MORGAN COUNTY GENERAL PLAN

April 2022 DRAFT





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RECOMMENDATIONS...

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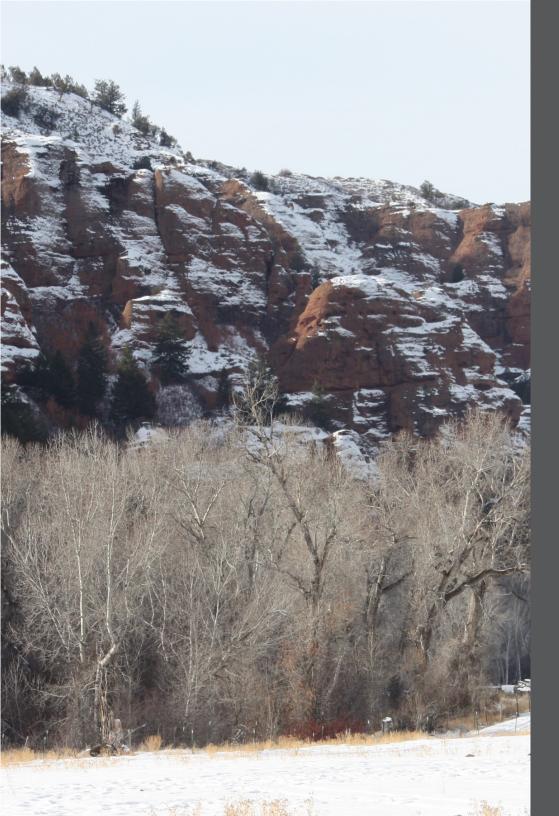
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EXECUTIVE SUMMARY

The Morgan County General Plan (2022) provides a future county vision that balances current and future needs and desires, and clear policy direction to help ensure the county develops in a manner that meets existing needs while maximizing unique opportunities and likely changes.



A BRIEF

SYNOPSIS

Morgan County is experiencing intense development pressure. Similar to other counties in the state, Morgan County is facing challenges related to high regional growth rates and unprecedented demand for housing of all types, and affordable housing in particular. These and other factors require a new General Plan that helps guide growth and development in a manner that merges needs and demands with a long-term county vision.

The following nine Guiding Principles are based on community input and common goals emerged during the planning process, and are the basis upon which the plan was developed.

- 1. COMMUNITY CHARACTER: Protect the rural, small western town atmosphere of Morgan.
- 2. AGRICULTURAL IDENTITY: Protect agriculture for its value as a livelihood, lifestyle and visual character.
- 3. SMART GROWTH: Where development can occur, encourage smart growth principles.
- 4. TRANSPORTATION: Improve the safety and connectivity of roadways in the community.
- 5. HOUSING: Provide a variety of housing opportunities for natural local growth and life-cycle transitions while maintaining agriculture and open space.
- 6. ECONOMIC DEVELOPMENT: Pursue a two-pronged approach to economic development to serve local residents and employees and enhance the growing tourism market.

- 7. ENVIRONMENT & NATURAL RESOURCES: Protect Morgan's natural resources and environment to preserve the quality of life for residents, visitors and wildlife.
- 8. COMMUNITY SERVICES & AMENITIES: Balance low taxes with the need for affordable housing, services and infrastructure.
- PARKS & RECREATION: Provide a comprehensive, connected network
 of parks, trails and recreation amenities that facilitates a healthy
 lifestyle for residents, offers opportunities to gather as a community
 and encourages visitors to explore Morgan's destinations.

1 IMPLEMENTATION

The Morgan County General Plan includes a list of **catalytic projects** to help jump-start the ideas and vision represented in the plan. They are by nature focused on implementation in the near future, with a few key examples summarized below:

- » Modify county codes and ordinances to align with the General Plan
- » Investigate and implement options for open space preservation.
- » Accommodate people walking and bicycling safely on existing roads without conflicting with vehicles via visually-separated facilities such as paved shoulders, striped bike lanes, or physicallyseparated facilities such as shared-use paths, sidewalks, side paths.
- » Expand the areas available for multifamily, small lot and mixed use development in areas where infrastructure access and capacity allows, such as Mountain Green.

- » Promote accessory dwelling units as an income source for property owners and a moderate income housing opportunity.
- » Acquire open space along waterways and natural drainages as soon as possible to protect the resource and improve public access.

Specific goals, policies and implementation measures round out the first chapter to provide guidance specific to each element of the General Plan.

2 BACKGROUND & INTRODUCTION

Morgan County is projected to grow steady from 12,295 people in 2020 to approximately 20,729. Household sizes have gradually increased over time, indicating a trend toward larger families and a younger population. However, the relatively even distribution of age groups suggests a need for housing, amenities and services options.

The public was offered multiple opportunities and methods to engage and participate in the planning process, as shown in the diagram below. Public comment contributed to the development of the Guiding Principles and the recommendations in the General Plan.

Public Focus Group Meetings Interviews Project Website Community & Interactive Survey Engagement Tools Leadership Advisory Briefings & Committee Workshops Morgan County Public Staff General Hearings & Coordination Adoption Plan (2022)

Area Plans for Mountain Green and the Peterson Areas are currently being updated. It is recommended that the area plans for all other county centers and settlements are updated in a similar manner, which will help ensure the vision and goals for these special locations are understood and current.

3 LAND USE & COMMUNITY CHARACTER

The land use concept envisions the most extensive growth in the county will continue to take place in the Morgan City Center and the Mountain Green Town Center. This will help reduce pressure to develop open space and agricultural land in the rest of the county. Other areas of growth include public and private resorts. The Resort Centers are recreation-focused and are managed through development agreements with the County.

The General Plan includes several new or updated land use categories to provide additional options, flexibility and a clearer picture of planned land use in the county, as follow:

- » Village High Density Residential (VHDR) | 8-16 units per acre
- » Town Center Village (TCV) | 10-20 units per acre
- » Town Center Mixed Use (TCMU) | 8-16 units per acre
- » Master Planned Resort (MPR)
- » Flex 1 (F1) | Residential/Commercial/Light Industrial
- » Flex 2 (F2) | Commercial/Light Industrial/Business Park
- » General Commercial (GC)
- » Highway Commercial (HC)
- » Airport (A)
- » Civic/Institutional (CI)
- » Recreation, Parks and Open Space (RPOS)
- » Public Lands (PL)

Two overlay land use districts in Mountain Green facilitate urban design improvements and identity branding opportunities for the area. The Town Center District and Airport District have different design elements and



utilize specific treatments and design guidelines to establish a unique identity for each area.

The rural, small western character of Morgan County is highly-valued by residents. The Land Use chapter includes a suite of tools to help implement a comprehensive strategy for the preservation of open and agricultural lands that are valued by the community. These tools include:

- » Open Space Design Standards/Clustered Developments
- » Zoning and Development Restrictions: Sensitive Lands Overlay
- » Fee Simple/Outright Purchase
- » Purchase and Sellback or Leaseback
- » Conservation Easements
- » Land Banking

Other key ideas addressed in the Land Use element include historic preservation, streetscape and community gateway enhancements, roadway design, land use buffers and transitions, public access within private development, public space design and programming, public events and art, and dark sky lighting.

4 TRANSPORTATION & CIRCULATION

The Transportation element describes Morgan County's existing transportation conditions and summarizes data on connectivity and safety, including current and planned transportation projects throughout Morgan. Key opportunities for the county include:

- » Improving and enhancing the active (walking and bicycling) transportation network
- » Mitigating Congestion
- » Improving road safety
- » Managing speed and calming traffic
- » Creating multimodal main streets
- » Providing greater connectivity for all transportation modes
- » Providing greater access for all

The Transportation element is coordinated with the recommendations in the long-range plan from the Morgan County-Ogden Valley Regional Planning Organization.

5 HOUSING & NEIGHBORHOODS

The Housing and Neighborhoods element provides an overview of existing conditions and future housing demand and concludes with a set of strategies to meet the needed housing demand in a realistic manner.

The analysis evaluates the ratio of the county's median mortgage to median owner income, which is 24.1 percent. Ratios greater than 30 percent indicate the average renter or household owner is burdened by housing costs, and ratios greater than 50 percent suggest a severe burden. The median rent to renter income, which is 31.9 percent, is considered a burden

The focus of this element is to facilitate reasonable opportunity for a variety of housing options, including moderate income housing, thereby meeting the needs of people of various income levels who currently live and work in Morgan County or who desire to do so in the future.

Key recommendations include:

- » Expanding zoning to allow for higher density & mixed use in Mountain Green
- » Resolving infrastructure limitations to development
- » Promoting Accessory Dwelling Units (ADUs)

6 ECONOMIC DEVELOPMENT & RESILIENCY

The General Plan evaluates existing and future market conditions in the county as related to property taxation, land uses and sales leakage (sales lost outside the county). Analyses indicates that Morgan County is capturing 66 percent of all taxable retail sales compared to the average for the state. The most favorable sales are in the motor vehicle and nonstore retailers categories, and that there is sales leakage in all other retail categories. The highest leakage is in the electrical and appliance, furniture and home furnishings, and general merchandise categories.

Key recommendations include:

- » Focusing on properly scaled economic development
 - » It is likely that commercial growth will develop similar to existing neighborhood scale retail
 - Examples of options include: personal services, coffee shops, varying scales/options for restaurants (fast food, pubs and similar uses)tire stores, and recreation services (equipment/ tours)
- » Focusing economic development in Mountain Green Town Center and Morgan City Center with limited/minor commercial in settlements

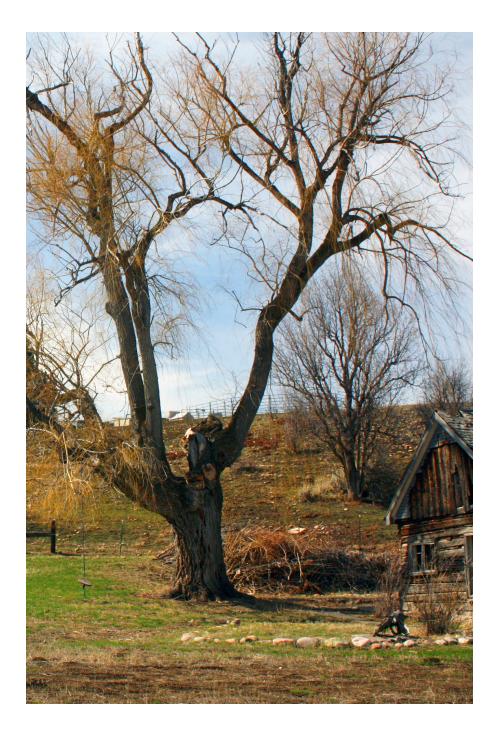
7 ENVIRONMENT & COMMUNITY SERVICES

The Environment and Community Services element summarizes the natural resources and public facilities and services that together contribute to the high quality of life in Morgan County. The plan documents the setting and topography, geology and soils, water resources and wildlife habitat and provides general strategies and recommendations to ensure resources are protected and hazards are mitigated.

The community services portion of the plan discusses services and facilities including police, fire and emergency services; medical services; the senior center/library and public schools. Infrastructure and utilities including water, sewer, electricity, garbage collection, communications, natural gas and streets to help ensure critical issues are addressed, such as the need for comprehensive planning of infrastructure and services.

8 PARKS, RECREATION, TRAILS & OPEN SPACE

The Parks, Recreation, Trails and Open Space element evaluates the existing county system and projects needs for the future. The analysis indicates that parks are generally well-distributed among established



population centers in the county. The planning level-of-service analysis shows that the county currently has three acres of park land per 1,000 people. If the county wishes to maintain the current level of park service, ten additional acres of park land will need to be located and developed by 2030 and an additional 15.3 acres of park land established by 2040.

The county-owned parcel east of the fairgrounds could be used for a regional park to help meet future needs, expanding the pickleball courts and restrooms that have already been developed on the site. The plan also suggests exploring the development of a water park, potentially as part of this regional park. This can help provide safer use of the Weber River, and help mitigate safety, nuisance and trespassing issues associated with water-based recreation on the river.

The plan recommends a range of open space preservation tools to for the Morgan community, which can help the county establish a path forward toward the preservation of preserving open lands and related features that residents hold dear.

A two-pronged trail concept prioritizes the establishment of a two-part streetside trail system in the short-term that (1) accommodates road cyclists and reduces conflicts with vehicles with designated bike lanes and (2) also meets the needs of more recreational trail users with pathway that parallels and is separated from the road wherever possible.

The long-term portion of the trail framework centers on connecting the Weber River, East Cottonwood Creek and other routes to a range of county-wide destinations as part of an interconnected system of parks, trails and open space. The future trail network encompasses a robust system of trailheads and trail access points to further encourage public use and comfort.

The element concludes with an assessment of acquisition and development priorities and a list of potential funding sources for meeting future facility and program needs.



Chapter 1

IMPLEMENTATION

Specific recommended projects and measures to bring the vision of the General Plan to fruition



ENSURING THAT THE VISION IS

REALISTIC, CLEAR AND ACHIEVABLE

Communicating the future vision for Morgan County is only the first step in the process of directing how and where the county will grow. This chapter takes the vision toward reality, beginning with a list of catalytic projects that the county can implement as a first step toward implementation of the community priorities and guiding principles expressed in the General Plan.

The chapter concludes with by summarizing the goals and policies that distill the key ideas contained in the General Plan. These are then detailed with specific implementation measures and strategies the county can enact to accomplish community objectives in the short and long-term future.

CATALYTIC PROJECTS

The following list of catalytic projects are recommended to help jumpstart the ideas and vision represented in the General Plan. They are by nature focused on implementation in the near future.

LAND USE AND COMMUNITY CHARACTER

LAND USE PROJECTS

- » Adopt the General Plan.
- » Modify county codes and ordinances to align with the General Plan.
- » Investigate and implement options for open space preservation.
- » Support the addition of new land use types in the Mountain Green Town Center.
- » Consider implementing a form-based code for the Mountain Green Town Center to ensure aesthetics, critical views, viewsheds and backdrops are protected.

COMMUNITY CHARACTER PROJECTS

- » Enhance streetscapes on existing roads according to the District recommendations in the General Plan.
- » Develop a comprehensive wayfinding and branding plan.

TRANSPORTATION AND CIRCULATION

SAFETY PROJECTS

- » Provide public safety education to change driver behavior and attitudes.
- » Accommodate people walking and bicycling safely on existing roads without conflicting with vehicles via visually-separated facilities such as paved shoulders, striped bike lanes, or physicallyseparated facilities such as shared-use paths, sidewalks, side paths.
- » Perform a road safety audit on roads identified as crash hotspots and develop local road safety plans for hazardous roads identified in the audit.
- » Increase and improve wayfinding and safety signs/reflective posts on county roads.
- » Reduce legal and/or design speed in town centers or anywhere else where there's a high volume of people walking.
- » Add possible Pedestrian Lanes or Yield Roadways where appropriate, on low-speed, low-volume roads where people are forced to walk or bike on the road and places where sidewalks are missing.

CONNECTIVITY PROJECTS

» Create multiple road access points in residential zones and reduce the number of access points along larger roads.

- Develop connectivity-focused policies and standards regarding maximum block lengths/size, local intersection spacing, minimum connectivity index standards and pedestrian circulation plans.
- Discourage private streets. Limit or discourage gated communities and private/other restricted access roads in new and existing development.
- Work with the Trails Committee and alternative mode stakeholders to develop active transportation plans and trail infrastructure.

HOUSING AND NEIGHBORHOODS

ZONING PROJECTS

» Expand the areas available for multifamily, small lot and mixed use development in areas where infrastructure access and capacity allows, such as Mountain Green.

OTHER PROJECTS

- » Promote accessory dwelling units as an income source for property owners and a moderate income housing opportunity.
- Consider completing an updated impact fee study to meet level of service demands and system upgrades needed to meet the anticipated population increase.

ECONOMIC DEVELOPMENT AND RESILIENCY

DEVELOPMENT PROJECTS

Consider options to promote new commercial and mixed use opportunities within Mountain Green. A possible option would be to create an RDA with incentives for particular uses.

TOURISM PROJECTS

- Encourage recreation supply and outfitters to locate within the County
- Develop tourism marketing/advertising plans directed at the Wasatch Front

ENVIRONMENT AND PUBLIC SERVICES

NATURAL RESOURCE PROJECTS

» Verify that ordinances and processes are in place to ensure the protection of the county's natural resources.

COMMUNITY SERVICES PROJECTS

Review and update the Morgan County Emergency Management Plan.

INFRASTRUCTURE AND UTILITY PROJECTS

» Develop long-term plans for to meet future county road infrastructure.

PARKS, OPEN SPACE RECREATION AND TRAILS

PARK PROJECTS

Explore funding options to acquire and develop additional park land required to meet future needs in 2030 and 2040.

OPEN SPACE PROJECTS

» Acquire open space along waterways and natural drainages as soon as possible to protect the resource and improve public access.

RECREATION PROJECTS

- » Review cooperative agreements with the city and school district to ensure roles and responsibilities are clear.
- Explore options to provide additional multipurpose fields in partnership with school district and other park and recreation partners.

TRAILS PROJECTS

» Design and implement the streetside trail network.

GOALS, POLICIES AND IMPLEMENTATION

LAND USE AND COMMUNITY CHARACTER

GOAL 1 PROTECT THE RURAL, SMALL WESTERN TOWN ATMOSPHERE OF MORGAN

Policy 1: Encourage and support areas of focused, flexible growth within Morgan County.

- a. Direct growth to Morgan City and Mountain Green.
- b. Increase development types and densities within Mountain Green Town Center.
- c. Provide a transition from the lower residential densities in the county to the higher densities in the Town Center.
- d. Work with the city to explore potential programs like conservation easements and TDR programs. Morgan City and Mountain Green could potentially include sending zones for a TDR program.
- e. Encourage Conservation Subdivisions on vacant and undeveloped residential parcels in conjunction with package sewer treatment plants.
- f. Reach out to specific landowners are part of consolidating individual holdings to promote high-quality Conservation Subdivisions.
- g. Evaluate additional tools like zoning and development restrictions, fee simple title (outright purchase), purchase sellback/leaseback, and land banking for open space preservations.
- Partner with Morgan City to conduct a feasibility study to evaluate the opportunities, financial implications and longterm operating needs for developing an events center near the County Fairgrounds, potentially as a partnership (public or private).
- Policy 2: Support the efforts of the Morgan Historic Preservation Committee to document, preserve and protect historical structures and places in the county.

- a. Protect historic structures to maintain the sense of history and identity in the county.
- b. Encourage retrofitting and re-purposing rather than replacing historic structures in the county.
- c. When existing structures cannot be retrofitted or transformed, new buildings should be developed in a manner that is sympathetic to the scale of established structures and patterns.

Policy 3: Maintain key views and viewsheds through careful design and planning, including nighttime views.

- a. Modify existing ordinances and codes to protect critical open space and view corridors in the county.
- b. Consider implementing a dark-sky ordinance to protect the rural, starry skies in Morgan County.

Policy 4: Determine a program of streetscape and public right-of-way improvements in Mountain Green Districts and investigate potential funding opportunities.

- a. Enhance district gateways and key intersections.
- b. Apply physical land use buffers and transitions to improve transitions between incompatible uses.

Policy 5: Encourage a diverse and appropriate amount of commercial use at key interchanges along Interstate 84 and any associated future frontage roads to help meet the needs of the community and motorists alike.

- a. Limit highway commercial acreage to the amount required to meet market needs.
- b. Focus highway commercial uses near the interstate and frontage roads.

Policy 6: Mitigate land uses with major impacts

 Work with mining and extraction industries to ensure operations have a minimal visual and physical impact on Morgan County.

GOAL 2 MAKE THE MOUNTAIN GREEN TOWN CENTER DISTINCTIVE AND IDENTIFIABLE AND MAINTAIN THE CHARACTER OF SETTLEMENTS

Policy 1: Improve commercial frontage and streetscapes in the Mountain Green Town Center and Airport District.

- a. Integrate Morgan's history as an agricultural community, a railroad town and a recreation destination into development and improvements in the Town Center.
- b. Ensure that development near the Cottonwood Creek and other riparian corridors respects the floodplain boundaries and includes design approaches that acknowledge the importance of the waterways.
- c. Preserve the historic and unique elements that exist and develop new commercial and mixed-use buildings to create a pedestrian-scaled "street edge" along the key corridors.
- d. Modify existing ordinances and codes to allow for mixed-use development in the Town Center and Airport District.
- e. Create new streets and renovate existing ones in the Mountain Green districts into pedestrian-friendly, walkable places. Incorporate traffic calming and similar techniques where appropriate to reduce speeds in ways that support necessary vehicular access and traffic flow.
- f. Provide enhanced street crossings and unified streetscape treatments in the Town Center and Airport District that help reduce pedestrian crossing distances and slow traffic.
- Create places for the community to gather and events to draw users and visitors by incorporating small plazas, streetscape enhancements and transportation improvements into the public landscape in the Mountain Green Town Center and support these improvements through community events and programs.
- h. Incorporate strategies such as historic preservation projects, streetscape and gateway enhancements, and public programming and art as tools for community and economic development and placemaking where appropriate.

GOAL 3 PROTECT AGRICULTURE FOR ITS VALUE AS A LIVELIHOOD, LIFESTYLE AND VISUAL CHARACTER

- Policy 1: Support programs that help protect agriculture in the county. Ensure existing agricultural uses are protected through right to farm ordinances and planning and codes that manage impacts to adjacent land.
 - a. Work with the county to continue support of the Greenbelt Act and potential improvements that may support innovation and resiliency in agriculture.
 - b. Facilitate strong economic partnerships with local farmers and ranchers through farmers markets, direct marketing efforts, and other means of promoting local agricultural products, producers and programs to local residents and visitors.
 - c. Coordinate planning to support agriculture in the county.
 - d. Coordinate on programs to support agriculture in the county.

GOAL 4 BALANCE LOW TAXES WITH THE NEED FOR AFFORDABLE HOUSING, SERVICES AND **INFRASTRUCTURE**

Policy 1: Follow recommendations in the General Plan to ensure existing and future needs are met.

- a. Allow mixed-use at appropriate locations.
- Cooperate with the Morgan School District officials and other public service providers to locate and reserve appropriate sites for schools and other public services as needed.
- c. Investigate and implement Low Impact Development (LID) stormwater management techniques in key locations where appropriate.
- d. Regularly review service fees to ensure fees are commensurate with the cost of services.
- Policy 2: Require the short and long-term costs and impacts associated with new development to be borne by the developer.
 - Regularly update county Impact Fees Analyses (IFAs) and Impact Fee Facility Plans (IFFPs) and fee schedules.

GOAL 5 PROMOTE IMPLEMENTATION OF THE LAND USE CONCEPT CONTAINED IN THE LAND USE ELEMENT OF THE GENERAL PLAN

Policy 1: Adopt the Morgan County General Plan 2022 as the updated General Plan.

- a. Prioritize the Catalytic Projects in this chapter as part of the county's five-year Capital Improvement Plan.
- Modify the existing county code and other ordinances to ensure the changes contained in the Land Use Element are codified.
- c. Ensure zoning and land use decisions are consistent with the Future Land Use Map and the adopted goals and strategies.
- Policy 2: General Plan amendments, while occasionally necessary and desirable, should be based on changing circumstances and should be beneficial to the community at large and not based solely on the desires of individual property owners.
 - d. Limit updates to the General Plan to no more than once a year.

TRANSPORTATION AND CIRCULATION

GOAL 6 IMPROVE THE SAFETY AND CONNECTIVITY OF ROADWAYS IN THE COMMUNITY

Policy 1: Implement projects that improve walkability and bikeability in Morgan County and minimize conflicts between user groups.

- a. Develop visually-separated facilities such as paved shoulders, striped bike lanes, or physically-separated facilities such as shared-use paths, sidewalks, side paths.
- b. Perform a road safety audit and develop local road safety plans for roads identified in the audit.
- c. Reduce legal and/or design speed in town centers or anywhere else where there's a high volume of people walking.

- d. Add pedestrian lanes or yield roadways on low-speed, low-volume roads where people are forced to walk or bike on the road and places where sidewalks are missing.
- e. Create multiple road access points in residential zones and reduce the number of access points along larger roads.
- f. Develop connectivity-focused policies and standards such as minimum connectivity index standards, maximum block length/ size, and pedestrian circulation plans.
- g. Discourage private streets that create dead ends or interrupt overall street connectivity.
- h. Work with the Trails committee and alternative mode stakeholders to develop active transportation plans and trail infrastructure.
- Formalize and work with the County-wide Trails Committee and alternative mode stakeholders to develop active transportation plans and trail infrastructure.
- j. Increase and improve wayfinding and safety signs/reflective posts on County roads.

HOUSING AND NEIGHBORHOODS

GOAL 7 PROVIDE A VARIETY OF HOUSING
OPPORTUNITIES FOR NATURAL LOCAL
GROWTH AND LIFE-CYCLE TRANSITIONS
WHILE MAINTAINING AGRICULTURE AND
OPEN SPACE

Policy 1: Expand zoning to allow for higher density and mixed use in Mountain Green.

 a. Change zoning to allow a higher concentration of rooftops in the Mountain Green Commercial District, Central District, Town Center District.

Policy 2: Resolve infrastructure limitations to development.

a. Create guidelines that allow and require proper usage of package sewer treatment plants to provide additional smaller lot residential development in focused locations.

Policy 3: Facilitate the incorporation of accessory dwelling units

- a. Increase affordability for property owners and renters by allowing their incorporation by homeowners into existing residential parcels.
- b. Promote ADUs in established neighborhoods to allow for residents to procure additional revenue sources and offer more moderately priced housing opportunities.

Policy 4: Allow and encourage new residential development models that meet the future needs of the community.

- a. Modify existing ordinances and codes to facilitate conservation subdivisions.
- b. Create detailed guidelines and educational information regarding the benefits of new residential models, including conservation subdivisions, mixed-use development and ADUs in appropriate locations.

ECONOMIC DEVELOPMENT AND RESILIENCY

GOAL 8 INCREASE THE COUNTY'S TAX BASE TO PREVENT SIGNIFICANT HIKES TO PROPERTY TAXES

Policy 1: Apply a two-pronged approach to development to encourage greater growth with a minimum impact on the County's level of service expenses.

a. Encourage development that attracts tourism dollars and while providing local services in the County.

Policy 2: Become a marketable destination

- a. Market Morgan activities outside the County to enhance local economy, provide funding for desired recreation infrastructure, and increase the local tax base without increasing the population.
- b. Promote the area as a place for people to come visit and then to allow Morgan County to gain the tourism and travel dollars of quests while minimizing the impact on government level of service demands.

c. A focus on external marketing of the recreational opportunities in the area can promote tourism to buoy the County's economic development.

Policy 3: Update zoning to allow appropriate smart growth in the correct locations to provide places for internal growth to happen.

- a. Cluster commercial nodes in Mountain Green to offer better services and increase the ease of living for residents and visitors.
- b. Focus zoning on increasing the number of rooftops within walking distance to retail clusters to provide easy walkable access and promote a lively atmosphere within the heart of Mountain Green.

Policy 4: Implement properly scaled economic development

- a. Scale commercial growth similar to the existing neighborhood scale retail to provide personal services, food services, gas, lodging and general retail purchases.
- b. Implement highway commercial uses along I-84 to capture traveler dollars.
- c. Encourage a portion of development with a tourist focus could to attract additional taxable sales to the County.

ENVIRONMENT AND PUBLIC SERVICES

PROTECT MORGAN'S NATURAL RESOURCES GOAL 9 AND ENVIRONMENT TO PRESERVE THE QUALITY OF LIFE FOR RESIDENTS. VISITORS AND WILDLIFE

Policy 1: Ensure sensitive lands, waterways, water sources, drainage corridors and other critical natural features and resources in Morgan County are protected and preserved.

- a. Verify that ordinances and process are in place to ensure the protection of the county's natural resources.
- b. Determine the long-term recreation function of the Weber River through additional studies.

- Identify additional tools and measures necessary to achieve the long-term hydrological functions and recreational role of the Weber River.
- d. Acknowledge the importance of the Weber River to the county by preserving key land along the river corridor for riparian functions and habitat, natural open space and future public access where possible.
- e. Continue to regulate the impacts on water quality by enforcing guidelines and regulations that will reduce water quality impacts to the maximum extent possible.
- f. Encourage community and package sewer treatment plants in place of individual wells and septic systems.
- g. Regulate impacts on wildlife by adopting guidelines and regulations that will reduce impacts to the maximum extent possible.
- h. Consider wildlife habitat as part of assessing the ecological and recreational roles of the Weber River.
- i. Adopt hillside and ridgeline protection ordinances.
- j. Develop a water conservation program.
- k. Consider adopting waterwise landscaping requirements.

Policy 2: Evaluate and update, as needed, current regulations and guidelines pertaining to development in areas with areas with potential hazards.

- a. Continue to regulate future development by following Uniform Building Code seismic provisions.
- b. Continue to regulate future development by following the guidelines of the Federal Emergency Management Agency and the Flood Insurance Rate Maps.
- c. Continue to recognize the hazards of development on unsuitable and less suitable lands to people and property by enforcing guidelines and regulations that will prevent development in areas that cannot be effectively mitigated and ensuring proper mitigation of site hazards and constraints where feasible.
- d. Evaluate zones in the foothills to ensure current slope development standards accomplish community goals.

Policy 3: Utilize unsuitable or less suitable lands for open space and trail corridors where feasible.

 a. Identify areas of land that are unsuitable or less suitable for development that may be utilized as open space or trail corridors through purchase or the acquisition of easements.

Policy 4: Provide adequate public facilities and services within the community in a timely manner and with attention given to the needs of specific user groups.

- a. Adopt and regularly update a Capital Improvement Plan.
- b. Provide services and facilities or partner with local agencies to ensure Morgan County has adequate services and facilities.
- c. Require new development to provide adequate infrastructure and services.
- d. Review and update the Morgan County Emergency Management Plan.
- e. Continue to assess the demand for law enforcement, fire protection and emergency services and provide additional services and facilities when and where needed.
- f. Consider emergency services and access routes in the review of new development.
- g. Continue to assist Morgan School District in providing and maintaining high-quality education and adequate facilities and opportunities for all levels.
- h. Monitor the socio-economic structure and needs of the community and encourage the fulfillment of those needs through either public agencies or private organizations.
- Review and update design and engineering standards for roadways to ensure they meet community needs.

Policy 5: Ensure planning and resources are in place to maintain critical county infrastructure now and in the future.

- a. Develop a master plan for county road infrastructure that addresses short- and long-term needs.
- Update annual budgets to ensure funding for operation and maintenance of county infrastructure is sufficient to meet needs
- c. Require new development to have a feasible plan in place to provide infrastructure prior to development approval.

- d. Ensure infrastructure is provided in a well-planned, efficient manner by avoiding leap-frog developments that require gaps in infrastructure.
- e. Encourage the annexation of all development into incorporated areas to maximize the services available to residents and minimize the impact on natural resources.

PARKS, OPEN SPACE, RECREATION AND TRAILS

PROVIDE A COMPREHENSIVE, CONNECTED GOAL 10 NETWORK OF PARKS, OPEN SPACE, RECREATION AND TRAILS

Policy 1: Assure the residents of Morgan County have equitable access to a diverse system of high quality parks, recreation and trail facilities.

- a. Strive for a future parks Level of Service of 3.00 acres per 1.000 population.
- b. Explore funding options now to develop additional park land required to meet needs by 2030 and 2040.
- c. Implement the recreation plan in the General Plan in a flexible and opportunistic manner.
- d. Require developers to participate in the provision of parks and trails to meet demands created by new development through the dedication of park lands to the county, impact fees or other agreements.
- e. Pursue non-traditional park types, such as detention basin parks, plazas, community gardens, hybrid sport parks and plazas, nature parks and agricultural heritage parks, to help meet the demand for parks and open space in the future.
- Encourage and support participation by diverse community members in the planning and design of the county's parks and recreation system.
- g. Adopt an open space plan that identifies prime lands for conservation, includes strategies for acquisition and long-term maintenance and management, and encourages public access and interpretation where appropriate.
- h. Facilitate coordinated planning for recreational opportunities that minimizes adverse impacts to natural systems and private

landowners while providing public access to public lands and to designated open space.

Policy 2: Continue best management and maintenance procedures to protect the county's park and recreation investments.

- a. Update annual budgets to ensure funding for operation and maintenance of county parks and other land the county maintains is sufficient to meet needs.
- b. Continue to maintain an up-to-date inventory of all parks, park facilities and parkways, documenting and implementing improvements according to a feasible schedule.
- c. Design and develop parks and other recreation facilities in a way that helps reduce maintenance requirements while promoting better long-term use of public parks and recreation amenities.
- d. Provide amenities and facilities to help Morgan County residents "self-maintain" their parks and park facilities (trash receptacles, animal waste containers, hose bibs, pet clean-up stations, etc.)
- e. Develop standards for the construction and maintenance of parks and trails.

Policy 3: Increase the amount of natural open space in the county

- a. Secure and expand the county's open space system as part of a flexible and opportunistic approach.
- b. Acquire open space along the Weber River and other key areas as soon as possible to ensure resource preservation and public access and make the most efficient use of land acquisition funds.
- c. Strive to acquire open space that preserves natural drainages, wildlife habitat, viewsheds, sensitive lands, or areas with significant natural features such as unique landforms or steep slopes.
- d. Require long-term management plans for all public and private designated open space areas.

GOAL 11 PROMOTE WATER CONSERVATION AND SIMILAR PRACTICES TO HELP ENSURE THE MORGAN COUNTY PARKS AND RECREATION SYSTEM IS SUSTAINABLE AND RESILIENT

Policy 1: As new parks, open spaces, recreation facilities and trails are developed, utilize the most up-to-date technologies to conserve water and other resources in public parks and associated facilities.

- Utilize drip irrigation, moisture sensors, central control systems and appropriate plant materials and soil amendments to create a more sustainable Morgan County parks and recreation system.
- Consider converting less active areas in parks to more waterwise, drought tolerant plantings to reduce water consumption and reduce intensive maintenance practices.
- c. When existing parks are upgraded, add resource-wise lighting and stormwater management strategies described such as dark-sky compliant light fixtures and Low Impact Development (LID) stormwater management practices.

GOAL 12 WORK WITH THE CITY AND COMMUNITY PARTNERS TO PROVIDE HIGH QUALITY RECREATION FACILITIES AND PROGRAMS

Policy 1: Cultivate partnerships to provide recreation facilities that support variety of programming and community needs.

- a. Continue to partner with Morgan City and Morgan School District to meet recreation programming and facility needs.
- b. Maintain an up-to-date usage report for all county recreation facilities, developing a list of desired/recommended improvements in the long-term.
- c. Encourage a support a diverse and inclusive array of recreation programs and community events.
- d. Encourage rand support regular evaluations of program offerings, including user satisfaction surveys, user participation rates, costs and availability with other providers.

- e. Explore options with community partners to provide program scholarships, fee waivers and other tools for improving access for low income residents.
- f. Expand the county's collection of community events as interest and funding allows.
- g. Review cooperative agreements with the city and school district to ensure roles and responsibilities are clear.
- Explore options to provide additional multipurpose fields in partnership with the county, school district and other community partners.
- i. Consider public/private partnerships to provide recreation programs and facilities.

GOAL 13 DEVELOP A PATHWAY AND TRAIL SYSTEM THAT SUPPORTS DIVERSE USER GROUPS

Policy 1: Develop a Complete Streets approach to roadway improvements.

a. Consider implementing a Complete Streets policy for Morgan County that is in line with road funding and in character with the rural nature of the community.

Policy 2: Develop and maintain a comprehensive, connected trail network.

- a. Develop the proposed two-pronged trail network shown in the recreation plan of the General Plan.
- b. Require private development to install trails and pathways as appropriate and where generally recommended in the General Plan.
- c. Develop trail standards for a variety of trail types within the county.
- d. Provide public access to all public trails through coordination with local, state and federal agencies and private developers to ensure access points are planned, constructed and maintained.
- e. Develop an on-going county-wide maintenance strategy for active transportation facilities.
- f. Incorporate bicycle network repair and maintenance needs into the regular roadway maintenance regime as appropriate,

- paying particular attention to sweeping and pothole repair on priority bicycle facilities.
- g. Ensure that maintenance routines include selective plowing of key routes to facilitate winter trail use.
- h. Install dark-sky compliant trail lighting and emergency response stations along major multi-use trails.

GOAL 14 RAISE COMMUNITY AWARENESS AND INCREASE EDUCATION OF BICYCLE AND PEDESTRIAN FACILITIES, ISSUES AND **ACTIVITIES**

Policy 1: Implement comprehensive education programs targeted at all populations in the county.

- a. Educate the general public on bicycle and walking safety issues and encourage non-motorized transportation with programs that target pedestrians, bicyclists and motorists.
- b. Install signage along trails to assist with wayfinding.
- c. Support Safe Routes to School and other efforts, including educational and incentive programs to encourage more students to bicycle or walk to school, through a partnership with the school districts and other interested parties.



Chapter 2

BACKGROUND & INTRODUCTION

An overview of Morgan County's history and context, the purpose of the plan, a profile of the community and a summary of the community vision and guiding principles



A SNAPSHOT OF

MORGAN COUNTY

The last major update to the Morgan County General Plan was completed eleven years ago. The average annual growth during this period was higher than the state comparables, but smaller when compared to other counties in the region, which is due in large part to the small Morgan County population. Today Morgan County is experiencing intense development pressure and like most other communities in the state, is challenged to provide housing that is affordable. These and other changes require a new General Plan to ensure growth and development is aligned with future needs and the long-term county vision.

ABOUT MORGAN COUNTY

The lush Morgan Valley was inhabited by Ute and Shoshone Native American tribes for generations prior to the movement of European trappers, traders, explorers and settlers into the area in the early to mid-1800s. Settlers from the Church of Jesus Christ of Latter-day Saints moved into the valley in 1855 following the development of a crude wagon road through Devil's Gate in the lower Weber Canyon. The pioneers quickly established farms and associated irrigation systems, a variety of commercial and manufacturing uses, and community institutions such as schools in the area. Fourteen settlements were established by 1864: Peterson (initially called Weber City), Littleton, Milton, Mountain Green, Enterprise, Stoddard, North Morgan (originally known as Mt. Joy, South Morgan, East and West Porterville, North and South Round Valley and Croydon. Farming and ranching were the primary economic activities for most residents in these early days, and continued to be the chief livelihood of many residents until recently.

Morgan County was established in February 1862 with Weber City as the county seat. The Union Pacific Railroad (UPR) was established here six years later. The introduction of rail service increased opportunities for the distribution of agricultural products and other goods and the location of



the Depot in Morgan City was established it as the economic center of the county.

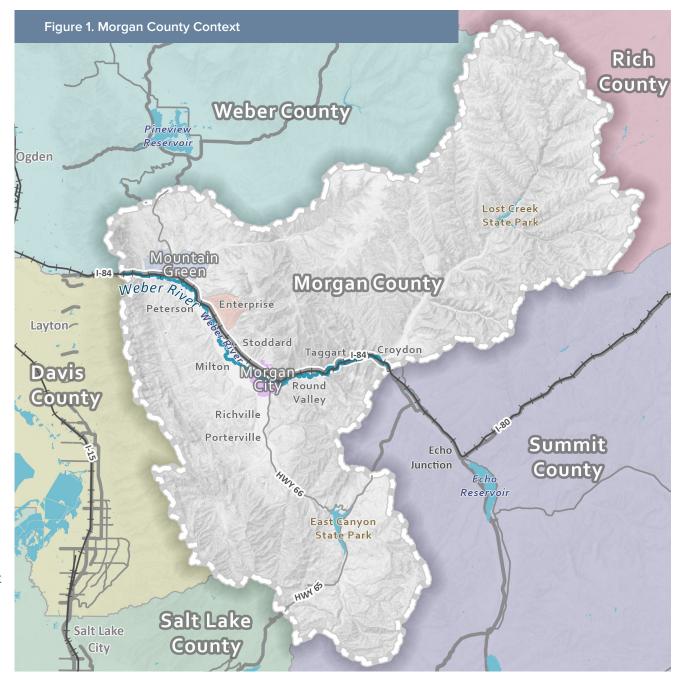
The county has grown slowly over time, from a population of 2,045 in 1900 to 12,295 in 2020. Throughout this period the community has gradually shifted from an agricultural-based to a retail and service-based economy, with the bulk of uses concentrated in Morgan City and Mountain Green. Morgan City is currently the only incorporated municipality within Morgan County and serves as the county seat. In alignment with those changes, residential, commercial and light industrial land uses have emerged in Morgan City and Mountain Green and other areas in the county to a limited degree, replacing areas agricultural land for which the area is known.

REGIONAL AND LOCAL CONTEXT

Morgan County is nestled in the Morgan Valley within the Wasatch Mountains just east of the Wasatch Front. It is bounded by Davis County on the west, Weber County to the west and north, Rich and Summit Counties on the east and Salt Lake County along the south. At an average elevation of 5,060 feet, the valley bottom is composed large areas of rich farmland punctuated by breathtaking views of the hills and mountains that define the edges of the basin. The Weber River bisects the county, in an east to west direction that parallels the general alignment of the railroad. The county boundary traces the peaks of various Wasatch Mountains that surround the valley.

Interstate 84 and the railroad parallel each other through the center of the valley, connecting Morgan County with Interstate 80 to the east and Interstate 15 and the Wasatch Front to the west. The original route of the historic Lincoln Highway passed along this same general route near the Weber River, connecting Echo Junction and Ogden.

A variety of national and regional recreation sites are distributed throughout the county. A portion of Snow Basin Ski Resort falls within the northwest corner the county, which is accessed via Trappers Loop Road north of Mountain Green. A second ski area called Wasatch



Peaks Resort is under construction along the western boundary of the county and is accessed from Morgan Valley Drive through Peterson. East Canyon State Park lies in the south end of the county, providing access to Parley's, Emigration and Little Emigration Canyons via State Route 65, a seasonally accessible highway. Round Valley Golf Course west of Morgan City is the only golf course at present. East Canyon Resort is located a mile north of the winter gate on State Route 65, and the newly-designated Lost Creek State Park is located in the northeastern "arm" of the county, north of Croydon in a box canyon.

Civic uses in Morgan County are concentrated in the center of the county in Morgan City, along with commercial, light industrial and a variety of residential uses. These are bounded on the perimeter by agricultural farmland and undeveloped rural residential lots that transition to low density residential uses and agricultural land in the county. The remaining commercial and light industrial uses are primarily focused in Mountain Green, which is also home to the Morgan County Airport. Residential areas in Mountain Green are primarily comprised of single family uses.

The remaining areas in the county are characterized by single family residential and sparsely-situated, commercial uses focused in small settlements, such as in Peterson and Taggart, and along key roadways such as the single family homes that line much of Morgan Valley Drive. Undeveloped rural residential lots and agricultural land comprise a large portion of the remaining valley floor. Mining and extraction industries are distributed throughout the county, primarily in the foothills in close proximity to I-84 and the railroad.

PURPOSE OF THE PLAN

WHAT A GENERAL PLAN IS [AND WHAT IT IS NOT]

Counties in Utah are required by the Utah Land Use, Development, and Management Act (LUDMA) to prepare and adopt a comprehensive, long-range general plan that addresses present and future needs of and future growth and development. The general plan not only helps guide future development, but also provides for orderly expansion of utilities and public services. The act further authorizes and governs land use and zoning regulation by cities and counties, establishes mandatory requirements that local governments must follow, and provides the legal framework for each locality to make zoning decisions, enact ordinances, and implement plans. Although local governments have fairly broad discretion to make land use decisions, LUDMA is ultimately the controlling authority. Local governments must comply with its requirements and with the zoning ordinances adopted under LUDMA authority.

The state requires three elements in a general plan: (1) land use, (2) transportation and circulation and (3) moderate income housing. **The general plan serves as an advisory document for land use decisions**, indicating the general location and proposed extent of land uses and transportation facilities and summarizing general guidelines for future development, in addition to communicating targeted strategies for facilitating a reasonable opportunity for the development of moderate-income housing. The general plan is advisory only and is not necessarily binding, unless a municipality has an ordinance requiring that the general plan must be followed.

Zoning ordinances describe specific allowed and conditional uses that are granted to individual parcels and areas within a county. They are specific legislative acts that create legally binding regulations of land use.

"Each county shall prepare and adopt a comprehensive, long-range general plan for present and future needs of the county; and growth and development of all or any part of the land within the county." - Utah Land Use, Development, and Management Act (LUDMA)

ENSURING THE GENERAL PLAN STAYS UP TO DATE

The Morgan County General Plan (2022) looks at growth approximately 20 years into the future, with a focus on preserving the community character that is so highly valued by residents while also recognizing that the county will need to adapt to adjust to changing demands and desires as circumstances change. Once the Morgan County General Plan (2022) has been adopted, the zoning ordinance, development codes and other planning documents should be reviewed and updated as necessary to reflect the intent of the plan. This is a critical step to ensure the vision and goals of the General Plan are realized.

General Plan amendments are occasionally necessary and desirable to ensure the plan keeps pace with changing needs and conditions. Such changes should be undertaken only after careful consideration that determines the changes are beneficial to the community at-large and not on the needs and desires of individual property owners.

ORGANIZATION OF THE PLAN

The Morgan County General Plan (2022) provides a comprehensive vision, recommendations and priorities for the future county. It is divided into eight chapters as follow.

Chapter 1: Implementation outlines specific recommended projects and measures to bring the vision of the General Plan to fruition.

Chapter 2: Background & Introduction summarizes the history and evolution of the county, explains the purpose of the General Plan, provides a demographic snapshot of the county, describes the community engagement process and concludes with the community vision and guiding principles based on public input.

Chapter 3: Land Use & Community Design Considerations includes an updated future land use map with descriptions of recommended land use categories and discusses general guidelines for future developments and improvements.

Chapter 4: Transportation & Circulation outlines transportation facilities and elements to meet current and future demands and highlights active transportation considerations.

Chapter 5: Housing & Neighborhoods addresses moderate income housing requirements and includes other strategies to diversify the community's housing options.

Chapter 6: Economic Development & Opportunity discusses the current economic conditions in the county and the identifies opportunities to increase the financial resiliency.

Chapter 7: Resources & Services describes the natural resources and community services that support the livability of the community and provides recommendations for protections and improvements.

Chapter 8: Parks, Open Space, Recreation & Trails examines the green assets of the county and the networks that can or should connect them.

COMMUNITY PROFILE

Figure 2. Morgan County Population Over Time

DEMOGRAPHICS

The following is a summary of current and projected demographic characteristics of Morgan County. As previously indicated, the county has grown slowly over the past four decades, as shown in Figure 2. The average annual growth rate of 2.65 percent for the county between 2010 and 2020 was higher than the state, yet comprised less than one-percent of the total growth in the state during that same period, as illustrated in



Source: U.S. Census Population Estimates

Figure 3. This indicates that while the county is experiencing significant growth in relation to the current population and is experiencing growth pressure, it is not yet a major center of growth for the state.

According to U.S. Census projections, Morgan County is projected to continue growing to at 2.65-percent over the next 20 years, as shown in **Figure 4**, which indicates that growth is likely to continue to be steady but not rapid during that period. Chapter 5: Housing and Neighborhoods provides an in-depth discussion of differing population projections from the U.S. Census and the Wasatch Front Regional Council and the resulting implications for housing.

Morgan County has seen a gradual increase in household sizes during the past decade, increasing from 3.32 in 2010 to approximately 3.47 in 2019. According to the most recent ACS estimates illustrated in **Figure 5**, the county household size has been larger than both Morgan City and the state. The increasing household size in the county indicates a general trend toward larger families, more children per household and a younger population¹.

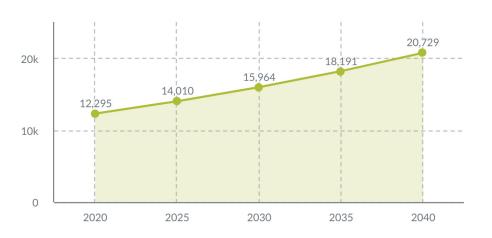
Between 2010 and 2019, Morgan County did not experience a significant change in age distribution, a s shown in **Figure 6**. The population from ages 45 to 54 has decreased, while the age categories above and below this range have remained constant or increased slightly, suggesting the mid-career population cohort may be moving larger economic centers outside the county where housing and employment options better meet their needs. The relatively even distributed population ages suggest a need for a variety of housing options needed within the county.

Figure 3. Morgan County Population Statistics, 2010-2020

	MORGAN COUNTY	STATE OF UTAH
Average Annual Growth	2.65%	1.66%
Total Increase	2,826	496,284
% of Increase	0.6% (of State)	

Source: U.S. Census Population Estimates

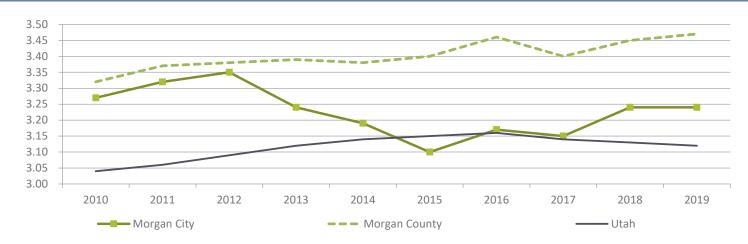
Figure 4. Morgan County Projected Population



Source: U.S. Census Population Estimates

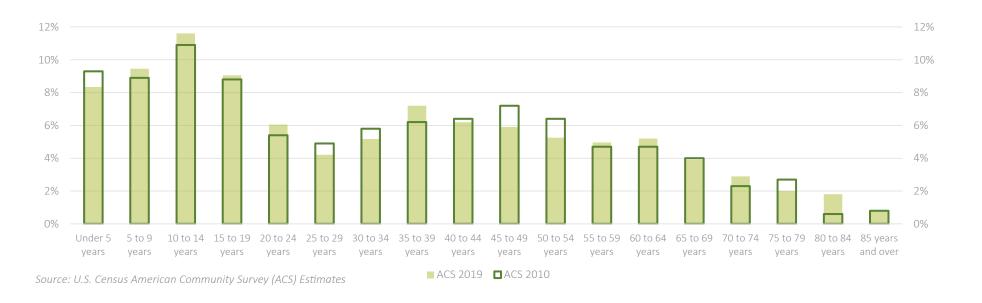
¹ U.S. Census American Community Survey Estimates list the median age of Morgan County at 31.6 in 2010 and 32.2 in 2019.

Figure 5. Morgan County Household Size, 2010-2019



Source: U.S. Census Estimates

Figure 6. Morgan County Age Distribution, 2010 - 2019



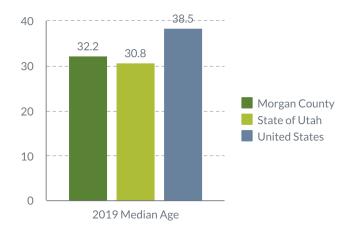
A comparison of the median age illustrates that county residents are slightly older than the state but much younger than the nation on average (**Figure 8.)** This supports the need for a greater variety of amenities, services and housing options to meet the needs of the diverse age groups within the community.

According to the US Census estimates, approximately 52 percent of the Morgan County residents have an Associates Degree or higher, as illustrated in **Figure 7**. This is higher than the State of Utah average of 44 percent and the national average of 41.7 percent, and suggests that Morgan County has a generally well-educated workforce.

Utah household median adjusted gross income (MAGI) represents household total gross income minus specific tax deductions. The 2020 MAGI of \$91,174 in Morgan County is much higher than the state average,of \$55,454 (**Figure 9**).

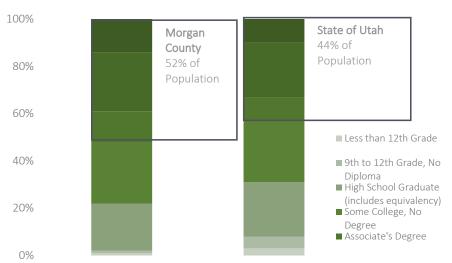


Figure 8. Median Age Comparison, 2019



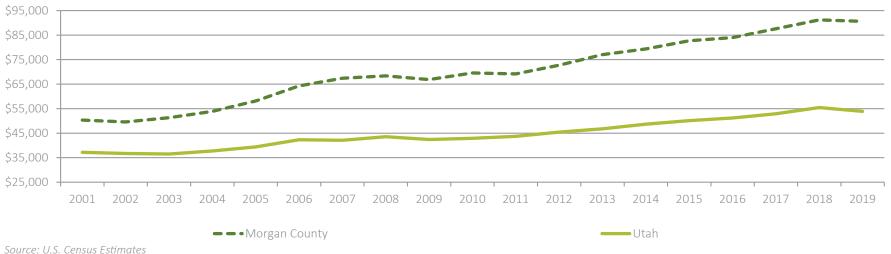
Source: U.S. Census American Community Survey (ACS) Estimates

Figure 7. Educational Attainment Comparison



Source: U.S. Census Estimates

Figure 9. Household Median Adjusted Income Comparison



ENGAGING THE COMMUNITY PROCESS AND COMMUNITY FEEDBACK

The Morgan County General Plan (2022) was informed by a comprehensive community engagement process that provided opportunities for members of the public to provide comments (Figure 10). A summary of community input that was received is contained in the following section and can be viewed in detail in Appendix A - Public Engagement Analysis Report.

STAFF COORDINATION

The planning team worked closely with Morgan County staff throughout the planning process to ensure the General Plan meets the needs and expectations of the community.

Public Focus Group Meetings Interviews Project Website Community & Interactive Engagement Tools Survey Leadership Advisory Briefings & Committee Workshops Morgan County Public Staff General Hearings & Coordination Adoption Plan (2022)

Figure 10. General Plan Community Engagement Process

ADVISORY COMMITTEE

An Advisory Committee composed of county staff, leaders, residents and other community representatives oversaw the planning efforts and provided guidance.

COMMUNITY SURVEY

Y2 Analytics, a Salt Lake based survey research and planning firm, conducted the General Plan Survey of Morgan County residents in 2021. A total of 735 county residents participated, with 228 of those living in Morgan City proper (see **Appendix B** for detailed survey methodology and results).

The top five takeaways from the plan follow:

- » The small town feel is a big draw: self-reported quality of life is high and people love the rural feeling and inclusion in their communities.
- » The appetite for growth in Morgan is generally reserved, but mixed: about 66 percent say growth is too fast; within that group some accept it with certain caveats, but others want growth to slow down or not happen at all.
- » Residents are shopping and recreating in different places and are accustomed to different spheres: most respondents to outdoor activities in or around Morgan, but the vast majority do their shopping and dining outside of Morgan County.
- » A majority of people do want development for restaurants and grocery stores: over half of respondents said they would like to see more restaurants and over a third said the same of grocery stores.
- Trails and aquatic recreation centers are the most popular prospects for parks and recreation development: this showed

up in the analysis of open-ended responses and multiple choice questions.

PUBLIC MEETINGS

Two public input meetings were held online early in the planning process, in March 2021, to offer residents the opportunity to provide direct feedback on their ideas and concerns for future of the community (see **Appendix B** for verbatim comments). Approximately a dozen residents attended each meeting, which were held on two different days. A brief summary of comments follows.

- The preservation of small-town feel and agricultural character is important.
- » There is concern about **traffic and infrastructure demands** that accompany new growth.
- There is a desire for more recreation opportunities within the community, including water-based recreation, better access to public lands and more parks and trails.
- » Additional amenities and services need to be funded by new development.
- » Address how to preserve agricultural lands and natural open space.
- » Traffic isn't too bad yet, but there are key locations that are challenging/dangerous.
- » Residents are used to driving to the Wasatch Front for shopping, dining, work, etc.
- » **Schools** are underfunded yet taxes are high.

In-person and online workshop for Morgan County and Morgan City were held in September 2021 to receive input on preliminary planning concepts. Approximately 35 members of the public took part in-person and online as part of two sessions held consecutively on a single evening.

"Although I'm not related to anybody in Morgan County, it feels like I live among family."

- Survey Respondent

A brief summary of comments of relating to follows.

- » Community character is important. Reinforce and protect the rural atmosphere. Don't want to become another Park City.
- » Need some growth to provide housing for our children and fund schools.
- » Protect natural resources and ensure adequate infrastructure is provided with any growth.
- » Balancing water demands for agriculture and future growth is a challenge.
- » Protect private property rights and secure public access to public lands to prevent trespass.

FOCUS GROUP INTERVIEWS

The planning team met with nine different focus groups to gather greater detail on issues facing Morgan County. Key takeaways from each focus group are summarized below.

AGRICULTURE

- Farming and ranching are declining no ability to expand, land prices are high and local community doesn't support them.
- » Everyone loves the look of agricultural land but landowners need to be compensated to keep that land open and in operation.
- » New development needs to be clustered with large enough open spaces to still allow agricultural uses.
- » New homeowners don't understand and accept impacts of agriculture.
- » Need to work with the community to develop more respectful use of lands accessing the river.
- » Agricultural uses can help **reduce wildfire hazards** in open space.
- » Some water systems need to be updated, but sewer is the biggest limiting factor for development.

» Keeping Greenbelt designation is key to keeping agricultural uses.

CHAMBER/BUSINESS COMMUNITY

- » Cooperate on targeted commercial development have tremendous opportunities here.
- » Most ag products are sold outside of the county.
- A lack of amenities/services in west end of county means those residents will drive to Davis and Weber Counties.
- » County and city need to cooperate.
- Capture tourism dollars centrally located to Snow Basin and Park City.
- » Having local jobs doesn't seem to be a priority for community right now - still willing to drive to Wasatch Front.
- » There will be growth need to **do it in a smart way**.
- » Affordable housing is a big issue for attracting good employees and for locals who want to continue to live in their community.

DEVELOPMENT COMMUNITY

- » There is strong opposition to multifamily options. Developers can't achieve affordability with single family homes.
- » County needs to get back to clustered development.
- » Current **zoning** doesn't allow many housing options.
- » Development is limited by water/sewer only feasible in Morgan City and Mountain Green right now. Costs are high.
- » Soil studies are expensive and cost prohibitive have some issues with soils in the county.
- » **Protect views and support agriculture** compensate landowners.
- » Airport needs planning and reinvestment.

"The residents carry the tax burden for the county. There are not enough businesses in Morgan County to offset the tax burden placed on residents."

- Survey Respondent

23

HISTORICAL SOCIETY

- » Recently completed an updated survey of historic resources in the community and have applied for designation of an official historic district with the State Historic Preservation Office and the National Register of Historic Places. The survey was focused on Morgan City, but would like to do a survey within the county once this designation is secured.
- » County has a **unique history** with the Transcontinental Railroad,
- » Want to establish a museum or visitor's center in the city.
- » Received grant money for **Deport/Rail Car improvements**
- » Morgan is farming and railroad community.
- » Historic routes: Mormon Trail, Donner Trail, Pony Express, Lincoln Highway, Thousand Mile Tree
- » Historical Society is targeting more signage, expanding walking tours, more Commercial Street programming in Morgan City and preservation **programs** throughout the county.

MINING/EXTRACTION INDUSTRY

- » No end-date established yet, at least publicly, for current operations.
- » **Permitting** is getting harder.
- » Freeway access is critical.
- » Final uses will be determined closer to decommissioning.
- » There's a great need for these products rights now keep ground around quarries as-is or make it possible for them to expand.
- » Avoid conflicting land uses set buffer area for this land use.

OUTDOOR RECREATION/STATE PARKS

- » Morgan County has a lot of recreation-based businesses but most are used by tourists, not locals.
- » Need cooperative management of recreation to minimize negative impacts on the community, including State Parks.
- » Great potential for water-park near Morgan City and Morgan County boundaries to help focus/manage use and provide safe area for users of all skill levels.
- » River needs improvements for both flood management and recreation.
- » Build upon Snow Basin and Mountain Green's extensive trail systems and connect throughout the county.
- » Commercial property in Morgan is limited.

- » Need recreation and tourism study to understand options lots to work with -- city and county need to cooperate on planning.
- » With Lost Creek becoming a State Park again, new management plan is underway. This time park is being better funded at the state level. Will include staffing, law enforcement and a few campgrounds.
- » East Canyon State Park has some of the most diverse State Park/ camping options in Utah.
- » State Parks are challenged to meet the use demand.
- Opportunities for State Parks to help with economic development in the county.
- » East Canyon and Lost Creek are **Blue Ribbon Fisheries**.

PARKS, RECREATION AND TRAILS

- » Mountain biking has boomed would be nice to have trails closer to home instead of just Snow Basin.
- Work with private landowners to secure trails and connect regional destinations.
- » Lay out open space in cluster development thoughtfully for trails, etc.
- » Biggest rec programming need is **outdoor fields**. Have been turning kids away.
- » Develop parks with as many **multiple uses** as possible.
- Existing **fields are overused** because of shortage of space.
- » Need better coordination with city, county and schools update interlocal agreements.
- » Better coordination between maintenance staff and programs is needed.
- » Larger developments tend to have more comprehensive planning for trails, parks and open space than smaller, piecemeal projects.
- » Cooperatively plan for trails throughout the city and county.
- » Consider indoor events center for equestrian functions and city/ county events in general.

ROADS AND INFRASTRUCTURE

- » Roads are underfunded and too narrow.
- » Need to **start planning ahead** rather than just keeping up with current needs for all infrastructure and services.
- Need to improve walkabilty and connectivity.

- Water and sewer development needs to expand with roads and new development.
- Update **street ROW standards** to ensure adequate width.
- Railroad bridges are safety and connectivity issue.
- Need **better coordination** on projects that impact roads.

WASATCH PEAKS RESORT

- People want agricultural land and open space but don't want to pay for it.
- Everything in WPR is **totally private**.
- People often misunderstand the **tax impact**.
- The greatest **visual impact** of WPR will be from Mountain Green.
- Biggest benefit to county is economic will contribute estimated \$25.7 million to school district and \$9 million to county general fund each year.
- Will provide some job opportunities.
- Resort Special District Zone requires 60 percent open space, WPR is maintaining 70+ percent, though all will be private.

PROJECT WEBSITE

A project website was developed and managed by the planning team for the duration of the General Plan process. The website was used to disperse information on the purpose of the project, announce meetings, keep the public informed on progress of the plan, provide access to meeting and draft plan information and provide an avenue for the public to provide comments and feedback throughout the project. The website included an interactive mapping comment tool, ideas board and story board, and a direct comment form, as well as phone and email contact information for the planning team.

Input from the website (including location-specific mapped comments), email, and phone calls is detailed in **Appendix A**: Public Engagement Analysis Report. A brief summary of comments follows.

- Keep small town, rural feel and protect agriculture.
- Protect private property rights.
- The city and county need to follow their General Plans and listen to the community.
- New development must **provide infrastructure** (roads, water, sewer, etc.)

- Need **affordable housing options** and options for **seniors**.
- Keep **taxes low**.
- Don't want to see any change in Morgan.
- **Focus growth** in centers.
- No more high density housing and no village centers.
- **Traffic congestion** will worsen with additional development.
- Need more **successful**, **high-quality businesses** to support our schools and keep our money in the city and county.
- Don't add more commercial uses.
- Water and sewer issues must be addressed in long-term plan.
- Improve access to public lands.
- Need regional, interconnected trail network.
- Protect the community's **natural resources**.
- Increase Round Valley Golf Course potential for **economic** development.
- Morgan City **should not annex** any property in the Milton area.
- Ban billboards and support Dark Sky principles.
- Would love a public **pool**.
- Implement the Weber River Restoration and Enhancements project.

LEADERSHIP BRIEFINGS

The planning team briefed the County Commission in June 2021 on preliminary concepts for the General Plan. The Draft Plan was presented to the Planning Commission on March 10, 2022 to get input and guidance on the direction of the Draft General Plan.

PUBLIC HEARINGS AND ADOPTION

A Planning Commission public hearing was held on April 14, 2022. The final draft of the Morgan County General Plan (2022) was adopted by the County Commission on _____.

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AREA PLANS

The previous *Morgan County General Plan (2010)* included Area Plans for eight communities to address specific detail and needs of each. The dates that follow each of those planning efforts in the list that follows reflect the year that each was completed.

- » Croydon and Lost Creek General Plan (1997)
- » Enterprise Land Use Plan (2007)
- » Milton Area Plan (2010)
- » Round Valley, Como and Taggarts General Plan (date unknown)
- » Stoddard/North Morgan (2002)
- » Mountain Green Area Plan (2005)
- » Peterson Area Plan (2005)
- » Porterville/Richville Area Plan (2007)

The Area Plans were developed with input from residents of each location, resulting in a vision for each. These plans were reviewed as part of this planning process and the ideas and recommendations for each were incorporated as deemed relevant to current needs and priorities.

While growth has been slow in Morgan County, the change that has taken place has been significant for these eight areas and the county as a whole. In order to ensure the current vision for each of these districts is understood by county leaders, community members and stakeholders, it is recommended that the area plans be updated as a followup to this plan.

GUIDING PRINCIPLES

The nine Guiding Principles below encapsulates the feedback and direction provided by members of the public as part of the public engagement process. These serve as the core organizational directives for the development of General Plan recommendations and ideas that follow.

- **COMMUNITY CHARACTER:** Protect the rural, small western town atmosphere of Morgan.
- **AGRICULTURAL IDENTITY:** Protect agriculture for its value as a livelihood, lifestyle and visual character.
- **SMART GROWTH:** Where development can occur, encourage smart growth principles.
- **TRANSPORTATION:** Improve the safety and connectivity of roadways in the community.
- **HOUSING:** Provide a variety of housing opportunities for natural local growth and life-cycle transitions while maintaining agriculture and open space.
- **ECONOMIC DEVELOPMENT:** Pursue a two-pronged approach to economic development to serve local residents and employees and enhance the growing tourism market.
- **ENVIRONMENT & NATURAL RESOURCES:** Protect Morgan's natural resources and environment to preserve the quality of life for residents, visitors and wildlife.
- **COMMUNITY SERVICES & AMENITIES:** Balance low taxes with the need for affordable housing, services and infrastructure.
- PARKS & RECREATION: Provide a comprehensive, connected network of parks, trails and recreation amenities that facilitates a healthy lifestyle for residents, offers opportunities to gather as a community and encourages visitors to explore Morgan's destinations.



Chapter 3

LAND USE & COMMUNITY CHARACTER

An updated Future Land Use Map with descriptions of recommended land use categories and general guidelines for preserving and enhancing community character



DETERMINING THE

LOOK AND FEEL OF OUR COUNTY

Morgan County is well-known for its lush green valley of farm fields dotted with settlements and surrounded by dramatic snow-capped peaks. While growth has generally been slow, the county is experiencing increased demands to accommodate additional housing and economic development while trying to balance the preservation of rural character and resources. The future land use vision represented in this chapter will have a major influence on the character of the community, providing specific direction and a range of options to meet the needs of residents, business owners, visitors and other community partners and stakeholders.

COMMUNITY PRIORITIES

The Community Survey that was conducted in the early stages of this planning effort indicate clear desires and directions for the future. Chief among these are preserving community character, maintaining low taxes and having affordable housing for children and families to live in. In line with those trends, the survey also indicates that natural open spaces, agricultural land/landscapes and scenic views are the most important community features to respondents. The top amenities, businesses and services respondents would like to see in Morgan are community and recreation spaces and food and drink services. When asked what type of commercial development they would like to see, restaurants topped the list by a clear majority.

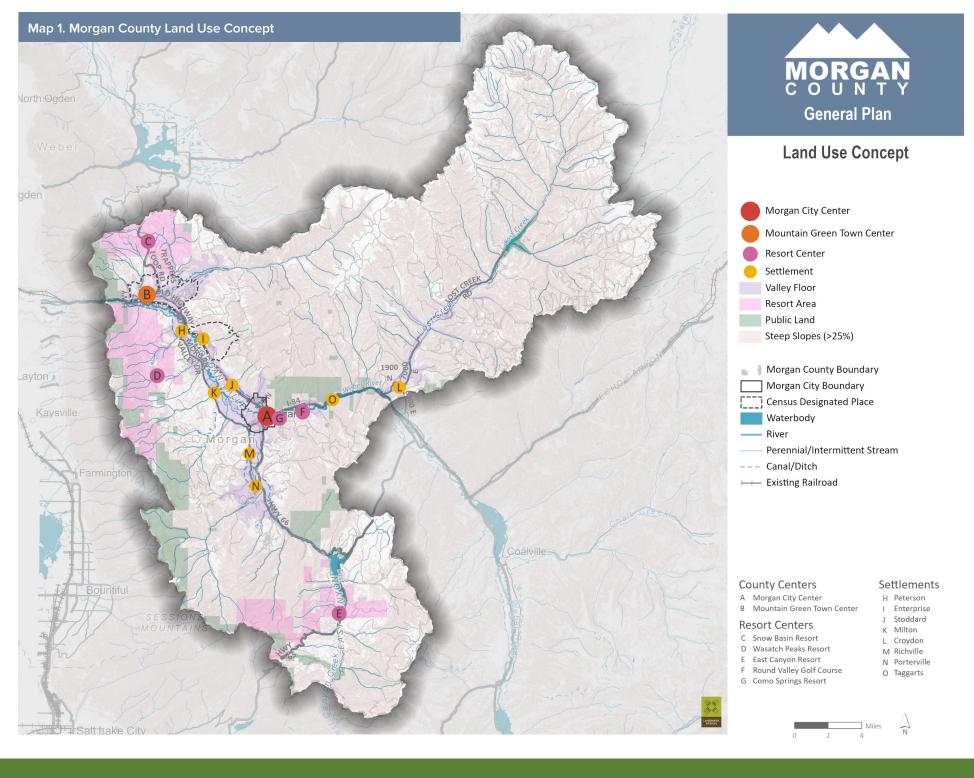
Feedback from public meetings and workshops, focus groups and the project website indicate that the preservation of the rural atmosphere, agricultural heritage and natural open spaces is a top concern, with some desire to see development focused in Morgan City and Mountain Green. The need for more goods, services and entertainment options echo the survey results.

FUTURE LAND USE

The future land use plan for Morgan County is rooted in priorities that are important to residents - preserving community character, protecting agriculture and applying smart growth principles. It is represented in **Map** 1 - Land Use Concept. Future growth is intended to be focused primarily in Morgan City and Mountain Green, helping to preserve the agricultural uses and open lands that characterize much of the valley floor portion of county lands. It should be noted that all development must comply with Weber-Morgan Health Department regulations for water quality protection. See Chapter 7: Environment & Public Services for additional information.

Resort Centers are focused in five areas of the county that are associated with Snow Basin Resort, Wasatch Peaks Resort, East Canyon Resort, Como Springs Resort and Round Valley Golf Course. The settlements indicated on the Land Use Concept map are locations of early pioneer colonization, and the. Mountain Green and Enterprise settlements are Census Designated Places¹. The remaining settlements have no official census designation or official boundaries, yet they have unique identities and histories and their residents continue to have strong associations with them.

¹ Census Designated Places are "statistical geographic entities representing closely settled, unincorporated communities that are locally recognized and identified by name". https://www.federalregister.gov/documents/2018/11/13/2018-24571/census-designated-places-cdps-for-the-2020-census-final-criteria





The Future Land Use in **Map 2** through **Map 5** and described in the following pages indicates the preferred vision of how the county should grow and develop in the future. The vision also assumes that a range of options are likely to emerge in Mountain Green and the other resort areas, which will help ease development pressure on agricultural areas of the county. Development within Morgan City is addressed separately in the *Morgan City General Plan (2022)*.

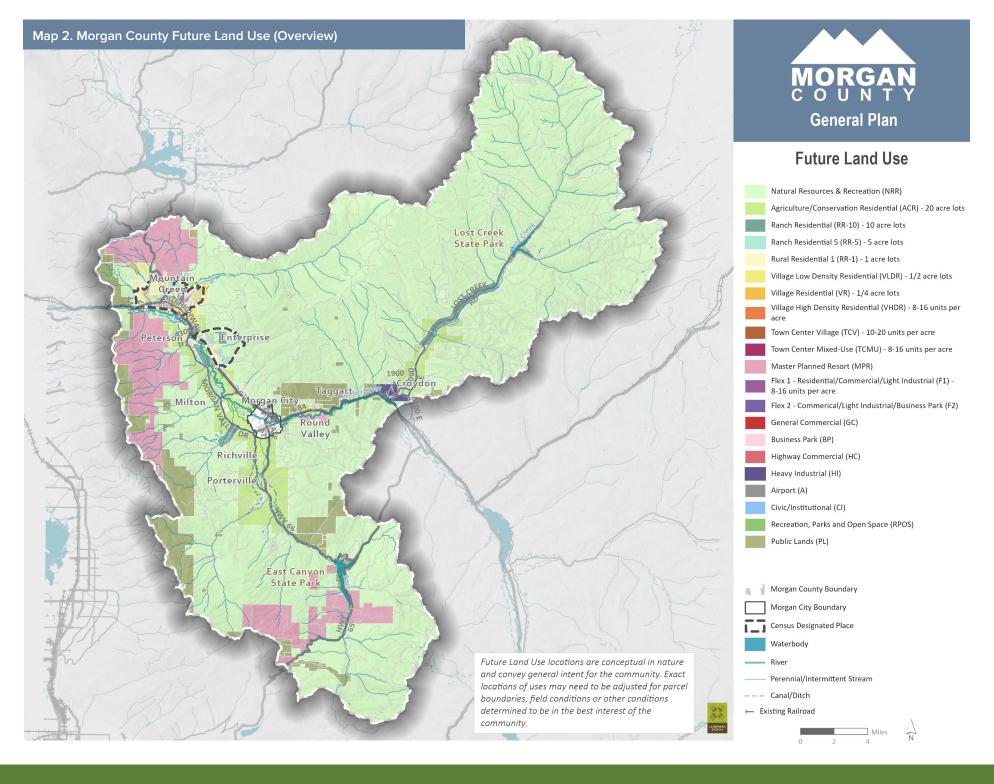
Natural Resources and Recreation (NRR) uses are by far the largest land use category in the county, encompassing a significant portion of the private land in the county². These areas and the various Master Planned Resort areas are situated primarily in the mountains and foothills, although Como Springs Resort and Round Valley Golf Course also included in the latter category. The limited amount of federal and state-owned land forms a patchwork of uses with NRR and Master Planned Resort areas, which includes the two State Parks in Morgan County.

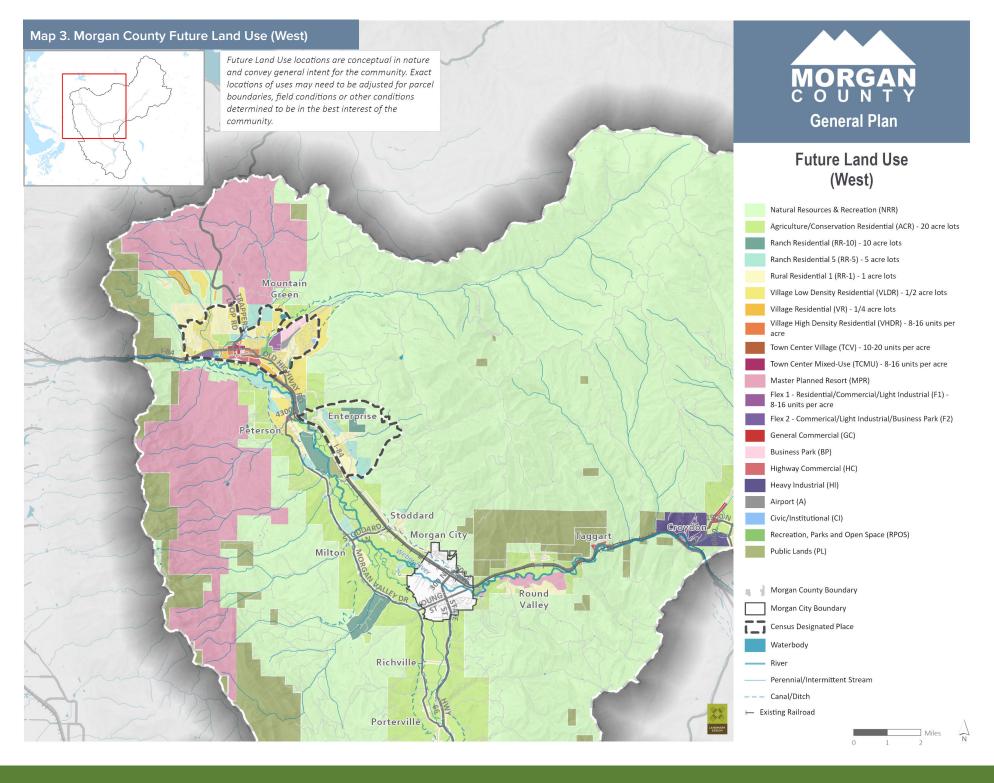
Valley-floor land uses are dominated by a range of low-density residential uses, including Agriculture/Conservation Residential and Ranch Residential uses, that allow lots between one-half to twenty-acres in extent. The current pattern of large-lot single family residential uses along major roads, like Morgan Valley Drive, Old Highway Road and Lost Creek Road, is maintained in the Future Land Use Concept.

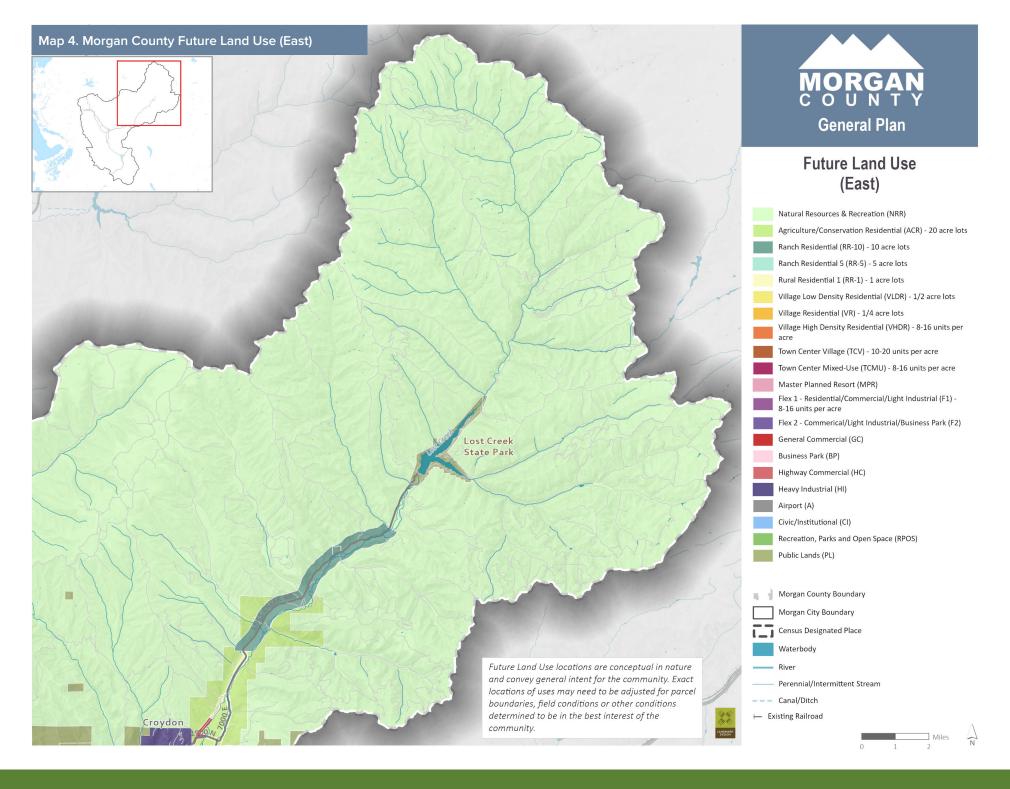
Small pockets of commercial uses are located outside of Mountain Green in Peterson, Croydon and Taggarts. In addition, Peterson includes a small area of land designated for business parks near the commercial center. Croydon features the only area of the Heavy Industrial use in the county at the site of Holcim's Devil's Slide Cement Plant.

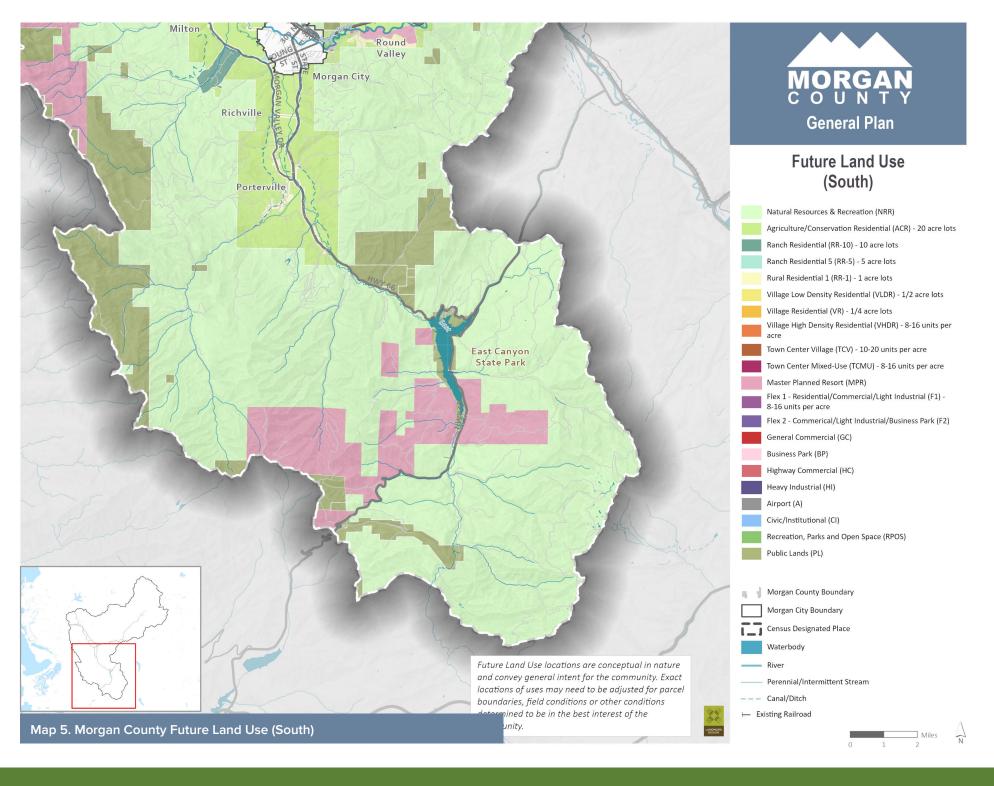
County parks and open space are designated as Recreation, Parks and Open Space (RPOS) uses , differentiating them from other civic and institutional such as government, school and religious facilities.

² Just 6.9-percent of land in Morgan County is publicly-owned, the least amount of public land in any county in Utah.









With the exception of Morgan City, the greatest variety of land uses in the county is located in Mountain Green, as shown on **Map 6**.

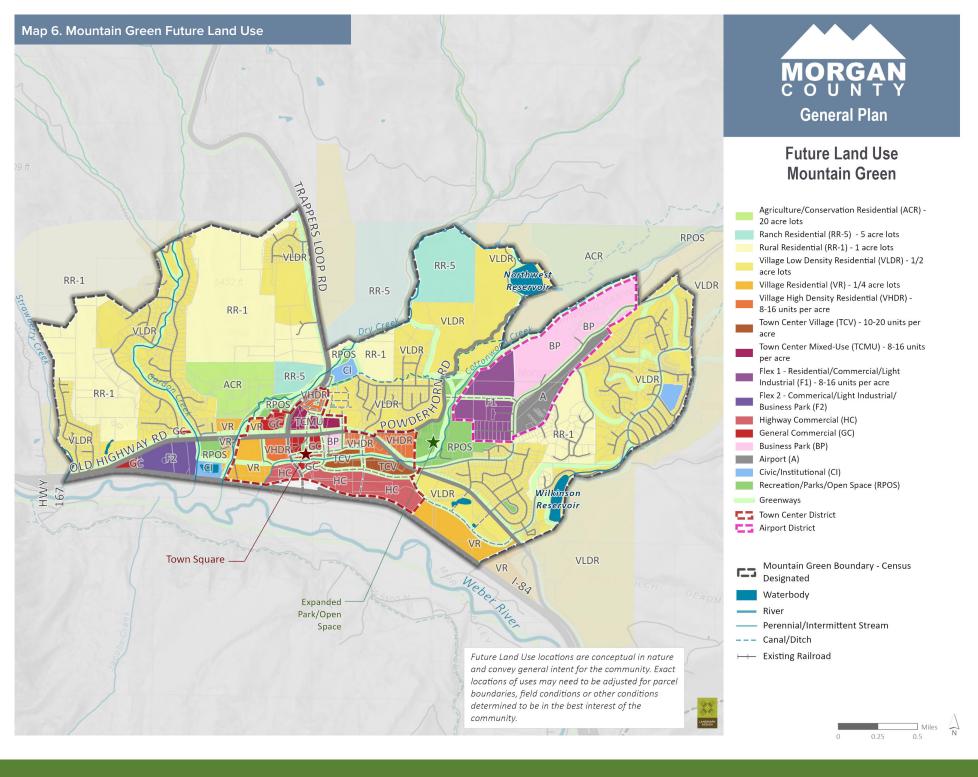
Town Center uses have been expanded over the years, allowing for a variety of single- and multi-family housing, commercial, business park and mixed-use options. The most dense residential land uses are focused in the Mountain Green **Town Center District** with Town Center Residential, Village High Density Residential and Village Residential uses, which accommodate densities between three to twenty units per acre. The Town Center includes a variety of other land uses including mixed-use, commercial, industrial and business park uses that transition out to lower density residential uses.

The Village Low Density Residential, Rural Residential, Ranch Residential and Agriculture/Conservation Residential uses that surround the Town Center District accommodate lots between 1/2 acre to 20 acres in size.

The **Airport District** includes the airport itself and the adjacent commercial, industrial and business park uses which permit a variety of office, commercial, light industrial and mixed residential uses that complement airport functions.

Detailed descriptions and typical images of the various Future Land Use types follow.





NATURAL RESOURCES & RECREATION (NRR)

Natural Resources and Recreation areas are primarily located in the steeper mountains and foothills surrounding the Morgan Valley, but are also found in some flat lands throughout the county. These areas are intended to protect the open space and mountain vistas that characterize the community and maintain the resource, ranching, grazing and recreation uses that have long been part of Morgan's history.

Single-family residential uses that are incidental to and do not interfere with the primary use may be allowed. The intended maximum density for this use is **one residential unit for every 160 acres**.

The current zones that correspond to the Natural Resources and Recreation use are the Forestry (F-1) and Multiple Use (MU-160) zoning districts.





AGRICULTURE/CONSERVATION RESIDENTIAL (ACR)

Agriculture/Conservation Residential areas focus on existing agricultural land uses on the valley floor and are intended to support viable agricultural operations in the county.

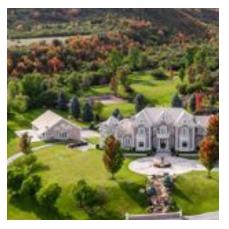
Single-family residential and other uses that are incidental to the primary use may be allowed. The intended maximum density for this use is **one residential unit per 20 acres**, although clustering is recommended to maintain large uninterrupted tracts of agricultural use.

The current zone that corresponds to the Agriculture/Conservation Residential use is the Agriculture District (A-20) zoning district.









RANCH RESIDENTIAL 10 (RR-10)

Ranch Residential 10 (RR-10) areas include both valley floor and foothill locations and are intended to provide large lot residential development with accommodations for livestock. This use is intended to provide a semi-rural character with single-family detached residential development.

The intended maximum density for this use is **one residential unit per 10 acres**, although clustering is recommended to maintain large uninterrupted tracts of agricultural land or natural open space.

The current zone that corresponds to the Ranch Residential 10 use is the Rural Residential (RR-10) zoning district.





RANCH RESIDENTIAL 5 (RR-5)

Ranch Residential 5 (RR-5) areas include both valley floor and foothill locations and are intended to provide large lot residential development with accommodations for livestock. This use is intended to provide a semi-rural character single-family detached residential development.

The intended maximum density for this use is **one residential unit per 5 acres**, although clustering is recommended to maintain large uninterrupted tracts of agricultural land or natural open space.

The current zone that corresponds to the Ranch Residential 5 use is the Rural Residential (RR-5) zoning district.

RURAL RESIDENTIAL 1 (RR-1)

Rural Residential 1 (RR-1) areas include both valley floor and foothill locations and are intended to provide large lot residential development with a semi-rural character single-family detached residential development.

The intended maximum density for this use is **one residential unit per acre**, although clustering is recommended to maintain large uninterrupted tracts of agricultural land or natural open space.

The current zone that corresponds to the Rural Residential 1 use is the Rural Residential (RR-1) zoning district.





VILLAGE LOW DENSITY RESIDENTIAL (VLDR)

Village Low Density Residential (VLDR) areas are located in the Mountain Green Town Center, master planned developments or in established settlements. This use is characterized by single-family detached residential development.

The intended maximum density for this use is **two residential units per acre**.

The current zone that corresponds to the Rural Residential use is the Residential (R1-20) zoning district, which allows for 20,000 SF single-family lots, or approximately 2.2 units per acre.









VILLAGE RESIDENTIAL (VR)

Village Residential (VR) areas are located in the Mountain Green Town Center or in master planned developments. They are intended to provide a variety of single- and multi-family housing options to help meet existing and future housing needs. Single-family dwellings may be attached or detached. Multi-family dwellings may include townhomes, twin homes or green-court style residences. Substantial common open space is encouraged.

The intended maximum density for this use is **four residential units per acre**.

The current Village Residential (R1-12) zoning district allows for 12,000 SF single-family lots, or approximately 3.6 units per acre.





VILLAGE HIGH DENSITY RESIDENTIAL (VHDR)

Village High Density Residential (VHDR) areas are a new use for Morgan County and are located in the Mountain Green Town Center. They are intended to provide a variety of single- and multi-family housing options to help meet existing and future housing needs. Single-family dwellings may be attached or detached. Multi-family dwellings may include townhomes, twin homes or green-court style residences. Substantial common open space is encouraged.

The intended density range for this use is between **eight to sixteen residential units per acre**.

The current Residential (R1-8) zoning district allows for 8,000 SF single-family lots, or approximately 5.4 units per acre. The current Residential (RM-7) zoning district allows for 7,000 SF multi-family lots, or approximately 6.2 units per acre and the Residential (RM-15) zoning district allows for 8,000 SF multi-family lots, or approximately 5.4 units per acre.

TOWN CENTER VILLAGE (TCV)

Town Center Village (TCV) areas are located in the Mountain Green Town Center and are a new use for Morgan County. Town Center areas are intended to provide a mix of multi-family residential and small-scale commercial uses in a manner compatible with surrounding land uses. This use provides a transition between more intensive highway and general commercial uses and residential areas with less dense residential uses.

The intended density range for this use is between **ten to twenty residential units per acre**.

The Town Center (TC) zoning district is the most applicable, but not completely. The code may require modifications to address the needs of the Mountain Green Town Center, and in the long-term be addressed as part of a form-based code for the area as a new zone.





TOWN CENTER MIXED-USE (TCMU)

Town Center Mixed-Use (TCMU) areas are located in the Mountain Green Town Center and similar to the former Town Center land use. They are intended to provide a variety of commercial, office and multi-family residential uses in a manner compatible with surrounding land uses. The road network of General Commercial areas should maintain the traditional street grid and should encourage smaller, pedestrian-scale block sizes where possible with new development.

The intended maximum density for this use is **eight to sixteen residential units per acre**.

The Town Center (TC) zoning district is the most applicable, but not completely. The code may require modifications to address the needs of the Mountain Green Town Center, and in the long-term be addressed as part of a form-based code for the area as a new zone.









MASTER PLANNED RESORT (MPR)

Master Planned Resort (MPR) areas denote resorts or master planned developments that leverage the surrounding natural beauty, resources, amenities and recreational opportunities to provide a mix of recreational, residential and other compatible land uses.

The provision of appropriate infrastructure, transportation and access is essential due to their inherent demands on these systems.





FLEX 1 - RESIDENTIAL/COMMERCIAL/LIGHT INDUSTRIAL (F1)

Flex 1 - Residential/Commercial/Light Industrial (F1) areas are located in Mountain Green west of the Morgan County Airport and are a new use for Morgan County. This area is intended to provide a mix of uses that are compatible with and supportive of the airport functions. Uses in this area include a wide range of multi-family residential, commercial and light industrial options in both horizontal and vertical mixed-use forms to help meet future needs. A live/work environment is encouraged. Increased aesthetic and architectural design considerations are supported. These areas can contribute to employment and production for the county.

The intended maximum density for this use is **eight to sixteen residential units per acre**.

FLEX 2 - COMMERCIAL/LIGHT INDUSTRIAL/ BUSINESS PARK (F2)

Flex 2 - Commercial/Light Industrial/Business Park (F2) areas are located in west end of Mountain Green near the Mountain Green Interstate 84 interchange and is a new use for Morgan County. This use is intended to provide for a mix of commercial, light industrial and business parks uses in a manner compatible with surrounding land uses. These areas serve the county as employment and production centers.

The provision of appropriate infrastructure, transportation and access is essential due to their inherent demands on these systems.





GENERAL COMMERCIAL (GC)

General Commercial (GC) areas encompass a mix of retail, service commercial and professional offices. This use is included in several locations throughout the county, including in the Town Center District in Mountain Green and Croydon. Development in these areas should be implemented in a manner that complements nearby land uses. These areas serve the county as employment centers.

The current zones that correspond to the General Commercial use are the General Commercial (GC), Neighborhood Commercial (NC), Commercial Shopping (CS), Mountain Green Central (MGC) zoning districts.













BUSINESS PARK (BP)

Business Park (BP) areas are located in several locations throughout the county, including in Mountain Green near the center of the Town Center District, in the Airport District north of the Airport, and in Peterson near the Interstate 84 interchange. These areas are intended to provide an attractive environment for professional offices, light manufacturing, assembling, warehousing, wholesaling, commercial, retail and service uses in a campus-like setting. Increased aesthetic and architectural design considerations are supported. These areas serve the county as employment and production centers.

The Business Park (BP) and Technical and Professional (TPC) zoning districts may both be applicable, depending on the specific needs of specific sites and uses. The ordinance may require modifications to address the needs of the Mountain Green Town Center, and in the long-term be addressed as part of a form-based for the area as a new zone.

HIGHWAY COMMERCIAL (HC)

The Highway Commercial areas in Morgan County are located in Mountain near the Interstate 84 interchange, in the planned interchange in the Town Center District and near Trappers Loop Road, and in Peterson and Taggarts. Highway Commercial areas are intended to include larger-scale, automobile-oriented commercial uses, offering accommodations or services to motorists or other large-scale, regionally focused commercial uses.

With the focus on automobile access, Highway Commercial areas should be well-connected to the interstate and arterials and should have minimal impact on the surrounding land uses.

The current zone that corresponds to the Highway Commercial use is the Highway Commercial (HC) zoning district.

HEAVY INDUSTRIAL (HI)

Heavy Industrial (HI) areas provide limited locations for intensive, high-impact industrial activity such as mining, manufacturing, warehousing, assembly and storage involving large-scale machinery and structures.

These uses should be located to minimize impact on the community and its natural resources such as viewsheds, pollution, noise and traffic.

The current zone that corresponds to the Heavy Industrial use is the Industrial (I) zoning district.

AIRPORT (A)

Airport (A) areas are located in Mountain Green at the Morgan County Airport and include the area between Cottonwood Canyon and Willow Creek Roads. This area is intended to provide a suitable environment for the airport and uses that support the airport facility.

The current zones that correspond to the Airport use are the Commercial Buffer (CB), Light Manufacturing (LM), Technical and Professional Campus (TPC) zoning districts. Five airport overlay zones address specific requirements for land surrounding the airport and include the Approach Surface, Compatible Use, Horizontal Surface, Primary Surface and Runway Protection Zone (RPZ).

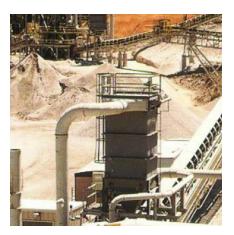
CIVIC/INSTITUTIONAL (CI)

Civic/Institutional (CI) areas are located throughout the county and include a variety of public, semipublic and private civic and institutional uses such as government offices, schools, cemeteries, churches and similar community services and uses. Such uses could be located in the following districts: NC, TC, CS, BP, TPC, MGC and PC, depending on the specific uses and scales. Uses such as schools, churches and low-scale/low-intensity community services should be permitted in any of the Residential and Multi-Family districts, and may be suitable in the A-20, RR-10, RR-5 and RR-1 districts.

















RECREATION/PARKS/OPEN SPACE (RPOS)

Recreation/Parks/Open Space (RPOS) areas indicate the locations where a range of developed parks, trails corridors and other natural open space are envisioned. This category is intended to support the preservation of areas along the rivers, creeks and natural drainages for the protection of floodplains, natural wetland functions and wildlife habitat. Trails through and connecting to these areas are strongly supported where feasible.





PUBLIC LANDS (PL)

Public Lands (PL) areas are located throughout the county and indicate land owned and managed by state and federal agencies including the U.S. Bureau of Land Management (BLM), U.S. Bureau of Reclamation (BOR), U.S. Forest Service (FS) and the Utah Department of Natural Resources (DNR). State and federal lands do not fall under local regulation and are instead managed according to applicable state and national regulations through approved management plans.

OVERLAY DISTRICTS

Two land use districts overlay the land uses described above and represent unique areas of opportunity within Mountain Green.

TOWN CENTER DISTRICT

The Town Center District, indicated by the dark red dashed line on **Map 6 on page 36**, is bounded by Interstate 84 to the south and Dry Creek on the west tracing along Trappers Loop, Old Highway and Powder Horn Roads on the north, and stopping on the east side at approximately 4600 West.

The Utah Chapter of the American Institute of Architects conducted a Design Assistance Team (DAT) study for the general vicinity in 2008. The DAT Final Report created guidelines for a future town center for Mountain Green and included a summary of community values for the area. The report provides for a variety of uses in a walkable, pedestrian-focused core with public gathering spaces and an interconnected trail network. The plan includes recommendations for the area, which should serve as general guidance for the character of the Town Center District. Streetscape and gateway enhancements are essential for creating a distinct sense of arrival in the Town Center.

AIRPORT DISTRICT

The Airport District, indicated by the magenta dashed line on **Map 6 on page 36**, includes the Morgan County Airport and the Flex 1 and Business Park land uses north and west of the airport. This District represents an opportunity to transform the airport and the adjacent land uses into a distinct district with a theme based in aviation and innovation. With a variety of uses such as residential, commercial, office, light industrial and warehousing near a small-scale county airport, this district has the opportunity to capitalize on the convenience and efficiency of colocating supportive, compatible uses in a flexible live/work district offering a diversity of services.

Design guidelines for the district should establish a comprehensive visual character that expresses the concept of innovation through the use of



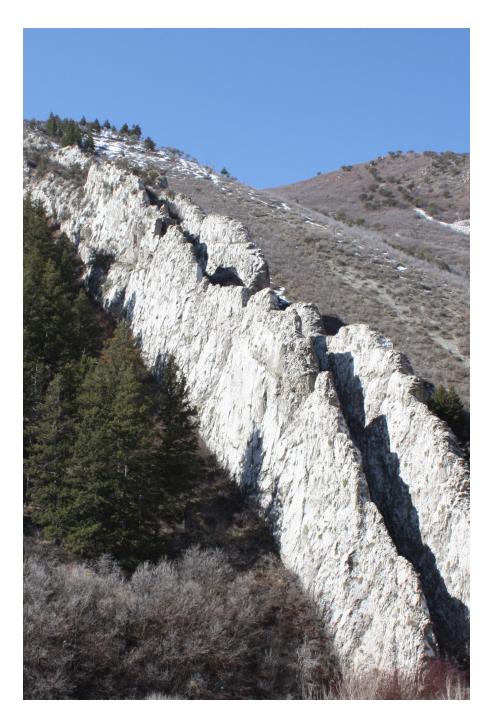












modern materials and design that respects the overall community vision for Mountain Green and the adjacent land uses that surround the district.

ANNEXATION AND INCORPORATION

Two courses of action are possible for areas of the county that wish to gain more local control over land use and other decisions - incorporation into new municipalities or annexation into existing municipalities. Morgan City is currently the only incorporated municipality within Morgan County.

The Utah Lieutenant Governor's Office commissioned an incorporation feasibility study for Mountain Green after residents expressed an interest in the possibility. The study, completed in 2020, indicated that incorporation would be costly for Mountain Green residents due to the low level of sales taxes in the community and potential additional property taxes that could be charged by a new city.

Annexation into Morgan City is an option for parcels in the county that are contiguous with existing City boundaries and do not create any islands or peninsulas. Applications for annexation must be initiated by the landowner and are subject to review and approval by the City.

COMMUNITY CHARACTER

As previously indicated, maintaining the community character of Morgan is one of the top priorities for county residents and the preservation of the agricultural lands and natural open space was indicated as key to achieving this goal. The recommendations below summarize a multifaceted approach to sustaining and enhancing Morgan's community character.

OPEN SPACE/AGRICULTURAL LAND PRESERVATION

The preservation of the agricultural lands and natural open space that are so valued by community residents must be considered as a coordinated effort between the county and Morgan City, particularly since the city is one of the primary planned growth areas of the county.

One of the primary methods for conserving agricultural and open space lands is to focus growth in key areas with slightly higher densities. The two areas mentioned throughout the community engagement process as preferred centers for focused growth were Morgan City and Mountain Green.

Land preservation tools can help compensate farmers and landowners for keeping their land in agricultural use or securing it as permanent open space. The county may need to develop an approach that utilizes multiple open space tools to be effective. Options includes but are not limited to:

- » Open Space Design Standards/Clustered Developments Encourages the preservation of open/sensitive land by clustering development, possibly offering additional density as an incentive.
- » Zoning and Development Restrictions: Sensitive Lands Overlay Regulations are used protect unique resources, hazards or sensitive lands through overlay zones that guide density, open space, site design and building design requirements.
- » Fee Simple/Outright Purchase

Preserves open space through the direct purchase of land, which is then held by a responsible organization or entity for that purpose.

» Purchase and Sellback or Leaseback

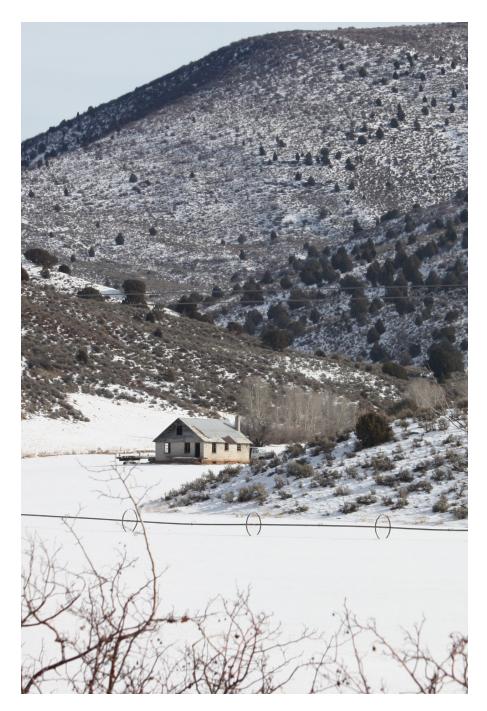
Land is purchased, development rights are severed and then the land is sold with certain development rights. Restrictions can include no development to requiring clustered development. An agency/owner can also lease the land with the restrictions in place, recouping some of the investment in the form of rent.

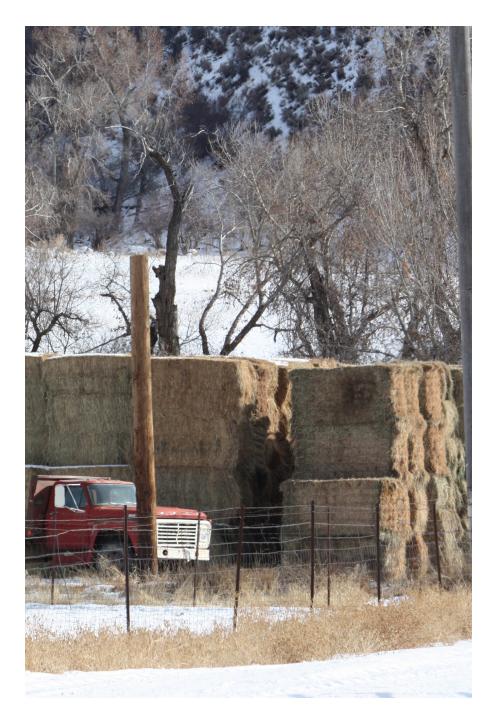
» Conservation Easements

Development rights are removed from a piece of land either through **donations** (development value is donated to land trust or other organization/tax incentives are available), **purchases** (development rights are sold to land trust or other organization) or **transfers** (owner transfers or trades rights to another entity).

» Land Banking

Land is purchased and held for future possible development, which





may include a leaseback to the current owner to continue use such as agricultural production. This is one of the most expensive options.

Additional details on specific land preservation tools are included in **Appendix C**.

Programs and ordinances that recognize and protect agricultural land uses can help protect farmers and ranchers, helping secure their livelihoods, providing them with recognition for the contributions they make to the community, and protecting the open lands so valued by Morgan residents. Examples include right-to-farm ordinances, policies that help manage impacts to adjacent properties and the Century Farms program.

Other state and federal tax credits/exemptions, such as the state's Greenbelt Act, help ensure farmers and landowners can afford to continue with agricultural and open space uses by keeping taxes low as long as specific criteria are met.

Morgan has such a strong tie to its agricultural roots, and connecting that identity with community events, programming and the economic development and tourism approach for the county can be beneficial for strengthening that bond, benefiting farmers and ranchers as well as Morgan County. Potential ways to create a more synergistic relationship include farmers markets, agrotourism and direct marketing/promotion of local farmers and ranchers.

Additional tools include working with Morgan City and community partners to create specific districts to protect and encourage agriculture and to help foster education and innovation in the industry, such as the development of community educational farms or those that research sustainable/alternative methods of farming, ranching, and open space/land restoration and preservation specifically adapted for the Morgan Valley.

HISTORIC PRESERVATION

The historic character of county is closely tied to the agricultural and railroad roots of the county. The Morgan Historic Preservation Commission has been working to document the vast treasure of historic structures and places in Morgan City and to upgrade the current local Historic District Overlay zone to a full-fledged National Historic District with the National Register of Historic Places. Following the potential designation of a National Historic District within the City, the Historic Preservation Commission has indicated an interest in documenting historic resources within the county, potentially seeking national designation of for additional buildings or sites.

Ordinances may need to be revisited in the future to ensure that new and infill development is consistent with neighborhood character. Public works projects should respect the historic community identity in certain areas of the county.

STREETSCAPE AND COMMUNITY GATEWAY ENHANCEMENTS

As described in the preceding Overlay Districts discussion, the streets and gateways in Mountain Green have significant potential for positive transformation. The use of unified streetscape and design features such as plazas/outdoor dining courts, special paving at key intersections, pedestrian-scaled street lighting, outdoor furnishings, coordinated landscape areas, and consistent gateway features and wayfinding elements will help define the Districts and make Mountain Green's streets more attractive and more pleasant for all users. Incorporating parkstrips with street trees and appropriate landscaping can help create a sense of safety, providing visual and physical buffers from busy streets. Gateway treatments and wayfinding signage offer significant opportunities for Mountain Green to brand itself, communicating its identity to all who live in or visit the community. Elements for gateways might include enhanced landscaping, coordinated signage, landforms and berms, landscape art and sculpture, walls and structures and special lighting.

Treatments in the other county settlements that seek to retain their rural identities might focus on reinforcing the unique identities and

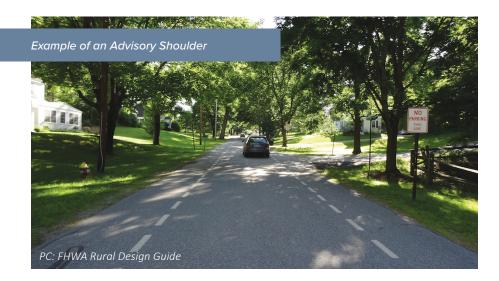














histories of each area, with approaches as simple as providing enhanced identification signage at the entrances to each settlement and wayfinding to local parks, historic cemeteries or other important points of interest. Some signage already exists in certain areas of the county, including name signs and interpretive signage.

ROADWAY EDGE DESIGN

The roadway edge treatments in more developed areas of the county are likely to include a more urban look and feel through the use of curbs, gutters and sidewalks. In contrast, rural areas might utilize enhanced roadway designs and edge treatments that enhance the country feel while accommodating vehicles, pedestrians and bicyclists, as exemplified by shoulders without curbs and gutters. The FHWA *Rural Design Guide*³ provides several ideas for appropriate edge treatments in Morgan County for roadways without curb and gutter allowing stormwater runoff to be managed with options such as swales, ditches or other underground conveyance systems.

Roadway edge treatment options contained in these guidelines include:

- » Advisory Shoulder: Advisory shoulders create usable shoulders for bicyclists on a roadway that is otherwise too narrow to accommodate one. The shoulder is delineated by pavement marking and optional pavement color. Motorists may only enter the shoulder when no bicyclists are present and must overtake these users with caution due to potential oncoming traffic. This format is recommended for roads with speeds at 25mph and under.
- » Paved Shoulder: Paved shoulders on the edge of roadways can be enhanced to serve as a functional space for bicyclists and pedestrians to travel in the absence of other facilities with more separation. This format is recommended for roads with speeds at 50mph and under.
- » Sidepath: A sidepath is a bidirectional shared use path located immediately adjacent and parallel to a roadway. Sidepaths can offer a high-quality experience for users of all ages and abilities as compared to on-roadway facilities in heavy traffic environments, allow for reduced roadway crossing distances, and maintain rural

³ Descriptions from the Federal Highway Administration's (FHWA) Rural Design Guide website: https://ruraldesignguide.com.

and small town community character. This format is recommended for roads with speeds at 50mph and under.

LAND USE BUFFERS AND TRANSITIONS

In addition to the use of transitional zoning to mitigate the negative impact of abrupt land use changes, a range of physical mitigations can also be applied to help delineate different uses. Typical examples include landscaped buffers, tree rows, hedges, fences, walls and berms. Specific treatments should be carefully designed and selected depending on the local context and the space available.

PUBLIC SPACE DESIGN WITHIN PRIVATE DEVELOPMENT

As the county continues to grow, it should explore ways to enhance the quality and character of new development projects, encouraging investment in approaches such as appropriately scaled buildings and site amenities. Other desirable features might include outdoor gathering or dining areas, interconnected parks, trails or open spaces that link to public networks, and attractive, regionally appropriate landscapes that contribute to the aesthetics of the community as a whole.

PUBLIC SPACE PROGRAMMING, EVENTS AND ART

Another feature of vibrant and engaged places is demonstrated through events and programs that encourage people to come together in celebration. Holding year-round activities at locations such as Kent Smith Park or the planned Mountain Green Town Center gives people something to look forward to, provides an opportunity for people to engage with neighbors and visitors, and supports local businesses and merchants by bringing large numbers of people together in search of food, drink and shopping. Such activities also help activate public spaces and contribute to a sense of community identity.

In addition to festivals, events and activities, public art in the Mountain Green Town Center could also contribute to community character, enriching the community with temporary, rotating or permanent art





















installations at key locations in the core. The temporary bull sculptures installed along Logan's Main Street are just one of many examples of public art in action. When well conceived and implemented, public are installations can become major tourist destinations in and of themselves, particularly when they are interactive, such as the public art pianos in Denver, or recognizable photo opportunities such as the antler arch in Jackson Hole, Wyoming.

DARK SKY LIGHTING

Residents indicate that they value the dark night skies that characterize Morgan. To help preserve the night skies, Morgan County should consider implementing dark sky standards that incorporate five key principles for minimizing light pollution:

- » Installing lighting that is useful and serves a clear purpose
- » Directing light only where it is needed
- » Ensuring that lighting is no brighter than necessary
- » Using controls such as timers and dimmers to use light only when it is useful
- » Utilizing warmer colored lights where possible.

East Canyon State Park received International Dark Sky designation in 2020 following the principles above, and implementing these principles on a broader scale will help preserve a key characteristic of the county.

RECOMMENDATIONS

The following Land Use Recommendations are intended to meet the community priorities of preserving the small, rural, western town character of Morgan, by protecting agriculture and applying smart growth principles. Together, these will help preserve agricultural land and natural open space in the greater community and focus growth in limited centers. The recommendations are also intended to encourage future development that acknowledges and builds upon the county's unique history and resources and strengthening its identity as a place residents love to call home and a memorable destination for visitors.

Connecting the recommended land use areas with unified streetscape and urban design treatments by district and applying comprehensive approaches to enhance community character, as previously described, will help pay homage to its diverse history and will help build a stronger sense of community.

To help ensure the recommendations are met, a list of catalytic land use projects, goals and policies can be found in Chapter 1 - Implementation. Existing land use details can be viewed in Appendix D and detailed future land use data can be viewed in Appendix E.

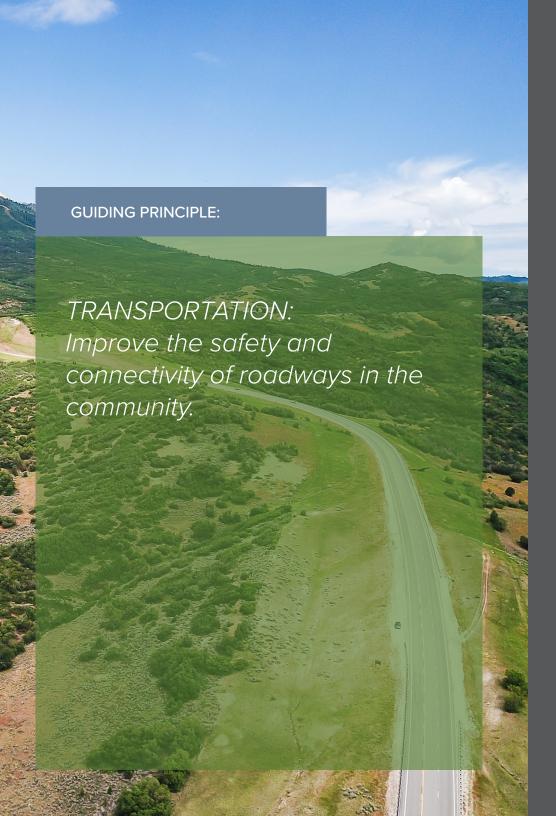




TRANSPORTATION & CIRCULATION

Transportation facilities and elements to meet current and future demands in close coordination with active transportation considerations





IMPROVING OUR

SAFETY AND CONNECTIVITY

This chapter provides a transportation strategy to help merge future needs, desires of the county with findings of what works with the existing transportation systems and what is needed for the future. It describes Morgan County's existing transportation conditions and summarizes data on connectivity and safety, including current and planned transportation projects throughout Morgan.

INTRODUCTION

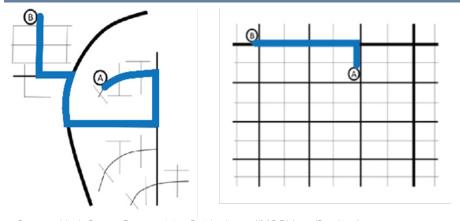
WHAT IS TRANSPORTATION?

Transportation is simply moving something from one place to another. For example, a person walking from one place to another is a type of transportation. The same goes for bikes, cars, buses, trains and other ways of moving.

WHAT IS CONNECTIVITY?

Connectivity addresses how streets in a community are linked to one another. For example, a neighborhood with frequent intersections with cross streets has good connectivity. In contrast, neighborhoods with many dead ends or cul-de-sacs will have poor connectivity with surrounding land uses, and in particular with uses like schools, employment centers, hospitals, grocery stores and similar destinations. The destination might not be far away by distance, but by the length or roadway required to get there and the associated travel time, it is. Neighborhoods with good links to surrounding businesses can decrease travel time for people in those neighborhoods and reduce congestion for everyone on the roads. **Figure 11** shows examples of good and poor street connectivity.

Figure 11. Examples of poor connectivity (left) and good connectivity (right),



Source: Utah Street Connectivity Guide. <u>https://MCOV.org/Studies/UtahStreetConnectivityGuide-FINALAndAppendix.pdf</u>

WHAT IS ROAD AND TRAFFIC SAFETY?

Safety refers to measures put in place to prevent people from being killed or seriously injured while using the transportation network. The US Department of Transportation defines safety as the "freedom from harm resulting from unintentional acts or circumstances." Crashes and fatalities significantly impact the safety and well-being of people driving, walking, and bicycling in the community. The safer a road, trail, or sidewalk, the more comfortable it will feel, and the more people will want to use it.

^{1 &}lt;a href="https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/FTA_C_5800.1SSMP.doc">https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/FTA_C_5800.1SSMP.doc

WHY ARE TRANSPORTATION, SAFETY AND CONNECTIVITY IMPORTANT TO MORGAN?

A safe, well-connected transportation network decreases the distances required to reach destinations, increases route options and supports safe, comfortable walking and bicycling. Well-connected, multimodal networks are characterized by continuous bicycle and pedestrian infrastructure, direct routing, accessibility and few physical barriers. Increased safety and connectivity in a community are associated with higher physical activity levels. Well-connected transportation networks can also improve health by increasing access to health care, goods, services and other opportunities.

Dangerous roadway situations are created when communities lack safe and well-connected transportation infrastructure. Examples include situations where people illegally cross busy streets due to the lack of proper roadway crossing facilities, situations where people are forced to walk along the edges of roadways due to the lack of sidewalks or bicyclists forced to mix with traffic at hazardous speeds and under unsafe conditions.

As Morgan County continues to grow and land uses change, the transportation network must also change to meet current needs and prepare for future challenges. Maintaining the various modes of transportation safely and efficiently within the county is essential to supporting economic activity.

COMMUNITY PRIORITIES

Transportation-related feedback received as part of the public outreach and stakeholder engagement are detailed in Appendices A and B. To summarize, county residents and stakeholders envision clean, connected, safe, walkable communities with more recreational amenities and improved access to existing recreational amenities via public trails and enhanced walking and bicycling facilities. They also expressed concern regarding air quality, traffic patterns, future growth and the ability of road infrastructure to keep pace with future growth.

Comments were received regarding road use conflicts between different modes of transportation (cars, cyclists, pedestrians, etc.), particularly during peak commute times, as some of the more heavily used roads in Morgan County lack the facilities to accommodate multiple transportation modes. The importance of preserving existing trails was also indicated, including the historic routes and trails through the county. Concerns were also raised regarding road maintenance, traffic impacts and coordination between agencies and residents for road traffic projects.

Community-specific concerns were raised through this process as well. For instance, community priorities in Morgan City were centered around safety and connectivity, and Milton residents expressed concern that Morgan Valley Drive was too narrow to support future developments. Residents in Mountain Green advocated for a thoughtful approach to future development that takes into account the traffic impacts from Snow Basin Resort

KEY IDENTIFIED TRANSPORTATION NETWORK OPPORTUNITIES

The following is a summary of transportation network opportunities as ascertained through the public comments received:

- » Improving and enhancing the active (walking and bicycling) transportation network
- » Congestion mitigation
- » Improving road safety
- » Speed management and traffic calming
- » Multimodal main streets
- » Greater connectivity for all modes
- » Greater access for everyone

EXISTING CONDITIONS ANALYSIS AND OPPORTUNITIES

A summary of existing conditions related to transportation and an analysis of the implications, opportunities and changes needed to meet future needs follows

FUNCTIONAL ROAD CLASSIFICATIONS

The Federal Highway Administration (FHWA) organizes roads into according to the **functional classifications** of the road capacity and purpose. Roadway functional classifications reflect the role played by each segment of the roadway network for meeting a wide variety of different travel needs. In addition to acting as a framework for planning, roadway functional classifications also connote conventions about roadway design, including speed, volumes and connection to current and future land use development. To better illustrate this concept, some of the more common characteristics for these roadway types are presented in **Table 1**.

The Utah Department of Transportation ("UDOT") assigns these classifications to roadways across the region. A description of each

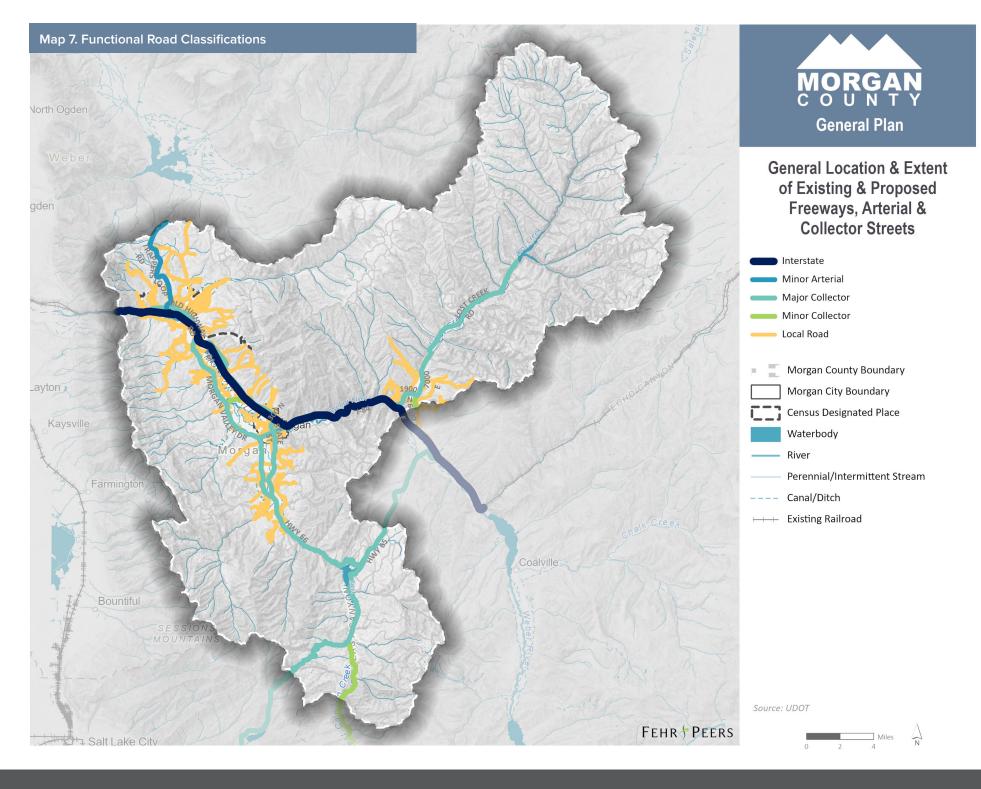
classification with local instances in Morgan County is provided below and illustrated in Map 7.

- » Interstates are the highest classification of arterials. Designed and constructed for mobility and long-distance travel, an example of an Interstate in Morgan includes I-84.
- » Principal Arterials connect between communities and major employment centers, providing high mobility and lower speed limits and traffic volumes than interstates.
- » Minor Arterials serve medium-length trips and provide mobility and connectivity while also providing a degree of local access. Minor Arterials in Morgan include SR-167 (Trappers Loop Rd).
- » Major and Minor Collectors amass traffic from local roads and channel them to larger arterials, balancing mobility and local access. Instances in Morgan include State Route 66 (SR-66) and Jeremy Ranch Road.
- » Local Roads are the most common types of roadways in terms of mileage. Speed limits and traffic volumes are low, and the density of local accesses is high. Most residential roads in Morgan are classified as Local Roads.

Table 1. Roadway Functional Classifications, Typical Characteristics

	AADT	SPEEDS	TRIP LENGTH	LANE #	DRIVEWAYS	TYPICAL ACCESS
Principal Arterial	>20,000	>45 MPH	Longer trips (6+ miles)	4+	None	Intersections (½-mile spacing) & Interchanges (1-mile spacing)
Minor Arterial	5,000-40,000	35-45 MPH	Medium-length trips (2-6 miles)	3, 4, or 5 lanes	Major only	Intersections (¼-mile spacing)
Major & Minor Collector	1,000-8,000	30-35 MPH	Shorter trips (1-2 miles)	2-3 lanes	Frequent	Intersections (1/8-mile spacing)
Local Roads	<2,000	Low (<30 MPH)	Short trips (<1 mile	2 lanes	Many	Unlimited

Source: FHWA, Fehr & Peers



EXISTING PUBLIC TRANSIT SERVICE

There is currently no public transit service in Morgan County. Utah Transit Authority ("UTA") is the primary public transit service provider along the Wasatch Front and previously served the area.

ACTIVE TRANSPORTATION FACILITIES

Active transportation involves all human-powered forms of traveling from one point to another. This includes walking and bicycling, skateboarding, scootering, equestrian travel, and other mobility devices. Morgan has 232 miles of existing active transportation infrastructure composed of approximately 213 miles of trails and more than 19 miles of sidewalks.

BICYCLE AND PEDESTRIAN INFRASTRUCTURE FACILITY TYPES

An overview of potential bicycle and pedestrian facility types recommended for Morgan County is included below, with definitions and local examples.



Sidewalks

Sidewalks are paved footpaths commonly found adjacent to streets or roads. Sidewalks are commonly found adjacent to roads, often separated by park strips or similar buffers.

Multi-use Paths and Trails

Multi-use paths and trails are walking and bicycling paths that are typically paved and at least 10feet wide. They can provide connections along current or former rail and utility corridors or in rights-of-way parallel to but separated from major roadways. Such paths and trails provide cyclists and pedestrians with the highest level of separation from vehicle traffic.



A yield roadway is designed to serve all

users (people walking, biking and driving in vehicles) within the same slow-speed street. Yield roadways serve low-speed, low-volume traffic

2 For more information, see the Small Town and Rural Design Guide (https://ruraldesign-quide.com/).

without lane striping. These are often more cost-efficient to build and maintain than fully-paved sidewalks and can encourage traffic calming when the narrower than 20 feet in width. In addition, yield roadways often support on-street or shoulder parking.

Pedestrian Lane²

A pedestrian lane is a temporary or interim pedestrian facility appropriate for streets with low speeds and traffic volumes. Pedestrian lanes are often designated with striped lanes placed on one or both sides of a road that provide a visually-separated space on the road for people to walk. Similar to yield roadways, pedestrian lanes are often more cost efficient to build and maintain than fully paved sidewalks and curbs and gutters are not required.



A type of bike lane, buffered bike lanes are delineated through the use signage and striping that indicates the right-of-way assigned to bicyclists and motorists. The difference between a standard and buffered bike lane is the separation from adjacent vehicles provided by a one-to-three foot striped zone between the buffered bike lane and adjacent travel for parking lanes.

Bike Lanes

These are types of bikeways that use signage and striping to delineate the right-of-way assigned to bicyclists, distinguishing such areas from vehicular travel and parking lanes. Bike lanes encourage predictable movements by both bicyclists and motorists.









PC Yield Roadway & Pedestrian Lane: Small Town & Rural Design Guide, Sidewalk & Paved Trail Google Earth, Other Images Fehr & Peers

Shared Use Path





Shoulder Bike Lanes

This type of bikeway uses signage and striping to delineate the right-of-way assigned to bicyclists and distinguish it from vehicular travel and parking lanes. Shoulder bike lanes encourage predictable movements by both bicyclists and motorists.

Shared Roadways

Shared roadways are designated bicycle routes where bicyclists and cars operate within the same travel lane, either side by side or in single-file, depending on roadway configuration. These facilities are usually marked with wayfinding signage and/or shared lane markings ("sharrows"). These facilities are used to connect other, more protected types of bikeways (usually bike lanes) or to designate preferred routes through corridors with low traffic speeds and volumes and/or insufficient rights-of-

way for better delineated bicycle facilities.

TYPES OF BIKE RIDERS

Safety, comfort and connectivity are three key indicators for determining the types and number of people riding on a bicycle facility. Bike riders can be divided into general categories bicycle ridership, with most people being "interested but concerned" when riding bikes on the road. Such determinations are often a factors for recommending a certain facility type when designing active transportation facilities. Figure 12 illustrates and describes the four general types of bike riders.

Figure 12. General categories of bike riders



Source: Dill J, McNeil N. Revisiting the Four Types of Cyclists: Findings from a National Survey. Transportation Research Record. 2016;2587(1):90-99. doi:10.3141/2587-11.

ACTIVE TRANSPORTATION RECOMMENDATION

Map 8 illustrates the existing and proposed active transportation system for Morgan County. Descriptions of additional trail types included on the map follow.

Lateral Trail/Future Lateral Trail

This is typically an unpaved path, physically separated from the roadway, for non-motorized recreation (people walking/hiking/running, bicycling, snowshoeing, riding horses) without much elevation gain.

Paved Arterial Trail

This is typically a higher capacity path, physically separated from the roadway, that's part of the area's overall trail network by connecting to other trails, town centers, or destinations.

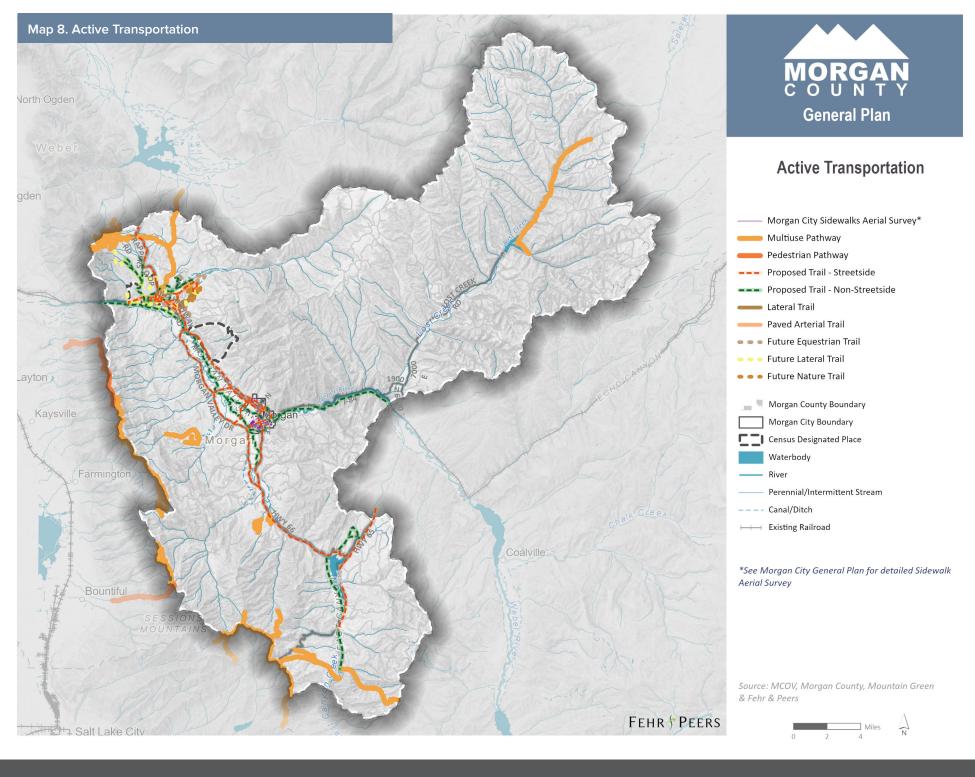
Equestrian Trail/Future Equestrian Trail

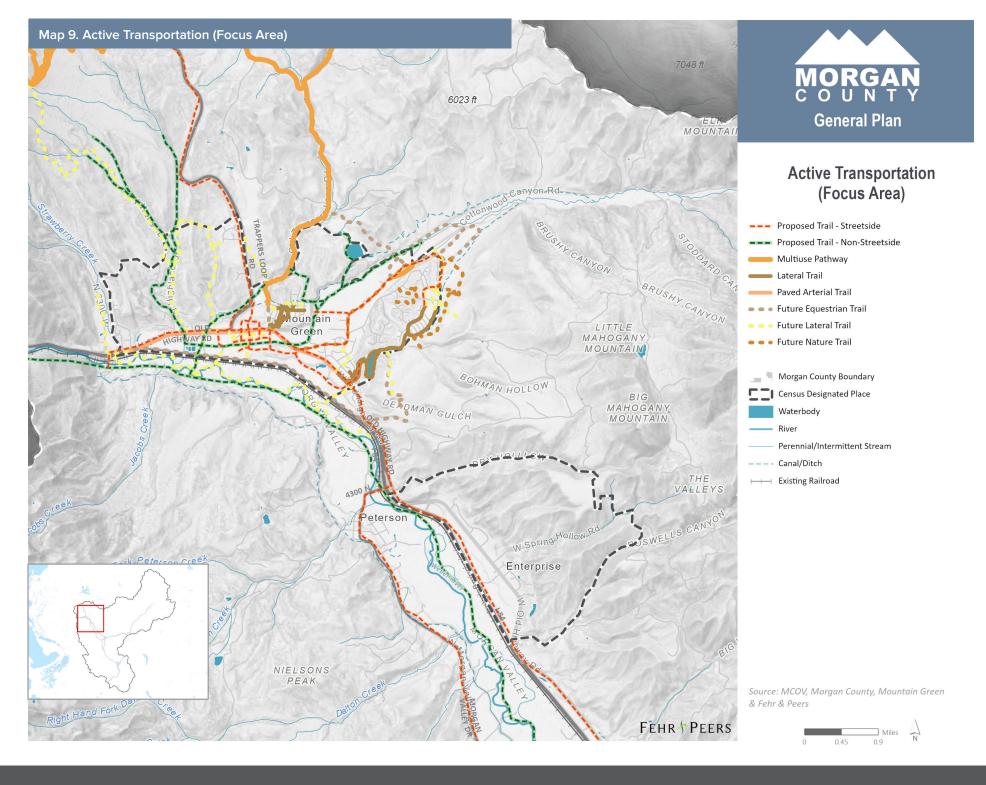
This is horse trail/bridleway, typically unpaved and physically separated from the roadway.

Nature Trail/Future Nature Trail

This is typically unpaved trail that goes through a natural area (forest, wetlands, etc.) where the focus of the trail is to get people out in nature and learn about natural processes.

37%





OTHER MODES OF TRANSPORTATION

FREIGHT-BASED TRANSPORTATION

The efficient movement of goods is essential to Morgan's economic development and commercial growth. The accelerated growth in e-commerce amid the COVID-19 pandemic has further highlighted the importance of freight transportation. Thoughtfully planning infrastructure that accommodates safe and efficient freight activity can help businesses stay viable while simultaneously directing freight-based traffic away from neighborhoods.

Freight-based transportation can be divided into three types of travel:

- » Through Truck Routes
- » Local Truck Routes
- » Railways

Through Truck Routes are primarily composed of major urban arterials and interstates, such as I-84. They are used by freight-based trucks passing through a community and may not always have an origin or destination within that community. Local Truck Routes have an origin and destination within a community. They are used by freight-based trucks traveling to make a delivery or for servicing or loading.

A single rail line facilitates freight transport in Morgan County. Located adjacent to I-84, this facility not only facilitates transport of goods, it also helps to reduce wear on the existing road network and increase the life of the freeway. The freight route is illustrated in **Map 10**.

CRASH DATA AND COLLISIONS EVALUATION

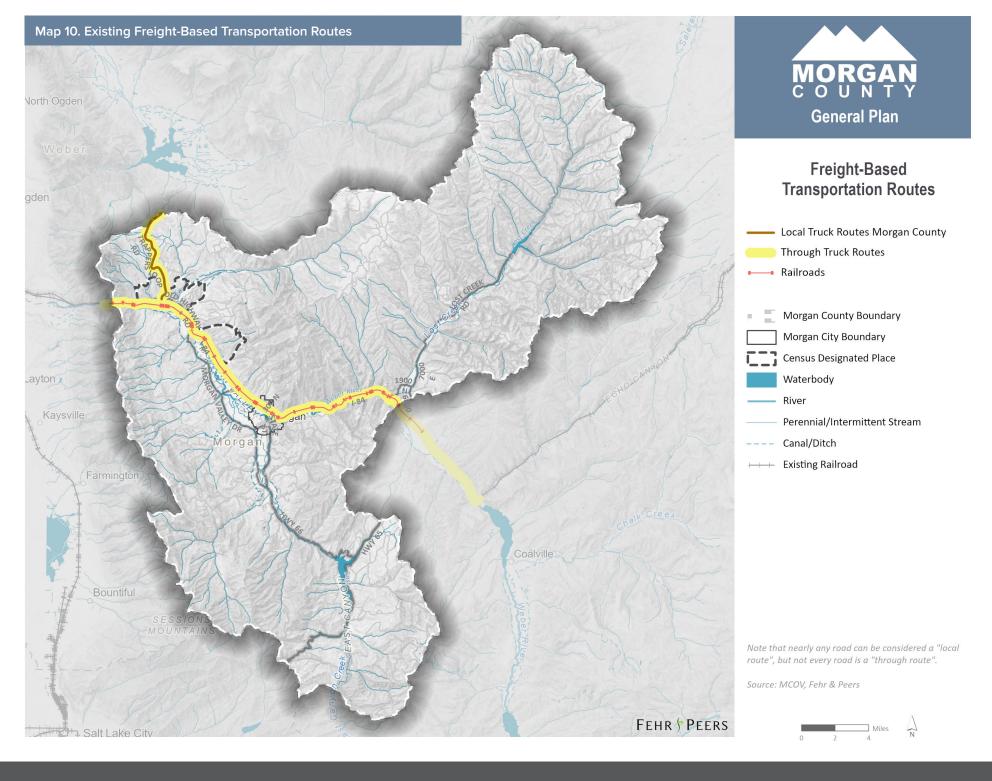
Collision data is an important statistic for tracking and analyzing transportation safety. UDOT crash data for Morgan County between January 2015 and January 2020 was analyzed, indicating that the majority of crashes occurred on I-84, with hotspots near Mountain Green and Morgan City. The crash results are illustrated in **Map 11, Map 12** and in **Table 2**.

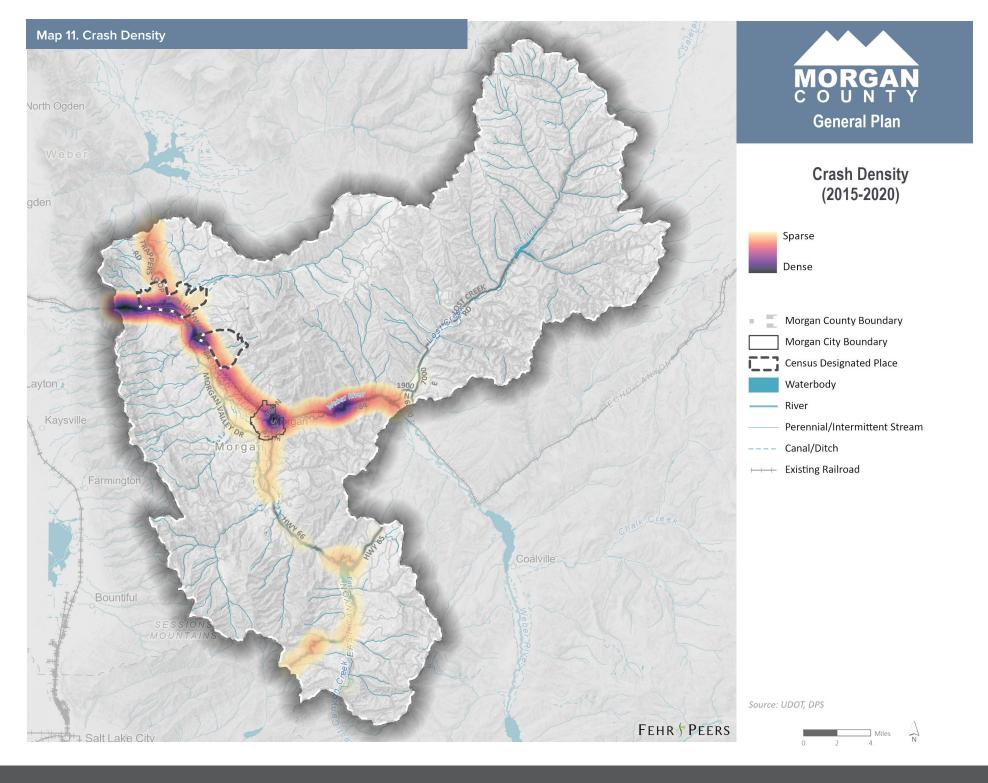
Most crashes occurred along the I-84 corridor, with the largest hotspots at the western edge of the county boundary and near Peterson. Other crash hotspots included Morgan City and west of Taggarts. More than half of the

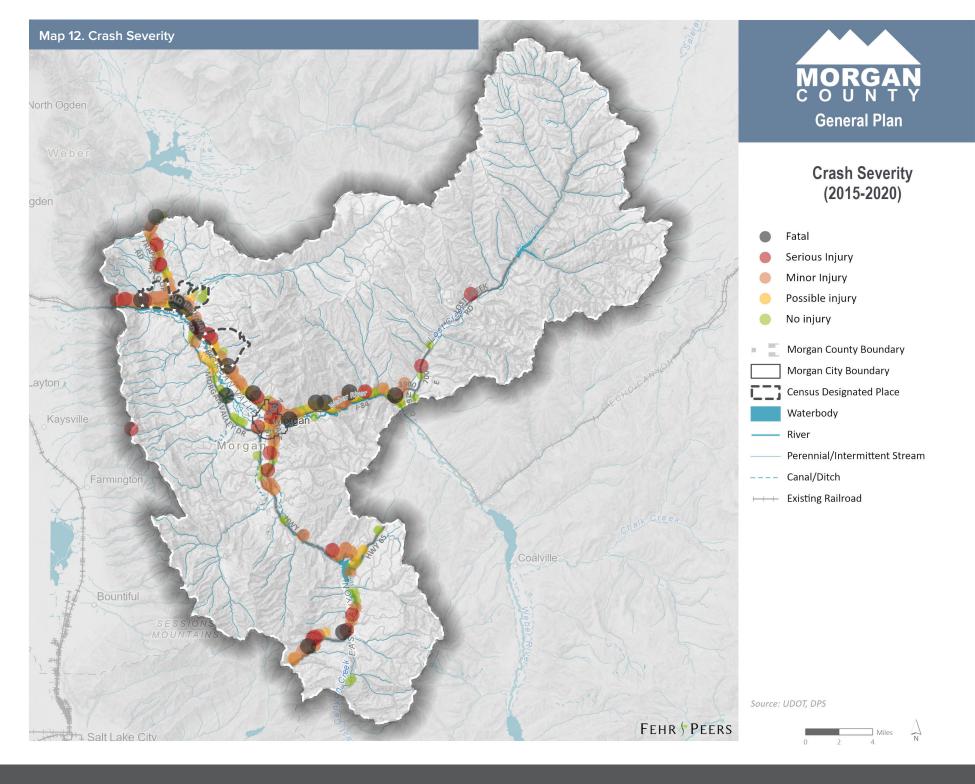
Table 2. Crashes by Type

CRASH TYPE	NUMBER OF CRASHES					
Total # of Crashes	1,231					
Aggressive Driving Involved	14					
Bicycle Involved	4					
Commercial Vehicle Involved	154					
Distracted Driving Involved	71					
Domestic Animal Involved	5					
Drowsy Driving Involved	47					
DUI Involved	56					
Heavy/Commercial Truck Involved	304					
Intersection Involved	68					
Left or U-Turn Involved	42					
Motorcycle Involved	87					
Night Dark Condition	431					
Older Driver Involved	100					
Overturn/Rollover Involved	166					
Pedestrian Involved	1					
Railroad Crossing	1					
Right Turn Involved	15					
Roadway Departure Involved	658					
Roadway Geometry Involved	715					
Speed Involved	421					
Teenage Driver Involved	233					
Wild Animal Involved	244					
Work Zone Involved	23					
Wrong Way Driving Involved	11					
Source: UDOT and the Department of Public Safety ("Di	Source: UDOT and the Department of Public Safety ("DPS"), https://crashmapping.utah.gov/					

¹ Disclaimer: UDOT and the Department of Public Safety are committed to providing the highest quality of data available. However, they cannot guarantee that all crashes are represented in the data nor can they guarantee that all details pertaining to a crash are 100% accurate.







crashes involved single vehicles, were front to rear crashes and occurred during daytime hours on dry roads in clear weather conditions. The prevalence of this category of collision may indicate that opportunities exist to enhance safety and reduce collision rates through targeted design interventions.

In total, there were 1,231 reported collisions in Morgan County during this period. Of those collisions, none were fatal, two were severe, nine resulted in minor injuries, 13 had possible injuries and 107 resulted in no reported injuries. One of the collisions involved pedestrians and none involved bicyclists. More than half of all crashes involved a single vehicle during daytime hours and without adverse weather conditions. The prevalence of this category of collision may indicate that opportunities exist to enhance safety and reduce collision rates through targeted design interventions.

MAJOR TRANSIT INVESTMENT CORRIDORS AND STATIONS

Transportation and land use are key components for improving access to jobs, education, and other destinations. In addition, they are important for compliance with Senate Bill 34 Affordable Housing Modifications ("SB-34") requirements for Transportation and Traffic Circulation in general plans. The Wasatch Front Regional Council (WFRC) maintains data on these corridors and stops. Morgan County does not have access to a major transit investment corridor. Therefore, to remain in compliance, this Plan will address Morgan County's plan for residential and commercial development in areas that will preserve and enhance the connections between transportation, commerce, employment, education, housing and recreation, as discussed in Chapter 5: Housing and Neighborhoods and Chapter 6: Economic Development and Resiliency.

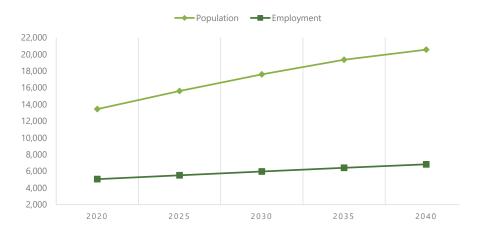
PROJECTED POPULATION, EMPLOYMENT AND PROPOSED LAND USES

WFRC forecasts future population and employment based on information and partnerships with cities and counties, including county-level growth forecasts from the state. Therefore, any updates to this Plan and future

county plans will need to include projected population and employment forecasts.

County forecasts are distributed to neighborhoods and commercial districts based on each community's vision and the projected market demands from transportation and other factors.

Figure 13. County Population and Employment Projections, 2020-2040



Source: WFRC/MCOV

Table 3. County Population and Employment Projections, 2020-2040

YEAR	PROJECTED POPULATION	% CHANGE IN POPULATION	PROJECTED EMPLOYMENT	% CHANGE IN EMPLOYMENT
2020	13,445 people	-	5,054 jobs	-
2025	15,613 people	16%	5,523 jobs	9%
2030	17,610 people	13%	5,974 jobs	8%
2035	19,350 people	10%	6,410 jobs	7%
2040	20,565 people	6%	6,833 jobs	7%
Source: WFRC/MCOV				

County-wide, there is a projected annual average population increase of 9 percent and a projected annual average employment increase of 7 percent between 2020 and 2040.

To see where this growth occurs in Morgan, it is important to look at the numbers on a Traffic Analysis Zone (TAZ) level, which provides a more detailed depiction of what is happening in Morgan County.

PROJECTED POPULATION

As seen in **Map 13**, significant population growth is projected to occur county-wide between 2020 and 2040 in several locations:

- » The southwest corner of Morgan County, west of Trappers Loop Road to the Weber River
- » In Mountain Green between Old Highway Road and I-84
- » South of Morgan City, between East Canyon Creek and Highway 66

PROJECTED EMPLOYMENT

As seen in **Map 14**, the area in Morgan County projected to experience the highest employment growth between 2020 and 2040 is between Commercial Street and the Weber River, between 600 West and 300 North in Morgan City.

PROPOSED LAND USES

REGIONALLY SIGNIFICANT LAND USES

Regionally significant land uses are designated by WFRC and are organized by centers. At the time of this report, Morgan County has no regionally significant land uses or centers.

AVERAGE ANNUAL DAILY TRAFFIC

UDOT measures Average Annual Daily Traffic (AADT) on UDOT facilities and local roads of regional importance. UDOT collects these volumes at permanent traffic counting stations and via additional traffic studies. AADT reflects the number of vehicle trips made along a given roadway on a typical day and provides a starting point for assessing the relative importance and utilization of major roadways in Morgan. **Map 15** shows the AADT for 2019.

PROJECTED FUTURE YEAR CONDITIONS

Projected future year conditions (such as daily roadway volumes) were collected from version 8.3 of the Wasatch Front Travel Demand Model ("TDM"), which was used to develop the 2019-2050 RTP.

According to the model and illustrated in **Map 16**, the county is projected to experience an approximate average increase in traffic volume of 25 percent by 2040.

COORDINATION WITH THE REGIONAL RURAL PLANNING ORGANIZATION

This plan needs to be coordinated with the regional transportation plan developed by the Morgan County-Ogden Valley Rural Planning Organization, which is the regional metropolitan planning organization. In this case, the relevant document is Morgan County-Ogden Valley Rural Planning Organization's Long Range Plan (MCOV LRP or LRP).

MORGAN COUNTY-OGDEN VALLEY RURAL PLANNING ORGANIZATION LONG-RANGE PLAN

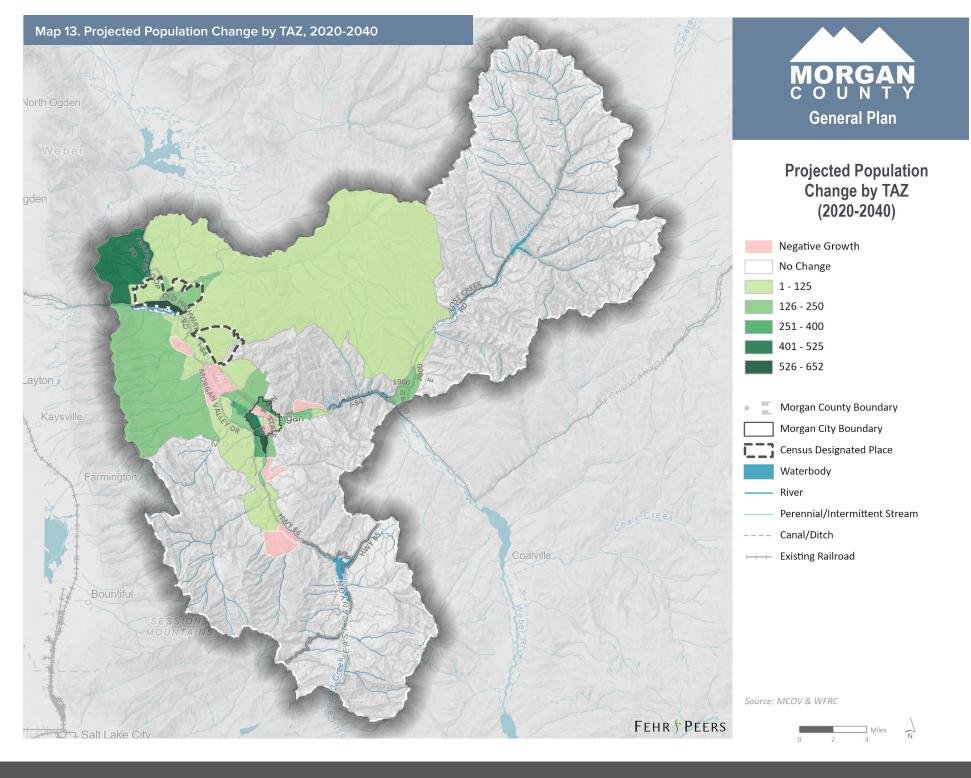
The RTP is the regional transportation planning vision created by MCOV with direct community input and feedback from stakeholders and the public. This plan is updated every four years and intended to establish a strategy for regional transportation investments for vehicle, transit and active transportation modes according to the collective vision of increasing quality of life in the region. The plan also details investment recommendations to achieve the plan in a phased approach:

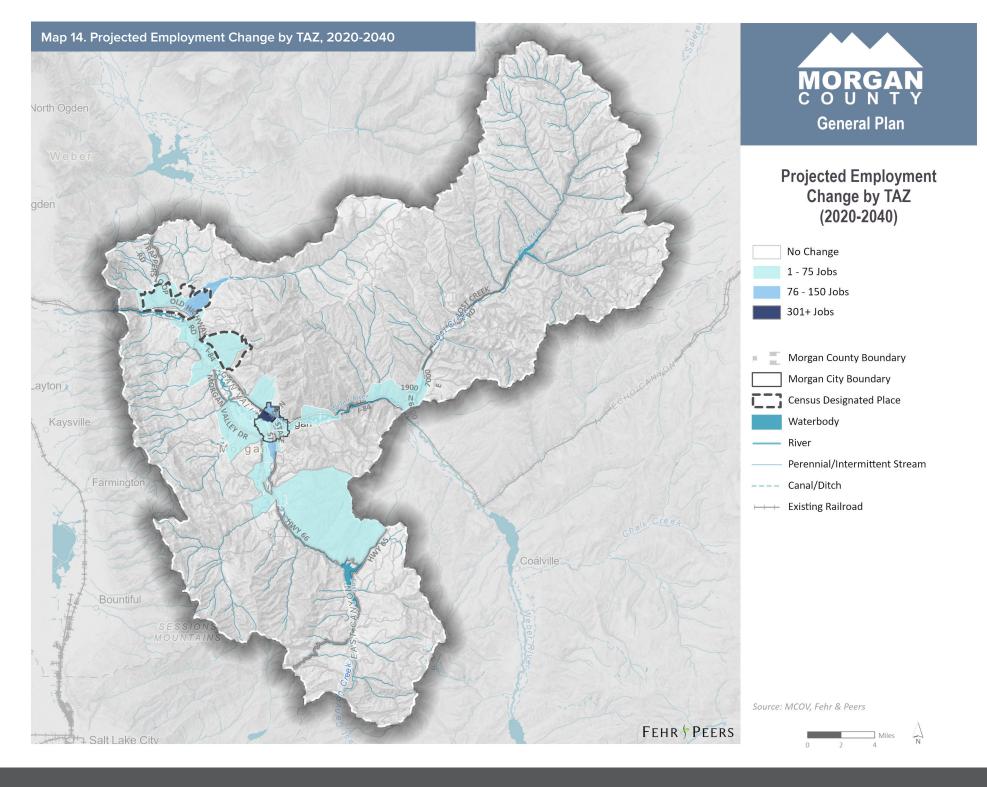
Phase 1: 2019 – 2030

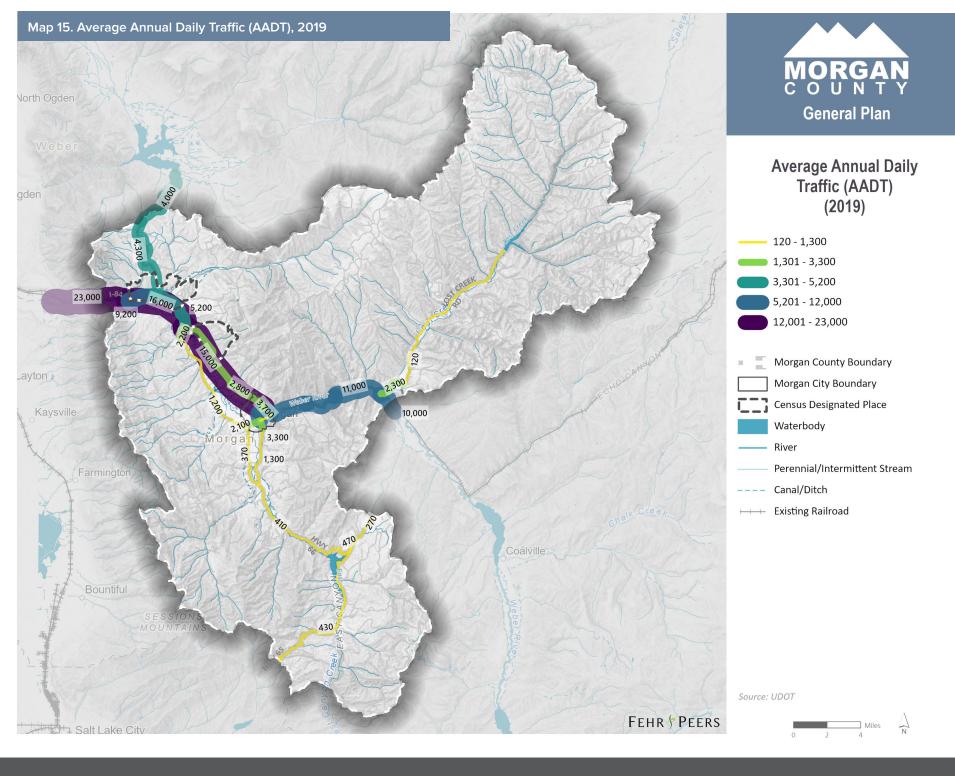
» Phase 2: 2031 – 2040

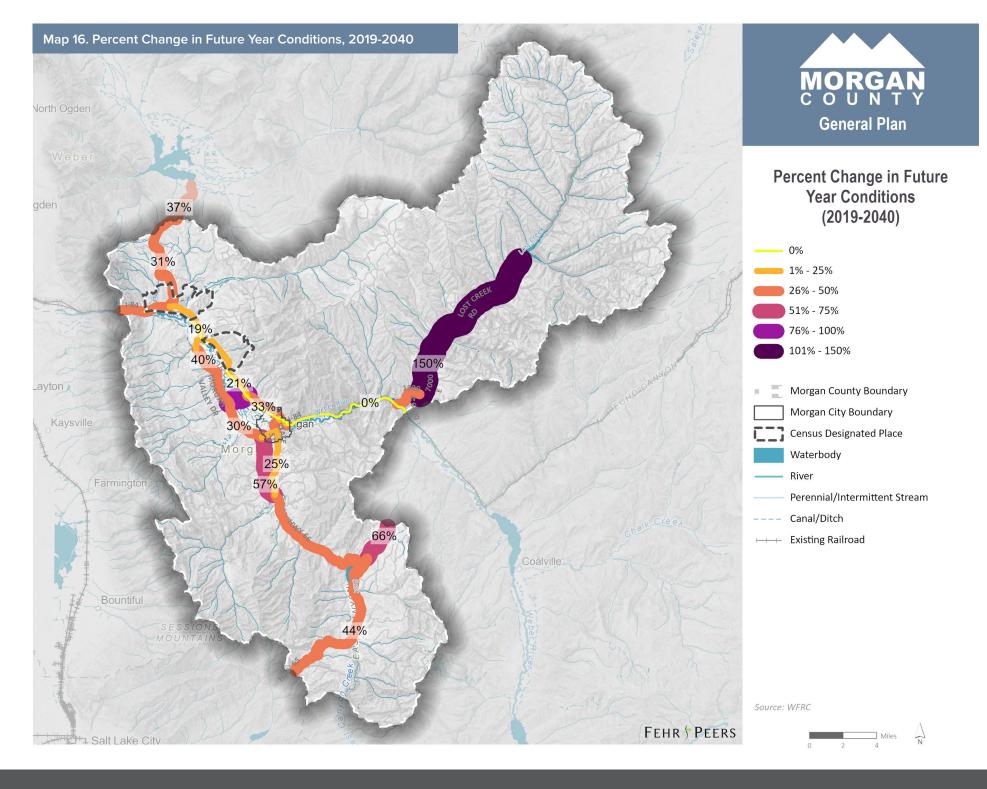
» Phase 3: 2041 – 2050

The RTP calls for approximately 66.6 new miles of new projects within Morgan County, with 13.5 miles of the facilities recommended during Phase 1: 2019 – 2030, 33 miles recommended during Phase 2: 2031 – 2040, and 20 miles recommended for Phase 3: 2041 – 2050. The MCOV









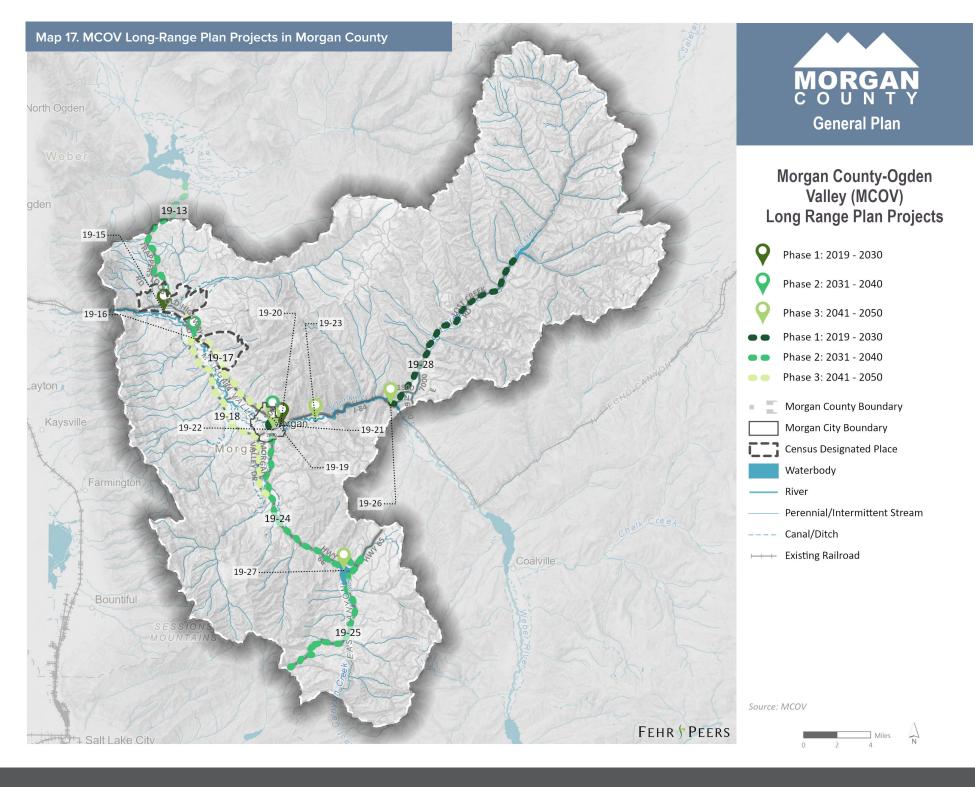
maintains data on these projects, as indicated in **Map 17** and **Table 4**. For the full list of projects in the Morgan area, visit the MCOV's RTP website³.

Table 4. RTP Projects

PROJECT NUMBER	IMPROVEMENT	TYPE	TYPE LOCATION		PHASE	AGENCY
19-15*	Construct new interchange and extend SR-167 New construction Mountain Green interchange relocation, with extension of SR-167		N/A	1	UDOT	
19-20	New construction	New construction	Young Street bridge	N/A	1	Morgan City
19-21	Active transporation crossing and trail extension	Active transportation	Young Street bridge	N/A	1	Morgan City
19-28*	Access management, stacking lanes for boat launching Access management, stacking lanes for management Access Lost Creek Road; I-84 to Lost Creek Reservoir		12.16	1	Morgan County/UDOT	
19-30*	Add one travel lane in each direction	Add one travel lane in each direction SR-66; I-84 to Landmark Lane		1.36	1	UDOT
19-13*	Gateway, signs, overlook, and trailhead Recreation SR-167, Trapper's Loop; SR-39 to Old Highway Road		9.52	2	UDOT	
19-16	Bridge reconstruction	Preservation	Railroad bridge; Peterson	N/A	2	Morgan County
19-19*	Improve interchange, including cast-in- place concrete bridge at WB I-84	Interchange improvement	I-84; Morgan City State Street interchange	N/A	2	UDOT
19-24*	Signage; shoulder widening	Recreation	SR-66 Scenic Byway; SR-66 to East Canyon Reservoir	12.26	2	UDOT
19-25*	Shoulder widening	Recreation	SR-65; Salt Lake County line to SR-36	11.17	2	UDOT
19-17	Bike facility	Active transportation	Old Highway Road; SR-167 to 300 North	8.55	3	Morgan County
19-18	Bike facility	Active transportation	Morgan Valley Drive; 4300 North to SR-66	11.51	3	Morgan County
19-22	Active transportation	Active transportation	Lighting and signage improvements; Morgan Elementary, Middle, and High School area	N/A	3	Morgan City
19-23	Planning study	Planning study	Taggart river access study	N/A	3	Morgan County
19-26*	Interchange improvement, including realignment of westbound ramps	Interchange improvement	I-14, Croydon interchange	N/A	3	UDOT
19-27	Planning study	Access management	East Canyon Reservoir access management study	N/A	3	Morgan County, UDOT
Source: MCOV L	RP					

³ MCOV's RTP Website: https://MCOV.org/wasatch-choice-map/#currentTabIndex=1&ma-pList=vision.transportation.landuse.econdev.recreation&scale=72224&selectedMap=vision&side-BarClosed=false&x=-12453917&y=4967839

^{*}There may exist a potential discrepancy between phases in the MCOV RPO Long-Range Plan and the UDOT Long-Range Plan and what is shown in this General Plan.



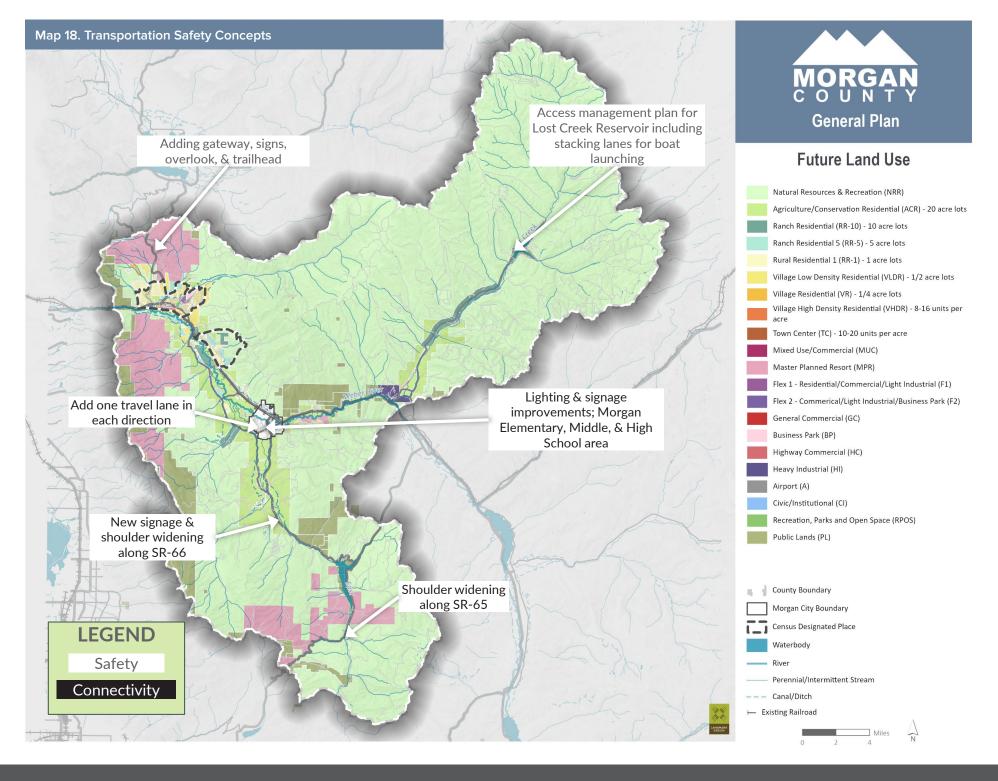
RECOMMENDATIONS

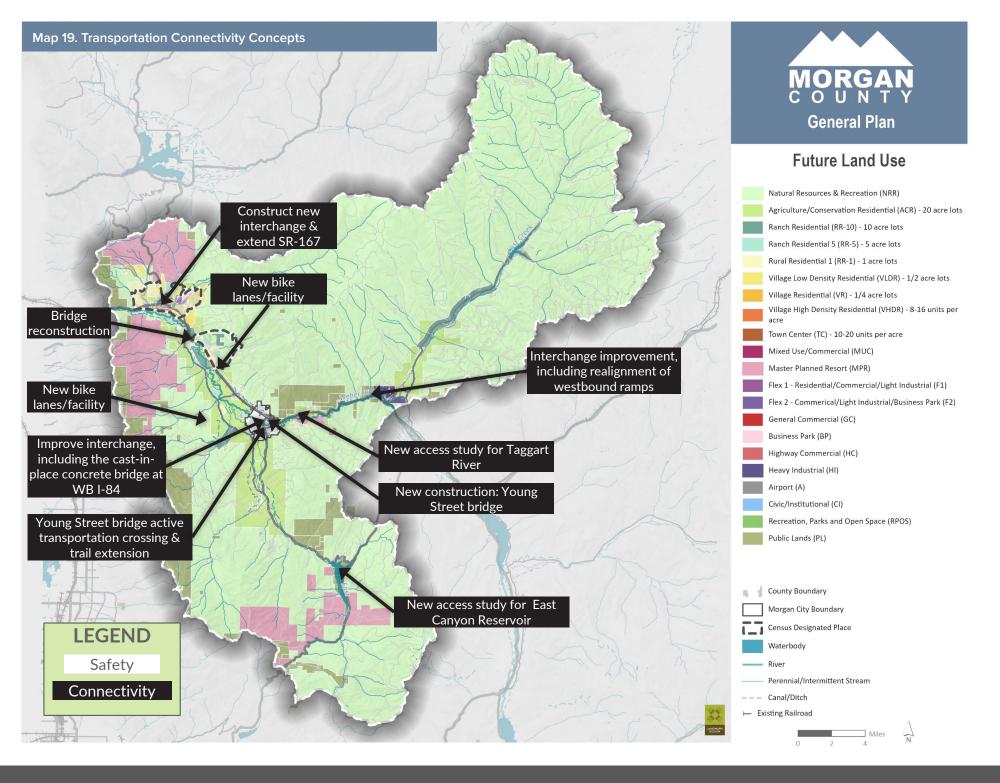
One of key guiding principles for the General Plan concerns transportation and improving the safety and connectivity of roadways in particular. As a result, some key transportation network opportunities have been identified for Morgan County as follow:

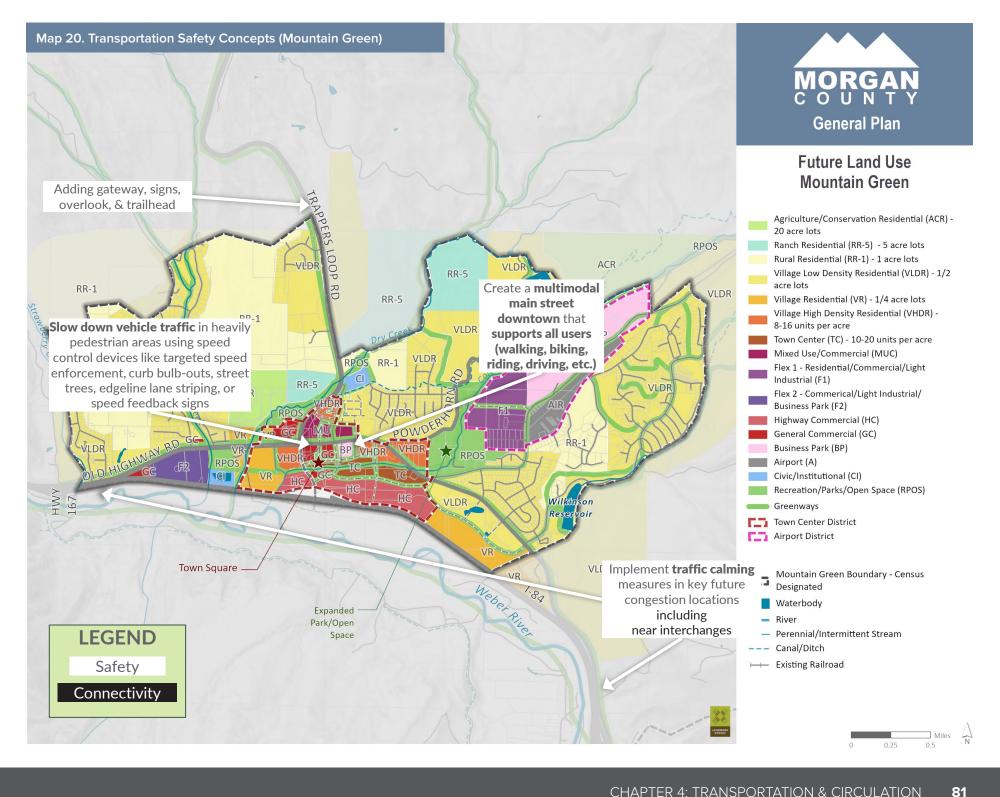
- » Improving and enhancing the active (walking and bicycling) transportation network
- » Congestion mitigation
- » Improving road safety for everyone
- » Speed management and traffic calming
- » Multimodal main streets
- » Greater connectivity for all modes
- » Greater access for everyone for everybody regardless of mode

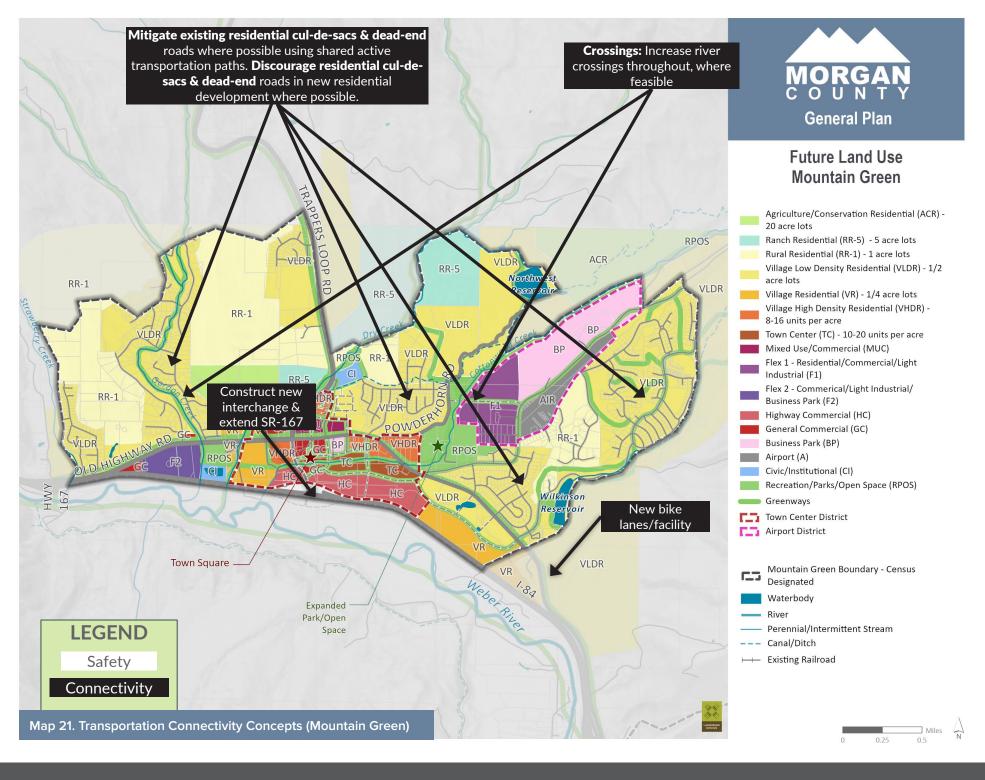
These have cumulatively informed the development of the recommendations for this plan, which reflect the MCOV RTP adopted plan projects, in addition to enhanced safety and connectivity analyses, community feedback and outreach results.

Some possible catalytic improvements for Morgan County to consider for addressing transportation safety and connectivity are presented in **Map 18** through **Map 21**. These projects are currently unprioritized. A final recommended list of key catalytic transportation projects, goals and policies is found in Chapter 1: Implementation.







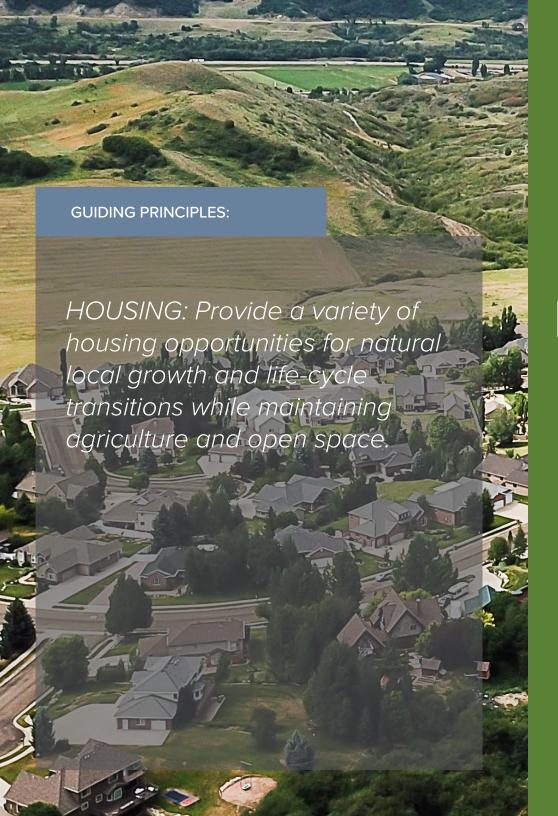




HOUSING & NEIGHBORHOODS

Analysis and recommendations for addressing moderate incoming housing requirements and strategies to diversity the county's housing options





EXPLORING OUR

HOUSING NEEDS AND OPTIONS

According to Utah Code 17-27a, all counties are required to include a plan that both allows for and plans for moderate income housing growth as a component of the General Plan. This housing plan includes an overview of existing conditions, a projection of future housing demand at varying income levels and a realistic set of strategies to meet the needed housing demand. The focus is to "facilitate reasonable opportunity for a variety of housing, including moderate income housing... to meet the needs of people of various income levels, living, working, or desiring to live or work in the community". An additional objective is to allow residents at different income levels to participate in all aspects of the community.

EXISTING CONDITIONS

HISTORIC POPULATION

Between 2010-2020 Morgan County ("county" or "Morgan") has experienced an increase in population, about one percent higher than the state based on an average annual percentage increase. The county population increase in terms of actual people is relatively small.

Between 2018-2020, the population in Morgan County increased by 339 people. Accordingly, **Table 5** shows the historic population growth for Morgan City, Morgan County and Utah. The county grew by approximately 2,826 persons at an average annual growth of 2.65 percent from 2010 to 2020.

HOUSEHOLDS

According to 2020 Decennial Census Redistricting Data, the total number of households in Morgan County was 3,703. Of this total, 96.5 percent were occupied and 3.5 percent unoccupied. Based on this data, Morgan County has approximately 96.8 percent housing occupancy rate, compared to the state at 91.8 percent occupancy.

Table 5. Historic Population

NAME	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2010- 2020 AAGR
Morgan City	3,687	3,602	3,659	3,721	3,787	3,855	3,951	4,058	4,138	4,184	4,071	1.00%
Morgan County	9,469	9,653	9,807	10,207	10,601	11,039	11,370	11,829	11,956	12,124	12,295	2.65%
State of Utah	2,775,332	2,814,384	2,853,375	2,897,640	2,936,879	2,981,835	3,041,868	3,101,042	3,153,550	3,205,958	3,271,616	1.66%

Source: U.S. Census Population Estimates

EXISTING HOUSING STOCK

As of the 2019 U.S. Census Bureau Population Estimates, Morgan City ("City") is home to 4,184 residents and Morgan County to 12,124. The 2019 U.S. Census Bureau American Community Survey reports that Morgan County has 3,574 housing units in total, of which 3,365 are occupied units. There are many more homeowners than renters in Morgan County, with 85.3 percent of homes owner-occupied. This is due to the large amount of single family homes in the county, and very few multi-family housing units. The county has 2,871 owner occupied units and 494 renter occupied units. Occupied housing has grown at an annual average growth rate ("AAGR") of 3.4 percent from 2009 through 2019, with the owner occupied housing population growing at 3.0 percent and the renter population growing at 6.5 percent. In 2019, the average household size was 3.47. This household size was used for all projections. **Table 6** compares owner-occupied to renter residential units.

Table 6. Morgan County Existing Housing Units

	2009	2019	AAGR
Total Housing Units	2,799	3,574	2.5%
Occupied Housing Units	2,619	3,365	2.5%
Owner-occupied Units	2,342	2,871	2.1%
Renter-occupied Units	277	494	6.0%

Source: US Census Bureau American Community Survey 2015-2019, Utah Department of Workforce Services: Housing and Urban Development

As shown in **Table 7**, 94 percent of Morgan County's housing stock is single-family with 6 percent multifamily, mobile home and other housing types. By comparison, Morgan City's housing stock is comprised of 95 percent single family and 5 percent multifamily, mobile home and other housing types.

Most current ACS data available.

Table 7. 2019 Morgan County Occupied Housing Units

ТҮРЕ	OWNER OCCUPIED		OWNER OCCUPIED RENTER OCCUPIED		RENTER OCCUPIED		TOTAL	% OF TOTAL
Single Family	2,822	98.3%	337	68.3%	3,160	94%		
2 to 4 Units	9	0.3%	157	31.8%	166	5%		
5 to 9 Units	29	1.0%	0	0.0%	29	1%		
10 or more Units	0	0.0%	0	0.0%	0	0%		
Mobile Home & Other	9	0.3%	0	0.0%	9	0%		
Total Units	2,869	85.3%	494	14.7%	3,363	100%		

Source: US Census Bureau American Community Survey 2015-2019, Utah Department of Workforce Services: Housing and Urban Development, S2504

Morgan County has issued building permits for 425 residential units over the last 10 years. These include 22 multi-family units, 6 duplex or twin homes and 397 single family units. These counts include Morgan City. Half of the multi-family units, which include condominiums and townhomes, were constructed in within Morgan City in 2020. Alternatives to single family units will continue to be an important to tool to address moderate income housing needs within the county. **Table 8** provides an annual

Table 8. Morgan County Residential Building Permits (including Morgan City Permits)

YEAR	SINGLE FAMILY UNITS	DUPLEX/ TWIN HOME	MULTI- FAMILY UNITS	MOBILE/ MANUFAC- TURED	TOTAL CONSTRUCTED UNITS
2011	29	0	5	0	34
2012	26	0	0	0	26
2013	91	0	0	0	91
2014	74	0	6	0	80
2015	63	2	0	0	65
2016	17	0	0	0	17
2017	5	0	0	0	5
2018	25	0	0	0	25
2019	30	0	0	0	30
2020	37	4	11	0	52
Total	397	6	22	0	425

breakdown of county residential building permits from 2011-2020. **Table 9** provides an annual breakdown of county residential building permits from 2011-2020 omitting Morgan City permits.

Table 9. Morgan County Residential Building Permits (without Morgan City Permits)

YEAR	SINGLE FAMILY UNITS	DUPLEX/ TWIN HOME	MULTI- FAMILY UNITS	MOBILE/ MANUFAC- TURED	TOTAL CONSTRUCTED UNITS
2011	28	0	5	0	33
2012	23	0	0	0	23
2013	79	0	0	0	79
2014	66	0	6	0	72
2015	58	0	0	0	58
2016	12	0	0	0	12
2017	1	0	0	0	1
2018	2	0	0	0	2
2019	4	0	0	0	4
2020	6	0	0	0	6
Total	279	0	11	0	290

As shown in **Table 10**, 98.9 percent of occupied housing units in Morgan County have two or more bedrooms, 56.1 percent of the occupied housing stock as four or more bedrooms, 99.2 percent of housing units in Morgan County have two or more bedrooms and 61.7 percent has four or more bedrooms.

Table 10. Morgan County Number of Bedrooms per Housing Unit

	NUMBER OF UNITS	PERCENT OF TOTAL
No bedroom	4	0.1%
1 bedroom	22	0.7%
2 or 3 bedrooms	1,263	37.5%
4 or more bedrooms	2,076	61.7%

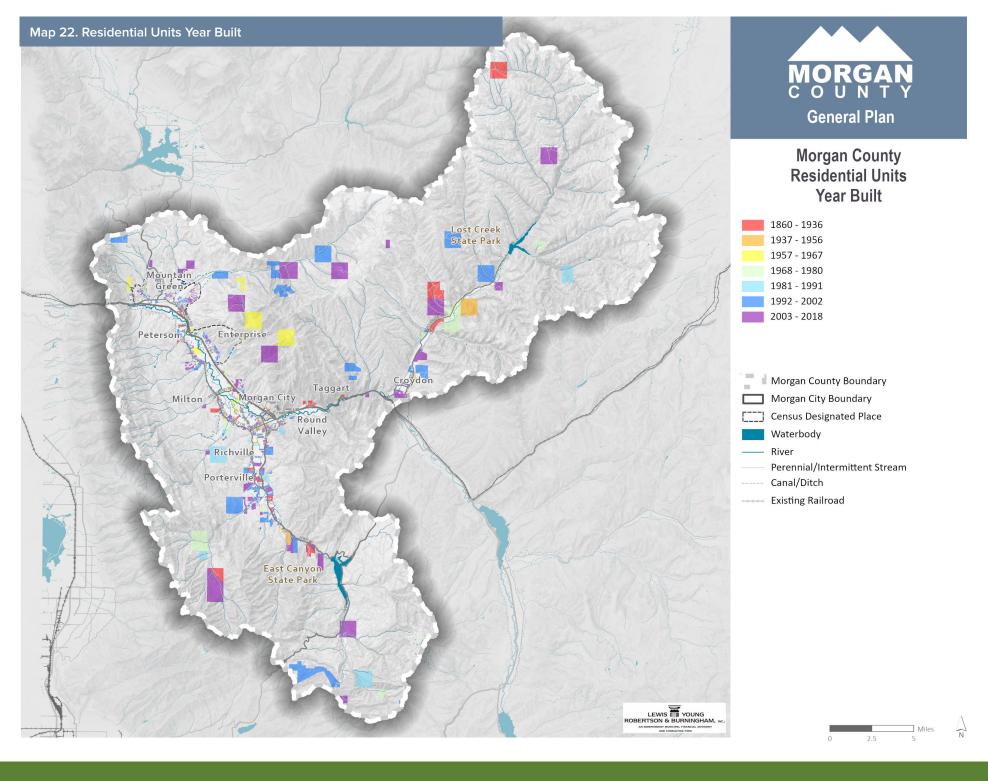
Source: US Census Bureau American Community Survey 2015-2019, Utah Department of Workforce Services: Housing and Urban Development, S2504

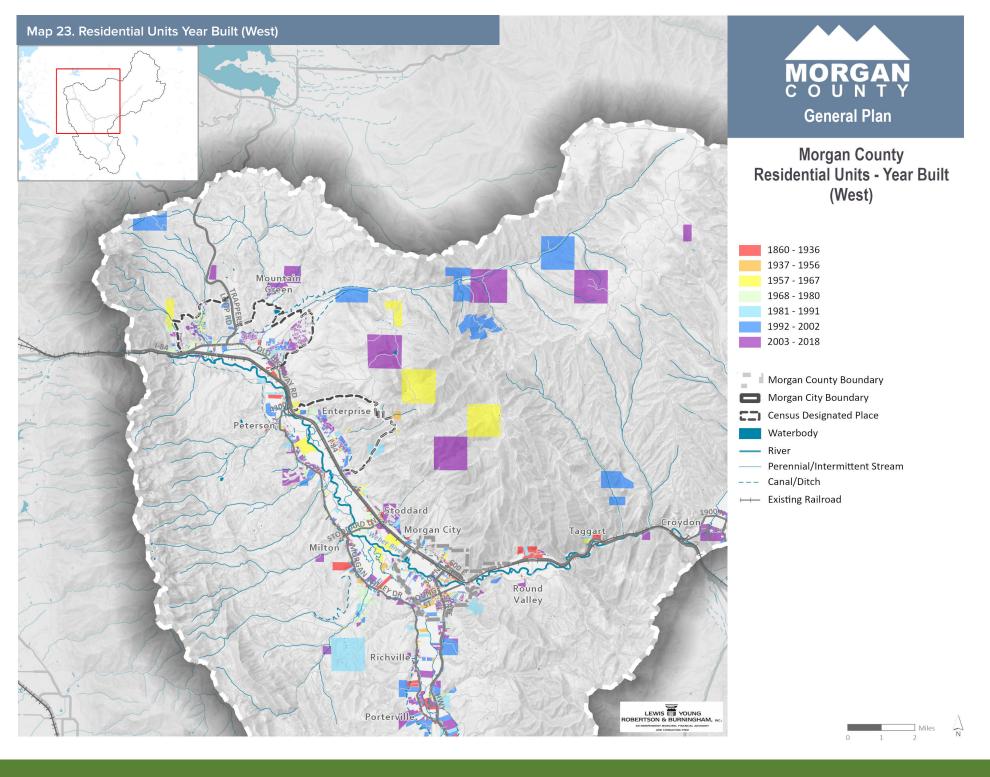
A majority of the housing stock in Morgan County was constructed between 1960 and 2009. As shown in **Table 11**, the largest growth occurred between 1960 and 2009 with the construction of 2,490 residential units during that period. **Map 22** through **Map 25** depict the age of the housing stock in Morgan City and Morgan County. The majority of the oldest development is within Morgan City or along the river. More recent development has been spread across the county with a concentration around Mountain Green.

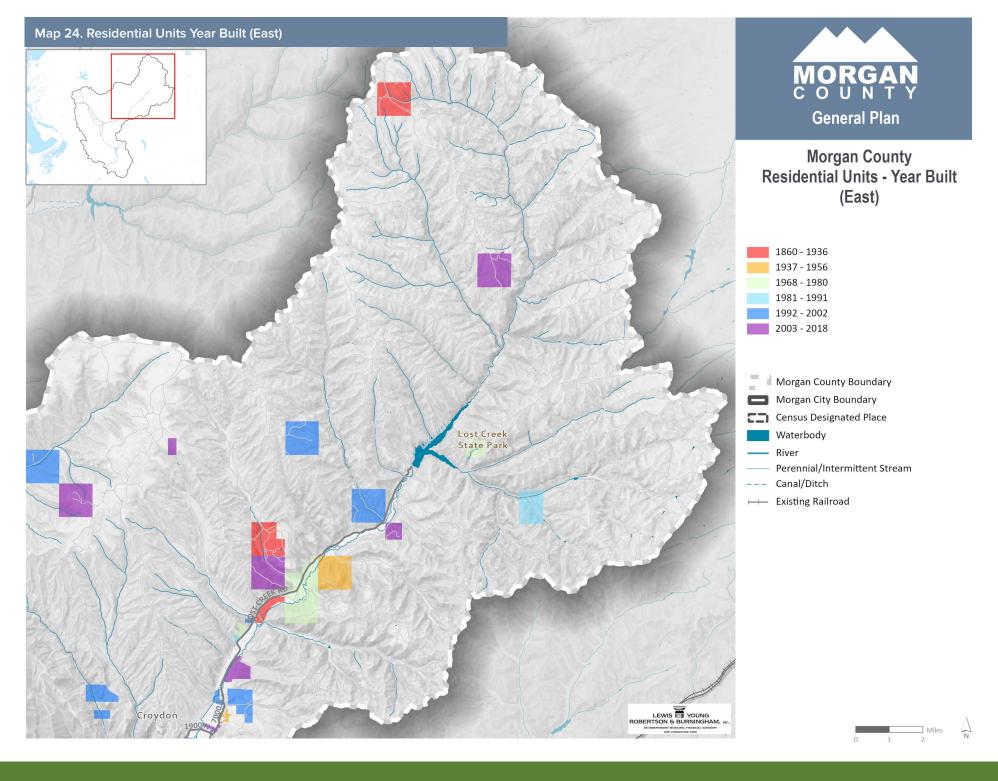
Table 11. Morgan County Construction Year of Housing Units

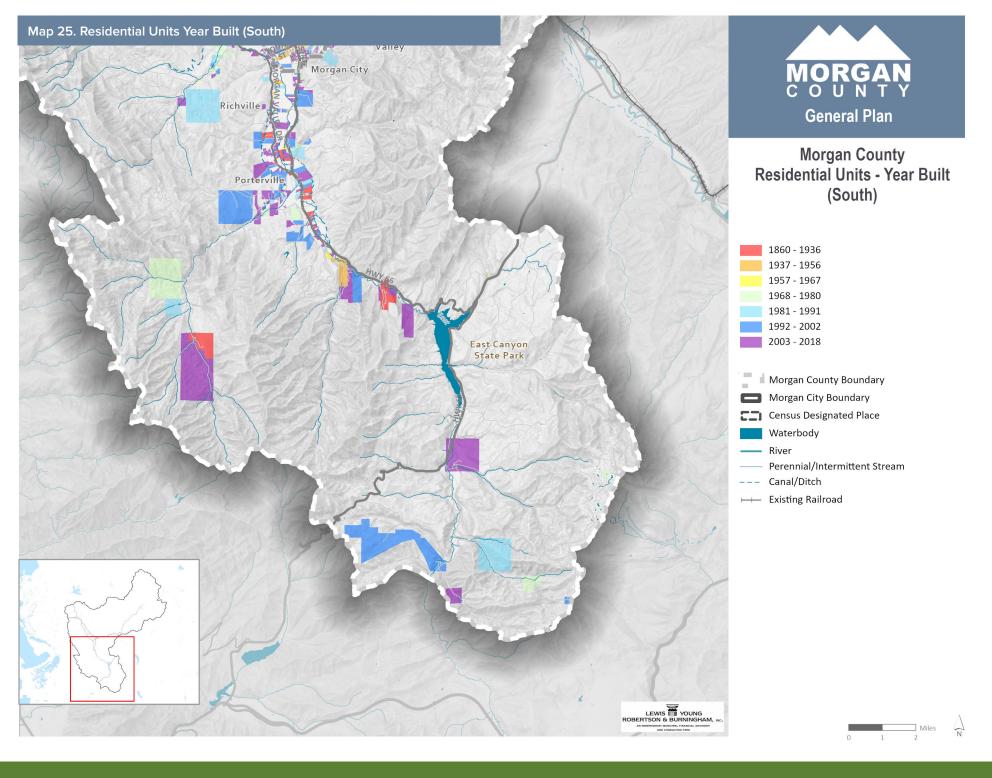
	NUMBER OF UNITS	PERCENT OF TOTAL
2014 or later	226	6.7%
2010 to 2013	329	9.8%
2000 to 2009	896	26.6%
1980 to 1999	882	26.2%
1960 to 1979	712	21.2%
1940 to 1959	97	2.9%
1939 or earlier	223	6.6%

Source: US Census Bureau American Community Survey 2015-2019, Utah Department of Workforce Services: Housing and Urban Development, S2504









HOUSING COST BURDEN

The median household income in Morgan is \$91,341. The median household income has grown at an AAGR of 2.69 percent from 2009 through 2019. The Morgan owner-occupied income in 2019 was \$95,675 while renter-occupied income was \$44,477. The renter-owned median income decreased at an AAGR of -3.98 percent compared to a 7.23 percent increase in median gross rent.

The average monthly housing costs for all owner-occupied housing in Morgan is \$1,518. Monthly costs for owner-occupied housing units with a mortgage is \$1,921 while those without a mortgage is \$460. The median gross rent in the county is \$1,182. The ratio of the county's median rent to renter income is 31.9 percent as seen in **Table 12**. The ratio of the county's median mortgage to median owner income is 24.1 percent. Ratios greater than 30 percent indicate the average renter or household owner is burdened by housing costs. Ratios greater than 50 percent suggest a severe burden. The median rent to renter income ratio is considered a burden.

Table 12. Morgan	County Housing	Cost Burden Ratio
------------------	-----------------------	-------------------

	2009	2019	AAGR
Median Income	\$70,043	\$91,341	2.69%
Owner-occupied Median Income	\$70,345	\$95,675	3.12%
Renter-occupied Median Income	\$66,771	\$44,477	-3.98%
Median Gross Rent	\$588	\$1,182	7.23%
Owner-occupied w/ Mortgage Cost	\$1,511	\$1,921	2.43%
Median Rent to Renter Income	10.6%	31.9%	
Median Mortgage to Owner Income	25.8%	24.1%	

Source: US Census Bureau American Community Survey, Utah Department of Workforce Services: Housing and Urban Development

The U.S. Department of Housing and Urban Development annually reviews fair market rents to determine a standard for various housing programs in order to publish HOME Investment Partnership Program ("HOME") rent limits. The rent limits for the Ogden-Clearfield HUD Metro FMR Area for 2021 are found in **Table 13**. Morgan falls within the Ogden-Clearfield HUD Metro FMR Area.

Table 13.	Oaden-C	learfield HU	D Metro I	Rent Limits

PROGRAM	EFFICIENCY	1 BEDROOM	2 BEDROOMS	3 BEDROOMS	4 BEDROOMS					
Low HOME Rent Limit	\$721	\$812	\$1,020	\$1,178	\$1,313					
High HOME Rent Limit	9		\$1,021	\$1,432	\$1,651					
Fair Market Rent			\$1,021	\$1,432	\$1,707					
50% Rent Limit	50% Rent Limit \$793		\$1,020	\$1,178	\$1,313					
65% Rent Limit \$1,011		\$1,085 \$1,304		\$1,498	\$1,651					
Source: U.S. Depar	Source: U.S. Department of Housing and Urban Development									

CURRENT AND PROJECTED AFFORDABLE HOUSING GAP

POPULATION PROJECTION

Based on the historic Census Bureau AAGR, the 2021 population estimate is 12,620. An analysis of the 2019 Traffic Area Zone (TAZ) data compiled by the Wasatch Front Regional Council (WFRC) results in a 2021 population estimate of 13,909.

The population projections from the Census start with a higher population than the WFRC TAZ estimate. The AAGR utilized in the TAZ data from 2021 to 2050 is 1.65 percent whereas the Census Bureau AAGR is 2.65 percent and is based on the county's historic trends. The variance between the two population projections provides an estimated window for the

range of growth the county may experience in the coming years. Due to backlogged demand and development entitlements, there is potential that growth could exceed either projection. By 2050, the population estimates from the Census Bureau and the TAZ data diverge by 4,934 residents as shown in **Table 14** below. Census projections were used to project the housing gap and future demand.

HOUSING GAP

The Utah Housing and Community Development Division within the Utah Department of Workforce Services ("DWS") utilizes American Community Survey² data and the U.S. Housing and Urban Development

2 U.S. Census Bureau American Community Survey 2015-2019, most current available.

Table 14. Morgan County Population Projections

	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
TAZ	13,445	13,909	14,358	14,791	15,208	15,613	16,025	16,430	16,832	17,225	17,610	17,984	18,349	18,696	19,030	19,350	19,644
Census Bureau	12,295	12,620	12,954	13,297	13,649	14,010	14,381	14,761	15,152	15,553	15,964	16,387	16,820	17,266	17,722	18,191	18,673
Variance	1,150	1,289	1,404	1,494	1,559	1,603	1,644	1,669	1,680	1,672	1,646	1,597	1,529	1,430	1,308	1,159	971

Table 14. Morgan County Population Projections Continued

	2037	2038	2039	2040	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	AAGR
TAZ	19,916	20,155	20,371	20,565	20,741	20,912	21,073	21,214	21,356	21,489	21,614	21,738	21,858	21,981	1.65%
Census Bureau	19,167	19,674	20,195	20,729	21,277	21,840	22,418	23,012	23,621	24,246	24,887	25,546	26,222	26,915	2.65%
Variance	749	481	176	-164	-536	-928	-1,345	-1,798	-2,265	-2,757	-3,273	-3,808	-4,364	-4,934	





Comprehensive Housing Affordability Strategy³ ("CHAS") to identify the current number of rental households, as well as project the number of units needed over the next five years within different household area median family income ("HAMFI") levels. The total number of renter households according to CHAS data is 690.⁴

The County has a total of 475 affordable units in the ≤80 percent of HAMFI income level, suggesting a surplus of 140 affordable units compared to the total renter households of 335. However, there are 166 households occupying affordable housing despite their median income being above the ≤80 percent HAMFI threshold, resulting in an remaining

available rental units of 309. Accounting for higher income occupants results in a shortage of 26 rental units at the \le 80 percent of HAMFI income level. The mismatch is also present at the \le 50 percent HAMFI category as there are 240 renter households compared to 290 affordable units, suggesting a surplus. However, there are 165 units available, creating a 75 unit deficit when we account for the households with higher median incomes than the threshold living in these housing units. The \le 30 percent HAMFI category has a 10 unit deficit in total affordable housing units compared to renter households in this bracket, as well as a mismatch in renters with incomes higher than the \le 30 percent threshold, resulting in a total deficit of 65 units (see **Table 15**).

Table 15. Morgan County Housing Gap

SHORTAGE	RENTER HOUSEHOLDS	AFFORDABLE RENTAL UNITS	AVAILABLE RENTAL UNITS	AFFORDABLE UNITS - RENTER HOUSEHOLDS	AVAILABLE UNITS - RENTER HOUSEHOLDS
≤80% HAMFI	335	475	309	140	(26)
≤ 50% HAMFI	240	290	165	50	(75)
≤30% HAMFI	115	105	50	(10)	(65)

[&]quot;Renter Households" represent total existing renter households in each income bracket.

³ U.S. Department of Housing and Urban Development 2015, most current available.
4 Due to the time lag in data availability for the ACS and CHAS data, variations exist between the ACS rental households reported in 2019 as 494 and the CHAS rental households reported in 2015 as 690.

[&]quot;Affordable Rental Units" represent total existing available rented units in each income bracket.

[&]quot;Available Rental Units" represent total existing available rented households in each income bracket, when we remove rented units currently occupied by household with higher incomes than the stated income bracket.

[&]quot;Affordable Units – Renter Households" represent the difference between total renter housing stock in each income bracket less the total households in the income bracket. This shows the surplus/(deficit) in total housing units compared to renters within each income bracket.

[&]quot;Available Units – Renter Households" represent the difference between available renter housing stock in each income bracket less the total households in the income bracket. This shows the surplus/(deficit) in available housing units compared to renters within each income bracket, when we remove rented units currently occupied by household with higher incomes than the stated income bracket.

The current ACS and CHAS data indicate the number of rental units lags behind the number of rental households. The Kem C. Gardner Institute identified this lag, citing the period from 2010-2018 where the number of rental households were increasing at a faster pace than housing units. Since 2010, the increase in households has outpaced the growth in housing units by an average annual growth rate of 2.4 percent. The current inverse relationship is evidence of the housing shortage in the State of Utah. The Morgan gap analysis further identifies a need to provide affordable housing for households in all three categories – 30 percent, 50 percent and 80 percent of HAMFI.

The demand for affordable housing is anticipated to grow over the next 10 years. The demand for units meeting the ≤ 80 percent HAMFI category requirements is expected to grow the most with a growth rate of 7.2 percent per year. The ≤ 50 HAMFI households are expected to grow at 3.9 percent per year. The demand for housing at the ≤ 30 HAMFI is expecting to decrease by approximately 1.8 percent per year. **Table 16** provides the projected population in the three categories – 30 percent, 50 percent and 80 percent of HAMFI in 5 and 10 years. **Table 17** provides projected housing demand in the three categories along with the current affordable rental unit housing supply.

Table 16. Morgan County Renter Population Projection

	5 YEAR PI	ROJECTION	10 YEAR PROJECTION			
	RENTER POPULATION	% OF TOTAL POPULATION	RENTER POPULATION	% OF TOTAL POPULATION		
≤ 80% HAMFI	2,337	15.8%	3,314	19.7%		
≤ 50% HAMFI	1,216	8.2%	1,469	8.7%		
≤ 30% HAMFI	333	2.3%	304	1.8%		

Table 17. Morgan County Projected Affordable Housing Needs

	AFFORDABLE RENTAL UNITS	GROWTH RATE	5 YEAR UNIT DEMAND	10 YEAR UNIT DEMAND
≤80% HAMFI	475	7.23%	674	955
≤ 50% HAMFI	290	3.86%	350	423
≤30% HAMFI	105	-1.80%	96	88

⁵ Wood, James (2020, November). Housing Affordability: What Are Best Practices and Why Are They Important? Retrieved from https:// https://gardner.utah.edu/wp-content/uploads/Best-Practices-Dec2020.pdf

REGULATORY ENVIRONMENT

Morgan County residents enjoy the agricultural and recreation-oriented lifestyle offered in their community and have the desire to share it with their children and others to the degree the existing character is preserved. The largest **zoning district** in the county is the Forestry District (F-1). Within the residential areas, the focus of many residential zones is on single family residential units, with very low density that also allow agricultural uses. Below is a breakdown of the zoning districts by their allowance for residential:

Existing zones which allow residential development as a primary use include:

- » Agriculture District (A-20)
- » Multiple Residential District (RM-7)
- » Multiple Residential District (RM-15)
- » Residential District (R1-20)
- » Residential District (R1-12)
- » Residential District (R1-8)
- » Rural Residential District (RR-1)
- » Rural Residential District (RR-5)
- » Rural Residential District (RR-10)

Existing zones designated for multiple uses, including residential:

» Multiple Use District (MU-160)

The following existing zones do not allow residential development as the primary use:

- » Commercial Buffer District (CB)
- » Forestry District (F-1)
- » Neighborhood Commercial District (NC)
- » Town Center District (TC)
- » Commercial Shopping District (CS)
- » Highway Commercial District (CH)
- » General Commercial District (GC)
- » Business Park District (BP)
- » Technical and Professional Campus District (TPC)
- » Mountain Green Commercial District (MGC)
- » Peterson Commercial District (PC)
- » Light Manufacturing District (LM)
- » Industrial District (I)

Table 18 provides a summary of the minimum residential lot sizes for each residential zone per the Morgan County Code, Ordinance 8-5. Based on January 2022 Morgan County vacant land market prices, the average price per square foot for vacant residential land is \$12.60. With the price per square foot established by these vacant land comparables, the land value alone for a 7,000 SF lot, the smallest residential option, is \$88,193. The multifamily zoning districts allow for more than one unit per lot with a higher density level. In the RM-15 zone, once the first unit requirement is met, there can be up to 12.4 units per acre, or a minimum lot size of 3,500 SF with a land only value of \$44,097. The RM-15 zone does provide a more affordable option; however, these zoning districts are small and

Table 18. Morgan County Minimum Lot Requirements by Zone

MINIMUM LOT SIZE	A-20	RM-7	RM-15	R1-20	R1-12	R1-8	RR-10	RR-5	RR-1
Minimum lot area (SF) 1st dwelling unit	20 acres	7,000	8,000	20,000	12,000	8,000	10 acres	5 acres	1 acre
Minimum lot area (SF) for each additional unit	-	6,000	3,500	-	-	-	-	-	-
Minimum lot width & frontage (FT)	330'	Width: 70' Frontage: 45'	Width: 70' Frontage: 45'	Width: 100' Frontage: 50'	Width: 90' Frontage: 45'	Width: 70' Frontage: 40'	330'	250'	200'
Maximum Lot Cover- age (%)	-	35	50	25	30	35	5	10	20

many districts contain existing land uses – mainly single family residential and agriculture – with much larger lot sizes.

Infrastructure is another limiting factor to providing additional and/or affordable housing within Morgan County. Infrastructure costs in Morgan County are significantly higher than those found along the Wasatch Front. Due to the spread out development within the county, many residential units are constructed on septic rather than connected to sewer lines. The health department has limitations on the number of septic systems within a given area which in turn increases lot sizes. In areas where sewer is available, capacity is limited. An additional expense faced by residential construction in the county is that water companies require developments bring their own water sources and storage tanks to supply sufficient water.

RECOMMENDATIONS

In order to meet state code requirements, this housing plan includes a realistic set of strategies to meet the moderate income housing demand. These strategies facilitate a variety of housing at a range of income levels with the intention of providing residents options to participate in all aspects of the community. The following recommendations fulfill this requirement and also include strategies to facilitate the development of moderate income housing county-wide.

1 EXPAND ZONING TO ALLOW FOR HIGHER DENSITY AND MIXED USE IN MOUNTAIN GREEN

To fill the moderate income housing and lifestyle needs of the county there is a need to provide additional multifamily residential uses and smaller single family lots. In areas where infrastructure allows (Mountain Green, for example) zoning changes are encouraged that expand the areas available for multifamily, smaller lots and mixed uses to help ensure moderate income housing needs are met. If a higher concentration of rooftops were allowed in the Mountain Green Town Center and the surrounding areas, the central location would allow moderate income households to emerge as part of multi-family development. The focus on higher density or moderate income residential development in

commercial and mixed-used zones, commercial centers and near employment centers will provide the densities necessary to facilitate the projected demand for moderate income housing.

2 RESOLVE INFRASTRUCTURE LIMITATIONS TO DEVELOPMENT

Recognition of natural and infrastructure limitations is central to future residential development. The fixed capacity of existing infrastructure and the limited areas it serves and curbs overall county development potential. Water companies require developments to provide their own water sources and storage tanks. Additionally, the capacity and service area of the sewer systems are limited. Many new developments are constructing homes with septic systems rather than a sewer connection. Where sewer connections are not an option, addressing the need for alternatives to septic systems would allow for smaller lot sizes which in turn increases affordability.

The development community has expressed opinions that multiple unit developments, including those with single-family homes, should be connected to sewer lines or package sewer treatment plants. These sewer treatment plants allow approximately 100 connections at a moderate expense. The use of a these systems would directly align with the vision for clustered residential development with homes closer together and large swaths of open space or agricultural lands surrounding them. The creation of guidelines to allow and require proper usage of package sewer treatment plants in Morgan County could provide additional smaller lot residential development opportunities.

3 PROMOTE ACCESSORY DWELLING UNITS

An Accessory Dwelling Unit (ADU) is a secondary residential unit located on a parcel with another existing primary use. ADUs can be attached, such as an addition or in a basement, or they may be detached. These low impact units can be incorporated by homeowners into existing residential parcels. Section 8-6-33 of the Morgan County Code of Ordinances provides requirements for ADUs. Recent state legislation made attached or internal ADUs a permitted use for single-family homes. Promoting and encouraging residents to create ADUs would create additional moderate income housing opportunities throughout the

county. Their presence within the established community could benefit the county by increasing affordability for property owners and renters alike. Additionally, ADUs do not require significant infrastructure and are constructed individually by property owners. They can provide moderate income housing opportunities, frequently to family and friends, and provide homeowners with an additional income source. The promotion of ADUs within Morgan County will therefore allow more opportunities for county homewoners to procure additional revenue sources and offer more moderately priced housing opportunities.









Illustrations of select ADU types









Chapter 6

ECONOMIC DEVELOPMENT & RESILIENCY

Analysis of current economic conditions in the county and opportunities to increase the county's financial resiliency



INCREASING OUR

FINANCIAL RESILIENCY

EXISTING CONDITIONS/ OPPORTUNITIES

EXISTING MARKET CONDITIONS

The following addresses existing market conditions within Morgan County, including property taxation, land uses and sales leakage.

PROPERTY TAX COMPARISON

The process for setting Utah's municipal tax rates is designed to achieve budget neutrality. The prior year budgeted revenue for each entity serves as the baseline for current year certified tax rate calculations. According to the Utah State Tax Commission:

The county assessor and State Tax Commission provide valuation information to the county auditor, including changes in value resulting from reappraisal, new growth, factoring and legislative adjustments. The State Tax Commission and the county auditor calculate certified tax rates and the county auditor provides taxing entities with valuation and certified tax rate information. The certified tax rate provides a taxing entity with the same amount of property tax revenue it received in the previous tax year plus any revenue generated by additional growth in its taxable value. When this information is received, taxing entities compute and adopt proposed tax rates. If an entity is proposing a property tax revenue increase, it may only adopt a tentative or proposed tax rate. The exact requirements to increase property tax revenue vary depending on whether the entity is a calendar year or a fiscal year entity. These procedures are discussed in more detail in Standard 10.9 "Truth in Taxation".1

In order to adopt a tax rate that exceeds the Certified Tax Rate, an entity must go through what is known as the "Truth-in-Taxation" process. Truth-in-Taxation statutes require that entities proposing a tax increase must advertise the increase and hold a public hearing. The Certified Tax Rate or the proposed rate, if adopted, is applied to all taxable value within the boundaries of the taxing entity. For a historic overview of Utah's property tax system see: https://propertytax.utah.gov/media/historic-overview.pdf.

In Morgan County there are seven different taxing areas. Within these areas, the tax rate is made up of levies charged dependent on whether services are offered by individual taxing entities. The taxing entities within the county include:

- » Morgan County
- » Morgan County School District
- » Morgan City
- » Multicounty Assessing
- » Mountain Green Sewer Improvement District
- » Mountain Green Fire Protection District
- » Weber Basin Water Conservancy District

Not all tax areas are taxed by each taxing entity. For example, only the three tax areas that fall within Morgan City pay the city's tax levy. The highest combined tax rate outside of Morgan City is found in Tax Area 003-0000 which encompasses mainly the Mountain Green area. **Figure 14** provides a breakdown of the tax rate in the Mount Green area. As seen in this figure, the Morgan County School District has historically accounted for approximately 66 percent of the tax rate. From 2006-2021, the Morgan County tax rate as a percent of the total tax rate has fluctuated historically between 17.6 percent and 30.1 percent as shown in **Figure 15**.

¹ Source: Utah State Tax Commission, https://propertytax.utah.gov/tax-rates/area-rates/taxarearates2021.pdf, p.124



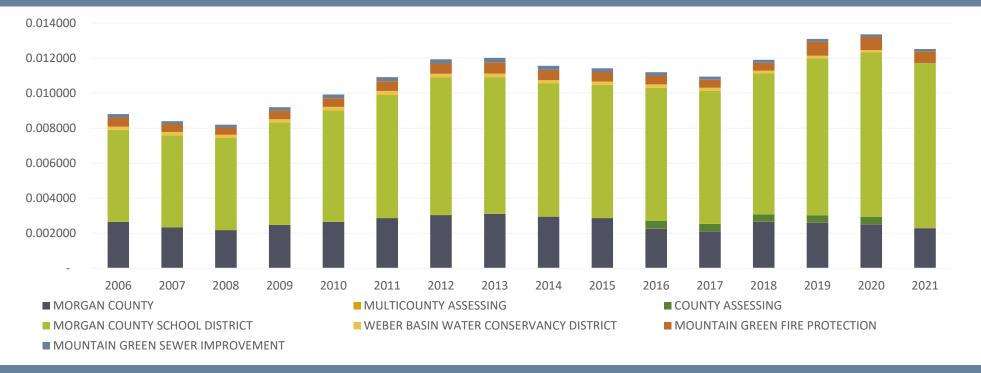


Figure 15. Morgan County Tax Rate as a Percent of Total Tax Rate



EXISTING LAND USE

The distribution of land uses in the county illustrates a concentration of residential development, with over 67 percent of the market value and 79 percent of the taxable value attributed to residential properties. Greenbelt land has the largest acreage, with nearly 300,000 acres and 20 percent of the total market value for parcels in the county. **Table 19** provides a breakdown of the different land uses.

Table 19. Distribution of Land Uses within Morgan County

PROPERTY TYPE	PARCELS	ACREAGE	MARKET VALUE (\$)	% OF TOTAL MAR- KET VALUE	TAXABLE VALUE (\$)	% OF TOTAL TAXABLE VALUE
Agriculture	650	16,398	\$14,236,542	0.9%	\$14,120,962	2.0%
Commercial	180	18,735	97,100,969	6.4%	57,344,392	8.0%
Greenbelt	1,728	298,665	310,582,599	20.6%	6,642,366	0.9%
Industrial	13	1,045	23,630,177	1.6%	23,429,878	3.3%
Private Open Space	8	1,485	927,440	0.1%	927,440	0.1%
Public	19	27,722	2,163,431	0.1%	2,163,431	0.3%
Residential	3,286	29,474	1,014,302,800	67.3%	570,577,299	79.3%
Other	37	530	3,890,361	0.3%	3,545,493	0.5%
Vacant	684	1,361	41,158,183	2.7%	40,610,260	5.6%
Total	6,605	395,415	\$1,507,992,502	100.0%	\$719,361,521	100.0%

RETAIL SALES LEAKAGE ANALYSIS

The gross taxable sales created by residents and visitors to Morgan County is an important metric for assessing the general economic health of the county. A sales gap (or "leakage") analysis is used to measure the economic health of a region and to identify economic development opportunities for a community by evaluating the total purchases made by residents inside and outside the community (hence, the term "leakage" for sales lost outside the community). This type of analysis first identifies sales within the State of Utah for each major North American Industry Classification System ("NAICS") code category and then calculates the average sales per capita in each NAICS category. Per capita sales in

Morgan County are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within the county boundary, and what amount is leaving the county. The resident purchases being made outside of the county may represent an opportunity for the county to recapture some of these lost sales by planning for commercial development.

This analysis utilizes the 2020 taxable sales by NAICS codes as collected by the Utah State Tax Commission. In order to retain confidentiality, as required by statute, major categories with fewer than ten sales outlets are rounded. **Table 20** provides a general overview of leakage and retention by major category. Negative numbers estimate the approximate income

leakage outside the Morgan County boundary. Positive numbers indicate that Morgan is attracting more than its fair share of purchases, suggesting shoppers from outside the county are attracted to the area for certain types of purchases. Likewise, capture rates below 100 percent indicate the county is not collecting the average sales expected based on a per capita average for the state. Capture rates over 100 percent indicate the county is capturing more than the state average.

Overall, Morgan County is capturing 66 percent of all taxable retail sales as compared to average taxable sales for the State of Utah. This suggests Morgan County is attracting sales from visitors within particular categories.

This taxable sales information includes all of Morgan County, including Morgan City. Particular categories where Morgan County is doing well include motor vehicle and non-store retailers. The motor vehicle industry for over \$49 million in taxable sales in the county. This is particularly beneficial to the county's taxable sales, suggesting that visitors come to the county for vehicular purchase. The county experiences sales leakage in all other retail categories. Leakage is highest in the electrical and appliance, furniture and home furnishing, and general merchandise categories. Residents travel outside the county to shop for items in categories with significant leakage. Many of these sales tax dollars go to Davis or Weber County, where there are several large-format retailers

Table 20. Morgan County Sales Leakage Analysis

RETAIL	MORGAN DIRECT TAXABLE SALES	UTAH DIRECT TAX- ABLE SALES	MORGAN PER CAP- ITA SPENDING	UTAH PER CAPITA SPENDING	DIFFERENCE PER CAPITA	TOTAL DIFFER- ENCE	CAPTURE RATE
Building Material & Garden Equip	\$7,047,785	\$4,911,394,874	\$573	\$1,501	(\$928)	(\$11,409,638)	38%
Clothing & Accessories	2,159,985	1,788,416,618	176	\$547	(\$371)	(\$4,561,031)	32%
Electrical & Appliance	493,291	1,263,703,047	40	\$386	(\$346)	(\$4,255,808)	10%
Food & Beverage	16,615,501	5,876,073,643	\$1,351	\$1,796	(\$445)	(\$5,467,263)	75%
Furniture & Home Furnishing	392,665	1,216,442,085	\$32	\$372	(\$340)	(\$4,178,824)	9%
Gas Station	2,000,000	1,480,997,001	\$163	\$453	(\$290)	(\$3,565,708)	36%
General Merchandise	2,831,729	8,082,909,813	\$230	\$2,471	(\$2,240)	(\$27,544,506)	9%
Health & Personal	573,499	624,045,585	\$47	\$191	(\$144)	(\$1,771,715)	24%
Miscellaneous Retail Trade	3,990,228	1,954,960,785	\$325	\$598	(\$273)	(\$3,356,674)	54%
Motor Vehicle	54,715,249	8,393,189,839	\$4,450	\$2,565	\$1,885	\$23,172,956	173%
Nonstore Retailers	22,650,257	5,685,035,317	\$1,842	\$1,738	\$105	\$1,285,430	106%
Sporting Good	1,668,913	1,379,080,952	\$136	\$422	(\$286)	(\$3,513,786)	32%
Wholesale Trade-Durable Goods	6,287,809	5,331,189,312	\$511	\$1,630	(\$1,118)	(\$13,747,236)	31%
Wholesale Trade-Electronic Markets	136,234	104,737,772	\$11	\$32	(\$21)	(\$257,379)	35%
Wholesale Trade-Nondurable Goods	648,554	895,870,760	\$53	\$274	(\$221)	(\$2,718,201)	19%
	\$122,211,699	\$48,988,047,403	\$9,940	\$14,974	(\$5,034)	(\$61,889,382)	66%

that offer greater variety of commodities. Morgan County has minor autooriented commercial along I-84, and other neighborhood scale retail located in Morgan City, Mountain Green and sparsely spread in other parts of the county. Census Bureau reported a total of 4,822 jobs in Morgan County as of 2019.² Since 2010, the overall number of jobs in Morgan increased by 1.8 percent or 730 positions. **Table 21** provides details on employment growth by industry between 2010-2019.

EMPLOYMENT

Since 2010, seven out of thirteen industries have experienced growth and increased employment in Morgan County: mining, information, finance, professional services, education, entertainment, and other services. There has been a reduction in jobs associated with construction, manufacturing, wholesale trade, retail, transportation and government. The American

2 Most current data available.

Table 21. Morgan County Employment

	MINING	CONSTRUCTION	MANUFACTURING	WHOLESALE TRADE	RETAIL TRADE	TRANSPORTATION & UTILITIES
2019	113	484	478	105	477	188
2010	87	533	511	109	538	210
AAGR	2.9%	-1.1%	-0.7%	-0.4%	-1.3%	-1.2%

Table 21. Morgan County Employment continued

	INFORMATION	FINANCIAL ACTIVITIES	PROFESSIONAL & BUSINESS SERVICES	EDUCATION & HEALTH SERVICES	RECREATION, ACCOMMODATION & FOOD SERVICES	OTHER	GOVERNMENT	TOTAL
2019	75	275	512	1158	355	201	401	4,822
2010	29	240	198	805	231	105	496	4,092
AAGR	11.1%	1.5%	11.1%	4.1%	4.9%	7.5%	-2.3%	1.8%

COMMUNITY FEEDBACK AND OPPORTUNITIES

FEEDBACK AND OPPORTUNITIES

Based on feedback from residents, the economic needs, opportunities and subsequent recommendations and goals for Morgan County and Morgan City are aligned. The mutually beneficial success of the county and city are founded on a two-pronged approach to economic development that serves local residents and takes advantage of the growing tourism market. Community feedback indicated a strong desire to maintain neighborhood-scale commercial development within the county and city.

The forms of commercial growth desired by residents include local services, including tire stores, varying-scale restaurants and pubs and recreational services. Both Morgan County and Morgan City have the opportunity to develop economically increase taxable sales from both residents and tourists



NEEDS AND OPPORTUNITIES

TOURISM

Recreational development within Morgan County and especially in the areas surrounding the county is ongoing and expected to significantly increase through-traffic in the region. The expansion of Snow Basin, development of Wasatch Peak Ranch, and increasing popularity of nearby state parks is driving demand for additional commercial and dining services in the area. The county currently captures about 75 percent of the typical food and beverage sales per capita and only 32 percent of the sporting good sales per capita.

These categories represent an opportunity for the county to enhance its successful establishments and provide additional economic development opportunities. A focus on service industry categories that can be used by both tourists and local residents could propel the county's tourism industry. Placing accommodations, dining and recreation support services in more concentrated areas of the county and adjacent to popular attractions could improve the ease of recreating within the county. Other categories that are currently under-performing and could significantly benefit from tourism include gas stations and general merchandise operations.

NATURAL AND INFRASTRUCTURE LIMITATIONS

Morgan County and Morgan City are impacted by natural and infrastructure limitations to development. Natural limitations include the steep slopes and terrain, in addition to the soil quality within the area. As a result, many areas require geotechnical or geological surveys prior to development. Additionally, the slopes along the mountainsides reduce the amount of developable land that is available. While necessary for safety, public input indicates that development costs can be burdensome and cost prohibitive to development. Limited existing infrastructure also sets limits on economic development. The availability of water and sewer is a capacity concern for larger organizations looking for development opportunities.

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RECOMMENDATIONS

An increase in the tax base will help keep property taxes from increasing significantly. With a small population base and limited existing economic development, a two-pronged city/county approach to development will encourage greater growth and minimize impacts to county level of service expenses. By encouraging tourism dollars and local services into the county and Morgan City, the county will benefit from the additional funds that emerge. In connection with goals created by Morgan City, the following recommendations reflect how the county can enhance its economic development.

1 BECOME A MARKETABLE DESTINATION

Nestled on the Wasatch Back, the isolated Morgan County location with near access to a range of recreational activities offers a compelling argument for establishing Morgan City and Morgan County as tourist stops. Marketing Morgan activities outside the county is likely to enhance the local economy and provide funding for desired recreation infrastructure. This will also increase the local tax base without increasing the population. Promoting the area as a place for people to "visit and then leave", allows the county to gain the tourism and travel dollars of guests while minimizing the impact on government level of service demands. A focus on external marketing of the recreational opportunities and

Example of recreation focused commercial

FLYSHOP

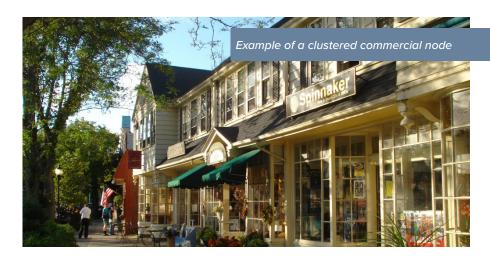
supporting recreational services in the county can increase the taxable sales and encourage economic growth within Morgan.

2 WHERE ECONOMIC DEVELOPMENT CAN OCCUR, GET IT RIGHT

Zoning should be modified to allow appropriate smart growth in the correct locations, which will provide places for internal development to take place. Clustering commercial nodes in Morgan City, Mountain Green and near recreation opportunities will offer better services and enhance livability for county residents and recreating for visitors. For the county, an adjustment in zoning to allow an increased concentration in rooftops within walking distance to retail clusters will provide easy walkable access and promote a lively atmosphere within the heart of activity centers, such as designated areas within Mountain Green.

3 INCREASE EASE OF DEVELOPMENT WITHIN DESIGNATED AREAS

Timeliness of the permit process is important for facilitating development. A clearly defined regulatory review process and impact fee requirements make the development process easier, which in turn encourages developers to focus on a specific location. While the county strives to provide timely and smooth services, feedback from the development



community indicates that the regulatory review process is more time consuming compared to surrounding communities. A review of the development application process and timeline could help locate inefficient routines and thereby facilitate growth and development Continual monitoring of the county's procedures is also encouraged.

4 PROPERLY-SCALED ECONOMIC **DEVELOPMENT**

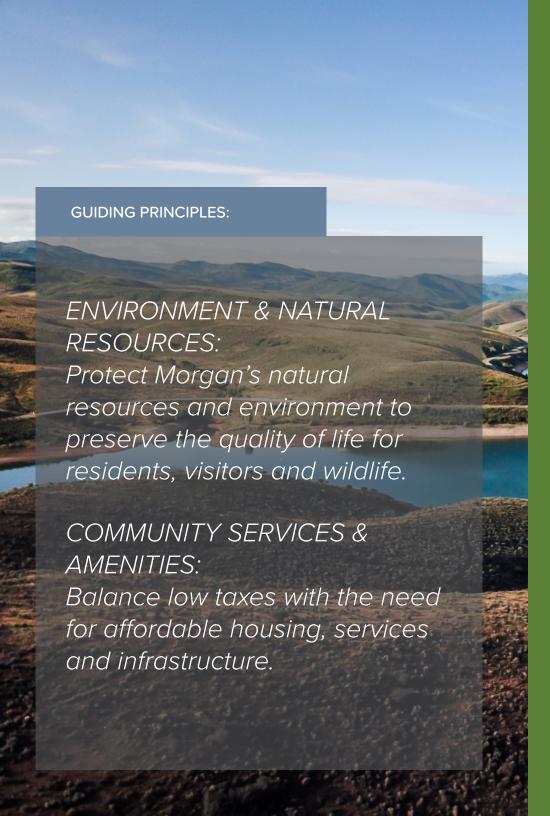
Commercial growth in Morgan City and Morgan County should build upon the neighborhood-scale of development that currently exists. Focusing on the provision of personal services, food services, gas, lodging and general retail purchases, such development with a tourist focus along I-84,

could attract additional taxable sales to the area. Details on the average population which retail development requirements are located in **Table** 22. With the county population projected to remain below 30,000 through 2050, and an embedded community desire for small scale, expansion is likely to be limited to neighborhood-scale commercial development.

The ability of both the county and city to stimulate this type of development may be limited by population growth and competition from adjacent markets in Davis and Weber Counties, which include significant community and regional commercial centers within easy reach. Focusing on small scale and local services that will meet the desires of both citizens and travelers while providing local growth. Local services such as doctors, dentists, tire stores, plumbers, electrician services, repair, dry cleaners, restaurants, and recreation services should be appropriately sized to encourage economic activity while retaining the rural feel of the county.

Table 22. Typical Retail Development Requirements

TYPE OF CENTER	LEADING TENANT	TYPICAL GROSS LEASABLE AREA (GLA)	GENERAL RANGE IN GLA	USUAL MINIMUM SIZE IN ACRES	APPROXIMATE MINIMUM POPULATION REQUIRED
Neighborhood	Supermarket	60,000	30,000 – 100,000	3 – 10	3,000 – 40,000
Community	Supermarket, drugstore/ pharmacy, discount department store, mixed apparel	180,000	100,000 – 400,000	10 – 30	40,000 – 150,000
Regional	One or two full-line department stores	600,000	300,000 – 900,000	10 – 60	150,000 or more
Super Regional	Three or more full-line department stores	1,000,000	600,000 – 2,000,000	15 – 100 or more	300,000 or more
Source: Urban Land Institute, Retail	Development, 4th ed.				



Chapter 7

ENVIRONMENT & COMMUNITY SERVICES

Review of the natural resources and community services that support the livability of the community and recommendations for protections and improvements



PRESERVING AND PROTECTING OUR

NATURAL AND COMMUNITY RESOURCES

Morgan County residents prize the community's agricultural feel and appreciate being surrounded by stunning views of mountains and open lands, connected by the winding Weber River and numerous creeks. The close proximity and connection to the natural surroundings is symbolic of the values that Morgan residents hold dear, such as having a safe and healthy community with a sense of neighborliness, civic pride and community cooperation.

This element of the General Plan addresses the important role that natural resources contribute to the integrity of the county, and the public services and facilities needed to ensure the county continues to operate efficiently and sustainably well into the future.

COMMUNITY PRIORITIES

The Community Survey indicated that the small-town, agricultural feel of Morgan is the is the primary reason people choose to live in the area, followed by the landscape setting and environment, good neighbors and safe neighborhoods. County residents indicate their overall quality of life is high. Survey results also indicate residents are generally happy with the services provided when compared with other priorities such as community or recreation spaces, food and drink establishments, or shopping and entertainment options. Public input also indicates that having enough water for future development is a concern for some residents.

NATURAL RESOURCES

Future growth in Morgan County should respect the natural features found here and consider natural processes that can affect the health, safety and welfare of residents and visitors. The following is a description of key natural resources to be considered.

SETTING AND TOPOGRAPHY

The general slope and topography of Morgan County is illustrated in **Map 26**. Transitioning from a high point just over 9,700 feet in at the summit of Thurston Peak on the west side of the county to a low of 4800 feet at the mouth of Weber Canyon, the setting is diverse and dramatic. The majority of the valley floor is relatively flat or gently sloping, containing views of the surrounding mountains on both sides where the slopes rise more gently at the foothills to encompass mountain slopes exceeding 25 percent and above, which is considered undevelopable.

GEOLOGY AND SOILS

The local geology and soils help establish the unique character of the county, and also require careful planning to ensure the integrity of those features is maintained and future development problems are avoided.

Map 27 illustrates the earthquake hazards of the county, including faults, potential damage zones from faults and historical earthquake epicenters and magnitudes. Faults at the south end of the county are part of the East Canyon Fault, those in the center of the county are part of the Morgan Fault, and a small portion of the Saleratus Creek Fault extends into the northeast portion of the county. All three faults area classified as normal faults with one side dropping below the other, as illustrated in Figure 16.

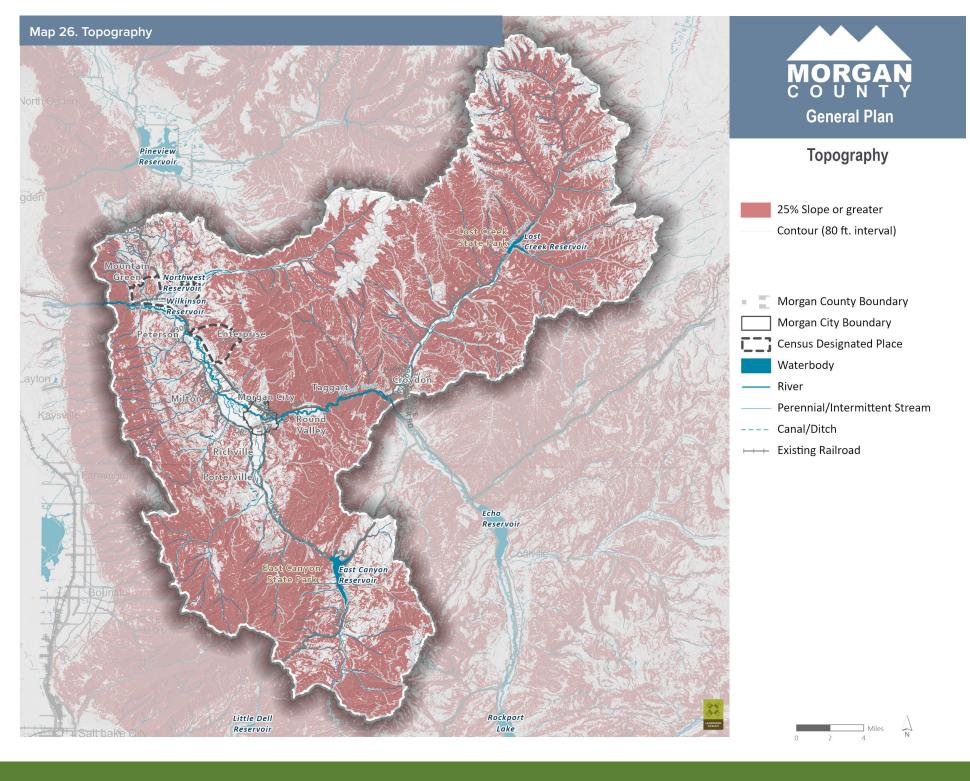
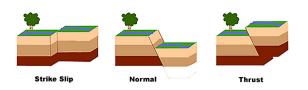


Figure 16. Fault Types



Source: U.S. Geological Survey, https://earthquake.usgs.gov/learn/glossary/?term=fault

The largest earthquake on record in the county was a 3.67 magnitude quake in 1955 which was centered in Morgan City. Hundreds of smaller earthquakes have occurred in the county since then, and the county has also been rocked

by regional earthquakes further afield. Liquefaction potential is another serious geologic hazard that occurs when water saturated soils are subjected to ground shaking. Major earthquakes have the potential to cause significant damage, injury and death.

Map 28 shows the problematic soils with Morgan County. Soil related hazards vary with individual soil types and include the following characteristics:

- » High water table (30" or less)
- » Rock outcrops
- » Bedrock depths of less than 20"
- » High shrink-swell potential
- » Potential areas with collapsible soils
- » Very high or high erosion hazard
- » Strong salt or alkali effect
- » Very rapid or rapid permeability
- » High water runoff potential
- » Susceptibility to hillside slippage

Areas on the map indicated as problematic for development with basements typically include high water tables (such as those located along the Weber River floodplain) and may also have characteristics associated with steeper foothill/mountain conditions including rock outcrops, low depth to bedrock, high erosion hazards, high runoff potentials and susceptibility to hillside slippage. Areas shown as problematic for development with basements typically demonstrate several of the challenging soil characteristics listed above. When present, such geologic and soil constraints can help determine where

development is appropriate and should be considered in the site planning and design process to minimize potential impacts.

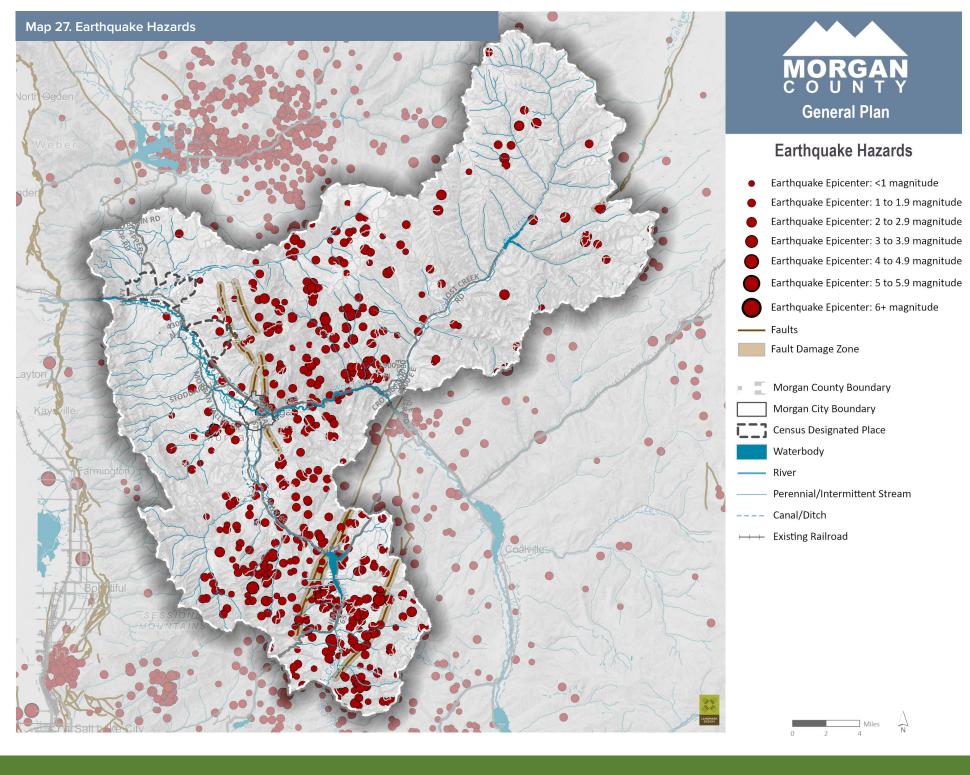
WATER RESOURCES

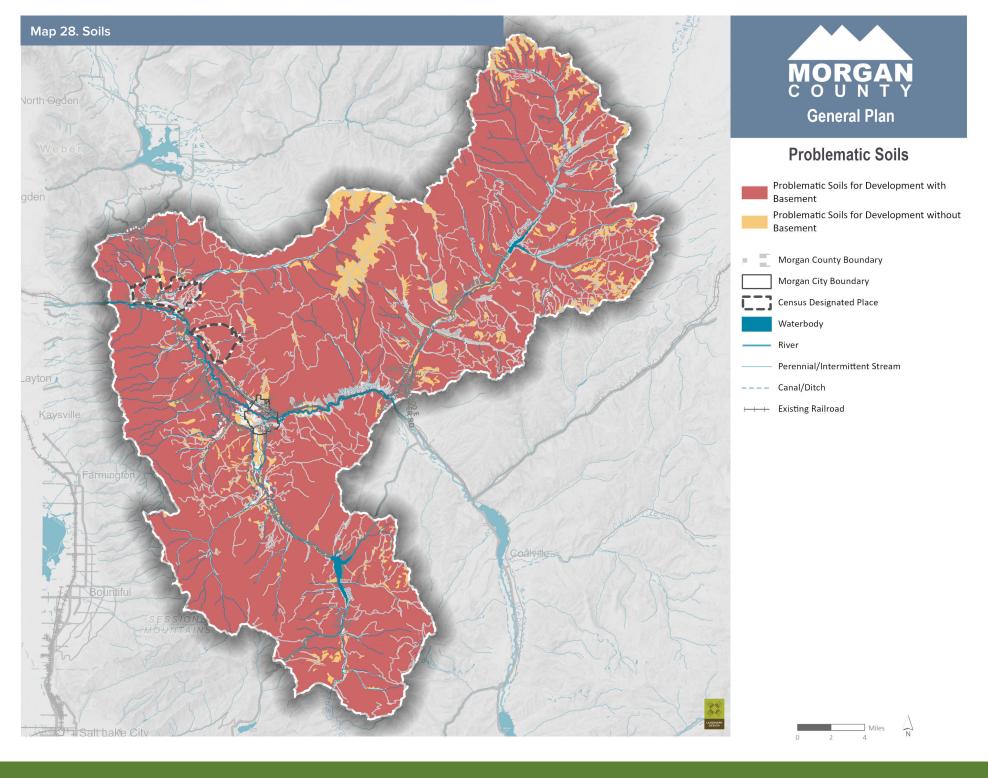
Map 29 illustrates county watershed boundaries, waterway and canal network and other water resources such as springs and wetlands. The county is served by nineteen separate watersheds which are managed by multiple agencies through a range of control mechanisms instituted at the county, state and federal levels. A network of natural and man-made water resources exists in these watersheds.

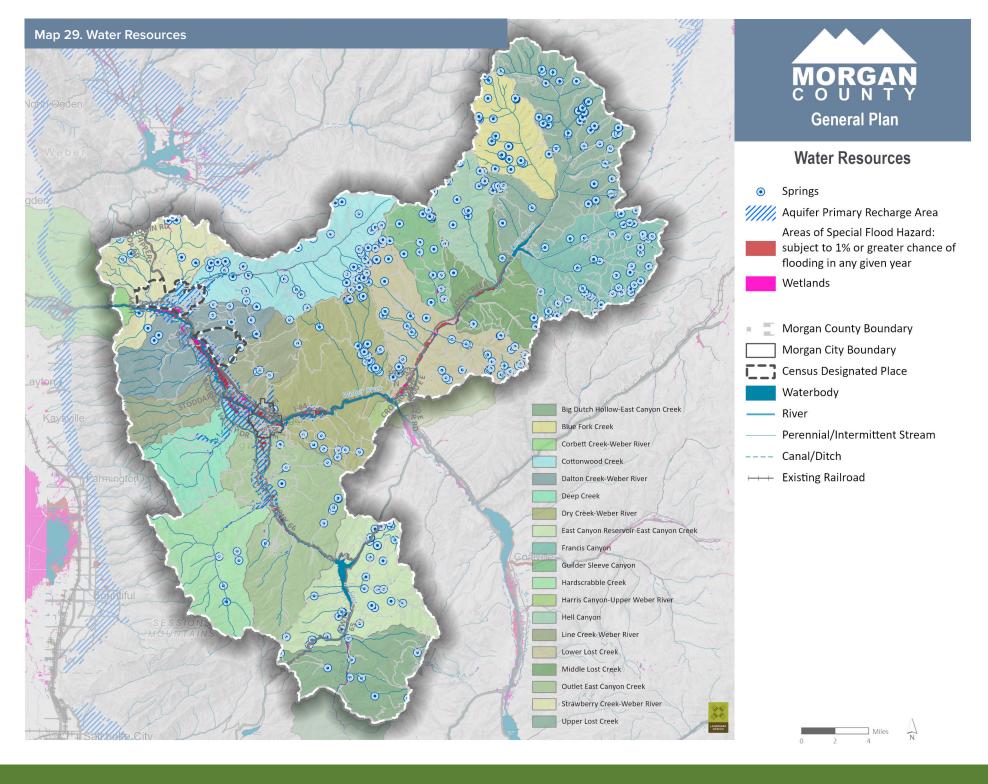
The Farmington aquifer beneath the Morgan Valley is one of the largest in the Utah, providing water for most of the Wasatch Front. As indicated on the map, the valley floor sits within the primary recharge area for this aquifer, which is managed by the Weber Basin Water Conservancy District.

Development can significantly alter natural waterways and their related floodplains, which can impair the value of the riparian ecosystem and results in direct impacts such as flooding. The map indicates the location and extent of the Special Flood Hazard Areas (SFHA) designated by the Federal Emergency Management Agency (FEMA). Development within SFHAs must abide by city code and FEMA floodplain management









regulations which may require mitigation measures or mandate the purchase of flood insurance in some flood zones.

There are numerous irrigation canals in the county, most of which were built by pioneers in the early 1860s for irrigation purposes. Springs are scattered throughout the county and are primarily located in the foothills and mountains in the northern, eastern and southern portions of the county. Water from springs is an important feature of the culinary water systems in Morgan, both for water providers and for individual land owners.

In addition to conveying and channeling water through the community, these systems enhance the integrity of the natural environment by providing flood storage, stream bank stabilization, sediment trapping, pollutant trapping/attenuation, food chain support, fishery and wildlife habitat and natural/passive recreation opportunities. For example, the Weber River is a Blue Ribbon Fishery and popular recreation destination for water sports.

Wetlands are particularly important to consider in broad planning assessments, as they provide many of the same benefits of the rivers and water bodies by maintaining minimum water levels. Water quality and the conveyance of stormwater runoff has become an increasing concern in the region, impacting natural waterways and receiving waters, making wetlands, groundwater recharge and stream-flow maintenance critical components of a healthy water system.

WILDLIFE HABITAT

The Utah Division of Wildlife Resources has compiled an extensive database of habitat areas for numerous species of wildlife in the state, including game and non-game species and threatened, endangered and sensitive species. Big game species with habitat in Morgan County boundaries include black bear, mule deer, elk and moose as shown on **Map 30**. Upland game birds species with habitat in the county are shown on **Map 31** and include wild turkeys, ruffed grouse, ring-necked pheasants, chukar partridges and California quail. Other species have habitat and ranges near Morgan County.





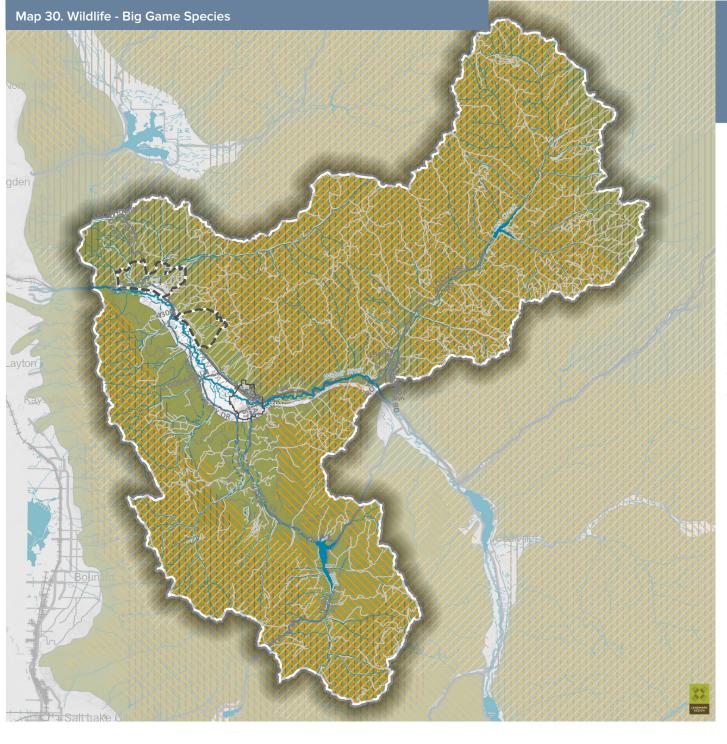








PC All Photos: Utah Division of Wildlife Resources Facebook Page





General Plan

Wildlife Habitat Large Species

Elk Habitat

|||| Black Bear Habitat

| | Moose Habitat

Mule Deer Habitat

Morgan City Boundary

Census Designated Place

Waterbody

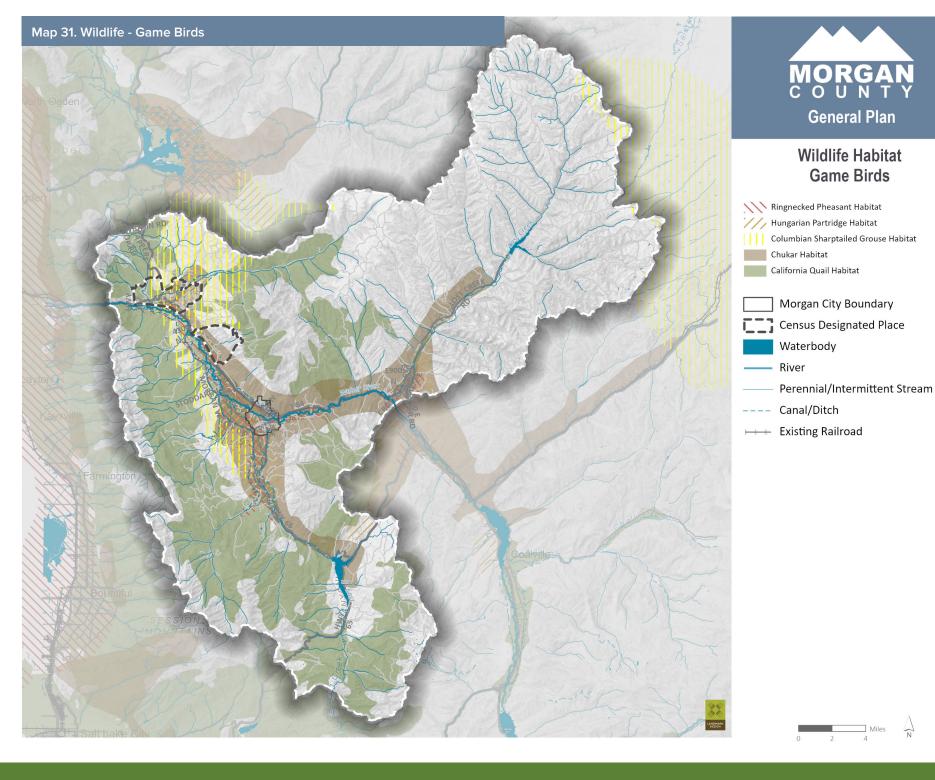
River

Perennial/Intermittent Stream

--- Canal/Ditch

---- Existing Railroad





Threatened, endangered and sensitive species with habitat in or near Morgan County include flammulated owls, bluehead suckers, bald eagles, lyrate mountainsnails, Green River pebblesnails, lewis's woodpeckers, northern leopard frogs, pilose crayfish, Bonneville cutthroat trout, deseret mountainsnails and Columbian sharp-tailed grouse.

There are also a variety of water-dependent terrestrial animals that call the riparian environments home, including raccoons, skunks, otters, mink, weasels and rodents, some of which can be pest species in more developed areas.

COMMUNITY SERVICES AND FACILITIES

A range of public and quasi-public services and facilities are required to keep the county running. Key services include law enforcement, fire protection, garbage pickup and emergency services. Key public facilities include county government offices and police and fire stations. The following is a description of the key public services and facilities provided in Morgan County and an assessment of future needs. **Map 32** and **Map 33** identify the location of key public services and facilities.

POLICE, FIRE AND EMERGENCY SERVICES

The Morgan County Sheriff provides police services for Morgan City and the unincorporated areas of Morgan County. By sharing a variety of police services under one organization,

communities can share costs, saving local governments money and reducing the tax burden of citizens. The Sheriff is headquartered in the county government offices located in Morgan City at 48 West Young Street. The Utah Highway Patrol has jurisdiction over Interstate 84, and partners with the Morgan County Sheriff, providing additional services to the community including K-9 Troopers, SWAT officers, a dive team and a helicopter division.



Morgan County and Morgan City also partner on fire and emergency services. The Morgan County Fire Department is a volunteer organization with a fire station located just north of the county offices. Mountain Green also operates its own volunteer Fire Protection District, based out of the station at 4565 West Old Highway Road in Mountain Green. The Morgan County Fire Department issues burn permits, provides



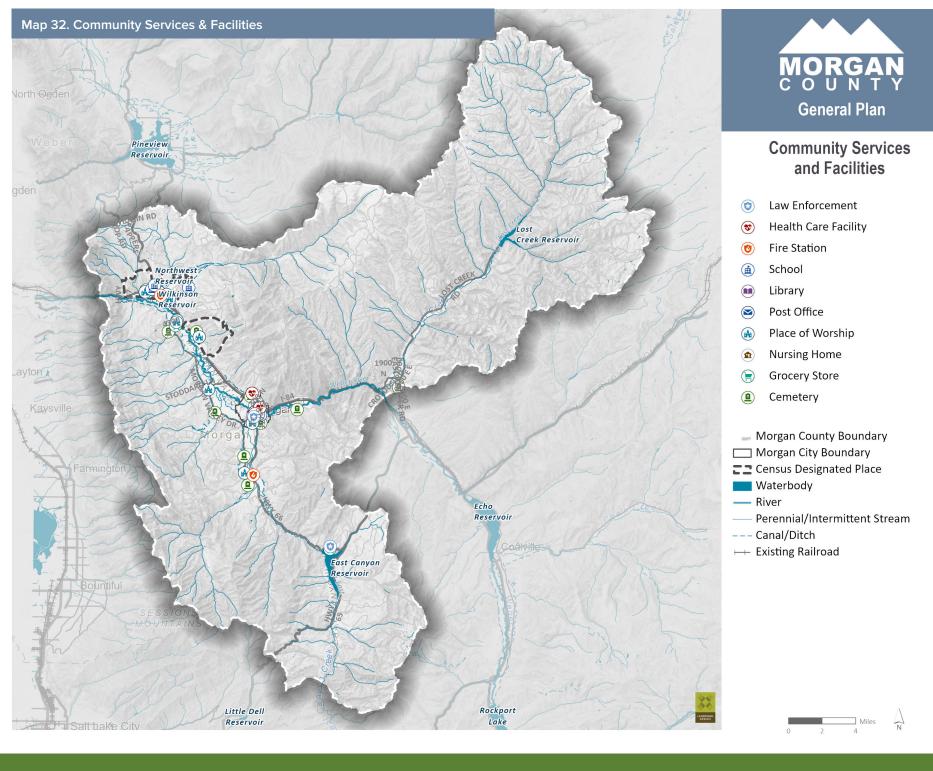
community fire planning services that improve community safety, enhance fire protection and reduce wildfire risk.

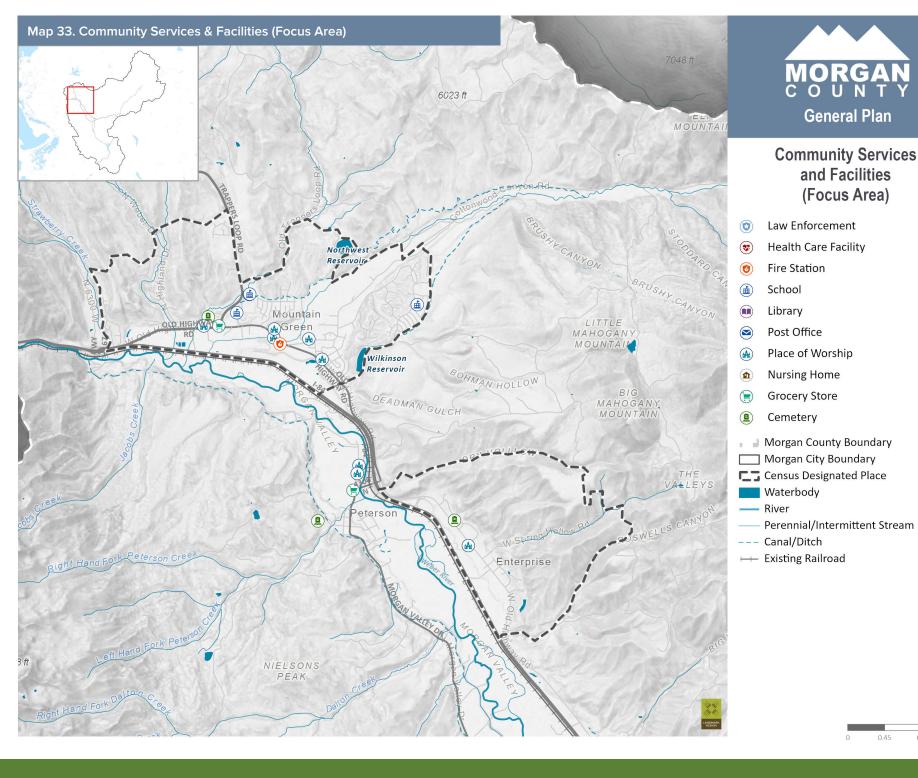
MEDICAL SERVICES

Primary medical services in Morgan County are provided by the Morgan Health Center in Morgan City. The health center is a family practice with three providers that offer family medical care, diagnostic testing and specialty procedures.

The nearest hospitals are located approximately ten miles from Mountain Green in Ogden and Layton. Mckay Dee Hospital, Ogden Regional Medical Center, Davis Hospital and Medical Center and Layton Hospital all offer a variety of services including emergency care.

Additional services are provided by other private providers in Morgan City, including Family Tree Assisted Living and Nursing Home, Burch Creek Home Care and Hospice and Morgan Physical Therapy and Fitness.







SENIOR CENTER/LIBRARY

Morgan County is served by the Morgan County Library and Senior Center, a combined facility located just north of the Morgan County Offices Hall. The library offers services to Morgan, Weber and Summit County residents, including a variety of library-related programs and events, computers/internet access and a community meeting room that seats 10-15 people and is available to reserve for community, civic other government activities.

The Morgan Senior Center serves county residents 60 and older. The facility includes a kitchen, meeting room/classroom and a social gathering area with a television, pool tables and seating. The center serves meals three days a week in-house and delivers meals-on-wheels to homebound seniors five days a week, Monday through Friday. A variety of programming and events are offered to seniors including parties, educational classes, recreation activities, and arts and crafts. The center provides transportation for scheduled group trips to the Wasatch Front for activities such as shopping and attending plays. Health clinics are held regularly at the center, providing services such as blood pressure check and nutrition counseling.

PUBLIC SCHOOLS

There are five public schools available to meet the educational needs of Morgan County residents. The schools are administered by Morgan School District as listed below.

- » Morgan Elementary School | 344 East Young Street | Pre-K 4th
- » Mountain Green Elementary School | 6064 North Silver Leaf Drive | Pre-K - 4th
- » Morgan Middle School | 115 East Young Street | 5th 8th
- » Mountain Green Middle School | 6200 West 5000 West | 5th 8th
- » Morgan High School | 55 North 200 East | 9th 12th

The school district indicates that growth projections indicate a greater increase in students than reflected through valuation. As a result, the district spends the least amount of money per student in Utah, even though the county has one of the highest assessed property tax values. The high number of students per household and small commercial tax base are contributing factors to this disparity.



POST OFFICE

Morgan City houses the only post office in Morgan County, which offers a variety of shipping and delivery services to the community. The post office is located at in the center of the city on North State Street.

INFRASTRUCTURE AND UTILITIES

Morgan County does not provide utilities to residents in the unincorporated portions of the county and contains only minimal infrastructure. In contrast, Morgan City provides a variety of infrastructure and utility services to properties within city boundaries and limited services outside of the city under special agreements. Some infrastructure is also provided for residents of Mountain Green within special districts. Utilities not supplied by Morgan City or Mountain Green are available through various utility operators, all of which are shown on **Map 34** and described below.

WATER

Culinary water for meeting unincorporated county needs is through a combination of private wells and private water providers that utilize groundwater sources. Water for a portion of Mountain Green is provided by the Cottonwood Mutual Water Company, as illustrated in **Figure 17**.

Non-public water systems utilizing wells and springs are regulated by the Weber-Morgan Health Department to ensure potable water systems are properly constructed and maintained in ways that protect public health and the safety and integrity of the community's groundwater and other natural resources.

It is anticipated that groundwater will continue to be the primary culinary water source for future development in the county. Protection of the groundwater supply is paramount to ensuring existing and future needs can be met without requiring the development of costly infrastructure such as water treatment facilities to provide alternative water sources.

Figure 17. Cottonwood Mutual Water Company Service Area

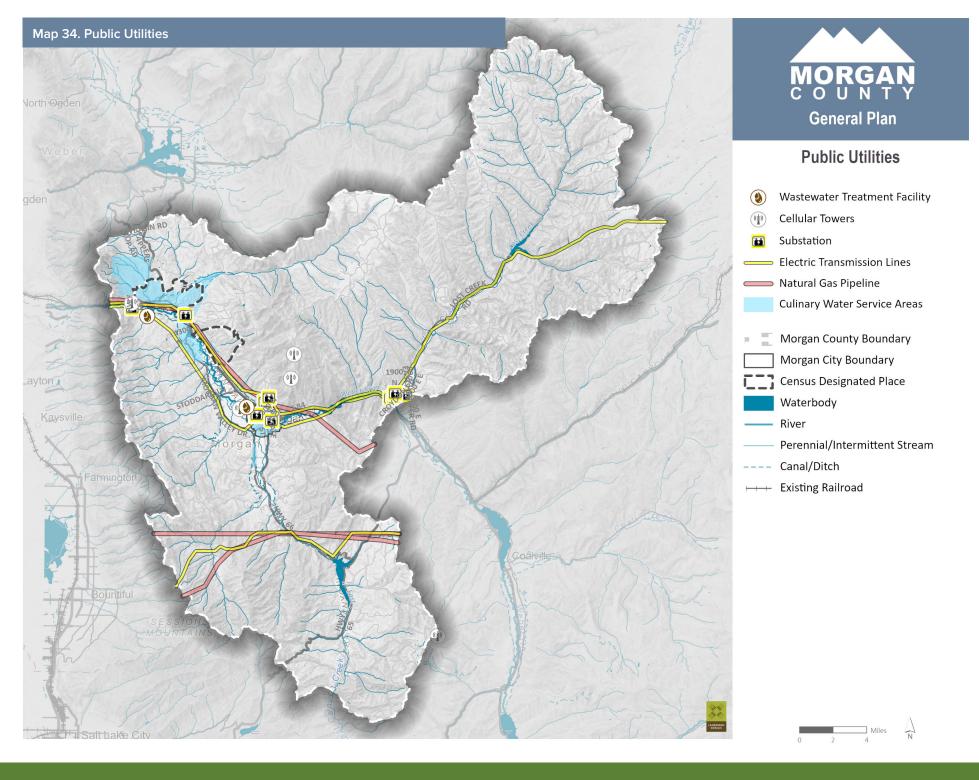


Secondary water for agricultural use and the irrigation of landscaping is provided by the Weber Basin Water Conservancy District (WBWCD) and other public and private water providers throughout the county, such as the Morgan Secondary Water Users Association which services users within Morgan City boundaries and the Mountain Green Secondary Water Company. WBWCD manages the water from Lost Creek and East Canyon Reservoirs which flows into the Lost Creek, East Canyon Creek and eventually the Weber River.

SEWER

Most of the unincorporated areas of Morgan County rely on septic-tank soil absorption systems. These systems are also regulated by the Weber-Morgan Health Department, which requires an application and testing prior to construction to ensure the proposed wastewater system does not impact the community's groundwater supply and other natural resources.

Morgan City and the Mountain Green Sewer Improvement District (MGSID) provide community sewer systems to properties within their respective service areas. As with culinary water, Morgan City provides



sewer to development within the city and to a few residents outside of city boundaries under special agreements. Sewage is treated at the Morgan Wastewater Treatment Facility located northwest of the city. The MGSID provides wastewater treatment services for Mountain Green residents. The treatment facilities for the MGSID are located just south of Kent Smith Park, bounded by Interstate 84 on the south.

Wastewater treatment is the primary limiting factor to development within Morgan County. Due to potential impact on groundwater and the space required for septic absorption fields, the health department limits the spacing and location of septic systems, affecting the potential location and density of development. The expansion of existing sewer systems, the establishment of new sewer service districts or the use of package sewer treatment plants are options for accommodating additional growth and density in focused areas of the county, though they vary widely in their construction, operations and maintenance costs.



ELECTRICITY

Morgan City provides within city boundaries and to a few properties outside of the city by special agreement. The county is serviced by Rocky Mountain Power.

GARBAGE COLLECTION

Collection services for residential and commercial waste are provided by Morgan County. A transfer station operated by the county is available in Morgan City for additional residential waste drop-off. Commercial waste is not allowed at the transfer station. Commercial and larger loads are directed to the Davis Landfill in Layton. Curbside recycling is not offered in the county at this time.

COMMUNICATIONS

Internet, phone and television services in the county are offered by CenturyLink, a private company. Morgan City and a handful of parcels outside of the city boundary are also serviced by the Utah Telecommunication Open Infrastructure Agency (UTOPIA), a group of eleven cities in the state that have partnered to provide a high-speed fiber network for residents and businesses.

NATURAL GAS

Dominion Energy, a private company, supplies natural gas to residents and businesses in Morgan County.

STREETS

Public streets in Morgan County are owned and maintained by Morgan County, Morgan County and the Utah Department of Transportation (UDOT). Road construction and maintenance in the county are currently underfunded and additional growth will add to that demand.

County maintenance barely keeps up with immediate needs at the present time, with staff indicating a need for long-term planning to adequately meet existing and future needs. There is also a need for

better coordination on infrastructure and utility projects. As new areas are developed, water and sewer infrastructure should be closely tied to road construction to reduce or eliminate cutting into newly constructed roads to add buried infrastructure later.

In addition to maintenance challenges, some roads in the county are too narrow to accommodate the demands of all user types, resulting in street connectivity, congestion and safety issues in some locations. Safety and connectivity issues are addressed in Chapter 4: Transportation and Circulation.

MORGAN COUNTY RESOURCE MANAGEMENT PLAN

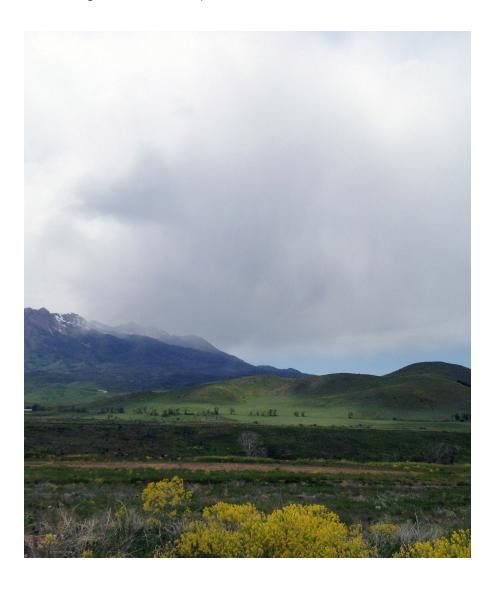
State law requires that each county provides a resource management plan that addresses the public lands within its boundary. Approximately 6.9 percent of the land in Morgan under public ownership, including Bureau of Land Management, Bureau of Reclamation, Forest Service, Utah Division of State Parks and Utah Division of Wildlife land. The Morgan County Resource Management Plan was completed in 2017 to address these areas specifically. The Management Plan provides policies that address the wide range of required topics, including agriculture; air quality; cultural, historical and paleontological resources; ditches and canals; economic considerations; energy sources; fire management; fisheries; flood plains and river terraces; forest management; irrigation; land access; law enforcement; livestock and grazing; mineral resources; mining; noxious weeds; predator control; recreation and tourism; riparian areas; scenic resources; threatened, endangered and sensitive species; water quality and hydrology; water rights; wetlands; wild and scenic rivers; wilderness: and wildlife.

RECOMMENDATIONS

Natural resources and public services and facilities are important elements of Morgan County's community structure. The county should continue to coordinate with Morgan City, state, federal and other partners to ensure potential issues are addressed comprehensively. This is particularly important for small communities such as Morgan with

limited resources and can provide management and levels of service not normally achievable.

Comprehensive planning for short- and long-term horizons would be helpful to ensure the county meets current infrastructure and services needs and has strategies in place for the impacts that will come with additional growth and development.



PARKS, RECREATION TRAILS & OPEN SPACE

Examination of the county's green assets and the networks that can potentially connect them to each other and to the greater community





PROVIDING PLACES TO

PLAY AND RECREATE

Parks, recreation, trails and open space amenities contribute to the quality of life and overall health of a community. They also provide places for people to come together in celebration, connect with nature and find personal respite. This chapter presents an inventory and analysis of these amenities within Morgan County and provides recommendations for meeting future needs.

COMMUNITY PRIORITIES

The results of the Community Survey indicate that 55 percent of Morgan County respondents agree that the community provides all of the recreational amenities residents want. Approximately 52 percent of Morgan County respondents agree that the community has activities and amenities that are appealing for youth while 49 percent indicate that the Morgan is accommodating for elderly members of the community.

Morgan County residents indicate that the following facilities are above average at the rates as follow: walkability or pedestrian-friendliness (42 percent), available parks and open spaces (53 percent) and trails and trailheads (47 percent).

When asked what amenities, businesses and services residents wanted to see in the county, community or recreation spaces tied with food and drink at the top of the list at 54 percent each, with activities and programs landing in the middle of preferences at 26 percent. In line with that, 71 percent of respondents prefer to travel ten minutes or less to community recreation spaces and 61 percent prefer to have activities, events and programs within a ten minute drive or less, which indicates that having these amenities close to home is important to residents.

Riverside Park was indicated at the most frequently used recreation amenity in the county. Nearly half of respondents say the reason for their park preference is close proximity to home although sports fields/courts and playground equipment were also important considerations.

When asked which amenities are needed in the county that are not currently available, a pool, recreation center and trails topped the list. In a hypothetical scenario where respondents could allocate proportions of the county parks and recreation budget, the biggest proportion of respondents (64 percent) wanted money puts towards aquatic recreation facilities. Desire for biking/hiking trails was close behind (60 percent) and natural open spaces were also popular for nearly half of respondents (46 percent).

Other public comment supported the acquisition of land for parks and open space with a potential recreational use. Additional trails were supported for hiking and biking, and access to publicly-owned land was indicated as important. Members of the public also indicated support for the preservation of agricultural land, viewsheds and natural open space. Cooperation and coordination with Morgan City to provide parks, trails and recreation facilities was mentioned, as was support for a cooperative water park and an interconnected trail system that provides access to recreation facilities and other community destinations.

EXISTING CONDITIONS AND ANALYSIS

Existing county assets were documented and analyzed to determine how existing needs and demands are being met. This section also looks toward the future, utilizing growth projections to determine future needs, where gaps may exist and how to fill them.



PARKS

The following is a summary of the types of parks found in Morgan County and general analyses of level-of-service and distribution.

PARK TYPES

Regional Parks

Regional parks are the largest park type with amenities to meet the needs of the community and are typically 30 acres or larger. Regional parks typically include at least two special amenities such as a splash pad, skate park, sports complex or multi-purpose building. Other typical amenities include sports fields (baseball, soccer, football and similar sports), grassy play areas, restroom(s), pavilions and shelters, playgrounds, sport courts (basketball, volleyball and tennis), picnic and seating areas, walking paths and perimeter trails.

Community Parks

Community parks are large parks with amenities to meet the needs of the county. Typical sizes range from 10 to 30 acres. Community parks typically include at least one special amenity such as a splash pad, skate park, sports complex or multi-purpose building. Other typical amenities include sports fields (baseball, soccer, football and similar sports), grassy play areas, restroom(s), pavilions and shelters, playgrounds, sport courts

(basketball, volleyball and tennis), picnic and seating areas, walking paths and perimeter trails.

Neighborhood Parks

Neighborhood Parks are smaller than Community Parks. Ranging from three to ten acres in size, they are designed to serve the needs of the surrounding neighborhood. Neighborhood Parks typically include a mix of large and small features and amenities in addition to open lawns, grass play areas, a restroom, pavilions, playgrounds, sport courts (basketball, volleyball and tennis), sports fields (baseball, soccer, football and similar sports), picnic and seating areas, walking paths and perimeter trails. A half-mile service area is assigned to these when assessing the influence of Neighborhood Parks.

Local Parks

Local Parks are the smallest park type, typically encompassing sites up to three-acres in area. These parks usually serve small residential areas that lack access to larger park. Due to the small size of these parks, they provide limited amenities such as playgrounds, lawn areas and perimeter trails.

Local Parks are typically used sparingly, in situations where land is limited or where access to larger parks is not available. They are significantly more difficult and costly to maintain and operate and provide limited recreation value than the larger park types.

EXISTING PARKS

Morgan County has seven existing parks, encompassing a single Regional Park, four Community Parks, one Neighborhood Park, one Local park and one Special Use Park. Morgan City has two parks that also help meet the needs of county residents, though they are owned and managed by Morgan City.

MORGAN COUNTY PARKS

The **Morgan County Fairgrounds** encompass 14.4 acres and are located in the center of the county, just east of Morgan City at 750 East Como Springs Road. The Fairgrounds include one large and one small riding arena, an exhibit building with restrooms, five barns (one large, one medium and three small), outdoor bleacher seating, food booths,

equipment sheds, a lawn area, twenty paved parking stalls and gravel parking for approximately 100 vehicles. Four pickleball courts, one tennis court and restrooms were recently added north and east of the existing Fairgrounds.

The Morgan County Fairgrounds are the only Regional Park in Morgan County. Although the fairgrounds are smaller in acreage than is typical for this park type, the site is highly amenitized with unique facilities that serve the region and is therefore classified as a Regional Park.

Kent Smith Memorial Park is a 10.8 acre Community Park located in Mountain Green at 5457 West Old Highway Road. The park features two reservable soccer fields, a large reservable pavilion with twenty picnic tables, two barbecue grills, restrooms, a baseball field, a playground, a sand volleyball court, open lawn areas and parking for 85 vehicles.

Enterprise Park is a 5.1 acre Community located at 2775 West Old Highway Road in Enterprise. The park includes one large reservable pavilion with twelve picnic tables, a restroom, a playground, a basketball court, a fire pit, a grass volleyball court, open lawn areas, a quarter-mile walking path and paved parking for twenty vehicles.

Milton Park is a 3.4 acre Community Park located at 1165 North Morgan Valley Drive in Milton. The park features a small reservable pavilion with five picnic tables and a small serving room with electrical service, a restroom, a baseball field, a playground, a fire pit with benches, a basketball court, a small riding area, open lawn areas and paved parking for twenty vehicles.

Croydon Park is a 0.8 acre Neighborhood Park located at 1290 North 6800 East in Croydon. The park includes one large reservable pavilion with five picnic tables, a playground, a fire pit with benches, open lawn areas, five on street parking stalls and a single reservable camping spot. Although Croydon Park is smaller than the typical size range for a Neighborhood Park, it is more highly amenitized than a Local Park and is therefore classified as a Neighborhood Park.

Rosehill Park is a 2.4 acre Local Park located at approximately 5515 North Day Lily Drive in Mountain Green. The park currently has no amenities beyond open lawn areas and parking is on-street only.

The **Morgan County Rifle Range** is a 28.2-acre Special Use Park located at 870 East Mahogany Ridge, just outside the northern boundary of Morgan City. The park provides a 50-yard handgun pad and a 200-yard shotgun pad with a trap-house with an automatic clay target thrower.

MORGAN CITY PARKS

Morgan City parks are not owned, controlled or maintained by Morgan County and are not used to calculate level of service, but they do help meet the recreation needs of county residents.

Riverside Park is a 10.4 acre Community Park, located in the heart of Morgan City. The Weber River traces the south edge of the park, which is bordered on the park side by a paved multi-use trail, part of the Mickelsen Mile. The park includes a baseball field, playground, splash pad, two large reservable pavilions that seat 90 to 100 people, a medium pavilion that seats 40 people, and two small pavilion that seat 10 people each. Riverside Park also features a sand volleyball court, basketball court, skate park and a large open lawn area.

Fox Pointe Park is a 2.4 acre Mini Park located at the south end of Morgan City. The park includes a perimeter walking trail, a small tot lot, three picnic tables and a large open lawn area in the detention basin.



EXISTING PARK NEEDS AND SERVICE LEVELS

In order to determine how well existing parks in Morgan County meet current needs, two different analyses were applied. The first is a **Level of Service (LOS) Analysis**, which examines park acreage in relation to population. The second is a **Distribution/Service Area Analysis**, which evaluates the distribution of parks in the county to determine if any gaps in service to residential areas exist.

LEVEL OF SERVICE ANALYSIS

Level of Service (LOS) Analysis was developed by the National Parks and Recreation Association (NRPA) to assist communities in evaluating if they have a sufficient number of parks. LOS is a ratio calculated by dividing the total acres of park land by the population and expressing the result in terms of acres per 1,000 population. In the past LOS was a national standard benchmark for determining park needs, providing an easy tool for communities to compare their performance against the standard and other communities.

While helping to evaluate a minimum standard of parks, blind use of LOS has fallen out of favor in recent years, in large part because straight comparisons do not necessarily reflect the unique conditions and goals of individual communities. This is especially true in the Intermountain West, where access to significant amounts of state and federal public lands and significant tracts of contiguous public open space contribute to meeting needs. LOS analysis now typically serves as an important tool for individual communities to help understand whether service levels are meeting goals, to help make acquisition and development decisions, and in the development of responsive goals and benchmarks.

The acreage of county owned parks (excluding the rifle range) was tallied to calculate the existing Level of Service for Morgan County. LOS was determined by dividing the acreage of existing county parks (36.9) by the 2020 population (12,295) and then multiplying by 1,000. (36.9 / 12,295 \times 1,000 = 3.00).

The resulting existing LOS ratio is 3.00 acres of parks per 1,000 residents.

Existing Level of Service



A NOTE ABOUT LEVEL OF SERVICE (LOS) AND IMPACT FEES

The LOS discussion in this document is related specifically to planning for future parks. The intent is to understand the level of service currently existing in the community, and to determine the means for maintaining that level of service or establishing a more appropriate level of service for the future. LOS is based on a quantity (acres, miles, numbers) per a determined number of persons (population), and results in a ratio of facilities to population. For example, the parks ratio is typically expressed as the number of acres of park land per 1,000 persons.

It is important to distinguish this discussion of LOS for planning purposes from the LOS typically used in determining impact fees. Impact fees are a means of charging new development its proportionate share of the cost of providing essential public services. While a LOS for planning is used to establish a standard or guideline for future facility development, an impact fee is used to assess new development for the actual cost of providing the service. For example, if there are five-acres of parks in Morgan County for each 1,000 residents at present, new development cannot be charged at a rate for ten-acres of park land for each 1,000 residents. Morgan County may elect to provide a higher LOS in the future because its current residents desire a higher level of service, but it cannot require new development to pay for the higher LOS. Utah law is clear on this point, stating the following:

"A local political subdivision or private entity may not impose an impact fee to raise the established level of service of a public facility serving existing development." UC11-36-202(1)(a)(ii)."

The Parks, Open Space, Recreation and Trails Element should provide a foundation for developing a Capital Improvements Plan, Impact Fee Facilities Plan (IFFP), and Impact Fee Analysis (IFA). The IFFP is designed to identify the demands placed upon the existing facilities by future development and evaluate how these demands will be met by the city, as well as the future improvements required to maintain the existing LOS. The purpose of the IFA is to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. While the IFFP and IFA will serve as a companion to this document, information may differ due to the specific requirements related to the calculation of impact fees as defined in Utah Code 11-36a — the Impact Fee Act.

DISTRIBUTION ANALYSIS

The distribution of parks and their corresponding service areas were also analyzed, indicating that distribution of parks in Morgan County is different from distribution found in a municipality like Morgan City, which typically seeks to ensure that all residential areas are within the service area ranges described below. The rural nature of the county, the dispersed character of the housing, and the willingness of residents to drive longer distances for park and recreation amenities impact the distribution pattern in the county.

Map 35 and **Map 36** illustrate the distribution of existing county parks and their area of impact and access, as determined by applying the designated radii for each by park type as follows:

- » Regional Parks (2 mile radius)
- » Community Parks (1 mile radius)
- » Neighborhood Parks (1/2 mile radius)
- » Local Parks (1/4 mile radius)

To summarize, county parks are generally well-distributed throughout the valley, typically located parallel to the Interstate 84 corridor. Settlements that do not have a park, such as Peterson, Stoddard, Richville, Porterville and Taggart, are within a ten-minute driving distance to existing parks. Lost Creek and East Canyon State Parks offer other recreation opportunities in portions of the county further removed from the corridor.

It should be noted that city parks, private parks and fields and facilities at public schools also contribute to meeting needs of Morgan County residents, although they are not included in the above analyses.

MEETING EXISTING AND FUTURE PARK NEEDS

Since the public indicated general satisfaction with the current quality and distribution of parks in Morgan County, it is assumed that the current LOS generally meets current needs. This plan therefore recommends establishing a minimum future park LOS of 3.00 for meeting future needs.

Future Level of Service



MEETING PARK NEEDS IN THE NEAR TERM

As park needs increase over time, the county may acquire park land in a variety of ways, including direct purchase and acquisition and as land trades and as part of negotiated development agreements. As growth occurs, the county needs to ensure that additional park land and public open spaces are secured to meet needs and avoid distribution gaps and shortcomings in the future.

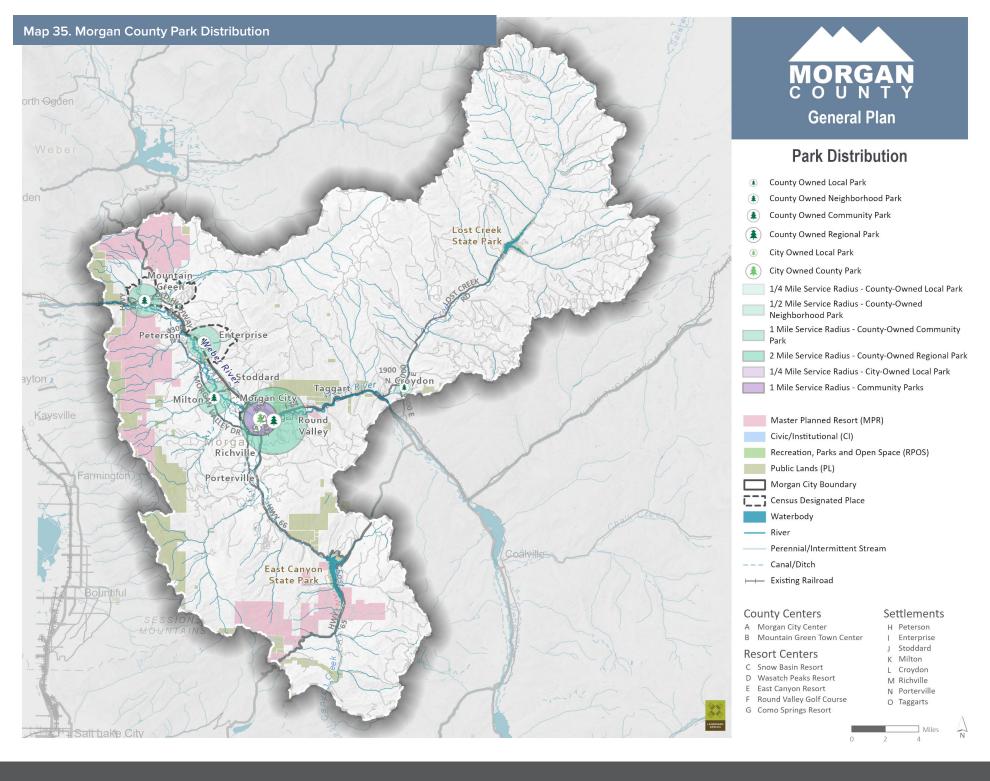
Carrying the future LOS of 3.00 forward to meet park need through 2030 results in a total of 47.9 acres of public park land required by 2030 (15,964 / 1,000 \times 3.00 = 47.9). Subtracting 36.9 acres of existing park land from this figure, 10.0 acres of additional park land are needed to meet needs in the near term (47.9 - 36.9 = 10.0).

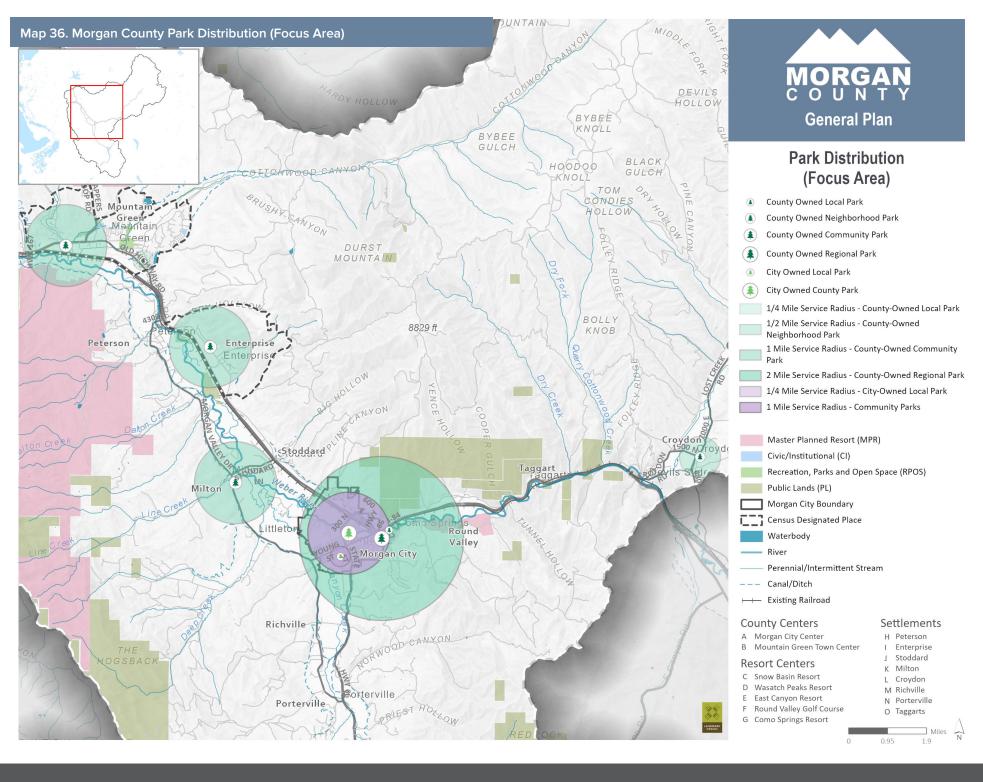
MEETING PARK NEEDS THROUGH 2040

The projected population in 2040 requires a total of 62.2 acres of public park land by 2040 to meet park acquisition needs (20,729 / 1,000 \times 3.00 = 62.2). Subtracting 36.9 acres of existing parks and 10.0 acres of park land needed by 2030, an additional 15.3 acres of park land is required to meet park needs in 2040 (62.2 - 36.9 - 10.0 = 15.3) at the same level currently provided.

UNDEVELOPED PARK LAND

The county owns a large parcel of land (approximately 51.2 acres) north and east of the County Fairgrounds where four pickleball courts, one tennis court and a restroom were recently constructed. This large tract of land has the potential, if carefully designed in consideration of the County







Fairgrounds functions, to become a larger Regional Park. This could help meet LOS needs in the future without requiring the purchase of additional land. This location was mentioned in the public engagement process as a potential site for a water park to facilitate safer, managed recreation on the Weber River, in conjunction with flood control measures, riparian habitat and other needed recreation amenities such as multi-use playing fields.

The county should also consider securing additional open space and trail corridors to improve connectivity and recreation options throughout Morgan as opportunities arise.

OPEN SPACE

Open space is a critical component of a comprehensive, well-balanced parks and recreation system. A robust open space system helps create a healthier community by providing a host of ecological and ecosystem benefits such as purification of the soil, water and air; buffering and absorption of noise, wind and visual disturbances; storage of water and carbon; and mitigation of the Urban Heat Island Effect.

The Community Survey indicated that natural open spaces were very or somewhat important to 98 percent of respondents. Other related features that were indicated as important to survey respondents include scenic views (96 percent), designated open spaces (94 percent) and agricultural

land/landscapes (91 percent). As documented in Chapter 3, there is little publicly-owned land in Morgan County and few publicly-owned open spaces. The bulk of open space is privately owned and used for agricultural uses.

While Morgan has an enviable open feel due to the large amounts of private agricultural land and the riparian corridor surrounding the heavily used Weber River, there is no guarantee this is a permanent condition. Unless the community proactively focuses development in key locations and takes steps to secure and preserve open space, existing open lands may succumb to future development. The lack of public open space makes it even more important that new development is undertaken in a manner that preserves this valuable resource, and that it be converted into publicly-owned and accessible land where possible. The land use recommendations in Chapter 3 are structured to help ensure growth is focused in Morgan County, and the tools listed in Appendix C utilized to help for preserving privately-owned agricultural land and open space should

RECREATION

While parks, open space and trails form the foundation of the county recreation system, access to recreational facilities and services provide a wider range of opportunities and enhances quality of life. Morgan residents currently meet their recreation needs in a variety of ways,

including utilizing public parks, trails and programs in Morgan County and utilizing public lands and facilities in surrounding counties.

RECREATION PROGRAMMING

Morgan County provides recreation programming for the county and Morgan City. Programming is managed by the Recreation Board, which includes representatives from the city, county and school district.

The majority of county recreation programs focus on youth, which are listed below.

Junior Jazz Basketball (kindergarten through 8th grade)

T-Ball (ages 3 - 5) Baseball

> Coach Pitch Machine Pitch Minors League

Majors League (5th and 6th grades)

Pony League

Girls Softball 7-9 League

> 9-11 League 12-14 League Fast Pitch League

Flag Football (kindergarten through 8th grade)

Soccer U4 League

> U5 League U6 League U7 League **U8** League U9 League U10 League U11-12 League U13-16 League

The county also partners with Wasatch Front Football League, a private club for tackle football, that accommodates ages 7-15 and has seven different age divisions.

The only adult recreation program in the county is a mens basketball league.

RECREATION FACILITIES

Morgan recreation programs utilize a combination of public parks and school district facilities. Facilities currently used for recreation programming in Morgan are listed below.

Public Parks Kent Smith Fields. Mountain Green

Facilities

School District Morgan Elementary Fields Wilkinson Complex Fields Morgan High School Gym

Trojan Century Center Fieldhouse

Morgan Middle School Gym

Mountain Green Elementary School Gym Mountain Green Elementary School Gym

County staff indicate that programming is limited by a lack of playing fields and facilities and that they have to compete against competition teams from the Wasatch Front for county facilities. The county has had to cap program registration and turn participants away. The shortage of space



also prevents different programs from being run concurrently. The biggest needs from a programming standpoint are more multi-purpose fields and flexible facilities that can accommodate different uses.

TRAILS

Based on the results of public input received, trails are highly supported and desired in Morgan. However, the existing trail system in the county is limited. The trail system in Morgan City is small, consisting of one short segment of paved multi-use trails, the Mickelsen Mile, which connects the High School to Riverside Park. The only formal trail access is at Riverside Park. Snow Basin Resort and the Cottonwoods community in Mountain Green have the most extensive trails in the County.

When asked specifically about improvements to the trail system, survey respondents indicated that the top five priorities are increased trail miles (39 percent), more trailheads (36 percent), connecting gaps in the existing trail system (32 percent), linking neighborhoods with the trail system (31 percent) and improving river access (24 percent).

In addition to recreational trail users, Morgan County roads are popular for road cyclists from Morgan and surrounding communities. Conflicts between bikers and vehicles was mentioned as a key safety issue during the community engagement process.

In order to function properly, a trail system must be multi-dimensional, holistic and fully-coordinated. The needs of recreational walkers and runners, for example, are different than those of runners and recreational bike riders, whose needs are significantly different than those of cycle commuters, competitive cyclists and mountain bikers. Furthermore, a complete trail system should be laid out to facilitate movements from home to home, home to work and home to other key destinations in the county and the surrounding region.

RECREATION CONCEPT

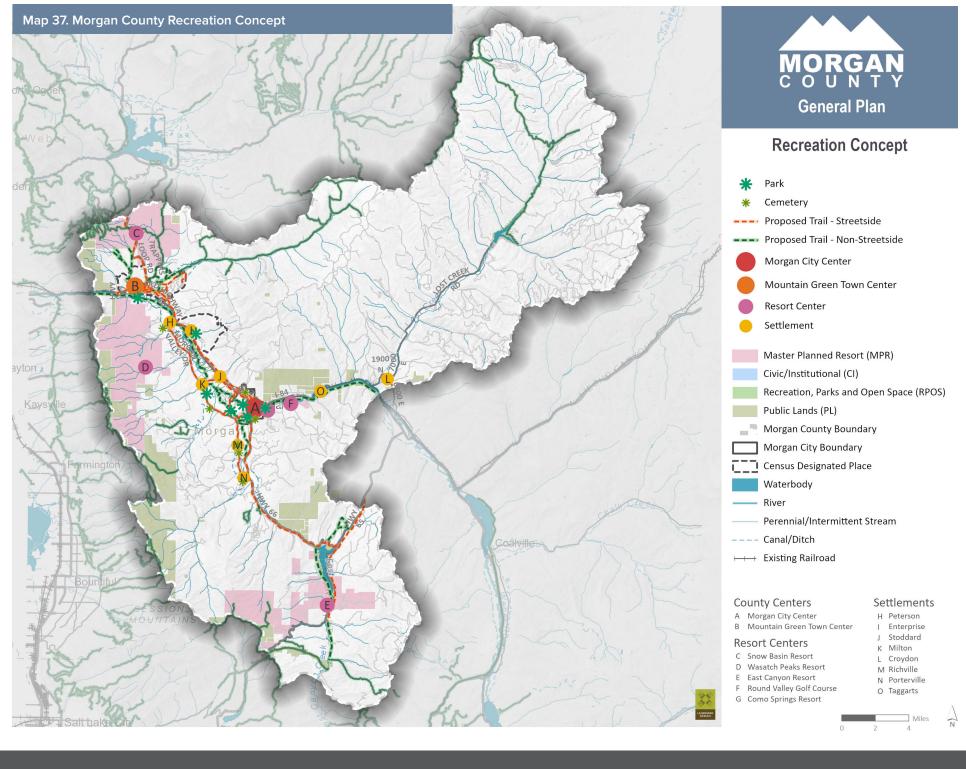
Map 37 through Map 40 illustrate the proposed recreation plan for Morgan County¹. The concept is built upon a **two-pronged trail strategy** that prioritizes a **two-part streetside trail system in the short-term** that (1) accommodates road cyclists and reduces conflicts with vehicles with designated bike lanes and (2) also meets the needs of more recreational trail users with pathway that parallels and is separated from the road wherever possible. The routes shown in dashed orange lines on the map identify existing and proposed roads where the streetside trail system is recommended.

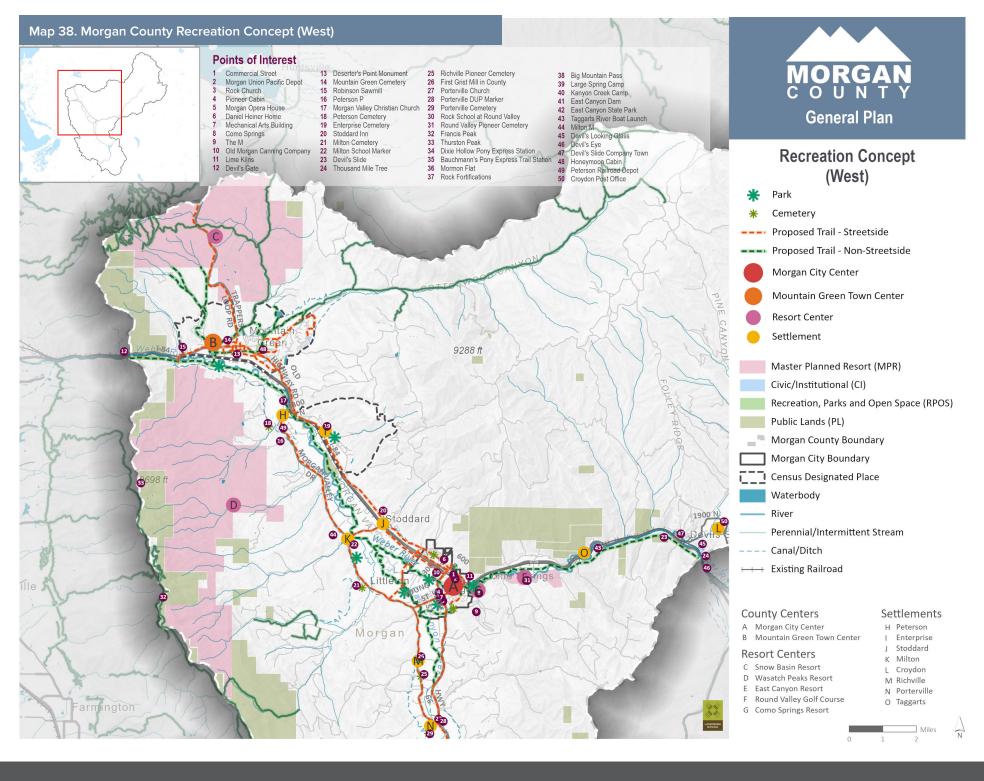
The second prong of the trail framework, shown in the dashed green lines on the map, centers on the Weber River, East Cottonwood Creek and other routes through the county to connect different destinations an interconnected system of parks, trails and open space on at least one side of the waterways. The resulting river trail in Morgan City would ideally be extended in both directions throughout the county. Other open space areas along the river could include passive recreation opportunities near the water treatment facility or similar locations. The county could also potentially expand the area near the pickleball courts and restroom near the County Fairgrounds, establishing the site as a Regional Park as described above.

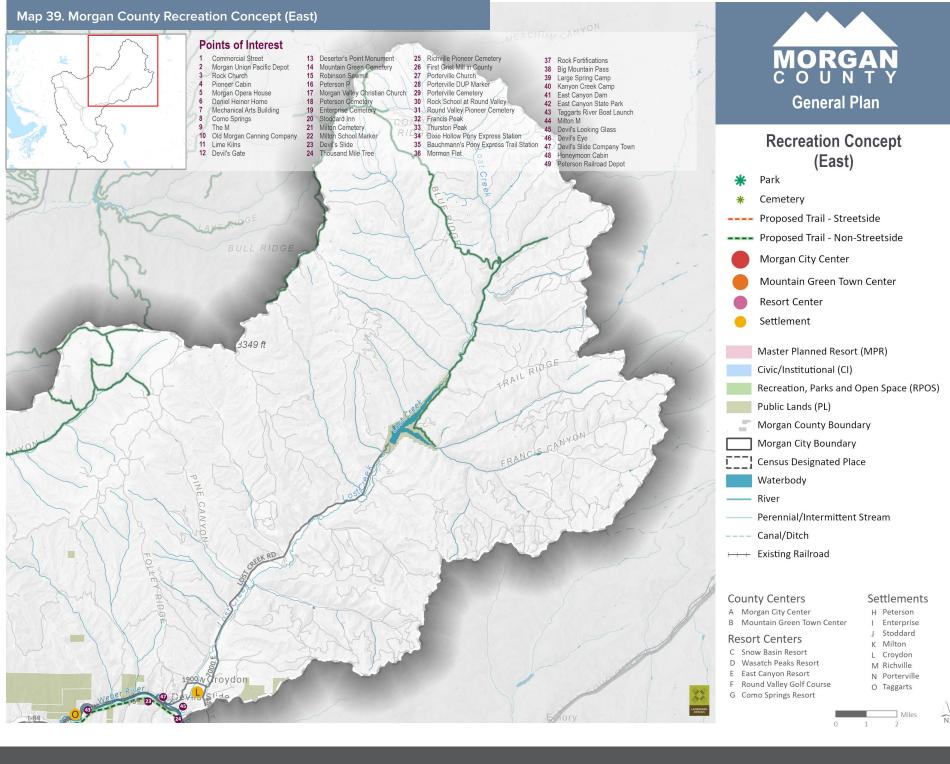
The development of a water park in the vicinity of the potential regional park and the planned Young Street Bridge should be explored as part of a more detailed study. The water park should be developed to serve as many different user groups as possible, and would provide a way to focus recreation on the river and facilitate cooperative management by multiple entities.

The future trail network should include a robust system of trailheads and trail access points to further encourage public use and comfort. Trailheads typically provide parking, restroom facilities, trail maps, trail regulation signage and bike repair tool stands, depending on specific needs, while trail access points are usually opening in trail fences and boundaries that facilitate joining a trail on foot or by bike.

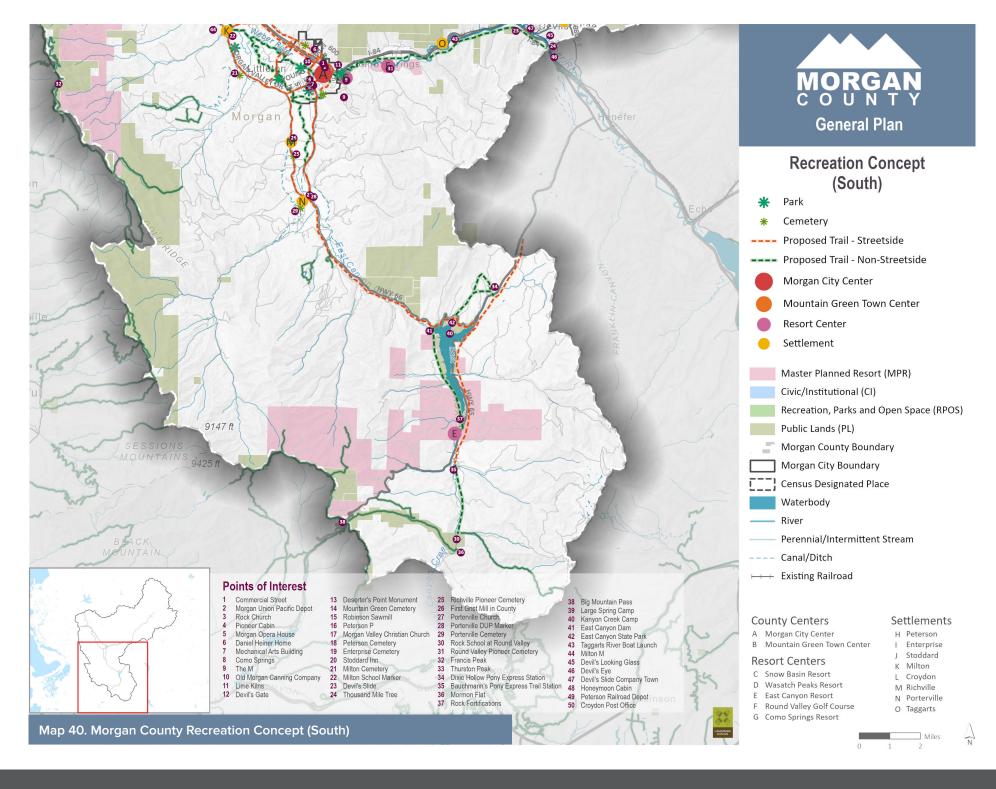
¹ Proposed amenities and locations are not hard-set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.







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Although not addressed specifically in this plan, it is assumed that onstreet bike lanes will be implemented as part of roadway improvements in the county².

Another key component of the recreation concept encompasses interpretation and themed trails/designated routes that highlight points of interest, including historic structures or locations or other important community features. The Morgan County Historical Society receives a small amount of funding annually that can be utilized to help implement a county-wide interpretive signage plan. There is also opportunity to expand the existing walking tour in Morgan City to include broader destinations in the county as part of a more comprehensive walking/cycling tour.

FUNDING IMPROVEMENTS

A range of changes and improvements are required to ensure the parks, open space, recreation and trails vision outlined in this chapter are met. Resources for maintaining and operating parks are often limited, which can affect the ability to provide quality service and meet the expectations of the public. Improvements to existing parks and the addition of new facilities will impact operations and maintenance requirements. This will require greater budgetary resources and an increase in staffing over time.

To maintain pace with anticipated development and growth, a detailed operations and management budget should be developed to help manage parks and recreation needs. There are several different types of budget formats that can be used, although the most common and effective is the Line Item Budget. The budget should be updated when new facilities or amenities are proposed to ensure operations and maintenance demands can be met.

POTENTIAL FUNDING SOURCES

A variety of funding sources will be required to meet future needs. The following is a list of potential funding tools to be explored and considered:

PARK AND RECREATION IMPACT FEES

A Morgan County per-household impact fee program in place to help establish new parks. Impact fees can be used by communities to offset the cost of public parks and facilities needed to serve future residents and new development. Impact fees are especially useful in areas anticipated to develop within the county.

DEDICATIONS AND DEVELOPMENT AGREEMENTS

The dedication of land for parks and park development agreements have long been accepted development requirements and are another valuable tool for implementing parks.

USER FEES

User fees may be charged for reserved rentals on park pavilions and for recreation programs. The county currently charges nominal fees to rent pavilions throughout the county and the soccer fields at Kent Smith Park, and the county requires fees for participation in youth programs.

SECONDARY FUNDING SOURCES

Non-traditional sources of funding may be used to help meet the county's needs. The following are examples of a few options which may be suited for meeting Morgan's long-term needs.

LAND AND WATER CONSERVATION FUND

This federal money is made available to states and in Utah is administered by the Utah State Division of Parks and Recreation. Funds are matched with local funds for acquisition of park and recreation lands, redevelopment of older recreation facilities, trails, accessibility improvements and other recreation programs/facilities that provide close-to-home recreation opportunities for youth, adults, senior citizens and persons with physical and mental disabilities.

² UDOT staff indicate that funding for an Active Transportation Plan (ATP) for Morgan County has been requested and that the planning process may be able to start as soon as 2022.

FEDERAL RECREATIONAL TRAILS PROGRAM

The Utah Department of Natural Resources, Parks and Recreation Division administers these federal funds. The grants are available for motorized and non-motorized trail development and maintenance projects, educational programs to promote trail safety and trail related environmental protection projects. The match is 50 percent and grants may range from \$10,000 to \$200,000. Projects are awarded in August each year.

UTAH TRAILS AND PATHWAYS / NON-MOTORIZED TRAILS PROGRAM

Funds are available for planning, acquisition and development of recreational trails. The program is administered by the Board of Utah State Parks and Recreation, which awards grants at its fall meeting based on recommendations by the Recreation Trails Advisory Council and Utah State Parks and Recreation. The match is 50 percent and grants may range from \$5,000 to \$100,000.

IN-KIND AND DONATED SERVICES OR FUNDS

Several options for local initiatives are possible to further the implementation of the General Plan. These kinds of programs would require the city to implement a proactive recruiting initiative to generate interest and sponsorship, and may include:

- "Friends of Morgan Parks and Recreation" for fund-raising and volunteer support of the county's parks, open spaces, recreation facilities and programs and trails;
- » Adopt-a-park or adopt-a-trail, whereby a service organization or group either raises funds or constructs a given facility with in-kind services:
- » Corporate sponsorships, whereby businesses or large corporations provide funding for a facility, as per an adopt-a-trail and adopt-apark program; or
- » Public trail and park facility construction programs, in which local citizens donate their time and effort to planning and implementing trail projects and park improvements.



RECOMMENDATIONS

The recreation plan should guide the acquisition and development of future parks, recreation facilities, trails and open space. The concept is intended to be implemented in a flexible manner as opportunities arise and priorities shift over time.

The county's provision of parks is currently adequate, although small amounts of additional land will needed in the future to meet the needs of residents. If larger developments are proposed in the community, the county should negotiate park, trail corridors and open space set-aside and public access where appropriate to implement and enhance the recreation plan.

Additional amenities and improvements at existing parks can help expand recreation services for the county. Significant opportunity exists near the County Fairgrounds for a major regional park. The distribution of parks and amenities throughout the county should be considered as part of the allocation of limited recreation funding.

Trails and open space are top priorities for residents. The county should acquire land for trails, trailheads and for the preservation of as soon as possible since land prices continue to escalate every year, even if the land sits undeveloped for years. The acquisition of open space is often on an opportunistic basis, and priority should be placed on areas shown on the recreation plan such as the Weber River and East Canyon Creek corridors and those that connect community amenities and resources.