WEBER COUNTY

COMBINED WEBER COUNTY COMMISSION & OGDEN VALLEY TOWNSHIP PLANNING COMMISSION

WORK SESSION

Friday, September 6, 2013
7:00 A.M.

1. Light Breakfast: 6:45 to 7:10 A.M.
2. Ogden Valley General Plan Implementation Discussion
3. Adjourn

The meeting will be held in the Weber County Commission Office Conference Room, Weber Center, 2380 Washington Blvd., Ogden UT

(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

August 30, 2013

To: Weber County Commission
Ogden Valley Planning Commission

From: Robert O. Scott, AICP
Planning Director

Subject: Ogden Valley General Plan Implementation

Work session Purpose. The purpose of the joint September 6 Weber County Commission / Ogden Valley Planning Commission work session is to recap the steps that have been taken to implement the Ogden Valley General Plan and discuss the next projects in the implementation process.

Background

In 2008-2009 the Ogden Valley Planning Commission (OVPC) and Weber County Commission held a series of work sessions to give direction on implementing the Ogden Valley General Plan and Recreation Element. The end result of the twelve work sessions was that direction was given regarding the drafting of the destination and recreation resort zone and future topics to be implemented. Attached in the Appendix is a summary of the 2008-2009 work sessions that identifies the policy questions and conclusions. Foremost in those topics is how to implement the Ogden Valley General Plan goal to preserve open space in the Ogden Valley through the use of nodes or village centers.

General Plan Accomplishments to Date

The Ogden Valley General Plan was passed in 1998 and the Ogden Valley Recreation element was adopted in 2005. The Recreation Element recommended in part that three ordinances be considered as part of implementing the element, i.e., sensitive lands ordinance, destination resort ordinance and transfer of development rights (TDR) ordinance. The sensitive lands ordinance was adopted in 2008. The destination and recreation resort zone was adopted in 2012 and has a TDR component.

In addition to these projects the following plans and ordinances have been adopted as part of the Ogden Valley General Plan implementation:

- Air Quality and Water Resources
  - Drinking water source protection ordinance
  - Sanitary Sewer Study
- Protect Open Space and Sensitive Lands
  - Ogden Valley Sensitive Lands overlay
  - Cluster subdivision ordinance
  - Natural Hazards Overlay District
  - Ogden Valley Lighting / Dark Sky ordinance
  - Destination and Recreation Resort zone (TDR component)
- Maintain the Valley's Rural Atmosphere and Rural Lifestyle
  - Agri-tourism ordinance
  - Architectural, Landscape, and Screening ordinance
  - Ogden Valley Sign ordinance
  - Impact fee ordinances for trails, roads, storm drains, etc.
- Transportation
  - Amended transportation plan and map
  - Ogden Valley Pathway Plan, Map, and ordinance
- Neighborhoods and Housing
  - Moderate Income Housing Plan
  - Revisions to CV-1 and CV-2 zones to cleanup use list
- Other Ordinances

- Board of Adjustment amendments to bring into compliance with state law
- Temporary Sign ordinances

Ogden Valley General Plan / What is Next?

The focus over the last few years has been to consider options for preserving open space in the Ogden Valley. Several projects are underway, e.g., an amendment to the Cluster Subdivision Ordinance is currently under review by the Western Weber Planning Commission. The Destination and Recreation Resort Zone was adopted in 2012.

During the 2008 joint work session the following tools were identified as future considerations for preserving open space:

Nodes / Village Centers with a Transfer of Development Rights (TDRs) component
Purchase of Development Rights (PDR)
Density Transfer Charge
Development Fees
Open Space Bond

The Ogden Valley Planning Commission and Staff have substituted the term village centers instead of nodes. The OVPC has been focusing on village centers as the next project for preserving open space. This is a challenging undertaking. Staff has met in work sessions with the Ogden Valley Planning Commission, citizens, private consultants, planning colleagues, and Envision Utah gathering information on possible approaches to this project.

Some questions that need answers are, what role do village centers play in preserving open space and how do they become a receiving area for transferred density from the Ogden Valley floor?

Some suggestions for answering these questions are to establish several scenarios or options to address the following issues, e.g., what is a village center, how many village centers should there be, what is their location and size, how many units can the infrastructure support, and what is the market for village centers in the Ogden Valley? Finally, another question is the relationship to transfer of development rights. Each village center scenario will be evaluated to see how many development rights can be accommodated and what impact this has on preserving open space.

Key village center factors:

- Developing villages in the Ogden Valley will require the help of professional consultants for analysis and design work
- A market analysis will be required to determine the feasibility of the village concept
- Infrastructure, e.g., culinary water and sanitary sewer, are key factors in analyzing the feasibility and density potential of villages and sewer improvements may be required
- A determination must be made as to how density will be transferred to the villages including how TDRs and other growth management tools will be included.

Another possibility is to include in the analysis some of the other identified tools, i.e., Purchase of Development Rights (PDR), Density Transfer Charges, Development Fees, and an Open Space Bond. Should these tools be considered as part of the village center project? Another option to consider is the potential for down zoning.

Land Use Survey

The Planning Division recently completed a Land Use Survey/Map of Weber County which provides a visual and numerical representation of current land use trends throughout the County. This study illustrates the progress made in implementing the County's General Plans, and provides a better understanding of potential trends or issues that are emerging. After the County-wide study was completed, a separate study was carried out for Ogden Valley village centers. The study area consisted of the "Ogden Valley floor" which did not include the South Fork area (South Fork Canyon, Causey Estates, Evergreen, Sunridge), Snowbasin, or Powder Mountain. In addition to excluding these areas the study was limited by the following assumptions:

- Areas above 6,200 feet in elevation were excluded
- Pineview Reservoir was excluded

- Government (County, State, and Federal) owned lands were excluded
- Major utility corridors (power line corridor, canals, etc.) were excluded
- Existing roads were excluded
- Other properties determined to be undevelopable were excluded

After creating the study boundary based on these assumptions, 3,049 existing residential units were identified. The current zoning designations were overlaid and the total undeveloped acreage within each zone was calculated. The undeveloped acreage within each zone was then divided (or multiplied in the CVR-1 and FR-3 Zones) by the minimum lot area, i.e., the AV-3 Zone minimum lot area is 3 acres, and a potential number of additional units per zone were established. All of the units were then added together to create a potential number of additional units based on current Ogden Valley zoning. The following table shows the zoning designation, undeveloped acreage, and potential number of additional units within the study boundary:

Ogden Valley Village Center Study		
Zoning Designation	**Total Undeveloped Acreage (Within Study Boundary)**	**Potential Units / Undeveloped Land (Within Study Boundary)**
AV-3	6,083	2,028
CV-2	29	0 (No Residential units allowed)
CVR-1	74 (Only 50 ac. were used due to the Snowbasin Transfer of approx. 24 ac.)	1,000 (Assuming 20 units per acre)
F-5	9,519	1,904
F-40	995	25
FR-1	3	3
FR-3	76	1,528 (Assuming 20 units per acre)
FV-3	5,933	1,978
MV-1	2	0 (No Residential units allowed)
O-1	1,433	0 (No Residential units allowed)
RE-15	431	1,252
RE-20	158	346
S-1	367	73
Totals of Combined Zoning	**28,369**	**10,137**

Another tool to preserving open space is to consider down zoning some of the above properties.

Next Steps

The next step is for the Ogden Valley Planning Commission and Weber County Commission to identify a process that you are comfortable with.

Staff has identified three options for your consideration:

1. Retain the status quo on the programs and ordinances that are in place.
2. Limit the next project to only studying the village centers and the transfer of development rights component.
3. Include in the project the other identified tools, e.g., purchase of development rights (PDR), density transfer charge, development fees, open space bond, and down zoning.

Project costs for options 2 and 3 have a hefty price tag, e.g., anywhere from $125,000 to $175,000.

If it is determined to proceed Staff can draft an RFP and begin the process for identifying a work program for this project to be included in the 2014 budget proposals.

There are several possibilities for funding this project including spreading the cost over two or more budget years. There is $30,000 in the 2013 Planning Division budget. This could be rolled over into next year's budget. The Summit Group has as part of the MOU a requirement to contribute $100,000 'which sums shall be used solely for the benefit of the local community by purchasing and maintaining open land or other community projects, as determined by the County.' If the County Commission were disposed this could be a revenue opportunity. If Weber County partners with Envision Utah they potentially could bring matching grant dollars.

Last, the Ogden Valley Planning Commission recently made contact with Dr. Bell from the Landscape Architecture Department at Utah State University. USU does an annual senior project with landscape architect students that do a charrette process which produces recommendations and design options. This project does not have to be part of the above described project but depending upon the circumstances of working with a private consultant this could be a collaboration. There fees range from $1,500 to $6,000. The majority cost is for printing with some travel and food expenses. Ogden Valley is close to Logan and travel costs should be minimal.

APPENDIX

The following is a summary of the issues discussed and decisions made as part of the joint work sessions between the Weber County Commission and Ogden Valley Planning Commission in 2008.

Key Policy Issues for the Ogden Valley
The Weber County Commission and Ogden Valley Planning Commission discussed 7 policy issues and made determinations on each question. The policy issues that were discussed with the identified conclusions are shown below:

1. Which of the development scenarios is the preferred scenario?
   Scenario IV Combination
2. Is there a preferred population goal?
   A specific number was not deemed appropriate
3. Which lands and how many acres does the County want to preserve, e.g., valley floor, bench lands, mountain lands, etc.?
   All lands, i.e., valley floor, bench lands, and mountain lands, were deemed important to preserve with the valley floor lands having the most impact on preserving the rural character of the Ogden Valley. A specific number of acres to preserve was not deemed appropriate but to preserve as much open space as possible.
   a. What open space tools does the County want to enact to preserve lands in the Ogden Valley?
      Cluster Subdivision Ordinance – currently under review by the Western Weber Planning Commission
      Destination and Recreation Resort Zone – adopted in 2012
      Transfer of Development Rights (TDRs) – included in the Destination and Recreation Resort Zone and are part of the nodes discussion.
      Nodes / Village Centers
      Purchase of Development Rights (PDR)
      Density Transfer Charge
      Development Fees
      Open Space Bond
   b. Transfer of Development Rights (TDR). Should they be mandatory or voluntary?
      Cluster subdivision ordinance will be amended to include an optional TDR bonus.
      Nodes / village centers will be studied with a TDR bonus component.
      Should TDRs be mandatory? Legal counsel advised that mandatory TDRs could be legal depending on how the program is structured.
      Should there be density transfer incentives with TDRs?
      Qualified support was given to density bonuses. They are to be used sparingly and tied to retiring dwelling units.
   c. Purchasing of Development Rights (PDR).
4. Should a General Plan map be adopted as part of the Ogden Valley General Plan?
   As part of the next General Plan update a General Land Use Plan Map will be created.
5. Does the County want to embrace the nodal / village center concept, and if so, to what extent?
   The nodal concept should be explored.
6. What should the County policy be on centralized sanitary sewer facilities?
   A state sponsored sanitary sewer feasibility study was completed in 2011.
7. What should the County policy be regarding establishing new and consolidation of the 86 existing culinary water systems?
   Tage Flint, Weber Basin Water Conservancy Director gave an overview of water rights in the Ogden Valley.