

T. O. Smith Community Plan

The T. O. Smith Community Plan was the eighth community for which a plan was completed. It was the first community plan to be done under the Mayor/Council form of government which was established in Ogden City in 1992. Unlike the seven previous community plans, there was no one specific issue which resulted in the creation of the plan.

The process to develop the Plan was begun in January 1994 with a town meeting at the T. O. Smith elementary School and was completed in August of 1994.

The T. O. Smith Community is one of Ogden's older and more established neighborhoods. The

Map

community includes approximately 630 acres or just under one square mile.

The name of the community is taken from the elementary school located in the center of the community at 3295 Gramercy Avenue. Its boundaries were established in the mid 1980's and were approximately the same boundaries as those used for elementary school enrollment. The boundaries of the community are 30th Street to the north, 36th Street to the south, Washington Boulevard to the west and Harrison Boulevard to the east. The community faces some interesting planning challenges because it is bounded on three sides by arterial streets and on the south side by a collector street. The map below shows the community.

Population Characteristics:

The population characteristics of the T. O. Smith Community closely resemble the characteristics of the City as a whole. The statistics come from the 1990 Census of Population.

The male/female population is about the same with the female population being slightly larger.

The student population is somewhat larger in the rest of the City than it is in the T. O. Smith Community. The percent of population which is older than 65 is typical of the rest of the City but is larger than what is found in many other cities and counties along the Wasatch Front. The largest minority population in the T. O. Smith Community is the Hispanic population which is 11% of the total population in the community.

Population Characteristics in the T. O. Smith Community

| <u>Population</u> | <u>T. O. Smith Community</u> | <u>% of Community</u> | <u>Ogden City</u> | <u>% of Ogden</u> |
|-----------------------------------|------------------------------|-----------------------|-------------------|-------------------|
| Total Population: | 4,913 | | 63,909 | |
| <u>Population Characteristics</u> | | | | |
| Sex: | | | | |
| Male | 2,372 | 48% | 32,211 | 49% |
| Female | 2,541 | 52% | 32,698 | 51% |
| Age: | | | | |
| Under 5 | 470 | 10% | 5,870 | 9% |
| 5-17 | 824 | 17% | 2,677 | 20% |
| 18-65 | 2,857 | 58% | 36,030 | 56% |
| 65+ | 762 | 16% | 9,333 | 15% |
| Race/Origin | | | | |
| White | 4,290 | 87% | 55,885 | 87% |
| Black | 83 | 2% | 1,741 | 3% |
| American Indian | 53 | 1% | 687 | 1% |
| Asian/Pacific Islander | 125 | 2% | 1,123 | 7% |
| Other | 362 | 8% | 4,473 | 7% |
| Hispanic Origin | 539 | 11% | 7,669 | 12% |

Land Use

The land use in the community is characterized by predominantly single-family uses bordered on the west along Washington Boulevard by strip commercial and on the east along Harrison Boulevard by strip commercial and multi-family residential. A large cemetery is located in the southern part of the community and is the majority of the institutional use land area in the community.

The northeast corner of the community has developed as a mixture of multi-family and single-family uses. Most of the land use pattern in this community was set prior to formal planning efforts which began in the City in 1951. The statistics below indicate how much land is being used for each category of land use:

Land Use in the T. O. Smith Community

| <u>Land Use</u> | <u>Acres</u> | <u>Community %</u> |
|----------------------|--------------|--------------------|
| Single family | 264.7 | 55% |
| Duplex | 35.92 | 8% |
| 3-4 unit residential | 12.25 | 3% |
| 5+ unit residential | 19.72 | 4% |
| Commercial | 31.62 | 7% |
| Govt/Institutional | 70.07 | 15% |
| Parks | 4.08 | 1% |
| Vacant | 30.97 | 7% |

Zoning

The current zoning in this community began in 1951. The majority of the zoning in the T. O. Smith Community has not changed significantly since 1951 before the Plan for the Community was developed. The majority of the zoning is residential and most of the residential is R-2 (Residential single-family homes and duplexes).

Multi-family zoning is primarily located in the northwest section of the community and along the west side of Harrison Boulevard. Commercial zoning in the community is located along Washington Boulevard and Harrison Boulevard two major arterial streets in the City.

During the development of the Plan, several areas were rezoned. The table below shows the amount of land in each zoning classification after the plan was completed. The acreages between the land use and the zoning are different because the zoning includes the streets and land use does not.

| <u>Zone</u> | <u>Acres</u> | <u>Community %</u> |
|--|--------------|--------------------|
| R-2 (Residential single & two-family) | 375.8 | 82% |
| R-2EC (residential single & two-family) | 9.21 | 2.0% |
| R-3 (residential multi-family up to 20 units/acre) | 13.04 | 3.0% |
| R-4 (multi-family up to 24 units/acre) | 28.37 | 6.2% |
| CP-2 (Community Commercial) | 10.61 | 2.3% |
| CP-3 Planned regional commercial | 20.61 | 4.5% |

Housing

The T. O. Smith Community has a wide range of housing type. The predominant housing type is single-family units. Multi-family units (duplex and above) make up 39% of the housing stock. The table below shows the amount and type of housing in the community.

| <u>Type of Dwelling</u> | <u># of Dwelling Units</u> | <u>% of Community</u> |
|-------------------------|----------------------------|-----------------------|
| Single-family | 1,335 | 60% |
| Two-family | 357 | 16% |
| 3 and 4 units | 179 | 8% |
| 5+ units | 335 | 15% |
| Other | 22 | 1% |

Source: 1990 Census of Population and Housing

Most of the multi-family units in the community are located along the west side of Harrison Boulevard and in the northeast section of the community.

The 1990 Census reported that 45% of the total housing units in the T. O. Smith Community are owner occupied and 45% are rentals. The remaining 10% were vacant at the time of the census. The T. O. Smith Community has a slightly higher amount of rental housing than the rest of the City (the percent of rental units city-wide is 42%).

CONCERNS FOR THE T. O. SMITH COMMUNITY

Below is a list of concerns which were identified during development of the T. O. Smith Community Plan. More detail on each issue can be found in the background report prepared on the community.

ZONING

1. Existing zoning which does not meet present Community Policies:
 - a. **Policy 1: A definite edge to a development and buffering between types of uses should be provided to protect the integrity of each use, e.g., between commercial and residential uses, between types of residential uses.**
 1. Commercial on Washington Boulevard has expanded eastward toward Ogden Avenue and the commercial on Harrison Boulevard has expanded south and west.
 - b. **Policy 4: Zoning should reflect the existing use of the property to the largest extent possible, unless the area is in transition.**
 1. The C-3 on the south side of 30th Street from Washington to Adams includes several single-family homes.

2. The isolated CP-3 on the northeast corner of Brinker Avenue and 32nd Street has a CP-2 use.
 3. The R-3 zone in the northeast section of the community between Jackson and Quincy and north of Patterson between Jackson and Van Buren includes sections of single-family homes.
 4. The R-4 along Harrison Boulevard includes several professional offices and between Harrison and Van Buren includes several single family homes.
 5. The R-4 between Jackson and Quincy north of Sullivan Road includes sections of single-family homes.
 6. The R-4 on 30th between Van Buren and Brinker includes sections of single-family homes.
 7. The R-3 south of 30th Street between Washington Boulevard and Jefferson Avenue is mostly single-family homes and duplexes.
- c. **Policy #5: Where possible, properties which face each other across a local street should be the same or similar zone. Collector and arterial roads may be sufficient buffers to warrant different zones.**
1. The commercial zoning on Ogden Avenue across from residential zoning.
 2. The commercial on the south side of 30th between Adams and Washington across from R-1. The C-3 on Washington Boulevard between 32nd and 30th Streets.
- d. **Policy #6: Zoning boundaries should not cut across individual lots or developments (i.e., placing the lot into two separate zones). Illogical boundaries should be redrawn to follow along property lines.**
1. The commercial zoning boundary along Washington divides some lots into two different zones.
 2. The R-4 along Washington Boulevard divides some lots into separate zones.
 3. The R-3 boundary from 31st to 30th Streets between Porter and Jefferson divides lots into two different zones.
- e. **Policy #9: Any nonresidential zone abutting residential zones should be planned zones (e.g., CP-1, CP-2, MP-1) to help minimize the impacts on residential uses.**
1. The C-3 on Washington Boulevard between 32nd and 30th Streets.
- f. **Policy #12: Utilize vacant inner block parcels and corner lots for higher densities, avoiding disruption to lots on a street having primarily single-family homes. New inner block developments should be compatible (e.g., heights) with the surrounding single-family homes.**
1. The R-3 zone at the corner of Sullivan and Quincy Avenues.
- g. **Policy #14: Discourage small lot developments of multiple density uses.**
1. The R-3 zone in the northeast section of the community has and continues to develop as separate, small lot developments which are not tied together by architecture, landscaping, circulation patterns, etc.
- h. **Policy #19: Existing businesses on collector and arterial streets should be allowed to expand while providing adequate buffer with adjacent residential neighborhoods.**
1. Commercial on Washington Boulevard has little or no room to expand.
 2. Commercial on Harrison Boulevard.
2. Should Community Policy #15 (see appendix #2) dealing with professional offices in R-4 and R-5 zones be amended to

- reflect the changes to the R-4 and R-5 zones which removed professional and business offices as allowed uses in those zones?
3. What is the purpose of the Professional and Institutional Zone? Should the PI Ordinance be reviewed to see if it is accomplishing what it was intended to accomplish when it was adopted?
 4. Should Community Policy #4 be amended so property is not rezoned on a lot-by-lot basis to allow nonconforming uses, but to establish districts or like uses?
 5. Should an adjustment to the zoning in this community be made similar to that which was done in the East Central Community with the R-2EC and R-3EC zones because of smaller lot sizes in the community?

LAND USES

1. What should the future uses along the west side of Harrison Boulevard be?
2. Is a commercial study needed to help determine where and how much commercial is needed in the City?

HOUSING

1. Are there illegal conversions being done of single-family homes to duplexes, and if so, what should be done to stop such conversions?

COMMUNITY FACILITIES

1. Elementary school boundaries place children who live across local streets from each other in different schools.
2. Children west of Adams Avenue are bussed out of the community to the north part of the City to attend school.
3. Should there continue to be a park planned for the Sullivan Hollow area? Should the storm water detention pond on Sullivan Road be developed as a park?

TRANSPORTATION

1. Transportation Plan: A new transportation Plan for the City needs to be adopted.

2. 30th Street
 - a. should 30th Street be classified as an arterial street?
 - b. Should it be widened to accommodate traffic traveling from Harrison Boulevard west to I-15?
 - c. What precautions should be taken to mitigate impacts from a possible 30th Street widening?
 - d. What precautions should be taken to insure that residents have adequate input into the decision-making process regarding the future design and function of the Street.
3. Monroe Boulevard
 - a. What should be done with Monroe Boulevard south of 30th Street to improve the safety of the street where it makes a sharp turn down a hill onto to Sullivan Road?
4. Quincy Avenue
 - a. Should Quincy Avenue south of 30th Street be designated as a continuation of the north-south collector route from Monroe Boulevard?
 - b. If Quincy Avenue is to be a north-south collector from 30th Street south, should a traffic light be placed at the intersection of 30th and Quincy to facilitate the transition of north-south traffic from Quincy Avenue to Monroe Boulevard?
5. **Undeveloped Streets:** What should be done with the streets in the community which have been recorded, but never constructed?

UTILITIES

1. What re the storm water drainage problems west of the cemetery and what can be done to solve them?
2. Street lights need to be installed at the corners of Orchard Avenue and 35th Street and Gramercy Avenue and Sullivan Road.

T. O. Smith Community Plan

1. CHANGES TO COMMUNITY POLICIES:

Proposed amendments to existing policies:

#4. Zoning should reflect the ~~existing use of the property~~ prevailing character of an overall district or neighborhood to the largest extent possible, with consideration being given to the use and characteristics of individual properties. Districts determined to be in transition may be given special consideration. ~~to the largest extent possible, unless the area is in transition.~~

#15. The P-I zone should be preferred rather than ~~the R-4 or R-5~~ other commercial zones when rezoning for office development.

#19. Existing businesses on collector and arterial streets ~~should~~ may be allowed to expand while providing adequate buffer with adjacent residential neighborhoods. The expansion of businesses abutting a local street in a residential zone should only be considered if a landscaped setback comparable to that of the existing homes on the street is provided and no access is allowed from the local street to the business.

2. IMMEDIATE CHANGES TO THE ZONING MAP

A. Zoning boundaries should not cut across individual lots or developments (i.e., placing the lot into two separate zones). Illogical boundaries should be redrawn to follow along property lines (See Map #1) Redraw the following zone boundaries as shown on Map #1:

1. Lot split by the commercial and residential zone boundary between Washington Boulevard and Ogden Avenue. Redraw so zone boundary follows rear of lots (See D & E, Map #1)

2. Leave lots split by the CP-3 and R-2 zone boundary between Washington Boulevard and Ogden Avenue because they contain residential uses on Ogden Avenue. (See F Map #1)
3. Lots split by the R-4 and R-2 zone boundary between Harrison Boulevard and Van Buren Avenue be redrawn so zone boundary follows lot lines (See A, B & C on Map #1)
4. Leave lot split by the r-4 and R-2 zone boundary between Harrison Boulevard and Van Buren south of 32nd Street because of the amount of property fronting on Van Buren Avenue. (See G Map #1)

B. Any non-residential zone abutting residential zones should be planned zones (e.g., CP-1, CP-2, MP-1, etc.) to help minimize the impacts on residential uses (see Map #2)

1. Rezone the C-3 on the south side of 30th Street to CP-3 (See B, Map #2)
2. Rezone the C-3 on the east side of Washington Boulevard from 30th to 32^{nds} Street to CP-3 (See B, Map #2)

C. Zoning should reflect the existing use of the property to the largest extent possible, unless the area is in transition.

1. Rezone multi-density zoning which has been overlaid on areas of single-family zones and duplexes (See Map #2).
 - a. Rezone from R-4 to R-2 properties between Quincy and Jackson Avenues, Patterson and Sullivan Road. (See G, Map #2).
 - b. Rezone from R-3 to R-2 properties on the south side of Patterson between Quincy Avenue and Brinker Avenue

(Except for the six-plex on the southwest corner of Eccles and Patterson) and properties on the east side of Jackson Avenue between Patterson Avenue and Healy Street (see H, Map #2).

- c. Rezone from R-3 to R-2EC properties on the north side of Patterson between Jackson and Brinker Avenues (See I, Map #2).
 - d. Rezone from R-3 to R-2 property between 30th and 32nd Streets, Washington and Jefferson. (See K, Map #2)
 - e. Rezone from R-3 to R-2 properties between Sullivan Road and Healy Street, Quincy and Gramercy Avenues (See L, Map #2).
2. Rezone single-family home at 3143 Ogden Avenue from CP-3 to R-2 (See D, Map #2)
 3. Rezone property at 32nd Street and Brinker Avenue from CP-3 to CP-2 (See E, Map #2)
 4. Rezone from R-2 to R-2EC properties between 30th Street and Patterson Avenue, Quincy and Van Buren Avenues (See J, Map #2)

3. GUIDELINES FOR THE FUTURE

A. Sullivan Hollow Area

Establish a committee of residents from the community and other experts to develop recommendations concerning:

1. Improving the detention pond and vacant property owned by the City at Sullivan Road and Monroe Boulevard for a nature park.
2. closing or redesignating Monroe Boulevard between Patterson Avenue and Sullivan Road where it turns sharply down a steep hill and
3. providing sidewalks along Sullivan Road from Quincy to provide safe

pedestrian access and to help keep children who walk to and from school along Sullivan Road from walking in the street and blocking traffic.

B. Transportation

1. Adopt an overall transportation plan for the City which would include:
 - a. addressing traffic congestion problems on Washington and Harrison Boulevards;
 - b. answering the question about how 30th Street should be classified;
 - c. answering whether or not Quincy Avenue below 30th Street should be the continuation of the north-south collector route from Monroe Boulevard;
 - d. consideration of developing a policy which would allow the City to install sidewalks in areas where sidewalk is needed for safety reasons without setting up a special improvement district..
2. Street Vacations:
 - a. Look at vacating the following sections of road which have been recorded but never built:
 - Fowler Avenue between Patterson and Sullivan Road
 - 31st Street and Monroe Boulevard where they are recorded in dedicated park land
 - Madison Avenue where it would intersect with 32nd Street
 - 31st Street where it would intersect with Madison Avenue
 3. 30th Street
Notify all property owners along 30th Street on both the north and south sides of the street and any other interested residents in the T. O. Smith Community about

public hearings concerning the 30th Street Classification.

C. Possible Future Zoning

1. Harrison Boulevard

Look at R-4 zoning on Harrison Boulevard south of 32nd Street after the PI (Professional/Institutional) Ordinance is reviewed to determine what the appropriate zoning is given the mixture of uses which exist there.

2. Ogden Avenue

To balance the need of businesses on Washington Boulevard to expand and the neighborhood's need to be protected from the commercial:

a. consider allowing commercial to expand from Washington Boulevard onto the west side of Ogden Avenue on a case-by-case basis based on the following criteria:

1. A landscaped setback equal to that of existing homes on Ogden Avenue is provided. Corner lots which orient away from Ogden Avenue may have insufficient depth to provide such a setback. In such cases a reduced setback may be considered provided other means of buffering to protect the neighborhood are included e.g., a screening hedge on or near the property lines'
2. No access is allowed from Ogden Avenue. However, access on Ogden Avenue may be considered for a commercial and residential mixed use development, or if the building(s) are associated with the commercial use directly to the west, as long as the development is under one ownership;

3. The business cannot obtain adequate space by expanding north or south on Washington Boulevard;

4. Frontage on Washington Boulevard is similar to or greater than the width of the rear on Ogden Avenue;

5. Individual parcels of residential uses on Ogden Avenue are not further isolated by the expansion; and

6. Design of non-residential buildings on the east side of Ogden Avenue shall be of residential character, similar in height, materials and rooflines to residential structures.

b. Consider allowing commercial to expand from Washington Boulevard onto the east side of Ogden Avenue on a case-by-case basis based on the following criteria:

1. For a commercial and residential mixed use development if the building(s) are associated with the commercial use directly to the west across Ogden Avenue, and as long as the development is under one ownership;
2. a landscaped setback equal to that of the existing homes on Ogden Avenue is provided. Corner lots which orient away from Ogden Avenue may have insufficient depth to provide such a setback. In such cases a reduced setback may be allowed provided sufficient buffering to protect the neighborhood is included,

- e.g., screening hedge on or near the property lines.
- 3. Only a single access from Ogden Avenue may be allowed.
- 4. The business cannot obtain adequate space by expanding north or south on Washington Boulevard.
- 5. Individual parcels of residential uses on Ogden Avenue are not further isolated by the expansion.
- 6. Design of non-residential buildings on the east side of Ogden Avenue shall be of residential character, similar in height, materials and rooflines to residential structures..

(Ord. 2006-65 adopted 11/7/06)

- c. Use Redevelopment programs to help bring back distressed residential properties along Ogden Avenue.

4. **DIRECTIONS TO THE STAFF**

A. Commercial

- 1. Do a commercial study for the City;
- 2. Review and rewrite the Professional/Institutional section of the Zoning Ordinance so its usage can reflect existing and new development.

B. Housing

- 1. Provide information in the City Newsletter and other news media about zoning regulations which restrict the conversion of single-family homes to duplexes;
- 2. Rewrite the Group Dwelling ordinance to include more specific standards for multi-density developments;

C. Transportation

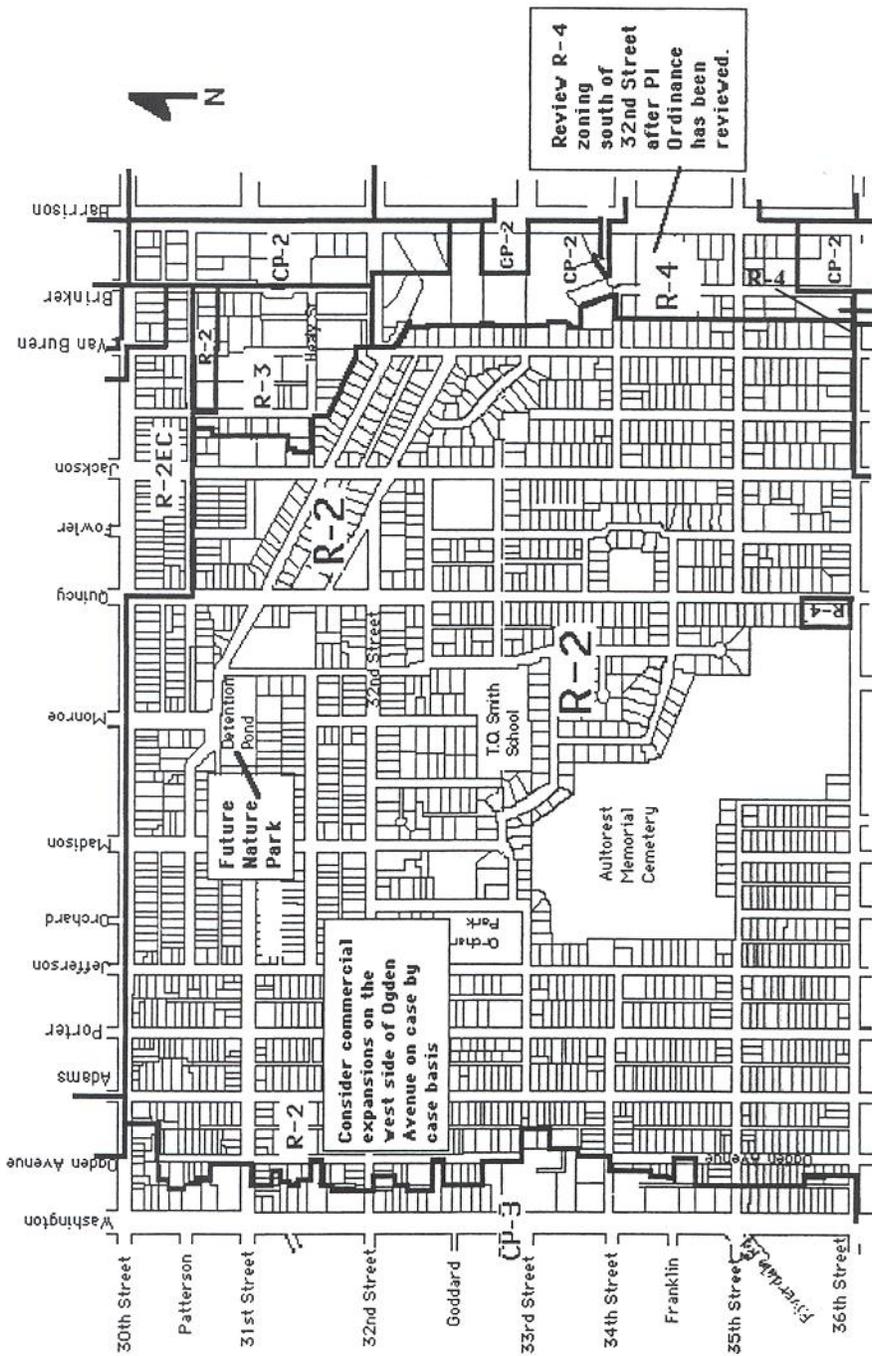
- 1. Determine the best process for trying to establish a permanent walkway for

school children through the St. Paul's Church property.

D. Utilities

- 1. Place a street light at the corner of Orchard Avenue and 35th Street.
- 2. Have Engineering continue to identify areas with storm water drainage problems;
- 3. Develop a solution for storm water drainage problems east of the cemetery on 34th Street and Jefferson Avenue.

**Adopted by the Ogden City Council
8/16/1994 (Ord. 94-30 Res 90-30; Amended:
Ord. 2006-65 – 11/7/2006;)**



Plan Map

8/16/94