

Form-Based Villages, The Tale of Two Communities

Thursday, September 28th, 2023
11:10 AM - Room 101



AICP CM Log #: 9276837

Your Half-Competent Presenters:



Charles Ewert, AICP - Weber County

Charlie has spent the majority of his planning career in resort-oriented and rural county government. He is well versed in plan creation and implementation, with a special focus on assisting rural communities preserve their sense of character while preparing for and experiencing growing pains.

He is currently a Principal Planner for Weber County. Positions he's held in other communities include Development Services Director, Zoning Administrator, and Floodplain Administrator. He is certified with the American Institute of Certified Planners and has received a master's degree in public administration from the University of Utah.



Scott Perkes, AICP - North Logan City

Scott currently serves as the Community Development Director for North Logan City. Through past roles in the public, quasi-public, and private sectors, Scott has worked on everything from resort master planning (Canyons Village), aviation system planning (Colorado & Idaho), and in both rural (Weber County) and urban (North Logan City) public planning roles.

Academically, Scott is a certified urban planner through the American Institute of Certified Planners (AICP) and holds both a master's degree of urban planning from Texas A&M University (Gig'Em Aggies!), and a bachelor's degree of liberal arts from Utah State University (Aggies All The Way!).

Brief Explanation of Form-Based Codes

Conventional Zoning:

- Relic of past industrialization era focused on separation of heavy uses from residential areas.
- Created compartmentalized districts.
- Limited accessibility, caused additional reliance on vehicular transport.
- Accelerated by the GI Bill and post war suburbanisation.
- Current planning best practice is focused on reeling back euclidean zoning principles and development patterns in favor of mixed-use/form-based patterns.

Form-Based Zoning

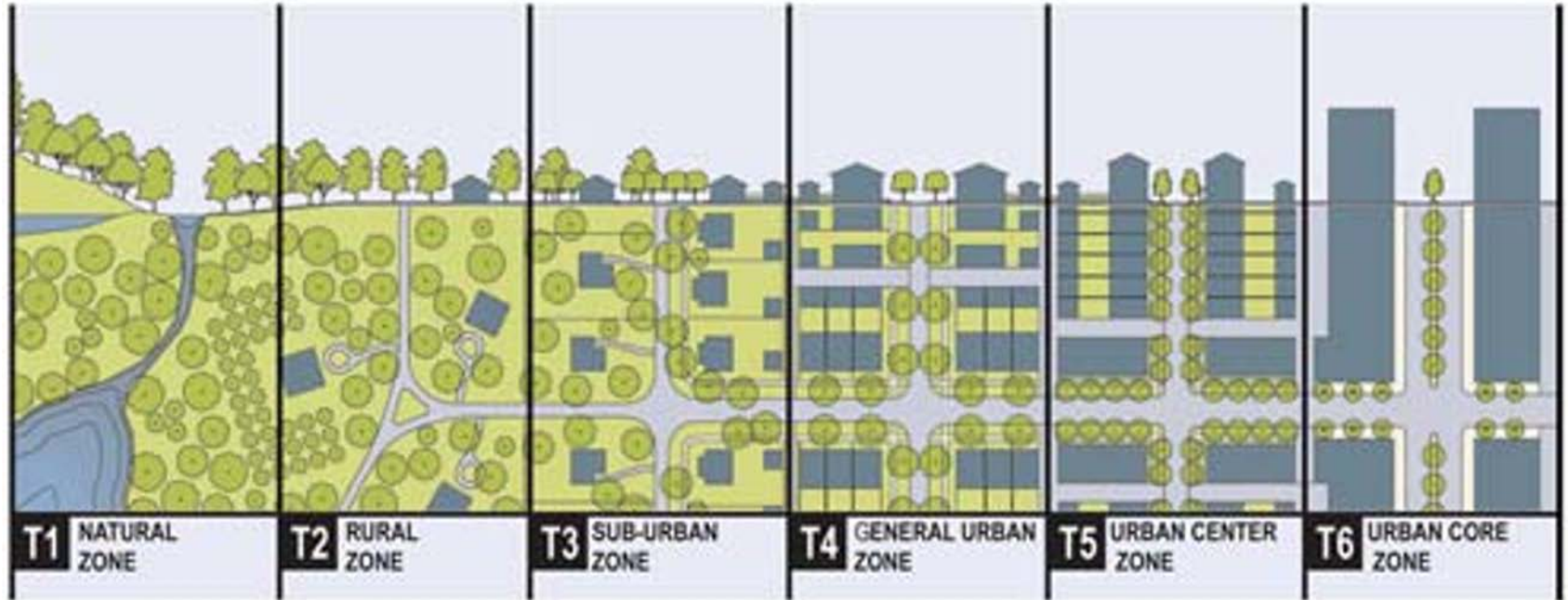
- Mixture of various uses to provide local live-work-play opportunities.
- Focuses more on form, function, aesthetics, and community placemaking
- Emphasize all modes of transportation and safe streets for all users.
- Creates opportunities to reduce automobile reliance.
- Results more sustainable and resilient communities.
- A primary subject of zoning reform

Brief Explanation of Form-Based Codes

“Form-Based Codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code”

-Form-Based Codes Institute - <https://formbasedcodes.org/definition/>

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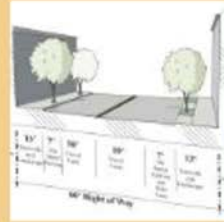
1. Regulating Plan

A plan or map of the regulated area designating the locations where different building form standards apply.



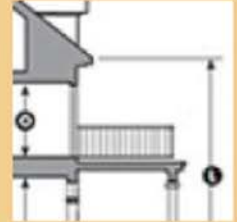
2. Public Standards

Specifies elements in the public realm: sidewalk, travel lanes, on-street parking, street trees and furniture, etc.



3. Building Standards

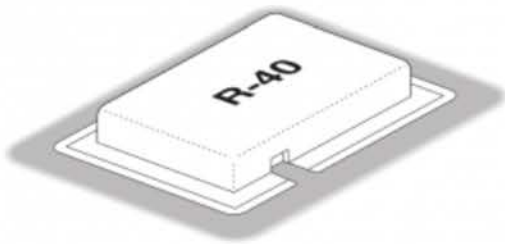
Regulations controlling the features, configurations, and functions of buildings that define and shape the public realm.



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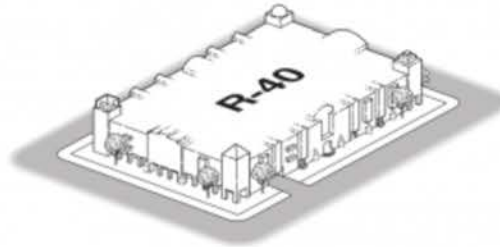
Conventional Zoning

Density use, FAR (floor area ratio), setbacks, parking requirements, maximum building heights specified



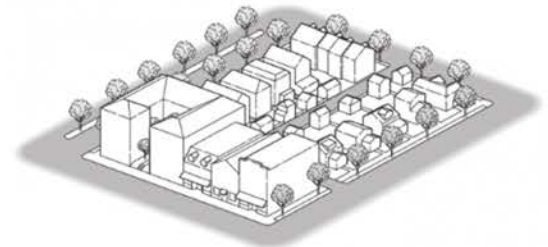
Zoning Design Guidelines

Conventional zoning requirements, plus frequency of openings and surface articulation specified



Form-Based Codes

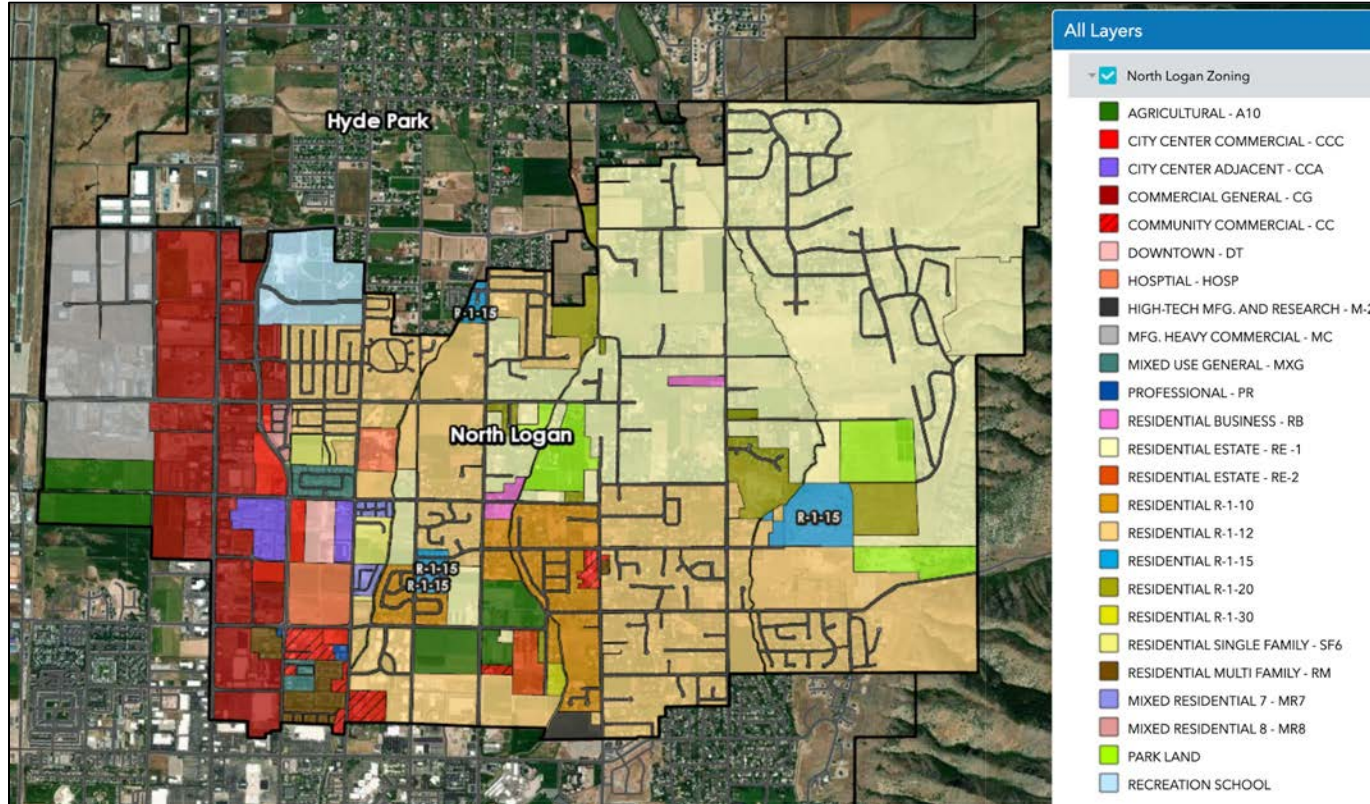
Street and building types (or mix of types), build-to lines, number of floors, and percentage of built site frontage specified.



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Conventional Zoning vs. Form-Based

Conventional Zoning vs. Form-Based



**Conventional
Zoning:**
Regulating by
separation of
uses

Conventional Zoning vs. Form-Based

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**Form
Based:**
Building
design
based on
type of
street
(Street
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Plan

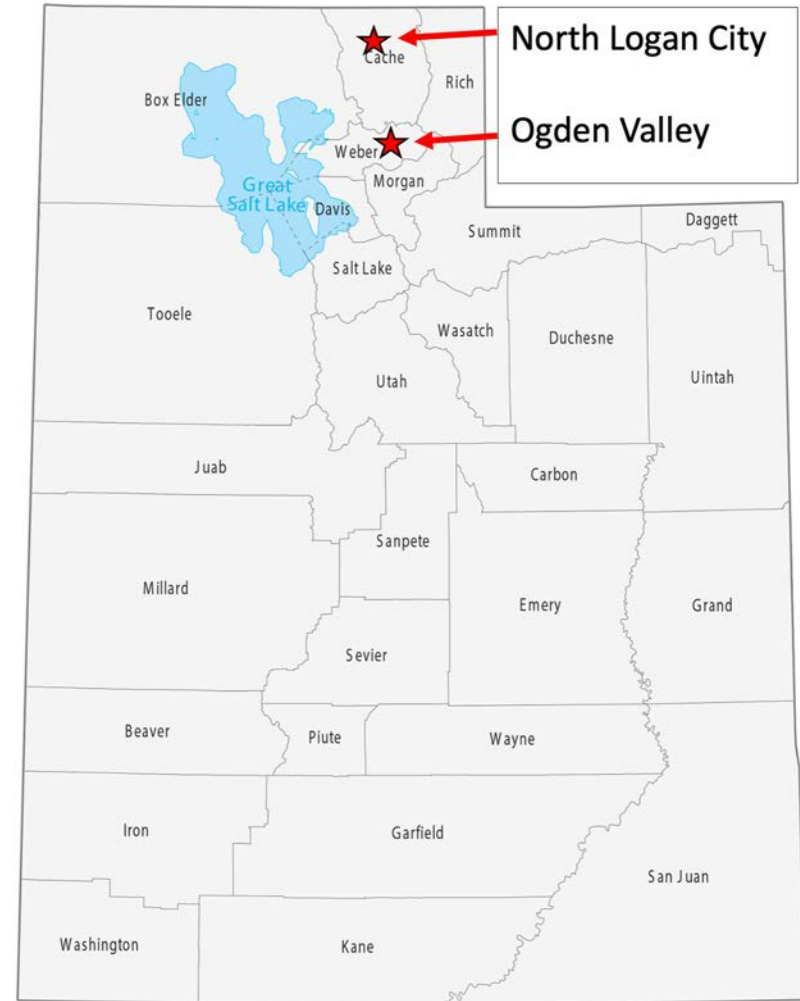
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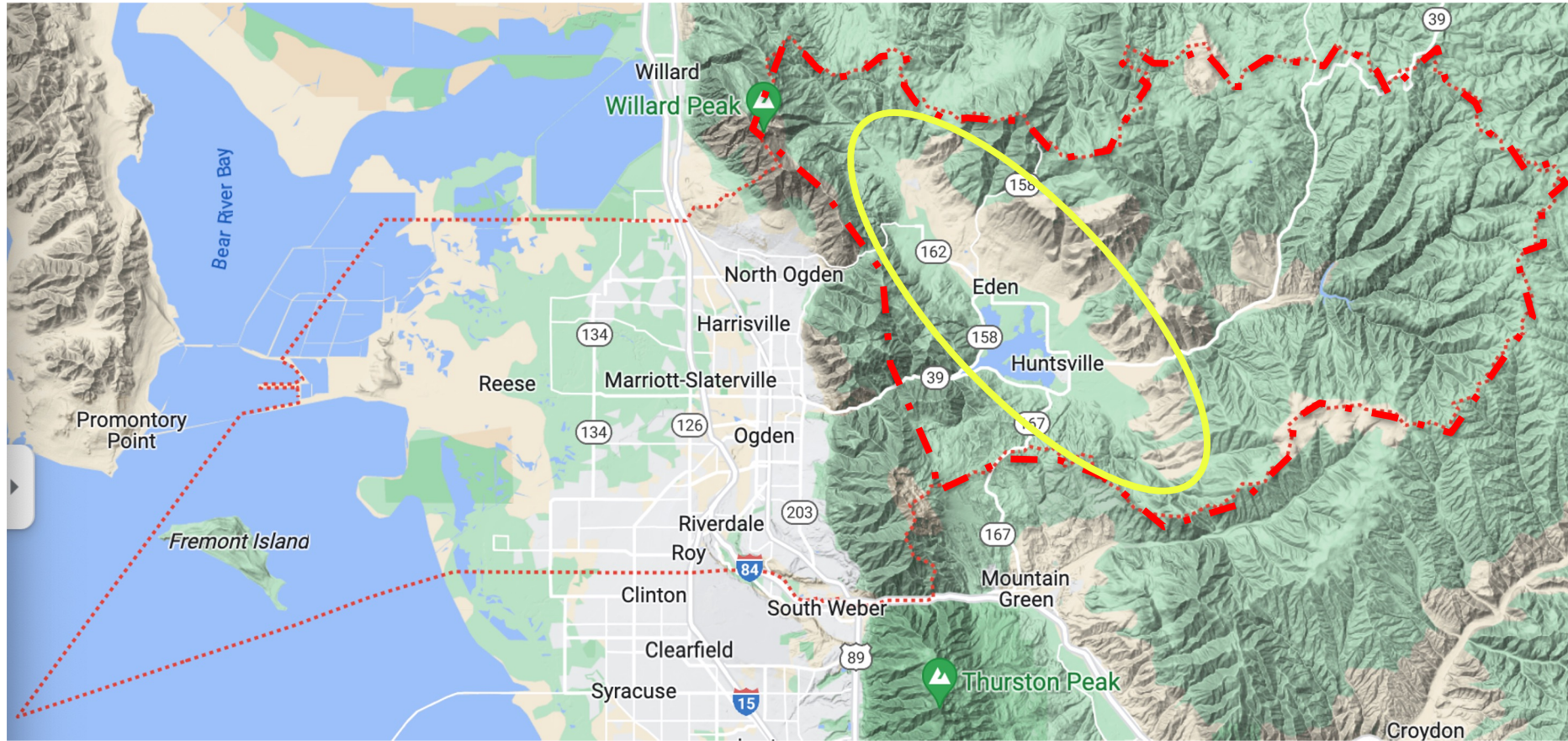
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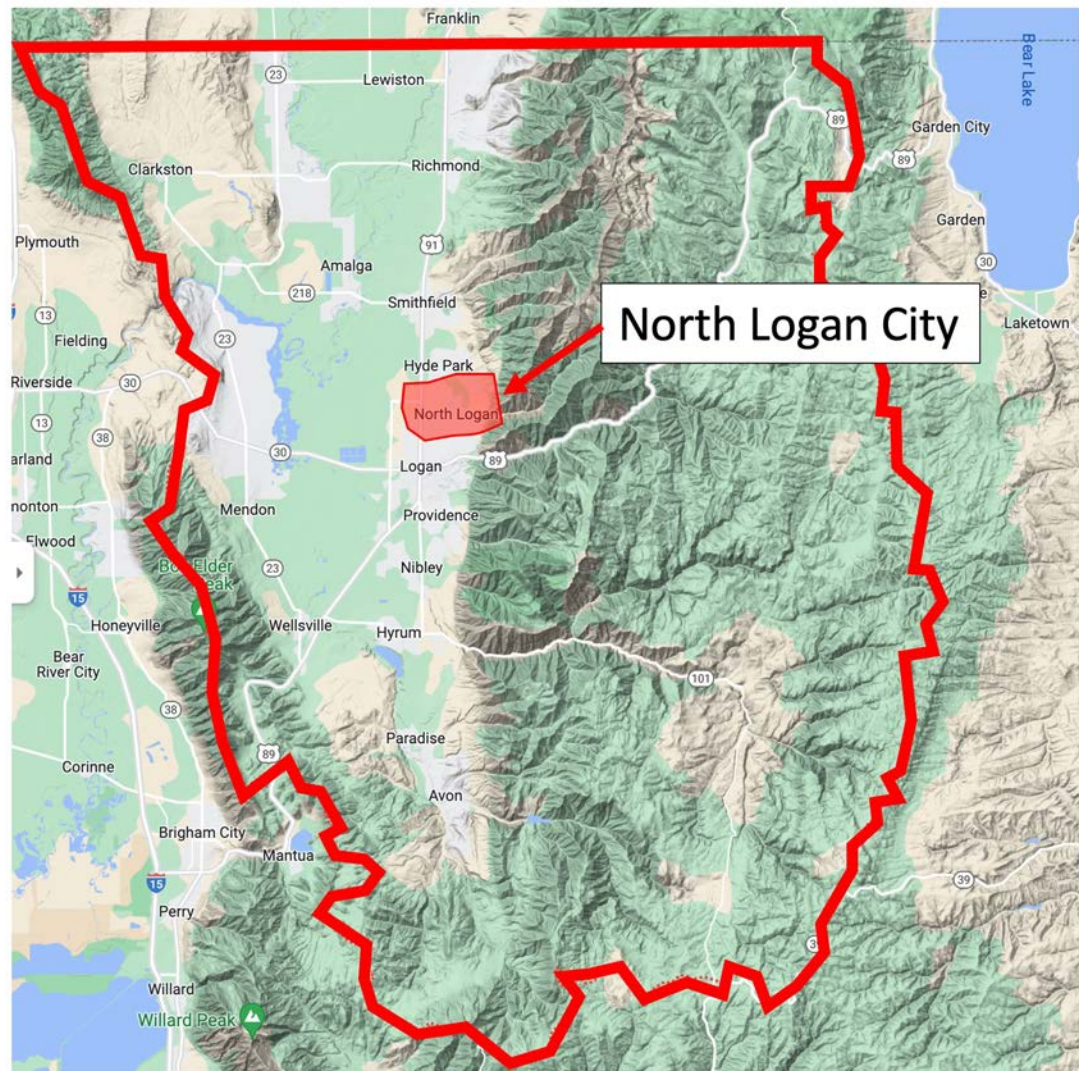
Tale of two communities: Ogden Valley and North Logan City?



Ogden Valley



North Logan City



Intro to areas



Ogden Valley Balloon Festival

Intro to areas

Ogden Valley Circumstances

Intro to areas

Ogden Valley Circumstances

- **Recreation oriented.**
 - **3 ski and summer resorts**
 - **Pineview and Causey Reservoirs**
 - **Public Lands**

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**POWDER
MOUNTAIN**



NORDIC VALLEY

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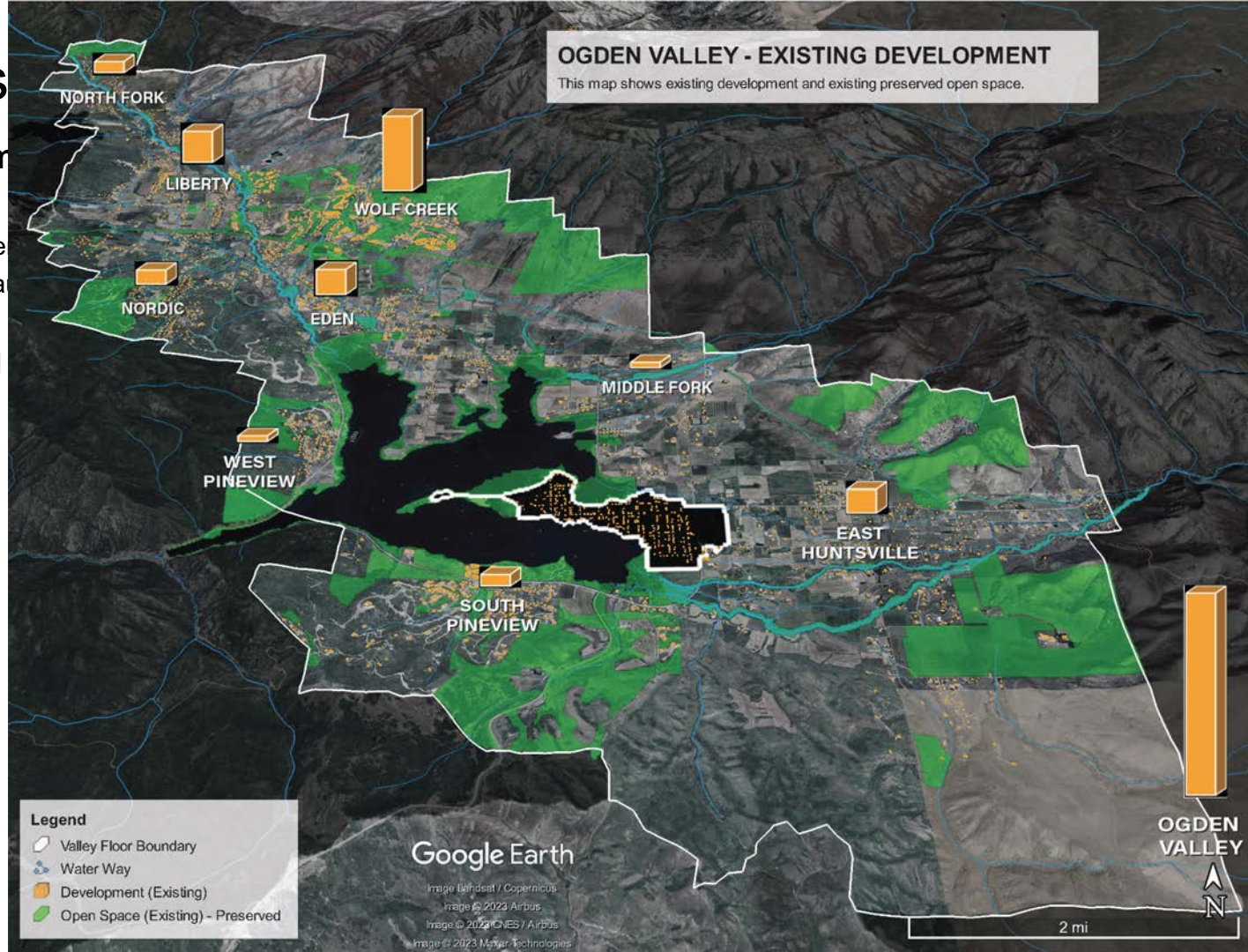
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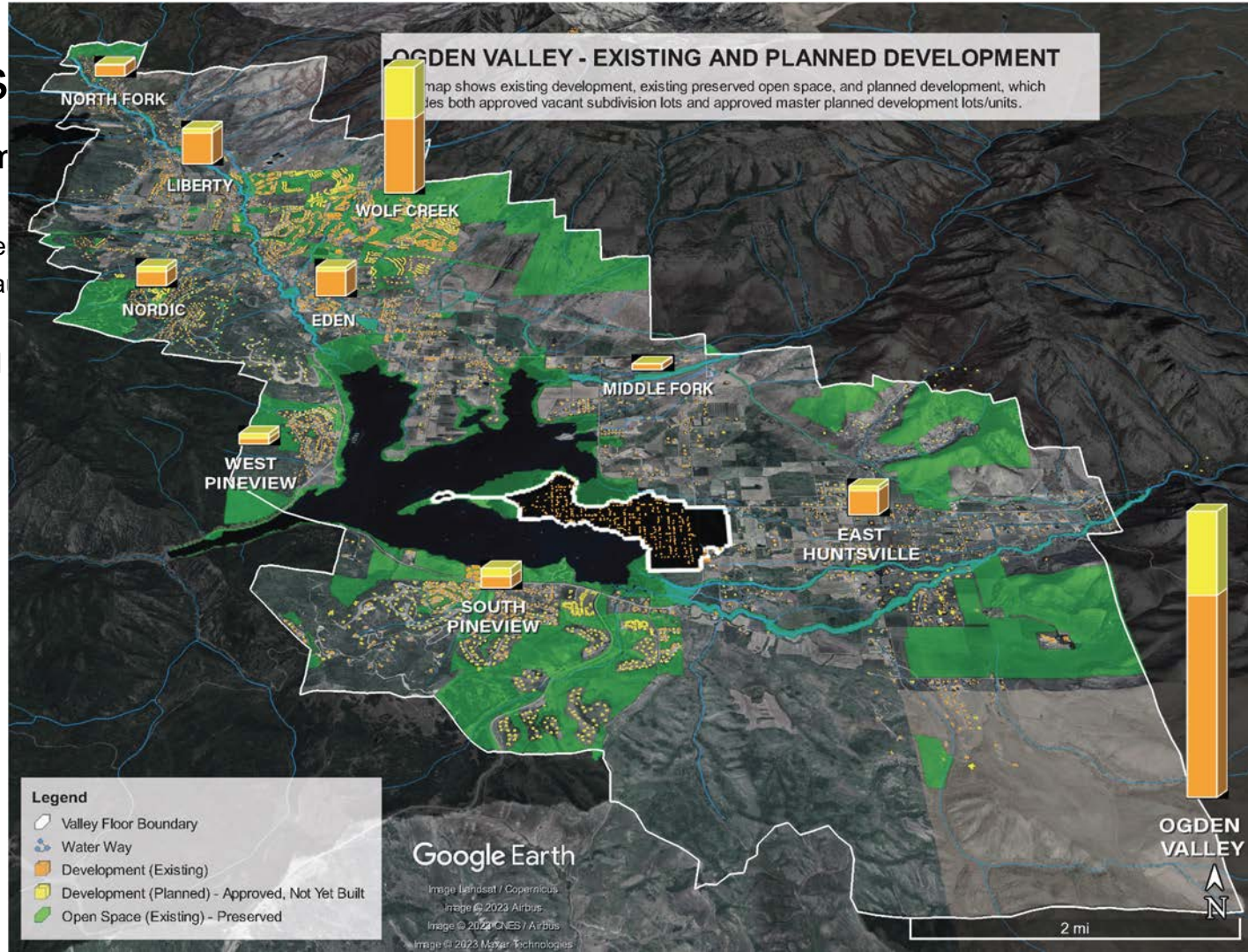
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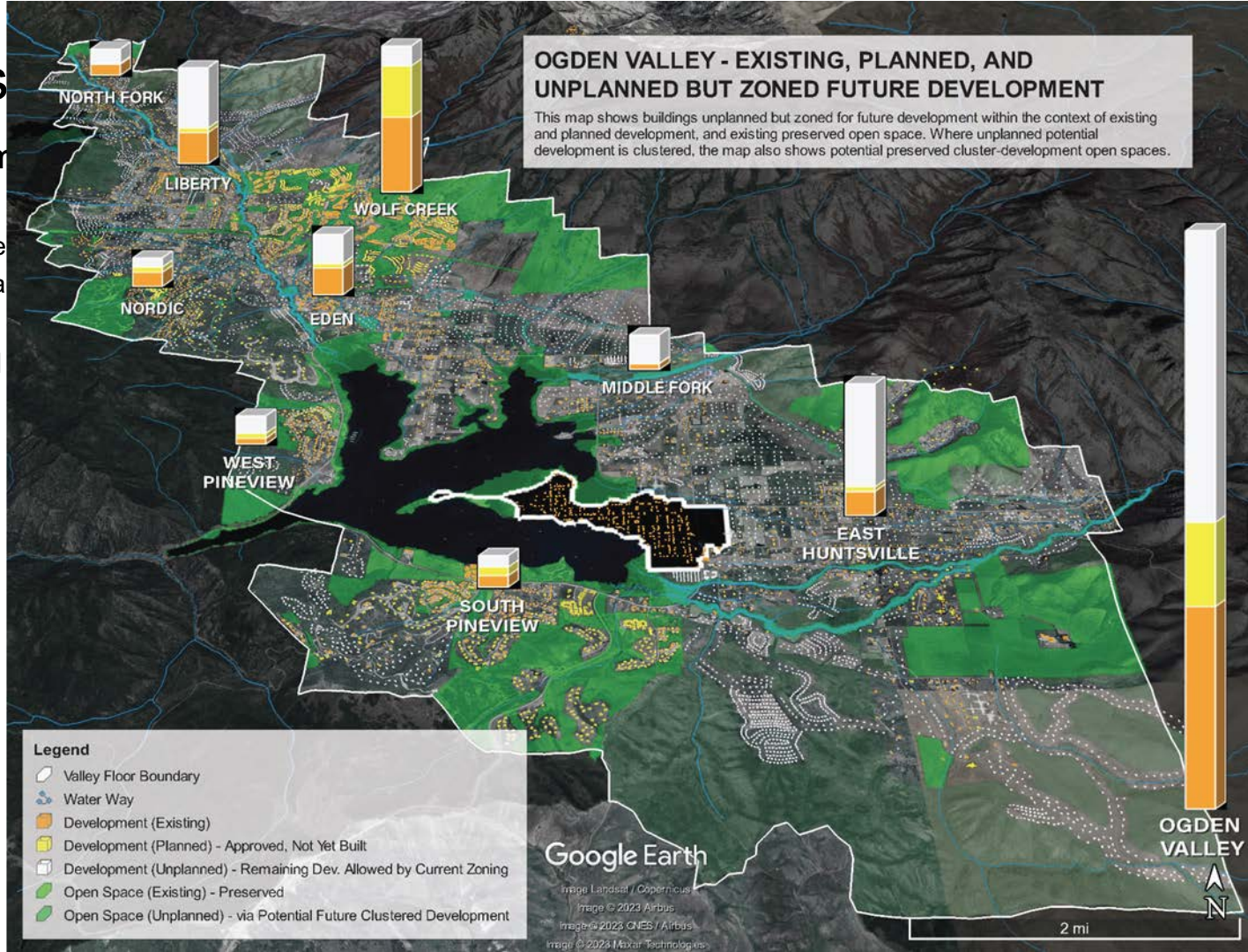
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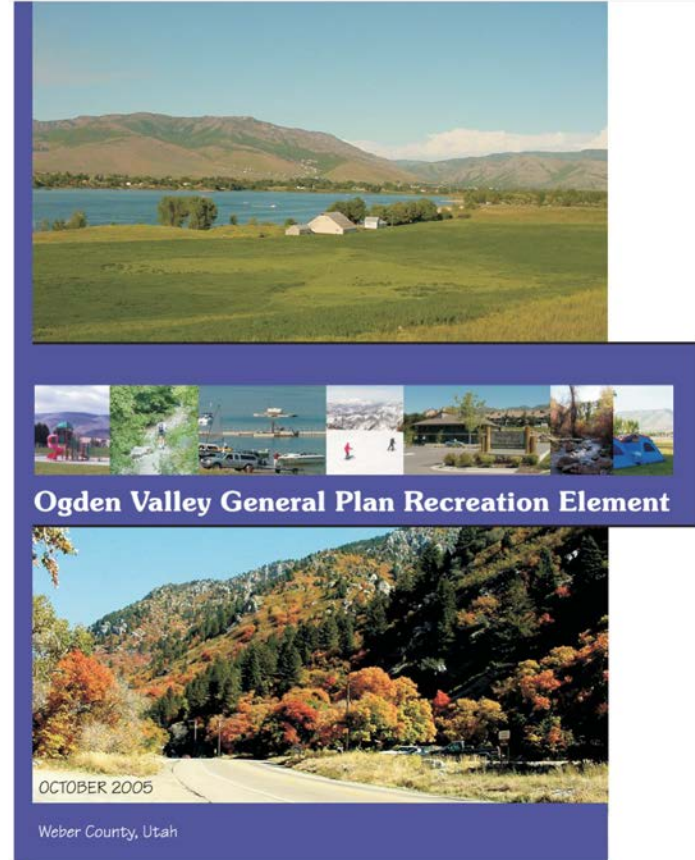
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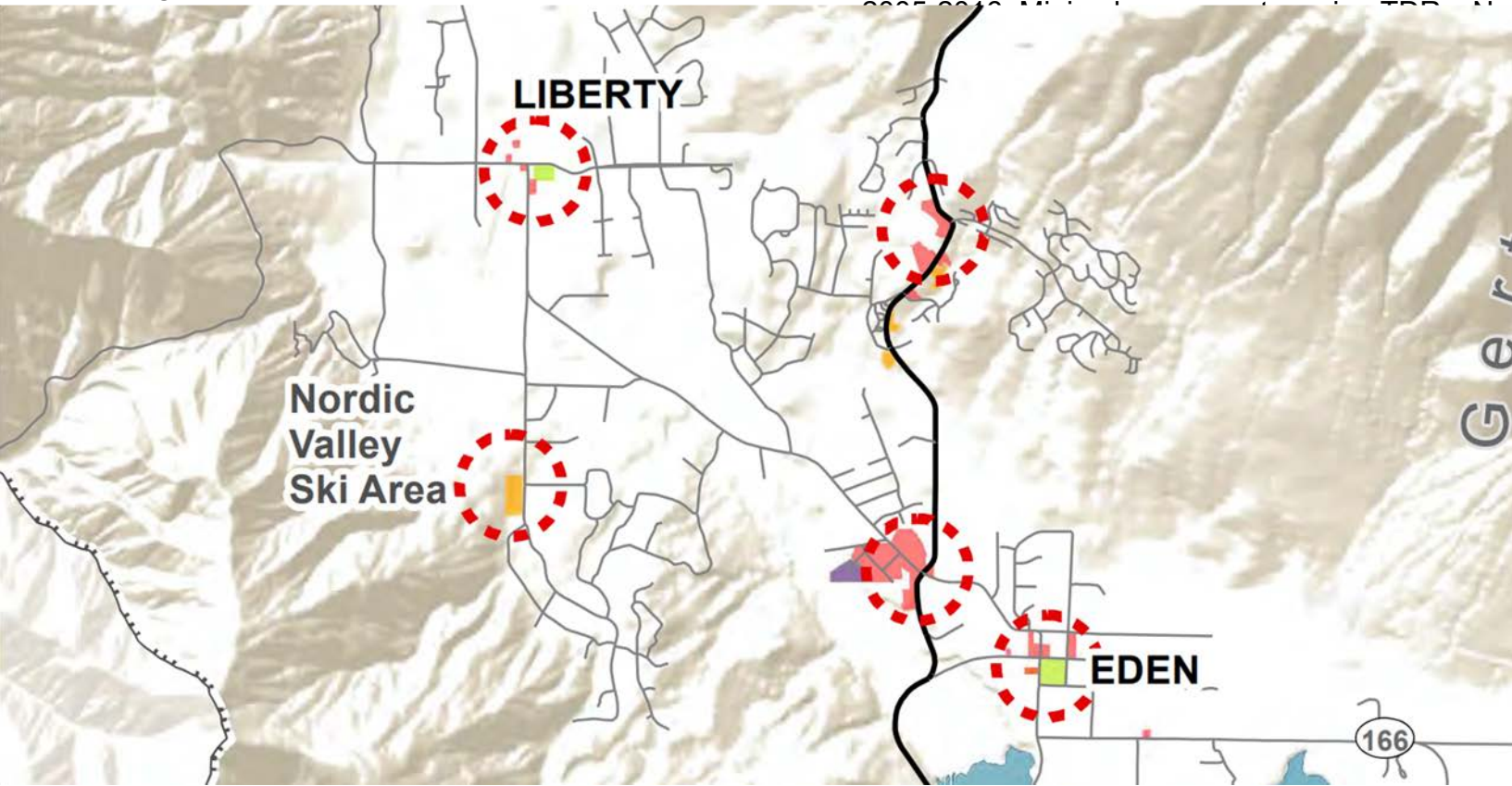
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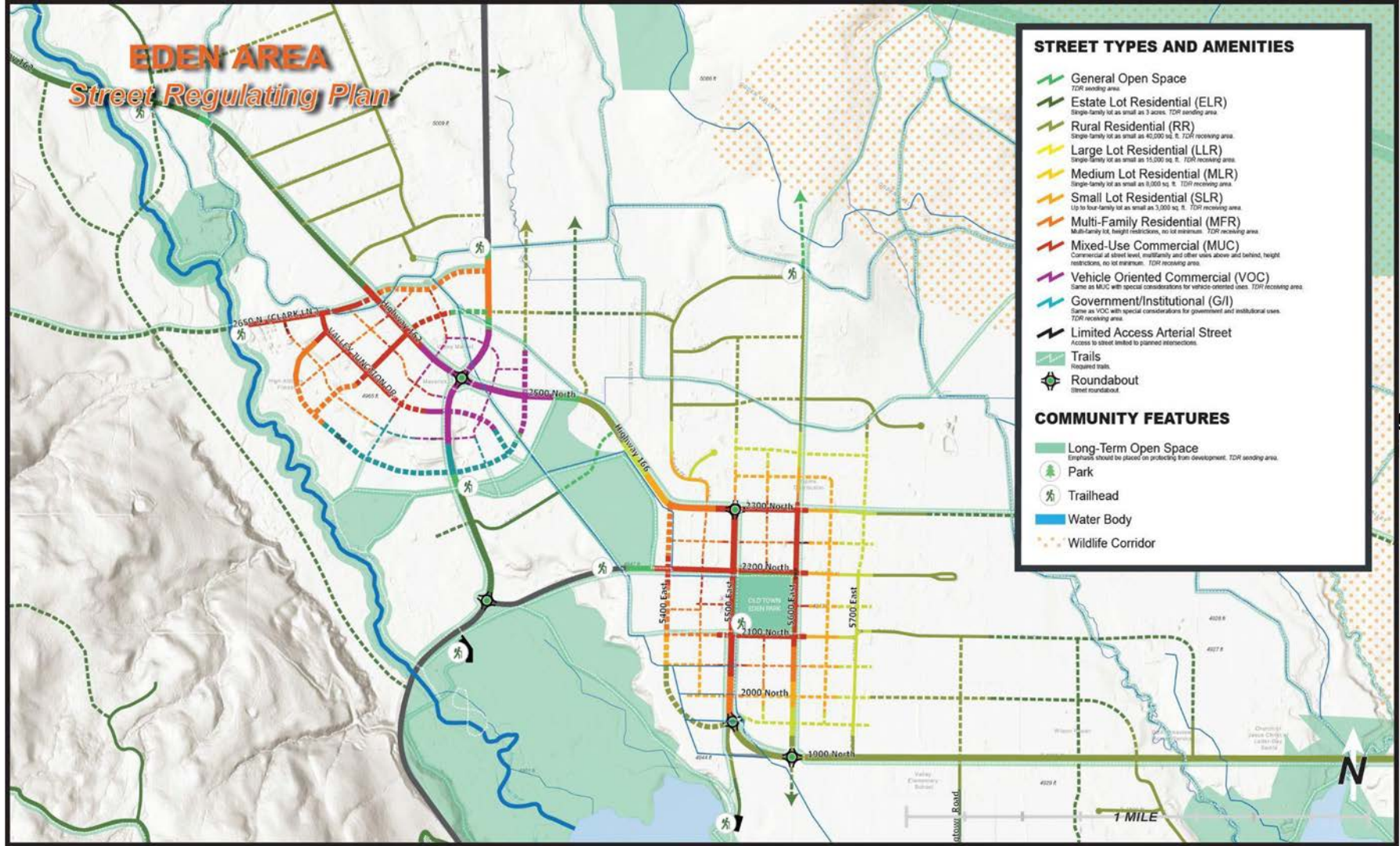
EDEN AREA Street Regulating Plan

STREET TYPES AND AMENITIES

- General Open Space
TDR seeding area.
- Estate Lot Residential (ELR)
Single-family lot as small as 3 acres. TDR seeding area.
- Rural Residential (RR)
Single-family lot as small as 10,000 sq. ft. TDR receiving area.
- Large Lot Residential (LLR)
Single-family lot as small as 10,000 sq. ft. TDR receiving area.
- Medium Lot Residential (MLR)
Single-family lot as small as 8,000 sq. ft. TDR receiving area.
- Small Lot Residential (SLR)
Up to four-family lot as small as 3,000 sq. ft. TDR receiving area.
- Multi-Family Residential (MFR)
Multi-family lot, height restrictions, no lot minimum. TDR receiving area.
- Mixed-Use Commercial (MUC)
Commercial at street level, multifamily and other uses above and behind, height restrictions, no lot minimum. TDR receiving area.
- Vehicle Oriented Commercial (VOC)
Same as MUC with special considerations for vehicle-oriented uses. TDR receiving area.
- Government/Institutional (G/I)
Same as VOC with special considerations for government and institutional uses. TDR receiving area.
- Limited Access Arterial Street
Access to street limited to planned intersections.
- Trails
Required trails.
- Roundabout
Street roundabout.

COMMUNITY FEATURES

- Long-Term Open Space
Emphasis should be placed on protecting from development. TDR seeding area.
- Park
- Trailhead
- Water Body
- Wildlife Corridor



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STREET TYPES AND AMENITIES



General Open Space

TDR sending.



Estate Lot Residential (ELR)

Single-family lot as small as 3 acres. *TDR sending.*



Rural Residential (RR)

Single-family lot as small as 40,000 sq. ft. *TDR sending in WWPA and receiving in OVPA.*



Large Lot Residential (LLR)

Single-family lot as small as 20,000 sq. ft. *TDR receiving.*



Medium-Large Lot Residential (MLLR)

Single-family lot as small as 12,500 sq. ft. *TDR receiving.*



Medium Lot Residential (MLR)

Single-family lot as small as 8,000 sq. ft. *TDR receiving.*



Small Lot Residential (SLR)

Up to four-family lot as small as 3,000 sq. ft. *TDR receiving.*



Multi-Family Residential (MFR)

Multi-family lot, height restrictions, no lot minimum. *TDR receiving.*



Mixed-Use Commercial (MUC)

Commercial at street level, multifamily and other uses above and behind, height restrictions, no lot minimum. *TDR receiving.*



Vehicle Oriented Commercial (VOC)

Same as MUC with special considerations for vehicle-oriented uses. *TDR receiving.*



Government/Institutional (G/I)

Same as VOC with special considerations for government and institutional uses. *TDR receiving.*



Limited Access Arterial or Collector Street

Access to street generally restricted to planned intersections.



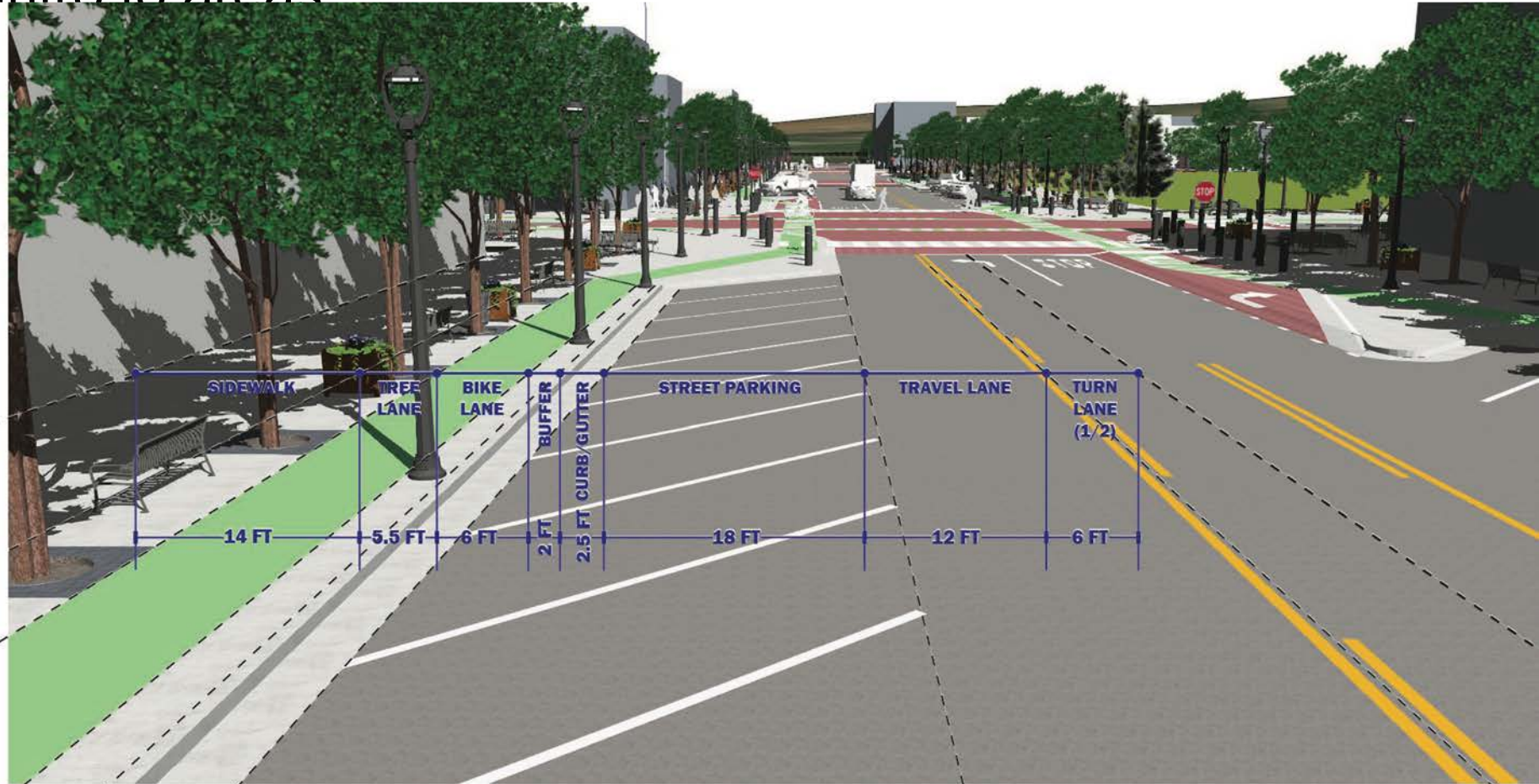
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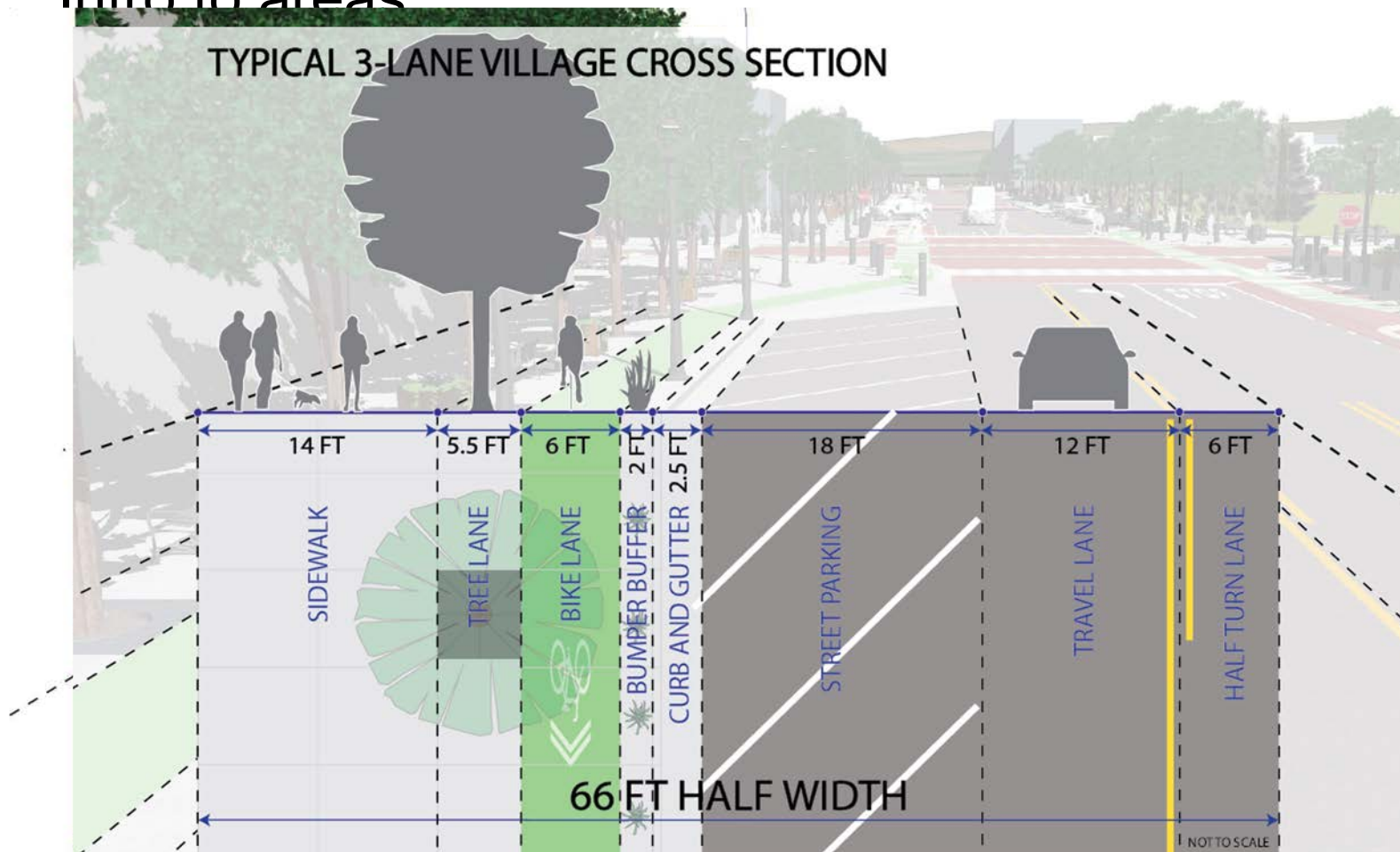
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TYPICAL 3-LANE VILLAGE CROSS SECTION



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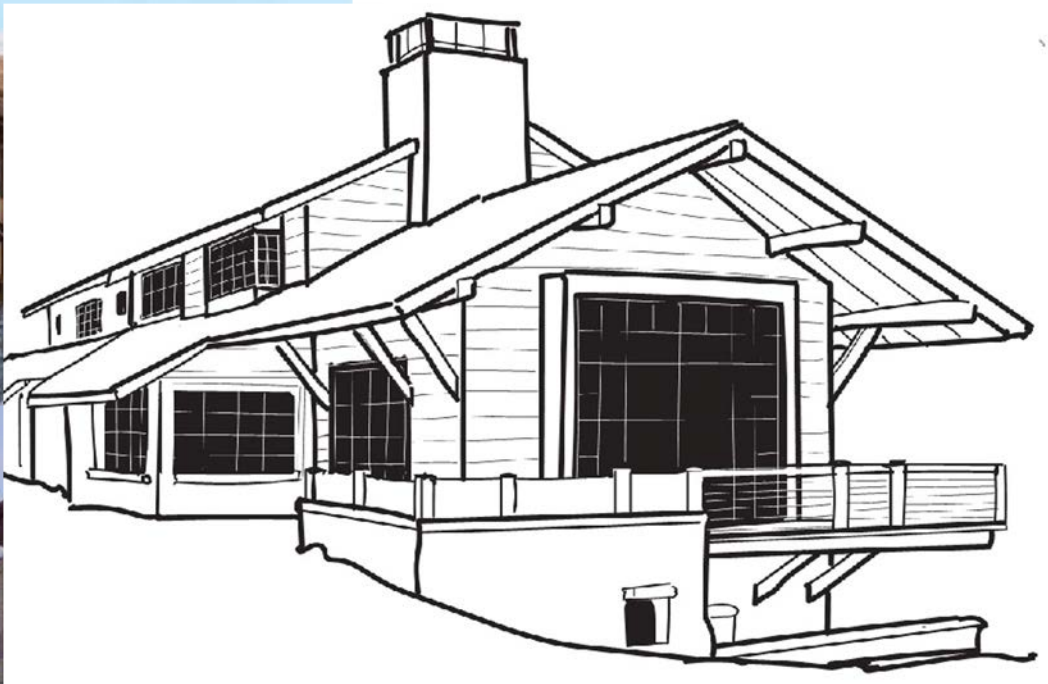
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- **2023: Both mixed use commercial and single-family residential rezones occurred, and a proposed large master-planned community. Sewer finally being installed by a developer (as we speak) in advance of receiving approvals (ordinance has created sense of security in outcome).**

Intro to areas



North Logan City

Intro to areas

North Logan circumstances

Intro to areas

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- **Community lacks a true identity**

Intro to areas

North Logan circumstances

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- **No main street, no downtown**

Intro to areas

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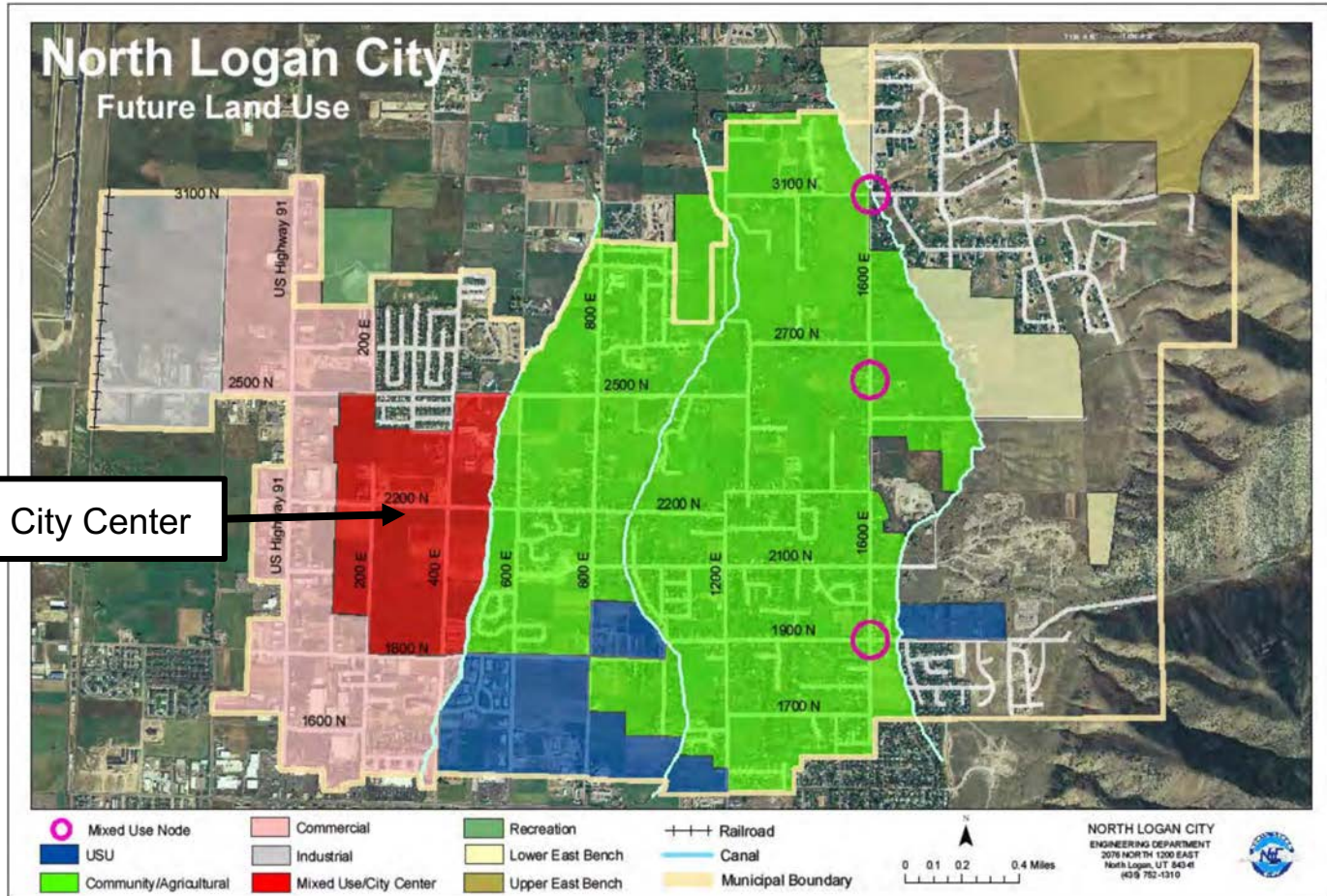
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Future Land Use Map - 2013 North Logan City General Plan



Intro to areas

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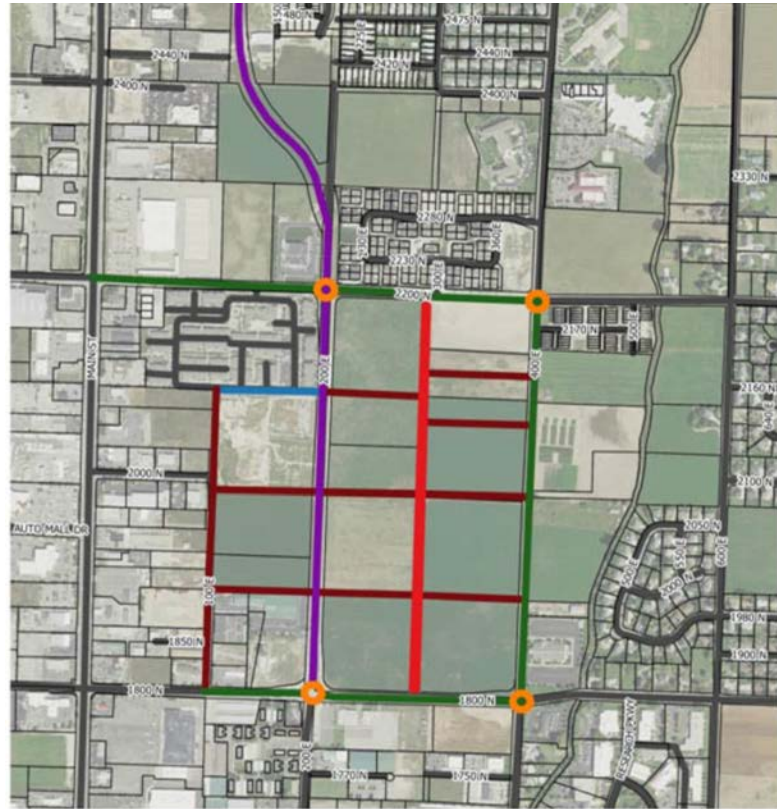
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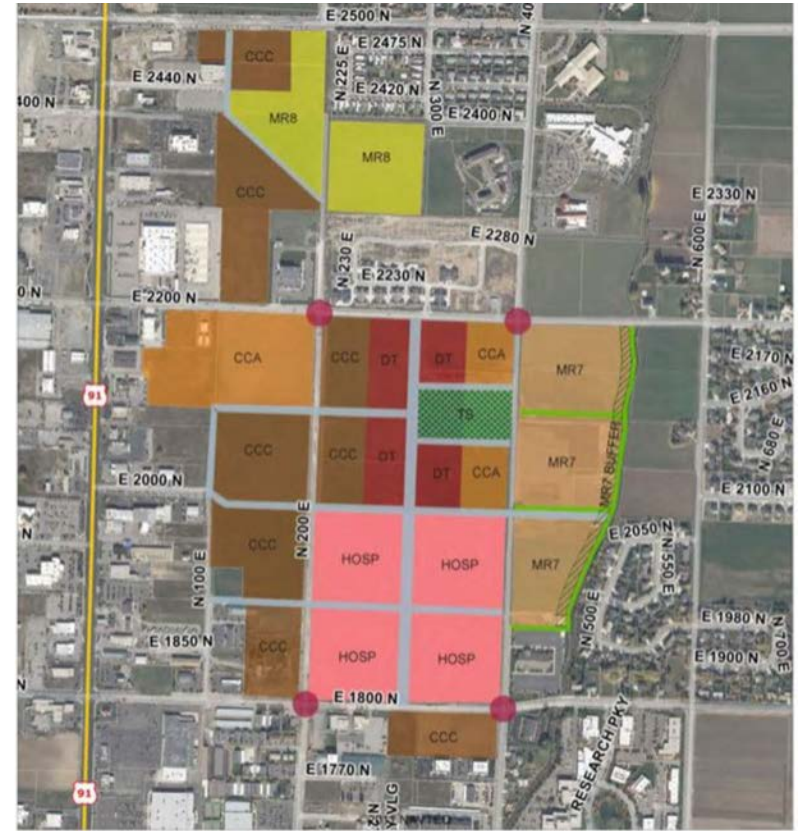
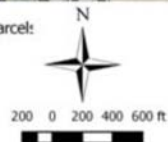
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2013 Street Regulating Plan & Rezoned Properties



- ROUNDABOUT
- ARTERIALS
- COLLECTOR-ARTERIAL
- COMMERCIAL STREET
- DOWNTOWN STREET
- EXISTING PRIVATE DRIVE
- Cache Parcel:
- Roads

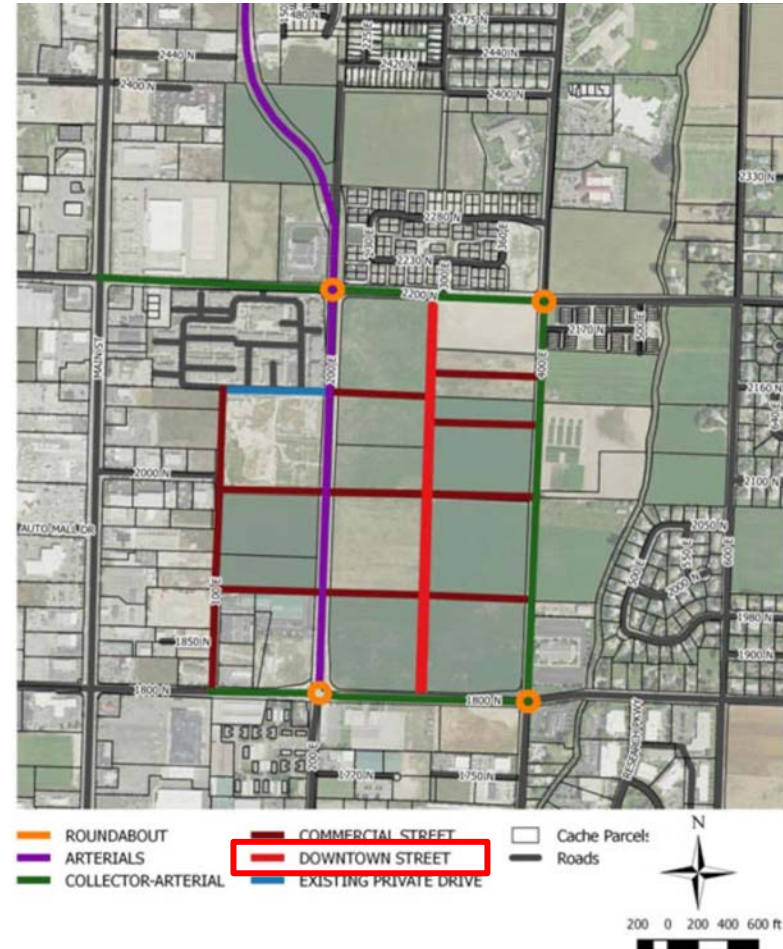
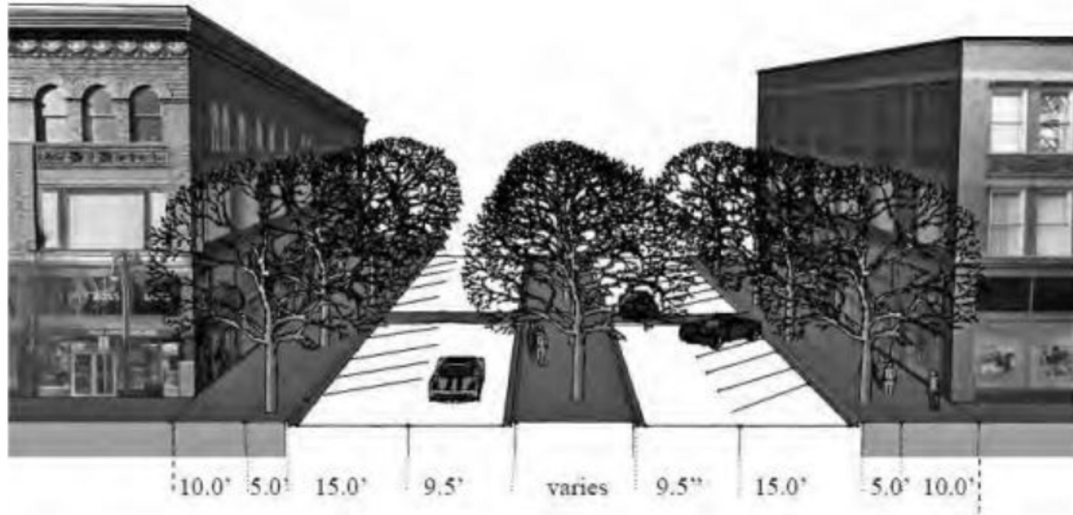


- City Center Commercial - CCC
- City Center Adjacent - CCA
- Downtown - DT
- Mixed Residential 8 - MR8
- Mixed Residential 7 - MR7
- Hospital - HOSP
- Future Townsquare Land
- Future Street ROW
- Round About
- Multi-use Trail
- MR7 Buffer



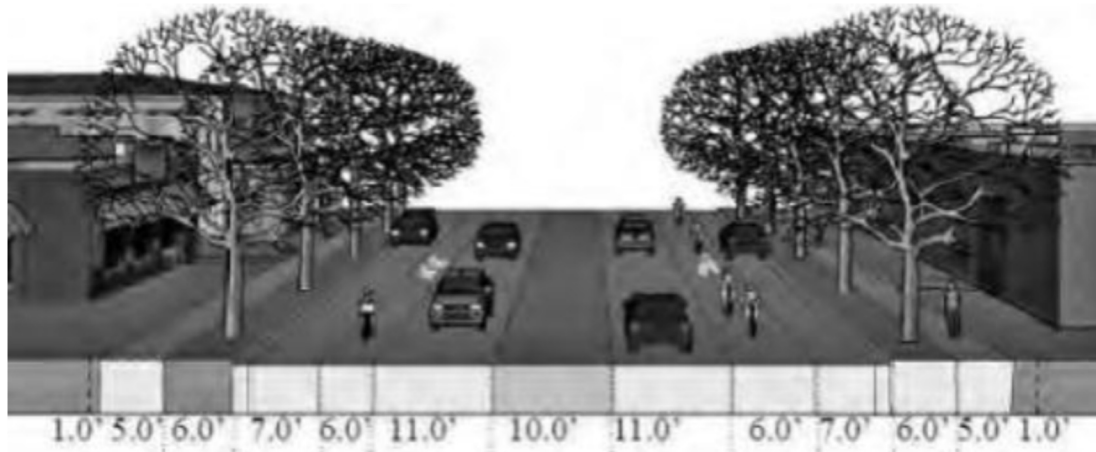
Street Cross Sections

Downtown Street (89' ROW):

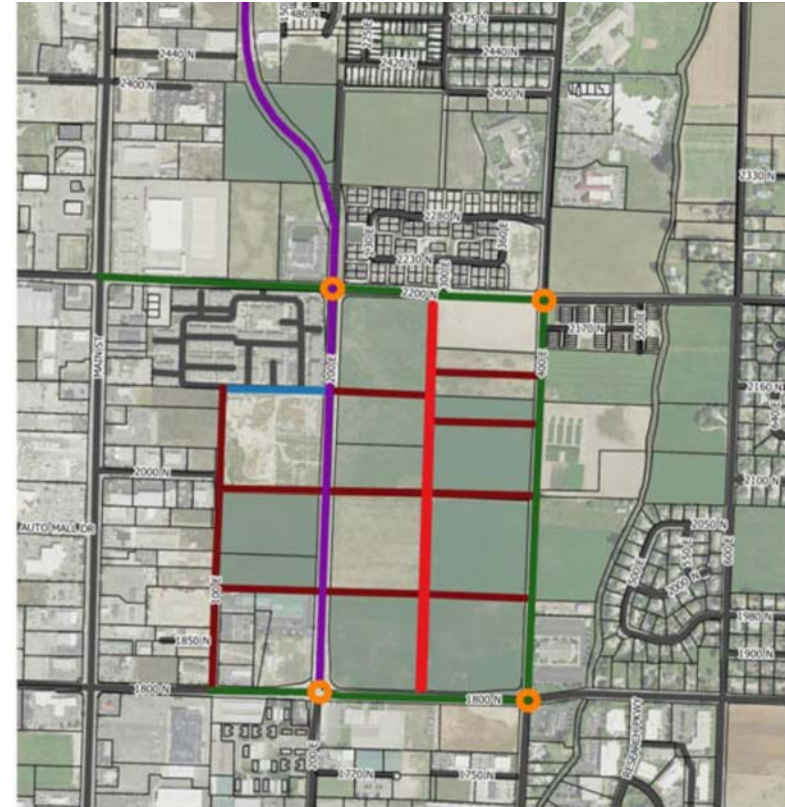


Street Cross Sections

Collector/Arterial Street (80' ROW):

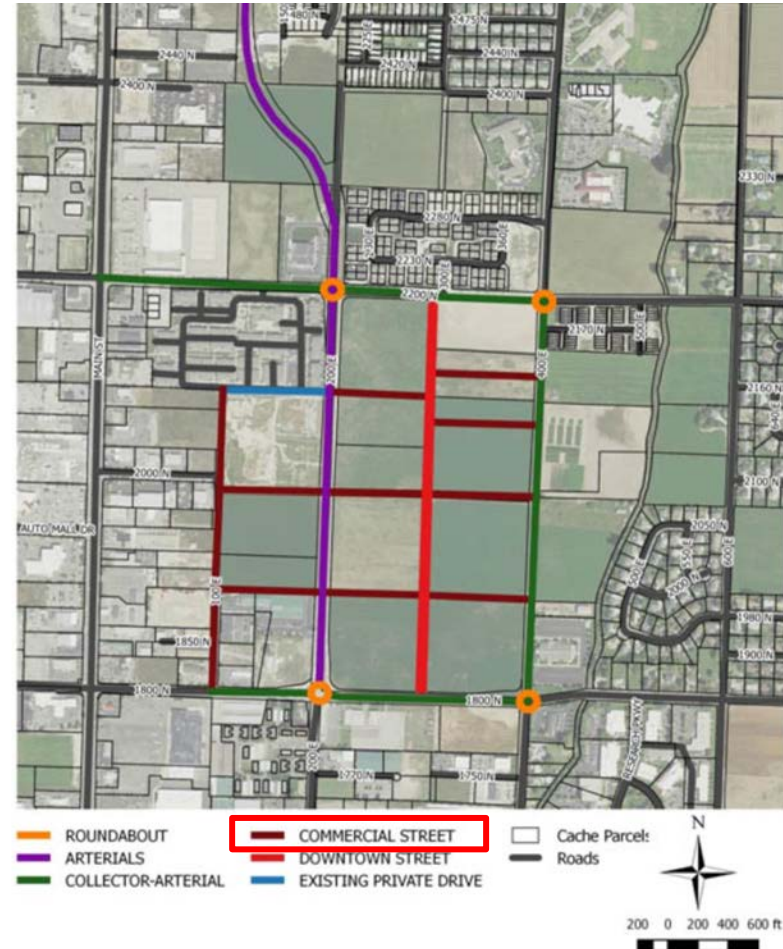
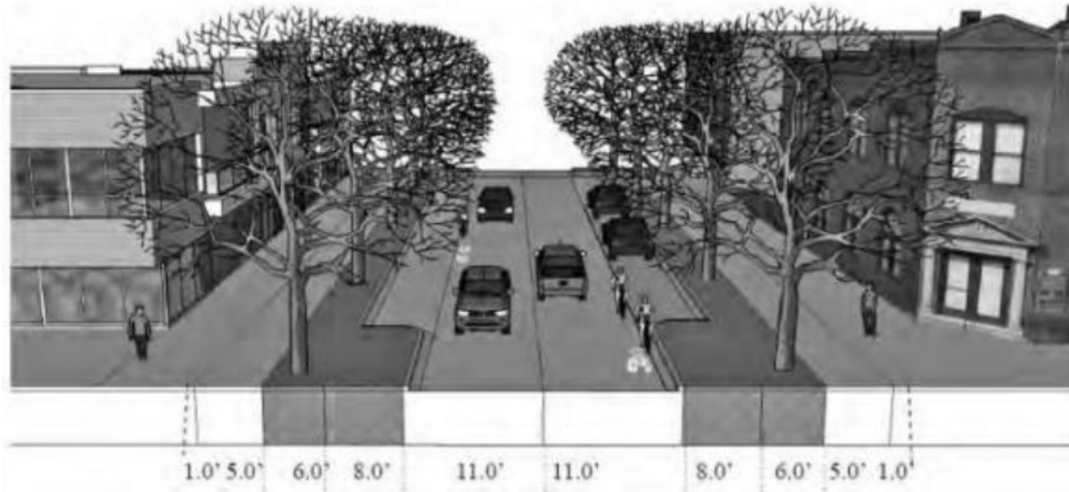


1.0' 5.0' 6.0' 7.0' 6.0' 11.0' 10.0' 11.0' 6.0' 7.0' 6.0' 5.0' 1.0'



Street Cross Sections

Commercial Street (62' ROW):

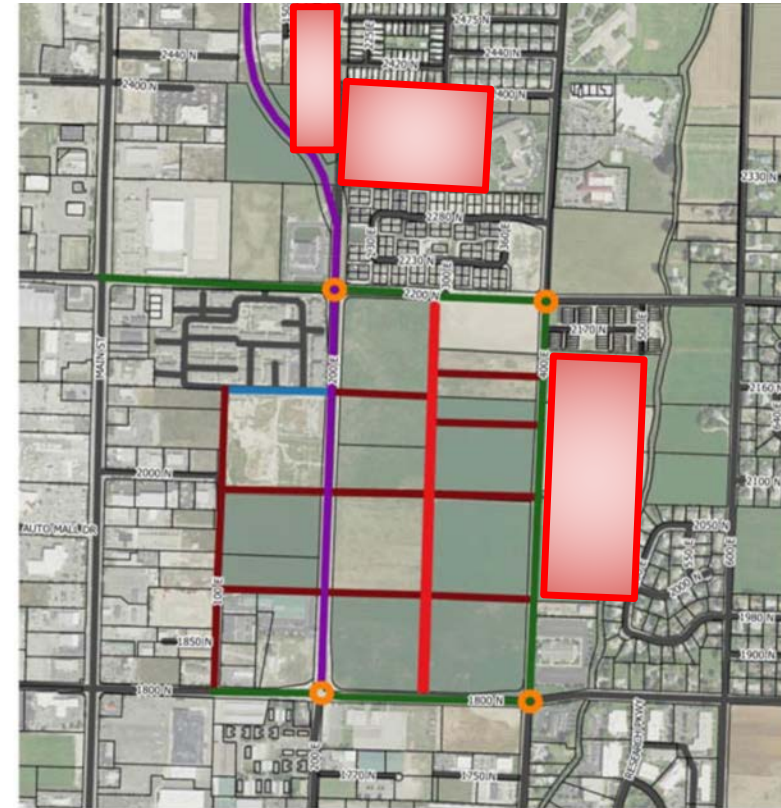


Street Cross Sections

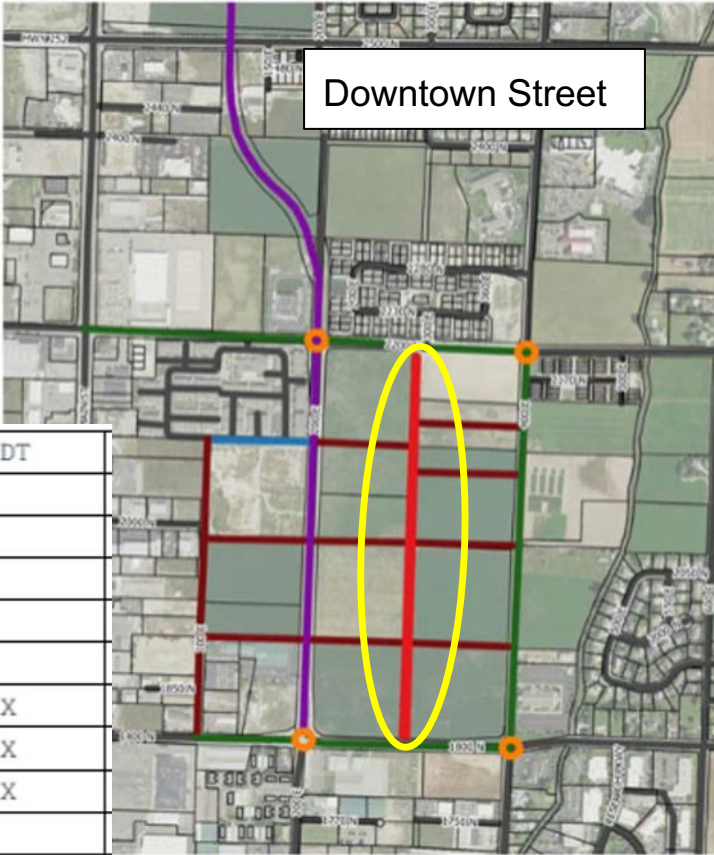
Residential Street (62' ROW):



1.0' 5.0' 6.0' 8.0' 11.0' 11.0' 8.0' 6.0' 5.0' 1.0'

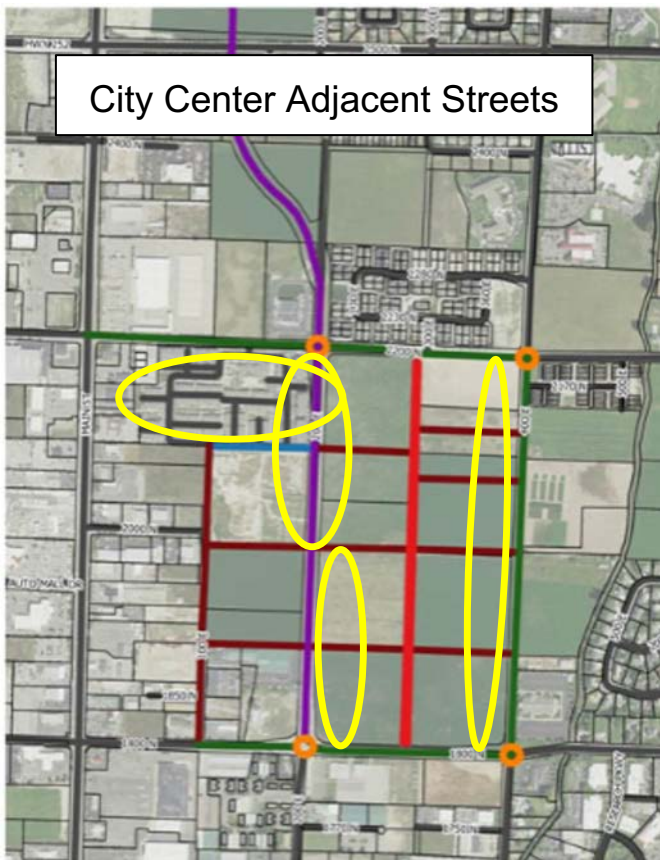


Downtown



City Center Adjacent

City Center Adjacent Streets



Mixed-Use Multi-Unit



PERMITTED BUILDING TYPES	CCA
Small-Single Family (SSF)	
Medium-Single Family (MSF)	
Two-Family Home (TFH)	X
Townhome (TH)	X
Multi-Unit Building (MUB)	X
Classic Commercial (CC)	X
City Commercial (CCB)	X
Parking Structures (PS)	X
Residential Garages (G)	X

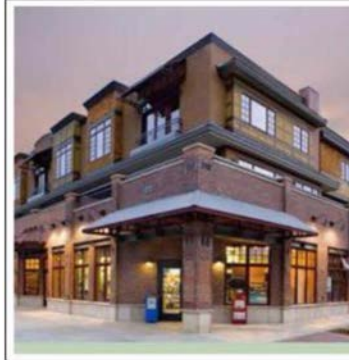
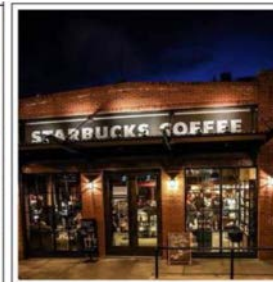
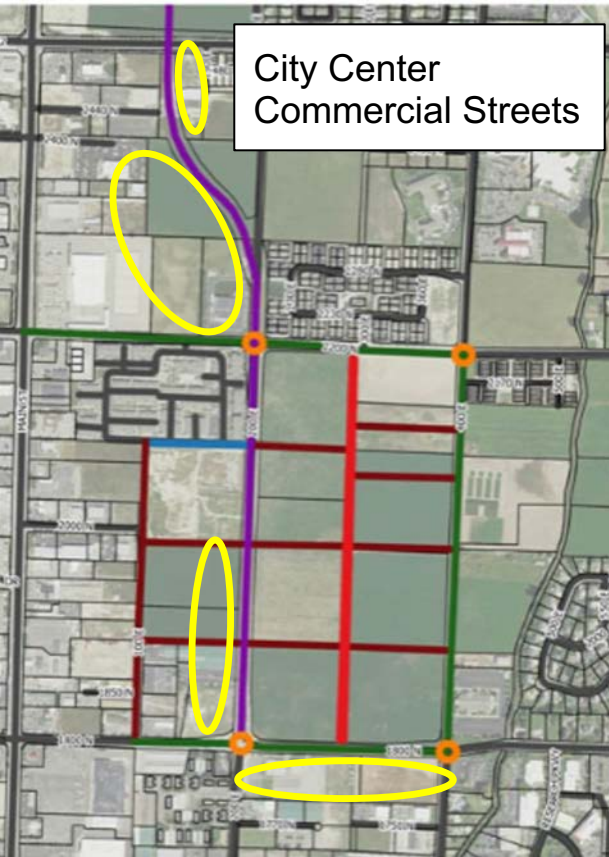
Apartments & Condos



Townhome



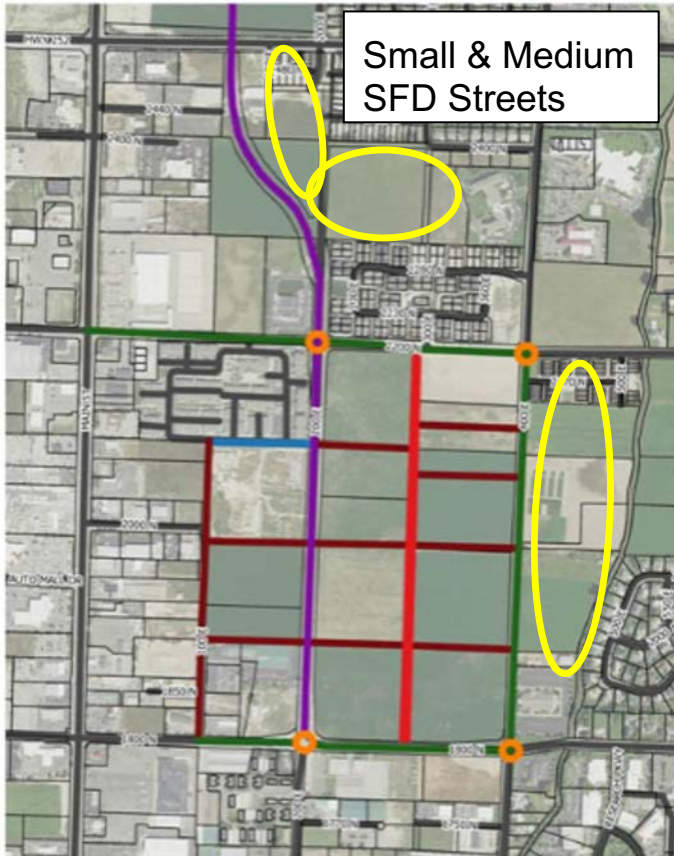
City Center Commercial



PERMITTED BUILDING TYPES	CCC
Small-Single Family (SSF)	
Medium-Single Family (MSF)	
Two-Family Home (TFH)	
Townhome (TH)	
Multi-Unit Building (MUB)	
Classic Commercial (CC)	X
City Commercial (CCB)	X
Parking Structures (PS)	X
Residential Garages (G)	



Small & Medium SFD



Medium SFD



Two-Family

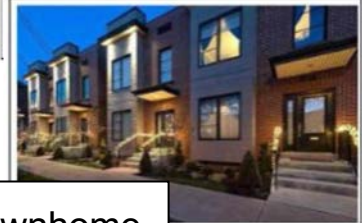


Small SFD



PERMITTED BUILDING TYPES	MR8	MR7
Small-Single Family (SSF)	X	X
Medium-Single Family (MSF)	X	X
Two-Family Home (TFH)	X	X
Townhome (TH)	X	X
Multi-Unit Building (MUB)		
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Residential Garages (G)	X	X

Townhome



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“Low-Hanging Fruit”
Housing Development on
Periphery

Stagnant Commercial
Development in the Core



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- No catalyst in the area, no historic structures, no civic draw.
- Community is starting to waiver in their vision for the area.
- **New general plan is slated to kick off. The City Center is likely to be a contentious topic.**

Public Involvement



Public Involvement

North Logan City Center

- Idea was born during 2013 General Plan public visioning exercises.
- Following GP adoption, the City Center Ordinance was created with guidance through a public advisory committee.
- Plan and ordinance has been adjusted slightly over the years based on lessons learned through each development project that came online.
- The plan and ordinance are starting to show their age and staff is concerned that the vision and community buy-in is wavering. Staff is also wondering if development has become stagnant because the vision and plan wasn't based on market realities.
- Rezone requests that have strayed from the original vision have encountered stiff opposition and have faltered.
- New general plan is slated to kick off in Q4 of 2023. New public visioning and engagement will reset the stage for the next phase of City Center development.

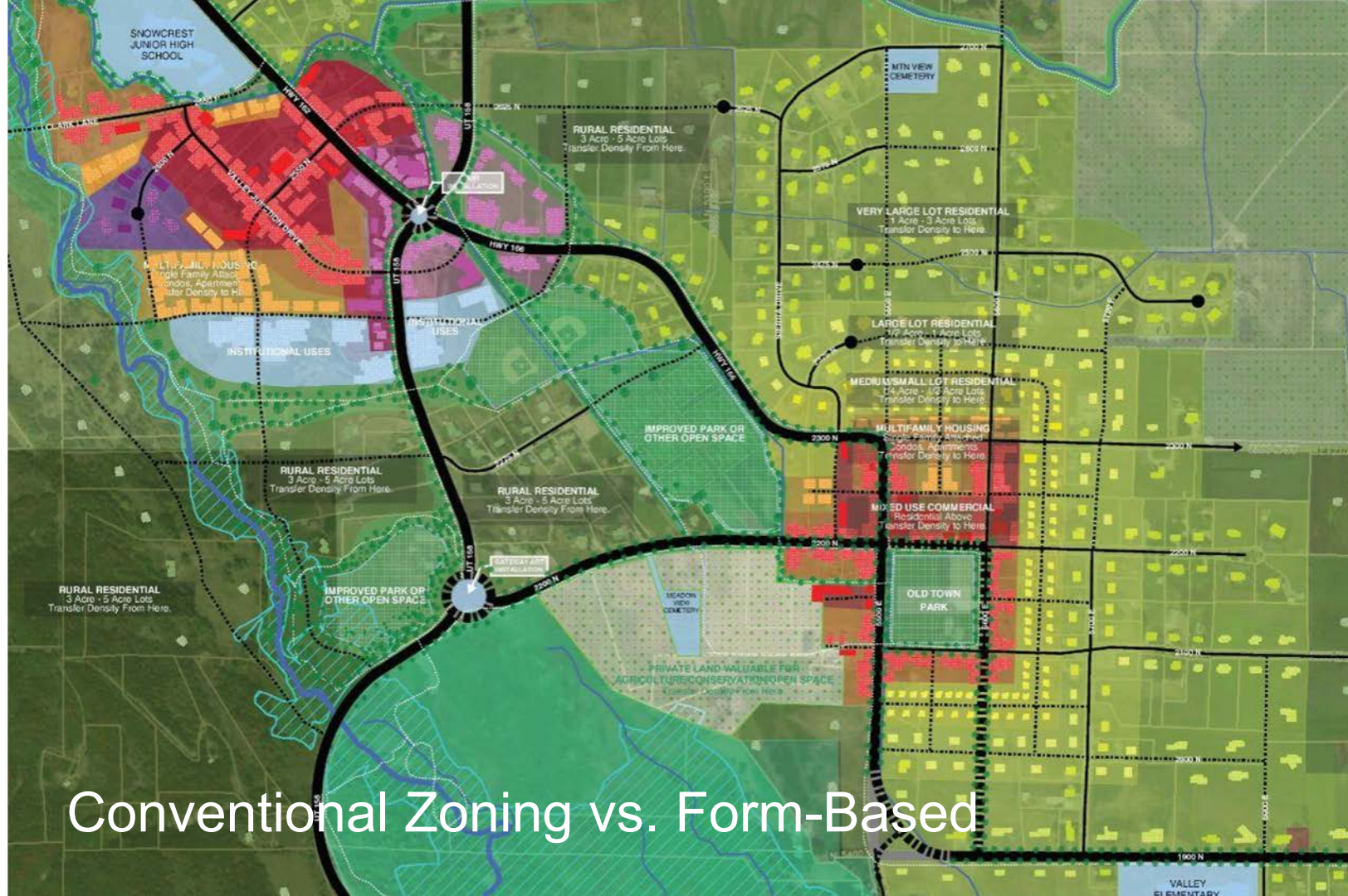
Public Involvement

Old Town Eden Area vs. Nordic Valley Area
Community Driven vs. Developer Driven

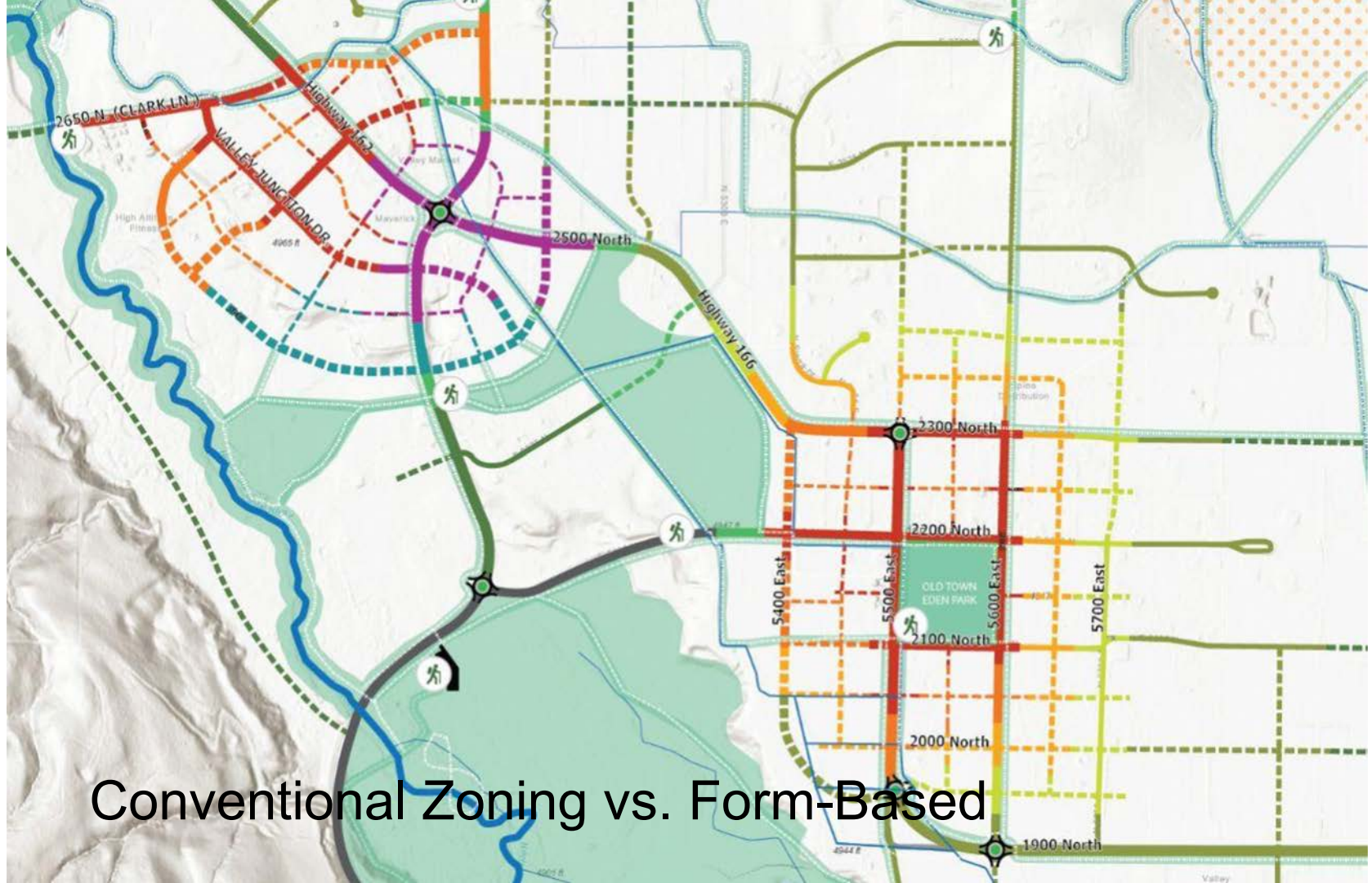
Public Involvement - Old Town Eden

Public Involvement - Old Town Eden

(Show, not Tell)



Conventional Zoning vs. Form-Based



Conventional Zoning vs. Form-Based

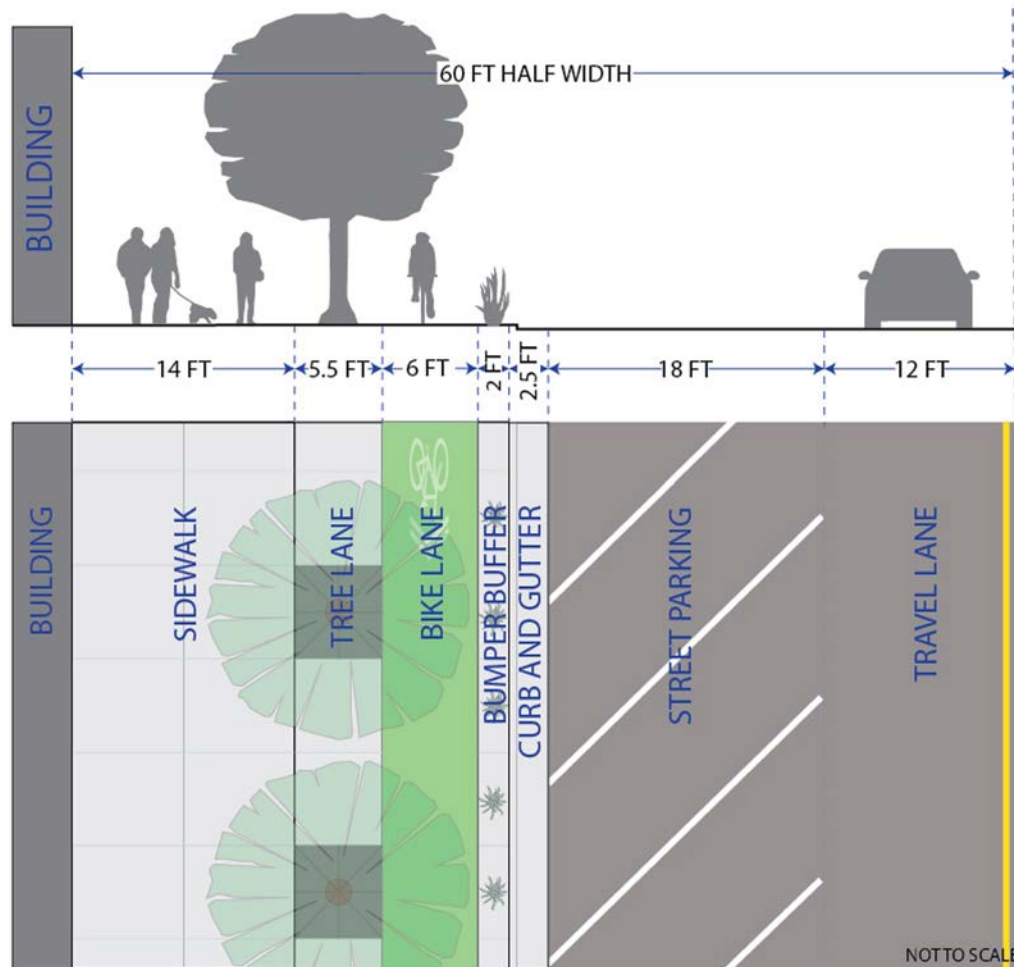
Public Involvement (Show, not Tell)

Street design standards

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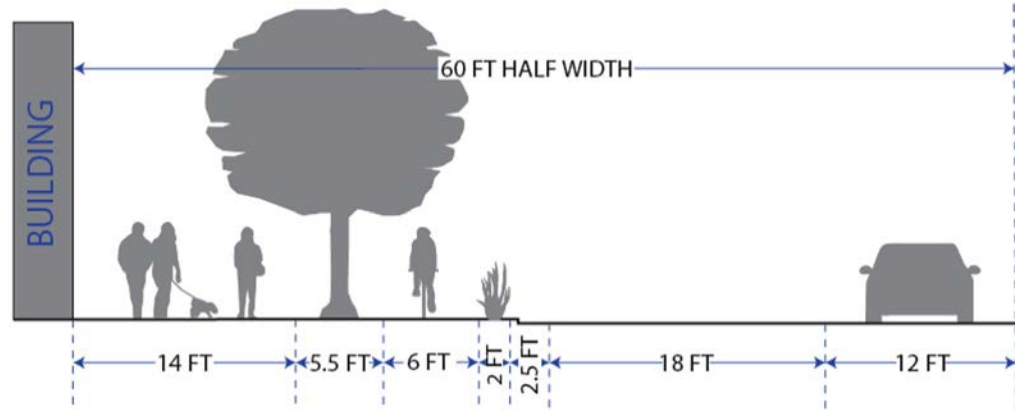
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TYPICAL 2-LANE VILLAGE CROSS SECTION



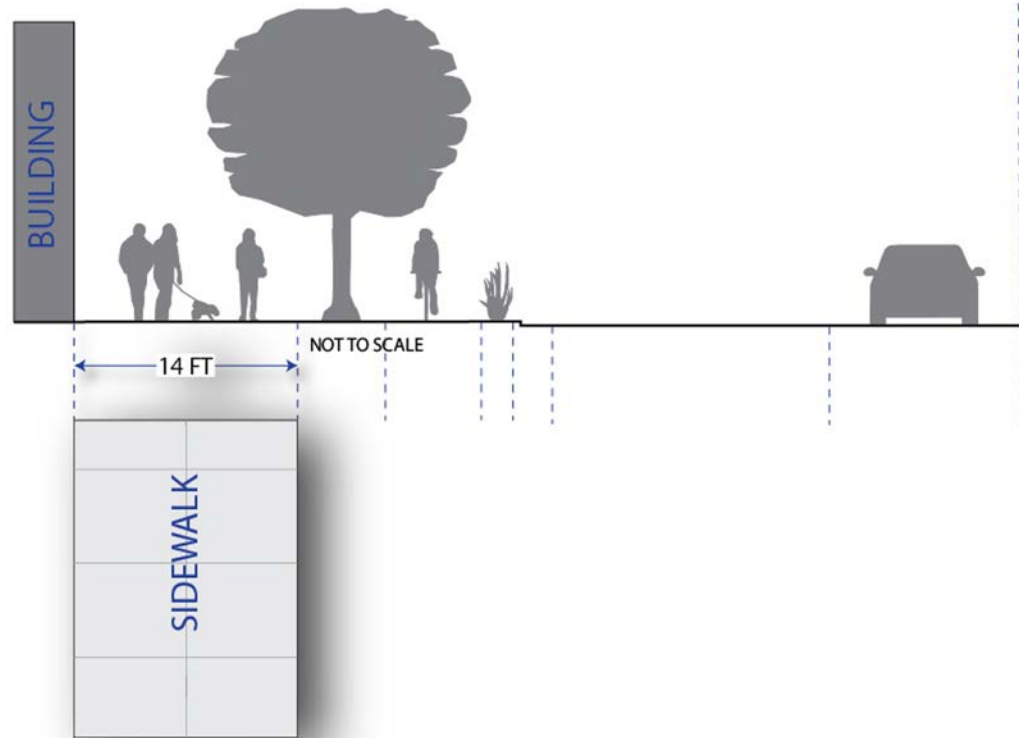
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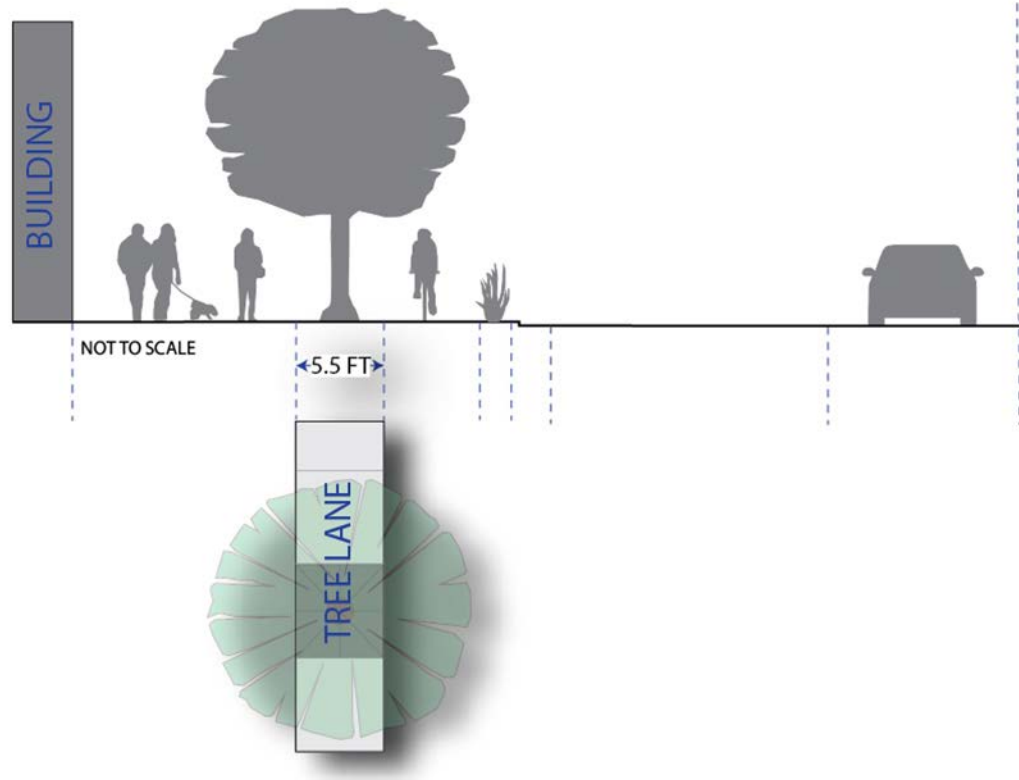
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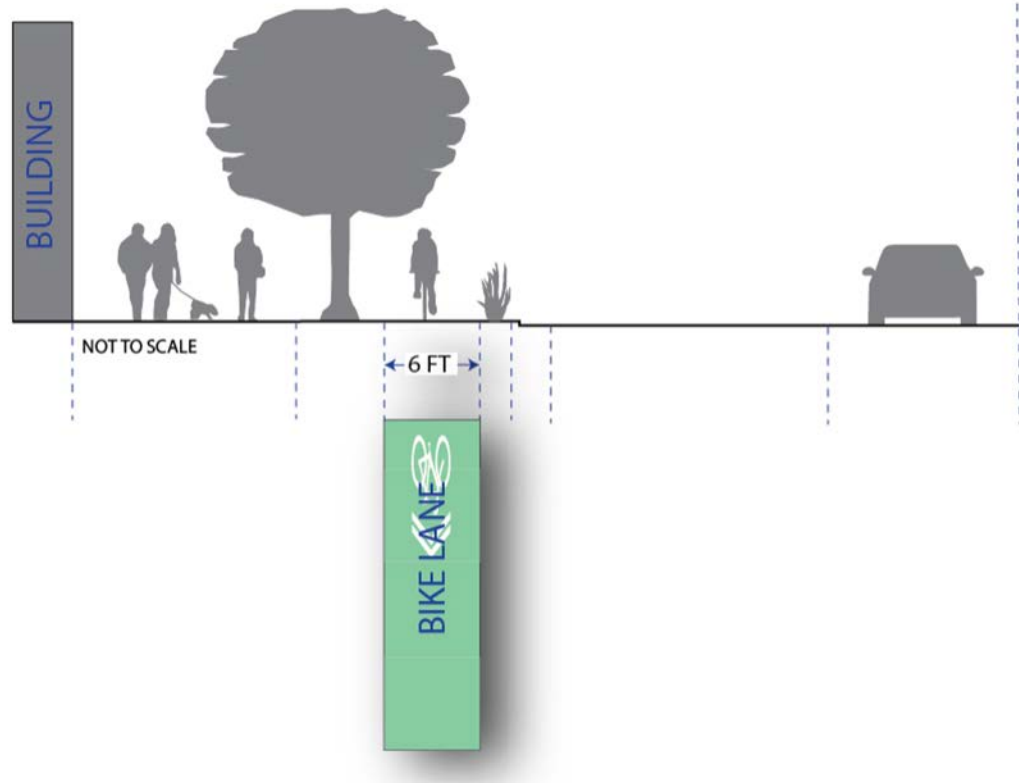
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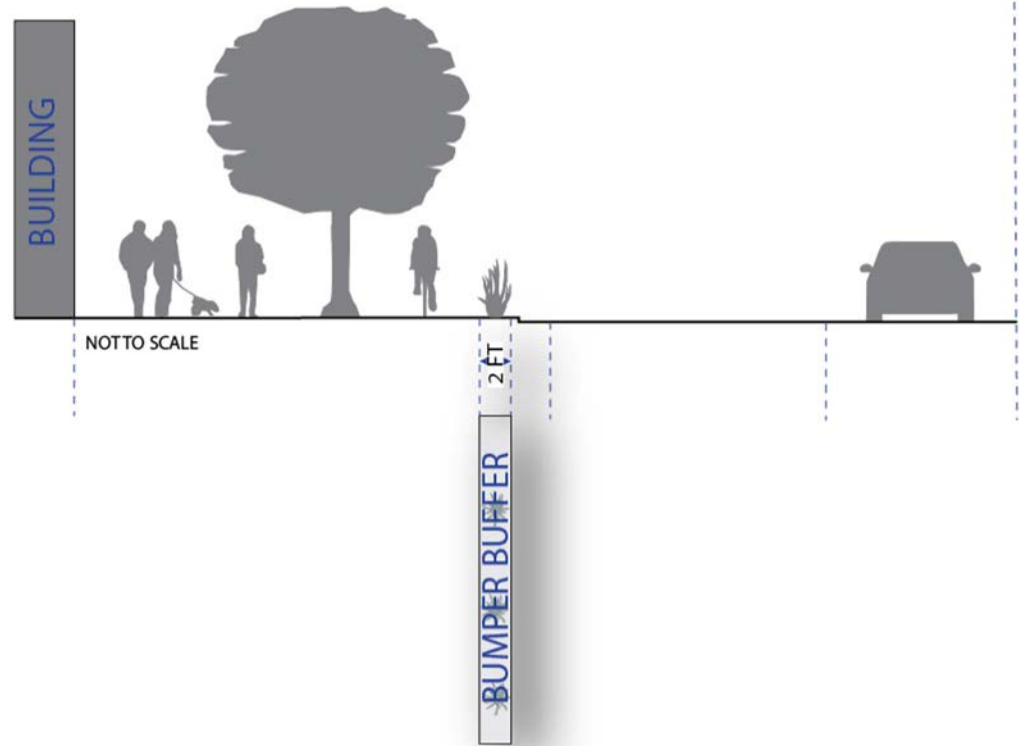
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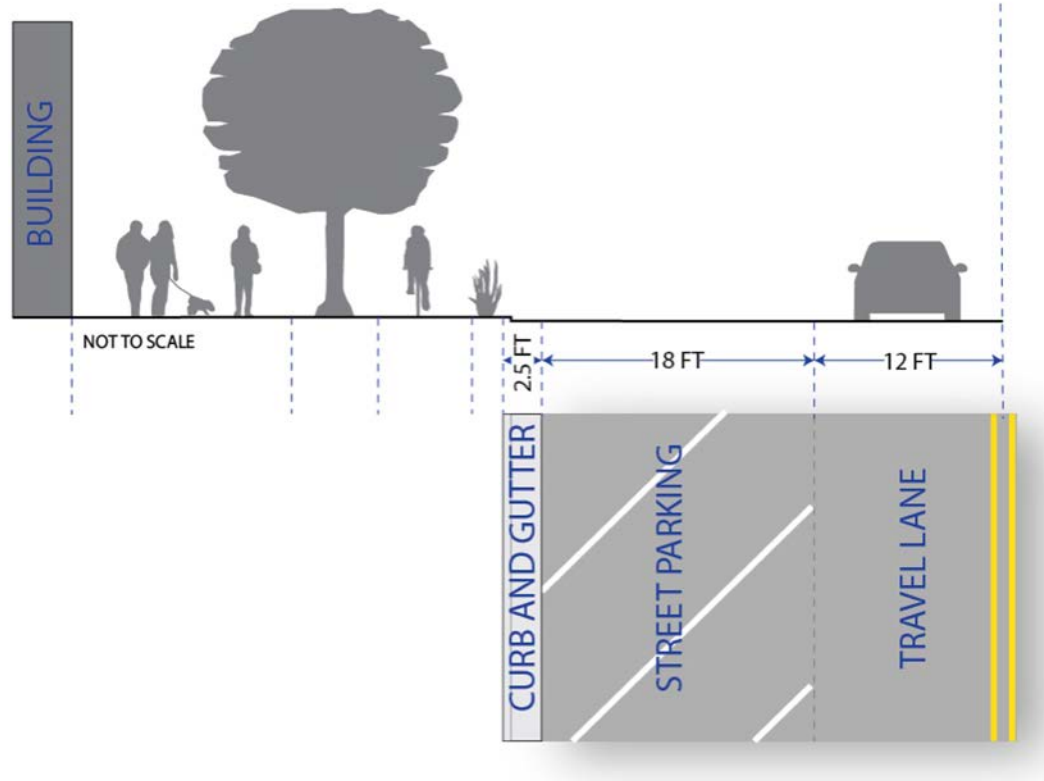
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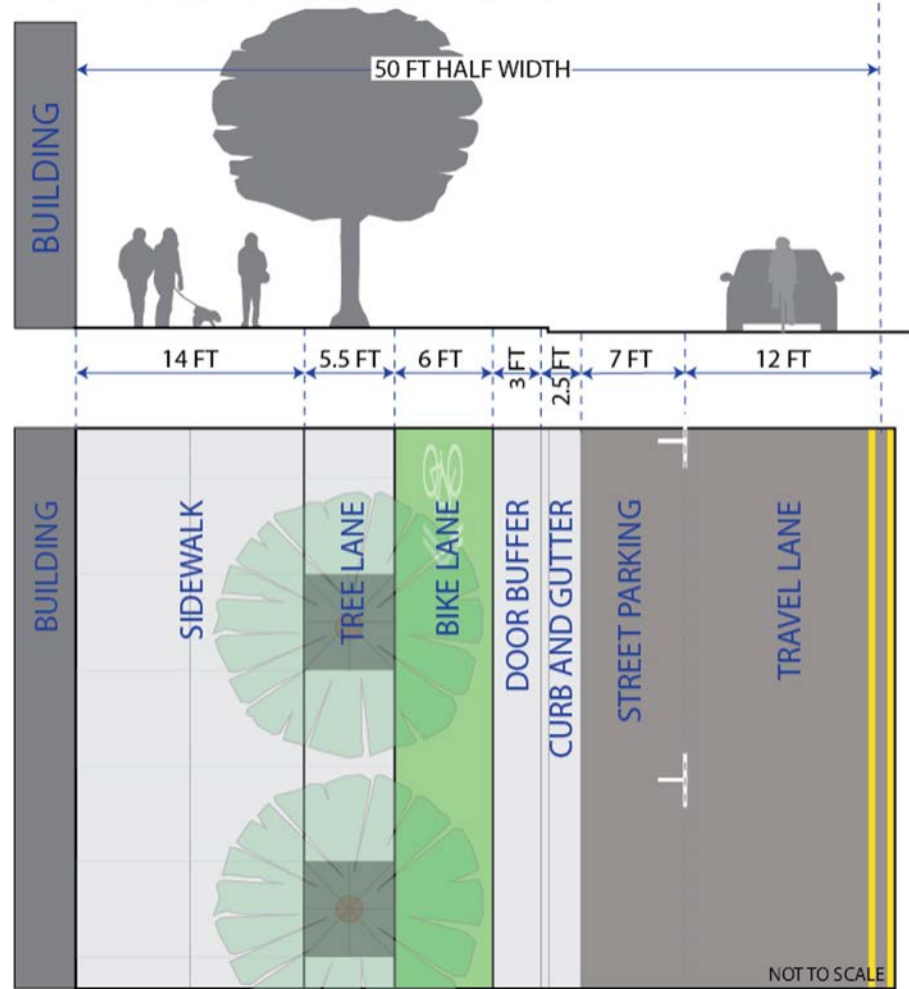
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Public Involvement (Show, not Tell)

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VILLAGE CROSS SECTION - MINOR

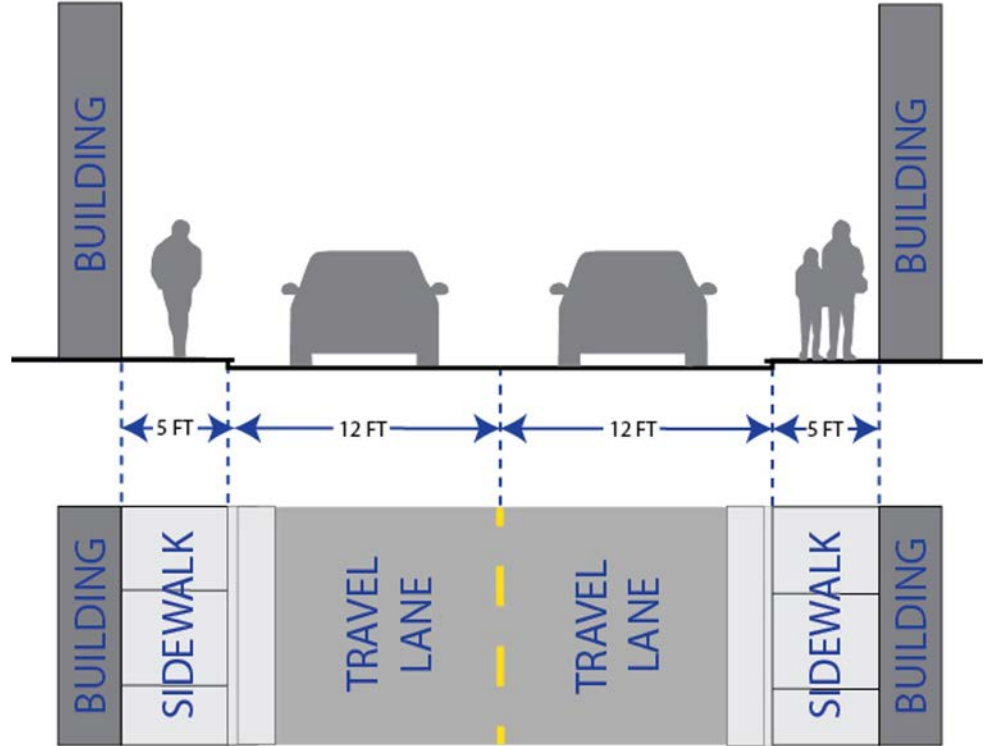


Public Involvement (Show, not Tell)

*Alley and mid-block access
design standards*

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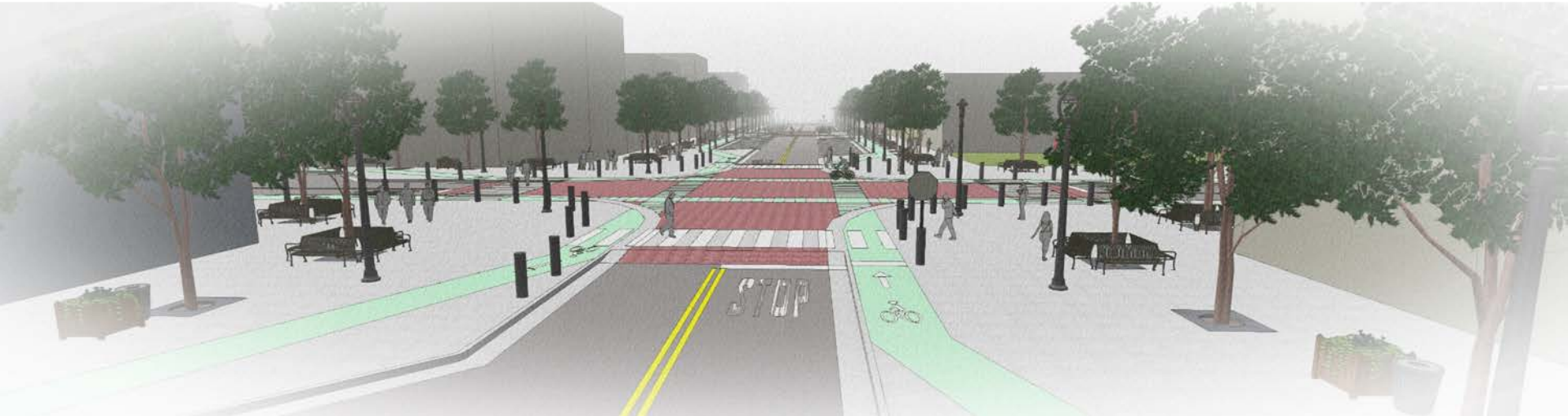


Public Involvement (Show, not Tell)

*Pedestrian and active
transportation considerations*

Public Involvement (Show, not Tell)

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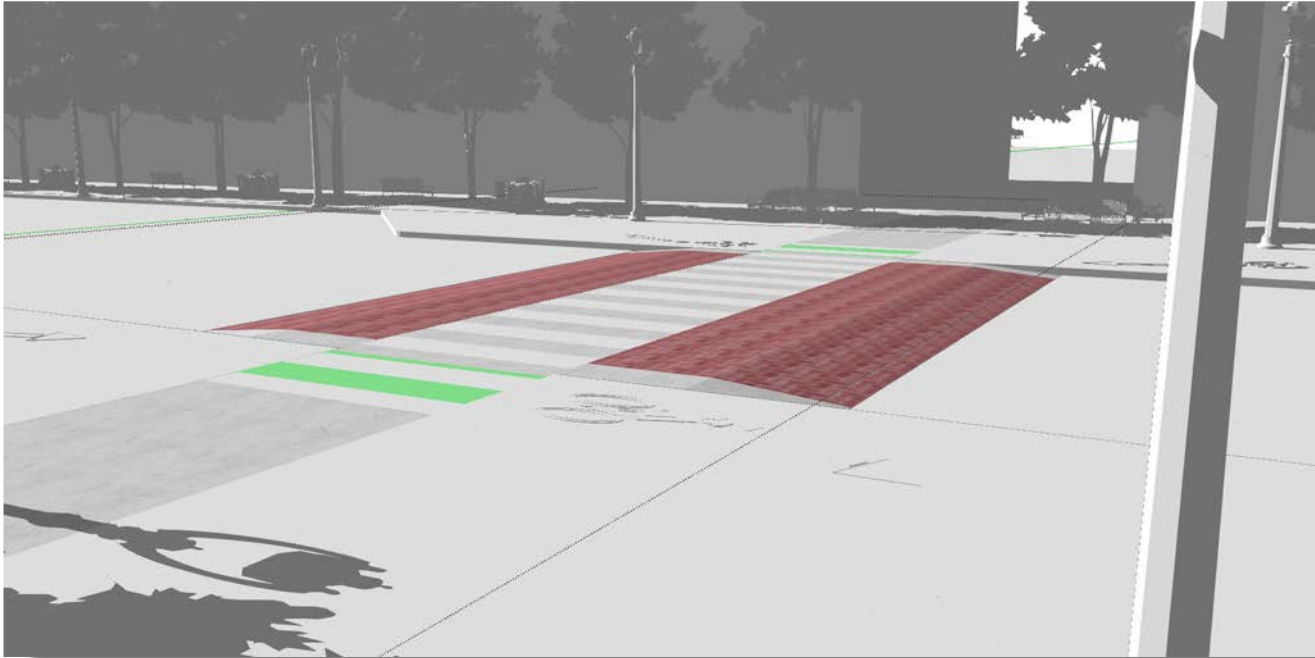
Public Involvement (Show, not Tell)

*People
transportation*



Public Involvement (Show, not Tell)

*Pedestrian and active
transportation considerations*



Public Involvement (Show, not Tell)

*Pedestrian and active
transportation considerations*



Public Involvement

(Teach and Learn)

- *This is what a form-based code is and does.*
- *What would you like to see in your community?*
- *What concerns do you have or can you foresee?*
- *Teach the basics, then let them tell you...*



What can you see?



What can you see?

- Building street-fronts to provide interesting activity for street users.



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- Architectural standards to provide a continuous theme.



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- Provide opportunities for all modes of transportation.
- Allow street dining, shopping, and other street activities.

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Old Town Eden



Public Involvement

Old Town:

- Steering committee took ownership
- Brought planning commission up to speed
 - Series of work sessions with members of the steering committee.
 - Hearing
 - Adoption with no public opinion expressed against.
- Current rezone hearings generating some NIMBY looky-loos without public outcry for some, and sentiments of support from others.

Public Involvement

Nordic:

- Developer driven. Developer ran most of the public involvement/outreach.
 - In order to avoid appearance of being developer's "champion," Staff tried "staying out of it" and encouraged developer to pursue his own public support.
 - No one "championed" the form-based street regulating plan led to wild confusion amongst neighbors regarding what the hell even is a street regulating plan.
- Staff were pulled into the public process to smooth over concerns, work through misunderstandings in neighborhood.
- Getting to yes? What's in it for the neighbors? What do they get?
- Planning Commission turnover created new education and support challenges.

Keeping Direction in Focus

Keeping Direction in Focus

Turnover

- Elected and appointed
- Staff
- Public
- Turnover of public's collective selective memory

Keeping Direction in Focus

Cheerleading

- Analyze, plan, review, adjust cycle.
 - Will the pretty village ever leave the paper it was drawn on?
 - Infrastructure needs (these streets don't come cheap)
- Beat that drum at least annually. If with nothing else, a public reminder presentation.
- Continually working the concept into the public dialogue. Reference the overall objective in mundane current planning staff reports (even if it's only tangential, make it a little easter egg). PC and CC need to know why not doing right is challenging.
- Encouraging decision makers to not be chicken-shit.
- Creating sense of urgency amongst the public and decision makers.
- Maintaining a sense of trust that what has been decided is and continues to be in the best interest of the community (or, the lesser of the challenging possible options).

Lessons Learned

- Show, not tell
- Listen
- Community-Initiated Amendments vs. Developer-Driven Amendments
 - Developer objectives vs. community objectives
- Implementation stagnation?
 - Need to find out why. Market analysis, financial analysis, regulatory analysis, ect.
 - What needs to change or what needs to be true for the implementation to move forward?
 - Is it viable in today's market? Was it ever viable as originally visioned?
- Toot the horn!

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Reach Out:



Charles Ewert, AICP - Weber County

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Scott Perkes, AICP - North Logan City

sperkes@northlogancity.org

(435) 752-1310 Ext. 13