

**CITY PLANNING COMMISSION AGENDA**

**STAFF: LONNA THELEN**

**FILE NO(S):**

**CPC MPA 00-00103-A1MJ16 – LEGISLATIVE**

**CPC PUZ 16-00144 – QUASI-JUDICIAL**

**CPC PUP 16-00145– QUASI-JUDICIAL**

**PROJECT: INDIAN HILLS BUSINESS PARK**

**APPLICANT: THOMAS AND THOMAS**

**OWNER: PUEBLO STATE BANK AND TRUST COMPANY**



## **PROJECT SUMMARY:**

1. Project Description: This project includes concurrent applications for a major amendment to the Mesa Springs Community master plan from medium-high density residential and public park to office/special commercial and industrial; a zone change from PUD (Planned Unit Development; attached townhomes, 35' maximum building height, 6.68 dwelling units per acre) to PUD (Planned Unit Development; general and medical office, retail, personal improvement services, financial institutions, child care facilities, sit down restaurants, light industrial and private open space, maximum building height 35'); and a concept plan illustrating four office/commercial buildings and a light industrial development for Indian Hills Business Park (**FIGURE 1**). The site is 13.32 acres located northwest of Centennial Boulevard and Van Buren Street.
2. Applicant's Project Statement: (**FIGURE 2**)
3. Planning and Development Team's Recommendation: Staff recommends approval of the applications, subject to modifications to the master plan amendment and PUD concept plan.

## **BACKGROUND:**

1. Site Address: Currently, there is no address
2. Existing Zoning/Land Use: PUD/Vacant
3. Surrounding Zoning/Land Use: North: OC/Vacant  
South: PUD/Vacant  
East: PUD/Multi-Family Residential  
West: R/Vacant
4. Comprehensive Plan/Designated 2020 Land Use: General Residential
5. Annexation: Mesa Addition #2, 1971
6. Master Plan/Designated Master Plan Land Use: Mesa Springs Community Plan
7. Subdivision: Indian Hills Village
8. Zoning Enforcement Action: There are no current enforcement actions on this site.
9. Physical Characteristics: The site has a steep hill on the northwest corner and slopes downward from north to south. It is currently vacant with native grasses.

**STAKEHOLDER PROCESS AND INVOLVEMENT:** The public process involved with the review of this applications included posting the site and sending postcards on two separate occasions to 162 property owners within 1,000 feet. A neighborhood meeting was held as part of the internal review on December 19, 2016. Twenty-one people attended the meeting. The majority of the comments received from the neighborhood were positive comments. The neighborhood concerns are included as part of **FIGURE 3**. A few minor concerns were raised related to building aesthetics, lighting, outdoor storage, landscape, and the type of screening walls proposed. Staff has addressed these concerns 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. All comments received from the review agencies are addressed. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire, Police, Enumerations, Floodplain, Comcast, School District 11 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 13.32 acre site is located northwest of Centennial Boulevard and Van Buren Street. The vacant site is zoned PUD for multi-family and was original developed as part of a larger multi-family development for Indian Hills Townhomes in 2004. The original development was proposed to include a 29.6 acre site that was on both the east and west sides of Centennial Boulevard. The site on the east side of Centennial Boulevard began construction, but has not been built out.

The proposed site is within the Mesa Springs Community master plan that was approved in 1986. The site was designated as medium-high residential for 12-16 dwelling units per acre. The project under review is a request for a master plan amendment to office/special commercial and industrial and a rezone to a new PUD to allow light industrial, general and medical office, retail, personal improvement services, financial institutions, child care facilities, and sit down restaurants.

#### Major Master Plan Amendment

The major master plan amendment includes the office/special commercial use, which is already a permitted use and introduces an industrial use into the master plan (**FIGURE 4**). The proposed industrial use would permit light industrial including office, sales, distribution, light assembly, warehousing and outdoor storage for a single user. Of the 13.32 total acres only 5 acres is being requested for the light industrial use. The remainder of the site will be master planned for office/special commercial (4.79 acres) and private open space (3.53 acres). The industrial use is proposed to occupy the western portion of the site, buffered from Centennial Boulevard by the office and special commercial uses. The industrial use will be screened by opaque fencing and landscape buffers. In addition, the industrial use sits below the existing homes on the east side of Centennial Boulevard and is tucked into the hillside on the west side of the property.

Centennial Boulevard extension from Fillmore Street to Fontanero Street has been planned since the early 1980's. The Pikes Peak Regional Transportation Authority (PPRTA) funding will complete Phase I of the Centennial Boulevard extension by May of 2018. Phase I would construct Centennial Boulevard from Fillmore Street to Van Buren Street. The construction of Phase II (Centennial Boulevard from Van Buren Street to Fontanero Street) is dependent on negotiations with the property owner south of Van Buren Street to determine who will clean up the landfill on the Centennial Boulevard right-of-way. This clean up must be completed through the Voluntary Clean-Up Program (VCUP). This property, along with the other properties along the Centennial Boulevard corridor, will be adjacent to a new principal arterial roadway. Although the master plan predicted the Centennial Boulevard expansion, the proposed amendment will introduce a development pattern characterized by a mix of mutually supportive and integrated residential and nonresidential land uses that will complement the proposed Centennial Boulevard extension. The proposed office and neighborhood retail store fronts will serve the needs of this area. The Mesa Springs Community Plan identifies the southern portion of Centennial Boulevard corridor as primarily residential uses of varying densities. The introduction of the office/special commercial use promotes the sustainable mix of residential and nonresidential uses in the master plan.

#### PUD Zone Change

This project includes a zone change request from PUD (Planned Unit Development; attached townhomes, 35' maximum building height, 6.68 dwelling units per acre) to PUD (Planned Unit Development; general and medical office, retail, personal improvement services, financial institutions, child care facilities, sit down restaurants, light industrial and private open space, maximum building height 35'). The PUD zone district was utilized to create a specific zoning for the development. One of the major components of the zone district is the light industrial use, which has been uniquely crafted to permit a specific user for the site, Olson Plumbing and Heating. Because this user requires office, sales, distribution, light assembly, warehousing and outdoor storage uses, the light industrial use definition was the best fit; however, staff wanted to ensure this use definition was refined to limit the types of light industrial uses. The concept plan further defined the light industrial use per the following definition:

*Light industrial – establishments engaged in the manufacture or processing of finished products from previously prepared materials through assembly. Office, incidental storage, sales, and distribution are allowed onsite. All manufacturing must be contained within the building. These establishments are characterized by having no major external environmental effects across property lines and include not unscreened or unenclosed outdoor storage. Outdoor storage will be allowed only in the enclosed area shown on the plan. Typical uses include heating and plumbing facilities.*

### PUD Concept Plan

The concept plan illustrates four office/commercial buildings along Centennial Boulevard. These four buildings, shown as Parcel A, would be permitted to develop as general and medical office, retail, personal improvement services, financial institutions, child care facilities, and sit down restaurants. Parcel B is located to the west of Parcel A and is proposed as light industrial with a large building that contains office, sales, warehouse, and light assembly along with an enclosed area for outdoor storage. A second warehouse building and an overnight parking area for business vehicles is also proposed as part of the concept plan. Parcel C is private open space and specifies a no build area.

The neighborhood raised concerns primarily related to the appearance of the structures and outdoor storage areas on the site for the light industrial use, as well as, the office/commercial structures. The applicant shared these concerns with the neighborhood and was willing to include design standards specific to each parcel. The concept plan lists these design standards. The design standards note specific materials and percentage of those materials, roofing material, lighting type, fencing/gate material, and landscaping. The office/commercial structures are buffered from the light industrial use by a 15 foot landscape buffer. In addition to the buffer, there is a six foot solid stucco or stone fence between the two uses. As noted before, the light industrial use is also tucked into the existing grade.

The site proposes two access points from Centennial Boulevard and one primary and two secondary access points from Van Buren Street. Van Buren Street will also be used to access the residential development to the south. If this development is built prior to final construction of Centennial Boulevard from Fillmore Street to Fontanero Street, Mesa Valley Road and Van Buren Street to the east will be blocked so the traffic is required to go back to Fillmore Street and not filter through the Mesa Springs neighborhood.

### Geologic Hazards Review

Due to the location of the site west of I-25, a geologic hazard study was required. The initial review of the geologic hazard raised concerns from Colorado Geologic Survey (CGS) because the site is in an area with known and identified geologic hazards. The concerns included expansive soil and bedrock, potentially unstable slopes, existing fill, and erosion (**FIGURE 5**). All of the concerns were initially addressed with the exception of potentially unstable slopes. The applicant provided a revised geologic hazard report to the City. That revised report was again reviewed by CGS and a revised letter was submitted (**FIGURE 6**). The response letter states "Provided that the mitigation concepts presented in CTL's report are strictly adhered to regarding expansive soil and bedrock, potential slope stability, existing fill, and erosion we have no objection to approval of the current concept plan dated December 7, 2016." The following note has been added to the concept plan to document the findings in the Geologic Hazard Report.

*The initial investigation identified no geologic hazards that preclude development of the site as planned using recommended approaches to reworking surface materials will also utilizing appropriate foundation and floor systems. Hazards identified include claystone bedrock and expansive soils, to a limited extent potentially unstable slopes, and the occurrence of undocumented fill in the southern one-third of the site. Irrigation of landscaping should be minimized to reduce problems associated with expansive soils. It is recommended that future site specific soil and foundation investigations take place for individual structures and on-site pavements. Refer to the soils report for detailed information.*

### Drainage Report

The proposed full spectrum detention pond to include water quality has been conceptually shown on page 2 of the concept plan. Prior to approval of the concept plan, the applicant will provide a Master Drainage and Development Plan (MDDP) memo to address on-site and off-site drainage. The memo will include a description of a suitable outfall for the proposed site.

### Traffic Study

A preliminary traffic study has indicated that traffic volume for this site would decrease by 385 daily vehicle trips due to the change in use type from high density residential to office/special commercial and industrial.

Staff finds that the applications associated with this project proposal 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:

While the proposal does not align with the proposed 2020 Land Use Map use of “general residential”, the proposal is consistent with the goals and policies of the comprehensive plan listed below. In addition, as discussed previously, the applicant is also requesting a master plan amendment and zone change for the site to bring the site into compliance with City Code. The proposed project complies with the comprehensive plan by focusing development in an area that works to consolidate development patterns and decrease traffic congestion. The consolidated development pattern protects open spaces and natural resources. The introduction of office and neighborhood retail storefronts will serve the needs of the area and encourage a mixed-use activity center that creates a land use pattern that integrates multiple uses, shortens automobile trips, and decreases infrastructure. With the help of the Centennial Boulevard extension, an infill site that has never been developed can be developed to help stabilize and revitalize older neighborhoods.

Lastly, this proposal retains a major employer within the city. The comprehensive plan is specific in the need to balance the needs of employers and the quality of life issues and integrate employment activities into the community. This integration allows employers to contribute to the quality of life in Colorado Springs while creating opportunities for quality employment at various economic levels for its residents.

### *Objective LU 2: Develop A Land Use Pattern That Preserves the City's Natural Environment, Livability, And Sense of Community*

A focused pattern of development makes more efficient use of land and natural and financial resources than scattered, "leap frog" development. In contrast to dispersed patterns of development, a consolidated pattern helps to decrease traffic congestion and facilitates the ability of the City to provide needed services and public facilities, such as street maintenance, public transit, police and fire protection, and emergency services.

A more focused land use pattern should be planned to better protect open spaces and natural resources, deliver public facilities and services more effectively, provide a greater range of options for housing in neighborhoods, preserve the unique character of the community, and make available a greater range of choices in modes of transportation.

### *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 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.

*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 contribute 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.

3. Conformance with the Area's Master Plan:

The Mesa Springs Community Plan defines this area as medium-high density residential. The applicant is proposing the site to be office/special commercial and industrial. The master plan review criteria include review for the comprehensive plan, land use relationships, public facilities, transportation, environmental impacts, and fiscal impacts. The comprehensive plan compatibility was discussed in the previous section.

Land Use:

The proposed amendment will introduce a mix of mutually supportive residential and non-residential land uses. The office and commercial buildings adjacent to Centennial Boulevard will serve the needs of this area. The area to the south of this development is defined as residential with varying densities. The office/special commercial and industrial use will help to create a sustainable mix of residential and nonresidential use areas.

Public Facilities and Transportation:

The proposed master plan amendment is consistent with adopted transportation plans and the Centennial Boulevard extension that has been planned since the early 1980's. With the completion of the extension, the public roadway facilities will be provided to the site. The extension will also provide utility connections to all the properties along Centennial Boulevard. A preliminary traffic study has indicated that traffic volume for this site would decrease by 385 daily vehicle trips due to the change in use type from high density residential to office/special commercial and industrial.

Environmental:

The proposed development seeks to minimize excessive disturbance, especially in sensitive areas with steep slopes by imposing private open space and no build areas. The planned building locations will be sited to help protect the toe of the slope and valuable ridge lines to the west.

Fiscal:

The City performed a Fiscal Impact Analysis (FIA) (**FIGURE 7**) for the site. The majority of the departments contributing to the FIA identified marginal costs of providing services to this development. This is due to the fact that it is currently being served by public safety agencies, and the surrounding infrastructure and roadways are already being maintained by the City. The Fire Department, Police Department, Traffic Division and Streets Division identified marginal

increases in operation costs annually. The result of the FIA is a positive cumulative cash flow for the City during the next 10 years.

**STAFF RECOMMENDATION:**

**CPC MPA 00-00103-A1MJ16 – MAJOR MASTER PLAN AMENDMENT**

Recommend approval to City Council the major amendment to the Mesa Springs Community Plan, based upon the finding that the master plan amendment complies with the review criteria in City Code Section 7.5.408, subject to compliance with the following technical and/or informational plan modifications:

Technical and Informational Modifications to the Master Plan:

1. Receive CSU approval of the wastewater facility master report.

**CPC PUZ 16-00144 – PUD ZONE CHANGE**

Recommend approval to City Council the zone change of 13.32 acres from PUD (Planned Unit Development; attached townhomes, 35' maximum building height, 6.68 dwelling units per acre) to PUD (Planned Unit Development; general and medical office, retail, personal improvement services, financial institutions, child care facilities, sit down restaurants, light industrial and private open space, maximum building height 35'), based upon the findings that the change of zone request complies with the three (3) review criteria for granting a zone change as set forth in City Code Section 7.5.603 and the development of a PUD zone as set forth in City Code Section 7.3.603.

**CPC PUD 16-00145– PUD CONCEPT PLAN**

Recommend approval to City Council the concept plan for Indian Hills Business Park, based upon the findings that the PUD concept plan meets the review criteria for granting a PUD concept plan as set forth in 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), subject to compliance with the following technical and/or informational plan modifications:

Technical and Informational Modifications to the Concept Plan:

1. Include the file number CPC PUD 16-00145 in the lower right hand corner of page 2.
2. Show the building setbacks proposed per parcel on the drawing. It appears that one office building is within the rear yard setback of Parcel B, amend the layout as necessary.
3. Under site data, include "Proposed Zone – PUD (Ordinance No. *leave blank to fill in later*)". Include the conditions of record as noted in the ordinance.
4. Provide the required data to Water Planning and Design so that the Hydraulic Analysis Report can commence.
5. Align the wastewater and water mains within drive aisles. Show and label a 50-foot wide utility easement for the co-located mains and a 30-foot wide utility easement for the water main to the north.
6. Show the water quality and detention pond on page 1.
7. Applicant to provide a MDDP Memo to address on-site & off-site drainage. The memo will include a description of a suitable outfall for the proposed site.
8. Include a note on the Concept Plan that states:
  - a. The next submittal for a master plan, concept plan or development plan will include a drainage report.