

Planning Commission Staff Report



Planning

Author: Kirsten Whetstone
Subject: Treasure Hill CUP and plat
Date: May 26, 2004
Type of Item: Administrative

Summary Recommendations:

The staff requests the Commission review and discuss the staff analysis of conditional use permit criteria 1-6 (size and location of site, traffic, utility capacity, parking, emergency access, internal vehicular/pedestrian circulation). Staff requests the Commission provide specific comment, hold a public hearing, and continue the public hearing to the June 9, 2004 meeting. Staff requests the Commission refer to the attachments handed out with the April 14th and 28th, 2004 packets.

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

Please see attached Planning Commission staff report from April 28, 2004 for further information regarding the project background (Exhibit A).

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 downloaded (www.treasurehillpc.com).

C. Project Description

Please see attached Planning Commission staff report from April 28, 2004 for a detailed description of the project (Exhibit A).

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

For the May 26 meeting, the applicants are preparing a presentation to address the first six criteria of the Conditional Use Permit review (LMC Section 15-1-10 (E)), in addition to the general visual analysis. In order to comply with these fifteen criteria, the applicants may need to either make revisions to the plans, provide greater details on the plans, provide additional technical documentation, or specific conditions to address a specific criteria may need to be included as part of any CUP approval.

Staff has prepared preliminary analysis of the first six criteria as follows:

1) Size and location of the Site

The applicants have prepared a preliminary visual analysis of the current proposal from various vantage points in town. A couple of the views will be presented at the meeting. This visual analysis is being presented at this stage of review because it presents a good overview of how the above-described project fits within the development site and surrounding lands (both developed and undeveloped), connects to existing streets and pedestrian ways, and provides connections between the PCMR and Main Street. The visual analysis helps put the following CUP review into context.

During the 1985 approval process the entire 123.59 acre Treasure Hill sit was reviewed for site suitability during the density determination phase of the Master Plan approval. Parcels approved for development, including the Creole Gulch

and Mid-station sites, were identified and zoned. Staff has reviewed the legal descriptions for the Mid-station and Creole Gulch development parcels shown on the preliminary subdivision plat and Treasure Hill CUP site plan do concur with both the City zoning map and the Sweeney Properties MPD documents.

The subdivision plat was submitted with two development lots and two open space lots. The development lots coincide with the two development parcels of the Master Plan, namely the Creole Gulch parcel and the Mid-station parcel. The open space parcels include all of the remaining property (approx. 51 acres, including a 3,332 sf parcel on the inside of the Empire/Lowell switchback).

Staff recommends that all building/parking development associated with the proposed Treasure Mountain CUP be located on a single lot, rather than 2 parcels. Locating the entire development on a single lot resolves problems and issues related to utilities, access, fire and emergency, maintenance, lot lines, etc. The applicants have agreed to this revision.

Gross density for the proposal is 3.15 UE per acre (197 UE on 62.5 acres) with a net density of 17 UE per acre (197 UE on 11.5 acres). By comparison, density of a typical acre in Old Town is approximately 18.58 units per acre (1875 square feet per unit with 20% for streets).

2) Traffic considerations including capacity of the existing Streets

Staff has reviewed the preliminary traffic study prepared by Project Engineering Consultants, Ltd. and submitted with the Treasure Hill CUP application (see green technical addenda). The traffic summary indicates 185 AM trips and 246 PM trips at 100% occupancy. Further assumptions that 1) 50% commercial business would be walk-in or from existing guests/residences and 2) average residential occupancy rate of 41% reduce the trips to 74 am trips and 106 pm trips. Occupancy rates, according to the Park City Chamber Bureau, typically vary between 15% in May to 83% in February (average over last 14 years in February is 72.6%).

Staff believes further information and analysis should be provided with traffic counts regarding existing traffic on Lowell Avenue, Empire Avenue, Crescent Tram, and Eighth Street. Additional information about the specific times of typical arrival and departure from the site should also be included. The applicants will present additional traffic information at the meeting. Compliance with this criterion will depend upon specific conditions of approval related to shuttle services for guests, timing of construction of the people mover to connect residents to Main Street, and conditions regarding parking restrictions for day skiers, etc.

Staff will return at a future meeting with a staff finding regarding this criterion.

3) Utility capacity

The applicants submitted a preliminary utility plan with the Treasure Hill CUP application. Compliance with this criterion will be dependent upon various

conditions of subdivision plat approval regarding timing of improvements, maintenance of improvements, structure of ownership of the project and utilities, and engineering design. The Sweeney Properties MPD outlines various specific conditions of approval regarding utilities (see attached). The applicants will present some basic background information regarding the following utilities:

Water, Sewer, and storm water

The MPD describes substantial off-site improvements that are likely to be required to provide water and storm water services. The applicant's engineers are reviewing all of the documents and will provide information that they have at this time. Additional coordination of these items with the City Engineer, City Public Works Director, and Snyderville Basin Water Reclamation District will be necessary before staff can provide a complete analysis and return with meaningful findings.

Electric power, natural gas, phone, TV, Internet, etc.

The applicants have met with these service providers regarding this proposal. It is feasible to provide the site with these utilities. An important component of the utility plan review will be to have a utility coordination meeting to discuss the various utilities. Staff will return at a later meeting to discuss this criterion in greater detail.

4) Emergency vehicle Access

Emergency access and a fire protection plan have been addressed in detail by the applicant's consultant who specializes in fire protection plans (see green technical addenda). The original plans were significantly revised to address this criterion. The current site plan and circulation system, general building and plaza layout, and other technical specification address the Fire Department and Building Department concerns with the proposed conditional use permit as submitted at this stage.

The fire protection plan and technical documents are complete to the extent that the Fire Marshall and Chief Building Official are in agreement that the site plan, circulation, building locations, access, etc. are acceptable and defensible as proposed. The technical documents spell out a wide range of conditions that have to be met and maintained throughout the life of the project in order for the project to continue to be in compliance.

The Commission should be aware that changes to the site plan, such as location of elevators, driveways, tunnels, pathways, major entrances and exits, and building location and separation will require subsequent changes to the fire protection plan as it is a fairly detailed plan at this time.

5) Location and amount of off-street parking

All parking will be in underground parking structures and calculated according to parking ratios established during Master Planned Development approval. The current proposal is for 63 parking spaces on the Mid-station site (60 required with current building configuration and density) and 410 parking spaces on the Creole

site (333 required based on the current building configuration and density). The proposal complies with the parking requirements.

Parking will be an important component of a construction mitigation plan for this project. Staff suggests that the applicants submit a preliminary phasing and construction mitigation plan for broader neighborhood input and planning commission review, as was done with the Flagstaff project, as parking and traffic during construction are likely to be larger issues that at build-out.

6) Internal vehicular and pedestrian circulation system

Access to Old Town/Main Street is provided via stairs to be constructed within the 6th Street ROW (from the Midstation area of the project to Woodside Avenue) and 8th Street ROW (from the Creole Gulch area of the project to the Crescent walkway above Norfolk Avenue), improvements to Crescent walkway with new paving (from the new proposed 8th Street stairs to Woodside Avenue just above where the new 7th Street connects to Woodside) at the Town Bridge site, a proposed cabriolet type gondola from the project's plaza area to the Town Lift Plaza, and via ski/pedestrian/bike trails, depending on the season. The cabriolet gondola from the Town Lift plaza and Main Street is intended to run into the evening hours to provide pedestrian "bus" service to Main Street. This gondola will provide a 90 second connection to the base terminal of a proposed "new Town Lift" (see below) which will be located in an area between the Mid-station development and the Creole Gulch development.

Access to the Park City Mountain Resort (PCMR) is provided via the Creole and Town Runs that traverse the site. These runs will be improved somewhat with the proposed development, but will generally remain in the current locations and will continue to provide access to the Town Lift plaza, over the Town Lift Bridge. A "new Town Lift" high-speed chair (probably a detachable quad type of lift) is the PCMR's preferred option to connect the Old Town area to the Crescent Ridge (above Claimjumper). This puts skiers from the Old Town area higher on the mountain while continuing to allow repeat skiing on this side of the mountain.

Adjacent neighborhood access to the PCMR is maintained via walkways and public easements through the plaza area, to the runs and lifts. Pedestrian and bike access is maintained for summer use. Staff and the applicants are continuing to discuss this aspect of the project, as it relates to the long term PCMR master plan.

Compliance with this criterion will be dependent on conditions related to timing of various pedestrian improvements, design aspects of the internal plaza and pedestrian circulation, and maintenance over the life of the project of all of these circulation elements and improvements. The applicants at the meeting will provide additional information and staff will return to the Commission with further analysis and findings.

SUMMARY

In summary, Staff is seeking initial Planning Commission comment on these aspects of the Conditional Use Permit, and direction on any additional information the Commission would request of the applicants.

D. Departmental Review

The Treasure Hill CUP and preliminary subdivision plat were discussed at staff review meetings on May 7, 2003, October 14, 2003, and February 3, 2004. Additional staff review meetings will be held in response to revised plans. An additional staff review will be scheduled to discuss these specific CUP criteria with the entire staff review team.

RECOMMENDATION

The applicants have prepared a presentation to address the first six review criteria of the LMC regarding conditional use permits (LMC Section 15-1-10 (E) (1)-(6) as well as a preliminary visual analysis from a few vantage points in town. Staff recommends the Commission review staff's preliminary analysis of the first six review criteria, 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.

Exhibits (please refer to plans and design booklets handed out with the 4/14 and 4/28 packets for detailed site plans, including technical information regarding emergency access, traffic, utilities, and parking found in the green technical addenda booklet dated January 23, 2004.)

Exhibit A- Staff report from 4/28/04

Exhibit B- Letters from affected property owners

Exhibit C- Development parameters of Sweeney Properties MPD