

Staff Report - Sketch Design

March 16, 2010 Planning & Zoning Commission Meeting



Report date	March 11, 2010
Project type	Public Improvement – Performing Arts Pavilion
Legal description	Tract G, Block 2, Benchmark at Beaver Creek Subdivision
Zoning	Government, Park, & Employee Housing (GPEH)
Address	One Lake Street
Prepared By	Matt Pielsticker, Planner II <i>MP</i>

Summary of Request

Stephanie Lord-Johnson (the Applicant), of Vail Architecture Group, Inc (VAg), has submitted a Sketch Design application for the H.A. Nottingham Performing Pavilion (the Pavilion). The Pavilion is located immediately adjacent to the north side of the Engineering wing of the Municipal Building.

Staff is recommending that the Planning and Zoning Commission provide feedback on the proposed design as it relates to the Design Guidelines, West Town Center Implementation Plan, and the H.A. Nottingham Park Master Plan. The applicant will make a presentation at the March 16, 2010 hearing, including a three-dimensional study of the improvements. A full size (24" x 36") plan set will also be available for the Commission's review.

Background & Process

The H.A. Nottingham Park Master Plan, which was approved in December 2008, recommends the construction of a pavilion immediately north of the Engineering wing of Town Hall. On November 10, 2009, the Town Council retained VAg for \$32,210 with a total project budget of \$200,000 to build the Pavilion. Staff was directed to facilitate Pavilion construction in the 2010 calendar year.

To assist with the design process a Pavilion Programming Committee was formed to give direction regarding the future programming needs for the park and the Pavilion. The programming of the Pavilion directly affects the design of the Pavilion including stage dimensions, height and electric service.

After receiving input from the Committee, the Applicant compiled the programming information and prepared a preliminary design of the pavilion. The design was divided into two construction phases. Phase 1, which includes only the basic elements but is adequate to serve Avon's Salute to the USA event, and Phase 2, which includes additional facilities that can accommodate other types of events such as theater performances and most of the aesthetic treatments.

At the January 26, 2010 Town Council Meeting, Engineering Staff presented these design phases for Council review and input. In addition to the design, the budget constraints for completion of the project were highlighted to Council. Staff was directed to delay construction and pursue a capital fund-raising campaign in order to assist with funding the project. Additional grant opportunities are also being investigated by Staff at this time.

Construction is now anticipated to begin in the fall of 2010, or spring 2011, depending on available funding. The Planning and Zoning Commission must now approve a design plan in order to finalize construction documents.

After reviewing different phased approaches to construction of the Pavilion, Staff developed an Enhanced Phase 1, which includes some aesthetic treatments since the pavilion will have such a prominent location in H.A. Nottingham Park. Attached to this report for Sketch Plan review by the Planning and Zoning Commission is the Enhanced Phase I design plan.

The Planning and Zoning Commission will take no formal action on this Sketch Plan application. At the meeting, the Applicant will receive guidance from the Commission and Staff to incorporate into a Final Design application.

Property Description

The subject Property is located within Tract G, a forty-six (46) acre public parcel zoned for Governmental and park functions. There is a mix of residential, commercial and civic uses surrounding the park.

Locating the stage in the location identified in the Park Plan is somewhat constrained due to the fixed location of several existing improvements, including: the Engineering wing to the south, sidewalk and stairs to the west, and recreation path to the north. Please refer to the attached survey for existing property information. There is approximately six feet of grade differential between the bottom edge of the Engineering wing and the recreation path, which includes a retaining wall.

Planning Analysis

The Park Master Plan proposes that the Town Hall area, also referred to as Zone H, the Public Redevelopment Site, be redeveloped once Town Hall relocates to the current fire station property along Main Street. After Town Hall is relocated, Zone H is intended for structured parking, additional park support facilities and the Pavilion. The Master Plan also contemplates an immediate phase of development before Town Hall is relocated; including the Main Street Extension Promenade, the Pavilion, and several lake shore pavilions. The Pavilion will be a permanent structure integrated with the redevelopment of Zone H.

While the Park Master Plan may pin down a general location for the Pavilion and future public parking facilities, the parking demand created by a successful performing arts pavilion will need to be addressed since the timing of parking structure(s) is unknown at this time. There are limited sizeable parking facilities in the immediate area to serve the Pavilion, the nearest of which is devoted largely to the Recreation Center. A Parking Management Plan must be developed prior to scheduling any major events at the Pavilion.

Engineering Analysis

According to the Engineering Department, there is minimal infrastructure required for the construction of the stage. There is adequate vehicular access and electrical supply 100 feet to the east. The stage will be loaded from the west Town Hall parking lots, which is the current location used for loading other special events onto the field and a ramp will be constructed from the parking lot to the back of the stage. A door & sidewalk will be installed that will connect to Town Council chambers, which will be used as a green room. A more detailed review will take place during construction documentation review.

Design Review Considerations

The materials and colors for the Pavilion were selected in large part to complement the Town's recent Lake Street and Transportation Station improvements. Both of these projects were designed to conform to the Town Center West Implementation Plan, including the building materials, colors, and layout design.

To complement these recent public improvements, the Applicant is proposing that the Pavilion be constructed with matching boulders for a seating wall in front of the stage, dry stack stone veneer to match existing improvements, structural truss system to match Lake Street green color, steel finish to match the Town's new green/gray light poles, and smooth scored white stucco to tie in with the Municipal Building.

While the Design Guidelines do not provide specific direction for this type of public improvement, the Commercial/Industrial section of the guidelines offer general guidance with respect to building materials and colors.

The Design Guidelines explain that *"the site and its relationship to other structures, scenic values, views, and climatic orientation should be the dominant factors in the design and sighting of buildings."* The following minimum requirements from the Design Guidelines shall be considered with this review, and this project is in conformance:

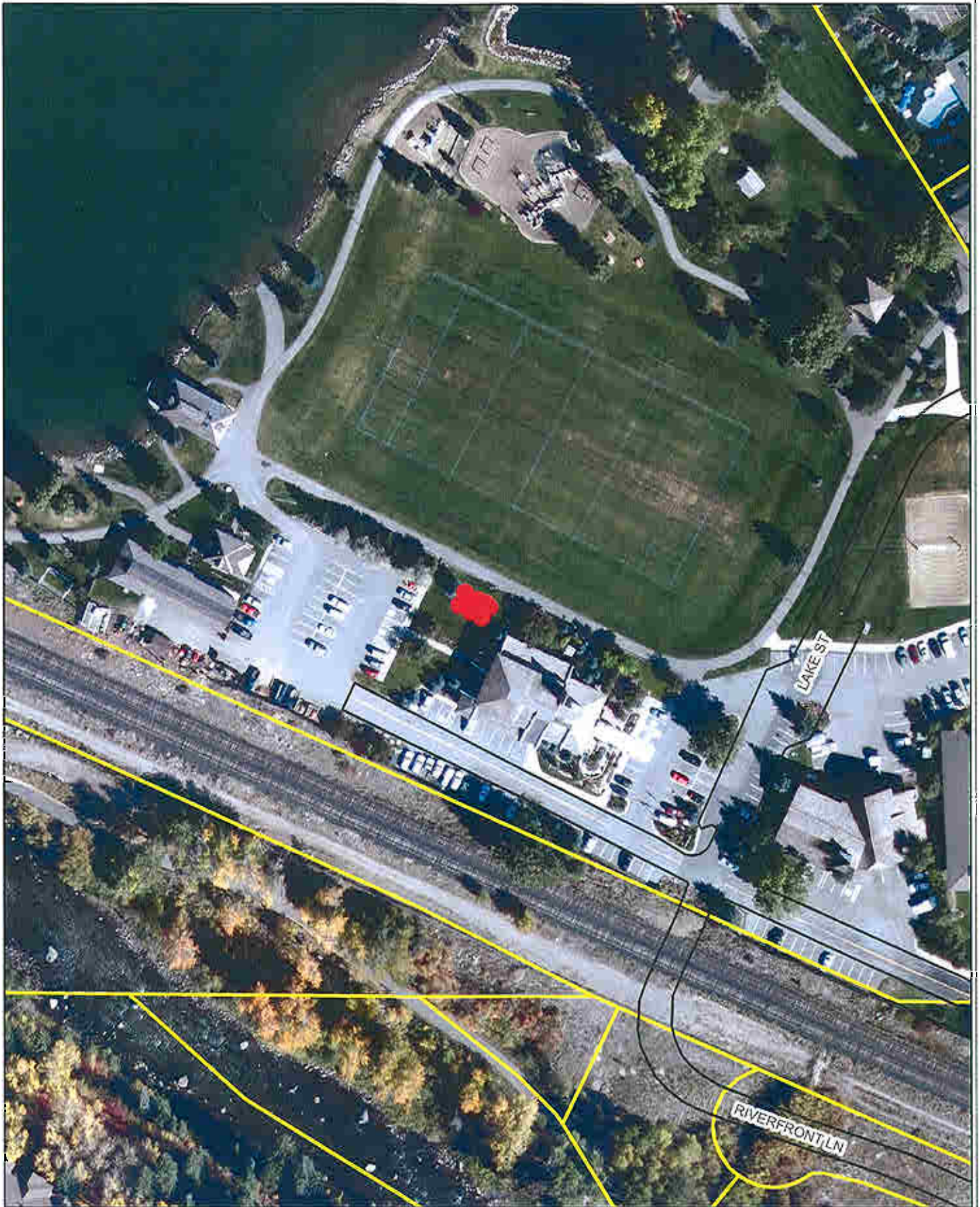
1. *The use of high quality, durable, low maintenance building materials is highly encouraged.*
2. *The following materials and wall finishes will not ordinarily be permitted on the exterior of any structure: asphalt siding, imitation brick, asbestos cement shingles or siding, imitation log siding or plastic. Metal siding, concrete or concrete block will be permitted only with specific approval of the Commission. Each elevation must use a minimum of two materials (i.e. stucco, siding, wood).*
3. *Natural or earth tones are encouraged as the dominant color with brighter colors used for accent.*

The West Town Center Implementation Plan's District Wide Design Guidelines also govern the design review for this application. According to the District Plan improvements should utilize muted colors, and shall be built as high quality long-term components achieving a life span of greater than 50 years. The District Plan deals largely with the construction of buildings and public infrastructure, with little to no attention to this type of application. It is appropriate to match recent public improvements with color and materials as submitted by the Applicant.

Exhibits

- A: Vicinity Map
- B: Reduced Plan Set

HA Nottingham Pavilion



Feet
0 40 80

- Residential Streets
- ▭ Property Boundaries



This map was produced by the Community Development Department. Use of this map should be for general purposes only. Town of Avon does not warrant the accuracy of the data contained herein.

Created by Community Development Department

memorandum

To Planning and Zoning Commission
Fr Sally Vecchio, Dir of Community Deve
Date March 11, 2010

RE Transportation Vision Statements

Summary

The transportation vision statements have been revised to reflect comments from the last PZC meeting. Each vision statement is followed by the corresponding Transportation Goal from the 2006 Comprehensive Plan (highlighted in red).

The Goals of the 2006 Comprehensive Plan (the Plan) are intended to support the vision statements. Vision statements describe milestones that the town's transportation system will reach by the 2035. The Goals are general statements of mileposts the Town needs to meet to achieve the vision.

If the Commission is satisfied with the proposed transportation vision statements and their relationship to the Comprehensive Plan and Transportation Plan, staff recommends amending the 2006 Comprehensive Plan to include the statements. The Town Council will consider the amendment following a public hearing. Amendments to the Avon Comprehensive Plan are adopted by Council Resolution.

Proposed Vision Statements

By the year 2035....

1. Avon has an environmentally friendly and functional transportation system that provides safe, strategic, convenient travel options that prioritize pedestrians and cyclists over motorists throughout Avon, including the commercial centers, resort facilities, the region and parking facilities.

G.1 Create an integrated transit system that minimizes dependence on automobile travel within the Town by making it easier and more inviting to use transit, walk, ride, bicycles, and utilize other non-motorized vehicles.

G.2 Ensure that the RR ROW corridor becomes an integral part to the Town's mobility system and no longer creates a barrier to circulation throughout the Town.

G.3. Facilltate the development of a transit connection linking the Town with BC Village and BC Resort.

G.5 Encourage a "park once/shop many" environment.

2. The Town's transportation system is fiscally sustainable, manages both demand and capacity, serves areas of planned density as described in the town's planning documents, optimizes technology, and joins roadway, pedestrian and bicycle facilities into a fully interconnected transportation network.

G.4 Provide a safe and efficient vehicular transportation system

3. Parking in Avon is sufficient for visitors, businesses and residents; and is strategically located and enhances the community character of Avon.

G.5 Encourage a "park once/shop many" environment.

4. The Town's transportation system promotes the region's economy and the environmental goals , and operates in an attractive and safe setting--it is a system that serves everyone, including residents, visitors and businesses.

G.3. Facilitate the development of a transit connection linking the Town with BC Village and BC Resort.

16.06.010 DESIGN STANDARDS

(a) Purpose

The general intent of the design standards is to implement the Avon Comprehensive Plan vision of an attractive, efficient, and livable community that features stable neighborhoods and promotes a mix of uses in well-designed community focal points. The specific purposes of this section include:

1. To achieve the proper and efficient use of the land by promoting an appropriate balance between the built environment and the preservation and protection of open space and natural resources;
2. To protect public and private investment through preservation of open spaces, protection of natural resources including existing trees, providing buffers between incompatible uses and along roadways, and encouraging the planting of new trees and vegetation as deemed appropriate;
3. To promote sound management of water quality and quantity through preservation of natural areas and by encouraging the use of native plant materials;
4. To provide appropriate standards to ensure a high quality appearance for residents and visitors of Avon and promote good design while also allowing flexibility, individuality, creativity, and artistic expression;
5. To protect and enhance the unique mountain character and economic development of Avon by encouraging physical development that is of high quality and is compatible with the character, scale, and function of its surrounding area;
6. To encourage developments that relate to adjoining public streets, open spaces, parks, trails, and neighborhoods with building orientation and physical connections that contribute to the surrounding network of streets and walkways;
7. To ensure that the location and configuration of structures, including signs and signage, are visually compatible with their sites and with surrounding sites and structures, and that the site design and structures conform to the Avon Comprehensive Plan; and
8. To ensure that the architectural design of structures and their materials and colors are compatible with the Town's overall appearance, surrounding development, natural and existing landforms, and the officially approved development plans, if any, for the areas in which the structures are proposed to be located.

(b) Applicability

1. The design standards in this section are applicable as provided in Section 16.06.010, Purpose and Applicability, and as specifically described in the individual sections below.
2. Where the Town has adopted area-specific design standards, adopted by public hearing procedures before the Avon Town Council, such as East Town Center or West Town Center, those design standards shall be applicable in addition to these regulations in the identified areas. In the case of conflict, the area-specific design standards shall govern.

(c) Generally Applicable Design Standards

The design standards in this section are applicable to all new development as provided in Section 16.06.010, *Purpose and Applicability*.

1. Site Disturbance Envelope

All new development shall identify a site disturbance envelope on the site plan. The site disturbance envelope shall delineate an area that identifies the location within which all grading, clearing, excavation, and development shall be located on a property, including but not limited to any septic systems, wells, dwellings, buildings, or other structures. The site disturbance envelope shall be located to minimize the impact of the development on the site.

2. Site Design

- (i) The location of structures and access shall complement the existing topography and views of the site.
- (ii) New buildings should respond to the culture and climate of Avon and the Eagle Valley through their orientation, massing, construction, and their choice of passive environmental control strategies and active environmental control systems.
- (iii) Buildings on sloping lots with a grade differential in excess of 10 feet shall be designed with foundations that step with the existing (natural) grades.
- (iv) Construction activity shall avoid the following:
 - (A) all drainage and utility easements,
 - (B) development setbacks,
 - (C) areas over 40% in slope, and
 - (D) unique and sensitive natural site features as identified by the Director.

3. Building Materials and Colors

- (i) The use of high quality, durable building materials is required. Exterior walls shall be finished using at least two different building materials and incorporate stone on at least 35% of the exterior wall total surface area.
- (ii) Preferred materials reflect the Town's sub alpine character such as native stone, wood siding, masonry or timbers.
- (iii) The following materials and wall finishes are not permitted on the exterior of any structure:
 - (A) asphalt siding,
 - (B) imitation brick,
 - (C) asbestos cement shingles or siding,
 - (D) imitation log siding, or
 - (E) plastic, vinyl siding or sementious board.
- (iv) Metal siding, concrete, or concrete block will be permitted only with the approval of the Planning and Zoning Commission.
- (v) The Planning and Zoning Commission shall consider newly developed materials in light of sections (i)-(iii) and make a determination about appropriateness.

- (vi) Indigenous natural or earth tones such as brown, tan, grey, green, blue, or red in muted, flat colors with an LRV (Light Reflective Value) of 60 or less are required.
- (vii) The following colors are prohibited: neon, day-glow, fluorescent, reflective, and non-earth tones.
- (viii) All flues, flashing, and other reflective materials shall be painted to match and/or appropriately contrast with adjacent materials.

4. **Roofs**

- (i) Pitched roofs, particularly those located over building entrances, shall be oriented such that excessive snow and ice does not accumulate over or drop onto pedestrian walkways, parking areas, or drives. Special protection, such as snow fences, shall be required for roofs so oriented.
- (ii) Overhangs are required on pitched roofs, and shall extend at least one and one-half feet from the point where the wall meets the roof as horizontally measured from the exterior wall of structure.
- (iii) Roofing materials shall be suitable for local environmental conditions. Colors shall be natural or earth tones.

(d) **Generally Applicable Residential Design Standards**

1. **Applicability**

The standards in this section are applicable to the development of any residential development pursuant to Section 16.06.010, Purpose and Applicability.

2. **Building Separation**

The minimum separation between residential buildings, including accessory buildings, is 15 feet. For purposes of measurement in this subsection, projections such as decks and bay windows shall not be counted.

3. **Building Design**

(i) **Roofs**

(A) All pitched roofs shall have a rise of not less than 4-inches in 12-inches of distance. Primary roofs shall have a 4:12 minimum, and a 12:12 maximum. Secondary roofs shall have a 4:12 minimum, and metal roofs shall have a 3:12 minimum.

(B) All buildings shall incorporate roofline modulation. The maximum length of any continuous roofline shall be 30 feet for residential buildings.

(C) Large expanses of bright, reflective materials shall not be incorporated into the design; however, standing seam metal, copper or weathering steel (corten) may be acceptable.

(ii) **Four-sided Design**

All sides of a residential building shall display a similar level of quality and architectural detailing. Architectural features and treatments shall not be restricted to a single façade.

(iii) Duplex, Townhome, and Multi-Family Design

Duplex, Townhome, and Multi-Family developments shall be designed in a manner that creates a single unified structure and site plan. Unified design shall include, but not be limited to, the use of compatible building materials, architectural style, scale, massing, detail, roof forms, and landscaping. While 'mirror image' structures are not supported, the design intent should be one that creates a unified structure with enough variety and architectural interest to distinguish a duplex, townhome, or multi-family structure from a single family home.

(e) Duplex Design Standards

1. Corner Lots

Duplexes located on corner lots shall be designed with pedestrian entries located on opposite street frontages so that the structure appears to be a single family dwelling. Where no alley is available for vehicular access, separate driveways for each unit may be placed on opposite streets.

2. Entrances and Porches

Entry features and front doors to the units should be the dominate elements facing the street. Entrances should be directly accessed and clearly visible from the street

Duplexes shall provide separate covered entries for each dwelling unit with a minimum dimension of 4 feet by 6 feet. Exceptions may be granted for the use of regional housing styles that do not traditionally contain such entries.

3. Building Design

In single family neighborhoods, duplex developments should relate to the characteristic frontage of the surrounding area by:

(i) Providing variations in height and massing

(ii) Respecting the scale and height of adjacent homes

(iii) Minimizing the impact of its larger scale by articulating the front facades to create depth and interest.

(f) Townhouse Design Standards

1. Site Layout

(i) The intent of this section is to build townhouses with architectural designs that relate buildings to the street, and that achieve a harmonious balance between repetition and variety.

(ii) Townhouses fronting on a street must all have individual ground-related entries accessible from the street. Configurations where enclosed rear yards back up to a street are prohibited.

(iii) New developments must give greater emphasize to individual pedestrian entrances rather than private garages to the extent possible by using both of the following measures:

(A) Enhance entries with a trellis, small enclosed porch, or other architectural features that provides cover for a person entering the unit and a transitional space between outside and inside the dwelling.

(B) Provide a landscaped area in front of each pedestrian entry of at least 20 square feet in area, with no dimension less than 4 feet. Provide a combination of shrubs or groundcover and a street tree.

2. **Garage Configuration**

For any townhouse configuration where the primary pedestrian access is off of the same facade as vehicular access, developments shall incorporate single-width parking configurations for at least 50 percent of the units. This will minimize the impact of garage doors on the pedestrian environment.

3. **Driveways and Private Internal Streets**

Where townhouse units are served by private internal streets, developments are encouraged to limit the depth of driveways between the streets and the garage wall to deemphasize vehicular access. Driveway depths of 5-8 feet are appropriate to allow maneuverability and provide space to include the required landscaping and entry elements for each unit.

4. **Common Areas**

- (i) Townhouse developments with at least six residential units shall provide 400 square feet of private common area for each unit. This includes landscaped courtyards or decks, front porches, gardens with pathways, children's play areas, or other multi-purpose recreational and/or green spaces.
- (ii) A minimum of 75 percent of the common area shall provide functional leisure or recreational activity. To meet this requirement, no dimension shall be less than fifteen feet in width (except for front porches).

5. **Building Design**

Design the primary facade of each townhouse so it is evident where the unit begins and ends. This can be achieved by repeating the principal architectural elements and subtly varying the offsetting of building walls, choice of materials, parapet height and color.

The composition of a townhouse grouping requires repetition of architectural elements like entries, bays, cornices and parapets. At the same time, visual interest and streetscape diversity are promoted by variation. Townhouse developments shall achieve balance between repetition and variety by employing on or more of the following:

- (i) Reversing the elevation of two out of four dwellings for townhouses.
- (ii) Providing different building elevations for individual townhouse units by changing the roofline, articulation, windows, and/or building modulation patterns.
- (iii) Adding a different dwelling design or different scale of the same design, using a one-story version of the basic dwelling design where two stories are typical (or a two story design where three stories are typical).

6. **Building Articulation**

Because repetition is important to the composition of the townhouses, sufficient articulation of architectural elements on the primary facade of each row house is essential. A townhouse articulation is defined as a covered entry element, a dormer facing the street, a horizontal offset of at least two (2) feet in the principal

building wall for a minimum of four (4) feet in width, a bay or projection, or a significant change in the parapet height and design.

- (i) The street facing elevations of each individual townhouse needs at least two (2) articulations, but not more than three (3) articulations.
- (ii) Townhouse groupings of six (6) units or more require two different articulation combinations.

7. Building Length

The maximum length of any townhouse building shall be 160 feet.

(g) Multi-Family Design Standards

1. Site Layout

- (i) Multi-family buildings shall be oriented parallel to the public street or to the neighborhood's internal streets. Setbacks should be varied. Buildings should be organized around open spaces and gathering areas whenever possible, and courtyard arrangements are encouraged.
- (ii) Multiple building developments shall create a composition of buildings and landscape features that complement each other. Site plans must demonstrate a unified, organized design that:
 - (A) Incorporates open space, such as interior courtyards or on-site natural areas or features as a unifying element; and
 - (B) Provides walkways that connect the entries of each of the multifamily buildings.

2. Patios and Balconies

All ground-floor units in buildings containing six or more units shall be provided with a minimum 6 x 10-foot patio directly accessible from the unit. At least 50 percent of all units above ground-floor level shall be provided with a minimum 4 x 10-foot balcony directly accessible from the unit.

Covered private balconies, porches, decks, or patios may be used to meet up to 50 percent of the required common area

3. Common Areas

- (i) Multifamily developments with at least six residential units shall provide 400 square feet of private common area for each unit. This includes landscaped courtyards or decks, front porches, gardens with pathways, children's play areas, or other multi-purpose recreational and/or green spaces.
- (ii) A minimum of 75 percent of the common area shall provide functional leisure or recreational activity. To meet this requirement, no dimension shall be less than fifteen feet in width (except for front porches).

4. Building Design

Multifamily buildings shall be designed to provide human scale, interest and variety. Consider changes in vertical and/or horizontal articulation, fenestration, building materials, architectural style, and/or roof design provided they include at least 3 of the following techniques at intervals of no more than 30 feet along all facades facing a street, common open space, and common parking areas:

- (i) Repeating distinctive window patterns.
- (ii) Emphasis of building entries through projecting or recessed forms, detail, color or materials.
- (iii) Variation of material, material modules, expressed joints and details, surface relief, color and texture to break up large building forms and walls surfaces. Such detailing could include sills, headers, belt courses, reveals and window bays.
- (iv) Variation in building form including, bay windows, shifts in massing or distinctive rooflines consisting of a cornice, banding, parapet wall, or other architectural termination.
- (v) Structural offsets of a minimum of four feet from the principal plane of the façade.

5. Building Length

The maximum length of any multi-family residential building shall be 160 feet.

(h) Residential Parking Location and Layout

1. Multi-family Developments

(i) Location

(A) Garage entries, carports, parking areas, and parking structures shall be internalized in building groupings or oriented away from street frontage.

(B) Parking areas and freestanding parking structures (detached garages or carports) shall not occupy more than 30 percent of each perimeter public street frontage of a multi-family development.

(C) Above-grade parking structures that are visible from perimeter public streets shall be sited so that the narrow end of the parking structure is perpendicular to the perimeter street.

(ii) Design

(A) Carports and common garages shall be limited to 60 feet in length.

(B) Detached garages and carports shall incorporate compatible materials, scale, colors, architectural details, and roof slopes similar to those of the primary multi-family buildings.

(C) Rear walls of detached garages over 40 feet in length that back onto the perimeter street or adjacent property lines shall be articulated through the use of window openings or other similar techniques.

(iii) Temporary Structures

Temporary parking structures are not permitted.

2. Single Family and Duplex Residences

(i) Front-loaded garages that protrude towards the street in front of the primary façade of the primary structure shall not be permitted. Garage doors on all front-loading (street-oriented) garages shall be either:

(A) Recessed a minimum of four feet behind the front façade of the dwelling portion of the structure (including side-loading garages), or a front porch that is at minimum of five feet wide by eight feet long; or

- (B)** Recessed a minimum of two feet beneath a second floor bay.
- (ii)** Front-loading (street-oriented) garage doors shall not comprise more than 35 percent of the front façade of the principal dwelling structure.
 - (iii)** Side-loading garages. Side-loaded garages shall provide windows or other architectural details that mimic the features of the living portion of the dwelling on the side of the garage facing the front street.
 - (iv)** The use of alley or side-loaded garages, or the use of a combination of garage orientations is required where feasible.