

Planning Commission Staff Report



Planning

Author: Kirsten Whetstone
Subject: Treasure Hill CUP and plat
Date: April 28, 2004
Type of Item: Administrative

Summary Recommendations:

Staff requests the Commission conduct an initial public hearing and review and discuss the requested Conditional Use Permit and preliminary subdivision plat applications for the Treasure Hill Phase III project. Staff requests the Commission refer to the attachments handed out with the April 14, 2004 packet.

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 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.
Zoning: E-MPD (Sweeney Properties MPD) and ROS
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 detailed density determination was conducted during review and approval of the Sweeney Properties MPD, at which time the entire site was reviewed for base density, slopes, visual and view shed analysis, among other factors, and it was determined that the 400 + units of potential density should be reduced to 277,

removed from the steeper hillsides, and clustered in the least sensitive locations, namely on the Park Avenue, Mid-station, and Creole Gulch parcels. A few larger lots were allocated for the King Road, Upper Norfolk, and Fifth Street parcels. Over 110 acres of open space, for ski trails, bike and pedestrian trails, and other passive open space uses, were designated. Approximately 55 acres of open space were dedicated with the Treasure Hill Phase I Subdivision plat. The currently proposed Treasure Hill Phase III subdivision plat dedicates an additional approximately 51 acres of open space. The remaining open space was dedicated during the Treasure Hill Phase II plat approval (2 lots off of Fifth Street and Woodside Avenue).

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).

On October 16, 1986 the Park City Council approved the Sweeney Properties MPD, on an appeal. During this approval the Council made various revisions to the Commission approval, including revisions to the building height zones (maximum heights, average heights, etc.) for the Creole Gulch and Mid-station parcels.

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. Development on the Coalition East (Caledonian Condominiums and Sweeney Town Lift plaza), Coalition West (Town Run and Ski Bridge), Fifth Street lots (2 single family lots and tunnel off of Woodside), and the other hill side lots (single family homes) have all been reviewed as conditional use permits by the Planning Commission.

The current proposal is for a mixed-use development of condominiums, townhouses, potential hotel or condo/hotel suites, resort related support commercial uses, ski runs and lifts, trails and public plazas, underground parking, and other resort related amenities. Design booklets were distributed with the April 14, 2004 packet 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).

For the April 28 meeting, the applicants are preparing a presentation and visual analysis from designated view points listed in the LMC, namely PCMR (bus stop), intersection of Heber and Main, and the Park City Golf Course. They will also select a few other view points in order to visually demonstrate what the proposal might look like, in terms of massing, height, building location, etc. Staff recommends the Commission provide additional direction on any additional vantage points that might be helpful to better understand visual impacts of the project.

On April 14, 2004 the applicants presented an introduction to the Treasure Hill CUP, by reviewing a history of the Sweeney Properties MPD, and explaining the specific

project location, design objectives, and connections to Main Street and Old Town neighborhoods.

A public hearing was noticed for the April 28, 2004 meeting. Staff recommends the Planning Commission open a public hearing on the Treasure Hill CUP, take input, and continue the hearing to the May 26, 2004 meeting. After this initial public hearing staff will begin to review the entire project against the applicable sections of the Land Management Code and the Sweeney Properties Master Plan. Staff will provide a detailed analysis of the project for the May 26, 2004 meeting.

C. Project Description

The project site is located on the 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: 41 at <1,000 sf, 77 at <1,500 sf, 81 at <2,000 sf, and 14 at greater than 2,000 sf. These will have to be revised, ie. reduced, as this is more density than is allowed. The applicants have not refined the unit sizes and amounts to correspond with the LMC unit equivalent formula. Staff has asked the applicants to revise these figures.

Approx. 161 UE proposed (depends on size of units >2,000 sf).

Parking: 372 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. 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. 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. Additional square footage is allowed for back of house and other ancillary uses, such as storage, mechanical, common space, etc.

Open Space Requirements:

The MPD requires 70% open space (plazas, pedestrian trails and ways, landscaped areas, etc.) within the 11.5 acre development parcels in addition to the approx. 51 acres identified as dedicated open space (ROS zoned), for ski trails and lifts, pedestrian/bike trails, and other passive open space uses. The current proposal meets these requirements given that there is limited area taken up by driveways and all parking is located under buildings. The plans indicate that the open space currently shown meets this requirement.

Height Zones:

CREOLE- The approved Master Plan Development allows a maximum building height of 75' measured from existing grade, with up to an additional 20' for access shafts (elevators). The average overall building height shall be 45' or less as measured from existing grade. The building heights shall conform to the height zones and maximum elevations as shown on Sheet 22 of the approved MPD. At the next meeting the Planning staff will provide a detailed analysis of these height zones as they relate to the proposed building volumetric. It is the intent of the applicant to follow the height guidelines and not request any variations to the required height limits.

MIDSTATION-The approved Master Plan Development allows a maximum building height of 45' measured from existing grade, with up to an additional 20' for access shafts (elevators). The height of at least 90% of the total above grade building volume shall be 35' or less. The average building height measured from existing grade shall be 25' or less. The building heights shall conform to the height zones and maximum elevations as shown on Sheet 22 of the approved MPD.

Staff anticipates that general building volumetric will be outlined with this Conditional Use Permit and plat, and that individual buildings will be required to go through a specific architectural design review at the time of building permit issuance at which time compliance with CUP specified building height/volumetric and general architectural character would be reviewed in greater detail.

Zoning:

The Creole Gulch and Mid-station development parcels are zoned E-MPD, and are subject to the approved Sweeney Properties Master Plan. The Sweeney Properties MPD allows hotel, condominium, townhouse, resort support commercial uses, and ski runs, lifts, etc. with the maximum densities and heights as outlined above. Timeshare units are not currently allowed in the Estate zone. Open space parcels are zoned ROS.

Applicability of the Sensitive Lands Overlay:

The 1985 Master Planned Development approval predates the establishment of the Land Management Code Sensitive Lands Overlay (SLO) standards. The Conditional Use Permit application is not subject to the SLO review, however, the plan will be reviewed per site design and site suitability criteria found in the Conditional Use Permit review criteria. This is consistent with the Commission's review of individual parcels of the Deer Valley MPD. These development parcels, namely Creole Gulch and the Mid-station parcel, were specifically designated and legally described in terms of metes and bounds parcels, as density receiving areas from the Treasure Hill property, at the time of the Sweeney Properties MPD.

During the 1985 approval process the entire 123.59-acre Treasure Hill site was reviewed for site suitability during the density determination phase. Parcels approved for development, including the Creole Gulch and Mid-station sites, were identified and zoned. Staff's preliminary analysis finds that the development parcels shown on the subdivision plat do concur with both the zoning map and the Sweeney Properties MPD.

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 and 410 parking spaces on the Creole site.

Access to Old Town/Main Street:

Access to Old Town/Main Street is provided via stairs to be constructed within the 6th Street and 8th Street rights-of-way, improvements to Crescent walkway to the Town Bridge, 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 Park City Mountain Resort:

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.

Architectural intent and Cliff-scapes

The applicants have presented information regarding a general architectural theme for the project that reflects the historic district but does not try to replicate or duplicate historic buildings. The Planning Department finds that the project should be compatible with the historic district in terms of architectural character, but it needs to reflect its own time and place. The plan calls for several different types of buildings, from attached units about the size and scale of old town homes, to townhouses, condominium buildings of varying sizes, to hotel buildings.

The applicants have fairly extensive plans for the grading, retaining, and revegetation of the cut-slopes, in what is termed "cliff-scapes". The design booklet explains this concept in detail indicating that these cliff-scapes will be a combination of natural rock, block retaining walls, exposed rock "cliffs" with varying degrees of stepping and landscaping. Excavated materials are to be deposited on the ski runs and graded as part of the ski area's plans for making improvements to this side of the mountain for beginner to intermediate skiers.

Subdivision plat

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. Staff anticipates that the densities allocated to the individual development parcels will continue to coincide with those parcels. Individual buildings can be condominiumized for individual sale of units. 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.

A preliminary utility plan was submitted and is being reviewed by staff. The Staff will perform additional analysis regarding utilities and requirements for public improvements, including off-site improvements mentioned in the Master Planned Development approval documents.

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. The primary item for discussion at the initial staff review meeting was emergency access and the fire protection plan. The applicant worked with a consultant who specializes in fire protection plans to revise the originally submitted plans significantly to come

up with a site plan, circulation system, general building and plaza layout, and other technical additions that address the Fire Department and Building Department concerns regarding these issues.

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. 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. 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.

On March 3, 2004, the proposal was again discussed with the staff review team, the applicants, and PCMR. Discussion items included the 1) emergency and fire protection plan, 2) circulation throughout the project (vehicular, pedestrian, and skier/boarder), 3) utility service, maintenance, and public improvements (water, water tank, sewer, power, cable, phone, storm water, and down stream or on-site storm detention facilities, 4) interface with the resort (gondola and Town Lift, ski run improvements, Ski Area master plan, future of the interconnect, and trails), 5) site plan and location of various land uses within and adjacent to the project, 6) general building design, architecture, and massing, 7) cliff-scape design, and 8) construction mitigation and phasing.

Staff continues to meet with the applicants to address issues related to these discussion items and will provide the Commission with a detailed analysis at the next meeting. Many of these issues will need to be addressed with either revision to the plans, more details on the plans, or as specific conditions of a CUP approval.

RECOMMENDATION

The applicants will present the project to the public as an introduction to this final phase of the Sweeney Properties Master Plan. The applicants have prepared a presentation to provide background information and details about the project. They will explain the goals and objectives of the project as they relates to the site, PCMR, the Town Lift, adjacent properties, and Old Town Park City (ie, Main Street and the surrounding area). Staff recommends the Commission open a public hearing, take input, and continue the public hearing to the May 26th meeting. Staff recommends the Commission focus the any discussion on the following items:

- ❖ Questions regarding the proposed site plan and land uses
- ❖ Questions regarding skier circulation and interface with PCMR
- ❖ Compliance with the Sweeney Properties Master Plan
- ❖ Any additional information that the applicants should prepare for the next meeting, such as visual analysis for alternative vantage points, additional cross sections, additional break down of uses and square footages.

Exhibits (please refer to plans and design booklets handed out with the 4/14 packet.

- a. Letters from affected property owners**