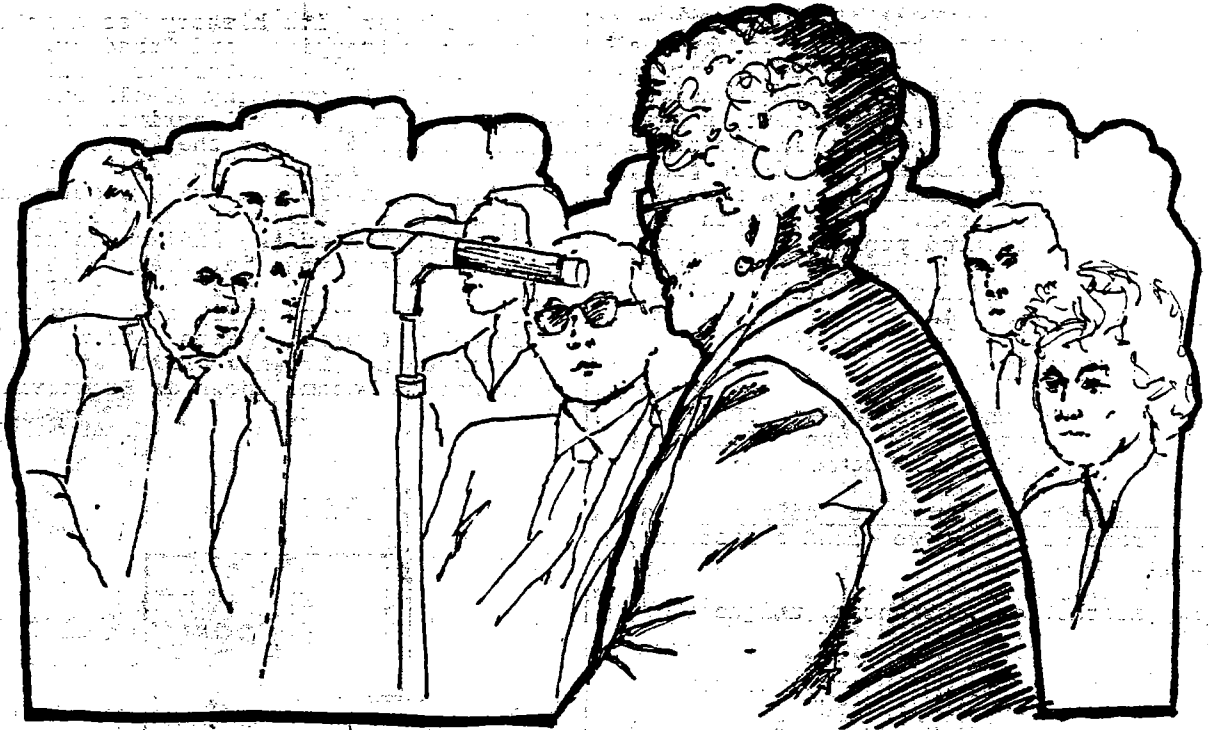


Ogden City

CENTRAL BUSINESS DISTRICT



R/UDAT

*Regional/Urban Design Assistance Team
of the American Institute of Architects*

INTRODUCTION

R/UDAT Program

The Urban Planning and Design Committee of the American Institute of ARCHITECTS has been sending design assistance teams to various American cities since 1967, to deal with environmental, urban and rural problems. These have ranged in scale from a region to a small town, and in type from recreational areas to public policy and implementation methods.

The team is formed at the request of a local AIA Chapter and supporting community leadership. Each regional/urban design assistance team (R/UDAT) is specially selected to include professionals experienced in the particular problems in the area under study. Members are not compensated for their service, and they agree not to accept commission for their work resulting from their recommendations.

Purpose

The purpose of the R/UDAT team is to help a community solve problems and identify opportunities. This review is comprehensive, covering matters of physical, economic, social and political importance. However, in no sense is its aim to offer a complete nor a final plan. This would be totally impossible for a four day R/UDAT team to accomplish. Yet, with the talents of seven experienced professionals drawn from throughout the United States, it is hoped that some light can be shed which will be of use to Ogden City.

CHARGE TO THE R/UDAT TEAM

The city of Ogden and the Ogden CBD focus committee have requested the following assistance from the AIA R/UDAT committee:

To provide outside experts to address major problems in areas we feel we need assistance, specifically:

- a. Image: aesthetics, entrances, unique identity;
- b. Management: tenant mix/searches, dilapidated and empty buildings, maintenance of buildings;

"I disagree that image is the big issue. Either I'm living in a vacuum, or they're living in the past!"
"In the 11 years I've lived here, Ogden's worked for and built the Ogden Mall, restored the Radisson, started 25th Street, built the YWCA and Human Services. We have every opportunity to access government, an ideal system of government."
 — Di Allison

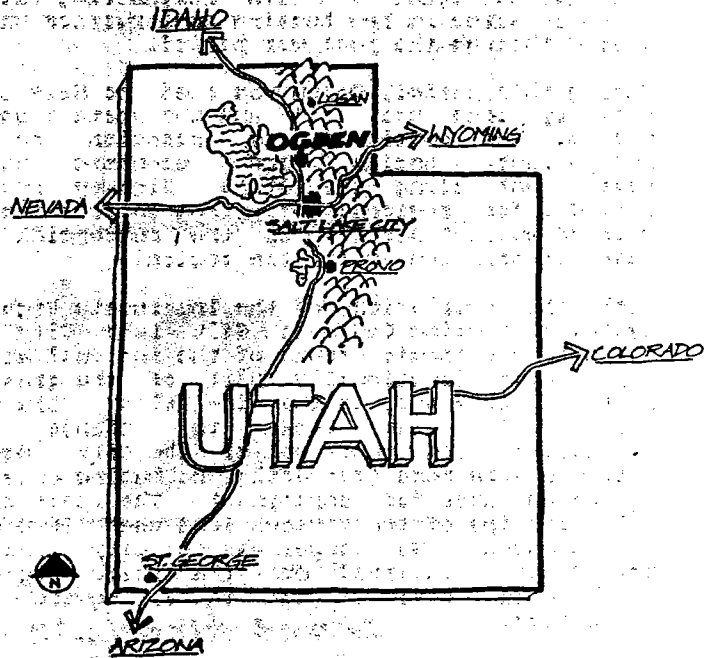
- c. **Economics:** Are we too dependent of government? What other alternatives are there?
- d. **Transportation:** Access to the CBD, need or lack of need for one-way streets, parking strategies.
- e. **Finance:** Suggestions for financing beyond those already used by the City.
- f. **Tourism:** What ways can entice more tourists?

To develop the beginnings of a CBD Plan:

- a. Tie together the government, retail, and historic parts of the CBD (see map).
- b. Use outside experts to help us focus on constructive and positive actions to enhance our CBD.
- c. Evaluate the work that has already been done.

BACKGROUND

Ogden began its history as a settlement servicing fur trapping and trading. Names such as Ogden, Weber, and Bridger all came from this period. As trapping declined, exploration and settlement parties arrived in the area. The most significant of the parties was headed by John C. Fremont, in 1843. In 1844-45, Miles Goodyear, an Indian trader, settled on the east bank of the Weber river (Fort Buenaventura) at the junction of two Indian trails. In 1847 the Mormons arrived in Utah and Goodyear sold his fort to them for the sum of \$1,950. In March 1848 the Mormons officially moved into the fort, led by Captain James Brown. The fort was renamed to Brown's Fort and the settlement around it became known as Brownsville.



A flood along the Weber river in 1850 caused the Fort and the surrounding settlement to be relocated. It was at this time that the settlement took on the name of Ogden. In 1851 the City of Ogden was incorporated. By the 1860's businesses had begun to be established in the City. Jonathan Browning, James Horrocks, Arthur Stayner, William Piddock and Samuel Horrocks had all opened commercial businesses. Ogden was becoming a supply center for the surrounding agricultural areas. It functioned as an independent service unit for the surrounding area with its main supply tied to overland routes to Salt Lake City.

In 1869, the Union Pacific railway building from the east and the Central Pacific building from the west met near Ogden at Promontory, Utah in the famous Golden Spike Ceremony on May 10, 1869. This new form of transportation was about to transform Ogden from an agriculture supply center to a railway center. Ogden's population began to grow almost doubling every decade until 1900. With the coming of the railroad, opportunities as well as liabilities for Ogden also increased. Some of the "colorful" elements of society established themselves along 25th Street, which established and maintained the character of the street through the 1950's.

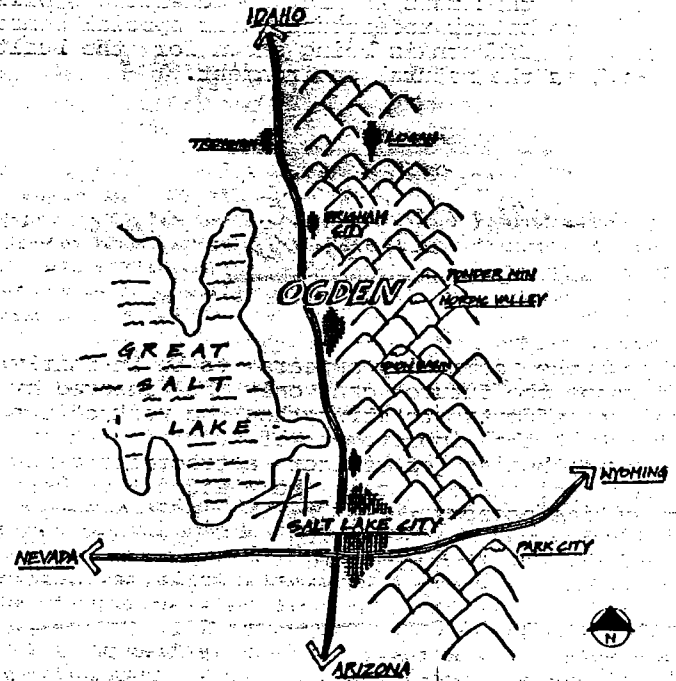
Ogden continued to serve as a major rail center through the 1920's. The depression of the 1930's affected Ogden in much the same fashion as the rest of the nation. The New Deal public works projects initiated by Roosevelt provided Ogden with not only needed jobs, but also some lasting landmarks, e.g. the Municipal Building, the Forest Service Building, and the Ogden High School.

When World War II began, Ogden was rescued from its economic hardships and became a center for defense installations. The Ogden Arsenal, Hill Air Force Base, Utah General Depot, and the U.S. Naval Supply Depot at Clearfield created many war jobs and a major demand for housing. As a consequence, Ogden and its neighboring cities began a surge in new housing construction which lasted through the post war period.

During this period, Ogden was tied to Salt Lake City by both the rail and the state highway system, but continued to function as an independent social and economic unit. Development along the State Highway system provided for regional comparison goods shopping with "downtown" serving as the commercial and institutional center for the region.

With the completion of the Interstate Highway system connecting Ogden to Salt Lake City and the strong economic growth of the regional area, Ogden became functionally part of the greater Salt Lake City area in the mid-1960's. This new relationship also began to change the composition and function of the City. Ogden Citizens were more frequently commuting outside the Ogden area for employment. The functional relationships of the various land uses in Ogden also changed. No longer was the City oriented toward the railroad or the state highway (Washington Blvd.), but rather toward the Interstate.

*"I think Ogden is the
best-kept secret in the State"
-Dutch*



salt lake city / ogden regional map

Another phenomenon was occurring at this time throughout the United States in retail marketing. Major national "chain" stores were being established and new "regional malls" were coming into being. The shopping patterns shifted from the traditional downtown core to suburban centers. Ogden was faced with the dilemma of building a new shopping center on the urban edge or rebuilding its core into a regional shopping center. Unlike many communities throughout the United States Ogden had the vision and fortitude to rebuild within its core area, thus maintaining the city center as the major focus of the community.

Despite all of the efforts that Ogden has made to insure the economic health of its core area, decay of the traditional functions continued to occur. Our charge over the past few days has been to investigate the reasons and to present our recommendations to the community in this report.

In order to evaluate the situations which exist and understand their depth and interrelations we began our investigation with an evaluation of the communities assets and liabilities.

4 Ogden R/UDAT, Monday, November 16, 1987

Although Ogden should not expect growth such as it experienced in the war and post war period it can expect to continue to grow in an orderly and healthy manner. The community has an established and growing economic base. There are many programs being planned and implemented which will help to insure the continued growth and redevelopment of the communities core area. Ogden has been able to retain key pieces of its history so that this and future generations will be able to better understand their special sense of place. Concern is being shown for the built as well as the natural environment.

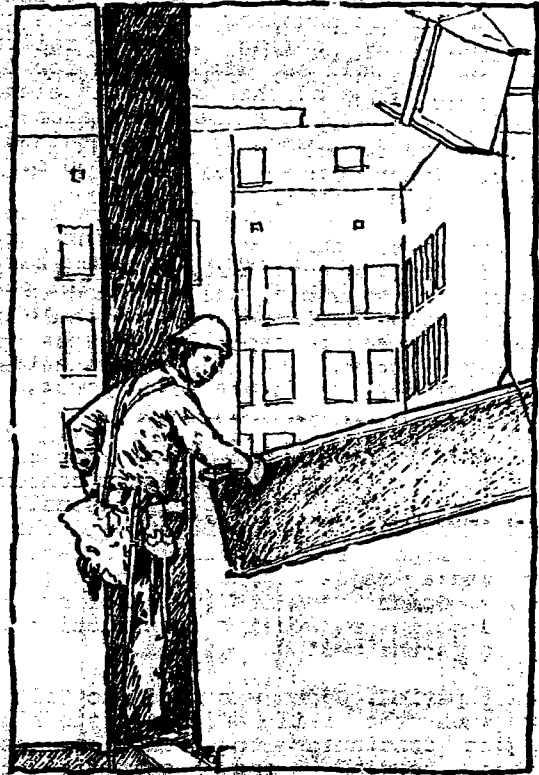
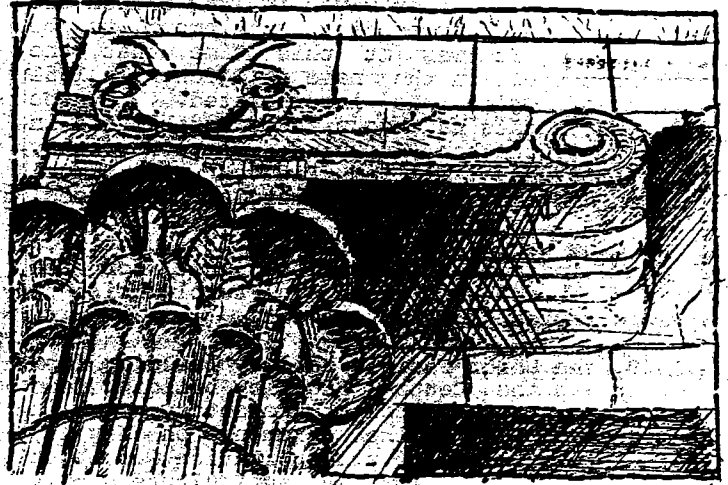
*"I love Ogden, and
I shall work for it."
—Helen Yen*

Although the community appears to be in fairly good shape the future can only be insured by continued efforts to strengthen the work of the past. With the improvement of the airport and the strengthening of visitor attractions a new tourist dimension can be added to the communities economy.



Likewise the physical improvement of the core area to attract business and visitors from throughout the Salt Lake City area will insure that Ogdens unique place in the metropolitan area is maintained.

These improvements can only be achieved if the communities fiscal and human resources can be focused on defined objectives. The community must commit itself to support these investments so that they can leave for future generations an Ogden which is as gracious and healthy as past generations left for them.



OGDEN'S ASSETS

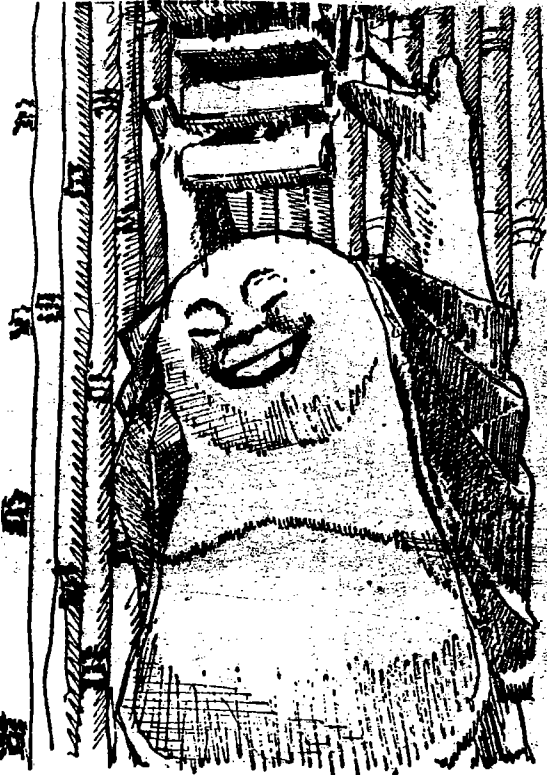
Every community is blessed with assets, things, events or people which give that community its positive identity. Ogden is going through a transitional period today which has caused some to lose sight of its assets. When one looks around and sees some of the liabilities, which exist in every community, they can easily forget about the good things that are also visible.

The R/UDAT Team has heard from some in Ogden that there seems to be a lack of pride; that the downtown is dead; that stores are vacant because there's no business; that there is no image or focus in Ogden; that there are no entertainment spots, and that because of blight and deterioration, downtown is unsafe. The list goes on.

One of the most important things that the R/UDAT Team would like to leave with the citizens of Ogden is the assurance that you have a tremendous amount of unique and valuable assets. We want to remind you to recognize them, to appreciate them and to celebrate them. For when you do that, Ogden can solve any problem it faces and meet any challenge it encounters.

So that you can share this view with us, the R/UDAT Team is listing here a few of the assets we found which are valuable, unique, and which represent the rich heritage of the people of Ogden. These assets can be capitalized upon for stability they embody, and for the potential that they suggest for the future development.

*"Let's have curb appeal."
- Clifford Orten*

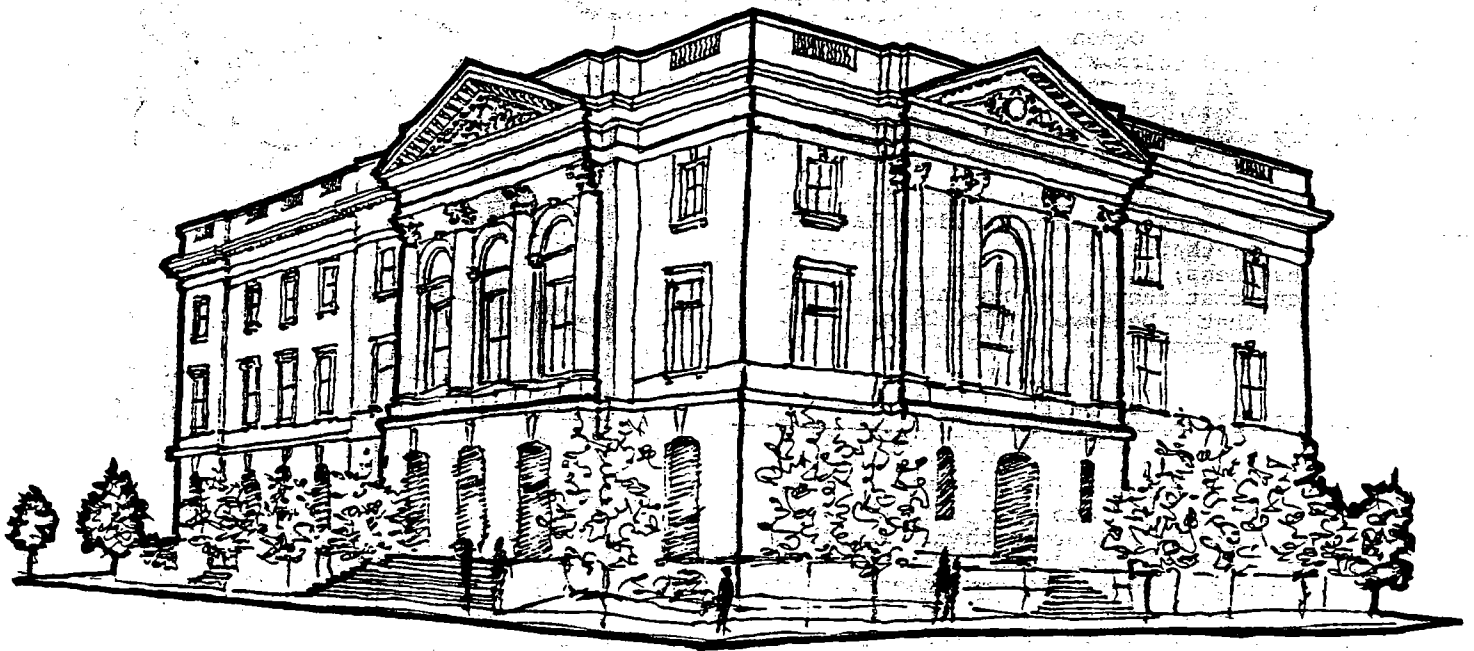
The People

Every R/UDAT Team member agrees that Ogden's greatest asset is its citizens. In Ogden we met people with energy, people who are loyal to the things they love, people who are willing to stand up and fight for what is theirs. We met people who are dedicated to causes and we have seen the evidence of many successful efforts.

We met people who are strong, yet patient enough to devote much of their time to civic improvements. We have seen people quick to call things the way they really are, and honest enough to say they may be part of the problem.

We have seen in people the roots of their pioneering forefathers -- headstrong and proud, and yet willing to listen and humble enough to ask for help. We have heard in the same breath, rage over an injustice and laughter at their own inability to recognize solutions or clumsiness over an attempt. We have heard the proud boasting of railroad men and the tender expressions of concern expressed by the mothers for their children in whom they see the future.

Ogden is blessed with one of the best assets of all -- a people who care. Their love for their roots and for their city is genuine and unpretentious. We believe this is the asset which will allow Ogden to continue to meet any challenge and any opportunity with the commitment necessary for success.



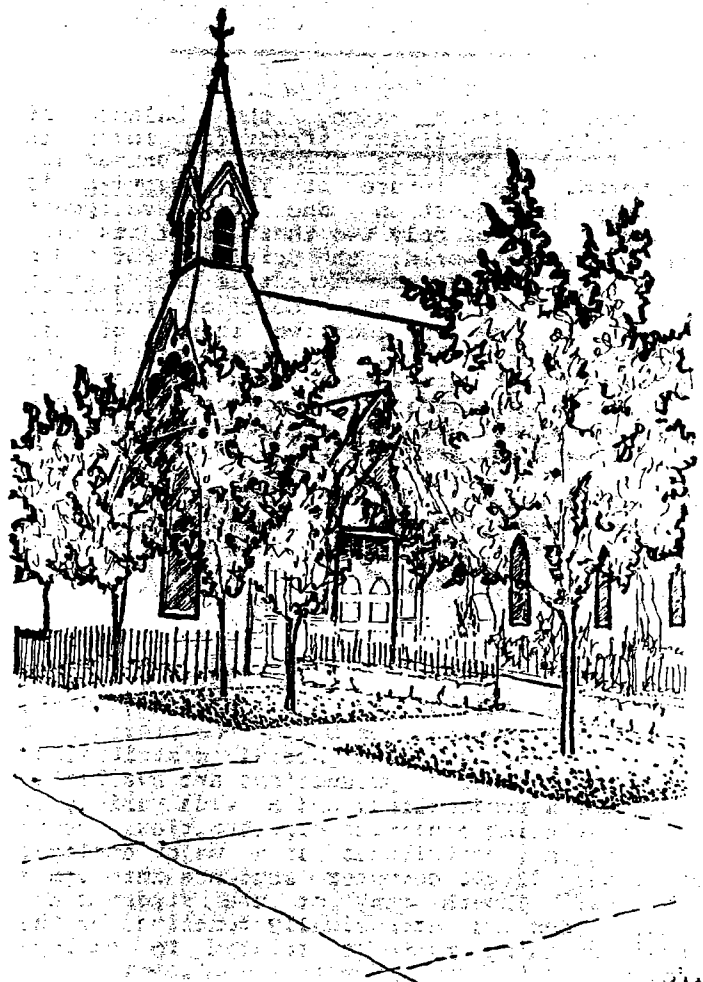
Cornerstones

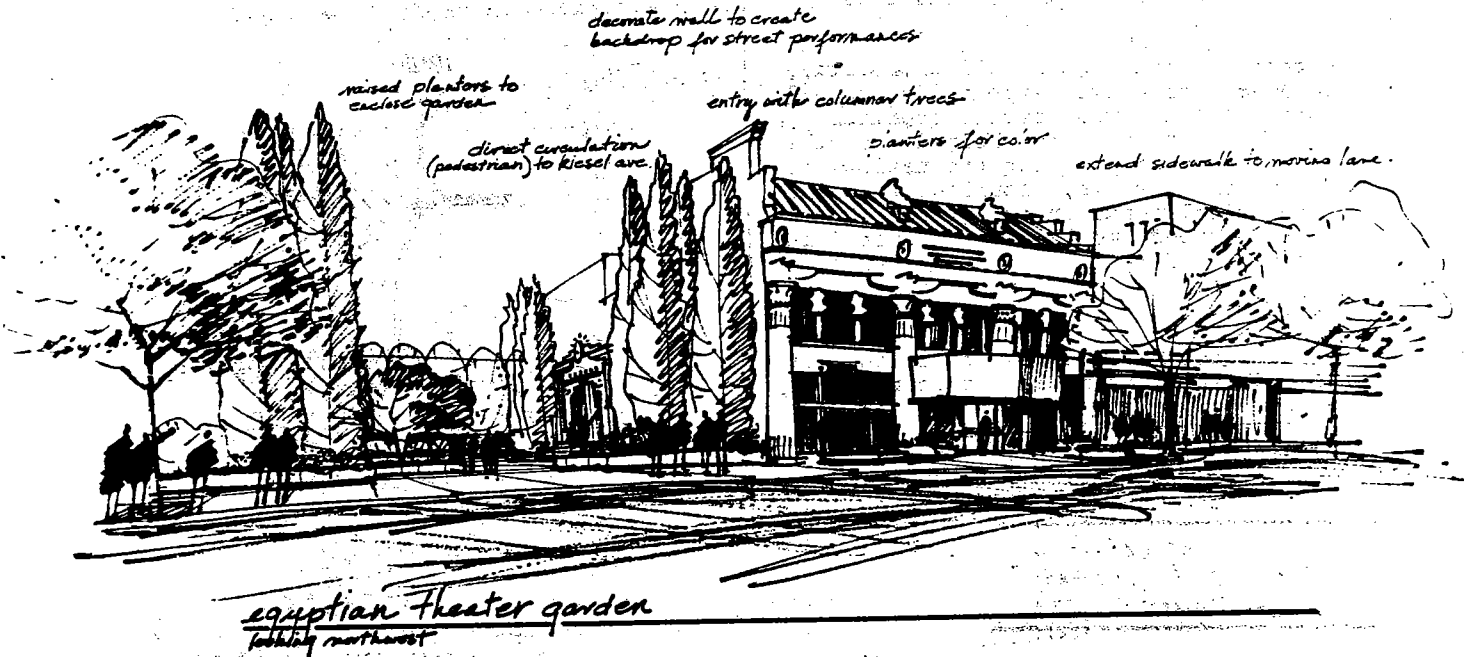
Ogden has been blessed with many fine symbols of the past, architecturally significant structures and spaces spotted throughout the community. These are the cornerstones, laid in the past, and available to be appreciated by present and future generations. In fact, they should properly be viewed as cornerstones for future development of Ogden, providing points of focus and lending continuity to the cityscape.

Union Station and Historic 25th Street are a natural focus. Here is where Ogden grew and changed, prospered and celebrated. Because of location, scale and ongoing support, The Station and 25th Street provide opportunities for a very significant core of downtown Ogden activity. As a railroad museum of regional and national significance, Union Station can become as alive and festive as it was when it was the crossroads of America. Historic 25th Street with an infusion of new uses and restoration, can provide a vital link between the station and downtown Ogden. The potential and magnitude of development at this focal point is unlimited.

Already restored and serving today's lodging market is the Radisson Hotel. Similarly, The Old Post Office is providing quality office space in the heart of Ogden. Two fine churches, the Episcopal Church of the Good Shepherd and St. Joseph's Catholic Church, serve not only their Ogden congregations, but also provide visitors with a glimpse of the richness of Ogden's past.

The Residence of John M. Browning, a legendary inventor of firearms, is now available for proper restoration, which would provide a fine community complement for the Browning Museum at Union Station.





One other landmark among the balance of historically significant structures found in Ogden, is the Egyptian Theater. Unused and unrestored, the future of The Egyptian is presently in question due to development pressure. One of only two theaters of its kind remaining in the world, the citizens of Ogden face a challenge of commitment if the Egyptian is to be saved. The cost of purchase, restoration, use or adaptive re-use of this handsome structure will be significant. The Egyptian Theater provides a very real test for historic preservationists and concerned citizens of Ogden. Without concise and committed action, one more landmark treasure will be lost.

These cornerstones of the past should be preserved and held up as proper reminders and symbols of the richness of Ogden's heritage, and should serve as focal points of celebrations and community activities.

Weber State College

Weber State College is not only a valuable educational resource for Ogden, but provides an important cultural and social contribution. Fine arts and music productions are available, as are drama productions, and a wide variety of adult continuing education opportunities. Weber State not only contributes as a major employer but brings 12,000 commuter students into Ogden each week. Though many of the students are local, Ogden is economically benefited by the normal spending patterns related to college life.

Ogden could be further benefited by Weber State if more city-college exchange work could be encouraged. Business representatives could be guest lecturers; college staff could assist in applied research, market analysis, art exhibits and performances in loaned downtown spaces or plazas, to offer a few examples among many. Such a relationship between downtown Ogden and Weber State would reinforce both assets, and could further demonstrate the community values of the people of Ogden.

Ogden Airport

An asset which shows exciting potential is the Ogden airport. The R/UDAT team strongly recommends immediate support at local and state levels to provide Ogden airport with an instrument landing system, and priority commitment to other required improvements to upgrade the airport to its finest state. Because of available markets in the mountain region, Ogden airport could be the closest to winter sports areas of any airport in the nation. Not to take advantage of this potential market would be a tragedy. With 8000 ft. of runway and an I.L.S., the sky's the limit!

*"I've flown over 300,000 miles,
and I'm damn tired of
Landing in Salt Lake City!"*
-Don Gile

Ogden Mall

The Ogden Mall is seen by some as the cause of downtown's decay, and by others as the only thing keeping downtown alive. The R/UDAT team understands that the the Ogden Mall necessarily caused relocation of some streetside retail establishments. This was even recognized by many in Ogden who supported and helped push the mall through to completion. But the nationwide trend toward suburban malls, coupled with the demand for new vital space in the greater Ogden area, in all likelihood would have resulted in the establishment of a mall of similar size outside of the downtown area, thus causing the businesses that moved out to do so anyway.

The asset that Ogden Mall represents is that it has captured and stabilized the proper retail market share for downtown Ogden. People are now coming into downtown Ogden who would be going elsewhere. The economic impact of the Ogden

*"We can't get people to come out of the Mall"
- Mayor Madsen*

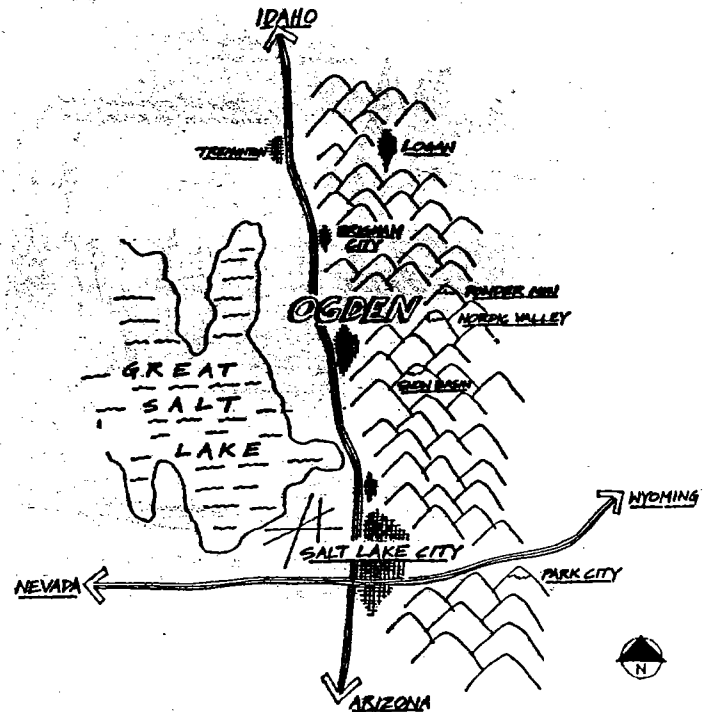
Mall is discussed later in this report, as well as some suggested improvements. The R/UDAT Team feels that without the Ogden Mall, downtown would now be facing severe redevelopment issues, much more severe than the relatively minor number of vacancies found today. The Ogden Mall should be marketed to its full potential as the asset it really is.

I-15

Ogden should take advantage of another sleeping giant and that is the 30,000 interstate travelers that pass only 1/4 mile from downtown on I-15 everyday. And Ogden has the advantage of close proximity to the interstate without the disruption of ugly, elevated causeways and interchanges in the heart of town where few local street systems can manage the traffic impact, let alone the visual blight. Markets from throughout the Rocky Mountain Region can be tapped with an improved exit downtown at 21st Street, along with attractive advanced signage.

Regional Center

Downtown Ogden has become a regional center for employment and for services, and has tremendous potential as a regional tourist destination, centered around the Union Station/25th Street development. Aggressive efforts on the part of the Ogden City Administration and council are causing additional major employers to seriously consider downtown headquarters. Due to its position as a regional center, and due to the kinds of business and governmental operations that have located here, Ogden has enjoyed stable growth during a period when, cities of comparable size have experienced unstable and wrenching changes due to enonomic cycling. This steady-as-she-goes phenomenon is a unique and valuable asset for Ogden.



salt lake city / ogden regional map

City Government: The success of any community depends in part, on the quality and commitment of its city government and government's ability to respond to the challenges facing the community as a whole. Ogden City clearly deserves high marks in this area. Your City staff is an impressive, well-trained group of professionals who demonstrate a strong commitment to the community. Likewise, the City Council and the various committees and commissions who advise the Council all possess a great deal of enthusiasm and a good understanding of the community's needs.

Moreover, the City has demonstrated the ability to take advantage of numerous financial tools and techniques such as the neighborhood development agency and a wide variety of state and federal financial programs. It is essential for the City to take an active role in the economic development of the community and Ogden has positioned itself very well to perform that role.

Business Community: Ogden also enjoys an active business community willing to dedicate time and money in the interest of overall community improvement and economic development. Organizations such as the Ogden Industrial Development Corporation, 25th Street Development Corporation and the Weber County Economic Development Corporation are able to encourage

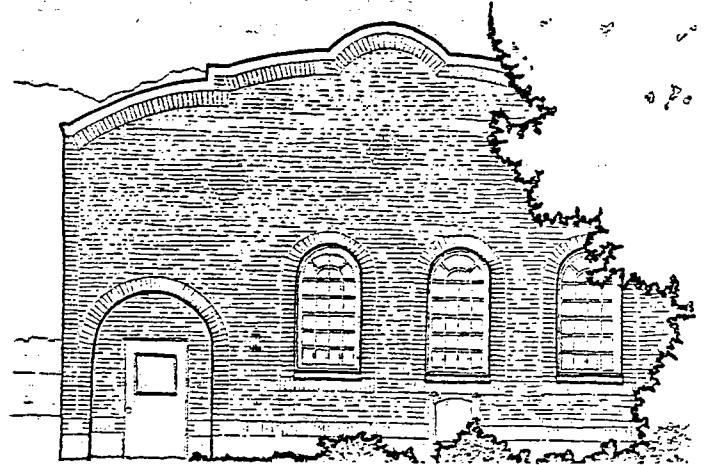
and provide direct assistance to new businesses. Other groups such as the 25th Street Business Owners Association have been formed to address issues and concerns unique to their area in a manner that benefits the community as a whole. On a larger scale, Mission 2000, a business-based organization, has been created to address a wide variety of issues aimed at the betterment and economic development of Ogden City and the surrounding communities. As with city government, business must play an active part in the further development of the community and Ogden is fortunate to have a strong commitment in this regard.

Public/Private Partnership: Another important asset is present in Ogden in the form of public/private partnerships where government and the business community have come together to pursue common goals. The Downtown Ogden Association and the Golden Spike Empire are examples of partnerships that have proven to be very effective in promoting and marketing the community. The CBD Focus Committee is another example of the city and community joining together in a broad-based group aimed at developing positive, comprehensive approaches to the issues facing Ogden. These kinds of joint efforts are essential to community problem-solving and progress.

Citizen Involvement: Certainly one of the most important assets of all is the high level of involvement in the community on the part of the citizens of Ogden. We have been extremely impressed, not only with the level of involvement in terms of sheer numbers, but also with the quality of that involvement and your ability to get things done. The specific groups and individuals are far too numerous to mention, but it is very clear that Ogden enjoys an unusually high degree of community support and citizen involvement. This is an asset which will continue to be extremely important as you address the challenges ahead.



Recreation: The year-round recreational opportunities available to Ogden residents and visitors are among the area's most important assets. The mountains to the East give easy access to some of the best skiing in the country. You enjoy a wide variety of summer and winter activities available in numerous park and recreational facilities, including five state parks, two national forests, and the Great Salt Lake, all in close proximity to Ogden. Promotion and marketing of this important asset can bring significant economic benefits to the entire region.



Quality of Life: A somewhat intangible, but nevertheless very real asset of Ogden is its "quality of life". We heard you say over and over that you came or remain in Ogden just because it's a great place to live and raise a family. You mentioned the lack of crime, the beauty of the area, the numerous recreational opportunities and many of the other "assets" we've listed here. You like it here, and you plan to stay here.

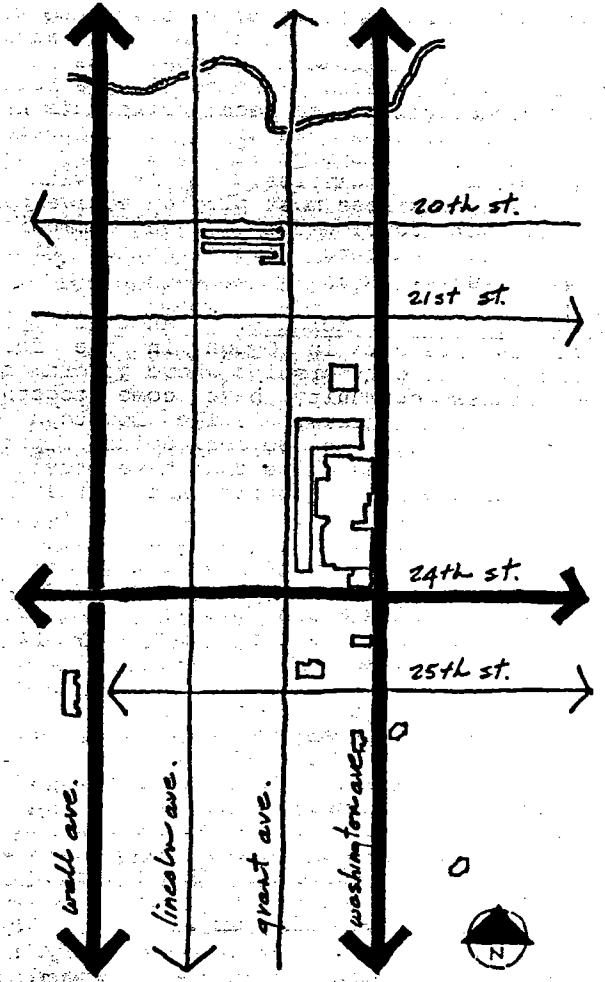
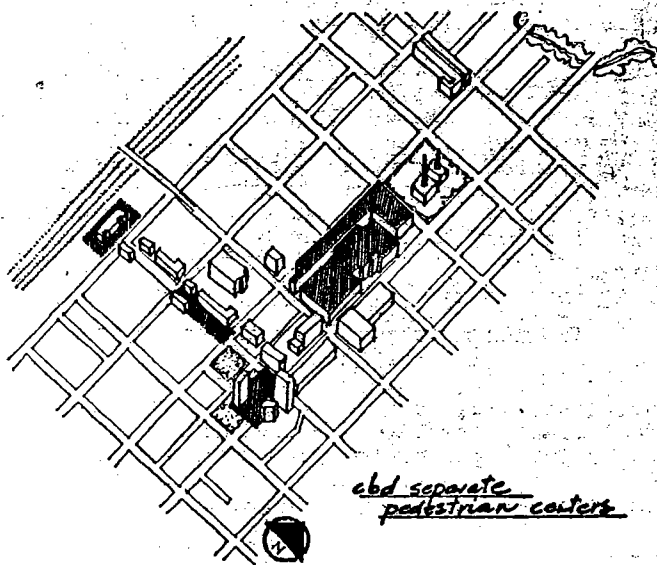
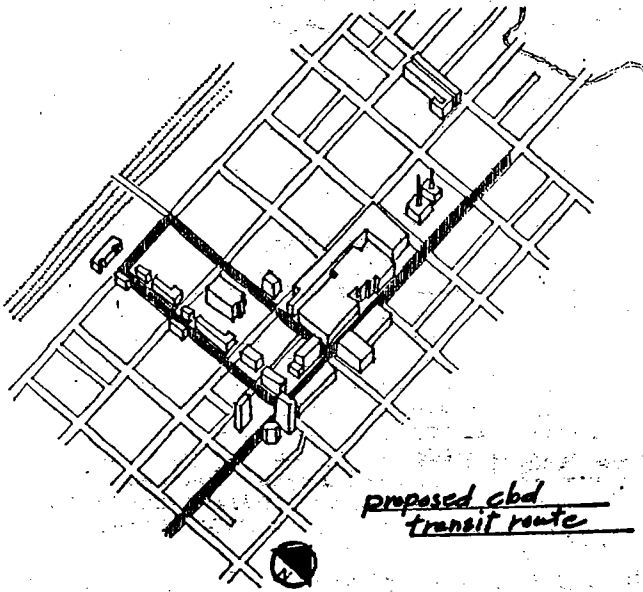
All of these assets give the Ogden community much to appreciate. They are an important reflection of the stability, health and vitality of Ogden and its available markets. A sense of appreciation for the good things about Ogden should be fostered constantly, and celebrated regularly. Renaissance festivals, ethnic celebrations, events commemorating everything from steam engine birthday parties to adopt a neighborhood or rose garden events.

And the best asset, the people of Ogden, should be appreciated for their unique talents and for their loyalty to the community. Local professionals should be used as prime consultants, local businesses supported for their commitment to the community, and local leaders rewarded for their tireless dedication. There's nothing wrong with patting one's self on the back when it's deserved, and the assets of Ogden prove that her citizens deserve strong and continuing thanks and appreciation.

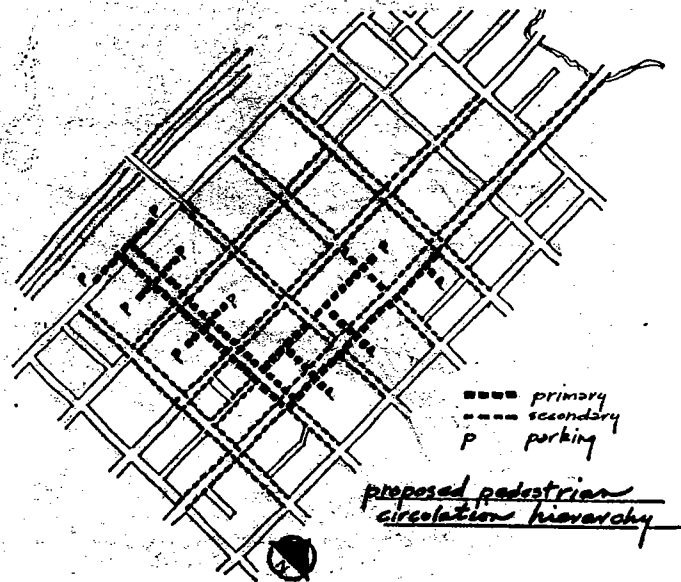
URBAN DESIGN PLAN: CENTRAL BUSINESS DISTRICT FOCUS COMMITTEE

Throughout our visit the R/UDAT Team has heard a repeated appeal from all segments of the community to bring focus to downtown Ogden. This is clearly an understandable plea since the downtown is lacking in defined edges, clear pedestrian pathways, order, and special handling of gathering places. There is no focus and no recognition of the primary assets found within the city center.

The team is proposing an Urban Design Plan in concept form in order to demonstrate the type of solution we feel would be most appropriate to the community's appeal for focus downtown. The plan is intended to provide a significant entry into downtown, focus on the Union Station/Historic 25th Street complex, linkage of 25th Street with municipal gardens, and provide appropriate treatment along Washington Boulevard to the Ogden Mall and the Mormon Temple.



cbd vehicular circulation

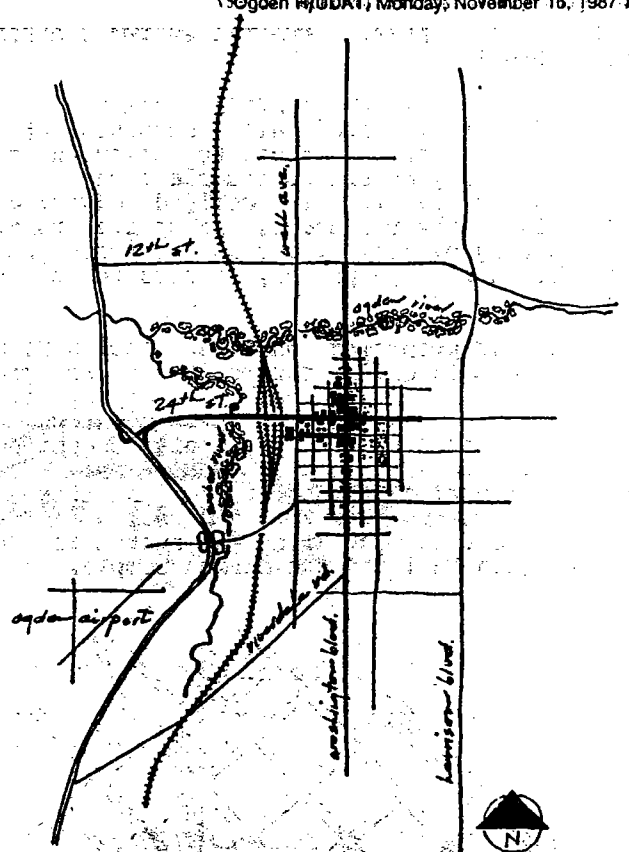


Entry

Appropriate signage, landscaping and markings should alert freeway travelers well in advance of the 24th and 21st Street exits from north and south. Consideration should be given to the use of several miles of roadside planting continuously so that there's no doubt that a special event is approaching. The Union Station Railroad Museum and historic 25th Street should appear on every downtown Ogden exit sign in advance of the 24th and 21st Street exits. The plan would include, at two carefully selected sites north and south of the entrances, the location of two full-scale replicas of steam locomotives appropriately mounted with signage and background tree line. There should be special lighting from these spots continuously into downtown Ogden.

As traffic approaches Wall Street, special signage, street texture and markers should make an immediate and complete statement of arrival.

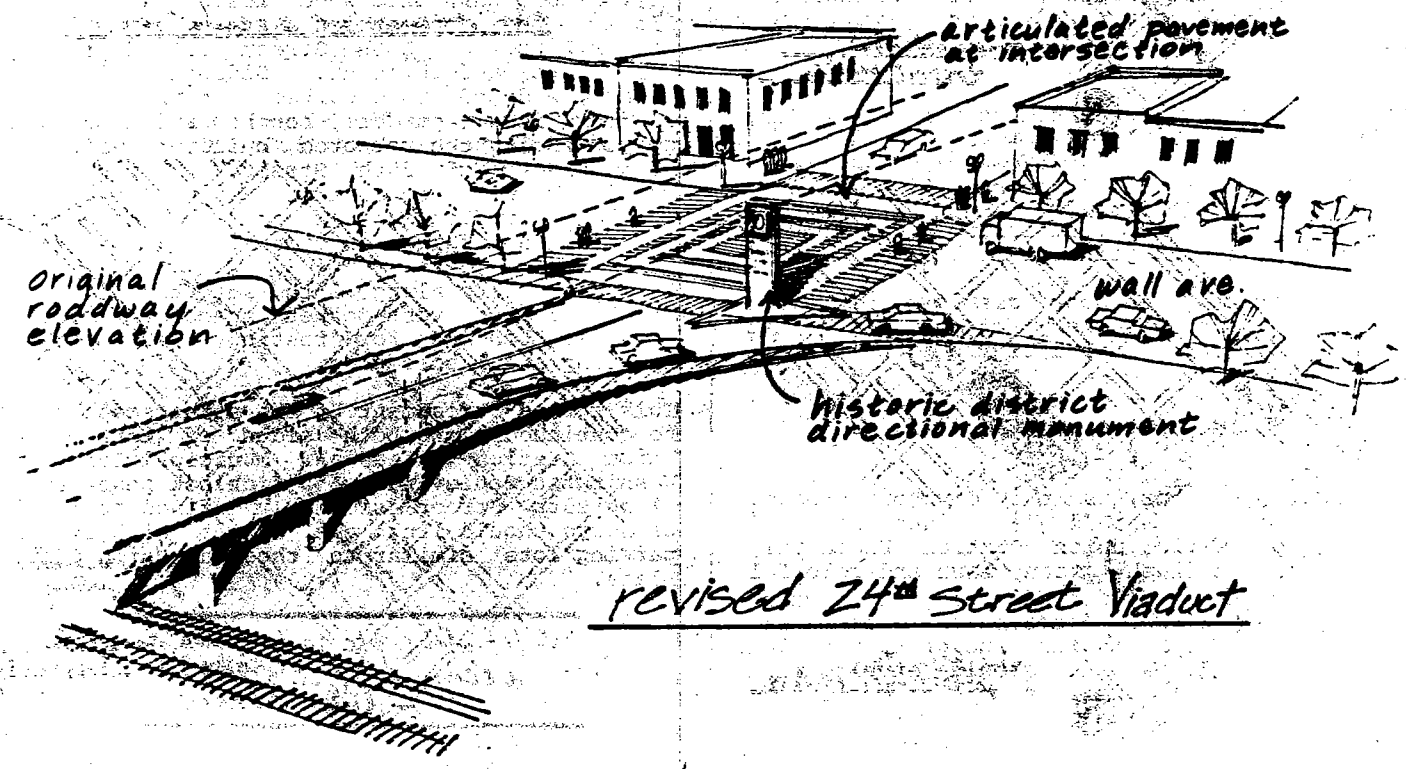
Turning on Wall Street toward Union Station should be clearly defined and suggested, and travel along Wall Street pleasant, tree edged, well lit and focused on the Union Station plaza.



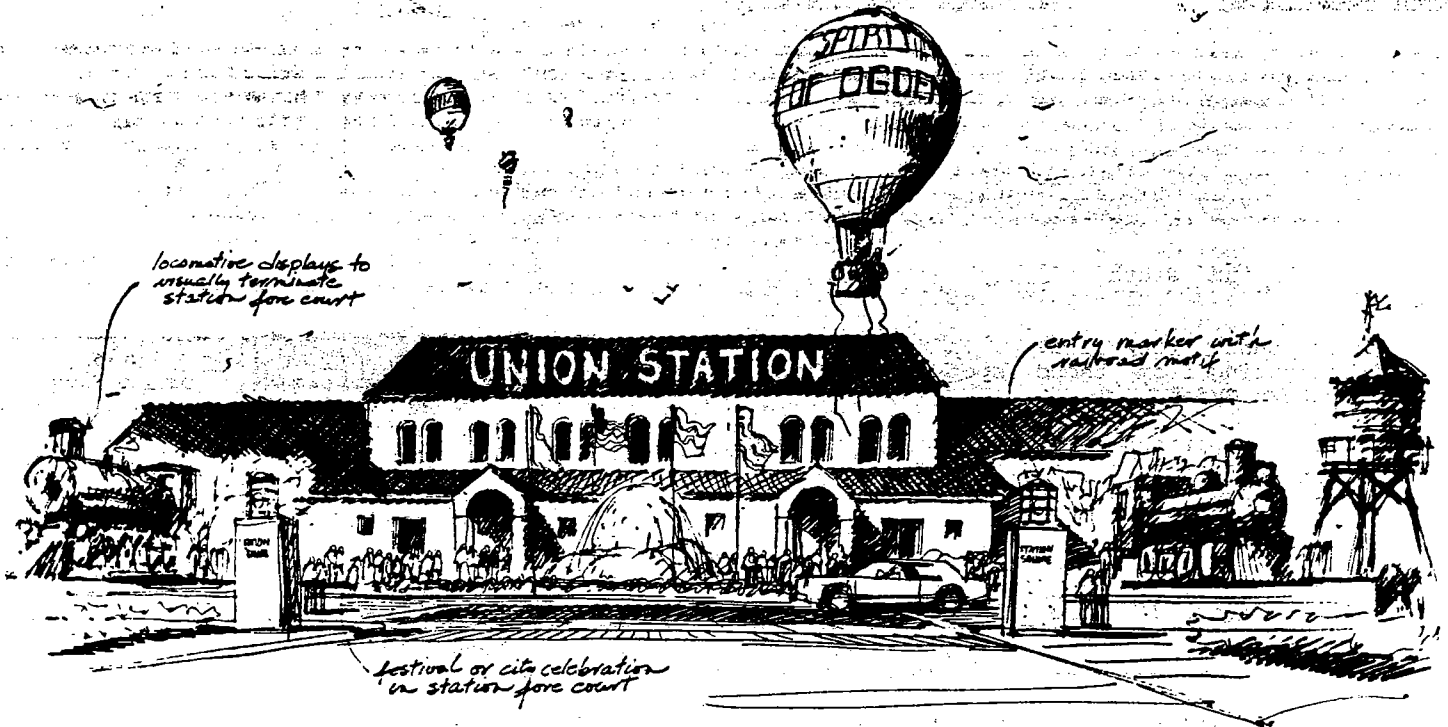
ogden access map



potential uses



revised 24th Street Viaduct



development of union station

Union Station Plaza and Railroad Museum

Here is the real focus. Colorful banners, canopied kiosks, heavy tree lining, grand plaza, open space appropriate for the spectacular East front of Union Station! Festive! Obviously special and cared-for in every detail as an event in history presented to visitors of the world!

Comfortable, well-defined entries into parking lots off of Wall Street should invite the visitor to leave his vehicle in a clean, safe parking facility and join the festivities.

Farmer's markets, outdoor displays, musicians and jugglers- a true variety of people pleasers in a grand plaza, boastful of the pride that is Ogden!

Municipal Gardens

As a second anchor in the downtown focus, Municipal Gardens should be a showplace of planting, contrasting Union Station Plaza only in the use of lush green lawn and colorful flower beds, and providing a canopy of touching tree crowns. Obviously detailed as a community gathering place for regular and grandly scaled events, Municipal Gardens should envelop with ease thousands of visitors on a continuing basis. Music, performances, balloons, banners- all reflective of the heart of a very special place: Ogden!

Historic 25th Street

As visitors turn East and leave Union Station Plaza, the pedestrian scale and historic significance of 25th Street should be rich, warm, safe and inviting. Sidewalks with brick pavers, widened into curbside parking areas to surround flower gardens, benches and landscaping complementing the restored building which line both sides of 25th Street. Period light standards with merchant's signs should be specially reflective of an era of the past, preserved for future enjoyment.

In vacant lots along 25th, set back low walls should define vest-pocket spaces for sidewalk vendors, benches for resting, and soft edge lighting and landscaping.

This period treatment of the streetscape should be continued along both sides of 25th between Union Station Plaza and Municipal Gardens at Washington Boulevard. At midblock penetrations along 25th Street, similarly defined pedestrian pathways should link the street with interior parking lots similar to those at Union Station Plaza.

*"A lot of people go to a place because of it's past."
-Mike Burdet*

Washington Boulevard From 25th Street To The Mormon Temple

Special sidewalk treatment of planters, benches and sign standards should allow safe pedestrian movement along the edges of busy Washington Boulevard. Special emphasis should be given to a vest-pocket plaza to the south of Egyptian Theater, allowing for an appropriate setting at a cornerstone of Ogden's past. Treatment along Washington Avenue at the Ogden Mall should emphasize pedestrian entrances with marquees and special detailing to soften the texture of the Mall's exterior.

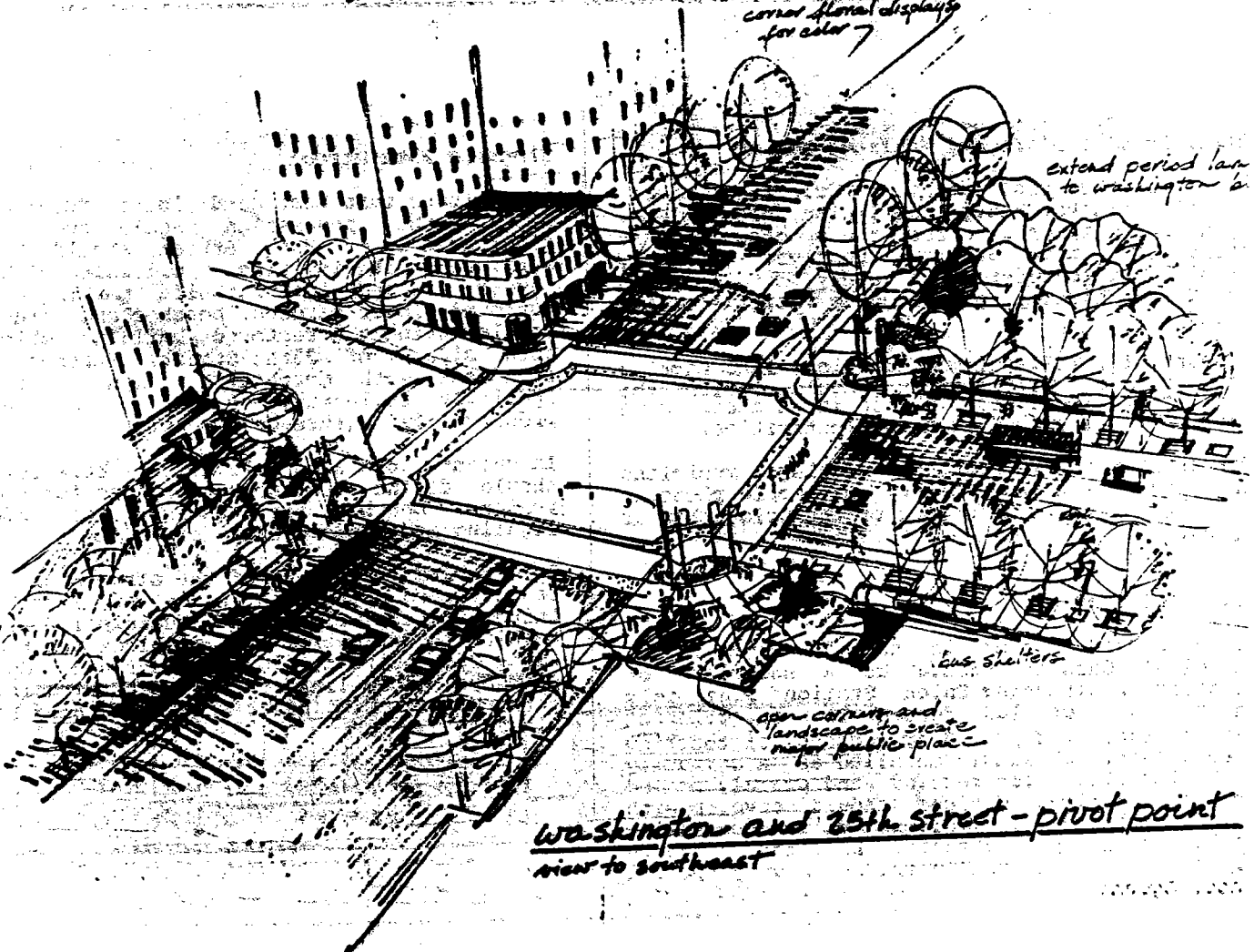
This special treatment should continue along Washington Boulevard at the same intensity until arriving at the Mormon Temple Gardens. Pedestrian paths at mid-block should connect with parking facilities behind structures, similarly detailed as described earlier.



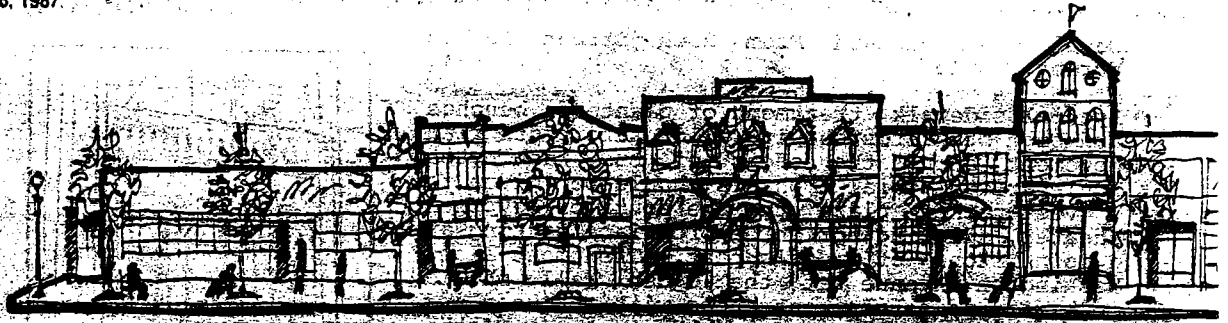
use special x-walk treatment to unite corners

corner floral displays for color

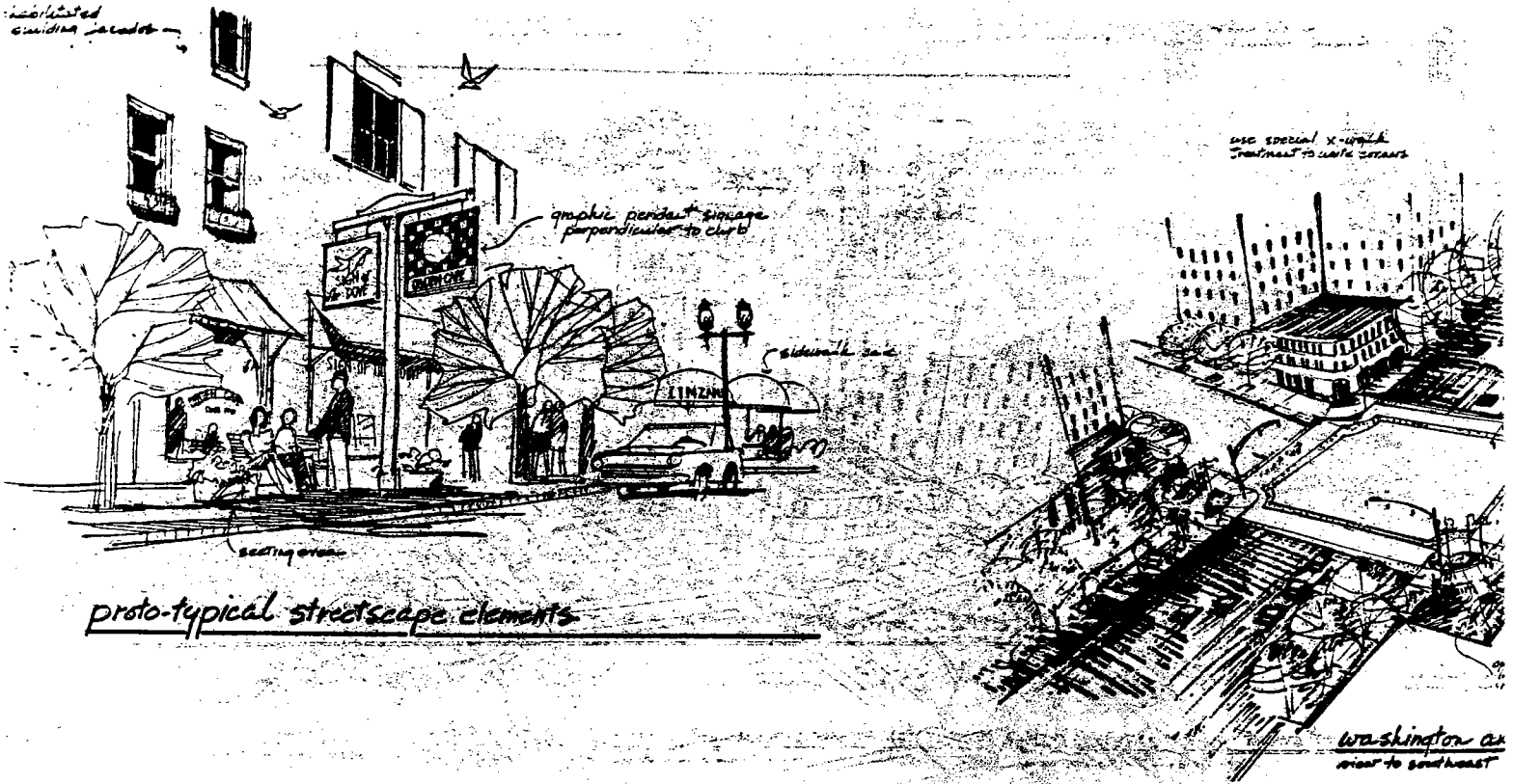
extend period lawn to Washington St



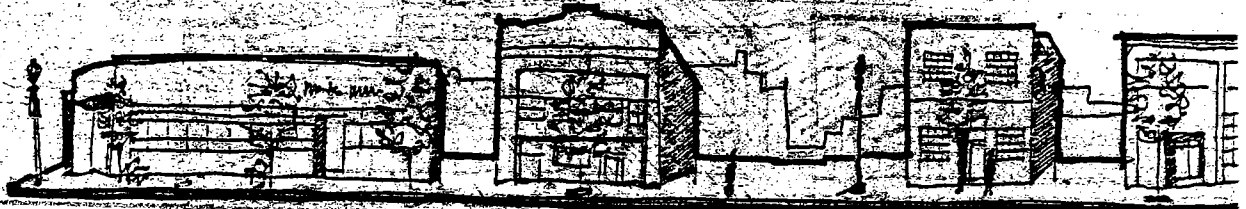
Washington and 25th street - pivot point view to southeast



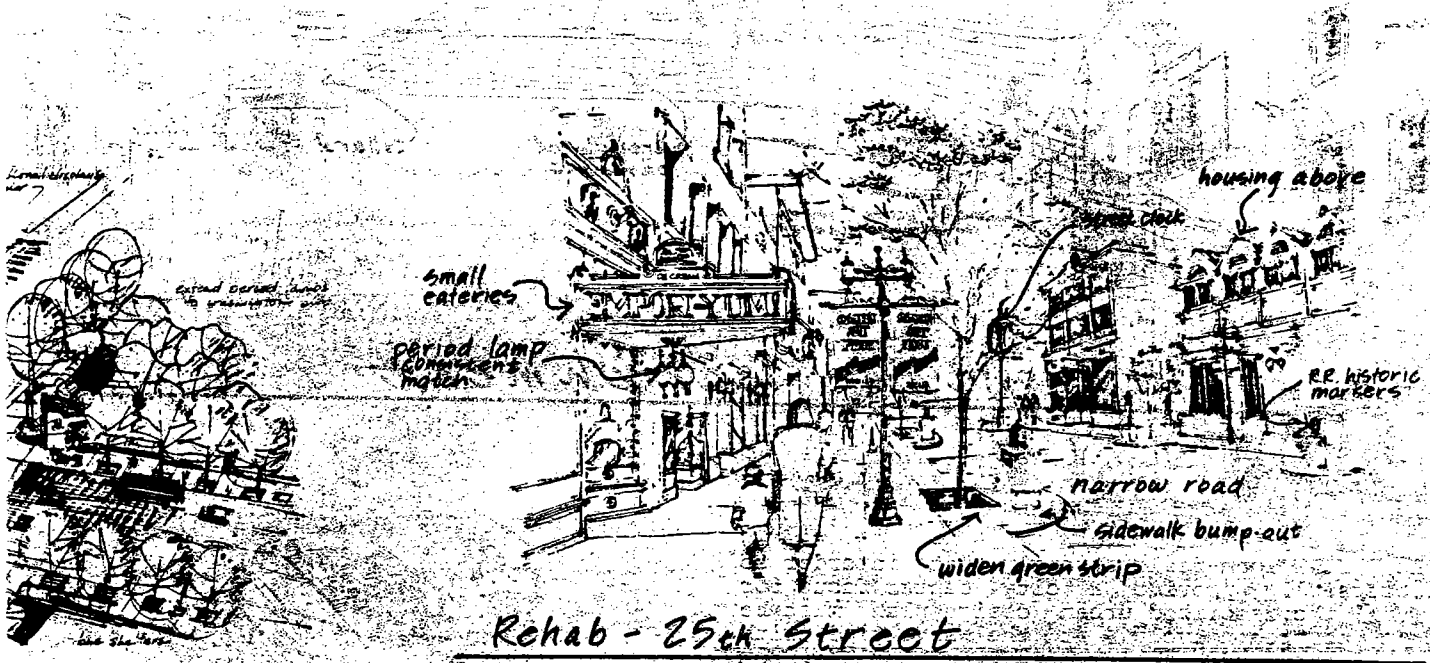
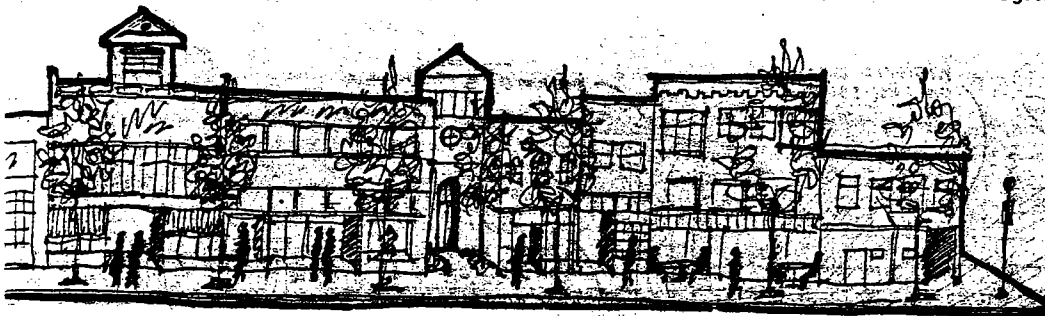
25th street - south elevation - renewal



proto-typical streetscape elements



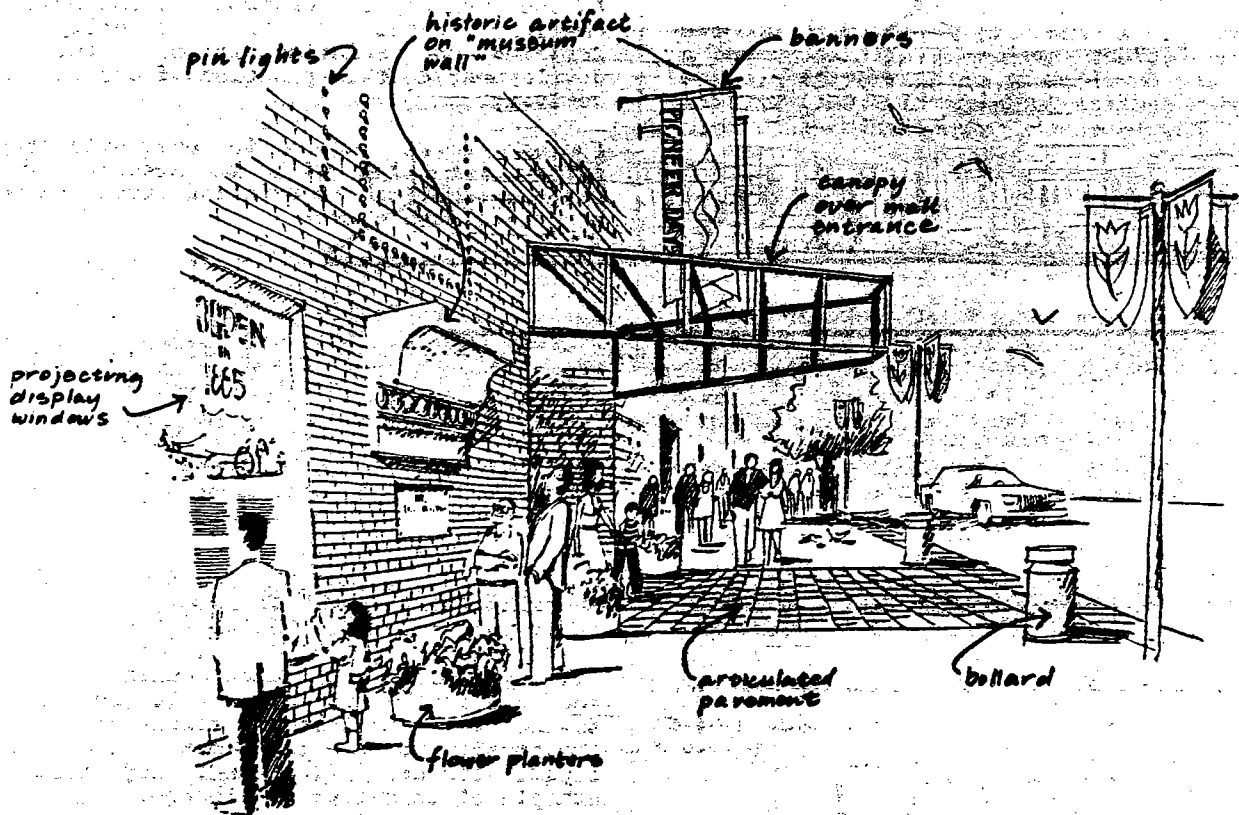
25th street - south elevation - existing



Rehab - 25th Street

5th street - pivot point



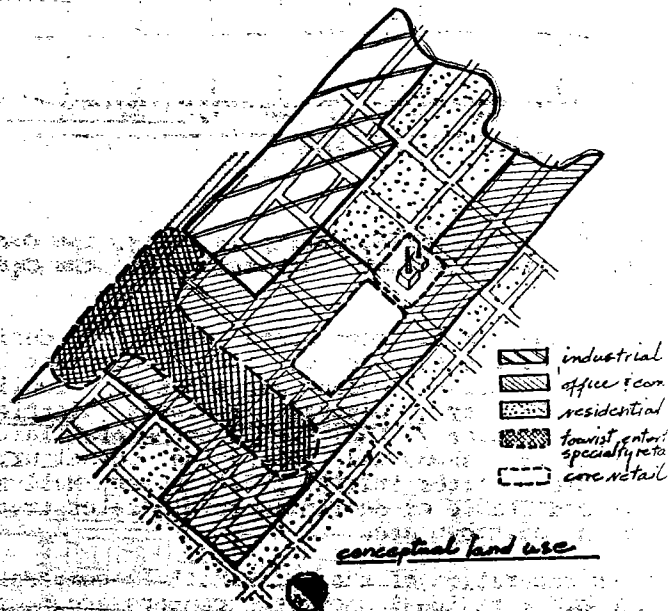


mall frontage enrichment

Focus

The R/UDAT Team feels strongly that in order to successfully provide a city center focus for Ogden, the described urban design plan must be done comprehensively, at the same time, with consistency of quality and execution from beginning to end. Without this singular approach, a focus will be virtually impossible. A commitment must be made beginning with the citizens, through every appropriate agency, and leadership must be provided by Ogden City officials from the mayor and council through their entire administration.

Accomplishment of this focus plan will be a true test of the commitment of the Ogden community to do what they have mandated from the R/UDAT Team: to focus their efforts, focus their resources, and focus their City Center as a reflection of their pride and heritage. This can be a truly magnificent demonstration of Ogden's ability to be what it wants to be, and show the nation that a significant part of its roots are alive and well in Ogden, Utah, and that she'd like them to come for a visit!



HOW TO GET THERE

A. DEVELOPMENT POTENTIAL

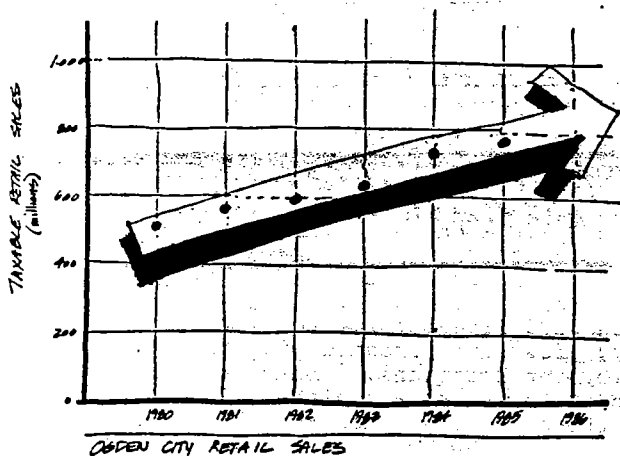
Any vision of a community improvement program must always reflect market realities. As a basis for the development of an overall program for the Ogden Central Business District, various economic development opportunities were investigated.

Retail Potential

No net leakage of Ogden retail potential is taking place.

Although a loss of sales to Salt Lake and other cities is apparently occurring, this out-flow appears to be more than offset by the multi-state drawing power of the Ogden Mall. A very high percentage of the marketing area retail potential is already captured by Ogden businesses:

a. Market area population	125,000
b. Per capita income	\$12,000
c. Personal income (axb)	\$1.5 B
d. Retail potential (c x 45%)	675 M
e. Ogden retail sales (1985)	649 M
f. Market penetration (e/d)	96%



As the focus of community activity, the Ogden Mall is the principal cornerstone of the Ogden CBD.

While the Mall represents an urban design challenge, the success of the development has helped downtown Ogden avoid the decline experienced by Central Business Districts falling under the influence of larger metropolitan areas and undergoing normal urban evolution. After initial problems, the Mall has reversed stable or declining retail sales trends for the downtown area.

Sales generation of the Ogden Mall is comparable with other regional shopping centers around the country. The five major anchors in the center already reflect the growing trend in other regions. At present, the Ogden Mall represents

about 1/3 of all downtown assessed valuation and about 2/3 of all CBD retail sales.

As the primary cornerstone of the Ogden CBD, a challenge faced by the community involves defining the relationship of future downtown development to this existing focus of community activity.

Because retail space is currently overbuilt, future potential will be absorbed by better sales generation of existing stores rather than new space development.

Early performance of Ogden Mall businesses reflected the over-built nature of the retail market in the early 1980's. While the recent performance of the Ogden Mall has improved, the substantial vacancy at the Newgate Mall after 5 years reflects the over-built nature of the market. Absorption of this other space must take place so that higher lease rates eventually make development of new space more feasible.

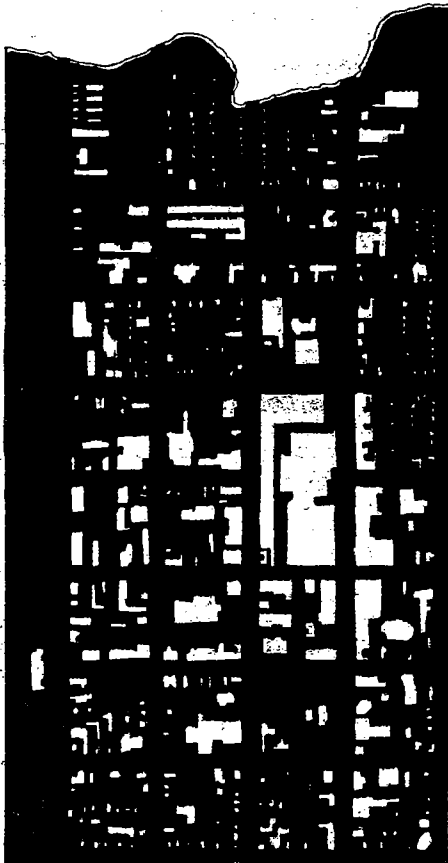
It is important that the City carefully evaluate long term priorities when new retail space is approved since the addition of more square footage will impact the performance of existing shopping centers. In addition, it is not realistic to expect that the vacant store-fronts on Washington Boulevard and other CBD streets will be filled with quality businesses. Because the Mall is the primary retail focus, linkages to other buildings represent the best opportunity to integrate other areas into the retail center. The ZCMI sky bridge is an example of this type of linkage.

Parking is a psychological rather than real problem for retail businesses.

Ogden City has a substantial and readily accessible supply of downtown parking, especially compared with other medium-sized communities. Customers often walk farther from parking to suburban malls than from the structured parking provided for the Ogden Mall and other downtown businesses.

There is evidence that the intially unfavorable reaction to the parking is lessening as illustrated in responses to recent Dan Jones surveys. During the past two years, survey responses indicate greater acceptance for the





building area vs. vehicular area

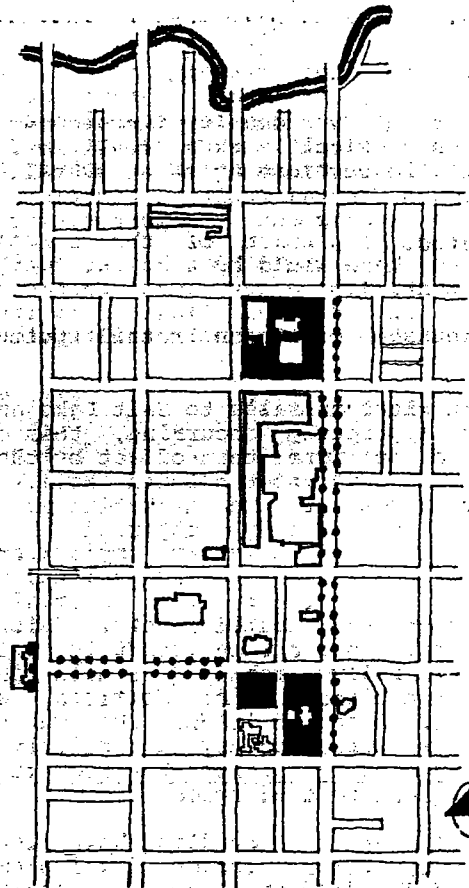
parking. For example, only 5 percent of the 1986 respondents cited parking as a reason for not shopping in downtown Ogden. Improvements suggestions generally related to better lighting and security, rather than access and availability.

An important consideration in the development plan will be to better link the rest of the downtown with the parking ramps and to strategically locate other surface lots near new developments. For example, the Hilton and City Center developments provide good supplementary parking space for downtown businesses.

Downtown retail opportunities exist for establishments which serve the CBD employment base.

A cursory review of existing businesses indicates that there is likely potential for such retail outlets as sit-down restaurants, a drug store and miscellaneous household supplies, including grocery goods:

Selected Businesses	Percent of Purchases	Market Area Potential	Ogden Sales(85)	Percent Capture
Food Stores	22%	\$ 149 M	\$ 121 M	81%
Restaurants	8	54	45	83
General Mdse.	12	31	118	146
Automotive Goods	22	149	149	100
Drug Store	3	20	14	70



cbd existing green space

"People are penalized for parking and shopping - they get tickets."
Judy Backus

Of the 106 licenses for restaurants in Ogden City, few are located in the CBD close to employment locations. Business volume at sit-down restaurants associated with the Ogden Mall department stores indicates a strong existing demand. While the new club now under construction in the Mall will fill a portion of the demand, it is important that a variety of lunch and dinner opportunities exist for the substantial downtown employment base. It should also be noted that restaurants and similar facilities are important synergistic factors for other developments. For example, quality restaurants are important market considerations for new office development and convention/visitor business.

Opportunities for significant retail development are dependent on the attraction of visitors to Ogden and/or expansion of the downtown employment base.

Because of the difficulty in reversing any Salt Lake linkage, new market development in downtown Ogden could draw from other City centers unless the focus of the development effort is on the generation of new customers.

While it would be difficult to compete directly with Salt Lake shopping centers, increasing overlaps in the market areas represent an opportunity to draw from a larger customer base if unique factors can be established to improve Ogden "curb appeal". Such factors might include Union Station, train service, ethnic festivals, etc.

In addition, expansion of the strong downtown employment base would be a key to further retail development. These customers represent captive shoppers if improved linkage to the Mall and other retail establishments are provided.

Other Market Potential

Strategic intervention will continue to be necessary to encourage office market development in downtown Ogden.

Development of the downtown employment base is important to realize the synergistic effects of such customers on retail, entertainment and business travel establishments. Unfortunately, the general Ogden office market is soft. Rents have generally remained stable and strong competition from the Harrison area has developed. In addition, the general office market for Weber County is relatively small, primarily serving tenants that require less than 20,000 square feet of space.

Because former tax credits have been greatly restricted, future office development will be more market driven. As a result, it is recommended that the City focus on strategic interventions into the market to make medium and larger scale developments economically feasible. However, it is important that such subsidies reflect overall downtown development objectives and that the appropriate level of public support be carefully determined. For example, a long-term equity commitment by a major tenant would

be very desirable, while a short-term lease agreement with a developer likely to syndicate the project in the near-term would not necessarily be in the best interest of the community.

Although provisions should be made in downtown planning efforts for residential development, near-term potential is limited.

By radically altering real estate investment rules, recent tax reform will have a major effect on multi-family housing development. Because tax shelter benefits have been reduced, investors will look increasingly toward cash flow projects. It has been estimated that rents will have to rise 15 to 30 percent in some areas to provide sufficient incentive for new residential development. The relatively low rental rates in Ogden represent a major barrier to the development of feasible multi-family housing projects.

Continuing opportunity exists for low-income housing through new tax credits for qualified projects. However, financing of market-rate apartments through tax-exempt financing has also been nearly eliminated by the requirement that such projects reserve a larger portion for low-income renters and that the units be maintained as rentals for a longer period of time.

One possibility for downtown Ogden might involve a variation of the congregate care facility trend. Non-profit and health care providers are increasingly active in this market, which provides various retirement and life care facilities. One major barrier to downtown housing is the relative lack of services deemed important by this segment of the housing market. Although the downtown is within walking distance of major shopping and banking facilities, the lack of grocery, pharmacy, medical and other service establishments is a major disadvantage for downtown housing.

American car facility recycled into housing



Reasonable opportunities exist for expansion of the strong Ogden area basic employment market.

It is important to recognize that the Ogden employment base is comprised of more than industrial businesses. Federal and state government employers have historically represented a stabilizing influence for the area. Capitalizing on this strong existing base through the expansion of related industries could be a key to new industrial development.

In order to support development of basic industry, it is recommended that a well designed marketing effort concentrate on the expansion of existing or complementary businesses rather than "smoke stack chasing". Further development of the airport is also important, as is a well coordinated and effective marketing and recruitment program.

It should also be recognized that "industrial" parks are changing as the nature of industrial activity changes. Integrated business parks which link office uses and traditional industrial uses are increasingly common. Urban-style centers are even integrating industrial, office, retail and residential uses in some parts of the country.

The potential for additional lodging business is also limited and dependant on a marketing strategy designed to attract more destination visitors or major employers.

A general review of the lodging demand generated by such factors as major employers, Weber State College, interstate traffic, local hospitals and other sources indicates that the Ogden area lodging establishments currently have excess capacity. Relatively high vacancy rates and low average room charges reflect the limited market.

While major employers represent a significant source of lodging demand in the Ogden market, lower corporate rates must be negotiated for such customers. The visitor market is also somewhat limited by the major competition in the Salt Lake area and likely day-trip orientation of any expanded Ogden tourism market. Any significant improvement in the lodging market would be dependant on the formidable challenge of developing the destination tourism market.

FINANCIAL STRATEGIES

The purpose of this section is to outline various recommendations regarding possible financial strategies for implementation of the Ogden CBD Program. Only general guidelines are provided since different types of public and private improvements are most appropriately funded by different mechanisms.

Although specific financial plans are dependent on the type of program improvements, it is recommended that a three-tier concept be adopted to introduce better balance and equity into financial planning.

The intent of the recommended approach is to better relate benefits received to payment responsibility. The key to any financial plan is the recognition that "there is no such thing as a free lunch," and that the primary purpose of a plan is to determine "who should pay".

The three-tier concept outlined in the figure can generally be applied to any type of program with differing percentages assigned to each tier. For example, if the downtown improvement generally benefits only a single block of property, it might be appropriate to have a relatively high percentage of the cost covered by the upper tier through a traditional business assessment. Many communities contribute city-wide resources toward such assessments in order to lower the individual burden, as well as recognize the community-wide benefits resulting from improvements.

The financing concept also reflects the fact that it might be appropriate for other resources to be used for specific improvements, such as state or federal funding for eligible activities, or private contributions. In addition, the concept suggests consideration of a new taxing entity covering the entire downtown area. As detailed later, such an approach could be desirable and appropriate depending on the magnitude and type of program adopted.

While important, City capacity to directly participate in the downtown program is limited by both financial and political considerations.

The assignment of responsibility for improvement financing is both a question of fairness and capacity. In other words, the plan addresses "who should" pay for downtown improvements, as well as "who can" pay for the improvements. As result, it is often appropriate for city-wide resources to be used for a downtown program since the overall city benefits from a healthy downtown. In addition, a broader tax base lowers the individual taxpayer burden.

Although there is a perception that overall City taxes are high, the total property tax burden on Ogden residents from all taxing jurisdictions is generally in line with other communities. Further, the Ogden property tax burden is relatively low in comparison with many midwestern and eastern cities.

Nevertheless, there is considerable resistance to tax increases, as evidenced by failures of bond levies and a planned ballot initiative to limit Utah property taxes. The two year concurrent terms of Ogden City elected officials could be partially responsible for this situation. While such a structure is often more responsive to the electorate, it is sometimes difficult for policy officials to make responsible longer-range financial decisions. If a charter amendment were undertaken to provide more continuity and stability to the elected positions, it is important that the City Manager form of government be retained to insure a high level of professional management.

During the past decade, property tax mill levies have remained relatively stable in Ogden City. Although basic services continue to be funded, only a small portion of the capital improvement program needs are currently being funded. Most importantly, the City may not be adequately funding capital replacement to protect its substantial investments and minimize future maintenance expenses. This practice not only reflects the historic reluctance to raise taxes, but also indicates a potential problem for future years which could affect economic development.

Reserve funds are also considerably less than policy guidelines. For example, the General Fund reserve is currently about 1.5% of operating revenues, compared with a minimum policy requirement of 2%, plus a recommended additional reserve balance of 5 to 10%.

While property tax decisions are made locally, another important local capacity question not under the direct control of the City relates to the sales tax redistribution formula. At present, the point of sale/population ratio (75/25) works to Ogden's disadvantage. As the percentage is changed to a 50/50 relationship, an even greater loss of tax base will result.

Ogden City has substantial debt capacity since there are no outstanding general obligation bonds. With the exception of certain special assessment bonds and the tax increment revenue issues, all debt is water and sewer utility supported. Although this indicates considerable capacity under prudent financial guidelines, the electorate has historically resisted incurring debt for general purposes.

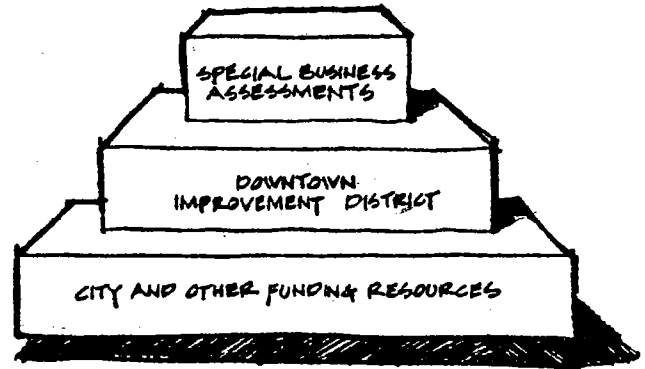
In conclusion, although the City would appear to have reasonable capacity to fund improvements while not unduly burdening its citizens, it is not certain that major investments in a downtown program would be supported. It is suggested that the three-tier concept provides a mechanism by which the City can weigh the appropriate contribution from each tier, including city-wide resources.



Private contributions have historically been a significant funding source for Ogden enterprises, but it is important that a broader public base be established and solicitation efforts be strategically coordinated to most effectively leverage such future support.

The degree of public support provided by private interests is unique for a city the size of Ogden. However, as the "old guard" transitions and financial conditions change, there is a natural tendency to tap the same source of contributors. In order to more effectively capitalize on private generosity, there will be an increasing need to coordinate fund drives.

Even more importantly, it is essential that the community wean itself away from such sources and take more city-wide responsibility for key issues. In other words, if a project or program is of general importance to the community, it could be appropriate that the community contribute through general tax resources rather than rely on the same benefactors.



OGDEN CBD FINANCING PLAN CONCEPT

It is appropriate that the downtown "business community" assume the responsibility for a major portion of downtown plan funding responsibilities.

Because downtown businesses clearly benefit most directly from any downtown improvements, the three-tier concept should incorporate an appropriate contribution from the business sector. Because there is a direct trade-off with business incentives, it is important that the relative capacity of the downtown businesses to carry increased taxes be carefully weighed when assessment levels are determined.

Although there is a universal perception that taxes are "too high", Ogden property taxes are generally comparable with competitive communities. In addition, business license fees are also reasonable. While certain communities assess unrealistically low rates which do not even cover administrative costs, the percentage approach by Ogden City is more equitable than a flat square footage or type-of-business fee.

One of the views articulated in certain of the hearings was a general complaint about the high level of taxes. At the same time, many speakers also suggested that the City government should invest more in the future of the community. It is important to recognize that the only way to accomplish such conflicting goals is to reallocate resources from one program to another. It should also be noted that Ogden City has already provided substantial capital and operating support to downtown interests from city-wide resources for such projects as the Union Station and promotional festivals. It might be appropriate that the downtown business community should assume a greater responsibility for these types of programs in the future.

In order to provide greater capacity and a more equitable funding base, expansion of the Downtown Ogden Association district should be considered.

Depending on the magnitude and type of program adopted for downtown Ogden, it might be appropriate that the business funding base and organizational structure of the CBD should be broadened. While the Downtown Ogden Association has provided a successful framework in recent years, expansion of the district to include a wider downtown base would avoid criticism of "free rides". Such an expansion would also broaden the tax base and lower the burden on individual businesses.

Such a district could be used for both capital and operating expenses, depending on the downtown program. If such a change is undertaken, it is suggested that a different financing mechanism be explored than the current license surcharge. An ad valorem or service charge basis related to benefits could be more appropriate.

As an illustration of the funding capacity for downtown Ogden, 1 mill of property tax would raise approximately \$190,000 annually if applied to the CBD study area properties. Such a levy would be adequate to support approximately \$2 million in capital improvements.

As another alternative, dedication of a portion of the sales tax raised from downtown Ogden might be considered. Approximately \$900,000 of the 7/8% City sales tax is collected out of the CBD study area. Dedication of one-half of this revenue would support a \$4 to \$5 million capital project. It should be noted that Ogden City currently uses these resources to fund general operations so that any dedication of these revenues would impact general fund services.

Variations of the successful development financing techniques currently used by the City should also be considered.

The City has used a wide arsenal of techniques to support downtown development during recent years. Tax increment financing has been particularly successful, and the city is already using such variations as interim CBDG loans to accommodate the severe state limitations of declining capture rates and the major restrictions of the 1986 Tax Reform Act.

As additional possibilities, the City might investigate the use of the OIDC Account to "free-up" excess tax increment funds for inactive districts. For example, it might be possible to "sweep" non-tax increment funds, such as leases, land sales, interest and other unrestricted receipts from the tax increment districts with excess capacity into the OIDC Account. The funds could then be used for other development projects or possibly even loaned back to the original districts with an interest charge to further capitalize the OIDC Fund.

The City also has past experience with Urban Development Action Grants (UDAG). While the future of the UDAG Program is always uncertain, the City might consider reapplying for an

appropriate project at this time. Funds are currently available and the national political situation could be favorable.

As another possibility, the City might consider using its sales tax to better leverage tax increment bonds. One of the disadvantages of using tax increment bonds is associated with the lag in time between when bond proceeds are required and tax increment revenue is available to pay the bonds. The OIDC Account, CBDG funds or dedicated sales tax revenues might be used to avoid capitalizing interest payments on the bonds. This would effectively lower the overall cost of the project. If sales taxes were used, a "blended" tax increment issue might be used in which existing sales tax revenues supplement the available tax increment. More favorable bond terms might also be available through the use of a more established revenue stream.

PROCESS

*"We're facing what appears to be insurmountable opportunities."
- Page, Scott Parkinson*

You can't get from where you are to where you want to be without having the human resources of the community properly organized and focused.

In particular, the community leaders and decision makers must do more than make a long-term commitment to take the steps necessary to bring about the desired changes. They also must organize themselves and carefully coordinate the efforts and activities of various groups are involved in order for the process to succeed.

In this section, we discuss some of the process issues that we have observed in Ogden and offer a few suggestions to improve it.

We've mentioned that one of your greatest assets is the willingness of the citizens of Ogden to get involved in the issues facing the community. While this is certainly a blessing for which Ogden is most fortunate, it also poses a potential for problems from what we see as a tendency to involve too many people in too many separate efforts to study the same issue. For example we've identified no less than 12 groups or organizations dealing in some way with the development and improvement of the Central Business District.

Several of these groups are performing essentially the same function, sometimes covering the same geographic area. This creates a number of problems. It keeps responsibility and accountability from being clearly focused. It wastes valuable talent, money, and energy by not making efficient use of those resources. It also has resulted in, at best, an uncoordinated effort, or worse, efforts which actually work against each other.

We know that you're aware of this issue and we see recent attempts to do something about it by creating the Central Business District Focus Committee and the Mission 2000. Both of these are steps in the right direction.

However, we still see some instances in which essentially the same activities are being pursued by different people in the same general area. One of these is downtown promotion, marketing and improvement. Specifically, the 25th Street Business Owner's Association, and the Downtown Ogden Association are serving much the same purpose, but in slightly different areas. We urge you to consolidate these organizations under the Downtown Ogden Association, since it is the largest and has a secure funding source. The interests of 25th Street can still be effectively served by making sure that this area is represented on the Board of Directors. This would greatly improve coordination and communication and would give both a greater voice.

We also suggest that the boundaries of the DOA be expanded to include the entire Central Business District. This would not only increase the Association's financial base, but give it the ability to speak for and pursue the interests of the entire downtown. With this expansion we also suggest that the Association expand its role to include general marketing and promotion of the CBD in addition to the events planning activities that have been its primary focus.

Finally, we feel that dollars spent in downtown promotion will more than pay for themselves in dollars earned. The downtown business and property owners should look for ways to augment the funding for this activity if at all possible.

The three individual development corporations serving Ogden and Weber County might also explore ways of consolidating or, at a minimum, coordinating their efforts. Each performs a valuable function by bringing jobs and businesses to the area, yet a consolidation would allow for a more focused and coordinated effort and, at the same time, reduce administrative and office expenses. This would leave more money with which to pursue economic development.

We also notice a tendency for committees and organizations to continue in existence long after they have served their original purpose. Continue to use citizen committees wherever and whenever appropriate, but clearly define their charge, work them hard, and let them go once they've carried out their assignment. The citizen's committee recently used to evaluate the development review process is an excellent example of this "sunset" approach. Minimize the use of standing committees and consider this approach whenever possible.

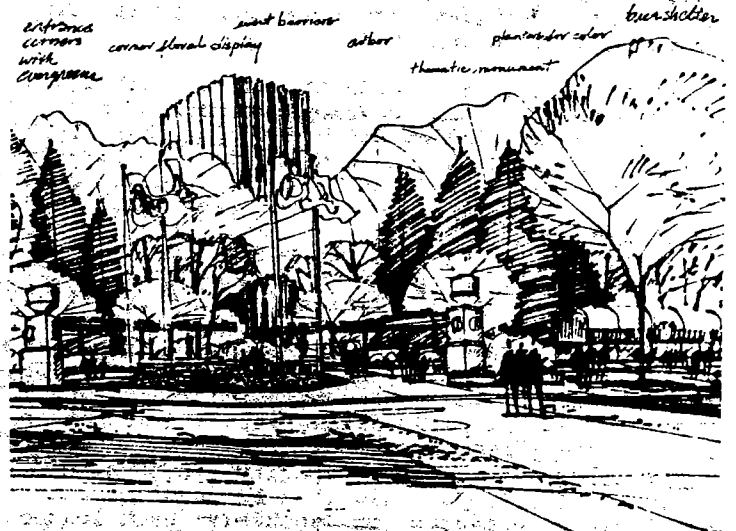
Finally, there seems to be a tendency to respond to any given issue or problem by commissioning another study. As a result, you've produced some excellent information and developed a data base which can be extremely valuable in the decision making process. We feel that it is now time to identify priorities and begin implementation.

Beyond these suggestions, our only other advice is to be patient. There is a high degree of concern over the problems facing the community and while this concern is certainly understandable, you have to remember that just

as the problems didn't occur overnight, they won't be solved overnight. The preparation you have made and the coordinating groups you have created seem appropriate to the task. You now have to get on with implementation and do so with the understanding that it will be a long, sometimes difficult and often frustrating road, but the results will be well worth the effort.

One more thing: a word about communication. We see both the Central Business District Focus Committee and Mission 2000 as critical to Ogden's future. While clearly separate and distinct, the members of these groups must maintain open and effective communications as they pursue their stated objectives. The broad overview and advisory function of Mission 2000 can be extremely helpful to Ogden City's efforts to revitalize its downtown. Likewise, an understanding of the specific implementation activities pursued by the Central Business District Focus Committee can be valuable to Mission 2000. But it will work only if effective and regular channels of communication are maintained between these important groups.

*"Developer's philosophy:
get it up quick and return
your cash A.S.A.P."
-Vance Sumrall*



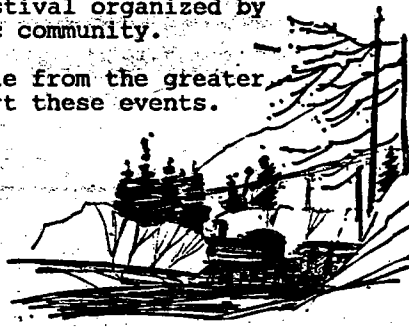
Washington and 25th Street - corner treatment looking southwest

Destination-Oriented Tourism

We feel there is strong potential for attracting destination-oriented tourism to the community. This tourism has two origins. First, the other portions of the Salt Lake City metropolitan area for day trips, and second, the national specialty audiences.

To attract the metropolitan area tourists implies several strategies:

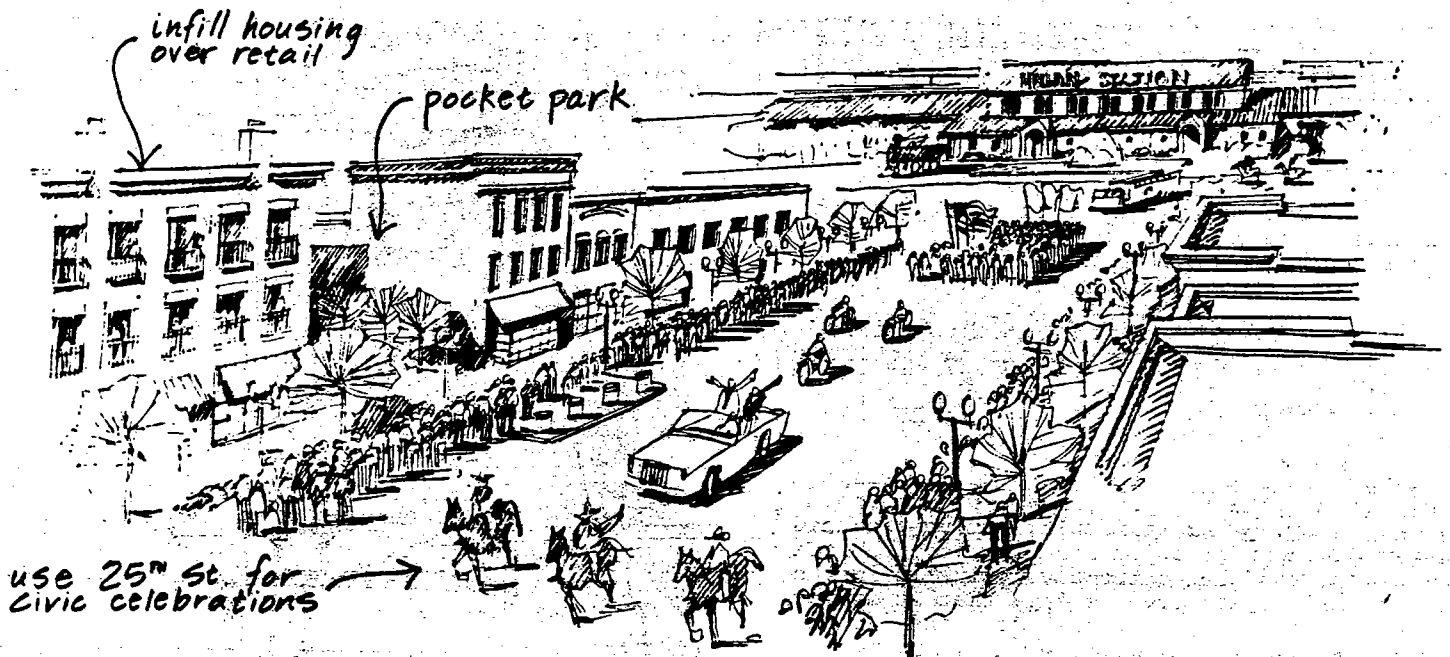
- Increase the number and diversity of street events and festivals. This could include a regularly-scheduled farmers' market and arts and crafts fair.
- Treat the ethnic diversity as a community asset. Promote the ethnic experiences available through restaurants, the House of Peace and other activities. One possibility is a Cinco de Mayo festival organized by and for the Hispanic community.
- Drawing more people from the greater Ogden area to support these events.



The potential to draw tourists from the national market is primarily dependent upon the continuing development of the Union Station into a world-class museum facility. This also implies several specific strategies:

- Targeted marketing of tourist attractions to railroad buffs, gun clubs, rocks and mineral societies, and possibly the classic car market.
- Continue to focus on such long-range opportunities as a ski train from Salt Lake City airport to the ski areas, or excursion trains through the area including Promotory. Both would travel via Ogden. These would include first class dining experiences and other "upscale" features.
- Support the installation of an instrument landing system for the Ogden airport. This would provide the ability for air charter ski trips into the area.

Attracting and serving tourists in Ogden also demands some specific strategies related to the Ogden urban design, such as improving the entrances to downtown Ogden from the railway station through the 25th Street corridor, and improving visibility and entrances of the community from Interstate 15. See the section on urban design for details.



Redevelopment of Historic 25th Street

**Community Image Development:
Promotion/Marketing**

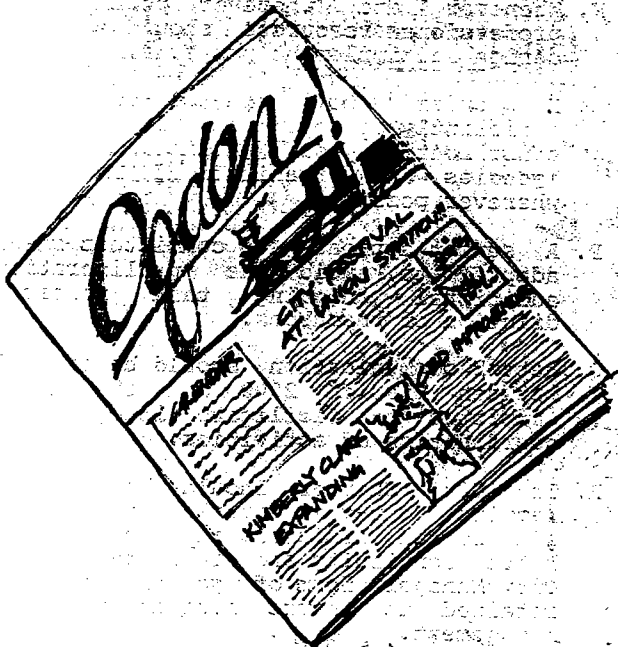
Given the community's propensity to dwell on the negatives, it needs to have a constant reminder of the assets it has and positive direction in which it is moving. This can be accomplished in a number of ways, using basic marketing techniques.

On the other hand, one of the surest ways not to accomplish it is through a simplistic image campaign, based on contrived uplifting messages or sloganeering. The community is too cynical to be swayed by "puff pieces" which do not provide real information about the community growth, barriers as well as opportunities to that growth, and the challenges that match the community's dreams.

*"Help us sell what we have.
The County is moving.
The City is moving."
— Bill Bailey*

A consistent communications program is needed. The primary goal of such a program would be to improve the image of the greater Ogden area in the eyes of the community itself and the residents of the Salt Lake City metropolitan area. Other goals of this program would be:

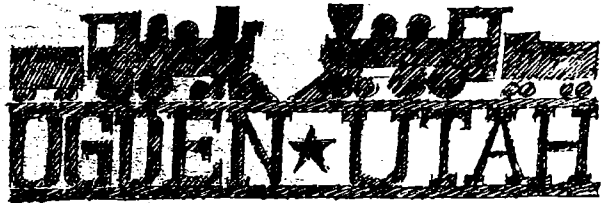
- To ensure community awareness of current development issues, opportunities, and risks.
- To provide real information about the community's development. This would include information about office, retail, and other commercial space vacancy, retail sales trends and comparisons, employment statistics, and other key indicators.



- To make non-Ogden residents of the Salt Lake City metropolitan area aware of amenities available in Ogden.
- To supplement the information that is already available about the community from business development and tourism organizations.

Key messages of such a program would be:

- The unique history, culture, and environment that the greater Ogden area offers.
- The recreational opportunities offered in the area.
- The proximity to recreation facilities, ease of access to the central city (Salt Lake), lack of congestion, and other amenities that the Ogden area offers that are not available in other parts of the greater Salt Lake City area.
- The strength of the business base and related assets, such as the educational systems.



possible ogden logo

Elements of such a program include:

- A complete communications plan, which would include objectives, editorial and production calendars, and media.
- Newspaper editorial "roundtables" on development topics, at which a consistent group of key elected, staff and volunteer leaders from the City, County, and Chamber of Commerce are invited to participate. These would occur at least annually and result in a published summary of the discussion as part of the editorial section of the newspaper.
- A quarterly publication which highlights the attributes that the Ogden area maintains as assets. This publication must have a regional emphasis, such as including the Hill Air Force Base Museum with those in the Ogden CBD.

For example, the publication would deal equally with:

- > Physical amenities, such as the rivers, parks, historical buildings, proximity to the ski resorts and canyon, and their

relation to the Ogden area's quality of life.

- > Cultural amenities and events, such as the museums; arts organizations; ethnic experiences such as restaurants, street festivals and civic celebrations; and the historical experience the area offers.
- > Business information and economic indicators.

Such a publication could be accomplished primarily through structures that are currently in place; for example by treating it as an advertising supplement to the newspaper, written and sold by the paper's staff, with editorial control in the hands of the regional economic development consortium.

It would be distributed throughout the Salt Lake City metropolitan area to promote regional identity, development and tourism.

- Coordination and participation in regional tourism and business development promotions.
- Eventual generation of advertising or other promotion to support the area's goals, such as support of a street festival or for specific economic development opportunities.

Based on its experience, the R/UDAT Team believes that processes such as these can be successful in Ogden. However, the specific program that the community leaders in Ogden choose to implement must be designed by and have the broad support of the community itself in order to be successful.

The following section summarizes our recommendations.

RECOMMENDATIONS

A summary of the recommendations developed by the R/UDAT Team is provided in this final section. While the suggestions are not listed in any specific order, those which we feel should be implemented immediately are marked with an asterisk.

- * A. Union Station and the 25th Street Corridor should have a street focus and should be developed under a comprehensive urban design plan.
- B. Union Station is currently serving as a civic center. This use should be supported and expanded.
- C. The Egyptian Theater is a community, regional and national asset. The community should be afforded the opportunity to acquire and rehabilitate the theater if its renovation is not carried out by private sources.

D. The community and its government need to make a firm commitment to the preservation of their historic resources.

E. The entrances to Ogden from the Interstate need to be enhanced and improved. Specific guidelines should be adopted and applied to all development along these entrances.

F. The community should adopt and implement specific design and streetscape guidelines.

G. The community should continue to support the development of its river parkway systems.

H. A master parking plan should be developed and adopted for the downtown area, including pedestrian linkages and a financing program.

I. The visitor and downtown employee markets have the most potential for expansion and would most directly benefit the community through synergistic influences. Better linkage with the Ogden Mall is also important to fully develop these markets.

* J. An aggressive but realistic marketing plan should be developed and implemented focusing on image, visitor attraction and business development.

K. The City should actively pursue improvements which will upgrade the Ogden airport to an all-weather facility.

L. A three-tier funding approach should be adopted for downtown improvements to introduce better balance and equity into financial plan development.

M. The boundaries and functions of the Downtown Ogden Association should be expanded to include the entire CBD and allow both capital and operating funding.

N. Whenever and wherever possible, local professional resources should be used to design and implement projects.

* O. In order to more effectively and efficiently address community issues, the consolidation of public and private agencies and organizations should occur wherever possible.

P. A sunset approach to committees should be adopted to avoid the proliferation of additional on-going task forces and dilution of resources.

* Q. Better communication should be established between Mission 2000 and the CBD Focus Committee to facilitate integration and coordination of activities.

* R. The City Charter should be amended to require four-year overlapping terms for all elected officials in order to provide better continuity and stability. The City Manager form of government should be retained to insure adequate professional management.

R/UDAT TEAM MEMBERS

TEAM CHAIRMAN-J. J. Champeaux, FAIA
Former Director of City Planning for the City of Lake Charles; has chaired R/UDAT team visits in Wichita Falls, Texas; St. Louis, Missouri; Jersey City and Hillsboro, Oregon; Knoxville, Tennessee; and Bethel Island, California.

Frank B. Gray is the Deputy Director of Planning/Aviation for the City and County of Denver. His primary responsibility is land use planning for development of Denver's new international airport and planning for the redevelopment of the existing airport site. Mr. Gray has served as the planning and redevelopment director of Petaluma, California, and Boulder, Colorado, and was a partner in WestPlan partnership.

John Gunyou is a Finance Director for the City of Minneapolis, Minnesota, where he is responsible for all financial planning and management activities of city departments, boards and independent agencies, including the Minneapolis Community Development Agency. Prior to joining the City, Mr. Gunyou was a partner with the Denver-based economic and financial consulting firm of Browne, Borts, and Coddington. He has degrees in economics and finance from the U.S. Air Force Academy, University of California (UCLA) and University of Colorado.

Peter Hasselman, FAIA, is a partner in the firm of Sandy and Babcock, San Francisco, with interests in preservation of historic structures. He has been involved in substantial projects throughout the United States and has served on the AIA National Urban Design and Planning Committee for many years.

Kenneth B. Kixmoller is Economic Development Manager for the Saint Paul Area Chamber of Commerce and Executive Director of the Metro East Development Partnership, a three-county, 24-committee joint venture for economic development promotion.

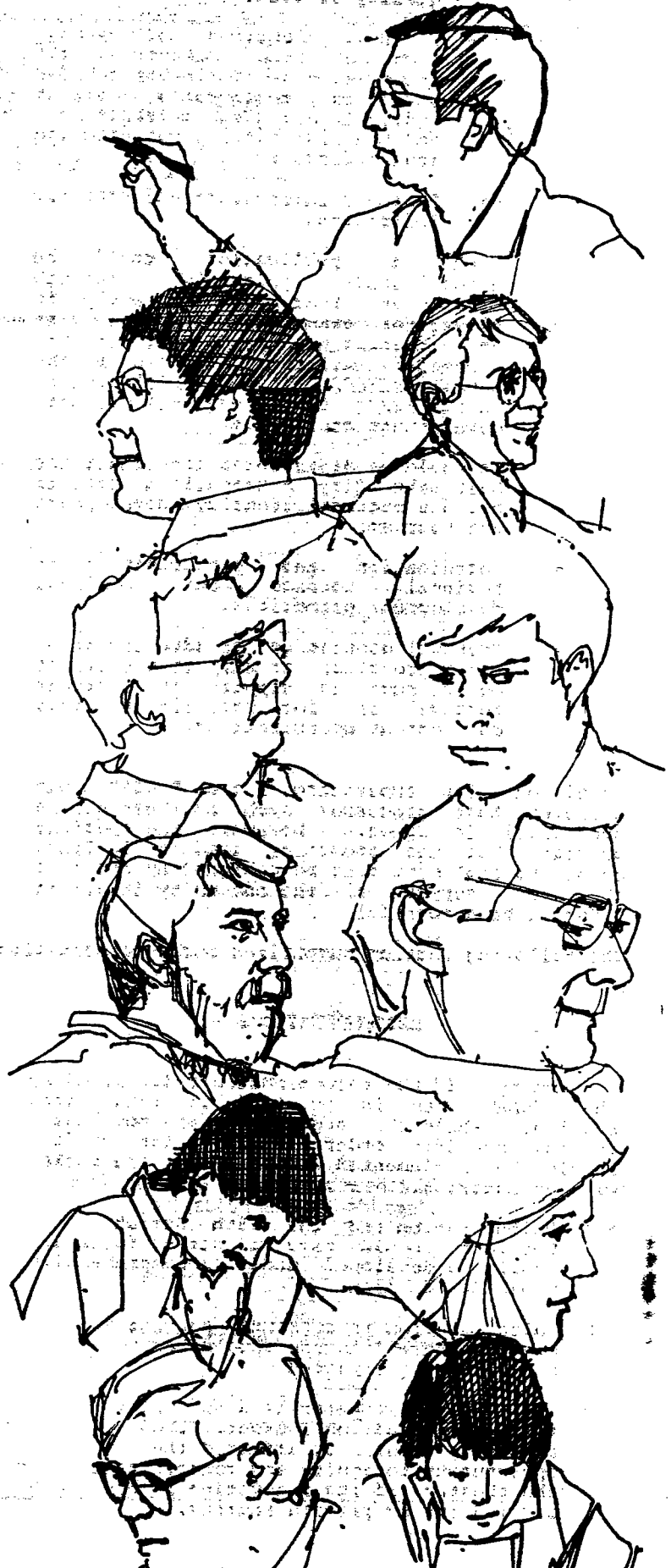
Michael W. McDonald is General Manager of the Northern California Power Agency, a joint-action agency providing the electric power needs of 13 northern California, municipal utilities. Mr. McDonald participated in the Healdsburg, California R/UDAT while City Manager of that city and participated as a R/UDAT team member in Howell, Michigan.

Herb Schaal is a nationally-recognized landscape architect with the firm of EDAW in Fort Collins, Colorado, and is a veteran of many R/UDAT efforts.

Students supporting the team through photography, sketches, and research are:

- Glen Berry
- Liz Blackner
- David R. Hunter
- Maria L. Louie

They are all 6th-year students in the Graduate School of Architecture, University of Utah.



THE CBD FOCUS COMMITTEE WISHES TO THANK THE FOLLOWING FOR THEIR SUPPORT OF **RUDAT**

Albertsons - South Ogden
Big D Construction
Bingham's Schwinn Cyclery
Bon Marche
Buckner-Radmall Insurance
Case, Lowe & Hart
Citicorp
Coca-Cola Bottling Co. of Ogden
Commercial Security Bank
Committee of 100, Ogden Chamber
Connecting Point
Dawson, James & Leena
Delta Airlines
Downtown Ogden Association
Evans Grain & Elevator Co.
Exchange Club of Ogden
Farmer Jack
First Security Bank
Freeway Oldsmobile Cadillac
Friends of the Egyptian
Gateway Distributing
Glenville Sound, Inc.
Golden Spike Empire
Goldenwest Credit Union
Gossner Foods, Inc.
Great Basin Engineering
Craig Hansen
Hansen Studios
High Country Inn
Hilton Hotel
Hinckley Dodge
Historic 25th Street Bs. Assn.
Historic 25th Street Dev. Co.
Holiday Inn
Inkspot
James, Richards & Assoc. Arch.
Junior League of Ogden
Kessimakis Produce, Inc.
Matthewson, Sanders & Assoc. Arch.
Mega Institutional Foods, Inc.
Mission 2000
Mountain Bell
Mortgage Computer Applications
Mountainwest Savings
Northern Chapter, AIA
Northern Utah Lodging Assoc.
Ogden Air Service
Ogden Blue
Ogden Board of Realtors
Ogden Chamber of Commerce
Ogden City Council

Ogden City Departments:
- Business Development
- Community Development
- Fire
- Management Services
- Parks & Recreation
- Police
- Public Works
Ogden City Mall
Ogden City School District
Ogden First Federal
Ogden Standard-Examiner
Owens Film Service
Phoenix Design Studio
Radisson Hotel
Raintree Inn
Richard Priest, AIA, Inc.
RUDAT Steering Committee
Smith's Food King
Soroptimist Club
Sportsland Sales
Jim Stacey
Stevens-Henager College
Sun Graphics
Sunwest Aviation
Sweetheart Produce
Union Station Board & Staff
Utah Society AIA
Utah Power & Light
Tak Watanabe
Wangsgard Market
Warrens Foods
Weber Basin Homebuilders
Weber County Commission
Weber County Heritage Foundation
Weber State College
Weinstocks
Mr. & Mrs. Harold L. Welch
Woodmansee Estates
ZCMI
ZCMI Tiffin Room
Zions Bank

