



MEMORANDUM

TO: Mayor and Town Council

FROM: Julia Puester, AICP

DATE: February 19, 2013 for meeting of February 26, 2013

SUBJECT: McCain Master Plan: PUBLIC COMMENT SESSSION

At their October 23rd, 2012 meeting, the Town Council directed staff to develop a master plan for the McCain property (see attached map) in order to designate uses and density on the property. The Planning Commission held a public hearing on December 4th and recommended a continuance of the master plan application. At its December 11th work session, the Town Council requested that the McCain Master Plan application be withdrawn from the planning process to allow the Council to further discuss the master plan without it being an active application. The Town Council discussed the master plan uses again on January 2nd and February 12th, directing staff to make modifications to the existing memo to include possible residential and expanded open space uses on the property.

The Council would like to hear from the public on the Master Plan and scheduled a public comment session on the February 26th Council work session.

History

The property was dredge-mined in the early 1900's. Most of the dredged rock piles are currently being extracted, or have been removed leaving significant portions of the site barren.

The property was purchased for \$1.1 million in 2003 by the Town with funds comprised of 70% from the general fund and 30% from the open space program. The primary purpose for the acquisition was to service future public purposes. After the acquisition, the property was annexed and incorporated into Land Use District 43, which allows for existing residential and service commercial, recreational, open space, governmental land uses, and mining.

Since 2003, the Council has been considering what might be the best use(s) for this parcel. Although multiple uses have been discussed over the years, there has never been a final determination of uses or any master plan adopted for the property. Previous programming exercises have prioritized uses based on community need. There were many uses, such as Housing, Golf, Motorized Sports, Railroad, Nordic Skiing, etc., that were considered at one time, but have been eliminated because there have been higher

priority uses identified for this site.

Alpine Rock owns a 25 acre parcel in the northwestern corner of the McCain property. The Town is in negotiations to purchase the property with Alpine Rock leasing the property which is currently home to the batch plant operations. The Town intends that Alpine Rock will continue mining and processing operations on portions of the McCain property subject to a lease currently under negotiation for a period of years. For the purpose of the master planning efforts, the 25 acres of Alpine Rock property has been included as part of the McCain Master Plan.

Public and Planning Commission Comments (prior to February 26th meeting)

Comments received from the EngageBreckenridge website, public comments made at the Planning Commission public hearing on December 4th, Planning Commissioner comments and additional written public comments received can all be referenced in the January 2nd Town Council packet and separate comments. In brief, comments at the Commission meeting included: existing lessees on the property desiring to remain in operation there; nearby property owners expressing concerns about potential lighting impacts of commercial uses; desires to create an open space type visual appearance of entrance into Town; and opposition to commercial retail in the area.

Additional public comment made at this meeting will be documented for the record. Public notice for the meeting was posted on the property, mailed to property owners of record within 500 feet of the property, advertised in the Summit Daily News, and sent to local professional organizations and neighboring HOAs.

Land Uses

Staff has provided the following information on land uses and densities for the McCain site to assist the Council with their discussion.

The Master Plan purpose is to identify general land uses for the property, potential amenities and potential public facilities.

Service Commercial Uses (approximately 5-11 acres):

Service commercial uses are shown at the north end of the property (see map). Service commercial in this northern area of Town is consistent with the direction provided in the Comprehensive Plan and SustainableBreck Plan. Both plans recognized the need to retain these uses in the community so they were not displaced and moved to other locations in the County.

The **Comprehensive Plan**, 2008, states:

*“The Town should also look for opportunities to locate additional service commercial or light industrial uses. As has been discussed, the locations where such uses are allowed are fairly limited and are almost built out. Locations such as the McCain property, particularly portions of the property adjacent to existing service commercial/light industrial uses to the north, should be evaluated.” **(underlined emphasis added)***

The SustainableBreck Plan, 2011, includes the following discussion regarding service commercial uses:

“Service commercial uses such as auto repair shops, car washes, landscaping businesses, and contractor’s yards are services that are essential to supporting the entire community. However, other land uses (e.g., retail, office) can typically afford to pay more to purchase or lease commercial space.

As a result, as commercial land becomes scarcer it is more difficult for service commercial uses to compete for available land and the uses are relocated to areas downvalley. This action is intended to give preference to service commercial uses in key locations, so they are maintained as viable uses in Breckenridge.”

Staff has provided examples of such uses.

Service Commercial Uses-

Contractor/building trades with or without storage yards

Equipment rental

Autobody, Auto repair

Auto rental

Auto wash

Outdoor storage

Warehouse (without distribution)

Commercial Uses (approximately 5+ acres):

The **SustainableBreck Plan**, 2011, suggests some limited small-scale commercial uses at the north end of Town:

“Designate an appropriate location at the north end of Town for limited small-scale commercial services

As more residential development occurs at the north end of Town (e.g., Stan Miller area), the amount of traffic going to and from Breckenridge for daily needs will grow. An alternative is to provide a small commercial convenience store at the north end that would provide a place closer to home to buy a loaf of bread, a gallon of milk, or similar items. Under this action, a location for such uses would be identified.” (underlined emphasis added)

Commercial uses are proposed at the north end of the McCain property (see attached map). Staff has provided examples of commercial uses.

Commercial Uses -

Restaurants, cafes, coffee shops

General Retail Store (examples: book store, clothing, grocery, florist, convenience store, hardware, liquor, sporting goods, etc.)

Office

Bank

Gas Station without auto repair service

Entertainment Facility (bowling, pool hall, dance studio, theatre)

Commercial uses can be listed very specific or left broad in the Master Plan Notes, depending on the direction of the Council. Further, the Council may wish to consider some of the above uses only under certain circumstances. For example:

“Restaurant, café, and coffee shops no larger than 4,000 square feet, all operations must occur between 7 a.m. and 10 p.m.” (example only)

“Entertainment facilities which close no later than 10 p.m.” (example only)

These specific requirements for individual uses are not uncommon within Master Plan Notes and can be specified in the plan as limitations on the property. For example, the Stan Miller Master Plan to the north has limitation on some use sizes and hours of operation.

Government Uses (approximately 110 acres):

The Town has planned for the McCain property to serve several community needs. Those needs include the uses listed below per the attached Master Plan. However, these uses may change over time in conjunction with future community needs. Explanations of each use follow the list below.

Governmental Uses (including, but not limited to)-

- Solar garden
- Open space
- Trails
- Snow storage
- Parking
- Recycling Center
- Water Treatment Facility
- Water storage/reservoir

Solar Garden: The Town plans to lease a 5-10 acre parcel to Clean Energy Collective for the purpose of a 500 kilowatt (or possibly larger) community solar garden. The solar garden would be available to Town and County residents for the purchase of renewable electric energy. This would accomplish one of the action items in the SustainableBreck Plan. (approx. 6-10 acres)

Open Space (30%): 30% of the funds (\$300,000) to purchase the property came from the open space fund. The Town will ensure that 30% of the land area, or 31 acres, which is most valuable to wildlife and the open space program be kept as open space. This land area is located around the river corridor. (101 acres were purchased from the McCain’s. The additional 25 acres included in this plan are from the Alpine Rock property which the Town is currently in negotiations to purchase and will use general funds to do so.) The area shown on the plan as open space is approximately 37% of the acquired property.

Part of the Town’s efforts which would further the open space values is to restore the Blue River in conjunction with the Army Corps of Engineers. The Town (as the applicant) plans to restore the Blue River (in accordance with the Town’s Blue River Restoration Master Plan) by relocating the river along the westerly boundary of the property. The reclaimed river will be vegetated with natural landscaping and public access and trails will be created. The river and trails will be located within a 38-acre corridor as public open space. Timing of the river reclamation will be scheduled per the Army Corps of Engineers project timeline, which is currently on hold. (approx. 38 acres)

Open Space (In excess of 30% option): Open space may also be considered in an acreage greater than 30% (as discussed above). At their February 12th meeting, the Town Council left the amount of open space open to public input.

Trails: The Town plans for public trails through the property. Trail easements would allow public access through the property to the Blue River. This land area is not included in the open space calculations above and would result in additional open space area. (total area unknown)

Snow Storage: A future need for Town snow storage has been identified. The Town currently utilizes land for snow storage on Block 11. However, Block 11 has been master planned to allow for attainable workforce housing when future market demands exist and will eventually be built out. This use would accommodate snow removal operations of the Town public roads, sidewalks and public facilities. (approx. 16 acres)

Parking: The Town has an agreement with the Breckenridge Ski Resort (originating from development of the gondola) to provide 500 skier parking spaces in Town. Currently this parking is accommodated on Block 11. However, we anticipate a need for additional overflow/event parking that may need to be accommodated at the McCain site. (total area unknown)

Recycling Center: A joint County/Town recycling facility has been identified as a need to replace the existing facility on County Road 450. The new facility is planned to also include a well designed structure for office and community garden space. (approx. 2 acres)

Water Treatment Facility: The Town is currently conducting a study with a consultant to determine the need and location for an additional water treatment facility. One possible location for the facility is on the property. (approx. 2-4 acres)

Water Storage/Reservoir: The Town, as a senior water right holder, loses some of its water down the Blue River due to lack of water storage capacity. A reservoir site on the McCain property has been discussed by previous Town Councils, and is therefore listed as a permitted use on the draft Master Plan. A reservoir could also be an aesthetic addition to the open space at this site. (approx. 16 acres)

Industrial Uses (11+ acres)

Alpine Rock has existing industrial uses on site which remain the same in the proposed master plan. The Town is in negotiations to purchase the 25 acre parcel from Alpine Rock and would lease the area containing the current batch plant operations and material storage at the northern portion of the property back to Alpine Rock. The Plan would still permit the mining use across the entirety of the property allowing further gravel removal as appropriate.

Industrial Uses-

Mining

Material processing and storage

Batch plant operations

Residential Uses

At their February 12th meeting, the Town Council discussed the possibility of residential being included as a use in the Master Plan. A specific Tract was not determined for residential uses. However, the Town Council would like to hear if the public is supportive of residential uses on the McCain property.

Density

The density allowed for the entire 127.8 acre site consists of a total of 6.39 SFEs. This translates to 6,390 square feet of commercial and service commercial uses.

Tract 1

The 6.39 SFEs is proposed to be allocated for the potential commercial uses on Tract 1, *Area A* which is currently owned by the Town.

Tract 1, *Area B* is owned by Alpine Rock. The Town is currently in the process of acquiring the property. After the acquisition, the Alpine Rock existing batch plant, material storage and processing will continue until Alpine Rock ends their operations. Outdoor activities such as mining, material storage and batch plants also do not require density. When Alpine Rock operations end in the future, the Master Plan contemplates *Area B* to serve future needs of additional service commercial use within Town limits and/or potential residential uses. With this Master Plan, no density is designated on *Area B*.

However, to accommodate needed density for future uses on Tract 1, Area A and Area B, the Master Plan proposes to allow a maximum density of a 1:4 Floor Area Ratio (FAR). Per the Joint Upper Blue Master Plan, any density beyond the 6.39 SFEs allowed by the Land Use Guidelines would require the transfer of development rights (TDRs). Future applications would not be subject to negative points under Policy 3/R *Density/Intensity* if the density transferred did not exceed the maximum of 1:4 FAR (1 square foot of density per 4 square feet of land area).

Tract 2

The governmental and industrial uses shown on Tract 2 (i.e. water treatment facility, recycling center) do not require density or mass (per the Joint Upper Blue Master Plan). Therefore, no density has been allocated to Tract 2. However, should residential use be included on Tract 2, transfer of development rights (TDRs) would be required.

Tract	Area	Density	Tract Uses
Tract 1 <ul style="list-style-type: none"> • <i>Area A</i> • <i>Area B</i> 	15.85 acres <i>Area A</i> (4.85 acres) <i>Area B</i> (11 acres)	<i>Area A</i> 6.39 SFEs (max. of 1:4 FAR with TDRs) <i>Area B</i> 0 SFEs (max. 1:4 FAR with TDRs)	<i>Area A</i> <ul style="list-style-type: none"> • Commercial (including retail); • Residential; and/or • Open Space <i>Area B</i> <ul style="list-style-type: none"> • Industrial (existing) <ul style="list-style-type: none"> ➤ Mining, material processing and storage, batch plant operations; • Service Commercial; • Commercial (including retail); • Residential; • Open Space; • Governmental Uses
Tract 2	110.15 acres	0 SFEs (Governmental Uses are exempt from density)	<ul style="list-style-type: none"> • Governmental Uses (including, but not limited to:) <ul style="list-style-type: none"> ➤ Solar Gardens ➤ Open Space ➤ Trails

		requirements.) (Note: Residential uses would require TDRs)	<ul style="list-style-type: none"> ➤ Snow Storage ➤ Parking ➤ Recycling Center ➤ Water Treatment Facility • Industrial Uses <ul style="list-style-type: none"> ➤ Mining, material processing and storage • Residential
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Summary

This memo is intended to provide some background information and detail on uses and density for the purpose of facilitating public comment on the attached draft Master Plan.

Staff is prepared to amend the Master Plan at the direction of the Town Council and take the McCain Master Plan through the planning process (including additional public hearings).