



## Planning Commission Staff Report

**Subject:** Treasure Hill Alternative Design Update  
**Authors:** Anne Laurent, Community Development Director  
Matt Dias, Assistant City Manager

**Date:** January 24, 2018 – REVISED  
**Type of Item:** Administrative – Amended Master Plan/Development Agreement and Settlement Ratification

### Summary Recommendations

Provide input on the progression of proposed development parameters and conditions to form the basis of Development Agreement conditions for a reduced development scope and design alternative including a hotel and 18-lot single family home subdivision as presented.

### Background

On December 6, 2018, Council requested the Planning Commission consider an alternative development plan prior to taking a vote on the Treasure Hill Conditional Use Permit (CUP) application (refinement 17.2). This enabled Park City Municipal Corporation (PCMC) and the partial owner, Park City II, to explore a reduced density project, subject to a vote of Park City residents, to purchase half of the project's density for \$24M in November 2018, in addition to a \$6M non-refundable reimbursement/down payment from deferred City capital projects.

In other words, instead of a development project on Treasure Mountain and Creole Gulch with 394,000 of residential-unit-equivalent square footage and 19,000 commercial-unit-equivalent square footage, the alternative proposal would include no more than:

- 100,000 net square feet unit-equivalent hotel;
- 97,000 square feet unit-equivalent of single family homes over 18 home sites (not including garages, below existing grade basements, and decks, per 2017 Land Management Code definitions);
- 9,500 net square feet of unit-equivalent commercial uses;
- A positive Planning Commission recommendation and ratification by City Council no later than January 2018; and
- A \$6M non-refundable down payment and voter approved General Obligation bond in November 2018.

	<u>Residential SF</u>	<u>Commercial / Support Commercial SF</u>	<u>Accessory – Circulation / Back-of-House / etc. SF</u>	<u>Accessory – Meeting Space SF</u>	<u>Parking SF</u>	<u>Total SF</u>
<b>1985/86 SPMP Woodruff</b>	394,000	19,000	192,945	-	269,218	875,163
<b>Refinement 17.2</b>	393,466	18,566 + 21,339 = 39,899	254,792	16,214	244,359	948,730
<b>Proposed Negotiation 2018</b>	100,000 hotel + 97,000 single family homes = 197,000	9,500 (50% reduction) + 5,000 (5% of hotel) = 14,500	70,886 hotel (including employee housing) + 32,600 single family homes (including basements & garages) = 103,486	5,000 (5% of hotel)	78,750 – 13,300 (20% hotel and commercial parking reduction) = 65,450  (estimated at 187 spaces and not including parking for the 18 Single Family Homes)	255,836 hotel + 129,600 Single Family Homes  <u>385,436 + 7,500 mid-station = 392,936</u>

Significant progress has been made since December 6, 2017, to create a revised development agreement and is summarized below:

- On January 4, 2018, Park City II presented the Planning Commission with three conceptual hotel locations and requested flexibility to explore areas outside of the Sweeney Properties Master Plan (SPMP) development boundary, currently zoned Estate, for re-zoning at a later time and in order to allow the development to be spread out and less concentrated within Creole Gulch. The Planning Commission and City staff preferred Option C, with the hotel located higher on the property and less visible from the adjacent residential neighborhood, subject to an access road that meets fire code requirements, and minimizes visual impacts and hillside excavations.

- On January 10, 2018, City staff presented progress on a road access design and described the challenges of achieving an access road that: does not have retaining walls exceeding forty feet; slopes that exceed ten percent for the majority of the road; and two access points into the hotel that meet fire code.
- On January 11, 2018, City staff gave the same presentation to City Council that was given to the Planning Commission the evening prior. Information about the City's bonding capacity was also shared to demonstrate the City's strong financial position and capacity to pay a \$6 million down payment and carry a \$24 million General Obligation (GO) bond.
  1. A \$24 million GO bond would cost a primary homeowner with \$500,000 of assessed value approximately \$45/year for 15 years; approximately \$90/year for a primary homeowner with \$1 million of assessed value, etc.
- On January 17, 2018, Park City II and City staff gave another road update; it was not yet fire code compliant and estimates of hillside excavations were undetermined. At this meeting, January 24 and January 31, 2018, were scheduled as meeting dates for the Planning Commission to make a determination on whether to pursue the alternative development proposal or return to, and complete the current CUP application hearings.
- While progress has been slower than anticipated, particularly so for road engineering, staff believes that reducing the residential and commercial entitlements by half will ultimately result in a far superior project with drastically less impacts to Old Town and its neighborhoods.
- Despite a 50% reduction in size and scope that would result if approved by Planning Commission, Council, and voters, the development on Treasure Hill will remain very visible on the hillside and result in significant construction impacts.
- If both Planning Commission and City Council recommend moving forward with a reduced density concept, two (2) agreements will be necessary:
  1. Settlement Agreement between City County and PC II – financial covenants
  2. Amended Development Agreement with PC II – scope and conditions of reduced density concept
- On January 24th and 31st the Planning Commission will consider whether the revised Development Agreement and its associated conditions, summarized in this report and included in Exhibit C, are sufficient for action and Council ratification.

## **Analysis**

The negotiation between Park City II and PCMC to explore an amended development agreement has considered applying the current, 2017 Land Management Code (LMC) to both the remaining residential and commercial entitlements. Thus, for discussion purposes the 2017 LMC was applied to the remaining densities, just as it would be a

starting point for any other project or applicant. Thus, the following chart was created to organize the projects remaining sizes of the reduced scope and revised uses. It has changed since the previous version presented on January 10, 2018 due to applying a 20% parking reduction, refining the employee housing obligation, including garages in the single family home gross square footage amounts, and including a gross maximum square foot size of the mid-station.

	UEs	square footage (SF) equivalent	notes
Residential (SINGLE FAMILY)	48.5	97,000	5,388 SF above grade per each single family residential lot plus basements and garages (see LMC definition current in 2017)
Residential (HOTEL)	50	100,000	
Total Residential	98.5	197,000	
Commercial	9.5	9,500	UEs used for any commercial above the support commercial allowed per code (shops, kitchen, restaurant, bar, and spa) Assumes 1/3 portion of these uses are by hotel guests and can be considered support commercial.
Support Commercial		5,000	5% of 100,000SF HOTEL = 5,000 SF based on LMC current in 2017
Meeting Rooms		5,000	5% of 100,000SF HOTEL = 5,000 SF based on LMC current in 2017
Residential Accessory Spaces			
Back of House		7,500	fitness, lockers, pool
Circulation/Lobby/Mechanical Rooms/Laundry/Storage		50,450	35% for corridors, elevators, restrooms, laundry etc. (see LMC definition current in 2017)
Employee Housing		12,936	based on 14,500 SF of commercial; 120 hotel rooms; and 18 single family homes
Structured Parking		65,450	assumes 187 spots at 350SF each and not including single family home parking; based on 120 hotel rooms and will vary depending on final # of hotel rooms and parking reductions applied
total HOTEL gross SF		255,836	
total Single Family gross SF (all homes)		129,600	average of 18 homes at 7,200 gross SF each including garages and basements
total gross SF (HOTEL + SINGLE FAMILY)		385,436	
total SF as a % of 17.2 948K gross SF		41%	
total SF as a % of Woodruff 875K gross SF		44%	
Mid-station		7,500	Only resort commercial uses (per LMC definition current in 2017) allowed; minimal parking (employees only)

Accordingly, there have been several areas that have drawn particular attention and question from the Planning Commission and public input. Below is an attempt to address some of those lingering questions and concerns:

### Hotel and Commercial Uses – Size and Massing

Park City II is requesting to cap the size of hotel at 177,450 gross square feet without including a cap for the parking and affordable housing. The rationale is the final number of hotel rooms, affecting both the parking and housing obligation calculations, will be finalized by the end developer. Assuming the parking for the hotel is reduced 20% as described below, each hotel room will generate 0.8 of a parking space requirement – rounded up after final calculation. Affordable housing parking will be established based on the approved Housing Mitigation Plan required prior to building permits being applied for.

For evaluation purposes, the size calculations of the hotel is capped at 255,836 gross square feet based on 120 hotel rooms including the structured parking and employee housing. Additionally, the main categories listed above that comprise the total gross square footage are capped as follows:

- Hotel UE equivalent uses – 100,000

- Commercial UE equivalent uses – 9,500
- Support commercial uses – 5,000
- Meeting space – 5,000
- Residential Accessory uses – 57,950
- Employee housing – 12,936
- Structured parking – 65,450

The structured parking is based on 187 parking spaces and includes a 20% reduction in the hotel and commercial use parking amounts for guest and employee shuttle service provided by, tracked, and monitored by the hotel operator. At the time the hotel developer is ready to develop final designs and construction documents, additional parking reductions could be considered as part of a lift improvement proposal.

**Additionally, final** calculations and fulfillment of the development's employee housing obligation under Housing Resolution 17-99 will be considered as part of either a housing mitigation plan approved by the Park City Housing Authority prior to submitting building permits. Any additional hotel rooms approved above the 120 would increase the parking and employee housing obligation square footage calculations above.

Additional information about the hotel massing and heights will be provided during the meeting as a presentation.

### Single Family Homes

The single family homes will be subject to the subdivision approval process and standards in the LMC. The location and size of the lots are not determined. The single family home development will be compliant with the Estate zone restrictions, parameters, and standards apply as modified by specific conditions below:

- 97,000 residential UE equivalent square feet max and ~~129,600~~<sup>135,000</sup> total gross square feet max for the 18 lots (based on 5,388SF average UE equivalent and ~~1,812~~<sup>2,442</sup> SF average for basement and garage times 18 lots).
- Maximum house size is 11,000 gross square feet (including for combined lots), including basements and garages that may be no larger than 600 square feet.
  - Home size may vary between each site.
  - Homes sizes per lot will be established at the time of the subdivision process
  - Total of all home sizes may not exceed to total 129,600 SF
  - If lots are combined, the home cannot exceed 11,000 gross SF; the gross SF deduction from the 126,900 will be calculated at 0.5 multiplier of the average 7,200 gross SF plus the actual gross home size (14,600 max)
- **Staff recommended Accessory Apartments, Accessory Structures, or Duplexes are not permitted; Park City II requests they be permitted.**
- Maximum building height for the Estate Zone is 28 feet (33 feet for 4:12 pitch or greater). A Structure shall have a maximum height of forty feet (40') measured from the lowest finish floor plane to the point of the highest wall top plate that supports the ceiling joists or roof rafters.

- Platted easement will be required for ski access, trails, conservation of open space, and required infrastructure/utilities.
- Requirements for Emergency Access Roads and Easements are required to be met in an administratively approved Emergency Response Plan by both the City's Building Official and the Park City Fire District prior to submitting building permit applications.
- Construction Mitigation Plan (CMP) is required to be approved by the Building Official and Planning Director prior to issuance of a building permit.
- Design Review Board review and approval for compliance with the Historic District Guidelines.
- Front yard set-back reduced to 10' minimum.
- Defensible Space Plan is required with building permit application.
- Landscape Plan required with building permit application.
- Building Pad is identified on the plat with the ability to revise it at the time of building permit within the specified parameters of the approved plat.
- Max home footprint of 4,000 SF each lot and 6,000 SF for combined lots – reduced proportionally if more than 18 lots are proposed at the time of the subdivision (Note additional home lots would increase the employee housing obligation).
- Limits of Disturbance areas are limited to within 20 feet of the building foundation except for driveways, utilities, ski access, paths, etc.
- Utility and Infrastructure Plan to be reviewed and approved prior to the plat recordation.
- The maximum Building Footprint per LMC definition shall be four thousand (4,000) square feet including garages, which shall not exceed 600 square feet.
- Internal and external modified 13d fire sprinklers shall be provided for the homes. Wood roofing material shall be prohibited.
- The above special restrictions are consistent with the Sweeney Master Plan approved by the Park City Municipal Corporation on October 16, 1986 and as subsequently amended on October 14, 1987 and December 30, 1992. Final house design shall be reviewed under the Small Scale Master Plan Process in accordance with the Sweeney Master Plan – **unless otherwise specified in the approved Development Agreement and Settlement Agreement.**

#### Affordable Housing/Employee Housing

Based on the calculations made by staff and applying the parameters of 120 hotel rooms, 14,500 square feet of commercial uses, and 18 single family homes - the proposed alternative development would require up to 12,936 total gross square feet of employee housing to be built on site or 16.17 AUEs. These calculations represent what is required by Resolution 17-99 (residential lots: 2.7 AUEs = 2,160 square feet; hotel: 9.23 AUEs = 7,384 square feet; commercial: 4.24 AUEs = 3,392 square feet) and are subject to the Park City Housing Authority approval of a Housing Mitigation Plan prior to

a building permit being submitted. Any changes to the number of hotel rooms, size of commercial and support commercial areas, or number of single family homes will change the housing obligation calculation.

#### Mid-Station Resort Accessory Uses

Resort Accessory is currently used in relation to both the ski resorts in Park City. Within the outdoor commercial recreation parking considerations, the mid-station will be 7,500 gross square feet maximum of accessory resort uses defined in 2017 LMC 15-6-8G. No parking will be allowed beyond some employee parking spaces (not more than **ten five**) and a private access gate for the development will be north of the mid-station access to prevent the uses being a draw for traffic to the Lowell/Empire neighborhood. Some commercial UEs may be located at the mid-station rather than at the hotel as long as they are within the entitled density limits and no additional parking is provided at the mid-station area.

#### Access Road

The road design shown in Exhibit A works and is compliant with Fire Code. Retaining walls do not exceed 40 feet, and total excess material due to the road cuts is estimated at 80,000CY of material. Separate cul-de-sac roads from the main access road are being considered by Park City II in evaluating potential home lot site locations. Fire access, ski access, excavation, and visual impacts require further consideration.

#### Excavation

In addition to the excess road cut material, the hotel is estimated to result in an additional 100,000CY of excess fill material. The excavation quantities of the single family homes are unknown and should be considered at the time of the subdivision approval. **See proposed Development Parameters and Conditions - Exhibit C.**

#### Traffic

The City Engineer and Transportation Planning Manager will walk the information below as a presentation.

##### Traffic Study Update

- Triton's study determined peak hours trips (AM and PM) to be 269 trips generated by Treasure,
- LSC Transportation Consultants evaluated Triton's methodology and assumptions and determined them to reasonably applied consistent with traffic engineering standards for traffic impact analysis. LSC then developed a revised trip generation calculation based on the revised land uses and densities (i.e. boutique hotel and 18 residential lots will generate 87 peak hour trips (AM and PM).
- This resulted in a 67% reduction in number of trips generated during the peak time periods for this hotel and single family home alternative development option.

##### Capacity of Road Sections

- Lowell to Manor      Daily Traffic Trips – 2,000\* Threshold Trips – 2,500

- Empire to Manor Daily Traffic Trips – 2,000 Threshold Trips – 2,500
- Empire to Park Ave Daily Traffic Trips – 7,000 Threshold Trips – 15,000

\* For a different perspective, 2,000 trips per day over a 15 hour day equates to 2.2 trips every minute. This means at street capacity and on average, there are just over 2 cars moving along the road at any one time (at 25 mph, it would take 60 seconds to drive from Treasure to the intersection of Lowell and Manor).

- Traffic Terminology;
  - AADT – Average Annual Daily Trips. AADT is traditionally used to determine and design a street’s capacity,
  - ADT – Average Daily Trips. ADT is more often than not used to determine and design a street’s capacity in Park City (consider only summer and winter traffic conditions),
  - TDM – Transportation Demand Management. This is the practice of getting more capacity out of the transportation system through demand management strategies as opposed to physical infrastructure capacity projects
  - Peak Trips are never used to determine a street’s capacity. This results in over engineering and designing for peak which is costly and results in additional environmental and community impacts. In Park City, it’s estimated we experience approximately 30 days of peak conditions.
- Counts taken on Lowell Avenue by staff in 2016 for pre-ski season, during ski season and during the holiday period. The trips counted were;
  - Pre-Season (11/17/16 – 11/25/16) ADT – 301 trips
  - Ski Season (12/9/16 – 12/16/16) ADT – 293 trips
  - Holiday Season (12/22/16 – 12/29/16) ADT – 308 trips
- InterPlan 2015 Study completed before design of Lowell Avenue to determine impacts of Treasure, Bamberger property development and 100% build out impacts;
  - No TDMs considered,
  - No Treasure reductions considered and Treasure assumed to be 100% occupied,
  - Bamberger property developed to 100% potential, and
  - If both Lowell and Empire were to be used for access ADT – 1,300 trips/each street
- Data collected by Triton during President’s Holiday is considered peak conditions. This data is not considered as the basis for design of a street. AADT or ADT is still used. Our streets are not designed to peak conditions and will fail at times during these peak conditions. Triton never converted there data to AADT or ADT to allow for street capacity analysis via volume/capacity analysis.

Summer/Spring/Fall/Non-Snow Period



- From InterPlan's 2015 study; PM Peak period is approximately 12% of ADT. Using this number for current trips and to convert Triton's peak trip counts to ADT;
  - Lowell and Manor ADT – 1,300 (From Triton's counts),
  - Lowell and Northstar ADT – 185 (From Triton's counts)
  - ADT from 2016 Counts – 300
  - Which trip counts are correct?
    - Lowell and Manor heavily influenced by Marriott, Sweetwater Condos and 1310 Lowell. This section of Lowell, though, is wider and includes sidewalk on both sides of the street,
    - 2016 counts were taken just south of Marriott,
    - Staff supports the 2016 counts as being most representative of the actual trips on Lowell Avenue during a given day (south of the Marriott and Sweetwater).
  
- Add Treasure trips into the current Lowell ADT;
  - 17.2 concept trips generated;  $80 \text{ trips} / 12\% = 667 \text{ trips per day}$
  - Current concept trips generated;  $25 / 12\% = 208 \text{ trips per day}$
  - Current ADT adding in Treasure;
    - 17.2 concept;  $300 + 667 = 967 \text{ trips per day}$ ,
    - Current concept;  $300 + 208 = 508 \text{ trips per day}$ ,
    - Compare to Lowell Avenue ADT capacity of 2,000 trips per day,

#### Winter Period

- Numerous on-line studies investigated reduction in capacity due to snow and extreme weather conditions,
  - USA studies looked at reduction in road capacity. Next to impossible to set an across the board standard,
  - Largest number listed was 12% - 27% reduction in capacity due to heavy snow for freeways,
  - Using the above data, Lowell Avenue would be reduced from a capacity of 2,000 trips per day to 1,460 trips per day,
  - Other studies have looked at the number of trips reduced due to heavy snow or extreme weather. These studies note a 2% to 5% reduction in trips generated per inch of snow,
  - Even with a trip reduction due to winter weather for Lowell Avenue. The capacity of the street is still not exceeded after Treasure generated trips are included in the mix.

#### Construction Traffic

- Street design does not take into consideration the impacts of construction. Construction traffic control is addressed through conditions of approval and our Building Departments issuance of a Construction Mitigation Plan (CMP).

#### Construction Impacts

Exhibit C includes the Proposed Development Parameters and Conditions to date and is still in development.

### **Issues for Discussion**

Siting

Size (hotel and single family homes)

Access road/gated private road

Excavation

Affordable Housing/Employee Housing

Future approval processes

- Subdivision
- Site utilities
- Metal containing material handling
- CMP for single family homes

Mid-station

Parking

Housing

Re-Zoning

Limits of Disturbance

Development Boundary

Limits on construction activities

Limits on excavation depth and total quantity

Limits on construction vehicle access and activities; timing and quantities

Height limits of hotel above existing grade

Housing mitigation plan needing Housing Authority approval prior to applying for building permits

Exterior lighting

Traffic Impacts – report from Alfred and Matt Cassel

How ski access is maintained

### **Next Steps**

In order to proceed with a revised Development Agreement and reduce the Treasure Hill CUP application density by 50%, staff seeks direction to notice the next regularly scheduled Planning Commission meeting on January 31, 2018, for final action.

Given the City Council's desire to have the Planning Commission vote first, the City Council would then ratify with the terms and conditions of a financial settlement agreement, as soon thereafter as practicable. As negotiated, the Settlement Agreement will necessitate a \$6M down payment upon execution of the Settlement Agreement followed by a voter approved General Obligation bond in November 2018 in order to complete the purchase of half of the density from the Treasure Hill project.

### **Recommendation**

Provide input on the progression of proposed development parameters and conditions to form the basis of Development Agreement conditions for a reduced development

scope and design alternative including a hotel and 18-lot single family home subdivision as presented.

**Exhibits**

Exhibit A – Access Road Design Drawings

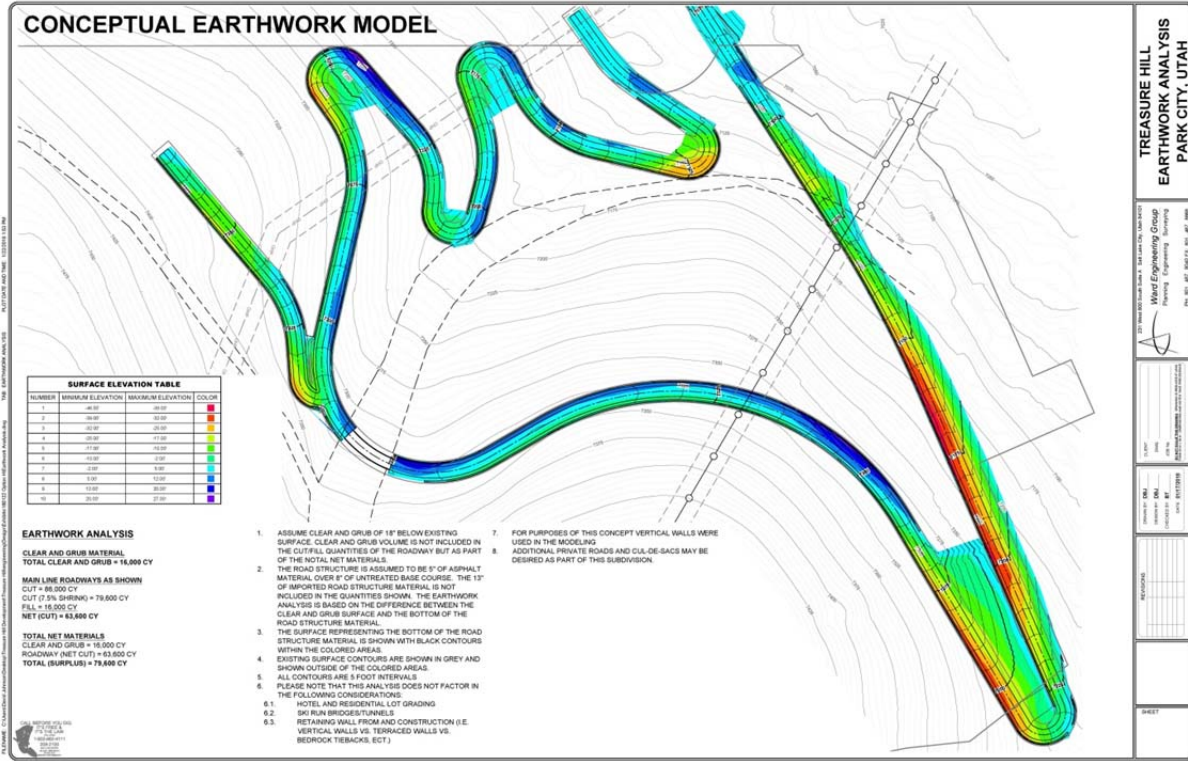
Exhibit B – Hotel Massing Study

Exhibit C – Proposed Development Parameters and Conditions

Exhibit D – January 17, 2018 Planning Commission and Public Comment Questions and Responses

Exhibit E – Past PowerPoint Presentations

# Exhibit A – Access Road



**TREASURE HILL  
EARTHWORK ANALYSIS  
PARK CITY, UTAH**

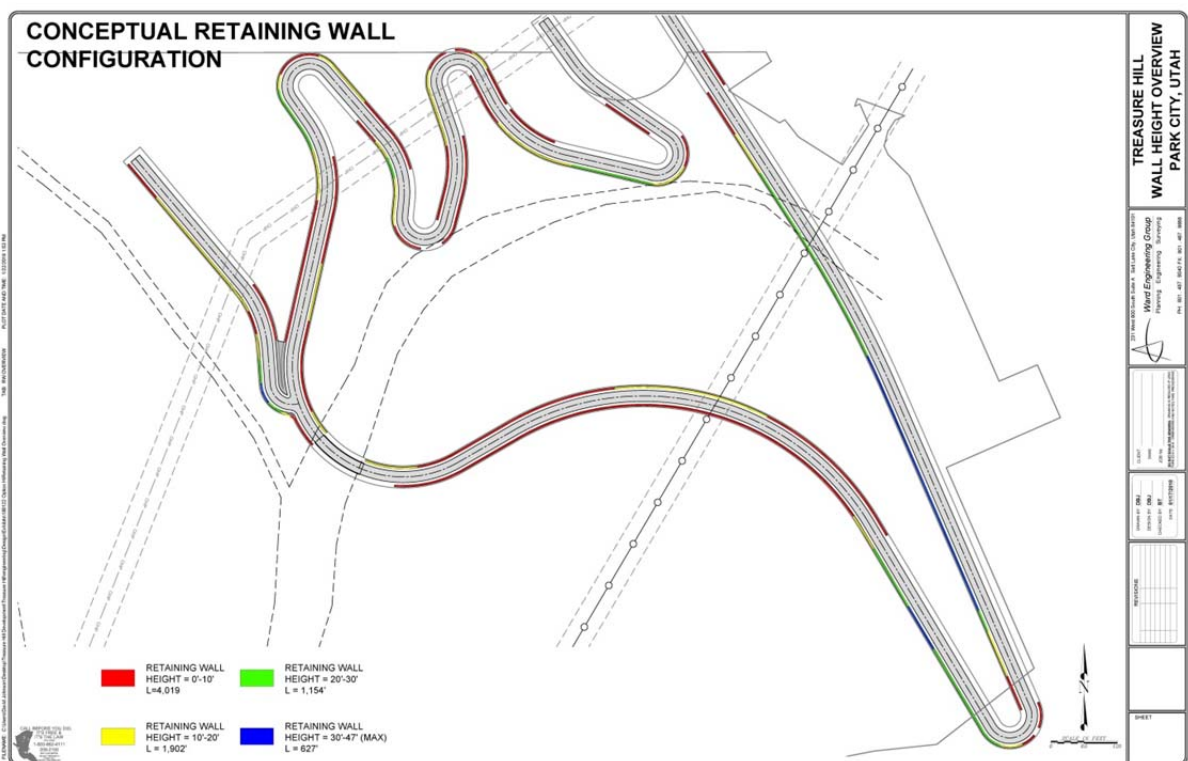
WARD ENGINEERING GROUP  
PLANNING ENGINEERING SURVEYING  
1000 W. 1000 S. SUITE 100  
PARK CITY, UT 84302  
PHONE: 435.633.1111 FAX: 435.633.1112

PROJECT NO. 2017-001  
 SHEET NO. 101  
 DATE: 01/11/2018

REVISIONS:

NO.	DATE	DESCRIPTION

SHEET



**TREASURE HILL  
WALL HEIGHT OVERVIEW  
PARK CITY, UTAH**

WARD ENGINEERING GROUP  
PLANNING ENGINEERING SURVEYING  
1000 W. 1000 S. SUITE 100  
PARK CITY, UT 84302  
PHONE: 435.633.1111 FAX: 435.633.1112

PROJECT NO. 2017-001  
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 DATE: 01/11/2018

REVISIONS:

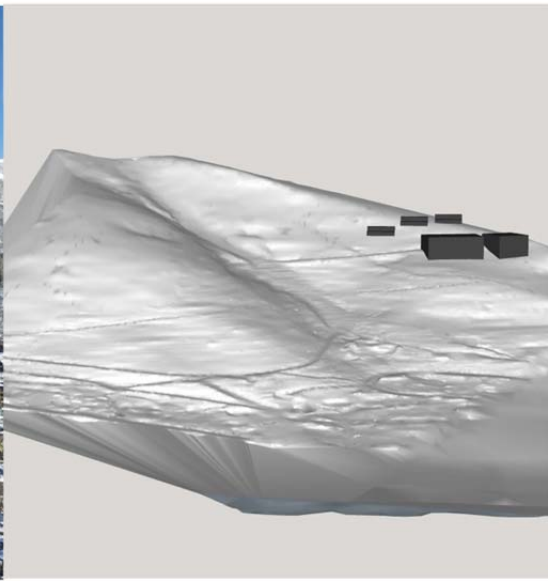
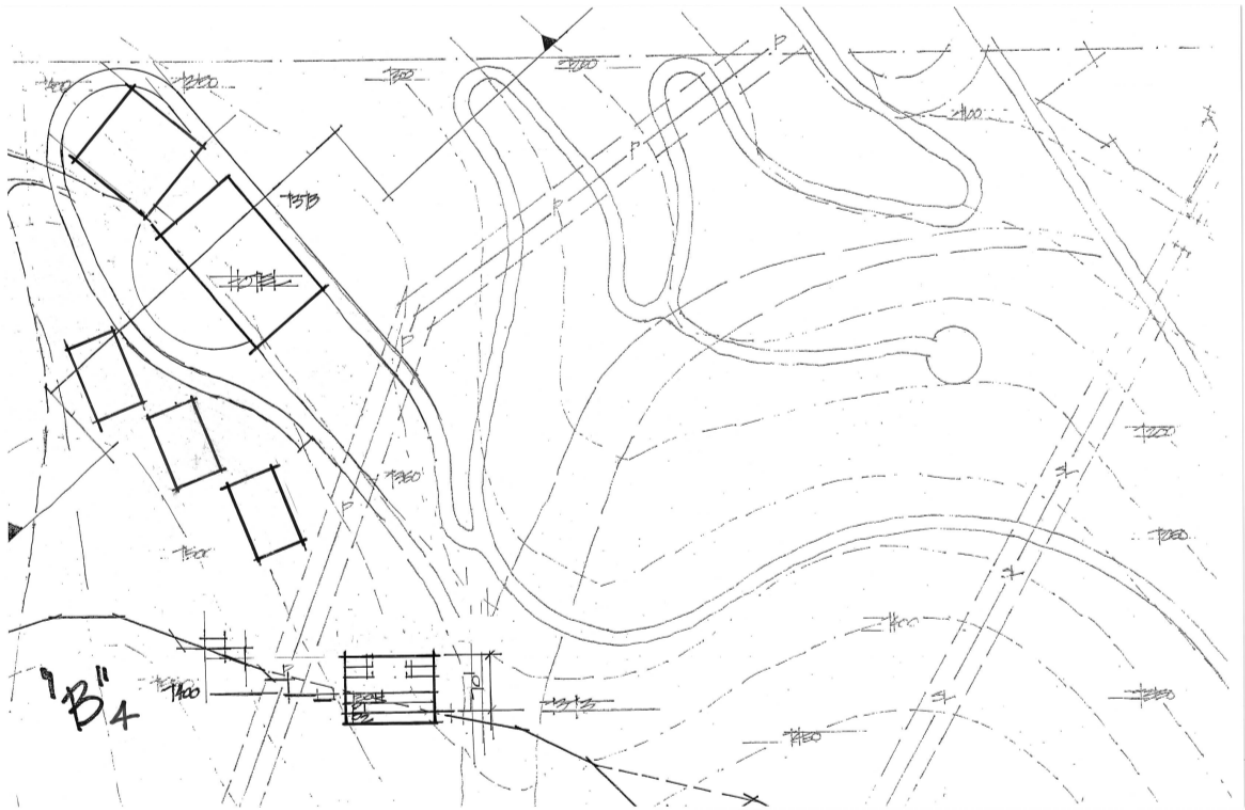
NO.	DATE	DESCRIPTION

SHEET

3D Images of Road Overlaid on Google Earth



# Exhibit B – Hotel Massing



## Exhibit C – Proposed Development Parameters and Conditions

**Treasure Hill CUP Community Development Department recommended conditions.**

**January 22, 2018 DRAFT**

### Conditional Use Review Item (1) Size and location of the site

The Hotel and SF shall maintain the following size restrictions:

	UEs	square footage (SF) equivalent	notes
Residential (SINGLE FAMILY)	48.5	97,000	5,388 SF above grade per each single family residential lot plus basements and garages (see LMC definition current in 2017)
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<b>Total Residential</b>	<b>98.5</b>	<b>197,000</b>	
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Mid-station		7,500	Only resort commercial uses (per LMC definition current in 2017) allowed; minimal parking (employees only)

### Single Family Homes

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- 97,000 residential UE equivalent square feet max and ~~129,600~~**135,000** total gross square feet max for the 18 lots (based on average 5,388SF UE equivalent and average ~~1,812~~**2,112** SF for basement and garage times 18 lots).
- Maximum house size is 11,000 gross square feet (including for combined lots), including basements and garages that may be no larger than 600 square feet.
  - Home size may vary between each site.
  - Homes sizes per lot will be established at the time of the subdivision process

- Total of all home sizes may not exceed to total 129,600 SF
- If lots are combined, the home cannot exceed 11,000 gross SF; and the gross SF deduction from the 126,900 will be calculated at 0.5 multiplier of the average 7,200 gross SF plus the actual gross home size (14,600 max)
- Staff recommended Accessory Apartments or Accessory Structures are not permitted; Park City II requests they be permitted.
- Maximum building height for the Estate Zone is 28 feet (33 feet for 4:12 pitch or greater). A Structure shall have a maximum height of forty feet (40') measured from the lowest finish floor plane to the point of the highest wall top plate that supports the ceiling joists or roof rafters.
- Platted easement will be required for ski access, conservation of open space, and required infrastructure/utilities.
- Requirements for Emergency Access Roads and Easements are required to be met in an administratively approved Emergency Response Plan by both the City's Building Official and the Park City Fire District prior to submitting building permit applications.
- Construction Mitigation Plan (CMP) is required to be approved by the Building Official and Planning Director prior to issuance of a building permit.
- Design Review Board review and approval for compliance with the Historic District Guidelines.
- Front yard set-back reduced to 10' minimum.
- Defensible Space Plan is required with building permit application.
- Landscape Plan required with building permit application.
- Building Pad is identified on the plat with the ability to revise it at the time of building permit within the specified parameters of the approved plat.
- Max home footprint of 4,000 SF each lot and 6,000 SF for combined lots – reduced proportionally if more than 18 lots are proposed at the time of the subdivision (Note additional home lots would increase the employee housing obligation).
- Limits of Disturbance areas are limited to within 20 feet of the building foundation except for driveways, utilities, ski access, paths, etc.
- Utility and Infrastructure Plan to be reviewed and approved prior to the plat recordation.
- The maximum Building Footprint per LMC definition shall be four thousand (4,000) square feet including garages, which shall not exceed 600 square feet.

### **Conditional Use Review Item (2) Traffic Considerations**

With the development of the project traffic will increase. This was the subject of much discussion and analysis during the MPD and Conditional Use process. Effects of traffic



increase are identified during construction, and operations. Potential effects are also identified on emergency operations.

Conditions to mitigate the effect of traffic are listed in the following outline:

**Construction/Temporary Impacts- Construction mitigation plans are required prior to building permit issuance and must include the following for the Hotel, with separate triggers for Road and when a pre-determined amount of SF are under construction at the same time:**

- **Construction Worker Access**

*Description:* Offsite parking location and provide direct shuttle access from said lot to the project site for the entire duration of the construction phase of the project; parking may not displace code required project parking for other projects. All contractors shall deliver and store appropriate materials and trade tools on the site (tool storage facility) as to facilitate shuttle access and utilization to the site for and by workers.

- **Construction Material Delivery**

*Description* – The project proponent shall quantify maximum number of deliveries per day and develop a delivery plan with routes and set times of day for deliveries that avoid the AM and PM peak periods identified in the Traffic Analysis. These shall be adjusted based on winter and summer seasons. No deliveries shall occur on weekends, Tier 3 events, and/or holidays, unless approved by the Chief Building Official. All construction access routes shall be reviewed and approved by the City Engineer. No staging of deliveries or loading on public streets or Rights of Way. Delivery vehicles are prohibited from loading or unloading on public streets. Specify delivery and onsite construction equipment with “white noise” back-up alarms. Contractor shall modify the Manor/Lowell Avenue and Manor/Empire Avenue intersections, as approved by the City Engineer so all construction vehicles can fit through the intersections without crossing into on-coming lanes. Contractor shall restore these intersections upon completion of the construction, in addition to ROW repair consistent with the MPD. Construction access shall only be through Lowell Avenue south of Manor Way.

Contractor shall be required to log time and quantity of all material delivered to or exported from site. All trucks shall be easily identifiable to the public and City inspectors by unique number and signage. An offsite staging area and delivery plan shall be required for specified work/deliveries.

- **Impact Construction Equipment Access and Activities**

*Description:* Winter access to and around the site is constrained due to skier traffic and winter maintenance operations. Additionally, the site is on steep slopes that can be prone to erosion and instability posing threats to the

environment and public safety. Traffic Control Plan shall identify flaggers at the following intersections:

- Manor and Lowell Avenue
- Manor and Empire Avenue
- Construction ingress and egress

**Permanent Ongoing Project Related Impacts:**

- **Impact Service and Supply Deliveries**

**Description:** Routine deliveries to the site associated with the operation of the development following construction have the potential to adversely impact neighborhood quality of life, traffic operations, and City infrastructure. Non ski season deliveries (April 15 – November 15) shall only occur from \_\_\_\_\_. Deliveries shall not take place from 8 a.m. to 10 a.m. and from 2 p.m. to 6 p.m. during ski season. Prohibit deliveries from using east/west side streets.

- **Employee Access and Trips**

**Description:** Employees required for the day to day operations of the development have potential to generate additional daily vehicle trips to the site. Given the twenty-four (24) hour nature of the operations, additional trips have the potential to occur with shift changes. The project applicant shall develop a Transportation Demand Management Plan for submittal and approval by the Park City Transportation Planning Manager. Plan shall include strategies to reduce both visitor and employee trips and shall include the designation of a Transportation Demand Manager. The plan shall identify employee offsite park-and-ride location and shuttle service for all shifts and shift changes. The plan shall include an annual monitoring and reporting program.

- **Residential and Emergency Access**

**Description:** An Emergency Access and Evacuation Plan shall be prepared and submitted for review and approval by the Park City Chief Building Official, Park City Fire District, Park City Police Department, and Park City Emergency Manager.

- **On-Site Guest Access and Trips**

**Description:** Reduce trips to and from the site via mass transit and/or transportation demand management (TDM) strategies and programs. Project applicant and/or future operator shall provide dedicated airport shuttle during peak arrival and departure times associated with both the development and the Salt Lake City International Airport enplanements. Master HOA/Owner and/or future operator shall provide onsite alternative transportation options, including but not limited, to local courtesy shuttles, car share, vanpools, bike share for local trips and/or connections to Park City Transit's fixed route system.

- **External Trips**

**Description:** Develop and implement programs and strategies to dis-incentivize, manage, and/or restrict external trips generated by proposed accessory uses. Hotel and/or future operator shall maintain an entry gate and provide valet parking for guests to manage parking, including the flow of arrivals and departures. Special events shall be limited during construction. A parking manager shall also be designated to manage an internal parking permit program limited to guests, management, and employees living on-site per the approved Master Plan.

**Additional:**

Transportation Mitigation Effectiveness Monitoring

Vehicle counts collected from the Gate and Hotel operation, and reported during one winter and one summer weekly count period along with the Level of Service (LOS) calculation will be provided. Vehicle occupancy will be summarized in a report that indicates patterns of people per vehicle during the count period.

- On-site, daily, and park and ride counts for the winter season. In summer, parking counts for special events.
- Data on employee and day skier transit ridership that summarizes the annual use patterns. The percentage of transit ridership to total day skiers and employee trips.
- Summary of private lodging transportation ridership.
- Tabulation of guest surveys describing the length of stay, number of people in the party, mode of arrival, number of vehicle occupants, and number of trips made during their stay.
- A report on annual training programs for employees related to transportation and designation of TDM manager.
- A status report on the Transportation Demand Management program indicating compliance and overall effectiveness with the provisions of the program.
- Annual recommendations on modifications to mitigation measures and other adaptive management strategies

The strategies included in the TDM will be monitored to ensure the goals and objectives of the program are being met. The data that is collected throughout the ski season will be reported to the Park City Planning Staff in the annual monitoring report. The report will tabulate data in a manner that specifically compares it to the Standard and Condition to which it applies. The report will keep a running tabulation of previous years so that comparisons can be made and trends identified.

Two Year Consideration

The results of the reporting will be considered over a two year period prior to making any adjustments to the strategies identified in the TDM to account for any

*anomalies that may occur from one year to another (i.e. snow conditions, economic conditions, etc.). Adjustments and reports summaries will be provided to Planning Commission and City Council.*

*Additional information shall be provided on employee transit ridership, including a summary of estimated ridership from park and ride(s).*

### **Conditional Use Review Item (3) utility capacity**

Improvements to the public water and sewer systems were established in the MPD approvals. Storm water improvement requirements have not yet been finalized. Improvement for fiber, cable and telephone has not yet been established.

All utilities to be constructed in public Right of Way to be completed during the second year of construction and in a one year period. Closures of public roads will be required to provide a plan to maintain emergency serve access at the pre-construction level. Plan to be approved by Chief Building Official, Fire Marshall and City Engineer.

### **Conditional Use Review Item (4) Emergency vehicle access**

Emergency vehicle access must be maintained at all times, including pre-construction. A plan to be approved by the Chief Building Official, Fire Marshal and City Engineer shall be approved before any Building Permits are issued.

Adequate hard-surfaced space for maneuvering full-size public snow removal equipment shall be maintained by the project on any portion of the site adjacent to Rights- of Way. Design of the space shall be approved by the City Engineer. Project is responsible for snow removal and maintenance. Area shall not be used for construction or material staging. Space shall be completed during year one of the hotel construction.

### **Conditional Use Review Item (5) parking**

Project parking is entirely on-site. Parking required by the Land Management Code is provided. Operational plans are required to assure that all project parking remains on site. The Operational Plan shall identify all parking uses, including valet, employee resort vehicles, resort maintenance vehicles including number and size of spaces. The plan shall include employee parking areas off site, constructed in accordance with the Land Management Code, the number and daily schedule of employees shuttle coordinated to avoid peak operation times of the ski area and to meet employee work shifts. The Operational Plan is required to be approved by the Planning Director and City Engineer prior to building permit issuance. Enforcement of the plan is a condition of the business license. All resort vehicles are to be identified and individually numbered. Any Valet parking shall have a plan approved by the City Engineer and a condition of the business licenses. Plan shall establish a limit on the number of valet spaces and shall include staging spaces for shared-ride services.

None of the parking spaces shall be utilized for storage, including resort maintenance vehicles unless identified in the Operational Plan.

**Conditional Use Review Item (6) internal circulation**

[Pending final road and trail configuration]

**Conditional Use Review Item (7) fencing, landscaping**

The SPMP required that a detailed landscape plan be submitted at the time of Conditional Use review. Plantings are to be reviewed for their ability to provide visual interest and blend with existing native materials. A detailed landscape plan has not been submitted. Specific plant materials and detailed construction documentation for cut slopes over 6 feet in height. City may retain independent qualified reviewer(s) to assist in plan review and compliance during construction. Materials and documentation to be submitted and approved prior to building permit issuance.

Conditions for mitigation are designed to reflect the stated purposed of the MPD, the Conditional Use process, General Plan and underlying zones. Plant materials shall be drought –tolerant, non-invasive and produce the project screening objects graphically represented in the SPMP CUP process. Plant materials shall conform to the adopted Forest Management Plan. Any deviations to be approved by the Planning Director.

Limits of Disturbance fencing must be maintained in a good condition and must screen construction activities. Along public Rights of way Limits of Disturbance fencing shall be no less than 8 feet in height. No advertising is allowed except for permitted construction signs.

Fencing in open space areas to be approved by the Chief Building Official. Construction or permanent fencing to reduce impacts to wildlife movement including small mammals consistent with published data.

All Open Space zoned lands outside the subdivision and all trails within the subdivisions to be open to the public, except during required closures for construction or maintenance.

**Conditional Use Review Item (8) building mass, bulk location, orientation**

Previous conditions established in Review Items 1, 7, 9, 12, and 15 are incorporated by reference.

A Design Review Task Force shall be established, similar to previous Town Lift Design Review Task force, which reviewed previous phase of the SPMP shall be established by the City Council prior to any review of building permits. Task Force shall review buildings for consistency with the parameters of the MPD, as amended hearing, and Historic District Guidelines as applicable.

**Conditional Use Review Item (9) open space**

All ski run construction is subject to subsequent Conditional Use Permits. Ski run or stockpile grading shall not change the apparent ridgelines. As part of the Conditional Use Permit review for ski runs and stockpile areas, plans for the removal and reestablishment of tree and brush cover, storage of downed trees and topsoil to be established. All stockpile areas for this material shall be in areas of the site previously disturbed. Stockpile areas shall not disrupt drainages. Other than permitted stockpile areas and ski run and ski lift equipment (during construction, lift towers, communications, snowmaking equipment etc.) no construction material may be stored in Recreation Open Space.

#### **Conditional Use Review Item (10) signs, lighting**

A Master Sign Plan, in accordance with the Municipal Code is required; such sign plan shall meet the criteria for signs in the Historic District and limit illumination. Construction and Marketing signs are to be consistent with municipal sign code. Construction signs shall include construction contact information and contact information of the independent parking management company.

To mitigate lighting impacts, project shall be compliant with dark sky, night sky requirements to be approved by the Planning Director. A lighting plan for outdoor plazas shall be submitted and approved by the Planning Director. Compliance with the Lighting section of the Land Management Code in effect at the time of submittal of the plan is required. Garage entrances light sources shall be shield to prevent light trespass to rights of way. Glazing is not permitted in garage doors. Glazing to reduce glare from buildings is required at time of building permit application.

#### **Conditional Use Review Item (11) physical design**

The review item is interrelated to Conditions relating to Building Area Boundary, size and scale of excavations, mass bulk and scale and Historic District guidelines, as applicable.

Refer to the Introduction section of this report. Compliance will be determined by the Town Lift Design Review Task Force under criteria in the SPMP and these Conditions.

#### **Conditional Use Review Item (12) noise, vibration, mechanical factors**

Noise and mechanical factors will occur from the beginning of construction through to completion. Depending on phasing and construction conditions, these effects may last up to eight years or longer if construction is deferred or halted for a period of time. As part of the hotel and road CMPs, the applicant must supply a management strategy that restricts the dates and times of construction operation, location of material processing plants, noise and emission controls on vehicles and equipment.

#### **Conditional Use Review Item (13) delivery and service vehicles**

Delivery conditions are found under Traffic Conditions 4, 5, 12 (Construction / Temporary Impacts), and 21 (Permanent Ongoing Project Related Impacts).

### **Conditional Use Review Item (14) ownership**

Due to the size of the project, potential for multiple ownerships, and management of common areas, a master owners association must be established and funded in conjunction with the subdivision.

### **Conditional Use Review Item (15) Sensitive Lands, slope retention, topography**

Placement of the volume of fill on slopes is subject to the recommendations of a licensed geotechnical engineer, including preparation of the site for disposal, temporary and permanent runoff controls and a mechanism for assurance of the maintenance of the runoff controls. The engineer or authorized representation is to be on-site at the fill placement zones at all times when fills exceed 3 feet.

Grading must blend with existing topography such that contact areas between existing grades and final grades a relative similarity, abrupt edges are not allowed. Surface drainages outside of existing ski runs are to be avoided.

The applicant shall prepare a financial guarantee in a form acceptable to the City indemnify in the City from and damage due to soil movement and a mechanism to fund repairs or stabilization within the Master HOA.

### **Draft Regulatory Control Table**

<b>CUP Criteria</b>	<b>Plan Required</b>	<b>Review Authority</b>	<b>Date Required</b>	
(1) Size and Location	N/a			
(2) Traffic	Construction staging plan	Building Official	Building Permit	
(2) Traffic	Construction Traffic / Parking	Building Official City Engineer	Building Permit	Third Party on-site
(3) Utility capacity	Road closure Plan	Building Official City Engineer Fire Marshal	Building Permit	
(4) Emergency vehicle access	Emergency Vehicle Plan and staging	Building Official City Engineer Fire Marshal	On-going	
(4) Emergency vehicle access	ROW snow removal and turn around	City Engineer	Building Permit	
(5) parking	Parking Operational Plan	Planning Director City Engineer	Building Permit	
(6) internal circulation	Gondola operations	Planning Director	Building Permit	

CUP Criteria	Plan Required	Review Authority	Date Required	
		Business license		
(7) fencing, landscaping	Landscape plan	Planning Director City Engineer	Building Permit	
(7) fencing, landscaping	fencing	Building Official	Building Permit	
(7) fencing, landscaping	Forest Health Plan	Planning Director City Engineer Fire Marshal	Building Permit	
(8) building, mass, scale	design	Town Lift DRT	Building Permit	
(9) open space	Ski run CUP	Planning Commission	Building permit	
(10) signs, lighting	Master Sign Plan	Planning Director	Building permit	
(10) signs, lighting	Lighting Plan	Planning Director	Building Permit	
(11) physical design	design	Town Lift DRT	Building Permit	
(12) noise, vibration	Noise and vibration control plan	Building Official	Building permit	
(13) delivery vehicles		City Engineer	Building Permit	
(14) ownership	Master HOA	City Attorney	Building Permit	
(15) Sensitive Lands	Grading and contaminated soils plan	City Engineer Planning Director	Building Permit	



## Exhibit D

### Treasure Hill Alternative Plan – Planning Commission Meeting January 17, 2018

#### Public Comment

- Include something in project to help Main St. merchants (connection)
  - Not possible within the DA
- Do not include uses that take away from Main St. (ski shop, coffee shop)
  - Staff has attempted to limit additional commercial activities at the proposed mid-station: square footage, parking, limited F&B, and a gated and private road that prevents the public from using the location for retail purposes
- Define use and configuration of the 5,000SF of meeting space (smaller or larger meetings?)
  - LMC allows for meeting space (5,000SF)
- Do not allow additional 5% of hotel net SF (100,000SF)
  - LMC allows for support commercial use (5,000SF)
- Do not allow mid-station new uses - 10,000SF of additional support commercial development
  - LMC allows for Resort Accessory
- Why so much back-of –house space for hotel and single family houses
  - Negotiated and based on other projects
- Why do new codes and new parking information come into this development proposal – stick to SPMP and 2004 LMC
  - Negotiated under existing LMC
- Why is the City presenting Park City II plans?
  - Council directed staff to create the best possible plan with remaining density and reduce/mitigate community impacts to the extent possible
- Need more clarity on proposal: mid-station; time frames; road impacts to neighboring properties
  - Mid-station see above
  - Road impacts see CMP
  - Timeframes - decision on alternative by end of January, 2018
- No people parking at mid-station or uses that would attract people to park on Lowell or Empire
  - Limited to employee only – negotiated.
  - LMC does not require separate parking requirements for Resort Accessory – anticipated in outdoor recreation facility parking calculation that establishes the base area parking
- Is the access road going to be lit – all night?
  - Exterior lighting will meet the requirements of the dark sky requirements.
- Will the lift run later hours?
  - Park City II nor the City are the owner of the ski lift
- Is this really a boutique hotel proposal – does it meet the definition?
  - No definition of Boutique Hotel in the LMS

- No meeting space was allowed in SPMP correct, so why allow it in this proposal?
  - SPMP did allow for some meeting space
  - LMC allows for meeting space (5,000SF)
- 5,000SF meeting room can hold up to 833 people at a cocktail style standing event – large event with significant impacts; how will the meeting rooms be configured and how much traffic will it generate?
  - LMC allows for meeting space (5,000SF)
- What more can be done to alleviate the traffic?
  - Private, gated road not open to the public
  - Nothing to preclude future Old Town connections
  - Under parked – employee and guest trip generation plan

Planning Commission – What needs to be addressed?

- Access Roads – nailed down
  - See road plan
- Massing, bulk, and scale of project
  - Applicant to show potential massing
- Retaining walls – heights and locations
  - See road plan
- Define uses of meeting space
  - LMC allows for meeting space (5,000SF)
- Better understand mid-station (maybe a policy decision of the CC) and need to be viable and worthwhile
  - LMC allows for Resort Accessory
- Define area of disturbance – where and to what depth
  - Single Family Homes gross SF cap established
- Get an in-person update next meeting from City Engineer and Transportation Planning Manager on the traffic impacts that remain – project will still require mitigations
  - See above
- People mover connection or some connection from mid-station to Main St. is vital but do not agree with any commercial uses or parking (including for employees) in the mid-station location
  - Nothing to preclude connectivity with Old Town
  - Incentive to under park if better connectivity is provided
- Pros and cons of access road alignments; which one results in least excavation and lowest retaining walls? Which ones avoid mine site waste material?
  - See road plan(s)
- What is planned for street lights?
  - All site lighting will meet the dark sky design requirements.
- What is the width of the access road?
  - 30ft: 20ft of pavement and 5ft each side to push snow
- What is the gross SF of the residential single family homes?
  - 129,600 gross square feet maximum for 18 single family homes; or an average of 7,200 each.
- Parking reduction, especially related to the people mover at mid-station, is unclear

- By code
  - 25% with plans for guests and employee
  - Up to 35% with people mover type of connectivity
- What are the conditions proposed around mitigating the meeting space? Shuttles required to events?
  - LMC allows for meeting space (5,000SF) and is considered in the parking calculations
- Residential home lot sizes?
  - TBD
- Employee housing – what is the configuration on the site? Multiple buildings?
  - Approx. 8K-12K requirement
  - Two obligations – 1) residential and 2) commercial
  - Fulfillment required prior to Certificate of occupancy – on-site or off-site but w/Housing Authority approval
  - Allow fulfillment separately, or group altogether (for example, all in hotel ok)
- 3D model of the proposal is important to understanding the impacts (access road and hotel massing) – how tall is the hotel?
  - See road plan
  - Hotel massing work in-progress
- How does the mid-station actually function if it is not serving the hotel without a people connection?
  - TBD – not sure what the future lift plans will be.

Exhibit E

January 10<sup>th</sup> and 17<sup>th</sup> Planning Commission Presentations

[Link to January 10<sup>th</sup> Presentation](#)

[Link to January 17<sup>th</sup> Presentation](#)

Exhibit F – Sizes of Other Park City Hotels and Close Proximity Single Family Homes

	<b>Proposed Treasure</b> 197 Res. UEs & 19 Com. UEs = 413k SF		<b>Montage</b> 183 Res. UEs & 63 Com. UEs = 429K SF	
	SF	%	SF	%
Total Residential	393,911	39%	370,235	39%
Total Commercial (5%) + UEs	52,275	5%	57,569	6%
Total Meeting	16,127	2%	21,187	2%
Total Parking	245,063	24%	210,821	22%
Total Internal Circulation	173,210	17%	93,865	10%
Total Back of House	136,301	13%	193,157	20%
Deck/Outdoor Space/Attic	NA	NA	NA	NA
<b>Total</b>	1,016,887	100%	946,834	100%

	<b>St. Regis</b> 130 Res. UEs & 0 Com. UEs = 260K SF		<b>Sky Lodge</b> 23 Res. UEs & 14 Com. UEs = 37k SF	
	SF	%	SF	%
Total Residential	186,937	44%	43,419	48%
Total Commercial	43,023	10%	4,953	5%
Total Meeting	0	0%	3,493	4%
Total Parking	51,486	12%	17,188	19%
Total Internal Circulation	49,583	12%	9,220	10%
Total Back of House	95,196	22%	12,649	14%
Deck/Outdoor Space/Attic	(Deck = 25K)	NA	NA	NA
<b>Total</b>	426,225	100%	90,922	100%

	<b>Yarrow (approved MPD)</b> ? Res. UEs & ? Com. UEs		<b>Marriott Mountainside</b> ? Res. UEs & ? Com. UEs	
	SF	%	SF	%
Total Residential	143,522	43%	206,800	54%
Total Commercial	33,094	10%	0	0%
Total Meeting	0	0%	300	0%
Total Parking	84,095	25%	64,926	17%
Total Internal Circulation	52,655	16%	60,713	16%
Total Back of House	19,997	6%	36,996	10%
Deck/Outdoor Space/Attic	(Deck = 53K)	NA	13,083	3%
<b>Total</b>	333,363	100%	382,818	100%

	<b>205 Main Street</b> 6 residential units		<b>333 Main Street</b> 15 res units + 2 com units + 15k of convertible	
	SF	%	SF	%
Total Residential	18,152	62%	31,747	32%
Total Commercial	0	0%	28,349	28%
Total Meeting	0	0%	0	0%
Total Parking	6,680	23%	4,374	4% 25 spaces
Total Internal Circulation	4,267	15%	8,056	8%
Total Back of House	0	0%	13,976	14%
Deck/Outdoor Space/Attic	NA	NA	13,493	13%
<b>Total</b>	29,099	100%	99,995	100%

Address	Serial No	Subdivision	Zoning	House Size (gross SF)	Lot Size (SF)	Footprint Max. (SF)	Platted LOD
200 King Rd.	THILL-1	Treasure Hill Sub. Phase I	HR-1 - MPD	vacant site	37,283	3,500 (per plat)	Platted "bldg area limits"
220 King	THILL-2-A-AM & THILL-2-B-AM	Treasure Hill Sub. Phase I	HR-1 - MPD	4,235 (Main) + 2,730+ (guest)	53,694	3,500 (per plat)	Platted "bldg area limits"
425 Norfolk	THILL-3-AM	Treasure Hill Sub. Phase I	HR-1 - MPD	3,881	56,851	3,500 (per plat)	Platted "bldg area limits"
375 Norfolk	THILL-4-AM	Treasure Hill Sub. Phase I	HR-1 - MPD	10,813	48,008	3,500 (per plat)	Platted "bldg area limits"
503 Woodside ½	THILL-II-6	Treasure Hill Sub. Phase II	HR-1 - MPD	9,161	34,565	3,500 (per plat)	Platted "bldg area limits" of 7,650
503 Woodside	THILL-II-7	Treasure Hill Sub. Phase II	HR-1 - MPD	9,214	40,298	3,500 (per plat)	Platted "bldg area limits" of 7,500
259 Norfolk	UPNS-3	Upper Norfolk Sub.	HR-1	4,400 approx. (under const.)	3,148.1 2	1318.9 (per LMC)	None
261 Norfolk	UPNS-2	Upper Norfolk Sub.	HR-1	4,000 approx. (under const.)	2,812.3 3	1,200.6 (per LMC)	None
263 Norfolk	UPNS-1	Upper Norfolk Sub.	HR-1	4,400 approx. (under const.)	2,812.3 3	1,200.6 (per LMC)	None