

# A. Introduction and Objectives

The Town Center District Design Guidelines will assist developers, design teams, and the Town through the process of creating a pedestrian-oriented, community enhancing, visually cohesive, and economically viable district. The guidelines provide a vision to guide redevelopment based on unifying design principles, rather than prescriptive mandates such as a particular architectural theme. This creates a standard of quality that will sustain real estate values while allowing flexibility that encourages design creativity.

The guidelines are critical in creating the very best environment while respecting the reality that this redevelopment area needs to be dense to create a financial return of investment. The intent of the guidelines is to offer direction for design and development, while still providing enough flexibility for the individual design team and developer to support the vision.

## How to Use This Document

These guidelines are specific to the Town Center District and do not necessarily apply to the whole of the Town of Avon. Reference is made throughout this document to the Town of Avon Residential, Commercial, and Industrial Design Review Guidelines adopted November 6, 2001 and revised January 10, 2006. The guidelines in this document are an expansion of the Town-wide guidelines. Any divergence is explained within the text.

The goals and requirements of the design review are listed under three headings for each review issue: Intent, Priority Guidelines, and Guidelines:

### Intent

Intent statements are provided to define goals which the guidelines have been created to achieve. The intent statement typically describes a challenge to be overcome and an explanation for why the guidelines are important. In circumstances where the appropriateness or applicability of a guideline is in question, the intent statement will provide additional direction.

### Priority Guidelines

Design Priority Guidelines are objective criteria that provide specific direction based on the stated intent. They establish the mandatory minimum. Priority Guidelines use the terms “shall”, “will”, or “must” to indicate that compliance is required unless it can be demonstrated that an acceptable alternative meets one or more of the following conditions:

- The alternative better achieves the stated intent
- The intent which the priority guideline was created to address will not be achieved by application of the guideline in this particular circumstance
- The application of other guidelines to achieve stated intents will be improved by not applying this guideline

### Guidelines

Design Guidelines expand upon the Priority Guidelines and provide alternative solutions to promote the goals defined by the intent statements. They are more flexible and harder to quantify than Priority Guidelines. The overall quality of an individual project and the district may depend on most if not all of these Guidelines being followed. The Guidelines also provide negotiation points if either the developer or the design reviewers wish to resolve differences of viewpoint on

a proposed project. Guidelines are pertinent to the review process but may not be required for approval. Guidelines use the terms “may” or “is encouraged” to denote that they are considered relevant to achieving the stated intent.

## Authority

The authority to enact “Design Review Guidelines” is granted by Chapter 2.16 of the Avon Municipal Code, which specifically states:

*The objectives of the design-review function of the Planning and Zoning Commission shall be as follows: a. To prevent excessive or unsightly grading of property which could cause disruption of natural watercourses or scar natural landforms; b. To ensure that the location and configuration of structures, including signs and signage, are visually harmonious with their sites and with surrounding sites and structure and that there shall be conformance to the master plan of the town; c. To ensure that the architectural design of structures and their materials and colors are visually harmonious with the town’s overall appearance, with surrounding development, with natural and existing landforms, and with officially approved development plans, if any, for the areas in which the structures are proposed to be located; d. To ensure that plans for the landscaping of property and open spaces conform with the rules and regulations as prescribed by the Town and by this chapter and to provide visually pleasing settings for structures on the same site and on adjoining and nearby sites (Ord. 83-11).*

The diagram shows a page from the design guidelines with the following annotations:

- Chapter Title Strategy:** Points to the top header area.
- The Intent explains the goals of the strategy:** Points to the 'INTENT' column.
- Priority Guidelines establish mandatory minimums:** Points to the 'PRIORITY GUIDELINES' column.
- Guidelines provide possible solutions to meet the intent:** Points to the 'GUIDELINES' column.
- Part Title:** Points to the title of a specific guideline section.
- Photos and diagrams show examples that comply with the intent:** Points to images on the right side of the page.

## Design Review Process

These Design Guidelines are to be used when developing in the Town Center District. They are in addition to and shall supercede the Town of Avon Residential, Commercial, and Industrial Design Review Guidelines.

These Guidelines are not intended to take the place of professional design assistance, which is highly recommended, but rather to assist the owner and designer in creating the best project for the district. Employing a design and planning professional may facilitate a quicker review process.

### Modification Of The Avon Design Review Process

The Design Review process is broken down into two stages: Sketch Plan Review and Final Design Review. Community Development shall review all material submitted for either of the design review tiers to determine whether an applicant has met the minimum submittal requirements prior to the scheduling of a meeting or public hearing. A pre-application meeting is strongly encouraged prior making application.

For Sketch and Final Design Review, if the application and supporting material is found to be inadequate, the Community Development Department shall not schedule the application for consideration by the Planning and Zoning Commission but shall notify the applicant of any inadequacies.

1. The Planning and Zoning Commission shall consider the application and supporting material and shall approve, conditionally approve, deny approval or continue the design review of the project within 45 days of the date of the meeting at which the complete application and supporting material is first reviewed by the

Commission. If the Commission determines that advice or assistance of professional consultants is needed, or that additional information is required from any source, an additional 45 days shall be permitted for action by the Commission.

#### 2. General Approval Criteria

All applications must meet the following general regulatory and planning criteria to be approved:

- The project complies with the Town of Avon Zoning Regulations,
- The project has general conformance with Goals and Policies of the Town of Avon Comprehensive Plan, and any sub-area plan which pertains, and
- There exist adequate development rights for the proposed improvements.
- Basis for approval or denial of project design

If the design of any project is found to comply with the purposes prescribed in these Guidelines, Regulations, and any applicable Ordinances of the Town of Avon, and the design guidelines review criteria prescribed in Section 7 of these Regulations, the Planning and Zoning Commission shall approve the project.

If the Commission determines that a conflict exists with the purposes Design Guidelines, or any other provision of these Regulations, or any Ordinance of the Town of Avon which would prevent approval of such project, the Commission shall disapprove the project.

If the Commission determines that conflicts exist which are subject to correction, the Commission may conditionally approve or request changes to conform with the Design Guidelines or other provisions of those regulations. Any disapproval, conditional approval or request for changes shall be in writing and

shall specifically describe the purpose, statement, or design guidelines with which the design of the project does not comply and the manner of noncompliance. Notification of an application decision shall be made by the recording secretary and transmitted in writing to the applicant within 7 days of said meeting.

Scheduling: The length of the development review process, from the acceptance of a complete application by Staff to the actual hearing, shall provide the Town with a minimum review time as follows:

- 7 working days (or no later than 5pm of the Friday one week prior to the meeting) for a Sketch Design review for all residential projects less than multi-family.
- 12 working days for Final Design applications on all residential projects less than multi-family.
- 21 working days for Sketch and Final Designs for all other residential or commercial projects. Scheduling requirements, timelines, and commitment goals are available in the office of Community Development, and may be updated periodically.

## Community Participation

The community is encouraged to participate in the design and planning of each project to influence how the district should be developed and improved over time. Involving the public early in the process encourages the swift resolution of potential conflicts and ensures that public interests are addressed.

The effort to encourage public involvement activities should be comparable to the high-profile nature of the Town Center District developments. For this reason, the following actions are recommended:

- Meet with immediate neighbors and local public officials to solicit input on the proposed project during the pre-conceptual design phase.
- Host an open community meeting during conceptual design phase to solicit input on the proposed project.
- Modify the project design as direct result of community input. If modifications are not made, explain why community input did not generate design improvements.
- Work directly with community associations and/or social networks of the community to advertise public meetings and generate comments on project design.
- Establish ongoing means of communication between the developer and the community throughout the design and construction. A project website would accommodate this recommendation.





# Design Guidelines

*July 2007*

**DESIGNWORKSHOP**



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# Implementation

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# A. Implementation Entity

## A.1 Options and Considerations

As the Town considers how to best use an Urban Renewal Authority (URA) to achieve the redevelopment of the Town West Center, there are a number of questions to consider. This section goes through some of the critical options and discusses the various options available to the Town as it moves toward redevelopment of the West Town Center District.

Urban Renewal or Redevelopment Authorities are flexible tools to help local governments redevelop a part of their community. The structure a URA takes revolves around the goals of the URA, the capacity of an elected board to take on additional work, staff familiarity with redevelopment issues, staff capacity, and the scale of the redevelopment project.

This section goes through these considerations to help the Town in forming an Urban Renewal Authority that best meets their goals and needs.

## A.2 Goals and Objectives:

There is a direct relationship between the general goals a community has for using a URA and the structure the URA takes (board, staffing, etc.) For communities interested in financing public infrastructure improvements to foster private investment, the structure of the URA can be relatively simple with the URA adding resources to an existing city department budget such as public works.

The more the local community wants to shape how private development looks in terms of design, uses, and type, the URA will have more interconnected parts and take more time and effort to create and manage

effectively. In short, community goals matter. As this analysis will illustrate, the more clear a community can be on the goals of a URA, the easier it will be to determine the structure and operations of the tool.

### 1. Adding resources for public works improvements

The Vail Urban Renewal Authority's goal is to finance public improvements identified in the West Lionshead reinvestment plan. These improvements include "projects dedicated to acceleration and deceleration turn lanes along South Frontage Road; road and pedestrian improvements along West Lionshead Circle; lighting, landscaping and snowmelt surface improvements to the Lionshead pedestrian mall; improvements to the East Lionshead pedestrian portal, including removal and relocation of service and delivery vehicles, private skier drop-off and local transit shuttles; road and streetscape improvements to East Lionshead Circle; and a new transit center."

### 2. Redeveloping publicly owned land

The Urban Renewal Authority of Pueblo (URAP) and the City of Pueblo issued approximately \$9.5 million in revenue bonds to finance construction of the Pueblo Convention Center. The URA owns and governs the Convention Center and contracts a manager.

### 3. Improving Downtowns through public amenities

Estes Park Urban Renewal Authority is one of the oldest URAs in Colorado and one of the first in a small community. Its focus has always been on public amenities such as the River Walk, which runs next to and through their downtown. This focus has made it easier to keep the URA board (which is appointed by the Mayor and approved by the Town Council) on the same page. Having a URA has been useful because it involves numerous local businesses that have a direct stake in the URA's success. The businesses owners

work closely with the URA director leaving the Planning Director to work on broader issues.

The Arvada City Center is regarded as one of the most successful examples of urban renewal in Colorado. The redevelopment that has taken place over the past 25 years has led to an increase of tax revenues of over 13.7 million dollars a year. The URA redeveloped Olde Town Square and the adjacent Library in 2006. The square includes a fountain, picnic area, garden, and open space for community events.

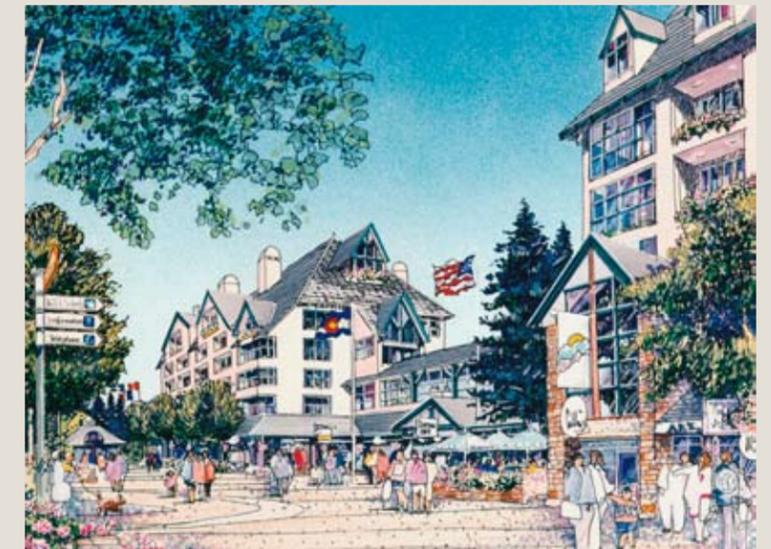
### 4. Redeveloping privately owned land

The Lakewood Reinvestment Authority ('reinvestment' is purposefully used in the organization's name) was created to redevelop older commercial property. As Lakewood is a suburb of Denver, all the land in the city boundaries is already built upon. Consequently, any new development in the city will, by definition, be a redevelopment project.

Steamboat Springs created an URA in 2005 for the area at the base of their ski mountain. Much of the public amenities, which include a pedestrian mall and transit stops, will be on land that is currently in private ownership.

The Urban Renewal Authority of Pueblo is organizing a uniform policy in an effort to help private property owners finance restoration of building facades, landscaping, and general esthetic improvements. The URAP recently organized contracts with two separate development corporations to construct entertainment-associated projects to be located on the Historic Arkansas Riverwalk of Pueblo. Lot 3 will house two restaurant tenants while Lot 4 will develop into a Brewery.

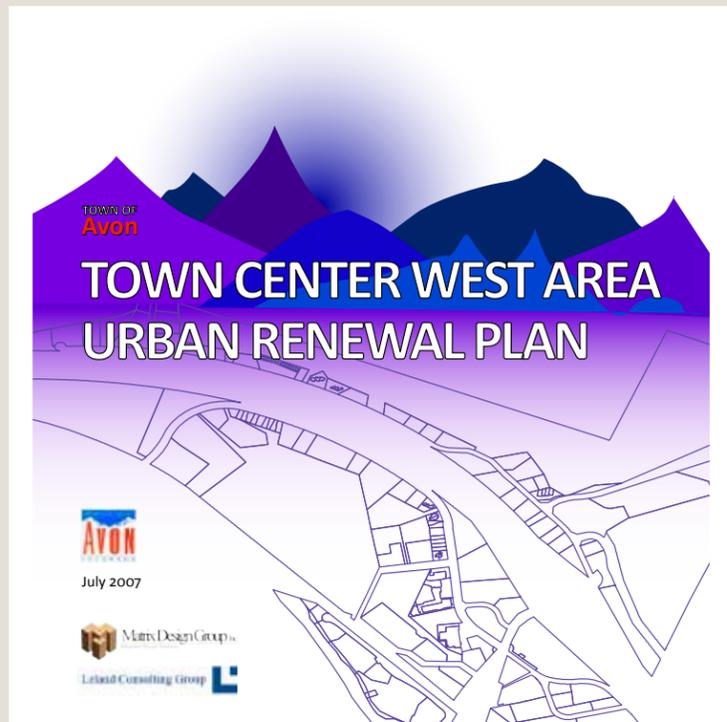
The Golden Colorado Urban Renewal Authority has provided consultation, advice and other support to twenty-five projects to revitalize property representing \$50 million in private and public investments in new buildings, infrastructure and renovations. All the



The Town of Vail leveraged private sector contributions to fund public infrastructure for the Lionshead redevelopment.



The river walk runs through the heart of Estes Park, with shops and restaurants to be encountered along the way.



The Town Center West Urban Renewal Plan provides the legal framework for the URA.



The Town Center West Area Urban Renewal Plan Boundary extends beyond the West Town Center District.

project have included significant teamwork from some combinations of private developers, service clubs, the City, Chamber of Commerce, Civic Foundation, Economic Development Commission and many other actively involved people and groups.

### A.3 Avon URA

The Town Center West Area Urban Renewal Plan (August 2007), authorizes the Urban Renewal Authority to undertake:

- public improvements
- provide facilities infrastructure public works improvements
- redevelop publicly owned land
- stimulate (directly and indirectly) private sector investment
- assist in the financing or construction of non-public improvements

The Urban Renewal Plan is “intended to promote local objectives with respect to appropriate land uses, private investment and public improvements”.

# B. Roles and Responsibilities

## B.1 Board of Directors

In larger communities, like Denver, URA boards are appointed by the Mayor or City Council. The board members usually have some expertise useful to the URA mission and serve for a specific amount of time. Denver is the classic URA with a board of directors appointed by the Mayor and approved by the City Council. Estes Park also follows this approach, but it is unique in this approach as a small community. In smaller and medium sized communities, it is more common for the City Council to also serve as the board of the URA. This approach ensures that the actions of the URA have more direct accountability to the voting public and the public process of the URA is more transparent. In addition it enables individuals who would be likely candidates for a URA board position to serve on the citizen advisory committee for specific project, which can often be a better use of their time and expertise.

Many more medium and smaller sized communities have adopted a consolidated approach whereby the City or Town Council also serves as the URA board of directors- Lakewood, Loveland, Vail, and Steamboat Springs.

## B.2 Citizen Committees

Many URAs create citizen committees to help in the direction and oversight of the URA work. This approach not only helps ensure broader ownership of URA goals by the larger community, but it helps to manage the work load of the URA board, especially in such cases when the URA board and the City/Town Council are the same body.

As a recommending body to the URA board of directors, citizen committees can also help create a more flexible (and less formal) structure for discussion concerning issues such as development and construction guidelines and design review.

Lakewood Reinvestment Authority creates separate citizen committees for each of its URA projects. In the early stages of the redevelopment of the failing Villa Italia Mall into the mixed use, transit-oriented Belmar, the authority created a citizen committee that included the Mayor, area property owners, citizens at large, and the master developer of the site. This group worked through the design and planning issues for the site and made recommendations to the Authority Board of Directors (the 11-member city council). The developer of the site, Continuum Partners, also created a design committee, which handled design review issues before reaching the city review process, therefore reducing the amount of city staff time involved. However, city staff did need to sit on the final design review for several months as this process took shape.

The City of Steamboat Springs Council has a citizen committee that consists of the major property owners and three at-large citizens of the City. The Urban Redevelopment Authority Advisory Committee (URAAC) addresses controversial issues before they reach the URA board (also the City Council). This approach is not immune to controversy, but it ensures that there is significantly more dialogue on an issue before it reaches a formal decision-making body.

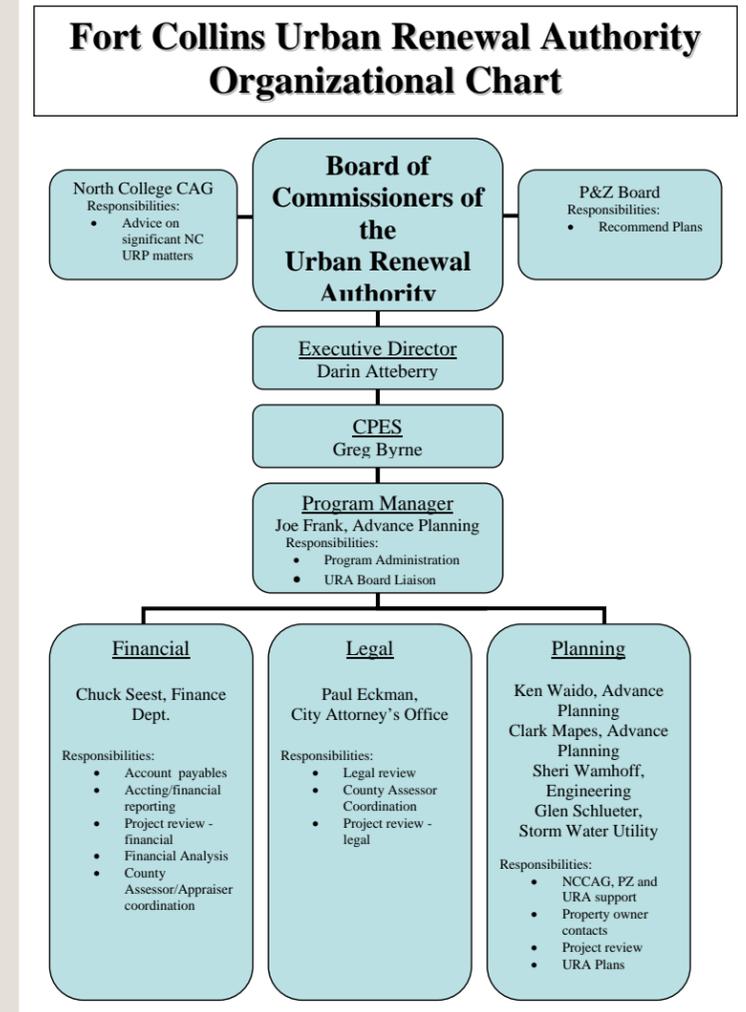
## B.3 Private Development Partners

Much of the URA’s work program can be determined by the relationship the community has with a private development partner selected to work on any given URA project. A good working relationship is critical to getting the URA workload and staffing needs to a minimum. Again, the Lakewood Reinvestment Authority’s ongoing relationship with Continuum Partners is a great example of the possibilities. The redevelopment of the declining Villa Italia Mall into the New Urbanist “Belmar” required a number of elements to come together for the project to not only be built but to become a national model of redevelopment.

Redeveloping a suburban mall is a challenging effort in itself, but having a clear vision of what the community wants in its place facilitates the whole process. The Lakewood City Council and a number of citizens had a vision that went beyond a suburban mall. They saw The Villa Italia Mall becoming a mixed use downtown for their community and a focal point for activity right across the street from city hall.

Having that vision made it easier to pick a developer like Continuum Partners, Lakewood knew they needed a patient and creative developer with a commitment to urban design, citizen involvement and aesthetics to make the project succeed financially, look good, and be politically supported.

In order to realize their vision, Lakewood also knew that they would have to use their eminent domain powers. When Continuum Partners bought Villa Italia from its previous owners, they inherited restrictive leases, which gave the shopping mall anchors the right to veto any structural changes to the mall. Some of



A detailed organizational chart listing responsibilities like this one above may be helpful as the Avon URA structure develops.

**Table 1. Colorado Urban Renewal Authorities and Downtown Development Authorities, 2004<sup>1</sup>**

Municipality	Type of Authority	Using Tax Increment Financing?	Does City Staff Provide Support?
Arvada	URA	Yes	Yes
Aurora	URA	Yes	Yes
Boulder	URA	No	Yes
Brighton	both	No	Yes
Broomfield	URA	Yes	Yes
Colorado Springs	URA	Yes	Yes
Commerce City	URA	n/r	No
Delta	URA	No	No
Denver	URA	Yes	No
Englewood	URA	Yes	Yes
Estes Park	URA	Yes	Yes
Federal Heights	URA	Yes	Yes
Fort Collins	DDA	Yes	No
Glenwood Springs	DDA	Yes	Yes
Golden	URA	Yes	Yes
Greeley	URA	Yes	Yes
Grand Junction	DDA	Yes	No
La Junta	URA	Yes	No
Lafayette	URA	Yes	Yes
Lakewood	URA	Yes	Yes
Las Animas	URA	No	Yes
Longmont	DDA	Yes	No
Loveland	URA	Yes	Yes
Monte Vista	DDA	No	Yes
Mt. Crested Butte	DDA	Yes	Yes
Northglenn	URA	Yes	Yes
Pueblo	URA	Yes	Yes
Rangley	DDA	No	n/r
Silverthorne	URA	No	Yes
Sterling	URA	Yes	No
Superior	URA	Yes	Yes
Thornton	URA	Yes	Yes
Westminster	URA	Yes	Yes
Wheat Ridge	URA	Yes	Yes
Woodland Park	DDA	Yes	Yes

Source: City of Longmont

the on-site tenants resisted the redevelopment plan, which threatened to stall the whole project. Lakewood used the URA’s eminent domain powers to condemn the properties and enable the project to move forward.

The use of eminent domain could have backfired on the URA and the City Council (the URA board), but the efforts of the elected officials, planning staff, and the developers to constantly communicate the redevelopment vision and engage citizens in the fine-tuning of the vision framed the condemnation in the larger context of what Lakewood could become through redevelopment.

(Note: Town Center West Area Urban Renewal Plan does not authorize the use of eminent domain.)

With a vision, a consolidated parcel of land, and financing for a parking structure, Continuum Partners as the developer/architect was able to run the entire development process for the City including managing a citizen committee, managing a design review committee, working with other affected stakeholders, presentations to local groups on URA process, working closely with Staff, and setting up effective management of the project over the long-term.

Some of the elements that made the Lakewood and Continuum Partners partnership so fruitful was Continuum Partners’ in-house skills from planning to design to financing and their belief that “what is in the long-term interest of the community is generally in the long-term interest of the developer.”

The developer’s commitment to the community enabled Lakewood’s elected officials to continue to advocate for the vision of the project and work collaboratively with Continuum Partners throughout the challenges they faced over the course of the project. The Lakewood URA board acted much like a developer would – finding creative solutions instead of getting stuck by a challenging issue.

## B.4 Staffing and Tasks

Staffing levels for a URA vary with scale. Urban URAs such as Denver’s have several staff members that manage multiple projects simultaneously. However, the staffing of URAs – even in a large city like Denver – is generally modest despite the scale of projects they deal with. Many of the legal and financial questions pertaining to redevelopment projects can be addressed in-house by other city departments. In smaller communities, the issue of URA staffing involves a few additional considerations:

### 1. Staff Experience

There can be significant turnover in a community’s planning staff given the inherent stresses and controversies of the planning and development review process. Consequently, a community needs to consider how experienced the planning staff

is in its day-to-day functions to help evaluate if it could take on the additional tasks of a URA. Additionally, it is desirable for planners to have private sector experience, particularly with redevelopment issues. This experience can help promote private sector confidence and mitigate risk for developers throughout the review process.

### 2. Staffing Level

There is significant pressure for local government to be frugal and efficient with resources. Consequently, planning departments are often understaffed or at capacity for the day-to-day planning and development review functions. This is particularly true with smaller planning departments where “everyone does everything” and it is difficult to increase the workload without overburdening the staff. Larger planning departments can experience similar stresses, but with more planners there is more opportunity to redefine roles and add someone at the administrative level to enable an experienced planner to take on URA work.

In 2005, the City of Longmont conducted research on the staffing question relating to their own efforts to create a URA and whether or not it should be staffed by the City or be kept separate as a separate entity.

Part of this research included developing a list of Colorado URAs with staff from the local city government. As the report concludes, “most [URAs or DDAs ] are formally staffed by the municipality and some have independent staff reporting directly to the URA or DDA Boards.” Some of the older URAs, such as Denver, have an established board, staff, and budget separate from the City of Denver (see Table 1).

The City of Lakewood created an URA run by the Community Development director (occupying five percent of overall work time) and one development associate who coordinates community outreach and requests for proposals. The current City Manager has significant experience with URAs from a previous community. The Community Development Director and the Finance Director have a good working relationship, which keeps staffing to a minimum. Since just about any large development in Lakewood is a redevelopment project, Lakewood staff and City Council (also the URA board) have become comfortable with how to best use their URA and how this tool can help them achieve community goals.

Steamboat Springs just began using the URA tool. Because no one on their staff had significant experience with redevelopment, the City Council saw a consultant as the best way to move the project forward and build expertise in the staff. Furthermore, given the potentially controversial issues relating to a public-private redevelopment partnership, a consultant somewhat insulated staff from any political fallout. The URA / City Council felt that hiring a consultant could avoid a long staff learning curve and enable staff to learn from the consultant so they would have the in-house skills for future URA efforts.

The consultant works closely with the City Manager and Community Development Director, meets individually with the City Council members to ensure that they know how the effort is progressing, and makes presentations to community groups. The consultant works directly with the committee that oversees the URA planning and development effort, manages the private planning and design team, negotiates with private land owners, and coordinates the details of a bonding initiative, which will occur in 2007.

The Community Development Director heads up the Vail URA. Vail has a rather large staff considering the size of the community (six-person planning staff) has given considerable time in the set up of the URA. Nevertheless, impact on staff time to operate the URA will be limited due to more resources added to the public works budget.

## B.5 URA Tasks

There are numerous tasks involved in redevelopment that depend on the scale of the project and the experience of the URA board and staff. Some of these tasks include:

- Conducting the analysis to identify a “blighted” area
- Creating a redevelopment plan
- Managing a citizen committee
- Managing a design review committee
- Working with other affected stakeholders
- Helping coordinate processes between the city and the developer
- Developing bond proposals
- Negotiating with private land owners
- Creating request for proposals for development partners
- Creating a construction guidebook
- Presenting to local groups on the URA process
- Working closely with the City Manager and Finance Director
- Updating the Board of Directors
- Facilitating cooperation among government agencies

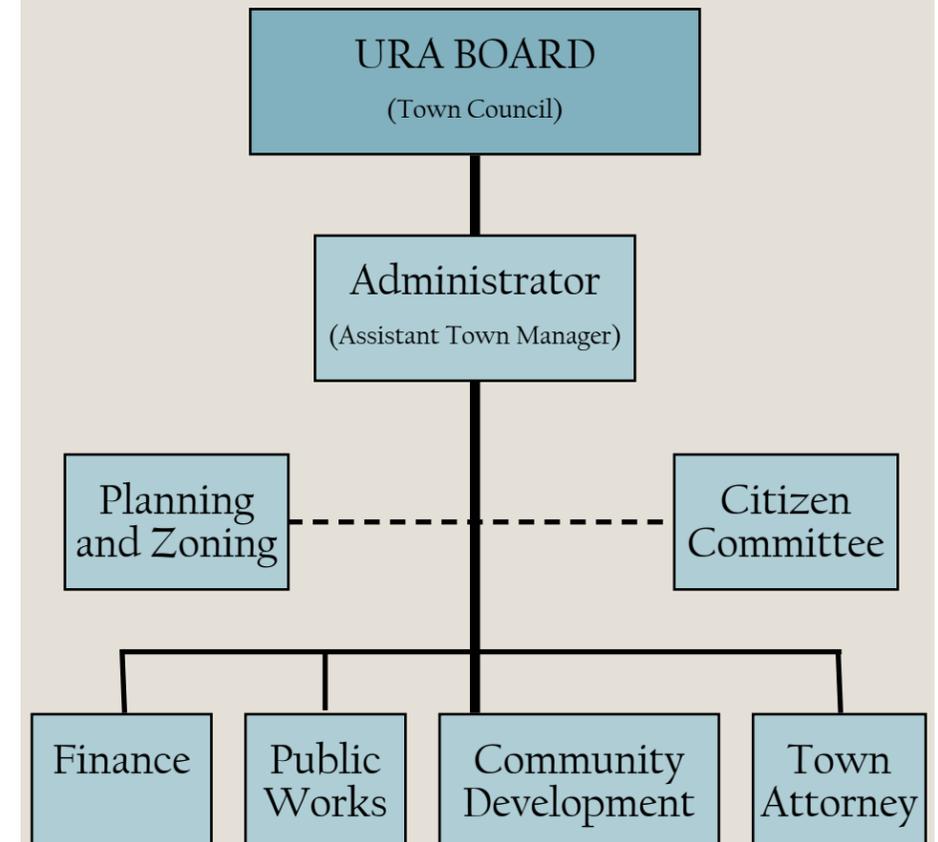
## B.6 Avon URA Roles and Responsibilities

At this time, the Avon URA is to be staffed by the Town. The Assistant Town Manager acts as the Administrator. The Town Council acts as the Board of Directors. The Community Development Department, Public Works, Finance Department, and the Town Attorney all provide support. The Planning Commission assists with the implementation of public projects. The Town may wish to re-evaluate the composition of the Board and staff as redevelopment projects require greater expertise and increase the demands on time.

The Avon URA has broad authority in redevelopment efforts and many goals. Considering the level of redevelopment anticipated the responsibilities of the URA will quickly expand. This will require a wider range of staff involvement than is currently available, with specific skills, development experience, financing expertise, and urban design understanding. Consultants may assist with supporting and training the staff, or provide assistance on specific projects or tasks when staff is overburdened with workload.

Considering the interest and involvement of the local stakeholders in exploring redevelopment options to date, it is likely that a citizen committee would be well received. This would also help to reduce the workload of staff and bring a wide range of skills, knowledge, and interests to the redevelopment efforts.

Proposed Avon Urban Renewal Authority  
Organization Chart





The Villa Italia Mall in Lakewood Colorado was the largest enclosed mall between Chicago and the West Coast at the time it opened in 1966 (photo above). The Mall has now been transformed into a lifestyle center including housing, office, retail, galleries, restaurants, movie theater, parks and plazas. The construction of this comprehensive redevelopment project was well underway in 2003 (photo below).



## C. Funding

### C.1 Tax Increment Financing

Although it is common to use Tax Increment Financing (TIF) to pay for the public improvement in a redevelopment project, TIFs are not commonly understood by the general public and other public taxing entities. This misunderstanding can create controversy relating to the use of a TIF and jeopardize any bond questions relying on TIFs.

URAs in Colorado can use sales tax or property taxes as the foundation of their tax increment financing district. While all URAs in Colorado use property tax as the foundation for the base of their tax increment only some include sales tax.

Property tax increment financing provides more stable revenue flow than sales tax, which can fluctuate substantially and create problems for bond repayment. Furthermore, most of the local municipalities in Colorado are also heavily dependent on local sales taxes for the bulk of their general fund, while property taxes can be almost negligible. To overcome these obstacles, Estes Park, Broomfield, and Wheat Ridge cap the amount of sales tax a URA can collect through an intergovernmental agreement to avoid restricting their main revenue source for local public services. Some URAs, like Broomfield, have a different tax increment financing package in each of their URA districts. Some use only property tax, some use only sales tax, and others use both property and sales tax increments.

The use of property tax increment financing by a local municipality can create tension with neighboring or overlapping service districts, like counties, fire protection districts, and school districts, because their revenues are capped from the area within the URA for a period of time. Although the goal of using a TIF is to increase the value and productivity of an area (resulting in more tax revenue), the timeframe for seeing those

increases can be a sticking point URAs must address.

Table 2 below illustrates the tax increment financing base used by several URAs in Colorado:

**Table 2. TIF Bases in Colorado**

URA	Tax Increment Financing Base	
	Property Tax	Sales Tax
Arvada	✓	✓
Aurora	✓	✓
Brighton	✓	
Broomfield	✓	✓
Centennial	✓	✓
Estes Park	✓	✓
Fort Collins	✓	
Lakewood	✓	
Loveland	✓	✓
Steamboat Springs	✓	✓
Sterling	✓	✓
Stapleton (Denver)	✓	✓
Thornton	✓	
Vail	✓	
Westminster	✓	✓
Wheat Ridge	✓	✓

In creating the Vail Redevelopment Authority, educating and getting the support of other taxing entities on the impacts of property tax increment financing in Vail (the school district, Colorado Mountain College, the Water and Sanitation District, and Eagle County) took significantly more time than creating the authority or creating the redevelopment plan. Although Avon may benefit from Vail's educational effort, it would be wise to not underestimate the time involved in working with other public entities so they understand the value of a TIF to the redevelopment of Avon's West Town Center District.

On a related note, Glenwood Springs has defeated several lawsuits from Garfield County and Colorado Mountain

College on the use of a TIF for public improvements in their downtown. Five years after creating their DDA, the City has yet to receive any TIF money.

Lakewood realized that their vision of a mixed use and vibrant downtown could not be achieved by Continuum Partners if they didn't have a way to creatively deal with parking. Although the design and mix of uses make Belmar an exciting place to be, it is supported by a publicly financed parking structure that enables people to park and walk into the development.

Will Fleissig, a former founder and partner at Continuum Partners, said the City's efforts were crucial. "To create a downtown, you need to build some kind of structured parking, and that can be difficult to afford. The city worked with us on an investment plan that allowed for the new sales tax revenues from the project to be garnered for the roads, the trees, the parking. It was a perfect financing solution – and it worked."

## C.2 Avon Funding Mechanisms

It is important for Avon to explore and utilize as many funding tools as possible, as the redevelopment effort will require flexibility and innovation. The primary method of financing the Plan is expected to be the use of property tax increments. In addition, some of the mechanisms that may be used either independently or in various combinations include:

- Funding Capital Project directly out of the General Fund
- Parking Payment in Lieu Fees
- Real Estate Transfer Assessment (RETA)
- Grants
- Special Districts and Improvement Districts
- Sales Tax Increments
- Main Street Improvement Assessment
- Recreational Amenities Fees
- Accommodations Taxes



The City of Lakewood is undergoing a renaissance as a new cultural and commercial district as it grows around the intersection of Wadsworth and Alameda. This district already includes the Lakewood City Hall, Civic Center, Public Library, Cultural Center, Heritage Center and Lakewood City Commons retail center. Belmar provides the critical mass and diversity of uses necessary to create a true downtown experience in Lakewood.



## D. Financial Analysis Summary

The West Town Center District Financial Analysis model evaluates the economic implications of redeveloping Avon's West Town Center District with regard to the recommended development program for the site. The analysis seeks insight into the following questions:

- Are the infill parcels identified in the West Town Center District plan viable from a development perspective?
- Can the infill parcels contribute towards the cost of the public improvements?
- To what magnitude will the public costs associated with the infrastructure improvements be supported by increased revenues to the Town from the infill redevelopments?

### Conclusions – Infill Parcels

- The design and program for the infill parcels is based on the goals for physical form outlined in the Town's Urban Design Guidelines and the program goals for critical mass and mix recommended in the Market Study report;
- The infill parcels as designed and programmed in this analysis are economically viable and will attract redevelopment interest from the private sector;
- The Town can sell or lease their parcels (Town Hall, Parking Structure, Nottingham) to a developer in order to minimize the Town's risk and expenditure.
- A Main Street Improvement Assessment can be levied on infill projects to help pay for Main

Street project costs without unduly affecting financial viability; and

- Projects that are not economically viable today will become feasible in time as unit sales prices continue to rise in the district, creating a natural approach to phasing.

### Conclusions - Public Revenue Streams

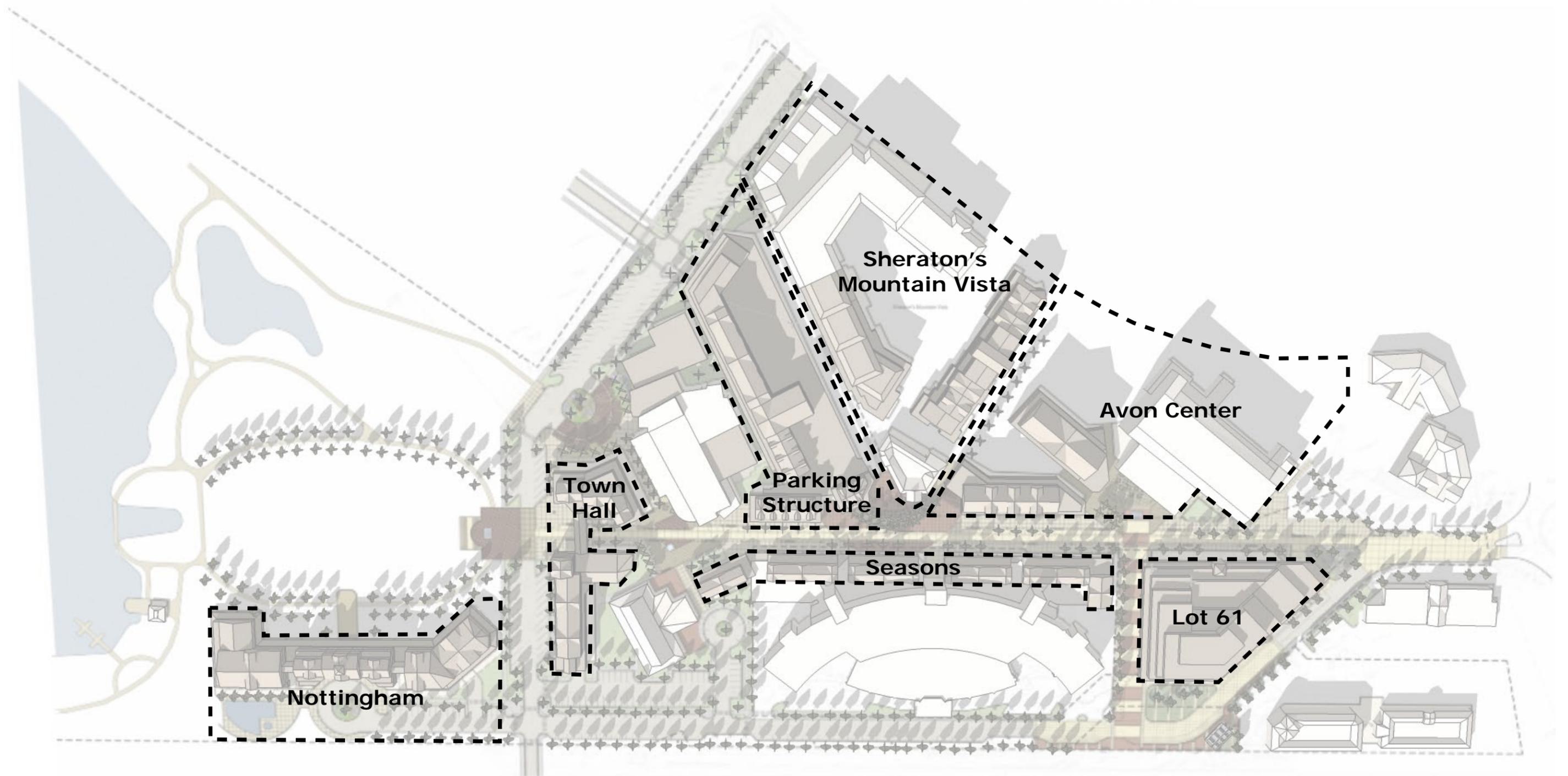
- Public revenue streams will consist of one-time fees including RETA, parking-in-lieu and Main Street assessments, while recurring revenue streams include sales and property tax, recreation fee and accommodations tax.
- The incremental public revenue streams realized from redevelopment will be able to pay back the costs of the up front public improvement projects.

### Recommendations

- The Town will need to construct the majority of the public improvements up front in order to create the environment that will attract redevelopment interest;
- It will be important to regularly update the financial model as the project builds out over time in order to reevaluate public costs and private contribution levels and to adapt to changing circumstances;
- There is a need to engage the private sector in the process to obtain buy in on the overall project vision and development program specifics; and
- Nottingham Inn is a critical piece of the overall placemaking program and will play an important role in the district but can be phased as one of the later developments.

*Please refer to Appendix B for the full West Town Center District Financial Analysis.*

Map of West Town Center District Redevelopment Parcels



## Summary of Private Infill Redevelopment Analysis

### Financial Summary

Description	Total Revenues	Total Development Cost	Net Proceeds
Lot 61	\$ 95,958,594	\$ 72,325,283	\$ 23,633,311
Seasons	\$ 29,868,593	\$ 26,577,551	\$ 3,291,042
Avon Center	\$ 48,890,058	\$ 38,403,740	\$ 10,486,318
Sheraton	\$ 87,071,933	\$ 72,009,082	\$ 15,062,851
Parking Structure	\$ 70,908,184	\$ 63,447,108	\$ 7,461,076
Town Hall	\$ 38,525,214	\$ 36,714,361	\$ 1,810,852
Nottingham	\$ 58,577,125	\$ 57,661,749	\$ 915,376
<b>TOTAL VALUE CREATED</b>	<b>\$ 429,799,700</b>		

### Returns

Internal Rate of Return (IRR)
22.7%
12.0%
19.3%
18.9%
4.9%
2.5%
1.7%

### Program Summary

Description	Commercial - Retail Sq.Ft.	Commercial - Office Sq.Ft.	Civic Sq.Ft.	Affordable Housing		Market Housing		Condo-Hotel		Parking Analysis			
				Sq.Ft.	Units	Sq.Ft.	Units	Sq.Ft.	Units	Parking Spaces Required per Code	Spaces Provided on Site	In Lieu Spaces Required	Public Parking Spaces Provided
Lot 61	12,880	10,056	-	18,029	18	-	-	130,585	131	211	221	0	
Seasons	1,360	-	-	-	-	51,620	26	-	-	49	-	49	
Avon Center	11,286	-	-	9,255	9	71,900	36	-	-	115	52	63	
Sheraton	9,767	-	-	37,638	38	128,849	81	-	-	234	223	11	
Parking Structure	6,142	5,800	-	31,200	31	82,173	41	-	-	159	369		210
Town Hall	13,307	-	27,225	30,949	31	31,179	16	-	-	194	100	94	
Nottingham	15,847	-	-	-	-	-	-	81,865	82	123	123	0	
<b>TOTAL</b>	<b>70,588</b>	<b>15,857</b>	<b>27,225</b>	<b>127,070</b>	<b>127</b>	<b>365,721</b>	<b>199</b>	<b>212,450</b>	<b>212</b>	<b>1,085</b>	<b>1,087</b>	<b>217</b>	<b>210</b>

### Total Projected Public Revenues

	One Time Revenues (at buildout)	Annual Revenues (at buildout)
RETA	\$7,537,047	\$764,510
Main Street Improvement /	\$3,459,201	
Sales Tax		\$705,876
Property Tax		\$353,204
Accommodation Tax		\$418,739
Parking Payment in Lieu	\$7,160,588	
<b>TOTAL</b>	<b>\$34,848,145</b>	<b>\$3,141,504</b>

### Funding Sources

Revenue Stream	Amount
TIF Bonding Capacity	\$9,152,445
RETA (one-time amount at buildout)	\$7,537,047
Main Street Improvement Assessment	\$3,459,201
Parking Payment in Lieu	\$7,160,588
Proceeds from Lease/Sale of Parking Str.	\$6,689,880
Land Lease/Sale of Nottingham Site	\$7,245,990
<b>Total Funding Sources</b>	<b>\$44,000,590</b>

### Public Improvements Project Costs

Project	Amount
Transit Center	\$2,200,000
Realign Benchmark Road	\$5,000,000
Main Street Improvements	\$12,100,000
Town Hall	\$6,050,000
Parking Structure	\$11,070,000
<b>Total Project Costs</b>	<b>\$36,420,000</b>

### Town of Avon Net Proceeds from Development

Total Funding Sources	\$44,000,590
Public Improvements Project Costs	-\$36,420,000
<b>Net Proceeds from Development</b>	<b>\$7,580,590</b>

## Public Revenue Stream Summary

### Projected One-Time Revenues by Project

Parcel	One Time Revenues				Total
	RETA (at buildout)	Main Street Improvement Assessment	Sale or Long- Term Lease of Parcel to Developer	Parking Payment in Lieu	
Lot 61	\$1,845,084	\$767,605		\$0	\$2,612,689
Seasons	\$622,842	264,901		1,617,000	\$2,504,743
Avon Center	\$937,287	415,928		2,079,000	\$3,432,215
Sheraton	\$2,145,341	693,077		363,000	\$3,201,418
Parking Structure	\$1,171,930	470,575	6,689,880	-	\$8,332,385
Town Hall	\$562,157	358,554	2,755,440	3,101,588	\$6,777,739
Nottingham	\$1,103,866	488,562	7,245,990	-	\$8,838,418
<b>TOTAL</b>	<b>\$8,388,507</b>	<b>\$3,459,201</b>	<b>\$16,691,310</b>	<b>\$7,160,588</b>	<b>\$35,699,606</b>

### Projected Annual Revenues by Project

Parcel	Annual Revenues					Total
	RETA (annual)	Sales Tax	Property Tax	Accomodation Tax	Recreation Amenities Fee	
Lot 61	\$172,627	\$128,800	\$80,142	\$257,382	\$285,401	\$924,352
Seasons	\$62,114	13,600	23,062	-	56,410	\$155,185
Avon Center	\$87,691	112,856	40,482	-	78,571	\$319,599
Sheraton	\$194,494	97,665	82,613	-	176,004	\$550,776
Parking Structure	\$100,100	61,416	49,261	-	89,797	\$300,574
Town Hall	\$39,078	133,068	28,369	-	34,072	\$234,587
Nottingham	\$108,406	158,472	49,276	161,356	178,921	\$656,431
<b>TOTAL</b>	<b>\$764,510</b>	<b>\$705,876</b>	<b>\$353,204</b>	<b>\$418,739</b>	<b>\$899,175</b>	<b>\$3,141,504</b>

### Total Projected Public Revenues

	One Time Revenues (at buildout)	Annual Revenues (at buildout)
RETA	\$7,537,047	\$764,510
Main Street Improvement Assessment	\$3,459,201	
Sales Tax		\$705,876
Property Tax		\$353,204
Accomodation Tax		\$418,739
Recreation Amenities Fee		\$899,175
Revenues from Land Lease or Sale	\$16,691,310	
Parking Payment in Lieu	\$7,160,588	
<b>TOTAL</b>	<b>\$34,848,145</b>	<b>\$3,141,504</b>

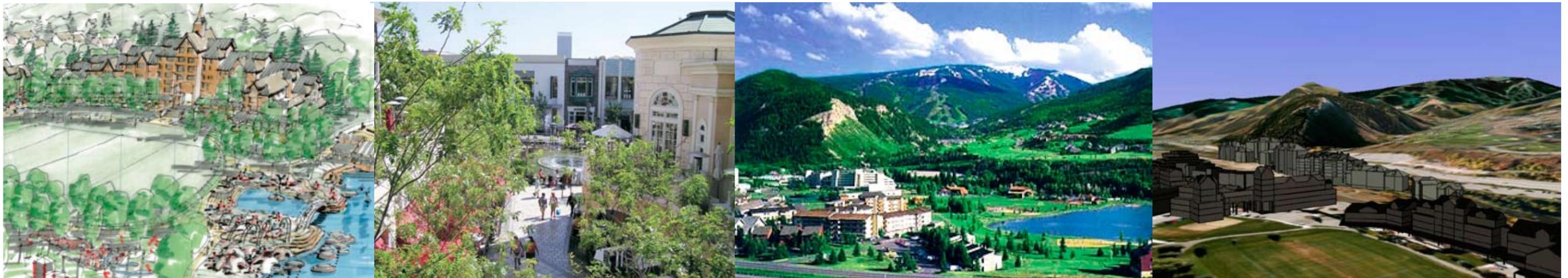
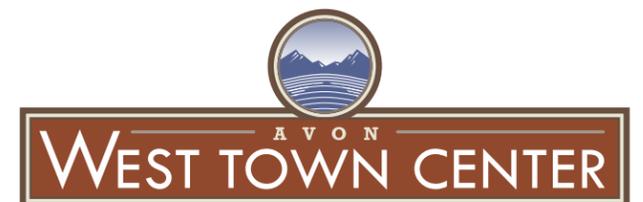
## Phasing and Absorption

Sales Period Phasing											
Public Improvement Projects and Parcels Project	Percent Coming On Line per Year										TOTAL
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
Transit Center	100%										100%
Road Realignment		100%									100%
Main Street Improvements		100%									100%
Parking Structure				33%	33%	33%					100%
Fire Station		100%									100%
Town Hall			50%	50%							100%
Private Infill Projects Project	Percent Coming On Line and Sold Per Year										TOTAL
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
Lot 61			50%	50%							100%
Avon Center				33%	33%	33%					100%
Sheraton Mountain Vista							33%	33%	33%		100%
Seasons								50%	50%		100%
Nottingham Inn									50%	50%	100%

Construction Period Phasing											
Public Improvement Projects and Parcels Project	Percent Built per Year										TOTAL
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
Transit Center	100%										100%
Road Realignment		100%									100%
Main Street Improvements		100%									100%
Parking Structure		33%	33%	33%							100%
Fire Station		100%									100%
Town Hall		50%	50%								100%
Private Infill Projects Project	Percent Built Per Year										TOTAL
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
Lot 61		50%	50%								100%
Avon Center			33%	33%	33%						100%
Sheraton Mountain Vista						33%	33%	33%			100%
Seasons							50%	50%			100%
Nottingham Inn								50%	50%		100%

**Key** User Input Values shaded in Blue



# Conclusion

*August 2007*

**DESIGNWORKSHOP**



# Conclusion

This Investment Plan, although a visionary document, lays out a plan of action for the West Town Center. It is the culmination of more than six years of work by the Town to articulate a vision and take the necessary steps to ensure its implementation. It includes the most current information on the West Town Center, but at the same time assumes that thoughts and ideas will transform over time. This is designed to be a living document that is added to, information replaced over time, and streamlined as decisions and progress are made.

The Investment Plan communicates the challenges, opportunities, recommendations, and action plan for the West Town Center in four key areas – physical design, market, finance, and public policy. These four areas must advance at the same pace for the plan to be fully implemented, without one getting too far ahead of the other three.

The physical design is represented in Part I Overall Development Vision and Part II Design Guidelines. The illustrated master plan and a three dimensional model of the plan illustrate the scope and scale of the project. Most importantly, the Design Guidelines provide clear development parameters for the entire district and each particular property.

Attracting the right uses to the District is as important as providing the proper physical design. Recommendations for market focus and competitive context are found in Part I Overall Development Vision Chapter D.

None of this will be implemented without serious commitment from the Town and the community. Part III Implementation identifies the decisions that must be made in order to manage, finance, and implement the vision. This lays out a process for addressing the finance and political concerns of the project.

The West Town Center is taking shape with the construction of the Transit Center and realignment of West Benchmark Road (Lake Street). The context for the district is changing as the Riverfront Village and Bel Lago (Lot 12, Block 2, Benchmark at Beaver Creek) development occurs in the area. The East Town Center District Plan supports and enhances the vision for the West Town Center including the continuation of Main Street. Much progress has been made to secure Avon's place as the "Heart of the Valley".

The next several years will be integral to the perpetuation of this vision. This is a time for action focused on a vision. The Town is well equipped with both a visionary document and one that lays out action steps. The Town must stay focused on the vision, remain diligent with implementation (both in their capital planning and development review roles), and celebrate the successes!