



**PLANNING COMMISSION
STAFF REPORT**

March 15, 2018

AGENDA ITEM: Planning File No. 020-18-MAJ/CU: A public hearing for the sketch plan step of the Major Site Plan application and a Conditional Use for the proposed Town of Frisco Public Works Facility expansion project.

LOCATION: 102 School Road / TR 5-78, Sec 26, Qtr 4 also known as the Frisco Public Works Maintenance Building

ZONING: Public Facilities (PF) District

APPLICANT: Town of Frisco
Jeff Goble, Public Works Director
PO Box 4100
Frisco, CO 80443

OWNER: Town of Frisco
PO Box 4100
Frisco, CO 80443

ARCHITECT: O'Bryan Partnership, Inc.
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Frisco, CO 80443

TOWN STAFF: Katie Kent, Planner (970) 668-9131
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PROJECT DESCRIPTION

The applicant, Town of Frisco Public Works, is proposing to construct an addition to the existing Public Works Maintenance Building located at 102 School Road. The proposed project entails:

- Approximately 3,200 sq. ft. addition to include:
 - New office space
 - Meeting room expansion
 - Vehicle Wash bay expansion
 - Additional restrooms
 - Two (2) 600 sq. ft. accessory dwelling units
- Forty-two (42) parking spaces
 - Two (2) dedicated parking spaces per residential unit
- Exterior building materials include masonry block to match existing building.

The project will require a full site plan review at a future public hearing before the Planning Commission as well as a conditional use review to allow accessory dwelling units in the Public Facilities district.

For a more complete project description, please refer to the attached application materials.

Action by Planning Commission for March 15, 2018

There are two actions required of the Planning Commission for this application – Site Plan Review and Conditional Use.

The process for this meeting is as follows: Open a public hearing for both the Sketch Plan step and for the Conditional Use. Take public testimony and close the public hearing. The Commission will not take action on either application until the final public hearing. The purpose of this is because the conditional use is dependent upon final approval of the site plan.

BACKGROUND

The property contains an existing structure built in 1987 used for the Town of Frisco Public Works Department. As stated in the applicant's narrative, the Public Works Department has outgrown the existing structure and needs additional office and meeting room spaces. Currently the Public Works Department uses the site primarily for the Town of Frisco's vehicle fleet maintenance and fuel services, storage of equipment, and employee offices.

Below is a vicinity map of the subject property with an aerial photography base layer. The location of the property lines shown on this map vary in accuracy and should only be used for reference purposes. Photographs of the subject property are included for reference.



Vicinity Map



Northwest Corner of Existing Structure



East Façade of Existing Structure



Southwest Corner of Existing Structure



South of Building; equipment parking area

SKETCH PLAN REVIEW

A sketch plan review is an opportunity for Planning Commission to comment on the various aspects of a development proposal including proposed uses, parking and traffic circulation, architecture, landscape design, and compatibility with the neighborhood. It is also an opportunity for the applicant to listen to Commissioners' comments and make changes to the proposal prior to the final site plan application submittal.

Pursuant to Section §180-2.5-D-3, Frisco Town Code (in part):

- a. *All applications for major site plans shall present an informal sketch plan of the development before a regularly scheduled meeting of the Planning Commission. The applicant shall notify the Community Development staff in writing at least 21 calendar days prior to the Planning Commission meeting at which the sketch plan is requested to be presented. Materials to be presented in support of the development must be of sufficient nature to allow the Planning Commission and Community Development staff to provide informed feedback on the project. At a minimum the applicant must submit the following information:*
 - i. *Written project description, including a synopsis of the proposed development program, and how the project will meet the principles of the Master Plan and the standards of the zoning code;*
 - ii. *Site plan showing the location of the building(s) and other improvements (retaining walls, berms, dumpster locations, open space, etc.) with dimensions to setbacks, property lines, easements, north arrow, scale (no smaller than 1"=20'), legend, vicinity map;*
 - iii. *Existing and proposed utility (main and service) lines;*
 - iv. *Existing and proposed topography at 2 foot intervals, including 50 feet beyond the property boundary, existing easements, lot dimensions, lot size in square feet/acreage;*
 - v. *Existing site characteristics map with vegetation, wetlands, unique natural features;*
 - vi. *Parking space location and counts and traffic circulation design, with driveway locations, points of access from right-of-way, preliminary grades, bike and pedestrian improvements;*
 - vii. *Proposed landscaping, post-development grades, snow storage, preliminary stormwater plan showing approach to stormwater handling;*
 - viii. *Scaled drawings of all building locations and schematic elevations; and*
 - ix. *Samples of all colors and materials proposed.*
- b. *The Planning Commission may require an applicant to return for additional sketch plan presentations if sufficient information is not received or if substantial changes to a proposal are recommended. Presentation of a sketch plan neither binds the Planning Commission to approve a site plan, nor does it confer the applicant any vested rights.*

- c. *The sketch plan presentation shall become null and void if a complete major site plan application is not submitted to the Community Development Department within 90 days after the date of the Planning Commission's review of the sketch plan.*

A final site plan application for this proposal will require Planning Commission review. The proposal will be reviewed in detail for conformance with the Frisco Community Plan and compliance with the Frisco Unified Development Code (UDC) at that time.

ANALYSIS - FRISCO COMMUNITY PLAN

The following elements of the Frisco Community Plan are applicable to the review of the proposed development:

Plan Overview (excerpt)

The Frisco Town Charter requires that the Town's master plan be updated every five years in order to respond to changing times. The 2011 master plan update is titled the 'Frisco Community Plan.' Periodically updating the Frisco master plan is a critical step in the process to maintain a vibrant mountain town, balance the town's reputation as a great destination, ensure a strong yet diverse economic base, and preserve our quality of life. The community realizes intentional planning for the future is necessary to ensure that the Town of Frisco continues to evolve as a resilient community.

Purpose ~ The Frisco Community Plan's purpose is to identify common values and guide direction to connect, sustain and create the future of the Town of Frisco over the next 5 years.

Connect ~ Connections are a core tenet of the Frisco Community Plan; they reflect the way people, organizations and neighbors relate to each other in the Frisco community. Connections help to address needs of the community.

Sustain ~ Everything is interrelated. Sustainability is the fundamental approach of the Frisco Community Plan; it recognizes the social, environmental and economic influences on the community, and aims over the long-term to balance these influences to support community success.

Create ~ Creation of lasting community relationships is an important aspect of the Frisco Community Plan. The plan creates the community's direction for a preferred future of Frisco."

Chapter 2. Community Direction (excerpts)

The Frisco Community embraces itself as a vibrant mountain town, and seeks opportunities to enhance and maintain vibrancy through art and culture, the built environment, community services, energy, the economy, health and well-being, housing, natural resources, recreation and transportation. ~ Community Plan Quality of Life statement

Built Environment

Frisco is a community that encourages land uses and architectural styles to fit its mountain town identity, and strives for development with sustainable design, materials and practices.

- **BE 1. Encourage eclectic and sustainable designs for new construction and redevelopment to enhance the community's character.**
- *BE 2. Ensure the design of Frisco's public spaces, streets and pathways reflect Frisco's mountain town character.*
- *BE 3. Preserve and enhance the Main Street area as the heart of the community.*
- *BE 4. Enhance the Summit Boulevard area as a primary gateway and as a functional and efficient economic center of the town.*
- *BE 5. Promote attractive and safe connections between all areas and sections of the town.*

Community Services

Frisco is a community that expects quality community services, and seeks to ensure adequate resources are available over the long-term.

- **CS 1. Ensure Town government efficiencies and cost effectiveness**
- **CS 2. Provide a sufficient level of quality Town services, maintain existing Town infrastructure and lead by example to promote cost-effective sustainable practices.**
- **CS 3. Improve communication between Town officials and the community.**
- **CS 4. Encourage community involvement for the establishment of Town government programs, services and policies.**
- **CS 5. Support efforts of non-profit organizations that enhance the lives of Frisco's residents and businesses.**

Housing

Frisco is a community that recognizes the importance of ensuring a variety of housing opportunities are available for people to live and work here.

- **HS 1. Encourage a mixture of housing unit sizes and types within new residential developments.**
- **HS 2. Ensure new housing is compatible with adjacent properties and compliments existing neighborhoods.**
- **HS 3. Provide a variety of affordable housing opportunities, regulations and/or programs that meet the needs of the Frisco residents.**
- *HS 4. Promote and encourage public/private partnerships for the development of affordable housing to achieve the highest quality housing possible.*
- *HS 5. Implement strategies that complement existing housing programs to ensure a diverse community.*

The proposed application appears to further the quality of life statements above in bold. The application conforms to the recommendations of the Frisco Community Plan.

PUBLIC COMMENT

The Community Development Department has not received any formal public comments concerning this project as of March 7, 2018.

ANALYSIS – PUBLIC FACILITIES (PF) DISTRICT [§180-3.15]

The requirements of the Public Facilities (PF) District are applicable to the review of the proposed Public Works maintenance building expansion project as follows:

Purpose: The purpose of the PF district is as follows:

“To provide land that is used for, and to encourage the development of, public facilities. Generally, the use is for a governmental or non-profit entity or agency, a utility service, or a use that services a public function.”

Minimum Lot Area: There is no lot area requirement within the PF District.

Minimum Lot Frontage: There is no lot frontage requirement within the PF District.

Setbacks: The minimum required setbacks and proposed the setbacks for this property are as follows:

	Minimum Setback	Proposed Setback
Front Yard	25 feet	105 feet
Side Yard	15 feet	53 feet (east) 215 feet (west)
Rear Yard	10 feet	>200 feet

Lot Coverage: There is no lot coverage requirement within the PF District.

Maximum Building Height: The maximum building height is twenty-five (25) feet. §180-3.17.7 of the UDC states that in the PF District, the Planning Commission may allow a maximum of thirty-five (35) feet for schools or other public buildings when necessary to accommodate special public, utility, or institutional needs. The proposed flat roof is approximately twenty-three (23) feet in height in compliance with the Frisco UDC.

Permitted and Conditional Uses: In the PF District, Public Improvement, is a permitted use.

The applicant is proposing two (2) accessory units. §5.1.5 of the UDC states that accessory dwelling units are a conditional use in the Public Facilities District in accordance with §5.3.1 of the UDC.

§5.3.1, Accessory Dwelling units, states:

- A. Accessory dwelling units shall be no larger than 900 square feet.
- B. Accessory dwelling units shall not be used for short-term rental housing.
- C. Accessory dwelling units shall not be subdivided.
- D. In all districts where accessory dwelling units are permitted or conditional, except the PR and PF Districts, one accessory dwelling unit is permitted per principal dwelling unit or commercial unit.
- E. An accessory dwelling unit shall be counted as a unit of density, unless exempted by Section 5.5.1.

The proposed accessory dwelling units are approximately 600 sq. ft. and will not be used for short-term housing or subdivided. Two (2) dwelling units are permitted within the PF District. §5.5.1 states that an accessory dwelling unit may be exempted from the density calculation as

long as the unit is deed-restricted for rent to person earning a maximum of 100 percent of the area median income, at a rate established by the Summit Combined Housing Authority for the income level, and pursuant to other criteria as established from time to time by the Town or the Summit Combined Housing Authority. It is anticipated at this time that the accessory dwelling units will be utilized for Town of Frisco employees.

ANALYSIS – CONDITIONAL USES [§180-30]

The property is zoned Public Facilities (PF). §180-5.1.5 of the Frisco Uniform Development Code (UDC) states that within the PF district, accessory dwelling units are a conditional use. The applicant is proposing two (2) accessory dwelling units.

It shall be the duty of the applicant to establish that each of the conditional use criteria has been met. See attached document for the applicant's complete written response to each of the criteria.

1. That the proposed use in its particular location is necessary or desirable to provide a service or facility that will contribute to the general welfare of the community.

Applicant's Response: *"There is a well-known need in the community for work force housing, this project will help satisfy that need by providing two residential units to be resided in by local employees."*

Staff's Analysis: This project provides a desirable service and facility to the community. The conditional use proposal will provide new workforce housing units in a location within walking distance to the Public Works offices, the Marina, Main Street, Summit Stage bus stop and the Recpath. Staff determines that this criterion is met.

2. That such use will not, under the circumstances of the particular case and the conditions imposed, be detrimental to the health, safety and general welfare of persons nor injurious to property or improvements in the community.

Applicant's Response: *"The proposed residential units will comply with all applicable Town, State and Federal Codes, and any conditions set forth by the Planning Commission. It is not anticipated that the residential use will create any negative noise, odors, or visual impacts. The project will not be detrimental to the health, safety and welfare to the community."*

Staff's Analysis: As long as the proposed project meets all applicable zoning and building code requirements, the proposed use does not appear to be detrimental to the health, safety and general welfare of the community. The suggested conditions which will be in the final staff report will be to assist in addressing health, safety, and welfare. It is not anticipated that the proposed use will create any negative noise, odors, or visual impacts beyond the existing conditions. The project will not be detrimental to the health, safety and welfare to the community. Staff determines that this criterion is met.

3. That the proposed use will comply with the regulations and conditions specified in the Town Code for such use.

Applicant's Response: *"Frisco Public Works will ensure that it meets all Town Codes by continuing to stay in communication with the local building, planning, and fire districts."*

Staff's Analysis: Conditions of the final staff report will allow for this criterion to be met.

4. That the proposed use furthers one or more of the goals and objectives of the Master Plan for the Town of Frisco.

Applicant's Response: *"Frisco Public Works understands Frisco's need to maintain its identity as a vibrant mountain town while preserving the proper balance of reputation, economic development, and quality of life. In order to support this, and the goals and objectives of Frisco's updated 2011 Master Plan, Frisco Public Works will adhere to Frisco's currently executed community values and directions, specifically:*

Housing: HS3. Provide a variety of affordable housing opportunities, regulations and/or programs that meet the needs of Frisco residents."

Staff's Analysis: Staff has evaluated the proposed residential units for consistency with the Town of Frisco Master Plan. The proposed use does not conflict with any of the policies outlined in the Master Plan. This conditional use request conforms with the Frisco Community Plan, in that the applicant's proposal:

- *BE 1. Encourage eclectic and sustainable designs for new construction and redevelopment to enhance the community's character.*
- *CS 1. Ensure Town government efficiencies and cost effectiveness*
- *CS 2. Provide a sufficient level of quality Town services, maintain existing Town infrastructure and lead by example to promote cost-effective sustainable practices.*
- *CS 3. Improve communication between Town officials and the community.*
- *CS 4. Encourage community involvement for the establishment of Town government programs, services and policies.*
- *CS 5. Support efforts of non-profit organizations that enhance the lives of Frisco's residents and businesses.*
- *HS 1. Encourage a mixture of housing unit sizes and types within new residential developments.*
- *HS 2. Ensure new housing is compatible with adjacent properties and compliments existing neighborhoods.*
- *HS 3. Provide a variety of affordable housing opportunities, regulations and/or programs that meet the needs of the Frisco residents.*

Staff determines that this criterion is met.

5. That the proposed use is compatible in function, operations, and design with surrounding land uses in the vicinity and will not cause any significant adverse impacts.

Applicant's Response: *"Whereas there are no residential units adjacent to the property, the addition of two residential employee units will not cause any significant adverse impacts. The property is adjacent to Summit Middle School and Public Works does not think that the residential use will negatively impact the functions and operations of the school."*

Staff's Analysis: The proposed addition will match the existing structure's design. Since there are no residential uses adjacent to this property, Staff finds that the proposed use is complementary to the surrounding land uses. The transit stop on Summit Boulevard will support

the use of public transportation for the residents. The proposed expansion of the existing Public Works building will not cause any significant adverse impacts beyond the existing conditions.. Staff determines that this criterion is met.

ANALYSIS - DEVELOPMENT STANDARDS [180-6]

The project will be reviewed thoroughly for compliance with the specific development standards of the Frisco Uniform Development Code (UDC) at the time of full site plan review.

Traffic Study (§180-6.12): Frisco Town Code requires a traffic study, prepared by a professional engineer licensed in the State of Colorado, be submitted for any large project that:

- A. Requires a conditional use or rezoning approval;**
- B. Is located adjacent to either Main Street or Summit Boulevard;*
- C. Contains only one point of access;*
- D. Contains an access point off an unimproved roadway or unincorporated area;*
- E. Contains an access point off a road with a service level of D or F; or*
- F. Is expected to generate 400 or more daily trips per day.*

The applicant will be required to submit a traffic letter at time of full site plan review. The traffic report will be reviewed by the Town of Frisco Engineer at time of major site plan review.

Parking (§180-6.13): Section 180-6.13 of the Frisco Town Code addresses parking requirements. There are thirteen (13) designated existing parking spaces to the north of the structure, nine (9) designated spaces to the west of the structure, one (1) dedicated accessible space adjacent to the west building entrance, and fourteen (14) tandem spaces south of the structure for a total of thirty-seven (37) existing dedicated parking spaces on this site. As can be seen in the aerial photograph below, the existing dirt area to the west and south of the structure is also utilized to park vehicles and equipment. The Frisco Public Works department has stated that there are approximately twenty-five (25) fleet vehicles which park on the lot. Approximately, twenty-five (25) employees work out of the structure. The existing mechanic bay area holds thirteen (13) vehicles.



On-Premise Parking Requirements (§180-6.13.3.B): Due to the unique use involved with the public facility, there is no listed parking requirement. For unlisted parking requirements, the Planning Commission shall be guided by the comparison with the parking requirements for similar uses which are listed. The Frisco Public Works department has stated that there are twenty-five (25) fleet vehicles which park on the lot. The existing mechanic bay area can accommodate thirteen (13) vehicles. Twenty-five (25) employees work out of the structure. During the busy season, two customers visit the office per day on average. Despite only requiring two (2) parking spaces for the residential units, the applicant has stated that they will be striping four (4) spaces to be designated for the residential units. Additionally, there is an existing dirt area south of the existing structure which is, and will continue to be, utilized for equipment storage/parking. In summary, the Public Works Department finds that forty-two spaces is adequate for the unique use.

Staff recommends that the Planning Commission find the proposed forty-two (42) spaces are sufficient for the proposed Public Works facility expansion project.

Visitor Parking: Visitor parking is not required for two (2) residential units.

Accessible Parking (§180-6.13.3.H): All facilities, commercial and multi-family projects with seven (7) attached units or more must provide accessible parking. Two (2) accessible parking spaces are required for parking lots with 26 to 50 spaces. One accessible space must be van accessible. Van accessible parking spaces shall be 8 feet by 18.5 feet in size plus an aisle area of 8 feet. The applicant will be required to show compliance at time of full site plan review.

Bicycle Parking: (§180-6.13.4, §180-6.21.3.J.2): Bicycle parking shall be provided in an amount equal to at least twenty percent (20%) of the required vehicular parking spaces for the development. A lesser number may be proposed if reasonably justified by the applicant and approved by the Town. There is an existing bicycle rack on-site. Additional bicycle storage is available for employees within the structure. The application appears to meet this standard.

Snow Storage Areas (§180-6.13.7): One-hundred (100) sq. ft. of snow storage is required for every 350 sq. ft. of paving. Snow storage areas shall be located adjacent to the applicable paved areas and shall be a minimum of 8 feet in depth. Dimensions of the snow storage areas will be required to be labeled on the site plan at the time of full site plan review to ensure compliance.

Joint Use Restrictions (§180-6.3.1): No part of a yard or other open space required about or in with any building for the purpose of complying with this Chapter shall be included as part of a yard or other open space similarly required for any other building, except as approved by the Town under the planned unit development regulations. Staff will ensure compliance at time of full site plan review.

Landscaping and Revegetation (§180-6.14): The applicant has not submitted a landscaping plan for their sketch plan review. There are a number of trees on the property which can be utilized towards landscaping requirements. Some of these trees will be removed with the proposed new access. The applicant will be required to show full compliance with §180-6.14, Landscaping and Revegetation at the time of full site plan application submittal.

Outdoor Lighting (§180-6.16): The applicant has stated that the only new lighting fixtures will be for the entry to each dwelling unit. The applicant will be required to submit the lighting cut

sheet showing compliance with Section 180-6.16 of the Frisco UDC prior to a Certificate of Occupancy being issued.

Refuse Management (§180-6.17): All commercial, mixed-use and multi-family residential development projects shall provide adequate space for the collection and storage of refuse and recyclable materials. Dumpsters are required for commercial and mixed-uses projects. At time of full site plan review, the applicant will be required to address how the residential units will dispose of their refuse.

Fences and Walls (§180-6.18): Fences may be eight (8) feet in height when enclosing outdoor storage areas in non-residential districts. An existing chain link fence currently exists on the property. At time of full site plan review, the applicant will be required to show that any new fences comply with §180-6.18 of the Unified Development Code

Non-Residential Development Standards (§180-6.21): The purpose of the non-residential development standards is to ensure high-quality site and building design in Frisco; to establish minimum standards related to the scale, mass, architecture, materials, and overall design character of development; and to protect and enhance existing neighborhood character.

§180-6.21H. of the UDC states:

Additions that are substantially smaller than the square footage of the existing building may be designed to complement the existing structure, even if the existing building does not currently meet the façade, roof, material, or color standards of this section.

The applicant is designing the addition to complement the existing structure. Staff finds that the addition is substantially smaller than the square footage of the existing building (30%); therefore, the applicant is not required to meet the façade, roof, material or color standards of the non-residential development standards.

The applicant is required to comply with the Parking and Loading requirements as outlined in the non-residential development standards. Where a building abuts a parking or paved area, a landscaped area shall be provided that varies from five (5) to ten (10) feet in width. This landscaped area shall be at least fifty (50) percent of the length of the building.

Community spaces are an amenity required for development with over 10,000 square feet of gross floor area. A minimum of one (1) community space shall be provided for any development with between 10,000 and 25,000 square feet of gross floor area. The applicant has stated that a picnic table can be provided for public seating near the main entrance of the structure if required. Public Works staff expressed concerns over having the public gather on the property due to security and the safety of vehicles and equipment on site.

At the time of full site plan review, the applicant will be required to show compliance with the Parking and Loading and Amenities sections of the Non-Residential Development Standards.

Bulk Standards (§180-6.23):

The proposed addition does not have any bulk plane encroachments.

STAFF RECOMMENDATIONS

Staff recommends the Planning Commission provide the applicant feedback on the proposed Town of Frisco Public Works expansion project and associated improvements in the context of

the recommendations and requirements of the Frisco Community Plan and the Frisco Town Code. Compliance with the conditional use criteria shall also be addressed.

Staff observations:

- Staff supports the project and the desire to provide two (2) accessory dwelling units. Since this is an addition, the proposed architecture of the structure is in conformance with the UDC since it matches the existing structure.
- The applicant shall submit a complete landscape plan and site plan including, but not limited to, setbacks, parking spaces, landscaping and snow storage for full site plan review.

At the time of final site plan review, the applicant will be required to demonstrate compliance with all elements of the Frisco Town Code including drainage, snow storage, and landscaping, building height, parking, etc.

ATTACHMENTS

Attachments:

- Public Facilities (PF) District
- Non-Residential Development Standards
- Sketch plan application materials

cc: Jeff Goble, Public Works Director