

Planning Commission Staff Report



Subject: National Ability Center (NAC) MPD
Project #: PL-14-02476
Author: Kirsten Whetstone, MS, AICP
Date: November 12, 2014
Type of Item: Administrative – Master Planned Development Pre-Application (Pre-MPD)

Summary Recommendations

Staff recommends the Planning Commission discuss the proposed Master Planned Development Pre-Application for the National Ability Center MPD, conduct a public hearing, provide input to the applicant and staff, and continue the item to December 10, 2014.

Description

Applicant: John Serio, National Ability Center representative
Location: 1000 Ability Way
Zoning: Recreation Open Space (ROS)
Adjacent Land Uses: Round Valley Open Space, Quinn's Recreation Complex, and Park City Ice Rink
Reason for Review: Pre-Applications for MPDs and MPD amendments require Planning Commission review and a finding of compliance with the Park City General Plan prior to submittal of a Master Planned Development application.

Proposal

On September 2, 2014, the City received a completed application for a pre- Application for a Master Planned Development amendment located at 1000 Ability Way. The proposed MPD Amendment proposes the following main items:

- Additional lodging (22,266 sf)
- Expansion of the indoor equestrian arena (12,188 sf)
- An addition to the existing administration building (3,400 sf)

An additional 50 parking spaces are requested, along with future improvements to the archery pavilion, expanded hay storage, additional equipment and storage sheds, a future enclosure and/or covering of the outdoor arena, a small green house for gardening programming, expansion of the challenge course, interior plaza and landscaping improvements, and a tent platform/single room cabin area to foster self-reliance in camping and outdoor skills (Exhibits A-D). A phasing plan for these improvements will be submitted with the MPD application. The property is zoned Recreation Open Space (ROS). Access to the property is from Round Valley Drive, a public street, and Ability Way, a private access drive.

Background

The site is described as Parcel # PCA-97-B, a metes and bounds parcel of land

located in the Quinn's Junction neighborhood of Park City. The 26.2 acre parcel was annexed to Park City in 2004 as part of the National Ability Center and Quinn's Recreation Complex Annexation (Exhibits E and F). The parcel was deeded to the NAC by Florence Gillmor and restricted to adaptive recreational programs, including equestrian, fitness, therapy and various related and complimentary recreational activity facilities. The National Ability Center (NAC) is a non-profit organization specializing in community sports, recreation, therapy, and education programming. A one lot subdivision to create a lot of record for this parcel will be required to be submitted with the MPD application.

Prior to annexation, the property received approval of a Specially Planned Area (SPA) from Summit County, which is similar to a Master Planned Development (MPD) in the City (Exhibits G and H), as well as a Conditional Use Permit. The NAC Specially Planned Area (SPA) allows for development of various uses and buildings. The property currently includes a 17,150 sf indoor arena, an outdoor challenge course, a playground area, an outdoor arena, an archery pavilion, a gazebo, various barns and storage buildings, a 12,200 sf residential dormitory building, a 7,500 sf support administrative building, and 140 parking spaces. The Development and Water Service Agreement (Exhibit K) describes conditions of water services as well as findings regarding the approved Conditional Use Permit.

Process

A requirement for any Master Planned Development (MPD) (or amendment to an MPD) is a pre-application public meeting and determination of compliance with the Park City General Plan and the ROS zone. The Land Management Code (LMC 15-6-4(B)) describes the pre-Application process as follows:

“At the pre-Application public meeting, the Applicant will have an opportunity to present the preliminary concepts for the proposed Master Planned Development. This preliminary review will focus on General Plan and zoning compliance for the proposed MPD. The public will be given an opportunity to comment on the preliminary concepts so that the Applicant can address neighborhood concerns in preparation of an Application for an MPD.

The Planning Commission shall review the preliminary information for compliance with the General Plan and will make a finding that the project complies with the General Plan. Such finding is to be made prior to the Applicant filing a formal MPD Application. If no such finding can be made, the applicant must submit a modified application or the General Plan would have to be modified prior to formal acceptance and processing of the Application.”

This item is scheduled as an introduction to the proposal to provide the applicant with an opportunity to present the proposal to the Commission. Staff will provide any additional requested information and analysis, as well as findings of fact regarding compliance with the General Plan, at the next meeting. Detailed MPD plans, including site plan and landscape plan details, a phasing plan, utilities, traffic and parking studies, open space calculations, architectural information, view shed studies, sensitive lands analysis, mine hazard study, and other MPD requirements will be submitted when the MPD application is submitted to the City.

Notice

A legal notice of the public hearing was published in the Park Record on October 29th and therefore Staff recommends the Commission conduct a public hearing and continue the item to the December 10th meeting. The property will be posted and notice letters mailed out on or before November 26th for the public hearing on December 10th.

Analysis and Discussion

The purpose of the pre-application public meeting is to have the applicant present preliminary concepts and give the public an opportunity to respond to those concepts prior to submittal of the MPD amendment application. Staff provided the ROS Chapter from the Land Management Code (Exhibit I) as well as relevant Goals and Strategies, and the Quinn's Neighborhood Section, of the General Plan (Exhibit J).

ROS Zoning

The purpose of the Recreation and Open Space (ROS) District is to:

- (A) establish and preserve districts for land uses requiring substantial Areas of open land covered with vegetation and substantially free from Structures, Streets and Parking Lots,
- (B) permit recreational Uses and preserve recreational Open Space land,
- (C) encourage parks, golf courses, trails and other Compatible public or private recreational Uses, and
- (D) preserve and enhance environmentally sensitive lands, such as wetlands, Steep Slopes, ridge lines, meadows, stream corridors, and forests.
- (E) encourage sustainability, conservation, and renewable energy.

The ROS zone (Exhibit I) allows for a variety of conservation, open space, and recreation uses. It was determined at the time of the annexation that the National Ability Center was consistent with the purpose and uses of the zone. The proposed uses are consistent with the existing uses and are consistent with the mission of the NAC.

Does the Planning Commission find the proposed MPD amendments consistent with the ROS Zone? Does the Commission require any additional information from staff or the applicant in order to make a determination regarding the ROS zone, in terms of purpose and use?

General Plan

The NAC is located in the Quinn's Junction neighborhood, as described in the new Park City General Plan. Specific elements of the General Plan (Exhibit J) that apply to this project include the following: (*Staff analysis and comments in italics*)

Quinn's Junction Neighborhood- The National Ability Center is listed as a neighborhood icon in the Quinn's Junction Neighborhood section of the General Plan. The Joint Planning Principles for the Quinn's Junction area recommend development patterns of clustered development balanced with preservation of open space. Public preserved open space and recreation is the predominant existing land use.

Clustered development should be designed to enhance public access through interconnection of trails, preserve public use and enjoyment of these areas, and continue to advance these goals along with the preservation of identified view sheds and passive open space areas. New development should be set back in compliance with the Entry Corridor Protection Overlay. Sensitive Lands should be considered in design and protected.

Uses contemplated for this neighborhood include institutional development limited to hospital, educational facilities, recreation, sports training, arts, cultural heritage, etc.

Amendments to the NAC MPD are primarily additions and enhancements to existing buildings and facilities intended to enhance the NACs success. The NAC was identified as an appropriate and compatible use in this neighborhood. Development is setback from the Entry Corridor to preserve the open view from SR 248. Sensitive wetland areas should be protected and taken into consideration in design of driveways, parking lots, and buildings, as well as protected from impacts of proposed uses.

Small Town- Goals include protect undeveloped land, discourage sprawl, and direct growth inward to strengthen existing neighborhoods. Goals also include encourage alternative modes of transportation.

Quinn's Junction is identified as a Development Node. The proposed MPD amendments include uses to support the existing NAC uses and mission. Housing proposed is support to the existing uses to provide additional types of short term housing. There is existing City bus service to the area on an as needed basis. Additional uses will help to validate additional services. The NAC is located on the City's trail system and adjacent to Round Valley open space.

Natural Setting- Goals include conserve a healthy network of open space for continued access to and respect for the natural setting. Goals also include energy efficiency and conservation of natural resources.

The proposed MPD amendments include expansions of existing uses, enhancement of the interior outdoor spaces, and connections to the trails and open space areas. The future tent platform/cabin area is intended to promote self reliance and appreciation of the natural setting. Additional information related to "green building" strategies for the proposed buildings should be addressed with the MPD application.

Sense of Community- Goals include creation of diversity of housing, including affordable housing; provision of parks and recreation opportunities; and provision of world class recreation and infrastructure to host local, regional, national, and international events while maintaining a balance with the sense of community.

A primary reason for the proposed MPD amendments is to provide improvements and enhancements to allow the NAC to continue to be successful and to carry out their mission. The proposed lodging will provide an alternative to dormitory accommodations for longer stays, to accommodate athletes training for local, regional, national, and international events.

Does the Planning Commission find the proposed MPD amendments comply with the General Plan? Does the Commission require any additional information from staff or the applicant in order to make a determination regarding compliance with the General Plan?

Summary Recommendations

Staff recommends the Planning Commission discuss the proposed Master Planned Development Pre-Application for the National Ability Center MPD, conduct a public hearing, provide input to the applicant and staff, and continue the item to December 10, 2014.

Exhibits

- Exhibit A- NAC and surrounding properties map
- Exhibit B- Applicant's letter- proposal for MPD amendment
- Exhibit C- Proposed MPD Concept plan
- Exhibit D- Proposed Buildings/Addition
- Exhibit E- Annexation Report
- Exhibit F- Annexation Ordinance and plat
- Exhibit G- NAC Special Plan Area (SPA)
- Exhibit H- Existing conditions- site plan and buildings
- Exhibit I- LMC Chapter 2.7- ROS Zone
- Exhibit J- Quinn's Junction Neighborhood and General Plan Sections
- Exhibit K- Development and Water Service Agreement
- Exhibit L- LMC Chapter 6- Master Planned Developments



General Description of National Ability Center Proposal
For Amended Master Planned Development

Potential for New, Remodeled, or Repurposed Facilities

From the evaluation of existing facilities, program growth, and identified constraints a few key program areas requiring new or enhanced facilities were identified:

- Additional lodging / accommodation units in a new standalone lodge building adjacent to the existing lodging facilities. A primary goal for the design of additional units is to accommodate a better mix of single occupant participants and families with the basic amenities required for lengthier stays on property.
- An expansion of the Equestrian Arena to provide suitable areas for viewing and observation of program activities, athlete warm-up, restrooms, pre/post function gathering areas, class room space, and a therapy room. The proposed expansion would also allow for the repurposing of some existing spaces such as current staff office space.
- An addition to the Administrative Building to provide more break out meeting space, areas for pre / post meeting gathering, and flexible storage.

In addition to these primary facility needs most critical to accommodating program growth; a number of smaller improvements, enclosures, and expanded utilitarian structures typically required on a ranch are identified in the Facility Master Plan. Many of these will need further refinement and discussion as they are brought forward for implementation. Examples of this next tier of new or improved facilities with fewer impacts and budget implications but perhaps equal impact to programming include:

- Relocation and improvement of the Archery Pavilion to include enclosed spaces for equipment storage, Nordic and Summer Camp programming, restrooms, and the possibility of a shade structure or enclosure for the target lawn.
- Expansion of the existing Hay Storage / Equipment Shed as well as a location for a new Hay Storage Barn, and improved vehicle storage.
- Future enclosure and/or covering of the Round Pen and Outdoor Riding Arena
- A small green house for Garden programming, expansion area for the Ropes Challenge Course, and a central Plaza and other landscape improvements to create enhanced locations for fresh air gatherings and programs.
- A tent platform / single room cabin area to foster self-reliance in camping and outdoors skills. The goal for this important potential element would be to give National Ability Center clients the confidence they need to explore Utah's expansive system of parks and recreation areas. This programming would be consistent with the vision of the Governor's recent Council on Balanced Resources for Utah and their goals to provide ample opportunities for all Utah's citizens and visitors to experience the State's impressive landscapes.

Conceptual Budget for Key Plan Components

National Ability Center Master Facility Plan Conceptual Program						
Program Area			Area (FT2)			
Lodge			22,266			
Administration Bldg. Expansion			3400			
Arena Expansion			12188			
Archery Canopy / Classroom / rest rooms			1860			
Tent Platforms / Cabins			1000			
Hay Storage			1200			
Garden / Compost Shed			500			
Center Campus Multi-purpose Enclosure			5000			
		sub total	47,414			
Site / Landscape						
	Hardscape		5000			
	Planted		2000			
	Additional Parking		10000			
		sub total	17000			
		Overall Total	64,414			

Note: Estimates provided for planning and discussion of potential site coverage. Actual footprints to be determined prior to final permitting by staff. No individual project to vary by more than 10% without planning commission approval. Overall Total site coverage not to increase by more than 10% without planning commission approval.

E



Conceptual Master Plan



EXHIBIT D



1 ARENA ADDITION - LEVEL 1
SCALE: 1/8" = 1'-0"

2 ARENA ADDITION - LEVEL 2
SCALE: 1/8" = 1'-0"

3 NEW LODGE - LEVEL 3
SCALE: 1/8" = 1'-0"



2 NEW LODGE - LEVEL 2
SCALE: 1/8" = 1'-0"



1 NEW LODGE - LEVEL 1
SCALE: 1/8" = 1'-0"





1 NEW LODGE ENLARGED FLOOR PLAN - LEVEL 2
SCALE: 3/16" = 1'-0"



1 AERIAL VIEW
SCALE



2 NEW ARENA ADDITION - EAST ELEVATION
SCALE: 1/8" = 1'-0"



3 NEW ARENA ADDITION - SOUTH ELEVATION
SCALE: 1/8" = 1'-0"



4 NEW ARENA ADDITION - NORTH ELEVATION
SCALE: 1/8" = 1'-0"



1 NEW LODGE - EAST ELEVATION
SCALE: 1/8" = 1'-0"



2 NEW LODGE - SOUTH ELEVATION
SCALE: 1/8" = 1'-0"



3 NEW LODGE - NORTH ELEVATION
SCALE: 1/8" = 1'-0"



4 NEW LODGE - WEST ELEVATION
SCALE: 1/8" = 1'-0"



4
VIEW OF NEW LODGE AND EXISTING - LOOKING NORTH
SCALE:



2
VIEW OF NEW ARENA ADDITION ENTRY - LOOKING SOUTH
SCALE:



3
VIEW OF NEW LODGE AND EXISTING - LOOKING SOUTH
SCALE:



1
VIEW OF ARENA ADDITION - LOOKING SOUTHWEST
SCALE:



1 VIEW FROM LOWER ROAD - LOOKING WEST
SCALE:



2 VIEW FROM ENRY DRIVE - LOOKING SOUTHWEST
SCALE: