

Minutes of the regular work session of the Ogden City Planning Commission held January 17, 2024.  
Meeting was conducted by Chair Sandau and began at 5:32pm.

Members Present: Jenny Sandau, Chair  
Cathy Blaisdell, Vice-Chair  
Jordan Aaberg  
Rick Safsten  
Mandy Shale  
Jeremy Shinoda  
Rick Southwick

Members Excused: Michelle Williams

Staff Present: Barton Brierley, Planning Manager  
Brandon Rypien, Sr. Planner  
Jannette Borklund, Administrative Assistant  
James Tanner, Assistant City Attorney

Others Present: Bryan Schade                    Dave Graf                    Greg Montgomery  
Brent Mayberry                                    Bruce Mayberry

1. Resolutions recognizing past commissioners Bryan Schade and Dave Graf.
2. Discussion of downtown projects: Union Station and Historic 25<sup>th</sup> Street refresh
3. Discussion of Lynn Community Plan update

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1. Resolutions recognizing past commissioners Bryan Schade and Dave Graf.

Mr. Brierley read resolutions honoring both Bryan Schade and Dave Graf and expressed appreciation to them for their years of service as Planning Commission members.

2. Discussion of downtown projects: Union Station and Historic 25<sup>th</sup> Street refresh  
25<sup>th</sup> Street

Mr. Damon Burnham stated a process has begun to redesign 25<sup>th</sup> Street to be in conformance with the Make Ogden Plan as it is identified as the first episode of that plan. This includes a connection to the proposed Wonder Block project as well as Union Station. Staff has contacted tenants and land owners to identify historical assets of the street as well as how the street could tell its story. The intent is to protect existing architecture and history of the street while creating better public space, making it more pedestrian-friendly. Ideas such as increasing the tree canopy and sidewalk widths can do much to enhance the pedestrian experience and make people want to walk along the street and enter stores.

He indicated the street is utilized for several events, as well as accommodating existing businesses. A public engagement process has occurred where different stakeholder groups were given potential options in an effort to obtain feedback, including creating the street as a primarily festival street and limit both parking and vehicle traffic, to creating a more green street with additional trees and planters and to create a trolley-centered street. Surveys were prepared and passed out at events, with staff engaging with users of the street. Open house meeting were held where the public could

use magnets to create a streetscape with a variety of drive aisles, pedestrian space, parking and trolley lanes.

The Design Workshop team has accumulated some historic information as well as how the street has adapted over time. Given information from that was gleaned, they have developed a concept plan for the street which incorporates the best ideas from both the festival street and the green street. He stated while some circulation method is warranted, the character of the existing street does not support a rail-centric trolley. The concept at this point would increase sidewalk widths on the north side due to the amount of sunshine with parallel parking, while the south side would retain angle parking with a smaller increase in sidewalk width. The intent is to utilize the parking structure which will be a part of the Wonder Block project, allowing some free short-term parking and paid parking for longer time periods. New trees would be planted, given more space for soil to support their growth and allowing them to mature which will improve the tree canopy and provide better health for both landscaping and pedestrians using the street. With an effort to create community space, more seating is provided as well as more street crossings and reduced crossing widths to make it more comfortable for pedestrians to use both sides of the street and to slow vehicular traffic. He described potential materials used at crossings, including stamped concrete or pavers to fit with the colors on the street with planters, lighting and monument signage as well as utility and drainage for the streetscape and to provide public restrooms for users of the downtown. The amphitheater plaza may be extended to provide a better connection to Kiesel Avenue and connect with the Junction.

#### Union Station

Mr. Burnham stated the City has been working with UTA for several years in trying to create a campus master plan for the Union Station/FrontRunner facilities and develop transit-oriented housing and businesses. After the adoption of the Make Ogden Plan, Design Workshop has assisted in the update of the plan area to fit with both the Ogden On Board and the Make Ogden plans. The City has since contracted with some developers who have been conducting public input opportunities. Information from these sessions is important to the future development of the Station, incorporating education, transportation, museums, culture and history, with a main focus to create connectivity with both 25<sup>th</sup> Street and other uses within the campus of Union Station. Many expressed the importance of historic preservation, heritage, art and cultural events as well as community gathering spaces, additional dining opportunities. Its connection to transportation is important, with suggestions that the FrontRunner Station be moved to Union Station in order to create a better transportation hub. Crossings at Wall Avenue is always a concern and safe crossings need to be provided. While the site is approximately 35 acres and is a huge undertaking, many stakeholders are involved, including UTA, UDOT museum tenants, Union Pacific and Ogden City. Many considerations are yet unknown with the completion of the interchange at 24<sup>th</sup> Street as well as the future of the 24<sup>th</sup> Street Viaduct. He stated both private investment, RDA, State and Federal funds are hoped to bring investment into the project.

He stated several ideas have come forward and some iterations of what might develop have been created, but market data and funding are not yet available. These are prepared in concept form with the intent of obtaining feedback. The revitalization of Union Station with a new museum complex to the south with train service returning on the west side of the Station with multi-modal

transportation using the BRT and train service. New development will incorporate a variety of mixed uses, including housing, transportation-oriented businesses, shops and restaurants. He reviewed potential plans, stating while new buildings may be built in front of the Station, their design would be required to provide a visual framework for the existing building and retaining the front plaza area. The physical connection to Historic 25<sup>th</sup> Street also is imperative to retain. He stated the City is in the process of working with UDOT to introduce traffic calming measures along Wall Avenue which might include planted medians, bump-outs at intersections, narrowed travel lanes. A new Wall Avenue Corridor Plan process is currently funded and will be initiated in the near future by the Planning Division.

### 3. Discussion of Lynn Community Plan update

Chair Sandau stated a directive from the City Council initiated this process asking consideration be given to the preservation of the history of this area. A public hearing had been held at the previous meeting at which time some residents in the area expressed concern with the proposed language and asked if future options for development might be stifled if the plan is adopted.

Mr. Rypien stated as the Commission discusses this plan, members should determine whether they agree with the directive of the City Council that it is important to preserve the history of the area as development occurs. He stated the perception is that it is difficult to identify and preserve historic properties as nominations must be approved by the City Council and felt the plan language would assist other owners if they desired to create conservation easements.

He indicated when the Planning Commission considers a legislative item, such as a rezoning, plan amendment, annexation or code amendment, one consideration is whether it is compliant with the General Plan. Because there is some significant history in the West 2<sup>nd</sup> Street area, residents have asked for its protection with their only current protection being local designations of specific homes in the area. They feel more needs to be done to protect the historic integrity of the area as it is one of the oldest original settlements in Weber County and the location of both a historic fort and Indian campgrounds. He stated language is provided to be added to the Lynn Community Plan to identify the need to preserve the history of the area. He reminded the Commission the General Plan is a guiding document for future development but is not part of the Code and not regulated the same.

Commissioner Southwick noted the Commission has recently reviewed two applications for rezoning within the Lynn Community, and while not in the historic area, he asked if they would have been held to the same standard as west 2<sup>nd</sup> Street. Mr. Rypien responded the Staff would review those rezonings and determine whether there are historic structures on the property, and if so, it may not change the recommendation, but would notify the Commission and Council of the structures and new development might consider ways the historic structure might be preserved. Discussion continued relating to the definition of historic structures, noting just because a building is old does not identify its ability to be defined as historically significant. In designating resources, the Landmarks Commission must identify several criteria are satisfied. He stated if a property were designated on the City Register of Historic Resources or if a map identified the location of culturally significant events occurred, and a petition was presented to rezone the area, as the petition is considered, it may be considered differently than if there were no historic significance identified.

Commissioner Southwick suggested while a property owner should have the ability to protect their historic farm, other property owners should have the ability to sell and/or develop their property even if buildings are old. He felt there should be balance and the plan should not tilt unfairly toward historic preservation. Chair Sandau noted the City Council had denied a rezoning in this area and asked what reasons were cited at that time. Mr. Brierley responded there were several reasons, but some were tied to the variety of properties with various histories as well as access issues to the proposed development. Commissioner Safsten agreed balance is important, expressing concern that a development is halted because of a potential historic resource. He wanted to eliminate subjectivity and allow the highest and best use to be considered as well as historic or culturally significant events. Chair Sandau asked who identifies whether a property is significant. Mr. Brierley responded while area residents have completed vast historical research of the west 2<sup>nd</sup> Street area, many buildings are significantly altered or in disrepair and the ability for enough contiguous historic homes to designate a district is questionable. He stated the Commission might recommend approval of a rezoning petition while requiring a historic marker be included as part of the development plan. He stated the Commission also might determine whether there is merit in preserving the history of this area or they may determine preservation of history of this area is not important and formulate findings to be forwarded to the City Council. Mr. Rypien reviewed existing monuments and signs which identify the historic features of the area.

He identified the location of the Lynn Community, which is located west of Washington Blvd. and north of 12<sup>th</sup> Street, stating the plan was first adopted in 1986, with some amendments since that time. Due to recent growth in the community, there have been petitions to rezone properties in this area for new developments and some area residents have opposed those rezonings as they felt the new projects would affect the historic integrity of the area. The proposed language would require the City to work with the developer to either prepare a design which would preserve a particular structure or to include a marker identifying the historic significance of the property. Chair Sandau stated while the Commission had considered the historic significance of the area at the time they recommended approval of the previous rezone petition, it was denied by the Council and felt while historic structures should be preserved, a balance needs to exist which will allow growth and change.

Mr. Rypien stated some language in the plan changes the word "shall" to "should", giving the Commission the flexibility to determine whether appropriate for each given situation. He indicated the additional language proposed to be added to the Lynn Community Plan would allow properties to be recognized or educational opportunities created which would preserve the history of the area while allowing growth and development. So while historic preservation is encouraged, it is not required. He noted both historic designations and conservation easements may provide some protection and are initiated by the property owners and not by Ogden City. The language proposed adds the word "voluntary" so people are aware there is a choice. Commission felt architectural design may do more to frame the historic area than prohibiting development. Property preservation is ultimately the choice of the property owner, but as property is sold and proposed for development, historic structures or spaces should be identified and determination made as to whether it should be preserved. Commission expressed concern with the amount of work this would create for both

the developer and the planning staff as well as the cost of time to complete studies in order to pursue a particular development.

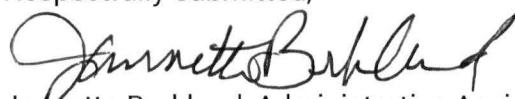
Mr. Rypien indicated the 1986 plan identifies the need for a public park on the west side of Wall Avenue. A property owner has recently expressed interest in donating land for use as a park while suggesting some historic structures be placed within the park. A park would also be a good location for monuments and signage which would educate visitors and residents about the history of the area. Commission expressed language should help those who read the plan understand the need for balancing historic preservation and development options for the future. He further reviewed changes proposed to community policies within the Lynn Plan, stating some target the 2<sup>nd</sup> Street area which would encourage preservation to the extent possible, but would not be a requirement. While policies suggest a historic district or neighborhood conservation might be considered, it would not be required, and after being studied, the City may determine whether there is merit for either of these. Again, designation as either of these would be the responsibility of the property owner. Discussion also continued centered on whether small farm operations should be allowed. It was indicated most existing properties have nonconforming rights for animals which protects that ability so long as the animals remain but new farms should not be allowed. Mr. Brierley stated development can occur while commemorating previous uses and identifying its history.

Chair Sandau clarified the additional language provides more information at the time a rezone petition is presented to the Commission and allows them to make more educated decisions. Commission agreed while commemoration is important, there needs to be balance for individual property rights and the ability to develop.

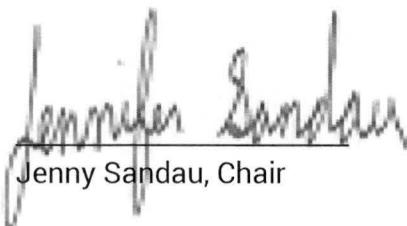
Mr. Brierley reviewed the upcoming February meeting agenda.

There being no additional business before the Commission, the meeting was adjourned at 7:45pm.

Respectfully submitted,

  
Jannette Borklund, Administrative Assistant III

Approved: 2/7/2024  
(date)

  
Jenny Sandau, Chair