



IMAGINE SOUTH OGDEN - 2023 GENERAL PLAN UPDATE

SOUTH OGDEN

WHAT CAN YOU IMAGINE?



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CHAPTER 1

BACKGROUND & INTRODUCTION

- About the General Plan
- Context/ History
- Community Profile
- Community Engagement Summary
- Community Vision & Guiding Principles



ABOUT THE GENERAL PLAN

PURPOSE OF THE GENERAL PLAN

The purpose of the General Plan is to establish a unified long-term vision for the City as it moves forward through the next several decades. City officials and staff use the General Plan to guide their decisions and to make or update policies and regulations. The General Plan is used to prioritize budget-related decisions on capital improvements and evaluate whether development proposals are aligned with the community vision. It also serves as a reminder of the goals and ideas of South Ogden residents and business owners.

Residents can use the General Plan to stay informed on what is expected to happen in the community and how that relates to what is happening in their neighborhood, as well as in the broader Wasatch Front region. South Ogden City business and property owners can use the General Plan to understand the anticipated growth and trajectory of the City.

WHY IS SOUTH OGDEN UPDATING ITS GENERAL PLAN?

Many cities update their General Plan every five to ten years, depending on how much and how quickly change is happening. As with most other communities located along the Wasatch Front, South Ogden has experienced accelerated growth and development pressure during the past few years, which is a direct departure from past decades of slow and metered growth. Providing affordable housing has emerged as one of our most critical challenges, and the City is taking a close look to ensure new housing opportunities are supported in order to meet and exceed state requirements (see Chapter 5 for details).

In addition to updating the general plan, updates to the zoning ordinance have been implemented in recent years. A form-based code was adopted to facilitate better development and redevelopment with a focus on improving land use compatibility and the form and relationships between buildings.

FIGURE 1.1 - TIMELINE OF GENERAL PLAN & RELATED TECHNICAL PLANS/ STUDIES.



DO WE NEED A GENERAL PLAN?

Yes! The State of Utah recognizes the integrated relationship between land use, transportation, and housing and their important role in long-range planning within its counties and cities. Each City and Town is required by Utah Code to prepare and adopt a comprehensive, long-range general plan. **Figure 1.1** presents a timeline of South Ogden's General Plans and companion technical plans for the past quarter century.

CONTEXT & HISTORY

LOCAL CONTEXT

South Ogden City is primarily a bedroom community, but has emerged over time to include two robust business districts located on the north (City Center) and south (South Gateway) edges of the City.

South Ogden is a maturing City, with only small remnants of vacant, developable land to accommodate growth and development. As a result, the City is in the midst of a new era of targeted growth and change focused within those business districts as well as several smaller commercial nodes. These growth areas are generally connected by major roadways such as US-89, Washington Boulevard, Harrison Boulevard and 40th Street.

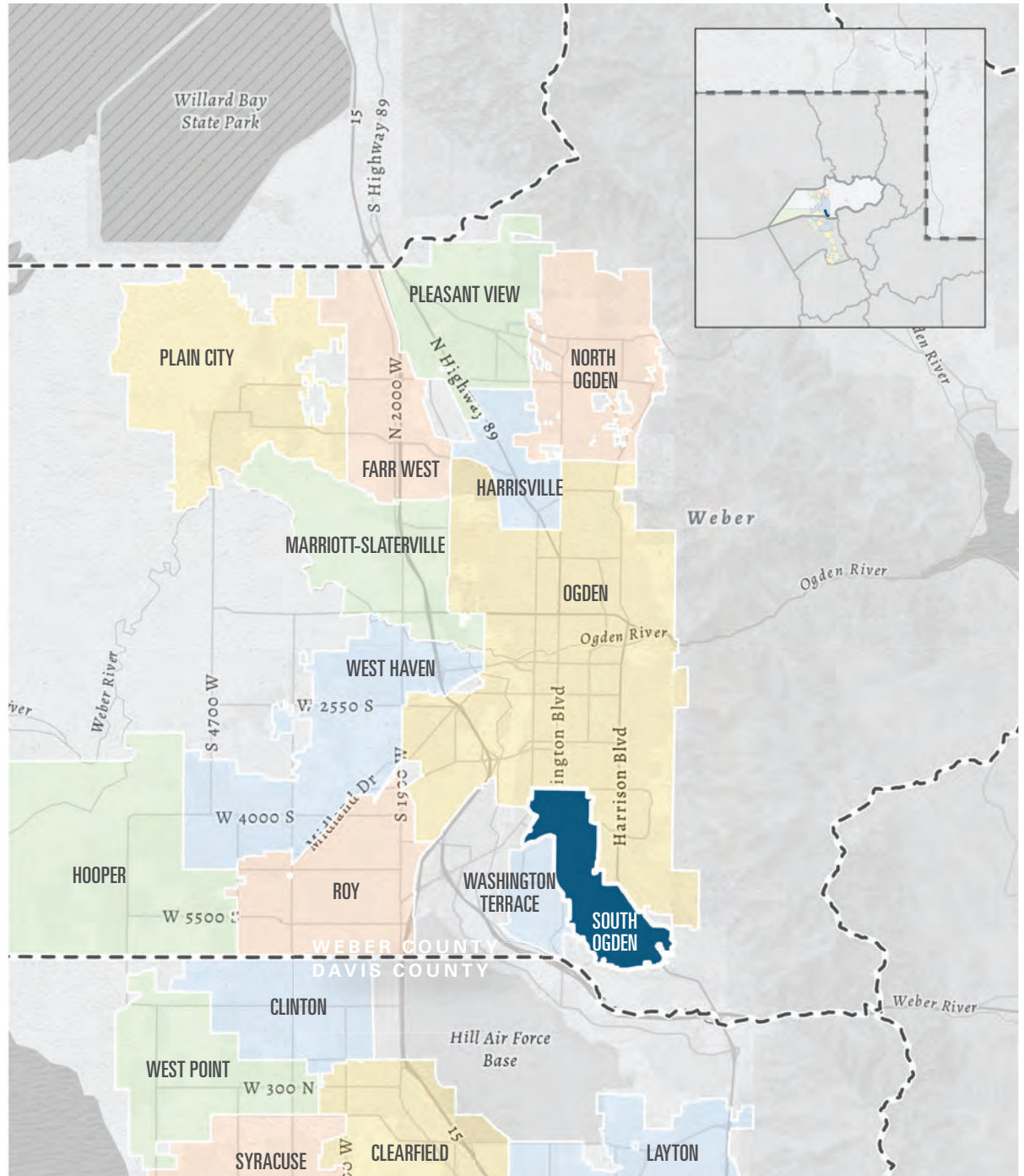
As is typical in built-out communities, redevelopment is typically more intense and diverse than the uses it replaced, bringing a new level of access and efficiency to the City. This means the City is likely to continue to see slightly higher growth rates than in recent decades, when growth was limited to new development at relatively low densities.

As illustrated in **Map 1.1**, South Ogden is bounded by several other communities, including Uintah Highlands/Weber County to the south, Washington Terrace and Riverdale to the west, and Ogden to the north and east.





MAP 1.1 - REGIONAL CONTEXT.





ABOUT SOUTH OGDEN

Located in Weber County just over 30 miles north of Utah’s state capital, South Ogden City is framed by a backdrop of the Wasatch Mountains to the east and the Great Salt Lake to the west. From its early moniker as the “City of Homes,” South Ogden City has evolved into a community with a balanced mix of residential neighborhoods, shopping centers, business areas, parks, open space and entertainment. South Ogden’s geographic location is well-positioned in its regional setting. It is within close proximity to larger employers in Weber and Davis counties which are easily accessible through transportation options such as US-89, Interstate-15, and the FrontRunner commuter rail line.

Regional growth and a strong economy are attracting new development and triggering the revitalization of the City. The vision from previous planning efforts has guided growth and revitalization, focusing on establishing a discernible City center in the north and a steady business district in the south.

The accelerated pace of new growth is impacting the quantity and availability of smaller, historically affordable, workforce housing. As a result, the updated General Plan is structured around goals and policies that aim to strike the right balance between growth and preservation.

SOUTH OGDEN: THE BEGINNINGS

The beginnings of South Ogden date to 1848 when the pioneer-era Burch family established roots near the base of a canyon and creek known today as Burch Creek. Two years later Weber County was established, The fledgling agricultural settlement became known as Burch Creek, supported by irrigation projects that distributed canyon stream water to fields and homes. At the end of the 19th century, Burch Creek slowly transformed into what would eventually become known as South Ogden with the development of vacant and agricultural land near the current location of City Hall into small-scale residential and commercial uses and neighborhoods.

Burch Creek Elementary and Junior High School was constructed shortly thereafter, and was considered “one of the most modern” schools in the state of Utah at the time. Early City growth focused in the area between 36th and 40th Streets, supporting nearby commercial uses. Ogden Golf and Country Club was established 1914, and by the 1930s the community of approximately 800 people found themselves in need of more water, a modern sewer system, and improved roads and sidewalks. A committee was formed to petition the Weber County Commissioners for incorporation after annexation into nearby Ogden failed. The petition was eventually granted and the Town of South Ogden was incorporated on July 6, 1936. This change stimulated more development, the population approaching 1,500 by the 1940 Census. Soon after the town was designated a City.

South Ogden absorbed a significant amount of a growth just before and during World War



II, which was stimulated by the building of the Defense Depot Ogden, Naval Supply Depot, and Hill Air Force Base. Federal Housing Administration (FHA) housing policies spurred additional post-war growth beginning in 1949, establishing momentum through 1970. During this time period South Ogden was growing 2-3 times faster than Weber County as a whole.

SOUTH WHO OR WHAT? THE CITY'S NAME

South Ogden's name is a derivative of its northern neighbor Ogden which, along with the river flowing through it and the canyon through which it flows, was named for the early fur trader, trapper and explorer Peter Skene Ogden. Explorer Ogden traversed the western United States and passed through Utah as part of his association with the Hudson Bay company. He first explored Northern Utah in 1824- 25, and the Weber River vicinity from 1828-29.

INDIGENOUS LAND ACKNOWLEDGMENT

We acknowledge that this land, a gathering place for Indigenous peoples which is named for the Ute Tribe, is the traditional and ancestral homeland of the Shoshone, Paiute, Goshute, and Ute Tribes. South Ogden City recognizes and respects the enduring relationship that exists between many Indigenous peoples and their traditional homelands.

IMAGE 1.1 - SHOSHONI VILLAGE



Caption: Shoshoni Village. Chief Washakie (standing center front, slightly blurred) and his band in front of tipis. By William H. Jackson, Wind River Mts., Wyoming, 1870. Credit: Smithsonian Institution Nat. Anthropological Archives, Bur. American Ethnology Col. Neg. No. 1666.



EVOLUTION OF SOUTH OGDEN

PRE & EARLY SETTLEMENT

Overlapping with early settlement, the Ogden & Weber Rivers and canyons are frequent gathering places for Indigenous people including the **Eastern Shoshone & Goshute Tribes**.



1820 - 1840

Fur trappers & traders explore the vicinity of the Weber & Ogden Rivers and form permanent settlements.

1848

Families settle in the area which becomes known as **Burch Creek**.

1850

Weber County is **established**.



1852

Weber Canal built; Daniel Burch builds a gristmill near what is now Riverdale.

1890S

Development begins with investments in the land on the North end of the City.

1897

Burch Creek Elementary & Junior High is the **first school** in the area.

1914

Establishment of the **Ogden Golf and Country Club**.

1934

Federal Drought Relief Agency finances a **water supply line** from Burch Creek Canyon.

1936

South Ogden incorporates on July 6th as the Town of South Ogden; population 800 people.



1940

Census **population of 1,407**.

1940S

Housing boom related to South Ogden's proximity to Hill Air Force Base and Defense Depot Ogden. Estimated population of 3,600 by 1946.

1950

Census **population of 3,763**.

1953

New **municipal building constructed** which also served as the fire station.



EVOLUTION OF SOUTH OGDEN CONTINUED

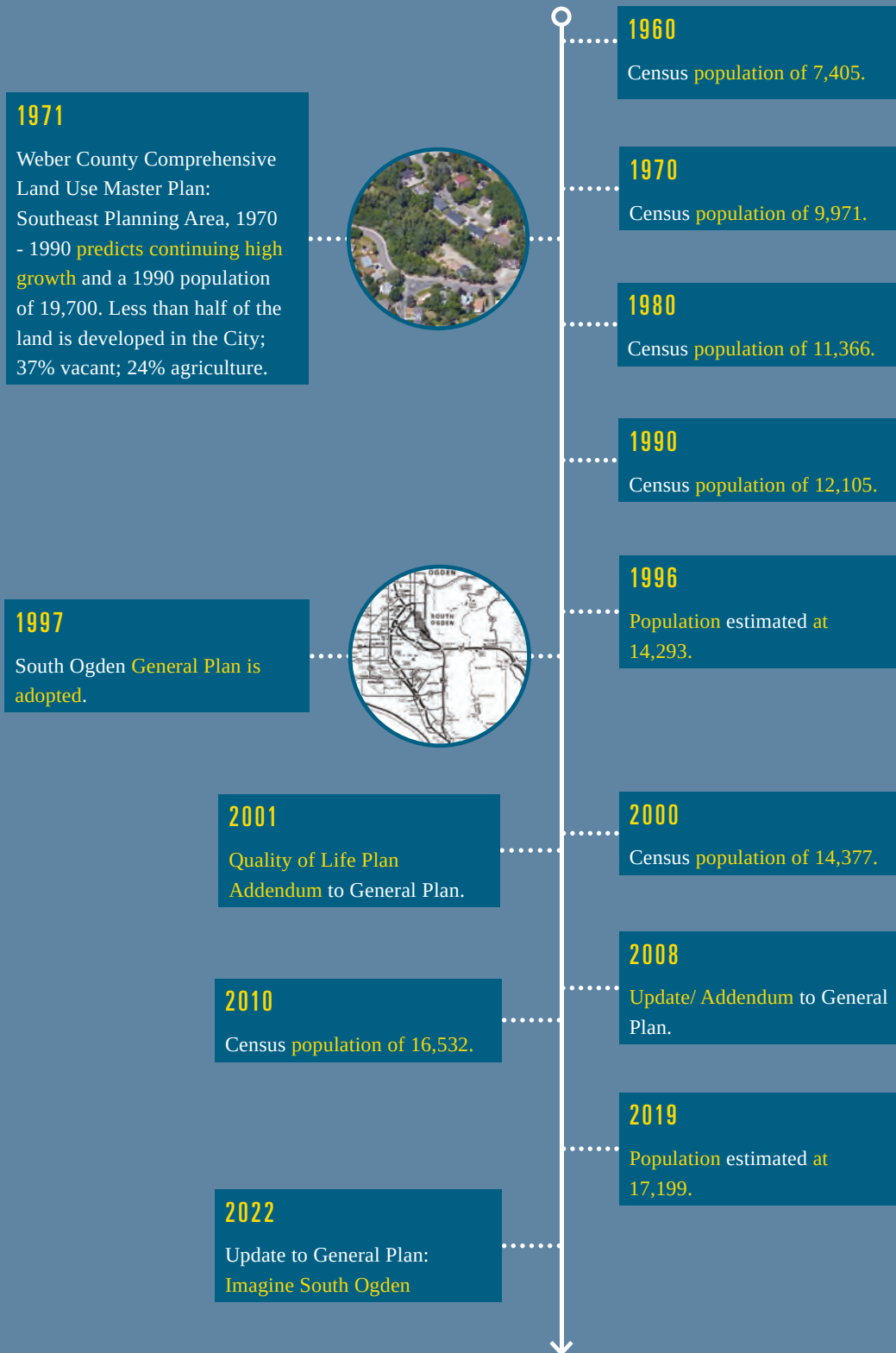


FIGURE 1.2 - KEY EVENTS IN SOUTH OGDEN'S HISTORY WHICH HAVE HAD AN IMPACT ON CITY PLANNING AND DEVELOPMENT.



COMMUNITY PROFILE

In order to understand existing conditions and future needs, it is essential to have a clear understanding of the demographic makeup of South Ogden. The following is a summary of key demographic characteristics, including population, age and household composition.

POPULATION CHARACTERISTICS

POPULATION CHANGE

South Ogden's 2020 population was 17,080, constituting 6.5% of Weber County's population. Table 1.1 shows a comparison of similarly sized and neighboring communities and their average annual growth rate (AAGR). The data was compiled from Redistricting Data, the American Community Survey (ACS) 5-year estimates and the Census Bureau's population estimate (PEP) for 2021.

As one of the slowest growing communities in Weber County, the local growth rate has continued to slow over the past decade with an average annual growth rate of just 0.67% between 2010-2020 (**Figure 1.3**). This growth trend is expected to continue over the next three decades. The Wasatch Front Regional Council forecasts South Ogden City will reach an estimated population of 23,446 residents by 2050 (**Figure 1.4**)—though the City anticipates to exceed this projection.

AGE

The City's demographics relative to age have shifted from 2010 to 2020. The 2020 data illustrates a younger population, with a concentration in the zero to 19 years of age and 25 to 39. Noticeable shifts also occurred in the age range of 20 to 24 and 50 to 64 years of age, with 2010 data showing a higher percent of total in these ranges (**Figure 1.5**). However, a comparison of the median age illustrates the City is still slightly younger than the County on average (**Figure 1.6**).

HOUSEHOLDS & BUILDING PERMIT ACTIVITY

The total number of households in South Ogden as of the 2020 American Community Survey was 6,434. Of the total housing units, 93% are occupied and 7% unoccupied. Weber County has approximately 91.5% housing occupancy rate, compared to the State at 90.4%. Estimates indicate there were 7,873 total households as of 2020 at (**Figure 1.7**).

The Kem C. Gardner Policy Institute tracks building permit activity across the State and according to research results, South Ogden showed a rebound from recessionary conditions with permit activity increasing through 2014. New permits, however, slumped again through 2015 with volatility from 2016 through 2021. New non-residential value was also volatile with spikes in 2007, 2011, and 2014 (**Figure 1.8**).

TABLE 1.1 - COMPARISON OF CITY POPULATION & AVERAGE ANNUAL GROWTH RATES (AAGR)

	2010	2011	2012	2013	2014	2015
Clinton	19,031	19,717	20,201	20,574	20,796	21,036
North Ogden	16,779	17,075	17,354	17,570	17,743	18,006
Ogden	81,054	82,118	82,749	83,363	83,767	84,273
Pleasant Grove	31,457	32,565	33,330	34,010	34,858	35,771
Riverdale	8,189	8,323	8,415	8,476	8,532	8,610
Riverton	35,991	37,307	38,480	39,458	40,274	40,912
Roy	35,843	36,416	36,854	37,194	37,472	37,670
South Ogden	15,970	16,251	16,447	16,612	16,702	16,805
Spanish Fork	31,851	33,293	34,547	35,525	36,337	36,916
Sunset	5,129	5,167	5,137	5,139	5,145	5,163
Washington Terrace	8,917	9,001	9,058	9,108	9,140	9,119
West Haven	9,058	9,611	10,230	10,642	10,996	11,323

INCOME

Utah median adjusted gross income (MAGI) represents an individual's total gross income minus specific tax deductions. As of 2020, the Utah State Tax Commission reports the South Ogden MAGI was \$55,900, which was slightly higher than the Weber County MAGI of \$54,200. The State MAGI according to the US Census Bureau was slightly lower than South Ogden at \$51,562 (Figure 1.9).

EDUCATIONAL ATTAINMENT

Educational attainment statistics provide insights into other data such as average household income. Areas that have higher levels of education generally have higher average household incomes, lower unemployment rates, and higher literacy rates than those with lower levels of education. According to the 2020 ACS five-year estimates, approximately 39% of South Ogden's population 25 years and over has an associate's degree or higher, compared to Weber County with 34% and the State of Utah at 45 % (Figure 1.10).

EMPLOYMENT

The Utah Department of Workforce Services' 2020 Annual Report indicates the unemployment rate in Weber County was 4.8% which is lower than the national average of 8.1%. The State of Utah's unemployment rate is slightly more favorable at 4.7%. As of July 2022, the unemployment rate in Weber County was 2.1% as compared to Utah at 2.0% and the United States at 3.6% (Figure 1.11).



2016	2017	2018	2019	2020	2010-2020 (AAGR)
21,210	21,353	21,618	21,890	22,191	1.55%
18,289	18,525	18,943	19,392	19,930	1.74%
84,900	85,497	86,126	86,833	87,175	0.73%
36,678	37,439	38,066	38,380	38,474	2.03%
8,636	8,685	8,727	8,752	8,826	0.75%
41,521	41,997	42,680	43,250	43,793	1.98%
37,853	38,013	38,238	39,040	39,243	0.91%
16,893	16,918	17,010	17,063	17,080	0.67%
37,565	38,171	38,673	39,371	40,069	2.32%
5,176	5,207	5,229	5,278	5,309	0.35%
9,150	9,122	9,138	9,162	9,181	0.29%
11,639	12,109	12,916	13,782	15,003	5.18%

SUMMARY

South Ogden City is projected to continue to grow slowly but steadily during the next thirty years, consistent with the previous two decades. While population growth is anticipated to be relatively slow in comparison to many of the adjacent communities, job and workplace development, and growth will continue to be strong, surpassing residential growth and bringing with it a separate set of needs and requirements.

South Ogden grew at less than half the pace of Weber County between 2010 and 2020, with growth anticipated to continue to slow and level off by 2050. Household income in South Ogden is similar to levels for Weber County.

As the City continues to grow, develop and fill-in, it will be important to maximize the opportunities that exist for a City approaching buildout, including securing property and sites to meet the service needs of the City. A particularly critical goal for a maturing South Ogden is to apply a balanced approach for meeting the needs and expectations of existing and future residents of the City.



DEMOGRAPHICS SNAPSHOT

FIGURE 1.3 - AVERAGE ANNUAL GROWTH RATE 2010- 2020

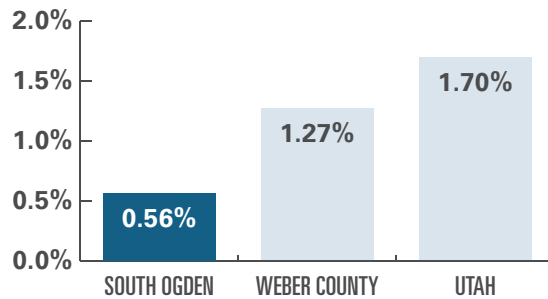


FIGURE 1.4 - PROJECTED GROWTH 2020-2050 (TAZ DATA)

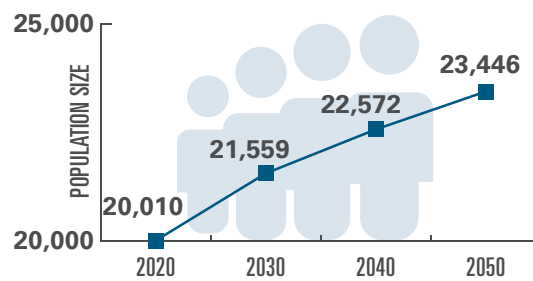


FIGURE 1.6 - 2020 MEDIAN AGE

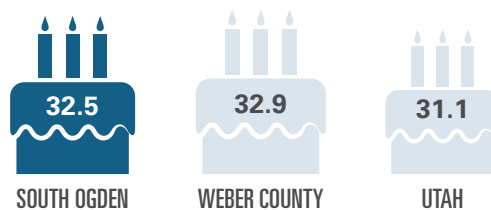


FIGURE 1.7 - OCCUPANCY RATE & TOTAL HOUSEHOLDS

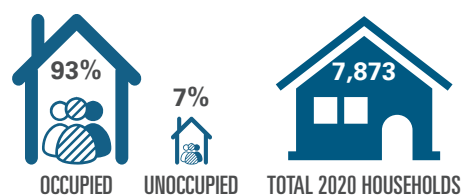


FIGURE 1.5 - AGE DISTRIBUTION AS % OF TOTAL

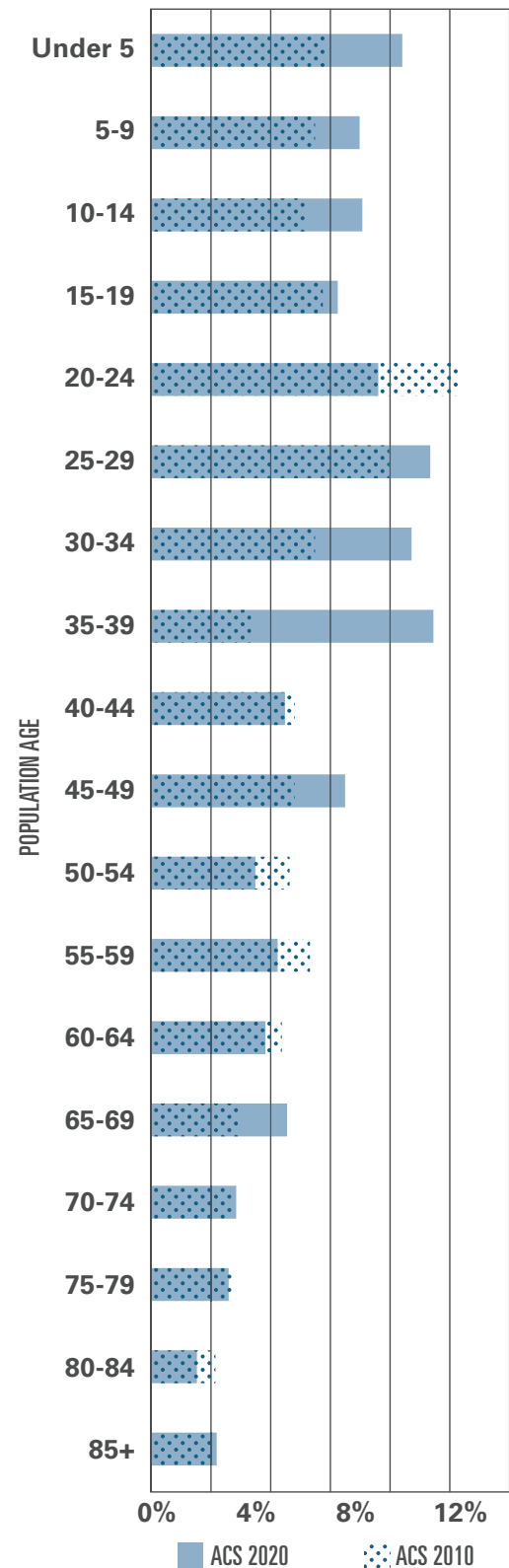




FIGURE 1.8 - RESIDENTIAL VALUE & PERMITS

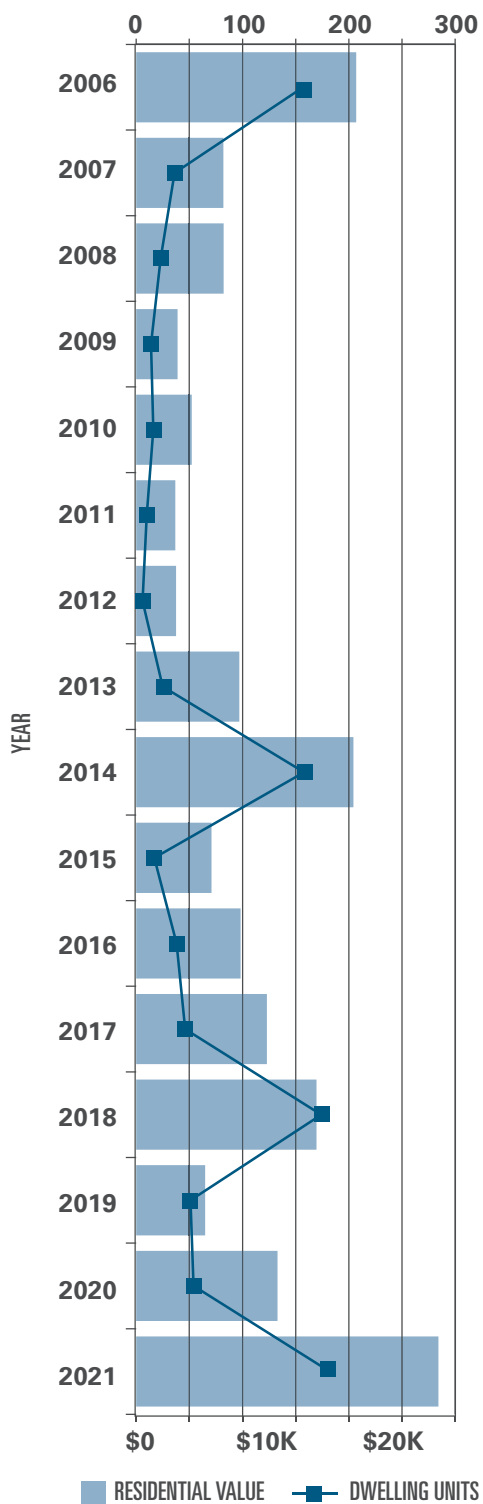


FIGURE 1.9 - 2020 MEDIAN ADJUSTED GROSS INCOME (MAGI)

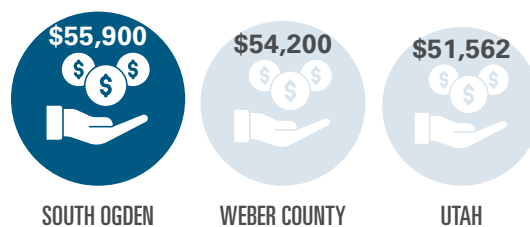


FIGURE 1.10 - 2020 POPULATION 25+ WITH AN ASSOCIATE'S DEGREE OR HIGHER

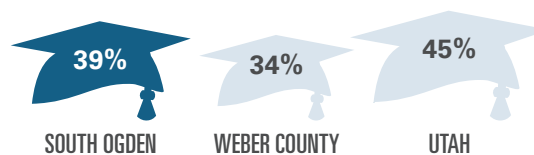
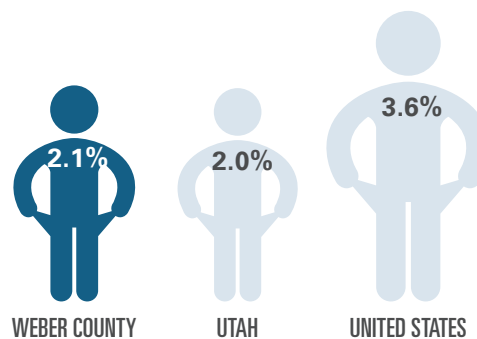


FIGURE 1.11 - 2022 UNEMPLOYMENT RATE





COMMUNITY ENGAGEMENT SUMMARY

The planning process for the South Ogden General Plan update included a comprehensive public engagement effort to help understand the needs and desires of South Ogden residents and stakeholders. The process commenced in June 2022 and concluded in October 2022. It encompassed five public surveys, an interactive booth at the 2022 South Ogden Days, online map engagement utilizing a location-based tool called Social Pinpoint, and a project website used primarily to disseminate information and facilitate questions (**Appendix A**).

PUBLIC SURVEYS

A series of five short surveys addressing different planning topics were released weekly over the course of August 2022. These surveys were open-access and were advertised via the project website and the City's social media accounts, monthly newsletter, and survey email list (comprised of residents and stakeholders who have subscribed to take City surveys). Each survey received between 215-388 responses. The topics of the five surveys follow:

- **Survey 1:** General Visioning
- **Survey 2:** Housing
- **Survey 3:** Transportation
- **Survey 4:** Parks & Recreation
- **Survey 5:** Water Use & Preservation

SOUTH OGDEN DAYS

The planning team hosted a booth at South Ogden Days on Friday, June 17, 2022, where residents and visitors were invited to respond to a variety of questions and prompts regarding South Ogden's future. Over 70 comments were received.

SOCIAL PINPOINT

Social Pinpoint is a web-based platform that allows residents and stakeholders to leave location-based comments on an interactive map. Thirty-four comments were received by six unique stakeholders, and the page was viewed 326 times by 92 unique users.

PROJECT WEBSITE

A project website, imaginesouthogden.org, was established during the early stages of the planning process, providing an avenue for the public to participate and provide comments and for the planning team to disseminate information and provide project updates. Key input tools include comment and email sign-up forms and links to the public surveys and Social Pinpoint. The website was linked to the South Ogden City website and social media accounts in order to encourage the broadest participation possible.



FIVE FOUNDATIONAL THEMES

The following five trends emerged as the key themes from the public engagement process. Moving forward, the following findings will lay the foundation for the South Ogden General Plan.

1. AFFORDABLE HOUSING IS IMPORTANT

Affordable housing was ranked as the number one issue facing the City, with over 90% of respondents indicating they were concerned about housing affordability. Conversely, participants also indicated that they are concerned about higher density development, which is generally considered the primary type of housing that will help bring affordability to the City. It should also be noted that renters and low/moderate income households were underrepresented throughout all engagement efforts, which may contribute to the prevalence of these contrasting findings.

2. PRESERVING & ENHANCING EXISTING NEIGHBORHOODS

In the survey, preserving existing neighborhoods was the highest-ranked objective for South Ogden's future and the City's biggest housing challenge. Other highly-ranked objectives included preserving open space, limiting traffic impacts, and maintaining infrastructure capabilities – all of which are heavily related to preserving existing neighborhoods.

3. MORE ALTERNATIVE MODES OF TRANSPORTATION

Survey participants indicated that South Ogden's infrastructure is currently most conducive to driving. The results, however, indicate a desire for more infrastructure that supports safe and comfortable travel by foot, bike and transit. The most desired transportation improvements included additional or upgraded sidewalks and trails, better road maintenance, and safer pedestrian crossings. More destinations within walking distance was also popular.

4. ACCESSIBLE PARKS & TRAILS

Having parks and trails within walking distance (1/4 mile) of home was very important to survey participants, who gave it a score of 8.8 out of 10 (10 being extremely important). Additionally, trails and walking paths were indicated as being the most used and desired facilities in the City, with the South Ogden Nature Park being the most frequented park in the City.

5. WATER CONSERVATION IS A CONCERN

97% of survey respondents were at least somewhat concerned about water use and preservation, with 54% being very concerned. The most popular conservation strategies among participants included: incentivizing water-conserving landscapes, planting water-conserving trees, and converting underutilized lawn areas in South Ogden public parks to water conserving landscapes.





COMMUNITY VISION

Vision Statement: “South Ogden City will stand out as a friendly, safe, and inviting place to live, work, and visit; where residents feel at home and enjoy a high quality of life in a vibrant community.”

GUIDING PRINCIPLES

A SUSTAINABLE AND RESILIENT COMMUNITY

- Ensure South Ogden meets changing environmental conditions.
- Protect existing open spaces, steep slopes and sensitive lands.
- Conserve and protect water resources to ensure future needs are met.
- Enhance existing programs and policies to ensure water is conserved.
- Implement water-conserving practices on a City-wide basis.



A COMPLETE AND INTERCONNECTED COMMUNITY

- Improve regional linkages and transportation connections.
- Provide safe and connected pedestrian and cycling linkages between local parks, open spaces and destinations.
- Focus new growth and development in mixed-use centers and along multi-modal corridors.
- Provide access to a park, trail or open space within walking distance of every home.
- Establish South Ogden as a multi-modal transportation community.
- Improve traffic safety throughout the City.
- Establish new parks and trails in areas of the City where growth is anticipated.





A SAFE AND HEALTHY COMMUNITY

- Proactively plan for future public infrastructure needs.
- Transform major roadways and intersections into distinctive corridors and nodes.
- Enhance existing and establish new parks and trails to maintain high quality recreational experiences.



A FORWARD-THINKING COMMUNITY WITH STRONG CONNECTIONS TO IT'S PAST

- Leverage the positive characteristics of a built-out City through focused redevelopment, revitalization and infill.
- Preserve and protect existing neighborhoods.
- Improve and upgrade the City's well-loved and distinct neighborhoods through targeted streetscape, gateway and public realm improvements.



A DIVERSE AND MULTI-LAYERED COMMUNITY

- Provide a full range of housing options to meet the needs of existing and future residents at all stages of life.
- Enhance the local economic base and support local businesses.





CHAPTER 2

LAND USE

- Existing Conditions
- Future Land Use
- Major Corridors
- Green Structure
- Centers, Gateways, & Urban Design
- Neighborhoods
- Composite Placemaking Plan



INTRODUCTION

A clear land use and placemaking vision is essential for guiding future growth and ensuring infrastructure investments are well-utilized. Since South Ogden is nearly built out, this plan promotes targeted redevelopment and infill development as the primary methods for meeting future needs. The ideas presented in this chapter clarify community desires and aspirations, building upon the guiding principles established in Chapter 1. They include broad concepts followed by specific planning actions and unified policies to help guide future growth and change in South Ogden.



PLACEMAKING DEFINED

Placemaking is the process of creating quality places where people want to live, work, play, and learn. Quality places are marked by the following conditions:

- They have a **mix of human-scale uses**
- They are **walkable** and **bikeable**
- They include a variety of **transportation options**
- They provide a range of **housing options**
- They incorporate existing **historic structures and landscapes**
- They **respect community heritage** and values
- They incorporate the **creative arts** and provide **cultural opportunities**
- They include **green space** connected by robust **trail systems**

PUBLIC INPUT SUMMARY: LAND USE

The following are key takeaways from the public engagement process regarding land use. Further details can be found in **Appendix A**.

- **Preserving existing neighborhoods is a key objective for the future.**
- **Affordable housing is the number one issue facing the City.**
- **South Ogden does not have an obvious or attractive City center.**
- **Having parks and trails within walking distance of home is very important.**

EXISTING LAND USE

South Ogden is a small and almost completely built-out City, encompassing an area slightly less than four square miles or 2,500 acres. **Map 2.1** and **Table 2.1** illustrate existing land use patterns in South Ogden. They also provide an overview of past growth and development trends and help pinpoint future growth and development opportunities.

The bulk of developed land in the City consists of lower-density, detached residential neighborhoods interspersed with civic uses such as City Hall, schools, churches, and various parks and open spaces. Pockets of multi-family and similar uses are located along the edges of some single-family neighborhoods, serving as transitions with adjacent commercial uses.

The City is home to two commercial districts. The first - City Center - marks the north entrance to the City and the second - South Gateway - encompasses the southern commercial zone of the City. Both districts are linked by US-89, which is a primary north-south roadway that extends through the City. City Center is the oldest commercial area and is laid out as a series of sprawling strip developments. City Center has a similar development pattern to many of the commercial districts in Ogden to the north. The newer South Gateway is a newer commercial district that is composed of larger, isolated commercial developments with more controlled access from US-89, typical of development from the era.

Other key land uses include Ogden Golf and Country Club (which straddles both sides of US-89 near 40th Street), Washington Heights Memorial Park (a cemetery located on the east side of US-89), and a series of smaller commercial/mixed-use nodes and destinations located along the edges of major roadways. The large role that roads and infrastructure play is notable, with one-fifth of the total land area occupied by roads and utilities.

SUMMARY

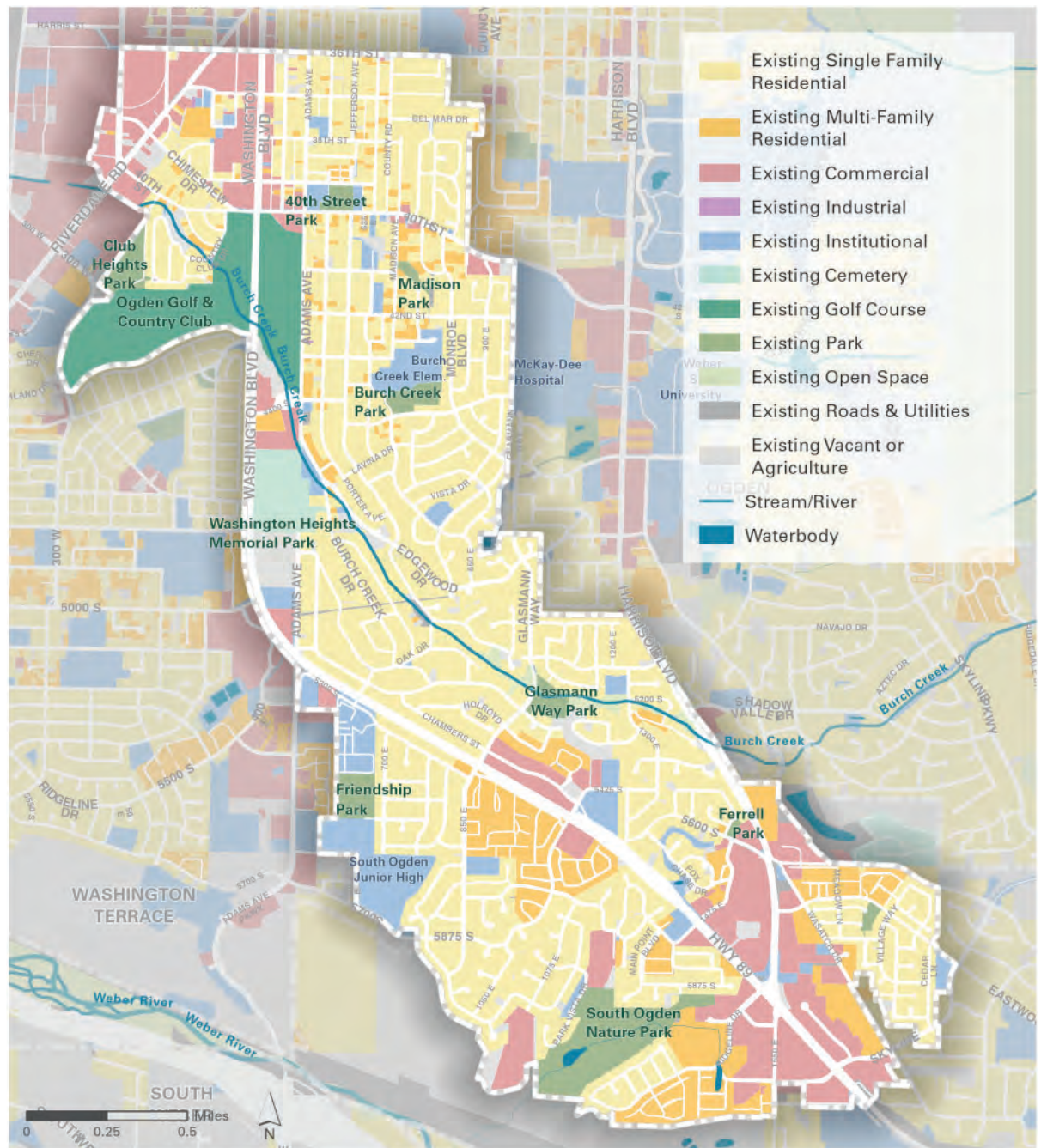
There is very little vacant or undeveloped land left in South Ogden, and most of the land that is available is significantly constrained by challenging environmental conditions. As a result, future growth and development are most likely to take place as part of redevelopment, infill, and selective densification strategies.

TABLE 2.1 - EXISTING LAND USE

NAME	ACRES	PERCENT
Single-Family Residential	1,002	40%
Multi-Family Residential	231	9%
Commercial	286	11%
Industrial	0.4	0%
Institutional	142	6%
Cemetery	29	1%
Golf Course	122	5%
Park	97	4%
Open Space	12	0%
Roads & Utilities	513	20%
Vacant or Agriculture	74	3%
Total	2,508	100%



MAP 2.1 - EXISTING LAND USE



ENVIRONMENTAL CONDITIONS AND CONSIDERATIONS

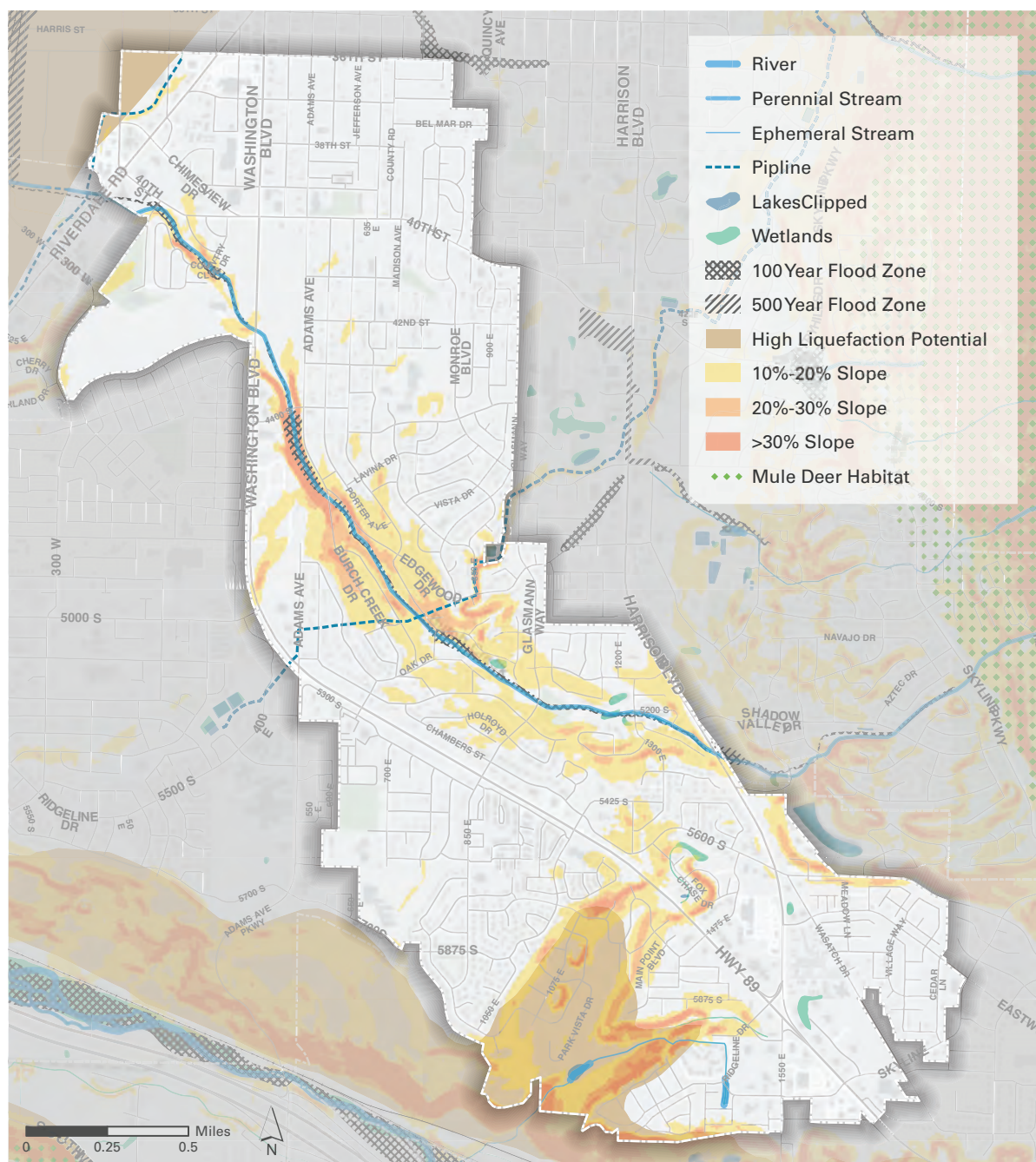
South Ogden's land uses and development patterns reflect cultural development trends and natural conditions that underlay the City. Slope and topography, steep drainages such as Burch Creek, and historic agricultural uses have had significant bearing on the placement of roads and buildings over time, resulting in the establishment of the various neighborhoods, subdivisions, housing projects, and commercial developments that are now in place.

As illustrated in **Map 2.2**, the limited amount of vacant land tends to be challenging for



development and is often encumbered by steep slopes and deeply-incised stream corridors. For example, the undeveloped land around South Ogden Nature Park is dominated by steep slopes and land with high liquefaction potential, making it challenging and impractical to develop. Proactive planning over the years has resulted in the establishment of environmental overlays for many of these areas, restraining growth and development in acknowledgment of the sensitive nature of these sites. In contrast, most of the land associated with the Burch Creek corridor has been preserved within private yards or small parcels of public open space, making it difficult to access or utilize the corridor as a public amenity.

MAP 2.2 - ENVIRONMENTAL CONDITIONS





FUTURE LAND USE & PLACEMAKING

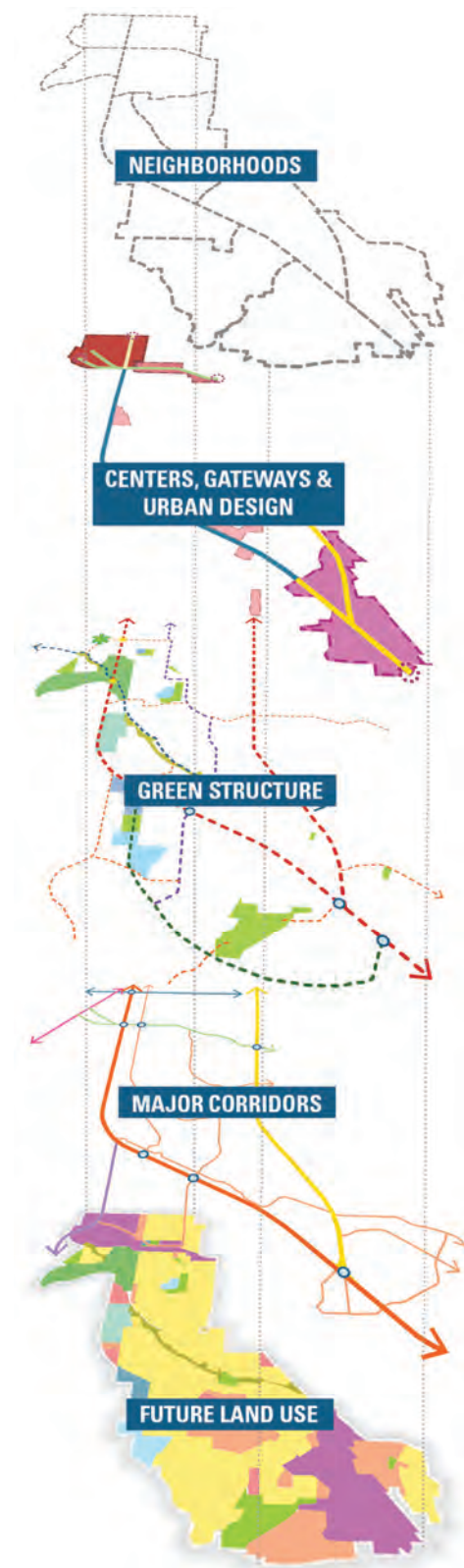
ESTABLISHING A VISION

Conventional planning often places land use as a separate and distinctive element from the other aspects of the general plan. However, the reality is that the other aspects are directly connected to land use and are equal players in forming the City and establishing the local “sense of place.”

This section attempts to bring land use together with other important aspects that contribute to the physical structure of the City, as part of a Placemaking Plan. The relationship between land use and transportation (major corridors) is particularly critical, as one has influence on the other and vice-versa.

While the ideas in this section paint a vision of the future of South Ogden as a whole, they are multi-faceted and are most likely to be implemented a single project at a time rather than collectively. The Placemaking Plan has therefore been “deconstructed” into five layers or aspects which are individually analyzed and detailed throughout this chapter (**Figure 2.1**). The chapter concludes with a Composite Placemaking map, which resembles the deconstructed layers and presents a holistic picture of the future City.

FIGURE 2.1 - DECONSTRUCTED CITY DIAGRAM



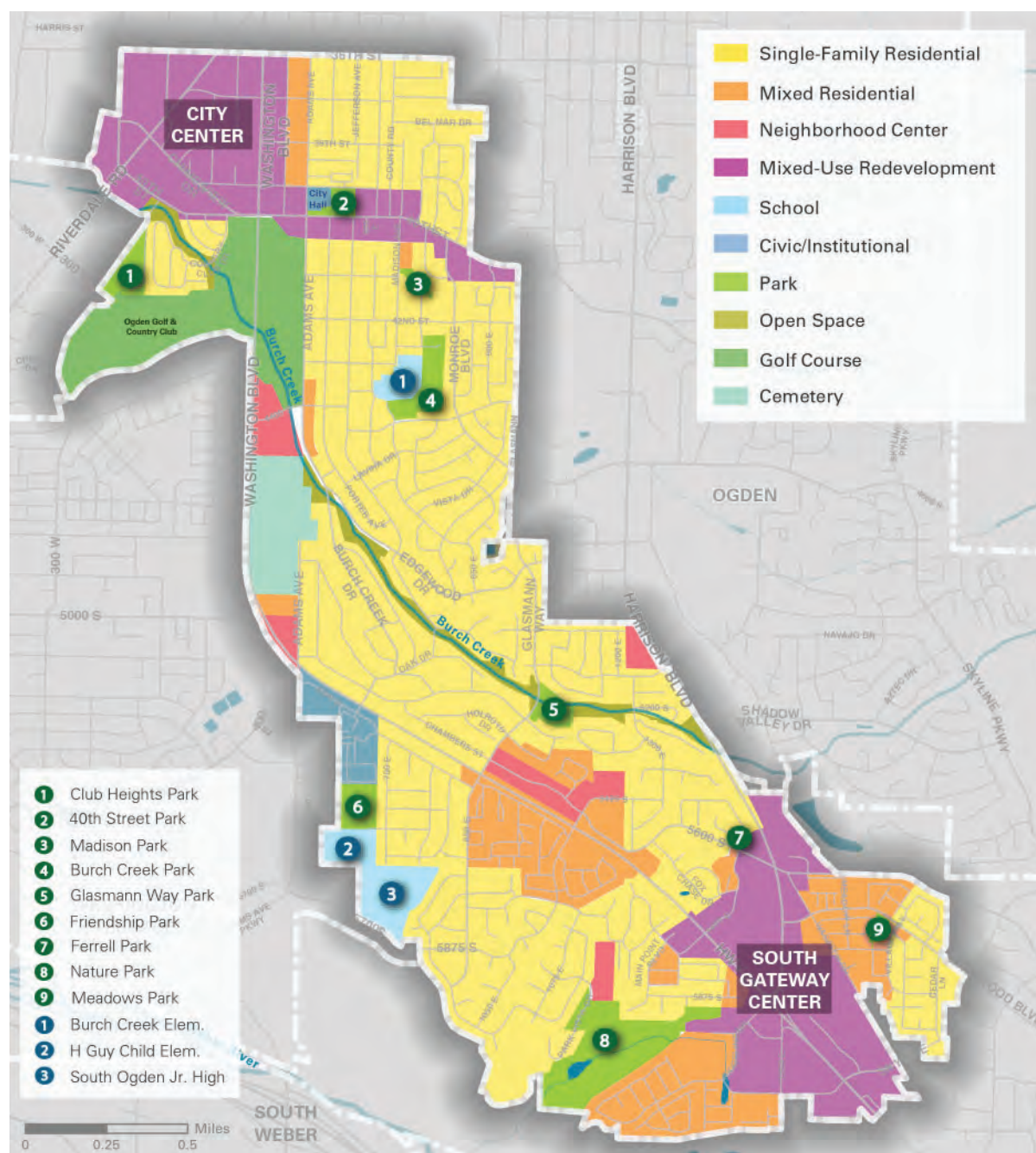


LAYER 1: FUTURE LAND USE

One of the primary functions of this plan is to establish a clear yet realistic land use vision to guide future growth and development. **Map 2.3** illustrates the Future Land Use Plan for South Ogden for the next 20+ years. This map is accompanied by **Table 2.2**, which details the acreages and percentages of anticipated land uses in the future.

A key feature of the future land use concept is the attempt to strike a balance between meeting future growth needs while safeguarding the established land use patterns and the special qualities

MAP 2.3 - FUTURE LAND USE



that South Ogden is known for. It envisions the preservation of established single-family residential neighborhoods and supports the application of transitional uses and buffers that will help minimize the impact of redevelopment on established residential districts in particular.

Another key land use concept supports the preservation and enhancement of the park and open space system. Key actions to ensure the investment and care that has been placed in the City’s “green structure” is continued with a new focus on establishing a robust trail and trailhead system, and the long-term transformation of Burch Creek corridor into a “green link” trail and bikeway system that will connect the City from southeast-to-northwest.

TABLE 2.2 - FUTURE LAND USE

NAME	ACRES	PERCENT
Single-Family Residential	1,286	51%
Mixed Residential	291	12%
Neighborhood Center	73	3%
Mixed-Use Redevelopment Area	441	18%
School	47	2%
Civic/Institutional	32	1%
Park	109	4%
Open Space	43	2%
Golf Course	137	5%
Cemetery	50	2%
Total	2,508	100%



Imagine what it would be to explore Burch Creek up close.

City Center and South Gateway districts are projected to be redeveloped into mixed-use destinations over time, providing new housing, commercial, civic, and cultural services to help meet the needs and demands of the City. The transformation of City Center is anticipated to happen faster than South Gateway, creating the downtown destination that has been missing for so many years (see Centers, Gateways, & Urban Design section on page 48 for details).

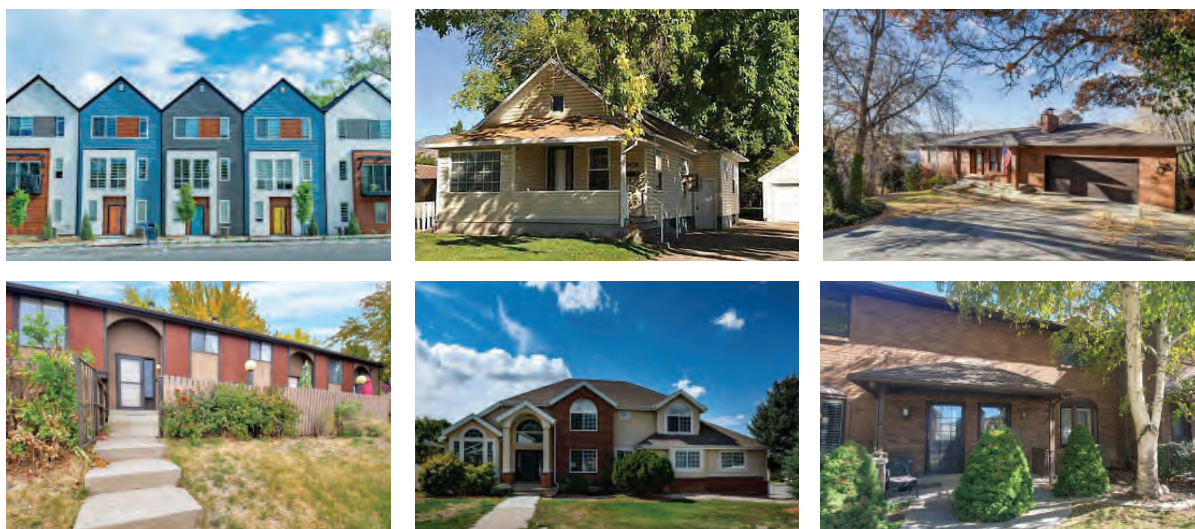
FUTURE LAND USE TYPES

The following pages describe the proposed future land uses in greater detail. The general vision protects existing land use patterns and neighborhoods while introducing a wider variety of residential and commercial uses. The majority of single-family neighborhoods are preserved and protected, with higher-density residential and mixed uses encouraged at existing and new centers. Transitional uses should be used to buffer existing low-density neighborhoods from higher-density areas.



SINGLE-FAMILY+ RESIDENTIAL

Existing single-family neighborhoods are preserved according to current zoning. Consisting primarily of detached single-family homes, this category also includes existing, duplex, triplex and four-unit residences. The few vacant sites that remain which are suitable for development should be infilled in a manner that is consistent with the character of the surrounding neighborhood. New types of residential uses such as Accessory Dwelling Units (ADUs) are encouraged to introduce easy-to-achieve housing affordability to these areas and the City as a whole.



Examples of Single-Family+ Residential

MIXED-RESIDENTIAL

These are transitional residential areas that serve as buffers between mixed-use and higher-density areas and existing single-family neighborhoods. Typical uses might include smaller lot single-family and “Missing Middle” housing types, including patio homes, townhomes, multiplexes, assisted living, and similar uses with maximum heights up to three or four stories. ADUs should also be encouraged in these areas to increase the supply of affordable housing in established neighborhoods.



Examples of Mixed Residential



MIXED-USE REDEVELOPMENT AREAS

These areas provide the greatest potential for targeted growth in the City, typically as part of redevelopment efforts. They offer the highest density and are intended to bring energy and vitality to the City. Mixed-use redevelopment areas are not only places to live but places where people can access goods and services, recreate, gather, and celebrate together. These areas typically include a community destination, a retreat, or a place to hang out. They provide both economic and social vitality to the City and enhance the local “sense of place” when carefully designed and implemented.

Mixed-use land uses typically bring commercial and residential uses together in a single area. Retail-oriented centers, for example, feature small-scale retail businesses that provide goods and services to both local residents and pass-through traffic on US-89 and Washington Boulevard. These centers may include businesses such as grocery stores, convenience stores, pharmacies, and specialty boutique retailers, but should also include a mix of residential uses. Restaurants and other food service businesses are also encouraged in these pedestrian-friendly places (see Centers, Gateways, & Urban Design section on page 48 for details).



Examples of Mixed-Use Redevelopment Areas

NEIGHBORHOOD CENTERS

Neighborhood centers are intended to provide meaningful destinations for residents of adjacent neighborhoods, usually within walking distance from home. They should be small and intimate in nature, with an emphasis on meeting the daily living and service needs of residents through the inclusion of local businesses such as eateries and boutique retail operations. However, they may also include offices, civic use, parks and plazas (see Centers, Gateways, & Urban Design section on page 48 for details).



Examples of Neighborhood Centers

CIVIC, INSTITUTIONAL, & SCHOOLS

The key existing civic use is City Hall, which is located in City Center/40th Street district and serves as a transition between well-established residences and newer higher-intensity commercial and mixed-use areas. City Hall is envisioned to be maintained as the primary civic destination for the long term, with additional park and recreation amenities added to enhance its role as a key public destination. South Ogden's schools are also key institutions in the community and should be well incorporated and supported indefinitely.



South Ogden City Hall and examples of other Civic, Institutional, & School uses

PARKS & OPEN SPACES IN SOUTH OGDEN

South Ogden is home to a robust and wide range of parks and open spaces. As highlighted in Chapter 6, existing facilities should be maintained and enhanced, and new parks and public spaces established in the emerging City Center to help meet needs and maintain existing levels of service. Natural open space, including the critical environment along Burch Creek, should be maintained and preserved as natural preserves and to remind future generations of the natural setting upon which the City was built. (See Layer 3: Green Structure on page 35 for more detail).



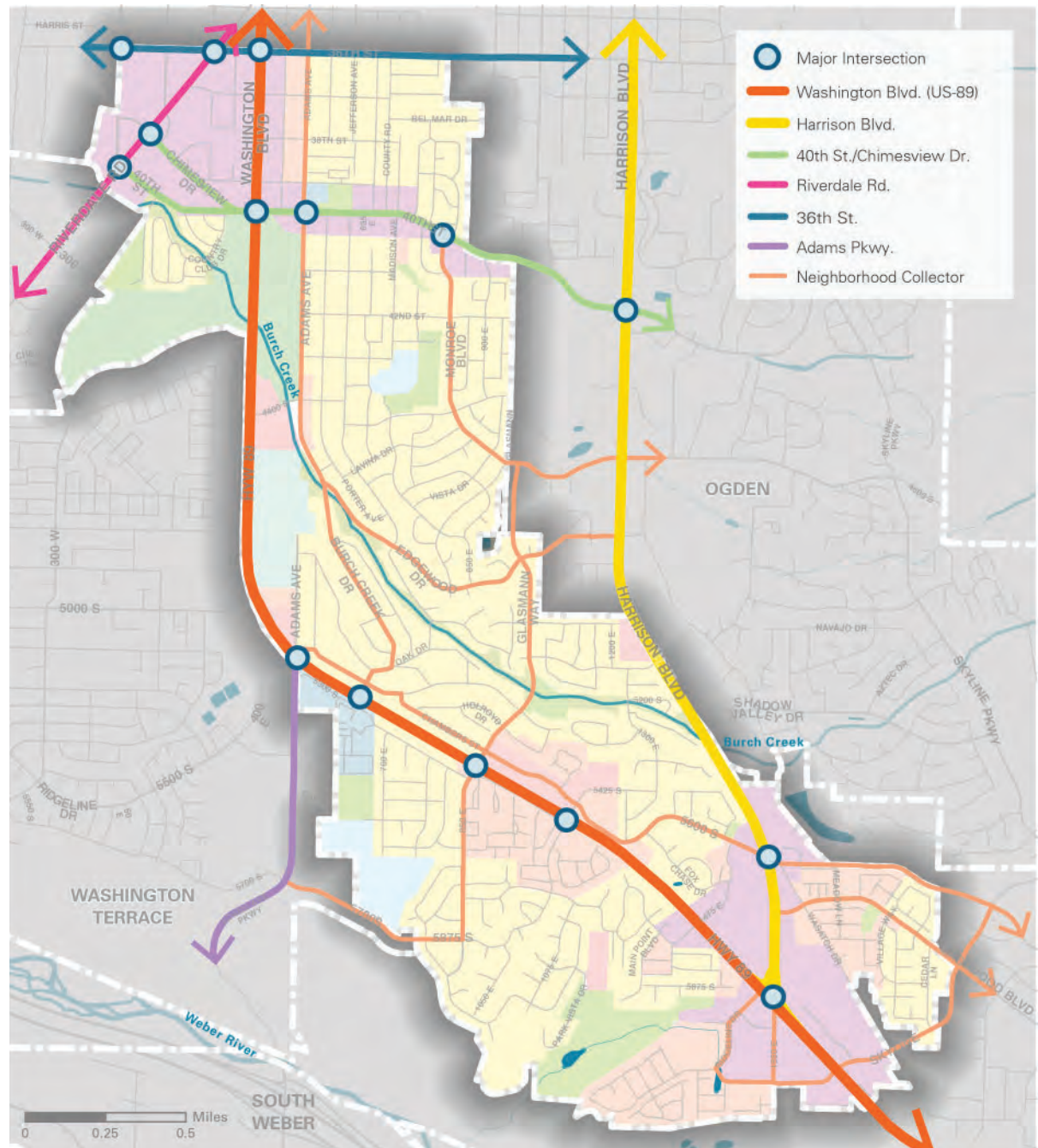
Examples of Parks & Open Space



LAYER 2: MAJOR CORRIDORS

As one of several cities within the greater Ogden region, South Ogden is crossed by several major corridors, providing both opportunities and challenges for the community. These corridors are illustrated in **Map 2.4** and followed by descriptions and enhancement ideas focused on the accommodation of all types of traffic, including pedestrians and cyclists as well as vehicles (See Chapter 3: Transportation for additional detail).

MAP 2.4 - MAJOR CORRIDORS





MAJOR CORRIDORS

US-89/WASHINGTON BOULEVARD

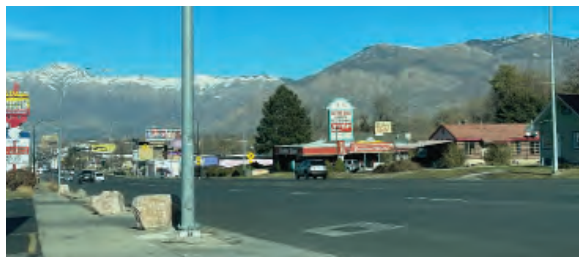
US-89 runs in a north-to-southeast direction, linking South Ogden to Ogden in the north and to I-84/Davis County to the south. It is the primary north/south connector in the City, linking City Center and South Gateway districts together. As the key roadway in the City, it is essential that it is a safe environment for all users.

For analysis purposes, Washington Boulevard has been divided into north, central and south segments. The **north segment** extends from 36th to 40th street, passing through City Center and the “heart” of the community. It is in this area that the highway becomes a distinct urban corridor, and where the name of US-89 changes to Washington Boulevard. This segment of Washington Boulevard is the “main street” of the City.

The **central segment** provides a direct connection between City Center and South Gateway while also providing limited access to local neighborhoods. In contrast to the north segment, this portion of the roadway functions primarily as a high-speed highway.

The **south segment** traverses South Gateway, extending from Crestwood Drive in the north to the southern boundary of the City. This segment has been upgraded over the years and has better access control than the other segments, with clear but limited access points to adjacent commercial uses.

HARRISON BOULEVARD



US-89, North Segment



US-89, Central Segment



US-89, Historic Main Street Section



US-89, South Segment



Harrison Boulevard is a north-to-southwest roadway that connects with US-89 in the heart of South Gateway area. The corridor is an alternative to Washington Boulevard and serves as a regional connection between US-89, McKay-Dee Hospital, and Weber State University. Similar to US-89, the size and speed of the road and two major intersections within the South Gateway area make it difficult for pedestrians to cross.



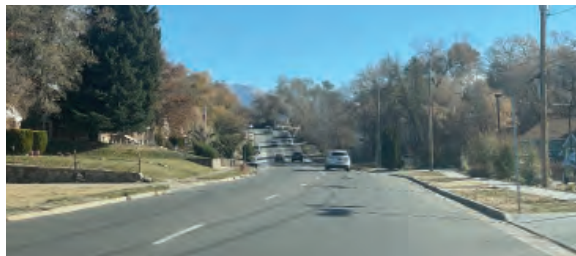
Harrison Boulevard near the City Boundary



Harrison Boulevard near US-89

40TH STREET

40th Street is an important east-west connection. Located in the northern portion of the City, the roadway has sidewalks on both sides of the street but lacks cycling infrastructure. The roadway connects nearby residents to various community locations, such as South Ogden's City Center, 40th Street Park, and McKay-Dee Hospital. The City recently added three new pedestrian crossings with rectangular rapid flashing beacons on 40th Street east of Washington Boulevard, which are intended to make access across 40th Street safer and easier. The City also investigated the feasibility of implementing bicycle infrastructure on 40th Street but determined it prohibitively challenging due to the limited width of the road right-of-way. Recent and planned housing developments along 40th Street will increase the number of people who walk, cycle, and drive in the area, making it important that additional access improvements are undertaken in the future.



40th Street looking East



40th Street looking East

36TH STREET

36th Street serves as the northern boundary of South Ogden and is also an important east-west connection. A short buffered bike lane segment is located on the eastern end of the roadway, which turns into a parking shoulder.



36th Street looking east



36th Street looking west

RIVERDALE ROAD

Riverdale Road is located in the northwestern corner of South Ogden. It is a principal arterial roadway that provides a direct connection between I-15 and US-89. The roadway environment is unwelcoming to cyclists and pedestrians due to high traffic volumes and speeds, numerous curb cuts, and shoulders that transition into turning lanes at intersections. The Riverdale Road and 40th Street intersection experiences particularly high traffic volumes and is a primary route to McKay Dee Hospital and Weber State University to the east.



Riverdale Road looking south



Riverdale Road/40th Street Intersection

OPPORTUNITIES FOR IMPROVEMENT

The following enhancements are suggested to make South Ogden's major corridors more safe, functional and accessible to local residents and visitors.

US-89/WASHINGTON BOULEVARD

- Incorporate an off-street multi-use path along the roadway edges. This should be a safe, fully-separated, and comfortable pedestrian and cycling facility.
- Add enhanced street crossings typical for downtown areas such as those found in Ogden. These could include pedestrian underpasses, HAWK beacon signaled crosswalks, and additional automatic signalized intersections.



- Improve the street's side treatments with improved sidewalks, a multi-use trail, street trees, and other landscape enhancements as illustrated in **Figure 2.4** and **Figure 2.5** on page 58.
- Introduce a new transit route or shuttle service linking City Center with South Gateway to enhance access to the various activity centers and neighborhoods along US-89.

HARRISON BOULEVARD

- Provide easily-accessible and safe pedestrian infrastructure within the Harrison Boulevard and US-89 intersection, including safe and efficient crosswalks.
- Improve the street's side treatment with improved sidewalks, a multi-use trail, street trees, and other landscape enhancements as illustrated in **Figure 2.7** on page 60.

40TH STREET

- Improve pedestrian access to the corridor, particularly from adjacent neighborhoods. Improvements could include adding sidewalks on Porter Avenue and Jefferson Avenue.

36TH STREET

- Extend this buffered bike lane west to Wall Avenue to provide a safer cycling connection with existing bicycle routes, such as Wall Avenue, Lincoln Avenue, and Riverdale Road

RIVERDALE ROAD

- Reduce the curb corner radii and increase crosswalk timing at the 40th Street/Riverdale Road intersection to improve the overall pedestrian crossing experience.
- Add a multi-use path or protected bike lanes along Riverdale Road.



Examples of Major Corridor Improvements



LAYER 3: GREEN STRUCTURE

As illustrated in **Map 2.5**, this section solidifies the vision for parks, open spaces, trails, and other recreational facilities. It also addresses the number, size, distribution, features, and condition of existing recreational facilities, and indicates how current recreation needs are being met and what is needed to improve access and equity.

MAP 2.5 - GREEN STRUCTURE





EXISTING CONDITIONS

EXISTING PARKS

South Ogden is fortunate to have nine public parks that comprise a total of 109 acres of land. **Map 2.5** illustrates the location of existing parks, open spaces, and trails in the City. Each park provides a variety of recreational opportunities and amenities, which taken together help meet the recreational and open space needs of the community. **Table 2.3** provides a detailed inventory of each park and the amenities they contain.

TABLE 2.3 - PARK AMENITY MATRIX

NAME	ACRES	RESTROOM	PAVILION	MULTIPURPOSE FIELD	BASEBALL/SOFTBALL	TENNIS	PICKLEBALL	VOLLEYBALL	BASKETBALL	PLAYGROUND	WALKING PATH	WATER ACCESS	OTHER
Community Parks (10+ acres)													
Nature Park	54.7	1	1	0	0	0	0	0	0	2	Y	Y	*
Friendship Park	10.7	1	1	1	3	1	0	0	0	1	Y	N	-
Burch Creek Park	14.4	1	1	1	0	0	8	0	2	4	Y	N	-
Club Heights Park	10.9	1	1	1	1	0	0	0	0	1	N	N	-
Subtotal	90.7	5	4	3	4	1	8	0	2	8	-	-	-
Neighborhood Parks (3-10 acres)													
40th Street Park	5.5	1	1	1	0	2	0	0	1	2	N	N	-
Glasmann Way Park	7.6	1	3	1	0	0	0	0	0	0	Y	Y	-
Subtotal	13.1	2	4	2	0	2	0	0	1	2	-	-	-
Local Parks (<3 acres)													
Ferrell Park	1.1	0	1	1	0	0	0	0	0	1	N	N	-
Madison Park	2.0	1	1	1	0	0	0	0	0	0	N	N	-
Meadows Park	2.4	0	0	1	0	0	0	0	0	1	N	N	-
Subtotal	5.5	1	2	3	0	0	0	0	0	2	-	-	-
TOTAL	109	8	10	8	4	3	8	0	3	12	-	-	-

* Nature Park also has a splashpad and amphitheater



Burch Creek Park



Friendship Park



Nature Park



To determine whether South Ogden’s existing parks, open space, and trails meet community needs, two different analyses were undertaken. The first is a Level-of-Service (LOS) Analysis, which examines park acreage in relation to population. The second is a Distribution Analysis, which evaluates the geographic distribution and influence of parks and trails within the City, which helps identify areas where service gaps exist.

EXISTING LEVEL-OF-SERVICE ANALYSIS

Level-of-Service (LOS) Analysis is a method that was developed by the National Recreation and Parks Association (NRPA) several decades ago to assist communities in evaluating whether their park resources are sufficient for meeting anticipated needs. LOS is calculated as a ratio, which is derived by dividing the total acres of parkland by the population and multiplying by 1,000. The resulting ratio represents the number of park acres available for every thousand residents.



According to this method, South Ogden has an existing park LOS of 6.3 acres for every 1,000 residents. This was determined by dividing the total park acreage (109.3) by the 2020 population (17,488) and multiplying by 1,000. Civic building sites, local school fields and grounds, private parks, and similar public properties such as retention basins were excluded from the calculations since they are either owned/managed by others, are not freely available to the general public, or do not meet traditional park needs.

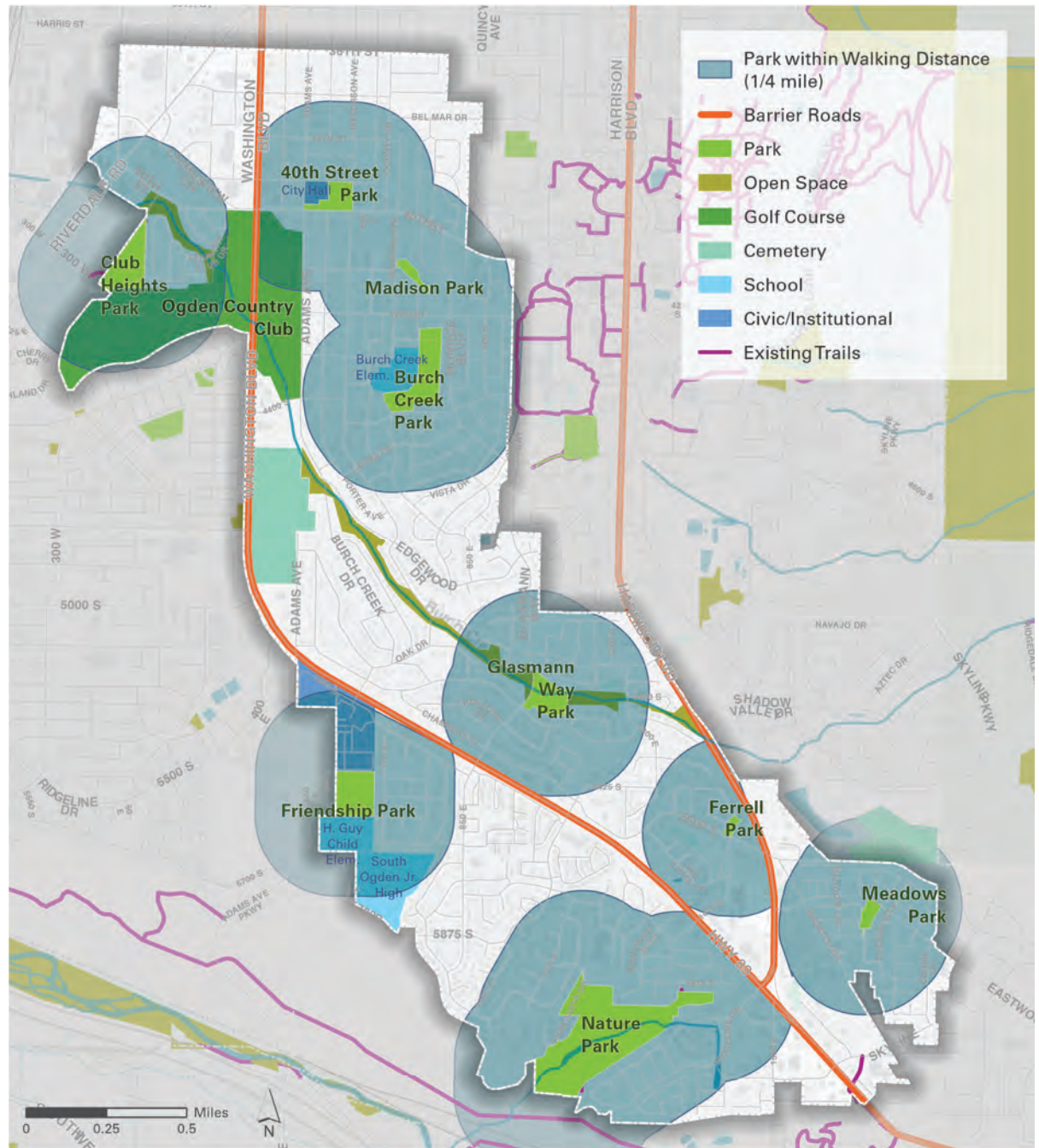
LOS Analysis is a useful tool that can help South Ogden gauge the existing supply of parks and determine whether additional parkland is required to meet the future vision of the City as it continues to grow and mature. Based on a review of comparable communities in the region, South Ogden significantly surpasses the level of service provided in other cities approaching buildout, which is a testament to the proactive planning that has taken place here over time.

EXISTING DISTRIBUTION ANALYSIS

During the public engagement process, residents indicated that it is extremely important to have trails and parks within walking distance of homes (**Appendix A**). **Map 2.6** illustrates the areas within the City that are within a quarter-mile of a park or trail, which roughly equates to a 15-minute walk. Overall, the City has a generally good distribution of parks, although the lack of trails and trailheads makes it difficult for neighborhoods that lack direct access to a nearby park to easily and safely access them along a dedicated trail. Since there is little vacant land remaining to develop new parks, the provision of additional trails to facilitate park access should be a recreational priority for the future. It is also recommended that a new park be located within City Center to help meet the needs of a growing downtown district (see for page 46 details).



MAP 2.6 - EXISTING PARKS & TRAILS WITHIN WALKING DISTANCE OF HOME



PARK AMENITIES & CONDITIONS

Another assessment tool considers the quality and defining characteristics of existing parks, including their setting, design, condition, and amenities. South Ogden has been making progressive and substantial enhancements to the park system in recent years, increasing both the number and quality of parks systemwide. Within the past five years alone, the City has added two new parks to the system — Burch Creek Park and upper Club Heights Park — and is currently preparing to upgrade Meadows Park. The City is also in the process of designing a new skate park at 40th Street



Park near City Hall. As indicated by the high marks provided by survey participants, the local park system and the high level of service are key contributing factors to the high quality of life in South Ogden.

EXISTING OPEN SPACE

Natural and undeveloped open space is an essential component of a comprehensive and balanced parks and recreation system. This is particularly true in South Ogden, where Burch Creek runs through several of its neighborhoods before extending into Ogden Golf and Country Club. Public input indicates strong support for access to open space, particularly near Burch Creek and other natural features. The South Ogden Nature Park is the most popular park, further highlighting the importance of natural lands to City residents.

Natural open space provides a host of ecological benefits which are equally important. For example, natural open space can help purify soil, water, and air, and can even help absorb and deflect noise, wind, and visual disturbances. Natural lands can also help store stormwater, absorb carbon and reduce urban heat. They can also provide wildlife habitat, cool hot winds, and provide a pleasing psychological connection to nature within the City.

In contrast to parks, Level of Service (LOS) and similar analyses are not typically used to assess open space, since such lands and sites are naturally occurring and not sited or developed to meet specific needs. Instead, open spaces are typically acquired on a case-by-case basis as opportunities arise. Priority should be placed on acquiring additional open spaces that expand the existing public open space system or preserve natural drainages and other sensitive lands. In contrast, small and disconnected open spaces should be avoided as they provide limited positive impact and can be difficult to access and maintain.



South Ogden Nature Park



Burch Creek



EXISTING TRAILS

Trails are essential transportation and recreational amenities that provide connections between home, work, and play. They also serve a wide range of users (walkers, runners, and cyclists, for example) and user groups (individuals, families, athletes, youth, seniors, commuters, and casual recreationists).

According to the results of the public engagement process, trails are the most desired and used type of recreational facility in South Ogden, which is somewhat of a surprise when considering that the South Ogden trail system is small, with designated trails limited to locations in existing parks. For example, South Ogden Nature Park is the City's most used park and encapsulates the majority of the City's trail system. Since the City is almost entirely built-out, trail construction will be challenging, but should nevertheless be among the City's highest long-term priorities.



Glasmann Way Park Perimeter Trail



South Ogden Nature Park Trail

FUTURE PARK AND TRAIL IMPROVEMENTS

With an existing level-of-service that exceeds six acres per 1,000 residents, access to quality parkland is relatively high. It is therefore recommended that the City focus on the following enhancements as the City continues to grow and evolve:

- Provide a comprehensive and robust network of multi-use trails throughout the City;
- Continue to update and enhance existing South Ogden Parks to meet changing resident needs; and
- Develop a new “urban park” within the heart of City Center to serve the needs of new residents in the area and to accommodate special events and activities.

A COMPREHENSIVE NETWORK OF TRAILS

As already indicated, there is strong public support for additional trails in South Ogden. The provision of additional trails and related amenities was the most requested recreational amenity by residents in the community survey. South Ogden currently has a very limited trail system that only exists within its public parks. As a result, trail development should be a key focus as the City continues to grow.

Map 2.5 illustrates a proposed system of interconnected trails and trail corridors. The suggested routes are conceptual in nature, with detailed alignments to be determined with the acquisition and development of each route. The proposed network consists of four major trail corridors that connect and serve local neighborhoods with parks and key destinations in the City and beyond. These corridors include Washington and Harrison Trails, Burch Creek Trail, East-Bench Trail, and the Glasmann Way Trail. Additionally, secondary connector trails are proposed, providing connections between major trails and key parks and destinations in the City. Each trail corridor is described in greater detail below. This plan acknowledges that implementation of the trail vision may take generations to realize, and that interim solutions may be necessary in the short term before fully-separated trail corridor easements can be acquired.

WASHINGTON & HARRISON TRAILS SYSTEM

Washington and Harrison Trails run adjacent to South Ogden's two major highways: Washington Boulevard (US-89) and Harrison Boulevard (SR-203). These trails serve as the spine of the South Ogden trail system, providing a direct connection from City Center to South Gateway Center, and linking with all other existing and envisioned trails.

Washington and Harrison Trails are intended to serve as regional routes, extending into adjacent communities and beyond. They should be wide enough to accommodate pedestrian and bicycle traffic in both directions and be offset from the road as much as possible to mitigate traffic noise and safety concerns. Street Trees and other landscape enhancements should be used to buffer the trails from the high-speed traffic traversing the adjacent roadways and for providing shade to trail users. Special design considerations will be needed at major intersections to ensure users are able to cross intersections safely, comfortably, and efficiently.



Inspirational examples for the Washington & Harrison Trails

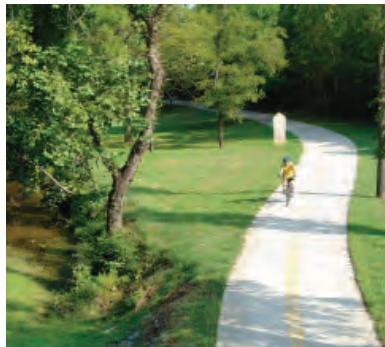


BURCH CREEK TRAIL

Burch Creek is one of the greatest natural assets found in South Ogden. It is a major drainage conveying water westward from the steep Wasatch slopes in the east toward the Weber Valley, Weber River, and eventually the Great Salt Lake far to the west. Despite the important role the creek plays, public access is limited due to challenging topography and a location that extends through private property. The establishment of a complete Burch Creek Trail would be beneficial to the community, as it would serve as a significant trail corridor while also providing public access to a unique natural waterway and open space feature. Implementing a trail along the creek would allow people to access Burch Creek and experience the beauty offered along the route. The trail would also provide an important connection to the well-loved Burch Creek Trail in Wasatch Mountains to the East, Weber River to the west, and City Center in between.

Since establishing a trail along Burch Creek will be challenging, it should be viewed as a long-term goal that may take several decades to fulfill. The City should work to obtain access and trail easements to Burch Creek as opportunities arise, and consider negotiating public access agreements along the edges of the creek where it passes through Ogden Golf and Country Club.

In some areas, trail development along Burch Creek may be challenging due to site conditions and access restrictions on private property. In such cases, the trail may need to be diverted to adjacent streets to ensure the corridor is complete and intact. Such solutions should only be undertaken once other options prove unworkable, as the intrinsic value of the trail will be significantly diminished once street-side.



Inspirational examples for the Burch Creek Trail



Example design solutions for street-adjacent trail segments where a creekside trail is not feasible

EAST BENCH TRAIL

East Bench Trail runs along the City’s Southwest boundary, adjacent to the South Ogden Nature Park and continuing past South Ogden Jr. High, H. Guy Child Elementary and Friendship Park. While the majority of the trail is likely to be located within unincorporated Weber County, the trail would be highly beneficial to the South Ogden community, providing access to natural open space and sweeping views across the valley and beyond.

Depending on the results of detailed assessments yet to come, the East Bench Trail may be best suited as an unpaved trail, similar to the Bonneville Shoreline Trail. A trail connection from the East Bench Trail down to the Weber River Regional Trail would be a major asset, and should be pursued.



Inspirational examples for the East Bench Trail

GLASMANN WAY TRAIL

Glasmann Way Trail is a street-adjacent trail that would provide a mid-City connection, linking the Washington, Burch Creek, and East Bench Trails and three South Ogden public parks (Glasmann Way Park, Burch Creek Park, and Madison Park). This is an important neighborhood connection, as it runs through seven of South Ogden’s eleven neighborhoods.

The trail runs along 850 East, Glasmann Way, Monroe Boulevard, and Madison Avenue - all of which have wide street right-of-ways that could accommodate a street-adjacent trail. The inclusion of street trees, trail lighting, and enhanced intersection crossings should be considered as the trail is designed and implemented.



Inspirational examples for the Glasmann Way Trail



CONNECTOR TRAILS

Connector trails provide necessary links between major trail corridors and community destinations. These trails tend to be shorter trail segments that will likely see less foot traffic. However, they are necessary for a well-connected and functioning trail system. Special priority and treatment should be given to the north-most segment connecting the Glasmann Way, Washington, and Burch Creek trails to the future City Center Park.



Inspirational examples for the Connector Trails

TRAIL STREET CROSSINGS

Appropriately designed street crossings are essential for a functional and safe trail network. Generally speaking, trail crossings are best located on local streets, which have much lower speeds and fewer lanes than larger street types. Collector Streets have more lanes, more traffic, and faster speeds, conditions that require enhanced crossing solutions such as the installation of warning lights or crossing signals and HAWK (High-Intensity Activated crossWalK) Beacons, a traffic control device used to stop road traffic and allow pedestrians and cyclists to cross safely.



Example of a HAWK Beacon

Arterial Streets include high traffic levels and fast-moving vehicles, which require the most restrictive crossing tools and facilities including traffic signals and grade-separated crossings such as tunnels and bridges. Research indicates that the most highly-utilized trail systems utilize grade-separated road crossings, as they support a safer, uninterrupted experience.

TUNNELS

Two tunnels are proposed under Washington Boulevard (US-89) as the City grows and evolves. The first is located south of 40th Street where Burch Creek links the east and west portions of Ogden Golf and Country Club. A tunnel already exists in this location for golf course users and could be adapted to provide a public trail connection, thereby reducing implementation costs. Access will need to be negotiated with Ogden Golf and Country Club, Weber County, and other stakeholders, which is likely to take time and perseverance.

A second tunnel is proposed at approximately 38th Street and Washington Boulevard to safely connect the bustling City Center on the west side of Washington Boulevard with the smaller-scale “Old Town” portion of downtown to the east. Since the slope drops steeply to the west on the west side of the roadway, a tunnel is probably better than a bridge at this location, although detailed analysis and design will need to be undertaken to determine the optimal solution.



Inspirational examples for pedestrian tunnels

AT-GRADE CROSSINGS

When grade-separated crossings are not feasible, at-grade crossing enhancements should be considered. Examples of such improvements include curb bulb-outs, raised crosswalks, and pedestrian refuges to decrease crossing distances, increase pedestrian visibility, slow traffic, and support trail continuity. If traffic is particularly fast or heavy, a HAWK (High-Intensity Activated Crosswalk) beacon may be installed, allowing pedestrians to activate a traffic stop to facilitate a safe crossing.



Inspirational examples for at-grade pedestrian crossings

REINVEST IN EXISTING PARKS

As previously indicated, South Ogden City has made a significant effort to improve the quality of its park system and it is recommended that it continue in that direction in the future. Some parks are currently underutilized, due in part to the lack of amenities and aging infrastructure.

Replacing old playground equipment, re-surfacing parking lots, and replacing worn-out play equipment and amenities are normal for maturing cities and are essential if the parks, recreation, trails, and open space system is to continue to thrive. It is recommended that the City conduct



a Park System Inventory and Conditions Assessment, detailing individual park amenities and their current condition which can serve as the basis upon which future improvements and upgrades can be prioritized and phased. When improving parks, the City should remember to engage with the surrounding neighborhood and the community at large to ensure investments meet the needs and desires of residents.

DEVELOP A NEW URBAN PARK IN CITY CENTER

City Center west of Washington Boulevard is anticipated to become an active, vibrant neighborhood — a place where people come to gather and meet, and where residents and visitors converge for special events and festivals. At present, the area lacks any meaningful open space or parks, which is essential for ensuring the area becomes the community destination and draw that is anticipated.

A new “urban park” is proposed to help meet this need. The new park does not need to be large, but should instead provide features and be designed in a manner that supports the anticipated events and activities of the center. City Center Park should be a flexible place, supporting a range of activities and uses. It should also be an active place, that is actively programmed with frequent community events and programs, large and small. It should also be an engaging and comfortable place where users want to linger and return frequently. Finally, City Center Park should be linked to the rest of the community through a comprehensive system of sidewalks, plazas, and street crossings trails that are connected to community and regional destinations near and far.

IMPROVED PARK AND TRAIL ACCESS

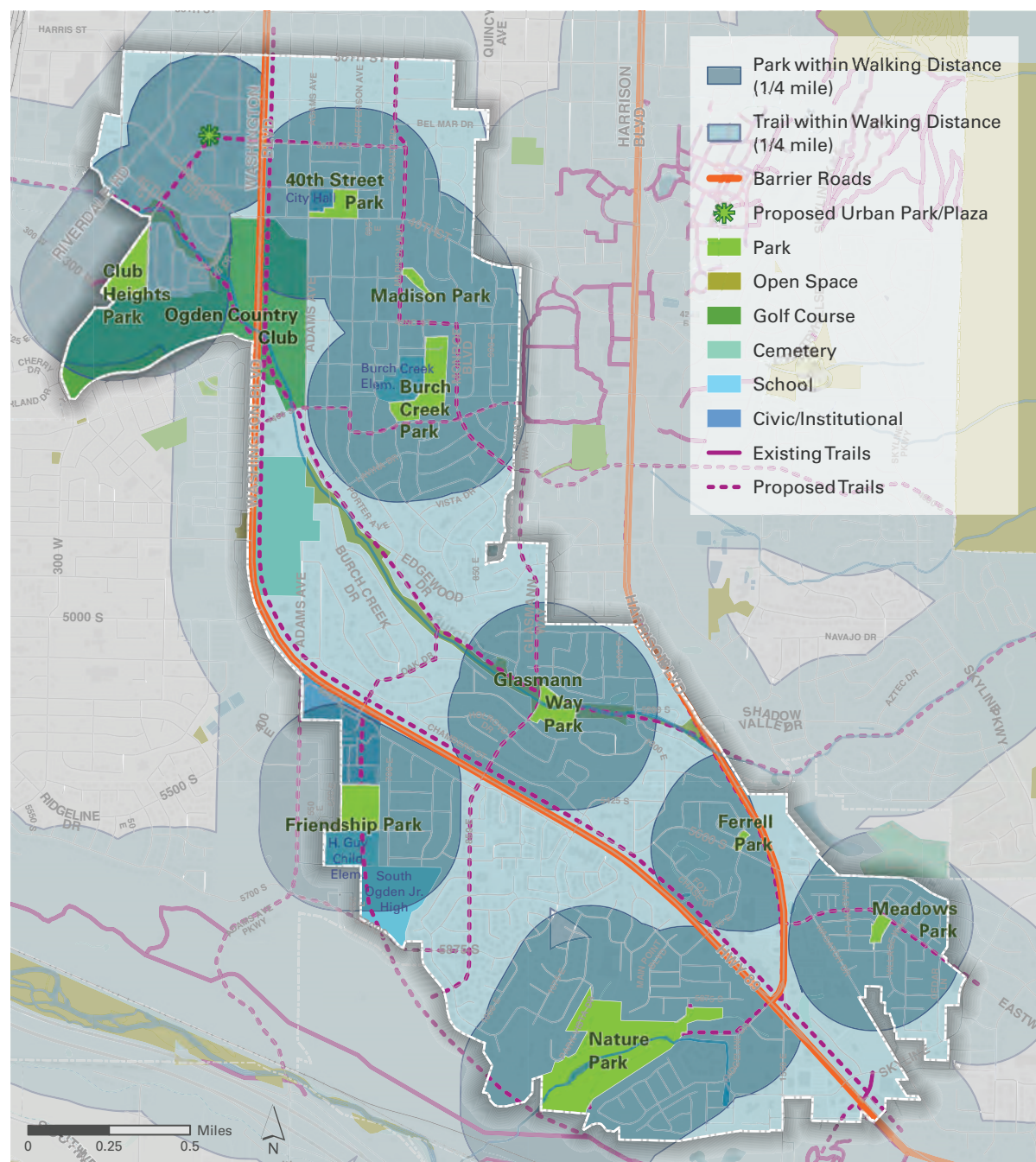
Map 2.7 illustrates the walkshed of both existing and proposed park and trail facilities. With the



Inspirational examples for a urban City Center Park

addition of the proposed urban park/plaza at City Center and the future trail system (described in the next section), all South Ogden residents would theoretically have a trail or park within walking distance (¼ mile) from their homes. However, the circuitous street layout and extensive use of cul-de-sac and dead-end streets in some neighborhoods reduce pedestrian connectivity and result in longer walking distances. Nevertheless, the proposed park and trail enhancements will result in better access to parks and trail by foot or bike.

MAP 2.7 - PROPOSED PARKS & TRAILS WITHIN WALKING DISTANCE OF HOME

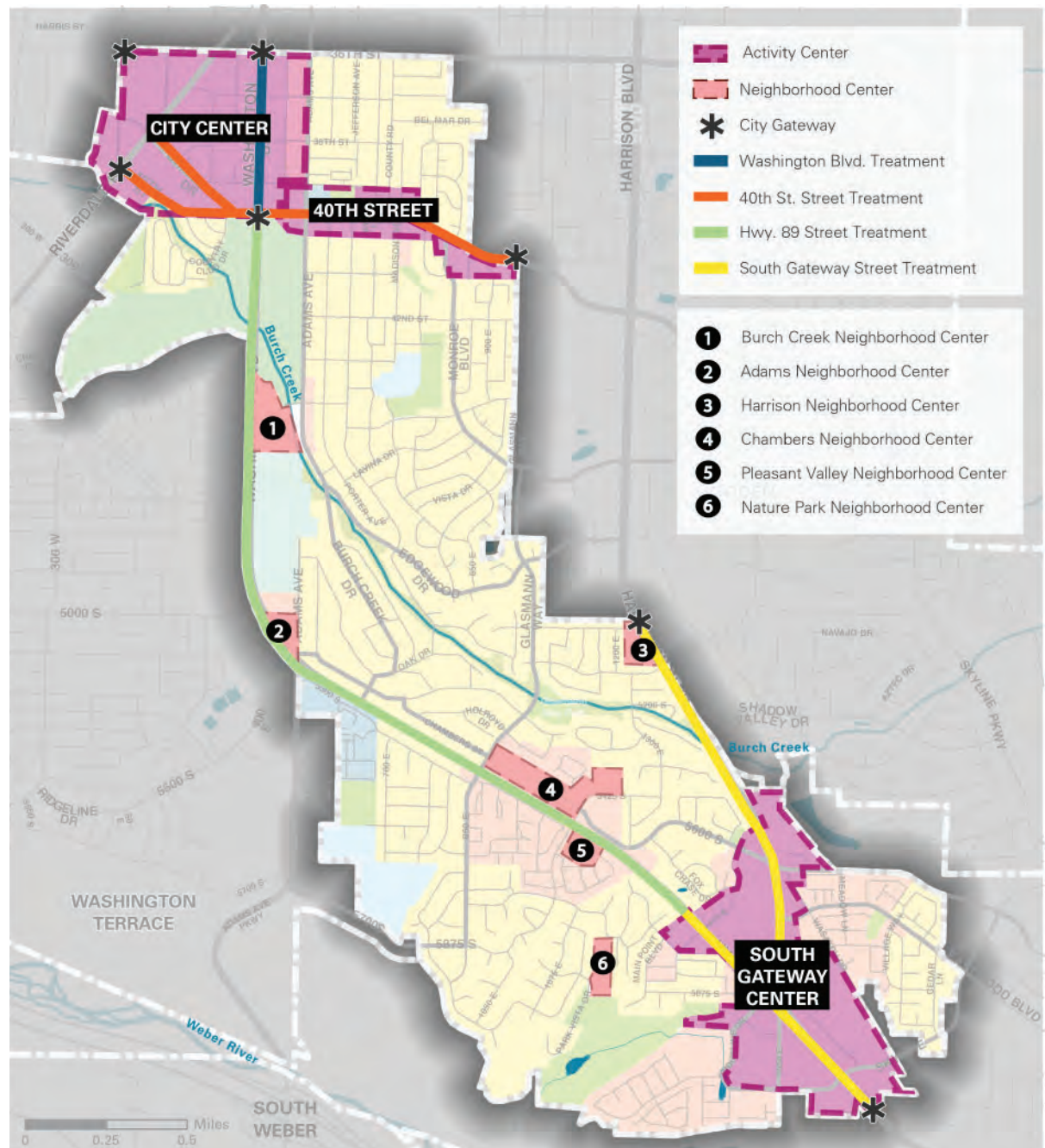




LAYER 4. CENTERS, GATEWAYS & URBAN DESIGN

The interface between South Ogden and adjacent communities is somewhat blurred, with few indicators that one is entering or leaving the City. Once here, it is not always clear where key destinations and centers are located, or how to get to them. Diverse City centers, quality urban design, attractive streetscapes, and strong gateways are needed to provide a stronger identity and clarity to visitors in particular. **Map 2.8** indicates the location of the City's centers that are supported by gateway and corridor treatments to ensure future growth and infrastructure improvements further strengthen the urban form of the City.

MAP 2.8 - CENTERS, GATEWAYS, & URBAN DESIGN ENHANCEMENTS





CENTERS

As a community approaching build-out, future growth will occur almost exclusively through infill and redevelopment of vacant, undeveloped, and under-utilized sites. A limited amount of smaller-scale residential is anticipated in established neighborhoods, focusing on uses similar in scale to established uses. In contrast, larger-scale redevelopment and densification efforts are supported at City Center and South Gateway Center, and to a lesser degree at six Neighborhood Centers located along key corridors and neighborhood junctions.

This section provides a vision for how these places should be developed and transformed into discernible centers to meet the needs of the City. To summarize, they should include sustainable economic development that transforms the community into a more attractive place to live, work, and play. Form-based codes have been developed for each of these sites, which will help ensure future growth is coordinated and beneficial to the community as a whole.

CITY CENTER

City Center is anticipated to become a thriving downtown and the “heart of the City” – a mixed-use destination, comprising a wide mix of commercial, residential and support uses. According to the form-based code adopted in 2016 for this area, City Center should be a thriving destination that is diverse in use, visually appealing, and pedestrian-friendly. However, there are still several urban design challenges that stand in the way of a successful City center:

- City Center is **bisected by Washington Boulevard (US-89)** - a high-speed, five-lane, highway with inadequate sidewalks and bike/pedestrian facilities. The roadway is a significant barrier between the east and west sides of City Center, and as a result, is a challenging barrier to overcome.
- City Center streets and intersections **lack adequate pedestrian/cyclist infrastructure and amenities** to facilitate safe and efficient travel by foot or bike.
- There are **no community gathering and recreational spaces**.
- The **topography is steep** on the west side of Washington Boulevard, making it difficult to establish a strong roadside presence along the highway. However, this situation has a positive side, as it supports the development of a pedestrian tunnel around 38th Street, which could help link the two sides of City Center.
- City Center **lacks attractive streetscapes and gateways**. There is no obvious sense of arrival as one arrives.



Figure 2.2 illustrates an urban design concept for the downtown area, which aims to address the above challenges while building upon City’s existing form-based code. A description of the five subdistricts follows.

FIGURE 2.2 - CITY CENTER URBAN DESIGN DIAGRAM



Inspirational examples for South Ogden’s City Center

CITY CENTER “CORE”

This is the “heart” of City Center, where most of its shops, businesses, and workplaces will be located. This is the densest and tallest part of the area, with storefronts envisioned at street level and the upper stories earmarked for living and working.

CITY CENTER “GENERAL”

This subdistrict provides a transition from the “core” to the edges, incorporating a variety of office, retail and residential uses at a variety of scales.

EDGE

This part of City Center comprises smaller-scale residential buildings, which provide a buffer between existing single-family residential neighborhoods and the “Core” and “General” areas.

40TH STREET “GENERAL”

A corridor district that supports higher-density mixed use-development along 40th Street. Development here is envisioned to be smaller scale and finer grain than the rest of City Center, helping to provide a good fit with adjacent lower-density residences.

RIVERDALE ROAD “GENERAL”

This subdistrict is dominated by car-centric uses, which are buffered to ensure a seamless transition exists with adjacent City Center uses. Typical uses include office, retail, and limited residential uses at a variety of scales, although existing uses such as big box retailers, outdoor sales lots, drive-thrus, and similar auto-oriented uses are likely to be maintained in the future.



Example of a thriving, walkable City center with high-quality streetscapes



CITY CENTER URBAN DESIGN ENHANCEMENTS

Consistent building setbacks and unified street treatments, such as street trees and furnishings, should be used to unify downtown visually. Street trees provide an attractive and unified setting, as well as a canopy of shade and protection from other climatic elements. Wide sidewalks (at least 6 feet in width) facilitate ease of pedestrian access to commercial venues. Even wider sidewalks should be used in the commercial core to accommodate higher pedestrian traffic and encourage flexible uses, such as outdoor eating areas. Traffic calming tools such as bulb-outs, raised crosswalks, narrowed streets, and on-street parking should be used to slow traffic and create a safer and more comfortable pedestrian environment. Street furniture and amenities should also be included, such as benches, trash receptacles, signage and wayfinding, bike racks, and more.

As the major arterial roads bisecting City Center, special design consideration is necessary for both Washington Boulevard (US-89) and 40th Street. Proposed side treatments are illustrated in **Figure 2.4** on page 58 and **Figure 2.6** on page 59. Additionally, more frequent and safer pedestrian crossings are needed to minimize the barrier these roads present to pedestrians. As a UDOT-managed highway, at-grade crosswalks are likely to be difficult to implement on Washington Boulevard. As mentioned previously, a pedestrian tunnel is proposed under Washington Boulevard at 38th street to ensure a safe, and efficient connection between Old Town and New Town without disrupting Washington Boulevard traffic. Additional crossings will be necessary on both roads to maintain adequate pedestrian connectivity.

An urban park is proposed in the core of City Center along with a trail, connecting City Center



Examples of quality urban design in walkable City centers

to the rest of the community. The urban park and trails are detailed in the Green Structure section on page 35. Public art should also be included to help establish a clear and unified identity for City Center.

SOUTH GATEWAY CENTER

South Gateway Center is largely built-out. It is dominated by road-dominant uses. The area includes a mix of big-box and strip-mall commercial and higher-density residential uses. There is potential for the area to evolve into a more pedestrian-friendly center as individual parcels redevelop over time. However, it is anticipated that such transformations will take place much slower in this area in comparison to City Center. The future vision for this area emphasizes commercial uses, although mixed uses are permitted. Walkable site design and pedestrian uses are envisioned in the future, replacing the parking and automobile-oriented layouts that currently exist.

Similar to City Center, a form-based code has been developed for this area which is helping to align growth and development with the future vision. Careful urban design will be necessary to support new pedestrian-oriented development as it occurs. South Gateway Center has a very limited street network, comprised mostly of high-traffic arterial roads. A well-connected street system encompassing a finer grain of local, lower-speed streets with frequent pedestrian crossings and high-quality streetscape enhancements is anticipated as the area transforms.



Inspirational examples for South Ogden's South Gateway Center



NEIGHBORHOOD CENTERS

Six neighborhood centers are proposed throughout the community along key corridors and at neighborhood junctions. These sites are currently dominated by suburban-type commercial and retail developments and are envisioned to be transformed into better-integrated community nodes over time. Neighborhood centers are specifically intended to provide a meaningful destination within walking distance of adjacent neighborhoods. They should be small and local with an emphasis on local eateries or boutique retail, but may also include civic and park uses as well.



Inspirational examples for South Ogden's Neighborhood Centers

BRANDING, NODES, GATEWAY & CORRIDOR ENHANCEMENTS

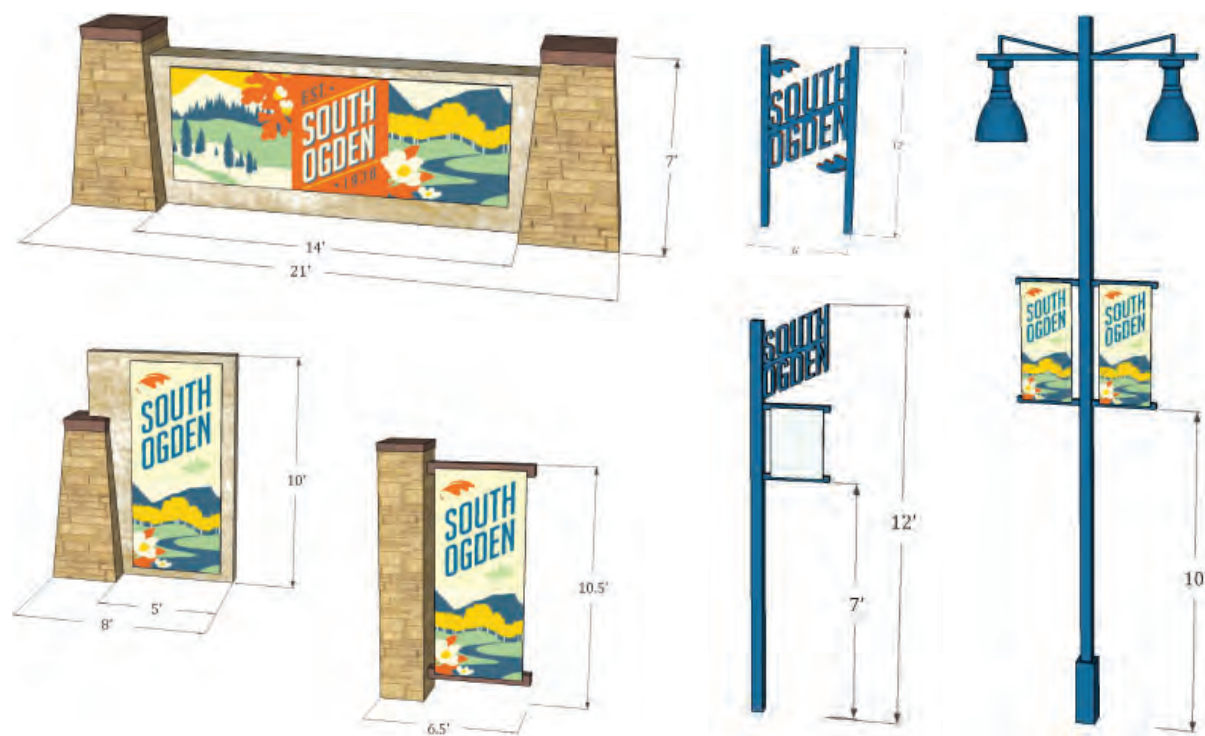
Special urban design treatments should be established at each South Ogden center and along major corridors, trails, and public spaces. Each center should be treated as a special place, which will help residents and visitors understand the function of the place. Gateways should be established to clarify arrival into the City, which should go beyond wayfinding and signage and instead focus on the creation of the City's gateways into great public spaces that are beautiful through the use of engaging landscape treatments and special design details.

REINFORCING THE SOUTH OGDEN BRAND

South Ogden City underwent a rebranding effort in 2016 that resulted in new brand for the City. As illustrated in **Figure 2.3**, the South Ogden brand should be extended into the City landscape, helping to unify signage, furnishings, gateway features, and infrastructure Citywide, reinforcing the brand, and helping to distinguish South Ogden from neighboring communities. Efforts should continue to be made to reinforce the brand in the everyday settings of the City, most particularly at centers and along City streets.



FIGURE 2.3 - EXAMPLE SIGNAGE, FURNISHINGS, & INFRASTRUCTURE THAT REINFORCE SOUTH OGDEN CITY'S BRAND





NODE & GATEWAY TREATMENTS

Clear indications that one has arrived in South Ogden should be established at key entrances into the City. A variety of methods and forms can be used, including enhanced landscaping, coordinated signage, unique landforms, and landscape art. The images below illustrate the range of gateway enhancements that will improve wayfinding in the City helping to delineate the community and its neighborhoods. As indicated in **Map 2.8** and detailed below, South Ogden should develop gateway features at key entrances, intersections, and corridors within the City to provide clear indications when one has arrived. As illustrated in the accompanying images, a variety of gateway methods and forms can be used, depending on site and roadway conditions, including a range of enhanced landscape treatments, coordinated signage, special gateway features and landmarks, unique landforms and landscape art.



Inspirational examples of nodes & gateways



CORRIDOR TREATMENTS

Public road rights-of-way are the largest and farthest-reaching public spaces in the City. Historically, streets and roads have been designated as facilities for automobile traffic and public utilities. As the City continues to mature, actions should be undertaken that transform the street corridor into multi-dimensional infrastructure investments, providing space to accommodate alternative transportation modes and help establish community identity.

Typical corridor treatments with detailed streetscape improvements are illustrated on the following pages for four key roadways. These corridors are highlighted in **Map 2.8** and include the following:

- Washington Boulevard (US-89 as it passes through City Center)
- US-89 connecting City Center and South Town Center
- 40th Street
- South Gateway Center Corridors (US-89 and Harrison Boulevard)

Since these roads are primarily managed by UDOT and would be difficult to alter, the proposed enhancements are focused on street-edge changes associated with the sidewalk and park strip zone. Considered holistically, the enhancements are intended to make South Ogden more bike / pedestrian-friendly and aesthetically pleasing while also helping to clarify the South Ogden brand and establish a clear sense of arrival

WASHINGTON BOULEVARD

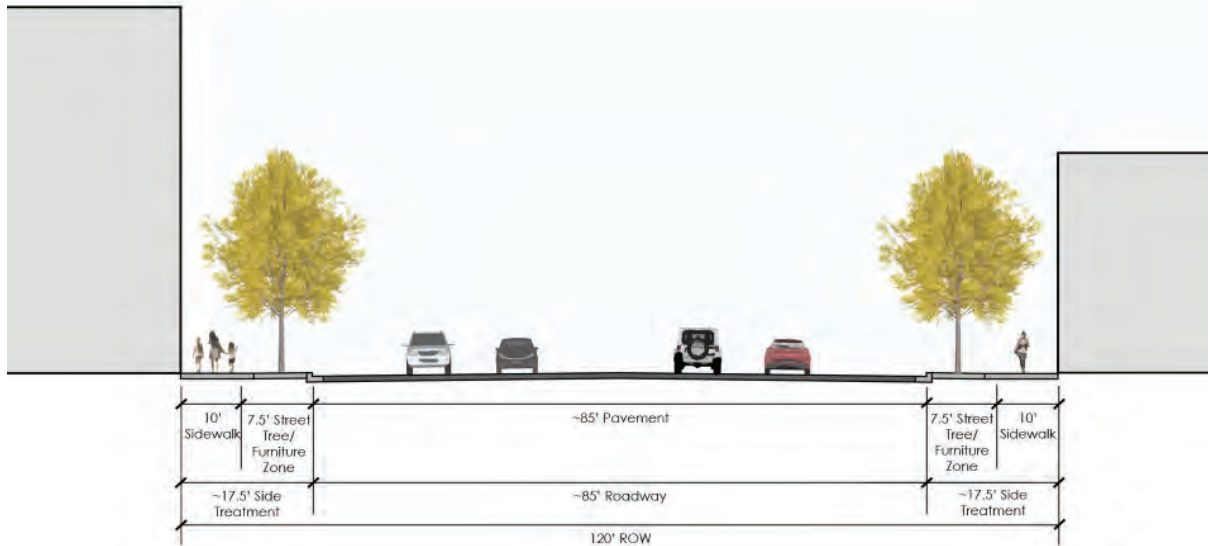
From 36th Street to 40th Street, Washington Boulevard is an 85'-wide highway that bisects the future City Center. As previously indicated, the roadway is fast and wide, creating a significant barrier for pedestrians and cyclists and an unpleasant environment that transmits traffic, noise, and air pollution to the adjacent sidewalks and properties.

As a UDOT-managed road, the City likely has little control over the design of the roadway itself. However, it is recommended that South Ogden should work with UDOT to improve the roadway side treatments as part of making downtown South Ogden a more comfortable pedestrian environment. Traffic calming measures within the roadways such as bulb-outs, islands, signaled, pedestrian crossing, on-street parking, additional street signals, and reduced speed limits should also be discussed with UDOT as part of making this segment of the roadway supportive of the envisioned future of downtown South Ogden.

The street edge is currently dominated by narrow sidewalks with no park strips or street trees. **Figure 2.4** illustrates proposed improvements that widen the sidewalks and add an urban street tree/furniture zone. As shown in the photo below, a similar design has been achieved along Washington Boulevard in downtown Ogden.



FIGURE 2.4 - WASHINGTON BOULEVARD SIDE TREATMENT CROSS-SECTION



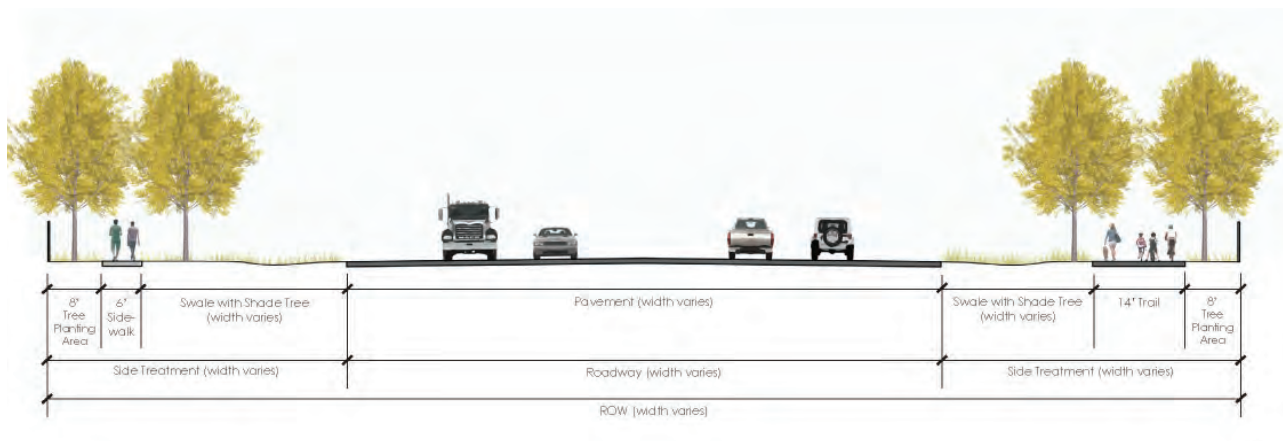
Washington Boulevard, Downtown Ogden, Utah

HIGHWAY 89

Special consideration should be given to beautifying sections of US-89 as it passes through the City, transforming the segment that links City Center with South Gateway Center into a green and lush parkway. Such improvements would provide a positive impression to those traveling through the City, help to reinforce South Ogden's "sense of place," direct views and provide visual buffers, and reduce highway noise in residential neighborhoods.

Figure 2.5 illustrates a potential design solution that includes a wide, multi-use trail on one side of the roads and a wide sidewalk on the other – both flanked by trees, buffering the roadway and providing shade. Both the trail and sidewalk should be offset from the roadway as much as possible to increase pedestrian and cyclist comfort and safety. Additional waterwise plantings or public art within the ROW area would beautify the City and can showcase the artistic expression of the community.

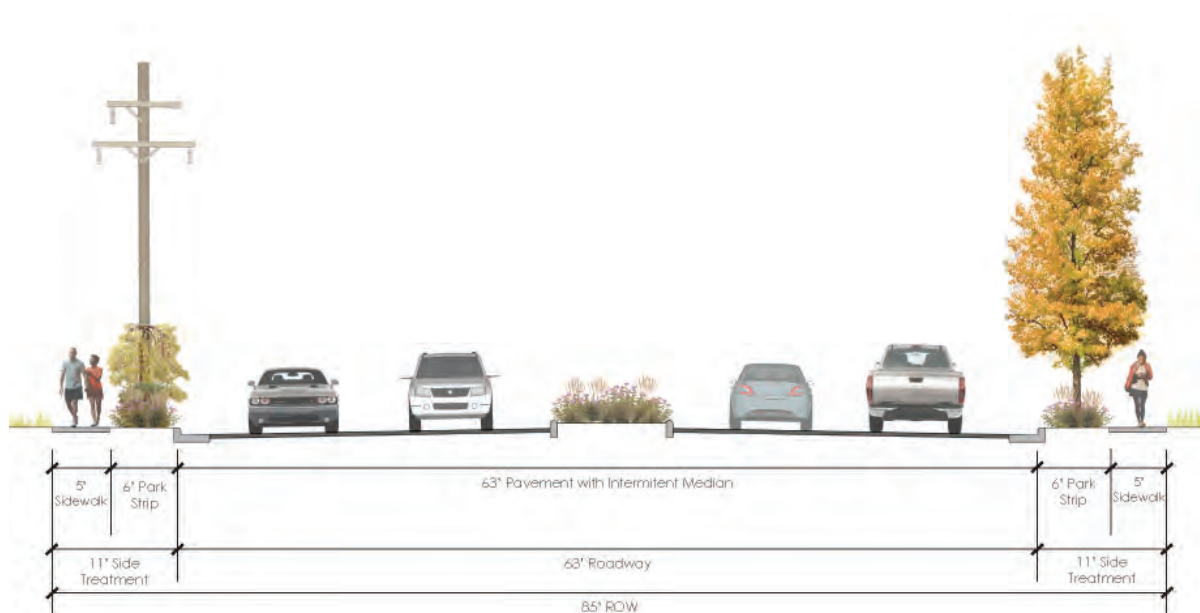
FIGURE 2.5 - US-89 SIDE TREATMENT CROSS-SECTION



40TH STREET

40th Street functions as one of the key east-west connectors in South Ogden, linking City Center to adjacent neighborhoods and communities, and providing access to I-15 to the west and McKay Dee Hospital and Weber State University along Harrison Boulevard to the east. As illustrated in **Figure 2.6**, the corridor was recently re-constructed to serve increased traffic demand, incorporating aesthetic and pedestrian side treatments as part of the final design.

FIGURE 2.6 - 40TH STREET SIDE TREATMENT CROSS-SECTION



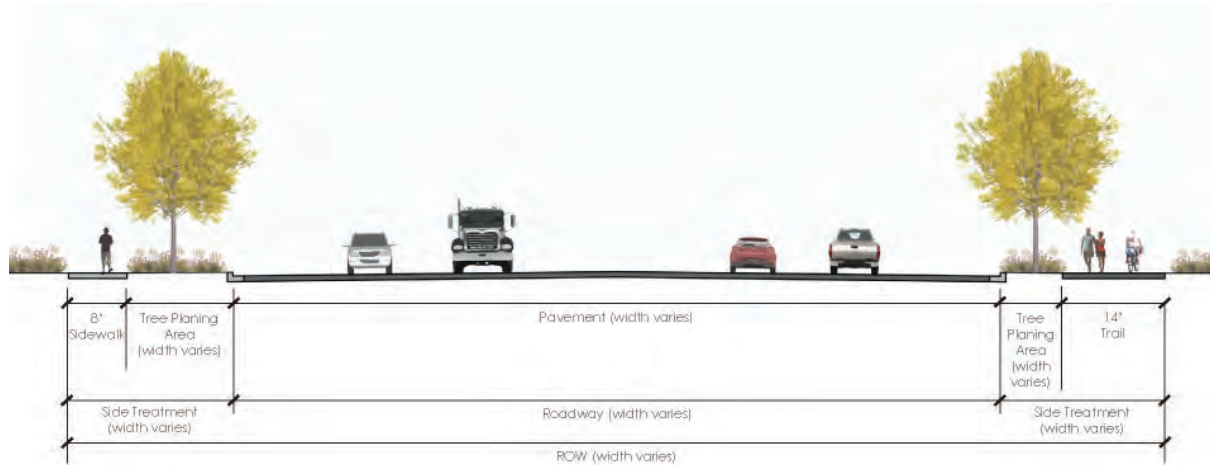
SOUTH GATEWAY CORRIDORS

US-89 and Harrison Boulevard converge in South Ogden's South Gateway Center. These major roadways experience high traffic volumes traveling at high speeds, resulting in an unremarkable and open-feeling gateway area where it is difficult to perceive that one is in South Ogden rather



than one of the adjacent communities. As illustrated in **Figure 2.7**, an improved streetscape with consistent trees and water-wise plantings is proposed to be implemented in this area over time, which will help create a distinct sense of arrival in the City and establish South Gateway Center as a distinct destination. Other enhancements include a multi-use path and consistent sidewalk that also provide an important transportation connection for pedestrians and cyclists as they travel through the City toward adjacent municipalities.

FIGURE 2.7 - SOUTH GATEWAY SIDE TREATMENT CROSS-SECTION



PUBLIC ART

Public art brings an air of imagination and creativity to public spaces, encouraging curiosity and at times, interaction. Public art can also provide a visual relief and lively energy to otherwise indistinct places. The application of public art can help create a unified urban design expression for the City, particularly when implemented along roadways and street corridors that pass within the City's center nodes, near public plazas, at key intersections and gateways, adjacent to street corners, and near significant public building entrances as part of enhancing way-finding. In more active areas, pairing public art with food and seating can be particularly effective, especially in locations that attract large gatherings. Other impactful destinations for public art include public schools, parks, and similar gathering places.



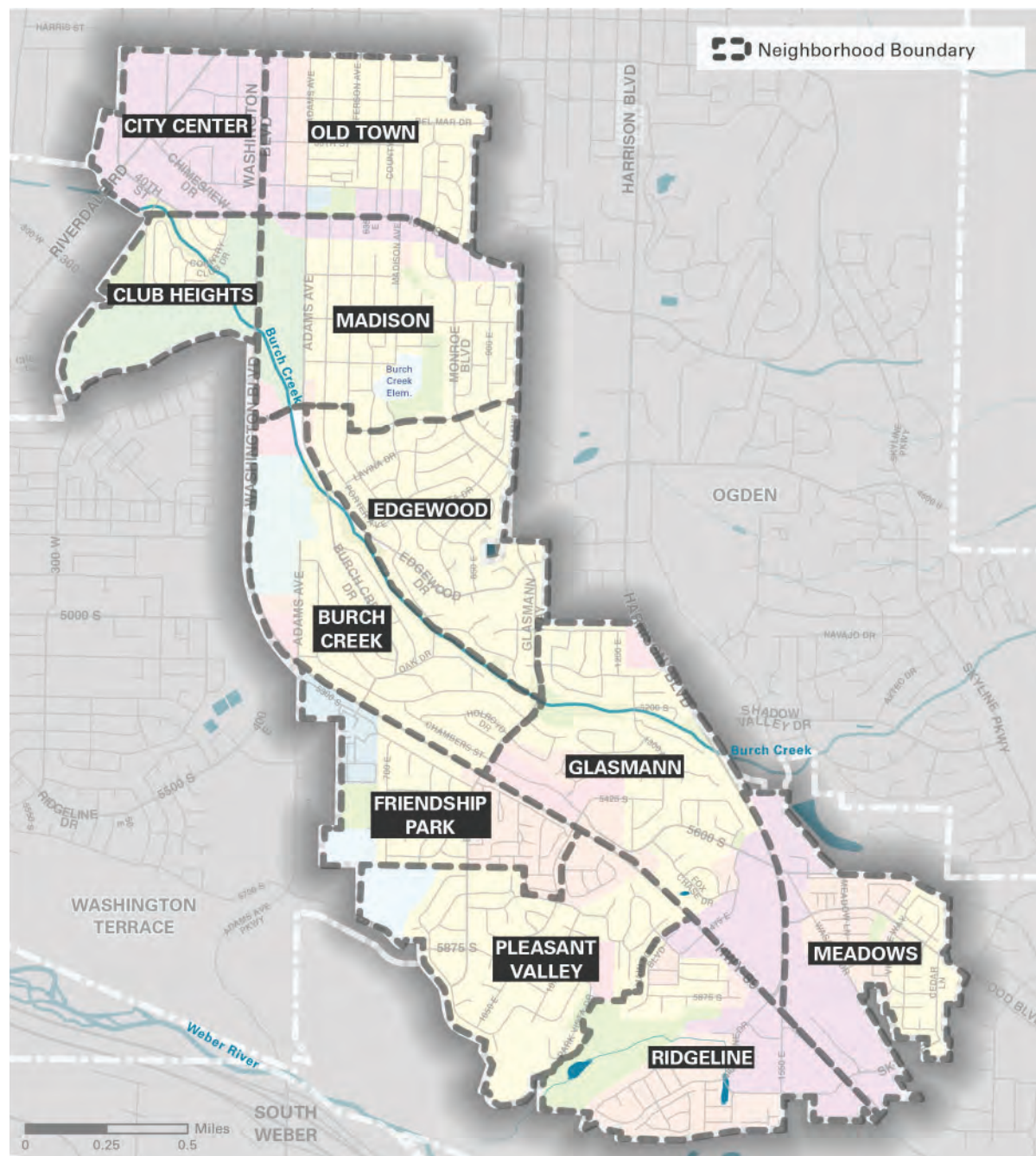
Inspirational examples of public art



LAYER 5: NEIGHBORHOODS

Preserving existing neighborhoods was a top priority for residents in the public engagement process. **Map 2.9** indicates South Ogden's various neighborhoods. Based on public feedback, the following four priorities are proposed to preserve and enhance South Ogden's neighborhoods as the City continues to grow and evolve: **enhance neighborhood identity, improve walkability, maintain and plan infrastructure, and grow the City's urban forest.**

MAP 2.9 - NEIGHBORHOODS





ENHANCING NEIGHBORHOOD IDENTITY

Currently many of South Ogden's neighborhoods have few defining features, making them at times indifferentiable from one another. Having strong neighborhood identities creates a more interesting and diverse City and helps with community wayfinding, allowing both residents and visitors to be able to easily determine where they are and where they are going throughout the City. Neighborhood identities can be strengthened through a number of simple strategies aimed at creating distinctive features in each neighborhood.

One strategy is to create or enhance unique landmarks in each neighborhood. Landmarks can come in many forms including atypical buildings, public art forms, landforms, public infrastructure (i.e. roundabouts, street side treatments, etc.), and more. The City should identify key landmarks within each neighborhood and determine ways to further enhance them. If landmarks do not exist within some neighborhoods, the City can work with the community to construct one that enhances their neighborhood identity.

Additionally, creating a unique neighborhood brand that is compatible with South Ogden City's brand can be used to signify neighborhood identities throughout the City. These brands can be expressed through unique signage, street furnishings, public infrastructure/facilities, and more. These brands should be carefully crafted to not detract from South Ogden City's brand but should be designed in a way that signifies the neighborhood's unique characteristics while still enforcing its identity as a South Ogden community.



Inspirational examples of neighborhood branding and landmarks



IMPROVING WALKABILITY

Additional trails, bike lanes, and sidewalks were cited as the most needed transportation improvements in South Ogden during the public engagement process. Improving the active transportation system will help stabilize local neighborhoods, increasing the quality of life for current residents in particular.

Traffic calming is another important enhancement that can help South Ogden mitigate the impacts of increased traffic in established neighborhoods and establish the City's centers as pedestrian-friendly and walkable environments. Traffic calming typically consists of a set of physical mitigations to roadways to slow vehicle speed, reduce traffic and collisions, limit the severity of injuries from collisions, and, most importantly, enhance the livability of neighborhoods.

To preserve the neighborhoods and enhance community access in South Ogden, walkability can be enhanced by:

- Implementing the proposed trail system (**Map 2.5**);
- Implementing proposed bike lanes, bicycle boulevards, and enhanced crossings identified in South Ogden Active Transportation Plan;
- Completing existing sidewalk gaps identified in the Active Transportation Plan and ensuring all future development provides adequate pedestrian and cyclist infrastructure;
- Implementing traffic calming measures to slow traffic within residential neighborhoods, centers, and on key pedestrian routes.



Inspirational examples of walkable communities



MAINTAINING & IMPROVING PUBLIC INFRASTRUCTURE

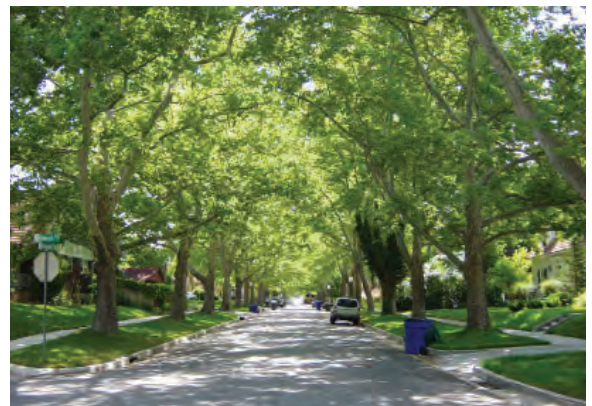
Limiting traffic impacts and maintaining utility infrastructure capacities were indicated as important priorities by residents during the public engagement process. Public infrastructure, roadways, and utilities are essential elements of the community and must be maintained and improved to keep pace with existing and future needs. When applicable, the City should also coordinate with transportation and utility partners to ensure potential local issues and needs are understood and addressed as part of a unified and comprehensive planning and implementation process.

GROWING THE CITY'S URBAN FOREST

A healthy urban forest is an integral infrastructure feature. Large trees not only provide shade, they beautify the City, help clean the air, and, if well-designed, can help enhance wayfinding. Other benefits of a robust and healthy urban forest include:

- Control and cleansing of stormwater
- Reducing the urban heat island effect by providing shade
- Saving energy consumed in air conditioning costs
- Providing wildlife habitat
- Enhancing mental health
- Increasing property values

South Ogden has a robust and mature urban forest. Still, many areas of South Ogden lack trees, particularly along the edges of major roadways. A variety of street trees should be used to transform bare and uninviting roadways into lush corridors and parkways. In general, shade and street trees should be selected that are large at maturity, since this will reinforce the formation of a pleasant and unified district character. Trees and other vegetation located in park strips should be selected to meet the specific design and environmental intent of each



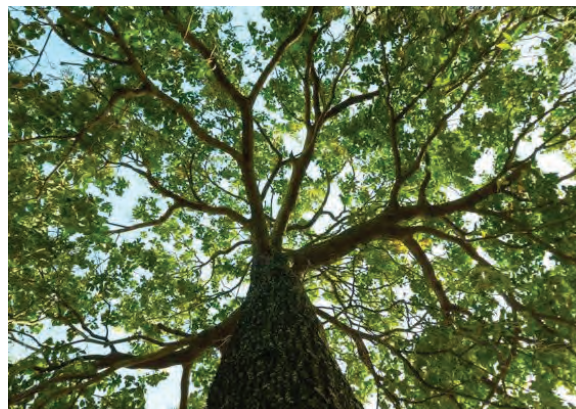
Inspirational examples of a robust urban forest



specific area, reflecting regionally-appropriate water-wise design and implementation concepts. They should have a broad canopy that helps mitigate wind and summer heat.

The urban forest must also be regularly assessed and managed to control disease/pest outbreaks, promote species diversity, remove hazardous trees, and plant new trees for future generations. As such, it is recommended that the City continue to invest in and expand its urban forestry program to meet these needs. Some ideas that may be particularly applicable in South Ogden include:

- Re-establishing the South Ogden Urban Forestry Commission to implement policy, programs, and procedures related to a healthy urban forest;
- Creating a voluntary street tree program in which homeowners may apply to have a tree planted in their park strip;
- Creating a hazard tree removal program to assist homeowners with hazardous large trees that require removal that would otherwise be cost prohibitive;
- Establishing partnerships with non-profits such as TreeUtah or Utah State University Extension Services to provide education and information to residents on species selection, planting, pruning, and other tree care guidelines.



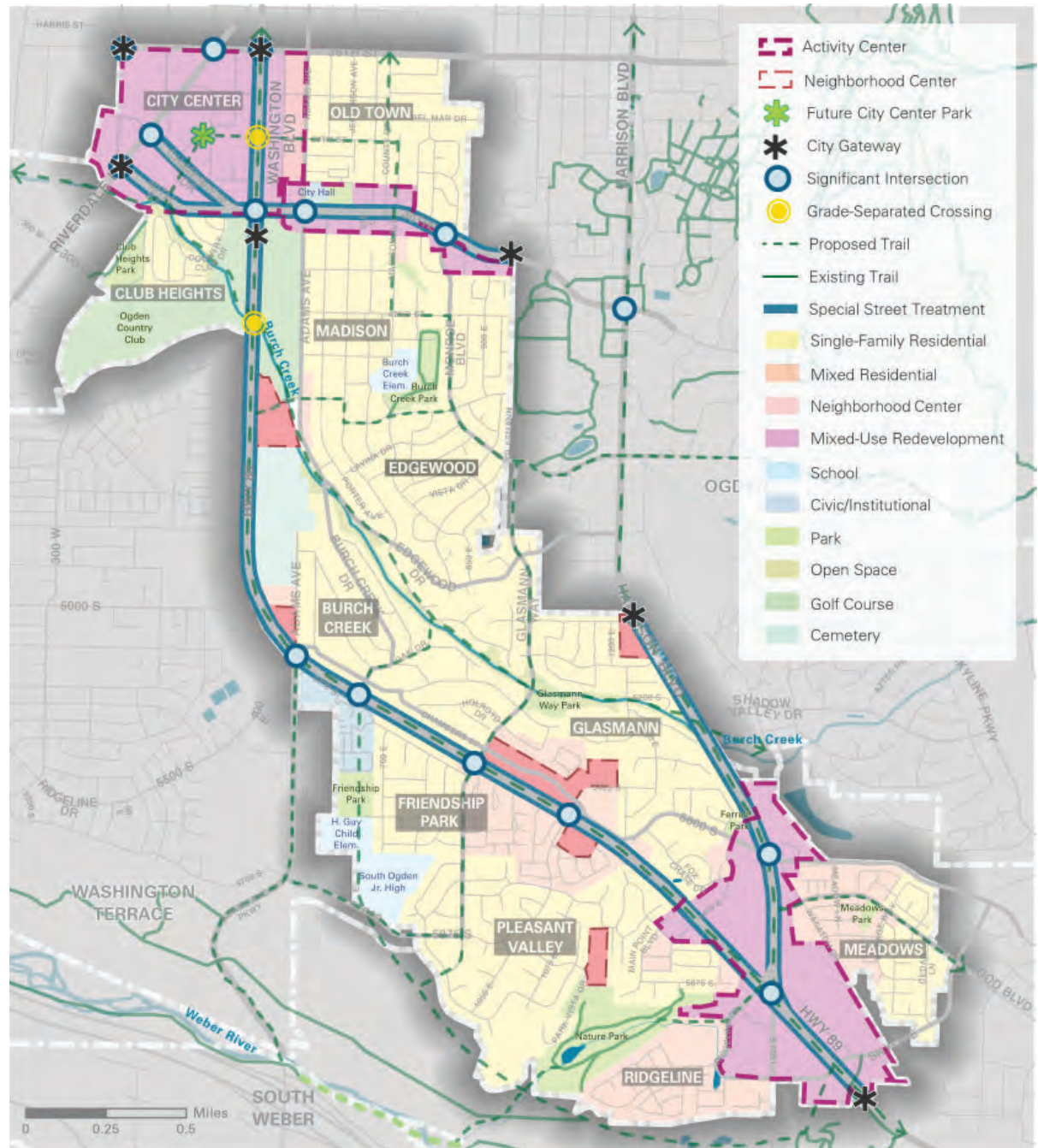
Urban Forestry enhancement ideas



COMPOSITE PLACEMAKING PLAN

Map 2.10 illustrates the Composite Placemaking plan, illustrating a holistic land use and design vision for South Ogden. The drawing “reassembles” the six layers, providing a clear vision of where the City should be maintained and enhanced and where it should grow and change to meet future needs.

MAP 2.10 - COMPOSITE PLACEMAKING PLAN





To summarize, the Composite Placemaking Plan supports a future South Ogden that:

- Continues to have great neighborhoods people are proud to call home.
- Provides a range of high-quality and affordable housing options to meet the needs of all residents at all stages of life.
- Anticipates growth, focusing it into distinct and thriving centers.
- Accommodates all modes of transportation on its streets and corridors including safe and efficient travel by foot, bike, and vehicle.
- Has a positive appearance and identity that is reinforced through the establishment of unified community gateways, corridors and node enhancements, other urban design improvements, and a strong sense of arrival into the City.
- Provides access to a high-quality, interconnected park and trail system that is available within a fifteen-minute walk of all homes and neighborhoods.

GOALS, POLICIES & IMPLEMENTATION MEASURES

Goal 1: Ensure existing neighborhoods are preserved, protected and well-maintained.

- **Policy 1.1:** Carefully integrate new development with existing uses in established neighborhoods.
 - **Implementation Measure 1.1.1:** Protect existing housing stock to the greatest degree possible.
 - **Implementation Measure 1.1.2:** Maintain neighborhood stability and encourage infill and redevelopment that is consistent with existing uses and scales of development.
- **Policy 1.2:** Preserve and protect established neighborhoods and residential land uses by implementing land use transitions and buffers between uses.
 - **Implementation Measure 1.2.1:** Continue to implement mixed-use development as transition between distinctly different uses.
 - **Implementation Measure 1.2.2:** Support targeted infill and redevelopment to ensure a wider range of housing types are provided.
- **Policy 1.3:** Consider existing development patterns, environmental conditions, infrastructure needs, transportation goals and fiscal impacts when planning future land uses.
 - **Implementation Measure 1.3.1:** Encourage and support land uses that provide adequate off-street parking, reduce travel distances for employment and essential services, reduce pollution, support alternative modes of transportation, and conserve energy.
 -



- **Implementation Measure 1.3.2:** Ensure new development complements the scale and intensity of nearby uses.

Goal 2: Create places for the community to gather and events to draw residents to these places.

- **Policy 2.1:** Establish a new City Center in the northern extents of South Ogden.
 - **Implementation Measure 2.1.1:** Transform the area around City hall into “old town” cultural hub of the City.
 - **Implementation Measure 2.1.2:** Redevelop the portion of City Center west of Washington Boulevard into a thriving and vibrant mixed used center.
- **Policy 2.2:** Support the transformation of South Gateway into a thriving business and service district.
 - **Implementation Measure 2.2.1:** Link City Center and South Gateway Center with a multi-modal Washington Boulevard vehicular, trail and transit circulator system.
 - **Implementation Measure 2.2.2:** Encourage the transformation of identified neighborhood centers into high-quality service centers.
 - **Implementation Measure 2.2.3:** Establish an off-street multi-use trail along the edges of US-89/Washington Boulevard as an active transportation link between City Center and South Gateway Center.
- **Policy 2.3:** Transform identified neighborhood centers and nodes into thriving commercial and service centers.
 - **Implementation Measure 2.3.1:** Transform emerging neighborhood centers and community nodes into neighborhood-focused commercial and service centers.

Goal 3: Coordinate land use and transportation needs to ensure a unified South Ogden vision is achieved.

- **Policy 3.1:** Transform Major Corridors into safe and attractive multi-modal boulevards suitable for pedestrian, cycle and vehicular circulation.
 - **Implementation Measure 3.1.1:** Transform US-89/Washington Boulevard, Harrison Boulevard, 40th Street and other major corridors into easy-to-use and safe pedestrian/cycle routes.
 - **Implementation Measure 3.1.2:** Implement a unified system of pedestrian and cycle enhancements along the edges of the all major corridors, with special emphasis on US-89/ Washington Boulevard and Harrison Boulevard. Key enhancements may include HAWK beacon crossings, grade-separated crossings, signalized intersections, and planted park strips with street trees.
 - **Implementation Measure 3.1.3:** Connect 40th Street to adjacent neighborhoods by adding sidewalks on Porter and Jefferson Avenues.



- **Implementation Measure 3.1.4:** Extend the buffered bike lane west to Wall Avenue to provide a safer cycling with established bicycle routes on Wall Avenue, Lincoln Avenue and Riverdale Road.
- **Implementation Measure 3.1.5:** Develop a multi-modal transit circulator between City Center and South Gateway Center.
- **Implementation Measure 3.1.6:** Reduce curb corner radii, increase crosswalk timing and add a multi-use path or protected bike lanes along Riverdale Road to enhance the pedestrian crossing and cycling experience
- **Implementation Measure 3.1.7:** Improve pedestrian and cyclist safety across US-89/ Washington Boulevard by implementing proposed grade-separated or at-grade street crossings.
- **Implementation Measure 3.1.8:** Implement a unified system of South Ogden branded signage, furnishing and gateways Citywide

Goal 4: Ensure civic, school, park, open space, utility, infrastructure and other non-residential uses reflect the South Ogden future vision.

- **Policy 4.1:** Ensure community facility and infrastructure needs are met.
 - **Implementation Measure 4.1.1:** Continue to cooperate with Weber School District to ensure future needs for schools are understood and planned.
 - **Implementation Measure 4.1.2:** Verify that infrastructure and utility capacities are adequate before approving major development projects in the City.
 - **Implementation Measure 4.1.3:** Tie development approval to extension and upgrades to primary culinary and secondary water, sewer, storm drainage, circulation systems.
 - **Implementation Measure 4.1.4:** Ensure utility systems are in general conformance with adopted utility master Plans.

Goal 5: Utilize an inclusive approach to parks, recreation, trails and open space that supports improved health and well-being for residents of all abilities.

- **Policy 5.1:** Ensure that existing and new parks and open space continue to provide high quality recreation opportunities for the community.
 - **Implementation Measure 5.1.1:** Incorporate adult, youth and all-inclusive amenities in South Ogden parks.
 - **Implementation Measure 5.1.2:** Incorporate community participation into the design process for parks, trails and open space amenities to ensure the full range of user needs are considered.
- **Policy 5.2:** Utilize a comprehensive urban forestry approach to manage the planting and maintenance of trees on public land.



- **Implementation Measure 5.2.1:** Reactivate the South Ogden Urban Forestry Commission to implement policy, programs, and procedures related to a healthy urban forest.
- **Implementation Measure 5.2.2:** Add trees to under-forested areas, particularly along the edges of major roadways.
- **Implementation Measure 5.2.3:** Utilize a broad palette of street trees to help ensure the forest is health and diverse.
- **Implementation Measure 5.2.4:** Create a street tree program that promotes the planting of street trees in park strips.
- **Implementation Measure 5.2.5:** Create a hazard tree removal program to assist homeowners with the removal of hazardous trees that might otherwise be cost prohibitive.
- **Implementation Measure 5.2.6:** Establish partnerships with non-profits such as TreeUtah and Utah State University Extension Services to help provide education and disseminate information to residents regarding tree species selection, planting, pruning, and similar needs.
- **Policy 5.3:** Develop a comprehensive, interconnected park, open space, and trail network that meets the needs of a wide variety of users.
 - **Implementation Measure 5.3.1:** Continue to refine and apply established form-based codes to ensure the vision for the City’s centers is achieved.
 - **Implementation Measure 5.3.2:** Develop a new park on the west side of Washington Boulevard as part of creating a premier entertainment destination in South Ogden.
 - **Implementation Measure 5.3.3:** Provide easy and close access from every home to an interconnected system of well distributed parks, open space, trails, and active transportation.
 - **Implementation Measure 5.3.4:** Develop trail crossings that allow for the safe crossing of streets by all trail users.
 - **Implementation Measure 5.3.5:** Provide safe and convenient trail connections between neighborhoods and parks, trails and open space amenities.
 - **Implementation Measure 5.3.6:** Link the South Ogden trail system with regional trails and destinations.

Goal 6: Ensure the prudent use of community resources when implementing the visions for parks, facilities, recreation, trails and open space in South Ogden.

- **Policy 6.1:** Consider all funding and management options to ensure a high-quality park, trail and open space system is achieved.
 - **Implementation Measure 6.1.1:** In addition to RAMP taxes, grants and other well-established sources of funding, the City should explore creative funding options to implement and maintain the park, trail and open space system.
 - **Implementation Measure 6.1.2:** Conduct a Park System Inventory and Conditions



Assessment to ensure playground equipment, parking lots and park amenities are maintained and replaced as part of a scheduled operations and management program.

- **Policy 6.2:** Support public and private partnerships to help ensure the park, trail and open space system is well maintained.
 - **Implementation Measure 6.2.1:** Partner with local public schools, Weber School District, Weber State University, public agencies, community groups, volunteer organizations, and local businesses to help meet park, trail and open space needs.
- **Policy 6.3:** Coordinate efforts between City departments and regional partners to ensure the proposed trail network is fully coordinated and implemented as envisioned.
 - **Implementation Measure 6.3.1:** Development reviews should consider the proposed trail network and neighborhood access points to ensure access to recreational amenities and trails is maintained as the community grows and changes.
 - **Implementation Measure 6.3.2:** Continue to work with Wasatch Front Regional Council for trail system funding and planning assistance.
- **Policy 6.4:** Require developer participation in the provision of park, recreation, trails and open space.
 - **Implementation Measure 6.4.1:** Strengthen City ordinances to ensure major development projects participate in the enhancement of park and trail development.
- **Policy 6.5:** Promote thoughtful design and maintenance practices to help ensure that the South Ogden parks and recreation system is sustainable and resilient.
 - **Implementation Measure 6.5.1:** Continue to incorporate up-to-date technologies and practices to conserve water and other resources in the City's parks and recreation system and on other public landscapes.

Goal 7: Make South Ogden distinct and identifiable from surrounding communities.

- **Policy 7.1:** Develop City entrances, nodes and key intersections into a unified system of distinct community gateways, nodes and landmarks.
 - **Implementation Measure 7.1.1:** Carefully design South Ogden's gateways, nodes and landmarks, incorporating features such as enhanced landscaping, coordinated signage, unique landforms and landscape art.
 - **Implementation Measure 7.1.2:** Apply special design treatments along the edges of US-89/Washington Boulevard, Harrison Boulevard, 40th Street and other major corridors as part of transforming utilitarian roadways into attractive boulevards.



CHAPTER 3

TRANSPORTATION

- Activity Centers
- Trail & Bike Network
- Key Connections
- Intersections & Crossings
- Sidewalk Gaps



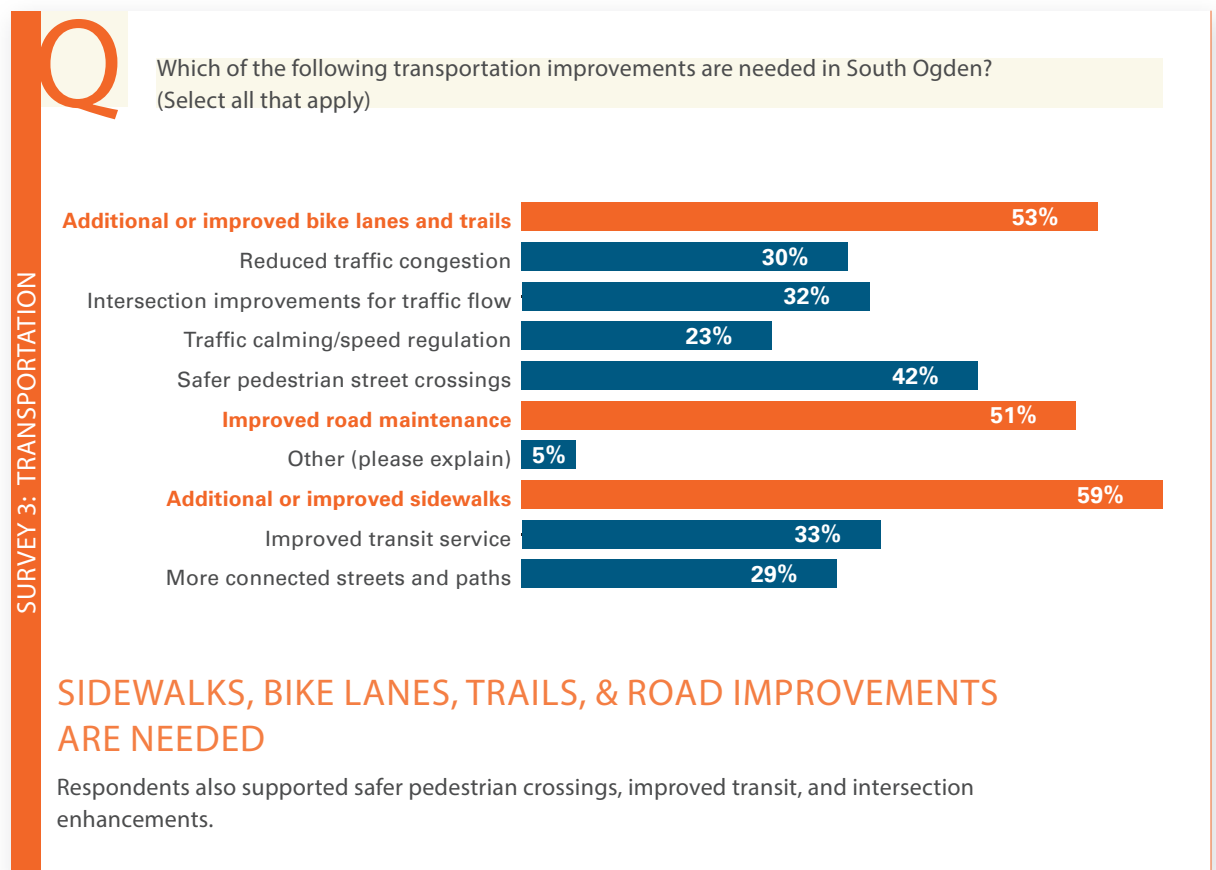
INTRODUCTION

Understanding the existing and future transportation needs of South Ogden is essential to ensure transportation systems are aligned with community desires, reflect regional change, and match projected growth, land use, and infrastructure needs. **Appendix B** details existing transportation conditions in South Ogden. The ideas presented in the following pages also align local transportation needs and desires with those of the region ensuring the future transportation system meets the needs of both.

PUBLIC INPUT SUMMARY: TRANSPORTATION

Surveys conducted as part of this planning effort indicate that existing streets are most conducive to driving. As illustrated in **Figure 3.1** below, survey respondents indicate a desire for transportation improvements that result in safe and comfortable travel by foot, bicycle, and transit in addition to vehicles. The most desired transportation improvements that were expressed include additional and improved sidewalks and trails, better road maintenance, and safer pedestrian crossings. Making sure more destinations are accessible within walking distance was also supported (**Appendix A** for further details).

FIGURE 3.1 - TRANSPORTATION SURVEY RESULTS





TRANSPORTATION NETWORK VISION

As illustrated in **Map 3.1** and described below, the South Ogden Transportation Network reflects a series of comprehensive improvements that improve local circulation and access to existing and future activity centers, pedestrian and cyclist networks, connectivity, intersections/nodes, and sidewalks. The vision is fully aligned with ideas and concepts presented in Chapter 2: Land Use & Placemaking, and is intended to be implemented Citywide as part of a coordinated series of network improvements and enhancements over time.

MAP 3.1 - TRANSPORTATION NETWORK IMPROVEMENTS





ACTIVITY CENTERS

There are two general activity centers in South Ogden. City Center lies around Washington Boulevard between 36th and 40th Street, and South Gateway Center is located around US-89 and Harrison Boulevard in the southern reaches of the City.

CITY CENTER

City Center straddles Washington Boulevard between 36th and 40th Streets, with areas on the west side of the street targeted for intensive commercial, residential and mixed-use development in the City (**Figure 3.2**). The areas to the east support similar land uses, but are intended to be lower-scale, lower intensity and more residential in form to provide an easy transition with established residential neighborhoods to the east. 40th Street is also part of this center, and is envisioned to be transformed into a new type of corridor lined with a range of mixed-use commercial uses and higher-density housing uses.

The commercial area west of Washington Boulevard is currently highly car-oriented, with large stores and parking lots facing the street. The eastern side of the street features smaller-scale buildings and businesses and is considered South Ogden's historic Main Street. 40th Street has a distinct pedestrian scale, with existing single-family homes and recent housing developments directly facing the street. The area between Washington Boulevard and Riverdale Road is intended to be maintained as the commercial generator of the Center.

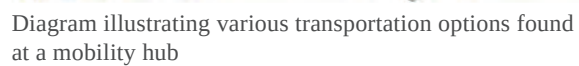
Additional streets and pathways and additional grade-separated or signaled crosswalks across Washington Boulevard are necessary to provide better connectivity, especially at 39th Street. There are two lots at the intersection of 40th Street and Washington Blvd that might serve as a location for a future mobility hub where residents can access a variety of transportation modes, including transit, bikeshare, and e-scooters (**Figure 3.2**).



Washington Boulevard & 39th Street, looking north



Washington Boulevard & 39th Street, looking south





SOUTH GATEWAY CENTER

South Gateway Center includes clusters of commercial and mixed-use activity centered around US-89 and Harrison Boulevard (**Figure 3.3**). Both areas are important transportation nodes, but are not pedestrian friendly at present due to the volume and speed of traffic, the width of the road and traffic lanes, the layout of the streets focused almost exclusively on vehicular movement, and the lack of sidewalks, pathways, and pedestrian infrastructure.

While there are multiple existing and planned higher-density housing developments within the South Gateway Center, they are disconnected from one another due in part to the barrier formed by US-89 and Harrison Boulevard. As a result, this activity center feels very disconnected and less active even though it provides important services to local neighbors and City residents overall.

Creating safe and convenient pedestrian



Harrison Blvd. at 5700 South, looking southwest



US-89/Harrison Blvd intersection, looking Southwest

FIGURE 3.3 - SOUTH GATEWAY CENTER SATELLITE VIEW





connections across Highway 89, Harrison Boulevard, and 5600 South/Combe Road is essential for transforming the area into a more vibrant and accessible activity center. This could include the development of a southern mobility hub west of Harrison Boulevard between 5600 South and Highway 89. Here residents would be able to access a variety of transportation services, including micro-mobility and a potential new shuttle that connects residents between South Gateway and City Center. Since many of the buildings and uses are relatively new in this area, the sequence of such significant changes is likely to follow those proposed in City Center.

TRAIL AND BIKE NETWORK

OFF-STREET TRAILS

Off-street trails in South Ogden are currently limited to a few segments in South Ogden Nature Park. A new connection on the east side of the park at 6000 South would provide additional trail access, especially for the residents within the south activity center. There is also a real opportunity to create a multi-use path along Highway 89 that stretches along the entirety of the corridor within South Ogden, connecting City and South Gateway Centers together.

ON-STREET TRAILS

South Ogden has a handful of on-street bikeways. Unfortunately, the bike facilities are poorly connected, making it difficult to provide a safe and contiguous biking experience. The [Wasatch Choice 2050 Vision](#) was developed by Wasatch Front Regional Council (WFRC) and many partners, including South Ogden. It guides future transportation investments, development patterns, and economic opportunities in order to promote an enhanced quality of life for the region. In South Ogden, the vision identifies a variety of on-street bike facilities, including a bike boulevard and on-street bike lanes. In order to better connect residents to community locations within South Ogden, the addition of additional bike boulevards on Monroe Street is a particularly important step toward meeting the regional vision, since Monroe Street has multiple four-way stops along its length and high-visibility crosswalks.

KEY CONNECTIONS

Key street and path connections are predominantly composed of pedestrian connections through and toward the north and south activity centers.

In order to make both City Center and South Gateway Center successful destinations, it is vital to ensure easy and safe access exists at both of these important locations. This might take the form of a pedestrian walkway between 38th Street and the north end of Grant Avenue just behind the Big Lots store, a mid-block north-south pedestrian connection from 39th Street to Chimes View Drive, and a walkway along the driveway north of the VA Clinic.



Pedestrian connection opportunity to hospital grounds on 44th Street



Other opportunities for pathway connections include a pedestrian walkthrough at the City's eastern end where multiple dead ends prohibit pedestrians or cyclists from accessing the hospital trail system or existing active transportation infrastructure that provides connections to Weber State University.

INTERSECTIONS AND CROSSINGS

The various major street intersections in South Ogden are all potentially important transportation nodes. However, they also act as significant barriers to active transportation options, (walking and biking in particular). Providing safe and accessible crossings at these locations will help pedestrians move through South Ogden more easily.

Other significant barriers include the major roadway corridors, including Washington Boulevard, Riverdale Road, and Harrison Boulevard. Adding additional pedestrian crossings across each of these roads can reduce the impact of these barriers and promote better connectivity throughout the City. Where possible, upgrade crosswalks with grade-separated crossings (pedestrian tunnels or bridges), or a HAWK beacon or signalized intersection where grade-separated solutions are not feasible. Particularly, enhanced crossing should be provided in locations where pedestrians are required to cross more than three travel lanes (e.g. the intersection of Washington Boulevard and 37th Street). Finally, where possible, retrofit existing curbs to reduce their radii, and provide directional curb ramps and increase the crossing time at a signalized intersections, so individuals of all ages and abilities have adequate time to safely cross the road.



Example of a HAWK Beacon crossing



Example of reduced curb radii

SIDEWALK GAPS

Some streets in South Ogden currently lack sidewalks, forcing pedestrians to walk in the roadway. Implementation of a program to eliminate all gaps in the sidewalk network Citywide will greatly enhance walkability and connectivity of non-vehicular movement. Important pedestrian routes that currently lack complete sidewalks include Porter Avenue, Jefferson Avenue, Orchard Avenue, 38th Street, 37th Street, Burch Creek Drive, Ben Lomond Avenue, and Sunset Drive.



GOALS, POLICIES & IMPLEMENTATION MEASURE

As a city amid other jurisdictions in the greater Ogden area, South Ogden is crossed by regional travelers and major corridors, creating safety challenges for the community. The General Plan seeks to increase safety for all modes, including safer traffic patterns, reduced conflicts, reduced crashes, and greater pedestrian and bicycle comfort.

Goal 1: Increase traffic safety for all users.

- **Policy 1.1:** Create a safe transportation system for all users.
 - **Implementation Measure 1.1.1:** Ensure all infrastructure is accessible and easy to use by all, including young and old residents and those with disabilities. Bring infrastructure to Americans with Disabilities (ADA) standards, and consider adding features such as directional curb cuts and longer crossing times at major intersections.
- **Policy 1.2:** Address crash hot spots on major roads, especially Washington Boulevard/ US-89, Harrison Boulevard, and 40th Street.
 - **Implementation Measure 1.2.1:** Manage access on major roads by considering tools such as reduced and shared vehicle accesses and medians.
 - **Implementation Measure 1.2.2:** Slow traffic in the north and south activity centers through design interventions such as narrower lanes, bulb-outs, and median pedestrian refuge islands.
- **Policy 1.3:** Improve pedestrian safety.
 - **Implementation Measure 1.3.1:** Ensure pedestrians are more visible to other users.
 - **Implementation Measure 1.3.2:** Address traffic speed through design interventions that also increase pedestrian safety such as curb extensions or median pedestrian refuges.
 - **Implementation Measure 1.3.3:** Identify priority pedestrian crossings within the transportation network that show higher demand for improved pedestrian safety improvements.
 - **Implementation Measure 1.3.4:** Add missing sidewalks, especially on roads that lead to community locations or existing high-quality pedestrian infrastructure. Important roads lacking sidewalks include Porter Avenue, Jefferson Avenue, and Orchard Avenue
- **Policy 1.4:** Improve and expand bicyclist safety.
 - **Implementation Measure 1.4.1:** Implement the identified active transportation and bicycle network improvement projects of the South Ogden Active Transportation Plan.
 - **Implementation Measure 1.4.2:** Ensure safe crossings and access points to bicycle facilities.
- **Policy 1.5:** Evaluate the feasibility of grade-separated crossings in priority locations
 - **Implementation Measure 1.5.1:** Where safe at-grade crossings are not feasible, evaluate the potential for creating grade-separated crossing of major barriers to provide safer crossing opportunities for pedestrians and cyclists. These can include both bridges and



tunnels/underpasses, as well as crossings over geographical barriers. See Transportation Network Concept for potential locations.

- **Policy 1.6:** Mitigate visibility and awareness issues.
 - **Implementation Measure 1.6.1:** Address visibility issues among street users, especially where topography and road design limit visibility of other traffic participants like pedestrians or cyclists. Strategies such as advance warnings and restricting parking in areas with limited visibility can help improve visibility and awareness.
- **Policy 1.7:** Calm traffic on neighborhood streets.
 - **Implementation Measure 1.7.1:** Calm traffic on neighborhood streets that have potential to experience higher amounts of cut-through traffic.
 - **Implementation Measure 1.7.2:** Add elements such as traffic circles or making “hot spot” treatments can discourage non-local traffic from using neighborhood roads as alternative routes.

Goal 2: Shape walkable and accessible activity centers.

The General Plan guides the evolution of City Center and South Gateway Center into destinations that provide high-quality pedestrian environments, excellent transit ridership opportunities, and improved community accessibility by all modes of transportation.

- **Policy 2.1:** Transform both centers into places with superlative pedestrian environments.
 - **Implementation Measure 2.1.1:** Create street environments in both centers that are scaled to people rather than automobiles. Dedicate a higher percentage of street space to pedestrian and public space uses, orient buildings to the sidewalk, and provide amenities that increase the comfort of people, such as shade and high quality street furnishings.
 - **Implementation Measure 2.1.2:** Ensure a well-connected street network with safe pedestrian crossings and safe connections to trails.
- **Policy 2.2:** Encourage new development to be walkable and pedestrian-friendly.
 - **Implementation Measure 2.2.1:** Where appropriate, require all new development in the centers to include design elements that support walking, including wider sidewalks with direction curb ramps, buildings aligned along the streets, ground floor architecture that is highly transparent, and parking located to the rear of buildings.
- **Policy 2.3:** Improve transit service, access, and supportive land use in activity centers.
 - **Implementation Measure 2.3.1:** Work with Utah Transit Authority (UTA) to increase current and future transit service and strengthen ridership.
 - **Implementation Measure 2.3.2:** Encourage transit-supportive developments and urban design standards in both centers. Examples might include the introduction of high-quality waiting environments of transit stops located in the activity centers, which could be achieved by adding shelters with benches, wayfinding signs, and public art, for example.
 - **Implementation Measure 2.3.3:** Create direct and safe pedestrian access to transit stops by improving and/or adding safe crossings and walking paths.



- **Policy 2.4:** Establish Community mobility hubs in City Center and South Gateway Center.
 - **Implementation Measure 2.4.1:** Plan and build a community mobility hub in City Center, where South Ogden residents and visitors can access a variety of transportation services including transit that builds off the 470 Bus Route, new park and ride facilities, a new shuttle system, and micro-mobility facilities such as e-scooters and bikeshare stations.
 - **Implementation Measure 2.4.2:** Consider the establishment of a mobility hub at South Gateway as a long-term enhancement, building on the Harrison Boulevard corridor, Weber State University connections, and the 455 Bus Route.
- **Policy 2.5:** Create community gathering spaces.
 - **Implementation Measure 2.5.1:** Identify locations at each center for designated community gathering spaces such as plazas and parks. These should be combined with the design of the mobility hubs, potentially increasing usage of the services provided.
 - **Implementation Measure 2.5.2:** Ensure the community is part of the decision-making process when selecting sites and designing facilities so they maximize community opportunities and meet a range of needs.
- **Policy 2.6:** Create quality bike infrastructure and environments
 - **Implementation Measure 2.5.3:** Design the City's centers as active transit nodes that include pedestrian and bicycle paths, mobility hubs, and transit stops that are integrated, safe, convenient, and easy-to-use.

Goal 3: Connect the community internally and to the greater region.

The General Plan seeks to improve and create multi-modal connections within South Ogden. Examples include the planned bike and pedestrian network that will link residents to neighborhoods, trails, transit services, and other local and regional destinations, such as Hill Air Force Base, Weber State University, and adjacent communities.

- **Policy 3.1:** Improve access to community destinations.
 - **Implementation Measure 3.1.1:** Ensure that road infrastructure is safe for all users, and create good street connectivity by adding pedestrian and cycling pathways and walkthroughs where possible.
- **Policy 3.2:** Retrofit key transportation connections.
 - **Implementation Measure 3.2.1:** Identify key street and/or pathway connections within South Ogden and retrofit the network to add them to provide better access for residents and visitors. Ensure that these retrofitted street connections are safe for all modes by including active transportation infrastructure where space allows, and ensure the system is linked with regional systems.
- **Policy 3.3:** Integrate new developments.
 - **Implementation Measure 3.3.1:** Leverage new developments to improve connectivity with surrounding areas. Ensure all new projects have good street connectivity, are well-integrated into the existing transportation network, and include high-level pedestrian infrastructure.



- **Policy 3.4:** Ensure transportation infrastructure is accessible.
 - **Implementation Measure 3.4.1:** Retrofit existing infrastructure and design new infrastructure from the outset to be easily accessible, especially for individuals with disabilities. Work with UTA to add or include accessible and comfortable waiting areas to existing and future transit stops.
- **Policy 3.5:** Connect transit to regional destinations.
 - **Implementation Measure 3.5.1:** Work with UTA to explore the realignment of existing transit routes (such as Route 455 and Route 470) and add additional stops in South Ogden to promote better transit connections to regional destinations. Consider adding a new circulator route along Washington Boulevard between the north and south activity centers to provide an easy connection to a variety of destinations for South Ogden residents.
- **Policy 3.6:** Implement a low-stress bicycle network.
 - **Implementation Measure 3.6.1:** Establish a low-stress bicycle network within South Ogden that is integrated with the active transportation network of surrounding communities where possible. Create designated routes on low-stress neighborhood roads to help improve connections and provide a more enjoyable cycling experience. Provide physically separated cycling facilities on all major transportation corridors where possible.
- **Policy 3.7:** Link neighborhoods to the regional trail network
 - **Implementation Measure 3.7.1:** Identify gaps in the South Ogden trail and bicycling network in all neighborhoods. Work with neighboring jurisdictions to connect South Ogden's trails to the regional trail network, with particular emphasis on locations in the eastern foothills and west toward the Weber River.
- **Policy 3.8:** Maintain quality traffic access to regional destinations.
 - **Implementation Measure 3.8.1:** Ensure traffic movement and access to regional destinations, including the McKay-Dee Hospital, Weber State University, and Hill Air Force Base is seamless and high-quality. Work closely with UDOT to ensure vehicular traffic is moved efficiently while also ensuring the safety of active transportation movements.
- **Policy 3.9:** Fill in sidewalk gaps.
 - **Implementation Measure 3.9.1:** Identify gaps in the South Ogden network and fill in missing links to provide a complete and safe sidewalk network for pedestrians. All new sidewalks should have directional curb ramps that are accessible for all users.



CHAPTER 4

ECONOMIC DEVELOPMENT

- Background & Summary of Major Findings
- Economic Snapshot
- Sales Gap (“Leakage”) Analysis
- Retail Opportunities
- Redevelopment Potential & Property Values



BACKGROUND & SUMMARY OF MAJOR FINDINGS

BACKGROUND

Chapter 4 is a summary of the South Ogden Economic Analysis Summary performed by Zions Bank Public Finance in April 2022. The purpose of the analysis was to evaluate current economic conditions and future development potential from a data-driven approach. The report contains major findings, strategies and recommendations, and a discussion of key data points that led to the proposed strategies. Find the full report in **Appendix C**.

BUSINESS & ECONOMIC DIVERSITY DESIRED BY THE PUBLIC

When the general public was asked to comment on what facilities, services, businesses, or amenities they would like to see in South Ogden, 36% of comments were focused on business and economic diversity (**Appendix C**). The most popular requests included: dining and retail options, grocery stores, entertainment options, and an attractive downtown area.

ECONOMIC ANALYSIS MAJOR FINDINGS

SOCIO-ECONOMICS

- Approximately 2,300 more people enter South Ogden to work each day than leave to work outside the City.
- The largest employment industry is healthcare.
- The City is largely built out with future population growth coming from redevelopment and increased densities.
- Homes are relatively affordable in South Ogden when compared to housing in other similarly sized communities along the Wasatch Front.

BUSINESS ENVIRONMENT

- Most existing businesses are currently clustered at the northern and southern ends of the City.
- Businesses in the northern part of the City account for 74% of all retail sales.
- Market values per acre are higher at the southern end of the City as compared to the northern end of the City; in contrast, sales per acre are higher at the northern part of the City compared to the southern part of the City.
- The northern part of the City shows several aging properties with low market values that are ripe for redevelopment.
- The City is located geographically in the midst of significant population and employment, has numerous sites with good visibility, access and traffic counts, and has the ability to attract most large national retailers.
- Riverdale Road provides a significant competitive alternative to businesses locating in South Ogden.



RETAIL ANALYSIS

- South Ogden has a retail sales capture rate of nearly 160%.
- South Ogden has a particularly strong capture rate of nearly 600% in the General Merchandise category; the City shows significant leakage in building materials which are readily available in Riverdale.
- Retail trends, accelerated by COVID-19,

are changing, and thereby resulting in the need for less retail space per capita due to more online shopping.

- More online shopping originating from residential units has resulted in a shift of retail sales tax revenues away from regional retail centers to bedroom communities.

OFFICE ANALYSIS

- The office market in Davis and Weber counties is supply restricted, with only 10,000 square feet of space currently under construction and only four spaces with over 25,000 square feet available across both counties.
- According to Newmark: “The demand for health services was felt strongly in Davis and Weber counties, with health services tenants such as therapy and counseling,

community outreach and care accounting for over 20% of new leasing activity during the first half of 2021.” South Ogden is well situated to capitalize on healthcare related services.

MARKET CONDITIONS

- At the present time, multifamily housing and flex office space provide the greatest

returns to developers.

- The office market is showing some uncertainty with many businesses now offering work-at-home or hybrid/sharing office arrangements, thereby reducing the need for office space overall and making rents in existing buildings somewhat more competitive.
- Most brokers agree that we are “over-retailed” in terms of overall retail space.
- Successful retail establishments are those that have pivoted with the changing trends by doing such things as: adding interactive/

entertainment space (something that can’t be obtained online), curbside pickup, delivery options, hygiene enhancements to products, modest fees charged for online events such as cooking classes that showcase products, or lifestyle platforms.



ECONOMIC SNAPSHOT

FIGURE 4.1 - WORKFORCE COMMUTE

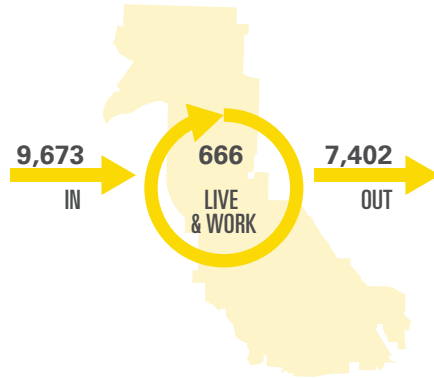


FIGURE 4.3 - EMPLOYMENT INDUSTRIES

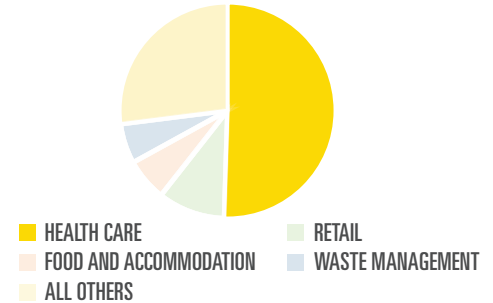
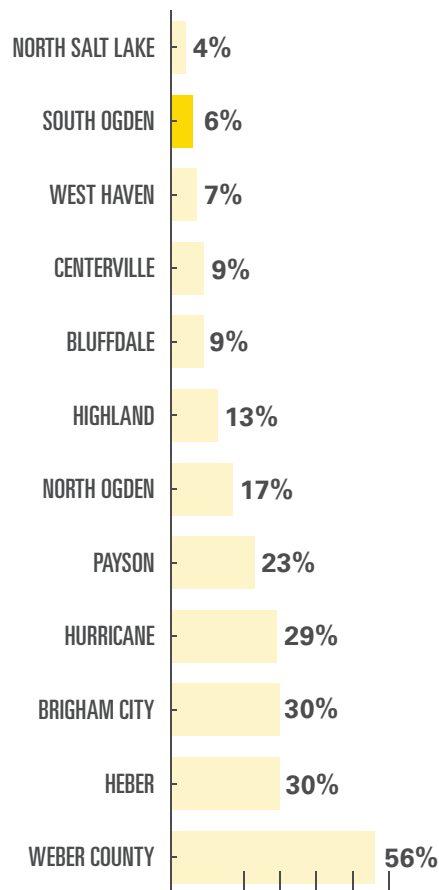
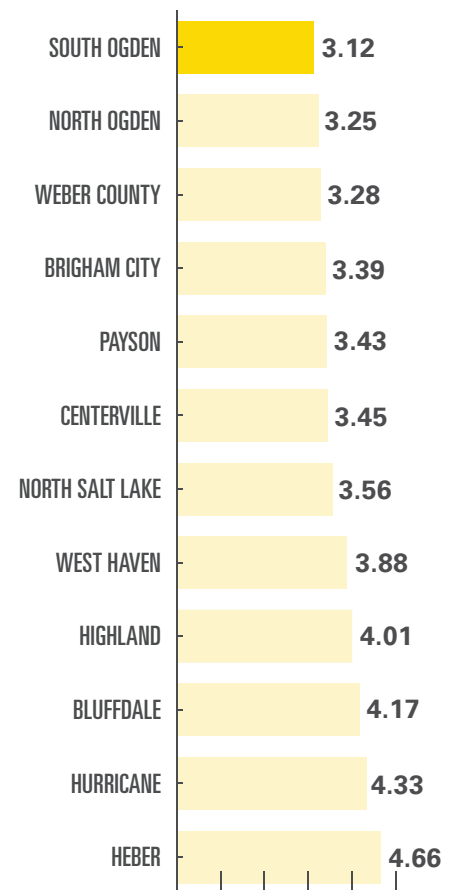


FIGURE 4.2 - % OF EMPLOYEES THAT LIVE AND WORK IN CITY



Residents are mainly employed outside of the City boundaries with less than 700 residents both living and working within the City. However, more workers enter the City each day for work than leave the City, thereby establishing South Ogden as an employment center. The largest employment industry is in health care.

FIGURE 4.4 - AFFORDABILITY INDEX



South Ogden is a relatively affordable place in relation to comparable communities along the Wasatch Front, including Weber County on average.



FIGURE 4.5 - TOTAL % OF SALES BY AREA

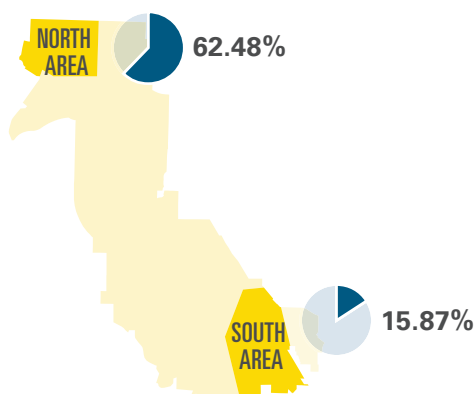


FIGURE 4.6 - % OF SOUTH OGDEN'S RETAIL SALES BY AREA

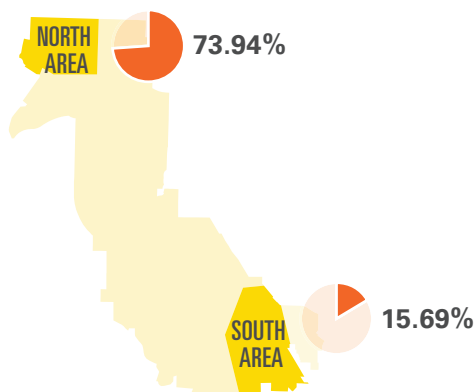
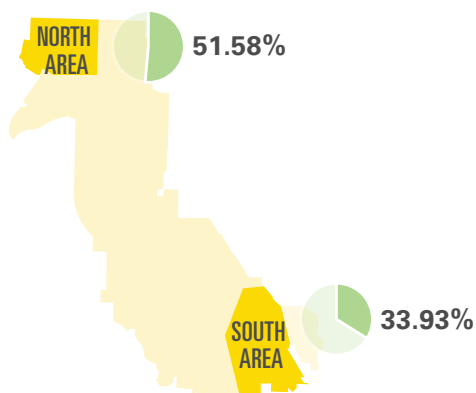


FIGURE 4.7 - % OF SOUTH OGDEN'S SERVICE RELATED SALES BY AREA



The majority of retail sales occur in the north area of the City.

TABLE 4.1 - COMMERCIAL PROPERTY VALUES NORTH/ SOUTH COMPARISON

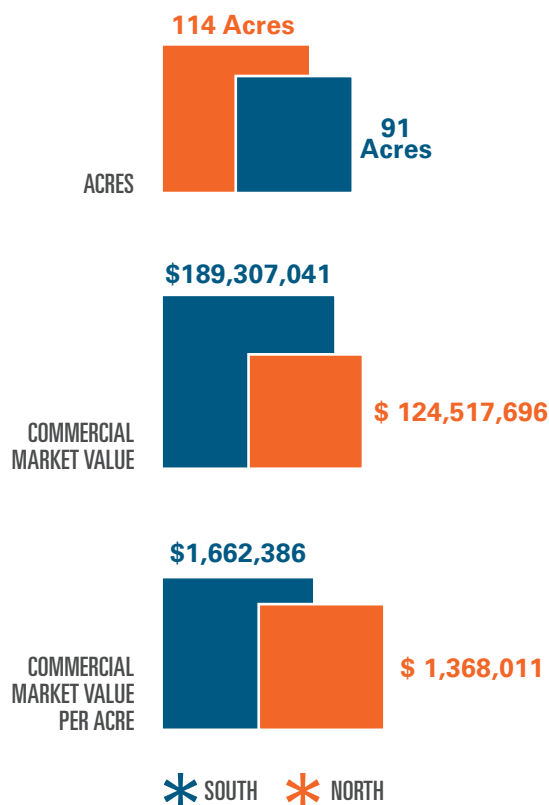
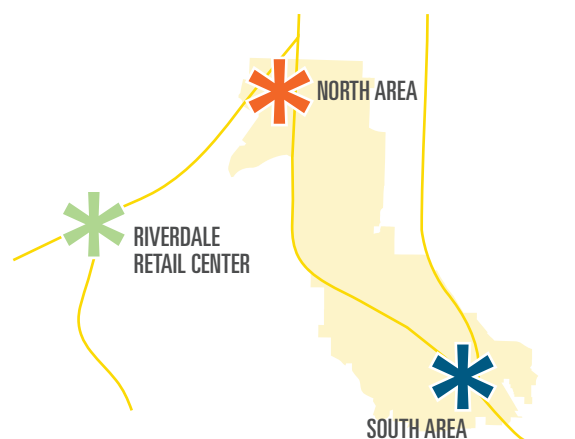


FIGURE 4.8 - SOUTH OGDEN & RIVERDALE COMMERCIAL CENTERS



Among the three commercial centers, Riverdale has the highest concentrations of both population and employment, although both sites in South Ogden are sufficiently strong to attract most national retailers.



SALES GAP (“LEAKAGE”) ANALYSIS

A sales gap analysis shows the estimated amount of retail purchases made by residents of South Ogden¹ and the percentage of those purchases being made within City boundaries (as reflected by the “Capture Rate”). Where the capture rate is less than 100%, this indicates that residents are leaving the City to make purchases elsewhere. Where the capture rate is greater than 100%, such as for General Merchandise Stores, this indicates that consumers from outside of the City are traveling to South Ogden and making purchases within City boundaries.

Corresponding to the capture rate is the leakage amount in each category. Since South Ogden has high capture rates in most categories, the overall leakage is actually positive (\$155 million in annual sales and a capture rate of 160%) indicating the City is capturing more than its “fair share” of retail sales as compared to other communities. Categories where the capture rate is less than 100% and City residents are making purchases in other cities show a negative leakage amount. This is the amount South Ogden is losing in sales annually for that category. For example, South Ogden has a lower capture rate for building materials, which translates into a loss of about \$24.6 million per year in potential sales in the City (**Table 4.2**).

1 Estimated consumer purchases are based on average annual consumer purchases in the State of Utah.

TABLE 4.2 - SALES LEAKAGE

	CATEGORY	2020 LEAKAGE	2020 CAPTURE RATE
Retail	Motor Vehicle and Parts Dealers	\$30,888,696	171.90%
	Furniture and Home Furnishings Stores	(\$4,415,351)	29.09%
	Electronics and Appliance Stores	(\$5,188,482)	19.79%
	Building Material and Garden Equipment and Supplies Dealers	(\$24,599,014)	2.15%
	Food and Beverage Stores	\$2,553,142	108.49%
	Health and Personal Care Stores	(\$1,059,898)	66.82%
	Gasoline Stations	(\$2,862,010)	62.25%
	Clothing and Clothing Accessories Stores	(\$5,276,053)	42.37%
	Sporting Goods, Hobby, Book, and Music Stores	(\$2,423,255)	65.67%
	General Merchandise Stores	\$179,620,344	599.11%
	Miscellaneous Store Retailers	\$1,252,524	112.52%
	Nonstore Retailers	(\$5,797,969)	80.08%
	Performing Arts, Spectator Sports, and Related Industries	(\$235,794)	0.43%
Services	Museums, Historical Sites, and Similar Institutions	(\$232,702)	0.09%
	Amusement and Recreation Industries	(\$725,396)	77.88%
	Accommodation	(\$8,210,300)	1.62%
	Food Services and Drinking Places	\$4,354,084	116.98%
	Repair and Maintenance	(\$3,509,926)	51.45%
	Personal and Laundry Services	\$816,520	147.33%
	Total	\$154,949,161	159.68%

RETAIL OPPORTUNITIES

Generally, retail opportunities exist either where:

- There are areas of strength and the community can add complementary development near its strongest retail clusters, such as near Costco (**Table 4.3**) in South Ogden; and
- There is significant leakage (unmet needs) such as in building materials. In the case of South Ogden, however, many building material stores are located on Riverdale Road and there is likely not sufficient demand in the regional area for additional development of this type in South Ogden at the present time.

South Ogden is currently “bookended” with two retail clusters at its north (City Center) and south (South Gateway Center) ends with over 62% of the City’s retail sales take place in the northern center and 16% occurring in the southern end (**Figure 4.5** and **Map 2.8**).

TABLE 4.3 - FISCAL IMPACTS OF VARIOUS RETAILERS

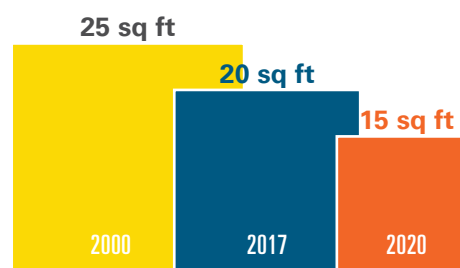
TENANT	AVG. SALES PER SQUARE FEET	AVERAGE STORE SIZE (SF FT)	FISCAL IMPACT TO CITY*
Olive Garden	\$540	8,000	\$21,600
Denny’s	\$330	4,200	\$6,930
Costco	\$1,050	145,000	\$761,250
Burger King	\$140	3,200	\$2,240
Wendy’s	\$280	3,200	\$4,480
Walgreen’s	\$760	14,100	\$53,580
Black Bear Diner	\$480	5,300	\$12,720
Outback Steakhouse	\$540	6,200	\$16,740
Chili’s	\$420	5,200	\$10,920
Papa John’s	\$200	1,300	\$1,300

*Sales tax revenue only (does not include other taxes)

CHANGING RETAIL TRENDS

Retail trends were changing long before the COVID-19 pandemic but have been accelerated by it. The amount of brick-and-mortar space for retail outlets has been declining from approximately 25 square feet per capita in 2000 to approximately 16 square feet per capita in 2020 (**Figure 4.9**). At the same time there has been a significant increase in online sales. This has resulted in a shift in sales tax revenues from retail stores to residential units as more point-of-sale tax revenues are now originating from home.

FIGURE 4.9 - RETAIL SPACE NEEDS TRENDS (SQ FT PER CAPITA)



As retail trends continue to change and adjust due to COVID, less space is needed in the market today.



REDEVELOPMENT POTENTIAL AND PROPERTY VALUES

The north end of the City has many older properties with lower property values that are ripe for redevelopment (**Table 4.4**). These properties have good access, visibility and traffic counts and have significant potential for improvement. The north area of the City also shows residential redevelopment potential due to a lower residential value per acre than the south area. As the housing market continues to surge in Utah, demand for all product types in nearly all markets is projected to continue.

TABLE 4.4 - FISCAL IMPACTS FROM COMMERCIAL PER ACRE BY AREA

AREA	PROPERTY	SALES	TOTAL
North Area	\$3,625.23	\$17,112.11	\$20,737.34
South Area	\$4,405.32	\$3,474.73	\$7,880.05

The City's main revenue sources are property and sales taxes. Due to the large national retailers in the north area, sales tax revenues are substantial. Property taxes are somewhat higher in the south area due to the large number of office buildings located there.

MARKET CONDITIONS

The office market is current supply restricted in Davis and Weber counties, meaning that there is insufficient space available to meet current demand. This will serve to drive up lease rates which currently average \$21.78 per square foot.² This represents an increase of 29.3% over year-end 2020. Health services tenants accounted for 20% of new leasing in Davis and Weber counties and represent a prime opportunity for South Ogden to capitalize on the nearby hospitals and medical services.

While retail is bouncing back somewhat from the pandemic, trends that were already in place for a shift to more e-commerce, remain strong. There is a current lack of demand for retail investment opportunities with investors being extremely cautious and willing to take less risks when it comes to placing capital in retail properties. On the other hand, essential retailers that experienced success throughout the pandemic have continued that growth with the addition of new locations and expansions.

HIGHEST AND BEST USE OF PROPERTIES

It is important to understand how highest and best use works, and, more importantly, how desired development can be achieved. Historically, highest and best use has only been considered by cities in terms of what creates the greatest return to the land. This is a developer-centric model use and relies upon an understanding of developer figures and intentions.

² Newmark, 2021 Midyear Utah Market Report



A WIDER IMPLEMENTATION OF HIGHEST AND BEST USE SHOULD CONSIDER THE FOLLOWING:



HIGHEST AND BEST USE TO THE DEVELOPER

This scenario considers the greatest return to the land and has historically been the only consideration for most municipalities.



HIGHEST AND BEST USE TO THE CITY (FISCAL)

This consideration addresses the proposed fiscal impacts of development and what revenue and expenses are generated for the City. The impacts may include, but are not limited to, property taxes, sales taxes, municipal energy fees, Class B/C road funds, retail buying power, and costs of services to be provided (**Table 4.5**).



HIGHEST AND BEST USE TO THE CITIZENS

This scenario is often less quantitative and relies upon feedback from citizens of what amenities are lacking in the area. This process also requires notable education, as residents will oft resort to desires that are not market feasible. Data is necessary to show, for example, that a certain retailer will not occupy a site until surrounding demographics hit specific metrics. Or residents may be unaware that their transportation costs are higher than those of other communities due to a lack of employment centers, and that adding jobs at a site (instead of an alternative, publicly desired use) may result in notable community benefits.

TABLE 4.5 - FISCAL IMPACTS TO CITY FROM VARIOUS DEVELOPMENT TYPES

TYPE	OFFICE	RETAIL	MULTI-FAMILY 20 UNITS PER ACRE	MULTI-FAMILY 8 UNITS PER ACRE
Property Taxes	\$10,966	\$5,627	\$6,637	\$3,710
Sales Taxes	-	\$21,780	\$7,200	\$2,880
Municipal Energy	\$2,086	\$1,372	\$1,177	\$471
Class B/C Road Funds	-	-	\$1,676	\$670
Total Annual Revenue per Acre	\$13,052	\$28,780	\$16,690	\$7,732



CONCLUSION

Economic studies of this nature are intended to provide a framework for the municipality to understand the full implications of development. They illustrate what the market can build, the impact the City should expect, and property types that are currently not feasible. If the non-feasible (in the market) uses are still desired by the City, various economic development tools may be considered to help reach desired goals.

From the municipal perspective, South Ogden would receive the highest fiscal benefit from retail development at the north commercial hub (City Center). However, the City currently has a strong sales tax base, with a 160% capture rate, and may be better served by focusing on community needs for the site. South Ogden lacks a central community gathering place with activities and entertainment and a facility that is both visible and accessible from Washington Boulevard would help fulfill this need through redevelopment.



GOALS, POLICIES & IMPLEMENTATION MEASURES

GOAL 1: Pursue redevelopment of deteriorating commercial properties with low property values at key sites.

- **Policy 1.1:** Provide public assistance for demolition of key properties and improved infrastructure at key sites, particularly along the northern end of Highway 89. These sites have good access and visibility but present a poor visual appearance for the City.
 - **Implementation Measure 1.1.1:** Consider public assistance to create a public gathering place at an appropriate site that will attract the public through amenities such as plazas, fountains, pavilions, and eating areas.
- **Policy 1.2:** Create and implement long-term plans to maximize highest-and-best use development at key intersections along Highway 89 extending between the northern and southern clusters in the City.

GOAL 2: Retain and strengthen existing businesses.

- **Policy 2.1:** Provide sales tax leakage information to specific businesses which demonstrate the potential for business expansion opportunities within related industries.
 - **Implementation Measure 2.1.1:** Work with existing businesses to adapt to changing retail trends including the need for drive-thru/pickup space, and assistance with online retailing.
 - **Implementation Measure 2.1.2:** Continue to promote and highlight “Shop South Ogden” to encourage local residents to support the businesses located throughout South Ogden.

GOAL 3: Retain existing businesses and recruit new businesses to South Ogden.

- **Policy 3.1:** Encourage new businesses to open shop in South Ogden, focusing on the benefits of the local market.
 - **Implementation Measure 3.1.1:** Approach property owners of key undeveloped and underutilized sites and express the commercial and retail opportunities available in South Ogden.
 - **Implementation Measure 3.1.2:** Approach businesses that are currently lacking in South Ogden and the surrounding area and explain the opportunities available in the City.



GOAL 4: Develop a community gathering place in City Center that will enhance the image and reputation of the City, create a new sense of urban vibrancy, and increase the quality of life for residents and visitors to the City.

- **Policy 4.1:** Leverage the development of a community gathering space to attract desired and missing business to City Center, which in turn will create more engagement and vibrancy to the downtown area.
 - **Implementation Measure 4.1.1:** Create a Small Area Master Plan for the portion of City Center that is west of Washington Boulevard, clarify the design and relationship with surrounding buildings and uses, and establish specific site design details and programming functions of the space. Consider actively programming this new public amenity to attract consistent business activity and enhance the economic benefits from the investment of public funds.
 - **Implementation Measure 4.1.2:** Utilize the full range of economic development tools to ensure this new urban amenity is the shining jewel of a re-imagined City core.

GOAL 5: Support residential redevelopment with increased density in key locations as part of a mixed-use program focused on enhancing fiscal benefits to the City as a result of increased property, sales and similar tax revenues.

- **Policy 5.1:** Support private investment through the select assistance of building and construction that will benefit the economic development and land use visions of the City.
 - **Implementation Measure 5.1.1:** Consider providing assistance with podium parking needs for higher-density development.¹
 - **Implementation Measure 5.1.2:** Provide assistance with urban infrastructure to help entice the right mix of businesses to City Center.
- **Policy 5.2:** Consider the creation of a new Community Reinvestment Area (CRA) to help offset the costs of redevelopment while maximizing increment in existing areas.
- **Policy 5.3:** Use fiscal impacts modeling² to guide areas of density and redevelopment efforts.

¹ Podium parking provides notable value to developers and communities in that it more fully utilizes land and maximizes development potential. Financial returns for podium and covered parking are typically limited in suburban environments, due to significant costs as compared to surface lot parking and the lack of rental premiums. Costs of podium parking are typically prohibitive unless financial incentives and/or density flexibility are provided. The ability to achieve higher apartment rents for covered parking is documented for urban locations, but the rent premium has not proliferated to suburban communities enough to justify the increased expense. If cities are looking to increase density and remove the prospect of large surface parking lots, consideration needs to be made for incentives to bridge the funding gap that is created with covered parking amenities.

² Fiscal impacts modeling is used to show the projected revenues (property, sales, energy, etc.) from the proposed development in comparison to the associated costs to the General Fund. Fiscal impacts modeling is also useful in showing relative impacts on a per acre basis and methods to maximize the value of the fiscal impacts to the City.



CHAPTER 5

HOUSING

- Introduction
- State Moderate Income Housing Requirements
- Existing Housing Data & Housing Snapshot
- Moderate Income Housing Plan & Additional Recommendations
- Housing Programs

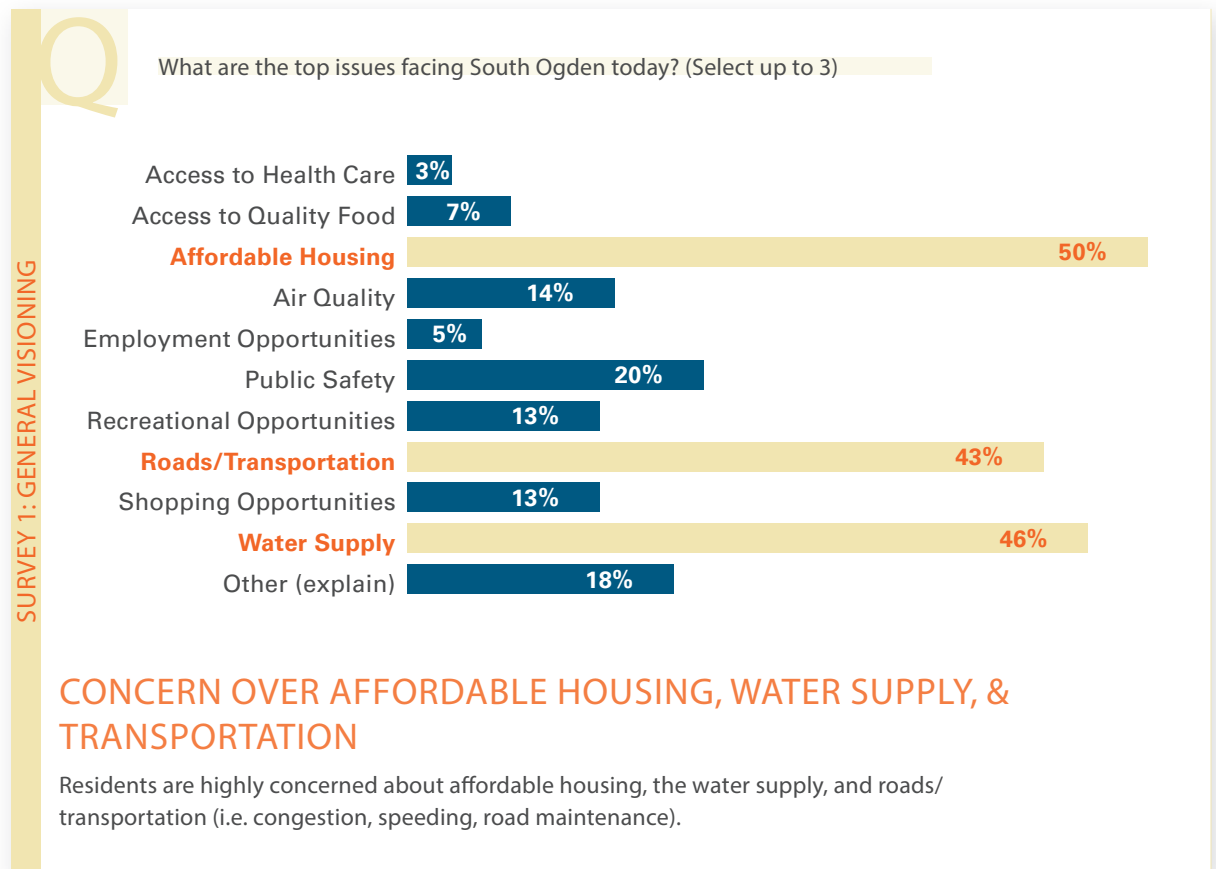


INTRODUCTION

HOUSING AFFORDABILITY IS A MAJOR PUBLIC CONCERN

Public survey results ranked affordable housing as the number one issue facing the City, with over 90% of respondents indicating they were concerned about housing affordability (**Figure 5.1**). Conversely, participants also indicated that they are concerned about higher density development, which is generally considered the primary type of housing that will help bring affordability to the City. It should also be noted that renters and low/moderate income households were underrepresented throughout all engagement efforts, which may account for the prevalence of these contrasting findings (See **Appendix A** for details).

FIGURE 5.1 - HOUSING AFFORDABILITY IS RANKED AS THE NUMBER ONE ISSUE FACING SOUTH OGDEN BY THE PUBLIC.



SUMMARY OF KEY HOUSING SURVEY FINDINGS:

CONCERN FOR FUTURE GENERATIONS

92% of respondents were concerned about housing affordability, with the vast majority feeling that their housing is affordable but are concerned for future generations. 22% of respondents also worry that their current housing will be unaffordable in the near future.

NEIGHBORHOOD PRESERVATION & LACK OF AFFORDABLE HOMES FOR SALE ARE TOP CHALLENGES

Residents rated preserving existing neighborhoods, lack of affordable homes for sale, and rapid growth/ high-density housing as top challenges.

SUBSIDIZED HOUSING & INCENTIVES TO BUILD NEW AFFORDABLE HOUSING ARE TOP STRATEGIES

Respondents were less supportive of efforts to preserve existing affordable housing and more supportive of directly subsidizing the housing costs for moderate income households.

DIFFERENT HOUSING TYPES ON THE TABLE

Over a quarter of respondents see small-lot, singly-family homes as the best option for providing affordable housing options but other housing types are on the table. ADUs, Townhomes, and 55+ communities were equally popular options.

MOST PEOPLE LIVE IN A SINGLE-FAMILY HOME ON LESS THAN 1/2 ACRE

Only 2.9% of respondents lived in apartments or condos, with 90% of respondents living in single-family homes.

RENTERS & OTHERS WERE UNDER REPRESENTED

According to the 2020 census, approximately 25% of South Ogden households are renters. However, only 4.6% of survey respondents were renters, indicating renter opinions were significantly underrepresented in the results.

STATE MODERATE INCOME HOUSING REQUIREMENTS

Utah Code 10-9a-403 requires that municipalities include within their General Plan a Moderate-Income Housing element. The moderate-income housing element should include the following:

1. Provide for a realistic opportunity to meet the need for additional moderate-income housing within the next five years.
2. Three or more moderate income housing strategies (as defined in Utah Code) for implementation.
3. An implementation plan.



MODERATE-INCOME HOUSING DEFINED

“Moderate-income housing” is defined in Section 10-9a-103 as “housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the City is located.”

The requirements related to moderate-income housing are further defined in Utah Code 10-9a-408. This section of Utah Code requires the development of a Moderate-Income Housing Plan (MIHP) that provides a description of each housing strategy selected by the municipality and the implementation plan related to these strategies. In order to achieve the objectives of Utah Code related to the moderate-income housing element of the general plan and the MIHR, this report considers the following elements:

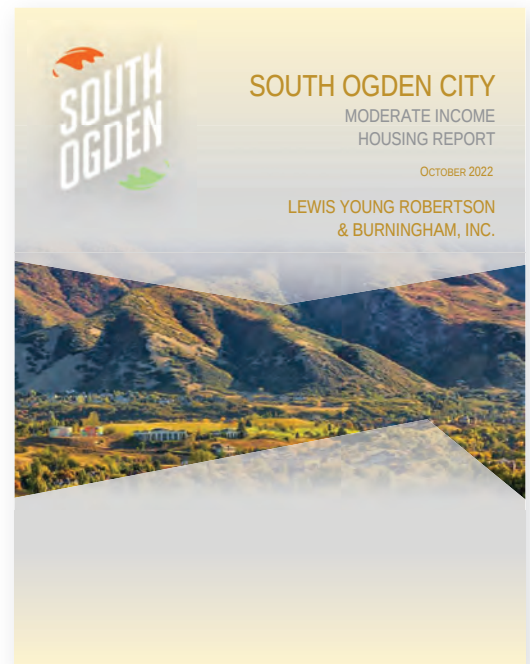
- An estimate of the existing supply of moderate-income housing located within the municipality.
- An estimate of the need for moderate income housing in the municipality for the next five years.
- A survey of total residential land use.
- An evaluation of how existing land uses and zones affect opportunities for moderate income housing.
- A description of the municipality's program to encourage an adequate supply of moderate-income housing.
- A selection of strategies from a menu list outlined in state code.
- An implementation plan with timelines and benchmarks for the selected strategies.

MODERATE INCOME HOUSING PLAN

The City's General Plan (adopted 1997 and updated 2001, 2008, and 2016) did not include a Moderate-Income Housing element. The purpose of the Moderate-Income Housing Plan (MIHP) is to serve as the moderate-income housing element of the general plan and establish South Ogden's strategies and policies to implement moderate-income housing in accordance with the Utah Code.

ANNUAL REPORT

The annual reports submitted to the Department of Workforce Services, due August 1, are tied to the City's fiscal year and should outline each MIHP strategy selected by the municipality along with an implementation timeline.



The 2022 South Ogden City Moderate Income Housing Report can be found in **Appendix D**.

EXISTING HOUSING DATA

As of the 2021 U.S. Census Bureau Population Estimates, South Ogden City is home to 17,541 residents. The 2020 U.S. Census Bureau American Community Survey reports that South Ogden has 6,434 housing units in total, of which 5,984 are occupied units (**Figure 5.2**).¹ There are many more homeowners than renters in South Ogden, with 74.4% of homes owner-occupied. This is due to the large number of single-family homes in the City, and very few multi-family housing units. The City has 4,453 owner occupied units and 1,531 renter occupied units (**Figure 5.3**). Occupied housing has decreased at an average annual growth rate (“AAGR”) of 0.45% from 2010 through 2020, with owner occupied housing units growing at 0.23% and renter occupied units decreasing at 2.17%.

As shown in **Table 5.1**, 79.5% of South Ogden’s housing stock is single family with 20.5% multi-family, mobile home, and other housing types. By comparison, Weber County’s housing stock is comprised of 78.2% single family and 21.8% multi-family, mobile home, and other housing types.

1 Most current ACS data available.

TABLE 5.1 - HOUSING STOCK

TYPE	OWNER OCCUPIED		RENTER OCCUPIED		TOTAL	% OF TOTAL
Single Family	4,333	97.3%	423	27.6%	4,756	79.5%
2 to 4 Units	71	1.6%	430	28.1%	501	8.4%
5 to 9 Units	20	0.4%	233	15.2%	253	4.2%
10 or more Units	29	0.7%	432	28.2%	461	7.7%
Mobile Home & Other	-	0.0%	13	0.8%	13	0.2%
Total Units	4,453	74.4%	1,531	25.6%	5,984	100.0%

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates; Table(s) B25001, B25032.

HOUSING COST BURDEN

MEDIAN HOUSEHOLD INCOME

The median household income in South Ogden is \$70,552. The median household income has grown at an AAGR of 2.92% from 2010 through 2020. The South Ogden owner-occupied income in 2020 was \$78,304 while renter-occupied income was \$48,590. The renter-occupied median income grew at an AAGR of 2.27% compared to a 3.9% growth rate in median gross rent.



MONTHLY HOUSING COSTS

The monthly housing costs for all owner-occupied housing in South Ogden is \$1,763. Monthly costs for owner-occupied housing units with a mortgage is \$1,336 while those without a mortgage is \$427. The median gross rent in the City is \$1,042 (**Table 5.2**). The ratio of the City's median rent to renter income is 25.7%. The ratio of the City's owner-occupied median income to median mortgage is 20.5%. Ratios greater than 30% indicate the average renter or household owner is burdened by housing costs. Ratios greater than 50% suggest a severe burden. Currently, the overall renter income to rent ratio is not considered a burden. However, the ratio is nearing the burden threshold (**Figure 5.4**).

TABLE 5.2 - HOUSEHOLD INCOME & HOUSING COST BURDEN RATIO

	2010	2020	AAGR
South Ogden Median Adjusted Gross Income	\$46,364	\$55,900	1.89%
South Ogden Median Income	\$52,893	\$70,552	2.92%
South Ogden Owner-occupied Median Income	\$62,327	\$78,304	2.31%
South Ogden Renter-occupied Median Income	\$38,817	\$48,590	2.27%
South Ogden Median Gross Rent	\$711	\$1,042	3.90%
South Ogden Owner-occupied w/ Mortgage Cost	\$1,231	\$1,336	0.82%
South Ogden Owner-occupied w/o Mortgage Cost	\$374	\$427	1.33%
South Ogden Median Rent to Renter Income	22.0%	25.7%	-
South Ogden Median Mortgage to Owner Income	23.7%	20.5%	-

Source: US Census Bureau, American Community Survey 2016-2020; Table B25119, B25088, *Utah State Tax Commission, 2020 Statistics of Income; Table 17.

AREA MEDIAN INCOME

The area median income ("AMI") for Weber County for 2020 was \$71,275. The median family income for a family of four in Weber County is \$90,950. **Table 5.3** represents the ratio of median rent in South Ogden at 100% of the AMI income for a family of four in Weber County. Ratios greater than 30% indicate a burden based on typical housing costs within the County. Ratios greater than 50% suggest a severe burden. At 30% of AMI, a family of four is burdened and nearing the severe burden threshold (**Figure 5.5**).

TABLE 5.3 - WEBER COUNTY AREA COST BURDEN RATIO

	2010	2020	AAGR
Weber County AMI Family of Four	\$66,002	\$90,950	3.26%
South Ogden Median Rent	\$711	\$1,042	3.90%
100% of AMI Family of Four	12.93%	13.75%	-
80% of AMI Family of Four	16.16%	17.19%	-
50% of AMI Family of Four	25.85%	27.50%	-
30% of AMI Family of Four	43.09%	45.83%	-

Source: US Census Bureau, American Community Survey 2016-2020; Table B19019, B19119.

FAIR MARKET RENTS

The U.S. Department of Housing and Urban Development annually reviews fair market rents to determine a standard for various housing programs to publish HOME Investment Partnership Program (“HOME”) rent limits. The rent limits for the Ogden-Clearfield HUD Metro FMR Area for 2022 is found in **Table 5.4**.

TABLE 5.4 - OGDEN-CLEARFIELD RENT LIMITS

PROGRAM	EFFICIENCY	1 BED	2 BED	3 BED	4 BED
Low HOME Rent Limit	\$811	\$891	\$1,105	\$1,306	\$1,457
High HOME Rent Limit	\$811	\$891	\$1,105	\$1,535	\$1,839
Fair Market Rent	\$811	\$891	\$1,105	\$1,535	\$1,864
50% Rent Limit	\$880	\$942	\$1,131	\$1,306	\$1,457
65% Rent Limit	\$1,124	\$1,206	\$1,449	\$1,665	\$1,839

Source: U.S. Department of Housing and Urban Development, 2022 HOME Rent Limits; Utah.

HISTORIC BUILDING PERMITS

The City has issued building permits for 644 units from 2011 to 2021 (**Figure 5.6**). These include 556 multi-family units and 86 single family units (**Figure 5.7**). Multi-family units have been more prevalent in the last seven years and will continue to be an important tool to address moderate income housing needs within the City.

TABLE 5.5 - BUILDING PERMITS

YEAR	SINGLE-FAMILY UNITS	DUPLEX DWELLINGS	MULTI-FAMILY UNITS	MOBILE/ MANUFACTURED	TOTAL CONSTRUCTED UNITS
2011	6	0	0	0	6
2012	6	0	0	0	6
2013	21	0	0	0	21
2014	11	0	143	0	154
2015	15	0	0	0	15
2016	8	2	14	0	24
2017	6	0	0	0	6
2018	6	0	168	0	174
2019	3	0	48	0	51
2020	1	0	4	0	5
2021	3	0	179	0	182
Total	86	2	556	0	644

Source: Kem C. Gardner Ivory-Boyer Construction Report and Database.

HOUSING SNAPSHOT

FIGURE 5.2 - 2020 OCCUPIED UNITS

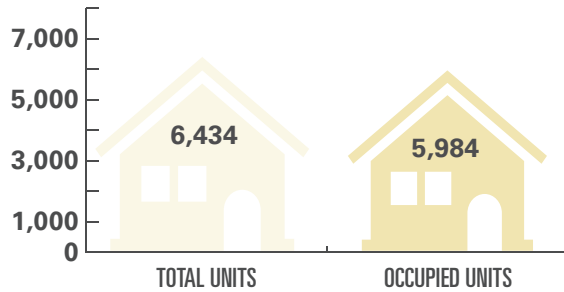


FIGURE 5.3 - 2020 OWNER & RENTER OCCUPIED UNITS

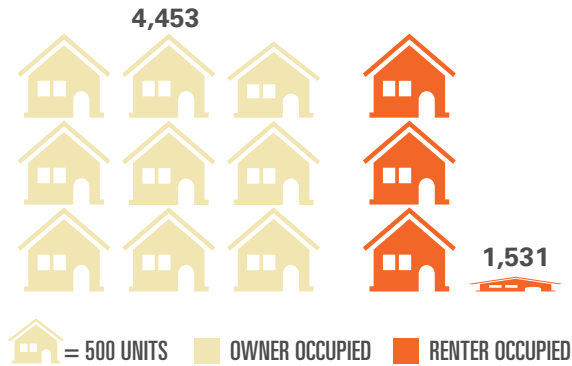
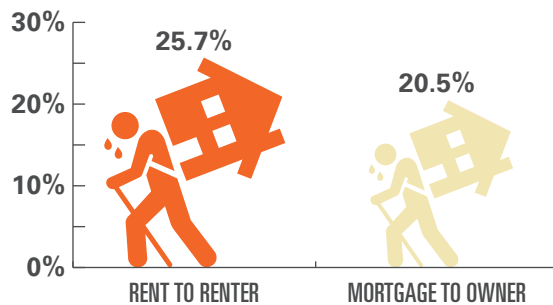
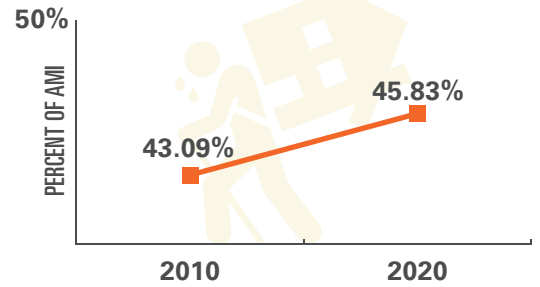


FIGURE 5.4 - HOUSING COST BURDEN RATIO



The overall renter income to rent ratio is not considered a burden, however, the ratio is nearing the burden threshold (30%).

FIGURE 5.5 - WEBER COUNTY AREA COST BURDEN RATIO FOR A FAMILY OF FOUR (2010 & 2020)



Ratios greater than 50% suggest a severe burden. At 30% of AMI, a family of four is burdened and nearing the severe burden threshold.

FIGURE 5.6 - TOTAL CONSTRUCTED UNITS PER YEAR (2011-2021)

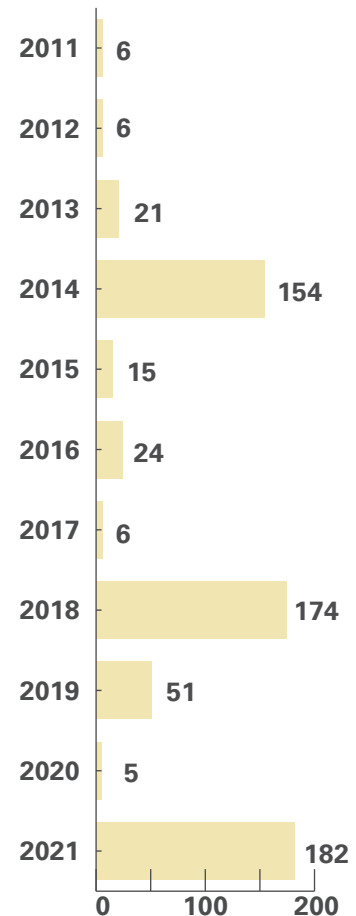




FIGURE 5.7 - TOTAL BUILDING PERMITS ISSUED BY UNIT TYPE (2011-2021)

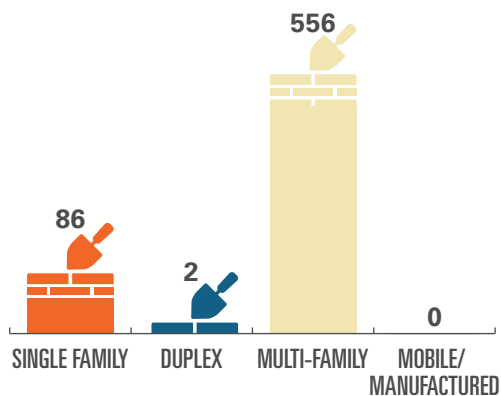


FIGURE 5.9 - DEFICIT IN AVAILABLE UNITS (RENTER HOUSEHOLDS) BY HAMFI INCOME LEVEL

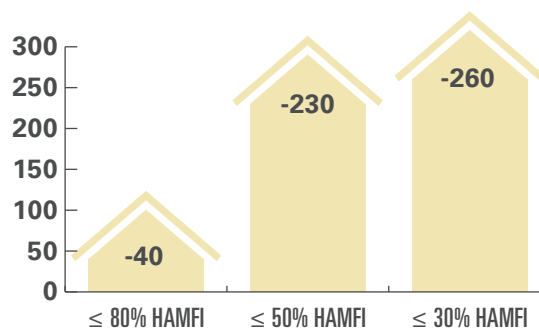
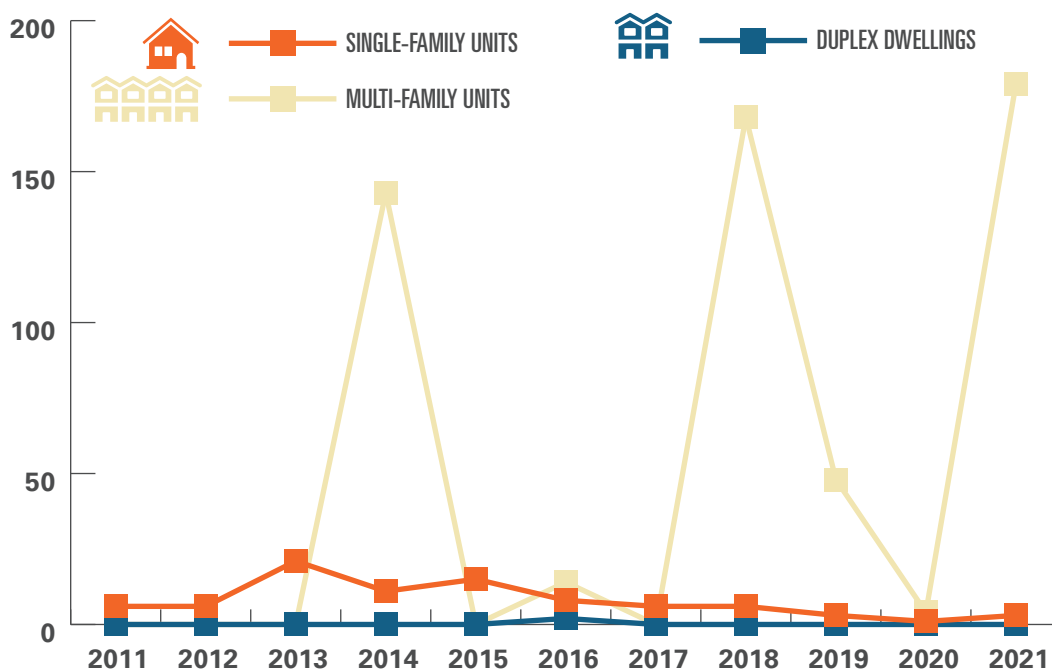


FIGURE 5.8 - UNITS CONSTRUCTED PER YEAR BY TYPE (2011-2021)





HOUSING GAP ANALYSIS

The Utah Housing and Community Development Division within the Utah Department of Workforce Services (DWS) utilizes American Community Survey² data and the U.S. Housing and Urban Development Comprehensive Housing Affordability Strategy³ (CHAS) to identify the current number of rental households, as well as project the number of units needed over the next five years, by percentage of household area median family income (HAMFI⁴). The total number of renter households according to CHAS is 1,925, with 42.9% or 825 units considered non-low income.⁴

At $\leq 80\%$ HAMFI, there are 1,100 renter households with 1,060 units currently available. This suggests a shortage of 40 rental units at the $\leq 80\%$ of HAMFI income level. However, the City has a total of 1,855 affordable units suggesting a surplus of affordable units for this income bracket. This mismatch in available and affordable housing suggest 795 households are living in affordable housing despite their median income being above the $\leq 80\%$ HAMFI threshold. The mismatch is more severe in the $\leq 30\%$ HAMFI category as a 135 affordable unit deficit exists, as well as a mismatch in renters with incomes higher than the $\leq 30\%$ threshold occupying 125 units. At $\leq 30\%$ HAMFI, there is a deficit of 260 rental units (**Table 5.6** and **Figure 5.9**).

The current ACS and CHAS data indicate the number of rental units lags behind the number of rental households. The Kem C. Gardner Institute identified this lag citing the period from 2010-2015 where the number of households were increasing at a faster pace than housing units.⁵ Historically, the housing units outpaced households. The current inverse relationship is evidence of the housing shortage in the State of Utah. The South Ogden gap analysis further identifies a need to provide affordable housing with an emphasis on households at 50% and 80% of HAMFI.

² U.S. Census Bureau American Community Survey 2013-2017, most current available.

³ U.S. Department of Housing and Urban Development 2015, most current available.

⁴ Due to the time lag in data availability for the ACS and CHAS data, variations exist between the ACS rental households reported in 2017 as 2,179 and the CHAS rental households reported in 2015 as 1,925.

⁵ Wood, James (2016, November). Does Utah Have a Housing Shortage? Retrieved from <https://gardner.utah.edu/utah-housing-shortage/>

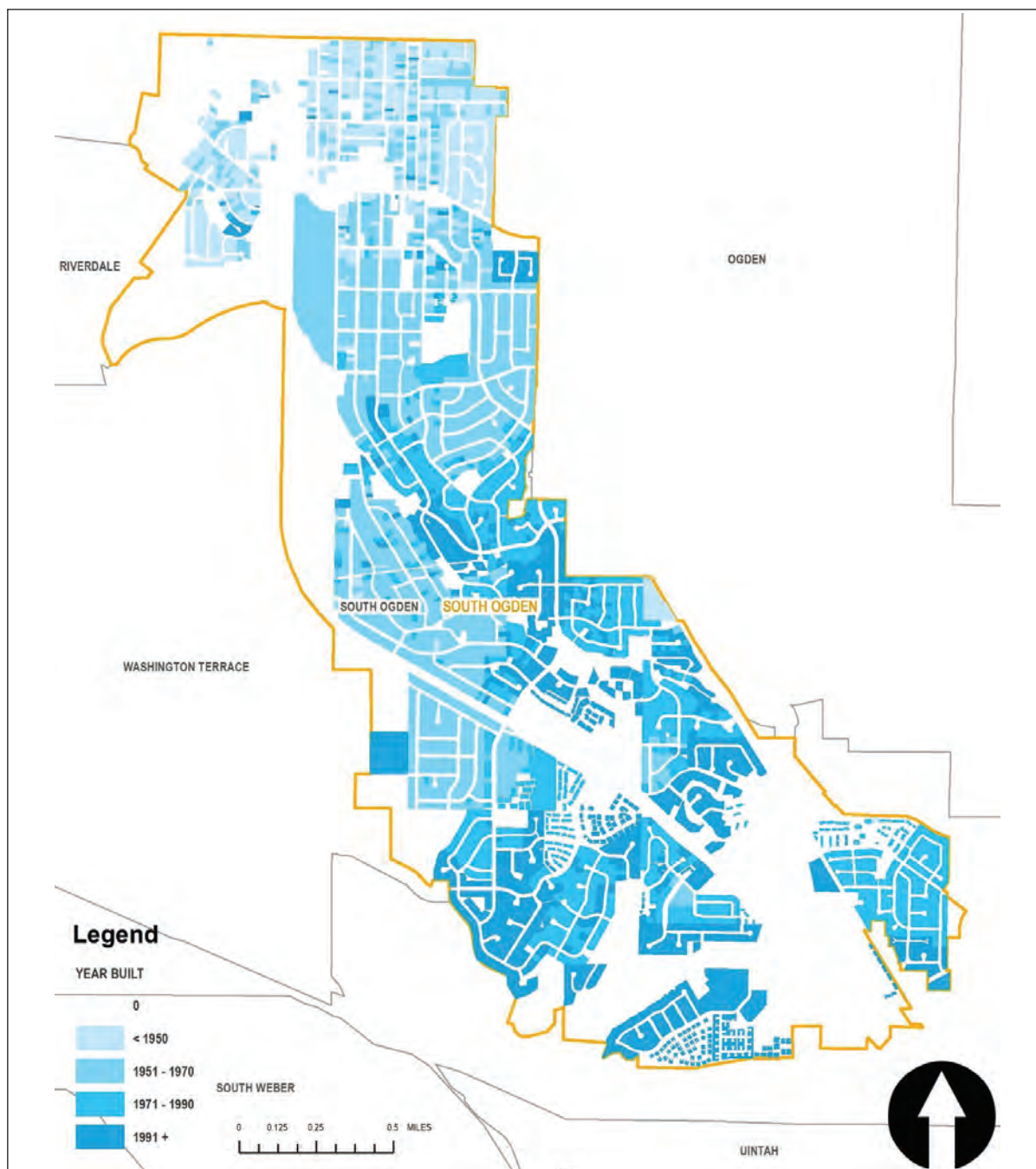
TABLE 5.6 - HOUSING GAP

2018 SHORTAGE	RENTER HOUSEHOLDS	RENTAL UNITS		RENTER HOUSEHOLDS		HOUSING MISMATCH
		AFFORDABLE UNITS	AVAILABLE UNITS	AFFORDABLE UNITS	AVAILABLE UNITS	
$\leq 80\%$ HAMFI	1,100	1,855	1,060	755	(40)	795
$\leq 50\%$ HAMFI	665	950	435	285	(230)	515
$\leq 30\%$ HAMFI	365	230	105	(135)	(260)	125

HOUSING STOCK

Map 5.1 depicts the age of the housing stock within the City. The southern portion of the City contains newer development. The majority of residential construction prior to 1970's is to the north and west in the City, while a heavy concentration of home building occurred on the northern boundary prior to 1950. By age, the central and north housing stock will be more vulnerable and may be prime areas to focus rehabilitation efforts.

MAP 5.1 - RESIDENTIAL YEAR BUILT





ACCESSORY DWELLING UNITS

In 2021, South Ogden amended City code to allow for the interior ADUs as permitted uses in single-family residential, two-family residential, and multiple-family residential zones. In addition, the City created an “Accessory Dwelling Unit” section in their municipal code (Adopted 9/21/2021) to provide reasonable regulations for supplementary living accommodations in internal ADUs located in residential areas of the City. The City has not had any accessory dwelling units located within the municipality issued a business license or construction permit.



MORE ABOUT ACCESSORY DWELLING UNITS

Accessory dwelling units (ADUs) are habitable living units added to, created within, or detached from a primary single-family dwelling and contained on one lot. (Utah Code § 10-9a-103 (1)). They represent one effective solution to housing affordability due to their low cost and immediate feasibility, the smaller size of the units that are built, and the range of options that are available for facilitating their development on established and new housing sites.

The Utah State Legislature, through Senate Bill 34 (2019), encouraged communities to implement ADU ordinances that make sense for the local jurisdiction. The bill also requested that if municipalities do adopt an ADU ordinance, they make sure the ordinance incentivizes ADU use and does not create barriers, such as difficult or expensive permitting processes¹. In 2022, the legislature went one step further, passing a law making Accessory Dwelling Units (ADUs) that are internal or attached to a single family dwelling permitted uses in all municipalities and counties. South Ogden has since adopted a zoning ordinance that embraces this law.

¹ Utah League of Cities and Towns (2019), One Key to Housing Accessory Dwelling Units A Resource Guide for Municipal Officials and Staff.

BARRIERS RELATED TO AFFORDABLE HOUSING

South Ogden has proactively sought to encourage affordable housing within the community. During this process, community concerns surfaced regarding the location of redevelopment which could potentially eliminate the availability of affordable housing products. Residents and council members express concern that redevelopment could replace older, smaller lot residential, which would be replaced by higher cost, new housing products. While this isn’t necessarily a direct barrier, the City will continue to evaluate housing options relative to community preference and affordability according to the strategies of this chapter.



MODERATE INCOME HOUSING PLAN

HOUSING STRATEGIES AND RECOMMENDATIONS

To qualify for State transportation funding, the State requires municipalities to select three housing affordability strategies to implement in their community. In addition, the legislature is giving priority funding designation to those communities that adopt two additional strategies. South Ogden City has selected the following strategies for implementing moderate-income housing in the community.

The following strategies were selected for 2023. However, since the State requires the City to reevaluate these strategies annually, the City's most current Moderate-Income Housing Report should be referenced for the City's most current strategies.

STRATEGY 1: Demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing (Menu Item P).

STRATEGY 2: Preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or establishing a housing loss mitigation fund (Menu Item K).

STRATEGY 3: Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones (Menu Item E).

STRATEGY 4: Zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers (Menu Item F).

STRATEGY 5: Rezone for densities necessary to facilitate the production of moderate-income housing (Menu Item A).

TRACKING & IMPLEMENTATION

To track and prioritize implementation measures for each strategy, the City will incorporate the five housing strategies into the South Ogden Strategic Plan. The Strategic Plan, annually adopted by the South Ogden City Council, outlines and prioritizes directives to guide policy decisions and prioritize community needs. The Strategic Plan identifies the required resources, the department personnel involved, a tentative due date, and the City's overall progress relative to each directive.



STRATEGY 1

DEMONSTRATE UTILIZATION OF A MODERATE INCOME HOUSING SET ASIDE FROM A COMMUNITY REINVESTMENT AGENCY, REDEVELOPMENT AGENCY, OR COMMUNITY DEVELOPMENT AND RENEWAL AGENCY TO CREATE OR SUBSIDIZE MODERATE INCOME HOUSING

South Ogden City has created the City Center Community Reinvestment Project Area and will utilize funds from the tax increment generated by the project area to aid in the development and/or subsidization of moderate-income housing (Menu Item P).

In 2019 the South Ogden City Community Development and Renewal Agency (CDRA) created the City Center Community Reinvestment Area (CRA). With support and participation from Weber County and Central Weber Sewer Improvement District, the City Center CRA was created to aid in the redevelopment of properties along Riverdale Road, Washington Blvd., Harrison Blvd. and 40th Street. The long-range vision, as demonstrated within the City's general plan, is for these properties to be redeveloped with a variety of mixed uses, at much higher densities, and with a more urbanized look and feel.

It is estimated the City Center CRA will generate approximately \$964,673 of incremental value over the next 20 years. These funds will be restricted for the Agency's use to help with the development/subsidization of moderate-income housing. The first year of tax increment was 2022, providing the Agency some housing monies through the project area through 2042.

IMPLEMENTATION

- Analyze the feasibility to develop moderate-income housing on the city-owned property at 40th and Evelyn. (Winter 2025)
- Seek LIHTC funding to help with construction of deeply affordable housing (30% AMI) or other income-restricted housing projects. (Spring 2026)



STRATEGY 2

PRESERVE EXISTING AND NEW MODERATE INCOME HOUSING AND SUBSIDIZED UNITS BY UTILIZING A LANDLORD INCENTIVE PROGRAM, PROVIDING FOR DEED RESTRICTED UNITS THROUGH A GRANT PROGRAM, OR ESTABLISHING A HOUSING LOSS MITIGATION FUND

South Ogden City desires to preserve existing and develop new moderate-income housing and subsidized housing units by utilization of a landlord incentive program, providing for deed restricted units through a grant program, or, notwithstanding Section 10-9a-535m establishing a housing loss mitigation fund (Menu Item K).

Utilizing tax increment generated through the City Center Community Reinvestment Project Area, South Ogden City will explore and implement program(s) to aid in the preservation and/or development of moderate-income housing, as well as ways the city can work with developers to incorporate moderate-income housing into new, market-rate projects through deed restrictions of a certain number of units. This would increase the number of moderate-income units throughout the city and would inter-mix these units with market-rate units within the same development/project.

IMPLEMENTATION

- Explore policies that would incorporate/require deed-restricted moderate-income housing units to be incorporated into new projects whenever a development agreement is utilized as a part of the projects' approval. (Spring 2026)
- Explore the cost/benefits of establishing a Housing Preservation Fund. (Spring 2026)
- Explore cost/benefits of creating a Housing Loss Mitigation Fund for the development or preservation of moderate-income housing. (Spring 2026)
- Explore ways to utilize housing funds from the City Center CRA to incentivize landlords to deed-restrict units, subsidize development-related fees, etc. (Spring 2026)

STRATEGY 3

CREATE OR ALLOW FOR AND REDUCE REGULATIONS RELATED TO INTERNAL ADUS

South Ogden has created regulations related to internal accessory dwelling units (ADUs) in residential zones (Menu Item E).

In 2021, South Ogden amended City code to allow for the interior ADUs as permitted uses in single-family residential, two-family residential, and multiple-family residential zones. In addition, the City created an “Accessory Dwelling Unit” section in their municipal code (Adopted 9/21/2021) to provide reasonable regulations for supplementary living accommodations in internal ADUs located in residential areas of the City.

IMPLEMENTATION

- Begin to track building permits and rental licenses related to ADUs (Spring 2023).
- Review “Accessory Dwelling Unit” code with City Council and Planning Commission to determine the feasibility of extending policy to allow for attached and detached ADUs (Winter 2023).
- Work with the Planning Commission and City Council on drafting and adopting ADU code amendment (Spring 2024).
- Review the ADU ordinance to consider allowing them on smaller sized lots (Spring 2026)

STRATEGY 4

ZONE OR REZONE FOR HIGHER DENSITY OR MODERATE-INCOME RESIDENTIAL DEVELOPMENT

South Ogden has zoned or rezoned for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers (Menu Item F).

The City's form-based code creates three districts:

1. **Neighborhood Commercial:** a number of smaller areas that provide convenient local commercial services for residents.
2. **Wall Avenue:** flexible mixed-use district that allows for a broad range of commercial uses and building types
3. **South Gateway:** flexible mixed-use district that allows for a broad range of commercial uses and building types.

The major districts are further broken down into subdistricts:

- **Gateway Core:** The Gateway Core Subdistrict is intended to be the City's most flexible and inclusive subdistrict, ensuring a place for all of South Ogden's commercial needs. It includes a range of building types that will allow for a vibrant, mixed-use commercial area.
- **Gateway General:** The Gateway General Subdistrict provides the same function as the Gateway Core Subdistrict, but with a lower intensity of building to provide a buffer between residential neighborhoods and commercial areas.
- **Neighborhood Commercial:** The Neighborhood Subdistrict allows for smaller nodes of commercial uses, the purpose of which is to provide residents with easy access to businesses which provide local services and goods.
- **Gateway Edge:** The Edge Subdistricts are made up of smaller scale residential buildings, which provide a buffer between existing single family residential neighborhoods and the Commercial Subdistricts. (Ord. 17-21, 11-21-2017, eff. 11-21-2017)

The rezone districts allow for density variations based on permitted uses.

IMPLEMENTATION

- Track the number of new housing units established from the City's form-based code districts (Neighborhood Commercial, Wall Avenue, and South Gateway) to monitor the number of units that qualify as moderate income housings units (Spring 2023 – Winter 2026).

STRATEGY 5

REZONE FOR DENSITIES NECESSARY TO FACILITATE THE PRODUCTION OF MODERATE-INCOME HOUSING

South Ogden has rezoned for densities to facilitate the production of moderate-income housing (Menu Item A).

The City has rezoned for mixed use and high density as part of the form-based code initiative. The rezone process was a complete review of existing zoning and the establishment of form-based code in order to promote redevelopment of commercial areas to mixed use zones suitable for higher density housing. This initiative included a steering committee, public review process, planning commission review, public hearing, and adoption by City Council and was completed over two-year period. The City will continue to update zoning to meet current demands.

The City created nine additional zones to facilitate the production of moderate-income housing:

1. 40th Street General
2. City Center General
3. City Center Core
4. Riverdale Road General
5. Edge
6. Gateway Core
7. Gateway General
8. Neighborhood Commercial
9. Gateway Edge Subdistricts

IMPLEMENTATION

- Review and update the zoning code to allow for higher density in redeveloping residential areas (Winter 2023 – Spring 2024).
- Work with Planning Commission, Community Development and Renewal Agency (CDRA), and the City Council to modify zoning in anticipation for redevelopment efforts (Spring 2024).
- Track the number of new housing units established from the City's Form-Based Code Districts (40th Street General, City Center General, City Center Core, Riverdale Road General) to monitor the number of units that qualify as moderate-income housing units (Spring 2025-Spring 2026).
- Seek assistance with a small area plan for the City Center Core and potentially modify the zoning code to allow for that vision (Spring 2025-Spring 2026)

ADDITIONAL STATE SUPPORT

The City could benefit from additional training related to MIHR requirements and data collection. In addition, training related to the 24 identified strategies and how to implement these strategies could be beneficial.

ADDITIONAL RECOMMENDATIONS

Numerous programs are available to encourage the development and preservation of affordable housing at all income levels. Homeownership programs are well established, and support should continue and expand. The Home Program and HOME Investment Partnership Act are important resources for moderate and low-income homeowners, and CDBG funds can also be used to assist homeowners. In addition, the Utah Housing Corporation provides homeownership assistance through below market loans (FirstHome), down payment and closing cost assistance, and lease to-own housing supported by Low Income Housing Tax Credits (CROWN). Further, HUD has special loans for the construction of rental and cooperative housing for the elderly and handicapped. In addition, funds are available under the Olene Walker Loan Fund and the McKinney Fund (with emphasis on transitional housing).

HOUSING PROGRAMS

FINANCIAL RESOURCES FOR AFFORDABLE HOUSING DEVELOPMENT

Potential funding sources for housing include revenue from the general fund, CDBG grants and RDA affordable housing pass through. The general fund is essentially drawing upon the existing resources of the community and reallocating some of these resources to promote affordable housing. This could include earmarked sales tax or other revenue to provide development subsidies for deed-restricted affordable housing. The CDBG funds may require some reallocation of funds from infrastructure needs to housing, although both are valid projects.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM

This is a well-established federal entitlement grant program for urban communities seeking to revitalize neighborhoods, improve community facilities, prevent and eliminate slums, aid low to moderate-income families, and promote economic development. Between 2015 and 2019, \$4.9M was spent on CDBG projects within the Wasatch Front Regional Council region.

PRESERVATION OF HOUSING STOCK

The preservation and rehabilitation of the current housing stock (rental and owner-occupied) will also be an important way to help keep housing affordable. The City should set a goal to rehabilitate a number of housing units before the year 2028. There are various programs available to the City to assist with home rehabilitation efforts. The HOME consortium and the Home Programs will be important to help people under 80% of HAMFI preserve the quality of their home investments.

Additionally, CDBG funds can be obtained to manage and invest into low- and moderate-income areas. While infrastructure is important for community building, some portion of the CDBG budget should be targeted toward housing programs.

COMMUNITY REINVESTMENT AREAS

Additional Redevelopment Agency (RDA) funds could become available to the community with the establishment of additional Community Reinvestment Areas and the redevelopment of selected sites. Under Community Reinvestment Areas (CRAs), the redevelopment agency is required to allocate at least 10% of total tax increment revenues it receives (from CRAs) to affordable housing.

INCLUSIONARY ZONING

Inclusionary zoning involves local governments utilizing zoning ordinances to require a certain percentage of units developed to be affordable. Inclusionary zoning programs may be mandatory (requiring all new developments to provide affordable units) or voluntary (requiring affordable units only for those taking advantage of development incentives, such as density bonuses or reduced requirements). Some programs also provide alternative means to meet requirements, such as paying an in-lieu fee or dedicating land elsewhere for affordable housing.

HOME INVESTMENT PARTNERSHIP ACTS

The HOME act was established to develop and support affordable rental housing and home ownership mainly through the rehabilitation of existing units rather than new construction. The program targets low and very low-income households. The grant program is flexible in allowing participating jurisdictions to decide the most appropriate use of money in their communities. The program requires that at least 90% of the rental assistance be targeted toward households with incomes no higher than 60% of the area median. Participating jurisdictions are required to match 25% of the federal funds used.

SECTION 8 HOUSING CHOICE VOUCHER PROGRAM

The Section 8 program provides rental payments and assistance to very low income and elderly persons. Rental assistance payments are made directly to private owners who lease their units to assisted families. The tenant is only required to pay 30% of his or her monthly-adjusted gross income for rent and the federal government pays the balance of the contract rent to the owner of the rental unit. The contract rent is based on Fair Market Rent established by HUD for the area. The certificates and vouchers are issued by local housing authorities and have a five-year term, which is renewable. Program participants may rent units whose rents exceed the FMR, but the recipient must pay the balance. Applications for this program can be completed through both the Weber Housing Authority (WHA) and the Ogden Housing Authority.

HOMEOWNERSHIP ASSISTANCE PROGRAM

The Homeownership Assistance Program is designed to increase home ownership throughout Weber County. The program is offered to qualified moderate income households on a first come,



first served basis and as funding is available. First time homebuyers purchasing their primary residence in Weber County can receive a \$5,000 zero interest, deferred payment loan. These loans can only be used at the time of closing for down payment, closing costs, or principal reduction toward the first mortgage loan balance. The WHA has not received funding for this program in recent years, however, there are carry over funds available for limited grants.

SUPPORTIVE HOUSING PROGRAM

The Supportive Housing Program provides voucher-based rental assistance linked with case management services. This program is offered to high barrier, homeless, disabled, unaccompanied households who do not hold the lease in their own name. WHA holds the master lease on the unit. The program pulls households from a community homeless waiting list that prioritizes individuals based on vulnerability. The goal of the program is to assist homeless individuals strive for self-sufficiency.

SHELTER PLUS CARE

The Shelter Plus Care Program provides voucher based rental assistance linked with case management services. This program is offered to homeless, disabled, unaccompanied individuals who hold the lease in their own name. The program, administered by WHA, pulls individuals from a community homeless waiting list that prioritizes individuals based on vulnerability. The goal of the program is to assist homeless individuals strive for self-sufficiency.

LOW INCOME HOUSING TAX CREDITS (LIHTC)

The federal government has developed a program to encourage the construction, rehabilitation and preservation of rental housing for very low, low and moderate-income households. The LIHTC program is administered by the Utah Housing Corporation (UHC), which determines the amount of tax credit available to applicant projects and operations and on the percentage of the project, which will be restricted to low income tenants. The UHC establishes maximum rents in accordance with HUD standards and future rental increases will be based on increases in the cost of living as reflected in HUD income guidelines. A minimum of 20% of the project's units must be set aside for tenants with income less than 50% of the median income for the area or a minimum of 40% of the units must be reserved for tenants with incomes less than 60% of the area median income. Projects receiving LIHTC must maintain the status as a low-income project for a minimum of 15 years.

The LIHTC program provides a credit equal to nine percent of the construction cost for new construction or substantial rehabilitation for projects which do not use other federal assistance and a four percent credit for acquisition of existing projects and for those projects which use other federal subsidies (CDBG excluded). Credits are claimed annually for ten years. The credits may be used by the owner of the property or sold through syndication.



SECTION 202 LOANS FOR HOUSING THE ELDERLY

The HUD Section 202 program offers capital advances to finance the construction and the rehabilitation of structures to serve as supportive housing for very low-income elderly persons. It also provides rent subsidies to help make the projects affordable. If the project serves very low-income elderly persons for 40 or more years, the capital advance does not need to be repaid.

OLENE WALKER TRUST FUND

The fund is comprised of State appropriations and federal funds to provide loans at below-market interest rates for the construction of affordable housing. The majority of projects built using this fund are multi-family. While the majority of the fund is used for loans, a small amount (five percent) of the fund is available for grants.

MCKINNEY-VENTO FUND

This fund is administered by HUD and provides assistance for transitional housing. This includes advances or grants for acquisition, rehabilitation of existing structures, annual payments to help cover operating expenses, and technical assistance in establishing and operating transitional housing. Rental assistance for homeless people with disabilities is also offered.

FIRSTHOME

FIRSTHOME is a mortgage program offered by the Utah Housing Corporation. It is geared towards families of modest income with a credit score of 660 or higher who are first time homebuyers. This program offers competitive interest rates that keep the monthly house payments affordable, allowing families with smaller incomes to purchase a home.

UHC'S SUBORDINATE LOAN

This program is an offer from the Utah Housing Corporation that can be combined with any of their loan programs to help families with funds needed to purchase a home. This program is for borrowers who have not been able to save enough money for their down payment and closing costs. This loan provides an additional option to limited income working families who have insufficient funds to purchase a home.

HOMEAGAIN

HomeAgain is a Utah Housing Corporation mortgage program which targets families of modest income with a credit score of 660 or higher who have previously owned a home. This program, when combined with their Subordinate Loan, gives a family the opportunity to purchase another home with little or no cash investment.

SCORE

Score is a Utah Housing Corporation mortgage program designed to assist families of modest income with a credit score of 620 or higher. This program offers families who have recovered

from previous credit challenges, a loan that can assist them with the purchase of their home. This program, when combined with their Subordinate Loan, gives a family the opportunity to purchase another home with little or no cash investment.

NOML

NoMI is a Utah Housing Corporation mortgage program for families of modest income with a credit score of 700 or higher. Of all their homeownership programs, this mortgage typically has the lowest mortgage payment because it offers a loan without mortgage insurance. This program, when combined with a Subordinate Loan, gives a family the opportunity to purchase another home with little or no cash investment.

STREAMLINE REFINANCE LOAN PROGRAM

Streamline Refinance Loan Program is a Utah Housing Corporation program geared toward families wanting to reduce their current mortgage payment with a refinance but do not have the funds to pay off their current UHC Subordinate Loan. For qualified borrowers, UHC will subordinate their existing Subordinate Loan to a new UHC Streamline Refinance.

CROWN

CROWN is a lease-to-own program developed by the Utah Housing Corporation (UHC) to bring home ownership within reach of very low-income households that are willing to make a long-term commitment to the community. CROWN creates permanent home ownership opportunities by utilizing Low Income Housing Tax Credits to construct new, single-family detached homes that are both durable and affordable. Lease payments last until the fifteen-year tax credit period expires. At this point, residents have the option of purchasing the home at a very attractive price through a low-interest UHC mortgage loan. The qualified low-income residents who become homeowners through the CROWN program are also eligible to receive training in the areas of housekeeping, home maintenance, and basic budgeting.





CHAPTER 6

WATER USE & PRESERVATION

- South Ogden City Water Profile
- Water Use
- Water Conservation Plan
- Regional Collaboration Goals & Practices



IMAGE 6.1 - THE SOUTH OGDEN WATER TANKS BEING PAINTED



Caption: The South Ogden water tanks being painted as viewed from Harrison Boulevard on Wednesday, October 10, 2012. Credit: Dennis Montgomery/Special to the Standard-Examiner.

INTRODUCTION

Utah is among the fastest growing and driest states in the nation. By 2065 the population is expected to double, increasing demand for and stretching finite water resources even further. The drought has been at or near historic levels – though as of 2023, conditions may be improving.

Water conservation is an issue that touches everyone, and ensuring we continue to have enough water for the future is a major concern for local and state leaders, water providers, and the public. The use and preservation of water resources has emerged as a major concern on the state level. S.B. 110: Water as Part of General Plan, a law that was adopted in 2022, requires municipalities and counties to amend their general plan to address how land use planning impacts water use. Water use and preservation also emerged as key concerns of local residents who recently participated in a Citywide community survey, further highlighting the importance of the topic.

As a community nearing build-out, South Ogden City's water use challenges have less to do with population growth and more to do with satisfying anticipated demands, delivering required emergency flows to all areas within the City, maintaining and improving the current distribution system, and achieving the City's water conservation goals.¹ This chapter describes water system basics and the City's current and future water use. It also outlines existing and proposed water planning goals and strategies and recommends additional goals and policies that will reduce water demands as part of current and future developments.

¹ South Ogden City. (2019, January). Culinary Water Capital Facilities Plan and Impact Fee Analysis.

SOUTH OGDEN CITY WATER PROFILE

WATER SYSTEM BASICS

By law, water in Utah belongs to the public and the right to divert water and decide how it is used is determined by the state. Each year, more than five million acre-feet of water is diverted from Utah's natural water systems and delivered to agricultural, residential, commercial, institutional, and industrial customers. Of that, an estimated 82% goes to agricultural uses with the remaining amount distributed to other uses through water delivery systems.²

A community water delivery system typically consists of one or more water sources, storage facilities, and a distribution system within a service area. In order to operate efficiently and effectively, each system component must be planned and designed to operate under the wide range of demands placed on the system by users. Responding to daily and seasonal variations in demand and providing sufficient capacity for fire protection and other emergency situations are critical system requirements. **Map 6.1** shows the intricate web of water sources, waterlines, valves, and meters that form South Ogden City's Existing Culinary Water System.³

WHERE DOES THE CITY GET ITS WATER FROM?

A water right is permission from the state to divert and beneficially use a certain amount of water. South Ogden City has water rights to surface water from Burch Creek, Strong Canyon and Waterfall Canyon, and wholesale water purchases from Weber Basin Water Conservancy District (WBWCD). In an emergency situation, an inactive well located in Washington Terrace is also available. Through a long-term contract, WBWCD treats the water and delivers it in exchange for water from the City's surface water sources.

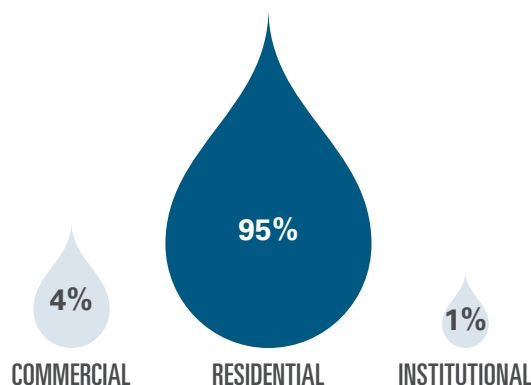
2 Prepared 60 Securing Utah's Economic Future. (2018). Understanding Utah's Water Municipal Manual 1st Edition. Retrieved on 12/15/2022 from <http://prepare60.com/>.

3 South Ogden City. (2019, January). Culinary Water Capital Facilities Plan and Impact Fee Analysis.

DRINKING WATER

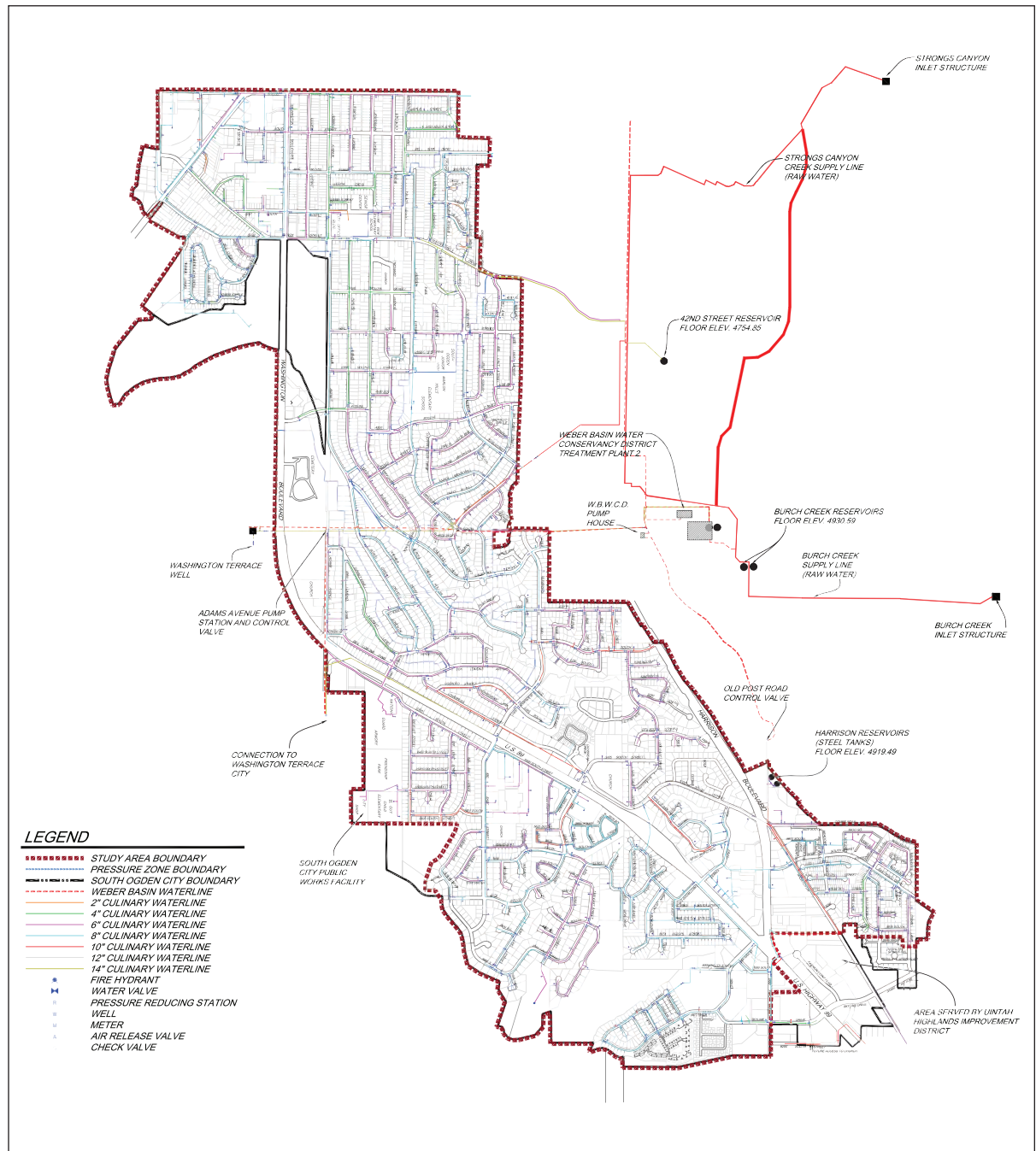
Water is primarily delivered to cities through a culinary water system (drinking water) and a secondary water system (irrigation water). All of South Ogden City's culinary water supply is delivered through metered connections to WBWCD which supplies approximately 17,800 people with drinking water. Of the 5,291 total service connections, 5,036 (95%) are residential, 232 (4%) are commercial, and 23 (1%) are institutional (**Figure 6.1**).

FIGURE 6.1 - BREAKDOWN OF CULINARY WATER SERVICE CONNECTIONS





MAP 6.1 - SOUTH OGDEN EXISTING CULINARY WATER SYSTEM



IRRIGATION WATER

South Ogden City is served by two physically and operationally independent secondary water (irrigation) systems: Weber Basin Water Conservancy District (WBWCD) and the South Ogden Conservation District which is an entity of Pineview Water. These two providers supply secondary water for outside irrigation to nearly all residential, commercial, and institutional connections in the City.

In 2010, WBWCD began installing water meters on secondary connections in an effort to eliminate waste, inform homeowners on their outdoor water use, and educate them about how much is actually needed for their landscape.⁴ Water conservation goals, information, resources, programs, and strategies can be found on the respective websites of both water providers.

WATER USE

People use water for their homes and workplaces, manufacturing, and recreation. Gallons per capita per day (GPCD) is a standard measurement for water use among water professionals.⁵ GPCD, which includes residential water use, commercial water use, institutional water use, and system losses, is calculated by dividing total annual water use by the resident population. Water supply and use numbers are often reported in Acre Feet Per Year (ACFT).

PRESENT REQUIREMENTS

The City's present water requirements were estimated using records from master meters located at water sources. According to the *South Ogden Water Conservation Plan 2022*, the daily readings history is not yet sufficient to provide a reliable measurement for peak day demand, therefore, peak day use was estimated based upon monthly totals.⁶ Monthly records show an expected seasonal water use pattern that reflects the fact that most of the outside irrigation is supplied by a secondary water system. Maximum seasonal demand still occurs in the summer months, but the peak summer water usage is much lower than it would be without a secondary water system (**Figure 6.2**).

The average annual growth rate in GPCD between 2016 and 2021 was 5% with a 1% decrease occurring between 2018 and 2019, and a 17% increase occurring between 2019 and 2020. The outlying 17% increase is likely a result of the unique circumstances surrounding the COVID-19 pandemic and the implementation of stay-at-home orders and remote work. The result of these societal changes resulted in more people being in their homes for more hours each day, cooking, washing dishes, flushing toilets, and showering, which resulted in the substantial increase in residential water use (**Figure 6.3**).⁷

⁴ South Ogden City. (2022, July). South Ogden City Water Conservation Plan.

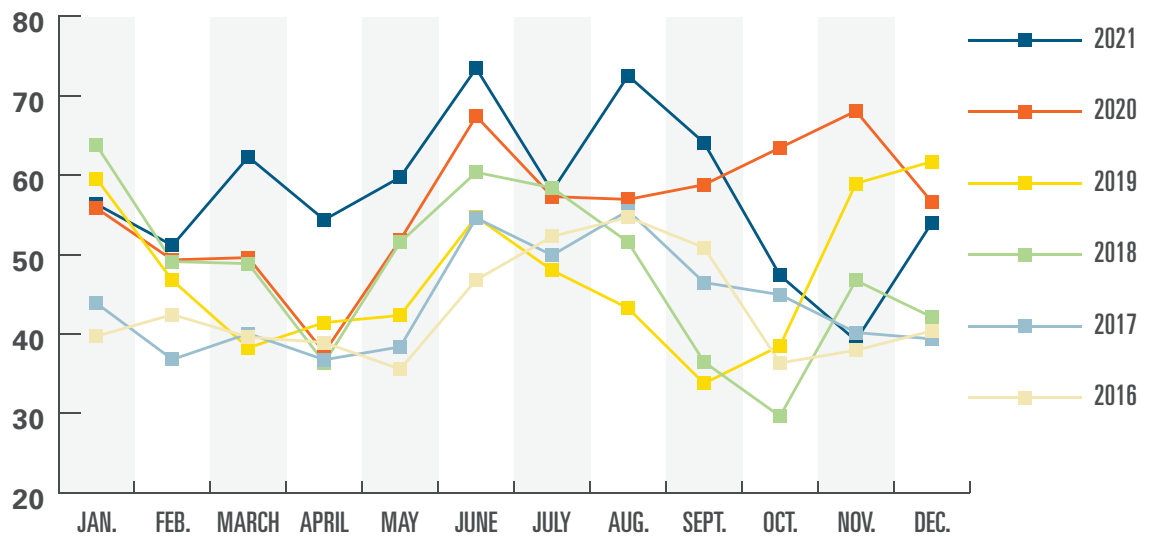
⁵ Utah Department of Natural Resources. About GPCD Population Estimates. Retrieved on 12/08/2022 from: <https://dwre-utahdnr.opendata.arcgis.com/pages/population-data>

⁶ Weber Basin Water Conservancy District. Retrieved on 12/15/2020 from: <https://weberbasin.com/Conservation/About>

⁷ Irwin NB, McCoy SJ, McDonough IK. Water in the time of corona(virus): The effect of stay-at-home orders on water demand in the desert. *J Environ Econ Manage*. 2021 Sep;109:102491. doi: 10.1016/j.jeem.2021.102491. Epub 2021 Jun 18. PMID: 34176994; PMCID: PMC8220444.

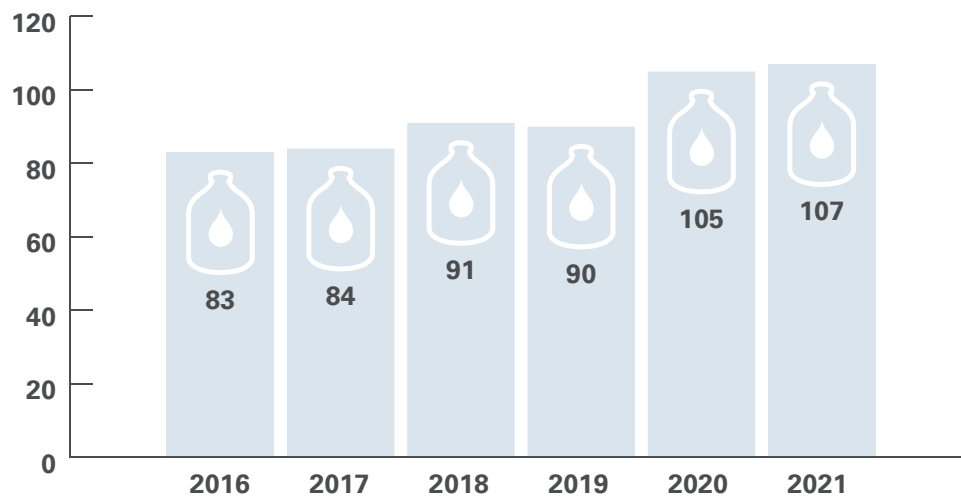


FIGURE 6.2 - MONTHLY WATER DEMAND IN MILLIONS OF GALLONS



Water sources, storage, and distribution systems must be adequate to meet varying demand for water which fluctuates not only with the time of year, but also with the time of day. For residential communities, daily water demand typically peaks in the morning between 7 and 11am and again in the evening between 5 and 9pm with the highest demand generally occurring on hot summer evenings.

FIGURE 6.3 - YEARLY WATER DEMAND (GPCD²)



The average annual growth rate in GPCD between 2016 and 2021 was 5% with a 1% decrease occurring between 2018 and 2019, and a 17% increase occurring between 2019 and 2020.

OUTDOOR WATER USE & SUSTAINABLE LANDSCAPING

In Utah, outdoor residential water use is the largest single category of municipal water use, averaging 45% of statewide municipal use. Of our culinary water use, approximately 65% is applied, often inefficiently, to landscapes.⁸ For this reason, many communities are focused on promoting water-efficient landscaping — including South Ogden City. This is best reflected in the current landscape regulations in South Ogden, which were developed and recently updated to “protect the community’s environmental, economic, recreational, and aesthetic resources by promoting efficient use of water in the community’s landscapes, to reduce water waste, and to establish a structure for the designing, installing and maintaining of water efficient landscapes throughout the City.”⁹

The landscape design standards outlined in the South Ogden City code are structured around principles of sustainable landscaping and while single-family and twin home sites are not required to adhere to these standards, water efficient landscapes are encouraged. Educational brochures regarding a variety of water-related topics can also be found on the City’s website.

PRINCIPLES OF SUSTAINABLE LANDSCAPING:¹⁰



1. START WITH A PLAN

For a landscape design to be water-conserving, it needs to use water efficiently. The planning stage is the optimal time to decide which water efficiency strategies will be used.



2. PRACTICAL TURF-AREAS REDUCE OVER-IRRIGATION

Water-efficient landscaping does not require the elimination of all turfgrass. In fact, turfgrass can be a practical and beneficial component of a water-wise landscape if best practices are followed. The use of turfgrass becomes problematic when it is over-irrigated, used in areas that are challenging to irrigate such as steep slopes or odd-shaped and narrow spaces, and when it is placed in areas where it isn’t useful.

8 “Principles of Water Wise Landscaping.” Utah State University Extension Center for Water-Efficient Landscaping. Retrieved September 20, 2022, from <https://extension.usu.edu/cwel/principles>

9 South Ogden City, UT, City Code Title 10 Chapter 23 (2022) .

10 “Principles of Water Wise Landscaping.” Utah State University Extension Center for Water-Efficient Landscaping. Retrieved September 20, 2022, from <https://extension.usu.edu/cwel/principles>



3. SOIL PREPARATION IS THE FOUNDATION OF A QUALITY LANDSCAPE

Soil is the most basic component of a quality landscape and will have an impact on the growth rate, health, and appearance of plants.



4. PROPER PLANT SELECTION AND PLACEMENT SAVES WATER

Selecting the right plant for the right place is critical to creating a water-efficient landscape. Proper placement provides shade, privacy, beauty, efficiency, and can even decrease yard maintenance.



5. RETAIN MOISTURE WITH MULCH

Mulch covers the soil and prevents crusting, compaction, and moisture loss. Mulching around trees, shrubs, and flower beds can result in a ten-fold reduction in evaporative water loss from soil.



6. EFFICIENT IRRIGATION IS CRITICAL FOR CONSERVING WATER

Grouping plants with similar water needs (hydrozoning) is the first step in developing an efficient irrigation plan. Once plants are properly zoned, develop an irrigation schedule that will apply the appropriate amount of water based on the unique needs of each zone.



7. PROPER LANDSCAPE MAINTENANCE KEEPS PLANTS HEALTHY AND HELPS TO CONSERVE WATER

Landscape maintenance is one of the most important components of a beautiful and lasting landscape. The main activities required to maintain a water-wise landscape are irrigation and irrigation system maintenance, weed control, fertilization, pruning, and pest and disease control.

FUTURE REQUIREMENTS

Future water requirements in South Ogden City's are calculated assuming water use patterns and per capita water use both remain relatively constant. Accordingly to this measurement, the total yearly demand in 2032 conditions is projected to be approximately 2,010 acre-feet, which can be met over the next decade with continued wholesale purchases and the current exchange agreement through WBWCD.

Since the City is estimated to be more than 90% fully developed at present, South Ogden City should consider land-use policies and practices that best complement established local water conservation goals and built-out status.¹ Quality land use policies and practices informed by variables such as lot size, development density, landscape composition, and irrigation efficiency will greatly influence future water requirements and consumption rates.

HOW DOES THE PUBLIC FEEL ABOUT WATER USE?

A public survey that was conducted as part of the 2022/2023 general plan update process found that 97% of respondents are at least somewhat concerned about water use and preservation, with 54% being very concerned. When asked to choose conservation strategies they find favorable, the public selected incentivizing water-conserving landscapes, planting water-conserving trees, and converting underutilized lawn areas in South Ogden public parks to water conserving landscapes. 52% of respondents indicated they were interested in installing a water-conserving landscape at home (**Appendix A**).

WATER CONSERVATION PLAN

In 1998 the Utah Legislature passed the Water Conservation Act, which was amended again in 2022, requiring water agencies with more than 500 culinary water connections to submit water conservation plans to the Utah Division of Water Resources and update the plans every five years. The purpose of a water conservation plan is to provide information regarding existing and proposed water conservation measures that will help conserve water in the state so that adequate supplies of water are available for future needs. Water conservation plans include water use reduction goals as well as implementation strategies. The following is a description of local and regional conservation measures and goals from South Ogden City's current plan.

LOCAL EFFORTS

Examples of measures that encourage water conservation at the municipal-level include education, incentives for appliance and landscape retrofits, secondary water meters, smart irrigation timers, water rates and pricing, fines and penalties for excessive water use, and restrictions to water only on specific days.

¹ Jennie C. Nolon Blanchard, Integrating Water Efficiency into Land Use Planning in the Interior West: A Guidebook for Local Planners. Prepared by Land Use Law Center for Western Resource Advocates. (2018)



SOUTH OGDEN CITY'S CURRENT WATER CONSERVATION MEASURES INCLUDE:

1. **Public Education:** Several times a year water conservation articles are included in the City's monthly newsletter. South Ogden City will also include information about rebates offered by Weber Basin Water Conservancy District for water saving products.
2. **Water rates based upon metered water use at service connections:** South Ogden City's water rates are structured to generate sufficient income and to discourage water waste by charging for the amount of water used. While the effectiveness of the South Ogden City rate structure as a water conservation measure is unknown, literature suggests that comparable water rates are somewhat effective in reducing peak period demand associated with outside watering but have limited impact on indoor water use.
3. **Water meter replacement program:** South Ogden City has recently completed a program of upgrading all meters to radio read meters, which has reduced overall meter reading costs. The City will continue evaluating metering data for potential water conservation opportunities and will check meters if accuracy problems are suspected.
4. **Pipeline replacements:** Aging waterlines with repeated leaks are identified and scheduled for replacement.
5. **Leak detection and repair for reservoirs, pipelines, and service connections:** Timely identification and repair of water leaks and other issues reduces water loss.

ADDITIONAL WATER CONSERVATION MEASURES

Additional water conservation measures that could be implemented by South Ogden City include:

1. **Additional Public Education:** The City can expand its public education efforts to provide a more comprehensive program that encourages efficient watering of lawns and gardens, landscaping with drought-resistant plants, use of low-flow plumbing fixtures, and other water-saving practices. Public education about efficient outside irrigation may help reduce culinary water used for irrigation even with secondary water systems providing service to nearly all of South Ogden City.
2. **Water Conservation Committee:** A water conservation committee consisting of community leaders, City staff, and residents could assist with the public education program, identify water use concerns, and recommend water conservation measures.
3. **Additional Metering at City Facilities:** Metering water use at City parks and facilities may help identify potential water use concerns and opportunities for water conservation.
4. **Analysis of Metered Use Individual Connections:** When sufficient data is available, water use metered at service connections can be analyzed and compared to water use metered at the water sources. Analysis of metered use at individual connections can help determine if water loss is occurring through non-metered connections, faulty meters, or undetected leaks. This analysis can also help homeowners understand and evaluate their own water use for water-saving opportunities.



10 YEAR CONSERVATION GOAL

South Ogden City's water conservation goal amount for the next ten years was established based upon the reduction of outdoor use by 20% and indoor use by five-percent. It is anticipated that this goal can be achieved by continuing existing water conservation measures and additional public education efforts. Ultimately, the goal should be to reduce future water use while maintaining a financially viable water delivery system.

REGIONAL COLLABORATION, GOALS, & PRACTICES

Local water suppliers have the best information regarding their own systems, challenges, and opportunities. Since water exists and flows freely across political boundaries, joint planning efforts between local, regional, and state entities is also important. South Ogden City can work with other suppliers and other entities to establish policies and partnerships that allow for a comprehensive regional approach to water-supply management that will promote water-use efficiency programs, ensure that plans provide for adequate water supplies and maximize water conservation and reuse, and communicate with the public the importance of water conservation as it relates to quality of life.¹

Utah's Regional M&I Water Conservation Goals Report² presents a suite of regional goals and practices for residential, commercial, institutional, and industrial water use. The report's purpose is not to provide a detailed water conservation plan for all regions in the state, but to guide the state's water industry in planning future infrastructure, policies, and programs consistent with Utah's semiarid climate and growing demand for water. Local water suppliers, communities, and businesses are encouraged to adapt and refine these recommendations, as well as implement others, in their own water conservation efforts and in pursuit of the regional goals.

REGIONAL EFFORTS

The Utah Regional Municipal and Industrial (M&I) Water Conservation Goals Report proposes nine water conservation regions including a timeline and projected GPCD reductions for each. South Ogden City falls within the Weber River Region, which has a goal to reduce GPCD by 20% by 2030, 26% by 2040, and by 30% by 2065 (**Table 6.1**).

When considering all regional efforts together, the resulting water use for the entire state is projected to be 202 GPCD by 2030 (a 16% reduction from 2015), 188 GPCD by 2040 (a 22% reduction from 2015), and 179 GPCD by 2065 (a 26% reduction from 2015). Meeting the initial 2030 goal will save nearly 165,000 acre-feet of water annually across the state (**Map 6.2** and **Table 6.1**).

¹ Integrating Water Efficiency into Land Use Planning

² Utah Division of Water Resources. (2019, November). Utah's Regional M&I Water Conservation Goals. Retrieved December 8, 2022, from <https://conservewater.utah.gov/regional-water-conservation-goals/>.



MAP 6.2 - WATER CONSERVATION REGIONS

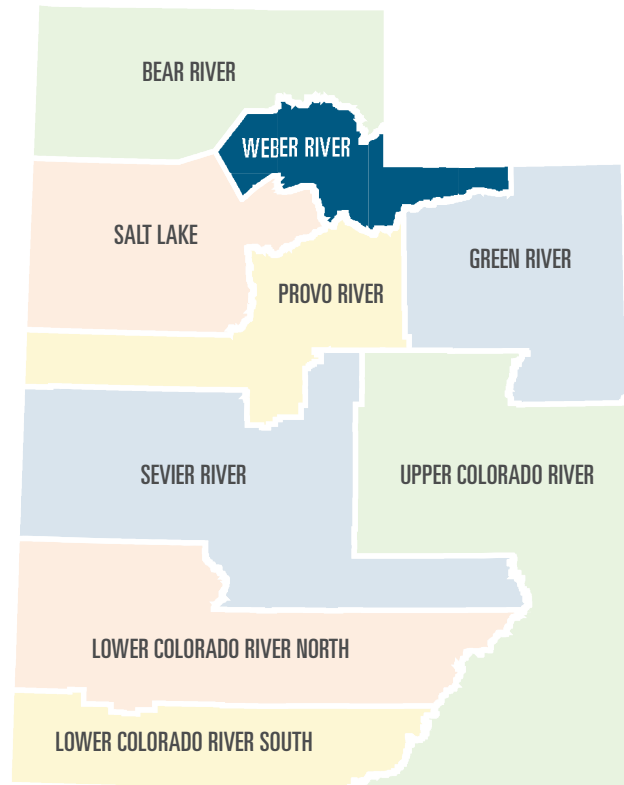


TABLE 6.1 - REGIONAL WATER CONSERVATION GOALS & PROJECTIONS

REGION	BASELINE GPCD				REDUCTION FROM BASELINE		
	2015	2030	2040	2065	2030	2040	2065
Bear River	304	249	232	219	18%	24%	28%
Green River	284	234	225	225	18%	21%	21%
Lower Colorado River North	284	231	216	205	19%	24%	28%
Lower Colorado River South	305	262	247	237	14%	19%	22%
Provo River	222	179	162	152	20%	27%	32%
Salt Lake	210	187	178	169	11%	15%	19%
Sevier River	400	321	301	302	20%	25%	25%
Upper Colorado River	333	267	251	248	20%	25%	25%
Weber River	250	200	184	175	20%	26%	30%
Statewide	240	202	188	179	16%	22%	26%



RECOMMENDED REGIONAL PRACTICES

In addition to regional water conservation goals, the Regional M&I Water Conservation Goals Report also recommends a variety of water conservation practices. Some of these South Ogden has already adopted and others should be considered for future implementation or partnering efforts.

GENERAL PRACTICES

- **Water conservation education:** Continued emphasis and funding of education and outreach must be fundamental components of any water conservation plan, and these efforts must evolve and innovate to be more effective than in the past.
- **Conservation pricing:** While most Utahns have a desire to save water, efforts to do so will be limited unless financial incentives exist to help motivate action. It is recommended that water suppliers examine and update their existing water rate structures to identify ways of encouraging continued conservation.

INDOOR PRACTICES

- **Fixture and appliance conversion or new installation:** Conversion of toilets, faucets, and shower heads to high efficiency options has been shown to be one of the most cost-effective conservation practices available. In addition to reducing water volume with each use, new fixtures also reduce leakage.
- **Indoor Leak repair and changing indoor water use habits:** To achieve long-term water conservation, all regions will need to make at least some progress in reducing indoor leaks and changing indoor water use habits.

OUTDOOR

- **Improved irrigation efficiency:** While significant improvement has been made in irrigation efficiency over the last few decades, additional potential still exists. Examples include secondary meters, controllers that increase efficiency by adjusting irrigation schedules based on weather and landscaping needs, and drip irrigation systems.
- **Water-wise landscaping:** Efficient use of water in community landscapes reduces water waste and enhances the community's environmental, economic, recreational, and aesthetic resources (see principles of sustainable landscaping on pages 127-128).
- **Lot size and density:** It is recommended that water suppliers work with entities regulating development to implement guidelines that encourage and respond to market demand for smaller lot sizes.



GOALS, POLICIES & IMPLEMENTATION MEASURES

GOAL 1: Establish a clear and realistic vision for existing and future water resources, rights, and systems in South Ogden.

- **Policy 1.1:** Protect and conserve the South Ogden culinary drinking water system to meet future needs.
 - **Implementation Measure 1.1.1:** Ensure access to the culinary water system is available for anticipated growth and development in the City.
- **Policy 1.2:** Protect and conserve the South Ogden irrigation water to meet future needs.
 - **Implementation Measure 1.2.1:** Support South Ogden’s secondary water providers in installing water meters on secondary connections to eliminate waste and inform homeowners on how much water they use for outdoor irrigation.
 - **Implementation Measure 1.2.2:** Educate the public on how much water is needed for their landscapes.
- **Policy 1.3:** Maintain strong relationships with water providers to ensure future water needs are met.
 - **Implementation Measure 1.3.1:** Coordinate and discuss changes and needs with water providers on a regular basis.

GOAL 2: Adopt Water Use Targets that meet local needs while reducing unnecessary consumption of water resources.

- **Policy 2.1:** Promote sustainable water use and sustainable landscaping principles and methods
 - **Implementation Measure 2.1.1:** Continue to adopt land-use policies and practices that best complement established local water conservation efforts.
 - **Implementation Measure 2.1.2:** Continue to implement and improve established landscape codes and design standards with a goal of reducing water use.
 - **Implementation Measure 2.1.3:** Consider requiring single-family and similar uses to apply measurable water-conservation targets.
 - **Implementation Measure 2.1.4:** Develop additional educational brochures regarding a variety of water-related topics.



GOAL 3: Support Concepts and ideas Contained in the South Ogden Water Conservation Plan (2022).

- **Policy 3.1:** Review and update the South Ogden City Water Conservation Plan (2022) on a regular basis.
- **Policy 3.2:** Implement Water Conservation Measures that encourage water conservation.
 - **Implementation Measure 3.2.1:** In partnership with secondary water providers, expand public education efforts to provide a more comprehensive program that encourages efficient watering of lawns and gardens, landscaping with drought-resistant plants, use of low-flow plumbing fixtures, and other water-saving practices.
 - **Implementation Measure 3.2.2:** Consider providing incentives for appliance and landscape retrofits, secondary water meters, smart irrigation timers, water rates and pricing, fines and penalties for excessive water use, and restrictions to water only on specific days.
 - **Implementation Measure 3.2.3:** Continue to disseminate educational materials to the community, including information about rebates and incentives.
 - **Implementation Measure 3.2.4:** Work closely with water providers to ensure water rates are an effective tool for reducing indoor and outdoor water use.
 - **Implementation Measure 3.2.5:** Continue established efforts to install and upgrade meters to further water conservation efforts in the future.
 - **Implementation Measure 3.2.6:** Replace and upgrade leaky and aging waterlines as part of a scheduled process.
 - **Implementation Measure 3.2.7:** Establish a system for the timely identification and repair of water leaks.
 - **Implementation Measure 3.2.8:** Establish a Water Conservation Committee consisting of community leaders, City staff, and residents to assist with public education programs, identify water use concerns, and recommend water conservation measures.
 - **Implementation Measure 3.2.9:** Metering water use at City parks and facilities to help identify potential water use concerns and opportunities for water conservation.
 - **Implementation Measure 3.2.10:** Analyze and compare metered water use at individual connections to help determine if water loss is occurring through non-metered connections, faulty meters, or undetected leaks. This analysis can also help homeowners understand and evaluate their own water use for water-saving opportunities.



- **Policy 3.3:** Meet existing conservation goals and targets.
 - **Implementation Measure 3.3.1:** Maintain the ten-year South Ogden water conservation goal through 2032 to reduce future water use while maintaining a financially viable water delivery system. This includes reducing outdoor use by 20% and indoor use by five-percent.
 - **Implementation Measure 3.3.2:** Support meeting these targets by maintaining existing water conservation measures and introducing additional public education efforts.

GOAL 4: Support Collaborative Regional Water Use and Preservation Practices

- **Policy 4.1:** Implement the concepts and practices for residential, commercial, institutional, and industrial water use contained in the Utah Regional Municipal and Industrial (M&I) Water Conservation Goals Report.
 - Implementation Measure 4.1.1: Emphasize and fund education related to the M&I report.
 - Implementation Measure 4.1.2: Ensure the (M&I) Water Conservation Goals Report evolves and innovate to promote better effectiveness.
 - Implementation Measure 4.1.3: Support ongoing review and improvements to local water rate structures to identify ways of encouraging continued conservation.
 - Implementation Measure 4.1.4: Consider programs to convert toilets, faucets, and shower heads to high efficiency.
 - Implementation Measure 4.1.5: Implement improved secondary meter systems for city-owned facilities that increase efficiency by adjusting irrigation schedules based on weather, landscaping needs, and drip irrigation systems.
 - Implementation Measure 4.1.6: Update and enhance established codes and guidelines to ensure the use of water in landscapes reflects state-of-the art methods.
 - Implementation Measure 4.4.7: Create guidelines that encourage and respond to market demand for smaller lot sizes.



CHAPTER 7

IMPLEMENTATION

■ CATALYTIC PROJECTS



The established goals and policies in the preceding chapters are only the first step toward realizing the vision for South Ogden’s future. To ensure success, this chapter provides and prioritizes a list of “catalytic projects,” which are tangible, project-oriented actions that will help realize the vision outlined in this plan.

CATALYTIC PROJECT ASSESSMENT

Key catalytic projects were extracted from the implementation measures in each chapter. These projects are recommended for prioritized implementation to ensure the City grows and develops as envisioned. The catalytic projects are classified into three categories: Plans & Studies, Programs & Monitoring, and Design & Construction, and presented in order of priority in Tables 7.1 - 7.3. A project’s Priority Score determines its recommended phasing, with a score higher than 15 indicating high-priority (completion within five years), a score between 13 and 15 indicating medium-priority (completion within 5-10 years), and a score lower than 13 indicating low-priority (completion within 10+ years). The relevant chapters for each item are indicated by the symbols below:



Chapter 2:
Land Use &
Placemaking



Chapter 3:
Transportation



Chapter 4:
Economic
Development



Chapter 5:
Housing



Chapter 6:
Water Use &
Preservation

METRICS

The following three metrics were used to calculate the Priority Scores for each catalytic projects. Each metric was scored with different weights to account for the varying level of importance of each in community development.

COST

Assesses the overall public costs required to implement each project. Cost categories are divided into Low (<\$500,000, 9 points), Medium (\$500,000-\$5,000,000, 6 points), and High (>\$5,000,000, 3 points) categories.

POSITIVE COMMUNITY IMPACT

Assesses the potential positive impact on the community, using the overarching community goals and objectives as the basis. Categories are divided into High (6 points), Medium (4 points), and Low (2 points) levels of positive impact.

EASE OF IMPLEMENTATION

Assesses the relative ease or difficulty of implementing the various catalytic projects, which is a relatively subjective assessment. Categories are divided into easy (3 points), moderate (2 points), and difficult (1 point) to implement.

USING THE MATRICES

The matrices are intended to assist with setting funding and implementation priorities, provide direction on future decisions, and assist with documenting implementation progress for the achievements recommended in this plan. It is a “living” assessment tool that can be easily modified and adjusted to meet the City’s changing needs. As such it should be reviewed and revised on a regular basis. Ultimately, the matrices serve as checklists to monitor progress over time.

HOUSING STRATEGIES

It should be noted that the actions required to implement the housing strategies established in the City’s Moderate-Income Housing Report are not included in the following matrices since the strategies are evaluated and modified annually according to state code. Regardless, actions addressing these strategies should be top priority for the City, as they are fundamental to obtaining transportation funding from the State.

CATALYTIC PLANS & STUDIES

TABLE 7.1 - CATALYTIC PLANS & STUDIES

ACTION ITEMS	SCORING CRITERIA						PRIORITY SCORE	PHASING
ITEM 1								
Create a Small Area Master Plan for a community gathering place, establishing the site, details and function of the space. Consider actively programming this new public amenity to attract business activity and enhance the economic benefits from the investment of public funds.	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 2								
Conduct a study to determine feasibility of implementing two grade-separated or at-grade street crossings along Washington Boulevard. Implement results.	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:





TABLE 7.1 – CATALYTIC PLANS & STUDIES CONTINUED

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 3								
Develop a traffic calming plan and secure funding to implement.  	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 4								
Conduct feasibility studies for the trail corridors outlined in this plan and apply for funding to design and construct them. Ensure trail amenities such as enhanced street crossings, shade trees, lighting, trailheads, trash receptacles, and benches are incorporated.  	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 5								
Conduct a Park System Inventory and Conditions Assessment to ensure playground equipment, parking lots and park amenities are maintained and replaced as part of a scheduled operations and management program. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 6								
Create Streetscape Standards for South Ogden’s Centers that include street and sidewalk widths, pedestrians crossings, bicycle infrastructure, street furniture, street trees, lighting, etc.  	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:



Chapter 2



Chapter 3



Chapter 4



Chapter 5



Chapter 6

TABLE 7.1 – CATALYTIC PLANS & STUDIES CONTINUED

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 7								
Determine the feasibility of implementing a multi-modal circulator system to connect City Center and South Gateway Center along US-89/Washington Boulevard 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	15	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 8								
Analyze and compare metered water use at individual connections to help determine how water loss is occurring and to help homeowners understand and evaluate their own water use for water-saving opportunities. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	13	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 9								
Plan and design the City Center west of Washington Boulevard as a thriving and vibrant mixed used center.   	Cost	\$ 9	Impact	High 6	Ease	Easy 3	10	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 10								
Investigate transforming existing park fields to artificial turf. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	7	10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:





PROGRAMS & MONITORING

TABLE 7.2 - CATALYTIC PROGRAMS & MONITORING

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 1								
Maintain the ten-year South Ogden water conservation goal through 2032 to reduce future water use while maintaining a financially viable water delivery system. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	17	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 2								
Modify zoning in anticipation for redevelopment efforts 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 3								
Create an annual budget item for public art and create an arts committee to help selects sites and art pieces and apply for funding. Incorporate Public Art throughout the City, particularly throughout the City’s centers, major corridors, and parks and trail system. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 4								
Establish a Water Conservation Committee 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 5								
Implement and improve established landscape codes and design standards with a goal of reducing water use. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:





TABLE 7.2 – CATALYTIC PROGRAMS & MONITORING CONTINUED

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 6								
	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
		ITEM 7						
	Cost	\$ 9	Impact	High 6	Ease	Easy 3	15	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
		ITEM 8						
	Cost	\$ 9	Impact	High 6	Ease	Easy 3	15	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
		ITEM 9						
	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
		ITEM 10						
	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:



Chapter 2



Chapter 3



Chapter 4



Chapter 5



Chapter 6



TABLE 7.2 – CATALYTIC PROGRAMS & MONITORING CONTINUED

ACTION ITEMS	SCORING CRITERIA						PRIORITY SCORE	PHASING
ITEM 11								
Approach property owners of key undeveloped and underutilized sites as well as business owners and express the commercial and retail opportunities available in South Ogden. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 12								
Recruit businesses that are currently lacking in South Ogden and the surrounding area and express the opportunities available in South Ogden and the warm support they will receive when locating here. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 13								
Grow South Ogden’s Urban Forest: particularly along its major corridors. Establish partnerships with non-profits to help provide education and disseminate information to residents regarding tree species selection, planting, pruning, and similar needs. Establish a hazard tree removal program to assist homeowners with the removal of hazardous trees that might otherwise be cost prohibitive. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 14								
Amend development code to require robust pedestrian and cyclist infrastructure for all future developments. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:





TABLE 7.2 – CATALYTIC PROGRAMS & MONITORING CONTINUED

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 15								
	Cost	\$	Impact	High	Ease	Easy	13	0-10 Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		
ITEM 16								
	Cost	\$	Impact	High	Ease	Easy	13	0-10 Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		
ITEM 17								
	Cost	\$	Impact	High	Ease	Easy	12	0-10+ Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		
ITEM 18								
	Cost	\$	Impact	High	Ease	Easy	10	0-10+ Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		
ITEM 19								
	Cost	\$	Impact	High	Ease	Easy	10	0-10+ Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		
ITEM 20								
	Cost	\$	Impact	High	Ease	Easy	9	0-10+ Years
		9		6		3		
		\$\$		Medium		Moderate		
		6		4		2		
		\$\$\$		Low		Difficult		
		3		2		1		



DESIGN & CONSTRUCTION

TABLE 7.3 - CATALYTIC DESIGN & CONSTRUCTION

ACTION ITEMS	SCORING CRITERIA					PRIORITY SCORE	PHASING	
ITEM 1								
Design and implement a unified system of South Ogden City branded signs, furnishings and gateways. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	16	0-5 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 2								
Design and construct a new park on the west side of Washington Boulevard as part of creating a premier entertainment destination in South Ogden. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 3								
Design and construct the proposed bicycle and pedestrian facilities outlined in the Active Transportation Plan, including bike boulevards/lanes and street crossings.	Cost	\$ 9	Impact	High 6	Ease	Easy 3	14	0-10 Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 4								
Design and implement identified South Ogden gateways, nodes and landmarks. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	12	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 5								
Convert City Hall into a exemplary water-wise landscape and demonstration area 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	12	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:



TABLE 7.3 - CATALYTIC DESIGN & CONSTRUCTION CONTINUED

ACTION ITEMS		SCORING CRITERIA					PRIORITY SCORE	PHASING
ITEM 6								
Construct an off-street multi-use trail along the edges of US-89/Washington Boulevard as an active transportation link between City Center and South Gateway Center.  	Cost	\$ 9	Impact	High 6	Ease	Easy 3	11	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 7								
Implement streetscape improvements such as wider sidewalks, consistent street trees, and enhanced pedestrian crossings along Washington Boulevard between 36th and 40th Street.  	Cost	\$ 9	Impact	High 6	Ease	Easy 3	11	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 8								
Upgrade existing parks to meet the levels of service and expectations of the community. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	10	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		
ITEM 9								
Transform US-89/Washington Boulevard, Harrison Boulevard, 40th Street and other major corridors into easy-to-use and safe pedestrian/cycle routes. Connect 40th Street to adjacent neighborhoods by adding sidewalks on Porter and Jefferson Avenues. 	Cost	\$ 9	Impact	High 6	Ease	Easy 3	10	0-10+ Years
		\$\$ 6		Medium 4		Moderate 2		
		\$\$\$ 3		Low 2		Difficult 1		

Relevant Chapters:

