

Planning Commission Staff Report



Author: Kirsten Whetstone
Subject: Treasure Hill CUP
Date: January 12, 2005
Type of Item: Administrative –Work session and Public Hearing

Summary Recommendations:

The planning staff requests the Commission review the traffic studies submitted as part of the Treasure Hill CUP application. The traffic consultants will present an overview of the studies conducted and reviewed to date. The Commission should discuss the traffic studies and the recommendations, conduct a public hearing, and provide specific comment regarding traffic for the proposed project as it relates to compliance with conditional use permit criterion # 2 (traffic) and criterion #12 (service and delivery, etc.). The Commission should then continue the public hearing to the January 26, 2005.

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 (8) public hearings and has discussed various aspects of the proposal at six work sessions over the past year. Staff reports to date have provided an analysis of all 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, review of cross sections and neighborhood context, circulation and traffic, capacity of existing Streets and utilities, parking, ski area amenities, among other items. Traffic was discussed in detail at the July 14, 2004 meeting (see Exhibit A).

Conditional Use Permit Review

As presented at previous meetings, Staff has outlined below an analysis of the Treasure Hill CUP as it relates to Conditional Use Permit criteria #2 (traffic) and #13 (service and delivery) (staff comments are in italics) and requests specific comment from the Planning Commission on these criteria:

Traffic (Criterion #2)-Traffic considerations including capacity of the existing streets in the Area.

Staff is requesting comment and discussion of this criterion. The applicants submitted a traffic analysis (Treasure Hill Traffic Impact Analysis, July 2004 prepared by Project Engineering Consultants) of the proposed development and potential traffic impacts on Lowell and Empire Avenues, as well as on 6 associated intersections (see Exhibit B). The development gains primary access through an area (Park City Mountain Resort) which exhibits gridlock on peak skier days and peak hours (after 4pm on weekends and holiday weeks and weekends). Staff has reviewed the study and finds that the study adequately outlines the potential traffic on local streets, discusses the capacity of existing streets, and makes reasonable recommendations regarding methods to mitigate negative impacts.

It is important to note that the traffic figures in the study do include the service vehicle trips as well.

Staff has also reviewed the Three Intersection Study, accepted during approval of the Four Seasons CUP at Park City Mountain Resort. This study included the trip generation figures from the density of the approved Sweeney MPD (Treasure Hill Creole and Mid-station sites) (see Exhibit C) in a review of the Deer Valley Drive-Park Avenue, Three Kings Drive- Empire, and Three Kings Drive-Shadow Ridge Drive intersections.

The PEC traffic study summarizes that access streets (Lowell, Empire, and Park Avenues as well as Manor Way, Shadow Ridge, and Silver King Drive) and surrounding intersections will function adequately to transfer the project-

generated traffic to and from the Treasure Hill CUP site. The study includes base trip generation information, including traffic generated by employees and service vehicles, as well as project trip reduction information.

The traffic studies concludes that various elements of the project, such as the hotel resort nature of the proposed use; pedestrian connections to Main Street (ie. the cabriolet with the same hours as the City bus and improved stairway and pedestrian walkways; location on the ski runs (direct ski access); provision of private shuttle service; on-site centralized maintenance, housekeeping and laundry, landscape care, etc. will actually reduce the number of projected trips. The study identifies these reductions as realistic given the proposed use and location.

Existing traffic delay problems during peak periods are addressed in the traffic study report and recommendations are included for addressing these problems (for example, consideration of human traffic control as is often provided when major sporting events let out). Other measures may need to be taken in the future (such as consideration of additional turning lanes at major intersections) if such delays become more frequent and involve longer time periods, in order to assure favorable level of service in the traffic study area. A round about was proposed with the Four Seasons CUP to help traffic flow more smoothly.

Peak guest (to the project site) arrival times generally do not coincide with peak skier traffic, which currently impacts streets and intersections in the area, and therefore arriving project guests contribute less to this existing situation than additional future skiers arriving and leaving PCMR by car will. In the future, these traffic issues resulting from the pm peak traffic leaving (and potentially am peak arrivals) the Park City and Deer Valley Resorts may need to be addressed on a community wide basis.

A comparison of Figures 3, 4, 5, 6, and 7 show that the uphill traffic on Lowell (at the Manor Way intersection) is currently 213 (119 plus 94) on a typical ski day PM peak, and is projected to be 272 (112 plus 160) for the same time frame. The traffic study indicates downhill traffic on Empire at the Manor Way intersection, for the same time frame, to be existing at 57 (55 plus 2) and projected at 99 (97 plus 2).

At the Shadow Ridge and Empire Avenue intersection the existing downhill thru traffic is at 387 with a projected count of 463 on a typical ski day. On a typical non-ski day downhill traffic at Manor Way is 24 at the pm peak and is projected to be 66 for the same time frame. Other scenarios can be reviewed by comparing these Figures.

The traffic consultant will be prepared to go over these figures with the Commission and answer questions.

Currently, parking on Empire and Lowell can cause reductions in the level of

service for these streets in the winter due to excess snow accumulation and limited area for snow storage. If parking on the uphill side (west) of Lowell is restricted or prohibited during winter months, then an adequate street width could be maintained. As opposed to the on-street parking that occurs for service and delivery vehicles for the single family houses on Empire and Lowell Avenues, the Treasure Hill CUP plans provides for off-street, underground, out of view and out of hearing, areas for all service and delivery vehicles to the Treasure Hill resort. No service and delivery vehicles for the Treasure Hill CUP would occur on Empire or Lowell Avenues.

Traffic control measures for a project of this complexity need to be reviewed after each year of operation for a number of years to re-examine conclusions and determine whether changes need to be implemented. The City does not recommend changing the traffic circulation pattern on any of the access streets and does not recommend the creation of one-way streets. Various conditions of approval regarding annual review of the traffic and parking situation, including a review of the timing of recommended improvements, would be necessary for this project to comply with this criterion.

A comprehensive directional sign plan for this part of town (PCMR area) should be considered as well to direct traffic safely and efficiently. The applicants provided an addendum to the traffic study addressing some of the signing issues raised by staff at the July meeting. Amendments to the Sign Code may be necessary to permit some of these solutions (ie. to specifically allow directional signs to the Treasure Hill CUP in off-site locations) or other solutions may be necessary.

Service and Delivery (Criterion #12)- Control of delivery and service vehicles, loading and unloading zones, and Screening of trash pick-up Areas.

Staff is requesting comments and discussion of this criterion. Utilizing the underground parking structure for loading and unloading, as well as delivery, service, and waste management vehicles, greatly minimizes the impacts of this activity on surrounding properties. Having a centrally located area or areas for trash compaction, recycling, and pick-up allows all users and tenants of the Treasure Hill CUP to coordinate these related activities. Trash collection bins will need to be located in a convenient area within the parking structure.

Prior to final building permit issuance these functions and locations will need to be specified on the plans. Staff will direct the applicant to work with BFI to verify that the plan is acceptable and provide documentation from BFI as a condition of CUP approval.

Architectural details of any loading areas and associated garage doors shall be approved by the planning staff at the time of building permit review. This can be stipulated as a condition of approval.

The traffic study, discussed above, addresses service vehicles (ie. the projected traffic counts include service vehicles and employee vehicular trips- they are not broken out separately). It is reasonable to recommend a condition of approval that delivery and service shall occur at off-peak times, in terms of traffic.

In general, various conditions of approval will be required to address this criterion (such as service and delivery areas shall be located within the parking structure, an area for central recycling and waste management shall be identified and described, etc.). Staff will draft a list of conditions, similar to conditions applied to the Four Seasons CUP, Deer Crest Hotel CUP, Town Lift CUP, etc., to address impacts due to service and delivery activities, including waste management, recycling, and other important services. Centralized property management, in terms of cleaning, maintenance, laundry, landscaping, hot tub and pools, etc. services, are also proposed. This could significantly reduce the number of individual trips from these types of services. Conditions of approval can be drafted to stipulate centralization of these types of services, to the extent possible. Staff is requesting comments and input from the Commission on this criterion.

Providing a convenient and centrally located service and delivery area within the underground parking structure is an important element of the Treasure Hill CUP plans and will remove this activity from the existing streets, thus mitigating many of the impacts of this activity on the adjacent neighborhood.

SUMMARY

The purpose of the work session is to discuss CUP criteria #2 and #12 as outlined by staff above and for the Commission to provide specific comment. The Traffic consultant will be present to answer any questions that the Commission and public may have. 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 traffic studies and provide specific comment on compliance with conditional use permit criteria # 2 (traffic) and #12 (service and delivery, etc.). 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 26, 2005, to continue the previous discussion of general architectural character, volumetrics, and construction mitigation and phasing issues.

Exhibit A- Minutes of the July 14, 2004 meeting
Exhibit B- PEC Traffic Study
Exhibit C- Treasure Hill CUP site plan