MEMORANDUM TO MUNICIPAL COUNCIL

DATE: February 26, 2020
FROM: Russ Holley, Senior Planner
SUBJECT: Ordinance #20-04 FLUP Amendment

Summary of Planning Commission Proceedings
Project Name: FLUP Amendment
Request: Future Land Use Plan Amendment
Project Address: Citywide
Recommendation of the Planning Commission: Approval

On February 13, 2020, the Planning Commission recommended that the Municipal Council approve amendments to the Future Land Use Plan.

Planning Commissioners vote (5-0):
Motion: D. Newman
Second: S. Goodlander

Vote to recommend approval to City Council:
Yea: Dickinson, Goodlander, Newman, Nielson, Ortiz
Nay: none
Abstain: none

Attachments:
Staff Report
Ordinance #20-04
Planning Commission Meeting Minutes
Project Slides
CITY OF LOGAN, UTAH
ORDINANCE NO. 20-04

AN ORDINANCE AMENDING THE FUT OF LOGAN CITY, UTAH

BE IT ORDAINED BY THE MUNICIPAL COUNCIL OF THE CITY OF LOGAN,
STATE OF UTAH AS FOLLOWS:

SECTION 1: That the Future Land Use Plan (FLUP) are hereby amended as attached hereto
as Exhibit A.

SECTION 2: This ordinance shall become effective upon publication.

PASSED BY THE LOGAN MUNICIPAL COUNCIL, STATE OF UTAH, __________
THIS DAY OF ________________, 2020.

AYES: 
NAYS: 
ABSENT:

____________________________________________________
Amy Z. Anderson, Chair

ATTEST:

____________________________________________________
Teresa Harris, City Recorder

PRESENTATION TO MAYOR

The foregoing ordinance was presented by the Logan Municipal Council to the Mayor for
approval or disapproval on the ___ day of ________________, 2020.

____________________________________________________
Amy Z. Anderson, Chair

MAYOR’S APPROVAL OR DISAPPROVAL

The foregoing ordinance is hereby __________________ this ___ day of ____________,
2020.

____________________________________________________
Holly H. Daines, Mayor
**REPORT SUMMARY...**

- **Project Name:** FLUP Amendment
- **Proponent/Owner:** Logan City / Logan City
- **Project Address:** Citywide
- **Request:** Map Amendment
- **Current Zoning:** NA
- **Date of Hearing:** Jan. 23, 2020
- **Type of Action:** Legislative
- **Submitted By:** Russ Holley, Senior Planner

**RECOMMENDATION**

Staff recommends that the Planning Commission recommend **approval** to the Municipal Council for a Future Land Use Plan (FLUP) Map Amendment for multiple properties located in and around the city.

**REQUEST**

The proponent is requesting a Map Amendment to the current Future Land Use Plan (FLUP) for several areas in and around the city. Some of the proposed changes anticipate future residential, commercial and industrial growth areas that are currently located in unincorporated areas outside the perimeter of the city and other changes represent boundary changes with North Logan City. This proposal also amends areas that have recently been rezoned to conflicting zoning districts and changes the designation on properties that have been purchased by Utah State University near campus.

**GENERAL PLAN**

Chapter three in the General Plan describes the reasons why a Future Land Use Plan is key to future growth and development in the City. A FLUP shows the needed areas to accommodate long range growth. The FLUP is accompanied with conceptual descriptions of each land use category. Sample pictures and graphics help to visualize the goals and objectives of each land use. Commercial, Industrial, Mixed Use Center, Gateway and Residential areas are all described.

**AGENCY AND CITY DEPARTMENT COMMENTS**

No comments.

**PUBLIC COMMENTS**

As of the time of this report, no comment has been received.

**PUBLIC NOTIFICATION**

Legal notices were published in the Herald Journal on 1/11/20, posted on the City's website and the Utah Public Meeting website on 1/16/20, and noticed in a quarter page ad on 1/7/20.

**RECOMMENDED FINDINGS FOR APPROVAL**

The Planning Commission bases its decision on the following findings supported in the administrative record for this project:

1. Utah State Law authorizes local Planning Commission to recommend ordinance changes to the legislative body (Municipal Council).
2. The Map Amendment is done in conformance with the requirements of Title 17.51 of the Logan Municipal Code.
3. The proposed Map Amendment resolves issues created by city boundary adjustments.
4. The proposed Map Amendments will facilitate future growth in a manner consistent with the General Plan.
5. No public comment has been received regarding the proposed amendments.
Proposed FLUP
One goal of future land use plan is to cast the City in a unified concept. In effect, future land use provides the guidelines that future development employs to fit that concept. A land use plan is traditionally composed of a map which communicates the geographic coverage of various land uses and a text definitions. Often, text definitions sufficiently communicate the ways in which development can fit future land use. In some cases however, a text description of future land use may not provide adequate detail. In this case, the Future Land Use Plan (FLUP) shows the extent of various land uses. Simulations and photographic examples of similar land uses become an effective and efficient way to convey the City’s vision. The Future Land Use Plan includes simulations to convey the character the City desires in the Gateway, the Mixed Residential and the Mixed Use Retail land use. The FLUP differs from the zoning map, in that, the FLUP shows the preferred land uses far into the future, whereas, the Zoning Map shows the current zoning. Changes will be made in the zoning map over time to ultimately appear the same as the FLUP.

3.1 **KEY CONCEPTS:**

1. The Future Land Use Plan (FLUP) shows new land use categories needed to accommodate long term community growth. The FLUP designates fifteen different land use categories
2. All development will be built around the traditional block pattern of Logan. New development will build new roads to continue the block grid. Redevelopment and infill will maintain the existing block system and where more roads, either private or public, are required the grid will be used in a more refined pattern as described in the transportation section.
3. Main Street will consist of primarily commercial uses with a town center located in the central portion of Logan.
4. Detached residential will surround this commercial area and industrial uses will be located on the perimeter of the town.
5. Public and recreational lands will be dispersed throughout the City to serve all of its residents.
6. Minimum and maximum residential densities are shown for each future residential land use. The middle of the range of densities will be used as the standard allowed density. The maximum density can only be achieved when a project demonstrates that exceptional quality and amenities accompany the project. Measurable incentives will be included in new ordinances which promise to ensure that when maximum density is achieved there will significant compensating improvements to the neighborhood and the city. For example: in the Detached Residential Land Use a range of 4 to 10 dwelling units per acre is shown. The standard "by right" density would be 5 dwelling units per acre. Ten dwelling units per acre may be allowed if amenities, common improvements, open space, and exceptional architecture have benefit to the neighborhood and larger community.

The land use districts are described in greater detail on the following pages.

**Figure 3-1: Future Land Use Plan (FLUP)**
3.2 DR – DETACHED RESIDENTIAL

In areas designated Detached Residential (DR) all new development, whether infill between existing homes, replacement of existing homes or new development on vacant land, will be detached single-family structures. They may be developed at a density of 4 to 6 dwelling units per acre (net density). However, new housing innovation may be allowed if they maintain the intent of owner-occupancy and if they are part of a well-designed overall development that provides diversity within the project. These innovations must be clearly understood and codified in revisions to the Land Development Code. Within the allowed density range, compact lot design may be used to preserve open space, critical lands, and to avoid natural hazards.

While detached single-family homes will be the primary land use for this category, variety is very important. In order to create stable, diverse neighborhoods (as in the older existing neighborhoods of Logan) for new and infill development, it is desirable to have varied lot sizes and home sizes. Mixing these housing options will allow a variety of income levels and people with different backgrounds to live in the same neighborhood. A variety of housing options will allow families to remain in the neighborhood as they pass through different life stages (single, with children, empty nesters, and retired).

All new residential developments must create a traditional neighborhood character; that is, with the entrances of homes oriented towards public streets, garages setback behind the front façade of the home, and street trees and front porches that dominate the view down the street. Subdivision streets will be laid out similarly to the traditional lot/block pattern that is present in the older districts of Logan.

3.2.1 Detached Residential Simulation

The simulations (below) were developed to show how development can attain the upper limits of density while maintaining the traditional detached residential character. The goal is to create stable yet diverse neighborhoods. There are two recommended development options for block residential infill: a green court option and a traditional porch front option. Each option maintains porches oriented toward a public space with a fair amount of trees. Each has some variety in lot sizes, structure sizes, and types.

3.3 MR – MIXED RESIDENTIAL

Mixed Residential (MR) areas will provide a range of housing options for all stages of life and levels of income—including students, single adults, both young and mature families, and retirees. New developments will provide a diversity of housing types to meet these needs. MR areas are located near employment centers, service areas—allowing residents to be within walking distance of many services and/or employment centers—and where transportation choices are (or will be) available. This form of housing will contribute to efficient, sustainable development of the valley, which preserves the open lands surrounding Logan and minimizes traffic congestion.

Structures in this zone will range from small single-family homes to townhouses and apartments developed at 15-30 dwelling units per acre. All new and infill development will have a mix of housing types avoiding repetitious rows of the same size houses, same floor plans, and same lot size. All new residential developments must create a traditional neighborhood character with the entrances of homes oriented towards public streets, garages setback behind the front façade of the home, and street trees and front porches that dominate the view down the street. Subdivision streets will be laid out similarly to the traditional block pattern that is present in the older districts of Logan.
3.4 CR – CAMPUS RESIDENTIAL

Campus Residential (CR) areas are adjacent to the large educational and employment centers. This designation permits the highest density development in the city. The largest of the CR districts is located near Utah State University where it is intended to relieve the student housing pressure on traditional single-family neighborhoods. CR can also be located near a large employment campus (such as the Icon/HiDose area), to help provide employee housing.

CR developments may develop at a density over 30 and up to 50 dwelling units per acre. High quality building design and materials will be required as well as usable open space and adequate parking. Traditional design features such as building entrances that face the street, screened parking, street trees, and parking terraces will be associated with these developments.

3.5 TC – TOWN CENTER

The intent of the Town Center (TC) designation is to promote and complement Logan's downtown, the area that contains the majority of the community's historic and cultural resources. In order to maintain the downtown as the central hub for both Logan and Cache Valley, the Town Center will have a mix of retail, office, residential, and civic uses in addition to entertainment and cultural activities. The Town Center will be developed according to the visioning document "The Future for Downtown Logan Plan" adopted in 2003. A specific and more detailed plan for the development of Downtown Logan should be completed to more fully guide improvements for the downtown.

In order to be the hub of the community, the Town Center will also include quality civic spaces that provide gathering places for the residents of Cache Valley. New buildings will be more than one story, constructed of traditional building materials, and will be designed to be architecturally complementary to the existing downtown historic structures. New (or renovation) projects that provide the greatest mix of complementary uses for the downtown will be given the highest priority in allocating community resources. Density in TC districts may range from 0-30 dwelling units per acre.

3.6 COM – COMMERCIAL

The Commercial (COM) district will allow commercial development without a mandatory residential component. COM areas are intended to be for retail, service, and hospitality businesses that serve city-wide or regional populations. COM uses are located on high capacity roads and are served by mass transit. Residential development is encouraged so long as it is integrated into the design of the commercial project (not free standing residential structures). Multi-story buildings are encouraged to maximize the density of development. Residential development is encourage in the COM districts as an integral part of commercial develop when above retail or when designed to prevent a significant reduction in commercial development.

New, infill, and redevelopment projects will have buildings that meet high architectural standards, are constructed of quality building materials, and are laid out with an emphasis on pedestrian-orientation (i.e. connectivity and quality pedestrian ways) and with attractive landscapes that provide shade, interest, and screens the visual impacts of parking.
Mixed Use Centers (MUC) have concentrations of commercial and office uses—with residential uses integrated (MUC developments are required to have both residential and commercial components). Residential development is allowed with the range of 7 to 20 dwelling units per acre. Structures in MUC areas will typically be multi-story, with office and residential uses above commercial uses. MUCs are compact—designed for people to live, work, and play within a walkable center. Existing or future mass transit is also integrated into MUC centers, providing multiple options for transportation. The MUC district is intended to be somewhat self-sufficient—it provides its own customers to support commercial businesses—reducing dependence on drive-in traffic. As a result, MUC development will be pedestrian-oriented with an emphasis on quality urban design and landscaping. The MUC category can be applied to encourage the redevelopment of our dated, one-story shopping areas.

### 3.3.1 Mixed Use Center Simulation (Campus)

Mixed use land use will take a few forms. This simulation conceptualizes future mixed use center in the vicinity of the campus. Design will be compact and pedestrian oriented. Rapid transit will serve these areas. Student-oriented commercial will be encouraged, including coffee shops, book stores, and student services. Buildings will have minimal setbacks with subterranean parking or parking structures. Buildings in this area will generally be 2-3 stories, with ground floor retail.

### 3.3.2 Mixed Use Center Simulation (Strip)

In this area, a pedestrian environment will supplant many commercial strips. This simulation conceptualizes the City’s desired transition to a mixed use land use in many retail auto-oriented commercial strips. Perhaps the largest departure from strip commercial is moving the buildings to the street with minimal setbacks. Parking will be located in the back of these centers with proper signage. The streetscape will be pedestrian focused, i.e. well marked pedestrian crossings. Facades will be continuous. Buildings in this area will generally be 2-3 stories, with ground floor retail.
3.8 GW - Gateway

The purpose of the Gateway (GW) designation is to develop quality highway entrances to the City. Gateways are important to the overall character of the City ("you never get a second chance to make a first impression"). Visitor-oriented commercial uses, corporate campuses, and recreation opportunities will be the primary uses found in the Gateways. Residential development will be permitted when incorporated into visitor-oriented commercial projects.

Gateways are characterized by attractive buildings with large setbacks from the primary roadway, highlighted by gracious landscapes or natural areas. Gateway development will preserve open spaces and vistas in order to reinforce the picturesque setting of Cache Valley. High quality site and building design are imperative to ensure Logan’s first impression as "a place you want to call home."

3.8.1 Gateway Simulation

The Gateway simulation is intended to help express the vision described in the Gateway land use. The future land use will utilize large setbacks, with parking in the rear, the preservation of open vistas, the use of berms and walls, walkways, and landscaping. Controlled access is a theme in image three where the buildings are all accessed from one curb cut into the major arterial. High quality design is a focus in the Gateway land use. The welcome to Logan sign indicates the type of monument sign which will be used in this area.

3.9 NC - Neighborhood Center

The designated Neighborhood Centers (NC) are currently providing a modest level of convenience-oriented commercial services to their surrounding neighborhoods. Additional Neighborhood Centers are permitted, provided they are comprised of low-intensity retail (and/or service) businesses that serve residents and employees within a five minute walk. Residential development is encouraged to develop in and adjacent to Neighborhood Centers so long as it is compatible with, and makes a smooth transition to, the surrounding neighborhood.

NC development will be pedestrian-oriented. They will create a traditional neighborhood character—with the entrances of structures facing public streets, minimal and screened parking and street trees that dominate the street scene.
3.10 CS - COMMERCIAL SERVICE

Commercial Service (CS) designations fill a need that is between Industrial and Commercial land uses. CS areas provide alternative locations for light manufacturing, or wholesale/warehouse uses and uses that support construction and manufacturing trades that are typically service-oriented. Compared to COM or IP areas, CS uses will typically be smaller, will have higher quality site and building design, and will have a greater emphasis on landscaping. CS areas are not intended for residential development.

3.11 IP - INDUSTRIAL PARK

Industrial Park (IP) areas support employment and production uses with related offices, services, and storage. IP-suited developments will typically have large, well-designed buildings and attractive landscaping (where viewed from public roads). Adjacent uses will be buffered from negative impacts (yard storage, heavy equipment, noise, light) through site planning, screening, landscaping, and building design. IP areas are not intended for residential development.

3.12 AP - AIRPORT

The Airport (AP) district is specifically intended to promote the development and enhancement of the Logan Airport. The Airport Park is also a gateway (an opportunity for a “first impression”) to Logan, North Logan, and Utah State University and thus design quality is important in the AP area. The Airport Park includes business, research, and industrial activities and is forms a bridge between the Innovation Campus of Utah State University and the Airport. Uses in the AP designations include commercial uses that typically support airports (e.g. hotels, restaurants) as well as offices and industrial uses that typically require proximity to an airport. The Airport area will foster entrepreneurial business opportunities, research, and development. These districts are not intended for residential development, but some adjacent residential is appropriate.
3.13 REC – Recreation

Recreation (REC) lands are primarily recreation and park facilities. They are typically publicly-owned, but may also include privately owned recreation facilities such as campgrounds, golf courses, and RV parks (long-term residential use is prohibited). This district includes both active and passive recreation (ball fields as well as areas for walking and sitting). The REC designation is a companion district to the Gateway District in that future public open space in gateways may be designated Recreation.

3.14 PUB/USU – Public/Utah State University

The Public/USU designation is reserved for lands on which public facilities (schools, government offices, fire stations, etc.) are, or will be, located. This designation also includes the campus of Utah State University. Note that publicly-owned land that is permanently preserved for non-development uses (such as land conservation) is designated as RCA.

3.15 RCA – Resource Conservation Area

Resource Conservation Areas (RCA) are lands protected from development. The RCA includes highly productive agricultural lands, areas of high visual value (i.e., views and view corridors), and sensitive environmental resources. They are lands that give a unique identity to the areas as well as lands that support natural functions essential to the sustainability, health, safety, and welfare of our community. The City will take appropriate and feasible steps to preserve the Resource Conservation Area, including special zoning requirements, methods to purchase or transfer development rights, conservation easements, and the creation of special development standards.

Development in RCAs should be limited to no more than 1 dwelling unit per 20 acres unless it can be demonstrated that a higher density is consistent with the resource conservation in that particular area. Compact clusters of multiple homes will be encouraged to further maximize resource preservation.
3.16 **RRA – RURAL RESERVE AREA**

The purpose of the Rural Reserve Area (RRA) is to provide a rural separation between the City of Logan and other incorporated communities. The RRA designation is placed on land located adjacent to Logan City in unincorporated Cache County that is suitable for low density development and which preserves significant portions in agricultural or open space use. Much of the land in this designation contains agricultural soils of state and national significance.

All development in this area will be required to preserve, to a large extent, the agricultural and natural character of this area. New residential development will be limited to 1 dwelling unit per 5 acres. All development must be clustered and will minimize impacts on existing agricultural and/or rural residential properties. Where this designation is adjacent to existing arterial roadways, vehicular access points will be extremely limited and development will be required to be clustered to preserve open space and away from total arterial frontage.

![Figure 3-20: Rural Reserve Area](image)

3.17 **DX – DEVELOPMENT WITH EXEMPTION**

As Logan grows, it will expand along the City's western boundary, from the northwest to the southwest. Some of these lands are sensitive lands which, without some action to modify, are undevelopable. Other portions could potentially be developed with the proper use (i.e., mitigating environmental impacts). Development Exemption for wetland areas (DX) are lands that must undergo the application of the exemption under section 404(f) of the Clean Water Act (CWA) in which wetlands are mitigated. Other exemptions are those sensitive lands as identified within the General Plan. In the Future Land Use Plan these lands are identified with a cross-hatch pattern.

![Figure 3-21: Mitigation is necessary to avoid natural hazards and reduce environmental impact within the DX designation.](image)

3.18 **GF – DEVELOPMENT OF GREENFIELDS**

Some larger undeveloped land areas (called greenfields) exist within the City and are development opportunities for the City to provide more complete neighborhood developments. Existing within these greenfield areas is the potential for the creation of viable and sustainable residential neighborhoods containing a mix of uses, housing densities and types catering only to the local neighborhoods. This could allow the creation of appropriately-scaled neighborhood centers. Allowing a mix of uses in these areas will prevent the proliferation of sprawling, identical subdivisions and reduce the impact of new development on infrastructure systems.

Elements crucial to the success and stability of neighborhood centers in greenfield areas are the allowance of a variety of housing choices and limited office and commercial uses, built at a scale and designed with recognition of the dominant detached residential character of the area.

Development of Greenfield areas with a mix of housing and uses is allowed as outlined with an overlay on the Future Land Use Map as “Greenfield Residential.” It is the intent of the Plan that approval of developments within this area will be based on the merits of smaller, area-specific plans. Each property development plan can then be reviewed for compliance with the specific plan, existing topography, geography, contextual adaptation and design schemes. In no case may a plan proposal exceed the overall Greenfield residential density of 8 units per acre.

![Figure 3-22: Examples of Greenfield Development where community resources have been preserved in concert with building new quality neighborhoods.](image)
<table>
<thead>
<tr>
<th>Functions</th>
<th>Density</th>
<th>Uses</th>
<th>Design Characteristics</th>
<th>Other Attributes</th>
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<td>AIRPORT (AP)</td>
<td>Commercial</td>
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<td>COMMERCIAL (COM)</td>
<td>Regional Services</td>
<td>Pedestrian-oriented</td>
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<td>COMMERCIAL SERVICES (CS)</td>
<td>Transition between commerical/industrial</td>
<td>Moderate pedestrian activity</td>
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<td>CAMPUS RESIDENTIAL (CR)</td>
<td>Housing</td>
<td>Usable open space</td>
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<td>DETACHED RESIDENTIAL (DR)</td>
<td>Create stable, diverse neighborhoods</td>
<td>Comfortable open spaces</td>
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<td></td>
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<td>GATEWAY (GW)</td>
<td>A place to call home</td>
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<td></td>
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<tr>
<td>INDUSTRIAL PARK (IP)</td>
<td>Industrial production with related storage, offices, services</td>
<td>Large scale</td>
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<tr>
<td>MIXED RESIDENTIAL (MR)</td>
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<td>Minimum density 30 units/acre</td>
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<td>MIXED USE (MU)</td>
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<td>NEIGHBORHOOD COMMERCIAL (NC)</td>
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<td>Pedestrian-oriented</td>
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<td>PUBLIC/UTAH STATE UNIVERSITY (PUS/USU)</td>
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<td>RECREATION (REC)</td>
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<td>Traditional materials</td>
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LOGAN GENERAL PLAN