

**A. Background**

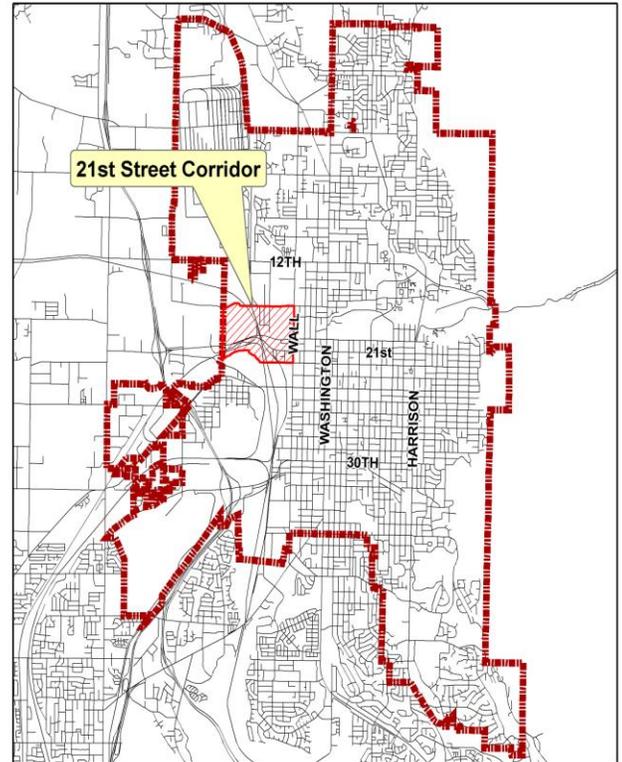
21<sup>st</sup> Street is one of four entryways into Ogden from I-15. This is the only full interchange that enters the downtown with an average of 19,940 trips per day. This corridor is the only one in the City that has a large body of water as a feature. The 21st Street corridor plan starts at the western City limits and extends east to Wall Avenue. 21<sup>st</sup> Street is divided into two one way roads just west of the overpass of the railroad tracks. At this point 21<sup>st</sup> Street is one-way east bound and 20<sup>th</sup> Street one-way west bound from this point to Rushton Avenue. East of Rushton Avenue, 20<sup>th</sup> Street will be two-way in the near future. The corridor ends at Wall Avenue.

**1. Development History**

The 21<sup>st</sup> Street Corridor is one of the newer major entrances to downtown Ogden City. The Weber River is located on the south side of the corridor while the Ogden River is located on the north side of the corridor. Up until the early 1970's the road was narrow and commercial farmland and scattered residents and junk & salvage yards were common uses. The road surfaced cross the main railroad lines that traveled north and paralleled other west bound tracks and was called Middleton Road.



Picture #1 -1960's aerial photo



**21st Street Corridor Vicinity Map**



Map 1- Vicinity map showing location of the Corridor in relation to Ogden City.

The road was fairly flat but the surface crossing over the railroad made it a little used road. In the late 1960's, Interstate 15 was constructed to the west of Ogden City. A full interchange for north and south bound travelers was created. This opened the door for larger traffic volumes into the community. Wilson Lane and its connection to 24<sup>th</sup> Street had long been the traditional access to Ogden from the west. The 24<sup>th</sup> Street Interchange was not designed as a full interchange so another way for south bound traffic to get to downtown was needed. Middleton Road and its surface crossing of the tracks would not be an acceptable solution. In 1968 funds were approved for the construction of 20<sup>th</sup> and 21<sup>st</sup> Street from Wall Avenue to Wilson Lane so that there would be a better

access to downtown from the freeway rather than the traditional Wilson Lane to 24<sup>th</sup> Street connection. However, this project was held up in 1971 due to securing railroad easements between the three railroads. A year later, in 1972, the project was back on track and under construction. In the mid 1970's the road was opened. The construction of the overpass over the railroad tracks required large amounts of earth which came from property to the north of 21<sup>st</sup> Street and west of the railroad tracks. This barrow pit was susceptible to water filling it. It was determined to create an inlet and outlet to the Ogden River which created the 21<sup>st</sup> Street Pond (Picture #2) . The pond was owned by the State since its creation. Pollution problems from the railroad and clean up efforts lead to the agreement to transfer the pond to the City once the clean up took place. Goode Ski Company has acquired the naming rights and concession rights for use of the pond.



Picture #2 -1990's aerial photo

After the road was opened up land uses started to change to have more of an industrial character east of the railroad tracks. At the present time the industrial character is transitioning to commercial. Through all of these changes a small residential neighborhood exists between 21<sup>st</sup> Street and 22<sup>nd</sup> Street west of Wall Avenue.

The area west of the tracks has more of a natural character on the north side of 21<sup>st</sup> Street with the construction of the 21<sup>st</sup> Pond. However the area

west of the pond was used for a construction landfill. This has created a large mound some seventy-five feet tall above the west end of the pond. This area is no longer in operation. Ogden City has obtained ownership of this hill in hopes of providing future recreation opportunities though most of the hill is outside Ogden City limits.



Picture #3 -21<sup>st</sup> Street Pond (Goode Ski Pond)

In the spring of 1995 the City made some landscape improvements to the corridor. The planting was primarily natural except as one approaches Wall Avenue. The planting theme change from natural to formal. Large planting areas along the south side of the corridor were originally planted west of the overpass to provide a screen to the rail yard but the majority of this vegetation has died or been removed by highway maintenance.

## 2. Land Use / Zoning

As the access changed along this corridor so did the uses. Sections of farmland were converted into a pond while junk & salvage yards were converted into commercial.

The 21<sup>st</sup> Street corridor presently consists of a grouping of four main types of uses, commercial, residential, open space and manufacturing.

The first section, beginning on the west end is on the north side. This area is occupied with the 21<sup>st</sup> Street Pond which provides open space. This area is zoned M-2 (Manufacturing and Industrial).

The area on the south side of 21<sup>st</sup> Street on the west side of the overpass is railroad and transportation related. Large silos shown below provide storage near the tracks so the commodities can easily be shipped. This area is zoned M-2 (Manufacturing and Industrial).



*Picture #4 –South side of 21<sup>st</sup> Street west of the overpass*

The area on the east side of the overpass north of 21<sup>st</sup> street is zoned CBD (Central Business District) a large section of this property between 21<sup>st</sup> Street and 20<sup>th</sup> Street is vacant. Businesses that do exist in this area are a roofing supply company and auto related businesses. On the north side of 20<sup>th</sup> street is a new retail business and vacant land that can become additional retail uses.

The final section is the property to the south of 21<sup>st</sup> Street east of the overpass. This area has been a residential neighborhood for many years. It was first zoned M-2 and then rezoned CBD (Central Business District) in 2006. The land uses here are a mixture of nonconforming residential uses and some industrial uses such as warehousing or auto repair.

**B. Community Comment**

**C. 21<sup>st</sup> Street Corridor Vision Strategies**

The 21<sup>st</sup> Street Corridor Vision Strategies establishes a guide to future physical land use patterns, transportation and desired attributes for the 21<sup>st</sup> Street corridor. These were developed through public input on June 15<sup>th</sup>, 2011. Input was also received from the Utah Central Railroad on \_\_\_\_\_, 2011 and Utah Department of Transportation on \_\_\_\_\_, 2011.

The 21<sup>st</sup> Street Corridor Vision Strategies are expressed using text and a graphical map to illustrate the ideas that were developed to create a vision for the 21<sup>st</sup> Street Corridor. The text and maps for the Corridor's vision strategies follow on page 16F.5.

**LAND USE**

**1. Transit Oriented Development**

The intermodal transit hub is located to the south of 22<sup>nd</sup> Street. The area between 21<sup>st</sup> Street and 22<sup>nd</sup> Street east of the overpass is a variety of nonconforming uses which are both residential and manufacturing. Future development should be directed to development that is oriented towards those using the intermodal hub which is referred to as Transit Oriented Development (TOD). TOD'S can provide high density housing in conjunction with specific retail that is especially associated with living around a personal service transit site. The use of the automobile is limited in these areas. Access is mainly by walking, bicycling or using the transit system.



Picture #5- Transit Oriented Development (TOD)

While this would be the ultimate goal of land use in this area during the interim the residents and businesses in this area should not be overlooked. The intermodal transit hub has put added traffic impacts on this area and the current road systems are not designed to

handle this traffic which has created problems. The road surface is in poor condition.

**Vision Strategies**

- 1.A. Ensure transit oriented development (TOD's) be located in the area between 21<sup>st</sup> and 22<sup>nd</sup> Street east of the overpass and west of Wall Avenue.
- 1.B. Provide sufficient parking that is not visible from the street but taking into account the reduced need for the automobile because of the use of public transit.
- 1.C. Eliminate uses in this area that require automobile drive-through windows.
- 1.D. Allow for high density housing, primarily above the ground floor.



Picture #6 – TOD



Picture #7 – TOD

- 1.E. Improve Reeves Avenue between 22<sup>nd</sup> and 21<sup>st</sup> Street in the interim to handle the increased traffic from the intermodal transit hub.

**LAND USE**

**2. Mixed-Use Development**

The area along the Ogden River west of Wall Avenue and east of the over pass has been greatly enhanced with the restoration of the Ogden River. The Ogden River Parkway Trail system runs along this section. New retail development has just opened to the south and future development to the east of Wall Avenue is planned which will focus on the river and a mixed use development. Due to these special features and projects in this area it would be beneficial to consider a mixed use development along the Ogden River west of Wall Avenue.



**Vision Strategies**

- 2.A Ensure that Mixed Use Development occurs along the Ogden River west of Wall Avenue and east of the overpass.
- 2.B. Mixed use development should include ground floor development of retail, personal services and entertainment. The uses above the ground should be residential, office, and or special commercial uses.
- 2.C Development should be sensitive to the river corridor and not impact river quality for views and habitat. Connections to the trail system should be provided so access is possible on both sides of the Ogden River.



*Picture #8- Mixed Use Development (MU)*

**LAND USE**

**3. Retail Options**

The area between 20<sup>th</sup> and 21<sup>st</sup> Street west of Wall Avenue and east of the overpass has been in transition. It had been a salvage yard and then converted to a mix of retail and auto related uses are located in between vacant land. This area can provide for retail development that can make a transition between the Transit Oriented Development (TOD) to the south of 21<sup>st</sup> Street, to the north retail and future mixed use development along the river.

The transition in these areas can be further strengthened through pedestrian connections. A future trail system is planned between the intermodal hub and the 21<sup>st</sup> Pond. This trail system can become an important link between all these different areas. It is important to recognize this potential and implore methods to make transitions between these areas.

The retail options in this area should consider the outdoors due to the proximity to the river while at the same time keeping in mind uses that would benefit Transit Oriented Development due to the proximity to the intermodal hub.

The view of the mountains is another feature that should be considered. Development should be sensitive to the preservation of this feature. The top of the overpass is approximately thirty feet above ground level in this area where the view of the mountains is most prominent.

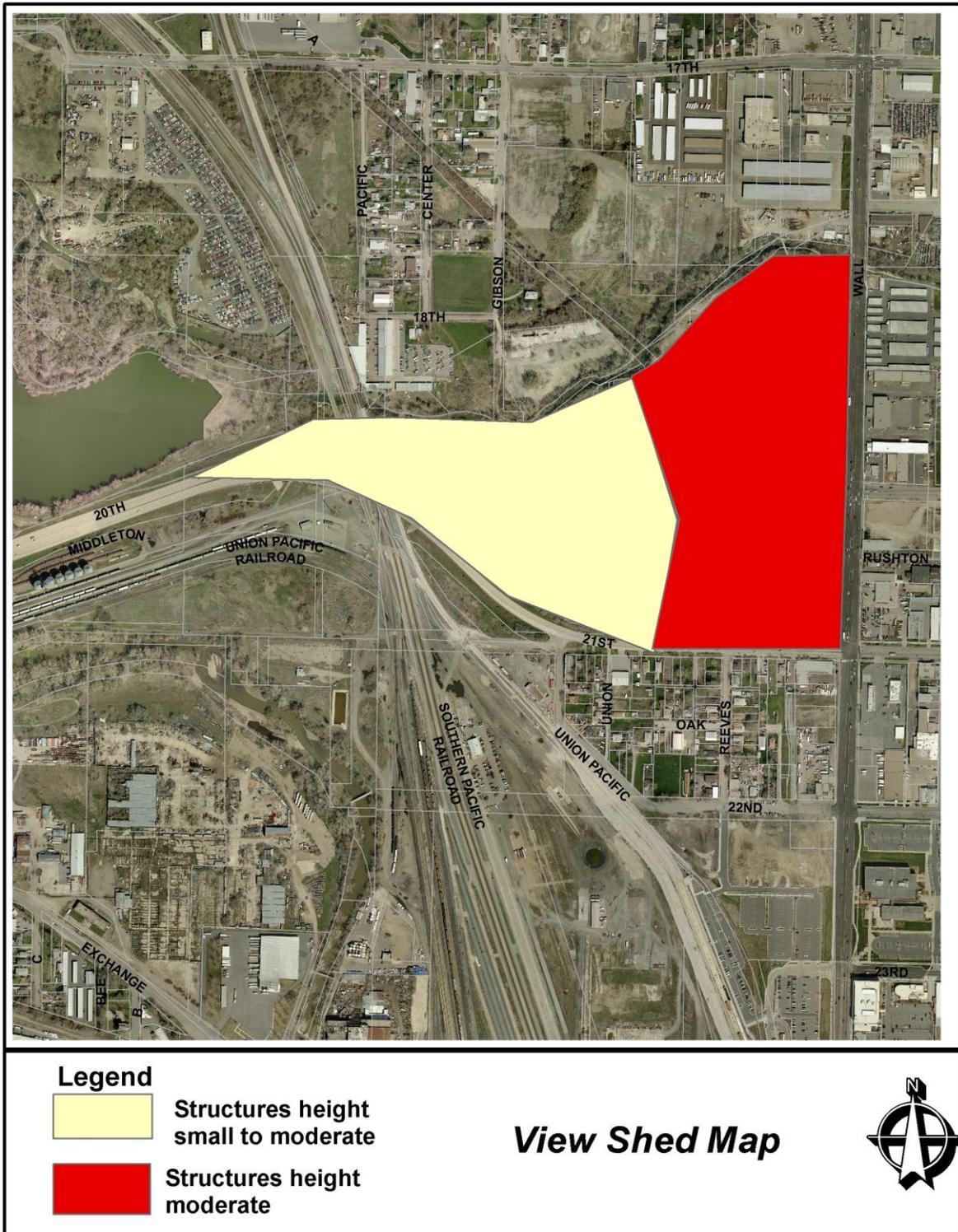


**Vision Strategies**

- 3.A. Development in the areas between 20<sup>th</sup> and 21<sup>st</sup> Street west of Wall Avenue and east of the overpass should make a transition between mixed use along the corridor and transit oriented development through the use of architecture and site design.
- 3.B. Encourage the reduced presence of the automobile by locating parking inside, behind or to the side of the building.
- 3.C. Development should provide connection points to the future trail connection to the parkway that would run under the overpass to the west.
- 3.D. Provide for open space areas that could make the proper connection points to the trail system.
- 3.E. Encourage outdoor and transit oriented uses.
- 3.F. Development in this area should not extend above the top of the overpass at the west end. Development at the eastern portion of this area may extend above the overpass provided it does not impact the view of the mountains.



Picture #9- Retail integrating MU and TOD



**LAND USE**

**4. Open Space**

The 21<sup>st</sup> Street Pond (Goode Ski Pond) provides great vistas along the 21<sup>st</sup> Street corridor for both east and west bound travelers. The use of the pond for fishing and the trail system around the pond provides recreation for the community.

The property to the west of the pond could also benefit from the success of the 21<sup>st</sup> Pond with possible recreational type uses. As this area expands it is important to remember the safety of the pedestrian using the trail system and the automobiles that access this facility from 21<sup>st</sup> Street.



**Vision Strategies**

- 4.A. Rezone this property from Manufacturing and Industrial (M-2) to Community Recreation Zone (CRC-1) or Open Space Zone (O-1).
- 4.B. Recreation type development should only be considered to the west of the pond and should not impact the view to the pond.
- 4.C. Preserve fishing and enhance the wildlife habitat in and around the pond.
- 4.D. Preserve and enhance the trail system around the pond
- 4.E. Automobile access from 21<sup>st</sup> Street should be limited and parking should be enhanced to reflect its natural environment.
- 4.F. Clean up the northeast area around the pond.

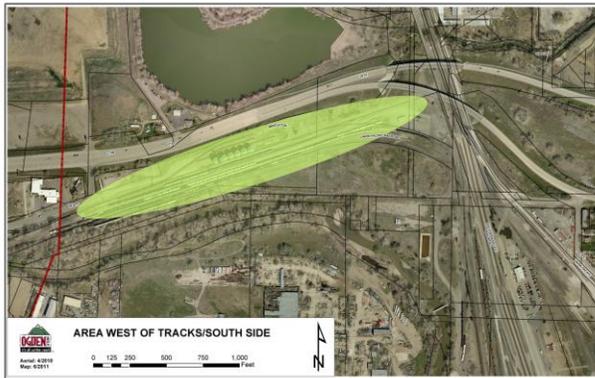


*Picture #10- 21<sup>st</sup> Pond (Goode Ski Pond)*

**LAND USE**

**5. Limited Manufacturing type uses**

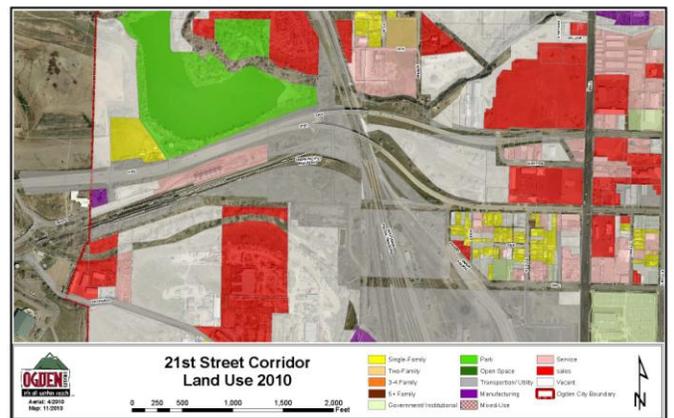
The south side of 21<sup>st</sup> Street west of the overpass is presently used for rail related uses. The Weber River along with rail lines has created a narrow piece of property as shown below.

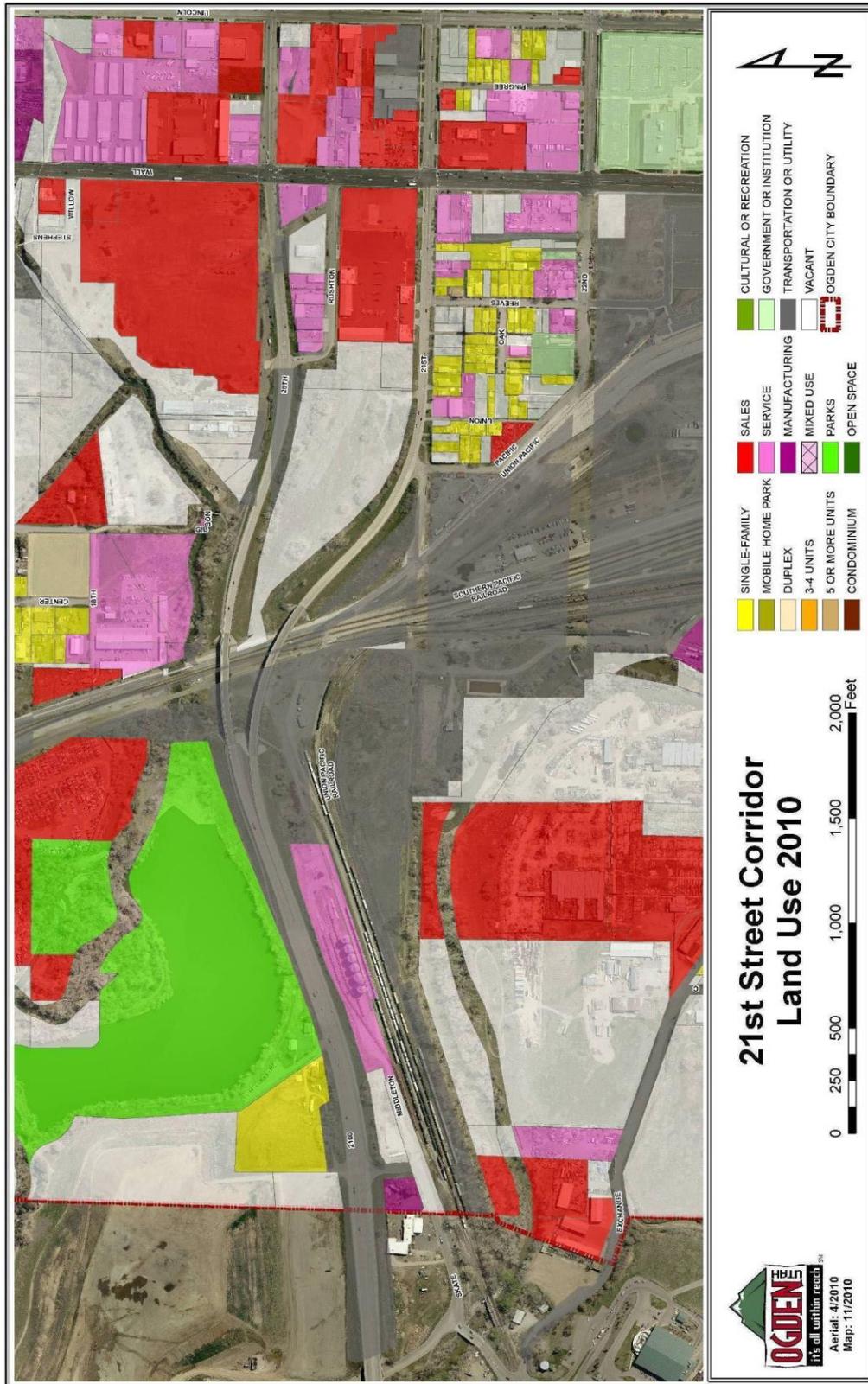


Private land in this area comprises 41.51 acres, while the rail land comprises 7.99 acres. This property while being very narrow has several large silos that are located in this area. The height and mass of these silos cover up some of the views to the Weber River. The silos also compete with the 21<sup>st</sup> Pond vista to the north. It is important that the type of use in this area does not further impact this corridor.

**Vision Strategies**

- 5.A. Limit manufacturing type uses along the south side of the 21<sup>st</sup> corridor west of the overpass by rezoning this area from M-2 to M-1.
- 5.B. Limit the height of structures in this area.





**CORRIDOR ENHANCEMENTS**

**6. Improve Landscape treatments along the corridor and entryways**

The 21<sup>st</sup> Street Corridor is in the process of seeing change due to the Ogden River improvements along with the trail connection east and west. Commercial development along Wall Avenue is also a major contributor to the change along this corridor. A wide variety of uses are also found along this corridor which will only increase traffic demand. The intermodal hub will also increase traffic along this corridor. An important aspect of this corridor is traffic movement but visual impact is also recognized as playing an important part of setting the context of a community. The reason for this is that if little attention is paid to the visual quality of the road as it passes through a specific area, the perception made is the community cares very little about itself. Partnerships need to be formed between highway departments and communities so that the context of the road is expressed correctly.

There are many examples where corridor enhancements have left positive impressions on the communities they enter. These enhancements look at landscaping, preserving or creating vistas, uses, screening objectionable views, connectivity and signage to list a few. Such enhancements also need to address water conservation and restricted maintenance since these are realities, yet thoughtful designs can work with these factors and create a design that leaves a good impression of a community.



*Picture #11 – Corridor entering Sun Valley, Idaho*

**Vision Strategies**

- 6.A. Partner with the Utah Department of Transportation for road enhancements in the right of way to address urban landscape enhancements. Pursue enhancement monies to meet any installation shortages, which may occur in installation of landscaping improvements.
- 6.B. Develop the 21<sup>st</sup> Street corridor enhancement plan with landscaping treatments, which reflect a positive image of the community, address, limited water and maintenance conditions. The plan should focus on the following areas:
  - a. Identify ways to soften views of the rail yard directly to east and west of the overpass.



*Picture #12- Entry corridor east bound*



*Picture #13- Proposed buffer*

**CORRIDOR ENHANCEMENT**

**6. Improve Landscape Treatments along the corridor and entryways**



**Vision Strategies cont.**

- 6.B. Develop the 21<sup>st</sup> Street corridor enhancement plan with landscaping treatments, which reflect a positive image of the community, address, limited water and maintenance conditions. The plan should focus on the following areas:
  - b. Provide natural vegetation on the hillside between 21<sup>st</sup> Street and the Pond. The vegetation in this area should not impact the view to the pond.
  - c. The entrance to the 21<sup>st</sup> Pond parking lot needs to be enhanced with vegetation and signage.
  - d. Identify means to soften the visual impact of the silos and the rail yard west of the overpass.
  - e. The views to the mountains need to be maintained. Vegetation and buildings should be sensitive to the view of the mountains.
  - f. Provide vegetation/fencing east of the tracks that would create an edge in order to make the area safer from the railroad tracks and improve the visual quality of this area.
  
- 6.C. Wrap the existing silos on the south side of 21<sup>st</sup> Street with signage that would provide a welcome to Ogden City sign. Encourage the use of murals on the sign that would showcase Ogden City.
  
- 6D. Provide entry signage into the corridor and along the corridor that would promote Ogden City.

## CORRIDOR ENHANCEMENTS

### 7. Continue to enhance the Trail System, Rivers and 21<sup>st</sup> Pond

The visual enhancements along the Ogden River have improved the appearance of the corridor for trail users and motorists. The river improvements from Wall Avenue to Gibson have improved this corridor; however, the improvements could extend further along the Ogden River and along the Weber River. The trail system which runs along both these rivers is a great amenity and allows the user to experience the river system but could be further enhanced with better signage and sitting areas. The river system could also be connected to the intermodal hub so these users can experience the river system. However, it is important that all trail users feel safe when using the trail system.

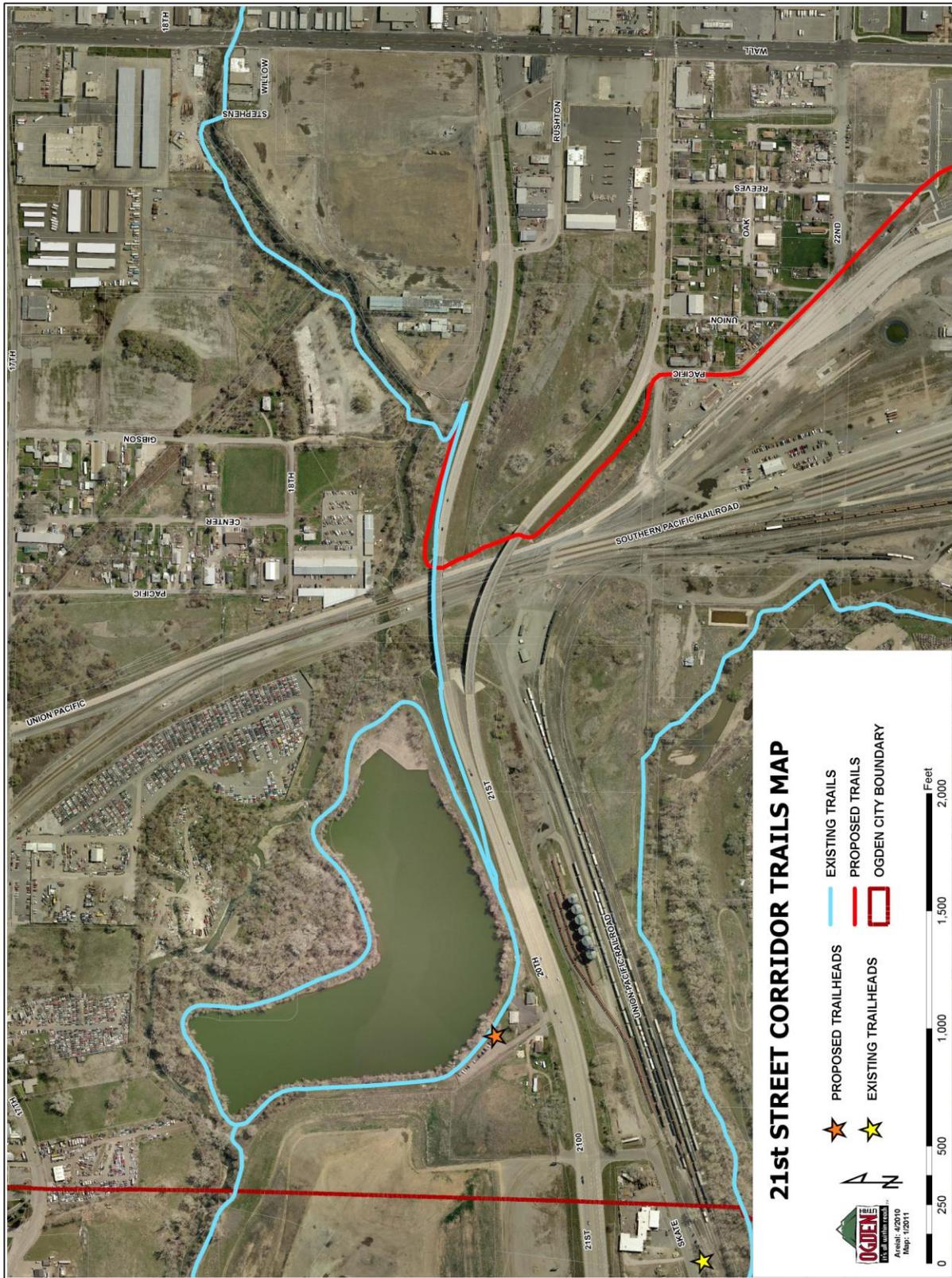
The 21<sup>st</sup> Pond enhancements in 2007-2008 improved the water quality for fishing. This is a great feature for those who use the pond and those who view the pond from a distance. While these improvements have enhanced the area the pond could still support additional improvements with sitting areas and parking improvements.



Picture #14 & 15- Ogden River Improvements

### Vision Strategies

- 7.A. Enhance the visual qualities and amenities along the trail system and around 21<sup>st</sup> Pond which fit into the context of the area by providing better signage, sitting areas and improved trail surface maintenance. However, it is important that the enhancements consider the sensitivity of the natural environment along these areas. The safety of those using the trail system should also be considered by removing dead fall and thinning out vegetation and locating sitting areas in visible locations.
- 7.B. Improve parking at 21<sup>st</sup> Pond with adequate access and space for uses, landscaping, lighting, signage and trash receptacles which comply with fixture standards along the trail system.
- 7.C. Provide a trail connection from the Intermodal Hub to the River Parkway trail system.
- 7.D. Eliminate transient camps all along the river corridors and around the 21<sup>st</sup> Street Pond.
- 7.E. Educate the trail users on proper trail etiquette through proper signage and literature.
- 7.F. Create a trailhead on south side of river east of the overpass.
- 7.G. Keep the trail open around the 21<sup>st</sup> Pond.



## CORRIDOR ENHANCEMENTS

### 8. Enhance the overpass

One area that is lacking in amenities is the north side of the 20<sup>th</sup> Street overpass for pedestrian and west bound vehicular traffic. Trail safety needs enhancement as it narrows on the north side which subjects the trail user to being splashed on in inclement weather. Lighting is a problem and there is no attention to any architectural detail that would enhance the overpass and make it feel as a permanent solution. The current pedestrian/bike trail was installed as a quick solution for access but better detail should be considered to integrate this into the trail system.

The 21<sup>st</sup> Street overpass for eastbound traffic could also benefit from some additional design enhancements in the form of lighting, fencing and art work that would deflect the eye from the rail yard to the south and better direct the view to the mountains.

The improvements made to Salt Lake's overpass as shown below with theme lighting, designs into the concrete walls, and black metal fencing are examples of improvements, which could be made and may also make the traveling experience more enjoyable since there is a great view of the mountains and the city as one approaches and travels over the 21<sup>st</sup> Street overpass in Ogden.



*Picture #16 – Example of fencing and lighting that could be incorporated along the overpass.*

### Vision Strategies

- 8.A. Improve the accessibility, trail safety, and crossing along the north side of the 20<sup>th</sup> Street westbound overpass.
- 8.B. Design appropriate trail user features on the north side of the 20<sup>th</sup> Street overpass westbound which could be accomplished through the use of public art.
- 8.C. Enhance the visual qualities of the 21<sup>st</sup> and 20<sup>th</sup> Street overpass westbound and eastbound by looking at appropriate fencing material that directs vision to the mountains and provides additional protection for the bicyclist /pedestrian. Enhancements could include clear deflection walls with theme lighting across the overpass to protect the trail user from traffic and snow plows in the winter months.



*Picture #17- Example of clear fencing that could be placed on top of concrete barrier wall.*

## CORRIDOR ENHANCMENTS

### 9. Utility Improvements

Areas east of the 21<sup>st</sup> overpass can gain access to public utilities in the form of water, sewer and storm sewer. The utilities in this area are in good condition for existing development. The area between 22<sup>nd</sup> and 21<sup>st</sup> Street west of Wall Avenue can handle existing development but would need to be upsized when this area is redeveloped. Due to the topography of the over pass the area to west has some issues primarily with sewer services that is located on the north side of 21<sup>st</sup> Street. Sewer is located on the west side of tracks on the south side of 21<sup>st</sup> Street west of the overpass. Water in this area west of the overpass can be provided on both the south and north sides of 21<sup>st</sup> Street.

### Vision Strategies

- 9.A. Have studies done that would indicate the feasibility of sewer being provided west of the overpass on the north side of 21<sup>st</sup> Street and extending the sewer west on the south side of 21<sup>st</sup> Street.
- 9.B. If studies indicate that sewer service is feasible west of the overpass on the north side of 21<sup>st</sup> Street then work on obtaining easements and work with development to provide sewer service to this area.
- 9.C. Improve the drainage in the area between 22<sup>nd</sup> and 21<sup>st</sup> east of the overpass and west of Wall Avenue.
- 9.D. Increase the size of public utilities where needed east of the overpass to handle future development.





**TRANSPORTATION**

**10. Street Circulation**

Traffic circulation east of the overpass has been a problem for development access over the years with 20<sup>th</sup> Street being one-way west bound and 21<sup>st</sup> Street being one-way east bound. However, 20<sup>th</sup> Street will be changing from one-way to two-way traffic from Wall Avenue to Rushton. This will allow access from both directions which will increase traffic flow and provide more development options for this area. However, as the area to the south of 20<sup>th</sup> Street develops it will need improved traffic circulation routes which take into account existing and future development. At the present time Wall Avenue is the only connection point between 20<sup>th</sup> and 21<sup>st</sup> Street. 21<sup>st</sup> is one way which limits travel options which in turn limits development potential. A secondary connection point should be considered between 20<sup>th</sup> and 21<sup>st</sup> Street west of Wall Avenue to provide more development options and to alleviate traffic congestion on Wall Avenue.

Circulation can also be improved by looking at 21<sup>st</sup> Street. 21<sup>st</sup> Street being one way west of the over pass has left this section of the corridor in transition due to limited traffic options which only deals with east bound traffic. Creating the option not only east bound access but also west bound up to the overpass could greatly benefit development options in this area as well as a connection between 20<sup>th</sup> and 21<sup>st</sup>.

The Intermodal Hub has also increased traffic demands in this area. At the present time people enter and exit this facility from 21<sup>st</sup> Street by using Reeves Avenue. An

Intermodal Hub user would need to get back on Wall Avenue to go west bound on 20<sup>th</sup> Street. However, if a secondary connection was made between 20<sup>th</sup> and 21<sup>st</sup> Street it would not require west bound traffic to get back onto Wall Avenue.

**Vision Strategies**

- 10.A. Work with UDOT to create two-way traffic on 21<sup>st</sup> Street from Wall Avenue to the base of the overpass.
- 10.B. Implement road patterns between 20<sup>th</sup> and 21<sup>st</sup> to create connectivity and improve development options through the following methods.
  - a. Improve traffic circulation routes from the Inter Modal Hub to 21<sup>st</sup> and 20<sup>th</sup> Street.
  - b. Provide proper connection points between 20<sup>th</sup> and 21<sup>st</sup> Street.



