Lorraine Center Reuse Plan

Fountain, Colorado

Prepared for:
City of Fountain

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ACKNOWLEDGMENTS

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This project was funded by a U.S. EPA Brownfield Grant – the grant provides monetary and technical assistance to local communities to investigate and plan for the cleanup and reuse of brownfields and other underutilized properties. Area-Wide Planning and Site-Specific Reuse Planning are eligible activities under the grant.

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View of the Lorraine Center from the southwest (Source: Google Earth)

Executive Summary

Site Reuse Plan

PROJECT OVERVIEW

The City of Fountain owns the 8.67-acre Lorraine Center property and has near-term plans to seek a developer partner to redevelop the site for new community-serving uses. The property operated as a former school, community center, and offices and currently serves as a fleet and storage facility for municipal operations. Through past studies, it was learned that the existing building has significant structural defects which deemed most adaptive reuse options to be cost infeasible. Thus, the City began developing a Lorraine Center Reuse Plan in early 2022 to review property conditions, explore potential reuse options, and define a preferred development/land use for the property that would guide future actions to put the site back into productive use.

The City intends to retain the eastern portions of the property for municipal use; this will include retention of the existing recycling center and the construction of a new municipal operations/storage yard (benefiting its parks and recreation department). It also intends to plan for a new 24,000-sf community center with outdoor amenities and associated parking in the southwestern area of the property, replacing the present-day building. For the rest of the property north of the community center, the City would like to recruit a developer partner to construct new specialty housing (focusing on seniors and individuals with special needs) and new buildings supporting medical office/small-business retail. The City employed a project Working Group (comprising community and staff representatives) to provide guidance and recommendations through the reuse planning process with a focus on defining the potential land uses, future site improvements (such as buildings, parking, open space areas), project design, and selecting the preferred plan for the property. The City also hosted an on-line community survey to obtain local perspectives and preferences related to potential property redevelopment – those responses were considered in selecting reuse options for the site.

This summary document was prepared to provide the existing conditions findings, summarize past environmental site assessment conclusions, describe the potential reuse ideas for the property, summarize community engagement feedback (from an on-line survey), and define the City's preferred reuse plan for the property. This reuse planning project for the Lorraine Center property was conducted as part of the United States Environmental Protection Agency (EPA) Brownfield Coalition Assessment Grant that was awarded to the coalition comprising the Cities of Colorado Springs and Fountain, Colorado Springs Utilities, and School District 11 (the Coalition) – the grant funds property inventories, environmental site assessments, studies, and planning activities that support brownfield reuse and redevelopment.

Above: Example of a community center with outdoor gathering spaces.

1. Existing former school building along Iowa Avenue.| 2. Existing storage area on the property. | 3. View of homes along Iowa Avenue.

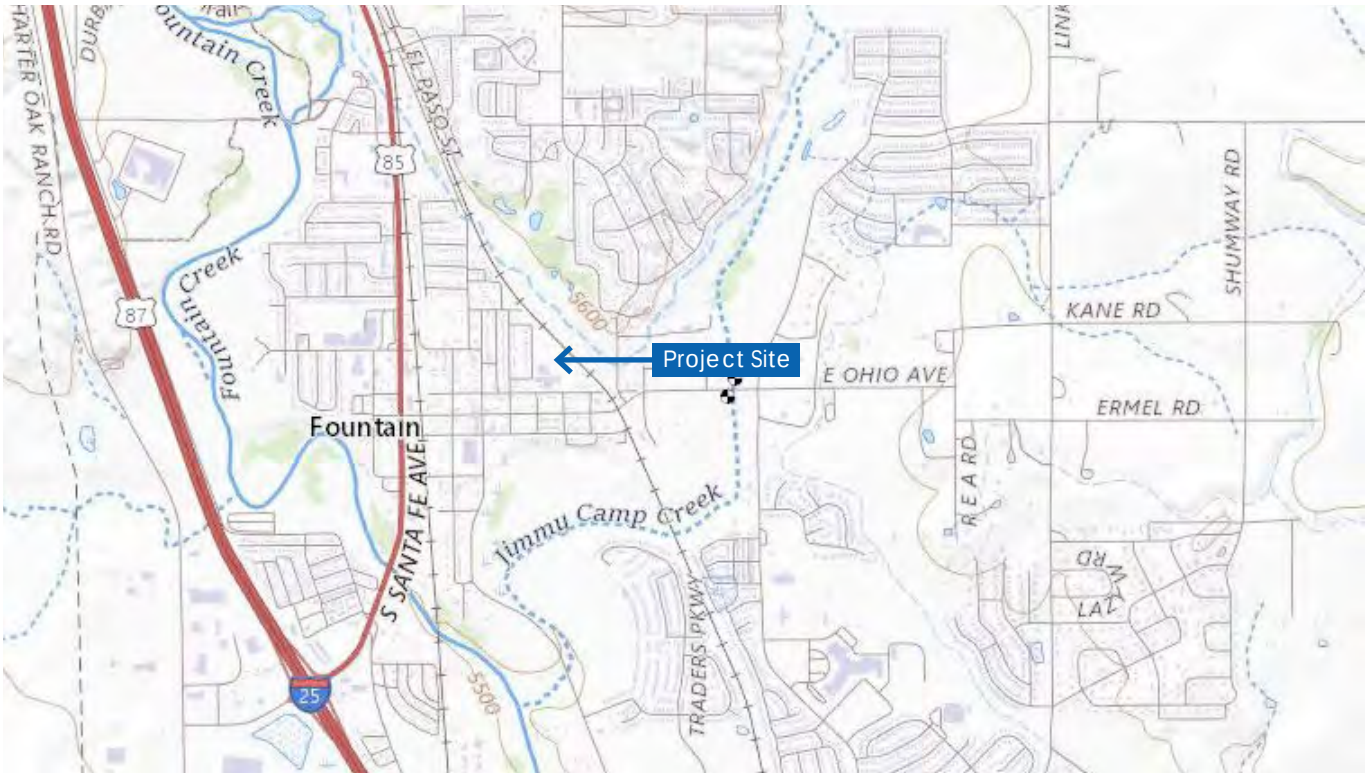

FIGURE ES.1 – REGIONAL CONTEXT MAP
(Image Source: City of Fountain GIS web application)

FIGURE ES.2 – LOCAL AERIAL & SITE LOCATION
(Image Source: GoogleEarth Pro)

REUSE PLAN SUMMARY

The City and its Working Group explored multiple conceptual site plan alternatives before selecting their preferred reuse plan for the Lorraine Center property. The reuse plan includes a mix of uses including a new community center, specialty housing, medical office/small business retail, and municipal operations. Figure ES.3 depicts the preferred reuse plan, Table ES.a lists the site statistics, and the following subheadings summarize key site components. This reuse plan shows a potential redevelopment scenario for the property. This reuse plan is not regulatory in nature and does not constitute the final project design. Once site design is finalized, the City intends to seek a developer partner through a formal procurement process. Through that arrangement the City will construct some property elements, whereas the developer partners will construct other elements (e.g., specialty housing, commercial services, etc.).

Municipal Operations

The eastern portion of the property will be reserved for municipal operations including continued use of the recycling center and a new storage/operations facility for the City's parks and recreation department. Ring Road will be improved with new paving, sidewalks, and street trees – a security gate will be installed at the storage lot entrance. The recycling center may include driveway enhancements but will mostly remain as an open lot. Most of the parks and recreation storage lot will be paved to allow for vehicle and material storage while providing service vehicle access to the existing soil/gravel bin. A new 6,000-sf storage building will be constructed near the south end of the lot.

Above: Example of a senior housing community; a potential use for the "specialty housing" component of the reuse plan.

Community Center

The reuse plan includes a new community center building at the southwest corner of the Lorraine Center property. In this arrangement, 3,400-sf of the former school building will be retained and adaptively reused for a reception area, meeting rooms, and/or administrative offices; the rest of the existing structure will be removed (given its structural defects). A new 20,600-sf building addition be constructed to the north. Parking will be provided along adjacent streets and within a surface parking lot behind the community center building; an emergency access driveway will be provided to Vine Street. The parcel will include outdoor amenities including a small patio space, community garden plots (along the south and east sides of the building), a small playground, and walking pathways.

Medical Office / Small Business Retail

The reuse plan includes a small-scale medical office/ business retail area focused mid-block along Iowa Street. Four (4), two-level 5,000-sf buildings comprise this area. Each building includes up to two tenant spaces for medical office, professional office, and retail/sales operations (as allowed by the underlying zoning). The buildings are envisioned to mimic the scale and style of residential uses in the neighborhood in terms of exterior materials, window coverage, and roof line. Parking is provided along adjacent streets and within a shared surface parking lot. Sidewalks provide pedestrian connections to near-by streets and other uses on the property.

Table ES.a Site Statistics

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: RMU - Residential Mixed-Use District, POS - Parks and Open Space District AND MF - Multifamily Residential District

Recycling Center
Area: ~0.70-acres

Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Specialty Housing[4] / Ancillary Medical Office / Small Business Retail SPEC
Area: ~4.28-acres
Housing Areas
Buildings: 106 dwelling units (~85,000-sf facility)
Parking: 80 parking stalls (0.75 / unit)
Typical Setbacks: 25-ft front / 5-ft side / 20-ft rear
Ancillary Medical Office / Small Business Retail Areas
Buildings: 20,000-sf (four 5,000-sf, 2-level buildings)
Parking: 100 parking stalls (5.0 /1,000-sf)
Typical Setbacks: 0-ft front / 5-ft side / 5-ft rear
Tract A - Open Space
Area: ~0.30-acres

Community Center
Area: ~1.65-acres
Buildings: 24,000 square feet total
Parking: 74 parking stalls (3.16 / 1,000-sf) PLUS 23 street parking stalls
Typical Setbacks: 20-ft front / 20-ft side / 20-ft rear

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data - no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.
4. For this concept plan, "Specialty Housing" is defined as affordable, senior, and/or public service allowances of housing.

Specialty Housing

The reuse plan includes a new 85,000-sf, two-level specialty housing building on the northwest portions of the Lorraine Center property. The building is conceptualized with 106 living units (averaging 700-sf in size). The building also includes a reception area, staff offices, a centralized dining area, and indoor common areas for guests/residents. Parking is planned in a shared surface parking lot interior to the property. The facility will have several outdoor gathering spaces including courtyards, patios, and lawn area. Community garden plots are planned central to the parking areas. Sidewalks/pathways connect into a planned multi-use trail along the rail line (and the northeast property boundaries). The building could be designed to downplay its size/scale as seen from the adjacent neighborhood; the western façade is broken up with courtyards and building wings (rather than a large continuous plain). The building's exterior and roof lines will be more residential in character to complement the adjacent homes/neighborhood.

1. Example of community center with outdoor playground. | 2. Example of a specialty housing with outdoor gathering spaces (Source: bechtelfrankericksonarchitects)

FIGURE ES.3 – CONCEPTUAL REUSE PLAN

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View of the Lorraine Center from the south (Source: Google Earth)

Chapter 1:

Introduction and Project Overview

SECTION 1.1: PROJECT INTRODUCTION AND OBJECTIVES

In early 2022, the City of Fountain (the City) and its consultant (Stantec) embarked on an internal feasibility study to identify potential reuse options for the 8.67-acre Lorraine Center Property located in an established residential neighborhood along E. Iowa Avenue (just northeast of Downtown). Based on the planning process, the City would like to attract a developer partner to redevelop the western portion of the property with a mix of specialty housing, professional office/small business retail space, and recreation amenities. The eastern area of the property would be retained for public service uses (e.g., the community's recycling center and a new municipal storage yard). This planning document summarizes the existing conditions, the planning process, preliminary reuse alternatives, and the locally preferred conceptual plan for the property.

Property Background / Use Intent - Historically, the property was used for agricultural activities until around the 1950s when it was developed as an elementary school which remained in operation until 2000. From the early 2000s until at least 2010, the property was used as both an elementary school and various public and private offices including a dentist, El Paso County offices, health services, and a workforce center, and as a YMCA community center (branded as the Lorraine Center). The City acquired the property from the school board and used a portion of the building for city offices and indoor and outdoor areas for City fleet storage and its recycling center.

Shortly after property acquisition, the City discovered numerous structural defects and identified asbestos and other hazardous materials in the building. Given these building challenges, the City has chosen to relocate its municipal operations to a new location, and explore opportunities for property redevelopment for new, community-servicing uses. The City intends to retain the eastern portion of the property for continued use as the recycling center and City Parks and Recreation Department storage and operations. In short, the Lorraine Center property has astounding redevelopment opportunities and will benefit the immediate neighborhood and the City as a whole. Chapter 2 provides more information on the existing conditions and Chapter 3 lists the potential reuse options.

Reuse Planning Funding - This reuse planning project for the Lorraine Center was conducted as part of the United States Environmental Protection Agency (EPA) Brownfield Coalition Assessment Grant that was awarded to the coalition comprising the Cities of Colorado Springs and Fountain, Colorado Springs Utilities, and School District 11 (the Coalition) – the grant funds property inventories, environmental site assessments, studies, and planning activities that support brownfield reuse and redevelopment.

Above: View of the existing storage operations on the Lorraine Center property.

FIGURE 1.1.1 – LOCAL AERIAL & SITE LOCATION

(Image Source: GoogleEarth Pro)

Project Working Group

Early in the process, the City formed a project Working Group comprising staff from various municipal departments, representatives from City Council and the Planning Commission, and selectedcommunity representatives. The Working Group was tasked with providing ideas for property reuse/redevelopment, reviewing/evaluating the draft conceptual site plan alternatives, and selecting the locally preferred reuse option for the Lorraine Center property. This planning document reflects the ideas and recommendations from the Working Group participants. To guide and supplement the Group's work, the City hosted an on-line community survey to obtain larger community feedback (and sentiments) relating to potential reuse options for the Lorraine Center property. (See Chapter 3 for more information pertaining to this feedback.)

Brownfields and Reuse Planning

The EPA provides funding and technical assistance to local communities to address brownfield conditions and to advance redevelopment activities in neighborhoods, corridors, and districts that have a history of blight, abandonment, and disinvestment, as well as the potential presence of environmental hazards and liabilities linked to brownfield sites. A brownfield is defined by the EPA as "a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." Former industrial sites, abandoned properties, and structures with potentially hazardous building materials are included in the EPA definition of brownfields.

Brownfield Challenges - Brownfield sites can present a multitude of challenges for local communities associated with their blighted condition, documented (and undocumented) environmental liabilities, underutilized status, and prolonged disinvestment. The environmental liabilities can include the presence of hazardous chemicals or petroleum products in soil, groundwater, and soil vapor, as well as hazardous building materials—such as asbestos, lead-based paint, and polychlorinated biphenyls (PCBs)—commonly used in the construction or maintenance of older buildings. These conditions can pose a hazard to both humans and the natural environment. Many times, brownfield sites remain abandoned (or underutilized) due to uncertainties of the property conditions and clean up requirements. The presence of the environmental liabilities can significantly complicate the redevelopment of these sites, as well as result in significant added costs (and delays) for abatement, demolition, and environmental investigation and cleanup.

Site Reuse Planning - An eligible activity under EPA Brownfield grants is the performance of site-specific reuse plans where property owners and area stakeholders can explore redevelopment options that align with local needs, desires, and economic development goals. Reuse plans allow communities to examine existing site conditions (and impediments), engage with community members and other professional advisors, review reuse plan alternatives, and define their locally preferred strategy for property reuse. Many times, proactively market the properties to developer entities with the goal to attract new community-serving uses and return the properties to productive use. At part the process, communities explore the potential environmental liability and provide this information to prospective purchases as to eliminate upfront study costs, be transparent on property conditions, provide cleanup options, and remove uncertainties for the end user.

SECTION 1.2: PROJECT COMPONENTS

The reuse planning for the Lorraine Center property included four individual component that are intended to help the City position the property for reuse for new community-serving uses. The following bullets summarize these components, whereas the subsequent chapters provide more detail.

COMPONENT 1: Site Analysis and Existing Conditions
Collect, review, and summarize the existing site conditions and the applicable zoning/land use requirements that affect site reuse/redevelopment.

COMPONENT 2: Visioning and Working Group Engagement
Engage with the project Working Group, document the participant feedback/preferences, and define the City' vision for the Lorraine Center property.

COMPONENT 3: Conceptual Reuse Planning
Create multiple conceptual site plan alternatives that explore options for land use and spatial arrangement for potential site components; define the locally preferred concept plan for property reuse.

COMPONENT 4: Site Reuse Plan
Create a summary document that outlines the reuse planning process, existing conditions, Working Group feedback, redevelopment options, and recommendations for project implementation.

Above: Example of a flexibility interior space within a public community center.

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View of the Lorraine Center from the east (Source: Google Earth)

Chapter 2:

Site Analysis

SECTION 2.1: SITE AND COMMUNITY CONTEXT

The property is nestled in the center of an established residential neighborhood northeast of downtown Fountain. The property is triangular with frontage along two local streets – E. Iowa Avenue and N. Vine Street. An active rail line extends along the site's north/east boundary in a diagonal alignment. A former school building and two surface parking lots are located in the southwestern area of the property close to the E. Iowa Street frontage and a circular building addition is present on the north side of the school building. The northern (rear) portion of the property is a large, paved area that is used for municipal storage and vehicle parking. Eight tax lots and two segments of unimproved right-of-way (N. Ring Street east of the school building and an unnamed right-of-way north of the school building) comprise the 8.67-acre property. Figure 2.1.1 illustrates the local context and the tax lots/rights-of-way that comprise the subject property. Table 2.1.a summarizes the site information.

The City's recycling center occupies several small tax lots on the east side of the property. The recycling center is mostly open land for material storage, drop off functions, and vehicle maneuvering. The northern area of this portion of the site is vacant except for a large concrete storage bin (for sand/gravel). A portion of this area is slated for future municipal storage (including a new building and paved parking areas that will benefit the parks and recreation department.

Table 2.1.a: Lorraine Center Site Summary

Tax Lot Identification Numbers	5605304001, 5605309003, 5605309004, 5605309005, 5605309006, 5605309007, 5605314002, 5605314010
Address	301 E. Iowa Avenue
Site Size	Approx. 8.50 acres (not including rights-of-way)
Zoning	RMU – Residential Mixed-Use District
Comprehensive Plan Future Land Use Designation	P - Public

Above: View of the existing recycling center operations on the eastern portion of the property.

1. View of the former school building oriented along Iowa Avenue. | 2. View down the unimproved Ring Street right-of-way from the Lorraine Center property (recycling center on the left / former school building to the right).

FIGURE 2.1.1 – SITE LOCATION MAP
(Image Source: GoogleEarth Pro)

The property is in close proximity to public amenities such as Aga Park, Fort Waltman Center, a Community Market, and City Hall.

FIGURE 2.1.2 – COMMUNITY CONTEXT MAP *(Image Source: GoogleEarth Pro)*

Existing Property and Neighborhood Access – Existing property has access to three local streets. Iowa Avenue is considered the main access route to the property extending across the southern boundaries. Iowa Avenue is a two-lane local street with undesignated street parking and continuous curb-tight sidewalks. Vine Street is a two-lane local street that runs along most of the western site boundary. Its northern segment borders an established residential neighborhood and does not connect into Iowa Street to the south. Notably, the northern segment only includes asphalt travel lanes (the segment is devoid of curbs, sidewalks, and landscaping. A southern segment of Vine extends south from the Lorraine Center and connects into Ohio Street. Ring Street extends into the Lorraine Center site providing roadway access to the recycling center and the future municipal storage areas. Ring Street is mostly improved north of Iowa Avenue. Pursuant to the City's Transportation Master Plan (2022), the adjacent roadways to the Lorraine Center site are classified as "Residential Streets" and require 50-60 feet of right-of-way (based on the final design components). Property redevelopment may require right-of-way dedication specially along Vine Street.

1. View of the existing Iowa Avenue streetscape looking east - former school building on the left. | 2. View of the residential uses along Vine Street looking south.

SECTION 2.2 CITY PLANS AND ZONING DESIGNATIONS

When conducting reuse planning for the Lorraine Center property, it is vital to document and respond to the City's current long-range policy and regulatory documents so that potential redevelopment activities (and the associated land uses) coincide with local requirements and past decisions. The following subsections summarize the applicable policies and planning ideas in the City's Comprehensive Plan and the applicable zoning and development requirements from the municipal code.

Comprehensive Plan

The Comprehensive Plan is the City's primary policy document that guides land use, open space, transportation, and capital investments within the municipal limits and growth areas. The Comprehensive Plan establishes the land use framework by which zoning is applied to individual parcels and shows other planned investments in the vicinity. The following summarizes notable policy elements that should be considered and incorporated into the reuse planning for the Lorraine Center property.

Future Land Use – The City's Future Land Use Plan designates the Lorraine Center property as P – Public which is intended to support school, government facilities, and other institutional uses. In comparison, the surrounding neighborhood is designated as MR – Mixed-Residential which allows for a broad range of housing types, small-scale office, and small accommodations/inns. A future land use plan amendment may be warranted if the reuse plan for Lorraine Center property includes land uses other than those allowed in its current P - Public designation (e.g., multifamily residential may require a map amendment). Figure 2.2.1 depicts the Future Land Use Map.

Above: Example of a public recreation area.

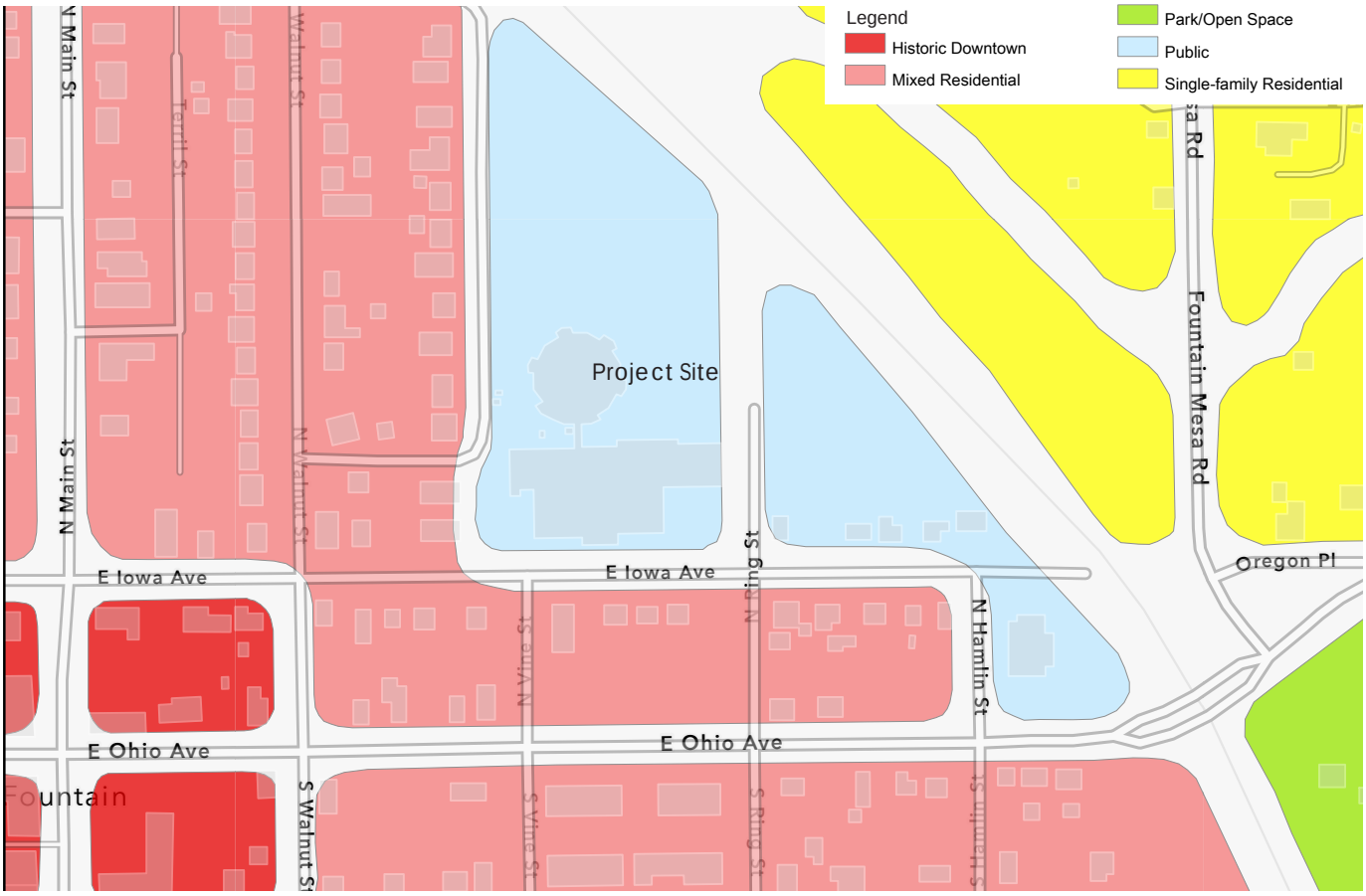

FIGURE 2.2.1 – FUTURE LAND USE MAP
(Image Source: City of Fountain ArcGIS web-basd platform)

Greenfrastructure System – The Comprehensive Plan details the City's planned "greenfrastructure program" that includes its long-range goals and priorities for preservation, trails, open spaces, and recreation. Notably, the Greenfrastructure System Map identifies a new multiuse trail that would extend along the existing rail line along the northeast boundary of the Lorraine Center property - see Figure 2.2.2.

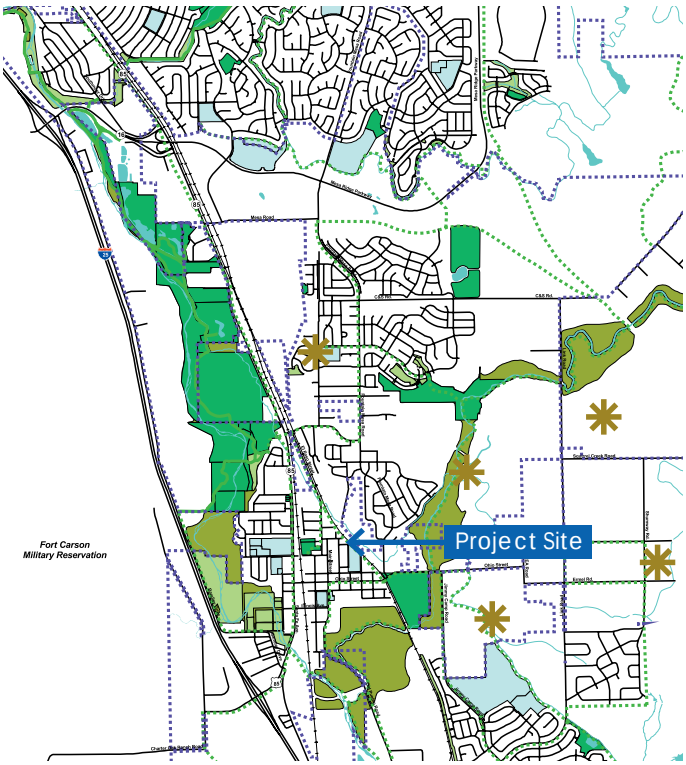

Figure 4:
Greenfrastructure System
- Existing Parks
- Existing Open Space
- Existing Schools
- Proposed Open Space (Comprehensive Plan)
- Existing Trails
- Proposed Trails
- Proposed Community Park
- Proposed Neighborhood Park

Adopted from City of Fountain Parks Master Plan, EDAW, 2003.

FIGURE 2.2.2 – GREENFRASTRUCTURE SYSTEM MAP
(Image Source: City of Fountain Comprehensive Plan)

Zoning and Development Standards

When planning for property reuse (including conceptual site planning), it is important to align redevelopment plans with local land use/development standards. The property is subject to the land use and development standards outlined in Title 17 - Zoning of the City of Fountain Municipal Code. The following subsections summarize the applicable zoning and development requirements that could be used to guide future decisions relating to potential land uses and site design. Based on the community's preferred land uses, site redevelopment on the Lorraine Center site may require a zone change (for at least portions of the property) and will be subject to applicable permitting/review procedures.

Zoning Districts

The Lorraine Center property is currently zoned Residential Mixed Use (RMU) which allows for a broad range of uses focused on housing and some small-scale commercial services. The RMU zone may pose challenges to site redevelopment: (a) the RMU does not specifically allow for public parks and recreational uses, (b) the zone limits building sizes to 5,000 total square feet for any single land use, and (c) the residential density is limited to 16 dwelling units per acre. It is anticipated that portions of the Lorraine Center property may need to be rezoned if the redevelopment plans include public park elements or large-scale buildings – potential zoning districts may include (but not limited to), the Multifamily Residential (MF), Parks and Open Space (POS), Neighborhood Commercial (NC), and/or Planning Unit Development (PUD).

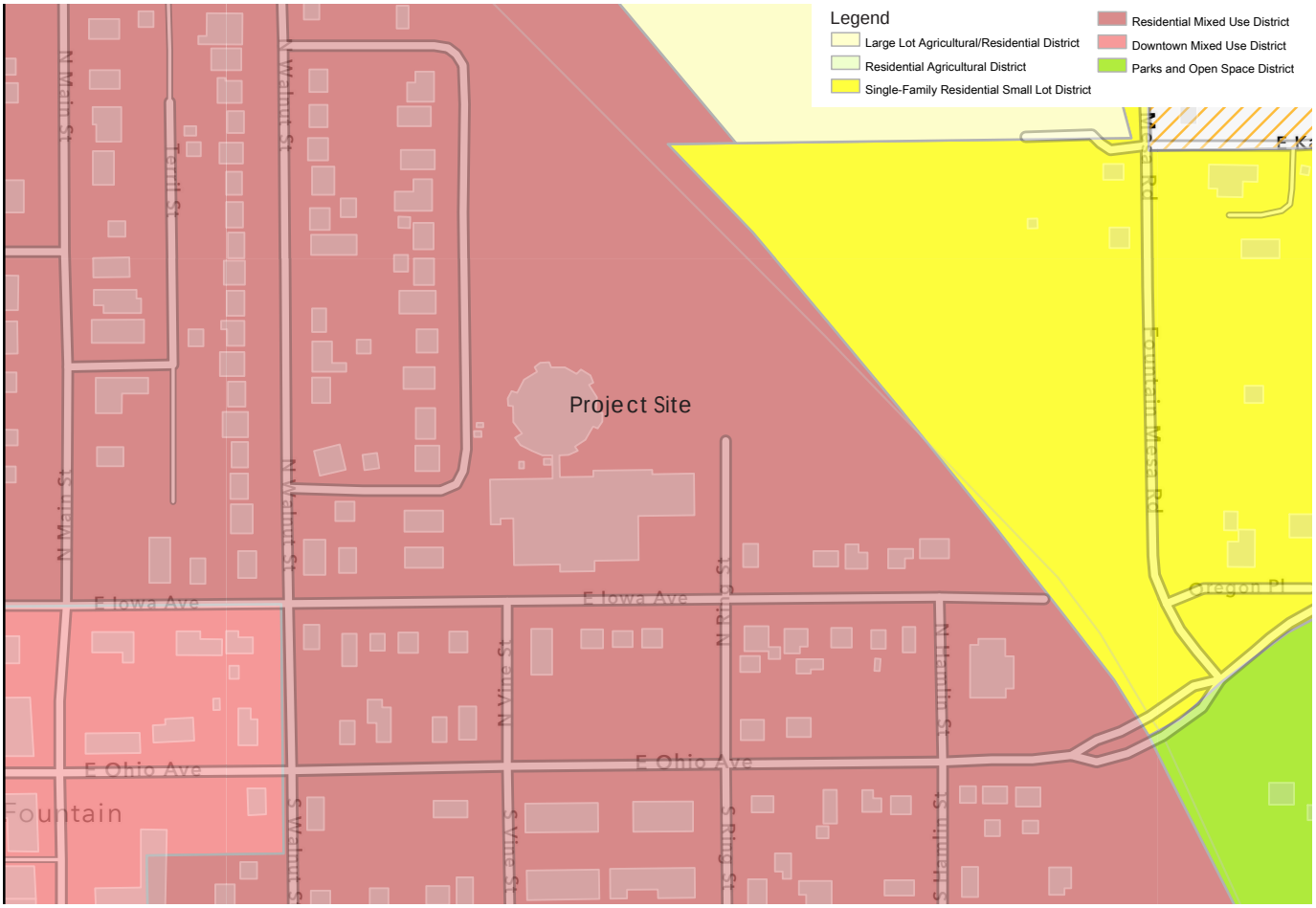

FIGURE 2.2.3 – ZONING MAP

(Image Source: City of Fountain ArcGIS web-basd platform)

Zone Descriptions - The following lists the code's descriptions for the current and potential zones; the other contents of this subsection summarize the associated dimensional standards for these zoning districts (both current and potential zones).

- The **Residential Mixed-Use (RMU – **Current Zone**)** is intended to provide sites for combined residential and low impact commercial and service uses and to maintain a residential appearance of such sites by establishing appropriate site development standards. This district designation encourages growth to occur where land and service capacities can accommodate it, ensures that development is designed with sensitivity to nearby pre-existing development, and provides for a broader mix in the type and cost of housing available for all housing consumers.
- The **Multifamily Residential District (MF)** is intended to provide for the development of multifamily residential uses in areas where such development would be compatible with surrounding uses and where such intensive use would not create service problems. Incidental recreational, institutional, public, and accessory uses customarily found in proximity to medium and higher density residential areas may be permitted. **This zone may be most conducive for portions of a redevelopment with large residential buildings.
- The **Parks and Open Space (POS)** districts are those areas that are of special significance for their natural importance in defining the City, or for the protection of public health and safety. The POS district is intended to preserve the publicly owned or privately dedicated environmentally sensitive and culturally significant areas that are prominent features of the community, undeveloped or open space lands from intensive development and protect public health and safety by: preserving distinctive natural features including drainage swales, streams, hillsides, ridges, rock outcroppings, vistas, natural plant formations, trees and scenic views; preserving distinctive features of the City's railroad and agricultural heritage, which are a cultural amenity to the community; an avoiding development in areas that may be a threat to public health and safety. **This zone may be most conducive for portions of a redevelopment intended for public recreational uses.
- The **Neighborhood Commercial (NC)** is designed to create walking and short distance destinations for residents. It is intended for small independently owned retail and service establishments, such as legal and professional services, cafes and restaurants, and specialty retail that are not dependent on high traffic volumes. These uses are of such character, scale, appearance, and operation as to be compatible with the character of surrounding residential areas. These districts are located along community collector streets and within walking distance of existing neighborhoods. **This zone may be most conducive for portions of a redevelopment intended for small-scale commercial services (e.g., stores/restaurants >3,000-sf).
- The **Planned Unit Development (PUD)** zones are intended, to facilitate the achievement of the purposes and objectives of Title 17 Zoning of the City of Fountain Zoning Ordinance, the Fountain Comprehensive Development Plan, and to permit the application of new technology and greater freedom of design in land development than may be possible under the application of standard zoning districts. Developments, however, must demonstrate that flexibility from the provisions of the existing zoning will result in higher quality development. **This zone may be most conducive for redevelopment projects that require substantial land use and design flexibility.

Dimensional Standards - The following table (Table 2.3.a) summarizes the dimensions standards for the current RMU zone and the potential zones as they relate to the preliminary reuse ideas for the Lorraine Center property (notably, standards for the PUD are omitted since they are established as part of individual development projects).

Table 2.2.a Dimensional Standards Summary

Standards	Current Zone	Potential ones (rezoning)		
	RMU	MF	POS	NC
Density Allowances	16 DU / acre	16 DU / acre	N/A	N/A
Building Height (max.)	35 ft.	40 ft.	35 ft.	30 ft.
Building Size Limitations	the gross floor area of a single building may not exceed 5,000 square feet	Unspecified	Unspecified	the gross floor area of a single building may not exceed 3,000 square feet (larger building may be allowed as a conditional use)
Lot Area (min.)	5,000 sq. ft.	Single-Family: 6,000 sq. ft.		
Two Family: 7,000 sq. ft.				
Multifamily: 10,000 sq. ft.	1 acre	None		
Setbacks				
Front	None	25 ft.	20 ft.	10 ft.
Side	5 ft.	5 ft. (plus additional 5 ft for each additional story)	20 ft.	5 ft. / 10 ft. (adjacent residential)
Rear	5 ft.	20 ft	20 ft.	15 ft.
Lot Coverage (max.)	80%	Unspecified	15%	80%

**All lots in all zoning districts not covered by impervious materials shall be landscaped to prevent land erosion, improper drainage, and damage to properties and unsightliness. All undeveloped building areas within partially developed commercial or industrial uses shall be landscaped with a ground cover to control dust and erosion.

Allowable Land Uses - The following table (Table 2.3.b) summarizes the allowable uses within the RMU, MF, POS, and NC zones – the table focuses on open space, mixed-use, and community services (see the City's code for additional land use allowances). Land uses listed as "permitted" (P) are allowed in the zone, whereas uses listed as "conditional" (C) require a conditional use permit. Conditional Uses require a public hearing before the Planning Commission and are normally allowed on a case-by-case basis focused on compatibility concerns to adjacent properties. Blanks in the table (and code) indicate the use is not allowed. Uses not listed may require determination by the Zoning Administrator. PUD zones and the allowable uses are determined by the Planning Commission by reviewing a submitted development plan; for that reason, the PUD zone is not listed in the table below.

Table 2.3.b Allowable Land Uses Summary

P = Permitted C = Conditional Use Blank = Not Allowed Land Use	Current Zone	Potential Zones (rezoning)		
	RMU	MF	POS	NC
Residential – Single-Family Detached	P	P		
Residential – Multi-family / Apartments	P**	P		
Residential – Two-Family	P	P		
Residential - Group Homes (up to 8 persons)	P	P		
Residential - Group Homes (More than 8 persons	C	C		
Cemetery	Not Specified	Not Specified	Not Specified	Not Specified
Child Care Facilities	P	C		
Convenience store				P (without gas pumps) / C (over 3,000-sf and/or with gas pumps
Institutional and Quasi Public Uses	Not Specified	C		Not Specified
Office – General	P			P
Office – Medical	P			P
Parks and Recreation			P	
Public, Services	****			
Retail / Commercial	P		P***	P () C (over 3,000-ft)
Restaurant	P			P (under 3,000-sf and no drive-through) C (over 3,000-sf)

**Not to exceed 16 dwellings per acre
***Accessory Use. Retail sale of plants, trees or other farm or agricultural products grown, produced, or made on the premises only
**** Limited: Places of worship; Educational centers, including daycare centers and cultural complexes; Regional transportation and parking facilities that support area transit.

Parking Standards - New developments, redevelopment/adaptive reuse projects, and projects that involve a change in use must provide for parking – in most situations this includes on-site parking lots/garages. Notably, projects shall meet the City's minimum parking ratio (quantity) standards by land use. Table 2.3.c. lists the applicable parking-related requirements for the Lorraine Center property.

Table 2.2.c: Parking Standards

Element	Standard
Stall Dimensions (90° parking angle)	Standard Stall: 9-ft Wide 18-ft Long Compact: 8-ft Wide 16-ft Long (up to 30% of the required stalls may be compact)
Drive Aisle Dimensions (90° parking angle)	One-way: 24-ft Two-way: 24-ft
Interconnectivity	Cross access shall be provided between adjacent parcels where feasible. Cross access easements shall be shown on all drawings and easements, shall be recorded and shall establish ownership and maintenance provisions. Private cross access easements may be required across any lot fronting on an arterial or collector street to minimize the number of access points and facilitate access between and across individual lots. The location and dimension of said easement shall be determined by the City Engineer.
General Design Standards	No more than 2 driveways per parcel; every parking space shall be designed that a vehicle does not back across or maneuver within a public or private ROW**; sidewalks in parking areas will be no less than 5 ft wide; Vehicles shall not overhang any property line, walkway, landscaped area, or bicycle path; except for single-family detached and duplexes, all parking spaces shall be striped on pavement; commercial, industrial, and multi-family residential shall provide bicycle facilities;
Parking Ratios (by land use)	Standard
Residential – Single-Family Detached	2 spaces / dwelling unit (DU)
Residential – Multi-family / Apartments	Studio – 1.1 spaces / DU 1 Bedroom – 1.5 spaces / DU 2 Bedroom – 1.7 spaces / DU 3 Bedroom – 2.0 spaces / DU Plus guest parking: 1 space / 3 DUs
Residential – Two-Family	2 spaces / DU
Housing exclusively for elderly care	1 space / unit, PLUS 1 space / each fulltime employee at peak times
Nursing Home	1 space / 2 bed capacity, PLUS 1 space / each fulltime employee at peak times
Office – General	1 space / 300 sq. ft., PLUS 1 space / each company owned vehicle
Office – Medical	1 space / 200 sq. ft.
Accommodations/Lodging	1.5 spaces / 2,000 sq. ft.
Retail / Commercial – General	1 space / 300 sq. ft.
Restaurant	1 space / 100 sq. ft., PLUS 3 stacked spaces / window Outdoor seating may be provided without a requirement for additional parking if the outdoor seating area is not larger than 1/3 of the indoor seating area in size
Parks	***
Cemetery	***

**Exceptions listed in Fountain City Ordinance, Section 17.09.100 (D)
***Determined by the Zoning Administrator

SECTION 2.3: ENVIRONMENTAL INVESTIGATIONS

The Lorraine Center property was subject to three recent environmental investigations –a Phase I Environmental Site Assessment (ESA) in March 2021, a Phase II ESA in September 2021, and an asbestos survey in October/November 2021. These studies were completed under the EPA Brownfield Coalition Assessment Grant to explore site conditions and identify potential environmental liabilities (including hazardous building materials and subsurface contamination). These studies were conducted to evaluate potential cleanup or abatement activities that may be required as part of property reuse and/or redevelopment activities. The following text summarizes the main findings from the investigations; the full reports are on record at the City of Fountain.

Phase I Environmental Site Assessment

Stantec performed a Phase I ESA in conformance with the scope and limitations of ASTM Practice E1527-13. The Phase I ESA revealed the following evidence of recognized environmental conditions (RECs) in connection with the property:

- Vehicle maintenance tools and chemicals including oils, antifreeze, degreasers, hydraulic fluid, and gasoline were observed in storage bays on the north and east sides of the Property building. Construction and maintenance equipment containing fuels and oils was also observed inside the Property building and in external storage areas. Vehicle maintenance and the storage and handling of associated chemicals represents a threat that a release has occurred at the Property. It is our opinion that the potential for releases of these materials represents a REC for the Property.
- Historical aerial photographs and topographic maps show that the railroad line has been present along the northeastern Property boundary since at least 1893. Soil near railroad lines may contain elevated concentrations of petroleum hydrocarbons, PAHs, and heavy metals from exhaust and friction; therefore, the presence of an adjoining rail line is a REC for the Property.

Above: View of the backside additional of the Lorraine Center / former school building - the building in being temporarily used for material and fleet storage for the City of Fountain operations.

Additional assessment that may include soil, groundwater, and/or soil gas sampling is recommended to evaluate these RECs

In addition to the RECs, Stantec noted the following items that may require special handling/disposal:

- Containers of various chemicals including paints, oils, degreasers, cleaners, hydraulic fluid, and gasoline were observed throughout the Property building.
- Boxes of fluorescent light tubes which may contain mercury also were observed in the building.
- Asbestos and lead paint may be present in the property building.

Phase II Environmental Site Assessment

Stantec completed a Phase II ESA with the objective of collecting soil and groundwater samples to evaluate potential impacts to the Property from previously identified environmental concerns.

- Low-level diesel-range petroleum was detected in soil samples collected in a parking area near the north side of the property building. The detections may indicate an isolated area of drips or minor spills from parked cars or stored equipment but does not indicate evidence of a significant or widespread release.
- The insecticide dieldrin was detected in the composite soil sample collected along the railroad at a concentration above the EPA Protection of Groundwater standard. This exceedance does not represent a risk to current or future property users as drinking water is provided by the City of Fountain and there is no beneficial use of water at the property.
- Lead was detected in eight of nine soil samples at concentrations slightly above the EPA Protection of Groundwater standard; however, lead was not detected above the CDPHE drinking water standard in the groundwater sample.
- Based on these findings, no evidence of significant or widespread contamination has been documented in soil or groundwater at the property. If evidence of a release such as stained or odorous soil is encountered during property redevelopment, additional assessment is recommended. No further assessment or remediation was recommended.

Materials Management Plan

Following the Phase II ESA, Stantec prepared a Materials Management Plan (MMP) is to provide property-specific information and guidance regarding the control and management of contaminated media if any is encountered during property redevelopment activities.

Asbestos-Containing Materials (ACMs) Survey

EPA brownfield grant funds were used to conduct a Pre-Demolition Asbestos Inspection of the property building in October/November 2021. Asbestos was identified in materials throughout the building. The City can use the information provided in this report to inform abatement activities required prior to demolition.

Because the building is slated for demolition, a lead paint survey was not conducted. Demolition contractors should assume the building materials contain lead paint in planning for worker health and safety.

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View of the Lorraine Center from the north (Source: Google Earth)

Chapter 3:

Reuse Plans

SECTION 3.1: SITE REUSE IDEAS

Early in the planning process (March 2022), the project Working Group identified their preliminary reuse ideas and priorities for the Lorraine Center property. Shortly after, Stantec generated a series of conceptual reuse plan alternatives showing various ways the property could be redeveloped (in terms of land uses and the spatial arrangements for development components). Later in the planning process (July/August 2022), the City posted a community survey so residents and stakeholder participants could provide their individual preferences for potential land uses, scale/intensity, and spatial arrangement for the property. The City/Working Group used the survey responses to guide their decisions. Based on the reuse plan alternatives, site conditions, community feedback, and Working Group preferences, the City defined its preferred reuse plan for the Lorraine Center property.

In summary, the Working Group recommended that the eastern portions of the Lorraine Center property would retain the City's recycling operations and provide for a new storage facility for municipal operations. The western portions would be redeveloped for a new community center (or recreation center), outdoor public open space areas, specialty housing, and medical office/small business retail. The desired reuse/redevelopment plan for the property should complement the surrounding neighborhood while benefiting the larger Fountain community. The City intends to improve the eastern portions for municipal services and seek a developer partner to redevelop portions the western site area for new community-serving uses (uses other than the planned community center). The City will use its preferred reuse plan to communicate baseline expectations in its developer recruitment activities; the City acknowledges that the ultimate property redevelopment plans may vary from the ideas and design expressed in this document.

The following sections summarize the initial conceptual reuse plan alternatives (Section 3.2) and explain the design and various components of the City's preferred reuse plan (Section 3.3). Chapter 4 provides planning-level recommendations for the City to better position the Lorraine Center property for redevelopment.

Above: View of a small-scale two-level office bulding like those planned for the Lorraine Center property.

SECTION 3.2: CONCEPTUAL REUSE ALTERNATIVES

Starting in early May 2022, Stantec created a series of conceptual reuse plan alternatives to show potential redevelopment scenarios for the Lorraine Center property that included the site components described in the previous section. In summary, the Working Group initially showed a preference for Alternatives B and C and requested a hybrid concept (alternative D). The City then created an online community survey to seek public feedback on local preferences for concepts, potential land uses, and design considerations. The following describes the initial conceptual plan alternatives, and Figures 3.2.1 – 3.2.4 depict these design options.

Common Concept Themes - Each concept alternative includes the following site elements and assumptions:

Municipal Storage and Operations – the northeast portions of the property would be redeveloped for a new Parks and Recreation storage area with a new 6,000-sf building on 1.29 acres.

Recycling Center – the existing Recycling Center would remain (with potential enhancements) with operation buildings and a large material storage area on approximately 0.7 acres.

Trail – a new multi-use trail is planned along the railroad as depicted in the City of Fountain Comprehensive Plan (developed either concurrently or separately from the property redevelopment). Site redevelopment should include connections to the trail.

Community Center – the western portions of the property would include a new 24,000-sf Community Center (or Recreation Center) with some outdoor recreation uses. Garden plots for community use should be added to the property (in various property locations).

Other Use Options – the western portions of the property should include other community-serving uses such as housing (as various types) and medical/professional offices.

Zoning Assumptions – For these lans, it is assumed that the POS zone would be applied to the future Community Center (The Code lists Parks and Recreation uses for the POS zone; the code specifically lists Community Centers for the MF and Manufactured Home Zone). It was also assumed that certain uses (e.g., large scale residential buildings, and nonresidential uses) may necessitate a rezone.

Street Orientation – All plans aim to downplay the visual effects of surface parking lots; where feasible, parking lots are planned to the rear or side of the buildings they serve.

Concept A – Townhouse Community

Concept A features a townhouse community occupying most of the western portions of the property. The two-story townhomes have access from N. Vine Street and a new street, Street 'A': most units have alley-accessible rear garages, whereas six units have garage access from the street. A new public recreation center is planned at the southwest corner of the property including a surface parking lot (behind the building), community garden plots, playground, sport courts, and casual gathering spaces. The concept includes a new local street connection (Street 'A') between Iowa Avenue and Vine Street. This alternative shows pedestrian connections to the future multi-use trail, an open space tract, and stormwater management facility. The eastern portions of the property are planned for the recycling center (to remain) and a new municipal storage/operations area.

Notable Design Elements:

- **Townhouses:** The plan includes 44 townhouse units (shown as two level). Lots 1-38 have alley-accessible 2-car private garages, and lots 39-44 are street loaded single car garages with driveway parking.
- **Open Space Tracts:** Tract 'A' is shown as a public open space, and Tract 'B' is a private or semi-private open space with a playground. Lawn and other landscaping are planned throughout the community.
- **Recreation Center:** The plan includes a new 24,000-sf Recreational Center (including a partial adaptive reuse of a portion for old school). Parking is a combination of 60 on-site and 37 street parking spaces, where the on-site spaces meet International Transportation Engineers (ITE) recommendations (97 total spaces).

Concept B – Senior Residential Community

Concept B features a mixed-residential senior community including a large assisted-living facility on the northern portion of the property with independent living cottages positioned in the center of the site. A new public recreation center is planned at the southwest corner of the property. Access to the recreation center, cottages, and assisted-living facility is provided by Street 'A', off E. Iowa Avenue. Landscaping prioritizes screening adjacent uses within the site as well as from the rail line and adjacent streets.

Notable Design Elements:

- **Cottages:** The plan includes 8 cottages designed as one-level duplex buildings, used as independent living units associated with the adjacent assisted living facility. Each unit has street-loaded 2-car garage spaces and driveway parking.
- **Assisted Living Facility:** A 42,600-sf single-level assisted living facility with 56 units is planned at the northwest corner of the property. The building includes common dining, resident services, and offices. Living units average 600-sf and house residents needing varying levels of medical care/assistance. The facility has outdoor garden plots, lawns, and private patio and a central courtyard. The facility is served by a surface parking lot.
- **Recreation Center:** The plan depicts a new 24,000-sf Recreational Center (including a portion of the original school building), community garden plots, playground, sport courts, and casual gathering spaces. Parking is a combination of 74 on-site and 23 street parking spaces where the on-site spaces meet ITE recommendations (99 total parking spaces).

FIGURE 3.2.1 - CONCEPT A

SITE STATISTICS

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: POS - Parks and Open Space District AND MF - Multifamily Residential District

Phase I - Recycling Center
Area: ~0.70-acres

Phase II - Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Phase III - Townhouse Community with Community Space
Area: ~6.18-acres
Residential Areas
Buildings: 44 townhouse dwellings (26-ft X 40-ft typical)
Parking: Lots 1-38: 2 garage spaces PLUS driveway parking
Lots 39-44: 1 garage space PLUS driveway parking
Typical Lots: 26-ft X 85-ft interior / 36-ft X 85-ft end
Typical Setbacks: 25-ft front / 5-10-ft side / 20-ft rear

Tract A - Open Space
Area: ~0.08-acres
Tract B - Open Space
Area: ~0.59-acres

Phase IV - Recreation Center
Area: ~1.65-acres
Buildings: 24,000-sf Recreation Center (reuse of existing)
Parking: 60 stalls (2.5 / 1,000-sf)
PLUS 37 street parking stalls

Roadways
Typical Streets: 60-ft right-of-way
Typical Alleys: 20-ft right-of-way

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data – no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.

FIGURE 3.2.2 - CONCEPT B

SITE STATISTICS

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: POS - Parks and Open Space District AND MF - Multifamily Residential District

Phase I - Recycling Center
Area: ~0.70-acres

Phase II - Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Phase III - Senior Community
Area: ~4.38-acres
Residential Areas
Buildings: 8 duplex dwellings (45-ft X 40-ft typical)
56 assisted living dwellings (~42,600-sf facility)
Parking: 2 garage spaces per unit PLUS driveway parking
55 parking stalls
Typical Setbacks: 25-ft front / 5-10-ft side / 20-ft rear
Tract A - Open Space
Area: ~0.29-acres

Phase IV - Recreation Center
Area: ~1.65-acres
Buildings: 24,000 square feet total
Parking: 74 parking stalls (3.16 / 1,000-sf)
PLUS 23 street parking stalls
Typical Setbacks: 20-ft front / 20-ft side / 20-ft rear

Roadways
Typical Streets: 60-ft right-of-way

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data – no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.

Concept C – Medical Office

Concept C features a medical office complex occupying the southwest portions of the property along the E. Iowa Avenue frontage; an internal surface parking lot serves all tenant spaces. A recreation center is planned on the northern portion of the site, with access from N. Vine Street. In comparison to the other concepts, the recreation center occupies slightly more acreage and includes additional sports courts and a dog park. The concept proposes Vine Street to be extended to connect into Iowa Avenue (creating a new neighborhood connection).

Notable Design Elements:

- **Medical Office:** The plan includes seven (7) 5,000-sf one-level medical condominium buildings; each building contains up to two tenant spaces. The parking lot has 275 spaces.
- **Recreation Center:** The plan includes a new 24,000-sf recreational center with various outdoor recreational amenities. Parking is accommodated by 96 on-site spaces.

Concept D – Specialty Housing, Office, and Recreation

This alternative is a hybrid of concepts B and C to include specialty housing (e.g., senior living), medical office, and a new recreation center (plus the municipal operations on the eastern portion of the property). A new private street extends into the property with a turn-around area just south of the new housing building; there is an emergency vehicle connection to Vine Street (it will remain closed most times).

Notable Design Elements:

- **Specialty Housing Building:** A 42,600-sf single-level housing facility with 56 units is planned at the northwest corner of the property. Living units average 600-sf and the building includes dining, service, and office operations. The facility is served by a 58-space surface parking lot.
- **Medical Office:** The plan includes three (3) 5,000-sf one-level medical condominium building; each building contains up to two tenant spaces. Parking areas provide 85 spaces.
- **Recreation Center:** The plan depicts a new 24,000-sf Recreation Center (including a portion of the existing school building), community garden plots, playground, sport courts, and casual gathering spaces. Parking is a combination of 74 on-site and 23 street parking spaces where the on-site spaces meet ITE recommendations (99 total parking spaces).

FIGURE 3.2.3 - CONCEPT C

SITE STATISTICS

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: POS - Parks and Open Space District AND RMU - Residential Mixed-Use District

Phase I - Recycling Center
Area: ~0.70-acres

Phase II - Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Phase III - Medical Office Center
Area: ~3.23-acres
Buildings: 7 office condo buildings (2 units each)
35,000 square feet total
Parking: 275 parking stalls (5 / 1,000-sf)
Typical Setbacks: 0-25-ft front / 5-10-ft side / 20-ft rear

Phase IV - Recreation Center
Area: ~2.72-acres
Buildings: 24,000 square feet total
Parking: 96 parking stalls (4 / 1,000-sf)
Typical Setbacks: 20-ft front / 20-ft side / 20-ft rear

Roadways
Typical Streets: 60-ft right-of-way

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data – no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.

FIGURE 3.2.4 - CONCEPT D

SITE STATISTICS

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: RMU - Residential Mixed-Use District, POS - Parks and Open Space District AND MF - Multifamily Residential District

Recycling Center
Area: ~0.70-acres

Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Specialty Housing[4] / Ancillary Medical Office / Small Business Retail SPEC
Area: ~4.28-acres
Housing Areas
Buildings: 56 dwelling units (~42,600-sf facility)
Parking: 30 parking stalls
Typical Setbacks: 25-ft front / 5-10-ft side / 20-ft rear
Ancillary Medical Office / Small Business Retail Areas
Buildings: 15,000-sf (three 5,000-sf buildings)
Parking: 85 parking stalls
Typical Setbacks: 0-ft front / 5-ft side / 5-ft rear
Tract A - Open Space
Area: ~0.29-acres

Community Center
Area: ~1.65-acres
Buildings: 24,000 square feet total
Parking: 74 parking stalls (3.16 / 1,000-sf)
PLUS 23 street parking stalls
Typical Setbacks: 20-ft front / 20-ft side / 20-ft rear

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data – no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.
4. For this concept plan, "Specialty Housing" is defined as affordable, senior, and/or public service allowances of housing.

Disclaimer: The City needs to ensure (to the best of its ability) that this project is future tense with no commitment of budgetary expenditures and highly contingent upon procuring a private-development-partner on behalf of the Reuse Site Planning.

Community Survey Feedback

In July/August of 2022, the City hosted an on-line survey and promoted the questionnaire to the general Fountain community to obtain local feedback relating to public needs, service/housing demands, property appearance perceptions, and individual preferences relating to potential land uses for the Lorraine Center property. The City used the survey responses to refine the redevelopment focus for the property and to create their preferred reuse plan for the site (discussed in section 3.3). The following lists the questions posed and the participant responses. The full survey report is provided in Appendix A.

- **Which of the following describes your connection with the Fountain community:** Most of the respondents (94.8%) indicated they were Fountain residents; other respondents were business owners, individuals working (but not living in) Fountain, or represented community organizations.
- **What types of services and amenities are lacking in the Old Town, downtown center of Fountain? (select all that apply):** Most responses indicated that Diverse Business and Lifestyle Shops (55.75%) and Recreational Amenities, Public Parks, and Gathering Areas (64%) are lacking. Diverse Medical Services (9.2%) and Attainable Housing (12.4%) were also notable responses. Over 19% of the participants said all were lacking.
- **Do you feel that the greater Fountain area has enough housing options?** (participants indicated their response on a sliding scale | 0=no options / 100=several options): The participant responses indicated an average score of 58, meaning participants felt there are housing options but there could be more.
- **What type of housing would you like to see added to Fountain?** (select all that apply with write-in option): Just over 37% of the responses expressed a desire for more single-family detached houses. Over 31% of the responses identified senior housing, 22% identified townhouses, and 21% indicated small apartments (2-3 stories). Duplexes received 13%: whereas 23% included other suggestions.
- **What type of redevelopment would you prefer to see on the City-owned property [i.e. the Lorraine Center property] ?** (select one): Over 62% of the participants indicated a preference for Recreation and Public Space, whereas 6.72% preferred Medical Services, 4.61% chose Residential, and 10.94% supported all three options. Notably, 15.75% indicated other options.
- **What is your current impression of the property?** Most of the participants (~48%) thought the property is "Underutilized with Potential", and 21% described it as "Abandoned Vacant Property". To a lesser extent, other responses described the property as "Lackluster Curb Appeal" or "Quiet and Non-intrusive with the Neighborhood".
- **What are you most excited about regarding the property redevelopment?** (select all that apply): Over 73% of the responses expressed excitement for new recreation added to the neighborhood/community. There were almost equal responses to (a) improving the property appearance (31.98%), (b) new business services (35.27%), and (c) economic vitality / community walkability and trail access (38.18%).
- **What are you most concerned about regarding the property redevelopment?** (Select all that apply): Over 61% of the responses indicated that uncertainty about the specific project on the property was a major concern. Increased vehicle traffic in the neighborhood (19%) and building scale/massing (5%) were other high-ranking concerns.

SECTION 3.3: PREFERRED SITE REUSE PLAN

The City's preferred site reuse plan for the Lorraine Center property includes a mix of uses including a new community center (formally referred to as "recreation center"), specialty housing, medical office/ small business retail, and municipal operations. This design is a hybrid from the other conceptual reuse alternatives and responses to the Working Group's recommendations and community feedback from the on-line survey. Figure 3.3.1 depicts the preferred reuse plan, table 3.3.a lists the site statistics, and the following subsections provide summaries of key site components. This reuse plan shows a potential redevelopment scenario for the property. The City intends to seek a developer partner through a formal procurement process; through that arrangement the City will construct some property elements, whereas the developer partners will construct others (e.g., specialty housing, commercial services, etc.).

Above: Example of a small-scale commercial/office building with quality facade materials as planned for portions of the Lorraine Center property.

Table 3.3.a - Site Statistics Table (Reuse Plan)

Site Area: 8.68-acres (including N. Ring Street right-of-way)
Current Zoning: RMU - Residential Mixed-Use District
Potential Zoning: RMU - Residential Mixed-Use District, POS - Parks and Open Space District AND MF - Multifamily Residential District

Recycling Center
Area: ~0.70-acres

Parks and Recreation Storage
Area: ~1.29-acres
Buildings: 6,000-sf

Specialty Housing[4] / Ancillary Medical Office / Small Business Retail SPEC
Area: ~4.28-acres
Housing Areas
Buildings: 106 dwelling units (~85,000-sf facility)
Parking: 80 parking stalls (0.75 / unit)
Typical Setbacks: 25-ft front / 5-ft side / 20-ft rear
Ancillary Medical Office / Small Business Retail Areas
Buildings: 20,000-sf (four 5,000-sf, 2-level buildings)
Parking: 100 parking stalls (5.0 /1,000-sf)
Typical Setbacks: 0-ft front / 5-ft side / 5-ft rear
Tract A - Open Space
Area: ~0.30-acres

Community Center
Area: ~1.65-acres
Buildings: 24,000 square feet total
Parking: 74 parking stalls (3.16 / 1,000-sf) PLUS 23 street parking stalls
Typical Setbacks: 20-ft front / 20-ft side / 20-ft rear

Notes:
1. This plan is conceptual in nature and intended to graphically convey a potential redevelopment scenario for the property. Civil engineering analysis and design are required. This plan does not address stormwater management.
2. The conceptual plan is based on aerial photography and geographic information systems (GIS) base map data - no land survey was used to create this drawing.
3. The conceptual plan assumes right-of-way dedication to N. Vine Street.
4. For this concept plan, "Specialty Housing" is defined as affordable, senior, and/or public service allowances of housing.

FIGURE 3.3.1 – REUSE PLAN

Municipal Operations

The eastern portion of the property will be reserved for municipal operations including continued use of the recycling center and a new storage/operations facility for the City's parks and recreation department. Ring Road will be improved with new paving, sidewalks, and street trees – a security gate will be installed at the storage lot entrance. The recycling center may include driveway enhancements but will mostly remain as an open lot. Most of the parks and recreation storage lot will be paved to allow for vehicle and material storage while providing service vehicle access to the existing soil/gravel bin. A new 6,000-sf storage building will be constructed near the south end of the lot.

1. View of the existing fleet and material storage yard. | 2. Existing gravel/soil bin on the eastern portion of the property. | 3. Existing recycling center operations on the property. | 4 Example of a municipal operations building/yard.

Community Center

The reuse plan includes a new community center building at the southwest corner of the Lorraine Center property. In this arrangement, 3,400-sf of the former school building will be retained and adaptively reused for a reception area, meeting rooms, and/or administrative offices; the rest of the existing structure will be removed (given its structural defects). The new 20,600-sf building addition (as envisioned) will be constructed to the north. Parking will be provided along adjacent streets and within a surface parking lot behind the community center building; an emergency access driveway will be provided to Vine Street. The parcel will include outdoor amenities including a small patio space, community garden plots (along the south and east sides of the building), a small playground, and walking pathways.

1. View of the front portion of the former school building along Iowa Avenue - this portion is planned to be adaptive reused for a portion of a new community center (pending architectural evaluation). | 2. Interior example of a community center with flexible space for gatherings. | 3. Example of a small-scale playground at the entrance of a community center. | 4. Example of a public center with drought tolerant landscaping areas.

Medical Office / Small Business Retail

The reuse plan includes a small-scale medical office/ business retail area focused mid-block along Iowa Street. Four (4), two-level 5,000-sf buildings comprise this area. Each building includes up to two tenant spaces for medical office, professional office, and retail/sales operations (as allowed by the underlying zoning). The buildings are envisioned to mimic the scale and style of residential uses in the neighborhood in terms of exterior materials, window coverage, and roof line. Parking is provided along adjacent streets and within a shared surface parking lot. Sidewalks provide pedestrian connections to near-by streets and other uses on the property.

1. View of the eastern portions of the former school building - this area is planned for new small-scale office/businesses. | 2. Example of an outdoor leisure space in an office deveopment. | 3. Example of a two-level office with traditional roof design and facade materials. | 4 & 5. Examples of small-scale, two-level office buildings with quality faccade materials and landscaped areas.

Specialty Housing

The reuse plan includes a new 85,000-sf, two-level specialty housing building on the northwest portions of the Lorraine Center property. The building is conceptualized with 106 living units (averaging 700-sf in size). The building also includes a reception area, staff offices, a centralized dining area, and indoor common areas for guests/residents. Parking is planned in a shared surface parking lot interior to the property. The facility will have several outdoor gathering spaces including courtyards, patios, and lawn area. Community garden plots are planned central to the parking areas. Sidewalks/pathways connect into a planned multi-use trail along the rail line (and the northeast property boundaries). The building could be designed to downplay its size/scale as seen from the adjacent neighborhood; the western façade is broken up with courtyards and building wings (rather than a large continuous plain). The building's exterior and roof lines will be more residential in character to complement the adjacent homes/neighborhood.

1. View of the northern portions of the property. | 2. Example of senior living facility with outdoor courtyard space. | 3. Example of a shared parking lot and drop-off area (in distance). | 4. Common areas inside an assisted living facility. | 5. Example of a two-level senior housing project. | 6. Example of a community garden as proposed on the property (Source: cdc | unsplash.com).

View of the Lorraine Center from the Northwest (Source: Google Earth)

Chapter 4:

Implementation Recommendations

(Image Source: kelly-sikkema | unsplash.com).

SECTION 4.1: GENERAL RECOMMENDATIONS

The City has the goal to redevelop the Lorraine Center property for new community-serving uses and to support its municipal operations. For portions of the property, the City intends to seek (and obtain) a developer partner to construct and operate specialty housing and offices/commercial uses on the property. Long-term, the City will seek to identify and attain resources (on behalf of the Plan's objectives) for a new community center and outdoor operation (in the district.) To achieve this goal, the City can execute near-term actions to position the property for redevelopment; these actions would commence developer interest/procurement activities, address regulatory barriers, streamline review and permitting, and place this underutilized site back into productive use. Below are key planning-level recommendations for the City. These actions should occur prior to final project design, permitting, subdivision, and redevelopment activities.

Action 1: Zoning Designations – The property's current RMU zone may not fully accommodate all the land uses and building types depicted on the preferred reuse plan; the RMU limits building sizes to 5,000-sf, limits residential density to 16 dwelling units per acre, and does not explicitly allow for community centers (or other parks and recreational uses). There is opportunity for the City to rezone portions of the property to fully accommodate the planned uses/buildings. Alternatively, the City may choose to adopt zoning text amendments that would accommodate more development potential for the RMU zone (this may include design and compatibility provisions to ensure the resulting development fits into the surrounding neighborhood). City-initiated rezone actions (or text amendments) would expedite property redevelopment and create a more enticing real estate opportunity for a developer partner (i.e., by adding more allowances, increased predictability, and streamlining the review procedures). Note, a property

rezone may also require amendments to the City's Comprehensive Plan Future Land Use Map (to achieve consistency).

Action 2: Materials Management and Regulated Building Materials – Recent environmental studies did not identify indications of significant impacts to soil or groundwater. No additional assessment has been recommended. A Materials Management Plan was prepared to guide handling of unanticipated contaminated materials if encountered during redevelopment. . Asbestos has been identified in the property building. The asbestos will require abatement prior to building redevelopment. If portions of the building are to be retained for adaptive reuse, a lead paint survey should also be conducted to guide safe reuse of building components.

Action 3: Structural Assessment / Reuse Feasibility – The reuse plans propose that a small area of the former school building will be retained and adaptively reused for a portion of the planned community center building. There is opportunity for the City to initiate a structural assessment by an engineer (and potentially an architectural firm) to identify whether there are major foundation and load-bearing wall deficiencies that would add excessive costs to building reuse. This information could help inform whether a reuse project could be cost feasible. Furthermore, the City should retain an architect to determine whether the structure could be effectively adaptively reused to serve its intended use (i.e., reception and office operations for the community center). These findings may expedite the feasibility/ financing, planning/design, and construction phases.

Action 4: Title Report – Many times, a property may include easements and/or use restrictions that limit how it can be utilized and/or prevent development activities on certain portions of the land. The City should obtain a title report and examine whether there are impediments to property use/ development; if those conditions are present, the City can adjust its reuse plans/expectations or take further actions to remedy those associated restrictions. The title report information will help inform the end developer partner whether the property title would pose challenges to property (re)development.

Action 5: Utilities Analysis – The reuse plan includes a diverse set of land uses that may be more intense when compared to the former school use. Furthermore, the site includes several existing rights-of-way that will be vacated to accommodate redevelopment (e.g., unimproved rights-of-way are present mostly on the eastern portion of the site). Prior to project design and developer recruitment activities, there is opportunity for the City to conduct a utilities analysis to identify (a) whether there is potable water and sanitary sewer capacity to serve the proposed uses (as depicted on the reuse plan), (b) the location of underground service lines (especially in the rights-of-way that will be vacated), (c) potential line upgrades (and/or relocation), and (d) whether right-of-way vacations are feasible. This information would help the City plan for supportive system upgrades and inform potential developer entities of potential infrastructure costs that would otherwise affect a project's feasibility.

Action 6: Request for Proposals (RFP) Announcement / Public Offering – The City intends to seek out a developer partner to purchase portions of the property and construct certain site components (namely the specialty housing and office/ commercial components). The City should complete the other actions above, then issue a formal request for proposals (or other public offering) to developer entities (whether public or private). In preparing for the RFP, the City should identify the price, incentives, and regulatory support it is willing to provide to potential respondents. This is vital so that the City can quickly select a developer and enter negotiations/ contracting. The City should prepare an RFP package that outlines the site, existing improvements, land use/development-style expectations, and available incentives. The City should make zoning and supplemental studies available to respondents to expedite the due diligence phases (e.g., Regulated Building Materials report, Phase I/II Environmental Site Assessment studies, utilities analysis, etc.).

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(Image Source: green-chameleon | unsplash.com

Appendix A

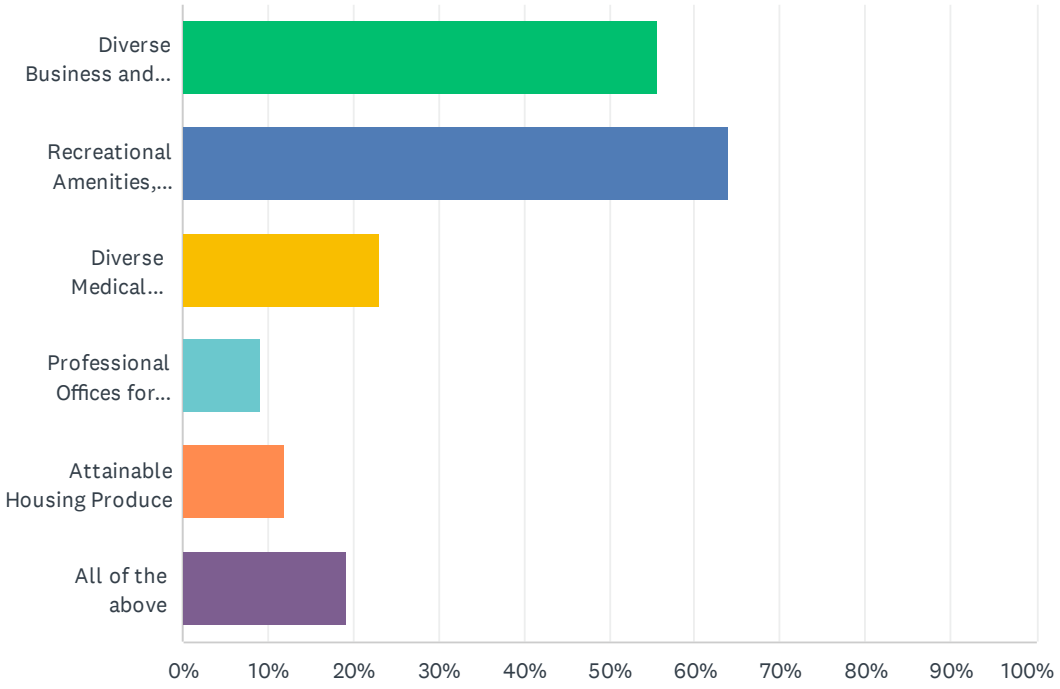
Survey Responses Report

Q2 Enter the zip code for your primary residence or place of employment (if in Fountain).

Answered: 576 Skipped: 6

Q3 What types of services and amenities are lacking in the Old Town, downtown center of Fountain? (select all that apply)

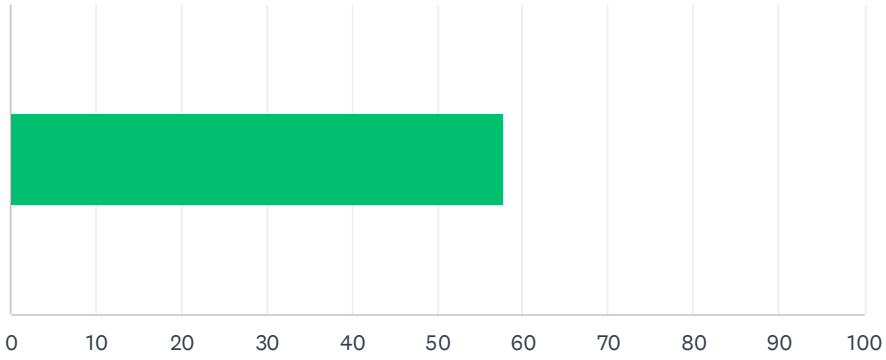
Answered: 565 Skipped: 17



ANSWER CHOICES	RESPONSES	
Diverse Business and Lifestyle Shopping	55.75%	315
Recreational Amenities, Public Parks, and Gathering Areas	64.07%	362
Diverse Medical Services	23.01%	130
Professional Offices for Business entry	9.20%	52
Attainable Housing Produce	12.04%	68
All of the above	19.12%	108
Total Respondents: 565		

Q4 Do you feel that the greater Fountain area has enough housing options?

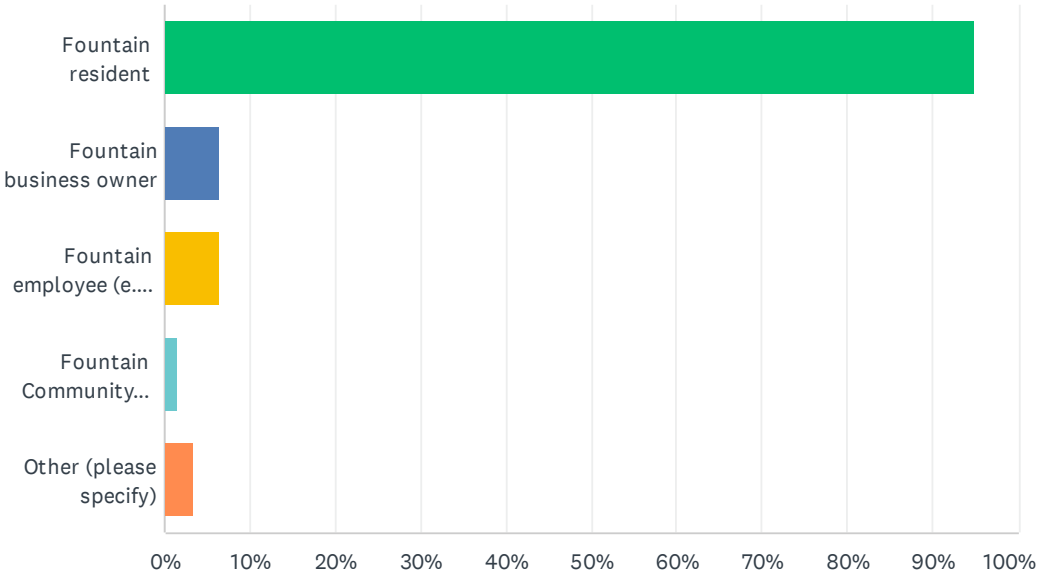
Answered: 525 Skipped: 57



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	58	30,371	525
Total Respondents: 525			

Q1 Which of the following describes your connection with the Fountain community (select all the apply)

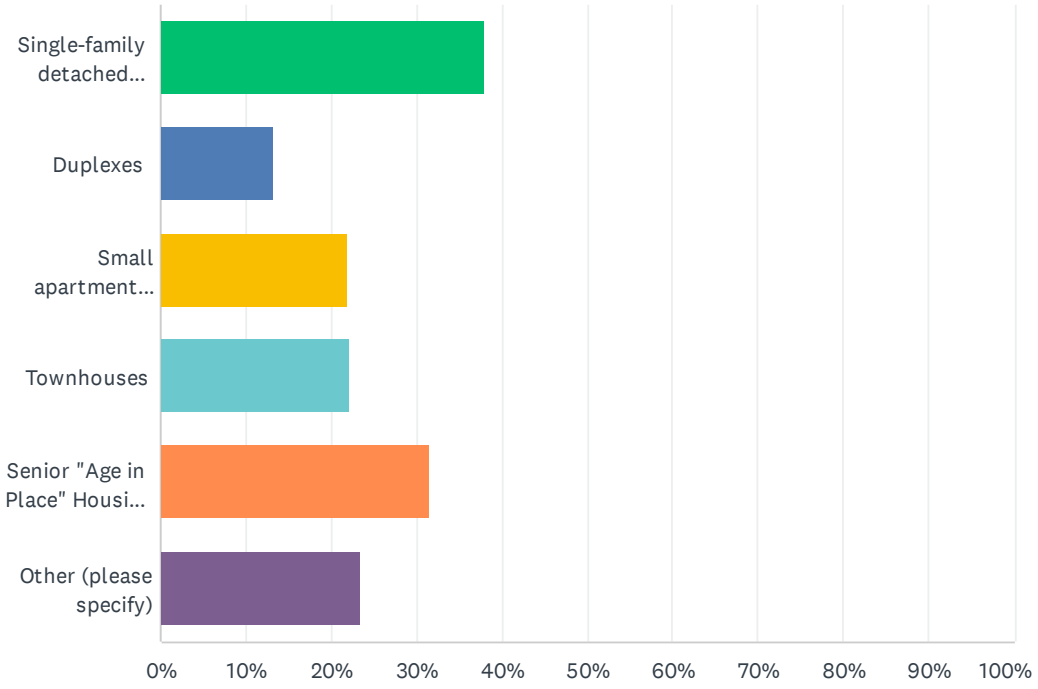
Answered: 581 Skipped: 1



ANSWER CHOICES	RESPONSES	
Fountain resident	94.84%	551
Fountain business owner	6.37%	37
Fountain employee (e.g., I work in Fountain but am not a business owner or a resident.)	6.37%	37
Fountain Community Organization (e.g., I am a representative of the Chamber of Commerce, a place of worship, etc.)	1.55%	9
Other (please specify)	3.44%	20
Total Respondents: 581		

Q5 What type of housing would you like to see added to Fountain (select all with write-in option)?

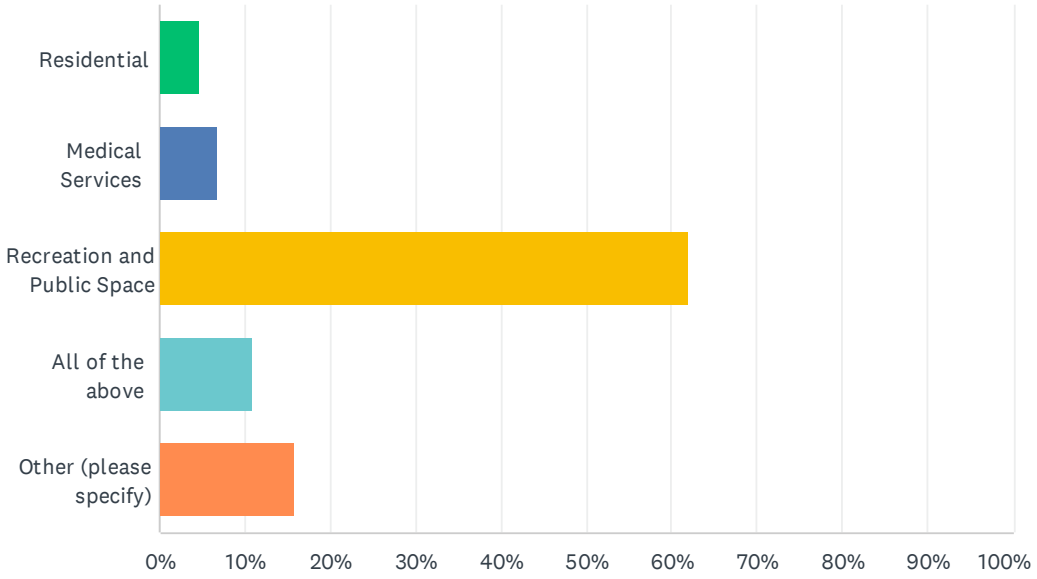
Answered: 511 Skipped: 71



ANSWER CHOICES	RESPONSES	
Single-family detached housing (i.e., Houses)	37.96%	194
Duplexes	13.31%	68
Small apartment buildings - 2-3 stories	21.92%	112
Townhouses	22.11%	113
Senior "Age in Place" Housing (i.e., age 55 or older)	31.51%	161
Other (please specify)	23.48%	120
Total Respondents: 511		

Q6 What type of redevelopment would you prefer to see on the City owned property (select one)? (These are the types of land uses that are allowed in the property's current zone.)

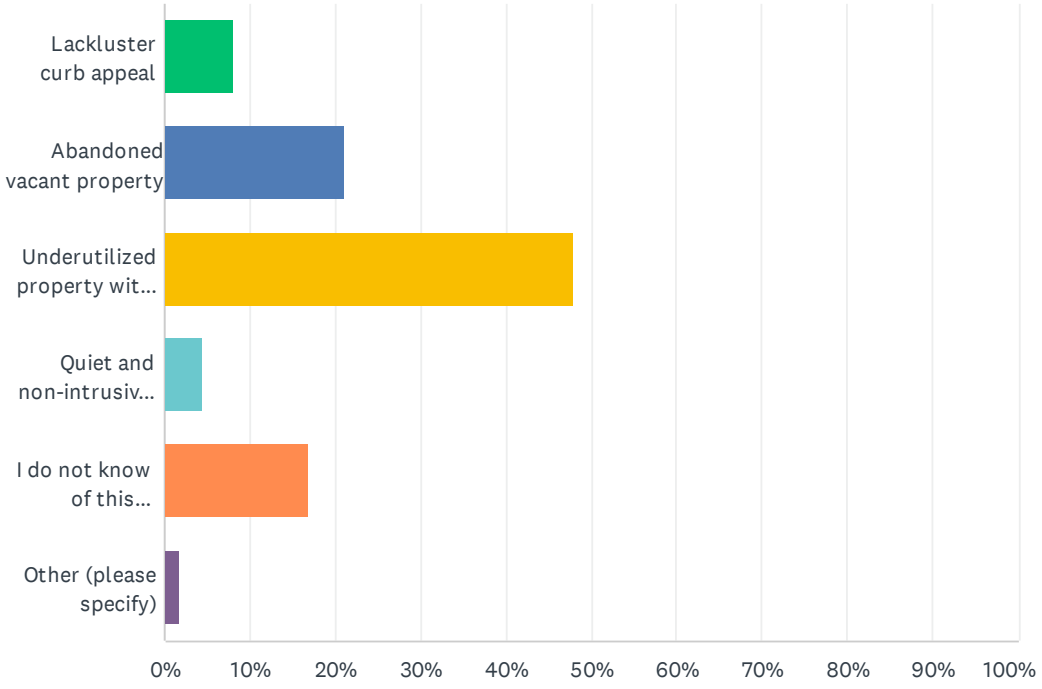
Answered: 521 Skipped: 61



ANSWER CHOICES	RESPONSES	
Residential	4.61%	24
Medical Services	6.72%	35
Recreation and Public Space	62.00%	323
All of the above	10.94%	57
Other (please specify)	15.74%	82
TOTAL		521

Q7 What is your current impression of the property?

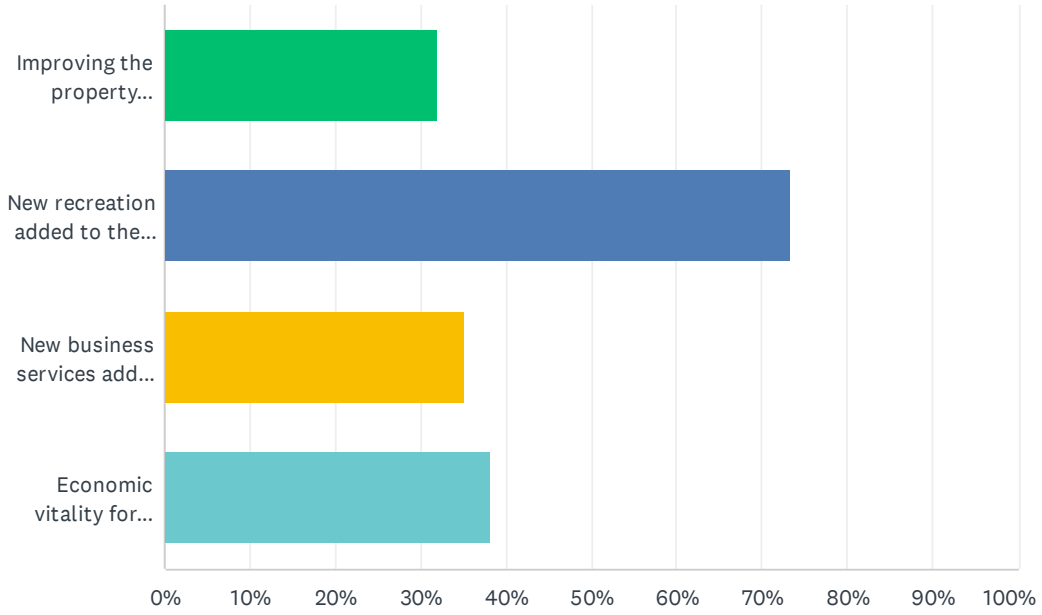
Answered: 523 Skipped: 59



ANSWER CHOICES	RESPONSES	
Lackluster curb appeal	8.03%	42
Abandoned vacant property	21.03%	110
Underutilized property with potential	47.99%	251
Quiet and non-intrusive with neighborhood	4.40%	23
I do not know of this property	16.83%	88
Other (please specify)	1.72%	9
TOTAL		523

Q8 What are you most excited about regarding the City owned property redevelopment? Select all that apply.

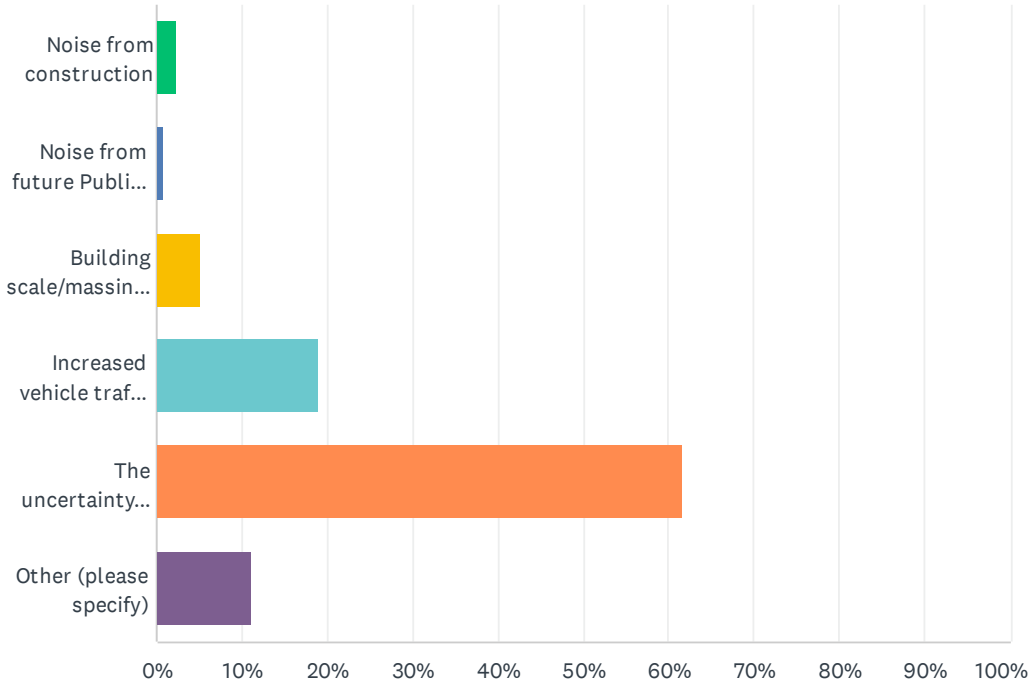
Answered: 516 Skipped: 66



ANSWER CHOICES	RESPONSES	
Improving the property appearance	31.98%	165
New recreation added to the neighborhood/ community	73.45%	379
New business services added the neighborhood	35.27%	182
Economic vitality for the downtown/ community Walkability and Trail Access	38.18%	197
Total Respondents: 516		

Q9 What are you most concerned about regarding the City owned property redevelopment? Select all that apply.

Answered: 498 Skipped: 84



ANSWER CHOICES	RESPONSES	
Noise from construction	2.41%	12
Noise from future Public uses/redevelopment	0.80%	4
Building scale/massing from redevelopment	5.02%	25
Increased vehicle traffic in the neighborhood	19.08%	95
The uncertainty about the specific project on the property	61.65%	307
Other (please specify)	11.04%	55
TOTAL		498

CITY OF FOUNTAIN