Development Review Staff Report

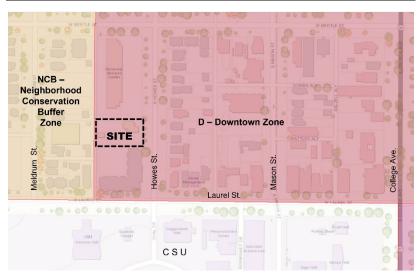
Administrative Hearing: September 29, 2021

Howes Six Two Nine PDP 210008

Summary of Request

This is a request for a Project Development Plan (PDP) for a 3-story multi-family building with 12 dwelling units on a lot that already has an existing historic building containing two dwelling units, for a total of 14 dwelling units on the lot.

Zoning Map



Next Steps

If approved by the Hearing Officer, the applicant will be eligible to proceed to filing of final plans and then to permits for site work and the building.

Site Location

629 S. Howes St., on the first block north of CSU (parcel #9714112902)

Zoning

Downtown District (D), Campus North subdistrict

Property Owner

Carlson Land Development 14570 Clay St. Broomfield, CO 80023

Applicant/Representative

Kristin Turner 444 Mountain Ave. Berthoud, CO 80528

Staff

Clark Mapes, City Planner p. (970) 221-6225 e. cmapes@fcgov.com

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Staff Recommendation

Approval of the PDP.



1. Project Introduction

A. PROJECT DESCRIPTION - KEY ASPECTS

- The proposed plan is for a 3-story urban apartment building with 12 units on a lot in the original Town Site Annexation of 1873.
- An existing duplex on the lot will remain and is included in the plan. The duplex is a 1904 brick foursquare house with a 1955 addition on a front corner of the house. The entire building was evaluated as a historic resource and found to warrant eligibility as a historic landmark and thus to be treated as a historic resource under the requirements of Section 3.4.7 of the Land Use Code.
- The new L-shaped building forms a courtyard that connects directly to the street sidewalk, and connects to rear parking and the alley with a passageway under the third floor.
- The plan replaces the existing 5-foot sidewalk with a new 6-foot sidewalk to match the sidewalk to the south connecting to Laurel Street and CSU.
- A parking lot with 16 spaces is accessed from the alley, plus two parallel parking spaces along the alley are provided for a total of 18.
- An existing detached garage is removed in the plan.



Proposed Plan



B. SITE CHARACTERISTICS

1. Surrounding Zoning and Land Use

	North	South	East	West
Zoning	D, Downtown	D, Downtown	D, Downtown	NCB, Neighborhood Conservation Buffer
Land Use	University Services Center office building – 6 stories	Flats at the Oval mixed-use building – 4 stories	Houses across Howes St.	Office building, rental houses across the alley

2. Site History

As noted, the subject lot is in the original town site annexation and plat area dating to 1873, with a brick foursquare house built in 1904. In that time frame, the whole neighborhood was a residential neighborhood with houses on the original, typical lots and blocks. Over the decades, the neighborhood evolved with assembly of lots and replacement of houses with office buildings, apartments, and commercial uses. This urban evolution has been related to the university directly to the south, leading to the eclectic character of the area at the time of this writing.

A wood-frame addition was constructed on the southeast front corner of the house in 1955 to augment the use of the house as a campus ministry outreach of the Presbyterian Church. In that revised building form, the outreach organization known as the Geller Center became the birthplace in the late 1950s and 1960s of several of Fort Collins' most influential social justice community organizations.

The determination of eligibility as a historic resource was based on meeting three of four possible criteria: its history as a site for the founding of multiple important social justice organizations active in Fort Collins starting in the mid-twentieth century; its association with the life and work of Robert Geller, the important social activist and spiritual leader who made these activities possible at the Geller Center after his arrival in 1962; and for its architecture as an example of a recognized historic building type, "house with commercial addition," which reflects the adaptation of early historic houses for multiple uses in the twentieth century.

More recently, the existing house including the addition has been used as ad hoc rental housing.

In 2020, the existing building was renovated and entitled with building permits and a Certificate of Occupancy as a two-family dwelling (duplex).

C. OVERVIEW OF MAIN CONSIDERATIONS

The evaluation of historic significance, and subsequent design response to finding that the existing house is eligible as a historic landmark, were the first main considerations. The initial concept was to subdivide the property, and to demolish the 1955 addition on the existing house to restore the original foursquare building form.

A historic survey and discussion with the Historic Preservation Commission established the importance of the 1955 addition as a building iteration that reflects the building's period of significance in the 1960s. This discovery resulted in revised project designs that preserves and adaptively reuses the entire building, including the addition, in the proposed unified plan.

The other main consideration requiring multiple iterations in the design and staff review process was provision of utilities in limited space and around existing mature trees.

Otherwise, the site is a previously platted lot with basic infrastructure in place and adequate for the use. Responsive architecture has shaped the building from the beginning, and a complete landscape plan is designed in conjunction with the building.



2. Compatibility with the Comprehensive Plan

A. CITY PLAN

City Plan, the City's comprehensive plan document adopted in 2019, includes the following policy direction pertinent to the proposed plan:

- Transit Oriented Development in key locations, is encouraged and described (pp. 25 and 40 for example).
- Relatedly, infill/redevelopment is encouraged to make efficient use of infrastructure and transit service, with Downtown as a 'priority location' (p. 40).
- A variety of housing types and densities is encouraged, specifically including new housing for students on and near campus (p. 43).
- Historic resources are to be recognized, protected and enhanced. Survey techniques, understanding and appreciation, planning and regulation, and integration into redevelopment are encouraged (p. 47).

B. DOWNTOWN PLAN

The 2017 *Downtown Plan* first recognized this area as a part of Downtown, as the Campus North subdistrict. It recognizes the eclectic existing character and positive identity that will be continued as the area evolves. Reinvestment for selective intensification and re-purposing is to be creatively fitted into the mix of development. Historic properties will remain a key determinant in increased programming with compatible building design. The importance of parking is described.

Staff finds that the proposed plan is highly consistent with the adopted comprehensive plan.

3. Land Use Code Article 2 Procedural Requirements

A. PROJECT DEVELOPMENT PLAN PROCEDURAL OVERVIEW

1. Conceptual Review – CDR 200005

A conceptual review meeting was held on April 11, 2019; and a followup Preliminary Design Review meeting (which is an extended conceptual review meeting) was held on June 24, 2020.

2. Historic Preservation Commission

The commission reviewed conceptual plans and provided comments on October 16, 2019.

3. Neighborhood Meeting

A neighborhood meeting was not required, nor held, for this Type 1 review process.

4. Submittal

The project was submitted on April 23, 2021. The project was routed to all reviewing departments with three rounds of review conducted to reach the proposed plan iteration.

5. Notice (Posted, Written and Published)

Posted notice: June 10, 2020, Sign # 625

Written notice: September 15, 2021, 283 letters sent.

Published Notice: September 16, 2021, Confirmation #0004888430.



4. Land Use Code Article 3 - Applicable Standards

A. DIVISION 3.2 - SITE PLANNING AND DESIGN

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
Landscaping and Tree Protection Standards	This Section requires a fully developed landscape plan that addresses relationships of landscaping to sidewalks, parking and walkways, the building, adjoining properties, and users of the site in a manner appropriate to the neighborhood context.	Complies
Section 3.2.1	The plan is straightforward and complete, meeting the purpose and standards providing irrigated landscaping with the following main components:	
	Tree planting associated with the building and parking.	
	Mulched planting beds around the building and parking lot.	
	Turfgrass lawn in the front yard.	
	 Mitigation of trees to be removed, with a combination of mitigation trees planted off-site and a fee-in-lieu as required. 	
	Existing turfgrass lawn and mature trees in the parkway strip to remain.	
	An irrigation plan will be included with final plans.	
Access, Circulation and Parking Standards Section 3.2.2	This Section requires convenient, efficient parking and circulation that adds to the attractiveness of the development. The plan fits within the historic neighborhood pattern of streets and blocks with alleys. The plan is straightforward and complete, meeting the purpose and standards with the following main components:	Complies
	 The plan uses the alley for vehicle access, as is characteristic of the neighborhood. 	
	 The plan is organized around a walkway leading directly from the street sidewalk to all building entrances; and continuing through a passageway underneath the third floor to the parking and alley. 	
Bicycle parking:	This subsection requires bicycle parking with at least 1 space per bedroom, with 60% enclosed and the remainder on fixed racks.	Complies
subsection 3.2.2(C)(4) -	For the 35 bedrooms, 20 hanging spaces are provided in a covered structure, and 15 fixed rack spaces are provided, all along the northern edge of the site.	



Parking - number of off- street spaces subsection	This subsection requires off-street vehicle parking spaces for multi-family development within the Transit-Oriented Development (TOD) Overlay District, based on the number of bedrooms. The chart below shows the requirements, which total 16 spaces.				Complies	
3.2.2(K)(1)(a)1.	STUDIO ACCESSIBLE STUDIO 3 BEDROOM EXISTING 2 BR EXISTING 3 BR TOTALS	UNITS 2 1 9 1 1	BEDROOM NUMBER 2 1 27 2 3 3	REQ. CAR PKG/UNIT 0.75 0.75 1.25 1 1.25	TOTAL REQ. CAR PKG/TYPE 1.5 0.75 11.25 1 1.25 15.75	
	 18 spaces are 	provide	ed.			
Site Lighting Section 3.2.4	This Section requi to ensure that the that does not crea	functior	nal and security r	needs of a projec		Complies
		fixture	s will be down-di	ne only lighting w rectional full cuto	ill be fixtures on the ff fixtures, to be	
Trash and Recycling Section 3.2.5	This Section requires trash and recycling enclosures to be adequate, convenient, and accessible as appropriate for the proposed use. The plan is straightforward and complete, meeting the purpose and standards.				Complies	
333,3,1	 A trash and recycling enclosure is located along the parking access drive off of the alley. It is to be constructed of brick masonry, steel columns, and steel gates and hardware. 					
	It provides space for trash and recycling, and provides a pedestrian gate in addition to two dumpster gates.					

B. DIVISION 3.3 - ENGINEERING

Applicable Code Standard	Summary of Code Requirement and Analysis			
Plats and Easements Section	This Section requires dedication of rights-of-way for public streets and easements for drainage, utilities, and emergency access as needed to serve the development.	Complies		
3.3.1	The plan includes a subdivision plat with all necessary dedications of easements for utilities.			



C. DIVISION 3.4 - HISTORIC AND CULTURAL RESOURCES

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
	The architectural design process has emphasized compatibility and respect for the historic building, starting with the initial concept. • The applicants have provided a detailed illustrated explanation of compliance with compatibility standards, and it is attached. The Historic Preservation Commission supported retention of the addition on the historic house, and emphasized the importance of using compatible, referential building materials in the new construction, while also recognizing that the densification and changes to the setting of the property in the form of new construction was generally appropriate as a continuance of the changes of use and densification of the historic neighborhood setting that have long been reflected on this block of Campus North, particularly on the west side of the street. The Commission further noted the importance of the standards related to compatible building materials and referential design features and building proportions, as per the requirements in Table 1 of section 3.4.7. The Commission found the design at the conceptual review stage to be generally compliant with these standards and was supportive of the project. Updates to the design details, based on Historic Preservation staff evaluation, have increased the project's compliance with these standards through some simple but meaningful adjustments to window proportions and placement and quantity of referential building materials, particularly in the east facing elevations. Historic Preservation staff will provide a follow	Complies
	up, informational update to the Commission on the final design and outcome of the PDP application as a courtesy report. The Historic Preservation Commission is not a decision maker for any aspects of the project under the code requirements, but rather is required to comment and provide any specific recommendations to the decision maker. These comments are presented as such for the hearing officer's consideration.	



D. **DIVISION 3.5 - BUILDING**

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
Building and Project Compatibility Section 3.5.1	This Section requires the physical and operational characteristics of proposed buildings and uses to be compatible when considered within the context of the surrounding area. The standards focus mostly on building design compatibility, and also mention operational characteristics.	Complies
	The context of the surrounding Campus North area is eclectic as noted previously. The proposed use apartments geared to students, with CSU close by has similar characteristics to uses within the context of existing development and adopted policy direction for the area. The design of the proposed development reflects a similar or enhanced standard of quality for the streetscape, and for pedestrian interest in building and site design.	
	The most important compatibility consideration in the review process has been the historic resource on the lot, as explained under Section 3.4.7. Meeting the standards in that Section essentially confirms compliance with this Section.	
Building Placement and Design Section 3.5.3	This Section promotes variety, visual interest and pedestrian-oriented streets in residential development, with high priority on building entryways and their relationship to the street. Buildings must include human-scaled elements, architectural articulation.	Complies
	 The plan places the building along the street with direct walkways to entrances. Building massing is modulated and design character is articulated. The building design was influenced by the historic resource on the lot as previously explained. 	
	 Articulation, windows, materials and front porches at entries are designed to relate to the existing house and the Downtown Campus North subdistrict setting. 	



E. DIVISION 3.6 - TRANSPORTATION & CIRCULATION

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
Streets, Streetscapes, and Easements	This Section contains requirements for street system design including conformance with the <i>Larimer County Urban Area Street Standards (LCUASS)</i> for street design including streetscapes. It also requires easements for utilities, access, drainage or other public purposes as required by the City Engineer.	Complies
Section 3.6.2	 The plan removes and replaces the existing 5-foot sidewalk and replaces it with a 6-foot sidewalk. 	
	 The PDP includes a plat that dedicates needed easements for utilities and drainage. 	
Transportation Level of Service	This Section requires a Transportation Impact Study (TIS) unless the proposed development is deemed to have a nominal impact pursuant to LCUASS Chapter 4, in which case a TIS may be waived by the Traffic Engineer.	Complies
Section 3.6.4	 A 5-page memo was submitted, reviewed, and general conclusions accepted by the City. This include waiver of any further traffic analysis because the trip generation by the plan is minimal. The memo is attached. 	
Emergency Access Section 3.6.6	This Section is to ensure that emergency vehicles can gain access to and maneuver within the project so that emergency personnel can provide fire protection and emergency services without delays. Howes Street, in conjunction with a building sprinkler system, have been found by staff to provide needed emergency access and fire protection.	Complies



5. Land Use Code Article 4 – Applicable Standards

Article 4 of the Land Use Code contains standards for the various zoning districts throughout the City. The 629 Howes lot is zoned Downtown (D), Division 4.16 of the Land Use Code, within the Campus North subdistrict of the Downtown zone.

The intent for the D zone is to encourage high quality development that maintains a sense of history, human scale and pedestrian-oriented character.

The only pertinent standards in this case are the Permitted Use list, the Street Frontage Type chart which regulates building placement in relation to the street and sidewalk, and height limits.

The existing development represents the basic development pattern that the standards require.

A. DIVISION 4.16 – DOWNTOWN DISTRICT (D)

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
Permitted Uses	Multi-family dwellings are listed as a Permitted Use, subject to Type 1 (Hearing Officer) review.	Complies
Subsection 4.21(B)(3)(b)	The existing duplex is approved and does not require a finding regarding the use. (If it did, the use would be permitted as a Type 1 use.)	
4.16(B) Street Frontage Types	This subsection contains a map of different Street Frontage Types, with standards for the basic placement of buildings and entrances in relation to streets.	
	In this case, the 'Green Edge' frontage type applies. It is for block faces away from the Historic Core, on street frontages characterized by landscaped parkways and front yards.	
	The proposed development maintains consistency with the standards which is established by the existing development on the lot.	
Building Height	The maximum building height is 5 stories.	Complies
Subsection 4.16(C)(1)	The building is three stories.	



6. Findings of Fact/Conclusion

In evaluating the request for the Howes Six Two Nine Project Development Plan #PDP210008, staff makes the following findings of fact:

- 1. The PDP complies with process requirements located in Division 2.2 Common Development Review Procedures for Development Applications of Article 2 Administration.
- The PDP complies with pertinent standards located in Article 3 General Development Standards.
- 3. The PDP complies with pertinent standards located in Division 4.16, Downtown (D) District in Article 4 Districts.

7. Recommendation

Staff recommends that the Hearing Officer approve the Six Two Nine Howes Project Development Plan #PDP210008 based on the Findings of Fact and supporting explanations found in the staff report.

8. Attachments

- 1. Applicants Narrative
- 2. Plan Rendering
- 3. Applicants Historic Preservation Compliance Explanation
- 4. Planning Set
- 5. Utility Plans
- 6. Plat
- 7. Traffic Memo
- 8. Neighborhood Meeting Notes





HOWES SIX TWO NINE PDP ROUND TWO

HISTORIC PRESERVATION SECTION 3.4.7 COMPLIANCE JUNE 8, 2021



Architectural Design Summary

The new building is designed with a simple modern style with an articulated and rational architecture using modern construction methods. Its massing protects and complements the historic character of the adjacent house and its later addition using similar proportions and materials while referencing their details and proportions without being imitative.

Urban Design

The new L-shaped building addresses Howes Street at a scale similar to the prevailing street character and provides a pronounced and appropriately scaled frame for the existing building and addition and creates an intimate courtyard space for community activities.

AREA OF ADJACENCY

Per 3.4.7(E)(1)(a), we are applying the standards of **Column A in Table 1.**

As such, the primary historic resource to reference is the red brick house at 629 S. Howes street and its 1950's addition, as it is within the project site.

The remaining historic resources on within the area of adjacency are quite eclectic, but nonetheless have some common characteristics we propose to reference in a contemporary way, including the following:

- Single family dwelling scale (Howes street), with widths in the 30-35' range
- Front porches that help to activate the street
- Sloped roofs with expressed eaves
- Double-hung windows with an approximate 1:2 vertical proportion
- · Painted wood siding is a common material

3.4.7 (E) TABLE 1 REQUIREMENT - BUILDING MASSING

1. New construction shall be similar in width or, if larger, be articulated into massing reflective or the mass and scale of historic resources on the development site, abutting, or across a side alley.

RESPONSE

1. The two story 1905 house is approximately 26' wide and the street front elevation of the new building is designed with a similar width. The mass facing the existing house is broken into a series of 20' wide modules to read as a series of smaller buildings rather than one large block.



3.4.7 (E) TABLE 1 REQUIREMENT - BUILDING MASSING

2. In all zone districts, stepbacks must be located on new building(s) to create gradual massing transitions at the same height or one story above the height of historic resources on the development site, abutting, or across a side alley. Additionally, in the Downtown zone district, the widest portions of stepbacks required by the Downtown zone district stepback standard shall be on building portions closest to historic resources.

RESPONSE

2. The proposed massing is three stories tall and steps down at the Howes frontage to respond to the existing one story addition. To the south, the site is abutted by the four-story Flats at the Oval and the gradual increase in scale, from two to three stories, helps transition between this neighboring mass.



3.4.7 (E) TABLE 1 REQUIREMENT - BUILDING MATERIALS

3. The lower story facades until any stepbacks (required or otherwise) must be constructed of authentic, durable, high-quality materials (brick, stone, glass, terra cotta, stucco (non EFIS), precast concrete, wood, cast iron, architectural metal) installed to industry standards.

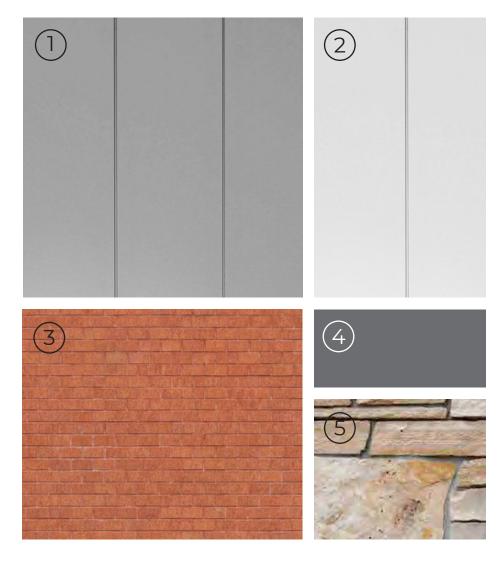
RESPONSE

3. The street and courtyard facing facades of the ground level of the new building are clad in red brick with shingled areas to respond to the existing house and its later addition. Window sills/headers and the foundation walls of the existing house are sandstone with some painted wood frieze boards and trim while the one story addition is primarily clad with large scale shingles and horizontal siding. The new building design references these details throughout.

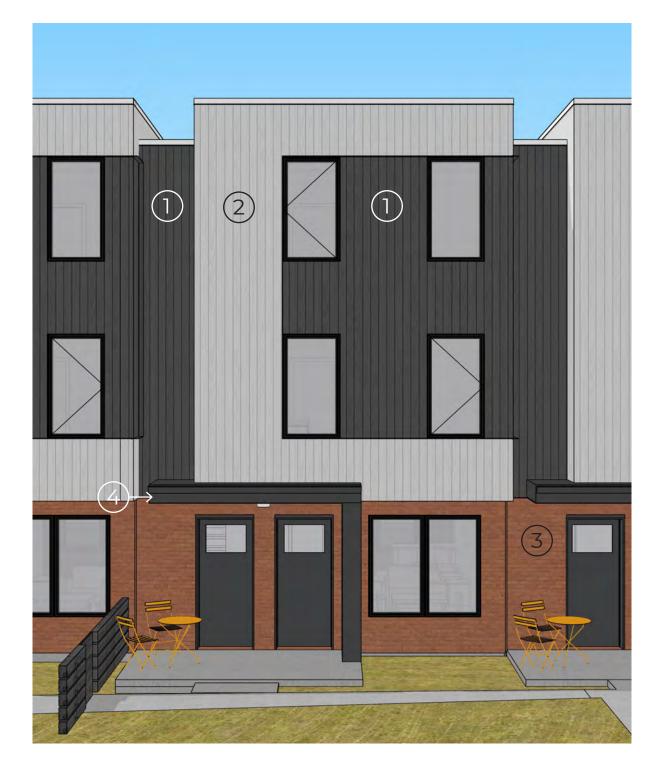


3.4.7 (E) TABLE 1 REQUIREMENT - BUILDING MATERIALS (CONTINUED)

Typical Unit Materials



- 1. DARK GREY FIBER CEMENT SHIPLAP SIDING
- 2. LIGHT GREY FIBER CEMENT SHIPLAP SIDING
- 3. RED BRICK (SIZE TO MATCH EXISTING)
- 4. PAINTED STEEL TRIM
- 5. MASONVILLE SANDSTONE ACCENTS (HOWES STREET FRONTAGE ONLY)

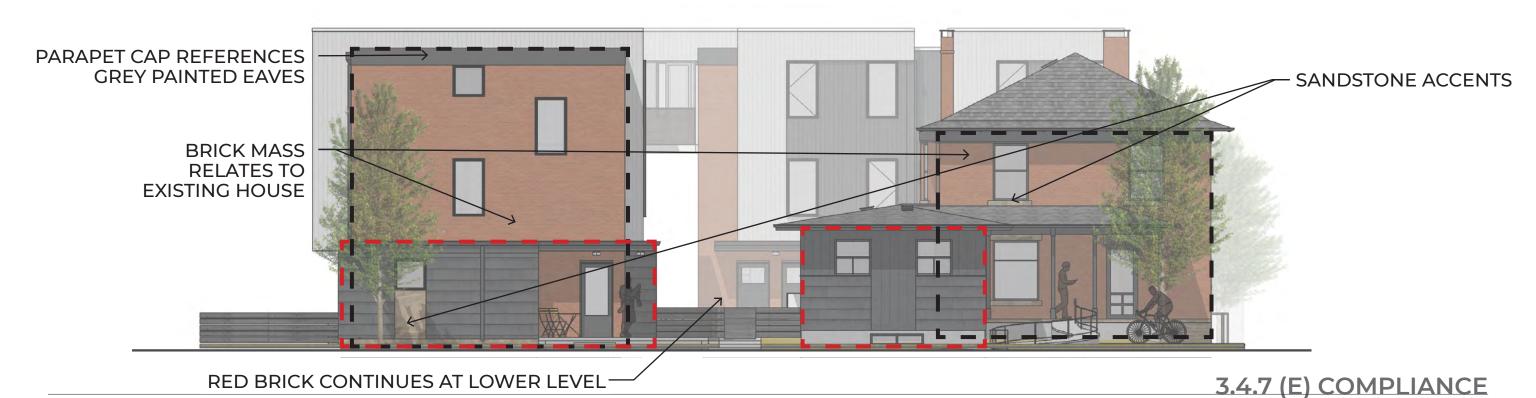


3.4.7 (E) TABLE 1 REQUIREMENT - BUILDING MATERIALS

- 4. New construction shall reference one or more of the predominate material(s) on historic resources on the development site, abutting, or across a side alley, by **using at least two** of the following to select the primary material(s) for any one to three story building or the lower story facades until any stepbacks (required or otherwise):
- 1) Type
- 2) Scale
- 3) Color
- 4) Three-Dimensionality
- 5) Pattern

RESPONSE

4. The street and courtyard facing facades of the ground level of the new building are clad in red brick with shingled areas to respond to the existing house and its later addition. Window sills/headers and the foundation walls of the existing house are sandstone with some painted wood frieze boards and trim while the one story addition is primarily clad with large scale shingles and horizontal siding. The new building design references these details throughout.



3.4.7 (E) TABLE 1 REQUIREMENT - FACADE DETAILS

- 5. Use at least one of the following:
 - 1) Similar window pattern
 - 2) Similar window proportion of height to width
 - 3) Similar solid-to-void pattern

as found on historic resources on the development site, abutting, or across a side alley.

A FEW WINDOWS HAVE 1:1 -PROPORTION TO RESPOND TO 1950'S ADDITION TYPICAL **CONTEMPORARY STEEL** 2:1 PROPORTION **HEADERS AND LINTELS** AT 2:1 PROPORTIONS **EXAGGERATED MASONVILLE SANDSTONE SLAB LINTEL FORMS** 1:2 PROPORTION WITH WINDOW

5. The windows of the existing house tend to follow an approximately 2:1 height to width ratio while the one story addition windows are roughly 1:1. We reference these proportions in the new typical windows.

3.4.7 (E) TABLE 1 REQUIREMENT - VISIBILITY OF HISTORIC FEATURES

7. New construction shall not cover or obscure character-defining architectural elements, such as windows or primary design features, of historic resources on the development site, abutting or across a side alley.

RESPONSE

7. The new construction does not physically engage with the existing house or the 1950's addition. Because the new construction is not significantly closer to Howes street than the existing house, the existing house remains prominently visible from Howes street and the sidewalk.















VIEW FROM FLATS AT THE OVAL PARKING COURT



VIEW FROM FLATS AT THE OVAL PARKING COURT



PREVIOUS PERSPECTIVE FROM HOWES STREET FORECOURT





