

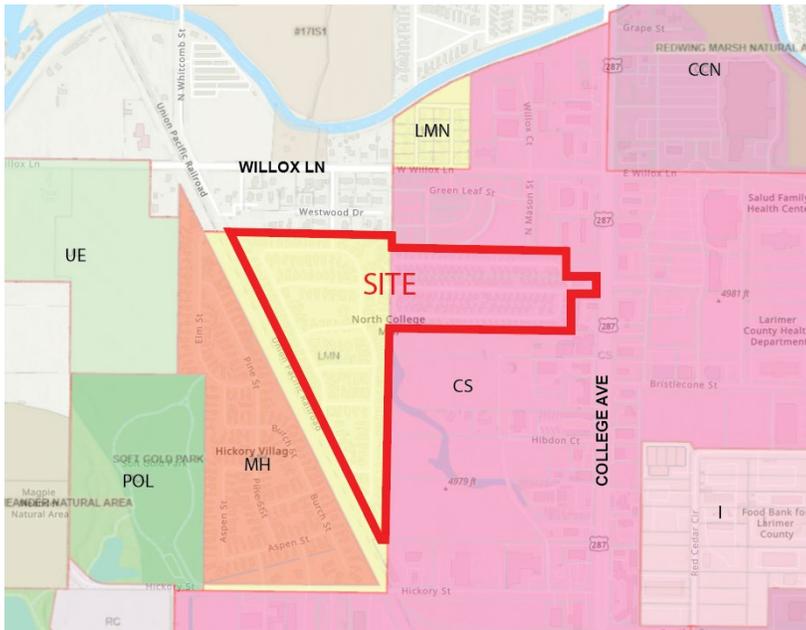
Planning and Zoning Commission Hearing: March 23, 2023

## North College Mobile Home Park Rezoning, #REZ230002

### Summary of Request

This is a City initiated request to rezone 32.8 acres from the Low Density Mixed-Use Neighborhood (LMN) and Service Commercial (CS) zone districts to the Manufactured Housing (MH) zone district. The rezoning is a continuation of City efforts began in 2020 to preserve and protect existing manufactured housing communities.

### Zoning Map



### Next Steps

After receiving a recommendation from the Planning and Zoning Commission, the proposed rezoning will be presented to City Council for consideration of approval via ordinance.

### Site Location

Located at 1601 N College Avenue, southwest of the intersection of College Avenue and Willox Lane. Parcel #s: 9702100021, 9702100025, 9702100028

### Petitioner

City of Fort Collins  
PO Box 580  
Fort Collins, CO 80522

### Owners

North College LLC  
1601 N College Avenue Office  
Fort Collins, CO 80524

### Staff

Ryan Mounce, City Planner

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### Recommendation

Approval

# 1. Project Introduction

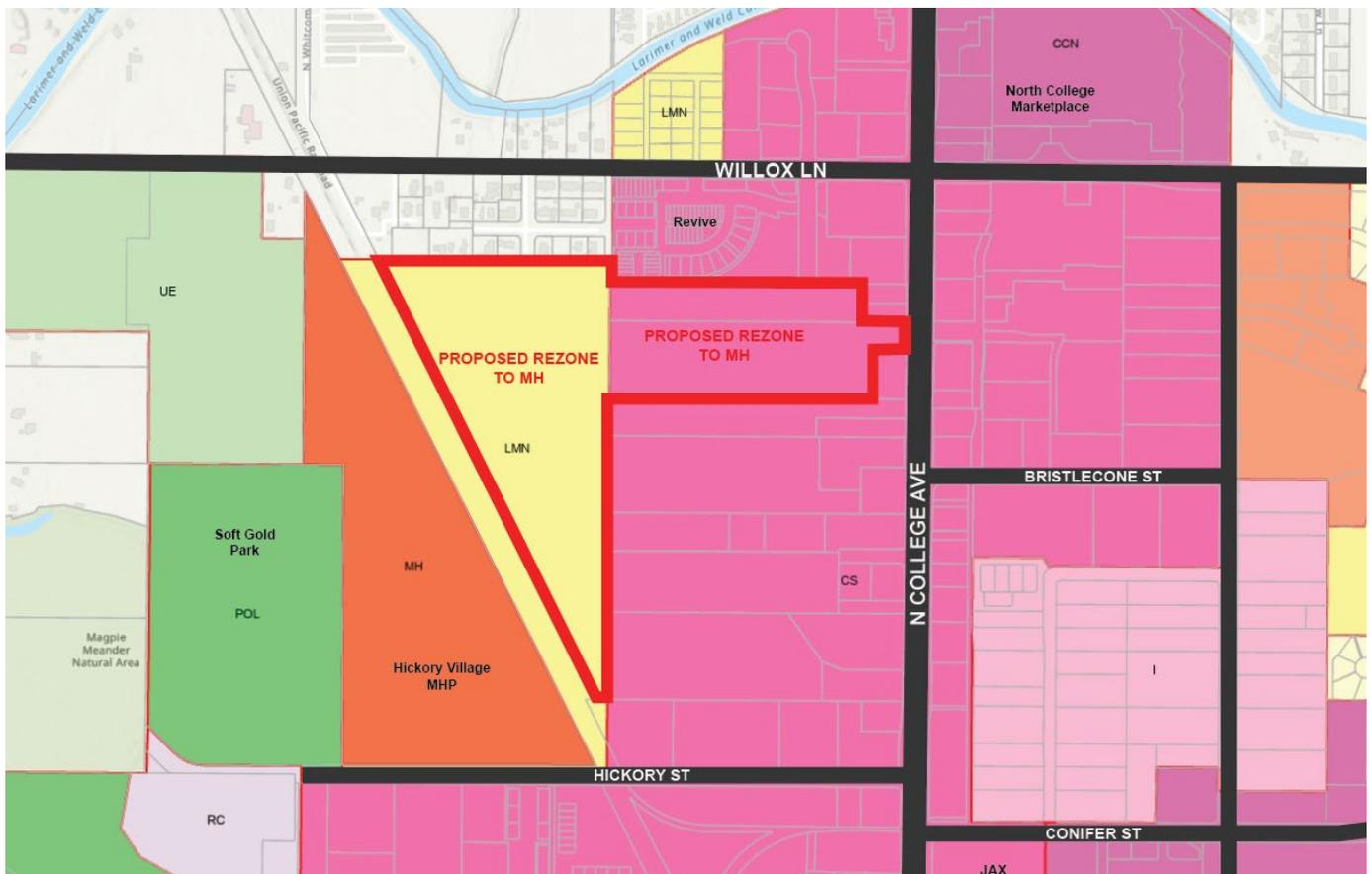
## A. PROJECT DESCRIPTION

This is City initiated request to rezone the North College Mobile Home Park to the Manufactured Housing (MH) zone district. The park is comprised of three parcels totaling approximately 32.8 acres with split zoning. The western half of the site is presently zoned Low Density Mixed-Use Neighborhood (LMN) while the eastern half is zoned Service Commercial (CS).

In 2020 the City created the MH zone district to help preserve and protect existing mobile home parks, which represent some of the most affordable housing options in the community. The MH district promotes the ongoing operation of existing parks by discouraging redevelopment to other land uses. The rezoning of parks to the MH district also seeks to ensure mobile home parks are located in zone districts where manufactured housing is a permitted land use and to reduce instances of nonconforming uses, as is currently the case for the portion of the North College Mobile Home Park located in CS zoning.

The majority of the largest mobile home parks in Fort Collins were rezoned to the MH district in 2020, however, the North College Mobile Home Park rezoning was delayed several times over the course of the pandemic due to health and public participation concerns for the senior population of the North College Mobile Home Park. Staff was also awaiting renewed policy guidance from the North College Bus Rapid Transit Study, recently passed by City Council, that recommends rezoning of the park and adjustments to the future transportation network around the property that better align with the zone districts and expectations for limited redevelopment.

Site & Zoning Vicinity Map



**B. SITE BACKGROUND & CONTEXT**

The eastern half of the site was annexed into the City in 1959 as part of the North College Annexation, while the western half was annexed in 1971 as part of the North College Mobile Plaza Annexation. The park was also developed in multiple phases, with the eastern (front) half being developed prior to the western (back) half.

The property has featured many different zoning designations over the decades and the current split zoning has been a feature since the original development of the North College Corridor Plan and adoption of the Land Use Code beginning in the mid-1990s. While the western half of the property features a residential designation, the eastern half carries a commercial designation that is consistent with the broader North College Corridor Plan land-use guidance for Service Commercial along the College Avenue frontage. More recent policy plans including City Plan and the North College Bus Rapid Transit Study now indicate the entirety of the property should fall under a residential designation and/or be rezoned to the MH zone district.

The CS designation for the eastern half of the property renders the front half of the mobile home park a nonconforming use as manufactured housing communities is not permitted in the CS zone district, and while the CS zone district does permit other types of residential dwellings, they are prohibited within 200ft of North College Avenue.

**Surrounding Zoning and Land Use**

	North	South	East	West
<b>Zoning</b>	<b>Service Commercial (CS); O-Open (Larimer County)</b>	<b>Service Commercial (CS); Manufactured Housing (MH)</b>	<b>Service Commercial (CS)</b>	<b>Manufactured Housing (MH)</b>
<b>Land Uses</b>	<b>Single Family Detached &amp; Attached Dwelling</b>	<b>Various retail, office, and light industrial uses; Hickory Village Mobile Home Park</b>	<b>Various retail, office/medical office uses</b>	<b>Hickory Village Mobile Home Park</b>

**C. MANUFACTURED HOUSING PRESERVATION & POLICY GOALS**

Manufactured housing preservation is a Council priority and preventing the displacement of residents is emphasized as a policy goal in the City’s comprehensive plan. Over the past several years, the City has initiated a number of new programs, tools, and policy goals to further these efforts, including the recent creation of the Manufactured Housing zone district to help preserve and protect existing manufactured housing communities. These local efforts are taking place at the same time the State of Colorado is reviewing manufactured housing issues, including recent state legislation to create additional resident protections and updates to the Colorado Mobile Home Park Act which encourages local jurisdictions to enact and enforce their own regulations related to manufactured housing.

Manufactured housing is an important source of naturally occurring affordable housing for those earning below the area median income. Many of the City’s manufactured housing communities feature housing costs which are comparable to or even below other forms of subsidized and deed-restricted affordable housing.

In addition to its affordability, manufactured housing also offers similar benefits to ‘stick-built’ single-family dwellings, including greater privacy and personal space, semi-private garden areas, and a strong sense of community. While a unique form of housing, it is also limited in Fort Collins, representing less than 2% of all housing units. Over the past 20 years, five manufactured housing communities have closed in Fort Collins,

mostly due to redevelopment, which resulted in the loss of hundreds of units and the displacement of residents.

After the closing of several manufactured housing communities between 2008-2012, the City adopted the Affordable Housing Redevelopment Displacement Mitigation Strategy Report in 2013, which included a recommendation to create a new manufactured housing zone district to support manufactured housing preservation. In 2020, the City created a new Manufactured Housing zone district to support preservation efforts and has thus far rezoned six of the largest mobile home parks in the community.

## **D. OVERVIEW OF MAIN CONSIDERATIONS**

Property rezonings and amendments to the zoning map are governed by Division 2.9 of the Land Use Code and include specific criteria for rezonings of land less than 640 acres in size (quasi-judicial rezonings). Quasi-judicial rezoning requests shall be recommended by the Planning and Zoning Commission and approved by City Council only if the proposal is consistent with the City's comprehensive plan and/or warranted by changed conditions within the neighborhood surrounding and including the subject property. In addition, the Planning and Zoning Commission and City Council can also consider additional criteria which can be paraphrased as 'compatible with surrounding uses'; 'having limited impact to the natural environment'; and 'facilitating a logical and orderly development pattern'.

While many rezoning requests are initiated by property owners, this proposal has been initiated by the City to advance community and Council priorities, as well as policy and implementation goals found in City Plan, the 2022 Strategic Plan, and the North College Bus Rapid Transit Study. As such, this rezoning justification relies primarily on compliance with the comprehensive plan rather than specific changed conditions within and surrounding the property.

While the goal of many rezoning requests is typically to facilitate additional development, the effect of this rezoning is primarily to discourage redevelopment and promote the ongoing operation of an existing use. While the policy goals supporting the change in zoning are well articulated in the comprehensive plan, the change in zoning represents a large impact on development potential for this site and a restriction for the property owners. The balance between community priorities to protect an important source of housing and property owner rights was a consistent theme heard during the original public process to develop the MH zone district in 2020 and its initial application to the first six mobile home parks rezoned to that zone district.

## **2. Public Outreach**

### **A. NEIGHBORHOOD MEETING**

A neighborhood meeting for the rezoning was held February 6, 2023, and a meeting summary is attached. The meeting was primarily attended by residents of the North College Mobile Home Park who were broadly supportive of the effort to rezone the property for preservation purposes.

An earlier neighborhood meeting seeking input on rezoning only the western half of the property was held in the Fall of 2022. At this meeting, residents indicated a strong preference that the entirety of the park should be rezoned together at once and the split zoning designation for the property should be removed.

### **B. PROPERTY OWNER COMMUNICATION**

Staff has also been in communication with the property owners to share information about the proposed rezoning, process, and hearing dates. No declarative comment has been received regarding opposition or support to the rezoning.

**3. Land Use Code Article 2 Procedural Standards**

**A. PROCEDURAL OVERVIEW**

**1. Petition – REZ230002**

The application and rezoning petition were submitted on February 23, 2023.

**2. Neighborhood Meeting**

An in-person neighborhood meeting was held on February 6, 2023.

**3. Notice (Posted, Written and Published)**

Posted Notice: January 20, 2023, Sign # 643

Written Hearing Notice: March 9, 2023 706 addresses mailed.

Published Hearing Notice: March 5, 2023

**4. Land Use Code Article 2 Standards**

**A. DIVISION 2.9 – AMENDMENT TO ZONING MAP**

<b>Applicable Code Standard</b>	<b>Summary of Code Requirement and Analysis</b>	<b>Staff Findings</b>
<b>2.9.4 – Map Amendment Review Procedures</b>	<p>This Code Section enables City Council to approve a change to the zoning map after receiving a recommendation from the Planning and Zoning Commission; and contains the applicable standards governing rezoning of property, as follows:</p> <p>Any amendment to the Zoning Map involving the rezoning of land shall be recommended for approval by the Planning and Zoning Commission or approved by the City Council only if the proposed amendment is:</p> <ul style="list-style-type: none"> <li>• Consistent with the City’s Comprehensive Plan; and/or</li> <li>• Warranted by changed conditions within the neighborhood surrounding and including the subject property.</li> </ul> <p>Additional considerations for rezoning parcels less than 640 acres (quasi-judicial):</p> <ul style="list-style-type: none"> <li>• Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject land and is the appropriate zone district for the land.</li> <li>• Whether and the extent to which the proposed amendment would result in significantly adverse impacts on the natural environment.</li> <li>• Whether and the extent to which the proposed amendment would result in a logical and orderly development pattern.</li> </ul> <p>Staff Analysis: Staff analysis follows for each criterion.</p>	Complies
<b>Staff Analysis: Is the proposed rezoning “Consistent with the City’s Comprehensive Plan”?</b>	<p>Consistency with City Plan, Fort Collins’ comprehensive plan, can come through both the land use guidance provided by the Structure Plan Map and City Plan principles and policies. City Plan also encourages the review of subarea and policy plans for contextual purposes. In this circumstance, both the North College Corridor Plan and the North College Bus Rapid Transit Study provide relevant information as adopted elements of City Plan.</p>	Complies

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
	<p><b>Land Use Guidance:</b></p> <p>The City Plan Structure Plan Map identifies the site under the ‘Mixed Neighborhood’ place type designation, which aligns with the proposed Manufactured Housing zone district in terms of land-use character (residential), density, and proximity to transit and services. The most recent City Plan update in 2019 changed the designation for the eastern half of the property from commercial to residential to better align with policy guidance to preserve and protect manufactured housing communities and in recognition of the longstanding residential use of the site.</p> <p>The Mixed Neighborhood place type also specifically references manufactured housing within existing neighborhoods, indicating, “while reinvestment in existing mobile home parks is encouraged, redevelopment of existing parks is not.” The MH district is designed to discourage redevelopment and further addresses the Mixed Neighborhood place type description found in City Plan.</p> <p>Within the North College Corridor Plan, the land use framework map identifies the eastern half of the site under a commercial designation, reflecting the broader North College Avenue frontage which is primarily intended for commercial purposes but doesn’t necessarily acknowledge the nonconformity between the current commercial zoning and the preexisting residential use of the site nor the potential impacts of redevelopment and displacement of residents, which is a growing area of policy in more recent City plans since the last update to the North College Corridor Plan.</p> <p>The North College Bus Rapid Transit Study contains the most recent land use guidance for the site. Study recommendations include preserving the North College Mobile Home Park by rezoning it to the Manufactured Housing zone district and to exclude the site from a proposed Transit Oriented Development Overlay seeking to spur intensification in the corridor to support additional transit service.</p> <p>While the guidance in the North College Corridor Plan is somewhat contradictory on the eastern half of the site, on the whole between City Plan and the North College Bus Rapid Transit Study, there are appropriate levels of land-use guidance in place to support a rezoning of the property to the Manufactured Housing zone district, especially when considering the most two most recent plans identify residential zoning for the site.</p> <p><b>Policy Guidance:</b></p> <p>Housing affordability and attainability is a top community issue which is reflected in City Plan through a number of policy goals. The preservation of manufactured housing communities, including the recent development of the Manufactured Housing zone district and the proposed rezoning of properties containing manufactured housing directly support the following City Plan policies:</p> <p><i>LIV 5.2 – Supply of Attainable Housing</i></p> <p><i>Encourage public and private sectors to maintain and develop a diverse range of housing options, including housing that is attainable (30% or less of monthly income) to residents earning the median income. Options could include ADUs, duplexes, townhomes, mobile homes, manufactured housing and other “missing middle” housing types.</i></p> <p>Manufactured housing represents one of the most affordable types of housing in Fort Collins, comparable to subsidized and deed-restricted housing for those earning between 30-60% area median income. As a naturally occurring source of affordable housing, manufactured housing communities represent a comparable number of dwelling units to Fort Collins’ entire deed-restricted affordable housing supply.</p>	

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
	<p>Preserving manufactured housing helps protect and maintain an important supply of affordable housing in Fort Collins.</p> <p>In addition to its affordability, manufactured housing is a unique and limited type of housing that has been in decline over the past several decades due to community closures and redevelopment. The goal of preservation through rezoning to the MH district is designed to protect and promote the ongoing operation of this limited housing resource which has proven to be difficult to expand via new manufactured housing development.</p> <p><i>LIV 6.4 – Permanent Supply of Affordable Housing</i></p> <p><i>Create and maintain an up-to-date inventory of affordable housing in the community. Pursue policy and regulatory changes that will encourage the rehabilitation and retention of affordable housing in perpetuity.</i></p> <p>The preservation of manufactured housing through rezoning represents a similar effect to the regulatory changes envisioned by City Plan for the City’s subsidized and deed-restricted affordable housing. While most units in manufactured housing communities are private and not publicly subsidized, they have consistently provided an important source of housing at similar pricing levels. While rezoning does not guarantee affordability alone, it promotes the long-term operation of these communities and reduces the likelihood of redevelopment and the loss of some of the community’s most affordable housing options.</p> <p><i>LIV 6.9 – Prevent Displacement</i></p> <p><i>Build the capacity of homeowner groups, affordable housing providers and support organizations to enable the purchase, rehabilitation and long-term management of affordable housing. Particular emphasis should be given to mobile home parks located in infill and redevelopment areas.</i></p> <p>Many of the community’s manufactured housing communities are located within or adjacent to commercial areas, or along corridors with existing or planned transit service which encourage redevelopment to higher intensities. Rezoning properties containing manufactured housing to the MH district provides an important regulatory and policy signal that manufactured housing is encouraged and its continued operation is desired even amongst areas otherwise anticipated to experience infill and redevelopment.</p> <p>This policy signal may also bolster the efforts of residents, local organizations, and the City to support and reinvest in these communities, including the potential for future acquisition of the underlying property by residents through a resident-owned community (ROC) if a property owner elects to sell a property in the future.</p> <p><b>Summary:</b></p> <p>The proposed rezoning is consistent with the land use designation on the City Plan Structure Plan Map and policy goals of City Plan and the recently adopted North College Bus Rapid Transit Study. Encouraging the ongoing operation of the North College Mobile Home Park helps protect an existing source of affordable housing and prevents displacement.</p>	
<p><b>Staff Analysis:</b> Is the proposed rezoning “Warranted by Changed Conditions Within the</p>	<p>Staff is recommending the proposed change in zoning based primarily on consistency with the comprehensive plan, rather than specific changed conditions in the neighborhood.</p> <p>From a policy standpoint, there are changed conditions since the property’s current zoning was established prior to policy goals found in both City Plan and the North College Bus Rapid Transit Plan supporting both redevelopment and infill at higher</p>	<p>Complies</p>

Applicable Code Standard	Summary of Code Requirement and Analysis	Staff Findings
<b>Neighborhood Surrounding and Including the Subject Property”?</b>	intensities along the corridor and protections for existing affordable housing options to prevent displacement. The City can also draw upon local experience of past mobile home park closures, which tend to occur for those areas in commercial corridors under commercial zoning, which is a condition the eastern half of the North College Mobile Home Park falls under.	
<b>Staff Analysis: “... Compatible with Existing and Proposed Uses... and is the Appropriate Zone District for the Land”</b>	<p>The proposed rezoning does not alter the existing composition of land uses and their compatibility in the immediate vicinity since most properties have already been developed and no physical or land use changes are anticipated as a result of the rezoning. The mobile home park has existed side-by-side to other commercial uses for decades and it is anticipated this condition will continue for years to come.</p> <p>There are many instances of higher intensity residential zone districts adjacent to commercial zones throughout the community. Further, the existing portion of the site that is zoned CS would also permit residential land-uses if not for current standards limiting it to within 200-ft of the College Avenue frontage, a restriction that is proposed to be removed as a recommendation of the North College Bus Rapid Transit Plan.</p>	Complies
<b>Staff Analysis: “...Adverse Impacts on the Natural Environment...”</b>	The proposed rezoning is not anticipated to result in negative or positive impacts on the natural environment, as it seeks to preserve existing development. To the extent redevelopment of a property could positively benefit the natural environment through the application of more recent Land Use Code standards (habitat buffers, mitigation measures, etc.) the rezoning may have some long-term impacts, however, nearby sensitive natural features around the site are generally already protected through the City’s acquisition of land via parks, natural areas, and open space.	Complies
<b>Staff Analysis: “...a Logical and Orderly Development Pattern”</b>	<p>The proposed rezoning is not anticipated to result in changes to development patterns given the site is already developed and the rezoning seeks the continuance of this land use. The site predates many of the individual standards of the Land Use Code for orderly development (e.g. street connectivity and spacing requirements); however, the properties fulfill other growth framework and logical development goals, including providing for a variety of housing options and prices in the community that would otherwise result in additional demand for regional commuting and a decrease in the City’s housing opportunities and social connectivity.</p> <p>An update to the Master Street Plan is forthcoming as a result of the North College Max Bus Rapid Transit Plan, which recommends re-aligning a future extension of Mason Street north of Hickory Street to turn 90-degrees and intersect with the intersection of North College Avenue and Bristlecone Drive. This would eliminate a future collector street running through both the North College and Poudre Valley Mobile Home Parks, which is inconsistent with guidance to preserve and protect these properties, and thus less likely to see redevelopment that would trigger the street’s construction.</p>	Complies

## 5. Findings of Fact/Conclusion

In evaluating the petition for the North College Mobile Home Park Rezoning from the Low Density Mixed-Use Neighborhood (LMN) and Service Commercial (CS) Zone Districts to the Manufactured Housing (MH) Zone District, staff finds that the petition complies with the standards in Section 2.9 of the Land Use Code.

## 6. Recommendation

Staff recommends that the Planning and Zoning Commission approve a motion to recommend that City Council approve the North College Mobile Home Park Rezoning, #REZ230002, based on the Findings of Fact in the Staff Report.

## 7. Attachments

1. Rezoning Justification & Map
2. February 2023 Neighborhood Meeting Summary
3. August 2021 Neighborhood Meeting Summary
4. Affordable Housing Redevelopment Displacement Mitigation Strategy Report
5. Staff presentation