



TOWN OF JACKSON

TOWN COUNCIL

AGENDA DOCUMENTATION

PREPARATION DATE: JULY 2, 2020
MEETING DATE: JULY 6, 2020

SUBMITTING DEPARTMENT: PLANNING
DEPARTMENT DIRECTOR: PAUL ANTHONY
PRESENTER: TYLER SINCLAIR

SUBJECT: **ITEMS P19-242, P20-128, P20-129:** REQUEST FOR APPROVAL OF THREE (3) CONDITIONAL USE PERMITS TO OPERATE A GONDOLA FACILITY IN PHIL BAUX PARK, A ZIP LINE FACILITY ON SNOW KING RESORT PROPERTY, AND SNOW MAKING / PUMP HOUSE INFRASTRUCTURE ON SNOW KING AND TOWN PROPERTY.

APPLICANT/OWNER: MR. RYAN STANLEY / SNOW KING MOUNTAIN RESORT

REQUESTED ACTION

The applicant is requesting approval of three (3) Conditional Use Permits (CUP):

- **Item A – P19-242 Gondola, Cougar Lift, and Lighting:** An Outdoor Recreation CUP to locate and operate a gondola facility at the base of Snow King Resort in Phil Baux Park at 100 E. Snow King Avenue in the general location of the existing Cougar lift with additional lighting for night skiing operations. The Cougar lift is proposed to be relocated approximately 250' uphill from its current location.
- **Item B – P20-128 Zip Line:** An Outdoor Recreation CUP to locate and operate a zip line facility on Snow King Resort property with a takeoff point located on Lot 59, Grand View Lodges, Third Addition, and a landing pedestal at 402 East Snow King Avenue adjacent to the Snow King Hotel and Rafferty Center.
- **Item C – P20-129 Pump House:** A Utility Facility CUP to locate a snow making pump house and related infrastructure across the lot lines of 10 E Snow King Avenue and 90 E Snow King Avenue behind the Snow King Sports & Event Center.

APPLICABLE REGULATIONS

Section 4.2.1 Public / Semi-Public (P/SP-ToJ)
Section 4.3.2 Planned Resort - Snow King (PR-SK-ToJ)
Section 4.4.2 Parks and Open Space – Town (P-ToJ)
Section 6.1.3.C. Open Space Uses – Outdoor Recreation
Section 6.1.10.C. Transportation and Infrastructure Uses – Utility Facility
Section 8.4.2 Conditional Use Permit (CUP)

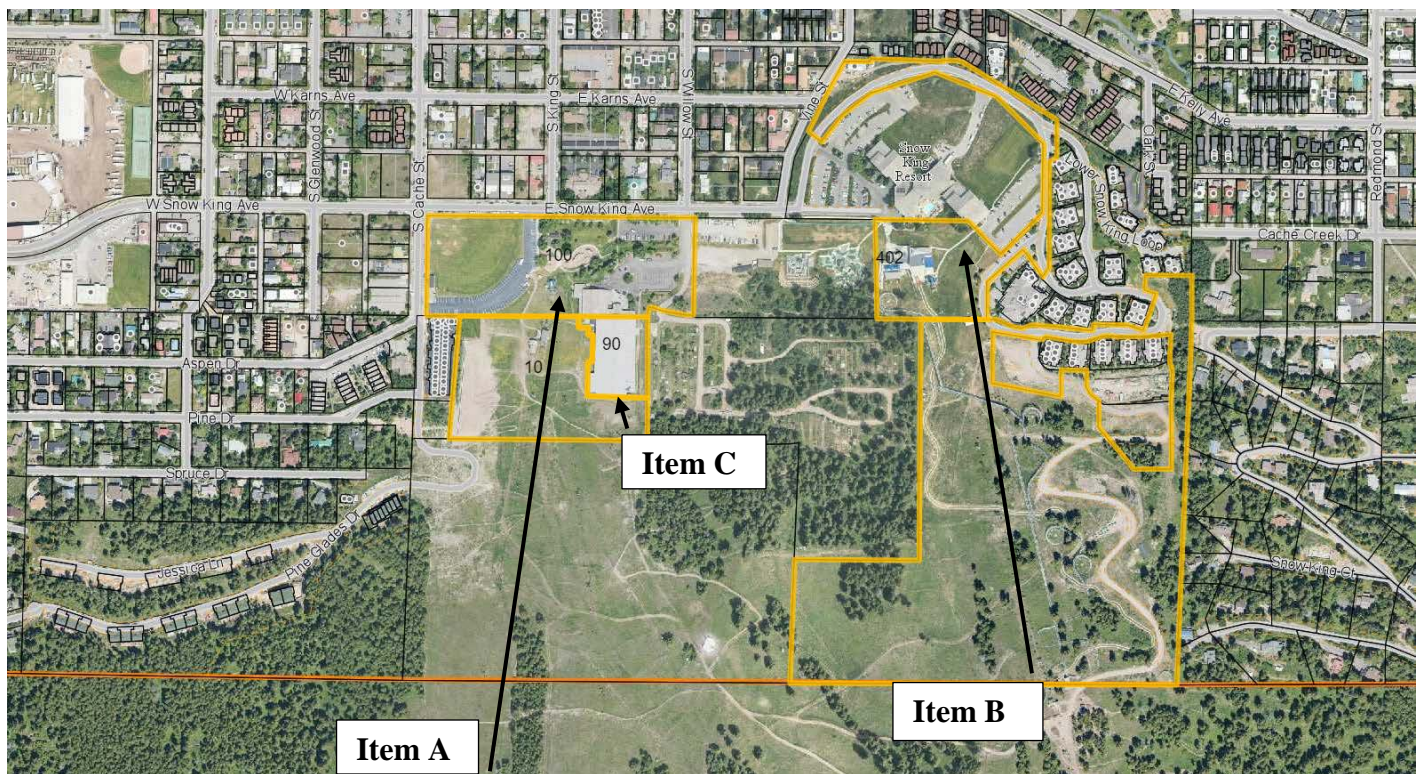
LOCATION

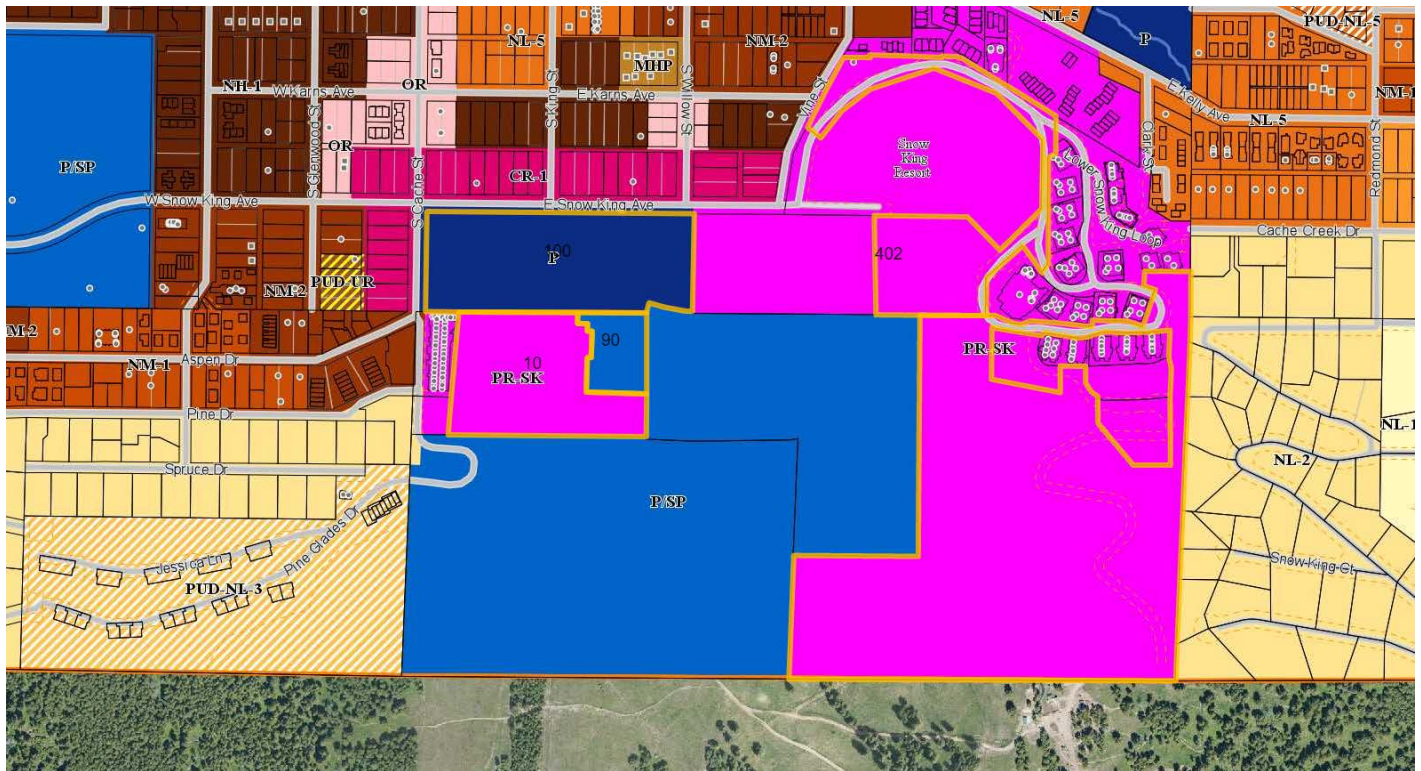
Item A – P19-242 Gondola, Cougar Lift, and Lighting: The subject property is addressed as 100 East Snow King Avenue and legally described as MEADOWLAND ADDITION (PHIL BAUX PARK).

Item B – P20-128 Zip Line: The subject property is addressed as 402 East Snow King Avenue and legally described as PT SE1/4NW1/4, SEC. 34, TWP. 41, RNG. 116. TRACT A (PER LOT DIVISION, MAP T-71-A)

Item C – P20-129 Pump House: The subject property is addressed as 10 East Snow King Avenue, and 90 East Snow King Avenue and legally described as PT NW1/4SW1/4, SEC. 34, TWP. 41, RNG. 116 TRACT B, and PT. NW1/4SW1/4 SEC. 34, TWP. 41, RNG. 116, respectively.

An aerial photo and a zoning map are shown below and on the following page indicating the general location of the proposed uses on site:





BACKGROUND

Item A – P19-242 Gondola, Cougar Lift, and Lighting: The subject parcel is approximately 7.6 acres (331,056 SF) and located in the Parks and Open Space – Town (P-ToJ) zone. The subject site is home to Phil Baux Park which contains a baseball field, playground, Bouldering Park, parking, and the existing Cougar ski lift as well as a portion of the Town of Jackson Snow King Sports & Events Center. The west end of the park is used for Snow King’s tubing operation in the wintertime. The parcel is bordered by Commercial Residential -1 (CR-1) zoning to the west and north across South Cache Street and East Snow King Avenue, respectively; Planned Resort – Snow King (PR-SK) zoning to the east; and Public / Semi-Public - Town (P/SP - ToJ) zoning (Aspen Hill Cemetery) and PR-SK zoning to the south. The parcel partially borders the Neighborhood Medium Density – 2 (NM-2) zone on the southwest corner of the property at the juncture of Aspen Drive and South Cache Street.

Item B – P20-128 Zip Line: The subject parcel is approximately 5.3 acres (230,868 SF) and located in the Planned Resort – Snow King (PR-SK) zone. The subject site is home to the Rafferty Center and the terminus of the Cowboy Coaster alpine slide. The portion of the parcel where the proposed zip line landing site is located is surrounded by PR-SK zoning with the Snow King Hotel directly adjacent to the north; the residential Love Ridge and Grand View Plaza condominium developments are directly adjacent to the east; Lot 59, Grand View Lodges, Third Addition where the zip line launch point is located to the south; and the KM6 lot containing the maze and mini golf is to the east. A portion of the Aspen Hill Cemetery, zoned Public /Semi Public (P/SP), abuts the parcel on the southwest portion of the lot.

Item C – P20-129 Pump House: The subject parcels at 10 East Snow King Avenue and 90 East Snow King Avenue are approximately 5.2 acres (226,512 SF), and 1.3 acres (56,628 SF), respectively. The proposed snow making pump house facility straddles the two lot lines behind the Snow King Sports & Event Center. The subject site is bordered by the P-ToJ zone to the north containing Phil Baux Park; the P/SP zone to the east containing Aspen Hill Cemetery; the P/SP zone to the south used for ski hill runs; and the PR-SK zone to the west containing the One Town Hill mixed use development

On April 6, 2020, the Jackson Town Council approved Item P19-201: Snow King Resort District (SKRMA) Master Plan Amendment. The changes to the Master Plan took effect upon the third and final reading of the associated ordinances on May 4, 2020. Among the changes to the Master Plan that are relevant to this application is that the revised Master Plan requires a Conditional Use Permit for all permanent Outdoor Recreation/Commercial Amusement uses. The use requirements for the proposed items are as follows:

- **Gondola:** Outdoor Recreation is an allowed use requiring a CUP in the P-ToJ zone where the gondola landing is located in Phil Baux Park. The Master Plan also requires a CUP for Outdoor Recreation/Commercial Amusement.
- **Zip Line:** The proposed zip line is wholly contained on Snow King Resort property which requires a CUP for Outdoor Recreation per the Master Plan.
- **Pump House:** A Utility use is an allowed use requiring a CUP in the P/SP zone where the snow making pump house is partially located. The Master Plan also requires a CUP for Utility uses.
- **Required Leases:** The gondola and snow making pump house have portions of those improvements located on Town owned property which require lease agreements with the Town and conformance with the Land Development Regulations where applicable.

PROJECT DESCRIPTION

Item A – P19-242 Gondola, Cougar Lift, and Lighting: The applicant is requesting a Conditional Use Permit for Outdoor Recreation use to construct and operate a detachable aerial tramway, i.e. ‘gondola’, at the base of Snow King Mountain Resort located more or less on the site of the existing Cougar lift station within Phil Baux Park, a Town owned property. Snow King Mountain Resort has leased land from the Town for ski operations in this location for many decades (see the applicant submittal containing the proposed site plan). The new lift will replace the existing Summit lift, an aging facility nearing the end of its functional lifespan, and relocate the Cougar lift approximately 250 feet uphill to service primarily night skiing and ski racing. The proposed gondola will contain a small plaza to accommodate the loading and unloading of guests as well as a landscape buffer consistent with the existing park landscaping to separate the gondola staging area from other park amenities. A small ticket booth will be located on site to service guests. In an effort to create more open space at the base of the mountain the applicant is proposing to relocate the existing snowmaking pump house to the south of the Snow King Sports & Events Center.

Item B – P20-128 Zip Line: The applicant is requesting a Conditional Use Permit for an Outdoor Recreation/Commercial Amusement use to construct and operate a zip line on Snow King Resort Property with a takeoff point located on Lot 59, Grand View Lodges, Third Addition, and a landing pedestal at 402 East Snow King Avenue adjacent to the Snow King Hotel and Rafferty Center. The zip line more or less runs parallel to the west of the existing Cowboy Coaster down ‘Kelly’s Run’ ski slope before crossing over the coaster three quarters of the way down the slope with a terminus between the Rafferty Center and Snow King Hotel. In total, this section of proposed zip line measures approximately 1,550’ from the takeoff station to the landing station. The applicant has plans for additional zip line connections on Forest Service land accessed via the proposed gondola. A map of two possible zip line alternatives on Forest Service land has been included in the applicant’s latest additional materials submission.

Item C – P20-129 Pump House: The applicant is proposing to relocate the pump house infrastructure from its current location adjacent to the existing Summit lift to a location behind the Snow King Sports & Event Center. The proposed building footprint of the new pump house straddles the lot lines of the town owned parcel which contains the event center and a Snow King Resort owned parcel. As a result, the applicant is required to obtain a Conditional Use Permit for a Utility use and a lease will be required for the use of the Town property.

STAFF ANALYSIS

Staff has reviewed the proposals for consistency with the Comprehensive Plan and their respective Subareas as well as consistency with the requirements of the amended Snow King Resort District Master Plan. Outdoor Recreation and Utility uses are listed as Conditional Uses in the Master Plan Land Use Schedule. As a Master Plan, many of the dimensional standards are project-specific and only can be determined by reference to the approved Master Plan. Review of Development Plans/Use Permits is thus based primarily on determining consistency with the requirements of the approved Master Plan which provides conceptual approval and direction for all future development of the site when proposals are located within the Snow King Resort District.

However, due to the fact that the proposed gondola landing is located within Phil Baux Park, a Town owned property, and the pump house is partially located on Town property, staff has reviewed these items for consistency with the Land Development Regulations (LDRs) as well. Due to the flexible nature of the P-ToJ and P/SP-ToJ zones, the dimensional limitations of the LDRs in these zones is minimal or not applicable. Therefore, the main LDR requirements to review for these items are the use standards of Sec. 6.1.3.C. Outdoor Recreation, and Sec. 6.1.10.C. Utility Facility as well as the required findings for Sec. 8.4.2 Conditional Use Permit (CUP) which are addressed in the Staff Analysis and Staff Findings below.

ITEM A – P19-242 GONDOLA, COUGAR LIFT, AND LIGHTING

Conformance with the Comprehensive Plan

This site is located in a transitional area of Town slated for significant redevelopment by the Comprehensive Plan. Phil Baux Park is split between two Subareas of District 2: Town Commercial Core: Subarea 2.1 Snow King Resort, and Subarea 2.2 Snow King & South Cache Corridors. Staff finds that the proposal is consistent with the desired character for both subareas as detailed in the Staff Findings section of this report.

Outdoor Recreation – Conditional Use

Outdoor Recreation is listed as a Conditional Use in the Master Plan Land Use Schedule and allowed in the Recreational Land Use zone of the Snow King Mountain Resort. The Master Plan states,

Ski slopes are obviously allowed, as well as all the facilities required to operate the ski area such as maintenance and storage spaces, snowmaking facilities, explosive storage, lifts and ski slopes lighting.
(p. 49)

In addition, Outdoor Recreation is an allowed use under the LDRs in the Park & Open Space – Town (P-ToJ) zone. Sec. 6.1.3.C. Open Space Uses – Outdoor Recreation defines Outdoor Recreation as,

The use of land for passive or active recreational or athletic purposes that requires minimal permanent physical development relative to the open space. Includes: downhill ski areas.

Staff finds that the proposed gondola facility and use meets the criteria for Outdoor Recreation for both the Master Plan and the LDRs. The gondola facility, while permanent, will occupy a location close to where the existing Cougar lift is situated but at grade for enhanced pedestrian access. Relative open space will increase with the proposed relocation of the snowmaking pump house, removal of the Summit lift station and removal of parking currently bisecting the park. In addition, the applicant will buffer the gondola plaza from the surrounding park uses with additional landscape screening. An operational plan that assesses all associated impacts for outdoor recreational uses in the west Snow King Resort area based upon the feedback provided by the Planning Commission and Town Council, shall be approved as part of this application. Said plan shall include the following: hours of operation (and any exceptions or set number of days for which hours can be

extended), noise, maintenance hours, lighting, ticket sales locations, etc. for all outdoor recreation uses operated by Snow King in the vicinity.

The applicant has met with staff to discuss the proposed location of the gondola landing, plaza, and ticket booth in regards to the Parks and Recreation Department's proposed Redevelopment Master Plan for Phil Baux Park to ensure that the proposed gondola facility integrates with the Town's vision for the park. Staff's goal is to avoid future conflicts arising from staging and queuing in Phil Baux Park that might arise with the applicant's current site plan which is designed for existing conditions as opposed to the potential changes to the park layout and circulation in the future. As a result of working with the applicant, staff has added a condition of approval which requires the applicant to relocate the gondola facility approximately 10' further to the west than what is shown on the applicant's site plan, and to relocate the plaza improvements and ticket booth to the east of the gondola, closer to the Snow King Sports and Event Center. Please see the packet attachments for Parks & Recreation's conceptual plan as well as the Staff Analysis section below for more detail regarding proposed improvements to Phil Baux Park and the integration of the gondola facilities into those plans.

The applicant anticipates that this project will not begin any sooner than the spring of 2021 following the completion of the U.S. Forest Service's Environmental Impact Statement (EIS) currently underway. As a result, staff is recommending that the expiration date of this CUP be extended from one year from date of approval as specified by the Land Development Regulations (LDRs) to two years from the date of approval in order to provide the applicant with flexibility for this project. This revised expiration date will be detailed in a future approval letter if the CUP is approved by Town Council and staff has included a condition of approval for each item clarifying the revised expiration date.

Relocated Cougar Lift

As part of this request, the applicant has proposed retaining the Cougar lift on the ski hill, approximately 250 feet uphill from its present location. Staff does not see any significant impact as a result of the relocation of the Cougar lift as it relates to parking, circulation, housing, congestion, etc. According to the applicant,

"It has become clear that the preferred outcome for race training as part of this proposal is to relocate the base of the Cougar lift approximately 250 feet up the hill. Snow King Mountain and the Jackson Hole Ski and Snowboard club are working together to make this change associated with the installation of the gondola... While this outcome has changed the project design and cost substantially, Snow King Mountain is willing to support this relocation of the Cougar lift as a positive solution for both the Ski and Snowboard Club as well as the community. The relocation of the Cougar lift has a number of benefits including the elimination of the 40ft tower number 4, preservation of access to the mid-mountain, and easy access for race training immediately outside the Lodge Room and Ski and Snowboard Club offices. The primary downside of this option is simply the additional cost, as it would have limited impact to a future building expansion to the west of the ice rink, and it retains a relatively wide-open space at the base of the mountain. The relocation of the Cougar lift would be undertaken at the same time as the installation of a new gondola."

Landscaping

Landscape features for the gondola are identified on sheet C2.0 of the applicant's submittal. These features include a landscape buffer between the playground and sidewalk in Phil Baux Park and the proposed gondola loading plaza. The edge of the landscape buffer also serves as bench seating on both sides. Per the applicant's narrative, the landscaping within the buffer will match the landscaping that currently exists in the park. The final landscape design in the plaza will be determined at the time of Building Permit submittal as the applicant has agreed to reposition the gondola and plaza features in order to better integrate the gondola facility into future improvements to Phil Baux Park. Please see the discussion below regarding proposed improvements to Phil Baux Park.

Parking

The applicant is not proposing any additional parking to accommodate the proposed gondola lift that will replace the Summit lift. Two conditions of approval for Item P19-201: Snow King Resort District (SKRMA) Master Plan Amendment relate to parking for Subarea #2 (KM6 Area between Hotel and Snow King Center) and transportation demand management in general,

5. *SKRMA shall provide a Transportation Demand Management (TDM) report to the Town of Jackson every 3 years, starting 3 years from the date the Master Plan Amendment is approved by Jackson Town Council; and.*

10. *SKRMA shall continue to engage in discussions with the Town and property owners in Sub-Area #2 on a shared parking arrangement between Sub-Area #2 and the Town's Phil Baux park property. SKRMA must enter into a shared parking agreement with the Town of Jackson by December 31, 2020 so long as both parties are continuing to negotiate in good faith. The shared parking agreement shall include, at least but not limited to, provisions regarding construction and maintenance of the shared parking areas, snow removal from said areas and storm water system installation and maintenance.*

In general, staff is comfortable with the current parking situation as the applicant is replacing one existing lift with the gondola and relocating the Cougar lift which, in staff's opinion, will not increase parking demand substantially. However, please see the discussion of proposed Phil Baux Park improvements below regarding impacts to parking and loading, START and tour bus pick up/drop off, and pedestrian access seasonally through Phil Baux Park.

Hours of Operation

In the most recent supplemental information letter dated May 22, 2020, the applicant has provided a draft Operational Plan which addresses hours of operation for activities at Snow King. Staff has utilized this information to prepare a Town Operational Plan providing further detail and specifics related to these topics, see attached. The Town Operational Plan will be the guiding document should the application be approved by Council. Snow King has proposed the following hours of operation:

Summer Hours of Operation:

Lifts and Activities: (Mountain Coaster, Rafferty Zip-line, Alpine Slide, Miniature Golf, Maze, Bungee Trampoline, Summit Gondola and Rafferty Lift)

May 15 to June 14:	10:00am – 5:00pm
June 15 to August 15:	10:00am – 9:00pm
August 16 – October 16:	10:00am – 5:00pm

Winter Hours of Operation:

November 1 – December 10:	9:00am – 6:30pm
December 11 – April 15:	9:00am – 9:00pm

Staff notes that the applicant has requested that 5 additional days for one additional hour either later or earlier to accommodate special groups, gatherings, or events be allowed as part of this operating plan, however the applicant does not include a proposed restaurant or observatory as uses for which this 5 day exception to the above hours of operation would apply. Rather, the applicant is requesting that once the summit restaurant and/or observatory are complete the gondola would be allowed to operate without restriction until 10:00pm. After

10:00pm the applicant proposes that the summit facilities would use blackout curtains and shielded red lights for gondola loading until 1:00 am to serve stargazing gatherings at the summit and events at the restaurant. The Town interprets this to mean that gondola operations after 10:00pm will be limited to stargazing and other special events like weddings or other group events but not open to the general public for normal restaurant operations.

Staff is generally comfortable with the hours as presented, although discussion by the Town Council of the use of the gondola after 10:00pm for stargazing and limited special events is encouraged. Staff notes that there is significant public comment in regards to a proposed observatory at the summit with the request that the gondola be allowed to operate for stargazing events until 1:00 am. Mr. Samuel Singer, the founder and director of Wyoming Stargazing provided comment at the June 3, 2020, Planning Commission meeting stating that stargazing cannot even begin until 10:00pm in the summertime months and events typically last until 1:00 am. Wyoming Stargazing aims to provide stargazing events every clear night during the summertime and therefore having a defined 1:00am operating hour is a necessary component of an observatory on the summit, according to Wyoming Stargazing.

The Planning Commission was reluctant to define hours for proposed future uses at this time, suggesting that when the applicant submits materials to develop a proposed restaurant or observatory at the summit the preferable option would be for the applicant to amend their Conditional Use Permit to expand hours of operation. The Community Development Director, however, suggests that it is appropriate for the Town to address hours of operation for all proposed uses now as part of any approval so that the applicant has assurances that significant investments in improvements at the resort will be allowed to operate within mutually agreed upon days/hours of operation.

Noise

The applicant states that noise impacts from the operation of the gondola are relatively minor and not anticipated to be greater than the existing lift operations. The applicant has proposed a Snow King Mountain Code of Conduct and Design Considerations as part of the draft Operational Plan to help minimize noise. According to the applicant, this code of conduct will incorporate environmental awareness, encourage limiting noise, and generally seek to incorporate existing community best practices for guests as an educational strategy to limit the impact of their visit. The applicant states that the gondola will be designed with a top drive (motor and drive system located at summit of the mountain) so that noise at the base area terminal will be minimized.

The LDRs limit noise to 65 dBA at any zone boundary or site boundary line. As an example, a measure of 60 dB is similar to normal conversation, a lawn mower is about 90 dB, and a loud rock concert is about 120 dB. Staff suggests discussion by Town Council of gatherings/special events and noise/music at the base of the gondola facility/plaza area during the defined hours of operation with a potential condition of approval to limit impacts if determined necessary.

Lighting/Night Skiing

The applicant has submitted a Night Skiing Lighting Plan (sheet C3.0 of the applicant submittal) which indicates the location of proposed increased lighting for night skiing. In general, lighting is situated around the periphery and adjacent to stands of trees within the ski runs of 'Old Man Flats', 'Cougar', and 'Exhibition'. The lighting extends down the slope alongside the tube park and event center towards the proposed gondola base area in Phil Baux Park.

According to the Draft EIS statement under review by the Forest Service, the following is proposed for Night Skiing operations throughout Snow King Mountain Resort,

“At present, Snow King offers night skiing on approximately 73.8 acres of night skiing on the lower two thirds of the mountain, in the Rafferty and Cougar pods. This is primarily intermediate ability-level terrain, with some advanced and beginner terrain. Until recently, approximately 50 lights were mounted on a variety of structures including trees, lift towers, light poles, and buildings. Coverage was limited, and the technology was obsolete. This was a particular impediment to race training, which occurs in the evening after school hours. Good lighting is an important safety factor in race training. A general system upgrade was implemented in 2015 and remains underway, replacing lighting fixtures with more efficient models designed to increase lighting of the snow surface but reduce light pollution (glare and sky glow). Under this proposal, Snow King would expand lighting coverage using this upgraded technology. Additional lighting would be provided on the racing lanes in the Cougar pod, and lighting would be extended to the top of the Rafferty pod (Flying Squirrel and Moose runs), the top of Upper Elk run, Lift B and C terrain, and the proposed access road/novice skiway. No night skiing is proposed on the back side. Overall, this proposal would increase system coverage by 27.3 acres across all skier ability levels to meet demand for this unique experience and provide for safe and effective race training.”

(p. 38)

In a supplemental letter attached to this report the applicant has provided additional information regarding lighting for night skiing and the merits of the “Snow-Bright” 300 Watt magnetic induction lights used which are energy efficient and reduce light reflection. The applicant states that the current lighting which is on the lower portion of the mountain on the Summit and Cougar lift side is below standards for night skiing in the industry due to the relatively few magnetic induction lights which are spaced relatively far apart. According to the applicant, improved lighting would help achieve the goal of having a first class night lighting system for ski race training. The applicant is proposing upgrading night ski lighting by adding approximately 20 additional new light locations with each location containing 2-4 lights. There are currently roughly 30 existing light locations. In total this amounts to approximately 50 light locations with somewhere between 100-200 lights.

According to the applicant, “The diffuse, soft light reduces reflection and wasted light while maximizing the light needed by skiers and riders. The output system allows light to be directed at the snow at such an angle that is transmitted laterally. This technology replaces intense blotches of light with uniform slope illumination. As a result, glare is reduced for the neighboring community and the visual experience for users is enhanced.”

The LDRs allow ‘complex uses’, which includes ski hills, certain exceptions from Sec. 5.3.1 Exterior Lighting as long as the following 4 standards are met *or* their lighting has been approved via a Conditional Use Permit:

- 1. **Complex uses** such as... ski areas... shall be exempted from the above standards of this Section, if the below standards are met or if their lighting has been approved via issuance of a Conditional Use Permit or Special Event Permit.*
- 2. **Maximum height.** Exterior luminaires shall not exceed a maximum post height of 60 feet.*
- 3. **Fully Shielded.** Each luminaire shall be fully shielded in either its orientation or by landscaping to prohibit glare and light trespass to adjacent residential property and must be installed and maintained with minimum aiming angles of 25 degrees downward from the horizontal.*
- 4. **Lights Extinguished.** Lights shall be extinguished by 10:00 PM or at the conclusion of the event, whichever is later. Lighting is not allowed to remain on overnight.*
- 5. **Maximum lumens.** Overall site illumination for a complex use shall not exceed 6 lumens per square feet of site development, nor shall it exceed a total of 550,000 lumens.*

Each Snow-Bright light is 300 watts, and according to the “Snow-Bright™ 300-Watt round floodlight” manufacturer’s cut sheet, each light has an average of 100 Lumens per Watt, or 30,000 lumens per light. The applicant’s night skiing plan totals 100-200 such lights which would equate to roughly 3 to 6 million lumens for this location of the ski hill shown on the lighting plan. However, according to the exemption for complex uses, a lighting plan in excess of the 550,000 lumen limit can be approved as part of a Conditional Use Permit. Therefore, staff suggests that the Planning Commission discuss the proposed lighting plan and proposed increase in total lumens on site. Please see the applicant’s supplemental information letter and email correspondence for more detail and links to the manufacturer’s webpage regarding the lights and their use at other ski areas.

The applicant has clarified that keeping the Cougar lift on the ski hill will add an estimated additional 8-16 additional lights at 3-4 locations. The applicant states that a range of additional lights for Cougar is proposed at this time because there is likely some redundant locations with the lift staying that will not be necessary elsewhere. Ultimately, the applicant states that they are trying to improve the visibility on the snow and Cougar remaining helps that situation substantially by retaining lighting locations more in the middle of the run.

Wildlife Impacts

The location of the proposals are not within the Natural Resource Overlay or Scenic Resource Overlay. An extensive study of wildlife impacts has been undertaken in association with the Snow King Environmental Impact Statement (EIS). Results from that study are available to review as part of the Draft EIS document. Staff defers to the pending Forest Service decision on possible alternatives for the Snow King Mountain Resort On-Mountain Improvements Project as it pertains to the overall impacts of the gondola. Staff does not find any increased adverse impact to wildlife from the proposed gondola landing on Town property. Please see the applicant’s excerpts from the Draft EIS document attached to the supplemental letter dated May 22, 2020.

Housing

The applicant maintains that no affordable housing mitigation is required as part of this CUP because all employees will be seasonal or existing managers for Snow King Mountain, and that the gondola project will not create any new employees for mountain operations as it involves the replacement of existing infrastructure. The applicant maintains that they have a team in place for long term maintenance and operation of the proposed infrastructure.

The Housing Department has provided comments in the Departmental Reviews suggesting that a gondola requires more employees than a chairlift. The applicant has responded in the attached supplemental information letter and states,

“Both a gondola and lift require the same number of seasonal lift operators, and therefore we expect to have a reduction in the number of seasonal employees associated with this project. We do not anticipate any change with respect to year-round employees for the maintenance of the gondola as we will use the additional bandwidth from maintaining one less lift to do additional required gondola maintenance. When this analysis is entered into the employee housing calculation formula no additional employee housing is required.”

Staff agrees with the applicant that no affordable housing mitigation is required as no year-round employees are being created by this proposal. However, given that the Cougar lift is now proposed to remain, the applicant should address whether any new full time year round employees will be created as a result of this proposal.

Construction Staging Plan

Staging for the construction of all facilities included in this CUP will occur in March/April, 2021, primarily on the KM6 property with additional staging on lot 57 if needed, though efforts will be made to minimize construction activity on this lot to avoid disturbing adjacent residences. It is anticipated that grading work for the base of the gondola will continue into mid-summer with final installation of the gondola and landscaping projected to take place after November 2021. Installation of gondola lift towers and the removal of old lift towers will occur by helicopter in late summer/fall.

Town Engineer Comments

The Town Engineer has provided detailed comments and conditions required prior to Town Council hearing or Building Permit submittal for the proposed gondola item. The applicant has provided a majority of the additional materials requested in the Town Engineer's comments, however additional information was submitted to the Town Engineer on June 30, 2020, too late for review by the Town Engineer prior to the release of this staff report. Additional comments from the Town Engineer are forthcoming for the next Town Council meeting regarding proposed water and utility usage associated with the snow making pump house. Council may choose to continue this item should the Town Engineer's comments require additional information or further consideration by Council.

Proposed Improvements to Phil Baux Park

The Parks and Recreation Board have submitted two memos following the May 6th, 2020, Planning Commission meeting which are attached to this report for review. Some of the positions expressed within these memos may be at odds with the direction that the Parks and Recreation Department, Town Staff, and Town Council gave to the applicant in the past in regards to things like the preferred location of the gondola and ticketing booth in Phil Baux Park, and the provision of parking in general.

The Parks and Recreation Department has provided a conceptual Redevelopment Masterplan for Phil Baux Park shown below this section. A larger copy is attached to this report for greater detail. The proposed improvements to Phil Baux Park shown below are conceptual and contemplate the following changes, including but not limited to:

- The current horseshoe shaped access drive and parking around the periphery of the ballfield is returned to greenspace.
- The baseball field and dugouts have been removed and converted to park space.
- A new parking lot is proposed to be located off of South Cache Street. Pedestrian pathways connect the parking lot to park amenities, lift facilities, and the ice rink to the east.
- Various conceptual park amenities are shown as possibilities including an amphitheater/ event stage and an upgraded playground structure.
- A wide pedestrian pavilion replaces the current drive aisle and can accommodate maintenance vehicles to service the gondola. The pavilion can also be used for vehicular access for special events such as concerts and farmers markets.
- A new dedicated bus/vehicle drop off location is proposed in front of the pavilion for easy access to the gondola for START Buses, tour buses, and public use. The START Director has provided comment in the departmental reviews in support of the proposed bus stop location.

The gondola itself is at grade, which is the direction the Town gave the applicant in previous discussions of the gondola, making for easy ADA accessibility from the bus/vehicle drop off. In this latest proposal the plaza surrounding the gondola and the ticket booth is shifted to the east in order to avoid having the staging area

spilling out into the park, thereby limiting impacts to park uses. Relocation of trail head access away from the proposed gondola is supported by all departments will help disperse user groups.

Pedestrian access through the park in all seasons will require additional scrutiny by Town staff as plans are finalized. The Pathways Director has provided detailed comments regarding bicycle parking, pathway connectivity, connection to hiking and biking trails in Phil Baux Park attached to this report in the departmental reviews. Please also see the Town Engineer's comments in the attached departmental reviews regarding Phil Baux Park improvements. Staff has added a condition of approval that bike parking for the gondola shall be provided now as part of the building permit submittal and The Pathways Director shall approve the location and type of bicycle parking.

Access to the proposed parking off of South Cache Street will not be hindered by the tube park operation in the winter, according to discussions with the applicant. In addition, staff has contemplated the possibility of angled parking off of East Snow King Avenue with a dedicated bike lane as possible streetscape improvements, though the time frame and feasibility of such changes remains uncertain. In general, however, a major component of the improvements to Phil Baux Park are predicated on the goal of increasing alternative modes of transportation while discouraging single occupancy vehicle trips. The dedicated vehicular and bus drop/off pick up location on East Snow King Avenue helps achieve this goal. Town will monitor parking, loading, and START/Tour bus pick up/drop off functions along with applicant and address future needs as required.

In order to accommodate the existing tube park operation on the west end of the park and the proposed gondola, staff has added a condition of approval for a phased approach to re-landscaping the existing parking lot and to reclaim the central portion of the lot while still allowing limited parking on the west end of the existing lot off of South Cache, and vehicular access up the existing drive aisle to the gondola for maintenance vehicles and special events. This would allow for an increase in the greenspace of the park now until such a time that the Town is ready to complete the rest of the park improvements. The associated costs of such improvements and which party is responsible will be addressed in the lease agreements for the park between the Town and Snow King Mountain Resort, or any other party. Please see a sketch of the Phase One concept and the Parks and Rec conceptual Master Redevelopment Plan below and on the following page.

Comments from the Parks and Recreation Director indicate that additional consideration of bathroom improvements and the possible relocation of the public restroom closer to the gondola facility will be needed in the future. The Parks and Recreation Director suggests that the operational costs associated with upkeep of a public restroom should be shared between the town and Snow King Mountain Resort and other leaseholders in Phil Baux Park. The Parks and Recreation Director estimates that operational costs for the bathroom are roughly \$10,000 - \$15,000 dollars a year, and that this cost should be considered in the lease agreements.



Phase 1 – Landscaping of Phil Baux Park



ITEM B – P19-128 ZIP LINE

Conformance with the Comprehensive Plan

This site is located in a transitional area of Town slated for significant redevelopment by the Comprehensive Plan. The zip line is located in District 2: Town Commercial Core: Subarea 2.1 Snow King Resort. Staff finds that the proposal is consistent with the desired character for the subarea as detailed in the Staff Findings section of this report.

Commercial Amusement – Conditional Use

Commercial Amusement/ Outdoor Recreation is listed as a Conditional Use in the Snow King Master Plan Land Use Schedule and allowed in the Recreational Land Use zone of the Snow King Mountain Resort. The Master Plan states,

A zip-line in sub-area 4 as indicated in the included Master Plan maps and requires a conditional use permit. The CUP application shall include an operational plan and associated impacts for all outdoor recreational uses in this area including but not limited to the Mountain Coaster, Alpine Slide, Mini-golf and Maze to determine the overall cumulative effect including but not limited to hours and days of operation, noise, lighting, and other associated impacts to the area. This zip-line will not be permitted to open until construction on a gondola has commenced. Notwithstanding the foregoing, if SKRMA proceeds with its application and construction of a gondola in good faith, this condition shall not take effect if a regulatory or judicial circumstance prevents SKRMA from building the gondola. Further, this condition shall be void if the Town and SKRMA fail to come to agreement on a lease for the landing of the gondola by August 1, 2020. (p. 47)

Staff finds that the proposed zip line facility and use meets the criteria for Commercial Amusement/ Outdoor Recreation of the Master Plan. The applicant has submitted a supplemental letter which discusses the importance of amusement uses to Snow King's overall financial stability and requests that all amusement uses be granted the same operating hours in order to provide guests with a multitude of options at a variety of times to enjoy. In the most recent supplemental information letter dated May 22, 2020, the applicant has provided a draft Operational Plan which addresses hours of operation for activities at Snow King. Staff has utilized this information to prepare a Town Operational Plan providing further detail and specifics related to these topics, see attached. The Town Operational Plan will be the guiding document should the application be approved by Council. Components of an operational plan include hours of operation (and any exceptions or set number of days for which hours can be extended), noise, maintenance hours, lighting, ticket sales locations, etc. for all outdoor recreation uses, including the gondola.

In addition, a prior condition of approval for Item P19-201: Snow King Resort District (SKRMA) Master Plan Amendment requires that,

9. Building permits within Sub-Area #2 shall not be issued until construction has commenced on an aerial tramway (i.e. gondola). Nor shall the proposed zip line in Sub-Area #4 be allowed to open until construction of the gondola has commenced. Notwithstanding the foregoing, if SKRMA proceeds with its application for construction of a gondola in good faith, the stipulations in the foregoing shall not take effect if a regulatory or judicial circumstance prevents SKRMA from building the gondola. However, in no circumstance shall the zip line in Sub-Area #4 be allowed to open until the gondola construction has commenced.

Should the Town and SKRMA fail to come to agreement on a lease for the landing station of the gondola and should the Town not approve a Conditional Use Permit for the gondola and zip line by August 1, 2020, restrictions on Sub-Area #2 shall be removed and the zip-line in Sub-Area #4 shall no longer be allowed.

Because the operation of the zip line is conditioned on the requirement that a building permit for the zip line shall not be issued until construction on the gondola has commenced, the Community Development Director has determined that the same expiration date established for the gondola CUP will be applied to the zip line CUP. This revised expiration date will be detailed in a future approval letter if the CUP is approved by Town Council.

Landscaping

The applicant has submitted a landscape plan for the zip line which details the planting a number of quaking aspen trees around the base of the tower at the terminus of the zip line near the hotel and Rafferty Center. Staff has no concerns with the proposed landscaping.

Parking

The applicant is not proposing any additional parking to accommodate the proposed zip line facility, nor does staff anticipate increased parking demand for the zip line relative to the existing amusement uses in this location. Parking is currently being provided through a shared parking with the hotel and use of the gravel lots on KM6. Two conditions of approval to monitor parking at Snow King were required for Item P19-201: Snow King Resort District (SKRMA) Master Plan Amendment which relate to parking for Subarea #2 (KM6 Area between Hotel and Snow King Center) and transportation demand management in general,

5. *SKRMA shall provide a Transportation Demand Management (TDM) report to the Town of Jackson every 3 years, starting 3 years from the date the Master Plan Amendment is approved by Jackson Town Council; and.*

10. *SKRMA shall continue to engage in discussions with the Town and property owners in Sub-Area #2 on a shared parking arrangement between Sub-Area #2 and the Town's Phil Baux park property. SKRMA must enter into a shared parking agreement with the Town of Jackson by December 31, 2020 so long as both parties are continuing to negotiate in good faith. The shared parking agreement shall include, at least but not limited to, provisions regarding construction and maintenance of the shared parking areas, snow removal from said areas and storm water system installation and maintenance.*

Staff will continue to monitor the Transportation Demand Management report as it becomes available and will work with the applicant on the required shared parking agreement between Sub-Area #2 and the Town's Phil Baux Park property.

Hours of Operation

Please see the discussion above under **Item A – Gondola, Cougar Lift, and Lighting** regarding the applicant's proposed Hours of Operation and Operational Plan.

Aspen Hill Cemetery

Staff reached out to Mr. Al Zuckerman, Cemetery Sexton of Aspen Hill Cemetery for comment on how existing and proposed recreational activities at Snow King affect cemetery services and operations. Mr. Zuckerman's response is included in the attachments of this staff report. In general, Mr. Zuckerman provided the following information and commentary:

- *On average 3 internments are held each month May through October. During the winter the cemetery averages 1-3 internments during the months of November through April*
- *A typical service lasts 30-45 minutes but a few last an hour*

- *Graveside services are typically held between the hours of 10am and 4pm*
- *The cemetery needs a minimum of 3 days advanced notice prior to a service*
- *The current recreation/ amusement uses nearby can be very disturbing, distracting, and seemingly disrespectful for some families, while it does not appear to bother other families. The noise generated by the mini-golf, alpine slide, and coaster is currently most audible primarily for the east half of the cemetery.*

Mr. Zuckerman goes on to state,

“As you are aware, the amusement features are very close to the east cemetery fence line with cemetery plots being very close, as well. There have been times in the past when I had asked Ryan Stanley to shut down those features for the duration of the graveside service. This was especially the case when services were in close proximity to the east boundary of the cemetery. I would first ask the family if the features and accompanying noise were going to be an intrusion. If they said yes I would let Ryan know ahead of time when the service would take place and its duration. He was sympathetic to the situation and, in those instances, would comply and shut down. Oftentimes though, a family didn’t have an issue with the noise and I would not contact him.

I am aware that shutting down the amusement features during peak times is costly and disruptive for Snow King. However, I think having an operational plan and formal agreement with Snow King to curtail or mitigate noise is very appropriate. Perhaps the ops plan could contain language that might create some flexibility, giving the family the discretion, on a case by case basis but still giving it the teeth to have Snow King comply at the family’s and the Town’s request.”

Noise

According to the LDRs, Sec. 6.4.3 Noise the maximum permitted sound level in is 65 dBA (weighted decibel scale) along any zone boundary or site boundary line. The applicant states that a noise analysis conducted by the zip line installation company found decibel readings associated with the zip line itself to be below 65 decibels. According to the applicant’s supplemental information letter dated May 22, 2020, the following will help to reduce noise for the zip line operation:

- Tree planting along eastern border of Snow King Mountain private property to screen visual and noise impacts associated with the Rafferty Center
- Zip-line trolley and catchment system designed to reduce noise
- Coated cable to reduce noise
- Mature trees planted around zip-line towers

Staff has added a condition of approval requiring that the cables for a zip-line be coated to limit noise from trolleys travelling down the cable.

Lighting

Per the applicant, no additional lighting is proposed with the zip line operation.

Wildlife Impacts

The proposal is not located in the Natural Resource Overlay or Scenic Resource Overlay. An extensive study of wildlife impacts has been undertaken in association with the Snow King Environmental Impact Statement (EIS). Results from that study are available to review as part of the Draft EIS document. Staff defers to the

pending Forest Service decision on possible alternatives for the Snow King Mountain Resort On-Mountain Improvements Project as it pertains to the overall impacts of the zip line.

Housing

No affordable housing mitigation is required as no year-round employees are being created by this proposal.

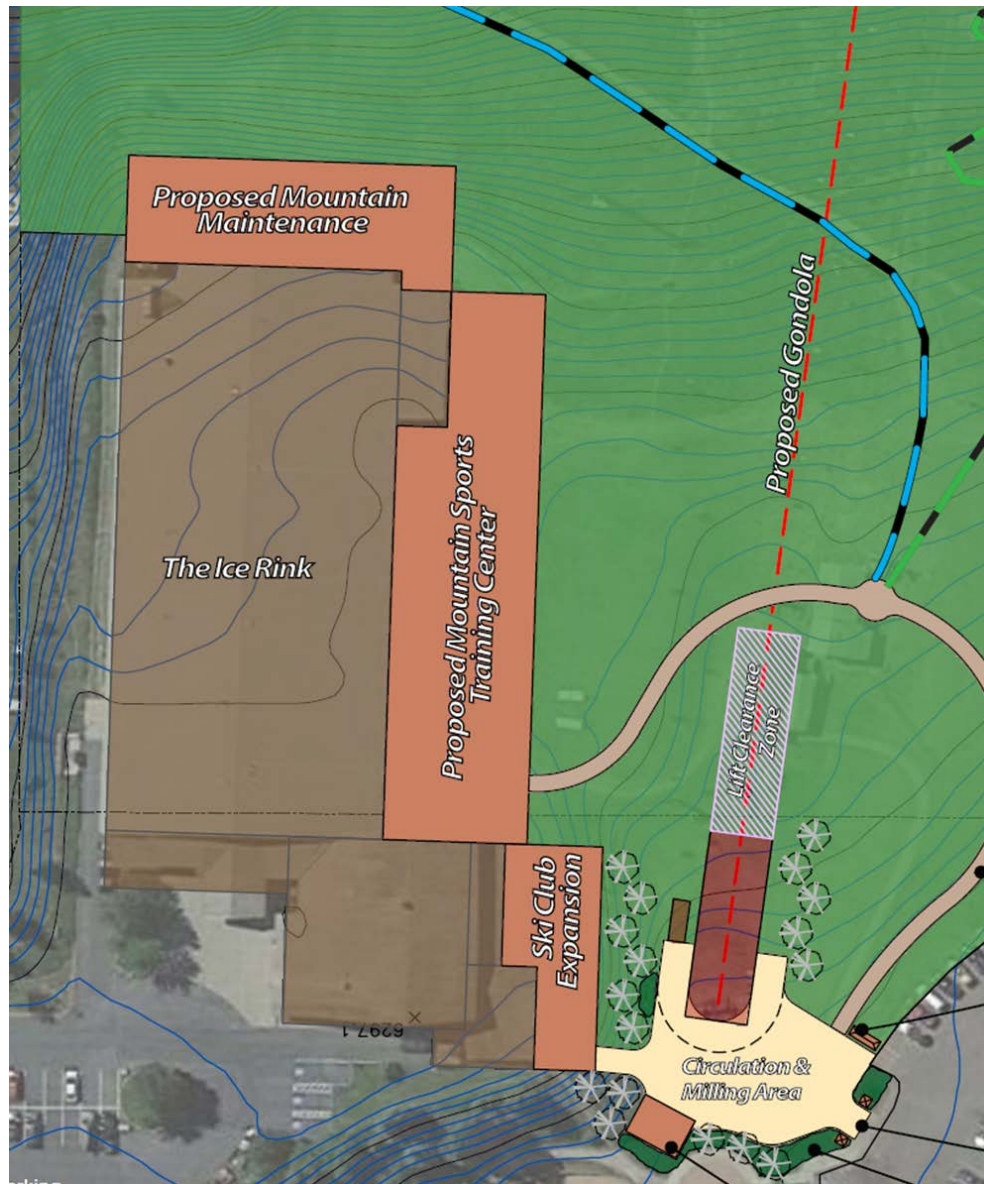
ITEM C – P19-129 PUMP HOUSE

Conformance with the Comprehensive Plan

This site is located in a transitional area of Town slated for significant redevelopment by the Comprehensive Plan. The pump house is located in District 2: Town Commercial Core: Subarea 2.1 Snow King Resort. Staff finds that the proposal is consistent with the desired character for the subareas as detailed in the Staff Findings section of this report.

Snow King Master Plan

Sub-Area #5 of Snow King Resort identifies the location behind the Snow King Sports & Event Center as the future location of an on-mountain maintenance facility for Snow King Mountain to service grooming and snowmaking equipment as well as house a pump house for snowmaking. The Master Plan anticipates that the building would be a maximum of two stories with the second level providing office space for mountain operations with roof design for this building either flat or pitched to accommodate the usage and best integrate with the existing building and hillside. At this point in time the applicant is only proposing the snow making pump house in this location as part of Phase 1 of improvements. Additional proposed phases/improvements in this Sub-Area include a Mountain Sports Training Center and Ski Club Expansion. Any future development or changes to approved development in this location will require separate approval from the Town and amended lease agreements where applicable. Staff has added a condition of approval requiring that access around the pump house shall be maintained in this location as part of Phase 1 and a Building Permit will be required. See the concept plan below for proposed improvements in this area.



Snow King Resort District Master Plan – West Portal and Phil Baux Park Concept Plan – July 2019

Utility – Conditional Use

Utility is listed as a Conditional Use in the Public/Semi Public (P-ToJ) zone, where the snow making pump house is partially located. The proposed pump house meets the requirements of Sec. 6.1.10.C Utility Facility. Per the LDRs, the standards for a utility facility requires that,

- b. All utility facilities shall be located and designed to minimize negative impacts on natural resources, designated scenic areas, agricultural operations, and residential development and uses. A landscaping plan, pursuant to Div. 5.5. shall be submitted that is designed to screen the utility as viewed from roads and habitable structures.*
- c. Utility facilities housing equipment shall be designed with as low a profile as possible. If the surrounding uses are residential, the building style shall be compatible with the surrounding land uses.*

Because the proposed snow making pump house is screened from view between the slope of the ski hill and the Snow King Sports and Event Center staff does not find that a landscape plan is required. Staff finds that the proposed pump house location will help ensure a low profile. The existing pump house is currently located next to the Summit lift and will be removed as part of this proposal creating greater relative open space near

the base area. Due to the fact that the relocation of the pump house is scheduled to occur when construction of the gondola commences, the Community Development Director has determined that the same expiration date established for the gondola CUP will be applied to the Utility CUP. This revised expiration date will be detailed in a future approval letter if the CUP is approved by Town Council.

Town Engineer Comments

The Town Engineer has provided detailed comments and conditions required for the proposed pump station item. Upgrades to the snow making facilities requires further review of more detailed water demand and use information including the following:

- Existing snow making areas and corresponding volumes of water used and in what timeframe. Identify the supply zone.
- Proposed snow making areas and proposed volumes of water needed and in what time frame. Identify the supply zone.
- Hydraulic analysis of the existing supply system including hydrant flow testing and calibration of the model.
- Hydraulic analysis for the system with upgrades to 10- or 12-inch pipe back to the Kelly Avenue Supply Line, or other relevant supply line.
- Hydraulic analysis that considers higher demands throughout the system (specifically high points in the system) and fire demands on the system during snow making operations.
- Provide a map showing velocities in pipes, pressures and demands at analyzed nodes. Identify the supply zone for the all of the snow making systems on the mountain.
- If approved, additional controls or line upgrades may be required to maintain adequate service to the town.

The Town Engineer has required that as part of Building and/or Grading Permit applications for the Gondola, Gondola Site, or Booster Pump Station, a complete geotechnical report commensurate with the degree of influence and hazard, including slope stability evaluations and/or analysis shall be provided and accepted. The final location of the proposed snow making booster pump station shall be coordinated with the Town Public Works and maintain access around the building. Specifically, the Town requires vehicular and equipment access to the ice rink cooling equipment area on the southeast corner. The Town Engineer is in the process of reviewing the additional materials provided by the applicant, with comments expected for the following Town Council meeting.

STAFF FINDINGS

Item A – P19-242 Gondola, Cougar Lift, and Lighting: Pursuant to Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations, the following findings shall be made for the approval of a Conditional Use Permit.

1. ***Compatibility with Future Character.*** *The proposed Conditional Use shall be compatible with the desired future character of the area.*

Subarea 2.1 Snow King Resort: This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the “Town Hill”, providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, in order to support the local tourism based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

Complies. Staff finds that the proposal is consistent with the above described visions for Subarea 2.1 as it supports the function of Snow King Mountain as a host of winter and summer recreational amenities. In addition, the new gondola facilities will help create a more visible and attractive base area along Snow King Avenue for residents and visitors alike. This is a transitional subarea and redevelopment is expected.

In addition, staff finds that the application should be reviewed for consistency specifically with subarea 2.2 Snow King and South Cache Corridors which states the following as the desired vision for the subarea:

Subarea 2.2 Snow King & South Cache Corridors: This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area. The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. In order to achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

Complies. Staff finds that the proposal is consistent with the above described visions for Subarea 2.2 as it improves the base area operations and aesthetics of Phil Baux Park with additional landscaping and screening which better integrates the lift operations into the park. This is a transitional subarea and redevelopment is expected in this location.

In addition, staff has analyzed this application for consistency with the Policy Objectives for District 2. Town Commercial Core as follows:

Common Value 1: Ecosystem Stewardship

Complies. The applicant has submitted relevant excerpts from the Draft EIS report which has thoroughly vetted the environmental impacts of the proposal.

Common Value 2: Growth Management

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing (District 2)

Not applicable.

4.1.d: Maintain Jackson as the economic center of the region

Complies. The proposed project will provide improved recreational amenities for visitors, residents, and emergency services at the mountain resort. Doing so will help to increase the vitality of the 'Town Hill' and maintain Jackson as the economic center of the region.

4.2.c: Create vibrant walkable mixed use subareas

Complies. The improved gondola loading area will be ADA accessible and improve the landscaping in Phil Baux Park by better integrating the lift facilities with the existing park landscaping.

4.2.d: Create a Downtown Retail Shopping District

Not applicable.

4.2.f: Maintain lodging as a key component in the downtown

Complies. New lift facilities will presumably entice more visitors to stay at Snow King Hotel and ski the resort.

4.4.b: Enhance Jackson gateways

Not applicable.

Policy 4.4.d: Enhance natural features in the built environment

Complies. The applicant is proposing enhanced landscaping at the base of the gondola to screen the lift from the rest of the park and better integrate lift facilities into the park landscape.

Common Value 3: Quality of Life

Policy 5.2.d: Encourage deed-restricted rental units

Not applicable.

6.2.b: Support businesses located in the community because of our lifestyle

Complies. Snow King Mountain has been in operation more or less since 1939.

6.2.c: Encourage local entrepreneurial opportunities

Not applicable.

6.3.a: Ensure year-round economic viability

Complies. The proposed gondola anticipates year round usage to support skiing, restaurant, and other mountain operations for Snow King Mountain Resort.

7.1.c: Increase the capacity for use of alternative transportation modes

Not applicable.

2. ***Use Standards.** The proposed Conditional Use shall comply with the use specific standards of Division 6.1.*

Complies. The proposed request complies with all the standards in Sec. 6.1.3.C, as demonstrated in the Staff Analysis above in this staff report. In addition, the proposed use is consistent with the Snow King Resort District Master Plan.

3. ***Visual Impacts.** The design, development, and operation of the proposed Conditional Use shall minimize the visual impact of the proposed use on adjacent lands.*

Complies. Staff finds that the proposal's design, development, and operation will minimize the visual impact of the proposed use on adjacent lands. The applicant has provided 3-dimensional renderings of the proposal. Increased lighting for night skiing has been reviewed as part of this application and requires Town Council approval for the 'complex' use in excess of 550,000 lumens.

4. ***Minimizes adverse environmental impacts.** The development and operation of the proposed Conditional Use shall minimize adverse environmental impacts.*

Complies. Staff finds that the proposed gondola facility will not have significant adverse impacts to wildlife habitat, water or air quality, or any other environmental resources.

5. ***Minimizes adverse impacts from nuisances.** The development and operation of the proposed Conditional Use shall minimize adverse impacts from nuisances.*

Complies, as conditioned. Staff finds that the proposed gondola facility will not have significant adverse impacts from nuisances, such as noise, light, vibration, dust, etc., subject to the limitations stated in the application and conditions of approval.

6. ***Impact on Public Facilities.** The proposed Conditional Use shall not have a significant adverse impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMT facilities.*

Complies. Staff finds that the proposal will have no significant adverse impact on public facilities.

7. ***Other Relevant Standards/LDRs.** The development and operation of the proposed Conditional Use shall comply with all standards imposed on it by all other applicable provisions of the LDRs and all other Town Ordinances.*

Complies. Staff finds that the proposed use, as conditioned, complies with other provisions of the LDRs and with all other Town Ordinances.

8. ***Previous Approvals.** The proposed Conditional Use shall be in substantial conformance with all standards or conditions of any prior applicable permits or approvals.*

Complies. The proposal is in substantial conformance with all standards and/or conditions of any prior applicable permits and approvals.

Item B – P20-128 Zip Line: Pursuant to Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations, the following findings shall be made for the approval of a Conditional Use Permit.

1. ***Compatibility with Future Character.*** *The proposed Conditional Use shall be compatible with the desired future character of the area.*

Subarea 2.1 Snow King Resort: This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the “Town Hill”, providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, in order to support the local tourism based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

Complies. Staff finds that the proposed zip line facility is a tourist amenity that supports the local tourist economy and is a desired characteristic in this subarea.

In addition, staff has analyzed this application for consistency with the Policy Objectives for District 2. Town Commercial Core as follows:

Common Value 1: Ecosystem Stewardship

Complies. The applicant has submitted a Draft EIS report which has thoroughly vetted the environmental impacts of the proposal and other development at Snow King Resort.

Common Value 2: Growth Management

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing (District 2)

Not applicable.

4.1.d: Maintain Jackson as the economic center of the region

Complies. The proposed zip line is a tourist amenity that supports the local tourist economy and is a desired characteristic in this subarea.

4.2.c: Create vibrant walkable mixed use subareas

Complies. The proposal is integrated into an area with existing recreational amenities and pedestrian improvements.

4.2.d: Create a Downtown Retail Shopping District

Not applicable.

4.2.f: Maintain lodging as a key component in the downtown

Complies. The proposed zip line facility is an amenity that supports the guest experience at Snow King Mountain Resort and in Jackson more generally.

4.4.b: Enhance Jackson gateways

Not applicable.

Policy 4.4.d: Enhance natural features in the built environment

Not applicable.

Common Value 3: Quality of Life

Policy 5.2.d: Encourage deed-restricted rental units

Not applicable.

6.2.b: Support businesses located in the community because of our lifestyle

Complies. Snow King Mountain Resort is the “Town Hill” providing recreational services to visitors and residents of Jackson alike.

6.2.c: Encourage local entrepreneurial opportunities

Not Applicable.

6.3.a: Ensure year-round economic viability

Complies. The summer amusement uses makes up a sizeable portion of Snow King Resort’s revenue and support year round operations.

7.1.c: Increase the capacity for use of alternative transportation modes

Not applicable.

2. ***Use Standards.*** *The proposed Conditional Use shall comply with the use specific standards of Division 6.1.*

Not Applicable. The proposed conditional use is subject to the Snow King Resort Master Plan, with which it complies.

3. **Visual Impacts.** *The design, development, and operation of the proposed Conditional Use shall minimize the visual impact of the proposed use on adjacent lands.*

Complies. Staff finds that the proposed zip line will have minimal visual impacts as it is located in an area with existing recreational development like the Cowboy Coaster.

4. **Minimizes adverse environmental impacts.** *The development and operation of the proposed Conditional Use shall minimize adverse environmental impacts.*

Complies. The applicant has submitted a Draft EIS report which has thoroughly vetted the environmental impacts of the proposal and developments across Snow King Resort.

5. **Minimizes adverse impacts from nuisances.** *The development and operation of the proposed Conditional Use shall minimize adverse impacts from nuisances.*

Complies, as conditioned. Staff finds that the proposed zip line will minimize adverse impacts from nuisances, such as noise, light, vibration, dust, etc. through the creation of an operational plan for amusement uses.

6. **Impact on Public Facilities.** *The proposed Conditional Use shall not have a significant adverse impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMT facilities.*

Complies. Staff finds that the proposal will have no significant adverse impact on public facilities.

7. **Other Relevant Standards/LDRs.** *The development and operation of the proposed Conditional Use shall comply with all standards imposed on it by all other applicable provisions of the LDRs and all other Town Ordinances.*

Complies. Staff finds that the proposed use, as conditioned, complies with other provisions of the LDRs and with all other Town Ordinances.

8. **Previous Approvals.** *The proposed Conditional Use shall be in substantial conformance with all standards or conditions of any prior applicable permits or approvals.*

Complies.

Item C – P20-129 Pump House: Pursuant to Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations, the following findings shall be made for the approval of a Conditional Use Permit.

1. **Compatibility with Future Character.** *The proposed Conditional Use shall be compatible with the desired future character of the area.*

Subarea 2.1 Snow King Resort: *This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the “Town Hill”, providing a host of winter and summer recreational amenities.*

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, in order to

support the local tourism based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

Complies. Staff finds that the proposed snow making pump house facility is a necessary component of resort operations specified in this subarea.

In addition, staff has analyzed this application for consistency with the Policy Objectives for District 2. Town Commercial Core as follows:

Common Value 1: Ecosystem Stewardship

Complies. The applicant has submitted a Draft EIS report which has thoroughly vetted the environmental impacts of changes to Snow King Resort.

Common Value 2: Growth Management

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing (District 2)

Not applicable.

4.1.d: Maintain Jackson as the economic center of the region

Complies. The proposed pump house is necessary for resort operations which supports the local tourist economy.

4.2.c: Create vibrant walkable mixed use subareas

Complies. The relocation of the pump house creates more open space adjacent to Phil Baux Park. This enhances Phil Baux Park and its integration with the surrounding land uses helping create a more vibrant walkable area.

4.2.d: Create a Downtown Retail Shopping District

Not applicable.

4.2.f: Maintain lodging as a key component in the downtown

Not applicable.

4.4.b: Enhance Jackson gateways

Not applicable.

Policy 4.4.d: Enhance natural features in the built environment

Complies. The relocation of the pump house creates more open space adjacent to Phil Baux Park thereby enhancing the natural features of the ski hill adjacent to the built environment.

Common Value 3: Quality of Life

Policy 5.2.d: Encourage deed-restricted rental units

Not applicable.

6.2.b: Support businesses located in the community because of our lifestyle

Complies. Snow King Resort is a local business and the snow making pump house is necessary for resort operations.

6.2.c: Encourage local entrepreneurial opportunities

Not Applicable.

6.3.a: Ensure year-round economic viability

Complies. The snow making pump house is necessary for resort operations.

7.1.c: Increase the capacity for use of alternative transportation modes

Not applicable.

2. ***Use Standards.*** *The proposed Conditional Use shall comply with the use specific standards of Division 6.1.*

Complies. The snow making pump house complies with Sec. 6.1.10.C - Utility use.

3. ***Visual Impacts.*** *The design, development, and operation of the proposed Conditional Use shall minimize the visual impact of the proposed use on adjacent lands.*

Complies. Staff finds that the proposed pump house will have minimal visual impacts as it is located in behind the Snow King Sports & Event Center.

4. ***Minimizes adverse environmental impacts.*** *The development and operation of the proposed Conditional Use shall minimize adverse environmental impacts.*

Complies. The relocation of the pump house in the proposed location has no known adverse environmental impacts.

5. ***Minimizes adverse impacts from nuisances.*** *The development and operation of the proposed Conditional Use shall minimize adverse impacts from nuisances.*

Complies. Staff finds that the proposed pump house will have no additional adverse impacts from nuisances, such as noise, light, vibration, dust, etc. beyond current operations.

6. ***Impact on Public Facilities.*** *The proposed Conditional Use shall not have a significant adverse impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMT facilities.*

Complies, as conditioned. Staff finds that the proposal will have no significant adverse impact on public facilities provided that the conditions the Town Engineer listed in the Departmental Reviews are met.

7. ***Other Relevant Standards/LDRs.*** *The development and operation of the proposed Conditional Use shall comply with all standards imposed on it by all other applicable provisions of the LDRs and all other Town Ordinances.*

Complies. Staff finds that the proposed use complies with other provisions of the LDRs and with all other Town Ordinances.

8. ***Previous Approvals.*** *The proposed Conditional Use shall be in substantial conformance with all standards or conditions of any prior applicable permits or approvals.*

Complies.

PLANNING COMMISSION

The applicant appeared before the Planning Commission on May 6, 2020, and June 3, 2020, where the Planning Commission recommended approval of all three items unanimously. At the May 6, 2020, meeting the Planning Commission focused on the cumulative impacts of the recreation operations on the east side of Snow King Mountain Resort, and the impact of noise and hours of operation from a proposed zip line and gondola. The Planning Commission requested a draft Operational Plan for their next meeting to address all of the existing and proposed recreational activities at Snow King Mountain Resort.

At the June 6, 2020, meeting the Planning Commission further discussed the draft operational plan and hours of operation. Commissioner Petri expressed reservations about the gondola being allowed to operate until 1:00 am on a regular basis for daily events. The Planning Commission did not define hours of operation beyond 9:00 pm, instead they propose that the applicant could amend their Conditional Use Permit(s) in the future if/when new uses are operational.

The Planning Commission discussed the cumulative impact of adding a zip line to existing recreation uses and questioned whether any additional zip lines on Forest Service property could be limited. The Commission is concerned about the cumulative impact of multiple zip lines including this one on private property but also additional zip lines on Forest Service property. The Commission expressed reservation at the ability to limit this one zip line but not the ability to limit zip lines on Forest Service property. The Commission decided against adding a condition that would limit Snow King to solely the zip line in question in this report. The Community Development Director told the Commission that the matter would be brought to Council's attention but that the Commission had the option of denying the zip line item as well if they could not make the findings. Ultimately, the Planning Commission recommended approval of the zip line item with a condition of approval requiring the applicant to formalize an agreement with the Aspen Hill Cemetery representatives prior to Town Council approval. Staff suggests that this condition be incorporated into a finalized operational plan, which has been done.

PUBLIC COMMENT

Staff has compiled all public comment letters to date on these items and attached them to this report. There has been extensive public comment related to the future of Snow King over the past many years. In addition, there is public comment pertaining to the proposed gondola and zip line that is attached to the staff report for Item P19-201: Snow King Resort District (SKRMA) Master Plan Amendment.

LEGAL REVIEW

Ongoing as required.

ATTACHMENTS

Snowmaking Info Supplement 2
Town Snow King Mountain Operational Plan
Applicant Supplemental Information Letter May 22, 2020
Applicant Supplemental Information Letter May 1, 2020
Applicant Supplemental Information Letter April 29, 2020
Applicant Submittal
Impacts of Snow King Operations on Cemetery May 8, 2020
Conceptual Redevelopment Plan for Phil Baux Park
Parks & Rec Comments on Phil Baux Park Improvements October 23, 2019
Parks & Rec Board Memo May 29, 2020
Parks & Rec Board Memo May 19, 2020
Departmental Reviews
Public Comment

RECOMMENDATIONS / CONDITIONS OF APPROVAL

Item A: The Community Development Director and Planning Commission recommends **approval** of a request for a Conditional Use Permit (CUP) to construct a gondola base facility in Phil Baux Park located at 100 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020, and the following conditions of approval:

1. The applicant shall reposition the gondola base facility approximately 10' to the west in order to relocate the gondola plaza and ticket booth to the east of the facility.
2. Bicycle parking for the gondola shall be provided with Building Permit submittal. The Pathways Director shall approve the location and type of bicycle parking.
3. A phased approach to re-landscaping the existing parking lot to reclaim the central portion of the lot shall be used. The party and financial responsibility of such improvements shall be determined by Lease Agreements.
4. All extra days and hours that exceed the established hours of operation for the gondola shall be provided to the Town annually for review by the Planning Department.
5. Prior to the submission of any associated development permit the applicant shall finalize and sign all associated leases with the Town of Jackson for the operation of the proposed development.

6. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.
7. The applicant shall provide the Snow King Code of Conduct to Town staff for review and approval within 30 days of Council approval. The applicant shall include implementation strategies for how said code will be provided to participants and enforced by the applicant.

Item B: The Community Development Director and Planning Commission recommends **approval** of a request for a Conditional Use Permit (CUP) to construct a zip line facility in Snow King Resort located at 402 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020, and the following condition of approval:

1. All extra days and hours that exceed the established hours of operation for outdoor recreation activities shall be provided to the Town annually for review by the Planning Department.
2. The cables for a zip-line shall be coated to limit noise from trolleys travelling down the cable.
3. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.
4. The applicant shall provide the Snow King Code of Conduct to Town staff for review and approval within 30 days of Council approval. The applicant shall include implementation strategies for how said code will be provided to participants and enforced by the applicant.

Item C: The Community Development Director and Planning Commission recommends **approval** of a request for a Conditional Use Permit (CUP) to construct a snow making pump house at 90 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020 and the following conditions of approval:

1. Access around the pump house shall be maintained in this location as part of Phase 1 and a Building Permit is required.
2. Prior to Town Council approval, the applicant shall address the Town Engineer's comments in the Departmental Reviews and provide all relevant materials required for review prior to the public hearing.
3. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.

SUGGESTED MOTIONS

Item A – Gondola, Cougar Lift, and Lighting: Based upon the findings as presented in the staff report and as made by the applicant for Item P19-242, I move to make findings 1-8 as set forth in Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations relating to 1) Compatibility with Future Character; 2) Use Standards; 3) Visual Impacts; 4) Minimizes adverse environmental impact; 5) Minimizes adverse impacts from nuisances; 6) Impact on Public Facilities; 7) Other Relevant Standards/LDRs; and 8) Previous Approvals for a Conditional Use Permit to **approve** a detached aerial tramway (gondola) base facility in Phil Baux Park, the relocation of the Cougar lift, and exterior lighting for night skiing as specified in

this staff report for the property located at 100 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020, and the following conditions of approval:

1. The applicant shall reposition the gondola base facility approximately 10' to the west in order to relocate the gondola plaza and ticket booth to the east of the facility.
2. Bicycle parking for the gondola shall be provided with Building Permit submittal. The Pathways Director shall approve the location and type of bicycle parking.
3. A phased approach to re-landscaping the existing parking lot to reclaim the central portion of the lot shall be used. The party and financial responsibility of such improvements shall be determined by Lease Agreements.
4. All extra days and hours that exceed the established hours of operation for the gondola shall be provided to the Town annually for review by the Planning Department.
5. Prior to the submission of any associated development permit the applicant shall finalize and sign all associated leases with the Town of Jackson for the operation of the proposed development.
6. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.
7. The applicant shall provide the Snow King Code of Conduct to Town staff for review and approval within 30 days of Council approval. The applicant shall include implementation strategies for how said code will be provided to participants and enforced by the applicant.

Item B – Zip Line: Based upon the findings as presented in the staff report and as made by the applicant for Item P20-128, I move to make findings 1-8 as set forth in Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations relating to 1) Compatibility with Future Character; 2) Use Standards; 3) Visual Impacts; 4) Minimizes adverse environmental impact; 5) Minimizes adverse impacts from nuisances; 6) Impact on Public Facilities; 7) Other Relevant Standards/LDRs; and 8) Previous Approvals for a Conditional Use Permit to **approve** a zip line facility located at 402 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020, and the following conditions of approval:

1. All extra days and hours that exceed the established hours of operation for outdoor recreation activities shall be provided to the Town annually for review by the Planning Department.
2. The cables for a zip-line shall be coated to limit noise from trolleys travelling down the cable.
3. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.
4. The applicant shall provide the Snow King Code of Conduct to Town staff for review and approval within 30 days of Council approval. The applicant shall include implementation strategies for how said code will be provided to participants and enforced by the applicant.

Item C – Pump House: Based upon the findings as presented in the staff report and as made by the applicant for Item P20-129, I move to make findings 1-8 as set forth in Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations relating to 1) Compatibility with Future Character; 2) Use

Standards; 3) Visual Impacts; 4) Minimizes adverse environmental impact; 5) Minimizes adverse impacts from nuisances; 6) Impact on Public Facilities; 7) Other Relevant Standards/LDRs; and 8) Previous Approvals for a Conditional Use Permit to **approve** a snow making pump house and associated infrastructure located at 90 East Snow King Avenue, subject to the department reviews attached to this staff report dated July 2, 2020, and the following conditions of approval:

1. Access around the pump house shall be maintained in this location as part of Phase 1 and a Building Permit is required.
2. Prior to Town Council approval, the applicant shall address the Town Engineer's comments in the Departmental Reviews and provide all relevant materials required for review prior to the public hearing.
3. The expiration date for this Conditional Use Permit shall be 2 years from the date of approval unless the use has been commenced or a physical development permit has been issued and is active for physical development needed to commence the use.