

Planning Commission Staff Report

Author: Kirsten Whetstone
Subject: Treasure Hill CUP
Date: August 11, 2004
Type of Item: Administrative



Planning

Summary Recommendations:

The planning staff requests the Commission review and discuss the Treasure Hill CUP as it relates to conditional use permit criteria 7, 8, 9, and 10. Staff requests the Commission provide specific comment, hold a public hearing, and continue the public hearing to the August 25, 2004 meeting.

Description:

A. Topic:

Project Name: Treasure Hill (Mid-station and Creole Gulch parcels of the Sweeney Properties Master Planned Development)
Applicant: Sweeney Brothers, Sweeney Land Co
Location: Empire Avenue
Proposal: Request for approval of a CUP and preliminary subdivision plat for 197 UE residential and 19 UE commercial (approximately 282 condominium/townhouse/hotel suites ranging in size from 650 sf to >2,500 sf and approximately 19,000 sf (net) resort related support commercial uses), 473 parking spaces, and up to 10% of the gross floor area for meeting rooms and support uses. Resort related amenities are also proposed, such as pools, spas, etc. The proposal includes approximately 51 acres of dedicated open space for ski runs, trails, and passive use. The proposal includes a revised Town Lift chair lift/cabriolet people mover system.
Zoning: E-MPD (Sweeney Properties Master Planned Development) and ROS (Recreational Open Space)
Adjacent Uses: Ski resort and related uses, single-family residences, condominiums, bed & breakfast inns, and open space.
Date of Application: January 13, 2004
Project Planner: Kirsten Whetstone

B. Background

On December 18, 1985 the Planning Commission approved a Master Planned Development for the Treasure Hill/Sweeney Properties, consisting of a total of 277 unit equivalents (UE) on the 123.59- acre site. The Master Planned Development was approved with a detailed description of densities, height zones, land uses, utility and public improvement requirements, a phasing plan (20+ years), a trail plan, etc.

A combined total of 197 UE residential and 19 UE commercial were approved for the 11.5 acre remaining development parcels known as 1) Creole Gulch (161.5 residential UE and 15.5 commercial UE on 7.75 acres) and 2) Mid-station (35.5 residential UE and 3.5 commercial UE on 3.75 acres).

According to the approved Sweeney Properties MPD, development on individual parcels shall be reviewed as Conditional Use Permits. The Creole Gulch and Mid-station parcels are the last parcels of the MPD to undergo development review.

Design booklets were distributed with the April 14 and April 28, 2004 packets and are available for public review at the Planning Department.

The applicants also have established a web site where plans and documents can be viewed and down loaded. (www.treasurehillpc.com).

C. Project Description

The project site is located on Treasure Hill, west of Old Town Park City, generally south of the Empire Avenue and Lowell Avenue switch back with access to the site from Empire and Lowell Avenues. Included in the proposal is a request for a preliminary subdivision plat for the Creole and Mid-station parcels and associated open space lands of the Sweeney Properties Master Plan.

Site Area:

TOTAL SITE TREASURE HILL	123.59 ACRES
MIDSTATION DEVELOPMENT PARCEL	3.75 ACRES
CREOLE DEVELOPMENT PARCEL	7.75 ACRES
TOTAL OPEN SPACE PARCELS	110 ACRES
OPEN SPACE WITH TREASURE HILL III	51 ACRES
OPEN SPACE PREVIOUSLY DEDICATED	59 ACRES

Units/Density:

RESIDENTIAL:

MIDSTATION – **35.5 UE – maximum allowed** (approx. 71,000 SF)

Condominium/townhouses: 2 at <1,000 sf, 9 at <1500 sf, 8 at <2,000 sf, and 14 at greater than 2,000 sf.

Approx. 33.25 UE proposed (depends on size of units > 2,000 sf).

Parking: 60 spaces required, 63 spaces proposed in underground structure.

CREOLE - **161.5 UE – maximum allowed** (approx. 323,000 SF)

Hotel/Suites: 37 at <650 sf

Condominium units: 84 at < 650 sf, 99 at < 1000 sf, 69 at < 1500 sf, 53 at < 2000 sf, and 14 at > 2500 sf. The applicants have provided a summary by unit types that meets the 161.5 UE. This represents one scenario given the building configuration and volumetrics as diagramed. **Approx. 161.5 UE proposed**

Parking: 333 spaces required, 410 spaces proposed in underground structure.

COMMERCIAL:

Maximum allowed per MPD- 19 UE COMMERCIAL USES (19,000 SF)

Proposed at the MIDSTATION- Support commercial: approximately 3,748 sf (gross), 3,500 sf (net). **Maximum allowed is 3,500 sf (net leasable). Proposed is 3,500 sf (net).**

Proposed at CREOLE- Support commercial: approximately 18,905 sf (gross), 15,500 sf (net). **Maximum allowed is 15,500 sf (net leasable). Proposed in 15,500 sf (net).**

Meeting space and support commercial (10% of the total approved floor area) per Land Management Code (15-6-8.) is allowed per the MPD, in addition to the 19 UE of commercial uses. The applicants intend to utilize the full 10% for meeting and support commercial spaces. Additional square footage is allowed for back of house and other ancillary uses, such as storage, mechanical, common space, etc.

RESORT RELATED USES:

Other proposed uses include, revisions to the Town lift chair lift, revisions to ski runs and trails, pedestrian connections to Main Street, public plaza areas, a small mining exhibit/museum, as well as private amenities such as spas, pools, plazas, and exercise facilities.

D. Conditional Use Permit Review

At the July 14 meeting, the applicants presented plans and information to the Planning Commission to address CUP criterion #2 (traffic) as well as criteria #'s 12 –15 (#12- noise, vibration, odors, etc.; #13- control of delivery and service, loading and unloading, etc.; #14- expected ownership; and #15- impacts on Sensitive Lands, topography, slope retention, etc.). Criteria # 1- 6 were discussed at the May 26, 2004 meeting. The applicants continue to work on a visual analysis and computer model of the project, to address criterion #11 (physical design and Compatibility with surrounding Structures in mass, scale, style, design, and architectural detailing) and plan to have the analysis and model complete by the August 25 meeting.

At this August 11 meeting the applicants would like to discuss Criteria 7- 10 (fencing, screening, building mass, building location and orientation, open space, signs, and lighting) and return at the August 25 meeting with a presentation on the physical design and compatibility in terms of mass, scale, style, design, and architectural detailing.

In order to comply with the fifteen-CUP criteria, the applicants may need to make additional revisions to the plans, provide greater details on the plans, provide additional technical documentation, and/or agree to specific conditions of approval that address specific criteria and/or ensure that any negative impacts can be mitigated.

Staff has outlined below a preliminary review of the Treasure Hill CUP as it relates to Conditional Use Permit criteria 7-10 (staff comments are in italics).

- 7) Fencing, screening and landscaping to separate uses. **(Staff requests discussion.)**

Internal separation of uses has been described in detail by the applicant and includes pedestrian oriented, multi-level plazas with a variety of amenities, landscaping, and physical separation of various uses and buildings. Support commercial uses are located on lower levels and oriented towards the internal site, ski runs, and plazas. Residential uses are located on multi-levels as well. A preliminary landscape sketch, including a cliff-scape schematic, provides some idea of the proposed landscaping for both the internal and external spaces.

The applicants propose landscaping along the northern and eastern perimeter, in varying degrees to provide additional screening for adjacent properties. The applicants have described in some detail the screening and buffering that they propose to provide additional separation for the single family homes in North Star Subdivision. Fencing is not proposed.

Staff recommended that the applicant provide additional details in the form of a preliminary landscape plan for the Planning Commission to review. A final landscape plan, to be consistent with the preliminary plan, should be a condition precedent to building permit issuance. The landscape plan should ultimately describe proposed irrigation, plant materials, plaza amenities, phasing of landscaping, plant material types and sizes, etc. Staff further finds that the preliminary landscape and irrigation plan should also address water conservation.

Staff requests discussion of this criterion and direction from the Commission as to whether the information submitted to date is adequate to formulate a decision regarding compliance. Staff believes that the final visual analysis and model will assist in this determination. Staff believes that the current site plan, in terms of buildings and uses, has been designed to mitigate negative impacts on surrounding properties, provided conditions of approval are applied that ensure the landscaping, cliff-scape, and other proposed buffering and screening techniques are adhered to during and following construction.

8) Building mass, bulk, orientation and location on site, including orientation to adjacent buildings or lots. (Staff requests discussion.)

The proposed building locations and heights (including maximum height zones and overall average heights) are in conformance with the 1985 Sweeney Properties Master Plan, as amended. The Master Plan outlined specific height zones and averages as well as locating a specific area of the MPD as the allowed area for buildings. The applicant has presented an overall site plan and sections through the site at various locations to provide additional visual aids for the Planning Commission's review (see attached).

Overall, the building massing has been broken into separate footprints of varying sizes, with smaller buildings in the mid-station area located above residential structures on Woodside Avenue with larger footprints and buildings located into the hillside and in the Creole gulch area. The larger buildings are separated from other structures by large landscaped plaza areas and the ski run. The mix of

footprint sizes, as well as the orientation of buildings parallel to the slopes, do break up the perceived massing and allows buildings to more closely follow the existing topography of the slopes. Due to the topography of the site, buildings are separated from each other and from buildings on adjacent sites both vertically and horizontally. Medium sized buildings, in terms of footprint and building height (Buildings 3A, 3B, and 3C), are located in the area above the Lowell/Empire switchback. These buildings have footprints similar to the Angel House Inn and the historic Depot building on Main Street).

Setbacks from the perimeter property line are generally greater than the required MPD setback of 25'. Setbacks off the Lowell/Empire Avenue switchback range from 30' to 60' for the wall of the parking structure and 70' to 80' for the buildings. Plaza and landscaped areas are located between the buildings and Lowell/Empire. Setbacks from the east property line, above Old Town range from approximately 50' to 90', with the driveway retaining wall setback about 35.'

Staff requests discussion regarding the location of building 4A (in terms of setbacks and stepping) and recommends the Commission review and discuss the possibility of requiring additional building stepping for both buildings 4A and 4B. Staff has concerns about the 25-30' setback of building 4A from the angled north property line and believes that additional horizontal and vertically stepping is needed for compliance with this criterion.

Staff also has concerns with the overall massing of Building 1B, but will defer discussion of that building until the next meeting when the complete visual analysis and architectural modeling are complete.

9) Usable open space.

The Sweeney Master Plan provides a large amount of usable open space, in terms of trails, ski runs, ski lift easements, and large areas of open land. Approximately 50 acres are identified on the subdivision plat as open space parcels. These parcels will be platted as (ROS) recreational open space zoned property, to be dedicated to the City at the time of plat recordation. This amount of open space, in addition to the open space provided throughout the development, is in compliance with the approved Sweeney Property Master Plan and complies with the CUP criteria for open space.

Within the Creole Gulch and Mid-station development sites, the current plan identifies approximately 75% of the developed area as open space. The large open space areas are usable in that this property will be available for public use, in active and passive ways. The open space within the project is usable in terms of providing plaza areas (both public and private); ski runs, walkways, pedestrian and bicycle trails that traverse the development in public and private easements; and garden/outdoor spa and pool areas.

As the parking and vehicle circulation are located under ground, the majority of the above ground land that is not occupied by buildings is open space and is

usable. Although not usable in terms of human use, the proposed cliff-scape areas (when landscaped as described) provide visible open landscaped backdrop and space between buildings, as well as provide a transition to the natural open space of Treasure Hill. The design, installation, irrigation, and long-term maintenance of the landscaped and cliff-scaped areas are important.

Based on the site plan, preliminary landscape plan, and subdivision plat submitted to date, staff believes that the project as proposed meets this criterion.

10) Signs and lighting.

Typically signs and lighting are subject to separate review prior to permitting. Staff recommends that the Commission discuss expectations regarding a master sign plan and provide input as to whether the internal signs, those oriented within the project, shall be subject to a master sign plan. Staff also requests discussion regarding directional signs to the project as were presented in the addendum to the traffic study. Staff recommends that conditions of approval to address signs shall be part of any conditional use permit for this project.

Lighting will need to be addressed in detail prior to issuance of any full building permits. All exterior lighting shall comply with the City's lighting ordinance and shall be subdued, shielded, and in general down directed. Staff recommends that conditions of approval regarding lighting be included as part of any conditional use permit for this project.

SUMMARY

In summary, Staff is seeking specific Planning Commission comment on these aspects of the Conditional Use Permit, and direction on any additional information the Commission may request of the applicants in order to adequately address these criteria. The applicants are working on a model of the project and anticipate they will have it complete in time for the August 25, 2004 meeting.

E. Departmental Review

The Treasure Hill CUP and preliminary subdivision plat were discussed at staff review meetings on May 7 and October 14, 2003, and February 3, June 10, and July 6, 2004. Additional staff review meetings will be held in response to revised plans. Staff received a request for an off-premise directional sign for the development that was discussed at the last staff review. Such directional signs, specific for a development, are not allowed under the current sign code, unless the sign is located within the MPD area (such as is the case in Deer Valley, Deer Crest, and Empire Pass). Staff will continue to work with the applicants to find solutions to this issue as it could impact the traffic flow in the adjacent residential neighborhood.

RECOMMENDATION

The applicants have prepared a presentation to address the above outlined review criteria regarding conditional use permits (LMC Section 15-1-10 (E) (7)-(10)). Staff recommends the Commission review staff's preliminary analysis, review the applicant's presentation material, and conduct a public hearing. Staff recommends that the public hearing be kept open to allow public comment to continue as the Treasure Hill CUP is

reviewed against all of the review criteria. Staff requests the item be continued for further discussion to the August 25, 2004 Planning Commission meeting.

Exhibit A- Revised sections

Exhibit B- Traffic Study addendum regarding signs

Please also refer to the Treasure Hill Design booklet handed out at the April 14, 2004 meeting. All plans and documents are also available at the Planning Department and on the applicant's website at www.treasurehillpc.com .