



PLANNING DEPARTMENT

Planning Commission Staff Report

Subject: Treasure
Project #: PL-08-00370
Author: Francisco Astorga, AICP, Senior Planner
Date: 11 January 2016
Type of Item: Administrative – Conditional Use Permit
Informational Only – Transportation Documents

Summary Recommendations

Staff recommends that the Planning Commission review the Treasure Conditional Use Permit (CUP) criteria no. 2, 4, 5, 6, and 13 as introduced in this staff report. Staff recommends that the Planning Commission conduct a public hearing and continue it to the February 12, 2017 Planning Commission meeting.

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: CUP Criteria 2, 4, 5, 6, and 13.
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

The Planning Commission reviewed this application during the December 14, 2016 Planning Commission meeting, which the applicant presented the physical model of the project presented to the City in 2010. The Planning Commission asked the applicant to have the Planning Department house the model for a minimum of 60 days to allow the public to come in to City Hall to see it. The applicant also presented their updated Sketch-Up model with the adjacent existing houses and answered questions made by the Planning Commission. The Planning Commission provided questions/comments regarding the proposed project, conducted a public hearing and continued it to this meeting. The applicant is still working on their contextual analysis to be presented to the Planning Commission in a future meeting.

Purpose

The Planning Department and Planning Commission must review each of the CUP criteria when considering whether or not the proposed conditional use mitigates impacts. The purpose/focus of this staff report is to provide an introduction to the Planning Commission relevant to the criteria related to transportation, traffic, parking.

etc., as listed below:

- (2) traffic considerations including capacity of the existing Streets in the Area;*
- (4) emergency vehicle Access;*
- (5) location and amount of off-Street parking;*
- (6) internal vehicular and pedestrian circulation system;*
- (13) control of delivery and service vehicles, loading and unloading zones, and Screening of trash pickup Areas;*

Transportation Studies/Documents

During the December 14, 2016 Planning Commission meeting Staff provided a list of traffic/transportation/parking related documents prepared by the applicant and the City. The following list below has been further updated and is now in chronological order (document date - name of document - company that prepared the document):

- [2003.12.18 - TH Traffic Opinion Summary - PEC](#)
- [2004.07.01 - TH Traffic Impact Analysis - PEC](#)
- [2004.07.31 - Addendum One - PEC](#)
- [2005.04.06 - Second Addendum to the TH Traffic Impact Analysis, July 2004 - Traffic Count President's Day Weekend - PEC](#)
- [2005 .07.20 - Technical Memorandum TH Traffic Review - Fehr & Peers](#)
- [2005.12.09 - Summary of Findings & Recommendations of the TH Traffic Report – Fehr & Peers](#)
- [2006.02.24 - TH Response to Park City Planning Commission Questions - PEC](#)
- [2008.01.07 - Third Addendum to the TH Traffic Impact Analysis, July 2004 - Lowell Ave. Sidewalk and Improvements - PEC](#)
- [2009.02.24 - Letter to the Applicant – Park City Municipal Corporation](#)
- [2009.03.31 - Walkability Study / Recommended Improvements - PEC](#)
- [2009.04.02 - Sweeney Letter to the City – MPE](#)
- [2009.04.02 - TH CUP Review Lowell Avenue Improvements Opinion Summary - Alta Engineering](#)
- [2009.04.02 - TH Traffic Impact Analysis Addendum Four - PEC](#)
- [2009.04.15 - Parking Count Numbers - Alta Engineering](#)

- [2009.04.19 - Treasure Lowell Avenue Improvements - Alta Engineering](#)
- [2009.06.18 - Fifth Addendum to the TH Traffic Analysis, July 200 - Parking Generation Study - PEC](#)
- [2009.06.18 - Revised Letter TH Walkability Study / Recommended Improvements and Effects on Traffic of Proposed Roadway Section on Empire Ave. - PEC](#)
- [2009.06.25 - Sixth Addendum to the TH Traffic Impact Analysis, July 2004 - Intersection Operations Limiting Development Traffic on Empire Ave. - PEC](#)
- [2009.07.16 - Proposed Parking and Traffic Operations – MPE Incorporated](#)
- [2009.07.22 - Updated Treasure Lowell Avenue Improvements - Alta Engineering](#)

1986 Sweeney Properties Master Plan Development Parameters and Conditions

The following transportation/traffic/parking related text below is copied directly from the 1986 Sweeney Properties Master Plan (SPMP) narrative titled Section III. Development Parameters and Conditions:

III. DEVELOPMENT PARAMETERS and CONDITIONS

The staff's recommendation that the Sweeney Properties Large Scale Master Planned Development be approved by the Planning Commission, and subsequently by the City Council, is predicated upon the following terms and conditions. Upon approval, MPE Inc./Sweeney Land Company, its successors or assignees, shall become bound by and obligated for the performance of the following:

[...]

3. The approved densities are those attached as an Exhibit, and shall be limited to the maximums identified thereon. Parking shall be provided on-site in enclosed structures and reviewed in accordance with either the table on the approved Restrictions and Requirements Exhibit or the adopted ordinances at the time of project approval. All support commercial uses shall be oriented and provide convenient service to those residing within the project and not designed to serve off-site or attract customers from other areas.

4. Access to the Town Lift and Creole sites shall be provided by a private roadway with acceptable emergency access and utility easements provided. No city maintenance of these streets is expected. All utility lines shall be provided underground with private maintenance required

wherever located in inaccessible locations or outside approved easements.

[...]

7. All easements, deeds, and/or rights-of-way shall be provided without cost to the City and in accordance with the Master Plan documents and phasing plan approved. Likewise, it shall be the developer's sole responsibility to secure all easements necessary for the provision of utility services to the project.

8. Master Planned Development approval only conceptually established the ability of local utility service providers to supply service to the projects. It does not constitute any formal approval per se. The applicant has been notified that substantial off-site improvements will be necessary and that the burden is on the future developer(s) to secure various easements and upsize whatever utility lines may be necessary in order to serve this project. Prior to resale of this property in which this MPD approval is carried forward, or prior to any conditional use application for any portion of the MPD, a utility plan addressing water, fire flows, and sanitary sewer, storm drainage, cable utilities, and natural gas shall be prepared for review and approval by City Staff and the Snyderville Basin Sewer Improvement District. Part of the plan shall be cost estimates for each item of utility construction as it is anticipated that major costs for these utilities will be necessary. All such costs shall be paid by the developer unless otherwise provided. If further subdivision of the MPD property occurs, the necessary utility and access improvements (see below) will need to be guaranteed in roads, and access questions which will need to be resolved or upgraded by the developers at their cost (in addition to impact fees, water development and connection fees, and all other fees required by City Ordinances are as follows:

(a) Empire Avenue and Lowell Avenue will be the main access routes to the Creole Gulch site. As such, during construction these roads will need to carry heavy traffic, probably in the vicinity of up to 300 heavy trucks per day. At the present time and until the Creole Gulch site develops, Empire and Lowell south of Manor Way are and will be low-volume residential streets, with a pavement quality, width, and thickness that won't support that type of truck traffic. The City will continue to maintain the streets as low-volume residential streets, including pavement overlays and/or reconstruction. None of that work will be designed for the heavy truck traffic, but in order to save money for the developer of the Creole Gulch site, he or she is encouraged to keep the City Public Works Director notified as to the timetable of construction at Creole Gulch. If the City is notified that the construction is pending such that an improved pavement section can

be incorporated into normal City maintenance projects, then it is anticipated that the incremental additional cost of the additional pavement thickness (which is likely to be in the vicinity of 3 additional inches of asphalt over the entire 4,6000 linear feet [25-foot asphalt width] of Lowell/Empire south of Manor Way, or approximately \$80,000 additional cost in 1986 dollars) could be paid by the developer with said amount deducted from future impact fees paid to the City as long as it did not exceed the total future impact fees. However, if the increased pavement section is not coordinated with the City by the developer such that the pavement of Lowell and Empire south of Manor Way remains inadequate at the time the Creole Gulch site is developed, then the developer shall essentially reconstruct the entire 4,600-foot length of Lowell and Empire south of Manor Way at his or her cost, which with excavation and reconstruction of an anticipated 6-inch asphalt thickness on top of 10 inches of road base, plus all other normal construction items and costs, would be in the approximately cost range of \$300,000 to \$400,000 in 1986 dollars. Further, because that reconstruction would be inconvenient to residents and the City, and because delays, impacts, and potential safety hazards would be created over and above normal City maintenance of existing streets, that action by the developer would be a new impact on City residents and the cost therefore would not be deductible from any developer impact fees.

- (b) Contribute to the Park City Village, or other water tanks, determined to be necessary by the City Engineer in order to serve the project with culinary and fire storage. Based on a Type 1 fire resistive construction, it is assumed that the contribution would be on the order of 500,000 gallons at a cost of approximately \$300,000, although the exact figures would need to be determined in a detailed study using adopted City standards.*
- (c) Construct pumped pressure system(s) with backup emergency power to provide a means of delivery of fire flows to the project. Construct a meter vault at the edge of the road adjacent to the project, beyond which all water facilities would be privately maintained. It is anticipated that in the vicinity of 2,500 feet of 12-inch water line with appurtenances may be required. Such pipe would cost about \$70,000 in 1986 dollars exclusive of the pumps and backup power, which are even more expensive.*
- (d) Provide an easement, or pay all costs related to condemnation by Park City of an easement, suitable for construction and maintenance of a storm drain from the project site to Silver Creek or McLeod Creek. All City streets and any public utility drainage easements normally provided in the course of other private development shall be available*

for utility construction related to this MPD subject to reasonable construction techniques and City standards.

- (e) Pay for downstream detention basin construction costs in accordance with the ratio of increased runoff from the project during the 50-year flood event to the total design volume of the basin. (Note: The City Engineer will require runoff to meet the current standard. The detention basin must be able to hold the difference between pre and post development based on a 100 year storm event.)*
- (f) Construct a storm drain line to Silver Creek or McLeod Creek adequate to contain the runoff running through and off the site during the 50-year flood event. It is assumed that a minimum of 36-inch concrete storm drain line will need to be installed solely for Creole Gulch drainage. It is further assumed that special clean-out boxes and inlet boxes will need to be designed to address difficult hydraulic problems. Such boxes are expensive. (Note: the City Engineer will require that the storm drain meet the current standard. The size of the storm drain line should be able to handle the difference between pre and post development. This must be calculated and submitted to the City for review.)*
- (g) Provide re-vegetation over all on-site and off-site areas disturbed for project-related utilities.*
- (h) Sanitary sewer improvements are assumed to involve replacing in the vicinity of 3,000 feet of sewer line, with new manholes included. Such construction will cost in the vicinity of \$100,000, is subject to the approval of SBSID (now SBWRD), and is further subject to all District fees and agreements necessary for extension of lines.*

9. To minimize additional construction traffic impacts, on-site material stockpiling/staging and parking shall be provided during the course of construction. Similarly, cut and fill shall be balanced and distributed on-site whenever practicable, with any waste material to be hauled over City specified routes. Also at the time of conditional use review/approval, individual projects or phases shall provide detailed landscaping, vegetation protection, and construction staging plans.

[...]

1986 Sweeney Properties Master Plan Major Issues

The following transportation related text below is copied directly from the 1986 Sweeney Properties Master Plan (SPMP) narrative titled Section VI. Major Issues:

VI. Major Issues

Many concerns were raised and issues identified through the review process. A project of this scale and complexity would pose similar and considerable consternation no matter where it was proposed to be built. Because this particular site is located both within and adjacent to the Historic District, many of the concerns expressed related to the more subjective kinds of considerations. The Master Planned Development procedure attempts to deal with the general concept of the proposed development and defer or relegate the very detailed project review elements to the conditional use stage of review. At conditional use review, the following issues will be examined in considerable detail with technical solutions sought.

[...]

Access - All of the different concepts reviewed would result in similar access concerns. The Coalition properties along Park Avenue have excellent access as a result and efforts were, therefore, limited to combining driveways to minimize the number of curb cuts (i.e: ingress/egress points). The development of the Hillside Properties will undoubtedly impact not only Empire and Lowell Avenues but other local streets as well. While certain assumptions could be made as to the type or character of development proposed and possible corresponding differences in traffic patterns, many of the questions raised would remain unanswered. While it is true that the Norfolk Avenue extended alternative would best deal with the current problem of poor access to that area, it would not have solved all of the access issues. The proposed Master Plan will provide sufficient ground, to be dedicated to the city, for purposes of developing a reasonable turnaround for Upper Norfolk.

[...]

Traffic - Any form of development proposed in this area of town would certainly impact existing streets. Although the majority of traffic generated will use Empire and Lowell Avenues, other roads will also be affected. The concept of extending Norfolk Avenue would have improved access to the south end of old town, but would also have added additional traffic to Empire and Lowell as a result. It is expected that both Empire and Lowell will be improved in several years in order to facilitate traffic movement in general. Even without this project, some upgrading has been planned as identified through the development of the Streets Master Plan.

In evaluating traffic impacts, both construction and future automobile demand are considered. Many related issues also come into play, such as efforts to minimize site grading and waste export. The Master Plan review process affords the opportunity to address these issues in considerable detail whereas other reviews would not. Several of the conditions

proposed deal with the issue of traffic and efforts directed at mitigating the impacts created. Traffic within the project will be handled on private roadways with minimal impact.

[...]

Circulation - Circulation within the primary development sites will be on foot. Private roadways/drives access the project parking areas with vehicular circulation provided between projects and for service/delivery, construction, and emergency purposes. Pedestrian circulation within the projects will be provided via walkways and plazas with off-site improvements made to facilitate area-wide access. Several nearby stairways will be (re)constructed in accordance with the approved phasing and project plans.

Easements/Rights-of-Way - The Sweeneys have included the dedication and and/or deeding of several easements and sections of rights-of-way to Improve the city's title. As a part of the Master Plan, several roadway sections and utility/access corridors will be deeded over. In addition, a right-of-way will be supplied for the construction of a hammerhead-type turnaround for Upper Norfolk Avenue.

Norfolk Avenue - Although several staff members supported the idea of extending Norfolk Avenue through to Empire-Lowell, the consensus was in support of the clustering approach to development. Technical as well as fiscal concerns were discussed relative to the access benefits that would result. Similarly, although the resultant scale of HR-1 development that would have been likely is closer to that prevalent in the Historic District today, the spreading-out of the impacts of road and development construction would have been exacerbated. In lieu of extending Norfolk Avenue, the Sweeney's have consented to deed to the city sufficient land for a turnaround and to participate in the formation of a special improvement district for roadway improvements (in addition to providing an easement for the existing water line).

[...]

Fire Safety - The clustering of development proposed affords better overall fire protection capabilities than would a more scattered form. Buildings will be equipped with sprinkler systems and typical "high-rise" fire protection requirements will be implemented. The proposed development concept locates buildings in areas to avoid cutting and removing significant evergreens existing on the site. Specific parameters have been recommended by the staff with actual details proposed to be deferred until conditional use review.

[...]

Trails - The proposed phasing plan identifies the timing of construction for summertime hiking trails and related pedestrian connections. Trails, stairways, and sidewalks accessing or traversing the various properties will be required in accordance with both the approved phasing plan and at the time of conditional use review/approval.

2005 Fehr & Peers Study

As shown chronologically on the Transportation Studies/Documents section of this staff report, a Fehr & Peers Transportation Consultants Technical Memorandum took place in July 2005. The traffic review was commissioned by the City as it evaluated the Treasure Hill Impact Analysis Report dated July 2004 and the two (2) subsequent addendums that took place on July 2004 (Addendum One) and April 2005 (Second Addendum-Traffic Count President's Day Weekend).

2009 Traffic/Transportation/Parking Meetings

The following list below simply represents the last transportation/traffic related Planning Commission meetings and minutes that took place in 2009:

- [2009.02.11 Planning Commission Staff Report](#)
- [2009.02.11 Planning Commission Work Session meeting minutes](#)
- [2009.02.11 Planning Commission Regular meeting minutes](#)

Summary: Park City Municipal Corporation Traffic Staff provided the Planning Commission with an outline of the previous Planning Commission meetings regarding traffic. Staff outlined four (4) issues raised within the previous Planning Commission review followed with specific questions. The topics were proposed use and traffic generation, pedestrian circulation, on-site parking, and displaced parking.

- [2009.04.22 Planning Commission Staff Report](#)
- [2009.04.22 Planning Commission Regular meeting minutes](#)

Summary: Attorney Jody Burnett, who had been retained as independent counsel to render an advisory opinion on the issue of vested rights for the Sweeney MPD presented his findings. Next, the applicant responded to concerns raised by the Planning Commission during the February 11, 2009 meeting that were outlined by Staff in a letter. In general, the Planning Commission expressed concern that the proposed mitigation was creating too much of a burden on the adjacent neighborhood and that mitigation to Empire Avenue had not been addressed.

- [2009.07.22 Planning Commission Staff Report](#)
- [2009.07.22 Planning Commission Work Session meeting minutes](#)
- [2009.07.22 Planning Commission Regular meeting minutes](#)

Summary: Staff provided an overview of the proposed traffic mitigation, which was recently updated by the applicant, specifically for Empire Avenue, and Lowell/Manor Way:

Empire Avenue

- All sections 31 feet wide including curb.
- Anticipate future public process involving all impacted properties to arrive at detailed design customizing sections to meet individual neighbor needs based on the three sections provided (Options A - C).
- Accommodate snow storage equivalent to present conditions.
- Suggest permit parking for residents and guests.
- All current right-of-way parallel, perpendicular, and driveway parking maintained, and located outside of the two travel lanes.
- Suggest 15 mph speed limit.
- Signs to limit truck traffic on Empire (subject to fine).
- Encourage traffic from Treasure project to utilize Lowell Avenue with left turn only sign.

Lowell Avenue and Manor Way

- Four foot sidewalk from Manor up Empire on downhill (east) side. The sidewalk will continue in front of Treasure and around to Lowell Avenue. In this section it will be 5 feet wide. The sidewalk will continue down Lowell on the uphill (west) side at 4 feet wide down to Manor Way.
- Removed previous proposal to construct 10th street stair between Lowell and Empire.
- Removed snow storage location on the project site.
- Cross walks added at Empire and Lowell.
- Do not support prohibiting parking between 2 – 6 am for snow removal. Suggest occasional snow emergencies where residents are noticed to move their cars for a period of time for snow removal as happens in the rest of Old Town.
- Additional cost of maintenance will be covered by project tax base.
- Agree to participate in cost of improvements north of Manor based on the projects pro rata share of traffic as determined by studies.

The applicant provided mitigation to decrease trips from the project after guest/residents arrival. Applicant submitted a proposal to decrease the demand to the site: [2009.07.16 - Proposed Parking and Traffic Operations – MPE Incorporated](#). The Planning Department explained the recommended on-street

parking management plan and snow management plan, which there were disagreements with the applicant. Staff provided recommendations regarding sidewalk and snow storage placement. Staff summarized emergency vehicle access on Empire Avenue. Regarding the location and amount of off-street parking Staff analyzed the written language on the Master Plan, the effects of the employee housing, and adequacy of the proposed parking, including possible reduction. It was noted that the internal vehicular circulation system would be further analyzed during mass and scale of the building as the Planning Commission was focused on the traffic patterns offsite. Control of delivery and service vehicles was analyzed during the traffic portion of the review. The applicant proposed utilization of signs to prohibit through truck traffic and also to improve Empire Avenue with a sidewalk, landscaping, and parking to preserve the residential experience of the street and slow down through traffic. Staff was skeptical of the of the applicant's proposal in that access to and from the project on Empire will not be encumbered by Stop signs while the route utilizing Lowell has a three-way Stop at Lowell and Manor Way and a Stop sign on Manor onto Empire. Further, unenforced signs have no effect and frequent delivery trucks will quickly utilize the fastest route to and from the project which will continue to be Empire Avenue.

The meeting minutes reflect ample discussion regarding these various topics from the City's transportation/traffic experts as well as the applicant's consultants. The record indicates that that all the Commissioners concurred with the Staff analysis. Commissioner Wintzer submitted a letter that was included as part of the record. The Planning Department commented on the MPD parking calculation, specifically, that the commercial was never considered in the MPD parking calculation. Input was considered from the City's Transportation Manager and the City Engineer regarding snow removal and having a no parking regulation between 2:00-6:00 a.m. There was also a discussion about snow removal costs, street aesthetic relating to proposed parking, road lanes (width), and sidewalk, including proposed improvements to Manor Way. A discussion took place about intermediate stop signs along Empire Avenue to discourage traffic as well as discussion of the Empire Crescent Tram connection to Main Street. A discussion also took place regarding the sidewalk location, minimum travel width, and the need of employee parking management plan for adequacy. The Planning Commission concurred that they would like to see an effort for reducing the parking below 366 spaces.

After the July 22, 2009 Planning Commission meeting, there was a site meeting that took place on August 26, 2009. On September 23, 2009 the focus of review was CUP criteria 8, 11, and 15 (mass, scale, and compatibility). On October 10, 2009 there was another scheduled site visit which was canceled due to the weather. On February 02, 2010 the applicant presented their physical model, and no new information, other than the model, was received by the Planning Staff, where the City re-published their last staff report dated September 23, 2009. Regarding traffic/transportation/parking no additional studies have been submitted by the applicant from the list provided in this staff report

with the latest document submitted in July of 2009.

2011 Traffic & Transportation Master Plan

The City adopted the Traffic & Transportation Master Plan in October 2011. This master plan makes a recommendation to the City Engineer's office which designates Lowell Avenue to be built under the category of Local Road – Old Town, described on page 4-9 of the document, as shown below:

Local Road – Old Town

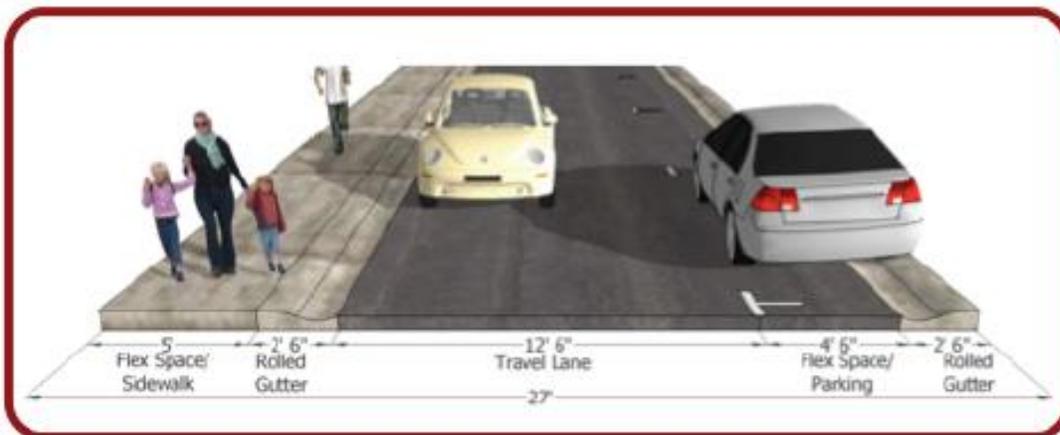
Daily Traffic Volumes: <2,000

Threshold: 2,500 daily traffic

Description: Primarily designed to provide access to houses. Usually provide access (driveways) over speed.

When the full ROW width is not available, the order of priority on flex space will be:

- Parking
- Sidewalks



Update

The Planning Department recommends that the Planning Commission get acquainted with the various transportation documents provided over the years, the language provided in the 1986 Sweeney Property Master Plan, and the last transportation discussion. The Planning Department's transportation advisors (City Engineer, Transportation Planning Manager, etc.) are scheduling a meeting with the applicant's transportation consultants to discuss supplemental information regarding road capacity, volume, counts, etc. The Planning Department will provide an official recommendation to the Planning Commission once this meeting takes place.

Three (3) submittals were made on Friday January 6, 2017, not allowing the Planning Department to have any sort of review and comment in preparation for this January 2017 meeting. These submittals include the following:

Exhibit D – 2017.01.06 - TH Traffic Study Summary - Triton

Exhibit E – 2017.01.06 TH's Response to Issues Raised

Exhibit F – 2017.01.06 TH's Executive Summary of Responses to Issues Raised

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 website: [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) criteria no. 2, 4, 5, 6, and 13 as introduced in this staff report. Staff recommends that the Planning Commission conduct a public hearing and continue it to the February 12, 2017 Planning Commission meeting.

Exhibits (printed)

- Exhibit A – [2009.07.22 Planning Commission Staff Report](#)
- Exhibit B – [2009.07.22 Planning Commission Work Session meeting minutes](#)
- Exhibit C – 2009.07.22 Charlie Wintzer Letter
- Exhibit D – 2017.01.06 - TH Traffic Study Summary - Triton
- Exhibit E – 2017.01.06 TH's Response to Issues Raised
- Exhibit F – 2017.01.06 TH's Executive Summary of Responses to Issues Raised

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
- Sheet V-14 Signage & Lighting
- 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
- 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
- Sheet P.7 Level 7 Use Plan
- Sheet P.8 Level 8 Use Plan
- Sheet P.9 Level 9 Use Plan
- Sheet P.10 Level 10 Use Plan
- Sheet P.11 Level 11 Use Plan
- Sheet P.12 Level 12 Use Plan
- Sheet P.13 Level 13 Use Plan
- Sheet P.14 Level 14 Use Plan
- 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
- Sheet E.1B.1 Building 1B Exterior Elevations
- 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
- Sheet E.4B.1 Building 4B Exterior Elevations
- Sheet E.4B.2 Building 4B Exterior Elevations
- 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
- Sheet S.2 Cross Section
- 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
Sheet S.9 Cross Section
Sheet UP.1 Concept Utility Plan

[Link I – Applicant’s Written & Pictorial Explanation](#)
[Link J – Fire Protection Plan \(Appendix A-2\)](#)
[Link K – Utility Capacity Letters \(Appendix A-4\)](#)
[Link L – Soils Capacity Letters \(Appendix A-5\)](#)
[Link M – Mine Waste Mitigation Plan \(Appendix \(A-6\)](#)
[Link N – Employee Housing Contribution \(Appendix A-7\)](#)
[Link O – Proposed Finish Materials \(Appendix A-9\)](#)
[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 \(Appendix A-20\)](#)

Additional Hyperlinks

[2009.04.22 Jody Burnett MPD Vesting Letter](#)
[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 3rd 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](#)

Planning Commission Staff Report



Subject: Treasure Hill
Author: Katie Cattan
Date: July 22, 2009
Type of Item: Administrative – Conditional Use Permit

Summary Recommendations

Staff recommends that the Planning Commission review the traffic updates for the Treasure Hill Conditional Use Permit (CUP) as analyzed in the staff report and presented by the applicant, and discuss the project as a work session item. The focus of discussion should be traffic mitigation as it relates to the CUP review criteria 2, 4, 5, 6, and 13. A public hearing shall follow the work session during the regular meeting. The public hearing should be continued to August 22, 2009.

Topic

Applicant: MPE, Inc.
Location: Creole Gulch and Mid-station of Sweeney Properties MPD
Zoning: Estate MPD (E-MPD)
Adjacent Land Use: Ski resort area and residential
Reason for Review: Conditional Use Permit is required per the Sweeney MPD
Topic of Discussion: TRAFFIC

Background

The Sweeney Properties Master Plan (SPMP) was approved by the Planning Commission on December 18, 1985. The Hillside properties consist of Creole Gulch and the Mid-station. These Hillside properties are the last two parcels to be developed within the SPMP. The following is the maximum density allowed for each of the parcels:

Creole Gulch	7.75 acres
161.5 residential UEs	
15.5 commercial UEs	
Mid-station	3.75 acres
35.5 residential UEs	
3.5 commercial UEs	
Total	11.5 acres
197 residential UEs	
19 commercial UEs	

A residential UE is 2000 square feet and a commercial UE is 1000 square feet. Per the MPD, commercial UEs may only be used for support commercial use.

Under the SPMP, each development parcel is required to attain the approval of a Conditional Use Permit from the Planning Commission. On January 13, 2004, the applicant submitted a Conditional Use Permit application for the Creole Gulch and Mid-station sites. The CUP was reviewed by the Planning Commission from April 14, 2004 until April 26, 2006 in a series of twenty-three (23) previous meetings.

Summary of Recent Previous Meetings

January 7, 2009 - Planning Commission - Overview

Reviewed history of the original Sweeney Properties Master Plan, outlined the current review criteria for the current Conditional Use Permit, reviewed affordable housing plan (recommended on-site units), discussed review process, and setbacks.

February 11, 2009 – Planning Commission – Traffic

Staff provided the Planning Commission with an outline of the previous Planning Commission meetings regarding traffic. Staff outlined four issues raised within the previous Planning Commission review followed with specific questions. The topics were proposed use and traffic generation, pedestrian circulation, on-site parking, and displaced parking

February 26, 2009 – Housing Authority- Employee Housing

During this meeting, the Housing Authority directed the applicant to place the employee housing onsite.

April 22, 2009 – Planning Commission – Traffic

Attorney Jody Burnett, who had been retained as independent counsel to render an advisory opinion on the issue of vested rights for the Sweeney MPD presented his findings. Next, the applicant responded to concerns raised by the Planning Commission during the February 11, 2009 meeting that were outlined by staff in a letter. In general, the Planning Commission expressed concern that the proposed mitigation was creating too much of a burden on the adjacent neighborhood and that mitigation to Empire Avenue had not been addressed. (Note: Due to an issue with the recording device, the minutes of April 22, 2009 meeting are not currently available. A full recording has been obtained but the minutes have not been adopted.)

Analysis

Standard of Review for Conditional Use Permit (Traffic)

Land Management Code: Conditional Use Permit 15-1-10:

“The Planning Department will evaluate all proposed Conditional Uses and may recommend conditions of approval to preserve the character of the zone and to mitigate potential adverse effects of the Conditional Use.

A Conditional Use shall be approved if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of proposed use in accordance with applicable standards.

If the reasonable anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use may be denied.”

The Planning Department and Planning Commission must review each of the following items when considering whether or not the proposed conditional use mitigates impacts of the following criteria related to traffic:

2. Traffic considerations including capacity of the existing Streets in the area;
4. Emergency vehicle access;
5. Location and amount of off-street parking;
6. Internal vehicular and pedestrian circulation system;
13. Control of delivery and service vehicles, loading and unloading zones, and screening of trash pickup areas;

Overview of Traffic Mitigation

Traffic to and from the project has been the focus of the previous Planning Commission meetings. During the previous April 22, 2009 Planning Commission meeting, the applicant had proposed improvements to Lowell Avenue. The applicant had focused mitigation to make improvements to Lowell Avenue and prevent through traffic on Empire Avenue. It was proposed that the uphill side of Lowell would be utilized for parking and snow storage in 150 foot intervals. A sidewalk was proposed on the downhill side. The road would have to be widened within the right-of-way on the uphill side to prevent impact to the existing conditions (landscaping, driveways) on the downhill side of the road. The applicant proposed to mitigate traffic impacts to Empire Avenue through signs directing traffic to utilize Lowell Avenue and by constructing a staircase at 10th street to move people from Empire Avenue to the sidewalk on Lowell Avenue.

For the City to maintain the proposed mitigation, no parking would be allowed on Lowell Avenue between 2 am – 6 am in order to maintain the road with snow plowing to a level to accommodate the projected traffic. The same parking restrictions would apply to Empire Avenue due to the anticipated spill-over of cars from Lowell Avenue. The Planning Commission and the public voiced concern for the impact of this proposal on the local residents. Not all residents of Lowell and Empire have off street parking and parking is limited on those properties that do.

Since the April 22, 2009 meeting the applicant has changed the proposed mitigation. The following summarizes the newly proposed changes:

Empire Avenue

- All sections 31 feet wide including curb.
- Anticipate future public process involving all impacted properties to arrive at detailed design customizing sections to meet individual neighbor needs based on the three sections provided (Options A - C).

- Accommodate snow storage equivalent to present conditions.
- Suggest permit parking for residents and guests.
- All current right-of-way parallel, perpendicular, and driveway parking maintained and located outside of the two travel lanes.
- Suggest 15 mph speed limit.
- Signs to limit truck traffic on Empire (subject to fine).
- Encourage traffic from Treasure project to utilize Lowell Avenue with left turn only sign.

Lowell Avenue and Manor Way

- Four foot sidewalk from Manor up Empire on downhill (east) side. The sidewalk will continue in front of Treasure and around to Lowell Avenue. In this section it will be 5 feet wide. The sidewalk will continue down Lowell on the uphill (west) side at 4 feet wide down to Manor Way.
- Removed previous proposal to construct 10th street stair between Lowell and Empire.
- Removed snow storage location on the project site.
- Cross walks added at Empire and Lowell.
- Do not support prohibiting parking between 2 – 6 am for snow removal. Suggest occasional snow emergencies where residents are noticed to move their cars for a period of time for snow removal as happens in the rest of Old Town.
- Additional cost of maintenance will be covered by project tax base.
- Agree to participate in cost of improvements north of Manor based on the projects pro rata share of traffic as determined by studies.

The new revisions also include changes to Lowell Avenue. Previously the sidewalk was proposed on the downhill side of the street. The City supported this location because it would result in greater utilization. By moving the sidewalk between the parking/snow storage and the retaining wall it will be very difficult to keep clear and will be utilized less. The applicant's engineer has stated that the two reasons for this modification to the plan are;

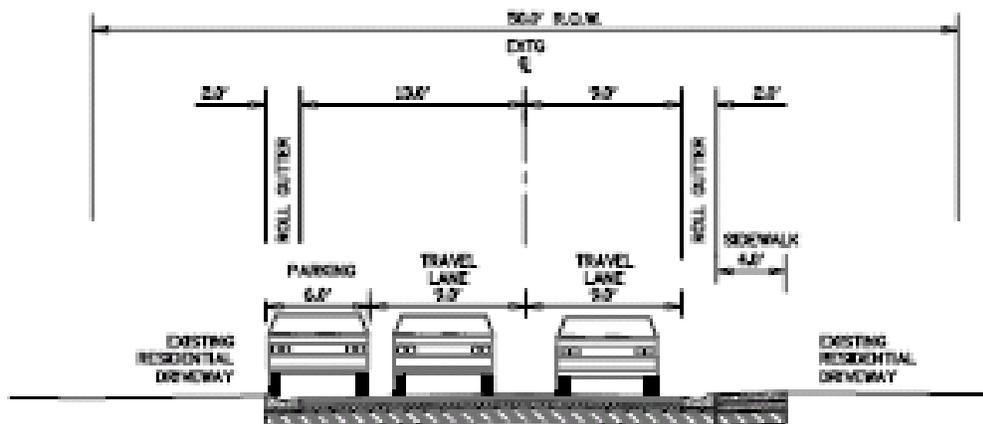
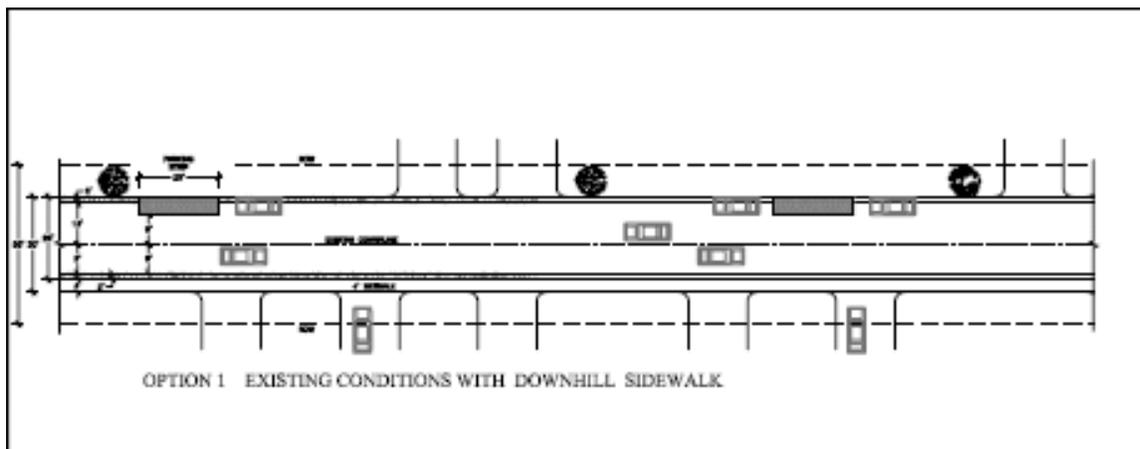
“1) By putting the sidewalk on the downhill side of Empire Ave and on the uphill side of Lowell, it make for a continuous pedestrian path from the lower end of Empire all the way up and around the Treasure project and then down Lowell all the way to the Park City Mountain Resort without having to cross the street. The sidewalk was put on the downhill side of Empire because it creates the least impact to existing structures/driveways.

2) By putting the sidewalk on the uphill side of Lowell it allows for tailoring the grading to fit the existing conditions and approaches and is the option that creates the least impact to the existing conditions.”

The three options proposed for Empire Avenue address the issues of pedestrian safety (introduction of sidewalk) and traffic calming (narrower streets). The customized approach to accommodate existing conditions is an improvement over the sole mitigation of signs to deter traffic. Each of the options decreases the width of travel

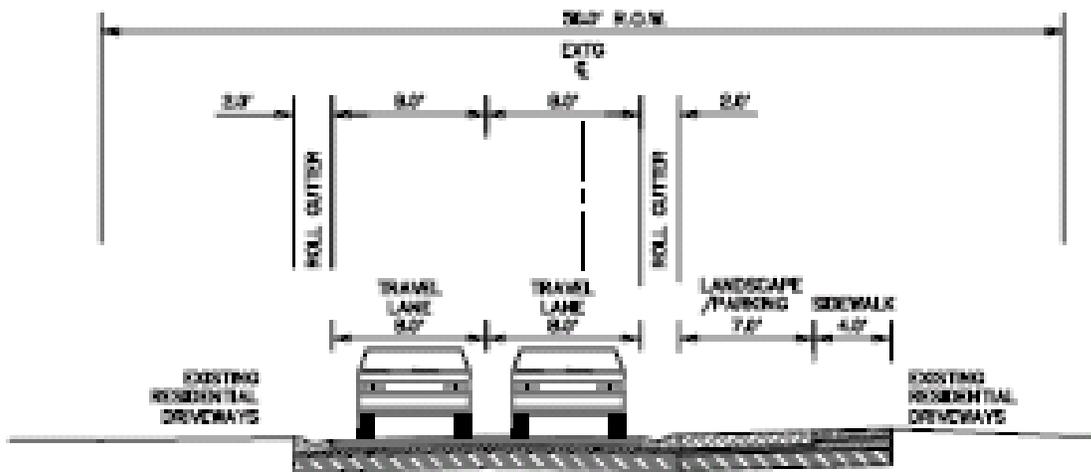
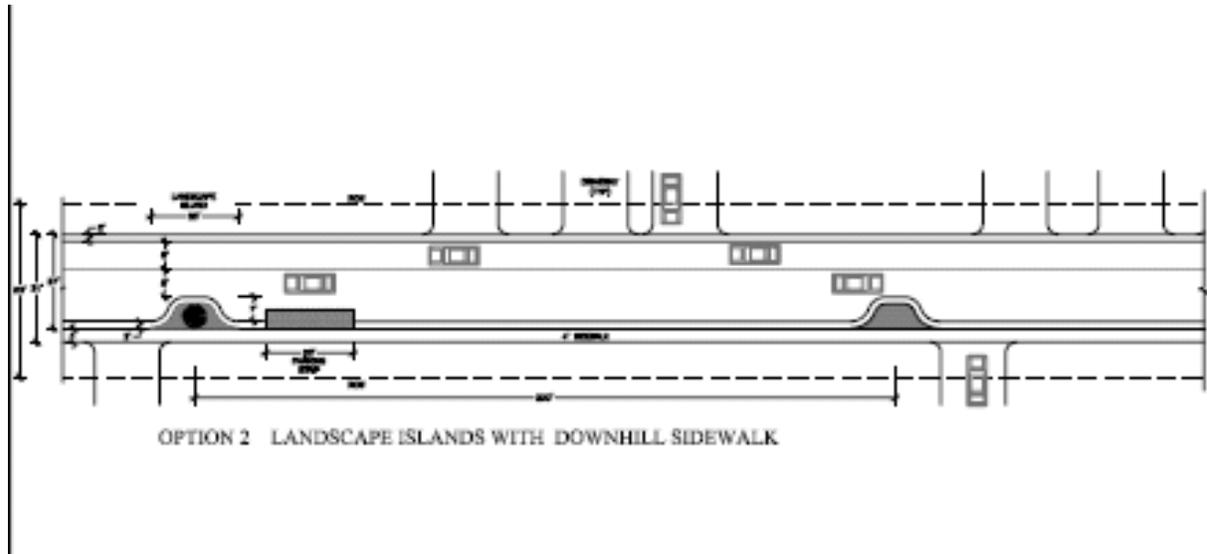
lanes and would be customized toward the existing conditions on the street. The City’s analysis of the proposed options follows within the CUP analysis section of this report.

Option 1. Existing Conditions with Downhill Sidewalk on Empire. This Option includes two 9 feet wide travel lanes with a 2 ½ foot curb and gutter. Parking, landscaping, and a 4 feet wide sidewalk is also included.



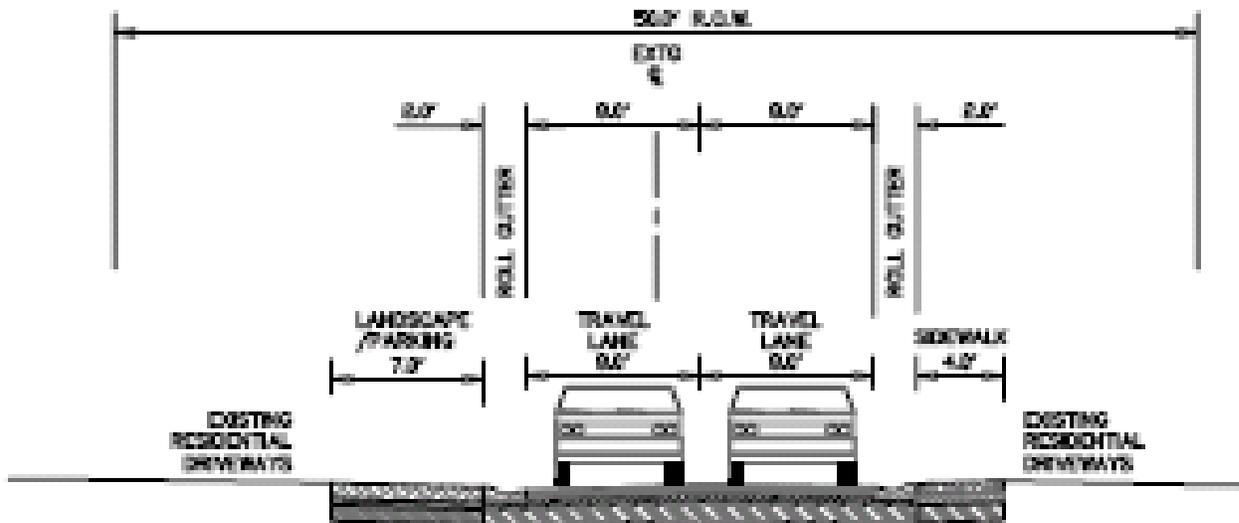
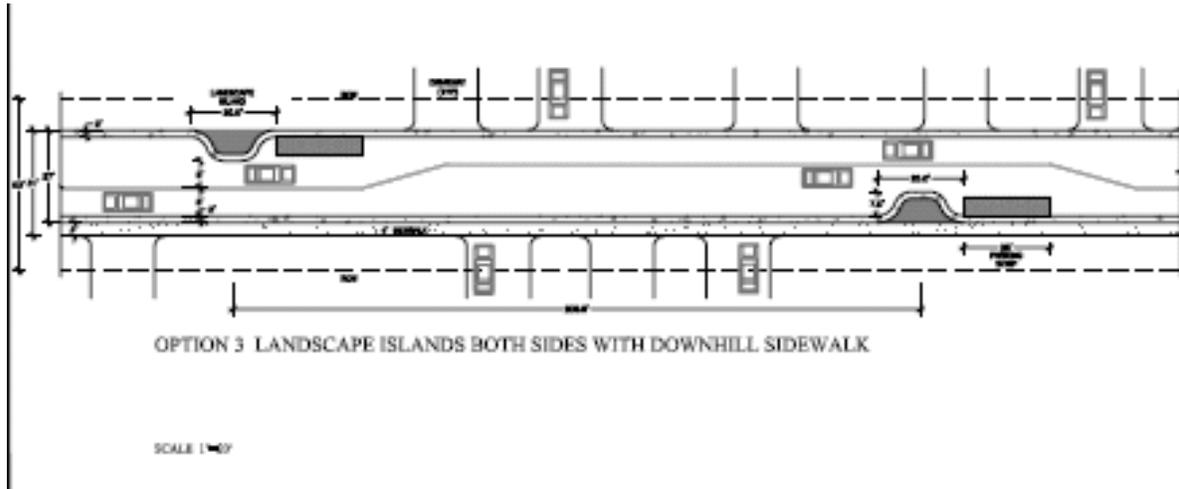
OPTION 1
TYPICAL ROAD SECTION
SCALE: 1"=8'

Option 2: Landscape Islands with Downhill Sidewalk on Empire. Option 2 includes two 8 feet wide travel lanes with 2 ½ foot curb and gutter on each side of the travel lanes. Alternating parking and landscape islands, and a 4 feet wide sidewalk is also included.



OPTION 2
TYPICAL ROAD SECTION
SCALE: 1"=5'

Option 3: Landscape Islands Both Sides with Downhill Sidewalk on Empire. Option 3 includes two 8 foot wide travel lanes with 2 ½ foot curb and gutter on each side of the travel lanes. Alternating parking and landscape islands on both sides of the street and a 4 feet wide sidewalk are also included.



OPTION 3
TYPICAL ROAD SECTION
SCALE: 1"=8'

The applicant has provided mitigation to decrease trips from the project once guest/residents have arrived.

- Cabriolet: Replace the current town lift with a cabriolet that will take guests from the project to Main Street and vice versa. The ski lift will begin at the project to take the public up the mountain. The hours of operation for the Cabriolet will mirror the hours of operation of the City buses.
- 8th Street Improvement: A staircase will be built up 8th street to the project creating safer pedestrian connectivity to Main Street.
- Bike and ski trail: The existing bike trail from the town lift will be graded more gradually to accommodate beginner bikers. The ski trail to Main Street will also be graded more gradually to accommodate beginner skiers.
- Ticket Sales: Ticket sales for skiing will be sold onsite so guests will not have to travel down Lowell Avenue to pick up tickets for skiing. Also, guests staying on Main Street or in the vicinity may take the cabriolet to the project to purchase ski tickets.
- Connectivity to public transportation: The cabriolet will unload at the town lift plaza on Main Street. This is on the public bus line and within walking distance to the City Transportation Center.
- Onsite amenities: Within the support commercial area there will be a convenient store onsite and food and beverage options.
- Storage. There are large storage areas included within the building plans to provide less dependency on daily deliveries of goods for onsite services.

The applicant has also submitted a proposal to decrease the demand to the site.

Exhibit A is the Treasure Parking and Traffic Operations Plan. This plan includes:

- Personal vehicle minimization plan with a goal of 80% of hotel guests not driving a personal vehicle.
- No general public will be allowed to park onsite
- ½ of employees living on site will be allowed to have a parking spot onsite. Other employees will be encouraged to arrive via public transportation and cabriolet.
- Delivery schedules and check-in times will be managed during non-peak hours.
- Maps showing the use of Lowell and management of deliveries to only utilize Lowell.

Analysis of Conditional Use Permit

2. Traffic consideration including capacity of the existing Streets in the area

The PEC traffic study dated April 2, 2009 provided the following table projecting traffic.

Table Three

<i>Type of Facility</i>	<i># of Units</i>	<i>AM Trip</i>	<i>PM Trip</i>	<i>AM Peak Hour</i>		<i>PM Peak Hour</i>	
		<i>Generation</i>	<i>Generation</i>	<i># Entering</i>	<i># Exiting</i>	<i># Entering</i>	<i># Exiting</i>
<i>Hotel</i>	200	63	61	37	27	30	31
<i>Condominium/Townhouse</i>	105	27	31	5	22	21	10
<i>Employee Housing</i>	58	18	21	4	14	14	7
<i>Commercial</i>	19	0	34	0	0	15	19
TOTAL		108	147	45	63	79	68

The applicant has provided staff with an updated traffic study which places the through traffic to the site on Lowell Avenue. The previous study distributed the traffic between the two streets. The PEC updated addendum (Exhibit B) dated June 25, 2009 states: “by moving that portion of the site traffic that was previously projected to use Empire Avenue over to Lowell Avenue, some of the traffic movements at the analysis intersections are projected to experience less delay, while other movements will experience increased delay. The net effect at both intersections is a minor increase in total intersection average delay. Both intersections are still projected to operate well within acceptable levels of delay in both the AM and PM peak periods on ski-days.”

The original traffic study assumed road widths to be 25 feet. The City Engineer and the Public Works Transportation Manager have determined that in order to provide the level of service that will accommodate the projected traffic the roads must be maintained to a width of 25 feet as the PEC traffic study suggest. In order to maintain the 25 feet width, the City must impose the management practice of no parking between the hours of 2 am and 6 am. Currently, the parking on the street is not a problem due to the existing traffic levels. With increased traffic levels from the project, the road must be kept clear and therefore the additional demand requires that additional impact is mitigated.

The applicant has stated that “We no longer support the winter prohibition of parallel street parking from 2 AM to 6 AM.” Then the applicant suggests “occasional snow emergencies where residents are noticed by the placement of temporary signs over existing to move their cars for a period of time to the designated snow storage areas having been previously cleared.” City staff can not support the newly proposed snow management plan. The City utilizes the management practice of emergency snow removal in order to haul snow from tight residential streets. This management practice does not occur on a regular basis due to the impacts to the residents, the difficulty in logistics, and the expense. **In order to keep the width of the road to 25 feet on a daily basis through out the winter, the snow on Lowell Avenue and Empire**

Avenue must be cleared regularly and necessitates the removal of on-street parking nightly. (Emphasis Added) This management practice is consistent in old-town for high volume roads, including Park Avenue and Main Street.

The applicant asserts the increase in the snow removal cost on the street will be funded through the tax dollars generated from the development. The applicant estimated an increased contribution of \$26,846 toward annual snow removal. Public Works has reviewed this number and has estimated that snow removal on the two roads maintaining 25 feet of width will cost the City \$69,874.50 dollars annually, well above the amount contributed by the taxes of the project. (Exhibit C) Additionally, staff rejects the assertion that the applicant may rely upon or obligate future city councils to an enhanced level of service not generally available to the public as a mitigation method.

City staff asked the applicant to answer the following questions in response to the need to remove cars from Lowell and Empire between the hours of 2 – 6 am.

1. How many cars will be displaced due to the snow removal management plan?
2. Where will the displaced cars park?

Not all residents have off-street parking. City staff has requested a number associated with the number of residents actually impacted to determine if mitigation is achieved. If a number is known, then the Planning Commission can make a determination of an acceptable level where mitigation is achieved.

The applicant's response to these questions is not conclusive. Parking spaces were calculated within the general neighborhood by the applicant, but no definitive plan was proposed for displaced parking. The applicant has clarified that they do not feel an obligation to create parking for cars that are parked within the public right-of-way. The applicant will have the opportunity to discuss this point during the work session as staff does not have an explanation in writing.

Within the revisions, the applicant has addressed the Planning Commissions concern for pedestrian safety with the addition of a sidewalk. The side walk is proposed on the downhill side of Empire and the uphill side of Lowell. The City does not maintain sidewalks that are not on major connector streets. The only sidewalks maintained by the City are those which connect neighborhoods. (Example: Park Ave (224) Connecting Thaynes to Main Street, Upper Park Ave is not maintained). The upkeep of the sidewalk will be the responsibility of the residents. The City can not assume that the sidewalk will be maintained by the public at a level to protect the health and safety of the residents from the increase in traffic generated by Treasure. City staff finds that the sidewalk will not sufficiently mitigate the pedestrian safety issues due to inadequate snow removal. The previous snow removal cost did not include the maintenance of the sidewalk. The sidewalk plow mentioned in the bid is only slated for use for hauling, not for regular plow service. Public Works use the small sidewalk plow to get snow from around obstacles and out of the gutter during hauling events.

City Staff does not support the location of the sidewalk on the uphill side of Lowell Avenue. It is expected that the sidewalk will be utilized by the local residents more that

the visitors of the development. By placing the sidewalk closer to the majority of the existing neighbors on the downhill side it will be easier access for the residents and snow will melt more quickly. The challenges of locating the sidewalk on the uphill side include grade issues due to the steeper existing conditions and keeping a sidewalk cleared adjacent to the proposed snow storage areas.

Another concern of City Staff is the proposed improvements to Empire Avenue. The proposed landscape islands on Empire Avenue will necessitate ongoing planting, watering and maintenance, again creating another financial and labor burden on the City for years to come. The City Engineer has concern for the proposed travel lane width of 8 feet. A standard truck width of 7'9" not including the side mirrors.

4. Emergency vehicle access

The applicant has proposed three new options for Empire Avenue. Each of the options decreases the width of travel lanes and would be customized toward the existing conditions on the street. The Fire Marshall requires that all streets have a minimum width of 20 feet in a residential neighborhood. All three proposals comply with the Fire Marshall requirement.

7. Location and amount of off-street parking.

The parking for all buildings within the Sweeney Properties Master Plan Development is required to be provided on-site and in enclosed structures (Finding #5 of SPMP). The following parking requirement reflect sheet 22 of the exhibits of the MPD:

	Hotel Room Suite not to exceed 650 s. f.	Apt. not to exceed 1000 s.f.	Apt. not to exceed 1500 s.f.	Apt. not to exceed 2000 s.f.	Apt. in excess of 2000 s.f.
# of parking spaces	.66	1	1.5	2	2

It is important to note that the MPD calculation for parking only included parking for the residential units. It did not include a calculation for the 19 unit equivalents of support commercial and approximately 23,000 square feet of employee housing. The Housing Authority directed the applicant to provide a mixture of onsite housing. The following parking ratio requirements (LMC 15-3-6(A)) could be applied to the employee housing parking if the Planning Commission directs staff to include employee parking to the project.

Use	Parking Ratio (Number of Spaces)
Multi-unit Dwelling (Apartment/Condominium not greater than 650 sf floor area)	1 per Dwelling Unit
Multi-unit Dwelling (Apartment/Condominium greater than 650 sf and less than 100 sf floor area)	1.5 per Dwelling Unit
Multi-unit Dwelling (Apartment/Condominium greater than 1,000 sf and less than 2,500 sf floor area)	2 per Dwelling Unit
Dormitory	1 per 200 sf floor area devoted to accommodations

Per the MPD calculation for parking, the development is required to have 366 spaces. The proposed project contains 424 parking spaces. During the April 22, 2009 Planning Commission meeting, several Commissioners stated that they would not support any parking in excess of the MPD requirement.

Since the April 22, 2009 meeting, the applicant contracted Project Engineering Consultants to conduct a parking generation study (Exhibit D). This study calculated the parking based on the proposed uses. The raw parking generation analysis estimated 833 spaces on the weekend as the greatest demand. The study then introduced a parking reduction of 10% for the residential uses and 90% for the support commercial. The study explains that the support commercial is “intended for the use of the resort guest only. Therefore no public parking is provided. However, a certain amount of parking will be needed for managers/employees living off-site, service issues, etc. 90% reduction was assumed.” After introducing the reductions the reduced parking generation identified a need for 435 parking spots. The applicant is proposing a net of 424 parking spaces. No public parking is proposed within the 424 parking spaces. The additional 58 spaces proposed will be utilized by staff (living onsite and off) and service vehicles. The applicant has estimated that 300 employees will be necessary to manage Treasure. 300 is the total amount of employees within all the rotating shifts.

The applicant has not changed his perspective on the requested decrease in onsite parking. The following statement is from the previous response letter dated April 2, 2009:

“With respect to reducing onsite parking, we are not willing to do this. The intent of the Master Plan parking requirement was to establish a minimum number of parking spaces not a maximum. It is advantageous for the project and the City to build more parking in order to reduce parking pressure on neighboring streets and employee parking pressure in the vicinity of the Town Lift base. Furthermore, since the parking is required to be located below finish grade, it has no effect on mass.”

LMC 15-3-7 (A) states:

In Master Planned Developments and in review of Conditional Use Permits, the initial parking requirement is determined by referring to the requirements for the use and the underlying zone. The Planning Commission may reduce this initial parking requirement to prevent excessive parking and paving. The applicant must prove by a parking study that the proposed parking is adequate.”

Staff disagrees with the applicant on the establishment of minimum not maximum parking levels. The Code gives the Planning Commission the authority to reduce the amount of parking in the CUP review. Also, to address the applicants’ last point, below-grade parking does affect above-grade mass in that other support uses could be provided below grade instead of parking. These uses occupying above-grade mass, if reduced, would therefore reduce the above-grade mass as well.

Staff requests discussion on employee housing and parking.

Staff requests input from the Planning Commission regarding whether the applicant has proven that the proposed parking is adequate or should be reduced from the initial determination.

6. Internal vehicular and pedestrian circulation system

The internal vehicular circulation system will be further analyzed during mass and scale of the building. The Planning Commission has been focused on the traffic patterns off-site. This CUP criterion will be further explored during a later meeting.

13. Control of delivery and service vehicles, loading and unloading zones, and screening of trash pickup areas;

Control of delivery and service vehicles has been analyzed during the traffic portion of the review. The applicant is proposing the utilization of signs to prohibit through truck traffic. The applicant is also proposing to improve Empire Avenue with a sidewalk, landscaping, and parking to preserve the residential experience of the street and slow down through traffic. According to the applicant, the new design will deter delivery and service vehicles from utilizing Empire Avenue. Staff is skeptical of this proposal in that access to and from the project on Empire will not be encumbered by Stop signs while the route utilizing Lowell has a three-way Stop at Lowell and Manor Way and a Stop sign on Manor onto Empire. Further, unenforced signs have no effect and frequent delivery trucks will quickly utilize the fastest route to and from the project which will continue to be Empire Avenue.

Loading and unloading zones are located onsite and do not effect the traffic circulation. The trash pickup areas are also located within the project and do not effect the current analysis on traffic circulation.

Exhibits

- Exhibit A – Treasure Parking and Operations Plan
- Exhibit B – PEC 6th Addendum to Traffic Analysis
- Exhibit C – Cost Calculation by City Staff
- Exhibit D – PEC 5th Addendum to Traffic Analysis (Parking Study)
- Exhibit E – Alta Engineering road sections for Empire and Lowell
- Exhibit F – PEC Updated Walkability Study
- Exhibit G – Sketch of Empire Avenue and Lowell Avenue changes

Summary Recommendations

Staff recommends that the Planning Commission review the traffic updates for the Treasure Hill Conditional Use Permit (CUP) as analyzed in the staff report and presented by the applicant, and discuss the project as a work session item. The focus of discussion should be traffic mitigation as it relates to the CUP review criteria 2, 4, 5, 6, and 13. A public hearing shall follow the work session during the regular meeting. The public hearing should be continued to August 22, 2009.

During the August 22, 2009 work session, the applicant will host a site visit for the Planning Commission and the public at 5pm leaving from the town lift plaza. Staff plans to begin the analysis on mass, scale, architecture, and compatibility during the next meeting.

July 16, 2009

Proposed Treasure Parking and Traffic Operations

When Treasure (the “Project”) opens, it is estimated the Project will employ approximately 300 persons, including the PCMR employees operating the Town Cabriolet gondola and Treasure Express ski lift. That number is spread over 24 hours, 7 days a week, for one year. It assumes a 2080 hour full time equivalent. That is an average of 71 employees per hour. During busy times it is reasonable to assume there will be upward of a hundred employees working. Keep in mind that over a 24-hour period, the number of employees will fluctuate because of the differing requirements for various operating hours. In addition there will be seasonal variation.

A personal vehicle minimization program for employees and guests will be implemented when Treasure opens for business and owner occupancy takes place. Hotel guests will be encouraged and incentivized to use shuttles or limo services from the airport directly to Treasure. It may be possible to bundle the shuttle price into the room rate. Additionally, it will be explained to incoming Treasure’s guests that it is unnecessary to have a personal vehicle onsite because of the availability of free, easily-accessible public transportation, that public transit can transport guests quickly and efficiently to the other two local ski resorts and to many other nearby locations. Most importantly, it will be explained that they are within a minute ride on the Town Cabriolet gondola to Main Street with its eclectic shops, entertainment, and fine and casual dining. The desired goal will be to have 80% of guests arrive without a personal vehicle. Currently, some lodging facilities in Park City are exceeding 60% guest arrivals without personal vehicles. Condominium association documents will be subject to the development agreement with Park City Municipal Corporation with respect to the forgoing and should insure that the Project operator works towards this end.

Nonetheless, keep in mind there will invariably be some full time residents in the Project and guests that have plans that will require personal vehicles. It is not our intent to restrict or limit the freedom of this type of Project resident.

There will be approximately 50 employee parking spaces onsite primarily assigned to those living onsite. The Housing Authority’s has expressed a desire to have a mixed use employing housing configuration, i.e., dorm space and two-bedroom family units. It is estimated that approximately 100 employees will live in the Project. There will be limited onsite parking for service providers. Offsite employees living within Park City will be asked to walk, ride bikes or take public transit and the Town Cabriolet gondola to access Treasure. A shuttle service will be provided for employees as needs dictate.

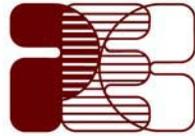
Page 1 of 2



Employees living outside of Park City will be encouraged to use the Park & Rides and take public transportation to the Town Lift Base and from there use the Town Cabriolet gondola to access the Project.

To further restrict vehicular traffic to Treasure, there will be no general public parking. Only individuals residing in the Project and their authorized guests will be permitted to use Treasure's parking. To minimize the traffic impact of hotel guests, arrival and checkout times will be scheduled avoid the peak day skier traffic to and from Park City. Delivery vehicles will be scheduled to avoid peak traffic as well, and, ample underground storage space will be provided to provide flexibility and help limit the number of delivery trips.

Guests that drive to Treasure will be provided a map detailing "How to Drive to Treasure using Lowell Avenue." Delivery vehicles will be instructed to use only Lowell Avenue. Vehicles leaving Treasure will be directed to drive down Lowell Avenue. Through truck traffic will be prohibited on Empire Avenue. The goal is to minimize Treasure's traffic on Empire Avenue. Treasure is recommending that both Lowell and Empire Avenues be redesigned and reconstructed to present an image of a neighborhood, pedestrian-friendly, secondary streets, all be it with Lowell having the greater traffic capacity.



June 25, 2009

Matthew Cassel, P.E.
Park City Engineer
445 Marsac Avenue
P.O. Box 1480
Park City, UT 84060-1480

**RE: Sixth Addendum to the Treasure Hill Traffic Impact Analysis, July, 2004
Intersection Operations Limiting Development Traffic on Empire Avenue**

Dear Mr. Cassel,

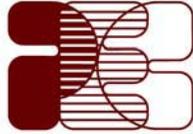
Project Engineering Consultants (PEC) has performed a re-analysis of the anticipated traffic impacts of the site traffic on the local street system. This new analysis is due to changes to the development plan made to minimize the use of Empire Avenue south of Manor Way by traffic to and from the development.

The proposed change affects the traffic projections and analysis at the Manor Way intersections with Lowell Avenue and Empire Avenue. The original traffic study analyzed the traffic operations for both the Design Non Ski-Day and the Design Ski-Day. Because the Design Ski-Day is the “worst case” this re-analysis includes only that scenario. The results of the re-analysis are presented in Table 1 below. The highway capacity output sheets for each analysis run are attached.

Table 1 – Design Ski-Day Summary

	<i>Empire / Manor</i>		<i>Lowell / Manor</i>	
	AM Peak	PM Peak	AM Peak	PM Peak
Total Intersection	A / 8.6	B / 10.6	A / 7.7	B / 11.4
Northbound	A / 7.9	A / 8.6	A / 7.3	B / 10.7
Southbound	A / 8.1	A / 9.4	A / 7.9	B / 12.3
Eastbound	A / 9.2	B / 11.7	N/A	N/A
Westbound	N/A	N/A	A / 8.3	B / 11.3
<i>Legend: A / 8.7 A = Level of Service 8.7 = Delay Time in Seconds</i>				

By moving that portion of the site traffic that was previously projected to use Empire Avenue over to Lowell Avenue, some of the traffic movements at the analysis intersections are projected to experience less delay, while other movements will experience increased delay. The net effect at both intersections is a minor increase in total intersection average delay. Both intersections are still projected to operate well within acceptable levels of delay in both the AM and PM peak periods on ski-days.



After a review of this addendum, if there are any questions or need for further clarifications, please contact me at your earliest convenience.

Respectfully,

Project Engineering Consultants

A handwritten signature in blue ink, appearing to read 'Gary Horton', is written over a light yellow rectangular background.

Gary Horton, P.E.
Principal

File: (u:\2009\tu projects\tu 9007 treasure hill tia\addendum 6 - site traffic on lowell only\treasure addendum 6.doc)

Exhibit A – 2009.07.22 Planning Commission Staff Report & Exhibits

ALL-WAY STOP CONTROL ANALYSIS									
General Information					Site Information				
Analyst	KJF				Intersection	Manor/Empire			
Agency/Co.	PEC				Jurisdiction	Park City			
Date Performed	6/25/2009				Analysis Year	Total Traffic - Ski Day			
Analysis Time Period	AM Peak								
Project ID <i>Treasure Hill TIA - Addendum 6</i>									
East/West Street: <i>Manor Way</i>					North/South Street: <i>Empire Avenue</i>				
Volume Adjustments and Site Characteristics									
Approach	Eastbound					Westbound			
Movement	L	T	R	L	T	R			
Volume	179	0	2	0	0	0			
%Thrus Left Lane	50			50					
Approach	Northbound					Southbound			
Movement	L	T	R	L	T	R			
Volume	2	41	0	0	53	117			
%Thrus Left Lane	50			50					
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Configuration	LR				LT		TR		
PHF	0.90				0.90		0.90		
Flow Rate	200				47		188		
% Heavy Vehicles	0				0		0		
No. Lanes	1		0		1		1		
Geometry Group	1				1		1		
Duration, T					0.25				
Saturation Headway Adjustment Worksheet									
Prop. Left-Turns	1.0				0.0		0.0		
Prop. Right-Turns	0.0				0.0		0.7		
Prop. Heavy Vehicle									
hLT-adj	0.2	0.2			0.2	0.2	0.2	0.2	
hRT-adj	-0.6	-0.6			-0.6	-0.6	-0.6	-0.6	
hHV-adj	1.7	1.7			1.7	1.7	1.7	1.7	
hadj, computed	4.61				4.61		4.61		
Departure Headway and Service Time									
hd, initial value	3.20				3.20		3.20		
x, initial	0.18				0.04		0.17		
hd, final value	4.61				4.61		4.61		
x, final value	0.26				0.06		0.21		
Move-up time, m	2.0				2.0		2.0		
Service Time	2.6		2.6		2.6		2.6		
Capacity and Level of Service									
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Capacity	450				297		438		
Delay	9.18				7.90		8.12		
LOS	A				A		A		
Approach: Delay	9.18				7.90		8.12		
LOS	A				A		A		
Intersection Delay					8.58				
Intersection LOS					A				

Exhibit A – 2009.07.22 Planning Commission Staff Report & Exhibits

ALL-WAY STOP CONTROL ANALYSIS									
General Information					Site Information				
Analyst	KJF				Intersection	Manor/Empire			
Agency/Co.	PEC				Jurisdiction	Park City			
Date Performed	6/25/2009				Analysis Year	Total Traffic - Ski Day			
Analysis Time Period	PM Peak								
Project ID <i>Treasure Hill TIA - Addendum 6</i>									
East/West Street: <i>Manor Way</i>					North/South Street: <i>Empire Avenue</i>				
Volume Adjustments and Site Characteristics									
Approach	Eastbound					Westbound			
Movement	L		T		R	L	T	R	
Volume	292		0		16	0	0	0	
%Thrus Left Lane	50					50			
Approach	Northbound					Southbound			
Movement	L		T		R	L	T	R	
Volume	2		55		0	0	85	130	
%Thrus Left Lane	50					50			
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Configuration	LR				LT		TR		
PHF	0.90				0.90		0.90		
Flow Rate	341				63		238		
% Heavy Vehicles	0				0		0		
No. Lanes	1		0		1		1		
Geometry Group	1				1		1		
Duration, T	0.25								
Saturation Headway Adjustment Worksheet									
Prop. Left-Turns	1.0				0.0		0.0		
Prop. Right-Turns	0.0				0.0		0.6		
Prop. Heavy Vehicle									
hLT-adj	0.2	0.2			0.2	0.2	0.2	0.2	
hRT-adj	-0.6	-0.6			-0.6	-0.6	-0.6	-0.6	
hHV-adj	1.7	1.7			1.7	1.7	1.7	1.7	
hadj, computed	4.79				4.79		4.79		
Departure Headway and Service Time									
hd, initial value	3.20				3.20		3.20		
x, initial	0.30				0.06		0.21		
hd, final value	4.79				4.79		4.79		
x, final value	0.45				0.09		0.30		
Move-up time, m	2.0				2.0		2.0		
Service Time	2.8		2.8		2.8		2.8		
Capacity and Level of Service									
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Capacity	591				313		488		
Delay	11.70				8.60		9.43		
LOS	B				A		A		
Approach: Delay	11.70				8.60		9.43		
LOS	B				A		A		
Intersection Delay	10.55								
Intersection LOS	B								

Exhibit A – 2009.07.22 Planning Commission Staff Report & Exhibits

ALL-WAY STOP CONTROL ANALYSIS									
General Information					Site Information				
Analyst	KJF				Intersection	Manor/Lowell			
Agency/Co.	PEC				Jurisdiction	Park City			
Date Performed	6/25/2009				Analysis Year	Total Traffic - Ski Day			
Analysis Time Period	AM Peak								
Project ID <i>Treasure Hill TIA - Addendum 6</i>									
East/West Street: <i>Manor Way</i>					North/South Street: <i>Lowell Avenue</i>				
Volume Adjustments and Site Characteristics									
Approach	Eastbound					Westbound			
Movement	L		T		R	L	T		R
Volume	0		0		0	94	0		0
%Thrus Left Lane	50					50			
Approach	Northbound					Southbound			
Movement	L		T		R	L	T		R
Volume	0		0		140	37	32		0
%Thrus Left Lane	50					50			
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Configuration			L		R		LT		
PHF			0.90		0.90		0.90		
Flow Rate			104		155		76		
% Heavy Vehicles			0		0		0		
No. Lanes	0		1		1		1		
Geometry Group			1		1		1		
Duration, T	0.25								
Saturation Headway Adjustment Worksheet									
Prop. Left-Turns			1.0		0.0		0.5		
Prop. Right-Turns			0.0		1.0		0.0		
Prop. Heavy Vehicle									
hLT-adj			0.2	0.2	0.2	0.2	0.2	0.2	0.2
hRT-adj			-0.6	-0.6	-0.6	-0.6	-0.6	-0.6	-0.6
hHV-adj			1.7	1.7	1.7	1.7	1.7	1.7	1.7
hadj, computed			0.00		0.00		0.00		0.00
Departure Headway and Service Time									
hd, initial value			3.20		3.20		3.20		
x, initial			0.09		0.14		0.07		
hd, final value			0.00		0.00		0.00		
x, final value			0.13		0.16		0.09		
Move-up time, m			2.0		2.0		2.0		
Service Time									
Capacity and Level of Service									
	Eastbound		Westbound		Northbound		Southbound		
	L1	L2	L1	L2	L1	L2	L1	L2	
Capacity			354		405		326		
Delay			8.27		7.31		7.86		
LOS			A		A		A		
Approach: Delay			8.27		7.31		7.86		
LOS			A		A		A		
Intersection Delay	7.73								
Intersection LOS	A								

Exhibit A – 2009.07.22 Planning Commission Staff Report & Exhibits

ALL-WAY STOP CONTROL ANALYSIS								
General Information				Site Information				
Analyst	KJF			Intersection	Manor/Lowell			
Agency/Co.	PEC			Jurisdiction	Park City			
Date Performed	6/25/2009			Analysis Year	Total Traffic - Ski Day			
Analysis Time Period	PM Peak							
Project ID <i>Treasure Hill TIA - Addendum 6</i>								
East/West Street: <i>Manor Way</i>				North/South Street: <i>Lowell Avenue</i>				
Volume Adjustments and Site Characteristics								
Approach	Eastbound			Westbound				
Movement	L	T	R	L	T	R		
Volume	0	0	0	180	0	0		
%Thrus Left Lane	50			50				
Approach	Northbound			Southbound				
Movement	L	T	R	L	T	R		
Volume	0	0	327	181	112	0		
%Thrus Left Lane	50			50				
	Eastbound		Westbound		Northbound		Southbound	
	L1	L2	L1	L2	L1	L2	L1	L2
Configuration			L		R		LT	
PHF			0.90		0.90		0.90	
Flow Rate			200		363		325	
% Heavy Vehicles			0		0		0	
No. Lanes	0		1		1		1	
Geometry Group			1		1		1	
Duration, T	0.25							
Saturation Headway Adjustment Worksheet								
Prop. Left-Turns			1.0		0.0		0.6	
Prop. Right-Turns			0.0		1.0		0.0	
Prop. Heavy Vehicle								
hLT-adj			0.2	0.2	0.2	0.2	0.2	0.2
hRT-adj			-0.6	-0.6	-0.6	-0.6	-0.6	-0.6
hHV-adj			1.7	1.7	1.7	1.7	1.7	1.7
hadj, computed			0.00		0.00		0.00	
Departure Headway and Service Time								
hd, initial value			3.20		3.20		3.20	
x, initial			0.18		0.32		0.29	
hd, final value			0.00		0.00		0.00	
x, final value			0.32		0.44		0.46	
Move-up time, m			2.0		2.0		2.0	
Service Time								
Capacity and Level of Service								
	Eastbound		Westbound		Northbound		Southbound	
	L1	L2	L1	L2	L1	L2	L1	L2
Capacity			450		613		575	
Delay			11.32		10.73		12.28	
LOS			B		B		B	
Approach: Delay			11.32			10.73	12.28	
LOS			B			B	B	
Intersection Delay	11.43							
Intersection LOS	B							

Treasure Hill Snow removal/ Hauling

Empire Ave and Lowell Ave will require enhanced levels of snow removal/hauling during a typical snow fall season. Comparisons can be made between current efforts along Park Ave with Lowell and Empire. Below illustrates cost and effort of a single snow haul.

Contract Support

Service	Hourly rate	Quantity	Hours	Total
Haul trucks	\$85.00	18	10	\$15,300.00
Dump site dozer	\$120.00	1	10	\$1,200.00
				\$16,500.00

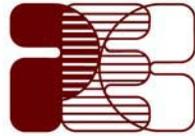
City Services

Service	Hourly rate	Quantity	Hours	Total
Loader w/ blade	103.10	1	10	\$1,031.00
Unimog	96.30	1	10	\$963.00
Two ton truck w salt	62.60	2	10	\$626.00
Sidewalk plow	62.60	1	10	\$626.00
Loader with snow blower	180.55	1	10	\$1,805.50
Traffic Control officers	40.00	2	10	\$800.00
Variable message boards	120.00 day	2	1 day	\$240.00
Mechanic	30.00	1	10	\$300.00
Supervisor	40.00	1	10	\$400.00
				\$6,791.50

Total per event \$ 23,291.50

Staff budgets for three snow hauling events along Park Ave and Main Street during a typical season. This level of service is consistent with proposed level of service for Lowell and Empire Ave.

Providing expended service to Lowell Ave and Empire Ave will cost **\$69,874.50** for a typical snow season.



June 18, 2009

Matthew Cassel, P.E.
Park City Engineer
445 Marsac Avenue
P.O. Box 1480
Park City, UT 84060-1480

**RE: Fifth Addendum to the Treasure Hill Traffic Impact Analysis, July, 2004
Parking Generation Study**

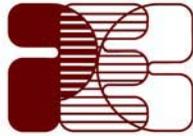
Dear Mr. Cassel,

Upon your request, Project Engineering Consultants (PEC) has performed a parking generation study to estimate the demand for parking that the Treasure Hill development in Park City would be expected to create. We have used information provided in the Traffic Impact Analysis completed in July, 2004 (including addendums 1-4), as well as information provided via other submitted development documents.

Forecasts of vehicle parking demand for the proposed development were calculated using the 3rd edition of *Parking Generation*, published by the Institute of Transportation Engineers (ITE). Land use codes that matched the codes in the original traffic impact analysis were used to estimate the trips generated by the facility with the exception of the hotel support commercial. The original traffic impact analysis used land use code 814: Specialty Retail which is not currently available in *Parking Generation*. Land use code 820: Shopping Center was the closest available land use and was used in place of the original land use code. Regression equations were used to determine the parking generation. Details of the land use codes and generation rates used are attached.

Table 1 - Raw Parking Generation

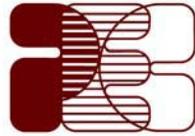
<i>Type of Facility</i>	<i># of Units</i>	<i>Weekday Parking Generation</i>	<i>Weekend Parking Generation</i>
<i>Hotel</i>	202	168	235
<i>Condominium/Townhouse</i>	103	176	143
<i>Hotel/Resort Support Commercial</i>	19	189	394
<i>Employee Housing</i>	58	57	61
<i>TOTAL</i>		590	833



Details on how each land use was used in this analysis include:

- Land Use 310: Hotel – The data for this land use was fairly limited. Actual parking generation data was only available for the Weekday peak period. However, in the accompanying description of the data, the Parking Generation document noted that Saturday parking demand rates averaged 40 percent higher than the weekday rates. Therefore, calculated weekday rates were increased by 40 percent to reflect estimated weekend rates.
- Land Use 230: Residential Condominium/Townhouse – Similar to the Hotel land use, no data was available for weekend parking generation rates. However, the description of the data stated that in one set of data, the Saturday peak demand was 19 percent lower than the weekday demand. Therefore, calculated weekday rates were reduced by 19 percent to obtain estimates for weekend demand.
- Land Use 820: Shopping Center (used for the hotel support commercial) – This land use had substantial data and included data for weekday (December), weekday (non-December), and separate data for Friday, Saturday, and Sunday for both December and non-December. For the purposes of this analysis, the Mon.-Thurs. (December) data was used to estimate the weekday parking demand and the Sunday (December) data was used to estimate weekend parking demand at the proposed development. An assumption was made that the difference in December vs. non-December parking demand was similar to the difference in ski-day vs. non-ski-day demand at the proposed development.
- Land Use 221: Low/Mid-Rise Apartment (used for employee housing) – This land use was chosen as best representing the parking generation for the employee housing. PEC was informed that approximately 23,000 SF of employee housing will be provided. It was assumed that 400 SF of space (dormitory style) would approximate the parking generation of one urban low/mid-rise apartment, resulting in 58 units for analysis purposes. The weekday urban peak period and Saturday urban peak period from *Parking Generation* were used.

Similar to the original traffic impact analysis, the raw estimated parking demand was calculated assuming no interaction or internal sharing of trips by the different land uses. This is unrealistic considering the mixed use nature of the development and the high probability of shared trips between the different land uses. In the original traffic impact analysis, a reduction was made to the calculated trips to account for the trips that are made internal to the development. In addition, trips were further reduced to account for the addition of on-site employee housing. Similarly, a portion of the parking demand is expected to be shared between the different land uses. This is especially true of the support commercial, where a large portion of visitors to these areas will be patrons of the Hotel, residents of the Condominium/Townhomes, or employees.



However, the reduction in parking demand due to shared demand is not expected to be as great as the reduction in vehicle trips. In some instances, the reduction in vehicle trips does not correlate to a similar reduction in parking demand. Some examples of this could include patrons of the Hotel that access Main Street via the gondola or walking and employees who live on site and walk to work, Main Street, etc. In both of these examples, there is justification for reducing the number of vehicle trips. However, the demand for parking still exists since, in both cases, the patron and employee still have a car parked in the project.

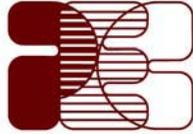
Addendum four of the traffic impact analysis showed a reduction in trips (compared to the raw numbers) of 55% with on-site employee housing. The reduction in trips was applied across the board for the various land uses. Many of the mitigating factors that allow for that reduction also apply to the parking need, but for the reasons stated above, the reduction in parking generation is expected to be somewhat less. The assumed reductions for each of the land uses are as described below:

- Residential Uses (Hotel, Condominium/Townhouse, and Employee Housing) – While vehicle trips for these land uses are greatly reduced by the ability to walk or ride the cabriolet, the reduction in parking demand is expected to be modest. For purposes of this study, a 10% reduction was assumed.
- Hotel/Resort Support Commercial – These facilities are intended for the use of the resort guests only. Therefore no public parking is provided. However, a certain amount of parking will be needed for managers/employees living off-site, service issues, etc. 90% reduction was assumed.

The reduced parking generation is shown in Table 2.

Table 2 – Reduced Parking Generation

<i>Type of Facility</i>	<i># of Units</i>	<i>Weekday Parking Generation</i>	<i>Weekend Parking Generation</i>
<i>Hotel</i>	202	151	212
<i>Condominium/Townhouse</i>	103	158	129
<i>Hotel/Resort Support Commercial</i>	19	19	39
<i>Employee Housing</i>	58	51	55
TOTAL		379	435



Based on the information presented in this addendum, PEC recommends that approximately 435 parking spaces be provided to service the expected parking demand at the Treasure Hill development.

After a review of this addendum, if there are any questions or need for further clarifications, please contact me at your earliest convenience.

Respectfully,

Project Engineering Consultants

A handwritten signature in blue ink, appearing to read 'Gary Horton', is written over a light blue horizontal line.

Gary Horton, P.E.
Principal

File: (u:\2009\tu projects\tu 9007 treasure hill tia\treasure addendum 5_parking.doc)

Land Use: 221 Low/Mid-Rise Apartment

Land Use Description

Low/mid-rise apartments are rental dwelling units located within the same building with at least three other dwelling units, for example quadraplexes and all types of apartment buildings. The study sites in this land use have one, two, three, or four levels. High-rise apartment (Land Use 222) is a related use.

Database Description

The database consisted of a mix of suburban and urban sites. Parking demand rates at the suburban sites differed from those at urban sites and therefore the data were analyzed separately.

- Average parking supply ratio: 1.4 parking spaces per dwelling unit (44 study sites). This ratio was the same at both the suburban and urban sites.
- Suburban site data: average size of the dwelling units at suburban study sites was 1.7 bedrooms and the average parking supply ratio was 0.9 parking spaces per bedroom (three study sites).
- Urban site data: average size of the dwelling units was 2.2 bedrooms with an average parking supply ratio of 0.8 spaces per bedroom (eight study sites).

Saturday parking demand data were only provided at two suburban sites. The average Saturday parking demand at these two sites was 1.13 vehicles per dwelling unit.

One urban site with 15 dwelling units was counted on a Sunday during consecutive hours between 1:00 p.m. and 5:00 a.m. Peak parking demand occurred between 12:00 and 5:00 a.m. and was measured at 1.00 vehicle per dwelling unit.

About half of the urban sites were identified as affordable housing.

Several of the suburban study sites provided data regarding the number of bedrooms in the apartment complex. Although these data represented only a subset of the complete database for this land use, they demonstrated a correlation between number of bedrooms and peak parking demand. Study sites with an average of less than 1.5 bedrooms per dwelling unit in the apartment complex reported peak parking demand at 92 percent of the average peak parking demand for all study sites with bedroom data. Study sites with less than 2.0 but greater than or equal to 1.5 bedrooms per dwelling unit reported peak parking demand at 98 percent of the average. Study sites with an average of 2.0 or greater bedrooms per dwelling unit reported peak parking demand at 13 percent greater than the average.

Land Use: 221 Low/Mid-Rise Apartment

For the urban study sites, the parking demand data consisted of single or discontinuous hourly counts and therefore a time-of-day distribution was not produced. The following table presents a time-of-day distribution of parking demand at the suburban study sites.

<i>Based on Vehicles per Dwelling Unit (Suburban)</i>	<i>Weekday Data</i>	
Hour Beginning	Percent of Peak Period	Number of Data Points*
12:00–4:00 a.m.	100	19
5:00 a.m.	96	15
6:00 a.m.	92	22
7:00 a.m.	74	15
8:00 a.m.	64	2
9:00 a.m.	–	0
10:00 a.m.	–	0
11:00 a.m.	–	0
12:00 p.m.	–	0
1:00 p.m.	–	0
2:00 p.m.	–	0
3:00 p.m.	–	0
4:00 p.m.	44	1
5:00 p.m.	59	1
6:00 p.m.	69	1
7:00 p.m.	66	10
8:00 p.m.	75	9
9:00 p.m.	77	11
10:00 p.m.	92	26
11:00 p.m.	94	11

* Subset of database

Parking studies of apartments should attempt to obtain information on occupancy rate and on the mix of apartment sizes (in other words, number of bedrooms per apartment and number of units in the complex). Future parking studies should also indicate the number of levels contained in the apartment building.

Additional Data

- Apartment occupancy can affect parking demand ratio. In the United States, successful apartment complexes commonly have a vacancy rate between 5 and 8 percent.²
- While auto ownership has increased over time, based on the limited data sample, the parking demand ratios for the provided data set did not vary significantly with age. There is a wide range of data from the 1960s to 2000s (primarily from the 1980s to 2000s) in the database. In fact, a series of surveys conducted in 1961 and 1963 found a peak parking demand ratio very similar to the data collected in *Parking Generation*. The study conducted in Hayward, CA³ surveyed 53 apartment complexes with a total of 1,759 dwelling units between the hours of 3:00 and 5:00 a.m. on seven consecutive days in both years. The study found an average of 1.26 parked vehicles per dwelling unit.

² Rental and Homeowner Vacancy Rates for the United States: 1960 to 2001, U.S. Census Bureau. www.census.gov/hhes/www/housing/hvs/q401tab1.html

³ Crommelin, Robert. *Planning for Parking: Residential Requirements*, Proceedings of the 16th California Street and Highway Conference. UC Berkeley: Institute of Transportation Studies, January 30, 1964.

Land Use: 221 Low/Mid-Rise Apartment

- Additional research was conducted in the Portland, OR region using 2000 U.S. Census data⁴ to relate rental households to the availability of vehicles. These data provided trends in the ratio of vehicles owned per rental household. While it was recognized that area type was not the only factor affecting vehicle ownership (household income was a very significant factor), this general assessment provided a means of comparison to the survey data submitted to ITE. The following table summarizes the number of vehicles owned per household, based on year 2000 Census data. Note that these data do not include visitor parking demand.

Area Type	Vehicles Owned per Household
Suburban (within urban growth boundary)	1.4
Central City, Not Downtown	1.2
Central Business District (CBD)	0.7
Areas within 1/3 mile of a light rail station and more than 10 miles from CBD	1.0–1.3
Areas within 1/3 mile of a light rail station and less than 10 miles from CBD	0.8–1.2

SOURCE: DKS Associates. Portland, OR, 2002 (based upon 2000 Census block data).

Study Sites/Years

Suburban:

Skokie, IL (1964); Glendale, CA (1978); Irvine, CA (1981); Newport Beach, CA (1981); Dallas, TX (1982); Farmers Branch, TX (1982); Euless, TX (1983, 1984); Baytown, TX (1984); Syracuse, NY (1987); Devon, PA (2001); Marina del Rey, CA (2001); Milburn, NJ (2001); Parsippany, NJ (2001); Springfield, NJ (2001); Westfield, NJ (2001); Beaverton, OR (2002); Hillsboro, OR (2002); Portland, OR (2002); Vancouver, WA (2002)

Urban:

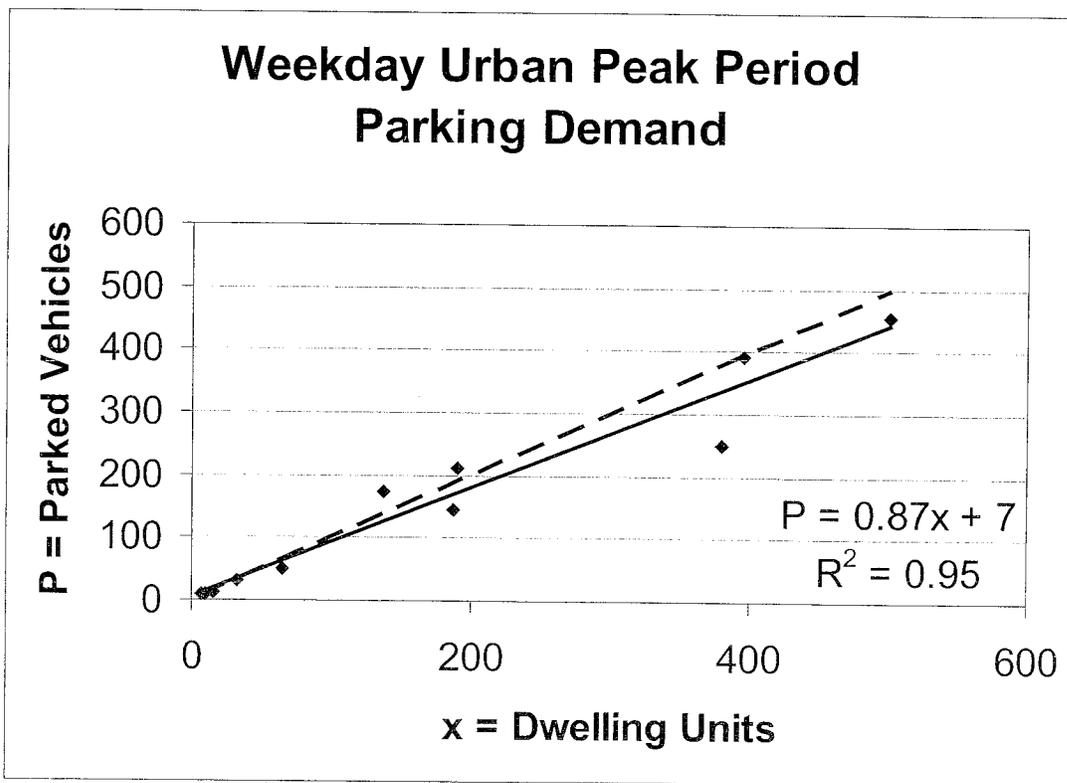
Dallas, TX (1982, 1983); San Francisco, CA (1982); Syracuse, NY (1984, 1987); Santa Barbara, CA (1994); Long Beach, CA (2000); Santa Monica, CA (2001); San Diego, CA (2001)

⁴ Census 2000, U.S. Census Bureau, 2002, Table H44.

Land Use: 221 Low/Mid-Rise Apartment

**Average Peak Period Parking Demand vs: Dwelling Units
On a: Weekday
Location: Urban**

Statistic	Peak Period Demand
Peak Period	9:00 p.m.–5:00 a.m.
Number of Study Sites	12
Average Size of Study Sites	165 dwelling units
Average Peak Period Parking Demand	1.00 vehicles per dwelling unit
Standard Deviation	0.22
Coefficient of Variation	22%
Range	0.66–1.43 vehicles per dwelling unit
85th Percentile	1.17 vehicles per dwelling unit
33rd Percentile	0.92 vehicles per dwelling unit

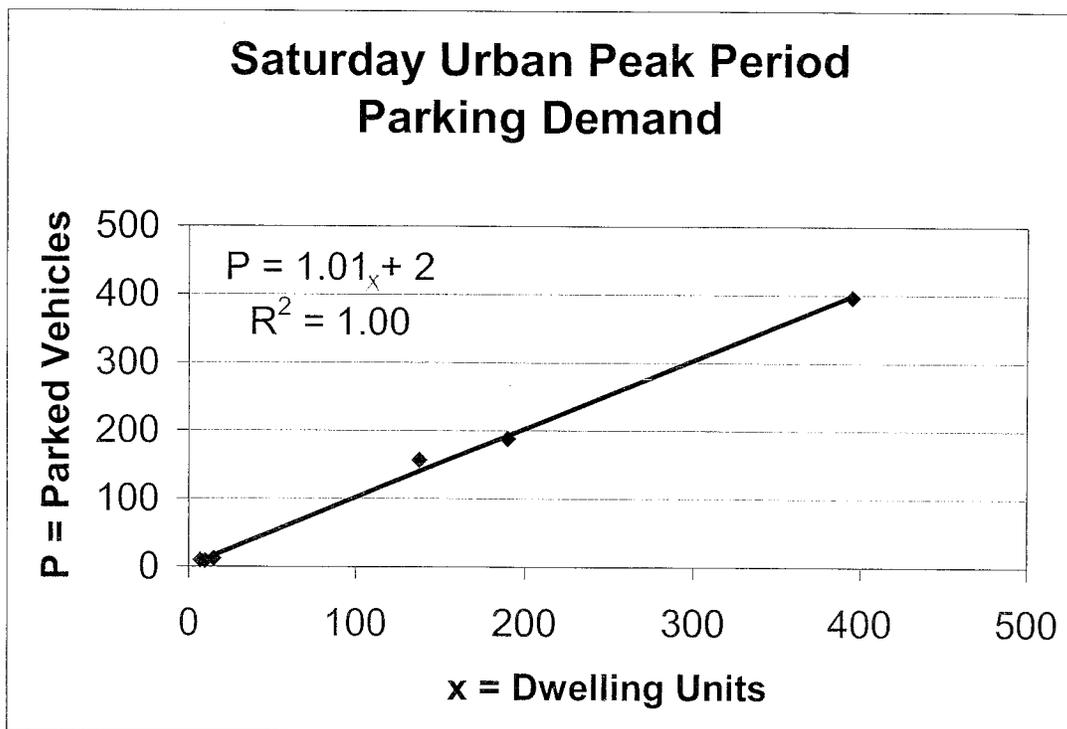


◆ Actual Data Points — Fitted Curve - - - - Average Rate

Land Use: 221 Low/Mid-Rise Apartment

Average Peak Period Parking Demand vs: Dwelling Units
On a: Saturday
Location: Urban

Statistic	Peak Period Demand
Peak Period	9:00 p.m.–7:00 a.m.
Number of Study Sites	7
Average Size of Study Sites	110 dwelling units
Average Peak Period Parking Demand	1.02 vehicles per dwelling unit
Standard Deviation	0.21
Coefficient of Variation	20%
Range	0.80–1.43 vehicles per dwelling unit
85th Percentile	1.17 vehicles per dwelling unit
33rd Percentile	0.90 vehicles per dwelling unit



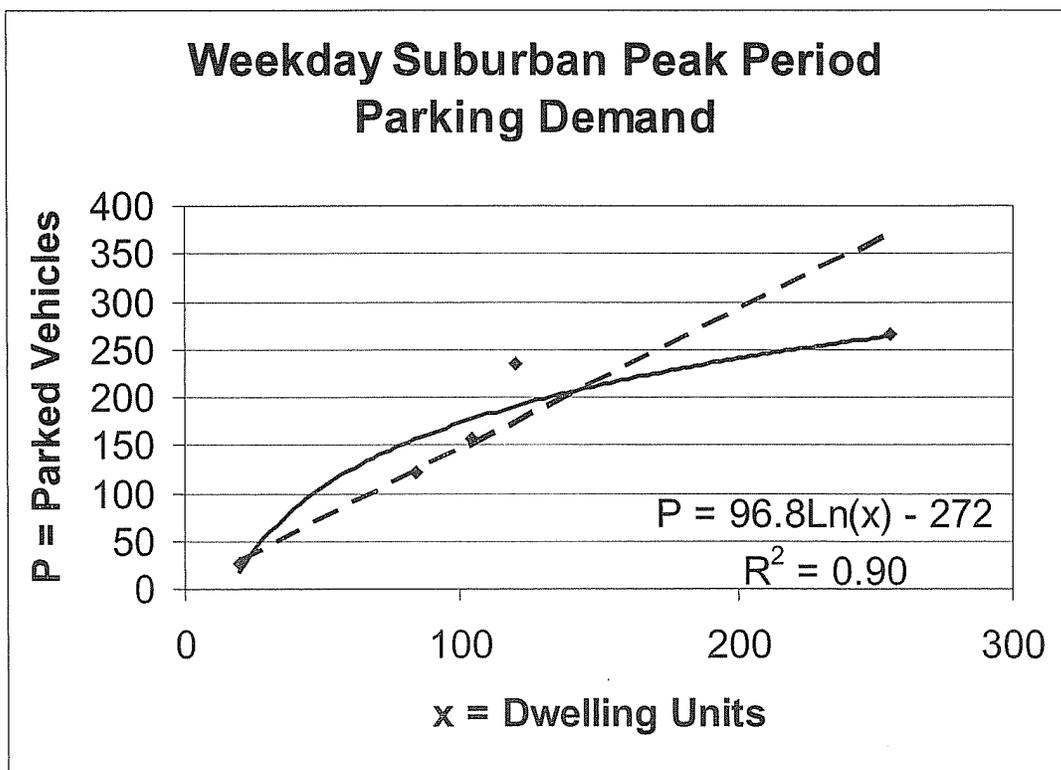
◆ Actual Data Points

— Fitted Curve/Average Rate

Land Use Group: 230 Residential Condominium/Townhouse

**Average Peak Period Parking Demand vs: Dwelling Units
On a: Weekday
Location: Suburban**

Statistic	Peak Period Demand
Peak Period	5:00–6:00 a.m.
Number of Study Sites	5
Average Size of Study Sites	120 dwelling units
Average Peak Period Parking Demand	1.46 vehicles per dwelling unit
Standard Deviation	0.33
Coefficient of Variation	23%
Range	1.04–1.96 vehicles per dwelling unit
85th Percentile	1.68 vehicles per dwelling unit
33rd Percentile	1.38 vehicles per dwelling unit



◆ Actual Data Points — Fitted Curve - - - Average Rate

Land Use: 310 Hotel

Land Use Description

Hotels are places of lodging that provide sleeping accommodations and supporting facilities such as restaurants, cocktail lounges, meeting and banquet rooms or convention facilities, limited recreational facilities (pool, fitness room) and/or other retail and service shops. All suites hotel (Land Use 311), business hotel (Land Use 312), motel (Land Use 320) and resort hotel (Land Use 330) are related uses.

Database Description

- Average parking supply ratio: 1.3 spaces per room (nine study sites).

Some of the submitted studies provided information on the size of the supporting facilities. For example, seven of the study sites reported the presence of convention facilities and two of these seven sites reported meeting or banquet rooms with capacities of 1,300 and 4,100 seats. As another example, five of the study sites reported the presence of a restaurant with an average capacity of 300 seats. However, none of the studies indicated the level of activity at these supporting facilities during observations (such as, full, empty, partially active, number of people attending a meeting/banquet).

Although the weekend database was limited, it indicated that Saturday peak parking demand was higher than on weekdays. Three study sites provided both Saturday and weekday parking demand data; Saturday parking demand rates averaged 40 percent higher than the weekday rates. It should be noted that all three sites included significant supporting facilities (restaurants, lounges, meeting space), which may be more active on weekends.

The following table presents a time-of-day distribution of parking demand for four study sites.

<i>Based on Vehicles per Room</i>	<i>Weekday</i>	
	Percent of Peak Period	Number of Data Points*
Hour Beginning		
12:00–4:00 a.m.	–	0
5:00 a.m.	–	0
6:00 a.m.	100	3
7:00 a.m.	95	3
8:00 a.m.	91	3
9:00 a.m.	87	2
10:00 a.m.	82	2
11:00 a.m.	100	3
12:00 p.m.	98	4
1:00 p.m.	90	4
2:00 p.m.	82	4
3:00 p.m.	70	3
4:00 p.m.	70	4
5:00 p.m.	66	4
6:00 p.m.	73	4
7:00 p.m.	81	4
8:00 p.m.	79	3
9:00 p.m.	80	3
10:00 p.m.	80	3
11:00 p.m.	–	0

*Subset of database

Land Use: 310 Hotel

Parking demand at a hotel may be related to the presence of supporting facilities, such as convention facilities, restaurants, meeting/banquet space and retail facilities. Future data submissions should specify the presence of these amenities.

For all lodging uses, it is important to collect data on occupied rooms as well as total rooms in order to accurately estimate parking generation characteristics for the site.

Additional Data

During the course of a year most hotels maintain at least an overall average occupancy ratio of 60 to 70 percent. Peak (above 90 percent) occupancy is common, but generally occurs for limited times throughout the year. Analysts are encouraged to consider the month and day activity/occupancy trend of hotels. Supplementary information on seasonal and daily variation in hotel room occupancy is presented below from Smith Travel Research for all hotels in North America. Its direct applicability to this land use code is limited because the occupancy data averages all regions and hotel types, including resort, business, convention and all-suites hotels. More parking survey data is needed to better understand these peak and non-peak trends.

Month	Average Hotel Occupancy (%)
January	51
February	61
March	66
April	65
May	67
June	72
July	72
August	71
September	67
October	67
November	59
December	48

Day of Week	Average Hotel Occupancy (%)
Sunday	51
Monday	62
Tuesday	67
Wednesday	69
Thursday	66
Friday	69
Saturday	72

SOURCE: Smith Travel Research, average data from North American hotels from 2000. www.wwstar.com

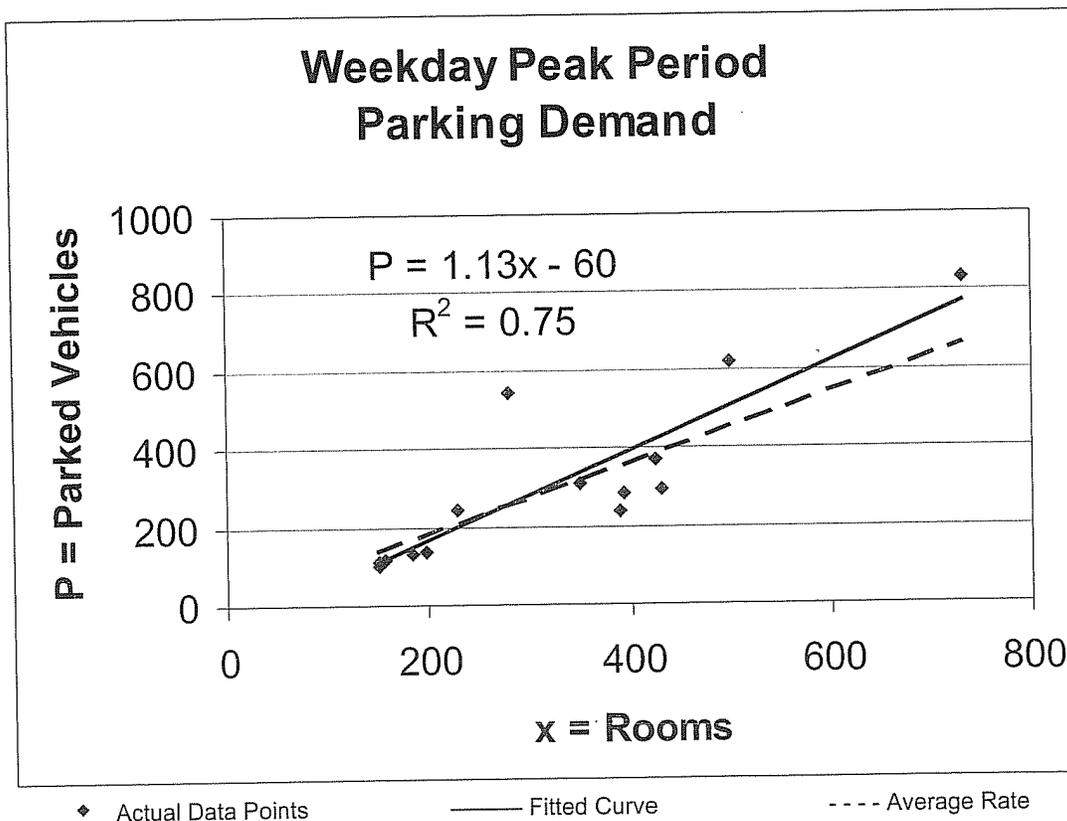
Study Sites/Years

Rosemont, IL (1969); Chicago, IL (1973); Newport Beach, CA (1981); Boca Raton, FL (1983); Scottsdale, AZ (1983); Concord, CA (1985); Orlando, FL (1988); Cypress, CA (1989); La Palma, CA (1989); Burlingame, CA (2001); Millbrae, CA (2001); Milpitas, CA (2001); San Mateo, CA (2001)

Land Use: 310 Hotel

Average Peak Period Parking Demand vs: Rooms On a Weekday

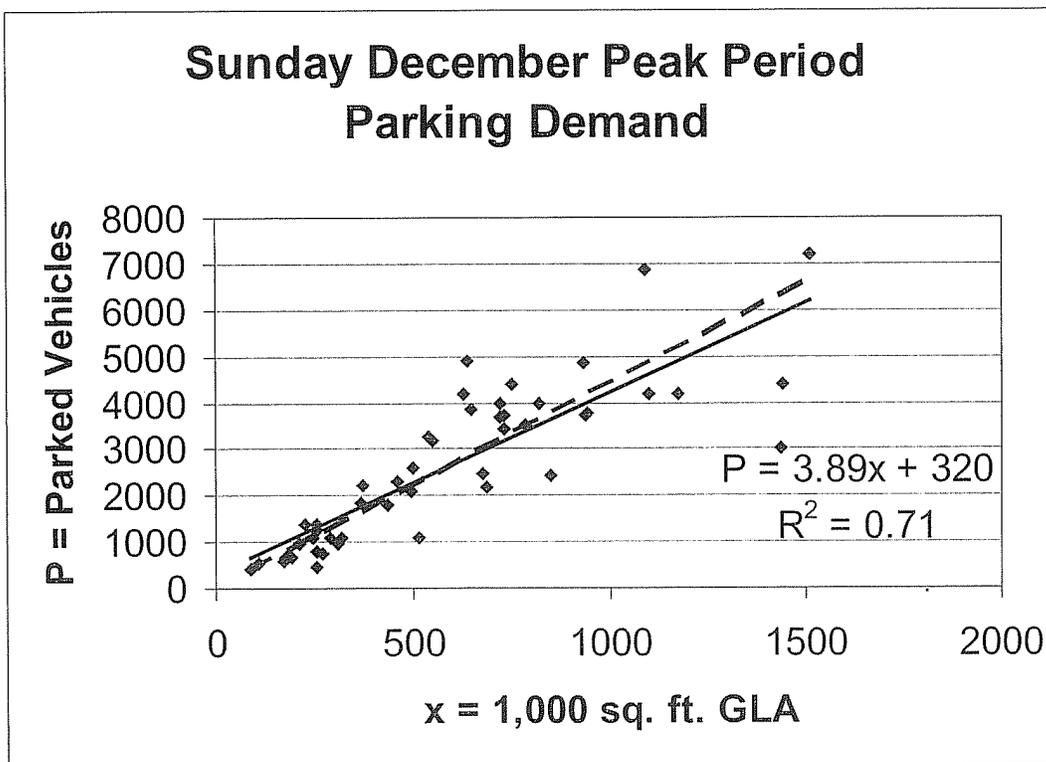
Statistic	Peak Period Demand
Peak Period	12:00–1:00 p.m.; 7:00–10:00 p.m.; 11:00 p.m.–5:00 a.m.
Number of Study Sites	14
Average Size of Study Sites	340 rooms
Average Peak Period Parking Demand	0.91 vehicles per room
Standard Deviation	0.35
Coefficient of Variation	39%
Range	0.61–1.94 vehicles per room
85th Percentile	1.14 vehicles per room
33rd Percentile	0.72 vehicles per room



Land Use: 820 Shopping Center

**Average Peak Period Parking Demand vs: 1,000 sq. ft. GLA
On a: Sunday (December)**

Statistic	Peak Period Demand
Peak Period	1:00–4:00 p.m.
Number of Study Sites	47
Average Size of Study Sites	593,000 sq. ft. GLA
Average Peak Period Parking Demand	4.45 vehicles per 1,000 sq. ft. GLA
Standard Deviation	1.28
Coefficient of Variation	29%
95% Confidence Interval	4.09–4.81 vehicles per 1,000 sq. ft. GLA
Range	1.79–7.67 vehicles per 1,000 sq. ft. GLA
85th Percentile	5.85 vehicles per 1,000 sq. ft. GLA
33rd Percentile	3.83 vehicles per 1,000 sq. ft. GLA

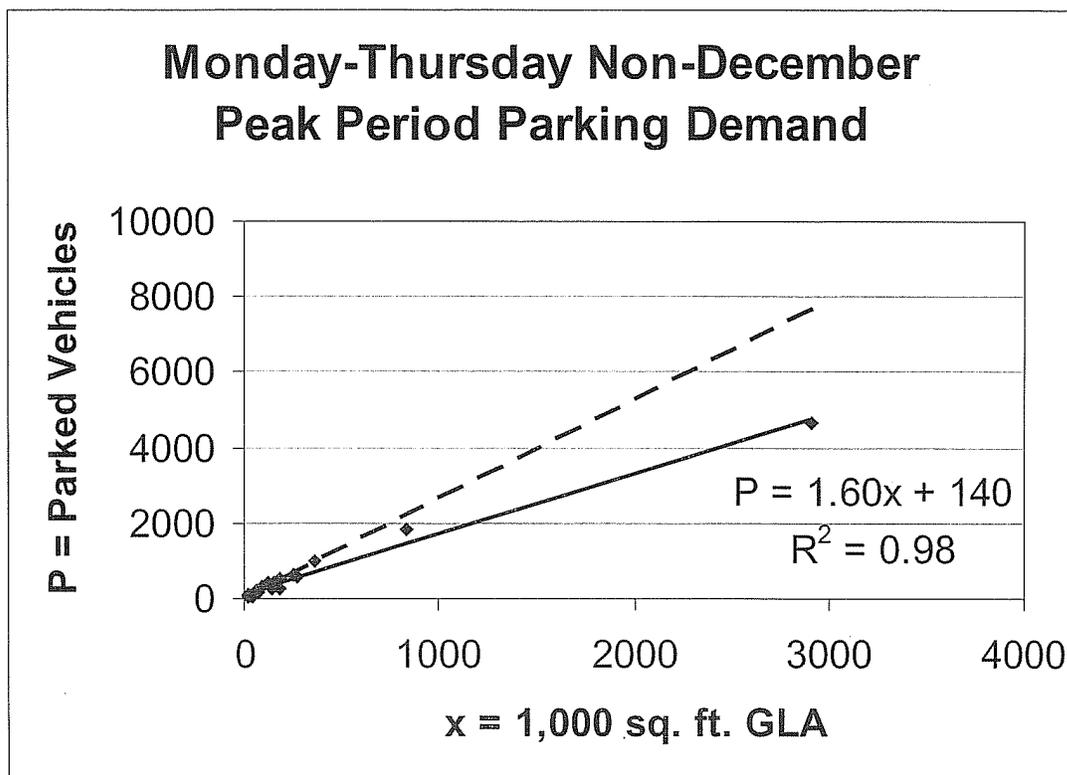


◆ Actual Data Points
— Fitted Curve
--- Average Rate

Land Use: 820 Shopping Center

**Average Peak Period Parking Demand vs: 1,000 sq. ft. GLA
On a: Monday through Thursday (Non-December)**

Statistic	Peak Period Demand
Peak Period	11:00–3:00 p.m.; 6:00–7:00 p.m.
Number of Study Sites	19
Average Size of Study Sites	331,000 sq. ft. GLA
Average Peak Period Parking Demand	2.65 vehicles per 1,000 sq. ft. GLA
Standard Deviation	0.98
Coefficient of Variation	37%
Range	1.33–5.58 vehicles per 1,000 sq. ft. GLA
85th Percentile	3.35 vehicles per 1,000 sq. ft. GLA
33rd Percentile	2.26 vehicles per 1,000 sq. ft. GLA

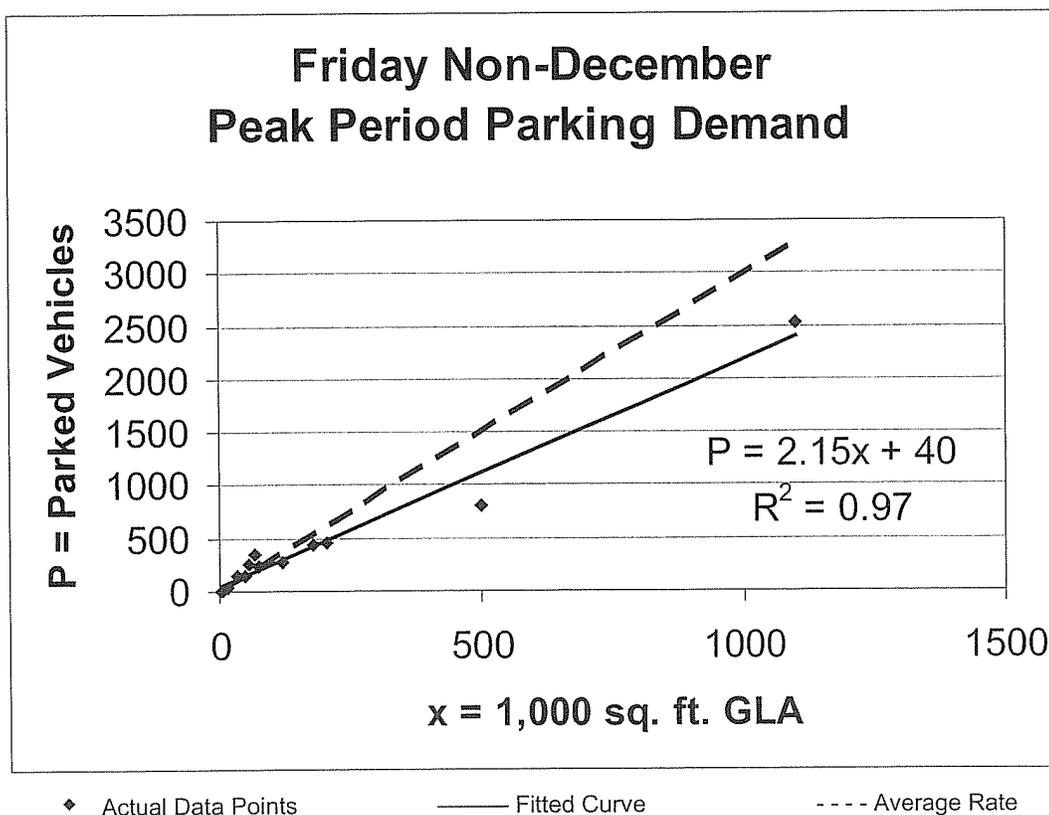


◆ Actual Data Points
— Fitted Curve
--- Average Rate

Land Use: 820 Shopping Center

Average Peak Period Parking Demand vs: 1,000 sq. ft. GLA On a: Friday (Non-December)

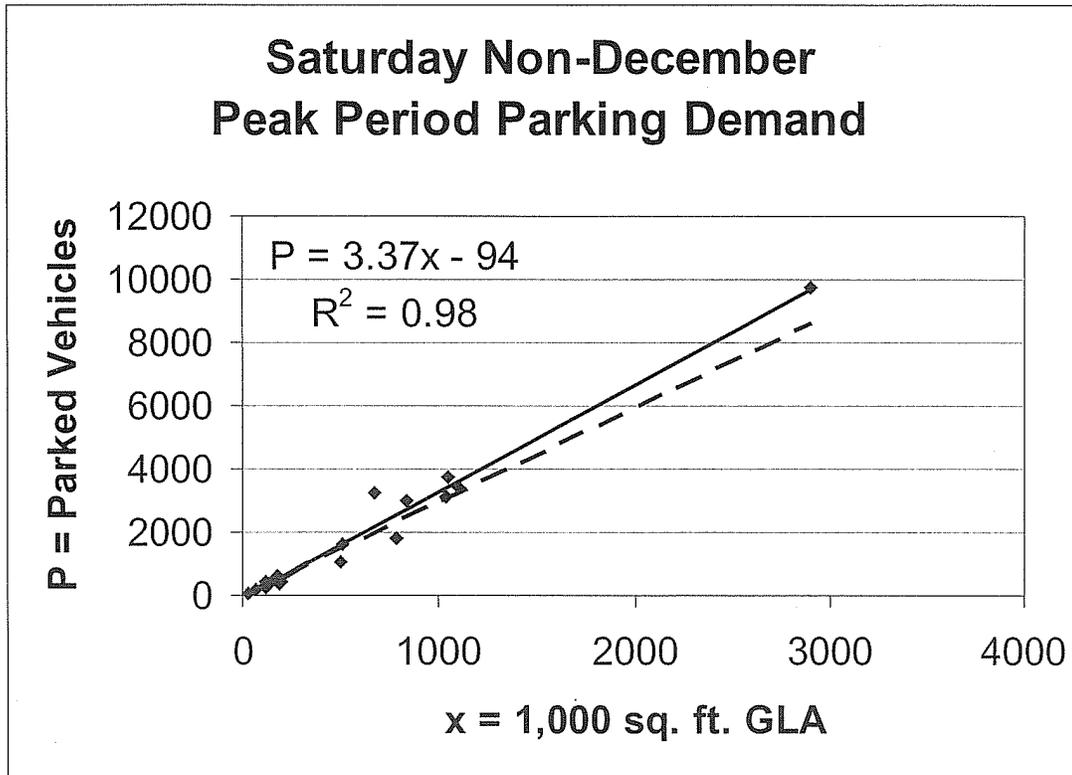
Statistic	Peak Period Demand
Peak Period	12:00 p.m.–1:00 p.m.
Number of Study Sites	14
Average Size of Study Sites	172,000 sq. ft. GLA
Average Peak Period Parking Demand	3.02 vehicles per 1,000 sq. ft. GLA
Standard Deviation	1.12
Coefficient of Variation	37%
Range	1.62–5.25 vehicles per 1,000 sq. ft. GLA
85th Percentile	4.36 vehicles per 1,000 sq. ft. GLA
33rd Percentile	2.30 vehicles per 1,000 sq. ft. GLA



Land Use: 820 Shopping Center

Average Peak Period Parking Demand vs: 1,000 sq. ft. GLA On a: Saturday (Non-December)

Statistic	Peak Period Demand
Peak Period	1:00–2:00 p.m.
Number of Study Sites	20
Average Size of Study Sites	549,000 sq. ft. GLA
Average Peak Period Parking Demand	2.97 vehicles per 1,000 sq. ft. GLA
Standard Deviation	0.71
Coefficient of Variation	24%
95% Confidence Interval	2.66–3.28 vehicles per 1,000 sq. ft. GLA
Range	1.85–4.82 vehicles per 1,000 sq. ft. GLA
85th Percentile	3.56 vehicles per 1,000 sq. ft. GLA
33rd Percentile	2.65 vehicles per 1,000 sq. ft. GLA

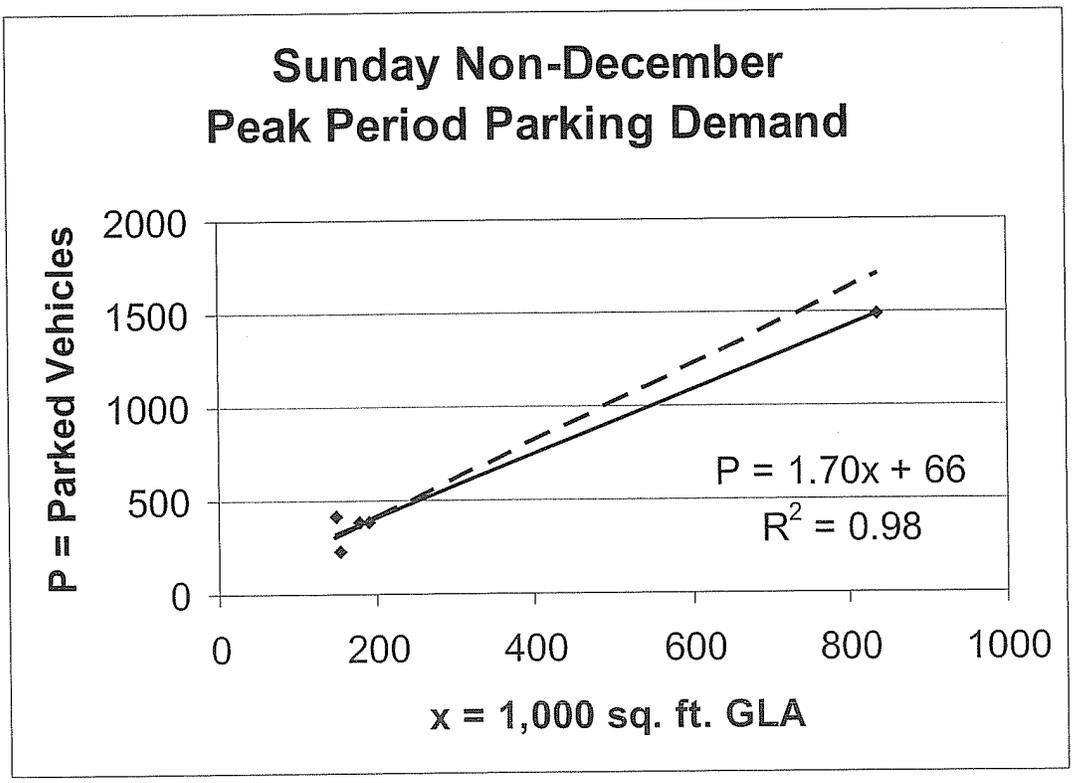


◆ Actual Data Points — Fitted Curve - - - Average Rate

Land Use: 820 Shopping Center

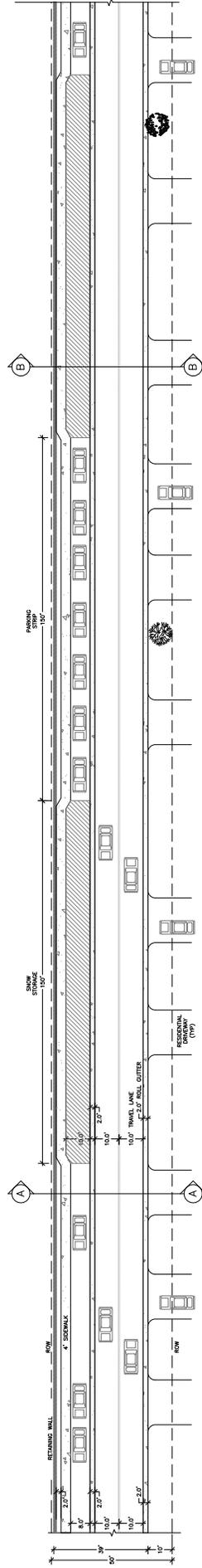
**Average Peak Period Parking Demand vs: 1,000 sq. ft. GLA
On a: Sunday (Non-December)**

Statistic	Peak Period Demand
Peak Period	12:00–3:00 p.m.
Number of Study Sites	5
Average Size of Study Sites	306,000 sq. ft. GLA
Average Peak Period Parking Demand	2.04 vehicles per 1,000 sq. ft. GLA
Standard Deviation	0.48
Coefficient of Variation	23%
Range	1.47–2.75 vehicles per 1,000 sq. ft. GLA
85th Percentile	2.39 vehicles per 1,000 sq. ft. GLA
33rd Percentile	1.86 vehicles per 1,000 sq. ft. GLA



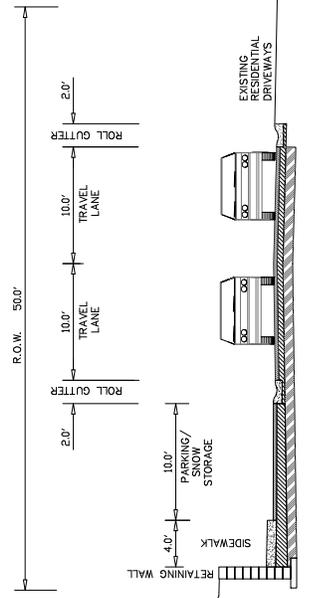
◆ Actual Data Points — Fitted Curve - - - Average Rate

DATE: JULY 22, 2009
 PROJECT NO.: 01-08-02
 FILE: PROJECTS/01-08-02
 PROJECTS/01-08-02



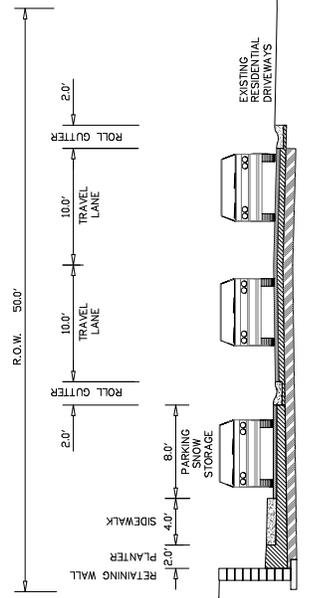
RECOMMENDED TRAVEL LANE WITH SNOW STORAGE & UPHILL SIDEWALK

SCALE 1"=20'



SECTION B: SNOW STORAGE & UPHILL SIDEWALK

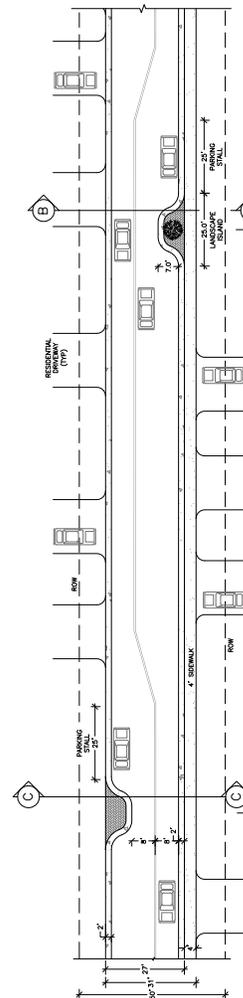
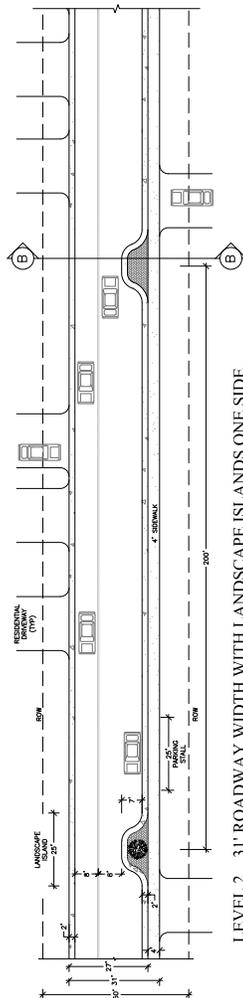
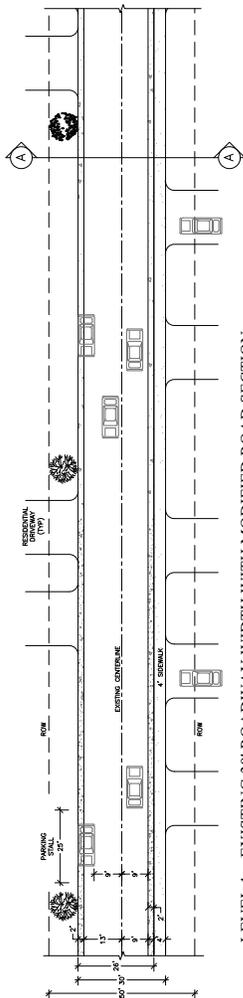
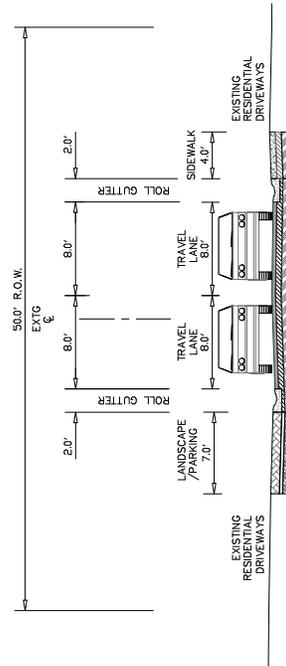
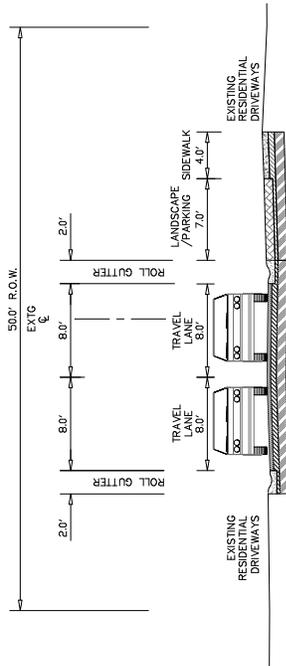
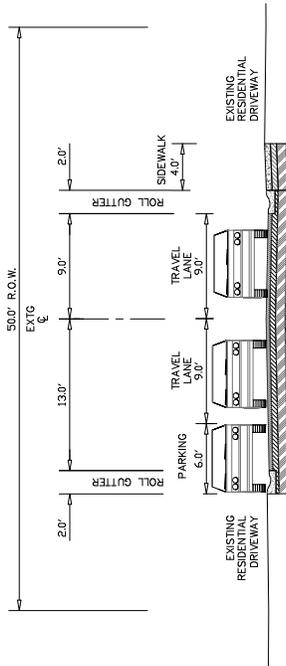
SCALE: 1"=5'

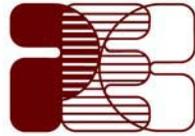


SECTION A: PARKING STRIP & UPHILL SIDEWALK

SCALE: 1"=5'

DATE: JULY 22, 2017
 PROJECT NO.: 01-08-02
 FILE: PROJECTS\PH4





June 18, 2009

Mr. Pat Sweeney
MPE, Inc.
P.O. Box 2429
Park City, UT 84060

**RE: Revised Letter
Treasure Hill – Walkability Study / Recommended Improvements and
Effects on Traffic of Proposed Roadway Section on Empire Ave.**

Dear Mr. Sweeney,

The purpose of this letter is two-fold: present revisions to the walkability study and comment on the effect of the proposed changes to the roadway section on Empire Ave.

Walkability Study

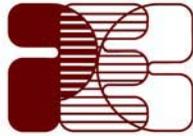
PEC performed a walkability study for the Treasure Hill development and surrounding Park City Resort area in March 2009. The recommended improvements from that study were documented in a letter from PEC to MPE, Inc. dated March 31, 2009. In summary, the study concluded that improvements need to be made in order to provide safer pedestrian accommodations, with or without the proposed project. A list of recommended pedestrian improvements was included.

This letter updates the previous walkability study based on concerns brought forward by the Park City Planning Commission regarding safety on Empire Avenue. Changes to the walkability study recommended improvements include:

- Installation of sidewalk on the downhill side of Empire Avenue, and
- Elimination of the proposed sidewalk/stair improvements from Empire to Lowell on 10th Street (need eliminated by improvements on Empire).

The attached figure provides a graphical representation of the suggested improvements described with the addition of the changes listed above. The complete list of suggested improvements, as updated, is as follows:

- Install new sidewalk on the west side of Lowell Avenue and on the east side of Empire Avenue from the Park City Mountain Resort area to the Treasure Development. Current conditions warrant this improvement without the Treasure Development. It would also be in the best interest of pedestrian safety to provide for the sidewalks to remain reasonably clear of snow during the winter season to allow for continued pedestrian use. It is PEC's experience that the adjacent property owners can not be relied on to complete this in a timely fashion. Accordingly, we recommend that the City take on this responsibility.



- Install new sidewalk/stair connections. This includes connections from Woodside to Crescent on 8th Street and Empire to Lowell on Manor.
- Install signs and paint crosswalks in eight (8) locations in the Park City Mountain Resort Area. These installations will help increase the safety of pedestrians using the area and their locations have the least amount of impact on vehicle traffic. Because of the current pedestrian habits of walking these roads freely, once the crosswalks are established it may be necessary for the City to enforce the crossing restrictions in order to realize safer traffic and pedestrian interaction.
- There are currently two (2) locations where sidewalk/stair improvements are warranted in order to provide adequate access for future growth. These improvements are understood to be scheduled for completion by others sometime in 2009. They are from Woodside to Treasure on 6th Street and Park to Woodside on 8th Street.

Pursuit of these recommendations will contribute to safe pedestrian access around the Park City Resort area and the Treasure Development.

Empire Avenue

The walkability study as presented above reflects the current proposal to install sidewalk on Empire Ave. between the project and Manor Way. It is our understanding that some narrowing of the roadway will be required in order to create the space for that sidewalk. The question has been raised as to whether or not that action would reduce the traffic-carrying capacity of Empire Ave. significantly enough to affect the conclusions of the traffic impact analysis performed previously.

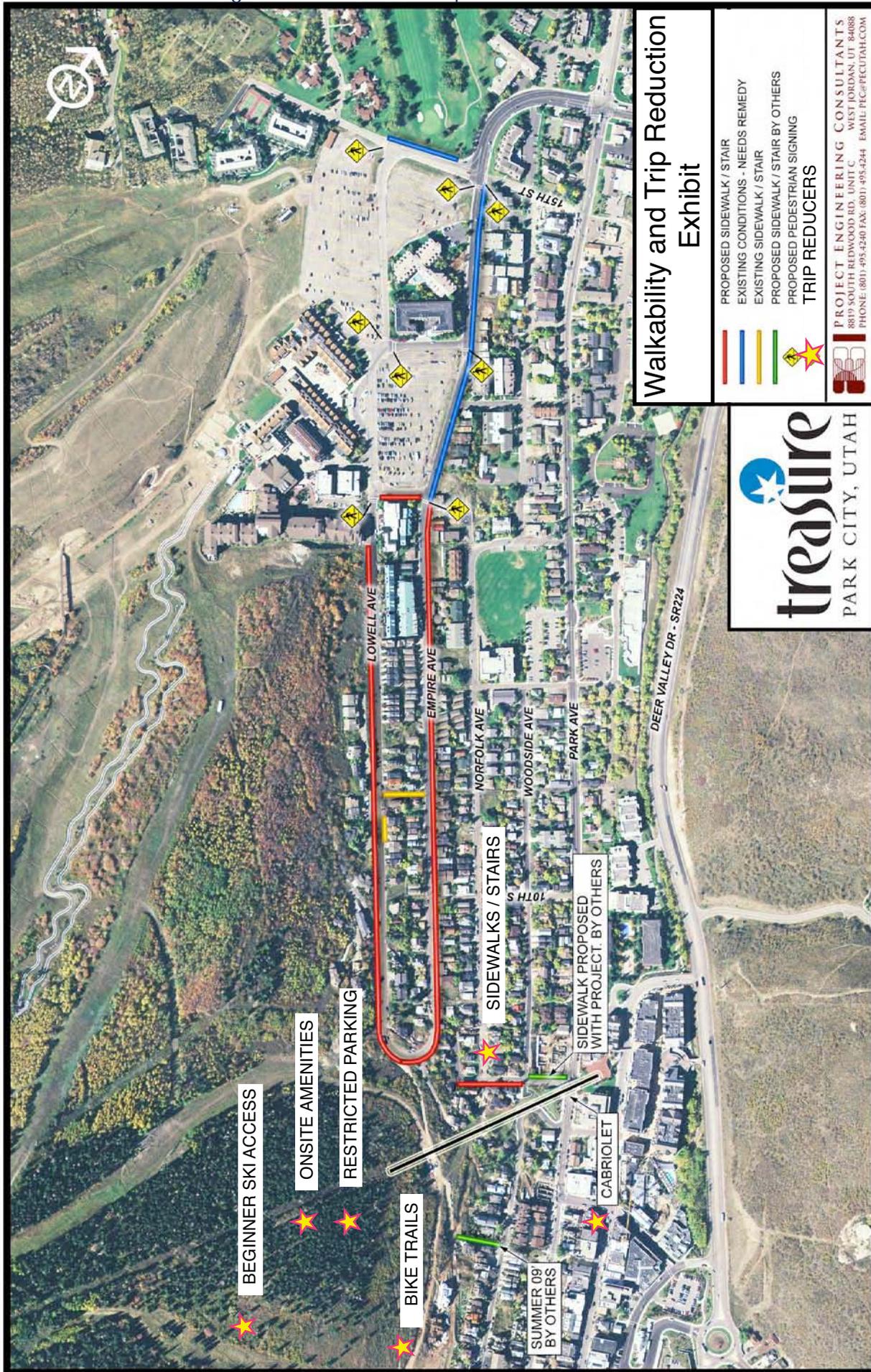
The original traffic study concluded that traffic on Empire south of Manor would operate at LOS A during the AM and PM peak hours. While the roadway narrowing may affect operating speeds on the roadway, it is our opinion that the operations will remain at LOS A. Those lower speeds are in line with the anticipated and desired character of that roadway. The traffic impact of the proposed change is negligible.

Respectfully,
Project Engineering Consultants

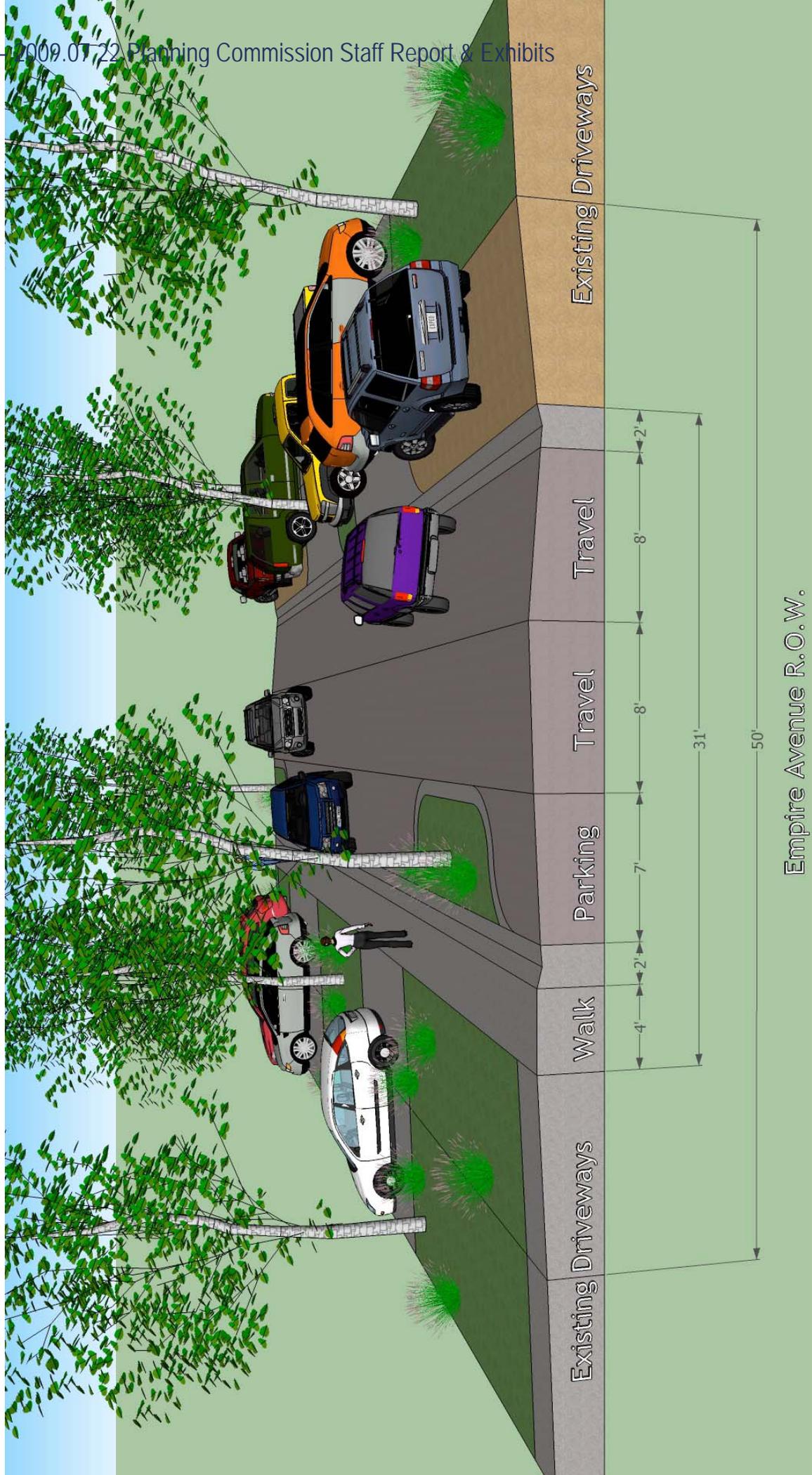
A handwritten signature in blue ink, appearing to read 'Gary Horton', is written over a horizontal line.

Gary Horton, P.E.
Principal

Cc: Project File





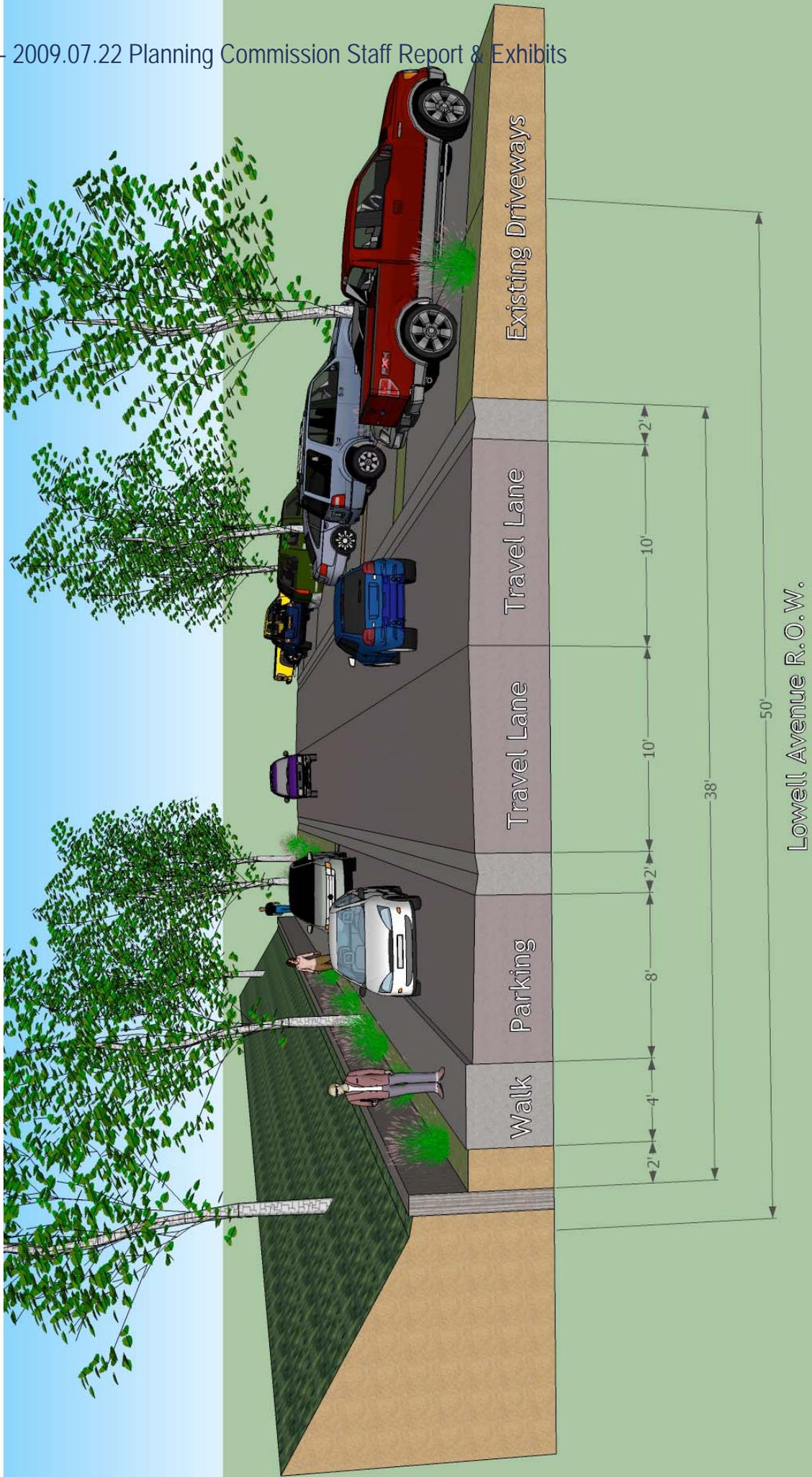


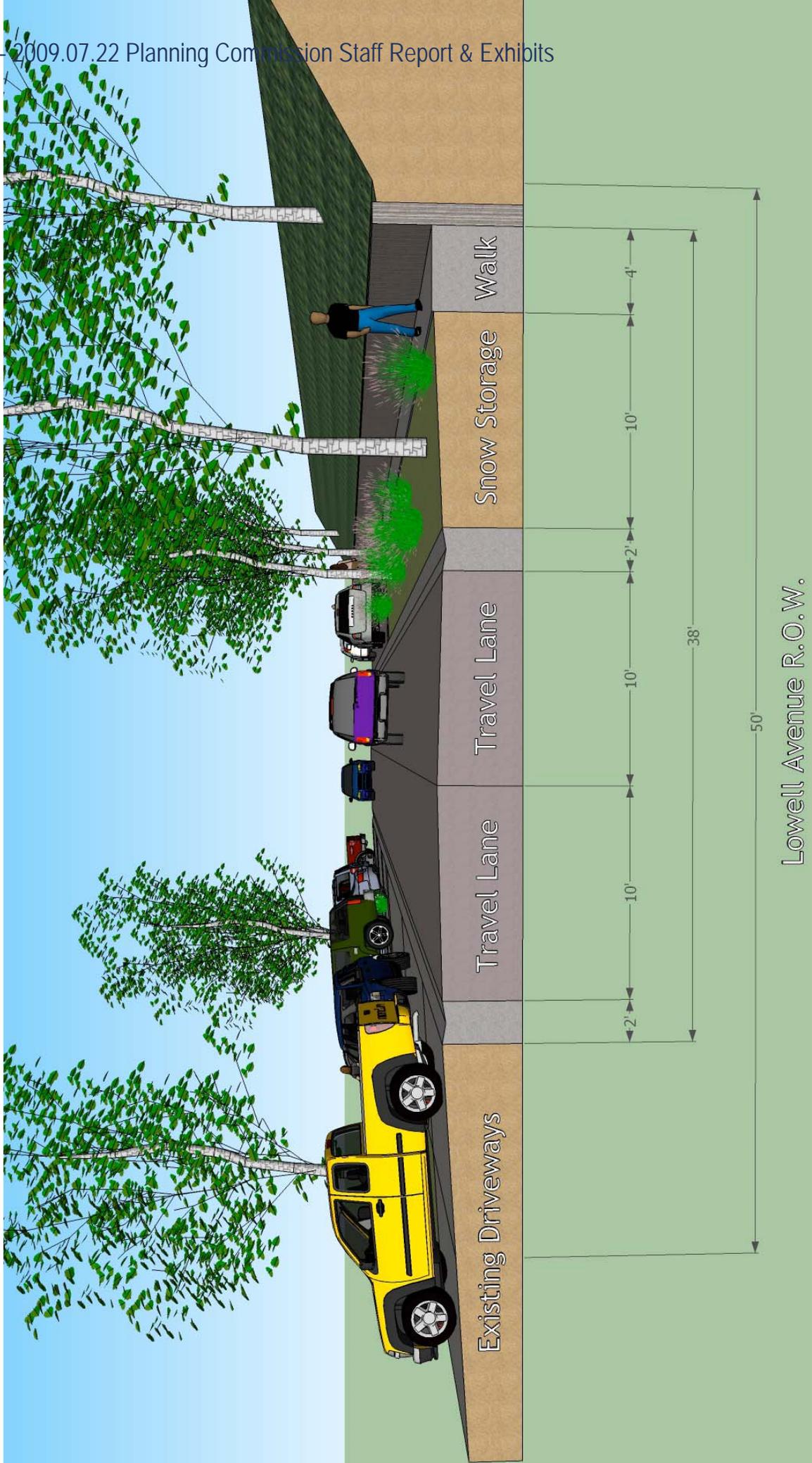
Empire Avenue R.O.W.



Empire Avenue R.O.W.







Katie Cattan

From: Stuart Shaffer [stugio@earthlink.net]
Sent: Friday, June 26, 2009 9:28 PM
To: patsweeney@treasureparkcity.com; mikesweeney@treasureparkcity.com;
edsweeney@treasureparkcity.com
Cc: Brian Van Hecke; Katie Cattan

Dear Sweeneys:

I do not know if it is appropriate to contact you directly, however...

I am enclosing one of the many letters I have written to the Planning Commission, the City Council, and to the Park Record. I am very afraid that you are not receiving the vast numbers of letters and messages expressing opposition to your proposed project. I spent the past hour pouring over letters from Park City residents who are concerned about your efforts.

The bottom line, of course, is money.

My hope is that your statements about being good citizens of Park City are not hollow and that you will find some way for the city or a land conservancy to provide you with enough capital to halt your efforts to develop "Treasure Hill," which would, in my opinion, ruin Park City. I have donated money to Brian Van Hecke's organization and to the Land Conservancy in the hopes that someone can change the course of your efforts.

I have attended many Planning Commission meetings, and it seems that you turn a blind eye to those present and to the wishes of the rest of the citizens of Park City. It also seems that you change meeting dates to reduce the numbers of those who do not want your development to progress. As a mere half-time resident of Park City, I cannot attend the meeting you postponed from June 24 to July 22. I have a teaching commitment at the University of California at Santa Barbara during that time, but my absence does not diminish my concern over your "Treasure" Hill project.

Please be aware of what you are doing to everyone else in the city, and please read this letter, one of many.

Very respectfully,
Stu Shaffer

Dear Katie and Members of the Park City Planning Commission:

I find myself fretting about Mr. Burnett's April 22nd report to the Planning Commission. Mr. Burnett states that, although the Treasure Hill proposal was approved in 1986 in a town far different from the Park City of today, the Sweeney's do have the right to develop Treasure Hill above Historic Old Town.

Most of the opposition to the project comes from those on Empire and Lowell whose rights are being trampled. The topic of traffic and safety has centered around just those two streets. I don't understand why so little discussion includes the rest of the people in Old Town. I do feel sorry for the residents on Lowell and Empire Streets. Their lives would be turned upside down by the Sweeneys' development, but so would mine.

07/16/2009

My condo is in the back of a building on Main Street. I have lived there (currently a little over half time) for over twenty years. At one time, mine was the last building on Main Street except for The Depot. As everyone knows, Historic Old Town does not provide adequate parking, particularly overnight parking. My building does not have parking facilities, and to ensure an overnight space, I rent monthly at the Diamond Parking facility on 7th Street. On months when I know my guests will need it, I rent two spaces. Still a parking space is not guaranteed. The Sweeneys' solution to traffic on Lowell and Empire Streets is to provide minimal parking at their new project. That decision has a direct impact on me. Parking in Old Town will be even more strained than it is today. Workers will take up Old Town parking spaces. Visitors to Treasure Hill who aren't staying there will not be allowed to park there, and so they will occupy parking spaces in Old Town and ride the cabriolet. Many owners and guests at Treasure Hill will choose to drive to Main Street instead of taking the cabriolet, further impacting the already short supply of Old Town parking spaces. To be sure, most people will vacate their spaces after shopping and a nice dinner, but I need to park overnight. Am I supposed to wander around looking for a space until they finish their after-dinner drinks? Apparently, the Sweeneys have a right to flood Old Town with people and cars, but I have no right to an overnight parking space near the condo I've owned since 1988.

Looking out my living room window, my view is of the hillside in question. Do I not have a right to that natural view instead of looking up at a new "downtown" featuring "near- skyscrapers" which do not blend with the character and personality of Old Town? I've enjoyed that view for over twenty years. Can the Sweeney's just take it away? Proudly, they point out their land donation to Park City for open space, never to be developed. I fear their motivations are more selfish than altruistic. Their donation guarantees that their view is protected forever, even from their own development, while my view and that of numerous others will be ruined.

I ski over fifty days a year and for years have enjoyed the convenience of the Town Lift, a block and a half from my condo. To me and my guests, the uninterrupted ride through the trees is a treat in itself. Now the Sweeneys tell me I'll have to ride on their cabriolet, stop at their development, and change to a different chairlift. To be sure, a high speed quad would be nice, but why do they have the right to force me into their development? As slow as it is, I'd rather ride the existing lift from Old Town all the way to the resort. If they want a cabriolet, why can't the Sweeneys build one beside the Town Lift to bring their guests into and out of Old Town instead of inconveniencing everyone else?

This past winter I had twenty-seven guests and six more last summer. Everyone loves the character and convenience of Historic Old Town, Main Street, and Park City Mountain Resort. Everyone dreads the impact Treasure Hill would have on the area and hope that through some miracle the project will not go through.

Because this project makes so little sense, I have hoped the Treasure Hill development would just go away. Now, after Mr. Burnett's report, I can only hope this recession will slip into a long deep depression or that the Sweeneys will suddenly develop a social conscience and realize the eyesore and inconvenience they want to impose on everyone else in Park City.

Maybe I should hope for a miracle... some sort of divine intervention.

Very truly yours,
Stu Shaffer
613 Main Street, #403

07/16/2009

Katie Cattan

From: Stuart Shaffer [stutio@earthlink.net]
Sent: Monday, May 04, 2009 5:44 PM
To: Katie Cattan
Cc: Brian Van Hecke
Subject: Treasure Hill Report, April22

Dear Katie and Members of the Park City Planning Commission:

I find myself fretting about Mr. Burnett's April 22nd report to the Planning Commission. Mr. Burnett states that, although the Treasure Hill proposal was approved in 1986 in a town far different from the Park City of today, the Sweeney's do have the right to develop Treasure Hill above Historic Old Town.

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I ski over fifty days a year and for years have enjoyed the convenience of the Town Lift, a block and a half from my condo. To me and my guests, the uninterrupted ride through the trees is a treat in itself. Now the Sweeneys tell me I'll have to ride on their cabriolet, stop at their development, and change to a different chairlift. To be sure, a high speed quad would be nice, but why do they have the right to force

07/16/2009

me into their development? As slow as it is, I'd rather ride the existing lift from Old Town all the way to the resort. If they want a cabriolet, why can't the Sweeneys build one beside the Town Lift to bring their guests into and out of Old Town instead of inconveniencing everyone else?

This past winter I had twenty-seven guests and six more last summer. Everyone loves the character and convenience of Historic Old Town, Main Street, and Park City Mountain Resort. Everyone dreads the impact Treasure Hill would have on the area and hope that through some miracle the project will not go through.

Because this project makes so little sense, I have hoped the Treasure Hill development would just go away. Now, after Mr. Burnett's report, I can only hope this recession will slip into a long deep depression or that the Sweeneys will suddenly develop a social conscience and realize the eyesore and inconvenience they want to impose on everyone else in Park City.

Maybe I should hope for a miracle... some sort of divine intervention.

Very truly yours,
Stu Shaffer
613 Main Street, #403

07/16/2009

Planning Commission
Park City, Utah

John R. Stephens, M.D.
503 Riverside Drive
Newport News, VA 23606
757 595 7494

1260 Empire Avenue
Park City, Utah 84060

Regarding Sweeney Family Treasure Project:

Dear Sirs:

July 15, 2009

I will not be able to attend the July 22, 2009 meeting, but I did want to comment on the proposed Treasurer development above Empire and Lowell.

I think this foolish enterprise is going to destroy the quality of life for those living on Empire and Lowell, and frustrate the people who invest in this new property.

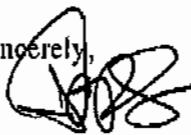
I am not a traffic engineer but 200 hotel rooms, 100 condos and 19,000 square feet of commercial space may be an additional 400 to 500 cars during the peak season. Lowell is supposedly built to handle increased traffic but the traffic, just like water, will follow the path of least resistance. The cars coming up Empire will follow Empire, rather than turning at the upper edge of the Park City Resort parking lot. Buses and skiers compete on this connecting road. The increased traffic will erode the character of the neighborhood as a river erodes the bank. I would not be surprised if the tremors from the trucks and cars destabilized the houses and drive ways perched on the side of the hills.

Empire is barely 1 lane in the winter, with cars and skiers mixed. The proposed Empire sidewalk is an illusion as there is no available land on either side of the road. The skiers will use the road as it is the path of least resistance. Clearly the skiers will be at risk from motorist eager to travel to and from Treasure.

I do not understand the need for more commercial space to compete with an appealing downtown which the city is trying to develop and improve.

I think this plan should be summarily rejected. A smaller alternative might be considered. The geography and infrastructure do not work.

Sincerely,



John R. Stephens, M.D.

**PARK CITY PLANNING COMMISSION
WORK SESSION NOTES
July 22, 2009**

PRESENT: Jack Thomas, Dick Peek, Julia Pettit, Charlie Wintzer, Brooks Robinson, Katie Cattan, Mark Harrington, Matt Cassel, Kent Cashel

WORK SESSION ITEMS

Upper Ridge Plat Amendment

Planner Brooks Robinson noted that the Planning Commission had seen this plat amendment during discussions on the Alice Claim project. He reviewed a site plan to orient the Commissioners to the area and the subject property. Planner Robinson indicated platted Ridge Avenue, which is unimproved at this point. He stated that the applicant is proposing to use platted Ridge Avenue as access to 40 lots that would be combined into 8 lots. Planner Robinson presented the current lot configuration showing where Ridge would come into existing Ridge near the King Road intersection. He pointed out the location for a proposed fire turnaround that could potentially tie into the Alice Claim.

Planner Robinson reviewed a slide showing the proposed lot combination into eight lots, as well as road dedication along existing Ridge Avenue as it comes up from Daly Avenue. He pointed out the individual eight lots and the open space parcel on the south end. Planner Robinson stated that an existing jeep road that turns into a trail that goes on the back side of Daly would be used as access to Lots 6,7 and 8. There is also the potential for having access for lots 1-4 and possibly 5, from existing Ridge Avenue as it goes up the slope.

Planner Robinson noted that the applicants have a completed application and they are ready to undertake geo-technical exploration, which would involve some grading through the existing rock wall coming off of Ridge and King Avenues, and then doing bore holes for the geo-tech study. The applicant was looking for feedback from the Planning Commission on the proposal in general before starting the geo-technical exploration.

Planner Robinson commented on the Echo Spur project on McHenry where there was a platted right-of-way and the applicant decided to build to City standards. The Staff and the applicant were sensitive to the impact that had and would like to achieve a better planning solution that works for both the applicant and the City.

Commissioner Pettit indicated the triangle piece that abuts Lots 7, 8 and the open space parcel and asked who owns the land directly below it. Planner Robinson replied that 234 Daly, which is the house on the corner goes from Daly to the back of vacated Anchor. The other condo development further down Daly extends across. Therefore, existing Ridge Avenue, in that location, crosses those properties. He noted that the land was essentially unbuildable elements of the condo projects on Daly Avenue.

Commissioner Pettit asked if platted Ridge Avenue ends where it was shown on the diagram. She was trying to understand which of the lots have access off platted Ridge or the existing Ridge. Planner Robinson stated that the Park City survey runs parallel and comes to a point on Lot 7. What was shown was the extent of platted Ridge. Going back to the existing lot layout, all the lots up Lot 21 front on to Ridge as platted. Existing Ridge crosses over several of the other lots to the east. The zoning is HRL and the required lot size is 3,750 square feet. The existing lots as currently platted do not comply with the HRL standards.

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Commissioner Wintzer was not opposed to the height exception, but he felt it was an important issue that should have been mentioned in the Staff report. Planner Whetstone stated that there would be a full analysis of the MPD and CUP at a future meeting. The Staff is working on that analysis and the applicant wanted Planning Commission feedback before moving too far forward. Commissioner Wintzer was comfortable that the applicants were heading in the right direction.

Treasurer Hill - Conditional Use Permit

Chair Thomas commended Planner Cattan on an excellent Staff report. Commissioner Wintzer remarked that he had prepared a written statement and his first comment was that he agreed with the Staff report completely. He thought the Staff's comments reflected the best interest of the City and the project. All the Commissioners concurred with the Staff analysis.

Commissioner Pettit read into the record the letter Commissioner Wintzer had submitted. Commissioner Wintzer had provided comments and suggestions of traffic mitigation for the Treasure Hill project. He remarked that Lowell and Empire Avenue currently work and the new project and related impacts are the issue. The impacts need to be mitigated at the expense of Treasure Hill. He believes the Planning Commission and the applicant need to know the size of the project, what the final ownership will be and how much and what kind of commercial spaces will be in the project. He had noted that all the information is needed before anyone can completely understand the traffic and mitigation. Commissioner Wintzer had offered his own ideas for traffic mitigation as follows: 1) Any extra snow removal cost for snow and sidewalks is paid for by the applicant, including hauling and any special equipment needed to remove the snow. A 25 foot road must be maintained at all times. 2) The design of empire preserves and enhances the neighborhood feeling of the street. Planting, bulb outs, realigned curb and gutter, possible light, and sidewalks must be added to the street at the cost of the applicant. 3) Sidewalk location is part of the neighborhood experience and should be next to houses. 4) Parking on street must be maintained at 90% or more of existing on-street spaces. 5) Parking may not exceed allowed parking under the master planned development. The Planning Commission encourages less parking than anticipated in the MPD. The applicant must provide a management plan for guest parking showing how they are going to encourage guest not to bring cars into the project. The applicant must provide a management plan for a 100% park and ride for employee shuttle. 6) Applicant must provide a management plan outlining where vehicles will unload and how they will be scheduled so they are not staging on the street. This plan must work on reducing commercial vehicles to the minimum. Commissioner Wintzer expressed his preference for one delivery per day.

Commissioner Wintzer submitted his letter to the record.

Commissioner Wintzer clarified that he submitted his letter so they could begin answering questions and work on solutions. He pointed out that the letter contained his own ideas and did not reflect the thoughts of the rest of the Commissioners or the Staff. Commissioner Wintzer reiterated that they cannot define the parking issues until they define the functions of the building. He suggested that they put the parking issue aside for now and focus on what is being proposed commercially in size and mass. Once that is determined, they can discuss the parking more effectively being better informed. Chair Thomas agreed that the two issues are connected and that they would have a

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broader understanding of traffic after better understanding the building.

Planner Katie Cattan commented on the MPD parking calculations. She explained that under the MPD of 1986, one of the exhibits was very clear that the parking calculations were different from the Land Management Code. The applicant utilized those calculations with their current plan and found that under the MPD, they could have 366 spaces. Planner Cattan clarified that the MPD calculation did not take into consideration any of the support commercial or commercial on site, or the employee housing associated with the project. Therefore, the applicant has proposed an additional 58 spaces. Planner Cattan noted that the 424 spaces shown in the current proposal only allows 58 additional spaces for commercial and employees. Planner Cattan wanted it clear that commercial was never considered in the MPD calculation. The applicants expect to have 300 employees on the payroll, but they would not all be on site at the same time.

Pat Sweeney, the applicant, requested the opportunity to briefly respond to some of the comments after the public hearing.

Mr. Sweeney commented on the suggestion to address massing first and then return to the parking discussion. Because the two issues are a package, he preferred to have the parking discussion, seriously think about the applicants position with respect to parking, and create a very complete document that talks about where they started, where they have been and where they are going. He would like to put those issues out for approval and use them as background for the discussion on volume. If it makes sense to go back and revise parking based on those discussions, that would be reasonable to consider. Mr. Sweeney stated that at some point there needs to be resolution if they ever hope to see this project built.

Mr. Sweeney appreciated the comments Commissioner Wintzer had submitted and they would try to touch on those issues as they go through their presentation this evening.

Mr. Sweeney addressed previous public comments about thinking outside of the box. He noted that they had done that once before and it resulted in a very interesting box. They are willing to think outside of the box again, but he felt it was important for people to understand that extraordinary things have been done to bring them to this point. Mr. Sweeney remarked that in conjunction with the efforts of the Park City Mountain Resort, they brought skiing to Old Town. In the initial process they walked away from 50% of their underlying density. They also agreed to 97% open space, which started to shape their box. They built the first dedicated bike trails in Park City in 1991. They also helped create lower Main Street with the efforts of Harry Reid and Jack Mahoney.

Mr. Sweeney stated that with this application they are proposing a people mover from the Treasure Hill project to Main Street. The intent is complete destinization of the project. He pointed out that they trusted the master plan process and that put them in a box.

Regarding traffic, Mr. Sweeney remarked that they are trying to accomplish three goals. The first is to accommodate everybody's traffic on those roads, including existing and future residences. The second is to accommodate pedestrians. Finally, they do not want to take away existing parking. Mr. Sweeney believes there is an opportunity to accomplish all three goals. It is unique in Old Town but it can be done.

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Steve Perkins, representing the applicant, understood that using Lowell Avenue as the main access to the Treasure project was discussed at the last meeting. He believed the opportunity of using Lowell as the main access allows them to take another look at Empire as part of this process. Mr. Perkins remarked that Lowell Avenue is a modern street in Old Town that was built in the late 1970's. The Treasure project was part of a Special Improvement District that participated in the construction of that project. The master plan of the Treasure project supplied land that allowed for the connection between Lowell and Empire.

Mr. Perkins noted that along Lowell all the houses are contemporary buildings with one exception. The homes on Lowell also have off-street parking requirements; unlike most of the homes on Empire. Mr. Perkins stated that uphill development on Lowell is located well away from the street. There are only three existing driveways on the uphill side, which provides flexibility in terms of how to manipulate that portion of the right-of-way. Mr. Perkins remarked that the Treasure project at the south end of Lowell has been well publicized since 1977.

Mr. Perkins understood that snow management was another major issue that was previously discussed and raised again in Commissioner Wintzer's letter. This issue affects both vehicular and pedestrian circulation and parking on the streets. Their position has been to use traditional methods similar to those used in other Old Town areas, where snow emergencies are posted and snow is removed when required. Mr. Perkins noted that the City Staff has suggested a "no parking zone" from 2:00-6:00 a.m. on Lowell as an appropriate way to manage snow. Mr. Perkins stated that this approach could be tried and tested to see if it operationally works.

Mr. Perkins stated that they could take advantage of the west side of the right-of-way of Lowell where existing development is not located immediately on this street and where there is greater opportunity for snow storage as described. Mr. Perkins commented on the importance of continually enforcing parking regulations for a snow removal operation.

Mr. Perkins commented on the cost of snow removal. He stated the property tax base generated from the Treasure project was estimated at approximately \$3 million. The applicants believe there would be substantial funds from the allocation of property taxes to pay for additional snow removal.

Mr. Sweeney requested input from Kent Cashel and Matt Cassel regarding snow removal. Mr. Sweeney wanted it clear that this idea came from thinking outside of the box; but the management of the streets is the responsibility of the City.

Kent Cashel, City Transportation Manager, responded to the comment about maintaining the streets similar to other areas in Old Town. Mr. Cashel remarked that the Staff suggestion for the 2:00-6:00 a.m. closure would be consistent with how high volume streets are maintained in the rest of the City. To maintain the 25-foot width during the winter, it is important for cars to be moved on a consistent basis for snow removal. Mr. Cashel stated that the storage areas are nice but they are really just staging areas. Snow would not be hauled out with every storm, but it does need to be cut back to the curb. He noted that the Staff is adamant about removing cars consistently because of the importance of keeping that width and safely moving the expected volumes of traffic.

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Commissioner Wintzer asked about equipment other than snow plows that would accomplish what they need without having to move the cars. He did not think it was practical for people move their cars with every snow storm. Mr. Cashel explained that even with additional or new equipment, the cars would still need to be moved in order to push the snow back to the curb. He was not aware of any equipment that would solve that problem.

Mr. Sweeney stated that Rob McMahon had done a survey count of existing parking spaces. Currently 40 people park on the downhill side of Lowell on a regular basis, particularly during business hours. With his project they would provide the same amount of parking or slightly more across the street. Mr. Sweeney believed the key difference is that on the downhill side of Lowell, when the empty lots get built on, most of those 40 parking spaces will go away. However, on the upside of Lowell, because of the natural way it is zoned and how the houses sit off the road, there is an opportunity to fix in time those parking spaces so they will not be lost to future development on the downhill side.

Mr. McMahon pointed out that their proposal also increases the width of the road 8-feet to accommodate snow storage, parking and road maintenance.

Mr. Cashel stated that snow storage was not the issue. The issue is having access to plow to the curb and snow storage areas do not provide that. Mr. Cashel was unsure if the City would even use the snow storage areas.

City Engineer, Matt Cassel, stated that if the 40 parking spaces on the uphill side is street parking, they would still be dealing with parking/storage, parking/storage. In order to clear the snow, either a front-end loader would need to try to turn in beeping backwards or the cars would need to be moved. Mr. Cassel stated that he had been trying to determine the number of cars that would actually be displaced. Knowing that number would help frame the issue.

Commissioner Pettit asked if the current count for off-street parking is based on the current season versus the winter season. Mr. Sweeney replied that it is based on the spaces that look like you could park a car anytime. He explained that it would be counting the opportunity to park as opposed to counting parked cars.

Mr. Cassel clarified that his question is where the cars would go between 2:00-6:00 a.m. if they have to pull off the road. Chair Thomas questioned the life safety impacts for an elderly person who has to move their car between 2:00-6:00 a.m. Mr. McMahon agreed, based on the assumption that those car would need to be removed. Mr. Sweeney stated that he did not have an answer for where the cars would go at night, but theoretically there are places for them. Mr. Cassel felt they were getting closer to an answer in their discussions. He reiterated that for Public Works to be effective, the cars need to be off the road from 2:00-6:00 a.m. The key question is where those cars can go.

Mr. Sweeney reported that Rob McMahon had surveyed 81 off-street spaces on Lowell and 55 spaces in garages. Based on a count of one car per door and off-street parking in driveways, 136 vehicles would not be disturbed by the proposed street section.

Mr. Perkins felt it was important to understand that some of the current on-street parking occurs in front of existing undeveloped lots. Once those lots are developed, those parking spaces would then

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be used for resident parking and driveways. Therefore, they may not have 40 spaces once those lots are built out.

Mr. Sweeney pointed out that they have voluntarily committed to not park on the public streets as part of their contribution to making the roads work better. This was not a requirement of the MPD. It will take pressure off the existing on-street parking that people rely on. All the parking proposed for Treasure Hill will be under the project.

Commissioner Wintzer clarified that the all conversations have been about Lowell Avenue and they have not discussed parking and snow removal on Empire Avenue. Mr. Sweeney summarized that they have proposed adding a sidewalk and formalizing the travel lanes and existing parking. He believes this can be done in the existing utilized right-of-way without losing parking and accommodating pedestrians. To the extent practical, all the traffic from the project would be diverted to Lowell. Empire would be managed as it is currently.

Planner Cattan reported on a previous discussion about the costs associated with snow removal. She clarified that the \$3 million from Treasure was the number submitted to the Finance Department. Finance then assessed which portion of that \$3 million calculation would be allocated to snow removal. The amount of tax generated dollars would be \$26,846 based on current allocation of money from taxes. Public Works estimated snow removals using three trucks and that cost was slightly under \$70,000. Commissioner Wintzer pointed out that the costs did not include clearing sidewalks.

Mr. Sweeney felt it was important to note that the project would create a significant tax base. He noted that part of the Master Plan concept was to minimize City service costs. Mr. Sweeney believed additional money could be diverted from their tax base to use for snow removal because the project is not adding four miles of road to the equation or the need for public transportation. Mr. Sweeney clarified that as an applicant he could make suggestions but the City ultimately makes the decision on how to allocate tax revenues. He felt there would be a positive pool of resources that can be allocated to deal with many of the impacts. Commissioner Wintzer stated that if the Finance Department can demonstrate his point and justify it, the Planning Commission could accept it. However, it is not the job of the Planning Commission to make that determination. Commissioner Wintzer noted that Mr. Sweeney would need to convince the Finance Department and ask them to make a presentation to the Planning Commission.

Mr. Sweeney moved on to street aesthetics. Mr. Perkins provided an overview of the proposed street improvements, which he believed addressed some of Commissioner Wintzer's ideas about traffic mitigation and preserving and enhancing the neighborhood feeling. These improvements included limiting and defining travel lanes for vehicular and pedestrian safety, enforcing reduced speed limits, enhanced landscaping and planting of additional street trees. They propose to involve the residents in some of these decisions to find workable solutions.

Mr. Perkins reviewed the improvements specific to Empire Avenue. Mr. McMahon had proposed three options for three different roadway sections. He noted that there are varying conditions as they move down the road and each option allows them to address those conditions as they move through the Empire section.

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Mr. Sweeney noted that similar improvements have been done on Upper Park Avenue and Lower Norfolk Avenue. In his opinion it has not worked well because there is not enough room to accommodate parking, travel lanes and sidewalks. He stated that Mr. McMahon has surveyed Empire Avenue and he is reasonably certain that there is a unique opportunity to accommodate all three on Empire and to do it right.

Mr. McMahon pointed out that the houses are not set back as far on Norfolk as they are on Empire and Lowell. In his opinion, there is a lot more room to work with on Empire.

Mr. Cassel agreed that they tried to put in parking, road lanes and a sidewalk on Norfolk and it is a very tight fit. He believes it would also be tight on Empire because they do not have a lot of space to work with. Mr. Cassel preferred to leave Empire the way it is and to change the end treatment so cars from Treasure Hill cannot use Empire as a route to and from the development. He outlined a number of options that have been discussed. One would be to make a disconnect on the south end of Empire so traffic from Treasure Hill can only go one way, which would be on to Lowell. Another option would be to make Manor Way the main thoroughfare so there would be some constriction at Empire, such as stop signs and “no truck” signs at that end to make it clear that it is not the route from Treasure Hill. Manor Way would be a larger, flowing road that brings people to Treasure Hill.

Commissioner Wintzer asked about the right-of-way width on Manor Way. Mr. Cassel replied that it is narrow, but it could be as wide as 40 feet. Commissioner Wintzer asked if it was possible to make the right-of-way wider. He worried that unless Manor Way can be widened, people would not use it as the entrance to the project. He could support the idea if he was convinced that Manor Way would be used. Mr. Cassel stated that his intent is to make it difficult for a truck to make it down Empire.

Commissioner Peek suggested intermediate stop signs along Empire to discourage traffic. He noted that this has been done in other cities to resolve problems with through traffic. Mr. Cassel stated that many things can be done to slow the traffic. Commissioner Wintzer felt the burden was on the applicant to show why Empire would not be used as a viable way to the project. Chair Thomas agreed.

Mr. Sweeney was willing to pay for the road improvements, but he felt the costs to maintain them should come out of their tax base. He was also willing to improve the roads based on direction from the City.

Commissioner Pettit referred to comments regarding Empire and the preference that it not be improved. She wanted to know how they can account for the change in the traffic pattern on Empire for those not going to Treasure Hill. Mr. Cassel replied that most of the discussion about Empire has been diverting traffic down Crescent Tram and whether that would be the shortest way from Treasure Hill to Main Street. If the applicants can demonstrate that there would be end treatments at the exit of Treasure Hill that prohibit the ability to turn right on to Empire and down Crescent Tram, that could keep most of the traffic off of Empire. He believed the ability was there.

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If Treasure Hill does not improve Empire, Commissioner Peek wanted to know where Empire would rank in the City's program of re-doing Old Town Streets. Mr. Cassel replied that it would be improved in the next couple of years. He explained that Empire was originally listed for construction next summer, but that time frame was pushed back because of the Treasure Hill discussion.

Mr. Perkins reviewed the proposed Lowell Avenue improvements, which involved grading on the uphill side of the street to create a greater width in order to widen the street section. There would be a 3 to 6 foot retaining wall on the uphill side along the length of the street. In addition, they are proposing a four-foot sidewalk and a planting strip along the parking adjacent to the wall. In the areas of the proposed snow storage, the sidewalk would move back to the wall to accommodate ten feet of snow storage. Roll gutters and two ten-foot travel lanes are proposed for a total of 24 feet of travel lane width.

Mr. Sweeney suggested that an occasional bump with trees to visually create a more residential street should not interfere with the snow plowing operation. He remarked that the City and the residents need to have a say on the improvements. Having lived in Park City, he would never attempt to take away parking.

Mr. Sweeney commented on the debate regarding the sidewalk and the pros and cons for putting a sidewalk on the uphill side. Mr. Sweeney believed the sidewalk could be on either side; but he felt it was worthwhile to have that debate and to hear other comments. Mr. Sweeney asked Mr. Perkins to explain his reasons for why the sidewalk should be on the uphill side.

Mr. Perkins stated that a sidewalk is usually placed for greater community-wide connectivity. Having the sidewalk connect directly to the Park City Mountain Resort through Treasure Hill and to Old Town via the 8th Street stairs, appears to have a greater community-wide connectivity. Because of the narrow street sections, it is important to put the parallel parking on the same side as the sidewalk. The uphill side allows a greater length to put additional cars that can be dedicated overtime, as opposed to the parallel parking areas on the lower side of the street that may eventually go away because of future development.

Mr. Perkins stated that because the hillside is naturally vegetated, putting the sidewalk on the uphill side would provide a parkway feel. In addition, there are a number of driveways on the lower side and a sidewalk would encourage encroachments from over-sized vehicles in shorter driveways.

Mr. Cassel remarked that there is a tremendous grade on the uphill side that they are trying to match with existing driveways. A sidewalk would defeat that purpose. Secondly, if they store snow on the west side, eventually the sidewalks on that side would be covered with ten feet of snow. In his opinion, the sidewalks are necessary for the winter months. Mr. Cassel agreed that there were more conflicts with having a sidewalk on the residential side, but that is the side where most people would be walking. Sidewalks should be where the people are.

Chair Thomas agreed that sidewalks are for the people and children in the neighborhood. He did not favor the idea of having a sidewalk across the street because it creates greater pedestrian/vehicle conflicts. Chair Thomas preferred the sidewalk on the residential side of the street.

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Mr. Perkins stated that if the sidewalk is placed on the residential side with parking, that would negate the possibility of having a one-way section on Empire leading to Lowell. People would need to come down Lowell and make a U-turn in order to parallel park.

Commissioner Wintzer asked for the minimum travel width Mr. Cassel would like to see on Lowell or Empire. Mr. Cassel replied that 8 feet is too small. There are currently going through the process to determine an acceptable width. He believed that 10 feet was the narrowest they could allow. Planner Cattan stated that fire code requires 20 feet of width and that number can include the gutter.

Mr. Sweeney reviewed the parking and noted that all the parking would be underground for the project. He stated that 366 spaces are required based on a table provided in the MPD approval. Additional spaces were added for employee service. He noted that they are considering putting 23,000 square feet of additional space for employees, bringing the number to 417 spaces. PEC did a parking generation study and concluded that 335 spaces was the right number. Mr. Sweeney stated that if you strictly apply the current Code to the project, the parking requirement would be 700+ parking spaces. He noted that the Planning Commission, under the current Code, has the right to reduce the parking and take into account joint uses. Mr. Sweeney remarked that PEC used the Cabriolet proposed to reduce the number of parking spaces. They also used the fact that some employees would be living on site and that the public outside of the project would not be invited to use the underground parking.

Mr. Cassel commented on the need to see a management plan for employee parking that demonstrates their assurance that the parking proposed on site is adequate and that employees would not be parking on Lowell. This correlated with point #5 in Commissioner Wintzer's letter.

Commissioner Wintzer clarified that his reason for raising point #5 was that the amount of parking is directly related to the amount of traffic on the project. If the applicants can find a way to reduce the parking on the project, that would begin to reduce the traffic. If they insist on having more parking than what is needed, that would encourage more cars to the project and increase the traffic mitigation problems. Commissioner Wintzer remarked that the intent is to find a way to reduce the traffic to this project. It can be done because it was done on Montage project. To address concerns about traffic up and down Marsac, the developer revised their plan and reduced the on-site parking by 25%. Chair Thomas recalled that the majority of employee parking for the Montage was off-site.

Mike Sweeney, the applicant, pointed out that the Montage parking is greater than what is being proposed for Treasure Hill. He noted that the parking plan provided is very explicit as to how they propose to manage the parking in the project and how they plan to reach their goal to have 80% of the hotel guests come without cars. Mr. Sweeney remarked that it was in their best interest to reduce the amount of parking, instead of paying \$40,000 per stall for stalls that sit empty.

Commissioner Wintzer reiterated that the applicants need to reduce traffic on the roads and the first step is to reduce the parking. To this point, he has not seen a plan that reduces the parking or mitigates the traffic. Pat Sweeney noted that there is a formal plan in the appendix under traffic

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and parking, that addresses items 5 and 6 in Commissioner Wintzer's letter. He remarked that the initial 366 parking spaces did not count the cross over parking for support commercial. If you take the master plan out of the process and apply parking requirements to the project, the number is approximately 700 spaces. He intended to formally present that plan at a future meeting.

Chair Thomas stated that they cannot take the master plan out of the process. Mr. Sweeney stated that 700+ spaces was a place to start and then they can reduce from that number. He believed they were already close to a 50% reduction. He noted that they have less parking per unit than the Montage project.

Chair Thomas agreed with Commissioner Wintzer. He would like to see an effort for reducing the parking below 366 spaces. The Commissioners concurred. Planner Cattan clarified that Exhibit A was a plan prepared by Mike Sweeney that explains their traffic mitigation. She understood that the Planning Commission wanted more specifics on employee parking and shuttling.

July 22, 2009
From: Charlie Wintzer

Treasure Hill
Comments and suggestions of traffic mitigation

- **I agree with all staff comments in the staff report of July 22, 2009**
- Lowell and Empire work at this time, the new project and its impacts are the issue and need to be mitigated with the cost paid by Treasure Hill.
- The Planning Commission and the applicant need to know: the size of the project, what the final ownership will be, (there is **NO** Time Share in the Estate zone) and how much and what kind of commercial spaces will be in the project. All this information is needed before we can completely understand the traffic and mitigation.

These are some ideas towards traffic mitigation.

1. Snow removal--any extra snow removal cost for road and sidewalks is paid for by the applicant, including hauling and any special equipment needed to remove the snow. A 25 foot road must be maintained at all times.
2. The design of Empire preserves and enhances the neighborhood feeling of the street. Planting, bulb outs, realigned curb and gutter, possible lighting, sidewalks must be added to the street at the cost of the applicant.
(Incorporating staff recommendations into Option 3 is a good start)
3. Sidewalk location is part of neighborhood experience and should be next to houses.
4. On street parking—Parking on street must be maintained at 90% or more of existing on street spaces.
5. Parking on site—Parking may not exceed allowed parking under the Master Plan Development. Planning Commission encourages less parking than anticipated in the MPD. Applicant must provide a management plan for guest parking showing how they are going to encourage guests not to bring cars to the project. Applicant must provide a management plan for a 100% park and ride for employee shuttle.
6. Commercial deliveries and service vehicles—Applicant must provide a management plan outlining where vehicles will unload and how they will be scheduled so they are not staging on the street. This plan must work on reducing commercial vehicles to the minimum. I would like to see only one delivery per day.



Treasure Hill Traffic Study Summary

January 2017

Submitted To:
Treasure Hill

Submitted By:
Triton Engineering
954 East Oakridge Road South
Park City, Utah 84098



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Report History

The following is a list of traffic studies, addendums or pertinent information that has been provided and is relevant to the proposed Treasure Hill Project with a focus on traffic and parking.

Original Traffic Impact Analysis – July 2004

As seen in the original report, the Treasure Hill Project accesses and intersections will function adequately to transfer the project-generated traffic to and from the site.

Occasional delays are currently experienced during winter PM Peak Periods and during special events such as Sundance, Arts Festival, 4th of July, etc. This Project will contribute little to existing delays. One intersection that will continue to experience delays higher than recommended is the Park Ave. and Empire Ave. / Deer Valley Drive intersection. Several proposals have been presented to Park City Staff for possible improvement to this intersection based on prior traffic studies performed in the study area. Another intersection that currently experiences delays on a limited number of days during the PM Peak Period is the Silver King Dr. and Empire Ave. intersection. Delays at this intersection result from the Park City Mountain day-skiers leaving the parking lots at approximately the same time. Any Treasure Hill Project traffic will also contribute to these delays. However, individuals who leave Treasure Hill in their cars to ski or visit elsewhere will be returning in the direction opposite to the main traffic flow during the PM Peak Periods. Therefore, they will not contribute to the traffic flow and delays created by day-skiers leaving the resort parking area. Finally, it is important to note that addressing the Silver King Dr. and Empire Ave. intersection delays will be of minimal practical value without addressing coinciding delays at Park Ave. and Empire Ave. / Dear Valley Drive.

Adding turning lanes at Park Ave. and Empire Ave. / Dear Valley Drive, and a roundabout or traffic signal at Silver King Dr. and Empire Ave., although not recommended at the present time, are potential viable options if delays become more frequent and or longer in the future.

The following recommendations are forwarded with the purpose of assuring the most favorable LOS for the traffic study area: 1. Construct the gondola to Main Street and operate during PM Peak Periods. 2. Construct and maintain the proposed pedestrian connections. 3. Limit parking on Lowell / Empire Loop to local residents with permits and restrict parking to one side of Lowell / Empire Loop during winter months. 4. Prohibit parking on both sides of Lowell / Empire Loop adjacent to the Project. 5. Level the berm on the inside of the Lowell / Empire curve and revegetate with low lying plants. 6. Remove snow from Lowell and Empire Avenues on a priority basis. 7. Direct construction and service traffic to follow specified routes and avoid winter PM Peak Periods. 8. Accommodate construction parking and staging on site. 9. Encourage Treasure Project guests and residents to use alternate modes of transportation and follow the set pattern of up Lowell Avenue and down Empire Avenue. 10. Update analysis periodically using actual Peak Hour delay counts.



Addendum #1, Wayfinding Sign Study – Summer 2004

This study identified locations where wayfinding signs could be placed to direct motorists to Treasure and reduce unnecessary out of direction travel. Most locations identified are areas that existing signs currently direct motorists to other key landmark locations.

Addendum #2, Winter Traffic Counts – April 2005

The timing of the original study estimated winter traffic conditions at the study intersections. This addendum focused on the results of traffic volumes gathered on President’s Day Weekend of 2005 to evaluate the difference between the estimated volumes in the original report and actual traffic volumes on one of the busiest skier weekends. As reflected in the addendum every intersection in the report was analyzed with more traffic than was found during President’s Day Weekend.

Table 1 – Refined Traffic Count

<i>Intersection</i>	<i>Projected (From Original Report)</i>		<i>Actual (Counted February 19th)</i>	
	<i>AM</i>	<i>PM</i>	<i>AM</i>	<i>PM</i>
Park Ave. / Deer Valley	2392	2392	2302	3503
Deer Valley Dr. / Silver King Dr.	624	1003	314	438
Empire Ave. / Shadow Ridge	431	694	188	303
Empire Ave. / Manor Way	277	435	120	190
Empire Ave. / Crescent Tram	84	140	37	123
Lowell Ave. / Shadow Ridge	201	230	82	101
Lowell Ave. / Manor Way	170	637	74	139
Lowell Ave. / North Star	96	197	21	41

Note: The numbers depict the total volume at the intersection during one peak hour.

Therefore the reduction in traffic volumes will improve the level of service previously reported and support the previous study conclusions.

Fehr and Peers Traffic Study Review – July 2005

Park City Municipal Corporation hired a third-party traffic engineering consultant to review the traffic study and associated addendums prepared for the Treasure Development. As stated from the review, *“In general, Fehr & Peers found that the Traffic Impact Analysis (TIA) performed by PEC, Inc. provides an adequate assessment of the traffic characteristics and potential impacts related to the proposed Treasure Hill project. Fehr & Peers also found that the proposed Treasure Hill project is consistent with general guidelines provided in the Transportation Element of the General Plan and Land Management Code.”*



Questions and Response from Planning Commission – February 2006

This was not a formal addendum to the traffic study but there were various questions raised by the Planning Commission. Many of these questions resulted in further addendums as described below but one question that was resolved with this letter was regarding truck turning movements at the various intersections. Exhibit A at the end of this Traffic Study Summary provides graphical results to answer this question. It identifies that there is sufficient room for the trucks to make the necessary turning movements.

Addendum #3, Lowell Ave Sidewalk Improvements – January 2008

This addendum addressed the questions regarding the need for a sidewalk along Lowell Ave. It was found that a five-foot sidewalk could be constructed on the uphill (west side) of Lowell Ave but the City would need to evaluate that versus the potential impact it may have on parking and existing driveways.

Addendum (no number), Walkability Study Update – June 2009

The purpose of this addendum letter was two-fold: present revisions to the walkability study and comment on the effect of the proposed changes to the roadway section on Empire Ave.

Walkability Study

A walkability study for the Treasure Hill development and surrounding Park City Resort area in January 2008 and this letter updated that addendum. In summary, the study concluded that improvements need to be made to provide safer pedestrian accommodations, with or without the proposed project. A list of recommended pedestrian improvements was included.

This letter updates the previous walkability study based on concerns brought forward by the Park City Planning Commission regarding safety on Empire Avenue. Changes to the walkability study recommended improvements include:

- Installation of sidewalk on the downhill side of Empire Avenue, and
- Elimination of the proposed sidewalk/stair improvements from Empire to Lowell on 10th Street (need eliminated by improvements on Empire).

The attached figure provides a graphical representation of the suggested improvements described with the addition of the changes listed above. The complete list of suggested improvements, as updated, is as follows:

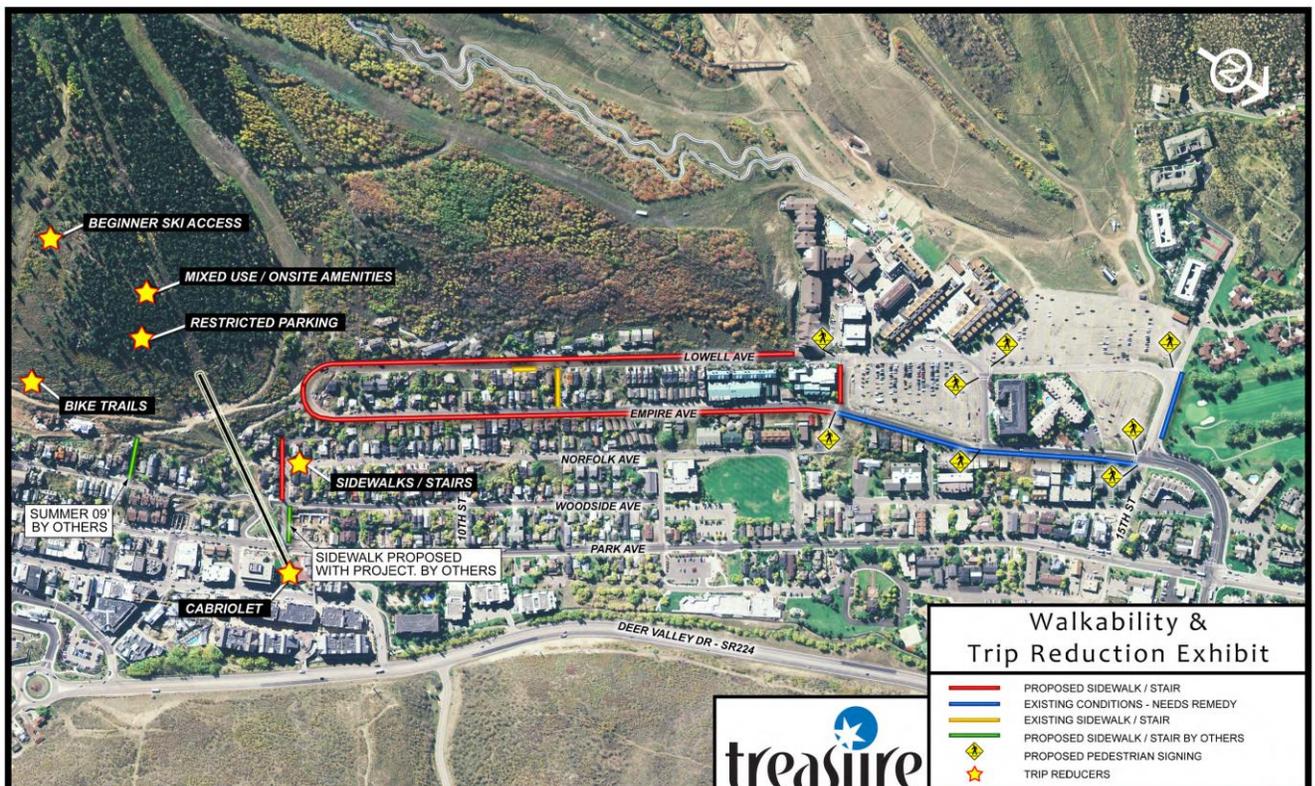
- Install new sidewalk on the west side of Lowell Avenue and on the east side of Empire Avenue from the Park City Mountain Resort area to the Treasure Development. Current conditions warrant this improvement without the Treasure Development. It would also be in the best interest of pedestrian safety to provide for the sidewalks to remain reasonably clear of snow during the winter season to allow for continued pedestrian use.



Due to the amount of snow and the number of rental units it is in the best interest of the City to assist in the snow clearing operations.

- Install new sidewalk/stair connections. This includes connections from Woodside to Crescent on 8th Street and Empire to Lowell on Manor.
- Install signs and paint crosswalks in eight (8) locations in the Park City Mountain Resort Area. These installations will help increase the safety of pedestrians using the area and their locations have the least amount of impact on vehicle traffic. Because of the current pedestrian habits of walking these roads freely, once the crosswalks are established it may be necessary for the City to enforce the crossing restrictions in order to realize safer traffic and pedestrian interaction.
- There are currently two (2) locations where sidewalk/stair improvements are warranted in order to provide adequate access for future growth. These improvements are understood to be scheduled for completion by others sometime in 2009. They are from Woodside to Treasure on 6th Street and Park to Woodside on 8th Street. It is our understanding that the 6th Street sidewalk/stair improvements are still anticipated.

Pursuit of these recommendations will contribute to safe pedestrian access around the Park City Resort area and the Treasure Development.





Empire Avenue

The walkability study as presented above reflects the current proposal to install sidewalk on Empire Ave. between the project and Manor Way. It is our understanding that some narrowing of the roadway will be required in order to create the space for that sidewalk. The question has been raised as to whether or not that action would reduce the traffic-carrying capacity of Empire Ave. significantly enough to affect the conclusions of the traffic impact analysis performed previously.

The original traffic study concluded that traffic on Empire south of Manor would operate at LOS A during the AM and PM peak hours. While the roadway narrowing may affect operating speeds on the roadway, it is our opinion that the operations will remain at LOS A. Those lower speeds are in line with the anticipated and desired character of that roadway. The traffic impact of the proposed change is negligible.

Addendum #4, Refined Land Use and Trip Generation – April 2009

A modification of the traffic trip generation rates based on refined land use information and these rates were modified to include more current information at the request of the Park City Municipal Planning Commission. The Land Use values are similar to those used in the original Traffic Impact Analysis, the Institute of Transportation Engineers (ITE) land use (L.U.) cited was: L.U. 230 for Condominium/Townhouse, L.U. 221 for Employee Housing, L.U. 310 for Hotel and L.U. 814 for Specialty Retail. The commercial L.U. applies to only 19,000 square feet because 34,000 square feet of the commercial space is already included in the hotel L.U. trip generation. The ITE Trip Generation Manual states, “Hotels have supporting facilities such as restaurants, cocktail lounges, meeting and banquet rooms or convention facilities, limited recreational facilities and /or other retail and service shops”. Therefore the 34,000 square feet of commercial land use is included in the hotel trip generation numbers. It was assumed approximately 400 square feet per employee for housing accommodations.

Table 2 – Refined Trip Generation

<i>Type of Facility</i>	<i>AM Trip</i>	<i>PM Trip</i>	<i>AM Peak Hour</i>		<i>PM Peak Hour</i>	
	<i>Generation</i>	<i>Generation</i>	<i># Entering</i>	<i># Exiting</i>	<i># Entering</i>	<i># Exiting</i>
ORIGINAL STUDY TOTAL	133	162	73	60	79	83
MODIFIED PER ADDENDUM	108	147	45	63	79	68
NET CHANGE	-25	-15	-28	+3	0	-15

As reflected in the table above from Addendum #4, by providing employee housing on site and not providing additional parking for commercial use, there will be a net decrease of trips generated by the proposed development in comparison with the original study. Therefore



modified trip generation rates will improve the level of service previously reported and support the previous study conclusions.

Addendum #5, Parking Generation Study – June 2009

This study focused on evaluating the parking demand for the Treasure Project. Forecasts of vehicle parking demand for the proposed development were calculated using the 3rd edition of *Parking Generation*, published by the Institute of Transportation Engineers (ITE). Land use codes that matched the codes in the original traffic impact analysis were used to estimate the trips generated by the facility with the exception of the hotel support commercial. The original traffic impact analysis used land use code 814: Specialty Retail which is not currently available in *Parking Generation*. Land use code 820: Shopping Center was the closest available land use and was used in place of the original land use code. Regression equations were used to determine the parking generation. Details of the land use codes and generation rates used are attached.

Table 3 - Raw Parking Generation

<i>Type of Facility</i>	<i># of Units</i>	<i>Weekday Parking Generation</i>	<i>Weekend Parking Generation</i>
<i>Hotel</i>	202	168	235
<i>Condominium/Townhouse</i>	103	176	143
<i>Hotel/Resort Support Commercial</i>	19	189	394
<i>Employee Housing</i>	58	57	61
TOTAL		590	833

Similar to the original traffic impact analysis, the raw estimated parking demand was calculated assuming no interaction or internal sharing of trips by the different land uses. This is unrealistic considering the mixed use nature of the development and the high probability of shared trips between the different land uses. In the original traffic impact analysis, a reduction was made to the calculated trips to account for the trips that are made internal to the development. In addition, trips were further reduced to account for the addition of on-site employee housing. Similarly, a portion of the parking demand is expected to be shared between the different land uses. This is especially true of the support commercial, where a large portion of visitors to these areas will be patrons of the hotel, residents of the condominium/townhomes, or employees.

However, the reduction in parking demand due to shared demand is not expected to be as great as the reduction in vehicle trips. In some instances, the reduction in vehicle trips does not correlate to a similar reduction in parking demand. Some examples of this could include patrons of the hotel that access Main Street via the gondola or walking and employees who live on site and walk to work, Main Street, etc. In both of these examples, there is justification for



reducing the number of vehicle trips. However, the demand for parking still exists since, in both cases, the patron and employee still have a car parked in the project.

Addendum four of the traffic impact analysis showed a reduction in trips (compared to the raw numbers) of 55% with on-site employee housing. The reduction in trips was applied across the board for the various land uses. Many of the mitigating factors that allow for that reduction also apply to the parking need, but for the reasons stated above, the reduction in parking generation is expected to be somewhat less. The assumed reductions for each of the land uses are as described below:

- Residential Uses (Hotel, Condominium/Townhouse, and Employee Housing) – While vehicle trips for these land uses are greatly reduced by the ability to walk or ride the cabriolet, the reduction in parking demand is expected to be modest. For purposes of this study, a 10% reduction was assumed.
- Hotel/Resort Support Commercial – These facilities are intended for the use of the resort guests only. Therefore no public parking is provided. However, a certain amount of parking will be needed for managers/employees living off-site, service issues, etc. 90% reduction was assumed.

The reduced parking generation is shown in Table 4.

Table 4 – Reduced Parking Generation

<i>Type of Facility</i>	<i># of Units</i>	<i>Weekday Parking Generation</i>	<i>Weekend Parking Generation</i>
<i>Hotel</i>	202	151	212
<i>Condominium/Townhouse</i>	103	158	129
<i>Hotel/Resort Support Commercial</i>	19	19	39
<i>Employee Housing</i>	58	51	55
TOTAL		379	435

Based on the information presented in this addendum, it was recommended that approximately 435 parking spaces be provided to service the expected parking demand at the Treasure development.

Additional information Relevant to Parking - Lowell Avenue Community Meeting

While not an addendum as part of the Treasure Hill Project, a petition in December 2016 was submitted requesting the City to develop a residential permit parking zone on Lowell Avenue from Manor Way to 12th Street. A community meeting was held to discuss the issue of nonresidents looking for parking. This highlights the importance of the Treasure Project to have



an appropriate amount of parking on the site to alleviate any concerns of adding to the parking challenges along the streets specifically during the winter ski months.

Addendum #6, Intersection Operations Limiting Development Traffic on Empire Ave – June 2009

This addendum focused on the local street system and associated intersections if the traffic was focused towards Lowell Ave. instead of Empire Ave south of Manor Way. By moving that portion of the site traffic that was previously projected to use Empire Avenue over to Lowell Avenue, some of the traffic movements at the analysis intersections are projected to experience less delay, while other movements will experience increased delay. The net effect at both intersections is a minor increase in total intersection average delay. Both intersections are still projected to operate well within acceptable levels of delay in both the AM and PM peak periods on ski-days.

Additional information Relevant to Lowell Avenue; Lowell Avenue Project - 2015 to 2017

Park City has designed and plan to construct improvements along Lowell Avenue from Manor Way to the curve heading down to Empire Avenue. Along with utility improvements the finished typical section is anticipated to have 2.5 feet of rolled gutter on both sides, 17.5 feet of travel lane, 4.5 feet of flexible space for parking with a total hard surface of 27 feet (see diagram below). This typical section known as “Local Road – Old Town” adheres to the 2011 Park City Traffic and Transportation Master Plan (TMP).

During the planning phase of the project a traffic model was created and a memorandum of the results of that study were issued on April 2, 2015. The traffic model examined future traffic volumes on Lowell Avenue using the travel demand model developed for the Park City TMP update in 2011. The traffic model included existing conditions and build out conditions for Treasure Hill Project and the Bamberger property.

The conclusion of the study was that even with the addition of the Treasure Hill Project and potential Bamberger property development that Lowell Avenue can facilitate the existing and future traffic needs with the Local Road – Old Town typical section depicted below.



Conclusion and Summary

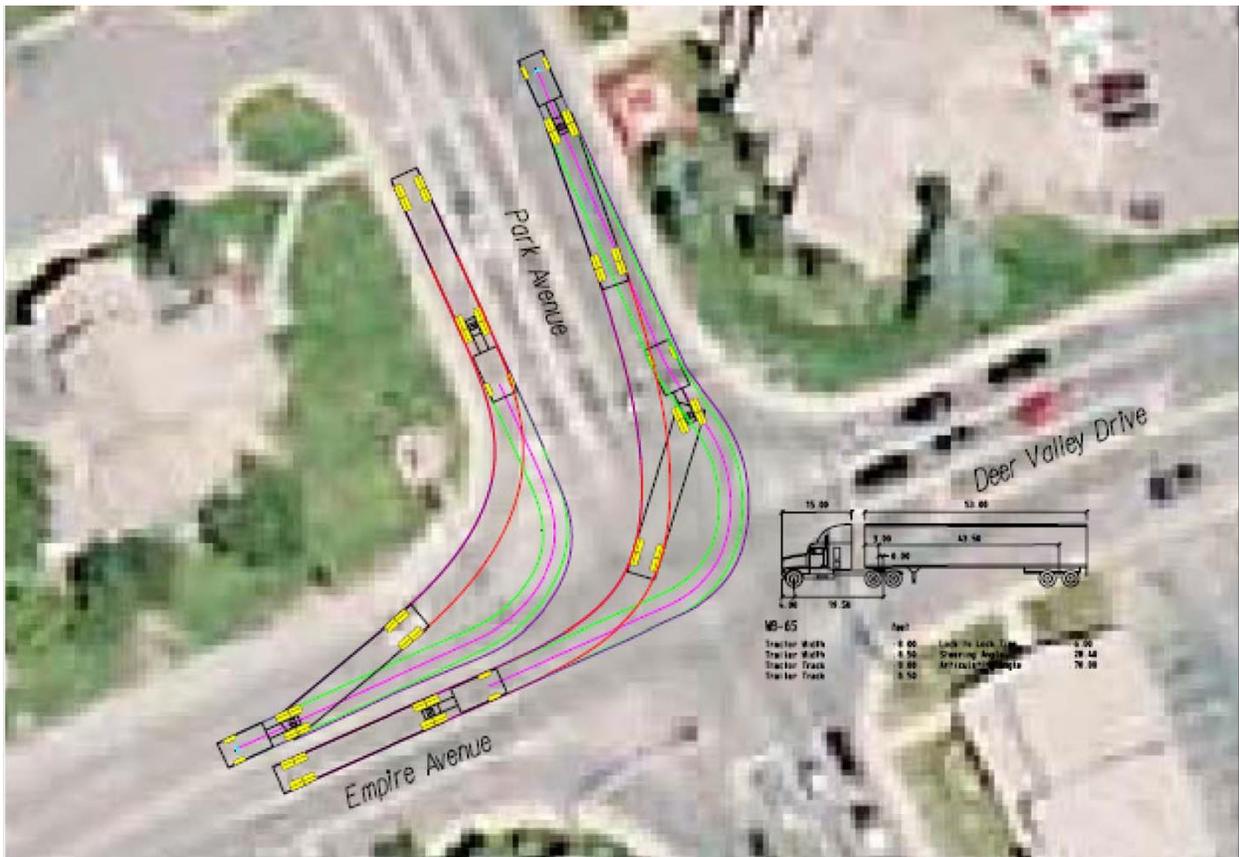
As reflected in the summary of the original study and subsequent addendums the roadway network can facilitate the traffic needs for existing traffic and the traffic anticipated from the Treasure Hill Project. These results are supported with the traffic modeling completed by Park City for the upcoming Lowell Avenue Project. With implementing the traffic study recommendations, it will continue to allow traffic to operate at an acceptable level of service in the future.



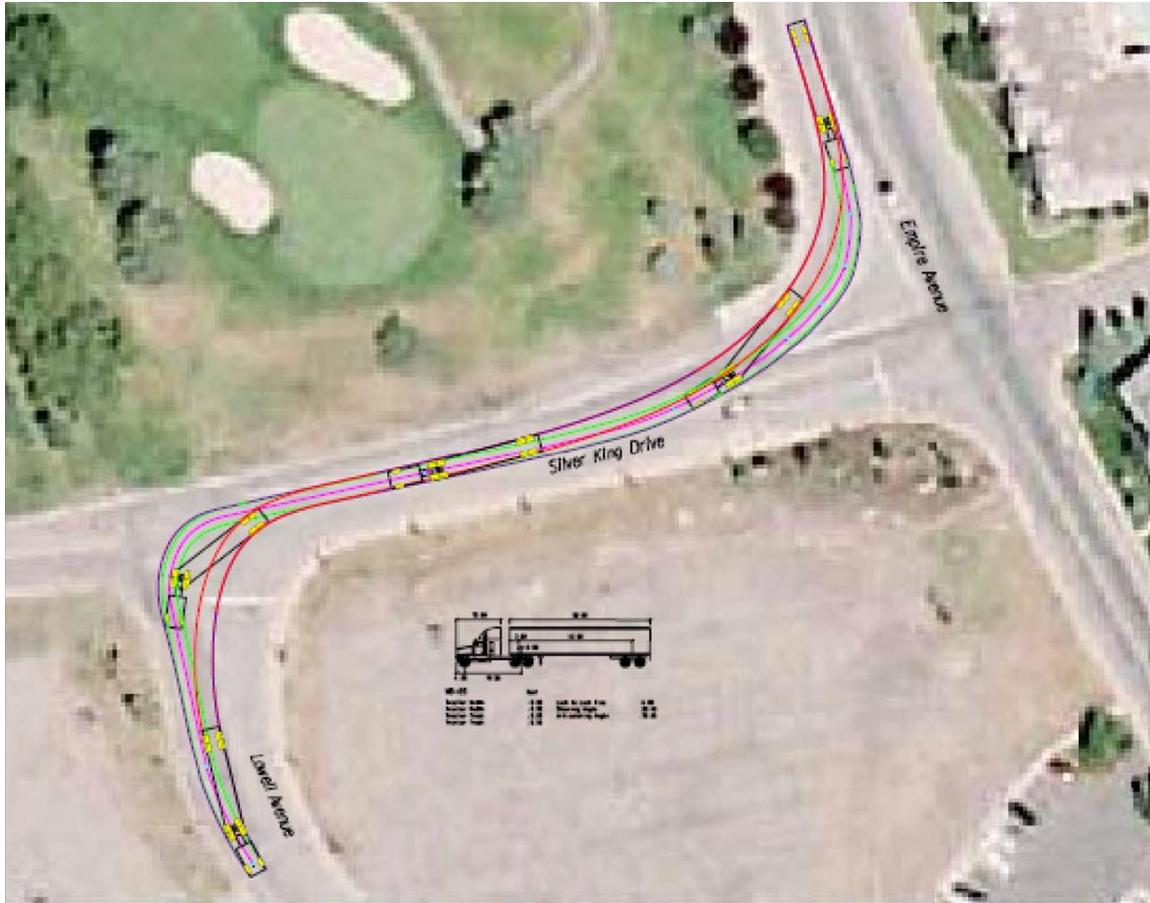
Exhibit A - Truck Turning Templates



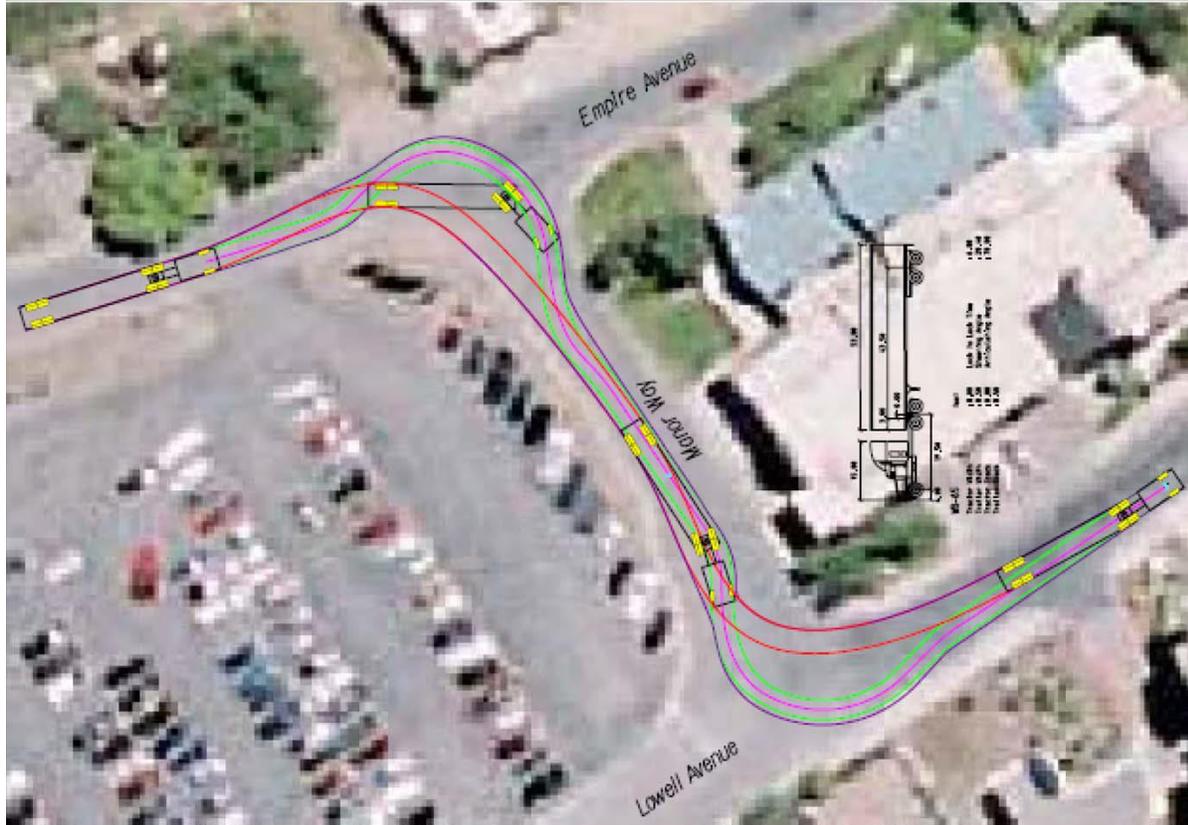
Overall view of the intersections evaluated for truck turning templates



Truck turning templates for Park Ave / Empire Ave and Deer Valley Drive



Truck turning templates for Silver King Dr / Empire Ave and Silver King Dr / Lowell Ave



Truck turning templates for Manor Way / Empire Ave and Manor Way / Lowell Ave



DATE: January 6, 2016

SUBJECT: Treasure Hill Properties’ Responses to Issues Raised in Prior Staff Reports and at Previous Hearings

1. Background.

The Planning Commission Staff Report dated July 13, 2016, recites the applicable background of the Sweeney Properties Master Plan (“SPMP”) and current Conditional Use Permit (“CUP”) Application. (*See* p. 1–2.) MPE further incorporates the Background section set forth in its December 9, 2016, position statement.

2. Staff’s New Contentions about the Limits of Disturbance Are Contrary to the SPMP, the Applicable Code, and Staff’s Own Prior Conclusions.

The SPMP Staff Report specifically states that “[g]eneral development parameters have been proposed for Master Plan approval *with the detailed definition of ‘limits of disturbance’ deferred until conditional use review.*” (SPMP Staff Report, p. 14 (emphasis added).) Astonishingly, however, Staff now takes the position that SPMP implicitly defined the limits of disturbance for the project, despite its plain language to the contrary. (December 14, 2016, Staff Report p. 67.)

Staff claims that the SPMP Staff Report impliedly defined the limits of disturbance when it stated that “land not included within the development area boundary will be rezoned to Recreational Open Space (ROS).” (December 14, 2016, Staff Report, p. 67 (quoting SPMP Staff Report, p. 8).) Staff then latches onto an exhibit submitted with MPD Application titled “Town Lift Midstation & Creole *Height Zones*” (subtitled “Development Requirements and Restrictions”), to suggest that an exhibit expressly designating height zones also defines the limits of disturbance, despite that Sheet 22 says nothing about limits of disturbance. (SPMP Exhibits, [Sheet 22](#) (emphasis added).)

The SPMP Staff Report specifically explains the purpose of Sheet 22:

Building heights shall be limited to the maximum envelope described on the Restrictions and Requirements Exhibit. At the time of conditional use approval, projects shall be reviewed for conformance with the heights prescribed thereon

(SPMP Staff Report, p. 3.) The SPMP Staff Report likewise describes Sheet 22 this way: “An exhibit defining building ‘envelopes’ has been developed to define areas where increased

building heights can be accommodated with the least amount of impact.” (*Id.* at 12.) Thus, according to the SPMP Staff Report itself, the purpose of Sheet 22 is to define the areas where taller buildings may be placed. Nothing in the SPMP Staff Report’s description of the Restrictions and Requirements exhibit suggests that it was intended by any party to define the limits of disturbance, which, as noted above, the SPMP Staff Report expressly stated would be defined at the CUP stage.

Indeed, the purpose of Sheet 22 was to define the areas where the Applicant could construct buildings in excess of the height restrictions under the existing zoning ordinances, which was part of the consideration that MPE received for agreeing to forego a substantial amount of density and cluster the remainder in the two development parcels designated for development. The “lines” on Sheet 22 that Staff references in its December 14, 2016, report define the boundary of MPE’s rights to construct buildings in excess of the height restrictions in the existing zoning, not the limits of disturbance. That is the how the SPMP Staff Report describes Sheet 22, and the context of the deal struck by the City and MPE shows that such description is accurate.

While Staff acknowledges that Sheet 22 does not reference “limits of disturbance,” it relies on the building height envelopes established on Sheet 22 and, anachronistically, definitions in the 2004 Land Management Code (that did not exist in the 1985 Land Management Code) to suggest that the building height envelopes also define the limits of disturbance. Even if Staff’s interpretation were plausible, it runs headlong into the explicit language of the SPMP Staff Report that the “definition of ‘limits of disturbance’ [will be] deferred until conditional use review.” Staff never attempts to reconcile the plain language of the SPMP Staff Report with its current interpretation of Sheet 22 or explain why the Planning Commission should ignore the clear directive of the SPMP Staff Report.

Moreover, Staff’s current position about the purpose and effect of Sheet 22 are contrary to Staff’s earlier positions. For example, the then-director of the Planning Department, Patrick Putt, explained that the purpose of Sheet 22 was to “identify maximum building heights.” (April 12, 2006, Staff Report, p. 10; *see also, e.g.*, March 9, 2005 Staff Report, p. 7 (“The building heights shall conform to the height zones and maximum elevations as shown on Sheet 22 of the approved MPD.”).)

Indeed, Staff previously explained that the purpose of Sheet 22 was to define areas where additional building height could be accommodated with the least amount of impact:

In order to minimize site disturbance and coverage, the clustering of density necessitated consideration of building heights in excess of that which was permitted in the underlying zoning. The various concept plans were reviewed in detail for the trade-offs between height and site coverage and open space. The MPD approval includes an exhibit defining building envelopes *to define areas where increased building heights can be accommodated with the least amount of impact.*

(March 9, 2005 Staff Report, p. 4 (emphasis added).)

Staff has been issuing reports about this application since 2004. Staff has written approximately thirty-three (33) reports about this application since that time. Staff has discussed Sheet 22 on numerous occasions in those thirty-three reports, and never once has Staff—until December 2016—suggested, hinted, or intimated that Sheet 22 defines the limits of disturbance or addresses any issue other than the building height envelopes. Staff’s sudden change in position raises due process, equitable, and breach-of-contract concerns with respect to the Staff’s apparent desire that the City essentially repudiate its prior agreement with Applicant as embodied in the SPMP approval.

2.1 Staff’s Current Position that No Development Activity Is Permitted Outside the Lines on Sheet 22 Contradicts Staff’s Previous Interpretations of the SPMP.

Furthermore, current Staff’s attempts to graft definitions from the 2004 Land Management Code onto the 1985 SPMP Staff Report are contradicted by Sheet 22 itself. According to Staff’s interpretation, no “Development Activity which disturbs or changes the natural vegetation [or] Grade” or that “erect[s] a new . . . Structure” is permitted outside of the building height boundaries on Sheet 22. (December 14, 2016, Staff Report, p. 67 (quoting 2004 LMC § 15-15-1.56).) Staff claims that the “cliffscapes/retaining walls outside the line identified on Sheet 22” are impermissible. (*Id.*)

However, Staff’s current position fails to account for the fact that Staff and the City previously allowed MPE to undertake “Development Activity” outside the building area boundaries in connection with *this very Master Planned Development*. The homes built on the single-family lots included in the SPMP involved significant “Development Activity” outside the building area boundaries specified in the SPMP. On a proportional basis, the amount of “Development Activity” outside the building area boundaries on these single-family lots far exceeds what is proposed for the Midstation and Creole sites. Nonetheless, the City allowed the “Development Activity” outside the building area boundaries on those lots without raising any objection or concern. Staff fails to explain why the City is taking one position on certain portions of the SPMP and the opposite position on the hillside portion.

Staff’s conflation of the building height envelopes with the limits of disturbance, in addition to the problems noted above, is also contrary to common sense. Under Staff’s interpretation of the 1985 SPMP Staff Report through the lens of the 2004 Land Management Code’s definitions, MPE would not be allowed to “disturb” a single speck of dirt outside the building height zone envelope. According to Staff’s interpretation, *any* disturbance outside of those lines, including for utility tie-ins, ski improvements, or even landscaping would be a violation of the limits of disturbance. Basic logic dictates that Staff’s contrived interpretation is erroneous.

2.2 Staff’s Current Position that the Proposed Development is Outside the Development Area Established by the SPMP Is Contrary to Prior Representations by Staff.

While Staff now claims that certain cliffscapes and retaining walls are outside the limits of disturbance supposedly established by Sheet 22, when Staff reviewed the same basic site

design in 2005 and 2006—including in view of the requirements of Sheet 22—Staff not only never raised concerns about development outside of the limits of disturbance, it concluded that the proposed design complied with such requirements.

For example, in its March 9, 2005, report (p. 2), Staff concluded that “[t]he revised Treasure Hill CUP plans comply with the approved density and *all development is contained within the identified development parcels*” (emphasis added).

3. Staff’s Reliance on the SPMP in Asserting that the Current Design Includes Unanticipated and/or Excessive Excavation Is Unsupported by the Facts.

Staff rather incredibly suggests that the Woodruff drawings “returned final (finished) grade back to existing (natural) grade.” (December 14, 2016 Staff Report, p. 66.) In reality, the Woodruff drawings did not address excavation in any meaningful way, as MPE’s design professional, Steve Perkins, explained during the hearing on October 12, 2016. Staff’s claim is based on drawings showing some of the buildings in profile that depict land mass in front of the building facades. Staff reads those drawings to show finished grade against the buildings, but if that were really the case, there would literally be dirt covering building windows and the ski runs under the Woodruff buildings would be as short as eight or nine feet in height.¹ Obviously, no reasonable interpretation of the Woodruff drawings could conclude that the finished grade would result in half-covered windows and unusable ski runs. Thus, for Staff to rely on these preliminary drawings and unreasonable assumptions to conclude that the Woodruff drawings “returned final (finished) grade back to existing (natural) grade” is untenable.

Moreover, despite MPE informing the City years ago that its claims about the Woodruff drawings depicting no excavation were based on a misinterpretation of the drawings, *which actually show final grade well below existing grade*, Staff repeated those exact same claims as recently as September 14, 2016. After MPE *again* pointed out Staff’s error during the October 12, 2016 hearing, Staff has yet to correct the record or inform the Planning Commission that the Woodruff drawings do in fact show significant excavation. On the contrary, Staff basically repeated those erroneous claims in its December 14, 2016, report.

In reality, the grading required to construct buildings like those depicted in the Woodruff drawings would have been significant. Even though the current design requires more excavation, Staff’s position that the Woodruff drawings contemplated virtually none is unsupported. Moreover, to suggest that the incremental increase in excavation required by the current design, which mitigates a number of other concerns with the basic Woodruff design (as discussed in previous submissions), is inconsistent with the CUP standard.

Moreover, the Woodruff design would have required significant additional excavation and grading to make it safe from a fire-protection standpoint. For example, because the Woodruff buildings are built into the hillside, a fire-protection barrier would have been

¹ The exhibits to the SPMP Staff Report expressly specify that “[w]here ski trail passes through a building, opening to be a minimum of . . . 20’-0” vertical.” (SPMP Exhibits, [Sheet 22](#).) Thus, Staff’s interpretation of the Woodruff drawings showing openings for the ski trails as little as eight or nine feet in height is erroneous.

necessary, as described by Ron Ivie at the December 13, 2016, CUP hearing. Additionally, access for fire-fighting equipment would have been necessary for the points of the Woodruff buildings farthest from public rights-of-way. The need for a barrier and emergency vehicle access would have necessitated the construction of a roadway on the uphill side of the Woodruff buildings, requiring further excavation and grading, all outside the lines on Sheet 22.

Based on the fact that Woodruff did not specifically address excavation (and there was no requirement that it did), Staff concludes that SPMP did not approve and does not allow significant excavation. Leaving aside that any reasonable person looking at the Woodruff buildings would have understood that they would have required significant excavation, as MPE has addressed in prior submissions, the SPMP, by its own terms, contemplated that excavation would be significant. As MPE has already explained, the SPMP Staff Report repeatedly addressed the issue of excavation and did so in a way that shows the City knew significant excavation would be necessary. (SPMP Staff Report, p. 4 (establishing building heights relative to “mean sea level” and not from existing grade because existing grade would be excavated); *id.* at 6 (“[C]ut and fill shall be balanced and distributed on-site whenever practicable”); *id.* at 14 (noting that “[a] balance between site disturbance and scale/visibility has been attained through the course of reviewing alternate concepts.”).) Staff has completely ignored these parts of the SPMP approval.

Moreover, in its December 14, 2016, Staff Report, Staff effectively concedes that the SPMP specifically addresses the issue:

Grading - The proposed cluster concept will result in less grading than the alternatives considered. The MPD review enabled the staff, Planning Commission, and developer the opportunity to consider this kind of concern early in the project design process. The concept plans developed have examined the level of site work required and how potential impacts can be mitigated. Various *conditions* supported by staff *have been suggested* in order to verify the efforts to be taken to minimize the amount of grading necessary and correlated issues identified.

(December 14, 2016, Staff Report, p. 66 (quoting SPMP Staff Report, p. 14 (emphasis added)).) Despite the clear language of this passage, which is written in the past tense, explaining that Staff *already* set forth conditions in the SPMP to address grading concerns, current Staff reads the passage to allow Staff to impose additional conditions on the CUP Application regarding grading and excavation.

However, as this passage states in plain language, the SPMP Staff Report already sets forth a number of “Development Parameters and Conditions” in Part III of the report, including conditions that address grading issues. As explained above, those conditions include specifying building-height limits relative to mean sea level rather than site grade² and requiring that cut and

² This is actually a significant change in practice, since the 1985 Land Management Code specified that building height was measured from “natural undisturbed grade.” 1985 LMC § 2.1. Because the City understood that there would be no meaningful “natural undisturbed grade” left

fill be balanced “whenever practicable.” (SPMP Staff Report, p. 4, 6.) The conditions set forth in the SPMP Staff Report do not support Staff’s current contentions, and Staff does not suggest that they do. The SPMP specifically addressed grading issues and imposed conditions relating to those issues. Imposing new, different, and additional conditions on the CUP Application is contrary to the agreement reflected in the SPMP and raises additional due process, equitable, and breach-of-contract issues.

Staff has also failed to provide any explanation for its complete change in position regarding the contemplated excavation and the ability of MPE to mitigate its effects. For example, in its March 9, 2005, Staff Report, Staff recognized that the proposed plans contemplated significant excavation but also noted that MPE had submitted “fairly extensive plans for the grading, retaining, and revegetation of the cut-slopes.” (*See, e.g.*, March 9, 2005 Staff Report, p. 9.) While Staff certainly contemplated mitigation conditions for the excavation, Staff never suggested that excavation would prevent approval of the CUP Application.

While current Staff has claimed that changes to the design since 2005–06b explain Staff’s complete change in position, the plans evaluated by Staff in 2005–06 generally depicted about the same amount of excavation as the current plans. Because the differences between the 2005–06 plans and the current refinements are immaterial from an excavation standpoint—and current Staff has not shown otherwise—Staff’s unexplained change in position raises due process, equitable, breach-of-contract, and other legal concerns.

BJM:

in the project after development, the City specified building heights from a fixed reference point—mean sea level—in the SPMP.



DATE: January 6, 2016

SUBJECT: Treasure Hill Properties’ Executive Summary of Responses to Issues Raised in Prior Staff Reports and at Previous Hearings

1. Staff’s Reliance on Sheet 22 to Assess the Limits of Disturbance Is Misplaced.

- Sheet 22 from the SPMP was never intended to address the limits of disturbance. Instead, it sets forth the areas where MPE is allowed to construct buildings that are taller than the zoning otherwise allows.
- Staff’s conclusions about Sheet 22 defining the limits of disturbance are contrary to the SPMP Staff Report and numerous prior Staff reports about the CUP Application specifically addressing Sheet 22.
- The SPMP Staff Report notes that the limits of disturbance are to be defined in the CUP process, and Staff previously concluded that the CUP Application proposed that all development activity occur in the assigned development parcels.
- The Applicant has addressed this issue in greater depth in the Applicant’s accompanying position statement.

2. Staff’s Conclusion that the Proposed Development Requires Unanticipated and/or Excessive Excavation Is Unsupported by the Facts.

- Staff’s estimation of the amount of excavation required for the Woodruff buildings is based on flawed assumptions that are contrary to the Woodruff drawings themselves. The Woodruff buildings would have required significant excavation. Furthermore, additional excavation would have been required to actually build the Woodruff buildings.
- The SPMP Staff Report demonstrates that the City understood the development of the hillside properties would require significant excavation. Indeed, the City imposed conditions—as stated in the SPMP Staff Report—to address excavation issues.
- The Applicant has addressed this issue in greater depth in the Applicant’s accompanying position statement.

3. The Public Misstates the Site Design Requirements, Which the Projects Conforms to in Any Event.

- Several members of the public have claimed that the CUP Application is bound by the requirement that “[t]he project should be designed to fit the Site, not the Site modified to fit the project.” (2004 LMC § 15-6-5(F).) That provision applies to new Master Planned Development applications under the 2004 Land Management Code. It does not apply to CUP Applications.
- In any event, the proposed development conforms to the goals and objectives of the 2004 Land Management Code’s site design criteria. For example, the first criteria under this broad directive instructs developers that “Units should be clustered on the most developable and least visually sensitive portions of the Site.” (2004 LMC § 15-6-5(F)(1).) For the reasons previously explained and set forth in MPE’s accompanying position statement, the proposed development—by clustering most of the density into less than three percent (3%) of the development area and placing that density on parcels that require less grading and that are less visually sensitive—has conformed exactly to this standard.

4. Hotel-type Uses Were Contemplated from the Beginning, As Noted in the SPMP Staff Report.

- A member of the public raised a question about whether the CUP Application’s proposed hotel-type use was permitted.
- At the time the SPMP approval, the City understood that a hotel-type development was the most likely use of the hillside properties. For example, the SPMP Staff Report (p. 12) notes that “[t]he building forms and massing as well as location lend themselves to hotel-type development. Although future developers of projects within the Master Plan have the flexibility to build a variety of unit types in different combinations or configurations, the likelihood is that these projects will likely be geared toward the visitor looking for more of a destination-type of accommodation.” Other exhibits to the SPMP Staff Report also reflect that the City understood MPE would likely seek to develop the property as a hotel or similar commercial enterprise.

BJM: