

**DRAFT**



As part of the Five Year Consolidated Plan  
July 1, 2015 – June 30, 2020

## **NEIGHBORHOOD REVITALIZATION STRATEGY AREA (NRSA) 2016-2020**

### **INTRODUCTION**

The establishment of a Neighborhood Revitalization Strategy Area (NRSA) is strongly encouraged by the U.S. Department of Housing and Urban Development (HUD) as a means to create communities of opportunity in distressed neighborhoods by stimulating the reinvestment of human and economic capital and by economically empowering low-income residents as part of an overall comprehensive community revitalization strategy. Funding is provided by HUD's Community Development Block Grant (CDBG) funds. The NRSA is an incentive-based program created by HUD to revitalize a community's most distressed neighborhoods.

Ogden City's NRSA plan was adopted with the ConPlan July 1, 2010 to June 30, 2015. As part of the Consolidated Planning process for 2016 to 2020, the City evaluated housing and socio-economic conditions and demographics and determined that the City will renew the NRSA plan under the ConPlan 2016-2020. This NRSA plan has been updated to include the most recent census data.

The development of demonstrated, sustainable partnerships to implement the NRSA plan is critical to the success of the program. NRSAs bring together neighborhood residents, small business owners, and property owners, as well as, larger community stakeholders to forge partnerships. These partnerships help generate neighborhood building which involves making neighborhoods attractive for investment, ensuring that economic activity benefits are reinvested in the neighborhood, and fostering growth of resident-based initiatives to identify/address the community's housing, economic and human service needs. The outcome of the NRSA planning process is to outline a set of recommendations that will facilitate the implementation of projects that enhance the quality of life and the environment within the neighborhood. This is a working document that is expected to grow as funding opportunities and partners change. Its success will depend on available resources and community support.

### **Purpose of the NRSA Plan**

The development of an Ogden NRSA for the central Ogden area provides a unique opportunity to obtain certain incentives which promote the long-term strength and stability of an older, centrally located neighborhood of Ogden. The purpose of the NRSA process is to involve residents and various stakeholders in establishing priorities and making recommendations. This plan is meant to address housing, economic development and neighborhood-related issues facing central Ogden residents and businesses.

### **Benefits of the NRSA**

The benefits are described in amendments to the CDBG regulations at 24 CFR 570 which were published in the Federal Register on January 5, 1995 and updated in the Final Rule changes published in the Federal Register November 9, 1995. They are as follows:

**Job Creation / Retention as Low-moderate Income Area Benefit:** Activities undertaken pursuant to this strategy may be qualified as meeting area benefit requirements, thus eliminating the need for a business to track the income of persons that take, or are considered for, such jobs (24 CFR 570.208(a)(1)(vii) and (d)(5)(i)).

**Aggregation of Housing Units:** Housing units assisted pursuant to the strategy may be considered to be part of a single structure for the purpose of applying the low and moderate-income national objective criteria, thus providing greater flexibility to carry out housing programs that revitalize a neighborhood (24 CFR 570.208(a)(3) and (d)(5)(ii)).

**Aggregate Public Benefit Standard Exception:** Economic development activities carried out under the strategy may, at the grantee's option, be exempt from the aggregate public benefit standards, thus increasing a grantee's flexibility for program design as well as reducing its record-keeping requirements (24 CFR 570.209(b)(2)(v)(L) and (M)); and;

**Public Service Cap Exemption:** Public services carried out pursuant to the strategy by a Community-Based Development Organization will be exempt from the public service cap (24 CFR 570.204(b) (2) (ii)).

The NRSA boundaries of Ogden were chosen for various reasons, including:

- The potential for continuing the revitalization of the downtown neighborhood and business district;
- a high percentage of low and moderate-income people which makes the area A Qualified Census Tract for purposes of Low-Income Housing Tax Credit under Section 42 of the Internal Revenue Code of 1986 (26 U.S.C. 42) and eligible for certain funds including Community Development Block Grant (CDBG);
- general neighborhood stability;
- the willingness of residents to participate in neighborhood steering committee meetings;
- participation of businesses in the downtown area;
- the development taking place at the Junction;
- participation of local banks;
- the historical integrity of the neighborhood; and
- the need for redevelopment of underutilized sections of the business district

## **I. NRSA BOUNDARIES**

The Ogden NRSA lies in the central most census tracts. It includes all of the traditional downtown, the Junction (former Ogden City mall site), the River project area, the East Central Neighborhood, and the Central Business District. This area is concurrent with six census tracts: 2008, 2009, 2011, 2012, 2013.01, and 2013.02. The specific boundaries are Harrison Boulevard west to the Weber River and the Ogden River south to the 30-31<sup>st</sup> Street entryway.

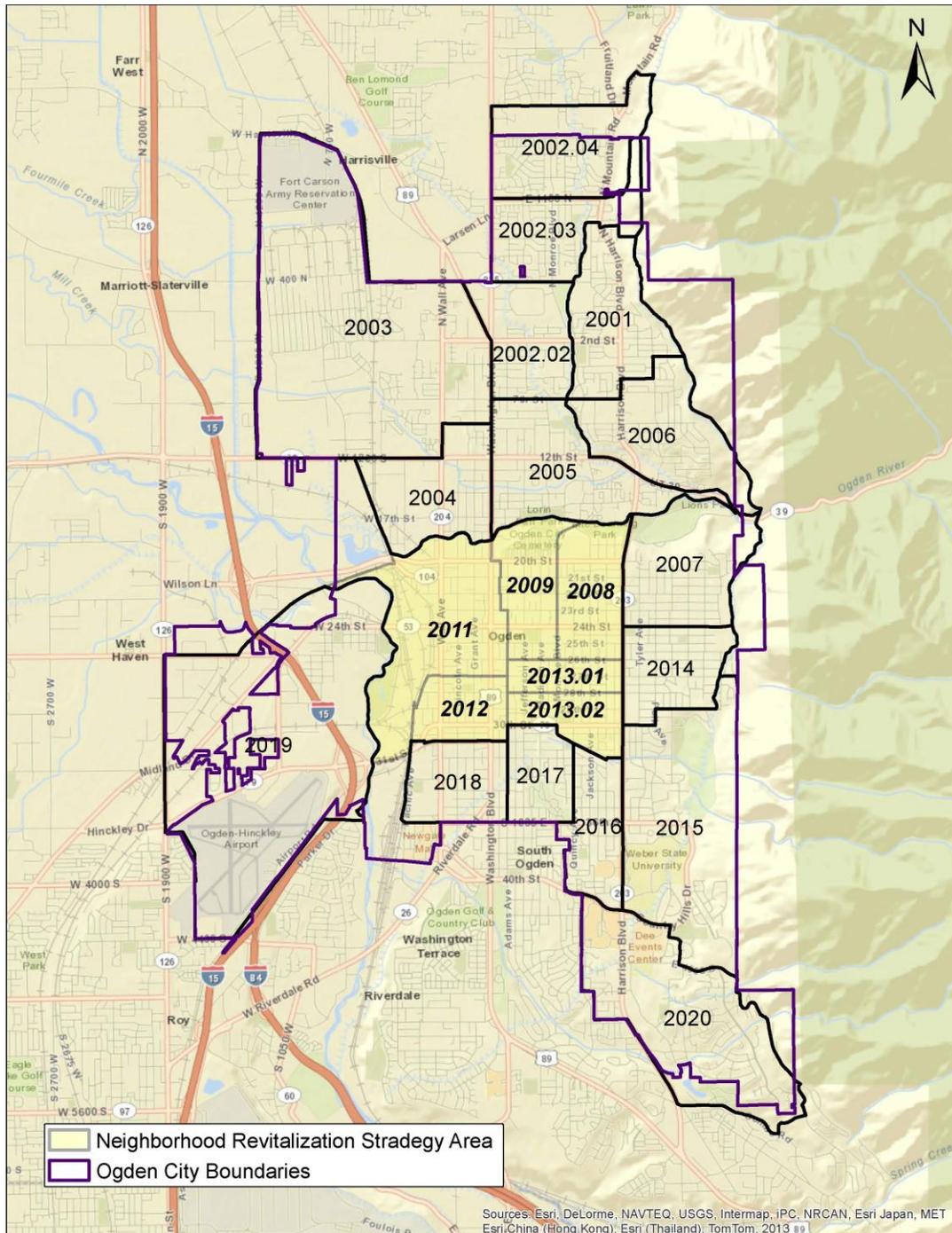
Census tract 2008 encompasses an area of 447 acres, at approximately .57 miles east to west and 1.2 miles north to south, and which lies in an area of Ogden City east of the Central Business District. It is bordered by the Ogden River on the north, Harrison Blvd. on the east, Monroe Blvd. on the west, and 26th Street on the south.

Census Tract 2009 encompasses an area of 393 acres, at approximately .52 miles east to west and 1.2 miles north to south, and which lies in an area of Ogden City just east of the Central

Business District. It is bordered by the Ogden River on the north, Monroe Blvd. on the east, Washington Blvd., Ogden Avenue and Adams Avenue on the west, and 26th Street on the south.

Census tract 2011 encompasses an area of 957 acres, at approximately 1.1 miles east to west and 1.97 miles north to south, and which lies at the heart of the Central Business District of Ogden City. It is bordered by the Ogden River on the north and 27th Street and State Route 79 on the south.

### NRSA Boundaries and Census Tracts



Census tract 2012 encompasses an area of 294 acres, at approximately .82 miles east to west and .58 miles north to south, and which lies south of the Ogden City Central Business District. It is bordered by 27th Street on the north, 31st Street on the south, Adams Avenue on the east and the Union Pacific railroad yards on the west.

Census tract 2013.01 encompasses an area of 188 acres, at approximately 1.01 miles east to west and .28 miles north to south, and which lies just south and east of the Ogden City Central Business District. It is bordered by 26th Street on the North, 28th Street on the south, Adams Ave on the west, and Harrison Blvd on the east.

Census tract 2013.02 encompasses an area of 266 acres, at approximately 1 mile east to west and .87 miles north to south. It is bordered by 28th Street on the North, 32<sup>nd</sup> Street and Sullivan Road on the south, Harrison Blvd. on the east, and Adams Avenue on the west.

## II. NRSA DEMOGRAPHIC CRITERIA

An examination of population trends can provide a better understanding of some of the underlying factors responsible for the community's general economic health. For example, municipal tax revenues, housing conditions, commercial and industrial development are all interrelated with population growth and decline.

Population growth is a region-wide trend that impacts the NRSA, as well as, all of Ogden City. The population of Weber County is projected to nearly double by 2050, with the population of Ogden City estimated to increase over 40%<sup>1</sup>. Since there are few opportunities for Ogden to expand its boundaries, new growth will primarily occur in the form of infill housing and higher density.

### In Ogden City

Since 1980 to 2013, the population of Ogden City has increased by 29%. At the same time, Ogden City's Hispanic population has increased from 6,324 in 1980 to 24,406 in 2013.

Ogden City Population Trends

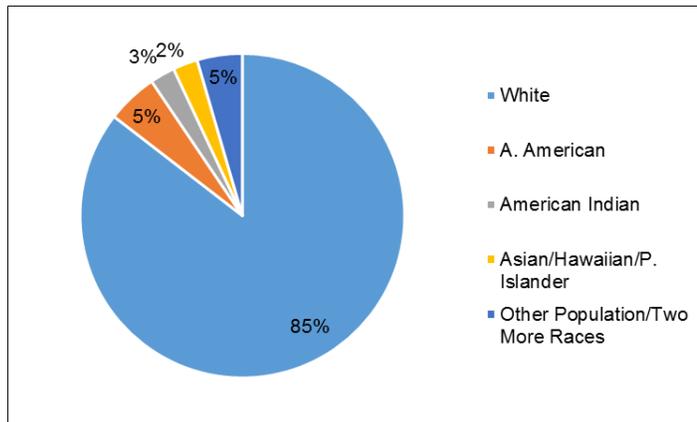
Census Years	Total Ogden Population	Number of Hispanic/Latino residents	% Total population Hispanic
1980	64,407	6,324	9.82%
1990	63,909	7,669	12.00%
2000	77,226	18,253	23.64%
2010	82,825	24,940	30.11%
2013	83,363	24,406	29.28%

Date Source: 1980 Census Summary File 1, 1990 Census Summary File 1, 2000 Census Summary File 1, 2010 Census Summary File 1, 2009 – 2013 5 Year Estimates

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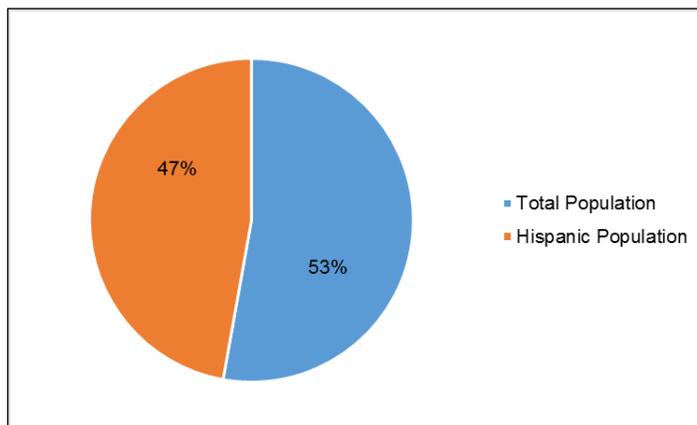
<sup>1</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

### NRSA Race Population



2014 FFIEC Census Report – Summary Population Information

### NRSA Hispanic Population



2014 FFIEC Census Report – Summary Population Information

### Census Tract 2008: (Pop. 4,656)<sup>2</sup>

Median family income is \$42,271—59% of the area median income (AMI) and 29% of the census tract population is below the poverty level<sup>3</sup>. 12% of households have an annual income less than \$10,000<sup>4</sup>. The census tract is comprised of 3% Blacks/African American, 2% American Indian, 2%

<sup>2</sup> 2014 FFIEC Census Report – Summary Census Population Information

<sup>3</sup> 2014 FFIEC Census Report – Summary Census Income Information

<sup>4</sup> 2008 – 2012 American Community Survey 5 Year Estimates DP03 Selected Economic Characteristics

Asian/Hawaiian/P. Islander, 3% Other Population/Two More Races, and 90% White<sup>5</sup>. Hispanics comprise 43% of the census tract population.<sup>6</sup>

**Census Tract 2009:** (Pop. 4,319)

Median family income is \$28,815—40% of the AMI. 50% of the population is below the poverty line and 35% of households earn less than \$10,000 annually. The census tract is comprised of 4% Blacks/African American, 3% American Indian, 3% Asian/Hawaiian/P. Islander, 5% Other Population/Two More Races, and 85% White. Hispanics comprise 48% of the census tract population.

**Census Tract 2011:** (Pop. 1,676)

Median family income is \$47,898—67% of the AMI. 35% of the population is below the poverty line and 29% of households earn less than \$10,000 annually. The census tract is comprised of 6% Blacks/African American, 3% American Indian, 2% Asian/Hawaiian/P. Islander, 3% Other Population/Two More Races, and 86% White. Hispanics comprise 30% of the census tract population.

**Census Tract 2012:** (Pop. 2,302)

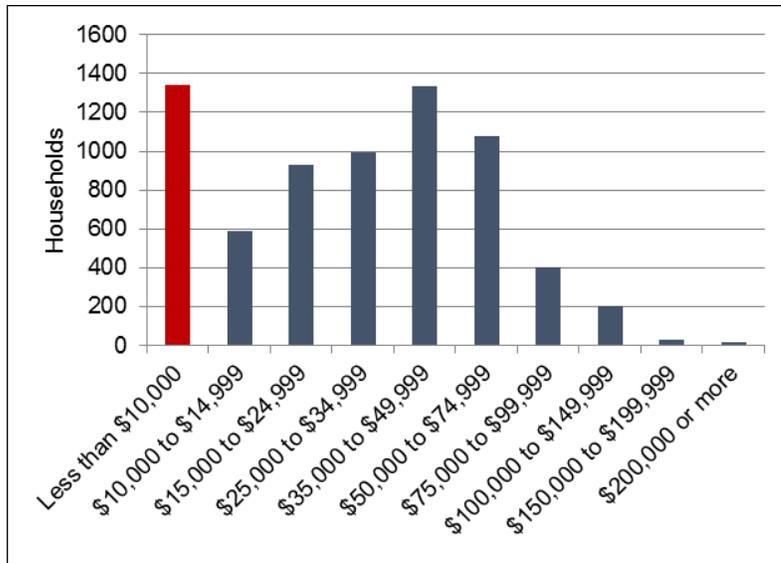
Median family income is \$26,662—37% of the AMI. 46% of the census tract is below the poverty line and 34% of households earn less than \$10,000 annually. The census tract is comprised of 15% Blacks/African American, 4% American Indian, 4% Asian/Hawaiian/P. Islander, 7% Other Population/Two More Races, and 70% White. Hispanics comprise 59% of the census tract population.

NRSA Household Income  
2008 – 2012 ACS Five Year Estimates

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<sup>5</sup> 2014 FFIEC Census Report – Summary Census Population Information

<sup>6</sup> 2014 FFIEC Census Report – Summary Census Population Information



**Census Tract 2013.01:** (Pop. 2,940)

Median family income is \$36,251—51% of the AMI. 23% of the population is below the poverty line and 22% of households earn less than \$10,000 annually. The census tract is comprised of 5% Blacks/African American, 3% American Indian, 2% Asian/Hawaiian/P. Islander, 3% Other Population/Two More Races, and 87% White. Hispanics comprise 48% of the census tract population.

**Census Tract 2013.02:** (Pop. 3,691)

Median family income is \$44,652—62% of the AMI. 23% of the population is below the poverty line and 22% of households earn less than \$10,000 annually. The census tract is comprised of 4% Blacks/African American, 2% American Indian, 3% Asian/Hawaiian/P. Islander, 5% Other Population/Two More Races, and 86% White. Hispanics comprise 51% of the census tract population.

**NRSA Housing Overview**

The NRSA has a total population of 19,584.<sup>7</sup> With a total of 8,321 housing units, 28% of homes are owner-occupied whereas 56% are renter occupied.<sup>8</sup> 49% of homes within the NRSA were built before the year 1940.<sup>9</sup>

2014 NRSA HOUSING

<sup>7</sup> 2014 FFIEC Census Report – Summary Census Population Information

<sup>8</sup> 2014 FFIEC Census Report – Summary Census Housing Information

<sup>9</sup> 2008 – 2012 ACS Five Year Estimates: DP04 Selected Housing Characteristics

## Ogden, Utah

Census Tract	Population	Total Housing Units	Owner Occupied Units	Renter Occupied Units	Median House Age
2008	4,656	1,919	867	757	71
2009	4,319	2,064	245	1,497	62
2011	1,676	795	100	488	47
2012	2,302	968	264	521	65
2013.01	2,940	1,243	410	735	71
2013.02	3,691	1,332	535	669	53
<b>Total</b>	<b>19,584</b>	<b>8,321</b>	<b>2,421</b>	<b>4,667</b>	

2014 FFIEC Census Report – Summary Population Information

### Ogden City UPS Address Data

Total Res. Addresses	Total Bus. Addresses	Total Oth. Addresses	Total Res. Vacancy	Total Bus. Vacancy	Total Oth. Vacancy
38,769	5,108	3,179	1,911	714	0

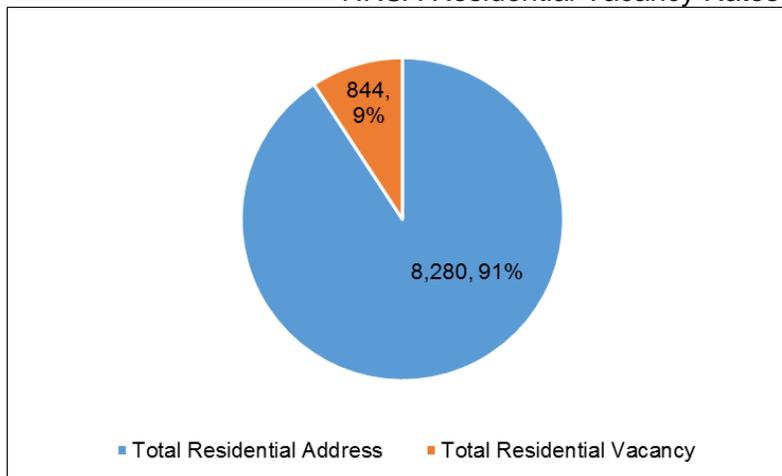
Quarterly USPS Vacancy Data Quarter 3 Ending September 30, 2014

### NRSA UPS Address Data

Census Tract	Total Res. Address	Total Bus. Address	Total Address Oth.	Total Res. Vacancy	Total Bus. Vacancy	Total Oth. Vacancy
2008	1,866	91	114	150	23	0
2009	2,052	140	277	242	15	0
2011	954	959	190	77	285	0
2012	879	194	71	76	27	0
2013.01	1,222	44	137	188	14	0
2013.02	1,307	53	78	111	14	0
<b>Total</b>	<b>8,280</b>	<b>1,481</b>	<b>867</b>	<b>844</b>	<b>378</b>	<b>0</b>

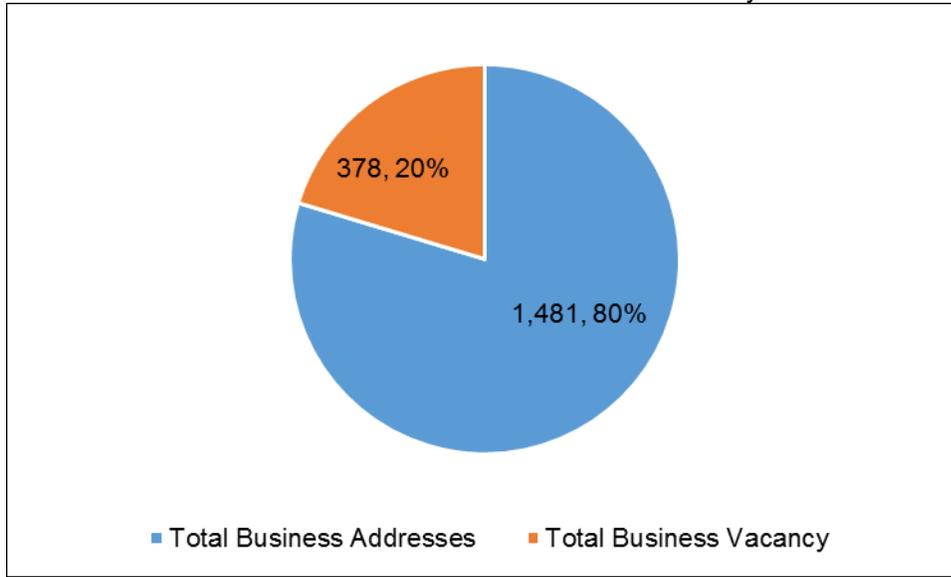
Quarterly USPS Vacancy Data Quarter 3 ending September 30, 2014

### NRSA Residential Vacancy Rates



Quarterly USPS Vacancy Data Quarter 3 Ending September 30, 2014

NRSA Business Vacancy Rates



Quarterly USPS Vacancy Data Quarter 3 ending September 30, 2014

NRSA Overview

Characteristic/Census Tract	2008	2009	2011	2012	2013.01	2013.02
Total Households	1,682	1,567	634	758	1,138	1,149
Households at or below 80% Area Median Income	71%	84%	82%	83%	75%	59%
Median Household Income	\$33,841	\$24,617	\$28,333	\$27,045	\$34,286	\$34,920
% Below Poverty Line	29%	50%	35%	46%	23%	23%
% of Minority Residents	49%	56%	40%	71%	55%	58%
Homeownership Rates	45%	12%	13%	27%	33%	40%
% Vacant Residential Units	8%	12%	8%	9%	15%	8%
Foreclosure Rate	6%	6%	5%	8%	7%	7%
Unemployment Rate	8%	13%	11%	19%	16%	15%
Housing Built Prior to 1940	55%	46%	33%	59%	59%	39%

Total Households, Households at or below 80% AMI, Median Household Income, and Unemployment Rate: DP03 Selected Economic Characteristics 2008 – 2012 ACS 5 Year Estimates. Households at or below 80% AMI is an estimated calculation from ACS data set.

\*Percentage below Poverty Line: 2014 FFIEC Census Report – Summary Census Income Information

\*\*Percent of Minority Residents: 2014 FFIEC Census Report – Summary Census Population Information

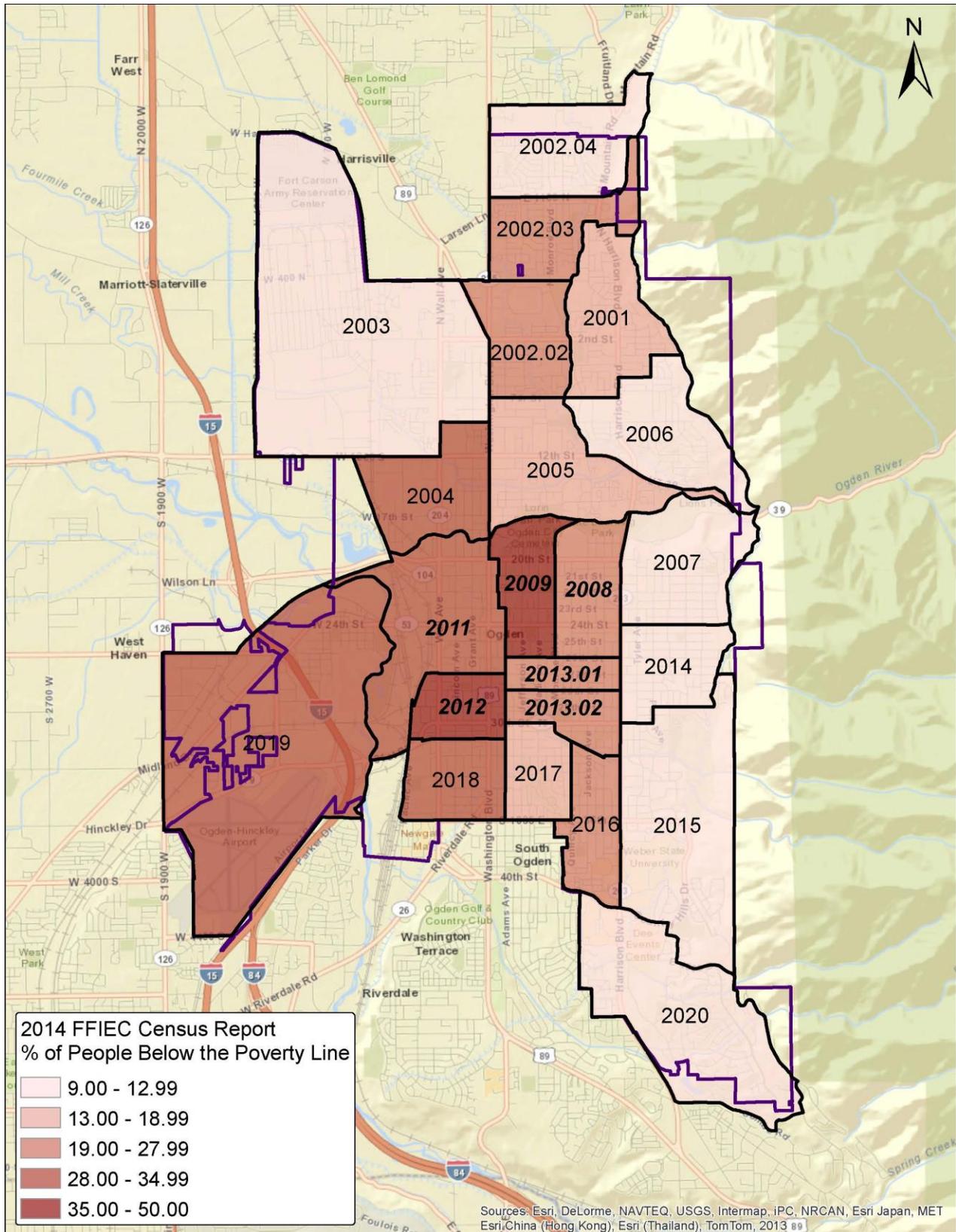
\*\*\*Homeownership Rates: 2014 FFIEC Census Report – Summary Census Housing Information

\*\*\*\*Percentage of Vacant Units: USPS Neighborhood Revitalization Strategy Area (2016-2020)

\*\*\*\*\*Foreclosure Rate: U.S. Department of HUD, Office of Policy, Development and Research 2009

\*\*\*\*\*Housing Built Prior to 1940: DP04 Selected Housing Characteristics 2008 – 2012 ACS 5 Year Estimates

NRSA Poverty Overview



**III. COMMUNITY CONSULTATION**

The NRSA plan seeks to create partnerships among key stakeholders in the community to effectively deliver needed programs and services to this predominately low to moderate income target community. It seeks to involve residents in establishing priorities and making recommendations with efforts focused on improving the overall quality of life for NRSA residents. Ogden City, working with stakeholders, met to establish a comprehensive revitalization program that will include the proposed community development activities under the NRSA plan.

Ogden City's NRSA plan was adopted with the ConPlan July 1, 2010 to June 30, 2015. As part of the Consolidated Planning process, the City evaluated housing and socio- economic conditions and demographics and determined that the City will renew the NRSA plan under the ConPlan 2016-2020.

The following is a list of agencies, groups and businesses and individuals that were consulted while the 2010-2015 NRSA Plan was being developed:

- Downtown Ogden Inc. (Do Inc.)
- 25<sup>th</sup> Street Association
- Ogden Chamber of Commerce
- Local Financial institutions
- Ogden Housing Authority
- East Central Neighborhood Citizen Steering Committee
- East Central Neighborhood Watch
- Central Business District Citizen Steering Committee
- Building Assets Together Coalition
- Multi-cultural Advisory Committee (MAC)
- Citizen Advisory Committee (CAC)

Individuals from each of these groups were contacted by email, were met individually or at regular meetings of the groups held throughout the year. Input was solicited to obtain perceived needs in the community, and to gather recommendations for how to meet those needs.

Public outreach included an information booth at local community events.

- Golden Hours Senior Center – Public outreach to low-mod income NRSA senior citizens.
- OWCAP Money Market Community Fair to benefit NRSA low income residents
- Cinco de Mayo Consolidated Plan, Annual Action Plan, NRSA information booth

The following is a list of agencies, groups and businesses and individuals that were consulted while the 2016-2020 NRSA Plan was being developed:

- Trolley District Community Council
- Citizen Advisory Committee
- Next Generation Kids - Temporary Assistance to Needy Families program staff and participants.
- Weber Housing Authority and Ogden Housing Authority
- Weber County Homeless Coordinating Committee

Through the City's cooperation with the Ogden Reinvestment Corporation (ORC), close communication is held with the ORC Advisory Board. The ORC Advisory Board is representative of a number of individuals and organizations within the NSRA, including Ogden City Economic and Community Development Department; a former Ogden City Councilman for Ogden's Municipal Ward 1, (directly within the NSRA, with one of the City's highest minority and low-income populations); Cottages of Hope; the Ogden-Weber Community Action Partnership; the Utah Community Development Corporation; Zion's Bank Multicultural Banking Division; the

Ogden Housing Authority; and Grow Utah Ventures. WCF's Advisory Board provides input regarding community needs assessments in order to assist in developing programs and services that will best meet the needs of the area's underserved populations.

Other organizations, such as the Ogden-Weber Chamber of Commerce are contacted to determine what those organizations feel are the needs of the area's business community, both in financial products and small business consulting and education.

### **Local Financial Institutions**

In order to adequately develop financial programs that meet the needs of the area's current and potential small business owners, Business Development staff met frequently with representatives of the area's financial institutions. Several participation loan programs were developed from these meetings. Close working relationships have been cultivated with local institutions such as Transportation Alliance Bank, Centennial Bank, Bank of Utah, Wells Fargo Bank and Zion's Bank, among others.

### **Review Process**

A public hearing was held to obtain comments and input prior to completion and submission of the City's Five Year Consolidated Plan. Upon adoption by the Ogden City Council and approval by HUD, this plan will become part of Ogden City's 2016-2020 Consolidated Plan. The NRSA plan will be reviewed periodically during the five year period against the benchmarks established herein.

The NRSA 2010-2015 planning process including the following steps:

1. Gathering and analyzing census data, city records and community plans.
2. Collecting citizen comments from a Priority Needs Survey and a Fair Housing survey.
3. A synopsis of NRSA goals and objectives presented to community groups and citizens.
4. NRSA Draft prepared.
5. Public hearing held February 10, 2010.
6. Citizen comments gathered, reviewed and incorporated when appropriate to the NRSA plan.
7. NRSA goals and objectives reviewed by the CAC and MAC.
8. CED staff reviews CAC and MAC suggestions.
9. Corrections/revisions made; amended draft prepared by Ogden City CED
10. NRSA is integrated into the Consolidated Plan 2011-2015 for submission.
11. Document subjected to public review and comment.
12. CAC reviews the final document and recommends approval, June 17, 2010.
13. Ogden City Councils hold public hearing June 29, 2010.
14. Ogden City CED incorporates comments/changes when appropriate from City Council and public testimony and submits to HUD.

NRSA 2015-2020 Draft prepared by Ogden City Community and Economic Development Department (CED) included the following steps:

15. Gathering and analyzing census data, City records and community plans.
16. Collecting citizen comments from a Priority Needs Survey and a Fair Housing survey.
17. A synopsis of NRSA goals and objectives presented to community groups and citizens.
18. NRSA Draft prepared.
19. Public hearing held December 14, 2014
20. Citizen comments gathered, reviewed and incorporated when appropriate to the NRSA plan.
21. NRSA goals and objectives reviewed by the CAC.
22. CED staff reviews CAC suggestions.

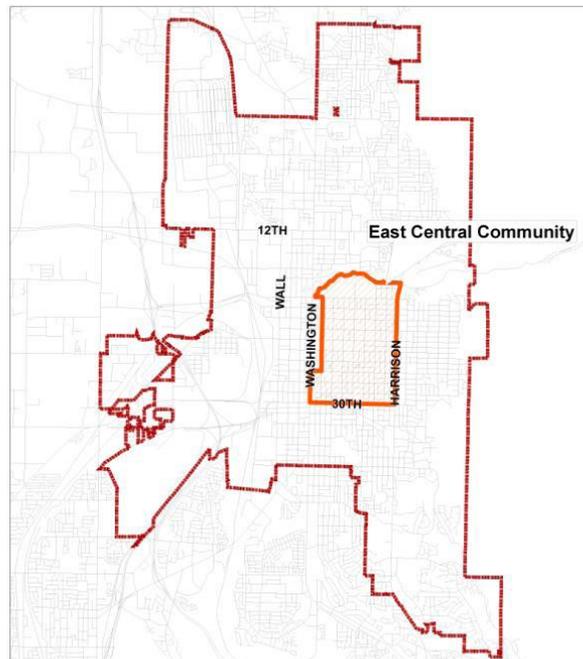
23. Corrections/revisions made; amended draft prepared by Ogden City CED
24. NRSA is integrated into the Consolidated Plan 2016-2020 for submission.
25. Document subjected to public review and comment.
26. CAC reviews the final document and recommends approval, March 19, 2015.
27. Ogden City Councils hold public hearing May 5, 2015.
28. Ogden City CED incorporates comments/changes when appropriate from City Council and public testimony and submits to HUD.

#### IV. ASSESSMENT

The NRSA is home to two communities each referred to as a “neighborhood”, East Central (EC) and the Central Business District (CBD). These neighborhoods are not concurrent with census boundaries. Ogden City’s Community and Economic Development Department, working with Ogden City Planning and with NRSA residents, contributed to the following two “neighborhood” assessments.

##### a. EAST CENTRAL NEIGHBORHOOD (EC)<sup>10</sup>

The area known as the East Central Neighborhood Planning Community (EC) is located directly east of the CBD and west of Harrison Boulevard. The northern edge is the bluff south of the Ogden River. The southern edge is 30th Street.



East Central Community Location Map

-  East Central Boundary
-  Ogden City Boundary



Prepared by  
Ogden City Planning 9/2008

Other demographic characteristics that distinguish the East Central neighborhood (census tracts 2008, 2009, 2013.01, and 2013.02) from the City as a whole follows. In 2014, the EC

<sup>10</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

neighborhood had an estimated 89% occupancy rate and 11% vacancy rate of existing housing units.<sup>11</sup> In comparison, the City-wide 2014 occupancy rate is 95% with a 5% vacancy rate of existing housing stock.<sup>12</sup> The EC neighborhood, in 2014, had a Hispanic Latino population of 47%; in 2000, it was 42%.<sup>13</sup> In 2014, the City-wide Hispanic/Latino population made up 30% of the total population.<sup>14</sup> The EC neighborhood has a 51% male population compared to 49% female.<sup>15</sup> The 2014 poverty rate for the EC neighborhood was estimated to be at 31%.<sup>16</sup>

The EC was the original residential area as Ogden City developed in the late 1800's and early 1900's. It has a mixture of mansions and modest homes built for the working class. As the original residential area, this area also contained a number of small commercial establishments scattered throughout the neighborhood to serve the neighborhood's needs. From the 1940's to the early 1980's, the character of the community changed. Housing shortages led to large single-family homes converted into multiple dwelling units. Zoning permitted higher density without regard to neighborhood context. Also, out of scale office uses became a type of new development in the neighborhood. Areas of the community experienced a decline.

The East Central Community Plan focuses on establishing sound planning principles within the community. One of the key 1991 EC Community Steering Committee Plan objectives was to remove zoning designations that allowed high density residential and office uses, in favor of, zoning designations that allowed for lower densities and lot designs that fit the development pattern of the area. In addition to rezoning, the original 1991 EC plan supported changes in the area, most of which have been accomplished. These include:

1. Support efforts to designate the Jefferson Historic District.
2. Create zoning incentives such as reuse ordinances and Ogden City Redevelopment Agency programs to help preserve the historic resources in the East Central Community.
3. Create an ordinance to allow reuse of vacant commercial style buildings.
4. Rezone the Wheelwright Lumber site to CP-2 when the lumberyard moves.
5. Create an infill ordinance to deal with vacant inner blocks.
6. Recommend a policy to reduce the density of multiple-family dwelling buildings which receive loans or grants from Ogden.

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<sup>11</sup> Quarterly USPS Vacancy Data Quarter 3 ending September 30, 2014

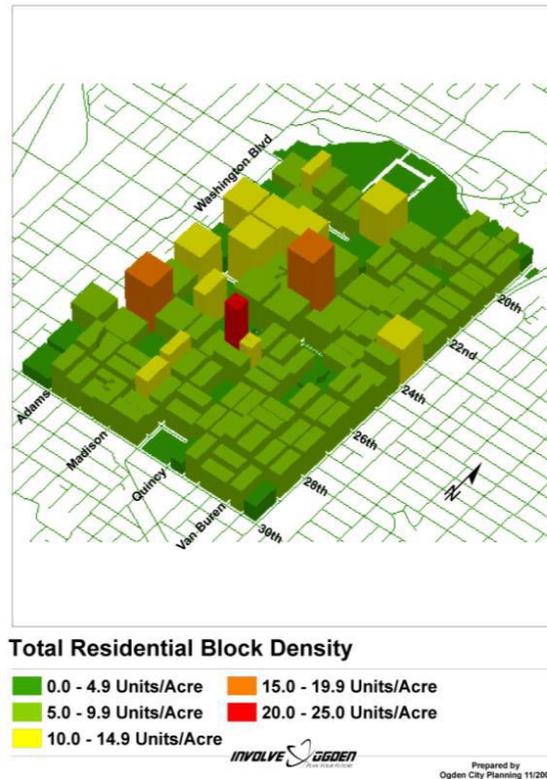
<sup>12</sup> Quarterly USPS Vacancy Data Quarter 3 ending September 30, 2014

<sup>13</sup> 2014 FFIEC Census Report – Summary Census Population Information, Census 2000 Summary File 1

<sup>14</sup> 2014 FFIEC Census Report – Summary Census Population Information

<sup>15</sup> 2008 – 2012 ACS Five Year Estimates: DPO5 ACS Demographic and Housing Estimates

<sup>16</sup> 2014 FFIEC Census Report – Summary Census Income Population Information



Since most of this community is built out, the potential population growth in the future will come from development of vacant inner block areas and mixed-use projects at certain locations. The EC population may decrease for a time as some homes that were converted to apartments are removed or restored to single-family or lower density housing. The population of Weber County is projected to nearly double by 2050, with the population of Ogden City estimated to increase over 40%.<sup>17</sup> Since there are few opportunities for Ogden to expand its boundaries, the new growth will primarily occur in the form of infill housing on these vacant areas within the blocks. An example of this is the 900 block of 24<sup>th</sup> Street. Between 24<sup>th</sup> and 25<sup>th</sup> Street, a majority of the growth is attributed to the growth in size of households, which has increased from 2.09 in 1990 to 2.88 in 2000.<sup>18</sup> In 2000, this area represented 20.1% of the City's resident population while only consisting of 6.5% of the total land area in Ogden City.<sup>19</sup>

### 1. East Central Land Use / Zoning

The East Central Community currently contains a mix of primarily residential land uses along with office, retail, institutional, and park space. There is a corridor of mixed land uses between 24<sup>th</sup> and 26<sup>th</sup> Streets that runs east/west from Washington Boulevard to Harrison.

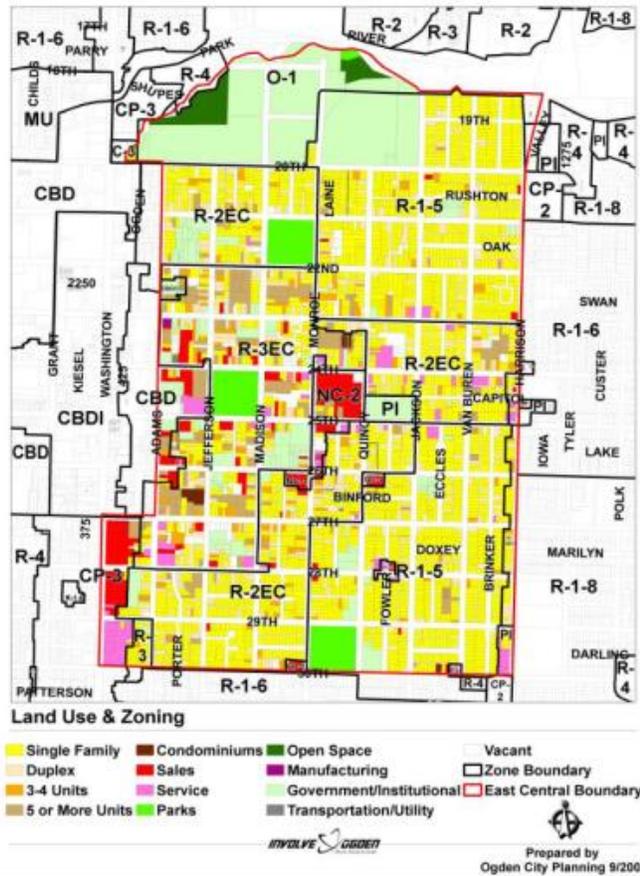
The area just east of the CBD between 22<sup>nd</sup> and 28<sup>th</sup> Streets contains a mix of land uses as well. These include Lester Park, James Madison Elementary School, Midtown Medical Clinic, Weber County Library, numerous apartments, group homes, single-family homes that have been converted to apartments, businesses and single-family homes. This area is a mix of land uses that are conveniently located near the downtown. Although there are numerous legal and illegal

<sup>17</sup> Economic Summary 2010 Governor's Office of Planning and Budget

<sup>18</sup> Ogden City Five Year Consolidated Plan 2010

<sup>19</sup> Ogden City Five Year Consolidated Plan 2010

nonconforming buildings and land uses, along with the established commercial areas, the predominant land uses are single-family homes.



## 2. East Central Community Resources

The East Central Neighborhood is a unique blend of residentially oriented land uses with a rich history of architecture that dates back to the late 1800's. Sprinkled around the community are a number of small commercial buildings built in the early 1900's that serve the surrounding residential community. The block at 24<sup>th</sup> and Monroe (between 25<sup>th</sup> and Quincy) has been established as a commercial center. However, it has fallen into hard times and is at present underused. Currently it contains a pharmacy, a laundry mat, offices, residential dwellings, apartments, veterinarian and at least four vacant commercial buildings. The principle streets

within the EC are Monroe, which runs north/south, and 24<sup>th</sup> Street, which runs east/west. Monroe serves as the principle “Connector” between the neighborhoods to the south and north of the EC area. Between Adams and Harrison Boulevard, 24<sup>th</sup> Street contains numerous points of community interest. It also connects to West Ogden and I-15 via the Viaduct.

Another characteristic of this neighborhood is the established park space. There are three block-size (10 acre) main city parks in the EC. West of Monroe, between 21<sup>st</sup> and 22<sup>nd</sup>, Liberty Park has basketball and tennis courts, two ball fields, a bowery, a tot lot and bathrooms. Lester Park, between Jefferson and Madison Avenues and 24<sup>th</sup> and 25<sup>th</sup> has Weber County Library and Golden Hours Senior Center with associated parking along with a bowery, tot lot and bathrooms. Monroe Park is located east of Monroe between 29<sup>th</sup> and 30<sup>th</sup> Streets. It functions as the principal venue for softball (4 ball diamonds). It also has two tennis courts, a bowery, a basketball court, a horseshoe pit and bathrooms.

The EC neighborhood has four specialized parks that are available to the public. Eccles Park, also known as Watermelon Park, is 9200 square feet in the center of the block between 25<sup>th</sup> and 26<sup>th</sup> Street on Eccles Avenue. A similar pocket park, known as Farr Courtyard Park, is located on the interior of the block. Finally, Ogden’s newest park is “The Oasis” community garden at 2450 Madison.

The Ogden City Cemetery is a major open space north of 20<sup>th</sup> Street between Monroe and Ogden Avenue and occupies a total of 56 acres (1 acre for pets). Just east of the cemetery at the corner of 20<sup>th</sup> and Monroe is the old State School for the Blind, which is the Ogden City Schools administration complex.

### **3. EC Housing Stock**

There are many varieties of housing stock in the East Central. No area of the City has the variety of residential architectural styles as the EC. This was Ogden City’s first area developed for housing on a large scale. The original leaders of the community built their homes primarily in the Jefferson and Eccles Historic Districts. The remainder of the homes in and around the EC neighborhood are modest homes built by the merchants, railroad workers and tradesman of the time. Many of the single-family homes built in the early 1900’s still exist today. The EC has been designated a historic district, known as the Ogden Central Bench Historic District.

Housing needs right after World War II ushered in higher density than the original single-family homes were designed for and zoning allowed duplexes. Some of the homes converted to multi-dwelling units—these are nonconforming residential properties. Slowly, the area is experiencing a reduction in units per building as some of these buildings are being returned to their original density. In addition, apartment buildings located in the EC residential neighborhood create mixed housing types and create affordable housing alternatives to local residents.

In the last few years, Ogden City has participated in improving the EC housing stock by demolishing blighted homes and constructing new, context sensitive affordable bungalows. These homes have the advantage of new and modern interiors but with the same exterior design features that are characteristic of many of the homes in the area.

### **4. East Central Community Involvement**

Community comments and information were collected in several different steps:

a) A community-wide open house was held on September 23, 2008 at the James Madison Elementary School. Many issues relating to Ogden’s East Central Neighborhood were discussed.

All residents were invited to sign-up for the EC Advisory Committee and a sign-up sheet was circulated.

b) Three separate EC Advisory Committees were formed and each met six times between November 2008 and February 2009. During this time, committee members analyzed the East Central neighborhood and began to formulate broad recommendations for the area.

c) On March 26, 2009, a second community open house was held at the Madison Elementary School. Recommendations that were developed by the EC Steering Committees were presented at this general public meeting. Public comments were requested and recorded.

d) On April 1, 2009, the Planning Commission held their first work session to discuss the EC Steering Committee recommendations and the community comments from the open house the week before.

e) Numerous work sessions with the Planning Commission followed between April 14 and May 20 to formulate the recommendations from the EC Steering Committees and public input into vision statements and objectives for the Community Plan.

f) February 3, 2010, the EC Neighborhood Watch Group met to review a draft of the NRSA, to offer suggestions for NRSA goals and objectives.

## **5. East Central Steering Committee Conclusions<sup>20</sup>**

The East Central Community Plan vision focuses primarily on four topics defined from the public meetings and the EC Steering Committee:

### **a. Community Identity**

This community has suffered from poor public perception of the quality of life possible in this neighborhood. Recent changes and development, coupled with the historic architecture, make this a desirable residential area but perception needs to change. The City needs to continue to be a player in those changes, as well as, the citizens who live in this neighborhood. The central theme is that through proper marketing, clean up, and capitalizing on the historic character that pervades the neighborhood, this area will continue to improve. For a long time, this area has been identified as a historic neighborhood that has fallen into disrepair and suffered from neglect. The ongoing efforts to return buildings to their original use and density are only the first step. Consistent vigilance towards upkeep of buildings, cleanup of yard space, and clean, attractive landscaping are building blocks to overcome past negative perception. Finally, the historic resources themselves should be a focal point of this neighborhood.

### **b. Land Use**

This community is characterized by vacant inner blocks and some vacant buildings. These areas and buildings are falling prey to neglect and disrepair. Another characteristic of this community is the numerous nonconforming land uses. These come in the form of existing commercial buildings in the residential zones or more frequently, the existing multi-family homes in buildings that do not meet zoning criteria. Certain land uses have affected the quality of life in the community. The EC became the area of concentrated social services rehabilitation centers and social housing developments. Large group homes clustered in portions of the community and various social programs have altered some of the dynamics of the neighborhood.

### **c. Parks and Recreation**

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<sup>20</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

The EC has three large parks that meet the needs of the area but over the years have had some alterations which impact the usability of the spaces. The temptation to use the park land for building and parking space altered Lester Park. The concern is to not use these parks to meet building or parking needs. Certain enhancements of the existing parks should be considered. In addition to general park space, the cemetery is also a key open space in the area which needs to be maintained and adds a character to the community. Finally, the mature urban forest, which is made up of all the trees in the parks and park strips, sets this community apart. Maintaining these character-defining features in both tree maintenance and plantings and the challenges of appropriate water conservation methods are concerns.

#### **d. Transportation**

The public expressed concerns about safety for the pedestrian and bicyclist, as these are key modes of transportation for a walkable community. Mass transit by means of a streetcar system had been key to the development of this neighborhood in the early 1900's but was replaced by the automobile in the 1930's. Discussion is taking place of introducing a streetcar that would provide a transit connection between downtown and Weber State University and McKay Dee Hospital. These are two major employers in the county and are thus important destinations. Having the streetcar run through the neighborhood between these destinations would improve transportation options for this community. Residents desire walkability and alternative modes of transportation for the community.

#### **e. NRSA goals and objectives**

The East Central Neighborhood Watch group met on February 3, 2010 to review the NRSA application. Twenty EC residents attended. Most of the discussion involved questions about the City's Five Year Consolidated Plan process. Specific NRSA comments included:

- The City should take an integrated approach to the EC neighborhood.
- Funding is needed for EC public improvements, streets and sidewalks.
- If a street car system comes to the City, then public improvements funding should be targeted to the EC.
- Work with schools for safe corridors for the schools using design elements for zoning and coding enforcements.
- HUD funds for properties needing improvements (especially around EC schools and parks).
- Target the ACA program to improve properties next to schools and parks and in historic districts.

### **EAST CENTRAL - COMMUNITY IDENTITY (CI)**

#### **1. Change Community Name for Positive Perception.**

The name "East Central" is a geographical designation lacking personality and description. This area has experienced some difficult socio-economic times and the name creates some negative connotations. In the interest of changing perceptions and creating community pride, a goal is to establish a new beginning with a new "branding" of the community. The community has voiced a desire to change the name of the community to something that better represents the history, glory and potential of the area. The two names that generated the most interest were the "Ogden Central Bench District" and the "Trolley District".

Another area of concern was the lack of signage. Signage should be utilized in the community that would both identify the neighborhood and its historic character and create a method of way finding to and through the neighborhood.

### **Vision Objectives**

- A. Revise the community name to be more positive about the location, history, and potential of the community. **High Priority**
- B. Locate street and way finding signs that reinforce the identity of the neighborhood and give direction.

## **2. Promote the Neighborhood**

In order for the East Central Neighborhood to maintain the momentum of positive change, a marketing component must come into play. Beyond the obvious amenities of being an historic area close to downtown and the mountains, this is a neighborhood that has a quiet residential feeling. These virtues can be advertised through flyers, welcome packets and a marketing campaign that emphasizes the unique attributes this community brings to its citizens and visitors.

Key to a healthy neighborhood is a sense of stewardship of the community by individual property owners. There needs to be recognition that the upkeep of their own property has a strong influence beyond their own property lines. Each property owner needs to have the same pride for their community. Living in this neighborhood should come with high expectations, respect and care that go along with living in such a special area.

### **Vision Objectives**

- Market the community as a place to live because of its urban identity, rich history, variety of housing and commercial uses within walking distance.
- Make information available for rehabilitation, contractor lists and standards for building and property upkeep.
- Educate property owners and tenants as to their role in the community with flyers, letters and welcome packets that shown they are part of the soul of this unique community and its success depends on maintaining these stringent expectations. **High Priority**
- Consider using community features such as monuments or other signage as identifying features at key entrances to the Community.

## **3. Instill pride by maintaining the community**

The community, through personal contact, various neighborhood organizations and community outreach, will establish clear and definitive expectations for the levels of maintenance in the community. A once a year clean-up effort, using local organizations can go a long way to kicking off this feeling of community pride. If those efforts are not fruitful in making the properties better, then strict code enforcement may be the alternative.

The City has a role in maintaining public facilities and creating smooth and level surfaces on the sidewalks so people will be more apt to walk around the community and begin to interact with their neighbors.

These ideas are all part of realizing better appearing yards and well-kept buildings. This education process to instill a level of standard could be written in English and Spanish to ensure the majority of the population is aware of the community efforts to clean up the neighborhood.

### **Vision Objectives**

- Incorporate a once-a-year neighborhood clean-up day to take control of the neighborhood and exhibit what is acceptable yard maintenance. **High Priority**
- Implement neighborhood expectations, education and dialogue through neighborhood watch or block organizations prior to enforcement to maintain community appearance. If unsuccessful, invoke strict fines to achieve the expected outcome.
- Require front yards be maintained and free of junk and debris. **High Priority**
- Provide neighborhood outreach through various neighborhood groups to the elderly or poor to help in maintenance of property to bring them up to neighborhood standards.
- Upgrade sidewalks based on traffic counts so they are level surfaced, but respect the community history by having replacement sidewalk matching the small grid pattern, and tinted concrete to be compatible with the era of the neighborhood construction.

### **4. Historic Resources**

Few communities can boast the wealth of historic structures located in the East Central Neighborhood—it is on the National Register of Historic Districts. Two other national historic districts (the Jefferson and Eccles Historic Districts) exist within the larger district. These two districts are also on the Ogden City Register of Historic Places.

There is a desire to connect the two local historic districts. One method would be public improvements; this may include installing period lighting fixtures from the Central Business District (CBD) to the west of Harrison Boulevard along 24th, 25th, and 26th Streets.

There is also the potential to expand the area of the Jefferson District north of 24th Street. There are some beautiful examples of Victorian architecture that are not included in a local district, at the present time, but should also be preserved.

There is need for new property owners to understand the expectations, benefits and constraints that go with ownership of a structure(s) in the historic districts. Literature should be generated and disseminated to the property owners. Finally, it is the goal of the community that these historic structures be preserved and not demolished, especially those inside the local historic districts.

### **Vision Objectives**

- Connect the Jefferson and Eccles Historic Neighborhoods by targeting the area between the two areas for physical improvements, such as period street lights, appropriate signage and street improvements. **High Priority**
- Extend additional themed, unified lighting that extends from the CBD to Harrison Blvd. and takes advantage of innovative ways of funding and maintaining them. e.g. solar lighting or private property power.
- Make information available to new home owners in the Jefferson and Eccles Historic Districts defining what the district means and what the owner's role as stewards should be.
- Notify buyers of historic properties by placing notice of the historic designation on the property's title so it is disclosed at the time of purchase.
- Expand the Jefferson District to the north. **High Priority**
- Promote the three Historic Districts and what they can mean to property owners by way of incentives, grants and tax rebates.
- Protect and preserve historic buildings in the historic districts by considering revisions to the zoning ordinance. **High Priority**

### **5. Retain and build upon the historic physical character of the community**

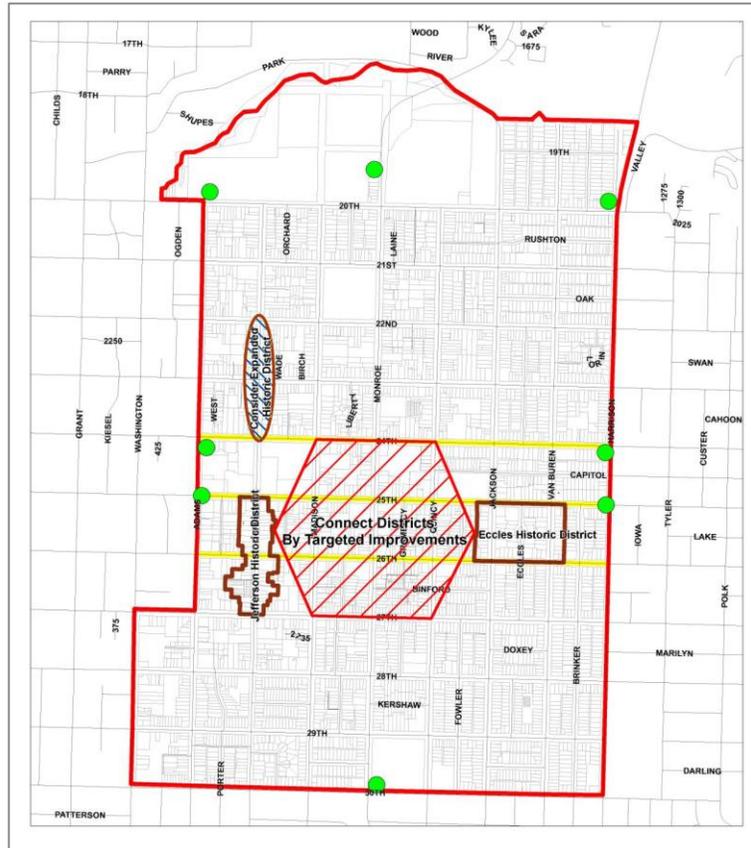
The historic designation of this area makes it a special place that represents the history of Ogden's development from a farming community to a leader of the intermountain west. Its location at the base of the Wasatch Mountains also makes it an attractive community.

This neighborhood is largely built out with the exception being the center of several blocks where there is the potential for infill. There has been a tendency to convert homes to offices and higher density units. This practice has altered the residential character of the neighborhood. In order to reclaim these structures and continue the more traditional residential flavor, the exterior improvements of existing buildings and new construction must be consistent with the original designs and materials contained in the neighborhood.

To further the goal of retaining the original character, the trees that line the streets should be reintroduced where they are currently absent. The trees and the treatment of the park strips are a major component of this character defining urban forest.

**Vision Objectives**

- Develop strict design standards that would establish requirements of development and context that retains the neighborhood character. Key elements would be building size, color, materials, design, height, facades, porches, garages, roof pitch, front yard fences and landscaping. **High Priority**
- Manage the existing urban forest and enhance it by installing additional street trees and living plant ground covers in the right-of-way and making this area a priority for construction funding and tax incentives and publicizing City services available through the City's Urban Forester. **High Priority**
- Give special attention to the main corridor streets of 24th, 25th, and 26th, so that they convey a positive impression by appropriate public and private improvements and maintenance.



**East Central Community**  
Community Vision - Community Identity

- Community Identity Features
- Enhanced Period Lighting
- Historic Districts
- East Central Boundary



## EAST CENTRAL - LAND USE (LU)

### 6. Provide for appropriate infill of underutilized existing development

Through the years, this community has experienced changing land use patterns and economic conditions. Redevelopment is needed to meet changing market conditions and to improve the community. The block between 24th and 25th Street and Quincy and Monroe is a commercial location. It is central to the neighborhood and has extensive underutilized property; and it has inappropriate land uses. Redevelopment to a walkable neighborhood center could bring back to life this neighborhood and the surrounding neighborhood. Other underdeveloped areas have the potential of more density and compact development. They could lend themselves to mixed-use development. There are three areas that based upon their current uses would have potential for additional development as mixed-use areas.

One of the reasons appropriate infill is important with mixed-uses is that there is currently over 162,000 square feet of commercially zoned space.<sup>21</sup> General retail standards indicate 50,000

<sup>21</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

square feet of retail per 10,000 population.<sup>22</sup> With the present population being 15,558, there is twice the necessary commercial space available.<sup>23</sup>

### **Vision Objectives**

- Using the public process outlined in State law, consider 24th and Monroe and other underutilized or blighted commercial and office areas RDA or EDA development areas as a means of bringing positive and appropriate development to the site in the form of quality infill, reusing important buildings, and creating neighborhood centers.
- Ensure that infill is context sensitive by adding design standards that include colors, materials, architectural lines, roof lines, and bulk through new zoning amendments. **High Priority**
- Encourage mixed-use for the infill areas at: 26th and Quincy (Woods Market), 550 22nd Street when and if the Dee Elementary School site becomes available and the 500 block of 24th and 25th Street.
- Housing components for redevelopment mixed use should be limited to row houses, flats or second story units above nonresidential spaces.

### **7. Develop compatible vacant land infill projects**

There are numerous opportunities for infill development in the central portion of many blocks in the EC neighborhood. The question is what is appropriate infill development? These internal parcels should first continue the tradition of single-family homes, which is still the predominant land use in the neighborhood. Zoning code can spell out standards for single-family home construction that respect and reflect the surrounding neighborhood. Access to these areas should be by new public streets that open up the block and provide long term maintenance of the road system. There are also opportunities to continue the neotraditional concepts along certain street frontages of infill areas. This can be achieved by providing a variety of housing types that include multiple-family designs, which create a quality designed mixed-land use which is characteristic of styles already found before 1940 in the community.

The solutions lie in bringing in appropriate infill and reuse of these vacant lands and buildings by adopting sound basic planning principles for establishing a vibrant area that reflects the positive character of the area.

### **Vision Objectives**

- Require development of vacant interior block space into single-family homes accessed by additional public streets.
- Revise the existing infill ordinance to set standards of design compatibility of single-family detached housing styles for those areas of interior lot infill. **High Priority**
- Revise infill ordinance to limit multifamily development to be along main street frontages and done as “row house” style with context design standards.

### **8. Reuse of vacant commercial type buildings**

Two situations exist in the community that led to vacated commercial buildings. The first was the development of the small neighborhood store. This community has a large concentration of neighborhood stores. Some have been reused while others sit vacant. Vacant buildings create building maintenance and neighborhood image problems.

The second situation is office and commercial buildings built out of scale and character with the neighborhood, making reuse challenging. Some of these buildings may never be salvageable.

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<sup>22</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

<sup>23</sup> Ogden City East Central Community Plan: Adopted October 20, 2009

However, during the time of transition, there should be a “boarded building” policy that employs strictly enforced and expensive consequences for buildings that remain boarded for an extended period of time. Ideally, there could be a revenue stream to assist the truly valuable buildings in the neighborhood that are worth preserving. The use of a redevelopment project area may also be employed to achieve the desired results of new development. If this were to occur, the development should be context sensitive to the neighborhood and the buildings should be constructed to be able to be adaptable to alternative uses in the future.

### **Vision Objectives**

- Consider commercial uses that do not impact the neighborhood for small scale commercial buildings that are residentially zoned.
- Explore incentives for re-use of old, small, single-lot stores for new start up business opportunities.
- Direct new small commercial interests to the existing older commercial-style buildings in the neighborhood.
- Allow some existing older buildings to be used for nonresidential uses under the existing provisions but do not zone them commercial.
- Explore developing a “boarded building” fund that can be used for rehabilitation of buildings in the East Central Community. **High Priority**
- Encourage large vacant problematic buildings to be removed and replaced with new context sensitive development. The RDA shall consider using redevelopment districts as a way to redevelop these areas.

### **9. Promote the original use of buildings in those areas where they are now nonconforming**

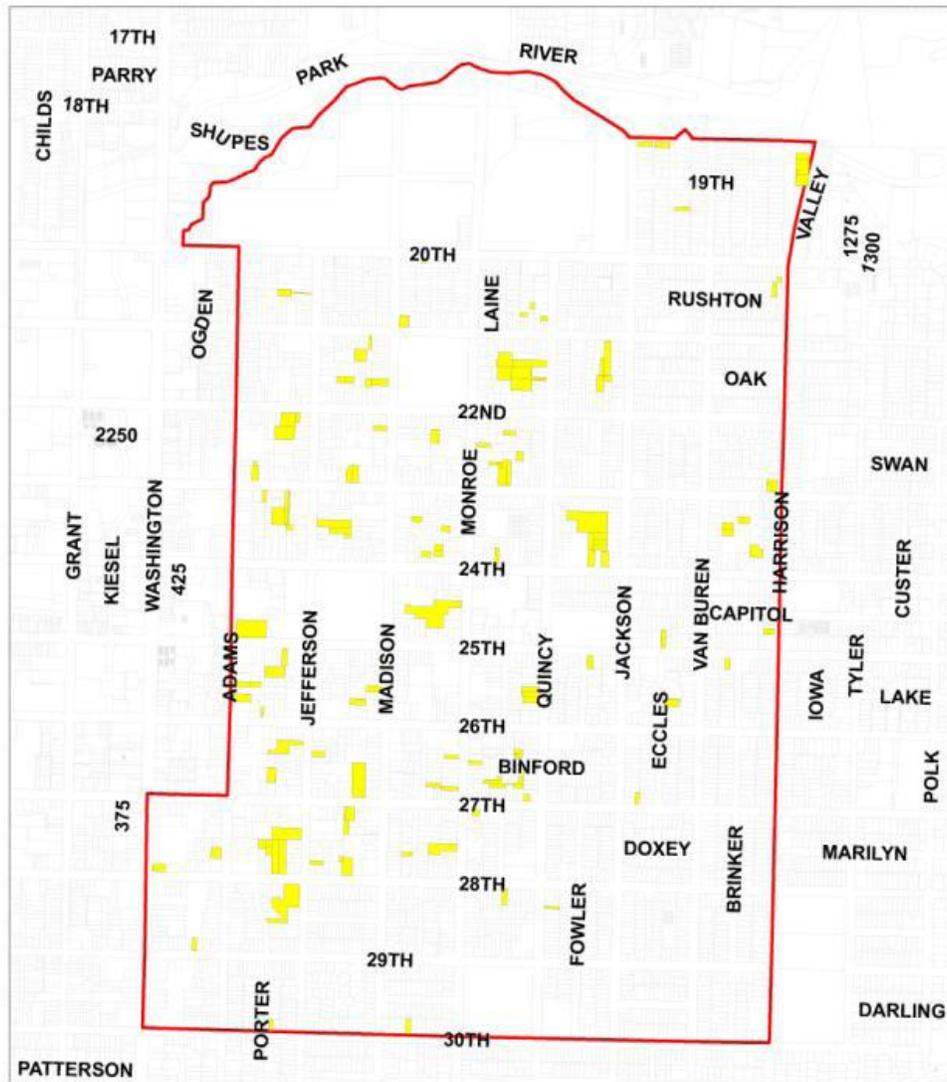
Throughout the neighborhood, there are scattered residential buildings converted to offices or single-family homes to multiple units. This creates health, safety and even police problems. Buildings that were never designed for such uses in many cases tend to wear out more quickly, need more repair and create neighborhood concerns because of overcrowding.

Most of the large residential buildings that have been converted are important buildings to the context of the neighborhood, though the current use may not be. Reuse of these buildings as originally designed would benefit the neighborhood but will require considerable ingenuity, resources and compatible land use.

One concern in the use of these buildings, since they are in a tightly developed area, is the desire to remove an adjacent building to provide parking. This should not be done as the compactness of the neighborhood is an important neighborhood feature.

### **Vision Objectives**

- Prohibit removal of homes on adjacent property to meet parking requirements for non-conforming uses, or to create larger homes that are out of scale with the community.
- Create regulations for nonconforming multi-family units in converted single-family homes to convert back to a density more appropriate for the size of building and the capacity of the lot. Along with the use of funds allocated by the City to reduce the number of units in converted single-family homes, consider amortization as a tool to return structures to their original and appropriate density. **High Priority**



**Potential Infill Areas**

- Infill Areas
- East Central Boundary



Prepared by  
Ogden City Planning 12/2008

**10. Establish Neighborhood Commercial Center on the block between 24th and 25th and Monroe and Quincy Avenues**

This block has been underutilized for some time. The goal is to reinvigorate this area with the type of uses that will best serve the community. The 24th and Monroe location is centrally located to the East Central neighborhood, has an abundance of parking, and good potential access into the site from all of the surrounding streets. Most of the existing buildings were designed in the 1960's utilitarian design and are a poor fit for the community, although there are some viable commercial uses. The goal would be to use the redevelopment process to transform the majority of the block

into a neighborhood center that employs traditional architecture, extensive landscaping, walkability, and environmentally sensitive methods of construction and operation to potentially achieve Leadership in Energy and Environmental Design (LEED) certification of most, if not all, the new buildings on the block.

#### **Vision Objectives**

- Work to make the block between 24th and 25th and Monroe and Quincy the Neighborhood Commercial Center with appropriate design considerations. **High Priority**
- Consider parking requirements that decrease parking in the area and promote walkability and bicycle access. Parking additions that do take place must fit into the site, be heavily treed, and utilize environmentally sensitive methods in their creation.
- Include this area in any new redevelopment district consideration.

#### **11. Establish zoning that reflects the history of the area**

The land use and form that took place historically was done without zoning controls. Efforts to increase the rate of return by increasing density at the expense of good design have been detrimental to the community. The majority of the community (at least on the north, south and east sides) has remained predominantly single-family detached homes. It is only logical to support the majority land use with the appropriate zoning that reflects the use. Those areas that are R-2EC in the East Central neighborhood are now predominantly single-family. The rezoning to R-1-5 would assist in that desired trend.

Front yard fences are out of character with the neighborhood, especially the use of chain link. Chain link fencing has altered the character and reduced curb appeal where they are present. It creates a “fortress mentality” that is not consistent with an integrated and healthy community. Zoning could regulate fence types and location in the front yards.

As indicated earlier, there is more commercial space than is needed. Therefore, it is logical to avoid additional commercial zoning, and retain the residential zones. Signage in this residential community should reflect the neighborhood flavor and should be small, low, and attractive. Pole signs are not in context with the neighborhood.

#### **Vision Objectives**

- Consider rezoning R-2EC areas to R-1-5 to better represent the predominant land use trend in these areas. **High Priority**
- Revise the front yard fence ordinance to restrict front yard fences that are out of character with the historic past of the neighborhood. **High Priority**
- Prohibit additional commercial zoning in the community in order to utilize existing buildings and spaces.
- Retain residential zoning in the community.
- Revise the sign ordinance as it relates to commercial properties to promote monument signs in lieu of pole signs.

#### **12. Provide for Accessory Dwelling Units (ADU's) in certain areas of the neighborhood.**

Accessory Dwelling Units (ADU's) are a zoning terminology for ‘a granny flat’, which was an illegal land use. Homeowner occupancy is important to maintain a stable neighborhood. The areas zoned R-2EC and R-3EC would be the most appropriate places to initiate this use as those areas currently allow duplexes. Concerns were expressed that changes to the existing regulations would need to be made with other design standards.

#### **Vision Objectives**

- Consider an ADU overlay in the areas currently zoned R-3EC and the areas to be rezoned to R-1-5 from R-2EC and modify the requirements to consider including:
  1. Adequate lot size and off street parking.
  2. Good landlord certification and current business license.
  3. Deed restricted and code compliant.

### **13. Ensure Group Homes do not impact the stability of residential neighborhoods.**

Group Homes are dwellings where persons who may be disabled or due to certain circumstances are not able to care for themselves without some form of help or supervision. These homes could include protective housing for victims of domestic abuse, rehabilitation and treatment facilities, transitional housing, residential facilities for persons with a disability and residential facilities for the elderly. They are a growing part of most communities and usually have a protected status by federal law. Ogden City has experienced a negative impact created by more group homes occupying a block than homeowners and created a social area rather than a neighborhood. Ogden City then adopted in its zoning code a separation requirement of 1000 feet between such uses to stop this type of neighborhood impact from expanding. The separation requirement acts to reduce the potential that these land uses will alter the fabric of a community. The East Central neighborhood already contains over 20 group homes, many of which do not meet the existing separation requirement. These are existing non-conforming land uses due to their existence prior to the establishment of the zoning code restrictions. On occasion, these facilities can present problems to the community that go beyond the impact on a neighborhood's property taxes. It is for these reasons the City should consider steps to eliminate these uses over time by means of amortization or other regulations.

#### **Vision Objectives**

- Consider amortization and other appropriate options for group homes that do not meet spacing requirements and present demonstrated problems to the community in order to stabilize neighborhood character. **High Priority**

## **EAST CENTRAL - PARKS AND RECREATION**

### **14. Enhance existing parks**

The East Central Neighborhood was planned in the 1870's with three original 10 acre parks: Liberty, Lester, and Monroe. Each park provides a unique set of services to the community while at the same time addressing the same common service of a place for quiet and passive recreation with grass and mature trees. This area also enjoys several specialty parks; Eccles Park (Watermelon Park) located in the center of the Eccles Historic District, Courtyard Park, which is a small pocket park that contains a tot lot and picnic facility, the Oasis Park which is becoming a community garden, and finally the Ogden City Cemetery. Each are open to the citizens of Ogden throughout the year and each bring their own unique public attraction.

Improvements are needed. These include: perimeter lighting that is compatible with the period context lighting as in the historic districts, a peripheral exercise course, sand volleyball, new vandal-resistant bathroom facilities and better signage. Improvements such as a winter ice skating venue would be nice in Liberty Park along with the completion of the walkway through Lester Park. Since this park also contains the County Library and Golden Hours Living Center, benches would also be appropriate.

The use of the park for building sites and parking lots in Lester Park, to some degree, compromised the park. No additional parking should be considered at this park. Conversely, the City may want to consider additional on-street (angle) parking along 29th Street at Monroe Park to address the crowds at summer ball games.

### **Vision Objectives**

- Build on parks as a neighborhood amenity of open space and civic functions.
- Make improvements to parks by providing:
  1. Perimeter lighting.
  2. Exercise areas for jogging around the perimeter of the large parks.
  3. Construct sand volleyball courts in a section of the parks.
  4. Use institutional bathroom fixtures to upgrade park bathrooms and keep them unlocked during the daytime.
  5. Identification and locational signage.
- Extend the sidewalk completely through and include benches as well at Lester Park.
- Prohibit expansion of parking and buildings into Lester Park.
- Develop angle parking at Monroe Park for additional parking spaces. **High Priority**

### **15. Consider new open space and recreation development.**

The expansion of open space and park resources is a value that virtually all communities share. The Oasis Park Community Garden will commence in 2009 and there seems to be additional interest in duplicating this kind of park experience elsewhere in the City and the East Central Community. Depending on the success of The Oasis, the City and local neighborhood groups can convene to initiate additional community gardens.

The potential exists for Ogden City and Ogden City Schools to establish a combination sports field, competitive aquatic center, and recreational water park at the Ogden School District owned bluff at the northwest corner of 20th and Jackson Avenue. This is the site of the old military reserve unit complex.

### **Vision Objectives**

- Consider additional community gardens in vacant lots depending upon the success of the new Oasis Park.
- Continue to work with the School District to develop a sports field/aquatic center complex at 20th and Jackson Avenue.
- Utilize information distribution of recreational events and programs through the *Standard Examiner*, City Web site and Channel 17. **High Priority**

### **16. Allow appropriate additional uses of the cemetery.**

The Ogden City Cemetery may be an underutilized resource. It is a place of reverence and quiet contemplation for the living and the final resting place for many Ogden residents. Among these Ogden residents are the founders and builders of the community. Informally, there are occasional tours of the cemetery to look at the individual gravestones of note. The City should develop a map to facilitate that activity.

Another action to bring more interest to the cemetery would be to formally develop the connection from Madison Avenue through to River Road from 20th Street for bicycle and pedestrian use only. This former street closed years ago at the north end of the cemetery. Extending limited access for bicycle and pedestrian travel would create another connection to the Ogden River and Lorin Farr Park to the north. Lighting and decorative fencing could frame the corridor and be another component of making Ogden more walkable and bike friendly.

Finally, another open space linkage could be created by extending its boundary down the bluff on the west to Washington Boulevard. This would allow a small piece of open space to penetrate into the downtown. This area could be a public gathering area or an area for a memorial. This would link the downtown with the cemetery, and be a nice tie into downtown open space that is close to the Ogden River.

### **Vision Objectives**

- Develop a map of the locations of prominent people of Ogden's history that are buried in the cemetery. **High Priority**
- Develop a formal pedestrian and bike only linkage using the old Madison extension connection from 20th Street to the Ogden River by installing decorative fences to define the public route through the cemetery and installing lighting along the corridor.
- Establish an equestrian/bike trail just below the bluff on the north side of the cemetery.
- Expand the cemetery open space to the west as far as Washington Blvd.

### **17. Enhance the Urban Forest**

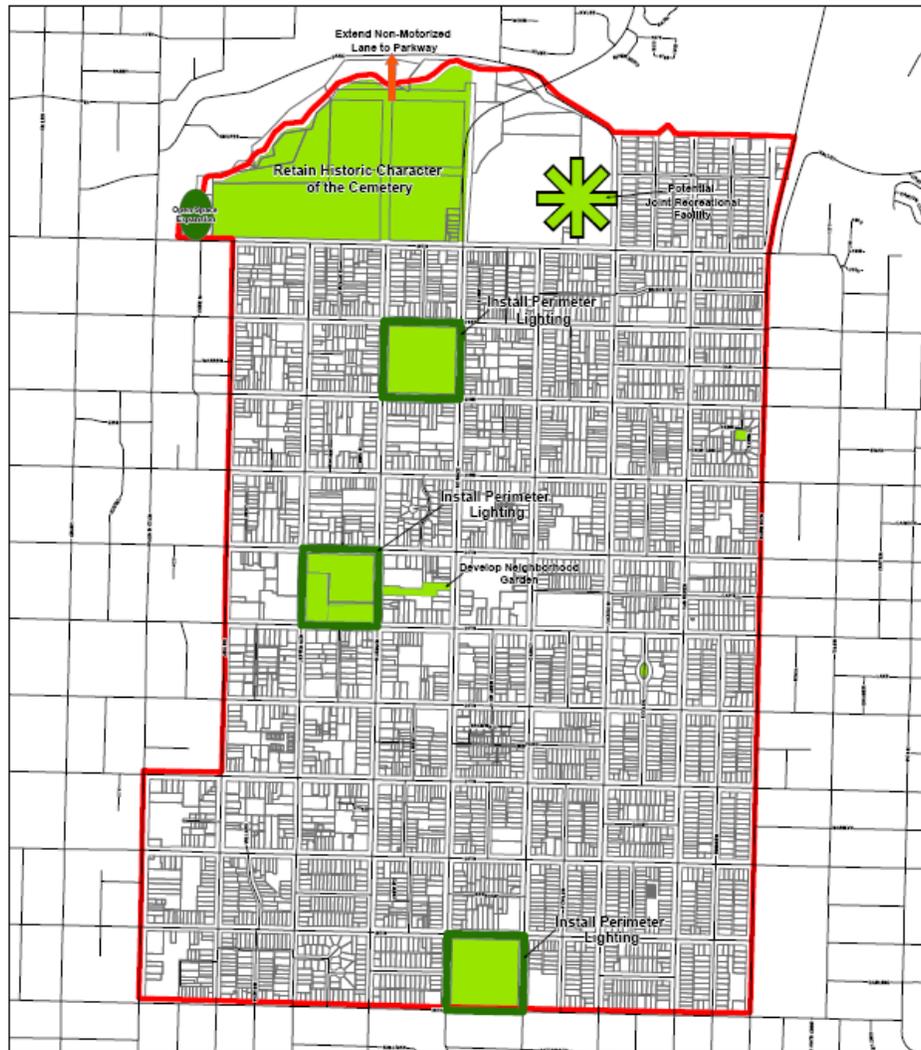
The urban forest consists of the trees in the parks and along the streets between the curb and sidewalk. These trees such as the London Plane trees on 24th Street characterize the neighborhood. Most of the urban forest is mature in this community. Historically, in addition to the street trees, the park strip was planted in grass. Since the ground cover is the responsibility of the adjacent property owner concern has been expressed by property owners of being more water conservative in what happens in the park strip. Complete removal of irrigation, however, can affect the trees and could alter the forest which would create a warmer neighborhood in the summer.

The challenge is to retain the character of the neighborhood, not damage the urban forest and still be water wise. Education on appropriate plants that will keep a green park strip and yet having the right amount of water that all survive are important. The City should continue to provide expertise and information as to the types of shrubs and ground covers that are drought tolerant and can be substituted for grass to conserve water. At no time should park strips be paved and the use of rocks should be very limited. Education should also include the value of the urban forest. Besides adding to the beauty of an area, the placement of trees conserves energy, battles air pollution, shades the sidewalks, and can be habitat for wildlife.

Also, programs for maintenance and replacement can be initiated. There are areas that need additional tree plantings in the park strips. The City should coordinate with local neighborhood groups to plant the appropriate trees in the appropriate places within the park strips where they are absent.

### **Vision Objectives**

- Establish strictly defined alternatives to “non-turf” park strips in order to keep historic character of the area, yet meet the needs of water wise landscaping. Regulations should include:
  1. Prohibit park strips from being paved over.
  2. Prohibit park strips from being just rocks.
  3. Require vegetative ground cover to be not less than 50% of park strip area excluding the tree coverage.
  4. Provide water wise park strip designs.
- Encourage neighborhood planting of trees and landscaping. The City and the residents should come together to “re-tree” and maintain those areas lacking trees.
- Ensure the appropriate trees are planted and maintained in a programmed and systematic manner in the park strips. Educate the public on the needs of the urban forest, what they can do to preserve it, and develop appropriate programs for maintenance, replacement and new installation.



**East Central Community**  
Community Vision - Parks and Open Space



## EAST CENTRAL - TRANSPORTATION

### 18. Enhance the local street system

Streets are not just for cars. The concept of “complete streets” takes into account alternative modes of transportation beyond the automobile in the public right of way. There is an increasing demand for walkability, the use of bicycles, and transit options within the City and State rights-of-way. There are physical changes the City can make to enhance these modes of travel. Painted crosswalks delineate the preferred location for pedestrians to cross streets and heighten the sensitivity of the drivers to pedestrians and bicyclists.

Use of bulb outs to define the local historic districts are intended to slow traffic. In selected areas, they may be a tool to slow down traffic and work to facilitate bicycle and pedestrian travel by making cars more aware of major pedestrian crossings. Other ways to create safer pedestrian crossings at key locations could also include warning signage. The City should include in the bicycle/pedestrian circulation plan in this neighborhood designs that incorporate methods to achieve more “complete streets”. The elements could include shared right-of-way provisions, enhanced bike lanes, ADA ramps at corners, in conjunction with colored sidewalks. The State has proposed in the long-range plans widening Harrison Blvd. between 30th and 24th Streets. This action would further divide the neighborhood in the area and set precedence for promoting high-speed travel between North and South Ogden at the expense to this portion of Ogden City.

### **Vision Objectives**

- Install painted crosswalks at intersections to solidify walkable neighborhood. **High Priority**
- Develop options for traffic calming on local streets where appropriate by means of bulb outs or other devices.
- Protect neighborhood character by insisting that Harrison not be widened from 20th to 30th Streets exclusively for additional vehicle lanes. Widening for mass transit line could be an exception.
- Install stop signs or mechanized pedestrian crossing at 24th and Jefferson, 25th and Jefferson and 26th and Jefferson.

### **19. Promote Mass Transit**

Early modes of transportation in this neighborhood were by foot or horse and buggy. By the early 1900’s the EC was serviced by several trolley lines. Streetcars lines ran up the middle of the streets on 21st, 23rd, 25th, and 27th, and north/south along portions of Jefferson Avenue and Washington Blvd. to 33rd Street. By the late 1930’s, the trolley line was replaced by the automobile. Remnants of the streetcar line can be seen in the roadway in the historic Jefferson district.

The City is part of a Transit Team composed of representatives from: Ogden City, Weber County, Utah Transit Authority, Utah Department of Transportation, Wasatch Front Regional Council, Weber State University and McKay Dee Hospital. This team is currently involved in conducting a transit alternatives analysis in order to develop a preferred alignment for a transit corridor between the Frontrunner Station located downtown and Weber State University and McKay Dee Hospital. As the East Central Plan has been developed, 25th and 26th Streets emerged as the best possible east/west options for the neighborhood. These routes would not only provide transit to the citizens of the neighborhood but also service important local destinations such as the U.S. Forest Service building, County Library, Golden Hours Senior Center, the commercial hub on Monroe and the State Office building and reception center on 25th near Jackson.

Any transit stops that are developed in this neighborhood should be designed to reflect the historic architecture of the neighborhood. A specific design has not been designated, but a historic theme that is period appropriate is needed to continue the historic theme of the early 1900’s. The Transit Alternatives Analysis group is considering a number of options for corridor alignment. One of the options travels through the east central community. Other options outside the EC are being considered as well. The Plan vision objectives reflect the EC Citizen Steering Committee’s and Planning Commission’s recommendation for the 25th and 26th Street options. The Community Vision Transportation map shows this as well as the other options being considered that adjoin the East Central Community.

### **Vision Objectives**

- Promote a streetcar transit line to service EC by means of 25th or 26th Streets. If not selected as part of the preferred alignment in 2009-2010 alternatives analysis process, these should be considered as a future phase of the project. **High Priority**
- Consider transit lines in the middle of the street, with pavers/landscaping to define travel areas.
- Develop transit stops that are themed with benches, architecturally appropriate covers, and signage.

### **20. Encourage Bicycle /Pedestrian Travel**

Ogden City presently has bicycle lanes along 22nd, 26th, 28th, and along Jefferson in the East Central neighborhood. The next step in realizing a “complete streets” community is to enhance bicycle travel, at least on selected important streets, within the neighborhood. The north/south corridors that are best suited for enhancements are Jackson and Madison Avenues. These were selected due to their current width (50’ of asphalt), connection potential north and south of the East Central neighborhood, and their relative central location to the neighborhood. 22nd and 28th Streets were chosen as the east/west connections for the same reasons. It is unlikely any of these above mentioned routes will interfere with other transit plans in the area.

The concept of complete streets basically facilitates alternative transportation modes within the vehicular right-of-way. This can be accomplished in a number of ways. Expanding bike lanes at the expense of automobile traffic lanes, physical separation of bike lanes from auto traffic with barriers, bollards, and planting islands, shared rights-of-way where bicycles have equal right to the same travel lane, and then the slimming down of the traffic lanes for bicycle space are all methods that could be employed to achieve a complete street.

### **Vision Objectives**

- Designate Jackson and Madison Avenues as “enhanced” bicycle routes for north/south travel.
- Designate 22nd and 28th Streets as “enhanced” bike ways for east/west.
- Consider adopting “complete street” concepts to include bike boulevards and/or road diets as the design for the bike routes.
- Street sweeping priority to be based upon location of bike lanes.

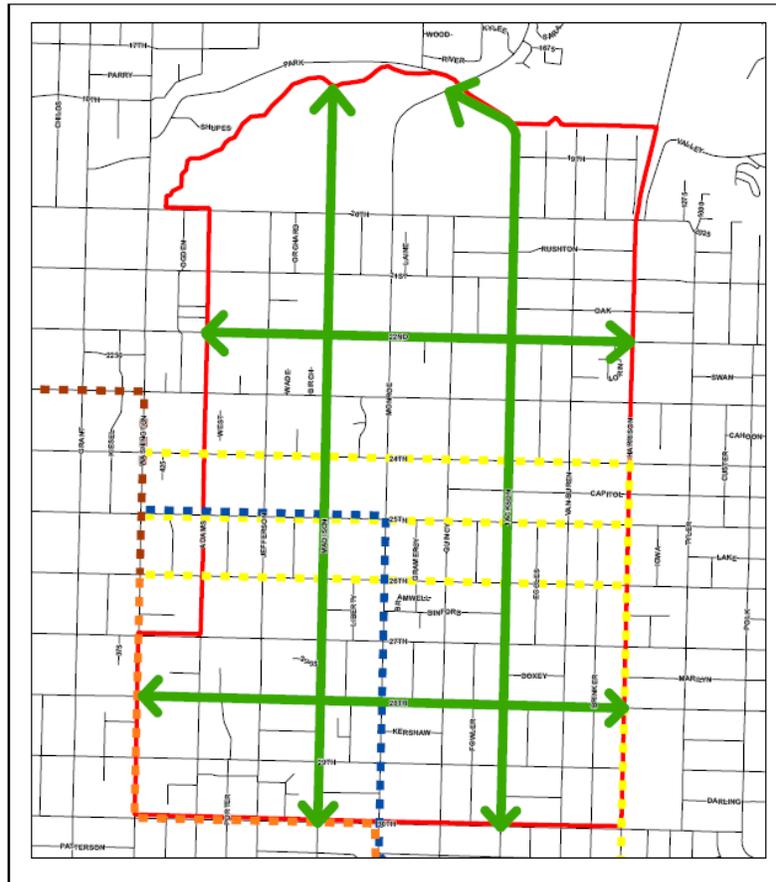
### **21. Consider appropriate alley uses that could benefit the neighborhood**

Because of the older nature of the EC area, many of the early subdivisions included alleys. These alleys have proven to be a mix of convenience and annoyance. Alleys can be a valuable asset for accessing the rear of properties, a location for utilities, a buffer from neighbors, and a play area for children. Conversely, they can be, especially when they are neglected and overgrown with vegetation a hang out or by way for nefarious activity. For those residents that would like to close off the ends of the abutters alleys from unwanted auto and pedestrian traffic, the City can explore ways of gating and locking the ends and allowing only through access to the home owners that live along the alley. This would preserve the original use of the alley, while introducing a measure of security for the residents who live along the alley.

Along the rear of the lots fronting on Harrison and Brinker Avenue between 26th and 29th there are abutting alleys that could be better utilized by the homes that face Harrison and provide more livability to those lots. They could be developed to be a preferable access point for the residents than what is at their disposal today. For those residents that live along Harrison, backing out onto Harrison can be a dangerous maneuver. If the alley were to be re-established and improved, cars could access their homes from the alley and not need to back onto Harrison Blvd.

**Vision Objectives**

- Explore ways to develop controlled access for those that live along the alleys by fencing at the ends so that they may be used only by the property owners.
- Explore the expanded use of alleys that back onto the homes along Harrison Blvd. as the main access point to off-street parking.



**East Central Community**  
Community Vision - Transportation

- Potential Street Car Routes
- Washington Blvd. Route
- Harrison Blvd. Route Options
- Monroe Blvd. Route
- Potential Enhanced Bicycle Routes
- East Central Boundary



**5. EC Steering Committee goals include:**

- Targeting CDBG, HOME, EDI and other funding to the East Central area, with an emphasis on the blocks between Quincy and Harrison;
- Focusing attention on increasing homeownership in the area to an average of 50% from its current rate of 38% through targeting the Own-in-Ogden program and utilizing the resources of the recently awarded HUD “Asset Control Area” to retain HUD foreclosed properties as owner-occupied, providing additional homeownership opportunities;

- Wherever possible, re-convert rental properties back to their original use as single-family, owner-occupied homes, providing additional homeownership opportunities for low-moderate income households;
- Renovate historic rental properties to improve housing quality and provide quality, affordable housing for low-moderate income households;
- Create homeownership opportunities through new construction, infill housing;
- Rehabilitate existing homes to provide safe, affordable housing for low-moderate households;
- Affect public improvements including streets, sidewalks, curb, gutter, driveways, sprinkler systems, trees and lighting;
- Reduce crime through aggressive crime prevention and suppression, code enforcement and development of Neighborhood Watch groups, and;
- Continued support for Community Councils to foster increased resident involvement.

## **B. CENTRAL BUSINESS DISTRICT (CBD)<sup>24</sup>**

The CBD is Ogden City's downtown. A key component of a downtown's viability is its proximity to population centers and its own function as a place to live, work and play. In 2000, the CBD resident population was approximately 1,763, two percent of the City's total population at that time. The CBD neighborhood consists of 5% of the total land area in Ogden City. The resident community of the CBD is growing.

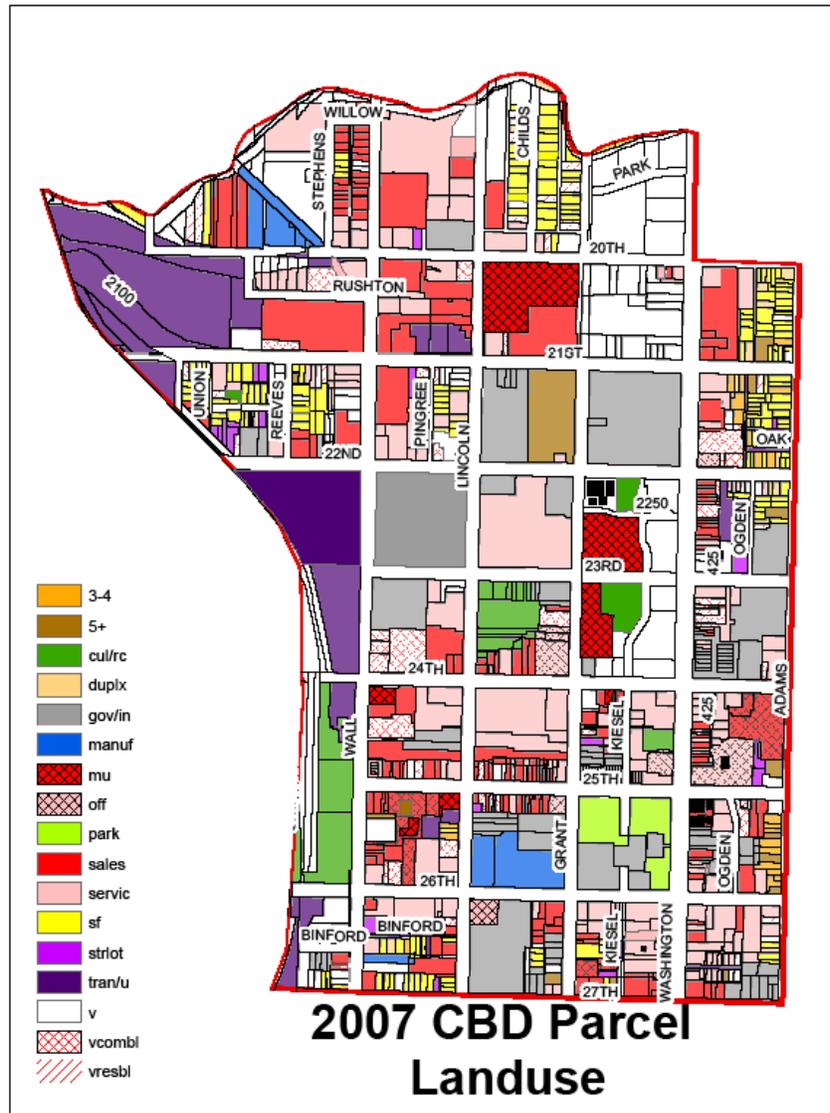
The neighborhood appears to be most attractive to "empty nesters" even though there is a charter elementary, middle and high school in the CBD. The exceptions would be the longtime residents on the periphery of the CBD.

### **1. CBD 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. St. Anne's homeless shelter, Ogden Rescue Mission and Salvation Army are located in the CBD. At the northern end, between Wall Avenue and Grant and 18th and 20th 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.

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<sup>24</sup> Ogden City Central Business District Community Plan: Updated 2007



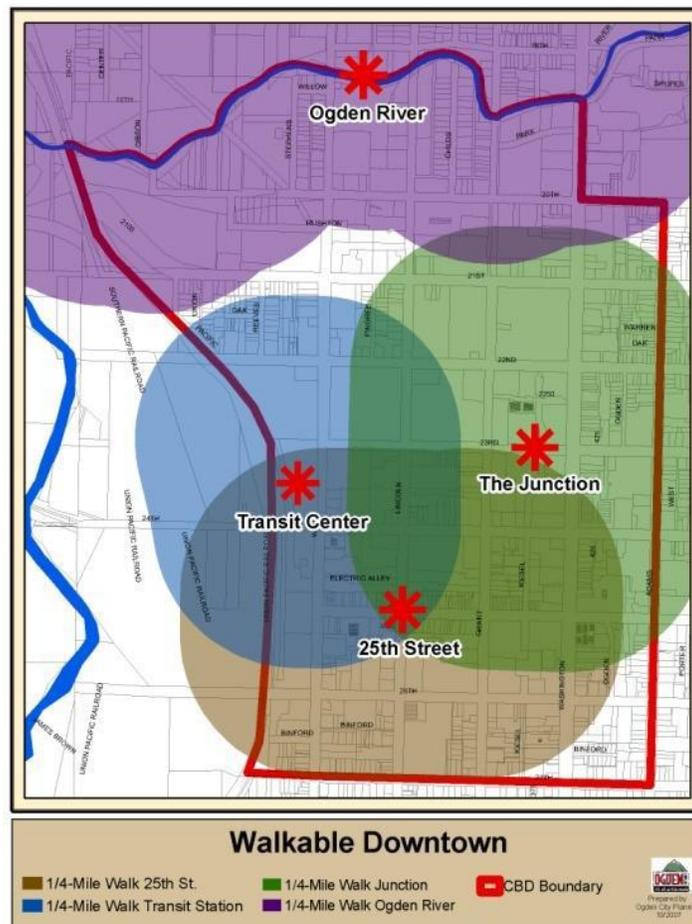
## 2. CBD Community Resources

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, transportation issues have been addressed by the addition of 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 owners, 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. Historic 25<sup>th</sup> Street 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 Boulevard. 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 Boulevard. These are indoor venues for performing arts and conferences. To the north is The Junction. 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 21st and 22nd 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 24th 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 the winter Christmas Village. The Public Safety Center is situated just north of the charter school at the corner of 22nd and Lincoln Avenue and houses the City's fire and police departments.

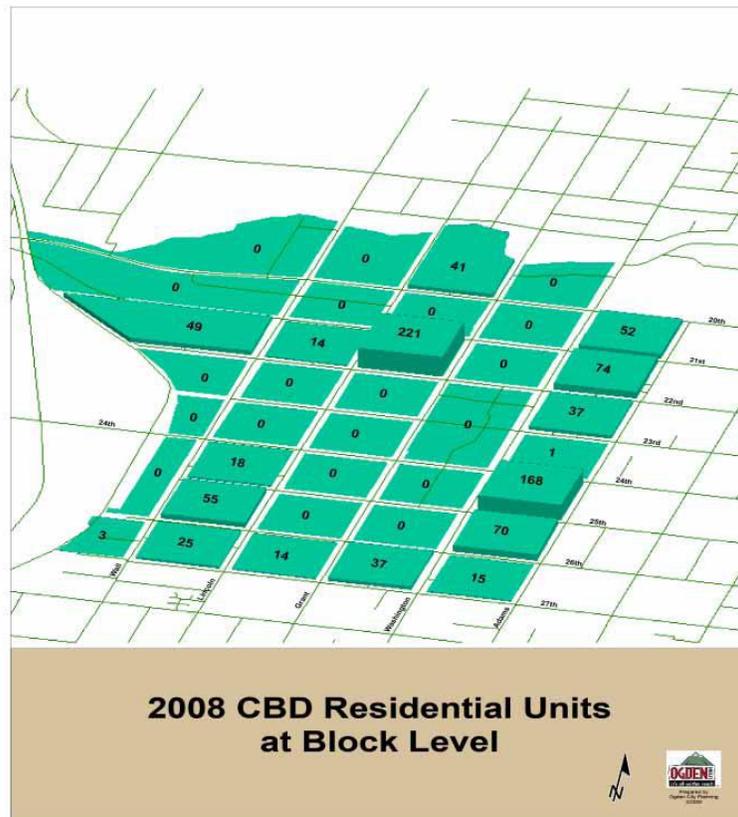


### 3. CBD Housing Stock

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 25th Street area, the mixed-use style has created 55 units of various types on the block.<sup>25</sup> West of Wall Avenue between 21st and 22nd Street is a nonconforming old neighborhood of mostly single-family homes mixed in with some industrial uses.

The housing type in the River Project which is the CBD transition located between Washington and Wall Avenues and 20th 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 20th and 27th is characterized primarily as low density detached housing, especially on the east side. Stretching from 20th Street and 27th 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 24th 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.



#### **4. CBD Community Involvement**

Community residents participated in the development of the Central Business District Plan in the following 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 2nd 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.

#### **5. CBD Planning Conclusions**

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

##### **1) CBD 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. It was deemed important to strengthen the positive perception of the City.

##### **2) CBD 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) CBD 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) CBD 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) CBD 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.

### **6. CBD Steering Committee Goals**

Some of the Goals outlined by the CBD Steering Committee include:

- Promote the positive aspects of Ogden.
- Complete physical improvements for a unified streetscape by installing street lighting, seating and street trees in the CBD where needed.
- Work to make downtown Ogden safe and inviting by police presence and code enforcement.
- Work with agencies that care for the needy to maintain and enhance their properties.
- Enhance the cultural qualities of downtown through street art.
- Educate property owners to understand property code requirements.
- Develop entryway features in the form of landscaping, sculpture, archways, signage into Ogden CBD.
- Encourage the preservation and restoration of landmark buildings in the CBD.
- Preserving the historic character and national designation of the 25<sup>th</sup> Street National historic District.
- Coordinate between the City and other civic organization efforts and activities to bring people downtown at different times for different reasons.
- Provide for more efficient use of land for parking in the downtown.
- Develop and enhance the various modes of transportation options for the CBD
- Pedestrian linkages between significant locations within the CBD.
- Provide for appropriate activities and land uses.
- Provide for horizontal and vertical mixed-use development in specific areas of downtown.
- Maintain Washington Boulevard as the main retail corridor and Historic 25<sup>th</sup> Street as the hub for specialty shopping in the downtown.
- Allow uses that will promote a 24 hour presence and be a center for employment.
- Revise CBD zoning to enhance images of compact urban development, pedestrian accessibility, interesting store fronts along street frontages, rather than parking lots.
- 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.
- Explore Leadership in Energy and Environmental Design (LEED) and ways to retrofit buildings for the CBD.

- 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.
- Continue to pursue downtown development that clusters uses that create healthy, sustainable development needed for a downtown.
- Market downtown development as a place that is inviting, yet looks to achieve sustainable economic goals and current environmental practices.
- Use governmental economic incentive to initiate development, but phase out over time as the private sector forces display confidence in the downtown.
- Attract unique retail, entertainment and recreational experiences that are attractive to tourism, and the greater Weber County area and set Ogden City apart.
- Focus on promotion of tourism in the downtown.
- Promote increased tax base, increased employment and increased private investment in the CBD.
- Ensure that transit oriented development (TOD's) be located near the commuter rail stop.
- Allow for high-density housing at numerous locations in the downtown, primarily above the ground floor.
- Encourage the use of existing underutilized buildings upper floors for residential uses by adding flexibility to the zoning in the CBD. In the 25th Street Historic District, flexibility should be balanced with the goal to preserve the historic character and national designation of the district.
- Insist that housing in and around the CBD be market rate.
- 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.

**V. ECONOMIC EMPOWERMENT**

**a. Strengths, Weakness, Opportunities and Threats**

To formulate an assessment of the NRSA, Ogden City CED staff began by conducting an analysis of the community’s strengths, weaknesses, opportunities and threats (SWOT). This assessment examines the community’s economic and housing conditions, and other related quality of life issues. The following chart summarizes the result of the SWOT analysis.

**Ogden City NRSA  
SWOT Analysis Summary**

Assessment Category	Community Characteristic
Strengths	<ul style="list-style-type: none"> <li>- Commitment and leadership to economic development</li> <li>- Focus on job creation by the community</li> <li>- Emergency of new industries</li> <li>- Current success as one of the largest job creating communities of its size in the US</li> <li>- Proximity to recreation</li> <li>- Public services (YCC, OWCAP, Weber Human Services, Weber County health)</li> <li>- Major hotel and conference center</li> <li>- Government jobs provide stable incomes</li> <li>- Expansion of the IRS in the Central City returning a daytime employment concentration to the community</li> <li>- Other County, Federal and State employers re-located to CBD</li> </ul>

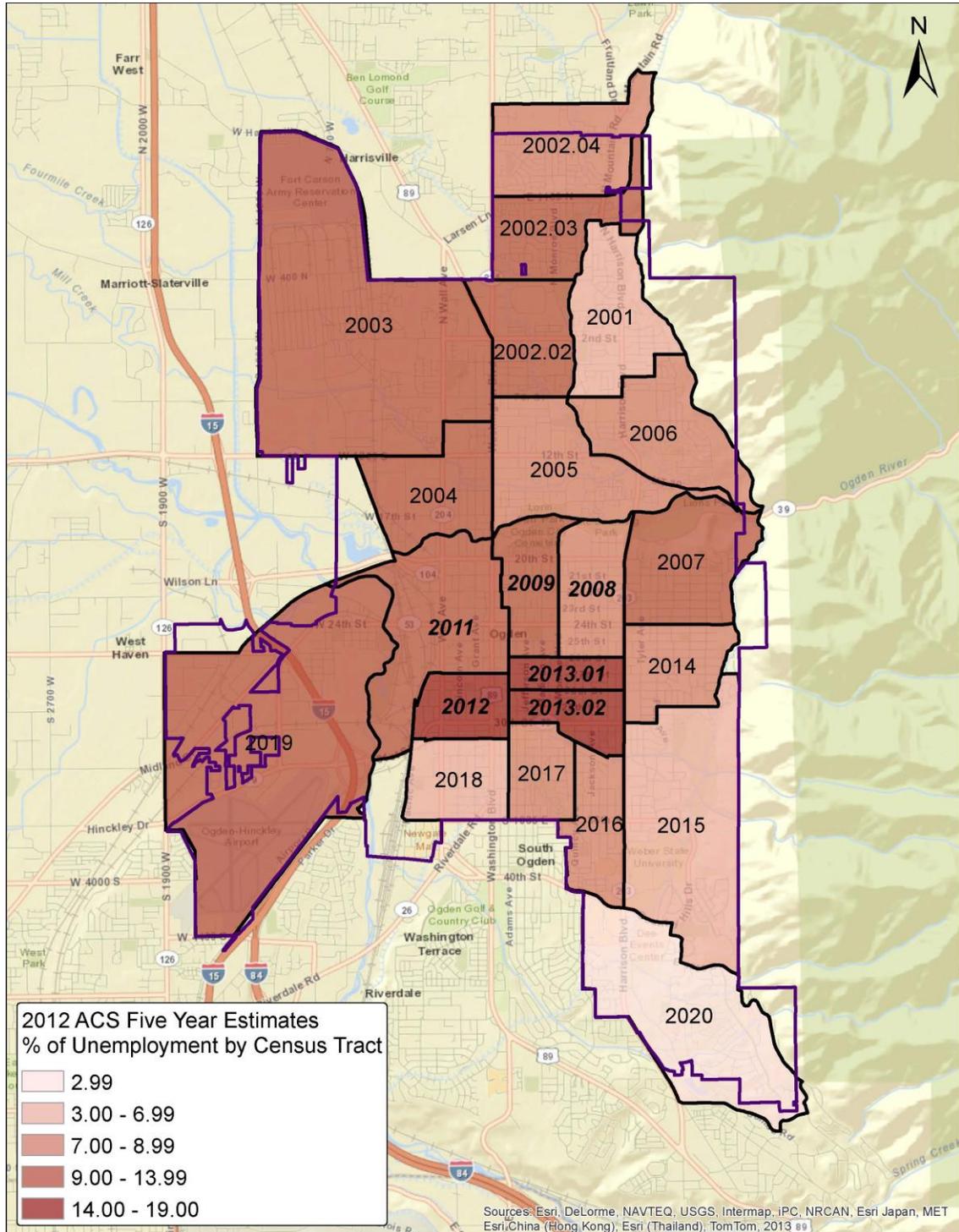
<p>Weaknesses</p>	<ul style="list-style-type: none"> <li>- Perception of crime and drug related activities</li> <li>- Aging infrastructure</li> <li>- Preponderance of chronically underemployed</li> <li>- Vacant commercial properties</li> <li>- Lack of modern housing</li> <li>- Blighted substandard tenement type of housing</li> <li>- High vacant commercial rates</li> <li>- Census shows median income and homeownership below City as a whole</li> <li>- Lack of homeownership opportunities</li> <li>- Lack of investment capital in general</li> <li>- Lack of investment vehicles targeted to LMI</li> </ul>
<p>Opportunities</p>	<ul style="list-style-type: none"> <li>- Mixed-use development of River Project area</li> <li>- Wal-Mart and new retail development</li> <li>- Bank participation in business development activities</li> <li>- Strong support from business community</li> <li>- Filling/expansion of the Junction</li> <li>- Rehabilitation of East Washington Blvd</li> <li>- Ongoing vitalization of Historic 25<sup>th</sup> Street</li> <li>- Conference Center expansion</li> <li>- Low housing costs</li> <li>- Low commercial lease rates</li> <li>- Federal, state, and local incentives to businesses</li> </ul>
<p>Threats</p>	<ul style="list-style-type: none"> <li>- Perception of crime</li> <li>- Absentee property owners</li> <li>- High unemployment</li> <li>- High entrenched levels of unemployment</li> <li>- Poor housing conditions</li> <li>- Low homeownership</li> <li>- Deterioration of buildings</li> <li>- Economic slowdown</li> <li>- High small business turnover rate</li> <li>- Political status within the County</li> <li>- Insufficient capital resources</li> <li>- Unwillingness of non-urbanized communities surrounding Ogden to support it development's needs.</li> <li>- Unwillingness of non-urbanized communities surrounding Ogden to participate in supporting the needs of LMI individuals creating higher support costs to the citizens of Ogden, creating greater disparity between the have and have not's in the County.</li> </ul>

**b. Levels of unemployment**

According to the 2008 – 2012 ACS Five Year Estimate data, the unemployment rate for the NRSA area was 13%. Broken down into individual rates for each census tract, the unemployment rate for 2008 was 8%, 2009—13%, 2013.01—16%, and 2013.02—15%. From the same data set, the City's unemployment rate was slightly lower at 11%. For a better visual assessment, refer to the NRSA Unemployment Overview map on the next page.

Compared to the state, the NRSA had a much higher unemployment rate. Using the same 2008 – 2012 ACS Five Year Estimates, Utah had an unemployment rate of just 7%.

NRSA Unemployment Overview



**c. Access to capital (or lack of) in order to form a business in the NRSA**

The current financing products available within NRSA leave a number of gaps in finance structuring. Ogden suffered through migration following the demise of the railroad in the 1960's. During the subsequent reinvestment into Ogden, many smaller businesses are still in the first stages of development. Some are emerging from the first stage into early second stages and cannot meet current market financial requirements to attract capital. Even federal government programs such as the Small Business Administration (SBA) 504 programs and 7a programs (which programs finance up to 40% of the cost for fixed asset acquisition, and serve as a guarantee for traditional lending respectively) are largely inaccessible to most of these types of companies. These companies are typically owned by low-moderate income individuals (LMI), emerging ethnic groups, young college age students and young married individuals who have no historical family or community wealth and have no resources that can be leveraged or utilized to make the equity contributions required for the SBA 504 loans. The younger entrepreneurs who have not been in business long enough to accumulate sufficient wealth to fulfill the requirements make up a significant portion of the population (one of the highest in the nation). Under the SBA 7a program, the younger, less developed companies, having the same demographic profile as above, face the same issues.

**d. Housing Conditions**

There are considerable amounts of fair to poor housing conditions in the CBD and EC. The NRSA has a lower than the City average rate of owner occupancy, which has contributed to a significant amount of blight and deterioration.<sup>26</sup> In addition, this area has an above average number of vacant units compared with overall City averages.<sup>27</sup> For a visual assessment of owner and renter occupancy throughout the NRSA and Ogden City, refer to the two maps NRSA Owner Occupancy Overview and NRSA Renter Occupied Overview on the next two pages. A considerable number of the multi-family housing structures are the result of conversions rather than new construction. Although the area was originally developed with single-family homes, there are few blocks in East Central census tract 2009 that have a majority of single-family housing. For example, only 26% of the houses within the 2009 census tract are single-family, detached units.<sup>28</sup> Restoring properties that have been converted from single-family homes into multi-family structures, particularly in historic districts, ranked as a priority with both the East Central and Central Business District citizen groups.

Areas with older housing tend to have more code and maintenance violations, such as outdoor storage, junk cars, and poor property conditions. Poor housing maintenance has been a concern in the East Central neighborhood. Their concern is maintaining property standards that are safe and make the neighborhood attractive.

With the exception of census tract 2008, the number of renter occupied homes far outnumber the number of owner occupied homes within the NRSA. Inside the NRSA, 56% of the housing units are renter occupied whereas as 28% are owner occupied.<sup>29</sup> The remaining percent of units are considered vacant. The City, as a whole, has a much different composition of ownership. Within the City, 51% of homes are owner occupied whereas 40% of homes are renter occupied.<sup>30</sup>

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<sup>26</sup> 2014 FFIEC Census Report – Summary Census Housing Information

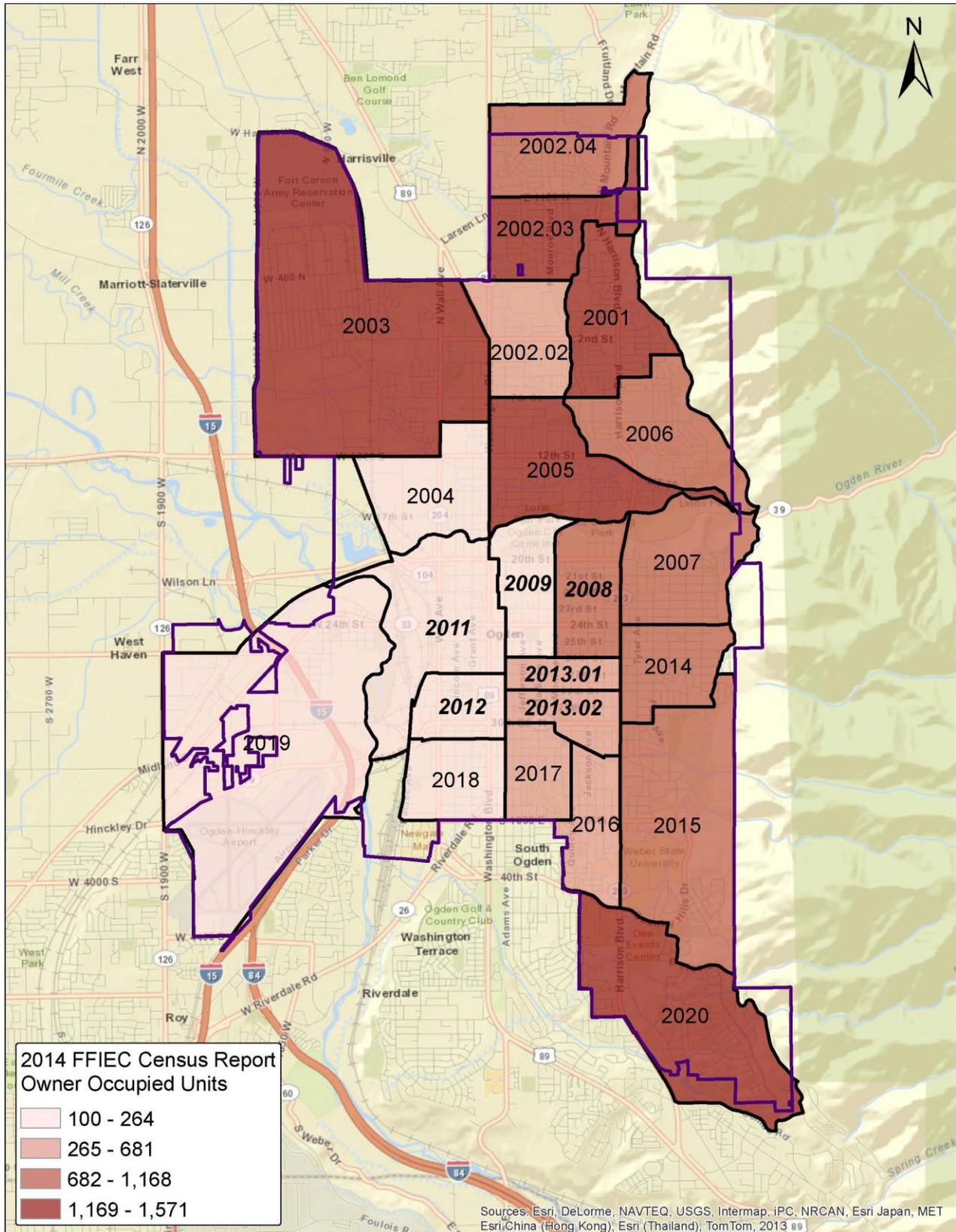
<sup>27</sup> 2014 FFIEC Census Report – Summary Census Housing Information

<sup>28</sup> 2009 – 2013 ACS Five Year Estimates: DP04 Selected Housing Characteristics

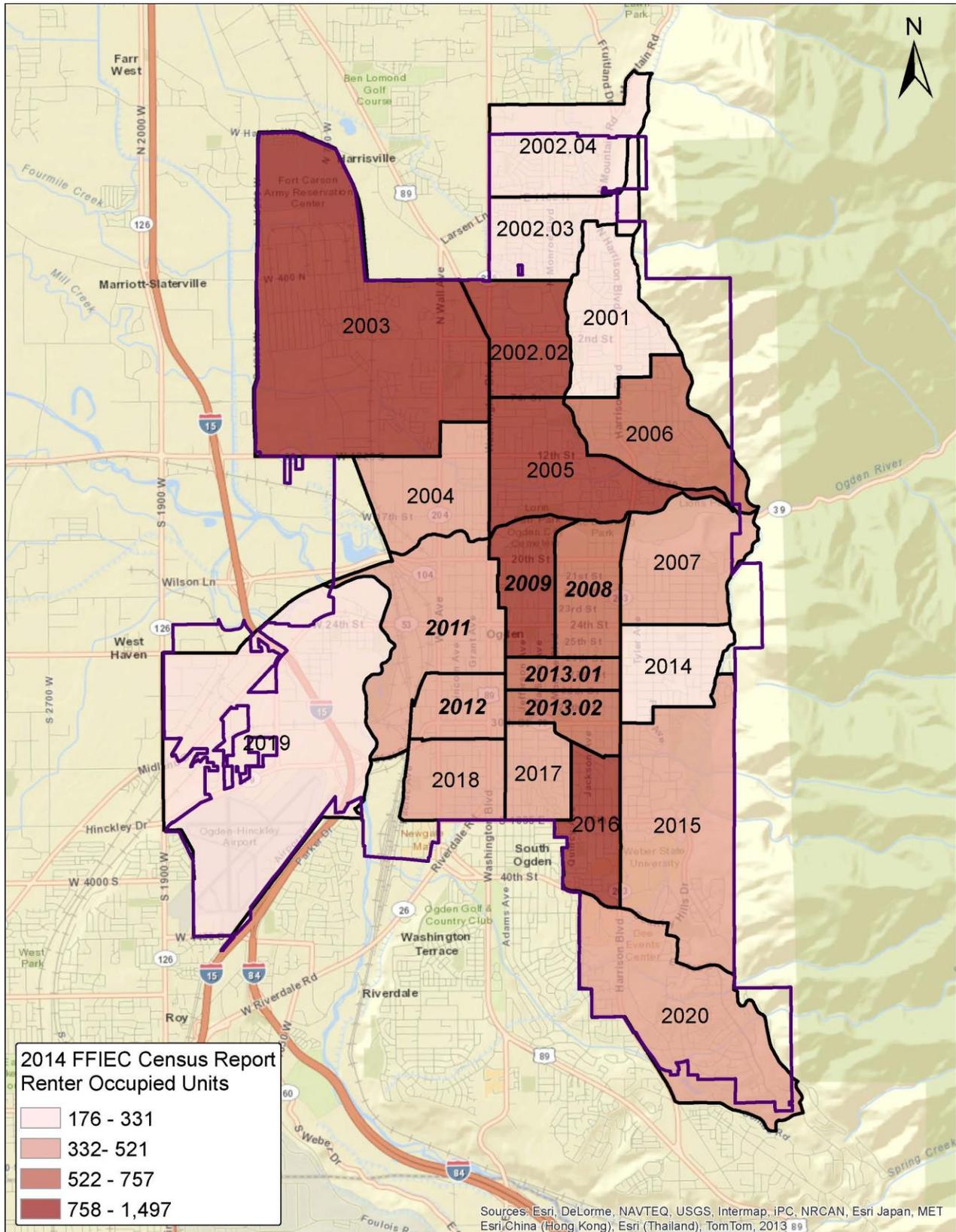
<sup>29</sup> 2014 FFIEC Census Report – Summary Census Housing Information

<sup>30</sup> 2014 FFIEC Census Report – Summary Census Housing Information

NRSA Owner Occupancy Overview



NRSA Renter Occupancy Overview



NRSA residents’ concerns center on the continued viability of the residential portion of the neighborhood. Their goals focus on keeping homeowners in the neighborhood, having renters become homeowners, preserving historic properties, restoring properties that were converted from single-family to multi-family units, and promoting responsible property ownership and property standards.

**e. Number of businesses located within NRSA**

Over 656 businesses are located within the NRSA. These businesses represent a diverse economic base with approximately 217 classifications of businesses by license type. Business classifications in the NRSA include professional services, retail sales, restaurants, light manufacturing, entertainment districts, government offices, auto repair, wholesale, home-based businesses, and hospitality services.

2014 Selected NRSA Business Licenses

Classification of Business License	# of Licenses
Convenient Stores	38
Grocery Stores	16
Residential Child Care	34
Adult Care Centers	20
Retail Drug Stores	9
Home Handyman	62
Home Occupation	417
Commercial Banks	18
Credit Unions	17
Mortgage Companies	6
Closely Related Bank	18
Sexually-Oriented Business	1

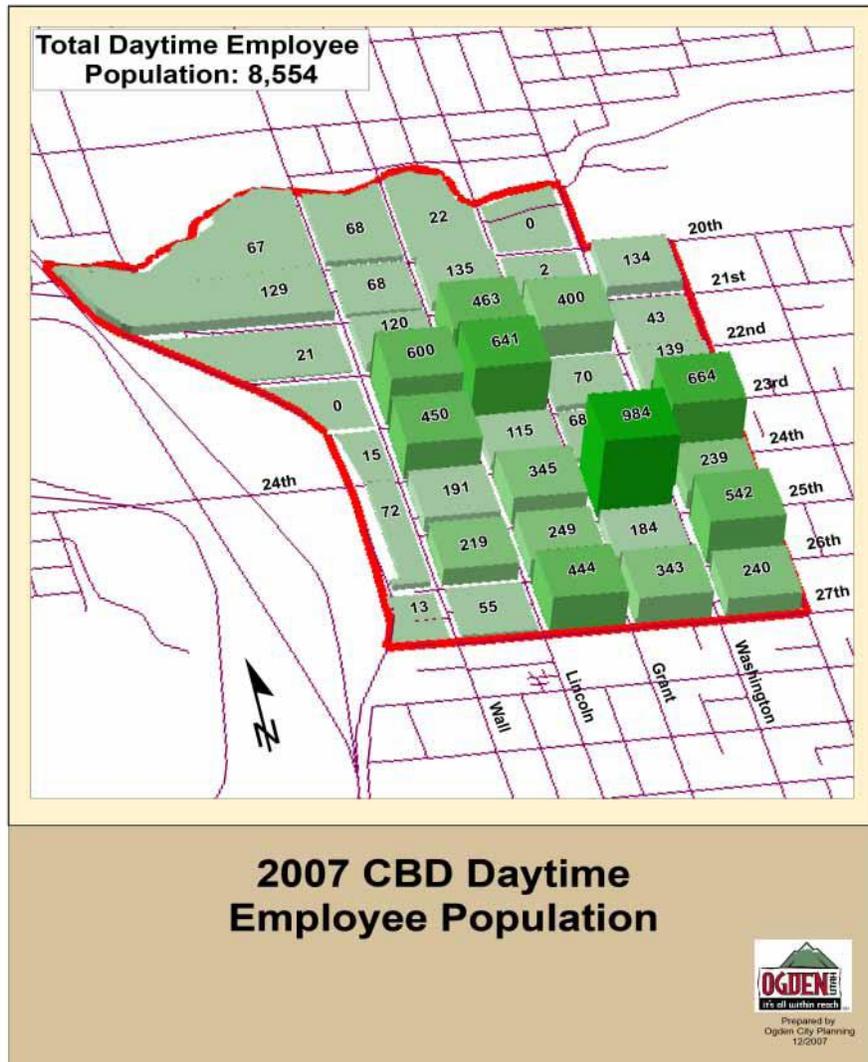
There are thirty-eight convenient stores and sixteen grocery stores licensed in the NRSA. The sixteen grocery stores in the NRSA are neighborhood grocery stores that serve a small local residential area and specialize in serving the Hispanic population. A full-service grocery store is needed to meet the needs of the growing NRSA population. There are eighteen commercial banks, most of which are located on Washington Boulevard. In addition, there are seventeen credit unions and six mortgage companies within the NRSA.

In 2007, the daytime employee population for the Central Business District was estimated at 8,554.<sup>31</sup> One of the goals of the NRSA is to increase the number of jobs in the area and to offer increased employment opportunities for low and moderate-income residents who may not be able to travel far for work. This strategy would largely be implemented through job creation in the Central Business District. The potential for the creation of 8,000 to 10,000 new jobs exists in the NRSA over the next 10 years. The Ogden City’s NRSA will help the Central Business District and East Central neighborhoods reach that potential. This plan is intended to support Community and

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<sup>31</sup> Ogden City Central Business District Community Plan: Updated 2007

Economic Development Department's plans to create jobs through planning, conversion of blighted areas to employment based areas, and investment in higher density employers.



## V. ECONOMIC EMPOWERMENT

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 land.

### 1. JOB CREATION

#### ***Small Business Loan Program – Direct financial assistance to businesses***

The growth of small businesses to create jobs is needed to expand the economic base in the NRSA. Available funding is not sufficient to meet the needs of those requesting financial assistance to start-up or grow a business in the NRSA. The area lacks lenders

willing to risk lending to NRSA business owners or potential NRSA business owners. The Small Business Loan program provides a maximum of \$90,000 of CDBG in lower-than-market interest rate loans. The program targets the central business district. NRSA businesses are required to create or retain one full-time equivalent job available to local low-mod income persons for every \$50,000 of CDBG borrowed. Especially in blended loans with multi-funding sources and possibly multiple reporting requirements, the NRSA designation reduces the administrative burden to businesses borrowing CDBG funding. This helps to make practical funding opportunities that support rather than burden struggling businesses.

## **2. BUSINESS COUNSELING**

### ***Business Information Center – business counseling to increase rate of survival***

NRSA residents are disconnected by location to the business counseling services provided at Weber State University (located on the City's east bench). Ogden City's Business Information Center (BIC) has filled this gap. The BIC is located in the CBD and addresses the needs of NRSA residents that are motivated and capable to start a business downtown.

Ogden City's Business Information Center (BIC) provides exceptional community based resources to assist individuals and businesses with economic development activities. The BIC sponsors the Service Corps of Retired Executives (SCORE), the Small Business Development Center (SBDC), the Ogden Retail Challenge Contests (2008 and 2009), the Concept to Company contests, and Grow Utah Ventures. The BIC serves as a center for development of business throughout the City and northern Utah.

The BIC provides the following services:

- Host free, professional, one-on-one business consulting with SCORE (Service Corps of Retired Executives) and SBDC (Small Business Development Center) counselors
- Access to on-site business resource library
- Computer workstations with software assisting in business plan writing, business publications, and marketing plans
- Conference rooms and classroom facilities for business training events
- Access to Ogden City financing vehicles such as the CDBG Ogden City Small Business Loan
- Operational, finance, technical options and post-funding training to borrowers.

Both SCORE and SBDC offer products and services to BIC clients. Loan clients are provided with immediate access to counseling and advice in areas of small business development, including, but not limited to business and marketing plan writing, choosing the proper business structure, financing business needs, understanding and preparing business financials, marketing and advertising, business valuation methods, strategic business planning, and management issues.

## **3. CREATE GREATER ACCESS TO CAPITAL**

### ***Administrative support to the ORC- create greater access to capital***

Financial support is needed to grow businesses, while supporting the economic development in the community. According to the 2010 Ogden City Consolidated Plan, the Low-to-moderate Income (LMI) and more deeply entrenched LMI make up over 70% of Ogden City's population. Ogden City facilitated the creation of the Wasatch Community

Fund Inc. (WCF) in 2015 and provides in-kind City staff to assist in bringing the WCF into operation. The WCF, as a non-profit entity, has been certified as a Community Development Enterprise (CDE), a Community Development Financial Institution (CDFI) and is applying for SBA funding to open an SBA Microenterprise loan program in Ogden. The WCF's mission is to provide access to capital that is not available to low moderate income entrepreneurs. The WCF is designed to pool funds from several resources including local and national banks' Community Reinvestment Act (CRA) funds, federal grants, and private equity investors to spread out the risk of lending to less than ideal borrowers. The goal is to leverage the small business loan program (as well as other federal state and local programs) to blend loans to reduce the risk to any one lender. By providing the tools and resources offered by nonprofit lenders like the Wasatch Community Fund Inc., local business entrepreneurs will be able to help the economic recovery activities within Ogden City's NRSA.

Ogden City sets a priority in providing the capital needed to support entrepreneurs in starting a business, in creating jobs and in growing their business. The only SBA intermediary lender which makes loans in Ogden is a Salt Lake City based organization which loans up to a maximum \$10,000 in Ogden, while the typical SBA micro loan can be funded up to \$35,000. A CDE can fill the gap and provide NRSA micro-businesses financing up to \$35,000. As a designated Community Development Financial Institution, the WCF can potentially receive millions of dollars to fund small and micro business loans from the U.S. Department of Treasury. The creation of a CDFI and a CDE fills a gap that has been created over the generations of decline in wealth within the community.

#### **4. DEVELOP UNDERUTILIZED COMMERCIAL PROPERTY**

##### ***Central Business District Infill Program – support business expansion, job creation, and/or removal of blight.***

The CBD Infill Program supports business expansion, job creation, growth, or removal of blight. The CBD program is intended to facilitate and stimulate capital investment in Central Business District, to remove slum and blight and/or to promote job creation/retention activities. The funds may be used for construction of new commercial or housing structures on vacant land, improvements to commercial structures or reconstruction of blighted or deteriorating buildings. Funds will be used to contribute to and to enhance the viability of Ogden's economic base.

## **VI. PERFORMANCE MEASURES**

### **NEIGHBORHOOD DEVELOPMENT PRIORITY OBJECTIVES**

In the NRSA, neighborhood stability is limited by a high percentage of housing units that are rentals properties; only an estimated 28% of the housing stock is owner-occupied.<sup>32</sup> Rentals tend to have more transient occupants who move often, and in many cases leave the property in worse condition. Homeownership, on the other hand, tends to give residents a sense of stability of long-term effect and influence.

The following strategic objectives will be used to address the neighborhood development needs of the NRSA community:

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<sup>32</sup> 2014 FFIEC Census Report – Summary Population Information

## Priority Objective 1: IMPROVE THE QUALITY OF HOUSING STOCK

### 1.1 Quality Neighborhoods – Rehabilitate and upgrade existing housing stock to alleviate conditions of blight and provide decent, affordable housing opportunities.

In the NRSA's East Central neighborhoods, 56% of occupied housing units are renter occupied compared to City-wide 40%.<sup>33</sup> The East Central housing vacancy rate is 16%, 7% higher than the overall City housing vacancy rate creating impediments to redevelopment within the area.<sup>34</sup> Many of the homes were rental units that were flipped many times and need substantial rehabilitation to bring them to housing quality standards. The Quality Neighborhoods program is designed to be flexible to address the specific needs of block groups within the NRSA. The City may purchase vacant lots to construct new housing, or purchase vacant, dilapidated housing units to rehabilitate and then sell to owner occupant families. In addition, the Quality Neighborhoods Program implements an Asset Control Area (ACA) Program. The ACA program purchases abandoned HUD-foreclosed homes and undertakes the substantial rehabilitation needed to bring the homes to housing and quality standards. The City has secured a private line of credit to purchase these HUD-foreclosures, vacant homes. HOME and CDBG funds are used to make the substantial rehabilitation needed to transform these abandoned homes to quality affordable housing options. Targeting the City's housing rehabilitation programs to East Central concentrates the City's efforts to improve the housing stock in the most troubled NRSA blocks. Rehabilitation and upgrade of the existing housing stock also alleviates conditions of slum and blight.

### 1.2 Emergency Home Repair Program (EHRP) – Enable low-mod income homeowners to stay in their homes

Low to moderate income families often do not have the resources needed to mitigate conditions that immediately threaten the safety and health of the household. The Emergency Home Repair Program improves the quality of housing units and extends the life of the properties while contributing to overall improvement of the neighborhood. The program is available to all low income owner-occupants within the city limits of Ogden. The emergency assistance alleviates threatening conditions that could force the owner occupants into homelessness because of impending conditions related to emergencies such as electrical and plumbing hazards, failure of the heating system, fire hazards, structural failure, leaking roofs, and/or natural disasters. The Priority Housing Needs Analysis rated assistance to low income homeowners as a high priority due to the high number of low income homeowners experiencing housing problems. The EHRP program is funded with CDBG funds.

### 1.3 Rental Rehabilitation Loan Program – Improve the conditions of rental units

As Ogden's housing stock ages, landlords are faced with the challenge of making needed property upgrades and with maintaining decent, safe and sanitary units with limited funds. Rental property owners can receive a below-market interest rate loan or deferred loan to upgrade units to meet housing and quality standards. A maximum of \$90,000 CDBG funding is loaned per project. Typically this program is gap financing that requires, when possible, for profit and non-profit developers to provide additional capital for the rehabilitation of rental housing. Projects receiving assistance must maintain Fair Market Rents as determined by HUD. Applications are accepted on a first-come, first-served basis. The Housing Priority Needs analysis rated low-income renters as a high priority due to the high number of low-income renters experiencing a housing problems. Therefore, priority is given to rental properties that primarily serve very-low or low-income residents, are located in the NRSA and to owners that commit other funding sources.

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<sup>33</sup> 2014 FFIEC Census Report – Summary Census Housing Information

<sup>34</sup> 2014 FFIEC Census Report – Summary Census Housing Information

Priority Objective 1. Improve the quality of housing stock				
#	HUD Goals	Strategies	Outcomes	Funding
1.1	1	Quality Neighborhoods Program: Alleviate conditions of blight by providing decent affordable housing opportunities.	<ul style="list-style-type: none"> <li>Rehabilitate and upgrade substandard housing units.</li> <li>Increase the number of decent, safe and affordable housing units in the East Central.</li> <li>Improve the neighborhood by rehab of “troubled” properties</li> </ul>	<ul style="list-style-type: none"> <li>HOME</li> <li>HOME Match</li> <li>CDBG</li> <li>Private resources leverage federal funds to develop affordable housing.</li> </ul>
1.2	1	Emergency Home Repair Program: Enable homeowners to stay in their homes by loaning money for emergency home repairs.	<ul style="list-style-type: none"> <li>Assistance to low-income residents through 0% interest, deferred payment emergency home rehabilitation loans.</li> <li>Improve quality and safety of housing units.</li> <li>Decrease the number of low income residents facing the threat of homelessness.</li> <li>Decrease the number of homeowners facing housing problems.</li> </ul>	<ul style="list-style-type: none"> <li>CDBG</li> </ul>
1.3	1	Rental Rehabilitation Loan Program: Improve the conditions of rental units.	<ul style="list-style-type: none"> <li>Decrease the number of substandard rentals units.</li> <li>Increase the number of safe, sanitary, affordable rental units.</li> </ul>	<ul style="list-style-type: none"> <li>CDBG</li> <li>Private resources leverage federal dollars to develop affordable, decent rental units.</li> </ul>

#	NRSA Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
1.1	Quality Neighborhoods: housing properties improved	12	12	12	12	12	60
1.2	Housing units assisted for emergency home repairs	3	3	3	3	3	15
1.3	Rental units rehabilitated		4		4		8

**Priority Objective #2 – EXPAND HOMEOWNERSHIP OPPORTUNITIES**

**2.1 Own in Ogden – Enable low to moderate families to buy a home**

In 2010, US Census data revealed that Ogden City’s housing inventory was at 8% vacancy rate; of the occupied housing units, 42% were renter-occupied, which has contributed to a significant amount of blight and deterioration.<sup>35</sup> As reported in the Regional Analysis of Impediments for Fair Housing Choice by University of Utah, Ogden City has a very high share of rental units. Statewide about 30% of occupied units are rental; whereas, Ogden has 42% rental units.<sup>36</sup> This area has an above average number of vacant units compared with the overall City average. The Own In Ogden program provides zero percent interest, deferred payment down payment assistance loan.

**2.2 Homebuyer Education – Ensure homebuyers are suitable to undertake and maintain homeownership**

To encourage successful homeownership experiences, the City requires homebuyers using City programs to attend a homebuyer education class. The purpose of the class is to educate prospective homebuyers with curriculum including finding a home you can afford, working with realtors, budgeting, the home buying process, negotiation, and home maintenance.

<sup>35</sup> Ogden City Five Year Consolidated Plan 2010

<sup>36</sup> Ogden City Five Year Consolidated Plan 2010

Participants are required to complete Homebuyer Education classes before purchasing their home.

<b>Priority Objective # 2 Expand homeownership opportunities</b>				
#	HUD Goal	Strategy	Outcome	Funding
2.1	1	Own In Ogden Program: Provide down payment assistance to low to moderate income families	<ul style="list-style-type: none"> <li>• Provide the down payment assistance needed for low to moderate income persons to buy a home.</li> <li>• Increase homeownership in central Ogden.</li> <li>• Support neighborhood revitalization through homeownership opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• HOME</li> <li>• Private resources</li> </ul>
2.2	1	Homebuyer Education	<ul style="list-style-type: none"> <li>• Ensure families are suitable for homeownership.</li> <li>• Increased ability of homeowners to maintain homeownership.</li> </ul>	<ul style="list-style-type: none"> <li>• Non-profits providers</li> <li>• HOME</li> </ul>

#	NRSA Expected units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
2.1	Down payment assistance loans	40	40	40	40	40	200
2.2	Homebuyer Education	40	40	40	40	40	200

**Priority Objective #3 – INCREASE THE SUPPLY OF DECENT AFFORDABLE HOUSING**

**3.1 Infill Housing Program – Transforming vacant land or dilapidated housing units to quality affordable housing units**

The East Central and Central Business District neighborhoods contain areas of underutilized or vacant areas in the center of city blocks. These vacant areas typically lack public infrastructure in the form of roads and utilities that would facilitate their development. The issues associated with vacant lots and infill housing is complex and often requires a partnership between the public and private sectors to develop strategies for specific properties. The City’s infill housing program provides the coordinating support to bring together private, federal and local resources needed to create new affordable housing units or rehabilitate deteriorating housing stock.

**3.2 Community Housing Development Organization – Support construction of new housing units and/or rehabilitation of existing housing units**

Gap financing to Utah Non-Profit Housing Corporation, Ogden’s certified Community Housing Development Organization (CHDO) to assist in the construction or rehabilitation of single-family (renter or owner) and/or multifamily housing. The City utilizes the HOME Program’s 15% CHDO funding to fund a CHDO in the construction or rehab of affordable housing units in Ogden.

<b>Priority Objective #3 Increase the supply of decent affordable housing</b>				
#	HUD Goal	Strategy	Outcome	Funding
3.1	1	Infill: Projects include building new housing units on vacant land to sell quality affordable homes to low mod income families.	<ul style="list-style-type: none"> <li>• Create new affordable housing units or rehabilitate substandard housing units.</li> <li>• Facilitate the development of underutilized vacant lots, typically in center of city blocks and difficult to develop due to infrastructure issues.</li> <li>• Partner with property owners and/or housing providers to develop solutions for underutilized vacant residential land.</li> <li>• Improve neighborhoods by developing vacant land, replacing blighted structures with quality affordable housing or rehabilitate substandard</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• HOME</li> <li>• Have-A-Heart projects: donated materials, Volunteer labor</li> </ul>

			<ul style="list-style-type: none"> <li>housing.</li> <li>• Create new affordable housing units with minimal use of federal funds</li> <li>• Maximize private resources leveraged to develop affordable housing.</li> <li>• Increase the number of decent, affordable housing units.</li> </ul>	
3.2	1	Community Housing Development Organization (CHDO) - Support the construction of affordable housing units.	<ul style="list-style-type: none"> <li>• Support the Community Housing Development Organization to create affordable housing options for Low to moderate income persons.</li> <li>• Affordable sites found and secured for construction of new affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>• HOME CHDO</li> </ul>

#	NRSA Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
3.1	Infill Housing: # housing units constructed rehabbed	4	4	4	4	4	20
3.2	Community Housing Development Organization: # housing units		4		4		8

**Priority Objective # 4 – HOMELESSNESS (CONTINUUM OF CARE)**

**4.1 Weber County Homeless Charitable Trust Fund** – granting funds to non-profit homeless service providers. \$1 million in funding from the sale of the Ogden Defense Depot provided seed funding for the creation of the Weber County Homeless Charitable Trust (WCHCT). The WCHCT’s sole purpose and mission is to support non-profit homeless prevention and service providers through the granting of funds. Grants will be offered to homeless service providers through a competitive bid process, special attention is given to programs that encourage the efficient use of existing resources through partnership and collaboration.

**4.2 Support the Weber County Homeless Coordinating Committee (WCHCC)** – serves as the lead for the Utah Balance of State Homeless Coordinating Committee and the lead for the HMIS system. Efforts to end chronic homelessness in Ogden are driven by and tied to Weber County’s Plan to End Chronic Homelessness by 2014. The WCHCC plan encourages a support-services intense approach to ending homelessness that was developed in part by the book Bridges Out of Poverty. As developed by the Utah’s Homeless Coordinating Committee and adopted by Weber County’s Plan to End Chronic Homelessness by 2014, The Housing First model (page 94) is a guiding principle to address homelessness problems in Ogden City. The City participates in the WCHCC, which purpose is to coordinate community resources in helping prevent homelessness. Housing First provides permanent housing to the homeless with case management support.

<b>Priority Objective #4 Homelessness (Continuum of Care)</b>				
#	HUD Goal	Strategy	Outcome	Funding
4.1	1	Support the Weber County Homeless Charitable Trust in granting funds to non-profit homeless service providers	<ul style="list-style-type: none"> <li>• Increase and improve efficiency of support services for the homeless in Weber County.</li> </ul>	<ul style="list-style-type: none"> <li>• Weber County Homeless Charitable Trust Fund</li> </ul>
4.2	1	Participate in the Weber County Homeless Coordinating Committee (WCHCC)	<ul style="list-style-type: none"> <li>• Participation in scheduled meetings to coordinate resources among homeless service providers in Weber County.</li> </ul>	

#	Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
4.1	WCHCT: competitive grants and/or loans to non-profit homeless service providers			1	1	1	3
4.2	WCHCC - Increased use of community resources – ongoing.						

**Priority Objective #5 – IMPROVE THE SAFETY/APPEARANCE OF THE NEIGHBORHOOD**

**5.1 Demolition Loan Program – Promote neighborhood safety**

There are numerous vacant structures in the City. Most are structurally sound and are candidates for rehabilitation. Others are in extreme state of deterioration with the only viable option being demolition of the structure. A CDBG-funded demolition loan program offers a 0% interest, deferred payment loan to property owners to provide the financial assistance needed to demolish unsafe structures. The City’s citizen steering committees place a high priority on improving their communities through the use of code and zoning enforcement that eliminate unsafe structures.

**5.2 Target Area Public Improvements – Enhance neighborhoods to create a suitable living environment. Implement public improvement projects that repair deteriorating and inadequate streets, curbs and infrastructure to support improved quality of life. The three neighborhood steering committees, the East Central neighborhood watch group and the Aspen Village HOA group and citizens submitting comments requested that public improvements projects be funded in their area.**

Priority Objective #5 Improve the Safety and Physical Appearance of Neighborhoods				
#	HUD Goal	Strategy	Outcome/Long Term Goals	Funding
5.1	2	Demolition Loan Program: Demolish unsafe building structures	<ul style="list-style-type: none"> <li>• Improve the physical appearance of neighborhoods</li> <li>• Reduce slum and blight conditions</li> <li>• Increase property values</li> <li>• Reduce health and safety issues</li> </ul>	• CDBG
5.2	2	Target Area Public Improvements: Construct or improve deteriorating streets, curbs, infrastructure	<ul style="list-style-type: none"> <li>• Improve the physical appearance of neighborhoods</li> <li>• Improve the quality of life for residents</li> <li>• Increase property values</li> </ul>	• CDBG

#	NRSA Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
5.1	Demolition of unsafe structures/housing units		1		1		2
5.2	Public Improvement projects		1		1		2

**Priority Objective #6 – JOB CREATION**

Increase economic opportunities through the creation or retention of permanent jobs.

**6.1 Small Business Loan Program – Direct financial assistance to businesses**

The growth of small businesses to create jobs is needed to expand the economic base in the NRSA. Available funding is not sufficient to meet the needs of those requesting financial assistance to start-up or grow a business in the NRSA. The area lacks lenders willing to risk lending to some NRSA business owners or potential NRSA business owners. The Small Business Loan program provides a maximum of \$90,000 of CDBG for small business or

micro-enterprise loans. The program targets assisting businesses located in the NRSA’s Central Business District.

<b>Priority Objective #6: Job Creation</b>				
#	HUD Goal	Strategy	Outcome	Funding
6.1	3	Small Business Loan Program: Direct financial assistance to for-profit businesses to create permanent full-time jobs	<ul style="list-style-type: none"> <li>• Reduce unemployment</li> <li>• Increase Ogden’s economic base</li> <li>• Attract economic growth</li> <li>• Creates jobs for local LMI residents</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• Leverage private resources</li> </ul>

#	Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
6.1	Full-time Equivalent jobs created/retained	8	8	8	8	8	40

**Priority Objective #7 – BUSINESS COUNSELING**

Provide business counseling services as a public service to attract new business start-ups and improve the rate of survival of businesses in Ogden.

**7.1 Business Information Center – business counseling increase rate of survival**

NRSA residents are disconnected by location to the business counseling services provided at Weber State University (located on the city’s east bench). Ogden City’s Business Information Center (BIC) has filled this gap. The BIC is located in the CBD and addresses the needs of NRSA residents that are motivated and capable to start a business downtown.

<b>Priority Objective #7: Business counseling to promote business success</b>				
#	HUD Goal	Strategy	Outcome	Funding
7.1	3	Business Information Center: Provide business counseling to attract new businesses and improve business success.	<ul style="list-style-type: none"> <li>• Increase the survival rate for businesses in Ogden</li> <li>• Attract more businesses to open in Ogden</li> <li>• Support the struggling start-up businesses</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• City General Funds</li> <li>• Leverage private resources</li> </ul>

#	Expected Units of Accomplishment	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
7.1	BIC: People assisted	500	500	500	500	500	2500

**Priority Objective #8 – Create Greater Access to Capital**

Increase access to capital to struggling or newly emerging businesses

**8.1 Loan Loss Guaranty Program – create greater access to capital through direct financial assistance to businesses.**

CDBG funds are to be used to build lending capacity for targeted projects within the Central Business District. Each business meeting CDBG qualifications is lent a reserve amount which is escrowed to the borrower’s benefit to create better loan coverage ratios. The funds are designed to help extend the borrowers security while reducing the risk exposure to a loan through the creation of a reserve. It will allow larger loans than under the current Small Business Loan Program. The Loan Loss Guaranty (LLG) program will magnify job creation by creating greater loan capacity. It will begin to offset decreasing amounts available through the existing program.

**8.2 Administrative support to the WCF** – provide administrative support to the Wasatch Community Funding, Inc. (WCF) whose mission is to create greater access to capital for economic development in the CBD.

Financial support is needed to grow businesses, thereby, supporting the economic development in the community. In Ogden, the young low-mod income (LMI) person and more deeply entrenched LMI make up over 70% of the population. To assist the struggling LMI population, Ogden City facilitated the creation of the Ogden Reinvestment Corporation (ORC) in 2009 and was recertified as a Community Development Financial Institution (CDFI) in 2013. This designation allows Utah CDFI to apply for and potentially receive millions of dollars from the U.S. Department of Treasury to fund small and micro business loans. In 2015, ORC will partner with Utah Center for Neighborhood Stabilization to become Utah CDFI, which will serve the entire state of Utah. Ogden City will create Wasatch Community Funding, licensing under Utah CDFI, to provide financial assistance to the greater Ogden and the Northern Utah areas. This partnership between WCF and Utah CDFI will help increase WCF’s access to capital, capacity, and expand its geographical footprint. The City provides in-kind City staff to assist in bringing the WCF into operation. Its mission is to provide access to capital that is not available to low moderate income entrepreneurs. WCF is designed to pool funds from several resources to spread out the risk of lending to less than ideal borrowers. Funding may come from local and national banks’ Community Reinvestment Act (CRA) funds, federal grants, and private equity investors. The goal is to leverage the small business loan program (as well as other federal state and local programs) to blend loans to reduce the risk to any one lender. WCF, as a nonprofit lender, provides the resources and tools that small businesses need to succeed and to help the economic recovery activities within the Ogden City area. Ogden City sets a high priority in providing the capital needed to support entrepreneurs in starting a business, in creating jobs and in growing their business. Ogden City Business Development Division works in partnership with WCF.

<b>Priority Objective #8: Create greater access to capital</b>				
#	HUD Goal	Strategy	Outcome	Funding
8.1	3	Loan Loss Guaranty Program: Direct financial assistance to for-profit businesses to create permanent full-time jobs. The program allows for lending larger loan amounts and leverages CDBG to increase lending capacity through bank participation.	<ul style="list-style-type: none"> <li>• Create jobs with a minimum of federal funds</li> <li>• Participation with banks and Wasatch Community Funding to expand funding opportunities and to share the risk.</li> <li>• Provide new funding streams to fill the gap for businesses turned down or unable to be fulfilled by traditional banks.</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• Leverage private resources</li> </ul>
8.2	3	Provide administrative support to Wasatch Community Funding, Inc. to create greater access to capital.	<ul style="list-style-type: none"> <li>• Increase the survival rate for businesses in Ogden</li> <li>• Attract more businesses to open in Ogden</li> <li>• Support the struggling start-up businesses</li> <li>• Fill the gap for funding small businesses</li> <li>• Strengthen the City’s economic base</li> </ul>	<ul style="list-style-type: none"> <li>• City General Funds</li> <li>• Leverage private resources</li> <li>• No federal funds</li> </ul>

#	NRSA Expected units of accomplishments	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
8.1	Loan Loss Guaranty: Full-time Equivalent Jobs created/retained		8		8		16
8.2	CDFI grant funding application	1					1

**Priority Objective #9 – STIMULATE ECONOMIC GROWTH**

Support the development of underutilized properties in the CBD, providing opportunities to expand the CBD’s economic base, stimulate business growth, remove blight and/or encourage job creation.

**9.1 Central Business District (CBD) Revitalization Program** – supports business growth for job creation or removal of blight. The CBD Infill program is intended to facilitate and stimulate capital investment in Central Business District and to remove slum and blight and/or to promote job creation/retention activities. The funds may be used for construction of new structures on vacant land, improvements to commercial structures, or reconstruction of blighted or deteriorating buildings. Funds will be used to contribute to and to enhance the viability of Ogden’s economic base.

**9.2 Ogden Business Exchange Project** – Create jobs, remove blight and expand Ogden’s economic base

The Ogden Business Exchange Project will include the use of CDBG entitlement and HUD Section 108 loan funds for the acquisition and development of under-utilized and/or vacant properties and infrastructure improvements for the development of approximately 3,062,286 square feet of business, manufacturing and industrial, commercial park. The Ogden Business Exchange Project that will create an estimated 100 - 500 permanent full-time equivalent (FTE) jobs to be made available to individuals with incomes at 80% or less of Area Median Family Income as established by HUD and jobs are expected to be created beginning in 2016. CDBG Entitlement will include slum and blight removal activities.

Priority Objective #9: Stimulate economic growth				
#	HUD Goal	Strategy	Outcome	Funding
9.1	3	Central Business District Revitalization: Expand Ogden’s economic base through developing underutilized properties	<ul style="list-style-type: none"> <li>• Job creation and/or removal of blight</li> <li>• Attract new businesses</li> <li>• Provide gap financing to support business success</li> </ul>	<ul style="list-style-type: none"> <li>• CDBG</li> <li>• Leverage private resources</li> </ul>

#	NRSA Expected Units of accomplishments	Year 1	Year 2	Year 3	Year 4	Year 5	Aggregate
9.1	CBD Infill Projects completed		1		1		2

**VII. SUMMARY**

The activities outlined in this NRSA plan reflect and are meant to be consistent with the goals and needs expressed by citizens, stakeholders and the East Central and Central Business District communities during the extensive planning process that culminated with the adoption of the Central Business District Community Plan and the East Central Community Plan. These plans called for strategic initiatives in housing development, economic development, community identity, zoning and land use, parks and recreation, community identity, transportation, and infrastructure. Many of the recommendations have already been fulfilled by the Ogden City Planning Department and other recommendations are scheduled or on a “wish-list” for implementation when funding is available. The NRSA plan does not purport to fulfill all of the many recommendations of the neighborhood plans or citizen recommendations. However, a critical mass of effort is being made that merits granting the NRSA regulatory flexibility available to the CDBG-assisted activities.

Achieving the performance benchmarks requires the participation, cooperation and investment of many stakeholders. Given that CDBG funds are a significant source of investment, a NRSA plan is a logical step for revitalization activities. Revitalization and creation of economic opportunity

hinges on capital formation and support. To help turn around neighborhoods and to create job opportunities for local residents, the City has used aggressive redevelopment policies to create capital for targeted areas in the NRSA where jobs have not existed in the past. New industries have been recruited to Ogden (nutraceuticals, pharmaceuticals, distribution and outdoor recreation). Efforts to recruit new industries to Ogden have been successful to an extent. While continuing these efforts, industries development has helped inject vibrancy and activity into the Central Business District. Since blight and poverty are so deep, the maintenance and continuation of many of the founding strategies and activities must be carried forward with the same level of energy as has been demonstrated during the past decade. Creating and generating jobs is the key to turning neighborhoods around and promoting opportunities. The keystone of the City’s strategy to rebuild neighborhoods is program emphasis in the NRSA. This requires concentrating economic development efforts, housing programs, public improvements projects, and services in the areas of greatest need within the City—the NRSA. Goals for activities in the NRSA in are contained in the table below.

By designating the proposed area as a Neighborhood Revitalization Strategy Area, the City can achieve a greater comprehensive community revitalization and will continue to address the physical and economic needs in the downtown area. The City is an urban area that is both economically and physically distressed. It contains a high level of persons living below poverty income level and the City has aging housing stock and infrastructure. The NRSA will address the area’s economic needs through a comprehensive economic development program designed to spur businesses to relocate or expand into the area and to create jobs. Related public facility improvements and upgrades are included in this plan. The establishment of the NRSA area will relieve businesses of the burden of detailed documentation related to job creation and allow for aggregation of housing units and public benefit standards, which are advantageous the City realizing its goals. Achieving performance benchmarks requires the participation, cooperation and investment of many stakeholders. This plan provides a framework for progress, self-evaluation and accountability.

<b>PROGRAMS AND PROJECTS 2015 – 2020</b>	<b>5 year City’s GOAL</b>	<b>5 year NRSA Goal</b>	<b>5 year % in NRSA</b>
1.1 Quality Neighborhoods (HUD Asset Control Area): Housing units	60	60	100%
1.2 Emergency Home Repair: Housing units rehabilitated	25	15	67%
1.3 Rental Rehabilitation Program: Rental housing units assisted	12	12	100%
2.1 Own in Ogden Down Payment Assistance: Loans	250	200	80%
2.2 Homebuyer Education Classes: People attending class	250	200	80%
3.1 Infill Housing	20	20	100%
3.2 Community Housing Development Org: Housing units	12	12	100%
4.1 WCHCT – competitive grants to non-profit homeless providers	3	3	100%
5.1 Demolition Loan Program: Structures demolished	2	2	100%
5.2 Target Area Public Improvements: Projects	3	3	100%
6.1 Small Business Loan Program: Full-time Jobs created	40	40	100%
7.1 Business Counseling (BIC): People served	2,500	2,500	100%
8.1 WCF applications submitted for SBA & CFDI lending	2	2	100%
9.1 Central Business District Infill: Projects	2	2	100%