

**CITY PLANNING COMMISSION AGENDA**

**STAFF: DANIEL SEXTON**

**FILE NO(S):**

**CPC MPA 06-00206-A8MN16 – QUASI-JUDICIAL**

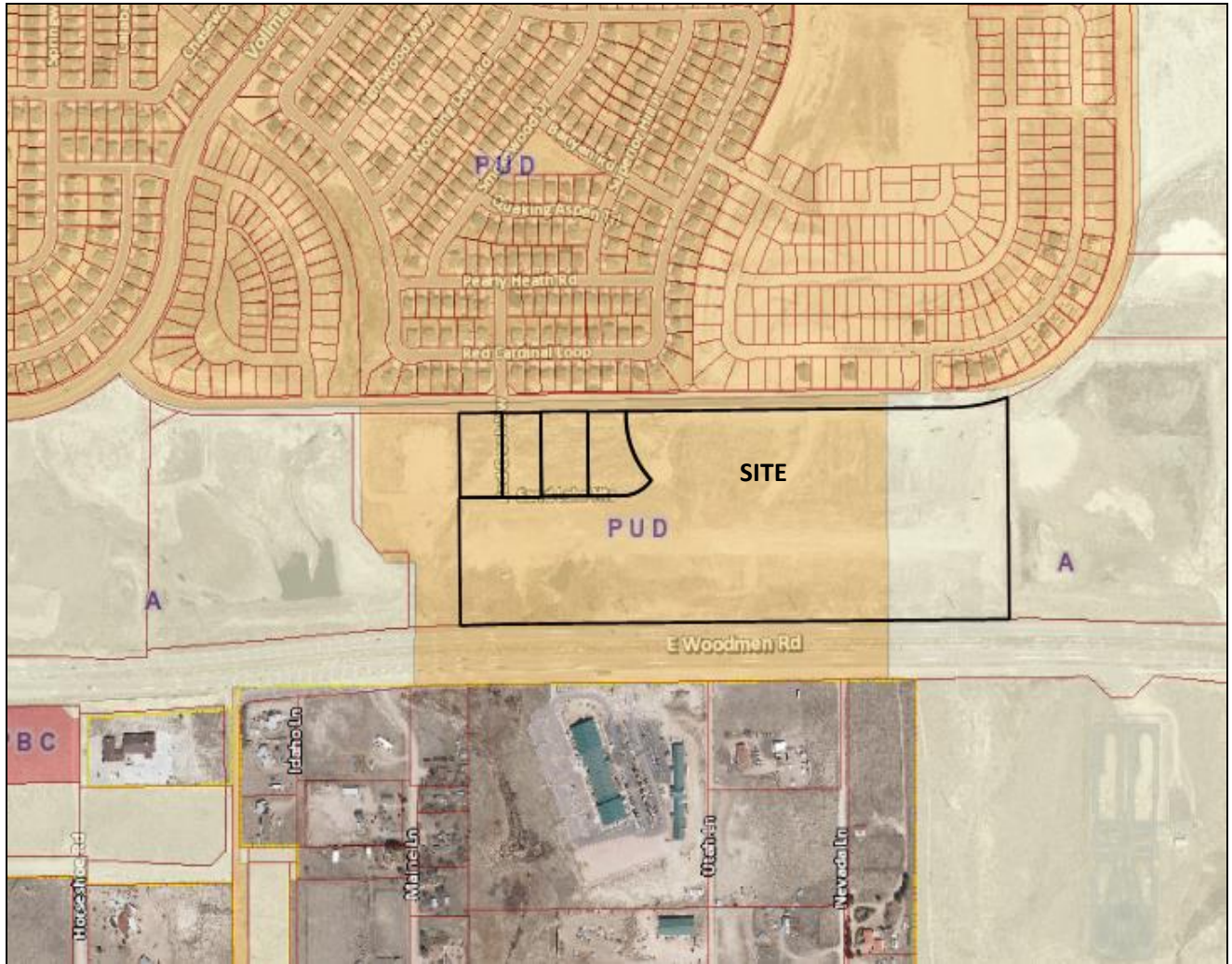
**CPC PUZ 16-00092 – QUASI-JUDICIAL**

**CPC PUP 16-00093 – QUASI-JUDICIAL**

**PROJECT: FOREST MEADOWS SOUTH**

**APPLICANT: N.E.S., INC. (for SPRINGS LAND VENTURES, LLC)**

**OWNER: COLORADO MORELY RETURN LLC c/o SPRINGS LAND VENTURES, LLC**



## **PROJECT SUMMARY:**

1. **Project Description:** The project includes concurrent applications for a minor amendment of the Woodmen Heights Master Plan, a PUD (Planned Unit Development) zone change, and a PUD concept plan for a 38.22-acre site to contain a residential development (herein referred as "Forest Meadows South"). The subject properties associated with these applications are located between Forest Meadows Avenue and Woodmen Road. The proposed Forest Meadows South project will complete a very visible segment of the area included in the Woodmen Heights Master Plan, albeit with a different land use than previously envisioned.

The proposed rezone will change the subject properties according to the following:

- PUD/AO-CAD (Planned Unit Development with Airport Overlay – Commercial Airport District) to PUD/AO (Planned Unit Development with Airport Overlay: Townhouse and Two-Family Attached Dwellings, 7.99 dwelling units per acre, and 30-foot height maximum).

The proposed PUD concept plan illustrates a residential development scheme including approximately 24 acres of land to be developed with a maximum of 305 units contained within townhouse and two-family attached dwellings, outdoor amenities (e.g. community amenity, open space, trails, etc.), private streets, and approximately 14 acres of land preserved for open space and recreational amenities. **(FIGURE 1)**

2. **Applicant's Project Statement:** **(FIGURE 2)**
3. **Planning and Development Team's Recommendation:** Staff recommends approval of the applications.

## **BACKGROUND:**

1. **Site Address:** Portions of the site have received address assignments, which include 7140, 7230, 7260, and 7290 Sand Lake Heights. The remaining parcel is not currently addressed. The properties associated with the above applications are located between Forest Meadows Avenue and Woodmen Road.
2. **Existing Zoning/Land Use:** The subject property is currently zoned PUD/AO-CAD (Planned Unit Development with Airport Overlay – Commercial Airport District) and is vacant.
3. **Surrounding Zoning/Land Use:**  
North: PUD/AO (Planned Unit Development with Airport Overlay: Single-Family Detach Residential with a 30-foot maximum building height and Multi-Family Residential with a 45-foot maximum building height; and 5.88 dwelling units per acre) zone / Single-Family Detach and Two-Family Attached Dwellings  
South: A/AO (Agricultural with Airport Overlay) zone and Unincorporated El Paso County RR-5 (Residential Rural) and A-5 (Agricultural) zones / Undeveloped, Religious Institution, and Single-Family Detached Dwellings  
East: A/AO (Agricultural with Airport Overlay) and PUD/AO-CAD (Planned Unit Development with Airport Overlay – Commercial Airport District) zones / Regional Detention Basin and Self-Storage Facility  
West: A/AO (Agricultural with Airport Overlay) zone / Regional Detention Basin
4. **Comprehensive Plan/Designated 2020 Land Use:** New/Developing Corridor
5. **Annexation:** The subject properties were annexed into the City on July 27, 2004 under Woodmen Heights No. 2 Annexation Plat (Ord. 04-124) and on July 27, 2004 under Woodmen Heights No. 2 Annexation Plat (Ord. 04-125).

6. Master Plan/Designated Master Plan Land Use: The Woodmen Heights Master Plan currently identifies this 38.22-acre site as Office Industrial Park/Research & Development, which the applicant is proposing to change to Residential (3.5-7.99 Dwelling Units per Acre).
7. Subdivision: Four parcels within the project site, consisting of approximately 5-acres, have been platted under the Woodmen Heights Business Park Filing No. 1 and the remaining 33.22-acres are currently unplatted.
8. Zoning Enforcement Action: None
9. Physical Characteristics: The site is partially improved with the construction of Red Creek View (private) and Sand Lake Heights (private), and is otherwise vacant. The properties have also been over-lot graded and currently contain uncompacted earthen material and natural grass that has begun to revegetate the area. The property also slopes down to the southwest from Forest Meadows Avenue.

### **STAKEHOLDER PROCESS AND INVOLVEMENT:**

The public notification process consisted of providing notice to property owners within 500 feet of the site, which included the mailing of postcards to 116 property owners, on two occasions; prior to a neighborhood meeting and during the internal review stage (combined mailing), and prior to the Planning Commission meeting. The site was also posted with three notification posters. A neighborhood meeting was held on July 19, 2016, with fifteen citizens in attendance. In response to the public solicitation for comments, staff received written correspondences from twenty-seven concerned parties (**FIGURE 3**).

The concerns voiced by residents at the neighborhood meeting and in writing regarded traffic, drainage, the potential for negative impacts on home values, and the loss of potential tax revenue for the Metro District. The comments relating to traffic more specifically revolved around the current and expected level of service and congestion at the Forest Meadows Avenue/Vollmer Road and Vollmer Road/Black Forest Road intersections. In terms of drainage, residents were concerned that this development would worsen the current stormwater situation in the immediate area. The remarks made regarding the project's negative impacts on home values revolved around the perceived transient nature of higher density development and the diminished character of the area.

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. All comments received from the review agencies have been addressed. Commenting agencies included Colorado Springs Utilities (CSU), City Engineering, City Traffic, City Fire, School District 49, Police and E-911, El Paso County Development Services, Woodmen Heights Metro Districts and the Colorado Springs Airport.

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

1. Review Criteria / Design & Development Issues:
  - a. Application Summaries
    - i. Minor Master Plan Amendment

This proposal will further amend the Woodmen Heights Master Plan as amended, by changing the envisioned land use designation for 38.22-acres of land between Forest Meadows and Woodmen Road from Office Industrial Park/Research & Development to Residential (3.5-7.99 Dwelling Units per Acre) (**FIGURE 4**). While this project proposes a different land use category than previously envisioned and eliminates some potential commercial tax revenue for the Metro District, a significant amount of commercially developable land exists within the master planned area to the east near the Marksheffel Road and Woodmen Road intersection, which is within the Woodmen Heights Master Planned area, and The Ridge at Woodmen Master Planned area to the west of Black Forest Road. This project will also complete a very visible segment of the

master planned area and facilitate the infill of an already incorporated area of the City.

According to City Code Section 7.5.403(D), “A change from one land use category to another may be considered minor if the impact of the request is determined to be minimal.” Through consultation with internal and external agencies, staff determined that this master plan amendment will have a minimal impact on the existing infrastructure and services in the immediate area and, therefore, should be processed as a minor master plan amendment. Since this application is being processed as a minor master plan amendment, a fiscal impact analysis was not requested per City Code Section 7.5.405.

Staff notes that the Metro Districts did not raise any concerns with the proposed land use change or the development as envisioned.

ii. PUD Zone Change

Concurrently, the applicant is requesting a rezone of the 38.22-acre site from PUD/AO-CAD (Planned Unit Development with Airport Overlay – Commercial Airport District) to PUD/AO (Planned Unit Development with Airport Overlay: Townhouse and Two-Family Attached Dwellings; 7.99 dwelling units per acre; and 30-foot height maximum) (**FIGURE 5**). In 2007, the subject parcels were rezoned to facilitate the commercial development of the site. In the intervening years, vehicular access to Woodmen Road was restricted which has diminished commercial interest in this area. The applicant’s proposed PUD zone district sets the specific density, dimensional, and use controls for the development of the Forest Meadows South project and is consistent with the requested minor amendment of the Woodmen Heights Master Plan.

**\*\* Staff notes that the Colorado Springs Airport no longer uses the “CAD (Commercial Airport District)” zone designation, thus this overlay zone designation is excluded from the proposed zone district.**

iii. PUD Concept Plan

The proposed PUD concept plan for the Forest Meadows South project (**FIGURE 1**) illustrates the envisioned layout for the residential development with a maximum of 305 dwelling units contained within townhouse and two-family attached dwelling units. The residential portion of this development will occupy approximately 24 acres of land. At this time, the applicant has not formalized the design of the proposed buildings and site improvements. The applicant has, however, strategically sited the new private streets to align with the public streets exiting the adjacent Forest Meadows development. The application is also proposing to preserve approximately 14 acres of land for open space and recreational amenities. The proposed maximum building height of 30 feet is indicative of the residential dwelling unit types proposed and already developed in the immediate area. The Forest Meadows project is envisioned to be developed in a single phase.

The applicant has indicated that the amenity package for the development will be determined by the development plan, but will likely include open space, outdoor accommodations for active and passive recreation, walking paths linking to the adjacent detention basin, and private streets. The Woodmen Heights Master Plan calls for the regional detention facilities to be designed and used as neighborhood amenities, which will be afforded by eastern trail connects envisioned. Together, the applicant’s proposed active and passive amenities will allow for the cultivation of community within the development and immediate neighborhood.

Staff notes a series of large utility easements currently exist over the southern portion of the site, which parallel Woodmen Road. These easements significantly constrain what can be developed in this portion of the site. To prevent this portion of the site from becoming a “no man’s land”, the applicant intends to activate this area with landscaping and amenities. As such, the applicant is coordinating with CSU to determine what improvements will be allowed in this area. As stated above, the level of project improvements will be finalized by the development plan.

iv. Traffic

At the request of the City’s Traffic Division, the applicant commissioned a traffic impact analysis to understand what effect, if any, the project will have on the surrounding transportation system. According to the finding of this report and its review by the Traffic Division, the development will generate significantly less traffic than the previously approved land uses for this site. The determined level of service and expected volumes also found that no mitigation measures were required.

The Traffic Division staff noted that the signalization of the Black Forest Road and Vollmer Road intersection will occur within the coming year. This intersection improvement coupled with the re-timing of the Woodmen Road and Black Forest Road signal and other roadway improvements in the area will help to address the traffic related concerns raised by neighbors.

v. Drainage

As noted above, a number of immediate neighbors are very concerned of that impact this development will have on the surrounding stormwater situation. To better evaluate this issue, the applicant has completed a preliminary drainage plan, which establishes the framework for how the development of the site will accommodate drainage and facilities with adequate capacity for developed flows and to meet the City’s drainage criteria. Per the plan, a water quality pond will be constructed within the site and will convey and/or route runoff from the site ultimately to Sand Creek. The drainage facilities discussed within this plan are subject to change due to final analysis and design considerations which will be finalized by the development plan. Staff also notes that the subject properties are not located within a designated 100-year floodplain. The City’s Stormwater staff within the Engineering Development Review Division has reviewed and accepted the preliminary drainage report with minor modifications.

Staff finds that the applications associated with this project proposal have adequately addressed all of the issues raised by the immediate neighborhood and meet the review criteria as set forth in City Code.

2. Conformance with the City’s Comprehensive Plan:

Based on the City’s Comprehensive Plan as amended, the proposed applications appear to be consistent with the envisioned development patterns for the subject parcel, which is identified as New/Developing Corridor per the Plan’s 2020 Land Use map.

a. Objective LU 3: Develop a Mix of Independent, Compatible, and Mutually Supportive Land Uses

Although the Comprehensive Plan’s land use designation for the site supports the development of commercial uses characterized by an auto-centric regime, the applicant’s proposal provide a platform for the building of neighborhood and community through the buffering of existing single-family residences to the north and the creation of a land use pattern that provide buffering and transition from Woodmen Road to the south. This development as proposed allows for the continued orderly growth of the corridor through

the development of additional roof tops, which ultimately will support the critical mass of dwelling units needed for the development of commercial uses.

b. Objective LU 5: Develop Cohesive Residential Areas

The applicant's proposal is supportive of the City's efforts to encourage the creation of functional and attractive neighborhoods, sharing an interconnected network of facilities. The development proposal also integrates variety into the neighborhood that generates opportunities and choices for households, while ensuring this area develops as a well-functioning neighborhood.

c. Objective LU 6: Meet the Housing Needs of All Segments of the Community

The PUD concept plan furthers the City's desires to ensure the sufficient provision of housing options to meet the needs of the entire community by providing a choice of unit types and costs within the immediate neighborhood.

As indicated above, staff finds the Forest Meadows South project and its associated applications substantially conform to the Comprehensive Plan's goals, objectives, and the 2020 Land Use map.

3. Conformance with the Area's Master Plan:

The proposed project site is currently part of Woodmen Heights Master Planned area and is currently shown as Office Industrial Park/Research & Development. Per the proposed minor master plan amendment discussed above, the present land use designation for the 38.22-acres of land will be changed to Residential (3.5-7.99 Dwelling Units per Acre). The proposed density range for the residential use is an incremental increase from the other residential land use categories within the master planned area and characteristic of similarly sited development in the City.

Staff finds that the Forest Meadows South project to be is consistent with, and in substantial compliance with, the Woodmen Heights Master Plan as amended.

**STAFF RECOMMENDATION:**

**CPC MPA 06-00206-A8MN16 – MINOR MASTER PLAN AMENDMENT**

Recommend approval to City Council the minor master plan amendment to the Woodmen Heights Master Plan, based upon the finding that the amendment meets the review criteria for granting a master plan amendment as set forth in City Code Section 7.5.408.

**CPC PUZ 16-00092 – CHANGE OF ZONING TO PUD**

Recommend approval to City Council the zone change from PUD/AO-CAD (Planned Unit Development with Airport Overlay – Commercial Airport District) to PUD/AO (Planned Unit Development with Airport Overlay: Townhouse and Two-Family Attached Dwellings, 7.99 dwelling units per acre, and 30-foot height maximum), 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 PUP 16-00093 – PUD CONCEPT PLAN**

Recommend approval to City Council the PUD concept plan for the Forest Meadows South project, 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 eight (8) review criteria for granting a concept plan as set forth in City Code Section 7.5.501(E).