

# COMMUNITY INVESTMENT FRAMEWORK

Adams Investment Area

Ogden City Redevelopment Agency | March 9, 2017

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## GENERAL STATEMENT

The purpose of this Community Investment Framework (“**Framework**”) document and the larger role of the Redevelopment Agency of Ogden City (“**Agency**”) is to encourage and assist homeowners and private enterprise to invest in Ogden’s neighborhoods and to identify and pursue development activities that will support and sustain Ogden as an attractive and vibrant place to live and work.

This Framework document has been prepared in harmony with the objectives and directives of the Quality Neighborhood Initiative, adopted by joint resolution of the City Council and Mayor’s office on November 24<sup>th</sup>, 2015. The provisions herein provide a framework to facilitate economic investment, physical reconstruction, and neighborhood resurgence in an eleven block area of one of the City’s most significant heritage neighborhoods and serves as a preamble to other studies, plans, and development documents that may be applicable. This eleven-block area has been deemed the Adams Neighborhood Area of Investment (“**Investment Area**” or “**Area**”) and lies within the East Central Community (the ECC is also known as the Trolley District).

This Framework promotes a vision for a mixed-use neighborhood that creates and sustains a desirable quality of life and incorporates land uses, urban design, and development strategies that are in accordance with best practices and Ogden’s General Plan. Potential area investment will be accomplished utilizing multiple tools and through partnerships among landowners, developers, investors, business leaders, neighborhood groups, and local, state and federal government leaders.

### **Section 1     Description and Map of Investment Area**

The following blocks within the Investment Area are established in the legal description described below. An aerial map of the Area is attached hereto and incorporated herein as Exhibit A – Adams Area of Investment Map.

*All of Blocks 2, 13, 16, 17, 26, 27 and 30, and part of Blocks 3, 12, all part of Plat “A”, all part of the Ogden City Survey; more particular described as: Beginning at the Northwest Corner of Block 12, Plat “A” and running North 01°18'08" East 1528.56 feet more or less to the northwest corner of Block 26, Plat “A”, thence South 88°42'23" East 661.10 feet more or less to the northeast corner of Block 26, Plat “A”, thence North 01°18'42" East 861.48 feet more or less to the southeast corner of Block 40, Plat “A”, thence South 88°40'40" East 862.56 feet more or less to the southwest corner of Block*

*42, Plat "A", thence South 01°18'28" West 3918.24 feet more or less to the northwest corner of Lot 4, Block 4, South Ogden Survey, thence North 88°41'44" West 1192.93 feet more or less to the northwest corner of Lot 6, Block 4, South Ogden Survey, thence North 01°18'18" East 289.26 feet more or less to the northwest corner of parcel 01-003-0006, thence South 88°41'42" East 90.17 feet more or less to the southwest corner of parcel 01-003-0038, thence North 01°19'48" East 54.12 feet along the west side of said parcel to the south line of Doxey Street, thence North 88°40'52" West 90.19 feet more or less to the west line of Lot 10, Block 3, Plat "A", thence North 01°18'18" East 29.85 feet more or less to the north line of Doxey Street, thence South 88°40'52" East 72.10 feet more or less along said north line to the southwest corner of parcel 01-003-0029, thence North 01°17'22" East 58.56 feet more or less along the west side of said parcel, thence South 88°41'42" East 92.92 feet more or less to the southwest corner of parcel 01-003-0027, thence North 01°18'18" East 431.87 feet more or less to the north right of way line of 27th Street, thence South 88°42'51" East 165.58 feet more or less to the southwest corner of Block 12, Plat "A", thence North 01°17'30" East 332.36 feet more or less along the east line of said block to the northeast corner of Lot 1 of said block, thence North 88°42'39" West 264.43 feet more or less to the southwest corner of Lot 9 of said block, thence North 01°17'52" East 332.37 feet more or less to the south right of way line of 26th Street, thence North 88°42'26" West 396.59 feet more or less to the northwest corner of Block 12, Plat "A" and the point of beginning. 107.51 acres.*

## **Section 2 Existing Area Characteristics and How They Will Be Affected**

### **A. General Statement of Land Uses and Building Codes**

The permitted land uses within the Adams Area of Investment shall be those uses permitted by the officially adopted zoning ordinances of Ogden City, as those ordinances may be amended from time to time, subject to limitations imposed by "overlay" restrictions and the controls and guidelines outlined in any appropriate plans or documents approved by Ogden City or the Agency in the future. A Land Use Map showing the current permitted uses is included in and made part of this Framework as Exhibit B – Land Use Map. The existing zones within the Investment Area include R-2EC, R-3EC, and CBD.

The existing uses within the Investment Area include retail, office, commercial, single family and multiple family dwellings.

It is expected that the currently permitted land uses in the Investment Area will not be

directly changed for the purposes of effecting the urban renewal of the Investment Area. However, the City may or may not determine to propose zoning ordinance amendments in order to aid in or promote urban renewal or for other reasons.

The construction of any new buildings and improvements and the rehabilitation of any existing buildings or improvements will be done in accordance with the standards set forth in the general plan of the City and in accordance with the International Building Code applicable to the City. All building permits for construction or rehabilitation will be issued by the City in order to assure that new development or urban renewal is consistent with the general plan of the City.

The Agency believes that many of the owners of real property located within the Investment Area would be willing to participate in a City program or take other action which will result in desirable investment and urban renewal. These actions include, but are not limited to, the removal of substandard and/or vacant buildings and structures, the relocation of businesses, and the sale of land, buildings and/or residences, thereby facilitating construction of new buildings and improvements on certain land within the Investment Area. Through the process of owner participation, owners of real property located within the Investment Area may enter into one or more agreements with the Agency to achieve any number of these and other objectives.

## **B. Layout of Principal Streets**

The layout of the principal streets in the Investment Area is shown on the map attached as Exhibit A – Adams Area of Investment Map and incorporated herein. It is expected that functional and cosmetic improvements will be made to the principal streets of Adams Avenue and Jefferson Avenue. These types of improvements may include, but are not limited to, curb/gutter replacement, re-profiling/re-paving, sidewalk replacement, driveway replacement, utility upgrades, and landscape enhancements. Those secondary streets located within the interior of the Investment Area, namely Porter Avenue, may be improved, extended, reconstructed, or otherwise enhanced in order to facilitate improvements. Those sections of corridor roads that run through the Investment Area may be improved as part of this Framework or as part of other projects outside of the Investment Area.

## **C. Population Densities**

As of 2010, the existing population of the Investment Area was approximately 1,728

with 1,030 housing units (*2010 Census Profile, ESRI*). All potential area investment activities contemplated in this Framework will seek to balance the necessary densities required to support downtown growth and activities with an appropriate and comfortable urban quality of life.

## **1. Residential Population**

(A) Additional residential units are expected to be constructed within the Investment Area, increasing the residential density of the Investment Area and thereby strengthening the neighborhood and supporting the downtown. Potential development of detached single-family dwelling units, attached single-family dwelling units, multi-family dwelling units, and mixed-use units would be appropriate and desirable. Such development could occur on existing vacant parcels of land as well as infill parcels. Certain existing homes in this area are anticipated to be renovated to preserve their historic character. All new residential dwellings would be required to be constructed in a manner that is respectful of the historic character of the adjacent block(s).

(B) It is desired that the Investment Area will transition from an underutilized and declining area to a vibrant and fully utilized area of Ogden. This change will maintain and increase the day time population.

## **2. Daytime Business Population**

It is expected that the daytime business population will grow as retail, commercial and office use along principal streets and corridors intensifies. It is also contemplated that additional employment opportunities will occur in the Investment Area as existing businesses expand and new businesses relocate to the area. As a result, private and public (on-street) parking demand and availability will need to be addressed.

## **D. Building Intensities**

The building intensities within the boundaries of the Investment Area were analyzed along with the condition of each structure. It is expected that the building intensities within the Investment Area will be affected by urban renewal as commercial buildings are developed adjacent to one another to create a street frontage without gaps, shared parking behind the commercial buildings and commercial buildings higher than one story are developed to more fully utilize the properties. Low density inner block residential development may, in some cases, be replaced with attached dwelling

concepts with higher density.

#### **E. Physical Conditions**

The Investment Area consists of approximately +/- 110 acres of publicly and privately owned land as shown on the Investment Area map. The physical characteristics of the Investment Area may generally be classified as a depressed and underutilized urban neighborhood of the City. This is evidenced by sections of vacant or unimproved land, low development intensity on various blocks, various housing styles that are in need of renovation, numerous vacant buildings, and aged or deteriorating public infrastructure.

#### **F. Social Conditions**

No unusual social conditions can be observed in the Investment area. Perceived social conditions that are typical of other inner-city neighborhoods that are experiencing similar physical and economic challenges include higher-than-normal unemployment, drug related problems, higher-than-normal use of social services and programs, and elevated crime levels.

#### **G. Economic Conditions**

The Area has been unable to attract private commercial and residential investment due to the inadequate maintenance of existing properties, aging infrastructure, challenging lot sizes, and undesirable "curb appeal". The median income in the area is approximately \$27,558 (*2016 Census Profile, ESRI*), 49% below the state average.

Commercial neighborhood support services, such as fresh markets, personal services, banking, and entertainment are generally within driving distance, but are limited or non-existence within walking distance. A large commercial site in the center of the area has remained partially vacant for over a decade, giving the impression of a depressed micro-economy and a long term lack of commercial interest in the area.

At the writing of this Community Investment Framework, the Agency has determined that the present condition or use of the Investment Area substantially impairs the sound growth of the municipality and constitutes an economic liability to the community at large.

## **Section 3 Statement of Standards and Objectives**

### **A. Development Objectives**

Following are standards and permissible activities that will guide future proposed urban renewal activities in the Investment Area:

1. Removal of structurally substandard buildings or improvements to permit the return of land to its highest and best economic use. Provide for the correction of vacant buildings.
2. Removal of impediments to land disposition and development through assembly of land into reasonably sized and shaped parcels served by improved public utilities and infrastructure improvements. Provide for the correction of vacant land.
3. Rehabilitation of commercial and multi-family structures if sound long term economic activity can be assured thereby; and rehabilitation of single family homes if the historic quality can be retained or restored.
4. The elimination of environmental deficiencies, including: irregular lot subdivision, inadequate drainage, weeds and excessive secluding vegetation, underutilized land, and soil contamination mitigation, if present.
5. Achievement of an environment which reflects appropriate architectural, landscape, and urban design principles consistent with the R-2EC, R-3EC, and CBD zoning guidelines as well as the contributing character of historically significant homes within the Area. This type of environment should be developed through encouragement, guidance, appropriate enforcement and controls, ordinances, and professional assistance to owner participants and developers.
6. Promotion and marketing of the Investment Area for development or investment that would be complimentary to existing businesses and residential areas or would enhance the economic base of the neighborhood through diversification.
7. Upgrade or replacement of utilities, streets, curbs, sidewalks, parking areas, landscaping, and lighting to give the area a refined look consistent with the objectives of the applicable zoning and in a manner that attracts business and residential activity.

8. Provide for the strengthening of the tax base and economic health of the entire community.
9. Provide improved public streets, road access, associated utilities, and pedestrian/bicycle access to the area to facilitate better traffic circulation and reduce traffic hazards. Provide improved pedestrian circulation systems that create landscaped walkways through the inner block to provide attractive and safe pedestrian connections. The Agency shall work with the City to recommend ways to improve traffic and pedestrian circulation within and abutting the Investment Area.
10. Provide for compatible relationships among land uses and quality standards for development, such that the area functions as a unified and viable center of social and economic activity for the City.
11. Coordinate and improve the public transportation system, including bus stops and other public transit services.
12. Eliminate the influences and factors that lead to the poor design, installation, and/or management of the façade zone area of residential properties. This area is defined as the area between the front door and the back of curb and includes elements such as landscaping, paved surfaces, porches, lighting, siding, and utilities.

#### **B. Continued Use of Existing Buildings**

Urban renewal shall include the continuance of many existing buildings or uses so long as substandard, illegal, or undesirable conditions, if any, are removed and the buildings have an economic life after rehabilitation of at least twenty (20) years. The Agency believes that most, but not all, existing buildings within the Investment Area should be considered to be continued or rehabilitated.

#### **C. Retail Sales**

The development of retail sales in accordance with appropriate zoning is an objective of the Investment Area in order to strengthen Ogden's tax base and provide services and amenities to those living in and around the Investment Area.

#### **D. National Register of Historic Places or Local Register**

If any of the existing buildings or uses in the Investment Area are included in or eligible

for inclusion in the National Register of Historic Places or the Local Register, with respect to such buildings or uses the Agency shall comply with local and federal regulations.

## **E. General Design Objectives**

Subject to the development objectives and other provisions of this Framework, owners and developers will be allowed certain flexibility in the development of land located within the Investment Area and are expected to achieve a high level of quality design and development. Each major investment proposal will be considered subject to compliance with some or all of the following: (1) appropriate elements of the City's general plan; (2) the planning and zoning code of the City; (3) other applicable building codes and ordinances of the City; (4) a review and recommendation by the City Planning Commission and Mayor; and (5) approval by the Agency Executive Director or Board to ensure that the development is consistent with this Community Investment Framework.

Each major investment proposal by an owner or a developer shall be accompanied by site plans, elevation drawings, color/materials boards, development data, and other appropriate material that clearly describes the extent of development proposed, including land coverage, setbacks, heights and bulk proposed, building design and materials, off-street parking and loading to be provided, use of public transportation, and any other design data determined to be necessary or requested by the City or the Agency.

The particular elements of each proposed development should be such that the overall urban renewal of the Investment Area will:

1. Provide an attractive urban environment;
2. Blend harmoniously with the adjoining areas;
3. Provide for the optimum amount of open space in relation to new buildings;
4. Provide shared parking areas, appropriately screened and/or landscaped to blend harmoniously with the area, and possibly parking structures;
5. Provide open spaces and pedestrian walks which are oriented to the directions of maximum use and designed to derive benefit from topographical conditions and

views;

6. Provide for the optimum separation and protection of pedestrian access routes from vehicular traffic arteries;
7. Result in the development of land within the Investment Area in such a manner that available off-street parking will be provided as appropriate. Special emphasis will be placed on phases of construction of all new development projects to support the parking program;
8. Encourage development of one or more focal points that would serve as gathering places within the Investment Area.
9. Comply with the other provisions of this Framework.

#### **F. Specific Design Objectives and Controls**

##### **1. Building Design Objectives:**

(A) All new commercial buildings shall be of design and materials that have at least 50% of the ground level floor as see-through store front with solid portion of the store front being brick or architectural stone or concrete, the design of which will be in harmony with adjoining areas and other new development and shall be subject to design review and approval by the Agency and City.

(B) Detached single family homes shall be designed to reflect the historical lines of the homes along the street and use materials that have the same visual quality as found on the existing historic homes.

(C) Attached dwelling units shall be designed to be complimentary to the lines and shapes of buildings in the district and use the same types of exterior treatments in order to be compatible with the area.

(D) The design of buildings shall take optimum advantage of available views and topography and shall provide, where appropriate, separate levels of access.

(E) Commercial buildings within the Investment Area should be designed and placed to act as significant landmarks in the Area and the City. Corner buildings shall be equivalent in height to a two-story building or taller and other one-story

buildings in the Area shall have varying skyline profiles.

2. Open Space Pedestrian Walks and Interior Drive Design Objectives:

(A) All open spaces, pedestrian walks and interior drives shall be designed as an integral part of an overall site design, properly related to existing and proposed buildings and that create a continuity of design for the entire block, area topography, views, etc.

(B) Appropriate pedestrian or human spaces to be used for casual occupancy, gathering and interaction should be provided.

(C) Attractively landscaped open spaces shall be provided, which will offer maximum usability to occupants of the building for which they are developed.

(D) Landscaped, paved, and comfortably graded pedestrian walks should be provided along the lines of the most intense use, particularly from building entrances to streets, parking areas, and adjacent buildings on the same site.

(E) The location and design of pedestrian walks should afford maximum safety and separation from vehicular traffic, connection through the entire block and should recognize and take into account desirable views of new and existing development in the area and surrounding community and the area topography and views.

(F) Materials and design of paving, retaining walls, fences, curbs, benches, and other accouterments, shall be of good appearance, easily maintained, and indicative of their purpose.

3. Parking Design Objectives:

(A) Parking areas shall be designed with careful regard to orderly arrangement, ability to share parking, topography, relationship to view, ease of access, and as an integral part of overall site design. Parking shall not be in front of the building; rather on the side with a majority of the parking stalls located behind the building.

(B) Any parking structures should be designed to complement and blend with existing or planned structures, incorporate retail uses on the street level or be

located behind the main buildings so that the majority of the structure is not visible from the street.

4. Landscape Design Objectives:

(A) A coordinated landscape and open space design over the entire Investment Area incorporating landscaped treatment for open space, roads, paths, and parking areas into a continuous and integrated design shall be a primary objective.

(B) Primary landscape treatment shall consist of a variety of shrubs, ground cover, and shade trees as appropriate to the character of the Investment Area and as determined by the City and the Agency.

5. Public Improvement Design Objectives:

(A) Public right-of-way. All streets, sidewalks and walkways within public right-of-ways will be designed or approved by the City and will be consistent with all design objectives.

(B) Street lighting and signs. Lighting standards and signs following consistent design standards and modern illumination standards of those lights and signs within areas of the downtown are desirable along 23<sup>rd</sup>, 24<sup>th</sup>, 25<sup>th</sup>, 26<sup>th</sup> and shall be provided as approved by the City.

## **Section 4 Strategies and Tools to Achieve Investment Objectives**

### **A. Strategies**

The Agency, in pursuing development strategies that will promote a more vibrant and economically healthy community, may utilize its resources to eradicate substandard conditions and effectuate urban renewal as defined in this Framework and as allowable by law. Possible strategies available to facilitate development and investment in the Area may include, but are not limited to, the acquisition, clearance, disposition, and rehabilitation of residential and commercial properties, as more fully described below:

1. Acquisition and Clearance:

The Agency may acquire, but is not required to acquire, real property located in the Investment Area. The Agency may acquire property by negotiation, gift, devise,

exchange, purchase, eminent domain, or other lawful method. Various third-parties, as available and desirable from time to time and who may or may not be associated with the Agency, may acquire real property located in the Investment Area by negotiation, gift, devise, exchange, purchase, or other lawful method.

The Agency shall not acquire real property on which an existing building is to be continued on its present site and in its present form and use without the consent of the owner, unless, in the Agency's judgment, (1) such building requires structural alteration, improvement, modernization, or rehabilitation, or (2) the site or lot on which the building is situated requires modification in size, shape, or use, or (3) it is necessary to impose upon such property any of the standards, restrictions and controls of the zoning, building code, or this Framework, and the owner fails or refuses to agree to participate in a manner acceptable to the Agency, and the neighborhood requests the Agency to take appropriate legal means to accomplish such activity.

Generally personal property will not be acquired by the Agency. However, where necessary in the execution of the objectives of this Framework, the Agency may be authorized to acquire personal property in the Investment Area by any lawful means.

## 2. Property Disposition and Development:

The Agency may be authorized, by lawful means, to promote the urban renewal of the Investment Area. The Agency may be authorized to demolish and clear buildings, structures, and other improvements from any real property in the Investment Area as necessary to carry out the purposes of this Framework. The Agency may be authorized to install and construct, or to cause to be installed and constructed, the public improvements, public facilities, and public utilities, within the Investment Area which are necessary or desirable to carry out this Framework. The Agency may be authorized to prepare or cause to be prepared as building sites any real property in the Investment Area. The Agency may also be authorized to rehabilitate or to cause to be rehabilitated any building or structure in the Investment Area according to the appropriate legal means available.

Conditioned on approval by the Agency Board, the Agency may be authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, grant or otherwise dispose of any interest in real property within the Investment Area. If such authorization is given, the Agency may be able to dispose of real property by gift, grant, leases or sales by negotiation with or without public bidding. If such authorization is given, all real property acquired by the Agency in the Investment Area may be given, granted, sold or leased to public or private persons or entities for

development for the uses permitted by zoning, this Framework, and other plans as appropriate. Real property may be conveyed by the Agency to the City or any other public entity without charge. The Agency may reserve such controls in the disposition and development documents as may be necessary to prevent transfer, retention, or use of property for speculative purposes and to insure that development is carried out pursuant to this Framework and other associated plans, as applicable.

To the maximum possible extent, the objectives of this Framework are to be accomplished through Agency encouragement of, and assistance to, private owners and private enterprise in carrying out development activities.

To the extent now or hereafter permitted by law, the Agency may be authorized to pay for, develop, or construct any building, facility, structure, or other improvement either within or outside the Investment Area for itself or for any public entity to the extent that such improvement would be of benefit to the Investment Area.

3. Rehabilitation.

Properties determined to be in substandard condition by the City and not otherwise needed for urban renewal may be sufficiently rehabilitated by the property owner or others to insure a remaining economic life of twenty years.

4. Implementation of Development Projects.

Ogden City shall have the right to approve the design and construction documents of all development within the Investment Area to ensure that such activities are consistent with this Framework and applicable zoning and other plans as approved. The City's Community and Economic Development Department shall notify the Agency of all requests for: (1) zoning changes; (2) design approval; (3) site plan approval or amendments thereto; and (4) building permits within the Investment Area. Development projects within the Investment Area shall be implemented as approved by the City. Development projects within the Investment Area that include Agency funding shall be implemented as approved by the City and the Agency.

5. Cooperation with the Community and Public Entities.

The community and certain public entities are authorized by state law, with or without consideration, to assist and cooperate in the planning, undertaking, construction, or operation of projects within this Investment Area. The Agency may seek the aid and

cooperation of such public entities in order to accomplish the purposes of area investment and the highest public good.

The Agency, by law, is not authorized to acquire real property owned by a public entity without the consent of the public entity. The Agency, however, will seek the cooperation of all public entities which own or intend to acquire property in the Investment Area. To the extent allowed by law, the Agency shall impose on all public entities owning real property in the Investment Area the planning and design controls contained or referenced herein to the end that uses and any future development by public entities will conform to the requirements of such.

6. Relocation.

The relocation rules found in the provisions of the Utah Relocation Assistance Act, Section 57-12-1, et. seq., Utah Code Annotated 1953, as amended, and the relocation rules or guidelines adopted by the Agency's governing board by Resolution #2000-17 on November 14, 2000, as these may be amended from time to time, describe how relocation assistance, if any, will be offered to displaced persons in the event any real property is acquired by the Agency within the Investment Area through the power of eminent domain.

The Agency intends that all property needed to be acquired within the Investment Area will be acquired, if possible, by private owners wishing to undertake urban renewal within the Investment Area. The Agency may, upon approval by the Agency Board, acquire real property or interests in real property as permitted by law in order to further the proposed urban renewal within the Investment Area, to implement this Framework and other plans, as applicable, and to remove blight from the Investment Area. The Agency Board may also authorized the Executive Director to execute a Waiver of Right of Eminent Domain ("Waiver") with owners of Qualified Properties (as defined below), thereby waiving Agency's right to acquire Owner's Property through the use of eminent domain (see Exhibit C – Waiver Sample, attached hereto and made part hereof). A Qualified Property is defined as a property that is: (i) occupied by the owner as his/her primary residence, (ii) currently being occupied as a single-family dwelling, and (iii) does not have current code violations with Ogden City Code Enforcement at the time the request for a Waiver is made. Such Qualified Properties that execute a Waiver with the Agency may only be acquired by open negotiations between willing sellers and willing buyers.

## B. Tools

Possible tools available to facilitate development and investment in the Area may include, but are not limited to, the following programs and tools as more fully described below:

### 1. Community Reinvestment Area (CRA).

A Community Reinvestment Area is a flexible tool, allowed for under State law, which provides the Agency the ability to encourage different kinds of new development that the community believes will be beneficial, including mixed-use and retail. A CRA uses tax increment financing, Project Area Plans and Budgets, and development agreements as investment mechanisms to energize stalled investment in an area and to bring about desirable results. The CRA tool does not allow for the use of eminent domain. The approval of a Project Area Plan/Budget and applicable interlocal agreements by the Ogden City Redevelopment Agency Board and various members of the Taxing Entity Committee is required for the use of a CRA.

### 2. Community Reinvestment Area with Eminent Domain (CRA with ED)

A Community Reinvestment Area with Eminent Domain is also a tool, allowed for under State law, which provides the Agency the ability to encourage different kinds of new development that the community believes will be beneficial. Unlike a CRA, a CRA with ED has the specific objective of identifying and removing blight. Similar to a CRA, a CRA with ED also has the ability to use tax increment financing and development agreements as major investment mechanisms to energize stalled investment in an area and to bring about desirable results. The approval of a Project Area Plan and Budget by the Ogden City Redevelopment Agency Board and the Taxing Entity Committee as a whole is required for the use of a CRA with ED. Because of the significant impact blight has on a community and the difficult task it is to remove it on a large scale, the CRA with ED tool does allow for the use of eminent domain pursuant to the approval of the Agency Board and state law. Though available, eminent domain is usually more expensive, time consuming, and difficult than the alternatives, therefore, it is a seldom exercised tool among redevelopment agencies in Utah. However, the mere availability of its use has produced desirable outcomes that otherwise would not be achievable without it. The most successful use of eminent domain stems from the request of neighborhood residents in the attempt to remove blight from their neighborhood.

3. HELP – Home Exterior Loan Program

The HELP program is managed by Ogden City and gives home repair loans to homeowners to preserve and enhance existing homes in Ogden's vintage neighborhoods. Loans may fund exterior improvements and some interior code upgrades. These include roofing, driveways, windows and doors, porch repair, fencing, sprinklers and landscaping, painting, electrical, furnace and a/c, water heater, plumbing, and sewer.

4. Emergency Home Repair Program

The Emergency Home Repair Program is managed by Ogden City and gives loans to homeowners to make repairs to their home that would correct an unexpected emergency situation threatening the structure and/or the life and health of the household. A maximum of \$5,000 is available for each loan. To qualify, participants must have owned their home for at least two years and meet household income requirements.

5. Own in Ogden

Own in Ogden is a loan program to assist home buyers with the down payment or closing costs of purchasing a home. This program provides \$3,000 or \$5,000 (based on location) in down payment assistance to target areas within Ogden City. Loans can be used for down payment, closing costs, or principal reduction toward the first mortgage loan balance.

6. Home Sweet Ogden

Managed and implemented by the City, the types of properties available under this program include Asset Control Area homes (HUD repossessions that are acquired by Ogden City and remodeled. These homes conform to the applicable building codes as adopted by Ogden City and the state of Utah), Rehabilitations (homes purchased and remodeled by Ogden City), new "Historic" homes (new homes built in Ogden's older neighborhoods and built consistent with historic styles in the area), and general new construction on infill sites. All properties under the Home Sweet Ogden Program are sold to owner occupants.

7. Unit Reduction Program

Loans offered by Ogden City to property owners for renovation of multi-unit apartments back to their original single-family, owner-occupied use. The loan is converted to a grant upon completion of the project. The amount offered is \$20,000 per unit removed.

8. Public Infrastructure Funds

These funds are made available to Ogden City from state and local sources to be used for street construction and improvements, sidewalks, curb/gutter, right-of-way landscaping and improvements, lighting, signage, and general maintenance. These funds are available to be used for infrastructure within the Investment Area as approved by Ogden City on a fiscal year basis.

9. Federal/State Programs and Grants

Though less accessible and generally received on a competitive basis, federal and state monies may be available for public and private investment in the Area. Examples of these sources may include, but are not limited to, New Market Tax Credits, Historic Tax Credits, parks and open space grants, and grants from the Economic Development Administration.

10. Small Business Loan Program

The Ogden City Small Business Loan Program is a federally funded economic development loan fund for businesses located in Ogden, Utah. The loan fund's objective is to create and retain existing jobs, to provide economic opportunities for low-to-moderate income Ogden residents, to stimulate the redevelopment of underutilized and deteriorated commercial property in Ogden, and to provide improved access to small-business loan financing to Ogden-based businesses.

Ogden City Small Business Loan proceeds can be used for a variety of project costs, including real estate acquisition, new construction, rehabilitation, equipment purchases, refinancing, and working capital.

The interest rate, term, and amortization for the loan will be structured to allow for a reasonable rate of return to the investor(s) and adequate cash flow to service project debt, with the following stipulations:

- Minimum Loan Amount: \$5,000
- Maximum Loan Amount: \$90,000
- Interest Rate: Up to 12% annual
- Term of Payments: maximum 10 years, however subject to length of lease and/or life of improvements secured
- Loan to Value Ratio: Up to 100%
- Debt to Income Ratio: Up to 50%

## 11. Private Investment

Known as the most common and effective means of capital, investment from private owners, developers, businesses, and citizens will have the most impactful and long-lasting effect on the Investment Area. The Agency intends that the majority of the investment made within the Area will be made, to the extent possible, by private owners and business/development entities wishing to undertake urban renewal within the Investment Area.

### **Section 5 Description of Potential Projects within the Investment Area**

The Investment Area contains a portion of the City that is desirable for urban renewal because of: (1) a general recognition by the owners and the public that the Investment Area needs assistance if the area is to become economically viable with an improved quality of life; (2) a recognition and growing support by property owners that this portion of the City needs the reinvestment of private capital to rehabilitate existing buildings or construct new buildings or infrastructure improvements; and (3) the opportunity to attract private investment to improve the area generally.

The specific boundaries of the Investment Area were arrived at by the Agency after a review of the Ogden City General Plan, the East Central Community Plan, and the general neighborhood by members of the Agency, City staff, urban renewal consultants, and other technical and legal consultants, as well as input from property owners. Planned treatment of this area is intended to stimulate development to the degree necessary for sound long range economic growth and to encourage the further development of real property located within the Investment Area.

The Agency believes, based on public input received by the Agency in discussions with owners of real property within the Investment Area, that one or more urban renewal projects may be undertaken by the Agency or private owners to accomplish the purposes of this Framework. The urban renewal projects which the Agency believes

are possible include, but are not limited to, the residential redevelopment of the old Dee School site at approximately 22<sup>nd</sup> and Adams, the redevelopment of the currently vacant Bigelow Garage located at 455 25<sup>th</sup> Street, the redevelopment of the currently vacant First Security Bank located at the corner of 24<sup>th</sup> and Washington, residential infill at 550 24<sup>th</sup> Street, and the redevelopment of the old Peery Apartments located at 2461 Adams Avenue (see [Exhibit D – Potential Projects](#)). Development of these and other projects will be subject to the terms and conditions set forth in this Framework and other plans and guidelines as applicable.

## **Section 6 Ways in Which Private Developers, If any, Will Be Selected To Undertake Investment Activities**

### **A. Selection of Private Developers**

The Agency contemplates that owners of real property within the Investment Area will take advantage of the opportunity to develop their property. In the event that owners do not wish to participate in the urban renewal in accordance with this Framework and other plans, as applicable, or in a manner acceptable to the Agency, or are unable or unwilling to appropriately participate, the Agency reserves the right, pursuant to the provisions of applicable laws and conditioned upon the approval of the Agency Board, to acquire parcels, to encourage other owners to acquire other property within the Investment Area, or to select non-owner developers by private negotiation, public advertisement, bidding or the solicitation of written proposals, or a combination of one or more of the above methods, and by doing so to encourage or accomplish the desired urban renewal of the Investment Area.

### **B. Identification of Developers who are Currently Involved in the Proposed Area Investment**

The Agency has been contacted by or has been in contact with some of the current property owners within the Investment Area. At the publication of this Framework, the property owners or other interested parties or business entities who have expressed an interest to participate or become a developer of part of the Investment Area include Ogden City, 455 25<sup>th</sup> Street, LLC, 2461 Adams Ave, LLC, and Financially Fit Holding Co.

#### **1. Qualified Owners**

The Agency may enter into participation agreements with qualified owners within the Investment Area to participate in the urban renewal of the Investment Area. Whether or

not the Agency enters into such agreements will depend, in part, upon the request of owners for Agency financing or incentives, as applicable.

2. Other Parties

Regarding all or any portion of the Investment Area, if qualified owners in the Investment Area, as described above, do not propose urban renewal projects acceptable to the Agency, or do not possess the necessary skill, experience and financial resources, or are not willing or able to appropriately develop or renew all or part of the Investment Area, the Agency may identify other qualified persons who may be interested in developing all or part of the Investment Area. Potential developers may be identified by one or more of the following processes: (1) public solicitation, (2) requests for proposals (RFP), (3) requests for bids (RFB), (4) private negotiation, or (5) some other method of identification approved by the Agency.

**Section 7 Description of Anticipated Public Benefit to Be Derived From Investment**

It is anticipated that the public benefit to be derived from any proposed development that may result from this Framework within the Investment Area will include the following:

1. Beneficial Influences upon the Tax Base of the Community

The following benefits are projected to accrue to the tax base of the community and the state as a result of the subject area investment: (1) local option sales tax revenue; (2) real property tax revenue; (3) personal property tax revenue; (4) personal income and corporate franchise tax revenue. Revenues from these sources may be eligible to be directly reinvested back into the Area by the Agency and indirectly used to enhance the general services of Ogden City to its citizens.

2. Increased Jobs or Employment Anticipated as a Result of Area Investment

The types of jobs anticipated to result from any proposed area investment is estimated to be full time and part time positions in the fields of construction, service, legal, tax, and other professional industries.

The Agency believes that some of the work force relating to any proposed area investment will undoubtedly come from the Investment Area, but will likely also come from other areas of the County. Some employees obtaining employment in the

Investment Area may wish to relocate to the City due to the quality of life near their job location. Other potential employees may wish to lower expenses by living close to work in an affordable locale. Any proposed development should help provide jobs for anticipated growth in population.

### **3. Associated Business and Economic Activity Likely to Be Stimulated by Area investment**

Other direct and indirect benefits will accrue to businesses involved in construction supply, business products, business equipment and furnishing, furniture and furnishings, office supplies, food services, pharmaceutical, and general retail as a result of any proposed area investment.

### **Section 8 Appendix**

The documents listed below provide additional information which may be used in support of this Framework and to help the reader more fully understand the potential of urban renewal within the Investment Area. The documents found in this Appendix are incorporated herein and made a part hereof.

*Quality Neighborhoods Initiative resolution and supporting documents* – 10 pages

*Ogden Invests in Quality Neighborhoods graphic* – 2 pages

*East Central Community Plan* – 44 pages

# Quality Neighborhoods Initiative



## MISSION

**To stabilize and revitalize Ogden's neighborhoods as "neighborhoods of choice" by establishing a pattern of public investment that catalyzes desirable and appropriate community development.**

Quality Neighborhoods are healthy neighborhoods that include the following summary components:

- Variety** (commercial / residential / mixed-use / usable open space)
- Multi-modal transportation** (pedestrians / bicycles / drivers)
- Visual interest and memorable experiences** (quality site design and architectural features / preserved historic elements / diverse population)
- Meaningful citizen interaction and social activities** (open space / public space / community connection points)
- A secure and safe environment** (community involvement / decent, affordable housing / low crime rate)
- Promotes economic sustainability** (adaptability / longevity / strong and developing tax base / quality educational opportunities)

## GUIDING PRINCIPLES

An active and vibrant public and private investment environment is critical to the development of Quality Neighborhoods. Accomplishing this in challenged neighborhoods involves identifying existing or potential locations of concentrated strength, removing impediments to their success, and building on them with targeted, focused investments. Successful interventions will:

- Concentrate resources and target interventions** to establish and encourage investment in the components that make up a Quality Neighborhood.
- Focus on creating communities of choice** by promoting and supporting an environment of unique homes with general market demand.
- Identify and build on strengths** by focusing on areas exhibiting a higher degree of Quality Neighborhood characteristics, by investing in historic structures, and preserving and promoting architecture that contributes to the unique character and value of legacy neighborhoods.
- Build confidence in the market** by maintaining critical momentum through appropriate velocity and scale of investments.
- Overcome impediments to success** by establishing a strong declared intent to the public that the City will take steps necessary to assure quality projects are supported.

## FRAMEWORK

1. **Market Values:** Address the imbalance between the inventory of substandard housing and the smaller inventory of existing and new market rate housing that creates a demand for housing within the neighborhood. Substandard housing will be reduced or eliminated by making existing houses safe and code-compliant, and by implementing strategies that will restore real estate market values. Restoring market values will allow people to invest confidently in historic housing within these neighborhoods. Such strategies will increase private investment, reduce the rate of disinvestment, and improve the standards of care in homes and apartments.
2. **Neighborhood Targeting:** Maximize the impact of funding and revitalization efforts by establishing neighborhood target areas that may show signs of blight but exhibit a higher degree of Quality Neighborhood characteristics. Create a master urban renewal area (“URA”) in the East Central Planning Community, with imbedded staged implementation areas, to facilitate project development and financing. Target areas may also be established to synergize with a public or private improvement project. Considerations for boundaries include, but are not limited, to neighborhood identity, stakeholder participation, revitalization needs, and funding levels.
3. **Property Targeting:** Focus on areas of concentrated blight and increase the rate of owner-occupancy by targeting specific, influential historic properties for renovation or conversion. Quality neighborhoods with predominantly single family housing have a high owner-occupancy rate. Select properties that will offer maximum visual market impact. This targeted approach is much different than the concept of repairing as many houses as possible in as large an area as possible.
4. **Recipients:** Do not focus only on houses and households with greatest needs. Respond to severe problems, but focus on houses and diverse homeowners with good potential for strengthening prices and raising housing maintenance standards. Select projects which help balance and create healthy diversity in neighborhood income levels.
5. **Programs:** Develop a variety of flexible financial incentives to support the mission and its objectives. In addition to stabilizing and improving the affordable housing stock, programs will focus on creating a mix of market rate owner-occupied and rental housing at levels comparable to regional levels. Although subsidized rental housing is a critical element of the housing resource, rent subsidy programs must be used as a neighborhood **revitalization tool**, and not as a way to build inventory.
6. **Funding:** Develop new and innovative funding sources to implement strategies. These will include on-going BDO Lease Revenue allocations, State funding, Community Reinvestment Act investments, as well as private and other non-governmental funding.
7. **Standards:** Address conditions contributing to blight. Evaluate, update, and coordinate relevant City ordinances. Rather than simply enforcing minimum standards, create expectations of quality rehabilitation, maintenance and good design.

8. **Marketing and Delivery:** Market targeted neighborhoods, encourage block projects, pride in community, and resident leadership. Enhance delivery efforts through City interdepartmental coordination, as well as coordination with outside groups and stakeholders.

## GENERAL STRATEGIES

To plan for the use of federal Housing and Community Development Block Grant dollars, Ogden City adopts a Consolidated Plan every five years, and an Action Plan each year. Ogden City adopts Community Plan Elements as a function of its General Plan. Ogden City has also adopted an East Central Revitalization Strategy. The following General Strategies bring these various plans and strategies together in a focused manner to implement an overarching Quality Neighborhoods approach to revitalizing neighborhoods in Ogden.

### Targeting

1. **Geographic Targeting:** Success of the East Central Planning Community has the greatest effect of any neighborhood on the economic viability of downtown Ogden because of its proximity to the downtown. Within this context, the greatest opportunity for success lies in geographically targeting neighborhoods and potential project sites that currently demonstrate a higher degree of Quality Neighborhood attributes and build on these “bright spots.” The neighborhood between Harrison and Monroe Boulevards and 23<sup>th</sup> and 30<sup>th</sup> Streets is one of the priority areas. The Jefferson Avenue Historic District and adjacent properties east and west of the District is another priority area. The area surrounding the Dee School is preparing for transition, and is another priority area. Other priority target areas and project sites may be selected based upon need, opportunity, and funding.

A. Focus on improvements at the block level to maximize their impact. Attempt to impact at least 15% of properties on each block to achieve the critical mass needed for change. Coordinate housing improvements with all other neighborhood improvements, infrastructure improvements, and services.

B. Identify highly visible properties along the entry corridors of 23<sup>rd</sup>, 24<sup>th</sup>, 25<sup>th</sup> and 26<sup>th</sup> Streets and Harrison Boulevard that need reinvestment or occupancy changes to improve the neighborhood. Give priority to these property improvements.

C. Continue the revitalization efforts that began in the Eccles Historic District and radiate out in all directions within the priority target area.

D. In the Dee School neighborhood, identify and invest in properties available for renovation and resale, as well as properties suitable for infill development as a means of increasing owner-occupancy and elevating neighborhood design and maintenance standards. As the new Dee School is built, maximize the neighborhood impact by undertaking a well-designed housing infill project.

E. Facilitate the success of existing neighborhood organizations and foster new Neighborhood Watch organizations to encourage citizen participation in planning and implementing neighborhood revitalization efforts.

F. Implement *Section D. - Community Plan Implementation* - of the East Central Community Plan section of the General Plan.

2. **Property targeting:** High profile “eyesore” properties are impediments to the success of other projects and need to be improved or redeveloped. A significant percentage of these properties need to be improved to create the critical mass needed for change.

A. Develop infill housing in target areas with designs that are compatible with and enhance the scale and character of existing housing. Pricing should be on the leading edge of the market.

B. Purchase, rehabilitate, and resell problem properties primarily in target neighborhoods and entry corridors. Partner with nonprofit organizations and private developers to increase capacity and the number of homes impacted.

C. Continue to implement the “HUD Asset Control Area” program for the purchase of HUD foreclosures for rehabilitation and resale.

D. Continue the Home Exterior Loan Program to encourage existing owners to address needs such as roofs, porches, paint, windows, concrete, fencing, and sprinklers, improve the overall appearance of the neighborhood, and restore confidence in the market.

E. Utilize the Unit Reduction Program to eliminate apartments in converted homes with the goal of restoring the homes back into owner occupancy.

F. Focus the Rental Rehabilitation Loan Program on properties that were originally built as apartments, and that have strategic or historic importance in target neighborhoods.

G. Maintain the Emergency Home Repair Program as a safety net for home repairs on properties owned by low and moderate income households.

H. Provide increased focus of zoning and housing code enforcement to meet the purposes of re-establishing neighborhood standards and reconnecting neighbors.

I. Enforce the relative ordinances on dangerous/vacant buildings. Provide prompt decisions for rehabilitation or demolition.

3. **RDA Restructuring:** Evaluate the RDA districts in the East Central area for closure or restructuring into a new master district. Draft and get approved the state legislation needed to allow the creation of a new master district in the East Central area. This would streamline the process and allow for the staged implementation of smaller sub-areas in a coordinated and timely fashion. Establish the declared intent to use RDA authority under the strictly controlled processes outlined by State law, to acquire properties in support of approved projects after all other remedies are exhausted. Availability of this tool is critical to implementation of the Initiative. Actual use of the authority would require a separate vote of the RDA Board.

## Resource Development

### 1. Ordinance Support:

A. Update and align the Ogden City ordinances relating to housing, buildings and neighborhood standards. Relevant ordinances include the following: Substandard Buildings, Vacant Buildings, Demolition by Neglect, Dangerous Buildings, Good Landlord, Land Banking, Receivership, Nuisance Abatement, and the entire Zoning Code.

B. Increase the effectiveness of enforcement. Establish training parameters and enforcement procedures to teach effective implementation of ordinances.

### 2. Funding Support: Provide consistent and adequate incentive capital to give targeted areas an advantage. The program guidelines associated with this Strategy enable the City Council to establish parameters which allow staff to act quickly to address opportunities for investment of City funds. Further Council approval is needed only after predevelopment work is completed on larger development projects.

A. BDO Lease Revenue Appropriations: Five year priority of \$1 million dollars annually. Primary uses will be for pre-development and other costs related to infill housing, stabilization of market rental housing, and housing purchase/resale in support of infill projects.

B. State Funding: Request that the State Legislature allocate funds for the Unit Reduction Program to accelerate the progress of converting homes back to their original single family condition.

C. Private & Non-Governmental Funding: Develop relationships and means for Utah Banks to invest Community Reinvestment Act allocations into Ogden City projects, and other initiatives in support of this Strategy.

D. Historic Rehabilitation Tax Credits: Develop a new program which assists owners of properties listed on the National Historic Register to utilize the income tax credits available to them through their investment in eligible home repairs.

E. Redevelopment Tax Credit: Develop draft Utah legislation which would establish a state income tax credit granted to owners of blighted properties that are redeveloped.

F. Land Bank Authority: Develop draft Utah legislation which would authorize creation of a legal entity that could acquire and hold properties that would otherwise go to tax sale for future development. .

G. Grant Writing: Establish an ongoing effort to research and write grant proposals for federal and other funds which meet the goals and objectives of this Initiative.

### 3. Infrastructure Alignment: Coordinate infrastructure improvements with neighborhood improvements and development projects for maximum effectiveness. Study public parks, public lighting, and proper maintenance of public spaces as a backdrop for future funding decisions.

4. **Social Programs:** Provide a link to and continue support of social programs that enable City residents to increase and maximize personal opportunities.

## Marketing & Delivery

1. **Market Targeting:** Implement a marketing campaign to attract middle-income homebuyers and long-term renters from outside the neighborhoods and keep the stable owners and renters from leaving the neighborhoods.

A. Continue to implement the Own In Ogden Program to increase owner-occupancy rates in the target area. Identify funding for use in the Own in Ogden program for households with incomes of 80% Area Median Income and above.

B. Use CIP, CDBG and other funds for public improvements which improve neighborhood appearance and increase curb appeal of homes in the neighborhood.

C. Survey the neighborhood to identify strong families committed to the neighborhood.

D. Increase homeownership in the targeted neighborhoods to achieve ratios comparable to regional ratios.

E. Develop leadership-training symposiums targeted to East Central residents. Partner with Weber State University or the University of Utah to present leadership workshops.

F. Develop a marketing program with realtors, neighborhood organizations, residents, etc....which includes newsletters, flyers, booths at community events, special newspaper articles, a neighborhood fair, etc.

G. Develop a housing partnership with Weber State University to encourage students, faculty and administrators to meet their housing needs by choosing East Central and other established target neighborhoods for their residency.

H. Establish pioneering assistance funds and employer outreach programs to provide incentives for employees to purchase homes in East Central.

2. **Training & Education:** Implement Code Enforcement Officer training to enforce the new or coordinated ordinances. Establish awareness of the ordinances among other City staff involved in neighborhoods and housing, and involve them in the reporting process.

3. **Opportunity:** Policies and procedures adopted by the City Council will establish broader parameters to allow staff to take advantage of development and regeneration opportunities as they arise.

## **Appendix “A”**

### **Additional Quality Neighborhood Characteristics**

#### **Demographic Characteristics**

1. Contain a mix of incomes with ratios close to regional trends.

#### **Housing Characteristics**

1. A mix of housing options is available to meet the needs of various household sizes and incomes.
2. Owner-Renter ratios are comparable to regional ratios.
3. Value trends are comparable to regional trends.
4. Housing is occupied at or below designed capacity.
5. Long-term vacant structures do not exist.
6. Private property is maintained in good repair. Rentals are visibly indistinguishable.
7. Housing design is compatible with and enhances the scale and character of existing housing.
8. Unit density is appropriate to neighborhood needs and characteristics.

#### **Social Characteristics**

1. Neighborhood is organized into associations which provide opportunities to develop identity, effect change, and access community and other resources.
2. Neighbors are provided with opportunities to be involved in regular social and recreational events.

#### **Environmental Characteristics**

1. Area is reasonably quiet and not subjected to excessive traffic, industrial or other noise.
2. No disproportionate environmental hazards or nuisances exist.
3. There is a low level of crime achieved through neighborhood watch, community policing, and citizen commitment.
4. A dispersed traffic flow is facilitated by grid network with calming to accommodate and promote pedestrian and bicycle traffic.

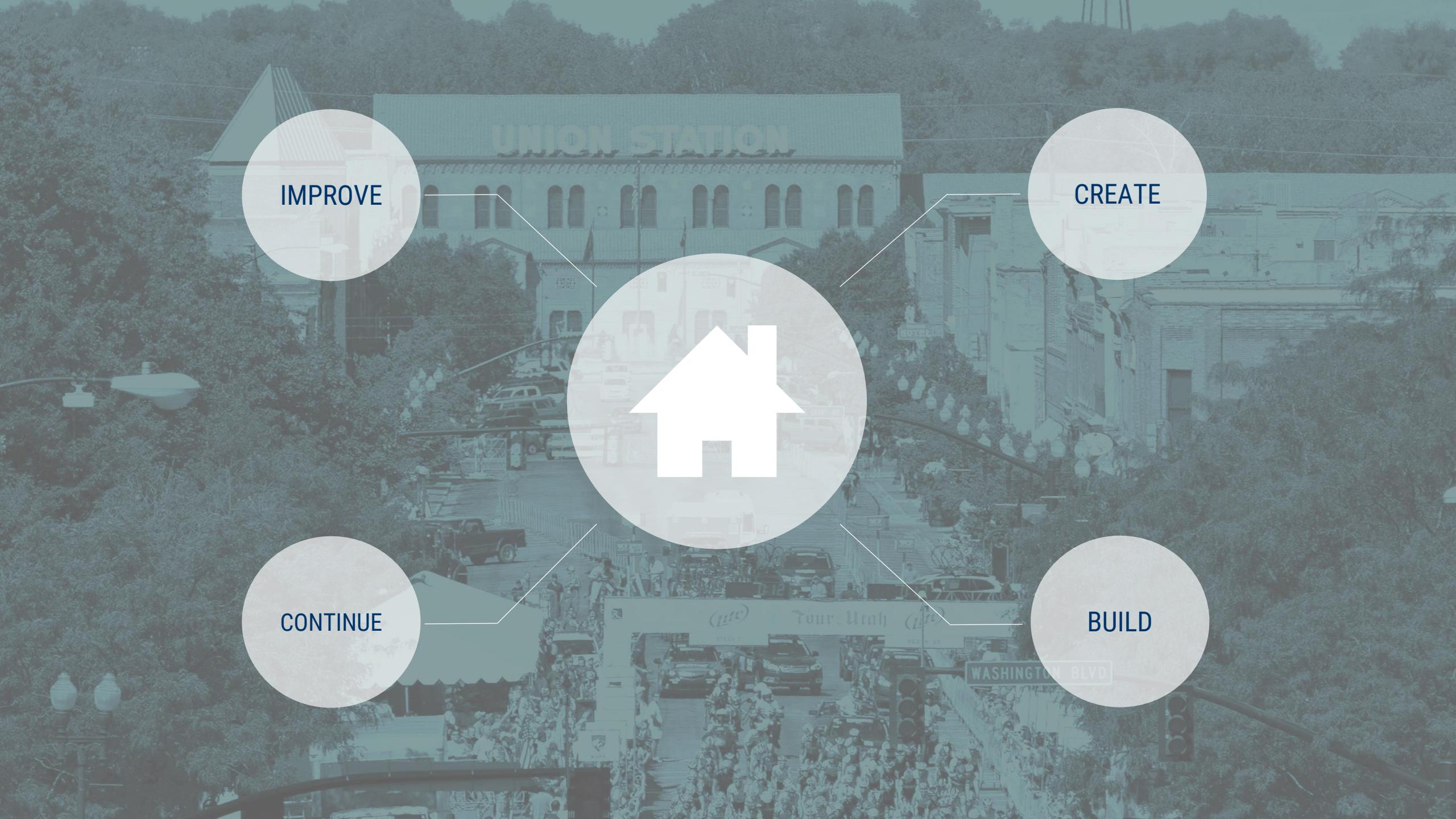
#### **Facilities and Services**

1. Infrastructure is maintained.
2. Recreational facilities, both active and passive, are accessible.
3. Quality public transit is easily accessible.
4. High quality and well maintained schools serve residents.
5. Commercial services necessary to meet daily needs are available with no incompatible uses.
6. Work opportunities are within a reasonable distance.
7. Civic and governmental facilities and services are easily accessible.



# QUALITY NEIGHBORHOODS INITIATIVE

Establishing a Foundation for the Future



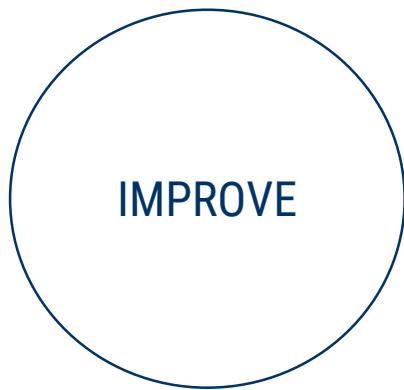
IMPROVE

CREATE

CONTINUE

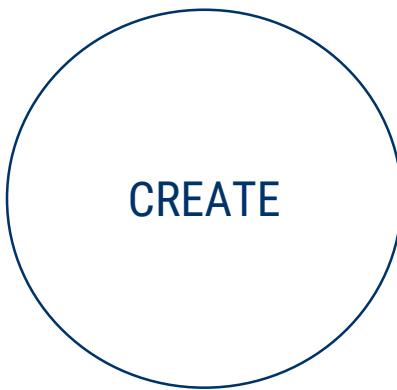
BUILD

# GUIDING VISION

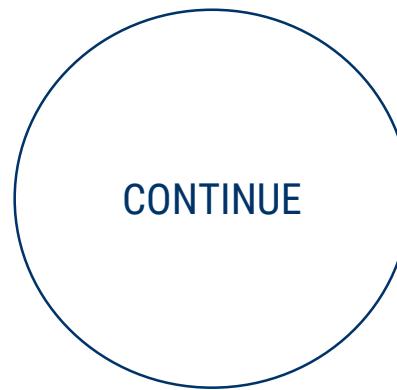


Business &  
Economic  
Development

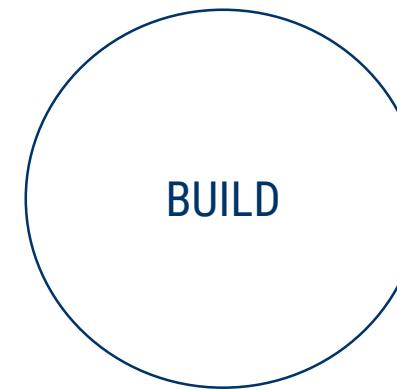
Quality of Life  
Educational  
Opportunities



Sense of  
Community  
Places where  
People Choose to  
Live



Emphasis on  
Outdoor  
Recreation  
Transit System  
Development



Heritage  
History  
Architecture

# IMPEDIMENTS

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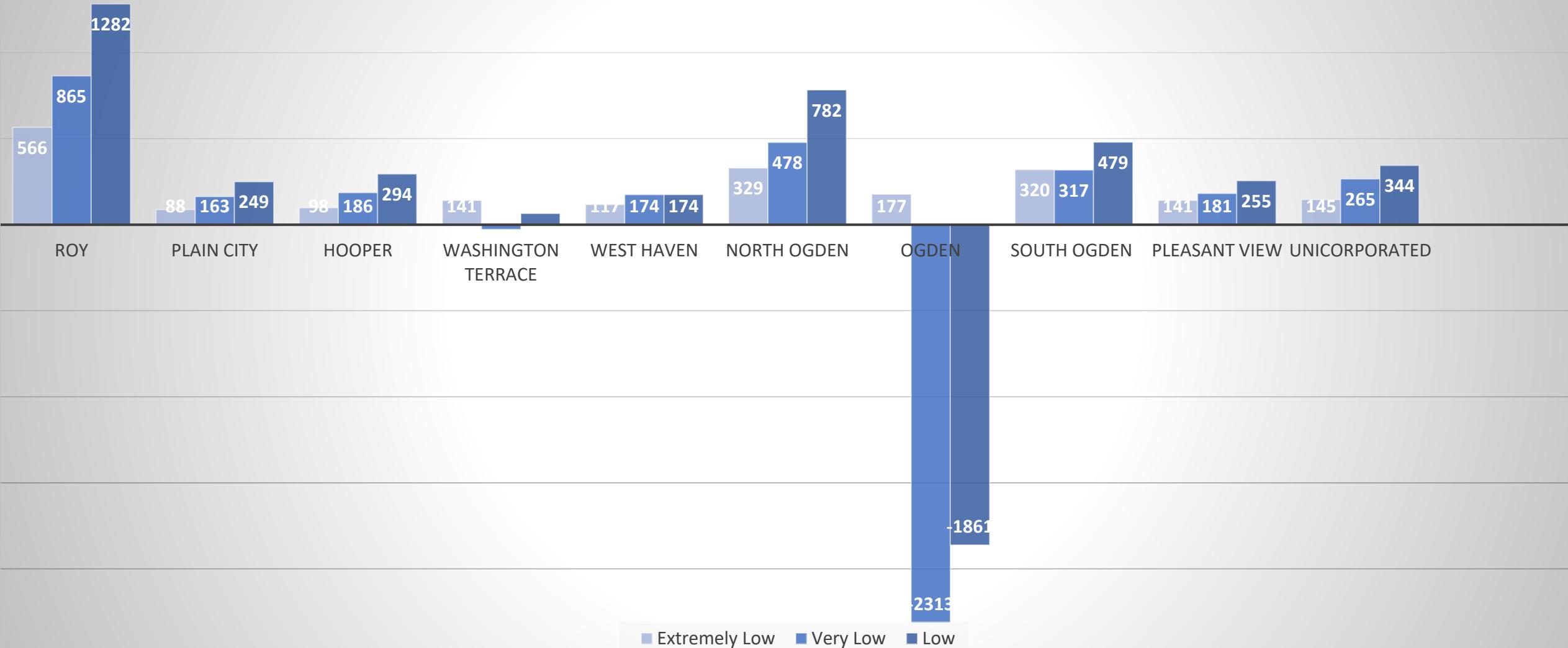
BLIGHT

POVERTY

PACKING

IMBALANCE

# IMPEDIMENTS

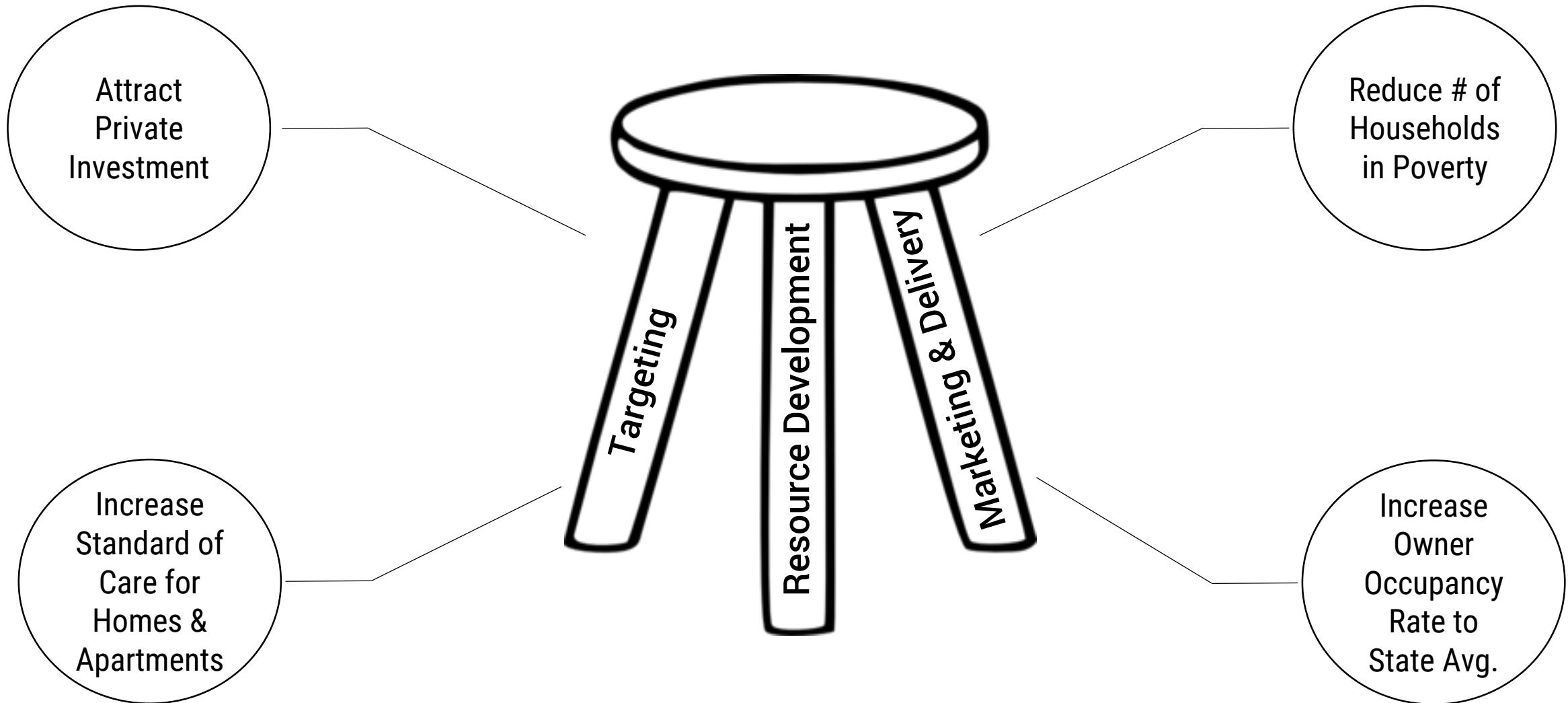


# INTERVENTIONS

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# INTERVENTION GOALS



# EXISTING TOOLS

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# OUTPUTS - Specific



Provide additional project and program funding

Strengthen existing City Ordinances

Focus on essential infrastructure

Coordinate with Service Providers

Create and Promote Job Opportunities

Promote Educational Opportunities

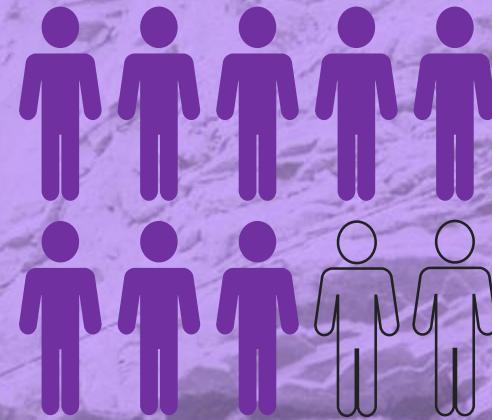


# OUTPUTS - General

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City will focus on reclaiming and preserving heritage neighborhoods & providing essential city services



Social issues will be addressed by City Partners



City Staff will link citizens with other Service Providers

# OUTCOMES

Variety of housing choices, neighborhood retail, support services

Multi-modal transportation (peds, cyclists, vehicles)

Visually interesting features (architecture, landscape, art, lighting, etc)

Facilitation of social interaction through great public spaces and community connection points

A Safe and Secure Environment

Neighborhood Sustainability: Quality educational opportunities, stable households, multi-generational opportunities

# OUTCOMES

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# OUTCOMES

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# OUTCOMES

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# PARTNERS

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- WEBER STATE UNIVERSITY
- OGDEN SCHOOL DISTRICT
- OGDEN REGIONAL MEDICAL CENTER
- MCKAY-DEE HOSPITAL
- UNITED WAY
- COTTAGES OF HOPE
- WEBER HUMAN SERVICES
- OGDEN HOUSING AUTHORITY
- DIVISION OF WORKFORCE SERVICES
- NEIGHBORHOOD WATCH & CERT ORGANIZATIONS
- DIVERISTY COALITION
- OGDEN-WEBER TECH COLLEGE
- LOCAL BUSINESSES
- VARIOUS CHURCHES & CHURCH LEADERS

# PARTNERS



# FORMULA FOR SUCCESS

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*Quality Neighborhoods* = Vibrant Downtown

Vibrant Downtown = *Successful Businesses*

*Successful Businesses* = A Higher Tax Base

A Higher Tax Base = *Improved City Services*



Tom Christopoulos

Director

Brandon Cooper

Deputy Director

Community & Economic Development

801.629.8910

**RESOLUTION NO. 2015-21**

**A RESOLUTION OF THE OGDEN CITY REDEVELOPMENT AGENCY ADOPTING THE QUALITY NEIGHBORHOOD INITIATIVE FOR URBAN RENEWAL RELATED TO THE CITY'S LEGACY NEIGHBORHOODS.**

**WHEREAS**, the Ogden City Redevelopment Agency ("RDA") shares Ogden City's vision of urban renewal that includes improving business & economic development opportunities; improving the quality of life in the community by creating a place in which people want to live; leveraging Ogden's natural assets by focusing on outdoor recreation events, activities and businesses; developing a robust community transit system; improving educational opportunities; and building on the foundation found in the rich history, architecture, and heritage of the City; and

**WHEREAS**, the outcomes of this vision can be synthesized into a desired result known as Quality Neighborhoods; and

**WHEREAS**, the RDA agrees that certain key components of a Quality Neighborhood include the development of a variety of land uses including commercial, residential, mixed-use, and open space; accommodating multi-modal transportation methods; retaining the visually interesting elements of the community through historic preservation and appropriate site design; encouraging and supporting a diverse population; encouraging meaningful citizen interaction and social activities by providing key community connection points; creating a secure environment through community involvement; and promoting economic sustainability with a strong tax base, smart policies and ordinances, and quality educational opportunities; and

**WHEREAS**, the RDA acknowledges that certain characteristics of downtown neighborhoods impede development of Quality Neighborhoods; and

**WHEREAS**, the RDA desires to assist Ogden City in its efforts to mitigate or otherwise address such impediments through adopting and participating in applicable elements of a multi-faceted strategy built upon a vision of principles and components of Quality Neighborhoods, which Initiative has been adopted by Ogden City Council and Mayor as the Quality Neighborhoods Initiative.

**NOW THEREFORE, BE IT HEREBY RESOLVED** by the Ogden City Redevelopment Agency that:

1. The Quality Neighborhoods Initiative (“Initiative”), adopted by the Ogden City Council and Mayor, is a statement of intent to undertake a concerted revitalization effort in Ogden’s legacy neighborhoods. The Initiative includes:
  - a. A Mission Statement to drive the vision.
  - b. Guiding Principles to infuse purpose into the strategies.
  - c. A Framework of objectives to be met by implementing strategies.
  - d. General Strategies to provide an outline for the funding, action plans, projects, and programs to be undertaken.

2. **Primary Functions of the Initiative**

- a. The Initiative creates a framework of principles and guidelines for decision making regarding the location, nature, and intended outcomes of revitalization projects and programs.
  - b. The Initiative identifies and facilitates coordination of City resources, including funding, ordinances, and interdepartmental priorities, and coordination of other services for individual and families directly impacted by changes brought about by implementation of the Initiative.

3. **Funding**

- a. Existing funding for neighborhood and housing improvements in the HUD Five Year Consolidated Plan are consistent with and fall within the scope of the Quality Neighborhoods Initiative.
  - b. Existing infrastructure funding available to neighborhoods involved in this Initiative will be coordinated with other project funding to maximize neighborhood impacts.
  - c. Additional funds from BDO Lease Revenue are anticipated to be allocated towards the Quality Neighborhoods Initiative in the amount of \$1,000,000 each year for five years beginning in Fiscal Year 2017, or as funds become available.

4. **Ogden City Redevelopment Agency (“RDA”) Involvement**

- a. By adopting the Joint Resolution to implement the Initiative, the Mayor and City Council support the RDA in undertaking Initiative projects which are located in RDA districts.
  - b. City funding anticipated in the Initiative may be transferred to the RDA to facilitate Initiative projects undertaken by the RDA.
  - c. The RDA will follow the Initiative provisions and program guidelines adopted by the City Council and Administration in the undertaking of Initiative projects and in the use of Initiative funding.

5. **Project Approval**

- a. Projects subject to established program guidelines are subject to the respective approval processes for the City and the RDA.
  - b. Projects anticipated by the Initiative that do not have established RDA Board-approved program guideline, will be reviewed and considered by the Board.

6. Reporting

- a. An annual report of activities and funding will be provided each year on a schedule concurrent with the Community Development Annual Action Plan Report.
- b. Initiative projects shall also be included in the RDA Annual Report where appropriate.

7. Timing

- a. The Quality Neighborhoods Initiative will be implemented over a five-year period, beginning in Fiscal Year 2017, or as funding becomes available, with a review and discussion for possible renewal in Fiscal Year 2022.
8. The Quality Neighborhoods Initiative attached hereto as Exhibit A is hereby adopted and approved, and the Executive Director is hereby authorized to implement the strategic plan.

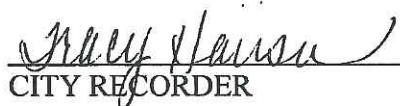
APPROVED AND ADOPTED this 24th day of November, 2015.



REDEVELOPMENT AGENCY BOARD CHAIR *Acting*



ATTEST:

  
Tracy Hansen  
CITY RECORDER

APPROVED AS TO FORM: 

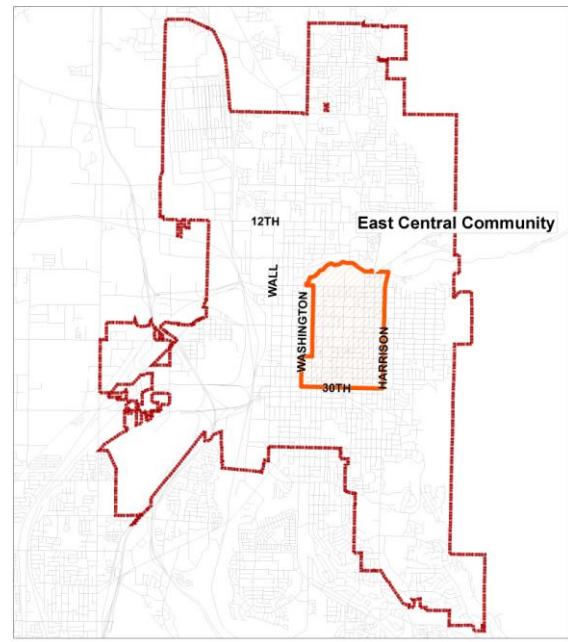
## A. Background

The area known as the East Central Neighborhood Planning Community is situated 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 30<sup>th</sup> Street. The East Central Community is shown in Map 1.

This area 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. These small scale uses developed with compatible designs, color and bulk that contributed to a tight knit community. Trolley cars connected this neighborhood to the downtown. From the 1940's to the early 1980's the character of the community changed. Housing shortages led to large homes being divided into multiple units. Zoning permitted higher density without regard to neighborhood context. Out of scale office uses became the type of new development in the neighborhood. Areas of the community experienced a decline.

This community plan is an update and replaces the existing East Central Community Plan, which was adopted in August 1991. The main focus of that plan was to establish sound planning principles to the zoning configurations within the community, and remove the overly permissive R-4 and R-5 zoning that existed. Some other elements of the 1991 plan included:

1. Using CP zoning as a means to soften the impact of commercial land uses next to residential areas. Areas that had been zoned C zones were rezoned to CP zones.
2. Establishing an "edge" between the CBD and residential zones. The area west of Adams Avenue between 22<sup>nd</sup> and 23<sup>rd</sup> was rezoned to CBD.



East Central Community Location Map

█ East Central Boundary  
█ Ogden City Boundary

  
 Prepared by  
 Ogden City Planning 9/2008

Map 1 East Central Location

3. The block between 24<sup>th</sup> and 25<sup>th</sup> and east of Adams Avenue was predominantly commercial and rezoned to CBD.
4. In order to create an edge and reflect existing uses the area at Quincy and Jackson and Capital and 25<sup>th</sup> Streets was rezoned from R-5 to PI.
5. Rezoning Harrison between 29<sup>th</sup> and 30<sup>th</sup> from R-4 to PI since it is an office area and offices were to be a use removed from the R-4 zones.

One of the key objectives of the 1991 plan was to remove the R-3, R-4 and R-5 zoning designations because of their density and the office uses they allowed in favor of the more manageable R-2EC and R-3EC zones. These zoning designations allowed for lower densities and lot designs that fit the development pattern of the area.

In addition to the rezoning that occurred due to the 1991 plan, there were other plan directed changes in

the area which have also been accomplished which included:

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 lumber yard 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.

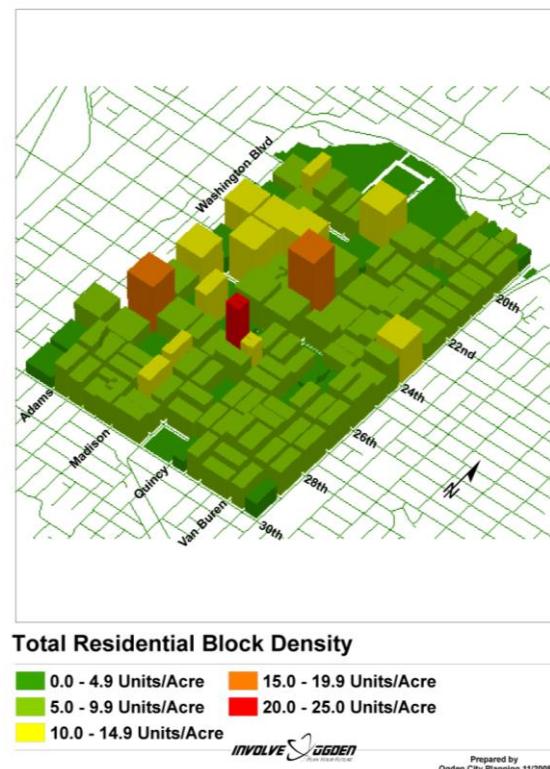
There have been two other community changes which were not part of the plan but a larger city wide change which includes rezoning some R-2EC areas to R-1-5 in 2001 and changing the commercial in neighborhoods to Neighborhood Commercial zoning in 2009.

### 1. Population Characteristics

The distribution of population in this area does not correlate to the original development pattern of the city. This area developed as a single family neighborhood, with the scattered stores and apartment buildings throughout to serve the everyday needs of the predominantly working class population. In the middle of the 20<sup>th</sup> century, just after World War II, many of the older single family homes experienced “apartmentization”. Then in the 1960’s and 70’s the actual building of new apartment buildings became popular as a means to provide a high density population base to serve the downtown area to the west. These two trends contributed to an increase in overall density well beyond the original design for the neighborhood. This neighborhood has experienced a population growth. In 1990 there was a population of 11,490 and in 2000 the population rose to over 15,500 individuals. This population growth is attributed partially to the continued creation of legal and illegal additional units to existing structures. The

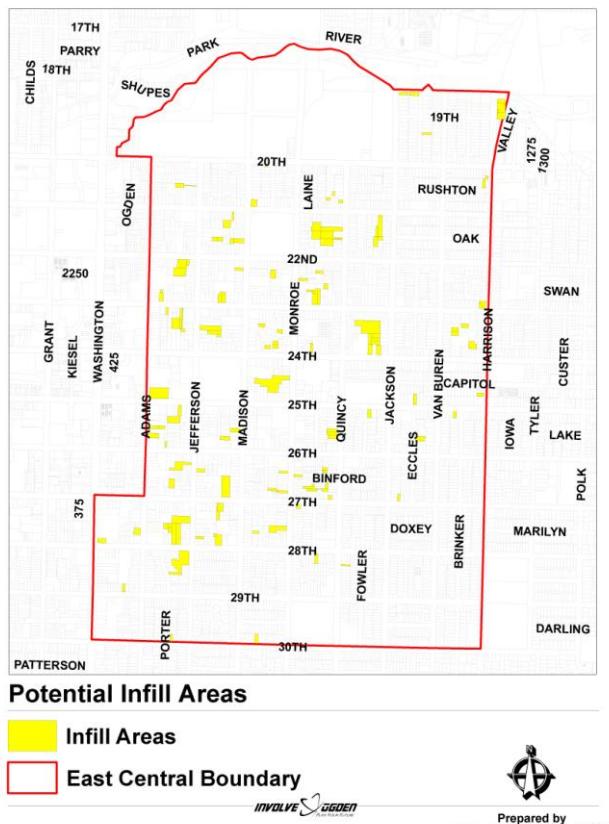
majority of the growth is attributed to the growth in size of household, which has increased from 2.09 in 1990 to 2.88 in 2000. In 2000, this area represented 20.1% of the city’s resident population while only consisting of 6.5% of the total land area in Ogden City. Other demographic characteristics that distinguish the East Central neighborhood from the city as a whole are:

- The neighborhood has an 87.5% occupancy rate of the existing housing units. In 1990 it was 80.3%
- The neighborhood has a Latino population of 43.3%. In 1990 it was 18%
- The neighborhood has 52% male population compared to 48% female which is a reverse from the 1990 statistics.
- The poverty rate in this area is 26.7% compared to 16.47% city wide. In 1990 the poverty rate was 32.4% in the East Central Neighborhood



Map 2 Population Density by Block (3-D)

The potential population growth in the future will come from development of vacant inner block areas and mixed use projects at certain locations since most of this community is built out. There may be some population decrease for a time as some of the extra units created by home conversions are removed and brought back to single family or lower density housing. The population of Weber County was projected to nearly double by 2050, with the population of Ogden City estimated to increase over 40%. Since there are few opportunities for Ogden to expand its boundaries, the new growth will primarily occur in the form of infill housing on these vacant areas within the blocks. The best example of this is the 900 block of 24<sup>th</sup> Street (between 24<sup>th</sup> and 25<sup>th</sup> Streets).



Map 3 Vacant Land Potential Infill Areas

## 2. Land Use / Zoning

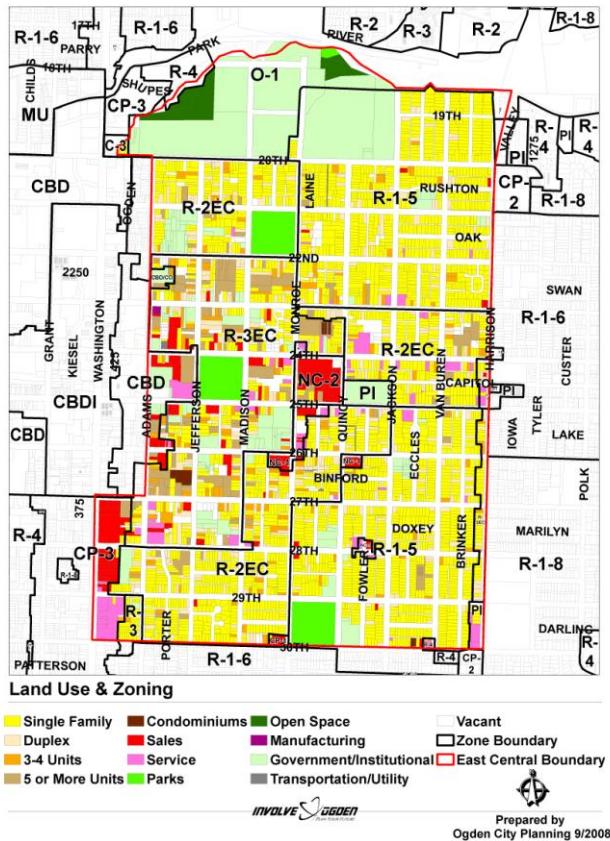
The East Central Community currently contains a mix of primarily residential land uses along with office, retail, institutional, and park space. There is a

corridor of mixed land uses between 24<sup>th</sup> and 26<sup>th</sup> Streets that runs east/west from Washington Blvd. to Harrison. These multiple forms of land use are reflected in the variety of zoning which includes CBD, NC-1, NC-2, R-3EC, R-2EC and R-1-5 in this area. Prior to 1991 the community was predominantly under a permissive form of R-4 and R-5 zoning that allowed the creation of apartments on the properties that previously had been single family homes and business offices which is why so many nonresidential uses developed that are now struggling to be reused.

The East Central community is characterized by large expanses of underutilized or vacant areas in the center of the city blocks. This is due to the 10 acre blocks and the deep lots designed in pioneer days to provide for farming. Later they became neglected or sold off and have resulted in unutilized inner blocks with no consistent platted pattern. The multi-family developments that have occurred in these areas often are not highly desirable areas to live because they are isolated with little visibility to the street. These vacant areas also lack the public infrastructure in the form of roads and utilities, which would facilitate their development.

The current R-3EC zoned area just east of the CBD between 22<sup>nd</sup> and 28<sup>th</sup> Streets contains a mix of land uses. These include Lester Park, James Madison Elementary School, Mid Town Medical Clinic, County Library, numerous apartments, group homes, single family homes that have been converted to apartments, businesses and single family homes. This area is truly a mix of land uses that are conveniently located near the downtown.

The area outside the R-3EC, yet still within the East Central District, is more homogeneous. Although there are numerous legal and illegal nonconforming buildings and land uses, along with the established commercial areas, the predominant land uses are single family homes.



Map 4 Land Use and existing zoning

### 3. 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 that were built in the early 1900's that served 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, offices, residential dwellings, apartments, veterinarian and at least four vacant commercial buildings. The principle streets within the East Central neighborhood 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 East Central area. Between Adams and Harrison Blvd. 24<sup>th</sup> Street contains numerous points of community interest. It has a

traffic light on either end at Washington and at Harrison Blvd. It also connects to West Ogden and I-15 via the Viaduct. Along 25<sup>th</sup> Street, one block to the south of 24<sup>th</sup> is the regional headquarters of the US Forest Service, the old Deseret gym complex, (which was the original Weber State College) the main branch of the Weber County Library, Golden Hours Senior Center, Lester Park, a commercial block, Academy Square State office building and the Ivy Lane Reception Center.



Weber County Library at Lester Park

Another characteristic of this neighborhood is the established park space. There are three block-size (10 acre) main city parks that were set aside as part of the original plat of this area. Between 21<sup>st</sup> and 22<sup>nd</sup>, west of Monroe is Liberty Park. It has basketball and tennis courts, 2 ball fields, a bowery, a tot lot and bathrooms.



Liberty Park

Lester Park, between Jefferson and Madison Avenues and 24<sup>th</sup> and 25<sup>th</sup> has the library and Golden Hours Senior Center with associated parking along with the bowery, tot lot and bathrooms.



*Golden Hours Senior Center*

Monroe Park is situated between 29<sup>th</sup> and 30<sup>th</sup> Streets and just east of Monroe. It functions as the principal venue for softball (4 ball diamonds). It also has 2 tennis courts, a bowery, a basketball court, a horseshoe pit and bathrooms.

This neighborhood also has four other more specialized parks that are available to the public. Eccles Park, also known as Watermelon Park is 9200 square feet in size and is located 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 now used as the Ogden City Schools administration complex.

#### 4. Housing Stock

There are many varieties of housing stock in the East Central. In fact, no area of the city has as much variety of types of all architectural styles. This was the first area to be developed on a large scale for

housing. The original leaders of the community built their homes primarily in what are today the Jefferson and Eccles Historic Districts.



*David and Bertha Eccles Home*

The remainder of the homes that were built in and around the neighborhood were more modest homes that were owned by the merchants, railroad workers and tradesman of the time. Although most of the homes were built in the early 1900's, many of the old single family homes still exist today. Apartment buildings were also built into the residential neighborhoods and created a mix of housing types. The design of the buildings reflected the overall character of single family detached homes and created a very rich architectural neighborhood. It is for that reason that the neighborhood was able to be considered for the Ogden Central Bench Historic District designation as a historic district.



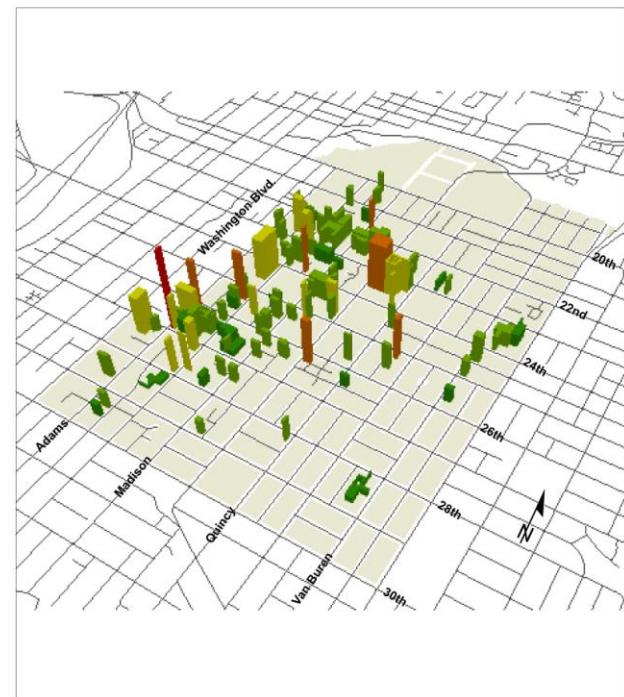
*Elmhurst Apartments at Capitol and Van Buren*

In addition to the housing needs right after World War II, the R-4 and R-5 Zoning from the 1950's and 60's ushered in higher density than the original single family homes were designed for. In the areas to the north, east, and south of these areas the R-3 and R-2 zoning allowed duplexes. These trends also contributed to the numerous nonconforming residential properties in the area that exist today. Slowly, the area is experiencing a reduction in units per building as some of these buildings are being returned to their original density. This is especially true in the Jefferson Historic District, the areas currently zoned R-1-5 and to a small degree in the currently zoned R-2EC areas.



*Removal of additional units to return to single family home at 2545 Jefferson*

Not all the multiple family housing was of this variety. Apartment buildings were also constructed throughout the 1960's to the 1980's to offer an even more inexpensive alternative to the housing in the area.



**Apartments Units Per Acre**

4.18 - 19.99 Units/Acre	60.00 - 79.99 Units/Acre
20.00 - 39.99 Units/Acre	80.00 - 111.49 Units/Acre
40.00 - 59.99 Units/Acre	

INVOLVE OGDEN

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Ogden City Planning 11/2008

*Map 5 Apartment building densities*

In the last few years Ogden City has participated in helping upgrade some of the housing stock by demolishing certain homes that are beyond repair and constructing new, context sensitive bungalows that 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.



*New home on 2500 block of Quincy*

The Adams Avenue corridor which includes the properties on both sides of Adams Avenue and back to Ogden Avenue between 20<sup>th</sup> and 30<sup>th</sup>, is characterized primarily as low density detached housing, especially on the east side. This is an area of transition between the more “urban” core and the adjacent residential neighborhood.

The eastern boundary of the neighborhood is bordered by Harrison Blvd., an arterial of the city that extends from SR89 in South Ogden into North Ogden. However, the character of homes along this street is not too different from the homes in other portions of the neighborhood. The west side of the street still is predominately single family with some duplex type housing. The same housing mix exists along 20<sup>th</sup> Street and 30<sup>th</sup> Streets, which happen to be the north and south borders of the neighborhood.

The various housing styles found in the community are illustrated in the following pages.

### Style 1: 1870-1910

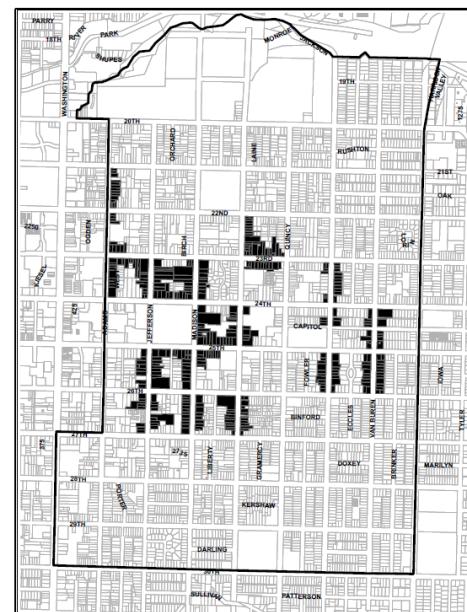
The single largest event that shaped the development of the East Central Neighborhood and Ogden as a whole was the arrival of the transcontinental railroad. Prior to 1869 there was only a scattering of farm homes and log cabins east of Washington Blvd. Few examples of this era remain. The first wave of development was from the 1870's to 1920. This was a time period of local economic growth ushered in the more elaborate Victorian styles such as Queen Anne, Eastlake and Victorian Eclectic styles. Second Empire, Romanesque and others styles were also included along with the smaller scale simple cottage styles of the Cross-T.



*Early Cross-T farm house at 478 28th*



*Early Victorians*



*Map of style 1 development*

### Style 2: 1910-1940

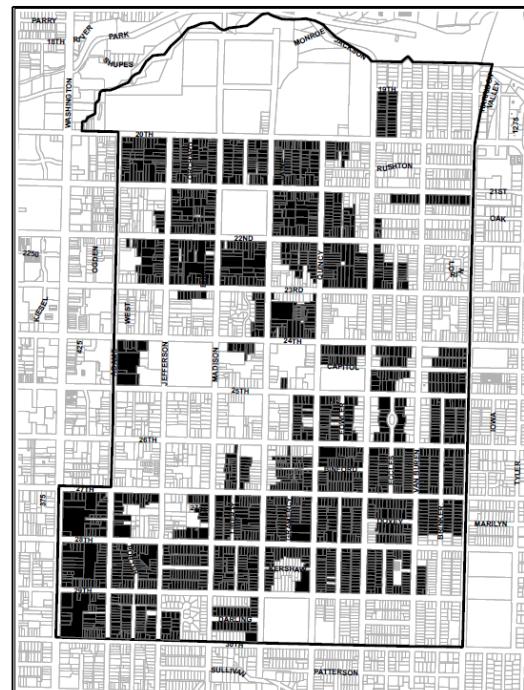
The Prairie style movement reached Utah in the early 1910's and particularly segments of the East Central Neighborhood in Ogden. The Eccles Historic District has a large concentration of these style of homes. There are also individual buildings in others areas of the community that were built with the Prairie style influence. Along with the Prairie style, the Four Square and the English Tudor designs were also constructed during this time frame. The 1920's brought to this neighborhood the "Bungalow" in a big way. Over 800 bungalows were constructed during this time, and consequently, they make up about 36% of the buildings in the East Central neighborhood. This is far and away the most prevalent design of homes. The majority of the structures in the East Central neighborhood were built prior to World War II. There was rampant infill of lots throughout the community from 1900 into the 1930's, especially in the areas just east of Washington Blvd. and radiating east up the corridors between 24th and 27<sup>th</sup> Streets toward Van Buren Avenue.



*Prairie Style architecture of Wattis home at 2540 Eccles Avenue*

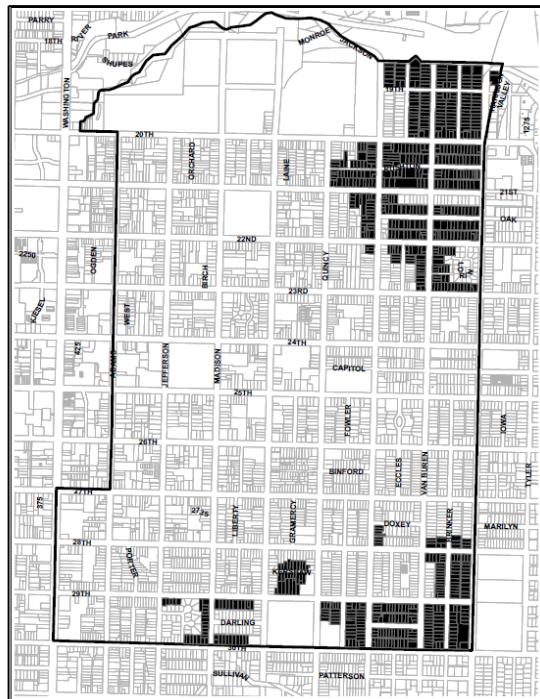


*Bungalows*



### Style 3: 1940-1960

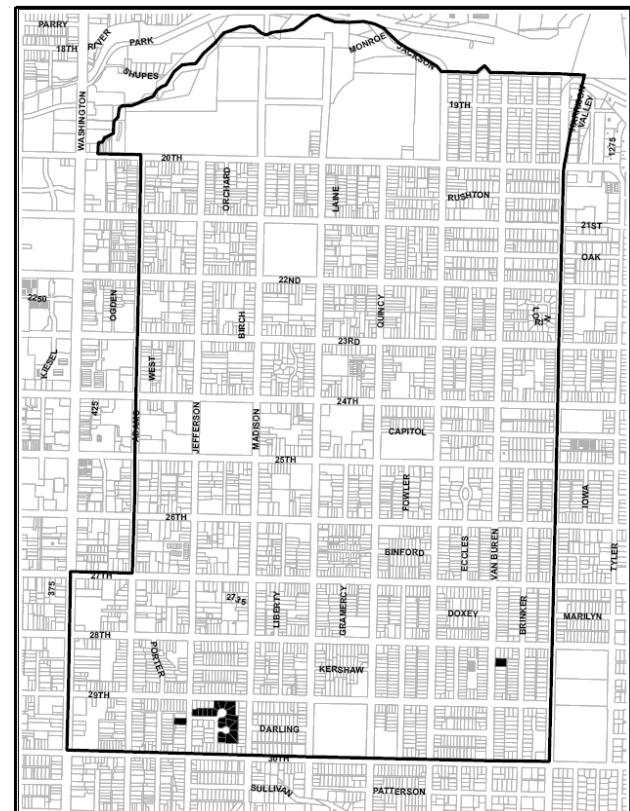
In the 1940's and 50's the northeast and southeast quadrants of the neighborhood took on numerous square style homes common to the post war era. These spec designs were uniform floor plans with slight variations on the exterior and were built to meet the housing demand of the day.



Map of  
Style 3  
devel.

### Style 4: 1950-1970

This style is not as prevalent in this neighborhood as in other areas of Ogden but the rambler style popular during this time period also appeared as infill housing interspersed throughout the neighborhood and also clustered in a subdivision located at the 2900 block of Orchard.

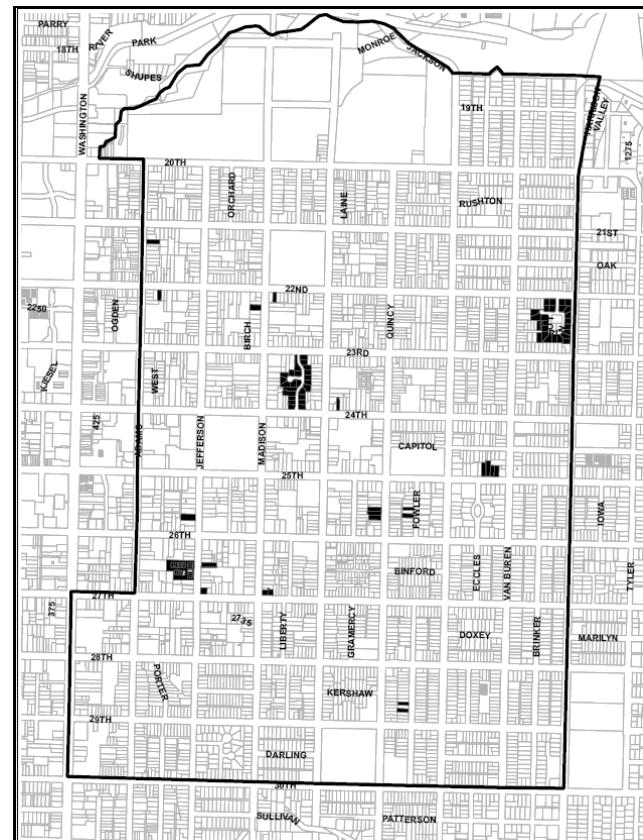


Map of style 4 development

### Style 5 development: 1970-2009

The style of housing during this time period had a variety of designs. Split level style homes were used in many infill projects that have occurred in the neighborhood such as Lorin Farr subdivision and the Legacy Park subdivision to individual lot infills.

While popular for the time period and common in subdivisions, this style lacked the design details and scale of the traditional neighborhood some of these homes were placed in. In recent years the neo-traditional design has been used for infill housing that looks more like the traditional bungalow.



*Map of style 5 development*

## B. Community Comment

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. A sign-up sheet for the advisory committees was circulated.
- b) Three separate 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 steering committees were presented at the meeting for general public comment.
- d) On April 1, 2009 the Planning Commission held their first work session to discuss the steering committee recommendations and the community comment 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 Steering Committees and public input into vision statements and objectives for the CBD Community Plan.

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

### 1. 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 great area to live in 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 on upkeep of the 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.



### 2. Land Use

Unfortunately, this community is characterized by vacant inner blocks and some vacant buildings. These areas and buildings are falling prey to the neglect and disrepair discussed above. 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 certain zoning criteria. Certain land uses have had impacts to the quality of life in the community because this became the area of concentrated development to meet the needs of rehab and social housing. Large group homes clustered in portions of the community and various social programs have altered some of the dynamics of the neighborhood.



### 3. Parks and Recreation

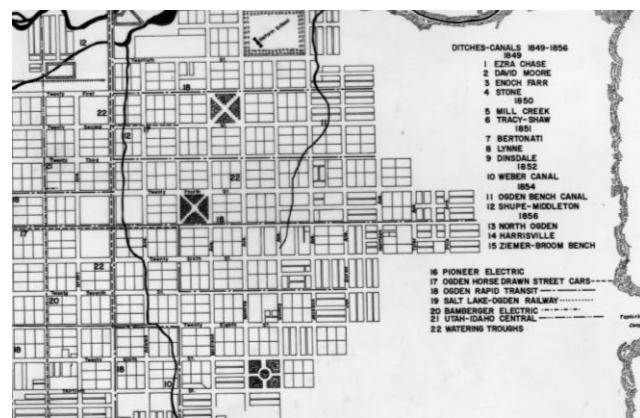
The area has three large parks which meet the needs of the area but over the years have had some alterations that have impacted the usability of the spaces. The temptation to use the park land for building and parking space altered Lester Park. The concern is not to use these parks to meet building or 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.



A Corner of Lester Park with its Public Drinking Fountain, Donated to the City by J. S. Lewis

### 4. Transportation

The public was concerned about the safety for the pedestrian and bicyclist as these are key modes of transportation for a walkable community. Mass transit by means of a street car 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 street car 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 street car run through the neighborhood between these two destinations would improve transportation options for this community. Walkability and enhanced alternative transportation are directions the community should move towards. The challenge will be to increase these alternative modes of transportation as viable options to the automobile.



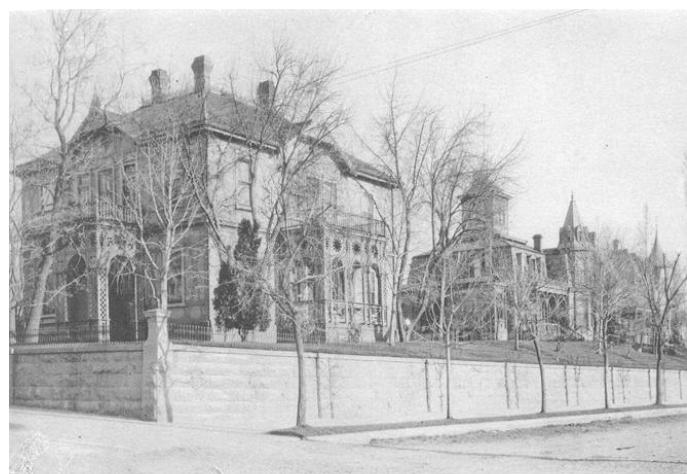
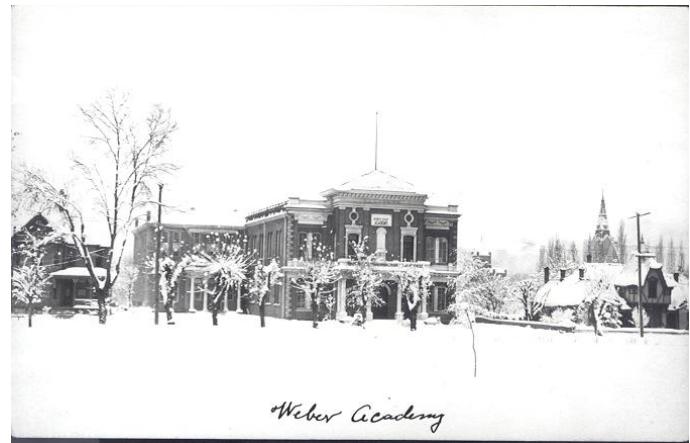
Early 1900's map of mass transit system

## C. East Central Community Vision

The East Central Community Vision establishes a comprehensive guide to the future development, physical land uses, and desired attributes expressed by the Community. The East Central neighborhood has a unique historic flavor, yet is constantly changing. A vision of the desired form and character is key in directing the changes for the continued improvement of the neighborhood.

This vision was developed through community meetings held at Madison Elementary School and through steering committee meetings and the public planning process.

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



FRED. J. KIESEL AND OTHER ADAMS STREET RESIDENCES.



## COMMUNITY IDENTITY

### 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 and does not relay the history and potential of the community.

In the interest of changing perceptions and creating community pride, the goal is to establish a new beginning with a new “branding” of the community. By reminding people of the past glory of the area, it can again help to recapture that quality of life.

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”. A clear and distinct preference was not apparent. The Ogden Central Bench District is the name of the National Historic District that matches the boundary of this area. The Trolley District pays homage to bygone days of the early 1900’s when trolleys were the principle mode of transportation in the neighborhood, and the potential that it could happen again

Another area of concern was the lack of signage. There is a lack of community identification and wayfinding signage in the neighborhood. Signage should be utilized in this community that would both, identify the neighborhood and the historic character plus create a method of way finding to and through the neighborhood

## Vision Objectives

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



## COMMUNITY IDENTITY

### 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. Certain communities in the Salt Lake area were cited as being representative of the type of neighborhood East Central can be known as. Those neighborhoods are 9<sup>th</sup> and 9<sup>th</sup>, Sugarhouse, and The Avenues.

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 concerted marketing campaign that emphasizes the unique attributes this community brings to its citizens and visitors alike.

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

- 2.A Market the community as a place to live because of its urban identity, rich history, variety of housing and commercial uses within walking distance that draws comparisons to the trendy neighborhoods in other communities such as 9<sup>th</sup> and 9<sup>th</sup>, Sugarhouse, and The Avenues.
- 2.B Make information available for rehabilitation, contractor lists and standards for building and property upkeep.
- 2.C Educate property owners and tenants as to their role in the community with flyers, letters and welcome packets that show they are part of the soul of this unique community and its success depends on maintaining these stringent expectations. **High Priority**
- 2.D Consider using community features such as monuments or other signage as identifying features at key entrances to the Community



*Multi family homes on Van Buren*

## COMMUNITY IDENTITY

### 3. Instill pride by maintaining the community

The community will, through personal contact, various neighborhood organizations and community outreach establish clear and definitive expectations for the levels of maintenance in the community. Initially, there should be an attitude of assistance and helping each other in getting their properties clean and debris free. 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 enforcement may be the alternative.

The City has its role in this effort as well. By maintaining public facilities and creating smooth and level surfaces on the sidewalks, 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.



*The Problem*

### Vision Objectives

- 3.A Incorporate a once-a-year neighborhood clean-up day to take control of the neighborhood and exhibit what is acceptable yard maintenance.  
**High Priority**
- 3.B 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.
- 3.C Require front yards be maintained and free of junk and debris.  
**High Priority**
- 3.D 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.
- 3.E 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.



*The Expectation*

## COMMUNITY IDENTITY

### 4. Historic Resources

Few communities can boast the wealth of historic structures located in the East Central Neighborhood. It is, in fact, on the National Register of Historic Districts. The predominant historic structure is the modest “bungalow”. This is reflective of the humble working class population that lived in the area during the early 1900’s. Other architectural styles represented are Victorian Eclectic, Prairie School, Arts and Crafts, and English Tudor.

Two additional 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. The Jefferson District has a rich array of Victorian styles located along Jefferson Avenue between 25<sup>th</sup> and 27<sup>th</sup> Streets. The Eccles District is situated between 25<sup>th</sup> and 26<sup>th</sup> Street and Van Buren and Jackson Avenues and has a large concentration of Prairie style buildings.

There is a desire to connect the two local historic districts. One method would be to give priority to the area between the two districts with regards to public improvements. This speaks directly to the goal of having period lighting fixtures run from the CBD to the west of Harrison Blvd. along 24<sup>th</sup>, 25<sup>th</sup>, and 26<sup>th</sup> Streets.

There is also the potential to expand the area of the Jefferson District north of 24<sup>th</sup> 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 about these issues and how they relate to their property. 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

4.A 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

4.B 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.

4.C Make information available to new home owners in the Jefferson and Eccles Historic Districts defining what the district mean and what the owner’s role as stewards should be.

4.D 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.

4.E Expand the Jefferson District to the north.

#### High Priority

4.F Promote the three Historic Districts and what they can mean to property owners by way of incentives, grants and tax rebates.

4.G Protect and preserve historic buildings in the historic districts by considering revisions to the zoning ordinance.

#### High Priority

## COMMUNITY IDENTITY

### 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. The rich history is largely represented by the architecture in the area. Although there are numerous commercial buildings scattered throughout the neighborhood, both individually and in groups at certain locations, the story of the people of Ogden is seen mostly through their homes.

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

5.A 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

5.B 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.

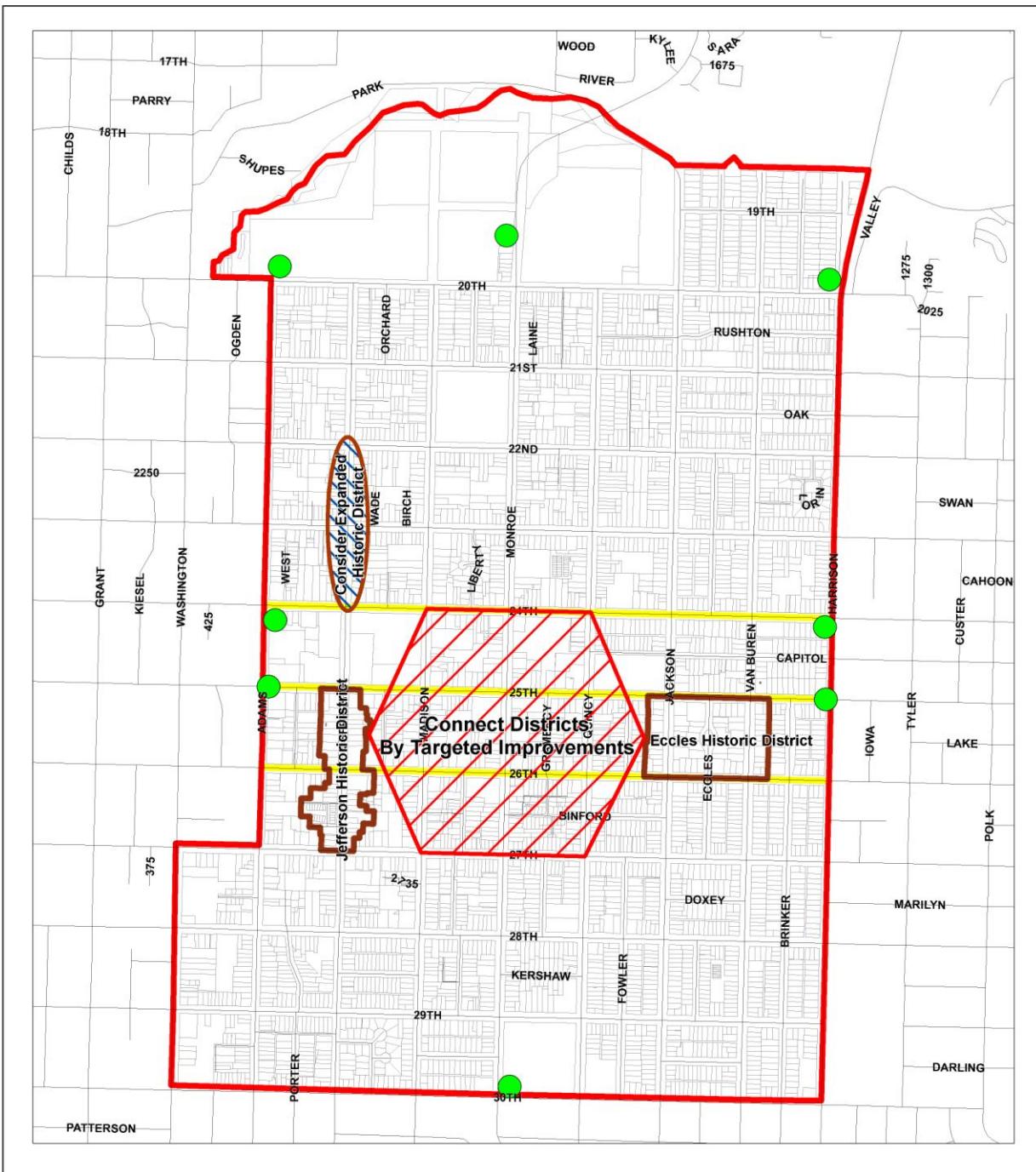
### High Priority

5.C Give special attention to the main corridor streets of 24<sup>th</sup>, 25<sup>th</sup>, and 26<sup>th</sup>, so that they convey a positive impression by appropriate public and private improvements and maintenance.



*Newly planted street trees*

*New construction sensitive to neighborhood character*



# **East Central Community**

Community Vision - Community Identity

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

## LAND USE

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

There have been changing land use patterns and economic markets over the many years this community has been in existence. Certain existing developments need to be redeveloped to meet the changing markets and to improve the community. The block between 24<sup>th</sup> and 25<sup>th</sup> Street and Quincy and Monroe is already a commercial location. It is central to the neighborhood and has extensive underutilized property and past inappropriate land uses. Redevelopment as a walkable neighborhood center could bring life back to the center and to the surrounding neighborhood.

There are other areas that are also underdeveloped and 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. General retail standards indicate 50,000 square feet of retail per 10,000 population. With the present population being 15,558, there is twice the necessary commercial space available.

## Vision Objectives

- 6.A Using the public process outlined in State law, consider 24<sup>th</sup> 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.
- 6.B 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**

- 6.C Encourage mixed use for the infill areas at: 26<sup>th</sup> and Quincy (Woods Market), 550 22<sup>nd</sup> Street when and if the Dee Elementary School site becomes available and the 500 block of 24<sup>th</sup> and 25<sup>th</sup> Street.
- 6.D Housing components for redevelopment mixed use should be limited to rowhouses, flats or second story units above nonresidential spaces.



Monroe Ave. near 24<sup>th</sup> Street

## LAND USE

### 7. Develop compatible vacant land infill projects

There are numerous opportunities for infill development in the central portion of many blocks in the East Central neighborhood. The question is what is appropriate infill development? These internal parcels should first and foremost continue the tradition of single family homes, which is still the predominant land use in the neighborhood. This is where the zoning code can spell out standards for single family home construction that respect and reflect the surrounding neighborhood. This would include the most desirable elements of the existing single family housing stock which include front yard porches, detached garages that are set back behind the house, colors, size and roof lines that blend with the fabric of the 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 by providing a variety of housing types that include multiple family designs that 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

7.A Require development of vacant interior block space as single family homes accessed by additional public streets.

7.B 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

7.C Revise infill ordinance to limit multifamily development to be along main street frontages and done as “row house” style with context design standards.



*Legacy Park Subdivision*



*Lorin Farr Subdivision*

## LAND USE

### 8. Reuse of vacant commercial type buildings

Two situations exist in the community which have left vacant commercially designed buildings. The first was the development of the small neighborhood store that occurred in the late 1800's and went to the 1940's. This community has a large concentration of these types of buildings. Some have been reused but others sit vacant. The vacancies create problems both for building maintenance and the neighborhood image.

The second condition is office and commercial buildings built under zoning regulations eliminated in 1991. Many of these types of buildings are out of scale and character with the neighborhood and reuse becomes challenging.

Some of these buildings may never be salvageable. However, during the time of transition there should be "boarded building" policy that employs strictly enforced and expensive consequences for buildings that remain boarded for an extended period of time. Ideally, there could ultimately 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.



1880's  
store at  
N.W.  
corner of  
24<sup>th</sup> and  
Jefferson.

### Vision Objectives

- 8.A Consider commercial uses that do not impact the neighborhood for small scale commercial buildings that are residentially zoned.
- 8.B Explore incentives for re-use of old, small, single-lot stores for new start up business opportunities.
- 8.C Direct new small commercial interests to the existing older commercial-style buildings in the neighborhood.
- 8.D Allow some existing older buildings to be used for nonresidential uses under the existing provisions but do not zone them commercial.
- 8.E Explore developing a "boarded building" fund that can be used for rehabilitation of buildings in the East Central community.

#### High Priority

- 8.F 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.



550 24<sup>th</sup> Street



## LAND USE

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

Throughout the neighborhood there are scattered buildings that have had their original designed function altered by either converting a house to an office or a single family home to multiple units. Some of these changes have occurred to meet housing demands of past generations. The continued use, however, has created 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.

Conversion of homes to offices in some cases was a result of an effort to provide an adaptive reuse to historic homes when no other options existed to preserve them.

Most of the buildings that have experienced one of these types of conversions are important to the context of the neighborhood though the use may not be. The desire is to utilize these buildings as they were originally designed to be used. 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

- 9.A 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.
- 9.B 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 allocate 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



*Historic home converted to office*



*Home converted to multi units*

## LAND USE

### 10. Establish Neighborhood Commercial Center on the block between 24<sup>th</sup> and 25<sup>th</sup> 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 24<sup>th</sup> 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 LEED certification of most, if not all, the new buildings on the block.

### Vision Objectives

10.A Work to make the block between 24<sup>th</sup> and 25<sup>th</sup> and Monroe and Quincy the Neighborhood Commercial Center with appropriate design considerations.

#### High Priority

10.B 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.

10.C. Include this area in any new redevelopment district consideration.



*Current IGA building*



*Potential infill concept*

## LAND USE

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

Interestingly, 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 were detrimental to the community. Regardless of the zoning, 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

11.A Consider rezoning R-2EC areas to R-1-5 to better represent the predominant land use trend in these areas.

### **High Priority**

11.B 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**

11.C Prohibit additional commercial zoning in the community in order to utilize existing buildings and spaces.

11.D Retain residential zoning in the community.

11.E Revise the sign ordinance as it relates to commercial properties to promote monument signs in lieu of pole signs.



## LAND USE

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

Accessory Dwelling Units (ADU's) are a zoning terminology for what had traditionally been called a granny flat but was an illegal land use. Home owner occupancy is important to maintain a stable neighborhood. ADU's become a way a home owner can stay in their home through the various phases of their life and rent out a portion of the home when times dictate a need or desire to do this. This type of housing arrangement allows for persons who may otherwise leave the home as their family grows up, to stay in the house and have companionship, rental income or help around the house. 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**

12.A 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.

## LAND USE

### 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 home owners 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.

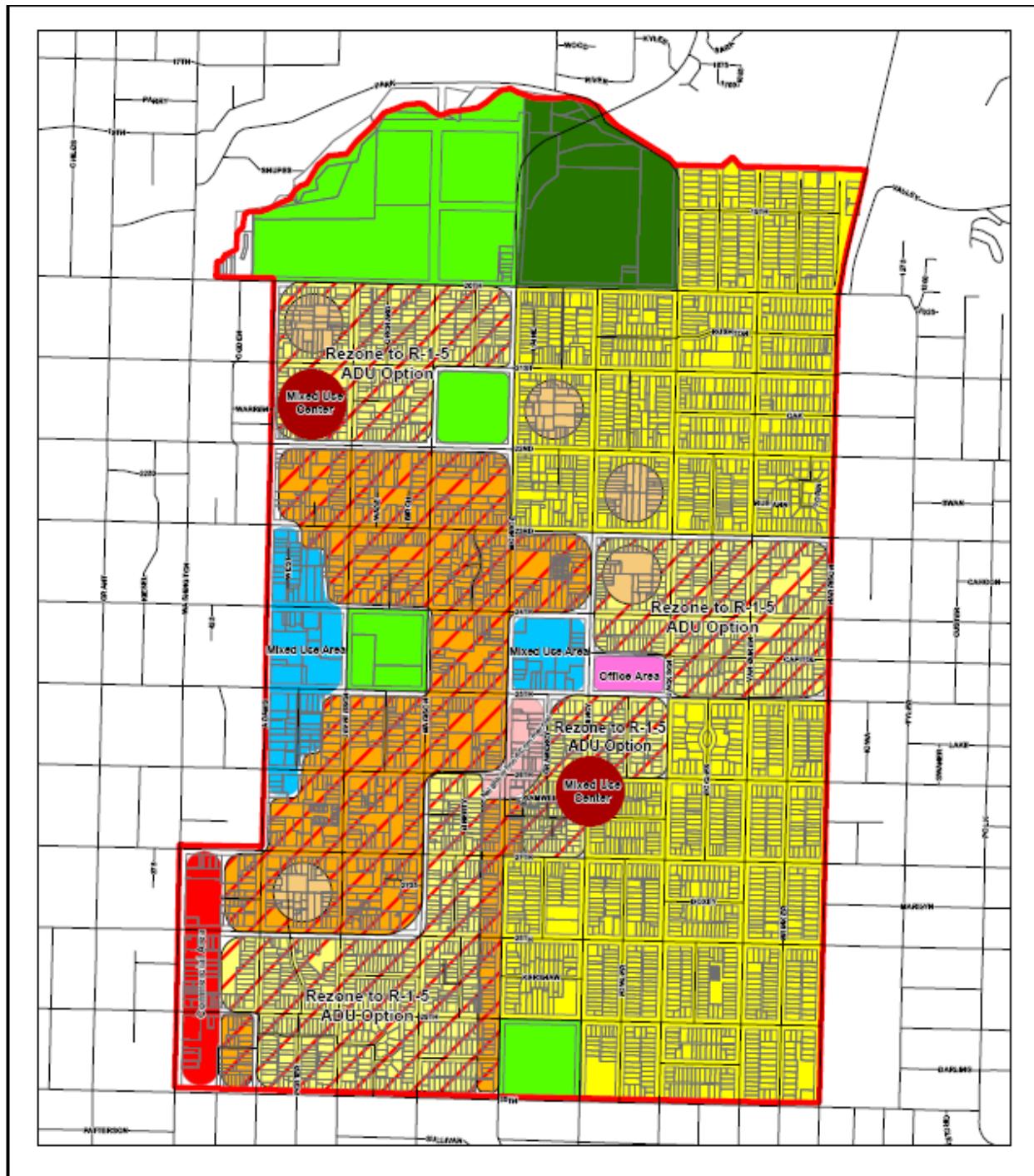
### Vision Objectives

13.A 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**



*Local Group Home*



## East Central Community

Community Vision - Land Use

- Accessory Dwelling Unit Option
- Infill Project Potential
- East Central Boundary



## PARKS AND RECREATION

### 14. Enhance existing parks

The East Central Neighborhood was planned in the 1870's with three original 10 acre parks.. Those parks are known as 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; specifically 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.

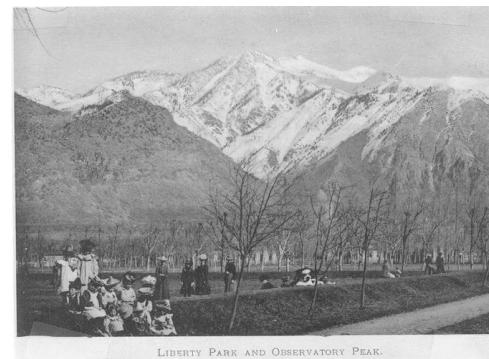
There are certain improvements that are needed. Included in these upgrades would be perimeter lighting that is compatible with the period context lighting that is seen in the historic districts, a peripheral exercise course, sand volleyball, new vandal-resistant bathroom facilities and better signage. 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 compromise the park. No additional parking should be considered at this park. Conversely, the City may want to consider additional on-street (angle) parking along 29<sup>th</sup> Street at Monroe Park to address the crowds that are generated for the summer ball games.

### Vision Objectives

- 14.A Build on parks as a neighborhood amenity of open space and civic functions.
- 14.B 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
- 14.C Extend the sidewalk completely through and include benches as well at Lester Park.
- 14.D Prohibit expansion of parking and buildings into Lester Park.
- 14.E Develop angle parking at Monroe Park for additional parking spaces.

#### High Priority



*Early photo of Liberty Park*



*Sidewalk to be extended toward Library*

## PARKS AND RECREATION

### 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 on the school board owned bluff at the northwest corner of 20<sup>th</sup> and Jackson Avenue. This is the site of the old military reserve unit complex.

Getting the word out on the various recreational events and programs is a way of increasing participation. Beyond the monthly notice in the utility bill, the City should expand its network of outreach to include the Standard Examiner, the city web site and Channel 17.



*Oasis Park Community Garden*

## Vision Objectives

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

### High Priority

*Conceptual aquatic center/ball field complex*



## PARKS AND RECREATION

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

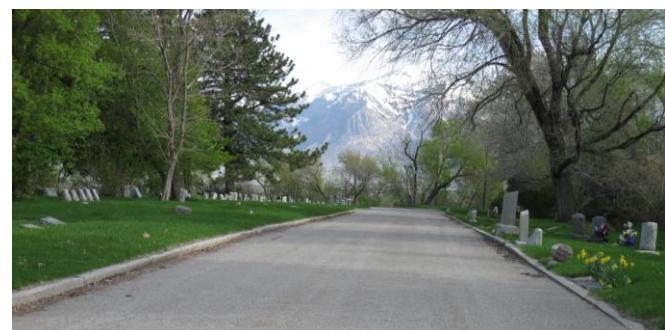
The Ogden City Cemetery may be an underutilized resource. First and foremost it is a place of reverence and quiet contemplation for the living and the final resting place for many Ogden residents. Among these Ogden residents are the founders and builders of the community. Informally, there are occasional 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 20<sup>th</sup> Street for bicycle and pedestrian use only. This former street was closed for access 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 Blvd. 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

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



*Looking north inside the Ogden Cemetery*



*Madison Avenue looking south from Park Blvd.*

## PARKS AND RECREATION

### 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 24<sup>th</sup> 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.

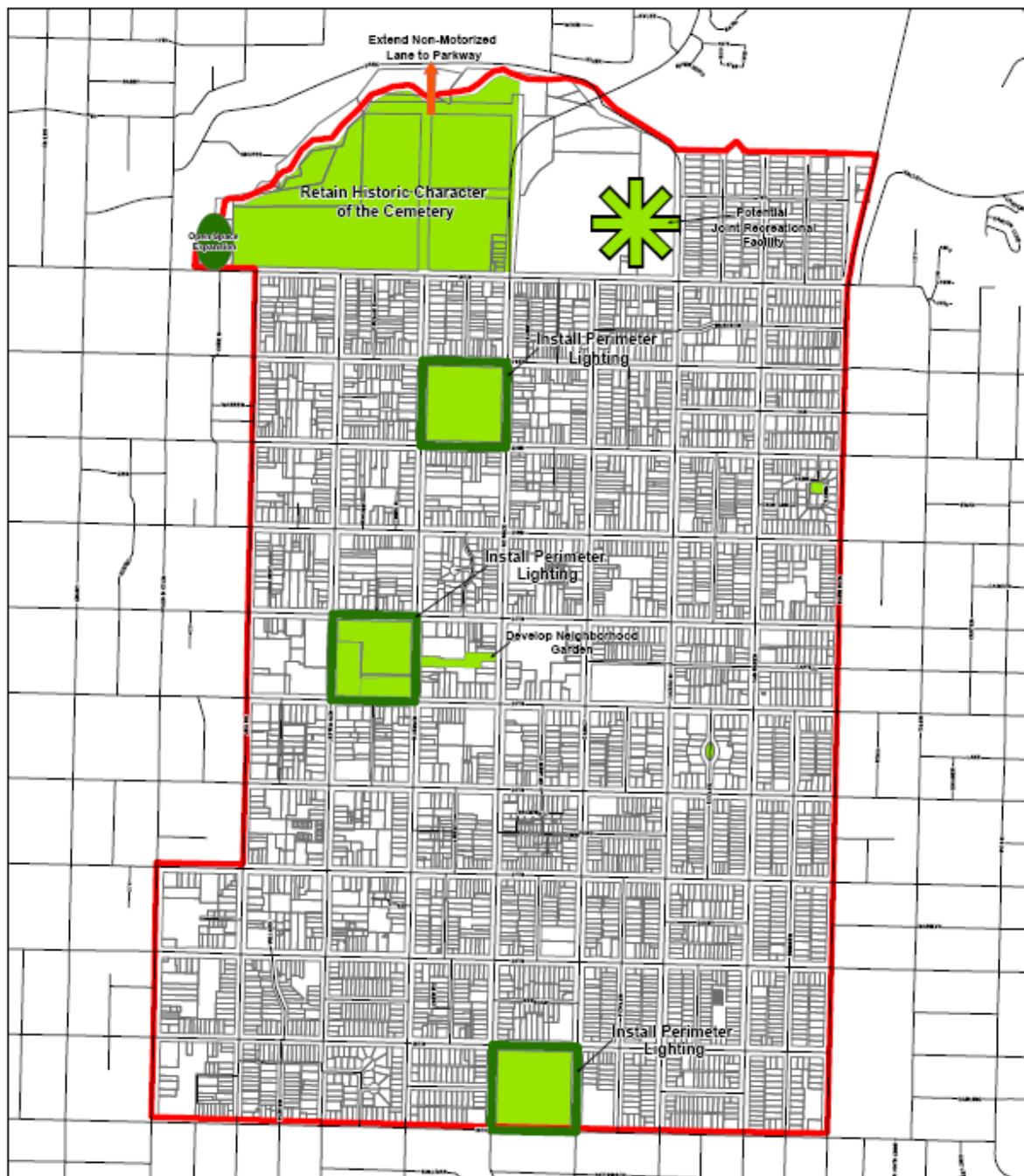
Also, programs for maintenance and replacement can be initiated.

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

- 17.A 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.
- 17.B Encourage neighborhood planting of trees and landscaping. The City and the residents should come together to “re-tree” and maintain those areas lacking trees.
- 17.C 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



## TRANSPORTATION

### 18. Enhance the local street system

Streets are not just for cars. The concept of “complete streets” takes into account the need to provide additional attention to 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.

The uses of bulb outs to define the local historic districts were also intended to slow traffic. In selected areas they may be a tool to slow down traffic. They can act in concert with facilitating 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 30<sup>th</sup> and 24<sup>th</sup> 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

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



*Bulb out and enhanced pedestrian crosswalk concept.*

## TRANSPORTATION

### 19. Promote Mass Transit

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

The City is part of a team composed of representatives from the City, Weber County, Utah Transit Authority, Utah Department of Transportation, Wasatch Front Regional Council, Weber State University and McKay Dee Hospital which 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, 25<sup>th</sup> and 26<sup>th</sup> 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 25<sup>th</sup> 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 arrived upon, but a historic theme that is period appropriate is needed to continue the historic theme of the early 1900's.

The alternatives analysis group is considering a number of options for corridor alignment. One of

the options travels through the east central community. Others being considered adjoin or do not travel through the community. The Plan vision objectives reflect the Citizen Steering Committee's and Planning Commission's recommendation for the 25<sup>th</sup> and 26<sup>th</sup> 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

- 19.A Promote a streetcar transit line to service the east central neighborhood by means of 25<sup>th</sup> or 26<sup>th</sup> 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**
- 19.B Consider transit lines in the middle of the street, with pavers/landscaping to define travel areas.
- 19.C Develop transit stops that are themed with benches, architecturally appropriate covers, and signage.



## TRANSPORTATION

### 20. Encourage Bicycle /Pedestrian Travel

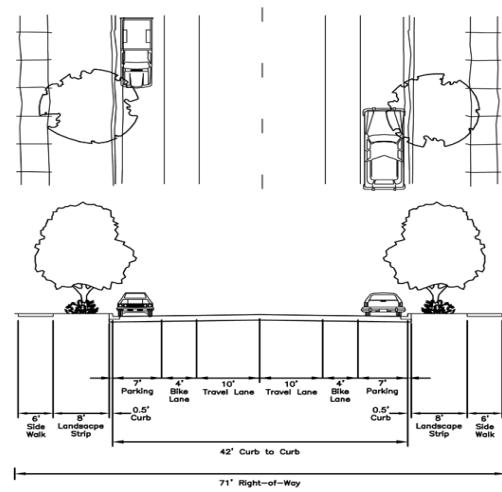
Ogden City presently has bicycle lanes along 22<sup>nd</sup>, 26<sup>th</sup>, 28<sup>th</sup>, and along Jefferson in the East Central neighborhood. The next step in realizing a “complete streets” community is to further enhance bicycle travel, at least on selected important streets, within the neighborhood. The north/south corridors that are best suited for the 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. 22<sup>nd</sup> and 28<sup>th</sup> 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

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



## TRANSPORTATION

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

Because of the older nature of this area, many of the early subdivisions included alleys which were used to provide access for services to the lot such as coal deliver and garbage pick up. 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.

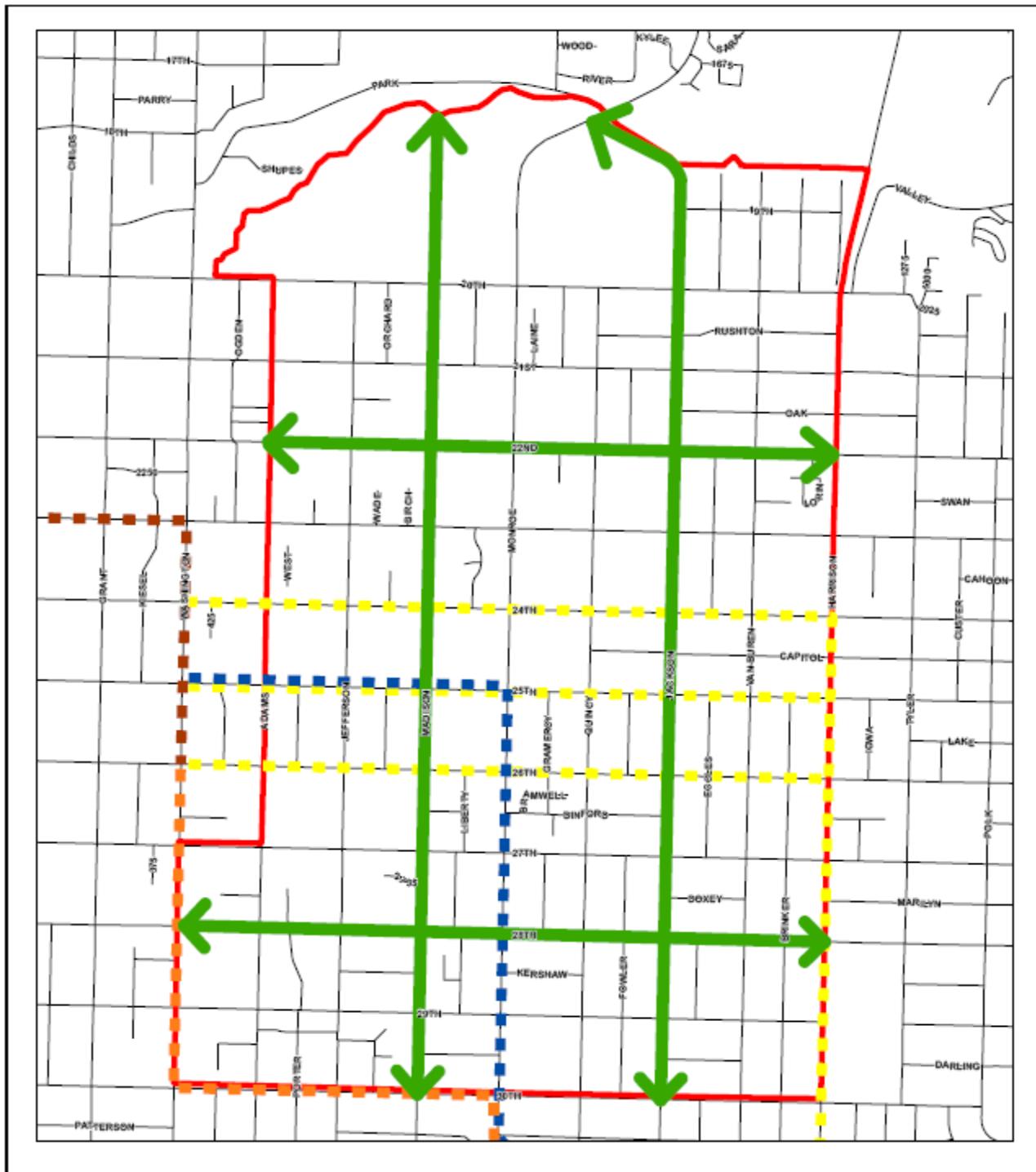
Along the rear of the lots fronting on Harrison and Brinker Avenue between 26<sup>th</sup> and 29<sup>th</sup> there are abutters alleys that could be better utilized by the homes that face Harrison and provide more livability to those lots. They could be developed to be a preferable access point for 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

- 21.A 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.
- 21.B Explore the expanded use of alleys that back onto the homes along Harrison Blvd. as the main access point to off-street parking.



*Abutters alley between Brinker and Harrison*



## **East Central Community**

Potential Street Car Routes

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



### D. Community Plan Implementation

The East Central Community Plan vision focuses primarily on 4 topics:

- a. Community Identity
- b. Land Use
- c. Parks and Recreation
- d. Transportation

The visioning objectives discussed in the previous section, contain the goals and general approach to bringing these visions to reality.

#### 1. Community Identity Vision

Objective A – Incorporate a once-a-year neighborhood clean-up day to take control of the neighborhood and exhibit what is acceptable yard maintenance

##### Implementation Responsibility

Public Services, neighborhood councils, civic groups, citizens

##### Resources

CIP

Objective B – Locate street and way finding signs that reinforce the identity of the neighborhood and give direction.

##### Implementation Responsibility

Neighborhood Development Division, Public services, civic groups

##### Resources

CLG, Private donations

Objective C - Educate property owners and tenants as to their role in the community with flyers, letters and welcome packets that show they are part of the soul of this unique community and its success depends on maintaining these stringent expectations.

##### Implementation Responsibility

Neighborhood Development Division, Public Services, neighborhood councils, civic groups, citizens

##### Resources

CIP

Objective D. – 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.

##### Implementation Responsibility

Public Services, Community Development, property owners

##### Resources

CIP, foundations, private donations, property owners

Objective E – Expand Jefferson District to the block between 24<sup>th</sup> and 23<sup>rd</sup>.

##### Implementation Responsibility

Ogden City Landmarks Commission, Property owners

##### Resources

CLG, Private donations

Objective F – Develop strict design standards that would establish requirements of development and context that retains the neighborhood character. Key elements would be building color, materials, design, heights, facades, porches, garages, roof pitch, front yard fences and landscaping.

##### Implementation Responsibility

Planning Commission, Ogden City Council

##### Resources

Planning Division

Objective G – Manage the existing urban forest and enhance it by installing additional street trees and other right-of-way amenities, such as bulb outs, and by making this property a priority for consideration of funding and or tax incentives.

Implementation Responsibility  
Public Services, Ogden City Council

Resources  
Urban Forester, Neighborhood groups, CIP and Community Development Block Grant or other federal grants

### 2. Land Use Vision

Objective A – Make 24<sup>th</sup> and Monroe and other underutilized or blighted commercial areas RDA or EDA development areas as a means of bringing positive and appropriate development to the site in the form of quality infill, downsizing existing buildings, and creating neighborhood centers.

Implementation Responsibility  
City Redevelopment Agency

Resources  
Planning Division, Neighborhood Development Division

Objective B – Require development of vacant interior block space as single family homes accessed by additional public streets.

Implementation Responsibility  
Ogden City Council/ RDA, Planning Commission, private development

Resources  
Planning Division, Neighborhood Development

Objective C – Revise existing infill ordinance to set standards of design compatibility of single family detached housing style for those areas of interior lot infill.

Implementation Responsibility  
Planning Commission and City Council

Resources  
Planning Division

Objective D - Revise infill ordinance to limit multifamily development to be along main street frontages and done as “row house” styles with context design standards.

Implementation Responsibility  
Planning Commission and City Council

Resources  
Planning Division Staff

Objective E – Develop a “boarded building” fund that can be used for rehabilitation of buildings in the community.

Implementation Responsibility  
Building Services, City Council

Resources  
Building Services

Objective F – Encourage large vacant problematic buildings to be removed and new development that has context sensitive design standards to replace them. The RDA shall consider using district as a way to redevelop these areas.

Implementation Responsibility  
Public Services, Community Development, RDA, City Council

Resources

Tax Increment, Private development, Community Development, Planning Division, Building Services

Objective G – Create regulations for nonconforming multi-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. Consider amortization as a tool to return structures to their original and appropriate density.

Implementation Responsibility

Planning Commission, Ogden City Council

Resources

Planning Division, Building Services

Objective H – 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.

Implementation Responsibility

Planning Commission, City Council

Resources

Planning Division, Public Services

Objective I – Rezone R-2EC zoned area to R-1-5 to better represent the predominant land use trend in these areas.

Implementation Responsibility

Planning Commission, City Council

Resources

Planning Division

Objective J – Revise the front yard fence ordinance to restrict front yard fences that

are out of character with the historic past of the neighborhood.

Implementation Responsibility

Planning Commission, City Council

Resources

Planning Division

Objective K – Consider an ADU overlay in those areas to be rezoned to R-1-5 from R-2EC and modify ADU requirements.

Implementation Responsibility

Planning Commission, City Council

Resources

Planning Division,

Objective L – 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.

Implementation Responsibility

Planning Commission, City Council

Resources

Planning Division

### 3. Parks and Recreation

Objective A – Make improvements to parks by providing perimeter lighting, exercise areas for jogging around perimeter of park, sand volleyball in sections of parks, use institutional bathroom facilities to upgrade park bathrooms, and develop identification and locational signage.

Implementation Responsibility

Public Services, City Council

Resources

CIP, Gomer Nichols fund, donations, Planning Division, Public Services staff

Objective B – Extend the sidewalk completely through and include benches as well at Lester Park.

Implementation Responsibility

Public Services, City Council

Resources

CIP, Gomer Nichols Fund, Public Services staff

Objective C – Continue to work with the School District to develop a sports field/aquatic center complex at 20<sup>th</sup> and Jackson Avenue.

Implementation Responsibility

Mayor, City Council, Ogden School Board

Resources

CIP, Bonds

Objective D – Distribute information of recreational events and programs through the Standard Examiner, City Web site and Channel 17.

Implementation Responsibility

Recreation

Resources

Channel 17, At Your Service Newsletter

Objective E – Consider developing a map of the locations of prominent people of Ogden's history that are buried in the cemetery.

Implementation Responsibility

Public Ways and Parks

Resources

Citizen Groups, Weber Heritage Foundation

Objective F – Develop an improved limited access connection from 20<sup>th</sup> Street to the Ogden River by way of a Madison Ave.

Implementation Responsibility

Public Ways and Parks

Resources

CIP

Objective G – Establish an equestrian/bike trail just below the bluff on the north side of the cemetery.

Implementation Responsibility

Public Ways and Parks

Resources

Ogden Trail Network volunteers, CIP, State trails grants, Public Parks and Ways.

Objective H – Consider expansion of the cemetery open space to the west as far as Washington Blvd.

Implementation Responsibility

Planning Commission, City Council, RDA

Resources

RDA funding, CIP

Objective I – Establish strictly defined alternative to "non-turf" park strips in order to keep historic character of the area, yet meet the needs of water wise landscaping.

Implementation Responsibility

Planning Commission, City Council

### Resources

Planning Division, Urban Forester

Objective J – Encourage neighborhood planting of trees and landscaping. The City and the residents should come together to plant trees.

### Implementation Responsibility

Neighborhood Development,  
Neighborhood Councils, Urban Forester

### Resources

Citizen Groups, Urban Forester, Rocky Mountain Power.

Objective K – 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 develop appropriate programs for maintenance, replacement and new installation.

### Implementation Responsibility

Urban Forester, Planning Division

### Resources

Parks and Recreation Division,

## 4. Transportation

Objective A – Install painted crosswalks at intersections to solidify walkable neighborhood.

### Implementation Responsibility

Public Services

### Resources

CIP, Street maintenance programs

Objective B – Develop options for traffic calming on local streets where appropriate by means of bulb outs or other devices.

### Implementation Responsibility

Traffic Engineer, Planning Division,  
Neighborhood Development

### Resources

B &C Road funds, CIP, Redevelopment funding.

Objective C – Consider stop signs or mechanized pedestrian crossing at 24<sup>th</sup> and Jefferson, 25<sup>th</sup> and Jefferson and 26<sup>th</sup> and Jefferson.

### Implementation Responsibility

Traffic Engineer

### Resources

CIP, B&C Road Funds

Objective D – Promote a streetcar transit line to service the east central neighborhood by means of 25<sup>th</sup> or 26<sup>th</sup> Streets.

### Implementation Responsibility

City Council, Mayor's Office, Wasatch Front Regional Council, UDOT, UTA

### Resources

Federal Transportation funds, County transit tax, CIP

Objective E – Designate Jackson and Madison Avenues as “enhanced” bicycle routes for north/south travel and 23rd and 28<sup>th</sup> Streets as “enhanced” bike ways for east/west.

### Implementation Responsibility

Traffic Engineer, Bike Committee

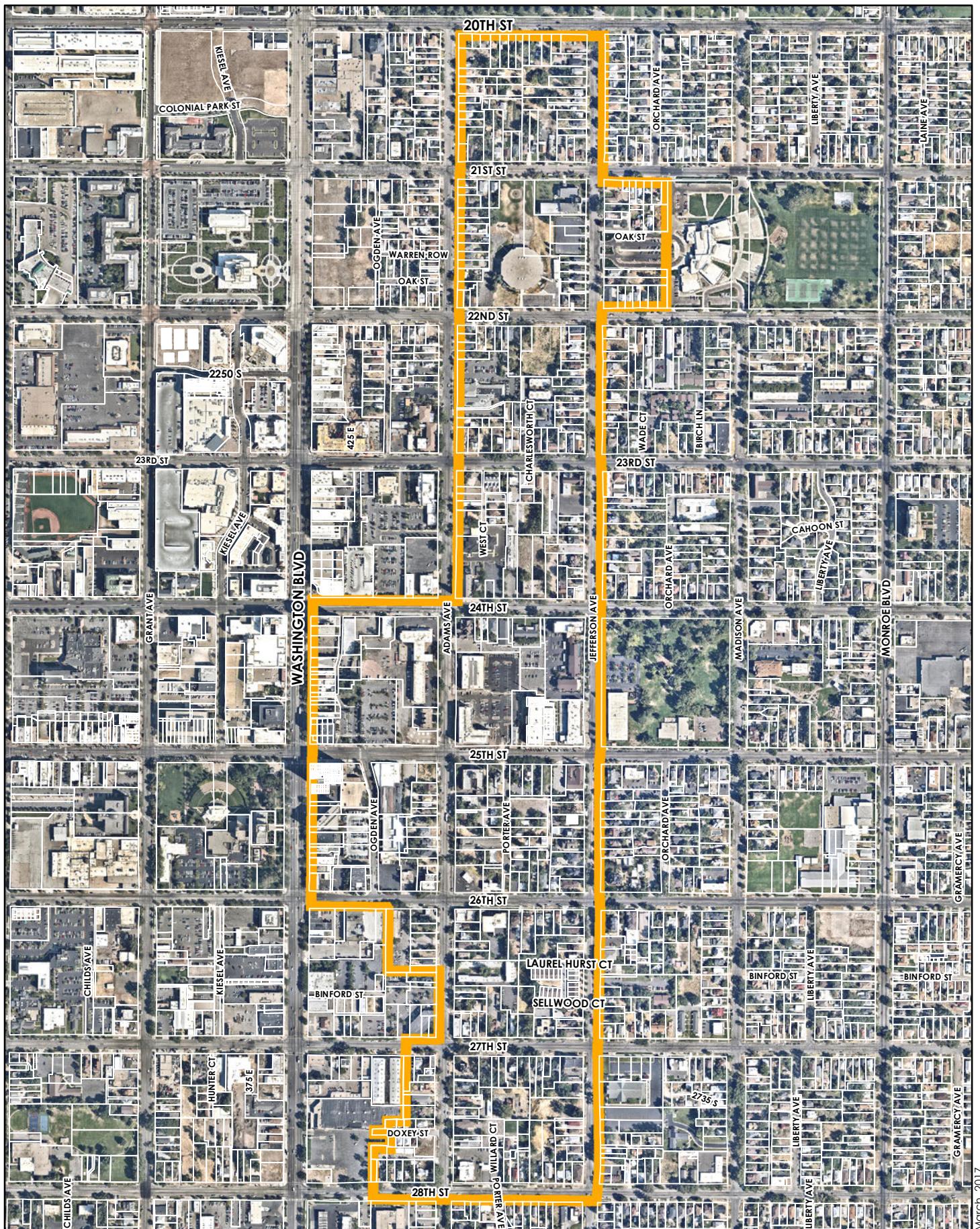
### Resources

CIP, Federal Road enhancement funding



## **EXHIBIT A**

### Adams Area of Investment Map



## ADAMS INVESTMENT AREA




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March, 2017

**EXHIBIT B**

Land Use Map



## **EXHIBIT C**

### Waiver Sample

**WAIVER OF RIGHT OF EMINENT DOMAIN AGREEMENT**  
(Oak Den Investment Area)

THIS WAIVER OF RIGHT OF EMINENT DOMAIN AGREEMENT ("Agreement") dated \_\_\_\_\_, 201\_\_\_\_ ("Reference Date") is given between Ogden City Redevelopment Agency, a Utah political subdivision ("Agency"), and \_\_\_\_\_ (collectively, "Owner"). Agency and Owner are referred to collectively herein as the "Parties" and sometimes individually as a "Party."

**R E C I T A L S:**

A. Owner is the fee simple owner of an owner-occupied single-family residence (as defined hereinafter) located at: \_\_\_\_\_, Ogden, Utah ("Property").

B. The Agency is a public body politic, duly created and existing under the laws of the state of Utah and is authorized to transact business and exercise its powers under and pursuant to UTAH CODE ANN. §17C-1-101 *et seq.* (2016) of the Limited Purpose Local Government Entities – Community Development and Renewal Agencies Act ("Act").

C. The Agency has conducted numerous community outreach activities and, as a result of such activities, has adopted the Community Investment Framework, Adams Investment Area dated XXXXXXXX, 2017 ("Framework"), as may be amended from time to time, which Framework contemplates and allows for the designation of an area geographically similar to or within the Area of Investment more fully described in the Framework ("Project Area"), as well as for the adoption of a community reinvestment project area plan ("Plan") in accordance with the Act.

D. The Agency intends to conduct a blight study and include in the Plan, if permissible, a provision allowing for Agency use of the right of eminent domain.

E. Through Resolution No. 2016-\_\_\_\_ ("Resolution"), the Agency (i) limited its right to acquire properties through the use of eminent domain to only those properties located within the Project Area and listed in the Resolution ("Identified Properties"); (ii) authorized the Executive Director to enter into Real Estate Purchase Contracts to acquire the Identified Properties through negotiation, the preferred manner, or the proper use of the right of eminent domain, if such use becomes necessary and only after following all requirements of the Act; and (iii) also authorized the Executive Director to execute this Agreement with owners of Qualified Properties (as defined below), thereby waiving Agency's right to acquire Owner's Property through the use of eminent domain.

NOW, THEREFORE, the Parties hereto intending to be legally bound and in consideration of the respective undertakings made and described herein, do agree as follows:

1. **Recitals.** The above recitals are incorporated herein by reference and made a part hereof.

2. **Qualified Property.** Owner represents and warrants to the Agency: (i) that Owner occupies the Property as his/her primary residence and (ii) that the Property is currently being

occupied as a single-family dwelling. Properties within the Project Area that meet the above requirements shall be referred to as "**Qualified Properties**."

3. **Waiver.** Agency waives its right to use the power of eminent domain with respect to the Owner's Property (i) during the Waiver Period (as defined below); or (ii) until the Owner sells and transfers the Property; or (iii) until the Property ceases to be owner-occupied, whichever event occurs first.

4. **Duration of Waiver.** This Agreement shall become effective on the effective date of the Plan (defined as the date on which the Agency adopts the Plan) and shall expire five years thereafter, which is the date the Agency's right to use eminent domain in the Project Area shall expire ("Waiver Period").

IN WITNESS WHEREOF, the Parties hereto have executed and approved this Agreement on the date set forth opposite their respective signatures below.

**AGENCY:**

**OGDEN CITY REDEVELOPMENT AGENCY,**  
a body politic and political subdivision  
of the State of Utah  
By:

\_\_\_\_\_  
Michael P. Caldwell  
Executive Director

Date: \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
Secretary

Approved as to Form:

\_\_\_\_\_  
Agency Attorney

**OWNER:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Date: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Date: \_\_\_\_\_

## **EXHIBIT D**

### Potential Projects