



NOTICE AND AGENDA

SOUTH OGDEN CITY PLANNING COMMISSION MEETING

Thursday, June 12, 2025

Notice is hereby given that the South Ogden City Planning Commission will hold a meeting on Thursday, June 12, 2025, beginning at 6:15 p.m. The meeting will be located at City Hall, 3950 Adams Ave., South Ogden, Utah, 84403, in the city council chambers. The meeting is open to the public; anyone interested is welcome to attend. The meeting will also be streamed live over www.youtube.com/@southogdencity.

A briefing session will be held at 5:30 pm in the city council chambers and is open to the public.

I. CALL TO ORDER AND OVERVIEW OF MEETING PROCEDURES – Chairman Robert Bruderer

II. PUBLIC HEARING

To Receive and Consider Comments on Proposed Amendments to Section 10-14-8: Fence Regulations

III. ZONING ITEMS

Discussion/Recommendation on the proposed amendment to Section 10-14-8: Fence Regulations

IV. SPECIAL ITEMS

- A. Vote on Planning Commission Rules and Procedures
- B. Discussion on Law Research Paper for Moderate-Income Housing
- C. Discussion on Active Transportation Plan
- D. Discussion on Short-Term Rentals

V. APPROVAL OF MINUTES OF PREVIOUS MEETING

Approval of April 10, 2025 Planning Commission Minutes

The undersigned, duly appointed City Recorder, does hereby certify that a copy of the above notice and agenda was posted to the State of Utah Public Notice Website, on the City's website (southogdencity.gov) and emailed to the Standard Examiner on June 6, 2025. Copies were also delivered to each member of the Planning Commission.


Leesa Kapetanov, City Recorder

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and services) during the meeting should notify the City Recorder at 801-622-2709 at least 48 hours in advance.

VI. STAFF REPORTS

- A.** City Council Updates
- B.** PC Meeting Updates
 - 1. July Work Session with Rob Terry about Appeals, Variances, and Exceptions
 - 2. Discussion on ADUs and land use permits in July

VII. OTHER BUSINESS

VIII. PUBLIC COMMENTS

IX. ADJOURN

The undersigned, duly appointed City Recorder, does hereby certify that a copy of the above notice and agenda was posted to the State of Utah Public Notice Website, on the City's website (southogdencity.gov) and emailed to the Standard Examiner on June 6, 2025. Copies were also delivered to each member of the Planning Commission.


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STAFF REPORT



SUBJECT: Code Change - Fence Regulations 10-14-8
AUTHOR: Alikia Murphy
DEPARTMENT: Planning Administration
DATE: June 12, 2025

BACKGROUND

The change to the fence code stemmed from a comment a resident made during the May 20th City Council meeting public comment period. The resident explained that he lives next to the golf course and has been having trouble with golf balls hitting and breaking his solar panels, windows, and denting his vehicle. To help solve the issue, the resident is asking to put up a net in his backyard since that is where his property abuts the golf course. Currently the code does not have any wording on net allowance, so administrative staff thought it would be best to include a subsection in the existing fence ordinance. It is always best to be as clear as possible when it comes to requirements for anything within the city code. The fence ordinance was selected because a net falls under the definition of a fence which includes anything that is a tangible barrier or obstruction of any material, with the purpose or intent of preventing passage or view across the fence line. Staff also included language for any netting used in an athletic court area that a resident may have in their rear yard since that is something that can affect more residents.

Links to existing code:

[https://southogden.municipalcodeonline.com/book?type=ordinances#name=10-14-8: Fence Regulations](https://southogden.municipalcodeonline.com/book?type=ordinances#name=10-14-8:FenceRegulations)

ANALYSIS

As mentioned above, nets are not currently part of the city code and since there are plenty of other homes that are surrounding the golf course, staff thought it would be best to add wording that sets standards and requirements for nets such as height, location, and color. Staff researched city code from a couple cities to help put together a reasonable code section for nets that is not too lengthy and easy to follow. Below are the links and summary of each code that was used.

St George, Utah

- On interior side and rear property lines, a chain link fence may be erected to 12' for tennis courts or other game courts. They are forbidden in a front or street-side yard setback.

- Safety nets are permitted along the side and rear property lines where a property is adjacent to a golf course.
- A building permit is required for safety nets over 6'

<https://stgeorge.municipal.codes/Code/10-18-1>

Thorton, Colorado

- Golf safety nets may be permitted only on lots whose side or rear yard abut a golf course or golf driving range or are across the street from a golf course or golf driving range.
- A person shall not erect or maintain a golf safety net more than 60 feet above grade when located in the rear or side yard. Golf safety nets are prohibited in the front yard.
- Golf safety nets may not be located within a floodplain easement without consideration of flooding conditions and as approved by the floodplain administrator.
- The location of a golf safety net shall comply with all visual obstruction regulations contained in [Section 18-567](#).
 - Visual Obstructions include:

https://library.municode.com/co/thornton/codes/code_of_ordinances?nodeId=CO_CH18DECO_ARTVDEST_DIV4SURE_S18-567VIOBRE

 - No structure within a visibility triangle
 - No structure between 2.5 feet and 8 feet in height measured from the top of the adjacent street curb or from the grade of the paved portion of the street
- Flags, signs, banners and other appurtenances are prohibited from being attached to the support structure or netting.
- Golf safety nets shall be constructed in accordance with the following minimum standards:
 - All golf safety nets require a building permit.
 - Support posts and netting shall be consistent in all detail, including height, color and style, with existing golf safety nets surrounding an adjacent golf course or driving range, if any.
 - All golf safety nets shall be constructed in accordance with the manufacturer's recommendations.
 - Support posts shall be constructed of rust-resistant metal approved by a structural engineer and shall meet all requirements of the city's Building Code and all other applicable codes.
 - Netting material shall be black in color and of a quality designed for the purpose of obstructing golf balls. Netting shall also be designed to withstand the area's climate conditions and shall meet all requirements of the city's Building Code and all other applicable codes.
 - Support structures should be fitted with a device, such as a halyard, that allows the net panel(s) to be removed for repair or storage.
- Golf safety nets shall be maintained and repaired by the property owner in accordance with the following minimum standards:
 - Any missing or broken support post that was a component of the original design of the golf safety net shall be repaired or replaced with similar material.

- Torn netting which no longer serves the intended purpose shall be repaired or replaced with similar material.

https://library.municode.com/co/thornton/codes/code_of_ordinances?nodeId=CO_CH18DECO_ARTIVUSUSRE_DIV2ACUS_S18-166GOSANE

Attached is the updated accessory building ordinance with the proposed language.

RECOMMENDATION

Staff recommends a positive recommendation of the addition of the “Recreation Use” section addressing the allowance of nets. Staff is open to altering the wording and adding requirements as the Planning Commission sees fit.

POTENTIAL MOTIONS

Approval:

I move to recommend approval to City Council for the amendment of 10-14-8: Fence Regulations to add the recreation use section which includes requirements for nets.

Table:

I move to table the amendment of Section 10-14-8: Fence Regulations.

Denial:

I move to recommend denial to City Council for the amendment of 10-14-8: Fence Regulations to add the recreation use section which includes requirements for nets.

10-14-8: Fence Regulations

- A. Maximum Specified: No fence or other similar structure may be erected in any required front yard of a dwelling to a height in excess of four feet (4') and must be an open fence as described in section 10-2-1 of this title; nor shall any fence or other similar structure be erected in any side or rear yard to a height in excess of six feet (6').
- B. Corner Lots: On corner lots, no fence or other similar structure may be erected in any yard bordering a street or front yard of an adjoining lot to a height in excess of four feet (4'), except a six foot (6') high fence may be placed not less than ten feet (10') away from the property's side yard property line, with said fence not to extend further toward the front of the property than a point equal to the front line of the house.

Provided, however, that the Hearing Officer may grant special exceptions as provided for in subsection 10-4-6B of this title, to allow fence types and fence heights of up to six feet (6') in height for public and semipublic buildings, including schools and churches, where the Hearing Officer finds: 1) the fence height is necessary for protection or safety of persons or property; 2) no significant adverse effect will be suffered by any surrounding property; and 3) the requirements of section 10-14-14 of this chapter are maintained.

- C. Difference In Elevation: Where a fence is erected upon a retaining wall or where for other reasons there is a difference in the elevation of the surface of the land on either side of a fence, height of the fence will be measured from a point halfway between the top of the retaining wall and the land on the lower side, or from the average elevation of the surface of the land on either side of the fence, but nothing herein contained will be construed to restrict a fence to less than four feet (4') in height measured from the surface of the land on the side having the highest elevation.
- D. Exceptions: The provisions of this section shall not apply to fences required by State law to enclose public utility installations and public schools. (Ord. 17-23, 11-21-2017, eff. 11-21-2017; amd. Ord. 21-05, 6-1-2021, eff. 6-1-2021)

E. Recreation Use:

- 1. A chain link or mesh fence may be erected to a height not exceeding ten feet (10') for the purpose of enclosing a tennis court, or other court game area. Said fence may not be located in a front yard setback.
- 2. Golf safety nets may be permitted only on lots where a property is adjacent to a golf course. Safety nets that are six feet (6') to a maximum of thirty feet (30') in height above grade require a permit issued by the building department. Golf safety nets are prohibited in the front yard. Netting material shall be black in color and of a quality designed for the purpose of obstructing golf balls. Netting shall meet all requirements of the city's Building Code and all other applicable codes.

South Ogden City Planning Commission Policies and Procedures

The South Ogden City Planning Commission shall be governed by all applicable state statutes, city ordinances, and these rules.

I. MEMBERS

The Planning Commission shall be comprised of seven members, all of whom shall be residents of the city appointed by the Mayor with the advice and consent of the City Council under Utah Code Annotated 10-9A-301.

II. OFFICERS AND DUTIES

The Planning Commission shall elect annually, during the first regular scheduled meeting in July, a Chair and Vice Chair, who may be elected to successive terms. The Chair and Vice Chair shall be elected from the voting members of the Planning Commission by a majority of the total membership. The Chair, or in his or her absence or incapacity, the Vice Chair, shall preside over all meetings and hearings of the Planning Commission and shall execute all official documents and letters of the Planning Commission. If the Chair resigns, is not re-appointed, or is otherwise ineligible or unable to continue in office, the Vice Chair shall become the Chair. A new Vice Chair may be elected to serve the remaining term when necessary. The next July, an election for both offices shall be held as stated above.

III. MEETINGS

A. Quorum

A quorum shall consist of four members of the Planning Commission (consistent with provisions of Section I above). A quorum shall be necessary to conduct any business of the Planning Commission.

B. Time of Meetings

Meetings shall be held on an as needed basis, however, when meetings are held, they shall be on the second Thursday of each month at 6:15 p.m. At 5:30 p.m. prior to each regular meeting, the Planning Commission shall hold a staff briefing meeting at the City Hall that shall be open to the public and held. The date of a meeting (and the staff briefing meeting) may be changed or canceled, by the majority of the total membership of the Planning Commission. At least one week's notice of a new date for a regular meeting shall be given to each member. Additional meetings shall be convened in the same manner and shall be open to the public and required public notice will be provided by the staff. A special meeting may be called by the Chair or by a majority of the other voting members of the Planning Commission at any time; provided that at least 24 hours' notice shall be given to each member before that meeting is held. Costs of holding a special meeting shall be paid to South Ogden City by the requesting applicant, organization, or agency. Notice requirements dictate that the first hearing on zoning applications shall not be scheduled as a special meeting.

C. Meetings Open to the Public

All regular or special meetings and work sessions of the Planning Commission shall be open to the public unless closed as provided for in the Utah Open Meeting Act.

D. Executive Sessions

Executive sessions may be called by the Chair, upon proper public notice, to discuss items such as personnel, real estate transactions, and litigation or other categories provided in the Utah Open Meeting Act. No official action shall be taken during any executive session. Executive sessions shall comply with the Utah Open Meeting Act.

E. Order of Business

1. Procedural Statement (Chair explains the meeting schedule and the method for conducting the meeting)
2. Zoning Public Hearings
3. Zoning Actions
4. Commercial Site Plan Actions
5. Conditional Use Actions
6. Subdivision Public Hearings
7. Subdivisions Actions
8. Special Items
9. Other Business
10. Approval Of Minutes Of Previous Meeting
11. Public Comments
- ~~11-12.~~ 12. Adjourn

Commented [LK1]: There was some question as to whether public comments should be at the beginning of the meeting.

The Planning Commission may change the order of business or consider matters out of order for the convenience of applicants or other interested persons.

F. Voting

- ~~1. An affirmative vote of the majority, but not less than four of the voting members present at the meeting, shall decide all matters under consideration by the Planning Commission unless otherwise provided for in these rules.~~
 - ~~2. The Chair, or Vice Chair absent the Chair, shall vote only in case of a tie on zoning, conditional use, and subdivision matters, unless his or her presence at the meeting must constitute a quorum; the Chair shall be a voting member on such matters.~~
- ~~At least four (4) members of the planning commission must be present to constitute a quorum to conduct any official business of the planning commission.~~
1. An affirmative vote of the majority present at the meeting shall decide all matters under consideration by the Planning Commission.
 2. The Chair or Vice Chair, as the case may be, may vote on all items being considered.

G. Other Meetings

The City Council and the Planning Commission shall meet at least annually to evaluate planning and development programs. The Planning Commission may meet once a year, or more frequently, with other agencies and organizations such as real estate, construction, and development firms that have frequent contact with the Planning Commission.

IV. CONSIDERATION OF APPLICATIONS

A. Application

1. Upon filing an application, the applicant shall be directed by the staff, to the extent that the staff possesses the information, to relevant outside agency or agencies (water district; UDOT, forest service, and so on). The staff shall advise the applicant to meet with these agencies prior to the application's placement on the Planning Commission agenda. Staff will also send application and required plans to the fire department and engineering.
2. All noticing requirements for public hearings as set out in State and City Code will be followed by the Planning Commission.
3. The Planning Commission delegates authority to the staff to review and act on Site Plan amendments of previously approved projects. The approval shall limit the authority to non-residential projects only and a 50% increase in building size but not to involve additional property. All City department reviews shall be completed with approvals and all applicable City ordinances shall be applied. The staff items approved shall appear on the Planning Commission agenda for their information.

B. Public Hearing Procedure

Any person may appear in person or by agent or attorney at any meeting of the Planning Commission. The order of procedure in the hearing of each application shall be as follows:

1. Presentation of the application by the Planning staff. Presentation shall include the staff's recommendation and the reading of pertinent comments or reports concerning the application. (In the case of a zoning application, the application is heard at one meeting and the decision deferred until the next meeting. The staff will present its zoning recommendation prior to the time of the decision.)
2. Statements of the applicant and witnesses in support of the application.
3. Statements of witnesses opposed to the application.
4. Rebuttal, if requested. Rebuttal shall not be allowed unless a member of the Planning Commission requests that witnesses be allowed to make further statements in order to answer questions raised by previous statements.

C. Decisions

The Planning Commission may grant approval of a development concept site plan that can be used to prepare a plan for preliminary approval.

Decisions of the Planning Commission shall be final at the end of the meeting at which the matter is decided. The Planning Commission shall send a written copy of its decision to the applicant or to the agent or attorney. In cases of denied applications, the copy of the decision shall include, insofar as practical, the reasons for the Commission's decision.

D. Reconsideration of Applications

A denied application for a conditional use permit may be reconsidered by the Planning Commission if the applicant presents new evidence that the Commission determines is sufficient to merit reconsideration of the application. The applicant must file a written request for reconsideration within ten days of the original decision. If the Planning Commission grants a request for reconsideration, the application shall be reconsidered in the same manner as an original application. This includes payment of a new fee and publication of new notices. If reconsideration is denied, the same request shall not be heard again for six months from the date of the final decision.

V. AMENDMENTS

These rules may be amended at any regular meeting of the Planning Commission by an affirmative vote of at least four members of the Commission. Proposals for amendments must be presented in writing to each member of the Commission at least 48 hours before the meeting at which the vote is to be taken. The Planning Commission and staff shall review the Policies and Procedure and the Code of Ethics annually at the time of the change of leadership.

Adopted by Planning Commission:

STAFF REPORT



SUBJECT: Discussion on Law Paper for Moderate-Income Housing
AUTHOR: Alika Murphy
DEPARTMENT: Planning Administration
DATE: June 12, 2025

BACKGROUND

South Ogden City is required to report on the selected moderate-income housing (MIH) strategies found in “Housing” chapter of the General Plan. To help with the implementation of Strategy K which is to “preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or establishing a housing loss mitigation fund”, South Ogden retained the services of a law student from the University of Wyoming. The student put together information on landlord incentive programs, deed restricted programs, housing loss mitigation funds, and community benefits agreements. Now staff is presenting the information from the research paper and open a discussion with City Council about ways to move forward. The goal is to walk away with a clear direction for staff to continue working in moving in a specific desired direction. This will be the first of a number of discussions to be able to accomplish at least one of implementation goals under Strategy K. The contents of the research paper were discussed with City Council at the May 20, 2025 meeting where City Council gave their thoughts on the direction that we could pursue but also expressed that they would like to hear the thoughts of Planning Commission.

ANALYSIS

Attached is the research paper that was sent to the city. Below is a condensed version providing the main points of each suggested action.

Landlord Inventive Programs

- Gain cooperation from landlords, strictly voluntary
- Encourage property owners and landlords to offer properties at affordable rates
- Rent subsidies, grants or tax credits in exchange for keeping their units affordable
- **Example: Marin County, federal housing initiatives offer vouchers for families with low incomes**
 - The issue is that tenants would cause property damage

- In response the Marin Housing Authority partnered with landlords to identify three barriers: security deposits, burdens during tenant vacancy, damage units form voucher holders
- To reduce barriers security deposits are offered, damage protections and vacancy loss coverage, customer service hotline and workshops
- Resulted in increase in number of landlords who participated in the program (30% to 59.52%)
- Some housing authorities cover the security deposit or agree to pay for damages more than the security deposit amount if any damages exist.
- Low and No-cost Incentives
 - Provide access to free one-on-one technical help with specific management or maintenance problems. The municipality can line up a small group of people, including property managers, lawyers, and the like, who agree to be available for a modest amount of time for this program.
 - Designate a police officer as an ongoing liaison with landlords to assist not only in crime-free programs but also with specific problems or concerns.
 - Regular (monthly or bi-monthly) forums between key municipal officials and landlords where both municipal and landlord concerns can be discussed informally and openly.
 - Provide fast-track approval of permits for property improvements
 - Offer free advertising of available rentals on the municipal website and in local newspapers, particularly free weekly merchandising papers.
 - Negotiate discounts for good landlords on goods and services at local merchants or from local contractors.
 - Provide free or low-cost equipment such as smoke or carbon monoxide detectors, security locks, etc. Municipalities may be able to acquire these in bulk from retailers either as a contribution or at a significantly discounted cost.
 - Offering good landlords reduced fees for fee-charged municipal services, such as building permit fees for property improvements, crime-free housing fees, or garbage removal fees, where feasible.
 - Structure fees associated with rental properties to function as incentives, by adjusting the fee in keeping with landlord performance
- **Example: Glenwood, California Incentive Ordinance**
 - Any residential or mixed-use development proposing to create one (1) or more residential dwelling units may be eligible for the following incentives when providing deed restricted Community Housing in the form of Resident Occupied Community Housing, For Sale Community Housing and/or Rental Community Housing that is deed restricted in accordance with the City's Community Housing Standards and Guidelines.
 - (1) Density Bonus. As part of any new residential or mixed-use development, the City may offer a density bonus.
 - (2) Site Design Flexibility. Provided that the housing goals and eligibility requirements are met and provided that the intents and purposes of this Title are not

compromised, the City may consider flexible application of design standards including, but not limited to minimum lot size, building height, lot coverage, impervious coverage, setbacks and landscaping.

- (3) Public-Private Partnerships. The City may participate in or facilitate participation with other governmental entities regarding financing or purchasing of Community Housing units directly from the applicant or by other means of subsidy or participation.
- (4) Tax Rebate or Reduction. The City Council may at its sole discretion waive, reduce or rebate property, construction use, or other tax applicable to the project.

Deed Restricted Programs

- A provision in a deed that imposes a limitation, condition, or other restriction upon how the grantee may use the property being conveyed by the deed
- Can be used for new home developments that have a restriction for a portion or all of a new development for long-term affordability
- Deed-restricted programs place legal restrictions or covenants on a property's deed, which ensures that the housing unit remains affordable for a specified period, even if the property changes ownership
- Benefit= create a constant supply of affordable housing units that remain affordable housing units and prevents displacement for a period of time
- Example: Park City
 - Keep middle working class from being placed out of living in Park City
 - Owners must live on the property full-time as their primary residence.
 - There is a limit on annual appreciation of 3% with no guarantee that a seller will be able to garner that amount when they sell.
 - Allowed capital improvements are limited to an approved list, and the maximum value that can be added to the resale value is limited to 5% of the purchase price.
 - The city holds the first option to purchase when the owner chooses to sell.
 - If the City doesn't exercise its option to purchase, the property must be sold to a qualified household, reviewed and approved by the City's Housing Office. The City's Housing Office will assist with the sale process.
 - Property may not be transferred via inheritance or deed in any form.
 - Property may not be incorporated into a Trust of any kind.
 - The home may not be rented without prior consent of the City Housing Office, which occurs in very limited circumstances.
 - Owners may rent an extra bedroom to a roommate with prior approval from the City Housing Office.
 - Owners may not own other property while owning the Deed Restricted unit.
 - Annual compliance reports are due to the City's Housing Office in late spring of each year (forms are provided by the City's Housing Office).
- Example: Glendale Spring, Colorado Community Housing Program

- Requires new residential development provide 20% of the housing produced to be restricted to occupied resident
- At least 10% be affordable to households earning up to 100% of the area median income .
- To maintain deed restricted status, these properties have a maximum resale price with 3% annual appreciation based on the Consumer Price Index for Garfield County.

Housing Loss Mitigation Funds

- Goal is to offer financial assistance to individuals who are facing the challenge of obtaining or offering affordable housing
- Funds can come from government allocations or private investments
- Challenge is obtaining sufficient funding to meet the needs of the interested party
- **Example: Colorado passed Proposition 123** which authorized the state to retain money from existing state tax revenue to support affordable housing
 - Fund dedicates 40% of the funds to the Affordable Housing Support Fund administered by the Department of Local Affairs (DOLA) and 60% to the Affordable Housing Financing Fund administered by the Office of Economic Development and International Trade (OEDIT) in partnership with Colorado Housing and Financing Authority (CHFA)
 - Non-profits, community land trusts, private entities, and local governments in Colorado may be eligible for loans or grants from the fund
 - To be eligible municipalities must commit to increasing their existing affordable housing units by 3% per year and include an expedited review process for developments for affordable housing
- Not always necessary to create new taxes
- Reallocate use of current tax dollars within a state
 - Colorado's State Affordable Housing Fund is drawn from 0.1% of all state income tax revenue
 - Under Proposition 123, State Affordable Housing Fund for 2022-2023 was estimated to collect \$145 million from tax revenue, with following year increasing to \$290 million
- Moab, Utah with Grand County has been able to allocate \$150,000 to affordable housing
- Park City Community Foundation with Mountainlands Community Housing Trust are working with philanthropists to support affordable housing.
- SLC generated new revenue in the City's Housing Stability budget to help establish long-range funding mechanisms to increase supply
- SLC's "Growing SLC" plan identified strategies to provide low-interest loans to affordable housing developers, support down payment assistance strategies and provide case managers for affordable housing solutions.

Community Benefits Agreements (CBA)

- Contract made between a developer and a community or organization representing a community outlining the benefits that the community will receive in exchange for the development project.
- Benefits:
 - guaranteed minimums for local hiring,
 - inclusion of affordable units in new housing
 - Development or improvement of parks or community facilities
- Drawback:
 - Take a long time
 - Expensive
- **Ex. Staples Center Development in Los Angeles**
- 20% of the housing in the development was designated as affordable housing
- **Ex. Kingsbridge Armory in New York City**
- The old armory was converted into a hockey rink for the community and the benefit given was that half the jobs created by the project were given to local workers to stabilize and stimulate the local economy.

The research paper gave great insight and examples for solutions to aid in moderate-income housing. Of course, with each great idea there are challenges and drawbacks to consider. One of the biggest challenges is funding for grants or programs. As pointed out in the research paper, the example cities with successful programs are in areas with high tourism and have higher budgets to pull funds for affordable housing. The paper also talks about having the state step in and bridge the gap by following Colorado's example, but that is a bigger discussion involving many participants and will take time to figure out. Part of the solution for local governments is reviewing code to see if they are too restrictive and if there is wiggle room to create more housing. Ultimately, City Council, Planning Commission and staff need to decide if we want to reallocate funds to help preserve affordable housing or to invest in creating affordable units from new developments or both and look at ways that we can effectively communicate with residents, landlords and developers to find a solution that will work for us.

Staff is open to discussion on the following and any other suggestions from the Planning Commission:

- We can partner with landlords to identify barriers. First, we can collect data on the current rent established. Then we can put together a survey to see if this option is one that would get interaction and what specifically could be beneficial to the landlord to make the rental affordable.
- We can look at allocating funds to cover security deposit or help pay for damages up to a certain amount. One of the implementation goals under Strategy 2 or K from our MIH Implementation Plan is to explore ways to utilize funds from the CRA to incentivize landlords to deed-restrict units and help with development-related fees.
- Other Incentives (from the research paper)
 - Regular (quarterly) forums between key municipal officials and landlords where both municipal and landlord concerns can be discussed informally and openly.

- Offer free advertising of available rentals on the municipal website
 - Negotiate discounts for good landlords on goods and services at local merchants or from local contractors.
 - Provide free or low-cost equipment such as smoke or carbon monoxide detectors, security locks, etc.
-
- We can explore the option of being flexible with lot size requirements, lot width requirements or setback requirement if at least one unit is deed restricted. This can include creating a cottage lot or even a flag. We can also consider using ADU allowance in lots that would not otherwise be allowed to have one if the unit is deed restricted. This solution will require further research from staff, discussion with the City Attorney, and have discussions with the Planning Commission and residents to find what would work best for this city.
-
- Language can be added into the form-based code stating that design requirements can be flexible or bonus density can be granted if a percentage of the development is deed-restricted all through a master development agreement. This falls under an implementation goal for Strategy K that states that we want to explore policies that would incorporate/require deed-restricted MIH units in new projects through an MDA.

**Meeting the Middle: A Policy Framework for Moderate-Income
Housing Accessibility**

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I. Introduction

America has long been known as the land of opportunity. Thoughts of America often conjure up images of success and prosperity, all of which can be synthesized into what has classically been referred to as the American Dream. The American Dream is a belief that all citizens can reach an ideal level of living through hard work, determination, and equal opportunity. The American Dream often represents the pursuit of personal happiness, financial success, and, most notably, homeownership. In recent years, however, this dream has slipped out of reach for many, including moderate-income households. First-time home buying has recently plummeted, partly due to severely rising interest rates that have significantly increased the cost of homeownership, even for those with moderate incomes.

Monthly payments on the U.S. median-priced home with taxes and insurance included, as of March of 2023, have risen to \$3,000 with interest rates around 6.5 percent.¹ Millions of renter households were also priced out of homeownership with the price of homes and interest rates. Moreover, this pricing issue also affects renters. The average household in America dedicates 33.1% of its budget to housing costs, with an average rental payment of \$1,326 per month.² With this crisis looming, Federal, state, and local governments must do their part to mitigate the effects of the housing crisis in the United States.

¹ *The State Of The Nation's Housing 2023*, (June 7, 2023), https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_The_State_of_the_Nations_Housing_2023.pdf.

² *Average Rent by State 2023*, <https://worldpopulationreview.com/state-rankings/average-rent-by-state>.

This paper will examine the affordable housing issue that currently exists in the United States as well as focus on the legal, policy, and community-based solutions that are available to address the issue. The moderate and low-income housing shortage is a serious issue in the United States. This paper will highlight the issues relating to moderate-income housing, offer potential solutions, and address potential policy concerns.

II. Legal Issues Surrounding Housing Shortages

The United States affordable housing shortage raises several constitutional considerations that impact individuals and families. Housing, which is often regarded as a basic human need, intersects with fundamental constitutional principles and rights afforded to all Americans. This section explores the constitutional elements that are associated with housing shortages, highlighting key considerations that shape housing policies and legal frameworks in the United States.

The Constitution of the United States, through its amendments and interpretations by the Supreme Court, plays a significant role in shaping housing rights and regulations. The Fifth and Fourteenth Amendments guarantee that no person shall be deprived of life, liberty, or property without due process of law.³ This principle is relevant in housing cases where eviction or displacement may occur due to economic or regulatory factors.

Government policy aimed at addressing housing must also address the Fifth Amendment's Takings Clause. The Takings Clause addresses the government's power to take private property for public use.⁴ In housing policy, the Takings Clause typically takes effect when a government uses eminent domain to acquire land for development, this is known as a

³ *Constitution. Congress. Gov*, <https://constitution.congress.gov/browse/amendment-14/>.

⁴ *Fourth Amendment*, US Law https://www.law.cornell.edu/wex/fourth_amendment.

physical taking.⁵ On the other hand, a regulatory taking occurs when government restrictions on the permissible use of private property are so severe that they render the property effectively unusable by the owner.⁶

The policy goals surrounding compensation for regulatory takings are found in *Armstrong v United States* (1960), where the Supreme Court wrote that: "The Fifth Amendment's [Takings Clause] . . . was designed to bar government from forcing some people alone to bear public burdens which, in all fairness and justice, should be borne by the public as a whole".⁷ Specifically, when a government wants to create a program aimed at increasing moderate-income housing, this alone cannot fall on landlords and developers but the public as a whole to solve the issue.

Land use regulations imposed on developers are often called exactions or impact fees. "Exactions are conditions imposed by governmental entities on developers for the issuance of a building permit or subdivision plat approval."⁸ Often, exactions come in the form of mandatory land dedications or monetary obligations forced on developers as a condition of development.⁹

The U.S. Supreme Court has held that development exactions must have an "essential nexus" with "rough proportionality" to the public burdens that the development will impose on government.¹⁰ Moreover, requiring payment in exchange for a land-use permit is considered unconstitutional under the takings clause unless the government can demonstrate the essential

⁵ *Armstrong v. United States*, 364 U.S. 40, 80 S. Ct. 1563, 4 L. Ed. 2d 1554 (1960)

⁶ *Id*

⁷ *Id*

⁸ *B.A.M. I*, 2006 UT 2, ¶ 34, 128 P.3d 1161.

⁹ *Alpine Homes, Inc. v. City of W. Jordan*, 2017 UT 45, ¶ 19, 424 P.3d 95, 103

¹⁰ *Alpine Homes, Inc. v. City of W. Jordan*, 2017 UT 45, ¶ 20, 424 P.3d 95, 103 citing *Nollan v. California Coastal Commission*, 483 U.S. 825, 107 S.Ct. 3141, 97 L.Ed.2d 677 (1987), and *Dolan v. City of Tigard*, 512 U.S. 374, 114 S.Ct. 2309, 129 L.Ed.2d 304 (1994)

nexus and rough proportionality between the requested money and the societal costs of the development.¹¹

The Fair Housing Act (F.H.A.), a landmark piece of federal legislation, is a pivotal component of the legal framework governing housing rights and access in the United States. Enacted in 1968 as part of the Civil Rights Act, the F.H.A. aims to combat housing discrimination, promote housing opportunities, and provide safeguards for vulnerable populations, including low and middle-income individuals.¹²

Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended, “prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions, because of race, color, religion, sex (including gender identity and sexual orientation), familial status, national origin, and disability”.¹³ Notably, the F.H.A. requires any federal programs relating to housing and urban development be administered in a manner consistent with those same principles of fairness.¹⁴ This is further outlined in *42 U.S.C. § 5309*, which states in relevant part that “[n]o person in the United States shall on the ground of race, color, national origin, religion, or sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity funded in whole or in part with funds made available under this chapter.”¹⁵ This means that any program that is aimed at addressing shortages in housing opportunities for low- or middle-income households must comply with the fairness and anti-discriminatory principle as outlined in the F.H.A.

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¹¹ *Alpine Homes, Inc. v. City of W. Jordan*, 2017 UT 45, ¶ 24, 424 P.3d 95, 104

¹² *HUD.gov / U.S. Department of Housing and Urban Development (HUD)*, *HUD.gov / U.S. Department of Housing and Urban Dev* https://www.hud.gov/program_offices/fair_housing_equal_opp/fair_housing_act_overview..

¹³ *42 U.S.C. §§ 3601-19*

¹⁴ *Id*

¹⁵ *42 U.S.C. §§ 5309*

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III. Local Government Actions

Although the definition may vary by jurisdiction, moderate-income housing is defined as "housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the City is located".¹⁶ Local governments can play a key role in addressing the shortage of moderate-income housing opportunities for the residents of their communities. Local governments can plan for and direct housing projects that target and ensure that more people in an area can experience home ownership, including those who fall into moderate-income households.¹⁷

Housing shortages exist on every level, from homelessness to low-income housing shortages. In Utah, all cities have been charged with the goal of incorporating moderate-income elements into their general plans with the objective "to meet the needs of people of various income levels living, working, or desiring to live or work in the community."¹⁸ Utah was recently ranked 45th out of the 50 states when it comes to affordable housing.¹⁹ This stands in contrast to the State ranking 2nd for the lowest poverty rate. These numbers highlight the need for reform in the moderate-income housing sector.

¹⁶ Amendment sections 17-27a-103(43).
<https://jobs.utah.gov/housing/affordable/moderate/index.html><https://le.utah.gov/xcode/Title17/Chapter27A/17-27a-S103.html>

¹⁷ *Planning*, <https://jobs.utah.gov/housing/affordable/moderate/index.html>.

¹⁸ <https://jobs.utah.gov/housing/affordable/moderate/index.html><https://le.utah.gov/xcode/Title17/Chapter27A/17-27a-S103.html>

¹⁹ *Expert Advice On Improving Your Home*, Today's Homeowner (Nov. 8, 2023), <https://todayshomeowner.com>.

The state laws that govern moderate-income housing in Utah are found in Utah Code Section 10-9a-535. Section 10-9a-535(1) dictates that a municipality can only mandate the inclusion of a specific number of moderate-income housing units as part of a land use application approval if one of the following conditions is met: (1) the municipality and the applicant reach a formal written agreement specifying the number of moderate-income housing units or (2) the municipality offers incentives to applicants who voluntarily choose to incorporate moderate-income housing units within their development.²⁰ Despite the State of Utah's call to encourage developers to participate in the goal of creating moderate-income housing opportunities, Section 10-9a-535(2) qualifies that if an applicant declines to engage in the creation of moderate-income housing units as outlined in Subsections (1)(a) or (b), the municipality is not permitted to factor the applicant's choice into their decision to grant or reject a land use application. This means that municipalities, not developers, must carry the burden of creating solutions that increase the abundance of moderate-income housing.

To encourage municipalities to engage in the moderate-income housing crisis, Utah adopted code section 10-9a-403. Section 10-9a-403 requires a municipality, in their general plan, to have a moderate-income housing element that “provides a realistic opportunity to meet the need for additional moderate-income housing within the municipality during the next five years.”²¹ Moreover, for towns, the plan may include "a recommendation to implement three or more of the moderate-income housing strategies described in Subsection (2)(b)(iii)".²² Subsection (2)(b)(iii) of Utah code 10-9a-403 gives an extensive list of options that a town could adopt to be in alignment with the state directive. Rather than discuss all of the suggested

²⁰ *Utah Code Section 10-9a-535*, https://le.utah.gov/xcode/Title10/Chapter9A/10-9a-S535.html?v=C10-9a-S535_2022050420220504.

²¹ *Utah Code Section 10-9a-403*, <https://le.utah.gov/xcode/Title10/Chapter9a/10-9a-S403.html>.

²² *Id*

strategies of Subsection (2)(b)(iii), this paper will focus on Subsection (2)(b)(iii)(K) which reads as follows:

“[P]reserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or, notwithstanding Section 10-9a-535, establishing a housing loss mitigation fund”²³

In response to the urgent need for housing solutions that cater to individuals and families with moderate incomes, municipalities across the nation have been actively developing local programs to address the issue. These initiatives are dedicated to both the creation and preservation of housing units that are not only affordable but also sustainable in meeting the evolving housing needs of their residents. In this exploration of these initiatives, we will delve into (1) landlord incentive programs, (2) deed-restricted units through grant programs, and (3) housing loss mitigation funds.

A. Landlord Incentive Programs:

Landlord incentive programs are programs designed to increase affordable housing in an area by gaining the cooperation of landlords, as these programs are strictly voluntary. It is important for governments, both locally and nationally, to incentivize landlords to want to participate or, at the very least, be willing to participate in these programs.

The goal of landlord incentive programs is to encourage private property owners and landlords to offer their properties at affordable rental rates to meet the needs of their communities. Because it is not the duty of landlords to solve moderate-income housing

²³ *Id*

shortages, it is important to offer incentives that make it worth a landlord's resources to participate. The incentives that these programs provide often come in the form of financial incentives to landlords, such as rent subsidies, grants, or tax credits in exchange for keeping their units at an affordable rate for tenants.²⁴ When landlords are enticed to participate in these voluntary programs, there is an increase in affordable rental units in the market, thus bridging the gap between a municipality's desire to create more affordable housing and a landlord's private property rights.

Many landlords fail to participate in programs that impede on their private property rights, diminish the money they could be making, or receive financial harm from careless tenants who treat their property without care.

In Marin County, California, there has been an affordable housing crisis for many years. As of 2018, the monthly median rent for a one-bedroom apartment in the county was \$2,940. There is a federal housing initiative that offers vouchers for families with low incomes. For individuals and families participating in the Housing Choice Voucher (HCV) program, the ability to secure housing in the area they desire is up to the willingness of landlords in the private market to accept vouchers. The issue in Marin County, California, is that under the voucher system, the tenants are often stigmatized as the types of tenants who would cause property damage to a landlord's property, thus disincentivizing voluntary participation in such a program.²⁵

In response to the unwillingness of landlords to participate in this program, the Marin Housing Authority began partnering with landlords to better incentivize participation. The group

²⁴ HUD Exchange <https://www.hudexchange.info/trainings/courses/ehv-landlord-engagement-webinars-landlord-incentives/>.

²⁵ *PHAs Encourage Landlord Participation With Incentives*, HUD USER <https://www.huduser.gov/portal/periodicals/em/winter19/highlight3.html>.

was able to identify three barriers for landlords and tenants: "security deposits, burdens during tenant vacancy, and the perception that voucher holders will damage units. To reduce these barriers, L.P.P. offers security deposits, damage protection, and vacancy loss coverage as well as a customer service hotline and workshops". With these incentives in place, Marin County saw a significant increase in the number of landlords who participated in the program, and the percentage of voucher holders who were actually able to use their vouchers increased from 30% to 59.52%.

Although the Marin County issue focused on a shortage of low-income housing options for people participating in the HCV program, landlords are likely to hold similar concerns in the application to moderate-income housing. Because finances are the biggest repellent to potential landlord participation, financial incentives can provide the greatest enticement to landlords. Some housing authorities cover security deposits or agree to pay for damages more than the security deposit amount if any damages exist.²⁶

Most landlord incentive programs are directed at low-income households under the federal voucher system; however, the examples of incentives may be able to be tailored to moderate-income housing at a local level. The biggest drawback of these incentive programs is that there must be some level of governmental subsidy that covers things like property damage, rental prices, and vacancies.

There are also several low and no-cost incentives that can also be given to landlords. Some of these programs can include items such as:

- "Provide access to free one-on-one technical help with specific management or maintenance problems. The municipality can line up a small group of people, including

²⁶ <https://localhousingolutions.org/housing-policy-library/landlord-recruitment-and-retention/>

property managers, lawyers, and the like, who agree to be available for a modest amount of time for this program.

- Designate a police officer as an ongoing liaison with landlords to assist not only in crime-free programs but also with specific problems or concerns.
- Regular (monthly or bi-monthly) forums between key municipal officials and landlords where both municipal and landlord concerns can be discussed informally and openly.
- Provide fast-track approval of permits for property improvements
- Offer free advertising of available rentals on the municipal website and in local newspapers, particularly free weekly merchandising papers.
- Negotiate discounts for good landlords on goods and services at local merchants or from local contractors.
- Provide free or low-cost equipment such as smoke or carbon monoxide detectors, security locks, etc. Municipalities may be able to acquire these in bulk from retailers either as a contribution or at a significantly discounted cost.
- Provide free radon testing.
- Offering good landlords reduced fees for fee-charged municipal services, such as building permit fees for property improvements, crime-free housing fees, or garbage removal fees, where feasible.
- Structuring fees associated with rental properties to function as incentives, by adjusting the fee in keeping with landlord performance as discussed below”.²⁷

The city of Glenwood, Colorado, has developed, by way of an ordinance, an incentive program for developers who take part in their inclusionary housing program. Glenwood Springs ordinance reads as follows:

(a) Any residential or mixed-use development proposing to create one (1) or more residential dwelling units may be eligible for the following incentives when providing deed restricted Community Housing in the form of Resident Occupied Community Housing, For Sale Community Housing and/or Rental Community Housing that is deed restricted in accordance with the City's Community Housing Standards and Guidelines.

(1) Density Bonus. As part of any new residential or mixed-use development, the City may offer a density bonus.

(2) Site Design Flexibility. Provided that the housing goals and eligibility requirements are met and provided that the intents and purposes of this Title are not compromised, the City may consider flexible application of design standards including, but not limited to minimum lot size, building height, lot coverage, impervious coverage, setbacks and landscaping.

²⁷ https://mayorscaucus.org/wp-content/uploads/2016/01/SSMMA_landlord-incentives_how-to-guide_final-am-12-28-15.pdf

(3) Public-Private Partnerships. The City may participate in, or facilitate participation with other governmental entities regarding financing or purchasing of Community Housing units directly from the applicant or by other means of subsidy or participation.

(4) Tax Rebate or Reduction. The City Council may at its sole discretion waive, reduce or rebate property, construction use, or other tax applicable to the project.²⁸

The density bonuses, site design flexibility, and tax rebates or reductions found in Glenwood's ordinance are incentives that could be easily adopted by many other municipalities around the country without adding any additional cost or need for any fund allocations.

B. Deed Restricted Programs

Deed-restricted homeownership is a means to guarantee home ownership affordability in a community. "A deed restriction is a provision in a deed that imposes a limitation, condition, or other restriction upon how the grantee may use the property being conveyed by the deed."²⁹ Deed restrictions can be used for new home developments that impose a restriction on either a portion or all of a new development to guarantee long-term affordability. Deed-restricted programs place legal restrictions or covenants on a property's deed, which ensures that the housing unit remains affordable for a specified period, even if the property changes ownership.³⁰ The benefit of deed-restricted programs is to create a constant supply of affordable housing units that remains affordable to moderate-income households, preventing issues in the future like gentrification and displacement.

Park City, Utah, is an example of a city that has adopted a deed restriction program. Park City is a world-class tourism destination with a median house price of \$1.8 million.³¹ In order to

²⁸ <https://www.cogs.us/ArchiveCenter/ViewFile/Item/2133>

²⁹ *Deed Restriction Program — Housing North*, Housing North <https://www.housingnorth.org/deed-restriction-program>.

³⁰ *Id*

³¹ <https://www.redfin.com/city/15045/UT/Park-City/housing-market>

maintain the necessary workforce to keep the city functioning, it was necessary for the City to implement a program that kept the middle working class from being priced out of living in Park City. The deed-restricted properties in Park City are provided at a considerable discount to the market rate. Park City sets the following conditions for deed-restricted housing:

- Owners must live in the property full-time as their primary residence.
- There is a limit on annual appreciation of 3% with no guarantee that a seller will be able to garner that amount when they sell.
- Allowed capital improvements are limited to an approved list, and the maximum value that can be added to the resale value is limited to 5% of the purchase price.
- The City holds a first option to purchase when the owner chooses to sell.
- If the City doesn't exercise its option to purchase, the property must be sold to a qualified household, reviewed and approved by the City's Housing Office. The City's Housing Office will assist with the sale process.
- Property may not be transferred via inheritance or deed in any form.
- Property may not be incorporated into a Trust of any kind.
- Home may not be rented without prior consent of the City Housing Office, which occurs in very limited circumstances.
- Owners may rent an extra bedroom to a roommate with prior approval from the City Housing Office.
- Owners may not own other property while owning the Deed Restricted unit.
- Annual compliance reports are due to the City's Housing Office in late spring of each year (forms are provided by the City's Housing Office).³²

To maintain a flow of deed-restricted properties, Park City holds the right of first refusal when deed-restricted properties are sold, mandating that the City processes any such sales.³³

In Mountain Village, Colorado, another luxury tourist destination, the City cut development fees and building permit fees for deed-restricted developments to try and entice developers to participate in the process of creating moderate-income housing both now and into the future.³⁴ In this Colorado project, for example, a building permit for a property with a \$1

³² *Owning a Deed Restricted Property*, Park City, UT <https://www.parkcity.org/departments/find-affordable-housing/selection-process/deed-restrictions>.

³³ *Community Housing Resources*, Park City, UT <https://www.parkcity.org/departments/find-affordable-housing/resources>.

³⁴ *Deed-Restricted Building Fee Waiver Incentive*, Town of Mountain Village <https://townofmountainvillage.com/community/housing/deed-restricted-workforce-housing-incentive/>.

million valuation would cost approximately \$85,000, while under the program, a deed-restricted property would cost around \$9,000.³⁵

Much like Park City, Utah, both Garfield County and the city of Glenwood Springs in Colorado face similar issues with affordable housing, specifically when it comes to keeping moderate-income employees living in the area. To address the needs of its residents, Garfield County every year calculates the Area Median Income (AMI) and creates four categories of people who can participate in their program. Much of the Garfield County and Glenwood Springs programs are centered around deed-restricted units.³⁶

Glenwood Springs has a Community Housing Program that requires that new residential development provide 20% of the housing produced to be restricted to occupied by residents and at least 10% of the housing developed to be affordable to households earning up to 100% of the area median income as outlined in their guidelines. Moreover, the program is aimed at incentivizing and mitigating the cost of producing affordable housing. The deed-restricted properties are dispersed throughout the City of Glenwood Springs. To maintain the deed restriction status, these properties have a maximum resale price with a 3% annual appreciation based on the Consumer Price Index for Garfield County.³⁷

C. Housing Loss Mitigation Funds:

Housing loss mitigation funds are funding programs that are aimed at addressing challenges related to affordable housing. The goal of housing loss mitigation funds is to offer financial assistance to cities or individual who are facing the challenge of obtaining or offering

³⁵ *Id*

³⁶ *Garfield County Community Housing*, <http://garfieldhousing.com/garfield-county-guidelines/>.

³⁷ *City of Glenwood Springs Community Housing Program*, <http://garfieldhousing.com/city-of-glenwood-springs-community-housing-guidelines/>.

affordable housing. Housing mitigation funds are generally established by government agencies or non-profit organizations. The funds for these programs can come from a variety of sources, such as government allocations or private investments. One of the biggest hurdles for housing mitigation funds is obtaining sufficient funding to meet the needs of the interested party.

In 2022, Colorado passed Proposition 123, which authorized the state to retain money from existing state tax revenue to support affordable housing endeavors.³⁸ The fund dedicates 40% of funds to the Affordable Housing Support Fund administered by the Department of Local Affairs (DOLA) and 60% to the Affordable Housing Financing Fund administered by the Office of Economic Development and International Trade (OEDIT) in partnership with the Colorado Housing and Finance Authority (CHFA). Non-profits, community land trusts, private entities, and local governments in Colorado may be eligible for either loans or grants from the affordable housing fund. To be eligible for the fund, interested municipalities must commit to increasing their existing affordable housing units by 3% per year and include an expedited review process for developments for affordable housing.³⁹

There are many issues that arise when it comes to creating new taxes to fund programs aimed at creating and maintaining affordable housing. However, it is not always necessary to create new taxes; one alternative to new taxes is to reallocate the use of current tax dollars within a state. Colorado's State Affordable Housing Fund is drawn from 0.1% of all state income tax revenue.⁴⁰ Under Proposition 123, the State Affordable Housing Fund for 2022-2023 is estimated

³⁸ *Proposition 123 - Colorado Affordable Housing Financing Fund*, Proposition 123: Affordable Housing Financing Fund <https://coloradoaffordablehousingfinancingfund.com>.

³⁹ *Proposition 123*, Colorado Office of Economic Development and Intern <https://oedit.colorado.gov/proposition-123-colorado-affordable-housing-financing-fund>.

⁴⁰ *Proposition 123 - Colorado Affordable Housing Financing Fund*, Proposition 123: Affordable Housing Financing Fund <https://coloradoaffordablehousingfinancingfund.com>.

to collect \$145 million from tax revenue, with the following year increasing to an estimated \$290 million.⁴¹

On a smaller scale and in the context of a local government, Moab, Utah, in conjunction with Grand County, has met regularly to address the issue of housing shortages. With their constant work on the issue, Moab was recently able to allocate \$150,000 to affordable housing. Although municipalities have access to fewer funds, it is still possible for them to reallocate current funds to prioritize moderate-income housing shortages.

In Park City, Utah, the Park City Community Foundation, in conjunction with the Mountainlands Community Housing Trust, are working with philanthropists to support affordable housing. The foundation is using a \$1 million matching grant program to fund a multimillion-dollar redevelopment project to increase the number of affordable apartments in Park City.⁴²

Salt Lake City, Utah has also been addressing the need for more affordable housing. Salt Lake City has generated new revenue in the City's Housing Stability budget which will be used to help establish long-range funding mechanisms to increase the supply of affordable housing. The City's new Growing SLC plan identified strategies to provide low-interest loans to affordable housing developers, support down payment assistance strategies and provide case managers for those looking for affordable housing solutions. Some of these funds come from outside sources as well as some allocations from income tax.⁴³

IV. Community Benefits Agreements (CBA)

⁴¹ <https://www.coloradofiscal.org/proposition-123-affordable-housing/blog/>

⁴² <https://parkcitycf.org/how-we-work/growing-community-initiatives/housing-fund/>

⁴³ *Growing SLC*, Community and Neighborhoods <https://www.slc.gov/can/growing-slc/>.

A Community Benefits Agreement or CBA is a legally binding agreement contractually made between a developer and either a community or organization representing a community. The contract made between the parties outlines the benefits that the community will receive in exchange for the development project occurring in their community.⁴⁴

CBAs bring a wide range of benefits to the communities that the impact. The benefits that communities can expect to see are “guaranteed minimums for local hiring, inclusion of affordable units in new housing, and the development or improvement of parks or community facilities”.⁴⁵ Moreover, in communities with rapid growth and development CBAs can create more opportunity for affordable housing.

Both members of the community and developers have important roles in effectively carrying out CBAs. Community members must educate themselves by researching both the intended development but also the potential benefits that could come from the project. Moreover, community members must organize themselves into coalition that will represent the community. Lastly, community members should engage regularly with the developer to create an environment of effective communication.⁴⁶

Local governments also play a key role in these agreements. This can be done by local governments informing community members and groups of the proposed project, encouraging good-faith negotiations with community organizations, and honoring and respecting the decisions and agreements reached by members of their community.⁴⁷

There are many examples of successful CBAs that have occurred around the United States. One of the largest CBA's was the Staples Center Development in Los Angeles California.

⁴⁴ <https://www.lisc.org/our-resources/resource/community-benefits-agreements-toolkit/>

⁴⁵ *Id*

⁴⁶ *Id*

⁴⁷ <https://www.energy.gov/justice/articles/community-benefit-agreement-cba-resource-guide-faqs>

The most notable benefit of the Staples center CBA was that 20% of the housing in the development project was to be designated as affordable housing.⁴⁸

Another successful CBA occurred in New York City, at the Kingsbridge Armory. At Kingsbridge, the old armory was converted into a hockey rink for the community. The benefit given to the community was that half of the jobs created by the project were given to local workers to stabilize and stimulate the local economy.⁴⁹

In Wisconsin, a redevelopment project of an industrial zone was completed. There was a major focus on creating an environmentally friendly benefits like cleaner air as well as providing small business support.⁵⁰

CBAs have become increasingly relevant due in part to the Inflation Reduction Act. The Inflation Reduction Act, established in 2022, is a federal investment-based program aimed at building a clean energy economy to combat the growing climate crisis.⁵¹ The Act works to incentive clean energy jobs, by providing increased tax benefits to taxpayers who pay employers prevailing wages for certain jobs in clean energy projects.⁵² The mechanism that moves this program forward is known as a Project Labor Agreement or PLA. Like a CBA, PLAs are collective bargaining agreements that are negotiated between construction employers and construction unions.⁵³ In the context of the Inflation Reduction Act, as stated above, PLAs can help taxpayers gain tax benefits by providing prevailing wage and apprenticeship requirements,

⁴⁸ La Risa Lynch, *Five community benefits agreements that worked*, The Chicago Reporter (May 24, 2016), <https://www.chicagoreporter.com/how-neighborhoods-have-held-developers-accountable-to-their-needs/>.

⁴⁹ *Id*

⁵⁰ *30 Street Corridor*, MMSD (Nov. 4, 2021), <https://www.mmsd.com/what-we-do/flood-management/milwaukee-watershed-projects/30th-street-corridor>.

⁵¹ *The Inflation Reduction Act and Qualifying Project Labor Agreements*, U.S. Department of Labor <https://www.dol.gov/general/inflation-reduction-act-tax-credit/project-labor-agreements>.

⁵² *Id*

⁵³ *Id*

all while encouraging the construction of clean energy projects⁵⁴. There are many benefits of PLAs including:

- Reducing costs by increasing efficiency and coordination;
- Reducing uncertainty in the contracting process;
- Supporting contractor access to skilled workers;
- Improving worker safety and health outcomes;
- Expanding workforce training pathways for clean energy jobs; and,
- Preventing labor disputes (and related delays) on projects.
- Incorporating objectives for hiring local community members.⁵⁵

Another very important benefit of these community benefit programs is they can be tailored to the specific needs of the communities, and involved government entities. For example, on the topic of affordable housing, communities can get developers to agree to invest in affordable housing within the community through the use of these agreements⁵⁶.

The Department of Energy (DOE) requires that CBAs or PLAs are used in all Inflation Reduction Act fundings.⁵⁷ These programs operate off of a application system and “when an applicant is selected, their Community Benefits Plan will be part of the contractual obligation of the funding recipient”.⁵⁸

An added benefit of these programs is the engagement of local stakeholders such as labor unions, local governments, and other community-based organizations. When these stakeholders are properly engaged it can “lead to stronger project plans, increased transparency, and the reduction or elimination of certain associated risks”.⁵⁹

⁵⁴ *Id*

⁵⁵ *Id*

⁵⁶ <https://rmi.org/community-benefits-plans-driving-equitable-clean-energy-development/>.

⁵⁷ *About Community Benefits Plans*, Department of Energy <https://www.energy.gov/infrastructure/about-community-benefits-plans>.

⁵⁸ *Id*

⁵⁹ *Id*

Although there are many benefits to CBAs they are come with some drawbacks. CBAs take time to develop and with the use of attorneys to formalize the agreements the more time the agreements take the more expensive they become. Another issue with CBAs is that they can create unnecessary expenses for developers who might otherwise still be able to proceed with their development project in that area.⁶⁰

V. Challenges and Critiques

Anytime a federal or local housing program is implemented, there will always be pushback and potential drawbacks and challenges. However, these programs play a fundamental role in addressing housing inequality and ensuring that all citizens, including low- and moderate-income households, have access to affordable housing. However, these programs are not without their drawbacks and challenges.

One of the primary challenges is the limited funding available for housing programs. Many local governments already run on tight budgets, and trying to implement new affordable housing policies can be an expensive process. Moreover, in Utah, under the general plan guidelines outlined above, “starting in 2024, a \$250/day penalty fee will be applied to communities which are determined to be non-compliant” and “[a]t the beginning of a community’s consecutive year of being ineligible for funds, the fee will double to \$500/day.”⁶¹ Not only will local governments be pressed financially to implement the State's policies, but they will eventually be fined \$500 per day, thus adding additional budgetary concerns.

It is worth noting that many of the cities with successful programs aimed at affordable housing in Utah and elsewhere around the county are in areas with high tourism and, therefore,

⁶⁰ https://www.epa.gov/system/files/documents/2023-04/Brownfields_CBA_FINAL.pdf

⁶¹ *Planning*, <https://jobs.utah.gov/housing/affordable/moderate/>.

have higher budgets to allocate to programs designed to increase affordable housing. Moreover, there is also a bigger push for these cities to increase affordable housing because their working class is being priced out of the area, leaving many vacancies in essential jobs and services.

Another issue surrounding programs designed to increase the availability of affordable housing is bureaucracy and administrative issues. Government housing programs often suffer from administrative inefficiencies and bureaucratic red tape, which can slow down the process of obtaining assistance. In many cases, for local governments, a state may impose guidelines on ways to potentially increase affordable housing but fail to provide enough resources and explanations to assist these governments in carrying out the proposal.

It is important to note that in Utah, a municipality may only require a certain number of moderate-income housing units as a condition of approval of land use application if the applicant and the municipality agree in writing regarding the number of moderate-income housing units or the municipality provides incentives for an applicant who agrees to include moderate-income housing units in a development. If an applicant does not want to participate, their refusal to participate should not be a consideration in approving or denying a land use application.⁶².

In some cases, housing programs may fail to keep pace with the demand for affordable housing. In areas where populations are experiencing large increases, local governments may struggle to keep pace with the amount of people in need of low- and moderate-income housing. Even for example, when deed-restricted units are perfectly executed, or ideal landlord incentive programs have been in place, it can still result in long waiting lists and a shortage of available units, making it difficult for people to access the assistance they need in a timely manner.

⁶² *Utah Code Section 10-9a-535*, https://le.utah.gov/xcode/Title10/Chapter9A/10-9a-S535.html?v=C10-9a-S535_2022050420220504.

Affordable housing shortages may not be evenly distributed across all regions, even in the same State. Some areas may have better access to housing assistance, while others face severe shortages or lack such programs altogether, exacerbating regional disparities. In addition, in states where they push local government action on their cities, not all cities will be affected to the same extent. Additionally, and as stated above, some cities might be in a place where they can afford, for example, a \$500 fine for non-compliance where another city's budget is already stretched to the max.

As stated above, housing policies are a subject of ongoing legal and ethical debates, often reflecting the tensions between individual property rights, government intervention, and societal obligations.

There is an ongoing debate about the balance between an individual's property rights and the government's authority to regulate housing for the greater public interest. Critics argue that excessive regulation infringes on property rights, which typically affects property owners' and developers right to build without being impeded by conditions placed on them by municipalities. On the other hand, proponents stress the need for housing policies to address societal problems, including population growth and affordable housing.

Another ethical consideration is ensuring meaningful community engagement in housing policy decisions. Government, in general, should be for the people. There is a fine balance in the policymaking process, and incorporating diverse perspectives and needs into decisions that affect housing development in municipalities.

Lastly, as the world faces climate change challenges, housing policies must take into consideration things such as sustainable building, energy efficiency, and their impacts on the

environment. While new developments can create additional housing units, they also take up wild undeveloped lands which can negatively affect an areas ecosystem.

VI. Recommendations and Future Directions

Because funding is the central issue in most programs aimed at creating affordable housing, states like Utah may want to follow the pattern set by Colorado and reallocate income tax funds to contribute to creating affordable housing funds. Utah's general housing plans' inclusion of local government initiatives is imperative to solving affordable housing shortages around the state; however, unless cities have a large tourism and recreation population, the funds to create any meaningful program probably don't exist. This is why a state fund can bridge the gap and create the fuel to make local government action a reality.

Another recommendation is targeted at local governments. When cities have too strict housing codes and ordinances, it bars the development of new affordable housing units. The city of Moab and Grand County in Utah created a commission to figure out the barriers that prevented new affordable housing units. The commission identified the following areas that could possibly be changed to encourage affordable housing:

- Lot size
- Lot width
- Density
- Densities in Planned Unit Development
- Densities in Master Planned Development
- Minimum home size
- Open space requirements for apartments
- Secondary dwelling regulations
- Excessive street widths
- Setbacks
- Height restrictions
- Inflexible sidewalk standards
- Value to community to have mixed economic levels in neighborhoods (lack of inclusionary zoning)

When local governments loosen some of their building requirements, it can create more of a market for affordable housing options to pop up. Changing these policies creates incentives for developers and individuals to build affordable housing units.

There exists in many communities the issue of NIMBY or Not in My Back Yard when it comes to the idea of creating more affordable housing options for many areas, people are in favor of these programs, however when it comes time to implement non-traditional housing development in their area many people push back and fight those developments. It is imperative that local governments are conscious of the larger issue at hand and focus less on the transformations that can come from these non-traditional housing options and more on their large-scale benefits.

VII. Conclusion

In conclusion, there remain extensive challenges for local, state, and federal governments who want to develop programs aimed at moderate-income housing shortages. The issues surrounding moderate-income housing shortage covers legal, policy and community-based elements. Moreover, many of the initiatives taken by governments if improperly executed can run into various constitutional concerns.

While there are no easy solutions to addressing the housing shortage, local governments can implement tactics like landlord incentive programs, deed-restricted units, and housing loss mitigation funds to help fill the need for more moderate-income housing options in their communities. While there are many free or more affordable options for addressing the shortage, unfortunately, many successful programs that have addressed housing shortages have required

the use of additional funds to create more affordable housing. Because of this local and state governments must work together to find or reallocate money to support these initiatives.

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STAFF REPORT



SUBJECT: Active Transportation Plan
AUTHOR: Aliko Murphy
DEPARTMENT: Planning Administration
DATE: June 12, 2025

BACKGROUND

This review stemmed from the WFRC fall workshop that was designed to update their Wasatch Vision Choice Map. The main focus of that workshop was land use but part of it was looking at bike lanes and local bus routes. At that point planning staff had started looking at the Active Transportation Plan (ATP) that had been adopted in 2020 which was part of a tri-city grant that was awarded. It had been 4 years at that point since the plan was created, and I know since then there have been new commissioners that may or may not be aware of it. Planning for a walkable community is important, and bike infrastructure is a big part of it. The General Plan (GP) references the Active Transportation Plan in the Land Use and Transportation chapters particularly when talking about the City Center. The plan talks about establishing a network of bike paths and off-street multi-use trails that link the City Center and the South Gateway Center and connect to surrounding cities. Both trails and bikeways allow connection to all parts of the city from residential to the city center or from the north node to the south node of the city. For now, the first step is to look at the biking infrastructure since that is what the ATP focuses on.

ANALYSIS

The ATP has been around for about 5 years now and is integrated into the General Plan, in fact it is Item 3 under Design and Construction of the Implementation chapter of the General Plan. The General Plan talks about a gathering place within the city center and having it connected to the south portion of the city. Recently, the city was awarded a grant from WFRC for a city center small area plan to have a more concrete vision for what we want the nucleus of the city to be. Quality placemaking is walkable and bikeable especially for a city center which we envision having a mobility hub (GP pg 76-77). Part of the design of the City Center is to provide an active transit node that includes bicycle paths (GP pg 83) which is important especially as new residential units are built within that area and surrounding it. The biking infrastructure is also important for existing residents who responded in the public engagement process for the General Plan as being something that they want (GP pg 74). Overall, biking infrastructure will become a part of the City Center, so it is important to have these conversations and revisit our Active Transportation Plan to see if it is still in line with what we want for our city.

Attached is the copy of the ATP along with the previous 2016 Bike Plan which can be used to compare the fluctuating ideas for location of bike pathways. I also encourage Planning Commission to take a look at the Land Use and Transportation chapters of the General Plan.

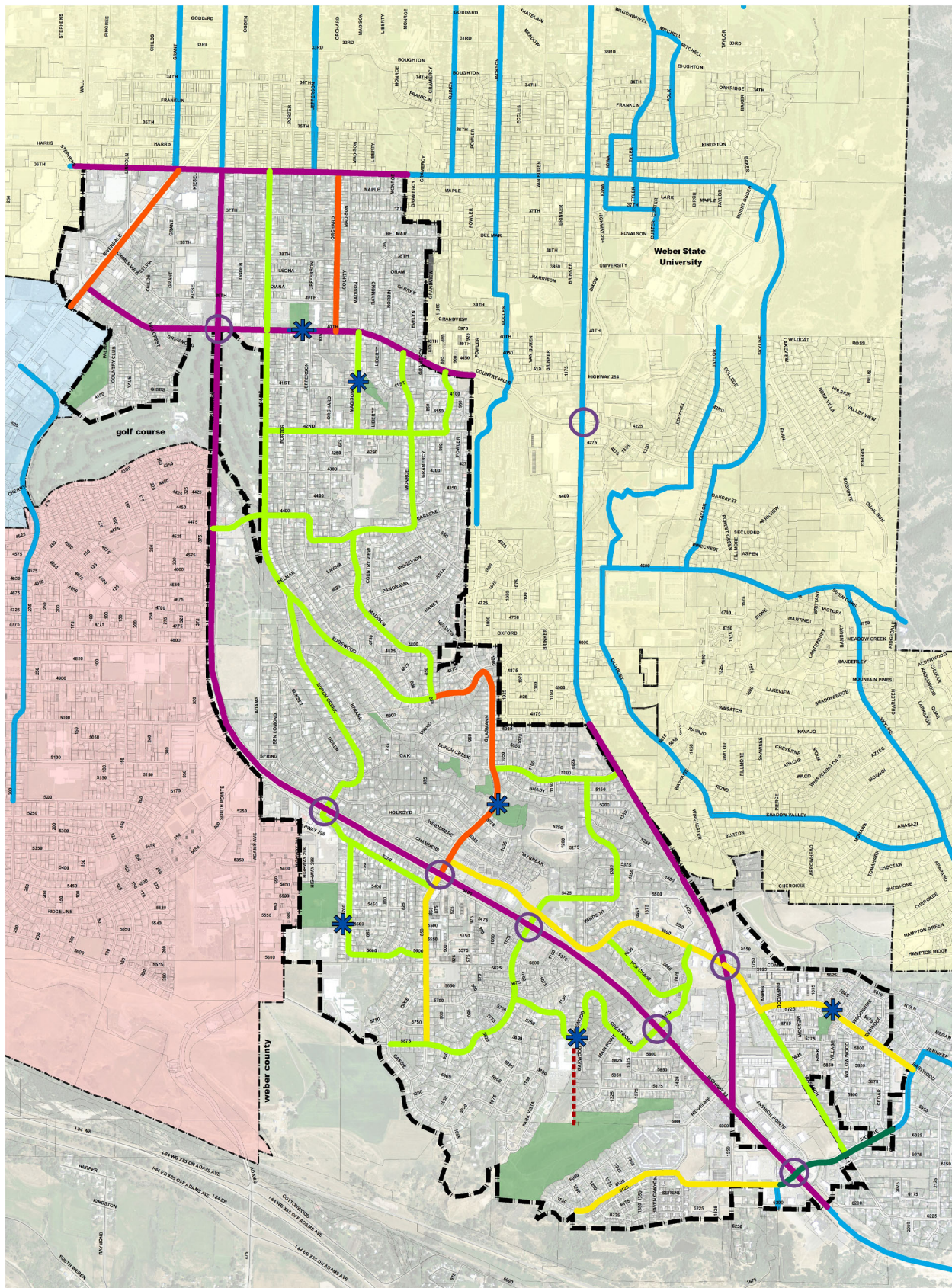
PROPOSED CHANGES:

Staff wants to give the Planning Commission a chance to give input on the current Active Transportation Plan and decide whether changes should be made or whether it should stay the same. Staff suggests that the commission look at Chapter 4 of the Active Transportation Plan which addresses infrastructure recommendations. Page 74-75 explains the different types of bike paths that are being recommended, and page 76 shows the map of potential locations of different bike paths. Page 77 explains how a selection is made for a specific bike pathway or facility.

As the commission looks at the plan think about the following questions:

- What do I like or don't like about it?
- Are there certain areas where I think a certain type of bike path would make better sense from experience living in or near a certain neighborhood or from hearing from my neighbors?
- Is there a proposed bike pathway or type of bike facility that does not make sense in the plan?
- Any praises or concerns for the plan?
- Is there something you want to learn more about or need more information on?
- Is this plan still relevant or should we look at updating it?

Staff is open to all comments and discussions. Moving forward, staff would like to have a similar conversation with City Council especially if the Planning Commission feels like there needs to be changes to it.



LEGEND

Bike Lane Classifications

- Existing Bike Lane
- Unmarked Bike Lane/ Sign only
- Signed and Striped Bike Lane/ Parking Prohibited
- Signed and Striped Bike Lane/ Parking Permitted
- Regional Bike Route/ Major Road
- - - Trail Connection
- Nodes/ Future Crossings
- Regional Bike Lane (County/ Adjacent Municipalities)

- South Ogden
- Ogden
- Riverdale
- Washington Terrace
- Parks & Open Space
- ✱ Access to Parks & Open Spaces

South Ogden Bicycle Lane Plan



0 0.125 0.25 0.5 Miles

December 2013

SOUTH OGDEN

ACTIVE TRANSPORTATION PLAN

*A collaborative planning effort for the cities of
Riverdale, South Ogden, and Washington Terrace*



This draft was prepared for the cities of Riverdale, South Ogden, and Washington Terrace by Alta Planning + Design with planning assistance from the Steering Committee and local staff.





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01

INTRODUCTION

ABOUT THE PLAN

The cities of Riverdale, South Ogden, and Washington Terrace were collectively awarded a Congestion Mitigation and Air Quality (CMAQ) grant through the Wasatch Front Regional Council (WFRC) in 2019. The purpose of this grant is to support the Clean Air Act, which includes activities such as constructing bicycle and pedestrian facilities that serve commuter transportation needs and promoting non-vehicular transportation modes, such as active transportation. Since Riverdale, South Ogden, and Washington Terrace all share a common goal of providing improved active transportation options for the residents in south Weber County, this Plan was developed collaboratively to best address the area's needs.

Due to the collaborative nature of this Plan, the existing conditions analysis and public involvement efforts were conducted jointly between the three cities. However, the recommendations were developed independently and customized to each city.

This Active Transportation Plan (ATP) will serve as a guide to city staff and elected officials on how to allocate funds and construct (and reconstruct) roadways that are conducive to multiple modes of transportation, including walking and biking. The Plan hopes to improve the health of residents by promoting exercise and active transportation while reducing the environmental impacts of personal vehicles, specifically by improving the air quality.

The recommendations in this Plan and its appendices may change as the cities within the study area change, as priorities shift, and as opportunities arise to complete projects. The Plan should be considered a fluid document. Some of the projects may need to be implemented incrementally and specific recommendations may be altered; the recommended facility types are the ultimate goal, but other treatments may need to be used in the interim.

PLANNING PROCESS

The development of the South Ogden Active Transportation Plan took place over an 12-month period starting in September 2019. Key components of the process included:

- A project kickoff meeting to review project goals and schedule
- Development of a Steering Committee to gather input and provide updates
- Existing conditions report summarizing current walking and bicycling challenges, policies and programs
- Extensive public input collected through two online webmaps, survey, and stakeholder meetings
- Prioritized bicycle and pedestrian network recommendations
- Policy recommendations
- Draft and final report

WHAT IS ACTIVE TRANSPORTATION

Active transportation is defined as “human-powered modes of transportation, primarily walking and bicycling”. In addition to providing a low-cost and accessible form of transportation, walking and biking offers many additional benefits to communities that choose to plan and invest in developing comprehensive and connected active transportation systems.

The cities of Riverdale, South Ogden, and Washington Terrace are uniquely positioned to realize many of these benefits such as improved quality of life for residents, enhanced community health, improved air quality and even economic benefits. The South Ogden Active Transportation Plan establishes a blueprint for developing a system and culture where bicycling and walking are integral parts of everyday life.

WHY IS IT IMPORTANT?

Health

Walking and bicycling have profound effects on the health of individuals and communities. Levels of diabetes, high blood pressure, and obesity are all lower in cities with higher percentages of commuters who bike or walk to work. Likewise, more of the population is meeting the recommended amount of weekly physical activity in these communities. The American Heart Association recommends 20 minutes of moderate-intensity aerobic activity daily.

Safety

Safety also has a strong relationship with bicycling and walking levels. In cities where a higher percent of commuters walk or bicycle to work, fatality rates are generally lower in crashes involving pedestrians and bicyclists.² This is likely due to motorists being more accustomed to sharing the road with bicyclists and more aware of pedestrians at crossings.

Winter Air Quality

Combustion engines and industry combine with geographic constraints to create air quality concerns along the urbanized Wasatch Front, including Weber County. Replacing driving trips with walking and bicycling trips can play an important part in a comprehensive strategy to mitigate poor air quality.

Economics

Bicycling and walking can also have positive impacts on local economies in a variety of ways. Job creation through the construction and maintenance of new bicycling and walking infrastructure, tourism, retail sales³, property values⁴ and worker productivity can all be enhanced through active transportation.

Quality of Life

People who can easily and safely walk and ride a bicycle often experience a higher quality of life, including the following factors:

- **Freedom of choice:** Improving active transportation options provides mobility options for residents who are too young/old to drive or who otherwise are unable to drive and those wishing to live a car-lite lifestyle.
- **Health and Safety:** Streets that are designed for the safety of vulnerable road users (i.e. pedestrians and bicyclists) are safer for everyone. Active transportation options also promote more active living and help residents meet physical activity guidelines for good health.

The infographic on the following page provides some specific examples of how active transportation investments have yielded a variety of benefits.

2 High Quality Bike Facilities Increase Ridership and Make Biking Safer. (2016) National Association of City Transportation Officials. <https://nacto.org/2016/07/20/high-quality-bike-facilities-increase-ridership-make-biking-safer/>

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South Ogden Active Transportation Plan Benefits

ECONOMIC BENEFITS

Walkability Pays Off

A study of Walk Score* ratings of more than one million homes sold between January 2014 and April 2016 across 14 major metro areas found that **one Walk Score point** can increase the price of a home by an average of \$3,250 or 0.9 percent.



Source: Redfin, 2016

*Walk Score is calculated by analyzing average block length, intersection density, road connectivity, availability of dedicated walk/bike routes, and topography.

Trails Can Help Revitalize Commercial Districts



Within the first year of its opening, Indian Creek Plaza in Caldwell, ID (served by the waterfront Indian Creek Trail), a dozen new businesses opened in the area and **Caldwell has documented nearly a 300% increase in pedestrian trips across the 7th Street Bridge.**

Source: KIVI Boise, One Year Later Indian Creek Plaza, 2019

Multi-Modal Transportation Systems Lower Household Transportation Costs

Households in automobile-dependent communities **devote 50% more to transportation** than households in communities with more accessible land use and more multi-modal transportation systems.

Source: Litman, Todd. (2003). Economic Value of Walkability. Transportation Research Record.



Bike Tourism is Big Business

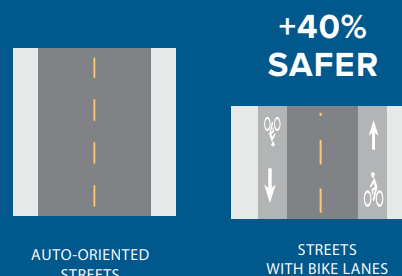
The Wisconsin bicycle industry brings **\$556 million and 3,420 jobs to the state.**



Source: Bicycle Federation of Wisconsin and Wisconsin Department of Transportation, 2006

SAFETY BENEFITS

Streets with Bike Infrastructure are Safer



A review of 23 studies on bicycling injuries found that bike facilities (i.e. bike lanes) are where bicyclists are safest.

Source: Reynolds, C., et al., 2009

ENVIRONMENTAL BENEFITS

Walking & Biking Don't Pollute

Biking 2 miles, rather than driving, avoids emitting

2 pounds of pollutants



which would take 1.5 months for one tree to sequester.

Source: EPA, 2000

HEALTH BENEFITS

People who live near multi-use trails are **50% more likely to meet physical activity guidelines** and **73-80% more likely to bicycle**.

Source: Huston et al., Pierce et al., and Moudon et al., 2009

Walking & Biking Improve Brain Function



Youth who engage in **60 minutes** of moderate to vigorous physical activity daily have better cognitive processing, attention spans, academic performance and self-esteem

Source: Institute of Medicine, 2013

Walking Is Good for Mental Health



30 minutes

of walking per day can reduce anxiety and the risk of depression

Sharma, A., Madaan, V., & Petty, F. D. (2006). Exercise for Mental Health. Primary Care Companion to The Journal of Clinical Psychiatry.

WALKING AND BIKING IS FREE

In the US, some trips are long and cannot be easily completed by walking or bicycling, but many daily trips are short. By shifting shorter trips to walking and bicycling, a significant savings can be realized annually:

40%

of all trips (In the US) are **2 MILES (OR LESS)**

Driving 4 miles/day costs

\$847 per year

(Sources: NHTS, 2009 & AAA, 2015)

in fuel and vehicle wear and tear

QUALITY OF LIFE BENEFITS

Walkability & Short Commutes Are Important to People

In a national survey,

70%  of respondents

of respondents reported that walkability and a short commute are important when deciding where to live.

88%  of respondents

who were living in areas where they could walk to destinations **reported being more satisfied with their quality of life**.

Source: The National Association of Realtor's Community and Transportation Preferences Survey, 2017

WALK AND BIKE FRIENDLY COMMUNITIES ARE THE FUTURE

62% 

of Millennials prefer living in the type of **mixed-use communities** where they live in close proximity to a mix of shopping, restaurants, and offices, such as the planned civic campus.

Source: Millennials: Breaking the Myths, 2014

TYPES OF BICYCLISTS

It is important to consider bicyclists of all skill levels when planning an active transportation network. Infrastructure should allow for a comfortable experience for the greatest number of users and user types as possible. There are four general types of bicyclists⁵ people identify as:

- Strong and fearless bicyclists will typically ride anywhere regardless of road or weather conditions, ride faster than other user types, prefer direct routes, and will typically choose to ride on the road, even if shared with vehicles, over separate bikeways like shared use trails.
- Enthused and confident bicyclists are fairly comfortable riding in dedicated bikeways but usually choose low traffic streets or shared use trails when available.
- Interested but concerned bicyclists comprise the majority of the population (nearly 60%) and are typically those who only ride on low traffic streets or shared use trails in fair weather and prefer separation from motor traffic. This demographic would like to bike more but have safety concerns.

- “No way, no how” people will not ride a bicycle under any circumstances, either due to physical disability or overall lack of interest.

According to a survey conducted by People for Bikes, nearly half of American adults (47 percent) would like to ride a bicycle more often, and 43 percent would be more likely to ride if bikeways were physically separated from motor vehicles, confirming that the potential for higher ridership is present, but that a lack of comfortable infrastructure is a major barrier.⁶ These numbers are reflected in this project's survey results, as shown below. The South Ogden Active Transportation Plan seeks to address this issue by recommending a denser and more comfortable network of bikeways throughout South Ogden and adjacent communities.

⁵ Four Types of Cyclists. (2009). Roger Geller, City of Portland Bureau of Transportation: <https://www.portlandoregon.gov/transportation/44597?a=237507>

⁶ U.S. Bicycling Participation Study. (2018) People for Bikes: <https://peopleforbikes.org/wp-content/uploads/2019/04/Corona-Report-for-PFBParticipation-2018-for-Website.pdf>

TYPES OF BICYCLISTS — U.S. STATISTICS



4%

**STRONG
AND
FEARLESS**



9%

**ENTHUSED
AND
CONFIDENT**



56%

**INTERESTED
BUT
CONCERNED**



31%

**NO WAY/
NO HOW**

SURVEY RESPONDENTS' BICYCLIST COMFORT LEVEL*



17%

**STRONG
AND
FEARLESS**



30%

**ENTHUSED
AND
CONFIDENT**



26%

**INTERESTED
BUT
CONCERNED**



26%

**NO WAY/
NO HOW**

* Data from Alta Planning + Design online survey for Riverdale, South Ogden, and Washington Terrace(2019). Note that survey respondents were self-selected and may skew towards people more interested and experienced in bicycling.

PROJECT VISION



*Riverdale, South Ogden, and Washington Terrace will **work together to encourage healthy lifestyles and active transportation** by connecting neighborhoods and regional destinations **through safe and convenient walking and bicycling facilities.***

PROJECT GOALS

The vision and goals for this Plan were developed through a collaborative process with the Steering Committee and Planning Team and align with previous planning study objectives.

COMFORT & SAFETY

- Develop safe and comfortable physical infrastructure for bicycling and walking that connects within the region and beyond to promote active transportation to work, shopping, school, and other services.

TRANSPORTATION CHOICE

- Develop a connected and convenient active transportation network that links up neighborhoods, recreation opportunities, education, and employment centers

LAND USE INTEGRATION

- Consider nearby land uses as they relate to active transportation to ensure multi-modal access to main community use centers.
- Relax parking and single-use zoning requirements to promote different modes of travel.

PROGRAMS

- Encourage healthy lifestyles and active transportation through community activities and educational outreach centered on the benefits of walking and bicycling, facilities and programs, traffic laws, and proper etiquette
- Educate and encourage school age children and younger so that bicycling and walking are normal parts of their lives
- Advise decision makers and community stakeholders about the benefits of walking and bicycling
- Develop education programs to promote empathy for vulnerable users

REGIONAL CONNECTIVITY

- Provide a comprehensive vision for south Weber County's active transportation system that ensures regional connectivity for active transportation users and provides an example of how cities can work together on projects that look beyond city boundaries.

IMPLEMENTATION

- Create a strong plan that garners potential grant funding and ensure ongoing support for trail development and maintenance improvements.
- Plan for emerging technology trends that may impact active transportation
- Standardize funding practices and mechanisms for bicycle and pedestrian improvements as an essential piece of recreation and transportation planning
- Reduce infrastructure costs by completing improvements in conjunction with routine maintenance, construction, and roadway re-design or reconstruction projects

INNOVATION

- Use an advanced approach to bicycle facility development that optimizes bicycle facility design for all ages and abilities
- Adhere to industry best practices for the design of active transportation facilities



02

EXISTING CONDITIONS



OVERVIEW

As is true for many of the communities along the Wasatch Front, the cities of Riverdale, South Ogden, and Washington Terrace face a variety of challenges in cultivating active transportation mode share (percent of people who walk or bike). These include: historic development patterns aided by and dependent upon motorized transportation, significant grades (slopes), inclement winter weather, circuitous street network patterns, and the presence of high-volume, high-speed roads that bisect neighborhoods, town centers, and communities. This section provides a current picture of the state of active transportation in the study area by looking at current trends in local active transportation, planning efforts to date, and existing walking and biking infrastructure.

EXISTING CONDITIONS

CURRENT TRENDS

The cities of Riverdale, South Ogden, and Washington Terrace are located in northern Utah along the Wasatch Front. With populations of 8,758, 17,101, and 9,152, respectively, these cities are considered major population centers for Ogden and Salt Lake City. The cities' area of approximately 12 square miles include a population density of roughly 2,900 people per square mile. The three cities have a combined Walk Score of 52 and Bike Score of 57,⁷ putting them in the "somewhat" walkable and bikeable category. These scores are calculated by analyzing average block length, intersection density, road connectivity, availability of dedicated walk/bike routes, and topography, among other factors.

JOURNEY TO WORK

Based on 2013-2017 American Community Survey (ACS) data, the majority of residents within the cities of Riverdale, South Ogden, and Washington Terrace commute to work by driving alone (83%, 86%, and 89%, respectively), followed by those carpooling (10%, 9%, and 12%, respectively). The percent of residents commuting to work by walking is very low, with only 1% of residents in all cities walking, and those commuting by bicycling even lower (less than 1% for all cities). See [Figure 2.1](#).

In addition, the Utah Travel Study (2012) shows that for all trips, not just those to work, originating in Weber County, 0.7% of trips were made on transit, 5.6% were walking trips, and 0.8% were bicycling trips. The primary trip type for transit, walking, and bicycling was "home-based other." This shows that while bicycle and pedestrian commute trips to work are relatively low, it is a much more significant number when considering all trips, including utilitarian trips.

When comparing these averages to state and county averages, it is also apparent that Riverdale, South Ogden, and Washington Terrace have a lower than average number of people commuting to work by bike

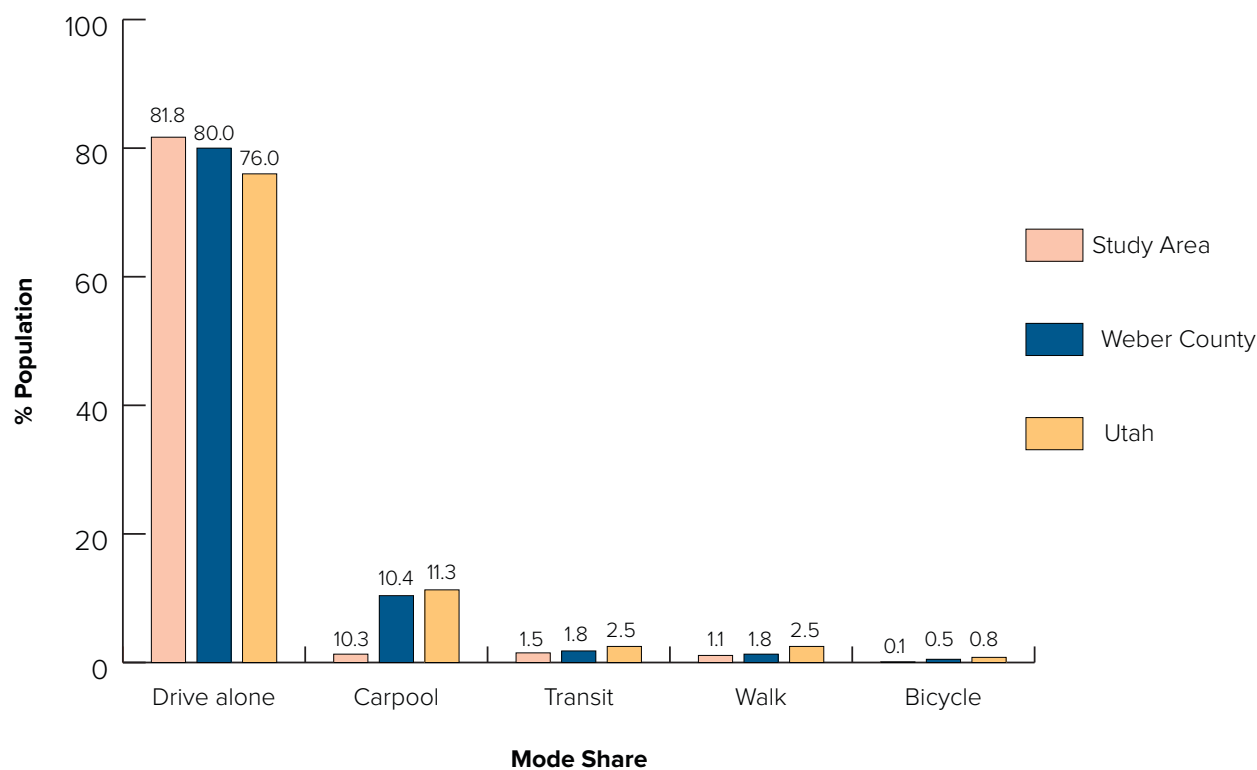
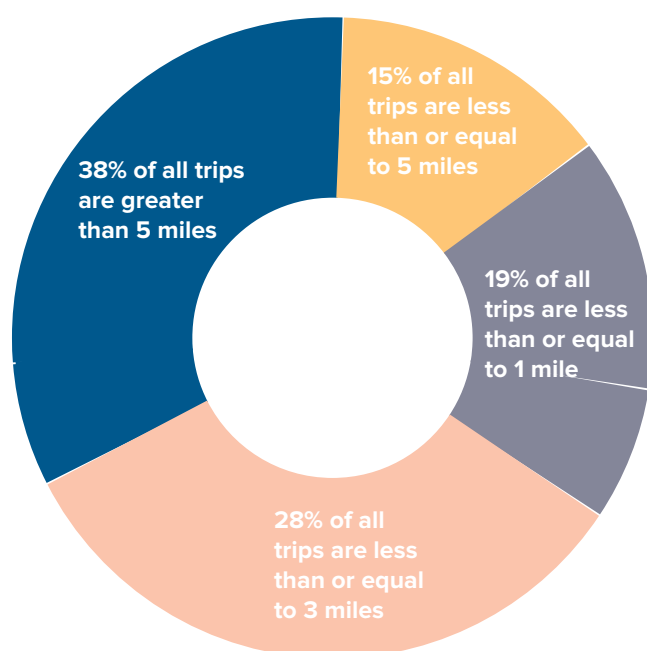
or foot. The percent population carpooling and using public transit within the three cities is comparable to the percentages for both the state and the county.

While current bicycle / pedestrian mode share is very low in the three communities, there is great room for progress. The Utah Travel Study (2012) shows that nearly 20% of all trips within Weber County are less than or equal to one mile. Further, nearly half of all trips within Weber County are less than or equal to three miles, a distance that could be easily traveled on bicycle. [See Figure 2.2](#). While comparable data is not available for each city specifically, it's assumed that trip distances and related percentages are comparable to those cited for the county. This presents a tremendous opportunity to transform many of these short trips into biking or walking trips. In addition, many of the cities' major destinations, such as downtown areas, shopping plazas, or community gathering places, are centrally located and within short biking or walking distance for many neighborhoods.

Approximately 86% of residents commute to work by driving alone in Riverdale, South Ogden, and Washington Terrace.

Less than 1% of residents walk or bike to work.

⁷ <https://www.walkscore.com/>. December 2019. "Get your Walk Score."

Figure 2.1 ACS Commute Data Mode Share Comparison**Figure 2.2** Utah Travel Study Average Trip Distances for Weber County

PREVIOUS PLANNING EFFORTS

Several local and regional studies have been completed in the study area that directly or indirectly address active transportation. This plan seeks to build upon previous planning efforts in order to develop appropriate network recommendations and infrastructure design guidelines. The following studies have been reviewed to determine their impact on this plan and capitalize on previous lessons learned. For purposes of promoting cross-jurisdictional collaboration, plan summaries from each of the participating jurisdictions are included in this section.

In addition to the plans listed below, several local and regional plans were referenced throughout the development of the network recommendations presented in Chapter 4.

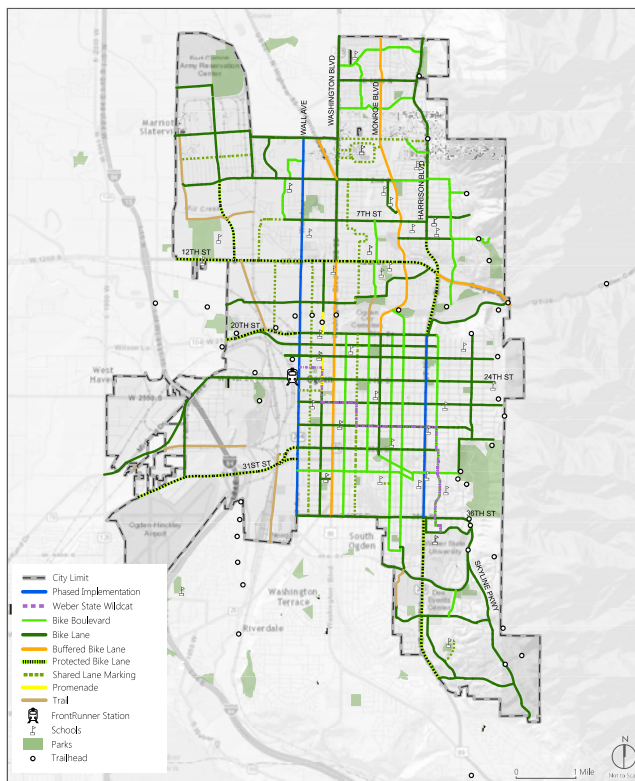
- Ogden Bicycle Master Plan (2016)
- Riverdale City Bicycle and Pedestrian Transportation Plan (2013)
- South Ogden General Plan (2008)
- Riverdale General Plan (2001)
- Wasatch Front Regional Council (WFRC) 2019-2050 Regional Transportation Plan

OGDEN BICYCLE MASTER PLAN (2016)

The Ogden Bicycle Master Plan developed citywide bicycle facility recommendations, as shown in [Figure 2.3](#), and highlighted several goals.

- **Goal 1:** Develop a connected bicycle network. throughout Ogden and with adjoining communities
- **Goal 2:** Enhance bicycle safety.
- **Goal 3:** Encourage bicycling for all ages and abilities.
- **Goal 4:** Improve the bicycling culture in Ogden by actively encouraging businesses and government organizations to support cycling.
- **Goal 5:** Develop an evaluation process of Ogden's bicycle programs, projects, and procedures.

Figure 2.3 Ogden Proposed Facility Routes, as identified in the 2016 Ogden Bicycle Master Plan (2016)



RIVERDALE CITY BICYCLE AND PEDESTRIAN TRANSPORTATION PLAN (2013)

The Riverdale City Bicycle and Pedestrian Transportation Plan developed citywide bicycle facility recommendations, as shown in **Figure 2.4**, and highlighted several goals.

Goal 1: Improve safety for all transportation users by:

- Identifying priority routes for bicycle and pedestrian transportation, identifying deficiencies in this network, then selecting and prioritizing improvements to the system, including physical improvements, pavement marking, and signage per nationally-established design standards.
- Promoting safe bicycling and pedestrian behavior, as well as driver awareness, through recommended uses of the city's website, newsletter, recreational programs, and public safety programs, including safety workshops and events.

Goal 2: Improve the quality of life in the community and accommodate recreation in the community, beautify the community, and improve social interaction by:

- Increasing connectivity of the parks, riverside trail, recreational facilities, churches, schools, and social and commercial centers with safe bicycle and pedestrian facilities.
- Providing signage and on-line maps to direct bicycle traffic to safe routes; provide access to route planning tools.
- Conducting city events for cycling, running, and walking, possibly including low-key races, family friendly rides, and educational workshops.

Figure 2.4 Riverdale Proposed Facility Routes, as identified in the 2013 Riverdale City Bicycle and Pedestrian Transportation Plan.

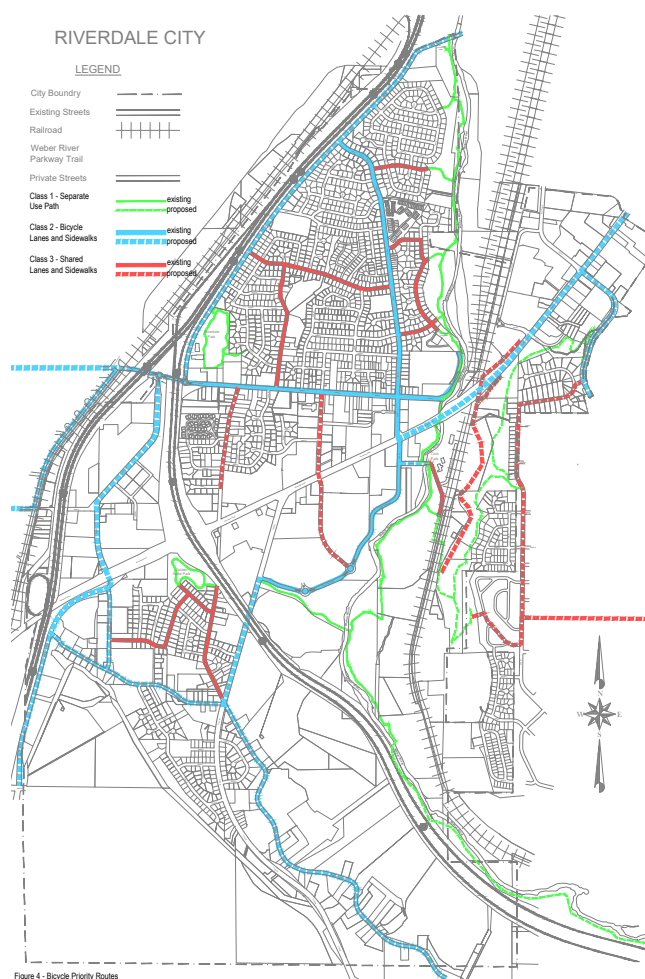


Figure 4 - Bicycle Priority Routes

SOUTH OGDEN CITY GENERAL PLAN UPDATE (2008)

The South Ogden City General Plan categorizes several land uses within the City's boundaries, as shown in **Figure 2.5**, and identifies numerous land use and transportation goals as shown in the below goals.

Old Town Center

- Minimize vehicle access points from Washington Blvd focusing vehicle access into the area from/to Adams Avenue, 39th Street, and 40th Street.
- Provide pedestrian access points and linkages throughout the area including from Washington Blvd, existing and planned uses such as City Hall, and any redevelopment areas to the west.
- Create a safe, pedestrian environment with sidewalks, trees, lighting, and other amenities, while accommodating parking needs through smaller, non-centralized parking areas and on-street parking.
- Alleviate “bottleneck” locations along 40th Street while not widening the road.

City Center

- Consider pedestrian and parking connections carefully as the location of parking facilities can have a dramatic effect on the internal circulation of the area.

Washington Boulevard

- Initiate a discussion with UDOT to change the access category of Washington Boulevard.
- Work to create a more visually pleasing transportation corridor while understanding the roles of both the vehicle and the pedestrian in the area.
- Incorporate streetscape amenities to make Washington Boulevard a pedestrian oriented roadway.

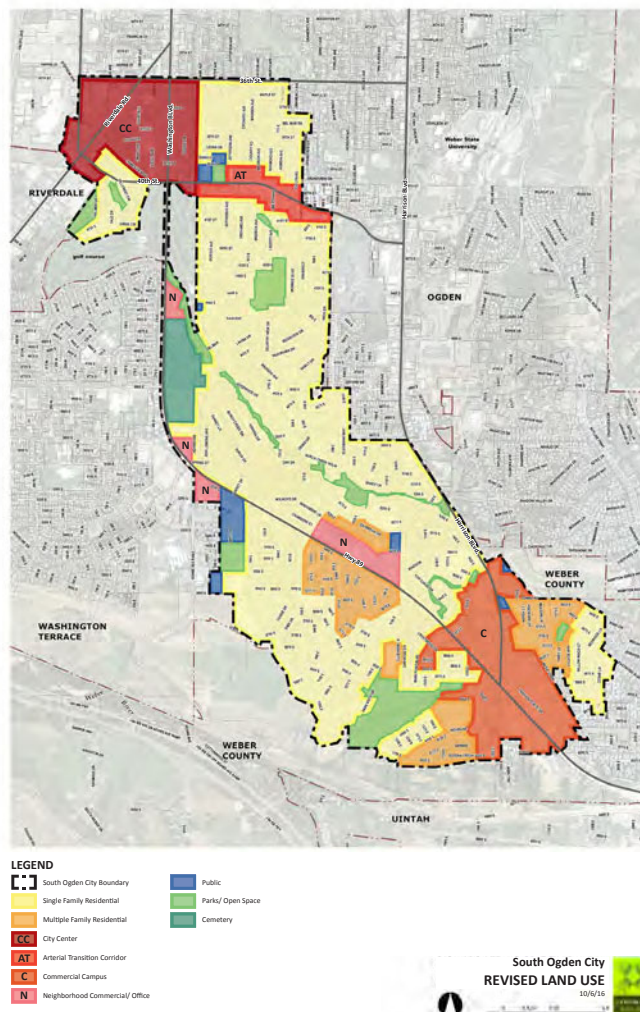


Figure 2.5 South Ogden Existing Land Use Map, as identified in the 2008 South Ogden City General Plan Update

RIVERDALE GENERAL PLAN (2001, UPDATED 2014)

The Riverdale General Plan identifies existing land uses and transportation facilities, as shown in **Figures 2.6 and 2.7**, as well as several relevant goals.

- **Goal 1:** Provide a street network through Riverdale that can safely and efficiently allow access to current and future development.
- **Goal 2:** Encourage development of reliable and efficient mass transit for the residents of Riverdale and others passing through the City.
- **Goal 3:** Reduce traffic accidents in Riverdale.
- **Goal 4:** Encourage development of alternative transportation modes, such as bikeways and pedestrian paths.

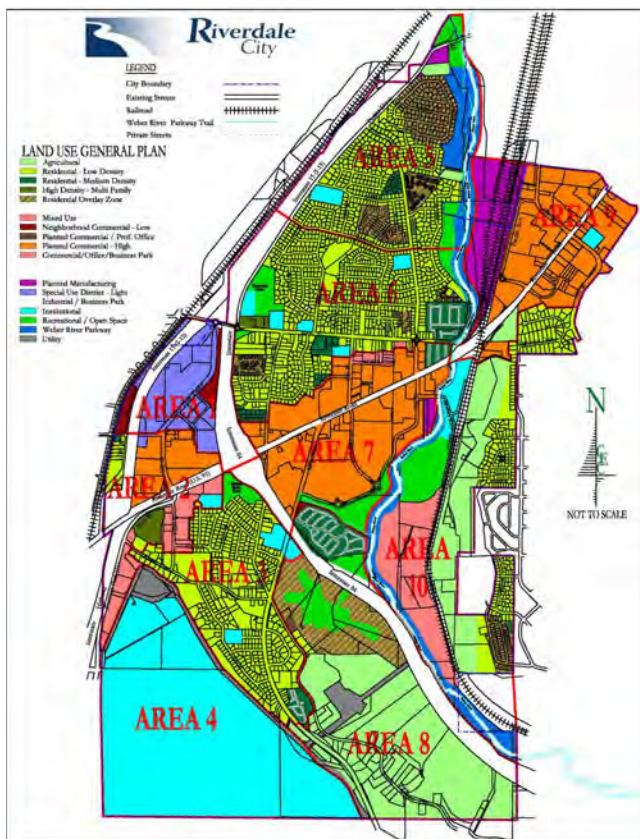


Figure 2.6 Riverdale Existing Land Use Map, as identified in the Riverdale General Plan

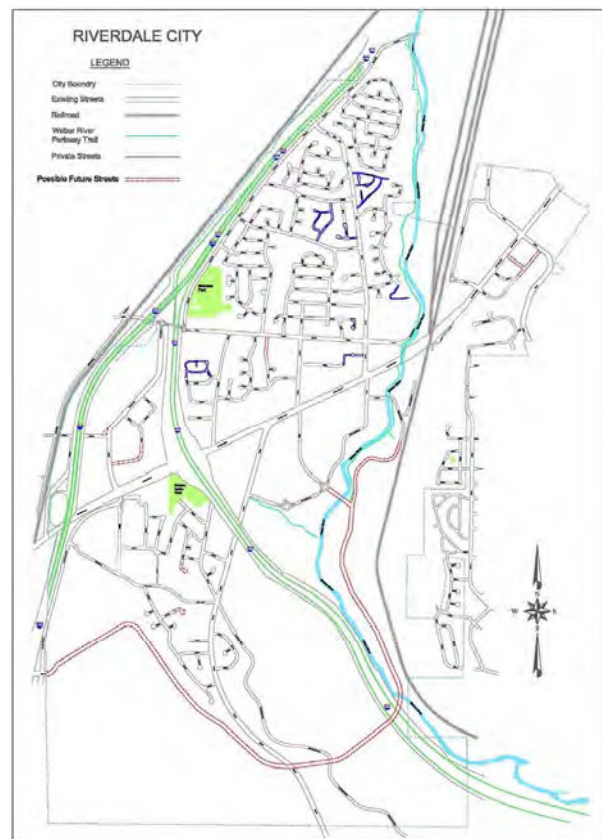


Figure 2.7 Riverdale Street Map, as identified in the Riverdale General Plan

EXISTING NETWORK

OVERVIEW

South Ogden contains 1.2 miles of existing bikeway facilities, which is low compared to Riverdale and high compared to Washington Terrace. Riverdale contains 10.1 miles of existing facilities whereas Washington Terrace currently lacks any designated bicycle facilities, as highlighted in [Figure 2.8](#).

EXISTING FACILITY TYPES

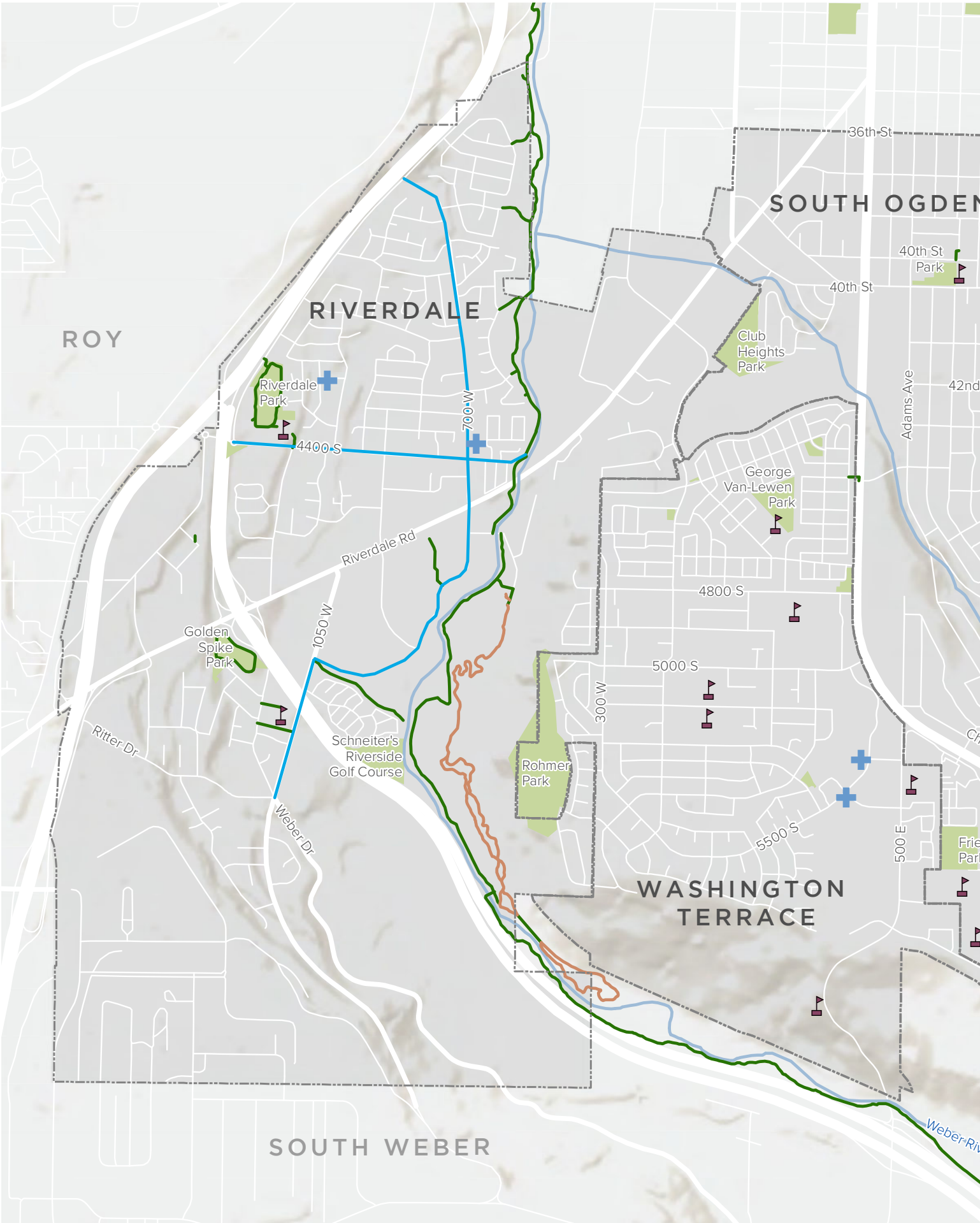


1.2
miles

Shared use paths are paved paths/trails, typically 10-12' wide, constructed of asphalt or concrete, that accommodate pedestrians, bicyclists, and other non-motorized modes off street. Sometimes called trails, they're not to be confused with natural surface trails.



Photos (top to bottom): Bike lanes on Glasmann Way in South Ogden. Shared lane on 900 West in Riverdale.





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ANNUAL AVERAGE DAILY TRAFFIC

OVERVIEW

Examining the annual average daily traffic (AADT) is important to understanding what routes are inherently comfortable for bicycling and walking and what types of infrastructure improvements may be appropriate on a given roadway segment. These numbers show the total volume of vehicle traffic on a highway or road for a year divided by the number of days in year, providing a useful number for determining how much vehicular traffic is typically present on a road. This number is measured by the units of vehicles per day. According to the Federal Highway Administration's Bikeway Selection Guide (2019), roadways with volumes exceeding 10,000 vehicles per day are typically not well suited for bicyclists and pedestrians unless there is a separated bike lane or shared use path. Roadways with volumes less than 10,000 vehicles per day are well suited for bike lanes or shared lanes. While this is a helpful tool in determining which bicycle facilities are best suited for particular routes, it is important to also note how the posted speed limit and physical constraints can affect roadway comfort. **Figure 2.9** displays the annual average daily traffic volume on roads within the study area, providing critical information about ideal locations and typologies for active transportation facilities.

LOCAL CONTEXT

As seen in **Figure 2.9**, the AADT is highest on major corridors, such as Interstates 15 and 84, Riverdale Road, U.S. Route 89, 40th Street, and 1050 West, as well as on major arterials that connect Interstate 15 to the city centers and major destinations. Many of the internal neighborhood streets have very low AADT, with most neighborhood streets carrying less than 1,000 vehicles per day.

While active transportation facilities are generally more comfortable for users on lower volume roads (less than 1,000 vehicles per day), sometimes higher volume roads provide the only adequate or the ideal route for active transportation users. In this case, it is recommended that active transportation facilities be separated from traffic either with a painted buffer or vertical element (e.g. flex post bollards, or a landscaped buffer) to promote safety for pedestrians and bicyclists. Since the traffic volume on the majority of neighborhood streets is fairly low, these streets are better suited for the development of shared lanes. These facilities are generally lower cost alternatives to some of the more significant installations on higher volume roads. Existing and recommended facility types are further defined in Chapter 4.

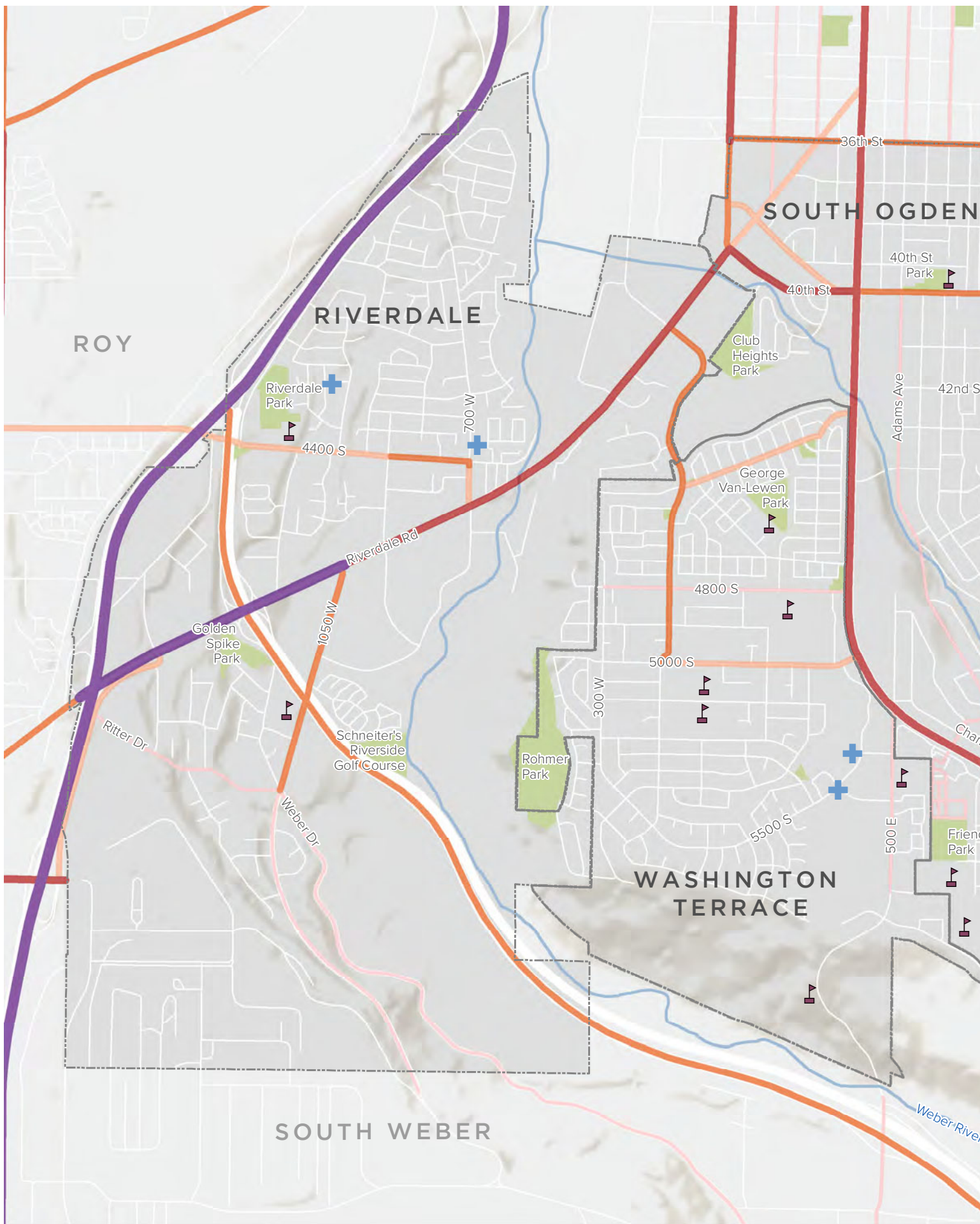


Glasmann Way carries between 5,001 and 10,000 vehicles a day making it a moderately stressful road on which to walk and bike.



Roads with high AADT, such as U.S. Route 89 (top photo), can be stressful for those walking and biking. Roads with low AADT, such as Monroe Blvd (bottom photo), are generally higher comfort facilities.







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ROADWAY POSTED SPEED LIMITS

OVERVIEW

Examining the roadway speed limits within the study area is also critical to understanding routes that are safer and more comfortable for active transportation. According to the Federal Highway Administration's Bikeway Selection Guide (2019), roadways with speed limits greater than 30 or 35mph are typically not well suited for bicyclists and pedestrians unless there is a designated on-street bike lane or shared use path. Roadways with speed limits between 25 - 35 mph are well suited for bike lanes and those between 0 - 25 mph are well suited for shared lanes or bike lanes. While this is helpful guidance in determining which bicycle facilities are best suited for particular routes, it is important to also note how daily traffic volumes and physical constraints can affect roadway comfort. **Figure 2.10** displays the posted speed limits on roads within the study area, providing critical information about ideal locations and typologies for active transportation facilities.

LOCAL CONTEXT

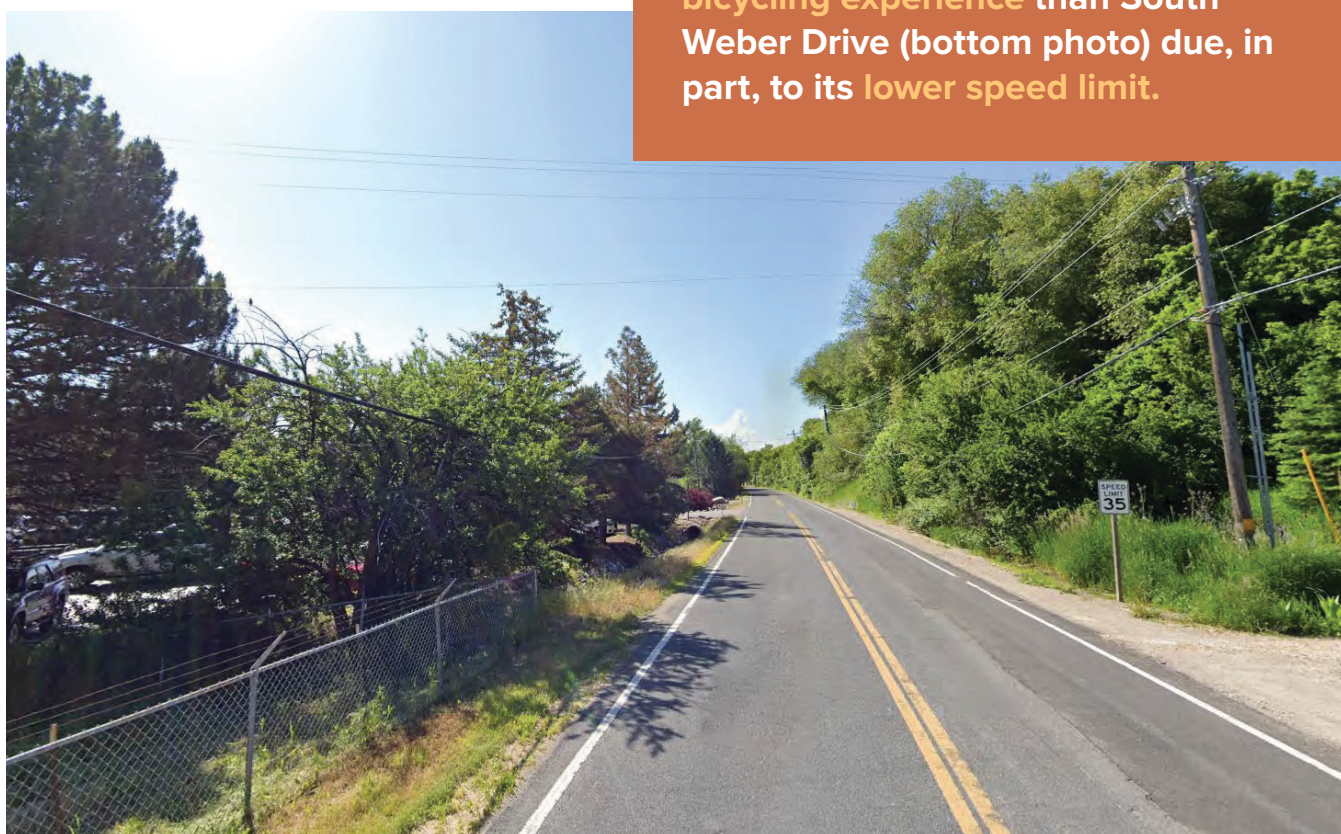
As seen in **Figure 2.10**, roadway speed limits are highest on major corridors, such as the Interstates 15 and 84, as well as on Riverdale Road, U.S. Route 89, South Weber Drive, 1050 West, and other major arterials that connect Interstates 15 and 84 to the city center and major destinations. Many of the internal neighborhood streets have fairly low speed limits, with most having limits between 25–30 mph.

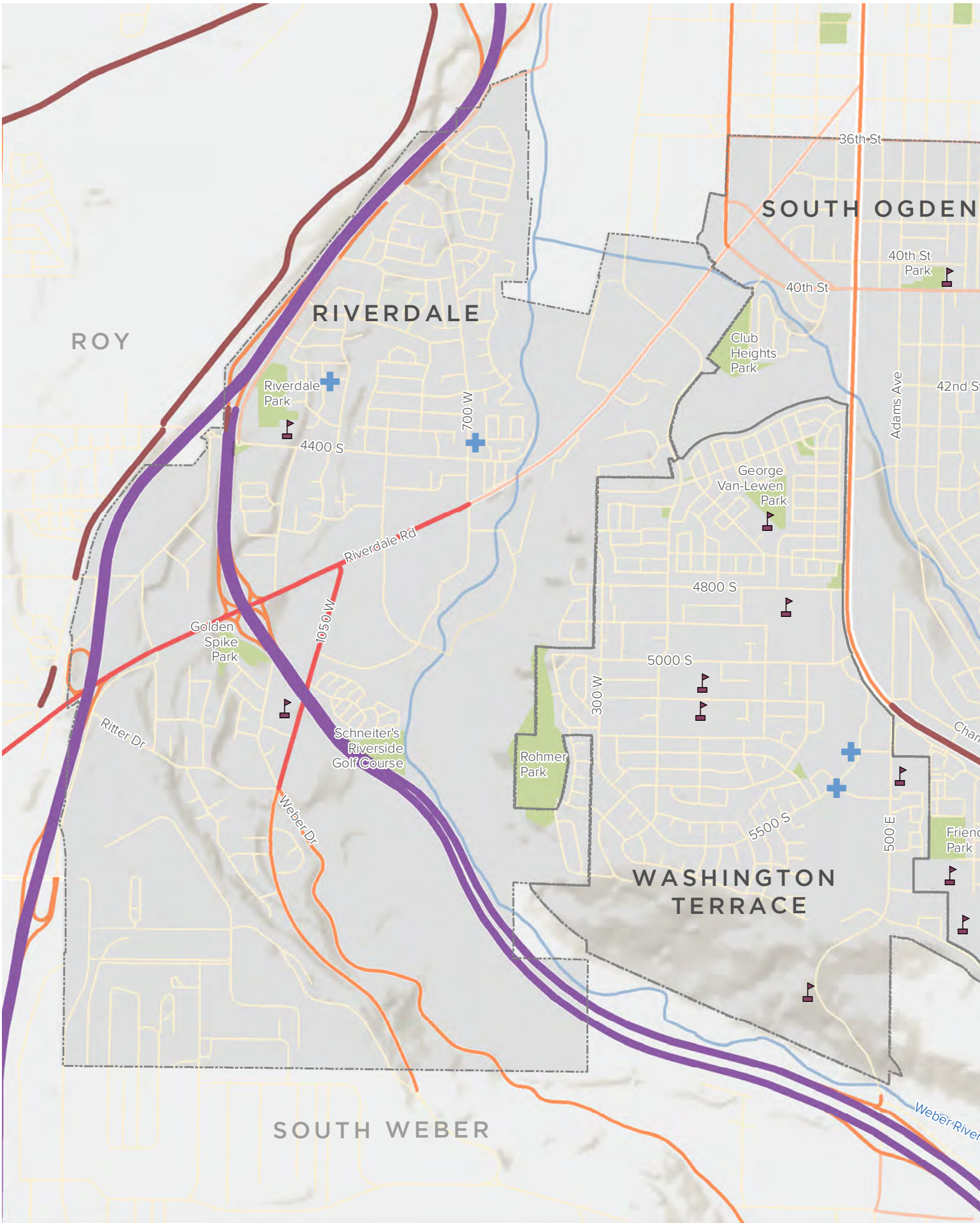


High posted and actual speeds along U.S. Route 89 contribute to a higher level of traffic stress for people walking and biking.



Ridgeline Drive (top photo) provides a more comfortable walking and bicycling experience than South Weber Drive (bottom photo) due, in part, to its lower speed limit.







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SLOPE & TOPOGRAPHY

OVERVIEW

Slope and topography often play a critical role in whether a person decides to drive, bike, or walk to their destination. Steeper routes are more likely to deter people whereas more gradual routes are more likely to accommodate a wider range of users. **Figure 2.11** shows the percent slope within the study area, which was used to identify what types of facilities were best suited to different corridors.

LOCAL CONTEXT

As is common with most cities along the Wasatch Front, portions of the study area have very hilly terrain with especially significant slopes alongside the Weber River and the Bonneville Shoreline bench. In these areas, slope grades are in excess of 20% and in some places approach grades of 50%. These areas discourage broad active transportation use given the more strenuous effort required for most bicyclists and pedestrians, as the American Association of State Highway and Transportation Officials (AASHTO) recommends a maximum grade of 5% for on-street active transportation facilities. Finding roads that circumnavigate steeper areas via switchbacks, curves, or avoidance will be key to creating a successful active transportation network.

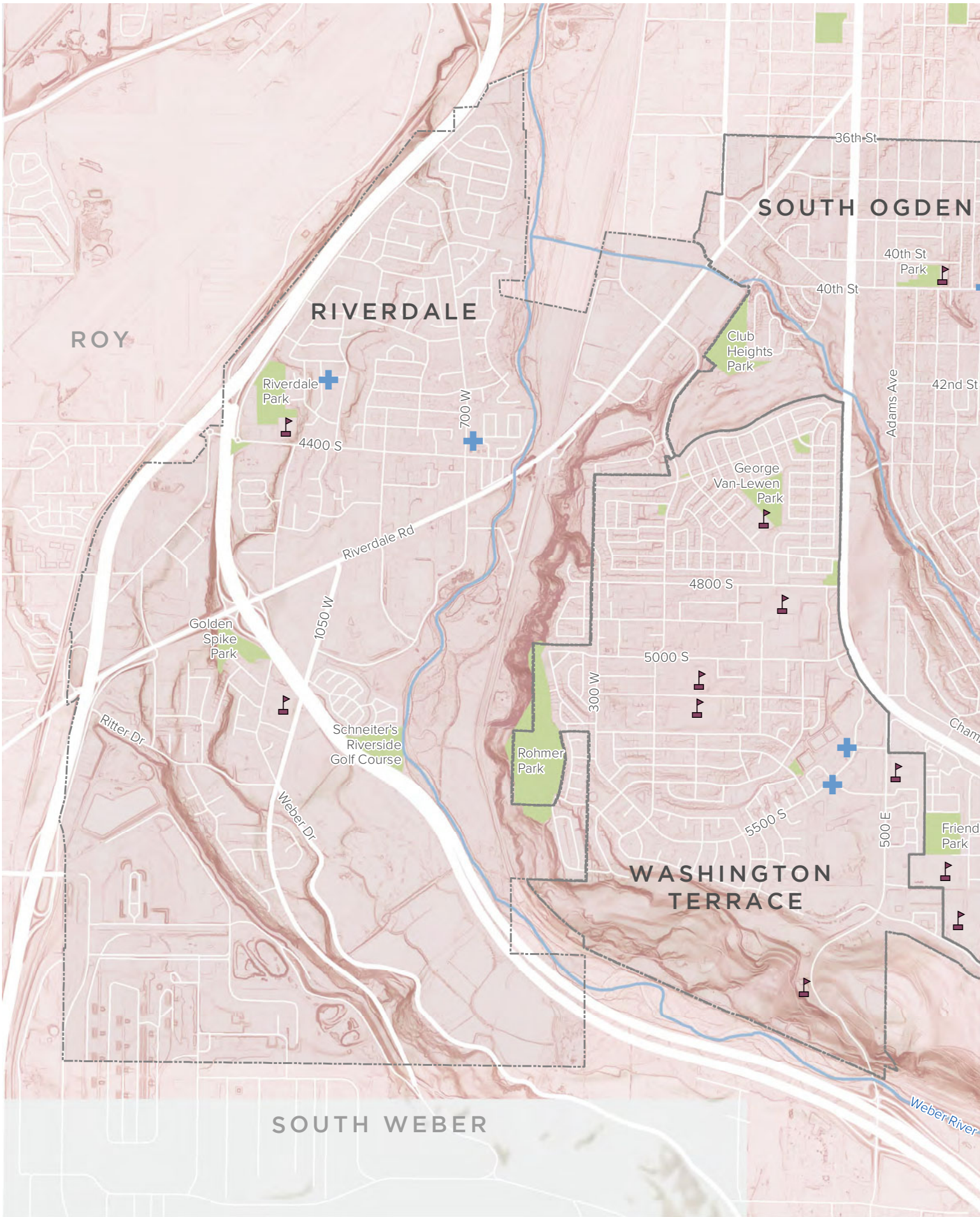


Grades greater than 5% on on-street facilities are classified as "undesirable" and should be kept to a minimum (AASHTO, 2012).

The degree of slope on this hill near Rohmer Park may present a barrier to some bicyclists and pedestrians if a pathway were to be developed.



Photos (top to bottom): Hilly topography near the South Ogden Nature Park. Steep hill on Burch Creek Drive in South Ogden.





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BICYCLE & PEDESTRIAN COLLISIONS

OVERVIEW

The most reported reason that people don't walk or bike for daily transportation is lack of safety, be it perceived safety, based on comfort levels associated with street conditions, or actual safety, based on crashes involving pedestrians or bicyclists.

According to UDOT's Numetric data, from 2010-2019, there were 127 reported collisions involving pedestrians or people on bicycles within the three cities. Identifying trends in specific geographic areas and roadway characteristics is key to improving bicycle and pedestrian safety. In addition to mapping which areas contain high collision concentrations, this analysis also identifies the relative frequency of collisions based on:

- **Year of occurrence**
- **Intersections**
- **Speed and severity**
- **Existing active transportation facilities**
- **Roadway type**

The pedestrian collision calculations provided here include individuals walking, skating, or in a wheelchair. The bicycle collision calculations include people on bicycles, tricycles, unicycles, and in pedal cars. Understanding where these collisions occur is key to developing an active transportation network that feels safe to all users.



BICYCLE COLLISIONS

As seen in [Figure 2.12](#), bicycle crashes of any type, but particularly those causing more serious injury, are clustered around U.S. Route 89, Riverdale Road, intersections, and higher speed, wider roads, especially near the I-15 interchange. Riverdale, South Ogden, and Washington Terrace all contained relatively similar numbers of crashes, with the majority of crashes occurring on the main routes through each of the cities.

Total Numbers of Bicycle Collisions. Between 2010 and 2019, UDOT recorded a total of 54 collisions involving bicycles across the three cities. Of these collisions, one collision was recorded as fatal, four were classified as causing “serious injury,” 29 were recorded as causing “minor injury,” 18 were recorded as causing “possible injury,” and two were recorded as causing “no injury.”

Collisions Over Time. The number of collisions per year has varied significantly with the majority of crashes occurring in 2012, 2013, and 2016. While the number of crashes in 2019 is relatively small, this could be due to lack of prompt recording of collisions.

Type of Collision. Over half (65%) of bicycle collisions occurred at intersections while 35% occurred at non-intersections. One of these intersection collisions occurred at a shared use path intersection with a roadway, pointing to the importance of ensuring safe crossings for off-road active transportation routes.

Collision Speed and Severity. The majority of collisions (63%) occurred on higher speed roadways with posted speeds greater than or equal to 35 mph. These collisions tended to be more severe, including one fatality and two serious injuries. Collisions on roadways with posted speeds less than or equal to 30 mph made up for 37% of the recorded bicycle collisions, the majority of which were classified as minor injury or possible injury.

Dedicated Facilities. Nearly all collisions that involved bicycles occurred on roads without dedicated active transportation facilities or shared bus/bike lanes.

Collisions by Road Type. The majority of bicycle collisions occurred on local roads (54%), followed by

urban collectors (41%). Local roads tend to have lower traffic volumes than urban collectors because they are not designed for long distance travel. Urban collectors, on the other hand, serve primarily intra-county travel and tend to have higher speed limits. One bicycle fatality occurred at an intersection of three urban collectors. Bicycle collisions on principal arterials, roads serving major centers of metropolitan areas and carrying a high proportion of vehicles, only accounted for 6% of the total number of collisions but did include some of the more harmful collisions.



PEDESTRIAN COLLISIONS

As can be seen in **Figure 2.13**, pedestrian collisions of any type, but particularly those causing more serious injury, are clustered around U.S. Route 89, Riverdale Road, intersections, and high speed, wider roads, especially near the I-15 interchange. That being said, a significant number of collisions involving pedestrians occurred on local neighborhood streets, which are often more predominantly used by pedestrians. Riverdale, South Ogden, and Washington Terrace all contained relatively similar numbers of collisions, with the majority of the more serious collisions occurring on the main routes through each of the cities.

Total Number of Pedestrian Collisions. Between 2010 and 2019, UDOT recorded a total of 63 collisions involving pedestrians within the three cities. Two of these collisions were recorded as “fatal,” 11 were recorded as causing “serious injury,” 28 were recorded as causing “minor injury,” 18 were recorded as causing “possible injury,” and four were recorded as causing “no injury.”

Collisions Over Time. The number of collisions per year has varied significantly with the majority of crashes occurring in 2011, 2014, and 2015. While the number of collisions in 2019 is relatively low, this could be due to lack of prompt recording of these collisions.

Type of Collision. Over half (52%) of collisions occurred at intersections, while 48% occurred at non-intersections. The majority of collisions occurring at intersections were located at 4-way intersections and T-intersections.

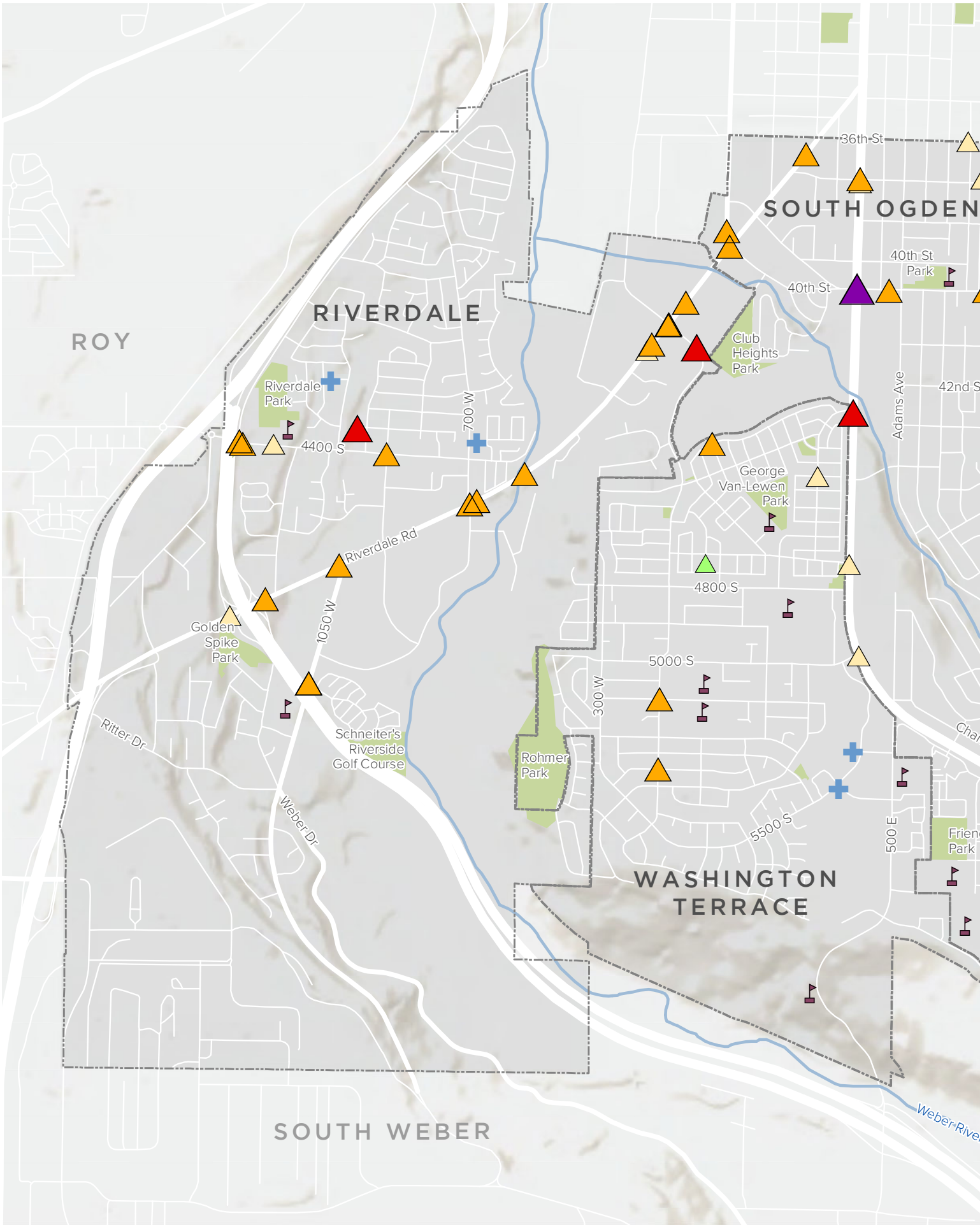
Collision Speed and Severity. The majority of collisions (56%) occurred on higher speed roadways with posted speeds greater than or equal to 35 mph. These collisions tended to be more severe, including eight collisions that were recorded as “serious injury.” Collisions on roadways with posted speeds less than or equal to 30 mph made up 44% of the recorded pedestrian collisions, the majority of which were classified as “minor injury,” “possible injury,” or “no injury.” However, one fatal collision did occur in a parking lot.

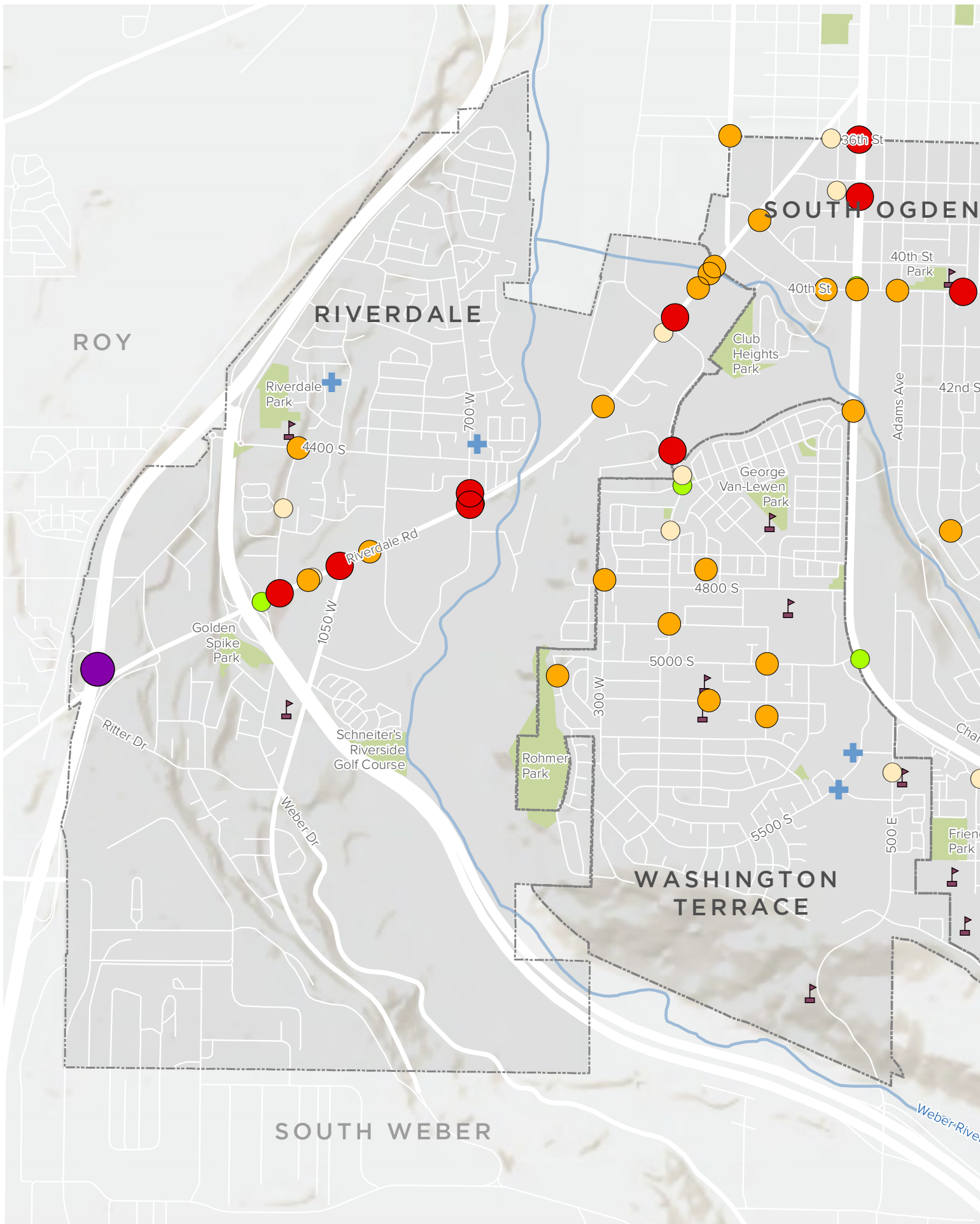
Dedicated Facilities. Nearly all collisions that involved pedestrians occurred on roads that have dedicated pedestrian facilities, such as sidewalks. However, the data does not distinguish whether the pedestrian was on or off the sidewalk.

Collisions by Road Type. The majority of pedestrian collisions occurred on local roads (51%), closely followed by urban collectors (40%). Collisions along urban collectors tended to be the most harmful; one of these collisions was fatal and eight were recorded as “serious.” Pedestrian collisions on major arterials only accounted for 10% of the total number of collisions, but did account for some of the more serious injuries.



Developing safe pedestrian crosswalks at critical locations, such as schools, will improve safety for those walking.





LATENT DEMAND

OVERVIEW

Latent demand is a critical determinant of where demand for walking and biking is likely to be highest and lowest. Population density, land use, employment numbers, and other built environment characteristics are all considered in determining latent demand.

Figures 2.14 and 2.15 illustrate the levels of latent demand across the study area. This data was gathered from UDOT's Regional Bike Plans Bicycle Latent Demand Model and was last updated in Spring 2020.

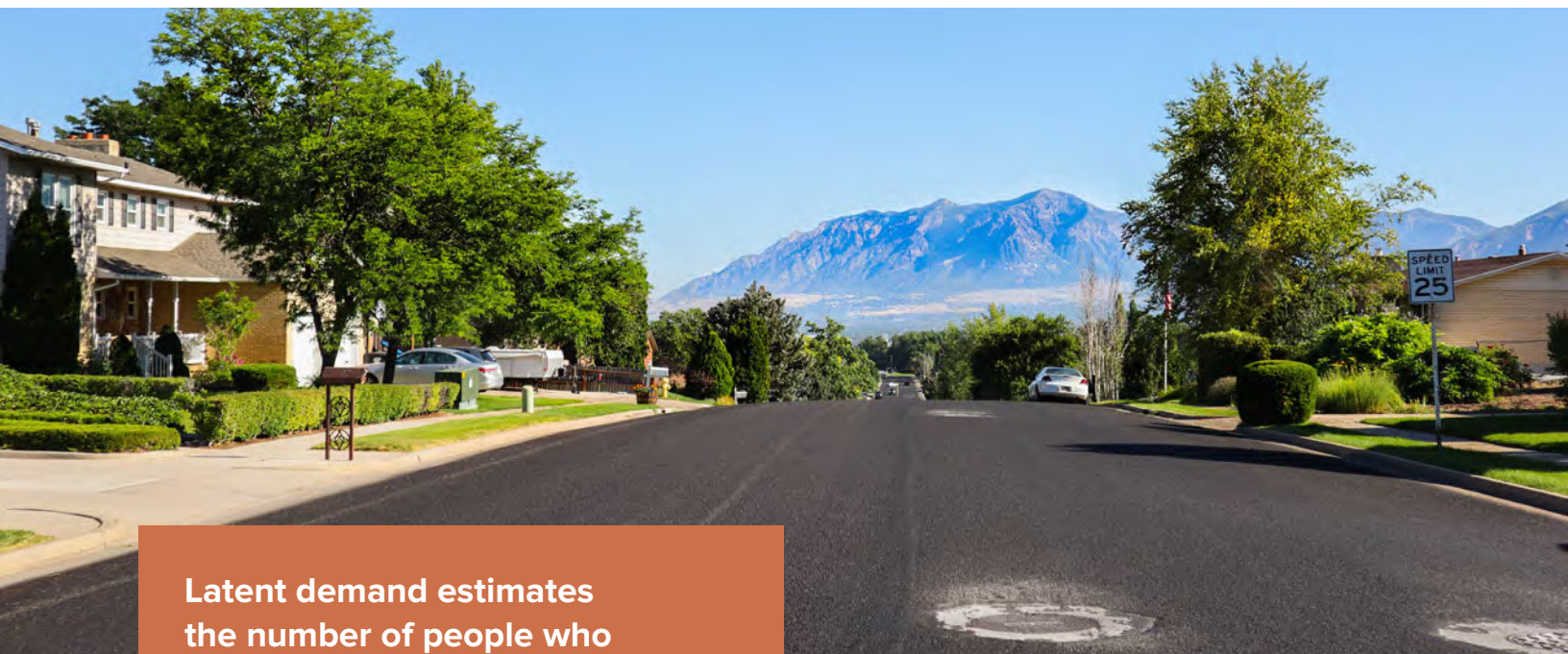
Latent demand displays the estimated pedestrian and bicycling demand (not necessarily usage) in a given area. Latent demand refers to the number of people who would walk or bike if active transportation infrastructure existed. A higher score, shown in dark orange in **Figures 2.14 and 2.15**, indicates a higher likelihood of pedestrian and bicycling activity.

LOCAL CONTEXT

The latent demand for walking and bicycling is high throughout the cities, but especially in residential neighborhoods, near schools, and along major east-west and north-south corridors. While the latent demand for walking and bicycling are fairly similar, they do show several differences.

For bicycling, the latent demand is highest north of Riverdale Road in Riverdale, 5000 South in Washington Terrace, and 40th St in South Ogden - all areas that lack designated bicycle facilities. For walking, the latent demand is highest in areas where sidewalks are lacking, such as in north South Ogden, or where pedestrians are insufficiently separated from traffic, such as on 4700 South in Washington Terrace.

7, 8 2017 National Household Travel Survey. Summary of Travel Trends. U.S. Department of Transportation.

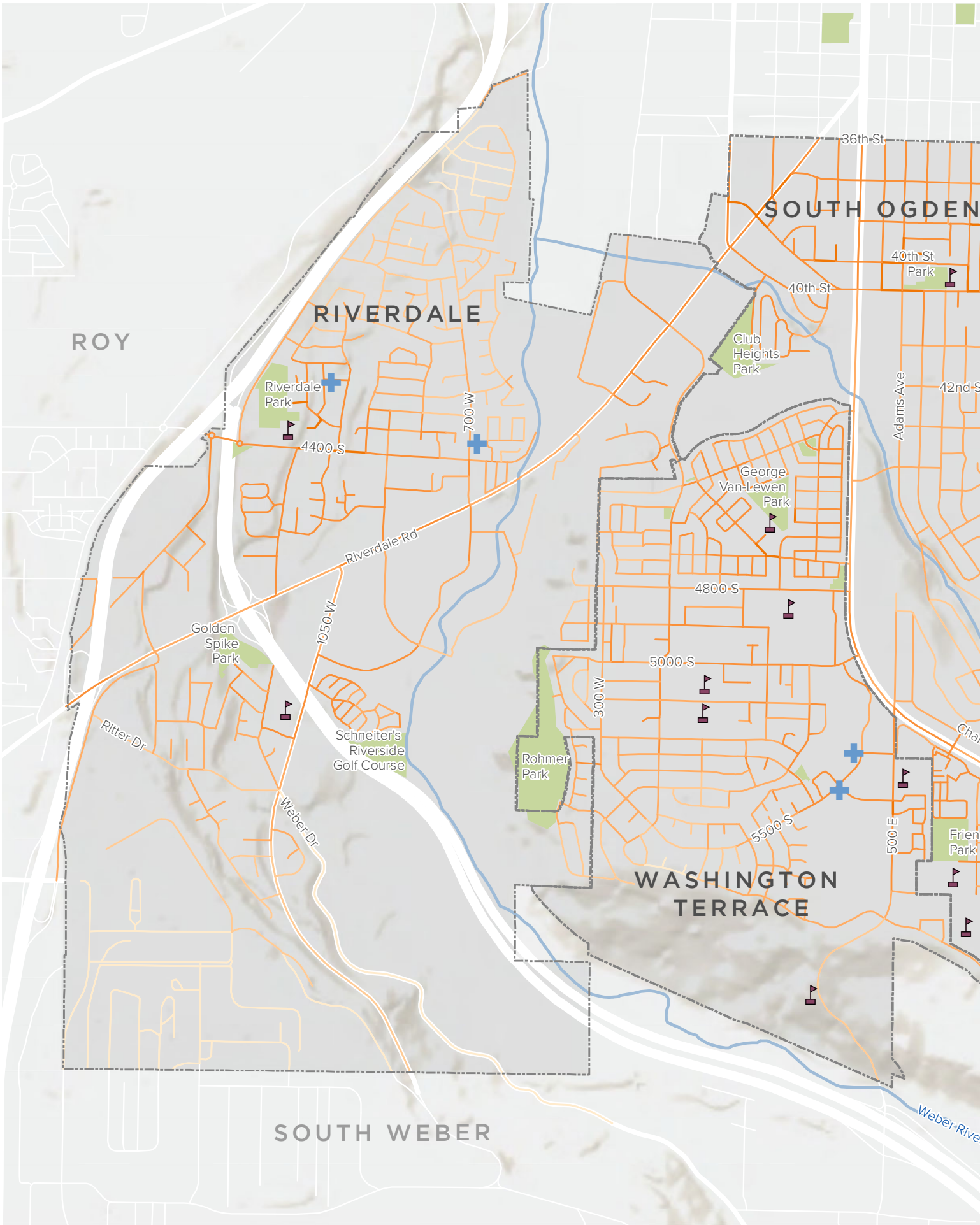


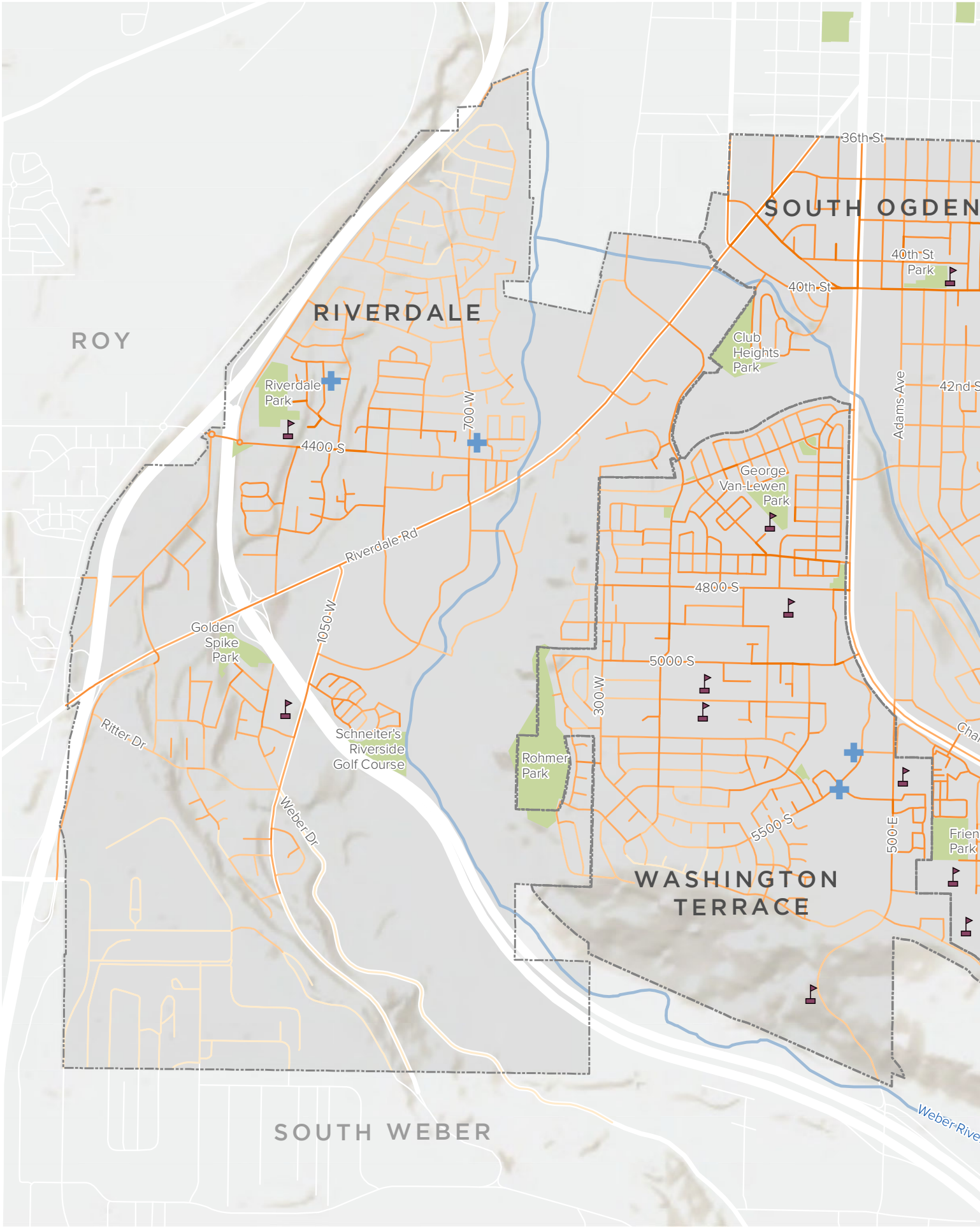
Latent demand estimates the number of people who would walk or bike if active transportation facilities existed.

300 West in Washington Terrace was identified as a road that has a higher level of latent demand.



Latent demand is highest for walking and biking near community activity centers, such as Rohmer Park (top photo) and areas of higher population density, such as these developments in South Ogden (bottom photo).







ORIGINS & DESTINATIONS

OVERVIEW

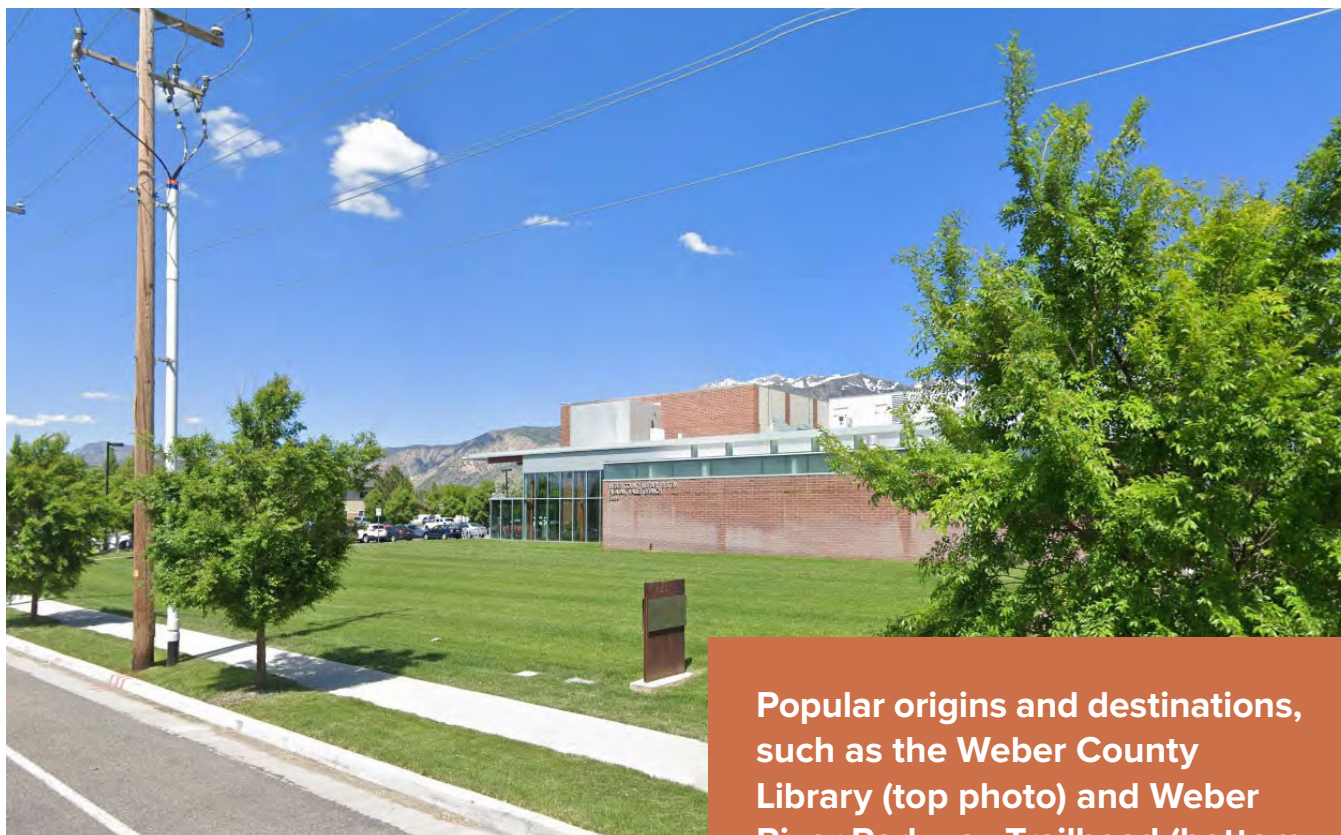
There are a number of origins and destinations in the study area that tend to generate bicycle and pedestrian trips, including schools, parks, community centers, libraries, healthcare facilities, commercial shopping centers, areas with high concentrations of jobs, higher density neighborhoods, trailheads, and transit lines (bus and rail).

LOCAL CONTEXT

Figure 2.16 shows locations in the study area likely to generate bicycle and pedestrian trips. Population density varies throughout the project area with higher densities found in the central area(s) corresponding with a higher number of key origins and destinations. Given this relationship, these areas typically create a higher demand for facilities that accommodate biking and walking.

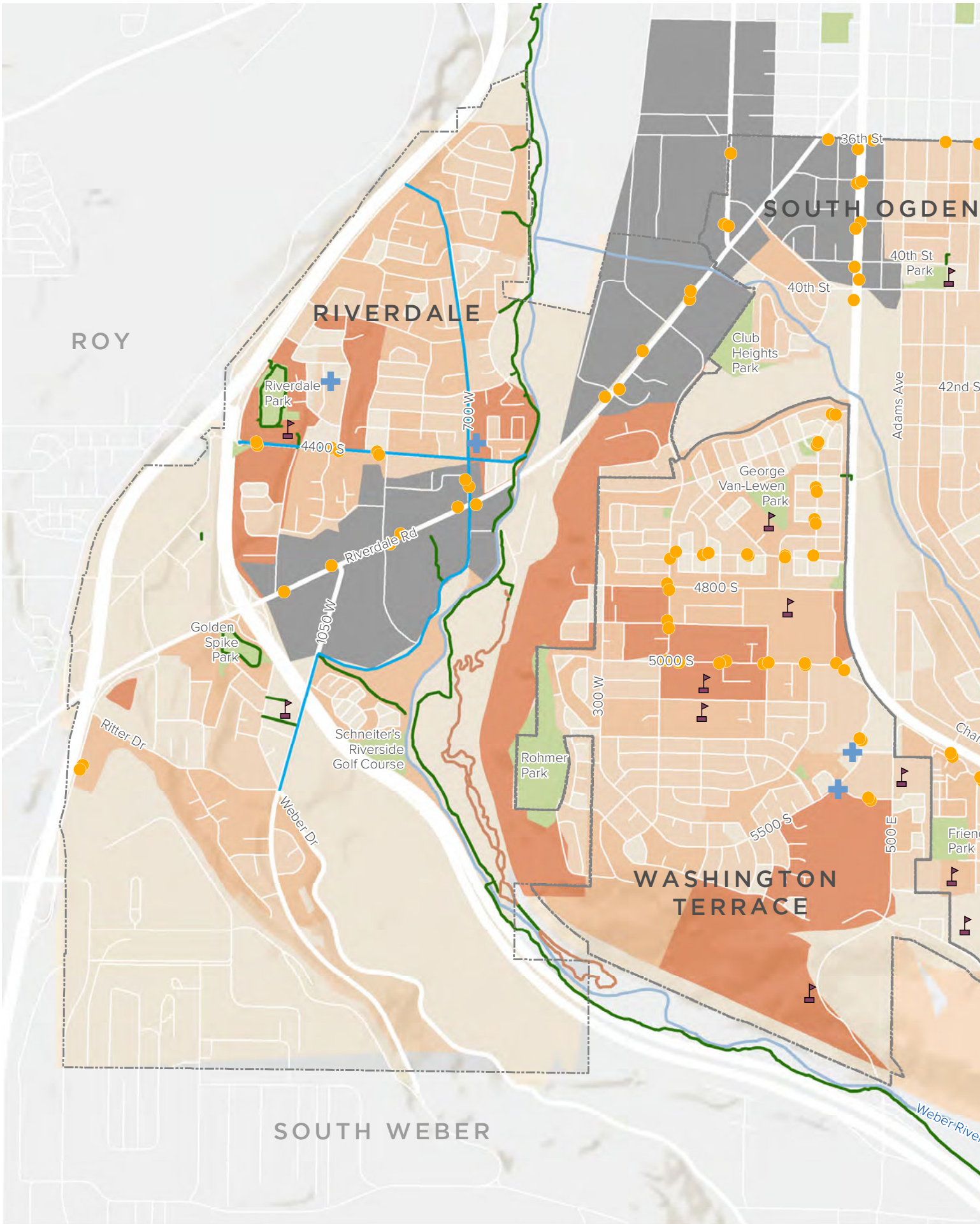


Popular destinations in the study area include its parks, pathways, and community centers.



Popular origins and destinations, such as the Weber County Library (top photo) and Weber River Parkway Trailhead (bottom photo) generate a high volume of bicycle and pedestrian trips.







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LEVEL OF TRAFFIC STRESS

OVERVIEW

Active transportation facilities that are “high comfort” are an important factor in encouraging people of all ages and abilities to walk and bike in the study area. Connected networks of high comfort facilities, like shared use paths, separated bike lanes, and bicycle boulevards appeal to people of all ages and abilities, especially on or as alternatives to high volume and/or high speed streets. Low comfort streets can also act as barriers to bicycling, with easy crossings only possible at intersections with traffic lights. **Figure 2.17** displays the effect of street level of comfort on perceived trip distance.

Level of Traffic Stress (LTS) analysis has become an industry best practice for assessing the comfort and connectivity of bicycle networks. An LTS analysis can determine whether a bicycle network is safe and comfortable enough to accommodate users of all ages and abilities.

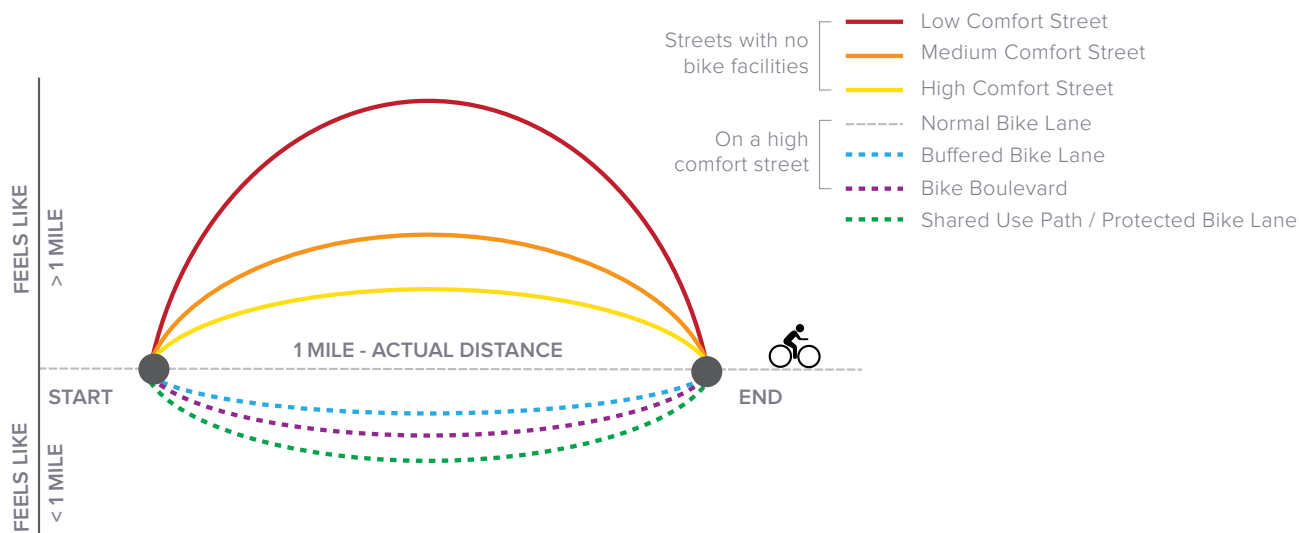
The LTS results shown in **Figure 2.18** were calculated via the 2012 Mineta Transportation Institute Report 11-19: Low-Stress Bicycling and Network Connectivity. LTS is specifically designed to objectively assess how

comfortable roadway conditions are but does not assess conditions on sidewalks. The LTS analysis uses roadway network data (i.e. posted speed limit, street width, number of travel lanes, intersection condition, presence and character of bike lanes, and land use context) as a proxy for bicyclist comfort level.

The combination of these criteria creates four levels of traffic stress for the existing roadway network. The lower the number, the higher the level of comfort for people on bicycles.

- LTS 1: Low-stress roadways suitable for all ages and abilities
- LTS 2: Roadways that are comfortable enough that the mainstream adult population would ride a bicycle on them
- LTS 3: Roadways that would probably only be comfortable ridden by an experienced, confident bicyclist
- LTS 4: Roadways ridden only by strong or fearless bicyclists

Figure 2.17 Level of comfort effect on perceived trip distance



The process for defining LTS consists of assigning initial values to each roadway segment based upon the combination of speed limit and roadway width (defined by number of travel lanes), as shown in [Table 2.1](#).¹⁰

Where bicycle facilities exist, the LTS value will subsequently be modified by comparing the presence/class of bicycle facilities to the initial LTS. These modifications are identified in [Table 2.2](#). As shown, in several instances the LTS is reduced through the presence of a designated bicycle facility.

[Figure 2.18](#) shows the results for the study area. Much of the area is characterized by local, residential streets, which tend to be inherently low stress due to slower speeds and generally low traffic volumes. Little

intervention is needed on these roads to improve bicycle conditions. Highest stress locations are Riverdale Rd, 40th St, U.S. Route 89, and Harrison Blvd.

Another important aspect of roadway LTS is the cohesion of the network, which references the degree to which a network is continuously connected. This can be measured by analyzing "islands of connectivity" for LTS 1 clusters of streets that are connected and accessible to each other. These areas, shown in [Figure 2.19](#), illustrate roads that are navigable by the majority of users possessing limited tolerance for high traffic volumes and vehicular speeds. Breaks in connectivity create "islands" and denote the lack of comfortable crossings such as traffic signals, mid-block crossings, or grade separated crossings.

Table 2.1 Initial LTS Classification (Speed Limit and Lane Configuration)¹¹

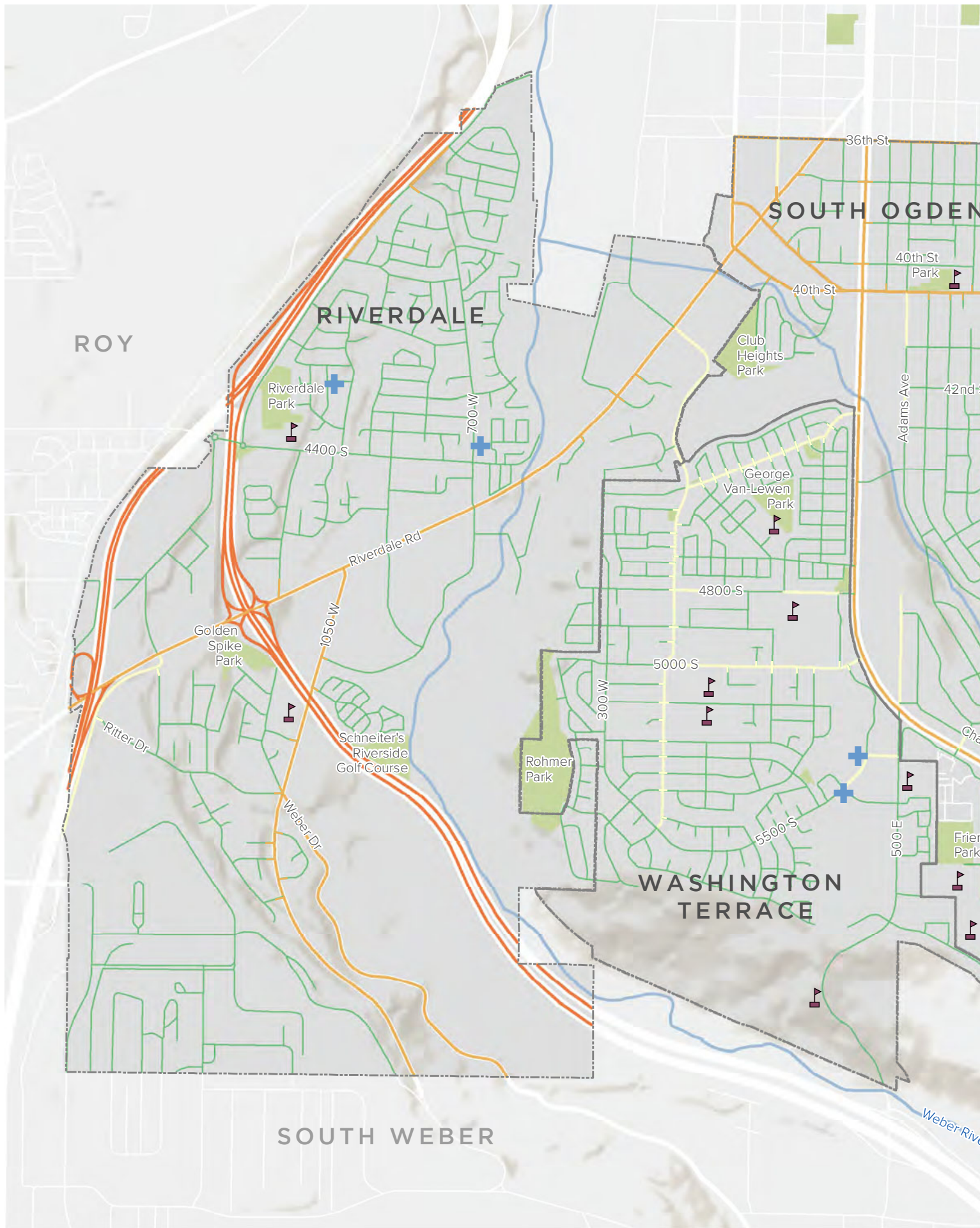
Lane Configuration					
Speed Limit	2 lanes without centerline	2 - 3 lanes with centerline	4 - 5 lanes	6+ lanes	
	≤ 25 mph	1	2	3	4
	30 mph	2	3	4	4
	≥ 30 mph	4	4	4	4

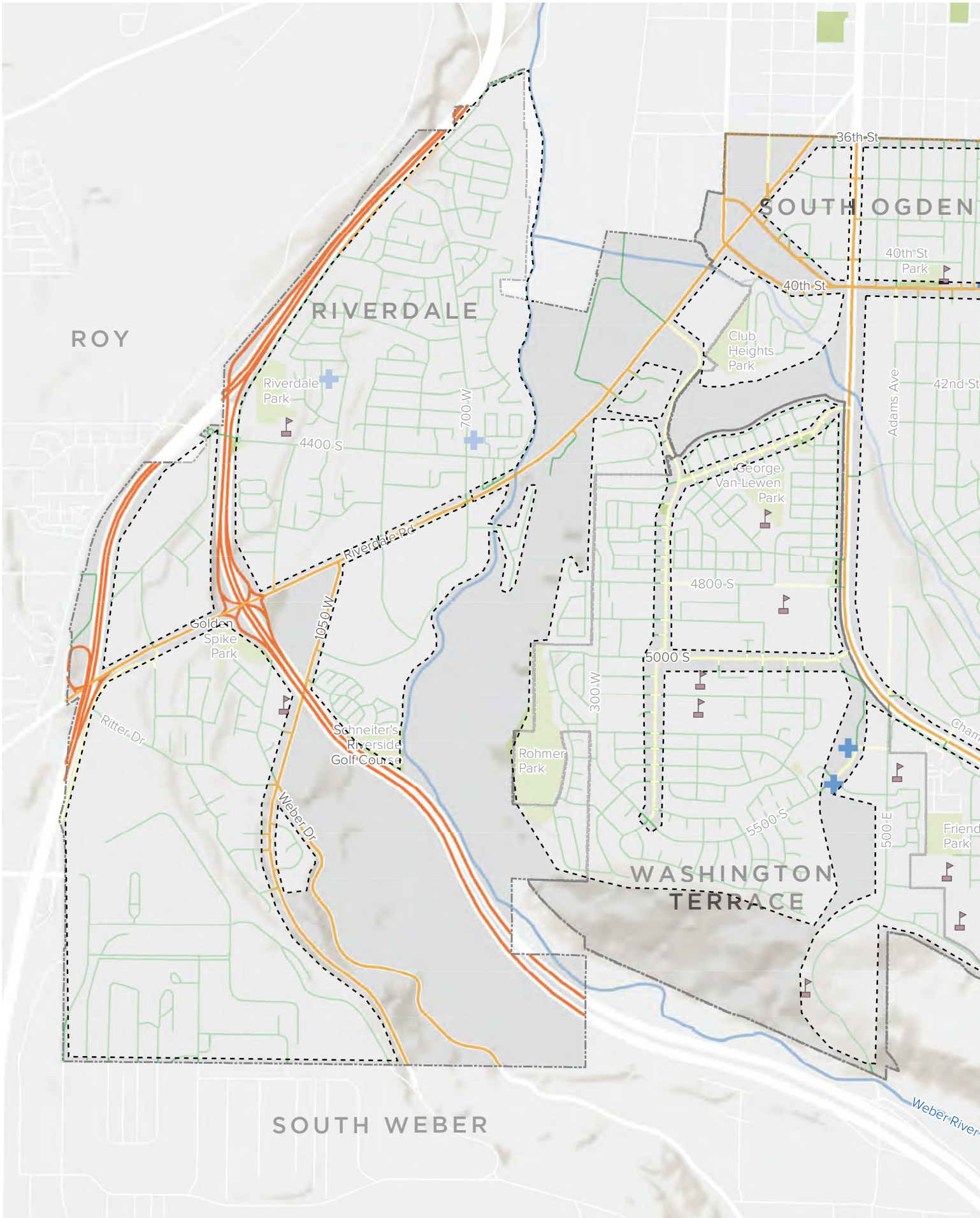
Table 2.2 Modified LTS Classification for Bicycle Facilities^{12,13}

Presence/Type of Bike Facility	Modified LTS				
		2 lanes without centerline	2 - 3 lanes with centerline	4 - 5 lanes	6+ lanes
	No Bicycle Facility	1	2	3	4
	Shared Use Path	1	1	2	3
	Protected Bike Lane (Buffered or Separated)	1	1	2	3
	Bike Lane	1	1	2	4
	Bike Boulevard	1	2	3	4

^{10, 11, 12} Mineta Transportation Institute, "Low-Stress Bicycling and Network Connectivity" (2012).

¹³ See page 78 for bicycle facility definitions.







NETWORK GAP ANALYSIS

OVERVIEW

The purpose of the gap analysis is to understand the gaps within the active transportation network by examining existing facilities, slope and topography, level of stress, and latent demand. Compiling all of the information from the previous analyses, there are a number of gaps in the existing active transportation network, most of which are due to a disconnected street network, a history of automobile-oriented development, and disconnected land uses.

LOCAL CONTEXT

The majority of gaps shown in **Figure 2.20** exist in South Ogden and Washington Terrace due to their lack of existing bikeway facilities, but Riverdale Road in Riverdale presents a significant barrier for those wishing to travel to Washington Terrace or South Ogden from Riverdale. In addition, the railroad tracks, Weber River, and the Bonneville Shoreline bench constitute a significant barrier between Riverdale and Washington Terrace, which is exacerbated by the fact that Riverdale Road is one of the only corridors that connects the two communities. The majority of existing bikeway facilities are located in Riverdale, consisting mainly of off-street, shared use paths, such as the Weber River Parkway Trail. Creating east-west connections to these trails will be key to creating a comprehensive network.

Second, the lack of bikeway facilities within South Ogden and Washington Terrace is a significant

constraint to bicycle travel, whether for journey to work or other trips. There are no major north-south or east-west active transportation connectors within this area, showing that notable barriers currently exist for those bicyclists and pedestrians desiring to travel in or through these cities.

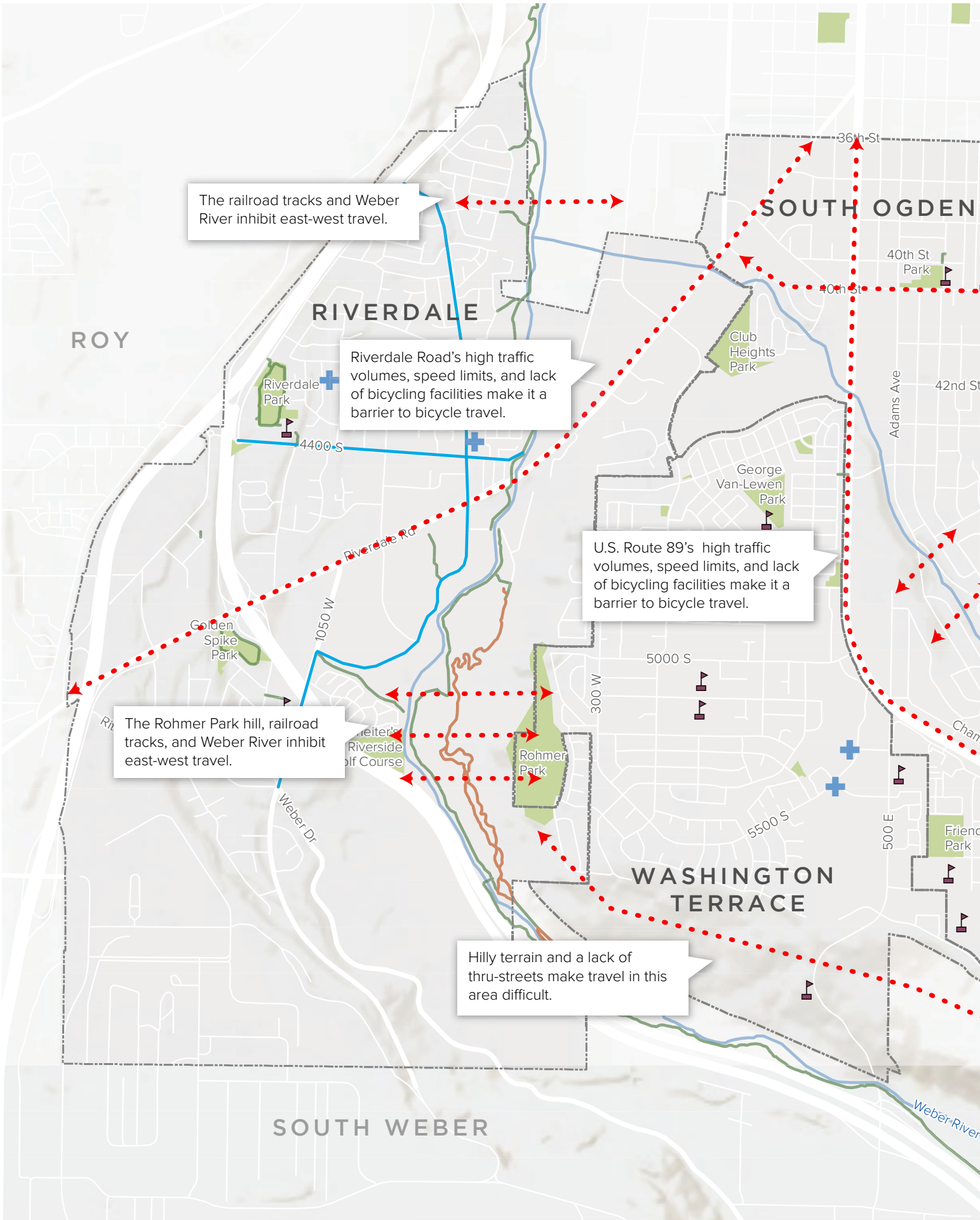
While the network gap analysis shows significant gaps and barriers within the existing active transportation network, there are ample opportunities for these cities to create regional routes that connect residents to their destinations. These opportunities will be examined in more detail in the next chapters.

Major gaps and barriers in the study area's active transportation network include:

- Riverdale Road
- The Rohmer Park hill
- East-west connections across the Weber River
- US Route 89



Photos (top to bottom): The Rohmer Park hill presents a gap in the existing active transportation network. The Weber River and railroad tracks present barriers for people traveling in east-west directions due to a lack of safe crossings.



The railroad tracks and Weber River inhibit east-west travel.

RIVERDALE

Riverdale Road's high traffic volumes, speed limits, and lack of bicycling facilities make it a barrier to bicycle travel.

SOUTH OGDEN

U.S. Route 89's high traffic volumes, speed limits, and lack of bicycling facilities make it a barrier to bicycle travel.

The Rohmer Park hill, railroad tracks, and Weber River inhibit east-west travel.

WASHINGTON TERRACE

Hilly terrain and a lack of thru-streets make travel in this area difficult.

SOUTH WEBER



This



03

PUBLIC INVOLVEMENT



OVERVIEW

Much of the success of this project relied on input from stakeholders and community members in order to gain an understanding of existing conditions and develop meaningful recommendations. The planning process included a variety of public outreach methods through which the planning team strove to reach as many everyday users of the area's streets and trails as possible. Outreach methods included an online survey, two online interactive maps, and charrettes conducted with stakeholders from each of the three cities included in the Plan. In total, over 200 people participated in the development of the Plan through the public process.

Efforts to get input from the public were organized into two phases. The focus of Phase 1 was to gather information concerning existing conditions and the needs of residents, including places to which people want to walk or bicycle and barriers to walking and bicycling they experience in their communities. The objective of Phase 2 input was to get feedback on proposed routes and facility types.

Results from these efforts, combined with the input given by the Steering Committee, and stakeholders, guided the planning team in its development of the recommendations found in Chapter 4.

ONLINE SURVEY

From November 2019 to January 2020, more than 100 people responded to an online survey targeted at understanding residents' current participation in and attitude towards active transportation in the study area. The 25 question survey included questions about obstacles to walking and bicycling as well as respondents' priorities for future investment in active transportation infrastructure. The survey was distributed by each member of the Steering Committee via their respective websites and social media outlets. This section summarizes survey responses and highlights key findings.

PROFILE OF RESPONDENTS

Respondents to the survey were nearly evenly split among genders, with 48% of respondents identifying as female, 47% identifying as male, and the remaining 5% identifying as non-binary or choosing not to respond. Each of the cities received varying numbers of responses.

25% OF RESPONDENTS LIVE IN **RIVERDALE**

12% OF RESPONDENTS LIVE IN **WASHINGTON TERRACE**

45% OF RESPONDENTS LIVE IN **SOUTH OGDEN**

18% OF RESPONDENTS LIVE IN **WEBER COUNTY**

As shown in **Figures 3.1 and 3.2**, respondents tended to be white (89%) and wealthier than the median household income for Weber County, which is \$68,669. Nearly half of respondents were between the ages of 25 and 45, with an additional 35% between 46 and 64.

13 U.S. Census Bureau (2018). Household Income in the Past 12 Months (In 2018 Inflation-adjusted Dollars) American Community Survey 1-year estimates. Retrieved from <<https://censusreporter.org>>

19% OF RESPONDENTS HAD A HOUSEHOLD INCOME LESS THAN \$50,000.

31% OF RESPONDENTS HAD A HOUSEHOLD INCOME GREATER THAN \$100,000.

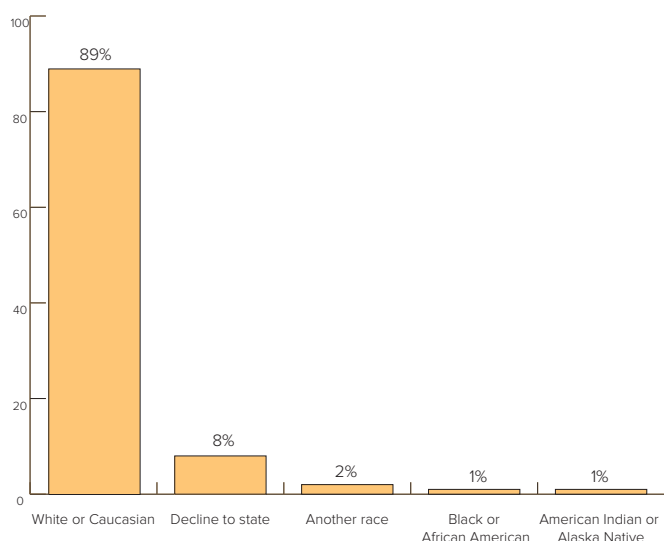


Figure 3.1 Race/Ethnicity of Survey Respondents

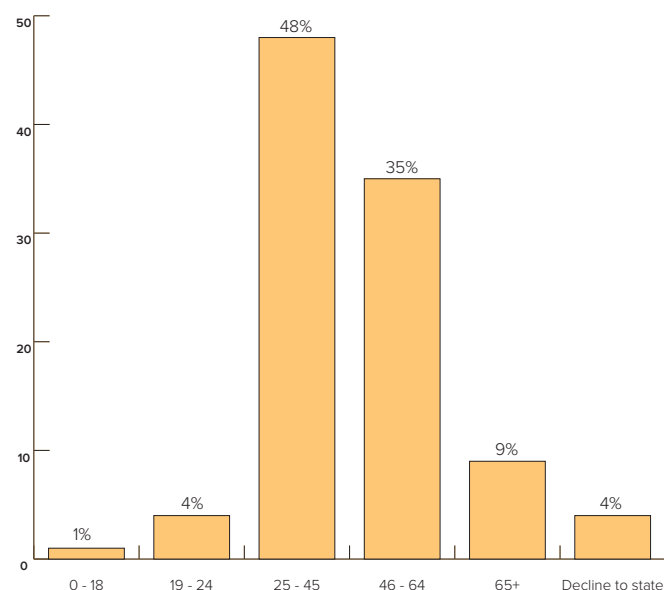


Figure 3.2 Age of Survey Respondents

KEY FINDINGS

Walking

- 78% of respondents indicated that they walk once or more per week, with nearly 60% of walking trips being 1-2 miles.
- Top reasons for walking were for exercise/health benefits, fun/pleasure, and shopping/errands (80%, 70%, and 20%, respectively).
- Top barriers to walking included inadequate lighting at night, traffic speeds, and distance to destinations.
- Respondents were most interested in walking to parks and shopping/dining/entertainment destinations.
- 49% of respondents ranked connections to schools as their top priority.
- Respondents generally feel comfortable walking, with an average score of 3 out of 4.

Biking

- More than a quarter (26%) of respondents indicated that they never bike, while 50% bike once a month to several times a year, and 24% bike once or more per week.
- Top reasons for biking were for exercise/health benefits and fun/pleasure.
- Top barriers to biking included inadequate lighting at night, traffic speeds, and lack of bicycle infrastructure.
- Respondents were most interested in biking to parks and shopping/dining/entertainment destinations, with more people (42%) indicating interest in biking to school or work.
- Respondents felt less comfortable biking than walking, with an average score of 2 out of 4, corresponding to a “neutral” comfort rank.

TOP PRIORITIES

for bicycle infrastructure improvements as highlighted by Riverdale, South Ogden and Washington Terrace residents:



73% OF RESPONDENTS WANT
**PAVED OFF-STREET
PATHS / TRAILS**



45% OF RESPONDENTS WANT
**SAFER CROSSINGS AT
MAJOR STREETS**



43% OF RESPONDENTS WANT
**COMFORTABLE ON-
STREET BIKE ROUTES**



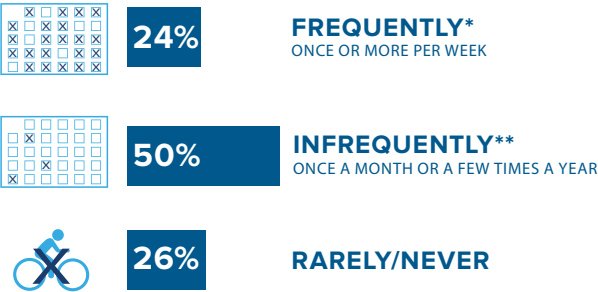
36% OF RESPONDENTS WANT
DIRECTIONAL SIGNAGE



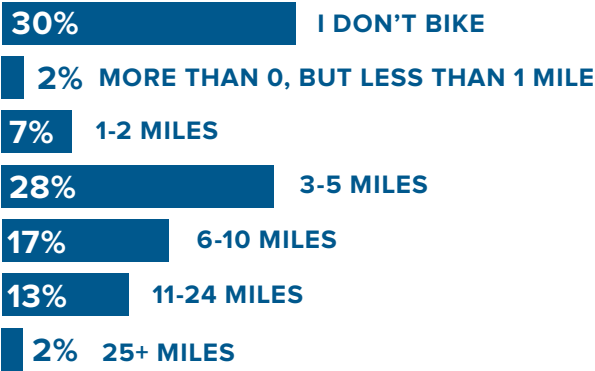
32% OF RESPONDENTS WANT
**UNPAVED PATHS / DIRT
TRAILS**

BIKING RESULTS

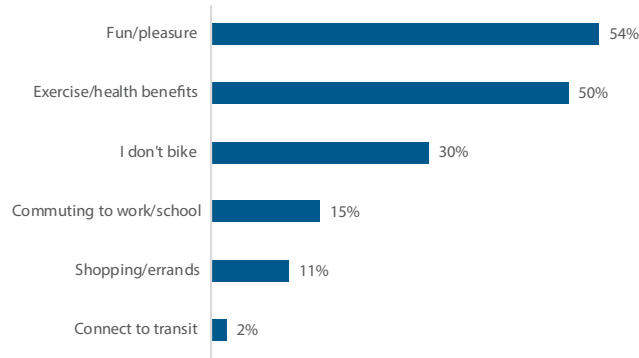
HOW OFTEN RESPONDENTS BIKE



LENGTH OF BIKING TRIPS



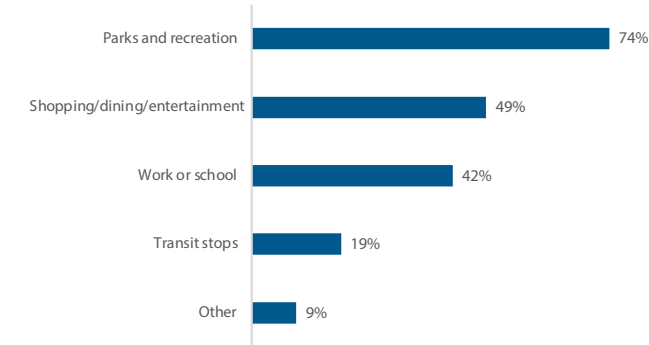
WHY RESPONDENTS BIKE



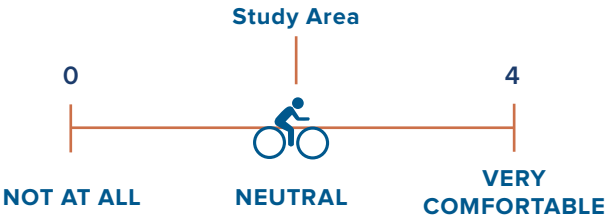
TOP 3 BARRIERS TO BIKING



WHERE WOULD YOU BIKE IF SAFE, COMFORTABLE ROUTES WERE ACCESSIBLE?



HOW COMFORTABLE DO YOU CURRENTLY FEEL BIKING IN YOUR COMMUNITY?



WALKING RESULTS

HOW OFTEN RESPONDENTS WALK



78%

FREQUENTLY*
ONCE OR MORE PER WEEK



18%

INFREQUENTLY**
ONCE A MONTH OR A FEW TIMES A YEAR



4%

RARELY/NEVER

LENGTH OF WALKING TRIPS

15%

MORE THAN 0, BUT LESS THAN 1 MILE

57%

1-2 MILES

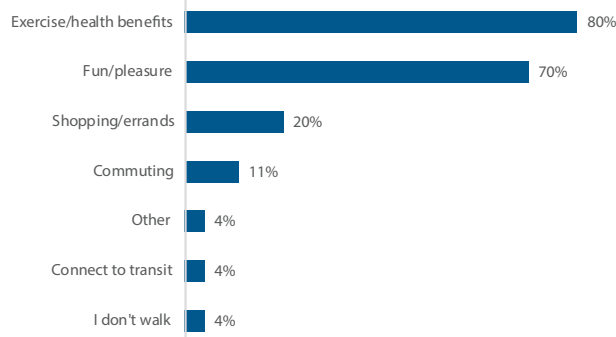
26%

3-4 MILES

2%

5 OR MORE MILES

WHY RESPONDENTS WALK



TOP 3 BARRIERS TO WALKING



INADEQUATE LIGHTING AT NIGHT

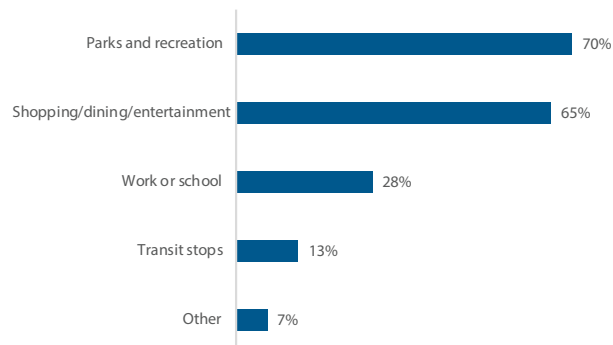


**SPEEDING TRAFFIC,
AGGRESSIVE DRIVERS**

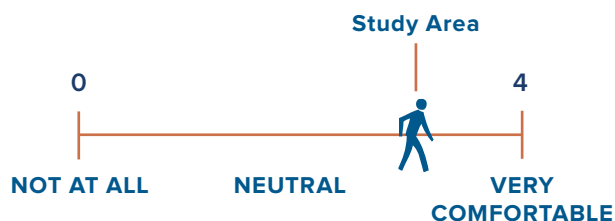


DESTINATIONS ARE TOO FAR AWAY

WHERE WOULD YOU WALK IF SAFE, COMFORTABLE ROUTES WERE ACCESSIBLE?



HOW COMFORTABLE DO YOU CURRENTLY FEEL WALKING IN YOUR COMMUNITY?



With an average score of 3, respondents feel comfortable walking in the study area.

STAKEHOLDER CHARRETTE

An invaluable aspect of the public process was getting stakeholders from various backgrounds into the same room to talk about specific corridors and the constraints and opportunities they present. The planning team facilitated three charrettes with stakeholders, one to discuss project goals, one for existing conditions, and one to discuss recommendations. Participation varied among each city, but in general, participants included planning staff, Wasatch Front Regional Council representatives, city council members, and individuals from critical city departments such as Engineering, Public Works, and Parks. Using a large printed map of a draft recommended network and Google Earth on a large screen, stakeholders and the planning team analyzed each corridor on which improvements were being proposed and discussed opportunities and concerns not previously identified by the planning team. The result of these charrettes was a proposed network of active transportation infrastructure that was significantly improved from the original draft presented by the planning team, demonstrating the value of collaboration and local knowledge.



ONLINE INTERACTIVE MAPS

For both phases of public outreach, residents were invited to give input on an interactive online map made available via each city's website and social media outlets. This public outreach tool enables greater participation than is typically seen during in-person events and it allows residents to give input on their own time. In addition, special focus was invested on minority populations by conducting Hispanic outreach during the recommendations phase.

PHASE 1: EXISTING CONDITIONS

During the Existing Conditions phase, participants were presented with a map consisting of existing bikeways, parks, streets, trails, and school locations on which they could draw lines and place pins to indicate barriers, important destinations, and overall improvement opportunities. In addition to destinations and barriers, participants identified missing infrastructure critical to developing a safe, convenient network. During the 6-week period the first online interactive map was available to the public, almost 100 points and lines were drawn by local residents to indicate destinations for walking and bicycling, barriers to active transportation, and desired connections.

Figures 4.1 - 4.2 present a summary of this input.

PHASE 2: RECOMMENDATIONS

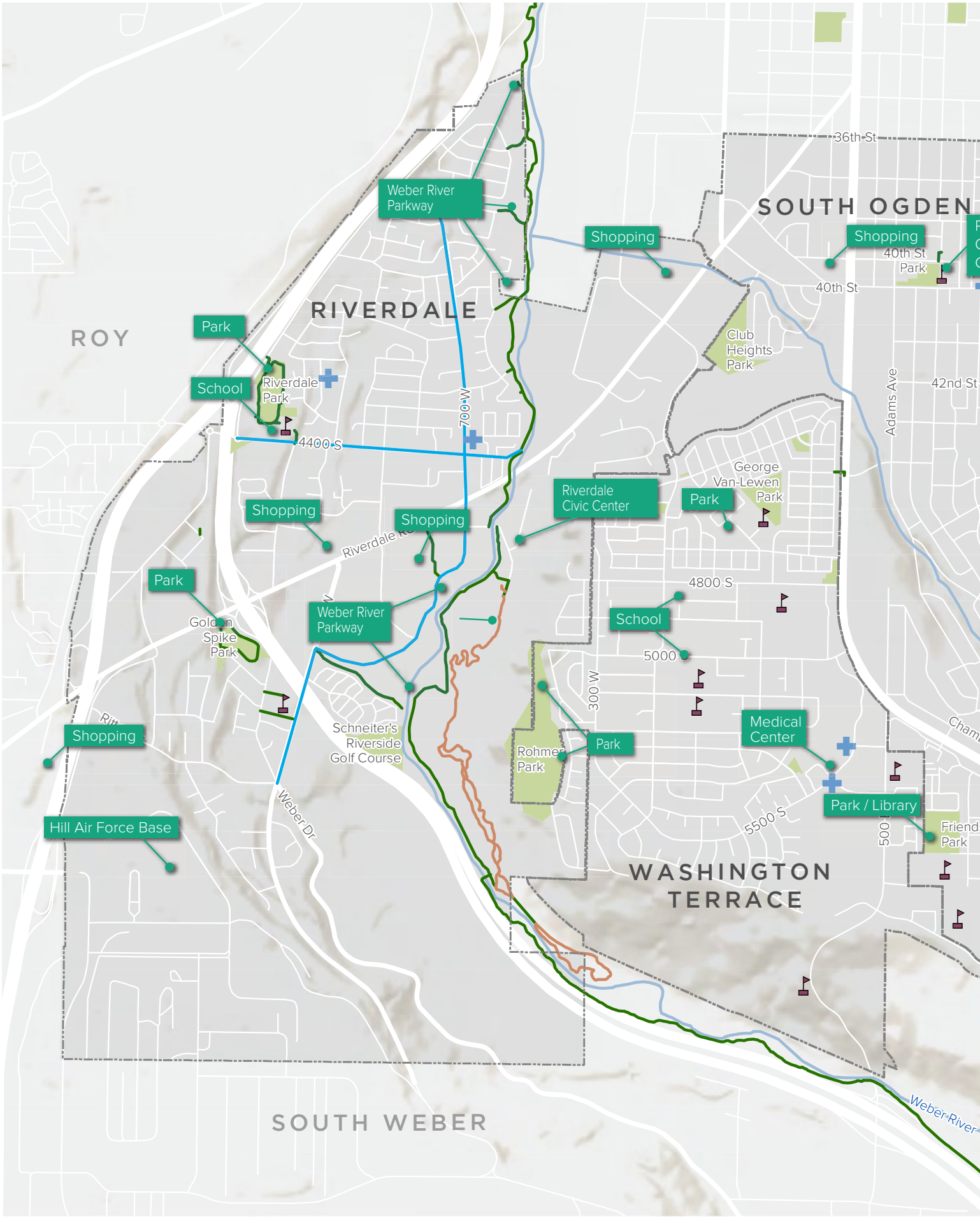
The Recommendations phase interactive online map showed the proposed active transportation network. Participants were able to like, dislike, or comment on any given recommendation and were asked to identify five “top priority” projects. The online map was posted in both English and Spanish formats to encourage robust participation from all demographics.

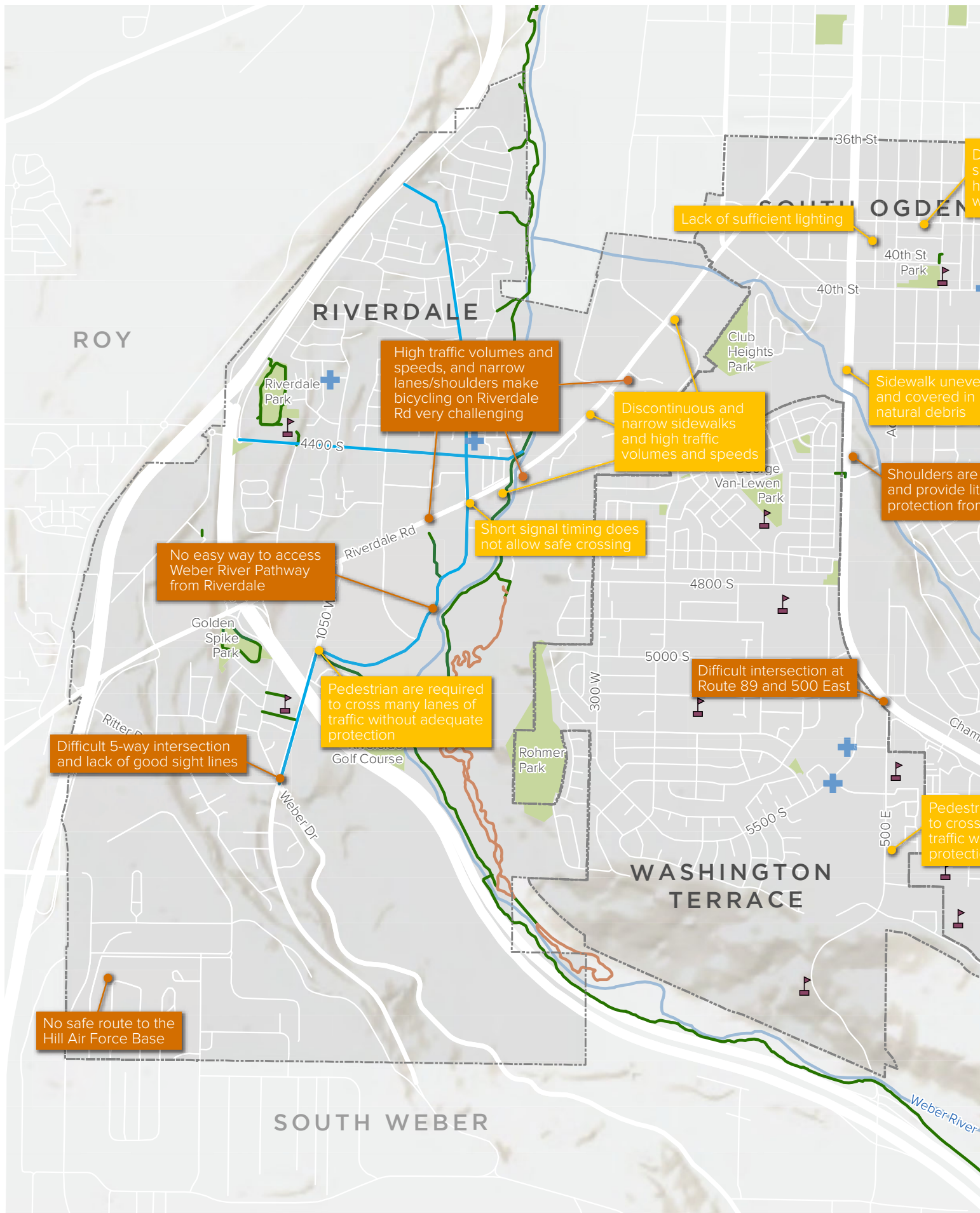
The recommended route that received the most “likes” was the shared use path along U.S. Route 89 (13 likes), which borders Washington Terrace and South Ogden and provides an important north-south facility, connecting several destinations. The next most supported recommendations were the shared use path connecting Riverdale and Washington Terrace along the bluff (6 likes), separated bike lanes along Riverdale Road in Riverdale (5 likes), shared use path

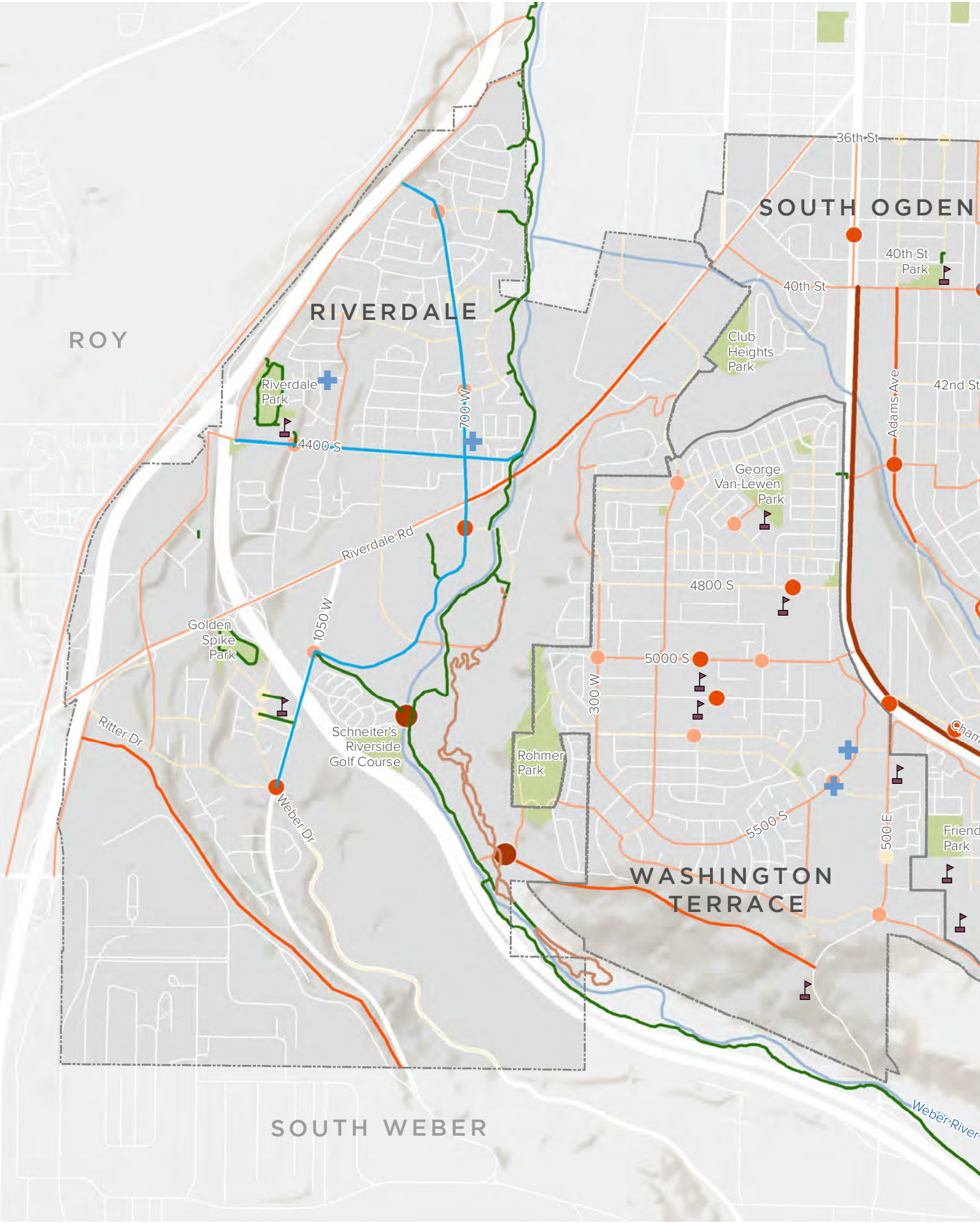
along Burch Creek from Glasmann Way to Harrison Blvd (5 likes), and bike lanes on Glasmann Way (4 likes). Participants also supported the shared use path along the Davis-Weber Canal (4 likes).

The recommended spot improvements that received the most “likes” were the two grade separated crossings at the railroad tracks (21 likes) and Weber River (17 likes), allowing residents to more easily travel to and from Washington Terrace. Participants also supported the enhanced crossing at Glasmann Way and U.S. Route 89 (9 likes) and at 500 East and U.S. Route 89 (8 likes), as well as the roundabout at South Weber Drive (7 likes).

Figure 4.3 summarizes and illustrates the results from the second online interactive map, showing total “likes” per proposed facilities and spot improvements.









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04

INFRASTRUCTURE RECOMMENDATIONS

OVERVIEW

Developing the active transportation network recommendations was a multi-step process involving ongoing dialogue with stakeholders and the general public. Recommendations were informed by a combination of the existing conditions analysis, previously adopted plans, public input, and active transportation best practices. Whereas previous chapters and findings relate to the entire study area, the information in this chapter relates specifically to South Ogden.

In summary, it's recommended that 21.9 miles of new active transportation facilities be added to South Ogden's 1.2 miles of existing facilities. Additionally, approximately 1.5 miles of proposed routes are labeled as "future study" and are not included in the 21.9 mile total. These recommended "future study" routes are important for network connectivity, but fall in corridors that present multiple layers of complexity (e.g. physical constraints, multi-party collaboration, etc.) and require more detailed analysis beyond the scope of this plan.

Proposed infrastructure improvements put emphasis on creating a walking and biking network that is comfortable for all ages and abilities. They will help to make active transportation a more viable option for a wider array of people who live, work, and visit in South Ogden.

PROPOSED NETWORK

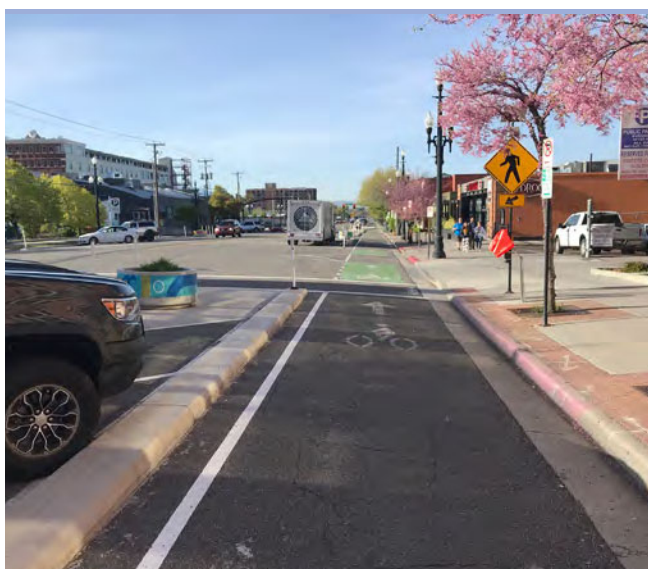
A NETWORK FOR ALL

The vision and goals of this plan revolve around a desire to make walking and bicycling normal, safe, everyday options for people of all ages, abilities, genders, races/ethnicities, and income levels, not just people who are already confident and enthusiastic about active transportation. Walking and bicycling facilities like separated bike lanes, shared use paths, wide and/or buffered sidewalks, and bicycle boulevards create an ideal network that accommodates the majority of South Ogden residents. These facilities are considered high comfort because of physical protection, separation from traffic, or the use of low volume, low speed streets.

On-street bikeways that are separated or are located on traffic-calmed streets can also create a better pedestrian experience by reducing traffic speeds or, in the case of separated bike lanes, increasing the

physical separation between pedestrian areas and motor vehicle travel lanes. Additionally, evidence has shown that communities with higher bicycling rates tend to have lower crash rates for bicycles and all other modes, benefiting from the effect of “safety in numbers” and increased awareness.¹⁵

¹⁵ Marshall, W., and N. Garrick, 2011 - Evidence on why bike-friendly cities are safer for all road users, Environmental Practice, 13, 1.



For those who bicycle, separated bike lanes are more comfortable to a wider range of ages and abilities.



Local neighborhood streets that prioritize bicycles with traffic calming infrastructure create family friendly routes.

RECOMMENDATION PROCESS

The planning team worked with the City of South Ogden, their respective stakeholders, and local residents to develop a recommended active transportation network that gives greater priority to pedestrians and bicyclists than is currently given. Guided by the project vision and goals from Chapter 1, each recommended project serves the purpose of filling crucial gaps in the existing network, increasing connectivity to destinations, and/or striving to provide a more comfortable experience for a wider array of people, particularly the “interested-but concerned” user group, by proposing high-comfort facilities where possible.

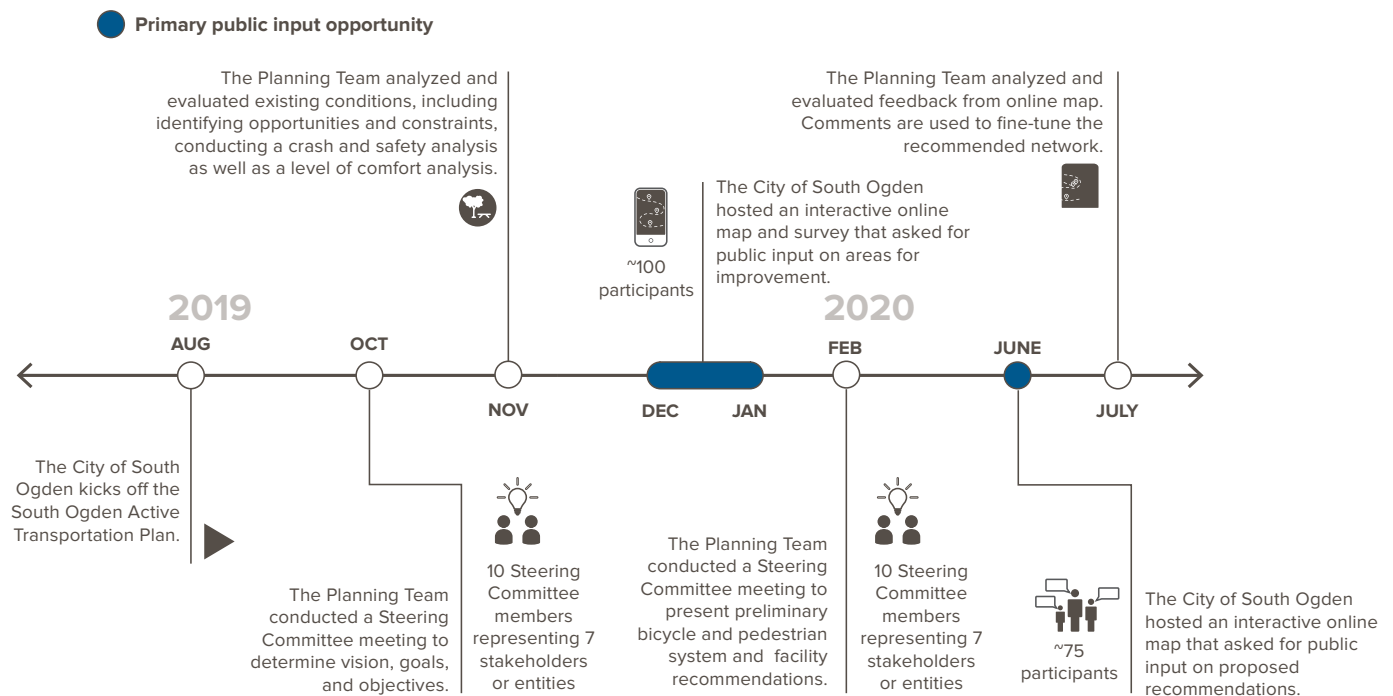


Figure 4.1 Public process timeline

THE RECOMMENDED NETWORK

In order for the pedestrian and bicycle network to be a reliable means of transportation for residents and visitors to South Ogden, it needs to provide access to useful destinations in a connected and direct manner. Many people are interested in walking or biking for daily trips to work, school, parks, or running short errands, but don't feel like there's an easy and safe way to get there. To improve this, this Plan recommends that 21.9 miles of new active transportation facilities be developed, as shown in **Figure 4.2**. These additions greatly expand connectivity to important destinations for people walking or biking, as shown in **Figure 4.3**. Not only would implementation of the proposed network enhance existing connections to common destinations, but also provide new connections via active transportation to 4 parks, 3 churches, 2 schools, and 1 grocery store.



Providing enhanced bicycle and pedestrian facilities will encourage “interested but concerned” cyclists to use active transportation for more trips.

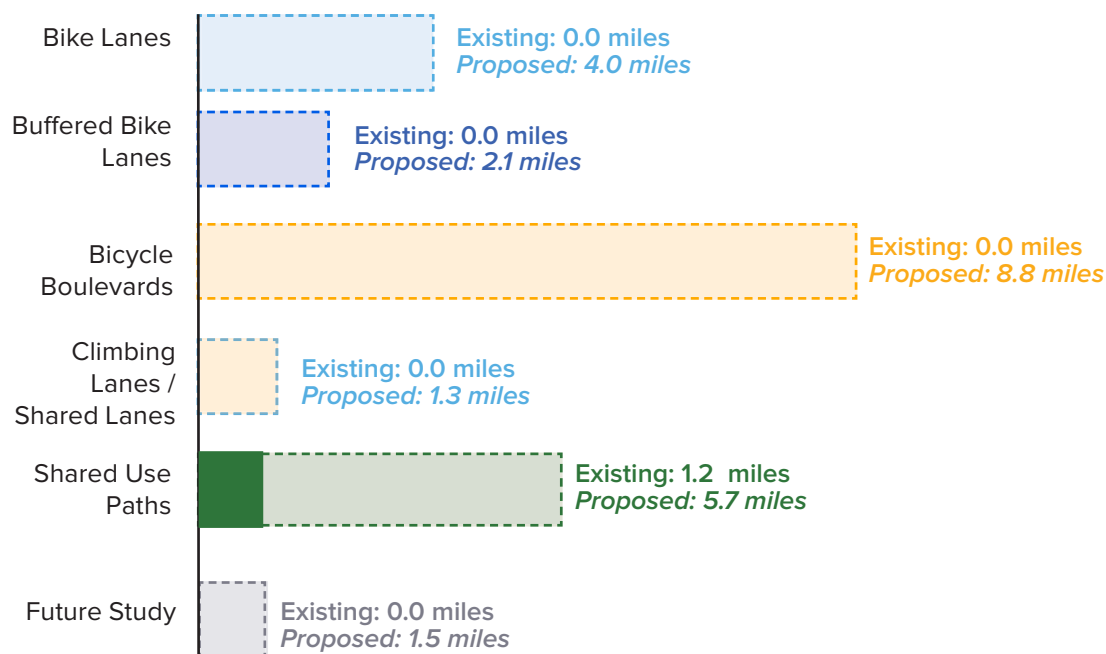


Figure 4.2 Mileage of Existing and Proposed Facilities by Facility Type

RECOMMENDED FACILITY TYPES



4.0
miles

Bike Lanes are a common facility type that designates a 4-7' lane exclusively for bicycle travel.



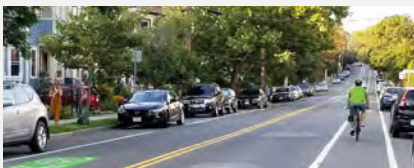
2.1
miles

Buffered Bike Lanes are visually separated from traffic and/or parking by a striped buffer.



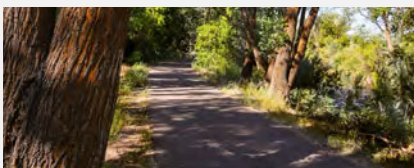
8.8
miles

Bicycle Boulevards are low-speed, low-volume streets that prioritize biking and walking. They provide alternatives to busier streets and/or connections to destinations.



1.3
miles

Climbing Lanes / Shared Lanes are a combination of an uphill bike lane and downhill shared lane, typically located on low-speed, low-volume streets.



5.7
miles

Shared Use Paths are paved paths/trails, typically 8-12' wide, constructed of asphalt or concrete, that accommodate pedestrians and bicyclists off street.

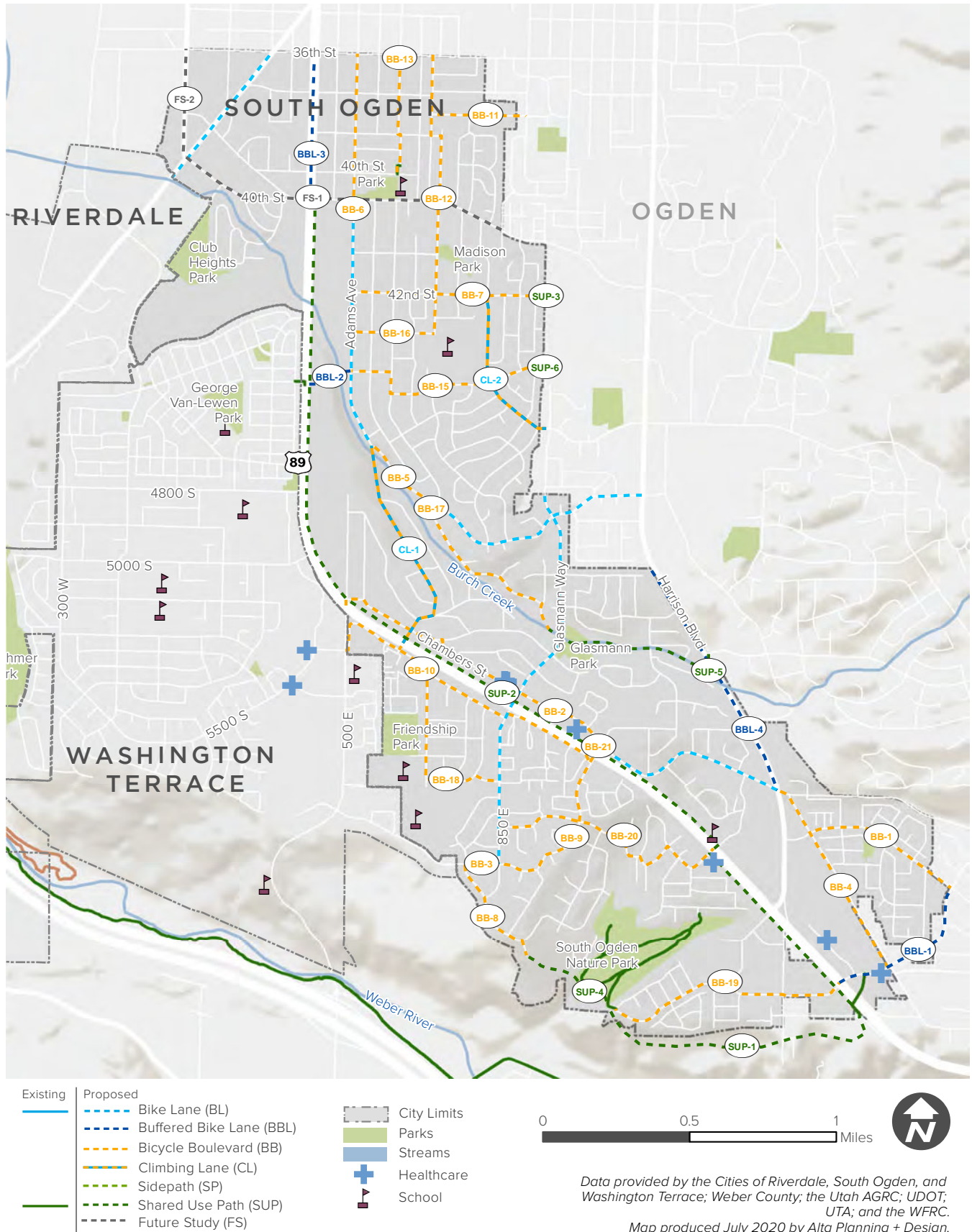


1.5
miles

Future Study areas fall in corridors that present multiple layers of complexity (e.g. physical constraints, multi-party collaboration, etc.) and require more detailed analysis.

Several design guidance documents are available and should be referred to by city staff as part of the project design phase. These include the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide (2014), the Federal Highway Association (FHWA) Bikeway Selection Guide (2019), and the FHWA's 2009 Manual on Uniform Traffic Control Devices (MUTCD).

Figure 4.3 Recommended Linear Facilities



BIKEWAY SELECTION PROCESS

The facility selection and recommendations shown on [Figure 4.3](#) are partially based on current guidance from the FHWA. Bikeway selection is ultimately a context-sensitive decision that involves a planning and engineering based analytical process, as described in the Federal Highway Association's (FHWA) Bikeway Selection Guide. [Figure 4.4](#) shows the FHWA's process for determining how motor vehicle volume and speed can be taken into consideration to determine a preferred bikeway type. Generally, the higher the speed and volume of a road, the more protected the recommended bikeway. Shared lanes or bicycle boulevards are recommended for roads with the lowest speeds and traffic volumes; bike lanes for roads with low speeds and low to moderate traffic volumes; and separated bike lanes or shared use paths for roads with moderate to high speeds and high traffic volumes.

Note that [Figure 4.4](#) assumes that operating speeds are similar to posted speeds. If they are not similar, assume operating speed rather than posted speed. When the preferred bikeway is not feasible, other bikeways which maximize user safety and comfort to the greatest extent practicable should be considered. The reduction of traffic volumes or speeds using traffic calming or other strategies can also be considered in situations where the preferred bikeway is not feasible.

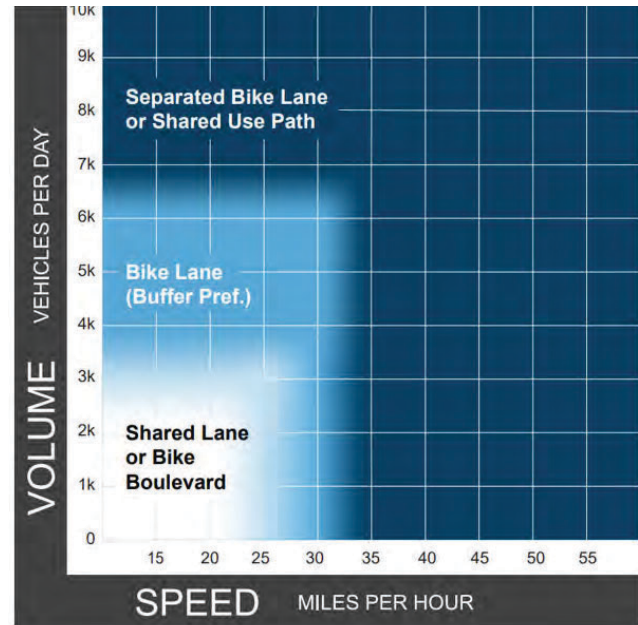
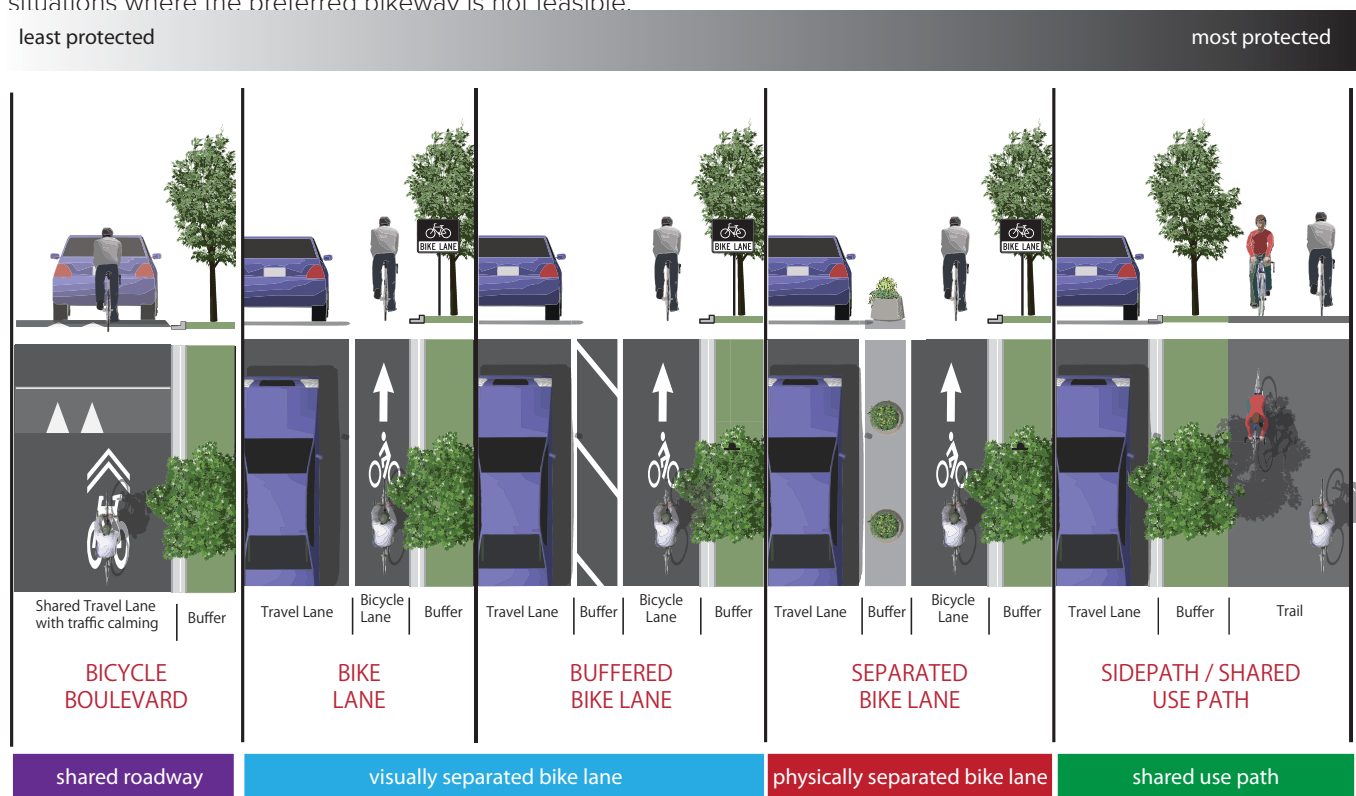


Figure 4.4 Preferred Bikeway Type for Urban, Urban Core, Suburban, and Rural Town Contexts from the FHWA



RECOMMENDED SPOT IMPROVEMENTS AND CROSSING ENHANCEMENTS

Unsafe or uncomfortable street crossings can make a seemingly connected network of bikeways, paths, and sidewalks feel disconnected and dangerous and ultimately deter people from walking and biking. The quality of treatments at major street crossings is paramount to the success of any active transportation system. This section outlines typical application and design features for the recommended street crossings shown in [Figure 4.5](#). In some locations, intersections may warrant future signalization as South Ogden develops. However, many of these projects would require further study prior to implementation.

TYPICAL APPLICATION

Many of the proposed facilities in this plan cross complex arterial roadways at intersections or mid-block locations that currently lack sufficient signalization and protection for bicyclists and pedestrians. Without treatments for bicyclists and pedestrians, these intersections and crossings are major barriers to active transportation. Investments in new bicycle and pedestrian facilities would have limited utility without also improving the recommended crossing locations. [Table 4.1](#) shows the FHWA's crossing treatment selection criteria and serves as a guide and starting point for selecting different types of crossing treatments.

Table 4.1 Crossing Treatment Selection Guidance

	Local Streets 15-25 mph		Collector Streets 25-30 mph			Arterial Streets 30-45 mph							
	2 lane	3 lane	2 lane	2 lane with median refuge	3 lane	2 lane	2 lane with median refuge	3 lane	4 lane	4 lane with median refuge	5 lane	6 lane	6 lane with median refuge
Crosswalk Only	✓	✓	EJ	EJ	X	EJ	EJ	X	X	X	X	X	X
Crosswalk (high visibility)	EJ	✓	✓	✓	✓	EJ	EJ	EJ	X	X	X	X	X
Stop Sign Controlled	✓	✓	EJ	EJ	EJ	EJ	EJ	EJ	X	X	X	X	X
Active Warning Beacon (RRFB)	X	EJ	✓	✓	✓	✓	✓	✓	X	✓	X	X	X
Hybrid Beacon	X	X	EJ	EJ	EJ	EJ	✓	✓	✓	✓	✓	✓	✓
Full Traffic Signal	X	X	EJ	EJ	EJ	EJ	EJ	EJ	✓	✓	✓	✓	✓
Grade Separation	X	X	EJ	EJ	EJ	X	EJ	EJ	✓	✓	✓	✓	✓

✓ Most desirable

EJ Engineering Judgment (i.e. the systematic evaluation of the design, installation, and safety by an engineer)

X Not preferred

RECOMMENDED SPOT IMPROVEMENTS

Figure 4.5 shows the recommended location for specific spot improvements, which are defined below.




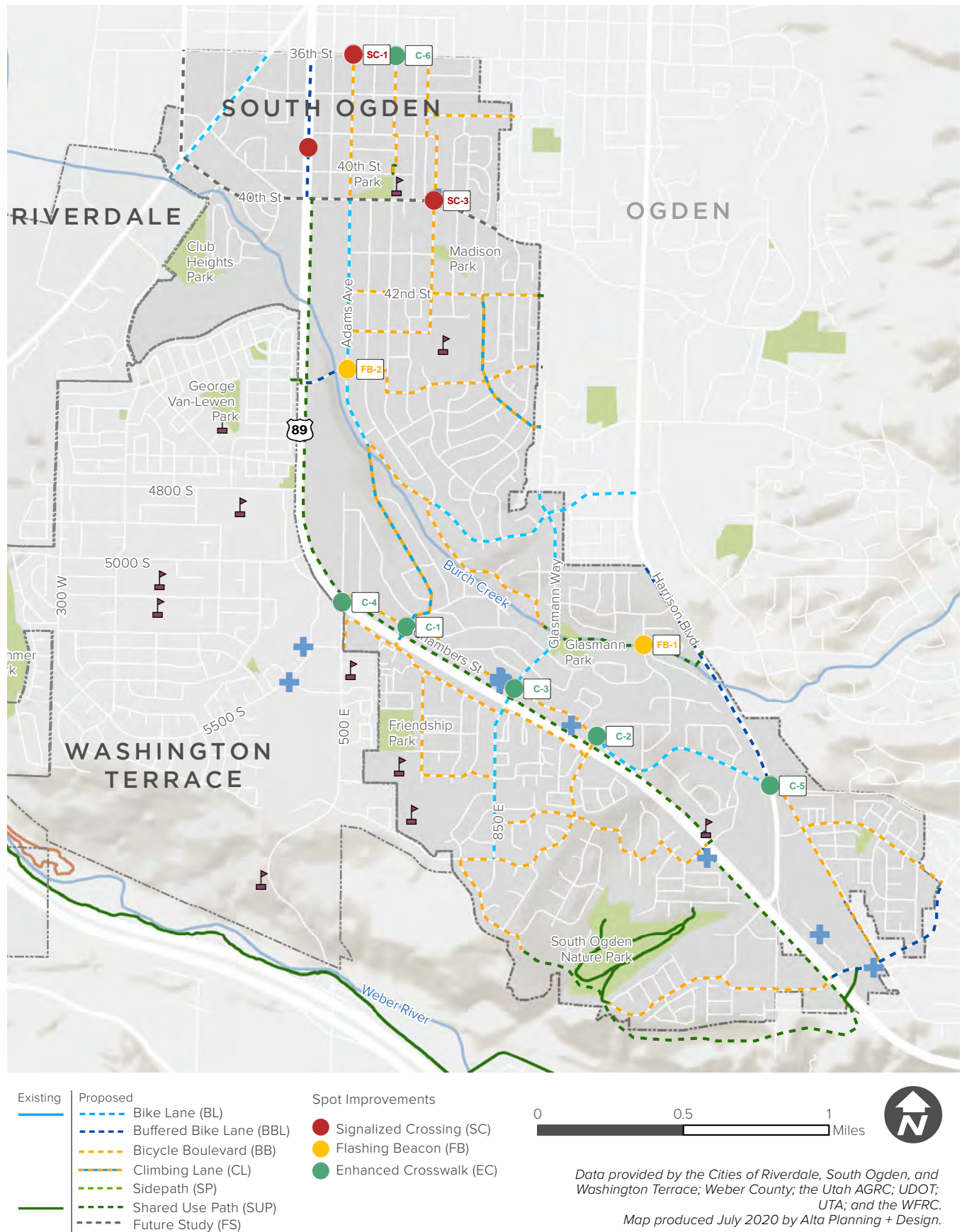
Facility Type	Facility Description	# of Crossings
	Enhanced Crossings are crosswalk facilities that are marked with high visibility pavement markings and signage. Curb extensions and median refuge islands may be implemented at these facilities to shorten the crossing and make bicyclists and pedestrians more visible to oncoming traffic.	6
	Flashing Beacons (also known as rectangular rapid flashing beacons, or RRFBs) are user-activated flashing lights that supplement warning signs at unsignalized intersections or mid-block crosswalks.	2
	Signalized Crossings , such as HAWK beacons, enhance pedestrian and bicyclist crossings of major streets in locations where side-street volumes do not support the installation of a conventional traffic signal.	3

Figure 4.5 Recommended spot improvements



PRIORITY PEDESTRIAN IMPROVEMENTS

A sidewalk network is critical to pedestrian accessibility by allowing space for pedestrian movement alongside roadways. In collaboration with the Steering Committee, South Ogden neighborhoods were analyzed for their walkability to nearby destinations, including schools, parks, churches, and commercial centers. Several of the roads within the South Ogden area are not equipped with sidewalks and can be unsafe for walking, such as areas in the north of the city, along Adams Avenue, at major intersections, and near commercial shopping areas. Installing sidewalks in these areas is critical as a study by the University of North Carolina Highway Safety Research Center showed that the likelihood of a crash occurring at a site without a paved sidewalk is 88% higher than at that with a paved sidewalk (McMahon et al., 2002).

There are three main factors that need to be considered when designing a successful pedestrian network, including:

- » **Connection:** To be useful for pedestrians, sidewalk networks must offer continuous paths that connect the user to key destinations, such as transit stops, parks, schools, churches, and commercial districts. These paths should be direct and clear, and overcome existing barriers, such as busy street crossings or long super-blocks.
- » **Accessibility:** Sidewalk networks should be designed in a way that's accessible to all users, especially children, the elderly, and people with disabilities.
- » **Safety:** Sidewalks must be safe for all users during all times of the day. Where there are intersections, the sidewalk should provide visible, clean, short, and direct crossings. This can be done by installing curb extensions, pedestrian refuge islands, pedestrian hybrid beacons, or rectangular rapid flashing beacons.

RECOMMENDATIONS

South Ogden currently has a good system of well-maintained and consistent sidewalks. However, there are a few areas within the City that lack sidewalks and good pedestrian connections, as listed below and shown in **Figure 4.6**.

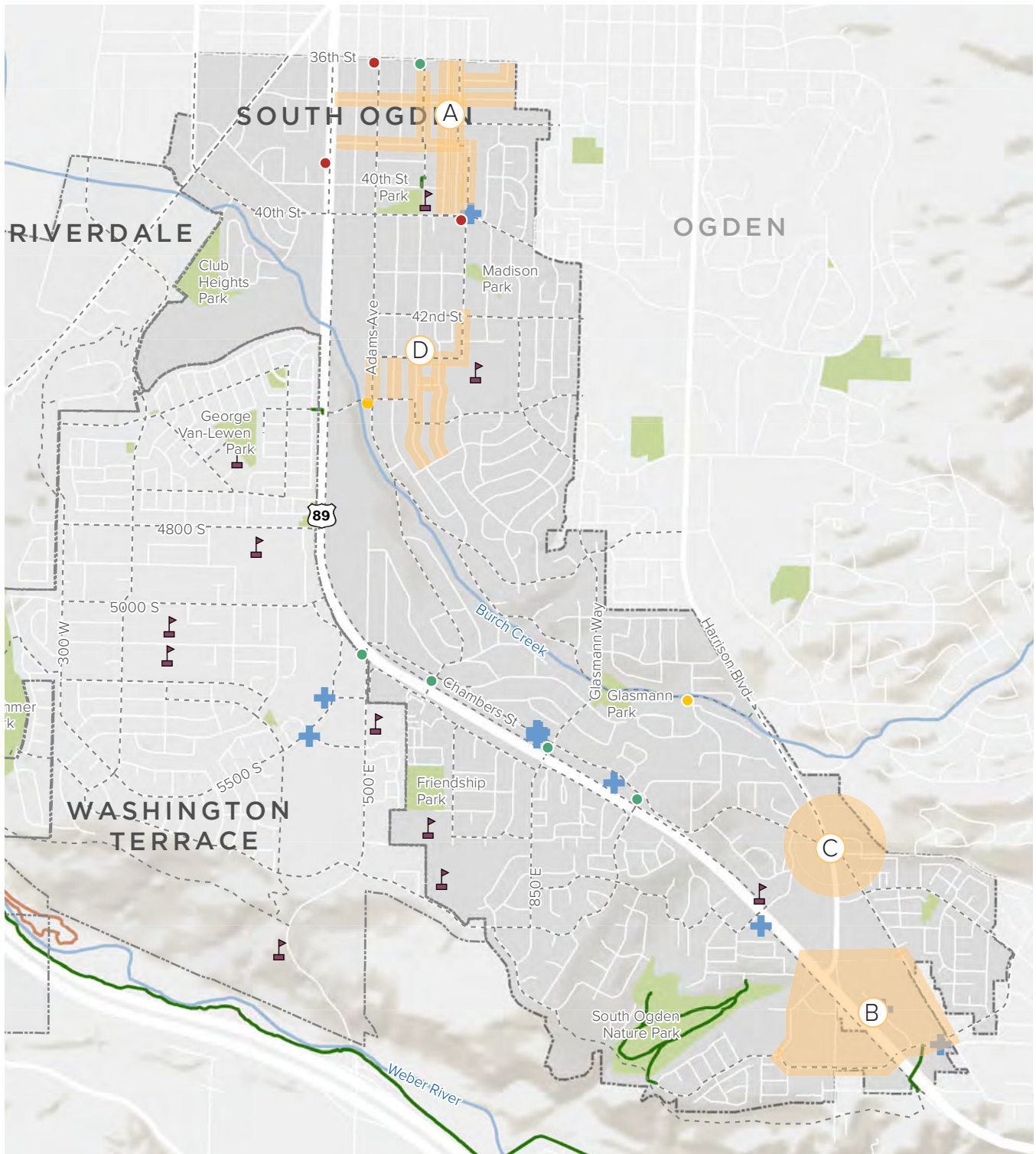
- A** Numerous sidewalks are missing in the north South Ogden neighborhoods, an area with high latent demand for walking. Some of these streets also experience a high volume of traffic, making it unsafe for walking.
- B** This commercial area lacks safe pedestrian connectors, including both sidewalks and pedestrian paths. Sidewalk and pathway construction is key to ensuring safety for those walking to shops.
- C** The intersection of Rt. 203 and 5600 S connects residential areas to shopping plazas and the fire station. There are no sidewalks on the southeast side of this junction, forcing pedestrians to walk longer distances than necessary.
- D** Adams Ave and many of the adjacent local streets have incomplete sidewalk networks. Sidewalk construction should be a priority.

TYPICAL APPLICATION

The Federal Highway Administration currently recommends that sidewalks be at least 5-feet wide if set back from the curb or 6-feet wide if at the curb face. This Plan recommends that the City require sidewalks of at least 6ft in width to allow for people to walk alongside each other and to meet ADA turning requirements. To enhance the comfort level and attractiveness of the sidewalk network, this Plan also recommends that a furnishing and frontage zone be required. A frontage zone, defined as the space between the sidewalk and the neighboring property line, should be 1-2ft wide. A furnishing zone, located between the sidewalk and roadway, should be between 5-6ft wide and can be used for mailboxes, street lighting, signage and landscaping, which are found to otherwise encroach on the ADA required minimum sidewalk width.

¹⁷ McMahon et al., 2002. An analysis of factors contributing to "Walking Along Roadway" Crashes: Research Study and Guidelines for Sidewalks and Walkways. <https://trid.trb.org/view.aspx?id=719134>

Figure 4.6 Recommended sidewalk improvements



Spot Improvements

- Signalized Crossing (SC)
- Flashing Beacon (FB)
- Enhanced Crosswalk (EC)

- City Limits
- Parks
- Streams

Bikeway Facilities

- Shared Use Path (SUP)
- Natural Surface Trail (NS)
- - - Proposed Bikeway

- + Healthcare
- 🚩 School

0 0.5 1 Miles



Data provided by the Cities of Riverdale, South Ogden, and Washington Terrace; Weber County; the Utah AGRC; UDOT; UTA; and the WFRC.
Map produced July 2020 by Alta Planning + Design.



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05

POLICY RECOMMENDATIONS



OVERVIEW

Adopted policies play a crucial role in encouraging development patterns and placemaking that are equitable and beneficial to all road users. This section outlines foundational policies that South Ogden can put in place to advance active transportation improvements and programs. These recommendations are the big picture tools that allow South Ogden to prioritize active transportation and to create a supportive environment over the long term.

POLICY RECOMMENDATIONS

The following policies are general recommendations that can provide guidance for South Ogden to adopt its own policies that are tailored to its specific needs. Policies in this section may already be codified in some form; regardless, existing policies should be revisited to consider up-to-date best practices and opportunities to improve conditions for active transportation. Recommended policies fall into the following four categories:



Amenity Requirements

People may ride bicycles more frequently if secure bicycle parking is provided at destinations. However, many destinations and businesses within South Ogden currently lack bicycle parking.



Complete Streets

Complete streets policies establish support for all transportation modes. They are especially important for active transportation because they integrate a city's consideration of these often-ignored modes at a fundamental level.



Street Connectivity

The most basic aspect of the active transportation experience is good street and pathway connectivity. For cities like South Ogden, whose growth has occurred in the last 50 years, street networks often lack connection as a result of efforts to better serve the automobile. However, high levels of street connectivity do a better job of achieving many of this Plan's goals.



Evaluation

One of the best ways to build support for future active transportation investments is to establish a program for regularly evaluating mode trends and infrastructure performance.



DEVELOP BICYCLE PARKING REQUIREMENTS AND ENCOURAGE END OF TRIP FACILITIES

NEED

South Ogden currently does not require bicycle parking for new development.

DESCRIPTION

Bicycle parking is an important component of the bicycle network. South Ogden should consider incorporating the Association of Bicycle and Pedestrian Professionals' (APBP) Bicycle Parking Guidelines into its development codes. Proper rack placement should include preferential spaces that are visible, well lit, and near entrances. Requirements should identify quantity, rack placement, and rack design.

EXAMPLES

- Association of Pedestrian and Bicycle Professionals' Bicycle Parking Guidelines
https://www.apbp.org/assets/docs/bpg_exec_summary_4-21-10.pdf



DEVELOP A REQUEST-A-RACK PROGRAM

NEED

Many existing businesses throughout South Ogden currently lack bicycle parking.

DESCRIPTION

A "Request-A-Rack" program can help address unmet demand for bicycle parking at existing businesses. Funding could be provided by the City or other local funding sources.

EXAMPLES

- Salt Lake City Bike Request
http://apps.slcgov.com/general/absolutefp/trans_BikeRack.htm
- City of Portland Bike Parking
<https://www.portlandoregon.gov/transportation/article/58384>



ADOPT COMPLETE STREETS POLICIES OR ORDINANCES

NEED

Many communities along the Wasatch Front are adopting complete streets policies to ensure that all modes are accounted for in new street design or the retrofit and maintenance of existing streets. South Ogden has not adopted such a policy.

DESCRIPTION

Locally adopted Complete Streets policies and ordinances ensure a consistent approach to street design that can endure changes in administration. In addition to standard elements, these policies should include national accessibility and design standards, like PROWAG, MUTCD, and AASHTO.

EXAMPLES

- Smart Growth America Complete Streets Local Policy Workbook
<https://smartgrowthamerica.org/resources/complete-streets-local-policy-workbook/>
- Wasatch Front Regional Council Complete Streets Policy Toolbox
<https://wfrc.org/vision-plans/wasatch-choice-2050-3/toolbox/complete-streets/>



DEVELOP A ROUTINE COMPLETE STREETS CHECKLIST

NEED

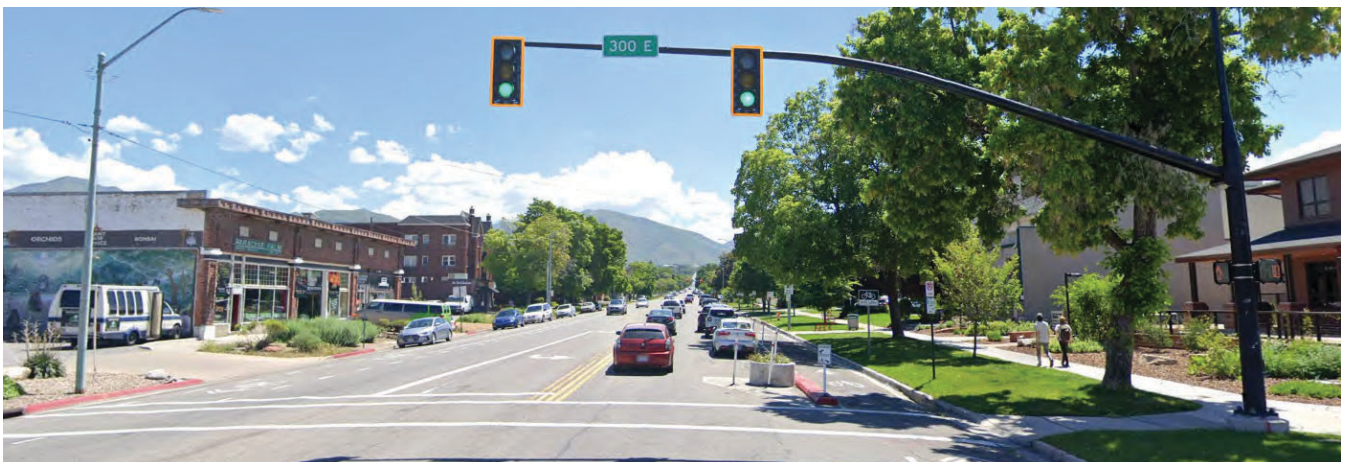
Checklists can help promote the accommodation of all modes of travel in planned transportation projects, and allow South Ogden to efficiently develop Complete Streets.

DESCRIPTION

Checklists that describe how bicycle and pedestrian accommodations were considered in the design of a transportation project can prevent missed opportunities. Early consideration of all modes in the process helps ensure accommodations for bicyclists and pedestrians and avoid costly retrofits in the future.

EXAMPLES

- MTC Complete Streets Checklist
https://mtc.ca.gov/sites/default/files/Routine_Accommodation_guidance_FINAL.pdf
- Smart Growth America
<https://www.smartgrowthamerica.org/app/legacy/documents/cs/impl/nv-southernnevadartc-checklist.pdf>
- Sioux Falls Complete Streets Checklist
http://livewellsiouxfalls.org/images/uploads/main/Sioux_Falls_Checklist_Final.pdf



Complete Streets consider the needs of all users of the roadway, not just vehicles.



DEVELOP SPECIFIC CONNECTIVITY STANDARDS FOR NEW DEVELOPMENT

NEED

South Ogden's development codes do not require the implementation of a highly connected street system.

DESCRIPTION

A Connectivity Index can be used to quantify how well a roadway network connects destinations. Several different methods can be used. Metrics can measure both motorized and non-motorized connectivity.

EXAMPLES

- Utah Street Connectivity Guide
<https://mountainland.org/img/transportation/Studies/Utah%20Street%20Connectivity%20Guide.pdf>



Disconnected street networks in parts of South Ogden make it difficult for residents to get from one point to another without traveling long distances.



REQUIRE PEDESTRIAN CONNECTIVITY THROUGH THE END OF CUL-DE-SACS

NEED

Cul-de-sacs contribute to increased travel times and distances.

DESCRIPTION

Requiring pedestrian connectivity through the end of cul-de-sacs can shorten trip distances for walking and bicycling.

EXAMPLES

- Networks of Complete Streets
<https://www.smartgrowthamerica.org/app/legacy/documents/cs/factsheets/cs-networks.pdf>
- Utah State Connectivity Guide
<https://mountainland.org/img/transportation/Studies/Utah%20Street%20Connectivity%20Guide.pdf>



Pedestrian cut-through from cul-de-sac to the South Ogden Nature Park in South Ogden. Treatments like this can help facilitate walking and biking trips between residences and other community destinations, such as parks and schools.



REQUIRE BIKE AND PED CIRCULATION PLANS WITH NEW DEVELOPMENT

NEED

Considering bicycle and pedestrian connectivity with new development projects will help promote proper planning for these modes.

DESCRIPTION

Requiring bicycle and pedestrian circulation plans with all new development projects of a certain scale, including both residential and commercial projects, will help the City of South Ogden to create a connected active transportation network. South Ogden should review these plans in detail before project approval and require developers to include suitable routes for pedestrians and bicyclists, but especially those within the “interested, but concerned” user group.

EXAMPLES

- FHWA Course on Bicycle and Pedestrian Transportation
https://safety.fhwa.dot.gov/PED_BIKE/univcourse/pdf/swless07.pdf
- Park City Zoning Code Section 15-6-5 MPD Requirements
https://parkcity.municipalcodeonline.com/book?type=ordinances#name=15-6-5_MPD_Requirements



IMPLEMENT BICYCLE AND PEDESTRIAN COUNT PROGRAM

NEED

One of the most persistent challenges facing the bicycle and pedestrian planning field is the lack of usage and demand data. Without accurate and consistent count data, it is difficult to measure the positive benefits of investments in these forms of transportation, especially when compared to other modes such as the automobile. Investing in counters will help South Ogden to quantify the success of its active transportation.

DESCRIPTION

South Ogden could establish and coordinate a count program to be executed by staff and/or volunteers on Glasmann Way or other high priority routes. South Ogden could coordinate, provide training on the counting methodology, and compile and publish results. Counts of bicyclists and pedestrians could be done manually or via the use of automatic counters. Manual counts provide additional metrics such as youth/child, helmet/no helmet, and wrong way bicycle use, which can aid in evaluating effectiveness of outreach education programs. Counts should include AM/PM peak hour for all modes at key intersections.

EXAMPLES

- FHWA Bicycle-Pedestrian Count Technology Pilot Project
https://www.fhwa.dot.gov/environment/bicycle_pedestrian/countpilot/
- San Diego Regional Bike and Pedestrian Counters
<https://www.sandag.org/index.asp?classid=34&projectid=496&fuseaction=projects.detail>

PROGRAMS

In addition to adopting active transportation oriented policies, South Ogden can focus on programs, campaigns, and collaboration with law enforcement to further their efforts in achieving the goals of this plan.

Formal programs adopted by schools, communities, or city staff play an integral role in educating citizens about active transportation and promoting safe streets. Below are just a few examples of programs that South Ogden can implement or improve.

- **Safe Routes to School:** The Safe Routes Utah program, which replaced SNAP (Student Neighborhood Access Program) helps schools and communities develop plans that inform and encourage students to walk and bike safely to school. Under Utah Law, every elementary, middle, or junior high school is required to have a Safe Routes Plan. This plan recommends that South Ogden ensure compliance with this law and that Safe Routes Plans are reviewed annually for opportunities to improve safety and increase student participation. *Lead Agencies: City of South Ogden; Weber School District; Private schools*
- **Bike Utah's Youth BEST Program:** The Youth Bicycle Education and Safety (BEST) Program teaches kids how to safely and confidently experience their communities by bicycle. The program is a 5-hour, in-class and on-bike program taught at schools around Utah. Bike Utah provides trained instructors, bicycles, helmets and all other

equipment for the program. South Ogden could work with local schools to bring this program to the city. *Lead Agencies: Bike Utah; City of South Ogden; Weber School District*

- **Regular evaluation and data collection:** One of the best ways to get support for future active transportation investments is to establish a program for regularly evaluating mode trends and infrastructure performance. South Ogden should make an effort to collect pre- and post-implementation data for all projects recommended in this plan. This data should include safety and crash statistics as well as user counts. This could be achieved through coordination with Weber State University. *Lead Agencies: City of South Ogden; Weber State University*
- **Maintenance:** Some people rely on active modes like walking and bicycling year round. Just as motor vehicle travel lanes are diligently maintained and kept clear of obstruction, equal emphasis should be placed on keeping pedestrian and bicycle facilities, including off-street paths, plowed in the winter and cleared of debris, including goat heads, throughout the year. *Lead Agencies: City of South Ogden*
- **Bike Month and associated Bike to Work/School Days:** Bike Month is a marketing method to encourage people to ride bicycles. Rather than one event, there are engaging activities throughout the month of May, providing people with multiple



Providing safe routes to school is essential in a successful active transportation network.



Open Streets events create place-making opportunities for residents and business.

opportunities and incentives to try bikes. Activities can include safety workshops, giveaways, free breakfast for bicyclists, Bike to Work Day, and Bike to School Day. See the League of American Bicyclist's Bike Month web page for more ideas: <https://bikeleague.org/bikemonth>. *Lead Agencies: City of South Ogden; Bike Utah*

- **Open Streets events:** Open Streets events bring communities together in celebration of active and healthy lifestyles and local culture. These events temporarily close a route of one or multiple streets to motorized traffic and allow pedestrians, bicyclists, vendors, and various activities to occupy the streets. Typically, events feature an iconic street with connectivity to community destinations like retail, libraries, or parks. This program could also incorporate tactical urbanism and Bike Utah. *Lead Agencies: City of South Ogden; Bike Utah*
- **Develop a local active transportation committee to discuss active transportation priorities.** Creating a volunteer active transportation committee can give residents a voice in the process and help the city to accomplish tasks. Giving this committee more freedom and power to effect change can help the city to achieve its goals. *Lead Agencies: City of South Ogden*



Hosting education events can increase the public's awareness of new facilities

ENFORCEMENT & EDUCATION

Much of the effort to make streets safer for pedestrians and bicyclists through infrastructure and policy is nullified by lack of enforcement. Some bicycle facilities can be mistaken for parking lanes or shoulders where parking is allowed. In these cases, efforts should first be made to ensure proper signage and pavement markings, including "No Parking" signs, are properly installed and maintained. Law enforcement then plays a crucial role in educating drivers about parking laws and ensuring bicycle facilities are kept clear for their intended use.

This plan recommends that South Ogden work with law enforcement, making sure officers are aware of bicycle laws and the initiatives of the city to promote active transportation. This can be done through seminars or educational presentations, or involvement of law enforcement officers in the active transportation committee.



Adding informative signage can help drivers and bicyclists to use the facilities properly.

The background of the slide features a scenic landscape. In the foreground, a paved road curves from the bottom left towards the center. To the right of the road is a grassy area with a sidewalk. Several traffic signs are visible on the right side: a large rectangular sign at the top right with a circular arrow and the text 'MA' and 'FUL'; a diamond-shaped pedestrian crossing sign; a rectangular sign with a left-turn arrow; and a smaller rectangular sign with the number '15'. In the middle ground, there is a landscaped area with large rocks and a sculpture of a person on a bicycle. The background is filled with dense green trees and shrubs, with rolling hills and mountains visible in the distance under a clear blue sky.

06

IMPLEMENTATION



OVERVIEW

Implementation of active transportation projects requires a blend of careful planning and opportunistic decision making. On-street projects, like bike lanes, can often be implemented quickly and efficiently when coordinated with planned roadway projects or pavement management activities like overlays or seal coatings. Conversely, shared-use path projects may require more extensive easement negotiations, permitting, or fundraising to reach construction.

This chapter outlines planning-level project cost estimates and different funding sources and strategies. This section also presents the criteria for prioritizing projects recommended in this plan and provides detailed implementation strategies for the priority projects, including information on project extents, length, and any important implementation notes.

IMPLEMENTATION

COST ESTIMATES

Table 6.1 gives planning-level estimates for each project type in the proposed system, including bicycle and pedestrian facilities and spot improvements, such as crossings. The estimates are derived from industry standards and labor and material costs from similar projects in Utah and the United States. They do not include costs related to inflation, permitting, environmental impacts, engineering, design, bidding services, mobilization, traffic control, land acquisition, or any other contingencies.

FUNDING SOURCES

Many funding sources are potentially available at the federal, state, regional, and local levels for South Ogden to implement projects in the Active Transportation Plan. The majority of non-local public funds for bicycle and pedestrian projects are derived through a core group of federal and state programs. Federal funds from the Surface Transportation Block Grant Program (STBGP) are allocated to UDOT and Wasatch Front Regional Council (WFRC) and distributed by these agencies proportional to population, allowing funding to get to as many different types of communities as possible. **Table 6.2** provides a list of funding sources that may be applicable to projects identified in this plan. Most of these sources are competitive and require applications. For multi-agency projects, applications may be more successful if prepared jointly with other local and regional agencies.

South Ogden should also take advantage of private contributions, if appropriate, in developing the proposed system. This could include a variety of resources, such as right-of-way donations. Additionally, South Ogden should develop a dedicated local funding source for active transportation improvements through a general fund allocation, which will be sustainable funding that can be used to leverage other sources as well as develop projects. In addition to these funds, active transportation projects can be funded through a variety of measures at the local level: bonds financing, special improvement districts, or specified local sales taxes.

Table 6.1 General Cost Estimates

Facility Type	Unit	Unit Cost	Assumptions
Bicycle Boulevards (per direction)	LF	\$3.00	double for two-way corridor cost
Shared lane marking	EACH	\$500.00	thermoplastic, spaced every 200'
Regulatory sign	EACH	\$300.00	spaced every 600'
Crossings and traffic calming			see individual items below
Bike Lanes (per direction)	LF	\$5.00	double for two-way corridor cost
6" white striping	LF	\$3.50	thermoplastic
Bike lane symbol pavement marking	EACH	\$500.00	thermoplastic, spaced every 500'
Sign	EACH	\$300.00	spaced every 600'
Buffered Bike Lanes (per direction)	LF	\$9.13	double for two-way corridor cost
Bike lane total cost	LF	\$5.00	
6" white striping	LF	\$3.50	thermoplastic
8" buffer hatching	LF	\$0.63	thermoplastic, 30' spacing
Separated Bike Lanes (per direction)	LF	\$74.50	double for two-way corridor cost
18" wide concrete curb	LF	\$70.00	cast in place
Bike lane symbol pavement marking	EACH	\$500.00	thermoplastic, spaced every 500'
Flex post installation	EACH	\$175.00	50' spacing
Sidepath	LF	\$160.00	
10' wide concrete path	LF	\$160.00	8" concrete, saw cut joints
Shared-Use Path	LF	\$130.00	asphalt
10' wide path - asphalt	LF	\$130.00	
10' wide path - concrete	LF	\$160.00	8" concrete, saw cut joints
Crossings and Traffic Calming			
Install RRFB with ped refuge island	EACH	\$25,000.00	mast arm mounted
Install pedestrian hybrid beacon	EACH	\$113,000.00	mast arm mounted
Curb extensions (per corner)	EACH	\$4,000.00	

Costs are estimated at a planning level. On-street bikeways assume proposed facilities can fit within the existing curb-to-curb cross section and do not require relocation of curb and gutter or pavement widening. Estimated costs do not include engineering, permitting, mobilization, street resurfacing, or removal of existing pavement striping.

Table 6.2 Funding Source

FEDERAL FUNDING SOURCES

Source	Summary	More Information
Fast Act	<p>In Utah, federal monies are administered through the Utah Department of Transportation (UDOT) and Council of Governments (COG's) or Metropolitan Planning Organizations (MPOs). Most, but not all, of these programs are oriented toward transportation versus recreation, with an emphasis on reducing auto trips and providing inter-modal connections. Federal funding is intended for capital improvements and safety and education programs, and projects must relate to the surface transportation system.</p> <p>There are a number of programs identified within the Fixing America's Surface Transportation Act (FAST Act) that are applicable to pedestrian and bicycle projects. These programs are discussed below.</p>	www.fhwa.dot.gov/fastact
Transportation Alternatives	<p>The FAST Act recently replaced the former Transportation Alternatives Program (TAP) with set-aside funds under the Surface Transportation Block Grant Program (STBG). For administrative purposes, the Federal Highway Administration (FHWA) refers to these funds as TA Set-Aside. Projects eligible for TA Set-Aside funds include on-and off-road active transportation facilities, improvements to non-driver access to transit, recreational trails, and safe routes to school.</p>	<p>TAP: https://www.fhwa.dot.gov/map21/qandas/qatap.cfm</p> <p>STBG: https://www.fhwa.dot.gov/fastact/factsheets/stbgfs.cfm</p> <p>Application Deadline: Selection occurs every other year</p> <p>Local Match: 20%</p>
Surface Transportation Block Grant Program (STBG)	<p>The FAST Act converts the long-standing Surface Transportation Program (STP) into the Surface Transportation Block Grant Program. The STGB promotes flexibility in State and local transportation decisions and provides flexible funding to best address State and local transportation needs. Eligible projects include all prior STP eligibilities; additional eligibilities can be found on FHWA's website using the link at right. The WFRC and the State are responsible for distributing these funds, which are allocated by FHWA.</p>	<p>https://www.fhwa.dot.gov/fastact/factsheets/stbgfs.cfm</p> <p>Application Deadline:</p> <p>Local Match:</p>

Table 6.2 Funding Source, Cont'd

FEDERAL FUNDING SOURCES

Source	Summary	More Information
Recreational Trails	<p>These funds may be used to develop and maintain recreational trails and trail-related facilities for both active and motorized recreational trail uses. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, and other active and motorized uses. These funds are available for both paved and unpaved trails, but may not be used to improve roads for general passenger vehicle use or to provide shoulders or sidewalks along roads.</p> <p>Recreational Trails Program funds may be used for:</p> <ul style="list-style-type: none"> • Maintenance and restoration of existing trails • Purchase and lease of trail construction and maintenance equipment • Construction of new trails, including unpaved trails • Acquisition or easements of property for trails • State administrative costs related to this program (limited to seven percent of a state's funds) • Operation of educational programs to promote safety and environmental protection related to trails (limited to five percent of a state's funds) • Grant applications are typically due in April each year. 	<p>https://stateparks.utah.gov/resources/grants/recreational-trails-program/</p> <p>Application Deadline: May 1, annually</p> <p>Local Match: 50/50 sponsor match</p>
Highway Safety Improvement Program (HSIP)	<p>HSIP provides \$2.4 billion nationally for projects and programs that help communities achieve significant reductions in traffic fatalities and serious injuries on all public roads, bikeways, and walkways. Infrastructure and non-infrastructure projects are eligible for HSIP funds. Pedestrian and bicycle safety improvements, enforcement activities, traffic calming projects, and crossing treatments for active transportation users in school zones are examples of eligible projects. All HSIP projects must be consistent with the state's Strategic Highway Safety Plan (SHSP).</p>	<p>For information specific to HSIP in the state of Utah, visit: https://www.udot.utah.gov/main/f?p=100:pg:0:::1:T,V:2933,</p> <p>Application Deadline: Ongoing</p>
Centers For Disease Control And Prevention Grants (CDC)	<p>The CDC provides funding opportunities for several different organization and jurisdiction types that can potentially support pedestrian and bicycle infrastructure, planning or other support programs.</p>	<p>https://www.cdc.gov/grants/</p> <p>Application Deadline: Varies</p> <p>Local Match:</p>

Table 6.2 Funding Source, Cont'd

FEDERAL FUNDING SOURCES

Source	Summary	More Information
Rivers, Trails, and Conservation Assistance Program	The Rivers, Trails, and Conservation Assistance Program (RTCA) is a National Parks Service (NPS) program providing technical assistance via direct NPS staff involvement to establish and restore greenways, rivers, trails, watersheds and open space. The RTCA program provides only for planning assistance—there are no implementation monies available. Projects are prioritized for assistance based on criteria including conserving significant community resources, fostering cooperation between agencies, serving a large number of users, encouraging public involvement in planning and implementation, and focusing on lasting accomplishments. This program may benefit trail development in the region indirectly through technical assistance, particularly for community organizations, but should not be considered a future capital funding source.	https://www.nps.gov/orgs/rtca/apply.htm Application Deadline: June 30, annually
Community Development Block Grant Program (CDBG)	The Community Development Block Grants (CDBG) program provides money for streetscape revitalization, which may be largely comprised of pedestrian improvements. Federal CDBG grantees may “use Community Development Block Grants funds for activities that include (but are not limited to): acquiring real property; reconstructing or rehabilitating housing and other property; building public facilities and improvements, such as streets, sidewalks, community and senior citizen centers and recreational facilities; paying for planning and administrative expenses, such as costs related to developing a consolidated plan and managing Community Development Block Grants funds; provide public services for youths, seniors, or the disabled; and initiatives such as neighborhood watch programs.” Trails and greenway projects that enhance accessibility are the best fit for this funding source. CDBG funds could also be used to create an ADA Transition Plan. States designate CDBG funds to “entitlement communities” – generally major cities with more than 50,000 people – and “non-entitlement communities”.	https://www.daviscountyutah.gov/ced/planning/grant-program/cdbg Application Deadline: Mandatory “How to Apply” workshops held annually in October/ November
Federal Lands Access Program (FLAP)	The FLAP program funds improvement to transportation facilities that provide access to Federal lands. These funds supplement State and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators. Administered by the State, funds are allocated based on road mileage, number of bridges, land area, and visitation. Projects are selected by a Programming Decision Committee (PDC) established in each state.	https://flh.fhwa.dot.gov/programs/flap/ Application Deadline: Varies.

Table 6.2 Funding Source, Cont'd

FEDERAL FUNDING SOURCES

Source	Summary	More Information
Land and Water Conservation Fund	The Land and Water Conservation Fund (LWCF) provides grants for planning and acquiring outdoor recreation areas and facilities, including trails. Funds can be used for right-of-way acquisition and construction. The program is administered by Utah State parks as a grant program. Any projects located in future parks could benefit from planning and land acquisition funding through the LWCF. Funding is also available for new parks, and trail corridor acquisition can be funded with LWCF grants as well.	https://www.nps.gov/subjects/lwcf/stateside.htm Application Deadline: Spring, annually Local Match: 50/50 match
EPA Green Infrastructure Grants	The EPA offers a number of grant resources that serve to improve clean water in communities such as the EPA Clean Water State Revolving Fund, EPA Clean Water Act Non point Source Grant and EPA Community Action for a Renewed Environment (CARE) Grants.	More information on these, and other funding sources can be found through the EPA's website: https://www.epa.gov/green-infrastructure/green-infrastructure-funding-opportunities
Enhanced Mobility of Seniors & Individuals with Disabilities	Section 5310 of the FAST ACT – Enhanced Mobility of Seniors and Individuals with Disabilities provides capital and operating costs to provide transportation services and facility improvements that exceed those required by the Americans with Disabilities Act. Examples of pedestrian/ accessibility projects funded in other rural communities include installing Accessible Pedestrian Signals (APS), enhancing transit stops to improve accessibility, and establishing regional one-click systems.	https://www.transit.dot.gov/funding/grants/enhanced-mobility-seniors-individuals-disabilities-section-5310 Application Deadline: Local Match: 20% minimum
Additional FTA Funding Sources for Bike/Ped Infrastructure	Most Federal Transit Administration (FTA) funding can be used to fund pedestrian and bicycle projects that “enhance or are related to public transportation facilities.”	https://www.transit.dot.gov/

Table 6.2 Funding Source, Cont'd

STATE FUNDING SOURCES

Source	Summary	More Information
Class B & C Road Funds	Class B & C roads are all public roads which are not state or federal roads. Funds are generated from a combination of state fuel taxes, registration fees, driver license fees, and other revenue sources. County roads are financed by Class B funds, while roads owned by incorporated municipalities are financed by Class C funds. Enhancement of traffic and pedestrian safety, including sidewalks, safety features, signals, and bicycle facilities are examples of permissible uses of these funds.	Regulations Governing Class B & C Road Funds: https://www.udot.utah.gov/main/f?p=100:pg:0:::V,T,134
Safe Routes To School (SRTS) & Safe Routes Utah	The SRTS and Safe Routes Utah programs are sources of funding for education, enforcement, evaluations, and infrastructure improvements (e.g. sidewalks, bike parking, etc.) that encourage elementary and middle school students to walk or bike to school. The Utah Department of Transportation (UDOT) administers these programs using Federal Surface Transportation Block Grant Set-Aside funds and Highway Safety Improvement Program funds.	https://www.udot.utah.gov/main/f?p=100:pg:0:::V,T,1388g:0:::V,T,1388f?p=100:pg:0:::T,V:1388 Application Deadline: July, annually
Safe Sidewalk Program	The legislature of the State of Utah has recognized the need for adequate sidewalk and pedestrian safety devices. State policy declares that “pedestrian safety” considerations shall be included in all State highway engineering and planning for all projects where pedestrian traffic would be a significant factor. The Safe Sidewalks Program provides a legislative funding source for construction of new sidewalks adjacent to state routes where sidewalks do not currently exist and where major construction or reconstruction of the route, at that location, is not planned for ten or more years.	https://www.udot.utah.gov/main/f?p=100:pg:0:::1:T,V:583 , Local Match: 25%
UDOT - Maintenance Program	UDOT’s routine street resurfacing can be used as an opportunity to add bikeways or buffers to existing facilities. This option does not require additional funding. The FHWA provides a handout on using routine resurfacing projects to implement bike facilities (see more information link).	https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/resurfacing/resurfacing_workbook.pdf

Table 6.2 Funding Source, Cont'd

STATE FUNDING SOURCES

Source	Summary	More Information
Utah Outdoor Recreation Grant	The Utah Outdoor Recreation Grant is intended to improve recreational opportunities through the construction of trails, pathways, and other recreational amenities. The program is administered through the Governor's Office of Economic Development. Grant awards in 2019 may range from \$5,000 to \$250,000. A 50% match is required however 25% of the total grant award may be provided through in-kind services.	https://business.utah.gov/outdoor/uorg/ Application Deadline: March, annually Local Match: 50/50
UDOT Transportation Investment Funds (TIF)	Transportation investment funds are a relatively new funding source for active transportation projects in Utah. The program, created in 2005, has traditionally funded roadway capacity projects, however in 2018 the passage of SB 72 added standalone active transportation projects as an approved project type. Active transportation projects should help mitigate congestion and be included in an active transportation plan approved by UDOT. Projects require a 40% non-state match and can be used for design, construction, or maintenance of TIF-constructed facilities.	https://wfrc.org/PublicInvolvement/GovernmentalAffairs/2019/SB72TransportationGovFundRevs.pdf Local Match: 40%
UDOT Transit Transportation Investment Funds (TTIF)	The UDOT Transit Transportation Investment Fund (TTIF) can be used for public transit capital development of new capacity projects. This fund can also be used to aid in first mile/last mile decisions.	https://wfrc.org/PublicInvolvement/GovernmentalAffairs/2019/SB72TransportationGovFundRevs.pdf Local Match: 40%
Bike Utah 1,000 Miles Campaign	In 2017, Governor Herbert initiated the 1,000 Miles Campaign to build 1,000 miles of family-friendly bike paths, lanes, and trails by 2027. Bike Utah supports this effort by offering strategic planning, technical assistance, and connections to financial resources so that communities can begin or continue developing bicycling in their area.	https://www.bikeutah.org/1000miles/

PROJECT PRIORITIZATION

The following project prioritization methodology should serve as a general guide for prioritizing investment in the active transportation system; however, flexibility in implementation is highly encouraged when opportunities arise to share resources, achieve cost savings, or partner with other agencies. For each project identified as part of the proposed system, scoring was established based on criteria and weighting agreed upon by the project's Steering Committee. The categories and individual criteria are outlined below.

PRIORITIZATION CRITERIA

The project prioritization framework relies upon category-based criteria which were developed through consideration of the project goals identified in Chapter 2 and public input received during the existing conditions analysis. The following criteria have been applied to each facility and each recommended facility will be assigned a numeric value to the degree it meets the criteria requirements. The criteria values are outlined in [Table 6.3](#). The criteria multipliers can be adjusted by the municipality to better align with South Ogden's values and priorities in the future.



Safety

Maintaining or improving safety is a prerequisite for all bicycle and pedestrian projects. One of the goals of this plan is to establish a system that makes walking and biking safer and more comfortable for people of all ages and abilities. Pedestrian and bicycle facilities that achieve this are typically characterized by physical separation from motor traffic and/or being located on a street that experiences low traffic volumes and operating speeds. Projects that address or remedy existing safety issues for bicyclists and/or pedestrians and/or are located at the location of a crash that involved a bicyclist or pedestrian qualify for this criterion.



Access to Schools

Many parents don't feel comfortable sending their children to school on foot or bicycle due to unsafe roadways or crossings. One of the goals of this plan is to enable more students, faculty, and staff to access schools by walking or bicycling. Any recommendation that provides new or enhanced access to schools qualifies for this criterion.



Access to Parks or Civic Centers

Any transportation infrastructure is only as useful as the degree to which it connects users to their destinations. Even trails predominantly used for recreation are more attractive and more highly used as a means of utilitarian transportation when they connect to meaningful places such as parks and other civic destinations. Increasing bicycle and pedestrian connectivity to these destinations will allow many trips to be converted from a single occupancy, motorized vehicle trip to a bike or walking trip. Any recommendation that provides new or enhanced access to parks or civic centers qualifies for this criterion.



Access to Retail

Retail destinations act as key community gathering places for local residents. However, these destinations are often difficult to travel to due to unsafe roadways, poor street crossings, and lack of bicycle-related amenities at the destination. One of the goals of this plan is to enable more residents to access these destinations by walking or bicycling. Any recommendation that provides new or enhanced access to retail destinations qualifies for this criterion.



Multi-Modal Access

People are much more likely to use transit if they can access it by bike or on foot. Improving connections to bus stops and park-and-ride locations will improve perceived safety and convenience as well as encourage people to use public transportation more often. Facilities that provide this connectivity to transit qualify for this criterion.



Connectivity to Existing Facilities

Any transportation infrastructure is only as useful as the degree to which it connects users to common destinations and other active transportation routes. Even trails predominantly used for recreation are more attractive and more highly used as a means of utilitarian transportation when they connect to schools, parks, commercial centers, libraries, other civic destinations, and other trails. Increasing bicycle and pedestrian connectivity to these destinations will allow many trips to be converted into walking and bicycling trips. Any facilities, including spot improvements, that grant new or improved direct access to existing facilities qualify for this criterion.



Public Support

Public support is an important criterion when evaluating potential bicycle and pedestrian facility improvements. Through public support and public use, active transportation will become a more “normal” form of transportation. Throughout the planning process for the South Ogden Active Transportation Plan, the project team received feedback from more than 200 people via online surveys and interactive maps. Because public support can give implementation efforts the necessary momentum to reach construction, streets/locations that were identified by the public as desirable for a future pedestrian and/or bicycle improvement qualify for this criterion.



Funding Suitability or Partnerships

Projects that can be funded by a mainstream funding source (e.g. General Fund Capital Improvement Program) are much more likely to be funded than those that aren't. Any proposed bicycle and pedestrian facilities that have strong potential to meet the requirements of known funding mechanisms qualify for this criterion.

Table 6.3 Project prioritization scoring table

Criteria	Score	Multiplier	Total	Description
Safety	2	1.80		Addresses locations with high rates of bicycle/pedestrian crashes (multiple times)
	1			Addresses locations with moderate rates of bicycle/pedestrian crashes (once)
	0			Does not address locations with bike/pedestrian crashes
Access to schools	2	1.73		Provides new or enhanced access to multiple schools
	1			Provides new or enhanced access to one school
	0			Does not provide new or enhanced access to schools
Access to parks or civic centers	2	1.70		Provides new or enhanced access to multiple parks or civic centers
	1			Provides new or enhanced access to one park or civic center
	0			Does not provide new or enhanced access to parks or civic centers
Access to retail	2	1.70		Provides new or enhanced access to multiple retail destinations
	1			Provides new or enhanced access to one retail destination
	0			Does not provide new or enhanced access to retail
Multi-modal access	2	1.65		Provides access to two or more alternative transportation modes
	1			Provides access to one alternative mode of transportation
	0			Does not provide access to alternative modes of transportation
Connectivity to existing facilities	2	1.65		Connects directly to multiple existing trails or bike facilities
	1			Connects directly to one existing trail or bike facility
	0			Does not connect directly to an existing trail or bike facility
Public support	2	1.60		Street/location was identified by the public as desirable for a future facility (multiple times)
	1			Street/location was identified by the public as desirable for a future facility (once)
	0			Was not identified by the public as desirable for a future facility
Funding suitability	2	1.50		Fits within a specific funding mechanism
	0			Does not fit within a specific funding mechanism

This prioritization scoring system is intended to be a flexible tool in determining implementation priorities. Opportunistic implementation should be pursued where feasible. Changing transportation patterns, political landscapes, or other emerging trends likely will also influence the ultimate funding and implementation of specific projects.

PRIORITY PROJECTS

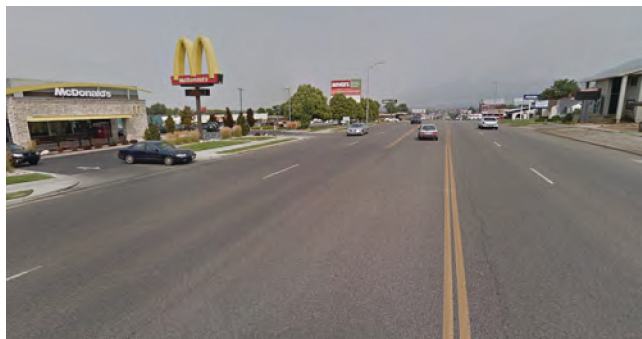
Using the project prioritization scoring matrix, the following projects ranked the highest. [See Figure 6.3](#) for a map of these projects and [Tables A.3 and A.4](#) in Appendix 1 for full score sheets.

Priority Linear Projects

- Bicycle boulevard on 700 East / 5600 South
- Bicycle boulevard on Wasatch Drive
- Buffered bike lanes on Harrison Boulevard
- Bicycle boulevard on 5875 South / 5700 South
- Bicycle boulevard on 5400 South

Priority Spot Improvements

- Signalized crossing at U.S. Route 89 and McDonald's
- Signalized crossing at Adams Ave and 36th Street
- Enhanced crosswalk at Jefferson Ave and 36th Street
- Signalized crossing at Madison Ave and 40th St
- Enhanced crosswalk at Chambers Street and Glasmann Way



Adding an enhanced crossing on U.S. Route 89 will promote safety of those wanting to cross mid-block.

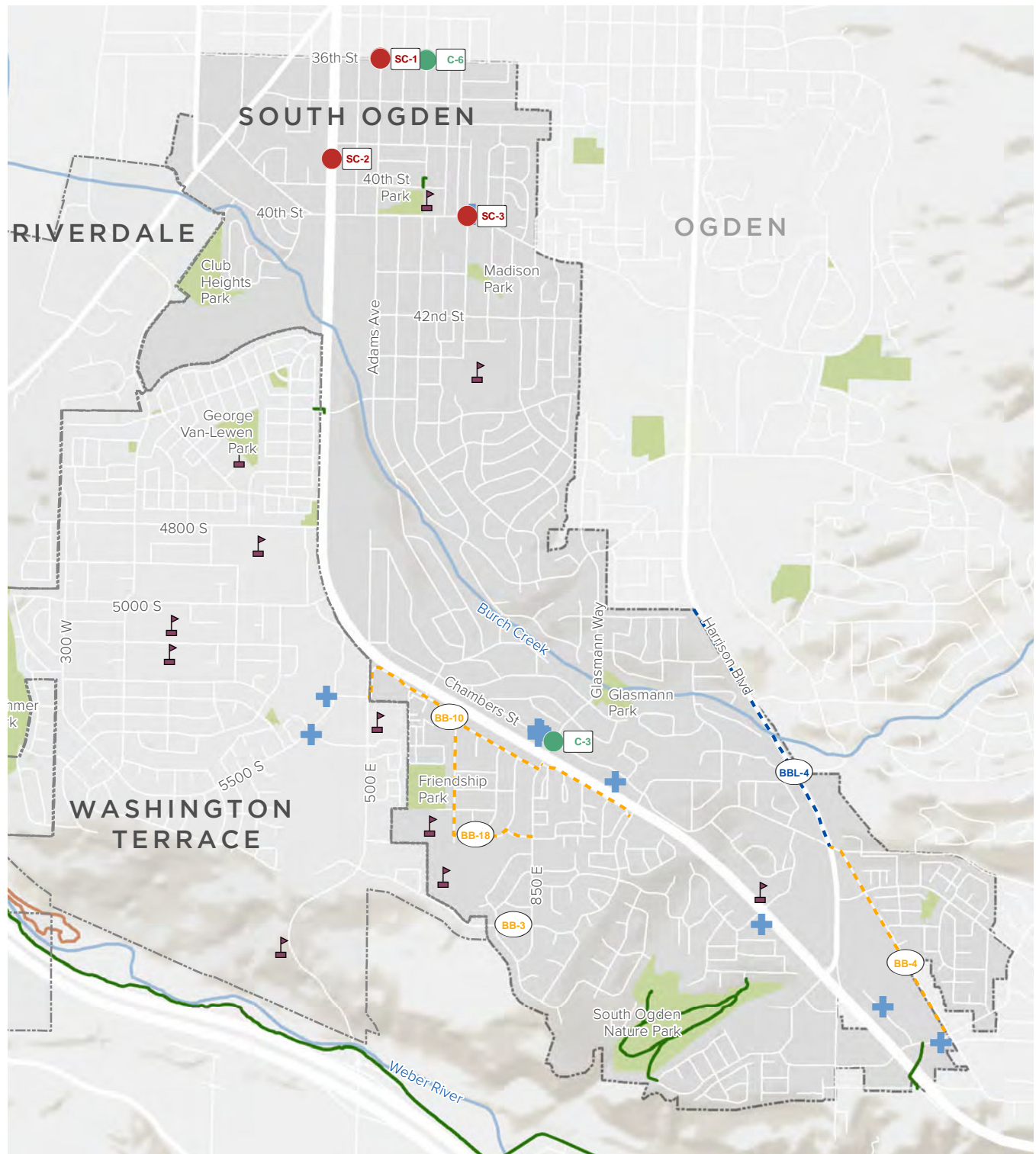


Developing buffered bike lanes on Harrison Blvd will allow for safer travel between South Ogden and Ogden.



Creating bike lanes, such as those on 700 West, will open up a variety of new bicycling routes for those traveling to/from South Ogden.

Figure 6.3 Priority Projects



Linear Facilities

- Existing Shared Use Path
- - - Proposed Buffered Bike Lane (BBL)
- - - Proposed Bicycle Boulevard (BB)

Spot Improvements

- Signalized Crossing (SC)
- Enhanced Crosswalk (EC)

0 0.5 1 Miles



Data provided by the Cities of Riverdale, South Ogden, and Washington Terrace; Weber County; the Utah AGRC; UDOT; UTA; and the WFRC.
Map produced July 2020 by Alta Planning + Design.



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APPENDIX A

IMPLEMENTATION TABLES



RECOMMENDED FACILITIES

This appendix provides detailed information about each recommended facility, including the corridor/ street name, extents, length, and implementation notes.

IMPLEMENTATION TABLES

The following tables contain information for each recommended project from [Figures 4.3 and 4.5](#) regarding route corridor, recommended facility type, corridor extents, overall length, and implementation notes.

Table A.1 Proposed Bicycle and Pedestrian Linear Facilities

ID	Facility	Corridor	Start	End	Notes	Length (mi)
BB-1	Bicycle Boulevard	Eastwood Blvd	Wasatch Drive	Skyline Dr	Add shared lane markings and signage.	0.6
BB-2	Bicycle Boulevard	Ben Lomond Ave / Chambers St	Adams Ave	1050 E	Add shared lane markings and signage.	0.4
BB-3	Bicycle Boulevard	5875 S 5700 S	Highway 89	Junior High School	Add shared lane markings and signage.	0.2
BB-4	Bicycle Boulevard	Wasatch Drive	Harrison Blvd	Skyline Dr	Add shared lane markings and signage.	0.2
BB-5	Bicycle Boulevard	Edgewood Dr	Burch Creek Dr	Glasmann Way	Add shared lane markings and signage.	0.3
BB-6	Bicycle Boulevard	Adams Ave	40th St	Cityline	Add shared lane markings and route signage.	0.5
BB-7	Bicycle Boulevard	42nd St	Adams Ave	End of road	Add shared lane markings and signage	0.6
BB-8	Bicycle Boulevard	Cassle Dr	5700 S	South Ogden Nature Park	Add shared lane markings and signage.	0.4
BB-9	Bicycle Boulevard	1050 E	5700 S	Highway 89	Add shared lane markings and signage.	0.6
BB-10	Bicycle Boulevard	5400 S	Adams Ave Park-way	1050 E	Add shared lane markings and signage.	0.3
BB-11	Bicycle Boulevard	Bel Mar Dr	Madison Ave	Quincy Ave	Add shared lane markings and signage.	0.3
BB-12	Bicycle Boulevard	Madison Ave	43rd St	36th St	Add shared lane markings and signage.	0.2
BB-13	Bicycle Boulevard	Jefferson Ave	39th St	36th St	Expand pedestrian path to shared use path and create bicycle boulevard along Jefferson Ave.	0.2
BB-14	Bicycle Boulevard	Sunset Dr	5300 S	Ben Lomond Ave	Add shared lane markings and signage.	0.1
BB-15	Bicycle Boulevard	45th St / Jefferson Ave	Adams Ave	McKay Dee Hospital	Add shared lane markings and signage.	0.7
BB-16	Bicycle Boulevard	43rd St	Adams Ave	Burch Creek Elementary	Add shared lane markings and signage.	0.3
BB-17	Bicycle Boulevard	Burch Creek Hollow	Burch Creek / Glasmann Way	Burch Creek Dr	Add shared lane markings and signage.	0.6

ID	Facility	Corridor	Start	End	Notes	Length (mi)
BB-18	Bicycle Boulevard	700 E / 5600 S	5300 S	850 E	Add shared lane markings and signage.	0.6
BB-19	Bicycle Boulevard	Skyline Dr / Ridgeline Dr	South Ogden Nature Park	Highway 89	Add shared lane markings and signage.	0.9
BB-20	Bicycle Boulevard	5700 S	850 E	Highway 89	Add shared lane markings and signage.	0.9
BB-21	Bicycle Boulevard	1050 E	Highway 89	5600 S	Add shared lane markings and bike route signage.	0.1
<i>Bicycle Boulevard Total</i>						8.8
CL-1	Climbing Lane / Shared Lane	Burch Creek Dr	Highway 89	Edgewood Dr	Narrow travel lanes to 11'. Remove on-street parking from one side of street. Create 6' bike lane in uphill lane. Add shared lane markings in downhill lane.	0.8
CL-2	Climbing Lane / Shared Lane	Monroe Blvd	40th St	Glasman Way	Narrow travel lanes to 11'. Remove on-street parking from one side of street. Create 6' bike lane in uphill lane. Add shared lane markings in downhill lane.	0.6
<i>Climbing Lane / Shared Lane Total</i>						1.3
BL-1	Bike Lane	5600 S	1050 E	Harrison Blvd	Narrow travel lanes to 11'. Add two 6' bike lanes. Remove parking from one side of the street.	0.7
BL-2	Bike Lane	Glasman Way	Highway 89	Cityline	Narrow travel lanes to 11' and turning lane to 10'. Create two 6' bike lanes. Keep 8' parking on both sides of road.	0.8
BL-3	Bike Lane	Edgewood Dr	Burch Creek Dr	Cityline	Narrow travel lanes to 11'. Add 7' bike lanes on both sides of road. Maintain 8' parking lanes.	0.5
BL-4	Bike Lane	Adams Ave	Edgewood Dr	Cityline	Narrow travel lanes to 11' and add 6' bike lanes on both sides of road. Option 2: Add sharrows.	0.9
BL-5	Bike Lane	850 E	Highway 89	5875 S	Narrow travel lanes to 121' and turning lane to 10'. Create 6' bike lanes. Keep 8' parking lane on both sides of road.	0.5
BL-6	Bike Lane	Riverdale Road	Riverdale cityline	Ogden cityline	Develop bike lane in shoulder area on Riverdale Road. This is a UDOT road, so ensure compatibility with UDOT standards.	0.5
<i>Bike Lane Total</i>						4.0
BBL-1	Buffered Bike Lane	Skyline Dr	Highway 89	Cityline	Narrow travel lanes to 12'. Add two 6' bike lanes with 2' buffer on both sides. Keep 9' parking lane.	0.4
BBL-2	Buffered Bike Lane	4400 S	Washington Blvd	Adams Ave	Narrow travel lanes to 12'. Add two 6' bike lanes with 2' buffer on traffic side.	0.2
BBL-3	Buffered Bike Lane	Highway 89	40th St	Cityline	Narrow travel lanes to 11'. Develop 6' bike lane with 3' buffer from traffic. Coordinate with Ogden City and UDOT.	0.5

Table A.1 Proposed Bicycle and Pedestrian Linear Facilities, Cont'd

ID	Facility	Corridor	Start	End	Notes	Length (mi)
BBL-4	Buffered Bike Lane	Harrison Blvd	5600 S / Combe Rd	Cityline	Work with UDOT and Ogden City to develop buffered bike lane along both sides of Harrison Blvd.	0.9
Buffered Bike Lane Total						2.1
SUP-1	Shared Use Path	Stevens Pathway	South Ogden Nature Park	Highway 89	Work with Uintah and Trails Foundation to develop shared use path connection from the existing Highway 89 underpass to the South Ogden Nature Park. Requires multi-jurisdictional coordination and property acquisition.	1.0
SUP-2	Shared Use Path	Highway 89	Cityline	40th St	Work with UDOT to develop shared use path along Rt 89, connecting the proposed shared use path from Uintah. It will remain on the W side of 89 until Crestwood Dr, then cross to the east side until 40th St.	3.7
SUP-3	Shared Use Path	42nd St	42nd St	McKay Dee Hospital	Create connection from 42nd St to McKay Dee complex.	0.1
SUP-4	Shared Use Path	South Ogden Nature Park	1055 E	Ridgeline Cir	Develop shared use path from 1055 E to Ridgeline Cir using property within the South Ogden Nature Park.	0.3
SUP-5	Shared Use Path	Burch Creek	Burch Creek Rd	Harrison Blvd	Develop shared use path along the Burch Creek corridor.	0.6
SUP-6	Shared Use Path	Connector	45th St	McKay Dee Hospital	Create shared use path connection from dead end street to McKay Dee complex.	0.1
Shared Use Path Total						5.7
FS-1	Future Study	40th St	Riverdale Rd	Cityline	Potential for sidepath. Widen sidewalk on southern side of road by 3'. Create buffer between roadway and path. Paint path for two direction travel. Future study to explore bicycle/pedestrian improvements along Wall Ave/40th St	1.1
FS-2	Future Study	Wall Ave	Riverdale Rd	Cityline	Future study to explore bicycle/pedestrian improvements along Wall Ave / 40th St.	0.4
Future Study Total						1.5

Table A.2 Proposed Spot Improvements

ID	Facility	Location	Notes	Jurisdiction
EC-1	Enhanced Crosswalk	Chambers St and Ben Lomond Ave	Add high visibility crosswalk and signage. Consider curb extensions.	South Ogden
EC-4	Enhanced Crosswalk	Adams Ave and Highway 89	Consider removal of free right turn lanes off and onto Washington Blvd. Note that Highway 89 is a UDOT road, so requires coordination with UDOT.	South Ogden / UDOT
EC-6	Enhanced Crosswalk	5600 S and Harrison Blvd	Straighten intersection. Consider adding sidewalks on southeast corner.	South Ogden
EC-8	Enhanced Crosswalk	Jefferson Ave and 36th St	Add high visibility crosswalk and signage.	South Ogden / Ogden
EC-5	Enhanced Crosswalk	Chambers St and 1050 E	Add high visibility pavement markings and signage. Add curb extensions and median refuge island to protect bicyclists and pedestrians and to shorten crossing.	South Ogden
EC-3	Enhanced Crosswalk	Chambers St and Glasmann Way	Add high visibility pavement markings and signage. Add curb extensions and median refuge island to protect bicyclists and pedestrians and to shorten crossing.	South Ogden
EC-2	Enhanced Crosswalk	Adams Ave and 4400 S	Add high visibility crosswalk, signage, and curb extensions.	South Ogden
FB-1	Flashing Beacon	Burch Creek Path and 1300 E	Add high visibility crosswalk, signage, and curb extensions.	South Ogden
SC-1	Signalized Crossing	Adams Ave and 36th St	Consider adding pedestrian hybrid beacon with high visibility pavement markings, curb extensions, and signage.	South Ogden / Ogden
SC-2	Signalized Crossing	Highway 89 and McDonalds	Add pedestrian hybrid beacon and pedestrian refuge island. Note that Highway 89 is a UDOT road, so requires coordination with UDOT.	South Ogden / UDOT
SC-3	Signalized Crossing	Madison Ave and 40th St	Future traffic signal. Develop safe pedestrian crossing in line with future traffic signal.	South Ogden

Table A.3 Linear Project Prioritization

ID	Facility	Corridor	Start	End	Safety	Access to schools	Access to parks or civic centers	Access to retail	Multi-modal access	Connectivity to existing facilities	Public support	Funding suitability	Total
Multiplier					1.8	1.73	1.7	1.7	1.65	1.65	1.6	1.5	
SUP-2	Shared Use Path	Rt 89	Cityline	40th St	3.6	3.46	3.4	3.4	1.65	3.3	3.2	1.5	23.51
FS-1	Future Study	40th St	Riverdale Rd	Cityline	3.6	3.46	3.4	3.4	1.65	0	1.6	1.5	18.61
SUP-1	Shared Use Path	Stevens Pathway	S. Ogden Nature Park	Highway 89	1.8	0	3.4	3.4	1.65	3.3	1.6	1.5	16.65
BB-6	Bicycle Boulevard	Adams Ave	40th St	Cityline	1.8	1.73	3.4	1.7	1.65	0	0	1.5	11.78
BB-21	Bicycle Boulevard	1050 E	Rt 89	5600 S	3.6	0	0	3.4	1.65	0	1.6	1.5	11.75
BBL-3	Buffered Bike Lane	Rt 89	40th St	Cityline	3.6	0	0	3.4	1.65	0	1.6	1.5	11.75
BL-6	Bike Lane	Riverdale Road	40th St	Cityline	3.6	0	0	3.4	1.65	0	1.6	1.5	11.75
BB-13	Bicycle Boulevard	Jefferson Ave	39th St	36th St	0	3.46	3.4	1.7	1.65	0	0	1.5	11.71
BB-20	Bicycle Boulevard	5700 S	850 E	Highway 89	0	3.46	0	3.4	1.65	0	1.6	1.5	11.61
BB-1	Bicycle Boulevard	Eastwood Blvd	Wasatch Drive	Skyline Dr	1.8	0	1.7	1.7	1.65	0	3.2	1.5	11.55
BB-2	Bicycle Boulevard	Ben Lomond / Chambers St	Adams Ave	1050 E	3.6	0	0	3.4	1.65	0	0	1.5	10.15
FS-2	Future Study	Wall Ave	Riverdale Rd	Cityline	3.6	0	0	3.4	1.65	0	0	1.5	10.15
BB-19	Bicycle Boulevard	Skyline Dr / Ridgeline Dr	S. Ogden Nature Park	Rt 89	1.8	0	0	3.4	1.65	1.65	0	1.5	10
BBL-1	Buffered Bike Lane	Skyline Dr	Hwy 89	Cityline	1.8	0	0	3.4	1.65	0	1.6	1.5	9.95
BL-1	Bike Lane	5600 S	1050 E	Harrison Blvd	1.8	0	0	3.4	1.65	0	1.6	1.5	9.95
BB-12	Bicycle Boulevard	Madison Ave	43rd St	36th St	0	1.73	3.4	1.7	0	0	1.6	1.5	9.93
BL-2	Bike Lane	Glasmann Way	Hwy 89	Cityline	1.8	0	3.4	0	0	0	3.2	1.5	9.9
BB-18	Bicycle Boulevard	700 E / 5600 S	5300 S	850 E	0	3.46	3.4	0	0	0	0	1.5	8.36
BB-4	Bicycle Boulevard	Wasatch Drive	Harrison Blvd	Skyline Dr	1.8	0	0	3.4	0	0	1.6	1.5	8.3
BBL-4	Buffered Bike Lane	Harrison Blvd	5600 S / Combe Rd	Cityline	1.8	0	0	3.4	0	0	1.6	1.5	8.3
BB-3	Bicycle Boulevard	5875 S/5700 S	Hwy 89	Junior High School	0	3.46	1.7	0	0	0	1.6	1.5	8.26
BB-10	Bicycle Boulevard	5400 S	Adams Ave Pkwy	1050 E	1.8	0	0	1.7	1.65	0	1.6	1.5	8.25
BB-8	Bicycle Boulevard	Cassle Dr	5700 S	S. Ogden Nature Park	0	1.73	3.4	0	0	0	1.6	1.5	8.23
BB-9	Bicycle Boulevard	1050 E	5700 S	Hwy 89	0	0	0	3.4	1.65	0	1.6	1.5	8.15
BL-5	Bike Lane	850 E	Hwy 89	5875 S	0	0	1.7	1.7	1.65	0	1.6	1.5	8.15
BL-4	Bike Lane	Adams Ave	Edgewood Dr	Cityline	0	0	1.7	1.7	0	0	3.2	1.5	8.1
BB-17	Bicycle Boulevard	Burch Creek Hollow	Burch Creek / Glasmann Way	Burch Creek Dr	0	0	1.7	0	0	1.65	3.2	1.5	8.05
SUP-4	Shared Use Path	S.Ogden Nature Park	1055 E	Ridgeline Cir	0	0	3.4	0	0	3.3	0	0	6.7
BB-14	Bicycle Boulevard	Sunset Dr	5300 S	Ben Lomond Ave	0	3.46	0	0	0	0	1.6	1.5	6.56

ID	Facility	Corridor	Start	End	Safety	Access to schools	Access to parks or civic centers	Access to retail	Multi-modal access	Connectivity to existing facilities	Public support	Funding suitability	Total
Multiplier					1.8	1.73	1.7	1.7	1.65	1.65	1.6	1.5	
BB-15	Bicycle Boulevard	45th St / Jefferson Ave	Adams Ave	McKay Dee	0	3.46	0	0	0	0	1.6	1.5	6.56
SUP-5	Shared Use Path	Burch Creek	Burch Creek Rd	Harrison Blvd	0	0	3.4	0	0	1.65	0	1.5	6.55
BB-16	Bicycle Boulevard	43rd St	Adams Ave	Burch Creek Elementary	0	3.46	0	0	0	0	0	1.5	4.96
BB-7	Bicycle Boulevard	42nd St	Adams Ave	End of Road	0	1.73	1.7	0	0	0	0	1.5	4.93
CL-2	Climbing Lane / Shared Lane	Monroe Blvd	40th St	Glasmann Way	1.8	0	0	0	0	0	1.6	1.5	4.9
SUP-3	Shared Use Path	42nd St	42nd St	Hospital	0	0	1.7	1.7	0	0	0	1.5	4.9
SUP-6	Shared Use Path	Neighborhood Connector	45th St	McKay Dee	0	0	1.7	1.7	0	0	0	1.5	4.9
BB-11	Bicycle Boulevard	Bel Mar Dr	Madison Ave	Quincy Ave	0	0	1.7	0	0	0	1.6	1.5	4.8
CL-1	Climbing Lane / Shared Lane	Burch Creek Drive	Hwy 89	Edgewood Drive	1.8	0	0	0	0	0	0	1.5	3.3
BB-5	Bicycle Boulevard	Edgewood Dr	Burch Creek Drive	Glasmann Way	0	0	0	0	0	0	1.6	1.5	3.1
BBL-2	Buffered Bike Lane	4400 S	Washington Blvd	Adams Ave	0	0	0	0	0	0	1.6	1.5	3.1
BL-3	Bike Lane	Edgewood Dr	Burch Creek Drive	Cityline	0	0	0	0	0	0	0	1.5	1.5

Table A.4 Spot Improvement Project Prioritization

ID	Facility	Location	Safety	Access to schools	Access to parks or civic centers	Access to retail	Multi-modal access	Connectivity to existing facilities	Public support	Funding suitability	Total
Multiplier			1.8	1.73	1.7	1.7	1.65	1.65	1.6	1.5	
SC-2	Signalized Crossing	Highway 89 and McDonalds	3.6	0	0	3.4	1.65	0	3.2	1.5	13.35
SC-1	Signalized Crossing	Adam Ave and 36th St	3.6	1.73	3.4	1.7	0	0	0	1.5	11.93
EC-6	Enhanced Crosswalk	Jefferson Ave and 36th St	3.6	1.73	1.7	1.7	0	0	1.6	1.5	11.83
SC-3	Signalized Crossing	Madison Ave and 40th St	3.6	0	0	1.7	1.65	0	3.2	1.5	11.65
EC-3	Enhanced Crosswalk	Chambers St and Glasmann Way	1.8	0	0	3.4	1.65	0	3.2	1.5	11.55
EC-1	Enhanced Crosswalk	Chambers St and Ben Lomond Ave	0	0	0	3.4	1.65	0	3.2	1.5	9.75
EC-5	Enhanced Crosswalk	5600 S and Harrison Blvd	0	0	0	3.4	1.65	0	3.2	1.5	9.75
EC-2	Enhanced Crosswalk	Chambers St and 1050 E	0	0	0	3.4	1.65	0	3.2	1.5	9.75
FB-1	Flashing Beacon	Burch Creek and 1300 E	0	0	1.7	0	0	0	1.6	1.5	4.8
EC-4	Enhanced Crosswalk	Adams Ave and Hwy 89	0	0	0	0	0	0	3.2	1.5	4.7
FB-2	Flashing Beacon	Adams Ave and 4400 S	0	0	0	0	0	0	3.2	1.5	4.7

STAFF REPORT



SUBJECT: Code Change Discussion - Short-Term Rentals
AUTHOR: Aliko Murphy
DEPARTMENT: Planning Administration
DATE: April 10, 2025

BACKGROUND

On the October 10, 2024, agenda there was an item where Staff was proposing to add in the definition of a short-term rental (STR) to Section 3-11-0 to explain how the city defines an STR and to be clear that they are not allowed in the city. This addition was based on previous discussions that previous planning staff had with the Planning Commission and the City Council about the allowance of STRs. At the October 10th meeting, there was interest from the commission to explore the conversation of STRs further since most of the current commission is new. It was discussed again on November 14, 2024, and ultimately the commission agreed that before moving forward, it would be best to hear from City Council to see if this ordinance is something that they would be willing to support. The discussion of STRs was brought up to the council on December 3, 2024 and the result was that they were open to considering a Short-Term Rental ordinance. On January 9, 2025 the commission discussed what they would like to see in an ordinance and what they would want to limit within the community. At the February 13, 2025 meeting, the Planning Commission decided to table the item and hold off on a public hearing. At the March 13, 2025 meeting, the Planning Commission voted in favor of holding a public hearing.

ANALYSIS

A short-term rental is a living space available to rent for short periods of time. Typically, they have been treated as a hotel adjacent rental where people stay for a couple days to a few weeks. Anything less than 30 days is considered a short-term rental. Utah defines a short-term rental as a residential unit or any portion of a residential unit that the owner or record or the lessee of the residential unit offers for occupancy for fewer than 30 consecutive days.

Short-term rentals (STRs) have been a topic of discussion in the past and leading up to the past decision, there was a lot of back and forth for Planning Commission and City Council. Part of the last STR conversation was a survey that had about 400 responses and it was more or less a 50/50 split of residents with 192 residents being for them and 197 residents against them.

Planning Commission voted (5-1) to recommend that short-term rentals be allowed and regulated. The last discussion that City Council had was in March of 2023 and it was decided to still not allow STRs in the city. Since then, there have been phone calls asking about short-term rentals and new staff is open to having further discussion on STRs.

The Accessory Dwelling Unit section is the only one that has a line prohibiting short-term rentals within an ADU, but there has not been any other section that specifically states that STRs are not allowed. The code does say under 10-14-2 “Any use not expressly permitted, or listed as a conditional use, is prohibited” and under 10-1-3 D it states “If a use is not listed and cannot be interpreted as similar in nature and impact to a use within a zone that is either permitted or requires a conditional use permit, the use is not permitted and may only be approved through an amendment of this title”. These two sections do cover the non-permitted use of STRs, but before adding further language prohibiting short-term rentals, it is worth having the conversation again about whether or not to have an ordinance that could allow them with restrictions.

As far as Utah legislation is concerned, there is one section of code that talks about STRs (17-50-338). This state code states that a legislative body may not do the following:

1. Enact or enforce an ordinance that prohibits an individual from listing or offering a short-term rental on a short-term rental website; or
2. Use an ordinance that prohibits the act of renting a short-term rental to fine, charge, prosecute, or otherwise punish an individual solely for the act of listing or offering a short-term rental on a short-term rental website.

The section above does not apply to an individual who lists or offers an internal accessory dwelling unit as a short-term rental on a short-term rental website if the county records a notice for the internal accessory dwelling unit under Subsection 17-27a-526(6).

Some cities have adopted ordinances allowing short-term rentals, but there are still cities that have decided not to allow them. Surrounding cities that do have an ordinance include Ogden, North Ogden, and West Haven. Below are some of the main requirements for STRs.

Ogden:

- Allowed in R-1 zone, owner-occupied
- R-2, R-2EC, R-3, R-3EC, R-4, R-5, and R-9 zones limit one per block if they are not owner-occupied
- Must pass a building and fire inspection
- Contact information must be sent to all neighbors within 300 feet and proof of letters but be submitted to city
- STR license must be renewed annually
- 2 people per sleeping room
- No visitors
- There must be off-street parking offered to renters otherwise there is a fine
https://codelibrary.amlegal.com/codes/ogdencityut/latest/ogdencity_ut/0-0-0-21027

North Ogden:

- Only within owner-occupied structures or those managed by the owner
- Allowed within ADUs
- 1 parking space per bedroom

- Provide contact information to city (must be reached 24/7)
- STR business license required
- Fire inspection annually
- Max of 12 persons
- Violation is \$500 fine

<https://northogden.municipalcodeonline.com/book?type=plan#name=11-9M-21: SHORT TERM RENTAL REGULATIONS>

West Haven

- Owner-occupied
- Must show proof of residence which includes driver's license, deed, and a notary note must be turned in
- Site plan, floor plan, parking plan, and contact information must be turned in
- Land Use Permit and business license is required
- Fire code inspection
- Property description
- Limit of 182 nights that can be rented
- Must provide an information packet for renter that includes emergency contact, business license, owner contact information, noise ordinance, etc.

https://codelibrary.amlegal.com/codes/westhavenut/latest/westhaven_ut/0-0-0-7307

Things to consider when looking at a short-term rental ordinance:

- How will this affect the neighborhood?
- Is this wanted by residents?
- Will it affect housing affordability?
- Will it be required for the property to owner-occupied?
- Are they allowed in ADUs?
- What will the approval process be?
- How will it be enforced?
- Ensure that traditional residential neighborhoods are not turned into tourist areas to the detriment of long-time residents
- Ensure any regulation of short-term rentals does not negatively affect property values
- Ensure that homes are not turned into pseudo hotels or “party houses”
- Minimize public safety risks and the noise, trash and parking problems often associated with short-term rentals
- Give permanent residents the option to occasionally utilize their properties to generate extra income from short-term rentals as long as all objectives are met
- Minimize public safety risks and the noise, trash and parking problems often associated with short-term rentals without creating additional work for the local police department
- Encourage additional tourism to drive more business to downtown stores and restaurants

- Ensure that the city does not lose out on tax revenue that could be invested in much needed services for permanent residents

Policy Objective	Viable Regulatory Approaches
Give law abiding and respectful citizens the option to utilize their homes as short-term rentals	Adopt a formal annual permitting requirement and a process for revoking permits from “trouble properties”. As an example a local government can adopt a “3 strikes rule” whereby a permit is automatically revoked for a number of years in the event the local government receives 3 (substantiated) complaints about a property within a certain time frame (i.e. a 24 month period). Alternatively, a local government can adopt a rule by which a permit is automatically revoked in the event the town receives conclusive evidence (police report, video evidence etc.) that a city ordinance has been violated.
Ensure that speculators do not buy up homes to turn them into pseudo hotels while still giving permanent residents the option to utilize their homes to generate extra income from short-term rentals.	Adopt a formal permit requirement and make it a condition that the permit holder verifies residency.
Ensure that homes are only occasionally used as short-term rentals (and not continuously rented out to new people on a short-term basis).	We can choose to set a specific number of days that the short-term rental can be rented out, but it would be hard to track. Adopting a permanent residency requirement for short-term rental permit holders can ensure that there is a practical upper limit to how often most properties are rented out each year. Adopting a “permanent residency requirement” also comes with the additional side benefit that most people don’t want to rent out their primary residence to people who may trash it or be a nuisance to the neighbors. The “permanent residency requirement” can therefore also help minimize noise, parking and trash related issues.
Ensure homes are not turned into “party houses”.	The city can choose to adopt a specific limit on the number of people that are allowed to stay on

	the property at any given time. The “people limit” can be the same for all permitted properties (i.e. a max of 10 people) or be correlated with the number of bedrooms.
Minimize potential parking problems for the neighbors of short-term rental properties.	Adopt a formal permit requirement and put in place a specific limit on the number of motor vehicles that short-term renters are allowed to park on/near the property. The “motor vehicle limit” can be the same for all permitted properties (i.e. a max of 2) or be dependent on the number of permanent parking spots available on the property. As with the “people limit” rule mentioned above, adopting these parking disclosure requirements will deter most abuse.
Minimize public safety risks and possible noise and trash problems without creating additional work for the local police department and code enforcement personnel.	Require that all short-term rental contracts include a copy of the local sound/trash/ parking ordinances that summarizes applicable local ordinances.
	Require that short-term rental permit holders list a “local contact” that can be reached 24/7 and immediately take corrective action in the event any nonemergency issues are reported (i.e. deal with suspected noise, trash or parking problems). Or Establish a 24/7 hotline to allow neighbors and other citizens to easily report non-emergency issues without involving local law/code enforcement officers. Once notified of a potential ordinance violation, the hotline personnel will contact the affected property’s “local contact”, and only involve the local law and/or code enforcement personnel in the event that the “local contact” is unsuccessful in remedying the situation within a reasonable amount of time (i.e. 20- 30 minutes)
Ensure that no long-term rental properties are converted to short-term rentals to the	Adopt a permanent residency requirement for short-term rental permit holders (see above) to prevent absentee landlords from converting

detriment of long-term renters in the community.	long-term rental properties into short-term rentals.
Ensure that residential neighborhoods are not inadvertently turned into tourist areas to the detriment of permanent residents	<ol style="list-style-type: none"> 1. Adopt a formal permit requirement and set specific quotas on the number of short-term rental permits allowed in any given neighborhood, and/or 2. Adopt the “permanent residency requirement” for short-term rental permit holders (mentioned above) to ensure that there is a practical upper limit to how often any property is rented out each year.
Ensure any regulation of short-term rentals does not negatively affect property values or create other unexpected negative long-term side-effects.	Evaluate the code overtime as the market and technology evolves and as residents adjust.
Ensure the physical safety of short-term renters.	Adopt a physical safety inspection requirement as part of the permit approval process. The inspection can be conducted by the municipality’s own staff or the local fire/police force and can cover various amounts of potential safety hazards. As minimum such inspection should ensure that all rentals provide a minimum level of protection to the renters who are sleeping in unfamiliar surroundings and therefore may be disadvantaged if forced to evacuate the structure in the event of an emergency.

PROPOSED CHANGES

Attached is the short-term rental ordinance draft and proposed definition to be added to 10-2-1: Definitions

RECOMMENDATION

Staff recommends forwarding a positive recommendation to the City Council seeing as Planning Commission has had multiple conversations and discussions on the pros and cons of short-term rentals and an ordinance has been put together addressing most if not all of the concerns. Staff is open to all suggestions from the Planning Commission.

DEFINITION

10-2-1 Short-Term Rental.

Any approved dwelling or portion thereof that is available for use or is used for accommodation or lodging of guests paying a fee or other compensation for a period of at least one 24-hour day and max of 30 consecutive days.

10-14-25 Short-Term Rentals.

(a) Purpose. The purpose of this Section is to establish the process for permitting short-term rentals whether as a vacation rental or otherwise. The intent is to protect the integrity and characteristics of established land use districts by ensuring that short-term or vacation rentals are located in appropriate land use districts and operated in a manner that minimizes negative impacts of those uses on neighbors, public services and the surrounding community.

(B) Definitions:

(1) Responsible Party. The owner(s), agent(s) or management company responsible for the operation and maintenance of the Short-Term Rental property and for its compliance with all laws, rules and regulations applicable to the same.

(2) Occupant(s). The individual(s) renting or residing in a Short-Term Rental dwelling unit.

(3) Pets. Dogs, cats or other domesticated animals allowed under City ordinances that, with permission of the Responsible Party, accompany the occupants of the Short-Term Rental.

(C) Location:

1. All short-term rentals (STRs) shall be owner-occupied in residential zones which includes R-1-6, R-1-8, R-1-10, R-2, R-3, and R-3A. The owner of the subject property shall live in the primary dwelling in which a short-term rental is desired and must reside there as their primary residence.
2. Short-term rentals (STRs) in zones identified under the form-based code shall be managed by an owner or responsible party who can respond within 1 hour at any time.
3. Short-term rentals (STRs) are permitted within attached and detached accessory dwelling units.

(D) Licenses. Prior to operating a Short-Term Rental, the owner or Responsible Party shall obtain a South Ogden City Short-Term Rental license. At the time of, or prior to, receiving

approval of the license, the Responsible Party shall register the business with the State, and obtain a State Sales Tax ID number; proof of the same shall be filed with the City.

1. The land use application shall provide a phone contact number and email address for the owner and the Responsible Party, as applicable. The application shall be accompanied by a site plan and floor plan that demonstrates all the requirements of this section are met. The plans shall show the rooms that will be rented out, the location of all parking stalls, entrances, and such other information as may be required for consideration of the application.
2. The applicant must provide proof of permanent residency by way of a driver's license address
3. Short-term rentals shall be inspected by the Fire Department prior to initial approval of the business license and shall be inspected annually at the time of the license renewal thereafter.
4. If the residence is part of an HOA community, a letter from the HOA is required.
5. The business license official or his/her appointee shall review complete applications for a Short-Term Rental license under this Section and shall approve, or deny the application based on the criteria listed in this Section.
6. Reports and Taxes. The Responsible Party shall comply with all reporting requirements incident to the use as a Short-Term Rental property, and shall collect and remit all sales, resort and transient room taxes to the State Tax Commission.

(D) Noise, Nuisances and Adverse Effects of Use. The Responsible Party shall regulate the occupancy of the Short-Term Rental and ensure that:

- (1) Occupants and their pets do not create noise or other conditions that by reason of time, nature, intensity or duration are out of character with noise and conditions customarily experienced in the surrounding neighborhood;
- (2) Occupants do not disturb the peace of surrounding residents by engaging in outside recreational activities or other activities that adversely affect nearby properties before 7:00 a.m. or after 10:00 p.m.;
- (3) Occupants and their pets do not interfere with the privacy of nearby residents or trespass onto nearby properties;
- (4) Occupants do not engage in disorderly or illegal conduct, including illegal consumption of drugs or alcohol; and
- (5) The premises, responsible party and all occupants strictly comply with Utah Administrative Code Rule R392-502, Public Lodging Facility Sanitation.

(E) Parking. On-street parking is prohibited. An off-street parking stall shall be provided for each bedroom being rented. The number of Occupants' vehicles shall not exceed the number of bedrooms available in the Short-term Rental with a maximum of 4 bedrooms.

(1) Vehicles parked at the Short-Term Rental shall not impede clear sight distances, create a nuisance or hazard, violate any City laws or winter-restricted parking requirement, or infringe on the property rights of any adjacent or nearby property. Vehicles shall be parked entirely within a garage or carport, or upon a driveway or other approved paved surface that meets established standards and norms. Parking is prohibited within any yard or landscaped area.

(F) Signage. Exterior signage other than ordinary street address signage is prohibited.

(G) Renter's Packet: The Responsible Party shall also provide a prominent display within the dwelling unit that provides, at minimum, the following information:

(1) contact information for the Responsible Party at which it may be contacted at any time (24/7);

(2) all local regulations addressing noise, parking, pets, trespassing, illegal activity, and conduct;

(3) contact information of local police, fire and emergency service; and

(4) any additional rules or regulations imposed by the Responsible Party;

(5) copy of business license and parking site plan;

(6) A copy of the floor plan with all emergency exits

(H) Maintenance and Standards. Any property licensed as a Short-Term Rental shall conform to the following standards:

(1) Structures shall be properly maintained and all facilities such as plumbing, HVAC equipment, appliances, etc. kept in a condition that is fully operational and otherwise in good repair.

(2) Grounds and landscaped areas shall be properly maintained to ensure that the use does not detract from the general appearance of the neighborhood or create any hazard or nuisance to the Occupants or to neighboring properties.

(3) Each habitable space shall meet current federal, state and local building and health codes, and shall be equipped with fully functional smoke and carbon monoxide

detectors located at places within the dwelling unit that comply with applicable building codes.

(4) Garbage shall be placed in City-approved receptacles. Trash shall not be allowed to accumulate on the property and be removed on regularly scheduled pick up days.

(5) All requirements of the local fire authority shall be met

(6) A fire exit route plan and statement of the maximum occupancy number for the premises shall be prominently posted.

(7) A fully functional fire extinguisher shall be located in an easily accessible location.

(8) The responsible party shall comply with all inspection requirements of the State of Utah, Weber County and the City.

(I) Notification of Adjacent Property Owners. Property owners within one hundred fifty feet (150') of the premises proposed for a Short-Term Rental shall be notified of the application by the city.

(J) Complaints. Complaints received by the City for any violation of this chapter will be handled as follows:

(1) A first complaint will result in an investigation and, if warranted, the City will issue a written warning to the Responsible Party; said warning shall provide notice of the complaint, a description of any violation, and actions to be performed to correct a violation. Upon receipt of a second complaint, the City will conduct an investigation, and if warranted, will revoke the short-term rental license.

(2) In the event of a revocation or suspension proceeding, the Hearing Procedure found in 3-1A-5 of this code will be used.

(3) Notwithstanding any other remedy in this section, violations of Federal, State, County or local laws may be prosecuted in any court or administrative tribunal having jurisdiction over the matter.



MINUTES OF THE SOUTH OGDEN CITY PLANNING COMMISSION MEETING

THURSDAY, APRIL 10, 2025
COUNCIL CHAMBERS, CITY HALL –6:15 pm

PLANNING COMMISSION MEMBERS PRESENT

Chair Robert Bruderer, Commissioners John Bradley, Pete Caldwell, Brock Gresham, and Norbert Didier

PLANNING COMMISSIONERS EXCUSED

Commissioner Brian Mitchell

STAFF PRESENT

Planner Aliko Murphy, and Communications and Events Manager, Danielle Bendinelli

OTHERS PRESENT

Jeffery King and Ruth King, Dan Murdock, Kristin Johnson

Note: The time stamps indicated in blue correspond to the audio recording of this meeting which can be found at:

https://www.southogdencity.gov/document_center/Sound%20Files/2025/PC250410_1714.mp3

or requested from the office of the South Ogden City Recorder.

A briefing session was held before the planning commission meeting and was open to the public. The audio recording for the briefing meeting can be found by clicking this link:

https://www.southogdencity.gov/document_center/Sound%20Files/2025/PC250410_1635.mp3

I. CALL TO ORDER AND OVERVIEW OF MEETING PROCEDURES

- Chair Robert Bruderer called the meeting to order at 6:16 pm. He then entertained a motion to open the meeting

00:00:00

Commissioner Bradley moved to convene as the South Ogden City Planning Commission. The motion was seconded by Commissioner Gresham. Commissioners Bradley, Caldwell, Gresham, and Didier all voted aye.

- Chair Bruderer reviewed the procedure for the public hearings, then called for a motion
00:00:39

II. PUBLIC HEARINGS

Commissioner Bradley moved to open the public hearing. Commissioner Caldwell seconded the motion. The voice vote to open the public hearing was unanimous.

A. Proposed Amendments to the South Ogden City General Plan, Amending the Time Line and Tasks For The Existing Moderate Income Housing Strategies

- Overview by City Planner Alika Murphy

00:02:50

- Public Comments

Jeffery King – South Ogden Resident

00:07:58

B. Proposed Amendments to South Ogden Code (SOC) 10-1-5, 10-1-15, 10-21A-2, 10-21A-5, 10-21C-7, and 10-21C-14, Giving the Code Compliance Officer Authority Over Zoning Code Violations

- Staff overview by Planner Murphy

00:09:52

- There were no public comments for this item

C. Proposed Addition of 10-14-25 to SOC to Allow and Regulate Short-Term Rentals and Amending SOC 10-2-1 to Add a Definition of Short-Term Rental

- Overview by Planner Alika Murphy

00:11:58

- Public Comments:

Kristin Johnson, South Ogden Resident- Spoke in favor of short-term rentals

00:15:20

Dan Murdock, North Ogden Resident, South Ogden Business Owner- Spoke in favor of short-term rentals 00:15:58

Jeffery King, South Ogden Resident- Spoke in favor of short-term rentals

00:18:23

Dan Murdock, North Ogden Resident, South Ogden Business Owner

00:23:20

D. Proposed Amendments to SOC 10-3-1 and the Planning Commission Policies and Procedures, Allowing The Planning Commission Chair to Vote on All Matters

- Staff overview by City Planner Alika Murphy

00:24:28

- No one commented on this item
- Motion to close public hearing

00:27:39

Commissioner Bradley moved to close the public hearing, followed by a second from Commissioner Didier. All present voted aye.

III. ZONING ITEMS

A. Discussion/Recommendation On Proposed Amendments to the South Ogden City General Plan, Amending the Time Line and Tasks For The Existing Moderate Income Housing Strategies

00:27:54

- There was no discussion on this item by the Planning Commission
- Motion to recommend to city council

00:29:05

Commissioner Gresham moved to send the time line to city council with the recommendation to approve. Commissioner Bradley seconded the motion. Chair Bruderer made a roll call vote:

Commissioner Bradley -	Aye
Commissioner Caldwell -	Aye
Commissioner Gresham -	Aye
Commissioner Didier-	Aye

The motion passed.

B. Discussion/Recommendation on the Proposed Amendments to South Ogden Code (SOC) 10-1-5, 10-1-15, 10-21A-2, 10-21A-5, 10-21C-7, and 10-21C-14, Giving the Code Compliance Officer Authority Over Zoning Code Violations

- Discussion

00:29:52

- Motion 00:46:16

Commissioner Gresham moved to forward the code changes concerning the Code Compliance Officer as is (as proposed by staff in the packet). The motion was seconded by Commissioner Caldwell. Chair Bruderer called the vote:

Commissioner Bradley -	Aye
Commissioner Caldwell -	Aye
Commissioner Gresham -	Aye
Commissioner Didier-	Aye

The motion passed.

C. Discussion/Recommendation on the Proposed Addition of 10-14-25 to SOC to Allow and Regulate Short-Term Rentals and Amending SOC 10-2-1 to Add a Definition of Short-Term Rental

- Discussion 00:48:04
- Chair Bruderer allowed attendees to address the commission during the discussion
 - Jeff King 00:57:12
 - Dan Murdock 00:57:56
 - Kristin Johnson 01:10:06
- Motion 01:18:51

Commissioner Caldwell moved to table this item until the next meeting. Commissioner Bradley seconded the motion. The chair called the vote:

Commissioner Bradley -	Yes
Commissioner Caldwell-	Yes
Commissioner Gresham -	No
Commissioner Didier-	No

The motion died.

- Chair Bruderer allowed more comments by members of the audience
 - Jeffry King 01:19:51
- Further discussion
 - Dan Murdock 01:25:43
- Further discussion

- Dan Murdock 01:33:19
- Motion 01:35:26

Commissioner Bradley moved to recommend approval of the ordinance to the City Council, followed by a second from Commissioner Caldwell. The chair made a roll call vote:

Commissioner Bradley -	Yes
Commissioner Caldwell -	Yes
Commissioner Gresham -	Yes
Commissioner Didier-	No

The motion died.

- Discussion 01:36:08
- During discussion, Chair Bruderer requested this item be put on the next agenda for consideration.

D. Proposed Amendments to SOC 10-3-1 and the Planning Commission Policies and Procedures, Allowing The Planning Commission Chair to Vote on All Matters

- Discussion 01:41:37
- Motion 01:43:16

Commissioner Caldwell moved to approve and forward the amendments to City Council. Commissioner Bradley seconded the motion. Chair Bruderer called the vote:

Commissioner Bradley -	Yes
Commissioner Caldwell -	Yes
Commissioner Gresham -	Yes
Commissioner Didier-	Yes

The motion stood.

E. Discussion on Updating Code to Accommodate SB 179

- Staff overview 01:44:07
- Discussion 01:46:01
- Motion 01:47:02

Commissioner Bradley moved to set a date for a public hearing for this item at the next planning commission meeting. Commissioner Gresham seconded the motion. The voice vote was unanimous in favor of the motion.

IV. APPROVAL OF MINUTES OF PREVIOUS MEETING

Approval of March 13, 2025 Planning Commission Minutes

- Chair Bruderer called for a motion concerning the minutes

01:47:51

Commissioner Gresham moved to approve the minutes of the March 13 Planning Commission Meeting, followed by a second from Commissioner Didier. All present voted aye.

V. STAFF REPORTS

Planner Murphy reported on the following items:

A. City Council Updates 01:48:20

B. PC Meeting Updates 01:49:21

VI. OTHER BUSINESS

- Staff reminded the commissioners to check their email for the information about the upcoming Employee Recognition dinner. There was no other business brought forward for discussion.

01:50:12

- Discussion on assigning a Planning Commissioner to review preliminary subdivision plat

01:50:58

VII. PUBLIC COMMENTS

- No members of the public were still present, nor was the meeting live streamed, so there were no public comments

VIII. ADJOURN

- At 8:09 pm, Chair Bruderer called for a motion to adjourn

01:53:06

Commissioner Bradley moved to adjourn. Commissioner Gresham seconded the motion. The voice vote was unanimous in favor of the motion.

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I hereby certify that the foregoing is a true, accurate and complete record of the South Ogden City Planning Commission Meeting held Thursday, April 10, 2025.


Leesa Rapetanov, City Recorder

Date Approved by the Planning Commission