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Staff Report Memorandum

July 18, 2024

To: Planning Commission
From: Community Development Department
Subject: Willow Creek CC Maintenance Area Reconstruction Project (Preliminary Site Plan and Conditional Use Review) 8505 S. Willow Creek Dr. (Community #18, Willow Creek)

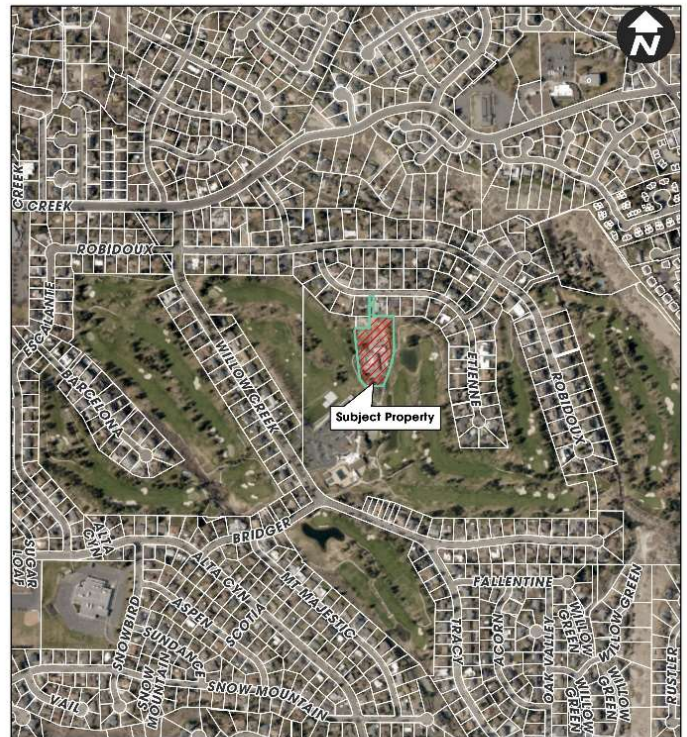
SPR05172024-006771
CUP05172024-006775
Open Space (OS) Zone
Approx. 2.75 Acres

Public Meeting Notice:

This item has been noticed to property owners within 500 feet of the subject area, on public websites, at public locations, and a sign posted on site.

Request

The applicant, Mr. James Glascock, Architect, representing the Willow Creek Country Club, is requesting Site Plan Review (SPR) and Conditional Use Permit (CUP) approval for the reconstruction and relocation of the existing maintenance area facilities for the property located at 8505 S. Willow Creek Dr. The proposed project area includes approximately 2.75 acres and is located on the northern boundary of the golf course property and abutting existing single-family homes. (These existing homes front onto Etienne Way and are located within the Un-incorporated Salt Lake County zoning jurisdiction.) The proposal is to construct: a new 16,663 square foot, single story, maintenance equipment storage, repair shop, and office use building; a 4,160 square foot greenhouse; a parking lot and other related improvements (such as landscaping). The new maintenance area complex is proposed to be located between the existing single-family homes to the north and the current maintenance buildings to the south. After the new construction is completed, the old maintenance facilities will be demolished and that area re-landscaped. Please see the applicant’s request letter attached as (Exhibit A) and application materials (Exhibit B).



SPR05172024-006771
CUP05272024-006775
Willow Creek Country
Club Maintenance Area
8505 S Willow Creek Dr.

Property Case History	
Case Number	Case Summary
Ordinance #18-35	Sandy City annexed the subject property and designated the zoning classification as Open Space (OS). Adopted Dec. 26, 2018

Background

The Willow Creek Country Club complex consists of 158 acres containing a golf course, driving range, clubhouse with restaurant, golf pro shop, outdoor swimming pool, a maintenance area with buildings and a green house and a large vehicle parking lot for members of the club. The complex was developed entirely while the property was located within the zoning jurisdiction of Un-incorporated Salt Lake County. Sandy City annexed the country club property in December of 2018, and zoned the entire country club property as Open Space (OS). Upon annexation into Sandy City, the country club’s existing land uses, facilities and property automatically became either conforming or legal non-conforming to the Sandy City zoning ordinance as to land use classifications and physical site improvements. Since the property was annexed the County is no longer the land use authority. This is the first land use application sought by the country club seeking to amend any of the physical site improvements since being annexed into Sandy City.



Figure 1 - Existing drive access from Etienne Way



Figure 2 - Existing home on the west side of drive access.



Figure 3 - Existing drive access (looking north)



Figure 4 - Looking northeast and seeing the rear of the existing home on the east side of the drive access



Figure 5 - Existing dirt mound (where new building would be located) (looking east)



Figure 6 – Dirt mound and one of the existing buildings & current improvements (looking southeast)

The surrounding zoning to the south of the country club property is generally located within Sandy City and is zoned for larger lot single-family-dwelling use. The existing single-family homes abutting the northern side of the country club property are generally within an un-incorporated Salt Lake County jurisdictional island between Sandy City and Cottonwood Heights City. These abutting homes on the north of the golf course property are zoned A-1, under Salt Lake County’s zoning regulations (which allows for the existing single-family-residential homes on at least 10,000 lots.) The country club property is the only Open Space zoned property in the area.

Sandy City Code Chapter 21-10, *Open Space District*, includes a land use matrix that designates the listed land use designations as either permitted (P), conditional (C) or not allowed (N). Country club or golf course land use designations are not specifically listed in the matrix of land uses. The closest land use designations to describe these existing activities and site improvements are “Parks, Public and Private” and “Recreation, Outdoor”. Both categories are listed in the existing matrix as (C) conditional uses within the OS Zone. In the definitions section of the Sandy City Development Code, Chapter 21-37, *Definitions*, under the “**Parks, Public and Private**” land use category, a specific reference is made as examples, to “...open space, playground, swimming pool, golf course, or athletic field available for recreational...use”. Under the definition of “**Recreation, Outdoor**” land use category, a specific reference is made as examples, to “... restrooms, dressing rooms, equipment storage, maintenance buildings, and open-air pavilions, and used primarily for recreation activities...”

Also in Chapter 21-10, *Open Space District*, in the land use matrix is listed “**Accessory Structure, (Unless otherwise specified)**” and is designated as (N), not allowed. The intent of this language is to restrict accessory structures unless they are associated with and support a primary use, in which case they would be allowed. While it is customary for parks and golf courses to feature accessory structures such as restrooms and maintenance buildings, the current code language can cause confusion whether an accessory structure is permitted for a park or golf course. Staff has put forward a code amendment to provide clarity and eliminate any doubt that accessory structures are permitted for parks and golf courses with conditional use review in the Open Space Zone District. (See related code amendment application CA07032024-0006794, for full details.)

Sandy City Code requires any new site construction, building permit activity or infrastructure improvements must first receive Site Plan Review by the Planning Commission. The existing land uses are proposed to be reconstructed and relocated on the same property by these applications, are determined to be ancillary to and in support of “**Parks, Public or Private**” and “**Recreation, Outdoor**”. Those land use categories are both listed as (C) Conditional Uses in the open space zone matrix and require a conditional use permit to be reviewed along with the proposed site plan.

A **Conditional Use Permit** is required to be approved by the Planning Commission, to assess reasonably anticipated negative impacts of the proposed uses and the site improvements and buildings, and to impose mitigating measures and requirements to the extent possible, to reduce those anticipated impacts to surrounding properties. A **Site Plan Review** is required to approve the requested buildings and site improvements being made by the relocation and reconstruction of the maintenance area facilities of the country club and golf course property.

Public Notice and Outreach

Applications for the site plan review and the conditional use permit were made on May 17, 2024. Planning staff sent the plans and documents to the reviewing city departments and divisions and requested preliminary site plan review by them. Staff prepared a neighborhood meeting public notice mailing for a Zoom meeting to be held for this project on June 10, 2024. On June 7, 2024, staff posted a public meeting notice sign on the property for the Planning Commission meeting to be held on June 20, 2024. The abutting residential neighbors residing on Etienne Way in the county saw the posted sign noticing the Planning Commission meeting scheduled for the 20th of June and called and emailed city staff about the project on Monday, June 10, 2024, and stated that they had not received any mailed notice for the neighborhood meeting to be held that night on June 10, but only saw the posted sign.

This information caused the planning staff to research the mailing list for the June 10, 2024, neighborhood meeting and staff found that the wrong portion of the Willow Creek area had been noticed and the more impacted area was not noticed. Planning staff went ahead and held the neighborhood meeting that night on June 10, 2024, but informed those in attendance that another neighborhood meeting would also be held on June 25, 2024, with a new Planning Commission meeting date of July 18, 2024. A revised public notice was mailed on June 12, 2024, to over 400 property owners surrounding the entire country club property for the second neighborhood meeting and stating the rescheduled Planning Commission meeting date of July 18, 2024.

Neighborhood Meeting

Due to the noticing error, staff held two neighborhood meetings. Both meetings were well attended and there were several questions and concerns voiced by those in attendance and those that emailed staff prior to the meetings. Participants were generally from the neighborhood to the north of the golf course property. Please see Exhibit C for the minutes of both neighborhood meetings and a portion of presentation with responses to known questions and issues raised prior to the second meeting. The issues that were generally expressed during both meetings are summarized as follows:

- Questioning the need for any change from the existing facilities and activities.
- Statements that the proposed building for the maintenance activities was too tall at 35 feet to the ridge and too close to their rear property lines at 20 feet.
- Statements that existing views from residents' backyards would be negatively impacted by the new building.
- Questioning why the new buildings and related activities could not be replaced at their current locations and therefore not moved closer to their properties.
- Noise from activities and equipment.
- Vehicle traffic using their residential street to access the maintenance area.
- Odors coming from the maintenance area.
- Materials delivery and storage on site.
- Concerns about where construction workers might park their private vehicles during construction impacting their residential street.
- Assertions that the existing uses were not allowed to be changed or expanded.
- Assertions that accessory structures are not allowed in the OS zoning district.

Analysis

This staff report includes two action items for consideration by the Planning Commission. The Site Plan Review will be analyzed first, followed by an analysis of the Conditional Use request. Following the analysis of the two requests, staff will present two separate suggested motions, each to be considered and voted upon by the Planning Commission in sequence.

Site Design Concepts

The design concept from the beginning of this project has been to:

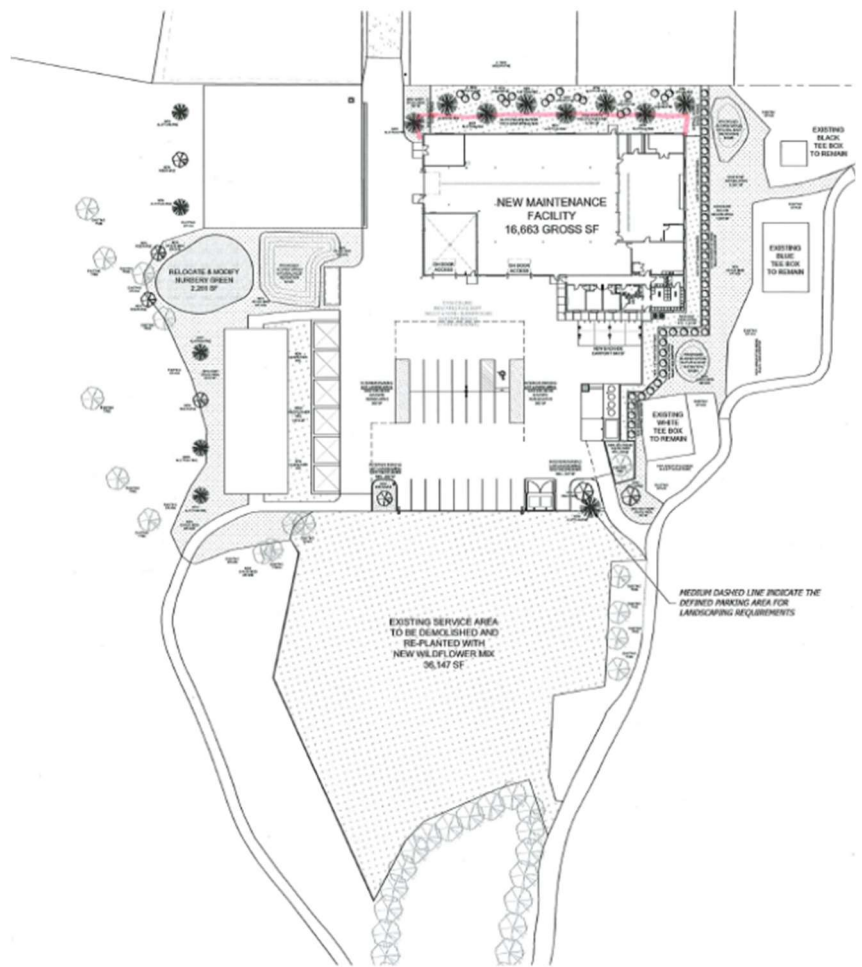
- Upgrade the maintenance area and buildings to the same architectural design level and building value as the rest of the country club buildings and site improvements, which have already been upgraded over the many years of operation.
- Locate the new facilities in the same general area but allow the existing functions of the maintenance area to continue during construction of the new facilities and then move the functions into the new facilities without operation interruption.
- Build a new larger building to consolidate several existing buildings into one energy efficient building, with all the activities and functions that are currently spread amongst three old metal buildings and include some outdoor activities that can be moved indoors.
- Located the new building as far north on the site as possible to act as a visual buffer and a noise buffer to the vehicle parking and the other outdoor activities that will continue.
- Design the roof structure of the new building to be more residential in appearance to the abutting neighborhood and less industrial in appearance and to provide more of a noise and activity buffer to the neighbors.
- Reclaim the south half of the 2.75-acre disturbed site area for new open space use and re-vegetation and possible future inclusion as part of the golf course layout.

Revised Site and Building Plans

After the two neighborhood meetings were held, and in response to the issues which were raised by the community, the Willow Creek CC directors and the architect have submitted revised site and building plans, and a modified building design for the 16,663 square foot maintenance building. The following analysis is for the revised site and building plan.

Access and Parking Lot Circulation

Access and parking for employee-owned vehicles, for country club vehicles, and for deliveries of materials and supplies to the



REVISED SCHEMATIC LANDSCAPE PLAN

SCALE: 1" = 30'-0"

GRAPHIC SCALE 0 10 20 30 40 50 60 70 80 90 100 FT



maintenance area is existing and will not change or increase in intensity with the relocation and reconstruction. This same existing access will be used for all construction activities until completed. The new plans will relocate and formalize with improvements, the maintenance area parking lot to the south of the new maintenance building.

Parking

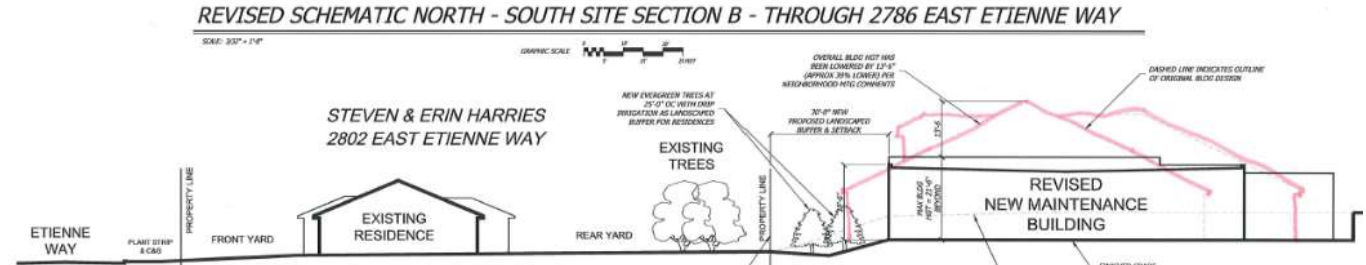
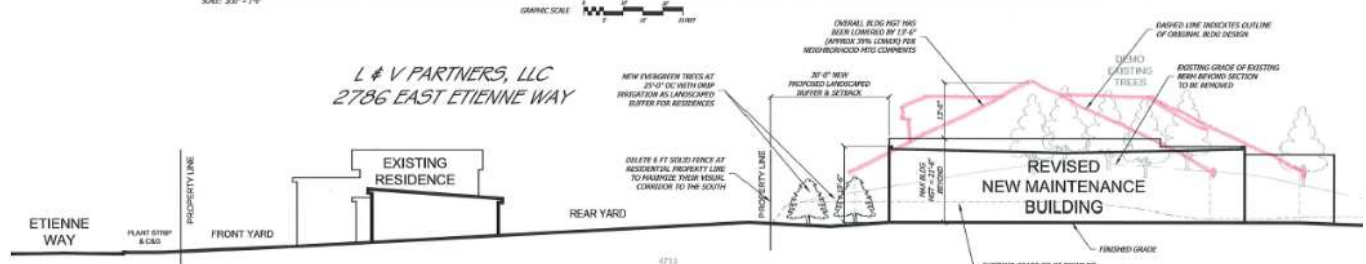
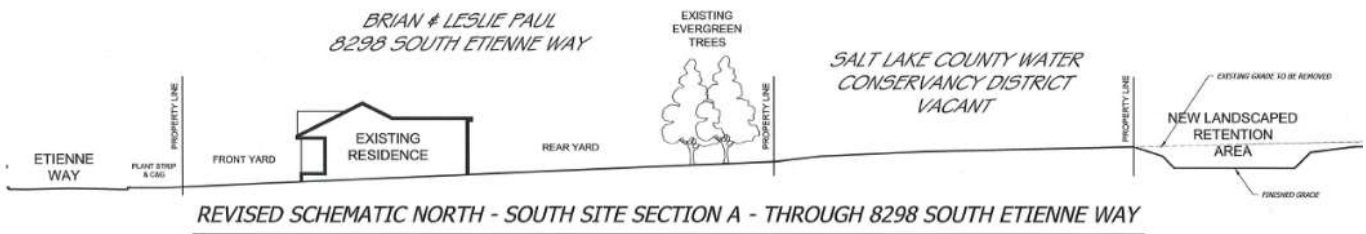
Parking on the maintenance facilities site is and will be restricted to employees of the maintenance facility and club vehicles and equipment and for materials and supplies deliveries. These activities exist now and will not increase due to the reconstruction. Parking is adequate for the operations. During the new construction, all construction parking and staging will be from the existing maintenance area portion of the site, located to the south of the proposed new facilities.

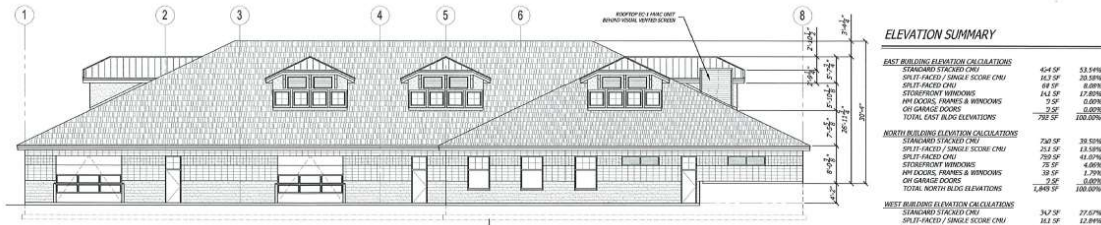
New Building Location

The revised site plan shifts the location of the proposed new building from 20 feet to 30 feet south of the existing property line. This is the same rear yard setback minimum allowed by the county zoning of the residential neighbors to the north in the A-1 zoning district. The rest of the new site plan has been adjusted to accommodate this building location shift and still allow the new facilities to be constructed north of the current site buildings and facilities.

Architectural Building Design and Materials

The original exterior wall building materials, being split face concrete masonry units (CMU), building colors, openings, and windows remain generally the same as with the first design. The wall heights have increased slightly to accommodate the new flat roof and its flat roof truss structure, replacing the prior pitched roof design and its resultant 35-foot building height. The new wall height varies slightly around the parameter of the new building, topping out at approximately 22 feet at its highest building face exposure point.

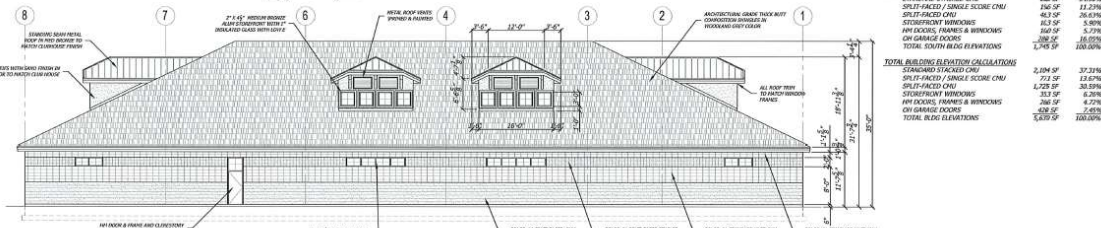




SCHEMATIC SOUTH ELEVATION

SCALE: 1/8" = 1'-0"

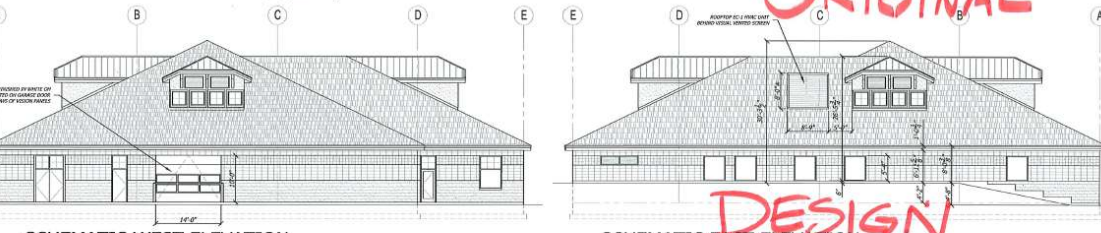
GRAPHIC SCALE



SCHEMATIC NORTH ELEVATION

SCALE: 1/8" = 1'-0"

GRAPHIC SCALE



SCHEMATIC WEST ELEVATION

SCALE: 1/8" = 1'-0"

GRAPHIC SCALE

SCHEMATIC EAST ELEVATION

SCALE: 1/8" = 1'-0"

ORIGINAL DESIGN

ELEVATION SUMMARY

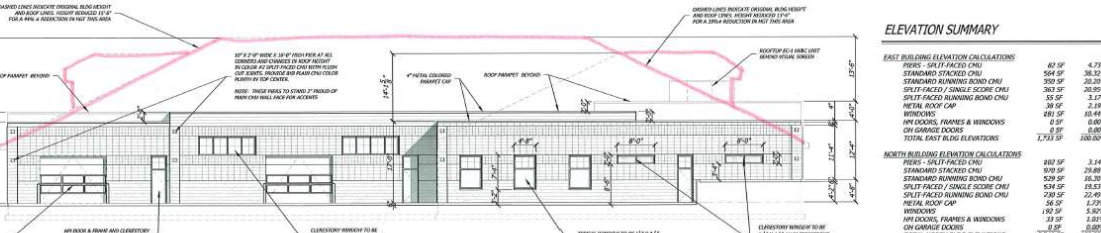
EAST BUILDING ELEVATION CALCULATIONS	
STANDARD STACKED CHU	404 SF
SPLIT-FACED / SINGLE SCORE CHU	53 SF
SPLIT-FACED CHU	88 SF
STANDARD RUNNING BOND CHU	84 SF
HW DOORS, FRAMES & WINDOWS	75 SF
CH GARAGE DOORS	305 SF
TOTAL EAST BLDG ELEVATIONS	789 SF

NORTH BUILDING ELEVATION CALCULATIONS	
STANDARD STACKED CHU	750 SF
SPLIT-FACED / SINGLE SCORE CHU	213 SF
SPLIT-FACED CHU	202 SF
STANDARD RUNNING BOND CHU	75 SF
HW DOORS, FRAMES & WINDOWS	133 SF
CH GARAGE DOORS	55 SF
TOTAL NORTH BLDG ELEVATIONS	1,428 SF

WEST BUILDING ELEVATION CALCULATIONS	
STANDARD STACKED CHU	347 SF
SPLIT-FACED / SINGLE SCORE CHU	141 SF
SPLIT-FACED CHU	483 SF
STANDARD RUNNING BOND CHU	38 SF
HW DOORS, FRAMES & WINDOWS	133 SF
CH GARAGE DOORS	128 SF
TOTAL WEST BLDG ELEVATIONS	1,270 SF

SOUTH BUILDING ELEVATION CALCULATIONS	
STANDARD STACKED CHU	613 SF
SPLIT-FACED / SINGLE SCORE CHU	246 SF
SPLIT-FACED CHU	483 SF
STANDARD RUNNING BOND CHU	84 SF
HW DOORS, FRAMES & WINDOWS	300 SF
CH GARAGE DOORS	208 SF
TOTAL SOUTH BLDG ELEVATIONS	1,942 SF

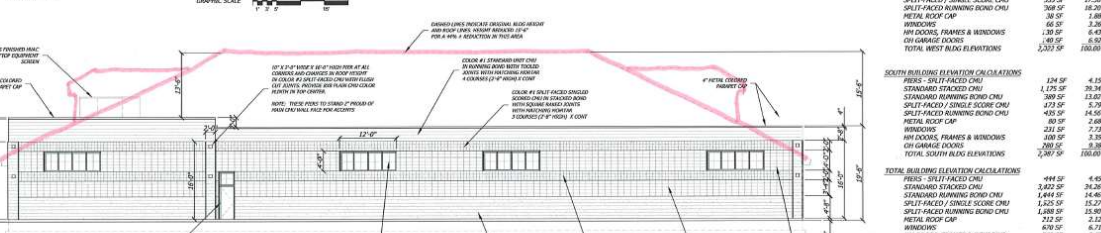
TOTAL BUILDING ELEVATION CALCULATIONS	
STANDARD STACKED CHU	2,104 SF
SPLIT-FACED / SINGLE SCORE CHU	772 SF
SPLIT-FACED CHU	1,272 SF
STANDARD RUNNING BOND CHU	313 SF
HW DOORS, FRAMES & WINDOWS	848 SF
CH GARAGE DOORS	678 SF
TOTAL BLDG ELEVATIONS	6,075 SF



SCHEMATIC SOUTH ELEVATION

SCALE: 1/8" = 1'-0"

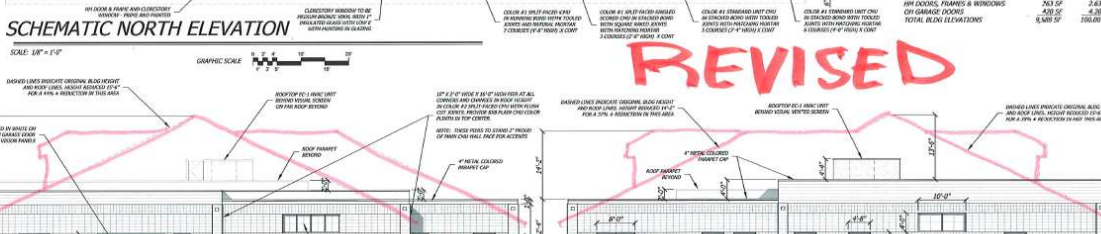
GRAPHIC SCALE



SCHEMATIC NORTH ELEVATION

SCALE: 1/8" = 1'-0"

GRAPHIC SCALE



SCHEMATIC WEST ELEVATION

SCALE: 1/8" = 1'-0"

GRAPHIC SCALE

SCHEMATIC EAST ELEVATION

SCALE: 1/8" = 1'-0"

REVISED DESIGN

ELEVATION SUMMARY

EAST BUILDING ELEVATION CALCULATIONS	
PRECS - SPLIT-FACED CHU	83 SF
STANDARD STACKED CHU	564 SF
STANDARD RUNNING BOND CHU	303 SF
SPLIT-FACED RUNNING BOND CHU	33 SF
METAL ROOF CAP	38 SF
WINDOWS	81 SF
HW DOORS, FRAMES & WINDOWS	6 SF
CH GARAGE DOORS	1,733 SF
TOTAL EAST BLDG ELEVATIONS	3,137 SF

NORTH BUILDING ELEVATION CALCULATIONS	
PRECS - SPLIT-FACED CHU	807 SF
STANDARD STACKED CHU	910 SF
STANDARD RUNNING BOND CHU	529 SF
SPLIT-FACED / SINGLE SCORE CHU	544 SF
SPLIT-FACED RUNNING BOND CHU	730 SF
METAL ROOF CAP	56 SF
WINDOWS	197 SF
HW DOORS, FRAMES & WINDOWS	33 SF
CH GARAGE DOORS	85 SF
TOTAL NORTH BLDG ELEVATIONS	3,762 SF

WEST BUILDING ELEVATION CALCULATIONS	
PRECS - SPLIT-FACED CHU	236 SF
STANDARD STACKED CHU	811 SF
STANDARD RUNNING BOND CHU	176 SF
SPLIT-FACED / SINGLE SCORE CHU	355 SF
SPLIT-FACED RUNNING BOND CHU	38 SF
METAL ROOF CAP	68 SF
WINDOWS	36 SF
HW DOORS, FRAMES & WINDOWS	13 SF
CH GARAGE DOORS	40 SF
TOTAL WEST BLDG ELEVATIONS	1,537 SF

SOUTH BUILDING ELEVATION CALCULATIONS	
PRECS - SPLIT-FACED CHU	124 SF
STANDARD STACKED CHU	1,175 SF
STANDARD RUNNING BOND CHU	309 SF
SPLIT-FACED / SINGLE SCORE CHU	473 SF
SPLIT-FACED RUNNING BOND CHU	40 SF
METAL ROOF CAP	80 SF
WINDOWS	212 SF
HW DOORS, FRAMES & WINDOWS	100 SF
CH GARAGE DOORS	200 SF
TOTAL SOUTH BLDG ELEVATIONS	2,363 SF

TOTAL BUILDING ELEVATION CALCULATIONS	
PRECS - SPLIT-FACED CHU	444 SF
STANDARD STACKED CHU	3,822 SF
STANDARD RUNNING BOND CHU	1,644 SF
SPLIT-FACED / SINGLE SCORE CHU	1,225 SF
SPLIT-FACED RUNNING BOND CHU	1,288 SF
METAL ROOF CAP	418 SF
WINDOWS	713 SF
HW DOORS, FRAMES & WINDOWS	703 SF
CH GARAGE DOORS	430 SF
TOTAL BLDG ELEVATIONS	8,589 SF

Landscaping and Irrigation

The revised site plan and landscaping plan has been modified to increase the planting density proposed for the new 30-foot building setback on the north side of the new building location. These plans include introducing evergreen trees and deciduous trees and ground level bushes and plantings to help with buffering the neighbor's view of the new building. The landscaping and the irrigation will meet the Sandy City water conservation requirements.

Signage

No signage is proposed as part of this site plan review.

Fencing

The prior plan called for a 6-foot-high solid vinyl fence to be placed along the north property line to help buffer the view of the new building by the neighbors abutting the building site. The country club will build or not build this screening fence, upon future conversations with those abutting neighbors on a property by property negotiation basis.

Staff Concerns

Planning staff has no additional concerns with this project. The country club has made substantial changes to the site plan and the building to help mitigate the neighborhood's collective concerns.

Conditional Use Permit Analysis

As part of Conditional Use Permit analysis, the City may impose conditions on a Conditional Use, based upon certain standards of review found in section 21-33-04, "*Conditional Use Permit*", of the Sandy City Land Development Code. The following standards of review are applicable to this request and merit discussion or additional consideration by the Planning Commission before an approval can be given (staff's analysis response is found below each item written in italics):

Sec. 21-33-4. Conditions.

In order to achieve compliance with the standards set forth herein, the City may impose conditions that address:

- (1) Size, configuration and location of the site and the proposed site plan layout.

The size of the site is adequate to provide the required parking and other site improvements necessary to host the proposed new building and its use.

- (2) Proposed site ingress and egress to existing and proposed roads and streets.

The proposed site improvements will provide adequate vehicle access to the site.

- (3) The adequacy, provision, relocation, or protection of public facilities and amenities, including roads and streets, culinary water, secondary water, sanitary sewer, storm drainage, public safety and fire protections, and other utilities.

All necessary utility and street access infrastructure is present and available on site.

- (4) Design, location and amount of off-street parking, loading areas and solid waste disposal and collection areas.

The site plan provides the required amount of off-street parking for the use of the proposed portion of the 2.75-acre disturbed area. A permanent dumpster and dumpster enclosure will be provided on the revised site plan.

- (5) Site circulation patterns for vehicular, pedestrian, and other traffic.

The on-site vehicle circulation is adequate for the intended use.

- (6) Mass, size, number, location, design, exterior features, materials, and colors of buildings, structures and other facilities.

These factors have been considered and recommended for approval by the Planning Commission in the Site Plan Review application and determined to be appropriate and compatible. Both the proposed building setback increase from 20 to 30 feet and the change in the building design to the flat roof are being proposed by the applicant to mitigate reasonably anticipated impacts to adjoining properties.

- (7) The location and design of all site features, including proposed signage, lighting, and refuse collection.

These factors have been addressed in the proposed site improvement plans for the project. Commercial Signage is not being requested by the applicant.

- (8) The provision of useable open space, public features, and recreational amenities.

This standard is not applicable to this project. Although the vast majority of the total 158-acre site is landscaped as a golf course, the property is private and therefore public access is prohibited.

- (9) Fencing, screening and landscape treatments, and other features designed to increase the attractiveness and safety of the site and protect adjoining property owners from noise, visual, and other impacts.

The fencing of the north property line will be negotiated with the abutting neighbors to arrive at a mutually agreeable decision on fencing and range from no new fence to the six-foot-high solid vinyl fence originally proposed. Landscaping density, tree type variety and ground level plantings are now proposed for the rear yard building setback from the north property line to the new building to increase buffering of the new building visually and provide a reduction in noise transmission.

- (10) Measures directed at minimizing or eliminating possible nuisance factors, including, but not limited to, noise, vibrations, smoke, dust, dirt, debris, plant materials, odors, gases, noxious matter, heat, glare, electromagnetic disturbances, and radiation.

This new building and its location are intended to reduce current negative impacts to adjoining properties by its very presence and its structure being able to better contain noises, odors, smoke, glare, human presence on the site that is visible to the abutting residential neighbors. Consolidating as many current activities as possible into an enclosed, and insulated building will reduce potentially negative effects to the abutting residential neighbors from the current and future site development and activities

- (11) The Measures designed to protect the natural features of the site, including wetlands and drainage ways, ground water protection, soils, wildlife, and plant life.

The grading of the site to lower the building finished floor level and remove portions of the existing dirt mound, will remove some existing tree vegetation. This tree vegetation will be replaced with new tree planting of both evergreen and deciduous trees to eventually screen the new building from the adjoining neighbors' back yard views. Site drainage will be improved with drainage infrastructure and site detention measures proposed. Site storm water runoff water quality will be improved with the introduction of the paved parking lot, and oil and water separator structures which will be installed.

- (12) The regulation of operating hours for activities affecting normal schedules and functions.

Extended operating hours are not being requested, nor would they be expected for this service use.

- (13) Identifying a time for regular review and monitoring, as determined necessary, to ensure the use continues to operate in compliance with all conditions and requirements of approval.

Routine business licensing and plan review processes are in place to review and monitor factors relative to the CUP operations. Complaints will be investigated by the City Code Enforcement Staff and resolved or forwarded to the Planning Commission for reconsideration and possible revocation.

- (14) Measures to assure compliance with all conditions and requirements of approval, including, but not limited to, bonds, letters of credit, improvement agreements, agreements to conditions, road maintenance funds, and restrictive covenants.

All of these relative requirements will be implemented by city staff during the final review and approval processes.

- (15) Such other conditions determined reasonable and necessary by the city to allow the operation of the proposed conditional use, at the proposed location in compliance with the requirements of this title.

None have been identified.

Staff Concerns. Planning staff does not have any concerns about the approval of this conditional use. This use is existing and will be continued with new building and site improvements, consistent with Sandy City Code requirements and conditions. All the proposed site improvements will allow continuation of the existing maintenance area functions with better buffering of the existing neighboring properties in better facilities with less environmental impacts.

Recommendations:

Site Plan Review

- # 1 Staff recommends that the Planning Commission determine preliminary site plan review is complete for the proposed relocation and reconstruction of the Willow Creek Country Club Maintenance Area facilities, located at approximately 8505 S. Willow Creek Dr., based on the following findings and subject to the following conditions:

Findings:

1. That the proposed project will meet all the applicable requirements of the Sandy City Development Code and the Sandy City Architectural Design Standards as to building architectural design, materials and colors.
2. That the proposed new building and site improvements to this area of the country club complex will improve the visual appearance of the maintenance area and provide better impact mitigation compared to the existing conditions and facilities.

Conditions:

1. That the developer proceeds through the final site plan review process with staff prior to the start of any construction. The final site plan shall comply with all Development Code requirements and those modifications required or allowed by the Planning Commission.
2. That the development complies with all Building & Safety, Fire and Life Safety Codes applicable to this type of use.
3. All utility boxes (i.e. transformers, switchgear, telephone, cable TV, etc.) shall be shown on the site plan and shall be placed underground or moved behind the front setback of the buildings and screened from view. Each box shall be shown in its exact location and shall be noted with its exact height, width and length. Building utility meters shall be mounted to the side or rear elevation or screened.
4. That the developer be responsible for the placement of a temporary 6-foot-high chain link fence around the perimeter of the project during the construction phase of the project for security. Said fence shall also be required to include fabric to prohibit blowing dust problems, if it becomes necessary or if it is required by the Community Development Department during Site Plan Review.
5. That the applicant complies with all department requirements as noted in all Preliminary Review letters prior to submittal for final site plan review with staff.
6. Subject to final approval of the proposed Code Amendment CA07032024-0006794, by the City Council before final approval and building permit issuance.

Conditional Use Permit

#2 Staff recommends that the Planning Commission approve a Conditional Use Permit for the proposed reconstruction and relocation of the Willow Creek Country Club's Maintenance Area, which is an accessory and ancillary use to the "Park, Public and Private" and "Recreation, Outdoor" primary land use, and based upon the staff report analysis and the following findings and conditions:

Findings:

1. These uses are existing and will be continued with new building and site improvements, consistent with Sandy City Code requirements and conditions.
2. All the proposed site improvements will allow continuation of the prior maintenance area functions with better buffering of the existing neighboring properties in better facilities with less environmental impacts.

Conditions:

1. That the operational hours be limited to the previous operations, seasonally adjusted.
2. That the site plan approval conditions and the proposed site improvements be installed as part of the SPR process finalization.
3. Subject to final approval of the proposed Code Amendment CA07032024-0006794, by the City Council before final approval and building permit issuance.

Planner:



Doug Wheelwright
Development Services Manager

File Name: S:\USERS\PLN\STAFFRPT\2024\SPR05172024-006771 WILLOW CREEK COUNTRY CLUB - MAINTENCE AREA\WILLOW CREEK CC MAINTENANCE AREA RECONSTRUCTION SPR AND CUP P.C. STAFF REPORT 07-18-2024.DOCX

Exhibit “A”

JAMES B. GLASCOCK, ARCHITECT P.C.
ARCHITECTURE & PLANNING
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PHONE/FAX (801) 860-8905
e-mail: glascock@mtcon.net

Friday, May 24, 2024

City of Sandy
Planning Commission
10000 South Centennial Parkway
Sandy, Utah 84070

Re: WCCC Maintenance Area – Proposed Conditional Use
Willow Creek Country Club

Conditional Use – Description of Project

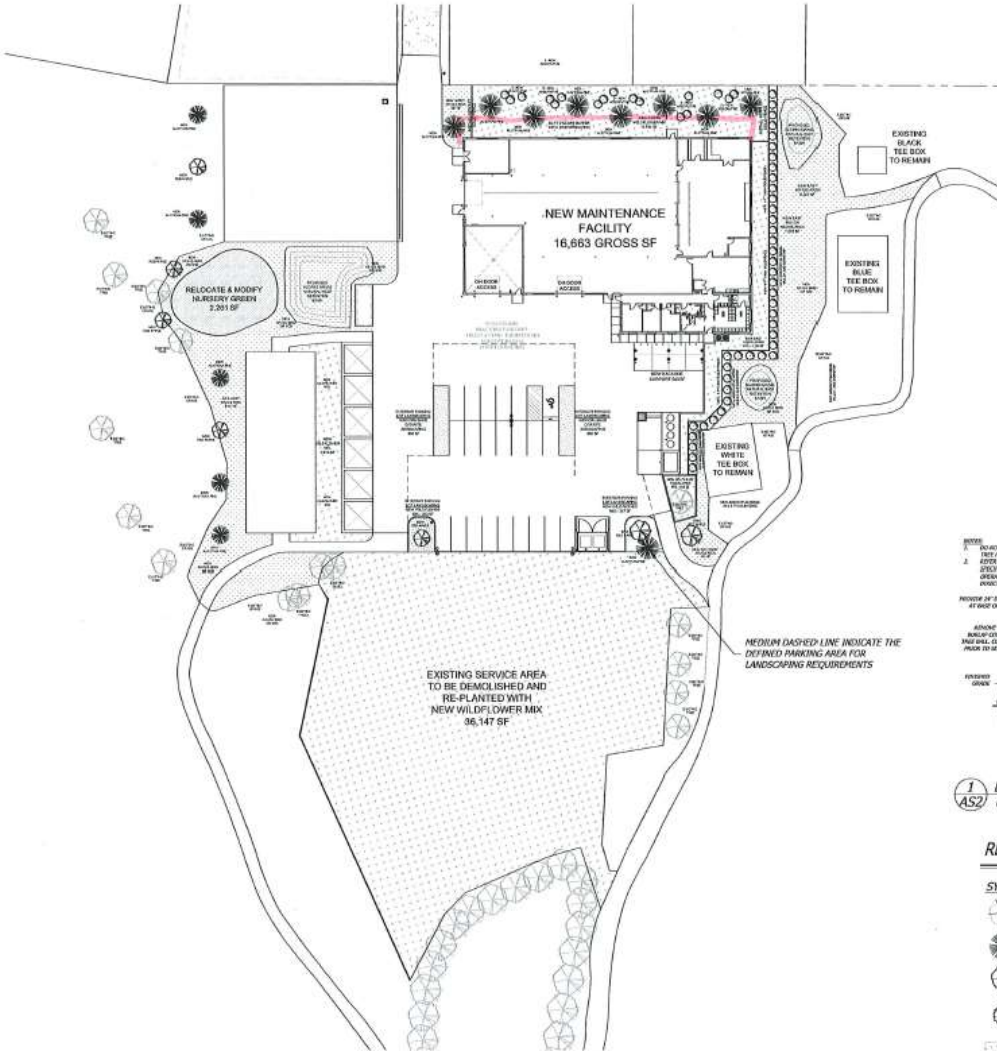
The purpose of the project is to replace the existing outdated maintenance area service buildings and service yard with a new functional design. All existing service facilities will be demolished and the existing service area re-graded and temporarily seeded with natural Utah wildflowers. This area will be held for future Country Club functions to be determined over time by the Club Membership. There is a small bermed area of soil on the site that will be used in the re-grading of this natural landscaped area. We have also been working with Jordan Valley Water Conservancy District to coordinate our site design with the pumphouse they will be constructing on their property.

The new maintenance complex will be a single one-story building to house all the existing functions that currently occur in the 3 -4 structures that will be removed. This will allow us to enclose the service functions, club storage, maintenance storage, fertilizer & pesticide storage, maintenance offices, equipment repair shop and service employee break room and lockers into a single efficient building. It will be designed and sized for current and anticipated future needs. The existing greenhouse will be replaced with a newer prefabricated building that will provide the nursery needs that the existing greenhouse cannot provide for the course and grounds. The new facility design will provide an efficient onsite equipment recirculating wash station and a small fuel area. The facility will be fenced and landscaped to provide visual barriers for the single-family residences to the north and to the club golf course and clubhouse.

The building will be fire-sprinklered and a new fire hydrant will be installed for Fire Department Use. Underground utilities will be upgraded as required by the various utility department standards and to service the new building. There will be adequate on-site parking for maintenance employees and turnaround for deliveries and Fire Department Access.

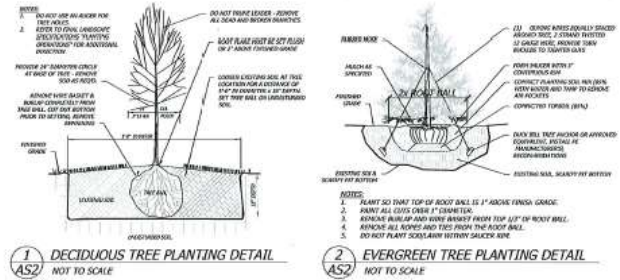
There will be no additional impact to the neighborhood. No new functions are being added by this project. The maintenance staff in and out parking will be controlled and remain as is and the minimal material deliveries to the site will also be controlled as currently exists. We have requested a variance from widening the existing service drive as requested by the staff to keep the entrance to this non-public area as is. We do not want to make this private drive entrance on Etienne Way any more appealing for the public to enter and cause more unintended traffic to our facility and create more issues for the neighbors.

Exhibit "B"
See the attached files for the full plan set



REVISED LANDSCAPE CALCULATIONS

SITE SQUARE FOOTAGE TABULATION:	
TOTAL PROJECT SITE AREA (DISTURBED AREA) =	120,413 SF
TOTAL LANDSCAPE AREA =	65,790 SF 54.64%
LANDSCAPED AREA CALCULATIONS	
NEW / RELOCATED NURSERY GREEN	2,261 SF
NEW EAST & NORTH GRASS SEED/SOD AREA	7,663 SF
NEW WEST & SOUTH GRASS SEED/SOD AREA	6,437 SF
NEW NORTH & EAST BLDG WILDFLOWER AREA	6,707 SF
NEW HEDGE MULCH PLANTING AREA	1,287 SF
INTERIOR PARKING LOT LANDSCAPING	1,369 SF
GREENHOUSE/NEW WILDFLOWER AREA	1,919 SF
FUTURE WCCC IMPROVEMENT LANDSCAPE AREA	35,147 SF
TOTAL LANDSCAPED AREA	65,790 SF 54.64%
EXISTING AND NEW PLANTING	
EXISTING TREES WITHIN AREA & PERIMETER	11 TREES
NEW RED MAPLE	7 TREES
NEW AUSTRIAN PINE	14 TREES
TOTAL TREES ON SITE AREA	32 TREES
NEW SHRUBS TO FORM NEW HEDGE & BUFFER	59 SHRUBS
INTERIOR PARKING LOT LANDSCAPING REQUIRED:	
TOTAL NEW PARKING AREA =	12,528 SF
5% INTERIOR LANDSCAPE PARKING REQUIRED	627 SF
NEW INTERIOR LANDSCAPING PROVIDED	
CRUSHED GRANITE XERISCAPING	2 @ 360 SF / EACH
WEST WILDFLOWER PARKING ISLAND	367 SF (INCLUDES 1 TREE)
EAST WILDFLOWER PARKING ISLAND	367 SF (INCLUDES 2 TREES)
NEW INTERIOR PARKING PROVIDED	1,369 SF (EXCEEDS MINIMUM REQ'D)



REVISED LANDSCAPE SCHEDULE

SYMBOL	QNTY	SCIENTIFIC NAME	COMMON NAME	SIZE	SPACING
SEE PLAN		EXISTING TREE			
	14	PINUS NIGRA	AUSTRIAN PINE	12" BALL/BURLAP	PER PLAN
	7	ACER RUBRUM	RED MAPLE	12" BALL/BURLAP	PER PLAN
	59	THUJA OCCIDENTALIS	EMERALD ARBERVITAE	6" TALL/ 5 GAL	6 FT OC
		WASATCH MTN WILDFLOWER MIX			
		NEW GRASS SEE / SOD GRASS			
		CRUSHED GRANITE			

REVISED SCHEMATIC LANDSCAPE PLAN

SCALE: 1" = 30'-0"



Exhibit “C”

Willow Creek Country Club Maintenance Building Neighborhood Meeting Minutes**June 10th, 2024, Meeting:**

Steven Harries explained he was opposed to the project and asked if the building could be built, where the existing structures are located. He also asked if anyone from the city council or administration/employees were members at Willow Creek

Alex with Willow Creek explained that there are no members of the city council or administration who are members of the country club.

Vivian Vonk explained that she had concerns about the project especially with the height being 35 feet tall and only 20 feet from the property lines and would feel better about it if it was moved to 60 feet from the property line. She also had concerns about the maintenance of the property because the landscaping there now isn't being maintained.

Doug Wheelwright, city staff, explained that the proposed height matches the same maximum building height allowed in the residential neighborhood.

Steven Harries asked what variances to the standards and requirements is the country club asking for that requires a conditional use permit from Sandy City.

James Glascock, the architect, explained that they are meeting all the requirements for the zone but it's the use in the zone that requires the conditional use and not the size or placement of the building.

Derek Wright with Willow Creek Country Club clarified that the purpose of the neighborhood meeting is not to necessarily decide on solutions but to inform and collect feedback so that the applicant and developers can then make any changes or add mitigations before it is brought to the Planning Commission.

Doug Wheelwright said yes to the comment by Mr. Wright. The purpose of the neighborhood meeting is to inform and educate what the proposal is, then take feedback and concerns from this meeting and address them in the staff report that will be presented to the Planning Commission for review.

Steve Fehlauer also expressed concern with the height and setbacks and asked that the proposed building be moved further away from the residential neighborhood.

Doug Wheelwright explained the conditional use and site plan permit process and that conditional use permits can't really be denied but only impose conditions to mitigate impacts. He explained that the Planning Commission is the land use authority and is the body to make sure that the concerns are mitigated.

Exhibit “C” cont.

Willow Creek Country Club Maintenance Building Neighborhood Meeting Minutes

June 25th, 2024, Meeting:

Brad and Mindy Fogg asked about the design process of the site and if it is to accommodate a waterline or if that waterline can be relocated. He also asked why the building needs to be 35” tall for a one-story building.

Steve Fehlauer is concerned about the height and setbacks of the proposed building. He is also concerned with the impact and traffic that could impact the neighborhood and the entrance to the maintenance area.

Vivian Vonk is concerned about the height of the structure and had questions about the landscaping.

Todd Sheeran asked why conditional use is required if an accessory structure isn’t allowed in the OS zone and asked for references for those requirements.

Doug Wheelwright explained that they are asking for approval for all the proposed buildings and site improvements of the new locations and the OS requires the approval by the Planning Commission. Doug also provided the references.

Steve Harries asked about land use development code 21-10 for the OS zone and asked for clarification because automotive repairs, auto truck storage, plant nurseries and professional offices are not allowed in the zone at all.

Doug Wheelwright explained that that is more of a general statement and it would certainly apply to a new project but the country club is an existing use that was annexed into Sandy City in 2018 and that this is a reasonable request for a recreational open space use like a golf course.

Steve Harries invited the planning department, developers and Planning Commission members to come to the site and see for themselves what the residents are concerned about.

Doug Wheelwright explained that the Planning Commission does do a site visit with city staff prior to the meeting.

Dawnell Keller asked what the agenda of the open space is and why it’s so fluid.

Michelle Terry asked why the building needs to be so tall and why it’s such a high-pitched roof if it is not being used for a second story

Doug Wheelwright explained that it was so that building would match the residential neighborhood character with the roofing to blend in more.

Michelle Terry explained that they would prefer a flat roof that isn’t as tall instead of a residential looking pitched roof.

Lesley and Brian Paul have concerns with the setbacks of the proposed building and the noise of it being so close to the residential neighborhood

Doug Wheelwright explained that during the construction the noise would be increased but after that there shouldn’t be much of an impact because all of the outdoor maintenance that is currently being done would be moved inside the building creating more of a noise buffer than what exists now.

Exhibit “C” cont.

Lesley and Brian Paul explained that they had heard that the proposed maintenance building would have a golf simulator and be used for other social events and are concerned about those impacts and traffic impacts.

Doug Wheelwright explained that none of those uses have been proposed.

Roxanne Fehlauer explained that she is against the project.

Nick Pappas asked about mitigations for construction workers parking in the residential neighborhood and how that would be managed. He is also concerned about A/C cooling and generators for the building and the noise that could produce.

Doug Wheelwright explained that there is a proposed roof top mechanical unit but that it is completely screened from view, and that the material of the building is concrete block.

Rob Voye isn't against the project but would like to see everyone come to an agreement to make the building smaller somehow through the height of the proposed building to not impact the neighborhood as much.

Lenny Vonk expressed concerns with the height and would like to see the roof height reduced. He also asked about flammable materials and fertilizers being stored onsite and what would happen if it caught fire so close to the neighborhoods.

James Glascock, the architect, explained the design of the building and that process included trying to make it look as residential as possible but that he could discuss changes to the design with the client. He explained that all fertilizers are not combustible and are stored separately in the building. He explained that there is no cooling for the building besides the office area and are only on the south side of the building which the noise would be mitigated by the building and as far as possible from the residential areas. James explained that they can't tear down the current buildings without the new ones being built and that is why he has placed the proposed building where it is. He explained that all construction parking would be provided onsite and no one would be parking in the residential neighborhood.

Derek Wright with Willow Creek explained that building only has internal access or utilized space on the south side, the rest of the building will not be used to mitigate noise. He also explained that no social uses or areas are planned or proposed for the building and that it is for maintenance staff only.

James Glascock also explained that he will work with the Willow Creek Country Club committee to find ways to mitigate all of these concerns as much as possible. He also explained that there is a waterline that goes through the parking lot but that was not a factor in the site design.

Jason King expressed concerns with the placement and size of the building and if a buffer for the building could be landscaped and the building could be pushed further away instead to help mitigate the impact.

James Glascock explained that the new parking lot location is also a buffer.

Exhibit “C” cont.

GENERAL INFORMATION AND STAFF RESPONSES TO QUESTIONS RAISED ABOUT THE WILLOW CREEK CC MAINTENANCE AREA RECONSTRUCTION PROJECT SITE PLAN REVIEW AND CONDITIONAL USE PERMIT, JUNE 25, 2024, PART OF NEIGHBORHOOD MEETING PRESENTATION.

1. **Sandy City Development Code Verses International Zoning Code (IZC)**. Neither the State of Utah nor Sandy City has adopted the IZC. Sandy City follows state law regarding zoning and land use regulation. Sandy City’s Zoning Ordinance is codified as Title 21 of the City Code, known as the Sandy City Development Code. There are approximately 500 pages to this ordinance. There are three main chapters in the development code that relate to this project specifically: Chapter 21-10, Open Space Zone; Chapter 21-32, Site Plan Review; and Chapter 21-33, Conditional Use Permit.
2. **Land Use Authority**. The designated Land Use Authority for these requested actions is the Sandy City Planning Commission. Decisions of the Planning Commission are final. These actions are not appealable to the City Council or Mayor. Appeals of decisions of the Planning Commission by City Code and State law are to the Sandy City Board of Adjustment and then to the District Court.
3. **Current construction activity or permitting**. No construction activity has been approved for the site to date. Construction starts are only authorized after completion of the Site Plan Review Process and issuance of a building permit from the City.
4. **Prior site development activities by the Country Club**. It has been stated that the Country Club has altered their property in the past without notice or public process. This property was under the zoning and development review processes of Salt Lake County prior to its annexation into Sandy City on December 26, 2018. This is the first project proposed under Sandy City’s jurisdiction and processes.
5. **View Protection**. Sandy City does not guarantee any view protection through its development regulations. It is prohibited by State law. Viewshed protection is only available through ownership of the property or an easement. These would be private arrangements that the City is not involved in. There is some measure of view impact mitigation through the City zoning established building location limits on the property, its setbacks and building height limits. Tree planting on private property is not restricted as to location spacing or ultimate growing height, and these can limit existing viewsheds over time as they grow.
6. **Property value protections**. The City does not guarantee protections for perceived loss of property values. It is not a public responsibility. Loss of value claims are very subjective and difficult to establish.
7. **Environmental Impact Studies**. Unlike in California, EIS’s are not required by the State or County or local governments for new building projects. If there has been experiences with leaky underground storage tanks of petroleum products, there is a State of Utah process for addressing that. A level one environmental assessment is usually the vehicle to try to identify environmental damage at a site. Upon evidence or presumption, the City can require a level one environmental assessment to be performed. All new construction will be required to protect against environmental contamination through the zoning and life safety codes.