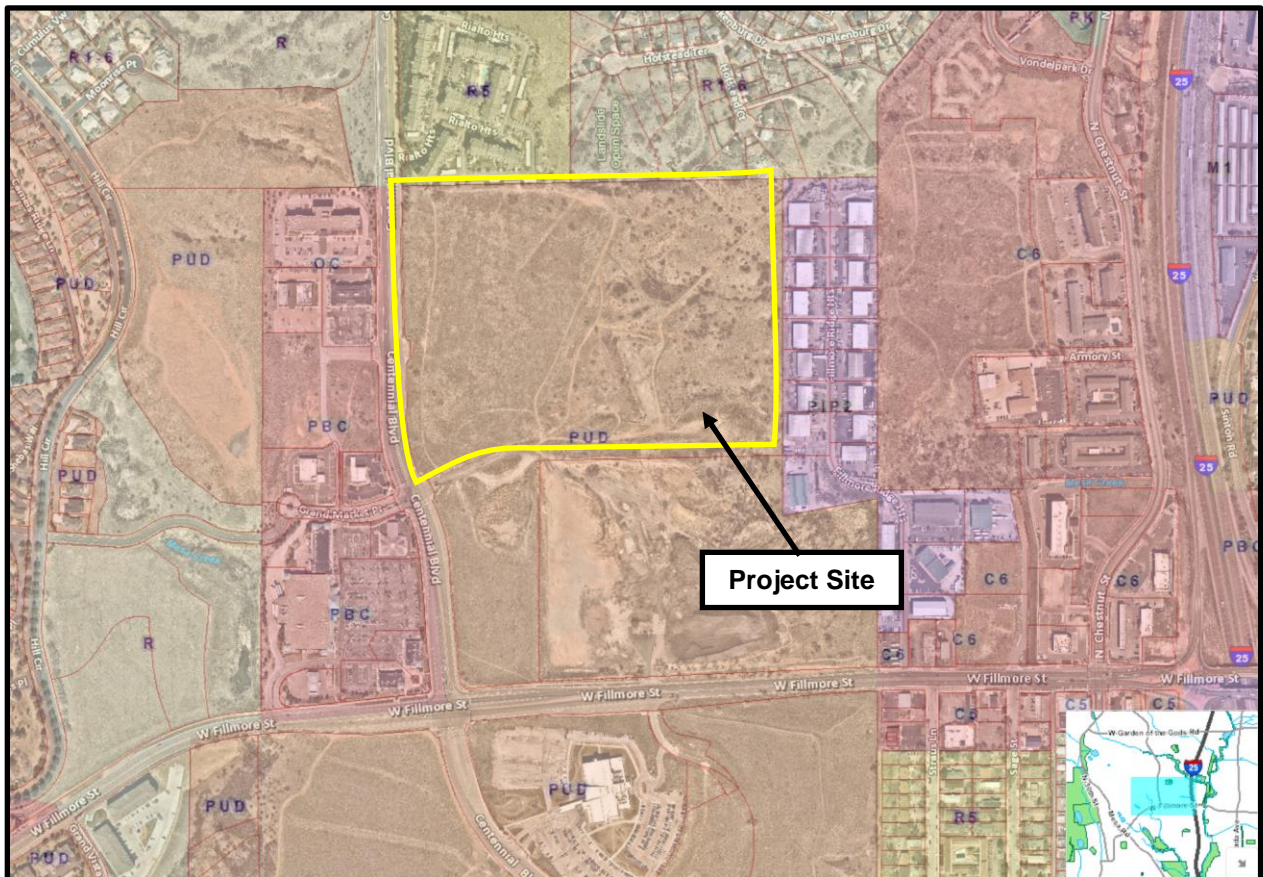


**CITY PLANNING COMMISSION AGENDA**  
**December 17, 2020**

**STAFF: DANIEL SEXTON**

**FILE NOs:**  
**CPC MPA 04-00043-A6MJ20 – QUASI-JUDICIAL**  
**CPC PUZ 20-00119 – QUASI-JUDICIAL**  
**CPC PUP 20-00120 – QUASI-JUDICIAL**

**PROJECT:** OVERLOOK AT CENTENNIAL & FILLMORE  
**OWNER:** TURTLE CREEK GRANDVIEW OFFICE, LLC  
**DEVELOPER:** EVERGREEN DEVCO INC.  
**CONSULTANT:** NES COLORADO INC.



## **PROJECT SUMMARY:**

1. Project Description: The project includes applications for a major master plan amendment, PUD zone change and PUD concept plan for 43.1 acres of land located at the northeast corner of Centennial Boulevard and West Fillmore Street. The project is herein referred to as "Overlook at Centennial & Fillmore". The major amendment to the Hill Properties Master Plan changes the land use designation from Office and Hospital to Residential and Open Space. **(see "Master Plan Amendment" attachment)** The zone change request would change the current zoning from PUD (Planned Unit Development) to PUD (Planned Unit Development for the uses of Residential and Parks; with a maximum density of 15-24.99 dwelling units per acre and a maximum building height of 75 feet). **(see "PUD Zone Change" attachment)** The proposed PUD concept plan illustrates the layout for the envisioned residential and park uses as well as site access points and dimensional standards. **(see "PUD Concept Plan" attachment)**
2. Applicant's Project Statement: **(see "Project Statement" attachment)**
3. Planning and Development Team's Recommendation: City Planning staff recommends approval of the application as proposed.

## **BACKGROUND:**

1. Site Address: The property associated with this project is not platted so no addressing has been assigned.
2. Existing Zoning/Land Use: The property is zoned PUD (Planned Unit Development for the uses of Hospital, Office, Medical Office, and General Commercial; with a maximum gross floor area of 1,850,000 square feet and a maximum building height of 165 feet) and is vacant.
3. Surrounding Zoning/Land Use:  
North: R1-6000/R5 (Single-Family Residential and Multi-Family Residential) and is residentially developed.  
East: PIP-2 (Planned Industrial Park) and is industrially developed.  
South: PUD (Planned Unit Development) and is partially vacant and commercially developed.  
West: PBC (Planned Business Center) and is commercially developed.
4. PlanCOS Vision: According to the PlanCOS Vision Map **(see "PlanCOS Vision Map" attachment)**, the project site is identified as a Changing Neighborhood.
5. Annexation: The property was annexed into the City under the Mesa Addition Annexation #2 plat (July 27, 1971; Ordinance 4275).
6. Master Plan/Designated Master Plan Land Use: The project site is part of the Hill Properties master planned area and is identified for office and hospital land uses.
7. Subdivision: The property is unplatted.
8. Zoning Enforcement Action: None
9. Physical Characteristics: The project site is vacant and slopes down significantly to the east towards Fillmore Ridge Heights.

## **STAKEHOLDER PROCESS AND INVOLVEMENT:**

The public notification process consisted of providing notice to surrounding homeowners associations and adjacent property owners within 1,000 feet of the site, which included the mailing of postcards to 145 property owners on two occasions: during the internal review and prior to the Planning Commission hearing. The site was also posted during the two occasions noted above. City Planning staff did not receive any public comments regarding this project.

Staff input is outlined in the following sections of this report. Staff sent copies of the plan set and supporting documentation to the standard internal and external review agencies for comments. Commenting agencies included Colorado Springs Utilities, Colorado Geological Survey, City Engineering, City Traffic, City Fire, City SWENT, City Parks, Council of Neighborhood Organizations (CONO), District 11, Police, and E-911. All comments received from the review agencies have been addressed. As an infill project within an established neighborhood, City Planning staff notes that the following review agency provided project specific comments:

- Colorado Geological Survey – Colorado Geological Survey reviewed and accepted the proposed concept plan, geological hazard report and envisioned land uses. Standard notes were applied to the entitlement documents to acknowledge the geological hazard analysis and documented hazards on the site. Future development plan and final subdivision plat applications will require a more details site specific geological hazard and slope stability analysis. **(see “CGS Letter” attachment)**
- City Finance – The Budget Office of the Finance Department conducted a Fiscal Impact Analysis (FIA) with a ten-year time horizon to understand the estimated expenditures and revenues attributed to the Hill Properties Master Plan amendment application. The result of the FIA was a positive cumulative cashflow for the City. The addition of the high density residential is extensive and dense enough to defray the cost of increased level of service. Also, due to the nature of the prior land uses, City revenues would experience a net growth due to this amendment. **(see “Fiscal Impact Analysis” attachment)**
- City Traffic – The City’s Traffic Engineering Division reviewed and accepted the proposed site design and layout, and the accompanying Master Traffic Impact study for the project. The submitted study assessed current and projected traffic volumes based on the proposed land uses along Centennial Boulevard and West Fillmore Street, and concluded there to be adequate roadway capacity. The remitting of funds will be required for the existing and proposed signals on Centennial Boulevard.
- City Parks – The new residential units trigger the Park and School Land Dedication Ordinance (PLDO). Parkland Dedication is anticipated to satisfy the approximate 7.95 acre estimated obligation. The obligation will be finalized with the future development plan and final subdivision plan applications.
- School District 11 – No comments were received from the School District 11. As such, City Planning staff will require the payment of fees in lieu of land dedication for the new residential units.

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

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

#### **a. Application Summary:**

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

The Applicant has requested a major amendment to the Hill Properties Master Plan **(see “Master Plan Amendment” attachment)** to change the land use designation from Office and Hospital to Residential and Open Space for the 43.1 acres of land associated with the Overlook at Centennial & Fillmore project. This change in master planned land use designations will be the first introduction of residential uses, a less intense use than previous uses, within the master planned area. City Planning staff notes that an amendment was approved in 2015 that changed the master plan land use designation for the project site from Neighborhood Commercial, Office and General Industrial to the more intensive Hospital and Office uses. While this change alters the envisioned land use trajectory for the master planned area, which previously focused on commercial, hospital, and commercial uses, the incorporation of residential uses into the area creates a more dynamic land use pattern on the mesa. The higher density residential uses being proposed, which are anticipated to range from 15-24.99 dwelling units per acre, will provide additional

rooftops that will support the current and future commercial uses. The siting of the residential and open space uses also affords a more gradual transition and buffer between the single-family and multi-family residential uses developed to the north and the commercial uses developing along Centennial Boulevard and West Fillmore Street.

ii. PUD Zone Change

The submitted zone change request proposes to rezone the project site from PUD (Planned Unit Development for the uses of Hospital, Office, Medical Office, and General Commercial; with a maximum gross floor area of 1,850,000 square feet and a maximum building height of 165 feet) to PUD (Planned Unit Development for the uses of Residential and Parks; with a maximum density of 15-24.99 dwelling units per acre and a maximum building height of 75 feet). **(see “PUD Zone Change” attachment)** The Applicant has proposed a maximum building height (75 feet) and density range (15-24.99 du/ac) that will govern the future build-out of the project area. These development standards are comparable with the established development parameters for the surrounding area. The requested zone also establishes an envisioned mix of residential and park uses. The proposed mix of uses, as discussed above, alters the land use direction for the Hill Properties neighborhood, but are not dissimilar to those land uses already found within the immediate area. More specifically, there are established park sites and single-family and multi-family residential developments located to the north of the project site and surrounding the larger neighborhood. Together, the proposed dimensional standards and land use controls outlined above mitigate the project’s impacts and meets the applicable City Code standards for a zone change request.

City Planning staff finds the application to be consistent with the purpose for a PUD zone change request, as set forth in City Code Section 7.3.601 and purpose for a zone change request, as set forth in City Code Section 7.5.601.

iii. PUD Concept Plan

The Applicant’s proposed PUD Concept Plan for the Overlook at Centennial & Fillmore project **(see “PUD Concept Plan” attachment)** illustrates the layout for the envisioned residential and park uses as well as dimensional standards and site access points. The proposed layout of the envisioned land uses placed the residential use (24.1 acres) adjacent to Centennial Boulevard and the park use (18.7 acres) on the eastern site of the project area. The placement of uses takes into account both the developability of the site and the desire of the City’s Parks, Recreation, and Cultural Services Department to secure additional open space/parkland adjacent to an existing open space to the north (known as “Landslide Open Space”). The Applicant has proposed a maximum building height for the project area of 75 feet, which is a reduction from the 165-foot height limit set for the previously envisioned hospital use in 2017. At 75 feet, the proposed building height is also a reasonable transition from the 30-foot and 45-foot building height limits to the north and the 40-foot and 60-foot building height limits to the south. The manner for calculating the above referenced maximum building height will follow the methodology set forth in City Code Section 7.2.201 *Definitions Enumerated – Building Height (Nonhillside Zone)*.

In terms of pedestrian and vehicular access, the Applicant incorporated improvements along Centennial Boulevard and the proposed private drive extending into the site from the Centennial Boulevard/Grand Market Point intersection. The pedestrian improvements will consist of sidewalks along Centennial Boulevard and a trailhead and trail improvements within the envisioned open space. The roadway improvements will consist of two new “Full Movement Access” intersections along Centennial Boulevard. All intersections are expected to be signalized but will be analyzed and designed through future development plan submittals. Further discussions of proposed roadway improvements and potential traffic impacts can be found later in this report under the Traffic subsection.

As an infill development, the Applicant’s proposal is a good fit for the surrounding area. City Planning staff find this to be true because the proposed residential and park uses

function as a transitional land use between the residential uses to the north and the commercial uses developed or envisioned to the west and south. The development to the west, commonly referred to as Grandview Marketplace Development, contains a mix commercial uses with various service type businesses (i.e. grocery store, retail, restaurants, and other service establishments). The project site and general area are also services by Mountain Metro bus service (Routes 2 and 17), which supports the development of a greater mix of uses. **(see “Context Map” attachment)**.

The above discussed development parameters and envisioned supportive land uses mitigate the impacts of this infill development and reinforce why this project will be a compatible with the surrounding neighborhood. City Planning staff finds that the proposed plan, as stipulated, is in conformance with the purpose for establishing PUD concept plan, as set forth in City Code Section 7.3.601, and a concept plan, as set forth in City Code Section 7.5.501.

b. Geological Hazards

The City’s Engineering Development Review Division (EDRD) of Public Works and Planning & Community Development Department, with consultation from the Colorado Geological Survey (CGS), has reviewed the PUD concept plan and accompanying geological hazard investigation report, prepared by CTL Thompson Inc., for the project. **(see “CGS Letter” attachment)** The reviewing agencies have accepted the analysis and recommendations set forth in the report prepared by the applicant’s consultant. The documented geological hazards and engineering geological conditions on the project site included undocumented artificial fill, loose soils, and expansive soils. As noted by CTL Thompson, the documented hazards and conditions will have some constraints on the proposed development and construction, but even the most significant problem affecting development can be avoided. Other conditions can be mitigated through proper engineering design and construction practices or avoidance. As a preliminary geotechnical analysis, future development plan and final subdivision applications will need to be accompanied by site specific geological hazard analysis to further evaluate site conditions and set forth property engineering and construction practices. Upon approval for the Overlook at Centennial & Fillmore project, City staff is prepared to execute the provided report.

c. Traffic

The City’s Traffic Engineering Division of Public Works (herein referenced as “Traffic”) has reviewed the proposed PUD concept plan and accompanying Master Traffic Impact Study, prepared by SM Rocha, LLC. Traffic has determined that the site design and layout affords adequate sightlines and queuing for vehicles entering and exiting the site via the proposed private access drive extending into the site from the Centennial Boulevard/Grand Market Point intersection, and the new “Full Movement Access” intersections along Centennial Boulevard. All intersections are expected to be signalized, so remitting of funds trigger will be applied to future development plans. City Planning and Traffic will monitor the build-out of this project to determine if additional roadway or intersection improvements are necessary.

d. Drainage

The City’s Water Resources Engineering Division of Public Works (herein referenced as “SWENT”) has reviewed the PUD concept plan and accompanying preliminary drainage report, prepared by Harris Kocher Smith. SWENT has accepted the analysis and recommendations set forth in the report. Stormwater from the project will be captured and directed into an on-site full spectrum water quality and detention facility. As designed, all proposed stormwater improvements were found to comply with the City Drainage Control Manual. The Applicant will be required to submit a final drainage report with each future development plan and final subdivision plat application.

City Planning staff finds that the proposed project addresses all the applicable review criteria set forth in City Code.

2. Conformance with the City Comprehensive Plan:

The project applications have been evaluated for conformance with the City's current comprehensive plan (herein referred to as "PlanCOS"), adopted in January 2019. According to PlanCOS, the project site is identified as an Established Suburban Neighborhood. **(see "PlanCOS Vision Map" attachment)** The Overlook at Centennial & Fillmore project is consistent with one of the core values of PlanCOS, which reinforces the important of encouraging the infill development proposals. One of the "Big Ideas" in the Vibrant Neighborhood Chapter 2 of PlanCOS is entitled "Reclaim Neighborhood Space", which has goal VN-3 that states:

*"Through neighborhood plans, associations, and partnerships, empower neighborhoods to reinvest in order to create community, vibrancy, and to address their specific vision and needs."*

To do this, PlanCOS suggests, "New development should focus on safe connections into and within these neighborhoods".

A "Big Idea" from Chapter 4, entitled "Embrace Sustainability", has Goal TE-4 that states:

*"Focus on productively developing and redeveloping areas already in, nearby, or surrounded by the city in order to preserve open spaces, maximize investments in existing infrastructure, limit future maintenance costs, and reduce the impacts of disinvestment in blighted areas."*

A policy for this goal further reinforces that development should "Prioritize development within the existing City boundaries and built environment (not in the periphery)."

Adaptive and responsive land use change is one of the core values of PlanCOS. On balance with this perspective, City Planning staff has determined that the project's land use, location and site design meets the overall intent of this idea.

The Majestic Landscapes theme (in Chapter 7 of PlanCOS) is also an important consideration. Although this project will result in more areas with vertical development and less perceptual open space, staff recommends that the resulting plan supports several of the Majestic Landscapes Big Ideas including "Providing Parks for the People", "Engaging with Our Landscapes", and "Complete our Creeks". More detail can be found at: <https://coloradosprings.gov/plancos/book/introduction-vision-and-big-ideas?mlid=42926> Accessible and connected parks and trails facilities are being provided.

For the reasons provided in this overall staff report, City Planning staff finds that this infill development proposal and its associated applications to be in substantially conformance with PlanCOS and its guidance.

3. Conformance with the Area's Master Plan:

The project site is part of the Hill Properties master planned area, which is presently identified for office and hospital uses. The Applicant submitted a master plan amendment application that proposes to change the land use designation from for the 43.1-acre project site to Residential and Open Space. City Planning staff finds that Applicant's amendment request and associated project applications create a more complimentary and supportive land use pattern for the area that is in general conformance with the long-range vision for the Hill Properties Master Plan, which consists of a mix of commercial, office and park uses. **(see "Context Map" attachment)** Through staff's review of the PUD concept plan and consideration of the review criteria for establishing a PUD concept plan, as set forth in City Code Section 7.3.605, and the review criteria for establishing a concept plan, as set forth in City Code Section 7.5.501(E), the overall area impacts of the project were analyzed.

**STAFF RECOMMENDATION:**

**CPC MPA 04-00043-A6MJ20 – Major Master Plan Amendment**

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

**CPC PUZ 20-00119 – PUD Zone Change PUP to PUD**

Recommend approval to City Council the zone change for 43.1 acres of land from Planned Unit Development (PUD) to Planned Unit Development, based upon the findings that the PUD zone change meets the criteria for establishing a PUD zone, as set forth in City Code Section 7.3.603, and the review criteria for a change of zone, as set forth in City Code Section 7.5.603.

**CPC PUP 20-00120 – PUD Concept Plan**

Recommend approval to City Council a PUD concept plan for the Overlook at Centennial & Fillmore project, based upon the findings that the PUD concept plan meets the review criteria for establishing a PUD concept plan, as set forth in City Code 7.3.605, and meets the review criteria for establishing a concept plan, as set forth in City Code 7.5.501(E).