WEBER COUNTY

OGDEN VALLEY TOWNSHIP PLANNING COMMISSION

REGULAR & WORK SESSION PLANNING MEETING AGENDA
Tuesday, October 30, 2012
5:00 p.m.

- *Pledge of Allegiance*
- *Roll Call*

1. **New Business:**
   Public Hearing on an Ogden Valley Pathway Master Plan Amendment

2. **Public Comments:**
3. **Planning Commissioner's Remarks:**
4. **Staff Communications:**
   4-1. Planning Director's Report
   4-2. Legal Counsel's Remarks

5. **Adjourn to a Work Session**

   WS1. Policy Questions Regarding Development of Nodes in Ogden Valley

Adjourn

The regular meeting will be held in the Weber County Commission Chambers, in the Weber Center, 1st Floor, 2380 Washington Blvd., Ogden, Utah and the Work Session will be held in the Break Out Room
There will be no pre-meeting.

(In compliance with the American with Disabilities Act, persons needing auxiliary services for these meetings should call the Weber County Planning Commission at 801-399-8791)

WEBER COUNTY

OGDEN VALLEY TOWNSHIP PLANNING COMMISSION

REGULAR & WORK SESSION PLANNING MEETING AGENDA
Tuesday, October 30, 2012
5:00 p.m.

- *Pledge of Allegiance*
- *Roll Call*

1. **New Business:**
   Public Hearing on an Ogden Valley Pathway Master Plan Amendment

2. **Public Comments:**
3. **Planning Commissioner's Remarks:**
4. **Staff Communications:**
   4-1. Planning Director's Report
   4-2. Legal Counsel's Remarks

5. **Adjourn to a Work Session**

   WS1. Policy Questions Regarding Development of Nodes in Ogden Valley

Adjourn

The regular meeting will be held in the Weber County Commission Chambers, in the Weber Center, 1st Floor, 2380 Washington Blvd., Ogden, Utah and the Work Session will be held in the Break Out Room
There will be no pre-meeting.

(In compliance with the American with Disabilities Act, persons needing auxiliary services for these meetings should call the Weber County Planning Commission at 801-399-8791)

Weber County Planning Division

Date: October 22, 2012

To: Ogden Valley Planning Commission

From: Robert O. Scott, AICP RS
Planning Director

Subject: Ogden Valley Pathway Master Plan Amendment

Chronology

On June 25, 2002 the Weber County Commission amended the Ogden Valley General Plan by adopting the Ogden Valley Pathway Master Plan.

In January 2009, Weber County Planning and Weber Pathways embarked on a project to establish a county wide pathway plan. This effort included the collaboration of all 15 municipalities, the county, federal, state, and regional agencies. The end result was a document the "Weber County Cooperative Pathways Master Plan" that included trail and bike maps for the entire county. In June 2010 the Weber Area Council of Governments endorsed the Plan. It was left to each entity to adopt the Plan as part of their General Plan.

On November 2, 2010 the Ogden Valley Planning Commission (OVPC) conducted a work session on how to implement the Weber County Cooperative Pathways Master Plan.

On March 1, 2011 during an OVPC work session a further discussion was held on how to go about updating the Pathway Master Plan. It was decided to recommend to the County Commission that an ad hoc committee be formed to work on this project.

On July 26, 2011 the Weber County Commission established a Trails Ad Hoc Committee to review the Pathways Element of the Ogden Valley General Plan and Pathways ordinance.

On August 25, 2011 the first Trails Ad Hoc Committee meeting was held. The purpose of the Ad Hoc Committee was explained and a review of the Trails Plan and Ordinance was done.

On October 3, 2011 the second Trails Ad Hoc Committee meeting was held. A draft of edits to the existing Plan was done.

On October 31, 2011 the third Trails Ad Hoc Committee meeting was held to review the trails ordinance.

On April 3, 2012 the Ogden Valley Planning Commission reviewed the recommendations of the Ad Hoc Committee to amend the Ogden Valley Pathway Master Plan. Various suggestions were made and subsequently edits were accomplished. The final draft was reviewed by the Weber Pathways staff.

The draft plan was put on the Weber Planning Division website for public review.

A public hearing before the Ogden Valley Planning Commission is set for October 30, 2012.

Plan Amendment Summary

The Ogden Valley Pathway Master Plan was adopted in 2002. The following statements are important in this consideration and are reflective of the following summary.

The existing Ogden Valley Pathway Master Plan is in need of updating in order to be consistent with the Weber County Cooperative Pathways Master Plan.

The proposed map has been updated in order to be consistent with the Weber County Cooperative Pathways Master Plan.

The amendment still recognizes that the need for pathways has benefits to the overall transportation network in the Ogden Valley, e.g., the connections to amenities such as recreational amenities and commercial areas, protects the quality of life for residents in the Ogden Valley, is a benefit to the health of residents, and makes neighborhoods safer with more eyes on neighborhoods.

Plan Amendment Recommendation

That the Ogden Valley Planning Commission recommend that the Weber County Commission adopt the amendment to the Ogden Valley Pathway Master Plan.

Attachments:

Exhibit A – Ogden Valley Pathway Master Plan

Ogden Valley Pathway Master Plan (Draft)

September 21, 2012

Acknowledgements

The 2001 master plan was created with technical assistance from the National Park Service Rivers, Trails and Conservation Assistance Program and the cooperation of the Weber County Commission, the Weber County Planning Division, the Weber County Township Planning Commission, the East Huntsville Township Planning Commission, the Eden Planning Committee, and the Liberty-Nordic Township Planning Commission. The USDA Forest Service's Ogden Ranger District, Wasatch-Cache National Forest, also provided crucial input in the planning process.

The project coordinator was Geoffrey E. Ellis. The steering committee included Craig Barker—Weber County Planner, Suzanne Bazin, Sam Bellarosa, Rita Booth, Anthony Botello—US Forest Service, Bill Farrand—National Park Service, David C. Holmstrom, Sharon K. Holmstrom, Lori Mortensen, Ed Radford—Chair of the Ogden Valley Chapter of Weber Pathways, Keith Rounkles, Kay Salazar—National Park Service, Susan Summers, and Rick Vallejos—US Forest Service.

The 2012 update to this master plan was done with assistance from Meg Krusemark from Weber Pathways, Richard Webb from Back Country Horsemen, Geoff Ellis from Weber Pathways, Rick Vallejos from US Forest Service, Patrick Lundin from Powder Mountain, Jennifer Graham from Weber County Parks and Recreation, Rob Thomas from Wolf Creek Resort, Terry Davis from Weber Pathways, and Paul De Long from Weber Pathways.

The Ogden Valley Pathway Master Plan

The Vision

The Ogden Valley Pathway Master Plan was developed in 2001 by Weber Pathways, a non-profit organization whose mission is to promote, plan, and protect non-motorized public pathways in Weber County. The plan that was developed represented a grass roots community effort and was directed by a steering committee consisting mostly of local volunteers, who adopted the following vision statement:

> *We believe that non-motorized pathways in Ogden Valley help to maintain and enhance its beauty, pastoral atmosphere, rural lifestyle, outdoor recreational opportunities, and sense of community. Therefore, we envision a network of pathways linking all of Ogden Valley and enabling residents, visitors, and their children to travel in safety on foot, bicycle, horseback, or skis to a wide variety of destinations throughout the valley.*

Ogden Valley

Ogden Valley is nestled on the eastern side of the Wasatch Mountains, 10 miles east of Ogden and 40 miles north of Salt Lake City, consisting of open spaces, mountains, wetlands, rivers and a reservoir. People here can hike, bike, or ride horseback through green fields and groves, sagebrush hills, and the remnants of a pastoral landscape that is becoming rare in northern Utah. The valley has one incorporated town, Huntsville, and four unincorporated communities: East Huntsville, Eden, Liberty, and Nordic Valley. It is home to approximately 7,000 permanent residents and 700 seasonal residents. Ogden Valley was explored in the early 1800s by fur trappers, who created some of the historical trail routes that are still used today. It was then settled by Mormon pioneers in the mid-1800s. Its historical sites include the oldest saloon in Utah and the birthplace of David O. McKay, former president of the Church of Jesus Christ of Latter-day Saints. The first free public school in Utah was located in Ogden Valley.

Why Do We Need a Pathway Master Plan?

Ogden Valley has recently experienced its most rapid period of growth since the pioneers first settled here. This growth is changing the valley and threatens to put an end to the rural lifestyle that residents have enjoyed. Highways where one could once ride a horse or bicycle have now become unsafe due to larger volumes of traffic. Without appropriate standards, development may cut off access to some of the open space, public lands and recreational opportunities in the valley. Growth must be planned for, in order to achieve quality neighborhoods. The Ogden Valley General Plan only addressed motorized transportation until the 2001 Ogden Valley Pathway Master Plan was adopted.

While the automobile will certainly remain the primary mode of transportation here, many residents want other choices as well. They want to be able to walk to the post office or the grocery store, or to take their horses on a trail without having to drive them many miles to a trailhead; they would like the opportunity to live in a walkable community. It is for these reasons that the Ogden Valley Pathway Master Plan was adopted.

In early 2009, the Weber County Planning Division along with Weber Pathways established a project to create a countywide pathways master plan. The Weber Pathways Board of Directors, the Weber County Commission, and the Weber Area Council of Governments initiated the project. A representative from each municipality and various entities (U.S. Forest Service, Utah Department of Transportation, etc.) was invited to attend monthly meetings of the newly formed pathways committee. The existing pathways/trails/bike plan master plans from each municipality and entity were gathered and combined into one geographic information system database. From this database, a countywide trails and bicycle route map was developed.

This update to the Ogden Valley Pathway Master Plan will integrate the map from the Weber County Cooperative Pathways Master Plan.

The Benefits of Pathways

A network of non-motorized pathways in Ogden Valley will facilitate the safe travel of children, local citizens, and visitors. The Master Plan illustrates pathway connections to residential areas, schools, libraries, recreation facilities, and commercial areas. It also connects amenities such as community parks, National Forests, open spaces, and existing trailheads.

The pathways in this plan will also help protect a way of life that Valley residents have traditionally enjoyed, by identifying that access to water, wilderness, historic trails, and the open space that should be preserved. The Master Plan has been designed to encourage the preservation of historic trails, to promote the creation of pathways that celebrate the unique character of Ogden

Valley, and to prevent new development from cutting off non-motorized access to traditional recreation areas. It will also help connect the communities of the Valley in a way that highways cannot.

Pathways can also help provide significant health benefits to a community. Health problems such as heart disease, stroke, diabetes, and obesity are all linked to a lack of exercise. Walking, bicycling, and similar activities are excellent forms of exercise that nearly everyone can do, yet many people do not participate in them because they have no safe, convenient place to go. Non-motorized pathways provide that place.

It has also been shown that pathways actually tend to reduce crime and increase property values. Experience both nationwide and here in Weber County, has shown that well-planned trails attract families, local residents, and other friendly, responsible people, whose presence on the trails serves in effect as a neighborhood watch, driving troublemakers away. Access to pathways is one of the most desirable amenities that homebuyers seek, and the value of most properties is enhanced by being near a trail.

The Public Planning Process

Public input and support were integral to the development of the 2001 Plan. A series of three community workshops held in 2001 informed citizens about the master plan concept, answered questions, and identified needs, concerns and issues regarding the proposal. Before each workshop, flyers were distributed in the Ogden Valley News, which is delivered to all Valley residents and to subscribers outside the Valley. The workshops asked participants to describe trails that they would like to see, to identify opportunities for pathway development, to prioritize trails for current and future development, to comment on various pathway proposals, and to express their ideas and concerns.

In 2011 at the recommendation of the Ogden Valley Planning Commission and with the concurrence of the Weber County Commission an ad hoc committee was formed to review updates to the original plan. The ad hoc committee met several times to review this document and map. This project has updated the map, edited old information, and integrated the Countywide Cooperative Pathways Master Plan.

Findings and Recommendations

It is clear that many Ogden Valley residents desire a non-motorized public pathway network, which would provide residents and visitors alike with a safe, pleasant way to visit their neighbors, make trips to school or shops, reach their favorite destinations, benefit from physical exercise, and enjoy their surroundings. Furthermore, as Ogden Valley grows, non-motorized pathways can help mitigate some of the negative effects of development.

All the pathways in this Plan, as described below under "Pathway Types," are designated for non-motorized use. The pathway types designate which pathways are appropriate by user type; they include use by pedestrians, bicycles, horses, skates, skis, snowshoes, and any type of conveyance for persons with disabilities, but not mopeds, "push bikes," motorized bicycles, motorized scooters, or snowmobiles. No motor vehicles shall be allowed on any of these pathways except as used by law enforcement officers and other authorized personnel in the course of their duties.

The Plan provides for two general categories of pathways:

1. A Valley-wide pathway and trails network as shown on the Proposed Pathways Map.
2. Pathways that connect individual neighborhoods or subdivisions to the network.

Each pathway on the Map should be constructed or designated for public use under one or a combination of the following scenarios:

1. On existing public rights-of-way.
2. On rights-of-way or easement corridors acquired from willing landowners, who may grant or sell a piece of property, an easement, or a license for use.
3. On land that is being developed, such as part of the requirements for a subdivision. As described below, the provision of pathways should fulfill what is currently a sidewalk requirement.

Implementation

One of the methods by which pathways in this plan are to be developed is construction in new subdivisions or developments, which should all be connected to the Valley-wide pathway network or be so designed as to provide for a connection at a later date. Pathways should be required in every subdivision, unless the approval process shows that they are not needed. However, the required pathway construction should not exceed that which is reasonable and proportionate to the development in question. Pathways are contemplated under two scenarios:

1. The first is a proposed pathway that is shown on the Proposed Pathways Map as passing through or near the land in question. In this case, the County should determine whether a pathway corridor must be set aside and what the exact route and width of the corridor must be. Land set aside in this manner should count towards the provision of open space for clustering and other requirements.
2. The second is a local pathway system that is not shown on the Map but serves a particular development and is designed to tie into the general pathway network. To accommodate the design and construction of such a system, the County should require pathway routes in each development consistent with the County ordinances and polices regarding the deferral of sidewalks. These routes will consist of shared roadways, bike paths, side paths, or any appropriate combination thereof. Unpaved trails may be used to link a development to Forest Service or other recreational land. Analysis is made during the approval process as to which pathway types are most appropriate and where they should be located. Emphasis should be placed on safety, attractiveness, and design that is tailored to the local topography and conditions, rather than trying to stamp the same "cookie-cutter" pattern on every development.

Others will be constructed as proactive measures are taken by the County with the involvement of local residents and Weber Pathways. The Proposed Pathways Map shows the network that is to be created, however it is not intended to define the exact route of every pathway. Further research and negotiations on property ownership and other issues will be needed to determine the final alignments, which should be established in accordance with the guidelines in this Plan. Wherever possible, pathways should be located in corridors that have been or will be preserved as natural or greenspace, thus creating a "greenway" and not merely a sidewalk or alley. The pathway system should conform to national standards for safety while reflecting the unique character of Ogden Valley. Pathways should be convenient, aesthetically pleasing, and beneficial to the general quality of life here. A further goal of implementation will be to connect pathways to trails on Forest Service, Division of Wildlife Resources, and other applicable public lands.

The County should also work in cooperation with ~~the~~ Weber Pathways and other interested groups, as appropriate, to persuade the Utah Department of Transportation (UDOT) to incorporate bike lanes, as described below, into the design of both of its highways in the Valley at such time as they may be reconstructed or improved. The County, in cooperation with Weber Pathways or other non-profit organizations, should also work with private landowners to acquire trail easements wherever appropriate.

Funding

Development in the Valley will continue to occur, and securing pathway corridors must remain a priority. Furthermore, although volunteer efforts are important, professionally designed and constructed pathways cannot be built through volunteer efforts alone. Therefore all of the following potential funding sources should be considered:

- **Federal funds.** There are several sources of Federal money that can be used for pathway construction, including Transportation Enhancement Funds, Congestion Mitigation Air Quality Funds, Scenic Byway Funds, National Recreational Trails Funds, and the Land and Water Conservation Fund. As a governmental agency, the County is eligible to apply for these funds, which are administered through the State of Utah.
- **State funds.** The State of Utah sometimes makes appropriations to its Non-Motorized Trail Fund and Riverway Enhancement Fund, which are administered by the Division of Parks and Recreation. Grants from these funds, which require a 50% match, are available on a competitive basis to governmental agencies such as Weber County. Utah State Parks also administers the Utah State Trails Fund.
- **Local funds.** Weber County administers a Recreation, Arts, Museums, and Parks (RAMP) tax. RAMP costs tax payers one penny for every $10 purchase and raises approximately $3 million annually. RAMP provides funds for walking, biking, equestrian, cross-country trails and pathways and facilities. For full funding criteria see the following link http://www.co.weber.ut.us/ramp/funding.htm.
- **Trail Impact Fees.** The Impact Fees Act allows counties and towns to charge fees to mitigate the impacts of new development on "parks, recreation facilities, open space and trails" [Utah Code 11-36-102 (11) (f)] as long as a reasonable relationship exists between the fees imposed on development and the needs generated by new development. Fees have been calculated for both Unincorporated Western Weber County and Unincorporated Ogden Valley as capital facility needs are expected to differ somewhat between these two unincorporated areas of Weber County.
- **Private grants and donations.** The experience of Weber Pathways and other trail organizations has shown that there is considerable community interest in trails, and many individuals have made donations to Weber Pathways to help create pathways in the Valley. In addition, there are many private grant making foundations to which non-profit organizations like Weber Pathways are eligible to apply. Some of these foundations are unique to Utah; others are national or regional in scope and listed on sites such as www.sonoran.org. Weber Pathways has collaborated with the County on other trails projects and will continue to work as a County partner. Other organizations such as the Great Western Trail Association,

Trust for Public Lands, and the Nature Conservancy also have funds available for their trail projects, some of which will tie into this Master Plan.

- **Cooperative projects.** The US Forest Service has a continuing commitment to provide quality recreation opportunities in the National Forest and has been the major trail building agency in the Valley to date. It has been assisted in some projects by private organizations such as the Back Country Horsemen of Utah. Whenever possible, the County should pursue partnerships with other agencies and organizations in order to accomplish more than either entity could achieve on its own, thus making the best use of trail building dollars.
- **In-kind donations.** Local businesses have been instrumental in helping to create trails in Weber County by donating materials such as roadbase and pipe or services such as hauling and spreading dirt. Organizations such as Weber Pathways can help extend the County's trail building money by arranging for in-kind donations like these. Weber County has provided in-kind assistance.
- **A special improvement district and or special service district.** Results from the third community workshop indicated that many Valley residents would support the creation of such a district to pay for pathway construction, maintenance, and land acquisition. The district could be limited to Weber County east of the crest of the Wasatch Range, including Ogden Canyon east of the Ogden City boundaries. Alternatively, it could include the whole county, reflecting the fact that Weber Pathways will be proposing trails in the western part of the county, as the County develops a new General Plan for that area.
- **Other funds.** As other funds become avialable they should also be accessed.

Pathway Types and Standards

Although concrete sidewalks with curbs and gutters can help serve pedestrian needs, they are inconsistent with the rural character that the Plan seeks to protect in the Valley, and community workshop participants unanimously preferred pathways to sidewalks. Therefore it is proposed that the County discontinue the urban roadway section, which includes curb, gutter, and sidewalk, as a standard in the Valley with a requirement for pathways as described in this Plan except where cluster subdivisions, commercial nodes, and other intensive development occurs.

Pathways in the Valley will be used by a wide variety of user groups, ranging from birdwatchers to bicyclists and from young school children to senior citizens. Yet trails are not always easy to construct, and pathway corridors are often very difficult to acquire. Therefore multiple use pathways can often provide the greatest benefit to the most users. It should be assumed that most of the pathways described in this plan will be utilized by more than one kind of user group.

In some cases, however, a pathway suitable for one user group may be unsuitable for another, because of inherent conditions such as surface or location. An example is a soft dirt trail that is ideal for horses but impossible for in-line skates. Therefore this Plan calls for pathways to be of five general types, as follows:

1. **Unpaved trails.** Typically located in parks or undeveloped areas, these pathways are suitable for equestrians, hikers, walkers, joggers, and mountain bikes. They should normally be at least 4 feet wide, except in the back country, where they should conform to US Forest Service standard trail specifications for desired and expected user types. They are to be constructed of native material or surfaced with road base when necessary to prevent erosion or muddiness. Where they parallel a roadway, trails must be separated from the roadway by a barrier or by at least 10 feet of open space or landscaping. The County has adopted the typical unpaved trail section shown in Figure 1 in the Weber County Zoning Ordinance.
2. **Bike paths.** Also called "shared use paths" or "Class I Bikeways," these pathways are suitable for walkers, joggers, skaters, as well as children and casual bicyclists. They are to be paved with asphalt, concrete, or a compacted surface such as roto-mill or crushed rock and must be separated from roadways by a barrier or by at least 10 feet of open space or landscaping. Certain trails may be designed as unpaved trails at first, with the expectation that they will later be converted to bike paths as funds become available. Bike paths should be at least 10 feet wide and designed to AASHTO (American Association of State Highway Transportation Officials) standards for shared use paths. The County has adopted the standard bike path section shown in Figure 2 in the Weber County Zoning Ordinance.

   Because bike paths are intended to be a safe place for persons who are uncomfortable near automobile traffic, their routing requires careful consideration. Bicyclists do not want to make frequent stops, and each intersection with a road or driveway presents a potentially dangerous point of conflict, especially where shrubs or fences block the view. Therefore bike paths should be planned to have the fewest roadway and driveway crossings possible. It is not appropriate to run a bike path alongside a roadway with densely spaced homes or businesses, unless no other route is possible. Where they terminate at a roadway, bike paths must be designed wherever possible to discourage bike riding on the wrong (left) side of the road. Bollards or gates may be placed at the entrance to a bike path to prevent unauthorized use by motor vehicles.

Bollards should be placed 5 feet apart, with one bollard on the centerline of the bike path to divide it into two traffic directions. Appropriately designed signs should be installed to explain the purpose and use of the bike path.

3. **Side paths.** These paths are designed to run alongside a roadway and are intended primarily for pedestrian use. They may be paved with concrete, asphalt, road base, or crushed rock. They should normally be five feet wide, which is the minimum needed for two pedestrians to pass comfortably but narrow enough to discourage vehicular use. They may be wider in commercial areas or where pedestrian traffic is heavy. Because of heavy snow accumulations in the Valley and the need to pile up snow at the edges of roadways, and because the pathway experience is enhanced the farther it is from automobile traffic, side paths need to be located at least 10 feet from the roadway wherever possible, separated from it by open space or landscaping. The County has adopted the standard roadway section with side path shown in Figures 3 and 4 in the Weber County Zoning Ordinance.
4. **Shared roadways.** These are simply minor or dead-end streets, where it is safe to walk or bike in the roadway and no separate pathway is really needed. The shared roadway concept can be very practical in certain situations, eliminating the need to maintain a separate path. It is appropriate for local roads, loop roads and cul-de-sacs that are no more than 1,000 feet long and serve no more than 25 dwelling units, or are otherwise so designed as to exclude through traffic and prevent high motor vehicle speeds. It is not appropriate for highways or commercial areas.
5. **Bike lanes.** Also called "Class II Bikeways," these are roadway lanes that have been specially striped, marked, and signed for the use of bicycles. They should always form a pair, with one lane in each direction, so that bicyclists can ride on the right side of the road, as required by law. Proposed bike lanes are not shown as on the Map, because they are not separate pathways, but they should form an integral part of the Valley's non-motorized transportation system. Experienced bicyclists headed for a particular destination want to get there as quickly and directly as possible, and the roadway system often provides the most direct routes between popular destinations.

   Therefore all County roads in the Valley with an actual or expected average daily traffic count (ADT) of 1,000 or more should, when undergoing reconstruction or alteration, be constructed with bike lanes, as per the adopted County standard roadway section shown in Figure 5 in the Weber County Zoning Ordinance. These bike lanes are normally at least 5 feet wide, but when it comes to bicycle and pedestrian safety, even marginal improvements are better than none. Therefore where terrain, obstacles, or other considerations make it impossible to construct bike lanes to the full width specified here, the County should still widen highway shoulders as much as practical.

   The design of grates for stormwater catch basins is also critical to bicycle safety on all roadways. Grates with parallel bars pose a special danger to bicyclists, whose tires can easily slip down between the bars. Furthermore, other types of grates have been designed that effectively carry away stormwater and are also safe for bicycles. Therefore the County should amend its public works standards to replace the currently specified catch basin grate with a "bicycle-safe" grate such as that shown in Figure 6 wherever practical.

In addition, the County may establish a bikeway system consisting of bike paths, bike lanes, bike routes (signed shared roadways, also called "Class III Bikeways"), or a combination of any of these. The bikeways should be signed in accordance with the Manual on Uniform Traffic Control Devices (MUTCD) and should be recorded in map form and made available for publication in maps such as "Pathways in Weber County." Because of safety concerns, side paths and sidewalks must not be designated as bikeways. Pathways will be ADA accessible where the pathway type and topography will allow it.

Utilities and Pathways

Because various construction activities, especially the digging and filling of utility trenches, can affect pathways, the County Roads ordinance requires utility, construction, and excavation companies to repair any pathway torn up for utility work, restoring the pathway to its original condition or better. The installation of utilities in trail corridors is generally encouraged, except where it would cause undue environmental damage or permanently impair the trail use. Fees collected for trail corridor use by utilities should be reserved for trail building and maintenance rather than going into the County's general fund.

Utility lines that run parallel to the pathway should be placed under the trail bed where possible to minimize site disturbance. Laterals and lines perpendicular to the pathway should be located to minimize site disturbance and removal of significant vegetation. Physical obstructions should be located away from the pathway, and access points such as manhole covers should be located flush with the pathway surface where they do not pose a hazard. A bond may be required to ensure that pathway restoration is completed.

Furthermore, if a utility line of any significant distance is proposed to be trenched, the County should first determine whether the utility route could reasonably be used for a pathway as described in this Plan or on the Map. If so, the utility company should be required to return the trench not to the original contours of the landform, but to a grade that can be used for a pathway.

Signage and Facilities

Standard and consistent signs will be used to designate trailheads, pathway uses, directional information, educational information and historical information along the pathways. Information will also be provided at trailheads on how to donate to Weber Pathways and other trail organizations. All signs should conform, where applicable, to the MUTCD standards and the Ogden Valley Sign Ordinance.

Adequate vehicle and bicycle parking, restrooms, drinking water, trail information, and hitching posts should be provided as reasonable at trailheads and, in certain cases, along the pathways. Sufficient parking for horse trailers should be provided where appropriate, and restrooms should conform to accessible standards. Not all trailheads will include all the items listed above; the design of trailhead facilities should be determined as part of the pathway route finalization process. Trailheads should be located so as to minimize their impact on the local communities and complement the rural setting.

Roadway crossings should in most cases be accomplished by means of a signed and striped crosswalk. Zebra-style crosswalks are recommended as having the highest visibility to motorists. Tunnels may be constructed under high-traffic roads, where funds permit. Tunnels should conform to AASHTO and accessibility standards and should be located on the most convenient pedestrian route in order to ensure their use and justify their expense. Pedestrian overpasses are not recommended, because of their inconvenience, inaccessibility, and negative aesthetic impacts.

As portions of the pathway system are developed, uniform materials, surfacing, and signs should be installed. Wherever possible, materials indigenous to the site should be used. Where the use of indigenous materials is not possible, the use of historic looking materials should be considered.

Maintenance

Before construction of a pathway, the entity to be responsible for its maintenance should be established. Typically, that entity will be the owner of the pathway corridor or right-of-way. Maintenance of a pathway that is not open to the public, such as that within a gated development, will be the sole responsibility of the developer or homeowner's association. The maintenance of a pathway on privately owned land over which a public easement is granted should be determined by agreement between the County and the landowner.

The maintenance for publically accessed pathways that are controlled by Weber Pathways is covered with an agreement with Weber County for routine maintenance including sweeping and minor repairs. Pathway maintenance does not include snow removal and the expectation for year round access.

It is suggested that the potential for a county wide group to maintain trails be investigated that would do maintenance for all trails in the county. Each participating entity would have to contribute financially to this type of system through an interlocal agreement.

Volunteers from Weber Pathways and from other trail-advocacy organizations should monitor the pathway system to report problems and necessary maintenance issues to the county. In addition, volunteer efforts, by groups such as the Boy Scouts of America and various trail users, may be used for simple maintenance tasks. An adopt-a-trail program, modeled after Ogden City's, should be instituted as one way to assist with litter cleanup.

Landowner Relations

Respect for private property rights is an essential aspect of the Pathway Master Plan. As described under "Proposed Pathways Network" above, the scenarios under which pathways are to be constructed or designated for public use invite the cooperation of private property owners and the expression of their opinions and concerns. Furthermore, whenever a pathway is constructed along a pre-existing corridor formerly used for a different purpose, such as a canal or a power line, any pre-existing rights held by adjacent landowners concerning drainage, ditch maintenance, crossing and access, and other matters will continue to be honored.

Trespassing and liability are sometimes concerns of property owners adjacent to trails. While trespassing from pathways, just like trespassing from roadways, cannot absolutely be prevented, signs will be posted at all trailheads reminding users to "Please respect private property by staying on the trail." Access will not be allowed or provided from a pathway onto private property without the permission of the landowner. However, if landowners next to a pathway want to create their own access paths to connect to the pathway, they should be allowed and encouraged to do so.

The question of liability cannot be solved by this or any other master plan; however, it should be emphasized that the potential liability incurred by property next to a pathway is no greater than that experienced next to a roadway. Furthermore, Utah has adopted a Limitation of Landowner Liability—Public Recreation Act (Section 57-14-1 et seq.). This act specifically protects landowners who allow the public onto their property free of charge for recreational purposes.

Environmentally Sensitive Areas

The presence of wildlife is part of the heritage and charm of the Valley, and the protection of wildlife habitat and environmentally sensitive areas is an important value for many Valley residents. The Utah Division of Wildlife Resources (DWR) has identified three types of critical wildlife habitat in the Ogden Valley area:

1. Winter range, primarily for deer and elk, in the Middle Fork-Monastery area.
2. The Class 1 fishery in Ogden Canyon.
3. Small areas of wetlands and Class 3 fisheries in the Valley.

The impacts of pathways on wildlife can be positive or negative and are not always precisely known. They vary according to the situation and the species in question. The benefits to the community of well-designed pathways usually outweigh their impacts on wildlife, but in order to minimize any negative effect on critical habitat, the following recommendations should be implemented:

1. Pathways on public land in the critical winter range area shall be closed seasonally during such dates as recommended by the DWR. Locked gates, with signage explaining the importance of the habitat and the reason for the closure, shall be installed at the trailheads or other appropriate locations.
2. Any pathway near a stream, in Ogden Canyon or elsewhere, shall be constructed so as not to adversely affect the water quality or riparian vegetation of the stream or to impair the natural processes of the stream, such as spring flooding.
3. When any pathway is planned for a designated wetland area, the Corps of Engineers shall be contacted for a 404 permit.
4. Where possible, pathways shall not be routed through the middle of large undisturbed areas of natural vegetation, but shall be located on the edge of such areas or in places that have already been disturbed by human activities.
5. Pathways shall not be routed continuously along stream banks, depriving wildlife of important undisturbed habitat, but they shall provide a reasonable number of access points to the stream, so that the public will not be tempted to create unauthorized or "social" trails to reach the water.
6. Where appropriate, pathways shall be used to improve habitat through the consolidation of many social trails into one well-designed pathway. The social trails should be re-vegetated with species that are native to the Valley or beneficial to wildlife.
7. Dogs shall abide by County leash laws.

APPENDIX

Proposed Pathways

The purpose of this Appendix is to provide a working list of proposed pathways. It is intended to be updated without a General Plan amendment.

The pathways described below and shown on the Proposed Pathways Map constitute a Valley wide network that reflects the results of the public planning process. The alignments shown on the map are conceptual, and exact locations will be determined only after landowner negotiations and fieldwork are completed. The map is intended for the use of trail planners, County officials and developers. It should not be used by the general public as a trail map.

Certain pathways are proposed for immediate development and noted by an asterisk (*). They were chosen to satisfy present demand, to provide significant safety benefits, or because they depend on corridors that may soon become unavailable. They will be bike paths and unpaved trails; because workshop results suggested that most Valley residents are currently more interested in separate pathways than in bike lanes. Of course, actual construction will depend on the availability of funds, the route planning process, and property ownership status. No trails are proposed for private property without a landowner's consent.

1. Old Trappers Loop Road. * This historic road, representing a route used by the early fur trappers, should be kept open to the public for non-motorized use, with special access granted to neighboring landowners, and a trailhead developed at an appropriate location at the north end.
2. Wheeler Creek—Trappers Loop Trail. A trail should be created to connect the Forest Service trails in the Wheeler Creek complex with the top (south) end of the Old Trappers Loop Road. The trail would be constructed in cooperation with the Forest Service and the private landowner in the area and would include a trailhead on the Trappers Loop Highway.
3. Pineview Loop Pathway. * This pathway will form a complete loop around Pineview Reservoir, connecting with the Pineview West Trail. The exact route has not yet been determined and is suggested only in a generalized fashion on the map. Parts of it will parallel the highway, while other parts will run along the shore. Much of the route will lie on land under the jurisdiction of the Forest Service, which will probably be the lead agency for much of the pathway planning and construction.
4. Ogden Canyon Pathway. Ogden Canyon is probably the most dangerous road in the County for bicyclists and pedestrians, and the need for a safe alternative is obvious. It is suggested that a pathway separate from the road be built on existing and former rights-of-way, with the goal of creating a practical, beautiful, and usable pathway route while respecting the privacy and other concerns of private landowners.
5. Radford Hills Trail. * This trail is proposed to connect the Pineview West Trail with the Skyline Trail, with a trailhead to be considered on Highway 158. The developer of Radford Hills has already expressed enthusiasm for the trail, but Forest Service cooperation will be required to complete the connection.
6. Grove Trail. This trail is meant to form a connection between Nordic Valley and the Pineview West Trail. Its exact route will need to be determined according to local terrain and property ownership.
7. Pole Canyon Trail. This trail would connect Nordic Valley to the Skyline Trail by means of the existing path in the Pole Canyon area or a similar route. It should be designed in coordination with the development plans of the Nordic Valley resort.
8. Nordic Valley Pathway. This pathway would connect Nordic Valley to the pathway network in the valley, providing a safe access route as an alternative to the highways.
9. Western North Fork Pathway. This pathway would serve the western side of the northern Ogden Valley and connect Nordic Valley to North Fork Park. An important component would be a spur to the Pioneer Trail over North Ogden Divide, with a trailhead at the east end of the Pioneer Trail.
10. North Fork/Sheep Creek Pathway. * This pathway would run from North Fork Park down through Liberty to Eden, where it would connect with the Eden Trail. It is intended as an alternative to the increasingly busy highways and would ideally run near the North Fork River or near Sheep Creek.
11. Avon—Liberty Road. This unpaved road is currently open to motorized vehicles in the summer but is closed in the winter. If a new all weather highway is constructed to Cache Valley, it is suggested that the old road be designated for pathway use.
12. Sheep Creek—Wolf Creek Trail. * This trail, which is to be left unpaved to accommodate equestrian use, is meant to connect the Sheep Creek development with the Wolf Creek resort. Planning for this trail must occur soon, in conjunction with the master plans for the development that is proceeding in both areas.
13. Powder Mountain—Wolf Creek Trail. This trail, not currently a priority, may with increasing activity at Powder Mountain gain importance as a non-motorized alternative to the Powder Mountain highway.

14. Wolf Creek Pathway. * This pathway is needed to provide Wolf Creek residents and visitors with a safe way to reach the shops in Eden without having to use their cars. It would ideally be built in a separate corridor, but it is tentatively planned for the highway right-of-way for the sake of convenience.
15. East Eden Pathway. * This pathway would connect the Eden Trail with the Pineview Loop Pathway and the Middle Fork area. It is intended to help complete the continuity of the Valley wide pathway network and provide residents and visitors with a safe and convenient connection to the shops and other attractions in the Eden area.
16. Middle Fork Pathway. * The purpose of this pathway is to connect the existing Middle Fork trailhead area to the reservoir and the Pineview Loop Pathway. The exact route has not been determined, but it may follow a stream course, roadway, or other corridor.
17. Ogden Valley Canal Pathway. * This pathway would follow the Ogden Valley Canal, either on its banks or generally running parallel to it on an alignment respectful of landowner concerns. It will form a very important component in the pathway network connecting the Valley from northwest to southeast.
18. Power Line Trail Connection. This trail extension will connect the existing Power Line Trail with the Wolf Creek development.
19. Wolf Creek—Middle Fork Trail. * This trail, popular with equestrians, would connect the trailhead being proposed at the Wolf Creek resort with the Middle Fork trail complex. Like other trails in the Wildlife Management Area, it would be closed in the winter, with a gate near the eastern end of the Wolf Creek developed area.
20. Geertsen Canyon Trail Connection. This extension of the north branch of the Geertsen Canyon Trail would connect to the trail network on top of the mountain.
21. La Plata Ridge Road. This trail would provide access from Powder Mountain to the mountainous areas on the east.
22. La Plata Road and Trail. The old ridge top road would be extended southward as a trail connecting to the Geertsen Canyon—Shupe Canyon loop.
23. Northern Connection Trail. This trail, whose exact route is yet to be determined, would provide a trail connection from the La Plata area to Beaver Creek and the eastern portions of the County.
24. South Fork—Beaver Creek Pathway. This pathway would parallel Highway 39, either in the existing right-of-way or in a separate corridor, or a combination of both, to provide safe non-motorized access to the South Fork campgrounds, the Causey area, and the lower part of Monte Cristo.
25. Pine Creek Road. This trail, to be designated in consultation with the private landowners in the area, would connect Brown's Hole to the South Fork—Beaver Creek Pathway.
26. Causey Trail. This trail would provide a safe connection from the South Fork—Beaver Creek Pathway to Causey Reservoir.
27. Skull Crack Canyon Road. This trail would form part of a grand loop in the southeastern part of the County and would be opened in cooperation with the private landowners in the area.
28. South Ridgeline Trail. A continuation of the trail loop as described under "Skull Crack Canyon Road."
29. Bennett Creek Loop Trail. This loop, which circles from the Monastery area to South Fork, already sees some trail use and an official designation should be negotiated with local landowners.
30. South Fork Pathway. This pathway would extend east and west through the South Fork area as a safe alternative to the busy stretch of Highway 39. Ideally, it would be located in a separate corridor, but it may be built in an existing road right-of-way.
31. East Huntsville Pathway. This pathway would branch off the South Fork Pathway to provide a more direct connection to parts of Huntsville.
32. South Fork—Monastery Pathway. Another short connecting link, this pathway would help complete a safe network of pathways in the South Fork area.
33. South Bench Canal Pathway. * This pathway would follow the South Bench Canal, running from the Monastery area west to the Old Trappers Loop Road and the Jefferson Hunt Campground area. It could be built in conjunction with alterations that have been proposed for the canal.

Weber County

Date:	October 23, 2012
To:	Ogden Valley Planning Commission
From:	Sean Wilkinson, Planner
Subject:	Policy Questions Regarding Development of Nodes in Ogden Valley (October 30th Work Session)

Two of the Ogden Valley General Plan's major objectives are to maintain the Valley's rural character and preserve open space. In order to accomplish these objectives the General Plan discusses the need for a combination of land uses in "community areas" around Liberty, Eden, and East Huntsville. The Ogden Valley General Plan Recreation Element expands on the idea of mixed-use community areas in discussing the potential for sprawl versus "nodal" development as follows:

"Currently Ogden Valley is zoned for sprawl; that is current zoning laws encourage low density suburban development all across the valley floor and into the surrounding foothills. This pattern will eventually obliterate most of the farmland and all non-public open space in Ogden Valley, and will virtually ensure that sensitive wildlife habitats are interrupted by suburban housing. Another approach would be to encourage nodal or concentrated development. By concentrating development, Weber County can encourage developers to either buy larger tracts and concentrate the project on a small area of a particular site, or to transfer densities from surrounding lands that are owned by others through a transfer of development rights program. In either case, new houses are placed closer together and the land that would have held all those houses in a lower density situation can instead be protected forever. This will create a very different pattern of development and it will allow Ogden valley to protect farmland and important open spaces. Preservation of key areas will help protect sensitive wildlife habitat, create a more pleasing visual environment, and provide opportunities for more trails and open space recreation." (Page 117)

The Ogden Valley Planning Commission and the Weber County Commission met in 2008 to discuss the concept of nodal development and it was agreed that the nodal concept should be explored further. Five potential node locations were identified near the following intersections (See Exhibit A):

- The intersection of Trappers Loop and Highway 39 (South of Huntsville)
- The intersection of 500 South and Highway 39 (East of Huntsville)
- The intersection of Highway 162 and 5100 East/Powder Mountain Road (The 4-way stop in Eden)
- The intersection of 5500 East and 2200 North (Eden Park and the General Store)
- The Intersection of 4100 North and 3500 East (Near the Liberty Park)

The County Commission provided funding in the Planning Division's 2012 budget for the nodal development study to proceed and the project is currently underway. In July 2012, staff met with the Ogden Valley Planning Commission to provide a basic introduction and broad overview of the project. The major topics discussed included the need for an infrastructure capacity assessment, the need for updated ordinances and design guidelines for nodes, and mechanisms for transferring density into the nodes. Based on these discussions, staff has begun to research these issues in preparation for a Planning Commission work session on October 30th.

Regarding infrastructure, staff has contacted the major sewer and water providers in the Ogden Valley in order to gain a better understanding of the potential for expansion of these systems. Wolf Creek Sewer District has existing additional capacity and could expand in the future if necessary. A recent sewer study for the south half of the Valley determined that it would be feasible to provide sewer in that area, but the cost would be over ten million dollars. This information is important because high density nodes will require sewer service, rather than septic systems. The Eden and Liberty water companies also have existing additional capacity and the ability to upgrade and expand their water sources. Staff also met with the Weber Basin Water Conservancy regarding water issues in the Valley. Weber Basin stated that as growth continues in the Valley, a water treatment plant for Pineview Reservoir will be necessary at a cost potentially exceeding 20 million dollars. Based on the input of these service providers, it appears that sewer and water services will be available for the proposed node areas, though costs may be excessive. Rocky Mountain Power has also

provided the County with information that new transmission lines and a substation will be required with increased density in the Ogden Valley.

Before proceeding in a specific direction on the node project, staff has identified several policy questions that need to be answered by the Ogden Valley Planning Commission and the County Commission. First and foremost, the County needs to determine what the vision for nodes in the Ogden Valley includes, specifically when it comes to providing for density. The Recreation Element is clear that nodes are to be used as receiving areas for transferred development rights, which is where the density would come from. The Ogden Valley Planning Commission and County Commission both agreed with the Recreation Element in 2008, but both Commissions have changed personnel during the last four years and staff feels it is important to address this topic again.

In 2008 the following questions were asked of the Planning Commission and County Commission:

- Is there a preferred dwelling unit goal in Ogden Valley?
- Which lands and how much open space does the County want to preserve?

The answers were that establishing a specific density number is not appropriate, and that all lands are important but establishing a specific open space preservation number is not appropriate. While these answers do not provide specific direction, they do leave the options for nodal development wide open, which allows the Planning Commission to work within a broad spectrum of tools and choices. The Planning Commission needs to carefully consider the following policy questions in determining the feasibility and desirability of nodes in Ogden Valley:

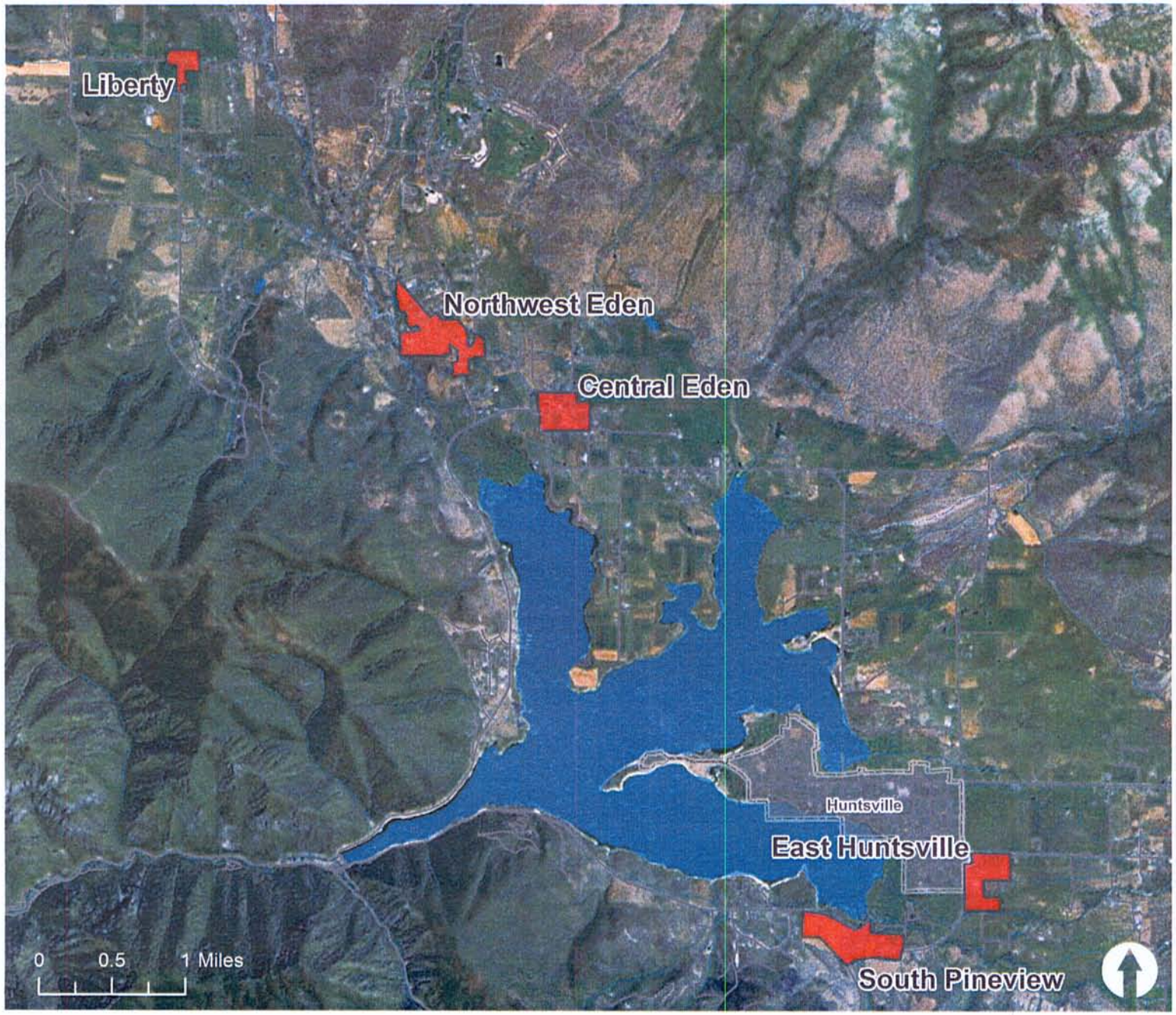
1. The Recreation Element states that there could be up to approximately 17,000 units in Ogden Valley based on existing zoning (not including Snowbasin and Powder Mountain). How many of these 17,000 units should be transferred to node areas? Considerations in determining a number may include aesthetics, building height and mass, protecting the Valley's rural character and historic value, infrastructure costs, etc.

2. What tools should be utilized to transfer density to nodes and protect open space? Potential tools may include Transfer of Development Right programs (TDR), Purchase of Development Right programs (PDR), self-imposed taxes used to fund the purchase of open space and development rights, etc.

One of the key components of this project is determining feasibility from a market standpoint. The nodes have to make sense for the County, the developer, the end-users, and the Valley citizens. A market feasibility study could look at land costs, land development potential, infrastructure costs, the effect of TDR's, PDR's and other tools, zoning guidelines, and many other factors to help clarify the issues. Staff is planning to move forward with a market study to help determine the scope and parameters of the Ogden Valley nodes project. The Planning Commission's discussion regarding the above questions will provide staff with a framework for this project as we move forward with the market study and beyond. Please take some time to carefully consider these questions and be prepared to discuss them. Thank you for your dedicated service.

Ogden Valley | Node Boundaries

Exhibit A



Nodes
Huntsville
Roads
Water Bodies
Streams

Map by David Fletcher
Spring 2012
Source: Weber County GIS Dept.