

Planning Commission Staff Report

Author: Kirsten Whetstone
Subject: Treasure Hill CUP and plat
Date: July 14, 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 2, 12, 13, 14 and 15. Staff requests the Commission provide specific comment, hold a public hearing, and continue the public hearing to the August 11, 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

For the July 14 meeting, the applicants are preparing a presentation to address criterion #2 (traffic) and criteria #'s 12 –15 of the Conditional Use Permit (CUP) review (LMC Section 15-1-10 (E)). The applicants are also working on a general visual analysis and hope to have it complete by the August 11 meeting. At the August 11 meeting the applicants would like to review Criteria 7- 11 (fencing, screening, building mass, building location and orientation, open space, signs, lighting, physical design, and Compatibility with surrounding structures in mass, scale, style, design, and architectural detailing.

In order to comply with the fifteen-CUP criteria, the applicants may need to make 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 to the satisfaction of the Planning Commission.

Staff has outlined a preliminary review of the Treasure Hill CUP as it relates to Conditional Use Permit criteria 12-15 as well as an additional review of criteria 2 (traffic) as follows: (staff comments are in italics)

- 12) Noise, vibration, odors, steam, or other mechanical factors that might affect people and Property Off-site. *Specific information regarding mechanical vents and the location of these vents will be provided at the time of building permit application. Staff shall review all building permit applications paying specific attention to mechanical vent locations and types prior to issuance of any permits. All mechanical vents shall be painted, hidden with architectural features, and/or landscaped to mitigate negative impacts on the architectural intent of the project. The location of all mechanical activity shall be such that noise, vibration, odors, steams and other factors are minimized and impacts on neighboring properties are not significant. Electrical transformers and similar equipment must be visible and accessible to the utility provider, making complete screening impossible. The planning staff shall review*

screening of this equipment at the time of the Landscape Plan review. Various conditions of approval will be required to address this criterion.

- 13) Control of delivery and service vehicles, loading and unloading zones, and Screening of trash pick-up Areas. *Utilizing the underground parking structure for loading and unloading, as well as delivery and service vehicles, greatly minimizes the impacts of this activity on surrounding properties. Having a centrally located area or areas for trash compaction, recycling, and pick-up allows all users and tenants of the Treasure Hill CUP to coordinate these related activities. Trash collection bins will need to be located in a convenient area within the parking structure. Prior to final building permit issuance these functions and locations will need to be specified on the plans. Staff will direct the applicant to work with BFI to verify that the plan is acceptable and provide documentation from BFI. Architectural details of any loading areas and associated garage doors shall be approved by the planning staff at the time of building permit review. The traffic study, discussed in 2) below, addresses service vehicles. It is reasonable to recommend a condition of approval that delivery and service shall occur at off-peak times, in terms of traffic. Various conditions of approval will be required to address this criterion.*

- 14) Expected Ownership and management of the property. *The proposal consists of a combination of detached condominiums, townhouse condominiums, stacked flat condominiums, and condo-hotel type units, in addition to the resort commercial and support uses. The development parcels/property will be platted to be contained within a single lot of record. It is expected that individuals will own the condominium units and the condo-hotel units will be operated primarily as a traditional hotel (with various units in a rental pool). At this time the LMC does not allow timeshare units or club ownership units in the Estate zone. Nightly rental of residential units is permitted by the LMC.*

The applicants anticipate the entire project will be subject to a Master Owner's Association, with individual associations formed for the various types of units and commercial areas. A majority of the project will likely be operated by a resort management or hotel resort company, with common management, check-in, housekeeping, and guest services. This form of ownership is allowed in the Estate zone and was contemplated with the approved Master Plan. A condominium record of survey plat shall have been reviewed and approved by the Planning Commission and City Council and recorded prior to sale of units to individuals. As presented, the proposal complies with this criterion.

- 15) Within and adjoining the Site, impacts on Sensitive Lands, slope retention, and appropriateness of the proposed Structures to the topography of the Site. *The Sweeney Properties MPD predates the Sensitive Lands Ordinance, therefore the Sensitive Lands Overlay Zone does not specifically apply in terms of a density determination and site suitability analysis. The*

Sweeney Properties MPD (1985, and as amended) approval process determined a potential density and identified those portions of the entire MPD property that were most suitable for development. The site proposed for development is consistent with the parcels identified by the MPD as the development parcels for the Mid-Station and Creole Gulch parcels of the MPD. By the nature of the MPD, the density has been clustered on the lower areas near existing streets and development with a significant amount of open space left undeveloped (with allowances for ski runs, ski lifts, and pedestrian trails).

Although the specific Steepslope (SLO) criteria do not apply to this application, the Commission must find that the criteria set forth in LMC Section 15-1-10 (CUP review process) as standards for review, are met. These criteria include site design factors such as building bulk/mass; compatibility of bulk and mass with surrounding buildings; building location and orientation; open space; and impacts on environmentally sensitive lands; slope retention, and appropriateness of the proposed structures to the topography of the proposed site.

The visual analysis will be useful to determine potential impacts of the Building mass and design and to identify the potential for screening, slope stabilization, erosion mitigation, vegetation protection and enhancement, and other design opportunities that will mitigate impacts on surrounding properties and from designated vantage points.

Staff believes that a more complete review of this criterion can be provided as additional information is presented with the visual analysis and detailed building volumetrics.

- 2) *Traffic considerations including capacity of the existing streets in the Area. The applicants have prepared an updated traffic analysis (Treasure Hill Traffic Impact Analysis, July 2004 prepared by Project Engineering Consultants) of the proposed development and potential traffic impacts on Lowell and Empire Avenues, as well as on 6 associated intersections (see Exhibit A). The development gains primary access through an area (PCMR) which exhibits gridlock on peak skier days.*

The traffic study summarizes that access streets (Lowell, Empire, and Park Avenues as well as Manor Way, Shadow Ridge, and Silver King Drive) and surrounding intersections will function adequately to transfer the project-generated traffic to and from the Treasure Hill CUP site. The study includes base trip generation information, including traffic generated by employees and service vehicles, as well as project trip reduction information that will likely result from the nature of the proposed development as well as the proposed non-vehicular connections to Main Street and Old Town from the Treasure Hill site.

Existing traffic delay problems during occasional peak periods are addressed

in the traffic study report and recommendations are included for addressing these problems as well as other measures that can be taken to assure favorable level of service in the traffic study area.

A project of this complexity needs to be reviewed after each year of operation for a number of years to re-examine conclusions and determine whether changes need to be implemented. The City does not recommend changing the traffic circulation pattern on any of the access streets and does not recommend the creation of one-way streets. Various conditions of approval regarding annual review of the traffic and parking situation, including a review of the timing of recommended improvements, would be necessary for this project to comply with this criterion. A comprehensive directional sign plan for this part of town (PCMR area) should be considered as well to direct traffic safely and efficiently.

A final staff position regarding the traffic analysis is not yet complete. Staff will return at a future meeting with recommendations regarding the traffic analysis.

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 may request of the applicants in addressing these criteria. The applicants are working on a model of the project and anticipate they will have it complete in time for the August 11, 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.

RECOMMENDATION

The applicants have prepared a presentation to address the above outlined review criteria regarding conditional use permits (LMC Section 15-1-10 (E) (12)-(15) and (2)). 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 11, 2004 Planning Commission meeting.

Exhibit A- updated Traffic Study (available at the Planning Department)

Exhibit B- letter from adjacent neighbor

(Please also 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. All plans and documents are available at the Planning Department and on the applicant's website at www.treasurehillpc.com .