

**CITY PLANNING COMMISSION AGENDA**

**STAFF: MIKE SCHULTZ**

**FILE NO(S):**

**CPC MPA 04-00043-A3MN17- QUASI-JUDICIAL**

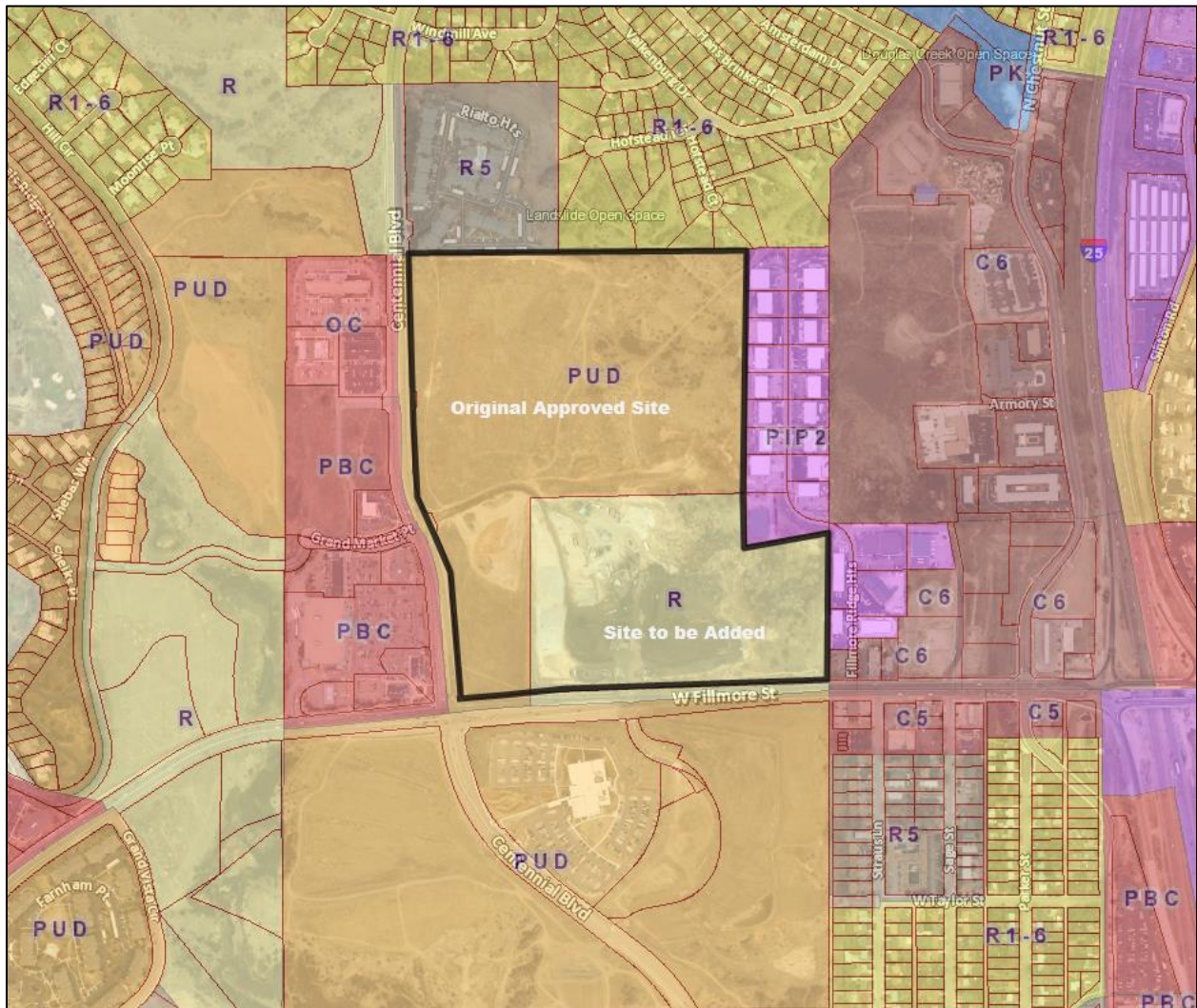
**CPC PUZ 17-00030 - QUASI-JUDICIAL**

**CPC PUP 15-00052-A1MJ17 - QUASI-JUDICIAL**

**PROJECT: PENROSE-ST. FRANCIS NEW CAMPUS**

**APPLICANT: RTA ARCHITECTS**

**OWNERS: CENTURA HEALTH, MARTIN MARIETTA & DAVID LEMESANY**



## **PROJECT SUMMARY:**

Project Description: This project includes concurrent applications for a minor amendment to the Hill Properties Master Plan; a zone change from PUD (Planned Unit Development) and R (Residential Estate) to a new PUD (Planned Unit Development) zone district allowing a maximum building height of 165 feet, a maximum of 1,850,000 square feet of gross floor area and allowed uses including hospital, medical office, general office and general commercial; and a major amendment to the Penrose-St. Francis New Campus planned unit development concept plan adding the 27.79 acres of property located southeast of the original site and additional plan changes to the proposed building areas. The total concept plan and site area consists of 78.84 acres located at the northeast corner of Fillmore Street and Centennial Boulevard.

1. Applicant's Project Statement: **(FIGURE 1)**
2. Planning and Development Team's Recommendation: Staff recommends approval of the minor amendment to the master plan, change of zone and major amendment to the PUD concept plan.

## **BACKGROUND:**

1. Site Address: (Asphalt Plant property) 1300 West Fillmore Street/(Original approved property) site is not currently addressed.
2. Existing Zoning/Land Use: R (Residential Estate) and PUD (Planned Unit Development)
3. Surrounding Zoning/Land Use:
  - North: R-5 (Multi-Family Residential)/Apartments and R-1 6000 (Single-Family Residential/Single-Family Residential and protected open space.
  - South: PUD/Hospital/Clinic
  - East: PIP-2 (Planned Industrial Zone) and C-6 (General Business)/General warehouse, contractor's yards, light industrial
  - West: PBC (Planned Business Center)/Commercial Retail
4. Comprehensive Plan/Designated 2020 Land Use: Commercial Center (Hospital uses permitted)
5. Annexation: Mesa Addition #2, July 1971
6. Master Plan/Designated Master Plan Land Use: Hill Properties Master Plan – Master Plan was amended in 2015 to include the hospital)
7. Subdivision: Not platted
8. Zoning Enforcement Action: None (the asphalt batch plant is technically legal non-conforming, but no zoning enforcement cases are open against the property)
9. Physical Characteristics: The site along the west is generally flat. The property begins to have major west to east slope occurring midway through the site to the easterly property line which continues east to I-25. The grade differential from Centennial Boulevard to the easterly property line is approximately 120 feet. Manmade fill can be found throughout the property; the asphalt batch plant portion has significant stockpiles of materials. Natural vegetation exists within the easterly portion of the site that includes some scrub oak.

## **STAKEHOLDER PROCESS AND INVOLVEMENT**

The public process included one (1) neighborhood meeting and four (4) coordinated meetings with the Mesa Working Committee (the initial meeting involved a larger group and that group was pared down to 6 or 7 residents).

For the initial neighborhood meeting, the site was posted and postcards sent to 203 residents and HOA contacts located within 1,000 feet for residents and 2,000 feet for HOA groups. The neighborhood meeting was held on November 30<sup>th</sup> at Coronado High School. Approximately 50 residents were in attendance; of those only 1/3 of the attendees were aware of the previously approved PUD zoning and PUD concept plan for the hospital (the original 51 acres). The residents voiced the following concerns:

- The proposed maximum building height of 200 feet (which had already been approved with the prior zoning);
- The impacts of the building height to the character of the Mesa area;
- Geologic issues associated with the property and placement of the building;
- Traffic concerns along both Fillmore Street and Centennial Boulevard;
- Light and noise pollution;
- Drainage from the site and impacts to properties to the east.

During the meeting the hospital and RTA Architects requested volunteers from those attending to serve as an advisory committee to the neighborhoods agreeing that CONO (Council of Neighbors and Organizations) representatives would participate in the process.

On January 12<sup>th</sup> Penrose Hospital hosted the group of volunteers to continue discussion regarding the neighborhood issues in an attempt to address some of the concerns. A smaller working committee, the Mesa Committee, representing the various neighborhoods was formed to meet weekly on each Tuesday to focus on how and when some of the above issues could be addressed. The group met on three (3) occasions with Penrose Hospital staff, RTA Architects and City staff.

After three weeks of discussions, Penrose Hospital agreed to lower the maximum building height from the originally approved 200 feet to 165 feet; a corresponding increase in the maximum gross building square footage was then requested. The Hospital has indicated an agreement with the Mesa Committee to continue working with the group to ensure an open relationship to try and address neighborhood issues and concerns noted above. Penrose Hospital points to their ongoing working relationship with the North End neighborhood group and coordination on projects impacting the current main facility, including the east tower constructed in 2003.

The Mesa Committee provided staff a formal position (**FIGURE 2**) as a result of the meetings with the Hospital in regard to the current proposal and future development of the site. Both the Mesa Committee and the Hospital agree that continued collaboration is necessary once site design and building architecture are considered prior to formal development plan submittal. Planning staff will continue to strongly encourage outreach from the Hospital to both the Mesa Committee and surrounding residents as early as possible in order to achieve a general consensus among the residents.

Upon submittal of the formal applications, the mailing area was increased to 2,000 feet from the subject property; notices went out to 627 property owners and homeowners associations. Staff received only three (3) comments from surrounding property owners regarding the proposed requests (one was in the form of questions which return comments were never received). Attached are letters from residents regarding the proposed project. (**FIGURE 3**)

Staff also sent the plans to the standard internal and external review agencies for comments. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire, City Finance, Police and E-911. This site is not located within the Airport Overlay or buffer area to require USAFA review.

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

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

#### **a. Background:**

Penrose-St. Francis Hospital (Centura Health) received their original approval from the City Council in December 2015 to rezone 51.05 acres; the original approval allowed a 200 foot height maximum and 1,032,000 square feet of hospital, office, medical office and commercial space (**FIGURE 4** – the original concept plan). The applicant has a purchase agreement with the property owners of the asphalt batch plant located southeast of the original site; the subject property consists of 27.79 acres.

The current request by the applicant is to rezone the 51.05 original acres and the 27.79 new acres to one 78.84 acre PUD zone district. The PUD zoning would allow a maximum building height of 165 feet, a maximum gross building floor area of 1,850,000 square feet (1,550,000 square feet of hospital, 200,000 square feet of office/medical office and 100,000 square feet of commercial).

The applicant would be required to submit a PUD development plan and final plat in order to secure full vesting rights before being allowed to be approved for a building permit.

#### **b. Hill Properties Master Plan:**

The Hill Properties Master Plan is being amended (**FIGURE 5**) to show the addition of the 27.79 acre property in the southeast quadrant of the area. The quadrant includes future office and private open space along with a slightly enlarged area for the hospital. The prior 2015 application for the hospital involved a major amendment to the master plan to change the 51.05 acre site from office, neighborhood commercial, and general industrial to office, hospital, and community commercial.

#### **c. PUD Concept Plan:**

The PUD concept plan (**FIGURE 6**) has been modified to include the additional acreage in the southeast quadrant of the site; this has allowed the Hospital and its consultants the ability to reconfigure the intended building zones (or generalized building locations).

The plan shows an enlarged building zone for the primary “hospital building” within the center of the site utilizing the upper, mostly level, portion of the property; the hospital zone is the only zone that would allow the 165 foot maximum building height on the property.

Three (3) “commercial/office/medical office” zones are located in the northwest, southwest and southeast corners of the property. These zones would allow a maximum building height of only 65 feet in these areas. A parking zone is interwoven between the hospital zone and the commercial/office zones. This area would allow for a building height of 45 feet, if necessary.

Lastly, a “private open space” zone buffers the easterly 1/3 of the site, creating a 450 to 500 foot open space buffer to the east. The buffer area is intended to discourage future building construction due to the unstable slope conditions as well as to protect the natural vegetation on-site. The area would allow the possibility of future water quality detention as part of the development. The Hospital envisions future trails and pathways throughout connecting from Fillmore Street to Centennial Boulevard that could be used by the general public as well as hospital staff and patients.

The concept plan also allows flexibility of a reduced building setback of 15 feet along both Fillmore Street and Centennial Boulevard; a 25-foot landscape buffer would be required in all other instances along those street frontages.

Three (3) access points are proposed on the plan. One access location along Fillmore Street will align with existing access to the VA Hospital. A future 4-way intersection is planned at this location. Two access points are shown along Centennial Boulevard; one at Grand Market Point and another at the northerly extent of the property. This access is intended to be a full movement intersection utilizing stop signs in lieu of a traffic signal.

d. Neighborhood Issues:

*Building Height:* At the larger neighborhood meeting held in November and the following up meetings with the working committee, a number of issues were voiced concerning the proposal; however, the predominant issue has been the allowed maximum building height.

As indicated above, the Hospital has agreed to reduce the maximum building height from 200 feet to 165 feet. However, the Hospital is seeking to increase the maximum gross floor area. The Hospital has indicated that it may not need the maximum building height or that only a portion of the building may reach the maximum.

The neighborhood and Mesa Committee, even though they have cautiously agreed to lending support of the new PUD zoning, stress that Chapter 6 of the Comprehensive Plan highlights community character and views to both the Pikes Peak backdrop and the mesa area (the mesa area is generally that area located south of Fillmore Street, including Sonderman Park up to Fillmore Street; the high mesa could also include the developed area of Kissing Camels area).

*Traffic:* Additional concerns include increased traffic congestion on and around Fillmore Street down to the I-25 interchange as well as along Centennial Boulevard up to Garden of the Gods Road. A traffic impact analysis has been prepared and reviewed by City Traffic Engineering. The analysis recommends the following improvements:

- Remove existing raised median within Centennial Boulevard and add median opening;
- Construct right-turn lane on Centennial for northerly access;
- Add pavement markings to close northbound right-turn lane striping;
- Stripe and sign existing southbound left-turn lane for U-turns only;
- Provide full movement north access; this intersection would be stop sign controlled;

- Add signal heads to existing signal at Grand Market Point;
- Possible modification of west leg median/east side curb radii and pedestrian ramps;
- Reconstruct southbound left turn lane to add taper;
- May need to relocate signal pole on southeast corner;
- Restriping, signing and other minor modifications as needed.

The analysis recommendations and a map of those improvements can be reviewed on the attached figure (**FIGURE 7**).

Traffic Engineering points out that the upcoming extension of Centennial Boulevard to the south connecting to I-25 & Fontanero Street will likely provide traffic relief to the area, particularly regarding traffic onto Fillmore Street.

*Geologic Hazards:* A preliminary geo-hazard investigation was submitted with the original submittal and updated with this submittal. The preliminary geologic hazard study cites potential unstable slope conditions along the easterly portion of the site. The concept plan does take that into account and proposes to maintain the building envelope for the Hospital on the upper terrace of the site and to create a 450 to 500 foot swath of “private open space” along the entire east side of the site. The executive summary from the report is provided in the attached figure (**FIGURE 8**).

*Drainage:* Property owners within the Fillmore Heights Industrial Park located immediately east of the subject property voiced concerns over historic drainage that runs from the property to the east and eventually toward I-25. Because the site does contain significant grade from west to east it is anticipated that water quality capture will occur on the lower portions of the property; however a final drainage report will need to be provided to determine the size, volume, design and extent of the facility.

*Building Design, Light Pollution, Landscaping and Noise Pollution:* Many of these issues will need to be studied and evaluated at the time of development plan submittal. Staff continues to require developments to utilize “full cut-off” and LED lighting fixtures that help minimize light pollution. Noise studies will need to be considered if/when a helipad facility is included with the development of the Hospital. Hospital staff has already been in communication with Flight for Life regarding current and anticipated flight patterns to the site.

Staff will continue to encourage the Hospital to have a strong and continued working relationship with the Mesa Working Committee and surrounding property owners.

2. Conformance with the City Comprehensive Plan:

**Strategy LU 203a: Locate the Places that People Use for Their Daily Needs and Activities Close to Each Other**

Group and link the places used for living, working, shopping, schooling, and recreating and make them accessible by transit, bicycle, and foot, as well as by car.

**Objective LU 3: Develop a Mix of Interdependent, Compatible, and Mutually Supportive Land Uses**

Over the past several decades, the location and design of development have created a pattern of isolated, disconnected, single-purpose land uses. An alternative to this type of

land use pattern is one that integrates multiple uses, shortens and reduces automobile trips, promotes pedestrian and bicycling accessibility, decreases infrastructure and housing costs, and in general, can be provided with urban services in a more cost-effective manner.

**Policy LU 301: Promote a Mixed Land Use Pattern**

Promote development that is characterized by a mix of mutually supportive and integrated residential and non-residential land uses and a network of interconnected streets with good pedestrian and bicycle access and connections to transit.

**Objective LU 4: Encourage Infill and Redevelopment**

Encourage infill and redevelopment projects that are in character and context with existing, surrounding development. Infill and redevelopment projects in existing neighborhoods make good use of the City's infrastructure. If properly designed, these projects can serve an important role in achieving quality, mixed-use neighborhoods. In some instances, sensitively designed, high quality infill and redevelopment projects can help stabilize and revitalize existing older neighborhoods.

**Policy LU 401: Encourage Appropriate Uses and Designs for Redevelopment and Infill Projects**

Work with property owners in neighborhoods, the downtown, and other existing activity centers and corridors to determine appropriate uses and criteria for redevelopment and infill projects to ensure compatibility with the surrounding area.

**Objective CCA 6: Fit New Development into the Character of the Surrounding Area**

Often the overall character of a new development is not realized until the project is completed. This can lead to unintended impacts and incompatible development. Applicants for new developments need to clearly identify how their projects will fit into the character of the surrounding area and the community as a whole with respect to height, scale, bulk, massing, roof forms, signage, overall site design, pedestrian and vehicular access, and relation to the public right-of-way.

**Policy CCA 601: New Development Will Be Compatible with the Surrounding Area**

New developments will be compatible with the surrounding land uses and will complement the character and appearance of adjacent land uses.

**Objective LU 8: Integrate Employment Centers into the Wider City Land Use Pattern**

Colorado Springs has been successful at attracting and retaining major employers and growing small businesses, which has led to a healthy, thriving economy. However, the needs of employers, such as land requirements, location considerations, and availability of housing, must be balanced with overall quality of life issues. Employment activities that are not integrated into the community lead to higher infrastructure costs, increase traffic and congestion, and create a sense of separation from the community. Employment centers should be developed so they meet the needs of the employers, while at the same time contributes to the quality of life in Colorado Springs. The City's efforts should focus on creating opportunities for quality employment at various economic levels for its residents, and on environmentally responsible industries that make a positive contribution to the community.



*Due to the reference made by the Mesa Committee, staff has included Chapter 6 of the Comprehensive Plan for the review and consideration of the Planning Commission (FIGURE 9)*

***Guidelines from Adopted Infill Section***

**Catalyst or Catalytic Project**: a public or private project that is timed and located with an expectation that it will serve as a particularly crucial and effective encouragement for additional development in infill areas.

**DENSITY AND MIXED USE ARE IMPORTANT**

Supporting infill includes the continued acknowledgment and support of greenfield development, because infill is more than reallocating a fixed amount of land use and development demand between greenfield and core areas. Infill provides an added value component that can complement traditional development. Thus, ongoing and strategic support for infill and redevelopment is expected to increase the overall marketability of the city and region for land and economic development investment.

Density is important, but so are land use mix, design, connectivity, and integration. Increases in housing and employment density are an essential component of the city's infill and redevelopment vision because density creates opportunities for markets, livability, placemaking, and land use efficiency. Increases in density should be location and context sensitive and be connected and integrated with surrounding uses. Infill and redevelopment can also add value without contributing to density, especially if uses are mixed and well integrated. Additional density is not appropriate for all locations and circumstances, and especially not for areas of special environmental sensitivity or natural and open space value.

***This project can be categorized as a catalytic project along with the existing VA Hospital immediately to the south and the future extension of Centennial Boulevard to the south. The hilltop (or Mesa) area at Fillmore Street and Centennial Boulevard could become a vital civic, office, commercial and retail center in the years to come.***

***It is the finding of the Planning and Community Development Department that the Penrose-St. Francis New Main Campus minor master plan amendment, change of zone and amended concept plan will substantially conform to the City Comprehensive Plan 2020 Land Use Map and the Plan's goals and objectives.***

3. Conformance with the Area's Master Plan:

The site is guided by the Hill Properties Master Plan which is also being considered for a minor amendment as part of this request. The 27.79 acre site is proposed to be included with the recently amended 51.05 acres of the master plan to include hospital, office, medical office, commercial and private open space for the eventual build out of the new Penrose-St. Francis Hospital Campus.

No fiscal impact analysis was necessary for the minor amendment.

**STAFF RECOMMENDATION:**

**CPC MPA 04-00043-A3MN17- MINOR AMENDMENT TO MASTER PLAN**



Recommend approval to City Council the minor amendment to the Hill Properties Master Plan, based upon the finding that the minor amendment request complies with the review criteria for granting an amendment as set forth in City Code Section 7.5.408.

**CPC PUZ 17-00030 – PUD ZONE**

Recommend approval to City Council the zone change from PUD (Planned Unit Development) and R (Residential Estate) to PUD (Planned Unit Development; hospital, office, medical office, general commercial, 1,850,000 gross floor area, 165-foot maximum building height), based upon the findings that the change of zone request complies with the review criteria set forth in City Code Section 7.3.603 regarding establishment of PUD zones along with City Code Section 7.5.603B regarding the findings for change of zone district boundaries.

**CPC PUP 15-00052-A1MJ17 – PUD CONCEPT PLAN**

Recommend approval to City Council the Penrose Hospital Campus PUD Concept Plan, based upon the findings that the plan complies with the review criteria within City Code Section 7.3.605 and meets the review criteria for granting a concept plan as set forth in City Code Section 7.5.501(E).