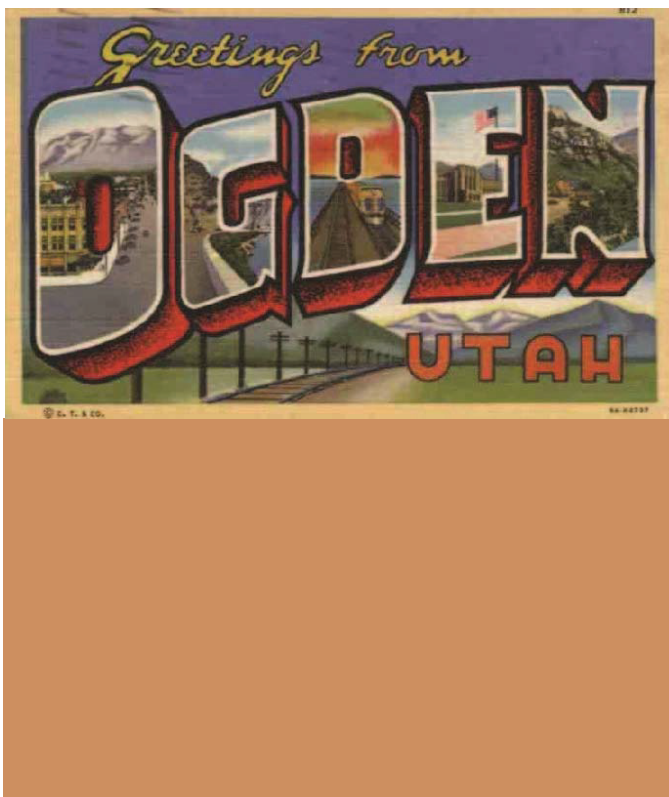


## **APPENDIX B1**

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### Land Use and Economic Development Technical Report





# Land Use and Economic Development Technical Report

**Ogden/Weber State University Transit Project**

*Ogden, Weber County, Utah*

October 9, 2018





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# 1.0 Introduction

This technical report describes the land uses in the land use evaluation area for the Ogden/Weber State University Transit Project and evaluates how land use would be affected by the Action Alternative. The Action Alternative is the Bus Rapid Transit on 25th Street Alternative, which was selected by the Ogden/Weber State University Transit Project partners and adopted by the Ogden City Council as the Locally Preferred Alternative.

Implementation of the No-Action Alternative would not result in adverse impacts to land use. The affected environment (existing conditions) would remain unchanged from current conditions.

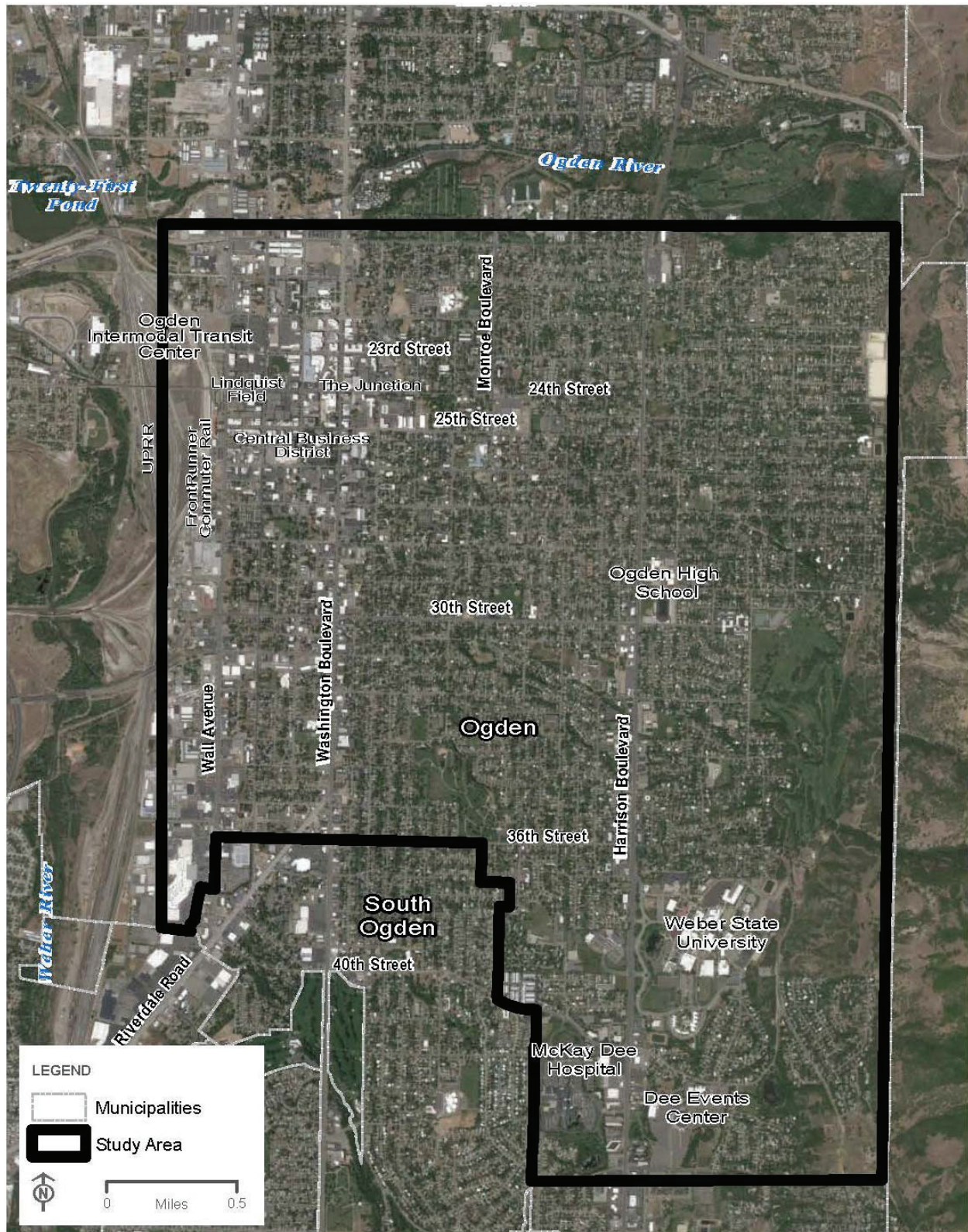
**Project Study Area.** The project study area encompasses a 5.3-mile corridor between downtown Ogden, Weber State University, and McKay-Dee Hospital. The project study area is located in the city of Ogden in Weber County, Utah. The project study area encompasses a portion of downtown central Ogden bounded by the Union Pacific Railroad line to the west, 20th Street (State Route [S.R.] 104) to the north, the city limits at the base of the Wasatch Mountains to the east, and about 4600 South to the south, the southwestern part of which follows the Ogden/South Ogden municipal boundary (Figure 1).

This project study area includes the following major destinations and Ogden neighborhood districts that could be served by the Action Alternative (Figure 2):

- The Ogden Intermodal Transit Center (FrontRunner operates frequent service from Ogden to Provo, an 88-mile route)
- Lindquist Field, a minor-league baseball stadium with an 8,262-person capacity
- The Junction, a 20-acre entertainment, residential, retail, and office mixed-use redevelopment
- The Ogden downtown central business district, which includes city, county, and federal offices
- Seven neighborhood districts: Central Business (downtown), East Central, Taylor, Jefferson, T.O. Smith, Mt. Ogden, and Southeast Ogden
- Ogden High School, with an annual enrollment of about 1,000 students in grades 10–12
- Weber State University, with about 2,500 faculty and staff and about 25,000 students (up from 17,000 in 2007), 840 of whom lived on campus as of September 2016 (Sears 2016)
- The Dee Events Center, a 12,000-seat sports and entertainment venue with a 3,000-space parking lot
- The McKay-Dee Hospital Center (at 2,300 employees, the fourth-largest hospital in Utah)



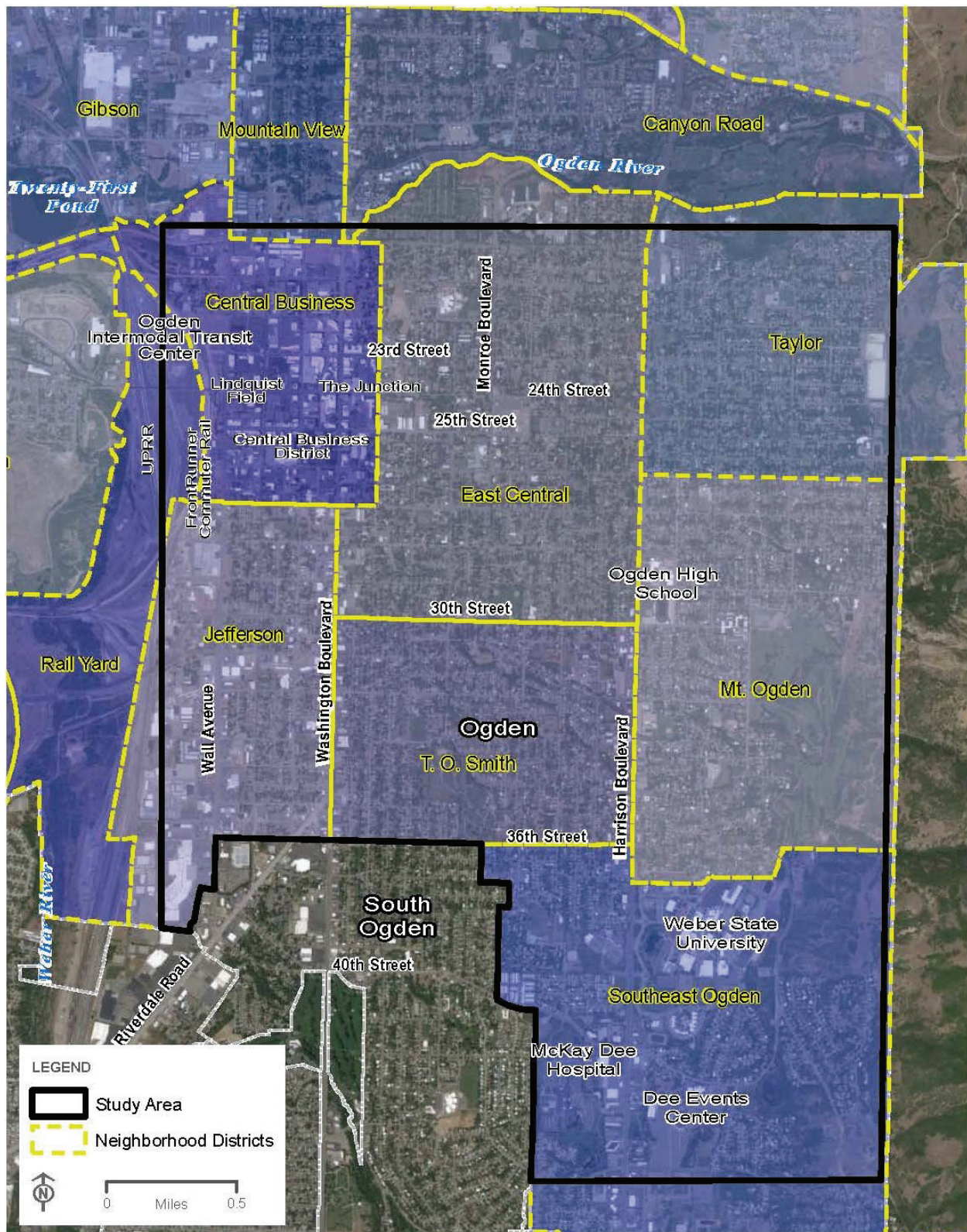
Figure 1. Project Study Area



OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT  
STUDY AREA



Figure 2. Neighborhood Districts



Ogden is one of the oldest communities in Utah and has a number of historic districts and neighborhoods. Much of central Ogden is served by a traditional grid street system, and a number of the major arterials are state highways managed by the Utah Department of Transportation (UDOT) which serve regional travel through Ogden. These major arterials are Washington Boulevard (S.R. 89), Harrison Boulevard (S.R. 203), and 30th Street (S.R. 79). Harrison Boulevard is part of the National Highway System and is a major north-south arterial that serves an important statewide transportation function through Utah by connecting Washington Boulevard (S.R. 89), Weber State University, and 12th Street (S.R. 39). The Union Pacific Railroad (UPRR) line and the Ogden Intermodal Transit Center are on the western edge of the city, and Interstate 15 is just west of the city.

**Land Use Evaluation Area.** The land use evaluation area is a subset of the overall project study area because land use along the proposed transit corridor is most likely to be affected by the Action Alternative. The land use evaluation area includes all land within about one-half mile of the Action Alternative alignment and the stations based on the assumption that land-use changes such as transit-oriented development that could be caused by the project are typically focused on an areas within about one-half of a mile of a transit facility.

## 2.0 Project Description

The Federal Transit Administration (FTA) and the Utah Transit Authority (UTA), in cooperation with project partners Ogden City, Weber County, the Wasatch Front Regional Council (WFRC), UDOT, Weber State University, and McKay-Dee Hospital, have prepared an Environmental Assessment (EA) under the National Environmental Policy Act (42 United States Code §§ 4321–4347) for the Ogden/Weber State University Transit Project.

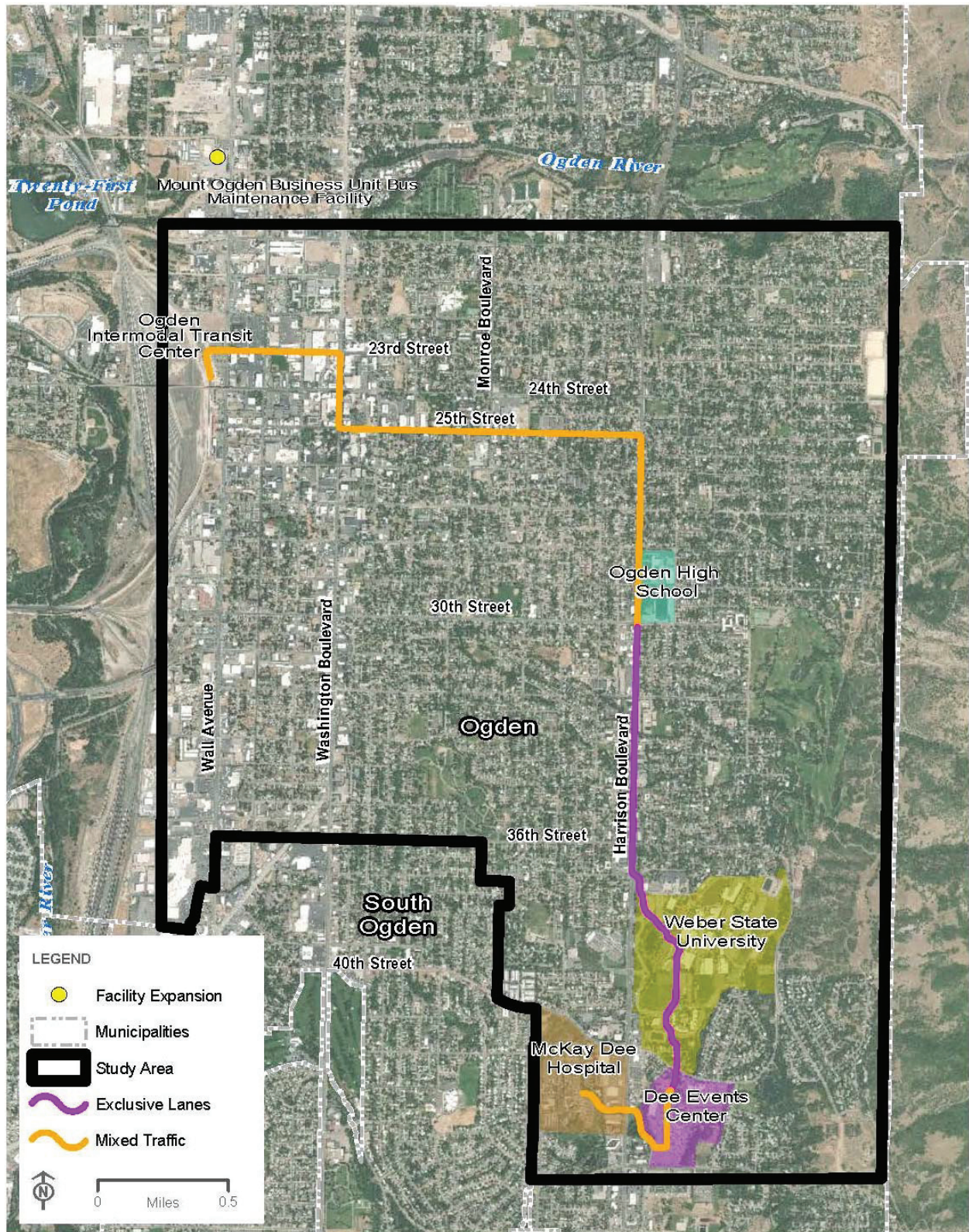
**Proposed Transit Corridor.** The proposed transit corridor is the alignment of the Action Alternative (Figure 3). The bus rapid transit (BRT) route for the Action Alternative would be about 5.3 miles long (10.6 miles round trip), with a western terminus at the Ogden Intermodal Transit Center. From there, the BRT route would head east in mixed-flow traffic on 23rd Street to Washington Boulevard, south on Washington Boulevard to 25th Street, east on 25th Street to Harrison Boulevard, and south on Harrison Boulevard. At about 31st Street and Harrison Boulevard, the BRT route would transition to center-running, bus-only lanes. It would continue on a dedicated busway through the Weber State University campus and then travel west to McKay-Dee Hospital, where it would again travel in mixed-flow traffic. The BRT route would loop back on the same route.

**Station Locations.** The Action Alternative includes 16 brand-identified stations. The station locations were chosen during the project's Alternatives Analysis update process. Station spacing ranges from about 0.25 mile apart to about 0.50 mile apart; several stations on Harrison Boulevard would be farther apart because of the spacing of major destinations.

Of the proposed 16 stations, 11 are existing bus route 603 stations (including the termini at the Ogden Intermodal Transit Center and McKay-Dee Hospital) that would be enhanced as part of the Action Alternative. The project team agreed that not all 16 stations would be constructed for the BRT service's opening day (2020). Three of the 16 stations are designated as future stop locations. The existing route 603 bus currently stops at two of these three locations, and those locations would be discontinued and new enhanced stations would be constructed in their place in the future based on ridership and station demand.



Figure 3. Action Alternative



OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT  
ACTION ALTERNATIVE





**Station Amenities.** The Action Alternative stations would include a platform, canopy, landscaped planter, and station amenities. The station would sit on a concrete bus pad elevated above the sidewalk curb height between 6 and 9 inches above the street grade. Stations would be about 125 feet long, with a platform length of 100 feet to accommodate two 40-foot-long BRT vehicles. Station shelters would be roughly comparable in size to existing UTA bus passenger shelters in the area, though somewhat longer.

At present, UTA anticipates that the shelters would be designed to include a combination of glass panels and solid support members that would have a minimal visual “footprint.” Station canopies would be opaque features that provide shelter from sun and rain and would be about 10 to 15 feet high, depending on the incorporation of decorative architectural features that would be determined during final design.

The platform provides the area for passenger waiting, boarding, and station amenities. The station platform would range from 8 to 25 feet wide, depending on the station location and the need for a platform to accommodate either single-direction travel or both southbound and northbound travel. Station amenities could include ticket vending machines, seating, lighting, a canopy and wind screens, garbage receptacles, and wayfinding information (maps and signs).

**Mount Ogden Business Unit Bus Maintenance Facility Expansion.** In conjunction with the Action Alternative, UTA would renovate and expand the existing Mount Ogden Business Unit Bus Maintenance Facility located at 175 W. 17th Street in Ogden. The Mount Ogden facility is currently operating at maximum capacity and cannot accommodate the additional eight BRT vehicles needed for the Action Alternative.

Operations at the Mount Ogden facility would continue to include maintenance, repairs, inspections, and cleaning for the existing bus fleet and the additional BRT vehicles. The BRT vehicles would be maintained and stored overnight at this facility. The north maintenance building would be expanded to the east by about 8,000 square feet, remaining within property currently owned by UTA and remaining within the existing parking lot pavement area; no additional right-of-way would be required. The expansion would consist of four new bus maintenance bays, which are covered areas for maintaining the new BRT vehicles as well as buses already in the fleet. The expansion would bring the existing facility from about 32,000 square feet to just under 40,000 square feet.

**23rd Street and 25th Street Roadway Improvements.** To further support the Action Alternative, Ogden City would upgrade portions of 23rd Street and 25th Street to better accommodate the Action Alternative. 25th Street would be rebuilt from the bottom up, and, in certain instances, water mains would be replaced, storm sewers would be installed, and sanitary sewers would be repaired. Depending on the extent of the utility work, curbs might be fully replaced. Ogden City would also upgrade the roadway infrastructure on portions of 23rd Street between Wall Avenue and Kiesel Avenue to better support the Action Alternative and active transportation (walking and bicycling). Improvements would include adding a traffic signal at Lincoln Avenue, restriping, adding bicycle lanes, adding crosswalks, reconstructing curbs, and reconfiguring parking.



## **3.0 Regulatory Setting**

The Utah legislature has delegated responsibility for land use planning and regulation to the state's Counties and Cities. These local governments develop general or comprehensive plans for land development within their jurisdictional boundaries. These plans provide the parameters for future land use as well as infrastructure needs. The public has the opportunity to participate in the land-planning process by reviewing and commenting on draft land use and zoning plans before they're approved by local officials.

All plans discussed in the sections below have been developed in accordance with this general approach and, therefore, represent the type of land use that Ogden City and Weber State University desire.

## **4.0 Affected Environment**

### **4.1 Methodology**

In 2011, UTA published the Ogden/Weber State University Transit Corridor Draft Alternatives Analysis (draft AA) as part of evaluating options for improved public transportation service in Ogden. In 2015, UTA, in cooperation with several project partners, updated the draft AA as part of the current Ogden/Weber State University Transit Project.

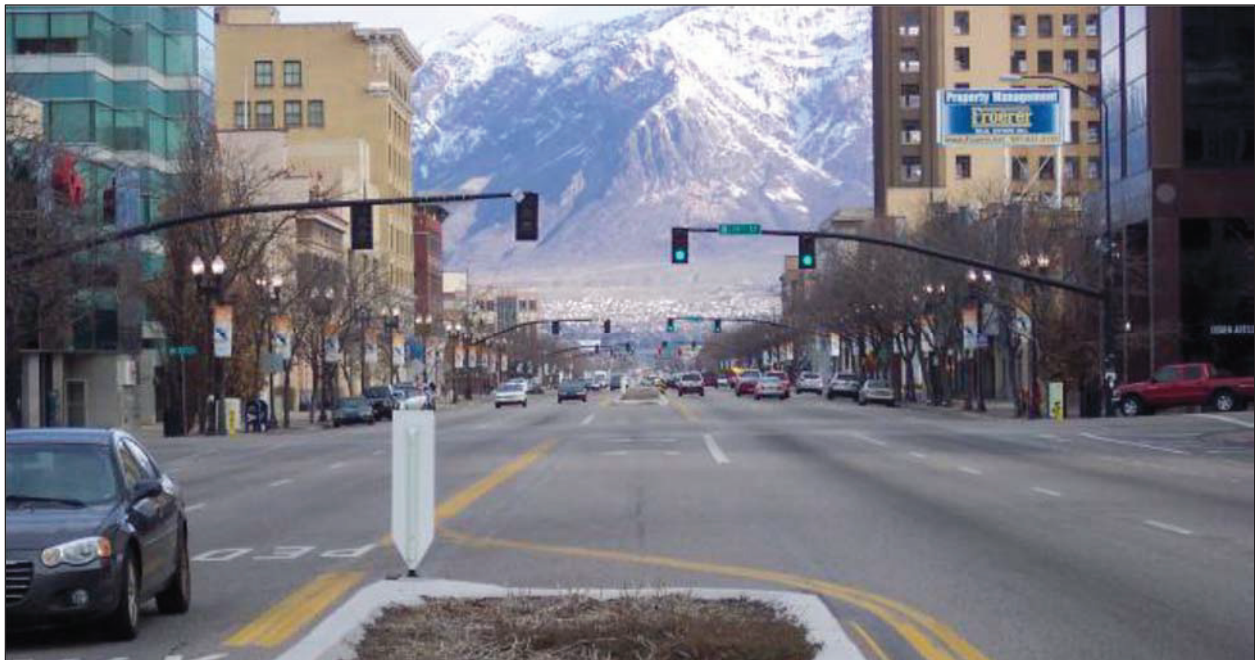
As part of the AA update process, the project team conducted a land use evaluation of the land use evaluation area. In addition, during the environmental phase of this project, the project team conducted further analyses of regional and community growth, employment, housing, and the local business environment. The project team evaluated potential project effects on minority and low-income populations, effects such as changes in travel patterns, in access to community facilities, and in the availability of affordable housing.

The team obtained information about the community environment by reviewing literature prepared by local and regional governments and organizations and by reviewing the comments that were received during public outreach efforts and stakeholder interviews. The team also reviewed publicly available demographic and community information such as data from the U.S. Census Bureau, Ogden City, local chambers of commerce, and the State of Utah.

## 4.2 Existing Land Use

The Action Alternative would be located in a heavily developed urban area with a mix of residential, commercial, office, retail, institutional, and park space along major arterial and collector roads (Figure 4). The land use evaluation area is characterized by vacant inner blocks and some vacant buildings. Major destinations anchor both ends of the proposed transit corridor, with UTA's Ogden Intermodal Transit Center anchoring the north end and Weber State University, the Dee Events Center, and McKay-Dee Hospital anchoring the south end.

**Figure 4. Downtown Ogden – Washington Boulevard and 25th Street Looking North**

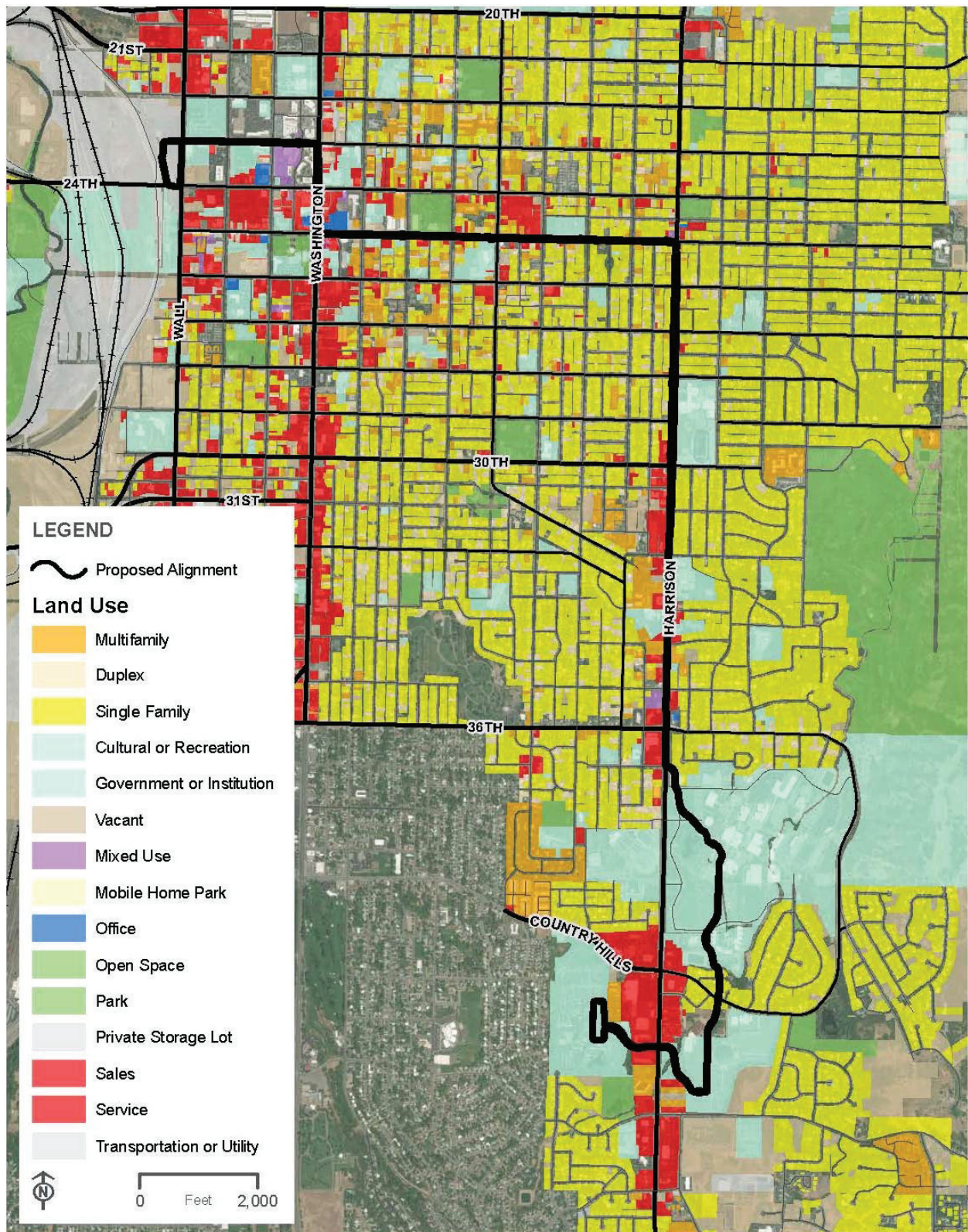


## 4.3 Land-Use Diversity

Existing land use in the land use evaluation area is shown in Figure 5. Because central Ogden was built around historic streetcar lines, it has compact neighborhoods with diverse land uses. The East Central neighborhood area centered on 25th Street and shown above in Figure 2 has the highest level of land-use diversity outside the Central Business District/downtown with a wide range of residential densities, housing types, and land uses. The land-use pattern becomes markedly less mixed along other segments of the Action Alternative route, where either single-family (Harrison Boulevard north of 30th Street) or commercial (Harrison Boulevard south of 30th Street) land uses predominate.



Figure 5. Existing Land Use



OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT  
EXISTING LAND USE



## 4.4 Residential Density

Residential densities in the East Central neighborhood are among the highest in Ogden due to a legacy of the neighborhood's orientation around the original streetcar system. Increasing residential density also increases walking and transit use. For instance, doubling housing density can reduce vehicle-miles traveled by 4% and increase walking and transit use by 7%. A density of 20 or more units per acre can support high-quality transit.

A few apartment buildings in the East Central neighborhood, particularly around 25th Street, have a density of 20 or more units per acre, but most of this neighborhood has densities of 6 or fewer units per acre. In order to maximize the transit investment, Ogden City would need to allow higher housing density close to the proposed transit corridor.

In central Ogden, housing density is relatively high around 25th Street and on Harrison Boulevard, between 25th Street and McKay Dee Hospital. This area has older apartment buildings and larger single-family residences that have been converted to multi-unit housing. Student apartments surrounding Harrison Boulevard south of 30th Street also provide a housing density that supports transit.

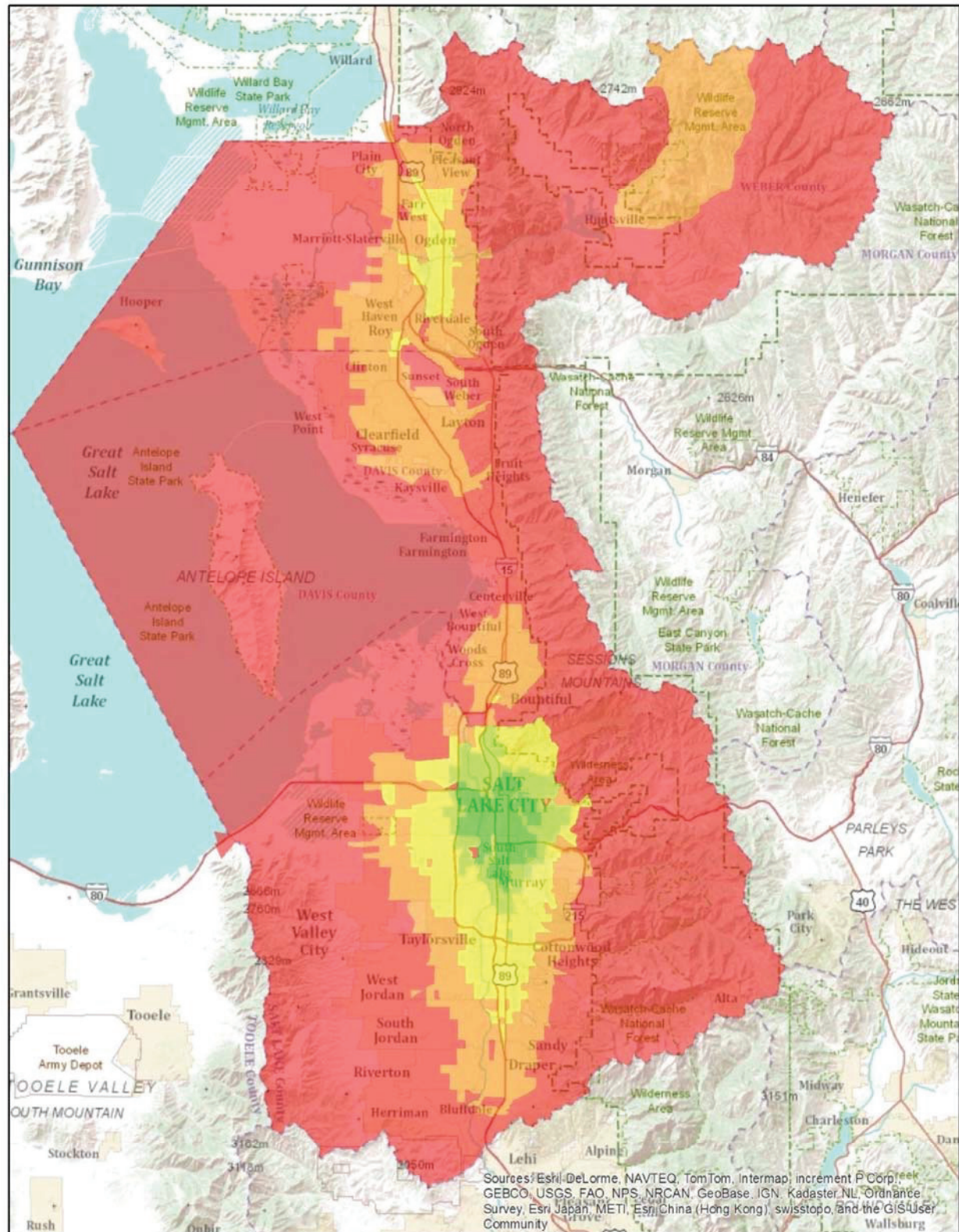
## 4.5 Regional Employment Accessibility

When nearby transit options connect residents with a large share of the region's jobs, those residents are far more likely to use transit. In the transportation research literature, this is known as *employment accessibility*.

Central Ogden has the highest level of regional employment access via transit of any Utah city north of Salt Lake City (Figure 6). The Ogden Intermodal Transit Center in downtown Ogden provides speedy FrontRunner commuter rail access to downtown Salt Lake City, where a large percentage of the region's jobs are located.



**Figure 6. Regional Employment Accessible within a 10-Minute Auto Trip**



## 4.6 Transit Access

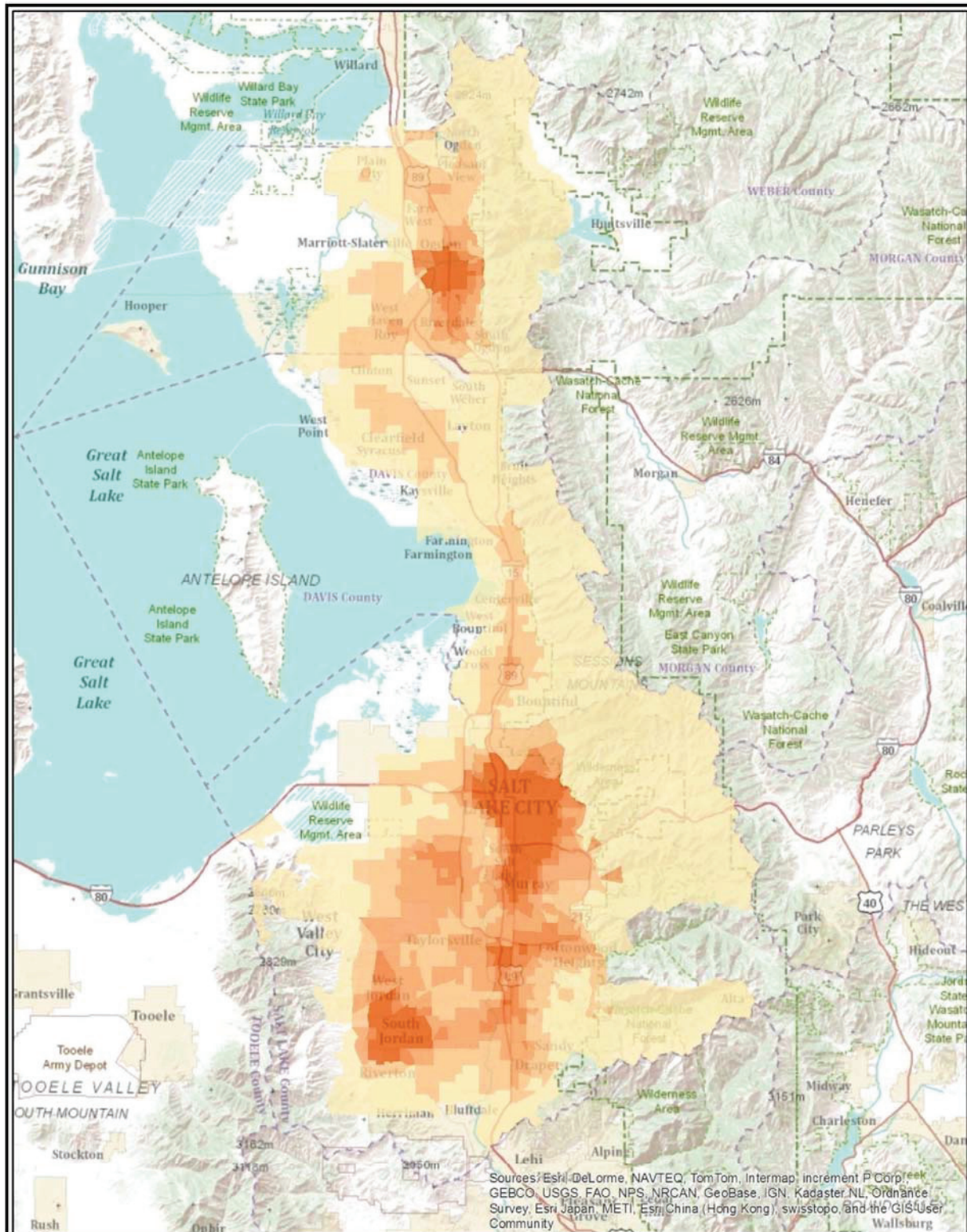
Easy access to transit stations is a strong predictor of how well it will be used. Central Ogden has the highest level of transit access and transit options relative to other Utah cities north of Salt Lake City, as shown in Figure 7.

During the Alternatives Analysis phase of this project, UTA conducted three focus groups and a telephone survey to evaluate the transit needs of residents in Ogden and to gauge public perceptions of specific transportation modes and routes. In general, participants acknowledged that public transit is necessary to accommodate planned growth in Ogden. They also acknowledged that, if public transit improvements were convenient and reliable, they would be more likely to use public transit more frequently than they do now. (For more information, see the *Alternatives Analysis Update Report* in Appendix A of the EA.)

By expanding the network of high-quality transit outside the core of downtown Ogden, many more residents and employees will be able to choose to use transit—and the research conducted for this project indicates that many people will likely make that choice.



**Figure 7. Transit Stop Density within 1 Mile**



**OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT**  
**TRANSIT STOP DENSITY WITHIN 1 MILE**

## 5.0 Environmental Consequences

### 5.1 No-Action Alternative

With the No-Action Alternative, the BRT and other facilities associated with the Action Alternative would not be constructed. The No-Action Alternative includes the existing transportation system and all projects in WFRC's 2015–2040 Regional Transportation Plan that are programmed to be completed within the project study area by 2020, the anticipated opening year for the Action Alternative's BRT.

The No-Action Alternative includes current UTA route 603 bus service in the proposed transit corridor using standard buses. Typical UTA buses would continue serving existing bus stops in the project study area with no additional infrastructure construction. No new impacts to land use would occur with the No-Action Alternative. Impacts to land use in the project study area would continue to occur at present levels and from present sources such as private and public development. The additional economic development and redevelopment potential stemming from the Action Alternative would not occur, and economic development opportunities would likely remain at existing pace.

### 5.2 Action Alternative

#### 5.2.1 Effects on Land Use

The Action Alternative would not cause adverse impacts to land use, land-use patterns, access to land, or zoning in the land use evaluation area. Most of the project improvements would be implemented within the existing roadway rights-of-way. The Action Alternative is consistent with and complementary to existing land uses and zoning and complies with regional and local plans and policies including Ogden City's General Plan, Central Business District Community Plan, and East Central Community Plan and the Weber State University Master Plan and Master Plan update.

**Economic Development Opportunities.** The Action Alternative could create permanent economic development opportunities along with potential redevelopment along Washington Boulevard and 25th Street and several redevelopment opportunities on Harrison Boulevard between 25th Street and Weber State University. The Action Alternative would encourage redevelopment along Harrison Boulevard and around activity nodes such as at McKay-Dee Hospital. The hospital has continued to expand its campus including the 2016 addition of its 82,000-square-foot Orthopedics and Surgery Center, also known as the "north campus," at 3903 Harrison Boulevard. The Action Alternative would continue to serve the hospital campus similar to the existing route 603 bus service and is consistent with McKay-Dee Hospital's land-use plans.

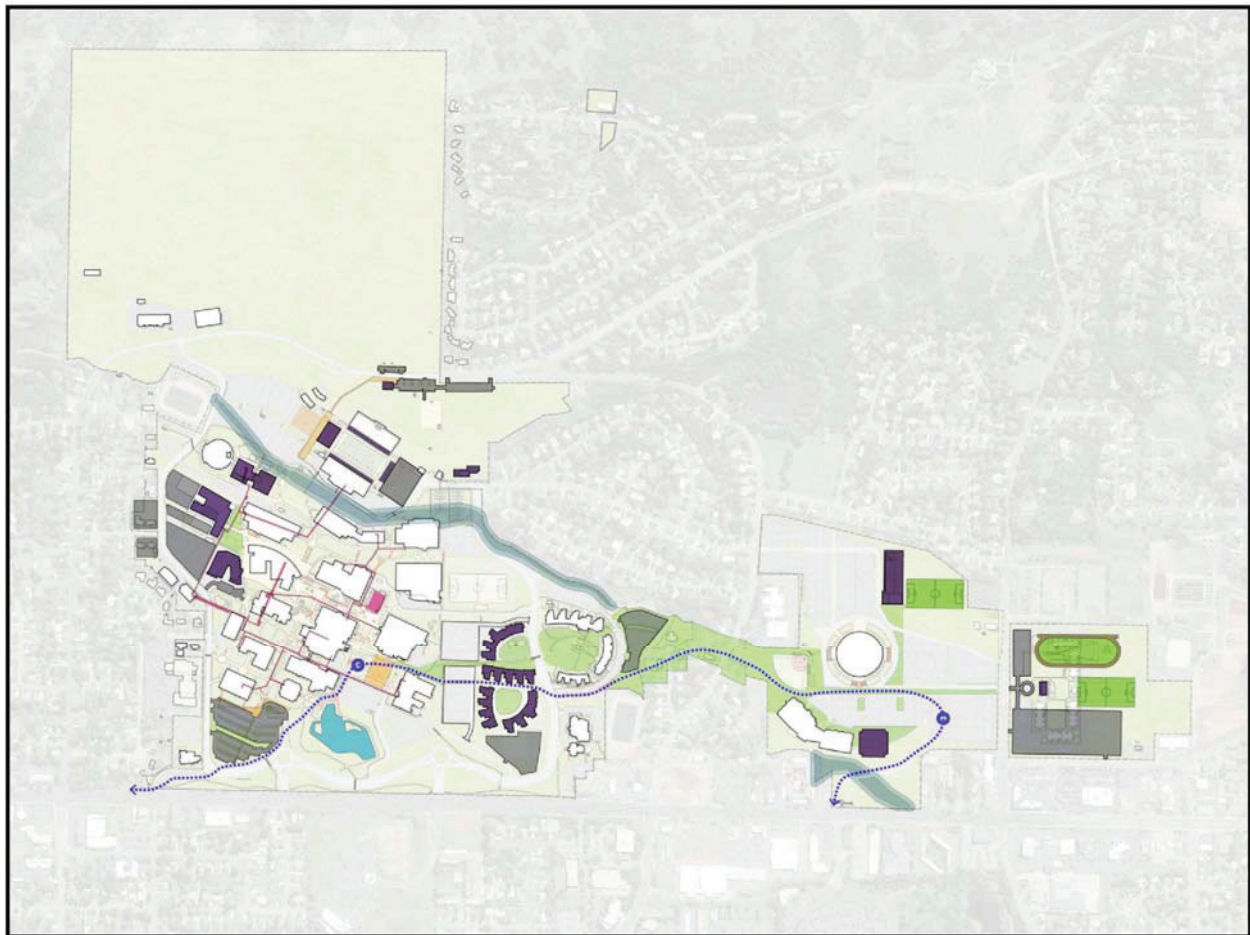
**Higher Densities.** Higher densities in the proposed transit corridor would provide increased ridership for transit services over time. Given the evolving process of land-use changes, the effects of the Action Alternative on land-use patterns in the proposed transit corridor might not be immediately apparent. Land-use patterns in developed areas change slowly over time as new development projects are built and as activity patterns change in existing buildings.



**Weber State University Master Plan Redevelopment.** The Action Alternative would allow Weber State University to redevelop its campus per its Master Plan. Weber State University officials have provided substantive input into the Action Alternative alignment through the university campus. University officials have requested that the alignment be made up almost entirely of bus-only lanes throughout the campus and have also requested that the bus-only lanes follow the alignment shown in the Weber State University Master Plan (Weber State University 2004, updated in 2016) and recent updates as shown in Figure 8 from the Master Plan.

Weber State University's campus Master Plan guides campus development into the foreseeable future. The 2004 Master Plan and the updated 2016 Master Plan acknowledge that Weber State University consists of two noncontiguous campuses. The northern campus houses the academic programs, administration, student services, and some athletic programs, while the south campus houses the Dee Events Center, a large parking lot, and student housing. The two campuses are greatly separated, and the University wants to lessen this separation. To facilitate this goal, the Master Plan states the University's desire to link the two campuses with pedestrian, bicycle, and transit connections.

**Figure 8. Weber State University Master Plan Graphic (2016)**



The dotted line on this figure is the proposed transit alignment.  
This figure is taken directly from the University Master Plan.



OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT  
WEBER STATE UNIVERSITY MASTER PLAN COMPOSITE GRAPHIC (2016)

The Action Alternative would help Weber State University connect the north and south campuses via a multimodal corridor, which would convert some residential uses to transportation and institutional uses in accordance with the campus Master Plan and would help alleviate the need to build more on-campus parking facilities, thereby making land available for additional campus development. The Action Alternative would require eliminating some parking on campus, specifically at the Dee Events Center parking lot.

**Dee Events Center.** The Action Alternative would include a busway through the Dee Events Center parking lot that would run west of the events center for about 1,000 feet and then stop at a new proposed enhanced station (Figure 9 and Figure 10). The project partners considered two options for the busway: a single-lane, bidirectional dedicated busway and a double-lane dedicated busway. With the single-lane option, buses approaching from opposite directions would share the same road section and could overtake or pass each other only at the bus stops.

With the single-lane option, about 134 parking spaces would be eliminated, compared to 158 parking spaces with the double-lane option (see Appendix D, Detailed Design Figures, of the EA). Since the double-lane dedicated busway would eliminate only 24 more parking spaces, the project partners agreed that the double-lane option would be more efficient, would be better able to accommodate greater numbers of riders during special events, and would avoid creating an additional “pinch point” along the Action Alternative alignment.



**Figure 9. Busway through Dee Events Center Parking Lot (1 of 2)**

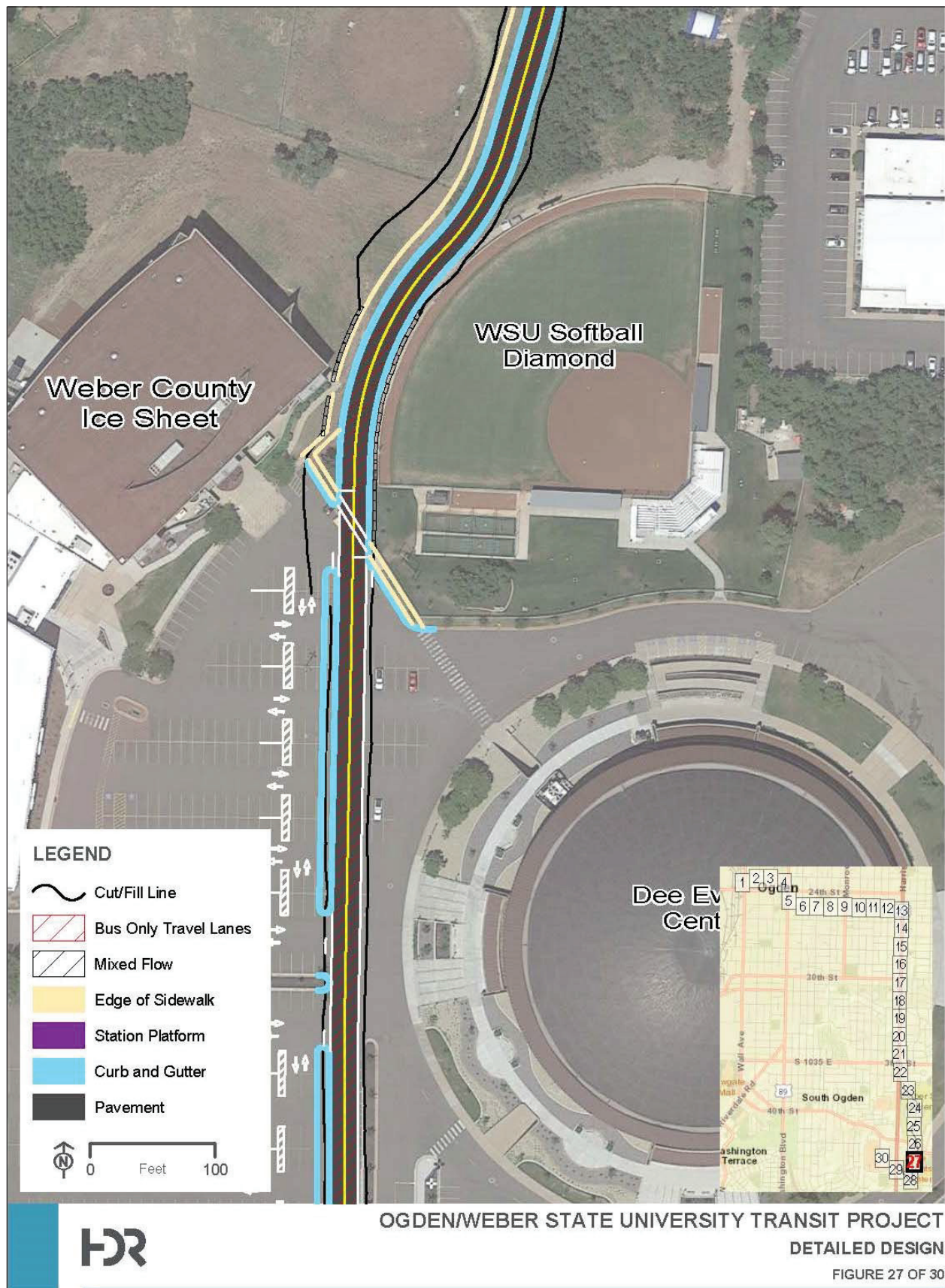
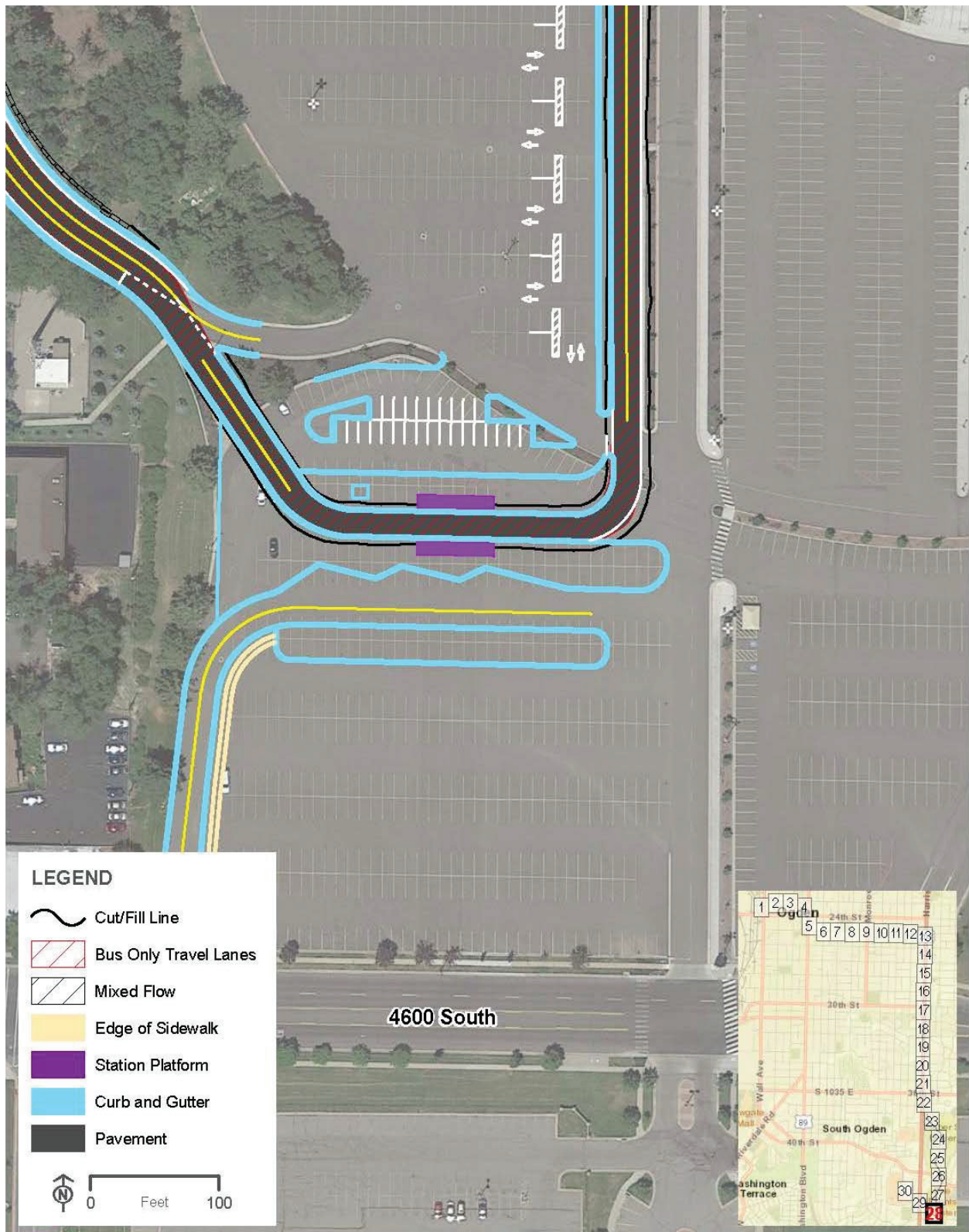




Figure 10. Busway through Dee Events Center Parking Lot (2 of 2)



OGDEN/WEBER STATE UNIVERSITY TRANSIT PROJECT

DETAILED DESIGN

FIGURE 28 OF 30



## 5.2.2 Effects on Businesses and Economic Development

The Action Alternative would have positive effects on transit access to the commercial areas along Washington Boulevard, 25th Street, and Harrison Boulevard and near Weber State University and McKay-Dee Hospital. Left turns across the bus-only lanes from Harrison Boulevard onto cross streets or businesses at unsignalized intersections would be restricted via a 9-inch-high median barrier that would be installed between the two bus-only lanes on Harrison Boulevard south of 31st Street as well as by the addition of no-left-turn signs. Therefore, motorists would no longer be able to access some businesses by making midblock left turns. However, many studies have been conducted to determine the effect of medians on businesses, and the overall benefit appears to outweigh any negative effects.

According to a summary report by the City of Portland, Oregon, “when installed as part of a toolkit of street design elements, medians can improve safety and support nearby businesses.” Studies have found that medians typically have a neutral to positive effect on local businesses for several reasons, including drivers experiencing a quicker, easier, and safer drive. Also, drivers usually have no problem making U-turns at median openings or at intersections where U-turns are legal. In fact, most businesses report higher sales after medians are installed (City of Portland 2017). The alternative would have long-term indirect benefits for businesses and the local economy because of improved mobility and increased economic investment throughout the proposed transit corridor.

The Action Alternative would support mixed-use and commercial development at key sites along Harrison Boulevard. However, as described in the *Ogden Transit Project Land Use Evaluation* completed as part of the Alternatives Analysis update process, this type of development would expand into even more areas if Ogden City were to implement transit-supportive zoning along the Action Alternative alignment.

The Action Alternative would support economic development plans by providing greater cohesion between land use and transportation by adding permanent and differentiated fixed transit elements in the proposed transit corridor. The appearance of the BRT runningway would be differentiated in a number of ways including pavement markings, lane delineators, alternative pavement material and texture, or alternative pavement color. Related infrastructure would be specially branded and designed. Other enhanced and more-robust amenities similar to those at rail stations, including real-time passenger information, fare ticket machines, enhanced lighting, larger, distinctively designed shelters, higher-capacity boarding areas, and accompanying street enhancements, could incentivize new transit-oriented development in the proposed transit corridor, which would be consistent with local plans.

The Action Alternative could create permanent opportunities for higher-density economic development along with potential opportunities for mixed-use and commercial redevelopment along Washington Boulevard and 25th Street and several redevelopment opportunities on Harrison Boulevard between 25th Street and Weber State University. Higher densities in the proposed transit corridor would in turn provide increased ridership for transit services over time. Given the evolving process of land-use changes, the effects of the Action Alternative on land-use patterns in the proposed transit corridor might not be immediately apparent. Land-

use patterns in developed areas change slowly over time as new development projects are built and as activity patterns change in existing buildings.

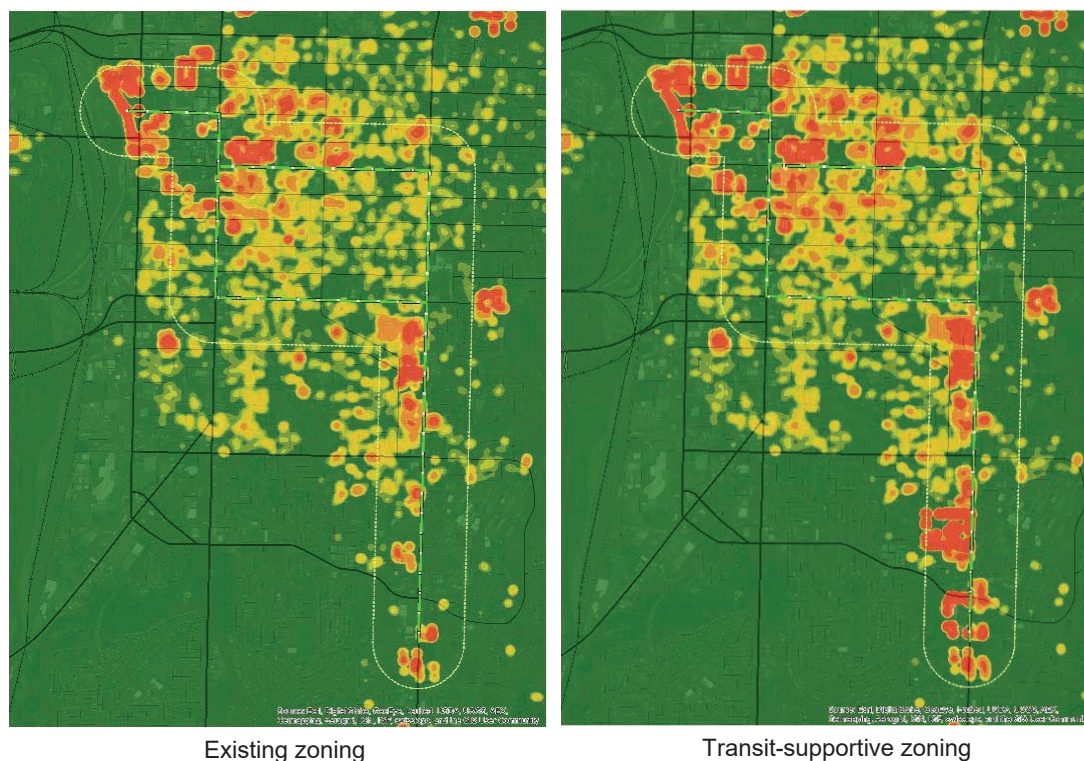
Economic development in the land use evaluation area could increase dramatically due in part to the Action Alternative. Economic conditions could benefit in the short term from project construction. A recent study (NITC 2015) found strong evidence that, over the long term, BRT systems generate economic development, attract jobs, encourage development of retail businesses and shopping, and attract the building of affordable housing.

The Action Alternative would support mixed-use and commercial development at key sites along Harrison Boulevard. As part of Alternatives Analysis update process, the project team looked at zoning as it relates to development and determined that mixed-use and commercial development would expand into even more areas if Ogden City were to implement transit-supportive zoning along whatever alignment was selected as the Locally Preferred Alternative (LPA).

Figure 11 illustrates this development potential in the land use evaluation area. The figure was created as part of the Ogden Transit Project Land Use Evaluation (Fregonese Associates 2015) prepared during the AA update process to compare development potential between the two alignments being considered as the LPA. The two component figures show the Action Alternative (as well as the alignment considered on 30th Street) with existing zoning (left figure) and with transit-supportive zoning (right figure). In Figure 11, yellow indicates existing development, and orange indicates additional development potential due to transit. Figure 11 shows that the Action Alternative not only has more development potential than does the 30th Street alignment, but it has even more development potential if transit-supportive zoning is put in place.



**Figure 11. Development Potential with the Action Alternative**



The Action Alternative would improve transit amenities and facilities to provide greater comfort and safety as well as street improvements for pedestrians. To distinguish BRT service as a higher-quality and more-reliable alternative to conventional local bus service, the Action Alternative and related infrastructure would be specially branded and designed. These improvements in transit service would likely enhance the convenience and attractiveness of transit services in the proposed transit corridor, resulting in potentially higher ridership and additional transit access. These improvements would support a higher-density land-use pattern along the proposed transit corridor consistent with Ogden City's land-use plans and policies. Higher densities of residential and commercial infill and intensification of existing uses would, in turn, provide increased support for additional transit services over time.

### 5.2.3 Effects on Employment Opportunities

Central Ogden has the highest level of regional employment access via transit of any Utah city north of Salt Lake City. The Action Alternative would extend this regional accessibility beyond central Ogden and would tie in the East Central neighborhood, Weber State University, and McKay-Dee Hospital. The Action Alternative would improve access to employment opportunities and consumer markets for area residents and users. The improved amenities of the Action Alternative, including the introduction of permanent transit amenities such as defined bus-only lanes, robust station amenities, and a branded BRT route, would leverage opportunities for mixed-use, transit-oriented development that would in turn encourage economic development, which brings jobs.



In summary, future development projections and existing land-use patterns, population, and employment densities along 25th Street would support public transportation, which would also support increased levels of development.

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