

# RIVERDALE GENERAL PLAN



## 2023 GENERAL PLAN UPDATE



Page Left Intentionally Blank

# TABLE OF CONTENTS

<b>01</b>	<b>EXISTING CONDITIONS</b>	<b>1</b>
	Executive Summary	2
	Existing Plans & Codes	2
<b>02</b>	<b>LAND USE</b>	<b>6</b>
	Introduction & Background	7
	Best Practices	8
	Principles	8
	Element	10
	Implementation	13
<b>03</b>	<b>TRANSPORTATION</b>	<b>14</b>
	Introduction & Background	15
	Best Practices	15
	Principles	16
	Element	18
	Implementation	25
<b>04</b>	<b>HOUSING</b>	<b>27</b>
	Introduction, Background & Best Practices	28
	Element / Implementation	35
<b>05</b>	<b>OPEN SPACE &amp; RECREATION</b>	<b>44</b>
	Introduction & Background	45
	Best Practices	45
	Principles	45
	Element	46
	Implementation	55
	Funding Sources	55
<b>06</b>	<b>PUBLIC FACILITIES</b>	<b>56</b>
	Introduction & Background	57
	Element	58
	Implementation	58

---

<b>07</b>	<b>CONSERVATION &amp; PRESERVATION</b>	<b>59</b>
	Introduction, Background, Best Practices, & Element	60
	Principles	64
	Implementation	64
	Existing City Measures	65
<hr/>		
<b>08</b>	<b>ECONOMIC DEVELOPMENT</b>	<b>66</b>
	Introduction, Background, & Best Practices	67
	Element	75
	Implementation	82
<hr/>		
<b>09</b>	<b>PUBLIC ENGAGEMENT</b>	<b>83</b>
	Introduction	84
	Interactive Website	86
	Overview Survey (Online)	87
	Amenities Survey (Online)	94
	Open House #1	95
	Open House #2	97

# ACKNOWLEDGMENTS

## STAKEHOLDER GROUP

### Planning Commission

Kathy Eskelsen  
Kent Anderson  
Rikard Hermann  
Wanda Ney  
Randy Poulsen  
Amy Ann Spiers  
Celeste Noland

### Mayor & City Council

Mayor Braden Mitchell  
Alan Arnold  
Bart Stevens  
Steve Hilton  
Anne Hansen  
Karina Merrill

### City Staff

Michael Eggett  
Steve Brooks  
Rich Taylor  
Jared Sholly  
Scott Brenkman  
Shawn Douglas

### Wasatch Front Regional Council

Mikala Jordan

### Utah Department of Transportation

Christopher Chesnut

### Other Key Stakeholders

Andy Pierucci (*Northrup Grumman State & Local Government Relations Manager*)

Bryant Garrett (*Ogden-Hinckley Airport Manager*)

Kim Choate (*America First Credit Union*)

Lyndon DeYoung (*Northrup Grumman*)

Sean Cannon (*Hill Air Force Base Community Planner*)

Tim Snideman (*America First Credit Union Operation Services Manager*)

## PROJECT TEAM

### Psomas

Chris Hupp  
Christian Kirkham  
Dylan Cindrich  
Tanner Snow

### Wall Consultant Group (WCG)

Jeremy Searle  
Marty Asay  
Shawn Seager

### Lewis Young Robertson & Burningham

Fred Philpot  
Logan Loftis

## SPECIAL THANKS

### Survey and Open House Event Participants

Thank you to all the residents, workers, property owners, and employers that participated with the interviews, interactive map, surveys, and open houses. We appreciate the feedback and have incorporated it into all aspects of the project.

Page Left Intentionally Blank

# 01

## EXISTING CONDITIONS

“I like that it’s a small community, yet you have access to almost every store you could possibly need ”

- SURVEY PARTICIPANT

## Executive Summary

The purpose of the Riverdale City General Plan Update is to establish a resident-driven vision for the City and its future. This vision is set forth in seven elements which are used as guiding principles and implementation practices for the land use, transportation, housing, open space and recreation, public facilities, conservation and preservation, and economic development practices in Riverdale. The intent of the seven designated elements is to encourage preservation of historic culture, open space, and natural resources while creating a plan that will make the City an attractive place to live and serve as the pattern to guide future development.

Riverdale City incorporates approximately 4.6 square miles of Utah with the majority of development opportunities around Riverdale Road and along the Weber River. The emphasis of this General Plan Update was to focus on these areas further preserving the remainder of the City's neighborhoods and open space amenities.

This General Plan Update reviews existing conditions and analyzes that information with collected data from public engagement and other sources to establish community-centric sustainable growth practices. Best practices and emerging trends are also outlined in the elements. Land use and transportation patterns were created by focusing on the public feedback received, sustainable best practices, and UDOT, UTA, and WFRC plans.

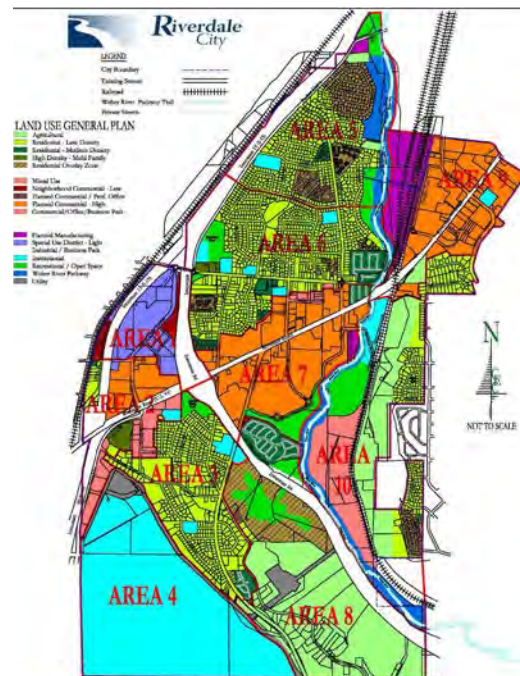
## Existing Plans & Codes

Several City studies have been completed that impact the General Plan Update. The project team reviewed a variety of these studies and other data to further understand the vision, needs, and desires of residents. Those existing studies and plans for the focus areas were reviewed and synthesized as follows:



## Riverdale General Plan (2019)

The previous Riverdale General Plan update was completed in 2019. The city's mission, as stated in the General Plan, is to "provide the highest level of municipal services to the Riverdale Community and to be fiscally responsible". The Plan outlines key goals, such as exploring economic opportunities, manage residential growth to maintain a neighborhood atmosphere, provide a transportation network that can safely and efficiently allow access to development, develop a community identity, protect and preserve the natural environment, and develop parks, utilities, infrastructure, and public buildings to meet current and future needs.



Several objectives are also established, including:

- Achieve better, balanced development
- Promote safe, efficient corridors
- Create a healthy, serene natural environment
- Promote responsible financial security
- Ensure a safe and peaceful community
- Encourage a united, involved community

## Redevelopment Agency of Riverdale Annual Report (2019)

The 2019 Redevelopment Agency of Riverdale Annual Report is a legally-required document that meets reporting requirements from Riverdale City's multiple RDAs. The report covers all five of the City's project areas, including:



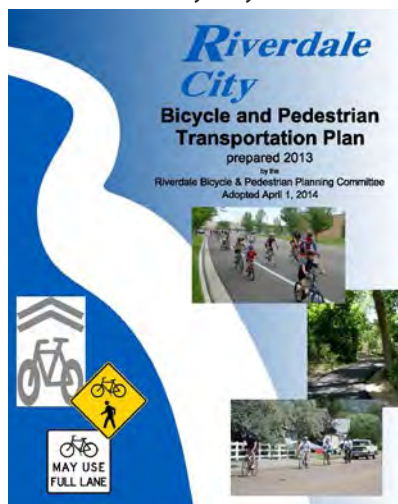
- Riverdale Road
- 1050 West
- 550 West
- West Bench
- 700 West

The goals for the multiple redevelopment areas are summarized as the following:

- Incentivize commercial development along Riverdale Road
- Strengthen the economic base of the community
- Promote development of job growth and goods and services to the community
- Provide a means for the City to meet the goals outlined in the General Plan

### Riverdale City Bicycle & Pedestrian Transportation Plan

The Riverdale City Bicycle and Pedestrian Plan, completed



in 2013, was established to improve the safety for all transportation users and to promote a better quality of life in the community. The City created the Bicycle and Pedestrian Planning Committee, which comprised of residents, staff, and City Council members, to bring the Plan together.

The Committee established goals and objectives, updated the city's bikeways plan, took inventory of existing city infrastructure and policy, and prepared recommendations

for changes, including infrastructure improvements, policy and ordinance considerations, and education awareness efforts. The key implementation steps that resulted from the study include the following:

1. Continue an ongoing Bicycle and Pedestrian Advisory Committee
2. Advise City Council on the Funding and Implementation of Projects
3. Work with Weber County
4. Work with WFRC
5. Work with UDOT
6. Evaluate city ordinances for updates to promote bicycle-friendly businesses
7. Apply for Bicycle-Friendly Community status - if not awarded, evaluate, make changes, and re-apply annually

### Moderate-income Housing Report (2021)

Utah State Code requires that every municipality adopt a plan for moderate-income housing within the community. The plan must address the following five issues:

- 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 as revised biennially;
- A survey of total residential land use;
- An evaluation of how existing land uses and zones affect opportunities for moderate-income housing; and
- A description of the municipality's program to encourage an adequate supply of moderate-income housing.

In response to these State requirements, Riverdale evaluated the current supply of housing in the City (including rental units), then established goals accordingly. The goals are as follows:

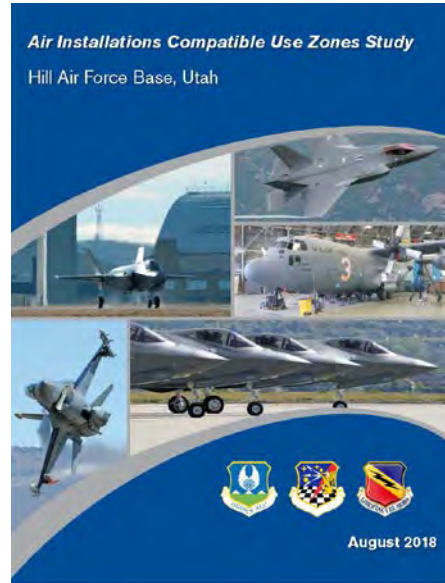
- Continue to revitalize neighborhoods and enhance the vitality of the region by improving the quality of the housing stock through rehabilitation of existing dwellings through Riverdale's RDA program.
- Sustain affordable housing (rental and owner occupied) for people at very low, low, and moderate-income levels that meet the needs of a population which varies in household size and age.



- Increase the level of rental assistance for very low and low income and special need populations.
- Promote additional funding sources from the public, non-profit and private sectors in order to create necessary housing for the region.
- Ensure an adequate supply of safe, accessible, sanitary, and aesthetically pleasing moderate-income housing integrated throughout the City in various locations, and consistent with the needs of all segments of the population.
- Sustain a mix of lot sizes and housing types in existing developments so that moderate-income housing is properly integrated and not concentrated in one development or area.
- Encourage requirements to keep moderate-income housing consistent with other residential development within the City, such as landscaping, quality building materials, and varied architectural styles.
- Consider the adoption of a rehabilitation code to address improvement of older residential buildings/units to encourage stability and revitalization of older residential areas.
- Update the Moderate-income Housing Element and Affordable Housing Model to determine the housing needs for all groups, to quantify specific housing needs, and to identify solutions to housing problems every two years as required by state statute.

### Air Installations Compatible Use Zones (AICUZ) Study, Hill AFB (2018)

The AICUZ Study for Hill Air Force Base outlines the location



of runway Clear Zones, aircraft Accident Potential Zones (APZ), noise contours, and provides recommendations for development compatible with military flight operations. The study is meant to provide local governments with information and recommendations to be incorporated into community plans, zoning

ordinances, subdivision regulations, building codes, and other related documents and helps satisfy requirements in House Bill 265. [[je.utah.gov/~2023/bills/static/HB0265.html](http://je.utah.gov/~2023/bills/static/HB0265.html)].

Pertinent to the General Plan, the AICUZ provides land use recommendations for areas surrounding Hill AFB. Most areas that fall within noise contours and Accident Potential Zones are zoned agriculture or low density residential.

There is an incompatible residential land use within the AICUZ noise contour lies between the base boundary and Weber Drive. This area is also in APZ I. There is also a small residential area in the northwest corner of APZ II west of Schneiter's Riverside Golf Course which is allowed based on the structures being designed to comply with the sound attenuation standards.

### The WFRC 2019-2050 Regional Transportation Plan

This map shows planned roadway, transit, and bicycling projects included in the WFRC 2019-2050 Regional Transportation Plan (RTP) in Riverdale. Projects are broken up into phases, Phase #1 (2019-2030), Phase #2 (2031-2040) and Phase #3 (2041-2050). Notable projects include:

- **Transit: Pleasant View to Clearfield (Weber County)** Transit improvement along Riverdale Road, Phase #1.

- **Transit: Roy Station to Weber State University** Transit improvement along 4400 South and Riverdale Road, Phase #3.
- **Roadway: 4400 South; 1900 West to 700 West** Roadway widening project from 2 lanes to 3 lanes, Phase #2.
- **Roadway: South Weber Drive; SR-168 to 2100 East** Roadway widening project from 2 lanes to 3 lanes, Phase #3.
- **Bike/Ped: Parker Drive; 4400 South to Weber River** Parkway Bike lanes, Phase #2.
- **Bike/Ped: 1500 West to Ritter Drive** Bike lanes, Phase #2.
- **Bike/Ped: 1050 West; Ritter Drive to River Park Drive** Bike lanes, Phase #2.
- **Bike/Ped: Ritter Drive / South Weber Drive** Bike lanes, Phase #3.

## Funding Sources

The City researched additional funding mechanisms in order to further bridge the mobility gap, provide housing options, and improve the health and safety of the community. Among those funding sources are:

- **Federal Transit Administration (FTA)** offering the Enhanced Mobility of Seniors & Individuals with Disabilities – Section 5310, and Section 3006(b)



- **State of Utah Funds** are also available through the following capital projects:
  - Rolling stock and related activities for section 5310-funded vehicles
  - Passenger facilities related to Section 5310-funded vehicles
  - Support facilities and equipment for Section 5310-funded vehicles
  - Lease of equipment when lease is more cost effective than purchase.
  - Acquisition of transportation services under a contract, lease, or other arrangement
  - Support for mobility management and coordination programs among public transportation providers and other human service agencies providing transportation.
  - Capital activities to support ADA-complementary paratransit services

General Funding – Up to 45% of a rural, small urbanized area, or large urbanized area’s annual apportionment may be utilized for public transportation projects that: are planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities; improve access to fixed-route service and decrease reliance by individuals with disabilities on ADA-complementary paratransit services; or alternatives to public transportation that assist seniors and individuals with disabilities with transportation.

- **(FTA) Buses and Bus Grants Program** – Section 5339. Established funds to states to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities including technological changes or innovations to modify low or no emission vehicles or facilities.
- **Federal Highway Administration (FHWA) Funds** are administered through the Congestion Mitigation and Air Quality (CMAQ) program. The CMAQ program supports surface transportation projects and other related efforts that reduce congestion and that contribute to air quality improvements.
- **US Department of Housing and Urban Development (HUD) Grants** are available to fund community development activities.
- **Community Development Block Grants (CDBG)** assists projects that benefit low- and middle-income persons, projects that prevent or eliminate slums or blight, and activities that address an urgent threat to health and safety.

# 02

## LAND USE

“Our family loves the trail, since we have so much retail it is nice to have a piece of nature that helps us feel disconnected from the crazy. I hope we continue to preserve and maintain the trails and surrounding areas.”

- SURVEY PARTICIPANT

## Introduction & Background

Riverdale City had its beginnings as a string of housing along the Weber River. As development continued, the river remained a prominent feature of the city, and served as the influence for the city's name when it was incorporated in 1946. Since then, development has centered around Riverdale Road leaving the area around the river mostly preserved. Today the city is mostly developed with residential, commercial, and Air Force Base uses, with a few vacant parcels and some agricultural ground within the Accident Potential Zones (APZ) on the south. (For a more detailed history of Riverdale visit: [[www.riverdalecity.com/history.html](http://www.riverdalecity.com/history.html) & [www.familysearch.org/en/wiki/Riverdale,\\_Utah](http://www.familysearch.org/en/wiki/Riverdale,_Utah)])

The city's growth rate has remained around 7% over the past two decades and has increased to approximately 7.8% in the past few years. This rate may continue as a few residential development projects are in process within the city. These newer residential developments may be more compact than historical residential development within the city due to a number of factors. The cost of living and the State's response, and land availability are among those factors. As the cost of living continues to rise in the area, feasibly priced options for a range of residents is becoming more limited.

To help alleviate this issue, the State mandated requirements for moderate-income housing (which will be outlined in greater detail in the Housing Element [[le.utah.gov/~2022/bills/static/HB0462.html](http://le.utah.gov/~2022/bills/static/HB0462.html)]).

To maintain the character of the city, development and redevelopment is occurring along the city's perceived core (Riverdale Road) and within the undeveloped areas. This land use element needs to be focused on maintaining the city's current character while preserving the city's namesake for generations to come. Plans that do not guide development in a manner that maintains the city's vision while satisfying the state housing mandates should be revisited.

When asked, residents said the current heart of the city was Riverdale Road, (becoming the "new river" of the city), however, many residents stated that the city should be centered along the Weber River in keeping with its historic roots. This element will be focused on that ideal and the City's vision, as the purpose of a land use element is to reflect a community's vision. This element will also promote thoughtful, equitable, and accessible distribution of different land uses, including residential, commercial, manufacturing, agricultural, and open space. The land use element is a tool that can address issues and concerns specific to its location and resolve those while preventing future issues. Land use planning envisions the future of an area and interacts with all other elements in this chapter.



## Best Practices

The following are best practices for smart and sustainable development:

- Focus intensities around key intersections, major traffic corridors, and where infrastructure is readily accessible.
- Maximize efficiency of existing and planned infrastructure by placing most intense development at major nodes.
- Preserve and enhance cultural and natural amenities.
- Buffer less-compatible land uses and facilitate compatible land uses.
- Optimize land use designations based on opportunities and constraints.
- Step intensities down progressively away from major development nodes and intersections.
- Provide safe and efficient multi-modal access to businesses, employment, and residents and consider proximity to other land uses, neighboring jurisdictions, and transportation networks.
- Ensure land uses and intensities are context-appropriate.
- Provide active and passive recreation opportunities within close proximity to residents.
- Balance land uses based on current and projected demographic information and market trends.
- Jurisdictional boundaries should follow barriers either natural or man made.

## Principles

Several public sentiments were shared during the public engagement process for this project. This section illustrates what would be required from various land use scenarios in order to achieve these public sentiments:



### Public Sentiment: Maintain balance between Commercial and Residential

Balance between commercial and residential development is important for the residential quality of life and vitality of commercial development. This balance is typically calculated by looking at the average square feet (sf) of commercial space per existing resident within a given area of the commercial development. This commercial space per resident is established based on commercial performance and regional and demographic context. This context extends beyond municipal boundaries.

- For example, if you have 5,000 residents and your optimal space per resident is 20 sf, then you would need 100,000 sf of commercial space to be balanced in terms of land uses. ( $100,000 \text{ sf} / 5,000 \text{ residents} = 20 \text{ sf} / \text{resident}$ ).

This is an oversimplified version to find balance between the land uses, but can help evaluate the near-future opportunity of additional commercial development or vitality of existing commercial development. This development type also looks at the demographics of specified areas in comparison to its existing commercial and transportation conditions. Some of the key metrics commercial developers evaluate are the current population size, age breakdown, household size, and median income within a x-mile trade radius. Examples:

- Costco requires within a 5-mile trade area radius, 200,000 people and a median income of \$75,000. Their target demographic also includes college educated, 2-person+ households.
- Whole Foods requires an even higher population, 250,000 within a 3-mile trade area radius with a median income of \$75,000.
- A typical medium-sized grocery store requires about 7,000 - 10,000 residents within a 1-mile radius, and 40,000 - 50,000 residents within a 3-mile radius.

If a commercial area is failing, a targeted financial analysis could be completed to better plan for its future vitality. For more information see the Economic Development Element of this General Plan.

You will note from the land use plan and transportation plan, that consideration has been placed on providing supportive intensities in areas where public transit can help reduce congestion on existing streets.

### Public Sentiment: Townhomes instead of Apartments

The major purpose for developing a wide range of housing types is to allow housing options that meet the needs of individuals in different stages of life. Adding a variety of residential property types can lower the cost of living and reduce barriers of property ownership.

The exact make up of these different product types may vary by need, but each product type should be represented. In addition, the state requires moderate-income housing to be provided by a number of strategies including zoning or rezoning properties for “higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers;” [[le.utah.gov/~2023/bills/static/HB0364.html](http://le.utah.gov/~2023/bills/static/HB0364.html)].

This requirement does not dictate the necessity of any one housing product type over another. It does dictate the need for increased density in given areas. This increased density can potentially be developed as townhomes, apartments, or other product types. The requirements may be more easily met by higher intensity development as density per acre is increased thus requiring less space to be consumed by that requirement.



(Ex. the typical townhome product is approximately 10 - 14 units / acre whereas the typical apartment product is approximately 20 - 30 units / acre. If you are seeking 120 units of moderate-income housing, that could be met with 10 acres of townhomes at 12 units to the acre or 5 acres of apartments at 24 units to the acre.)

### Public Sentiment: Riverwalk along Weber River

There are several factors to consider when establishing a riverwalk. Among these are property ownership, cost of development, floodplain and wetlands, access and safety, aesthetic, and community vision.

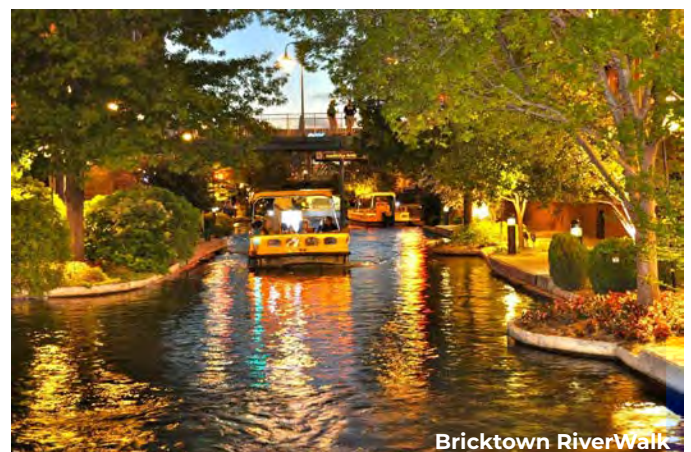
Riverdale City has 3.5 miles of frontage along the Weber River, with approximately 1.25 miles of frontage between I-84 and Riverdale Road. This segment accounts for approximately 200 acres of surrounding land, and is owned by 10 different groups. Three property owners including Riverdale City own the majority of this land, and the land for the most part is undeveloped. Because there are few property owners, this increases the possibility of a cohesive, functional, and aesthetically pleasing riverwalk.

The cost of this type of development depends highly on floodplain, wetlands, and the general aesthetic desired by the community. In this case, the majority of residents wanted to keep significant portions of the riverwalk in its natural state with a more urbanized pocket to help establish a more representative “Riverdale Downtown”. The segment between Riverdale Road and I-84 could become that urbanized Riverdale Downtown riverwalk.

This portion of the river currently has a paved multi-use trail which could be improved and integrated into existing and future plans for this area. Other portions of the river have outdoor recreation opportunities, but access points are limited. Less access to the river can increase safety concerns, so increasing access points, lighting, and general visibility would help with existing and perceived safety concerns.

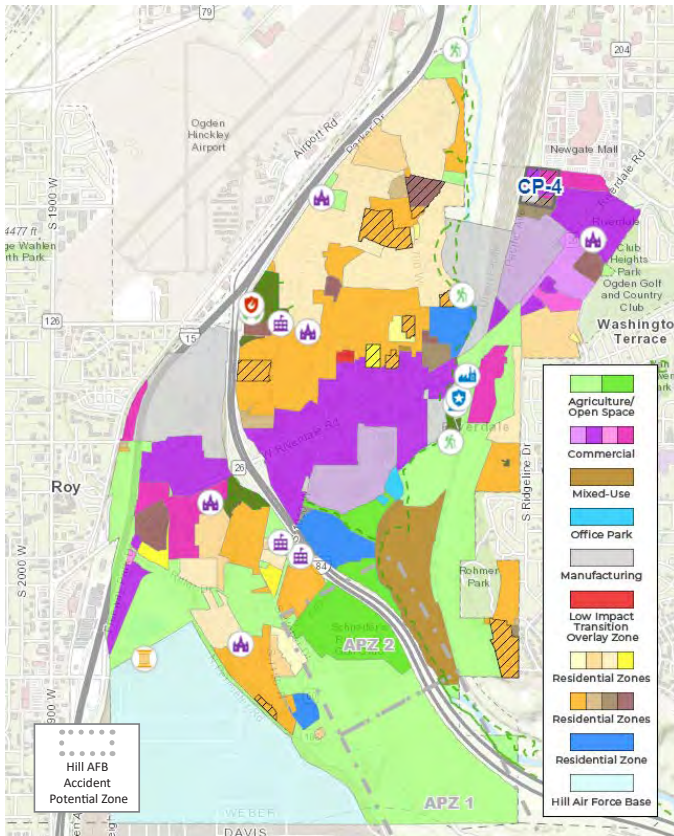
Some examples of Riverwalks are:

- San Antonio RiverWalk – 15 miles | Urban
- Indianapolis Canal Walk – 3 miles | Urban & Open Park
- Charles River Esplanade – 3 miles | Native & Open Park
- Detroit International RiverWalk – 5.5 miles | Urban
- Louisville Waterfront Park – 2.2 miles | Open Park
- Bricktown RiverWalk – 2 miles | Urban
- Schuylkill RiverWalk – 71 miles | Native, Open Park & Urban
- Milwaukee RiverWalk – 3.1 miles | Urban



## Element

Riverdale City is predominantly built out with existing zoning well established (see the Riverdale City zoning map below).



## Future Land Use Map

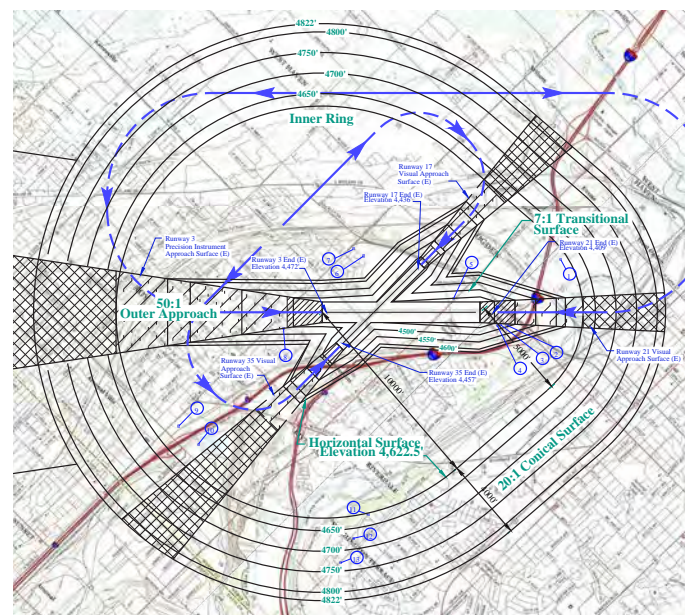
The general land use vision from residents was to keep Riverdale relatively the same with potential increases in preserved open space and amenities. The changes shown in the future land use map, on the following page, are based on public engagement, existing and proposed plans, and state requirements for “higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers.”

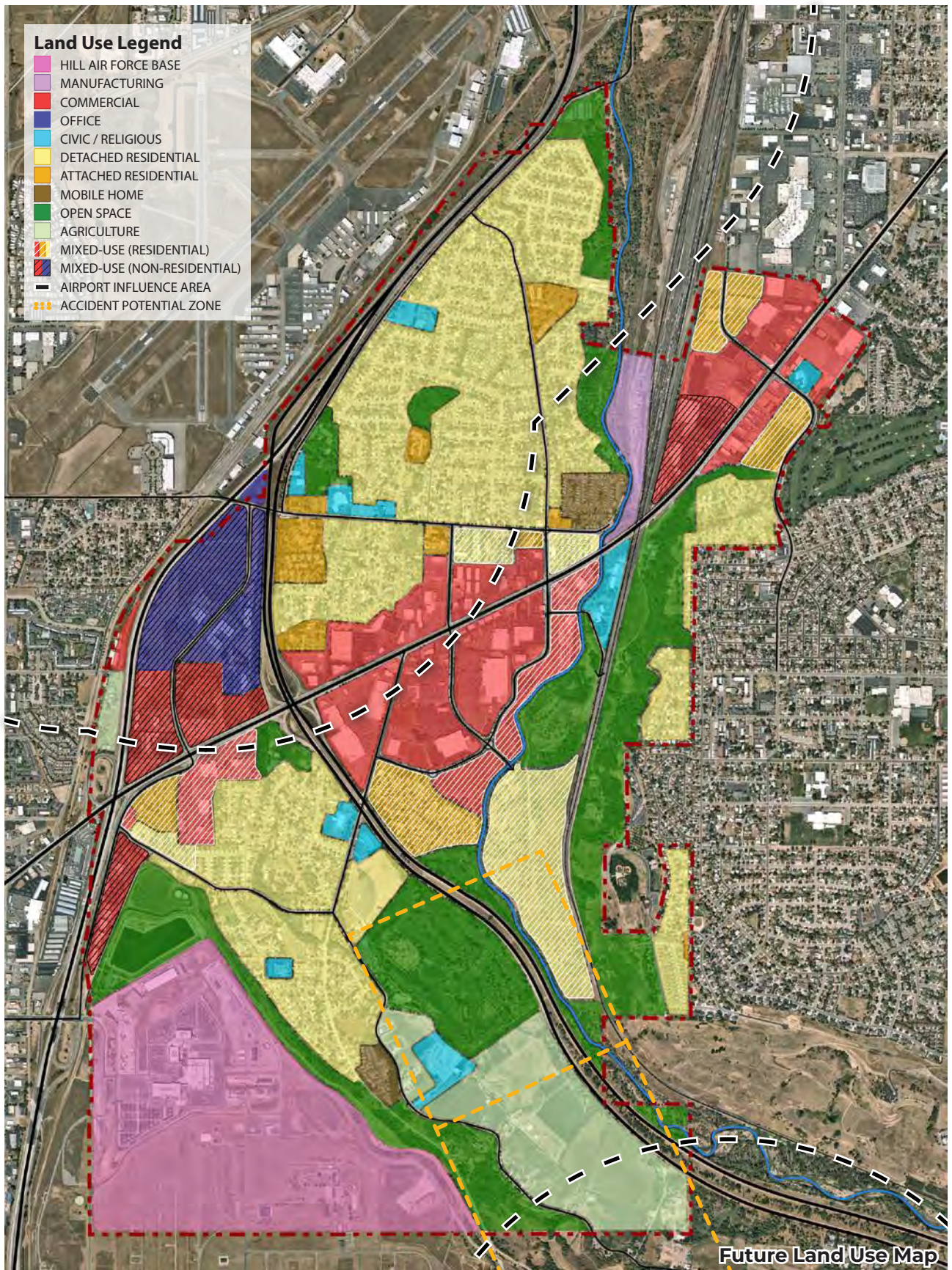


Other adjustments to the future land use map have been made to accommodate house bill (HB) 206 Airport Land Use Amendments [[le.utah.gov/~2023/bills/static/HB0206.html](http://le.utah.gov/~2023/bills/static/HB0206.html)]. This bill requires a “political subdivision located within an airport influence area” (land within 5,000 feet of an airport runway) to notify a person building on or development land in an airport influence area, in writing, of aircraft overflights and associated noise and to establish an Airport Overlay Zone which:

- Is compliant with Title 14 Part 77 of the Code of Federal Regulations (CFR) [[www.ecfr.gov/current/title-14/chapter-I/subchapter-E/part-77](http://www.ecfr.gov/current/title-14/chapter-I/subchapter-E/part-77)]
- “Applies land use regulation in addition to the primary zoning district land use regulation of property used as an airport and within an airport influence area
- May extend beyond the airport influence area
- Ensures airport utility as a public asset
- Protects property owner land values near an airport through compatible land use regulations as recommended by the Federal Aviation Administration; and
- Protects aircraft occupant safety through protection of navigable airspace.”

The main requirement to understand from CFR 14.77 is that development type and height within an airport influence area must follow the Federal Aviation Administration (FAA) regulations. Below is a map showing how the height restrictions can be understood within the Transitional Surface, Horizontal Surface, Outer Approach, Inner Ring, and Conical Surfaces of the Ogden-Hinckley Airport.





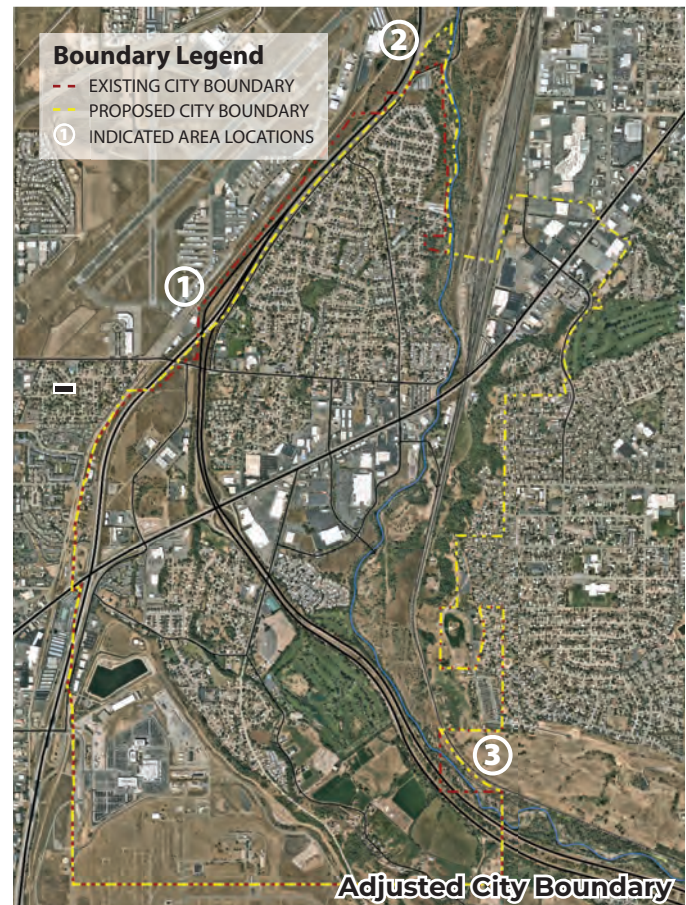
The land uses delineated on the future use map are meant to indicate the general development type for each area within the City, and correspond to the existing zoning designations. These land use designations are listed for information purposes, and do not give a property owner the right to rezone their property to any of the associated zones that fit within the land use as notated below, without prior approval from the Planning Commission and City Council:

- **Hill Air Force Base** – This zone federally governed and its equivalent Riverdale zone is HAFB
- **Manufacturing** – The manufacturing land use consist of light and heavy manufacturing, research, and distribution uses. Corresponding Zoning designations are M-1, M-2, MP-1, MP-2
- **Commercial** – This use provides for ar range of commercial uses and includes the following Riverdale Zones: C-1, C-2, C-3, CP-1, CP-2, CP-3
- **Office** – There currently is only one location within Riverdale City under this land use. This is the area between I-85, I-15, and Riverdale Road. The equivalent Riverdale zone is: OP and this use is also variably allowed (permitted or conditional) in the C-1, C-2, C-3, CP-1, CP-2, CP-3, M-1, M-2, MP-1, MP-2, and LIT zones
- **Civic / Religious** – This land use is established to show locations of schools, churches, municipal land, and other civic uses, and is generally allowed in residential zones as a permitted use.
- **Detached Residential** – The detached residential land use is specifically set for a wide range of detached residential product types, and may follow Riverdale Zones: RE-15, RE-20, R-1-10, R-1-8, R-1-6, R-1.4.5, R-2
- **Attached Residential** – Similar to the detached residential land use, this use is specifically set for a wide range of attached residential product types (housing types that share at least one wall) and may fit within Riverdale Zones: R-2, R-3, R-4, R-5
- **Mobile Home** – This land use designation is specific to the RMH-1 zone.
- **Open Space** – Many cities do not include open space zoning within their code, but this land use allows cities to better control what can and can't be developed within this space preserving a greater amount of open space for community use. The Riverdale Zone is: O-1
- **Agriculture** – Agriculture land uses within the City typically fall within the Accident Potential Overlay Zones and correspond with Riverdale Zones: A-1, A-2
- **Mixed-Use (Residential)** – This overlay is intended to allow residential, commercial, or office development as a secondary use with the primary use being the underlying land use shown on the Future Land Use Map. Related zones are: MU, MFROZ, LM

- **Mixed-Use (Non-Residential)** – This overlay is intended to allow residential, commercial, or office development as a secondary uses with the primary use being the underlying land use shown on the Future Land Use Map. Related zones are: RCP
- **Airport Influence Area** – The Airport Influence Area is a proposed new overlay zone as required by HB206.

In addition to the future land use map adjustments, some City boundary adjustment could be made to help the City become more cohesive and efficient in key locations. The map below points out three such locations:

- **Area 1:** Remove land areas between the Ogden-Hinckley Airport and I-15 and north of 4400 South.
- **Area 2:** Add land areas between the existing City boundary and the Weber River, and the area north of Parker Drive up to I-15 and the rail line.
- **Area 3:** Add the land on the south east side of the City which falls between I-84 and the rail line.



Other locations should be considered for boundary adjustment review based on public sentiment, access to services, safety, feasibility, and planning best practices.

## Implementation

The following steps should be taken upon approval of the Riverdale City General Plan Update:

### 1. Establish an Airport Influence Area Overlay Zone (AIAOZ) & Create a standard written response to those developing within this AIAOZ

As part of House Bill 206, Riverdale City has land within the 5,000 ft Airport Influence Area of both the Ogden-Hinckley Airport and the Hill Airforce Base runways. As such Riverdale is required to enact land use regulation of property within these airport influence areas and establish an overlay zone which encompasses this land. This regulation should make reference to the master plans of both developments and can be based on the existing Ogden City Code, Chapter 24 Airport Zone Districts and Uses [[codelibrary.amlegal.com/codes/ogdencityut/latest/ogdencity\\_ut/0-0-0-22160](http://codelibrary.amlegal.com/codes/ogdencityut/latest/ogdencity_ut/0-0-0-22160)].

In addition, this bill requires a “political subdivision located within an airport influence area” to notify a person building on or developing land in an airport influence area, in writing, of aircraft overflights and associated noise. The City should develop a standard letter, or email that can be sent to individuals seeking to develop within the AIAOZ.

### 2. Adjust Zoning as Indicated on the Future Land Use Map

Several locations on the map have been identified that would modify the existing zoning of the land. These areas of adjusted zoning may be done in the near-term or as development or redevelopment occurs. Those locations that increase intensity may help to meet specific State requirements for moderate-income housing.

### 3. Adjust Zoning to Match the Proposed Mixed Use Overlay Areas on the Future Land Use Map

Several mixed use residential (MUR) and non-residential (MUNR) overlay areas were created on the future land use map. These overlay areas should be added to the City Zoning Map following approval of the General Plan Update. The MUNR areas should have an overlay zone of RCP whereas the MUR areas could become MU, MFROZ, or LM (see item 4 for the LM zone).

### 4. Create an Overlay Zone for the Riverwalk Area or Designate Area as a Landmark Development Zone

Residents wanted to preserve the River and river trail area in both a natural and urban state. Sections that are not detailed for an urban Riverwalk Overlay (RO) section should be maintained in a more natural state and zoned as O-1. The section that should be demarcated as the RO or the Landmark Development (LM) Zone is the area along the Weber River between Riverdale Road and I-84 and River Park Drive and the rail line. This rezone should take place shortly after or concurrent with the General Plan’s adoption.

### 5. Revise the Riverdale City Boundary

Adjust the city boundary to reflect the maintenance and efficiency changes notated on the “Adjusted City Boundary Map”.



# 03

## TRANSPORTATION

“Riverdale Road itself is both a huge barrier and huge opportunity. On one side you have nearly the entire population of the city...and on the other side grocery stores, and restaurants. Most residents live within a 30 min walk (or 10 min bike ride) for groceries, but its dangerous and difficult to cross that enormous road! Think how amazing Riverdale could be if it was designed for the PEOPLE WHO LIVE HERE. Think: protected bike lanes, pedestrian bridges, or on street parking with little shops.”

- SURVEY PARTICIPANT

## Introduction & Background

The City of Riverdale is located at the interchange of two major freeways, I-15 and I-84, which makes it unique in that the City is greatly impacted by the regional and interstate roadway networks. Along with I-15 and I-84, SR-26 or Riverdale Road also bisects the City. It is rare for a city of Riverdale's size to have such a wide range of roadway systems and it creates unique challenges and opportunities for Riverdale City when it comes to creating a safe and efficient transportation network that helps keep Riverdale a wonderful place to live. The goals of the transportation section of the general plan are for Riverdale City to plan for an efficient transportation system by:

- Enhancing mobility by offering a variety of interconnected transportation choices
- Increasing roadway safety by performing a crash analysis and offering mitigation measures
- Developing a connected, convenient, and safe active transportation network
- Identifying major transit investment corridors
- Preserving corridors for future infrastructure needs
- Making land-use and transportation decisions based on a comprehensive understanding of the impact on each other

## Best Practices

Riverdale City is continuously striving to improve the safety and efficiency of their transportation network for all modes of transportation (pedestrian, bicyclist, vehicle etc.). The following best practices should be put in place by the City to continue improving the transportation network.

### Roundabouts

Roundabouts are low maintenance, create efficient traffic flow, reduce crashes significantly, and help calm traffic. According to the UDOT's Safety Countermeasure Fact Sheets (dated February 2021) "Roundabouts reduce the number of conflict points at a typical intersection from 32 to just 8. The 8 remaining are merge or diverge type conflicts that very rarely result in severe crashes. In addition, roundabouts require users to slow down, reducing the severity of crashes that may occur". Roundabouts are an effective way to reduce fatal and serious injury crashes, and can be designed with approach speeds ranging from 25-65 mph. One downside to roundabouts, however, is that they can be expensive to construct ranging from \$1-3 million.

### Shared Use Paths

Shared use paths are facilities on exclusive right-of-way and with minimal cross flow by motor vehicles. Off-road facilities can provide low-stress environments for bicycling, walking and other non-motorized transportation modes that are separate from motor vehicle traffic. According to the Rural Design Guide, benefits of Shared Use Paths include:

- Provides a dedicated facility for users of all ages and abilities
- Provides, in some cases, access to areas that are otherwise served only by limited-access roadways
- Provides non-motorized transportation access to natural and recreational areas, which can especially help low-income people obtain access to recreation
- Provides, in some cases, a short-cut between cities or neighborhoods
- Supports tourism through convenient access to natural areas or as an enjoyable recreational opportunity itself

### Bike Lanes

According to the National Association of City Transportation Officials (NACTO), bike lanes designate an exclusive space for bicyclists through the use of pavement markings and signage. The bike lane is located adjacent to motor vehicle travel lanes and flows in the same direction as motor vehicle traffic. On streets with high traffic volume, regular truck traffic, high parking turnover, or speed limit greater than 35 mph, consider treatments that provide greater separation between bicycles and motor traffic such as buffered bike lanes or cycle tracks.

### Street Connectivity

Connectivity refers to a dense, interconnected, and redundant roadway, walkway, and bikeway network allowing multiple routes of travel. Connectivity improves mobility, creates transportation choice, improves emergency response times, creates jobs, increases home values, and improves network efficiency and safety for travelers.



## Traffic Calming

Traffic calming is the use of physical design and other measures to improve safety for motorists, pedestrians and cyclists by reducing vehicle traffic and/or vehicle speeds. Secondary benefits of traffic calming may include increased comfort and mobility for non-motorized traffic, reduced vehicle emissions, and increased property values. Traffic calming may be important in areas of the City where a high pedestrian presence is desired such as local roads in residential neighborhoods, in city centers, or school vicinities. For more information regarding traffic calming measures view the UDOT Speed Management Information Sheets [[maps.udot.utah.gov/wadocuments/Data/Region4/SR\\_258\\_and\\_SR\\_118\\_Corridor\\_Study/Speed%20Management%20Info%20Sheets\\_2021\\_06\\_24.pdf](https://maps.udot.utah.gov/wadocuments/Data/Region4/SR_258_and_SR_118_Corridor_Study/Speed%20Management%20Info%20Sheets_2021_06_24.pdf)] and the Salt Lake City Livable Streets Program [[www.slc.gov/transportation/plans-studies/livable-streets/](http://www.slc.gov/transportation/plans-studies/livable-streets/)] which explain traffic calming treatments, advantages and disadvantages, typical costs, example locations, and other potentially useful information.

## Median Barriers

According to the Federal Highway Administration (FHWA) raised medians:

- Have been found to reduce motor vehicle crashes by 15%.
- Decrease delays (>30%) for motorists.
- Have resulted in an increase in capacity (>30%) of roadways.
- Have been shown to reduce vehicle speeds on the roadway.
- Provide space for landscaping within the right-of-way.
- Provide space to install additional roadway lighting, further improving the safety of the roadway.
- Provide space to provide supplemental signage on multi-lane roadways.
- Can be less expensive to build and maintain than paved medians.



particularly at high-speed or high-traffic intersections. Access management can also improve safety by reducing the number of conflict points between vehicles. Additionally, by carefully designing access points and intersections, access management can improve visibility and reduce the potential for drivers to make errors or misjudge the speed and distance of oncoming vehicles. Overall, access management is an effective way to improve roadway safety by reducing the potential for collisions and improving traffic flow.

## Principles

Several key Riverdale stakeholders were individually interviewed from late August through September 2022. Individuals with a variety of backgrounds were selected, ranging from residents and property owners to community leaders and City officials. In addition, two public open houses were held where everyone was asked to share their ideas, goals, concerns, opportunities, constraints, and vision for the future of the city. The following is a summary of the transportation related concerns from the stakeholders followed by a brief response.

### Public Sentiment: The City needs more transit options

Riverdale City should be actively involved in working with UTA, UDOT, and WFRC to support transit as a viable and efficient transportation mode in the city. Additional transit service should be considered where major development is taking place, such as near the America First Credit Union campus or along Riverdale Road. Future transit service should seek to maintain and improve the connections between housing, employment, education, recreation, and commerce.

A five-mile Bus Rapid Transit (BRT) system is currently being constructed in Ogden known as OGX to connect the Ogden FrontRunner Station at Ogden Union Station near 2500 Wall Avenue to key regional locations ending at Weber State University east of Harrison Boulevard. The BRT project will benefit the community by reducing vehicle trips, supporting the economy, and providing transportation choices. A similar BRT project may be considered to connect Weber State University and other key regional destinations to the commercial developments along Riverdale Road.

Riverdale City continues to work closely with UTA in moving ahead to improve bus stop locations with shelters. Most bus stops in Riverdale City do have equipped shelters at each UTA bus stop. Currently, Riverdale hopes to see three additional and final key bus stops equipped with shelters in the near future as continued efforts are made to work with property owners and UTA representatives to accomplish this goal.

**Public Sentiment: Safety improvements needed on Riverdale Road**

Riverdale Road (SR-26) is a 7-lane UDOT roadway and is considered the City’s major arterial. Major arterials are streets that bring traffic to and from the freeway system as well as serve major traffic movements within the metropolitan area. Riverdale Road has an Annual Average Daily Traffic (AADT) volume of more than 55,000 east of the I-84 interchange which is approaching freeway level volumes. It has also been noted by the police department that speeding can be an issue here.

One safety and capacity improvement option to consider is adding raised medians along Riverdale Road. Benefits of raised medians are outlined above in the ‘Best Practices’ section. Another median barrier option for the City to consider on Riverdale Road is rolled medians, which would allow emergency vehicles greater access than raised medians. The City can work with UDOT to improve this state route’s safety and capacity through the city.

**Public Sentiment: Improve the trail system**

Requirements should be considered for future development to provide active transportation network improvements. As development occurs at the America First campus, for example, a full trail system is to be constructed at the site. When constructing active transportation facilities, it is essential to provide connections to existing and future trail systems throughout the city to improve active transportation network connectivity.

**Public Sentiment: New Development may strain the existing transportation network**

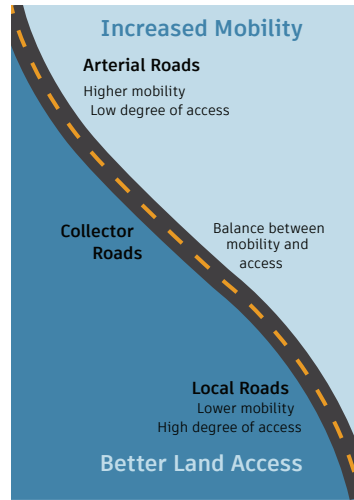
A multimodal (vehicles, pedestrians, bicyclists, transit etc.) network improvement approach is necessary to negate the impact of new development on existing transportation infrastructure. Special attention should be given to provide transit and active transportation connections at new developments.



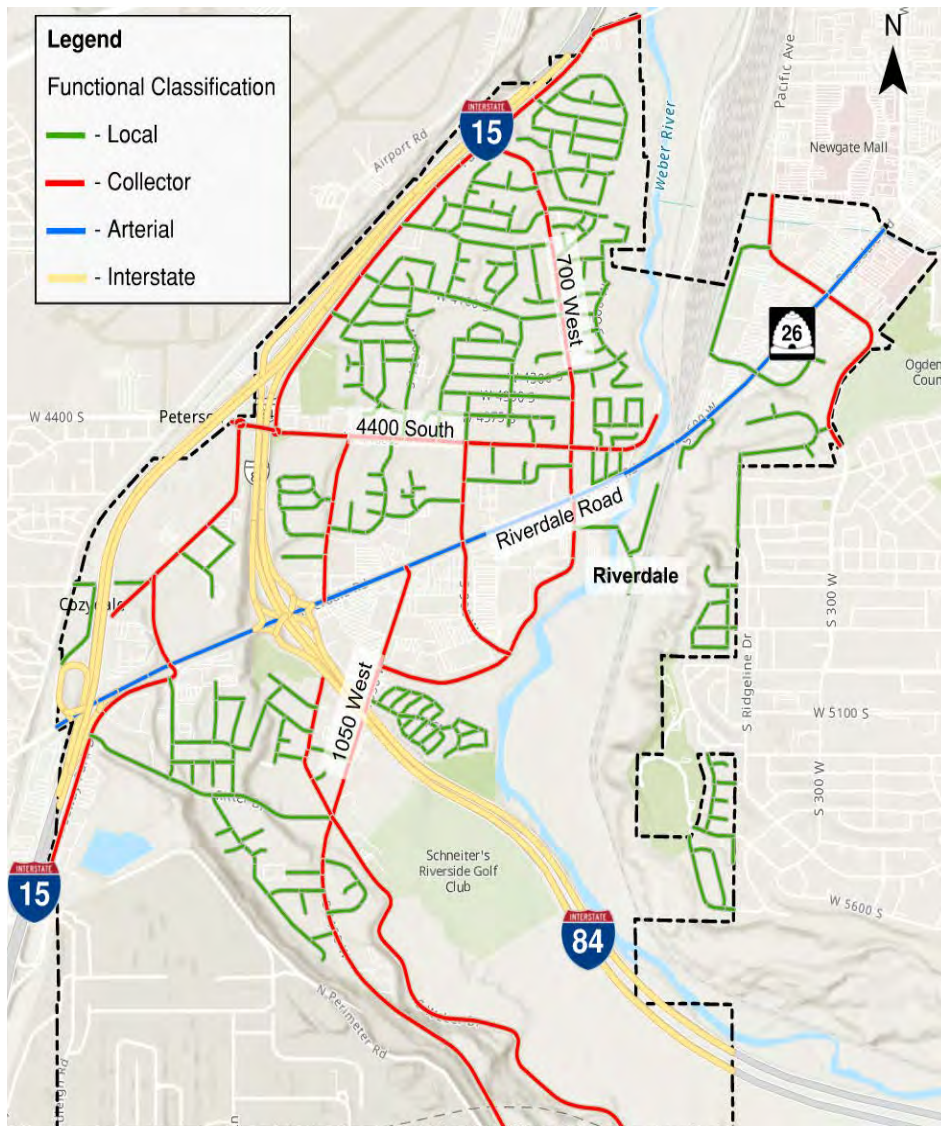
# Element

## Roadway Functional Classification

The roadway system has a hierarchy to it based on roadway attributes such as speed and access. The higher a street classification, the more mobility it provides with limited access. Lower street classifications have less mobility, but more access. The functional classification of a roadway indicates the road's role within the transportation system, which in turn helps determine when increased travel demand or change in the road's use could lead to negative impacts on its intended function in terms of speed, capacity, and relationship to land uses (FHWA, 2013).



The four major classifications of Riverdale roadways used in this General Plan are interstate, arterial, collector and local roads. The functional classification map is shown below.



Existing Functional Classification

## Intersection Control

The existing intersection control map is shown in the figure below.

As shown, the only signalized intersections in Riverdale are along Riverdale Road.

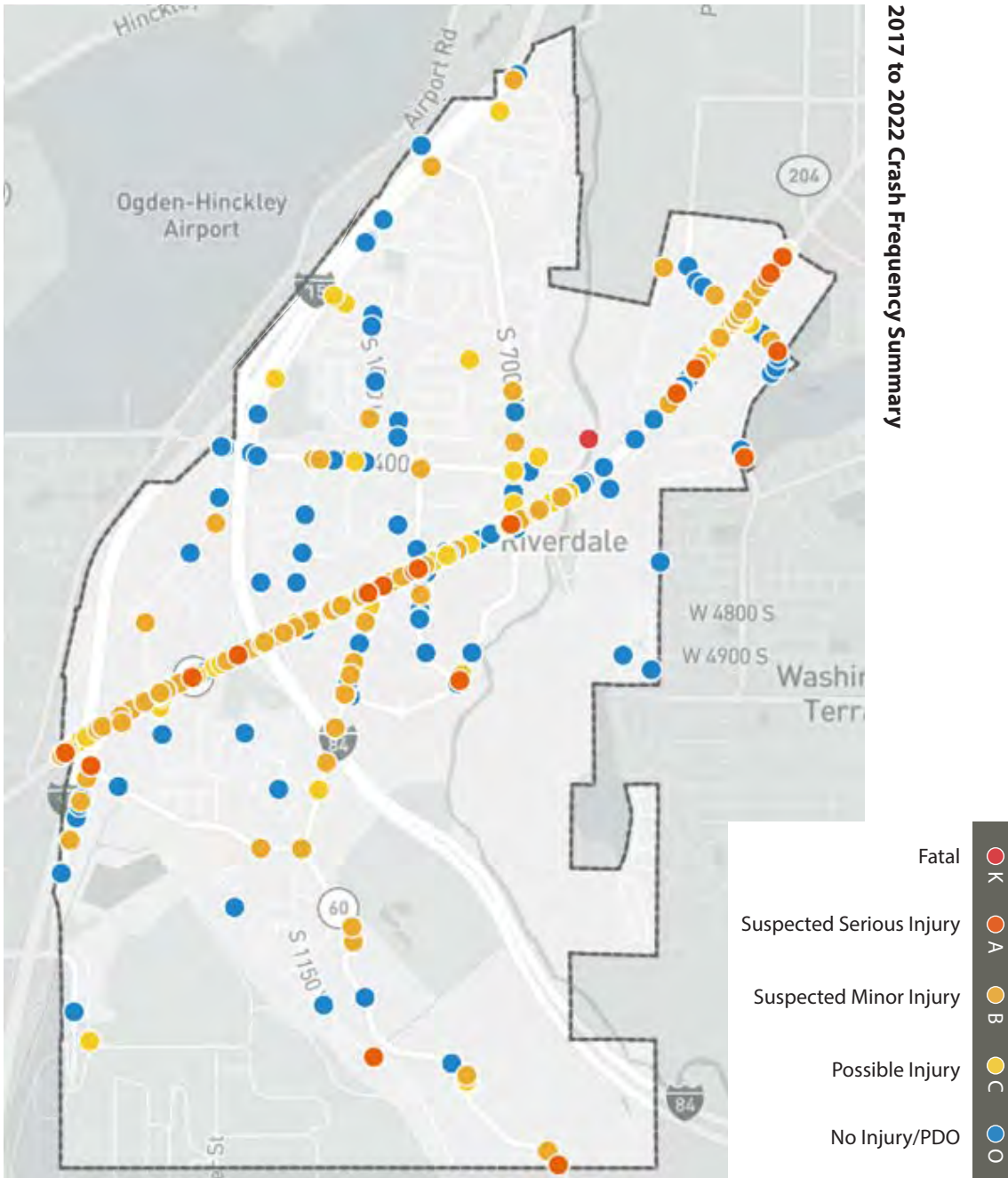


Existing Intersection Control

## Safety

A safety analysis was performed for all roadways within Riverdale City. The most recent 5 full years of available crash data (January 1, 2017, to January 29, 2023) from UDOT Traffic

& Safety were used to perform the analysis. Crashes on I-15 and I-84 have been removed from the analysis. In total there were 809 crashes, 484 of which were property damage only, 160 possible injury, 144 suspected minor injury, 20 suspected serious injury and 1 fatal crash.



Crash severity is reported according to a five-category scale ranging from no injury to fatality. UDOT has taken on the goal of Zero Fatalities. This zero fatalities approach is guided by the Safe System framework.

The Safe System approach consists of the following five elements . [[zerofatalities.com](https://www.zerofatalities.com), & [safety.fhwa.dot.gov/zerodeaths/docs/FHWA\\_SafeSystem\\_Brochure\\_V9\\_508\\_200717.pdf](https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA_SafeSystem_Brochure_V9_508_200717.pdf)]



## Safe Road Users

The Safe System approach addresses the safety of all road users, including those who walk, bike, drive, ride transit, and travel by other modes.



## Safe Vehicles

Vehicles are designed and regulated to minimize the occurrence and severity of collisions using safety measures that incorporate the latest technology.



## Safe Speeds

Humans are unlikely to survive high-speed crashes. Reducing speeds can accommodate human injury tolerances in three ways: reducing impact forces, providing additional time for drivers to stop, and improving visibility.



## Safe Roads

Designing to accommodate human mistakes and injury tolerances can greatly reduce the severity of crashes that do occur. Examples include physically separating people traveling at different speeds, providing dedicated times for different users to move through a space, and alerting users to hazards and other road users.



## Post-Crash Care

When a person is injured in a collision, they rely on emergency first responders to quickly locate them, stabilize their injury, and transport them to medical facilities. Post-crash care also includes forensic analysis at the crash site, traffic incident management, and other activities.

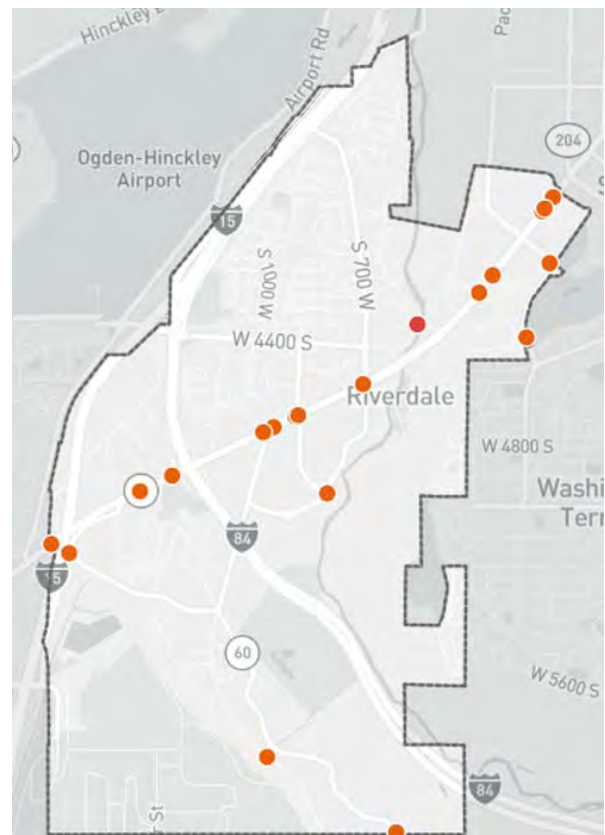
The figure to the right shows the suspected serious injuries and fatal crashes in Riverdale. For the analysis period, there were 20 suspected serious injury crashes, and 1 fatal crash. Of the 21 total suspected serious injury and fatal crashes, 10 are intersection related. As shown in the figure, Riverdale Road accounts for the majority of suspected serious injury and fatal crashes in Riverdale.

Speed often plays a role in fatal and serious injury crashes, and it has been mentioned by city police that speeding is often an issue on Riverdale Road. Traffic calming principles listed in the 'Best Practices' section may be put in place to help mitigate safety issues. Median barriers specifically would decrease crashes along Riverdale Road as it limits the number of conflicting turning vehicles and helps slow traffic.

Access management is also key to reducing crashes along Riverdale Road, as explained in the 'Best Practices' section of the report. There are multiple accesses along Riverdale Road that could be combined, realigned, or removed altogether to improve roadway safety by reducing the number of potential collisions.

Due to the high volume of intersection-related crashes (10 of 21 suspected serious injury or fatal crashes) left turns to and from Riverdale Road may need to be made protected left turns rather than permitted left turns. Protected left turns, characterized by an arrow at the signal, are safer than permitted left turns at intersections because they allow vehicles to make the turn without conflicting with oncoming traffic. This is because protected left turns are typically made using a dedicated left turn lane and traffic signal, which stops oncoming traffic and allows the turning vehicle to safely complete the turn. In contrast, permitted left turns require vehicles to yield to oncoming traffic, which can be dangerous if the oncoming vehicle is traveling at high speed

or fails to yield. Protected left turns are also safer because they reduce the potential for drivers to misjudge the speed and distance of oncoming vehicles, which can lead to collisions. Overall, protected left turns are a safer way for left-turning vehicles to navigate an intersection.



2017 to 2022 Crash Frequency Summary

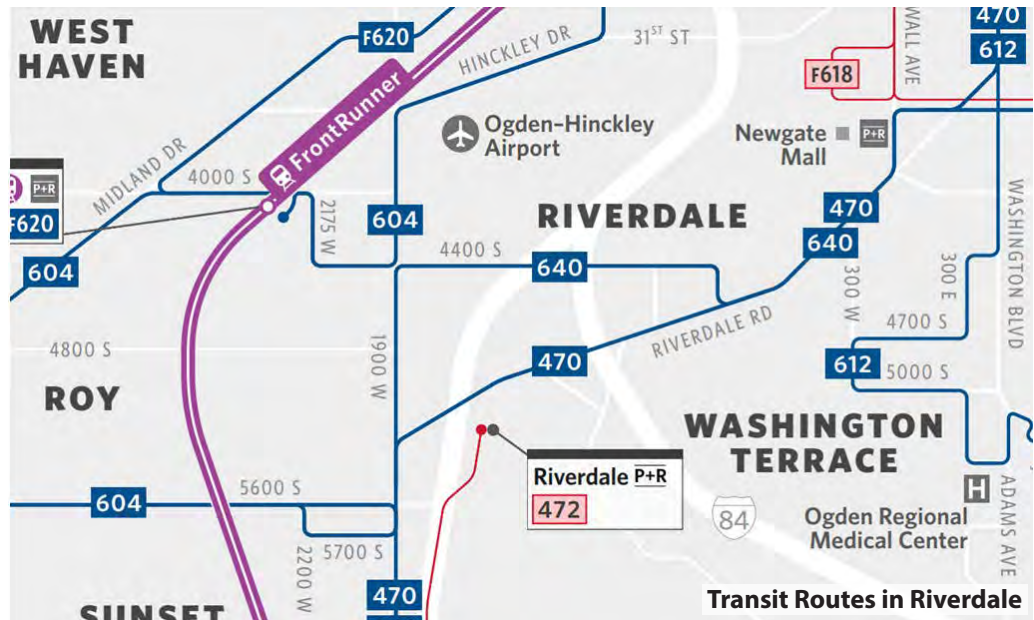
## Transit

The Utah Transit Authority provides bus service along Riverdale Road and 4400 South as well as a Park and Ride.

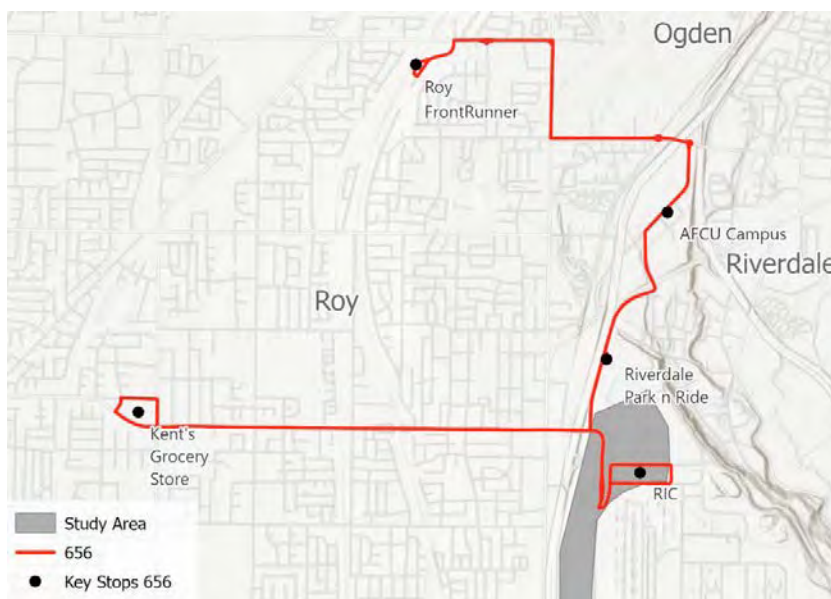
Route number 470 serves the area in both directions along Riverdale Road on approximately one-half hour headways. The northbound route continues to the downtown Ogden Transit Center at Ogden Union Station. Southbound vehicles wind their way through several cities to the downtown Salt Lake area. Route 470 is planned to have improved route frequency, every 15 minutes, in the near term (the next 5 years).

Route 640 runs from west Davis County to and from Weber State University via 4400 South on approximately one-half hour headways. Route 472 is a Park and Ride Express route from Riverdale to Salt Lake Express.

Route 656 is a UTA bus route planned in the near term (the next 5 years). The proposed route is shown in the figure below.



Riverdale City should be actively involved in working with UTA, UDOT, and WFRC to support transit as a viable and efficient transportation mode in the city. Planning and lobbying efforts will help procure funds to support the development and maintenance of a sustainable transit system. Additional transit service should be considered as development occurs, such as near the America First Credit Union or the open space near the river east of 700 West. Future transit service should seek to maintain and improve the connections between housing, employment, education, recreation, and commerce.

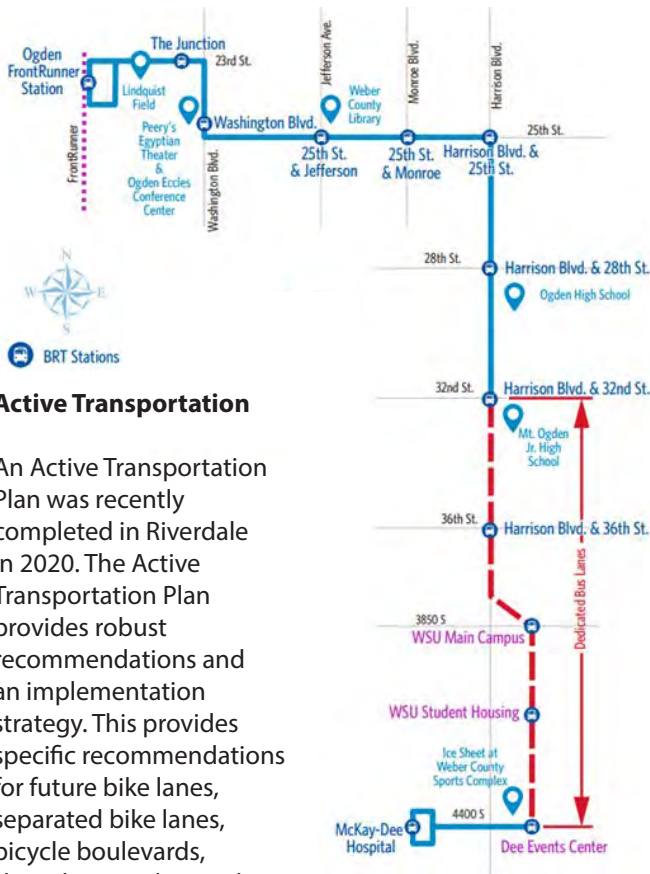


As mentioned previously OGX a Bus Rapid Transit (BRT) system is currently being constructed in Ogden to connect the commuter rail station at the Ogden Union Station to key locations such as Weber State University and the McKay Dee Hospital. When operational, riders will be able to catch the bus for no fare - or free every 10-15 minutes on weekdays and 15-30 minutes on weekends.

The BRT project will benefit the community by reducing vehicle trips, supporting the economy, and providing transportation choices. A similar BRT project may be considered to connect Weber State University and other key regional destinations to the commercial developments along Riverdale Road.

UTA Future Transit Route 656

## Ogden BRT Route Map



## Active Transportation

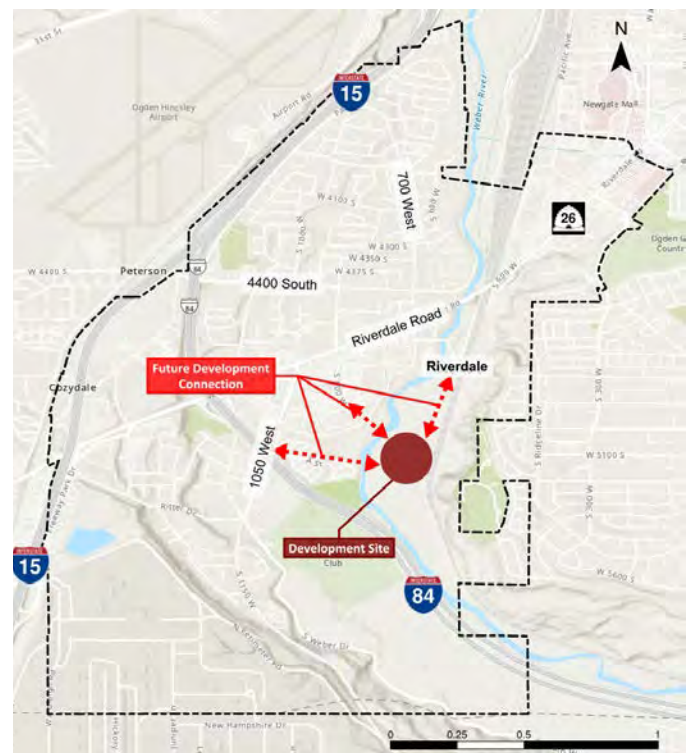
An Active Transportation Plan was recently completed in Riverdale in 2020. The Active Transportation Plan provides robust recommendations and an implementation strategy. This provides specific recommendations for future bike lanes, separated bike lanes, bicycle boulevards, shared use paths, grade separated crossings, signalized crossings, flashing beacons, and enhanced crosswalks. Refer to this document for any questions regarding active transportation plans in Riverdale.



## River Area Development

The river area, shown in the figure below, is city property being considered for development. The City would like to capitalize on the uniqueness of the river near the site to create a development for the community to enjoy. A bridge over the river has been proposed to connect the Riverwalk Drive / 900 West intersection to this future development. The proximity to the existing riverwalk trail makes this a great opportunity to improve pedestrian and bicyclist connectivity in the area, as well as create a defining 'city center' type development. There is an existing trail that runs parallel to the river which can be expanded when development occurs. A connection to Washington Terrace may also be considered near the development site.

As shown in the figure below, it is recommended that multiple accesses to any river area development be provided to create redundant travel routes, thus improving network connectivity. The Riverdale Manufactured Home Community is likely to redevelop in the future and it is advised that an additional access road be provided at the location, with a bridge crossing the river to the River Area Development.



## America First Headquarters

The proposed America First Corporate Campus will be located between I-15 and I-84 and between Riverdale Road and 4400 South, as shown in the figures on this page. The project is currently in the preliminary planning phase. Plans for the project may include office space with potential for mixed use commercial space on-site. It is anticipated the project will have an access to 1500 W and will connect with Riverdale Road to the South, and with 4400 West to the North. Additional access is very limited due to the location of the development between I-15 to the west and I-84 to the east. Ideas for potential future access are discussed in the following section regarding a future UDOT study.



## UDOT Riverdale Road / I-15 Interchange

UDOT recently finished a study for the 5600 South / I-15 interchange in Roy, which includes improvements to the interchange, 5600 South, and the adjacent connections. UDOT is planning to conduct a similar study for the Riverdale Road interchange in the near future. The Riverdale Road interchange is a "1/2 interchange" because it only has ramp to/from the south. In order to go north, or exit I-15 from the north, drivers would need to use the I-84 interchange, which is located approximately 3,000 feet east and intersects with I-15 about a mile north of the Riverdale Road / I-15 interchange.



The UDOT study will likely evaluate the possibility of turning the Riverdale Road / I-15 into a full interchange, which would allow direct access to/from I-15 in both directions.

It is recommended that Riverdale City work closely with UDOT on this study to evaluate different interchange configurations. One possibility that could be explored is a northbound frontage road adjacent to I-15 that would then become a northbound on-ramp. This creates a second point of access and could potentially provide direct access from I-15 to the American First site without having to use Riverdale Road. This could greatly improve traffic operations and reduce congestion on this vital corridor.



**2. Active Transportation Improvements –** Recommended improvements to the active transportation network can be found in the recently completed 2020 Active Transportation Plan, and include:

- **Priority Linear Projects**
  - Bike lanes on Riverdale Road
  - Bicycle boulevard on 900 West
  - Bicycle boulevard on 1000 West
  - Bicycle boulevard on 1150 West
  - Separated bike lanes on Riverdale Road
- **Priority Spot Improvements**
  - Flashing beacon at 1150 West and 4400 South
  - Enhanced crosswalk at 700 West and Riverdale Road
  - Signalized crossing at Riverpark Dr and 1050 West
  - Enhanced crosswalk at 4600 South and 700 West
  - Grade separated crossing at the railroad tracks, connecting Rohmer Park and the Weber River Parkway to Riverdale

The map below shows the priority linear and spot improvement projects from the 2020 Riverdale Active Transportation Plan.

## Implementation

The purpose of the following recommendations is to help Riverdale create a plan that seeks to maintain and improve connections between housing, employment, education, recreation, and commerce.

- 1. Connectivity Strategies –** Strategies that can improve street or active transportation connectivity include the following:
  - **Require Active Transportation Connections with New Developments –** New developments should include sidewalks or trails that lead to existing networks or nearby destinations, and at the end of cul-de-sacs where allowed.
  - **Institute a Complete Streets Policy –** A Complete Streets policy specifies how a community will plan, design, and maintain streets so they are safe for all users of all ages and abilities. A strong policy begins transforming a community’s practices, processes, and plans.
  - **Plan for redundant grid street network –** Create a street plan that offers multiple routes of travel to major destinations.



**3. Transit Improvements** – Improvements to the transit service in Riverdale may include:

- **Joining efforts with state and local entities** – Riverdale is to be actively involved in working with UTA, UDOT, and WFRC to support transit as a viable and efficient transportation mode in the city.
- **Continue planning and lobbying efforts** – Planning and lobbying efforts will help procure funds to support the development and maintenance of a sustainable transit system.
- **Plan transit service at future development sites** – Additional transit service should be considered at future development sights. Future transit service should seek to maintain and improve the connections between housing, employment, education, recreation, and commerce. These development sites should encourage walkability, bike routes and connections, and other non-vehicular paths
- **Possibility of extending BRT down Riverdale Road** – A BRT project like what is being constructed in Ogden that would connect Weber State University and other key regional destinations to the commercial developments along Riverdale Road. Weber State students come down from the University to access commercial and restaurant facilities, an extension to Riverdale Road would be a natural extension of the Ogden BRT route and link 24,000 Weber State students to Riverdale’s commercial core.
- **Analyze Feasibility of a Riverdale Trolley** – Several residents desired a trolley between residents and commercial centers to reduce traffic and increase public and multi-modal transportation options.

**3. Safety Improvements** – The following solutions are worth exploring to increase the safety and efficiency in Riverdale:

- **Implement traffic calming principles** – Speed oftentimes plays a role in fatal and serious injury crashes, and it has been mentioned by city police that speeding is often an issue on Riverdale Road.
- **Improve access management along Riverdale Road** - There are multiple accesses along Riverdale Road that could be combined, realigned, or removed altogether to improve roadway safety by reducing the number of potential collisions.
- **Work with UDOT to improve intersection safety along Riverdale Road** – Work with UDOT to investigate whether permitted left-turns should be made protected left-turns at certain intersections with a history of severe and fatal crashes.



# 04

## HOUSING

**“Let’s plan for (or maintain) transitions between residential zones, commercial zones, and the river trail and open space.”**

- SURVEY PARTICIPANT

## Introduction, Background & Best Practices

The attractiveness and desirability of neighborhoods as well as the design, location and the quality of the construction of residential units greatly influences the quality of life for a community’s residents. Riverdale encourages residential communities and those living in them to take pride in caring for their homes.

The population of Riverdale City has grown in the past 45 years.

POPULATION GROWTH				
RIVERDALE CITY			WEBER COUNTY	
Year	Population	Growth	Population	Growth
1980	6,031		144,616	
1990	6,419	6.4%	158,333	9.4%
2000	7,656	19.3%	196,533	24.1%
2010	8,189	7.0%	222,849	13.4%
2020	8,826	7.8%	255,284	14.6%
2025	9,496 est.	7.6% est.	283,415 est.	11.0% est.

- Housing is constructed to meet the minimum requirements of the adopted codes which include safeguards against natural and man-made environmental hazards.**
- Residential developments within the Hill AFB/APZ areas are regulated or restricted by an easement agreement with property owners within this area.**
- Future residential development will be designed so as to be compatible with existing neighborhoods and to preserve the peaceful character of Riverdale.**
- Commercial, industrial, and high-density housing shall be located in areas offering the least impact on existing residential areas and infrastructure.**

Part of Riverdale’s General Plan (adopted April 25, 2001 and updated on November 15, 2011, September 2, 2014, and most recently parts of the plan on November 19, 2019 and again on January 17, 2023) included a Housing Development Plan for the city with a Housing Goals and Objectives section as a foundation for all affordable housing or supportive activities, goals, policies and potential programs.

The availability of moderate-income housing has become a statewide concern. In 1996, the Utah State Legislature adopted 10-9-307 of the Utah Code dealing with “Plans for Moderate-income Housing”. This section of the State Code requires that every municipality adopt a plan for moderate-income housing within the community. The plan must address the following five issues:

- 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 as revised biennially;
- A survey of total residential land use;
- An evaluation of how existing land uses and zones affect opportunities for moderate-income housing; and
- A description of the municipality’s program to encourage an adequate supply of moderate-income housing.



The purpose of the Moderate-income Housing Element of the Riverdale City General Plan is to address these five issues and to establish the City’s goals and policies for moderate-income housing.

Moderate-income housing, as defined by the Utah State Code 10-9a-103 (34), is: “...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 2020 median income level for Weber County for a household of four is approximately \$90,397 and in Riverdale it is approximately \$65,234 according to US Census Bureau data [[censusreporter.org/data/table/?table=B19019&geo\\_ids=16000US4964010&primary\\_geo\\_id=16000US4964010](https://censusreporter.org/data/table/?table=B19019&geo_ids=16000US4964010&primary_geo_id=16000US4964010)]. The Weber County median income level is recommended by the State to be used by Riverdale in determining whether or not housing is affordable.

Further, in 2022, the Utah State Legislature adopted House Bill 462 which significantly revised the Moderate-income Housing Element of the Utah Code. This revision now requires that designated cities and counties of a large enough population grouping are to include additional reporting content which is specifically:

- A description of each moderate-income housing strategy selected by the municipality, from a menu listing of multiple options outlined in House Bill 462; and
- An implementation plan for those selected strategies with specific measures and benchmarks to explain the progress of each of the selected strategies.

### Affordable Housing Policies

Housing is one of the most basic needs of all people. All residents of Riverdale should have access to adequate housing regardless of income.

- Riverdale should encourage the development of residential areas of various densities and price ranges.
- The city encourages a diversity of housing types and cost ranges, including those that will permit persons of low and moderate-incomes to locate in Riverdale City.

Riverdale has various alternative housing types. These existing units represent owner occupied mobile homes and trailers, as well as rental units including apartments, duplexes and fourplexes. These housing units total 1,307 dwellings, which represents 39% of the 3,369 total number of dwellings in the City. Additionally, there are currently (as of August 2022) 991 rental unit dwellings within Riverdale City.

The cost of housing continues to rise due to the increasing cost of building materials, real estate and necessary public infrastructure such as roads, water, sewer and power. According to the U.S. Census Bureau, in 2020 the average sales price for a home was approximately \$249,100 in Weber County. In 2020 the home prices in Riverdale City averaged \$230,100 [[censusreporter.org/data/table/?table=B25097&geo\\_ids=16000US4964010&primary\\_geo\\_id=16000US4964010](https://censusreporter.org/data/table/?table=B25097&geo_ids=16000US4964010&primary_geo_id=16000US4964010)]. Further, according to the Wasatch Front Multiple Region Listing Service (MLS) in 2022 the median sales price for a home in the Riverdale/Ogden area was \$507,500. Another interesting feature of Riverdale City is that the City as a whole is located in only one established Census block.

### Estimate of Existing Supply

In order to assist municipalities in estimating the existing supply of affordable housing units within each city, the State has provided analysis tools for estimating affordable housing units available in Riverdale City. Riverdale City used this data to estimate their existing supply, which involved an evaluation of the current census data, as well as, residential building permits issued between 2018 (the date of the last moderate-income housing analysis) and June of 2022, including the number of single family and multifamily permits issued and their valuation [[www.sltrib.com/homeprices/](http://www.sltrib.com/homeprices/)]. An analysis of residential building permits issued between 2018-June 2022 showed that the City issued the following number of residential permits for new housing:

2018 – JUNE 2022 RESIDENTIAL PERMITS	
TYPE	PERMITS
Single Family	99
Condominium	0
Twin Home	0
Duplex	0
Internal Accessory Dwelling Unit	0
Mobile Homes	56
Apartment Units	42
<b>TOTAL</b>	<b>197</b>

Using the State's criteria for median income housing and affordability, an analysis of the valuation of each permit was done. That analysis showed that of the 197 residential permits issued between 2018 and June 2022, approximately 28% would be considered affordable housing and up to 50% could potentially be considered affordable housing. Most of the noted mobile home units are due to the location of new mobile homes onto available lots within currently existing mobile home residential areas.

According to the Utah State Five-Year Housing Projection, Riverdale has a smaller number of rental units for households making 80 to 50% (approximately 230 units) and a small shortage of available rental units (approximate deficit of 45 plus units) for households making 30% of Metropolitan Statistical Area Median Income (MSAMI) [[riverdalecity.com/uploads/1/3/3/6/133630718/2020\\_riverdale\\_mod\\_income\\_housing\\_report.pdf](http://riverdalecity.com/uploads/1/3/3/6/133630718/2020_riverdale_mod_income_housing_report.pdf)].

**Estimate of the Need for Moderate-income Housing in the Municipality for the Next Five Years**

The majority of the need for moderate-income housing within Riverdale is to serve the city’s own growth as well as provide housing for migrants/commuters working in Weber County and the neighboring cities of the Metropolitan Statistical Area (MSA). Riverdale’s goal is to provide adequate housing for existing and incoming residents and more particularly their children as they grow up and move out of their parents’ homes.

According to the 2020 U.S. American Community Survey data, Riverdale’s population increased from 8,189 in 2010 to 8,826 in 2020 with an increase of 637 residents. If the city’s current growth trend continues, the Utah State Five-Year Housing Projection estimates that new residents should be able to find moderate-income housing options for the foreseeable future. It is estimated that population growth in Riverdale between the present time and 2040 will likely create moderate-income housing demand for individuals and families earning 80%, 50%, and 30% of the MSAMI.

Currently, Riverdale has affordable housing availability for moderate-income families making 80% of the MSAMI with 39% of the city’s housing potentially available to provide moderate-income housing to create an adequate supply of units. Additional moderate-income housing units may be required during the next five years as previously undeveloped areas of the city are developed and/or redeveloped. The net need for moderate-income housing in the 80 to 50% categories is currently slightly less than available housing units. There has been a significant decrease in net housing need for families in the 30% category although there still exists a deficit of housing units needed in this demographic category.



Riverdale has various alternative housing types. These existing units represent owner occupied mobile homes and trailers, as well as rental units including apartments, duplexes and fourplexes. There have been several studies presented to Riverdale City during previous years, by multifamily dwelling developers, indicating there is a market for apartment, condominium, and townhome type multifamily dwellings in the Weber County area. Currently in the city, single family dwelling rentals, mobile homes, apartment units, duplexes and fourplexes total 1,307 dwellings and represent 39% of the 3,369 total dwellings in the City as of 2020. In 2020, based on a breakdown of housing types and U.S. Census data, the statistics reflect that Riverdale City has a 6.2% rental vacancy rate and this would indicate that the City currently has a somewhat limited number of current multifamily dwelling units available [[data.census.gov/table?q=Housing+Units&tid=ACSDT5Y2020.B25001](https://data.census.gov/table?q=Housing+Units&tid=ACSDT5Y2020.B25001)].

HOUSING TYPES					
Year	Owner Occupied Homes	Rental Homes	Occupied Units Paying Rent	Homeowner Vacancy	Rental Vacancy
2010	2,286	748	741	1.7%	5.8%
2014	2,153	899	844	1.8%	12.9%
2016	2,430	799	721	3.1%	15.7%
2020	2,463	883	828	0.7%	6.2%

[Sources: U.S. Census Bureau. *Selected Housing Characteristics American Community Survey 5-Year Estimates*, U.S. Census Bureau. *Table B25001: Total Housing units*, and *Table B25032: Tenure by units in structure*. American Community Survey]

The cost of housing in Utah continues to rise due to the increasing cost of building materials, real estate, and necessary public infrastructure such as roads, water, sewer and power. According to the Utah Census, in 2020 the average sales price for a home was approximately \$249,100 in Weber County. In 2020 the home prices in Riverdale City averaged \$230,100 and in 2022 were at \$507,500. The need for affordable housing throughout Weber County continues to grow but Riverdale City is nearly built out and has a limited amount of land still available for development. Larger single-family subdivisions should be developed in neighboring cities because Riverdale does not have much land available for this type of development. There are areas of the city that could be redeveloped into housing, but this requires the removal of existing homes on lots that could potentially accommodate multiple dwellings.

There are also a very limited number of building lots in the city that may qualify as infill lots without removing existing dwellings.

HOUSING COSTS				
Year	Riverdale City House Payment	Rent	Weber County House Payment	Rent
1980	\$395	\$237	\$344	\$224
1990	\$661	\$326	\$650	\$286
2010	\$914	\$759	\$1,284	\$628
2016	\$968	\$765	\$1,046	\$795
2020	\$1,309	\$965	\$1,437	\$958

[Sources: [www.city-data.com](http://www.city-data.com) Riverdale Utah Houses and Residents 2009 and the Utah Affordable Housing Model [www.huduser.org/datasets/50per.html](http://www.huduser.org/datasets/50per.html) 2001-2012, U.S. Census Bureau. Table B25088: Median selected monthly owner costs (dollars) by mortgage status. and Table B25064: Median gross rent (dollars). American Community Survey]

According to the 2020 American Community Survey numbers, Riverdale’s average owner-occupied home ownership was 73.1%, and the renter-occupied housing units was at 24.6% with a small percentage of vacant housing units at 2.3%. Riverdale City’s housing objectives include providing adequate moderate-income housing for individuals who wish to work and live in the city so that families renting or seeking less expensive housing have an alternative to locating in outlying areas and commuting if employed in Riverdale City. This goal will help the city prevent: increased traffic congestion, the need for more roads, greater energy consumption and an increase in air pollution, all while encouraging businesses to locate closer to their employee base. Development of the West Bench RDA Project Area has the potential to create an estimated 500 plus new retail/service type jobs based on the 60 acres of land available for new development. The number and types of jobs created could necessitate additional affordable housing in Riverdale, some of which could conveniently be constructed within the boundaries of Riverdale City. Projected needed affordable housing units to support the West Bench Project Area are based on the 2019 census information which indicates approximately 6.5% of those who live in Riverdale work in Riverdale [[onthemap.ces.census.gov/](http://onthemap.ces.census.gov/)].

Riverdale City leadership would like to see this percentage increase so that more residents have closer access to job opportunities within their local community. Using these figures, Riverdale estimates this project area could create a need for the potential addition of 100 moderate-income housing units, which our present and projected vacancy rates would absorb. Over the next five years, the city is confident this vacancy rate and absorption is accurate and does not create a great need for the development of large amounts of additional moderate-income affordable housing units.

HOUSING INCOME		
	RIVERDALE CITY	WEBER COUNTY
Year	Household Income	Household Income
1980	\$18,323	\$17,287
1990	\$31,075	\$30,125
2010	\$52,125	\$54,086
2016	\$53,665	\$59,660
2020	\$54,723	\$71,275

[U.S. Census Bureau Table B25119: Median household income past 12 months. American Community Survey]

The percentage of households renting in Riverdale had decreased from 32.5% in 1990 to 23.2% in 2010. However, in 2020, the percentage of households renting in Riverdale has increased slightly to 24.6% as compared to 23.1% for Weber County.

Riverdale City has more than the state required rental housing for our population with the inclusion of mobile and modular home rental spaces. Riverdale City is also supportive of the new growth in owner occupied, slab-on-grade, patio type single-family dwellings that have recently been built in Riverdale as these types of dwellings are easy to market and popular with Riverdale’s growing senior population. Further, we anticipate more of this style of development in the future within Riverdale City.

PERCENT RENTING		
	RIVERDALE CITY	WEBER COUNTY
Year	Percent Renting	Percent Renting
1980	21.8%	29.6%
1990	32.5%	27.0%
2010	23.2%	25.0%
2016	23.1%	25.5%
2020	24.6%	23.1%

[U.S. Census Bureau. Table B25001: Total Housing units. and Table B25032: Tenure by units in structure. American Community Survey]

There were 766 persons living below the poverty level in Riverdale City in 2020, which represents 8.7% of the population with 29.5% children under 18 years old [U.S. Census Bureau. Table B17020: Poverty status in the past 12 months by age. American Community Survey]. The average Riverdale per capita income in 2020 was \$26,471, just under Weber County at \$29,186 [U.S. Census Bureau. Quick Facts: Per capita income in past 12 months (in 2020 dollars), 2016-2020, Riverdale City, Utah]. As people begin their careers in entry-level positions with modest incomes they typically reside in apartments or starter homes. These types of housing in Riverdale City attract youth and bring vitality to the community. Therefore, one of Riverdale’s goals is to promote an adequate supply of housing to meet the needs of all economic segments of the community. To encourage more affordable housing opportunities, Riverdale must continue to support the following programs:

- Private or public sector U.S. Department of Housing and Urban Development (HUD) housing development grants and Section 8 program rental subsidy certification for families, the elderly, and handicapped households. All of Riverdale’s large meter residential complexes and Senior Housing Facility and all new residential construction are Americans with Disabilities Act (ADA) compliant.



- **The Land Use Master Plan map** provides for development densities that allow a variety of housing types, including townhouses, condominiums, manufactured homes, and detached single-family homes. This range in housing types and densities is designated in order to help meet the need for affordable housing. The Riverdale core neighborhoods are an ideal location for infill development (where available) compatible with existing homes. They would be close to developed infrastructure and existing goods and services.
- In addition to these residential zones, **the City also allows clustered residential developments under Planned Residential Unit Development and Cluster Subdivisions ordinances.** The PRUD provisions function as overlay zones and allow design flexibility in the development of lands within the City. These clustering ordinances encourage the realization of many potential public benefits, one of them being to encourage the construction of affordable housing units under conditions and requirements that will insure development of residential environments of sustained desirability and stability.
- **Riverdale City currently has several PRUD developments** currently with 185 single story on-grade patio homes. These developments typically have small lots and with this type of dwelling are geared more toward the senior population.
- **Riverdale City encourages the availability of affordable housing alternatives for the disabled, elderly, single mothers, persons with AIDS, victims of domestic abuse, and the homeless.** Riverdale City has never adopted ordinances that would prevent the development of moderate-income housing for the above mentioned groups. Considered a regional retail hub, Riverdale is a small suburb with a population of approximately 9,400 residents adjacent to Ogden City and therefore subsidizes alternative housing in larger cities in Weber County because 80% of Riverdale’s population sales tax is redistributed to neighboring cities with larger populations. This redistribution of tax dollars helps to fund affordable housing for the disabled, elderly, single mothers, persons with AIDS, victims of domestic abuse and the homeless. Large facilities designed to house the homeless and those with AIDS are located approximately two miles from Riverdale in Ogden at The Ogden Rescue Mission and one mile from Riverdale at St. Anne’s Shelter/Lantern House.

Housing for victims of domestic abuse is available three and a half miles from Riverdale at the Ogden YCC and the WSU Women's Center provides housing resource assistance for single mothers with a dedicated resource center three miles east of Riverdale. Developmental and physically disable housing is available at Graham Court and OWCAP Disabilities Housing in Ogden both just two short miles from Riverdale and at Tri-County Independent Living which is three miles and Trinity Mission Wide Horizons located five miles from Riverdale.

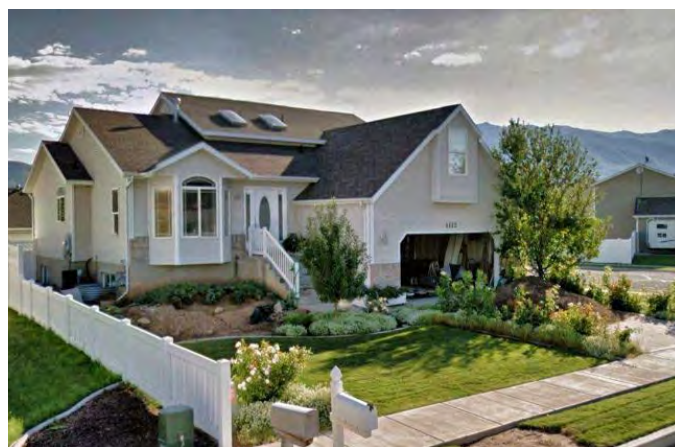
### Survey of Residential Zoning

The City has fifteen zones that allow for residential uses. They are: Agricultural A-1 (40,000 sq. ft.) and A-2 (2 acres); Residential Estate RE-15 (15,000 sq. ft.) and RE-20 (20,000 sq. ft.); Single Family Residential R-1-10 (10,000 sq. ft.), R-1-8 (8,000 sq. ft.), R-1-6 (6,000 sq. ft.), and R-1-4.5 (4,500 sq. ft.); Residential Single-Family R-2 (8,000 sq. ft.) and Single Family and Rental Unit R-2 (10,000 sq. ft.); Multiple Family R-3, R-4 and R-5; Mobile Home Park RMH-1; Low Impact Transition Overlay LIT (specialized housing/apartments/assisted care); Mixed Use MU (housing/apartments in a commercial setting). Riverdale City also has an ordinance regulating Planned Residential Unit Developments PRUD with areas of the city that are designated for such type of development specified in the General Plan, and this Plan supports cluster development options and multiple family residential overlay (MFROZ) desires.

The Residential Zones of Riverdale City are formulated to provide a range of housing choices to meet the needs of Riverdale City residents, to offer a balance of housing types and densities, and to preserve and maintain the City's residential areas as safe and convenient places to live. These zones are intended for well-designed residential areas free from any activity that may weaken the residential strength and integrity of these areas. Typical uses include single family dwellings, two-family dwellings, multifamily dwellings, condominiums, and townhouses. Also allowed are parks, open space and conservation areas, pedestrian pathways, trails and walkways, utility facilities and public service uses required to meet the needs of the citizens of the City and residents of each of the City's neighborhoods.

The larger land zones including the A-1 and A-2 zones are primarily for agricultural use; however residential uses are also allowed in these zones. The A-1 and A-2 zones may be designed to preserve lands suited for farming and ranching operations and may be in areas that are intended to protect land suited for farming and ranching operations

and may be in areas that are intended to protect the land from adverse development; this protective measure is in place on properties along South Weber Drive as part of the Air Installation Compatible Use Zone (AICUZ) implemented by Hill Air Force Base and the State of Utah. Additionally, these zones are intended to allow viable agricultural uses to remain on lands potentially suited for the eventual development for other uses, pending proper timing and the provision of the required services including all public utilities, streets, parks, schools, and other facilities so that an orderly development pattern is encouraged.



The purpose of the Detached Residential Zones (RE-15, RE-20, R-1-10, R-1-8, R-1-6, R-1.4.5, and R-2) is to provide for single family residential areas and single-family dwelling units on larger individual lots.

The purpose of the Attached Residential Zones (R-2 with rental unit, R-3, R-4, and R-5) is to identify and encourage the development of a variety of medium and higher density housing types and styles, including single-family dwellings, two-family dwellings, four-family dwellings, and apartments. The City also has passed a Multiple Family Residential Overlay Zone (MFROZ) ordinance to facilitate the development of condominiums and townhouses. The purpose of the Mixed Use (MU) Zone is to foster and provide an area of mixed, compatible residential, commercial and office uses in certain areas of the City. The purpose of the Low Impact Transition Overlay Zone (LIT) is to allow the presentation of uses that will not adversely impact adjacent properties; specialized apartments such as senior housing may be considered in this zone.

In addition to these residential zones, the City also allows clustered residential developments under Planned Residential Unit Development (PRUD) and Cluster Subdivisions ordinances. The PRUD provisions function as overlay zones and allow design flexibility in the development of lands within the City. These clustering ordinances encourage the realization of several potential public benefits, one of them being to encourage the construction of affordable housing units within the City under conditions and requirements that will insure development of residential environments of sustained desirability and stability.



**Zoning for multifamily housing:** Multifamily housing in Riverdale City is considered housing that is comprised of attached units such as apartments, condominiums, and townhouses. Riverdale City currently has six, R-5 zoned, residential complex developments (RCC 10-9F), five of which are rental apartment developments and two are owner-occupied condominium developments. Additionally, there is a senior apartment complex located in a Low Impact Transition Zone.

There are three areas of the city that are zoned R-4 (RCC10-9E). One area is occupied by apartments, another area has a number of mobile home single-family dwellings currently existing on the property, and the last area has one existing business with additional undeveloped vacant property making up the area. A planned townhome apartment project is also planned for this property within the R-4 zone.

There are currently four areas of the city that are zoned R-3 (RCC 10-9C), three of these areas contain fourplex dwelling units and one of these areas would accommodate a fourplex structure.

The R-2 (RCC 10-9C) areas of the city allows and has mixed existing attached Two- Family dwellings, which consist of side-by-side duplex type dwellings or over/under apartment type dwellings, mixed in with a large number of single-family dwellings. A large amount of Riverdale City's low density residential unit areas are zoned R-2.

Additionally, there are two, four-unit townhouses existing in a Mixed Use (MU) Zone and a large parcel of Mixed Use (MU) Zoned property that is planned for future development into variable housing uses (e.g. apartments, townhomes, and single-family dwellings).

**Provision of density bonuses:** Riverdale City has adopted ordinances, RCC 10-13H: Multiple Family Residential Overlay Zone (MFROZ), RCC 10-22: Planned Residential Unit Development (PRUD) and RCC 10-23: Cluster Subdivisions. These zones allow the implementation for increasing densities through clustering, lot area reduction, reduction of yard setbacks and by the flexibility of entering into a Development Agreement between the city and developer.

**Allowance of inclusionary zoning:** Riverdale City has implemented the concept of inclusionary zoning, which refers the requirement for new construction to earmark a portion of units to be affordable; it is something that naturally exists within our city. Approximately 30% of the city's residential areas are rental properties. This includes single family dwellings, apartments, and manufactured (mobile) homes all of which are affordable to lower-income households. In addition, in multiple residential zones Riverdale City allows for the potential to convert a portion of existing dwelling units to accommodate Internal Accessory Dwelling Units (ADU's) use therein.

**Special infill and adaptive reuse ordinance:** Riverdale City ordinance, RCC 10-12: INFILL LOTS allows for residential development on lots that would not otherwise qualify for development under existing ordinances. The provision for a residential development agreement allows the city the flexibility when dealing with infill properties that can safely be developed.

**Flexible development standards and design allowances:** Riverdale City has adopted a MULTIPLE FAMILY RESIDENTIAL OVERLAY ZONE that allows individually owned townhomes or condominiums to be developed with flexible guidelines and future control regulations by means of a Development Agreement with the city. Also, as part of the RCC 10-22: PLANNED RESIDENTIAL UNIT DEVELOPMENT ordinance the city has the ability to negotiate and modify development aspects to allow flexibility and initiative in site and building design and location.

**Other:** Riverdale City's MIXED USE ZONE allows the development of residential uses, whether rental apartments or owner occupied to exist within commercially developed areas. We currently have a 70-acre parcel of land that is zoned Mixed Use and as stated above we have a townhome development in an existing Mixed Use zoned area.

### **Evaluation of Zoning's Affect on Housing Opportunities**

The Riverdale City Planning Commission and City Council holds one of the most important keys to providing housing opportunities for persons of moderate-income with the power to determine zoning designations throughout Riverdale. According to U.S. Census Data, Riverdale City's numbers of rentals including apartments, mobile homes, and other dwelling units that are at a rental rate for our population is at approximately 24.6%. It appears from the data received that Riverdale's zoning has established housing for moderate-income families. According to HUD, families making 50% of the median income will typically be renters and may be affected by zoning, but may also be impacted by market conditions beyond the control of the city [[hud.gov](http://hud.gov)]. HUD also asserts that families making 30% of the median income often need federal or state government housing assistance and are beyond the scope of zoning influence.



### **Riverdale's Program to Encourage Moderate-Income Housing**

The Moderate-income Housing Element was originally adopted as part of the Riverdale City General Plan in April of 2001. From 1995 to 2020 the City has seen the population go from 7207 to just over 8800. Estimates of the City and WFRC have determined that the population forecast of Riverdale in the year 2042 will be up to between 13,000 and 17,000 residents.

Riverdale City has implemented a Redevelopment Agency (RDA) Loan Program that provides no-interest or low-interest loans of up to \$30,000 to homeowners that qualify. Riverdale will continue to support the supply of affordable housing

in both rental and owner occupied for people at low- and moderate-income levels that meet the needs of a population which varies in household size and age. The City anticipates that current zone and land use regulations will continue to provide a more than adequate supply of moderate-income housing in the future. At this time the City is seeing potential for a substantial increase in moderate-income housing units as there are new proposals for apartments, townhomes, and/or condominium units being planned to be reviewed and considered by the Planning Commission and City Council. Currently, the City appears to be over the State moderate-income housing recommendation based on our population and median income levels. If a previously undeveloped area of the city were to be developed in the future and at that time it was determined there is a greater need for moderate-income housing, city officials could update the General Plan and pursue the adoption of appropriate ordinances to encourage additional moderate-income housing growth and development.

Allowances for impact fee waivers and "fast tracking" of the approval process: Most developers and contractors are pleasantly surprised to discover that Riverdale City has no impact fees and our permit and development fees are some of the lowest in the State. As far as "fast tracking" the approval process, our Planning Commission and Council each meet twice a month and are noted for moving that process along quickly. Riverdale City also allows for "fast tracking" in the building process which allows contractors to submit and proceed with the construction of design segments of a plan while continuing preparation of the entire building plan.

### **Element & Implementation**

As noted earlier in this moderate-income housing plan element, in 2022 the Utah State Legislature passed and approved House Bill 462 with the requirement that designated cities and counties of a large enough population grouping are to include additional reporting content. Based on Riverdale City being located within the Weber County population grouping, House Bill 462 requires that Riverdale City participate in this moderate-income affordable housing strategy analysis and implementation planning activity.

In following the guidance and requirements of House Bill 462, Riverdale City is expected to select a minimum of at least three strategies from a large menu of options proffered by House Bill 462. Riverdale City is currently utilizing eight of these proffered menu options, which is well beyond the minimum requirement established by House Bill 462.

Riverdale City's selected strategies are discussed briefly in more detail hereafter with a bit of additional information regarding current and future implementation plans associated with the selected strategies.

### 1. **Rezone for densities necessary to facilitate the production of moderate-income housing.**

Over the last few years, Riverdale City has approved multiple rezone requests that allow for the development of smaller lot single-family homes and also multi-family homes development. Further in conversations with developers, Riverdale City leadership has been strongly encouraging the consideration of developing a percentage of home units within these rezoned project areas as moderate-income affordable housing units to provide more affordable housing options to financially impacted groups within the City.

As it relates to the implementation policies and planning for rezoning to accommodate moderate-income affordable housing growth, Riverdale City has most recently approved rezoning to the smallest sized zones that accommodate small lot single family homes (R-1-4.5 and R-1-6) and also rezoning to multi-family (R-4 and R-5) zoned areas to accommodate new multi-family housing opportunities within Riverdale. These efforts to rezone have been implemented as a first step to work with developers on establishing more moderate-income affordable housing units in the near and long term future of Riverdale City.

Development associated with rezoning of these areas will be tracked to better identify how many new housing units are established in these rezoned areas and further to identify and attempt to quantify how many are set aside as moderate-income affordable housing units to assist financially impacted demographic groups within the City.

Benchmarks for this strategy are linked to the following timeline:

- **Rezoning of properties to higher density zoning** has been completed in years 2020 and 2022 to accommodate new higher density and moderate-income development opportunities in the rezoned areas;
- **Anticipated City review of higher density and moderate-income housing** to go through subdivision review process in 2022-2023 years within the above noted rezone areas;

- **Anticipated development of new higher density and moderate-income housing** expected to occur in 2023-2025 years within the above noted rezoned areas;
- **Additional rezone requests** of property that may accommodate and support opportunities for more moderate-income housing may also be reviewed and considered by the City by or before the year 2027.

### 2. **Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate-income housing.**

As noted earlier in this moderate-income housing analysis, the Redevelopment Agency of Riverdale City has invested RDA funding into a Riverdale Senior Center that provides approximately 20 senior apartments with moderate-income rental rates. This investment in real estate, infrastructure, and facility development was deemed to be a benefit to the community and those financially impacted seniors seeking low-impact housing at moderate-income rental rates. More recently, the Redevelopment Agency of Riverdale has funded remodeling and additional improvements to benefit the senior residents as well as to provide other services to the senior community of Riverdale and Weber County. Further, Riverdale City has approved multiple Planned Residential Unit Developments (PRUDs) that often are developed as patio home style developments and tend to be more attractive to senior lifestyles with limited income opportunities.

Additionally, the Redevelopment Agency of Riverdale City (under direction of City leadership) has subsidized the installation of public infrastructure improvements and utilities upgrades within RDA areas that are intended to not only benefit commercial development but also residential development in the near future. City leadership anticipates and is requiring the development of some form of low to moderate-income housing to be a component of multi-family housing unit development within one of these particular RDA areas and is further seeking more opportunities to assist in the rehabilitation of utilities and other activities to benefit existing multi-family housing development areas with the encouragement to have these developments consider more moderate-income and affordable housing unit availability.

As it relates to the implementation planning and policies, Riverdale City will continue to track the establishment of new housing units within these RDA areas and further encourage/require the development of moderate-income and affordable housing units within these RDA areas. Further, Riverdale City and the RDA will continue to work with existing multi-family rental unit facilities to seek opportunities to establish more moderate-income housing units in potential exchange for investment in adjacent rehabilitation or expansion of City utilities and facilities.

Benchmarks for this strategy are linked to the following timeline:

- **The Riverdale Senior Center** has been established for many prior years to now and continues to function with financial assistance from the Redevelopment Agency of Riverdale to benefit moderate-income rental rate housing needs for the City's senior demographic—this is anticipated to continue into the year 2027 and the years thereafter;
- **Anticipated discussion, City review, and development of property for moderate-income housing units within the 550 West RDA area** is expected to occur by or before the year 2027;
- **Anticipated Redevelopment Agency infrastructure investment** to benefit newly developed moderate-income housing units and multi-family development within the 550 West RDA area expected to occur by or before the year 2027.

### **3. 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.**

Riverdale City is benefited by multiple major transit investment corridors, commercial centers, and employment centers that are scattered in multiple locations throughout the City. As a result, Riverdale City leadership is well aware of the fact that variations in housing options should be explored and made available to the local community and even more that there needs to be an improvement of more moderate-income and affordable housing options in closer proximity to these locations. That being the case, in the more recent years and even currently this year, Riverdale City has approved rezoning of

properties to multi-family (R-4 and R-5) zoning areas that are adjacent or near to major transit investment corridors, commercial centers, and employment centers. Examples of such rezoning include rezoning of parcels at the corner of 4400 South and 700 West, rezoning of parcels along Riverdale Road and 700 West, and rezoning of parcels along 300 West and Pacific Avenue that will now accommodate new multi-family housing units. Further, future development areas that have previously been rezoned to and planned to accommodate multi-family housing units and moderate-income housing units therein include: properties across the Weber River to the east of 900 West and River Park Drive (Mixed Use Zoning), along River Park Drive (to consider a future potential Mixed Use Zoning), and along 550 West within the 550 RDA area (to consider a future multi-family density rezoning).

The hope of strong encouragement by City leadership is for these developments to accommodate a percentage of moderate-income affordable housing options to those with limited income opportunities. Riverdale City leadership is aware that more multi-family residential development adjacent and approximate to commercial and employment centers will likely boost and benefit the economic opportunities of those areas and benefit the residents of the community as a whole.

The implementation planning and policies will include, like other selected strategies, the tracking of new housing unit development and further efforts to work to identify and quantify new moderate-income and affordable housing units developed within the future planned multi-family housing development areas.

Additionally, as previously noted, Riverdale City will also consider and support rezoning requests that bolster new multi-family and affordable housing opportunities more specifically along major transit investment corridors, commercial centers, and local employment centers.

Benchmarks for this strategy are linked to the following timeline:

- **Rezoning of properties to higher density zoning** has been completed in prior years for a mixed-use zoned area adjacent to a large commercial center.

More recently during the years 2020 and 2022 rezoning of properties has been approved to accommodate new higher density and moderate-income development opportunities in other areas of the City that are adjacent to Riverdale Road and other employment/commerce centers of the City;

- **Anticipated City review and consideration of higher density and moderate-income housing development project adjacent to Riverdale Road** to go through subdivision review process in 2022-2023 years;
- **Anticipated City review and consideration of higher density and potential moderate-income housing development project adjacent to employment and commerce center** to go through subdivision review process in 2022-2023 years;
- **Anticipated City review and consideration of a large acreage (70 acres) mixed-use style higher density and moderate-income housing development project adjacent to large commercial center** to go through subdivision review process in phases during the 2022-2027 years. This development is anticipated to have nearly 900 new residential units of varying sizes and use needs;
- **Anticipated development of multiple new higher density and moderate-income housing** expected to occur in 2023-2027 years within these rezoned areas that are adjacent to Riverdale Road, large commercial centers, and employment hubs;
- **Additional rezone requests of property located along Riverdale Road and/or near employment/commerce centers** may also be reviewed and considered by the City by or before the year 2027.

**4. 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, notwithstanding Section 10-9a-535, establishing a housing loss mitigation fund.**

Riverdale City has directed and authorized the Redevelopment Agency of Riverdale City to support and fund various housing rehabilitation and maintenance activities of existing housing units in older neighborhoods identified throughout the City.

This RDA program is called the “RDA Residential Loan Program” and was established to maintain and improve existing residential areas of the City through a property Purchase Assistance Program—to benefit new home buyers of older homes in the City that may need a bit of repair or improvement; and a Housing Rehabilitation Loan Program to provide no-interest or low-interest loans to homeowners who meet certain income guidelines and are qualifying at or below 80% HAMFI standards in order to qualify for the funding assistance.

The RDA of Riverdale provides this service to the residents of the community in order to maintain moderate-income and affordable housing opportunities within the community to young, lower income, and/or elderly residents looking to purchase a home in Riverdale or currently living within the City. The City supports this program because it provides the additional benefit of maintaining property occupancy and stability in the neighborhoods that currently have a higher amount of moderate-income housing units.

As it relates to the implementation planning and policies for this strategy, Riverdale City is able to monitor annual progress towards this goal through the review and evaluation of efforts of the Redevelopment Agency staff in administering these programs to applicants. Further, these programs require educational components to be provided to existing and future residents and Riverdale City makes effort to frequently provide information to the residents and the public about the availability of these programs. This information regarding the housing program subsidies is provided to Riverdale homeowners and other individuals who may be seeking to live in Riverdale City and qualify as needing moderate-income and affordable housing assistance.

Benchmarks for this strategy are linked to the following timeline:

- **This RDA Residential Loan Program has been established** for many prior years to now and continues to function with financial assistance from the Redevelopment Agency of Riverdale to assist homeowners and future home buyers to rehabilitate moderate-income housing units—this program is anticipated to continue functioning to the year 2027 and thereafter as a benefit to the Riverdale community;

- **Anticipated review and reporting of qualifying loans issued to existing homeowners and future home buyers** to occur at the end of years 2022 to 2027 to verify how the program is functioning in assisting with rehabilitation of moderate-income housing units throughout the City.

**5. Reduce, waive, or eliminate impact fees related to moderate-income housing.**

As noted earlier in this document, Riverdale City does not impose impact fees on any residential development projects (as well as commercial development projects). Having no impact fees is a consistent administrative tradition that City leadership has been proud of over the many years and continues to support. This is viewed as a great benefit of developing residential projects in Riverdale City. That being said, it should be noted that there is a pass along Central Weber Sewer District fee that the City collects on behalf of the Sewer District during the building permit process.

This strategy of no impact fees provides cost savings to project developers who are desiring to build or redevelop more residential units within Riverdale City and encourages money to be set aside to fund the addition of moderate-income and affordable housing units as part of residential development projects. Further, this benefit may allow for the development of a higher quality multi-family housing development project that is more attractive to a larger targeted demographic who is seeking housing within the Riverdale community. Having no impact fees has been and will continue to be a key component to the success of development within Riverdale City, as the City has no interest in assessing impact fees in the near and distant future.

The implementation planning and tracking for this strategy is accomplished by identifying how many new housing units, specifically multi-family housing units, are being newly developed or redeveloped in the City based on a understanding that no impact fees contributed to this new housing growth and/or redevelopment. Further, the City can then identify and work to quantify how many of these new residential housing units are being set aside by the project developers and owners as moderate-income and affordable housing units.

Benchmarks for this strategy are linked to the following timeline:

- **This waiving of impact fees has been established** for many prior years to now and is anticipated to continue functioning as such well beyond the year 2027 to the benefit of the overall Riverdale community;
- **Anticipated review and reporting of new moderate-income housing units that have benefited from no impact fee assessment in the City** and have been developed throughout the year, to be summarized at the end of each year starting with the year 2023 and moving forward thereafter to the year 2027 and beyond.

**6. 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.**

As previously noted in Strategy #4, Riverdale City has directed and authorized the Redevelopment Agency of Riverdale City to support and fund housing rehabilitation and maintenance activities of existing housing units in older neighborhoods throughout the City. This RDA program is identified and known as the "RDA Residential Loan Program" and is discussed in more detail in the Strategy #4 review commentary above. This program has two specific program options and expectations to qualify for program compensation assistance. The two program options are entitled the Purchase Assistance Program and the Housing Rehabilitation Loan Program, with an explanation of each program in more detail under Strategy #4 and also on the City RDA website [[www.riverdalecity.com/rda-housing-loan-program.html](http://www.riverdalecity.com/rda-housing-loan-program.html)]. These funds are provided to this RDA loan program through specified housing funding set asides that are dedicated to housing development and retention of moderate-income housing within the entirety of City limits.

Additionally, as noted previously in Strategy #2 the Redevelopment Agency of Riverdale City has other newer RDA areas that have been established and are required to develop infrastructure, utilities, and identify other ways to dedicate RDA funding to benefit the development of new moderate-income affordable housing stock within these specific RDA areas.

The set aside funding for these RDA areas should support and strengthen development interest in adding new multi-family and moderate-income housing facilities within the RDA areas that is anticipated to thereafter contribute to the success of the surrounding commercial development within these RDA areas.

As previously outlined in Strategy #2 and Strategy #4, the implementation planning and policies Riverdale City should utilize for this strategy are to monitor annual progress towards the goal of developing new moderate-income affordable housing by making sure that RDA funding is dedicated to infrastructure and utility development that benefit the development of new moderate-income housing units within the City and through the review and evaluation of efforts of the RDA staff in administering the RDA housing programs to applicants. Redevelopment Agency staff will continue to verify that these activities are occurring as previously established and will work to quantify and qualify the amount of newly generated moderate-income housing units, as well as, the retention of existing and improved moderate-income housing units that benefit from the RDA Residential Loan Program options.

Benchmarks for this strategy are linked to the following timeline:

- **This RDA Residential Loan Program has been established** for many prior years now and continues to function with financial assistance from the Redevelopment Agency of Riverdale to assist homeowners and future home buyers to rehabilitate moderate-income housing units—this program is anticipated to continue functioning to the year 2027 and thereafter as a benefit to the Riverdale community;
- **Anticipated review and reporting of qualifying loans issued to existing homeowners and future home buyers** to occur at the end of years 2022 to 2027 to verify how the program is functioning in assisting with rehabilitation of moderate-income housing units throughout the City.
- **The Riverdale Senior Center has been established** for many prior years to now and continues to function with financial assistance from the Redevelopment Agency of Riverdale to benefit moderate-income rental rate housing needs for the City's senior demographic—

this is anticipated to continue into the year 2027 and the years thereafter;

- **Anticipated discussion, City review, and development of property for moderate-income housing units within the 550 West RDA area** is expected to occur by or before the year 2027;
- **Anticipated Redevelopment Agency infrastructure investment to benefit newly developed moderate-income housing units and multi-family development within the 550 West RDA area** expected to occur by or before the year 2027.

## 7. Develop a moderate-income housing project for residents who are disabled or 55 years old or older.

Earlier in this document Strategy #2 briefly explained that the Redevelopment Agency of Riverdale City has invested RDA funding into a Riverdale Senior Center that provides 20 senior (55 years old or older) apartments to residents at moderate-income rental rates. This facility is composed of 12 single-bedroom units and 8 two-bedroom units that are always occupied with senior aged renters. This senior apartment facility additionally provides access to activities, weekday lunches, occasional clinics and other RDA and City funded activities and administration to the benefit of the apartment residents, as well as, the overall senior community within Riverdale City and Weber County. Riverdale City takes pride in this facility and the housing and services provided to the elderly demographic within the local community.

This RDA investment in real estate, infrastructure, and facility development was deemed to be a benefit to the community and those financially impacted seniors seeking low-impact housing at moderate-income rental rates. More recently, the Redevelopment Agency of Riverdale has funded remodeling and additional improvements to benefit the senior residents as well as to provide other services to the senior community of Riverdale and Weber County.

Additionally, as noted multiple times in this document, Riverdale City has approved multiple Planned Residential Unit Developments (PRUDs) that often are developed as patio home style developments and tend to be more attractive to senior lifestyles with limited income opportunities. At the current time, Riverdale City has 8 PRUD approved and developed residential areas throughout the community and one that has been approved but not developed presently.

A large number of these PRUD residential housing units are currently occupied by senior aged (55 years old and older) residents living in Riverdale.

As it relates to the implementation planning and policies for this strategy, Riverdale City will continue to maintain and utilize the Riverdale Senior Center and internal apartments in order to provide continued housing, activities, and support services to the elderly demographic of the community who are often on fixed incomes and limited new income opportunities. Further the City will continue to track the establishment of new PRUD housing units throughout the City and will continue to work with new housing developers to seek inroads for new moderate-income housing growth within these PRUD areas.

Benchmarks for this strategy are linked to the following timeline:

- **The Riverdale Senior Center has been established** for many prior years to now and continues to function with financial assistance from the Redevelopment Agency of Riverdale to benefit moderate-income rental rate housing needs for the City's senior demographic—this is anticipated to continue into the year 2027 and the years thereafter;
- **Improvements continue to be made with the Riverdale Senior Center.** The Redevelopment Agency will continue to monitor expenses utilized to maintain senior apartment units that are at moderate-income rates and track annually the progress made in maintaining these units at moderate-income rental rates, as previously tracked, and will continue said reporting into years 2022 to 2025.
- **Anticipated review and reporting of any potential new moderate-income housing units that may have been established by future Planned Residential Unit Development (PRUD)** that are developed to financially assist the needs of senior aged (55 years old and older) homeowners in these projects, to be summarized with the year 2023 and moving forward thereafter to the year 2027 and beyond.

**8. Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones.**

As noted throughout this document, Riverdale City zoning code currently has an established Mixed Use (MU) zoning standards and criteria ordinance. The Mixed Use (MU) zoning has been applied in two distinct areas at the current time to allow for a variety of mixed uses (single family and multi-family residential, commercial, office, etc.) to be developed together in a specified geographical district within the City. Additionally, the City is open to considering the application of the Mixed Use (MU) Zone into other districts of the City that may benefit from this zoning application as it may enhance and connect to existing similar uses and districts in an area of the City (e.g. surrounding commercial and/or job centers). The Mixed Use (MU) Zone uses and standards are outlined in more detail in the Riverdale City Code.

At current time, there is a 70-acre area of land that is zoned Mixed Use (MU) and the City anticipates in the near future development of a high-level multi-family, townhomes, and single-family mixed use residential development that may bring in up to 900 new residential housing units to Riverdale City. This development alone will have huge implications on the housing stock within the City and will surely impact and we expect to provide new moderate-income affordable housing unit availability to the Riverdale community. There have also been discussions with another property owner of developing a newer concept of work-live units on property near one of City's established commercial districts that would require rezoning to the Mixed Use (MU) Zone to accommodate these new residential-commercial combination units within the City. The City leadership seems to be supportive of this idea due to its proximity to an existing commercial district and relative location within the City.

The implementation planning and policies to support this strategy include: a willingness by the City leadership to consider amendments to the Mixed Use (MU) Zone to better attract more moderate-income housing units development within the MU Zone, as well as, attract high-quality development with these potential amendments; City leadership willingness to consider development agreement strategies that allow for variations of the Mixed Use (MU) zoning codes so that unique visions within a Mixed Use (MU) Zone framework can be considered within a specified district of the City; and monitoring development of future projects within the Mixed Use (MU) Zones to

better understand development trends, quantify new housing growth within these areas, qualify the benefits and impacts to integrated commercial and job opportunities in these MU Zoned areas, and more specifically work to achieve significant new moderate-income affordable dwelling development within these MU Zoned districts.

Benchmarks for this strategy are linked to the following timeline:

- **Rezoning of properties to higher density zoning** has been completed in prior years for a mixed-use zoned area adjacent to a large commercial center. More recently during the years 2020 and 2022 rezoning of properties has been approved to accommodate new higher density and moderate-income development opportunities in other areas of the City that are adjacent to Riverdale Road and other employment/commerce centers of the City;
- **Anticipated City review and consideration of a large acreage (70 acres) mixed-use style mixed density and moderate-income housing development project adjacent to large commercial center** to go through subdivision review process in phases during the 2022-2027 years. This development is anticipated to have nearly 900 new residential units of varying sizes and use needs that will function in a walkable micro-community within the City;
- **Development Agreement between the City and developer of the large acreage (70 acres) mixed-use style housing development** has recently been amended in the year 2022 and is anticipated to be further amended in the year 2023 with the expectation the developer will provide moderate-income housing unit inclusion in the development project;
- **Anticipated construction and development of multiple new single family residential units, moderate density residential units, and new higher density units with an amount of moderate-income housing inclusion** in the development project expected to occur in 2023-2027 years within the large acreage mixed-use zoned area that is adjacent to a large commercial center and employment hubs and in close proximity to Riverdale Road;

- **Anticipated City review and consideration of rezone request for new Mixed Use (MU) Zone** application on approximately 5-7 acres in close proximity to Riverdale Road and adjacent to a commerce center to allow for potential production of moderate-income work-live housing consideration through rezone review process in 2023-2024 years.
- **Anticipated City review and consideration of higher density and potential moderate-income housing work-live development project** in close proximity to Riverdale Road and adjacent commerce center to go through subdivision review process in 2023-2027 years.
- **Anticipated future construction and development of the potential moderate-income housing work-live dwelling units** in walkable proximity to Riverdale Road and adjacent to commercial center expected to begin development during the years 2024-2027 years.
- **Additional potential requests for Mixed Use (MU) rezone of property located along Riverdale Road and/or near employment/commerce centers** may also be reviewed and considered by the City by or before the year 2027.

House Bill 462 requires that each jurisdiction work to bring these strategies to life over the next five years and report annually on progress made. Riverdale City will annually (or even more frequently) monitor and review how progress is being made in implementing each of these strategies and, thereafter, report on this information to the State of Utah as directed by House Bill 462. The City will continue to apply these strategies in identifying and creating additional moderate-income housing opportunities within the City; further specific measures and benchmarks, as available and identifiable, will be reported accordingly to State of Utah in order to verify progress made and achieved by Riverdale City as a result of these selected moderate-income and affordable housing strategies.

## Riverdale Housing Goals & Objectives

The Housing Development Plan with the moderate/affordable income housing element provides a vision statement as a foundation for all affordable housing and those supportive activities, goals, policies and programs. The vision statement includes the following:

1. Continue to revitalize neighborhoods and enhance the vitality of the region by improving the quality of the housing stock through rehabilitation of existing dwellings through Riverdale's RDA program.
2. Sustain affordable housing (rental and owner occupied) for people at very low-, low-, and moderate-income levels that meet the needs of a population which varies in household size and age.
3. Increase the level of rental assistance for very low and low income and special need populations.
4. Promote additional funding sources from the public, non-profit, and private sectors in order to create necessary housing for the region.
5. Ensure an adequate supply of safe, accessible, sanitary, and aesthetically pleasing moderate-income housing integrated throughout the City in various locations, and consistent with the needs of all segments of the population.
6. Sustain a mix of lot sizes and housing types in existing developments so that moderate-income housing is properly integrated and not concentrated in one development or area.
7. Encourage requirements to keep moderate-income housing consistent with other residential development within the City, such as landscaping, quality building materials, and varied architectural styles.
8. Consider the adoption of a rehabilitation code to address improvement of older residential buildings/units to encourage stability and revitalization of older residential areas.
9. Annually review and update the Moderate-income Housing Element and Affordable Housing Model to determine the housing needs for all groups, to quantify specific housing needs, and to identify solutions to housing problems as directed by state statute.
10. Regularly review the HB 462 selected moderate-income housing growth element strategies and verify that the selected strategies are working to establish new moderate-income housing opportunities within the City. If a selected moderate-income housing growth strategy is not working, then identify alternative strategy options that may be more beneficial to the City in creating new moderate-income housing opportunities within the City.



# 05

## OPEN SPACE & RECREATION

“Our family loves the trail, since we have so much retail it is nice to have a piece of nature that helps us feel disconnected from the crazy. I hope we continue to preserve and maintain the trails and surrounding areas.”

- SURVEY PARTICIPANT

## Introduction & Background

During this General Plan update, a range of definitions were shared on what open space meant to residents. **Open space** is undeveloped land, a naturally landscaped area, or a formal or human-made landscaped area that provides an aesthetic, recreational, environmental, historical use; or a connective link or buffer between other resources. Open space can further be broken into two classifications, specifically public and private. These classifications denote the nature of who has access to use the space.

Given this definition and the classifications, the majority of land considered as open space in Riverdale is public. As the open space is mostly public, this provides greater potential access for residents. The active and passive outdoor spaces are maintained and owned by the city/county which preserves them perpetually, unless the property is sold or deeded to private entities. Some locations in the City have privately maintained open space. Private land is only legally accessible by the property owner(s), land trust designees, or Home Owners Association (HOA) members. Temporary access may be granted to other individuals, but can be revoked by the owner, trust, or HOA at their discretion. The best way to preserve open space is to make or keep it public.



## Best Practices

The following are best practices for open space and recreation placement, programming, and design:

- Encourage open space to be developed as part of a neighborhood or community during the planning and development phases.
- Catalogue existing public open spaces by type (aesthetic, recreational, environmental, connective link, or buffer), programmed amenities, and size.



- Provide open space close to residents. Open spaces within 1/4 mile of a resident receive significantly more use than those outside of that range.\*
- Place open space adjacent to roadways and maintain pedestrian-scale lighting. Doing so increases the user safety and access as well as ease of maintenance.
- Preserve and enhance cultural and natural amenities.
- Design the open space in tandem with local residents and the surrounding context including land features, views, nearby open space types and programming.
- Diversify active and passive recreation opportunities for all user abilities.
- Preserve open space areas based on current and projected land uses and demographics.
- Plan, design, and preserve trail networks and incorporate required connections to these networks to be made or stubbed within a mile of regional trails or connective network trails.
- Connect all open spaces, where feasible by multi-use pathways preferably detached of public street right-of-ways.

\* The National Recreation and Park Association (NRPA) states that “the typical park and recreation agency has 10.4 acres of parkland for every 1,000 residents.” [[www.nrpa.org](http://www.nrpa.org)].

## Principles

The following principles help illustrate what would be required given various desired outcomes that were expressed during the public engagement process of this study:

### Public Sentiment: City Recreation Center

Recreation centers are typically paid for using a variety of sources. Bonds, capital improvement programs, memberships, donations, fundraising events, federal and state grants, recreation impact fees, community classes, event space reservations, and taxes are the usual pathways that help pay for these facilities.

Generally bonds, capital improvement programs, grants, and impact fees supply the design and construction costs; while classes, reservations, memberships, and donations address maintenance and operating costs of the center. Taxes and impact fees can also help offset the costs of ongoing maintenance and operational costs.



**Public Sentiment: Open space amenities & more trails**

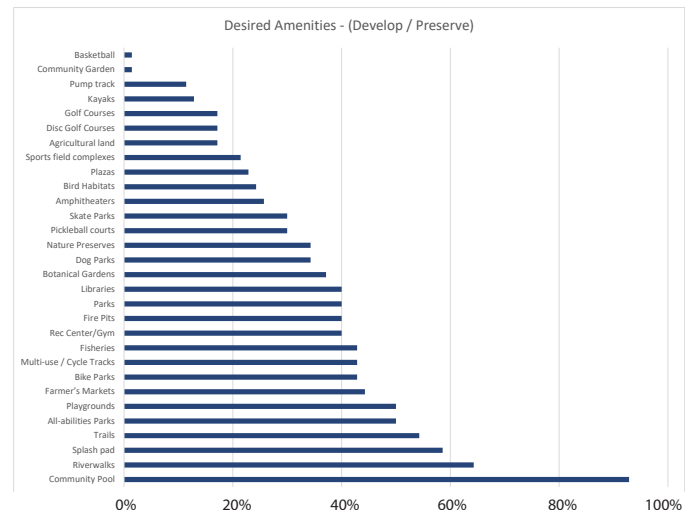
Open spaces are typically paid for in a few different ways. Public open space is generally paid for with property and sales tax and impact fees, or is privately developed then dedicated to the public for use. Typically these spaces are maintained by taxes. Private open space amenities are budgeted into the total cost of a development and are typically maintained by a private Home Owners Association (HOA). These types of open spaces can be naturally landscaped or man-made landscaped areas.

Private open space amenities are normally developed in later phases of a project to ensure enough members in the HOA can reasonably pay for their maintenance. The same applies to public open spaces. The more residents and developments there are paying taxes to maintain open space, the more money there is to develop and maintain increasing amounts of public open space including trails.

Private land or HOA maintained open spaces are for the private exclusive use of the owner or HOA members respectively. Much of the land considered as open space in Riverdale is City-owned land. Several trails in the valley currently used by ATV or horse users are technically on private undeveloped land, which could be shut down at any moment by the land owner. Many residents view these as “public open space” when in reality they are not. To ensure open space amenities are publicly-accessible and preserved, they need to be incorporated into the governing agencies planning efforts and the land needs to be purchased and improved upon by that City, County, State, or Federal entity.

As a rule of thumb larger trail systems are usually constructed by private developers as planned, incorporated, and enforced by government agencies, or as part of a major public facility enhancement or funding source. (Ex. the Active Transportation Statewide Trails Network [[maps.udot.utah.gov/wadocuments/Data/strategic\\_direction/UtahTrailNetwork\\_Factsheet.pdf](https://maps.udot.utah.gov/wadocuments/Data/strategic_direction/UtahTrailNetwork_Factsheet.pdf)]).

Provisions should also be added to regulating codes to guide community development to incorporate varying categories of open space. Varying categories of open space are denoted in the element section below. Individuals seeking to develop an area tend to provide the minimum requirements. If these regulations aren't included, open space will either not be provided or not be provided in a manner that promotes the health of its residents.




**Element**



A diverse network of integrated open space is critical to create vibrant healthy and inviting neighborhoods and communities. As such, part of the public engagement process was dedicated to understanding the specific amenities and open space categories residents desired. Existing open space types and classifications were analyzed to see what gaps may exist within the City. Missing, insufficient, or fringe public amenities were added to the Open Space / Recreation Preference Survey. The graph above shows the percentage of resident survey respondents that desired each listed public amenity. This graph shows the cumulative results of the open houses, and website feedback in response to desired amenities.

## Open Space Types

Delineating open space types helps distinguish the general use of each open space and increases usable open space as the types differentiate end goals of each amenity. Amenities may fit into multiple open space types. Descriptions of each open space type are as follows:

- **Aesthetic** – this open space type is meant to preserve views, maintain historic or rural character, increase community interest, or signify entrance of a location.
- **Recreational** – this open space type is for active and passive recreation uses.
- **Historical** – historical open space types are meant to protect or promote historic locations, buildings, and features.
- **Connective Link** – this type is specific to connectivity of various modes and is intended to join source locations to destination locations.
- **Buffer** – this open space type’s primary use is to separate non-compatible land uses or establish boundaries for development.
- **Environmental** – the environmental open space type is established to conserve wetlands, agricultural land, critical habitats, wildlife preserves, and other sensitive lands.



PLAZA	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Historic, Connective Link
	CLASSIFICATION
	Public, Private
	LOCATION
	Important Intersections, Vista Termini, or Entrances to Community / Civic Buildings
	SIZE
	4,000 – 1 Acre
	SPACING
	N/A

SQUARE	
	GENERAL CHARACTER
	TYPE
	Aesthetic, Recreation, Historic, Connective Link
	CLASSIFICATION
	Public, Private
	LOCATION
	Important Intersections or Nodes
	SIZE
	11,000 SF – 4 Acres
	SPACING
	N/A

## Open Space Categories

The open space categories below illustrate how the Open Space/ Recreation Preference Survey amenities are categorized and give an overview of their general character, type, classification, location, size, and spacing.

- **Plaza** – A plaza is a more urbanized public community space that offers opportunities for civic gathering. Plazas add to the vibrancy of streets within the more urban, higher intensity areas. They create formal community spaces available for civic purposes and commercial activity. These spaces are typically defined by building frontages and contain a mix of hardscape and planting areas with various types of seating and trees provided for shade.
- **Square** – A square is a public community space available for civic purposes, commercial activity, unstructured recreation and other passive uses. The square should have an urban, formal character and be defined by the surrounding building frontages or adjacent tree-lined streets. All buildings adjacent to the square should front onto the square, with adjacent streets lined with appropriately scaled trees. Shaded areas for seating should be provided, with the potential addition of a civic element or small structure such as an open shelter, pergola, monument or fountain.

COURTYARD	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation
	<b>CLASSIFICATION</b>
	Public, Semi-Public, Private
	<b>LOCATION</b>
	Locations Supported by Adjacent Use Pattern
	<b>SIZE</b>
	600 - 6,000 SF
	<b>SPACING</b>
	75+ Attached Unit Communities, or Medium+ Retail / Office Properties

- Courtyard** – A courtyard is a developed space that offers a variety of opportunities for public, semi-public and private gatherings. Courtyards provide a more intimate spatial experience apart from the streets within the more urban, higher intensity areas. They can be formal, paved spaces framed by buildings or restful, garden spaces that can be experienced visually from within building spaces such as offices, retail shops or residences. Building frontages, walls or fences typically define these spaces with a mix of hardscape and planting surfaces dependent upon location and expected use patterns. Shade and heating units should be provided to extend the seasonal use for gatherings or dining, with various forms of seating.

GREEN	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Connective Link
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Vista Protection, Central Community Gathering Space
	<b>SIZE</b>
	11,000 SF – 2 Acre
	<b>SPACING</b>
	75+ Unit Communities, or Large Retail / Office Properties

- Green** – A Green is a public community space available for civic purposes, commercial activity, unstructured recreation and other passive uses. Greens are primarily naturally landscaped with many shaded places to sit. The space may include thoughtful open lawn areas, paths, civic elements, fountains or open shelters. Greens are typically adjacent to a public right of way and are spatially defined by buildings which front onto this space.

POCKET PARK	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	In Neighborhoods Along Minor Collectors or Local Roads
	<b>SIZE</b>
	20,000 SF – 1 Acre
	<b>SPACING</b>
	Within 1/4 Mile of Each Residential Unit*

\* Each residential unit should be within 1/4 mile of a pocket park, neighborhood park, or regional park.

- Pocket Park** – Small and frequently dispersed throughout the community, these infill spaces support passive recreation that ensures walkable green space access for everyone within the immediate neighborhood. They may contain specialized facilities that serve a specific demographic or limited population or group such as tots, pets or senior citizens. Thematic elements and uses may be determined by the needs of the target demographic or the nature of the location within the community. Pocket Parks must be adjacent to a public right of way and be fully developed and maintained as finished recreational open spaces. Native landscapes and natural areas do not constitute a Pocket Park.

NEIGHBORHOOD PARK	
	<b>GENERAL CHARACTER</b>
	<b>TYPE</b>
	Aesthetic, Recreation, Environmental, Buffer
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Typically within Residential Communities
	<b>SIZE</b>
	2 – 10 Acre
	<b>SPACING</b>
	Within 1/4 Mile - 1 Mile of Each Residential Unit*

\* Each residential unit should be within 1/4 mile of a pocket park, neighborhood park, or regional park.

- Neighborhood Park** – The neighborhood park remains the basic unit of the local open space system and serves as the recreational and social focus of the neighborhood. The focus is on informal active and passive recreation. The park should be centrally located within the neighborhood and may function as the recreational hub of adjacent neighborhoods. These parks are frequently developed adjacent to civic uses such as an elementary school.

Parks should be connected to the greater community through multi-use pathways or trails. Parks should also be adjacent to a public right of way on at least one side, with a minimum of 25% of the total park perimeter on a street.

REGIONAL PARK	
	<b>GENERAL CHARACTER</b>
	<b>TYPE</b>
	Aesthetic, Recreation, Environmental, Buffer
	<b>CLASSIFICATION</b>
	Public
	<b>LOCATION</b>
	Near Important Intersections, or Community / Civic Buildings
	<b>SIZE</b>
	11 – 100+ Acre
	<b>SPACING</b>
	Within 3 Miles - 5 Miles of Each Residential Unit*




\* Each residential unit should be within 1/4 mile of a pocket park, neighborhood park, or regional park.

- Regional Park** – Regional parks are diverse in nature, serving a broader purpose than the neighborhood or pocket park. While there may be overlap in amenities within these park categories, the focus of a regional park is meeting regionally-based recreation, athletic, and open space needs. These parks should be centrally located within the greater region and should function as the recreational hub for the region. Regional parks should be connected to the region through multi-use pathways, trails, and streets with a minimum of 50% of the total park perimeter on a street.

COMMUNITY GARDEN	
	<b>GENERAL CHARACTER</b>
	<b>TYPE</b>
	Aesthetic, Historic, Environment
	<b>CLASSIFICATION</b>
	Semi-Public, Private
	<b>LOCATION</b>
	Typically within Residential Communities
	<b>SIZE</b>
	Neighborhood Context Appropriate
	<b>SPACING</b>
	300+ Unit Communities, or Rural Communities

- **Community Garden** – Space programmed specifically for edible or ornamental gardening. Located in the center of a neighborhood to provide convenient and safe access. Oftentimes, community gardens may be included in pocket parks and parks. They are a valued asset in urban or higher intensity areas where residential yards are rare.

Community orchards and vineyards may also be included in this category of open space as long as they are operated as a non-profit organization that provides produce to the local community and they are not a commercial or agricultural use. Appropriate irrigation sources must be provided, and the garden must be locally managed and maintained. Seasonal farmer’s markets may occur in these spaces.




SPECIAL USE	
	GENERAL CHARACTER
  	<b>TYPE</b>
	Aesthetic, Recreation, Environment, Historic
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Varies
<b>SIZE</b>	
Varies	
<b>SPACING</b>	
N/A	

- **Special Use** – This category covers a broad range of parks and recreation facilities oriented toward single purpose uses. Special uses generally fall into three categories: Historic/Cultural/Social Sites (ex. Historic areas, performing arts parks, arboretums, ornamental gardens, indoor theaters, churches, public buildings and amphitheatres). Recreation facilities (i.e., either specialized or single-purpose facilities) fall into this category, for example, community centers, senior centers, hockey arenas, golf courses, campgrounds, skate and water parks. Frequently, community buildings and recreational facilities are located within parks.

\*\*All Drainage, Canal, and Major Road Corridors should contain a multi-use path or trail.


PASEO	
	GENERAL CHARACTER
 	<b>TYPE</b>
	Aesthetic, Connective Link
	<b>CLASSIFICATION</b>
	Public
	<b>LOCATION</b>
	Key Through-Blocks Connecting Adjacent Non-Homogeneous uses
<b>SIZE</b>	
Minimum Width 15 FT	
<b>SPACING</b>	
N/A	

- **Paseo** – Pedestrian passages or paseos are linear public community spaces that connect one street to another at through-block locations. Pedestrian passages create linkages through buildings or lots at designated locations. These pathways may provide direct pedestrian access to residential, commercial, office, or educational addresses. Pedestrian passages allow for social and commercial activity to spill into the public realm and should consist of a hardscape pathway with landscaped edges and must be connected to public paths or thoroughfares at both ends of the corridor.

MULTI-USE PATH	
	GENERAL CHARACTER
  	<b>TYPE</b>
	Aesthetic, Recreation, Connective Link
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Drainage, Canal, and Road Corridors**, and Between Open Spaces and Communities
<b>SIZE</b>	
Minimum Paved Width 10 FT	
<b>SPACING</b>	
N/A	

- Multi-Use Path** – A multi-use path is an improved linear public transportation and recreation corridor that accommodates two or more users on the same, undivided pathway. Path users could include pedestrians, bicyclists, skaters, etc. A multi-use path frequently provides an important place for active recreation and creates a connection to regional paths and biking trails. Multi-use paths should be clearly defined with refined paving materials that provide for safe use and low maintenance.


Pedestrian amenities add to recreational opportunities, and may include drinking fountains, scenic viewpoints, fitness stations, bike repair stations, and directional signs. These elements may be spread along the pathway or grouped in high use areas.

TRAIL	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Historic, Connective Link
	<b>CLASSIFICATION</b>
	Public
	<b>LOCATION</b>
	Drainage and Canal Corridors**; and Natural Open Space Areas
<b>SIZE</b>	
Minimum Clear Surface Width 6 FT	
<b>SPACING</b>	
N/A	


\*\*All Drainage, Canal, and Major Road Corridors should contain a multi-use path or trail.

- Trail** – A trail is an unimproved, or semi-improved, linear public transportation and recreation corridor that traverses more natural areas or connecting corridors. Trails could include pedestrians, bicyclists, and equestrian users. A trail provides an important place for active recreation and serves as the backbone for regional non-vehicular connectivity.

Pedestrian amenities add to recreational opportunities, and may include drinking fountains, scenic viewpoints, fitness stations, bike repair stations, parks, and directional signs. These elements may be spread along the pathway or grouped in high use areas.



STREAM/RIVER CHANNEL OR CANAL	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environmental
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	Stream/River Channel or Canal
<b>SIZE</b>	
N/A	
<b>SPACING</b>	
N/A	

- Stream/River Channel or Canal** - Linear space defined by a waterway. The space should serve as a pedestrian connection or recreational opportunity, enhancing adjacent property values (waterfront property). It can serve as a secondary connection to a natural open space or a greenway. Paths and trails that parallel a water course may also serve as maintenance easements. Riverwalks fall under this category.

NATURAL OPEN SPACE & GREENWAYS	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environmental, Historic, Buffer
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	N/A
<b>SIZE</b>	
N/A	
<b>SPACING</b>	
N/A	

- **Natural Open Space & Greenway** – Natural open space or greenway areas may occur at the edges of the rural neighborhoods or serve as boundaries to development. These may be areas of hillsides, forests, rangelands, or agricultural land that lies outside of the development limits.

Selection of an area for preservation may not be required by legislation or ordinance but may be preserved through formal open space or preservation easements or by definition within a development agreement. Trails or raised trails may occur in these areas with low impact paving materials so there is minimal disturbance to the existing landform and vegetated patterns. Developed trail heads at key locations may contain parking and other facilities to support recreational opportunities.

SENSITIVE LANDS	
	GENERAL CHARACTER
	<b>TYPE</b>
	Aesthetic, Recreation, Environment, Buffer
	<b>CLASSIFICATION</b>
	Public, Private
	<b>LOCATION</b>
	N/A
	<b>SIZE</b>
	N/A
	<b>SPACING</b>
	N/A

- **Sensitive Lands** – Sensitive Lands contain elements that can influence or limit development through physical or regulatory restrictions. The types of lands represented in this typology may include steep slopes, wetlands, critical habitats, stream corridors, ridgelines, and unique vegetation patterns. Non-physical, locational characteristics, such as critical viewsheds and highway corridor buffers, may also be factors that determine the extent of sensitive land designations. Additional elements may relate to historic or culturally significant landforms or existing development patterns or structures. Preservation of these areas in a natural state may be based on regulatory controls, cost controls or amenity-based strategies.

### Existing Open Space Facilities

The following table and map show existing open space facilities in and around Riverdale.

RIVERDALE OPEN SPACE FACILITIES		
FACILITY	TYPE	LOCATION
Community Center	Special Use	1
East Park	Pocket Park	2
Golden Spike Park	Neighborhood Park	3
Lions Centennial Park	Neighborhood Park	4
Riverdale Bike Park	Future Regional Park	5
Riverdale Disc Golf	Future Regional Park	6
Riverdale Kayak Park	Stream/River Channel	7
Riverdale Park	Neighborhood Park	8
Riverdale Parkway Trailhead	Trail	9
Rohmer Park*	Regional Park	10
Roy Complex & Pool*	Special Use	11
Roy Aquatic Center*	Special Use	12
Schneider's Riverside Golf	Special Use	13
Senior Center	Special Use	14
Weber River Parkway Trail	Trail	15
Weber River Parkway Trailhead	Neighborhood Park	16
Hill Air Force Base Museum	Special Use	17

(\*These facilities are not within the Riverdale City Boundary but offer residents recreation opportunities that do not exist within city boundaries.)

Several residential dwellings fall outside of the desired 1/4 mile radius creating open space gaps throughout Riverdale. Due to the significantly built out nature of the city, filling these gaps may be difficult. Designating and striping bike lanes, maintaining high quality sidewalks, and establishing trails where possible, increase access and recreational opportunities in areas currently outside of the 1/4 mile radius of an open space. These trails and paths can help encourage a healthy lifestyle and increase resident's well being.

General sentiment for the existing Riverdale City property on the east side of the Weber River, was to develop this area as a permanent regional park facility. This would help resolve some of the existing open space gaps within the city and provide solutions for existing amenity gaps.



## Amenity Gaps

In addition, to the locational open space gaps, residents stated they felt some gaps in desired amenities also exist. The top 10 items requested by residents were:

- **Pool / Recreation Center** – Currently Riverdale City utilizes the Roy Recreation Complex approximately 1.3 miles from the western boundary of Riverdale. This facility contains a an indoor lap pool, aerobics room, basketball court, racquetball courts, saunas, weight room, and an indoor track. Given the population size of Riverdale, the cost to develop and maintain a community pool and rec center may not be feasible.
- **Riverwalk** – Riverdale has a trail along the Weber River offering the city a “riverwalk”, but many residents stated the desire to further improve this amenity to help regain the city’s namesake. At the least, residents desired safety improvements including lighting, increased access points, and potentially police call boxes along the trail. A greater desire was to use a portion of this trail for an urban mixed-use riverwalk town center.
- **All-Abilities Park** – This type of park is increasing in popularity with only a few in the state. An all-abilities park offers amenities and play equipment geared towards those with disabilities while still allowing others areas of recreation. If an all-abilities park was incorporated into the potential future regional park on the east side of the Weber River, it would be the first all-abilities park in the County.



- **Farmer’s Market** – Farmers Markets typically get established by a range of farmers with produce to sell. They are generally located in regional areas or in conjunction with civic spaces. The closest existing farmers market occurs just east of the Southwest Branch Weber County Library in Roy.

- **Bike Park / Cycle Track / Pump Track** – The bike park currently located where the potential future park is sustains significant support and should be incorporated into plans for the future park. As this park is designed, these amenities should be maintained and enhanced.



- **Fishery** – Information on how to establish a new fishery can be found at: [www.fisheries.noaa.gov/](http://www.fisheries.noaa.gov/). If the establishment of a fishery is cost prohibitive, certain areas along the Weber River can be designated as fishing locations. There are currently several existing fisheries or fish ponds in surrounding cities that are open to the public.
- **Fire Pit** – Fire pits are a low cost amenity to install, but come with potential risk. When developing a fire pit, it should be in a location that is well trafficked and close to existing supportive facilities.
- **Library** – The population size typically required to support a library is 15,000+. Smaller libraries can be supported with as little as 12,000 residents, but feasibility of these libraries may prove difficult. The Southwest Branch Weber County Library is approximately 1.5 miles west of the City on 4000 South in Roy.
- **Botanical Garden** – Once established botanical gardens can be the easiest amenity on this list to maintain. This amenity offers a quality passive recreational opportunity that many of the other items do not. This amenity also helps target a significantly different demographic than many of the other items.
- **Dog Park** – Several residents stated that the unofficial dog park of the city was Riverdale park due to its large fields and open areas. If this is a desired location, more permanent facilities for dogs should be considered.

## Implementation

The following steps should be taken upon approval of the Riverdale General Plan Update:

### 1. Set aside funding for the design and development of a new regional park

The land owned by the city just south of City hall, should be set aside for a new regional park. A visioning and design study should be conducted to further detail desired amenities, layout, timing, and funding sources.

### 2. Preserve planned trail multi-use path, and bike corridors and natural open space and greenways as established by the open space maps

The area between Hill Air Force Base and the residential development on the south side of the city should be preserved as an additional trail corridor with potential connections to existing and proposed public open space. Funding sources should be evaluated which could help create connections across the rail line and river in key locations. As development occurs along these trail corridors, developments should be required to install these improvements.

### 3. Study the feasibility of adding the amenities from the amenity gap list to the city's open space offerings

Offering a wide range of open space types helps equitably reach all residents within the city. This study could be paired with implementation item 1 from this element to help the city more efficiently use its funds. Many of these amenity gaps may be less critical as some exist in close proximity outside of the city boundary or within a reasonable distance to residents.

### 4. Seek to provide or secure additional park space for residents in areas outside the 1/4 mile radius of an existing facility

Although the city is predominantly built out there are some opportunities to establish additional open space within the city for underserved, in terms of proximity, residents. Seeking for partnerships in strategic locations may help facilitate this implementation item.

## Funding Sources

Several local, state, and federal funding sources exist for the preservation and development of public open space. These sources include, but are not limited to:

- **Active Transportation Statewide Trails Network** – This is part of the statewide trails initiative with the Utah Department of Transportation and The Governor, and has been allocated a total of \$45 million [[unifiedplan.org/utah-trail-network/](http://unifiedplan.org/utah-trail-network/)].
- **Active Transportation Investment Fund (ATIF)** – This is part of the statewide trails initiative with the Utah Department of Transportation and The Governor, and has been allocated \$45 million annually [[unifiedplan.org/utah-trail-network/](http://unifiedplan.org/utah-trail-network/)].
- **Utah Open Lands** – The Utah Open Lands group seeks to safeguard agricultural open space in Utah and has ongoing grant money available [[www.utahopenlands.org/](http://www.utahopenlands.org/)].
- **Wasatch Front Regional Council Transportation Land Use Connection Program (WFRC)** – The WFRC funds planning and transportation projects on a yearly basis. This general plan project went through this funding source and could be utilized again for larger regionally significant planning and transportation projects [[wfr.org/programs/transportation-land-use-connection/how-to-apply-for-funding/](http://wfr.org/programs/transportation-land-use-connection/how-to-apply-for-funding/)].
- **Utah Division of Outdoor Recreation (Utah DNR) Grants** – Utah DNR has several grant programs available each year. These programs include the Utah Outdoor Recreation Grant (UORG), Recreation Restoration Infrastructure Grant (RRI), Outdoor Recreation Planning Assistance (ORPA), Recreational Trails Program (RTP) and several others. For more information visit [[recreation.utah.gov/grants/](http://recreation.utah.gov/grants/)].
- **National Recreation and Park Association Grant (NRPA)** – NRPA periodically posts information about grant and fundraising opportunities that are available for park and recreation agencies and affiliated friends groups and 501(c)(3) nonprofits. [[www.nrpa.org/our-work/grant-fundraising-resources/](http://www.nrpa.org/our-work/grant-fundraising-resources/)].
- **City Parks Alliance** – As part of the Great American Outdoors Act, the federal government provides \$900 million in permanent and dedicated annual funding for the Land & Water Conservation Fund (LWCF) and invests up to \$9.5 billion to address priority repairs in our parks and other public lands. [[cityparksalliance.org/federal-funding-city-parks/](http://cityparksalliance.org/federal-funding-city-parks/)].

# 06

## PUBLIC FACILITIES

“It would be nice to have a new school, is there an area that could be exchanged with the school district to make this happen sooner? It would be good for the school to have it’s own dedicated playground that can be secured so visitors to the park don’t have access to the children at recess.”

- SURVEY PARTICIPANT

## Introduction & Background

The Public Facilities section is designed to catalog existing facilities and show future plans for the addition of other major facilities that affect Riverdale City.

### Existing Facilities

- **Roadways** – Riverdale has four major functional road classifications: Freeway, Arterial, Minor Collector, and Local Road. This hierarchy of roads determines the number of lanes and speeds, at which drivers travel within the city. The table below shows the major roadways and their corresponding functional class currently in the city.

RIVERDALE ROADWAY CLASSIFICATION		
ROADWAY	FUNCTIONAL CLASS	LANES
I-15	Freeway	6
I-84	Freeway	4
Riverdale Road	Arterial	7
4400 South Street	Minor Collector	3
700 West Street	Minor Collector	3
1050 West Street	Minor Collector	3

- **Transit** – Transit in Riverdale is provided by the Utah Transit Authority (UTA). UTA currently offers bus service within the city. Current and proposed routes include:
  - **Route 470** – Ogden-Salt Lake City, rush-hour or limited hourly service
    - Links Ogden to downtown Salt Lake City via Riverdale Rd
  - **Route 472** – Riverdale-Salt Lake City Express – rush-hour only
    - Links Riverdale to Salt Lake City Downtown
  - **Route 640** – Layton Hills Mall-WSU Ogden – hourly all day
    - Service within the Ogden Metro Area
  - **Future Route 656** – Roy FrontRunner-Kent’s Market – Future route
    - Links the Roy FrontRunner Station to the America First Credit Union Campus, Riverdale Park n Ride, Hill Air Force Base, and 5600 South in Roy

- **Education** – Contributors to educational facilities within Riverdale are:
  - **Weber School District**  
(See [wsd.net/](http://wsd.net/))
    - 1 Elementary School – Riverdale Elementary School
  - **Charter/Specialty Schools**
    - Good Foundations Academy
    - Utah Military Academy



- **Open Space & Recreation** – See the Open Space and Recreation Element for existing facilities.



## Element

### Proposed/Planned Facilities

- **Roadway Projects** – The safety improvements needed along Riverdale Road will continue to be a planning priority as the city and region experience continued growth. Adequate mobility within the city is essential to maintaining quality of life and employment opportunity within Riverdale.
- **Transit** – Future plans for improvements center along Riverdale Road and reducing congestion. These improvements include Route 656, and the extension of the Ogden Bus Rapid Transit Line through Riverdale.
- **Active Transportation** – Facilities for cyclists and pedestrians are evolving within the city. The following table shows proposed projects to improve active transportation in the city. Some of the projects listed are smaller pieces of the larger plan to create a viable network of multi-use paths throughout the city.

RIVERDALE CITY PROPOSED ACTIVE TRANSPORTATION PROJECTS	
PROJECT	TYPE
Bike Lanes on Riverdale Road	Linear Project
Bicycle Boulevard on 900 West	Linear Project
Bicycle Boulevard on 1000 West	Linear Project
Bicycle Boulevard on 1150 West	Linear Project
Separated Bike Lanes on Riverdale Road	Linear Project
Flashing Beacon at 1150 West & 4400 South	Spot Improvements
Enhanced Crosswalk at 700 West & Riverdale Road	Spot Improvements
Signalized Crossing at Riverpark Dr & 1050 West	Spot Improvements
Enhanced Crosswalk at 4600 South & 700 West	Spot Improvements
Grade Separated Crossing at the Railroad Tracks (Connecting Rohmer Park & the Weber River Parkway to Riverdale)	Spot Improvements
Traffic Calming Elements on Major Roadways	Spot Improvements
Access Management & Intersection Safety Along Riverdale Road	Spot Improvements



- **City Facilities** – Potential need for new more centralized fire station location closer to Riverdale Road.

## Implementation

Implementation for this section should follow the proposed facility projects outlined in this section and evaluate implementation based on existing and projected growth, service levels, and needs at the time of review.



**07**

**CONSERVATION  
& PRESERVATION**

“Please preserve the natural beauty of the  
city and the river area”

- SURVEY PARTICIPANT

## Introduction, Background, Best Practices, & Element

This element is intended to address agricultural land, hillside protection, wetlands, floodways, low impact development (LID), and waterwise development. Many cities within our state deal with a few of these, but Riverdale has the need to plan for all of them.

### Agricultural Land

Agricultural land in growing areas tends to be the least expensive land to develop due to its “development ready” potential. This is because developers look at a potential property to purchase based on how much work it will take to develop the site versus how much the land costs. In the case of Riverdale the majority of existing agriculture ground falls within the Hill Air Force Base Accident Potential Zone (APZ). This overlay dictates what can and can’t be developed in this area. Essentially, the APZ serves as a variation of a conservation easement for this agricultural ground. Programs exist to help offset the desire for the sale of agricultural ground. Those programs include:

- **Conservation & Farmland Preservation Easements** – Are voluntary legal (easement) agreements that permanently limit the use of land for agricultural and open space purposes. These must be entered into by the land owner and the legal governing body.
- **Agriculture Conservation Easement Purchase Program (ACEP)** – This federal program provides funding to help protect sensitive lands, working farms, and ranches through conservation easements.



- **Private Land Trusts and Easements** – A land trust is a legal entity formed by an individual or group to purchase and manage property for the intent of preserving the land for a particular use. That use may be recreation, agricultural, or to buffer from other development.
  - **Utah Open Lands Program** – The Utah Open Lands program is a land trust designed to permanently protect land in Utah, by acquiring the title or trust of a conservation easement. They maintain stewardship of these properties for public use.
  - **Bureau of Land Management** – “The Bureau of Land Management’s [BLM] mission is to sustain the health, diversity, and productivity of public lands for the use and enjoyment of present and future generations.” BLM owns thousands of acres within the State.
  - **United States Forest Service (USFS)** – Is a federal agency that owns and maintains national forests, grasslands, and mountain range land.

Other programs that exist but may not be suitable for this area are:

- **Transfer of Development Rights (TDR) Program** – TDR programs limit development in key locations transferring that potential development to other targeted locations where development is more appropriate. Once the development rights have been transferred that land is placed under a conservation easement. Development potential is not reduced only transferred.

### TDR OVERVIEW



**TDRs** - Allow you to transfer the right to develop land from a desired preservation area to another area within the County.



**Your Land** - When the rights to develop your land are sold, you can still use your land for agriculture, homestead & open space purposes.



**TDR Purpose** - Ultimately, this allows the land to be preserved as open space and farm land forever.

### SELLER PROCESS



**Calculate TDRs = (A-F) x B**  
**A** - Total Area of Property  
**F** - Floodway & 30% Slope Area  
**B** - Base Density Designation\*



**Submit Application\*\***  
**Receive:**  
 • TDR Certificate  
 • Deed of Severance



**Sell TDRs**  
 • Connect with a Buyer  
 • Receive Payment  
 • Record a Deed of Transfer

### BUYER PROCESS



**Find & Secure Property**  
**Proof of Program Intent**  
 • Find Property in Sending Area  
 • Write LOI or Buy Property



**Submit Application\*\***  
**Receive:**  
 • Amount of TDRs Required  
 • Deed of Transfer



**Develop Property**  
 • Guaranteed TDR Use  
 • Complete Approval Process  
 • Start Building

- **TDR Bank** – Allows for a municipality to control the transfer of development by purchasing the development rights and reallocating them when and where they desire. The TDR bank typically is created in tandem with a TDR program.
- **Conservation Subdivision / Cluster Development** – Conservation subdivisions encourage clustered housing and commercial development while preserving the majority of the remainder of the “developed” land as open space under a conservation easements. (Ex. On a five-acre parcel you could develop five one-acre lots and have no public open space remaining, or you could shift to five half-acre lots and preserve 2.5 acres of conserved land. You could also develop eight third-acre lots and have 2.6 acres of conserved land, or 10 quarter-acre lots and have 2.5 acres of conserved land. The increased amount of smaller units allow the preservation of land to be more affordable.)



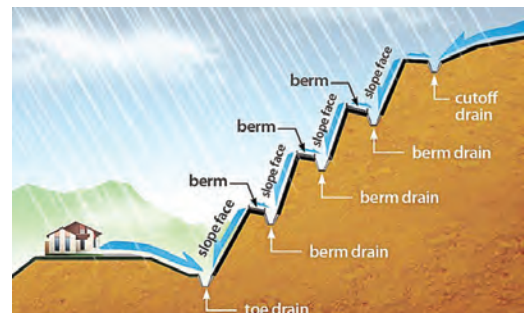
- **Greenbelts, Greenways & Green Wedges** – Are sections of undeveloped land which encircles cities, townships, or major areas of development. They are typically used as growth boundaries and also serve the residents by providing large natural open spaces within close proximity. (Several Greenbelts exist within the state, but tend to be temporary solutions.)
- **Historic Preservation / National Historic Registrar** – Land that has been deemed on the historic preservation or National Historic Registrar is another method of preserving land as open space or non-developed land. This case does not apply to many properties, but is a tool that can be used if significant historic value can be found on a property. Typically the historic value is in the preservation of an historic building or land feature on the property.

## Hillside & Slope Protection

In 2017, Riverdale experienced the Spring Creek Road landslide. The area on the east side of the rail line became unstable and slid down the approximately 200-foot-high thickly wooded west-facing bluff. The landslide was “a water-rich, quickly-moving debris and earth flow involving the lower half of the slope that dislocated the upper 10 to 15 feet of organic-rich soil and unconsolidated silty sand.” [<https://geology.utah.gov/hazards/landslides/spring-creek-road-landslide/>]. The nature of the hillside has not changed drastically, and repeat incidents may occur. This type of slope failure was a rotational slide with a mix of cohesive and granular soils. To help prevent future incidents three major techniques could be implemented:



- **Geometric Techniques** – This technique works with the geometry of the slope. Within this technique efforts can be made to:
  - Reduce the percent of the slope or recontour the slope increasing the distance between the top and bottom of the slope
  - Eliminate load or weight from the top of the slope reducing the stress of critical areas
  - Eliminate portions of the soil that have a greater likelihood of incident
  - Construct berms along the slope to offer relief and extra safety against toppling failure
  - Introduce free draining materials reducing the build-up of pore water pressure
  - Re-compact slip debris to provide more resistance against the load



- **Hydrological Techniques** – This technique works with the hydrology within the slope. Efforts can be made to:
  - Install surface and subsurface drain pipes reducing pore water pressure
  - Introduce inverted filters which catch and pipe water through the foundation of the slope
  - Use thermal techniques (Ex. ground freezing and heating)
- **Mechanical Techniques** – This technique works with the construction of structures or use of construction materials to strengthen potential loads of the slope. This is the most common technique type and efforts can be made to:
  - Use grouting (soil nails) to increase resistance of slope
  - Construct restraining structures (Ex. concrete gravity or cantilever retaining walls)
  - Construct gabion structures, baby crib walls, and embankments
  - Construct cement columns
  - Install anchors, rock bolts, or root piles with rock blocks
  - Plant vegetation, more specifically shrubs and grasses to reduce soil erosion and overall stress on the slope



### Floodways & Wetlands

Floodways are highly regulated throughout the United States due to the sensitive nature of the area and potential damage that may occur if not designed adequately. If development must occur around a floodway there are three main things to consider:

- **Optimal Dimensions of the Floodway** – Floodways are developed in the lowest part of the floodplain.

The width and height of the floodway should be designed by estimating stage and tailwater levels for various flows, backwater caused by the floodway, flood event closure time, and velocities at the floodway. Once this is established models for major storm events should be developed to ensure 500 year flood events are incorporated into the design.

- **Channel Crossing Path/Road Surfaces and Design** – Decisions must be made to determine the floodway crossing length, width, and pavement characteristics. Once these are developed the surface can be determined on the type of inundation that exists. For areas with relatively short periods of inundation stabilized base course is typically used. For more urban riverwalk sections or higher traffic areas concrete pavement is typically used, or when periods of inundation are longer and more sustained.
- **Armoring and Scour Protection of a Floodway** – Armoring a floodway means using physical structures to protect shorelines from erosion. Armoring typically occurs in urban riverwalk locations to help protect development on both sides of the urbanized section. Scouring protection in a floodway is extremely important and incorporates the analysis of various areas within the floodway for the severity of flows, velocity, drag and resistance. Options for protecting the floodway from scouring concerns are:
  - Concrete protection
  - Cutoff walls
  - Rock fills below the embankment
  - Cement-stabilized batter slope/embankment fill
  - Cement-stabilized sub-grade base course
  - Two-coat bituminous seal



### **Water Conservation, Preservation, & Low Impact Development (LID) (Water Conservancy Plan as required by Utah State Code Section 73-10-32)**

Utah is a semi-arid to desert climate. Whether rainfall is plentiful or not, measures should be taken to help minimize wasteful or unnecessary water use practices. These wasteful practices include leaky waterlines and systems, irrigating landscape when raining or over watering landscape, non-functional lawn areas, non-waterwise appliances, and running faucets when not in use. Utah State Code 10-9a-403 [[le.utah.gov/xcode/Title10/Chapter9A/10-9a-S403.html?v=C10-9a-S403\\_2019051420190514](http://le.utah.gov/xcode/Title10/Chapter9A/10-9a-S403.html?v=C10-9a-S403_2019051420190514)] requires the following items to be addressed as part of a city's general plan:

- The effect of permitted development or patterns of development on water demand and water infrastructure.
- Methods of reducing water demand and per capita water use for existing development.
- Methods of reducing water demand and per capita water use for future development.
- Modifications that can be made to a local government's operations to reduce and eliminate wasteful water practices.

Some best practices or methods to reduce water use for existing and future development are:

- **Water System Management** – This management process evaluates and assesses the existing water system and replaces or improves under performing sections and facilities. It also adds meters in critical areas to watch for water leakage. Leakage represents the largest real losses for most water systems [[epa.gov/sites/default/files/2016-12/documents/wc\\_best\\_practices\\_to\\_avoid\\_supply\\_expansion\\_2016\\_508.pdf](http://epa.gov/sites/default/files/2016-12/documents/wc_best_practices_to_avoid_supply_expansion_2016_508.pdf)].
- **Metering** – Ensure meters are located at each user location to track water consumption and distribute the cost of the system on those consuming the most water using a conservation rate structure. A conservation rate structure incentives users to reduce water use to be under certain thresholds of cost/gallon of water use. [[See also HB 251 le.utah.gov/~2023/bills/static/SB0251.html](http://le.utah.gov/~2023/bills/static/SB0251.html)]
- **Rain Water Harvesting** – Allows users to capture and store water on site for future outdoor irrigation needs. This is regulated by Utah State Code, but each residential unit can store up to 2,500 gallons per year [[waterrights.utah.gov/forms/rainwater.asp](http://waterrights.utah.gov/forms/rainwater.asp)].



- **Sustainable Water Use Practices** – Changing user habits to utilize smart water sensing irrigation systems, waterwise appliances and toilets, turning off water when not in use, watering landscape the right amount and at the right times. Riverdale City's website contains the measure the City is taking and residents can take in their operations and maintenance practices to reduce and eliminate wasteful water practices. [[riverdalecity.com/water.html](http://riverdalecity.com/water.html) See also HB 349 [le.utah.gov/~2023/bills/static/HB0349.html](http://le.utah.gov/~2023/bills/static/HB0349.html)]
- **Waterwise Landscape Design** – When individuals hear the term waterwise landscape design they typically think no lawn and only use rock or bark mulch. A waterwise landscape design is a design that is thoughtful in its placement or use of lawn and utilizes more drought tolerant native plants. It may also mean replacing typical lawns with other more waterwise plant substitutions. The use of rock or bark mulch, drip irrigation systems, and less water intensive plants is encouraged in waterwise landscape design. The state also offers incentives for implementing water efficient landscaping [[See also HB 277 & SB 118](http://le.utah.gov/~2023/bills/static/SB277.html)]. Riverdale City Codes 10-14-12 and 10-28 require waterwise landscape design for residential, commercial, and industrial developments.



- **Greywater Systems & Water Reuse** – Greywater systems or water reuse takes water that has already been used (from places like your laundry, shower, and sink) and uses it for a secondary purpose (like watering gardens or landscaping) before allowing it to enter the sewer system. [[www.epa.gov/waterreuse](http://www.epa.gov/waterreuse)].
- **Low Impact Development (LID)** – “LID refers to engineered systems, either structural or natural, that use or mimic natural processes to promote infiltration, evapotranspiration, and or reuse of storm water as close to its source as possible to protect water quality and aquatic habitat” [[documents.deq.utah.gov/water-quality/stormwater/updes/DWQ-2019-000161.pdf](https://documents.deq.utah.gov/water-quality/stormwater/updes/DWQ-2019-000161.pdf)]. Green infrastructure includes LID practices but is a broader practice that also includes ecological services.



Examples of green infrastructure are:

- Bioswales
- Bioremediation
- Downspout Disconnection
- Green Parking
- Green & Blue Roofs
- Green Streets & Alleys
- Infiltration Basins
- Permeable Pavements
- Rain Gardens
- Rainwater Harvesting
- Subsurface Detention
- Urban Tree Canopy

For more information visit: [epa.gov/green-infrastructure/what-green-infrastructure](http://epa.gov/green-infrastructure/what-green-infrastructure), & [sustainableinfrastructure.org/](http://sustainableinfrastructure.org/)



## Principles

The following principles help illustrate what would be required given various desired outcomes that were expressed during the public engagement process of this study:

### Public Sentiment: Water Efficiency

The majority of water use comes from landscape irrigation. Single family homes, townhomes, and apartment homes indoor water use is approximately the same, but their outdoor use is drastically different. The easiest and best solutions for reducing water consumption is to utilize waterwise landscape design. (See the Water Conservation, Preservation, & Low Impact Development section above).

## Implementation

The following steps should be taken upon approval of the Riverdale General Plan Update:

1. **Study & Implement Hillside & Slope Protection Measures for the Area East of the Rail Line** – A study to evaluate potential solutions for the hillside area should be conducted to find the best solution for improving the area’s stability while minimizing the risk of a future possible incident.
2. **Implement Low Impact (LID) Development Standards on All New Construction** – The State’s standards on LID are becoming increasingly more common. LID development standards create significant environmental, health, financial, and social benefits.
3. **Promote Waterwise Landscape Incentives to Encourage Landscapes to Be Redeveloped** – Currently the Riverdale City Code requires the “use of smart watering irrigation systems”.

This is a great step to increase the efficiency of water use within the city. In addition, several items have been added to the code encouraging and requiring more waterwise landscapes to be installed. The Weber Basin Water District incentives “Flip your Strip” allow for residents to convert to waterwise park strips. Efforts to promote this redevelopment should be encouraged in monthly utility billing notices.

- 4. Study Potential Incentives Programs for Water Reuse, and Greywater Systems** – A study should be conducted to review strategies on how to encourage remodel, redevelopment, and new development projects to utilize greywater and water reuse systems. Currently the Jordan Valley Water Conservancy District offers an incentive program for similar projects in Salt Lake County [[jvwcd.org/public/conservation](http://jvwcd.org/public/conservation)]
- 5. Adopt applicable regional water conservation goals recommended by the Division of Water Resources** [[conservewater.utah.gov](http://conservewater.utah.gov)]

## Existing City Measures

The following steps have been and are being taken in Riverdale to reduce or eliminate wasteful water practices [Detailed information can be found on Riverdale’s Water Conservation Plan Update – [conservewater.utah.gov/wp-content/uploads/SubmittedWaterPlans/Riverdale-City-2020.pdf](http://conservewater.utah.gov/wp-content/uploads/SubmittedWaterPlans/Riverdale-City-2020.pdf)]:

- 1. Public Education** – Promote water conservation measures to City customers through public education.
- 2. Replacement Program for Old Pipelines** – City has \$250K-300K annual budget to replace water lines.
- 3. Adopt Weber Basin Water Conservancy District (WBWCD) Conservation Goals** – [weberbasin.gov/Conservation/About](http://weberbasin.gov/Conservation/About)
- 4. Time-of-Day Watering Ordinance** – Promote water conservation by restricting watering to times with less evaporation and wind loss.
- 5. Replacement Program of Old Water Meters** – All meters have been replaced with radio read meters.
- 6. Smart Timers Rebate** – An incentive is given to City customers to have smart irrigation timers on their water system.

- 7. High Water Usage Reports** – Notify customers of abnormally high or continuous usage.
- 8. City Parks Sprinkler Clocks** – Monitor water use in City Park by using sprinkler clocks.
- 9. Evaluate Water Rate Structure** – The water rate structure promotes water conservation through increasing rates and higher overage costs.
- 10. Drought Resistant Landscaping** – City landscaped areas could be converted into more drought resistant landscaping.
- 11. City Commercial Landscaping Improvements** – Commercial xeriscape ordinance is already established
- 12. Continue to Identify and Reduce Unmetered Water Use**

The WBWCD also has made the following efforts that are available to City residents:

- 1. Free Water Audits** – At the request of residential water users, WBWCD will perform a check of the sprinkling system and landscaping to increase irrigation efficiency and promote conservation.
- 2. Water Conservation Learning Garden Classes** – WBWCD offers landscaping classes that focus on water conservation principles for residential and commercial water users.
- 3. Smart Irrigation Controllers and Toilets Rebates** – WBWCD offers rebates to residential, commercial, and institutional water users within its jurisdiction who replace old systems with smart irrigation controllers and/or toilets.
- 4. Secondary Water Meters** – In 2010, Weber Basin began installing water meters on secondary connections. This effort continues now and is done to eliminate waste and educate homeowners how much water they use and how much is actually needed for landscaping.
- 5. Gardening Classes** – WBWCD provides gardening classes to educate the public of how to conserve water while growing a thriving garden.

# 08

## ECONOMIC DEVELOPMENT

“Riverdale is a well know area, and the main retail hub of Northern Utah. There are a lot of amazing things that Riverdale provides to all neighboring cities and I would love to see it grow and be used to its full potential, while still highlighting all of the natural elements that we have been blessed to have so close to our homes and shopping centers.”

- SURVEY PARTICIPANT

## Introduction, Background & Best Practices

The following section will address existing market conditions within the City including taxation, land use and zoning, and an illustration of competitive market sites.

### Property Tax Comparison

Utah’s municipal tax rate setting process is designed to achieve budget neutrality. An entity’s prior year budgeted revenue serves as the baseline for current year certified tax rate calculations. According to the Utah State Tax Commission:

The county assessor and State Tax Commission provide valuation information to the county auditor, including changes in value resulting from reappraisal, new growth, factoring and legislative adjustments. The State Tax Commission and the county auditor calculate certified tax rates and the county auditor provides taxing entities with valuation and certified tax rate information.

The certified tax rate provides a taxing entity with the same amount of property tax revenue it received in the previous tax year plus any revenue generated by additional growth in its taxable value. When this information is received, taxing entities compute and adopt proposed tax rates. If an entity is proposing a property tax revenue increase, it may only adopt a tentative or proposed tax rate. The exact requirements to increase property tax revenue vary depending on whether the entity is a calendar year or a fiscal year entity. These procedures are discussed in more detail in Standard 10.9 “Truth in Taxation” [[propertytax.utah.gov/standards/standard10.pdf](http://propertytax.utah.gov/standards/standard10.pdf)].

In order to adopt a tax rate that exceeds the Certified Tax Rate, an entity must go through what is known as the “Truth-in-Taxation” process. Truth-in-Taxation statutes require that entities proposing a tax increase must advertise the increase and hold a public hearing. The Certified Tax Rate or the proposed rate, if adopted, is applied to all taxable value within the boundaries of the taxing entity. For a historic overview of Utah’s property tax system see: [[propertytax.utah.gov/media/historic-overview.pdf](http://propertytax.utah.gov/media/historic-overview.pdf)].

TABLE 1.1: TAX RATE COMPARISONS

	2021 POPULATION <sup>2</sup>	RANK	2022 TAX RATE	RANK	2021	2020	2019	2018	2017	2016	2015	2014	2013	2012	2011
South Ogden	17,363	4	0.002408	1	0.002650	0.002700	0.002700	0.002900	0.002900	0.002570	0.002696	0.002852	0.002962	0.002979	0.002871
Ogden	86,110	1	0.002267	2	0.002397	0.002651	0.002876	0.003103	0.003103	0.003103	0.003220	0.003367	0.003415	0.003498	0.003330
Washington Terrace	9,215	8	0.001733	3	0.002187	0.002476	0.002863	0.002549	0.002881	0.002830	0.002950	0.003101	0.003217	0.003085	0.002930
Harrisville	6,858	12	0.001500	4	0.000708	0.000802	0.000875	0.000952	0.001074	0.001123	0.001202	0.001259	0.001292	0.000738	0.000671
Roy	39,076	2	0.001484	5	0.001733	0.001959	0.002123	0.002358	0.002650	0.002828	0.002202	0.002285	0.002430	0.002369	0.002263
<b>Riverdale</b>	<b>9,279</b>	<b>7</b>	<b>0.001420</b>	<b>6</b>	<b>0.000848</b>	<b>0.000921</b>	<b>0.000972</b>	<b>0.001024</b>	<b>0.001078</b>	<b>0.001144</b>	<b>0.001201</b>	<b>0.001242</b>	<b>0.001263</b>	<b>0.001365</b>	<b>0.001307</b>
North Ogden	20,703	3	0.001130	7	0.001180	0.001180	0.001082	0.001156	0.001289	0.001384	0.001485	0.001584	0.001653	0.001634	0.001493
Pleasant View	10,733	6	0.000783	8	0.000941	0.001076	0.001076	0.001130	0.001243	0.001188	0.001247	0.001293	0.001346	0.001387	0.001327
Farr West	7,581	11	0.000671	9	0.000424	0.000478	0.000517	0.000542	0.000587	0.000617	0.000658	0.000691	0.000708	0.000260	0.000255
Huntsville	492	15	0.000664	10	0.000939	0.001161	0.001274	0.001322	0.001435	0.001261	0.001379	0.001445	0.001480	0.000999	0.000828
Uintah	1,417	14	0.000298	11	0.000594	0.000677	0.000736	0.000781	0.000863	0.000945	0.001000	0.001029	0.001036	0.001070	0.000699
Hooper	8,941	9	0.000284	12	0.000353	0.000401	0.000427	0.000459	0.000513	0.000544	0.000569	0.000625	0.000656	0.000484	0.000456
Plain City	7,662	10	0.000238	13	0.000298	0.000336	0.000361	0.000387	0.000441	0.000463	0.000490	0.000548	0.000583	0.000409	0.000387
Mammoth-Slaterville	1,934	13	0.000000	14	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000
West Haven	16,918	5	0.000000	14	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000



The Riverdale tax rate is made up of levies by Weber County, Multi-county Assessing and Collecting Levy, County Assessing and Collecting Levy, Weber County School District, Riverdale City, Weber Basin Water Conservancy District, and Central Weber Sewer Improvement District [[propertytax.utah.gov/rates/area-rates/](http://propertytax.utah.gov/rates/area-rates/)], Weber County Mosquito Abatement District, and Weber Area Dispatch 911 and Emergency Services District. As shown in Figure 1.1, the Weber County School District has historically, on average, accounted for approximately 51.49% of the total tax rate. The Riverdale City municipal tax rate as a percent of the total tax rate has fluctuated historically between 8.59% and 14.29% as shown in Figure 1.2.

FIGURE 1.1: HISTORIC TOTAL TAX RATE FOR RIVERDALE

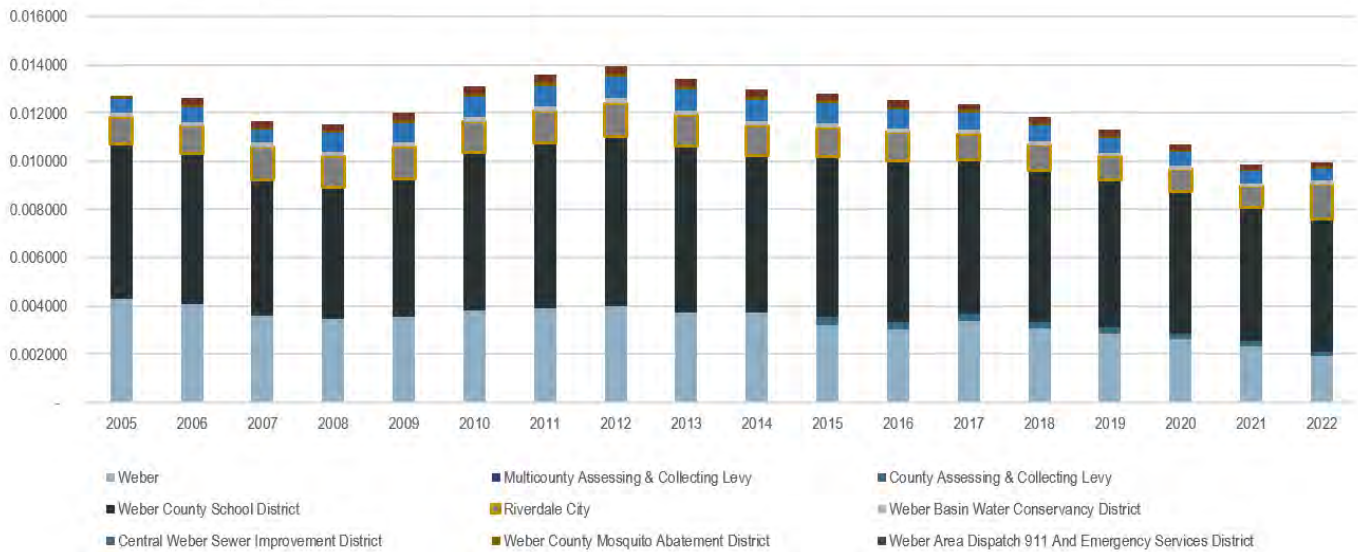
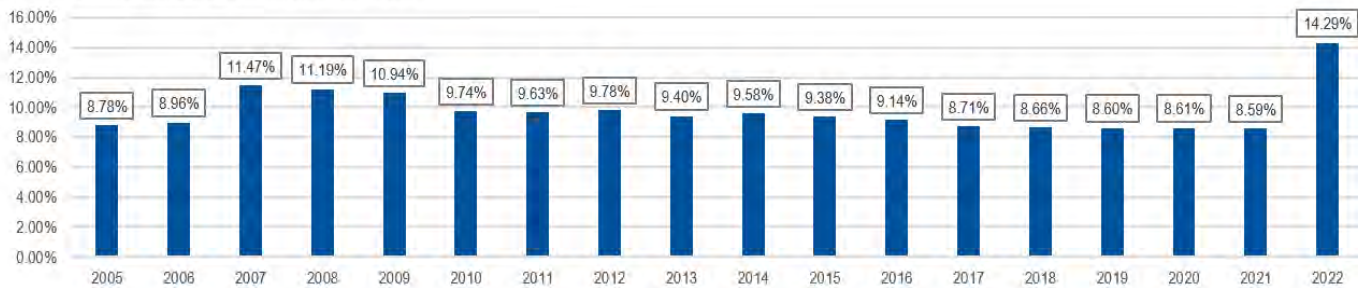


FIGURE 1.2: RIVERDALE TAX RATE AS A PERCENT OF TOTAL TAX RATE



## Land Use Analysis

Utilizing Weber County GIS data, the distribution of existing land uses in the City is determined in Table 1.2 and the City Zoning Map, with 50% of the building square footage attributed to single family residential property types and 33% attributed to commercial. According to Weber County GIS data, 143.07 acres are vacant. Table 1.3 further illustrates the distribution of building square footage for commercial properties.

TABLE 1.2: LAND USE SUMMARY

PROPERTY TYPE	PARCEL COUNT	ACREAGE	BUILDING SF	% OF TOTAL BUILDING SF	MARKET VALUE	% OF TOTAL MARKET VALUE	TAXABLE VALUE	% OF TOTAL TAXABLE VALUE
Single Family	1,981	610.59	3,016,401	50.0%	\$919,447,094	59.1%	\$508,891,523	50.9%
Multifamily	339	282.08	518,820	8.6%	\$198,449,919	12.8%	\$108,569,556	10.9%
Commercial	103	279.51	1,991,646	33.0%	\$319,868,721	20.6%	\$319,253,583	31.9%
Office	35	7.25	135,987	2.3%	\$16,135,929	1.0%	\$16,135,929	1.6%
Industrial	15	21.09	108,736	1.8%	\$15,087,470	1.0%	\$15,070,595	1.5%
Vacant	57	143.07	6,478	0.1%	\$16,460,907	1.1%	\$16,164,284	1.6%
Agricultural/Forest/Mining	8	28.13	-	0.0%	\$628,136	0.0%	\$11,998	0.0%
Other	442	866.26	258,579	4.3%	\$70,136,049	4.5%	\$16,220,658	1.6%
<b>Total</b>	<b>2,980</b>	<b>2,238</b>	<b>6,036,647</b>	<b>100.0%</b>	<b>\$1,566,214,225</b>	<b>100.0%</b>	<b>\$1,000,318,126</b>	<b>100.0%</b>

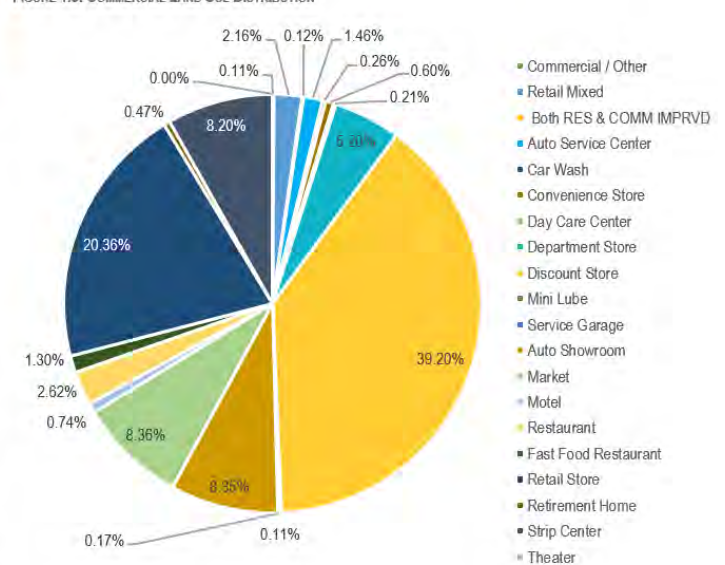
Source: Weber County GIS

TABLE 1.3: COMMERCIAL LAND USE DISTRIBUTION

TYPE	BUILDING SF	% OF TOTAL COMMERCIAL BUILDING SF	% OF TOTAL CITY BUILDING SF
Commercial / Other	2,240	0.11%	0.04%
Retail Mixed	42,986	2.16%	0.71%
Both RES & COMM IMPRVD	2,383	0.12%	0.04%
Auto Service Center	29,145	1.46%	0.48%
Car Wash	5,170	0.26%	0.09%
Convenience Store	11,957	0.60%	0.20%
Day Care Center	4,143	0.21%	0.07%
Department Store	103,496	5.20%	1.71%
Discount Store	780,794	39.20%	12.93%
Mini Lube	2,197	0.11%	0.04%
Service Garage	3,400	0.17%	0.06%
Auto Showroom	166,229	8.35%	2.75%
Market	166,429	8.36%	2.76%
Motel	14,732	0.74%	0.24%
Restaurant	52,191	2.62%	0.86%
Fast Food Restaurant	25,899	1.30%	0.43%
Retail Store	405,438	20.36%	6.72%
Retirement Home	9,388	0.47%	0.16%
Strip Center	163,374	8.20%	2.71%
Theater	55	0%	0%
<b>Total</b>	<b>1,991,646</b>	<b>100%</b>	<b>33%</b>

Source: Weber County GIS

FIGURE 1.3: COMMERCIAL LAND USE DISTRIBUTION



## Competitive Market Sites

Figure 1.5 illustrates competitive market sites within and surrounding Riverdale to visualize concentration of development that has contributed to the sales leakage the community is experiencing. These locations include neighborhood scale retail, entertainment centers, and regional retail concentrated along I-15 in adjacent communities.

FIGURE 1.5: COMPETITIVE MARKET SITES

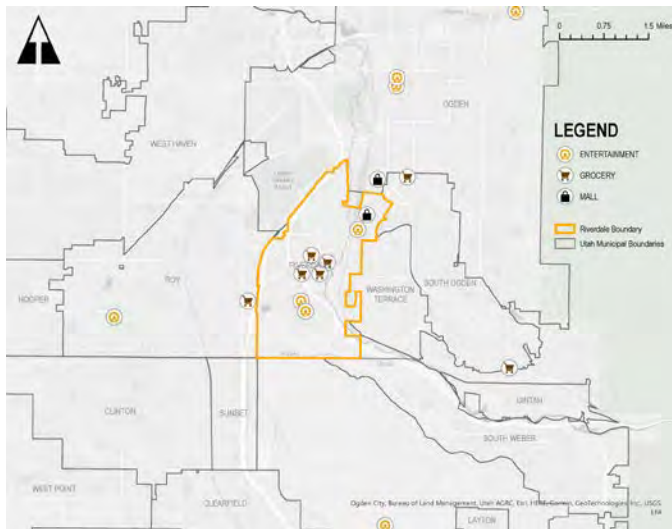
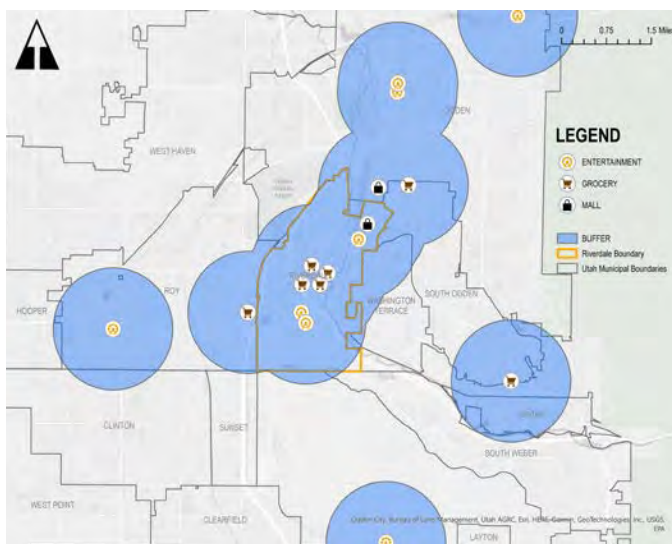


Figure 1.6 includes a one-mile buffer of the competitive market sites and illustrates limited growth potential within and surrounding the City.

FIGURE 1.6: BUFFER OF COMPETITIVE MARKET SITES



## Existing Employment

Table 1.4 illustrates the distribution of employees within and outside of the City. US Census On the Map data for 2019 illustrates 234 residents both live and are employed within the City, while 7,033 of those who work in Riverdale live elsewhere and 3,091 residents of the City are employed outside of the City. As discussed in subsequent sections, the City is expecting increased trip generation and traffic impacts due to the City expecting roughly 5,000 new employees at the planned American First Credit Union (“AFCU”) campus upon completion of construction.

TABLE 1.4: INFLOW/OUTFLOW JOB COUNTS (PRIVATE PRIMARY JOBS)

	COUNT	SHARE
Employed in the Selection Area	7,267	100.0%
Employed in the Selection Area but Living Outside	7,033	96.8%
Employed and Living in the Selection Area	234	3.2%
Living in the Selection Area	3,325	100.0%
Living in the Selection Area but Employed Outside	3,091	93.0%
Living and Employed in the Selection Area	234	7.0%

Source: US Census 2019 On the Map Data

FIGURE 1.7: US CENSUS 2019 ON THE MAP DATA ILLUSTRATION

### Inflow/Outflow Job Counts in 2019



## Analysis of Taxable Sales

Taxable sales within Riverdale provide an important metric to assess the general economic health of the City. A sales gap (or “leakage”) analysis is used to identify economic development opportunities for a community by evaluating the total purchases made by residents inside and outside the community (hence, the term “leakage” for sales lost outside the community).

This type of analysis first identifies sales within the State of Utah for each major NAICS code category and then calculates the average sales per capita in each NAICS category. Per capita sales in the City are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within City boundaries, and what amount is leaving the City. The resident purchases being made outside of the City represent an opportunity to recapture some of these lost sales. The analysis divides taxable sales into three major categories: retail sales, industry sales and sales related to services.

## Historic Taxable Sales

Total taxable sales for the City increased by an average of 5.9% from 2010 through 2021. A comparison of tax data for similarly sized cities (relative to population) shows a positive trend in taxable sales growth for all communities (see Table 1.6). Five communities have experienced double digit increases.

Riverdale's taxable sales per capita ranks first out of the 8 communities as well as first out of 10 when including Weber County and the State of Utah.

TABLE 1.5: HISTORIC POPULATION

	2010*	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020*	2021
Ogden	82,825	82,118	82,749	83,363	83,767	84,273	84,900	85,497	86,126	86,833	87,321	86,110
Pleasant View	7,979	7,730	7,966	8,170	8,428	8,647	8,940	9,375	9,806	10,162	11,083	10,733
<b>Riverdale</b>	<b>8,426</b>	<b>8,323</b>	<b>8,415</b>	<b>8,476</b>	<b>8,532</b>	<b>8,610</b>	<b>8,636</b>	<b>8,685</b>	<b>8,727</b>	<b>8,752</b>	<b>9,343</b>	<b>9,279</b>
Provo	36,884	36,416	36,854	37,194	37,472	37,670	37,853	38,013	38,238	39,040	39,306	39,076
South Ogden	16,532	16,251	16,447	16,612	16,702	16,805	16,893	16,918	17,010	17,063	17,488	17,363
South Salt Lake	23,617	23,461	23,732	24,033	24,315	24,501	24,575	24,722	24,860	25,017	26,777	26,086
West Haven	10,272	9,611	10,230	10,642	10,996	11,323	11,639	12,109	12,916	13,782	16,739	16,918
Weber County	231,236	227,199	230,940	233,871	236,307	238,682	241,328	244,101	247,731	251,498	262,223	259,390
State of Utah	2,763,885	2,715,379	2,766,233	2,813,673	2,858,111	2,903,379	2,948,427	2,993,941	3,045,350	3,096,848	3,271,616	3,231,370

Source: \* U.S. Census Bureau, Census Redistricting Data

TABLE 1.6: HISTORIC TAXABLE SALES

	2010	2011	2012	2013	2014	2015	2016
Ogden	\$1,219,486,577	\$1,291,772,726	\$1,376,284,937.00	\$1,426,168,833.00	\$1,495,298,680.00	\$1,571,893,552.00	\$1,627,954,941.00
Pleasant View	\$34,713,592.00	\$35,607,963.00	\$37,301,040.00	\$41,754,366.00	\$46,467,461.00	\$50,564,527.00	\$50,129,521.00
<b>Riverdale</b>	<b>\$616,116,993.00</b>	<b>\$631,998,375.00</b>	<b>\$674,692,011.00</b>	<b>\$711,158,246.00</b>	<b>\$727,770,199.00</b>	<b>\$769,070,686.00</b>	<b>\$793,284,386.00</b>
Provo	\$228,922,192.00	\$235,074,494.00	\$243,698,176.00	\$259,355,850.00	\$269,080,222.00	\$286,436,084.00	\$296,010,349.00
South Ogden	\$241,333,182.00	\$254,865,621.00	\$277,930,083.00	\$305,954,426.00	\$328,945,710.00	\$350,155,677.00	\$368,022,403.00
South Salt Lake	\$1,128,810,297.00	\$1,185,743,240.00	\$1,244,992,077.00	\$1,293,142,468.00	\$1,409,146,512.00	\$1,517,942,011.00	\$1,598,144,630.00
West Haven	\$130,380,429	\$131,162,558	\$155,726,861	\$163,315,641	\$194,925,383	\$208,528,660	\$224,845,760
Weber County	\$3,099,304,354	\$3,166,182,355	\$3,346,338,724	\$3,523,814,832	\$3,719,385,875	\$3,924,176,516	\$4,117,694,138
State of Utah	\$41,405,858,989	\$44,115,022,404	\$47,526,769,939	\$49,392,191,209	\$51,708,376,983	\$53,981,872,746	\$56,442,689,985

	2017	2018	2019	2020	2021	2010 – 2021 AAGR
Ogden	\$1,768,105,440	\$1,928,234,786	\$1,994,356,939	\$2,150,120,959	\$2,550,228,386	7.0%
Pleasant View	\$58,024,156	\$67,783,857	\$72,934,681	\$91,778,163	\$113,122,222	12.3%
<b>Riverdale</b>	<b>\$810,279,914</b>	<b>\$852,345,760</b>	<b>\$887,693,174</b>	<b>\$956,957,048</b>	<b>\$1,125,472,143</b>	<b>5.9%</b>
Provo	\$308,572,056	\$319,515,163	\$333,418,713	\$409,350,716	\$473,187,698	7.2%
South Ogden	\$387,397,952	\$403,127,477	\$440,347,687	\$500,224,142	\$542,005,803	7.8%
South Salt Lake	\$1,684,522,520	\$1,844,446,266	\$2,017,802,541	\$2,207,779,687	\$2,535,908,672	7.9%
West Haven	\$251,095,334	\$269,266,378	\$294,732,559	\$356,371,761	\$418,321,755	12.3%
Weber County	\$4,386,097,766	\$4,654,409,015	\$4,923,269,788	\$5,589,865,844	\$6,528,777,486	8%
State of Utah	\$81,045,404,578	\$84,963,449,928	\$88,923,140,068	\$74,730,705,784	\$90,105,221,730	7%

TABLE 1.7: HISTORIC TAXABLE SALES PER CAPITA

NAME	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	RANK
Ogden	\$14,723.65	\$15,730.69	\$16,632.04	\$17,107.94	\$17,850.69	\$18,652.40	\$19,174.97	\$20,680.32	\$22,388.53	\$22,967.73	\$24,623.18	\$29,615.94	4
Pleasant View	\$4,350.62	\$4,606.46	\$4,682.53	\$5,110.69	\$5,514.77	\$5,847.64	\$5,607.33	\$6,189.24	\$6,912.49	\$7,177.20	\$8,280.99	\$10,539.66	9
<b>Riverdale</b>	<b>\$73,120.93</b>	<b>\$75,933.96</b>	<b>\$80,165.42</b>	<b>\$83,902.58</b>	<b>\$85,298.90</b>	<b>\$89,322.96</b>	<b>\$91,857.85</b>	<b>\$93,296.48</b>	<b>\$97,667.67</b>	<b>\$101,427.47</b>	<b>\$102,425.03</b>	<b>\$121,292.40</b>	<b>1</b>
Provo	\$6,206.54	\$6,455.25	\$6,612.53	\$6,973.06	\$7,180.83	\$7,603.82	\$7,820	\$8,117.54	\$8,355.96	\$8,540.44	\$10,414.46	\$12,109.42	8
South Ogden	\$14,597.94	\$15,670.77	\$16,898.53	\$18,417.68	\$19,694.99	\$20,836.40	\$21,785.50	\$22,898.57	\$23,699.44	\$25,807.17	\$28,603.85	\$31,216.14	3
South Salt Lake	\$47,711.83	\$50,541.04	\$52,460.48	\$53,806.95	\$57,953.79	\$61,954.29	\$65,031.32	\$68,138.60	\$74,193.33	\$80,657.25	\$82,450.60	\$97,213.40	2
West Haven	\$12,692.80	\$13,647.13	\$15,222.57	\$15,346.33	\$17,726.94	\$18,416.38	\$19,318.31	\$20,736.26	\$20,847.51	\$21,385.33	\$21,289.91	\$24,726.43	7
Weber County	\$13,398.88	\$13,935.72	\$14,490.08	\$15,067.34	\$15,739.63	\$16,441.02	\$17,062.65	\$17,968.37	\$18,788.16	\$19,575.78	\$21,317.22	\$25,169.73	6
State of Utah	\$14,981.04	\$16,246.36	\$17,181.04	\$17,554.35	\$18,091.80	\$18,592.78	\$19,143.32	\$20,389.65	\$21,332.01	\$22,255.90	\$22,842.14	\$27,884.53	5

## Retail Taxable Sales

Riverdale's greatest retail strength is the General Merchandise category, accounting for 23.5% of total retail and service taxable sales in 2021, followed by Motor Vehicle and Parts Dealers, Building Material and Garden Equipment, and Sporting Goods.

## Services Taxable Sales

Real Estate, Rental, and Leasing represent the largest spending category in Services at 8.1% of total retail and service taxable sales and closely followed by Food Services and Drinking Places at 7.7%.

## Industry Taxable Sales

Information sales represent the largest spending category in 2021.

TABLE 1.8: RETAIL SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

CATEGORY	2017	2018	2019	2020	2021
General Merchandise	25.7%	25.6%	25.4%	25.4%	23.5%
Building Material & Garden Equip	8.5%	9.6%	9.9%	11.3%	11.4%
Food & Beverage	0.7%	0.7%	0.8%	0.9%	0.8%
Motor Vehicle & Parts Dealers	20.3%	18.9%	19.1%	19.4%	19.8%
Non-Store Retailers	0.8%	0.9%	1.3%	2.4%	2.2%
Miscellaneous Retail Trade	2.7%	2.1%	1.9%	1.7%	1.8%
Electrical & Appliance	5.2%	5.5%	4.9%	3.5%	4.0%
Sporting Goods	5.1%	4.9%	4.6%	5.0%	4.9%
Clothing & Accessories	6.2%	6.1%	5.7%	4.2%	4.7%
Other	25.0%	25.7%	26.3%	26.1%	26.8%

TABLE 1.9: SERVICES SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

CATEGORY	2017	2018	2019	2020	2021
Accommodation	0.2%	0.2%	0.2%	0.2%	0.2%
Admin. & Sup & Waste Man & Remed. Ser	0.0%	0.0%	0.1%	0.1%	0.1%
Arts, Entertainment, and Recreation	0.2%	0.2%	0.1%	0.2%	0.2%
Educational Services	0.0%	0.0%	0.0%	0.0%	0.0%
Finance & Insurance	0.2%	0.2%	0.2%	0.2%	0.2%
Food Services & Drinking Places	7.1%	7.6%	7.8%	7.2%	7.7%
Health Care & Social Assistance	0.0%	0.0%	0.0%	0.0%	0.0%
Management Of Companies & Enterprises	0.0%	0.0%	0.0%	0.0%	0.0%
Other Services Except Public Administration	0.2%	0.2%	0.2%	0.2%	0.3%
Professional, Scientific, & Technical Serv	0.1%	0.2%	0.2%	0.3%	0.4%
Public Administration	0.0%	0.0%	0.0%	0.0%	0.0%
Real Estate, Rental, & Leasing	5.9%	5.7%	6.3%	7.8%	8.1%

TABLE 1.10: INDUSTRY TAXABLE SALE AS PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

CATEGORY	2017	2018	2019	2020	2021
Agriculture, Forestry, Fishing & Hunting	0.0%	0.0%	0.0%	0.0%	0.1%
Construction	0.1%	0.0%	0.0%	0.2%	1.5%
Information	1.7%	1.8%	1.9%	1.5%	7.2%
Manufacturing	0.7%	0.8%	0.4%	0.5%	2.9%
Mining, Quarrying & Oil & Gas Extraction	0.0%	0.0%	0.0%	0.0%	0.0%
Transportation & Warehousing	0.0%	0.0%	0.0%	0.1%	0.1%
Utilities	1.3%	1.2%	1.1%	1.0%	4.6%

## Sales Leakage Analysis

The table below provides a general overview of leakage and retention by major category. Negative numbers estimate the approximate leakage of taxable sales from Riverdale to other communities. When leakage is occurring, the capture rate is below 100%, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average. Positive numbers indicate that Riverdale City is attracting more than the State average relative to that category, suggesting shoppers from outside the City are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending. This is reflected in the capture rate as a number above 100%.

The City's capture rate exceeds 100% in all major categories, indicating Riverdale City is attracting more than the State average relative to each category. The per capita spending in Riverdale is approximately \$121,292, compared to the State per capita spending of \$22,709. The total taxable sales leaking to other communities is estimated at \$914,754,199.

A comparison of communities of similar size and those larger than Riverdale shows capture rates in a similar range. Of the comparable cities, South Salt Lake has the next highest capture rate following Riverdale, due to the concentration of commercial relative to population.

TABLE 1.11: SALES LEAKAGE

	RIVERDALE DIRECT TAXABLE SALES	RIVERDALE PER CAPITA SPENDING	UTAH PER CAPITA SPENDING*	PER CAPITA SALE LEAKAGE	TOTAL LEAKAGE	CAPTURE RATE
<b>Retail</b>						
Building Material & Garden Equip	\$122,389,189	\$13,190	\$1,568	\$11,622	\$107,835,955	841%
Clothing & Accessories	\$50,826,322	\$5,478	\$620	\$4,858	\$45,078,988	884%
Electrical & Appliances	\$43,597,360	\$4,698	\$381	\$4,317	\$40,057,674	1232%
Food & Beverage	\$8,901,949	\$959	\$1,502	(\$542)	(\$5,031,125)	64%
Furniture & Home Furnishing	\$78,787,487	\$8,491	\$389	\$8,102	\$75,181,982	2185%
Gas Station	\$5,500,000	\$593	\$420	\$173	\$1,601,706	141%
General Merchandise	\$253,604,929	\$27,331	\$2,227	\$25,104	\$232,937,519	1227%
Health & Personal	\$14,003,787	\$1,509	\$182	\$1,327	\$12,313,339	828%
Miscellaneous Retail Trade	\$19,448,217	\$2,096	\$611	\$1,485	\$13,776,884	343%
Motor Vehicle	\$213,409,063	\$22,999	\$2,468	\$20,531	\$190,504,938	932%
Non-Store Retailers	\$23,733,188	\$2,558	\$1,750	\$808	\$7,498,066	146%
Sporting Good	\$52,650,911	\$5,674	\$415	\$5,260	\$48,803,375	1368%
Wholesale Trade-Durable Goods	\$4,408,797	\$475	\$1,699	(\$1,224)	(\$1,356,437)	28%
Wholesale Trade-Electronic Markets	\$1,862,464	\$201	\$279	(\$79)	(\$730,893)	72%
Wholesale Trade-Nondurable Goods	\$255,536	\$28	\$35	(\$8)	(\$71,407)	78%
	\$893,379,199	\$96,280	\$14,547	\$81,733	\$758,398,564	862%
<b>Industry</b>						
Agriculture, Forestry, Fishing & Hunting	\$1,000	\$0	\$10	(\$10)	(\$94,603)	1%
Construction	\$5,519,819	\$595	\$381	\$213	\$1,981,020	156%
Information	\$18,365,770	\$1,979	\$722	\$1,258	\$11,669,304	274%
Manufacturing	\$5,520,128	\$595	\$1,046	(\$452)	(\$4,190,262)	57%
Mining, Quarrying & Oil & Gas Extraction	\$150,000	\$16	\$88	(\$72)	(\$668,988)	18%
Transportation & Warehousing	\$200,000	\$22	\$45	(\$24)	(\$222,071)	47%
Utilities	\$9,500,000	\$1,024	\$631	\$393	\$3,648,883	162%
	\$39,256,715	\$4,231	\$2,924	\$1,307	\$12,123,283	145%
<b>Services</b>						
Accommodation	\$2,000,000	\$216	\$660	(\$444)	(\$4,121,659)	33%
Admin. & Sup. & Waste Man. & Remed. Ser.	\$636,043	\$69	\$93	(\$24)	(\$226,805)	74%
Arts, Entertainment, and Recreation	\$2,000,000	\$216	\$277	(\$62)	(\$572,757)	78%
Educational Services	\$22,236	\$2	\$33	(\$31)	(\$283,359)	7%
Finance & Insurance	\$1,773,058	\$191	\$95	\$96	\$890,518	201%
Food Services & Drinking Places	\$83,117,285	\$8,958	\$1,646	\$7,311	\$67,840,215	544%
Health Care & Social Assistance	\$124,479	\$13	\$43	(\$30)	(\$277,721)	31%
Management Of Companies & Enterprises	\$5,000	\$1	\$6	(\$6)	(\$55,151)	8%
Other Services-Except Public Administration	\$3,055,572	\$329	\$518	(\$188)	(\$1,747,811)	64%
Professional, Scientific, & Technical Serv.	\$3,996,823	\$431	\$456	(\$25)	(\$230,352)	95%
Public Administration	\$1,000	\$0	\$77	(\$77)	(\$716,675)	0%
Real Estate, Rental & Leasing	\$86,956,977	\$9,371	\$534	\$8,838	\$82,004,736	1756%
	\$183,688,473	\$19,796	\$4,439	\$15,358	\$142,503,180	446%
<b>Other</b>						
	\$9,147,756	\$86	\$800	\$186	\$1,729,172	123%
<b>Total</b>	\$1,125,472,143	\$121,292	\$22,709	\$98,983	\$914,754,199	534%

\*Income Adjusted

Factors that will influence a community's capture rate include total population, proximity to major freeways or roadways, population within a 360-degree trade area, geographic isolation, and competitive market sites. These factors will be explored further in the market analysis.

TABLE 1.12: TAXABLE SALES CAPTURE RATES COMPARISON

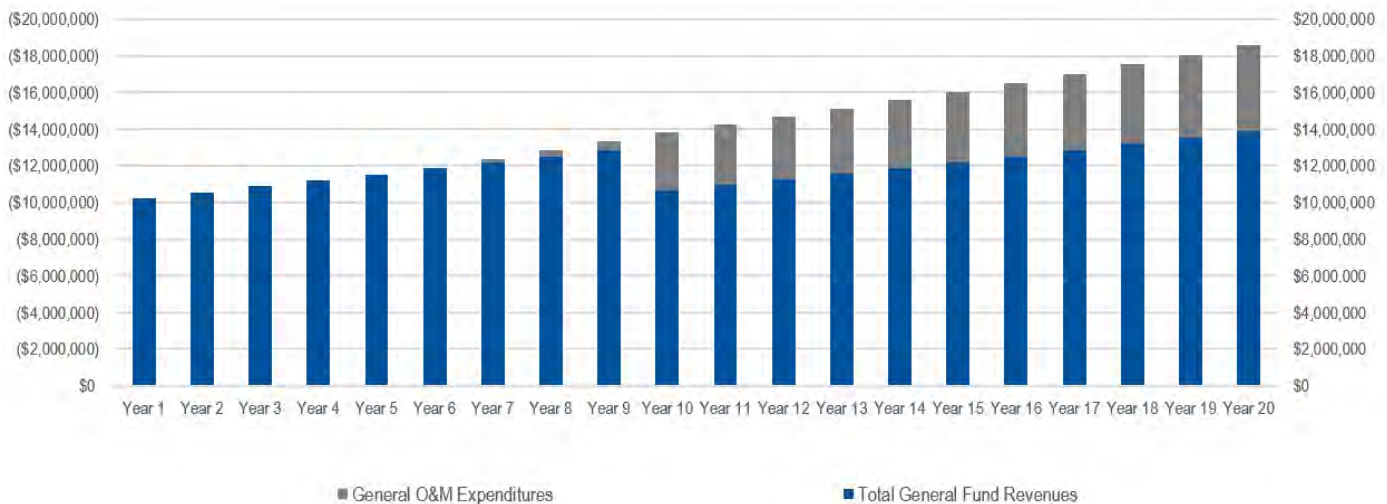
	OGDEN		PLEASANT VIEW		RIVERDALE		ROY		SOUTH OGDEN		SOUTH SALT LAKE		WEST HAVEN	
Population	86,110		10,733		9,279		39,076		17,363		26,086		16,918	
	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE	PER CAPITA LEAKAGE*	CAPTURE RATE
<b>Total</b>	<b>\$5,644</b>	<b>123.54%</b>	<b>(\$19,242)</b>	<b>35.39%</b>	<b>\$98,583</b>	<b>534.11%</b>	<b>(\$15,775)</b>	<b>49.95%</b>	<b>\$3,332</b>	<b>107.24%</b>	<b>\$74,527</b>	<b>428.51%</b>	<b>(\$3,158)</b>	<b>87.58%</b>

\*Income Adjusted

### Sales Tax Revenue Sustainability

The City currently assesses a 0.20% local option sales tax as a hold-harmless allocation relative to historic sales tax policy changes. This hold-harmless is set to expire in 2030. In 2020, the City evaluated the sustainability of revenues and expenditures within the general fund relative to the loss of tax revenues. The analysis illustrated that the general fund would not be able to sustain the potential revenue losses in 2030. In addition, increases in general fund expenditures and needed capital projects will deplete revenues and fund balances, resulting in a deficit. Based on these trends, the City should continually evaluate the City's general fund and enterprise funds to assess revenue sustainability. In addition, the City should evaluate available funding resources to achieve economic goals.

FIGURE 1.8: 2020 GENERAL FUND FINANCIAL PLAN PROFORMA



# Element

## General Growth within the City and Region

The City's population is projected to continue to increase through 2050, reaching approximately 18,569 persons according to WFRC TAZ data. Table 1.13 displays regional population projections.

FIGURE 1.9: ILLUSTRATION OF POPULATION GROWTH BY TRAFFIC AREA ZONE (TAZ) DATA IN RIVERDALE

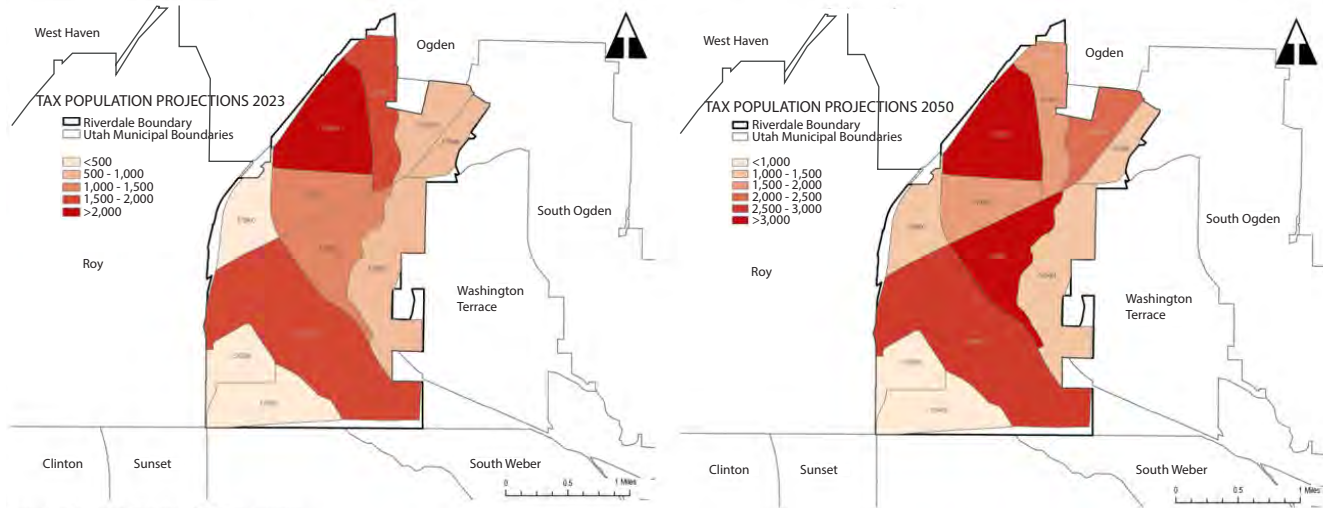


TABLE 1.13: WEBER COUNTY WFRC PROJECTIONS

CITIES	POPULATION				GROWTH (2022-2050)		EMPLOYMENT				GROWTH (2022-2050)	
	2022	2030	2040	2050	ACTUAL	%	2022	2030	2040	2050	ACTUAL	%
Fair West	7,152	7,401	7,674	7,986	834	11.66%	3,996	4,299	4,334	4,405	409	10.24%
Harrisville	6,783	7,711	8,351	8,946	2,163	31.89%	5,742	5,878	6,258	6,273	531	9.25%
Hooper	9,780	12,528	15,470	17,386	7,606	77.77%	1,354	1,702	1,657	1,694	340	25.11%
Huntsville	684	728	700	757	73	10.67%	151	161	134	163	12	7.95%
Marriott-Statenville	2,567	3,759	4,906	5,573	3,006	117.10%	3,575	4,259	4,451	4,941	1,366	38.21%
North Ogden	18,707	20,746	22,950	24,462	5,755	30.76%	3,703	4,319	4,216	4,679	976	26.36%
Ogden	95,004	102,528	110,466	116,752	21,748	22.89%	83,566	89,726	92,837	95,022	11,456	13.71%
Fair West	7,152	7,401	7,674	7,986	834	11.66%	3,996	4,299	4,334	4,405	409	10.24%
Harrisville	6,783	7,711	8,351	8,946	2,163	31.89%	5,742	5,878	6,258	6,273	531	9.25%
Hooper	9,780	12,528	15,470	17,386	7,606	77.77%	1,354	1,702	1,657	1,694	340	25.11%
Huntsville	684	728	700	757	73	10.67%	151	161	134	163	12	7.95%
Marriott-Statenville	2,567	3,759	4,906	5,573	3,006	117.10%	3,575	4,259	4,451	4,941	1,366	38.21%
North Ogden	18,707	20,746	22,950	24,462	5,755	30.76%	3,703	4,319	4,216	4,679	976	26.36%
Ogden	95,004	102,528	110,466	116,752	21,748	22.89%	83,566	89,726	92,837	95,022	11,456	13.71%
Plain City	7,462	9,641	11,553	12,798	5,336	71.51%	1,439	1,569	1,790	1,637	198	13.76%
Pleasant View	10,762	11,985	13,290	14,047	3,285	30.52%	3,638	4,381	4,315	4,552	914	25.12%
<b>Riverdale</b>	<b>10,844</b>	<b>13,457</b>	<b>16,867</b>	<b>18,569</b>	<b>7,725</b>	<b>71.24%</b>	<b>15,229</b>	<b>16,838</b>	<b>17,618</b>	<b>18,409</b>	<b>3,180</b>	<b>20.88%</b>
Roy	38,537	39,431	40,529	41,826	3,289	8.53%	9,998	11,484	11,737	11,916	1,918	19.18%
South Ogden	20,412	21,559	22,572	23,446	3,034	14.86%	12,374	13,224	13,763	13,612	1,238	10%
Uttair	1,233	1,331	1,584	1,757	524	42.50%	462	499	479	559	97	21%
Washington Terrace	8,991	8,988	8,958	8,982	(9)	-0.10%	3,767	3,928	4,031	4,070	303	8.04%
West Haven	18,715	22,060	24,598	26,331	7,616	40.69%	7,932	10,803	11,418	13,080	5,148	64.90%
Weber County	5,126	5,028	4,932	10,350	5,224	101.91%	1,931	2,538	6,625	7,059	5,128	265.56%
Weber County Diner	7,491	8,253	9,102	9,804	2,313	30.88%	2,436	2,697	2,886	2,984	528	21.67%
Weber County-East	2,165	2,205	2,261	2,313	148	6.84%	355	399	371	412	57	16.06%
<b>Total</b>	<b>272,415</b>	<b>299,349</b>	<b>326,793</b>	<b>352,085</b>	<b>79,670</b>	<b>29.25%</b>	<b>161,648</b>	<b>178,704</b>	<b>188,920</b>	<b>195,447</b>	<b>33,799</b>	<b>20.91%</b>
<b>Total (Cities Only)</b>	<b>257,633</b>	<b>285,863</b>	<b>310,468</b>	<b>329,618</b>	<b>71,985</b>	<b>27.94%</b>	<b>156,926</b>	<b>173,070</b>	<b>179,038</b>	<b>185,012</b>	<b>28,086</b>	<b>17.90%</b>

Source: WFRC Traffic Area Zone

Employment is also expected to increase in Riverdale. For instance, American First Credit Union (“AFCU”) is developing its Corporate Campus for 5,000 new employees in Riverdale, Utah shown in Figure 1.10. As a result, the City is expecting increased trip generation and traffic impacts and is exploring including mixed use residential and commercial development on-site.

TABLE 1.14: PROJECTED EMPLOYMENT

CITIES	EMPLOYMENT				GROWTH (2022-2050)	
	2022	2030	2040	2050	ACTUAL	%
Riverdale	15,229	16,838	17,618	18,409	3,180	20.88%
Weber County Total	161,648	178,704	188,920	195,447	33,799	20.91%

Source: WFRM Traffic Area Zone Data

FIGURE 1.10: AFCU MASTER PLAN



FIGURE 1.11: PROPORTIONATE SHARE OF EMPLOYMENT BY SELECTED CITIES, 2022 AND 2050



## Supportable Commercial Zoning

To determine the supportable commercial zoning within Riverdale, this analysis evaluates future taxable sales growth, per capita spending by sector, and general commercial zoning ratios. Using two different methodologies, this analysis provides an estimate of supportable acreage by the following categories: general retail, industry, services, and total commercial acreage.

The first methodology employed in this analysis utilizes estimated per capita spending of \$121,292 in Riverdale. Assuming a new population of 7,725 residents within the City as indicated by WFR's TAZ projections, the total supportable commercial zoning is estimated at approximately 711.08 acres. This assumes a median sales volume of \$275 per square foot of gross leasable area (GLA) and a floor area ratio (FAR) of 0.11. The sales volume per square foot was estimated using the 2021 taxable sales divided by the 2021 commercial building square footage.

Employing an alternative methodology produces higher supportable acreage. Within similarly sized communities, an average of 0.025 acres per capita can be found. However, this average includes a low of 0.010 in Highland and a high of 4.0 in North Ogden. Some communities have a much higher sales capture rate, resulting in higher commercial acreages. Using the average of 0.025 acres per capita, the total supportable acreage is estimated at 84.3 acres, based on new population growth (0.025 multiplied by 3,373 persons), which is higher than the supportable acreage based on per capita spending.

It is likely that commercial growth will develop around existing neighborhood scale retail, which provides personal services, food services, gas and lodging and general retail purchases. It is expected that the area will continue to see development in small scale office development as well, as shown in the comparison of average retail development requirements in Table 1.17. With a population estimated to grow to just under 20,000 residents by 2050 and competition from neighboring communities, expansion will be limited to neighborhood scale developments.

TABLE 1.15: SUPPORTABLE COMMERCIAL ZONING BASED ON PER CAPITA SPENDING

ANALYSIS BASED ON STATE PER CAPITA SPENDING					
	GENERAL RETAIL	INDUSTRY	SERVICES	OTHER	TOTAL
Per Capita Spending	\$96,280	\$4,231	\$19,796	\$986	\$121,292
New Population	7,725	7,725	7,725	7,725	7,725
Total New Spending	\$743,760,568	\$32,682,199	\$152,925,256	\$7,615,736	\$936,983,760
Median Sales Volume Per SF of GLA	\$275	\$275	\$275	\$275	\$275
Supportable SF	2,704,584	118,844	556,092	27,694	3,407,214
General Commercial Floor to Area Ratio	0.11	0.11	0.11	0.11	0.11
Acres Supportable (Based on State per Capita Spending)	564.44	24.80	116.06	5.78	711.08

TABLE 1.16: COMPARISON OF COMMERCIAL ACRES PER CAPITA FROM SELECTED CITIES

	2019 POPULATION	ZONED COMMERCIAL ACREAGE	INDUSTRIAL ACREAGE	TOTAL	COMMERCIAL ACREAGE PER CAPITA	INDUSTRIAL ACREAGE PER CAPITA	TOTAL PER CAPITA
Kaysville	31,494	241	122	363	08	04	0.012
Highland	18,957	191	-	191	0.010	-	0.010
North Salt Lake	20,402	351	1,239	1,590	0.017	0.060	0.078
Alpine	10,477	26	10	36	02	01	03
Cedar Hills	10,209	22	-	22	02	-	02
Lindon	10,912	427	349	776	0.039	0.032	0.071
Payson	19,842	213	169	381	0.011	08	0.019
North Ogden	19,392	64	7	71	03	00	04
South Ogden	17,063	259	-	259	0.015	-	0.015
Centerville	17,404	228	124	352	0.013	07	0.020
Woods Cross	11,340	153	260	413	0.013	0.023	0.036
						Average	0.025

TABLE 1.17: TYPICAL RETAIL DEVELOPMENT REQUIREMENTS

TYPE OF CENTER	LEADING TENANT	TYPICAL GROSS LEASABLE AREA (GLA)	GENERAL RANGE IN GLA	USUAL MINIMUM SIZE IN ACRES	APPROXIMATE MINIMUM POPULATION REQUIRED
Neighborhood	Supermarket	60,000	30,000 – 100,000	3 – 10	3,000 – 40,000
Community	Supermarket, drugstore/pharmacy, discount department store, mixed apparel	180,000	100,000 – 400,000	10 – 30	40,000 – 150,000
Regional	One or two full-line department stores	600,000	300,000 – 900,000	10 – 60	150,000 or more
Super Regional	Three or more full-line department stores	1,000,000	600,000 – 2,000,000	15 – 100 or more	300,000 or more

Urban Land Institute, Retail Development, 4th ed.

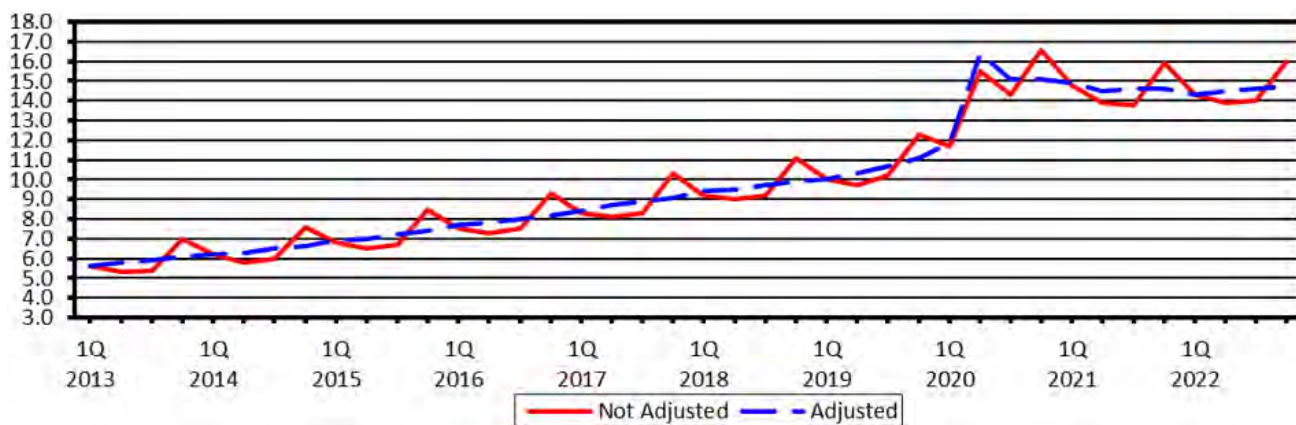
There are limited competitive market sites within and surrounding Riverdale, which has contributed to higher sales capture rates the City is experiencing. Retail sales are shifting from brick-and-mortar stores to more online sales. The US Census Bureau's estimate of retail e-commerce sales as percent of total quarterly retail sales continues to rise, increasing from nearly four percent in 2009 to over 14% in 2022 [[www.census.gov/retail/mrts/www/data/pdf/ec\\_current.pdf](http://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf)]. The aftermath of the 2020 global pandemic has also resulted in a pattern of increased online sales. The City should continue to evaluate sales leakage data and develop proactive polices to maintain the concentration of taxable sales within the City.

It is important to note that with increased population and development there will be an increase in public safety and other government service expenses.

### Developer's Agreement

Cities may enter into a development agreement to promote policies and objectives regarding supportable commercial zoning. Riverdale City adopted Resolution No. 2007-6 in 2007, which entered the City into a Developer's Agreement with Unity Enterprises, LLC for the development of 69 acres of land at 5100 South Weber River Drive.

FIGURE 1.12: ESTIMATED QUARTERLY U.S. RETAIL E-COMMERCE SALES AS A % OF TOTAL QUARTERLY RETAIL SALES: 1ST QUARTER 2013 – 4TH QUARTER 2022



Official retail sales numbers by the Census Bureau show a steady growth in sales from non-store retailers like Amazon, eBay, QVC and Alibaba. This will likely result in a continued shift from location-based retail to online purchases. Lower population growth and/or continued sales leakage within Riverdale will limit the ability to expand commercial acreage within the community. However, if the City allows for greater densities, resulting in an increase in buying power and capture rates, the area could see higher levels of commercial development. Methods to promote increased commercial development include:

- Allow for more residential development and population growth;
- Provide development incentives;
- Promote niche markets that will capture sales from surrounding communities;
- Remove barriers to entry; and,
- Promote other types of commercial development (industrial, tech, office, etc.).

In 2022, Bach Land and Development, LLC, purchased the property, resulting in amending the original resolution to update the parties of the Developer's Agreement accordingly and to extend the term of the Agreement for an additional fifteen years. The intent of Agreement is to develop a mixed use project on the property that consists of residential, neighborhood retail, commercial, office, and open space that advances the long-term objectives and goals of the City's General Plan and zoning regulations. The City will continue to support development of the site and continue to pursue opportunities to enter development agreements.



### Commercial Zones

Figure 1.13 includes the commercial zones that have been identified in the City's overall land use map. The primary location for economic growth is within the City's existing commercial zones (C-2 and C-3). Of the City's 143.07 vacant acres, vacant commercial represents roughly 40% of all vacant acreage.

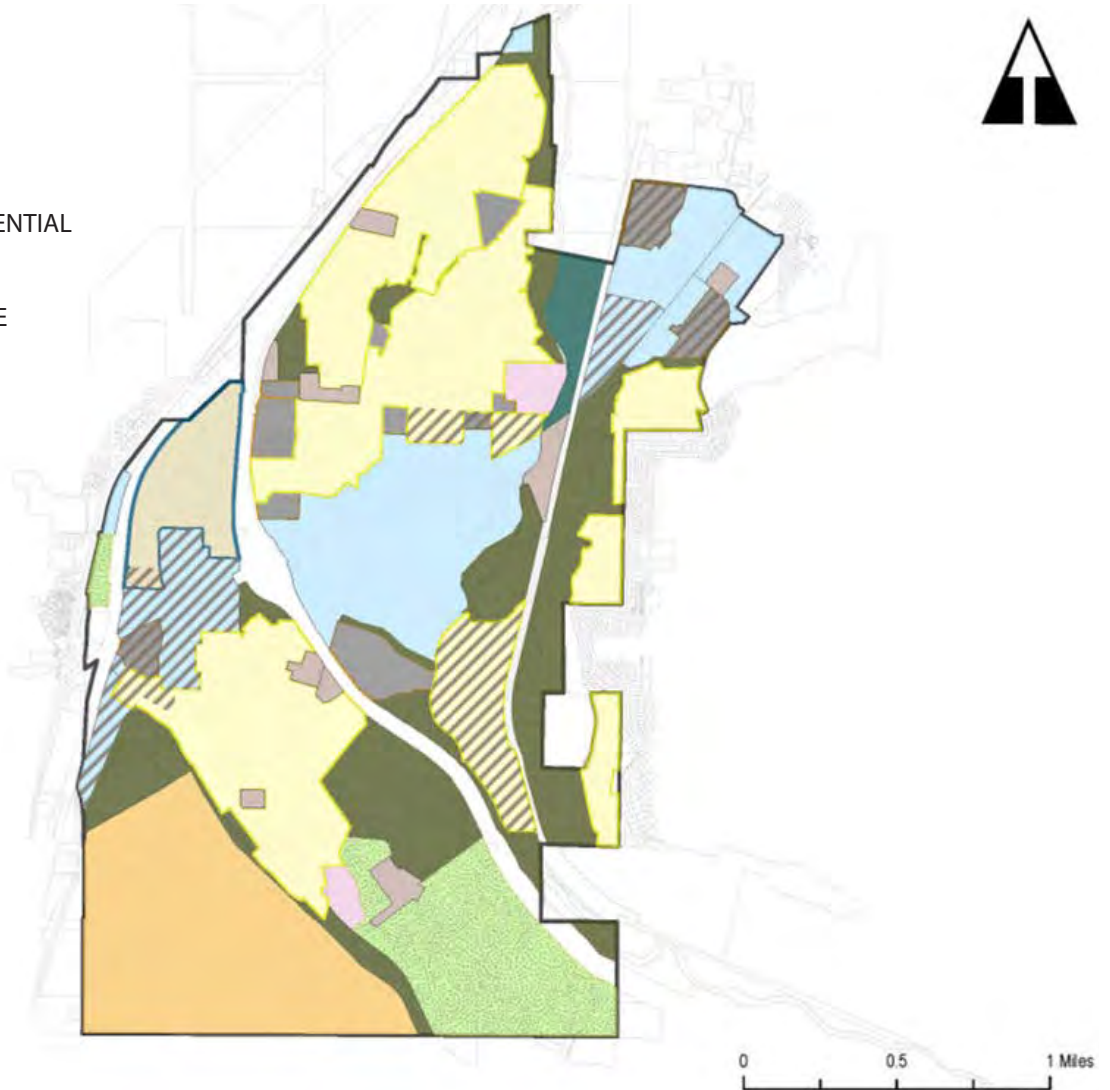
While these areas provide opportunities for the consideration of commercial expansion, the City should evaluate the costs and benefits of any proposed commercial developments related to their specific project elements. Concentrating commercial development in the designated areas will help maintain the City's small-town identity while offering areas with mixed use vibrancy.

FIGURE 1.13: RIVERDALE GENERAL PLAN LAND USE MAP

#### LEGEND

-  MIXED USE
-  OFFICE
-  MANUFACTURING
-  MULTI RESIDENTIAL
-  HIGH IMPACT RESIDENTIAL
-  COMMERCIAL
-  AGRICULTURE
-  HILL AIR FORCE BASE
-  OPEN SPACE
-  RESIDENTIAL
-  CIVIC / RELIGIOUS

 RIVERDALE BOUNDARY



For the City's land use map see page 11.

## Barriers to Entry

Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers may include City ordinances, development costs, or geographic challenges. Future commercial development in Riverdale may be hindered by these types of barriers. The following paragraphs discuss some of the barriers to entry that may exist within the City.

## Land Availability

The City is primarily built-out. As discussed in this report, there are development and redevelopment opportunities related to the AFCU expansion and developer agreements. However, additional expansion beyond these areas will be limited. The City will continue to focus on redevelopment opportunities, infrastructure reinvestment, and business retention.

## Land Cost

A barrier to entry may be the cost of land. A comparison of the total market value of land utilizing Weber County GIS data illustrates the land value disparity among comparison cities. Within Riverdale, the land market value is approximately \$207,241 per acre, which ranks fourth among comparison cities. The data may be impacted by higher ratios of undevelopable, exempt, government, forest or other lower valued lands that are not as prevalent within a City.

TABLE 1.18: COMPARISON OF MARKET LAND VALUES

CITY	TOTAL LAND MARKET VALUE	LAND VALUE PER ACRE	VALUE PER ACRE RANK
Soulin Ogden	\$812,274,763	\$405,092	1
Roy	\$1,409,832,949	\$331,691	2
Ogden	\$3,540,357,882	\$246,140	3
<b>Riverdale</b>	<b>\$1,237,185,257</b>	<b>\$207,241</b>	<b>4</b>
West Haven	\$468,988,163	\$209,558	5
Pleasant View	\$689,363,406	\$174,688	6

Source: Weber County GIS

## Location

The City is located along the densely developed I-15 corridor, surrounded by communities with economic interests of their own. While proximity to a regional transportation network allows communities to attract larger developments like distribution centers or industrial centers, which in turn stimulate job growth and spending, the proximity to communities with larger areas of developable properties and continued growth in rooftops increases the potential for sales leakage.

## Additional Economic Development Financing Tools

There are a wide variety of tools and incentives available to help achieve economic development goals. Below is a brief description of several resources available to the City.

- Redevelopment Areas – Tax Increment Financing**  
 Tax increment financing (“TIF”) is the most widely used tool for economic development in the State of Utah. The creation of CRAs, or historically URA, EDA or CDAs, provides a source of financing redevelopment through the creation of tax increment. Redevelopment agencies negotiate with taxing entities to share a portion of the property tax that is generated by new development in a certain area for a specific length of time. The City has one project area that offers TIF. The 550 West Redevelopment Project Area in 2021 built three retail buildings and has plans to develop 30 multi-family units in the area. The collection period end date is January 1, 2023, and this RDA Area has received \$4,242,119 in funds since its collection period start on January 1, 2009.
- Tax Increment Revenue Bonds – Tax Increment Revenue Bonds**  
 Tax Increment Revenue Bonds allow redevelopment agencies to pledge tax increment funds to repay the debt service. The projected tax increment is often discounted by the bond market, as the tax increment is the only source to repay the bonds, and project areas have little to no tax increment at the beginning of a new project. These bonds are generally more difficult to sell, due to the risk of repayment.
- Revolving Loan Funds and Grants**  
 A revolving loan fund is a source of money from which loans are made for small business development projects. A loan is made to a business and as repayments are made, funds become available for future loans to other businesses. This tool is mainly used to finance local, expanding, or small businesses within the community. The funds used to create a revolving loan fund may have rules governing the program design. For example, the Department of Housing and Urban Development has specified rules for Community Development Block Grants.

Matching grants or revolving loan funds have been very successful in various communities throughout Utah. Dilapidated areas within the City may benefit from creating a revolving loan fund that would encourage the upgrade of facades and other building renovations. Most businesses see increased traffic from improvements to their properties.

- **Community Development Block Grants** – Community Development Block Grants can be used for development in parts of the community that qualify as low- and moderate-income areas. These funds may also be used for projects that remove impediments of access for elderly and the disabled.



- **Business Improvement Districts** – A business improvement district (BID) is a public-private partnership that allows for additional taxes to be collected from businesses within a designated area. The taxes generated by a BID are used for public improvements based on the concept that well-maintained public spaces will increase commerce. BIDs are managed by nonprofit corporations created by the district. BIDs allow businesses to share the costs to increase business activity within the community through joint ventures including 1) joint marketing, 2) ad campaigns, 3) events in the district area, and 4) planning for parking and facility improvements. The City may contribute through facilitation of meetings at municipal buildings, advertising on municipal websites, etc.
- **Sales Tax Incentives** – For strong destination retail anchors, the City may offer a sales tax incentive for a period of time. The City should consider sales tax incentives on a case-by-case basis. This should only be considered for a major tax-generating retailer or to retain a current major tax-generating business.

- **Special Assessment Bonds** – Special Assessment Bonds allow a governmental entity to designate a specific area which will be benefited by public improvements and levy a special assessment, like a tax lien, to finance the public improvements. This assessment is then used to repay the debt service. Usually, only the property owners receiving the benefit from the improvements are assessed the costs.

Special Assessment Bonds may not be created if 50% or more of those liable for the assessment payment protest its creation. These bonds usually have a higher interest rate than the other bonds discussed in this section. All improvements must be owned by the issuer and repayment cannot exceed twenty years. The main advantage to these bonds is: 1) no bond election required, 2) only benefited owners pay for the improvements, and 3) limited risk to the City.

- **Municipal Building Authority Lease Revenue Bonds (“MBA”)** – Cities, counties, and school districts are allowed to create a non-profit organization solely for the purpose of accomplishing the purpose of acquiring, constructing, improving, and financing the cost of a project on behalf of a public body that created it. Normally, MBA bonds are used to construct municipal buildings, however MBA bonds have been used to finance parks and recreation facilities as well. The legal limitation on MBA bonds issued is 40 years.
- **Sales Tax Revenue Bonds** – Sales tax revenues can be utilized as a sole pledge for the repayment of debt. These bonds do not require a bond election and are often used for the acquisition and construction of any capital facility owned by the issuing entity. The bond market usually requires a higher debt service ratio of at least two or three times the revenue to debt.



## Implementation

### 1. Provide for the Long-Term Economic Health of the City Through Continued Support of the City's Commercial and Employment Base

- Maintain a proactive business retention program that addresses issues affecting all business sectors by:
  - Maintaining close links with corporate leaders to monitor business conditions and identify issues in which the City may be of assistance.
  - Conduct regular meetings with major employers to discuss current operations and to provide information on City services.
  - Work with existing businesses to identify challenges to changing retail trends including vacancy rates, assistance with online retailing, etc. that can be addressed through the City's planning and zoning process.
- Focus available incentives and business assistance services on retaining firms in industries that provide high-quality employment, living wages and strong career advancement opportunities, as well as strong tax revenues.
- Promote the establishment and expansion of workplace alternatives, including home occupations and telecommuting.
- Evaluate opportunities for City involvement in public/private partnerships, redevelopment initiatives, and public improvement investment initiatives as a means of revitalizing selected areas.
- Regularly evaluate land use regulations and other development controls to remove barriers related to economic development and sustainability, and address enhancements that will accommodate shortened timelines for business operations.
- Maximize the use of developable and redevelopment land for employment-generating and revenue-generating uses.
- Regularly evaluate and update economic development strategic plans to ensure strategies and policies remain relevant and the City adapts to changing environments.

### 2. Promote Infrastructure Reinvestment

- Continue to seek opportunities to support upgrades to the City's utility and infrastructure systems to support new business opportunities.
- Study areas that are underserved or impacted by aging infrastructure and prioritize future capital investments as appropriate to assist in attracting and/or maintaining businesses activity.
- Establish financing mechanisms to help fund infrastructure enhancements, pedestrian amenities, landscaping, and to leverage future redevelopment.

### 3. Evaluate the Long-Term Impacts of Revenue Sustainability Relative to Sales Taxes, Property Taxes and Other Municipal Revenues

- Continually evaluate the City's general fund and enterprise funds to assess revenue sustainability.
- Continually evaluate available funding resources to achieve economic goals.

# 09

## **PUBLIC ENGAGEMENT**

**“More community areas. Such as community gardens, pickleball courts, or things that aid in building a sense of community!”**

- SURVEY PARTICIPANT

## Introduction

Several key Riverdale stakeholders were individually interviewed from late August through September 2022. Individuals with a variety of backgrounds were selected, ranging from residents and property owners, to community leaders and City officials. Three public open houses were held at the following locations:

- 4334 South Parker Drive, on September 26, 2022
- 4360 South Parker Drive, on October 29, 2022
- 4360 South Parker Drive, on May 17, 2023

**RIVERDALE  
GENERAL PLAN**

ALL  
RESIDENTS  
WELCOME

**OPEN  
HOUSE**

TO LEARN MORE VISIT  
OUR INTERACTIVE WEBSITE:

SEPT 26 6 PM-9 PM | OCT 29 6 PM-9 PM

COME SHAPE THE FUTURE OF THE CITY!

SEPT 26: 4334 SOUTH PARKER DRIVE, RIVERDALE  
OCT 29: 4360 SOUTH PARKER DRIVE, RIVERDALE

Social media and an interactive website were utilized to advertise events, offer outlets to give feedback, and allow residents the opportunity to share their vision for the City. These outlets gave individuals the opportunity to voice their opinions in person and digitally.

Everyone was asked to share their ideas, goals, concerns, opportunities, constraints, and vision for the future of the city. The following is a summary of the main ideas expressed during the outreach process:

### Opportunities

- The River running through the city
- Trail network along river
- 40 acres of city-owned vacant land to be a regional park and/or recreation center? Safe space for watching fireworks, a community gathering space for City Days
- Another 70 acres private land nearby in process of being developed as housing
- Pieces all along the river. Another 17 acres (City-owned) by Walmart along river, 4th spoke of roundabout to access it
- 2nd bridge to other side of Riverdale
- Aging trailer parks ready to turn over
- Turnover of business usage, trailer park re-zoned to higher density
- Design standards
- Infill development – what do we do with stuff that’s already there?
- What opportunities do we have on the agricultural land?
- Open space around the Ross
- Pink Door Storage – Maybe opportunity for park at Parker Drive. \$ ac available north of storage sheds. Maybe a boundary adjustment with Ogden would work?
- Hillside by City Center (damaged from landslide), needs to be protected
- City owns 6 acres beside the base, its landlocked but maybe would be good buffer/ mountain biking area?



September Public Open House



- America First campus coming in 5k employees coming, full trail system to go in. They have 4 acres they don't know what to do with.
- Motel 6 in the way of interchange
- Trails along canals are often viable, not too dangerous despite public perception.
- Full interchange discussion with UDOT
- Frontrunner shuttle, freeway accesses, commercial retail around the motel 6 area, distribution center to the east of that.
- Transitional housing near commercial
- Rohmer Park (by Terrace, behind Sam's Club) to left of it 70 acres 900 units. Can we tie Riverdale to the Terrace? Span the RR tracks. We should at least put it on the plan
- Property along river to create a riverwalk type development
- Protect Golf Course
- Motor Vu to develop to housing
- River water feature, fish pond in 70 acre development and irrigation water for residents
- Aerospace Museum to be redeveloped within 5 years, it is part of Riverdale

**Constraints:**

- River, rail + topography
- Existing development and lack of open space
- Area around south Weber – need understating of covenants in place
- Utilities – storm drainage, tends to surcharge. Might be collapsed somewhere under rail line, and hard to work with railroad. Water usage an issue!
- Peacock Ridge – landlocks the city property (thin piece by Hill Air force Base) – Needs to be conserved.
- Hill side isn't stable what can we do to fix that area

- multiple hill slides (what can we do to stop it) swamps and springs track vibrating revegetation (slide is by the disc golf course) No new development should go on the hillside. The train tracks, springs, tornado devegetation, all contribute to unstable soils there
- Previous general plan had mistake of keeping area planned as residential that should have been commercial. We need to not shy away from making sure land use plans / zoning reflect the future vision of the City.
- Moderate-income housing requirements by the State

**Vision**

- Protect residents from retail
- Keep Riverdale a wonderful place to live
- Safe, development that will last
- Maintain views / hillside is secure and safe and open
- Things fit, keep commercial in commercial area + keep residential in place, don't encroach
- Buffer land uses
- High-quality infill to protect moderate-income housing
- Provide places to live for big employers
- River maintenance and enhancement
- Regional Park Development – General Open Space (preservation) + Pickleball courts
- Transportation: Riverdale Road unsafe (crash analysis needed). Approach UDOT for traffic signal studies
- Open to Roundabouts!

**Sites of Interest (Transportation)**

- 1050 west, 1500 west, Riverdale Rd, 4400 south, 700 west, 300 west, 900 west

## Interactive Website

During the process, the interactive website was able to keep residents and stakeholders engaged through educational segments, an interactive map, surveys, discussion groups, and other methods. The surveys, discussion groups, and

interactive map allowed residents to leave feedback on development design, open space and amenities, general vision, downtown location, preservation areas, transportation, land use, and other ideas, suggestions, and comments. Between September 1 and March 1 the website received nearly 2,500 visits, with over 500 comments, survey responses, and discussion actions.



### Riverdale City General Plan

Riverdale is updating its General Plan and needs your input!

This process will explore:

Land Use (Smart Growth); Transportation; Housing; Economic Development; Open Space and Recreation; Conservation and Preservation; Water Use

Help Shape the Future of the City!



### Interactive Map

Our interactive map allows you to share your files, photos, ideas, suggestions, comments, transportation concerns, areas to preserve, trails, and any other feedback you have!



### Schedule/Events

Throughout the process we will be holding several public workshops, pop-up events, and open houses to gather your input. For event details, click below, visit our [Facebook Page](#), or the [Riverdale City Website](#).



### Surveys

We have created several surveys to better understand your preferences for development in the City. Click the link below to shape the future communities of Riverdale City!

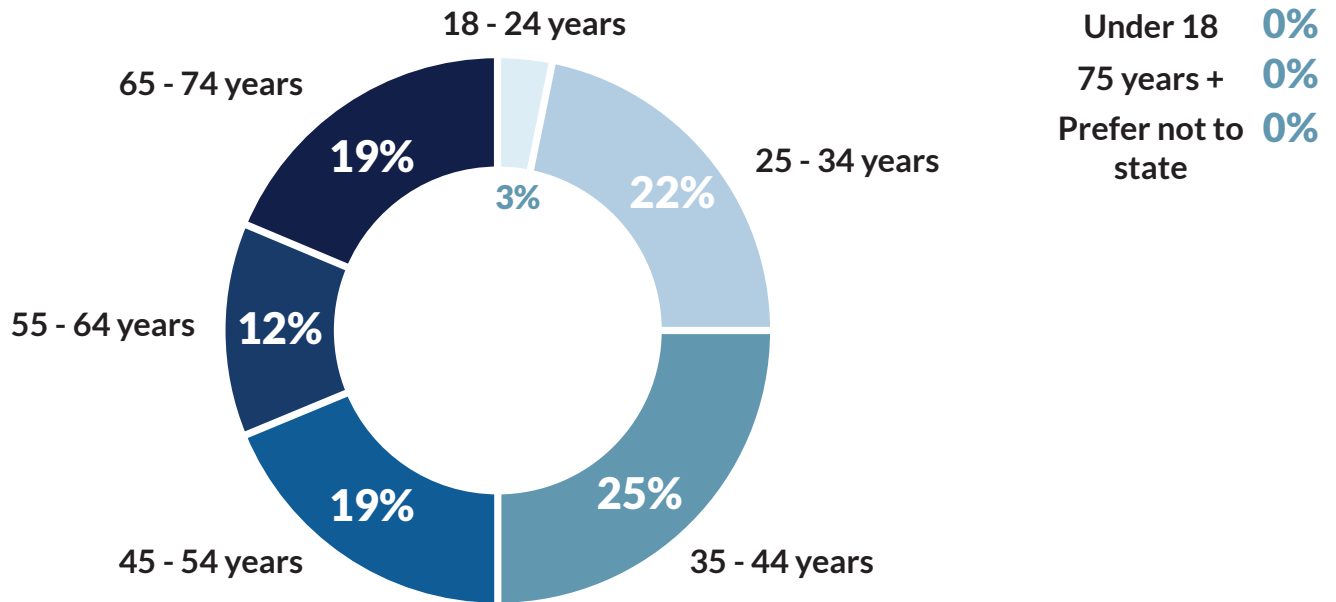


### Contact Us

Want to reach out to City Staff directly? Submit any feedback, ideas, or questions via the contact form below!

## Overview Survey (ONLINE)

What is your age group?



Are you a resident or property owner of Riverdale City?

**97% Yes**

**3% No**

**What do you LOVE most about Riverdale City? Looking 20 years into the future, what should NOT change?**

Everything is here. No more apartments.

How close it is to shopping

I like that it's a small community, yet you have access to almost every store you could possibly need

I like that we have most types of stores, decent parks, and it isn't insanely crowded... yet.

I like the proximity to commercial properties while still having relatively quiet communities.

I love how accessible riverdale is to everything.

I love the river and the mountain views and the trail. I'm worried that future development will ruin the experience around the trail. I don't want another bridge (for cars) across the river.

I love the river parkway trail. I love that it is paved and clear in the winter so that it can be used all year round.

It still has a small town feel. I know my neighbors and my street is fairly quiet. I am not a fan of all the apartment complexes that are beginning to infiltrate our surrounding communities.!

Love being close to all the shopping. Love sidewalks for walking the dog, the riverside path, and all the parks. Utilities are really cheap, police seem very quick with response time.

Lower taxes

Neighborhoods being safe and the river parkway

No apartment buildings. No houses closer to each other and less yard No more bus routs.

No more residences No more homes No more apartments No more condos

Open/green spaces. Preserve natural beauty of city and river walk.

Parkway/trail system

Population

Quiet, close to everything but still homey.

Riverdale is a well know area, and the main retail hub of Northern Utah. There are a lot of amazing things that Riverdale provides to all neighboring cities and I would love to see it grow and be used to its full potential, while still highlighting all of the natural elements that we have been blessed to have so close to our homes and shopping centers.

Small town feel. Community. Our community center is amazing.

The amount of businesses, we have enough.

The community feel and crime rate

The community feel of Riverdale-keep the July 4th parade & park activities

The family atmosphere of Riverdale is what makes it great.

The river parkway

The river path of course, the separation of the residents and the storefronts

THE RIVER WALKWAY, please preserve and prioritize maintaining the trails. It's a great way to connect with nature without driving up to the mountains. I like the accessibility to the freeway and stores while still feeling like a safe suburb where I can let me kids play in the neighborhood.

The "small town" feel. Keeping zoning the way it is, and NOT building those massive apartment buildings that are going up everywhere else.

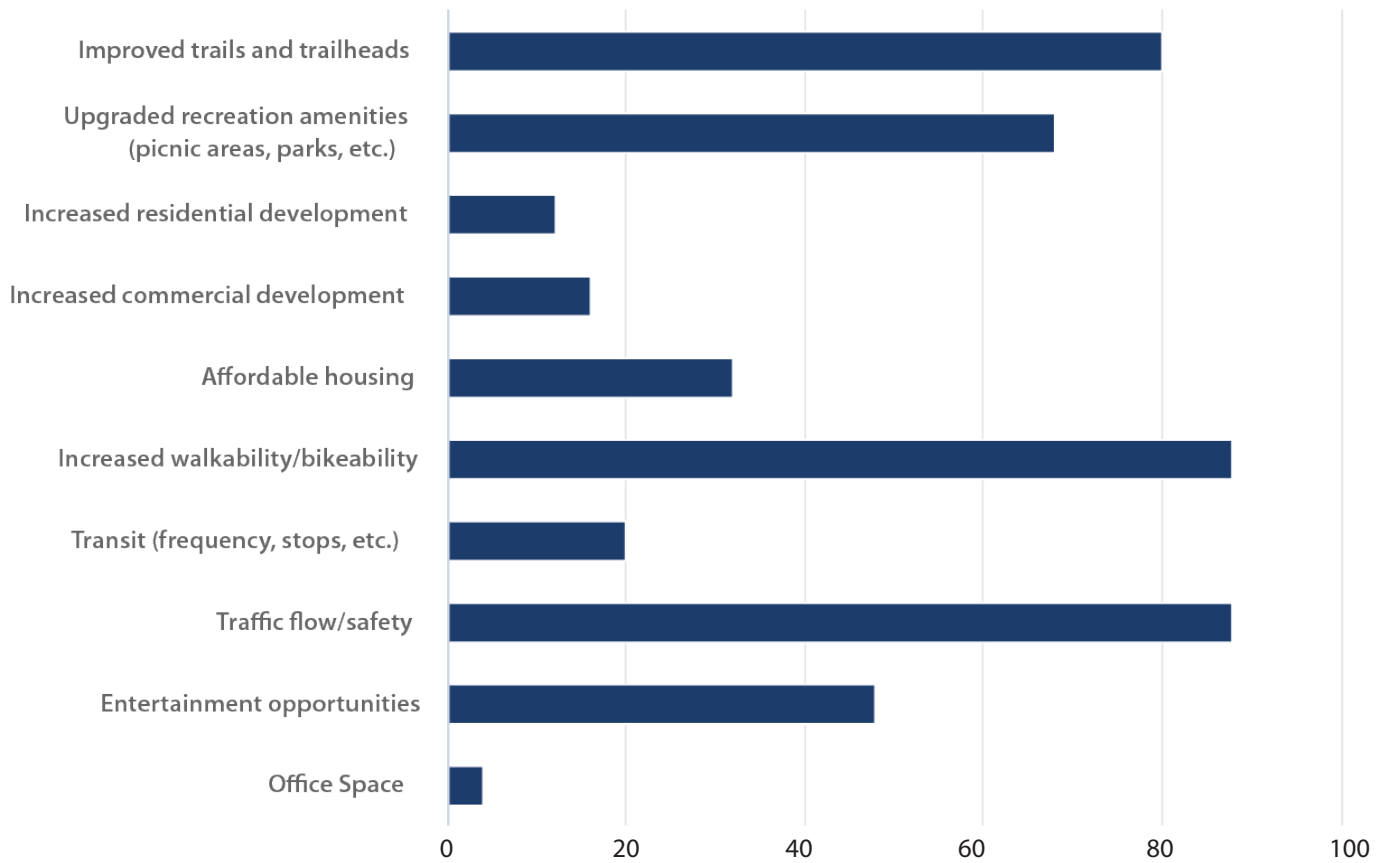
The view of the mountains.

Walking path at Riverdale Park.

Wide streets, no buses in other streets, parks, parks, wonderful police offices, Mayor willing to listen to all, civility, kindness, no apartment buildings.



**What improvements or enhancements would you like for Riverdale City? (Select all that apply)**



### **Other Improvements:**

A website that has info about things other than this plan. I just wanted to know when soccer sign up would be.

Congested business areas. Traffic in certain areas is getting dangerous. Dance studio on 5175 S needs to be relocated.

Traffic is dangerous due to not enough parking to accommodate. I've almost been hit several times.

Decrease the population.

Hire more police officers

I'd like to see more affordable residential development than commercial development.

Updated playground (toddler area and elementary age area) at the Golden spike park would be fantastic and greatly appreciated. I would use this park more, but the playground isn't well suited for my kids ages.

I would like to see the trail by the river be more family friendly. Better officer patrolled and maintained.

Just continue to monitor homes, and be friendly with neighbors. We need to support each other and make sure our children are safe at home, with a neighbor and when they out playing. We shouldn't let them be out past certain time.

More community areas. Such as community gardens, pickle ball courts, or things that aid in building a sense of community!

More family friendly city events

More traffic improvements on Riverdale Road. Make it so people can only turn right onto RR from businesses, replace flashing yellow arrows with protected green arrow turns at intersections, lengthen turn lanes, add a stop light on the road between Target and JoAnn so it's easier to turn left or go across from the businesses. I hate driving RR and almost every time I do someone almost gets an accident by doing something dumb. Make it so drivers don't have the option to be dumb.

No more residential growth, some commercial entertainment would be nice, but no more car dealerships

No more things. We have enough neighbor cities.

Pickleball courts would be nice

Protected left turns.

Riverdale has no homeless services although we do have a homeless population. What can be done to provide assistance and dignity to this vulnerable population?

Some sort of night life/entertainment. Less chains/more local food spots. Stop raising property taxes.

Traffic flow and traffic safety can mean two really different things. We could do some small & simple things to make it safer to walk and bike through the city, even if we can't do anything about Riverdale Road. Also we should think about encouraging redevelopment of blighted areas if we need more development or housing.

Try to keep up with road repairs when will more police officers be hired?

Upgrade mobile home lots to better long-term high density housing, such as townhomes (with adequate parking)

**Overall, what is the most important issue or opportunity you would like to see Riverdale City address during this General Plan update?**

Crime and the way affordable housing and apartments effect it.

Ensure new developments always have adequate parking

Farmer's market ideas

Get the vacant business buildings occupied

Housing affordability, development of easier access to weber river trail for the neighborhoods over by the old drive in theater, maybe a round-a-bout put in at that 5 point intersection as well if more housing developments are put on this side of Riverdale.

I enjoy the shopping environment by Target and Sam's Club area, but once I enter Walmart's parking lot, I don't feel safe at all. I don't enjoy being stalked for money as I go to my car. It's really a totally different world from one side of the street to the other.

Improve traffic flow and safety on Riverdale Road.

I'm worried that the state legislature is going to take away zoning & land use from cities. Growth is going to happen. Let's accept it and plan for it on our terms instead of theirs.

Increase walkability, increase green recreational space. Incentavise remodeling and redevelopment of old and blighted commercial properties over New developments.

The riverdale road area is a full and busy commercial area with many low income, service jobs, but no low income housing in the area. If Leslie's trailer park is closed, redevelo the area into convenient, well maintained low income housing for the service workers of the commercial area.

Infrastructure for an increasing population. Clean up some areas by the river not necessarily for use but to enhance the appearance.

It would be nice to have some closer pool area for exercise rather than having to go to Roy or Ogden.

I would love to see all of the vacant strip malls or shopping centers filled before building or adding more to the area. A lot of money and valuable material has gone into these building and to see them sit vacant is heart breaking.

Keeping Riverdale City a family friendly community - not adding more businesses which cause a drain on the city in the way of traffic control, crime, etc.

Keeping the friendly, livable appeal of the city and keeping it safe.

Lack of entertainment options both free (ie parks) and paid (ie waterparks/fun centers)

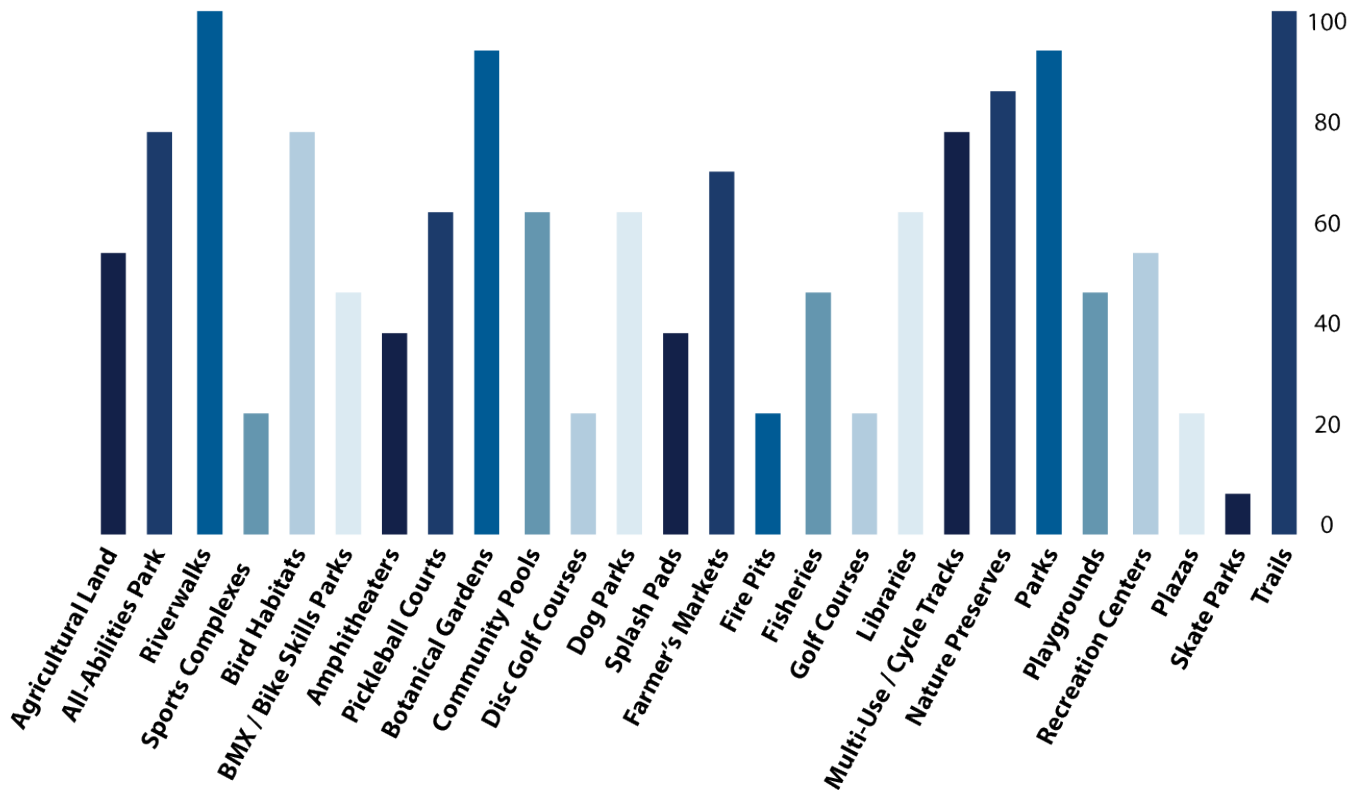
Limit feeds from side roads onto main roads except at traffic signals. No giant soccer complexes or fields please.

More trees in the park. The ones that fell were a big loss.



## Amenities Survey (ONLINE)

Select ALL the OPEN SPACE / RECREATION amenities you would like to see or preserve in your community:



### Other amenity ideas:

Maintain what we have and not spend money on something new

More nature and access to the trails please!!

Outdoor exercise. No more buildings.

We don't need a downtown or farmers markets or things that are already close by. And we don't need a downtown. Let Ogdén be downtown.

## Open House #1

The following feedback was gathered from direct engagement with Riverdale City residents at a public open house, held September 26th, 2022:

### LAND USE

- Trader Joe's / Food Options
- Affordable Housing
- More Houses
- Make Lions Park a Dog Park
- Buy house property for parking. Park is by roundabout on 4400 S & Parker Drive
- We need a Pottery Barn kids :)
- Event / Music Venue
- Walkable / mixed use
- City land separated from School grounds. Keep our kids safe :)
- Keep commercial land commercial
- Emergency room / Clinic
- Trader Joe's!
- Less fast food. More activity :)
- I love Riverdale. I live on 4400 S. I love our tree-lined streets, even though those trees cause bumps in the sidewalk
- Restaurant
- Give this section to Washington Terrace, its really confusing!
- Bridge connecting Riverdale Road to Washington Terrace to alleviate WT Traffic
- I like private property rights. Less central planning from the City. Lower taxes, no new amenities.

### DOWNTOWN

- Existing: Most Dots along Riverdale Road between 1050 W and 700 W
- Proposed: Split between the River and Riverdale Road between 1050 W and 700 W

### TRANSPORTATION

- Fiber to home (+ 4 votes)
- Right hand turn lanes – Beans & Brews, jack in the Box
- 4400 S + 700 W, dangerous roundabout
- Residential and shopping trolley loop
- More street lights on 4400 & safer crosswalks
- I hate rush hour
- I hate rush hour in Riverdale
- Left turn lane at gas station
- Open, green trails
- Bike trails connecting Weber River Trail and Rio Grande Trail
- Community Garden in front of Crabtree Auto
- Bottom of River Drive roundabout, Trim thins (plants) back so people can see
- Trail connection to Washington Terrace
- More security around the Elementary School
- New Elementary School! (+ 3 votes)

## Open House #1 (Continued)

### OPEN SPACE

- More streetlights, streets are pitch black
- Keep disc golf
- New fence, preserve rec center
- Preserve green space
- Clean up riverwalk trail. Wife felt it was unsafe to be alone. Add mild lighting?
- Keep natural feel here – Yes!
- Crosswalk on 1050 W & Ritter
- Youth football field, not with Washington terrace
- Dirt bike trail by city offices

### AMENITIES

- Agricultural land: 1
- All-abilities Parks: 13
- Riverwalks: 17
- Kayaks: 2
- Bird Habitats: 3
- Amphitheaters: 6
- Botanical Gardens: 5
- Disc Golf Courses: 4
- Community Garden: 1
- Splash pad: 16
- Sports field complexes: 4 + 1 no
- Bike Parks: 11
- Pump track: 2
- Pickleball courts: 8
- Community Pool: 29
- Rec Center/Gym: 12
- Dog Parks: 4
- Farmer's Markets: 10
- Fire Pits: 8
- Golf Courses: 4 + 4 no
- Multi-use / Cycle Tracks: 10
- Parks: 6
- Skate Parks: 12
- Fisheries: 12
- Libraries: 9
- Nature Preserves: 6
- Playgrounds: 12
- Plazas: 5
- Trails: 11

## Open House #2

The following feedback was gathered from direct engagement with Riverdale City residents at a public open house, held October 29th, 2022:

### OVERVIEW

- I like the people in Riverdale
- I like Riverdale how it is. Keep it the same
- Stay same

### LAND USE

- Keep & Maintain the Dirt mounds
- Preserve walking/biking trails
- Incentivize xeriscape for yards + 2 votes
- Keep stores open, don't have another mass shutdown
- Mixed use
- Townhomes over apartments + 2 votes
- Secondary bridge to alleviate traffic on Riverdale rd.
- Keep agriculture zoning by storage sheds

### DOWNTOWN

- Most Dots for existing Downtown: Along Riverdale Road between 1050 W and UPRR.
- Most dots for new Downtown: Around Sam's Club, Walmart, Home Depot

### TRANSPORTATION

- No more roundabouts
- Riverdale Road way too busy – Traffic Control
- Trails Parks Community Center
- Street Lights on Highland Dr.
- Faster Traffic make more lights and timing
- Secondary Route that can handle Riverdale Road Traffic
- Paint Curb for no parking on Highland Dr.
- Main Rd. Shops, Better roads

### OPEN SPACE

- Trail along old rail line
- Repave trail around Riverdale Park
- Safe Trails – Lights? Cameras?

## Open House #2 (Continued)

### AMENITIES

- Agricultural land: 4
- All-abilities Parks: 12
- Riverwalks: 15
- Bird Habitats: 4
- Amphitheaters: 7
- Botanical Gardens: 9
- Disc Golf Courses: 5
- Splashpad: 20
- Sports field complexes: 8
- Basketball: 1
- Bike Parks: 13
- Pickleball courts: 5
- Community Pool: 28
- Rec Center/Gym: 9
- Dog Parks: 12
- Farmer's Markets: 12
- Fire Pits: 17
- Golf Courses: 5
- Multi-use / Cycle Tracks: 10
- Parks: 10
- Skate Parks: 8
- Fisheries: 12
- Libraries: 11
- Nature Preserves: 7
- Playgrounds: 17
- Plazas: 8
- Trails: 14