

CITY PLANNING COMMISSION AGENDA
March 21, 2019

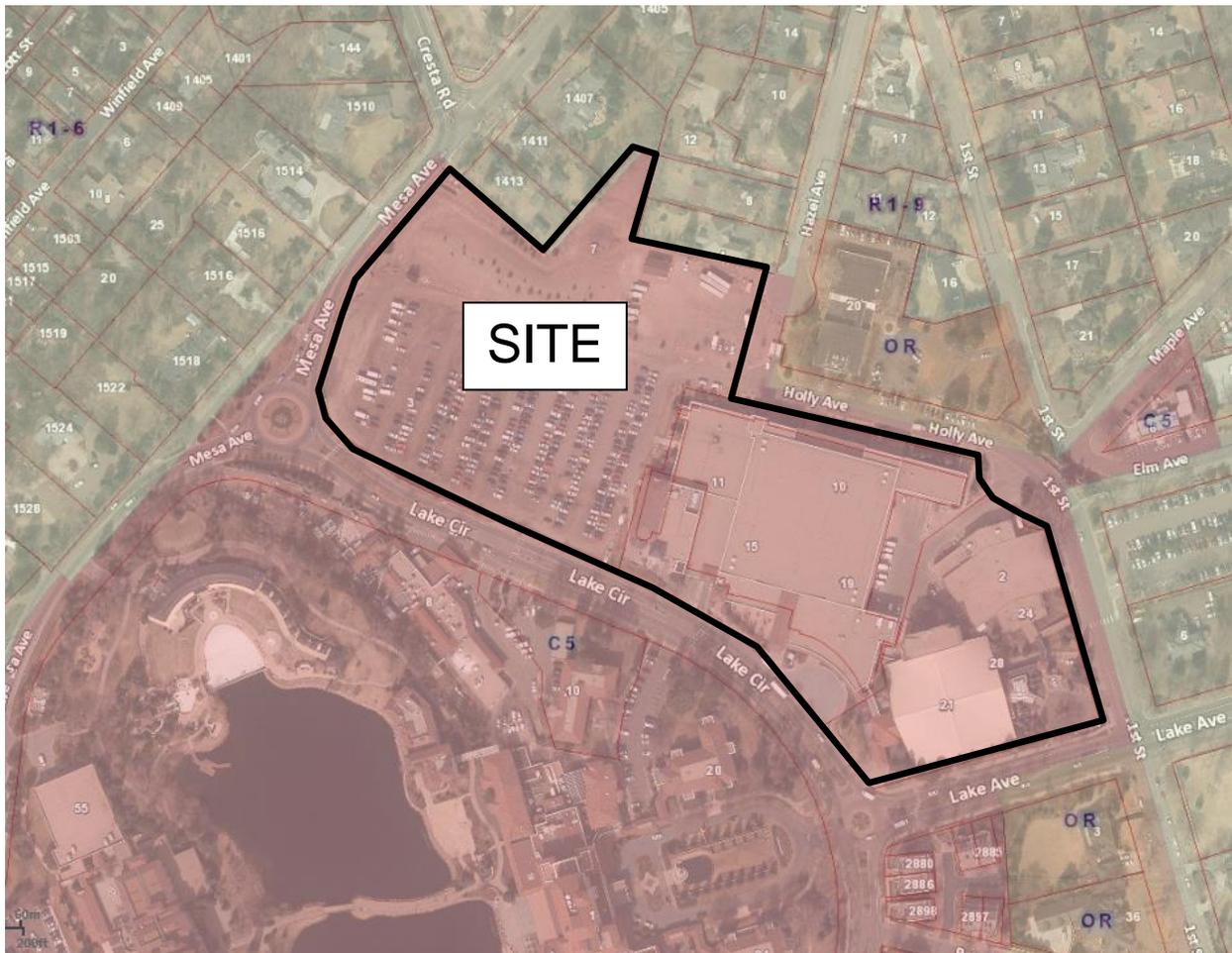
STAFF: LONNA THELEN

FILE NO(S):
AR NV 19-00028 – QUASI-JUDICIAL
AR R 19-00017 – QUASI-JUDICIAL
CPC DP 03-00259-A10MJ19 – QUASI-JUDICIAL

PROJECT: BROADMOOR EVENT CENTER APPEAL

APPLICANT/OWNER: THE BROADMOOR HOTEL

CONSULTANT REPRESENTATIVE: NES INC



PROJECT SUMMARY:

1. **Project Description:** This project is an appeal of an administratively approved development plan, nonuse variance and administrative relief for a building addition to the Broadmoor Event Center. The approved development plan (**FIGURE 1**) illustrates a 169,988 square foot exhibit hall addition along with a nonuse variance to allow a 16 foot tall retaining wall and fence adjacent to Mesa Avenue and Lake Circle where a 6' accessory fence structure is the maximum permitted per Code. An administrative relief for building height is also part of this package; the relief allows the building addition to be constructed at an overall height of 57.25 feet where 50 feet is allowed (45-foot maximum building height plus five feet for ornamental structures). A waiver of replat was approved administratively to combine two existing lots into one lot, but is not a part of this appeal package.

This project was appealed by two separate appellants. Ms. Karen Raymond's appeal is attached as **FIGURE 2** and Ms. Cyndy Kulp and Mr. Walter Lawson's appeal is attached as **FIGURE 3**. A detailed outline of the appeals is included within the Review Criteria section of this report.

2. **Applicant's Project Statement:** **FIGURE 4 and FIGURE 5** (response to neighborhood concerns from initial review).
3. **Planning and Development Team's Recommendation:** Staff recommends denial of the appeal, thus upholding the administrative approval actions.

BACKGROUND:

1. **Site Address:** 3 and 11-19 Lake Circle
2. **Existing Zoning/Land Use:** C-5/Intermediate Business
3. **Surrounding Zoning/Land Use:** North: R/Single-Family Residential
South: C-5/Intermediate Business
East: C-5/Intermediate Business
West: R/Single-Family Residential
4. **Annexation:** Reannexation of the Southwest Annexation Area, 1980
5. **Master Plan/Designated Master Plan Land Use:** There is no master plan for this site.
6. **Subdivision:** Broadmoor Campus Filing No. 2
7. **Zoning Enforcement Action:** There are no current enforcement actions on this site.
8. **Physical Characteristics:** The site is relatively flat and with the high point along Lake Circle and a gradual slope to the north. The site is currently vacant and used for detention, landscape and a gravel parking lot.

STAKEHOLDER PROCESS AND INVOLVEMENT: The public process involved with the review of these applications included posting the site and sending postcards to 202 property owners within 1000 feet for internal review and a neighborhood meeting held on January 31, 2019. Approximately 110 people attended the meeting. Comments were received during internal review and all are attached as **FIGURE 6**. The site was also posted and postcards sent for the City Planning Commission meeting to 236 property owners within a 1,000 foot buffer of the site. This mailing included those that were at the neighborhood meeting and had not received a postcard during the first mailing.

Neighborhood comments were received both in support and opposition of the project. Those that were in support cited the development of the Broadmoor Event Center and replacement of the gravel parking lot as a stimulus to the local economy. In addition, they cited that this

development would provide the needed conference space for new events in Colorado Springs. Those that were in opposition cited concern for a decrease in property values due to the new development, parking issues, and disturbances from shuttles to and from the new event center.

Staff sent plans to the standard internal and external review agencies for comments. The external agencies included Council of Neighborhoods and Organizations (CONO) and the Old Broadmoor Neighborhood HOA. All comments received from the review agencies are addressed. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire, Police, Enumerations, Floodplain, Real Estate Services, Comcast, School District 12, Colorado Geologic Survey and E-911. This site is not within the Airport Overlay and was not seen by the Airport Advisory Committee and is outside of the buffer for review by USAFA.

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

1. Review Criteria / Design & Development Issues:

Background

The Broadmoor Hall, Colorado Hall and International Center were originally approved for construction in 2004. This approval allowed the construction of the 146,943 square foot Broadmoor Hall, the 26,774 square foot Colorado Hall, the 32,841 square foot International Hall and the 4,192 square foot Pikes Peak Hill Climb Museum. The area where the new 169,988 square foot exhibit hall will be constructed was previously illustrated as an unpaved parking lot for employees and allowance given for the yearly temporary erection of a 40,000 square foot tent for special events. Although this is a physical expansion by virtue of constructing a new building, the site has historically hosted exhibition events; therefore, to certain extent, staff sees the new building as a conversion of tents to an enclosed building, not as an introduction of a new use to The Broadmoor.

The applications being appealed were approved by staff on February 19, 2019. The documents approved illustrate the 169,988 square foot Broadmoor Exhibit Hall addition - including 93,500 square feet of exhibit area designed to provide flexible multi-purpose space for events in conjunction with the existing Broadmoor Hall, Colorado Hall and International Center. This much needed facility will provide support and expansion for nationally recognized events such as the annual Space Foundation Space Symposium. The proposed structure would also provide additional multi-purpose area for multi-day events and conferences during The Broadmoor's off-season (mid-October through mid-April).

Existing concerns of surrounding residents are addressed through the staff approval via specific conditions added to the plans that limit the events allowed within the space to events put on by The Broadmoor. This further cements the intention to utilize the space as exhibit and conference support space for large, renowned events. The notes below were added to the development plan to ensure limiting uses and impacts:

1. The Exhibit Hall will be used exclusively for events that are accessory to The Broadmoor. The intent and purpose of the Exhibit Hall is to fill the 784 guest rooms at The Broadmoor, particularly during the off-season. No day-use only events such as home building shows, garden shows, gun shows, local automobile expos, etc. will be held in the Exhibit Hall.

2. The Broadmoor has an overall parking capacity of 1,991 parking spaces, including 1,115 garage and surface parking spaces immediately adjacent to the proposed Exhibit Hall. For large events requiring parking in excess of available parking spaces, The Broadmoor will continue to provide remote parking at the Broadmoor World Arena and other off-site locations and shuttle attendees, employees, and volunteers to and from events.
3. The Broadmoor and event organizers will work cooperatively with adjacent neighborhoods to prevent event parking on public streets within surrounding neighborhoods.
4. No parking will be allowed in the neighborhood per hotel policies. See parking operations plan for complete details.
5. Amplified sound systems will not be permitted outside the Exhibit Hall.

The property owner is very amenable to the addition of these conditions and is committed to working with the surrounding community to evaluate and alleviate any future concerns.

Parking Operations Plan

The parking operations plan was originally prepared in 2003 with the first submittal of the development plan application. The parking operations plan was designed for the Broadmoor by Carl Walker Inc., a parking consultant company specializing in analysis of unique parking demands. The Broadmoor campus is just that – a unique campus that does not fall neatly into City Code parking space requirements. Per City Code Section 7.4.203.A, the Manager is permitted to determine off street parking requirements based on requirements of similar listed uses. In this case, The Broadmoor provided a parking operations plan, at the request of city staff, in order to provide a basis for the parking analysis. The City adopted the parking operations plan with the approval of the original development plan. As The Broadmoor has developed over the years, the parking operations plan has been updated to address campus changes and parking demand. The current parking operations plan is included as **FIGURE 7**. Per the parking operations plan, The Broadmoor currently provides 1,826 parking spaces on their campus. The addition of 241 paved parking spaces will bring the total provided by The Broadmoor to 1,992 parking spaces. The Broadmoor notes that the total of 1,992 parking spaces provides adequate parking for up to 4,000 event attendees.

In the case of events that attract more than 4,000 attendees, The Broadmoor will develop and implement parking management strategies including but not limited to:

1. Provision of shuttles to and from remote parking lots at Broadmoor World Arena and other off-site locations.
2. Requiring employees and event volunteers to park at remote lots and access the Broadmoor via shuttle. If needed acquiring a temporary use permit from the City.
3. Working cooperatively with adjacent neighborhoods to prevent event parking on public streets within surrounding neighborhoods.

Employee Parking:

The unpaved parking lot where the new addition is proposed provides 600 parking spaces for employee parking (400 spaces when the tent is erected). The proposed plan will provide 241 parking spaces for employee parking. The Broadmoor will reallocate some of the existing 1,826 parking stalls provided for employee parking to accommodate the reduction in parking spaces on the site under review. When large events are held that prevent all employees from parking on-site, The Broadmoor will acquire a temporary

use permit from the City to use the Norris Penrose Event Center as parking for employees and to shuttle those employees into the site. This is only expected to be a few times each year and employees will be made aware of the arrangements in advance.

Traffic Generation Letter:

The Traffic Generation Letter prepared by SM Rocha, LLC, utilized peak data and traffic generation characteristics from the 2018 Space Symposium event as the basis for the traffic analysis; it is understood that this annual event generates the most convention and exhibit related traffic of any other event throughout a year for The Broadmoor. For analysis purposes, a large event of 9,000 attendees per day was modeled. This analysis considered estimated average daily traffic (ADT), AM Peak Hour, and PM Peak Hour vehicle trips. The additional development area has the potential to generate approximately 1,940 daily trips (440 daily trips associated with shuttling services) with 180 of those occurring during the morning peak hour and 210 during the afternoon peak hour. It should be noted that, for all proposed large events, the majority of site-generated traffic will be addressed through a shuttle system.

The analysis concluded the proposed site-generated traffic resulting from the additional building area is expected to create no negative impact to traffic operations for the surrounding roadway network and existing site access. Analysis of site-generated traffic concludes that proposed development traffic volume is minor.

Nonuse Variance and Administrative Relief Applications:

A nonuse variance to allow a 16 foot tall retaining wall and fence adjacent to Mesa Avenue and Lake Circle where a 6 foot accessory fence structure is allowed and an administrative relief for a 57.25 foot tall building height where 50 feet is allowed (45 foot maximum building height plus five feet for ornamental structures) were also approved as part of the Broadmoor Event Center application.

The nonuse variance is needed due to the topography onsite. While the grade does not naturally vary significantly from south to north the placement of a large building footprint would necessitate major grading. In order to minimize significant grading, the applicant is proposing to make a large portion of the building subgrade at the Mesa Avenue and Lake Circle intersection. A retaining wall is needed to create the subgrade condition and therefore a variance was needed. The nonuse variance allows a six-foot fence to be at street level and a 10-foot retaining wall that tapers to zero to set the building down to below the Mesa Avenue and Lake Circle intersection. Landscaping has been included at street level to keep the streetscape consistent along the front of the building.

The administrative relief was requested to allow the cupolas to extend to a maximum height of 57.25 feet. The remainder of the building does not exceed the building height allowances. The cupolas are a signature element of The Broadmoor and The Broadmoor requested the administrative relief to ensure the iconic campus feel is retained for the site. The height addition was less than 15% therefore an administrative relief application was appropriate.

Drainage Report:

With the development of the Exhibit Hall, the proposed drainage patterns will not vary significantly from the existing drainage patterns. Site runoff will flow to a proposed on-site storm drain system and be conveyed therein to a proposed full spectrum extended

detention basin (EDB) to be located at the north end of the property, which will provide water quality treatment and detention for the site. Site runoff will be released from the EDB at historic flow rates into the existing 24" storm sewer system in Holly Avenue and 1st Street.

Geologic Hazard Waiver:

A geologic hazard waiver was submitted with this application and approved by City Engineering and City Planning. The site met the three requirements of City Code for a geologic hazard waiver exemption (all slopes less than 33 percent, no underground mining or subsidence activity and no history of landfill or uncontrolled or undocumented fill activity).

Review of the Appeals:

The first appeal by Ms. Karen Raymond (**FIGURE 2**) states that the appeal criteria are met because the decision by staff that was made was unreasonable and erroneous. The primary reasons for the argument that the decision was unreasonable and erroneous are that staff did not account for the parking required per the parking code and the traffic generation letter is inaccurate. Ms. Raymond describes in detail the shuttles that are provided for The Broadmoor employees, the attendees of the events at The Broadmoor, the Cheyenne Mountain Zoo and Seven Falls. In addition, she finds concern with the lack of school buses for District 12 and how the traffic generated by parents affects the shuttles.

The second appeal by Mr. Walter Lawson and Ms. Cyndy Kulp (**FIGURE 3**) states that the appeal criteria are met because the decision made by staff was against the language and intent of the zoning ordinance. The major areas of concern for the zoning ordinance include that the development plan criteria number 1, 9, 12 and 13 (see criteria below) are not met, that the off street parking requirements were not met, and the plan does not support the PlanCOS comprehensive plan for citizen engagement and multimodal connections between neighborhoods.

Development Plan Review Criteria cited in appeal letter:

7.5.502.E. Development Plan Review Criteria: A development plan shall be reviewed using the criteria listed below. No development plan shall be approved unless the plan complies with all the requirements of the zone district in which it is located, is consistent with the intent and purpose of this Zoning Code and is compatible with the land uses surrounding the site. Alternate and/or additional development plan criteria may be included as a part of an FBZ regulating plan.

1. The details of the use, site design, building location, orientation and exterior building materials are compatible and harmonious with the surrounding neighborhood, buildings and uses, including not-yet-developed uses identified in approved development plans.

9. The building location and site design provide for safe, convenient and ADA-accessible pedestrian, vehicular, bicycle, and applicable transit facilities and circulation.

12. If necessary to address increased impacts on existing roadways and intersections, the project includes roadway and intersection improvements to provide for safe and efficient movement of multi-modal traffic, pedestrians and emergency vehicles in

accordance with the City's Traffic Criteria Manual, public safety needs for ingress and egress and a City accepted traffic impact study, if required, prepared for the project.

13. Significant off-site impacts reasonably anticipated as a result of the project are mitigated or offset to the extent proportional and practicable. Impacts may include, but are not limited to light, odor and noise. (Ord. 94-107; Ord. 95-125; Ord. 01-42; Ord. 02-64; Ord. 03-74; Ord. 03-157; Ord. 09-50; Ord. 09-78; Ord. 12-72; Ord. 18-2

Staff disagrees that the approval of the applications was erroneous or unreasonable and supports that the approval was not against the intent or language of the zoning code. The previous sections of this report have outlined, in detail, how the parking operations plan meets the intent of the zoning code for parking requirements and includes The Broadmoor's parking management strategies to accommodate the instances where more than 4,000 attendees are at an event at The Broadmoor. The traffic generation letter correctly outlines the parking demand and concludes that there is no negative impact to traffic operations for the surrounding roadway network and existing site access. There are a number of resorts throughout Colorado that utilize off street parking and parking shuttles to mitigate parking and traffic issues. These elements are not unique to The Broadmoor.

Staff also finds that all of the development plan review criteria are met, including those specifically mentioned by the appellant. The proposed building is designed to be compatible with the surrounding Broadmoor and the proposed use utilizes a commercial zoning that has been available to The Broadmoor for many years. The site also proposed landscaping and transitional parking uses to buffer the homes to the east of the site.

For Exhibit Hall events, ADA parking will be addressed in the same way as other events that are held at the existing Broadmoor Event Center (Broadmoor Hall, Colorado Hall and the International Center). ADA parking is available within the existing garage. Elevators provide direct ADA access from the parking garage into Broadmoor Hall and the new Exhibit Hall addition. In addition, shuttle and complimentary valet service for ADA accommodation occur in front of Broadmoor Hall (southwest side of building along Lake Circle). The ADA parking depicted within the new parking lot on the east side of the Exhibit Hall is not intended for event attendees, but for Broadmoor employees.

The concern relating to offsite impacts has been addressed through the parking operations plan. The Broadmoor is intending to limit the use of shuttles and only use the shuttles during large events which are intended to occur rarely. During those events the parking management strategies plan will be utilized. The appeals also focus on other shuttle users of The Broadmoor including Seven Falls. This application only addresses the use of the shuttles for the Broadmoor Event Center.

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

2. Conformance with the City Comprehensive Plan:

PlanCOS, the City's newly adopted Comprehensive Plan, is a high level and visionary document. The Broadmoor Event Center is strongly supported by PlanCOS. Three of the six themes are pertinent to and align with the Broadmoor Event Center approval: Unique Places, Thriving Economy, and Renown Culture.

The area under review falls within the changing Established Historic Neighborhoods typology within the Vision Map. The Broadmoor area plays a significant role in the history and early creation of Colorado Springs. The Broadmoor Hotel formally opened in 1918 and has played a role in the growth and vibrancy of the City of Colorado Springs since that time.

PlanCOS lists ten common contributing elements for Unique Places. The Broadmoor truly meets each one of the common desired elements. As noted previously, The Broadmoor has a uniquely identifiable character and design, it contains a mix of integrated land uses, it has a walkable character and it focuses on public gathering places. It is a true destination and provides a unique experience for those who stay at The Broadmoor Hotel.

Another theme identified from the Plan focuses on Thriving Economy. The approval of the Broadmoor Event Center helps the City nurture cornerstone businesses within Colorado Springs and it creates an amenity to attract new businesses and residents. The conference venue is a unique one-of-a kind venue that supports economic development and tourism of the region. This will have the potential to attract new conferences to Colorado Springs and also to retain the annual Space Foundation Symposium that attracts people from the United States and all over the world.

The final theme identified in this report from PlanCOS is Renown Culture. The key strategy in Renown Culture that The Broadmoor Event Center supports is to identify and preserve the rich and diverse history of the Broadmoor. The expansion of the Event Center continues the Broadmoor history into the future. **FIGURE 8** provides a visual map to show how this application meets the PlanCOS themes.

It is the finding of the Planning and Development Department that the Broadmoor Event Center application substantially conforms to the PlanCOS goals and objectives.

3. Conformance with the Area's Master Plan:
No master plan exists for this site.

STAFF RECOMMENDATION:

AR NV 19-00028 – NONUSE VARIANCE

Deny the appeal and uphold the staff approval of the nonuse variance to allow a 16 foot tall retaining wall and fence adjacent to Mesa Avenue and Lake Circle where a 6' accessory fence structure is allowed for the Broadmoor Event Center, based upon the finding that the appellant did not meet the review criteria in City Code Section 7.5.906.A.4 and that the nonuse variance complies with the review criteria in City Code Section 7.5.802.B.

AR R 19-00017 – ADMINISTRATIVE RELIEF

Deny the appeal and uphold the staff approval of the administrative relief to allow a 57.25 foot tall building height where 50 feet is allowed (45 foot maximum building height plus five feet for

ornamental structures) for the Broadmoor Event Center, based upon the finding that the appellant did not meet the review criteria in City Code Section 7.5.906.A.4 and that the administrative relief complies with the review criteria in City Code Section 7.5.1102.

CPC DP 03-00259-A10MJ19 – DEVELOPMENT PLAN

Deny the appeal and uphold the staff approval of the development plan for the Broadmoor Event Center, based upon the finding that the appellant did not meet the review criteria in City Code Section 7.5.906.A.4 and that the development plan complies with the review criteria in City Code Section 7.5.502.E and 7.5.906.