

Planning Department Staff Report



Subject: Parcel Numbers: PCA-S-98-PCMR-1, PCA-29-A, PCA-29-D, PCA-1003, SA-402-A, SA-253-B-2 – Park City Mountain
Application: PL-22-05145
Author: Lillian Lederer, Planner I
Date: April 25, 2022
Type of Item: Administrative Conditional Use Permit

Recommendation

(I) Review the proposed Administrative Conditional Use Permit; (II) conduct a public hearing; and (III) consider approving the Administrative Conditional Use Permit to replace the Eagle and Eaglet ski lifts with a new lift and to upgrade the Silverlode ski lift in the Recreation And Open Space (ROS) and Sensitive Land Overlay (SLO) Zone, based on the Draft Final Action Letter, Findings of Fact, Conclusions of Law, and Conditions of Approval (Exhibit A) and the 1998 Mountain Upgrade Plan.

Description

Applicant: Park City Mountain
Location: Parcel Numbers: PCA-S-98-PCMR-1, PCA-29-A, PCA-29-D, PCA-1003, SA-402-A, SA-253-B-2
Zoning District: Recreation and Open Space, Sensitive Land Overlay
Adjacent Land Uses: Recreation/Open Space
Reason for Review: The Planning Director reviews and approves Administrative Conditional Use Permits¹

ACUP	Administrative Conditional Use Permit
CCC	Comfortable Carrying Capacity
CUP	Conditional Use Permit
DA	Development Agreement
LMC	Land Management Code
MPD	Master Planned Development
MUP	Mountain Upgrade Plan
ROS	Recreation and Open Space
SLO	Sensitive Land Overlay

Terms that are capitalized as proper nouns throughout this staff report are defined in LMC

Background

Parcels PCA-S-98-PCMR-1, PCA-29-A, PCA-29-D, PCA-1003, SA-402-A, and SA-253-B-2 are a part of the Park City Mountain. On January 19, 2022 the Applicant submitted

¹ LMC § [15-1-11\(D\)](#)

an Administrative Conditional Use Permit applicant to replace the Eagle and Eaglet ski lifts with a new lift and to upgrade the Silverlode ski lift in the ROS and SLO. Staff deemed the Application complete on April 5, 2022.

Park City Mountain has a [1998 Development Agreement](#) (DA) that includes an approved [Mountain Upgrade Plan](#) (MUP). The MUP planned for and included ski lift upgrades regarding relative location for the lifts, and the Comfortable Carrying Capacity (CCC) for the Park City Side of the Resort.

The Comfortable Carrying Capacity (CCC) is a measurement analytic tool of the ski Resort to understand their daily carrying capacity of skiers on the mountain. The number compares several variables (such as ski lifts, trails, or staging capacities) that contribute to the mountain's carry capacity, and help to improve the skier experience. As stated on pages 11-12 of the DA, the DA allows for ski lift upgrades within the MUP to be reviewed and approved or rejected administratively (see Exhibit J), **if** the upgrades align with the criteria of the agreement:

1. Consistency with the Mountain Upgrade plan. The selection of lift transportation type shall be at the sole discretion of the Developer.
2. The Community Development Director may identify certain techniques as identified in the Park City Mountain Resort Resource Management Plan - Visual Management Guidelines to mitigate any impact to the view shed. The techniques include realignment, re-vegetation, and special silvacultural treatments between ski spaces to achieve the necessary blending. Traditional openings for ski trails and lifts with straight edges and uniform widths will be minimized to the greatest extent possible. Interconnected ski spaces of variable width and length, which are linked together in the fall-line to take advantage of the natural open spaces and vegetative conditions, islands and glades, natural or natural appearing trail edges, are preferred. Trails that are designed for base area return or circulation between fall line areas shall be designed for appropriate grades and widths consistent with minimizing visual impact.
3. Ski run lighting shall be consistent with the Park City lighting standards Glare shall be minimized to the greatest extent possible.
4. Lift towers shall be painted or otherwise treated to blend with the natural surroundings. The color black, as currently used on the Payday Lift, is considered to be the most appropriate. Other colors may be appropriate that are consistent with low contrast with the surrounding vegetation and terrain. Galvanized lift equipment shall be treated to minimize reflectivity.
5. Vegetation management, re-vegetation and erosion control techniques shall be designed in accordance with the Park City Mountain Resort Resource Management Plan - Vegetation Management Plan and Re-vegetation Guidelines. The objective shall be to achieve a vegetative condition that enhances the skier experience and long term forest health. Re-vegetation shall be designed to control erosion and to restore ground cover as quickly as possible after ground disturbing activities.
6. Parking. At all times Developer shall assure that it has adequate parking or has

implemented such other assurances, as provided in the Parking Mitigation Plan, to mitigate the impact of any proposed expansion of lift capacity.

The MUP allows for a maximum CCC of 13,700. A CCC update submitted by SE Group indicates that the Resort has a current CCC of 12,570 (Exhibit G), and that the Resort is operating within its allowed CCC outlined in the 1998 MUP.

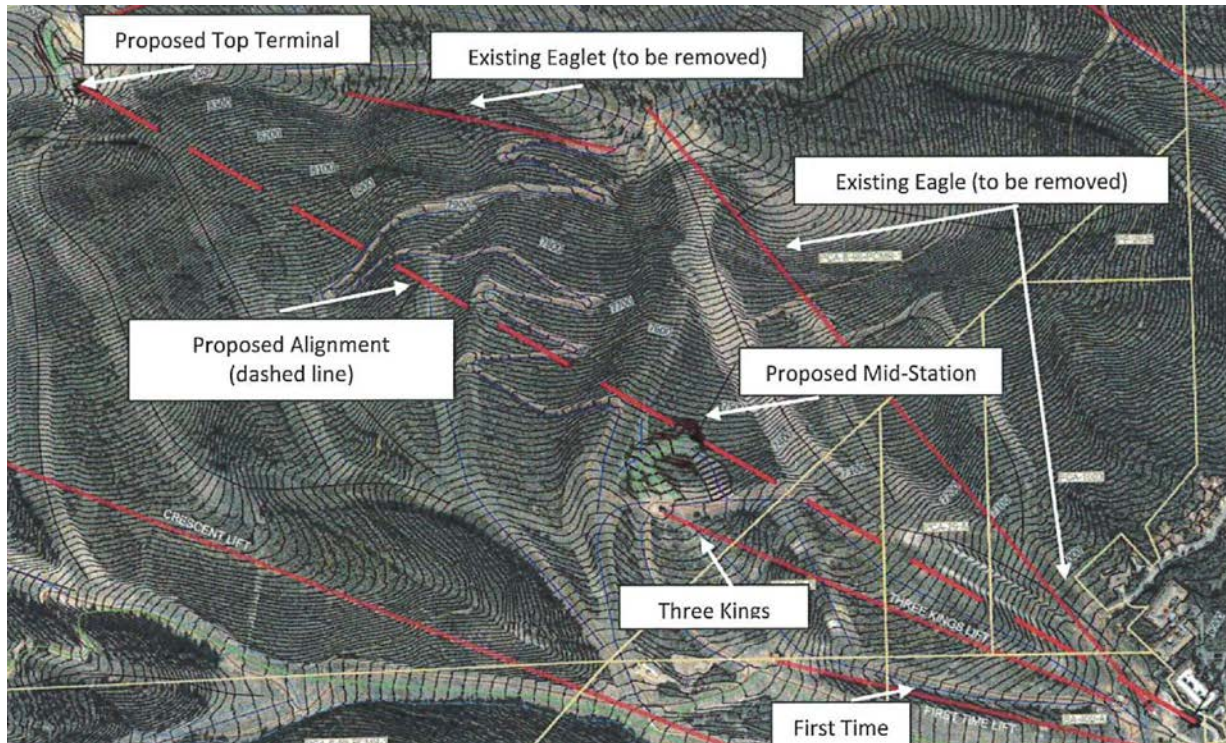
In 2015, PCM installed the Quicksilver Gondola, which was not included in the MUP. As the Gondola was not proposed in the MUP, it required Planning Commission review and approval.

Also in 2015, the Planning Department approved an Administrative Conditional Use Permit for the upgrades of King Con and Motherlode lifts. Both lift upgrades were outlined in and complied with the MUP, and the application was therefore reviewed and approved by staff administratively.

In 2008, PCM proposed installation of the Crescent lift. The location of the Crescent lift was not accounted for under the MUP, and therefore required Planning Commission review and approval.

Current Proposal

The existing Eagle and Eaglet lifts are proposed to be combined and replaced as one ski lift. The proposed Eagle lift would be upgraded from a four-person to a six-person chairlift, referred to as the Chondola lift in the MUP. The new Eagle (Chondola lift) is recorded in the MUP as a lift with up to 1230 CCCs. The Applicant's proposed lift will parallel the alignment of the originally planned Chondola, but will extend approximately half the length of the originally proposed line (see Exhibit C). The proposed lift will add 580, instead of 1230, CCCs, and will include an unload-only mid-station for skiers to access other parts of the mountain. The Eagle and Eaglet lifts will be dismantled and no longer in service (see Condition of Approval 9).



The Silverlode lift would remain in the same location, with a slightly new alignment due to new towers and footings. The lift would be upgraded from a six-person to an eight-person chairlift, and the CCC would increase from the current 1650 to 1820. The MUP allows the Silverlode lift to be upgraded to 2080 CCC, and therefore this proposed upgrade complies with the MUP.

Both proposed upgrades fall under the MUP (see Exhibits C, D, and E), and therefore are being reviewed administratively. According to Exhibit G, both upgrades are proposed to help alleviate the on-mountain traffic by increasing the number of skiers in the air, and taking more of them away from the lift lines. The Three Kings Lift CCC will be reduced due to additional out of base options with the new Eagle (Chondola lift). According to the Applicant, these upgrades are not proposed to increase the number of skiers on the mountain, but to enhance the on-mountain skier experience

Comfortable Carrying Capacity Analysis (see Exhibit H for full details)

Lift	1998 MUP	Current 2021/2022	Proposed 2022
<i>Silverlode</i>	2080	1650	1820
<i>Eagle</i>	250	90	-
<i>Eaglet</i>	-	50	-
<i>New Eagle (Chondola lift)</i>	1230	-	580
<i>Three Kings</i>	-	580	260
<i>Net Change</i>			+290 (2.3%)

Park City Staff hired a consultant, Ecosign, to confirm the CCC estimates provided by the Applicant. Ecosign determined the CCCs to be in close compliance with the provided data.

The number of skiers that can access the mountain will not be greatly impacted. The Applicant is not proposing additional parking. Per Ecosign's review, "An increase in CCC doesn't not directly cause an increase in business or in demand," and therefore does not create the need for additional parking (see Exhibit M).

Since the proposed lifts are within the scope of the MUP, and the CCCs stay beneath the total allowed CCCs, the proposed project complies with Criteria 1 of the DA for administrative staff-level review.

Analysis

(I) The proposal complies with the Recreation And Open Space Zoning District Requirements outlined in LMC Chapter [15-2.7](#).

Passenger Tramway Stations and Ski Lifts are Conditional Uses per LMC § [15-2.7-2\(C\)](#). However, per the Master Planned Development for Park City Mountain, any ski lift upgrades consistent with the MUP are considered for review under an Administrative Conditional Use Permit (see Exhibit J).

Design Requirements- The plans dated April 5, 2022, meet the DA requirements for treatment and color which will be similar to existing lift equipment and galvanized (see Exhibit B).

Setbacks- All setbacks for the Recreation and Open Space Zone are 25'. The existing and proposed Eagle lift crosses parcels SA-402-A, PCA-1003, PCA-29-A, PCA-29-D, SA-253-B-2, and PCA-S-98-PCMR-1. The existing Silverlode and Eaglet lift lie entirely within parcel PCA-S-98-PCMR-1. The upgraded Silverlode and new Eagle (Chondola lift) will comply with required Setbacks (see Condition of Approval 8).

Height- The maximum building height for the Recreation and Open Space Zone is 28'. However, LMC § [15-2.7-4\(A\)\(3\)](#) states "[s]ki lift or tramway towers may extend above the maximum Zone Height subject to visual analysis and administrative approval by the Planning Director." See Exhibit I to view the Applicant's visual analysis.

The Planning Director determined that the lift towers that exceed height for the zone are appropriate and will have minimal additional impact in comparison to existing ski lifts towers (see Exhibit I).

(II) The proposal complies with the Sensitive Land Overlay Zoning District Requirements outlined in LMC Chapter [15-2.21](#).

The Applicant provided materials regarding Steep Slopes, Ridge Line Areas, wetlands,

Stream Corridors, Wildland interface, and wildlife habitat Areas (see Exhibit F).

- The proposed locations for the new Eagle (Chondola lift) towers fall on Very Steep Slopes; this is not an unusual practice for ski lifts and therefore, they are allowed for construction.
- The Silverlode lift will not change locations, and therefore the ridgeline view is not significantly impacted. Although the alignment is changing slightly, the new Eagle (Chondola lift) will have a similar route to the existing lifts, and the ridgeline view is also not significantly impacted when compared to existing conditions (see Exhibit B).
- There are no wetlands impacted.
- The existing streams will not be impacted.
- The Wildlife Habitat areas will not be significantly impacted due to the similar locations of the existing and proposed lifts and towers.
- Any removed vegetation will be mulched on-site or be taken off-site to reduce fuel loading and prevent wildfires. The Applicant will be required to replace any removed Significant Vegetation, as required in the SLO Zone (see Condition of Approval 4).

(III) The proposal complies with criteria outlined in LMC [§ 15-1-10\(E\)](#).

There are certain Uses that, because of unique characteristics or potential impacts on the municipality, surrounding neighbors, or adjacent land Uses, may not be Compatible in some Areas or may be Compatible only if certain conditions are required that mitigate or eliminate the detrimental impacts.

The Planning Director shall approve a Conditional Use if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed Use in accordance with applicable standards. The Planning Director may deny the Conditional Use if the proposed Use cannot be substantially mitigated by the proposal or imposition of reasonable conditions to achieve compliance with applicable standards. LMC [§ 15-1-10](#).

CUP Review Criteria	Analysis of Proposal
Size and Location of the Site	Complies: This is an existing Site, utilized for Outdoor Recreation within the Park City Mountain. No significant changes are being made to the site which already contains ski lifts.
Traffic	Complies: The Applicant's Parking Mitigation Plan includes traffic mitigation with the implementation of a paid parking reservation system (see Exhibit L).
Utility Capacity	Not Applicable
Emergency Vehicle Access	Complies: The ski lifts will not impede Emergency Vehicle Access.

Parking	Complies: Per the DA- Criteria 6- the Applicant must show that there is adequate parking. The Applicant has proposed parking mitigation for the next ski season, as seen in Exhibit L. Please see the analysis below.
Internal Vehicular and Pedestrian Circulation System	Complies: The upgraded lifts will help to move skiers up the mountain more quickly and work to improve the pedestrian circulation system. The Parking Mitigation Plan includes some internal vehicle mitigation.
Fencing, Screening, and Landscaping	Complies: See Condition of Approval 4.
Building Mass, Bulk, and Orientation	Complies: The proposed ski lifts are similar in location to the existing ski lifts, and do not significantly detract from the ridgeline.
Useable Open Space	Complies: The Useable Open Space will be minorly impacted, and the affected trails will be mitigated by the applicant (see Condition of Approval 5).
Signs and Lighting	Complies: There are no proposed or approved signs or lighting.
Physical Design and Compatibility with Surrounding Structures	Complies: The ski lifts will be compatible as conditioned with the surrounding structures.
Noise, Vibration, Odors, Stream, or Other Mechanical Factors	Complies: See Condition of Approval 6
Control of Delivery and Service Vehicles, Loading and Unloading Zones, and Screening of Trash and Recycling Pickup Areas	Not Applicable
Expected Ownership and Management	Complies: The Ownership is private.
Within and Adjoining the Site, Environmentally Sensitive Lands, Physical Mine Hazards, Historic Mine Waste, and Park City Soils Ordinance, Steep Slopes, and Appropriateness of the Proposed Structure to the Existing Topography of the Site	Complies: The Development Review Committee reviewed this project on February 1, 2022, and recommended the Forestry Board review the project. The Forestry Board reviewed this project on February 3, 2022, and requested information regarding vegetation debris removal, existing trail impacts, and Comfortable Carrying Capacity (see Exhibits F and G). The project complies with the conditions regarding the SLO Zone as analyzed above.

Reviewed for Consistency with the Goals and Objectives of the Park City General Plan	Complies: The proposed Use of the Site is consistent with the Goals of the General Plan in making Park City a world class ski destination.
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(IV) The proposal complies with criteria outlined in LMC § [15-4-18](#), Passenger Tramways And Ski Base Facilities.

Review Criteria	Analysis of Proposal
Ownership of Liftway	Complies: The Applicant has permission from the Owner of the property to upgrade the lifts.
Width	Complies: The new lifts will extend a distance of at least ten feet outward from the vertical plane (see Condition of Approval 7).
Base or Terminal Facilities	Complies: The base and terminal facilities of the ski lifts will not be constructed in the HR-1 or HRL zones.
Crossing of Public Roads	Complies: The ski lifts will not be constructed over public roads.
Utility Clearance	Complies: The ski lifts will not be constructed over any wires or utility lines.
Parking and Traffic Plans	Complies: Per the DA- criteria 6- the Applicant must show that there is adequate parking. The Applicant has proposed parking and traffic mitigation for the next ski season, as seen in Exhibit L.
Liftway Setback	Complies: The ski lifts do not encroach on existing dwellings, and meet the ten-foot setback requirement (see Condition of Approval 12).
State Regulation	Complies: See Condition of Approval 8.
Public Served Purpose	Complies: The purpose of the lift upgrades are to better improve skier's experiences on the mountain. It will reduce lift lines and times, and get skiers on the mountain quicker.

Parking- Although the Applicant's analysis of increased CCC does not indicate there will be an increase in parking demand associated with the proposed lift upgrades, the Applicant was required to submit a Parking Mitigation Plan (PMP) per LMC § 15-4-18(B)(6) and the DA. Criteria 6 of the DA requires assurance that there is adequate parking to mitigate the impact of any proposed expansion of lift capacity.

The Applicant submitted a Parking Mitigation Plan (dated April 19, 2022) that will be introduced for the 2022/2023 ski season. This plan includes, paid parking reservations, mobile ticket purchasing, and electronic notification and updates related to parking. The

PMP The plan also proposes moving 90 employee parking spaces to the parking lot on Munchkin Road.

The Applicant included data in their report that shows a reduction in parking demand by 11%, when paid parking is implemented. See Exhibit L for the full PMP. Staff considers this plan satisfactory and compliant for the proposed Eagle and Silverlode lift upgrades, and recommends Conditions of Approval 11, 13, 14, and 15.

(V) The proposal complies with the 1998 Development Agreement Criteria for an Administrative review of ski lift upgrades.

Criteria	Analysis of Proposal
<i>Criteria 1- Consistency with MUP</i>	Complies: The Planning Director finds the lift upgrades comply with the 1998 MUP and are within the allowed CCC for the Park City side of the Resort.
<i>Criteria 2- Visual impacts</i>	Complies: The Planning Director finds the visual impact of the lift upgrades have been minimized and are not more impactful than existing lifts being replaced/upgraded.
<i>Criteria 3- Lighting</i>	Complies: The Planning Director finds there is no proposed lighting.
<i>Criteria 4- Lift tower materials</i>	Complies: The Planning Director finds the lift towers will be treated to blend with the natural surroundings.
<i>Criteria 5- Vegetation management plans</i>	Complies: The Planning Director finds that vegetation removal will be mitigated.
<i>Criteria 6- Parking and traffic plans</i>	Complies: The Applicant submitted a Parking Mitigation Plan (PMP) dated April 19, 2022, that states that PCM will implement paid parking with a regulated reservation system starting the 2022/2023 ski season. This plan proposes to increase Average Vehicle Occupancy, carpool and transit use, and more effectively manage traffic and parking impacts. The Planning Director finds that the lift upgrades comply with the 1998 MUP and are within the allowed CCC for the Park City side of the Resort. The Planning Director finds that the PMP mitigates the impact of the lift upgrades.

Department Review

The Development Review Committee, Forestry Board, and Planning Department reviewed this application and did not identify issues with the proposed lift upgrades.

Notice

Staff published notice on the City's website and the Utah Public Notice website, and posted notice to the property on March 29, 2022. Staff mailed courtesy notice to adjacent property owners on March 29, 2022. LMC [§ 15-1-21](#).

Public Input

Public comments are compiled as Exhibit K. Public input will also be taken at the Administrative Public Hearing.

Alternatives

- The Planning Director may approve the Administrative Conditional Use Permit;
- The Planning Director may deny the Administrative Conditional Use Permit and direct staff to make Findings for the denial; or
- The Planning Director may request additional information and continue the discussion to a date uncertain.
- The Planning Director may defer the application to the Planning Commission to review as a Conditional Use Permit.

Exhibits

Exhibit A: Draft Final Action Letter

Exhibit B: Proposed Plans

Exhibit C: Mountain Upgrade Plan Figure IV-1 and Table IV-1

Exhibit D: Mountain Upgrade Plan Map

Exhibit E: Mountain Upgrade Plan Table IV-4 (CCC)

Exhibit F: Sensitive Lands Overlay Material

Exhibit G: SE Group Memo on Silverlode and Eagle Capacity

Exhibit H: PCM CCC Upgrading Plan

Exhibit I: Steep Slope Plans

Exhibit J: PCM Development Agreement (p. 11-13)

Exhibit K: Public Comments

Exhibit L: Lift Upgrade Parking Mitigation Plan

Exhibit M: Ecosign PCM CCC Review Report

Exhibit N: Planning Director Tower Heights Determination