

CITY PLANNING COMMISSION AGENDA

STAFF: MIKE SCHULTZ

FILE NO(S):

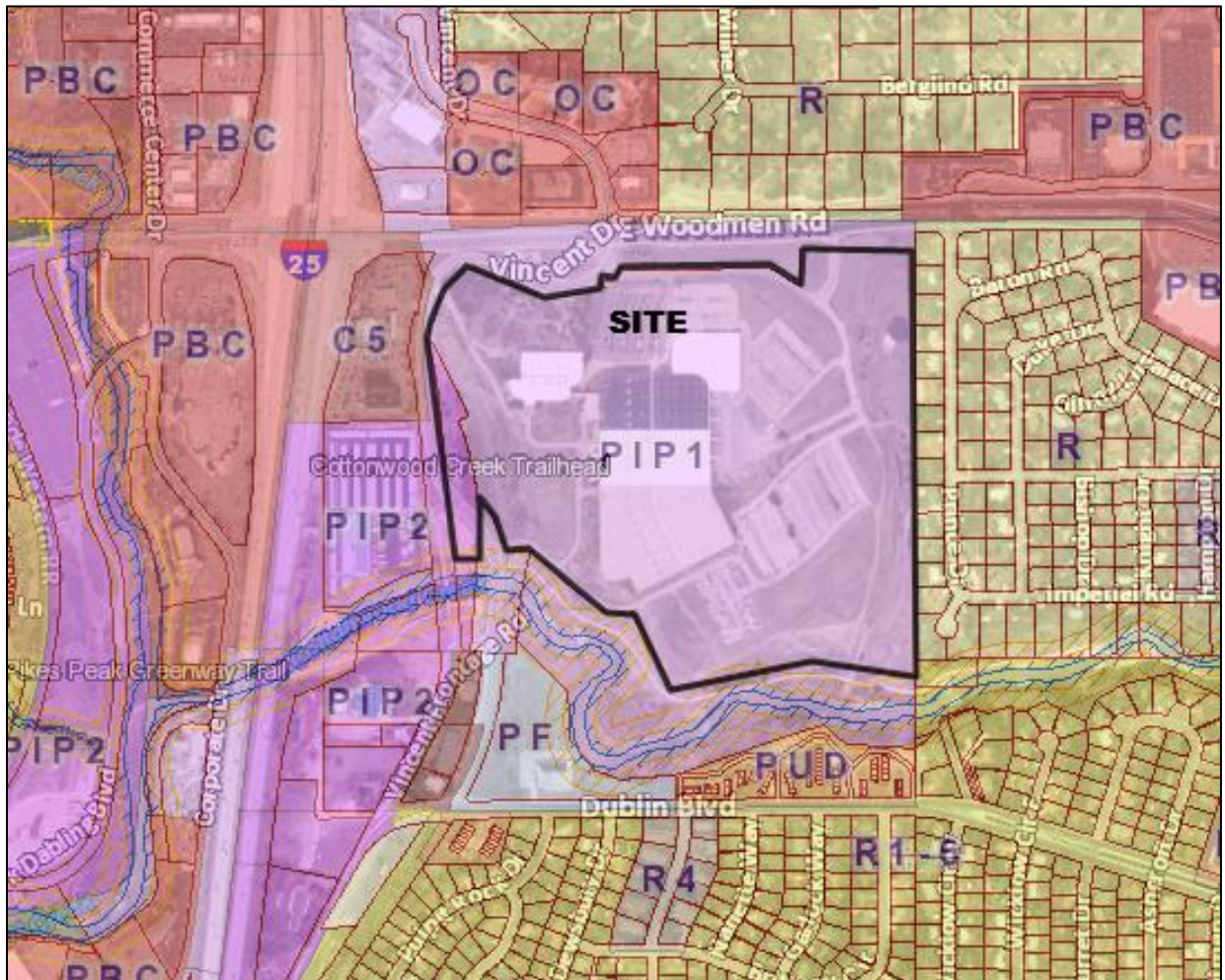
CPC ZC 16-00123 - QUASI-JUDICIAL

CPC CP 16-00124 - QUASI-JUDICIAL

PROJECT: CREST AT WOODMEN

APPLICANT: GALLOWAY & COMPANY, INC. (JOHN RADCLIFFE)

OWNERS: THE CREST AT WOODMEN, LLC AND REALM REALTY



PROJECT SUMMARY:

1. Project Description: This project includes a change of zone and concept plan for the proposed redevelopment of the Current Inc. site comprising of 78.3 acres and located south of the intersection of Woodmen Road and Vincent Drive.

The rezoning request will rezone the subject property from PIP-1/cr/SS (Planned Industrial Park with conditions of record and Streamside Overlay) and PIP-2 (Planned Industrial Park) to C-5/CR/SS (Intermediate Business with Conditions of Record and Streamside Overlay).

Redevelopment of the site involves razing approximately two-thirds of the existing retail/light industrial/warehouse building and redeveloping the north half of the site as a combination of commercial (including retail and restaurant) and office uses. The concept plan illustrates a combination of inline mixed commercial buildings along with freestanding, single-use retail, restaurant and office.

2. Applicant's Project Statement: **(FIGURE 1)**
3. Planning and Development Team's Recommendation: Staff recommends approval of the change of zone and concept plan.

BACKGROUND:

1. Site Address: 1005 & 1025 East Woodmen Road
2. Existing Zoning/Land Use: PIP-1/CR/SS (Planned Industrial Park with Conditions of Record and Streamside Overlay) and PIP-2 (Planned Industrial Park). The existing condition of record states: "No buildings shall be constructed within 400 feet of the east and south property line without public hearings before the City Planning Commission".
3. Surrounding Zoning/Land Use:
 - North: R (Residential Estate)/Single-Family Residential; OC (Office Complex)/Restaurant (Fast food); PBC (Planned Business Center)/Retail
 - South: PIP-1 (Planned Industrial Park)/Cottonwood Creek open space (City owned property)
 - East: R (Residential Estate)/Single-Family Residential
 - West: C-5 (Intermediate Business)/Auto Sales and PIP-2 (Planned Industrial Park)/Mini-warehouse
4. Comprehensive Plan/Designated 2020 Land Use: Employment Center
5. Annexation: North Hills Ranch Addition, August 1976
6. Master Plan/Designated Master Plan Land Use: Property is not part of an approved master plan.
7. Subdivision: Lot 1, Block 1, Looart Subdivision No. 5
8. Zoning Enforcement Action: None
9. Physical Characteristics: A majority of the site is developed as light industrial, warehouse, office and retail uses as part of the operation of Current Inc.; the total building area is approximately 660,000 square feet. The east and southern portion of the site are undeveloped and covered with native grass and a number of evergreen trees. The site appears to accept limited drainage flows from the adjacent residential neighborhood (Yorkshire Estates). A small detention pond is located in the northeast quadrant of the site and drainage flows south through the site toward Cottonwood Creek. A large hill, vegetated with evergreens and scrub oak, exists in the northwest quadrant of the site.

STAKEHOLDER PROCESS AND INVOLVEMENT

The public process included holding a pre-application neighborhood meeting on February 17, 2016. Notification and posting of the site occurred prior to the meeting; notification was sent out to 304 property owners as well as to the Yorkshire Estates HOA.

Approximately 60 residents attended the meeting. The following were concerns raised by residents:

- Building heights/blocking views to the west;
- Improved screening along the shared property line;
- Increased traffic;
- Use-to-use buffering from commercial to the residents;
- The decrease in the building setback from 400-ft to something less;
- Type of uses that would be permitted;
- Noise from deliveries/trash pickup;
- Lighting;
- Access from Yorkshire Estates into the development;

At the internal review stage notices were sent out to 304 property owners and the Yorkshire Estates HOA, the mailing distance was 1,000 feet; posting of the site included two posters along Woodmen Road. Attached are comments received from residents during the internal review of this project (**FIGURE 7**).

Notification and posting of the site occurred again for the public hearing, staff expanded the notification to 1,500 feet to ensure more residents within the Yorkshire Estates neighborhood were included; notification was sent to 544 property owners as well as to the Yorkshire Estates HOA.

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

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

1. Review Criteria/Design & Development Issues

a. Background:

The site was developed in 1980 for Looart Printing with a number of building additions over the next few decades, the most recent addition constructed in 2006. Looart Printing was later purchased by Current USA Inc., specializing in printing products. Attached is a 2015 article from the Gazette (**FIGURE 2**) providing additional history and recent sale of the property.

The original zone change request was to rezone the property to PBC (Planned Business Center) with the intent to redevelop the site for commercial and retail uses. However upon staff review it was determined that the light industrial use that would remain on the site could not be “conditioned” within the PBC zone the rezoning request was modified to C-5 (Intermediate Business).

Staff supports the request for the C-5 zone district allowing a portion of the existing building and property to continue to be used for light industrial and warehouse purposes while adding commercial, office, retail and potentially multi-family residential to the site.

In comparing both the PBC and C-5 zone districts, the two zones are comparable in allowed uses (both permitted and conditional). The C-5 zone does allow “Light Industrial” (**FIGURE 3**); incidental warehousing and distribution are allowed as part of the “Light Industrial” definition.

The applicant intends to raze two-thirds of the warehouse building and retain approximately 187,433 square feet with Current Inc. being the primary tenant for another three (3) years. The applicant has cited the nearby University Village Shopping Center as an example of the type of shopping center it intends to develop.

b. Change of Zone:

The property was rezoned from OC and PIP-1 to PIP-1 with conditions of record in 1985 with the sole condition being that all buildings were required to be located a minimum of 400 feet from the easterly property line (adjacent to existing residential) unless approved by City Planning Commission. The City Zoning Code currently requires a minimum 100 foot building setback within both PIP-1 and PIP-2 zone districts when adjacent to existing residential. The streamside overlay only slightly encroaches (approximately 11,000 square feet) on the southern extent of the site; the overlay is mostly contained within the City owned property for Cottonwood Creek (see location map provided on front of staff report).

As stated above, the original request was to rezone the property to PBC in order to redevelop a majority of the site for commercial and office uses. The rezoning request was later changed to C-5 in order to allow the Current Inc. operation to be retained on site for approximately three (3) years. The C-5 zoning allows “Light Industrial” land uses as a use by right within the zone district. If and when Current Inc. is to cease operation on the site, a new light industrial tenant could occupy the space allowing an employment center base to remain and support future commercial.

Because the C-5 zone district allows a broader range of land uses, staff has recommended placing conditions of record on the rezoning of the property. The prohibited land uses include:

1. Human Service Establishments
2. Automotive Repair Garage
3. Construction Sales and Service
4. Consumer Convenience Services
5. Medical Marijuana Center
6. Medical Marijuana Infused Product Manufacturer
7. Option Premises Cultivation (MMJ)
8. Construction and/or Contractor Yards.

The intent to prohibit the above uses is to restrict land uses that are currently prohibited within the PBC zone district, which was originally proposed for the site, and to utilize the C-5 district to allow “Light Industrial” for that portion of the building proposed to remain as part of the redevelopment of the site. Some of the above land uses are uses expressed by the neighborhood to be restricted from the site.

c. Concept Plan:
Proposal Details

The Crest at Woodmen concept plan (**FIGURE 4**) proposes to redevelop the 78 acre site by razing the northerly two-thirds of the existing retail, light industrial and warehouse building and retain approximately 187,000 square feet of the south end of the building. The developer would also retain the 92,704 square foot office building located on the west side of the site. Utilizing the proximity and visibility of Woodmen Road, the north half of the site would be developed to allow a mix of commercial, retail and office type uses.

Drainage

A master development drainage plan has been reviewed and found acceptable by Water Resources Engineering regarding the proposed redevelopment of the site. The applicant proposes to construct a centralized water quality facility in the southeast quadrant of the site that will provide full spectrum detention for the entire project. Upon submittal of subsequent development plans and plats for the site, the applicant will provide a drainage letter or report for review and approval.

Traffic

A traffic impact study was submitted for review and has been found acceptable by Traffic Engineering. The traffic study examines the current conditions involving both the trips generated by the Current, Inc. facility as well as current traffic and signal conditions along Woodmen Road. The report does anticipate a level of service (LOS) of 'F' at the Woodmen Road and Vincent Road signal by 2035; the report suggests that little mitigation is feasible except for the City making signal adjustments (**FIGURE 5**).

Primary access to the project would be from two access drives along Woodmen Road; one at the signalized intersection at Campus Drive and the other from a three-quarter turn further east of the signalized intersection. The applicant proposes to construct a new public street through the site, an extension of Campus Drive, connecting at Woodmen Road and extending south to Vincent Drive. Construction of the road would be part of phase one of the development. Additionally a round-about is proposed at the new Campus Drive and Vincent Drive intersection, which is supported by City Traffic Engineering. Access from the south, from Nevada Avenue and Dublin Boulevard would provide additional access to the site.

Screening/Buffer/Setbacks

As a result of the neighborhood meeting, the developer has agreed to install a new six (6) foot solid screen fence along the easterly property line to help buffer and screen the site for the 16 homes that abut the property along the east property line. The type of wall will be similar to the tip-up concrete panel wall located along Woodmen Road adjacent to the site. Details of the exact location of the wall to be either placed along or slightly offset of the property line will continue to be discussed with both the residents and City Parks.

Also, as a result of the neighborhood meeting and the concerns related to impacts on the adjacent residents living in the Yorkshire Estates neighborhood, the applicant has agreed to retain a minimum 100 foot building setback for all buildings and 200 foot building setback for all restaurants from the eastern property line that is adjacent to the residential neighborhood. This restriction will be clearly noted and delineated on the concept plan and carried forward with the future development plans for each adjacent site.

d. Park Land Swap

Early in the process the applicant approached City Parks regarding a potential land swap involving a 1.489 acre piece of property owned by the City located along Vincent Drive. This property was given to the City from another developer but has never been utilized for park, trail or open space purposes. The developer agreed to provide a similar size strip of property along the easterly portion of the property that would allow a trail connection from Woodmen Road to the Cottonwood Creek trail.

City Council approved of the land swap between the City and the Crest at Woodmen, LLC at its April 11, 2017 City Council meeting. For additional information and background on the land swap, staff has attached the staff memo to City Council along with the attached exhibits (**Figure 6A, 6B, 6C**).

The 30 foot wide strip of land to contain the future 10 foot paved trail connection will be coupled with a 20 foot landscape area that will create a 50 foot wide buffer along the easterly boundary. The developer will also construct a 6 foot solid fence providing additional buffering and screening for residents that abut the property. The Yorkshire Estates neighborhood is currently not interested in having a trail connection from the neighborhood to the future trail. The Parks Department will continue working with the neighborhood to provide direct public access to the City trail system.

The City parcel is included with the current change of zone request to C-5. Once the land acquisition has been finalized, the applicant will provide a final legal description to City Parks. Once the property is formally owned by the city, a rezoning to PK (Parks) will be initiated by City Parks.

2. Conformance with the City Comprehensive Plan:

The 2020 Comprehensive Plan calls out this area as “Employment Center” which supports commercial and retail centers as an intended land use. The proposed development would provide a continuation of light industrial and office uses as well as a mix of commercial, retail and potentially multi-family housing uses on the site.

Below are list of strategies, objectives and policies that also support the proposed project, including guidelines for the recently adopted Infill Chapter.

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.

Policy LU 302: Encourage Development of Mixed-use Activity Centers

Encourage the development of activity centers designed to include a mix of uses that compliment and support each other, such as commercial, employment-related, institutional, civic, and residential. A walkable, pedestrian friendly environment will tie the mix of uses in activity centers together. Activity centers will vary in size, intensity, scale, and types of uses depending on their function, location, and surroundings. Activity centers will be designed so they are compatible with, accessible from, and serve as a benefit to the surrounding neighborhood or business area.

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.

Guidelines from Adopted Infill Section

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.

DESIGN AND LOCATION CONSIDERATIONS:

Context-appropriate increases in density and changes in land use should be supported, particularly in identified infill priority areas such as the downtown, economic opportunity zones and high frequency transit corridors. Projects should be located and designed to:

- Support integration, mixing and connectivity of land uses within their surrounding areas and neighborhoods;
- Support the long-term viability of the neighborhoods they affect with input from neighbors;

- Enhance the viability of multi-modal transportation options including transit use, cycling and walking; and
- Support use and density transitions, as well as buffer treatments should be incorporated where appropriate and feasible to address site conditions.

It is the finding of the Planning and Community Development Department that the zone change and concept plan for the Crest at Woodmen 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 subject property is not part of an approved master plan.

STAFF RECOMMENDATION:

CPC ZC 16-00123 – ZONE CHANGE

Recommend approval to City Council the rezoning of 78.3 acres from PIP-1/CR/SS (Planned Industrial Park with Conditions of Record and Streamside Overlay) and PIP-2 (Planned Industrial Park) to C-5/CR/SS (Intermediate Business with Conditions of Record and Streamside Overlay), based upon the findings that the zoning request complies with the review criteria set forth in City Code Section 7.5.603.B regarding the findings for change of zone district boundaries with the following Conditions of Record:

Prohibited Uses:

Human Service Establishments
Automotive Repair Garage
Construction Sales and Service
Consumer Convenience Services
Medical Marijuana Center
Medical Marijuana Infused Product Manufacturer
Option Premises Cultivation (MMJ)
Construction and/or Contractor Yards.

CPC DP 16-00124– CONCEPT PLAN

Recommend approval to City Council the Crest at Woodmen Concept Plan based upon the findings that the concept plan meets the review criteria for granting approval of a concept plan as set forth in City Code Section 7.5.501.E.