

Memorandum

AGENDA ITEM _____



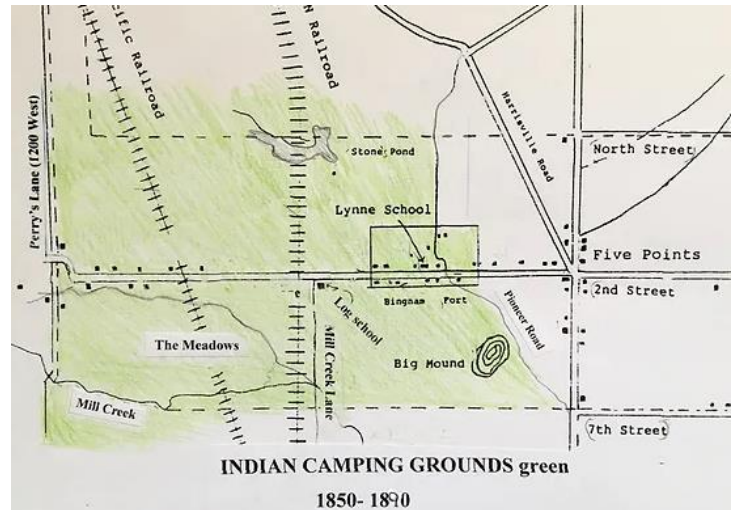
To: Landmarks Commission
From: Brandon Rypien, Landmarks Staff
Date: January 26, 2023
Re: Review of Lynn Community Plan Update – Historic Preservation

Request

Feedback on proposed Lynn Community Plan Update

Background

The City Council requested that the Lynn Community Plan be updated to protect the community's history and heritage. The Landmarks Commission's feedback is essential prior to sharing the proposed changes with the public.



Previous Decisions

Lynn Community Plan was last amended on July 3, 2007, to allow C-3/CO zoning along 7th Street (Ord. 2007-45).

Findings of Fact

The Commission will need to determine whether the proposed drafted plan update:

1. Will help protect the community's history and heritage as it evolves overtime.
2. Addresses areas that should be protected from development
3. Will help preserve the community's historic identity as new development occurs.

Staff Recommendation

Staff recommends the Landmarks Commission provide feedback on the proposed changes to prepare the Lynn Community Plan for public review.

Attachments

1. Proposed Lynn Community Plan Update

LYNN COMMUNITY BACKGROUND

The Lynn Community Plan was prepared in response to neighbors who were concerned about a particular commercial use next to a single family subdivision. Rather than evaluate only the adjacent zoning, a plan for the Lynn Community was developed. The Lynn Community has a history of strong neighborhood involvement in zoning issues. The community boundaries are the [Business Depot Ogden](#) to the west, Washington Boulevard to the east, North Street and the City limits to the north, and 12th Street to the south.

[The Lynn Community is home to the oldest neighborhood in Weber County, dating back to the 1850's. A majority of the existing historic pioneer homes are near 2nd Street and Wall Avenue, which was part of a settlement named Bingham's Fort. The Shoshone Tribe also lived in this area and would camp along the many creeks and natural springs. The Fort's](#)

[walls were constructed, but the gates were never installed because of the good relationship that was developed between the two groups. This community has a strong history of mixing cultures and taking the good that each has to offer and nurturing relationships even when there are differences.](#)

Population Characteristics

The population of the Lynn Community is slightly younger than the rest of the City. Its under-five population is larger as a percentage than the City as a whole. It also has a smaller number of its residents which are older than 65.

The racial characteristics of the community closely resemble those of the rest of the City, except a smaller percentage of its population is black. The community also has a smaller percentage of its residents with some college education than the entire City.

Population Characteristics in the Lynn Community (1986)

Population	Lynn Community	% of Community	Ogden	% of Ogden
Total Population	3,293	100%	63,909	100%
Population Characteristics:				
Sex:				
Male	1,535	47%	31,105	49%
Female	1,758	53%	32,804	51%
Age:				
Under 5	385	12%	5,870	9%
5-17	689	21%	12,677	20%
18-24	387	12%	7,726	12%
25-34	646	20%	10,748	17%
35-44	309	9%	7,675	12%
45-54	255	8%	4,837	8%
55-64	240	7%	5,044	8%
65-74	199	6%	5,051	13%
75 and Over	183	6%	4,281	7%
Race:				
White	2,999	91%	55,732	87%

Black	49	1%	1,632	3%
American Indian, Eskimo, Aluet	0	0%	766	1%
Asian or Pacific Islander	33	1%	1,252	2%
Other	212	6%	4,527	7%
Hispanic Origin (any race)	318	10%	7,533	12%
<u>Educational Attainment 25 years & older:</u>				
Less than High-School Diploma	658	36%	9,432	25%
High School Graduate	538	29%	10,014	27%
Some College/College Degree	636	35%	18,386	49%

Land Use

The Lynn Community is one of the few residential areas in the City where there ~~is are~~ still large areas of significant of vacant land ~~left than other areas of the City. for new development. Vacant land is the single largest land use type in the community.~~ Single family residential is the main land use in the Lynn Community. ~~zoning is the second largest land use group.~~ Because there are three arterial streets in the community (Washington, Wall and 12th Street), there is a significant amount of commercial ~~uses space land use~~ along these arterial streets.

arterial streets which run through the community. The residential zoning is predominantly ~~R-1-6 R-2~~ which allows single family homes. ~~and duplexes. It is also the only community in the City where there is still vacant land which is zoned for mobile home developments.~~

Zoning in the Lynn Community

Land Use	Acres	Community Percentage
Single family	271.66	26.69%
Duplex	3.39	.33%
Multi-family 3-4 units	2.65	.26%
Multi-family 5+ units	23.21	2.28%
Mobile Home	32.28	3.17%
Government/Institution	50.87	5.00%
Commercial-Sales	94.42	9.28%
Commercial – Service	4.77	.47%
Transportation/Utility	114.78	11.28%
Vacant	344.83	33.88%
Park	24.42	2.40%
Manufacturing	50.65	4.98%
Total	1,017.93	100%

Zone	Acres	Community Percentage
C-2 (Commercial)	19.39	1.90%
C-1 (heavier commercial)	22.64	2.22%
CP-2 (Planned Commercial)	65.72	6.46%
CP-3 (heavier planned commercial)	22.20	2.18%
MP-1 (planned manufacturing)	125.31	12.31%
R-2 (two-family residential)	495.82	48.71%
R-3 (multiple family residential)	50.24	4.94%
RMH-1 (mobile home/rec Coach Park)	95.14	9.34%

Note: Does not include area for roads

Zoning

The Lynn Community has an interesting mix of commercial and residential zoning. Nearly 25% of the community is zoned for commercial uses. Again, the high percentage of commercial zoning can be attributed to the

Housing

The Lynn Community has a variety of housing types. The single largest type is single-family homes. The smallest category of housing type

is condominiums. The community has the largest ~~amount~~ number of mobile homes of any of the planning communities. ~~There are two mobile home parks in the community.~~

Almost 28% of the total housing stock is multi-family. The older houses in the community are between Washington and Wall. The newer dwelling units are located west of Wall Avenue. The oldest homes in the community date back to the 1850's, which are found along 2nd street.

Housing in the Lynn Community

Type of Dwelling	# of Dwelling Units	As a % of Community Total
Single family	778	48%
Condominium	30	2%
2-4 units	199	12%
5 or more units	264	16%
Manufactured Mobile Home or other	361	22%

LYNN CONCERNS

Isolated Neighborhoods

1. Irregular configuration of mobile home parks

School Capacity

- ~~2. The enrollment at Lynn Elementary School is above capacity at the present time. Projections indication this condition may persist.~~

Zoning

- ~~2.3.~~ The commercial and manufacturing uses on the arterial and major roads impact adjacent neighborhoods.
- ~~3.4.~~ The placement of Multiple unit complexes that are built mid-block on a street, in such a way they divide separate groupings of homes, e.g., pressure to zone vacant lots to multi-density on Harrisville Road.
- ~~4.5.~~ The lack of height restrictions in the R-3 and R-4 zones where new apartments are

being built in the center of blocks (i.e., infilling) among single family developments.

~~5.6.~~ Ideal Trailer Court is in a commercial zone which abuts a residential zone. It is possible this development could transition to commercial uses. The Community Policies state commercial zones abutting residential zones should be “planned zones e.g., C-3 to CP-3.

~~6.7.~~ The significant percentage of land in the area which is zoned commercial and manufacturing e.g., 24% of the total land area in the Lynn Community and the degree of land (i.e., 20% commercial and 52% manufacturing) still vacant rather than developed.

~~7.8.~~ The previous practice of allowing intrusion of commercial and multi-density developments onto single lots of existing subdivisions which creates problems for the neighborhood.

~~8.9.~~ The single lot developments of commercial and manufacturing. Concern for commercial uses trailing down the street lot by lot.

~~9.10.~~ There appears to be a discrepancy between C-1, C-2 and C-3 and CP zones. Is it time to amend the commercial zones to allow only CP and add standards to the Zoning Ordinance to treat all commercial zones similarly?

~~10.11.~~ Design standards need to be added to the M-1 and MP-1 zones to protect adjacent neighborhoods and provide a more aesthetic look to Wall Avenue.

~~11.12.~~ Should the Zoning Ordinance be amended to allow horses and other animals in residential zones?

Liquor Uses

~~12.14.~~ Liquor uses in commercial zones adjacent to neighborhoods are a problem.

Parks

~~13.15.~~ The impact on adjacent neighborhood from the 4th Street Park softball complex lights and public address system.

Transportation

~~14.16.~~ Projected traffic volumes for 2005 indicate segments of Washington Boulevard, Wall and 12th Street will exceed capacity.

- ~~15.17.~~ The degree of truck traffic within the Lynn Community:
- A distinction must be made between through traffic on arterials and delivery trucks servicing businesses in the area;
 - The City Ordinances require fuel trucks to stay off certain roads, should this be extended to other ~~kinds~~~~kids~~ of trucks and types of roads?

Utilities

~~16.18.~~ Four street intersections do not meet the City's Street Lighting Plan.

~~17.19.~~ The cost of installing water and sanitary sewer lines in the northwest portion of the Lynn Community may constrain future development.

~~18.20.~~ Flooding at the intersection of Washington Boulevard and 2nd Street. Connecting the Harrisville Road storm sewer with the 7th Street storm sewer to alleviate the present situation will be a multi-million dollar project. Extension of the Harrisville line has yet to be scheduled in the 5-year Capital Improvement Plan.

Natural Features

~~19.21.~~ Development within the 100 year flood plain should comply with the City's Flood Plain Ordinance.

~~20.22.~~ Flood damage to developments within the high water table area is possible.

Historic Preservation

21. Development pressures around 2nd Street west of Wall Avenue continue to impact

the preservation of the unique history of the area.

22. The historic pioneer structures found throughout Lynn Community, especially along 2nd Street, should be preserved as a legacy. Many of the homes have been listed on the local historic register but several have not been placed on it. Efforts should be made to place as many historic structures on the registry as possible.

23. The historically significant lands should be protected by conservation easements and land use regulations that help protect this land from future development. Areas where significant events occurred should be preserved for future generations to learn from and enjoy.

24. The future park proposed west of Wall Avenue may be an opportunity to preserve culturally significant lands where residents can learn about the events that took place in this area.



LYNN COMMUNITY PLAN

1. COMMUNITY POLICIES

2. IMMEDIATE CHANGES TO THE ZONING MAP

- a. Addition of "P" zoning designations to all commercial and manufacturing zones which abut neighborhoods.
- b. Zoning to reflect the use:
 1. City property as part of the 4th Street Park from CP-2 to R-2
 2. Lynn Elementary from R-3 to R-2
 3. A 4.2 acre parcel on 9th Street between Wall Avenue and Meadowbrook PRUD from M-1 to R-2
 4. Ideal Trailer Court from C-3 to Rmh-1
- c. Rezone parcels which were rezoned with promises of specific developments which never took place.
 1. The southeast corner of 2nd Street and Wall Avenue (from R-3 to R-2)
 2. The property east of Beus Mobile Home Park between 2nd and 4th Streets from R-4 to R-2
 3. The vacant parcels of property zoned R-3 between Grant Avenue and Washington Boulevard from 9th Street north to approximately 650 South (from R-3 to R-2)

3. PLANNING GUIDELINES FOR THE FUTURE

- a. Entertain proposals in the future for, but does not promise, specific zoning:
 1. For a mobile home subdivision to the west of Urban Estates on North Street to finish that neighborhood.
 2. For higher density residential (R-3) between Washington Boulevard and Wall Avenue
 3. For possible CBC or high density residential for the parcels presently

zoned CP-3 on North Street east of Harrisville Road and on Wall Avenue north of Fred Myers.

4. For MP-1 or CBC on the Upland property east of DDO on 2nd Street.
5. For R-2 or Rmh-1 of Ideal Trailer Court
6. Property at 291 10th Street, east of the Fred Myers Shopping Center and south of the Church, R-2 or R-4
7. For C-3 on the properties east and west of Wall Avenue between approximately 200 West and 300 East; 7th Street to 975 South (currently zoned M-1)

Resolution 2002-27 adopted 8/27/2002

- b. Family Center should have a definite edge. Options for zoning shall include R-2 and R-3. A CP-2 Conditional Zoning option is provided for the R-3 property located south of North Street, west of Harrisville Road, and north of the Family Center, as such area is more specifically identified on the Community Plan Map, subject to the following conditions:
 1. A minimum development of five acres
 2. A master-planned, mixed-use development, which included commercial and residential uses and meeting the intent of Involve Ogden; and
 3. Continuation of Dan Street connecting from Wall Avenue to Harrisville Road.

Res 2001-27 adopted 9/21/01

- c. Endorse the idea of a neighborhood park west of Wall Avenue, the placement of which is not known, preferably centrally located in the neighborhood.

- d. Consider zoning options of the four corners at 2nd and Wall based on the following:
1. the vacant southeast and northwest corners be rezoned and developed prior to consideration of the other corners which have uses on them, unless such consideration of the other corners is for R-3 zoning.
 2. Any zoning consideration will be Conditional Overlay zoning with a development agreement to insure design and use compatibility with the character of the area. Compatibility considerations shall include, but not be limited to, single story buildings, pitched roofs, and brick or atlas brick as the primary exterior material. Without limitation on other possible use restrictions, in no event shall convenience stores and service stations be an allowed use.
 3. Zoning options will only be considered on the northeast corner, southeast corner and southwest corner if the individual parcels on the respective corners are combined. Combining properties shall not extend beyond the limit of the corners as defined by the map.
 4. Zoning option considerations are:
 Northeast corner – R-3/CO
 Northwest corner – R-3/CO, PI/CO or C-1/CO
 Southwest corner – R-3/CO
 Southeast corner- R-3/CO or C-1/CO

Ord 2005-36 adopted 6/7/2005

- e. Consider expansion of C-3 zoning along the north edge of 9th Street only as expansion of existing commercial facilities, subject to the establishment of a Conditional Overlay Zone (CO) and the owner entering into a development agreement meeting the

requirements of Section 19-39-7 of the Municipal Code.

Ord 2006-14 adopted 4/25/06

- f. Northwest corner of 7th and Washington- C-3/CO zoning option possible if development shows compatibility in design and land use to surrounding land uses and provides adequate protection to mitigate potential impacts to adjacent land uses.

Ord. 2006-55 adopted 9/5/06

- g. Zoning option of C-3/CO between 189 West and 200 West on the south side of 7th Street.

Ord 2007-45 adopted 7/3/07

- h. Zoning option of C-3/CO between about Kiesel and Grant at 608 Grant if the following conditions are included in the development agreement:
1. Zoning option be considered for senior housing use only;
 2. Proper edges be maintained and created where needed to protect the residences; and
 3. Development shall include design standards to integrate the development to the existing residential neighborhood.

Ord #2012-29 adopted 5/22/12

- i. When considering zone changes in the area north and south of 2nd Street and west of Wall Avenue, preservation of historic structures, culturally significant land and elements of historic character of the area should be preserved and incorporated into developments to the extent possible.
- j. Historic preservation should be promoted in this community.
- k. Consider creating a historic district or neighborhood conservation district along 2nd Street.
- l. Historic structures should be placed on the Ogden City Register of Historic Resources and preserved into the future.
- m. Land where important historic events occurred should be protected.

- n. Monuments and markers should be used to identify the area's history to inform the public of the historic events that occurred in the first neighborhood in Weber County and the charitable association between the early settlers and the Shoshone Tribe.
- o. Allow small farming operations on deep lots along 2nd Street to promote their historic use and preservation.

- five locations identified in order to meet the Ogden Street Lighting Plan.
- h. Request the Utah Department of Transportation to do a speed study on Wall Avenue between North and 12th Streets.
- i. Work with UDOT to assure a stop light is added at the intersection of Wall Avenue and 7th Street.

4. PLAN MAP - - see attached

Zoning Changes adopted by the Ogden City Council on December 4, 1986.

5. DIRECTIONS TO THE STAFF

- a. The Engineering Staff should complete and record the alignment of both Century Drive between North and 12th Streets and Grant Avenue between 2nd and 4th Streets.
- b. The Planning Staff should study the possibility of creating a zoning ordinance exclusively for mobile home subdivisions.
- c. Review commercial zones to eliminate C zones in preference to CP zones; add standards for review to the Zoning Ordinance in order to eliminate the need to have Planning Commission review of all CP applications, except on appeal.
- d. Add design standards to the M-1 and MP-1 zones.
- e. Plant trees along the edge of 4th Street Park on 4th Street and Wall Avenue right-of-ways. Also prepare parking options on 4th Street to minimize impact to adjacent residential uses.
- f. Prepare options regarding horse and other animals for possible Zoning Ordinance amendments. Such options should look at animals for residential use only (not business), space requirements and design standards.
- g. Contact Utah Power & Light to add missing ~~street lights~~ streetlights at the

- Amended July 5, 1990 (R-51-90)**
- Amended October 18, 1990 (R-86-90)**
- Amended March 23, 1999 (R-99-14)**
- Amended September 25, 2001 (R-2001-27)**
- Amended August 27, 2002 (R-2002-27)**
- Amended June 26, 2005 (Ord 2005-36)**
- Amended April 25, 2006 (Ord. 2006-14)**
- Amended September 5, 2006 (Ord 2006-55),**
- Amended July 3, 2007 (Ord. 2007-45)**

