



**PLANNING COMMISSION  
STAFF REPORT**

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April 19, 2018

**AGENDA ITEM:** Planning File No. 020-18-MAJ/CU: A public hearing of the Major Site Plan application for an addition to the Frisco Maintenance Building and a Conditional Use application for accessory dwelling units as part of said addition.

**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.  
PO Box 2773  
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.

Accessory dwelling units are a conditional use in the Public Facilities district.

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

## 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.

The applicant appeared before the Planning Commission at their March 15, 2018 meeting for sketch plan review. At that meeting Planning Commission expressed overall support of the project. Commissioners agreed that it made sense architecturally to blend the new addition into the existing structure. Commissioners expressed support for the solar panels and requested the applicant strongly consider adding them when the addition is built. Support was expressed for the accessory housing units with Commissioners noting that they should be used by Town of Frisco employees due to the unique operations that occur on site with the maintenance facility.

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

## 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 April 12, 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.”*

**Maximum Density:** There is no residential density permitted in the PF District. Accessory Dwelling units are permitted and §5.5.1.A., Accessory Dwelling Units, states that they shall not be counted as a unit of density.

**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 the proposed 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.

**ANALYSIS – USE STANDARDS [§180-5]**

**Permitted and Conditional Uses:** Public Improvement is a permitted use in the PF District.

The applicant is proposing two (2) accessory dwelling 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 allowed within the PF District.

§5.5.1.A., Accessory Dwelling Units states:

*In the RL, RM, RH, GW, CC, and MU Districts, any accessory dwelling unit meeting the Town’s requirements may be exempted from the density calculation as long as the unit is deed-restricted for rent to persons earning a maximum of 100 percent of the area median income, at a rate established by the Summit*

*Combined Housing Authority for that 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. The Town and Summit Combined Housing Authority will ensure compliance with the accessory dwelling unit's deed restriction. A condition has been suggested that prior to the issuance of a certificate of occupancy, the applicant shall execute the necessary deed restriction for the accessory dwelling unit. With this condition, the application complies with this standard.

**Dumpster Enclosures:** §5.2.3.C. of the UDC states regulations for screening and dumpster enclosures. Public Works has dumpsters on-site that are currently used for their operations and will be available for the new residential units to utilize for household trash. Due to no changes in the existing dumpsters, the applicant is not required to bring the dumpsters up to Code requirements for providing screening. The landscaping around the perimeter does provide screening and the dumpsters are not visible from adjacent uses.

**Solar Energy Facilities:** The proposed addition is structurally engineered to allow for the installation of solar panels. As stated in §180-5.3.3, Solar Energy Facilities:

*Solar energy facilities may be ground-mounted or mounted on principal or accessory structures, provided they comply with the following requirements:*

- A. Solar energy facilities shall not be located in the front yard between the principal structure and the public right-of-way;*
- B. Solar energy facilities shall be located a minimum of 6 feet from all property lines and other structures except the structure on which it is mounted;*
- C. Solar energy facilities shall not exceed the greater of one-half of the footprint of the principal structure;*
- D. Ground mounted solar energy facilities shall not exceed 5 feet in height.*
- E. A solar energy facility shall not extend more than 18 inches above the roofline of a one-family or two family residential structure, or more than ten feet above the roofline of a multi-family or non-residential structure.*

Prior to installing any solar facilities, the applicant will be required to submit an administrative site plan application to Community Development to ensure compliance with §180-5.3.3.

#### **ANALYSIS – CONDITIONAL USES [§180-30]**

The property is zoned Public Facilities (PF). §180-5.1.5 of the Frisco Unified 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, Summit Boulevard businesses, Summit Middle School, 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. Occupancy limited to Town of Frisco employees, rather than members of the general public, due to the unique Public Works operations that occur on the lot will assist in reducing impacts. 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:** This criterion will be met through compliance with conditions as stated in this staff report.

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.*
- *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 5. Implement strategies that complement existing housing programs to ensure a diverse community.*

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. Despite there being 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 new workforce housing units are proposed in a location within walking distance to the Public Works offices, the Marina, Summit Boulevard businesses, Summit Middle School, Main Street, and the Recpath. Occupancy limited to Town of Frisco employees, rather than members of the general public, due to the unique Public Works operations that occur on the lot will assist in reducing impacts. 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]**

**Joint Use Restrictions** (§180-6.3.1): This application does not involve the joint use of any yard, open space, or portion of a lot. This standard does not apply to this application.

**Buildings Occupying More Than One Lot** (§180-6.3.2): TR 5-78, Sec 26, Qtr 4 has historically been treated as one development site. This standard does not apply to this application.

**Development on Steep Slopes** (§180-6.5.1): All development in areas with steep slopes between 15% and 30%, the net site disturbance shall not exceed 50% of the total area within this range of slopes. The proposed site modifications do not impact steep slopes. The application is in compliance with this section of Code.

**Grading Permit** (§180-6.5.2): The developer will be subject to the standards regulating grading permits.

**Water Quality Protection** (§180-6.7): These standards are intended to maintain natural buffers, protect riparian habitat and the visual appearance of the Town's waterways, lakeshores, and wetlands. This standard does not apply to this application.

**Air Quality Protection** (§180-6.8): There are no solid fuel (wood) burning fireplaces or appliances proposed with this project. This standard does not apply to this application.

**Road Construction** (§180-6.9): No new public or private roads are proposed in association with the project. This standard does not apply to this application.

**Stream Crossings by Roads and Utilities** (§180-6.10): The application does not involve a stream crossing. This standard does not apply to this application.

**Access** (§180-6.11): All vehicular access must comply with the standards set forth in Chapter 155, Street Design Criteria, Frisco Town Code. To improve circulation throughout the site, the applicant is proposing to maintain the existing access on the property and add a second access towards the northeast corner of the property. The Town Engineer has reviewed the proposed new access and stated that prior to disturbance of the site for the new driveway, silt fencing should be placed along the limits of construction to control disturbance and keep any temporary drainage impacts contained. The application meets this standard.

**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.*

Town of Frisco's Engineer has stated:

*With regards to traffic the impacts will be minimal as there is no increase in staffing levels involved in the building addition, therefor there should be no additional traffic generated from the new office spaces. As to the employee units, the increased traffic levels should be minimal, in part due to the likelihood that some of the units will be occupied by Town employees who may actually be employed at the Public Works offices. Some minor increase in traffic may occur due to the employee units, however the increase should be slight and have no impact on the level of service on School Road or the intersection with Summit Blvd.*

The application meets this standard.

**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. Public Works has dumpsters on-site that are currently used for their operations and will be available for the new residential units to utilize for household trash. Due to no changes in the existing dumpsters, the applicant is not required to bring the dumpsters up to Code requirements for providing screening. The landscaping around the perimeter does provide screening and the dumpsters are not visible from adjacent uses.

**Fences and Walls** (§180-6.18): Fences may be eight (8) feet in height when enclosing outdoor storage areas in non-residential districts. The applicant is proposing a six (6) foot high cedar fence to provide the residential units a private area screened from the property's outdoor storage areas. Staff will ensure the fence is constructed in compliance with the UDC prior to signing off on the Certificate of Completion for the residential units. The application is in compliance with this standard.

**Nuisances (performance standards)** (§180-6.20): The developer will be subject to the nuisance standards prescribed by this section.

**Bulk Standards** (§180-6.23): The proposed addition does not have any bulk plane encroachments.

## **ANALYSIS – NON-RESIDENTIAL DEVELOPMENT STANDARDS [§180-6.21]**

### **Purpose:**

*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.*

### **Applicability:**

- A. *This section shall apply to the development of any non-residential use that requires site plan review. Findings shall be made that a non-residential development is in compliance with the standards of this section prior to approval of a site plan review. Failure to meet the mandatory standards shall constitute grounds for the decision-making body to request amendments to the proposed design or to deny a final plan or site plan.*
- B. *Mixed-use development shall comply with these non-residential development standards.*

### **A. Compatibility with Neighborhood Character**

- 1. *Intent. To ensure that structures are compatible with, but not identical to, existing nearby structures and their neighborhood surroundings, as well as Frisco's "small mountain town" character.*
- 2. *Compatibility. Compatibility shall be achieved through proper consideration of scale, design, proportions, site planning, landscaping, materials and colors, and compliance with the standards in this section.*
  - a. *Compatibility of development on Main Street shall be determined based on proper consideration of the above features of nearby properties on Main Street rather than properties on other streets, as well as compliance with the standards in this section.*

- b. *The existing landforms and historic structures, as noted in the town's Historic Resource Inventory, on a site shall be preserved onsite whenever possible and reinforced by development rather than destroyed or replaced by it.*

§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. Planning Commission agreed with this analysis during their review of the sketch plan on March 15, 2018.

Therefore, the following sections of the non-residential development standards are not applicable to this review:

- B. Façade Standards**
- C. Bulk Plane Standards**
- D. Roof Standards**
- E. Building Material Standards**
- F. Building Colors**

The following sections of the non-residential development standards are applicable to this review:

**G. Design Variety**

**1. Intent**

*To promote design variety that is also compatible with the character of Frisco.*

**2. Duplicate Building Design Prohibited**

**a. Building designs that duplicate, or are substantially similar in terms of roof pitch, building articulation, materials, colors, and building elements to existing or proposed structures within a 300 foot radius of the property are not allowed, with the exception of accessory structures, which may be designed similarly to the primary structure.**

**b. Where a proposed building contains multiple identical units, the building design shall provide architectural differentiation from the duplication of units by providing a variety in windows, decks, balconies, or exterior facade compositions.**

The applicant is designing the addition to complement the existing structure. The design does not duplicate any structures within three hundred (300) feet of the property. The application meets this standard.

**H. Additions. 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. Planning Commission agreed with this analysis during their review of the sketch plan on March 15, 2018. The application meets this standard.

***I. Parking and Loading***

***1. Intent***

***To mitigate the visual impact of parking and loading facilities.***

***2. Parking***

- a. No more than 60 percent of required parking spaces may be located in front of a building along the principal street façade. If another building or other structure blocks the view of parking from the street, the blocked parking spaces may be excluded from this percentage.***

The applicant is providing five (5) residential parking spaces in the front of the building along the principal street façade fronting along School Road. Twelve percent (12%) of the parking spaces are provided along the principal street façade. The application meets this standard.

***3. Landscaping of Parking Lots***

- a. Except in the Central Core District, parking lots abutting a property line shall incorporate a landscaped buffer between the property line and the paved surface of the parking lot. Non-raised planters in parking lots are encouraged so that, where possible, stormwater may be accommodated through such landscaped areas and maintenance is reduced.***

***i. Required landscaped buffers shall meet the following standards:***

- a) Buffers shall be a minimum of ten feet wide and contain twice the required number of trees required by Section 6.14.***
- b) The location and type of all plantings shall meet sight distance requirements.***

***ii. The following incentive is available:***

- a) If a landscaped buffer incorporates double the plant quantities and area required above, or double the requirement in Section 6.14.3.F, Parking Area Landscaping, whichever is greater, then the applicant may locate up to 75 percent of the required parking in the front of the building along the principal street façade, with approval by the Planning Commission.***

There are no parking lots directly abutting a property line. There is an existing landscape buffer greater than ten (10) feet between parking lots and property lines. The application meets this standard.

- b. Except in the Central Core District, where a building abuts parking or paved areas, a landscaped area shall be provided that varies from five to ten feet in width.**
  - i. Required landscaped areas shall meet the following standards:**
    - a) At least half of the landscaped areas shall be 10 feet in width.**
    - b) This landscaped area shall be at least 50 percent of the length of the building.**
    - c) Landscaping shall also comply with Section 6.14.**
  - ii. The following incentive is available:**
    - a) If less than 50 percent of the required parking spaces are located in front of the building along the principal street façade, the landscaped buffer may be reduced to a minimum of 35 percent of the length of the building, with approval by the Planning Commission.**

The applicant is not modifying the asphalt adjacent to the existing building with the construction of the addition. Due to the building addition occurring on existing pavement, and the project falling under a Public Project undertaken by the Town (§180-6.14.3.E), additional landscaping is not required. The application meets this standard.

**4. Loading**

- a. Service, loading, and trash areas shall be screened from all public rights-of-way and parking areas.**

The applicant is not modifying the existing service, loading or trash areas with the construction of the addition. The application meets this standard.

**J. Amenities**

**1. Intent**

**To enhance development with amenities that promote alternative modes of transportation and provide community gathering spaces.**

**2. Bicycle Parking**

**Bicycle parking spaces shall be provided in an amount equal to at least 20 percent of the required vehicular parking spaces for the development. A lesser number may be approved by the Town if reasonably justified by the applicant.**

There is an existing bicycle rack on-site. Additional bicycle storage is available for employees within the structure. The application meets this standard.

**3. Community Spaces**

- a. Development with over 10,000 square feet of gross floor area shall provide community spaces, including but not limited to, public benches, water features, public kiosk/gazebo, public patio/seating areas, public plazas, or public art.**

- i. A minimum of one community space shall be provided for any development with between 10,000 and 25,000 square feet of gross floor area.***
- ii. A minimum of three community spaces shall be provided for any development with over 25,000 square feet of gross floor area.***

The applicant has stated that a picnic table will 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. The application meets this standard.

#### **ANALYSIS – PARKING AND LOADING [180-6.13]**

**Purpose:** The intent of the parking and loading regulations is to require parking be provided relative to the impacts created and proposed by new development, while promoting a pedestrian oriented commercial and downtown area.

**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 unpaved 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 (42) spaces is adequate for the operation of this unique use.

At their March 15, 2018 sketch plan review, the Planning Commission agreed that the applicant is proposing adequate on premise parking. Commissioners noted that the site provides the potential for the applicant to expand parking in the future if necessary.

If the Planning Commission finds that the proposed forty-two (42) spaces are sufficient for the proposed Public Works facility expansion project, the application meets this standard.

**Visitor Parking:** Visitor parking is not required for two (2) residential units. This standard is not applicable.

**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. The applicant is providing two (2) accessible spaces, one (1) of which is a van accessible parking space. The application meets this standard.

**Parking Standards and Criteria (§180-6.13.6):** Required parking spaces shall be a minimum of 9 feet by 18.5 feet in size. Required accessible spaces shall be a minimum of 8 feet by 18.5 feet in size with a minimum accessibility aisle area of five (5) feet for each space. All accessible spaces designated for accessible van must have a minimum aisle width of eight feet. The application meets this standard.



**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. There is an existing bicycle rack on-site which holds a minimum of eight (8) bicycles. Additional bicycle storage is available for employees within the structure. The application meets this standard.

**Snow Storage Areas** (§180-6.13.6.E.): One-hundred (100) square feet of snow storage is required for every 350 square feet of paved surface area and any unpaved parking and driveway areas. The application involves 53,959 sq.ft. of paving and 2,480.5 sq. ft. of unpaved parking area (used for equipment parking), so 16,126 sq.ft. of snow storage is required. The application proposes 20,783 sq.ft. of snow storage. The application meets this standard.

Snow storage areas shall be located adjacent to the applicable paved areas and shall be a minimum of eight (8) feet in depth. The applicant is showing 4,648 square feet of snow storage not directly adjacent to paved areas. However, the Public Works division has been utilizing this area for snow storage over previous years and due to the excess snow storage provided on-site, the application continues to meet the snow storage requirements. The application meets this standard.

## ANALYSIS – LANDSCAPING AND REVEGETATION [6-14]

**Landscaping Requirements by Project Type** (§180-6.14.3): This proposal is subject to the landscaping requirements for a Public Project. For projects undertaken by the Town, the amount of trees and shrubs required shall be determined by the Town. The Town shall be guided by the comparison with similar uses within Town or within region to determine appropriate landscaping requirements. As shown on the submitted landscape plan, and on the below aerial photograph, the property has a number of existing trees around the perimeter of structures and asphalt. Should the Planning Commission find that the site meets the landscape requirements for a public project, the application meets this standard.



**Additions to Existing Developments (§180-6.14.3.G):** In determining landscape requirements for additions to existing development or structures, the required amount of landscaping in this article shall be determined by the amount of soil disturbance and project type per Section 6.14.3. A nonconforming use or structure that is nonconforming due to inadequacies in its provision of landscaping may be expanded, changed, or altered provided that landscaping is provided for the expansion in accordance with this section. Due to the building addition occurring on existing pavement, and the project falling under a Public Project undertaken by the Town, additional landscaping may not be required. The applicant has strategically placed the new driveway access to where it where only cause the removal of one (1) or two (2) trees at the most. Should the Planning Commission find that the site meets the landscape requirements for a public project, the application meets this standard.

With the project classified as a public project undertaken by the town and a large amount of trees already existing on site, the following sections of the Unified Development Code are not applicable:

- Parking Area Landscaping (§180-6.14.3.F)**
- Required Vegetation (§180-6.14.4.A.)**
- Landscape Alternatives for Mixed-Use Projects (§180-6.14.4.B.)**
- Species Diversity (§180-6.14.4.B.)**
- Water Conservation (§180-6.14.5.C.)**
- Credit for Preservation of Existing Trees (§180-6.14.5.G.)**
- Irrigation System Requirements (§180-6.14.5.I.)**

The following sections of the landscaping requirements are applicable:

**Revegetation of Disturbed Land (§180-6.14.5.E.):** All areas disturbed by grading or construction, not being formally landscaped, shall be revegetated. The applicant has included a note on the landscape plan stating that all areas disturbed by grading or construction, not being formally landscaped, shall be revegetated. The application meets this standard.

**Protection of Existing Vegetation (§180-6.14.5.H.):** The Unified Development Code allows existing trees to be removed from a site without replacement when those trees are located on land to be occupied by buildings, parking, and paving plus an adjacent clearance strip. The applicant has included a landscape note stating that existing trees in proximity of construction shall receive a four (4) foot high visibility fence. The application meets this standard.

**Landscape Maintenance (§180-6.14.6.):** Landscaping shall be maintained in good health and condition perpetually. If any vegetative landscaping required by this chapter shall die, it shall be replaced within one year. The applicant is aware of this requirement. The application meets this standard.

## ANALYSIS – OUTDOOR LIGHTING [180-6.16]

**Outdoor Lighting (§180-6.16):** The applicant has stated that the only new lighting fixtures will be for the entry to each dwelling unit. Staff has included a suggested condition of approval requiring the application to submit the cut sheet for exterior light fixture(s) showing compliance with Section 180-6.16 of the UDC prior to receiving a Certificate of Occupancy. With this condition, the application complies with this standard.

**General Requirements (§180-6.16.3.):** Exterior light fixtures on multi-family properties shall conform with the Illuminating Engineer Society of North America (IESNA) criteria for full cut-off

fixtures, that is, no significant amount of the fixture's total output may be emitted above a vertical cutoff angle of 90 degrees. Any structural part of the fixture providing this cutoff angle must be permanently affixed. Staff has included a suggested condition of approval requiring the application to submit the cut sheet for exterior light fixture(s) showing compliance with Section 180-6.16 of the UDC prior to receiving a Certificate of Occupancy. With this condition, the application complies with this standard.

**Height** (§180-6.16.3.): Wall mounted light fixture shall not exceed the height of the wall to which it is mounted. The applicant will be required to show compliance with Section 180-6.16 of the UDC prior to a Certificate of Occupancy being issued.

**Design** (§180-6.16.7.): It is required that light fixture designs reflect the small mountain town character of Frisco. Design features shall eliminate off-site light spillage. The applicant will be required to show compliance with Section 180-6.16 of the UDC prior to a Certificate of Occupancy being issued.

## ANALYSIS – AGENCY REVIEWS

### **SUMMIT FIRE & EMS**

*Thank you for the opportunity to review and comment on the above proposed site plan. Summit Fire & EMS has the following comments and concerns regarding the proposed project plans:*

- 1. A construction permit through the fire department is required for this project. Please advise the developer/contractor to contact the fire department for details.*
- 2. An approved Fire Sprinkler system is required for this addition. Please advise the developer to size the waterline into the building to meet fire sprinkler and domestic water demand accordingly.*
- 3. An approved fire alarm system is required for this project.*
- 4. Please advise how the secondary entrance from School Road will be accessed/secured.*

Kim J. McDonald  
Fire Marshal  
Summit Fire & EMS

### **FRISCO ENGINEERING**

*I have reviewed the subject plans and offer the following comments for your consideration:*

- 1. With regards to traffic the impacts will be minimal as there is no increase in staffing levels involved in the building addition, therefore there should be no additional traffic generated from the new office spaces. As to the employee units, the increased traffic levels should be minimal, in part due to the likelihood that some of the units will be occupied by Town employees who may actually be employed at the Public Works offices. Some minor increase in traffic may occur due to the employee units, however the increase should be slight and have no impact on the level of service on School Road or the intersection with Summit Blvd.*

2. *With regards to the site plan it appears there will be only a slight increase in impervious area, due to the new driveway, and that area can be drained into existing drainage ditches in the area and should have little if any impact on site runoff. I would suggest a small retention pond be graded just below (east) of the new driveway to address any increased runoff or water quality issues. The Town Engineer should conduct a site visit during construction to help facilitate the final grading and sizing of this pond. Prior to disturbance of the site for the new driveway, silt fencing should be placed along the limits of construction to control disturbance and keep any temporary drainage impacts contained. After completion all disturbed areas should be revegetated.*

Bill Linfield, Frisco Engineer

### **SUMMIT COUNTY GIS**

*Addressing for this should remain 102 School Road with the addition of two new addresses for the Employee Units. Proposed Addressing for the Employee Housing Units:*

*Employee Unit 1: 102 School RD Unit 1*

*Employee Unit 2: 102 School RD Unit 2*

*“Unit 1” and “Unit 2” could also be A and B or I01 and 201 etc. Above suggestion is based how the units are labeled on the drawing.*

*Please confirm the preferred address structure so the addressing information can be added into our addressing management system.*

Suzanne Kenney, GIS Analyst II

### **FRISCO SANITATION DISTRICT**

*The Sanitation District will assess tap fees on the residential portion of the project but will not on the additional office space. We currently do not bill the town for wastewater service to the public works building and will continue that arrangement for the office portion of the new building.*

Matt Smith, Manager

### **XCEL ENERGY**

*Xcel will only allow one service to the building. When they add their second set of the meters they will need to combine with the existing. The meter locations look acceptable.*

*When they are ready to apply they will need to provide*

- *Approved site plan*
- *Approved elevations with meter location*
- *One line diagram with total loads*
- *Gas Schedule.*

*Once the final loads are received we can do an analysis on where the current facilities can accommodate the new loads.*

Amy Lagace, Designer  
Xcel Energy

## **SUMMIT COMBINED HOUSING AUTHORITY**

*As Executive Director of the Summit Combined Housing Authority, I am in support of the proposed construction of two employee dwelling units to the existing Frisco Public Works structure.*

- *Necessity – the 2016 Housing Needs Assessment identifies a need through 2020 for 310 units in the Ten Mile Basin.*

*In summary, the proposed employee housing units being included as a part of the Public Works Expansion are a step in the right direction to help mitigate the current housing shortage in Frisco and the greater Ten Mile Basin.*

Jason Dietz  
Executive Director, Summit Combined Housing Authority

### **STAFF RECOMMENDATIONS**

#### **Recommended Findings**

The Community Development Department recommends the following findings pertaining to the Major Site Plan application for an addition to the Frisco Maintenance Building and a Conditional Use application for accessory dwelling units as part of said addition located at 102 School Road / TR 5-78, Sec 26, Qtr 4 also known as the Frisco Public Works Maintenance Building:

*Based upon the review of the Staff Report dated April 19, 2018 and the evidence and testimony presented, the Planning Commission finds:*

1. *The proposed site plan application is in general conformance with the principals and policies of the Frisco Community Plan, specifically, the quality of life statements and associated criteria related to the built environment, community services, and housing.*
2. *The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-3.15, Public Facilities (PF) District, since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: lot area, lot frontage, building height, setbacks, lot coverage, building height, and density.*
3. *The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-5.3, Accessory Dwelling Units, since all of the applicable requirements have been met by the submittal and the recommended conditions of approval.*
4. *The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-6.21, Non-Residential Development Standards, since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: that the development is designed in a manner compatible with the neighborhood and the small mountain town character of Frisco. The Planning Commission finds that the addition is substantially smaller than the square footage of the existing building and may be designed to complement the existing*

*structure even though the existing building may not currently meet the façade, roof, material or color standards.*

- 5. The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-6, Development Standards since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: drainage plan, snow storage and snow shedding, vehicular access, non-vehicular access, traffic studies, and refuse management.*
- 6. The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-6.14 Landscaping. The Planning Commission finds that the site meets the landscape requirements for a public project and all of the applicable requirements have been met by the submittal; including: required vegetation, water conservation, irrigation system, and landscaping maintenance.*
- 7. The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically 180-6.16 Outdoor Lighting since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: exterior light fixtures, light emissions and design.*
- 8. The proposed site plan application is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-13, Parking and Loading Regulations, since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: on-premise parking, visitor parking, accessible parking, parking dimensions & design, and snow storage areas. The Planning Commission finds the proposed forty-two (42) spaces are sufficient for the proposed Public Works facility expansion project.*
- 9. The proposed conditional use request for the accessory dwelling units is in general conformance with the Town of Frisco Unified Development Code, specifically Section 180-2.5.1, Conditional Uses, because the following criteria established for allowing a conditional use have been met:*
  - a. Because the Community Plan encourages providing a desirable service and facility to the community and the proposed accessory dwelling units will contribute to the general welfare of the community by adding new residential dwelling units for locals. The conditional use proposal will provide two (2) new residential housing units in a desired location within walking distance to the Public Works offices, the Marina, Summit Boulevard businesses, Main Street, Summit Middle School, Summit Stage bus stop and the Recpath.*
  - b. Because the proposed structure is required to comply with all applicable Town codes, and the conditions set forth in this staff memo are intended to address health, safety, and welfare, the use will not, under the circumstances of the particular case and conditions imposes, be detrimental to the health, safety, and general welfare of persons nor injurious to property or improvements in the community.*

- c. *Because all the conditions of the staff report must be met, the proposed accessory dwelling use will comply with the regulations and conditions in the Town Code for such use.*
- d. *Because the proposed residential dwelling use conforms to the goals and objectives of the Frisco Community Plan including providing a variety of affordable housing opportunities that meet the needs of Frisco residents, encouraging eclectic and sustainable designs for new construction and redevelopment to enhance the community's character, ensuring Town government efficiencies and cost effectiveness, and ensuring new housing is compatible with adjacent properties and compliments existing neighborhoods.*
- e. *Because the proposed structure will be compatible with the other structures located in the vicinity, providing a mountain contemporary style of architecture that is complementary to Frisco's eclectic character, it meets the small mountain town character of Frisco, and the proposed use furthers the architectural qualities and character of the community. The proposed accessory dwelling use provides Frisco residential units in close proximity to Main's Street retail, restaurants and office uses, it will be compatible to the surrounding land uses. The nearby transit stop on 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. The use is compatible with surrounding land uses and in keeping with the overall intent of the land use designation of the area.*

### **Recommended Action**

Based upon the findings above, the Community Development Department recommends APPROVAL of the proposed Major Site Plan application for an addition to the Frisco Maintenance Building and a Conditional Use application for accessory dwelling units as part of said addition located at 102 School Road / TR 5-78, Sec 26, Qtr 4 also known as the Frisco Public Works Maintenance Building, subject to the following conditions:

*Special Conditions:*

1. *The applicant shall satisfy the comments of the Frisco Engineer.*
2. *The applicant shall satisfy the comments of the Summit County GIS Department.*
3. *The applicant shall satisfy the comments of the Frisco Sanitation District.*
4. *The applicant shall satisfy the comments of Summit Fire and EMS.*
5. *Prior to the issuance of a certificate of occupancy, the applicant shall execute the necessary deed restriction for the accessory dwelling units.*
6. *Prior to the issuance of a certificate of occupancy for either accessory dwelling unit, the applicant shall submit a lighting cut sheet for proposed exterior light fixtures that demonstrates compliance with Section 180-6.16 of the UDC.*

### **Recommended Motion**

Should the Planning Commission choose to approve this Major Site Plan and Conditional Use application, the Community Development Department recommends the following motion:

***With respect to File No. 020-18-MAJ/CU, I move that the recommended findings set forth in the April 19, 2018, staff report be made and that the recommended conditions set forth therein be taken and that the Planning Commission hereby APPROVES the request for a Major Site Plan application for an addition to the Frisco Maintenance Building and a Conditional Use application for accessory dwelling units as part of said addition located at 102 School Road / TR 5-78, Sec 26, Qtr 4 also known as the Frisco Public Works Maintenance Building.***

### **ATTACHMENTS**

Attachments:

- Application Materials

cc: Jeff Goble, Public Works Director