

**CITY PLANNING COMMISSION AGENDA**

**STAFF: DANIEL SEXTON**

**FILE NO(S):**  
**CPC MP 86-00520-A2MJ17 – LEGISLATIVE**  
**CPC PUZ 17-00002 – QUASI-JUDICIAL**  
**CPC PUD 17-00003 – QUASI-JUDICIAL**

**PROJECT:           BRADLEY RANCH**

**APPLICANT:       THE LANDHUIS COMPANY**

**OWNER:            THE LANDHUIS COMPANY**



## **PROJECT SUMMARY:**

1. **Project Description:** The project includes concurrent applications for a major master plan amendment, PUD (Planned Unit Development) zone change and PUD development plan for 120 acres of land to be developed as a single-family detached residential development (herein referred as “Bradley Ranch”). The property associated with these applications is located southeast of the Old Ranch Road and Milam Road intersection between the future alignment of Union Boulevard and Black Forest Road. The Bradley Ranch project will provide 358 single-family detached residential dwelling units within the development, completing a segment of the undeveloped land upon which previous development proposals had stalled due to economic and logistical reasons.

The proposed rezone will change this subject property according to the following:

- PUD/PBC/PK/A/cr (Planned Unit Development/Planned Business Center/Public Park/Agricultural with Conditions of Record) to PUD (Planned Unit Development: Single-Family Detached Residential, Maximum Density of 2.98 dwelling units per acres, and Maximum Building Height of 35 feet). **(FIGURE 1)**

The PUD development plan provides the framework for developing this site with a 358-unit single-family detached residential development at a density of 2.98 dwelling units per acre, and includes public and private improvements consisting of landscaping, streets, utilities, and an 8.7 acre public neighborhood park. **(FIGURE 2)**

2. **Applicant’s Project Statement:** **(FIGURE 3)**
3. **Planning and Development Team’s Recommendation:** Staff recommends approval of the applications.

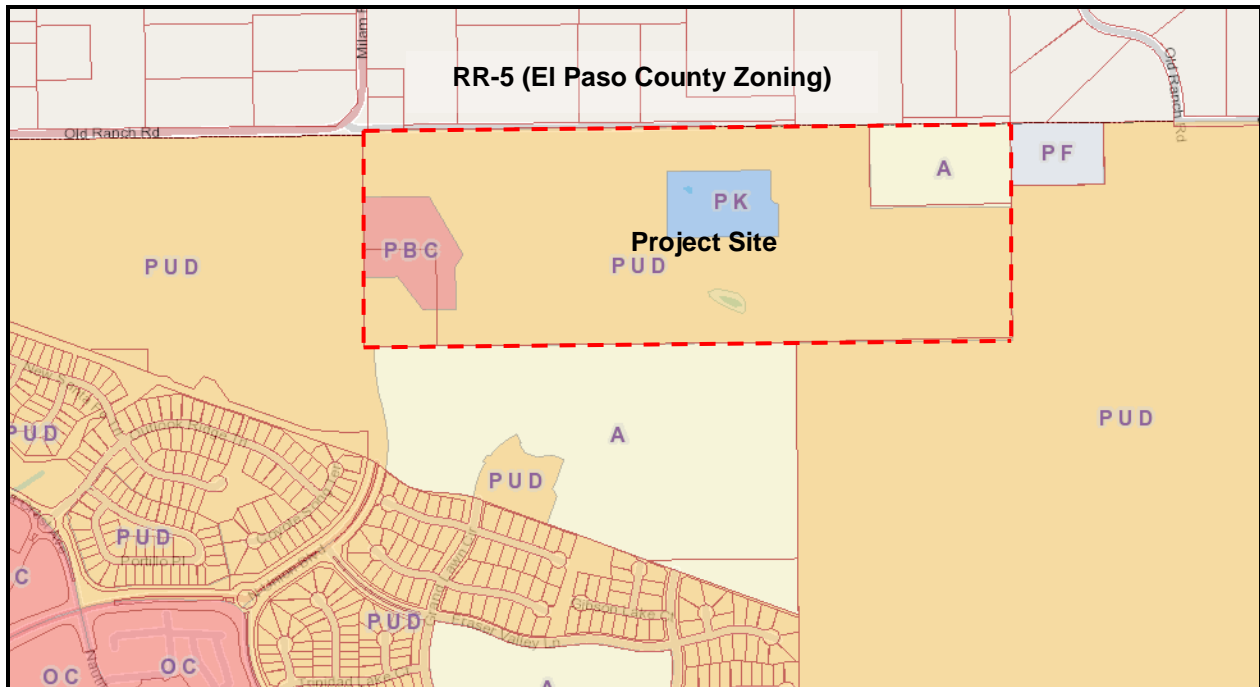
## **BACKGROUND:**

1. **Site Address:** The site is not current addressed as it consists of unplatted and undeveloped parcels.
2. **Existing Zoning/Land Use:** The subject property is currently zoned PUD/PBC/PK/A/cr (Planned Unit Development/Planned Business Center/Public Park/Agricultural with Conditions of Record), and is vacant.
3. **Surrounding Zoning/Land Use:** North: RR-5 (Residential Rural (5 acers) – El Paso County Zoning), and developed with single-family residential lots.

East: PF/PUD (Public Facilities and Planned Unit Development: Single-Family Residential, 0-.99 dwelling units per acre, and 30-foot maximum building height), and developed with a Colorado Springs Utility water tank and an undeveloped portion of the Wolf Ranch development.

South: A/PUD (Agricultural and Planned Unit Development: Single-Family Residential, 2-3.49 dwelling units per acre, and 30-foot maximum building height), and adjacent portions of the Cordera and Wolf Ranch developments are vacant at this time.

West: PUD (Agricultural with a Condition of Record requiring a development plan for any change of use) and PUD (Planned Unit Development: Single-Family Detached Residential, 2.63 dwelling units per acre, 36-foot maximum building height); and this portion of the Cordera development is currently under development.



4. Comprehensive Plan/Designated 2020 Land Use: General Residential and Candidate Open Space
5. Annexation: The subject properties were annexed into the City on October 9, 1984 per the Brandley Ranch Addition #1 Annexation Plat (Ord. 84-253).
6. Master Plan/Designated Master Plan Land Use: The current Bradley Ranch Master Plan identifies the 120 acres of the project site as Residential Very Low (1-2 dwelling units per acre), Residential Low (3-5 dwelling units per acre), Residential Low Medium (5-8 dwelling units per acre), Neighborhood Park (approx. 7 acres), and Neighborhood Commercial (approx. 6 acres). With the proposed major master plan amendment, the above land use designations are proposed to change.
7. Subdivision: The property is unplatted.
8. Zoning Enforcement Action: None.
9. Physical Characteristics: The site is currently vacant and is primarily natural grass with some pockets of mature vegetation. The property slopes down from north to south, with a significant topography rise occurring near the northeast corner of the project.

#### **STAKEHOLDER PROCESS AND INVOLVEMENT:**

The public notification process consisted of providing notice to adjacent property owners within 1,000 feet of the site, which included the mailing of postcards to 57 property owners on three occasions: twice during the internal review stage and once prior to the Planning Commission hearing. The site was also posted during the three occasions noted above. Neighborhood meetings were held on January 27, 2017 and May 10, 2017. Approximately 30-40 citizens were in attendance for each meeting. In response to the solicitation for comments and citizen input provided at the neighborhood meetings, comments received focused on the proposed density, buffering, traffic, loss on natural areas, and roadway alignment (**FIGURE 4**). Staff's clarification of citizen comments is outlined in subsequent sections of this report.

Staff input is outlined in the following sections of this report. Staff sent copies of the plans and supporting documentation to the standard internal and external review agencies for comments. All comments received from the review agencies have been addressed, with the exception of El Paso County Development Services Division. Commenting agencies included Black Forest Land Use/Transportation Committee, Colorado Springs Utilities, City Engineering, City Traffic, City Fire Prevention, CONO, El Paso

County Development Services Division, Enumerations, School District #20, Police and E-911, and Black Forest Fire Prevention District.

The outstanding comments raised by El Paso County Development Services Division generally involve the establishment of plat dedication statements and notes for future platting applications, potential roadway improvements to County roads, and the Union Boulevard/Milam Road/Old Ranch Road intersection design. On multiple occasions, staff has attempted to further engage the El Paso County Development Services Division to resolve these items. For the following reasons, staff believes these items have been addressed: the review and approval of plat language should be handled during the review of final subdivision plat application; a general note has been added to the development plan speaking to roadway improvements along Old Ranch Road; and the City's Traffic Division has reviewed and recommended approval of the Union Boulevard/Milam Road/Old Ranch Road intersection design (both future and interim), along with a funding contribution for the future signalization of the intersection. Further discussion of the latter two items is provided in a subsequent section of this report.

### **ANALYSIS OF REVIEW CRITERIA/MAJOR ISSUES/COMPREHENSIVE PLAN & MASTER PLAN CONFORMANCE:**

#### **1. Review Criteria / Design & Development Issues:**

##### **a. Approval History**

Over the years, the subject properties have been the focus of numerous land use entitlement applications. In 1984, concurrent applications for the Brandley Ranch Addition #1 Annexation Plat (Ord. 84-253) and a zone change (Ord. 84-254), which established the base A (Agricultural) zone, were reviewed and approved. Then in 1987 the Bradley Ranch Master Plan (CPC MP 86-00520) was approved. The original Bradley Ranch Master Plan provided the envisioned land use patterns for the 120 acres of land, which included a mix of residential (Very Low, Low, and Low Medium), neighborhood park, and neighborhood commercial land use types. It, however, took twenty years for surrounding development to progress to a point where development of these properties became more viable.

Then in 2007 applications were made, on behalf of Development Logic, Inc., for the Sorrento Development project. The applications associated with this proposal set forth a project consisted of a mix of land uses including residential (Agricultural, Very Low, Low, and Low Medium), commercial, and neighborhood park land uses. While the project applications received City Council approval in November 2008, the economy stalled and logistical likelihood of the project diminished. Of these approved applications, the requested zone changes remain in effect; whereas, the associated master plan amendment, concept plan and PUD development were ultimately withdrawn by applicant.

##### **b. Application Summaries**

###### **i. Major Master Plan Amendment**

This proposal will amend the Bradley Ranch Master Plan by changing the envisioned land use designations for the entire 120 acres of land (**FIGURE 5**). The changes include the removal of the previously approved commercial land use designation and re-classification of the proposed residential land use designations from Residential Very Low (1-2 dwelling units per acre), Residential Low (3-5 dwelling units per acre), and Residential Low Medium (5-8 dwelling units per acre) to Residential Very Low (0-1.99 DU/ AC) and Residential Low (2-3.49 DU/ AC). The applicant is proposing to establish a new PUD zone district and development plan to govern and reflect the proposed residential development that is consistent with the land use designations proposed under this amendment. As reference, please find below a breakdown of the envisioned land uses by acreage and density for the subject property:

Land Use Type Comparison						
Land Use Type	Bradley Ranch (circa 1987)		Sorrento Project (withdrawn)		Bradley Ranch (present)	
	Acreage	Density	Acreage	Density	Acreage	Density
Agricultural	10 ac	-	-	-	-	-
Very Low Residential	61 ac	92 units (1.5 du/ac)	61 ac	92 units (1.5 du/ac)	19 ac	28 units (1.5 du/ac)
Low Residential	25 ac	100 units (4 du/ac)	25 ac	100 units (4 du/ac)	87 ac	330 units (4.1 du/ac)
Low Medium Residential	21 ac	137 units (6.5 du/ac)	21 ac	137 units (6.5 du/ac)	-	-
Neighborhood Park	7 ac	-	7 ac	-	9 ac	-
Neighborhood Commercial/ Commercial	6 ac	-	6 ac	-	-	-
Public Open Space	-	-	4.7 ac	-	-	-

Staff believes the amended master plan establishes a solid framework for the development of land uses more consistent with the developed and envisioned land use patterns of the immediate area. The development also affords a balanced transition from the dispersed development patterns of the adjacent properties to the north in the County. In accordance with City Code Section 7.5.408(F), the City prepared a Fiscal Impact Analysis for the proposed development which indicated an overall positive revenue projection (FIGURE 6). Staff finds that the proposed plan meets the review criteria as stipulated in City Code Section 7.5.408.

ii. PUD Zone Change

The applicant is requesting a rezone of 120 acres of land (**FIGURE 1**) from PUD/PBC/PK/A/cr (Planned Unit Development/Planned Business Center/Public Park/Agricultural with Conditions of Record) to PUD (Planned Unit Development: Single-Family Detached Residential, Maximum Density of 2.98 dwelling units per acres, and Maximum Building Height of 35 feet). The current PUD, PBC, and PK zone districts were established in 2008 (Ord. Nos. 08-190, 08-191, and 08-192) in preparation for the future development of this area as part of the Sorrento project. The current zoning is a residual of the previous development proposal that was never developed and the associated land use entitlements ultimately withdrawn. The applicant's proposed PUD zone district establishes a new set of specific density, dimensional, and use controls to govern the development of the Bradley Ranch project. The accompanying PUD development also establishes a trigger for the future rezoning of the proposed park site. This rezone is in conformance with the Bradley Ranch Master Plan as amended and will meet the criteria for a PUD zone change request, as stipulated in City Code Sections 7.3.603 and 7.5.603.

iii. PUD Development Plan

The proposed PUD development plan for the Bradley Ranch project (**FIGURE 2**) established the site design and layout for the future development of the subject properties with a single-family detached residential development consisting of 358 lots and public and private improvements consisting of landscaping, streets,

utilities, and a 8.7 acre public neighborhood park. The proposed maximum building height of 35 feet is consistent with similar developments of this type in the surrounding area, which have maximum building heights ranging from 30-36 feet. The applicant used larger minimum lot sizes and rear yard setbacks and the establishment of a 50-foot wide tract along the north boundary to afford a more gradual transition from the dispersed lots in the County to the more urban land use pattern put forth by this project. To account for connections between future adjacent development and right-of-way needs, the applicant strategically sited right-of-way reservation tracts along the northern (Tract C) and southern (Tracts Q and R) boundaries of the development. Tract C in the north will allow for the potential future extension of Old Ranch Road east from the present Old Ranch Road and Milam Road intersection towards Black Forest Road. Tracts Q and R along the southern boundary will afford a connection between this project and future phases of the Cordera project, and will facilitate emergency/pedestrian /bicycle access. As the final design for this southern connection has yet to be determined, a note has been added to the PUD development plan establishing a trigger for the timing of final design and the escrowing of funds for the connection. The applicant has also strategically used the site design configuration discussed above and minimal fencing and landscape treatments along the northern boundary to minimize visual impacts on the long views that the adjoining residential neighborhood value.

The landscaped open spaces and public neighborhood park being proposed will be connected by a network of sidewalks and trails that residents can use to navigate the site and surrounding area. The applicant's design approach for the proposed pedestrian circulation network makes the project more walkable as well as enhances the linkages to the nearby regional trail system, District 20 school facilities, and neighborhood at-large. The applicant has taken a proactive approach with the proposed stormwater facilities to ensure that these facilities are designed and used as a neighborhood amenity. Together, the applicant's proposed active and passive site amenities will allow for the cultivation of community within the development and immediate neighborhood.

The applicant intends to develop the Bradley Ranch project in five phases and will generally move west to east. The first phase will include developing approximately 37 acres of land with 91 lots and associated public/private improvements. The time and sequencing of subsequent phases will be largely dependent on market demand, but are also dependent on the availability of utility connections, adequate emergency access, and the construction of public improvements. The initial development of the Bradley Ranch project is further limited to 151 units, which generally encompasses Phases 1 and 2, until further utility connections, adequate emergency access, and public improvements are provided. The applicant is working with Colorado Springs Utilities and the master developers for adjacent developments to ensure the timely extension of utility connections and public improvements.

Staff finds that the proposed plan meets the review criteria from granting a PUD development plan set forth in City Code Sections 7.3.606 and 7.5.502(E).

c. Traffic

At the request of the City's Traffic Division, the applicant commissioned LSC Transportation Consultants, Inc. to prepare a traffic impact analysis to understand what effect, if any, the project will have on the surrounding transportation system. According to the findings of the report, the development is expected to increase traffic along the surrounding roadways. The projected operation of these roadways at full build-out will, however, be at a satisfactory level of service assuming traffic control measures and roadway designs are developed as analyzed. Per the proposed plan, all vehicle access is

proposed via Union Boulevard. During the initial phases of the development, vehicle trips will travel northbound on Union Boulevard to Old Ranch Road. Once Union Boulevard is fully developed to the south, most vehicle trips from the development are expected to travel southbound. The anticipated timing for the southerly extension of Union Boulevard is unknown at this time, as the obligation for constructing this segment of roadway is the responsibility of the master developer of the Cordera project. Additionally, the provided analysis did not take into account a potential west to east extension of Old Ranch Road, as this roadway extension was not a requirement of this develop nor is the timeframe for its development certain. As noted above, the applicant has agreed to reserve Tract C for the potential public improvements associated with an Old Ranch Road extension.

The Traffic Division found the analysis and recommendations put forth by the applicant's traffic consultant to be sound and acceptable. To account for the potential future signalization of the Old Ranch Road/Milam Road/Union Boulevard intersection, a note has been added to the PUD development plan triggering the escrowing of funds at time of platting for future traffic control devices at this intersection.

d. Public Comments

As noted in the Stakeholder Process and Involvement section above, adjacent residents and property owners raised the following concerns (**FIGURE 4**) during the public solicitation for comments and at the two neighborhood meetings:

- Proposed density;
- Adequate buffering/transition;
- Traffic impacts;
- Loss on natural areas, and
- Proposed roadway alignments.

The concerns raised by citizens were reviewed by internal and external agencies during the internal review of this project. Based on the approved Bradley Ranch Master Plan, the proposed density of 2.98 dwelling units per acre is very similar the initially envisioned density of 2.74 dwelling units per acre for this property. Without assigning a residential land use category to the previously proposed neighborhood commercial land use (approx. 6 acres) it's difficult to determine a clearer correlation between the dwelling unit per acre densities. As noted in the Background section above, the adjacent developments as a comparison have approved residential densities of 2.63 dwelling units per acre (west) and 2-3.49 dwelling units per acre (south/southeast). The concern of adequate buffering/transition is closely related to the density issue, as the site design and layout for any development can dramatically impact the visual impact of a project from the outside. To mitigate this issue, the applicant used larger minimum lot sizes and rear yard setbacks and established of a 50-foot wide tract along the north boundary to afford a more gradual transition from the dispersed development pattern in the County to the urban land use pattern put forth by this project.

As previously noted, the City Traffic Division has reviewed and accepted the traffic analysis provided by the applicant's consultant. Based on the latest revision of the PUD development, the applicant has incorporated all the recommended and required traffic control devices and roadway design elements to ensure the adjacent transportation system operates at satisfactory levels at full build-out.

Based on the applicant's due diligence completed prior to application, the project site does not contain any protected habitats. The applicant has acknowledged the importance of preserving and protecting existing vegetation to the adjacent and future residents, and has thus sited the proposed public neighborhood park (8.7 acre) to encompass the existing pockets of mature vegetation and natural grasses located near the northeast corner of the project site. The City's Parks, Recreation, and Cultural Services Department and the applicant have agreed to design this park with passive recreational amenities to

minimize the need for disturbance. Staff notes that the size of the proposed public neighborhood park is approximately two acres larger than the park site envisioned under the original Bradley Ranch Master plan.

The comments raised regarding the proposed roadway alignment, largely revolve around the County's desire to eventually construct a west to east extension of Old Ranch Road. Based on the Traffic Division's review of this project, the development of a west to east roadway is not required or desired at this time, nor is a timeframe for this improvement certain. To address the County's concerns, the applicant is providing Tract C as a tract of land reserved for the potential improvement of a future extension of Old Ranch Road east as well as for a landscape buffer. Staff has requested a representative of the County be present at the public hearing to discuss this item further if necessary.

Staff finds that the applications associated with this project have adequately addressed the issues raised by residents and meet the review criteria as set forth in City Code.

2. Conformance with the City Comprehensive Plan

Based on the City's Comprehensive Plan as amended, the proposed applications appear to be consistent with the envisioned development patterns for the subject parcel, which is identified as General Residential and Candidate Open Space per the Plan's 2020 Land Use map.

a. Objective LU 2: Develop a Land Use Pattern that Preserves the City's Natural Environment, Livability, and Sense of Community.

The applicant's proposal furthers the City's efforts to encourage the orderly development of undeveloped parcels throughout the City. This project provides a platform for the building of neighborhood and community, as it will complete a segment of the undeveloped land upon which previous development proposals had stalled and includes open space and trail connections internal and external to the project site. The applicant's site design also provides a transition of land use patterns from the dispersed residential lots in the County to the urban land use pattern put forth by this project and other developments to the south. This project also represents a good example of a focused land use pattern that better protects and complements the overall land use pattern of the surrounding area.

b. Objective LU 5: Develop Cohesive Residential Areas

The applicant's proposal is supportive of the City's efforts to encourage the creation of functional and attractive neighborhoods, sharing an interconnected network of facilities. The development proposal integrates a land use pattern that complements the wider suburban area and the City-wide pattern of development, and introduces variety into the neighborhood that generates opportunities and choices for households. The PUD development plan utilizes a site design and layout that ensures this development will develop as a well-functioning neighborhood and links to the larger residential area.

c. Objective LU 6: Meet the Housing Needs of All Segments of the Community

The Bradley Ranch project furthers the City's desires to ensure the sufficient provision of housing options to meet the needs of the entire community by providing a choice of housing types within the immediate neighborhood.

As indicated above, staff finds the Bradley Ranch project and associated applications to substantially conform to the Comprehensive Plan's goals, objectives, and the 2020 Land Use map.

3. Conformance with the Area's Master Plan

The entire project site is located within the approved Bradley Ranch Master Planned area. An application concurrently beginning review for this project proposal changes most of the envisioned land use designations within the development. The applicant's amendment request includes the removal of the previously approved commercial land use designation and re-classification of the proposed residential land use designations from Residential Very Low (1-2 dwelling units per acre), Residential Low (3-5 dwelling units per acre), and Residential Low



Medium (5-8 dwelling units per acre) to Residential Very Low (0-1.99 DU/ AC) and Residential Low (2-3.49 DU/ AC). The applicant is proposing to establish a new PUD zone district and development plan to govern and reflect the proposed residential development that is consistent with the land use designations proposed under this amendment. Staff finds the Bradley Ranch project to be consistent and in substantial compliance with the Bradley Ranch Master Plan as amended.

**STAFF RECOMMENDATION:**

**CPC MP 86-00520-A2MJ17 – MAJOR MASTER PLAN AMENDMENT**

Recommend approval to City Council the major master plan amendment for the Bradley Ranch Master Plan, based upon findings that the amendment request meets the review criteria for granting a master plan as set forth in City Code Section 7.5.408.

**CPC PUZ 17-00002 – CHANGE OF ZONING TO PUD**

Recommend approval to City Council the zone change from PUD/PBC/PK/A/cr (Planned Unit Development/Planned Business Center/Public Park/Agricultural with Conditions of Record) to PUD (Planned Unit Development: Single-Family Detached Residential, Maximum Density of 2.98 dwelling units per acre, and Maximum Building Height of 35 feet), based upon the findings that the change of zone request complies with the three (3) review criteria for granting a zone change as set forth in City Code Section 7.5.603 and the development of a PUD zone as set forth in City Code Section 7.3.603

**CPC PUD 17-00003 – PUD DEVELOPMENT PLAN**

Recommend approval to City Council the PUD development plan for the Bradley Ranch project, based upon the findings that the PUD development plan meets the review criteria for granting a PUD development plan as set forth in City Code Section 7.3.606 and meets the review criteria for granting a development plan as set forth in City Code Section 7.5.502(E).