



Project #24-047
Willow Lakes Planned Development Overlay
Concept Plan Review
Located at approximately 1100 South 1400 West

REPORT SUMMARY...

<i>Project Name:</i>	Willow Lakes Planned Development Overlay Concept Plan
<i>Proponent / Owner:</i>	Brett Jensen / Willow Lakes Holdings LLC
<i>Project Address:</i>	~1100 South 1400 West
<i>Request:</i>	Concept Plan Review -Potential Planned Development Overlay
<i>Current Zoning:</i>	Neighborhood Residential (NR-6)
<i>Type of Action:</i>	Workshop
<i>Workshop Date</i>	November 14 th , 2024
<i>Submitted By:</i>	Russ Holley, Senior Planner

CONCEPT REVIEW

As part of the Planned Development Overlay (PDO) process, an initial concept plan review is required. The concept plans and narratives are sent to Neighborhood Councils, Planning Commission, and City Council for informal review and feedback. Recommendations will be given to the applicant by both the Planning Commission and the City Council during the concept plan review phase.

Current Land use adjoining the subject property

<i>North:</i>	Outside of Logan City Boundary	<i>East:</i>	NR-6: Residential Uses
<i>South:</i>	NR-6: Residential Uses	<i>West:</i>	NR-6: Residential Uses

Current Zoning and FLUP Designation

The site is currently zoned NR-6 and designated on the Future Land Use Plan Map as Detached Residential (DR). The recently completed Woodruff neighborhood plan designates this area as single family residential.

Project Proposal

This proposal is for the 12-acre phase 5 of the Willow Lakes project. Phases 1-4 have already been approved and platted. Construction is underway on the two artificial lakes, public infrastructure, and single-family homes. This proposal is for a PDO, which is eventually results in both a LDC amendment and the application of the overlay zone, in order to permit a 40,000 SF Fitness/Boat Club Commercial Building, 5 Beachfront Homes intended for short-term rental, 160 Luxury Condominiums within four, three-story buildings, and a 60-bed Assisted Living two-story building located near the 1000 West frontage.



Figure 1 shows the proposed phase 5 area within the yellow dashed lines.

Boat Club & Fitness Commercial Building

The concept plan shows a large multi-use commercial building near the far west edge of phase 5. The three-story, 40,000 SF building with upper floor observation decks, is located along the north shore of the Big Wake and Tube Lake. Access to the commercial building is via the new 1000 South public street. Parking areas are shown north of the building and a series of beach amenities are shown along the lake edge. This commercial building is planned with Boat Club area, Clubhouse/Events area, Fitness/Gym area, and office space.



Figure 2 shows the Fitness/Boat Club on the right and the 5 beach homes on the left.

Beach Homes

East of the Fitness Center building, the proposal shows 5 beach front single family homes along the Big Wake and Tube Lake north beach. The two-story home design shows vehicular access from the north via the fitness center parking lot and the south yards of the homes have direct access to the beach. These 5 homes are being proposed as short term rentals.

Luxury Condominiums

Farther east of the beach homes, the proposed concept plan shows a row of four three-story condominium buildings along the north shore of Slalom Ski Lake. Each building would contain 40 dwelling units ranging from 1-4 bedrooms for a total of 160 units. The building design shows structured parking on the east and west wings of the building. The three-story buildings show larger areas of articulation and upper-floor balconies on both the north and south facades.



Figure 3 shows the four luxury condominium buildings along Slalom Ski Lake.

Assisted Living

Shown at the far east side of phase 5, and along 1000 West, the concept plan proposes a two-story 60-bed assisted living building. Access to the assisted living building is via 1100 South. The assisted living building is shown at lower heights and is somewhat separate from the other areas of phase 5 being located across the street and having no associated lake frontage.

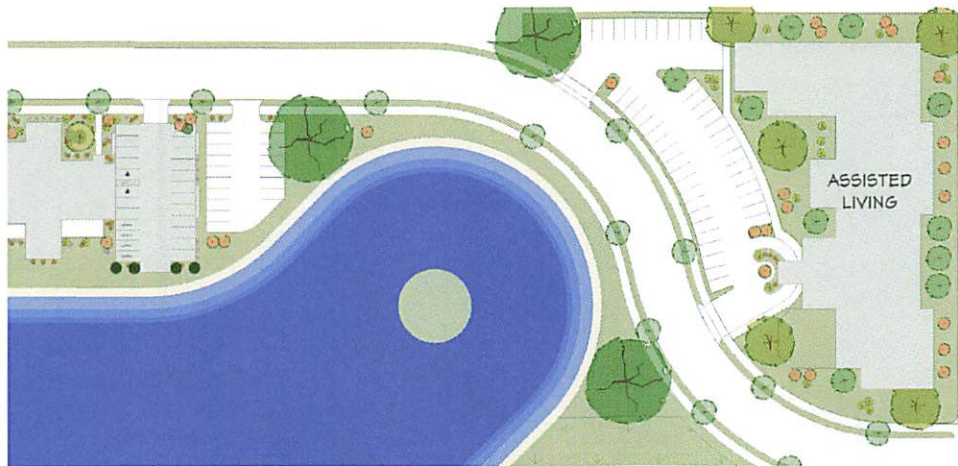


Figure 4 shows the assisted living building along 1000 West.

Planned Development Code Amendment

Chapter 17.27 is the PDO Land Development Code (LDC) chapter, and if approved, new language specific to the proposed project will be adopted and codified into the LDC. The specific language adopted as part of the PDO process would address proposed uses, residential densities, building placement and design, setbacks, heights, amenities, etc., and tie a project to a higher level of specificity than just a general zoning district. PDO's are intended for unique and specific projects that would not otherwise fit into regular zoning districts and is designed to provide flexibility and discretion to all parties involved in the normal rezone and Design Review processes. With that, the City's expectation is that a project coming through the PDO process should be fully vetted with the market so that future changes are minimal. If any future changes to the project are proposed, an applicant would have to go back through the PDO process seeking an amendment to the approved PDO language.

Density

Although the proposed phase 5 site sits seamlessly into the overall Willow Lake community, the PDO is exclusive to the 12-acre phase 5 remainder parcels. Unless the applicant wants to subject phase 1-4 to future changes, that area of Willow Lakes has already been approved and platted. Phase 1-4 are not included in the PDO application and thus should not be considered in the approval process because the City has no authority to go back and change the approvals for phases 1-4 unless included in the PDO proposal. The PDO process is not bound to a zoning district density and the Planning Commission and City Council can assign any density they feel is appropriate for this area. At 12 acres, and with 165 dwelling units, the proposed density is approximately 13.5 units per acre. The assisted living center is not calculated in the unit per acre density count, but rather is viewed as a structure and/or use similar to group treatment homes or hotels.

Building Heights

The proposal shows building heights as tall as 49 feet. The fitness and assisted living building are shown at 43 feet tall and the luxury condominiums are shown at 49 feet at the top of the roof peak and 44.5 feet at mid-gable. Typical height restrictions in the LDC are based on the mid-gable points in the roofline. The current height limitation in the NR-6 zone is 35'.



Figure 5 shows the luxury condominium building design.

Parking Requirements

Based on the different land use categories and their associated parking requirements, the proposed project meets or exceeds all parking stall requirements either on-site or within the off-site 600-foot proximity requirements. They show, collectively, 32 parking stalls above base LDC requirements with a total of 563 stalls in this project. The Condo's include 192 stalls of structured parking underneath the residential uses.

Pedestrian Circulation & Open Space

The proposed site layout shows standard sidewalks along public streets within phase 5 areas. There are no crosswalk enhancements or safe delineated sidewalks through the parking lot areas. The proposal does not show any trails or pathways that would allow people to use alternative transportation.

The proposed project narrative explains the overall Willow Lakes open space and conservation easement areas totaling 75 acres of easement area and 36 acres of open space in phase 1-4 (primarily the lake surfaces). The beachfront areas near the fitness center have been detailed in this proposal, but the remaining areas of phase 5 show little open space detail or connectivity to the bigger overall Willow Lakes open space areas.

Process

The concept review gives citizens, elected officials, and appointed officials an opportunity to review a project and work with an applicant in providing design and element feedback for further project refinement. City officials may suggest that the project, as presented, is acceptable and no changes are requested, or they may provide feedback that suggests the concept is nowhere near what would be acceptable and that significant changes are warranted. This is a workshop for a concept plan that will inform the formal legislative and design processes. This workshop review does not provide any zoning entitlements or vested property rights beyond the current rights allowed under the current zoning designation of NR-6 and any other applicable City land use regulation.

Staff recommends sufficient neighborhood and public outreach buy-in on this project because it is contrary to the long-range planning efforts of the General Plan and the Specific Neighborhood Plan. Both of those plans call for more single-family homes. If determined that multi-family is better for this area, then staff recommends more trails and open space specific to the 12-acre phase 5 be implemented to justify the uptick in density and land use intensity. Staff also recommends enhanced setbacks, i.e., a 25-foot minimum front yard setback, for the condominium buildings as the area to the north will likely be single family homes. A requirement to include building setback and height transitions is consistent with the City's multi-family to single-family building transition requirements. The larger front yards would give more area to plant large specimen trees to help buffer the taller building heights. The Concept Plan review process also requires that the applicant engage with the neighborhood for input and feedback into the proposal. Staff encourages engagement from nearby residents to gauge their opinions

on how this proposal would impact their property and neighborhood, and what mitigation strategies, if any, could be employed to off-set any potential impact. If the review bodies feel that this project is viable, then the next steps would be for the applicant to incorporate any changes, recommendations, etc., into the project layout and design and submit formal applications for Design Review, Rezone, and Code Amendments.

The Willow Lakes community is a residential development with a focus on outdoor activities and watersports; including boating, paddling, surfing, swimming, walking, running, biking, and general fitness. The property falls within the Woodruff Neighborhood and comprises a total of 180 acres, of which, approximately 75 acres in total have been placed into nature conservation easements to broadly preserve the most ecologically valuable waterway, riparian, forest, and meadow areas. These easements preclude development and housing opportunities in favor of the critical lands preservation.

Of the remaining 105 acres available for development, approximately 93 acres comprise phases 1-4, which includes 129 single family homes and 36 acres of open space that comprise two man-made boating lakes. This portion of the project has already been approved and is currently well underway. The large lake is nearly complete, the small lake is approximately ½ constructed. Phases 1 & 2 are substantially complete with homes beginning construction, and Phase 3 has been platted and is currently mid-development. Phase 4 is anticipated to begin construction in summer of 2025.

Phase 5, which is the subject of this PDO review, is the final portion of the project and includes the remaining 12 acres of development area. During initial approval of the project, this portion was included as a future phase that did not yet have a defined layout. At that time, Logan City staff, the Planning Commission, Logan City School Board, and the Woodruff Neighborhood Council were all informed that the intent for the Phase 5 area was to pursue a mixed-use concept that would include multifamily units and commercial space. Additionally, this area was included in the approved permit with the US Army Corps of Engineers. Pursuant to this plan, in August 2023, the development group submitted an application for the Phase 5 area to be rezoned to Mixed Use, which would allow for the inclusion of multifamily and commercial buildings. During the workshop for this rezone, there was broad support for the concept plan being proposed, but the Planning Commission and City Council indicated that in this case they much preferred the use of a Planned Development Overlay zone instead of a blanket rezone.

The proposed concept layout includes 4 distinct areas; Fitness/Boat Club, Beachfront Homes, Luxury Condominiums, and Assisted Living.

Fitness/Boat Club

In an effort to make the Willow Lakes amenities and lakes accessible to public patrons, concept approval would allow for an expansion of the typical private HOA clubhouse to accommodate the patronage of additional local residents and guests. As such, the concept includes a commercial building of approximately 40,000 square feet.

This building includes a full-service fitness spa (weights, cardio, massage, aesthetics, heat/cool therapy, swimming, etc) occupying approximately 30,000 square feet of indoor space, combined with the Willow Lakes Boat Club (boating, surf wave, paddling, beach sports) occupying approximately 3.5 acres of outdoor beach and paddle area.

This commercial building will also include a 2,500sf clubhouse/event hall, with observation decks overlooking the lakes that will also be made available to public patrons by reservation for meetings, parties, weddings, and gatherings. Additionally, the building will include

approximately 5,000sf of office space that will primarily be used by the HOA, Property Management, and Boat Club staff. As well as approximately 2,500sf of indoor space for Boat Club operations, equipment lockers, changing rooms, and lounge area.

Beachfront Homes

Adjacent to the Fitness Spa and abutting the community beach area will be located 5 beachfront homes. These homes will sit on small parcels with limited but well-manicured landscapes and private plunge pools. The parcels will be 5,000-6,000sf and the buildings will be 4,000-8,000sf each with a detached residential format and style fitting to a lake house in a mountain valley. As Phases 1-4 of the development prohibit any short-term rentals, these beachfront homes will be the only such homes in the project to allow for short-term rental. This is intended to provide accommodation for owner guests as well as guests of event attendees, in addition to providing additional capacity and novelty to the professionally-managed hospitality sector in Logan.

Luxury Condominiums

This ~5.5 acre area is located along 1100 South and abuts the north bank of the slalom lake. This area is intended to include 160 individually platted waterfront condominiums within 4 building structures. The character of the buildings is intended to include main floor podium style enclosed parking to limit the amount of outdoor parking required. The buildings are intended to have a courtyard style in which many small courtyards and outdoor lounge areas are included in the design to add to the character of the community. Including the ground floor parking, the buildings are intended to have a staggered 3-story elevation with portions of flat roof to limit the overall height of the tallest sections. The buildings will include a mix of 1, 2, 3, and 4 bedroom condos, and may include a limited number of ground floor live-work units if current market analysis indicates market demand for such at the time of commencement. The multi-family units are intended to provide a more economical access point to the community for those who's life circumstance does not yet justify or allow for a detached lakefront home on a larger parcel. They are also intended to provide condominiums of a more upscale nature for those who desire the fit and finish of a detached custom home but are not in the market for such.

Assisted Living

This ~1.75 acre area abuts the 1000W highway making the parcel particularly difficult for single family residential development. However, such locations are much more desirable for Assisted Living Centers. Additionally, there are no such facilities anywhere on the southwest side of Cache County. This building is intended to include 60 beds. The orientation of the building will be westward facing to provide tenants unobstructed views of the lakes for entertainment, and shielding for the outdoor spaces from the road noise associated with the highway. Amenities associated with the fitness center and boat club will also be made available to tenants and their guests to provide a uniquely desirable living condition.

While market analysis currently indicates feasibility for an assisted living center, as a contingency, the parcel would be designed to accommodate office, neighborhood retail, and/or possibly a drive-through eatery if it was determined in the future that the assisted living center would not be economically viable upon commencement.

Much of what is being proposed here is already allowable within the current zone, that being the HOA clubhouse, gym, boat club, beach, swimming pools, beachfront homes, and assisted living center. This PDO approval would allow for these amenities to be somewhat expanded and offered commercially to public patrons whereas otherwise the amenities must remain private and exclusive to Willow Lakes owners.

Density & Land Use

It is important to note that the project area of approximately 180 acres has a current NR-6 zone, allowing for 6 homes per acre. An objective analysis of the area after meeting NEPA and FEMA requirements for wetlands and floodway indicates that approximately 130 acres was suitable for development within the current zone. At maximum density this would provide for development of up to 780 housing units within project boundaries. The PDO concept area, when combined with Phases 1-4 homes, would result in an overall density of just 2.7 units per acre if we include the assisted living beds, and 2.3 units per acre if the assisted living beds are excluded. Additionally, in contrast to neighboring higher density communities, the Willow Lakes development includes 108 acres of common open space, which is 60% of the total project area.

Parking Analysis

The LDC prescribes the following parking requirements;

- 1.0 parking stalls per 500sf of fitness center,
 - 65 stalls required (including boat club space)
 - 77 stalls provided (not including those 14 stalls allotted to adjacent multifamily)
- 1.0 stalls per 3 persons of max capacity of minor entertainment event,
 - 83 stalls required
 - 83 stalls provided
- 1.0 stalls per 300sf of general office space,
 - 17 stalls required
 - 17 stalls provided
- 1.0 stalls per 2 bedrooms (2 occupants per bedrooms plus 2 additional occupants),
 - 16 stalls required
 - 20 stalls provided (10 indoor & 10 outdoor in private drives)
- 2.0 stalls per unit of multifamily housing,
 - 320 stalls required
 - 306 stalls provided within or abutting buildings
 - 14 stalls provided across Willow Lakes Drive for West buildings
- 1.0 per 4 beds and 1.0 per employee at largest shift for assisted living
 - 30 stalls required
 - 46 stalls provided

Setbacks

Within the proposed concept design, proposed setbacks are as follows;

- Fitness Center – front 75', side 27', rear 30'
- Assisted Living – front 55', side 23', rear 30', corner 30'
- Multifamily – front 10', side 75', rear 20', corner 75'

A note on the multifamily setbacks. The front façade of the buildings includes substantial articulation and the entrance of the building in the concept design is located within a courtyard with the front entrance approximately 33' from the front property line. Additionally, the Willow Lakes project added 15-20' of width to the south side of the 1100 South ROW (it is now approximately an 80ft ROW) creating more open greenspace between these buildings and any future building on the parcels to the North due to a PUE/park strip that is now almost 15-20' wider.

Building Heights

The proposed design seeks to ensure that building elevations do not appear overpronounced relative to the heights of nearby homes by utilizing transition zones, flat roof sections, and larger roof planes sloping away from future detached residential. As currently designed in the concept shown, the tallest point of the Fitness Club is approximately 43' above grade with the design starting at 1-story and then stepping back to a 2-story section, and then again to a 3-story section as the distance from nearby detached residential structures increases. The ground floor of this building meets the LDC commercial and mixed-use building requirement of at least 12' ceiling heights on the ground floor.

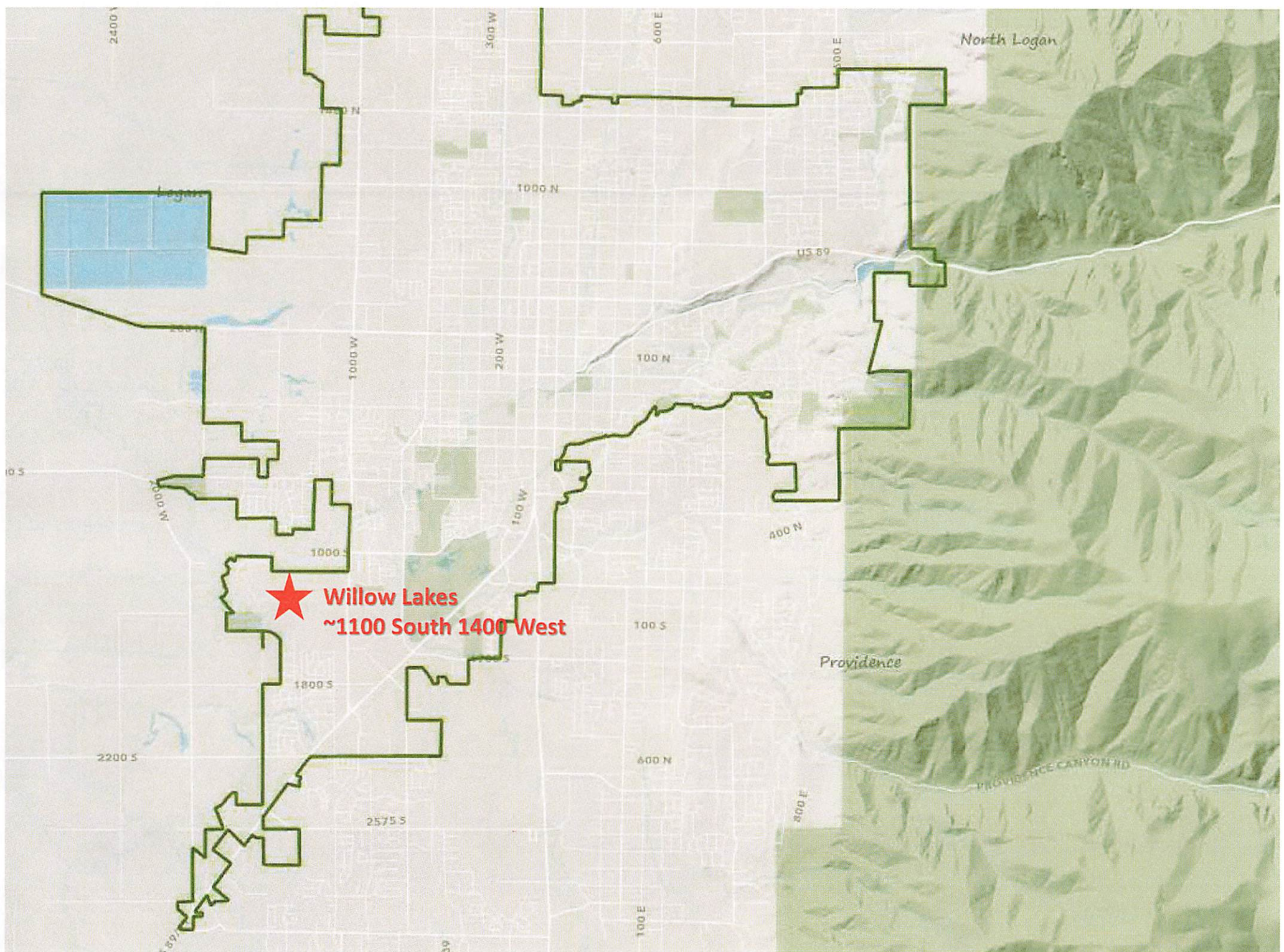
The LDC allows for primary building heights in MR-30 zones to reach a maximum of 55' and MU zones allowing primary building heights of 58-70'. This PDO concept design seeks to create less imposing structures with lower heights. The maximum height of the multifamily buildings is approximately 49' at peak gable and 44.5' at mid gable.

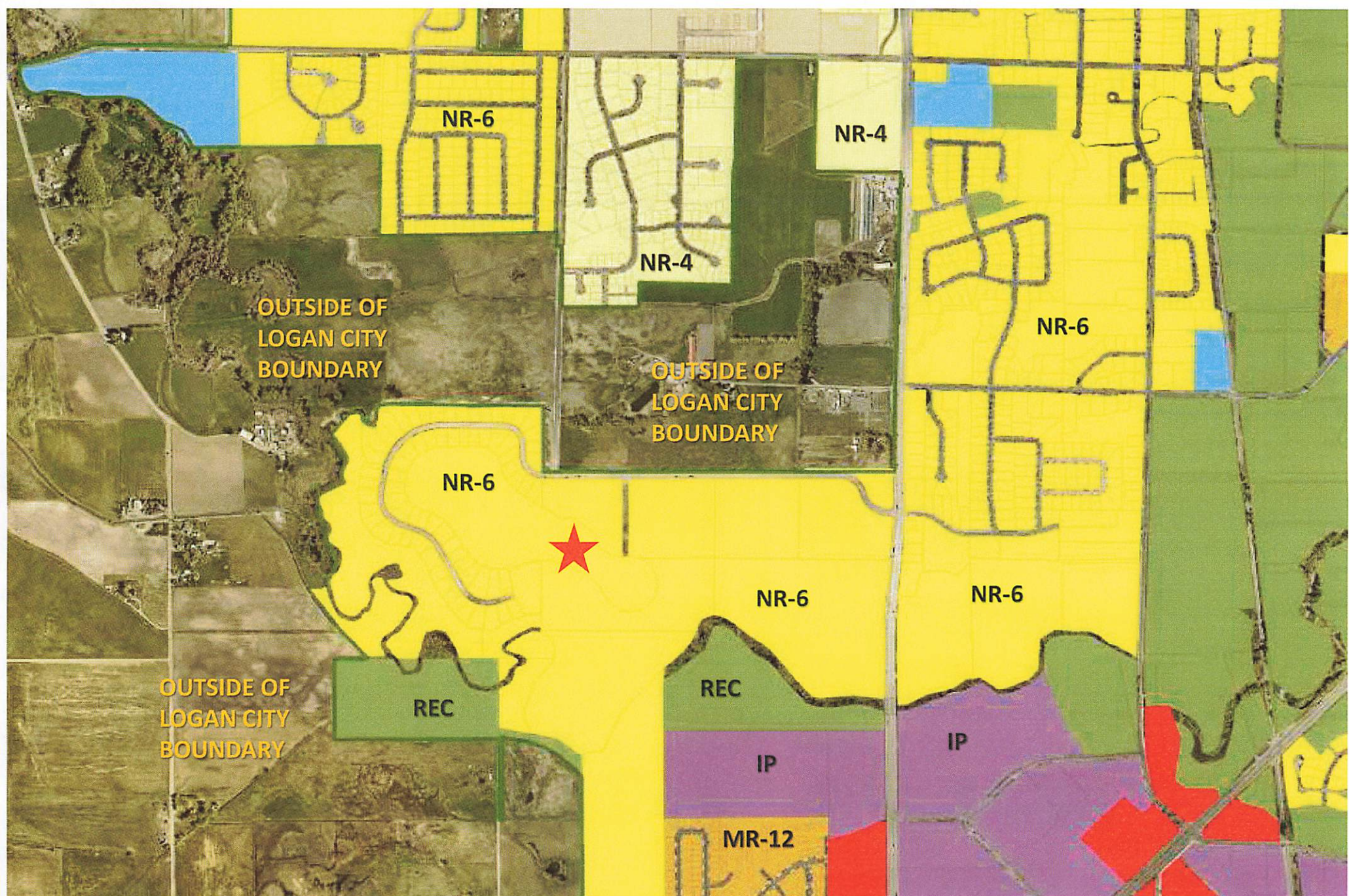
The design and character of the beach houses is in line with typical single family detached homes and final designs are intended to remain within the 35' height restrictions of such. The design concept of the assisted living center includes a maximum height of 43' as proposed. As this particular parcel abuts the highway and is more suited to commercial development, as seen immediately to the south of the project, commercial height restrictions of 55' for this parcel would be appropriate.

Willow Lakes Phase 5

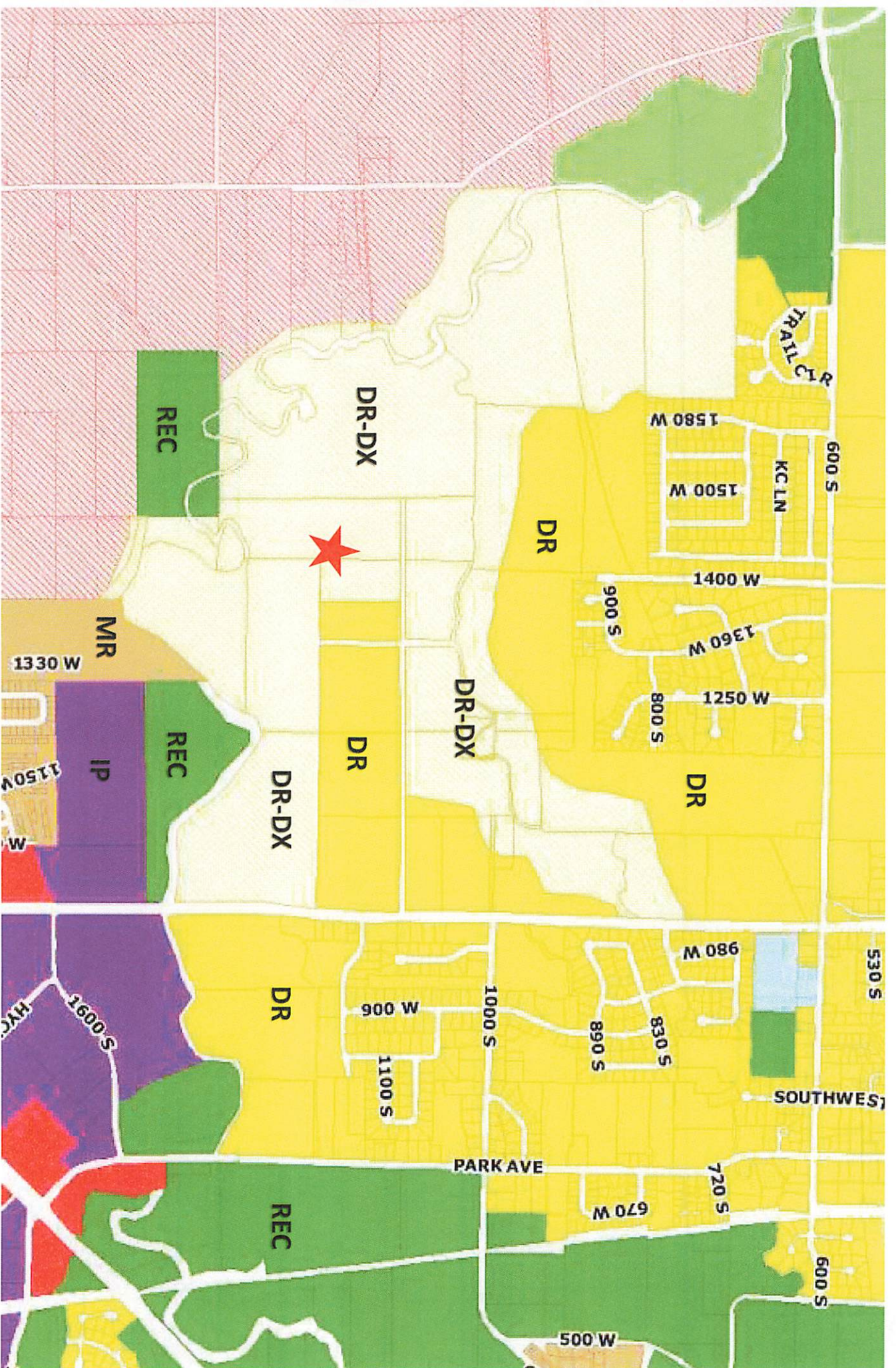
Planned Development Overlay

Workshop



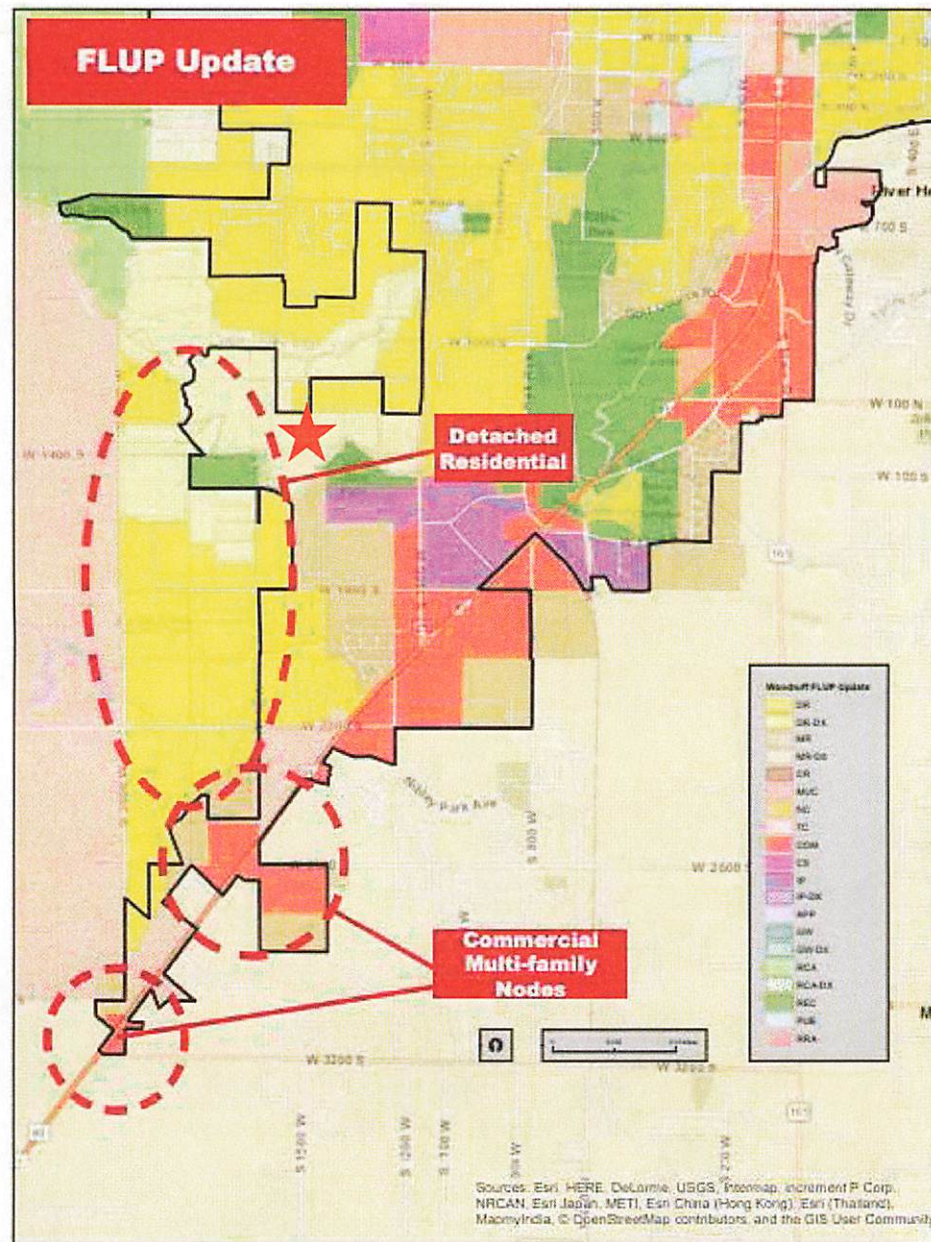


2024 Zoning Map



Future Land Use Map (FLUP)

RECOMMENDATIONS



Map F.8 - Proposed FLUP Update

FLUP Update Summary

- Boundary line with Nibley is likely to change.

Detached Residential

- 490 acres.
- Approx. 1,200 - 1,500 new units.
- Density approx. 2.5 - 3 units per acre.

Mixed Residential

- 75 acres.
- Approx. 500 - 750 new units.
- Approx. 7 - 10 units per acre.
- Located near commercial nodes (1,400' radius from intersections).
- Not located on properties that front Highway.

Commercial

- 60 acres.
- South Corridor Plan and Gateway Overlay 700' radius around intersections.

Rural Reserve Area

- 72 acres.
- Area between nodes.



Project Street
Connection to
900 S.

1400 West

1100 South

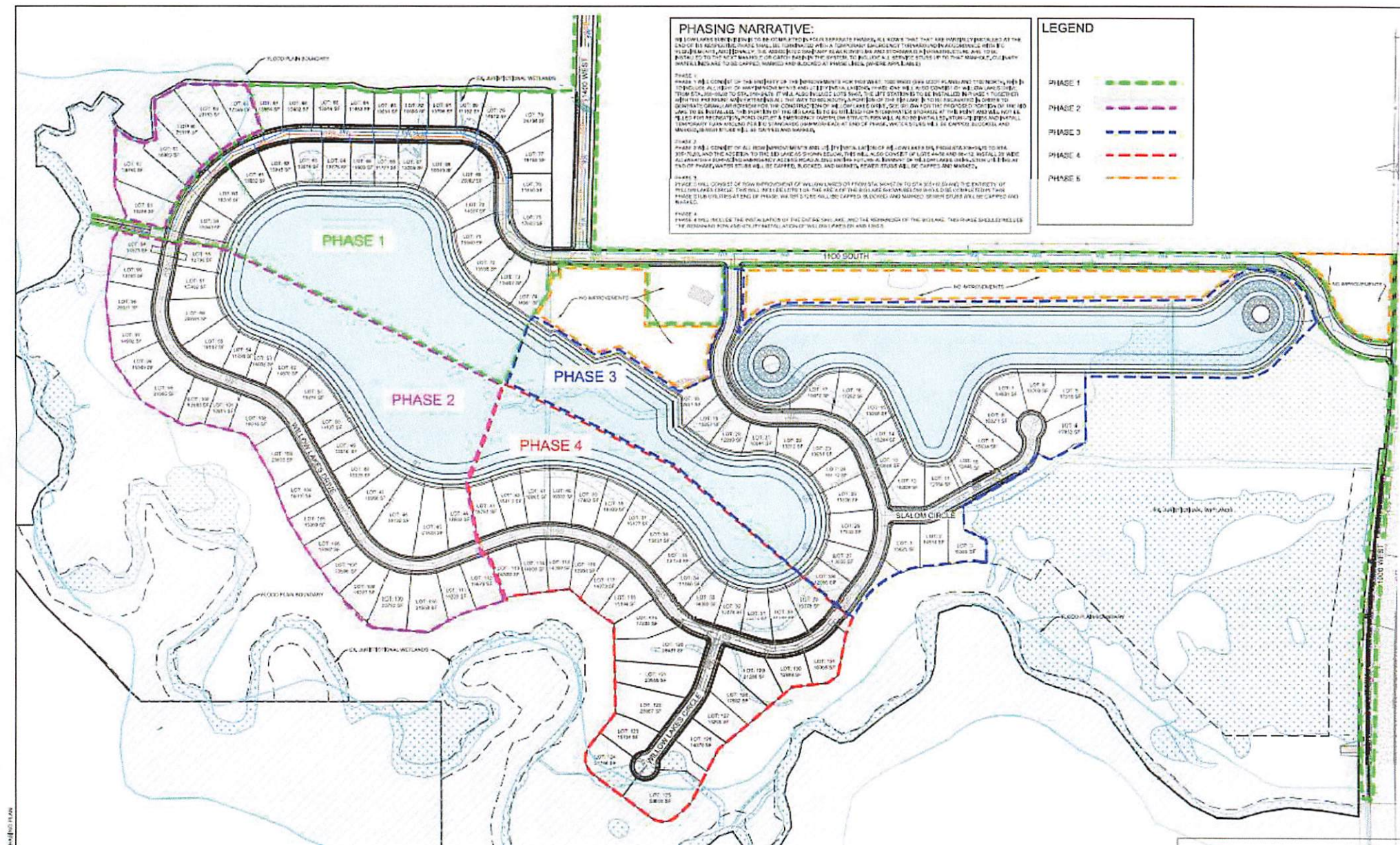
Willow Lakes

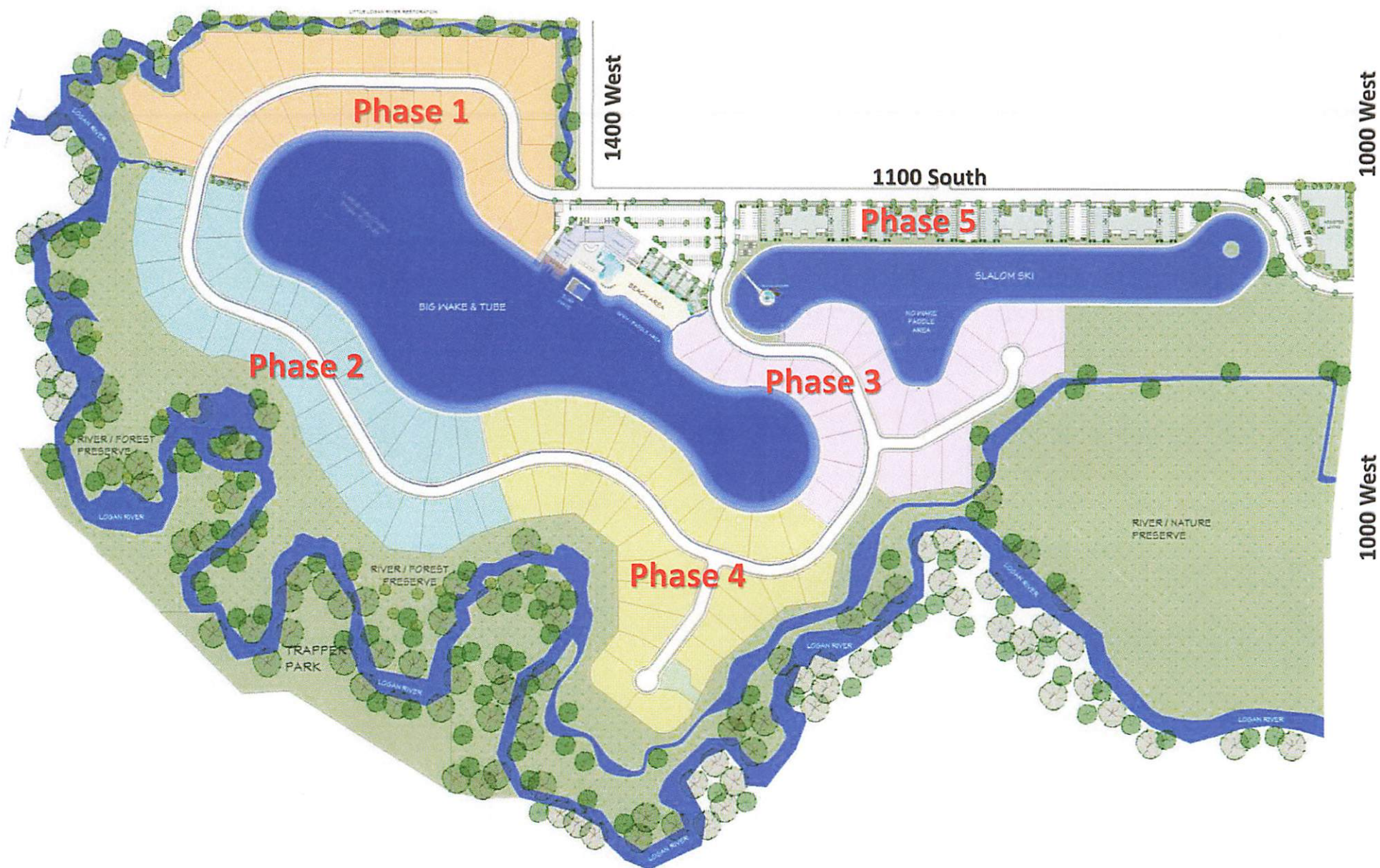
Trapper
Park

Logan River

Project Street
Connection to
1000 W.

1000 West





Willow Lakes Master Plan (Phase 5 not approved)



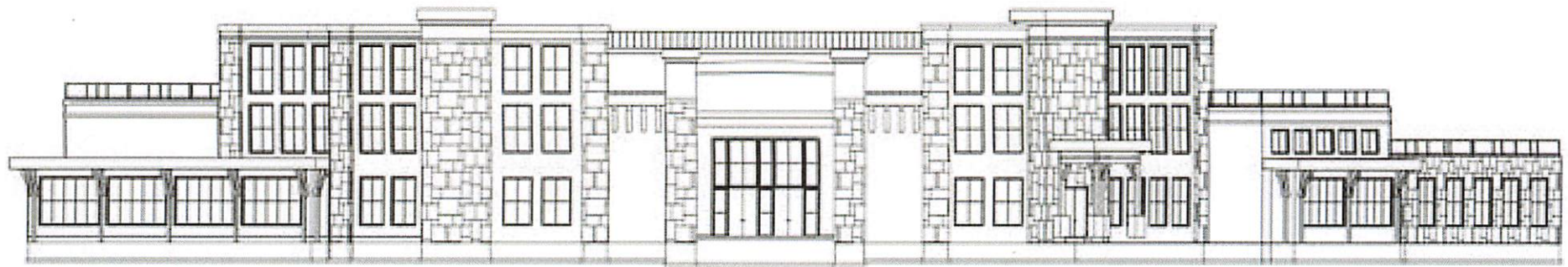
Phase 5 – PDO Overlay Area



1 – 40,000 SF Boat House, Clubhouse, Fitness Spa, Beach Amenities



1 – 40,000 SF Boat House, Clubhouse, Fitness Spa (three story, color, materials?)



1 – 40,000 SF Boat House, Clubhouse, Fitness Spa (North Façade)



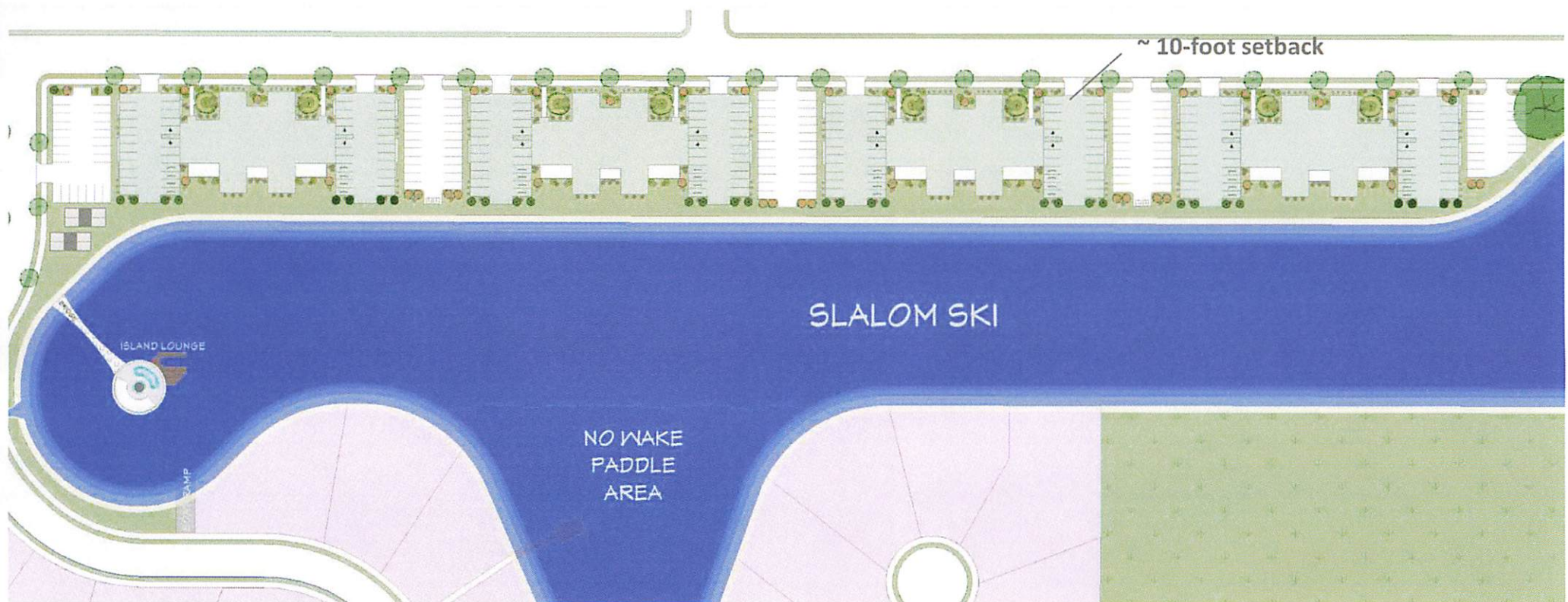
2 – Beachfront short term rental homes - four similar footprints, one different



2 – Beachfront short term rental homes – north facade



2 – Beachfront short term rental homes – north facade



3 – Condos. Four 3-story buildings w/ 160 unit's total

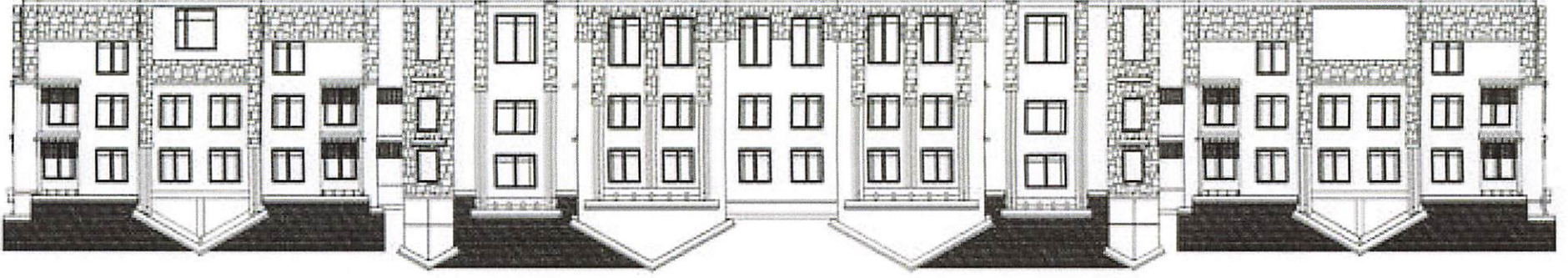


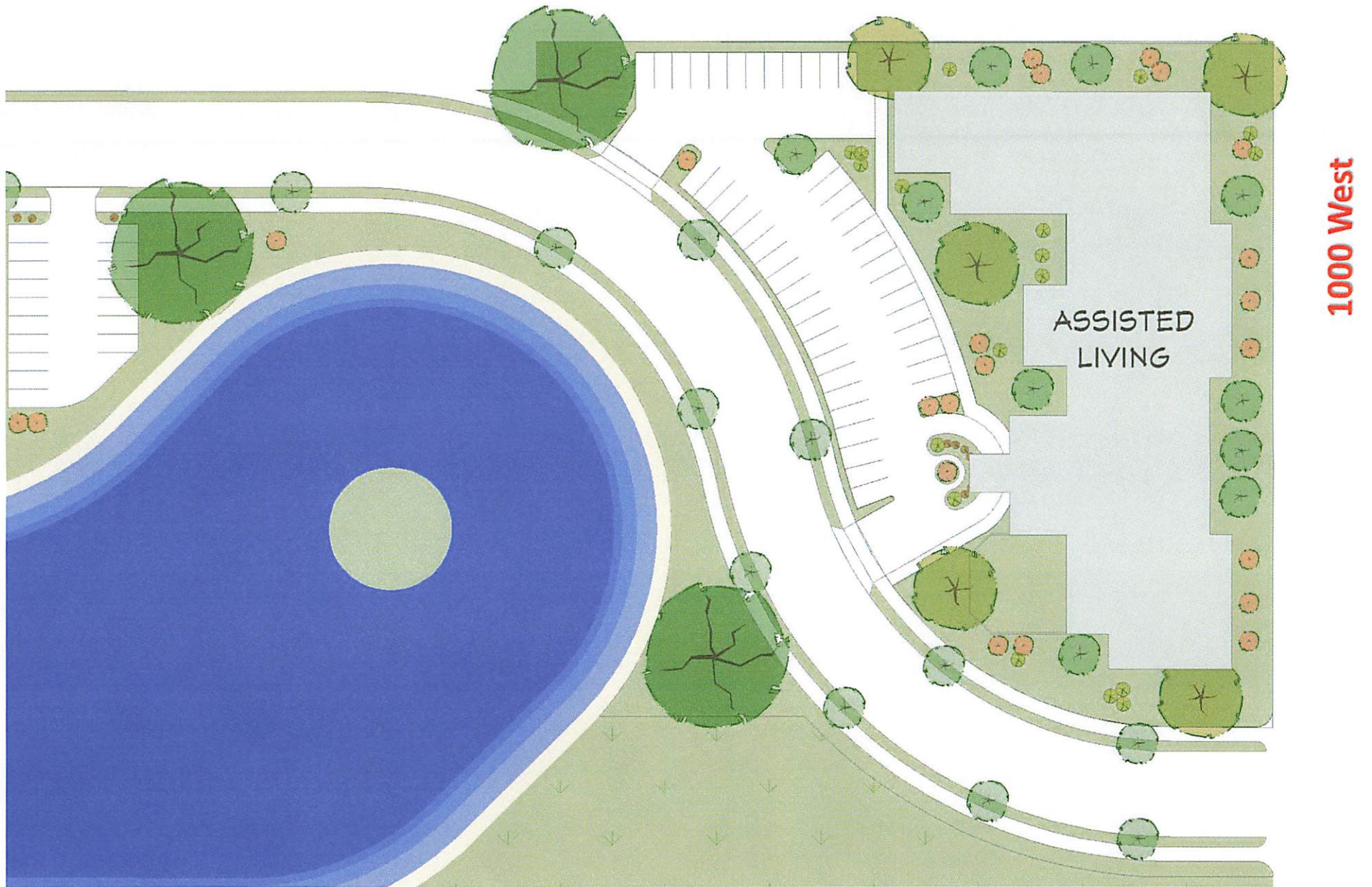
3 - Condo's— north side (no colors, materials or heights listed)



3 - Condo's— north side (three stories)

3 - Condo's – north side





4 – Assisted Living – 60 beds



4 – Assisted Living – West side (no elevations for 1000 West side)



4 – Assisted Living – West side (no colors, materials or heights listed)

- Discussion Points

- Scope. 12 acres only? Any offsite improvements needed? 1400 West extension? Phase 1-4 already approved/platted as single-family lots. More colors/materials details needed?**
- Are multi-family structures appropriate? FLUP/Woodruff Plan shows only single-family. Should Multi-Family be placed on the edge of the overall project site or central to mitigate impacts? (traffic, noise, visual height of buildings, mass)**
- 40,000 SF commercial use. How are impacts mitigated. (Comparisons Sports Academy, main bldg. is ~65k SF) (Planet Fitness ~25k SF) Parking lot design and setback (adjacent/across the street will likely be single family homes not associated with willow lakes (Parker Property))**
- STR's. Purpose built, no surprises for the neighbors. Appropriate location and size?**
- Open Space/Trails/Landscaping for subject 12 acres. Better walkability from condo/assisted living to commercial areas. Phase 5 trails connecting to larger trail networks?**
- Setbacks. 25-foot setback typ. for high density next to low density. Balance the street, allow for more trees/landscaping. Parking lot setbacks are typ. 10' in com areas**
- Future Market Changes mentioned in write up/Drive Thru Rest./Assisted living. Other points?**