



Your Valley Your Vision



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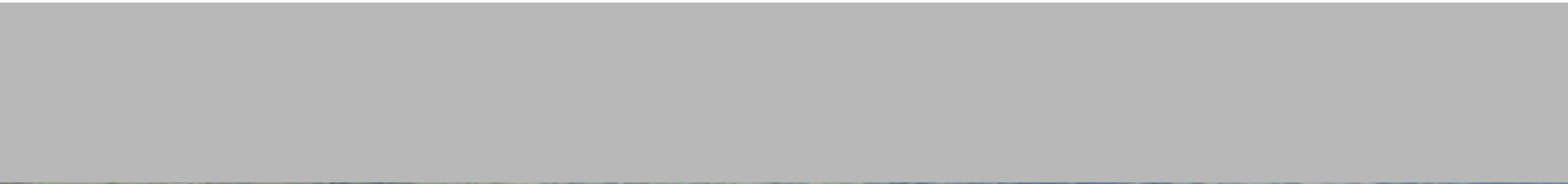
Report Facilitated by
Envision Utah



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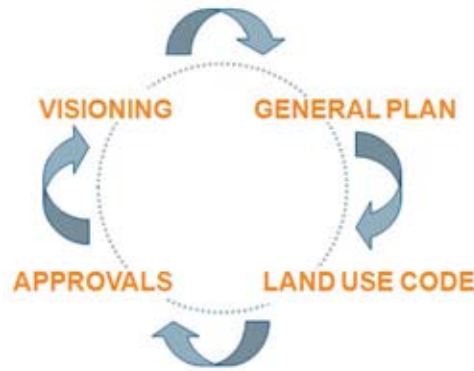
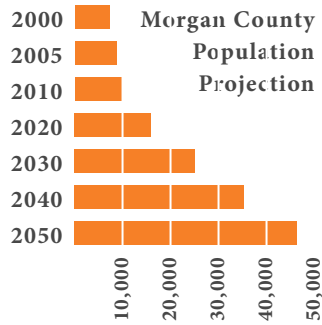
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1. An Introduction to Envision Morgan

What is Regional Visioning? What is Envision Morgan?

Visioning is a once-in-a-generation opportunity to take a long-range look at a region and envision what it could become as the future unfolds. Unique from typical planning processes, including general planning, land-use code development, and permitting, visioning enables an opportunity to take a fresh look at the future, to explore newly relevant ideas as well as examine and evaluate past trends. Most important, visioning is a public process, in which broad participation is invited and encouraged.



The intent of Envision Morgan is to create a long-term vision for a place that our children and grandchildren will appreciate. The transparent and public process enables citizens to explore the challenges associated with growth and work toward the creation of a vision for how the area could manage future growth.

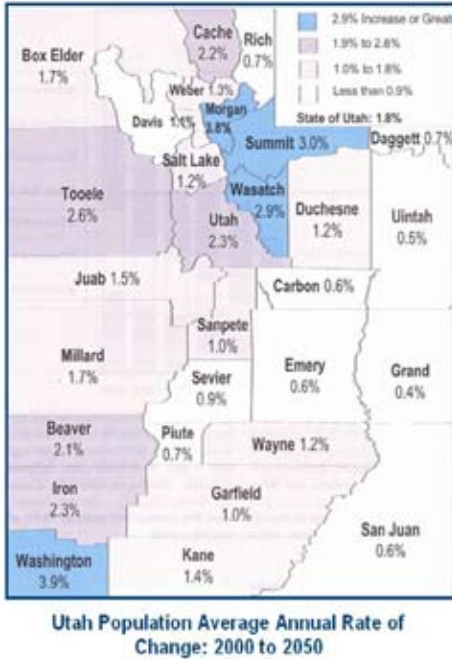
Why Regional Visioning?

We're growing. Nationally, the phenomenon of urbanization is well documented. Over the past two decades, developed land has increased almost 50%, with roughly two million acres of land being converted to urban use on an annual basis (NRCS 2003, 5). Why? In part, urbanization of large areas is due to increases in population. However, the rate of land consumption has outpaced the rate of population growth. In Los Angeles, between 1970 and 1990, population increased 45% while urbanized land area increased 300%. During the same time period in New York, population increased 8% while urbanized land area increased 65%. (Porter 2000, 8-9) While population growth is a factor in urbanization, our land-use patterns in recent decades also play a significant role.

How are national statistics relevant to Utah? Until recently, Utah followed a similar trend. Our population is growing, and our rate of land consumption is growing even faster. Previous state projections showed a doubling of population and a quadrupling of our urbanized land area between 2000 and 2050 (QGET Work Group 2003). Recent state projections identify a shift toward more efficient land-use patterns. The 2008 Baseline from the Governor's Office of Planning and Budget projects that the population will grow by about 60% by 2030, while developed land will increase by about 75%. This suggests that while population growth affects the expansion of our urban areas in Utah, the pattern in which we grow also makes a difference.

"If you don't know where you're going, then any old road will do."

—Lewis Carroll,
Alice in Wonderland



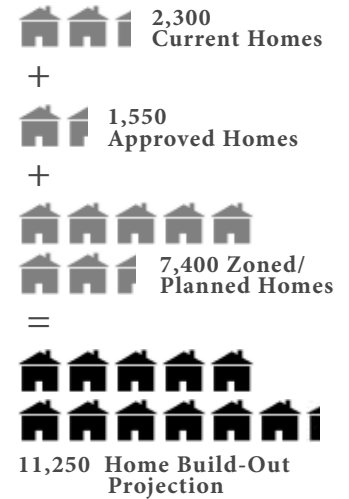
Build-Out Projection: The Equation

A build-out projection is developed by totaling the current number of homes, approved subdivisions, and remaining units that could be built based on current zoning and future land-use plans. The Morgan County projection, including Morgan City, follows this equation:

“It’s not development that causes problems—only patterns of development.”

—Robert Yaro

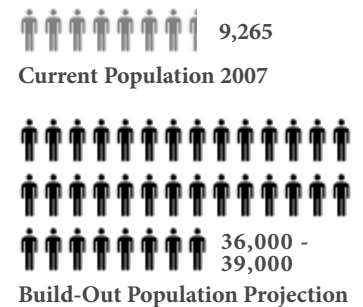
If we figure on 3.25-3.5 people per home (Morgan County currently averages 3.48 people per home), this means that Morgan’s population at build out could reach 36,000-39,000 people. The question, then, becomes not *if* we will grow, but rather, *how will we grow?* A regional visioning process enables the exploration of how we will grow.



Morgan County has followed general growth trends, and its population is expected to grow significantly in the coming decades. Between 2000 and 2050, Morgan County will be among the most rapidly growing counties in Utah, with a 3.8% average annual rate of change in the population (GOPB 2008). This is just behind the rate of Washington County. The Governor’s Office of Planning and Budget predicts that Morgan County’s population will increase from 9,265 in 2007 to reach 25,000 around 2030 and 35,000 by 2040.

Envision Morgan Goals

Concern about the impact of growth on Morgan’s quality of life mounted as new growth became an increasingly apparent reality. To address growth concerns, community leaders decided to engage the public in a process of proactive planning and to help shape the county’s future. Envision Morgan was born, with four broad goals:



Another way to anticipate growth is to develop a build-out projection, which represents the total number of homes that may be built if growth follows current plans. This figure does not include all likely rezone requests for increased density, so it tends to be a conservative measure of potential growth. Today, the Morgan area is about 20% built out. Most of its planned growth is still to come.

1. Engage citizens and stakeholders in a public process that explores both future growth and conservation strategies and their consequences.
2. Develop a range of potential growth scenarios based on public preferences. Each scenario should be a plausible picture of the future and show the impact of different development and conservation choices.
3. Explore consequences for each scenario.
4. Create long-term growth and conservation principles, a vision map, and a general implementation strategy that is preferred by the public.

Sources:

Governor’s Office of Planning and Budget (GOPB), Demographic and Economic Projections. www.governor.utah.gov/dea/projections

Natural Resources Conservation Service. 2003. Natural resources inventory: 2003 annual NRI. Washington, D.C.

Porter, Douglas R., et al. 2000. The practice of sustainable development. Washington, D.C.: Urban Land Institute.

QGET Work Group. 2003. 2003 baseline scenario. Salt Lake City.

2. *The Envision Morgan Process*

The Steering Committee

A large and diverse steering committee of Morgan-area citizens directed the Envision Morgan process. Committee members committed to a transparent and public process in which citizens could explore the challenges associated with growth and work toward the creation of a long-term vision for the region. Under the steering committee's direction, Envision Utah, a nonprofit organization that pioneered regional visioning, facilitated the process.

The committee directed a process that encompassed thinking about the region with a long-term view, envisioning a place that our children and grandchildren will appreciate, a place that preserves and enhances our current quality of life. Locally relevant issues associated with this task included growth and conservation locations and patterns, economic and housing goals, and potential implementation strategies. The steering committee determined the range of issues to explore and ensured that the process represented local values and accomplished its goals.

Through a series of public meetings and workshops, the Steering Committee worked diligently to guide the Envision Morgan process.



First Round Workshops: Brainstorming the Future

Three public workshops were held in May and June 2008 to brainstorm how growth should be addressed over the coming decades. Participants were randomly assigned to small groups, in which they worked on a county map to identify development and conservation preferences. Each group identified open lands they hoped would remain undeveloped. Participants considered the following categories:

- Cultural/historical spaces:
 - Views
 - Culturally/historically significant spaces
 - Scenic routes/corridors
- Natural resources/environmental constraints:
 - Significant vegetation and wildlife habitat
 - Rivers, riparian areas, floodplains, and other water quality areas
 - Steep slopes and geologic features or hazards
- Agriculture:
 - Farms, fields and cropland
 - Ranches, grazing and rangeland
 - Support facilities (canals, herding routes, etc.)
- Recreation:
 - Trails
 - Natural areas for recreational activities (hiking, bird watching, hunting)
 - Parks, ball fields and recreational facilities

Next, groups accommodated projected growth—7,400 new homes—in patterns they preferred. Each group received a packet of chips representing current types of residential, commercial and industrial development. This packet included residential lot sizes ranging from 1/3 acre to 20 acres. Groups received a second packet containing alternative growth approaches, including mixed-use neighborhoods and towns as well as conservation clusters that included a combination of smaller lot sizes and conservation.

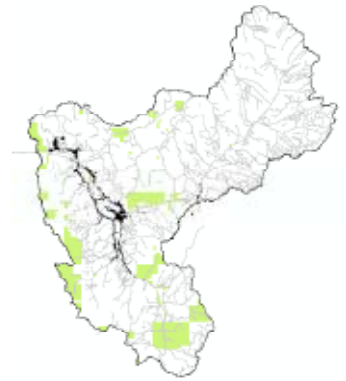


Workshop participants also completed surveys, expressing opinions on growth and growth-related issues. Residents who were unable to attend the workshops shared their preferences through an online survey. More than 300 adults participated in the workshops and online survey. Facilitators also conducted student surveys at Morgan High School, engaging approximately 300 students in growth-related discussions.

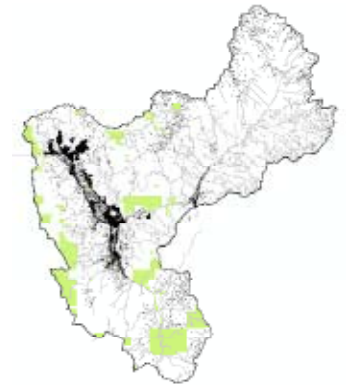
Scenario Development and Analysis

The workshops generated diverse ideas and themes that were captured in several growth scenarios. Each scenario captured a “snapshot” of what the county could be like in 2040 if different public ideas were implemented. Each scenario focused on potential future regional growth patterns, enabling facilitators to illustrate a range of themes for testing. The scenarios contained similar population and employment totals, highlighting instead the various possible growth patterns. Projected consequences were attributed to the different growth strategies being tested in each scenario.

Each scenario explored different growth ideas. Development variables included housing choices, development footprints, and walkability. Conservation variables included agricultural lands, critical lands (areas key to water quality, habitat, public health, etc.) and recreation. The impacts of new growth were modeled for each scenario, giving participants a feel for the consequences of the growth patterns exhibited across the scenarios. The scenarios tested broad, regional concepts and did not predict the future of individual parcels.



Existing Structures



Build-Out (What's Currently Zoned)

Participants worked with a range of tools to express their growth preferences.

Cluster

100 Lots

10	15
20	25
30	35
40	45
50	55
60	65
70	75
80	85
90	95

Cluster
70 acre lots
80 acre lots

Residential (flexible lot size), parks and trails, preserved open space, perhaps a place of worship or small school

Rural Community

100 Lots

Large Lot
1 acre each

Residential (flexible lot size), parks and trails, preserved open space/agricultural land, place of worship/small school, small market and cafe

Large Lots - 1 Acre Lots

100 Lots

Large Lot
1 acre each

Light Manufacturing / High Tech

Resort Cluster

100 Lots

Resort Cluster
100 acre lots

Residential (flexible lot size), parks and trails, perhaps a place of worship, golf course and club house or ski runs and lodge

Resort Community

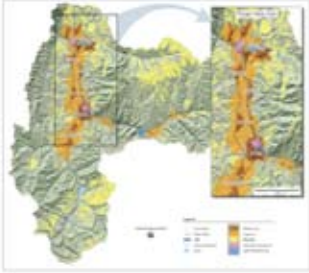
100 Lots

Resort Community
100 acre lots

Residential (flexible lot size), parks and trails, perhaps a place of worship, golf course and club house or ski runs and lodge, some tourist shops, restaurant

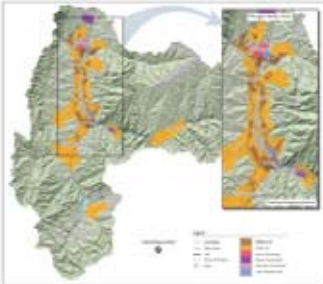
Four Envision Morgan Scenarios

Scenario 1: Baseline



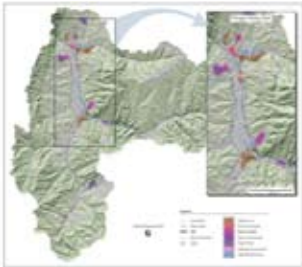
This scenario illustrates how future growth may occur using existing zoning and land-use plans with the continuation of current land-use practices. Residential growth occurs in a pattern that is more dispersed than other scenarios, spread across the mountains, valleys, and foothills. Buildable lands tend to fill with development while steep slopes constrain growth. Open space tends to occur in the backyards of large lots.

Scenario 2: Highway Corridor



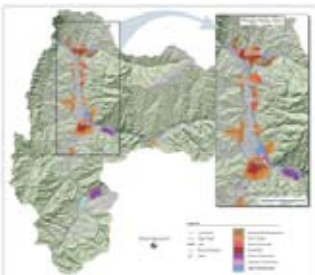
Most future residential growth occurs in the county's historic villages and along regional transportation routes on either side of Morgan Valley. Morgan City and Mountain Green grow more than other population centers. The mountains, some of the foothills, and the river corridor in the valley are conserved for ecological value and agricultural use.

Scenario 3: Resort Towns



Almost all future growth is clustered into new resort centers, which are mostly in the mountains, or in the larger existing population centers of Morgan City and Mountain Green. Most of the valley floor and much of the foothills and mountains are conserved for future recreational emphasis, including trails, ski resorts and golf.

Scenario 4: Agricultural Towns



Most future growth occurs in the existing population centers of Morgan City and Mountain Green, with some growth occurring in the villages and in limited resort areas. The scenario maximizes the conservation of the mountains and valley floor with an agricultural emphasis, focusing on conservation of crop lands, grazing lands, and agricultural corridors for continued agricultural function.

Comparing the Four Scenarios

The scenarios illustrate the relationship between regional development and conservation patterns. More dispersed patterns of development lead to less permanently conserved open land over time. Given the same population and employment assumptions, scenarios with more concentrated patterns of growth make more permanent open lands conservation possible.

Housing mixes and lot sizes affect infrastructure costs. When lots are larger, people have more individual space, but costs are higher as infrastructure is less efficient. In contrast, a more concentrated pattern of growth puts people closer together, but it also makes infrastructure more efficient and tends to reduce costs. Water consumption is also related to housing mix and lot size. Since much of our water use is for outdoor landscaping, smaller lots tend to use less water than larger lots.

In scenarios with larger lot growth patterns, analysis accounted for growth that would not likely impact public sewer or culinary systems and instead rely on septic and wells. Nonetheless, infrastructure costs for scenarios with more dispersed patterns of growth still projected a higher overall public cost than those with more concentrated patterns of growth. See page 33 for a more detailed comparison of the scenarios.

Second Round Workshops: Moving Toward Our Vision

Workshops held in September 2008 allowed residents to express preferences for the concepts explored in the growth scenarios, think about the impacts of growth patterns, further explore economic options, and examine how components of the scenarios could be implemented. Residents provided input through a keypad poll and questionnaire. The results formed the basis for the vision, vision principles, vision map, and implementation strategies. Based on feedback expressed at the workshops, it is clear that Morgan residents envision a future that is significantly different from the one that current plans are likely to produce. Only four percent of Envision Morgan participants identified the baseline—a projection of current trends and plans—as the preferred direction for the future. Almost 150 people participated in the second round of workshops.

Town Hall Meetings: A Vision for Morgan County

Envision Utah staff and the steering committee created a draft vision statement, vision principles, and vision map that reflected the strongest publicly supported elements from the scenarios. They also explored draft implementation concepts. At town hall meetings held in November 2008, the public reviewed the vision and affirmed that the Envision Morgan process captured their preferences for managing future growth. More than 100 residents attended the town hall meetings.

Unprecedented Public Participation

The Envision Morgan process engaged a broad spectrum of the community in a process of imagining the county's future. More than 300 adults—a solid 5% of the county's adult population—participated, many of them multiple times throughout the process. The participation level is remarkable, as facilitators are unaware of any other visioning process in the country with that level of participation. Participants included representatives of Morgan City, all of the villages in Morgan County, as well as outlying areas in the county. While most participants were residents, some were land owners that currently live outside the county.

*Did you know?
Only four percent of Envision Morgan participants identified the baseline—a projection of current trends and plans—as the preferred direction for the future.*



Participants filled the auditorium at the Morgan County offices for Envision Morgan Townhall Meetings.

3. *The Vision*

“Make no little plans, they have no magic to stir men’s blood, and probably won’t themselves be realized; make big plans, aim high in hope and work...”

—Daniel Burnham

A regional vision is a benchmark to work toward over the course of decades. In a sense, it is an opportunity to create a lasting legacy for future generations, as it identifies and explores character, qualities and common values. A region can use its vision to move forward with shared values, to create the place that is envisioned over time. It is hoped that future generations will look back and appreciate the care and concern of those who came before them.

The visioning process represents an important partnership between the county and the city, with strong participation from residents living in both jurisdictions. Continued coordination will be key to successful implementation of the regional vision. The vision and guiding principles should serve as a foundation for future planning and land-use decisions. The vision scenario map represents one plausible way the principles could guide growth.

Vision Statement

The first settlers moved into Morgan County in the mid 1800s. Some of the growth patterns of that time remain, forming the core of Morgan City and other villages in the county. Traditional small towns established during this period are characterized by compact commercial and residential development at the center, surrounded by areas of family farms and open land. The towns had a defined and limited geographic extent. Downtowns or town centers consisted of a closely spaced street grid, lined with stores, restaurants, and offices, with residences above. Because of their compact nature, people could walk to many destinations.

Morgan residents see traditional small towns as a part of their past, but also as their future. Small towns are places where goods and services are locally available, where new job opportunities take root, and where housing options range from small spaces above a main floor office building to a single family home with a large back yard. Equally important are the lands that surround the towns in the future. Towns in Morgan will be surrounded by permanently conserved open lands that support a range of uses, from family farms and ranches to river bottoms and mountain terrain brimming with recreational opportunity. Historic villages—small pockets of growth along the highway corridors—will continue to foster a rural lifestyle in years to come.

While Morgan residents envision that most growth will occur in historic population centers on the valley floor, they also imagine a growing tourism industry that makes the most of opportunities for year-round recreation, from skiing to golf. Carefully planned resort development is envisioned as a future asset to the county, providing tourists and residents with recreational amenities that would not otherwise be locally available.

Morgan residents envision significant open space conservation, with a goal of permanently protecting lands with a variety of uses and characteristics, from farm and ranchland, the river corridors, and the mountains, to viewsheds, trails, and recreational spaces. Residents favor growth tools that provide for housing, infrastructure, and open space conservation.

Vision Principles

Envision Morgan provided an opportunity for residents and land owners to express preferences for the region's future growth pattern, ranging from housing choices and business development goals to open lands conservation and educational opportunities. These preferences are summarized below

as guiding principles, which can be used to shape future growth. We can realize common goals if we stick to our vision principles when we make land-use decisions, work toward policies and incentives that support and encourage implementation, and measure our progress along the way.

“Seek for the best wisdom you can obtain, learn how to apply your labor, build good houses, make fine farms, ... build up and adorn a beautiful city.”

—Brigham Young

Envision Morgan Vision Principles

- | | |
|----|--|
| 1. | Maintain a Long-Term, Regional Perspective to Ensure Quality of Life for Future Generations. |
| 2. | Guide Growth into Strategic Locations. |
| 3. | Guide Growth into Efficient Patterns. |
| 4. | Conserve Open Lands for Future Generations. |
| 5. | Focus Growth in Mixed-Use Neighborhoods and Communities. |
| 6. | Create a Variety of Housing Options to Meet the Needs of All Income Levels, Family Types, and Stages of Life. |
| 7. | Use Growth Tools that Allow for Real Estate Development While Permanently Preserving Open Lands. |
| 8. | Expand Economic and Educational Opportunities. Seek Out, Embrace, and Invest in Opportunities for Economic Growth. |
| 9. | Provide Recreational Opportunities for Residents and Tourists Alike. |

1. Maintain a Long-Term, Regional Perspective to Ensure Quality of Life for Future Generations.

When planning and implementing, maintain a regional perspective and a long-term view.

Each of today's land-use decisions affects future generations. Our land-use decisions also affect our neighbors—both down the street but also in a regional sense—as we all share common resources, from a collective economy and tax base to the same watershed and roadways. Our decisions need to respect current property rights while moving our region toward a future that honors both our shared values and our commitment to future generations. Our decisions must incorporate a long-term, regional view, understanding both our current relationships with one another as well as our responsibilities to those who come after us.

Implement regional goals with sensitivity to local needs.

Morgan residents have long-standing ties to their local village areas. Unique aspects of the villages and their identity should be better integrated into regional planning documents, so local concerns are a part of overall regional planning and land-use decisions. At the same time, proposed local land-use changes should complement common regional goals. A public input procedure that acknowledges local needs but also works toward overall regional goals should be integrated into planning processes.

Update general plans and ordinances.

The visioning process allowed for broad public input and can be used as a starting point for general plan updates and code revisions for Morgan County and Morgan City. These documents should also be crafted with continued public involvement and a long-term, regional perspective. As plans are updated, they should be followed closely, as they will provide a thoughtful and proactive

means of approaching future growth and predictability to residents, land owners and developers.

Challenges:

It can be difficult for jurisdictions to work together, especially when faced with the pressures of day-to-day issues and challenges. It can also be difficult to balance immediate or local interests with long-term or regional interests whose impacts may not be immediately apparent. It will be important to create time to discuss, prioritize and implement vision principles—while being sensitive to local needs. It is helpful to remember that a vision is realized gradually, with incremental steps over time. Working together can, over the years, make the realization of the vision possible.

Potential Strategies:

- 1.1 Adopt or endorse the Envision Morgan vision and vision principles at local and regional levels, including Morgan City and Morgan County.
- 1.2 Until individual plans and ordinances are updated to reflect the vision, include the Envision Morgan vision and vision principles in plan review processes.
- 1.3 Create an Envision Morgan implementation task force. This group could be composed of Envision Morgan steering committee members or other interested citizens and groups as well as local government representatives. The goal should be to form a group that: (1) is committed to implementing the vision that the public created; and (2) includes members with the political ability and will to do so. The task force could:
 - Provide a regular means of intergovernmental/interagency communication.

1 Maintain a Long-Term, Regional Perspective to Ensure Quality of Life for Future Generations.

tion and coordination. Implementation will depend on collaboration among governing bodies and agencies. A fixed monthly meeting time would help establish the expectation of regular meetings and consistent attendance, much like current commission and council meetings are scheduled.

- Prioritize and coordinate implementation activities.
- Share information and resources.
- Measure the progress of Envision Morgan implementation.
- Keep Envision Morgan in the public view and continue related educational efforts. One challenge, for example, is related to accepting the idea growth is highly likely to occur at a rapid rate in the next several decades. Reminding the public that Envision Morgan principles can help manage expected growth may be helpful.
- As needed, engage and collaborate with key entities, such as Utah Department of Transportation, Wasatch Front Regional Council, Rocky Mountain Power, or others with specific regional planning

responsibilities. These groups may be key to achieving specific implementation objectives over time and may at times be a part of the implementation task force.

- 1.4 Update county and city general plans to be consistent with the Envision Morgan vision and vision principles. At the county level, consider integrating local area plans into the county general plan as local area plans are revised. Plans should be updated and followed closely so that they are an effective and predictable guide for decision making. They should be consistent with Envision Morgan principles. Broad public participation should be a part of all of these processes.
- 1.5 Develop specific ordinances to implement the vision. Suggestions appear as strategies under other principles.



Our decisions must incorporate a long-term, regional view, understanding both our current relationships with one another as well as our responsibilities to those who come after us.

2. Guide Growth into Strategic Locations.

Focus most growth in existing centers and historical villages.

Morgan residents envision most growth occurring on the valley floor, in historical population centers, especially in Morgan City and Mountain Green. Peterson may also become a somewhat larger community, due to its proximity to the Wasatch Front, its freeway access, and its existing culinary water system. Limited growth may occur in Enterprise, Milton, Stoddard, East Canyon Reservoir, and Croydon. Growth in these areas should be clustered near respective village centers in order to maintain open lands on the valley floor.

A significant pattern of larger lot residential development currently exists along highway corridors in the valley. These larger lots should remain intact. Additional development along the highways should be moved into nearby villages or other population centers. Growth occurring outside of population centers should be clustered to promote the conservation of open lands and make efficient use of infrastructure.

Encourage limited and strategic recreation-oriented growth.

With increasing interest in year-round resorts and second homes, Morgan should work toward focused resort centers that make the most of natural amenities without unduly sacrificing them. Recreation-oriented growth should be especially concentrated, to minimize impacts and maximize access and walkability for visitors.



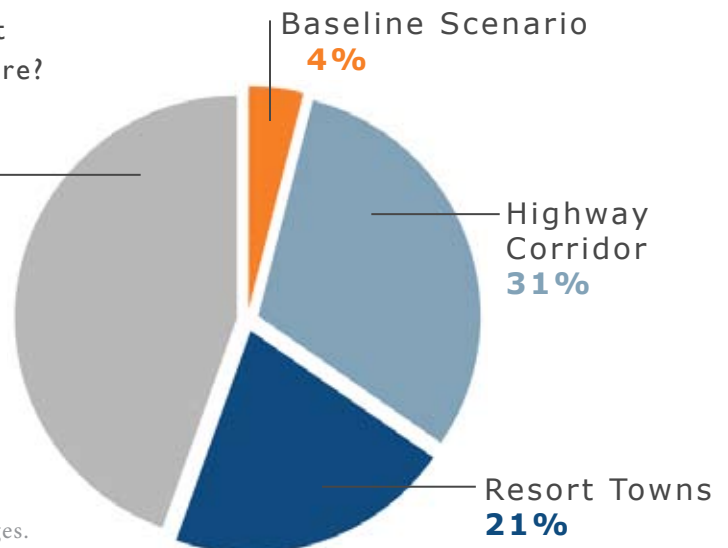
Varying growth patterns within the county.

SURVEY QUESTION

Which general growth pattern do you most support for the future?

Agricultural Towns **45%**

Participants preferred scenarios that focused growth into existing centers and historical villages.



Challenges:

At present, permitted growth is dispersed throughout the Morgan area. Focusing growth in strategic locations will require creativity in the use of tools that encourage growth in strategic locations and patterns. This is especially challenging when significant development rights are dispersed across the county.

Potential Strategy:

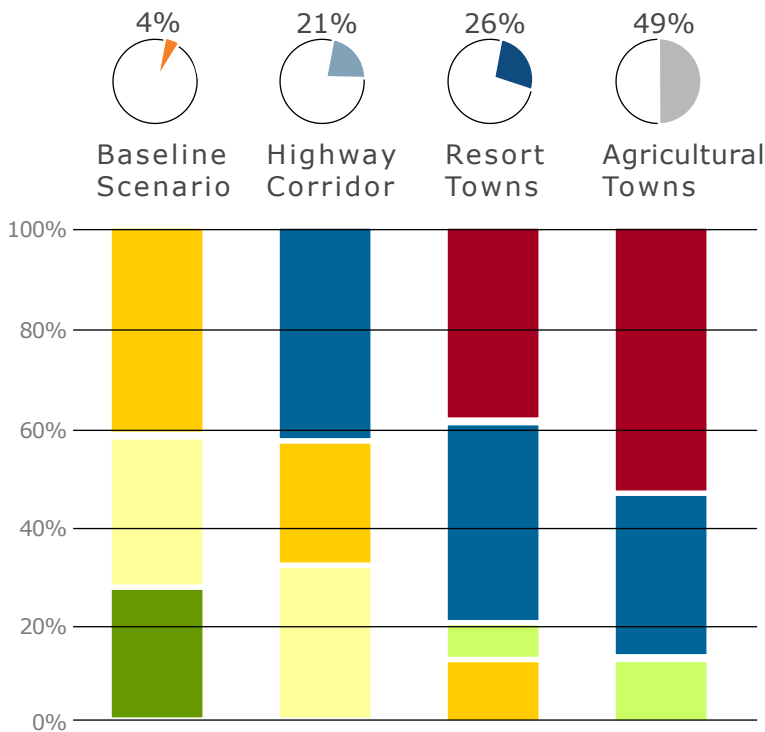
2.1 Work toward strategies outlined under principles 4, 5 and 7.





Morgan City circa 1912


SURVEY QUESTION


Which future development pattern do you most support?





- 

Town
Contains a mix of housing options. Homes nearby church, parks and trails, school, market, workplaces, recreational facilities; possibly high school or cultural facility. Significant preserved open space or agricultural land.
- 

Community
Contains a mix of housing options. Homes nearby church, parks and trails, school, market, and some workplaces. Significant preserved open space or agricultural land.
- 

Cluster
Could contain a mix of housing options, from large lots to townhomes. May include proximity to a church and trails and/or a park. Some preserved open space or agricultural land.
- 

Medium Lot
Contains single family homes on medium size lots of 1/3 - 1/2 acres, each a short walk or drive from services. Some limited preserved open space or agricultural land.
- 

Large Lot
Contains single family homes on large lots of 2-5 acres, each away from services. Minimal or no preserved open space or agricultural land.
- 

Mountain
Contains hillside development on medium to large sized lots with proximity to open space but minimal preservation.

3. Guide Growth into Efficient Patterns.

Use less water, and protect water resources for agriculture and economic and residential growth.

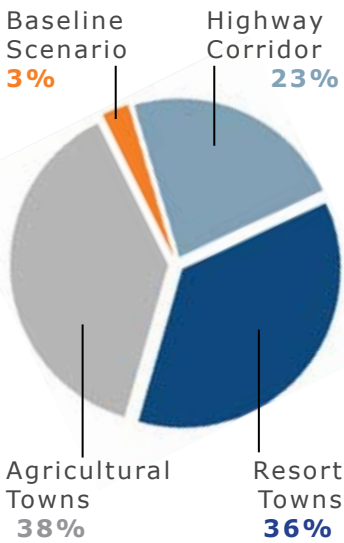
While Morgan’s water supply is expected to keep pace with demand and is not a limiter of growth in the coming decades, water is a precious resource in the arid West and should be used with care. As the population grows, we need to protect water for agricultural uses while growing in patterns that use water efficiently. Water consumption must be managed to keep living costs manageable, enable economic growth, and maintain critical hydrologic functions.

Develop efficient infrastructure.

Envision Morgan participants want to grow in a manner that maximizes existing infrastructure, concentrates new infrastructure into efficient patterns, and minimizes long-term public costs to maintain roadways, sewer and other public services. This means that most growth should be concentrated in existing population centers, especially Morgan City and Mountain Green. Growth in outlying areas should be concentrated and clustered to minimize impacts.

SURVEY QUESTION

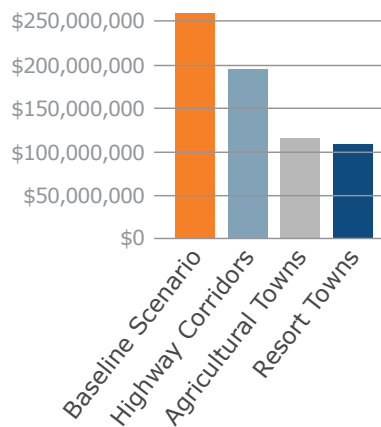
When thinking about capital costs and maintenance, which scenario best captures your vision of the future?



Maintenance Cost of Roads



Construction/Reconstruction Cost of Roads



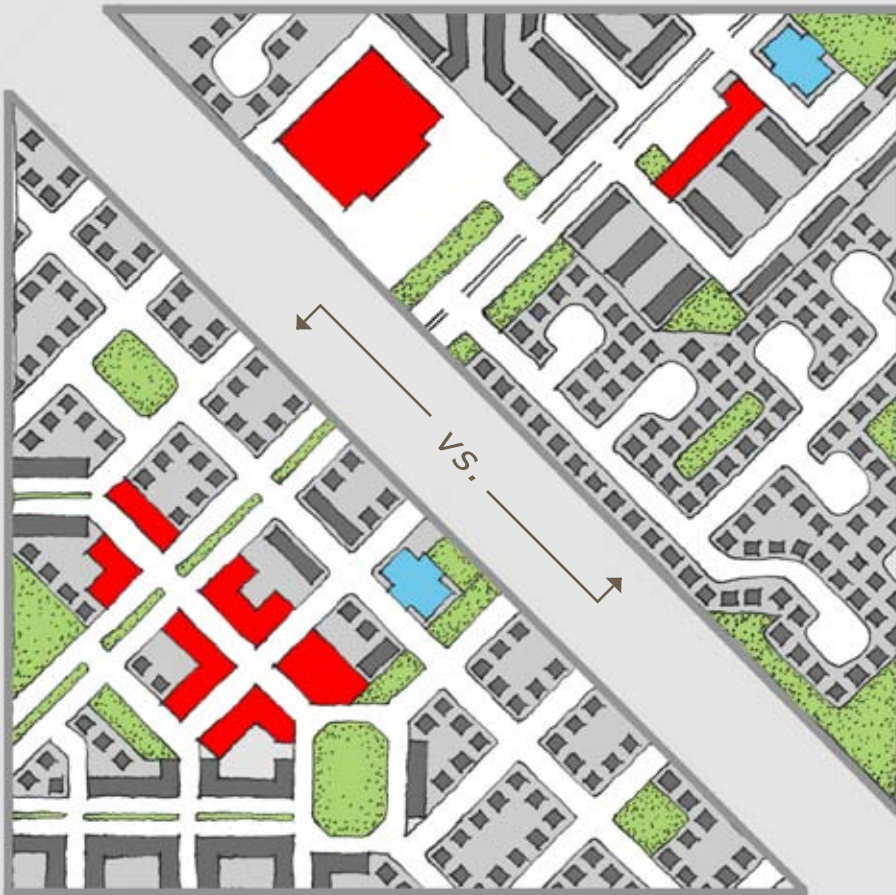
Challenges:

Even small, incremental changes to the developed landscape can have large impacts when taken together and over an extended period of time, producing a development pattern that has either a sustainable or an unsustainable infrastructure. Because development impacts are long term and many are difficult to reverse, special attention to efficiency should be considered, even on small projects.

Potential Strategies:

- 3.1 Create water efficient landscaping standards in population centers. Consider secondary water systems and methods to incentivize water reuse systems.
- 3.2 As agricultural lands are permanently conserved, make water rights to accommodate continued farming or ranching a condition of conservation transactions.
- 3.3 When real estate development projects are proposed, require an impacts analysis. A basic impact or cost revenue analysis can provide a systematic comparison of two money flows: (1) the amount of revenue a development is likely to contribute into a local treasury over time, and (2) the cost of services that a local government is likely to provide to that development over time. This sort of analysis enables decision makers to understand the likely long-term impacts to the public, both in terms of revenue and of cost. Indicators may include anticipated property tax revenue, anticipated sales tax revenue, roadway maintenance and replacement costs, water and sewer system maintenance and replacement costs, and water consumption.
- 3.4 Determine acceptable impact standards.

Disconnected Development Pattern



Traditional Town Development Pattern

The connected streets in a traditional town often become a keystone to growing in more efficient patterns. A network of narrow, connected streets can move more traffic with more flexibility than systems in which most streets serve only a single subdivision.

Imagine walking from your house to the school (blue buildings) in either of these scenarios. Which is the quicker walk?

Community Guide to Development Impact Analysis

This online resource provides step-by-step instruction for several techniques that analyze development impacts.

(http://www.lic.wisc.edu/shapingdane/facilitation/all_resources/impacts/analysis_intro.htm)

Model Water-Efficient Landscape Ordinances, Weber Basin Water Conservancy District

This webpage includes model language for both residential and commercial ordinances for water efficient landscapes. It also includes a review of ordinances from other communities.

(http://www.weberbasin.com/wc_landscapes.php)

Conservation Garden Park, Jordan Valley Water Conservancy District

This website features photos and plant lists of water efficient landscapes. Designs include those ideal for commercial areas as well as for neighborhoods. (<http://www.conservationgardenpark.org/>)

4. Conserve Open Lands for Future Generations.

Preserve character and quality of life.

Envision Morgan showed that residents value the character and quality of life in Morgan County and that open lands, from alfalfa fields to mountain forests, are tied to their “sense of place.” Preserving that sense of place means conserving open lands. As we look toward preserving the area’s character, it will also be increasingly important to carefully balance the uses associated with the region’s open lands in order to ensure a range of opportunities, from ranching to recreation to riparian habitat.

Preserve farm and ranch lands on the valley floor and in the mountains.

Agriculture remains a valued industry and way of life in the county. Lands needed for farming and ranching should be conserved for their economic value and for their rural atmosphere and views.

Preserve open lands for recreation and tourism.

Emerging destinations sometimes “kill the goose that laid the golden egg” as tourism and recreation emerge as new industries. Morgan should safeguard its mountains, rivers, and pastoral views as it plans for an increased resort presence.

Preserve environmental features and ecological functions of the land.

Morgan residents envision conserving the openness of the mountains and the valley. They envision maintaining water quality, preserving wildlife habitat, protecting wetlands and other riparian environments, encouraging native vegetation, and supporting conservation strategies that enable the continued function of ecological systems.

Open land provides the space for nature to perform services that otherwise may have to be provided at great expense. If natural

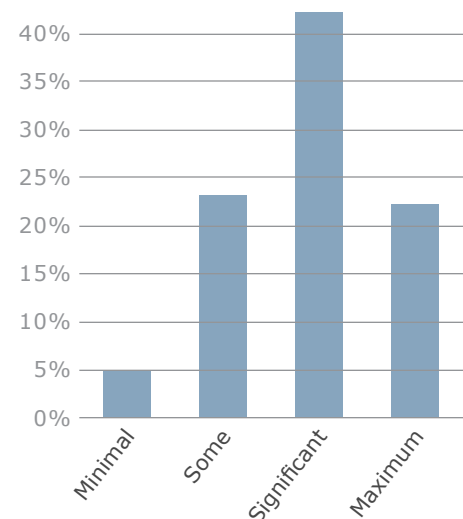
systems remain intact, Morgan stands to benefit from many of nature’s economic services, such as the filtration of pollutants from soil and water, the buffering of air pollutants, and the conservation of soil and water—while avoiding growth in areas that pose undue risk or expense when developed, such as areas with steep slopes or unstable soils.

Challenges:

Residents expressed strong support for open space conservation, and commitment on many levels will be needed. Conservation will require a willingness to update codes governing the development process. At some point it will also mean a financial commitment on the part of the community at large, especially as a public-accessible open lands network and recreational system is planned and implemented (see strategies under principle 9). It may also include an openness to considering public/private partnerships not yet seen in the county, as private recreation ventures are contemplated along with public recreation goals.

SURVEY QUESTION

Preferred Amount of Long-Term Open Space Preservation



Potential Strategies:

4.1 Create a comprehensive open space data set. Identify and compile or create data layers that can inform conservation and development decisions. The layers can provide a basis for impact analysis when development is proposed and for identifying potential conservation purposes when permanent conservation is proposed. The data may also inform the development of an open space and trails master plan (see strategies under principle 9).

Data layers may include land with: *

- prime soils or significant agricultural or forestry functions
- endangered, threatened, or ecologically significant species or natural systems
- important wildlife habitat or migration corridors
- wetlands, flood plains or other land necessary for the protection of water resources
- significant or unique ecosystems or natural features (geological hazards and formations could apply)
- value as open space due to proximity to developing areas or their impact on view corridors

- historical or cultural value or near historically significant areas
- scenic enjoyment for the general public (may include farmland and forest land)
- outdoor recreational or educational opportunities for the general public
- proximity to land already preserved by federal, state, local, or other conservation agencies.

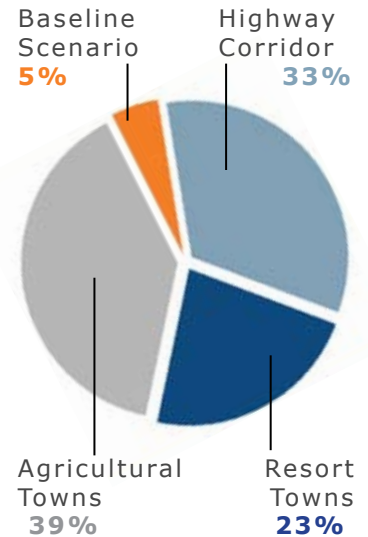
* *Several of the data layers are suggested by Utah Open Lands as a part of meeting the conservation purposes test associated with IRS tax code.*

Ideally, local government would have a complete open space data set. In its absence or as one is being developed, parcel-specific data sets could be created by those desirous of development or conservation transactions.

4.2 Adopt/update a sensitive lands overlay zone to restrict development on critical lands, based on select information in the open space data set. For instance, Morgan County currently restricts growth on slopes over 25%. Wetlands, flood plains and other sensitive features may make good candidates for

SURVEY QUESTION

Which conservation pattern do you most support?



Open space is a valuable asset in Morgan County for both natural and recreational purposes.

Did you know?

Since 1988, residents in the Rocky Mountain Region have passed 76% of all open space funding measures placed on the ballot. Funds approved total \$3.8 billion.

Source: Trust for Public Land, Land Vote.

http://www.tpl.org/tier3_cd.cfm?content_item_id=12010&folder_id=2386

restrictions, as they not only perpetuate key natural functions, they also prevent disasters that can occur when humans locate housing in flood-prone, overly steep, or other areas that present natural hazards.

- 4.3 Adopt policy to reduce conflicts between agricultural land uses and residential uses. Agricultural lands are an important part of Morgan. Incorporate design strategies into planning documents to help those wishing to continue agricultural pursuits. Special attention will need to be given to the edges between population centers and agricultural land. Buffering, concentrating more intensive development inward, and education strategies to improve awareness of agricultural needs may be a part of this equation.
- 4.4 Explore options for a tax or bond to purchase either development rights

or the outright purchase of land for conservation purposes. Even a relatively small local financial commitment can enable a community to leverage funds that are available through state, federal or other agencies for conservation.

The majority of Envision Morgan participants supported the idea of a tax or bond for conservation. Such measures usually cost individuals a very small amount on an annual basis and provide money to secure key parcels or easements.

- 4.5 Consider establishing a purchase of development rights (PDR) program. PDR enables development rights to be purchased and retired. The buyer is likely a third party conservation-minded entity instead of a developer. This tool is often used along with a tool that generates revenue to be used for conservation, such as a tax or bond.

Park City's Commitment to Public Open Lands

Park City exhibits a strong commitment to recreational amenities and open space. Unlike most western recreational communities, the city is totally surrounded by private property. Since Park City's economy depends on its environment, the city balances private property rights and efforts to acquire open space.

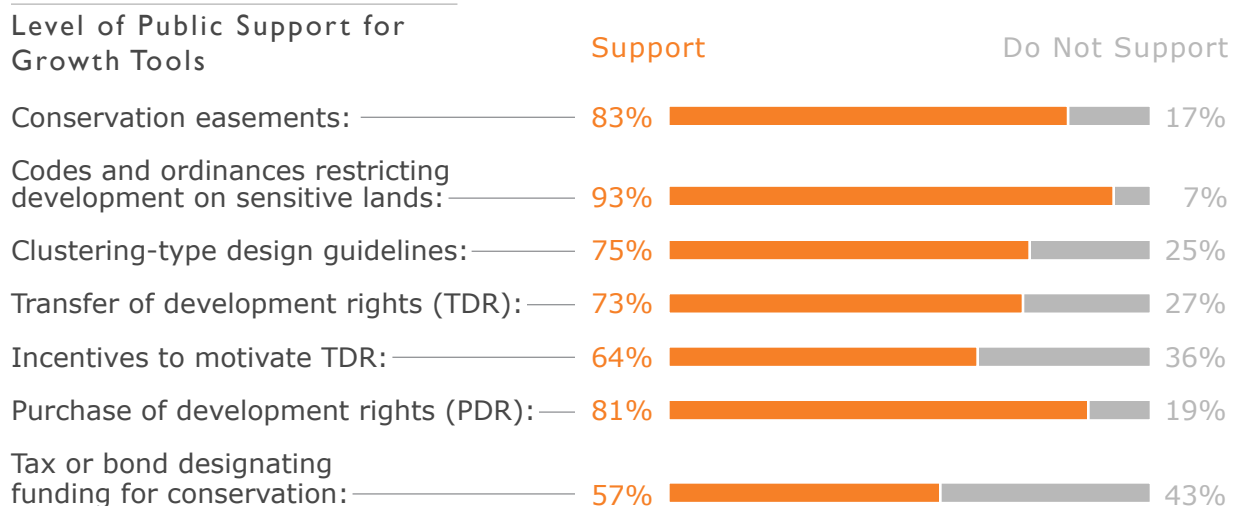
Park City has passed three bonds, totaling \$40 million, for open space acquisition since 1998, with each passing by a margin of 75% or greater. Funding has resulted in the permanent protection of more than 4,000 acres of open space. All properties purchased with open space bond funds are protected by conservation easements.



One of the city's most popular and recognizable pieces of open space is McPolin Farm, a Park City landmark owned by the city.

Photo Source: George J. Keoblasa, ACS

SURVEY QUESTION



RESOURCES

Organizations

Utah Open Lands (www.utahopenlands.org): a nonprofit land trust conservation association. Its mission is to preserve and protect open space to maintain Utah’s natural heritage and quality of life for present and future generations. The organization achieves its mission by assisting private landowners, government agencies and communities in the voluntary preservation of the agricultural, scenic, recreational, historic and wildlife values of open land.

Trust for Public Lands (www.tpl.org): a national, nonprofit, land conservation organization that conserves land for people to enjoy as parks, community gardens, historic sites, rural lands, and other natural places, ensuring livable communities for generations to come.

The Nature Conservancy (www.nature.org): a national nonprofit that preserves the plants, animals and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive.

Funding

LeRay McAllister Critical Land Conservation Fund (www.planning.utah.gov): a conservation fund established by the Utah legislature and administered by the Quality Growth Commission, dependent on annual legislative appropriation for funding.

Land and Water Conservation Fund (www.nps.gov/ncrc/programs/lwcf): a program that provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas and facilities.

Natural Resource Conservation Service (NRCS) Conservation Innovation Grants (<http://www.ut.nrcs.usda.gov/programs/CIG/index.html>): a program intended to stimulate the development and adoption of innovative conservation approaches and technologies

Natural Resource Conservation Service (NRCS) Farm and Ranch Land Protection Program (<http://www.nrcs.usda.gov/programs/frpp/>): provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses; partners with state, tribal, or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners; and provides up to 50 percent of the fair market easement value of the conservation easement.

5. Focus Growth in Mixed-Use Neighborhoods and Communities.

Create mixed-use neighborhoods and towns.

When Envision Morgan participants identified preferences for growth, they located almost 70% of new housing in towns that blended housing types and focused growth on smaller lots ranging from 1/2 acre to 1/12 acre in size. Most future growth should occur in small towns (Morgan City and Mountain Green), where goods and services are locally available, where new job opportunities take root, and where housing options range from a small space above a main floor office building to a single family home with a large back yard. Infill and redevelopment in existing town centers should be encouraged to create enhanced places for work, play and living. Compatible businesses that provide goods and services as well as employment should be blended into existing and new growth areas and featured as a part of town and neighborhood centers.

The intensity of growth may be envisioned loosely as a gradient, with more activity happening at the center and less intensive growth happening at the edge. Vibrant town centers feature the highest concentration of people and businesses. Housing in these centers would tend to be more compact than in other areas. Outside town centers, neighborhoods may include small centers that feature schools, churches, and small shops or offices, enabling people to walk to many day-to-day activities. Housing in neighborhoods would feature a mix of housing options and lot sizes.

While most growth should occur in Morgan City and Mountain Green, a mixed-use growth pattern should also be encouraged in resorts and in Peterson. Resorts would likely have a smaller average lot size than small

towns, while Peterson would have a larger average lot size.

Walkability is a measure of success.

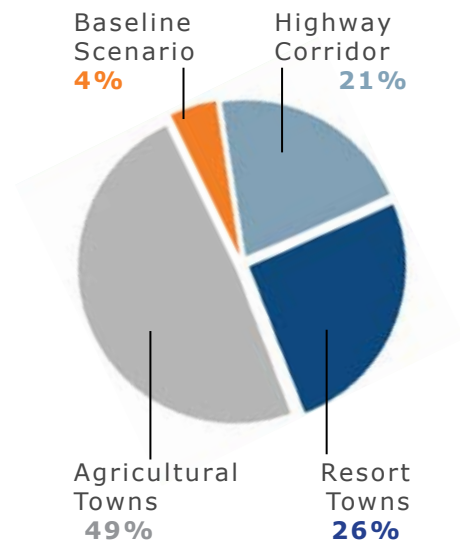
Most Morgan area residents should be able to walk to school, church, outdoor recreation, and businesses that supply goods and services to meet daily needs. One participant noted the importance of “connection to neighbors and nature”—an apt summary of many others who envision a similar balance.

Challenges:

Shifting from a dispersed pattern of growth to focusing most new growth in more compact, mixed-use communities will be challenging because it is a cultural shift, or a return to growth patterns common before the emergence of suburban patterns. It will be necessary to accept this challenge, as Morgan residents do not want their communities to expand and merge into a single suburban landscape that is common in many metropolitan regions.

SURVEY QUESTION

Which future development pattern do you most support?



See page 12 for more discussion on development patterns.

Potential Strategies:

5.1 Create ordinances that encourage blending a variety of uses and housing types in Morgan City and Mountain Green. This mixed-use development pattern is often called traditional neighborhood design, as it is reminiscent of historic towns, built before the predominance of suburban subdivisions. Traditional neighborhoods and towns share some common characteristics that create a high quality of life within a more concentrated space.

Some of these features are:

- Clear neighborhood centers, which may include a square or other gathering place, a school, and limited small shops, cafes or offices.
- Most homes within walking distance of a center.
- A variety of housing options within neighborhoods, such that younger and older people, singles and families, and people with a range of incomes can find places to live. A small ancillary building in the backyard of a home may provide a rental unit or a workspace.
- Children can walk to their elementary school. Small playgrounds are even closer to home.
- Connected, people-friendly streets, with buildings that are close to the street and feature porches, doors and windows that front the street. Streets feature park strips with trees and on-street parking. Speeds are slow and streets are narrow. Parking and garages rarely face streets. An interconnected street grid disperses traffic and eases walking.
- Town centers characterized by a main street and civic/public gather-



Commercial and residential architecture can exhibit and small town character with emphasis on compact design.

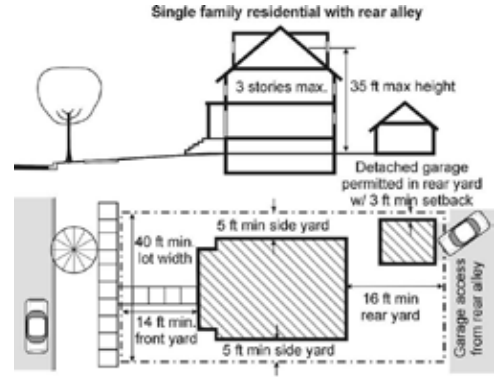
Source: <http://goodboro.com/villages/heritage.php>

- ing space. Important buildings are in prominent locations. Buildings with shops and businesses are placed near the street and face the street. Housing may occur above first floor businesses.
- Emphasis on beauty, aesthetics, human comfort and scale, and creating a sense of place.
- A discernible center and edge. The center concentrates more businesses and people, with development progressively less dense at the edge.
- More buildings, residences, shops, and services closer together for ease of walking. This creates a more efficient use of services and resources, and more convenient, enjoyable places to live.

Vision Principle

5 Focus Growth in Mixed-Use Neighborhoods and Communities.

- 5.2 Creating mixed-use town centers and neighborhoods requires a flexible code that encourages both infill/redevelopment and new development in a traditional neighborhood form. A special focus on place-making that fosters a high quality of life will be important.
- 5.3 Exploring a “form-based” option may be helpful. Form-based codes help communities focus on creating a place with specific features and form over identifying specific uses that can or cannot occur. The code helps communities create a physical space and feel, with careful attention to how buildings relate to one another, to the street, etc. The buildings are usually seen as spaces that will adapt over time to house a range of needed uses.



Graphic example of Form Based Code
 Source: www.lslplanning.com/services/zoning.html

Main floor shops with upper floor residential, a pattern typical of a traditional town center.





Traditional towns employ a compact development style that allows for more housing options, improved walkability, efficient infrastructure, and the preservation of surrounding open space.

Traditional Neighborhood Development

Congress for the New Urbanism (<http://www.cnu.org>): the “Learn About New Urbanism” section of the website provides a helpful primer on traditional neighborhood development, connected streets, design standards and other related information.

Sandy City’s Traditional Neighborhood Development Code

(http://sandy.utah.gov/fileadmin/downloads/comm_dev/planning_and_zoning/zoning_administration/land_development_code/Chapter_12_TND_Zone.pdf): includes illustrations, charts with setback requirements and landscaping requirements.

Form-Based Codes

Smart Code Central (www.smartcodecentral.com): a form-based model code designed to encourage compact, mixed-use towns and open rural lands. The website and the code include numerous illustrations that help explain concepts.

Walkability

“Making Our Communities a Good Place to Walk,” from Urban Planning Tools for Quality Growth, an Envision Utah publication (www.envisionutah.org), includes many strategies for creating or improving walkability.

6. Create a Variety of Housing Options to Meet the Needs of All Income Levels, Family Types, and Stages of Life.

Encourage the housing market to meet housing needs and wants.

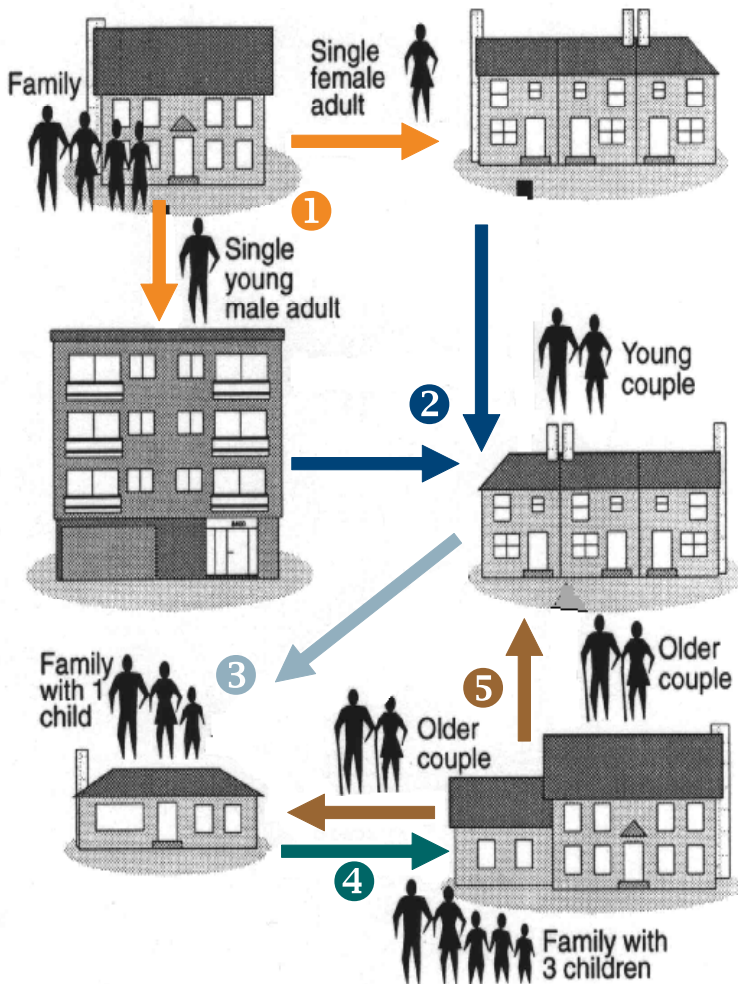
Envision Morgan participants see a need to carefully accommodate growth, both that coming from the Wasatch Front and increased resort activity but especially internal growth: their kids and workers who provide their communities with needed services. This means creating housing with a range of lot sizes, prices, and locations. Some will want a smaller space with close proximity to other family members or services. Others may want a big yard or hobby farm, while

Different stages of life require varied housing opportunities.

still others may desire a destination retreat. Jurisdictions should work toward eliminating barriers to market-based housing and provide incentives that increase housing choices.

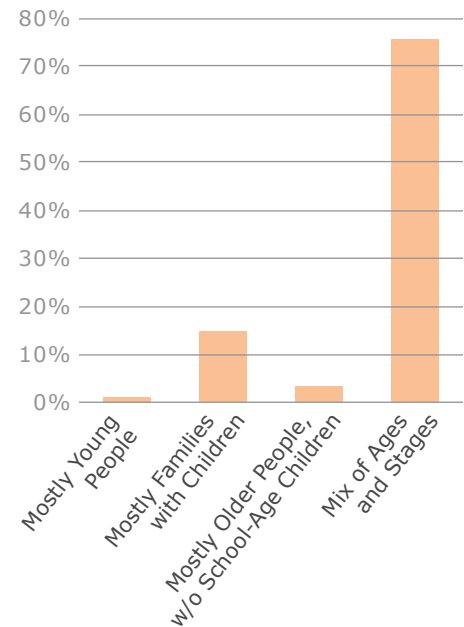
Challenges:

Less costly housing often comes with a negative image, as some communities have had poor experiences with it. Often, the experience is due to massing larger amounts of less-costly housing as a single land use that is not blended into other land uses. Other times poor design and materials make it less attractive. When we enable the flexibility to blend well-designed, less-costly housing into the fabric of our communities, we enable the housing market to better meet housing needs.



SURVEY QUESTION

What life stage mix is appropriate for most Morgan communities?



6 Create a Variety of Housing Options to Meet the Needs of All Income Levels, Family Types, and Stages of Life.

Potential Strategies:

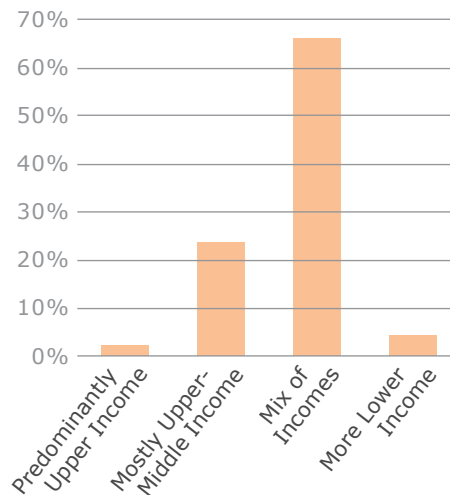
- 6.1 Create flexible codes that encourage a range of housing sizes and types. Market trends suggest that housing has become less affordable, and land-use regulations often restrict the market supply of less-costly housing. More flexible codes (as suggested in principle 5 strategies above) that encourage the blending of housing types can make more affordable housing available. For example, affordable or moderately priced housing can be encouraged above businesses in a town center, in the form of accessory buildings behind single family homes, as a small group of row houses near a town center, or in a range of other ways.
- 6.2 Replace minimum lot size requirements with net density standards. Net density standards provide lot size flexibility that can make less-costly housing more possible.
- 6.3 Consider incentivizing or requiring major developments to provide affordable or moderate income housing. When resort development is contemplated, explore a means of providing associated workforce housing.



Housing options allow for the inclusion of all ages and income levels as residents in Morgan County.

SURVEY QUESTION

What income mix is appropriate for most Morgan communities?



Policy Link (www.policylink.org): provides information on a range of housing issues, including resources for more equitable housing and employer assisted housing.

Colorado Association of Ski Towns (www.coloradoskitowns.org): explores issues pertinent to recreation areas, including affordable and employee housing.

“Everyone wants to preserve the rural, agrarian lifestyle, viewshed, and appearance—of their neighbor’s property.”

—Tom Clyde, The Park Record, 2-5 August 2008

7. Use Growth Tools that Allow for Real Estate Development While Permanently Preserving Open Lands.

Compact communities in exchange for conservation: permanent conservation is a part of shaping growth.

Morgan residents support more concentrated growth patterns in part because they can make permanent and significant open space conservation possible. Residents see that focusing growth in existing centers enables permanent conservation of lands for a variety of uses, from continued farming and ranching, to creating a river trail system, to preserving the views and habitat areas characteristic of the mountains. Further, conservation enables the region to maintain its distinct communities in the future. Permanent conservation of open lands between population centers prevents them from expanding and merging into a single suburban landscape, a pattern that is common in many metropolitan regions.

Make conservation a part of the real estate development process.

As land uses change and real estate development is expected, the Envision Morgan process shows that residents prefer incorporating growth tools that encompass not only the creation of house lots and streets but also the creation of permanently preserved open land. Residents favored both tools restricting development on sensitive lands like steep slopes and wetlands and tools that enable the concentration of development rights into targeted growth areas in order to conserve valued open lands.

Tools that encourage growth into designated growth areas should be viewed as a means of achieving local plans. For example,

transfer of development rights (TDR) may be used to assemble the density envisioned in Mountain Green’s planned town center or used as a tool to revitalize Morgan City’s Commercial Street.

Protect individual property rights while achieving common goals.

Consider moving existing zoned development rights in order to achieve a desired growth pattern while protecting existing property rights, including development rights associated with each parcel. As growth is focused in existing population centers and new resort communities, the areas where growth does not occur should be safeguarded and property owners financially rewarded. This means encouraging and incentivizing programs that move density from one parcel to another, that cluster growth into efficient patterns on a single site, or that enable the purchase and retirement of development rights. Incentives should be such that the use of conservation tools is an attractive option for land owners and developers alike.

Challenges:

Most residents envision significant open lands conservation, but when 95% of the county is privately owned, tools are needed that both preserve quality of life and protect private property rights. Unlike other areas of the state, Morgan County is less able to rely on the state or the federal government to conserve lands and provide open space as a part of National Forests, BLM lands, etc. Instead, residents will need to explore growth tools that assume a high rate of private ownership, and a broad mix of tools will likely be needed. Tools should give landowners the flexibility they need to realize economic value in their properties and encourage permanent open lands conservation.

Potential Strategies:

7.1 Adopt policy encouraging conservation easements. Conservation easements are a cornerstone of land protection programs. A conservation easement is a voluntary, permanent deed restriction placed on a parcel to protect the resources or functions of the land—natural or man-made—associated with a parcel. An easement precludes future real estate development and identifies permitted and prohibited uses.

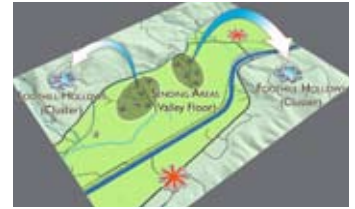
Conservation easements provide assurance that open land will remain open. An easement could be used to protect or preserve environmental conditions like water quality or to preserve an economic pursuit like farming or ranching. In the latter case, they can ensure that farms and ranches will continue to have the acreage they need, and the landowner may benefit from charitable tax treatment. Conservation easements are often used in tandem with other growth tools.

7.2 Adopt/update code-based design guidelines. Conservation subdivisions or clustering allows landowners to develop at full density while working around features that make good candidates for conservation. In this case, landowners typically leave 50% or more land as permanent open space while using flexible lot sizes to accommodate zoned density and a variety of housing choices. Code-based design guides can achieve specific goals and may be required in some instances and/or highly incentivized in others. They should include the use of conservation easements where possible.

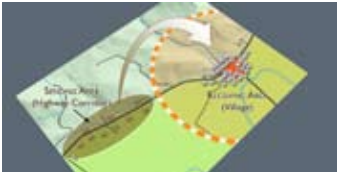
Design guides can be extremely flexible, enabling a landowner to develop at full density while preserving open land for con-

tinued agricultural use, the protection of views, or the development of recreational amenities (depending on community vision and personal goals). Code-based design guides may be helpful in the following places:

- Clustering could be used at the edges of towns to create a buffer between town dwellers and agricultural operations or habitat areas, fostering increased compatibility. The buffer could potentially provide town dwellers with increased proximity and access to open lands and recreational opportunities.
 - Clustering could be used to orient more intensive development toward the center and more conservation at the edges of villages. If carefully done, the tool could promote greater walkability in the village core while creating a buffer at the edge, between neighborhoods and farmland/ranchland, or neighborhoods and habitat, increasing overall compatibility.
 - Clustering could be used outside towns and villages to create a more efficient and desirable development pattern where units will be built in place rather than transferred to a growth area. Landowners desirous of creating resorts could cluster existing zoned density, along with units obtained through a transfer of development rights program, to create resort centers.
- 7.3** Explore fee in lieu options. When a developer submits a request to develop at a density higher than permitted, a fee could be imposed in exchange for a density increase, which could be reserved for the preservation of open land. Since it is triggered by a request for higher density, it is not considered an impact fee.



Development rights could be moved from land a property owner holds on the valley floor to lands that same property owner holds in the foothills.



When TDR is employed, a landowner sells some or all of the right to subdivide and develop to another, who then uses those rights to develop at a greater intensity on another site in a targeted growth area.

7.4 Implement a transfer of development rights (TDR) program. As with all of the tools discussed, TDR operates on the premise that land owners possess a “bundle of rights” that run with the land. These rights include the rights to sell, mortgage, possess and use, lease, gift, subdivide and develop. When TDR is employed, a landowner sells some or all of the right to subdivide and develop to another, who then uses those rights to develop at a greater intensity on another site in a targeted growth area. A

conservation easement is placed on lands from which development rights are transferred.

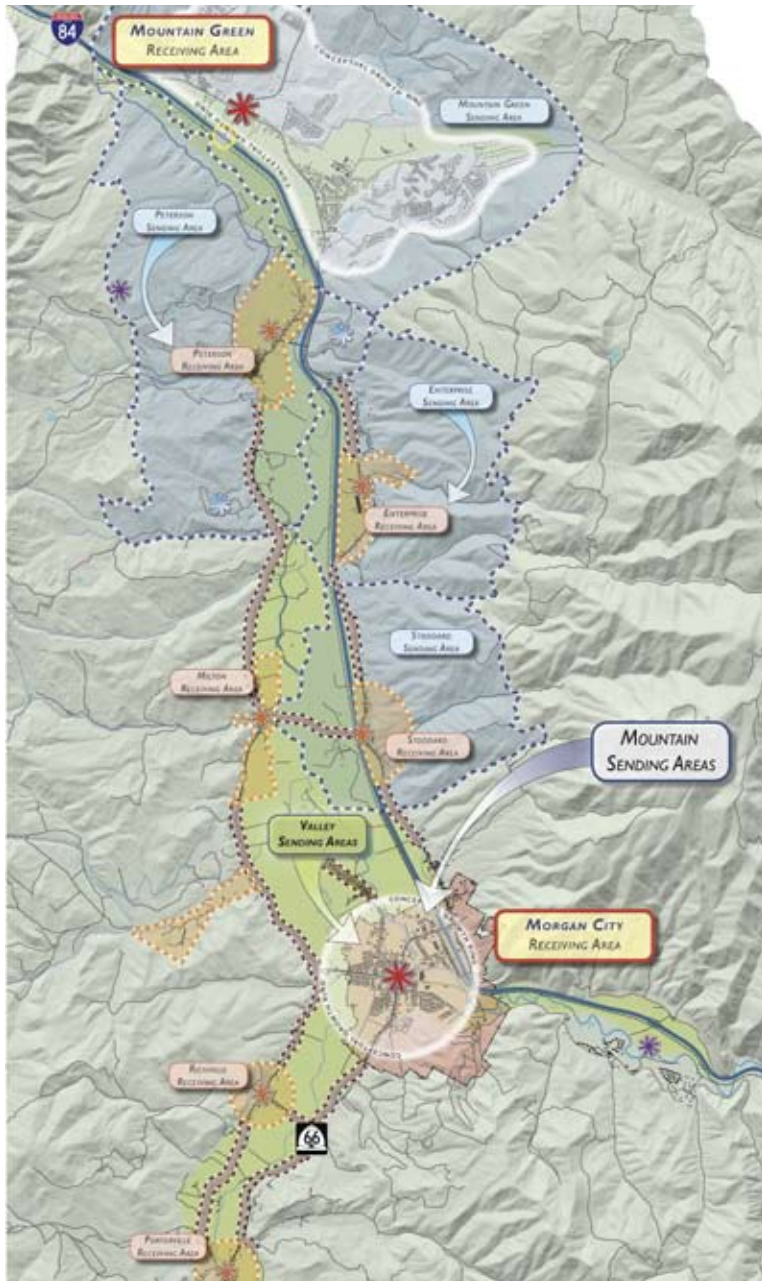
TDR, for example, could encourage conservation in the mountains and on the valley floor while also being used to assemble the density envisioned in Mountain Green’s planned town center or to revitalize Morgan City’s Commercial Street. Further, TDR could enable landowners in outlying areas to share in the economic benefits of growth in a way that simple rezones in targeted population centers would not accomplish. TDR and other tools that encourage the movement of growth into designated growth areas can help achieve local plans.

7.5 Adopt needed incentives. Incentives can provide motivation to grow in preferred locations and patterns. Bonus residential density or increases in floor area ratios on commercial projects may provide the incentive needed for landowners and developers to use land conserving tools like TDR.

Incentives work with market conditions to create a situation that makes a conservation tool work; after all, a voluntary tool needs to “pencil out” if it is going to be used. Incentives, then, represent some of the give and take that may be necessary to both realize public vision and respect property rights.

Growth transferred into existing communities should complement local area plans.

PLEASE NOTE: Items shown in map are conceptual!



LEGEND

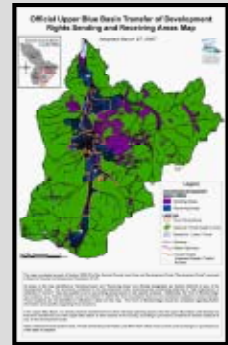
- Roads
- I-84
- Rivers & Streams
- Lakes
- Proposed Interchange (I-84 & US-66)
- RECEIVING AREAS**
- Primary (Small Town - Morgan City & Mountain Green)
- Secondary (Village - etc)
- Resort
- Cluster (EXAMPLE ONLY)
- SENDING AREAS**
- Highway Corridor
- Village
- Valley
- Mountain

A concept map of the Morgan Valley illustrates how growth tools may be employed to implement vision principles.

Upper Blue Basin Transfer of Development Rights Program Summit County, Colorado

(for more information, see <http://www.co.summit.co.us/Planning/tdr.html>)

The Upper Blue Basin transfer of development rights (TDR) program was initiated in 2000 and has been the most successful of four TDR programs in Summit County, Colorado. In eight years it has protected 939.69 acres and generated \$1,366,833 to be recycled for more open space purchases. The success of the Upper Blue TDR program stems from the joint efforts of the county and towns of Breckenridge and Blue River to implement the program, and, more importantly, the public foresight, initiative and support to develop the program.



The Upper Blue Basin is about 80,400 acres in size with a permanent 2007 population of approximately 8,838 residents. The primary areas of development are within and adjacent to the towns of Blue River and Breckenridge, in close proximity to the valley floor of the Blue River. The initial and primary goal of the Upper Blue TDR regulations was to implement a program to help protect backcountry areas, resources and open spaces on the mountains surrounding the towns of Breckenridge and Blue River from residential development. Owners of backcountry parcels may voluntarily participate in the Upper Blue TDR program. In exchange for giving up their right to develop a backcountry parcel, the property owners are monetarily compensated. When a property owner is compensated, the development rights associated with their property are transferred into areas that can more appropriately accommodate development (areas within or near the Town of Breckenridge or Blue River). There is a market for TDRs because county and town policies prohibit the upzoning of land (i.e. adding more units of density) unless TDRs are acquired. Since it was initiated, the Upper Blue TDR program has protected approximately 60-70 percent of the identified backcountry area in the Upper Blue Basin.

Growing Greener: Putting Conservation into Local Plans and Ordinances, by Randall Arendt: an overview of the conservation subdivision process and policy items for general plan, subdivision and zoning code updates. May be helpful in helping to identify specific purposes, goals and applications for clustering programs.

Greener Prospects (<http://www.greenerprospects.com/>): Randall Arendt's website. Includes many downloadable resources and links related to conservation subdivisions.

Beyond Takings and Givings: Saving Natural Areas, Farmland, and Historic Landmarks with Transfer of Development Rights and Density Transfer Charges, by Rick Pruetz: a primer on transfer of development rights (TDR) and comprehensive survey of TDR programs nationwide.

Beyond Takings and Givings (<http://www.beyondtakingsandgivings.com/>): a web resource with updates and some of the same information as the book with the same title.

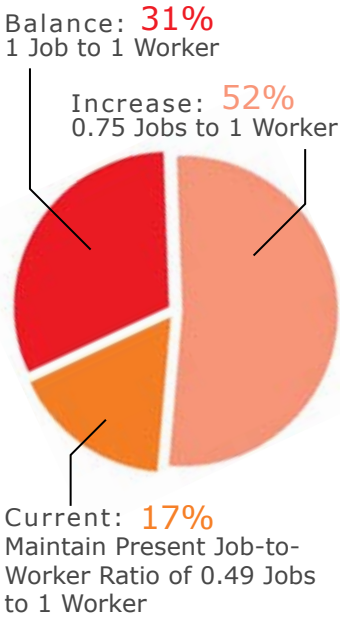
Other Conservation Subdivision Codes in Utah

Farmington (<http://farmington.utah.gov>): a code (Chapter II, Community Development) that has been in place for years, with several varied projects using it as a basis for development.

Nibley (<http://www.sterlingcodifiers.com>): a recently adopted code (in Title 10, Chapter 18) adapted from Farmington City's code.

SURVEY QUESTION

Which job-to-worker ratio should be a long term goal?



8. Expand Economic and Educational Opportunities. Seek Out, Embrace, and Invest in Opportunities for Economic Growth.

Bring jobs to Morgan County.

Most residents want either moderate or significant job growth in Morgan County, with most interest in high tech industry or light manufacturing, as well as jobs associated with recreation and tourism. Residents are willing to invest in infrastructure that makes increased job growth possible. Increasing employment options offers opportunities to enhance quality of life by reducing commute times, increasing time with family, and easing traffic congestion. As Morgan explores options, care should be taken to match jobs to the skills of Morgan workers.

Encourage local commerce.

Morgan residents envision a future in which they have local access to the goods and services that are needed on a daily basis. Buying locally keeps more dollars in the local economy and fosters local business growth.

Increase and diversify the tax base.

Increased commercial and retail growth mean that publicly-provided services can be paid for with a more balanced and diversified tax base. Jurisdictions should establish programs and identify incentives to seek and attract economic development that will increase revenue.

Enhance current educational opportunities.

Morgan residents appreciate current college-level class offerings and desire more in the future. They envision a satellite campus that provides local, high-quality training and educational opportunities. Educational facilities could focus on providing the

general courses needed for a four-year degree or could be developed to complement economic goals in the high tech or tourism industries.

When compatible, blend new business into neighborhood centers and town centers, enhancing existing business and synergy.

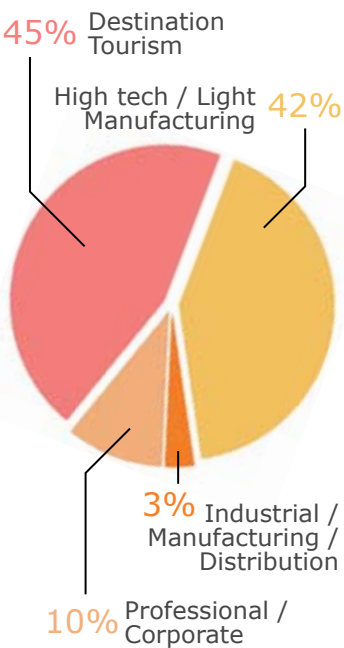
Focus on enhancing the downtown core in Morgan City and the emerging town center in Mountain Green while providing walkable access to goods and services in residential neighborhood centers. Some industry will be less compatible in neighborhoods or downtown areas due to on-site activities or traffic volume. These businesses should be located in employment centers where they will not become nuisances.

Challenges:

Morgan faces challenges to both the employment and services side of economic development. The current job-to-worker ratio is about one job for every two workers, and significant revenue leaves the county when residents exit the valley to shop along the Wasatch Front. The region will need to take a two-pronged approach to economic development, looking both at how to attract high-quality job opportunities and also at how to create retail that captures local dollars.

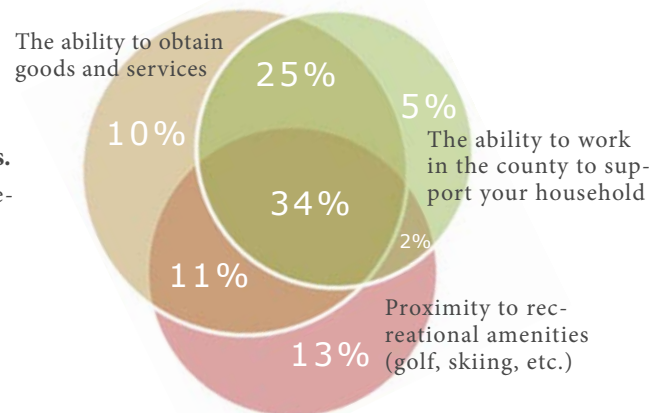
SURVEY QUESTION

Which economic development focus should we pursue?



SURVEY QUESTION

Which economic opportunities are most important to you?



Potential Strategies:

8.1 Create an economic development plan:

- Further explore economic development and create an economic development vision. The basic ideas outlined in vision principle 8 are a start.
- Conduct an economic baseline analysis to assess current practice. This should include a retail market analysis to gauge potential lost revenue.
- Develop and implement strategies that move from current practice toward the economic development vision.
- Develop a method for measuring progress toward desired outcomes.

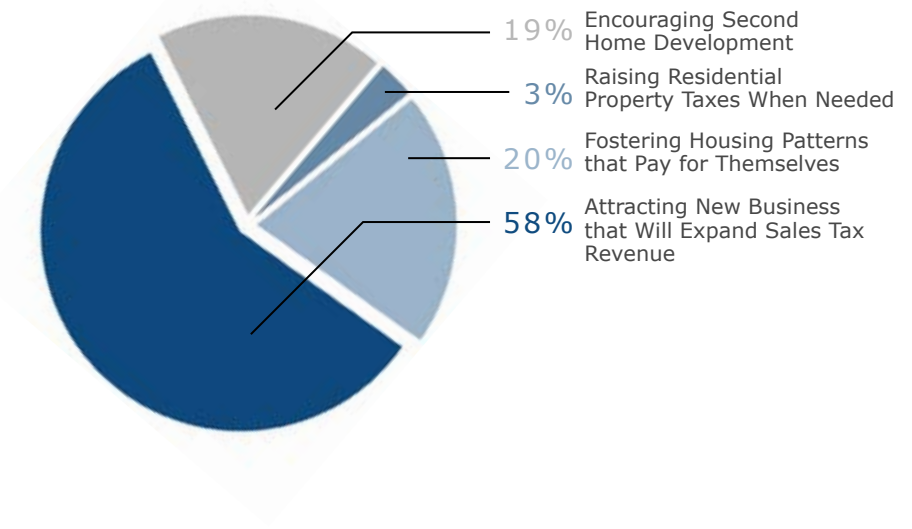
8.2 Identify and prioritize sites that should be reserved for employment uses. Designate key employment areas in general plan and zoning updates. At the same time, identify and prioritize sites for retail locations.

- People generally recognize that retail stores desire locations that are highly visible and accessible. Fewer people see that many non-retail businesses, including those that pay higher salaries than retail, also need the same access and visibility. Envision Morgan participants are interested in

encouraging local commerce, a strong retail tax base, and high-quality jobs. Locations for these potentially competing interests will need careful consideration. It may be that many small retail operations can be integrated into town and neighborhood centers, thereby achieving close proximity to the residents they serve. High tech or light manufacturing centers may receive higher priority for larger sites.

SURVEY QUESTION

How should county government ensure long-term economic sustainability?



Thinking and Acting Regionally in the Greater Wasatch Area: Implications for Local Economic Development Practice (available at Envision Utah): an Envision Utah publication including a step-by-step guide for developing an economic development plan.

Economic Barn Raising: Working Together to Build a Prosperous Future, Envision Utah’s Local Government Economic Development Toolbox (www.envisionutah.org): a discussion on the role of local government in economic development, the evaluation of a local economy, strategies for economic development, and nationwide case studies.

9. Provide Recreational Opportunities for Residents and Tourists Alike.

Create recreational amenities that provide community-wide benefit.

Communities that attract tourism also attract tourism dollars, which can help fund amenities that benefit tourists and residents. As tourism increases, Morgan should work toward recreational systems that benefit everyone.

Create a trail system that links recreational activities and population centers.

Morgan residents strongly support a trail along the Weber River. Running the length of the valley, this trail could become the spine of an overall trail network that connects population centers to one another and provides access to other recreational opportunities. Morgan will need to carefully balance agricultural, environmental, and recreational needs in developing a trail network or any other system of public open lands.

Create a system of public open lands.

While most permanently protected open land will remain under private ownership, Morgan should plan for a system of public land that enables a strong connection to nature and outdoor recreational opportunities. As such a network is developed, residents will need to understand appropriate uses and access of the network, as well as property rights of adjacent landowners.

Challenges:

Since most land is privately owned, the need for a public network is apparent. The challenges include the funding and stewardship of the system, as well as minimizing conflicts between public system users and the ongoing functions on private lands.



Potential Strategies:

9.1 Create an open space, recreation and trails master plan that identifies long-term goals for a future public open lands network. The plan should focus on:

- Connecting population centers and existing or planned open space amenities;
- Providing public access to land for a range of recreational purposes;
- Exploring and addressing ownership and stewardship issues;

- Maximizing benefits and minimizing potential negative impacts to adjacent private landowners; and
- Creating strategies to work with private landowners envisioning resort or recreational land uses.

9.2 Conservation easements should be placed on lands that are a part of the public open space network, to ensure its permanent conservation (for more information on easements, see strategy under principle 7).

Many recreational opportunities exist within Morgan County.



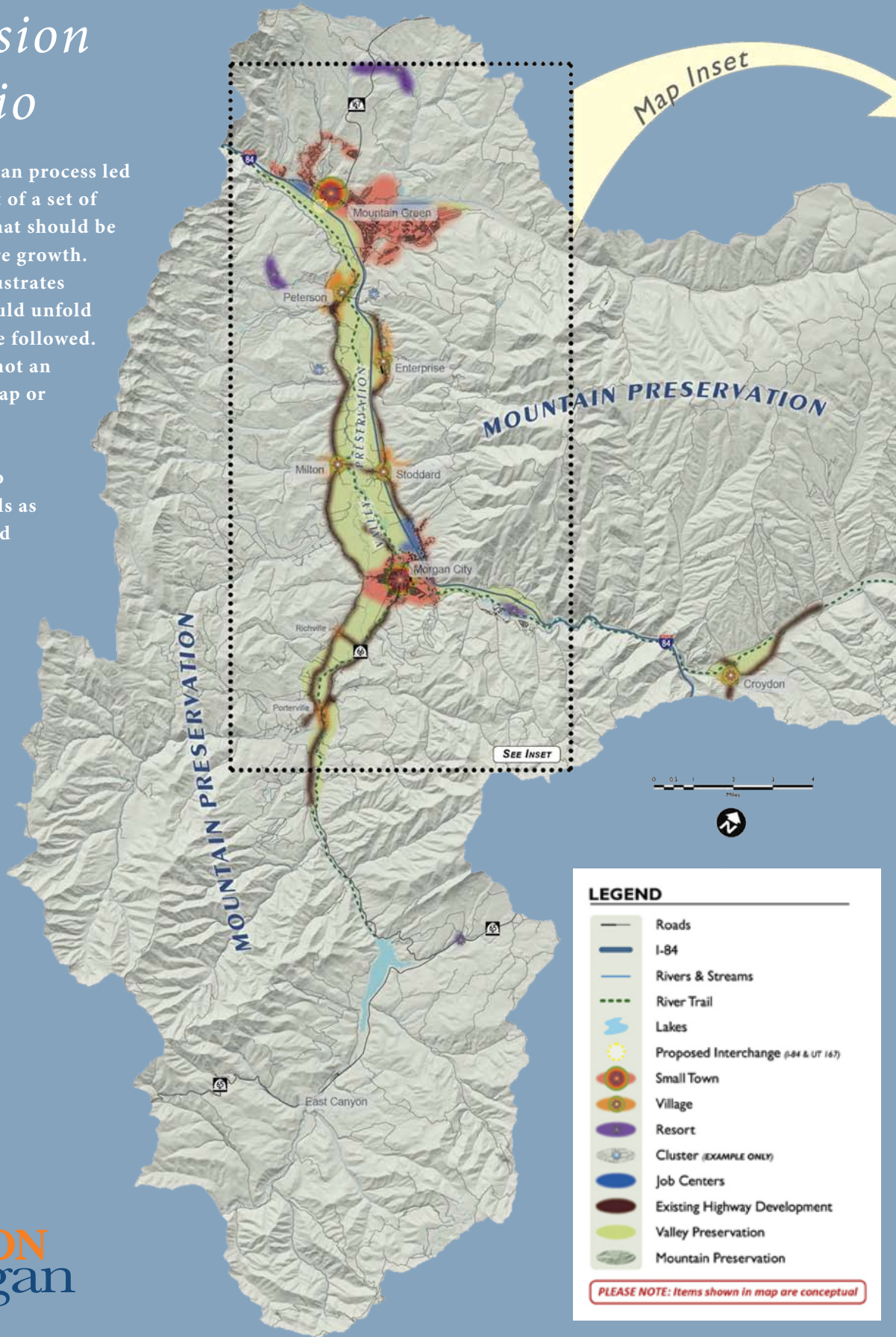
Hooper City Parks and Trails Master Plan: Available at Hooper City (801-732-1064).

Snyderville Basin Special Recreation District (www.basinrecreation.com): an illustration of a working recreation district as well as a brief history of district and recreation plan development.

The Vision Scenario

The Envision Morgan process led to the development of a set of vision principles that should be used to guide future growth. The vision map illustrates one way growth could unfold if the principles are followed. The vision map is not an official land-use map or zoning map.

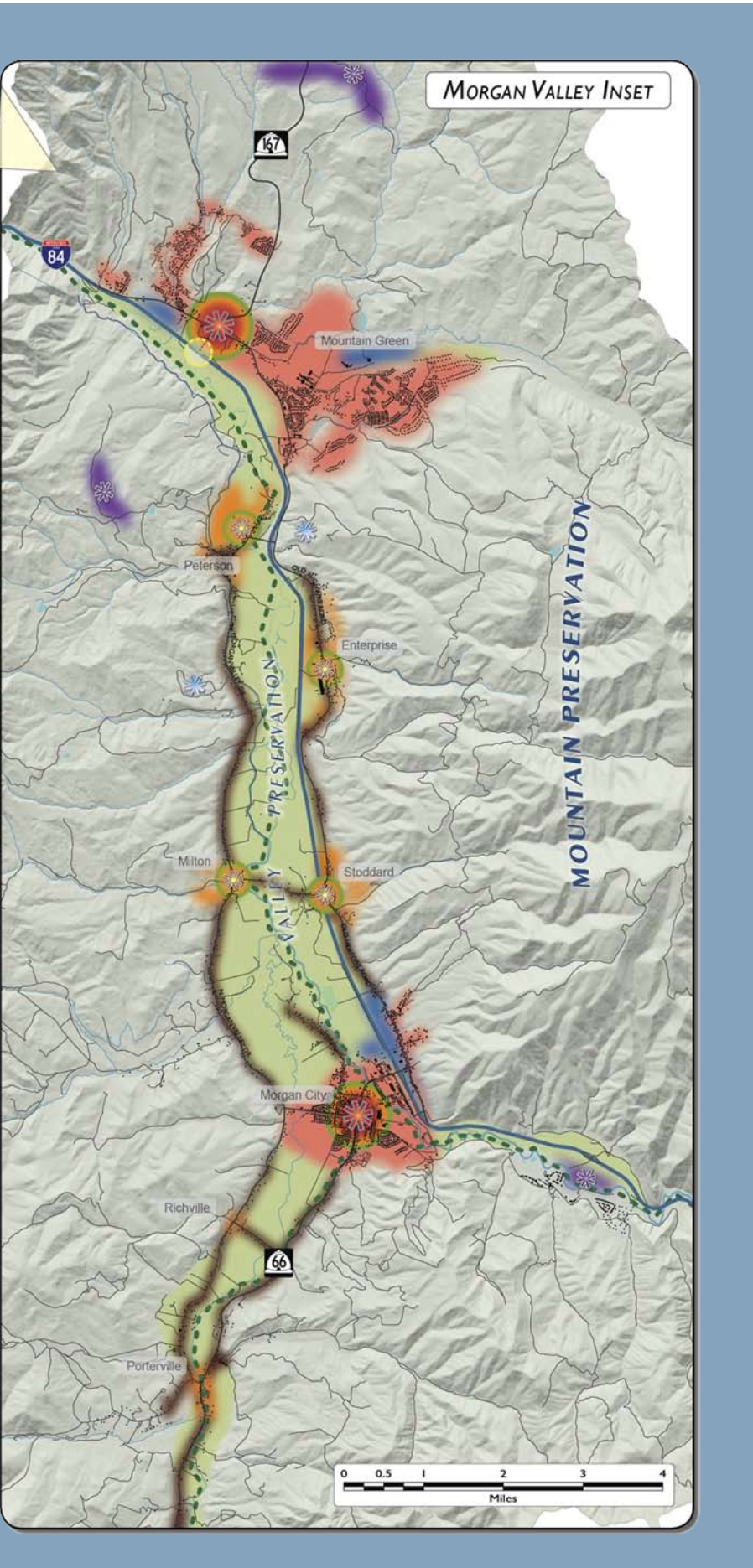
The vision scenario embodies such goals as strategically located growth, efficient infrastructure, open space conservation, and economic development.



LEGEND

- Roads
- I-84
- Rivers & Streams
- River Trail
- Lakes
- Proposed Interchange (I-84 & UT 167)
- Small Town
- Village
- Resort
- Cluster (EXAMPLE ONLY)
- Job Centers
- Existing Highway Development
- Valley Preservation
- Mountain Preservation

PLEASE NOTE: Items shown in map are conceptual



The Charts below illustrate how the vision performs relative to the other scenarios.

