# Planning Commission Staff Report



Subject: Treasure Project #: PL-08-00370

Authors: Francisco Astorga, AICP, Senior Planner

**Date:** 25 October 2017

Type of Item: Administrative – Conditional Use Permit

Refinement 17.2 Update

## **Summary Recommendations**

Staff recommends that the Planning Commission review the Treasure Conditional Use Permit (CUP) as outlined in this staff report. Staff recommends that the Planning Commission conduct a public hearing and continue the item to Planning Commission meeting date of November 8, 2017.

**Description** 

Property Owner: Sweeney Land Company and Park City II, LLC

represented by Patrick Sweeney

Location: Creole Gulch and Mid-station Sites

Sweeney Properties Master Plan

Zoning: Estate (E) District – Master Planned Development

Adjacent Land Use: Ski resort area and residential

Topic of Discussion: Transportation Update / Refinement 17.2 Update /

Planning Commission Outstanding Items

Reason for Review: Conditional Use Permits are required for development per

the Sweeney Properties Master Plan. Conditional Use

Permits are reviewed by the Park City Planning

Commission

#### Background

Refinement 17.2 plans were provided to the Planning Commission during the October 11, 2017 meeting for review with its accompanying documents: Comparison plans submitted on August 14, 2017, updated Written & Pictorial Explanation document submitted on August 18, 2017, photographs/simulations identified as Signature Still (SS), View Points (VP), and an update of the animation/model submitted to on September 1, 2017. All of these updates are to reflect Refinement 17.2 and are available online on the City's website, see the following hyperlinks:

- Link W Refinement 17.2 Plans received 2017.08.10
- Link X Refinement 17.2 Plans compared to 2009 Plans received 2017.08.14
- Link Y Written & Pictorial Explanation (Updated) received 2017.08.14
- Link Z Refinement 17.2 Signature Stills Renderings received 2017.09.01
- Link AA Refinement 17.2 View Points Renderings received 2017.09.01

Link BB – Refinement 17.2 Animation Model received 2017.09.01

### **Analysis**

During the October 11, 2017 Planning Commission meeting, the Commission requested that the Planning Department to provide an analysis of Refinement 17.2 and the Plans provided on the Sweeney Properties Master Plan (SPMP) produced by Eugene Woodruff. Staff prepared the following exhibits to allow the Planning Commission to compare the original SPMP approval plans/documents (Master Plan/Woodruff) and Refinement 17.2:

- <u>Link CC Sweeney Properties Master Plan (applicable sheets, includes various site plans, building sections, parking plans, height zone plan/parking table, and sample elevations)</u>
- <u>Link DD Refinement 17.2 Building Sections-Below Existing Grade</u>
  Measurements
- <u>Link EE Refinement 17.2 Building Sections-Perceived Height</u>
  <u>Measurements</u>

Specifically, the staff analysis is focused on the locations and arraignment of the building(s) height, bulk and mass comparisons between the 1985/ 1986 MPD and current version 17.2. Mass, bulk and scale are affected by the amounts of temporary and permanent excavation, the distance density is moved away from entry points, stepping buildings up and down slopes and "flat" areas of plazas and decks. The purpose of the review is for developing conclusions of compliance with the Master Plan and Conditional Use Permit Criteria (8) and (11). The initial breakdowns of the comparative versions of the Master Plan and V17.2 are shown below:

# Sweeney Properties Master Plan ["SPMP" or "master plan"] Diagram Breakdown

- 1. The SPMP site plans included as part of the approval record (sheet 2, 4, 5, 6, 7, 8, 9, 17, 22, 28, 29) show a building area boundary/development boundary for both the Town Lift Mid-Station and the Creole-Gulch Sites.
- 2. The various site plans show a series of buildings located at both identified sites.
- 3. Creole-Gulch site plans show a main building connected with 3 separate wings and 3 smaller buildings; see sheet 17.
- 4. Mid-Station site plans show a main building with 2 separate areas and two smaller buildings; see sheet 17.
- 5. Creole-Gulch site plans show the creole ski run running through 2 wings of the main building. Site plan sheet 22 has the following note: "Where skit trail passes through building, opening to be a minimum of 40'-0" horizontal, 20'-0" vertical."
- 6. Mid-Station site plans show quitting time ski run running between the main building and the two (2) smaller buildings.

- 7. Both sites on sheet 17 (main site plan) show five (5) specified building sections. Building section A and B are within the Mid-Station site. Building section C, D, and E are within the Creole-Gulch site.
- 8. The five (5) building sections shown on sheet 18 indicate existing grade, maximum building height measured from natural grade (existing grade), and underground levels (shown in red).
- 9. All underground levels are show towards the front of each building; see sheet 18.
- 10. It is shown that the building sections on sheet 18 were all amended/changed to reflect the actual approval of the maximum building height reflected on sheet 22.
- 11. The plans include three (3) sheets of parking: sheet 19, 20, and 21.
- 12. The parking sheets include two (2) levels of parking at the Mid-Station site with 109 parking spaces. Levels connected via one (1) vehicular ramp.
- 13. The parking sheets include five (5) levels of parking at the Creole-Gulch site with 464 parking spaces. Lowest parking level is identified as the service level and is only accessed off one (1) vehicular entrance/exit. The other 4 parking levels are accessed via two (2) other vehicular entrances/exists and are connected via vehicular ramp system.
- 14. The parking sheets show the parking garages to be enclosed, towards the front of each building, mostly underground.
- 15. The Height Zone Plan sheet 22 shows the maximum building height areas/sectors with each corresponding maximum height, number of approved unit equivalents shown on each site, and Table 2: Modified Parking Standard, also Building Area Boundaries.
- 16. Sheet 23 and 24 are sample elevations for both sites.
- 17. The Mid-Station sample elevations sheet 23, comply with the building sections/height zone plan, measured from existing grade.
- 18. Sample elevations building A and B are in the Mid-Station site.
- 19. Sample elevation A shows excavation/re-grading existing grade at the periphery of the structure to final grade about half-way through the building at approximately 14 feet.
- 20. Sample elevation B does not show any re-grading along the periphery of the building elevation.
- 21. Sample elevations building C, D, and E are in the Creole-Gulch site.
- 22. Building C, D, and E elevations show re-grading existing grade as final grade is shown around the periphery of the building.
- 23. Building C existing grade is taken down approximately 24 feet towards the middle of the building at the periphery of the structure; see sheet 24.
- 24. Building D existing grade is taken down approximately 35 feet towards the middle of the building at the periphery of the structure; see sheet 24.
- 25. Building E existing grade is taken down approximately 25 feet towards the middle of the building at the periphery of the structure; see sheet 24.
- 26. Building C, D, and E start at existing grade, drop down towards the middle of each building as indicated above, and then final grade catches up to existing grade towards the back of each building.

- 27. Sample elevation C and E show compliance with the building sections/height zone plan, measured from existing grade. Sample elevation D was not updated/amended to show the adopted height as the change is indeed reflected on the building section sheet 17 and height zone plan sheet 22.
- 28. Sheet 28 and 29 show each ski run bi-furcating its corresponding site as well as the development boundaries.

# Refinement 17.2 Assessment

- 1. Refinement 17.2 site plan still contains substantial deviations from the site plan on the master plan. These changes do not align with the original intent nor mitigation efforts of the master plan.
- 2. Refinement 17.2 site plan has a large (flat) internal plaza with a swimming pool and other amenities.
- The SPMP site plans do not show such flat oriented amenities such as the increased plaza areas, swimming pool and other amenities. Increased and project-centric ski trails also add to site design inefficiencies not contemplated by the SPMP.
- 4. Refinement 17.2 building sections, sheet S.1 S.9, are not the same building sections shown on the master plan due to the change in number of buildings, building locations, etc.
- 5. Refinement 17.2 building sections show significant excavation/re-grading that sis not reflected on the master plan.
- 6. SPMP building sections show excavation towards the front of each building as the location of the two (2) parking garages is located towards the front.
- 7. Refinement 17.2 building sections show excavation throughout much, in some cases all, of the building footprint as summarized below:
  - a. Building section 1 shows a cut from existing grade of 47 feet, excluding the foundation, which is approximately 203 feet from the front property line.
  - b. Building section 2 shows a cut from existing grade of 86 feet, excluding the foundation, which is approximately 333 feet from the front property line.
  - c. Building section 3 shows a cut from existing grade of 88 feet, excluding the foundation.
  - d. Building section 4 shows a cut from existing grade of 97 feet, excluding the foundation, which is approximately 302 feet from the front property line.
  - e. Building section 5 shows a cut from existing grade of 85 feet, excluding the foundation, which is approximately 289 feet from the front property line.
  - f. Building section 6 shows a cut from existing grade of 95 feet, excluding the foundation, which is approximately 388 feet from the front property line.
  - g. Building section 7 shows a cut from existing grade of 51 feet, excluding the foundation, which is approximately 413 feet from the front property line.

- h. Building section 8 shows a cut from existing grade of 135 feet, excluding the foundation, which is approximately 409 feet from the front property line.
- 8. Refinement 17.2 building sections show significant cuts towards the rear of each building section.
- 9. SPMP plans do not show significant excavation throughout the building footprint or towards the rear of each building.
- 10. The perceived height of each building is significantly increased due to the proposed substantial excavation.
- 11. Within the Mid-Station site, the retaining walls/cliff-scape approach on the rear of Building 1B and 1C are all placed within the building area boundary / development boundary.
- 12. Within the Creole-Gulch site, the retaining walls/cliff-scape approach north and west of Building 4B and south of Building 5C straddle along this building area boundary / development boundary line.
- 13. The ability to place the entire retaining wall / cliff-scape system within the development area makes the walls taller/closer together.
- 14. The SPMP site plan did not have any indication of retaining walls / cliff-scapes.
- 15. As staff had the same concern with Refinement 2009, staff finds that the retaining walls / cliff-scape location need to take place within the building area boundary and not outside of this defined area as explained on the December 14, 2016 staff report.
- 16. The plan to utilize a haul road for placement of excavated materials and create a soil repository/mound above the project is inconsistent with the SPMP. See below for further discussion.

Discussion requested: Does the Planning Commission agree with the analysis listed above under Sweeney Properties Master Plan Diagram Breakdown and Refinement 17.2 Assessment? Staff can further expand on any of these comments as listed above.

# Ski Run Construction, and Constructability Changes

The 2015/ 2016 submittal included a constructability documents and a grading plan for the existing and proposed ski runs. The grading plan indicates a large soil repository / fill zone near the top of the Creole and mid- Kings Crown ski run. This area appears to include a significant proportion of the excavated fill material proposed to be placed in ski run areas. Staff is reviewing the height and volume of this area and will request additional information as to the purpose of this fill area and the effect, if any, on skier circulation. This fill zone does not appear as part of the 1985/1986 MPD approvals.

At the preceding Planning Commission hearing (October 11, 2017), the applicant presented changes to the constructability report. A significant change from the previous reports is replacing conveyor transport and placement of excavated materials to a haul road climbing the existing Kings Crown ski run and access roads to

fill placement areas in the Creole ski run. Staff will review these as part of the V17.2 submittal. Staff will request the applicant to provide areas of disturbance for the road system lengths of roadways and methods to restore disturbed areas not used for skiing or summer access. As noted in the previous meeting, this work is within the Recreation Open Space zone areas. Staff is reviewing the MPD for previous commitments to open space use.

On October 11, 2017 the Planning Commission repeated its request to the applicant for confirmation from the ski area operator that fill placement on ski runs and other areas is acceptable or allowed as part of lease agreements and will not decrease ski capacities or degrade operations.

#### Density

During the October 11, 2017 meeting, staff provided analysis of Refinement 17.2 density, as updated by the applicant. Staff indicated how much the applicant proposed in terms of residential, support commercial, lobby, accessory space/circulation/common space.

Discussion requested: Does the Planning Commission find that staff needs to explore further detail of allocated spaces? The applicant did not agree with staff and the Commission requested that they provide their reasoning as to the disagreement. By the time of this report, staff has not received their comments as to this subject.

# **Notice**

The property was posted and notice was mailed to property owners within 300 feet on May 11, 2016 for the initial meeting held on June 8, 2106. Legal notice was published in the Park Record according to requirements of the Land Management Code prior to every meeting.

# Public Input

Public input has been received by the time of this report. See the following hyperlink: Link A - Public Comments with public input received as of April 2016. All public comments are forwarded to the Planning Commission via the staff report link above and kept on file at the Planning Office. Planning staff will not typically respond directly to the public comments, but may choose to address substantive review issues in subsequent staff reports. There are four (4) methods for public input to the Planning Commission:

- Attending the Planning Commission meetings and giving comments in the public hearing portion of the meeting
- Preparing comments in an e-mail to treasure.comments@parkcity.org
- Visiting the Planning office and filling out a Treasure CUP project Comment Card
- Preparing a letter and mailing/delivering it to the Planning Office

# **Summary Recommendations**

Staff recommends that the Planning Commission review the Treasure Conditional Use Permit (CUP) as outlined in this staff report. Staff recommends that the Planning Commission conduct a public hearing and continue the item to a future Planning Commission meeting date of November 8, 2017.

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Hyperlinks
Link A - Public Comments
Link B - Approved Sweeney Properties Master Plan (Narrative)
Link C - Approved MPD Plans
Link D - Proposed Plans - Visualization Drawings1
      Sheet BP-01 The Big Picture
      Sheet V-1
                  Illustrative Plan
      Sheet V-2
                  Illustrative Pool Plaza Plan
      Sheet V-3
                  Upper Area 5 Pathways
      Sheet V-4
                  Plaza and Street Entry Plan
      Sheet V-5
                  Building 4b Cliffscape Area
      Sheet V-6
                  Exterior Circulation Plan
      Sheet V-7
                  Parking and Emergency Vehicular Access
      Sheet V-8
                  Internal Emergency Access Plan
      Sheet V-9
                  Internal Service Circulation
      Sheet V-10 Site Amenities Plan
      Sheet V-11
                  Usable Open Space with Development Parcels
      Sheet V-12
                  Separation-Fencing, Screening & Landscaping
      Sheet V-13 Noise Mitigation Diagrams
                  Signage & Lighting
      Sheet V-14
      Sheet V-15 Contextual Site Sections - Sheet 1
      Sheet V-16 Contextual Site Sections - Sheet 2
Link E - Proposed Plans – Visualization Drawings2
      Sheet V-17 Cliffscapes
      Sheet V-18 Retaining Systems
      Sheet V-19 Selected Views of 3D Model - 1
      Sheet V-20 Selected Views of 3D Model – 2
      Sheet V-21 Viewpoints Index
      Sheet V-22 Camera Viewpoints 1 & 2
      Sheet V-23 Camera Viewpoints 3 & 4
      Sheet V-24 Camera Viewpoints 5 & 6
      Sheet V-25 Camera Viewpoints 7 & 8
      Sheet V-26 Camera Viewpoints 9 & 10
      Sheet V-27 Camera Viewpoint 11
      Sheet V-28 Illustrative Plan – Setback
Link F - Proposed Plans – Architectural/Engineering Drawings 1a
      Sheet VM-1 Vicinity & Proposed Ski Run Map
      Sheet EC.1 Existing Conditions
      Sheet SP.1 Site & Circulation Plan Sheet
      Sheet GP.1 Grading Plan
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Sheet HL.1
                   Height Limits Plan
      Sheet HL.2
                   Roof Heights Relative to Existing Grade
      Sheet FD.1
                   Fire Department Access Plan
Link G - Proposed Plans – Architectural/Engineering Drawings 1b
      Sheet P.1
                   Level 1 Use Plan
      Sheet P.2
                   Level 2 Use Plan
      Sheet P.3
                   Level 3 Use Plan
      Sheet P.4
                   Level 4 Use Plan
      Sheet P.5
                   Level 5 Use Plan
      Sheet P.6
                   Level 6 Use Plan
                   Level 7 Use Plan
      Sheet P.7
      Sheet P.8
                   Level 8 Use Plan
      Sheet P.9
                   Level 9 Use Plan
      Sheet P.10
                   Level 10 Use Plan
                   Level 11 Use Plan
      Sheet P.11
      Sheet P.12
                   Level 12 Use Plan
                   Level 13 Use Plan
      Sheet P.13
                   Level 14 Use Plan
      Sheet P.14
      Sheet P.15
                   Level 15 Use Plan
      Sheet P.16
                   Area, Unit Equivalent & Parking Calculations
Link H – Proposed Plans – Architectural/Engineering Drawings 2
      Sheet E.1AC2.1
                          Buildings 1A, 1C& 2 Exterior Elevations
                          Building 1B Exterior Elevations
      Sheet E.1B.1
      Sheet E.3A.1
                          Building & Parking Garage Exterior Elevations
      Sheet E.3BC.1
                          Building 3BC Exterior Elevations
      Sheet E.3BC.2
                          Building 3BC Exterior Elevations
      Sheet E.3BC.3
                          Building 3BC Exterior Elevations
      Sheet E.4A.1
                          Building 4A Exterior Elevations
      Sheet E.4A.2
                          Building 4A Exterior Elevations
                          Building 4B Exterior Elevations
      Sheet E.4B.1
                          Building 4B Exterior Elevations
      Sheet E.4B.2
      Sheet E.4B.3
                          Building 4B Exterior Elevations
      Sheet E.4B.4
                          Building 4B Exterior Elevations
      Sheet E.5A.1
                          Building 5A Exterior Elevations
      Sheet E.5B.1
                          Building 5B Exterior Elevations
      Sheet E.5C.1
                          Building 5C Exterior Elevations
      Sheet E.5C.2
                          Building 5C Exterior Elevations
      Sheet E.5D.1
                          Building 5D Exterior Elevations
      Sheet S.1
                          Cross Section
                          Cross Section
      Sheet S.2
      Sheet S.3
                          Cross Section
      Sheet S.4
                          Cross Section
      Sheet S.5
                          Cross Section
      Sheet S.6
                          Cross Section
      Sheet S.7
                          Cross Section
      Sheet S.8
                          Cross Section
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Sheet S.9 Cross Section

Sheet UP.1 Concept Utility Plan

Link I – Applicant's Written & Pictorial Explanation

<u>Link J – Fire Protection Plan (Appendix A-2)</u>

<u>Link K – Utility Capacity Letters (Appendix A-4)</u>

Link L - Soils Capacity Letters (Appendix A-5)

Link M – Mine Waste Mitigation Plan (Appendix (A-6)

<u>Link N – Employee Housing Contribution (Appendix A-7)</u>

<u>Link O – Proposed Finish Materials (Appendix A-9)</u>

Link P – Economic Impact Analysis (Appendix A-10)

Link Q – Signage & Lighting (appendix A-13)

Link R – LEED (Appendix A-14)

Link S – Worklist (Appendix A-15)

Link T – Excavation Management Plan (Appendix A-16)

Link U – Project Mitigators (Appendix A-18)

Link V – Outside The Box (Appendix A-20)

# \*\*\*Updated Exhibits\*\*\* Refinement 17.2

Link W – Refinement 17.2 Plans received 2017.08.10

Link X – Refinement 17.2 Plans compared to 2009 Plans received 2017.08.14

Link Y – Written & Pictorial Explanation (Updated) received 2017.08.14

Link Z – Refinement 17.2 Signature Stills Renderings received 2017.09.01

Link AA – Refinement 17.2 View Points Renderings received 2017.09.01

Link BB – Refinement 17.2 Animation Model received 2017.09.01

<u>Link CC - Sweeney Properties Master Plan (applicable sheets, includes</u>

various site plans, building sections, parking plans, height zone plan/parking table, and sample elevations)

<u>Link DD – Refinement 17.2 Building Sections-Below Existing Grade</u>

Measurements

Link EE – Refinement 17.2 Building Sections-Perceived Height Measurements

#### Additional Hyperlinks

2009.04.22 Jody Burnett MPD Vesting Letter

Staff Reports and Minutes 2017

Staff Reports and Minutes 2016

Staff Reports and Minutes 2009-2010

Staff Reports and Minutes 2006

Staff Reports and Minutes 2005

Staff Reports and Minutes 2004

2004 LMC 50th Edition

1997 General Plan

1986.10.16 City Council Minutes

1985.12.18 Planning Commission Minutes

1986 Comprehensive Plan

1985 Minutes

1985 LMC 3<sup>rd</sup> Edition

1983 Park City Historic District Design Guidelines
Parking, Traffic Reports and Documents
MPD Amendments:

October 14, 1987 - Woodside (ski) Trail
December 30, 1992 - Town Lift Base
November 7, 1996 - Town Bridge



PRODUCTION BY:

SITE PLAN 200 SCALE SWEENEY PROPERTIES MASTER PLAN MPE INC. P.O. BOX 2429 PARK CITY, UT 84060 (801) 649-7077

SCALE : I" = 200' CONTOUR INTERVAL : 10' PHOTO DATE : 11-5-82



SWEENEY PROPERTIES
200 SCALE SITE PLAN

S ASSOCIATES, INC. DRAWN BY DJF/PAH/JLS DATE 5-10-85
gineers and Surveyors JOB NUMBER 203 APPROVED BY SILE NO.

SHEET NO.

SWEENEY PROPERTIES MASTER PLAN

(801) 649-7077

SCALE: 1"=100'
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PHOTO DATE: 11-5-82



SE SITE WITH
BOUNDARIES - 100 SCALE PARK CITY, UT 84060 SWEENEY PROPERTIES MASTER PLAN

MPE INC. (801) 649-7077 REVISED 12-10-86 TO REFLECT 10-16-86 APPROVAL PJS
REVISED 2-4-88 TO REFLECT 10-14-87 APPROVAL

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WEENEY PROPERTIES

100 SCALE SITE PLAN
with BOUNDARIES

| DRAWN BYPS/J.L.S. | DATE | 5-10-85 |
| JOB NUMBER | 205 | APPROVED BY |
| CHECKED BY | FILE NO. | 1A P/S ASSOCIATES, INC.

SHEET NO.



SW SITE WITH BOUNDARIES - 100 SCALE SWEENEY PROPERTIES MASTER PLAN

P.O. BOX 2429 PARK CITY, UT 84060 (801) 649-7077

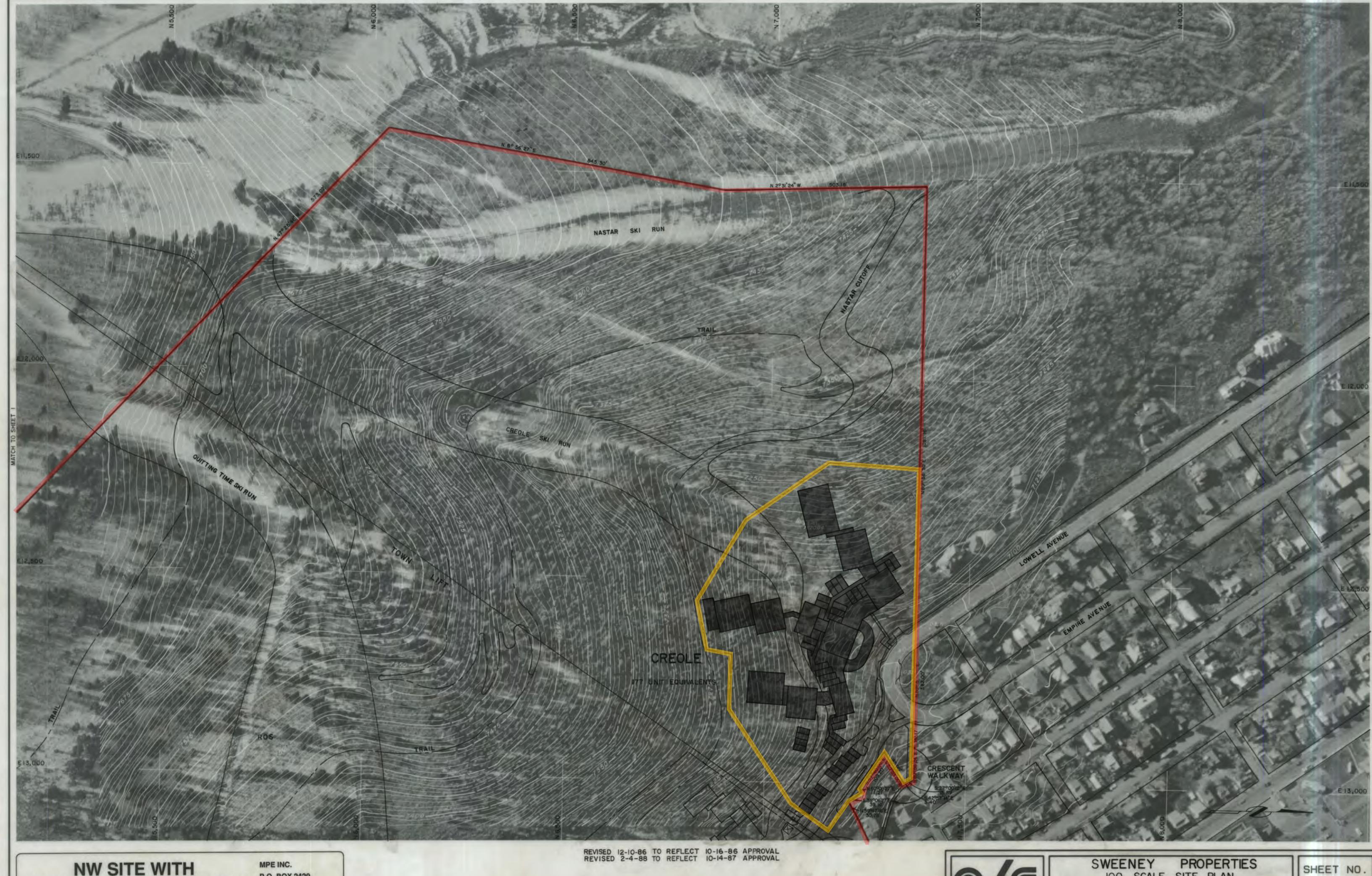
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SWEENEY PROPERTIES

100 SCALE SITE PLAN

with BOUNDARIES

SHEET NO



NW SITE WITH BOUNDARIES - 100 SCALE SWEENEY PROPERTIES MASTER PLAN

P.O. BOX 2429 PARK CITY, UT 84060 (801) 649-7077

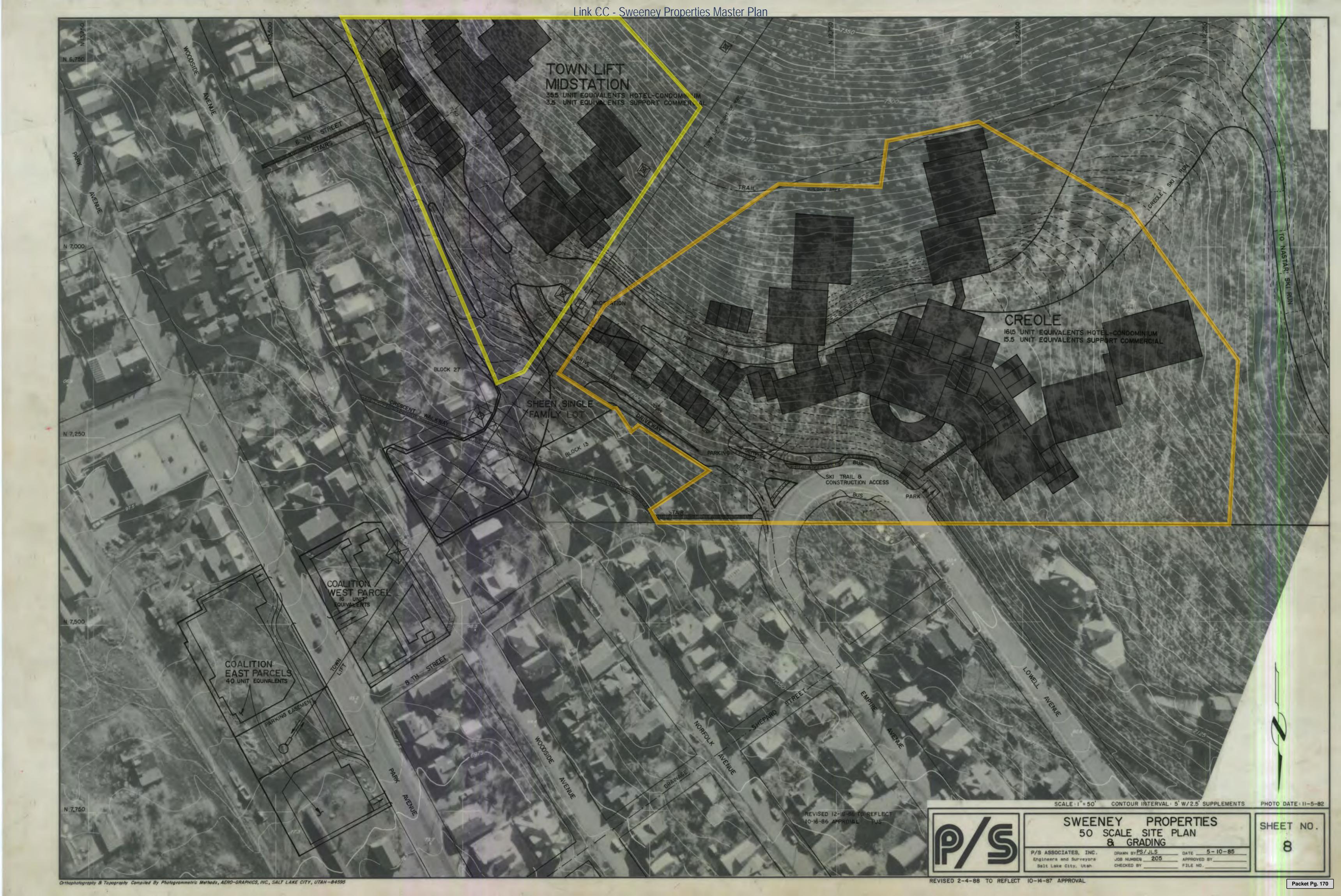
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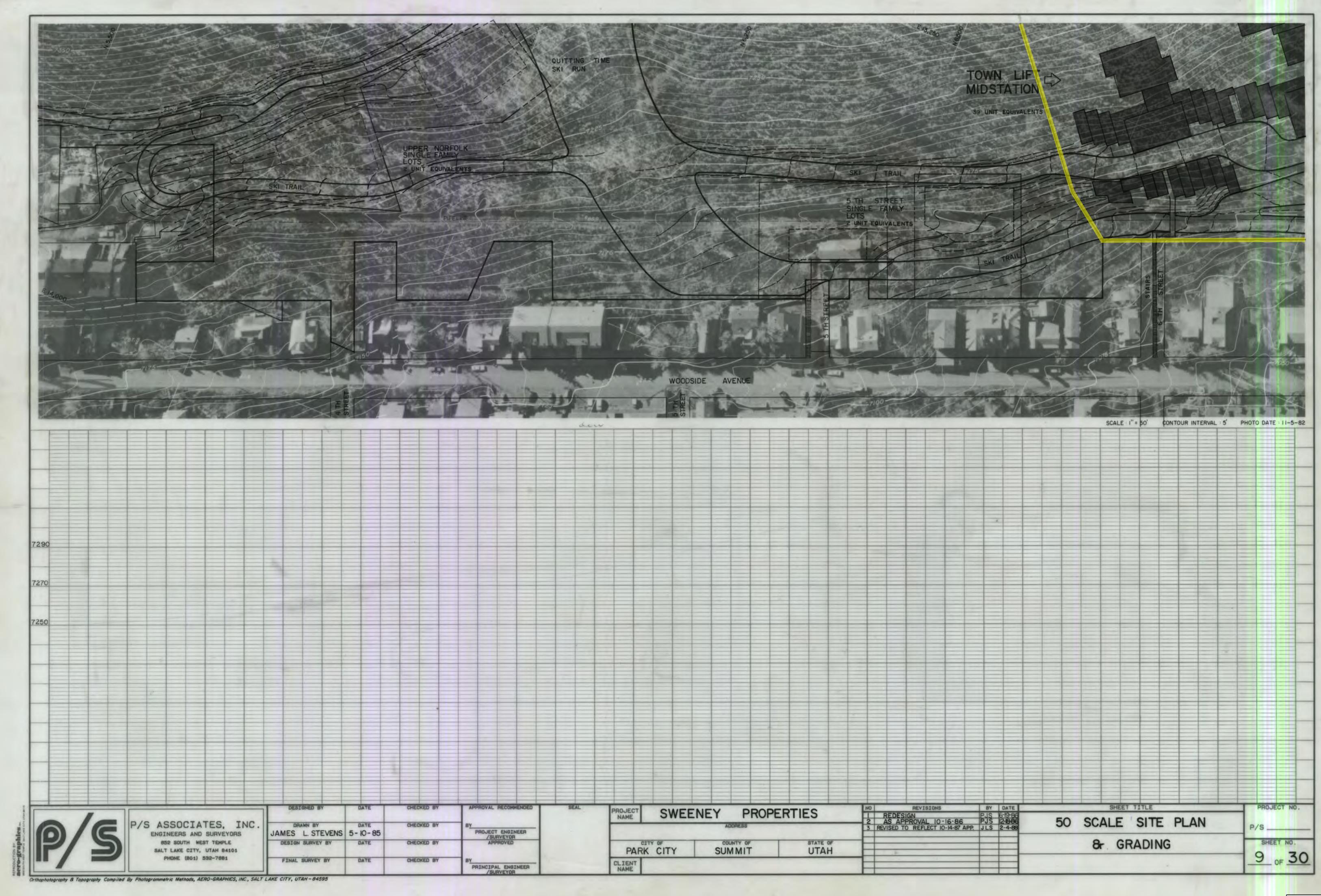
100 SCALE SITE PLAN

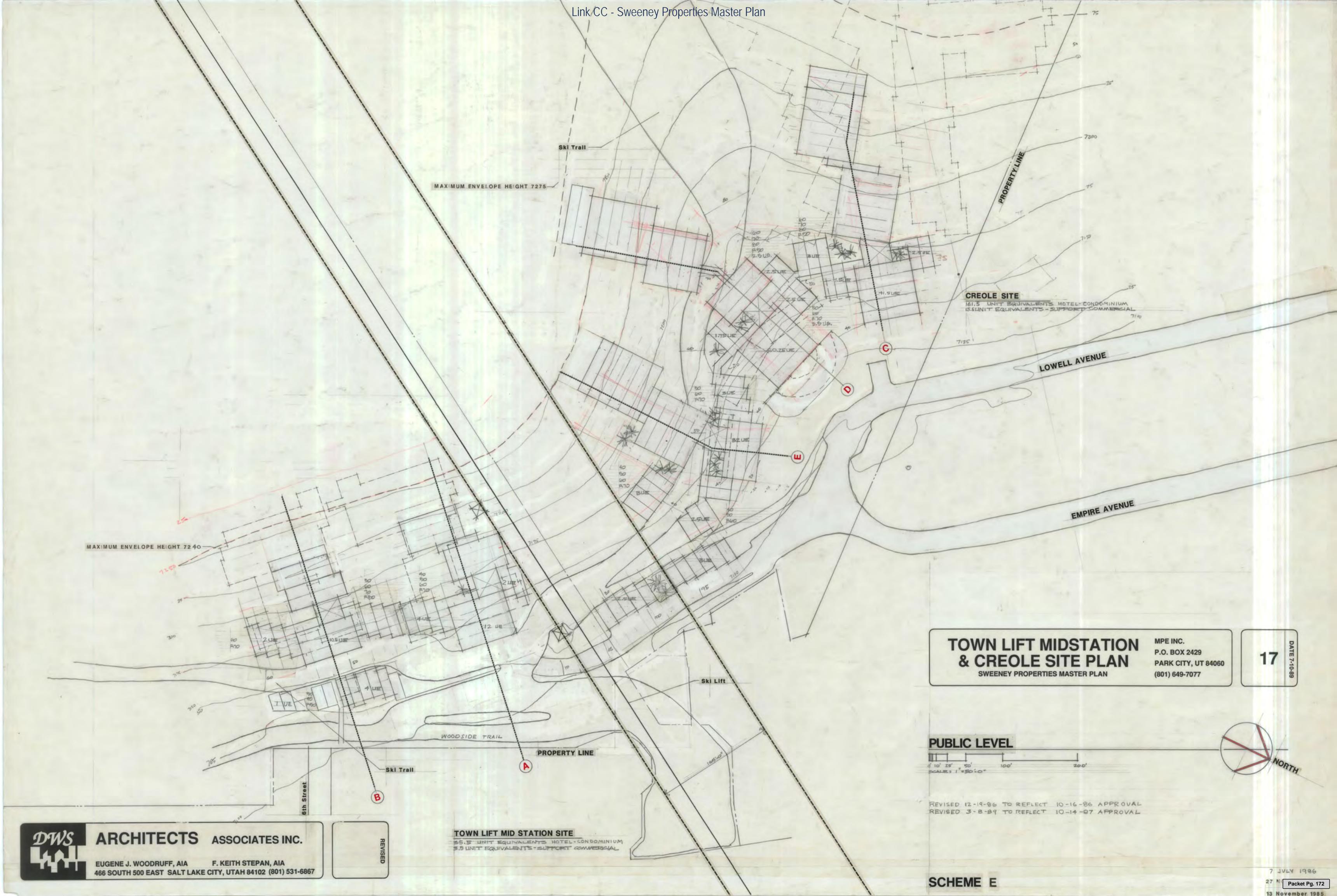
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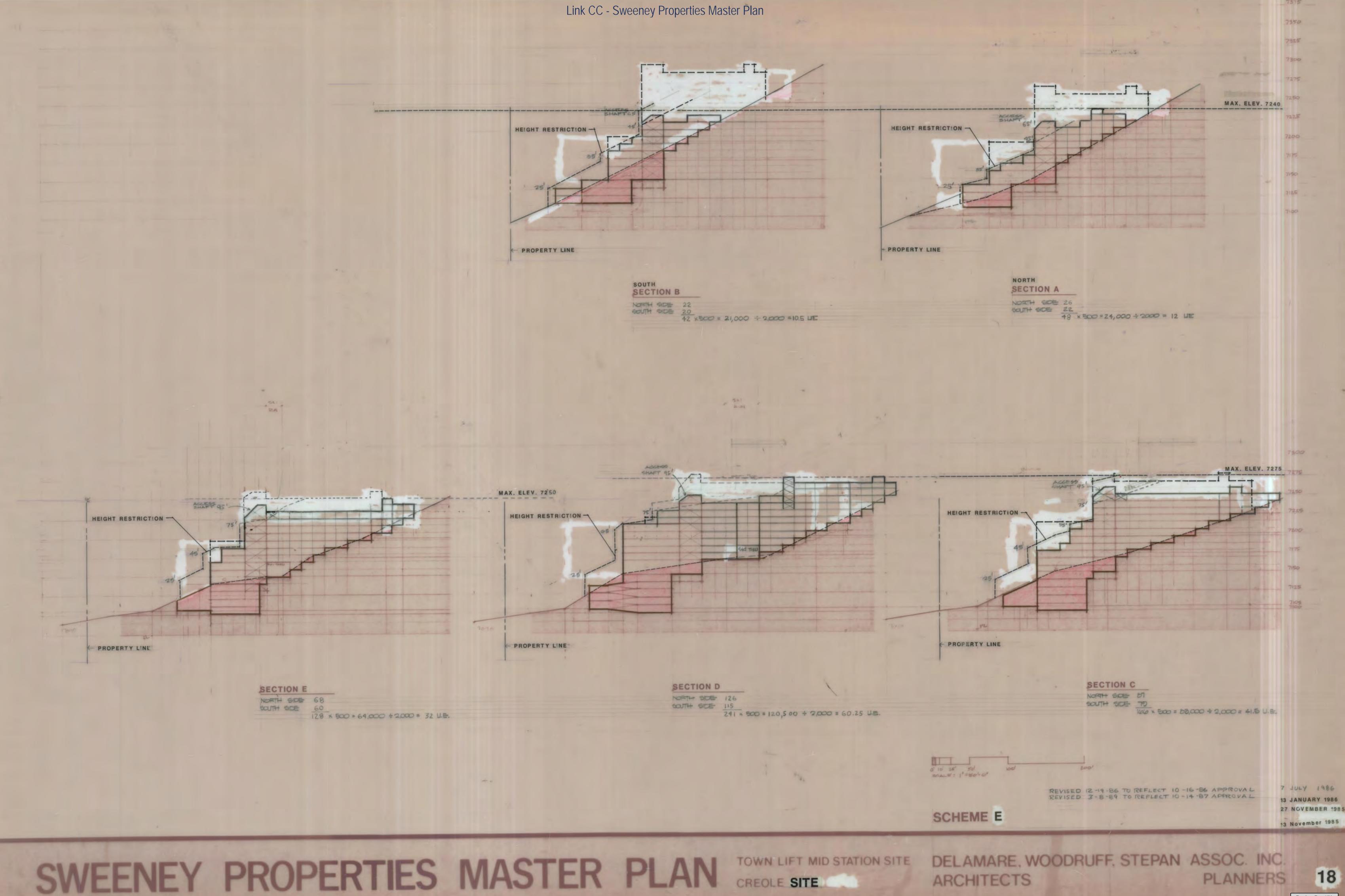
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Engineers and Surveyors JOB NUMBER 205 APPROVED BY
Salt Lake City, Utah CHECKED BY FILE NO.

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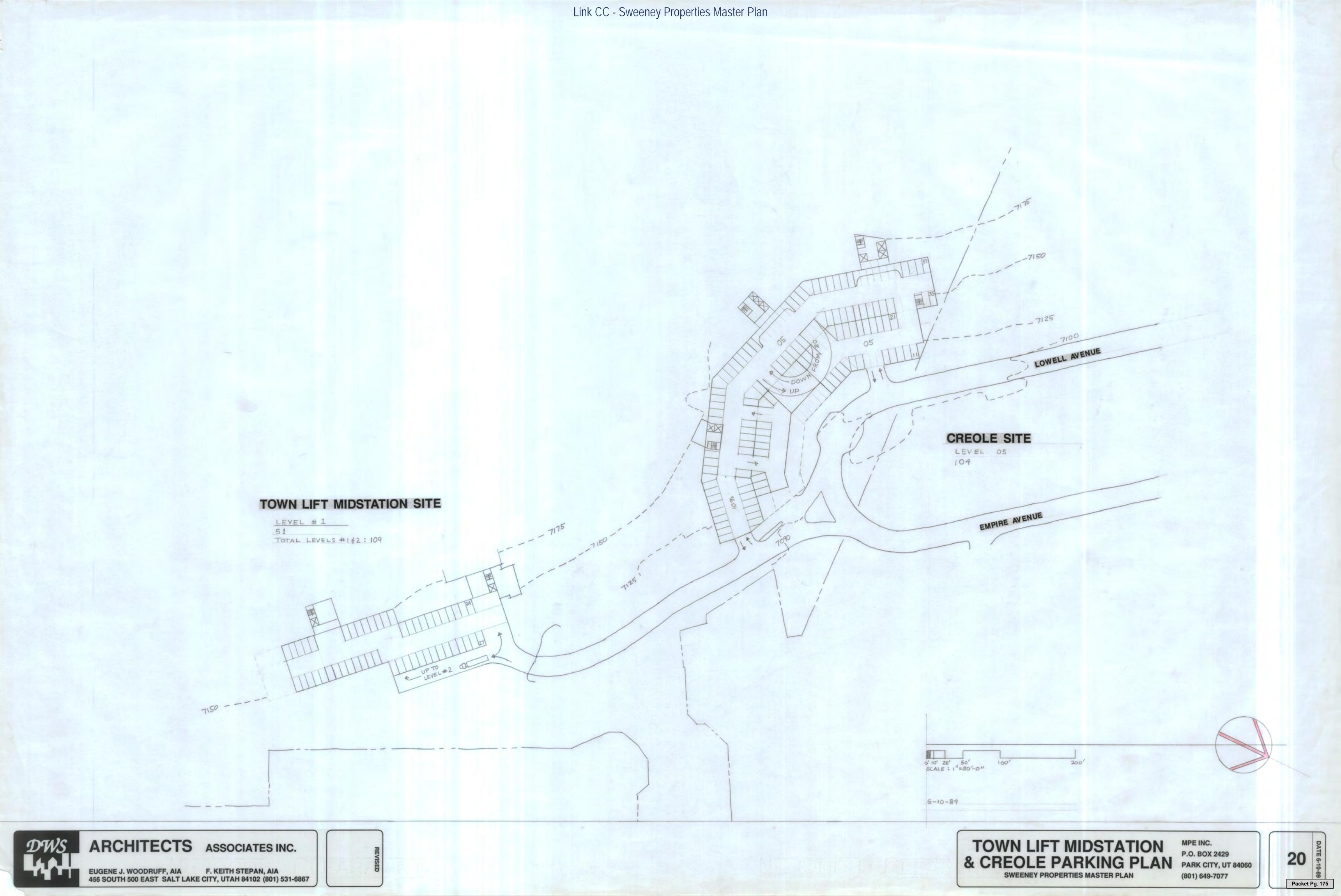


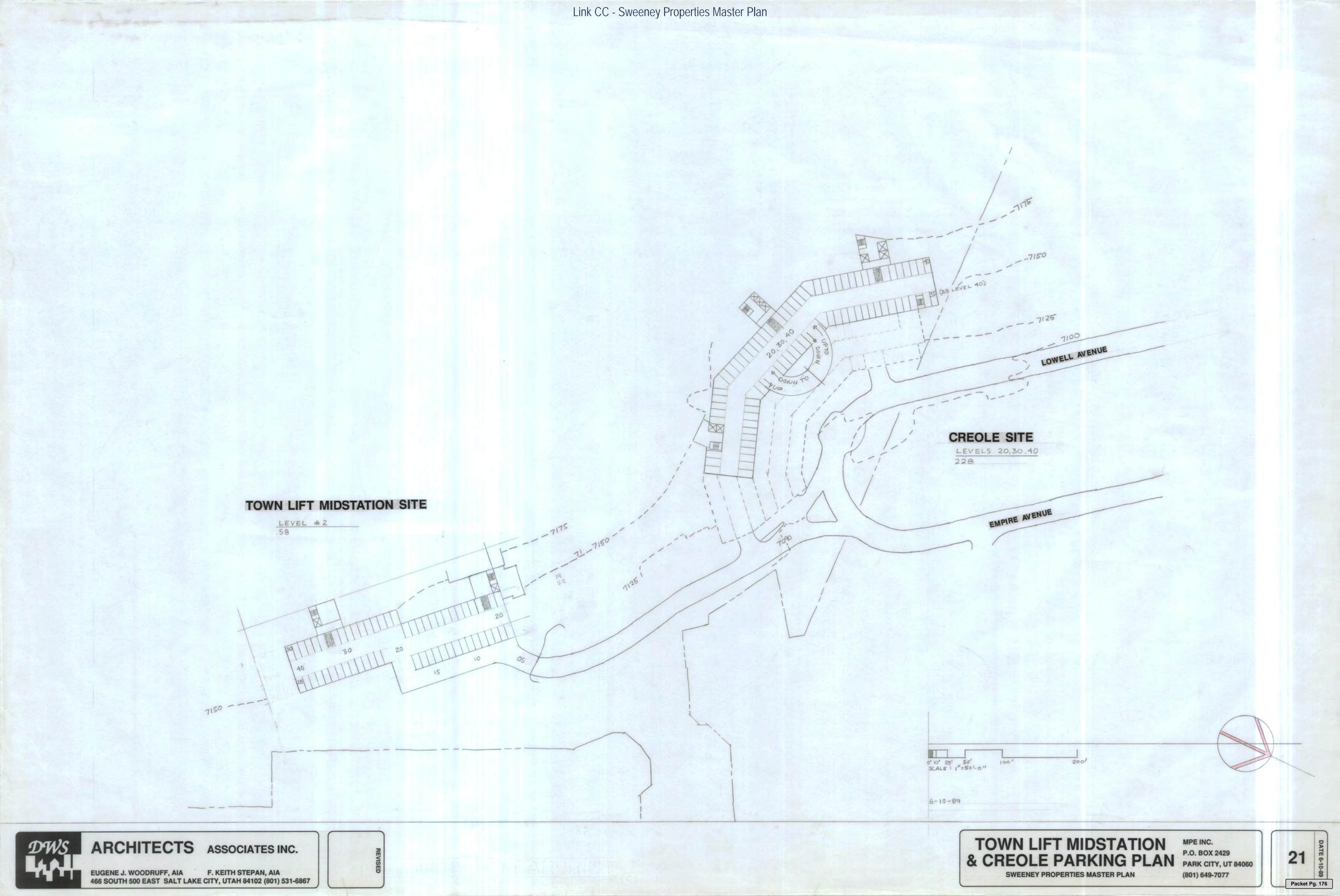




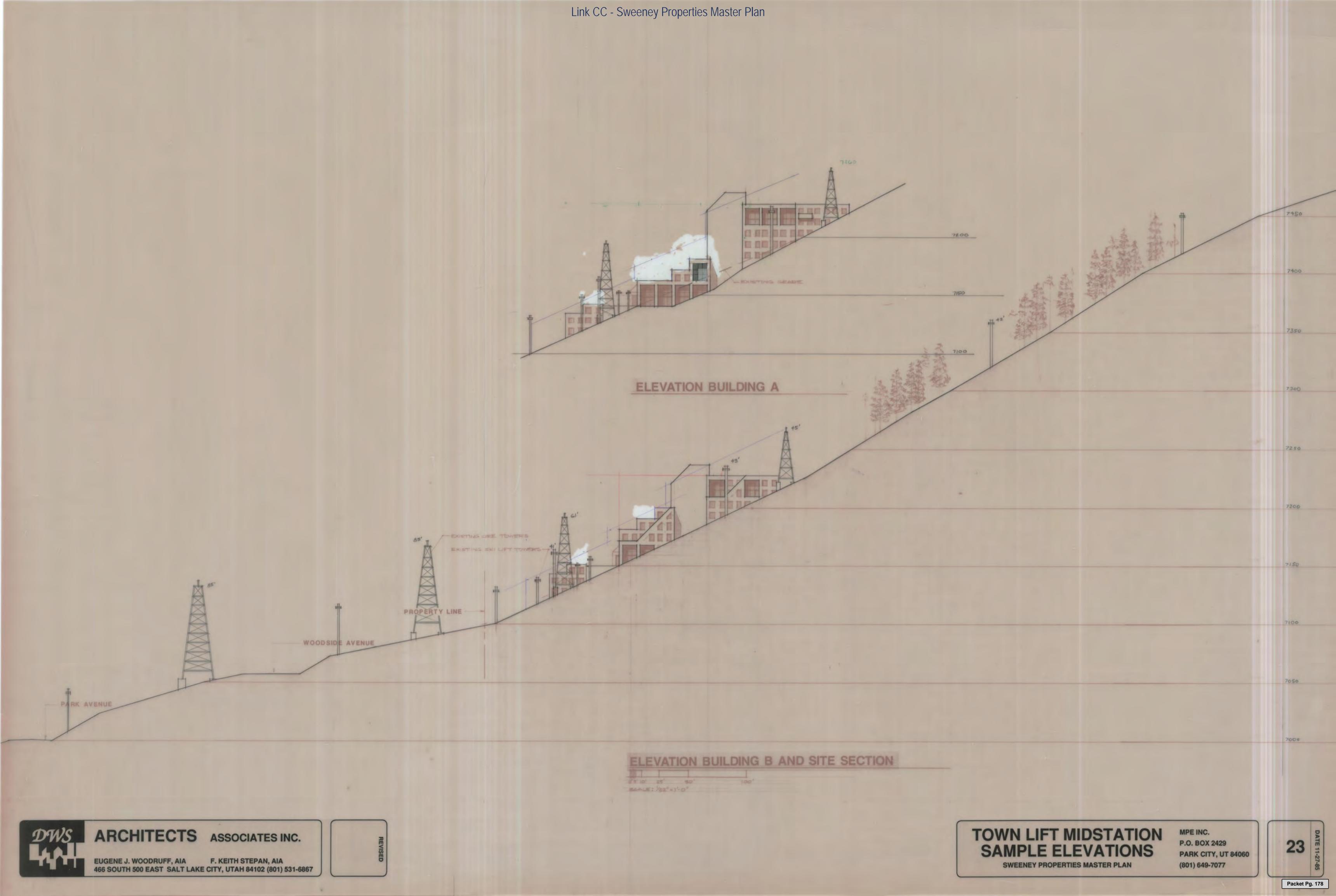


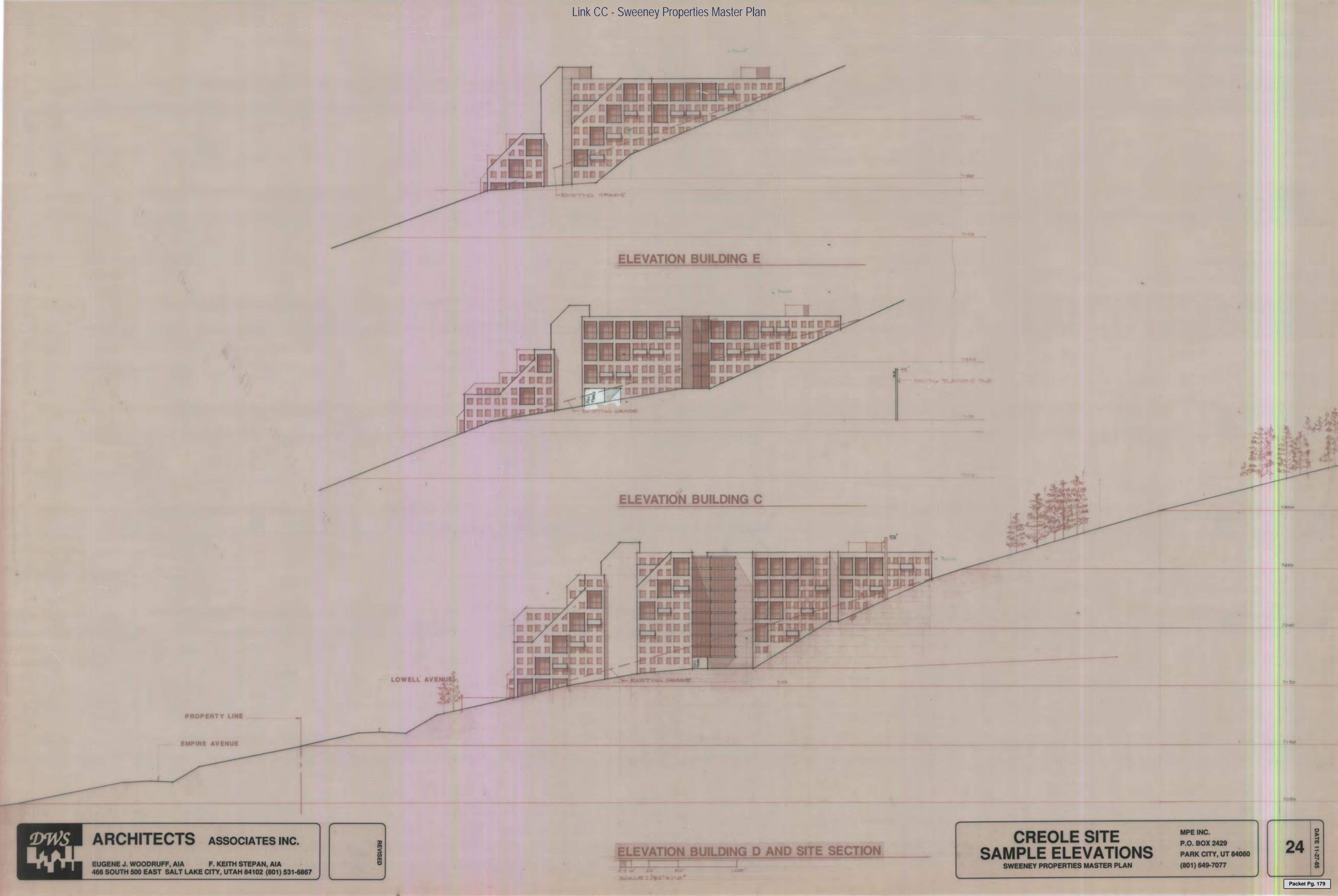


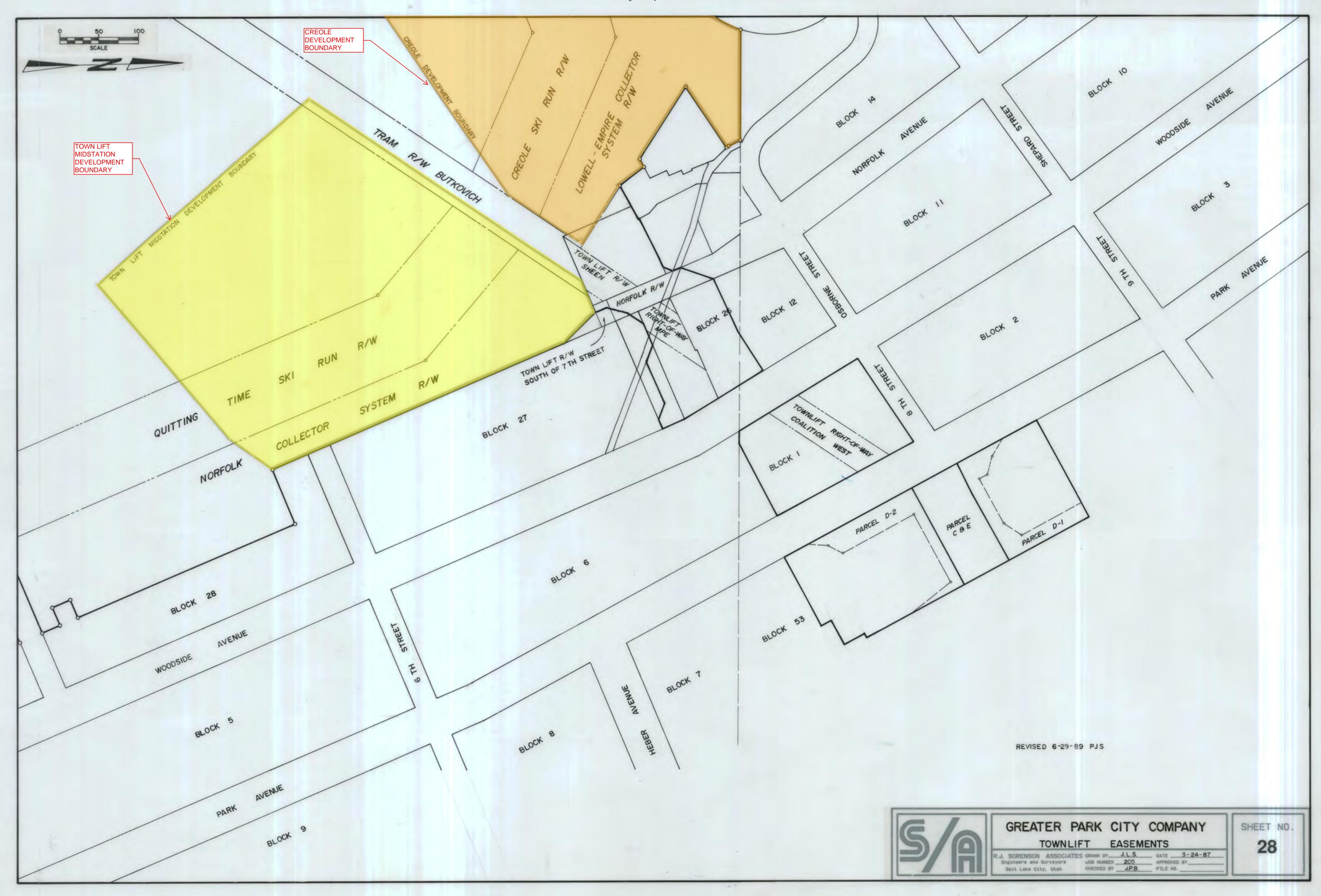


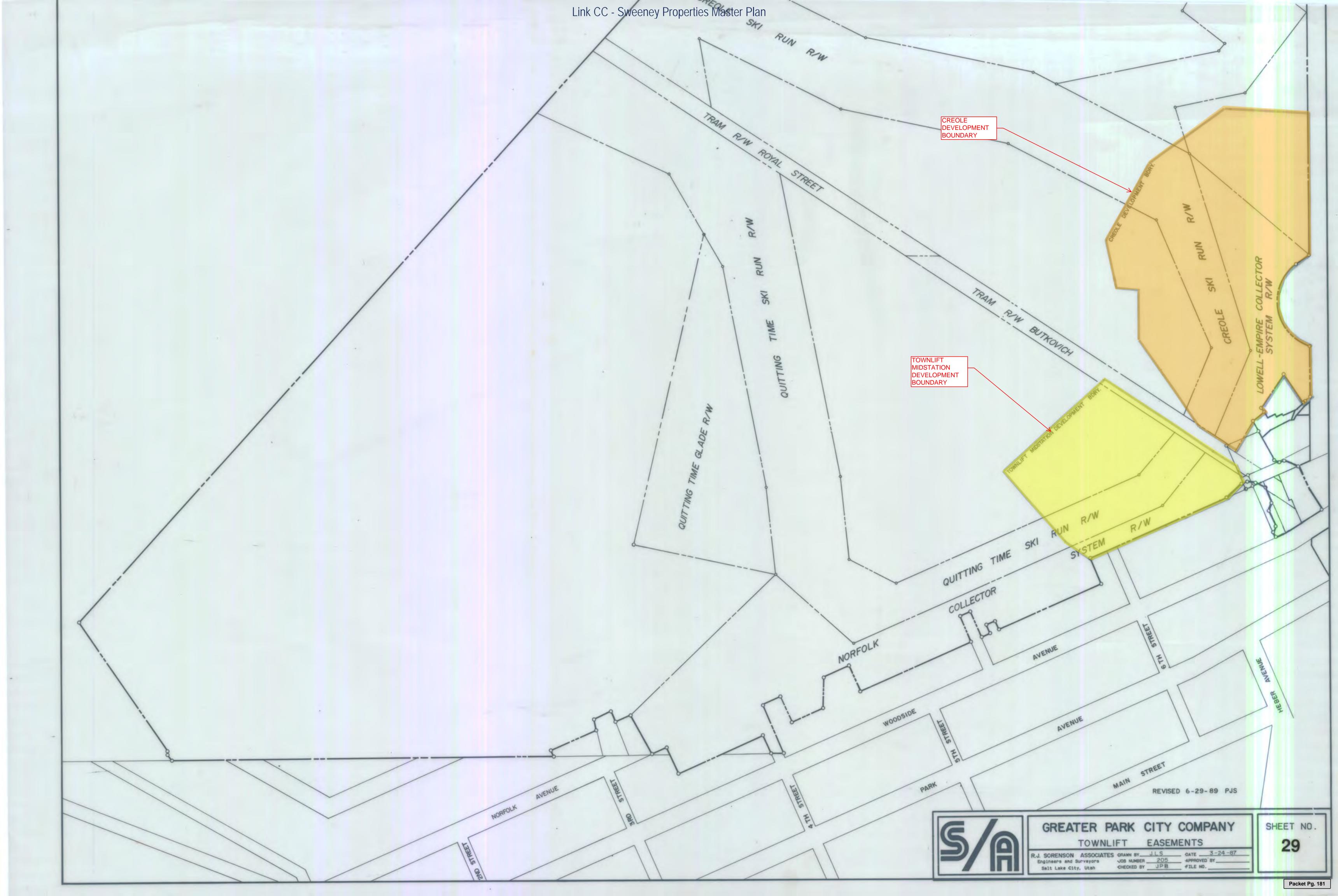


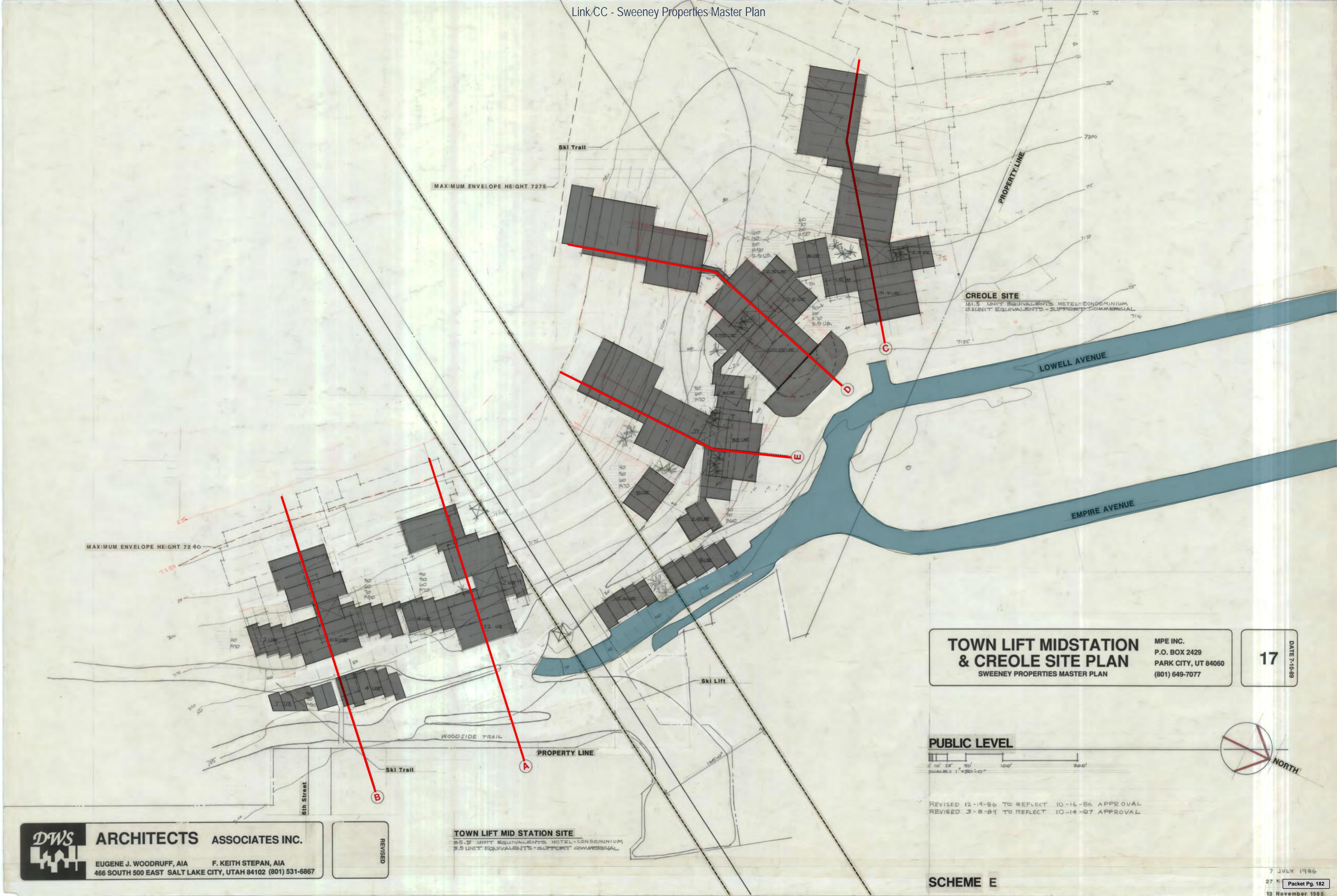


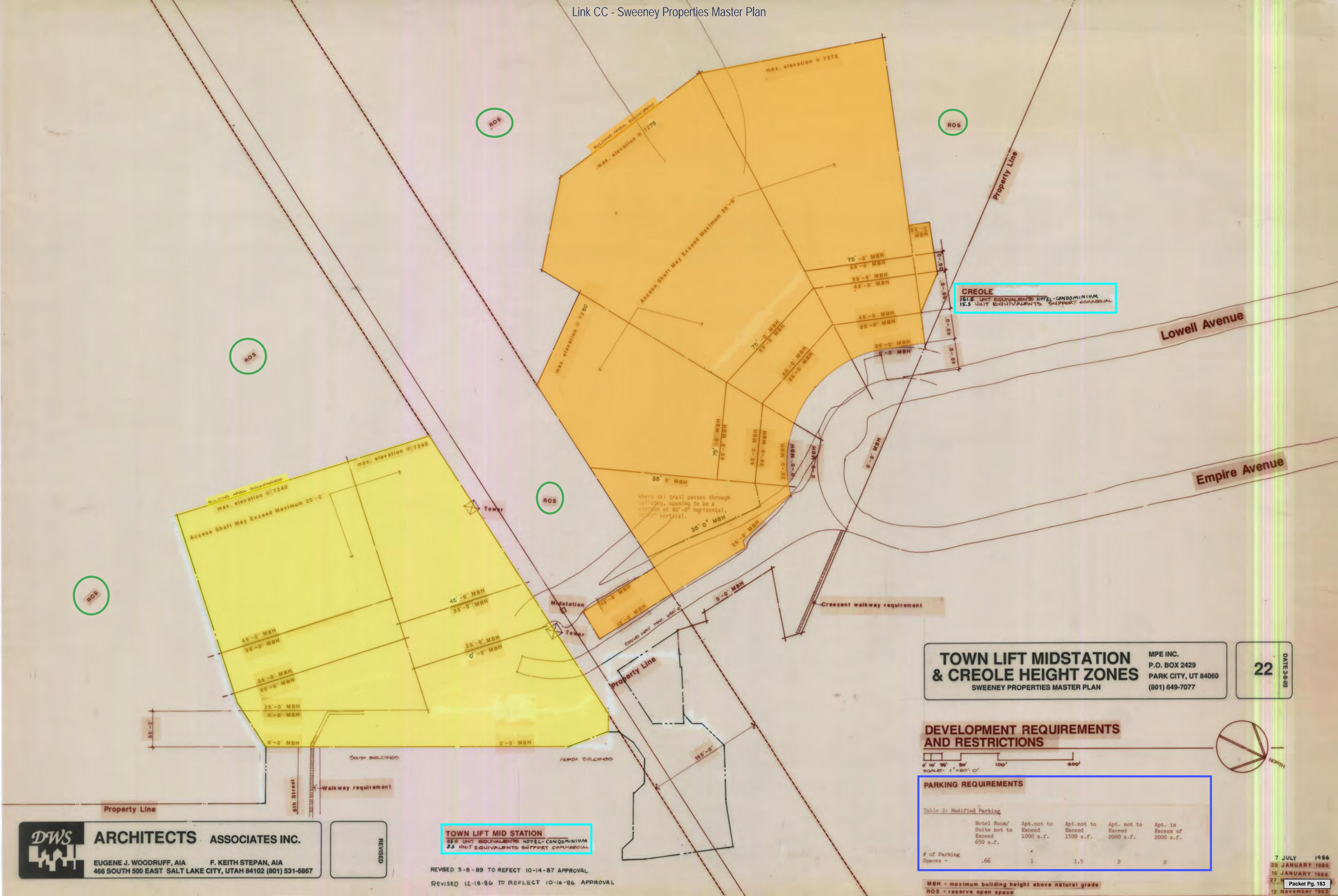


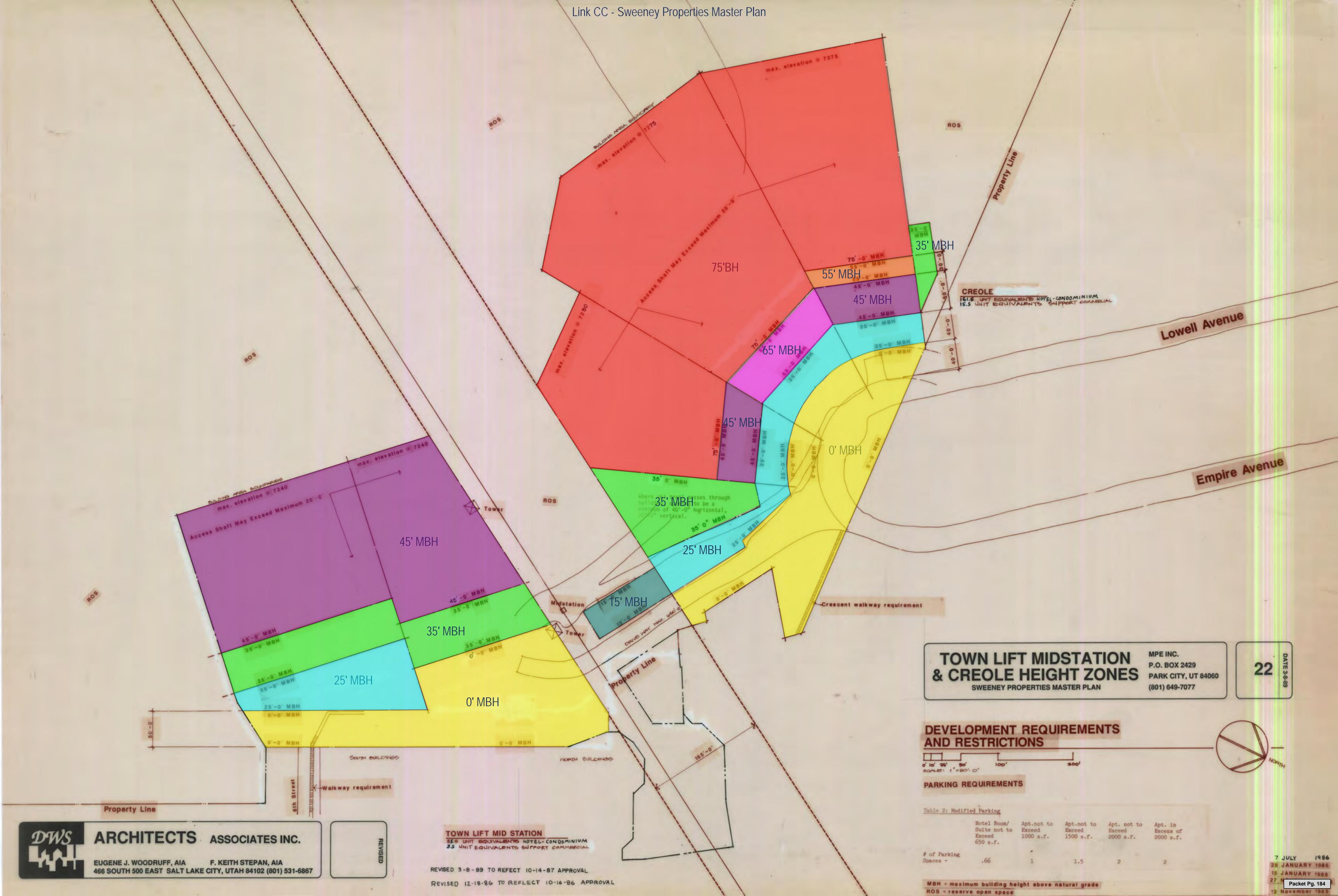


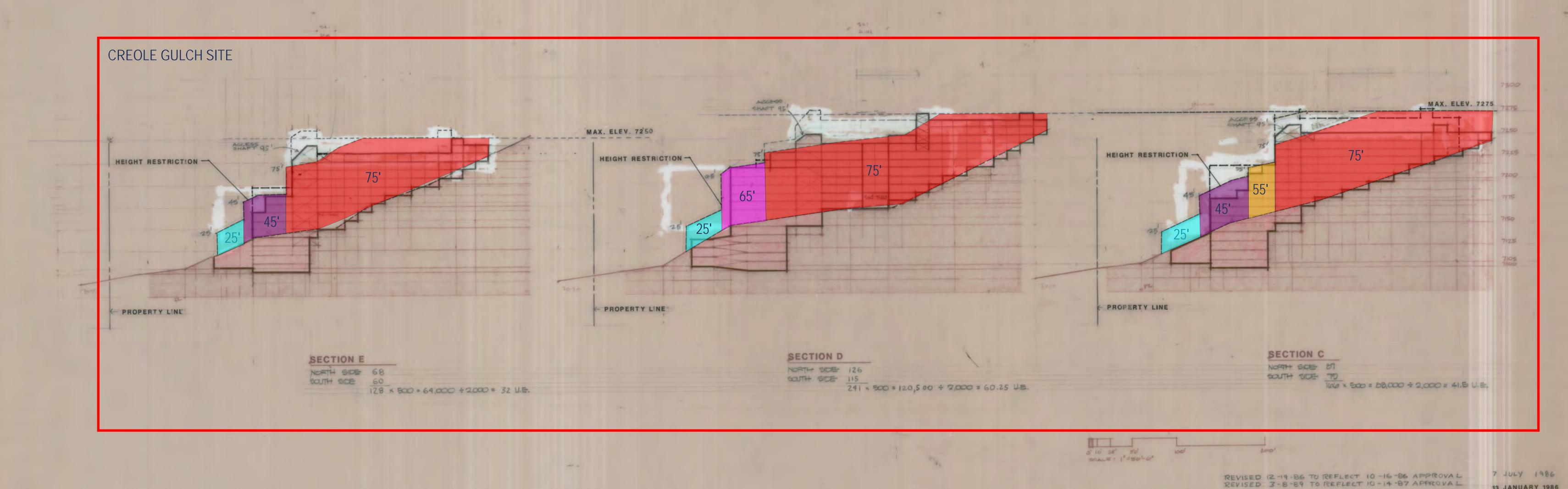








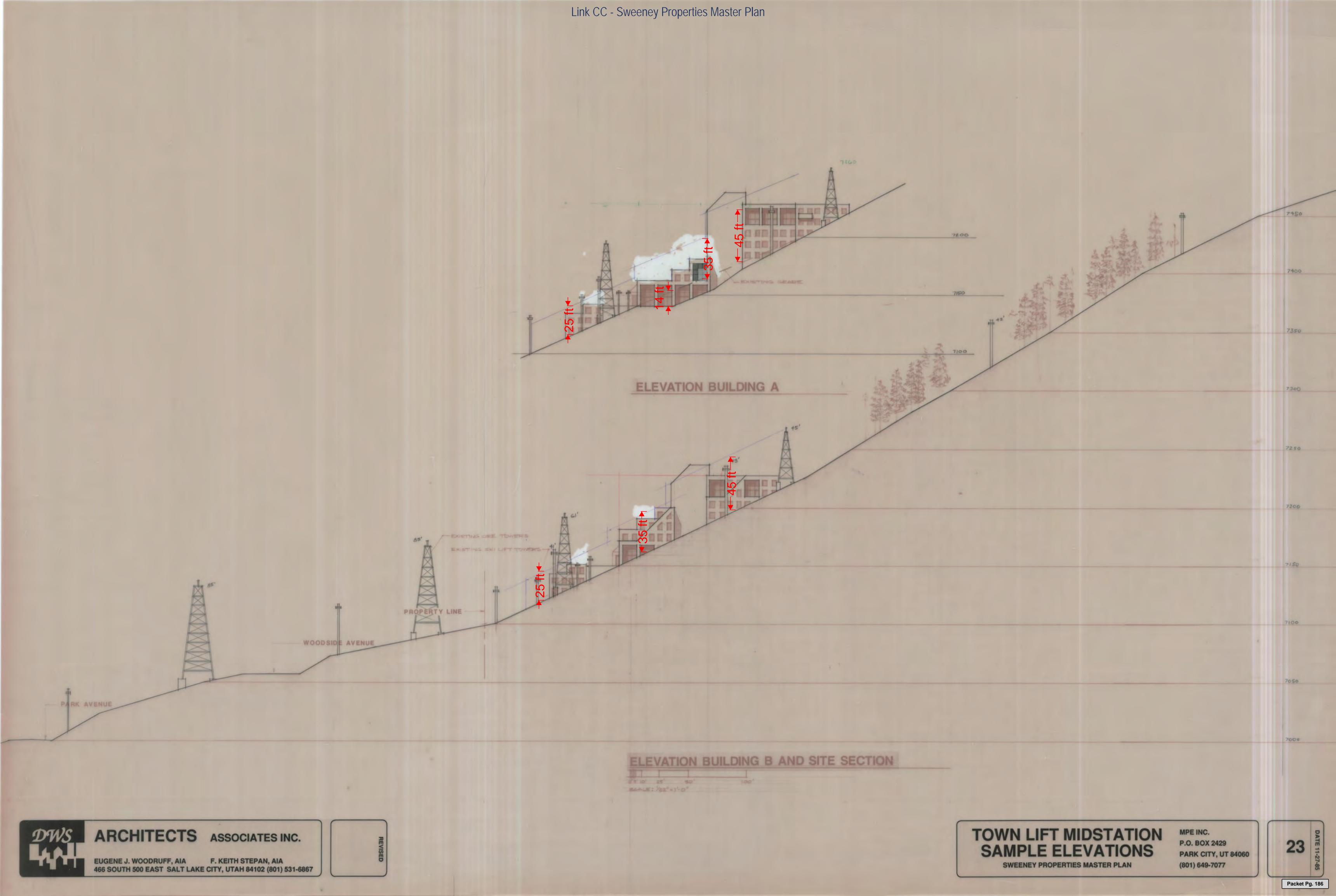


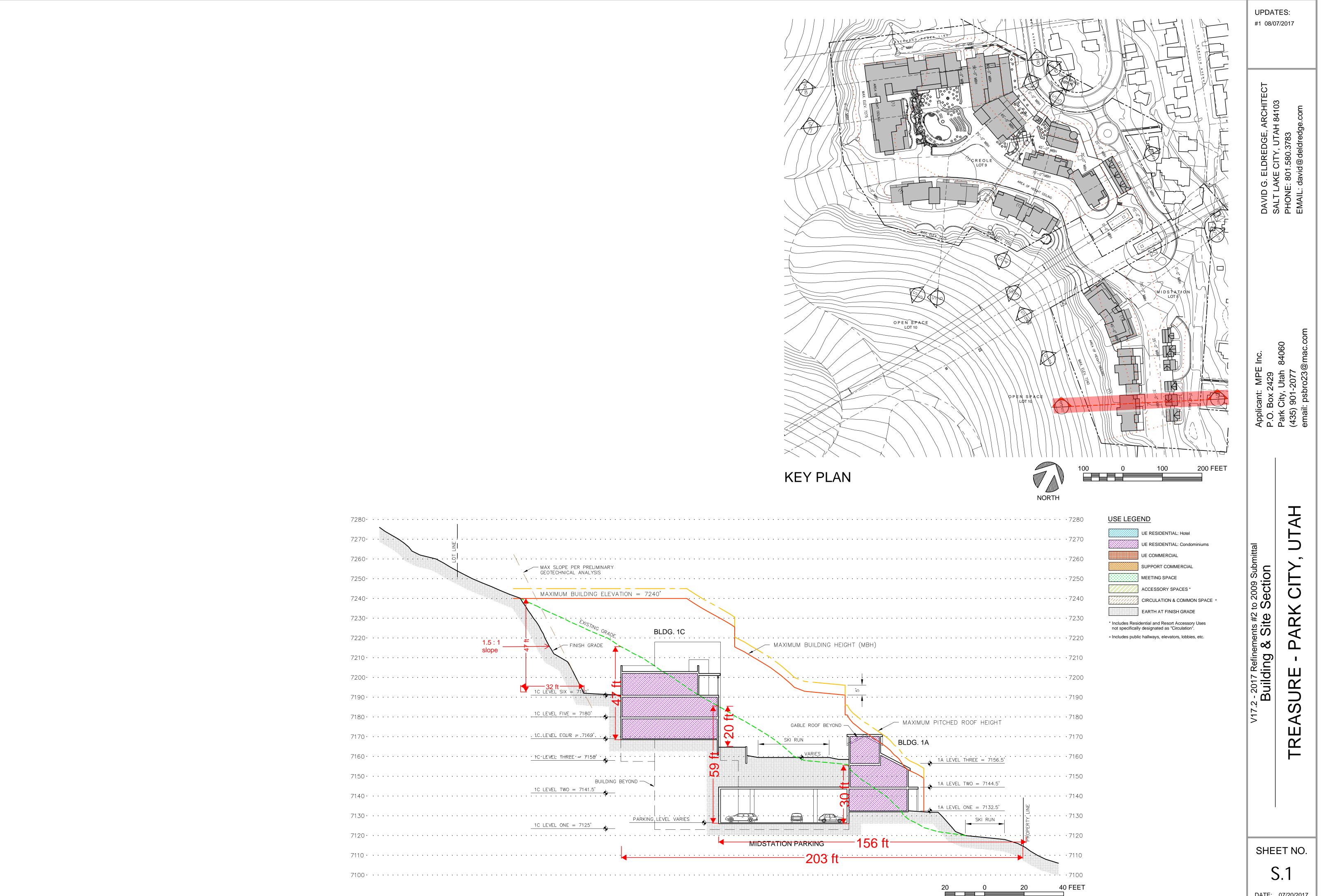


SCHEME E

27 NOVEMBER 1985

13 November 1985





DATE: 07/20/2017

