



PLANNING COMMISSION STAFF REPORT

February 2, 2023

AGENDA ITEM: Planning File No. MODSP-22-0002: The final review of the Modification to an Approved Site Plan, MAJ-21-0006.

LOCATION: 318 South 2nd Avenue / Lots 13-16, Block 24, Frisco Townsite

ZONING: Residential High Density (RH) District

APPLICANT & ARCHITECT: Allen-Guerra Architecture
PO Box 7488
Breckenridge, CO 80424

OWNER: 318 S. 2nd Ave LLC
PO Box 776
Georgetown, CO 80444

ENGINEER: Alpine Engineering, Inc.
PO Box 97
Edwards, CO 81632

NOTICING: Mailed to adjacent property owners: 01/19/2023
Posted at the Site: 01/19/2023

TOWN STAFF: Emily Weber, Planner II
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PROJECT DESCRIPTION

On January 28, 2022, the Town of Frisco Planning Commission approved Planning Application MAJ-21-0006, a Major Site Plan Application for a five-unit, multi-family development to be constructed at 318 S. 2nd Avenue. Building permits have been issued and construction is underway for Units 3, 4, and 5. However, the applicant is requesting a Modification to an Approved Site Plan due to the size and location of the transformer that was installed at the northwest corner of the property.

The proposed modification only affects Units 1 and Units 2; there are no changes to Units 3, 4, and 5 so those units are not analyzed in this application. This staff report focuses on the alterations resulting from the redesign of Units 1 and 2, and Code conformance of overall site plan characteristics such as lot coverage, parking and landscaping that are impacted by the

modification. The Notice of Decision for MAJ-21-0006 is attached for reference to the original approval.

- Original approval:
 - Unit 1: ~3,118 sq. ft. detached unit with four bedrooms
 - Unit 2: ~2,956 sq. ft. detached unit with three bedrooms
- Proposed modification:
 - Unit 1: ~3,316 sq. ft. duplex unit with four bedrooms
 - Unit 2: ~2,896 sq. ft. duplex unit with three bedrooms
- Building materials are consistent with the original application approval.

Per Section 180-2.3.8 of the Code, a modification of this scope is submitted and reviewed using the same procedure as the original approval. In this case, that is the Major Site Plan, which includes both sketch plan and final review. The Planning Commission reviewed the sketch plan at the November 3, 2022, regularly scheduled meeting. Generally, the Planning Commissioners felt that the bulk plane encroachments should be reduced, and the façade should be broken up.

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

BACKGROUND

The subject property is located between Frisco Street and Frisco Street Alley, along South 2nd Avenue. The property was previously the location of a single-family structure which the Summit County Assessor's office documented as being constructed in 1956. The property was not listed on the Town of Frisco Historic Resource Survey performed in 2020. The existing structure and associated shed were demolished in the spring of 2022.

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.



Vicinity Map

ANALYSIS – FRISCO COMMUNITY PLAN

Community Plan Vision and Guiding Principles: The vision and guiding principles are a statement of community values. Together, they reflect characteristics that residents value about Frisco today, and the kind of community that residents would like to see Frisco become as it continues to grow and evolve over time. The vision and guiding principles serve as an organizing framework for subsequent chapters and policy guidance in the Community Plan, as well as for the Town Council's Strategic Plan.

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

Guiding Principle 1: Inclusive Community - Frisco cares about our neighbors, visitors, and the whole of our community. We are an inclusive community that welcomes people of all backgrounds and income levels. We support a balance of housing options to create opportunities for a diverse population to reside here. Our history is integral to our identity and it is also a guiding principle for our future. As the Town grows and changes, we need to be rooted in the values of our past. The Ten Mile Range mountain backdrop, historic structures, vibrant neighborhoods, and a lively Main Street characterize Frisco along with the friendly people and welcoming vibe. As Frisco grows, this character and identity should be preserved and enhanced throughout Town.

1.1: Protect the character and livability of Frisco's residential neighborhoods

- 1.1A Ensure new housing complements adjacent properties and neighborhoods through appropriate mass, scale, and design. See page 68 for Area Specific Policies/Design Principles to help encourage compatible neighborhood development.

Guiding Principle 2: Thriving Economy - The Frisco economy is built upon a unique balance of tourism and its role as a commercial-service hub for the region. Tourism, driven by recreational opportunities, and the small, mountain town appeal of Main Street, creates jobs and revenue. Locals and visitors utilize the large retailers, grocery stores, and services located along Summit Boulevard, and support the small businesses on Main Street. While the Frisco economy has seen steady growth in the past decade, diversification of the economy is important. More year-round opportunities will provide stability through the seasons and economic downturns. The Town should focus on small, incremental changes that preserve the town character and a healthy small business community that attracts residents and visitors.

2.1: Maintain a diverse and strong economy

- 2.1B Provide opportunities for a balanced mix of housing and services to support local businesses, employees, residents and visitors.

The subject property is located between Frisco Street and Frisco Street Alley, along South 2nd Avenue. There is an existing mixture of residential building types, building designs, and dwelling unit densities in this neighborhood. The subject property is zoned Residential-High (RH) Density with properties to the south zoned Residential-Low (RL) Density.



Frisco Zoning Map

To the north of this site, across Frisco Street Alley, is a single-family residence. To the west of this site, across South 2nd Avenue, is Peak One Condominiums. To the east of this site is Ridgeview Court, containing five residential units. South of the site, across Frisco Street, are duplex units.

The proposed development includes a building design that is unique to this project but that is also reflective of the architectural elements and styling of other buildings in Frisco. The location and orientation of the buildings create a design that enhances the overall character of the community. This application facilitates the construction of new residential units that add variety to the sizes and types of homes in this residential neighborhood.

The proposed construction of five total residential dwelling units on the subject property is permitted through the density allowed in the Residential High Density (RH) District, and is unchanged by this site plan modification. The application is in conformance with the purpose and recommendations of the Frisco Community Plan.

ANALYSIS – RESIDENTIAL HIGH (RH) DISTRICT [§180-3.7]

The requirements of the Residential High (RH) District are applicable to the review of the proposed multi-family project. Note, these standards apply to the development of the overall parcel, so generally are not affected by this site plan modification except as noted.

Purpose: The purpose of the RH district is to allow for high density residential development that is in close proximity to commercial activity, and to provide for a broad mix in the housing type and cost for all residents.

Minimum Lot Area: The minimum lot area in the RH District is 10,500 sq. ft. The subject lot is 14,000 square feet in area. There are no proposed changes to the existing lot area. The application meets this standard.

Minimum Lot Frontage: The minimum lot frontage in the RH District is sixty (60) feet. Lot frontage is defined in the UDC as that portion of a lot fronting upon and providing rights of access to a dedicated street. Lot frontage is measured continuously along only one street.

The west property line has 140 feet of frontage along South 2nd Avenue and the north and south property lines have 100 feet of frontage along Frisco Street and Frisco Street Alley. There are no proposed changes to the existing lot frontage. The application meets this standard.

Setbacks: Setbacks on this property are governed by setback requirements for the RH Zone District. As part of the original application, the applicant selected Frisco Street as the front lot line and the twenty (20) foot front yard setback was applied to the southern portion of the lot. The minimum and proposed setbacks for this development and proposed modification are:

	Minimum Setback	Proposed Setback	Modification
Front Yard (Frisco Street)	20 feet	South: 20 feet	No change
Side Yard	10 feet	East: 12 feet West: 12 feet	No change No change
Rear Yard	10 feet	North: 12 feet	North: 20 feet

Based upon the submitted plans, there are no proposed building encroachments into the setbacks. An Improvement Location Certificate (ILC) will be required during construction to ensure the structures, including roof eaves, do not encroach into the setback. The application meets the setback standards.

Maximum Lot Coverage: Lot coverage shall not exceed fifty-five percent (55%) of the total lot area. The lot coverage is proposed to be 53.3% with proposed structures and associated improvements.

Maximum Building Height: The maximum building height is thirty-five (35) feet in this zone district. The proposed structures provide a combination of pitched and flat roofs. The application appears to meet this standard with the roofs proposed at 34.8 feet. An Improvement Location Certificate (ILC) will be required during construction to ensure roof height does not exceed the height requirement.

Density: The permitted density in the RH District is sixteen (16) dwelling units per developable acre. The 14,000 sq. ft. property (0.32 acres) allows five (5) units of density on the property. The application meets this standard and is unchanged by the modification.

ANALYSIS – USE STANDARDS [§180-5]

Permitted and Conditional Uses: In the Residential High Density District, a variety of residential uses are permitted including multi-unit dwellings and townhomes. The application meets this standard.

ANALYSIS - DEVELOPMENT STANDARDS [180-6]

This project has been reviewed for compliance with all development standards of the Unified Development Code (UDC).

Buildings Occupying More Than One Lot (§180-6.3.2): Lots 13-16, Block 24, Frisco Townsite are one development site for the purposes of analyzing development standards. Since there is not an existing townhome plat, a replat will be required to formally consolidate Lots 13-16, Block 24, either by vacating the lot lines or through a townhome plat. This was a condition at time of the original major site plan approval.

Drainage Plan (§180-6.6): The grading and drainage plans were submitted and reviewed by the Town Engineer.

Access (§180-6.11): All vehicle access shall comply with the standards set forth in Chapter 155, Minimum Street Design and Access Criteria. Where development abuts a Town road, the location and design of access points to the road must be approved by the Frisco Public Works Director. Multi-family projects shall have a driveway width of nine (9) feet minimum and twenty (20) feet maximum. Proposed access widths range between 17 and 18 feet.

Alleys may be used for access to an adjacent property subject to approval of the Public Works Director in accordance with Section VI, Waivers to These Criteria, Town of Frisco Minimum Street Design and Access Criteria. A waiver was granted for Unit 1 to access the alley as part of the major site plan approval, and no changes are proposed to the access.

No two driveways connecting to a public or private street, alley or highway shall be within thirty (30) feet of one another as measured from edge of driveway to edge of driveway within the right-of-way. The modification application shows this standard is being met.

Non-vehicular Access (§180-6.11.2): It is the purpose of this section to promote the use of non-vehicular modes of transportation through a Town-wide network of connecting non-vehicular pathways and provide safe access year-round. All site plans shall provide for and show non-vehicular access in accordance with the standards set forth in the Frisco Trails Master Plan and Chapter 155, Minimum Street Design and Access Criteria. In addition, all non-vehicular access shall meet the following standards:

- A. All multi-family, mixed-use, non-residential developments, and residential subdivisions shall provide safe and convenient non-vehicular access to a public street or road year-round. Developments shall install paved, year round access from and through the development to adjacent public sidewalks, bicycle and pedestrian facilities, or right of way, both existing and proposed, pursuant to the Frisco Trails Master Plan and in accordance with the Standards of Chapter 155, Minimum Street Design and Access Criteria.
- B. Every principal structure shall provide access to adjacent trail systems or public open space usable for recreation activities.
- C. Developments shall integrate pedestrian ways, trails, and/or bicycle paths with similar existing and planned facilities on adjacent properties. The Frisco Trails Master Plan should be used as a reference when planning for the integration of these facilities.

There is an existing public pathway on the west side of the property, along South 2nd Avenue. The plans include gravel surfaced internal sidewalks connecting to proposed driveways which will access the right-of-ways, as well as for each unit to access the trash / recycling enclosure and visitor parking space. The only change to internal pathways resulting from the modification is elimination of the sidewalk between Units 1 and 2. The application meets access standards.

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 meets the criteria outlined in the Code. While this project is defined by the Code as a large project, the project does not meet the listed criteria that would require a traffic study. This standard does not apply to this application.

On-Premise Parking Requirements (§180-6.13.3.D): One (1) parking space is required per bedroom with a maximum of four (4) parking spaces per unit. One visitor parking space is required for five units.

Use Type	Parking Standard	# Bedrooms	Required Spaces
Residential Units	1 per bedroom	4 units w/4-bedrooms	16
	Maximum of 4 spaces per unit	1 unit w/ 3-bedrooms	3
Visitor Parking	1 per 5 units		1
Total Required			20

Twenty (20) total parking spaces are required for the project, and 20 spaces are provided. The required visitor parking space is shown adjacent to the driveway for Unit 5. The application meets this standard.

Tandem Parking (§180-6.13.4): For multi-family residential projects, two (2) stacked (tandem) spaces may be permitted if Planning Commission finds that the layout of the parking is functional and, at a minimum, finds two (2) out of the following four (4) criteria are met:

- i. That some of the spaces could be used as potential visitor parking space; and/or,*
- ii. That, given the layout and design of the building, adequate storage space is provided for the residents so that it is not anticipated the parking space(s) will be needed predominately for storage; and/or,*
- iii. That the architecture of the building façade which faces or accesses the parking spaces avoids a canyon effect, such that movement is provided in the building design; and/or,*
- iv. That an adequate turning radius area is provided with the parking layout to allow for turning and backing into or out of the tandem parking spaces.*

Tandem parking was approved for Units 1 and 2 in the original proposal. However, at the sketch plan level of this modification, the Planning Commission expressed concerns over the functionality of parking for Unit 2. The sketch plan showed a curved approach to garage to Unit 2 and the visitor parking adjacent to the driveway of Unit 2. The applicant has since modified the proposed visitor parking and realigned the driveway to Unit 2 to provide a more direct approach.

If the Planning Commission finds that the layout of tandem parking is functional and a minimum of two criteria are met, then the application meets this standard.

Electric Vehicle Charging Stations: Chapter 65 of the Code of Ordinances of the Town of Frisco concerning Building Construction and Housing Standards, Section C405.10.1 references electric vehicle charging stations for new construction. The property will be required to comply with requirements as outlined in Section C405.10.1 at the time of building permit submittal.

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. As there are five units, accessible parking spaces are not required for this application.

Bicycle Parking (§180-6.13.4): All multi-family residential developments must provide both enclosed, secure bicycle parking, and outdoor bicycle parking facilities. Dwelling units with a private garage are not required to provide enclosed, secure bicycle parking. Each proposed dwelling unit has a garage and so bicycle parking is not required for this application.

Snow Storage Areas (§180-6.13.7): One-hundred (100) sq. ft. of snow storage is required for every 350 sq. ft. of paving. 2,207 sq. ft. of uncovered paved area is shown on the submitted application materials, requiring 724 sq. ft. of snow storage. There is 813 sq. ft. of snow storage proposed, meeting the requirements.

Landscaping and Revegetation (§180-6.14): This proposal is subject to the landscaping requirements for a residential development. In residential developments, for every 875 square feet of project lot area or fraction thereof, a minimum of one (1) tree must be planted on the site and one (1) shrub shall be required for every 1,500 square feet of lot area. With a lot size of 14,000 square feet, this formula requires sixteen (16) trees and ten (10) shrubs. The use of existing healthy, undamaged vegetation is encouraged because it is already established on the site and is natural to the area.

The applicant stated in their original submitted narrative that the large trees along S. 2nd Avenue and Frisco Street would be protected when possible. However, during site preparation, the earthwork contractor removed all existing trees from the property, including those in the right-of-way. As a result, the applicant submitted a revised landscaping plan proposing replacement of those trees, and additional trees to mitigate for the removal of the right-of-way trees.

The application includes the planting of fifty (50) Aspen trees, eight (8) Narrowleaf Cottonwood trees and twelve (12) Colorado Spruce for a total of seventy (70) new trees. The application is proposing forty (40) Alpine Current and Woods Rose shrubs. The applicant is meeting the landscaping requirements.

The application materials will be required to comply with the Firewise program, including defensible space zones, as regulated by Summit Fire & EMS at time of building permit review.

Outdoor Lighting (§180-6.16): The application meets this requirement.

Refuse Management (§180-6.17): All commercial, mixed-use and multi-family residential development projects containing five or more units shall utilize dumpster enclosures for the storage of all refuse, recycling, grease traps, and compost collection. The enclosure was approved as part of the original approval and is not changed by this modification application.

Residential Development Standards (§180-6.22): The purpose of the residential development standards is to promote high-quality development while still providing for creative and unique building designs; to establish minimum standards related to scale, mass, architecture, materials,

and overall design character of development and provide incentives to help achieve desired attributes; and to preserve established neighborhood scale and character, ensuring that residential areas contribute to the streetscape and are conducive to walking.

The proposed modification does not alter the overall design character of the development.

Building Elements (180-6.22.3.A): The proposed structure is utilizing a minimum of four of the building elements on each facade. Building elements utilized include balconies, porches and patios; building elements that provide shelter from natural elements; offsets, insets and architectural features to add variety of depths to the wall plane; change in texture and material; variation in roof planes and forms; and variation in window sizes and shapes.

Duplicate Building Design Prohibited (180-6.22.3.A.3): The proposed buildings provide differences in architecture to prevent the buildings and units from appearing to duplicate each other.

Roof Pitch (180-6.22.3.C.2): Pitched roofs, or flat roofs augmented with pitched roof elements, are required. A minimum roof pitch of 6/12 is encouraged (but not required). The proposed building roofs are a combination of flat roofs (1:12) and pitched roofs with a 9:12 slope.

Roof Materials (180-6.22.3.C.4): Metal roofs are permitted provided they are of heavy material that provides substantial relief and shadow, and the design and color are compatible with the building. The application meets the roof material requirements.

Building Material Standards (§180-6.22.3.D): Building materials shall be predominantly natural. Stucco or steel are acceptable materials when used in combination with other acceptable materials. Proposed exterior building materials include steel panels, horizontal and vertical cedar shiplap siding and stone veneer, along with asphalt and corrugated metal roofs. The various exterior siding materials wrap around the proposed buildings. The proposed metal is used in combination with other acceptable materials and is proposed to have a permalac spray finish.

Building Colors (§180-6.22.3.E): No color may be used as the primary color of the building that exceeds a chroma of four on the Munsell Color chart. Pure white or black may not be utilized as the primary building color. The applicant is proposing a variety of greys and browns which meet the standards in the Town Code.

Bulk



Standards (§180-6.23): Table 6-K of the UDC outlines bulk plane requirements. §180-6.23.3 of the UDC states that building forms may deviate from this standard and project beyond the bulk plane if they do not exceed maximum building height and provide substantial architectural relief,

The original major site plan approval allowed 313 cubic feet of bulk plane encroachments on the submitted elevation drawings, with the majority in buildings 3, 4, and 5. Units 1 and 2 included 9 and 7 cubic feet, respectively. Since the sketch plan, the applicant has decreased the bulk plane encroachment for Units 1 and 2 to a total of 14.94 cubic feet. This brings the overall encroachment to 314.94 cubic feet.

The Community Development Department has not received any formal public comments concerning this project as of January 27, 2023.

Recommended Findings

Based upon the review of the Staff Report dated February 2, 2023, and the evidence and testimony presented, the Planning Commission finds:

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and Thriving Economy. The proposed development includes a building design that is unique to this project but that is also reflective of the architectural elements and styling of other buildings in Frisco. The location and orientation of this building create a design that enhances the overall character of the community. This application facilitates the construction of new residential units that add variety to the sizes and types of homes in this residential neighborhood.

2. The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, specifically Section 180-3.7, Residential High Density (RH) District, since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: lot area, lot frontage, lot coverage, setbacks, building height and density. All of the applicable requirements have been met by the submittal subject to the recommended conditions of approval.
3. The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, specifically Section 180-6.22, 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 development includes required building elements, shelter from natural elements and provides visual relief, the building is designed to relieve the feeling of mass, building façade and roof lines are broken up, exterior materials and colors are compatible with the surrounds and meet specific standards, roof forms and design are compatible with the surrounding area and a variety of standards, and the other recommendations and standards of the Residential Design Standards.
4. The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, specifically Section 180-6.23, Bulk Standards, since all applicable requirements with regards to bulk standards have been met by the submittal and the recommended conditions of approval. The Planning Commission finds that the proposed encroachments into the bulk planes provide substantial architectural relief and advance the intent of the bulk standards, the building proposed significant variation in all the wall planes and required wall façade breaks, the building is designed in a manner that relieves the feeling of mass.
5. The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, 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 development application is in general conformance with the Town of Frisco Zoning Code, specifically Section 180-6.13, 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, parking dimensions & design, and snow storage areas. The Planning Commission finds that the layout of the tandem parking is functional given the layout and design of the building, adequate storage space is provided so the tandem parking does not need to

be used for storage, the architecture of the building façade which accesses the parking spaces avoids a canyon effect and an adequate turning radius area is provided with the parking layout to allow for turning and backing into or out of the tandem parking spaces.

7. *The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, specifically Section 180-6.14 Landscaping since all of the applicable requirements have been met by the submittal and the recommended conditions of approval; including: required vegetation, water conservation, irrigation system, and landscaping maintenance.*
8. *The proposed development application is in general conformance with the Town of Frisco Zoning Regulations, 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, design, and energy savings.*

Recommended Action

Based upon the findings above, the Community Development Department recommends APPROVAL of the proposed Modification to an Approved Site Plan, MAJ-21-0006, located at 318 South 2nd Avenue / Lots 13-16, Block 24, Frisco Townsite, subject to the following conditions:

1. *Prior to issuance of a Certificate of Occupancy, the Applicant shall cause to be executed a final plat to vacate the property lines between Lots 13-16, Block 24, Frisco Townsite in accordance with Section 180-6.3.2 of the Frisco Unified Development Code. This may also be accomplished through a townhome plat.*
2. *All conditions outlined in the original approval for MAJ-21-0006 are met.*

ATTACHMENTS

Attachments:

Attachment 1 – Narrative dated December 12, 2022

Attachment 2 – Site Plan Submittal