people per car for each visitor day, this means that approximately 5,625 cars come into Ogden Valley each weekend day for Pineview Reservoir during the summer months. This equates to 11,250 trips assuming one trip in

to the reservoir and one trip going home. Given that the bulk of visitation is during July and August, those weekend visitation levels may easily be twice that figure. If one assumes that the vast majority of visitors come for six hours rather than 12 hours, then all the above figures climb even more. Total visitors per weekend day would be approximately 15,000 under this assumption. Daily weekend car flow would be 7,500 cars per day or at least 15,000 trips per day assuming the visitor travels directly to and then directly from the lake.

- ★ Skier day visits are counted by the resorts. As shown in Table 25, during the 2003 to 2004 season, Powder Mountain received 90,000 skier days, Snowbasin hosted 177,000 skier days, and Nordic Valley saw 28,000 skier days. This totals 295,000 skier days for that year. Assuming an average of two persons per car, this equates to 147,500 cars entering the Valley during the approximately 100 day winter ski period. Thus the 100 days saw an average of almost 1,500 cars per day moving into and out of Ogden Valley for skiing. Given that many skier days are comprised of two half-day parties, the number of cars is no doubt higher, but for the purposes of this analysis, the 1,500 cars per day will be used.

Table 25. *Ogden Valley Skier Days, Skiers and Trips, 2003-2004.*

<b>Ski Resorts</b>	<b>Skier Days in 2003</b>
Snowbasin	177,000
Powder Mountain	90,000
Nordic Valley	28,000
Total Skier Days	295,000
Average Days of Skiing per Year	100
Average Skiers per Day	2,950
Average Party Size	2
Average Parties at Resort each Day	1,475
Number of Trips to Resorts per Year	147,500

- ★ Second Homes in Ogden Valley currently account for about 1,028 of the 3,000 existing residences. A large portion of these (750) are within the Wolf Creek Resort and the rest are spread across Ogden Valley in the form of condos and single family units. As illustrated in Chapter II of this Recreation Element, there is significant potential for the total number of housing units to grow in Ogden Valley. Based on current zoning and land capacity, the total number of houses in Ogden Valley could grow as high as 15,000 to 17,000. This is well above the 3,000 total units of today. It is likely that a large portion of those future houses will be second homes. Moderate projections for the future, completed as part of this planning process estimate that the future second home count could rise to 6,000 to 7,000 in the next 30 years. Assuming that today's 1,028 second homes generate at least an average of twelve visits a year (by owners and renters), and assuming average party size of 3, then second homes generate another 37,000 visitors per year. For second homes that are actively renting during ski season, these figures are low.
- ★ Other Ogden Valley Visitation. There are numerous other types of outdoor visitation that occurs each year in Ogden Valley. Again, there are no counting systems to know exactly how many people flow into and out of the Valley each year for these activities. Using the inventory of facilities (e.g., parking spaces, campsites) in Ogden Valley and conservative visitation assumptions, the following annual visitation levels appear reasonable: Camping = 150,000; Hunting, fishing, hiking = over 100,000; Snowmobiling = over 30,000; Scenic Driving = over 75,000.
- ★ Special Events. The various special events held in Ogden Valley bring in at least another 50,000 visitors per year.



Based on the above figures, Ogden Valley hosts over 1.5 million visitors per year, spread out across the four seasons and across the large geography of Ogden Valley. With regional population growth expected to exceed 50 percent over the next 20 years, Ogden Valley growth having the potential to quadruple, and local resorts looking to expand and aggressively market Ogden Valley, all the variables are in position to suggest that visitation to Ogden Valley could grow substantially. The amount of growth and use of resources will largely be dependent on how this Recreation Element guides Weber County in recreation and growth management efforts.

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## CHAPTER 4: ENVIRONMENTAL RESOURCES ANALYSIS

This chapter provides an overview of the natural resource conditions and environmental constraints that exist within the OVGP Recreation Element Project Area. Natural resources that are discussed include soil resources, water resources, vegetation resources, and wildlife resources. Environmental constraints that are discussed include steep slopes, geologic hazards, stream corridors, wetlands, floodplains, essential wildlife habitat, scenic corridors, and agricultural lands. The development suitability analysis performed as part of this planning process is presented and the proposed Weber County Sensitive Lands Ordinance is described.

## Natural Resources

Natural resources abound in Ogden Valley. The resources of relevance to this planning process include soils, water, vegetation, and wildlife. These are described below by resource category.

### Soil Resources

Soil resources within Ogden Valley are detailed in the soil survey for the Morgan Area, which includes the eastern part of Weber County (USDA 1980). The soils in Ogden Valley range from shallow, skeletal, residual, high mountain soils to very deep, fine textured, alluvial soils in the valley bottom and lower mountain slopes. Most are well drained with moderately slow to moderately high infiltration and permeability rates. Much of the soils in Ogden Valley are relatively stable to erosion, until they are disturbed.

Soil properties dictate resource conditions for crops and pasture, rangeland, wildlife habitat, recreation, and engineering capabilities throughout the Project Area. Over 9,000 acres of land are used for crops in Ogden Valley, primarily for hay, grain, and silage. Soils in Ogden Valley are susceptible to frost in late spring and early fall, limiting the production of vegetables, small fruits, or orchards. Both sheep and cattle are grazed throughout much of the Project Area. The soil survey (USDA 1980) rates the engineering capabilities of different soil types for building sites, sanitary facilities, construction materials, and water management. Soil limitations include shallow depth to bedrock, soil wetness, shallow depth to water table, steep slope, likelihood of flooding, erodibility, permeability, shrink-swell potential, and shear strength. The characteristics of a soil are determined by such factors as parent material, climate, topography, moisture content, aeration, and biological forces.



## Water Resources

The Ogden River and its primary tributaries form the main hydrology for Ogden Valley. The North Fork drains the northwestern portion of the Valley, the Middle Fork drains the northeastern portion of the Valley, and the South Fork drains the entire southern portion of the Valley. The Ogden River watershed generally drains from east to west, from the higher elevation mountains into Ogden Canyon. Surface water is stored in three reservoirs within the Ogden Valley watershed: Utaba, a small irrigation storage reservoir located in the North Fork of the Ogden River; Causey, located in the upper South Fork of the Ogden River drainage; and Pineview, located at the confluence of the three main tributaries at the bottom of Ogden Valley.

Causey Reservoir and the top 60 percent of Pineview Reservoir help supply water to every city and water wholesaler from North Ogden to North Salt Lake. Deep wells in Ogden Valley supply about 60 percent of the water for Ogden City, while 13 to 14 percent is from Wheeler Creek and Pineview Reservoir. Groundwater from wells used by the city is of excellent quality. It is not treated in the filter plant, but it is chlorinated. Surface water from Pineview Reservoir and Wheeler Creek is treated in the filter plant that is just west of Pineview Dam. Filtration is needed to remove sediment and organisms not easily killed by chlorination, such as Giardia and Cryptosporidium. The shallow groundwater aquifer surrounding Pineview Reservoir poses the greatest threat to water quality degradation as a result of septic tank drain field contamination. The deeper artesian aquifer currently is not threatened by development (Physical Resources Council 1996, USFS 1998).

Groundwater from the deep aquifer provides nearly all of Ogden Valley resident's drinking water supply through public community water systems, public non-community water systems, and private water wells.

## Vegetation Resources

Ogden Valley is home to many distinct plant communities. At the lower elevations, sagebrush, grasses and oakbrush predominate. At higher elevations, there are both open and dense stands of aspen, coniferous timber, and mountain brush. The major plant communities and their primary constituents are listed below:

- ★ Aspen Forest: aspen, fir spruce maple, ceanothus, snowberry, serviceberry, chokecherry;
- ★ Mixed Conifer Forest: Douglas fir, white fir, alpine fir, spruce, maple, snowberry, ninebark, mahogany, chokecherry, ceanothus;
- ★ Pinyon-Juniper Forest: pinyon pine, Utah juniper, grasses;
- ★ Sagebrush Grassland: sagebrush, bitterbrush, rabbit brush, snowberry, grasses, forbs;
- ★ Oak-Maple Deciduous Forest: Gambel oak, bigtooth maple, chokecherry, elderberry, snowberry, serviceberry, mahogany, bitterbrush, ceanothus;
- ★ Riparian-Wetlands: cottonwood, willow, dogwood, alder, cottonwood, birch, sedge, rush, cattail, grasses, forbs;
- ★ Agricultural: alfalfa, barley, grasses; and
- ★ Urban: introduced species, parkland types, non-native turf grasses.

The importance of these plant communities is in their contribution as wildlife habitat, landscape character, erosion control, scenic quality, and educational value.

## Wildlife Resources

The diversity of plant communities in Ogden Valley provide habitat for abundant resident and migrant wildlife populations. A variety of animals are found within Ogden Valley including avian species, big game species, and non-game species. Common animals include mule deer, moose, elk, striped skunk, raccoon, porcupine, chipmunks, chickaree, several species of mice, squirrels, snakes, lizards, salamanders, frogs, beaver, muskrat, rabbit, and several species of bats. Large predators, such as fox, coyote, mountain lion, and bobcat live in Ogden Valley but are seldom seen. Common birds include wrens, chickadees, thrashers, kinglets, thrushes, waxwings, vireos, wood warblers, juncos, grouse, and sparrows. Birds of prey include the prairie falcon, goshawk, owls, golden eagle, sharp-shinned hawk, Cooper's hawk, and bald eagle. Important wildlife habitats include riparian-wetland areas and big game winter range.

## Environmental Constraints

To help protect the health, safety, and welfare of residents and visitors, there are a number of environmental constraints that limit recreation and resort development throughout Ogden Valley. Some of these constraints are addressed in current Weber County zoning ordinances, while others are addressed in the proposed Sensitive Lands Ordinance. Each of the environmental constraints evaluated as part of this planning process are described below and shown on Figure 15.

## Steep Slopes

All future development within Ogden Valley, whether homes, roads, or recreation facilities, must address the gradient or steepness of the land (i.e., the slope). Most people recognize that building on a flat area is easier and less costly than building on steeper areas. This information is particularly important to community leaders since infrastructure such as roads and sewers



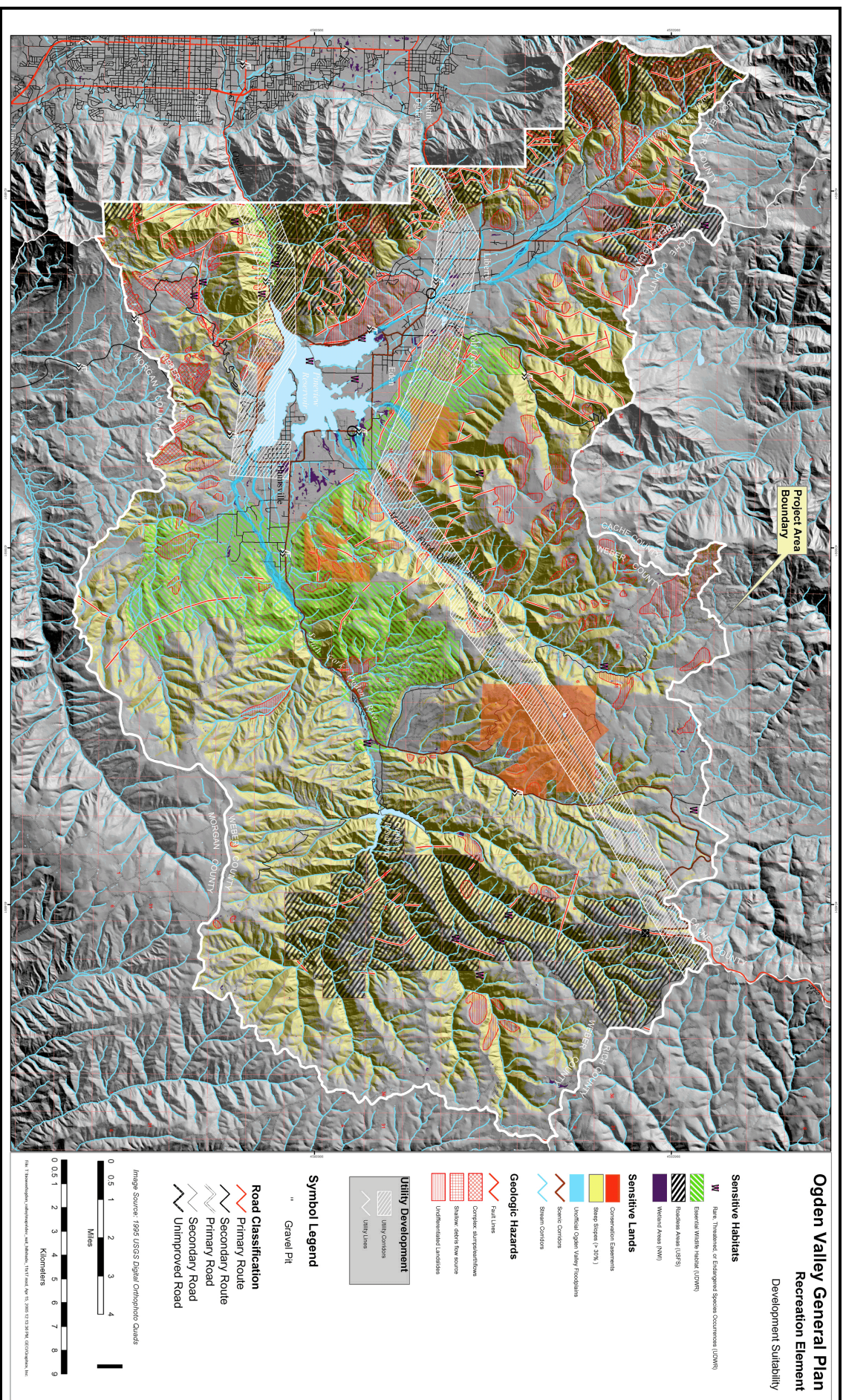


Figure 15. Ogden Valley General Plan Recreation Element Development Suitability Map.



become more difficult to construct and maintain in areas steeper than 10 percent. In addition, steeper slopes are more prone to hazards such as landslides, rockfalls, and debris flows. Weber County's ordinance "Title 26: Subdivisions" states that land with an average slope of 40 percent or more in the FR-1, FV-3, F-5, F-10, F-20 and F-40 zones and 30 percent or more in all other zones, shall not be classified as developable land and shall not be considered when determining the number of lots in a proposed subdivision. Weber County's "Chapter 22B: Cluster Subdivision Special Provisions" of the zoning ordinance (Title 28) provides for a 3 percent housing density bonus for slope areas up to 40 percent, as long as the development is done on slopes less than 30 percent. The Development Suitability Map shows all areas with slopes greater than 30 percent for the Project Area. There are approximately 70,684 acres of private land steeper than 30 percent within the Project Area.

### Geologic Hazards

Several geologic hazards to development occur in the Project Area including rock fall, landslide and debris flow, and earthquake faults. The steep mountain areas with corresponding fault zones do pose rock fall dangers. This is of particular concern in Ogden Canyon, where rock cliffs rise steeply above houses and the highway. Ancient landslides and debris flows extend from the mountains out into the Valley floor in some locations. In many places, unstable sediments are susceptible to seismic shock and landsliding created along active fault lines. Active faults are considered hazardous to development and knowledge of their location is important to minimize impacts to critical facilities. Weber County's "Chapter 38: Natural Hazards Overlay Districts" zoning ordinance provides that no critical facility or structure for human occupancy shall be constructed astride an active fault. Setbacks shall be a minimum of 50 feet from an active fault trace according to Chapter 38 of the zoning ordinance (Title 28). Figure 15 shows the location of faults and other geologic hazards. There are approximately 7,622 acres of

private land within potential fault setback zones in the Project Area. According to the zoning ordinance, a study must be prepared by an Engineering Geologist for any development proposed in or adjacent to mapped geologic hazards.

### Stream Corridors and Wetlands

Streams and wetlands throughout Ogden Valley provide many important hydrological, biological, ecological, aesthetic, recreational, and educational functions. Important functional values of these resources have been lost or significantly impaired as a result of various development activities. State and Federal agencies have jurisdiction over these resources and no activities that disturb, remove, fill, dredge, clear, destroy, or alter these areas are permitted without agency approval. The Sensitive Lands Ordinance provides policies for setbacks along all perennial and ephemeral streams ranging from 50 feet to 100 feet from the high water mark depending upon the stream classification. Weber County's "Chapter 22B: Cluster Subdivision Special Provisions" provides for a 4 percent housing density bonus for protecting areas along major drainages such as the Ogden River and its three main tributaries and Pineview Reservoir. Stream corridors and wetlands are shown on Figure 15. There are approximately 10,861 acres of stream corridors and 955 acres of wetlands within the Project Area on private land.

### Floodplains

Every year, disasters are reported in Utah and throughout the United States involving destruction of property from flood events. Unfortunately, most flood event disasters could be prevented by avoiding development within delineated floodplains. The Federal Emergency Management Agency (FEMA) and Weber County have produced official flood plain maps, depicting areas of potential stream flooding for major drainages throughout Weber County. The mapping in Ogden Valley, produced by Weber County, is currently preliminary and has not yet been officially adopted.

The FEMA recommends no new development be permitted in the 100-year floodplain. Weber County's "Chapter 38: Natural Hazards Overlay Districts" of the zoning ordinance (Title 28) provides policies for development within floodplain areas. Weber County's "Title 12: Flood Damage Prevention" zoning ordinance also provides policies for reducing the risk of flood hazards. Figure 15 shows the location of preliminary floodplain areas in Ogden Valley. Delineated floodplains encompass approximately 1,926 acres of private land within the Project Area.

### Essential Wildlife Habitat

Essential Wildlife Habitat has been defined by the State of Utah as the habitat that Utah must maintain to meet the management objectives and the habitat conservation needs of all species of protected wildlife in the state (UDWR 2001). The UDWR is in the process of developing maps that identify those wildlife habitats of critical concern. In a general sense, essential wildlife habitat is the land and water base necessary to ensure the long-term survival of wildlife populations. These habitats may be important to a wide diversity of wildlife species and may contain such habitats as big game winter ranges, wetlands, riparian areas, and nesting habitats.

Because big game animals can be considered indicator species for the general condition of wildlife resources within the Project Area, these areas are defined mostly by big game winter range. Some common activities that will drive deer and elk from an area are: construction projects which result in roads, houses, or golf courses; habitat manipulation projects which result in new agricultural fields or pastures; and moderate snowmobile activity. Highways, deep canals, or high fences can block traditional migration routes. If healthy big game populations are maintained, then it follows that the general wildlife resources are in good condition. Policies for these areas are discussed as "Critical Wildlife/Critical Winter Range Areas" in the Sensitive Lands Ordinance. Weber County's "Chapter 22B: Cluster Subdivision Special Provisions" of the zoning

ordinance (Title 28) provides for a 3 percent housing density bonus for protecting areas identified as critical wildlife habitat. There is approximately 21,229 acres of Essential Wildlife Habitat on private land within the Project Area. These areas are shown on Figure 17.

### Scenic Corridors

It is the policy of Weber County to preserve the scenic quality of Ogden Valley for the benefit of residents and the continued viability of a rural agricultural, residential, and recreational economy that is dependent upon the quality of its rural and natural setting. Weber County desires to preserve the natural appearance of Ogden Valley, particularly as viewed from major activity areas, public roads, and trails by regulating the location, height, design, and screening of development. To this end, Weber County has suggested that commercial, residential, or industrial structures be restricted within 100 feet of the right-of-way of designated scenic corridors including highways 39, 162, and 166, North Ogden Divide Road, Avon Divide Road, Trapper's Loop Road, and Pineview Reservoir. These policies are discussed as "Entry and Scenic Corridors of the Ogden Valley" in the proposed Sensitive Lands Ordinance. Proposed scenic corridors are shown on Figure 15 and comprise approximately 986 acres of private land within the Project Area.

### Agricultural Lands

Both Prime and Statewide Important Farmlands exist in Ogden Valley and are a part of Weber County's agricultural heritage. It is the policy of Weber County to protect the economic viability of agricultural lands and operations to ensure that large tracts of land, now committed to or capable of sustaining agricultural uses, be protected where practicable, as a food resource area, as well as for aesthetics, open space, and in keeping with the desire to maintain the rural atmosphere. Specifically, Weber County wishes to avoid development that will limit delivery of irrigation water, encourage development that clusters units to maintain open space, and protect agricultural operations from

disruption by neighboring non-agricultural development. These policies are discussed as “Agricultural Lands” in the proposed Sensitive Lands Ordinance.

## Development Suitability Analysis

Development suitability for the Project Area was determined by analyzing and synthesizing the environmental constraints information for Ogden Valley. The suitability for development of a specific parcel of land is influenced by the ability of the existing resources to accommodate a particular land use or activity. A detailed suitability analysis was conducted to identify the location of the following environmental constraints on private land as provided for in existing or proposed Weber County ordinances:

- ✱ Slopes steeper than 30 percent
- ✱ Presence of seismic faults (50-foot buffer)
- ✱ Presence of a stream corridor (50- to 100-foot buffer)
- ✱ Presence of wetlands
- ✱ Presence of the 100-year floodplain
- ✱ Presence of a scenic corridor
- ✱ Lands with conservation easements

The results of the development suitability analysis were placed on a map and are shown in Figure 15. Table 26 indicates the amount of area affected by each of the environmental constraints mapped as part of the development suitability analysis. Based on a synthesis of the environmental constraint information, there is approximately 81,086 acres of private land affected by these environmental constraints.



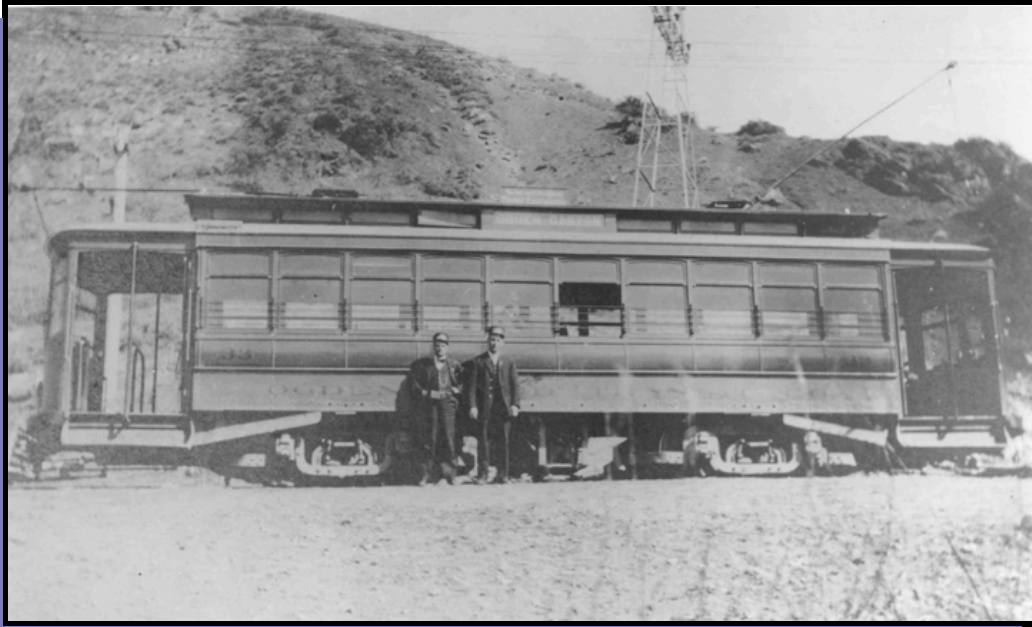
Table 26. Summary of Area Affected by Environmental Constraints for Ogden Valley.

Environmental Constraint	Acreage of Private Lands
Steep Slopes	70,684
Earthquake Faults	7,622
Stream Corridors	10,861
Wetlands	955
Floodplains	1,926
Essential Wildlife Habitat <sup>a</sup>	21,229
Scenic Corridor	986
Conservation Easements	6,930

<sup>a</sup> Essential wildlife habitat is not included in development suitability analysis because proposed sensitive lands ordinance does not prohibit development on these lands.

## Sensitive Lands Ordinance

Weber County's proposed Sensitive Lands Ordinance, titled "Chapter 38B: Sensitive Land Overlay Districts," is currently in its seventeenth draft. This ordinance has been the subject of extensive debate at numerous meetings over several years between residents, land owners, planning staff, and county commissioners.



## CHAPTER 5: TRANSPORTATION ANALYSIS

Transportation access and circulation is one of the key issues in the Ogden Valley. This chapter describes Ogden Valley's existing and future transportation needs and provides an analysis of the facilities that will be a concern with the expected growth in population and development. The transportation analysis is limited to the state routes in the Ogden Valley that provide access to the Ogden urbanized area and surrounding counties. The existing conditions are presented in the form of 2002, 2003, and 2004 year analysis of all the state routes in Ogden Valley. Since Ogden Valley does not currently have a regional travel demand model, the consultant team made assumptions in developing future traffic volumes. The assumptions were applied such that the analysis remains consistent with Utah Department of Transportation's Ogden Valley Transportation Master Plan (UDOT 2004).

## Existing Roads and Their Capacities

Inside Ogden Valley, there are only a few regional roads that serve the entire Valley. There are only three access roads from the Wasatch Front urbanized area into Ogden Valley. This section describes the characteristics, volumes, and capacities of the main roadways within the Ogden Valley.

### Ogden Canyon Road (SR-39)

This facility is the primary access road for the Ogden Valley. It connects Interstate 15 in the City of Ogden to Ogden Valley. Once through Ogden Canyon, the road continues to run along the south side of Pineview Reservoir into Huntsville, which is discussed further below. Through Ogden Canyon into Ogden Valley, the road is a two-lane facility with narrow shoulders. Left turn lanes are provided at most intersections and driveways. It is owned and maintained by UDOT and carries the designation of State Road (SR) 39. According to UDOT, the 2002 Average Annual Daily Traffic (AADT) on the road was 7,350 vehicles.

Ogden Canyon is also home to one of three Automatic Traffic Recorders in Weber County. These counters record traffic data throughout the year. The data shows that over the last 10 years that July is the highest volume month of the year at 129 percent of average traffic. During the three month summer period from June through August traffic volumes are 124 percent of average traffic. September is the month that most closely matches average with traffic volumes at 98 percent of average.

The traffic capacity of the roadway is estimated to be approximately 12,500 vehicles per day. On an average day in 2002 the road operated at 58.8 percent of its total capacity. During the summer the road would have operated at 73.2 percent of its capacity.

### New Trappers Loop (SR-167)

This facility connects SR-39 in Ogden Valley to Morgan County in the south and I-84, which in turn connects to Davis, Weber, and Summit counties. The road also provides access to the Snowbasin Resort. In preparation for the 2002 Winter Olympic Games this new road was built and the old Trappers Loop was turned over to Weber County, which closed the road to through access limiting it to local traffic only. This road has a 3-lane cross section for most of its length. The uphill traffic has two lanes while downhill traffic has one lane.

The 2002 AADT on the road was 3,740 vehicles. The traffic capacity of the roadway is estimated to be approximately 17,500 vehicles per day. On an average day in 2002 the road operated at 21.4 percent of its total capacity. Assuming that monthly variations in Ogden Canyon are consistent throughout the Valley, during the summer the road would have operated at 26.6 percent of its capacity.

### North Ogden Divide (Weber County 3464)

This facility is the third road that provides access to the Ogden Valley, specifically the Liberty area on the north end of the Valley. It is a narrow, winding two-lane road that connects to Harrisville and I-15 in west Weber County. The road is characterized by its steep grades and sharp curves. These features limit the capacity of the facility and the actual traffic on the road since some drivers utilize Ogden Canyon instead of this road. The Wasatch Front Regional Council Transportation Improvement Program has programmed approximately \$1.7 million for safety improvements along the North Ogden Divide in 2004.

The 2002 AADT on the road was 960 vehicles. The traffic capacity of the roadway is estimated to be approximately 9,500 vehicles per day. On an average day in 2002 the road operated at 10.1 percent of its total capacity. Assuming that monthly variations in Ogden Canyon are consistent throughout the Valley,

during the summer the road would have operated at 12.6 percent of its capacity.

### SR-39

Within Ogden Valley, this facility extends from Ogden Canyon along the south side of Pineview Reservoir, which is where it intersects with Trappers Loop. It then turns to the north along 7800 East into Huntsville and then east along 100 North into South Fork Canyon and over Monte Cristo into Rich County and the city of Woodruff. Causey Reservoir is accessed by Causey Drive, a small street that intersects with SR-39. The facility is a two-lane road along its entire length with turn lanes provided at busy intersections and driveways. Within the valley the road is relatively flat, which changes as it enters the canyon towards Woodruff.

The 2002 AADT on the road varied from 7,580 at the mouth of Ogden Canyon to 4,000 just south of Huntsville to 2,000 east of Huntsville. The AADT at the Weber County line was 515 vehicles. The traffic capacity of the roadway in the valley is estimated to be approximately 17,500 vehicles per day. On an average day in 2002 the road operated at 43.4 percent of its total capacity near the dam at the mouth of the canyon. Assuming that monthly variations in Ogden Canyon are consistent throughout the Valley, during the summer the road would have operated at 53.9 percent of its capacity in this same location. Obviously this percentage decreases as volumes decrease as one moves east along the road.

### SR-158

This facility travels across the Pineview Dam at the mouth of Ogden Canyon along the western edge of the reservoir, past an intersection with the old Highway 166, and then northwards to Wolf Creek and Powder Mountain Resorts. The road ends at the ski resort and does not continue on into Cache County. It is a two-lane facility with narrow shoulders and generally traverses rolling terrain, which becomes steeper as the



road heads up towards Powder Mountain Resort. For security reasons the Bureau of Reclamation (Reclamation) would like to eliminate roads on top of dams, which is the case with SR-158 across the Pineview Reservoir dam. Reclamation would like to replace that road with a bridge to the east of the dam; however, there is no funding for this proposed project.

The 2002 AADT on the road varied from 4,730 at the dam to 3,835 just north of Eden to 1,850 near Powder Mountain Resort. The traffic capacity of the roadway in the valley is estimated to be approximately 15,000 vehicles per day. On an average day in 2002 the road operated at 31.5 percent of its total capacity near the dam. Assuming that monthly variations in Ogden Canyon are consistent throughout Ogden Valley, during the summer the road would have operated at 39.3 percent of its capacity in this same location. Obviously this percentage decreases as volumes decrease while moving north along the road.

### Huntsville to Eden Roads (Weber County 3468)

These roads connect Huntsville to Eden on the north side of Pineview Reservoir through a series of 90 degree turns. The entire route used to be part of SR-166; however, in 1990 the Utah Transportation Commission relinquished control of the road and turned it over to Weber County. Many maps and road signs still identify the facility as Highway 166. Traveling from Huntsville the road begins at the intersection with SR-39 at the point where that road turns from 7800 East to 100 North. This facility travels north on 7800 East for about half a mile before turning west. The road turns back to the north at 7000 East and then back to the west at 1900 North, and back to the north again at 5500 East. From 2300 North the road largely travel northwest to a junction with SR-158 at about 2500 North and 5100 East. The road is a two-lane facility with shoulders and turn lanes at the main intersections and driveways. The road primarily serves local traffic within Ogden Valley.

The 2002 AADT on the road was 1,405 vehicles. The traffic capacity of the roadway is estimated to be approximately 17,500 vehicles per day. On an average day in 2002 the road operated at 8.0 percent of its total capacity. Assuming that monthly variations in Ogden Canyon are consistent throughout the valley, during the summer the road would have operated at 10.0 percent of its capacity.

### Eden to Liberty Roads (Weber County 3464)

These roads connect Eden to Liberty and the North Ogden Divide. The route used to be part of SR-162; however, in 1990 the Utah Transportation Commission relinquished control of the road and turned it over to Weber County. Many maps and road signs still identify the facility as Highway 162. Traveling from Eden the road begins at the intersection with SR-158 at about 2500 North and 5100 East. This facility travels northwest for about two miles at which point it turns north along 3500 East at about 3600 North. The road continues north until 4100 North where it turns to the west to provide access to the North Ogden Divide Road. The road is a two-lane facility with shoulders and turn lanes at the main intersections and driveways. This road also connects to the Nordic Valley Resort access road.

The 2002 AADT on the road was 2,650 vehicles. The traffic capacity of the roadway is estimated to be approximately 17,500 vehicles per day. On an average day in 2002 the road operated at 15.1 percent of its total capacity. Assuming that monthly variations in Ogden Canyon are consistent throughout Ogden Valley, during the summer the road would have operated at 18.9 percent of its capacity.

## Avon Divide Road

In Ogden Valley, 3100/3300 East is a road that connects to the Avon Divide Road at 4100 North and provides access north into Cache County. The Avon Divide Road is an unimproved dirt road and closes in the winter, so it is not described in any detail in this transportation analysis.

## Existing Levels of Service (LOS)

This section provides an overview of the level of service (LOS) currently provided on Ogden Valley roads. The LOS of a road is a qualitative measure that describes the operating conditions of a traffic stream, based on various other measures such as speed and travel time, freedom to maneuver, traffic interruptions, comfort, and convenience. Table 27 summarizes the criteria used for determining the LOS of a road segment.

Existing traffic conditions were obtained by analyzing the years 2003 and 2004 Average Annual Daily Traffic (AADT) for the state routes in Ogden Valley. The 2003 AADT was obtained from the Utah Department of Transportation's 2003 Traffic on Utah Highways. The 2004 AADTs were developed using the Ogden Valley Transportation Master Plan's average annual growth in traffic for the respective sections on state routes. Table 28 shows the average growth rate used for developing the 2004 traffic volumes. Table 29 shows the AADTs for the years 2001- 2004.

An analysis of the existing conditions in Ogden Valley shows that with the exception of Ogden Canyon, all the roads in Ogden Valley currently operate at acceptable levels of service. Of particular interest is SR-39 east of Pineview Dam which is operating at LOS D since it carries heavy volumes connecting Ogden's urbanized regions and Ogden Valley. Even though this section of SR-39 is congested during peak periods, and even more during summer months, no improvements are currently planned. Figure 16 shows the existing levels of service for the existing conditions.

Table 27. Level of Service (LOS) Criteria for Class I &amp; Class II Two-Lane Highways.

Level of Service	Class I Two-Lane Highways		Class II Two Lane Highways
	Percent Time Spent Following	Average Travel Speed (miles per hour)	Percent Time Spent Following
A	≤ 35	>55	≤ 40
B	> 35 - 50	> 50 - 55	> 40 - 55
C	> 50 - 65	> 45 - 50	> 55 - 70
D	> 65 - 80	> 40 - 45	> 70 - 85
E	> 80	≤ 40	> 85
F	* Applied when flow rate exceeds segment capacity.		

Table 28. Average Annual Growth Rates in Traffic for year 2004.

Roadway Sections	UDOT's Average Growth Percentage
SR 39 East of SR 167	3.9
SR 39 East of Dam	4.5
SR 158 North of Dam	5.8
SR 167 South of SR 39	3.6

Table 29. Capacity and AADTs for the years 2001, 2002, 2003, and 2004.

Route	FMP	TMP	Location	Capacity	Average Annual Daily Traffic (AADT)			
					2001	2002	2003	2004
39	8.78	13.9	EAST INCL OGDEN & VALLEY DRIVE	12,000	8,305	7,350	7,795	8,099
39	13.9	16.7	JCT SR 158 AT PINEVIEW	12,500	5,495	7,580	8,040	8,193
39	16.7	17.6	JCT SR 226	17,500	4,485	3,970	3,040	3,098
39	17.6	19.4	SR 167 TRAPPERS LOOP	17,500	4,485	3,740	3,040	3,149
39	19.4	21.6	JCT LOCAL ROAD TO EDEN	17,500	2,985	2,000	1,985	2,023
39	21.6	27.9	ROAD TO MONASTERY	17,500	1,695	1,680	1,430	1,457
39	27.9	43.9	ROAD TO CAUSEY RES	17,500	520	515	510	520
158	0	3.78	JCT SR 39	15,000	4,510	4,730	4,645	4,914
158	4.34	5.04	JCT LOCAL RD NORTHWEST OF EDEN	15,000	3,655	3,835	1,930	2,042
158	5.04	11.7	PATIO SPRINGS-POWDER MNT SKI RESORT	15,000	1,765	1,850	1,820	1,926
3468	0	5.11	JCT SR 39 EAST OF HUNTSVILLE-JCT FAS 569	17,500	1,340	1,405	1,813	1,918
3464	0	0.84	JCT SR 158 NORTHWEST OF EDEN	17,500	4,385	4,600	4,600	4,867

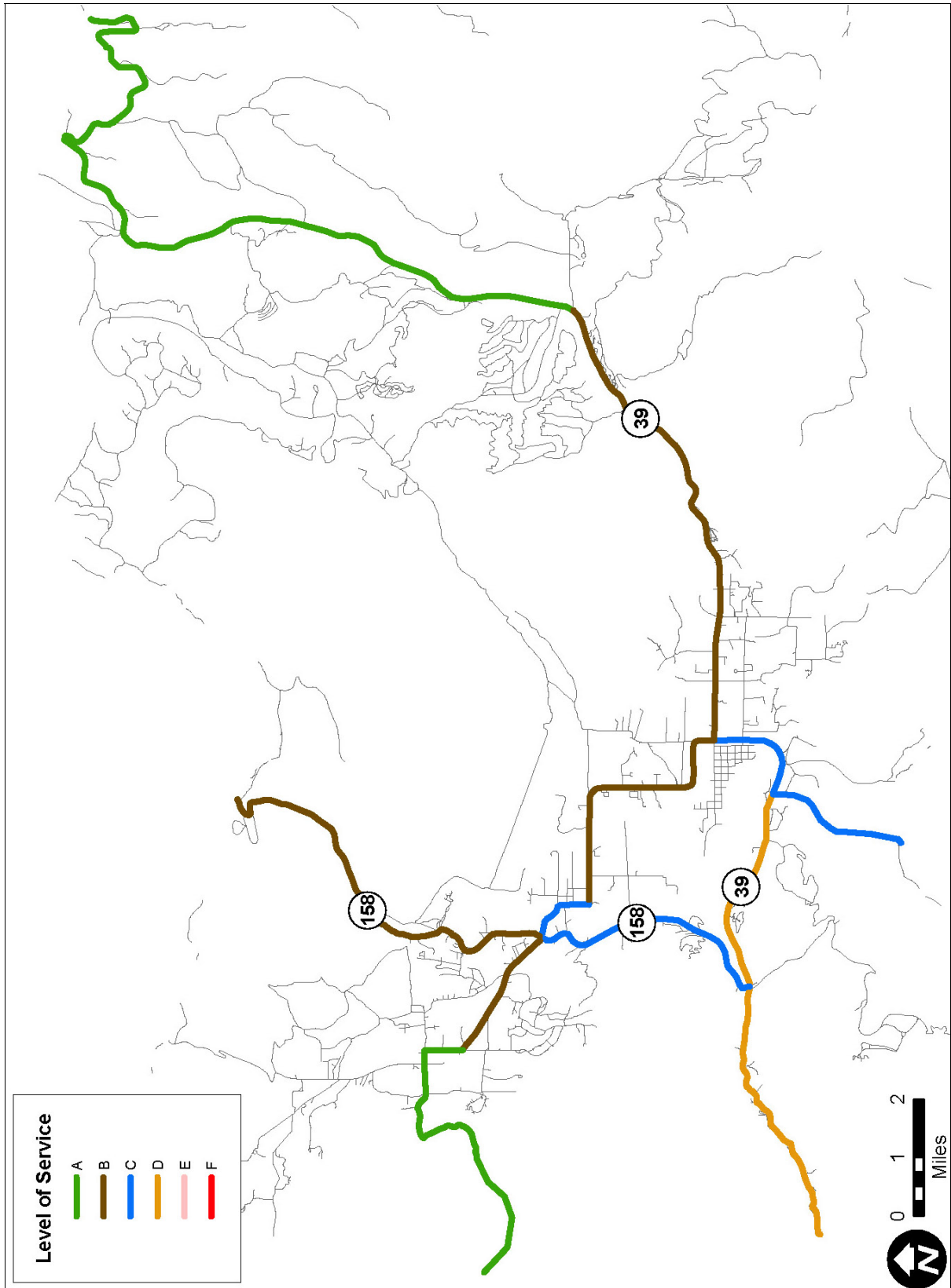


Figure 16. Ogden Valley Roads 2004 Base Level of Service.



## Existing Transportation Improvement Projects

According to the Ogden Valley Transportation Master Plan (UDOT 2004), there are several projects under consideration and investigation in the Project Area. The current Statewide Transportation Improvement Program (2004-2008 STIP) lists the following project:

- ★ SR-39 at 500 South, Huntsville, Spot Improvement – Turning Lanes

Also, the following projects are currently listed on the State of Utah's Long Range Plan, Utah Transportation 2030:

- ★ SR-39, Pineview Bridge Structure
- ★ SR-158, from SR-39 at Pineview Dam to near Eden, highway reconstruction and bridge project
- ★ SR-226, from SR-39 near Pineview to Snowbasin, highway reconstruction and safety project

## Recommended Transportation Improvement Projects

The following list identifies the eight projects that have been recommended in the Ogden Valley Transportation Master Plan (UDOT 2004) as having the highest priority according to the Ogden Valley Transportation Advisory Committee:

- ★ Dedicated bike path through Ogden Canyon on the existing rail bed.
- ★ Roundabout at the junction of SR-158 and old route 162, by Valley Market.
- ★ Bike path around Pineview reservoir with preservation of rural characteristics.

- ✧ Bike path from Wolf Creek Resort to the Valley Market.
- ✧ Improved roadway across Avon Divide into Cache Valley.
- ✧ Intersection Improvement at SR-39 and SR-158 to improve sight distance.
- ✧ Crosswalk study at SR-39 and 500 South in Huntsville.
- ✧ New interchange at I-84 and Trappers Loop Road (in Morgan County).

A comprehensive list of transportation needs, as identified by the Ogden Valley Transportation Advisory Committee, and their costs is provided in Table 30.

### Potential Revenue Sources for Transportation Improvement Projects

Federal and State participation will be important for the success of implementing projects identified in Table 21. It will be important for Weber County to work proactively with UDOT and promote the projects that can be placed on the five-year STIP as soon as possible. Weber County and the City of Huntsville will have to fund the local portions of these projects. To generate these funds, the following options may be considered:

- ✧ Increased transportation impact fees.
- ✧ Increased general fund allocation to transportation projects.
- ✧ General obligation bonds repaid with property tax levies.
- ✧ Increased participation by developers, including cooperative programs and incentives.

Table 30. Transportation Needs and Cost Estimates for Ogden Valley.

County	Route	Project Description / Concept	Start Point	End Point	Length or Quantity	2004 Estimated Cost
<b>Highway Projects</b>						
Weber	SR-158	SR-158 improvement across Pineview Reservoir at the Narrows				\$15,000,000
Morgan	I-84	Trappers Loop Interchange with I-84 at Mountain Green				\$50,000,000
Weber	SR-39	"Slow Traffic Use Pull-Outs" signing in Ogden Canyon				\$2,500
Weber	SR-158	Add shoulder along SR-158 near reservoir			1.5 miles	\$325,000
Weber	SR-39	Add shoulder along SR-39 near reservoir			2 miles	\$425,000
Weber		Add shoulder along old route 162			4 miles	\$850,000
Weber	SR-39	Widening near Peery Bridge in Ogden Canyon				\$4,000,000
Weber	SR-158	Wolf Creek Drive widen to three lanes			2 miles	\$450,000
Weber		Tunnel through Ogden Divide into North Ogden				\$40,000,000
Weber		Improved roadway across Avon divide into Cache Valley		County Line	2.5 miles	\$8,000,000
Weber		Build alternative route to Powder Mountain from Avon Divide Road			2.5 miles	\$6,000,000
Weber	SR-158	Turn lanes near Wolf Creek club house and recreation center				\$150,000
Weber		Avon Road to Powder Mountain	River Road	Wolf Creek Drive		\$10,000,000
Weber		Bridge widening over North Fork for pedestrians				\$40,000
Weber	SR-39	Build at least two Pullouts or Passing lanes in Ogden Canyon				\$1,000,000
Weber	SR-39	8600 East loop road improvements (east Huntsville)			3 miles	\$1,450,000
<b>Pedestrian / Bicycle Projects</b>						
Weber		Bridge widening over Middle Fork on old Route 162				\$40,000
Weber		Dedicated bike path through Ogden Canyon on existing rail bed			5.5 miles	\$552,000
Weber		Bike path around reservoir with preservation of rural characteristics			20 miles	\$1,500,000
Weber		Crosswalks for bicycle triangle in Eden			7 locations	\$12,500
Weber		Wolf Creek bike path store to clubhouse	4-way stop	Club House	2 miles	\$150,000
<b>Intersection Improvements</b>						
Weber	SR-39	SR-39 / 8600 East add turning bays				\$150,000
Weber	SR-158	SR-158 roundabout at old route 162 (Valley Market)				\$200,000
Weber		Old route 162 / River Road site distance improvement				\$75,000
Weber	SR-158	SR-158 / 5150 East acceleration / deceleration lanes near bike shop				\$150,000
Weber	SR-158	SR-158 / Boat ramp entrance acceleration / deceleration lanes				\$150,000
Weber	SR-158	Access improvement near Maverick into commercial development				\$75,000
Weber		North Fork Road / 3100 North decel / acceleration / turning lanes				\$150,000
Weber		North Fork Road / 3300 North decel / acceleration / turning lanes				\$150,000
Weber	SR-39	SR-39 / SR-167 traffic signal				\$150,000
Weber	SR-39	SR-39 / 500 South (in STIP)				\$360,000
Weber		500 South / 9600 East				\$75,000
Weber	SR-39	SR-39 / 9000 East				\$75,000
Weber	SR-39	SR-39 / SR-158 to improve site distance near Pineview Dam				\$75,000
Weber	SR-39	Intersection lighting SR-39 / SR-158 near Pineview Dam				\$25,000
Weber	SR-39	Intersection lighting SR-39 / Old Snowbasin Road				\$25,000
<b>Freight</b>						
Weber	SR-39	Truck routing study through Ogden Canyon				\$100,000

Table 30. Transportation Needs and Cost Estimates for Ogden Valley (cont.).

County	Route	Project Description / Concept	Start Point	End Point	Length or Quantity	2004 Estimated Cost
<b>Safety</b>						
Weber	SR-39/158	Guardrail around Pineview Dam			3.5 miles	\$555,000
Weber	SR-39	Signing for Ogden Canyon (slow traffic use pull outs)				\$2,500
Weber	SR-158	Enforce winter tires on SR-158			Day	\$1,000
Weber	SR-158	Create chain up area on SR-158 at gravel pit				\$125,000
Weber	SR-158	Do not tailgate signs on SR-158				\$2,500
Weber	SR-158	Radar speed enforces signs on SR-158				\$2,500
Weber	SR-158	Signing on SR-158 at the top Powder Mountain to use "Lowest Gear"				\$1,000
Weber	SR-39/158	Install rumble strips in center line on SR-39 & SR-158			13.5 miles	\$25,000
<b>Alternative Travel Modes</b>						
Weber		Carpooling into Salt Lake / Davis / Weber counties (Create a Program)				\$25,000
Weber	SR-158	Build Carpool Lot at intersection of SR-158 and old route 162				\$400,000
Weber	SR-39/167	Build Carpool Lot at intersection of SR-39 and SR-167 (Trappers Loop)				\$400,000
Weber		Local shuttle system (Van / Driver)			Year	\$65,000
<b>Studies</b>						
Weber		North Ogden divide tunnel feasibility Study				\$250,000
Weber	SR-39	Safety Study at SR-39 / 100 South				\$5,000
Weber	SR-39	Speed Study on SR-39 from Trappers Loop intersection thru Huntsville				\$5,000
Weber	SR-158	Safety Study at SR-158 / 2200 North ( Yield sign )				\$5,000
Weber	SR-158	Speed Study on SR-158 from the "Y" to 4- Way Stop				\$1,000
Weber		Old route 162 turn lane study at multiple locations				\$10,000
Weber		School Crossing Study, Crosswalk Study				\$2,500
Weber	SR-39	Crosswalk Study SR-39 / 500 South				\$2,500
Weber		Safety Study 5500 East/2200 North at General Store in Eden				\$5,000
Weber		Study to Build a connection road from Cache County to Weber County				\$250,000
Weber	SR-39	Study taking down "Bicycles Not Recommended" signs in Ogden Canyon				\$500
Weber	SR-158	Speed Study from 4-way stop to dam				\$2,500
<b>Total</b>						<b>\$144,075,500</b>

- ★ Special improvement districts (SIDs), whereby adjacent property owners are assessed portions of the project cost.
- ★ Sales or other tax increase.
- ★ State funding for improvements on the county roadway system.
- ★ Increased gas tax, which would have to be approved by the State Legislature.
- ★ Federal-aid available under one of the programs provided in the federal transportation bill.

Increased general fund allocation means that State General Funds must be diverted from other governmental services and/or programs. General obligation bonds would provide initial capital for transportation improvement projects but would also add to the debt service of Weber County. One way to avoid increased taxes needed to retire the debt is to sell bonds repaid with a portion of Weber County's State Class monies for a certain number of years.

Participation by private developers provides a promising funding mechanism for new projects. Developers can contribute to transportation projects by constructing on-site improvements along their site frontage and by paying development impact fees. A down-side to this approach is that roads are improved in pieces rather than logical segments. One way to overcome this is for Weber County to construct the necessary improvements and simply charge developers their share when they develop adjacent property.

Development impact fees would be based on the additional improvements required to accommodate new development and would be proportioned among each development. The expenditure of additional funds provided by the fees would be subject to Weber County's spending limit. However, development impact fees are often a controversial issue and may or may not be an appropriate method of funding projects.





## CHAPTER 6: PUBLIC PARTICIPATION AND OPINIONS

This chapter reviews the methods used to engage the public during this planning process and the results of their input. Public participation involved several activities including formation of a Stakeholder Committee, facilitation of a series of open-house style public workshops, implementation of an on-line visual preference survey, and presentation of project information to appointed and elected governing bodies within Weber County. Both the methods for and the results from public participation during the OVGP Recreation Element planning process are discussed below.

## Stakeholder Committee Meetings

Early in the planning process, Weber County and Envision Utah formed a Stakeholder Committee to help guide the consultant team on all aspects of the OVGP Recreation Element. The Stakeholder Committee was made up of representatives from diverse interests including citizen committees, public agencies, development interests, business interests, and land owners. Stakeholder Committee members included:

Cindy Berger, Liberty Nordic Valley Planning Commission

Steve Clarke, Eden Planning Committee

Paul DeLong, Eden Planning Committee

Jim Hasenyager, Ogden Valley Land Trust

Sharon Holmstrom, Weber County Planning Commission

Lisa Karam, Ogden Valley Business Association

Pam Kramer, Utah Division of Wildlife Resources

Kirk Langford, Eden Planning Committee

Helene Liebman, Weber Pathways / Ogden Valley Pathways

Jamie Lythgoe, Powder Mountain Resort

Larry Nalder, Nordic Valley Resort

DeVon Nelson, Weber County Public Lands Advisory Committee

Denzel Rowland, Snowbasin Resort

Roger Richins, Liberty Nordic Valley Planning Commission

Rick Vallejos, U.S. Forest Service

Kim Wheatley, East Huntsville Planning Commission

Jeromy Williams, Wolf Creek Properties

The Stakeholder Committee met a total of 10 times over 12 months of the planning process.

## Public Workshops

Three series of Public Workshops were held during the planning process: September 2004; December 2004; and April 2005. Each series of Public Workshops was held in both Ogden City and Ogden Valley on consecutive evenings. Participants signed in and picked up a project handout that summarized information about the Recreation Element planning process and the evening's activities. Public Workshop handouts also included a survey with questions for all meeting participants to answer and submit. The format for these workshops generally involved a 45- to 60-minute presentation by the consultant team followed by a 45 to 60-minute group mapping exercise. Groups of participants then presented their findings or suggestions to all attendees before being adjourned. A summary of each Public Workshop and the results of the input received are described below.

### September 2004

The first series of Public Workshops was held on September 29 and 30 in Ogden City and Ogden Valley, respectively. The September 29 meeting was attended by 21 individuals while the September 30 meeting was attended by 56 individuals. This workshop was designed to identify and address the issues, concerns, and opportunities that the public believes should be addressed in the Recreation Element. Participants listed both issues and opportunities, and then mapped those on large Project Area maps. Based on input from the mapping exercise and comment forms collected during the first series of Public Workshops, the consultant team categorized and ranked the top six most frequent comments received.

The results are presented below for each of the questions.

***What and/or where are the greatest threats you see to the protection of the natural resources and rural lifestyle of Ogden Valley residents?***

- Growth Challenges (e.g., pollution, overcrowding) – 13
- Transportation (e.g., road capacity, Ogden Canyon) – 12
- Zoning (e.g., current zoning not adequate, ridgeline development) – 11
- Motorized Recreation (e.g., boat overcrowding) – 9
- Water Quality and Supply – 9
- Open Space Preservation – 4

***What and/or where are the greatest opportunities you see for the protection of the natural resources and rural lifestyle of Ogden Valley residents?***

- Non-motorized Recreation (e.g., trails and campground development) – 16
- Open Space Preservation (e.g., Ogden Valley Land Trust, wildlife habitat) – 15
- Zoning (e.g., cluster development, increased lot sizes) – 13
- Transportation (e.g., increase UTA transit service, parking) – 7
- Motorized Recreation (e.g., use restrictions on Pineview Reservoir) – 6
- Multipurpose Recreation (e.g., more resorts, golf courses, sports fields) – 6

***What kind of additional recreational facilities or resort areas should be developed and where should they be located in Ogden Valley?***

- Multipurpose Recreation (e.g., need new recreation complex) – 6
- Non-motorized Recreation (e.g., more trails and campgrounds) – 5
- Motorized Recreation (e.g., use restrictions on Pineview Reservoir) – 4

The results of the mapping exercise during the first series of Public Workshops are shown in Figure 17.

### December 2004

The second series of Public Workshops was held on December 8 and 9 in Ogden City and Ogden Valley, respectively. The December 8 meeting was attended by 9 individuals while the December 9 meeting was attended by 17 individuals. This workshop was designed to summarize recreational facility and transportation needs and recommendations and to explore different potential growth strategies and development scenarios for the Project Area. Participants discussed the pros and cons of growth strategies such as clustering, transfer of development rights, and purchase of development rights. And they identified areas recommended for development versus preservation on large Project Area maps. Based on input from comment forms collected during the second series of Public Workshops, the consultant team summarized the comments received. The results are presented below for each of the questions.



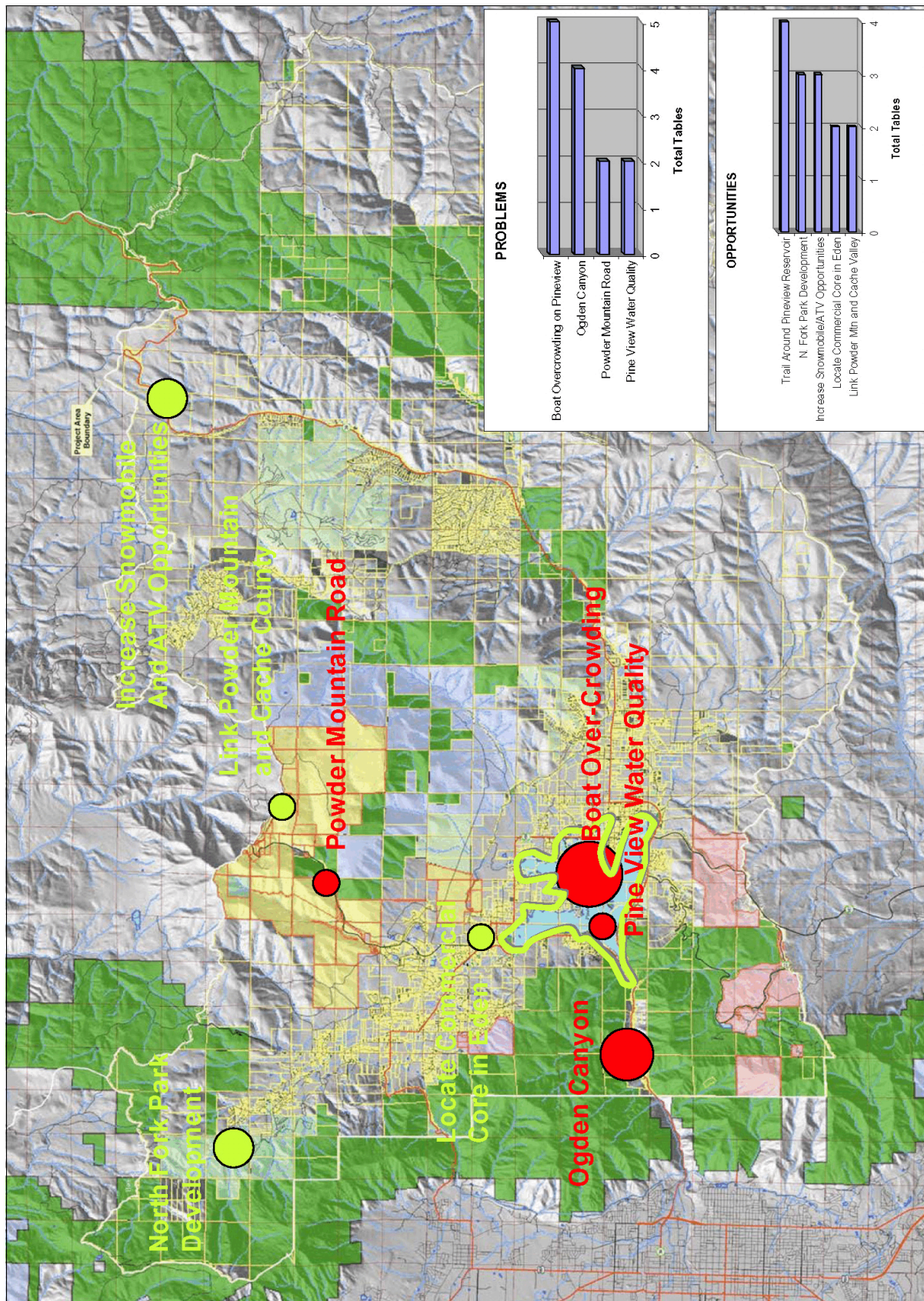


Figure 17. Summary of Public Workshop Series 1 Mapping Exercise.

***Do you agree or disagree with the recommendations to expand both the Eden and Liberty Parks to meet future organized recreation facility needs? Other suggestions? Please explain.***

- Number of participants who agreed – 10; disagreed – none
- Also need new parks near future resorts and developments – 3

***Do you agree or disagree with the recommendations for maintaining an efficient transportation system in Ogden Valley? Other suggestions? Please explain.***

- Number of participants who agreed – 8; disagreed – none
- Recommend more bicycle and pedestrian opportunities – 2
- Recommend transit system expansion into Ogden Valley – 2
- Recommend bike path around Pineview Reservoir – 1
- Recommend roundabout at Valley Market – 1
- Recommend improved access between Ogden Valley and Cache Valley – 1

***Do you agree or disagree with the recommendations for Weber County to consider implementing a transfer of development rights (TDR) and/or purchase of development rights (PDR) program for guiding future resort-style development in Ogden Valley?***

- Number of participants who agreed – 9; disagreed – none
- Recommend implementing TDR to ensure fair market value for land owners – 2
- PDR's with recording/impact fees – 1
- Recommend combination approach – 1
- Recommend only one new resort area – 1
- Recommend purchasing 40 percent of development rights – 1
- Recommend local/county-wide tax for PDR program – 1

The results of the mapping exercise during the second series of Public Workshops are shown in Figure 18.

### April 2005

The third and final series of Public Workshops was held on April 27 and 28 in Ogden City and Ogden Valley, respectively. The April 27 meeting was attended by 20 individuals while the April 28 meeting was attended by 68 individuals. This workshop was designed to provide for a detailed review of the draft Recreation Element. Participants reviewed and discussed the recommendations found in Chapter 9 of the Draft Recreation Element Document. Based on input from comment forms collected during the third series of public workshops, the consultant team summarized the comments received. The results are presented below for each of the questions.



***Do you agree or disagree with the recommendations for Community Recreation Facility Investments?***

- Yes, definitely need more tennis courts.
- Parks enlargement is needed but I'm not sure if acres are available at Eden Park for expansion. County funding should also be looked at because more than just Valley residents can use.
- Agree. Strongly feel we need to keep the youth in mind when making these investments.
- I agree. As population increases the need increases.
- Yes, including the recreation impact fee.
- I agree, especially with suggestion to explore impact fee program.
- Agree. Action must take place or it will be random chaos.
- Disagree.

***Do you agree or disagree with the recommendations for Public and Private Recreation Facility Investments?***

- Yes. This summer (2005) the Forest Service has increased the number of boats on Pineview to 400 from 320 last year. This is a huge increase and way too many to have safe boating. Last year at the 320 limit it wasn't safe.
- I'm not sure what the answer to this problem is. Public owned facilities need to be paid for by those who use them, not just new residents.

- Agree. Will private investments be tax-deductible?
- Yes.
- Motorized and non-motorized trails don't mix very well. Agree on 2nd home property tax.
- Agree with last bullet about taxes on second homes. Not sure about combining motorized and non-motorized trails.
- Agree. They will come and we need to prepare.
- Disagree.

***Do you agree or disagree with the recommendations for Tourism Facility Investments?***

- No.
- The CVB should already be marketing the area, but it's my opinion that more facilities isn't just the answer. Unique items, something to sell, or offer needs to be addressed. County involvement other than promotion is small.
- Disagree. Would rather see the funds go to a pool or hockey rink than a history tour.
- Government no. Private investment, advertisement will do.
- I don't believe we should encourage more usage.
- Neutral.



- Agree.
- Disagree.

***Do you agree or disagree with the recommendations for Transportation Facility Investments?***

- Yes.
- Traffic has a way of limiting itself. Roads do need improvement, shoulders added. Ogden Valley has been ignored for a long time. Conditions and facilities are old.
- Agree. More people = more infrastructure.
- Yes, we can't be a one-way road.
- I'm especially in favor of UDOT's recommendations regarding bike paths.
- Neutral.
- Agree. Sorry we lost bus service up here. Too bad old rail line was not saved.
- Disagree.

***Do you agree or disagree with the recommendations for Environmental Resource Protection?***

- Yes.
- Sensitive lands do need to be identified, but people still own them and should have the right to use (not abuse). Items such as sewer and water facilities should figure into this.
- Agree.

- Yes, but with balance. Your early planning is good.
- Strongly favor a Sensitive Lands Ordinance.
- Very much agree County should adopt Sensitive Lands Ordinance.
- Agree.
- Disagree.

***Do you agree or disagree with the recommendations for Resort Development Guidelines?***

- Yes, but need more information.
- Recreation zoning is a must. Both ski areas are split between Counties; if Morgan County doesn't have zoning in place then a plan which incorporates ideas of Cache County needs setting up. Just try and keep things as uniform as possible. Zoning at top of Monte Cristo also includes Rich County and should be considered. TDR should be implemented so that option is available. PDR's I don't feel are a practical alternative because of money necessary.
- Agree.
- Yes, there is a balance needed: demand verses what the area can support.
- Strongly agree with the PDR approach.
- Very much agree with proposed approach to retaining open space.
- Agree.
- Disagree.

**Other comments:**

- I didn't stay for the Q/A session; however, I do have strong views on the problems with urban sprawl, so put me on record as supporting concentrated housing while putting an end to these ranchettes that take up so much open space. After all, the main reason people move to these areas is for their own open space (e.g., 1-5 acres or more). However, how long can this go on (i.e., removing open space for those who can't afford their own ranchette)? I would like to see lots of open space for everyone, so there's a better quality of life for more people.
- This would be fixed if one person owned Weber County. However, when you have many owners and do this it is pure socialism. Where was the masses given the right to control me and my property that I pay the taxes on for their pleasure? This is the very thing that I went to war for. Preventing someone from controlling someone else and their property. A major property owner in Huntsville area.
- I would offer, in the way of comments to the plan, a suggestion of further consideration of the environmental impacts that could be expected from development. In particular, the impact on the groundwater and the airshed. The impact on the airshed would be felt most, as you know, during the winter months. People often see Ogden Valley as a winter respite from the smog of Ogden and the Wasatch Front in general. The higher elevations of the ski resorts would still be free from this problem, however the Valley may not. This may have an impact. Just a thought.
- I hope our Weber County Commissioners will exercise visionary proactive leadership in adopting the TDR plan for managing Ogden Valley's growth, so as to attract quality investors, provide quality jobs for locals, enhance the community in which we all want to live while protecting the very rural character of the Valley that will allow us to compete with other preeminent national resort recreation destinations.



# Ogden Valley General Plan



## Visual Preference Survey

Envision Utah staff helped to develop a visual preference survey of Ogden Valley residents, land owners, and visitors. The survey was first used during the second series of Public Workshops and then provided as a display in the Ogden Valley Branch of the Weber County Library in Huntsville, as well as on-line via the Envision Utah website. A series of six questions that referenced specific visual images was included in the survey. Respondents were asked to rank the visual images from 1 to 4, with 1 being least desirable and 4 being the most desirable. There were 156 responses to the survey, with 87 percent of these from Ogden Valley residents and the remainder split between other Weber County and Wasatch Front residents. Results of the visual preference survey are shown in Figure 19.

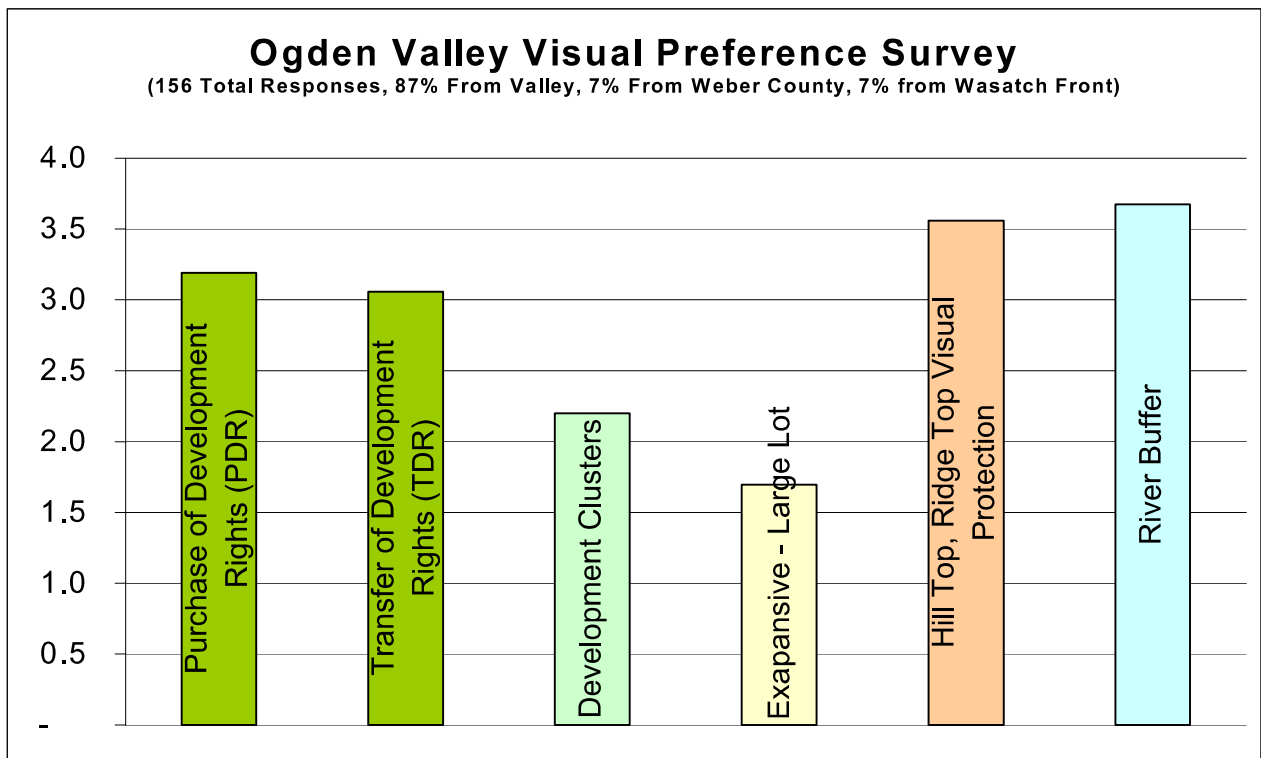
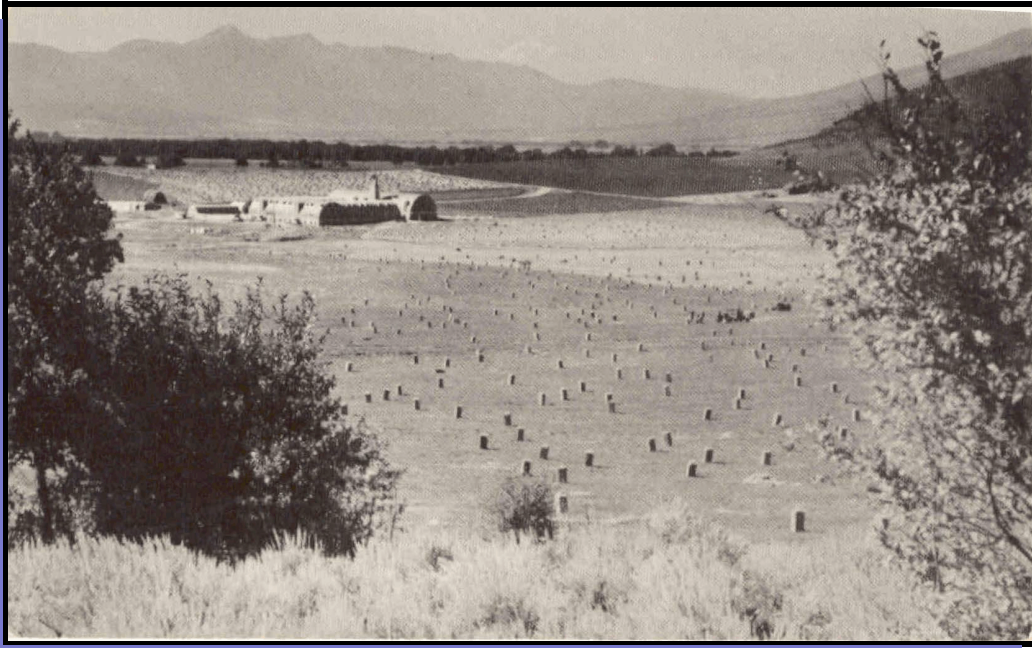


Figure 19. Ogden Valley General Plan Recreation Element Visual Preference Survey Results.



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## CHAPTER 7: ISSUES AND CHALLENGES

Based on the analysis provided in previous chapters, there are a number of issues and challenges that must be considered and addressed within the OVGP Recreation Element. These issues and challenges are related in that they each have the ability to strongly impact the pace, quality, and character of growth and change in Ogden Valley, and/or they will strongly impact the nature of the recreation and resort experience in Ogden Valley. These issues and challenges helped shape decisions regarding the alternative development scenarios and the final recommendations in this OVGP Recreation Element.

### *Growth Along the Wasatch Front*

Utah's Wasatch Front is the one of the fastest growing areas in the United States and there are no indications that this trend will change in the foreseeable future. The Intermountain West is one of the nation's hot spots for business investment, residential relocation, and tourism travel. As the backyard mountain playground for the north-of-Salt Lake areas of Weber, Davis, Morgan, Rich

and Box Elder counties, Ogden Valley will continue to draw large numbers of people. Estimates of the Wasatch Front's population rise in the coming years from today's 480,000 people to over 720,000 people in 2020 mean that recreation tourism and development pressure will be intense on Ogden Valley.

Implication: Resources will be pushed beyond their capacity due to heavy demand during peak visitation periods and increasingly during extended periods near the peaks. While congestion will act as a self-regulating force to some degree, mechanisms to limit or better manage recreational use during peak visitation periods should also be explored.

### *Growth Potential of Ogden Valley*

As illustrated by the Recreation Element's exploration of Ogden Valley's growth potential, there are many more housing units that could be built in Ogden Valley; current zoning and land capacity could allow a total of at least 16,000 housing units up from today's level of 3,000 housing units. While there is the potential that water limitations will restrict the amount of growth, it is also likely that new water sources and delivery systems will be built to overcome any water shortages. As the saying goes, water flows in two directions: downhill and towards money.

Traffic is nearing capacity in Ogden Canyon, but Trapper's Loop (SR-167) has additional capacity to accommodate expected growth in Ogden Valley in the near future. The road system will not be a growth regulator, though it may act as a tourism visitation regulator during peak holidays and special event weekends.

There is some movement to explore a wastewater system for Ogden Valley in order to protect groundwater quality as well as create more development potential. Implementation of such a system could lead to court-forced zoning changes that increase allowed density; this would increase Ogden Valley's population faster and to

an even higher level than currently explored in this Recreation Element.

Along with general residential growth in Ogden Valley, the existing resorts are likely to expand in the years ahead seeking to upgrade their facilities and compete more directly with other top-notch Utah and Western ski areas. Or perhaps some Ogden Valley resorts may choose not to pursue skiing as their prime attraction and instead focus on the second home market or the all-season Ogden Valley visitor, similar to Wolf Creek Resort's strategy.

All in all, Ogden Valley is in the early stages of what is likely to be substantial amounts of growth. Barring dramatic growth management actions by Weber County and Ogden Valley municipalities, there will be many more people living and visiting Ogden Valley in the years ahead.

Implications: Recreation demand will continue to grow in Ogden Valley due to local population growth as well as resort expansion and growth. There will be a need to offer more organized recreation facilities and locations as well as a need to offer more ways to access the backcountry. Increased non-organized recreation demand will require consideration of how to best manage motorized and non-motorized recreation.

## Rural Character Versus Growth Potential

Ogden Valley is a rural place today, which is why residents live there and why many visitors choose to make it a destination. It is one of the few high quality skiing destinations in the U.S. that has not been either over-developed or developed in an upscale, exclusive manner. The high levels of expected growth will dramatically change the character of Ogden Valley, especially in the eyes of its residents. Open space will be less common; farms will transition to housing developments; the sense of place will transition from rural to suburban; and there will be many more people

on the roads and using Ogden Valley's resources. While the surrounding mountains and vistas will always be present, the day-to-day experience of living in Ogden Valley will change. With all the growth projected for Ogden Valley, can its rural character be maintained – at least to some degree?

Implication: Future planning for Ogden Valley should explore ways to decrease the overall number of housing units that would be built while still protecting property values and the rights of property owners to draw value from their land. Efforts should be made to preserve open space and encourage the continuation of farming and agricultural uses in Ogden Valley. Participation by property owners in such programs must be voluntary and values exchanged for land must be fair.

### *Some Resources Are at Capacity, Others Are Not*

Pineview Reservoir, on a hot summer weekend day, is used at levels that meet or exceed its capacity in terms of safety, water quality degradation, and parking facilities. U.S. Forest Service campgrounds in Ogden Valley are also often booked up and full during these peak periods. Parking areas giving anglers access to Ogden Valley's three branches of the Ogden River often fill up during peak visitation periods. The existing base of community recreation facilities and resources in Ogden Valley (i.e., parks, playgrounds, sports fields) is not sufficient to accommodate existing residents let alone future population growth. Alternatively, there are miles of trails that are never crowded and local hunters and anglers can find many times when use levels are low. Skiing is still an uncrowded, pleasant experience in Ogden Valley and those seeking a scenic drive can easily find it with patience.

Implication: Generally speaking, growth during the next 10 years will not overwhelm most of the recreational resources in Ogden Valley. In other words, Weber County and Ogden Valley municipalities have time to prepare for future population and visitation levels. The



broader question is the degree to which Ogden Valley residents want to accommodate all the growth that it could host. The highest levels of growth will eventually overwhelm these resources.

## Future Roles for Expanded and New Resorts

Ogden Valley has three existing ski resorts and one all-season resort (Wolf Creek). Each of these resorts has the land to significantly expand in the future (note that Wolf Creek is the only resort with an approved development plan and its future additional units are guaranteed by that plan). Market trends appear to suggest that outside buyers will continue to find Ogden Valley an attractive investment. While the overall skiing industry is going through a period of stagnation, there are few locations as pristine as Ogden Valley that offer such relatively good real estate prices. It is therefore likely that existing Ogden Valley resorts will expand in the future. Those expansions will bring increased real estate values, increased property taxes, more visitors, and increased numbers of year-round and seasonal jobs.

Much of Snowbasin Resort's expansion will occur in Morgan County. In addition, the Snowbasin Resort's location at the southern end of Ogden Valley will mean that much of the resort traffic will not move into Ogden Valley. Thus traffic impacts will be lower than what would be expected if the resort were located at another side of Ogden Valley. Powder Mountain Resort faces the possibility of focusing its expansion solely within Weber County or to also invest on the Cache County side of its property. There is sufficient land to pursue a very large resort offering a variety of lodging and activities. Nordic Valley Resort is much smaller than its two peers, but the property is zoned for almost 250 condominiums and it could thus accommodate a modest future expansion. In addition to these resorts, this Recreation Element discusses the potential of encouraging development of one or more new resorts with the intention that these developments could pull

density off from Ogden Valley's farms and open lands and condense that development in higher density new villages in strategic locations.

Implications: The above issues suggest that resort expansion will occur in Ogden Valley, but the magnitude of the expansions will be a function of the property owners' visions, finances, and market conditions. Currently, Weber County has zoning that could handle resort expansions. And while some modifications might be made to that zoning, it is not the current zoning's structure that is preventing resorts from expanding. Weber County and its residents must consider how they can gain as much benefit from these expansions as possible while minimizing impacts to resources. Potential benefits that could accompany resort developments include integration of publicly accessible trails, camping, horse stables, fishing, and organized recreation facilities such as ice rinks, tennis courts, swimming pools and similar facilities, as well as open space preservation and smart growth strategies.

## Traffic

It appears from traffic analyses that Ogden Valley's road system can generally, with some exceptions, handle growth during the next 10 to 15 years. There will be some intersections and road segments that must be modified to handle projected traffic growth. Ogden Canyon traffic is already past a point of comfortable flow and this congestion will only worsen during peak periods in the future. It is very unlikely that any efforts will be made to modify Ogden Canyon to accommodate more traffic. Trappers Loop has a significant amount of unused capacity and will become the primary entrance and egress route for Ogden Valley in the future.

Implications: Traffic congestion will not prevent growth from coming. There is adequate road capacity to handle expected resort and recreation development projects, especially in the near future. Any efforts to reduce the number of future housing units in Ogden Valley will thus place less stress on the Valley's road system.

## Open Lands Protection

For the last five years, the Ogden Valley Land Trust (OVLТ) has been the primary non-profit organization dedicated to open space preservation of private lands in Ogden Valley. During this period, the OVLТ has been instrumental in placing conservation easements on over 5,300 acres of private land in Ogden Valley. There are over 6,900 acres of land under conservation easements in Ogden Valley, or less than 5 percent of the private land in the Project Area.

Implications: Without a significant contribution from Ogden Valley residents, open lands protection will likely continue into the future at a modest pace with less than 10 percent of the private lands protected. For Ogden Valley residents to be able to protect those key landscapes or properties that are important, a program for purchasing of development rights needs to be implemented. This program would have to be voted on favorably by residents and implemented on a County-wide basis.

## Sprawl Verses Nodal Development

Currently, Ogden Valley is zoned for sprawl; that is, current zoning laws encourage low density suburban development all across the Valley floor and into the surrounding foothills. This pattern will eventually obliterate most of the farmland and all non-public open space in Ogden Valley, and will virtually ensure that sensitive wildlife habitats are interrupted by suburban housing. Another approach would be to encourage nodal or concentrated development. Wolf Creek Resort is the best example of what that might look like. By concentrating development, Weber County can encourage developers to either buy larger tracts and concentrate the project on a small area of a particular site, or to transfer densities from surrounding lands that are owned by others through a transfer of development rights program. In either case, new houses are placed closer together and the land that would have held all those houses in a lower density situation can instead be

protected forever. This will create a very different pattern of development and it will allow Ogden Valley to protect farmland and important open spaces. Preservation of key areas will help protect sensitive wildlife habitat, create a more pleasing visual environment, and provide opportunities for more trails and open space recreation.

Implications: The major message from this issue is that sprawl will be the natural consequence of current zoning. While current zoning allows clustering, the incentives are not sufficient to result in dramatic savings of open land in Ogden Valley. Weber County's zoning must be revisited and amended if there is a serious interest to protect open land in Ogden Valley. In addition, other tools should be examined including encouraging estate developments in some areas, allowing transfers of densities, and supporting purchase of development rights where appropriate.

## Transfer of Density

Transferable Development Rights (TDR's) can be adopted by a local government to encourage land owners to sell the right to develop from one area (a sending zone) to another area where development is more desirable (a receiving zone). This practice, also defined as "density transfer," simultaneously preserves land as development occurs. A TDR program allows development rights to be separated from the usual bundle of property rights so that they can be traded in the free market. The seller of the development rights is paid and all future rights to develop that particular piece of land are restricted by a conservation easement. A conservation easement completes a TDR transaction to ensure that current and future owners of preserved land in sending areas do not attempt to add additional development.

To launch a successful TDR program in Ogden Valley, Weber County would have to consider the following:

- ★ A TDR program should be voluntary rather than mandatory. Tahoe Regional Planning Agency in Summit County, Nevada, has a mandatory TDR program that was challenged and appealed to the U.S. Supreme Court. The Court found that this mandatory TDR program could be challenged in court, not because it was a taking, but because of issues of adequate compensation.
- ★ Support for TDR requires a strong educational effort of community stakeholders and officials. Preliminary economic studies must take place to understand land values, development trends, and development markets. Finding a price that developers will pay for an increased unit of density is key to the entire economic structure of a TDR program.
- ★ Potential TDR receiving zones require sewer and pressurized water services to accommodate development in receiving zones. To assure development transfers, a local government should not grant re-zone requests to a higher density near the services unless developers have purchased density or TDR's from sending zone land owners. This means that landowners near the services are not granted additional density as they sell land to developers. This avoids inequitable treatment of land owners by subsidizing only some land owners with public infrastructure investments. If land is not re-zoned to a higher density, developers can purchase prime development land at a lower density rate, and reserve a budget for the purchase of TDR's from sending zone land owners.
- ★ The value or price of a TDR is set in a private transaction between landowners. A community can encourage TDR transactions by providing a bonus. For example, a 4:1 bonus (or 25% bonus) would provide one additional TDR for



every 4 TDR's transferred. A bonus may apply to both the purchaser and seller of TDRs.

- ★ A TDR can be transferred to create an increase of density for commercial development as well as additional residential density. Studies for Layton City have suggested that one TDR could be purchased to add an additional 4,000 square feet of commercial building area in a development. The additional square footage could be added by reducing site landscaping and parking requirements through shared parking.
- ★ TDR zoning can require more administrative effort than most other zoning ordinances, particularly as the program is new and unfamiliar to the development market. However, a local land trust can greatly reduce local government staff time by supplementing public outreach and education efforts. A TDR program creates a growth pattern that preserves sensitive lands and guides growth into a more desirable or efficient development pattern. A more efficient development pattern means less cost to tax payers to maintain and replace reduced road miles and infrastructure to service homes and businesses. While a TDR program may require more planning administration, preserved land and reduced service costs create a net increase of benefits and savings to the public.
- ★ Increased TDR use nation-wide and statewide suggests that local governments are becoming more aware and capable of implementing this unique tool. TDR is increasing in the Intermountain West, with new programs emerging in Idaho, Wyoming, Colorado, and Utah.
- ★ Three communities in Utah have adopted and applied TDR zoning, including Mapleton City, West Valley City, and Summit County. Each program has preserved sensitive lands identified within their respective jurisdictions.

- ★ Communities in Davis County are considering TDR as a tool to preserve shorelands and/or mountain benchlands, including West Point, Layton, Farmington, and unincorporated Davis County. Other communities in the state are beginning to study the feasibility of TDR including Cache County, North Logan City, and Tooele County. This growing interest in TDR suggests that as a few TDR programs emerge, the successes of one program are likely to attract interest by other local communities.
- ★ A newly adopted TDR ordinance may require time before it is used regularly by developers and land owners. Mapleton has experienced more transactions after a period of market familiarization with TDR opportunities.
- ★ A TDR program can be structured to fit specific needs of a community or region. Programs will vary in complexity and focus, depending on the goals of a community or region. TDR programs that transfer density from one local government jurisdiction to another tend to be more complex, requiring more staff time to administer.
- ★ A TDR program as a cluster ordinance for non-contiguous parcels can be relatively simple in structure and ease of administration. A cluster subdivision ordinance may be modified to allow density to be clustered, or transferred between two non-adjacent parcels.
- ★ East Summit County has introduced a TDR extension to their existing Agricultural Cluster Ordinance. Developers may cluster their own development rights onto a smaller portion of their property, and then purchase additional development units by paying cash or purchasing development rights from other land owners. (Also see the discussion on cluster development for non-adjacent parcels.)

- ★ In the Snyderville Basin Area of Summit County, developers negotiate with Summit County over density increases in their proposed development areas. Developers may build more units in exchange for regional amenities provided to the county, such as open space or affordable housing units. Developers may also pay cash in lieu of providing an amenity, which the county may use to preserve additional land.
- ★ Cash generated from density transfer may be used to match agricultural preservation funds from the United States Farm Bill - Farm and Ranchlands Protection Program, LeRay McAllister Critical Lands Funding, or other potential land preservation funds. If a grant applicant is awarded funding, the cash generated from density transfer should be held in escrow until the Farm Bill Funds are paid. This way, the farmland development value would not decrease and reduce the 50 percent match offered by the Farm Bill (50 percent of the land's development value). If density is sold prior to a grant award, the development value will have been reduced by 50 percent and the Farm Bill could only be applied to half of the reduced development value.

Implications: A density transfer program in Ogden Valley would provide opportunities for existing resort areas to expand, new resort areas to develop, and important lands to be protected, all without substantially increasing the overall housing density in Ogden Valley beyond what is provided under current zoning. A TDR program would require the commitment of staff and resources beyond what is currently provided at Weber County. However, TDR should not be viewed as unattainable given the number of programs implemented in Utah and across the United States.



## CHAPTER 8: ALTERNATIVE DEVELOPMENT SCENARIOS

Based on the work completed to this point, it is clear that the future of Ogden Valley's recreational resources and its overall quality of life will largely be determined by three factors:

- ★ the pattern of future residential development,
- ★ the nature of future resort development, and
- ★ the management of Ogden Valley's rural character.

These three variables are the core inputs for the equation of Ogden Valley's future. Why is it important for this Recreation Element planning process to understand potential overall development patterns and

growth? The answer is that the driving reasons behind Ogden Valley's current and future growth are its recreation and natural amenities. These assets are drawing more and more people to Ogden Valley. In other words, more people are coming to recreate, but the more people that come, the worse the recreation experience may be for some. Overcrowding is not a sustainable equation for Ogden Valley; it will result in the erosion of its natural resources and its resident's quality of life.

This Recreation Element planning process must seek a path for Ogden Valley that attempts to maintain high quality recreation, protect environmental quality, offer good property values and returns for residents and investors, provide fair resort development options and, in general, guide growth in patterns that support the above ideas as well as create a sustainable and pleasing built environment. This section examines the possible future courses of action that Weber County and property owners might take and attempts to quantify the likely results that residents of Ogden Valley might experience for each.

## Baseline Data for the Alternative Development Scenarios

The following are some key statistics from previous sections that put each alternative development scenario's projections in context and explain some of the assumptions:

- ★ Total developable land in the Project Area:  
58,570 acres
- ★ Minimum potential housing units under current zoning: 15,660 units
- ★ Minimum potential new units under current zoning: 12,660 additional units
- ★ Developable land and housing units on the valley floor: 14,934 acres and 10,131 units



- ✱ Developable land and housing units in the foothills: 6,214 acres and 1,143 units
- ✱ Developable land and housing units in mountain areas: 32,085 acres and 802 units
- ✱ Powder Mountain Resort by-right housing allowance: 923 units
- ✱ Snowbasin Resort by-right housing allowance: 817 units
- ✱ Nordic Valley Resort by-right housing allowance: 275 units
- ✱ Valley floor average per acre cost of raw land: \$20,000
- ✱ F-40 average cost per acre of raw land: \$5,000
- ✱ Valley floor average single family home price: \$300,000 (and up)
- ✱ Average condominium price: \$175,000 (and up)

## Overview of the Alternative Development Scenarios

This section presents information summarizing the four different growth scenarios developed as part of this planning process for Ogden Valley along with projections of housing population for each of these scenarios. Together, the alternative development scenarios paint a series of pictures of what Ogden Valley might look like under different types of approaches to growth management, resort expansion, and recreation development.

Please note that these alternative development scenarios are each viable approaches to the future. They are not constructed to make the ends of the spectrum untenable and thus force people to choose a middle path. Each represents different approaches to growth management

and each results in a different, but clearly possible, future for Ogden Valley.

Each scenario also emphasizes property rights and seeks to identify ways that the recommended growth management techniques can increase property values for Ogden Valley property owners as well as offer mechanisms to obtain a good return on investment. The ideal solution for Ogden Valley will be one that allows as many win-win situations as possible for both the general community and individual. The estimated housing totals at build-out and the associated acreage of open space set aside through each program are summarized in Table 31.

**Table 31. Housing Units and Open Space Acres for Each Alternative Development Scenario.**

Scenario	Housing Units At Build-out	Open Space Set Aside
I. Low Intervention and Current Trends	16,700	14,000
II. Large Lot Preference and Open Space	11,200	59,300
III. Density Transfers and New Resorts	17,050	32,985
IV. Combination	14,833	54,750

Together, these scenarios and growth projections illustrate that unless major investments are made to buy open land or major changes to existing zoning are implemented to limit development, there will be substantially more homes in Ogden Valley in the future. The recommendations in this Recreation Element will use these scenarios as guidance to create a planning program that attempts to allow property owners to obtain a good return from their land and their projects, but to do so within a framework that will protect as much of Ogden Valley's character as is possible.

### Alternative Development Scenario I: Low Intervention and Current Trends

The first scenario is named Low Intervention and Current Trends. It assumes that current zoning largely stays in place and that market pressure rubs against

citizen slow-growth or no-growth pressure to produce a varied response from Weber County leaders. Recreation, open land protection, and managed growth all occur, but within the confines of existing zoning and current approaches to growth management. The cluster zoning option remains, but is not encouraged and results in no decrease in overall housing count and no substantial open space protection. This scenario allows full build-out and protects some land along the way, similar to what has been experienced to date. New recreation facility investments are made; resource protection occurs due to implementation of the Sensitive Lands Ordinance, but within the framework of substantial growth.

Scenario I attains the currently analyzed build-out with no effort made on behalf of Weber County to protect open space. There would, no doubt be some cluster development or other efforts that would protect some land, but no acreage of great significance. No public funds are spent in this scenario to protect open space or encourage any particular development pattern. The resulting land use pattern would be an even sprawl across the Valley floor. The allocation of housing by development type for Scenario I is shown in Table 32. The estimates of housing unit growth in 5-year increments for Scenario I are shown in Table 33. They indicate that even at a fast rate of growth, build-out will not be reached by the end year for this estimate, 2035. At least 10 more years would be needed at that rate. At the slow growth rate, build-out would not likely occur until the year 2070.

Estimates of future traffic conditions for Scenario I were based on housing data projections for the year 2030 shown in Table 33. The number of estimated trips for Scenario I are shown in Table 34, while the resulting LOS are shown in Figure 20. Traffic on SR 39 east and west of Pineview Dam, SR 158 from SR 39 to North Ogden Divide, and SR 167 perform at LOS E under Scenario I. All other routes in Ogden Valley Perform at LOS D under Scenario I.

Table 32. Scenario I - Low Intervention and Current Trends Housing Development.

Category	Housing Units	Notes
Existing Housing	3,000	Existing number of housing units as of summer 2004.
Non-resort Single Family Housing in the Valley	6,550	Most Valley housing is built at 3 acres with some clustering, but it has no impact on the number of units
Wolf Creek	1,500	Wolf Creek completes project in next ten years, as permitted and planned.
Non-resort Single-family Housing in the Mountains	1,100	Full number of F-40 and F-10 housing units are constructed as allowed by zoning.
Powder Mountain Single-Family	1,000	Powder Mountain builds its currently allowed full number of housing units.
Powder Mountain Condos	300	Powder Mountain builds to currently allowed number of condos in its CVR zone.
Powder Mountain Hotel/lodging	0	No hotel or other lodging units are included in this scenario, although, the owners could use some of their CVR condos for this purpose.
Snowbasin Single Family Housing	200	Resort builds only its currently allowed number of single family units.
Snowbasin Condos	570	Resort builds only its currently allowed number of condo units.
Snowbasin Hotel Units	1,000	The County grants a CVR rezoning at the base of the mountain to allow the construction of a hotel and related commercial space.
Nordic Valley Condos	280	Nordic Valley builds its currently allowed number of condos and single family units for a total of 280 units.
Other Condos in CVR Zones	1,200	These districts already exist and are likely to build to their maximum density of 22 units per acre. Some are already in progress as of the date of this writing.
Total Units at Buildout	16,700	This figure is 1,000 units higher than the most recent projections due to the 1,000 hotel units granted by the County to Snowbasin under this scenario.

Table 33. Scenario I Year-round, Second Home, and Combined Growth Estimates, 2000 to 2035.

Projection Topics	Five Year Points into Future							
	2004	2005	2010	2015	2020	2025	2030	2035
<b>Number of Year Round Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,972	2,067	2,542	2,953	3,328	3,683	3,958	4,233
Number of Homes at Medium Rate	1,972	2,127	2,878	3,503	4,048	4,501	4,888	5,217
Number of Homes at Fast Rate	1,972	2,247	3,418	4,233	4,938	5,512	6,062	6,612
<b>Number of Second Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,028	1,171	1,883	2,596	3,308	4,021	4,733	5,286
Number of Homes at Medium Rate	1,028	1,261	2,423	3,586	4,748	5,686	6,201	6,689
Number of Homes at Fast Rate	1,028	1,441	3,503	5,286	6,306	6,911	7,286	7,623
<b>Number of Total Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	3,000	3,238	4,425	5,549	6,636	7,704	8,691	9,519
Number of Homes at Medium Rate	3,000	3,388	5,301	7,089	8,796	10,187	11,089	11,906
Number of Homes at Fast Rate	3,000	3,688	6,921	9,519	11,244	12,423	13,348	14,235

Table 34. Scenario I Estimated Total Trips for Growth in 2030.

Year 2030 Planning District	Scenario I: Low Intervention and Current Trends Growth Projection				
	Number of Year-Round Homes	Number of Secondary Homes	Traffic Generated by Year Round	Traffic Generated by Secondary Home	Total Generated Traffic
Causey Area	222	332	2,242	1,019	3,261
Magpie	260	390	2,626	1,197	3,823
Middle Fork	260	390	2,626	1,197	3,823
Nordic	188	280	1,899	860	2,759
North Fork	260	326	2,626	1,001	3,627
Pine View	390	585	3,939	1,796	5,735
Powder	400	900	4,040	2,763	6,803
Snow Basin	156	1,170	1,576	3,592	5,168
Wolf Creek	780	800	7,878	2,456	10,334

## Alternative Development Scenario II: Large Lot Preference and Open Space

The second scenario is named Large Lot Preference and Open Space. This scenario assumes that Weber County pursues a path of lowering the future number of housing units by encouraging estate lots, protecting farming, and implementing an aggressive purchase of development rights program. In addition, cluster development on non-adjacent lots is allowed in order to encourage the protection of some additional open space. This option achieves the lowest number of housing units (11,200 units) and the highest amount of protected open space (59,300 acres), but will cost almost \$400 million dollars to purchase development rights on that open space. The allocation of housing by development type for Scenario II is shown in Table 35.

The estimates of housing unit growth in 5-year increments for Scenario II are shown in Table 36. As shown in Table 36, full build-out could be largely completed in 30 years if the rate is consistently fast. But it is more likely that another 20 years would be needed to reach full build-out under Scenario II.



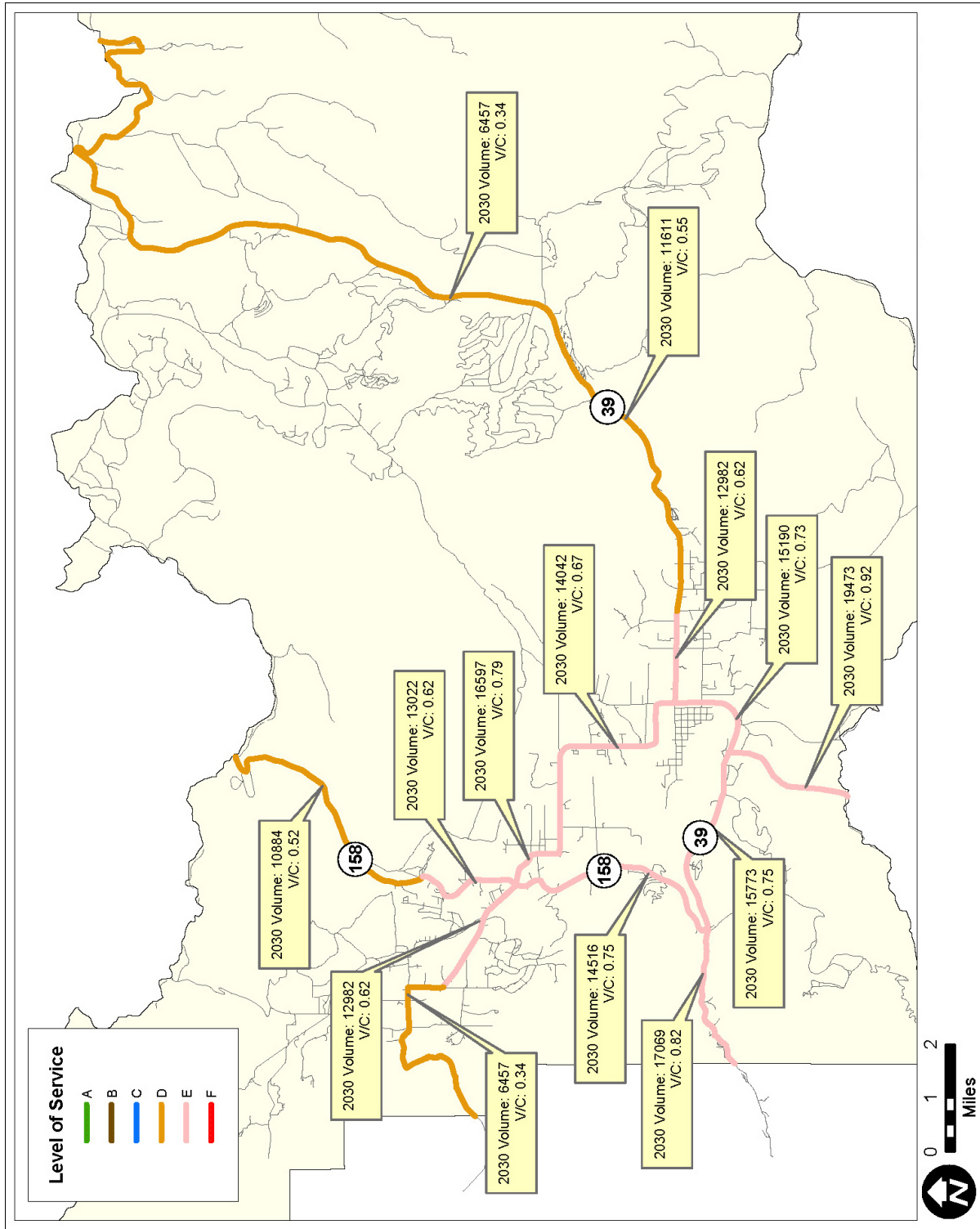


Figure 20. Scenario I - Ogdenville Roads Levels of Service (LOS) in 2030.

Table 35. Scenario II - Large Lot Preference and Open Space Housing Development.

Category	Housing Units	Notes
Existing Housing	3,000	Existing number of housing units as of summer 2004.
Non-resort Single-family Housing in the Valley	2,050	Public land purchases and similar efforts protect 5000 acres of Valley land (Average \$20,000 per acre) and all of the 6,700 acres of foothills F-5 buildable land (average of \$10,000 per acre). Total cost is \$167 million. Housing avoided = 3,000 units. High level of open space protection creates an environment attractive to those seeking large lot estates. Conservation easements and PDR efforts make this attractive. Fifty 100 acre estates are created which results in 50 homes rather than 1500 homes.
Wolf Creek	1,500	Wolf Creek completes project in next 10 years, as permitted and planned.
Non-resort Single-family Housing in the Mountains	100	In addition, 40,000 acres of buildable F-40 land is purchased at a cost of \$200 million (average \$5,000 per acre). Housing avoided = 1,000 units.
Powder Mountain Single-family	1,000	Clustering occurs in order to save infrastructure costs and to set aside land. No bonus is given, but open land is protected.
Powder Mountain Condos	300	Powder Mountain builds to currently allowed number of condos in CVR zone.
Powder Mountain Hotel/Lodging	0	No hotel or other lodging units are included in this scenario, although, the owners could use some of their CVR condos for this purpose.
Snowbasin Single-family Housing	200	Units are clustered.
Snowbasin Condos	570	Resort builds only its currently allowed number of condo units.
Snowbasin Hotel Units	1,000	In exchange for CVR zoning, Snowbasin provides extensive public access to outdoor recreation lands.
Nordic Valley Condos	280	Nordic Valley builds its currently allowed number of condos and single family units for a total of 280 units.
Other Condos in CVR Zones	1,200	These districts already exist and are likely to build to their maximum density of 22 units per acre. Some are already in progress as of the date of this writing.
Total Units at Buildout	11,200	This scenario results in a 5,500 housing unit decrease compared to Scenario I. This is accomplished through a combination of PDR and incentives to discourage 3- to 5-acre lots and encourage estate lots with conservation easements.

Table 36. Scenario II Year-round, Second Home, and Combined Growth Estimates, 2000 to 2035.

Projection Topics	Five Year Points into Future							
	2004	2005	2010	2015	2020	2025	2030	2035
<b>Number of Year Round Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,972	2,067	2,532	2,882	3,202	3,482	3,647	3,797
Number of Homes at Medium Rate	1,972	2,127	2,802	3,287	3,667	3,817	3,967	4,117
Number of Homes at Fast Rate	1,972	2,247	3,262	3,842	4,147	4,287	4,287	4,287
<b>Number of Second Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,028	1,171	1,868	2,543	3,183	3,821	4,458	4,913
Number of Homes at Medium Rate	1,028	1,261	2,358	3,371	4,353	5,061	5,398	5,736
Number of Homes at Fast Rate	1,028	1,441	3,348	4,868	5,563	5,943	6,093	6,243
<b>Number of Total Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	3,000	3,238	4,400	5,425	6,385	7,303	8,105	8,710
Number of Homes at Medium Rate	3,000	3,388	5,160	6,658	8,020	8,878	9,365	9,853
Number of Homes at Fast Rate	3,000	3,688	6,610	8,710	9,710	10,230	10,380	10,530

Estimates of future traffic conditions for Scenario II were based on housing data projections for the year 2030 shown in Table 36. The number of estimated trips for Scenario II are shown in Table 37, while the resulting LOS are shown in Figure 21. Traffic on SR 39 east and west of Pineview Dam, SR 158 from SR 39 to Eden, and SR 167 perform at LOS E under Scenario II. All other routes in Ogden Valley perform at LOS D under Scenario II, with the exception of North Ogden Divide, which performs at LOS C.

*Table 37. Scenario II - Estimated Total Trips for Growth in 2030.*

Year 2030 Planning District	Scenario II: Large Lot Preference and Open Space Scenario Growth Projection				
	Number of Year-Round Homes	Number of Secondary Homes	Traffic Generated by Year Round	Traffic Generated by Secondary Home	Total Generated Traffic
Causey Area	20	30	202	92	294
Magpie	160	310	1616	952	2568
Middle Fork	160	210	1616	645	2261
Nordic	60	280	606	860	1466
North Fork	70	85	707	261	968
Pine View	225	585	2273	1796	4069
Powder	400	900	4040	2763	6803
Snow Basin	120	1170	1212	3592	4804
Wolf Creek	780	800	7878	2456	10334

## Alternative Development Scenario III: Density Transfer and New Resorts

The third scenario is named Density Transfer and New Resorts. This scenario would involve a very active program by developers, Weber County government, and other entities to manage growth in Ogden Valley by transferring density from lands throughout the Project Area to the four existing resorts and three new resort areas. This scenario results in more overall housing units, but they are concentrated in several denser locations with the result being large amounts of open space set aside in the valley, foothills, and mountains.

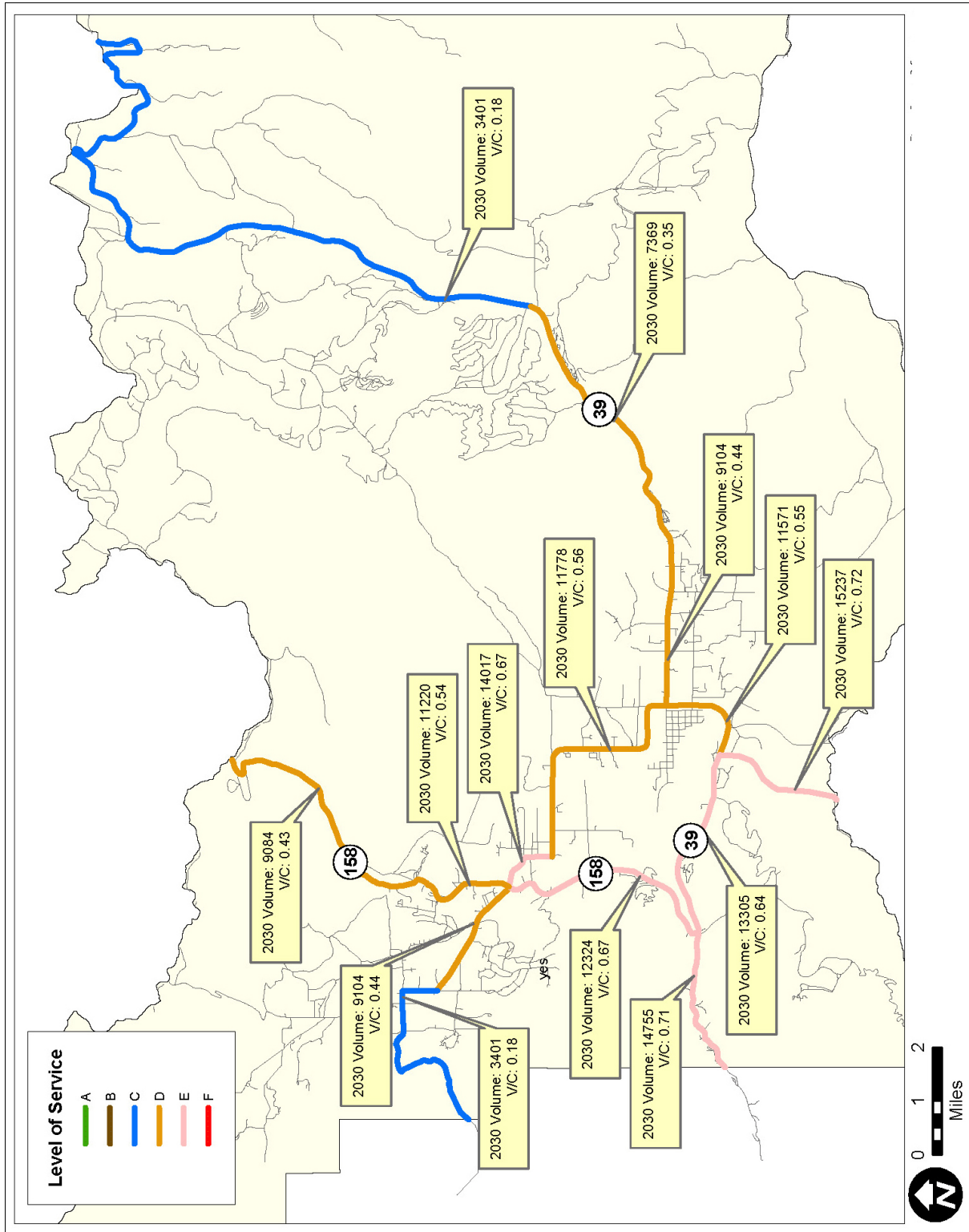


Figure 21. Scenario II - Ogden Valley Roads Levels of Service (LOS) in 2030.

Scenario III uses transfers of density to protect open space in key areas. Along with Powder Mountain, Snowbasin, Wolf Creek, and Nordic Valley, three new resort areas would be developed in order to collect this transferred density. In Scenario III, development is mostly clustered in large projects of over 1,000 units. This scenario would essentially create six small new villages in Ogden Valley. The resulting land use pattern is one of several villages and resorts spaced across Ogden Valley with large amounts of open land lying in between these settled areas. Each new town would be oriented toward visitors and new comers in somewhat varying manners. The rest of Ogden Valley would be largely left as it is today. The allocation of housing by development type for Scenario III is shown in Table 38.

**Table 38. Scenario III- Transfer of Development Rights and New Resorts Housing Development.**

Category	Housing Units	Notes
Existing housing	3,000	Existing number of housing units as of summer 2004.
Non-resort single family housing in the Valley	1,000	Transfers of development rights move the vast majority of Valley housing into existing and new resorts.
Wolf Creek	1,500	Wolf Creek completes project in next 10 years, as permitted and planned.
Non-resort single family housing in the mountains	500	Transfers move most of this housing into a new mountain resort.
Powder Mtn single family	2,000	Powder Mountain purchases 1,000 units of transfers to increase its single family housing total to 2,000.
Powder Mtn condos	1,000	Powder Mountain purchases 700 transfers to increase the condo total to 1,000 units.
Powder Mtn hotel/lodging	500	Powder Mountain purchases 500 transfer units to allow for a 500 room hotel or lodging component.
Snowbasin single family	500	Snowbasin purchases 300 TDRs.
Snowbasin condos	570	Resort builds only its currently allowed number of condo units.
Snowbasin hotel units	1,500	Snowbasin buys 500 TDR's to increase hotel/inn complex.
Nordic Valley condos	280	Nordic Valley builds its currently allowed number of condos and single family units for a total of 280 units.
New Resort I	2,000	New resort is developed with a golf/ski/multi-season theme. Developers buy 500 acres and then TDR 1,750 units.
New Resort II	1,000	New resort II is developed in similar manner to #1. 800 units TDR'ed.
Resort III on Monte Cristo	500	New mountain resort is developed in Monte Cristo area with an emphasis on outdoor recreation (i.e., snowmachining, hunting, fishing and other similar pursuits) All 500 units are TDR'ed from surrounding F-40 lands.
Other condos in CVR zones	1,200	These districts already exist and are likely to build to their maximum density of 22 units per acre. Some are already in progress as of the date of this writing.
Total Units at Buildout	17,050	TDR program results in total housing count similar to Scenario I, but units are distributed in a very different manner. About 8,300 units are clustered in a total of five resorts in Ogden Valley. More than 15,000 acres of buildable valley floor and are set aside and 18,000 acres of F-40 land are set aside.



The estimates of housing unit growth in 5-year increments for Scenario III are shown in Table 39. Growth could be largely completed in 30 years if the rate is consistently fast. Assuming more moderate rates of growth, full build-out will take another 20-30 years.

*Table 39. Scenario III Year-round, Second Home, and Combined Growth Estimates, 2000 to 2035.*

Projection Topics	Five Year Points into Future							
	2004	2005	2010	2015	2020	2025	2030	2035
<b>Number of Year Round Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,972	2,077	2,572	3,022	3,452	3,877	4,262	4,622
Number of Homes at Medium Rate	1,972	2,162	3,022	3,797	4,532	5,182	5,592	5,772
Number of Homes at Fast Rate	1,972	2,277	3,622	4,852	5,692	5,842	5,842	5,842
<b>Number of Second Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,028	1,246	2,328	3,378	4,428	5,478	6,493	7,376
Number of Homes at Medium Rate	1,028	1,366	3,003	4,611	6,148	7,506	8,698	9,576
Number of Homes at Fast Rate	1,028	1,516	3,858	5,906	7,588	9,148	9,988	10,538
<b>Number of Total Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	3,000	3,323	4,900	6,400	7,880	9,355	10,755	11,998
Number of Homes at Medium Rate	3,000	3,528	6,025	8,408	10,680	12,688	14,290	15,348
Number of Homes at Fast Rate	3,000	3,793	7,480	10,758	13,280	14,990	15,830	16,380

Estimates of future traffic conditions for Scenario III were based on housing data projections for the year 2030 shown in Table 39. The number of estimated trips for Scenario III are shown in Table 40, while the resulting LOS are shown in Figure 22. Under Scenario III, traffic on SR 39, SR 158, SR 167, and the Hunstville to Eden road perform at LOS F. All other routes in Ogden Valley perform at LOS D or E under Scenario III.

Table 40. Scenario III - Estimated Total Trips for Growth in 2030.

Year 2030 Planning District	Scenario III: Transfer of Development Rights and New Resort Scenario Growth Projection				
	Number of Year-Round Homes	Number of Secondary Homes	Traffic Generated by Year Round	Traffic Generated by Secondary Homes	Total Generated Traffic
Causey Area	140	160	1,414	491	1,905
Magpie	30	40	303	123	426
Middle Fork	30	540	303	1,658	1,961
Nordic	60	280	606	860	1,466
North Fork	420	585	4,242	1,796	6,038
Pine View	220	585	2,222	1,796	4,018
Powder	900	2,340	9,090	7,184	16,274
Snow Basin	1,040	2,340	10,504	7,184	17,688
Wolf Creek	780	800	7,878	2,456	10,334

## Alternative Development Scenario IV: Combination

The fourth scenario, named Combination, envisions that Weber County uses a mixture of the growth techniques described in the three previous scenarios. This option lowers full build-out to 14,833 units and protects some 54,750 acres at a cost of \$100 million by combining purchase of development rights programs with transfer of development rights programs for Ogden Valley. The existing and new resorts would transfer density from the mountainous areas throughout the Project Area. The allocation of housing by development type is shown in Table 41 while the estimates of housing unit growth for Scenario IV are shown in Table 42.

Estimates of future traffic conditions for Scenario IV were based on data projections for 2030 shown in Table 42. The number of estimated trips for Scenario IV are shown in Table 43, while the resulting LOS are shown in Figure 23. Under Scenario IV, traffic on SR 39, SR 158, and the Huntsville to Eden road perform at LOS E, while traffic on SR 167 perform at LOS F. All other routes in Ogden Valley perform at LOS D or better under Scenario IV.

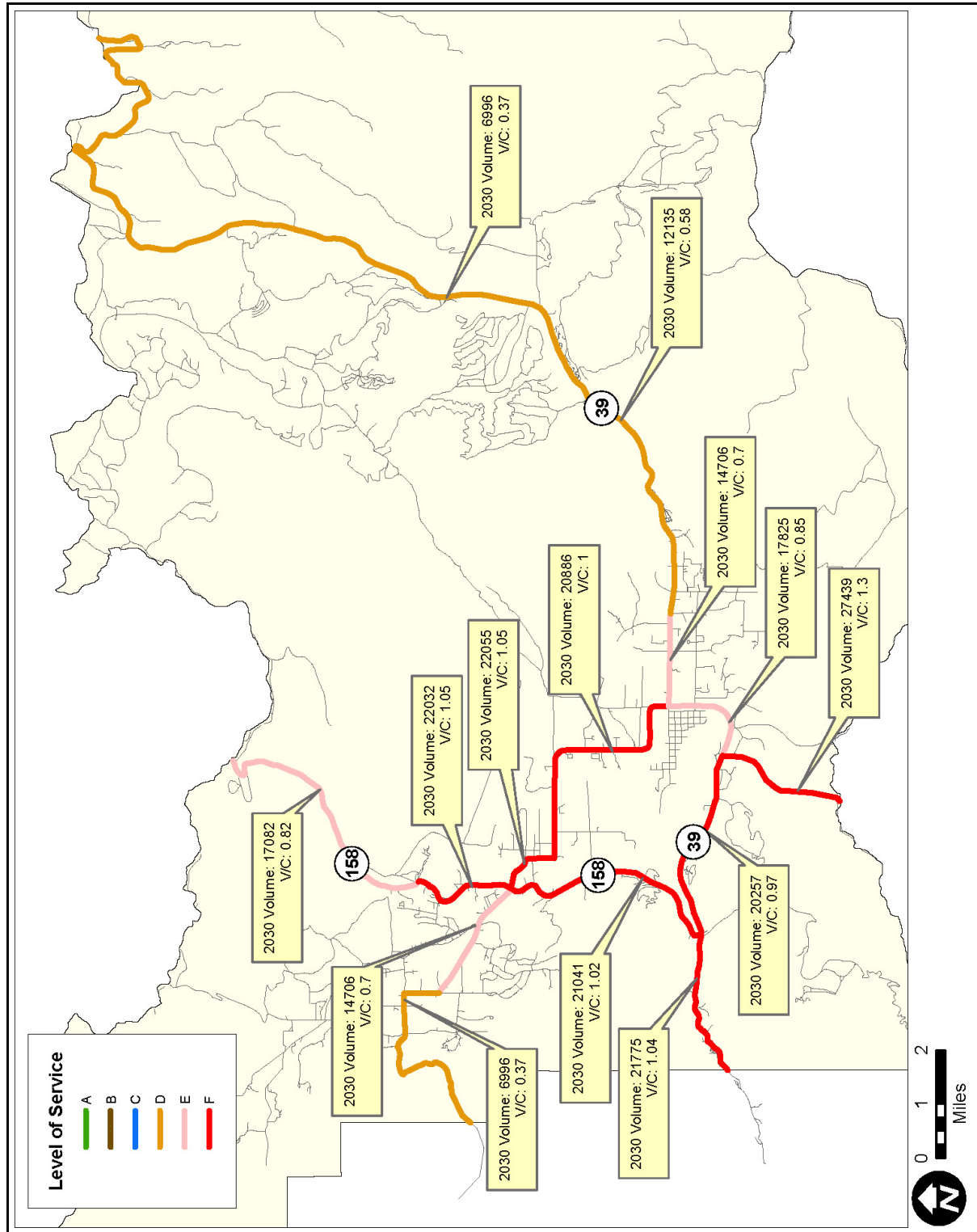


Figure 22. Scenario III - Ogden Valley Roads Levels of Service (LOS) in 2030.

Table 41. Scenario IV - Combination Housing Development.

Category	Housing Units	Notes
Existing housing	3,000	Existing number of housing units as of summer 2004.
Non-resort Single-family Housing in the Valley	2,683	Fifty 100-acre estate lots in the Valley protect 5,000 acres of land and reduce housing count by 1,450 units. PDR of Valley and foothills land protects 5000 acres at a cost of \$100 million and reduces housing count by 1,667. One new resort ( see below) moves another 1,750 units from the Valley.
Wolf Creek	1,500	Transfers move most of this housing into a new mountain resort.
Non-resort Single family Housing in the Mountains	100	Existing resorts TDR 1,000 units out of the F-40 zones leaving just 100 units to be developed in these areas.
Powder Mtn Single-family	1,000	Allowed by right under existing zoning.
Powder Mountain Condos	500	Powder Mountain buys 200 TDR's for condos from F-40 districts.
Powder Mountain Hotel/Lodging	300	Powder Mountain buys 300 TDR's from F-40 districts for hotel and related lodging.
Snowbasin Single-family	200	Resort builds only its currently allowed number of single family units.
Snowbasin Condos	570	Resort builds only its currently allowed number of condo units.
Snowbasin Hotel Units	1,500	Snowbasin purchases 500 TDR's from F-40 district to expand hotel/lodging at base of mountain.
Nordic Valley Condos	280	Nordic Valley builds its currently allowed number of condos and single family units for a total of 280 units.
Monte Cristo Resort	0	This resort is not developed under this scenario.
Other Condos in CVR Zones	1,200	These districts already exist and are likely to build to their maximum density of 22 units per acre. Some are already in progress as of the date of this writing.
Total Units at Buildout	14,833	About 1,867 housing units are prevented under this scenario and 10,000 acres of valley land are protected through land purchases and a new TDR report. About 40,00 acres of F-40 land are protected under Scenario III.

Table 42. Scenario IV - Year-round, Second Home, and Combined Growth Estimates, 2000 to 2035.

PROJECTION TOPICS	FIVE YEAR POINTS INTO FUTURE							
	2004	2005	2010	2015	2020	2025	2030	2035
<b>Number of Year Round Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,972	2,077	2,582	3,082	3,582	4,057	4,422	4,732
Number of Homes at Medium Rate	1,972	2,157	3,032	3,897	4,602	4,905	5,055	5,205
Number of Homes at Fast Rate	1,972	2,277	3,722	4,795	5,235	5,475	5,475	5,475
<b>Number of Second Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	1,028	1,186	1,938	2,688	3,438	4,181	4,893	5,476
Number of Homes at Medium Rate	1,028	1,276	2,433	3,581	4,668	5,556	6,253	6,891
Number of Homes at Fast Rate	1,028	1,471	3,558	5,371	6,738	7,488	8,238	8,638
<b>Number of Total Homes at Various Growth Rates</b>								
Number of Homes at Slow Rate	3,000	3,263	4,520	5,770	7,020	8,238	9,315	10,208
Number of Homes at Medium Rate	3,000	3,433	5,465	7,478	9,270	10,461	11,308	12,096
Number of Homes at Fast Rate	3,000	3,748	7,280	10,166	11,973	12,963	13,713	14,113

Table 43. Scenario IV - Estimated Total Trips for Growth in 2030.

Year 2030 Planning District	Scenario IV: Combination Scenario Growth Projection				
	Number of Year-Round Homes	Number of Secondary Homes	Traffic Generated by Year Round	Traffic Generated by Secondary Homes	Total Generated Traffic
Causey Area	10	10	101	31	132
Magpie	210	360	2121	1105	3226
Middle Fork	210	260	2121	798	2919
Nordic	100	330	1010	1013	2023
North Fork	120	150	1212	461	1673
Pine View	270	585	2727	1796	4523
Powder	400	1170	4040	3592	7632
Snow Basin	983	1560	9928	4789	14717
Wolf Creek	930	800	9393	2456	11849



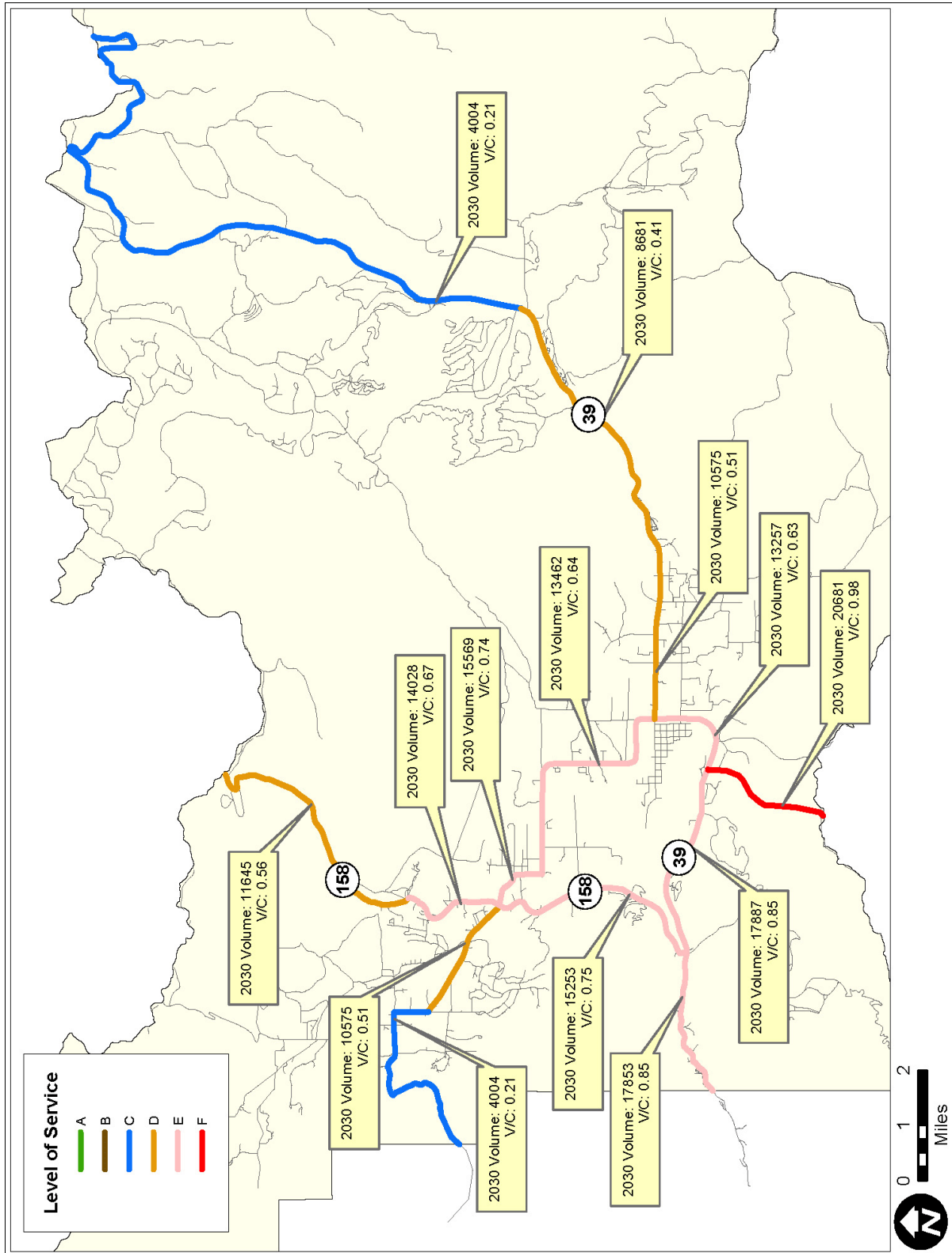


Figure 23. Scenario IV - Ogdenville Roads Levels of Service (LOS) in 2030.



## CHAPTER 9: RECOMMENDED POLICIES AND IMPLEMENTATION STRATEGIES

People who care about Ogden Valley find themselves at a significant time: Ogden Valley has been found by the rest of the world. The area has long been the backyard playground for Weber County and the communities north of Salt Lake City, but now people from all over the country are visiting, recreating in, buying real estate, and moving to Ogden Valley. And they are doing this largely because it is accessible, beautiful and a great place to recreate.

People are drawn to Ogden Valley's open spaces, its views, its farms and fields, Pineview Reservoir, the skiing, the trails, the backcountry, and all the other outdoor resources of the area. People are coming to Ogden Valley to use those resources, but there is a limit to how many people can use a trail or safely boat at the reservoir at one time. Therefore, thinking ahead of time about how to manage increased recreation in Ogden Valley is important to do now, just as the growth begins to accelerate.

It became apparent as this planning process began that the greatest challenge facing recreation management is the number of people who will move to the area and visit the area given the way that Ogden Valley is zoned. Despite the good intentions of the OVGP's policies regarding carrying capacity, the zoning on the ground allows at least 12,000 more housing units to be built in Ogden Valley. This population, while not extreme in many other well established ski resort communities, would bring significant change to the character of Ogden Valley and it would raise important questions about the Valley's ability to support such a population, whether the resource in question is drinking water, road capacity, or wastewater processing capacity.

So, Ogden Valley residents and property owners have some choices to make. The reality is that growth is coming, so the question is one of how to manage it intelligently. Fortunately, this planning effort revealed that there are opportunities for Ogden Valley to partner recreation management with growth management. As the residents, businesspeople, landowners and elected officials of Ogden Valley reviewed the possible directions they might take with recreation and growth management, it became clear that the preferred scenario is one that combines growth, land protection and creative resort and recreation development. A fundamental principle for the recommendations that follow is that of protecting property rights, but also acknowledging the need for people to pitch in to conserve key aspects of Ogden Valley's character. An unfettered free rein of the development marketplace will maximize short term profits, but erode long term value.

An overbearing regulatory environment will stifle innovation, drive up the cost of living, and limit property rights.

The recommendations that follow describe a middle ground wherein creative regulatory guidelines allow landowners to transfer density to designated resort villages and thus provide them with financially attractive development options that also protect open land and encourage the creation of new recreation facilities by the private sector. This approach can expand the recreation opportunities in Ogden Valley, protect the currently overused public lands, encourage open space protection of farmlands, make transportation in the Valley more efficient, and maintain the profit potential for landowners.

## Structure of the Chapter

To achieve the OVGP goal of enhancing quality recreational opportunities (see Chapter 1), this chapter presents a set of policy statements to guide recreation and resort development, as well as the integrated strategies that Weber County should undertake to implement these policies. Implementation strategies are designed to guide decision-making and development review, in addition to identifying the staffing needs that Weber County must pursue. Recommended policy and implementation strategy categories for this Recreation Element include the following.

- ✧ Community Recreation Facility Investments
- ✧ Public and Private Recreation Facility Investments
- ✧ Tourism Facility Investments
- ✧ Transportation Facility Investments
- ✧ Environmental Resource Protection
- ✧ Resort Development Guidelines

The following policy statements and implementation strategies relate to the specific topic areas that Ogden Valley property owners, developers, planners, and community leaders will face in the years to come. These policy statements and implementation strategies offer a next level of detail beyond the goals and objectives in terms of how recreation and resort issues will be managed in the future.

## Community Recreation Facility Investments

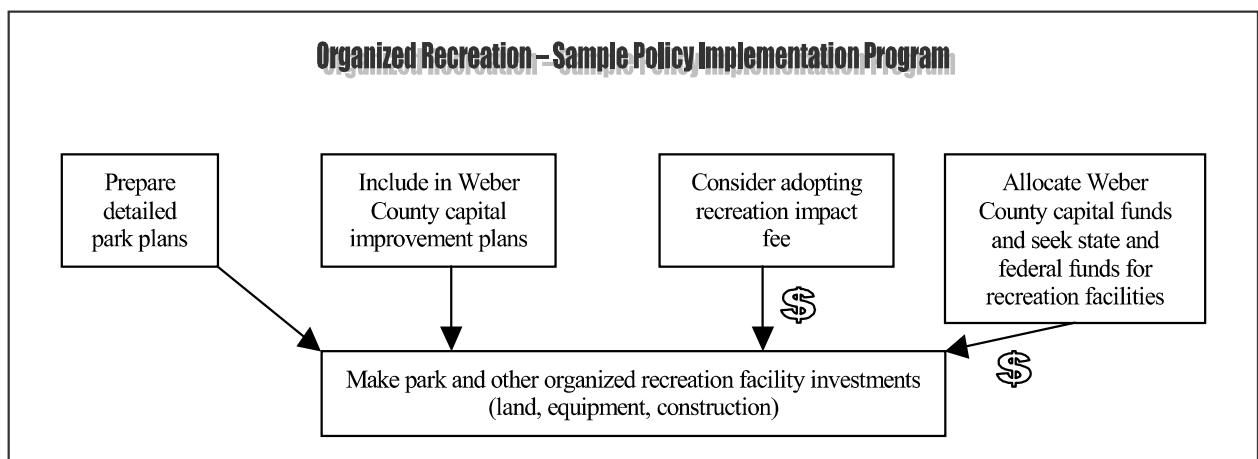
Ogden Valley has a growing year-round population of residents who participate in a number of community oriented recreational activities. Weber County will need to invest in the expansion of existing community parks and recreation facilities to meet existing and future community recreational facility needs. Right now, certain community recreational facilities are not adequate to meeting existing population-based standards or are subjected to over-use (e.g., soccer fields and tennis courts). And more facilities will be needed to meet future population growth over the next 25 years.

### Implementation Strategies

- ★ A future neighborhood park (5 to 20 acres in size), with new recreation facilities and activities, should be planned for the south end of Ogden Valley south of Pineview Reservoir to address the recreational needs for this growing area. This park may not be needed for 15 to 25 years, but land acquisition should occur as soon as is practicable.
- ★ Expansion of existing neighborhood parks, with new recreation facilities and activities, should occur immediately to meet existing demand. A minimum of 9.4 acres should be acquired at Eden Park and a minimum of 12.6 acres should be acquired at Liberty Park.



- ✴ Identified community recreation facility needs (see Chapter III) should be incorporated into Weber County and local capital improvement plans. Investments should be planned and made over the next two decades in order to meet the needs of future population and visitor levels.
- ✴ Ogden Valley municipalities and neighborhoods in conjunction with Weber County should review the Recreation Element's projected recreation facility needs and prepare a detailed investment/expansion plan for each existing park and/or proposed new facility.
- ✴ Weber County and local municipalities should begin an organized process of seeking federal and state funds to help defray the costs of future recreation facility land, equipment, and construction expenses.
- ✴ Weber County should explore the adoption of a recreation impact fee program to financially assist with funding recreation investments that are caused by, or which will provide service to, future residents and other users of new developments (i.e., visitors and second home owners).



## Public and Private Recreation Facility Investments

Ogden Valley is fortunate to have extensive Federal and State land holdings that provide a plethora of outdoor recreation opportunities. However, any substantial increases in the amount or types of recreation that are currently occurring on National Forest lands are expected to have measurable negative impacts on the natural resources that sustain these activities. Therefore, it is unlikely that increased numbers of camping, picnicking, hiking, biking, boating, or skiing facilities would be developed on public lands. To promote public and private cooperation in recreation planning and to coordinate with Federal and State land managing agencies, Weber County will need to invest in a number of strategies to meet the growing demand from residents, tourists, and visitors to Ogden Valley.

### Implementation Strategies

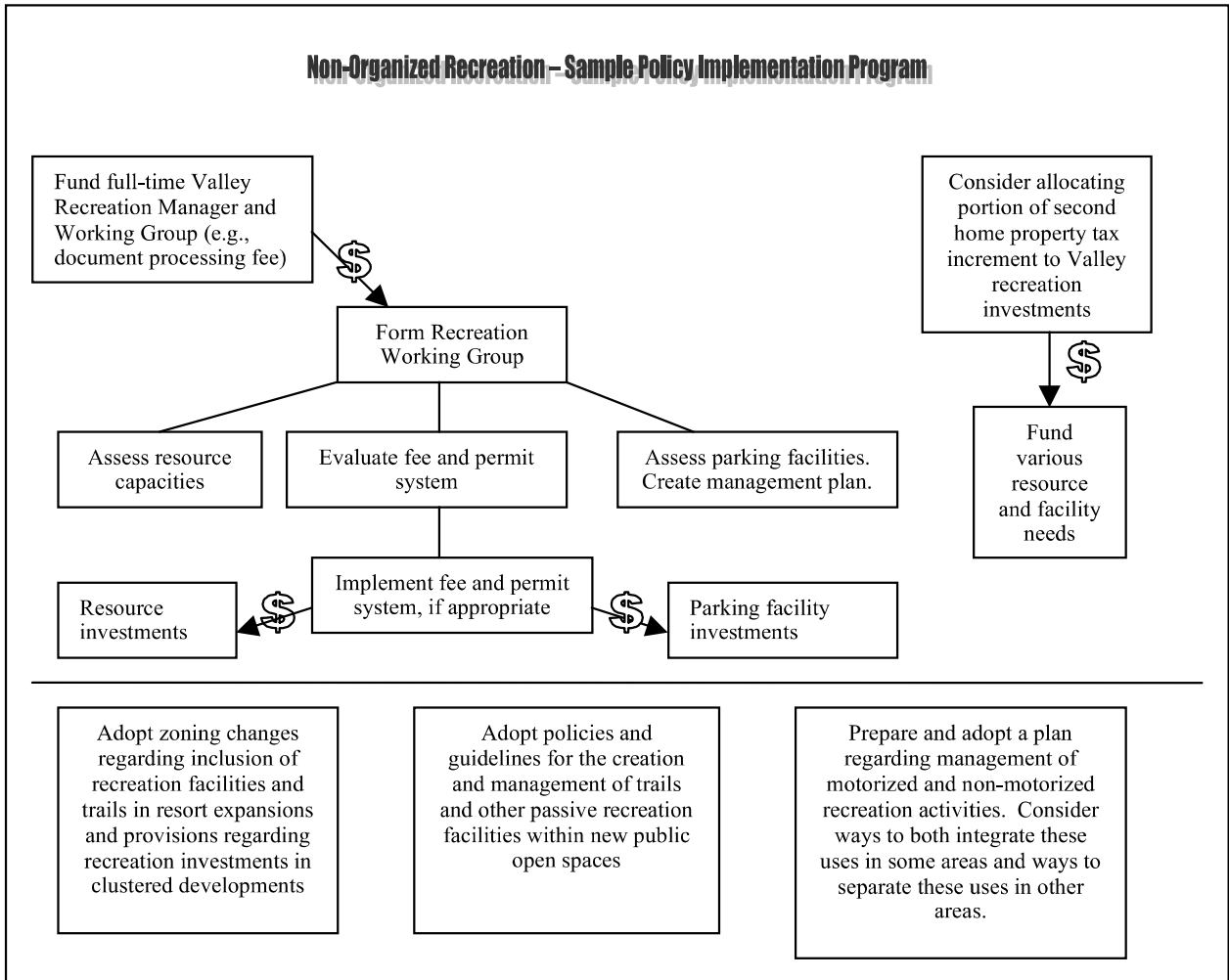
- ★ Develop an ongoing working group that continually evaluates and oversees management decisions related to non-organized recreation activities, especially as they relate to public lands. The U.S. Forest Service, Weber Pathways, Utah State Division of Wildlife Resources, Weber County officials, and representatives from other relevant user groups (e.g., motorized users, hunters, anglers, equestrian users, snowmobilers) should participate in this effort. An initial responsibility of this group should be the development of an integrated means to assess the capacity of recreation facilities to handle increased use by visitors and residents.
- ★ The working group should explore the potential for developing a permitting system for use of public lands during peak seasons and consider charging visitor fees for use of Weber County and other public lands and resources during peak seasons. A system that focuses on parking/permit fees at parking areas would require a relatively

- low staff commitment. Seasonal passes could be sold through Weber County offices. A similar system has also been discussed as a Forest Service program under the Recreation Fee Enhancement Act. If implemented, it would require citizens who recreate at certain trailheads, fishing parking lots, and possibly certain areas or trails, to purchase an annual or daily pass. This program would probably be implemented at a National Forest of Northern Utah scale, not just at the Weber County level. A permit program along with aggressive law enforcement are possible solutions to maintain the designated capacities of improved facilities and to prevent overcrowding.
- ★ Future resort development projects should broaden the array of outdoor recreation experiences in Ogden Valley. Providing more camping facilities, horseback riding trails, off-road vehicle trails, cross country ski trails, and parking facilities for underused trails are examples of the ways in which resorts could diversify and deepen Ogden Valley's outdoor recreation options. This should be required through the land use permitting and zoning process through specific language in Weber County's zoning ordinances.
  - ★ Relative to trails, implement the master plan prepared by Weber Pathways and encourage that organization to continue its work on Weber County's trail needs. Weber County zoning should set explicit conditions and parameters for incorporating and developing the adopted trail master plan segments associated with private land development. Defining the sources for ongoing maintenance funding through the development's residents and users must be a part of the ordinances.
  - ★ A detailed investment and improvement plan should be prepared for all parking areas, formal and informal, that offer access to recreation resources. Currently, the mixture of formal and

informal parking areas has no connection with the overall management objectives of resources in Ogden Valley. While improvements do not need to be made at every pull-off area, consideration should be given as to whether the parking area is safe from a traffic perspective, is damaging resources (e.g., is runoff from the parking area damaging the adjacent fishing habitat), or is matching the capacity of the facility (i.e., does the parking area allow too many people to hike on a given trail or too few?). Some parking areas should provide sanitary facilities (e.g., restrooms) and/or equestrian facilities. The plan should include a discussion of the recreation opportunities available for each parking area to guide facility designs.

- ★ Weber County and the U.S. Forest Service should prepare a detailed plan exploring where and how to separate or compatibly combine motorized and non-motorized vehicles/uses on Ogden Valley's trail system and backcountry areas. Providing appropriate access to public lands would be essential.
- ★ Weber County should work to maintain the quality of, and access to, hunting in the Ogden Valley while conserving large sections of essential wildlife habitat. In other words, development should be managed to try to ensure that game populations are maintained or enhanced and that there are adequate access points for hunters.
- ★ A recreation impact fee system should be explored by Weber County in order to raise funds to address the recreation needs generated by new residents and the visitors associated with new development projects. Please note that such funds can only be used to address the needs associated with the new residents and visitors; they cannot address needs generated by those who already live or recreate in Ogden Valley.

- ★ Consideration should be given to formally committing a portion of the second home property tax to Ogden Valley investments related to recreation management and facility developments.





## Tourism Facility Investments

The greatest challenge regarding tourism in Ogden Valley is whether existing tourism resources can continue to expand and develop while maintaining the qualities that make this a unique destination. If Ogden Valley is going to compete with such popular resort destinations as Park City, Utah, Sun Valley, Idaho, and Snowmass, Colorado, Weber County and its residents are going to have to find ways to keep the rural character and reasonable cost of living conditions that exist for the most part today.

### Implementation Strategies

- ★ Weber County should work with resort managers and real estate developers in Ogden Valley to create additional visitor experience facilities at each resort area. These might be museums, living history tours, theatres showing documentaries about the areas, recreational activities, or other experiences that visitors will want to go and see. Lodging, dining, and other visitor services (e.g., interpretation, guiding) should be considered as well.
- ★ Weber County, Ogden Valley communities, property owners, developers, resort owners, the Wasatch-Cache National Forest, the State of Utah, and others should partner to establish the Ogden Valley Heritage Alliance (or a similar term as agreed locally) as an informal cooperative marketing and heritage protection organization. The concept is to pool resources, design concepts, and marketing strategies to create a distinctive image and to manage visitors, residents, and recreationists in a manner that protects Ogden Valley's natural and cultural resources. This group would work to preserve the character of Ogden Valley and avoid the homogenization of the landscape.

## Transportation Facility Investments

A number of recommendations for improvements to Ogden Valley's transportation system can be found in the OVGP (Weber County 1998) and the Transportation Master Plan (UDOT 2004). Recommendations are in the form of additional capacity and safety improvements on existing roads, development and implementation of park-and-ride facilities, and expansion of mass transit services to Ogden Valley.

### Implementation Strategies

- ★ Implement Weber County's recommendations for specific routes leading into Ogden Valley as described in Section Nine: Infrastructure of the OVGP. The future transportation system in Ogden Valley will be made up of a variety of transportation modes including roads, trails, mass transit, and carpooling.
- ★ Weber County should explore opportunities for potential funding sources to implement the projects recommended in the Ogden Valley Transportation Master Plan (UDOT 2004). Funding options may include increased transportation impact fees, increased general fund allocations, general obligation bonds, and State/Federal-aid. Expansion of existing resorts and establishment of new "village" areas in Ogden Valley should be evaluated for their contribution towards meeting recommended transportation projects.
- ★ Weber County should investigate potential options for developing a secondary access road to the Powder Mountain Resort area from SR-39. A secondary public access to the high-mountain area surrounding Powder Mountain Resort is needed to provide for emergency access, to provide for access to private property, and to provide for recreational driving opportunities

within Ogden Valley via a loop-road system. Options may include, but are not limited to, utilizing the existing access through the Sunridge and Evergreen Park Subdivisions from SR-39 or utilizing new access through the Monte Cristo area from SR-39 via new development.

## Environmental Resource Protection

The future of recreational activities in Ogden Valley will be largely dependant on the quality of the natural resources upon which those activities rely. Weber County will continue to protect these resources through a variety of mechanisms.

### Implementation Strategies

- ★ Weber County should adopt a Sensitive Lands Ordinance to protect the health, safety, and welfare of Ogden Valley residents. The policies which outline this ordinance can be found in Section Four of the OVGP.

## Resort Development Guidelines

As discussed in the analysis portions of this Recreation Element, there is the potential for a significant increase in the amount of development in Ogden Valley. The magnitude of the potential development is sufficiently great to safely say that if it should all eventually occur, the character of Ogden Valley would be dramatically changed forever and most vestiges of its rural character would be lost. To a large extent, the future of Ogden Valley's character will be dependant on the future development success of its resort areas. Which is why preserving Ogden Valley's character is so tied to the need for a variety of progressive resort development guidelines.

## Implementation Strategies

- ★ Ogden Valley Open Space Program. Weber County, in cooperation with Ogden Valley municipalities and other entities should adopt a formal, multi-part open space program that would include the use of various policies, tools, techniques, and funding sources to implement. The objective will be to protect as much open space as possible while maintaining the right for every property owner to receive a fair return on their real estate investment. In other words, this effort will not take away value through zoning or other means, but will instead work to reallocate densities and use a variety of funding techniques to give every property owner the option to do one or more of the following:
  - a. develop his/her land at current allowed densities but with incentives to cluster the housing and keep as much land open as possible, or,
  - b. sell the property as a high-value estate lot while protecting substantial portions of his/her property as open space through conservation easement, or,
  - c. sell existing density to a “resort village” developer with the result that the owner maintains ownership of the land as open space or some other low impact use while still obtaining significant revenue from the land, or,
  - d. work with a conservation/public organization to place large amounts of the property in a protected open space status for both income and tax purposes.

- ★ The Ogden Valley Open Space Program might have the following components:
- a. Fund a full-time Ogden Valley open space coordinator to work with land-owners and various third-party groups (i.e., developers, land trusts, potential estate buyers, etc.) to create solutions for their properties and to find the best balance between development and open space protection for a given property. This position might be within government or it might be a position in some form of not-for-profit that receives some percentage of support from the public sector. It might not be a position, but instead be a working group of farmers, land owners, developers, realtors, conservation groups, public land managers, and planning staff who work together to accomplish the stated goals.
  - b. Support a program that markets large Ogden Valley properties as estates with the intention to gain landowners a substantial return on their property without any development and subdivision costs and with the end result being the avoidance of new housing units. Provide technical assistance to landowners considering this option (i.e., land planning, financial planning, etc.). Financially support a marketing program that promotes Ogden Valley to these estate buyers.



- c. Encourage existing resorts to expand in order to generate economic benefits for Weber County as well as to pull densities from other parts of Ogden Valley into the expanded resort. The result would be development concentrated in the expanded resorts with other areas left permanently undeveloped across Ogden Valley.
  - d. Encourage a defined and limited number of new resort areas that would generate economic benefits to Weber County and move development from potential open space into new villages. The result would be development concentrated in some areas and other areas left permanently open.
  - e. Adopt zoning changes that encourage development that fits with the overall goals of this program including open space management, progressive design, resource protection, and resource management provisions.
  - f. Create new sources of revenue to fund a staff person, land acquisition, site planning, and other tools to support this program.
- ★ New Ogden Valley Resort Village Centers. Encourage the creation of new resort villages in the locations indicated in Figure 18. The objectives of these new resort villages will be the following:
- a. Accommodate expected demand for second home, year-round home, and resort-related development without generating suburban/resort sprawl throughout Ogden Valley.

- b. These projects should be part of an overall effort to avoid the development of key open lands in Ogden Valley and to help to preserve as much open space as possible while still providing ample opportunity for property owners to obtain a fair return on their real estate investments.
- c. Locate higher density projects in areas that have good access to highways and which will, to the degree possible, reduce the need for future highway expansions due solely to the new resort.
- d. Weber County would encourage development of limited capacity sewer systems to serve the projected demand for each proposed village area. The investment reduces start-up capital costs required by developers. Sewer systems are limited to within a reasonable geographic area for each village development to reduce sewer pipe miles and reduce density speculation between villages. New home builders in villages would pay a sewer impact fee based on a cost per acre rather than a cost per unit. The total sewer fee is then divided by the total units that are built in the village development. This encourages more density to be transferred / clustered into more developments, and potentially reduces the cost of sewer services per unit. Impact fees apply only when building permits are issued to reduce the up-front costs to the developer. Residents and land owners in the non-village areas could pay some tax to build the sewer system to keep development costs from escalating too high. The residents understand that this investment into the sewer system preserves land as development is

encouraged away from critical land areas and routed into village developments.

- e. From a design perspective, new villages should seek to echo and reflect the historic development patterns and architectural themes of Ogden Valley. While these new higher density projects are a new pattern to Ogden Valley, it is, nonetheless, reasonable for new projects to review the existing design and land use patterns and to propose design solutions that make these new projects “fit” into the Valley rather than “stick out.” For example, the grid pattern of Huntsville is a historically accurate and useful pattern to work with in a new project. The agrarian architectural themes of barns, farmhouses, and gable-ended structures are all examples of patterns that should be considered.
- ★ Ogden Valley Transfer of Development Rights Program. Develop and adopt an Ogden Valley Transfer of Development Rights Program that would allow specified “low density areas” to move their allowed development densities to designated “higher density or resort village areas.” In other words, property owners involved with developing a resort village area would buy development rights from property owners in the low density areas. Property owners in the low density areas would receive money for the development value of their land, while still maintaining ownership of the land for very low density residential estate, farming, or open space purposes. Coordination with the Ogden Valley Open Space Program to make a conservation easement donation or to sell or lease the land to an organization for farming or open space purposes would be ideal. In addition, a Weber County staff person dedicated to this program would be necessary and could double as the open space coordinator described previously.

- ★ The Ogden Valley Transfer of Development Rights (TDR) program might have the following components:
- a. Proposals for new resort communities could be established as new receiving zones for transferred development rights. These priority development areas could receive density through non-adjacent clusters or a TDR program to create villages and towns, and preserve surrounding rural and sensitive habitat areas.
  - b. Weber County could bond for limited capacity sewer systems to serve the projected demand for each village area. This public investment would reduce start-up capital costs required by developers. Sewer systems would be treated within a reasonable distance from each development area to reduce sewer pipe miles and reduce density speculation between villages. This sewer investment strategy could help to kick-start development transfers, and preserve critical lands.
  - c. New home builders in villages pay a sewer impact fee based on a cost per acre rather than a cost per unit. This would divide the total sewer fee by the total units built in the development, and encourage more density to be transferred / clustered into receiving areas, and reduce the cost of sewer per unit. Impact fees could apply only when building permits are issued to reduce the up-front costs to the developer.
  - d. Residents and land owners in the non-village areas could pay taxes to build several small sewer systems and make immediate payments towards the sewer bond. This would cover the start up costs of sewer systems while developers and

realtors purchase or transfer TDRs from land owners. This investment into sewer systems would preserve land as development is encouraged away from critical land areas – and routed into village developments.

- e. When receiving zone building permits have yielded significant sewer impact fees, the public investment could be reimbursed, and the money initially paid as sewer bond payments could be used as a revolving TDR fund and preserve additional acreage. A revolving TDR fund could purchase TDRs from land owners and sell them to developers to replenish the fund. The cash from developers could then be used to purchase additional TDRs to sell again to developers.
- f. Developers should not be required to purchase all TDRs for all phases of the village development up front. The developer could build phase one of a resort village by using existing development rights from the land owners in the development area (density receiving area), and perhaps some other development rights purchased from surrounding land owners.
- g. As development units are sold from phase one, a portion of the developer's gross revenues would be used to purchase development rights in preparation for approval of phase two. Realtors would remain busy selling village home and business units and TDRs. Realtors could emphasize in marketing that a new home or condo purchase helps to preserve the surrounding open space and quality of life in the valley – assuring that the investment will remain valuable over time.



- h. In lieu of paying cash for development rights, a developer could offer the equivalent value in developed real estate. In other words, a land owner could sell 50 development rights in exchange for building lots, or a portion of shares in the resort community, or shares of commercial enterprise, etc. Realtor's services are key in making these negotiations work for the developer and land owners.

The following is an example of how a developer could build a resort village of 2,000 by transferring development rights in phases. The example assumes that a 25 percent density bonus will be applied for transferring density, and that the developer and landowners of the village development currently hold 100 development rights from existing zoning:

100 units x 125% bonus = 125 existing  
development rights  
1,600 units x 125% bonus = 2,000 total  
desired development rights  
1,600 units – 125 existing development  
rights = 1,475 TDRs to purchase

Phase 1: 125 existing units plus purchase  
of 100 TDRs (+ 125% density bonus)  
yields **250 units**

Phase 2: Purchase of 280 TDRs (+ 125%  
density bonus) yields **350 units**

Phase 3: Purchase of 280 TDRs (+ 125%  
density bonus) yields **350 units**

Phase 4: Purchase of 280 TDRs (+ 125%  
density bonus) yields **350 units**

Phase 5: Purchase of 280 TDRs (+ 125% density bonus) yields **350 units**

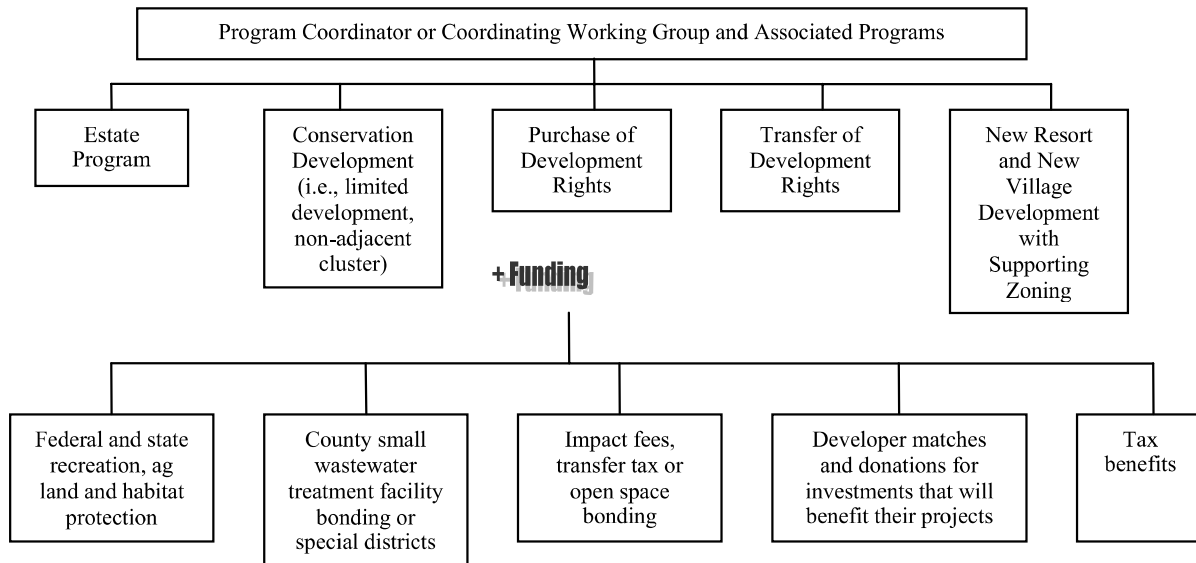
Phase 6: Purchase of 280 TDRs (+ 125% density bonus) yields **350 units**

Total Development: **2,000 units**

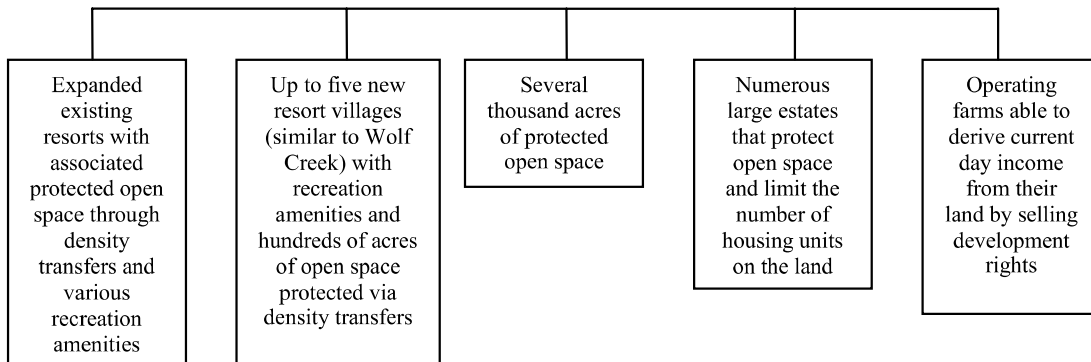
- ★ Ogden Valley Resort Zoning Ordinance. Develop and adopt an Ogden Valley Resort zoning ordinance that provides creative flexibility to property owners and developers of resorts, and which also maintains or strengthens Weber County's ability to shape projects that will benefit Ogden Valley. Clear authority should be maintained to deny projects that are not aligned with Ogden Valley's vision, goals, and objectives. Of particular importance is the need for such projects to fully assess their traffic, drinking water supply, and wastewater disposal strategies in terms of impacts on Ogden Valley's natural resources, existing property owners' rights, and quality of life. Require that all resort projects address the issue of employee housing and provide a substantial portion of the expected employee housing that will be necessary for the resort's development and operation. Moderate income housing must be developed to some degree in association with resort development and expansion. This ordinance must clearly state that proposed increased density at a resort site beyond current zoning densities must be acquired from elsewhere in Ogden Valley to prohibit creating additional housing density.

## Ogden Valley Open Space and Resort Development - Sample Program

### People and Tools



### = Open Space, Appealing Development and Good Returns for Property Owners





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