

**CITY COUNCIL
STAFF REPORT**

DATE: February 4, 2014
FROM: PLANNING DEPARTMENT
SUBJECT: PUD-1-83m.3 – MODIFICATION OF COEUR D’ALENE RESORT PUD
LOCATION: 6.5 ACRES KNOWN AS THE COEUR D’ALENE RESORT

Applicant:
Hagadone Hospitality Co.
P.O. Box 6200
Coeur d’Alene, ID

DECISION POINT:

JRB Properties LLC on behalf of Hagadone Hospitality is requesting approval of a modification of the Coeur d’Alene Resort Planned Unit Development (PUD).

A. The following summarizes requested modifications to the "Coeur d’Alene Resort PUD":

1. Remove the circular parking lot and replace with landscaped open space;
2. Remove certain walkways and add new walkways;
3. Remove the existing 8’ wide sidewalk along Sherman Avenue and the 8’ wide Centennial Trail and replace both with a single 14’ wide sidewalk along Sherman Avenue;
4. Modify vehicular access to the site;
5. Reduce the on-site bus loading area;
6. Changes in landscaping areas;
7. Remove street trees along Sherman Avenue, 2nd Street and Front Avenue; and
8. Add former railroad right-of-way into the PUD.

GENERAL INFORMATION:

A. Application of PUD to Development Standards:

Municipal Code Section 17.07.245 (B) provides that an applicant may request to modify the following standards through the PUD process:

1. Any provision pertaining to site performance standards including, but not limited to, height, bulk, setback or maximum dimensions of any facility.
2. Any provision establishing buffering, landscaping or other similar requirements pertaining to site design.

3. Any provision pertaining to the minimum or maximum dimensions of any lot(s).
4. Any provision pertaining to the type of facility allowed (i.e., multi-family residential versus single-family detached).
5. Any provision pertaining to sign regulations.
6. Any provision in titles 12 and 16 of this code regarding streets and sidewalks.*
7. Any provision pertaining to off street parking and loading except that required parking spaces shall be located within two hundred feet (200') of the building containing the living units.

*Staff has interpreted this provision to include modifications to street tree standards, which are contained in Chapter 12.36 of Title 12.

B. Overview:

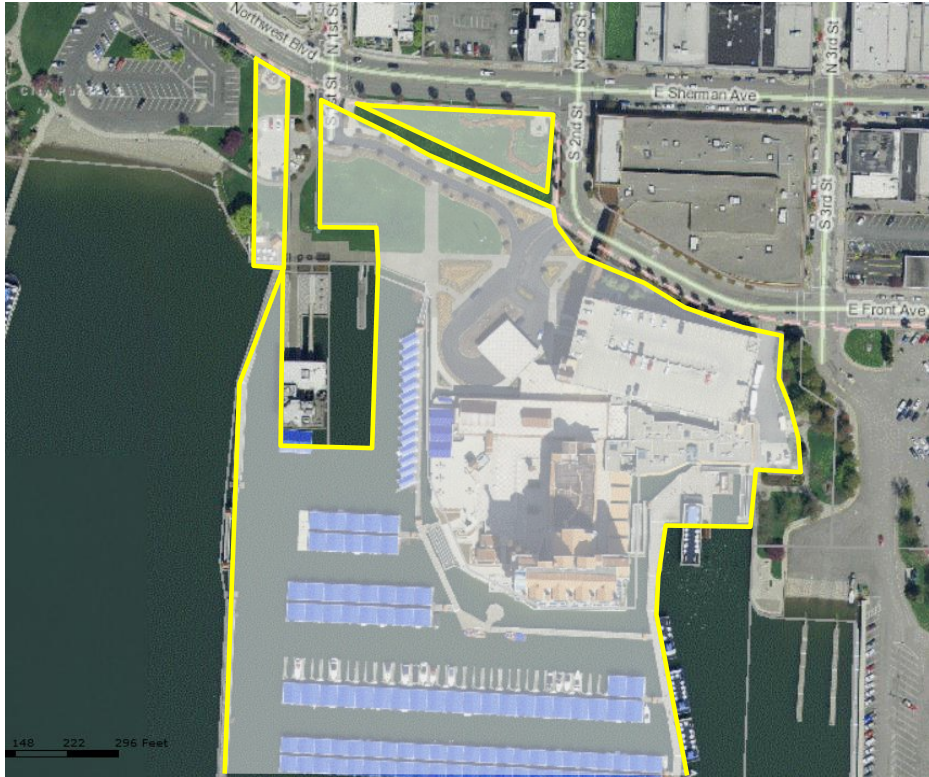
The original Coeur d'Alene Resort PUD was approved in 1983 and revised in 1994 and 1996. The 1996 revision approval resulted in the plaza and Front Avenue design that exists today.

The purpose of the current request is to modify the development's street tree, Centennial Trail and walkways for the plaza and Front Street as part of a larger project off the PUD site that reconfigures the design of the resort's access and the change of character for Front Street,

Aerial of Site:

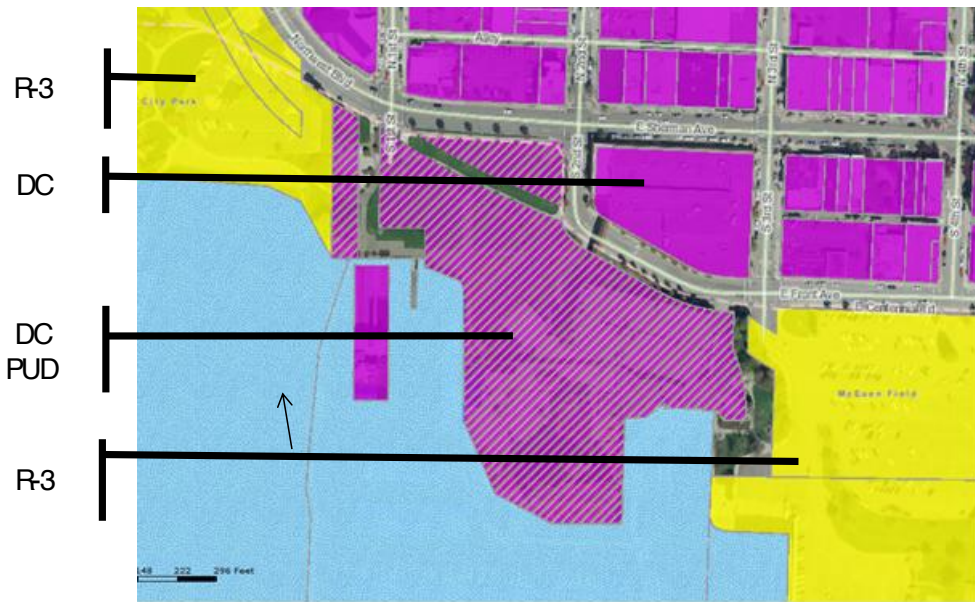


Existing PUD Boundary:

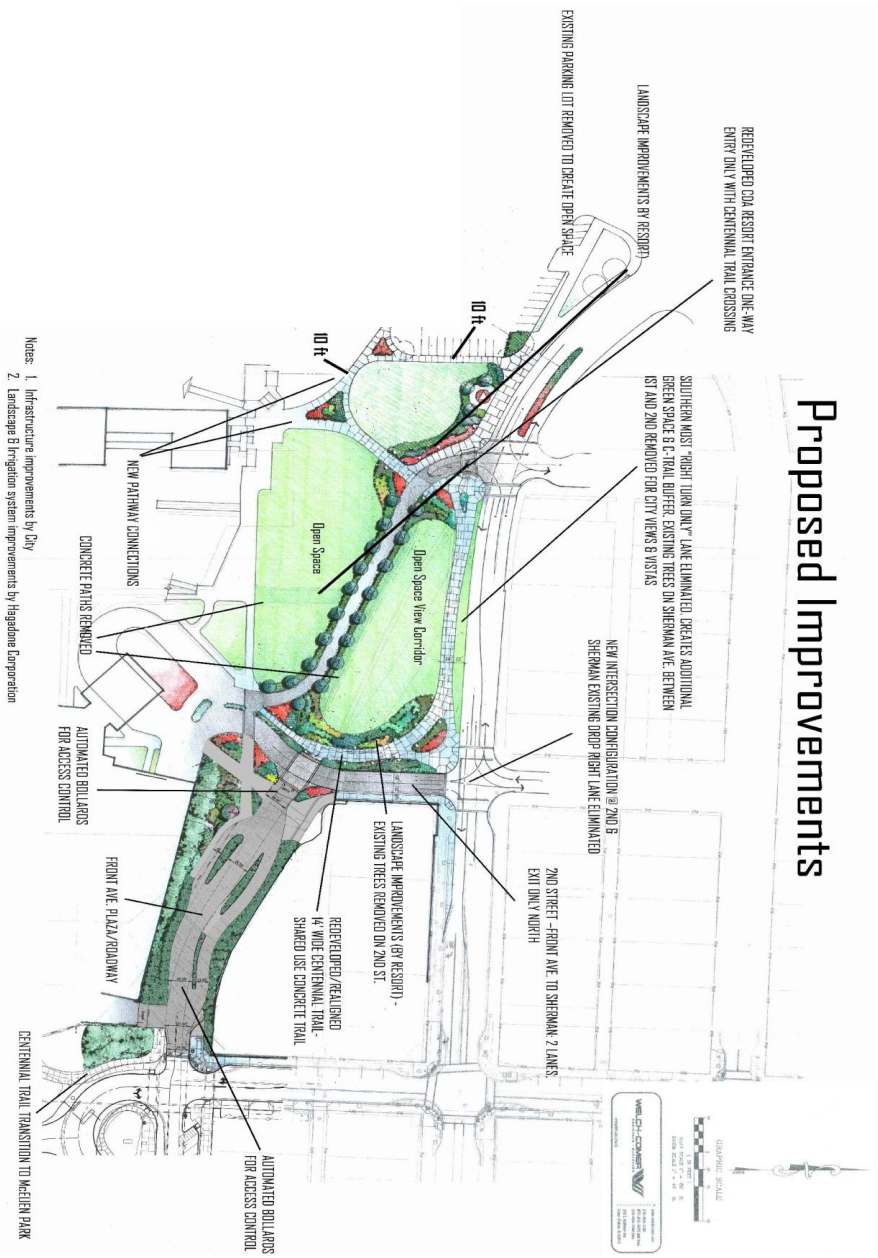


Existing Zoning:

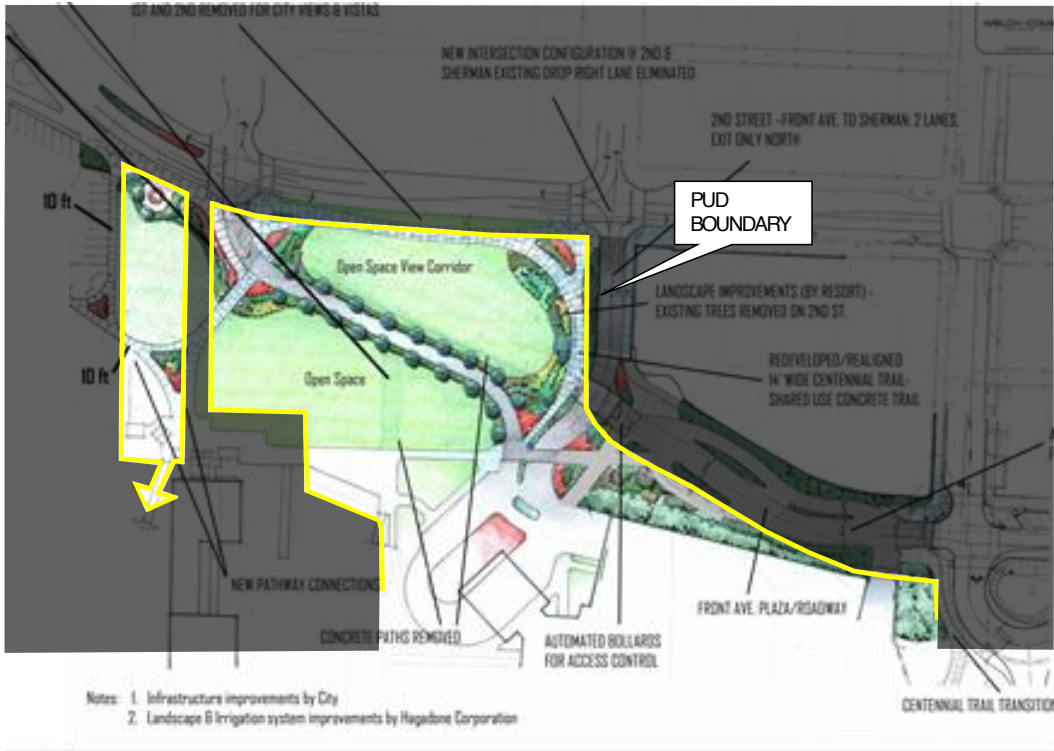
The zoning pattern (see zoning map) in the surrounding area shows R-3, DC, and the Resort's PUD overlay zoning.



Overall context map:



PUD context map:



NOTE: The City Council's review is limited to the design features within the PUD boundaries. The design features outside of the PUD boundary are provided only to give context.

Land Use: Downtown Coeur d'Alene



PUD FINDING ANALYSIS:

Finding #B8: The proposal is in conformance with the comprehensive plan.

2007 Comprehensive Plan designation - Stable Established – Downtown

Stable Established Areas

These areas are where the character of neighborhoods has largely been established and, in general, should be maintained. The street network, the number of building lots and general land use are not expected to change greatly within the planning period.

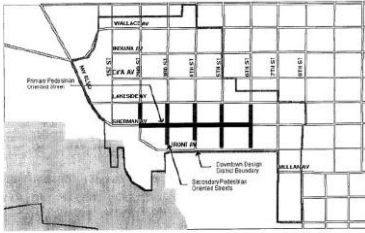

Downtown Coeur d'Alene Tomorrow

Downtown Coeur d'Alene is envisioned to have the highest intensity uses for retail, office, residences, and hotels contained within low-rise, mid-rise and high-rise buildings. The city will continue to encourage urban mixed-use, pedestrian-friendly development using both private and public investment. The city seeks to provide an atmosphere of sustainable quality in growth designed to give locals and tourists alike a multitude of choices for recreation, commerce, and entertainment.

The characteristics of Downtown Coeur d'Alene will include:

- That major public spaces and buildings anchor this district with shops and restaurants located along key streets.
- That parking is increasingly located within structures.
- Partnering with existing groups to coordinate exceptional development.
- Producing a concentration and a mixture of viable commercial, office, retail, residential, and public uses.
- Developing a downtown that supports pedestrian movement and use of public transit.
- Retaining existing civic uses and encourage new government services, and state, county, and federal functions.
- Creating a distinct, strong identity for downtown.

Downtown Core Special Area

Page 30	The City of Coeur d'Alene	
<p>Special Areas: Areas of Coeur d'Alene Requiring Unique Planning</p>		
<p>Downtown Core Downtown Coeur d'Alene is the historic center of a growing metropolitan area with much of its original turn-of-the-century masonry architecture intact. The downtown core functions as a multi-use center with people living, walking, shopping, running errands, and enjoying restaurants. It is a social center as well, with people strolling, window shopping, meeting friends, and socializing.</p> <p>Promoting an attractive mixed-use atmosphere, our downtown maintains its unique ambiance while retaining its pedestrian-friendly pathways. Progressive rather than restrictive codes allow flexibility to local and incoming business/developers, maintaining and increasing what makes Coeur d'Alene one of the most livable cities in the USA.</p> <p>Downtown Design Standards: Following extensive public comment and participation, Coeur d'Alene has adopted an ordinance that controls the height, bulk, and design of buildings located in the Downtown Core (DC) zone district. The purpose of these development regulations is to create a distinct, strong identity for the downtown core, while preserving a civic heart for Coeur d'Alene.</p>	<p>Design Guidelines: New construction and redevelopment located within this designated area must conform to our Design Guidelines. The purpose of these guidelines is to encourage high intensity, pedestrian-oriented retail, service, and residential use, and to protect public views, while preserving property values and character.</p> <p>Policy:</p> <ul style="list-style-type: none"> • Promote a strong, vibrant downtown through increased housing, shops, restaurants, cultural, and entertainment opportunities. <p>Methods:</p> <ul style="list-style-type: none"> • We will work in conjunction with the Lake City Development Corporation (LDC) and apply applicable codes to ensure compatible and appropriate growth. • Employ downtown development standards and design guidelines. • Provide structured parking in downtown when opportunity exists. <p>Related Objectives:</p> <ul style="list-style-type: none"> • 1.03, 1.04, 1.05, 1.06, 1.07, 1.08, 1.09, 1.11, 1.12, 1.13, 1.14, 1.16, 1.18, 2.01, 2.02, 2.03, 2.04, 2.05, 2.06, 3.08, 3.10, 3.11, 3.12, 3.13, 3.14, 3.15, 3.17, 4.06 	 <p style="text-align: center; font-size: small;">Downtown Coeur d'Alene Core (illustrative only)</p>  <p style="text-align: center; font-size: x-small;">Sherman Avenue streetscape</p>

Downtown Core Special Area Significant policies:

Objective 1.03

Waterfront Development:

Encourage public and private development to incorporate and provide ample public access, both physical and visual, to the lakes and rivers.

Objective 1.04

Waterfront Development:

Provide strict protective requirements for all public and private waterfront developments.

Objective 1.05

Vistas:

Protect the key vistas and view corridors of the hillsides and waterfronts that make Coeur d'Alene unique.

Objective 1.06

Urban Forests:

Enforce minimal tree removal, substantial tree replacement, and suppress topping trees for new and existing development.

Objective 1.07

Urban Forests:

Restrict tree removal in city rights-of-way and increase tree planting in additional rights-of-way.

Objective 1.09

Parks:

Provide an ample supply of urbanized open space in the form of squares, beaches, greens, and parks whose frequent use is encouraged by placement, design, and access.

Objective 1.11

Community Design:

Employ current design standards for development that pay close attention to context, sustainability, urban design, and pedestrian access and usability throughout the city.

Objective 1.16

Connectivity:

Promote bicycle and pedestrian connectivity and access between neighborhoods, open spaces, parks, and trail systems.

Objective 2.01

Business Image & Diversity:

Welcome and support a diverse mix of quality professional, trade, business, and service industries, while protecting existing uses of these types from encroachment by incompatible land uses.

Objective 2.04

Downtown & Neighborhood

Service Nodes:

Prioritize a strong, vibrant downtown and compatible neighborhood service

Objective 2.05

Pedestrian & Bicycle

Environment:

Plan for multiple choices to live, work, and recreate within comfortable walking/biking distances.

Objective 2.06

Cooperative Partnerships:

Encourage public/private partnerships to procure open space for the community while enhancing business opportunities.

Objective 3.14

Recreation:

Encourage city-sponsored and/or private recreation facilities for citizens of all ages. This includes sports fields and facilities, hiking and biking pathways, open space, passive parks, and water access for people and boats.

Coeur d'Alene Bikeways Plan:

MISSION:

The essence of the City bicycle plan is to provide bike lanes on arterial and major collector streets to provide direct, continuous, and convenient transportation access to all parts of the community.

GOAL:

The plan should be used to require dedication of right-of-way with land partitions or street construction with all new subdivisions, roadway improvement projects and wherever possible with land use applications.

This practical solution will provide bicycles and pedestrians with access into all residential, commercial and industrial areas of the community thereby encouraging use of bicycles for all type of trips, to decrease reliance on the automobile and to provide low cost transportation options for people without cars – the young, the elderly, the poor and the disabled. To coordinate the City of Coeur d'Alene Bicycle Plan with other cities, districts and state agencies to develop a regional network of bicycle transportation facilities.

The applicant has provided a plan that modifies the pedestrian and bicycle traffic on and through the site.

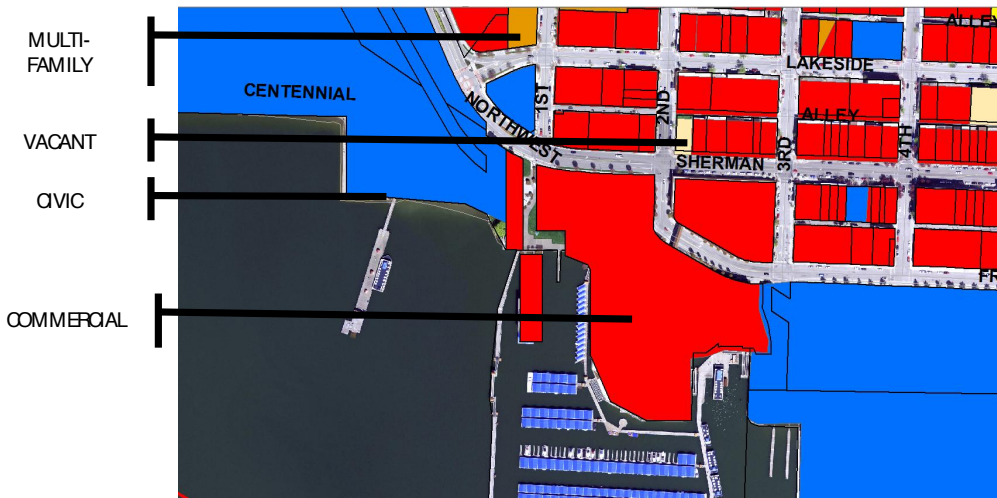
Evaluation: The City Council must determine, based on the evidence before them, whether the Comprehensive Plan policies do or do not support the request. Specific ways in which the policy is or is not supported by this request should be stated in the finding.

Finding #B9: The design and planning of the site is compatible with the location, setting and existing uses on adjacent properties.

The Coeur d'Alene Resort development was designed and developed as a destination resort that focuses primarily on waterfront access with secondary access to the Sherman Avenue commercial core.

The applicant's attached narrative provides further observations about the design and planning.

C. Generalized GIS land use:



Urban Forestry

The Urban Forestry Committee has approved the concept of removing the red maple street trees within the PUD along Sherman Ave. and 2nd Street without replacement trees being planted. For the street trees on the north side of Sherman Ave. that the applicant references in its application, the Urban Forestry Committee has likewise approved the concept of removing the trees but the applicant will need to submit a formal application to the Committee and replacement street trees will most likely be required by the city code. Katie Kosanke, Urban Forestry Coordinator

Evaluation: The City Council must determine, based on the evidence before them whether the design and planning of the site is compatible with the location, setting and existing uses on adjacent properties

Finding #B10: C. The proposal is compatible with natural features of the site and adjoining properties

The subject property is relatively flat developed property and has no physical features that need to be preserved or that would minimize development of the proposed improvements.

Evaluation: The City Council must determine, based on the evidence before them, whether the physical characteristics of the site make it suitable for request at this time.

Finding #B11: D. The location, design, and size of the proposal are such that the development will be adequately served by existing streets, public facilities and services.

Wastewater Department:

Public sewer is available and of adequate capacity to support this project. Mike Becker, Utility Project Manager

Water Department:

The property is currently adequately served by a 12" main in Front Avenue and 12" and 6" mains extended within public utility easements in the park area and 1st St ROW to the northwest of the Resort. The proposed changes do not change the adequacy of the water service. The Water Department requires that all mains will be under asphalt or concrete for maintenance access and purposes. Terry W. Pickel, Assistant Water Superintendent

Engineering Department:

Since the proposed action is only impacting the Resort proper (the area between the westerly boundary and the westerly r/w of 2nd St), and not affecting the areas of 2nd Street or Front Avenue, Engineering has no comments or issues to address. Chris Bates, Engineering Project Manager

Trails

The applicant proposes to replace the existing 8' wide Centennial Trail and the existing 8' wide sidewalk along Sherman Avenue with a single 14' wide sidewalk along Sherman Ave and 2nd Street. The 2010 Coeur d'Alene Trails and Bikeways Master Plan establishes a minimum width for a Class 1 bikeway (separated from roadways) of 10 feet with a 12 or wider width being more desirable to ensure adequate room for multiple uses. The Plan states:

Class I trails, or multi-use paths, are paved, non-motorized facilities separated from motor vehicle

traffic by an open space or barrier, either within the road right-of-way or within an independent right-of-way. These are typically used by pedestrians, joggers, skaters, and bicyclists as two-way facilities. Multi-use paths are appropriate in corridors not well served by the street system (if there are few intersecting roadways), to create short cuts that link origin and destination points, and as elements of a community trail plan. Shared-use paths should be thought of as a complimentary system to off-road transportation and not used to preclude on-road facilities, but rather to supplement them. Typically, bike paths are a minimum of 10 to 12 feet wide, with an additional graded area maintained on each side of the path. A 14 to 16 foot wide path is preferable to a smaller trail as it helps to avoid congestion and user conflicts.

The Pedestrian/Bicycle Committee considered this proposal on July 17, 2013. Concerning PUD elements, the Committee requested that where the trail enters the Resort PUD from Front Ave (at 2nd Street), the curve to the north along 2nd Street should have a gentler radius. Monte McCully, Trails Coordinator.

Fire

There were no requirements/comments pertaining to the PUD portion of the design

Evaluation: The City Council must determine, based on the evidence before them, that public facilities and utilities are or are not available and adequate for the proposed use.

E. The proposal provides adequate private common open space area, as determined by the commission, no less than ten percent (10%) of gross land area, free of buildings, streets, driveways or parking areas. The common open space shall be accessible to all users of the development and usable for open space and recreational purposes.

OPEN SPACE:

The existing development provides open space that includes landscaped areas and a number of pedestrian walkways that are accessible to the public, including a 12-foot floating walkway/breakwater. With the addition of the circular parking lot, the open space provided on land is 2.15 acres or 33% of the land area.

Evaluation: The City Council must determine that the open space is accessible to all users of the development and usable for open space and recreational purposes.

Finding #B8F: Off street parking provides parking sufficient for users of the development.

The existing PUD has a 550-space parking garage. The proposed change would replace the ten space circular parking lot with landscaping. Approximately three (3) of those ten (10) spaces are located on the First Street ROW. Removal of these spaces does not affect the Coeur d'Alene Resort's ability to meet parking requirements. The circular parking lot was programmed to be removed if a restaurant approved in the original PUD was ever constructed.

Evaluation: All uses within the development have complied with on-site parking requirements.

Finding #B8G: That the proposal (does) (does not) provide for an acceptable method for the perpetual maintenance of all common property.

A development agreement was established with the original PUD to maintain all common property.

PROPOSED CONDITION:

1. Where the new Centennial Trail enters the Resort PUD from Front Ave (at 2nd Street), the curve to the north along 2nd Street should have a gentler radius.
2. The restaurant or other facility in the vicinity of the boardwalk/boardwalk bar cannot be constructed and is removed from the improvements authorized by the PUD.

Ordinances and Standards Used In Evaluation:

Comprehensive Plan - 2007.
Coeur d'Alene Trails and Bikeways Master Plan
Municipal Code.
Idaho Code.
Wastewater Treatment Facility Plan.
Water and Sewer Service Policies.
Urban Forestry Standards.
Transportation and Traffic Engineering Handbook, I.T.E.
Manual on Uniform Traffic Control Devices.

ACTION ALTERNATIVES:

The Planning Commission must consider these requests and make appropriate findings to approve, deny or deny without prejudice. The findings worksheets are attached.

М-Ч-РАД-О-ЧУД

**NARRATIVE IN SUPPORT OF APPLICATION FOR
AMENDMENT TO DEVELOPMENT PLAN FOR
THE COEUR D'ALENE RESORT PUD**

BACKGROUND

Application is being made by Hagadone Hospitality Co. for amendment to the approved development plans for the Coeur d'Alene Resort Planned Unit Development (the "Resort PUD") to accommodate changes in circulation for motor vehicles, bicycles and pedestrians in conjunction with the re-development of McEuen Park, and the decision by the Coeur d'Alene City Council to limit vehicular access, and enhance pedestrian circulation, along Front Avenue between 2nd and 3rd Streets.

In addition, it should be noted that since the last amendment to the PUD, the applicant has acquired title to the former railroad right of way through the Resort property. The legal description provided as a part of this application no longer excepts that right of way, and therefore it is also requested that the PUD be amended to include that former railroad right of way as within the PUD boundaries.

The Resort PUD was originally approved in 1983, resulting in a Development Agreement between the property owner and the City of Coeur d'Alene which allowed for the construction of an eighteen (18) story tower in exchange for preservation of a significant amount of open space and green space for the benefit of the public. With the enlargement of the open space, views and vistas, primarily of Lake Coeur d'Alene from the adjacent downtown core along Sherman Avenue, were enhanced and preserved. Public enjoyment of the waterfront was further enhanced by the construction of the floating boardwalk.

Subsequent amendments to the development plan included improvements to the grounds and public spaces, following the underlying premise of preserving and enhancing views and vistas. Over the years, the goals of enhancing the public views and vistas, as well as public use of the waterfront via the floating boardwalk, have been largely achieved. Events such as the 4th of July fireworks and Christmas lighting ceremonies often involve crowds from 15,000 to 30,000 people. An electronic counter has recorded in excess of 1,000,000 pedestrians each year walking the boardwalk.

Over the past three (3) years, The City engaged in extensive planning and design work for the redevelopment of McEuen Park. In May of 2011, the City Council approved a master plan that included a strong pedestrian corridor through the Resort grounds, allowing users a real connection between City Beach and the new McEuen Park. While that concept was initially abandoned in favor of retaining the existing vehicular traffic flow, it was resurrected during discussions of the Local Improvement District for Front Street improvements from 2nd Street to 7th Street. In January of this year, the City Council revisited the concept of removing vehicular traffic from Front Avenue between 2nd and 3rd Streets. This was strongly supported by staff, with concerns for safety over conflicts between pedestrian and vehicular use as this portion of

NARRATIVE - 1

Front Street becomes the focal point for pedestrian flow from the new McEuen Park, through the Resort grounds, to City Beach and beyond. Traffic studies showed that the impacts from the closure of Front Street to general vehicular traffic between 2nd and 3rd Street could be mitigated through relatively simple modifications to 3rd Street, and the Resort committed to paying for the improvements to Front Avenue between 2nd and 3rd Street *over and above* its assessment for the LID.

PROPOSED AMENDMENTS

As noted, the changes within the PUD boundaries which are the subject of this application are intended to accommodate the changes in circulation resulting from the elimination of general vehicular traffic along Front Avenue between 2nd and 3rd Streets, and the enhancement of pedestrian and bicycle circulation through that area. If this amendment to the PUD is approved, completion of the improvements within the PUD will be contingent upon corresponding improvements or modifications by the City to the public rights of way affected by the closure, including Front Avenue between 2nd and 3rd Streets, 2nd Street from Front Avenue to Sherman, along Sherman Avenue fronting the Resort, and in the area of the clock tower. The conceptual improvements outside of the PUD boundaries are shown for illustrative purposes on the attached site plan, although the City is still in the process of finalizing its improvement plans for those areas. The plan for all of the improvements has been developed under the guidance and recommendations of staff and the City's design team. The City Engineer has carefully coordinated the new traffic flows and loads created with the redevelopment of McEuen Park. The City's Parks Director and Planning Director have provided in put in order to coordinate with short term and long term master plans. Staff has met with and consider the input from the Centennial Trail and Urban Forestry committees as well.

The fundamental principles of the original PUD enhancing view and vistas have guided the effort. Open spaces will be enhanced and enlarged. Trees that were originally planted will be removed, opening up even better views of the lake and mountains. Current paved areas will be taken out and replaced with landscaped areas of lawns and planting beds. Other planted areas will be significantly enlarged. The Centennial Trail through the Resort property will be improved from a shared 6' – 8' wide trail to a 14' wide shared trail.

The changes will further accommodate not only the increase in pedestrian traffic with the Resort's planned 200 room addition at the west end of the Resort Shops, as well as developments that have been rumored to be on the drawing board by other property owners in the vicinity. While the exact date of the expansion is unknown at this time, it is estimated the Resort's planned expansion alone would add 300-400 new pedestrians to the area. The new design has been engineered to accommodate this increase in public and pedestrian use between McEuen Park, through the Resort, to City Beach and beyond.

PHYSICAL LAND ALTERATIONS

The physical land alterations are generally depicted on the site plan provided as a part of this application. The actual changes to the lands within the PUD being requested by this application are fairly nominal. No structural or utilities changes are proposed. Grades will be

substantially the same, with some slight cuts and fills to accommodate the re-routing of the Centennial Trail. The existing frontage trees along the south side of Sherman Avenue will be removed (and, while not a part of this application, the Urban Forestry committee has also approved the concept of removing the trees along the north side of Sherman Avenue as well). The circular parking area off of the 1st Street right of way will be taken out, and replaced with .2 acres of additional lawn and landscaping. Sections of the city right of way along 2nd Street and Sherman Avenue will become open green space, allowing for the enlargement of the Centennial Trail from a 6'-8' wide trail to a new shared 14' wide trail. The new green space and landscaping to be installed, along with street and path lighting, up-lighting of trees, benches and other features, will fit with the overall quality and character of the Resort property, creating an outstanding community focal point for years to come.

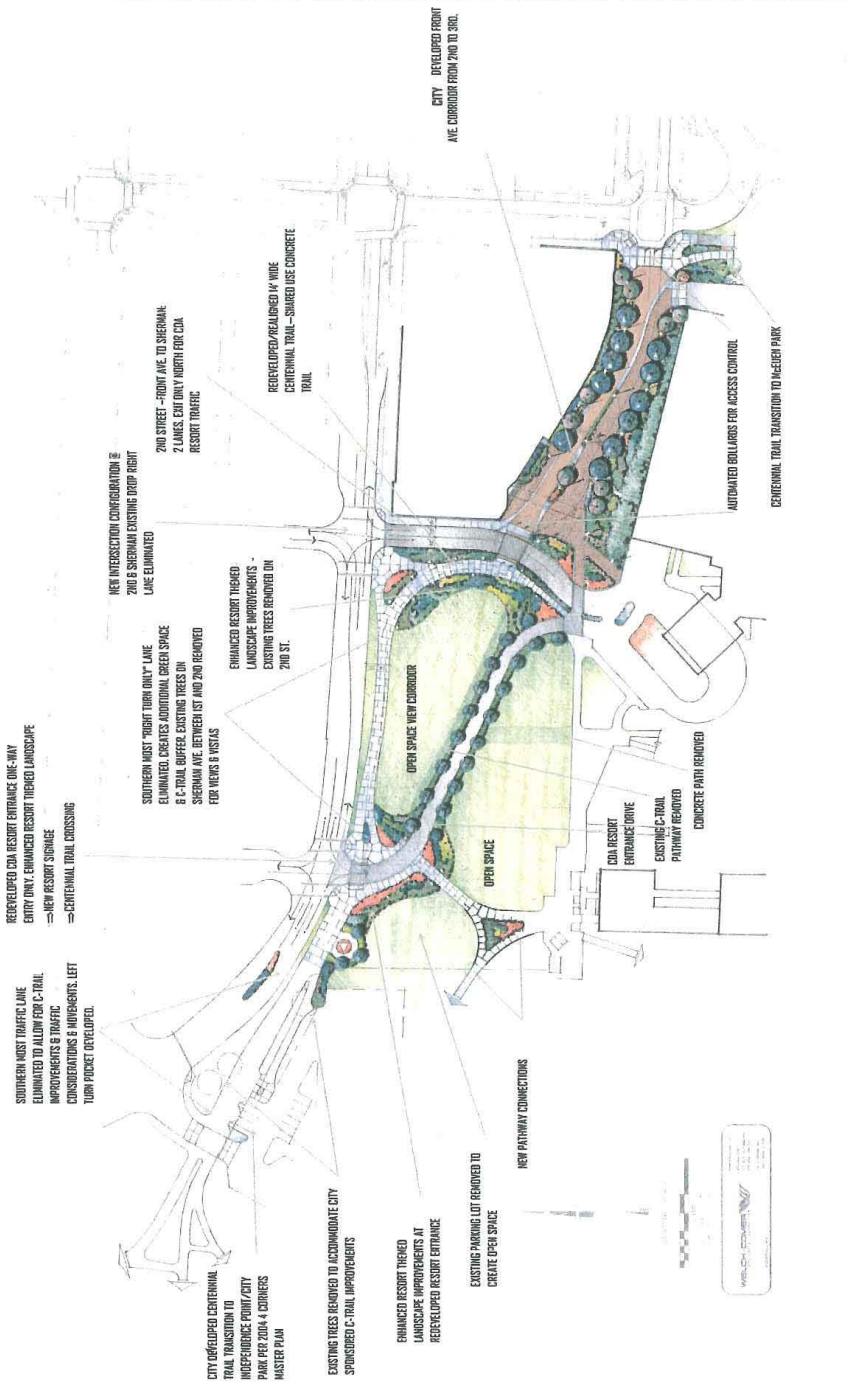
PRELIMINARY DEVELOPMENT SCHEDULE

All work will be completed according to the City's schedule, coinciding with the completion and final opening of McEuen Park in the spring of 2014. As noted previously, this amendment relates to work within the PUD boundaries, completion of which is contingent upon corresponding improvements or modifications to be made by the City in the public rights of way.

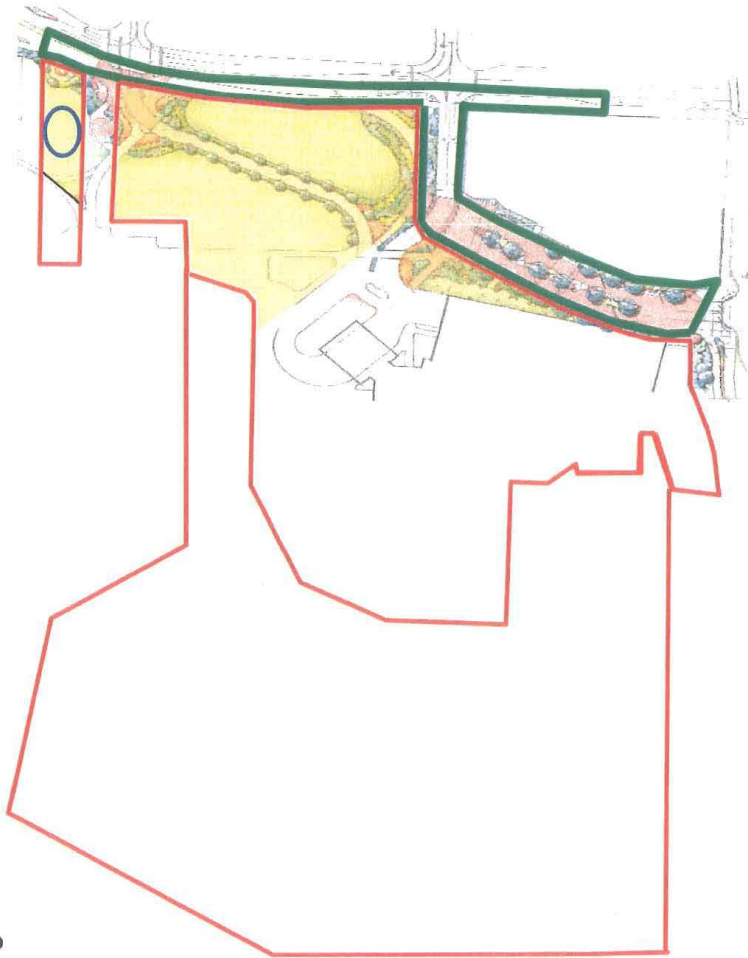
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NARRATIVE - 3

Proposed Improvements

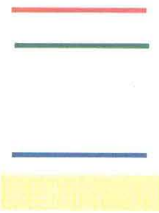


PUD BOUNDARY MAP



LEGEND

- 2a Existing PUD Boundary
- 2b Front Ave, 2nd Street, and Sherman Avenue Improvements
- 2c No change to building locations and dimensions
- 2d No change to building uses
- 2e Additional 0.2 acres of public use open space
- Existing 1.95 ac of public use open space
- 2f Landscaping shown. No change to water and sewer services.



Applicant: JRB Properties, LLC
Location: Coeur d'Alene Resort
Request: Modification of Coeur d'Alene Resort PUD
QUASI-JUDICIAL (PUD-1-83m.3)

Deputy City Attorney Wilson presented the staff report and answered questions from the Commission.

Engineering Services Director Dobler stated that the Centennial Trail Foundation wrote a letter stating that they would like the proposed trail that runs in front of the resort to be widened to 16 feet. He explained that he disagrees with that recommendation based on statics taken from a ped/bike trails manual indicating that 14 feet will help slow down the bikes that use the trail. He added that downtown is congested and is concerned with the safety of the people who use the sidewalk.

Commissioner Luttrupp inquired if the circular parking lot was approved with the original Planned Unit Development (PUD).

Deputy City Attorney Wilson stated that the applicant is present and can answer that question.

Commissioner Luttrupp inquired why the applicant is requesting that the railroad right-of-way be included in this request.

Deputy City Attorney Wilson explained that since the last amendment to the PUD, the applicant acquired title to the former rail road right-of-way and that the property should be included in this amendment.

Commissioner Evans stated that she recently attended the Parks Commission workshop and included a discussion was on how to connect the open spaces within the city. She questioned if the applicant has any thoughts on how to accomplish this.

Public testimony open:

John Barlow, applicant, explained a brief history on the Coeur d'Alene Resort, that was approved in 1983, that detailed the many changes this property has endured. He stated that that they were approved years ago to build an eighteen story tower in exchange for preservation of a significant amount of open-space and green-space for public benefit. He added that the goal has always been for the applicant to maintain the views and vistas for the public to enjoy.

He stated that for the past three years, the city has been developing the plan for McEuen Park and in May of 2011, the City Council approved a master plan that included a pedestrian corridor through the resort grounds, allowing users a real connection between the city beach and McEuen Park.

He commented that in January 2013, the city revisited the concept of removing traffic from Front Avenue between 2nd and 3rd Streets. This idea was supported by staff and the applicant committed to paying for the improvements to Front Avenue between 2nd and 3rd Street.

He discussed the modifications to be approved and explained why the small parking lot will be removed and replaced with landscaping and lawn. The parking lot was constructed with plans for a restaurant onsite which did not happen and why the parking lot will be removed. He stated that the existing frontage trees along the south side of Sherman Avenue will be removed and after a meeting with the Urban Forestry Committee, also approved the removal of the trees along the north side of Sherman Avenue.

Commissioner Luttrupp inquired if the removed trees would be replaced.

Mr. Barlow stated they don't want to replace them to preserve the views/and vistas for the public to enjoy. He explained that the trees were getting big and were not in good condition.

Dell Hatch, Coeur d'Alene, stated he was involved with the McEuen Park design and explained the proposed modifications to the trail. The goal for this design is to make it safer for pedestrian and bike traffic with the goal to slow down the traffic with the new design. He added that the idea behind the design of the trail was to separate the bike traffic from the pedestrians. He explained that the bus drop-off area along the resort will be decreased to allow more room for pedestrian traffic. The clock tower next to the resort will be redesigned so there is more room for people to move comfortably.

Janet Robinette, project attorney, stated that staff did a great job explaining the changes for this project, which are minor. She commented that these amendments enhance the comp plan policies for approval. She stated what the applicant has requested will add to the existing open-space which promotes the goal of connectivity. She requested that the commission focus on the issues that are minor and to please ask questions.

Commissioner Haneline inquired if the trees to be taken out along Sherman Avenue will be relocated to another area.

Mr. Barlow explained that the trees taken out along Sherman Avenue will not be relocated, but the trees on the north side of Sherman will be subject to relocation, which has not yet been determined.

Commissioner Haneline inquired how the fire department will access the property if there is an emergency.

Mr. Barlow explained that the fire department will enter on 3rd street and that the bollards will be dropped through a Knox key that the Fire Department will have.

Sydney Smith, Coeur d'Alene, is concerned about the elimination of the parking lot and feels the reason given to eliminate it is not a good enough. The walkways combined do not make any sense. The applicant intends to eliminate the trees along Sherman Avenue to provide more views and vistas for the public to enjoy. He added taking out the trees will increase the carbon footprint that help shade the street.

John Bruning, Coeur d'Alene, representing the Centennial Trail Foundation, explained the letter submitted by the committee. He stated that the committee supports the plan submitted by the applicant provided that the consolidated Centennial Trail and Sherman Avenue sidewalk measures a width of 16' - upholding the current capacity of the combined 16' of existing trail.

Patty Jester, Coeur d'Alene, commented that the existing trees should not be eliminated since they block the parking structure, which softens the building.

Susie Snedaker, Coeur d'Alene, questioned who owns 1st street and explained that she reviewed the documents and found that the city owns 1st street and that the parking lot to be eliminated is owned by the public.

Doug Eastwood, Coeur d'Alene, former city Parks Director, explained a brief history of McEuen Park and felt when the project was finished, the goal was to have connectivity between the two parks. He stated that the applicant invited staff to discuss the proposed modifications and felt the modifications presented would help alleviate the bottle-neck of people during the busy season of the year. He stated that he would recommend that staff consider having signs posted at the west end of park stating: high pedestrian traffic, please slow down.

Chairman Jordan inquired if Mr. Eastwood agrees with the applicant's proposal. Mr. Eastwood stated that he does agree with the applicant's modifications and feels this plan provides a better alignment of the Centennial Trail.

Rebuttal:

Mr. Barlow stated that the trail along the clock tower will be made wider which will help with the congestion of that area during the busy months. He explained that when the original PUD was proposed, the railroad right-of-way property was not for sale. Years later the property became available and was purchased by the applicant and feels that it should be part of the modifications to the PUD. The parking lot that is proposed to be eliminated was intended to be used for a future restaurant which is not going to happen.

Commissioner Luttrupp questioned if this application was approved with a condition to add the additional two feet to the trail proposed from the Centennial Trail Foundation committee.

Mr. Barlow explained that most of the trail is on city right-of-way and from staff's recommendation that two feet is not recommended because of safety issues.

Commissioner Luttrupp questioned what would happen if the trees are not removed.

Mr. Barlow explained that the intent of the original PUD was to preserve the views and vistas and by removing these trees, it would fulfill that promise.

Commissioner Luttrupp inquired if the Centennial Trail has room to expand the additional two feet.

Mr. Dabler explained that the trail is wide enough for the extra two feet, but doesn't recommend that for safety issues, as explained in previous testimony.

Commissioner Evans commented that the proposed extra two feet added to the trail needs to be considered and explained that she personally uses the trail and could see the benefits.

Mr. Hatch commented that the Centennial Trail is 12 feet and the applicant is proposing an additional two feet that should help with the congestion during the busy season. The resort will put up the necessary signage to alert bicyclists to be careful of the pedestrians on the trail.

Ms. Robinette stated that if the City Engineer feels the additional two feet requested by the Centennial Trail Foundation should not be considered for safety issues; then it should be a valid concern. She stated that he is the expert and explained that this issue was discussed many times with staff. The applicant is willing to make the connectivity.

Public testimony closed.

DISCUSSION:

Commissioner Luttrupp stated that he is confident that staff and the applicant will work out the details with the goal in mind to enhance safety and to provide connectivity with McEuen Park.

Commissioner Evans stated she is excited with the potential connectivity for McEuen, downtown and the four corner project. She is struggling with 14 feet versus 16 feet, since she is a heavy trail user and understands the need for speed control.

Commissioner Haneline stated he is comfortable with the modifications and feels 14 feet is sufficient based on previous testimony from staff and the applicant.

Motion by Evans, seconded by Haneline, to direct staff to prepare findings for Item PUD-1-83m.3.

Motion approved.

ROLL CALL:

Commissioner Evans	Voted	Aye
Commissioner Luttrupp	Voted	Aye
Commissioner Haneline	Voted	Aye

Motion to approve carried by a 3 to 0 vote.

**COEUR D'ALENE PLANNING COMMISSION
FINDINGS AND ORDER**

A. INTRODUCTION

This matter having come before the Planning Commission on December 10, 2013, and there being present a person requesting approval of Item: PUD-1-83m.3 a request for a modification to a planned unit development known as Coeur d'Alene Resort PUD.

APPLICANT: HAGADONE HOSPITALITY

LOCATION: 6.5 ACRES KNOWN AS THE COEUR D'ALENE RESORT

B. FINDINGS: JUSTIFICATION FOR THE DECISION/CRITERIA, STANDARDS AND FACTS RELIED UPON

- B1. That the existing land uses are – Off-street parking, hotel, motel, restaurant/lounge, convention center, marina, retail sales and open space.**
- B2. That the Comprehensive Plan Map designation is Stable Established.**
- B3. That the zoning is R-3 and DC.**
- B4. That the notice of public hearing was published on, November 23, 2013, which fulfills the proper legal requirement.**
- B5. That the notice of public hearing was posted on the property on, December 2, 2013, which fulfills the proper legal requirement.**
- B6. That 141 notices of public hearing were mailed to all property owners of record within three-hundred feet of the subject property on November 22, 2013.**
- B7. That public testimony was heard on December 10, 2013 including the following:**

Warren Wilson, Interim Planning Director.

Mr. Wilson presented the staff report and outlined the applicant's requested change including removing the circular parking lot, replacing the existing Centennial Trail and sidewalk along Sherman Ave. with a singular sidewalk along Sherman Ave., Removing street trees along Sherman Ave, Front Ave, and Second Street, along with other modifications to landscaping and vehicular and pedestrian access. He indicated that the PUD allows for the development of one additional structure along the waterfront but the applicant is not seeking approval at this time for any expansion to the resort structure. Mr. Wilson indicated that the Planning Commission could require that the sidewalk along Sherman Ave. be 16 feet wide even if it must be accommodated on the Resort property if the Commission felt that was appropriate to make one of the required findings.

Gordon Dobler, City Engineer.

Mr. Dobler testified that the proposal combines the Centennial Trail with sidewalk along Sherman Ave at a width of 14 feet. Mr. Dobler quoted from the Guide for Development of Bicycle Facilities from the American Association of State Highway and Transportation Officials that mixing bicycle traffic on sidewalks with pedestrians is potentially unsafe. He testified that he is concerned about any additional widening of the trail beyond 14 feet along Sherman Ave. because the congestion resulting from the 14 foot

sidewalk width will help slow down potential bike traffic on the shared use sidewalk, which is outside the PUD boundary and is within the City's jurisdiction and is subject to his discretion. He testified that potentially there is room for a 16 foot wide sidewalk along Sherman Ave.

John Barlow, Applicant's Representative.

Mr. Barlow testified that the Coeur d'Alene Resort was approved in 1983 and detailed the changes that have been approved since that time. He indicated that part of the consideration for the PUD has always been preserving views and vistas of the lake. He stated that for the past three years the city has been developing the plan for McEuen Park and in May of 2011, the City Council approved a master plan that included a pedestrian corridor through the resort grounds, allowing users a real connection between the city beach and McEuen Park. Concerning the circular parking lot, he testified that the parking lot was constructed with plans for a restaurant onsite, which the applicant has no plans to construct. As such, the parking lot is no longer needed and can be removed to create additional open space. He testified that the trees have grown and are now blocking views of the lake when you come down Sherman Ave. As such, the applicant is seeking to remove the trees to open up the views of the lake. Regarding the former railroad right of way, he testified that the applicant acquiring the property a couple of years ago and this is a formality to add that property to the PUD. He testified that the sidewalk along Sherman Ave. is mostly in City right of way under City jurisdiction and outside the PUD. As such, a decision to widen the sidewalk to 16 feet is within the City's jurisdiction.

Dell Hatch, Applicant's Landscape Architect.

Mr. Hatch testified concerning the design concept for the proposed PUD amendments and how they complement the changes made at McEuen Park. He testified that the proposed amendments will limit the number of potential conflict points for pedestrian and bike users of the Centennial Trail and vehicle traffic and will include way-finding signage. He testified that one of the design goals was to slow down bike traffic. However, he also testified that those cyclists who ride fast are likely to bypass this area. He explained that the bus drop off along the resort will be decreased to allow more room for pedestrian traffic and that the trees in that area are not healthy. The sidewalk near the clock tower next to the resort to be redesigned to 14 feet so there is more room for people to move comfortably.

Janet Robnett, Applicant's Attorney.

Ms. Robnett testified that the proposed amendments to the PUD are relatively minor and most of the approval criteria are irrelevant because there are no changes proposed to those elements. She testified that the application meets the Comprehensive Plan policies for views and vistas, mixed use development, open space, and pedestrian connectivity.

Sydney Smith, Coeur d'Alene.

Mr. Smith testified that he is concerned about the elimination of the parking lot and feels the reason given to eliminate it is not a good enough reason for its elimination. He believes that it should be kept and designated as handicapped parking. He further testified that it is illogical to remove two separate 8 foot sidewalks and replace them with one 14 foot sidewalk. He believes that the separated paths should be kept for public safety. He also testified that the trees are not a view obstruction to the lake since all of the foliage is higher than the sight lines of people using the area.

John Bruning, Centennial Trail Foundation Representative.

Mr. Bruning testified on behalf of the Centennial Trail Foundation. He testified that the Foundation supports the proposed changes but the Foundation believes that the combined sidewalk along Sherman Ave. should be 16 feet wide so as not to increase the congestion on these heavily used pedestrian and bike facilities. He testified that the concern about slowing bike traffic is not a concern since bike riders who are seeking to ride fast bypass this area because of its congestion and there are speed limits for the trail.

Terry Godbaugh, Coeur d'Alene.

Mr. Godbaugh testified that he rides his bike through the PUD area approximately 200 times a year. He testified that he is concerned that has been no public outreach for this project. He testified that the changes to the Centennial Trail defeats the purposes of the changes to the trail through McEuen Park, which are intended to improve the flow of bikes through the area. He testified that logic behind the decision to remove the trees could be applied all over town to improve views. If the trees are limbed up that do not block views.

Patty Jester, Coeur d'Alene.

Ms. Jester testified that the comingling pedestrians and bikes on a sidewalk will lead to confusion for bicyclists, especially those from out of the area who don't know that it is illegal to ride your bike on the sidewalk in the downtown once you cross Second Street. She further testified that the trees along Front Ave. should not be eliminated since they block the parking structure which softens the building and makes it more pleasing to look at.

Susan Snedaker, Coeur d'Alene.

Ms. Snedaker testified that 1st Street is owned by the public and is open for public access including that portion of the circular parking lot that sits within the 1st Street right of way.

Doug Eastwood, Coeur d'Alene.

Mr. Eastwood testified that he is the former City Parks Director and he explained that one of the desires of the McEuen Park project was to create a connection with City Park and alleviate the bottle neck of pedestrian traffic in this area. Mr. Eastwood testified that he believes the proposed alignment of the Centennial Trail is an improvement over the current alignment and that the proposed changes will help alleviate the bottle neck of people during the busy parts of the year. He testified that where there is a high volume of pedestrian and bike traffic, such as through McEuen Park, separated paths for each is the best alternative if there is sufficient room. He testified that the existing 8 foot wide Centennial Trail is way too narrow for the number of existing users and that widening the sidewalk to 16 feet would be an improvement over the proposed 14 foot sidewalk.

B8. Pursuant to Section 17.07.230, Planned Unit Development Review Criteria, a planned unit development may be approved only if the proposal conforms to the following criteria to the satisfaction of the Planning Commission:

B8A. The proposal is in conformance with the Comprehensive Plan. This is based upon the following policies:

We find that the proposed amendments, which would open up views from the downtown area to the lake (when looking West on Sherman Ave.) as well as provide enhanced connectivity between the two downtown parks complies with the adopted Comprehensive Plan. Specifically, we find that Objectives 1.05 (protecting views of the lake), 1.03 (encourage visual access to the lake), 1.11 (attention to pedestrian usability) and 1.16 (pedestrian and bicycle connectivity) support the approval of this request.

B8B. The design and planning of the site is compatible with the location, setting and existing uses on adjacent properties.

The proposed amendments to the approved PUD seek to change the pedestrian/bike facility layout,

remove the circular parking lot and remove street trees while making other changes to landscaping areas. The proposed landscaping changes are consistent with the existing landscaping on the site and we find that they are also compatible with existing uses on adjacent properties.

With regard to removing street trees along Sherman Ave. and Second Street, testimony was received from Sydney Smith, that the existing street trees do not block view of the lake because the foliage is above the site lines of a person. However, Dell Hatch, the applicant's landscape architect and John Barlow, the applicant's representative, testified that when looking towards the lake from Sherman Ave. that the trees block the views of the lake. When viewing the photographs contained in the staff presentation, we find that both viewpoints are correct. For a person driving or walking past the Resort grounds, the tree foliage is high enough that it does not block the views of the lake. However, when looking West down Sherman Ave. towards the lake, those views are encumbered likely because of the change in elevation. Given that, and the special status of lake views in our Comprehensive Plan, we find that removing the street trees along Sherman Ave. and Second Street, will improve views of the lake from adjacent properties and thus this requirement is satisfied in this regard.

Concerning the removal of street trees along Front Ave. near the parking structure, testimony was received from Patty Jester that these trees should not be removed as they help conceal the parking structure. However, Dell Hatch, the applicant's landscape architect, testified that those trees are unhealthy and need to be removed but that they are increasing the landscaping in that area. As such, we determine that design and planning for the landscaping in this area also meets this requirement.

With respect to the removal of the circular parking lot, both Sydney Smith and Susan Snedaker testified that the parking lot should not be removed. Mr. Smith specifically testified that it should be retained as handicapped accessible parking. John Barlow, the applicant's representative, testified that the circular parking lot was designed to serve a potential restaurant that will not be constructed as such it is not need and that area will be better served by increasing the green space. As noted in the staff report, there is adequate parking in the Resort parking structure to meet the needs of the development. As such, we conclude that the proposed removal of the circular parking lot also meets this requirement.

Finally, in this regard, there was significant testimony regarding the adequacy of the design's treatment of pedestrian and bicycle facilities. For the reasons articulated concerning Finding B8D below, we find that this requirement is met with regards to the site design for pedestrian and bicycle facilities.

B8C The proposal is compatible with natural features of the site and adjoining properties. In the case of property located within the hillside overlay zone, does not create soil erosion, sedimentation of lower slopes, slide damage, or flooding problems; prevents surface water degradation or severe cutting or scarring; reduces the risk of catastrophic wildfire in the wildland urban interface; and complements the visual character and nature of the city.

The proposed amendments to the PUD do not change any elements of the approved plan that impact its compatibility with existing natural features on the site or adjoining properties. As such, we find that this requirement is not applicable to this request.

B8D The location, design, and size of the proposal are such that the development will be adequately served by existing streets, public facilities and services.

There was no testimony or other evidence received regarding the adequacy of existing public services or facilities other than facilities for bike and pedestrian use. As such, we find the staff report analysis that the proposed amendments to the existing PUD will be adequately served by the existing public services, streets and facilities is persuasive.

With respect to pedestrian and bicycle facilities, considerable testimony was received that indicated that this area is highly congested during the summer months with conflicting demands and needs for pedestrians and bicyclists and that the current sidewalks/Centennial Trail are inadequate to serve the needs of the development. The bulk of the testimony received indicated that the proposed changes to the sidewalks/Centennial Trail are an improvement over the existing facilities. However there was disagreement over whether a joint use sidewalk of 14 feet was sufficient to meet the needs of pedestrians and bicyclists in this area or whether increasing the width to 16 feet would better meet the capacity needs. The City Engineer and Dell Hatch, the applicant's landscape architect, both testified that removing the existing Centennial Trail and creating a 14 foot joint use sidewalk along Sherman Ave. would improve the safety of this corridor by increasing the congestion and thereby slowing down bike traffic. However, Mr. Hatch also concurred with the testimony of John Bruning and others that cyclists who ride fast are likely to bypass this area entirely calling into question the need to decrease capacity to decrease speed. Additionally, Doug Eastwood testified that 16 feet in width would be an improvement over the planned 14 foot wide joint use sidewalk. Given this conflicting testimony, we determine that the proposed joint use sidewalk along Sherman Ave. is an improvement over the existing public sidewalks/Centennial Trail through the PUD and will serve the needs of the public. We reach this decision by erring on the side of safety and realizing that because the bulk of the sidewalk, be it 14 or 16 feet wide, is within City right of way and outside the PUD boundary, the City Council can determine what is an appropriate width when approving the design plans.

B8E The proposal does provide adequate private common open space area, as determined by the Commission, no less than 10% of gross land area, free of buildings, streets, driveways or parking areas. The common open space shall be accessible to all users of the development and usable for open space and recreational purposes.

Based on the staff report we find that the current PUD provides approximately 33% of the land area as usable open space. The proposed amendments would remove the circular parking lot and replace it with open space which would increase the open space percentage. As such, we find that this requirement is satisfied.

B8F Off-street parking does provide parking sufficient for users of the development.

Based on the staff report, there are 550 parking spaces available for use in the parking structure in the PUD. The staff's analysis that this provides sufficient parking for the users of the PUD is persuasive especially based on the testimony of Mr. Barlow who testified that the 10 parking spaces in the circular parking lot were designed to serve a restaurant that the applicant has no plans to build. Given that testimony, and the condition that the applicant with no longer be authorized to build a restaurant in the vicinity of the boardwalk and boardwalk bar, we find that this requirement is satisfied.

B8G That the proposal does provide for an acceptable method for the perpetual maintenance of all common property.

Based on the staff report, we find that the PUD has been in existence since 1983 and an agreement concerning the maintenance of the PUD elements has been in place since that time. None of the proposed PUD amendments impact that agreement. As such, we find that there is an acceptable method for the perpetual maintenance of the common property.

C. ORDER: CONCLUSION AND DECISION

The Planning Commission, pursuant to the aforementioned, finds that the request of HAGADONE HOSPITALITY CO. for approval of the planned unit development, as described in the application should be **approved**.

Special conditions applied are:

1. Where the trail enters the Resort PUD from 2nd Street, the curve to the north along 2nd Street should have a gentler radius to reduce the grade of the path up to Sherman Ave.
2. The restaurant or other facility in the vicinity of the boardwalk/boardwalk bar cannot be constructed and is removed from the improvements authorized by the PUD.

Motion by Evans, seconded by Haneline, to adopt the foregoing Findings and Order.

ROLL CALL:

Commissioner Evans	Voted Yes
Commissioner Luttrupp	Voted Yes
Commissioner Haneline	Voted Yes

Commissioners Bowlby and Messina were absent.

Motion to approve carried by a 3 to 0 vote.



CHAIRMAN BRAD JORDAN

**COEUR D'ALENE CITY COUNCIL
FINDINGS AND ORDER**

A. INTRODUCTION

This matter having come before the City Council on February 4, 2014, and there being present a person requesting approval of Item: PUD-1-83m.3 a request for a modification to a planned unit development known as Coeur d'Alene Resort PUD.

APPLICANT: HAGADONE HOSPITALITY

LOCATION: 6.5 ACRES KNOWN AS THE COEUR D'ALENE RESORT

**B. FINDINGS: JUSTIFICATION FOR THE DECISION/CRITERIA, STANDARDS AND FACTS
RELIED UPON**

(The City Council may adopt Items B1-through7.)

- B1. That the existing land uses are – Off-street parking, hotel, motel, restaurant/lounge, convention center, marina, retail sales and open space.
- B2. That the Comprehensive Plan Map designation is Stable Established.
- B3. That the zoning is R-3 and DC.
- B4. That the notice of public hearing was published on, January 18, 2014, which fulfills the proper legal requirement.
- B5. That the notice of public hearing was posted on the property on, January 21, 2014, which fulfills the proper legal requirement.
- B6. That 137 notices of public hearing were mailed to all property owners of record within three-hundred feet of the subject property on January 17, 2014.
- B7. That public testimony was heard on February 4, 2014.
- B8. Pursuant to Section 17.07.230, Planned Unit Development Review Criteria, a planned unit development may be approved only if the proposal conforms to the following criteria to the satisfaction of the City Council:

B8A. The proposal **(is) (is not)** in conformance with the Comprehensive Plan. This is based upon the following policies:

B8B. The design and site planning **(is) (is not)** compatible with existing uses on adjacent properties. This is based on

Criteria to consider for B8B:

- | | |
|----------------------------|----------------|
| 1. Density | 6. Open space |
| 2. Architectural style | 7. Landscaping |
| 3. Layout of buildings | |
| 4. Building heights & bulk | |
| 5. Off-street parking | |

B8C. The proposal **(is) (is not)** compatible with natural features of the site and adjoining properties. This is based on

Criteria to consider for B8C:

- | | |
|----------------------|--------------------------------|
| 1. Topography | 3. Native vegetation |
| 2. Wildlife habitats | 4. Streams & other water areas |

B8D. The location, design, and size of the proposal are such that the development **(will) (will not)** be adequately served by existing public facilities and services. This is based on

Criteria to consider for B8D:

1. Is there water available to meet the minimum requirements for domestic consumption & fire flow?
2. Can sewer service be provided to meet minimum requirements?
3. Can the existing street system accommodate the anticipated traffic to be generated by this development?
4. Can police and fire provide reasonable service to the property?

B8E The proposal **(does) (does not)** provide adequate private common open space area, as determined by the Commission, no less than 10% of gross land area, free of buildings, streets, driveways or parking areas. The common open space shall be accessible to all users of the development and usable for open space and recreational purposes. This is based on

B8F Off-street parking **(does)(does not)** provide parking sufficient for users of the development. This is based on

B8G That the proposal **(does) (does not)** provide for an acceptable method for the perpetual maintenance of all common property. This is based on

C. ORDER: CONCLUSION AND DECISION

The City Council, pursuant to the aforementioned, finds that the request of HAGADONE HOSPITALITY for approval of the planned unit development, as described in the application should be **(approved) (denied) (denied without prejudice)**.

Special conditions applied are:

1. Where the trail enters the Resort PUD from 2nd Street, the curve to the north along 2nd Street should have a gentler radius to reduce the grade of the path up to Sherman Ave.
2. The restaurant or other facility in the vicinity of the boardwalk/boardwalk bar cannot be constructed and is removed from the improvements authorized by the PUD.

Motion by _____ seconded by _____ to adopt the foregoing Findings and Order.

ROLL CALL:

Council Member Gookin Voted _____
Council Member Edinger Voted _____
Council Member Evans Voted _____
Council Member McEvers Voted _____
Council Member Adams Voted _____
Council Member Miller Voted _____

Mayor Widmyer Voted _____ (tie breaker)

Council Member(s) _____ were absent.

Motion to _____ carried by a ____ to ____ vote.

MAYOR STEVE WIDMYER