

Planning Commission Staff Report

PARK CITY

1881

Author: Kirsten Whetstone
Subject: Treasure Hill CUP
Date: December 8, 2004
Type of Item: Administrative –Work session and Public Hearing

Summary Recommendations:

The planning staff requests the Commission review the applicant's revised plans (attached) and provide specific comment on compliance with the conditional use permit criterion # 11 (physical design and Compatibility with surrounding structures in Mass, scale, style, and design) as it relates to this project. Staff also requests the Commission conduct a public hearing and then continue the public hearing to the January 26, 2005, Planning Commission meeting. Staff will schedule a work session for January 12, 2005, to begin discussion regarding general architectural character as well as construction mitigation and phasing issues.

Description:

Topic:

Project Name: Treasure Hill CUP (Mid-station and Creole Gulch parcels of the Sweeney Properties Master Planned Development)
Applicant: MPE, Inc.
Location: Empire and Lowell Avenue switchback
Proposal: Request for approval of a CUP and preliminary subdivision plat for 197 UE residential and 19 UE commercial (approximately 282 condominium/townhouse/hotel suites ranging in size from 650 sf to >2,500 sf and approximately 19,000 sf (net) resort related support commercial uses), 473 parking spaces, and up to 10% of the gross floor area for meeting rooms and support uses. Resort related amenities are also proposed, such as pools, spas, etc. The proposal includes approximately 51 acres of dedicated open space for ski runs, trails, and passive use. The proposal includes a revised Town Lift chair lift/cabriolet people mover system.
Zoning: E-MPD (Sweeney Properties Master Planned Development) and ROS (Recreational Open Space)
Adjacent Uses: Ski resort and related uses, single-family residences, condominiums, bed & breakfast inns, and open space.
Date of Application: January 13, 2004
Project Planner: Kirsten Whetstone

Background:

Submittal and Meetings

The Treasure Hill CUP application was submitted to the Planning Department on January 13, 2004. The Planning Commission has conducted several (7) public hearings and has discussed various aspects of the proposal at five work sessions over the past year. Staff reports to date have provided an analysis of the 15 conditional use permit criteria identified in Section 15-1-10 of the Land Management Code. Staff and the applicants provided a detailed history of the Sweeney Properties Master Planned Development as well as a detailed description of the site, intended uses and site plan, building massing and height, fire and emergency access plans, strategies for creating separation from adjacent properties, circulation and traffic, capacity of existing Streets and utilities, parking, ski area amenities, among other items.

October 13, 2004 meeting

For the October 13 meeting the applicants presented at work session a revised visual analysis and computer generated massing model to address CUP criterion #11 (physical design and Compatibility with surrounding structures in Mass, scale, style, design, and architectural detailing). The applicants also guided the staff and Commission on a site visit. Staff and the applicants have agreed to focus the work session discussion at the December 8 meeting again on the building heights, mass, scale, setbacks, and orientation on the site with discussion of architectural character continued to the January 12, 2005, work session.

Subcommittee meeting

At the October 13 meeting several of the Planning Commissioners agreed to meet with staff to take a closer look at the building massing, heights, setbacks, etc. as well as the underlying MPD. On November 30th, the applicants presented the current set of plans (see attached) for staff and Commissioners O'Hara and Barth to review. It was helpful at that meeting to look back again at the specific height and elevation limitations approved with the underlying Master Planned Development, as well as some of the specific written language contained within the approval documents to better understand the intent (see attached).

Sweeney Properties Master Plan

Pertinent Sweeney Properties MPD information has been included with this report (see attached). Possible modifications to the MPD regarding height have been discussed at previous meeting and were again discussed at the November 30th meeting. Due to specific language (LMC Section 15-6-4 (l)) regarding changes to the MPD that "constitute a change in concept, density, unit type or configuration ..." staff believes that this LMC language would "justify review of the entire master plan and Development Agreement by the Planning Commission, unless otherwise specified in the Development Agreement" if additional building height exceptions were considered. For this reason the applicants have stayed within all approved height zones and at or below all set elevation limits.

Additionally, there is written documentation and findings specific to the approved heights and densities that are important to consider when reviewing this Conditional

Use Permit request. Densities were not only shed from the Treasure Hill hillside and slopes to the less visible area of the Creole Gulch, but density and heights were also shed from various Sweeney parcels in closer proximity to historic structures and Park Avenue/Main Street to maintain massing, height, and densities in these areas that are more compatible with the Historic District.

Conditional Use Permit Review

As presented at the August 25, September 22, and October 13 meetings, Staff has outlined below an analysis of the Treasure Hill CUP as it relates to Conditional Use Permit criterion 11 (staff comments are in italics) and requests specific comment from the Planning Commission on this criteria:

Criterion # 11 (physical design and Compatibility with surrounding structures in Mass, scale, style, design, and architectural detailing)

Staff requests discussion. This criterion should be considered in the context of the 1985-86 Sweeney Properties Master Plan approval, which shed density from the overall MPD property, including the steep slopes of Treasure Hill, primarily to the two parcels that make up the Treasure Hill CUP. These parcels were approved in the 1985-86 MPD as a resort area base, such as Snow Park, Silver Lake, and the Park City Mountain Resort village area, where typically, development is clustered in larger masses around landscaped open space, pedestrian plazas, and ski runs/trails, leaving significant open space around the perimeter, within the project, and beyond.

Typical solutions for clustering in this type of resort base area are to reduce overall building footprint, increase building height, and provide underground parking. This results in greater open space and limits the amount of disturbed area outside of the building footprints, while providing increased tourist-based density (bed base) in close proximity to resorts, ski lifts, ski runs, and other tourist amenities, such as restaurants, bars, shops, galleries, etc.

The approved MPD includes building height zones (see attached sheet 22 of the 85-86 MPD) as well as a maximum average height for the two areas within the MPD. The applicants have submitted a height matrix to demonstrate that the proposed site plan and building massing complies with the approved MPD height zones and overall average height requirements. The applicants have also produced two exhibits (see attached) that further describe the overall building heights and their relationship to both the existing grade and the approved height limitation zones.

Because much of the building mass has been placed into the hillside (below existing grade), with retaining (engineered and landscaped to meet standards still to be described in the conditions) occurring behind the buildings, the building heights from existing grade are relatively modest given the high-rise nature of these buildings (see attached sheet HL.2 showing roof heights vs. existing grade).

The overall site and building design includes elements of building massing, horizontal and vertical stepping, orientation and separation from surrounding buildings, and includes landscaping, screening, and additional setbacks to provide buffering and physical separation from adjacent structures to address compatibility.

These elements provide a design that addresses a strategy to integrate an intensive mixed use resort base area development into the context of an existing predominately historic residential district/neighborhood abutting this MPD. This existing neighborhood is a mix of new and historic single-family homes. Many of these homes have been recently constructed or renovated since the 1985-86 Sweeney Properties Master Plan discussions and approval by the City Council. V

There are also scattered duplexes, four-plexes, bed and breakfast inns, and other larger homes and buildings in the area. The project area is visible from the Historic District and Main Street Business District in a longer view. The MPD approval contemplated the largest building masses placed within the Creole gulch area where the sloping hillside can provide a backdrop to mitigate this additional height.

Written findings of the MPD approval also indicate that one of the intents of the approved massing and heights was to shed visible density off of both the Treasure Hill hillside above Old Town as well as off other Sweeney properties in closer proximity to Main Street and smaller historic properties. The MPD consolidated and clustered the density from 125 acres into a mixed use resort base area of about 15 acres (including the Sweeney Town Lift Plaza/Caledonian Condo area on Main Street).

At the August 11, September 22, and October 13, 2004 Commission meetings, the applicant presented sections through the project to demonstrate heights of surrounding buildings in comparison to heights of the proposed buildings. These sections also showed the horizontal and vertical separation. The current sections continue to reflect proposed changes, as follows (see attached):

- Lower the entire project into the ground by 2-3 feet and compress floor to floor dimensions to reduce entire heights by 5- 10 feet.*
- Shift building volumetrics from the northern edge to the center and back of the project, ie. On buildings 4a and 4b, several stories have been removed providing a series of 3 story steps. (Applicants are also looking at removing the northern most units of the second step to provide additional horizontal articulation.) The resulting building heights for the northern edge of 4a and for the eastern portion of 4b (where it is visible from the Garda's and Larson's decks) has been reduced to 30-35' in height from existing grade at the building edge. The second three story step in building 4b (increasing the height to 40-45' above excising grade) now occurs nearly 200' (horizontally) back from Lowell Avenue.*
- Providing horizontal stepping along sections of the northern most elevation of buildings 4a and 4b, by stepping the northern sections back*

- towards the south. On building 4a an entire floor on the northern half of the building has been removed, and the entire building has been lowered.
- Deleting one townhouse unit from 1C, lowering the height of 1B and lengthening 1B towards new 1C, this stretches the building out and lowers the overall height from the previous plan.
 - Increase and stagger project setbacks along the north property line providing 100-150' separation between the proposed buildings and the single family homes.
 - Decrease the heights of retaining walls through-out the project.

In terms of evaluating Compatibility of the overall design, staff also requested the applicant consider how the development fits into the community as a whole, as viewed from various vantage points (not specific SLO vantage points, but from areas of town where the project is visible, such as the Town Lift, Heber Avenue, City Park at Deer Valley Drive, Lowell Avenue, and from the Aerie).

The applicants have provided a computerized visual analysis from various locations and have presented this analysis at several meetings. The applicants will be prepared to show this analysis at the public hearing, for the public's information and comment.

The applicants worked diligently with staff to study the above listed strategies specifically as they relate to buildings 4A and 4B as they are the largest structures with closest proximity to adjacent residential structure.

Staff acknowledges that it will be difficult to achieve a project massing that is the same as or similar to the existing neighborhood context given the previously approved density and volumetrics set forth in the 1985-86 MPD.

The objective of this administrative application of the CUP criteria is to determine whether or not the proposed project provides sufficient stepping of building masses, reasonable horizontal and vertical separation between the proposed buildings and adjacent structures, an adequate peripheral buffer so as to limit the impacts of larger building masses in proximity to smaller adjacent structures.

The applicants have also identified specific strategies to address the Planning Department's concerns with the project's retaining wall system, including lowering the entire project, additional stepping to the walls, including areas for landscaping, and additional design concepts (use of different materials, stone work, timbers, etc) similar to those used at the Town Lift and the Transit Center.

SUMMARY

After an analysis of the proposed site plan, setbacks, and building massing, planning staff believes the revised plans for the Treasure Hill CUP do comply with the technical required setbacks, volumetrics, and height limitations as stated in the approved Sweeney MPD. Staff also believes that the general concepts for the cliff scape, retaining wall design concepts, and landscaping within the project and in

buffer areas will help to mitigate impacts on adjacent properties created by this project.

The purpose of the work session is to discuss CUP criterion #11 as outlined by staff above and for the Commission to provide specific comment. The Commission should also conduct a public hearing and consider any public input on this project.

Departmental Review

The Treasure Hill CUP and preliminary subdivision plat were discussed at staff review meetings on May 7 and October 14, 2003, and February 3, June 10, July 6, and September 22, 2004. Additional staff review meetings will be held in response to revised plans.

RECOMMENDATION

Staff requests the Commission review the applicant's revised plans and provide specific comment on compliance with conditional use permit criterion # 11 (physical design and Compatibility with surrounding structures in Mass, scale, style, and design). Staff also requests the Commission conduct a public hearing and then continue the public hearing to the January 26, 2005. Staff will schedule a work session for January 12, 2005, to begin discussion of general architectural character and construction mitigation and phasing issues.

Exhibit A- Revised Plans (Height analysis, cross sections, isometric drawing, Sheets 1 and 22 of the Sweeney MPD)

Exhibit B- Written Documentation from the approved Sweeney MPD