

CITY PLANNING COMMISSION AGENDA
July 13, 2022

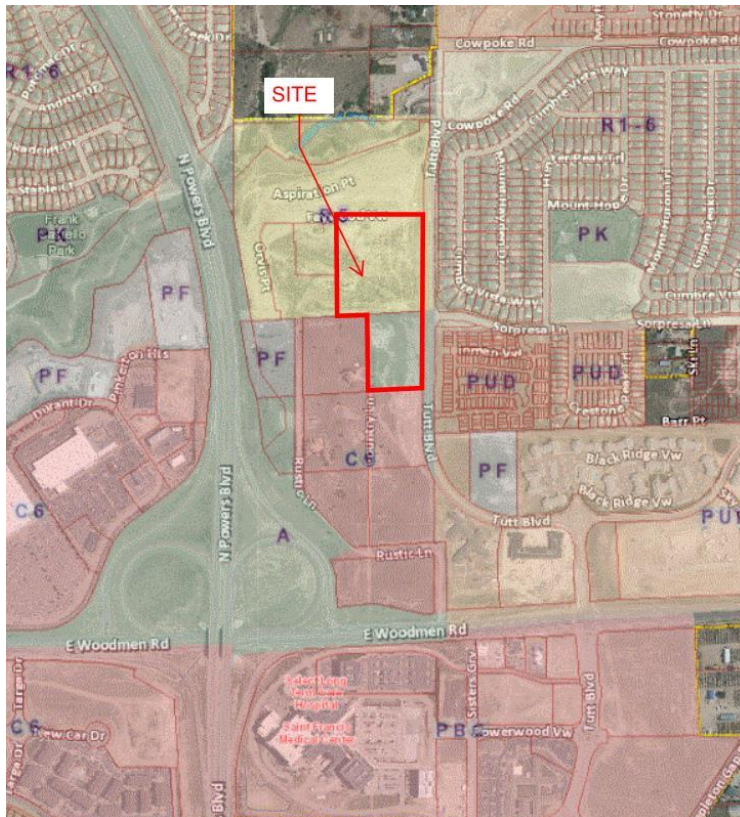
STAFF: GABE SEVIGNY

FILE NO(S):
CPC MPA 02-00254-A4MJ22 – LEGISLATIVE
CPC ZC 22-00011 – QUASI-JUDICIAL
CPC CP 22-00012 – QUASI-JUDICIAL

PROJECT: TUTT BOULEVARD TOWNHOMES

APPLICANT: WSB / Jay Peters

OWNER: RMG – RS HOLDINGS, LLC



PROJECT SUMMARY:

1. **Project Description:** This project includes concurrent applications for a major amendment to the Powerwood 2 master plan from Office/Industrial to Multi-family/Residential, a zone change from A-AO (Agricultural with Airport Overlay) to R-5 AO (Multi-family Residential with Airport Overlay), and a new concept plan illustrating 13.45-acres as multi-family residential (**see attachments, “Powerwood 2 Master Plan”, “Tutt Blvd Townhomes - Zone Change Exhibit B”, and “Tutt Boulevard Townhomes Concept Plan”**). The site is 13.45-acres and located west of the intersection of Tutt Boulevard and Sorpresa Lane.

2. Applicant's Project Statement: (see attachment "Project Statement")
3. Planning and Development Team's Recommendation: Staff recommends approval of the applications with one (1) Condition of Approval and two (2) technical modifications:
 - a. Condition of Approval
 - i. Applicant will receive final approval from SWENT for a preliminary drainage report and the Master Drainage Development Plan (MDDP) prior to final approval of the Concept Plan
 - b. Technical Modification
 - i. Receive final acceptance of street naming by the Public Safety Street Naming Administrator and indicate street name on the plan.
 - ii. Add a note to the Concept Plan that requires a geologic hazard study to be reviewed at the time of a development plan.

BACKGROUND:

1. Site Address: Currently, there is no address for the north parcel, the southern parcel is 7755 Country Lane
2. Existing Zoning/Land Use: A (Agricultural), vacant
3. Surrounding Zoning/Land Use: North: R5/Vacant
South: C6/Vacant
East: PUD/R1-6/Single Family Residential/Townhomes
West: C6/Residential
4. Annexation: Powerwood No 2 Addition
5. Master Plan/Designated Master Plan Land Use: Powerwood 2 Master Plan/Office Industrial
6. Subdivision: Northern parcel is not currently platted, southern parcel is within the Westview Estates Final Plat
7. Zoning Enforcement Action: There are no current enforcement actions on this site.
8. Physical Characteristics: The site slopes downward from south to north. It is currently vacant with native grasses.

STAKEHOLDER PROCESS AND INVOLVEMENT: The public process involved posting the site and sending postcards on two separate occasions to 152 property owners within 1,000 feet. Staff received six (6) emails in opposition (**see attachment "Neighbor Comments"**). Concerns were raised related to building height, interrupted views, and overall traffic in the area. Staff has addressed the comments below under the concept plan section.

Staff input is outlined in the following sections of this report. Staff sent plans to the standard internal and external review agencies for comments. Most comments received from the review agencies have been addressed, those that are not addressed are considered minor for this level of an application and are either addressed with technical modifications, conditions of approval, or will be addressed at the time of a development plan application. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire, Police, Enumerations, Floodplain, Comcast, Academy School District 20, Woodmen Heights Metropolitan District #3, and E-911. This site is within the Airport Overlay and was seen and approved by the Airport Advisory Committee on February 23, 2022, 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
 - a. Background

The 13.45-acre site is located west of the intersection of Tutt Boulevard and Sorpresa Lane. The proposed site was annexed into the Colorado Springs city limits October 2003 (CPC A 00-00250, Ordinance No. 03-177). The site was initially designated as A (Agricultural), CPC ZC 02-00253 which is allowed as a holding zone at annexation and then further required for specific zoning at time of development. The site is identified in the Powerwood 2 master plan, the initial approval in December 2004 designating this site

as Office; an amendment, CPC MP 02-00254-A2MJ09, was approved January 2010 amending this site on the master plan from Office to Office/Industrial Park. The overall site was designated in 2 different concept plans, with the most recent amendment for the concept plan, CPC CP 14-00081, approved January 2015, identified the north parcel as commercial. The current proposed concept plan, as discussed further below, is for both the northern and southern parcels. This would replace any previous concept plan for the area in question.

The parcels have remained undeveloped for any commercial, office, or industrial use, therefore the proposal is to change the designation in the master plan and concept plan to multi-family residential with a concurrent application for a zone change to R5 (Residential). If approved this would allow the applicant to move forward with a development plan for 140 townhome units.

b. Major Master Plan Amendment

The major master plan amendment proposes to remove the designation for office/industrial and replace with multi-family residential with a density for the north parcel at 10.6 dwelling units per acre, and a density for the south parcel at 10.2 dwelling units per acre. The difference in dwelling units per acre is to allow some additional clustering on the northern parcel that is a larger over-all area. Existing Sorpresa Lane is not being affected with this amendment as it has been master planned to be a major internal access to serve these parcels and the parcels to the west. As noted on the proposed master plan amendment, any future development shall be in conformance with the Powerwood 2 Annexation Agreement.

i. Fiscal Impacts:

The City Budget Office has completed a Fiscal Impact Analysis on March 8, 2022 (**see attachment “Fiscal Impact Analysis”**). City Budget Office has determined a positive cashflow for the City during the 10-year timeframe. The general reason for the outcome is the Use Tax revenue collected as a result of construction.

Staff finds the request for a master plan amendment is in conformance with City Code Section 7.5.408

c. Zone Change

Any change of zone application must be evaluated using the review criteria in Section 7.5.603.B. of City Code. Specifically, the request must not be detrimental to public interest, health, safety, convenience or general welfare; the proposal must be consistent with the City’s Comprehensive Plan; and the request must be consistent to the approved master plan for the area. Staff finds that the first 2 criteria are met, and the above master plan amendment must be approved in order for the third criteria to be met. While a more detailed analysis of how the newly adopted PlanCOS applies to this project is provided below, it should be noted that the City has been supporting infill development and redevelopment opportunities.

This project includes a zone change request from A/AO (Agricultural with Airport Overlay) to R-5/AO (Multi-family Residential with Airport Overlay). The proposed zone change is compatible with the general area (**see attachment “Surrounding Uses”**).

Staff finds that the request for the zone change is in conformance with the City Code Section 7.5.603(B).

d. Concept Plan

The Tutt Boulevard Townhomes Concept Plan illustrates 13.45-acres as multi-family with a townhome concept. If approved it would allow the applicant to develop at a density of 10.4 dwelling units per acre, approximately 140 townhome units. The proposed

townhome development provides a better transition from the single-family dwellings to the east of Tutt Boulevard to the multi-family development to the west. The associated concept plan shows the height of the townhomes, with the tallest point being 30 feet 1 inch. As the site slopes from south to north the height of the structures are compatible with the residential development to the east; more compatible than if a commercial/office/industrial use would be as those individual zone districts can range from 45 or 50 feet depending on the commercial zone district.

The concerns from the neighbors for views and traffic have been addressed by the additional note, as mentioned above, for the maximum building height. A traffic study was conducted and discussed more below. City Traffic Engineering has no outstanding comments.

Staff finds that the request for a Concept Plan is in conformance with the City Code Section 7.5.501(E).

i. Geologic Hazards Review

A geologic hazard report was not reviewed with these applications. There is a note on the concept plan that requires a geologic hazard study to be reviewed at the time of a development plan.

ii. Drainage Report

This project required a Master Drainage Development Plan and Preliminary Drainage Report. SWENT (Stormwater Enterprise) has not approved these documents but have stated the remaining comments will not adversely impact the concept plan. Staff has recommended the Condition of Approval that prior to final approval of the concept plan, the applicant receive necessary approvals from SWENT. The applicant will be required to submit a Final Drainage Report to Stormwater Enterprise (SWENT) at the time the development plan.

iii. Traffic Study

A Traffic Impact Analysis (TIA) was prepared on December 16, 2021 by WSB. City Traffic Engineering was sent a referral and agrees with the TIA findings and recommendations. Within the report WSB states the future capacity analysis for opening year 2025, at the intersections Tutt Boulevard and Cowpoke Road, Tutt Boulevard and North Site Access, and Tutt Boulevard and Sorpresa Lane will all operate at LOS (Level of Service) A during both peak hours. WSB determined that all approaches and individual turning movements at the proposed intersections are projected to operate at LOS B or better.

WSB also stated the future capacity analysis for year 2040 at the Tutt Boulevard and Cowpoke Road intersections to be LOS A with all turning movements at LOS C or better. The final intersection design at Tutt Boulevard and Sorpresa Lane would operate at a LOS of C or better with the west bound lane at a LOS of F or better, until the signal is installed at that intersection. At such time the intersection is signalized, the LOS would be B or better, with all turning movements at LOS C or better. An escrow payment of \$75,000 for the future traffic signal at the intersection of Tutt Boulevard and Sorpresa Lane is required and a note has been added to the Concept Plan.

Staff would note the Traffic Impact Study was done for 150 units while the concept plan does propose approximately 140 units. This adds 1,098 weekday trips to the immediate area, with daily AM trips at 69, and PM trips at 85 both in and out of the site.

2. Conformance with the City Comprehensive Plan:

Staff has evaluated the proposed applications for conformance with the City's current comprehensive plan (herein referred to as "PlanCOS"). According to PlanCOS, the project site is identified on the plan's Vision map (**see "Vision Map" attachment**) as Newer Developing Neighborhood. According to the Areas of Change map (**see "Areas of Change" attachment**) the project site is also identified in a high area of change and according to the Vibrant Neighborhoods Framework map (**see "Vibrant Neighborhoods Framework" attachment**) the project site is identified within a Newer Developing Neighborhood. Specific policies of PlanCOS that are supported are listed below:

Policy VN-2.A: *Promote neighborhoods that incorporate common desired neighborhood elements.*

Strategy VN-2.A-3: *Support land use decisions and projects that provide a variety of housing types and sizes, serving a range of demographic sectors, and meeting the needs of residents and families through various life stages and income levels.*

Policy VN-3.E: *Encourage and support the integration of mixed-use development in neighborhoods*

Policy UP-4.A: *Actively plan and encourage a development pattern consisting of unique centers located along new and redeveloped corridors and at other designated areas throughout the city.*

Strategy UP-4.A-3: *In conjunction with committed transit improvements, create and adopt new transit-oriented development and mixed use-supportive base zoning or overlays to support the continued development and redevelopment of key corridors and centers.*

Strategy TE-4.A-4: *Support greenfield development that includes mixed-use, higher-density clusters, and quality design*

Goal UP-4: *Strengthen our overall community identity and better serve the needs of residents and businesses within our large metropolitan area by developing active, unique, and connected centers and corridors.*

Goal UP-5: *Develop and support unique places and centers as models of resilience and sustainability.*

Strategy TE-1. C-2: *Support and leverage projects and initiatives with mixed uses, transit supported and walkable attributes to attract and retain a skilled workforce and business investment.*

This proposal is a suburban infill development and offers housing within an already well established city center. The site is along the two major corridors: North Powers Boulevard and East Woodmen Road, which provide commercial centers in support of the new and redeveloped along these corridors. The over-all development will be multi-family but is a townhome design that provides a transition from the single-family development to the east and the multi-family apartment units to the west. City Code defines multi-family dwelling as one or more buildings of three (3) or more dwelling units in which each unit is used exclusively for occupancy by one family. The term may include townhouses, condominiums, and apartments. As such, the zoning required was for multi-family, however, the design of townhomes is more compatible with the single-family dwellings to the east. This also supports the 'Housing for All' concept, in providing for a variety of housing in the area.

The proposal supports redevelopment, connectivity, attainable housing, and economic development by providing workforce housing in proximity to and connecting to multiple employment opportunities and neighborhood services located to the south and west of the

proposed site. As PlanCOS identifies this area as a high area of change, there have been many developments in the area to include, but not limited to, The Townes at Cumbre Vista, The Creek at Cottonwood Apartments, Lodges at Black Forest, Woodmen Ridge Apartments, and Ascent by Watermark.

City planning staff finds the Tutt Boulevard project to be in substantial conformance with PlanCOS and its guidance.

3. Conformance with the Area's Master Plan:

The Powerwood No. 2 Master Plan defines this area as commercial/industrial. The current application for a master plan amendment will establish a multi-family use on the subject property. The master plan review criteria include review for the comprehensive plan, land use relationships, public facilities, transportation, environmental impacts, and fiscal impacts. Staff feels this amendment supports the intention of the master plan to establish residential in areas supported by commercial corridors and this adjustment does not add any adverse impacts to the surrounding established neighborhood.

STAFF RECOMMENDATION:

CPC MPA 02-00254-A4MJ22

Recommend approval to City Council the major amendment to the Powerwood 2 Master Plan, based upon the finding that the master plan amendment complies with the review criteria in City Code Section 7.5.408

CPC ZC 22-00011

Recommend approval to the City Council the zone change of 13.45 acres from A/AO (Agricultural with Airport Overlay) to R-5/AO (Multi-Family Residential with Airport Overlay) based upon the findings that the change of zoning request complies with the three (3) criteria for granting a zone change as set forth in City Code Section 7.5.603(B).

CPC CP 22-00012

Recommend approval to City Council the concept plan for Tutt Boulevard Townhomes, based upon the findings that the concept plat meets the review criteria for granting a concept plan as set forth in City Code Section 7.5.501(E) with the following Condition of Approval, and technical modifications:

Conditions of Approval

1. Receive final approval from SWENT for a preliminary drainage report and the Master Drainage Development Plan (MDDP) prior to final approval of the Concept Plan.

Technical Modifications

1. Receive final acceptance of street naming by the Public Safety Street Naming Administrator and indicate street name on the plan.
2. Add a note to the Concept Plan that requires a geologic hazard study to be reviewed at the time of a development plan.