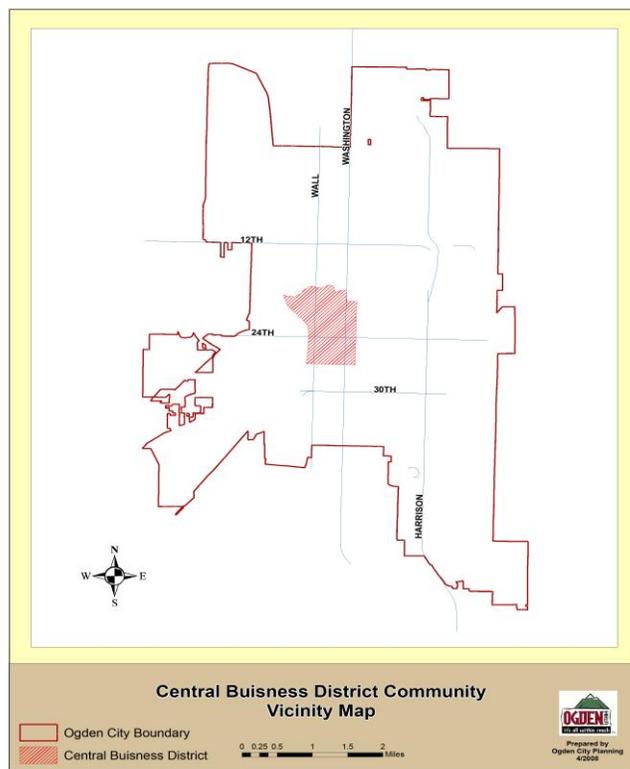


### A. Background

The Central Business District (CBD) Planning Community is as the name implies: Ogden City's downtown. The community boundaries are between 20<sup>th</sup> Street on the north and 27<sup>th</sup> Street to the south. The eastern boundary is the centerline of Adams Avenue, between 20<sup>th</sup> and 27<sup>th</sup> Street, though in reality, the corridor between 20<sup>th</sup> and 27<sup>th</sup> functions as a transitional area between the CBD and the East Central neighborhood. The western boundary is the rail road tracks, which is an expansion of the original CBD boundaries. The CBD area is as shown in Map 1.

This is an update of the existing CBD District Plan, which was adopted in 1990, following the RUDAT study of 1987. The main focus of this District Plan was its Economic Development Element. The hallmarks of that plan's policy direction were the reorganization and marketing of the Union Station, developing the Ogden River Parkway, the preservation of the Egyptian Theater, the creation and implementation of the CBD Zoning Ordinance, the creation of the Municipal Gardens as one unified block with an amphitheater and continued with the establishment of a mixture of compatible land uses in the CBD. These plan directions have been accomplished.



*Map 1 CBD Location*

### 1. Population Characteristics

The largest population centers currently around the CBD are to the east and southeast, in the East Central neighborhood. A key component of a downtown's viability is its proximity to population centers and its own function as a place for people to live, work and play. In 2000, the CBD resident population was approximately 1,763. This is only 2% of the city's total population at that time. The community consists of 5% of the total land area in Ogden City. The resident community of the CBD is growing. The current population is 2,596, with approximately 1000 additional persons coming in the next few years based upon approved and proposed projects. Other demographic characteristics distinguish the CBD neighborhood from the city as a whole are:

- The neighborhood appears to be most attractive to “empty nesters” even though there is a charter elementary, middle and high school in the CBD. The exceptions

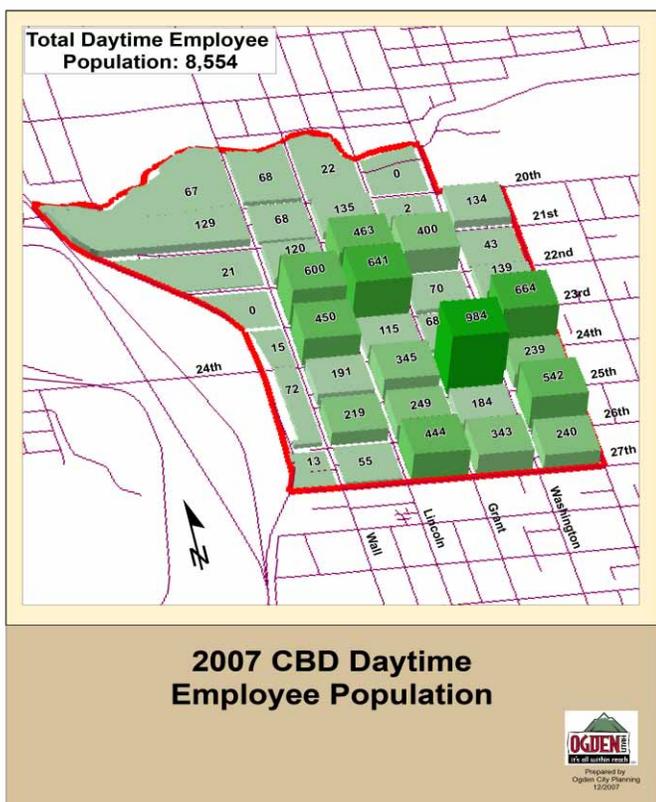
would be the long time residents on the periphery of the CBD.

- The neighborhood has a daytime employee population of 8,554 persons, engaged largely in the office/service sector. Although some of these jobs are private, the majority of employment is federal, state, county and city government jobs.
- These tend to be solid, if not high paying jobs.

development in the CBD. This trend has begun with the recent approval of several high density living complexes within the CBD.

**2. Land Use / Zoning**

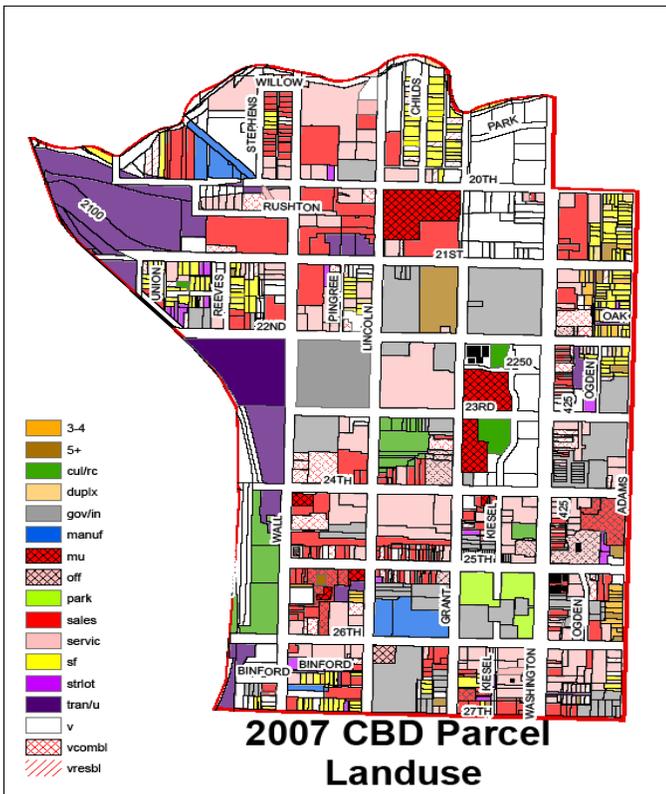
The CBD Community currently contains a mix of office, retail, institutional, recreational, some manufacturing, along with varying densities of housing from older single family homes to new apartment buildings. The established zoning of the CBD includes primarily CBD and CBDI (Central Business District Intensive) zoning designations. These zones were established as part of the 1990 CBD plan. The intensive zone (CBDI) follows Washington Blvd. and 24<sup>th</sup> and 25<sup>th</sup> Street area where development patterns were urban. The CBD zone provides support uses with design standards. These are the dominant zoning designations within the CBD. The CBD zoning includes the majority of the remaining land within the CBD community plan area with the exception of the M-2 block between 20<sup>th</sup> and 21<sup>st</sup> and Wall and Lincoln Avenues. This area is currently dominated by numerous auto repair related businesses. There is also a parcel zoned M-2 that is west of Wall and between Binford and 27<sup>th</sup> Street that contains St. Anne’s homeless shelter. At the northern end, between Wall Avenue and Grant and 18<sup>th</sup> and 20<sup>th</sup> Street is a “Mixed Use” (MU) zoning that is oriented to the future development along the Ogden River. The River Project is a high density/residential area with some commercial and open space components. This area will serve as a transition from the CBD to the neighborhood to the north and provide an important high density housing opportunity area.



Map 2 Daytime Employee Population

Population growth is a city and region-wide trend that will impact the downtown area as well as the entire city. The population of Weber County was projected to nearly double by 2050, with the population of Ogden City estimated to increase over 40%. Since there are few opportunities for Ogden to expand its boundaries, the new growth will primarily occur in the form of infill housing and higher density

## 15.B Central Business District (CBD) Community Plan



Map 3 Land Use

### 3. Community Resources

The CBD is the geographic, cultural, and governmental center of Weber County. It contains a variety of living, working, entertainment and eating establishments in its most condensed urban form for the entire region. While there are other retail centers within Weber County, this area contains the mixture of components of commerce, entertainment, transportation and government that make an urban center. Recently, transit has come into the mix of uses with the intermodal hub and the UTA station for the Frontrunner commuter rail which began service in April 2008. It is the overall goal of property owner's residents, merchants and city officials in the CBD to increase the prominence and importance of the CBD. Key to this is transforming the area from just day use to a safe and attractive 24 hour community.

The CBD contains various areas that have developed over time. Each area is within walking distance of the other as shown in Map 3. Historic 25<sup>th</sup> Street, which is renowned for its architecture and history that helped shape Ogden in its early years. There is a growing development of small specialty shopping and art galleries emerging along 25<sup>th</sup> Street and Washington Blvd. There are also numerous eating and drinking establishments. The Eccles Convention Center and Peery's Egyptian Theater is located on the west side of Washington Blvd. These are indoor venues for performing arts and conferences.

To the north is The Junction development. This redevelopment of the site that housed an 800,000 square foot urban mall is now being developed in the central core as a mixed use urban center that includes entertainment, recreation, dining, retail and housing. West of this area is Lindquist Field, the home of the Raptors, and Ogden Plaza which contains commercial space and the three charter schools.

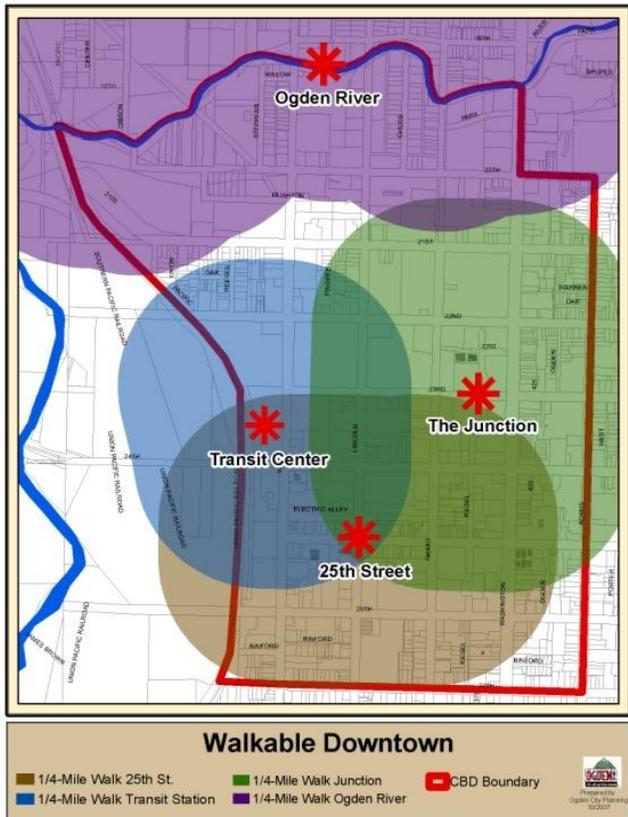
Along the west side of Wall Avenue is the transit hub that serves as the main transfer point for buses and taxis, and the recently opened UTA commuter rail station. South of 24<sup>th</sup> Street on the west side is the historic Union Station, that houses three museums, a restaurant and railroad memorabilia.

The LDS Temple and Tabernacle are situated on the block between 21<sup>st</sup> and 22<sup>nd</sup> and Washington and Grant Avenues.

Just north of the CBD is the Ogden River Parkway with its fully developed bicycle/pedestrian path that follows along the Ogden River. This trail extends to the east and west of the CBD, and is a central feature of the River Project development.

The governmental (city, and state) centers are located within the 2500 block of Washington Blvd. and at the Weber County offices located at

the northeast corner of 24<sup>th</sup> and Washington Blvd. The Municipal Gardens that surround the city offices are also the site of the outdoor amphitheater, the location of the summer farmer’s market and winter Christmas Village. The Public Safety Center is situated just north of the charter school at the corner of 22<sup>nd</sup> and Lincoln Avenue and houses the city’s fire and police departments.



#### 4. Housing Stock

The CBD housing stock is a mix of dwellings of various age and density. Some of the old single family homes still exist from when the CBD was just forming. There has been a recent emphasis of mixed use housing and higher density housing. The mixed use projects have dwelling units that sit above ground floor commercial space. In the Historic 25<sup>th</sup> Street area the mixed use style has created 55 units of various types on the block.



*Housing at Union Square*

West of Wall Avenue between 21<sup>st</sup> and 22<sup>nd</sup> Street is a nonconforming old neighborhood of mostly single family homes mixed in with some industrial uses.



*Home located west of Wall south of 21<sup>st</sup>*

## 15.B Central Business District (CBD) Community Plan

The Colonial Court Apartments are a relatively new group of apartments located on the block just west of the LDS Temple complex between Lincoln and Grant Ave. A new phase is breaking ground on the block just north of the LDS Temple grounds.



*Colonial Court I Apartments*

The housing type in the River Project which is the CBD transition located between Washington and Wall Avenues and 20<sup>th</sup> street and the river is in the process of redevelopment which will be a collection of mixed uses focusing on retail and higher density housing such as apartments, town homes, row houses and lofts.

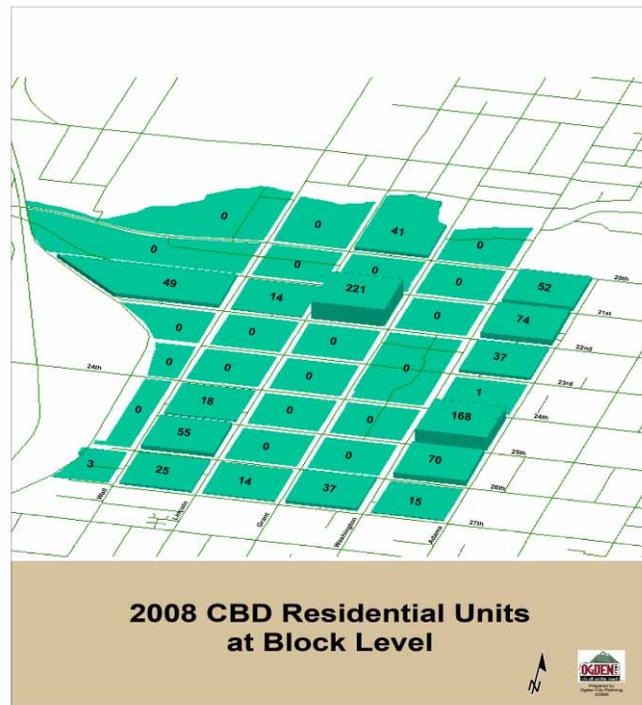
The Adams Avenue corridor which includes the properties on both sides of Adams Avenue and back to Ogden Avenue between 20<sup>th</sup> and 27<sup>th</sup> is characterized primarily as low density detached housing, especially on the east side. Stretching from 20<sup>th</sup> Street and 27<sup>th</sup> between Washington and Adams Avenues are numerous dwelling units of all types, ranging from single family homes to the mixed use studio apartments at the Park (Adams) Place at 24<sup>th</sup> and Adams Avenue. There has not been any central theme or consistency of style or architecture on the buildings in this area. This is an area of transition between the more “urban” core and the adjacent residential neighborhood.



*Park (Adams) Place at 24<sup>th</sup> and Adams Ave.*



*Single family home along Adams Avenue*



*Map 5 Residential units by block*

### B. Community Comment

Community Comments and information were collected in several different steps:

- a) A community wide open house was held on November 1, 2007 at the Megaplex 13 theater complex in The Junction. Many issues relating to Ogden's downtown were discussed. A sign-up sheet for the advisory committee was circulated.
- b) One advisory committee was formed and met 5 times between December 2007 and February 2008. During this time, committee members analyzed the downtown, and began to formulate broad recommendations for the downtown area.
- c) On March 19, 2008 the Planning Commission conducted the first work session. Each planning commissioner offered suggestions relating to specific parts of the downtown.
- d) On April 9, 2008 a 2<sup>nd</sup> community wide open house was held at the Megaplex 13 complex. The advisory committee recommendations were presented to the public. Residents and business owners in the downtown offered their comments and feedback to the advisory committee recommendations.
- e) Numerous work sessions with the Planning Commission followed between April 16 and July 2, 2008 to formulate the recommendations from the Steering Committee and public input into vision statements and objectives for the CBD Community Plan.

The following is a list, by topic of the 5 primary issues identified from the public meetings by the Steering Committee and public input.

#### 1. Community Identity

A common theme in the public meetings was the importance for Ogden residents to portray Ogden and especially the downtown in a positive light. Ogden has long been the victim of its own negative perception. Now the citizenry are beginning to see a change in the physical landscape of Ogden's downtown. To carry on the positive momentum that has started, it was deemed important for Ogden to capitalize on the unique history of Ogden and re-emphasize the growing number of activities that are available in the CBD.

#### 2. Transportation

A key element of a downtown's vitality is the ability to move around. Ideally, a downtown will have multiple options for modes of transportation. These would include bus, rail, auto, bicycle, walking and perhaps others. One of the most important modes is "walking". People need to feel safe and be interested in those areas of the downtown to make walking happen. The major north/south corridors of Washington Blvd. and Wall Avenue traverse downtown Ogden. Comments from both citizens and UDOT that Wall Avenue should be the corridor that carries through traffic from one end of the city to the other were made. Washington Blvd. is envisioned as the retail corridor characterized by slower speeds and inviting commercial opportunities along both sides.

#### 3. Land Use

Ogden has the unique opportunity at this time to develop a rich variety of land uses in the downtown, using the existing key elements of the downtown as a catalyst. Currently there are recreation, retail, art, housing, dining, office, government, entertainment and religious institutions uses operating in the CBD. The goal is to enrich and increase these opportunities to a "critical mass" that makes the downtown internally sustainable and attractive to residents and tourists alike.

### **4. Economic Development**

A successful downtown is marked by an expanding economic base, that may at first require governmental incentive programs, but which would soon give way to market driven forces. The goal is that the variety of land uses discussed above would work together to foster a climate of economic expansion and diversity. Increased employment and increased private investment, brought about by a clean, safe, well lit, and easily accessible downtown can create a positive synergy of activity that radiates out into the nearby neighborhoods. The areas nearby benefit by rising property values and thus increased investment brought about by the economic success of the CBD.

### **5. Housing**

The new tide of housing has already begun with such developments as the Colonial Court apartments I and II, the Earnshaw building in The Junction, and the mixed use housing projects that are also in The Junction. New housing opportunities in the downtown will be marked largely, but not exclusively, by market rate mixed use. These would include the River Project area, the Transportation Oriented Development (TOD) around the Intermodal Hub and Frontrunner Station, and the projects in The Junction.

**C. Central Business District Community Vision**

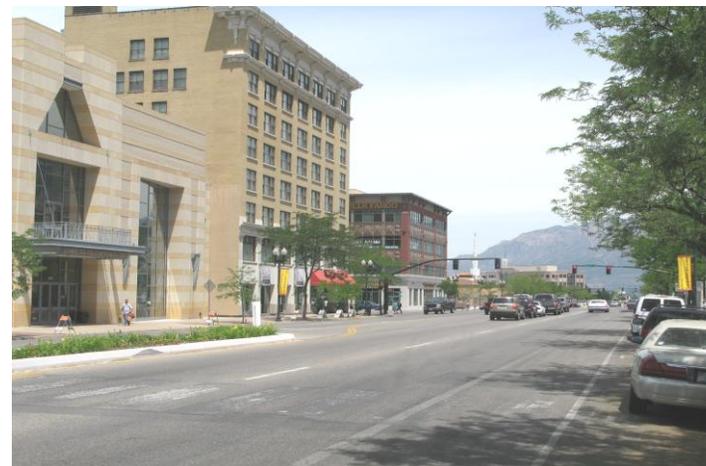
The Central Business District (CBD) Community Vision establishes a comprehensive guide to future physical land use patterns and desired attributes expressed by the Community. The downtown development is always changing and a vision of the direction of future downtown development is key in directing the changes for the betterment of the CBD and Ogden City. The vision was developed through community meetings held at Megaplex13 theaters in the Junction and through advisory committee meetings and the public planning process.

This section will describe the community vision and lay out specific, attainable objectives to realize that vision. Implementation and prioritization of objectives will be addressed in the next section.

The Central Business District Vision is expressed using five different topics. These topics are Community Identity, Transportation, Land Use, Economic Development and Housing.



*Pictures of the changing nature of development at 24<sup>th</sup> and Washington over 100 years.*



### COMMUNITY IDENTITY

#### 1. Strengthen the positive perception of the City

Ogden City's downtown has faced the challenges typical of most U.S. downtowns in the last thirty years; that of decline due to the shifting market patterns and the decentralization of the population away from the city center. Ogden is one of a few Utah cities that had developed around a strong central city core and has not developed in the past few decades from vacant farm ground.

Key to the success of anything, including a downtown is the way it portrays itself and the confidence property owners, business owners and the general population have in the downtown. Our initial visual impressions about the downtown, whether right or wrong, determine our general mind set about a community. If the initial perception is negative it takes a lot of effort to change that mind set.

One key area to focus on in presenting a good first impression is the physical aspects of the downtown. Completing the public street amenities such as street lights, trees and sidewalk, show that the community places an emphasis on a livable, humane and safe downtown. Public art in key areas indicates the community takes pride in itself and its citizens and is proud of its history and its vision for the future.



*Public Art near intersection of Grant and 24th*

### Vision Objectives

- 1.A. Promote the positive aspects of Ogden by means of media, celebrations, and development to the citizens of Ogden as they are the City's most important ambassadors. Promotion should include:
  1. The close proximity to natural assets such as the Ogden and Weber Rivers and the mountains provide outdoor recreation.
  2. The health and environmental benefits of a walkable downtown.
  3. The history and future opportunities that Ogden has in being a desirable location to live, work and play.
  4. The various transportation links that make it easy to get to downtown Ogden.
- 1.B. Complete physical improvements for a unified streetscape by installing street lighting, seating and street trees in the CBD where needed.
- 1.C. Work to provide visual clues that the downtown is safe and inviting, through programming, physical improvements and code enforcement. Have a nonvehicle police presence on the streets. Work with business owners regarding code and safety concerns, i.e. quick removal of graffiti, building maintenance and security.
- 1.D. Work with agencies that care for the needy to maintain and enhance their properties so they create a positive environment for those they serve at the same time enforcing regulations regarding panhandling and other public assembly crimes.
- 1.E. Enhance the cultural qualities of downtown by introduction of art in the form of sculpture and murals in and around public walks and gathering spots to enliven areas. Areas such as blank wall sections of the Junction Parking terrace and along the 23<sup>rd</sup> Street side of Lindquist Field are areas where enhancements can be made.

COMMUNITY IDENTITY

2. Expand Community Pride

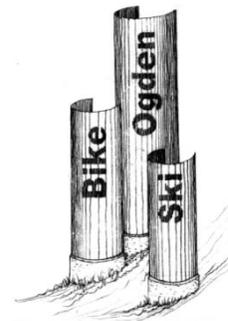
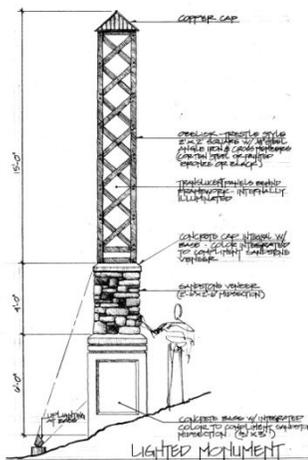
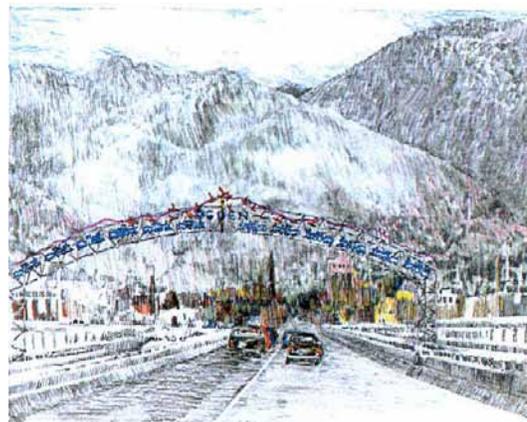
For some life long residents, the standard for a vibrant downtown is how Ogden was up until the 1960's. This is the standard by which the CBD had been judged as being a good place. Some may look at the decline in retail shopping that had occurred as an indication that Ogden is not a good place when the reality is it has weathered the storms typical of many other downtowns and is now reclaiming itself by looking at the key assets that have always made Ogden a great place to live and work.

Those who come to Ogden often comment on the wonderful assets of the community; its location next to two rivers and at the base of the mountains, the preservation of historic structures which give it a sense of establishment and the new development that is taking place. These fresh eyes remind us of why Ogden is our home.

Community pride is shown by the way properties are maintained by both private property owners and the city. Community pride is also indicated in the way the city promotes itself to others, the way businesses promote themselves as being part of the community, and the positive ways people talk and work to improve the CBD which in turns benefits all of Ogden.

Vision Objectives

- 2.A. Educate property owners to understand their obligations of maintaining the appearance of their buildings through cleaning, painting and maintenance. Such actions as keeping the sidewalk clean in front of their building and building maintenance is a sign of commitment to their investment and the community.
- 2.B. Develop entryway features in the form of landscaping, sculpture, archways and signage into Ogden from the west side that identify entrances into the CBD and conveys the past and future of the city and extend theme lighting from downtown to Harrison along 24<sup>th</sup> Street as the east entrance into the downtown.



COMMUNITY IDENTITY

Vision Objectives (cont.)

2 Expand Community Pride (cont.)



*Outdoor street dining*

2.C. Encourage food and drinking establishments to provide outdoor seating on public sidewalks and on their grounds and permit merchants to bring inventory onto the sidewalk for specific days.

2.D. Support the ability of the city to create and operate a regular maintenance of the public improvements installed in the downtown such as trees, tree grates, street and tree lighting and pavement and that when replacements are done they are done in a manner that retains the quality of the public improvement design.

2.E. Preserve and capitalize on Ogden’s unique history by:

1. Encouraging the preservation and restoration of landmark buildings in the downtown through Landmarks Commission nomination of buildings to the local and national register.
2. Providing ways to tell the stories of Ogden which are the unique aspects of the City history and use them to help promote multifaceted tourism to the City.
3. Continuing the use of Crossroads of the West funding as a key government/private tool to accomplish historic preservation and tell Ogden’s rich story.
4. Allow for interactive games and socialization by placement of outdoor furniture and game tables.
5. Preserving the historic character and National designation of the 25<sup>th</sup> Street National Historic District.



*Historic marker on lower 25<sup>th</sup> Street*

### COMMUNITY IDENTITY

#### 3. Improve the knowledge of what to do in the CBD

One of the important functions of the CBD is to provide entertainment, cultural gatherings and celebrations of the community. Providing a variety of reasons to come to the CBD is a key function which distinguishes the CBD from other general retail areas.

The City and many organizations have sponsored great community gathering events such as the Farmers Market, Monday Night Movies, entertainment at the amphitheater, film festivals at the Egyptian, and Harvest Moon on 25<sup>th</sup> Street to name some of the activities as well as the minor league summer baseball of the Ogden Raptors.

Many times a concern has been expressed that people do not know about the activities that are taking place until after the fact.

The activities are held for the benefit of the citizens in the area. Making sure that conflicting activities are not planned and that advertising the events reach the most people possible helps to improve the CBD because people become more familiar with it and have positive experiences.



*Summer Farmers Market*

### Vision Objectives

- 3.A. Use a variety of methods such as newsletters, signs, brochures to inform the public of downtown activities.
- 3.B. Utilize “way finding” signs where appropriate to illustrate location of structures, activities, and other specific locations of interest in and outside the CBD. Directional signage should be on main entry ways into the city.
- 3.C. Modify the City’s website to raise interest and provide information on what is happening in the downtown.
- 3.D Encourage Downtown Ogden Inc. to explore ways through modern communication tools (beyond the newspaper) to notify citizens of community events, such as brochures, posters and publications.
- 3.E. Consider employing a firm to assist in the advertising of Ogden’s variety of activities.
- 3.F. Improve the system to co-ordinate and advertise the various community activities sponsored by various organizations which target a variety of reasons to come downtown with focus on high adventure, entertainment, culture, tourist promotion and family activities.
- 3.G. Use local businesses to inform their employees/clients about events in Ogden.
- 3.H. Use banners on every other street light pole to both define the general activity areas of the CBD such as the Junction, the River Parkway, the Municipal Gardens, historic areas, and the Fronrunner station and then use changeable event banners on the remaining poles to promote the changing activities such as farmers market, Christmas Village, film festivals, art strolls, 24<sup>th</sup> of July parade and other events.

### COMMUNITY IDENTITY

#### 4. Focus “Community Gathering” at defined locations

Ogden City’s downtown has rich traditions and cultural features that translate into varied, attractive and distinct locations for community gathering. The Union Station and Historic 25<sup>th</sup> Street celebrate Ogden’s railroad and associated history.

The 24<sup>th</sup> of July parade on Washington Blvd. and Christmas Village at Municipal Gardens are traditional gatherings. The development of the amphitheater in the Municipal Garden has created another gathering venue for arts and entertainment. Union Station and 25<sup>th</sup> Street have also developed special community gatherings such as Harvest Moon, the Art Stroll and the annual Hostler model train event. The Egyptian Theater has film festivals and other entertainment venues. New construction has an opportunity to create other gathering points for activities which should be pursued such as the central plaza at the Junction and a river park along the River Project.

As Ogden’s downtown continues to develop, all these locations stand to gain additional activity and patronage. These areas can act as the focal points that help to build a community by “bringing people together”.



*Peery’s Egyptian Theater*

### Vision Objectives

4.A Coordinate between the City and other civic organizations efforts and activities to bring people downtown to these locations keeping in mind:

1. The activities need to bring people downtown at different times for different reasons.
2. Use activities such as festivals, concerts, street musicians and entertainment as a draw to the downtown.



*Municipal Gardens and City Hall*



*Lindquist Field – home of the Ogden Raptors*

**TRANSPORTATION**

**5 Provide for more efficient use of land for parking in the downtown**

Parking has been and will continue to be a major concern in the CBD. Current regulations require individual uses to provide for its own parking at least within 500 feet of the use. This practice has led to surface parking lots in the downtown and more private use lots. While this has increased the total number of parking stalls downtown, it has led to fewer available public stalls and fewer buildings which is contrary to the urban character of a downtown. With the advent of commuter rail, more mixed use, higher fuel prices and the additional modes of transportation becoming available, it is appropriate to revise the parking standards to a more “block by block” basis, with an added consideration for efficiency with respect to space, time, and land uses. Location within the block and distances to the specific uses will be evaluated. Also, innovative ways of parking management will be evaluated for their applicability in the downtown.



*Potential stacked parking solution*



*Reverse Angled parking*

**Vision Objectives**

- 5.A Investigate and implement by means of ordinance revision, agreements and other tools a more effective and continual use of existing parking facilities.
- 5.B Create a parking master plan and amend parking regulations based on:
  1. Block need based parking demand
  2. Provide for innovative design and management of public parking facilities.
  3. Determine the best locations (near the center of the blocks) for these facilities based upon sound urban policy.
  4. Establish public/private participation to address parking needs.
  5. Shared parking on a block by block basis.
- 5.C Provide “You are here” maps at the parking facilities near the elevators and stairwells.
- 5.D Encourage on street parking within the CBD. Where physically possible, except State roads, use angled parking, center island angle parking, and reverse angled parking for safety reasons.



*Example of mid-block diagonal parking*

**TRANSPORTATION**

**6. Define movement within the downtown**

The transportation network of Ogden’s downtown is defined by roads, sidewalks and rail lines. The system has both local and state controlled roads. Wall, Washington and 24<sup>th</sup> Streets are UDOT controlled roads. Establishing Wall Avenue as the “through” way to carry north and south bound traffic into Ogden and out of Ogden seems consistent with that policy. Washington Blvd. has a different character and is a retail oriented street with commercial store fronts and a high degree of use from both drivers and pedestrians alike.

A full interchange at 24<sup>th</sup> Street and I-15 remains a goal of the city to re-connect downtown through West Ogden. This would benefit not only downtown Ogden with its proximity to I-15 but also West Ogden with additional traffic to that area.

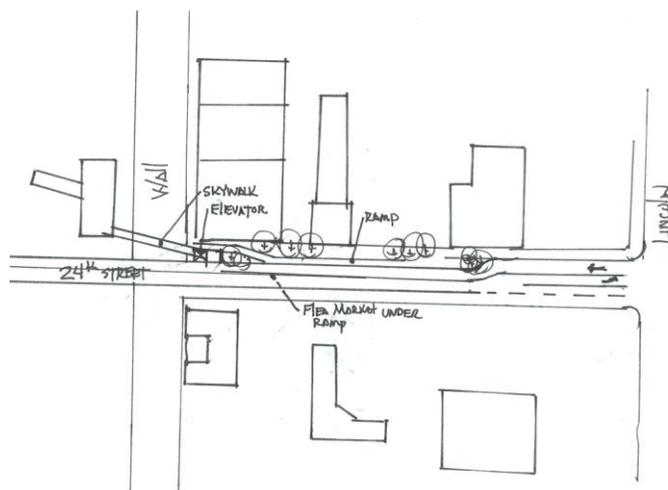
With the main transportation terminals in Ogden on the west side of Wall Avenue, it is important that the crossings at 23<sup>rd</sup> and 25<sup>th</sup> Streets be enhanced to facilitate pedestrian movements to and from these terminals.



*Washington Boulevard. looking north*

**Vision Objectives**

- 6.A Promote Wall Avenue to be a “through” arterial that carries vehicles rapidly north/south keeping in mind pedestrian safety at critical crossings at the Union Station and Transportation hubs.
- 6.B Consider redesigning 24<sup>th</sup> Street from Wall to Lincoln Avenue in order to allow left hand turns at Lincoln and to create a good pedestrian connection from the Intermodal Hub to the rest of downtown.



- 6.C Pursue 24<sup>th</sup> Street full interchange at I-15 and Pennsylvania Avenue.
- 6.D Work with UDOT so that they consider the urban context of Washington Blvd and how that makes distinctions from general State roads so that it can function as the city’s main street in terms of landscaping and other visual enhancements.
- 6.E Improve the visibility of the pedestrian crossings of Wall at 23<sup>rd</sup> and 25<sup>th</sup> Streets by means of textured sidewalks, color or other visual means.

### TRANSPORTATION

#### 7. Develop and enhance the various modes of Transportation options for the CBD

Cities must offer a variety of transportation modes, especially in the downtown. The multiplicity of modes is important for residents, tourism, shoppers, diners, and entertainment seekers. To improve and accommodate the projected growth of these sectors, bikeways and a looped transit system are additional modes that are desirable transportation components to Ogden's CBD. Some cities have incorporated "free transit" zones within their city centers. A system of a looped mass transit system with free transit downtown could be the main spine of downtown travel with all the other modes being incorporated to complement it.

There are unique experiences along the river that can contribute to the rest of the CBD. The city should look for ways to incorporate the river experience into Ogden's downtown, by creating pedestrian and bike connections from downtown to the river.



*Bike/Ped bridge crossing Ogden River in CBD*

### Vision Objectives

- 7.A Develop an integrated transportation system that employs multiple modes that includes the intermodal hub, Frontrunner and 25<sup>th</sup> Street.
  - 1. Provide for a "looped transit system".
  - 2. Promote pedicabs and other downtown circulation loops.
  - 3. Consider the use of future longer transit systems that would be located through the downtown and how it can aid in the downtown mass transit.
- 7.B Install defined bike lanes in a connected downtown system.
- 7.C Promote bicycle and pedestrian access into and around the CBD. Create a defined bike/pedestrian only route from the Frontrunner Station to the Ogden River west of Wall Ave.
- 7.D Provide support for placement of the proposed (18) additional bike racks in the CBD.
- 7.E Encourage UTA establish "free transit" zones or a local shuttle in the downtown.
- 7.F Encourage better use of mass transit in the CBD by enhancing the stops with amenities such as a paved surface to wait on and artist designed shelters for protection from the weather.



*Downtown bus stop*

TRANSPORTATION

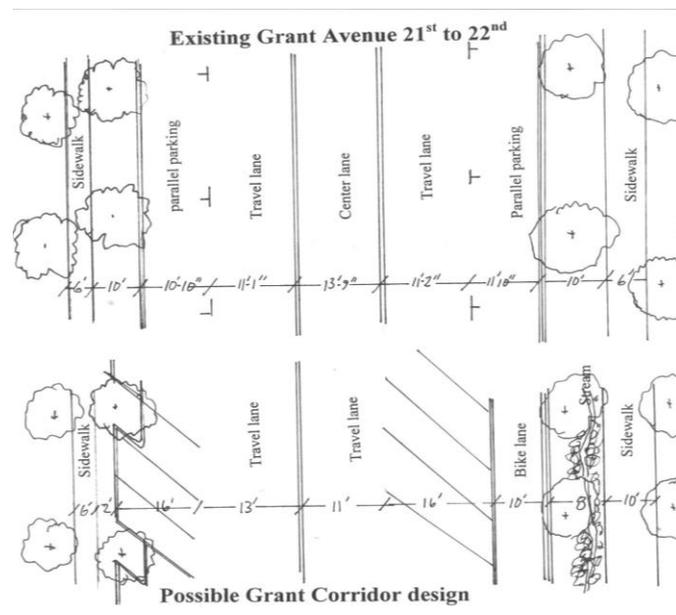
8. Pedestrian Linkages between significant locations within the CBD

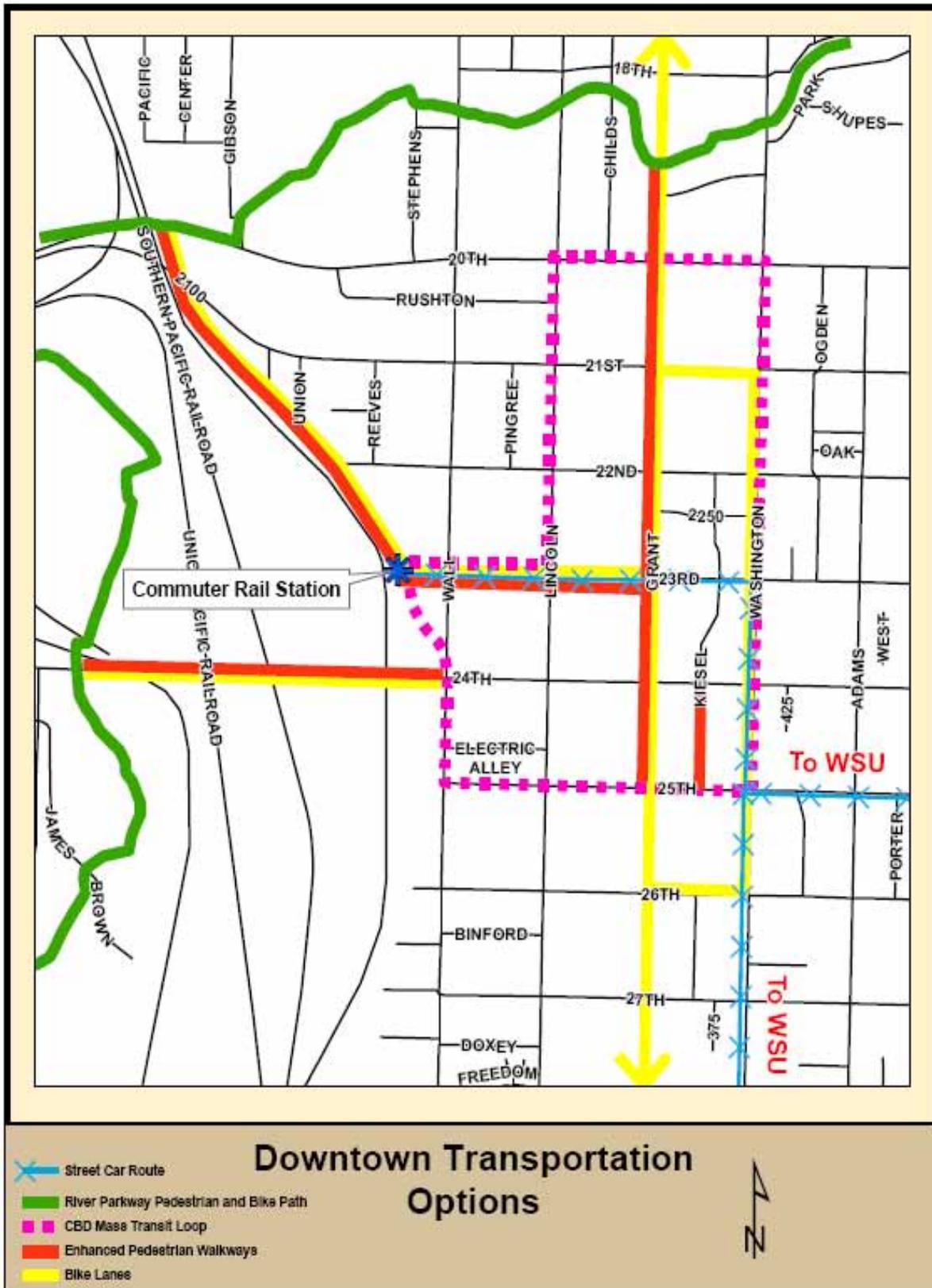
One of the hallmarks of a thriving downtown is its pedestrian activity. This is a function not only dependent on commerce or daytime and nighttime population but also the quality of the walking experience and the variety of things to see and discover along the walk. Walking should be the preferred mode of movement between those areas of interest in the downtown. However, a pleasant walking experience depends upon the perceived amount of safety and a high degree of interest along the route travelled. Safe walking areas are identified as being separated from the automobile traffic and parking, and wide enough so that no less than two persons can walk comfortably side by side. This generally requires a minimum of between 10'-12' in width in a downtown setting. The separation is frequently defined as a physical barrier. These barriers can be as minimal as an elevated curb, but should include trees, lighting and other pedestrian amenities. Storefronts, public art in the form of murals or sculpture, or interesting features contribute to the interest factor that acts to draw the individual down the route and thus enhances the experience. Main pedestrian links should be identified by these features. The optimal walking experience would have sidewalks that are substantially separated from the automobiles by landscaping on one side (passive interest) and then a more actively interesting view on the other side that specifically attracts the pedestrian's interest (murals, kiosks, store windows, public sculpture, vistas)



Vision Objectives

- 8.A Provide good pedestrian links to the Union Station, 25<sup>th</sup> Street, The Junction, the Ogden River, hotels and the conference center.
- 8.B Certain corridors shall be developed as pedestrian connection linkages where pedestrian travel shall be afforded enhancements and automobile traffic will be de-emphasized. Three key corridors are:
  1. 23<sup>rd</sup> Street between the Frontrunner Station and Grant Avenue. This area should be enhanced with special lighting, public art and other amenities for a better pedestrian experience between the transit hubs and the Junction.
  2. Kiesel Avenue between 24<sup>th</sup> and 25<sup>th</sup>. This should be enhanced to define it as a key pedestrian link from the amphitheater to the Junction.
  3. Grant Avenue from the river to 25<sup>th</sup> Street. This connection should be enhanced by a widened and tree covered pedestrian walk way and defined bike lanes.





**Downtown Transportation Options**

-  Street Car Route
-  River Parkway Pedestrian and Bike Path
-  CBD Mass Transit Loop
-  Enhanced Pedestrian Walkways
-  Bike Lanes



### LAND USE

#### 9. Provide for appropriate activities and land uses

The focus of the downtown is to provide places for people to live, work, recreate, shop, and eat. The goals for the future contain elements that are borrowed from the past. The arrival of the Frontrunner brings back an element of Ogden's old railroad days. It is a stated goal to restore Washington Blvd. as a major retail destination, and that 25<sup>th</sup> Street would remain a place for dining, specialty shops and entertainment. The concept of "Mixed use" is really not a new concept. It is largely the traditional framework of urban development with commercial activities on the ground floor and living on the floors above. However, in the modern context this type of development will be of higher intensity and density than in the middle of the last century where only 1 or 2 stories above the store fronts was the norm. This higher density is necessary to achieve the economy of scale along with the interplay of critical mass of people, activities, and commerce. One type of mixed use is Transportation Oriented Development (TOD) marked by subtle differences in service type commercial land uses, with even less parking requirements than mixed use. The key component of the Land Use element to the CBD District Plan is the Land Use Map. It illustrates the "Vision Objectives"

### Vision Objectives

- 9.A Provide for horizontal and vertical mixed use development in specific areas of the downtown (see land use vision map). Horizontal mixed use development includes uses that differ in each building such as an apartment next to an office next to a retail use that are next to each other along the street fronts. Vertical mixed use development includes:
1. Ground floor development of retail, personal services and entertainment.
  2. Uses above the ground should be residential, office, and or special commercial uses.



*Mixed Use Development (Retail/Residential)*

- 9.B Maintain Washington Blvd. as the main retail corridor and Historic 25<sup>th</sup> Street as the hub for specialty shopping in the downtown. In addition;
1. Secure the placement of a grocery store near the center of the CBD
  2. Create an "Arts and Entertainment" area(s) specifically around 24<sup>th</sup> and 25<sup>th</sup> Streets.

**LAND USE**

**9. Provide for appropriate activities and land uses (cont.)**

**Vision Objectives (cont.)**

9.C Large single use retail should be located north of 21<sup>st</sup> Street and west of Wall Avenue with mixed use along the Ogden River. The challenge will be to integrate the large retail presence with mixed use development that focuses on the Ogden River and blends comfortably with the River Project area to the east.

9.D Provide for transit oriented development (TOD) within ¼ mile from the transit hub and commuter rail station. TOD would increase downtown housing opportunities with high density development along with the appropriate ground level service land uses such as laundry, pharmacy, restaurants, shopping and alternative transportation options.

9.E Create key urban open spaces at locations based on residential density. These venues can be pleasant locations for people to congregate, relax, or recreate.

9.F Allow uses that will promote a “24 hour presence” and be a center of employment. 24 hour presence includes the placement of high density housing, entertainment, work areas and shopping so people interact to increase the vibrancy of the downtown area as a hub for residents, patrons and employment.



*Conceptual TOD and Frontrunner Station*



*Example of downtown open space*



### LAND USE

#### 10. Build upon our Urban Identity

The history of Ogden is steeped not only in the railroad, but also in the rugged pioneer heritage and as a place of Native Americans, trappers and notorious activities along 25<sup>th</sup> Street. Adding to that theme Ogden is carving out a niche as a place of high adventure, primarily for mountain and river sports. Bringing both together in an urban setting is important for a downtown. Streetscapes should be dominated by interesting store fronts and not parking lots. The Ogden River and its associated parkway can contribute to Ogden's urban setting in a unique way. The city should take the lead in way finding signage, along with placement of photos, murals and art that celebrates Ogden's past and future.

### Vision Objectives

- 10.A Revise CBD zoning to enhance images of compact urban development, pedestrian accessibility, interesting store fronts along street frontages, rather than parking lots.
- 10.B Develop an urban setting along the river within the CBD with themed lighting, trees, sidewalk treatments, and inclusion of urban type uses along the trail.



*Public art in The Junction*



*Restaurant dining by the Ogden River*

### LAND USE

#### **11. New development should embody sound urban form and respect the context of Ogden's already built environment**

The shape or urban design of a downtown is what is frequently most often associated with a city's identity. How it relates to people who venture into the downtown is what people take away in their perceptions of that city. It is that impression that will often determine if the person wants to revisit the city to do business, to shop, socialize, play and even live. For that reason it is very important that the impressions left must be of an attractive, functional and engaging downtown that makes you want to return for more.

Ogden's downtown is experiencing a dramatic change in appearance and function. The arrival of the Frontrunner coincides with the development of The Junction, The River Project, American Can and the Park Walk Subdivision just north of the Temple. The trends and desires of the city are to blend modern function with architectural elements of the traditional Washington Blvd. main street that pays homage to the past, while providing a safe, attractive, and walkable downtown. There are other design components relating to scale, color and building materials that will need to be addressed. This can be accomplished through employment at least in part through adoption of "form based code" to assist in steering that urban form toward the desired direction.

LEED certified projects (projects with one or more environmental and material conservation components) are the future of development. The city should consider requiring all city projects to be LEED certified and that private projects also employ at least some of these practices.

The CBD district is made up of several distinct areas that may take on specific design criteria. For example, the River project has defined in part its own theme for land uses and design which is different than main street

Washington retail. The Adams Avenue corridor between 20<sup>th</sup> and 27<sup>th</sup> Street will likely have a different appearance than The Junction, 25<sup>th</sup> Street, or any other specific district within the CBD. This also applies to 27<sup>th</sup> Street between Wall and Adams Avenue. Each of these areas should have their own themes. As new infill development occurs within the community, new designs should be compatible with the character of the area and should be sensitive to accommodate the urban design standards that set the CBD apart from other areas.

### **Vision Objectives**

- 11.A Amend the CBD Zone to consider form based concepts of appropriate size, height, design, color, materials and signage options for new development. In the 25<sup>th</sup> Street Historic District, flexibility in standards should be balanced with the goal to preserve the historic character and national designation of the 25<sup>th</sup> Street Historic District  
Specific standards could be:
  - 1. See through store fronts at the first story
  - 2. Corner lots shall have a minimum of three stories.
  - 3. Underground utility lines and boxes.
- 11.B Explore ways for LEED certifications for new and retrofitted buildings for the CBD. Disincentives, such as increased impact fees may be a method to encourage LEED design for energy dependent applications.
- 11.C Consider specific sub-districts within the CBD that will retain their own neighborhood feel, design, and prescribed land uses and density such as Ogden Avenue between 20<sup>th</sup> -21<sup>st</sup>.
- 11.D Encourage a CBD sign package that creates a distinctive downtown feel of activity, interest and compatibility

## 15.B Central Business District (CBD) Community Plan



### ECONOMIC DEVELOPMENT

#### **12. Promote downtown as a positive environment for living, working, dining, shopping, professional services and entertainment.**

While the government has its role in the success of a downtown, so does the local business community. Business owners need to promote their uses not only through typical means but also through proper maintenance of their properties. The city can provide guidance in the utilization of principles from Crime Prevention Toward Environmental Design (CPTED) to help create safe areas. Both the downtown governmental agencies and the private property owners may choose some of these concepts that are compatible with desirable urban design principles as development occurs or buildings are removed.

Attracting new businesses and activities is also important. Grouping of different but compatible land uses can create a healthy synergy in the downtown.

Downtown Inc. (DO Inc.) also has an important role to continue the flow of fresh ideas and activities, especially at night time, to further market downtown. A special downtown tax is used to fund D.O. Inc. The proceeds help finance efforts for downtown events as a means to draw people into the area.

### Vision Objectives

- 12.A Work with downtown businesses to emphasize a safe downtown through maintaining and cleaning store fronts and properties, and incorporating crime prevention principles into site and building designs such as: lighting, surveillance, access control, graffiti mitigation etc.
- 12.B Continue to pursue downtown development that clusters uses that create healthy, sustainable development needed for a downtown.
- 12.C Market downtown development as a place that is inviting, yet looks to achieve sustainable economic goals and current environmental practices.



*Open views into buildings*

### ECONOMIC DEVELOPMENT

#### 13. Use economic development in a focused manner for downtown development.

Frequently, it is necessary for governmental interaction to be involved at the outset to initiate the desired types of development. Ideally, these programs can be reduced or eliminated over time. Redevelopment project areas, tax credits, urban homesteading and various other government sponsored programs can be useful in getting businesses and housing development started.

A viable downtown needs to have a critical mass of residents that put people and “eyes on the street”. There is a growing trend and desire, especially for empty nesters to want to live downtown. To meet this demographic trend, the city must maintain focus on making the downtown interesting, safe and enjoyable. These same characteristics are what attract tourism and businesses, which in turn bring employment and investment into the downtown.

### Vision Objectives

- 13.A Use governmental economic incentive to initiate development, but phase out over time as the private sector forces display confidence in the downtown.
- 13.B Attract unique retail, entertainment and recreational experiences that are attractive to tourism, and the greater Weber County area and set Ogden City apart.
- 13.C Focus on promotion of tourism in the downtown.
- 13.D Promote increased tax base, increased employment and increased private investment in the CBD.



*Megaplex13 at The Junction*

### HOUSING

#### 14. Provide for increased housing density and quality in the CBD.

A key to the CBD being a community and having a 24 hour presence is housing. Downtown housing is typically high density. Ogden has thus far followed this principle of higher density residential with its current projects. That trend should continue. The prescribed urban form, along with the land use direction for Ogden City is compatible with high density housing. Transit Oriented Development (TOD) can also provide high density housing in conjunction with specific retail that is especially associated with living around a transit site.

There are numerous buildings in and around the downtown that could find an adaptive new use in the form of housing on upper floors. These are typically industrial buildings that do not meet today's goals for land use in the CBD. They could be adapted to "loft" or other mixed use development options.



*Multi-family Development in The Junction*

### Vision Objectives

- 14.A Ensure that transit oriented development (TOD's) be located near the commuter rail stop.
- 14.B Allow for high density housing at numerous locations in the downtown, primarily above the ground floor.
- 14.C Encourage the use of existing underutilized buildings upper floors for residential uses by adding flexibility to the zoning in the CBD. In the 25<sup>th</sup> Street Historic District flexibility should be balanced with the goal to preserve the historic character and national designation of the district.



*Existing underutilized structure*

### HOUSING

#### 15. Improve the neighborhoods in and around the CBD.

A key principle in developing a sound and flourishing downtown is to ensure the surrounding neighborhoods are clean, attractive and of high quality. This is a major challenge for many cities going through revitalization.

Over time, the neighborhood to the east of the CBD has deteriorated. This is a result of a long period of declining property values fueled by neglect of properties as well as legal and illegal conversions to duplex or multi-family dwelling units. There are deficiencies in infrastructure and the proliferation of social ills that have also contributed to this problem. Two solutions that have been presented are both long term in their implementation and in achieving the desired results. However, code changes can be initiated that promote market rate infill housing and ensuring buildings are converted back to their original density and purpose.

### Vision Objectives

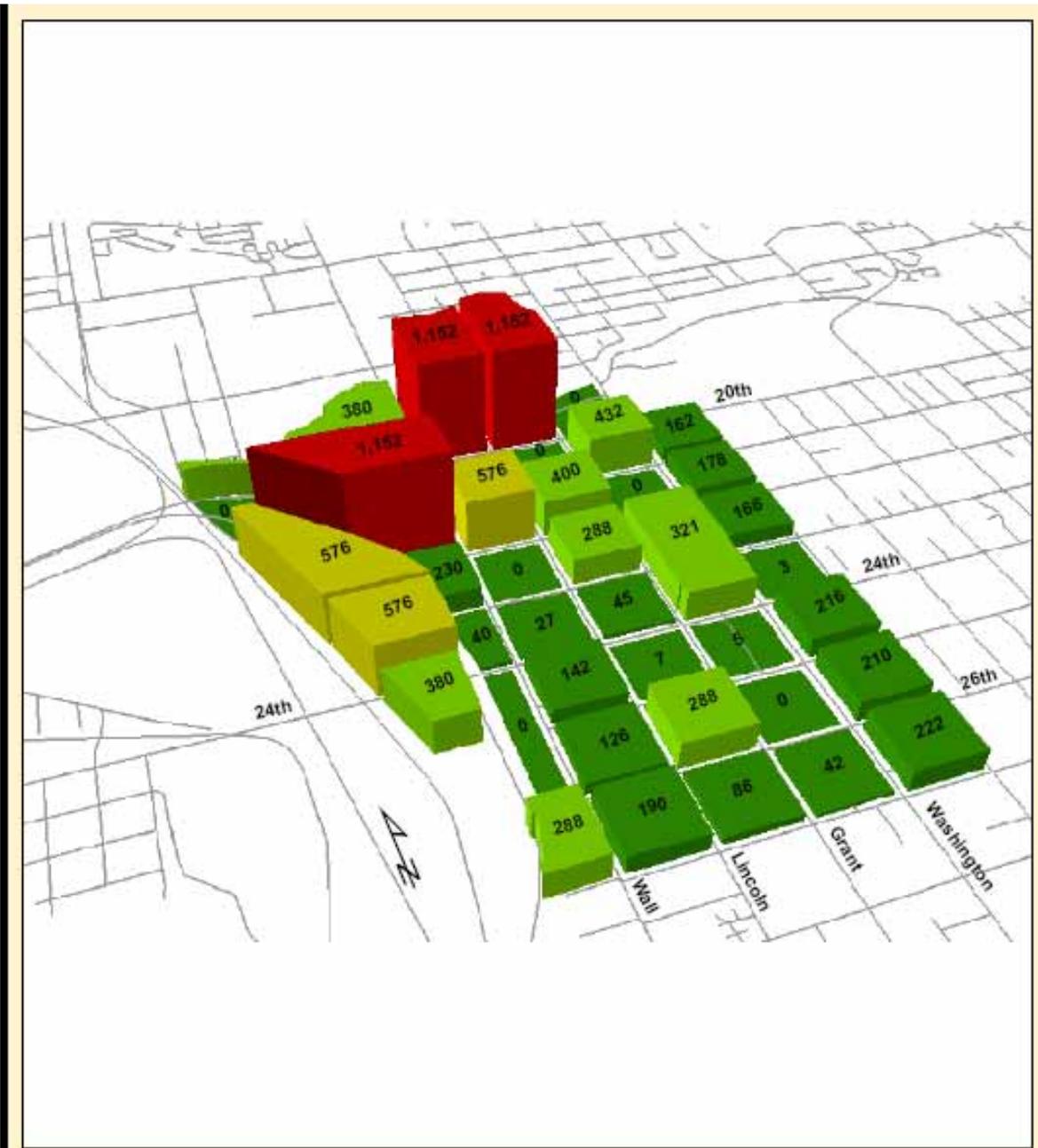
- 15.A Insist that housing in and around the CBD be market rate.
- 15.B Improve the quality of neighborhoods by restoring homes to their original uses by eliminating inappropriate conversions and look for new construction that is characteristic of the neighborhood style.



*Renovation of house on Adams Ave.*



*New construction in the Jefferson Historic District just east of the CBD*



**CBD Population at Build-Out**

- 0 - 249
- 250 - 499
- 500 - 749
- 750 - 999
- 1000 - 1245

  
 Prepared by:  
 Ogden City Planning  
 06/2006

### D. District Plan Implementation

The Central Business District (CBD) vision focuses primarily on 5 topics:

- a. Community Identity
- b. Transportation
- c. Land Use
- d. Economic Development
- e. Housing

The visioning objectives discussed in the previous section, embody the broad and far reaching ideas for Ogden's downtown over the course of next 20+ years. To realize these goals and objectives, tangible mechanisms must be set in place. These mechanisms or implementation methods are the actions that achieve the stated objectives. Below are these objectives along with the implementation strategies to make them reality for Ogden's future.

#### 1. Community Identity Vision

Objective A – Complete physical improvements for a unified streetscape by installing street lighting and street trees in the CBD where needed.

##### Implementation Responsibility

Public Services Dept. and developer

##### Resources

CIP, project development, SID's

Objective B. – Enhance the cultural qualities of downtown by introduction of art in the form of sculpture and murals in and around public walks and gathering spots to enliven areas. Areas such as blank wall sections of The Junctions parking terrace and along the 23<sup>rd</sup> Street side of Lindquist Field are areas where enhancements can be made.

##### Implementation Responsibility

Ogden Arts Commission, building owners, local artists

##### Resources

% for Art, CIP, foundations, building owners

Objective C – Develop entryway features in the form of landscaping, sculpture, archways and signage into Ogden from the west side that identify entrances into the CBD and conveys the past and future of the city and extend theme lighting from downtown to Harrison along 24<sup>th</sup> Street as the east entrance into the downtown.

##### Implementation Responsibility

Public Services and Arts Commission

##### Resources

CIP, Private donations, Block grants

Objective D – Utilize “way finding” signs where appropriate to illustrate location of structures, activities, and other specific locations of interest in and outside the CBD (directional signage could be on main entryways into the city).

##### Implementation Responsibility

Public Services

##### Resources

CIP, grants

#### 2. Transportation Vision

Objective A – Develop certain corridors (see map on page 15.B.18) as pedestrian connection linkages.

- Along Kiesel Ave. from 24<sup>th</sup> to 25<sup>th</sup> Street.
- Along 23<sup>rd</sup> Street from the Frontrunner Station to Grant Ave.
- Along the railway from the Ogden river to the Frontrunner Station.
- Along Grant Ave. between 25<sup>th</sup> Street and the Ogden River.

## 15.B Central Business District (CBD) Community Plan

---

### Implementation Responsibility

City Public Services, City Council

### Resources

Planning Division. CIP

Objective B – Investigate and implement by means of ordinance revision, agreements and other tools a more effective and continual use of existing parking facilities

### Implementation Responsibility

Ogden City Council/ RDA and Planning Commission

### Resources

Planning Division

Objective C - Create a parking master plan based on:

- a. Block need based parking demand
- b. Provide for innovatively designed parking facilities
- c. Determine the best locations (near the center of the blocks) for these facilities.
- d. Establish public/private participation to address parking needs

### Implementation Responsibility

Planning Commission and City Council

### Resources

Planning Division Staff  
City Engineering Staff  
Community Development Staff

Objective D - Provide “You are here” maps at the parking lots near the elevators and stairwells.

### Implementation Responsibility

Planning Division Staff, property owners

### Resources

Development costs, CIP

Objective E – Consider redesigning 24<sup>th</sup> Street from Wall to Lincoln in order to allow left hand turns at Lincoln and to create a good pedestrian connection from the Intermodal Hub to the rest of downtown.

### Implementation Responsibility

UDOT, Public Services, City Council

### Resources

Road Enhancement Funds, Safe Crossing Funds, CIP

Objective F – Pursue 24<sup>th</sup> Street full interchange at I-15 and Pennsylvania Avenue.

### Implementation Responsibility

UDOT, FTA, Ogden City

### Resources

Federal and State highway funds

Objective G – Improve the visibility of the pedestrian crossings of Wall at 23<sup>rd</sup> and 25<sup>th</sup> Streets by means of textured sidewalks, color or other visual means.

### Implementation Responsibility

UDOT, City Public Services

### Resources

State highway funds

## 15.B Central Business District (CBD) Community Plan

Objective H – Install defined bike lanes in a connected downtown system.

### Implementation Responsibility

City Public Services

### Resources

CIP, Road funds, Road Enhancement Grants

### **3. Land Use**

Objective A – Provide for mixed use development in specific areas of the downtown (see land use map). In vertical mixed use development:

- a. Ground floor development of mixed use should be retail, personal services and entertainment.
- b. Uses above the ground should be residential, office and or special commercial uses.

### Implementation Responsibility

Planning Commission, City Council and development community

### Resources

Planning Commission and Staff

Objective B – Provide for Transit Oriented Development (TOD) around the transit hub and commuter rail station. TOD would increase downtown housing opportunities with High density development along with the appropriate ground level service land uses such as laundry, pharmacy, restaurants, shopping and alternative transportation options.

### Implementation Responsibility

Planning Commission, City Council, UTA and private developers

### Resources

Planning Division Staff, private development

Objective C – Revise CBD zoning to enhance images of compact urban development, pedestrian accessibility, interesting store fronts along street frontages, rather than parking lots.

### Implementation Responsibility

Planning Commission and City Council

### Resources

Planning Commission and Staff

Objective D – Develop an urban setting along the river within the CBD with themed lighting, trees, sidewalk treatments, and inclusion of urban type uses along the trail.

### Implementation Responsibility

Planning Commission and Staff, RDA, private developer

### Resources

Capital Improvement Program

Objective E – The CBD Zone to be amended to dictate appropriate size, height, design, color, materials and signage for new development. Specific standards could be:

- a. See through store fronts at the first story along pedestrian walkways.
- b. Corner lots shall be multi-story
- c. Underground of utility lines and boxes.

### Implementation Responsibility

Planning Commission and City Council

### Resources

Planning Commission and Staff

### **4. Economic Development**

Objective A – Use governmental economic incentive to initiate development, but phase out over time as the private sector forces display confidence in the downtown.

#### Implementation Responsibility

Neighborhood Development Division

#### Resources

RDA, Grant programs

### **5. Housing**

Objective A – Improve the quality of neighborhoods by restoring homes to their original uses by eliminating inappropriate conversions and look for new constructions of the neighborhood style.

#### Implementation Responsibility

Planning Commission, City Council

#### Resources

Planning Division Staff, Building Services