



Refill Fort Collins

OVERCOMING CHALLENGES
TO REDEVELOPMENT & INFILL

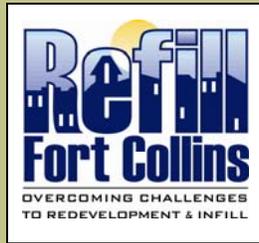


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EDAW



REFILL FORT COLLINS

Overcoming Challenges to Redevelopment and Infill

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Executive Summary

In an effort to encourage exemplary redevelopment and infill development, The City of Fort Collins has undertaken the “Refill” Project. Refill seeks to understand challenges that redevelopment and infill projects are currently confronted with and seeks to develop solutions to these challenges. The collaborative approach used an internal City staff survey, a charrette, stakeholder meetings, public meetings and work sessions with Boards and Commissions to identify challenges and prospective solutions.

The following document is a work in progress and a living document that will evolve and respond to ongoing challenges with redevelopment and infill as Fort Collins continues to realize its long-term vision and markets change and evolve.

Defining Redevelopment and Infill

For the purposes of this document, the term Refill is meant to characterize redevelopment and infill projects.

Redevelopment projects usually involve:

- A more intensive use of existing underused buildings and sites (often including building additions and floor-plan reconfiguration).
- Rehabilitation and adaptive re-use of historic buildings and sites, often for new uses.
- Removal of existing building(s), followed by a replacement with different buildings, often larger and containing more intensive uses.

Infill development involves the creation of new housing or other buildings on scattered vacant sites in a built-up area. Each of these development types contributes to create a healthy city.

Land Supply Challenges

The City’s history has been, for the most part, one of steady, rapid outward expansion, e.g., new subdivisions and shopping centers built on lands that were formerly farms and pastures. At the same time, one of the strategies of the City’s comprehensive plans over the past 25 years has been to promote a more compact urban form. The community is now facing limits of further outward, physical expansion.

In the 2004 update of the City’s comprehensive plan, known as *City Plan*, it was reconfirmed that to achieve the City’s vision was through redevelopment; in other words, to recycle and reinvent parts of the City. Redevelopment was also seen by many as a way to revitalize aging commercial areas, contribute to the vitality of the Downtown area and add variety to our housing opportunities.

City Redevelopment Policies

Seventy-five percent (75%) of the citizens responding to a survey conducted during the recent update of *City Plan* in 2004 agreed the City should provide incentives that encourage redevelopment of under-utilized areas within the existing city limits. Ultimately, any City participation must be tailored to specific public purposes and unique circumstances on a case-by-case basis.

City Plan support for redevelopment is best summarized in the following Principle:

PRINCIPLE GM-8: *The City will promote compatible infill and redevelopment in targeted areas where general agreement exists that these activities are beneficial within the Community Growth Management Area boundary.*

The key to this principle is the promotion of well-planned redevelopment in targeted areas.

City Plan identifies nine (9) “targeted redevelopment areas” as follows:

- East Mulberry Corridor
- Mason Street Corridor
- Campus West
- North College
- Downtown
- Foothills Mall
- CSU
- South College Avenue
- CSU Foothills Campus

In addition, City Plan policies say public investment generally, and public services and facilities specifically, can be used as a strategy to leverage redevelopment. Relevant City policies are as follows:

Policy GM-8.5 Public Investment: *The City will consider opportunities, and the costs and benefits for targeted public investment in order to encourage redevelopment and infill development in appropriate locations.”*

Policy GM-5.1 Phasing of Development: *The provision of public facilities and services will be utilized to direct development in desired locations, according to the following considerations:*

Preferential consideration will be given to the extension and augmentation of public services and facilities to accommodate infill and redevelopment before new growth areas

The plan is working. A number of recent redevelopment and infill projects were used as “case studies” to this analysis:

1. Atrium Suites - 502 West Laurel Street
2. Bas Bleu Theater - 401 Pine Street
3. Cherry St. Lofts - 317-325 Cherry Street
4. Cortina - 224 Canyon Avenue
5. Home State Bank - 303 East Mountain
6. Northern Hotel - 172 North College
7. Viale Collegio - 706 South College
8. Wards Redevelopment - 2201 South College
9. Valley Steel - 200 Hickory Street
10. Beantrees Coffee - 432 12th Street

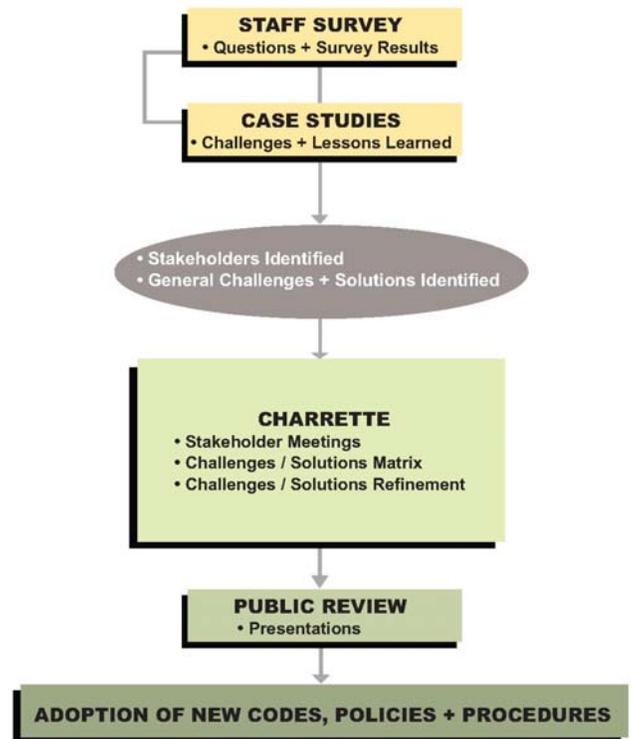
Process

In spite of these successes, redevelopment and infill projects seem to encounter a number of challenges that must be resolved if *City Plan's* vision is to be fully realized.

To determine the most significant challenges to redevelopment and infill and propose realistic and workable solutions, a planning process was developed that was informed by the experiences of various stakeholder groups and citizens.

The process began with a staff survey. City staff was asked to identify the most significant challenges to redevelopment and infill. A set of case studies of redevelopment projects in Fort Collins was then analyzed to reveal common challenges and lessons learned. From the staff survey, case studies and experiences of City Planning staff, a set of stakeholders who are involved in redevelopment and infill were identified. The stakeholder groups were invited to attend a four-day charrette in August, where the groups voiced their concerns and helped develop a matrix that included a list of challenges and respective solutions. These challenges and solutions were then refined and distilled by City Staff and EDAW, Inc. and presented back to the stakeholder groups for confirmation. Presentations to various city and county boards and councils provided public review for the ideas developed during the charrette. Finally, new codes, processes and policies have emerged that allow the solutions to become institutionalized within the City's planning processes.

The process can be diagrammed as follows:



Charrette

A charrette is an intense, collaborative planning workshop that runs over several consecutive days and includes key stakeholders. The Refill charrette took place over a four day period, August 8-11, 2005, at the Bas Bleu Theater, a local example of a successful redevelopment project. It was designed to incorporate input from all stakeholders in an informal process of problem solving and planning. A relaxed atmosphere was created so that participants could be candid and honest with their input. The charrette was facilitated by City Planners and consultants to keep the discussions focused.

Participants from various stakeholder groups were asked to define challenges to redevelopment based on personal experience and propose solutions to these challenges. A framework of regulatory, process or attitudinal

challenges was used as a way to structure the discussion. Participants were asked to place their challenges within this framework. Two public meetings engaged our community.

Public Review / Presentations

Following the charrette, City Planners have been active in presenting the outcomes to various City Boards and the City Council for review.

Challenges/Solutions Summary

On the final day of the charrette, the challenges and solutions were refined in order to minimize redundancy and address what were perceived to be the most common challenges. The results were presented in a final public meeting on Thursday, August 11, 2005. The following challenges have been revised since this date and represent the overall findings of the project.

More detail and implementation strategies can be found in Chapter 3 of this document.

Challenge

The City needs a planning process coordinator/advocate for infill and redevelopment projects.

Solution

- **Create a coordinator/advocate position**
 - Assistant to economic development director determines projects value to community and advocates for them.
 - Assigned project planner continues to facilitate review process.
 - Current Planning Director continues to assist in addressing larger issues and conflicts.
-

Challenge

Redevelopment projects require flexibility; most redevelopment areas allow a number of uses.

Solution

- **Land Use Planning and Zoning**
 - Provide the infill and redevelopment opportunity for sites to be rezoned anytime during the year.
 - Rezone areas as subarea plans are amended.
 - Update subarea plans to reflect latest information.
 - Create alternative street design examples.
 - **Modifications/Variances**
 - Provide staff position on modifications and engineering variances during new Conceptual Review and Preliminary Design Meetings.
 - Ensure that City staff understands when variances are appropriate and feasible.
 - Apply greater staff discretion, allowing “adjustments” instead of variances in select cases.
 - Establish clear baseline of state and federal minimum standards.
-

Challenge

Neighborhood meetings are not always effective.

Solution

- **Provide several meeting format options:**
 - Open house
 - Mini-charrette
 - Presentation
 - Hybrid
- **Identify database of neighborhood leaders and associations**
- **Create templates and checklists for developers for meeting formats, materials and notification**
- **Ensure that key City departments attend meetings**

- **Hold meetings at conceptual stage of projects when concerns can be addressed more easily**
 - **Provide neighborhoods with information on how to most effectively participate**
-

Challenge

Conceptual Review meetings may not always identify critical issue for infill and redevelopment.

Solution

New meeting formats:

- **Conceptual Review meeting**
 - Create preliminary critical issues list.
 - Decide whether Preliminary Design meeting is necessary.
 - Determine if group site visit is warranted.
 - Involve key City Departments.
 - Provide ADA information.
 - Plan for public involvement.
 - Extend meetings' time.
 - **New Preliminary Design meeting**
 - Charge fee for meeting.
 - Expand attending City departments.
 - Determine critical issues/strategies for sign-off.
 - Identify necessary variances.
 - Choose neighborhood meeting format.
 - Identify schedule for review process.
-

Challenge

There is no formal feedback loop for developers to comment on City process.

Solution

- **Provide opportunities for applicants to send comments to an online database**
 - **Organize debriefing meetings between applicants and the new economic & redevelopment coordinator**
-

Challenge

The Capital Improvement Program should prioritize projects that would facilitate and support infill and redevelopment.

Solution

- **CIP prioritization scheme should include consideration of how various infrastructure projects could encourage infill and redevelopment efforts**
 - **Criteria for infill and redevelopment projects should be developed to help in prioritization of capital improvements**
 - **Capital improvements should be delineated as Community-Wide, New Development or Infill/Redevelopment improvements, with evaluation criteria developed for each**
-

Challenge

The structure of City fees (principally impact and off-site improvement fees) can be unreasonably burdensome for infill and redevelopment projects.

Solution

- **Consider the use of Private/Public financing mechanisms to pay for needed infrastructure improvements in Infill/Redevelopment areas**
 - **Infill/Redevelopment improvements identified in the Capital Improvement Program should be given higher priority**
 - **City should consider reducing fees in specially-designated redevelopment areas**
-

Challenge

Developers perceive the development review process and codes as being too inflexible and not accommodating of the unique constraints that confront infill and redevelopment projects.

Solution

- Streamline variance procedures / create common procedure for all engineering variances and timelines for approval
 - Educate City staff about appropriate variance situations
-

Challenge

Small and/or oddly-shaped lots common in infill and redevelopment sites create difficulty for the accommodation of utilities.

Solution

- Enable applicants to obtain non-exclusive easements from utilities
 - Facilitate joint trenching, where appropriate
 - Encourage awareness of the potential for wastewater utility provision within alleys
 - Adopt new technologies and standards when they become available/feasible
 - Revise the development manual to include examples of creative solutions to site constraints along with an outline of the variance process
-

Challenge

Utility and landscape requirements conflict with each other.

Solution

- Encourage awareness of utility separation alternatives, where appropriate
 - Encourage flexibility in utility and landscape requirements where site constraints make standards impossible to meet
 - Require higher level of preparation and inter-departmental coordination at conceptual and preliminary design stage
-

Challenge

Code is geared toward greenfield development and doesn't address the realities of redevelopment or infill projects and their constraints.

Solution

- Generate examples of alternative design solutions to street cross-section constraints
 - Identify critical issues at conceptual and preliminary stages
 - Develop an integrated variance process so that requested engineering variances are combined into one process
-

Challenge

Parking requirements are problematic for infill and redevelopment projects.

Solution

- Separate study is required to address this issue adequately
 - Need to consider:
 - Diagonal parking
 - Structured parking
 - Fee-in-lieu program
 - Downtown parking requirements
-

Challenge

Standards for utilities are perceived to be unclear and/or too inflexible. Infill and redevelopment projects often have spatial constraints that make utility placement and service difficult to design.

Solution

- **Include engineering guidelines for water and sewer in the development manual to be distributed to applicants**
- **Provide guidance for more compact utility placement in the form of standard sections or details**

Challenge

Water quality detention can be more difficult to achieve on redevelopment sites. The primary method is on-site retention.

Solution

- **Develop sub-area or regional water quality retention facilities to meet the City requirements for NPDES permitting**
- **Initiate a mechanism to require fees in lieu to help fund sub-area or regional facilities to accommodate designated redevelopment areas**
- **Consider other BMP (Best Management Practices) that may accomplish water quality standards required by the City**

Challenge

Requirement for positive (gravity) storm sewer outfalls may inhibit redevelopment/infill projects.

Solution

- **Develop a policy for the use of pumping systems for stormwater**
- **Initiate or clearly communicate a process for redirecting capital money to upgrade City facilities (outfalls, pipelines, etc.) to focus redevelopment in certain areas**

Challenge

Requirement for positive (gravity) storm sewer outfalls may inhibit redevelopment/infill projects.

Solution

- **Clearly communicate flood plain requirements that cannot be appealed or varied (FEMA, Poudre River) and flood plain requirements that can be modified through a variance process**
- **Incorporate variance process into coordinated City process with other variance requests for the same development**

Challenge

Private drives can be problematic for the City (mainly in terms of emergency services and maintenance concerns).

Solution

- **Develop utility standards for private drives**
- **Create distinct signage for private drives and the responsibility for maintenance**

Challenge

Small deli and coffee shop land uses are important to the mix of land uses in the MMN and HMN neighborhoods, but are currently not permitted in certain districts.

Solution

- **Allow for small carry-out restaurants, delicatessens or coffee shops to be permitted within or next to mixed-use buildings located in the MMN and HMN zone districts provided that careful size and operational requirements are met.**

Chapter 1. Context

I. Context

Defining Redevelopment and Infill

For the purposes of this report, the term Refill is meant to characterize redevelopment and infill projects.

Redevelopment projects usually involve:

- A more intensive use of existing underused buildings and sites (often including building additions and floor-plan reconfiguration).
- Rehabilitation and adaptive re-use of historic buildings and sites, often for new uses.
- Removal of existing building(s), followed by a replacement with different buildings, often larger and containing more intensive uses.



Infill development involves the creation of new housing or other buildings on scattered vacant sites in a built-up area.

“Greenfield” sites are undeveloped tracts of land available for residential, business or industrial use. They are referred to as “greenfields” because often their former usage (or in some cases current usage) is agricultural production. Greenfield sites

are most often located in the urban fringe, in the path of development, and in rural areas.

Redevelopment/Infill Planning Context

Encouraging redevelopment and infill has been a priority of the City of Fort Collins throughout the last ten years. The 1997 *City Plan* prioritized redevelopment by encouraging ongoing Sub-area Plans that allow for flexibility in land use types. The 2004 *City Plan Update* further outlined policy that promotes infill and redevelopment “where general agreement exists that these activities are beneficial” to the community. *City Plan* also recognized that redevelopment is essential in creating a “healthy” city. A redevelopment study based on *City Plan* was conducted by the City of Fort Collins in 2004 that outlines “Policies, Strategies and Future Directions for Redevelopment”. Following this 2004 study, task forces were created to identify redevelopment issues with key areas of the city such as North College. The Refill study began in 2005 and takes the next step, recommending and in some cases implementing changes to help realize the intentions of previous efforts.

Land Supply Challenges

The City’s history has been, for the most part, one of steady, rapid outward expansion e.g. new subdivisions and shopping centers built on lands that were formerly farms and pastures. At the same time, one of the strategies of the City’s comprehensive plans over the past 25 years has been to promote a more compact urban form of development through redevelopment and infill.

Now, for the first time in Fort Collins history, the community is facing limits of further outward, physical expansion. Yet, even with a rapidly dwindling inventory of vacant land, most believe that it is inevitable that new residents and

businesses will continue to find Fort Collins a desirable place to live, work and do business, and will want to locate and/or expand in our community.

In the 2004 update of the City's comprehensive plan, known as *City Plan*, it was reconfirmed that one of the ways to achieve the City's long-term urban design vision is to encourage redevelopment and infill projects.

Redevelopment was also seen by many as a way to revitalize aging commercial areas, contribute to the vitality of our Downtown area and add variety to our housing opportunities. However, the experience in other communities across the nation has shown successful redevelopment activity needs to be well-planned and strategically-encouraged, and leadership from the local government is essential.

City Redevelopment Policies

Redevelopment is change, and change raises unique issues. Redevelopment involves extraordinary costs and difficulties which the private market alone cannot always reasonably be expected to absorb. Seventy-five percent (75%) of the citizens responding to a survey conducted during the recent update of *City Plan* in 2004 agreed the City should provide incentives that encourage redevelopment of under-utilized areas within the existing city limits. Ultimately, any City participation must be tailored to specific public purposes and unique circumstances on a case-by-case basis.

The *City Plan* support for redevelopment is best summarized in the following Principle:

PRINCIPLE GM-8: *The City will promote compatible infill and redevelopment in targeted areas where general agreement exists that these activities are beneficial within the Community Growth Management Area boundary.*

The key to this principle is the promotion of well-planned redevelopment in targeted areas ideas. The intent is to avoid whole scale disruption of viable neighborhood and non-residential districts, and to focus public efforts on strategic locations where change can have greater impact.

Policies GM-8.1, GM-8.2, CCD-1.3, ED-1.7, and TC-4.5 in *City Plan* describe the kinds of areas in which redevelopment should occur:

- Community Commercial Districts, specifically Campus West, North College, Foothills Mall area, and Downtown.
- Areas where it is generally agreed that redevelopment would be beneficial, i.e. areas targeted for redevelopment according to adopted subarea plans.
- Areas where there is potential for efficient transportation access between jobs, housing, and services, for example, along enhanced travel corridors (e.g., College Avenue and Mason Street).
- Areas of outdated development originally built at the fringe of the city that has become more central as the city has grown around them.

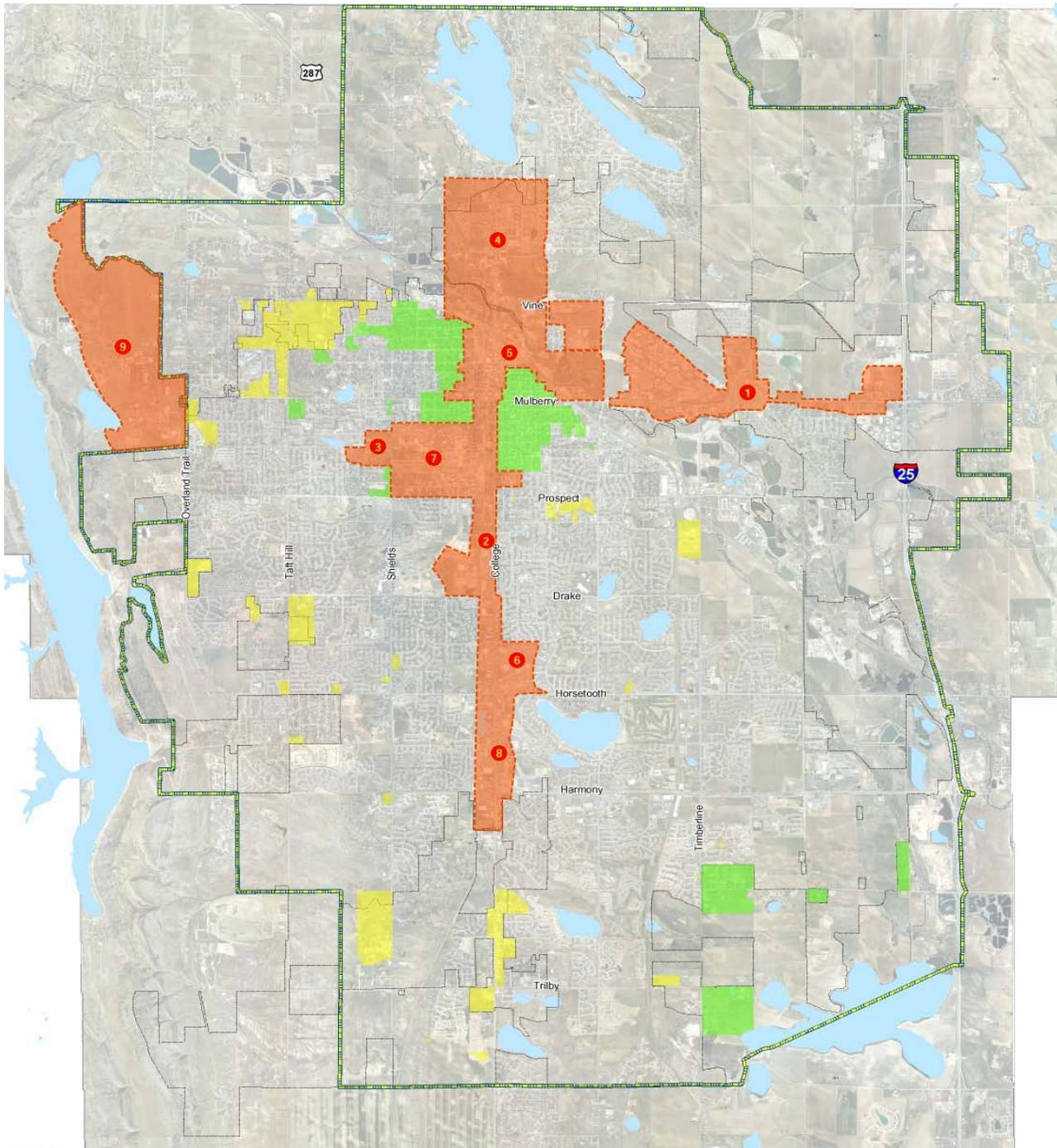
- Outdated development that was not planned with the whole range of urban services in mind.
- Areas already undergoing positive change, which is expected to continue.
- Areas where infrastructure capacity exists.
- Areas where public investment is warranted from a policy perspective.
- Areas with special opportunities, such as where major public or private investment is already planned.
- Existing employment centers.
-

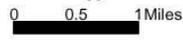
City Plan identifies nine (9) “targeted redevelopment areas” as follows:

- East Mulberry Corridor
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- Downtown
- Foothills Mall
- CSU
- South College Avenue
- CSU Foothills Campus



Photosimulation of a possible redevelopment along the Mason Street Enhanced Travel Corridor.



- | | |
|--|---|
|  Targeted Redevelopment Areas |  Areas Identified by Subarea Plans (Additional) |
| 1 - East Mulberry Corridor | 5 - Downtown |
| 2 - Mason Street Corridor | 6 - Foothills Mall |
| 3 - Campus West | 7 - CSU |
| 4 - North College | 8 - South College |
| 9 - CSU Foothills Campus | 9 - CSU Foothills Campus |
|  Potential Intensification Areas per Zoning without a Subarea Plan |  City Limits |
|  Growth Management Area |  0 0.5 1 Miles |

Redevelopment and Infill

Source: Fort Collins & EDAW

In addition, *City Plan* policies say public investment generally, and public services and facilities specifically, can be used as a strategy to leverage redevelopment. Relevant City policies are as follows:

Policy GM-8.5 Public Investment: *The City will consider opportunities, and the costs and benefits for targeted public investment in order to encourage redevelopment and infill development in appropriate locations."*

Policy GM-5.1 Phasing of Development: *The provision of public facilities and services will be utilized to direct development in desired locations, according to the following considerations:*

Preferential consideration will be given to the extension and augmentation of public services and facilities to accommodate infill and redevelopment before new growth areas

The "2002 Market Analysis For: Fort Collins City Plan Update" (2002), prepared by Economic & Planning Systems, Inc. for the City of Fort Collins, states the demand for redevelopment sites will increase as opportunities for new development on greenfields diminish. While *City Plan* has goals and policies supportive of redevelopment, Fort Collins is currently relatively low on the scale of urban factors that create market pressure for redevelopment. However, conditions are changing and private market-led redevelopment efforts are slowly becoming more feasible and attractive to investors.

Cooperative City Efforts

The most relevant examples of redevelopment in Fort Collins are currently in the Downtown area. Many of the Downtown projects have been assisted by public incentives and cooperative City efforts. The Downtown experience indicates how certain types of support could work in other targeted redevelopment areas. Cooperative efforts and programs helping to achieve redevelopment objectives are described below:

Downtown Development Authority (DDA)

Downtown - Tax Increment Financing (TIF) and Special Mill Levy:

- DDA was formed in 1981. The primary funding source is from property taxes attributable to private property improvements made within the District over a 30-year period (tax increment financing). The tax increment generated from properties included in the original DDA district (1981) is scheduled to sunset in 2011 and return to the taxing entities (Larimer County, Poudre School District, City of Fort Collins, etc.) For those properties that were annexed into the District after 1981, i.e. Wal-Mart, the tax increment will continue to be collected by the DDA from those properties for 25 years after they were annexed by the DDA.
- About \$18 million spent to date on projects to stimulate and leverage private investments in taxable property improvements, at a ratio of about \$1 of public funds to every \$10 of private investment; the DDA's investment has generated about \$180 million in private reinvestment.

- One specific program that is financed through the TIF is facade grants for business owners.
- The DDA District has self imposed a mil levy (currently 4.07 mils) for administration, promotion, and planning. The current mil levy equates to \$4.07 per \$1000 of assessed value.
- Has transformed Downtown's economic climate, appearance, parking, and pedestrian environment.
- Relevance outside Downtown: Very similar to Urban Renewal Authority (URA) which could offer similar tax increment financing in other areas. A sales tax increment may be used in addition to or in lieu of the property tax increment.

General Improvement District #1

Downtown - Self-Tax Mil Levy District:

- GID #1 was formed in 1976. It does not expire.
- 4.94 mil levy approved by vote of property owners in the district, and managed by the City. The mil levy equates to \$4.94 per \$1000 of assessed value.
- About \$11.5M used to date to install and maintain College Avenue streetscape improvements—the first major revitalization effort Downtown.
- Has transformed the appearance and pedestrian environment of the Downtown portion of College Avenue.
- Relevance outside Downtown: Very similar to Business Improvement Districts (BID); either type of district could be used for revitalization in other targeted redevelopment areas.

Fort Collins Local Development Corporation (LDC)

Downtown - Low Interest Loan Fund:

- Formed in 1976 as a non-profit organization.
- Started with \$250,000 of CDBG and Small Business Administration grants.
- Charter is County-wide, but its focus has been on Downtown.
- Funds have grown over the years to about \$500,000 of net assets.
- Low interest, short term loans have facilitated economic development through more than 100 building rejuvenation/remodeling projects.
- Has helped keep Downtown viable for small, local owners, and improved the face of Downtown.
- Relevance outside Downtown: The LDC could be a model for other areas. Also, if new funds were provided, there is possibility that the LDC organization would entertain expanding its area of focus, for instance, in the North College area.

Public Parking Services

Downtown - Public Parking

- In Downtown, the City uses funding and revenue from the Transportation Fund, (parking revenue, permit fees and fines) and the City's General Fund on occasion.
- About \$1.7M spent annually to provide parking in structures, lots, and on-street.
- Public parking is a central, indispensable aspect of the compact, walkable, mixed use environment of Downtown (as opposed to the rest of the city, where each

development parcel provides its own private parking lot for each building).

- Relevance outside Downtown: Parking Districts in some form may be critical to redevelopment in outdated strip commercial areas. More parking, consolidated in structures, may be necessary to allow new, larger buildings to be brought close together in walkable urban development. Funding would probably come from developer/business owner financing in conjunction with URA Tax Increment Financing, General or Business Improvement District mil levies, other special mil levy assessments, and parking revenues. The City might need to assist in organizing and coordinating formation of a District; but is unlikely to own and operate these parking facilities.

Miscellaneous Incentives and Support

Downtown - City Commitments:

- Parks Department is providing streetscape maintenance.
- Police Department staffs a facility in Downtown.
- City has continued its commitment to Downtown as evidenced by maintaining most administrative functions in Downtown, including constructing new office buildings.
- Larimer County has continued its commitment to Downtown by maintaining most administrative and justice functions in Downtown, including constructing new office buildings.
- City has continued to provide special planning support for the Downtown Area, including adoption of plans, special zoning, etc. for the area.

- A Special Improvement District was created in 1976.
- \$2.6 million in Private Activity Bonds were used in public-private partnerships to enable rehabilitation of several buildings.

Urban Renewal Authority

City-wide – Planning and Tax Increment

Financing:

- Authorized by Colorado State Statutes.
- In 1982, the Fort Collins City Council created an Urban Renewal Authority; its boundaries are the municipal limits; and, City Council is the governing board.
- Broad powers including entering into contracts, borrowing funds, acquiring property, issuing bonds, and accepting grants.
- Tax increment financing is principal method of financing projects.
- URA exercises its powers by planning and carrying out urban renewal projects.
- The URA has never been used in Fort Collins; however, City staff is in process of preparing blight study and urban renewal plan for the North College area.

Capital Improvement Funding

City-wide – Improvements:

- Funding capital improvements in targeted redevelopment areas can be a powerful tool for redevelopment. The infrastructure needs of redevelopment in Fort Collins are significant. Over \$400 million of infrastructure improvements have been identified by City staff that are needed in *City Plan's* targeted redevelopment areas; approximately \$230 million of these

improvements have been identified by staff as “high priority” for eventual redevelopment of these areas. Over \$135 million of the high priority improvements have no reliable funding source (e.g. “funding gap”). These improvements include streets, transportation, storm water, and water and sewer facilities. A list of “High Priority Targeted Redevelopment Area Infrastructure Projects” is provided in Appendix B.

- City’s capital improvement funds have been used over many years in the Downtown area for parking, road and streetscape improvements, storm drainage and utility infrastructure.
- Campus West street improvements (approximately \$1 million for bike lanes, sidewalks and medians) were made in 2004 and financed using voter approved funding (BCC), Federal CMAQ Enhancement Funds, and the City’s Transportation Fund.
- Typically, capital projects are not prioritized based on their contribution to supporting redevelopment in targeted areas. Transportation projects are prioritized based on the following factors: Levels of service; safety; construction feasibility; adequate public facility issues; and, street classification. Only a few projects in redevelopment areas currently rank high in the Transportation CIP list.
- Storm water projects are prioritized based on the number of structures removed from the floodplain, benefit-to-cost ratio, and number of street over-toppings eliminated. Storm water projects are funded from impact fees. A new criterion providing consideration for targeted redevelopment areas could be added to

construct redevelopment projects earlier. In addition, City Council could identify redevelopment areas as a priority and direct storm water staff to reprioritize on that basis.

- All water, sewer and storm water drainage distribution and collection systems eventually need to be replaced. The City has funding programs for replacement of aging water, sewer and storm water utility infrastructure. Funding is limited and results in replacement of just 2/10 of 1% of the distribution/collection system per year (in other words, it would take 500 years to replace the entire system – even though lines have a lifespan of approximately 100 years). Improvements are not prioritized per se. Instead, the location and timing of improvements are typically based on (1) “Opportunity” – an associated street rehabilitation projects; and (2) “Need” - condition of the line (i.e., corrosion, leaks, and undersized lines). The replacement of lines is coordinated with scheduled street rehabilitation projects, which are usually known only 1 or 2 years in advance. Occasionally replacement resources will be shifted to address utility infrastructure replacement associated with a voter-approved capital projects. If replacement is needed by development in areas not scheduled for replacement, then the developer is responsible for the replacement costs.
- The City could target utility line replacement in redevelopment areas. However, this would shift resources away from areas with higher replacement needs and increase costs because street cuts would need to be made without an

associated street rehabilitation project. Alternatively, a special district could be formed in a redevelopment area to generate funds for utility replacement costs.

Historic Preservation Incentives

City-wide - Tax Credits, Loans, Grants, and Design Assistance:



The following programs are used extensively in the Downtown and could be used throughout the community when historic buildings are involved.

Federal Tax Credits (Nation-Wide)

- 20% tax credit for the substantial rehabilitation of qualifying income-producing properties, including rentals.
- 10% tax credit for the substantial rehabilitation of non-qualifying, non-residential properties.
- Additional 20% tax credit from the State.

Colorado State Historical Fund (State-Wide)

- Projects which involve the stabilization, restoration, rehabilitation, reconstruction, or the acquisition of a designated property or site.
- Grants of \$30,000 or more.
- Project can receive multiple grants over time.

Colorado State Tax Credits for Preservation (State-Wide)

- Includes both interior and exterior work.
- 20% tax credit of rehabilitation costs per qualified property.
- Credit reduces (dollar for dollar) personal income taxes owed the State.
- Available credit can be carried forward 10 years.
- Rehabilitation cost must be at least \$5,000 per application.
- Zero Percent Interest Loan Program (City-wide)
- Locally designated landmarks only.
- Exterior work only.
- Up to \$5,000; a minimum of one-to-one match.
- Loans are due on sale of property.

Design Assistance Program (City-Wide)

- Locally designated landmarks only.
- Exterior work only.
- Up to \$900 for assistance from architects, structural engineers or other design professionals with preservation expertise.

- All work requires review and approval from the Landmark Preservation Commission.

Preparation of Design Guidelines for Targeted Redevelopment Areas

The City has prepared general design standards and guidelines which illustrate ways to achieve the vision of *City Plan* in targeted redevelopment areas. Guidelines or standards expand on the current provisions in the Land Use Code to reflect or create area specific conditions. They contain illustrative and written descriptions of required and preferred project elements. Subarea plans and studies, such as Mountain Vista and Campus West, contain more specific design guidelines to help ensure that new developments will be of high quality and compatible with surrounding neighborhoods. The Standards and Guidelines for the North College Avenue Corridor implements the North College Avenue Corridor Plan. Its purpose is to create coherent, pedestrian-friendly district areas. Building orientation, the system of streets, walkways and outdoor spaces, and integration of buildings and adjoining outdoor spaces are topics covered by the standards and guidelines. Harmony Corridor Standards and Guidelines is another example. Although the effects that guidelines have on encouraging development are debatable, some redevelopment developers have argued that guidelines have helped create a positive identity for an area.

Preparation of Plans for Redeveloping Areas

The City staff has prepared subarea plans, and more detail conceptual design plans for potential redevelopment areas. The North College Avenue Corridor Plan and Downtown Plan are examples of subarea plans for redevelopment areas. Subarea plans provide more detailed vision and

policies than the general, city-wide approach of *City Plan*.

In some cases, the City staff has prepared more detailed plans for areas than involve multiple property owners that are anticipated to be developed in the short term on a parcel by parcel basis. Many of the constraints and opportunities involve elements needing better coordination than can be provided by individual property owners, i.e. where local streets can be connected, where pedestrian improvements are needed and how natural habitat and storm water issues can be coordinated and addressed. These plans are not legally binding, but provide the opportunity for property owners, neighborhood residents and service providers to collaboratively brainstorm possible design solutions that result in more cohesive development of an area. A recent example of this level of planning includes the East Prospect Spring Creek Design Plan (2004).

II. Current Conditions

Location of Redevelopment

Most recent redevelopment and infill projects have occurred or are planned in or near Downtown Fort Collins or surrounding areas, although redevelopment activity has increased outside the downtown in recent years, principally near other activity centers – the CSU campus, Campus West commercial area and the Foothills Mall. Most are examples of mixed-use developments that bring more intensive uses to their areas and rely on the surrounding more urban conditions to be successful.

Successes to Date

Success for redevelopment and infill projects can be measured in several ways and results in a positive situation for all stakeholders. First, **City Plan Policy GM-8.1** states that redevelopment and infill should “increase economic activity in

the area to benefit existing residences and businesses”, and “improve the visual quality of buildings, streets and neighborhoods, thus improving the quality of life in these areas.” Successful redevelopment should also end in a profitable business venture for the developer. When redevelopment projects are cumbersome or end with developers losing money in spite of their best efforts, they can be perceived by the development community as unprofitable or undesirable projects to undertake. Public-private partnerships may be necessary in some cases to ensure that beneficial projects are realized.

The following is a selected list of successful redevelopment or infill projects that have been completed in Fort Collins. Further information on the projects listed can be found in Appendix A – Case Studies.

Atrium Suites: 502 West Laurel Street
 Previously a sorority house and Larimer County Corrections home for adults, this mixed use project provides single-family and multi-family residences as well as small scale retail. The architectural character relates well to the surrounding Old Town neighborhoods and CSU.



Bas Bleu Theater: 401 Pine Street
 An historic manufacturing building was renovated to include a small theater space, offices, teaching spaces, studios and other associated uses. It is intended to function as a catalyst for additional types of redevelopment in this industrial district near the Poudre River.



Cherry Street Lofts: 317-325 Cherry Street
 A former residential lot will be redeveloped to include residential condominiums, 1 single-family residence, and 7 commercial condominiums. This mixed-use project is one of three undergoing construction within this “interface area” between the central business district and well-established west side neighborhoods.



Cortina: 224 Canyon Avenue

This intensive mixed use redevelopment project includes luxury condos and office space designed on a compact site. Parking is provided within an underground garage. The project adds its unique character to the Canyon Avenue Subdistrict of the Downtown.



Home State Bank: 303 East Mountain Avenue

Once the site of a retail lumber yard; this project has added vitality and character to a formerly blighted area. The project includes retail, office and residential uses, and responds well to the character of its Downtown setting.



Northern Hotel: 172 North College Avenue

The Northern Hotel suffered severe fire damage and remained in poor condition until it was rehabilitated. A significant historic landmark within Downtown, the redevelopment of this property includes retail on the lower floors and senior affordable housing above. Much of the original art-deco character has been restored, adding a unique touch to the area. The effort was financed through a public/private partnership, utilizing a variety of funding opportunities such as State Historical Funds, and CDBG/HOME funds from the City of Fort Collins.



Viale Collegio: 706 South College Avenue
 This prominent corner development near the CSU campus was once occupied by office buildings in a state of disrepair. Viale Collegio consists of a combination of eight office spaces on the lower floors and 20 residential apartments above. A parking garage includes 33 stalls. The development brings additional vitality to the University District.



Ward's Redevelopment: 2201 South College Avenue
 A vacant Montgomery Wards department store was redeveloped to include a total of 4 commercial suites, with Whole Foods Market as the anchor. This redevelopment has helped to reactivate the shopping center within its residential and commercial context, and serves as an example of successful redevelopment outside of the immediate Downtown Fort Collins District.



Valley Steel: 200 Hickory Street

A steel and wire warehouse and distribution facility located in a distressed industrial district needed to expand their facilities. The project represents a successful redevelopment effort in an industrial district where a business has expanded and grown out of its former facilities.



Beantrees Coffee: 432 12th Street

An small, residual parcel of land sandwiched in between a parking lot and a storage yard was creatively redeveloped into a drive-through coffee shop. The unique retail use of the parcel takes advantage of its irregular shape, illustrating possibilities for residual parcel redevelopment and infill.



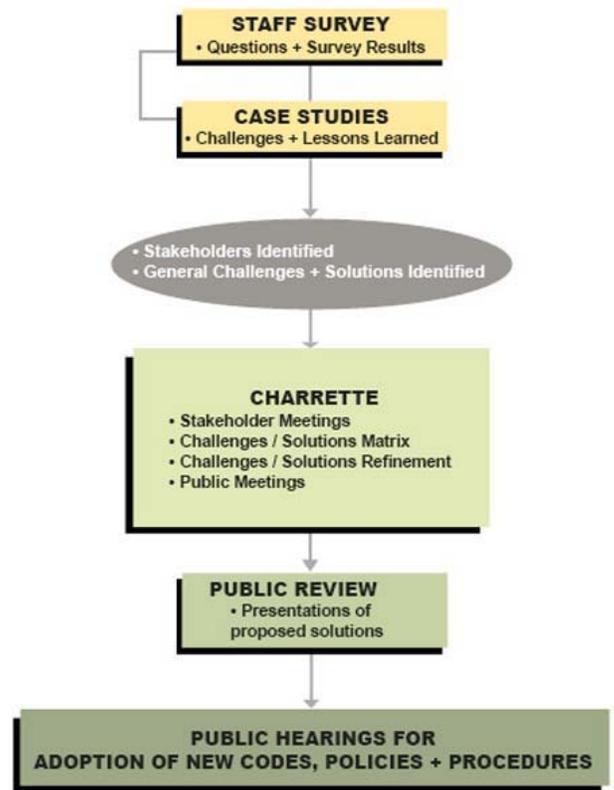
Chapter 2. Challenges to Redevelopment

I. Process

In order to determine the most significant challenges to redevelopment and infill and propose realistic and workable solutions, a planning process designed to maximize the contribution of various stakeholder groups.

The process began with a survey for City staff. City staff was asked to identify the most significant challenges to redevelopment and infill from their perspective. A set of representative redevelopment projects in Fort Collins was then analyzed as case studies to reveal common challenges and lessons learned. From the staff survey, case studies and experiences of City staff, stakeholder groups involved in redevelopment and infill were identified. The stakeholder groups were invited to attend a four day charrette in August 2005, facilitated by a third party consultant team. Each group voiced their concerns and helped develop a matrix that included a list of challenges and respective solutions. These challenges and solutions were then refined and distilled by City staff and the consultant team and presented back to the stakeholder groups and general public for confirmation. Presentations to various city and county boards following the charrette provided opportunities for the public to refine the ideas developed during the charrette. Finally, new codes and policies have been and will continue to be created that allow the solutions to become operational within the city planning process.

The process can be diagrammed as follows:



Staff Survey

City Staff were asked to respond to the following categories of perceived challenges to redevelopment and infill:

- Review process
- Regulations (e.g. Land Use Code, City Code)
- Off-site improvements
- Fee structure
- Neighborhood and property owner objections/Attitudinal impediments
- Land supply
- Unknown site conditions/externalities

Specific perceived challenges were listed under each category and City staff provided comments, perceived barriers, potential solutions and examples based on their own experience. The following is an example that falls under the Regulations category:

Residential parking minimums are unachievable for some sites, particularly within downtown

- Comments
 - Not a problem for properties outside downtown
 - Within downtown, developers seem to have found solutions lately
 - Underground parking, off-site parking
 - Big problem
- Barriers
 - LUC 3.2.2
- Solutions
 - Convince City Council to reduce requirements downtown and around campus to some extent
 - Provide more urban parking standards to supplement existing standards (include underground parking standards, lifts, and other downtown concerns like loading zones)
 - “Fee in lieu” parking program: developers pay into fund that the City uses to build more parking structures to serve downtown residential and commercial needs
- Examples
 - Cherry Street Lofts
 - 210/212 West Magnolia
 - Wright Life Building

The survey provided input from staff who are constantly immersed in the specific details of various projects, adding to a more complete understanding of the challenges to redevelopment and infill. General types of challenges and potential solutions became evident through this component of the process. The staff survey and compiled results can be found in Appendix A.

Case Studies



Eight case studies documenting various recent redevelopment and infill projects were produced in order to reveal common challenges and lessons learned. The complete set of case studies can be found in Appendix B. Projects included:

- **Atrium Suites**
502 West Laurel Street
Fort Collins, CO 80521
- **Cherry Street Lofts**
317-325 Cherry Street
Fort Collins, CO 80521
- **Viale Collegio**
706 South College Avenue
Fort Collins, CO 80524

- **Bean Trees Coffee**
432 12th Street
Fort Collins, CO 80524
- **Bas Bleu Theater**
401 Pine Street
Fort Collins, CO 80524
- **The Farmstead**
Taft Hill & Laporte Avenue
Fort Collins, CO 80524
- **Cortina**
224 Canyon Avenue
Fort Collins, CO 80521
- **Wards Redevelopment**
2201 South College Avenue
Fort Collins, CO 80524
- **Valley Steel**
200 Hickory Street
Fort Collins, CO 80524

The case studies document each project's Site Characteristics, Program, Planning Process Issues and Solutions, Chronology, the Development Team, Site Context, Design and Planning Concepts and Lessons Learned.

Among the case studies, there were several common lessons that were learned including:

- Early coordination with agencies and neighborhoods is essential to avoid potential pitfalls later in the process.
- Applicants should be responsive to issues raised by City staff in the review process. More detail early on in plan submittals will help minimize significant design issues.
- Off-street parking standards in the Larimer County Land Use Code are often

ineffective in addressing intensive development.

- Variances for engineering issues such as utilities are often necessary.
- High quality design and materials, particularly relating to human scale elements, will help generate public support for projects.

Stakeholders

Through the Staff Survey, Case Studies and input from City Planning staff, a set of stakeholders who play important roles in various aspects of redevelopment and infill projects was developed. These stakeholder groups played a key role in the Charrette phase of the project. The stakeholder groups included individuals from both the private sector as well as City Staff. The groups are as follows:



Developer Group – This group consisted of local developers, realtors and architects involved in redevelopment and infill projects.

Market and Demand Group – The purpose of this group was to identify market niches and their potential locations within the city that can be met by redevelopment and infill projects. Realtors, developers, City Council members, representatives from the Downtown Development Authority as well as a representative from Habitat for Humanity were included on this list.

Design Group – Architects, landscape architects, planners/urban designers and builders were included in this group. Most had local experience with redevelopment and infill projects.

Emergency Services and Streets Group – This group included representatives from the Poudre Fire Authority, Fort Collins Police Department, City transportation planners, City transportation engineers, consulting engineers and developers.

Neighborhood Impact Group – Local neighborhood groups, citizen planners, business owners and concerned citizens comprised this group represented the views of citizens who are concerned about redevelopment or infill projects in their neighborhoods or districts.

Engineering/Construction Group – City engineers, consulting civil engineers and local contractors with experience in redevelopment and infill were represented here.

Stormwater Group – This group was made up of City stormwater engineers and civil engineers from the local private sector.

Charrette

A charrette is an intense, collaborative planning workshop that runs over several consecutive days and includes all interested parties involved in a project. The Refill charrette took place over a four day period, August 8-11, 2005, at the Bas Bleu Theater, a local example of a successful redevelopment project.



It was designed to obtain input from all stakeholders in an informal process of problem solving and planning. A relaxed atmosphere was created so that participants could be candid and honest with their input. The charrette was facilitated by a consultant team to keep the discussions focused.

Participants from the various groups were asked to define specific challenges to redevelopment and propose solutions to these challenges. Participants were asked to place their comments within a framework of regulatory, process or attitudinal challenges. During the process, all comments were recorded and documented for later reference.

Initial Challenges/Solutions Matrix

A matrix outlining challenges to redevelopment and infill and their respective solutions was created on the second day of the charrette as a way to present/describe the various comments made by the stakeholder groups. This matrix was presented in a public meeting on the second evening of the charrette as a record of what had been accomplished to date. Appendix C contains the initial Challenges/Solutions matrix. A summary of the matrix is presented in the following section of this chapter.

Challenges/Solutions Summary – On the final day of the charrette, the challenges and solutions were refined and reduced to minimize redundancy and address what were perceived to be the most common challenges. The results were presented in a final public meeting on Thursday, August 11, 2005.

II. Initial Challenges/Solutions

Market and Demand Group

Challenges discussed:

- No regional storm-water system
- 5 DU/acre density requirement too high
- Affordable housing
- Need for housing for CSU
- Historic preservation regulations
- Downtown trend toward drinking establishments
- Difficulty of rezoning process
- Parking requirements in downtown
- Long-term maintenance in office parks
- City prioritization of planned public improvements
- Political climate/attitude of City
- Structure of City fees not good for refill

Possible solutions:

- Reduction of density requirements
- Development in North College area
- Senior villages
- Definition of City vision for downtown
- “Economic engine” type of retail
- Downtown parking structures

- “Hoffice” development configurations
- Metro district as financing tool
- Liaison at City for development review process
- More predictability in review process

Developer Group

Challenges discussed:

- Competing codes and lack of code flexibility
- City Plan’s New Urbanist orientation vs. other City codes
- City staff not empowered to make decisions
- Utility service conflicts
- Overly prescriptive standards
- Density requirements
- Time spent in review process
- Unpredictability/lack of adaptability in review process
- Adequate public facilities criteria
- Neighborhood meeting format and process
- Attitude that all development must pay its own way
- Parking standards
- Railroad
- City departments are like individual “fiefdoms”

Possible solutions:

- No regional storm-water system
- 5 du/acre density requirement too high
- Affordable housing

- Need for housing for CSU
- Historic preservation regulations
- Downtown trend toward drinking establishments
- Difficulty of rezoning process
- Parking requirements in downtown
- Long-term maintenance in office parks
- City prioritization of planned public improvements
- Political climate/attitude of City

Design Group

Challenges discussed:

- Greenfield orientation of code provisions
- Conflicting code requirements
- Not enough flexibility in code (e.g., use issues)
- Utility/landscaping conflicts
- Neighborhood meeting format
- Street improvement fees required
- Detainment requirements for storm-water
- Lack of problem identification early in process
- Landmark Preservation Commission and rules
- City Council attitude toward staff/development

Possible solutions:

- Facilitator within City for project review
- Neighborhood involvement early in process
- “Open house” format for public meetings

- Flexibility of use within different zones
- Code variations based on context
- Less required review for small sites/projects
- Education of public regarding infill/redevelopment’s benefits
- Design charrette with City for some projects

Neighborhood Group

Challenges discussed:

- Building standards and incompatibility
- Not enough people invited to public meetings
- Fear of what could happen to neighborhoods with refill
- Affordable housing lost as home prices/rent escalate
- Perception of lower cost housing as undesirable
- Neighborhood meeting format
- Lack of communication/agreement within neighborhoods
- Out-of-date subarea plans
- Residents’ resistance to change
- Fear/mistrust of City government
- Conflicting attitudes (hate sprawl but don’t like density either)
- NIMBYism and fear of the unknown
- Lack of knowledge about benefits of refill

Possible solutions:

- Liaison within City for refill development review

- Density targets for different zones in City
- Impact fees/incentives for affordable housing
- Neighborhood meetings early in review process
- Early dialogue between developers and community
- Embedding of social services throughout City, not in one zone
- Streetscape quality improvements
- Encouragement of green-space and “breathing room”

Emergency/Streets Group

Challenges discussed:

- Communication between City staff and applicants
- Residential parking requirements in downtown
- Density requirements
- Diagonal parking
- Lack of consistency from one area to another
- Street connectivity and spacing
- Code interpretation differences
- Private drives
- Lack of communication between City agencies
- Staff not empowered to think creatively/give solutions
- Neighborhood meeting format
- Residential unit orientation with regard to streets

Possible solutions:

- Flexibility to enable context-sensitive design
- Separate standards for refill and conventional projects
- Alternative parking strategies (e.g., fee-in-lieu, structures)
- Lower parking requirements for targeted areas
- Flexibility in density standard
- Flexibility in street connectivity and spacing standards
- Sprinklers for safer buildings
- General guidelines, not just complicated code standards
- More time at conceptual design stage
- “Open house” format for neighborhood meetings

Engineering/Construction Group

Challenges discussed:

- Encroachments on public ROW
- Unknown/unmapped utilities encountered
- Predictability vs. flexibility
- Design standards for waste water and water
- Utility conflicts (esp. lack of consideration of electric needs)
- Road widenings that create street bottlenecks
- Jurisdictional conflicts
- Requirement of developers to design City-proposed streets
- Lack of personnel availability

- Stormwater detention for infill projects
- Alley improvements
- Need to go to supervisor for problems during review
- Consultants caught in disputes between City agencies
- Reality vs. perception of City attitudes

Possible solutions:

- Different group within City to deal with refill project review
- Stringent requirements initially, then more flexibility later
- Joint trenching of utilities
- Correlation between improvements and their usefulness
- Multifamily housing for infill sites
- Lower level staff empowered to make decisions
- Redevelopment advocate within City staff to coordinate review
- Attitude shift: developers as “clients” of City

Stormwater Group

Challenges discussed:

- Flood requirements and constraints on infill sites
- Water quality ponds
- Inflexible floodplain policies
- Unclear/undefined groundwater policies
- Difficulty of coordinating projects vis-à-vis ditches
- Detention basin pumping

- Financing of off-site improvements
- Conservative attitude toward new technologies

Possible solutions:

- Involvement of all parties in conceptual review
- Early comprehension of site constraints
- City communication of regulatory parameters to consultants
- Clarity/strategy for public improvements
- City prioritization of development in refill areas

Public Review / Presentations

Following the Charrette, City planners have been active in presenting the outcomes to various City and County boards and for review. These presentations consisted of the following:

- **July 15** – Planning & Zoning Board work session project introduction
- **Sept 9** – Planning & Zoning Board work session status report
- **Sept 16** – Larimer County Planning Department
- **Sept 30** – Fort Collins Chamber of Commerce
- **October 14** – Planning & Zoning Board work session
- **October 18** – City Council Overview
- **October 25** – City Council work session-review Code changes resulting from project
- **November 11** – Planning & Zoning Board work session

- **November 17** – Planning & Zoning Board Hearing-Review Code changes
- **December 6** – City Council 1st Reading of code changes
- **December 20** – City Council 2nd Reading of code changes

III. Challenges Summary

On the final day of the charrette, the challenges and solutions were refined and reduced to minimize redundancy and address what were perceived to be the most common challenges. The results were presented in a final public meeting on Thursday, August 11, 2005.

- The City needs a planning process coordinator/ advocate for infill and redevelopment projects.
- Redevelopment projects require flexibility; most redevelopment areas allow a number of uses.
- Neighborhood meetings are not always effective.
- Conceptual Review meetings may not always identify critical issue for infill and redevelopment.
- There is no formal feedback loop for developers to comment on City process.
- The Capital Improvement Program should prioritize projects that would facilitate and support infill and redevelopment.
- The structure of City fees (principally impact and off-site improvement fees) can be unreasonably burdensome for infill and redevelopment projects.
- Developers perceive the development review process and codes as being too

inflexible and not accommodating of the unique constraints that confront infill and redevelopment projects.

- Small and/or oddly-shaped lots common in infill and redevelopment sites create difficulty for the accommodation of utilities.
- Utility and landscape requirements conflict with each other.
- Code is geared toward greenfield development and doesn't address the realities of redevelopment or infill projects and their constraints.
- Parking requirements are problematic for infill and redevelopment projects.
- Standards for utilities are perceived to be unclear and/or too inflexible. Infill and redevelopment projects often have spatial constraints that make utility placement and service difficult to design.
- Water quality detention can be more difficult to achieve on redevelopment sites. The primary method is on-site retention.
- Requirement for positive (gravity) storm sewer outfalls may inhibit redevelopment/infill projects.
- Private drives can be problematic for the City (mainly in terms of emergency services and maintenance concerns)

IV. Market Analysis Summary

In addition to the charrette as an information gathering tool, several developers were interviewed regarding their experiences with redevelopment and infill projects. The purpose of these interviews was to gather specific budgetary

figures and determine where significant costs have been incurred in these types of projects.

Barriers to Reinvestment

Infill development and redevelopment projects face several financial challenges. Because these projects occur in previously developed areas, as opposed to “greenfield” areas, they are required to fit into an established location that oftentimes is not conducive to their end users. For example, an infill residential project developed in a historically commercial location may not offer tenants the same services and amenities that a new development in the suburbs might. A successful implementation effort, then, is able to identify these challenges or “barriers to reinvestment”, and develop strategies to overcome them.

In revitalization efforts like this one, there is often clear market demand for the types of projects that lend themselves to an infill location, yet these projects aren’t being developed. Therefore, barriers to reinvestment must be in place.

In community after community, common barriers exist in infill locations. These barriers tend to fall into the following categories:

Market

- Regional and local economic conditions; insufficient market “depth;” community not ready for additional density; lack of critical mass; visual exposure weak; and lack of historic precedent for similar projects.

Physical

- Lack of good vehicular connection; site disconnected from community; poor pedestrian environment; lack of control of key parcels (fragmented property ownership); incompatible land uses;

inadequate site size / shape; and lack of public amenities.

Financial

- Lack of public money for “seed” projects, property acquisition, or programs; insufficient rents or selling prices; perceived risk inhibits private investment; high land costs; cost of tear-downs; excessive infrastructure costs (parking); underfunding for getting ready; and underfunding for implementation.

Regulatory

- Outdated codes and standards in the way of development goals; inflexible code administrators – regulatory overkill; overly prescriptive design standards; and onerous permitting process – time is money!

Political

- Not enough communication of political obstacles; internal consensus building is frequently incomplete; public/private partnerships don’t exist or are weak; private sector and media support are under-developed; intellectual/emotional ownership lacking with decision-makers; capital requirements not fully understood early in process; and an *implementation strategy* is missing.

Based on the discussions with local developers and LCG’s experience in other communities, the primary barriers to reinvestment in Fort Collins appear to be in the regulatory process. This, in turn, creates financial barriers that may keep a project from moving forward. To fully understand the impacts of these regulatory processes, underlying development economics have to be analyzed.

Development Economics

Development economics in infill and redevelopment projects are typically more challenging than suburban or greenfield development. Development projects in general include the following cost and revenue components:

Project Cost Components

- Land
- On-site development
- Off-site development
- Building construction (hard)
- Building construction (soft)
- General/administrative and marketing
- Financing

Project Revenue Components

- Rents and/or sale prices
- Absorption of space/units
- Prevailing capitalization rates to determine project value

The ultimate success of a development project, e.g., the level of profit, is determined by the variability of the above components. As was discussed in the charrette, the level of certainty in a development project, then, often determines its ultimate success. In infill and redevelopment projects, the number of “moving parts” tends to be higher. On the cost side of the equation, the following issues arise: land is generally more expensive; on-site development is more difficult (often tearing down existing structures); upgrades to existing off-site infrastructure; and financing costs may be higher because the risk associated with redevelopment is perceived to be higher. On the revenue side, it may take longer to absorb space/units as the market in a redeveloping area needs to be “proven up”, and rents and/or sale prices may have to be discounted. All of these dynamics result in a relatively high-risk endeavor for a developer.

Therefore, redevelopment and infill projects are “pioneering” projects – ones that need assistance from the public sector in eliminating some of their inherent variability and uncertainty.

Prototypical Project Pro Formas

In order to provide a “reality check” for potential implementation actions, three development economic scenarios were formulated to model various types of redevelopment projects:

- **“Infill” Project:** a project developed on a vacant parcel in an infill location.
- **“Redevelopment” Project:** a project which redevelops an existing use into a new mix of land uses.
- **“Adaptive Reuse” Project:** a project which rehabilitates an existing use with a potential change in land use.

The purpose of these development economic scenarios is threefold:

1. To provide a tool for evaluating preliminary development alternatives and schemes from an economic perspective;
2. To ascertain the initial economic feasibility of development concepts; and
3. To determine the potential level of public financial support required for development feasibility (i.e., filling the “gap”).

The most critical element of the analysis is identifying the economic “gap” that may exist for projects of this type. Oftentimes, it is these “gaps” that keep projects from moving forward, even if a strong market opportunity exists. The analyses that follow will attempt to quantify not only these economic “gaps”, but the mechanisms that could potentially offset them.

In general, the development economic analysis attempted to model projects which embody the City's goals for redevelopment: mixed-use, connectivity to surrounding land uses, pedestrian orientation, and a denser development pattern. Following are summaries of the development pro formas generated for each of the three redevelopment scenarios, with discussions of their resulting financial impacts. The detailed development pro formas are presented in Tables 1 through 6 within Appendix D. It should be reiterated that while costs and revenue data are based on Fort Collins' averages, these preliminary pro formas are intended to serve as examples of projects and do not reflect specific individual developments within the City of Fort Collins.

"Infill" Project – This project assumed the development of a new mixed-use project on a vacant infill parcel. Table 1 summarizes the proposed development program for this project, as well as the potential value created by the proposed program and the costs associated with development. In estimating project value, every effort was made to approximate current and short-term market conditions (rents, sale prices, capitalization rates, etc.). As shown, the development of this prototype project results in an economic "gap" (the extent to which project costs exceed project value) of approximately 8%. This level of economic gap is not unusual in infill and redevelopment projects, as many "pioneering" projects result in a gap of 30% or higher. The lower gap in this scenario reflects the relative strength of the Fort Collins market, with rents and sale prices generally trending upward.

Table 2 quantifies the potential mechanisms that could be implemented to offset, or "fill" the

project's economic gap. These mechanisms are described briefly below:

- **Development Fee Waiver/Reduction:** this reflects the impact of waiving a portion of development fees associated with the project (permit/review fees, capital expansion fees, water and wastewater investment fees, etc.).
- **Tax Increment Financing District:** this reflects the impact of including the project within a tax increment district and estimates the incremental property tax revenue that the project could potentially generate over a 10-year period.
- **Special Improvement District:** this reflects the impact of including the project within a special improvement district (GID, LID) and estimates the additional property tax revenue (based on a supplemental mill levy) that the project could potentially generate over a 10-year period.
- **Sales Tax Sharing:** this reflects the impact of allowing the project to share (50%) in the potential sales tax revenue that it could generate over a 10-year period.
- **Streamlined Development Approval Process:** this attempts to measure the impact of an expedited approval process on the project's carrying costs (property acquisition, taxes, maintenance, etc.) and estimates the cost savings if the process is reduced by 6 months.

As shown, a combination of any of these measures could potentially "fill the gap" for this project scenario. Other factors may also prove to help in accomplishing the same impact, such as:

- Market upside (the ability to achieve higher rents/sale prices)
- Reduction in costs through value engineering
- Below-market financing
- Lower developer profit expectations

“Redevelopment” Project – This project assumed the acquisition of an existing developed site, demolition of the existing use, and the development of a new mixed-use project on the parcel. Table 3 summarizes the proposed development program for this project, as well as the potential value created by the proposed program and the costs associated with development. As shown, the development of this prototype project results in an economic “gap” of approximately 9%. The higher costs associated with property acquisition and structured parking are the primary contributors to this economic gap.

Table 4 quantifies the potential mechanisms that could be implemented to offset, or “fill” the project’s economic gap. As with the “Infill” project, it would appear that a combination of any of these measures could potentially “fill the gap” for this project scenario.

“Adaptive Reuse” Project – This project assumed the acquisition of an existing developed site and a conversion of the existing use into a new mixed-use project on the parcel. Table 5 summarizes the proposed development program for this project, as well as the potential value created by the proposed program and the costs associated with development. As shown, the development of this prototype project results in an economic “gap” of approximately 11%. The higher costs associated with property acquisition and structured parking are also the primary contributors to this economic gap.

Table 6 quantifies the potential mechanisms that could be implemented to offset, or “fill” the project’s economic gap. As with the other two projects, it would appear that a combination of any of these measures could potentially “fill the gap” for this project scenario.

Economic Analysis Conclusions

Following are summary conclusions drawn from the development economic analysis:

- Current and future market conditions in the Fort Collins area are trending upward, particularly for new and innovative real estate products (e.g., live/work, mixed-use, townhomes/lofts, transit-oriented development, etc.). This fosters a higher level of risk tolerance on the part of the private sector and reduces the risk associated with leveraged public investment – that is, public investments strategically implemented to catalyze private investment.
- Because the economic “gaps” associated with these representative projects were not substantial, the need for “gap-filling” mechanisms is reduced.
- The City’s development approval process, which was the primary focus of discussions with the development community, can be an effective economic incentive for redevelopment. The extent to which that process can be expedited will determine the level of perceived economic benefit to the private sector, but a major overhaul of the system does not seem necessary.
- Two of the “gap-filling” mechanisms discussed, development fee waivers/reductions and sales tax sharing, are more informal, but effective strategies to

encourage redevelopment. Again, the pro forma analyses showed that the level of development fees for an infill or redevelopment project comprise a significant portion of project cost (7% to 8%). While these are a necessary and important contributor to the City's fiscal health, any reduction, waiver or even delay in collection, of these fees for qualified projects will send a message to the private sector that the City is committed to redevelopment. The City will also recoup these fee reductions, waivers, and delays in collection, through the net new tax revenues generated by these projects.

- There is also the opportunity for the City to catalyze private redevelopment through more formal structures, such as a tax increment or special improvement district. Both of these measures allow the City to "ready" a larger area for reinvestment, beyond the scope of a single project. The primary benefit of these mechanisms to the private sector is that it provides access to funding previously unavailable to them. For the public sector, the burden is on the project area to generate the revenue necessary to fund catalyst improvements, therefore no out-of-pocket contribution is necessary. Both of these mechanisms represent more aggressive measures on the part of the City to encourage redevelopment.

Implementation Recommendations

Fortunately, redevelopment and infill projects in Fort Collins are in a good position for implementation for the following reasons:

1. There are both short- and long-term market opportunities to capitalize on, supported by regional and national trends (mixed-use,

return to urban living, demographic and lifestyle trends).

2. The local development community is clearly willing to take on the financial risk of implementing projects.
3. The "system" for getting projects implemented does not appear to need major restructuring.
4. There are clearly identified areas for target redevelopment and infill, supported by the community through *CityPlan*.

The challenge now is to take advantage of these conditions to "tweak" factors which will "ready the environment for investment".

Based on the analyses completed herein, the following actions to further redevelopment and infill projects in Fort Collins (in no particular priority order) are recommended:

1. **Establish an additional set of approval criteria specific to infill and redevelopment projects.** These criteria should include measures of how these projects will benefit the community, both from social and economic perspectives. The project criteria can then be tied to potential incentives that the City might offer in helping projects get implemented.
2. **Consider reduction and/or waiving development fees (e.g., ACF).** Because redevelopment and infill projects oftentimes are required to upgrade infrastructure in an area surrounding their location, allowances should be made to reduce these costs. If the City is not in a position to make strategic public investments to "jump start" private investment in an infill or redevelopment

area, the burden of doing so should not fall on the first pioneering project.

serious about encouraging infill and redevelopment.`

3. **Prioritize phasing of public improvements within redevelopment areas.** The City can make strategic public investments to “leverage” private investment within targeted areas. These areas will receive higher priority within the City’s Capital Improvement Plan.
4. **Encourage public/private funding mechanisms for infrastructure (TIFs, Special districts, etc.).** Again, off-site development costs can be prohibitive in a redevelopment or infill location, especially if early projects are required to “ready” a larger area for investment. The use of special districts or other public-private financing mechanisms is an effective way to get needed infrastructure into a redeveloping area. Of equal importance is establishing similar mechanisms to maintain these improvements over time.
5. **Establish a Redevelopment Coordinator/Facilitator position within City government.** This person will act as an “Ombudsman” for shepherding projects through the system. One of the greatest challenges to redevelopment and infill projects is the additional time it can take to get them through the development process. Because they are not the “normal” development project, they fall prey to an approval process that is inherently uncertain. Having a point person to help developers through the approval process, dealing with issues that arise in a timely manner, will not only get projects implemented faster, but will send a message to the private sector that the City is

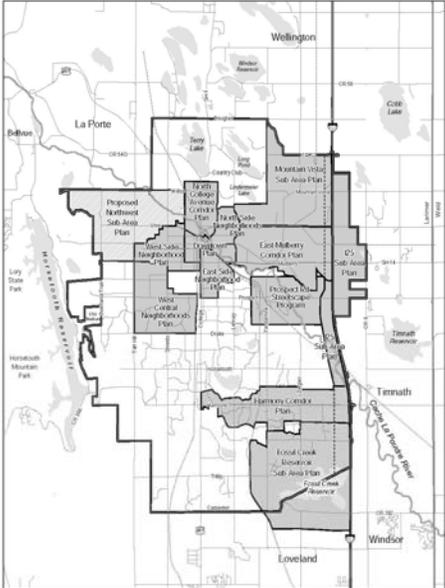
Chapter 3. Proposed Solutions

I. Detailed Recommendations

The following is a compilation of challenges, proposed solutions and implementation strategies. The information from the charrette was refined and revised through subsequent presentations, eliminating redundancies, while addressing the most significant and common concerns that were expressed by the various stakeholder groups. Some recommendations suggest specific code changes as part of the implementation strategy. Other recommendations require changes in planning process. Many of the outlined implementation strategies and code changes will continue to be developed as an ongoing process requiring input from various City Departments, Boards and Commissions, and the City Council.

Challenge	The City needs a planning process “coordinator”/advocate for infill and redevelopment projects.
Solution	1) Create a coordinator/advocate position <ul style="list-style-type: none"> a) Full or part-time position serving as assistant to Economic Development Director. The role of this position is to identify projects with a community benefit and advocate for them b) Project Planner continues to facilitate the development review process with respect to individual projects c) Current Planning Director continues to assist in addressing interdepartmental/interagency issues and conflicts
Implementation	Following the City of Fort Collin’s Economic Development Policy, “The City will provide assistance to business and industry with regards to City process and procedures” by providing staff resources capable of facilitating redevelopment.

Challenge	Some redevelopment projects require greater land use flexibility.
Solution	2) Allow for more frequent Rezoning Requests” aimed at providing flexibility for redevelopment projects.
Implementation	<p>Item 709 Amend 2.92 – Amendment to Zoning Map Increase frequency of rezoning requests from two times annually to anytime during the year for properties within the infill area and those considered redevelopment.</p> <p><i>Proposed Code Change</i></p> <p>2.9.2. Applicability</p> <p>Any and all amendments to the text of this Land Use Code and any and all changes to the Zoning Map must be processed in accordance with this Division. Commencing one (1) year after the effective date of this Land Use Code, amendments to the Zoning Map shall be processed only twice per calendar year and shall be considered by the Planning and Zoning Board in March or April and in September or October of such year; provided, however, that this limitation shall not apply to petitions for amendments to the Zoning Map initiated by the owners of properties in the Transition District, which petitions shall be governed by the provisions of Section 4.9(B)(2), for properties located within the infill area or that are considered redevelopment, to initial Zoning Map amendments following annexation, or to Zoning Map amendments which are founded upon the adoption and implementation of a subarea plan. Only the Council may, after recommendation of the Planning and Zoning Board, adopt an ordinance amending the text of this Land Use Code or the Zoning Map in accordance with the provisions of this Division.</p>

Challenge	Redevelopment projects require regulatory flexibility; redevelopment areas need to provide for mixed uses.
Solution	<ol style="list-style-type: none"> 1) Land Use Planning and Zoning <ol style="list-style-type: none"> a) Rezone areas as subarea plans are amended b) Update subarea plans to reflect latest, most current policy direction c) Create alternative street design examples 2) Modifications/Variances <ol style="list-style-type: none"> a) Provide staff position on modifications and engineering variances during new Conceptual Review and Preliminary Design meetings b) Ensure that City staff understands when variances are appropriate and feasible c) Apply greater staff discretion, allowing “adjustments” instead of variances in select cases d) Establish clear baseline of state and federal minimum standards
Implementation	<p>Flexibility in land use planning/zoning as well as planning processes/review is critical in helping to encourage redevelopment and infill. Areas should be rezoned to reflect most current policy direction.</p> <div style="display: flex; justify-content: space-around; align-items: flex-start;"> <div style="text-align: center;">  <p>SUBAREA PLANS Source: Fort Collins & ED&W Figure 11 Growth Management 93</p> </div> <div style="text-align: center;">  </div> </div> <p style="text-align: center;"><i>Subarea Plan Example</i></p> <p style="text-align: center;"><i>Rezone areas to allow for a number of uses</i></p>

Challenge	Neighborhood meetings are not always effective.
Solution	<ol style="list-style-type: none"> 1) Help neighborhood meetings become more meaningful for applicants and neighbors 2) Provide several meeting format options: <ol style="list-style-type: none"> a) Open house b) Mini-charrette c) Presentation d) Hybrid 3) Identify neighborhood leaders and associations 4) Create templates and checklists for developers for meeting formats/materials/notification 5) Ensure that key City departments attend meetings 6) Hold meetings at conceptual stage of projects when concerns can be addressed more easily 7) Provide neighborhoods with information on how to most effectively participate
Implementation	<p>Amend development manual to include neighborhood meeting process guidelines and recommendations.</p> <div style="display: flex; justify-content: space-around; align-items: flex-start;"> <div data-bbox="506 1041 938 1327" data-label="Image"> </div> <div data-bbox="1008 1087 1440 1333" data-label="Image"> </div> </div> <p><i>Neighborhood meetings in Fort Collins</i></p>

Challenge	Pre-application meetings may not always identify critical issue for infill and redevelopment.
Solution	<p>1) Expand the existing conceptual review meeting format and scope</p> <ul style="list-style-type: none"> a) Conceptual Review Meeting <ul style="list-style-type: none"> i) Create preliminary critical issues list ii) Decide whether Preliminary Design meeting is necessary iii) Determine if group site visit is warranted iv) Involve key City departments v) Provide ADA information vi) Develop a plan for public involvement b) Enhanced Conceptual Review Submittal This step can be waived for projects going directly to Preliminary Design Phase (Step 2) or if the project is minor. <ul style="list-style-type: none"> i) <i>Materials:</i> Conceptual Sketch Plan ii) <i>Cost:</i> \$0 iii) <i>Staff:</i> Planning, water/wastewater, stormwater, electric utility, natural resources, zoning, transportation planning iv) <i>When:</i> Monday mornings 3x/month for 30 minutes v) <i>Outcomes:</i> Conceptual Review Summary Letter, which will include: <ul style="list-style-type: none"> (1) listing of critical issues to be resolved (2) determination of staff required at Step 2 (3) identification of preferable neighborhood meeting format (4) determination if Step 2 is warranted by staff planner <p>2) Create preliminary design review meeting</p> <ul style="list-style-type: none"> a) Preliminary design review meeting <ul style="list-style-type: none"> i) Charge fee for meeting ii) Expand list of attending City departments/referral agencies iii) Determine critical issues/strategies for sign-off iv) Identify necessary variances v) Choose neighborhood meeting format vi) Set schedule for final approval b) Preliminary Design Review Submittal <ul style="list-style-type: none"> i) <i>Materials:</i> Conceptual Sketch Plan in greater detail based on list of critical issues ii) <i>Cost:</i> ~ \$250 iii) <i>Staff:</i> same as Step 1 with the addition of PFA, Traffic Ops, Xcel, Water & Sanitation as needed iv) <i>When:</i> Approximately 1 hour v) <i>Outcomes</i> <ul style="list-style-type: none"> (1) Final list of critical issues (2) Staff position on all issues, including variances and modifications vi) A “sign-off” for each issue

Implementation

Item 706 Amend Section 2.2 – Common Development Review Procedures for Development Applications To Allow for an Additional Process, at the Applicant’s Request, Called “Preliminary Design Review.”

Proposed Code Change to Date

Section 2.2.1(E) – Preliminary Design Review

Step X: Preliminary Design Review

- (A) **Purpose.** Preliminary design review is an opportunity for an applicant to discuss requirements, standards, procedures, potential modifications of standards or variances that may be necessary for a project and to generally consider in greater detail the development proposal design which has been evaluated as a part of the conceptual review process. While the conceptual review process is a general consideration of the development proposal, preliminary design review is a consideration of the development proposal in greater detail. Problems of both a major and minor nature can be identified and solved during the preliminary design review before a formal application is made.

Representatives of the Community Planning and Environmental Services, Transportation Services, Poudre Fire Authority, Police Services, Water & Wastewater Utility, Electric Utility, Storm Drainage Utility, Building and Zoning Department, and Cultural, Library and Recreation Services regularly attend preliminary design review meetings. Additionally, other public or quasi-public agencies which may be impacted by the development project are invited and encouraged to attend the preliminary design review. These agencies may include the gas utility, water and/or wastewater utility districts, ditch companies, railroads, cable television service providers, and other similar agencies.

- (B) **Applicability.** Although a preliminary design review is not mandatory for any development proposal, it may be requested by the applicant for any development proposal. A request for preliminary design review may be made in an informal manner, either in writing or orally, but must be accompanied by the payment of the application fee as established in the development review fee schedule. Preliminary design review, if requested by the applicant, must occur at least seven (7) days prior to the submittal of any application for an overall development plan or project development plan which is not subject to an overall development plan.

- (C) ***Preliminary Plan Submittal.*** In conjunction with a preliminary design review, the applicant shall submit all documents required for such review as established in the development application submittal requirements master list.
- (D) ***Staff Review and Recommendation.*** Upon receipt of a preliminary development proposal for review, and after review of such proposal with the applicant, the Director shall furnish the applicant with written comments and recommendations regarding such proposal in order to inform and assist the applicant prior to preparing components of the development application. In conjunction with the foregoing, the Director shall provide the applicant with a "critical issues list" which will identify those critical issues which have surfaced in the preliminary design review as issues which must be resolved during the review process of the formal development application. The critical issues list will provide to applicants the opinion of the Director regarding the development proposal, as that opinion is established based upon the facts presented during conceptual review and preliminary design review. To the extent that there is a misunderstanding or a misrepresentation of the facts, the opinion of the Director may change during the course of development review. The positions of the Director that are taken as a part of the critical issues list may be relied upon by applicants, but only insofar as those positions are based upon clear and precise facts presented in writing, either graphically or textually on plans or other submittals, to the Director during the course of preliminary design review.

Challenge	There is no formal feedback loop for developers to comment on City process.
Solution	<ol style="list-style-type: none"> 1) Provide opportunities for applicants to send comments to an online database 2) Organize debriefing meetings between applicants and the new Economic/Redevelopment Coordinator
Implementation	<p>Create a survey instrument such as the following:</p> <p style="text-align: center;">One-Stop Shop Stakeholders' Survey</p> <ol style="list-style-type: none"> 1. What best describes your involvement with the development process? <ul style="list-style-type: none"> <input type="radio"/> Architect/designer/engineer <input type="radio"/> Developer/owner <input type="radio"/> Developer's agent <input type="radio"/> Contractor <input type="radio"/> Do-it-yourselfer <input type="radio"/> Concerned citizen 2. How frequently did you request service from the City of Austin's development process within the past year? <ul style="list-style-type: none"> <input type="radio"/> 1-2 <input type="radio"/> 3-10 <input type="radio"/> More than 10 3. Over the past year the service in the One-Stop Shop has improved. (Please check one.) <ul style="list-style-type: none"> <input type="radio"/> Not applicable <input type="radio"/> Strongly agree <input type="radio"/> Agree <input type="radio"/> Neither agree/nor disagree <input type="radio"/> Disagree <input type="radio"/> Strongly disagree 4. What are your initial expectations from the new One-Stop Shop?

Challenge	<p>Architectural design capability of infill and redevelopment projects is difficult to measure relative to the character of surrounding areas.</p>
Solution	<p>Clarify city policies, guidelines and regulations related to design compatibility, thereby providing greater consistency for developers and neighborhoods.</p>
Implementation	<ol style="list-style-type: none"> 1) Address architectural compatibility as a key component of adopted neighborhood and detailed area plans 2) Develop new land use code standards for project compatibility

<p>Challenge</p>	<p>The Capital Improvement Program should prioritize projects that would facilitate and support infill and redevelopment.</p>										
<p>Solution</p>	<ol style="list-style-type: none"> 1) CIP prioritization planning should include consideration of how various infrastructure projects could encourage infill and redevelopment efforts 2) Criteria for infill and redevelopment projects should be developed to help in prioritization of capital improvements 3) Capital improvements should be delineated as Community-Wide, New Development or Infill/Redevelopment improvements, with evaluation criteria developed for each target area. 										
<p>Implementation</p>	<p>Continue to prioritize capital improvements towards targeted redevelopment and infill areas shown below.</p> <div data-bbox="646 898 1299 1690" style="text-align: center;"> <p>Targeted Redevelopment Areas</p> <table border="0"> <tr> <td>1 - East Mulberry Corridor</td> <td>5 - Downtown</td> </tr> <tr> <td>2 - Mason Street Corridor</td> <td>6 - Foothills Mall</td> </tr> <tr> <td>3 - Campus West</td> <td>7 - CSU</td> </tr> <tr> <td>4 - North College</td> <td>8 - South College</td> </tr> <tr> <td></td> <td>9 - CSU Foothills Campus</td> </tr> </table> <p>Areas Identified by Subarea Plans (Additional)</p> <p>Potential Intensification Areas per Zoning without a Subarea Plan</p> <p>City Limits</p> <p>Growth Management Area</p> <p>Redevelopment and Infill</p> <p>Source: Fort Collins & EDWA</p> </div>	1 - East Mulberry Corridor	5 - Downtown	2 - Mason Street Corridor	6 - Foothills Mall	3 - Campus West	7 - CSU	4 - North College	8 - South College		9 - CSU Foothills Campus
1 - East Mulberry Corridor	5 - Downtown										
2 - Mason Street Corridor	6 - Foothills Mall										
3 - Campus West	7 - CSU										
4 - North College	8 - South College										
	9 - CSU Foothills Campus										

Challenge	The structure of City fees (principally impact and off-site improvement fees) can be unreasonably burdensome for infill and redevelopment projects.
Solution	<ol style="list-style-type: none"> 1) Consider the use of private/public financing mechanisms to pay for needed infrastructure improvements in infill/redevelopment areas 2) Infill/redevelopment improvements identified in the Capital Improvement Program should be given higher priority 3) City should consider reducing fees in specially-designated redevelopment areas.

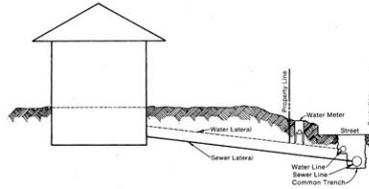
Challenge	Developers perceive the development review process and codes as being too inflexible and not accommodating of the unique constraints that confront infill and redevelopment projects.
Solution	<ol style="list-style-type: none"> 1) Streamline variance procedures / create common procedure for all engineering variances and timelines for approval 2) Educate City staff about appropriate variance situations

Challenge	Utilities present several challenges redevelopment and infill projects because: Small, oddly-shaped lots present spatial constraints; utility and landscape requirements often conflict and utility standards are perceived as unclear.
Solution	<ol style="list-style-type: none"> 1) Enable applicants to obtain non-exclusive easements from utilities 2) Facilitate joint trenching, where appropriate 3) Encourage awareness of the potential provision of wastewater utilities in alleys 4) Adopt new technologies and standards when they become available/feasible 5) Revise the development manual to include examples of creative solutions to site constraints along with the variance process 6) Encourage awareness of utility separation alternatives, where appropriate, and the potential provision of wastewater utilities in alleys 7) Encourage flexibility in utility and landscape requirements where site constraints make standards impossible to meet 8) Require higher level of preparation and inter-departmental coordination at conceptual and preliminary stage 9) Include engineering guidelines for water and sewer in the development manual to be distributed to applicants

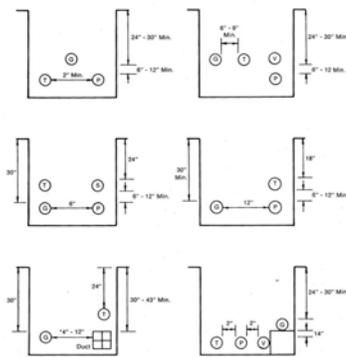
Implementation

- 1) Develop administrative policies and standards for the joint trenching of utilities
- 2) Revise development manual to include sections pertaining to utility placement

Joint Trenching of Home Service Laterals



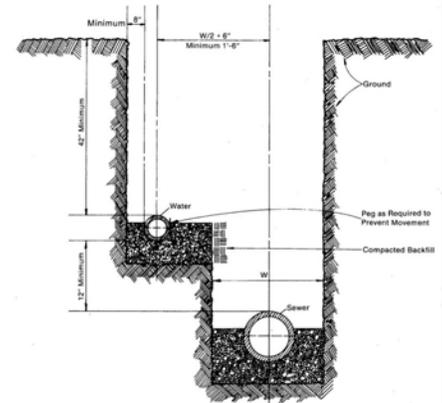
Typical Joint Trench Cross Sections (18)

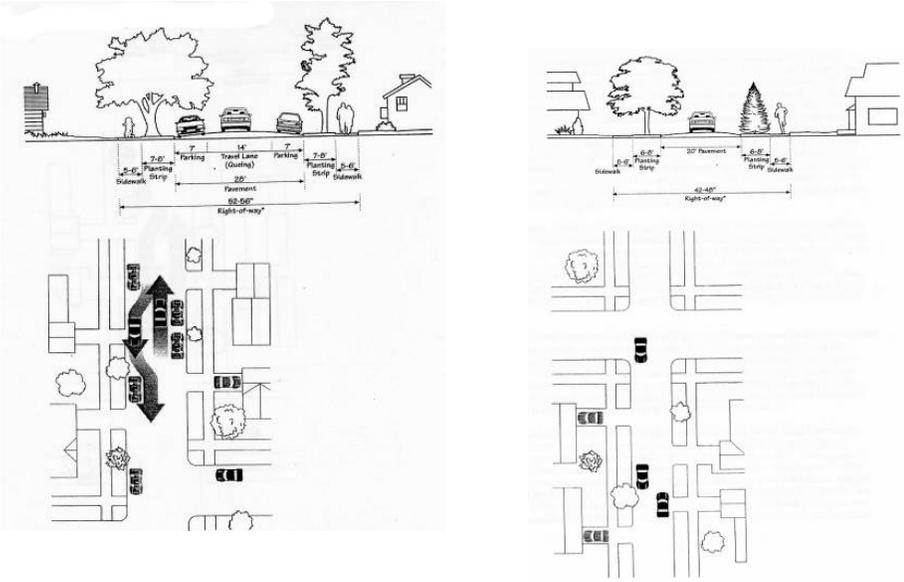


*Depend on size of Man

Legend
 G - Gas
 T - Telephone
 P - Power
 W - Water
 S - Sewer
 V - Television
 B - Secondary

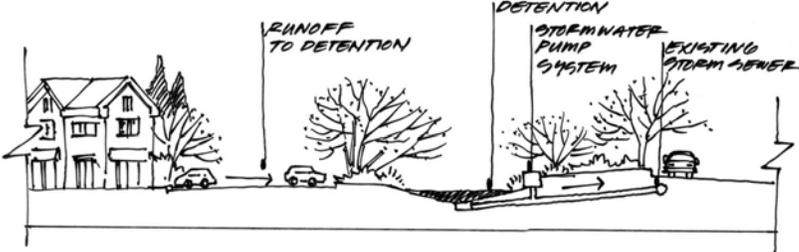
Typical Ditch Section for Common Trenching of Water and Sewer Lines (21)



Challenge	The land use code is geared toward greenfield development and doesn't address the realities of redevelopment or infill projects and their constraints.
Solution	<ol style="list-style-type: none"> 1) Generate a set of examples of alternative design solutions to street cross-section constraints 2) Identify critical issues at conceptual and preliminary stages 3) Develop a more integrated variance process so that all requested variances are combined into a single process
Implementation	<p>Implement approved alternative design solutions to meet the needs of infill properties, such as the following:</p> 

<p>Challenge</p>	<p>Off-street parking requirements often conflict with infill and redevelopment policy goals.</p>
<p>Solution</p>	<p>A parking study is required to address this issue adequately.</p>
<p>Implementation</p>	<div data-bbox="609 625 1258 1102"> </div> <p style="text-align: right;"><i>Example of off-setting parking demands for mixed-use areas</i></p> <div data-bbox="457 1115 841 1360"> <p>Jacksonville 7 ft 20 ft</p> </div> <div data-bbox="457 1371 841 1623"> </div> <div data-bbox="457 1633 727 1696"> <p><i>Parking alternative to meet the needs of individual projects and uses</i></p> </div> <div data-bbox="857 1115 1144 1556"> </div> <div data-bbox="1068 1360 1507 1644"> </div> <div data-bbox="1068 1654 1442 1696"> <p><i>Enhanced downtown street corner to reduce the impacts of parking and additional paving</i></p> </div>

Challenge	<p>Water quality detention can be more difficult to achieve on redevelopment sites. The primary method is on-site retention.</p>
Solution	<ol style="list-style-type: none"> 1) Develop subarea or regional water quality retention facilities to meet the City requirements for NPDES permitting 2) Initiate a mechanism to require fees in lieu to help fund sub-area or regional facilities to accommodate designated redevelopment areas 3) Consider other BMP (Best Management Practices) that may accomplish water quality standards required by the City
Implementation	<p>The use of bioswales, water quality wetlands and permeable paving can be effective ways of meeting water quality standards on spatially constrained redevelopment/infill sites. The Development Manual should be amended to include information on the latest stormwater management technologies.</p> <div style="display: flex; justify-content: space-around; align-items: flex-start;">   </div> <p style="text-align: center;"><i>Bioswales and permeable paving reduce the need for large on-site detention ponds</i></p> 

<p>Challenge</p>	<p>Requirement for positive (gravity) storm sewer outfalls may inhibit redevelopment/infill projects.</p>
<p>Solution</p>	<ol style="list-style-type: none"> 1) Develop a policy and review criteria for the use of stormwater pumping systems 2) Initiate or clearly communicate a process for redirecting capital money to upgrade City facilities (outfalls, pipelines, etc.) to focus redevelopment in certain areas
<p>Implementation</p>	<p><i>(Graphic showing pump system)</i></p>  <p><i>Stormwater pumping system diagram</i></p> 



Challenge	Private drives can be problematic for the City (mainly in terms of emergency services and maintenance concerns).
Solution	1) Develop utility standards for private drives 2) Permit the naming of private drives if adopted street naming conventions are met 3) Create distinct signage for private drives and the responsibility for maintenance

Implementation

Item 708 Amend Section 3.6.2(L) – Private Drives To Allow More than Four Single Family Lots, More than 600 Feet in Length and Naming and Addressing

Proposed Code Change

Section 3.6.2(L) – Private Drives

(1)(b) Primary access in single-family developments. A private drive, instead of a street, shall be allowed to provide primary access to ~~an unusually shaped parcel of land to serve up to four (4) isolated single family lots,~~ residential development, provided that the drive is connected to only one (1) street. ~~The foregoing limit of four (4) single family lots shall not apply to private drives that provide additional access to property that has street frontage and pedestrian access from a street.~~

(2) **Design Requirements.** Private drives shall be designed to meet the following criteria:

(a) If any property served by the private drive cannot receive fire emergency service from a public street, then all emergency access design requirements shall apply to the private drive in accordance with Section 3.6.6. An "emergency access easement" must be dedicated to the city for private drives that provide emergency access, ~~and such private drives shall not exceed six hundred sixty (660) feet in length~~

(c) ~~Maximum dead end drive length shall be one hundred fifty (150) feet except for private drives that provide additional access as referenced in subsection (b) above.~~
The design of private drive shall comply with all the requirements of the standards for *Emergency Access* as described in Section 3.6.6.

(5) **Naming and Addressing.** Private drives shall ~~not~~ be named, if necessary, to comply with the requirements of the standards for *Emergency Access* as described in Section 3.6.6. Addressing of the property shall be ~~from the street from which primary access to the property is taken~~ assigned by the City in conformance with the Larimer County Urban Area Street Standards.

Examples of private drives in residential developments.



Greenwood Avenue Cottages, Shoreline, Washington

<p>Challenge</p>	<p>Small delis, restaurants and coffee shops are important convenience uses within neighborhoods, but are currently not permitted in certain districts.</p>
<p>Solution</p>	<p>1) Allow for small carry-out restaurants, delicatessens or coffee shops to be permitted within or next to mixed-use buildings located in the MMN and HMN zone districts provided that careful size and operational requirements are met. A new definition of “<i>Restaurant, Limited Mixed-Use</i>” would be added to Article Five.</p>
<p>Implementation</p>	<p>Item 705 Consider Amending the Permitted Use List in the MMN and HMN Zone Districts to Allow <i>Limited Fast Food Restaurants</i> in Mixed-Use Residential Projects as a Type Two Use.</p> <p><i>Code Change</i></p> <p>LMN – Section 4.5(B)(3)(c)</p> <p>(c) Commercial and Retail Uses:</p> <ol style="list-style-type: none"> 1. Personal and business service shops. 2. Offices, financial services, clinics and small animal veterinary clinics. 3. Restaurant, Limited Mixed-Use <p>HMN – Section 4.24(B)(3)(c)</p> <p>(c) Commercial/Retail Uses:</p> <ol style="list-style-type: none"> 1. Restaurant, Limited Mixed-Use. <p>(ed) Accessory/Miscellaneous Uses:</p> <ol style="list-style-type: none"> 1. Wireless telecommunications equipment.

City of Fort Collins

Cameron Gloss	Director of Current Planning
Ted Shepard	Chief Planner, Current Planning
Anne Aspen	City Planner, Current Planning
Clark Mapes	City Planner, Advanced Planning
Joe Frank	Director of Advanced Planning
Greg Byrne	Director of Community Planning

EDAW, Inc.

Tom Keith	Principal in Charge
Bruce Meighan	Project Manager
Craig Russell	Design
Jeremy Call	Land Use
Bart Loundsbury	Legal/Code
Greg Hurst	Engineering

Leland Consulting

Bill Cunningham	Economics
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Stakeholder Groups:

Market and Demand Group

Dan Bernth	Doberstein Lemberg Commercial, Inc.
Bob Hau	The Group
Michelle Jacobs	Northern Colorado Home Builders Association
Les Kaplan	
Larry Kendall	The Group
David May	Fort Collins Chamber of Commerce
Candace Mayo	Habitat for Humanity
Eric Nichols	Nichols Street
Steve Pfister	Realtec Commercial Real Estate Services
Steve Slezak	

Developer Group

Robin Bachelet	Poudre Property Services
Brock Chapman	The Cumberland Companies, Inc.
Fred Croce	Wheeler Commercial Property Services
Tom Dougherty	Tom Dougherty Construction, Inc.
Bill Holicky	Coburn Development
Jim Leach	Wonderland Homes
Tom Lyon	Wolff Lyon Architects
Troy McWhinney	McWhinney Enterprises
Mike Sollenberger	Sollenberger Development Corporation

Denny Sovick Sovick Design Builders
Monica Sweere Palladian Construction
Mickey Willis
John Wolff Wolff Lyon Architects

Design Group

Joe Carter Cityscape Urban Design
Terence Hoagland Vignette Studios
Troy Jones MTA Architects
Sue Kreul-Froseth Architect
Dana Lockwood Lockwood Architects
Dana McBride Dana McBride Homes
Cathy Mathis VF Ripley Associates
Jim Sell Jim Sell Design
Tom Siegel McStain Neighborhoods
Steve Steinbicker Architecture West

Neighborhood Impact Group

Vince Barnhart
Glen Colton
Eleanor Dwight
Randy Fischer
Steve Furniss
Dean Hoag Rocky Mountain Battery
Tim Kinney
Loren Maxey Maxey Companies
Beth Mitchell
Patrick Reeves
David Shands
Dwight Whitney Bullfrog Wine and Spirits

Emergency Services / Streets Group

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Randy Blank Xcel Energy
Jack Boyers McStain Enterprises
Kathleen Bracke City of Fort Collins Transportation Planning
Terry Farrill FC/Loveland Water District / S. Fort Collins Sanitation
Chad Kipfer Markel Homes
Marc Virata City of Fort Collins Development Review Engineering
Kevin Wilson Poudre Fire Authority

Engineering / Construction Group

Dean Barber	McWhinney Enterprises
Mike Brake	JR Engineering
Kevin Hearne	Hearne Construction
Scott Hearne	Hearne Construction
David Neenan	The Neenan Company
Randall Provencio	Interwest Consulting
Sean Rogers	Dohn Construction
Eric Skowern	Jim Sell Design
Marc Virata	City of Fort Collins Development Review Engineering

Stormwater Group

Jim Allen-Morley	Stantec
Mike Brake	JR Engineering
Basil Hamdan	City of Fort Collins Stormwater
Jim Hibbard	City of Fort Collins Stormwater
Tricia Kroetch	North Star Design
Wes Lamarque	City of Fort Collins Stormwater
Jim Loonan	Loonan and Associates, Inc.
Randall Provencio	Interwest Consulting
Glen Schleuter	City of Fort Collins Stormwater
Brian Shear	Shear Engineering

Boards and Commissions

City Council
Planning & Zoning Commission
Landmark Preservation Commission
Fort Collins Chamber of Commerce
Larimer County Planning Department