



MEMORANDUM

TO: Planning Commission

FROM: Travis Parker, Director, Planning Department

DATE: November 22, 2017

SUBJECT: Lakewood Development Dialogue – Building Design

This memo is the second of five sets of recommended changes to the Lakewood zoning ordinance as a part of the Lakewood Development Dialogue process. The process began in August of 2017 with a joint study session of the Lakewood City Council and Planning Commission.

The Lakewood Development Dialogue portion of the LakewoodTogether.org website went live the second week of September. Over the past two months the site has had over 1400 visitors and over 300 people have participated on one or more of the subject specific pages.

Three public open houses were hosted by staff and Planning Commission members between September 20 and September 27. Over 70 people attended one or more of the open houses with most providing feedback on one or more areas.

At a study session on October 25, the Planning Commission directed staff to examine 23 possible changes to the ordinance in 5 separate areas. This memo looks at recommended actions regarding building design.

The two issues identified by Planning Commission regarding building design were:

1. Research and propose new architectural regulations or a design review process
2. Research and propose sustainability requirements for building design

Issue #1: Research and propose new architectural regulations or a design review process

Planning staff has looked at a wide variety of cities and their methods for regulating or encouraging good design. For those communities that attempt to influence building design, there are three main approaches:

1. Formulating unenforceable design guidelines that serve as guidance only
2. Adding specific design requirements in certain zones within the zoning ordinance
3. Creating a design review committee to review certain projects for conformance with design guidelines

The first method is useful for defining the City's vision for design, but is generally ignored by developers and their architects and so doesn't have a significant impact on design outcomes. Lakewood has created design guidelines in the past, including the Rooney Valley and the old Transit Mixed Use zoning.

Lakewood currently uses the second technique, with code sections dealing with design requirements for both residential buildings (Section 17.6.2) and non-residential buildings (Section 17.7.2). Since these are requirements within the zoning code, they are fully enforceable and used to review each new building in the City. However, the primary limitation of regulating design is the difficulty in using measurable objective standards to guide subjective and difficult to measure design elements. An example of this is a pedestrian friendly street presence. In our ordinance we use tools like window transparency and exterior element requirements to further the nebulous goal of an active and interesting pedestrian design. Moreover, guidelines in the regulations apply citywide (by zone) and are difficult to localize or apply contextually. Lakewood's current building design standards are attached as Attachments A and B.

The final method offers a solution to both of these limitations. Design review committees typically operate in defined neighborhoods or corridors, areas that warrant a specific character beyond that dictated by the ordinance. They are used to review new buildings above a set size threshold (generally area of the building in square feet) for conformance with approved design guidelines. The review is done concurrently with the existing development review process and usually includes a collaborative back and forth discussion with the developer's architect. Generally, their review and any proposed changes are binding on the development.

Successful design review committees have several common elements:

- Members have a design-related background
- Members are prepared and given sufficient time to review projects
- The committee is given sufficient time in the process to work with the developer
- The applicant is included in the process to facilitate collaboration and design changes
- The committee has decision authority over design issues

Lakewood currently has two active design review committees (both called Architectural Control Committees), one in Belmar and one in Denver West. Public comment during this process generally rated these two areas of town the highest for architectural design.

Below are examples of local design review committees with their membership and process:

Arvada

Olde Town Design Review Advisory Committee

- 7-member volunteer committee applies to serve 3-year terms
 - Olde Town residents' representative
 - Olde Town business representative
 - Historical Society representative
 - Historic Olde Town Arvada representative
 - 3 At-Large representatives
- “Members with expertise in history, architecture, landscape architecture, architectural history, prehistoric or historic archaeology and a special interest in Olde Town Arvada”
- Meet once a month, as needed

“Olde Town Arvada Design Guidelines”

- Created to “promote preservation...within Olde Town”
- Addresses:
 - Rehabilitation and Improvements
 - New construction
 - Signs
 - Site work

Process

- Application—submitted with site plan/ plat/ building permit application
 - Application form and fee
 - Narrative of design activity
 - Graphic illustrations
 - Compliance analysis explaining compliance with Design Guidelines
- Copies circulated to planning staff and DRAC

Belmar

- **Belmar Architectural Control Committee (ACC)**
- 5-member (min.) board serves 3 year terms.
 - 3 (or more) professionals in architecture, landscape architecture, or land planning
 - 1 representative of the Belmar developer
 - 1 representative of City of Lakewood

“Belmar ACC Design Guidelines and Standards”

- “intended to encourage design of the tenant space that is both individualized and sensitive to the Shopping District project as a whole”
- Addresses:
 - Exterior architectural presence and display
 - Signage
 - Retail and Restaurant layouts
 - Lighting

Process

- Tenant works with landlord and tenant coordinator to prepare submissions according to ACC standards and guidelines
- Plans are circulated to the ACC for review
 - If the submission is rejected, the tenant correct and resubmits
- Approved plans are reviewed and approved by landlord
- Landlord and ACC approved plans submitted to Lakewood for permitting

Cherry Creek North

Design Advisory Board

- 8-member volunteer committee appointed by mayor, serves 3-year terms
 - 3 licensed architects who reside in Denver
 - 1 licensed landscape architect who resides in Denver;
 - 1 member of the Board of Cherry Creek North BID or its designated successor
 - 1 property owner
 - 1 retailer from the district
 - 1 non-voting representative from the Denver Planning Office.
- Meets twice a month
- “...empowered through the City and County of Denver Revised Municipal Code to advise and assist the planning board and/or planning office in their review procedures. Design review is required within the Cherry Creek North zone district as well as within all applicable Planned Unit Development zone districts that reference the Cherry Creek North zone district.”

“Cherry Creek North Design Standards and Guidelines” (CCNDG)

- “the District must provide engaging, attractive environments along its streets, creating experiences that make visitors, workers and residents want to stay. The Guidelines must shape the character and quality of development within the District to ensure that the pedestrian experience is enhanced.”
- Addresses:
 - Site Design
 - Building Design
 - Signs
 - Streetscape

Process

- CCNDG guidelines are reviewed at pre-application meeting with Denver CP&D
- Applicant/designee presents at DRB review
 - Tenant, building owner, building management all present
 - Design professional (architect, etc.) encouraged to attend
- Board reviews the application
 - May request add'l materials
 - Recommend with or without conditions, or denied

Denver West Architectural Control Committee

Architectural Control Committee

- 5 members
 - 2 Developer representatives
 - 1 Licensed architect
 - 1 Land Planner
 - 1 City representative

Tenant Guidelines

- Addresses:
 - Exterior changes or installations
 - Outdoor events
 - Displays within 24 inches of windows
 - Signs

Process

- Requests submitted to Committee Coordinator one week prior to bi-monthly meetings

Recommendation 1: Create design guidelines for a pilot area within Lakewood and institute a design review committee for the pilot area

Staff recommends creating a committee that would embody the successful elements of design review committees in the other cities researched. If this recommendation is approved by City Council, staff would take the following steps:

1. Identify a pilot area
2. Initiate a public process to review and approve design guidelines for the pilot area
3. Form a five member design review committee with the following membership:
 - a. Three Council-chosen members with building design related backgrounds
 - b. Lakewood urban design staff member
 - c. Development Assistance project planner
4. Amend the zoning ordinance to require design review in the pilot area and initiate design review into the development review process in that area

Issue #2: Research and propose sustainability requirements for building design

Planning Commission requested City staff to review architectural design and other building standards for sustainability considerations, particularly in regards to multifamily development. In response, staff has identified potential building design standards that would encourage building design that supports the natural environment, public health, self-sufficiency, and community cohesion.

Several standards related to architectural design were identified; however, many of the recommended standards would best be enforced through the building code. Planning staff is currently working with Public Works to incorporate several of these standards into this year’s building code update and to identify potential additions for future building code updates. Below is a table listing potential standards and which ordinance, building or zoning, through which the standard might be enforced.

Topic	Standard	Desired Outcome	Proposal
Renewable Energy & Energy Efficiency	Roof orientation for solar access	Orient sloped roofs to maximize the solar yield	For future consideration
	Solar ready zones	Designate a space for solar infrastructure on rooftops and provide wiring or conduits that can accommodate future installation	Add to Building Code
	Reflective roof materials	Light-colored or reflective roof surfaces minimize heat gain, lowering cooling demands and costs	For future consideration
	Energy efficient design	Design building envelopes, mechanical systems, and other building infrastructure with efficiency in mind	Add to Building Code
	Energy consumption metering, monitoring, and reporting	Provide individual electrical meters for each unit and/or major energy user to facilitate a direct link between efficiency measures and occupants, enabling property owners and tenants to better measure and manage energy use	Add to Building Code <i>(metering for apartments)</i>
Material Resource Conservation	Construction waste	Divert construction and demolition waste from the landfill	Add to Building Code
	Resource efficient building materials	Use materials that enhance the buildings longevity and reduce on-going maintenance (e.g., stone or brick siding and metal trim) and/or use recycled content, recyclable, bio-based, or locally sourced materials	For future consideration

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Heathy Design	Healthy air systems	Increase air quality standards for air handling, HVAC systems, appliances, and other building systems	For future consideration
	Healthy materials	Implement material emission and pollutant control requirements for adhesives, sealants, paints, flooring and other materials	For future consideration
	Sound	Implement sound transmission requirements	For future consideration
	Daylighting	Implement daylighting requirements for interior spaces	For future consideration
Water Efficiency	Water efficient system design	Design building systems, such as hot water piping and cooling systems, with efficiency in mind	Add to Building Code
	Water efficient fixtures	Use water efficient faucets, toilets, and other fixtures	Add to Building Code
	Graywater use	Treat and reuse used water on site - under Colorado law, each municipality must individually authorize the use of graywater in their jurisdiction	For future consideration
	Water consumption metering, monitoring, and reporting	Provide individual water meters for each unit and/or major water user to facilitate a direct link between efficiency measures and occupants, enabling property owners and tenants to better measure and manage water use	For future consideration
Water Quality	Green roofs	Cover part or all of the roof with vegetation to accommodate drainage and reduce heat gain	For future consideration

The recommendations listed in the table above were developed through research of best practices from peer communities, green building industry standards, and technical assistance provided to the City by national solar experts through the Department of Energy SunShot Initiative SolSmart program and Colorado Code Consulting through a Colorado Energy Office program. Additional sustainable design recommendations, including landscaping and recycling facilities will be provided during the December 13, 2017 Planning Commission study session on Site Design. An alternative pathway to incorporate sustainability considerations into building design would be through third party green building certifications, such as the LEED and WELL building standard certifications. To determine the feasibility of using these certifications in the development process would require significant research into the impacts on the administrative process, staffing, cost of development, enforcement, and effectiveness.

Recommendation 2: Work with Public Works to update building standards identified in the table above. Continue to research the other identified standards and revisit at a future date.

Attachment A

17.6.2: Residential Building Design Standards

17.6.2.1: Architecture

The following design standards are intended to provide for the architectural interest of buildings throughout the City:

- A. Single-family dwelling and duplex structures on flag lots that are located away from the street shall maintain a street presence, be oriented toward and visible from the street.
- B. All residential elevations shall have a similar level of architectural treatment and detail. Residential buildings shall be designed to include at least four of the following:
 - 1. The incorporation of a porch or balcony;
 - 2. The incorporation of windows and doors;
 - 3. A change in material types or textures;
 - 4. The use of offsets or insets, such as bays;
 - 5. A vertical or horizontal change to a wall plane;
 - 6. Vertical breaks or changes to roof lines
 - 7. The use of masonry or stone on 30% or more of the building façade;
- C. Building Transparency:

Attached dwelling or multifamily building façades oriented towards a public or private street and located within 20 feet of the back of existing or required right-of-way improvements shall be designed so that the ground-floor façade includes clear glass windows and doors to increase pedestrian interest. These openings shall be arranged so that the uses are visible from and to the street on at least 30 percent of that portion of the façade located within 2 and 10 feet above grade.
- D. Structure Variation:
 - 1. Single-family dwelling and duplex structures shall not have the same color, model or building footprint on more than three consecutive lots or buildings along a street frontage.
 - 2. A different façade, façade material, or model shall be introduced for every 12 attached dwelling units within a development project.

E. Façades and Entry Ways:

1. All residential structures that are adjacent to a public or private street shall contribute to the streetscape. The street-facing elevation shall have windows and at least one of the following: a porch, stoop, balcony, or dormer.
2. Attached dwellings that are adjacent to a public or private street shall provide primary entrances facing the street.
3. Attached dwelling and multi-family structures shall have articulated façades to differentiate individual buildings.

Roof tops:

For attached dwelling and multi-family structures, all sloped roofs shall be designed to provide a shadow line along major long wall planes and on end units.

Garages:

These additional design standards are for garages and only apply to the primary front setback.

1. The garage door opening shall not comprise more than 50 percent of a linear street façade of a residential building.
2. Attached front-loaded garages for single-family dwelling or duplex structures shall not project more than 8 feet in front of the habitable portion of the structure and must meet the required front setback.
3. Detached garages for single-family dwelling, duplex, attached dwelling or multifamily structures shall be setback behind the front edge of the primary residential building.
4. The street facing façade of attached front-loaded garages for single-family dwelling, duplex, or attached dwelling structures shall include windows along at least 50% of the width of the door in a style that is compatible with the architecture of the residence.
5. The street-facing façade of attached side-loaded garages for single-family dwelling, duplex, or attached dwelling structures shall include at least one window and a similar architectural treatment as the remainder of the residential building (See Figure 17.6.1).

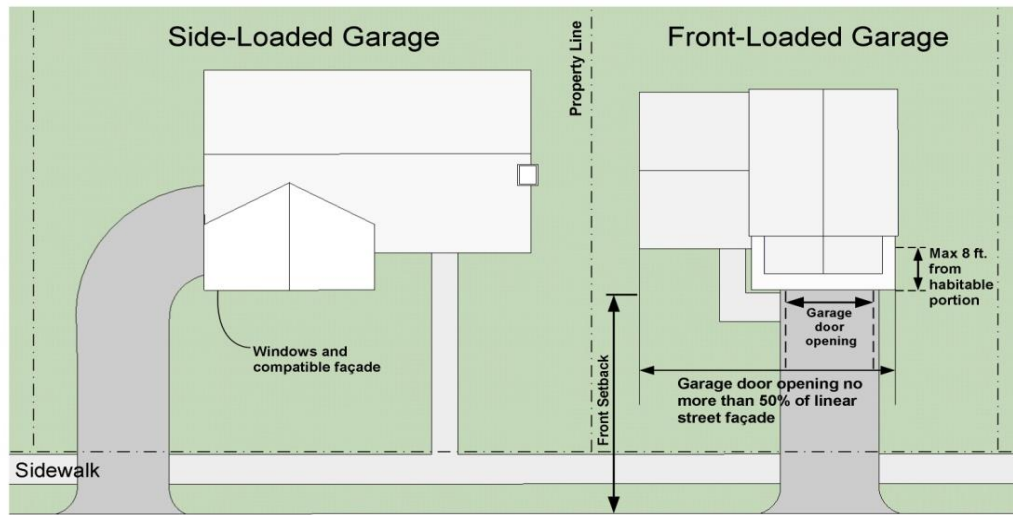


Figure 17.6.1: Attached Garages - Front and Side Loaded

17.6.2.2 Parking within a Multi-family Building or Structure

- A. The first floor façade of a parking structure located adjacent to a public street shall be designed to encourage and complement pedestrian-scale interest and activity through the inclusion of at least three architectural elements such as arcades, windows, awnings, overhangs, screens, grills, louvers or other similar non-opaque features.
- B. Façade openings that face a public street or open space shall be vertically and horizontally aligned and all floors fronting on those façades shall be level, not inclined.
- C. Parking structures shall be designed so that motorized vehicles parked on all levels of the structure are screened to a minimum height of 42 inches.
- D. Within the Urban context, the ground floor façade of a structured parking facility that abuts a public sidewalk, street, or open space and that is not occupied by entrances, exits, or waiting areas shall be designed and constructed with a minimum unfinished floor to ceiling height of 14 feet in order to allow occupancy by uses other than parking that are allowed in the underlying zone district.
- E. Within the Transit context, structured parking facilities located adjacent to a public street shall contain retail or office uses on the first floor fronting the street, or be wrapped with development of equal or greater height than the parking structure. At least 50 percent of a street-level facing a public sidewalk, street, or open space area shall contain retail or office uses to a minimum depth of 60 feet.

Exterior Building Elements

The following design standards for attached dwelling or multifamily structures are intended to minimize the impact of mechanical and service elements of buildings:

- A. Utility meters shall be screened from view from a public street to the greatest extent possible and shall be painted a color to blend with the building façade.

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- B. All external rooftop mechanical equipment shall be screened from a public street through the use of parapets or enclosures that are equal to, or greater than, the height of the equipment to be screened. The parapet or enclosure shall use one of the predominant materials or colors used on the primary façade of the building.
- C. On all structures exceeding 35 feet in height, roofs shall have drainage systems that are architecturally integrated into the building design.
- D. Any external stairwells, corridors and circulation components of a building shall be architecturally compatible with the overall structure, through the use of similar materials, colors, and other building elements.

Attachment B

17.7.2: Institutional, Mixed-Use, Commercial, and Light Industrial Building Design Standards

17.7.2.1: Architecture

The following design standards are intended to provide for the architectural interest of buildings throughout the City:

- A. The first floor façade of all buildings, including structured parking facilities, shall be designed to encourage and complement pedestrian-scale interest and activity through the use of elements such as windows, awnings, and other similar features.
- B. Architectural features and treatments shall not be limited to a single façade. All visible sides of a building, whether viewed from public or private property, shall display a similar level of quality and architectural interest, with elements such as windows, awnings, a variety of exterior materials, reveals, and other similar features.
- C. All buildings shall be designed to have at least two of the following (See Figure 17.7.1):
 1. Visual breaks in the façade such as horizontal articulation in the plane of the façade by at least 2 feet; or
 2. Change in height of the façade by at least 2 feet; or
 3. Change in materials, color, texture or pattern; or
 4. Columns or pilasters with a minimum 4-inch horizontal depth from the plane of the façade and spaced at a maximum interval of 50 feet.



Figure 17.7.1: Façade Design

17.7.2.2: Materials and Colors

- A. A variety of materials and colors shall be used on each building to avoid uniform façades. Contrast on a building may be accomplished by providing the appearance of various depths to the façade, overhangs, shadow lines on a façade of a building, or a variety of materials and texture.
- B. Color shades shall be used to unify a building or development where there is more than one tenant. Color combinations shall be complementary to the building and overall site development.

17.7.2.3: Exterior Building Elements

The following design standards are intended to minimize the impact of mechanical and service elements of buildings:

- A. Utility meters shall be screened from view from a public street to the greatest extent possible and shall be painted a color to blend with the building façade.
- B. All exterior rooftop mechanical equipment shall be setback a distance at least equal to their height above the roof, or be screened from public right-of-way through the use of parapets or enclosures that are equal to, or greater than, the height of the equipment to be screened. The parapet or enclosure shall use one of the predominant materials or colors used on the primary façade of the building.
- C. On all structures exceeding 35 feet in height, roofs shall have drainage systems that are architecturally integrated into the building design.
- D. Any external stairwells, corridors and circulation components of a building shall be architecturally compatible with the overall structure, through the use of similar materials, colors, and other building elements.

17.7.2.4; Additional Standards for Mixed-Use Zone Districts

A. Building Transparency:

Any institutional, mixed use, commercial or light industrial building façade oriented towards a public or private street and located within the front setback shall be designed so that the ground-floor façade includes clear glass windows and doors to increase pedestrian interest.

These openings shall be arranged so that the uses are visible from and to the street on 50 percent or more of that portion of the façade located between 2 feet and 10 feet above grade (See Figure 17.7.2).

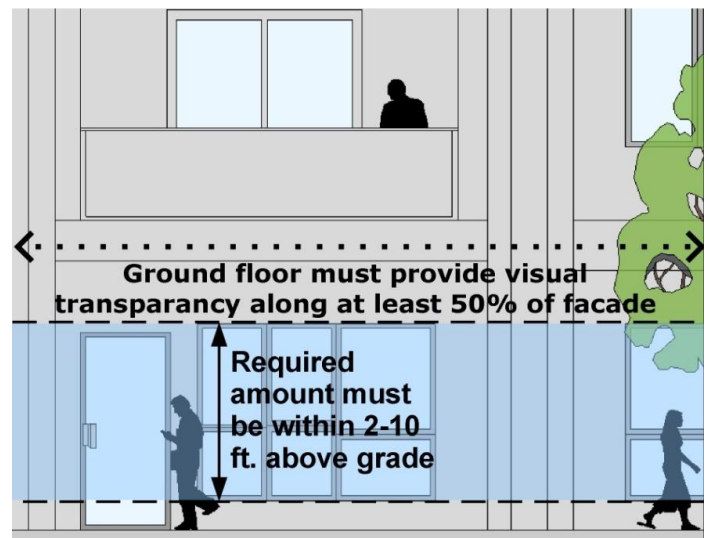


Figure 17.7.2: Ground Floor Transparency

B. Building Transparency Alternatives:

1. Up to 40 percent of the Building Transparency requirement may be satisfied with windows on the ground floor located outside of the transparency zone; or
2. Up to 40 percent of the Building Transparency requirement may be satisfied with display cases; or
3. Up to 20 percent of the Building Transparency requirement may be satisfied with permanent art displays; or
4. In no instance shall more than 40 percent of the Building Transparency requirement may be satisfied through a combination of windows outside the transparency zone, display cases, or permanent art displays.

Building Entrances:

1. Within the Suburban context, all institutional, mixed use, commercial or light industrial buildings and ground floor users shall have a primary entrance either facing an adjacent street, placed at an angle not more than 45 degrees from an adjacent street, or within 100 feet of the adjacent street on a perpendicular façade.
2. Within the Urban context, except the M-C-U district, all institutional, mixed use, commercial or light industrial buildings and ground floor users shall have a primary entrance either facing an adjacent street, placed at an angle not more than 45 degrees from an adjacent street, or within 50 feet of the adjacent street on a perpendicular façade.
3. Within the Transit context and the M-C-U district, all institutional, mixed use, commercial or light industrial buildings and ground floor users shall provide a primary entrance facing an adjacent street or placed at an angle up to 45 degrees from an adjacent street
4. Within all zoning district contexts, courtyards, plazas and similar entry features may be utilized to satisfy the building entrance requirement when these features are designed to connect the adjacent street edge to the main building entrance