

North Village District Planning Study
Addendum
June 1, 2009

This document is an addendum to the Draft North Village District Planning Study (NVDPS), dated November 5, 2008. It provides additional information based on comments received by the Planning Commission and the public during their review of the Planning Study on November 19, 2008, including the following:

- Documentation of existing, near-term and long-term transit, trails, pedestrian and bicycle facilities, and GIC points
- Buildout and PAOT analysis for each of the Options included in the NVDPS, and for a refined “Option 4” developed by staff (see June 17, 2009 Planning Commission Staff Report).

A. Existing Trails, Pedestrian Bicycle Facilities, and GIC Points

Based on comments received at the November Planning Commission meeting, staff has worked with MLTPA to develop more detailed mapping of existing, planned near-term and planned and potential long-term transit, trails, pedestrian and bicycle facilities. These facilities are illustrated in Figure A-1 and A-2. The figures also include GIC points that are in the study area.

Figure A-1 includes existing and near term facilities, which are defined as those that are in place, under construction, designed and/or funded. Figure A-2 includes long-term facilities, which include those designated within adopted plans, including the current North Village Specific Plan, Trail Master Plan, Bicycle Master Plan, Sidewalk Master Plan; it also includes recommended facilities that are incorporated into the Draft Trail System Master Plan (TSMP) and Mobility Diagram.

As shown in the figures, the existing non-motorized circulation system remains fairly limited, with some significant gaps. Near-term improvements like the Lake Mary Bike Path and Main Street bicycle facilities improvements, and various planned sidewalk improvements will greatly enhance the connectivity within the study area and to more distant destinations such as the Lakes Basin and central Mammoth. In the longer-term, numerous new pedestrian facilities are proposed or conceptualized in and around the NVSP study area and the adjacent Sphere of Influence, and it will remain for longer-range plans and improvements to be implemented to more fully complete the non-motorized vehicular circulation system, particularly in the Village core.

The NVDPS recommendations are consistent with the planned and conceptual mobility network as shown in the two figures. They emphasize the importance of non-vehicular circulation, implementation of a safe and complete pedestrian network, and support for alternate modes of transportation, including cycling and transit. Specific recommendations include implementation of sidewalk improvements, mid-block connections and internal pedestrian routes, as well as opportunities for “safe routes” and crossings of major roadways.

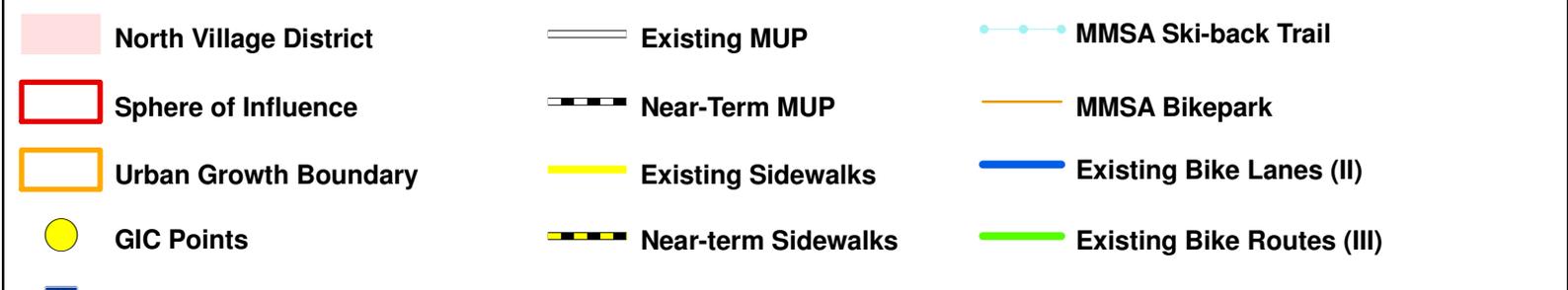
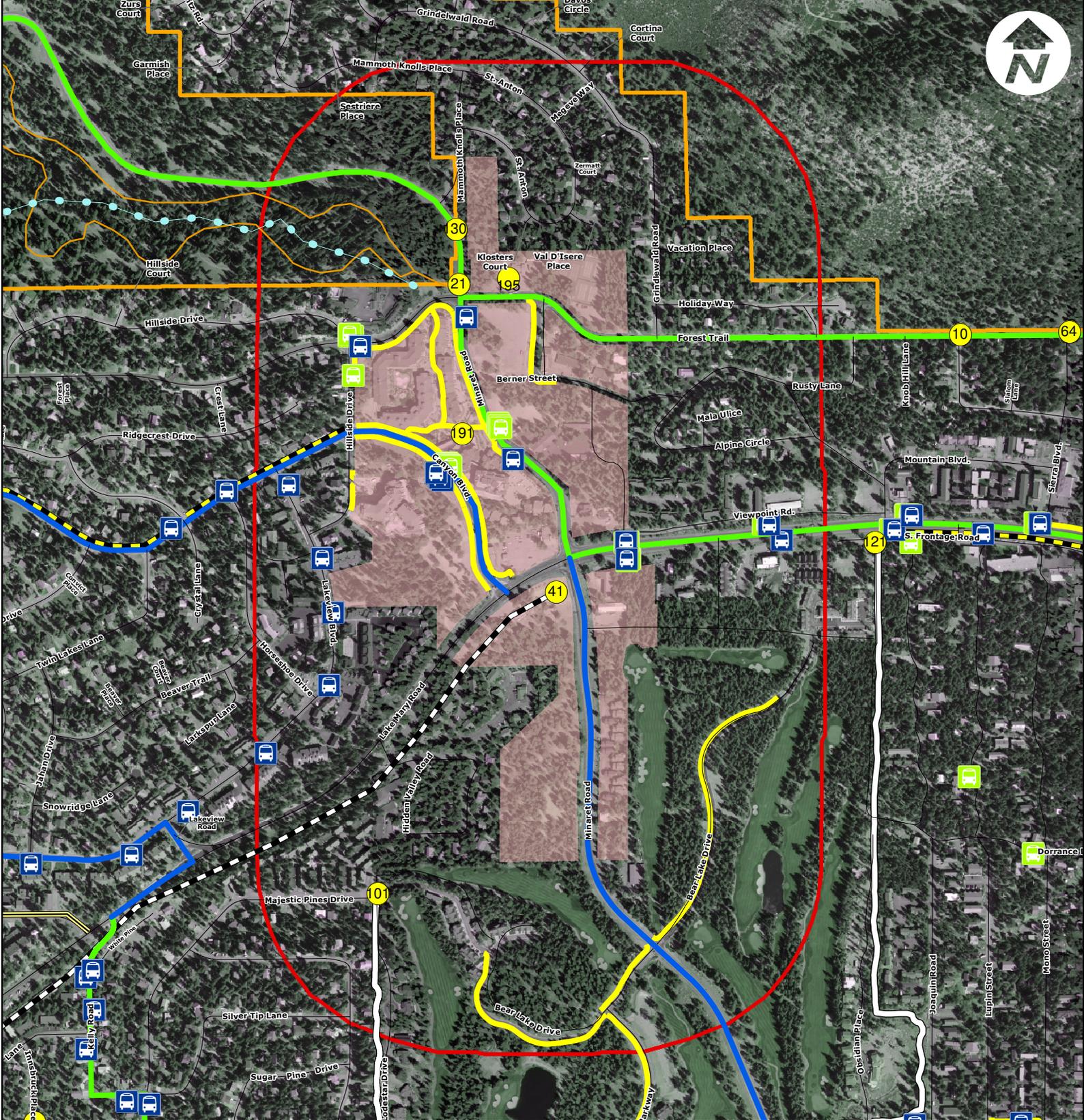
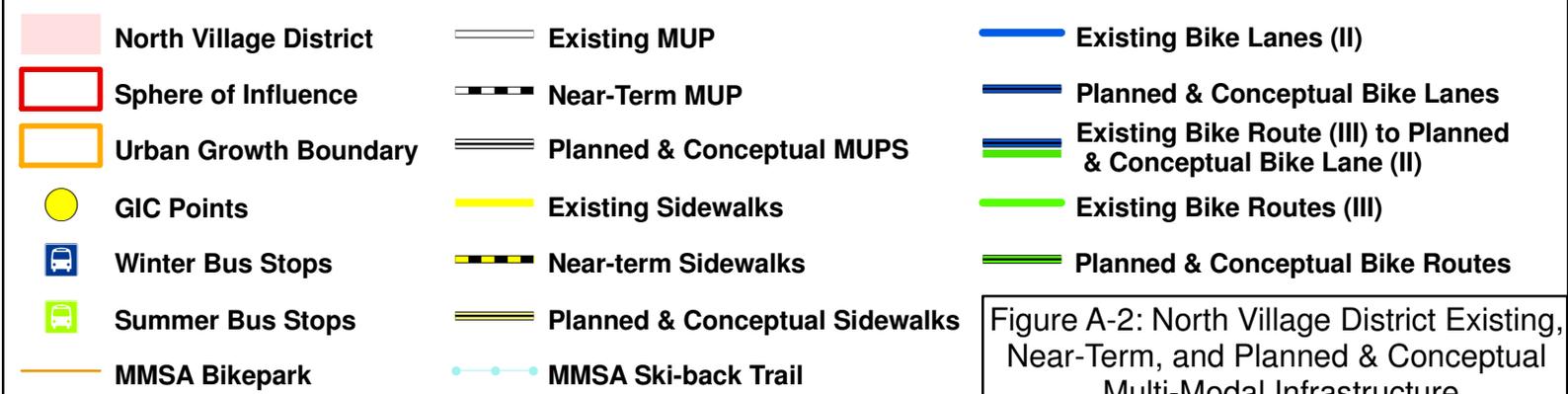
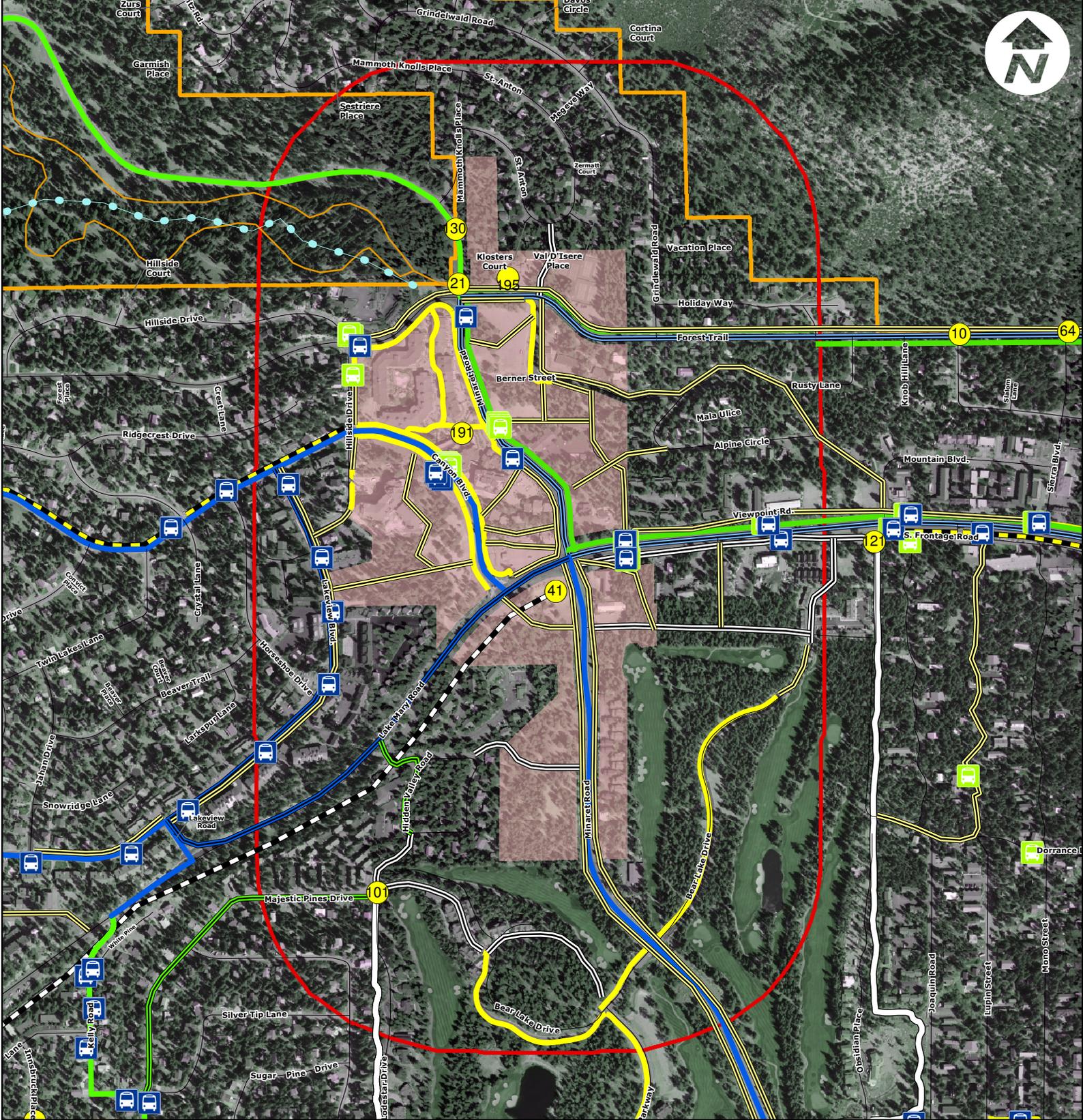


Figure A-1: North Village District Existing and Near-Term Multi-Modal Infrastructure



It is important to recognize that a number of the planned and conceptual pedestrian linkages within the North Village district can only occur in conjunction with future development, and final alignments can only be determined at the time that more detailed site planning occurs. This fact also underscores the importance of successfully realizing the buildout of the North Village so that these connections can be implemented, and equally, on ensuring that development projects are required to include desired pedestrian and bicycle connections, and integrate “feet first” mobility components.

B. NVDPS Buildout and Population and One Time (PAOT) Analysis

The Draft NVDPS includes three alternatives that respond to the issues, opportunities and constraints identified in the report. They are:

- Option 1: “Status Quo” alternative that would retain current land use regulations as specified in the existing North Village Specific Plan.
- Option 2: “Dual Core” alternative that would intensify development around the four corners at Main and Minaret by extending Plaza Resort zoning to these properties and increasing their density to 80 rooms per acre.
- Option 3 “One Zone” alternative that would redefine all existing zoning within the North Village to a single zone that could accommodate different densities at different sites, up to 80 rooms per acre. The single zone would use a “scorecard” approach to assess density requests based on proposed project amenities and benefits.

The NVDPS selected Option 3 as the Preferred Plan Concept.

The “Status Quo” alternative would essentially preserve the existing zoning densities and buildout of the current North Village Specific Plan. However, both the “Dual Core” and “One Zone” alternatives would intensify zoning and therefore have implications for future buildout, and consequently, PAOT within the North Village district.

The Draft NVDPS made some general statements about buildout, but did not include a detailed PAOT analysis for the alternatives. In large part, this was because the Study did not recommend a particular maximum density in rooms per acre or total buildout amount in its alternatives. In particular, for the Preferred Plan Concept, the Study suggests that specific development quantities be use further study of traffic and other environmental impacts, to determine an appropriate buildout amount. (NVDPS, Page 6-2).

In order to provide additional background information, and in accordance with the Town’s adopted District Planning policy and more recently adopted PAOT/Impact Assessment Policy, this addendum includes more detailed analysis of the NVDPS options, in order to bracket the range of potential effects on the overall buildout of the North Village Specific Plan Area, and resultant PAOT.

1. North Village Specific Plan Buildout Analysis

As a first step, staff completed an analysis of buildout in terms of total “rooms” or room equivalents for each of the three options. The analysis is presented in terms of total rooms of buildout, since this is the measurement of density used in the NVSP. The overall methodology is consistent with that used for the PAOT/buildout model adopted by the Town Council in April 2009, taking account of existing development, development of entitled project, development of vacant properties, and redevelopment.

Please note that this analysis is intended to illustrate buildout scenarios as they relate to the maximum permitted buildout density of the NVSP of 3,093.25 rooms (comprised of 3020 rooms, plus 73.25 rooms added in conjunction with the Snowcreek Athletic Club density transfer to the North Village Dempsey parcels).

a. Methodology

Similar to the adopted PAOT model, the buildout analysis considers all existing and future development within the Specific Plan area, including:

- Existing lodging, residential and commercial development.
- Entitled development that is not yet built (i.e., projects with approved Use Permits).
- Development of vacant parcels.
- Redevelopment of parcels developed with existing uses.

The following assumptions are embedded in all three scenarios.

- All calculations are based on Town GIS data and GIS-derived parcel acreages as of May 2009.
- All calculations use “rooms” as the common unit of measure. Lodging rooms, residential development, and commercial development are each translated into rooms, based on NVSP criteria for calculating density: i.e. one “room” of density equates to one hotel room, one residential sleeping area or bedroom, or 450 square feet of development.
- Buildout of entitled and vested projects will occur as they are proposed. Entitled projects are considered to be the Hillside development, South Hotel, and Golden Eagle Villas. Vested development includes remaining parcels covered by the Intrawest Development agreement, and the Dempsey property, which is assumed to have a minimum density of 198.25 rooms, as permitted by the approved density transfer.
- Public uses (community center and library, future Town parking structure) are not considered contribute to overall density within the North Village, as allowed in the NVSP.

- Workforce housing is not considered to contribute to overall density within the North Village, as allowed in the NVSP.
- No redevelopment in any scenario is assumed for existing public uses (community center and library), recent development (Village at Mammoth, Westin, 8050, Stonegate), existing large condominium projects (Fireside), or projects currently built at or above maximum permitted density.

b. Buildout Scenarios

Analysis of each of the scenarios is provided below:

Option 1: Status Quo

Option 1 buildout components include:

- All existing development
- Buildout of entitled and vested properties as noted in the assumptions above.
- Buildout of parcels which are currently vacant (i.e. with no existing development or structures on site), and zoned PR, RG or SL; at the existing permitted density of 80 rooms per acre (rpa) in the PR zone, and 48 rpa in the RG and SL zone.
- Redevelopment of existing developed properties, except those listed in the “Assumptions” above, such as recent development projects, public uses, and the Fireside Condominium. Redevelopment is also assumed to occur at the existing permitted density of 80 rooms per acre (rpa) in the PR zone, and 48 rpa in the RG and SL zone. (Redevelopment rooms are calculated net of the amount of existing development on a particular parcel.)¹

The estimated buildout under Option 1: Status Quo is summarized in Table 1, below.

Table 1: Option 1. Status Quo

Zone	Existing	Unbuilt Entitlements	Development and Redevelopment*	Total
OS	0	0	0	0
P/QP	0	0	0	0
PR	987	346	37	1,370
RG	270	33	454	757
SL	242	254	760	1,256
Total	1,499	633	1,251	3,383

* Includes vested units without use permits

The number of existing and entitled rooms would be approximately 2,132, development of vacant properties and redevelopment (including vested, but non-entitled units) would result

¹ Approximately 289 existing equivalent rooms of commercial, residential and lodging uses are located on “redevelopment” parcels.

in approximately 1,251 additional rooms. The total maximum buildout is estimated to be 3,383 rooms.

It should be noted that the 3,383-room estimate is approximately 290 more rooms than the maximum density “cap” for the NVSP of 3,093.25 rooms. The reasons for this difference are not entirely clear. However, they are most likely to be associated with the calculation of existing “rooms” of density. Exact square footage and unit size data was not available for a number of existing properties, so staff estimated these amounts in a number of cases. In addition, the existing Village commercial quantity includes the Gondola Building/Mountain Center, which the NVSP excludes from its density calculation, as well as some properties (the Innsbruck Lodge and Kitzbuhl Apartments, for example), which currently are built above density.

For purposes of comparison, staff analyzed a theoretical buildout of the North Village Specific Plan Area based solely on existing parcel sizes and allowed density without consideration of existing development conditions. This is the probable way in which the development ceiling for the NVSP was established when it was originally adopted. Under this analysis, maximum buildout within the North Village was calculated to be approximately 2,994 rooms, further supporting the likelihood that the difference between the calculated buildout in this scenario and the stated maximum in the NVSP lays in the amount and calculation method for existing development.

It should also be noted that staff’s calculations represent only one set of (aggressive) assumptions about future development and buildout. In practice, due to site conditions and other development constraints, this level of development is unlikely to be fully realized over the course of buildout of the Specific Plan. Finally, the PAOT assessment provided below indicates that, even accounting for this aggressive buildout scenario, the estimated PAOT is within a narrow margin of that calculated in the February 2009 PAOT model.

Option 2: Dual Core

Option 2 buildout components include:

- All existing development
- Buildout of entitled and vested properties as noted in the assumptions above.
- Development of vacant parcels, and redevelopment at the densities currently allowed by the North Village Specific Plan (Plaza Resort: 80 rooms per acre; Resort General and Specialty Lodging at 80 rooms per acre), except for properties at the four corners of Main and Minaret, which would develop at 80 rooms per acre.
- All other assumptions for vacant development and redevelopment would be the same as for Option 1.

The estimated buildout for Option 2 is summarized in Table 2.

Table 2: Option 2. Dual Core

Zone	Existing	Unbuilt Entitlements	Vacant Development and Redevelopment*	Total
OS	0	0	0	0
P/QP	0	0	0	0
PR	987	346	37	1,370
RG	270	33	535	838
SL	242	254	947	1,443
Total	1,499	633	1,519	3,651

* Includes vested units without Use Permit.

As shown in the table, existing and unbuilt entitlements would remain the same as in Option 1, at approximately 2,132 rooms. Development of vacant properties and redevelopment would result in an additional maximum of 1,519 rooms, for a total of 3,651 rooms at buildout. This is approximately eight percent more density overall, or 268 more rooms than the maximum that could occur under the “Status Quo” Option.

Option 3: One Zone

Option 3 buildout components include:

- All existing development.
- Buildout of entitled and vested properties as noted in the assumptions above.
- Development of all vacant parcels at up to 80 rooms per acre.
- Redevelopment of existing commercial, residential and lodging uses throughout the North Village, (except as noted in assumptions) at 80 rooms per acre.

The estimated buildout in Option 3 is summarized in Table 3.

Table 3: Option 3. One Zone

Zone	Existing	Unbuilt Entitlements	Vacant Development and Redevelopment*	Total
OS	0		0	0
P/QP	0		0	0
PR	987	346	37	1,370
RG	270	33	786	1,089
SL	242	254	1,344	1,839
Grand Total	1,499	633	2,166	4,298

* Includes vested units without Use Permits.

As shown in the table, existing and unbuilt entitlements would remain the same as in other Scenarios, at approximately 2,132 rooms. Development of vacant properties and redevelopment would result in an additional maximum of 2,166 rooms, for a total of

4,298 rooms at buildout. This is approximately 27 percent more density overall, or 915 rooms more than the maximum than for the Status Quo alternative.

d. Analysis of Future Commercial Development in “One Zone” Alternative with “Exemption” from Density Calculation

In addition to potential increases in lodging and residential rooms permitted under the various options, the Planning Study also suggests that some or all commercial uses could be exempted from density calculations in the “One Zone” alternative. It proposes that this would remove a significant existing disincentive to commercial development in the North Village, and encourage the critical mass and mixture of uses needed to fulfill the district’s overall intent.

The calculations in Table 3 do not incorporate the increment of equivalent density that this additional commercial development might add in the One Zone option, since it is intended to provide a side-by-side comparison of the alternative against current standards, which do count commercial density against total density. (NVDPS, Page 3-2)

Therefore, the following analysis provides an estimate of the amount of commercial development that might occur under the Planning Study’s recommended strategy. Based on data from some recent projects and project proposals, a “mixed use” lodging and commercial development fronting either Minaret or Main Street might be expected to generate 50 to 80 square feet of commercial for every one lodging room of density. Table 5 provides a summary estimate of the amount of commercial that might result based on this estimate, and an assumption that all future projects in the (current) Plaza Resort and Resort General zones (which include most of those with a commercial street frontage) would develop some commercial uses. The Specialty Lodging zone, which mostly includes properties at the edges of the North Village, away from commercial streets, are not expected to develop significant amounts of non-lodging commercial uses. Entitled projects are assumed to provide commercial square footage as approved in those current use permits.

Based on these calculations, between 41,000 and 66,000 square feet of commercial might be developed, in addition to the numbers of rooms calculated in the various scenarios above. This is a rough estimate only; as noted above, various factors including market conditions, site constraints, and other development standards may influence the ultimate number.

Table 5: Estimate of Potential Future Commercial Development in the PR and RG Zones

	Future Rooms (PR/RG)*	Estimated Future Commercial (sf, per room)	Total Commercial (sq.ft)
One Zone Option	823	50 to 80	41,150 - 65,840
*Vacant and Redevelopment Only. Commercial uses within entitled projects are already accounted for in permitted development amounts.			

e. Summary

The analysis above indicates that up to 3,383 rooms may result at buildout if densities for the North Village Specific Plan remained unchanged.

Under the Dual Core Option, this number might increase by up to eight percent, or an additional 268 rooms, up to 3,651 rooms. Under the “One Zone” option, which, in theory could allow up to 80 rooms per acre through the entire North Village, an estimated 915 rooms over that possible under existing zoning, or 4,298 rooms.

With sufficient incentives, including exclusion from density calculations, between 41,000 and 66,000 square feet of commercial space might develop in addition to the amount currently found in the existing Village core, although this number may be highly variable based on market conditions.

These numbers are estimates only, since they do not account for site-specific conditions and constraints or how other development regulations like height and setback requirements could limit a property’s ability to develop to its maximum capacity.

2. PAOT Assessment

Based on the development estimates in the preceding section, staff has developed an analysis of PAOT within the North Village District under each of the NVDPS options. The assessment uses factors and methodology consistent with that in the adopted PAOT/Impact Assessment Policy.

Although this PAOT analysis is derived from the same basis as the buildout calculations discussed above, several important differences should be noted:

- The PAOT calculations only take account of residential and lodging uses that directly generate population; commercial uses are not considered to directly contribute to PAOT. Because of this, the existing and future development counts in the PAOT analysis will be lower than those noted in the buildout scenarios above, which include commercial development converted into room equivalents for both existing and entitled development.
- All lodging rooms have been converted into Unit Room Equivalents, at the rate of two hotel rooms being equivalent to one residential unit equivalent.
- The analysis includes an increment of workforce housing associated with future development. This increment was calculated using the same assumptions as were applied in the PAOT/Buildout Analysis model. The workforce housing calculations do take account of future commercial uses as a contributor to projected workforce housing demand.

In addition to these differences, the PAOT calculation includes an assumption that most future development in the North Village district will be lodging rooms, rather than residential development. The exception to this is entitled residential units, which are counted as such. This assumption provides a more consistent basis with the analysis of buildout, above which is calculated in terms of rooms only.

Table 6 provides a breakdown of the estimated PAOT under the three NVDPS options analyzed above.

Table 6: PAOT Analysis for NVDPS Options 1, 2 and 3

	Existing URE*	Future URE*	Workforce Housing URE*	Total	PAOT @3.5	PAOT @ 3.5 Existing; 3.0 Future
Option 1	587	908	167	1,662	5,816	5,278
Option 2	587	1,098	183	1,868	6,537	5,897
Option 3	587	1,341	204	2,132	7,462	6,689
* URE = Unit Room Equivalents						

As shown in the table, there are an estimated 587 Unit Room Equivalents (URE) in the North Village, based on the count of existing lodging rooms and residential units, this equates to an estimated total existing PAOT of between 1,761 and 2,056.

- Under the “**Status Quo**” option, if existing densities continue to apply, the existing Unit Room Equivalents at buildout would be approximately 1,662. (This figure is reasonably consistent with the February 2009 PAOT Model run, which, for development under existing zoning in the NVSP area calculated 555 existing UREs, and 1,130 future UREs, for a total of 1,685 URE.) The resultant PAOT range associated with this number of units is estimated at 5,278 to 5,816 PAOT.
- For the “**Dual Zone**” Option, with increased density in the four corners, total UREs are estimated at 1,868, with an associated estimated PAOT of between 5,897 and 6,537.
- Under the “**One Zone**” option, if densities were increased up to 80 rooms per acre across the North Village, the resultant maximum URE at buildout would be approximately 2,132, with a PAOT range of 6,689 to 7,462.

Across the three Options, Option 2 would increase total population by approximately 600 to 800 PAOT; Option 3 would result in an additional 1,400 to 1,600 PAOT over existing zoning.

3. Option 4 Buildout and PAOT Analysis

The June 17, 2009 Town Council Agenda Bill for acceptance of the NVDPS proposes a fourth option for the Planning Study, which represents a modified version of the Preferred Plan Option that responds to Planning Commission input. This section provides an analysis of the buildout and PAOT implications of Option 4, using the same methodology and key assumptions as presented in the previous sections. Figure 1 shows the concept for Option 4.

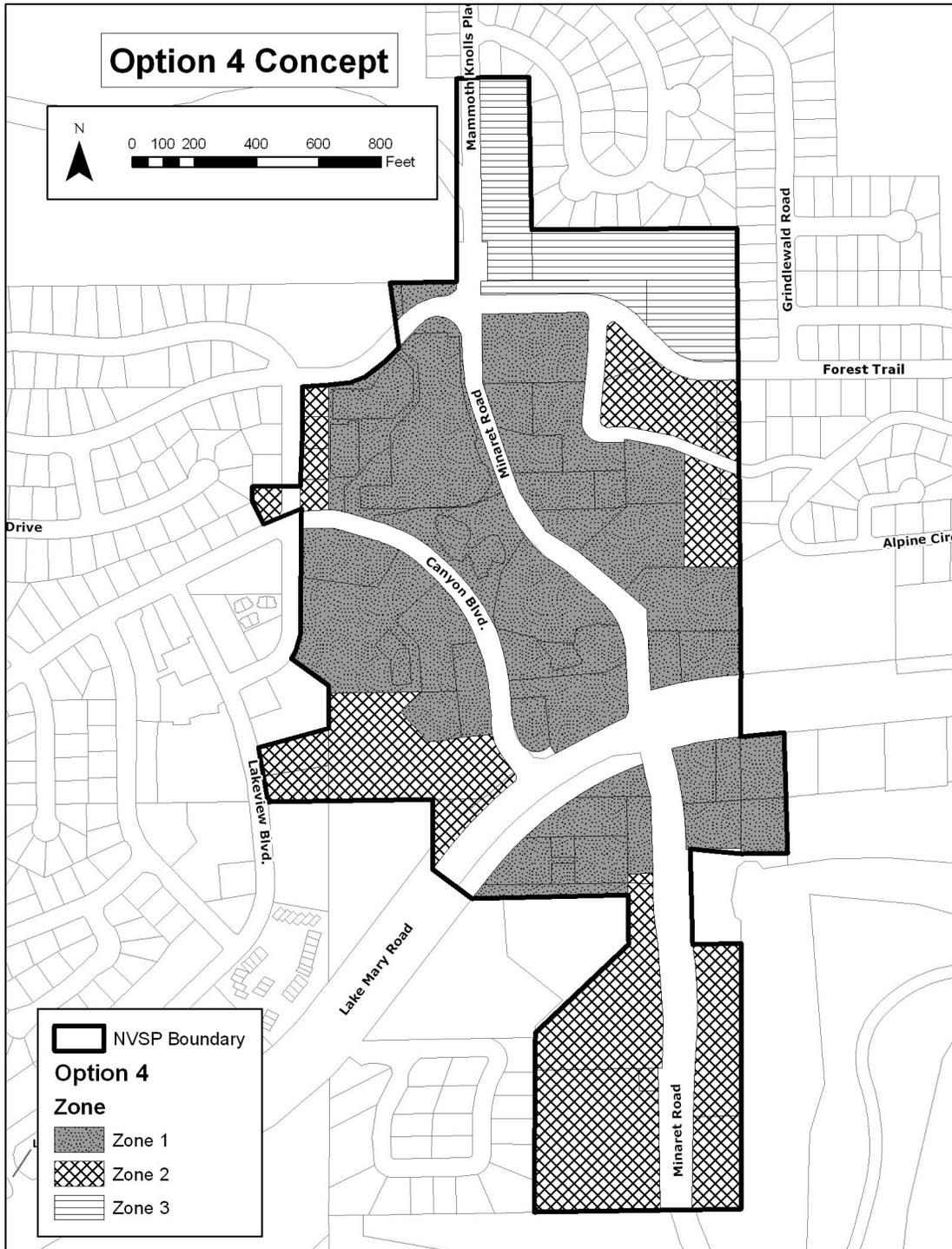


Figure 1

As shown in the Figure, Option 4 would include a “three zone” land use regulatory structure for the North Village District:

- Zone 1 which would include a core of high intensity development that includes existing Plaza Resort zoned parcels, and would be extended to encompass both sides of Minaret and the four corners. Within Zone 1, properties could achieve between 48 and 80 rooms per acre, with higher densities only achievable with provision of community benefits and amenities. Ground floor commercial uses, fronting on either Minaret or Main/Lake Mary Road, would be exempt from density calculations.
- Zone 2 which would include transitional properties currently zoned in the NVSP as either Resort General or Specialty Lodging. This zone would allow primarily for smaller scale lodging uses with limited commercial development up to 48 rooms per acre, similar to the existing RG and SL zones.
- Zone 3 which would include parcels zoned Public and Open Space in the existing NVSP.

Buildout Analysis

Option 4 buildout components include:

- All existing development
- Buildout of entitled and vested properties as noted in the assumptions above.
- Development of vacant parcels, and redevelopment at the densities as follows:
 - Zone 1: Existing Plaza Resort zoned properties, plus additional properties adjacent to Minaret Road and at the Four Corners – up to 80 rooms per acre.
 - Zone 2: Remaining properties currently zoned RG and SL – 48 rooms per acre.
 - Zone 3: Properties currently zoned Open Space and Public – no density assigned, beyond current public uses.
- All other assumptions for vacant development and redevelopment would be the same as for Option 1.

The estimated buildout for Option 4 is summarized in Table 7.

Table 7: Option 4 Buildout Estimate

Zone	Existing	Unbuilt Entitlements	Vacant Development and Redevelopment*	Total
Zone 1:	1334	379	1,015	2,728
Zone 2:	165	254	592	1,011
Zone 3:	0			-
Total	1,499	633	1,607	3,739

* Includes vested units without Use Permit.

As shown in the table, existing and unbuilt entitlements would remain the same as for other Options, at approximately 2,132 rooms. Development of vacant properties and redevelopment would result in an additional maximum of 1,607 rooms, for a total of 3,739 rooms at buildout. This is approximately 10 percent more density overall, or 356 rooms more than the maximum than for the Status Quo alternative.

Option 4 would also include an exemption from density calculations for street-fronting, ground floor commercial uses in Zone 1. Assuming that all future projects chose to take advantage of this exemption (a somewhat unlikely scenario), and built commercial at a ratio of 50 to 80 square feet of commercial per lodging unit, between 51,000 and 81,000 square feet of commercial might be built, on top of the room count noted above.

PAOT Analysis

Based on the buildout calculations above, Table 8 summarizes the estimated PAOT effects of Option 4. It is interesting to note that the number of expected workforce housing units in this alternative is higher than that in all other options; this is because of the somewhat aggressive assumptions about commercial development under this scenario, which generate a significant increment of workforce housing demand.

As shown in the table, Option 4 would result in approximately 1,942 URE, and a population range estimated at between 6,119 and 6,797 PAOT. This would be approximately 280 URE over the Status Quo Option, and approximately 840 to 980 additional PAOT.

	Existing URE*	Future URE*	Workforce Housing URE*	Total URE	PAOT @3.5	PAOT @ 3.5 Existing; 3.0 Future
Option 4	587	1,130	225	1,942	6,797	6,119