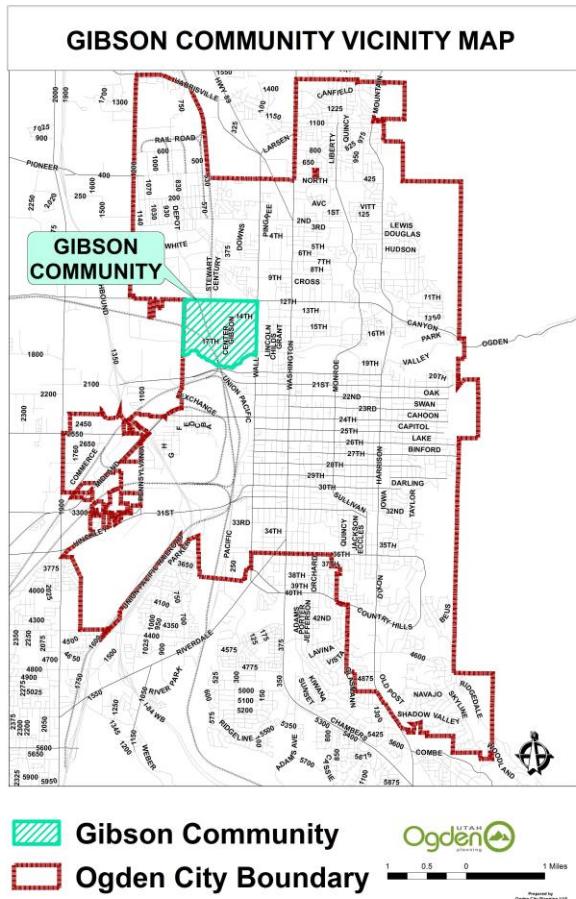


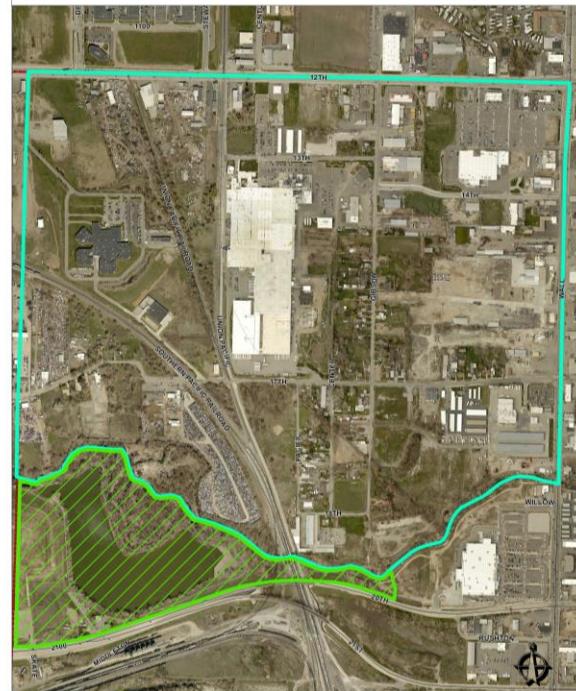
## A. Background

The Gibson Planning Community is named for Gibson Avenue which bisects the community running from the Ogden River to 12<sup>th</sup> Street. In 1990, a neighborhood study was completed with the intention to develop a community plan. However, since the entire area was zoned manufacturing at the time, residents felt it was not necessary to develop a community plan for the area.



The community plan boundary was originally located between the Ogden River to the South, 12<sup>th</sup> Street to the North, Wall Avenue to the East, and the City boundary to the West. The plan proposes to expand the boundary to the southwest in order to incorporate portions of the Ogden River and the area around the 21<sup>st</sup> Street Pond. This area has been associated with the Railroad District and therefore has never been included with any community plans.

## Gibson Community Boundaries



## Proposed Community Expansion Area

Since the neighborhood study was performed in 1990, the most significant changes to the area have been:

1. The establishment of Fresenius Medical as a major manufacturing and job center east of the railroad tracks between 13<sup>th</sup> and 17<sup>th</sup> Streets.
2. The placement of the County jail facility west of the railroad tracks.
3. The commercial rezoning along portions of 12<sup>th</sup> Street and Wall Avenue.
4. The development of the Winco shopping plaza.
5. The establishment of the Ogden River Parkway along the banks of the Ogden River.

The 1990 neighborhood study identified concerns categorized in six areas. Those included:

## Zoning

1. The mixture of land uses and the number of residential units in the manufacturing

zones. The nonconforming status and the isolation of this neighborhood have taken its toll on the neighborhood.

2. Lot sizes are small and do not meet R-1, or R-2 zone provisions.
3. Is M-1 the appropriate zone for this area, or should all or a portion of the area be rezoned to a residential zone?
4. Should an MP-1 designation be more appropriate to buffer adjacent residential uses when a property is rezoned to an "R" zone?

### Land Use

5. The mixture of land uses does not allow for a distinct neighborhood or manufacturing area. The manufacturing zoning overlaid on residential uses has created a hodge-podge of uses, e.g. junk has collected on some lots, both residential and commercial.
6. Sidewalks, curb, and gutter are nonexistent or in poor condition.

### Parks

7. The Ogden River is the only recreation resource within the area. The present access to the river should be maintained.
8. Should an easement be required for new development along the River for eventual tie-in to a parkway system?

### Transportation

9. The projected traffic of 2005 shows Wall Avenue between 7<sup>th</sup> and 12<sup>th</sup> Streets and 12<sup>th</sup> Street will exceed capacity.
10. Streets have not been dedicated to the City and do not meet City standards. The condition of the roads is generally poor. There is a concern the streets may not be able to handle heavy manufacturing uses.

### Utilities

11. One residential intersection at 18<sup>th</sup> and Center Streets does not meet the streetlighting policy. Pacific Avenue between 17<sup>th</sup> and 18<sup>th</sup> Streets is a candidate for mid-block lighting.

12. Several homes along Pacific Avenue are not hooked to sanitary sewer.

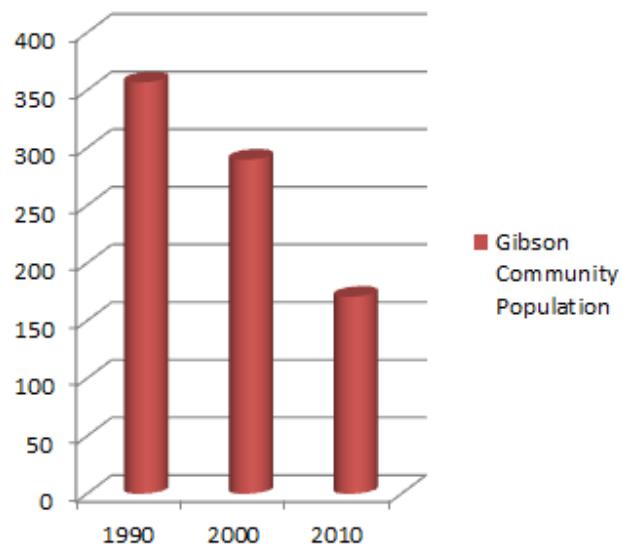
### Natural Features

13. The 100-year floodplain extends onto several lots on Gibson, Center, and Pacific Avenues.

### **1. Population Characteristics**

The 2016 West Ogden Community is located in Census Tract 2001. The 2010 population in this community was 171, which accounts for 0.002% of Ogden's population of 84,249. The population changes between 1990 to the present are shown in the following graph, which shows a continual decline in population:

### **Gibson Community Population**



The Gibson Community has a nearly even male population (51%) compared to the female population (49%). The residential occupancy rates in 2010 in the Gibson Community were at 74%, which is considerably higher than the City wide rate of 58%. The average household size in 2010 decreased to 1.92 individuals from 3.08 in 2000. The community has become slightly more diverse as the racial mix included 85% White/Hispanic, 10% Black, and 5% Mixed Race on the 2000 Census, but 70%

White/Hispanic, 5% Black, and 25% Mixed Race in the 2010 Census.

### 2. Land Use / Zoning

Including the new community boundary, the Gibson Community constitutes 5.8 % of the entire City area. Compared to most areas of the City, the Gibson Community has a relatively narrow mix of uses. The largest single land use not including the roads is service, which makes up 27% of the land (108 acres). The majority of the service land is used for junk/salvage yards. Manufacturing occurs on 19% of the land (74 acres). The largest manufacturing land user is Fresenius Medical. Government/ institutional use account for 12% of the land use (49 acres). The majority of that land is owned by Weber County for the jail complex. Despite their non-conforming status, single family homes make up 9% of the land (36 acres). Sales uses consist of 8% of the land (31 acres). Transportation and utility uses, not counting streets use 4% of the land (4 acres). Open space and duplex uses are very limited and make up less than 1 acre each. 21% of the land (85 acres) is considered vacant.

Gibson Community Land Use Information			
Land Use	Square Feet	Acres	Percentage
Vacant	3,698,557	84.9	21%
Transportation/Utility	626,180	14.4	4%
Single Family	1,589,872	36.5	9%
Service	4,702,125	107.9	27%
Sales	1,351,473	31.0	8%
Open Space	40,812	0.9	0%
Manufacturing	3,235,942	74.3	19%
Government/Institutional	2,121,482	48.7	12%
Duplex	12,954	0.3	0%

Unlike the land use, which is based on individual property use, zoning covers multiple land ownership and distinctive uses. The Gibson Community only has three zoning classifications. The largest is Manufacturing and Industrial Zone (M-2) which comprises 53% of the area, or 237 acres. Light Manufacturing (M-1) accounts for 35% of the area, or 158 acres. Finally, Regional Commercial (C-3) comprises the remaining 12% of the area, or 53 acres.

### 3. Development History

The development history of the Gibson Community is relatively brief. The main subdivision (which includes Gibson, Center, and Pacific Avenues) was subdivided before 1885. The design appears to indicate one large parcel existed and then smaller parcels were subdivided off in varying lot sizes. Until the late 1980's, the residential area south of 17<sup>th</sup> Street was bisected by the original rail line headed towards Promontory. Additionally, the Union and Southern Pacific lines kept additional development from taking hold to the west. Housing eventually also took hold north of 17<sup>th</sup> Street along Gibson Avenue. Most of those homes were built after 1920. The lots were deep and allowed for gardens and the keeping of agricultural animals. The location also became convenient with the development of Defense Depot Ogden nearby. However, with railroads to the west, the Ogden River to the south, 12<sup>th</sup> Street to the north, and Wall Avenue to the east, the area became an isolated neighborhood, similar to West Ogden. By the late 1950's, almost all residential development was complete.

In 1931 when the first zoning districts and map were adopted by Ogden City, this area was partially zoned industrial (Gibson to Wall Ave) and partially unrestricted (west of Gibson). The 1951 zoning map indicated the area zoned as agriculture (AG-1). The 1964 zoning map indicated the area returned to manufacturing (M-1). The current land use in this area is mixed with residential along Gibson, Center, and Pacific Avenues and 12th and 17th Streets. There are also manufacturing and commercial uses interspersed among the residential lots (most are accessory use to the residential use). Given that the area has been zoned manufacturing as long as it has, the neighborhood has been quite resilient. The homes along 17<sup>th</sup> and Gibson especially have withstood the changes around them and generally shown neighborhood pride.

In the early 2000's, the Ogden River Parkway was extended to parallel the river. In 2012, a large river restoration project took place to

remove junk from the Ogden River, restore the river banks, and plant them with native vegetation. The project also included the development of the Crystal Wave Kayak Park which is on the river just east of Gibson Avenue.

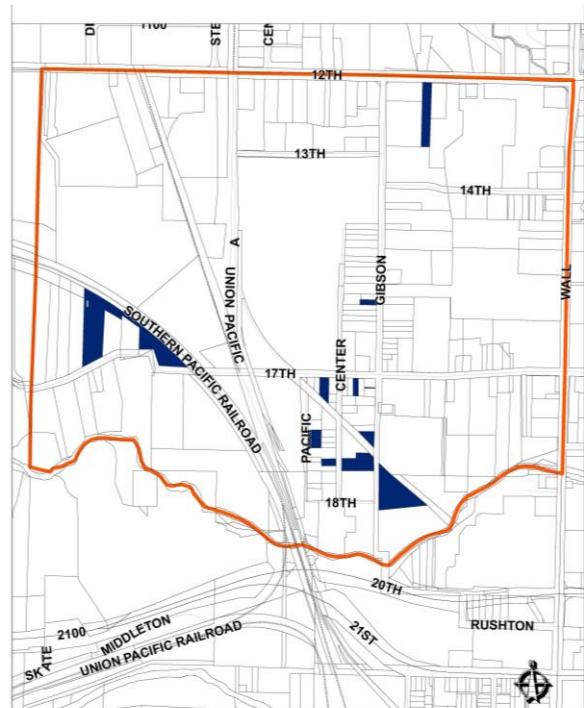
The most significant developments to occur in the area have been the Weber County Jail facility (2000) off of 12<sup>th</sup> Street, west of the Union Pacific railroad, Fresenius Medical (continual expansion), at 13<sup>th</sup> and Gibson, and the Winco shopping plaza (2010) at 12<sup>th</sup> and Wall.

### 4. Residential Housing Styles

The housing stock in the Gibson Community is mostly older, and sparse in its number of housing units. Most of the homes are clustered along Gibson Avenue or 17<sup>th</sup> Street. A few holdouts are scattered throughout the remainder of the area. There is little variety in styles or sizes of homes and most are single-story, single-family homes. The housing types span from the late 1800's to 1967.

#### a. Styles 1- Late 1800's to 1919

The Gibson Community only has a few remaining homes from this time-frame. The most elaborate example is a single-story Victorian styled home with rich architectural detail. The primary exterior material is wood-lap siding. The home features a porch typical of Victorian styled homes.

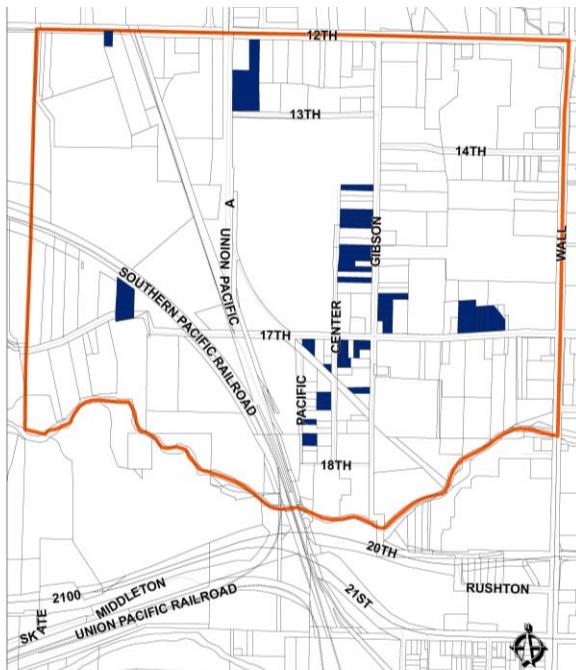


*Examples of housing styles from the late 1800's to 1919*



### b. Style 2- 1920-1949

The homes from this period are relatively small with a detached garage found in the rear of the lot. These homes are very simple in their design and varied between bungalow designs and post war cottages. There is even a “basement home” that resulted from material shortages during World War II.

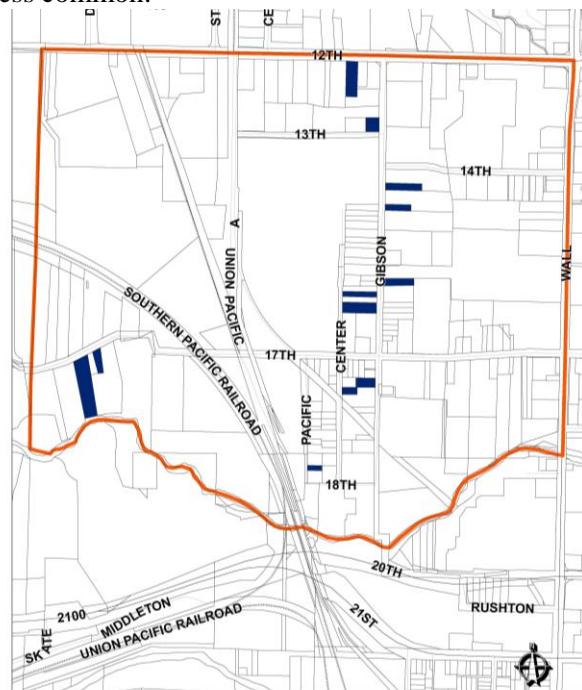


Examples of housing styles in 1920 to 1949



### c. Style 3- 1950 to 1967

The homes of this time period started to be a bit larger than the ones constructed previously. Some early ranch styles that incorporated attached garages and carports were built in the area. The porch and covered entrances became less common.



Examples of housing styles in 1950 to 1967

## 14.C. Gibson Community Plan

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### B. Community Comment

During the information-gathering meeting, which was held on January 21, 2015 at Ogden Preparatory Academy (1415 Lincoln Avenue), the residents attending the meetings mentioned several issues affecting the community. Participants of this meeting were invited to form a Steering Committee. The Steering Committee, with the assistance of the City's Planning Staff, examined the comments obtained from the meeting. Information was brought back to the community in another open house meeting at the Ogden Preparatory Academy on January 20, 2016. The following is a list, by topic, of the primary issues identified from the public meetings and by the Steering Committee.

#### 1. Improve Community Image

The Gibson Community has received little attention or investment over the years. Due to the somewhat secluded nature of the community and the low land prices, it has become a haven for junk and salvage yards. The close proximity to the river and high percentage of vacant properties and buildings has led to the attraction of the homeless population. Throughout the years there has also been a lack of enforcement of City Ordinance. All of these factors have led to an overall poor community perception and image. Residents and business owners alike would like to now reverse those trends and work to promote the benefits of the community such as its close proximity to the Ogden River and Ogden River Parkway, convenient access to I-15, and its location near the downtown.

#### 2. Encourage Quality Developments

Community members expressed that far too much of the development that has occurred in the community has been of substandard quality. Much of the area is zoned M-2, which has very few requirements for building architecture or site design. The community felt that higher quality architecture and site standards should be required to show increased commitment to the area as a whole. By raising the bar, they felt that the entire area would benefit from additional investment.

#### 3. Need for Maintenance of Properties

All of the residential properties within the Gibson Community are non-conforming. This has led to the misconception that residents were not allowed to

upgrade, repair, or make additions to their homes.

Due to this, many of the homes are in poor condition. The lack of code enforcement through the area has made it seem acceptable for leaving fences, structures, and landscaping in poor order. The community felt there needs to be a joint effort in educating property owners on programs available to help with upkeep, as well as to enforce maintenance of properties.

#### 4. Impact of Junk and Salvage Yards

Residents are very concerned of not only the negative image of junk and salvage yards throughout their community, but of the dust, noise, and environmental threats to the soil and groundwater that these uses pose. These concerns are magnified due to the proximity of the uses to the Ogden River. The community would like to see these uses amortized to a point of environmental remediation, including new standards for mitigation of noise, dust, soil and water contamination. They would also like them to be required additional site standards such as higher quality fencing, building materials, and increased landscaping. If the properties cannot be brought to compliance with new standards, the community would like to see them amortized from the area altogether.

#### 5. Removal of Homeless Camps Near River

The community is very concerned about the large homeless population that camps near the river and along the Ogden River Parkway. Due to their presence, there is a large amount of trash in the area. There has also been an increase in burglaries and presence of drugs and alcohol. The community would like to see additional police patrol through the area and for the homeless population to be relocated from the area.

#### 6. Screen/Buffer Residential Uses from Manufacturing Uses

Current zoning policy only requires screening or buffering between properties of different zoning designations i.e. residential to manufacturing. The assumption of that policy is that it would be a waste to require screening/buffering between an area which is experiencing a transition in uses. Residents felt that the challenge of that assumption is that it leads to unmitigated impacts to existing properties. This in turn lowers property values and makes the

properties less desirable. The community would like to see a shift in policy to require screening/buffering between uses, rather than zoning designations. This would mean that a manufacturing business developing a property next to a residential use would still be required to screen/buffer their property from the existing home.

### **7. Enhance Trailhead & Protect River Corridor**

The Ogden River is a major asset not only to the Gibson Community, but to the Ogden area as a whole. One major concern expressed by community members is that the river has been encroached upon by manufacturing businesses as well as junk and salvage yards. The concern is not only do they detract from the beauty of the area, but they pose huge risk of environmental contamination through surface runoff and leaching. Community members would like to see protection through zoning designations and increased standards to mitigate potential effects to the river corridor.

Additionally, community members felt that the existing trailhead access at the south of Gibson is unacceptable. The area is characterized by garbage, the remnants of a partially demolished building, and barbed wire fencing. Residents felt the area should be properly improved to be safe and inviting. They would like to see a multi-function trailhead/park developed in the area.

### **8. Invest in Area Infrastructure to Encourage Development**

Area infrastructure is lacking to a point that it is a detriment to future development within the Gibson Community. Community members identified narrow travel lanes of roads, lack of curbs, gutters, sidewalks, and poor water pressure as significant disadvantages to the area. They would like to see a partnership between the City and private developers to install or upgrade existing infrastructure. Priority should be made towards improvements along Wall Ave, 17<sup>th</sup> Street, and Gibson Ave. These improvements would then encourage additional development not possible without them.

### **9. Encourage Commercial Development along Wall Avenue**

The recent development of the Winco shopping plaza has brought new life to the community. It has not only provided new services and retail options to the area, but has provided job opportunities for local residents. Residents also understand that the businesses contribute vital tax dollars that allow for additional investment in area infrastructure and services. Community members felt that the current uses or vacant properties along Wall Avenue were lost potential for the area and City. They would like to see properties fronting Wall Avenue to develop with additional regional commercial offerings.

### **10. Create Residential Development Near River**

The Ogden River as one of the greatest assets within the Gibson area. Although the area south of 17<sup>th</sup> Street has been zoned manufacturing for many years, manufacturing development has never taken hold in large scale. The community now sees the potential of that area for residential development. The draw of the area would be that it is relatively buffered from surrounding uses with existing street patterns, the river and railroad. It also would allow for connections via the Ogden River Parkway to the Frontrunner Station, the Ogden River Bend mixed use area, and connections to recreational opportunities along the Ogden Trails Network. The community's vision is that the area could develop as single family homes, but would have future options for townhomes and row houses if they came in with a development agreement.

### C. Gibson Community Vision

The Gibson Community Vision establishes a comprehensive guide to future physical land use patterns and desired attributes expressed by the Community. The vision was developed through community meetings held at Ogden Preparatory Academy on January 21, 2015 and January 20, 2016, and also the Steering Committee, which met on February 19, 2015, March 12, 2015, April 2, 2015, and April 30, 2015.

Through these meetings and the subsequent meeting(s) with the Planning Commission, four major topic areas emerged as part of this Plan. They were: **Community Identity, Land Use, Open Space & Pathways, and Transportation.** These topics were addressed using text and graphical maps to express the ideas that were developed to create a vision for the Gibson Community.

The vision map, vision statements, and plan objectives should be considered as the policy statements of the Community Plan. These items should be used as guidance tools in the decision-making process. The Vision Strategies are the ideas that were generated by the participants of the community plan process and are then employed to develop “implementation strategies.” These can take the form of new or changes to ordinances, programs, capital improvements, or other City policy implementation mechanisms. It is possible that some of these strategies may not be realized within the next planning cycle. Budget constraints, deferred priorities, or political preferences may alter or replace these strategies. It is also possible that other methods or ideas could surface that in the minds of the community are preferable to the items listed in this document.

### COMMUNITY IDENTITY

#### 1. Improve Perception and Image of the Community (No More Dumping Grounds)

The community feels that it has been neglected for far too long. The recent development of the Winco shopping center, retail development along 12<sup>th</sup> Street and continued expansion of Fresenius Medical are the only properties where any major investment has happened in the area. The existing infrastructure is incomplete and in some cases in poor condition. A downward spiral has occurred of low land values which has then attracted a large congregation of junk and salvage yards which has further discouraged development as they create noise, visual blight, and environmental contamination. The community also has a history of minimal interaction from Code Enforcement.

The community is primarily zoned for manufacturing and existing residents have felt discouraged to invest in their homes and properties. There are individuals however who have demonstrated the desire to overcome the negative impacts and still maintain their properties.

The community now feels it is time to get a plan in place, clean up the area and change community perceptions. In order to do so, maintenance and upkeep needs to be encouraged and enforced. New opportunities for investment and development should be encouraged. The salvage yards should be held to standards of improvement or amortized from the community all together. The community would also like to see a closer interaction between Community Police in reducing crime and clearing the homeless population from the river area.

Despite many of the challenges, the Gibson Community has a lot of potential benefits. The community is in close proximity to downtown, the freeway, and has connectivity with the Ogden River Parkway. The Ogden River is a potential asset that has not been fully leveraged but should be to encourage new residential development.

### Vision Strategies

- 1.A. Encourage maintenance and upkeep of existing properties through available programs and increased enforcement. **High Priority**
- 1.B. Seek opportunities to remove blight, and encourage investment in properties.
- 1.C. Facilitate more interaction and involvement between residents and Community Police.
- 1.D. Dismantle homeless camps and assist in relocation from river area. **High Priority**
- 1.E. Consider renaming the community Ogden Riverside.



### COMMUNITY IDENTITY

#### 2. Improve Quality of Developments

The existing housing and building stock in the area is generally older. Many of the homes are in disrepair due to their isolation and non-conforming status under the current manufacturing zoning designations.

Additionally, homes and garages have been repurposed for manufacturing type uses. In order to turn the tide of development patterns and show stability and investment in the area, community members felt it would be important to upgrade development standards including architectural design and materials.

The community felt that both manufacturing and commercial buildings should use a mix of enduring materials, rather than stucco or metal alone. The community would like to see new homes use traditional materials and to be designed with Craftsman/Bungalow style architecture, which is common in Ogden. They also felt it would be good to prohibit residential architectural styles that were unproven.

One of the primary conflicts identified in the community is that residential uses are often adjacent to an intense land use such as junk and salvage. Because of the zoning there is no required screening or buffering. The result is that the two uses are often separated by nothing more than a dilapidated chain link fence with barbed wire. The community would like to see better buffering between residential, commercial, and manufacturing uses and increased landscaping in the setbacks.

In order to maintain a friendlier appeal, they also felt that barbed wire was inappropriate adjacent to residential uses. The community would also like to prohibit use of chain link for front yard setbacks, as it lends to the current industrial feeling of the community.

The community also felt that monument style signs would allow for better street tree canopies and create a higher quality feel to the area.

### Vision Strategies

- 2.A. Revise ordinances to require industrial or manufacturing buildings to be block or brick with metal or stucco accents-never predominantly metal.
- 2.B. Revise commercial architecture ordinances to require brick and other traditional materials, rather than stucco or block alone.
- 2.C. Require residential architecture to be Craftsman/Bungalow or include features such as exposed timbers, rock, or traditional materials.
- 2.D. Prohibit mobile home parks and require manufactured homes to meet the same architectural criteria of standard homes.
- 2.E. Prohibit modern architecture from residential construction.



### COMMUNITY IDENTITY

#### 2. Improve Quality of Developments (cont.)



### Vision Strategies (cont.)

- 2.F. Require masonry screening walls when screening from public view is required. **High Priority**
- 2.G. Encourage more substantial landscape buffers between different uses. **High Priority**
- 2.H. Prohibit use of barbed wire when bordering residential uses.
- 2.I. Restrict chain-link as a front yard fence material in residential zones.
- 2.J. Require monument signs throughout community, rather than pole signs.

### COMMUNITY IDENTITY

#### 3. Demonstrate Water Conservation Through Drought Tolerant Landscaping

Community members are very aware of the climate realities of the region. They feel that their community needs to play a role in conserving limited water resources available. One of the ways they would like to see this happen is by educating businesses and residents about the benefits and techniques of drought tolerant landscaping. They even feel it could be beneficial to require that future landscape improvements be required to meet drought tolerant standards.

Some properties in the Gibson Community have secondary water rights which are provided by ditches that run through the area. However, the majority of the Community has to utilize culinary water to service landscaped areas of their properties. Using culinary water is not only expensive for property owners, but it is largely seen as a waste of limited treated water.

By educating, encouraging, or possibly requiring drought tolerant design, landscapes throughout the community could be beautiful, while reducing water consumption. This in turn would also ease the financial challenges of maintaining landscaping that is over reliant on culinary water consumption.

### Vision Strategies

- 3.A. Educate businesses and residents on benefits and best practices for drought tolerant landscaping.
- 3.B. Consider amending ordinance to require designed drought tolerant landscaping.



## LAND USE

### 4. Separate High Impact Uses from Housing and Other Low Impact Uses

Currently there are only three zoning designations within the community. These designations were put into place based on the direction that was felt that development was heading. The result has been that the manufacturing uses never fully took hold and the community is left with a mix of non-conforming homes located next to low benefit industrial type uses such as junk and salvage yards and storage facilities. The incompatibility of these uses has led to many undesirable consequences for residents and the community as a whole.

As the community re-envision its future, care should be taken that new zoning designations lead to more sensitive transitions from zone to zone.

Current zoning ordinance only requires screening fences when manufacturing or commercial zones are next to residentially zoned properties. The logic behind the policy is that screening fences do not need to be installed between uses when an area is in transition. The problem with this logic is that an existing residential use has legal rights to remain in a manufacturing or commercially zoned area. The residential use still feels the impact of the adjacent nonresidential use even though the home is not zoned residential. In order to best protect the residents right, the community feels that the ordinance should be revised to better protect the existing home and to soften the transition between the two uses.



### Vision Strategies

- 4.A. Utilize zoning to create additional land use designations that maximize potential, while minimizing potential impacts from incompatible uses.
- 4.B. Amend ordinance language to require screening walls between manufacturing or commercial and residential uses. **High Priority**



## LAND USE

## 5. Explore Opportunities for Additional Land Use Designations and Development in the Community

The recent development of the Winco shopping center has been a benefit to the Gibson Community and Ogden City as a whole. It has brought additional regional shopping, dining, other services to the area. It has created job opportunities for local residents and contributed to critical tax revenues for the City as a whole. Potential exists for more commercial development along the two arterial streets that border the community and provide easy access and high traffic volumes. The best opportunities to attract additional commercial development would be along the west side of Wall Avenue. Rezoning these properties to C-3 is critical to ensure that this transition happens.

The Gibson Community envisions the future establishment of a residential neighborhood to the south of 17<sup>th</sup> Street. This is an area of existing homes and large tracts of vacant ground next to the river which can be a key amenity for residential development. In order to accommodate a new neighborhood, the community would like to see the unused UTA property, the area south of 18<sup>th</sup> Street and from Gibson to the properties fronting Center rezoned to R-1-5 immediately. In order to increase density and diversity of high quality and compact development, an option should be placed on the property for future Mixed Use (MU) development.

As housing density increases, the community would hope to attract a school, church or other community facilities into the neighborhood.

Another of the high priorities would be to protect the Ogden River corridor and the 21<sup>st</sup> Street pond from encroaching industry. In order to do this, the community would like to see the land used for the Ogden River Parkway, a buffer along the Ogden River, and the land immediately around the 21<sup>st</sup> Street Pond to be rezoned from M-2 to O-1. This would help mitigate potential contamination and ensure that

## Vision Strategies

- 5.A. Rezone area to C-3 along Wall Ave. to spur commercial development. **High Priority**
- 5.B. Rezone unused UTA property, area south of 18<sup>th</sup> Street, and from Gibson to properties facing Center, to R-1-5 immediately with future MU option. If UTA future expansion requires the R-1 zoned area, consider rezoning to C-3 to meet demands of UTA at that time of expansion. **High Priority**
- 5.C. Increase community population to work towards attracting a school, church, or community facility.
- 5.D. Rezone area to O-1 along parkway trail, river corridor, and around 21<sup>st</sup> Street Pond. **High Priority**
- 5.E. Allow for future M-2 option on Fresenius expansion areas.
- 5.F. Rezone to M-1 everything west of Southern Pacific Railroad. **High Priority**



### LAND USE

#### 5. Explore Opportunities for Additional Land Use Designations and Development in the Community (cont.)

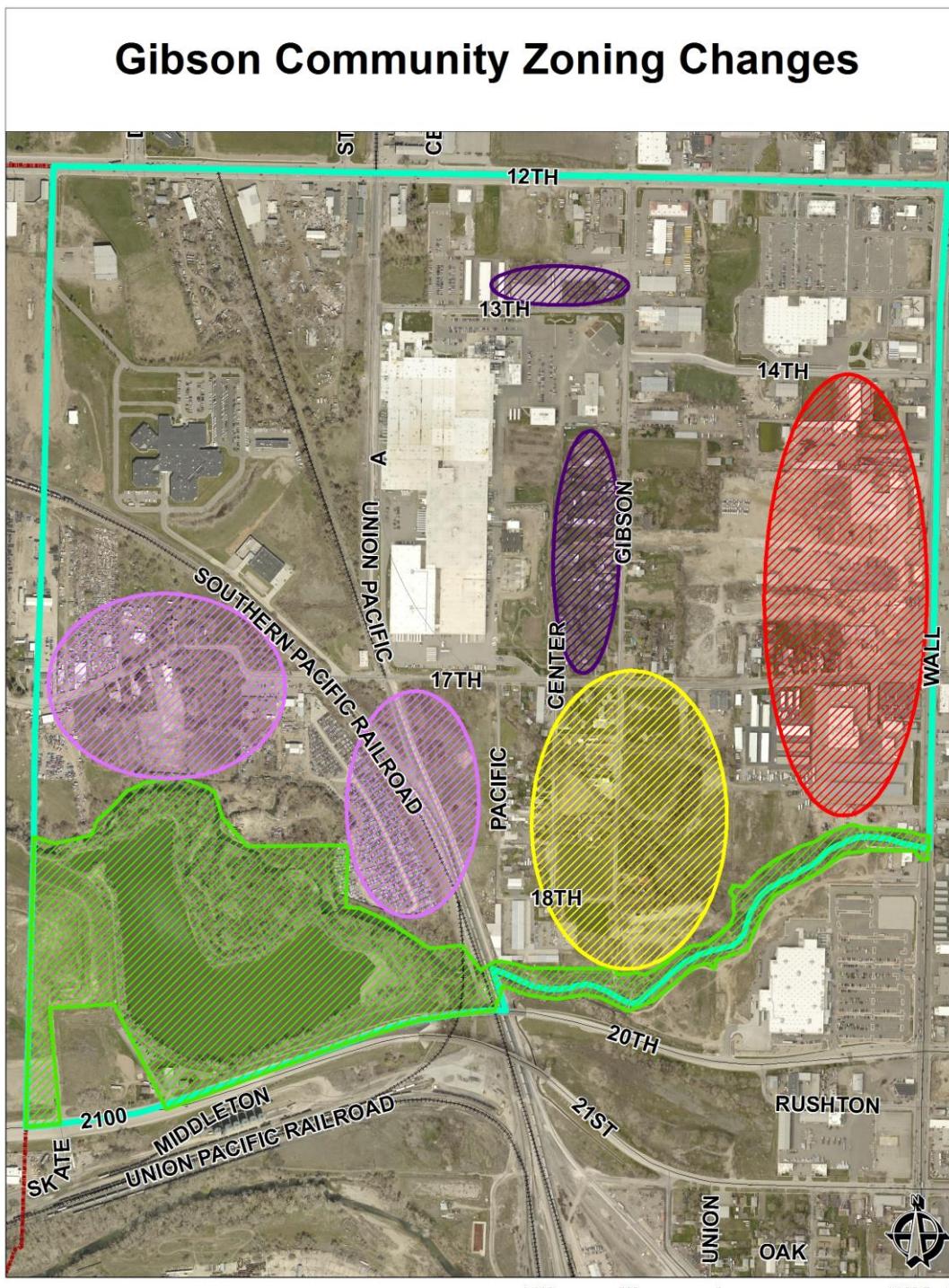
those areas would be open and retain their natural setting.

The existing land for the Fresenius Medical facility is zoned M-2. However, the area identified for future expansion is zoned M-1. In order to accommodate this expansion, a future option should be given to the M-1 parcels to become M-2 only if associated with the Fresenius expansion. .

The area west of the Southern Pacific Railroad is primarily utilized by junk and salvage yards. The community would like to see the area redevelop with cleaner uses that produce more jobs. This could be done under the M-1 zoning designation as it would allow for manufacturing and production facilities that would have fewer impacts to mitigate.

The area currently relies on septic systems in some areas. Elevation differences west of the railroad tracks make it unlikely to be able to be connected to existing Ogden City sewer systems. Any redevelopment would be contingent on new utility agreements being established with Marriott –Slaterville or exploring other options to meet future development needs. Additionally, water lines and electrical services would need additional investments to support area redevelopment.





Rezone to M-1	Rezone to O-1
Future M-2 Option	Rezone to R-1-5 Immediately with Future MU Option
Rezone to C-3	Gibson Community

## LAND USE

### 6. Increase Enforcement to Prohibit Illegal Activities, Environmental Contamination, and Lack of Maintenance

Environmental contamination is a major concern of residents of the Gibson Community. The area has a high concentration of junk and salvage yards which seem to contribute heavily to the problem. Adding to the concern is the communities' close proximity to the Ogden River. Residents shared multiple stories of salvage yards and auto repair facilities digging holes and dumping waste fluids directly into the soil. Additionally, the area has received less attention than normal from Code Enforcement. Junk and illegal fill has been dumped on many vacant lots in the community.

To combat these impacts, the community would like to see increased regulation and enforcement of illegal activities which lead to soil, water, and air contamination. The primary focus in the short term would need to be on the salvage yards. The long range vision is to have the salvage yards amortized from the community altogether due to their over incompatibility with the area and its future vision.

Another option would be to amortize salvage yards to be upgraded to newly developed standards. These should include environmental mitigation of existing conditions, the paving of all storage areas, creating larger landscaped setbacks, especially from the river, and the use of higher quality materials for screening fences and building facades. The community feels it is imperative to protect the river corridor and upgrade the overall development quality in the area.

The community also expressed concern of businesses operating beyond the scope of activity as defined on filed Ogden City business licenses. In most cases, the undefined activities are impactful to the surrounding uses and are not being properly mitigated. Inspections and increased monitoring from Code Enforcement would serve to regulate these activities.

## Vision Strategies

- 6.A. Enforce and regulate activities leading to air/soil/water contamination, especially by salvage yards. **High Priority**
- 6.B. Ensure that businesses are properly licensed for activities being performed.
- 6.C. Amortize salvage yards to be relocated from community or to be brought into compliance with ordinance to be written which includes standards for environmental protection, paved storage areas, increased landscaped setbacks, preservation of riparian areas, high quality screening fences, and richer mix of materials for building exteriors. **High Priority**



### LAND USE

#### 7. Make Additional Efforts to Educate About Responsible Land Use

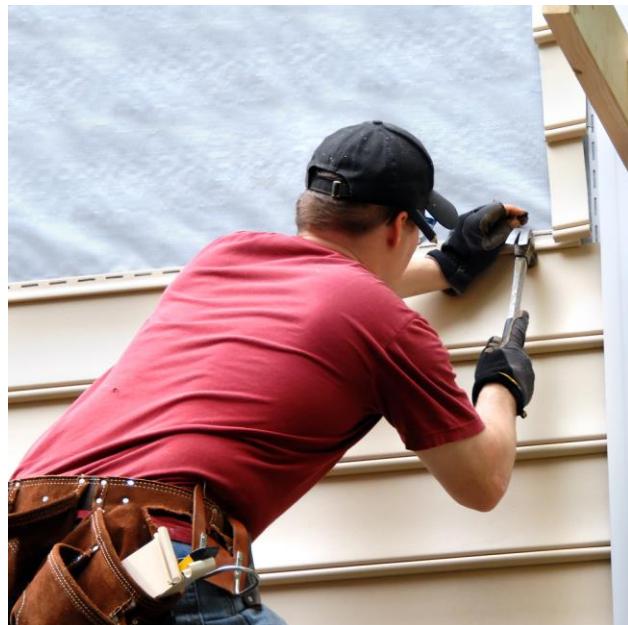
Due to current zoning designations, all homes in the Gibson Community are currently considered non-conforming. There is a common misconception of Gibson Community residents that this status means that they cannot make repairs, upgrades, or additions to their homes. This has contributed to the general disrepair of many of the area homes.

Efforts should be made to educate residents that non-conforming properties can always be repaired or upgraded and that processes are in place for them to make additions to their homes or other non-conforming structures.

Additionally, better efforts should be made to inform residents of existing programs such as the Home Exterior Loan Program (H.E.L.P.). Even though the homes may be non-conforming, and the area may be in transition, the homes and structures should still be livable and in good repair.

### Vision Strategies

7.A. Make effort to educate residents that they can fix, upgrade, or add on to existing homes, despite non-conforming status.



## LAND USE

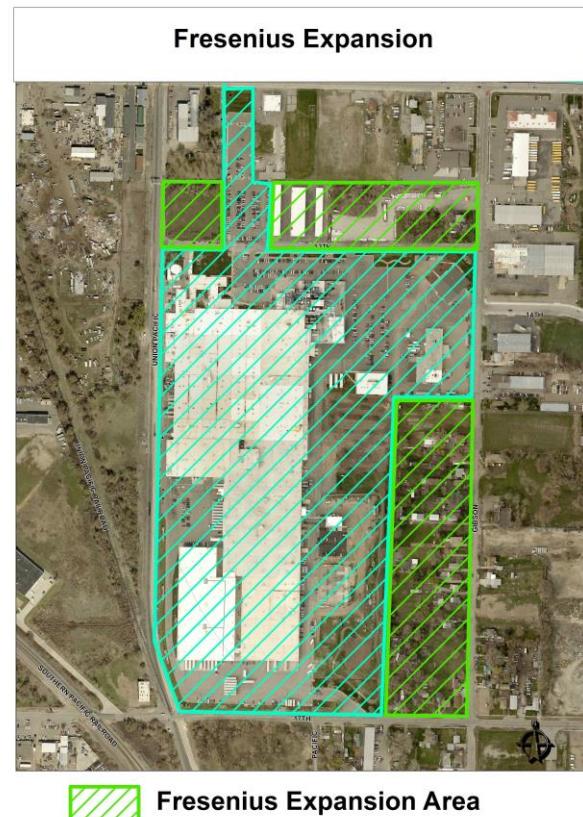
## 8. Provide for Opportunities for Expansions of Fresenius and Other Job Producing Uses

Fresenius Medical is one of the largest employers in the Ogden area. The company has consistently expanded and created additional jobs since moving to Ogden. Residents see them as a valuable asset to the community as a whole, and would like to see them continue to grow. Fresenius has also expressed its interest and commitment to grow and add jobs within Ogden.

In order to accommodate Fresenius' growth, additional land will need to be acquired. Due to the train tracks to the west and 17<sup>th</sup> Street to the south, the best opportunities for growth would be to expand to the north and east. Expansion would also require the eventual vacating of 13<sup>th</sup> and Center Streets. Currently, Fresenius is the only business to use 13<sup>th</sup> Street and only one resident has access off Center Street. If these streets were to be vacated, additional easements and agreements would need to be put in place with Ogden City for utility access.

## Vision Strategies

- 8.A. Vacate 13<sup>th</sup> and Center Street when appropriate, for future expansion of Fresenius.
- 8.B. Encourage responsible expansion of Fresenius to Gibson Avenue and 17<sup>th</sup> Street.
- 8.C. Require better landscape buffers on Gibson Avenue and 17<sup>th</sup> Street.



## OPEN SPACE &amp; PATHWAYS

## 9. Develop Multi-Use Park and Trailhead at South End of Gibson Ave and River

The current trail access at the south end of Gibson Avenue is uninviting and unmaintained. It has also become a haven for the homeless and illegal activities.

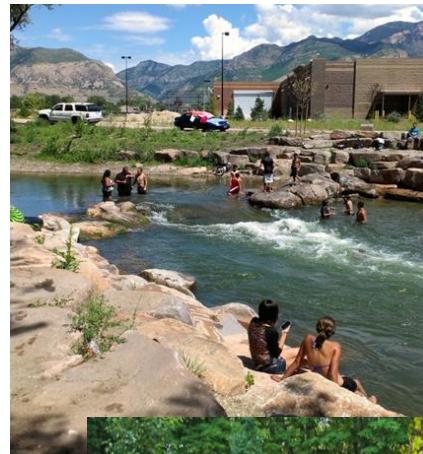
Despite the current situation, the community sees this area as one of its key potential assets. Much of the land that would be needed for the trailhead and park is already owned by Ogden City. The Community would like to see future development to include a properly improved parking area, signage, kiosks, benches, lighting, and a restroom.

The community expressed concern with the standard bathroom model now found at City parks and along the trail system. That design is subject to vandalism and is more inviting for homeless persons to camp inside or to engage in activities which are not conducive to the family-friendly feel the community desires to create. To combat this, the community would like to see consideration of newer designs used similar to the Portland Loo concept. This minimalist design is vandal proof and easy to clean. The semi-exposed top and lower portions also make it uninviting for camping or other undesirable activities. Its elongated shape also accommodates the user to park a bicycle inside while using the facility.

Due to the proximity to the Ogden River and the Crystal Wave Kayak Park, residents would like to see these become the focal point and theme of the park. Amenities should serve not only trail users, but should be geared to those using the kayak park. Other features may include kayak hangers, trash receptacles, or additional seating for watching the kayakers. A unique playground or other such facility that adds to the recreational and educational features already found along the trail system is desired.

## Vision Strategies

- 9.A. Develop Gibson Avenue trailhead to include improved parking area. **High Priority**
- 9.B. Install informational kiosk, benches, and other features to benefit trail users and neighborhood.
- 9.C. Create focal point along the Ogden River with a trailhead and park.
- 9.D. Prioritize access, amenities and signage for the Crystal Wave Kayak Park at the trailhead.
- 9.E. Install restroom facility at park which is resistant to vandalism- similar to Portland Loo model.
- 9.F. Make park inviting by being well lit- consider solar lighting.
- 9.G. Seek to have a unique playground or other such facility to add to the recreational and educational features along the Ogden River Parkway.



### OPEN SPACE & PATHWAYS

#### 10. Protect and Enhance River Corridor, Especially West of Train Tracks

The community recognizes the Ogden River as one of its greatest assets. The community also recognizes that there are many things that are having a negative effect to the river itself and its corridor. Principle among these threats is junk and salvage yards which are encroaching on the river banks and present significant environmental concerns. Part of the concern is that current ordinance does little to mitigate potential environmental contamination. The community would like to see the development of standards which would capture and clean storm runoff and other potential soil contaminates. It may also be appropriate to require buffers or other systems to protect the river corridor.

Another concern is that the Ogden River Parkway through the Gibson Community attracts and is filled with a large homeless population. This will likely continue until such time as residential development occurs along the river. These individuals tend to leave large amounts of trash and waste products, as well as attract drug traffic and alcohol problems.

The community would like to see additional police presence up and down the parkway to mitigate the effects of the homeless population. Police presence would also help the general population to feel safer on that part of the parkway and would encourage increased trail usage.

Another way to increase usage along the trail would be to host trail events which pass through the area. As the Gibson trailhead is developed, it too could serve as a gathering place for trail and City events.

### Vision Strategies

- 10.A. Ensure that businesses take proper mitigating steps to protect the sensitive natural environment, especially near the river.
- 10.B. Increase police patrol of trail system through community. **High Priority**
- 10.C. Encourage increased usage of Ogden River Parkway by hosting events through area and at trailhead.



### OPEN SPACE & PATHWAYS

#### 11. Extend Trail System to Connect into Business Depot Ogden

In recent years, more and more outdoor recreation businesses and businesses in general have moved to Business Depot Ogden. As the City continues to develop infrastructure for active transportation, creating a connection through the Gibson Community to Business Depot Ogden will become more and more vital.

Currently, commuters traveling on the Front Runner can connect as far north as the Ogden River Parkway on dedicated trail routes. Beyond there, they have to navigate poorly maintained and narrow road lanes.

Several options could be explored for additional separated bike trails through the Gibson Community. One option would be to create a trail on the abandoned rail right-of-way which dissects the community headed northwest. Another option would be to create surface connections on Gibson Avenue, 17<sup>th</sup>, and then to the rail right-of-way. Combinations of either of these options also may be appropriate.

### Vision Strategies

11.A. Consider various options for trail connections from Ogden River Parkway to Business Depot Ogden, including abandoned rail bed. **High Priority**



### TRANSPORTATION

#### 12. Invest in Area Infrastructure as it is Severely Lacking

The Gibson Community has received few infrastructure improvements over the years. Most areas have no sidewalk, curb or gutter. Most street pavement is very narrow. While some areas have street lighting, some areas still do not meet the City standard of at least one light per intersection and two per block face. Except for a system under 12<sup>th</sup> Street, the area does not have any storm drain systems to help clean surface run off before it filters into the river. The community does not have access to a pressurized secondary water system and must rely on culinary water or flood irrigation for watering lawns and yards. The community also has many areas which have old and undersized water pipes which that dead end and would not accommodate water pressure needed for new development. Extension of lines and upsizing is needed

In order to facilitate redevelopment, additional investment is needed to upgrade the infrastructure. Installation of these systems would need to be a joint effort between private developers and Ogden City. The community would also like to stop accepting deferral agreements for installation of sidewalks and curb and gutter.

Top priority for the community would be to require curb and gutter installation with all new development. They would also like Ogden City to start exploring ways that the City and private developers could update the culinary water lines to increase water pressure and flow for future development.

### Vision Strategies

- 12.A. Prioritize sidewalk installation in residential areas and toward commercial centers.
- 12.B. Require installation of curb and gutter with all new development (no deferrals). **High Priority**
- 12.C. Seek opportunities to widen travel lanes and repave surfaces along Gibson, Center, Pacific, 17<sup>th</sup>, and 18<sup>th</sup> Street. Dedicate established streets where lacking.
- 12.D. Add additional street lighting with minimum of one light per intersection, two per block face.
- 12.E. Consider development of area storm drain to better mitigate environmental contamination concerns for manufacturing businesses.
- 12.F. Explore options for pressurized secondary water system.
- 12.G. Seek for ways to improve area culinary water pressure and flow to service future development. **High Priority**



### TRANSPORTATION

#### 13. Seek Opportunities to Make Right-of-Ways Multi-Use

Ogden City has made great strides over the last few years and has additional goals to install active transportation infrastructure. Recently, the Ogden Bicycle Master Plan was adopted by the City. The Gibson Community would like to see the implementation of the plans and objectives presented in the Master Plan within the area.

The plan calls for bike lanes on 17<sup>th</sup> Street as well as Gibson Ave. 17<sup>th</sup> Street is currently under reconstruction. Those plans include the widening of pavement and will include the installation of striped bike lanes and wide sidewalks.

Additionally, the community would like to encourage neighborhood walkability through the installation of sidewalk on at least side of each street in a residential or commercial area. The installation of these improvements would add to the friendliness of the area as well as encourage walking, biking, and other healthy practices.

### Vision Strategies

- 13.A. Foster active transportation by implementing Ogden Bicycle Master Plan throughout Community. **High Priority**
- 13.B. Promote neighborhood connectivity by installing sidewalks on at least one side of each street.



### TRANSPORTATION

#### 14. Plan for and Develop Traffic Routes to Minimize Neighborhood Impacts

Large truck traffic because of the manufacturing uses is common in this area. One of the concerns for residents and businesses alike is that most of the paved surfaces and intersections are narrow and were not designed for such traffic. The result is that curbs, street signs, and other infrastructure is being damaged as large vehicles try to maneuver through the area. Additionally, there is an awkward kink in the lower portion of 17<sup>th</sup> Street that is dangerous. That kink is now being re-designed as part of 17<sup>th</sup> Street improvements which recently began.

Community members would like to see circulation plans be put in place that would direct large truck traffic only to those streets that would be designed for heavier use. These streets would likely be 17<sup>th</sup>, 14<sup>th</sup> or Wall Avenue. In addition, the intersections would need to be engineered to handle large trucks.

Since the land use portion of the plan calls for Wall Avenue frontage to be rezoned C-3, it may be beneficial to install a connector road between 14<sup>th</sup> and 17<sup>th</sup> Street. The connector would create a buffer between manufacturing uses to the west, but could also be used as a service road to access loading docks and trash receptacles that would be located at the rear of the buildings.

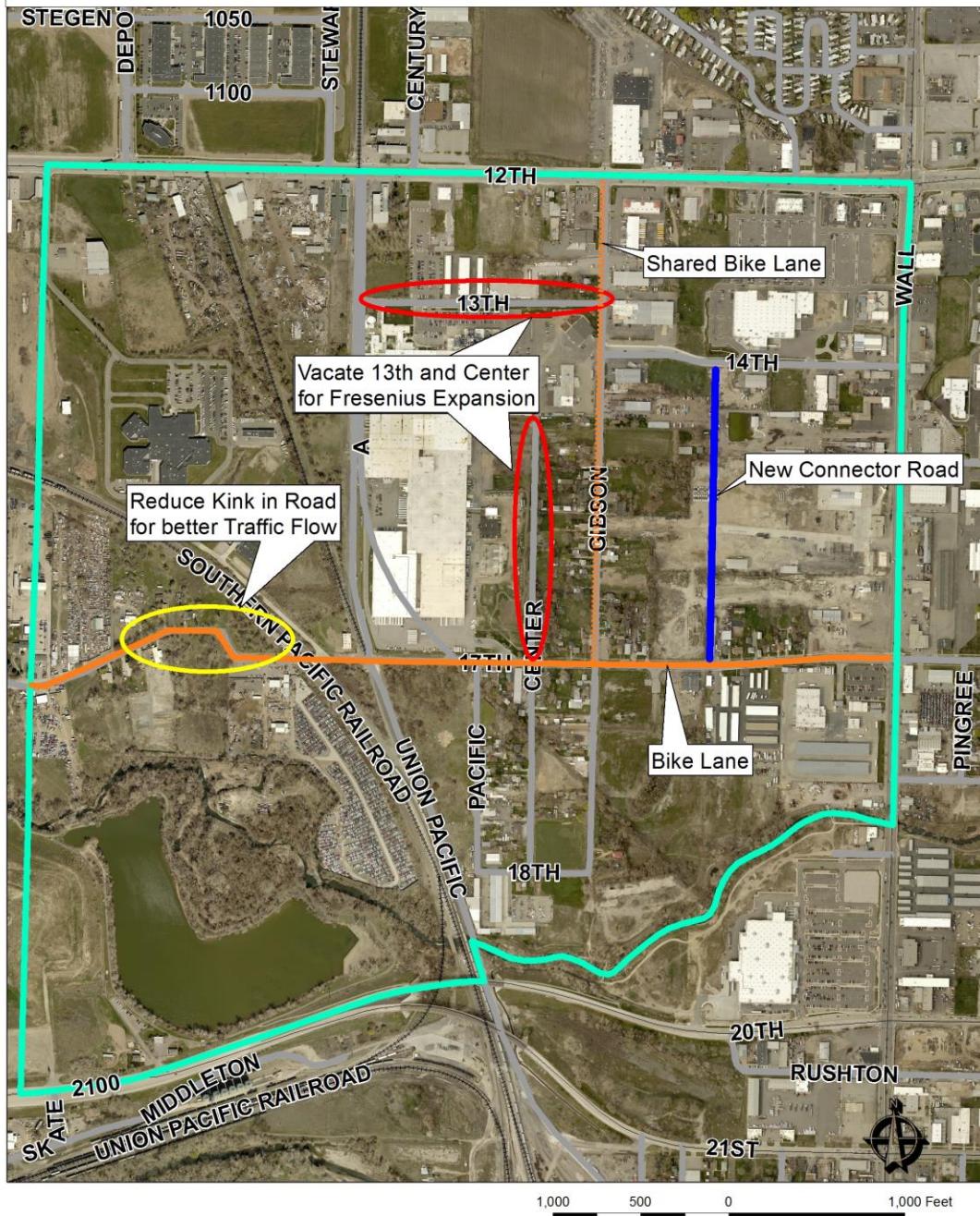
Another concern is that County Officers often travel 17<sup>th</sup> Street above posted speed limits on their way to the jail. Residents expressed desire for reduced speed limits and better signage, especially along 17<sup>th</sup> Street.

### Vision Strategies

- 14.A. Develop circulation plans for heavy truck traffic with consideration given to 17<sup>th</sup>, 14<sup>th</sup> and Wall Avenue.
- 14.B. Install new connector road between 14<sup>th</sup> and 17<sup>th</sup> Street, west of Wall Avenue to separate blocks for commercial use.
- 14.C. Reduce kink in lower 17<sup>th</sup> for better traffic flow.
- 14.D. Engineer roadways and intersections to handle heavy truck traffic.
- 14.E. Lower area speed limits and include better signage.



## Gibson Transportation Modifications



Prepared by  
Ogden City Planning 1/15

### TRANSPORTATION

#### 15. Explore Solutions to Delays Caused by Train Traffic at 12<sup>th</sup> Street and 17<sup>th</sup> Street

12<sup>th</sup> Street is a major East/West corridor serving all of Ogden. It serves as the access for employees of Business Depot Ogden, those headed to and from Ogden Canyon, and many of the residents of Ogden's north end. One of the major concerns of the community is that the road is bi-sected by surface level rail crossings. It is not un-common for traffic to be stopped for up to 20 minutes at a time waiting for trains to clear the intersection.

These delays not only cause a major inconvenience, but could become detrimental if the area ever needed to evacuate due to a disaster situation. The potential is that 12<sup>th</sup> Street could be blocked all together, thus eliminating a key evacuation corridor.

Community members would like to encourage dialogue between key stake holders to find a solution, which may include an overpass. Similarly, the community feels that dialogue for train management could lead to reduced delays at the intersection of the railroad and 17<sup>th</sup> Street.

### Vision Strategies

- 15.A. Discuss possible installation of overpass at 12<sup>th</sup> Street and train tracks with UDOT and Union Pacific.
- 15.B. Encourage dialogue for better train management (train lengths, speed) at intersection of 17<sup>th</sup> Street.



### D. Community Plan Objectives

The Gibson Community Vision focuses primarily on four topics, Community Identity, Land Use, Open Space & Pathways, and Transportation. The vision strategies address broad and specific ideas to set forth the future physical development and uses within the community. Specific actions need to be taken by both public and private entities to complete the vision. The following objectives are established for consideration in order to emphasize those improvements that are needed to accomplish the purposes of the Gibson Community Plan. The City and private development become partners in implementing the community vision. The City uses the plan to determine the various approaches to implement the plan including the capital improvement program. Project development dollars are spread throughout the entire city and appropriation of funds is balanced through various demands. Only **high priority** items which have been identified in the Community Vision are listed below as items of first consideration.

#### 1. Community Identity Vision

Objective 1.A. Encourage maintenance and upkeep of existing properties through available programs and increased enforcement.

*Implementation Responsibility:*

Property owners, neighborhood committees, code enforcement, Neighborhood Development Agency.

*Resources:*

Schools, churches, civic groups, emergency home funds, code enforcement

Objective 1 D. Dismantle homeless camps and assist in relocation from river area.

*Implementation Responsibility:*

Citizens, parkway users, Mayor, police department, homeless advocacy groups

*Resources:*

Police Department, Homeless Housing organizations.

Objective 2.F. Require masonry screening walls when screening from public view is required.

*Implementation Responsibility:*

Planning Staff, planning commission, city council

*Resources:*

Planning Division

Objective 2.G. Encourage more substantial landscape buffers between different uses.

*Implementation Responsibility:*

Planning Staff, planning commission, city council.

*Resources:*

Planning Division

### 2. Land Use Vision

Objective 4.B. Amend ordinance language to require screening walls between manufacturing and residential uses.

*Implementation Responsibility:*

Planning Staff, planning commission, city council.

*Resources:*

Planning Division

Objective 5.A. Rezone area to C-3 along Wall Ave. to spur commercial development.

*Implementation Responsibility:*

Planning Staff, planning commission, city council

*Resources:*

Planning Division

Objective 5.B. Rezone vacant land south of 17<sup>th</sup> Street to river and from Gibson to properties facing Center, to R-1-5 immediately with future MU option.

*Implementation Responsibility:*

Planning Staff, planning commission, city council

Resources:

Planning Division

Objective 5.D. Rezone area to O-1 along parkway trail, river corridor, and around 21<sup>st</sup> St. Pond.

Implementation Responsibility:

Planning Staff, planning commission, city council

Resources:

Planning Division

Objective 5.F. Rezone to M-1 properties west of Southern Pacific Railroad to create higher land utilization.

Implementation Responsibility:

Planning Staff, planning commission, city council

Resources:

Planning Division

Objective 6.A. Enforce and regulate activities leading to air/soil/water contamination, especially by salvage yards.

Implementation Responsibility:

Weber Morgan Health, Utah Division of Water Quality, EPA, Ogden City code enforcement, Ogden City Public Services

Resources:

Ogden City Code Enforcement, Ogden City Engineering, Ogden City Planning, Brownfield funding.

*Objective 6.C. Amortize Salvage yard to be relocated from community or (amortize salvage yards to be brought into compliance with ordinance to be written including standards for environmental protection, paved storage areas, increased landscaped setbacks, preservation of riparian areas, high quality screening fences, and richer mix of materials for building exteriors).*

Implementation Responsibility:

Planning Staff, planning commission, city council.

Resources:

Planning Division

### 3. Open Space & Pathways Vision

Objective 9.A. Develop Gibson Avenue trailhead to include improved parking area.

Implementation Responsibility:

Ogden City Parks and Ways division, RDA, Planning division.

Resources:

RAMP, CIP, tax increment financing

Objective 10.B. Increase police patrol of trail system through community.

Implementation Responsibility:

Mayor, Police Department.

Resources:

Police department

Objective 11.A. Consider various options for trail connections from Ogden River Parkway to Business Depot Ogden, including abandoned rail bed.

Implementation Responsibility:

Mayor, Ogden City Parks and Ways Division, Engineering Division, Planning Division.

Resources:

Rails to Trails Conservancy grants, Transportation funding, RAMP, CIP.

### 4. Transportation Vision

Objective 12.B. Require installation of curb and gutter with all new development (no deferrals).

Implementation Responsibility:

Mayor, Ogden City Engineering

Resources:

Private development, road enhancement funds.

Objective 14.G. Seek for ways to improve area culinary water pressure and flow to service future development.

*Implementation Responsibility:*

Mayor, Ogden City Water, Ogden City Engineering, private development.

*Resources:*

Private development, water funds, RDA project funding.

Objective 13.A. Foster active transportation by implementing Ogden Bicycle Master Plan throughout Community.

*Implementation Responsibility:*

Mayor, Ogden City Parks and Ways, Ogden City Engineering

*Resources:*

CIP, Road Funds.