

CITY PLANNING COMMISSION AGENDA
APRIL 12, 2023

STAFF: CHRIS SULLIVAN

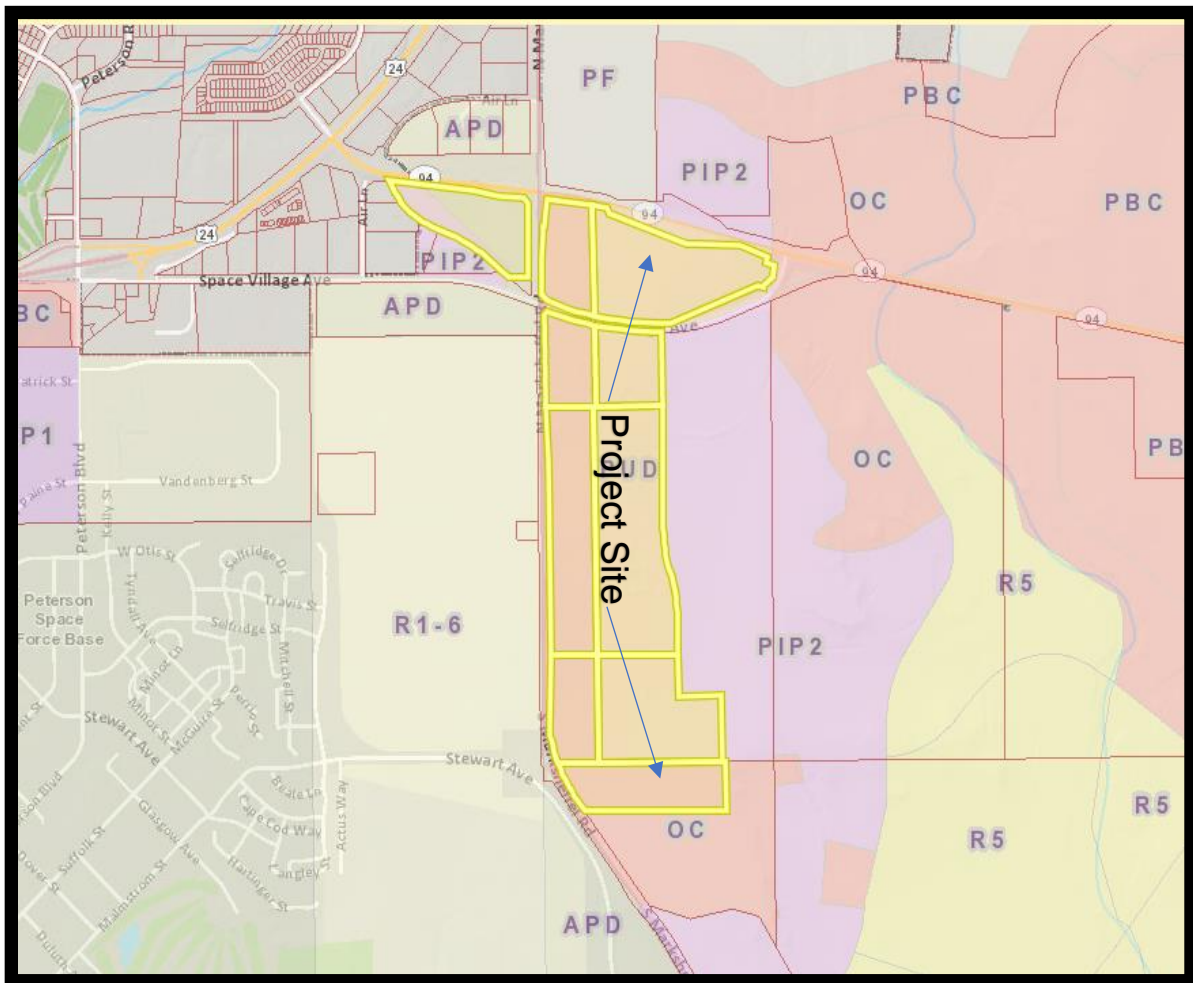
FILE NO(S):

- A. – MAPN-22-0010 – LEGISLATIVE
- B. – PUDZ-22-0007 – QUASI-JUDICIAL
- C. – PUDC-22-0006 – QUASI-JUDICIAL
- D. – ZONE-22-0023 – QUASI-JUDICIAL
- E. – COPN-22-0027 – QUASI-JUDICIAL

PROJECT: REAGAN RANCH MASTER PLAN AMENDMENT / CONCEPT PLANS / ZONING CHANGES

OWNER: PIKES PEAK INVESTMENTS, LLC

CONSULTANT: MATRIX DESIGN GROUP



PROJECT SUMMARY:

1. **Project Description:** The project includes concurrent applications for a major amendment to the Reagan Ranch Master Plan, a zone change from OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PBC/AO/APZ-1/RPZ (Planned Business Center (to be known as MX-M (Mixed-Use Medium Scale) with Airport Overlay, Aeronautical Protection Zone-1 and Runway Protection Zone) with a required major amendment to the existing concept plan, and a zone change from OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PUD/AO (Planned Unit Development with Airport Overlay (to be known as PDZ/AP-O (Planned Development Zone with Airport Overlay) Single-family Residential, 3.5-11.99 dwelling units per acre; Multi-family, 12-24.99 dwelling units per acre; 45-foot maximum building height) with a required PUD concept plan. The properties associated with this project are located south of State Highway 94 at Marksheffel Road.
2. **Applicant's Project Statement:** The applicant's project statement provides supplemental information in support of the proposed applications **(Please see the Project Statement attachment.)**
3. **Planning and Development Team's Recommendation:** City Planning staff recommends approval of the applications.

BACKGROUND:

1. **Site Address:** The property is not addressed and is located south side of State Highway 94 at Marksheffel Road.
2. **Existing Zoning/Land Use:** The major Reagan Ranch Master Plan is zoned PDZ and MX-N with AP-O - APZ1 - APZ2. The added 21.86-acre parcel is zoned MX-N - CR - AP-O - RPZ - APZ1.
3. **Surrounding Zoning/Land Use:**
 - North: PF - AP-O - APZ-2 (Public Facility with Airport Overlay - Accident Potential Zone 2); and MX-M/PIP2/R/CR/SU/AP-O (Mixed-Use Medium Scale - Planned Business Center - Planned Industrial Park 2 - Estate Residential/Conditions of Record - Special Use with Airport Overlay). The current land use is Public Utility and Agricultural grazing land.
 - South: MX-N – CR - APZ-1 – RPZ - AP-O (Mixed-Use Neighborhood with Airport Overlay - Condition of Record - Accident Potential Zone 1 - Runway Protection Zone). The current land use is Agricultural grazing land.
 - East: BP – CR - AP-O (Business Park with Airport Overlay - Condition of Record). The current land use is Agricultural grazing land.
 - West: I-3 - CAD-O (Heavy Industrial - Commercial Airport District Overlay) The land is used for Commercially developed; APD -R1-6 - APZ-1 – SS - AP-O (Airport Planned Development - Single-Family Residential - Accident Potential Zone 1 with Streamside and Airport Overlays). The current land use is Agricultural grazing land.
4. **Annexation:** The subject property was annexed into the City in 1988 in Ordinance 88-114.
5. **Master Plan/Designated Master Plan Land Use:** The proposed amendment affects the Reagan Ranch Master Plan. The land use breakdown for TSN #540000298 is as follows:

4.54-acres of COM (Commercial/Office) with FAR of 25%; Height: 45-Feet
17.32-acres of RES-M (Single-Family Res.) Density 3.5-11.99 DU/AC; Height: 45-feet

The land use breakdown for TSN #5400000291 is as follows:

21.97-acres of RES-M (Single-Family Res.) Density 3.5-11.99 DU/AC; Height: 45-feet
16.09-acres of RES-H (Multi-Family) Density 12-24.99 DU/AC; Height: 45-feet

6. Subdivision: The property has not been platted.
7. Zoning Enforcement Action: None
8. Physical Characteristics: The overall master plan project site is generally gently sloping from north to south except a small portion of the property in the northeast corner which slopes to the southeast. Vegetation onsite primarily consists of native grass, with a few trees in areas where drainage collects and provides ample hydration for tree survival. The obvious exception is the area surrounding the dairy farm, where multiple trees were planted around the farm residences.
9. Applicable Code: This request was submitted prior to the Unified Development Code (UDC) effective date of June 5, 2023, and as such was processed and reviewed under Chapter 7 standards. All established requirements in Chapter 7 have been met and therefore should be reviewed by this body under those standards. As a following step to the City Council adoption of the UDC to further the establishment of new standards tied to zone districts, existing commercial and industrial zone districts will be renamed through a legislative process. Due to the timing and submittal of some rezoning applications and the transition to the new UDC, some zone change requests will be impacted by this change, including this application. This site is currently proposed to be zoned PBC (Planned Business Center) and PUD (Planned Unit Development) under Chapter 7 and will transition to the MX-M (Mixed-Use Medium Scale) and PDZ (Planned Development Zone) zone district under the new UDC. It should be noted that no rights of the property owner will be revoked with the zone district rename process, but rather expanded upon. This zone change will not go into effect until June 5, 2023 (UDC effective date).

STAKEHOLDER PROCESS AND INVOLVEMENT:

The public notification process consisted of providing notice to adjacent property owners within 1,000 feet of the site, which included the mailing of postcards to 3 property owners on two occasions: during the internal review stage, and prior to the Planning Commission hearing. The site was also posted during the two occasions noted above. During the internal review notification, City Planning staff did not receive any comments in response to the notification. Staff's analysis of the proposed applications is outlined in the following sections of this report. In terms of internal and external agency reviews, staff sent the applications to the standard agencies and service providers, including the following:

INTERNAL (CITY) REVIEWERS

Colorado Springs Airport
Parks and Recreation Department – Parks, Trails, Open Space
Engineering –Traffic Engineering; Street Improvements; Transportation/Bicycle Planning; Stormwater
City Surveyor
Police –Crime Prevention
Division of the Fire Marshall
Colorado Springs Utilities
Information Technology - Street Naming
Finance Department – Fiscal Impact Analysis

EXTERNAL AGENCY REVIEWERS

United States Postal Service
Peterson Air Force Base
Colorado Department of Transportation

El Paso County
Ellicott School District
Pikes Peak Regional Building Department – Floodplain; Enumerations/Addressing.
Cable Providers
CONO

The reviewing agencies have no objections to the proposed applications. No public comments were received during the application or public notification process.

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

1. Review Criteria / Design & Development Issues:

a. Master Plan Major Amendment

A fiscal impact analysis was prepared for the proposed changes by the City's financial office. Based on their analysis this proposal as a positive outcome. The proposed changes in land use designations will create property that could accommodate a demonstrated market demand in this area for housing and will enable additional offices, business, and service industries to locate near the housing to support commercial needs. The amendment allows for a larger area to be utilized for single-family residential at a medium scale. These changes will also result in the conversion of intended industrial uses to commercial and office uses which are more compatible to the adjacent residential uses. In addition, the commercial and high density residential will provide more of a buffer the lower intensity uses. The proposed changes match the existing design of the Reagan Ranch plan which will provide necessary community design element. For the reasons stated above, staff finds that the proposed amendment meets the review criteria as set forth in City Code Section 7.5.408. **(See attached Master Plan Exhibit).**

b. Zone Change

The proposed zone change involves approximately 4.5-acres to be revised from the current zone designations of OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PBC/AO/APZ-1/RPZ (Planned Business Center (to be known as MX-M (Mixed-Use Medium Scale) with Airport Overlay, Aeronautical Projection Zone-1 and Runway Protection Zone). **(See attached Zone Change Exhibit)** A small portion of this area is designated for future public collector right-of-way. The proposed zone change is supported by the submittal of a concept plan that identifies the locations of the proposed land use, major access points, and major roadways. The existence of the APZ and RPZ in this area supports uses other than residential in this corridor and the MX-M zone district provides a variety of uses that balance the residential land uses proposed east of the overlay boundary. The airport overlay and related zones are based on the Department of Defense criteria and Federal Aviation Agency recommendations related to the start or end of the runway. These areas have been identified as having high potential for accidents and are represented as subzones of the AP-O zone. Land use compatibility guidelines for the RPZ zone district allow medical offices, light industrial, warehousing, and outdoor storage only. Uses located with the APZ allow lower density nonresidential uses and tend to focus on non-assembly type uses. The zone change supports the future development patterns intended within this area and will ultimately support existing/future land uses. For the reasons stated above, staff finds that the proposed zone change meets the review criteria as set forth in City Code Section 7.3.603.B.

c. PDZ Zone Change

The proposed PDZ zone change involves approximately 17.3-acres to be revised from current zone designation of OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PUD/AO (Planned Unit Development with Airport Overlay (to be known as PDZ/AP-O

(Planned Development Zone with Airport Overlay) Single-family Residential, 3.5-11.99 dwelling units per acre; Multi-family, 12-24.99 dwelling units per acre; 45-foot maximum building height). Within the overall PDZ district of the master plan two park systems are required at a net total of 10 acres. These will likely be rezoned to Public Park (PK) zone district once their precise locations are established. No additional right-of-way is shown within the new PDZ area. **(See attached PDZ Zone Change Exhibit)**. The proposed zone change is supported by the submittal of a concept plan that identifies the locations of proposed residential land use types as well as public parks, major access points, and major roadways. A school site was previously shown within this area; however, the school district has requested fees in lieu of land. The applicant identifies that the projects intent is to meet the housing needs by providing a variety of housing types and to provide commercial and office type uses that are supported by existing new development within the project area. For the reasons stated above, staff finds that the proposed zone change meets the review criteria as set forth in City Code Section 7.3.603 and the findings established under Section 7.5.603.B.

d. Concept Plan

The concept plan major amendment illustrates the proposed land uses within the Reagan Ranch Master Plan which includes COM (Commercial/Office). Also included on the concept plan is the general location of access points, major roadways, and public park site. Intended land uses are those allowed within the MX-M/AP-O/RPZ/APZ-1. The proposed master plan and amendments provided a transition and buffer from the Marksheffel Road Corridor. For the reasons stated above, staff finds that the proposed concept plan meets the review criteria for concept plans set forth in City Code Section 7.5.501.E. **(See attached Concept Plan Exhibit)**

e. PDZ Concept Plan

The PDZ concept plan major amendment illustrates the proposed land uses within the Reagan Ranch Plan. The PDZ area is located east of the RPZ and APZ zones eliminating the restriction for residential land use. General locations of access points, major public roadways and park systems are either illustrated or noted on the concept plan. The residential land uses accommodate the current demand for housing in this area of the community and provide opportunities for a wide range of housing types that will support current and existing development within the area. The proposed amendment is compatible and consistent with the master plan and zone change. To better accommodate residential land uses there will be greater separation/buffering from the proposed industrial land uses to the east of the master plan area. This buffer information is noted within the concept plan. **(See attached PDZ concept Plan Exhibit)**. For the reasons stated above, staff finds the proposed PDZ concept plan meets the review criteria for PDZ concept plans as set forth in City Code Section 7.3.605.

f. Drainage

Stormwater drainage requirements for the proposed project are addressed as part of a Master Development Drainage Report that was reviewed by the City's Stormwater Enterprise. The report evaluates the specific drainage requirements needed for the development of Reagan Ranch, including on-site and off-site drainage patterns, tributary basins, and downstream outfall. The report has been accepted by the City Stormwater Engineer.

g. Traffic

An addendum to the traffic study has been provided and reviewed by the City Traffic Engineering division and Colorado Department of Transportation (CDOT). CDOT will require an access permit for the development with details on required roadway improvements. City traffic is supportive of the project and accepted the findings of the traffic study.

h. Schools

Reagan Ranch is located within the Ellicott School District 22 boundary. The school district is in support of the proposed project and has requiring school fees in lieu of land so the previously shown school site has been removed.

i. Parks

The existing parks have been altered to meet the needs of the needs of the project per the Park Land Dedication Ordinance (PLDO). Final public park size and exact locations will be addressed with development plans and plat entitlements, and the design of public parks are required to be approved by the Parks Advisory Board. PLDO obligations may also be met through fees in lieu of land dedication or a combination of both. All public parks and common open spaces are to be owned and maintained by the existing Reagan Ranch Metropolitan District. Regional trails and bicycle corridors will be incorporated to provide long-range non-motorized connectivity. Designated public trail locations have been identified on the plans.

j. Colorado Springs Airport

The airport Advisory Commission reviewed the application at their January 25, 2023, Airport Advisory Commission meeting. They are supportive of the project subject to the following items/comments:

- Avigation Easement: Avigation easement note requested for future development plans and plats.
- Airport Acknowledgement: Upon accepting residency within Reagan Ranch, all adult residents and occupants shall be required to sign a notice in which the tenant acknowledges that Reagan Ranch lies within an Airport Overlay Zone and is located less than 1 mile from Colorado Springs Municipal Airport and may, at times (24 hours per day), experience noise and other activities and operations associated with aircraft and the Airport.
- Noise: The development is within the ADNL Airport Noise subzone. Commercial and warehouse use is permissible within the ADNL subzone. Offices are a conditional use within the ADNL subzone unless a thirty (30) dBA noise reduction is achieved, and evidence of a noise reduction certificate provided.
- Lighting: Add note to future development plans/plats: The development and its occupants may be impacted by air illumination or approach lighting systems that use medium and high-intensity lights to guide aircraft to the runway centerline used for navigation or flight in air.
- Runway Protection Zone: A portion of one of the parcels is within the RPZ subzone. Warehouse and outdoor storage are permitted within the RPZ with no permanent occupancy.
- Accident Potential Zone 1: A portion of the proposed development is within the Accident Potential Zone 1 (APZ-1) subzone of the Commercial Airport Overlay District. Residential is prohibited in APZ-1; Industrial/Commercial and Office development is permissible within the APZ-1 subzone.
- Accident Potential Zone 2: The proposed residential development is outside the Accident Potential Zone 2 (APZ-2) subzone of the Commercial Airport Overlay District. Commercial and office use are permitted within APZ-2. Residential is prohibited in APZ-2.
- FAA Form 7460-1: Based on elevation data and distance to runway, the applicant will need to file Federal Aviation Administration (FAA) Form 7460-1 "Notice of Proposed Construction or Alteration" for any new vertical development at this site, including temporary construction equipment, and provide FAA documentation to the Airport before the commencement of construction activities; FAA's website (<https://oeaaa.faa.gov/oeaaa/external/portal.jsp>).

k. Peterson Air Force Base

Peterson Air Force Base's plan reviewer has indicated that they are supportive of the project if all City requirements are met, and the applicant keep in regular contact with their agency.

2. Conformance with the City Comprehensive Plan:

The Reagan Ranch project area, is identified as a High Area of Change under PlanCOS, setting the stage for revised zoning and land uses to meet current market demands. Its designation as a "Future Neighborhood" demonstrates the prior consideration for this area to be developed, and it is currently within City limits, further enabling development. The proximity of this proposed development to many major employment centers (including Peterson Air Force Base, Schriever Air Force Base, the Colorado Springs Airport, and the Peak Innovation Park) will help balance the employment needs of the future residents and help support these employment centers with much-needed housing for their employees and furthering Goals VN-1 "Everyone in a Neighborhood" and VN-2 "Housing for All". The amendment further defines a mixture of housing types and styles that could potentially allow for more diversified neighborhoods.

From the Unique Places Chapter of PlanCOS, UP-1 "Be a City of Places" and UP-4 "Focus on Corridors and Centers". The project site, and larger vicinity is in proximity to several major travel corridors identified as a New/Developing Corridor under the urban place typologies. This typology encompasses major arterial streets with land use patterns involving automobile-dominated development. A recommendation of this typology is to integrate and connect pedestrian, bicycle, and transit facilities along the corridor with attention to streetscape design. To this end, the proposed Concept Plans identify bicycle corridors and pedestrian trails in the vicinity of the project, encouraging their installation as project development proceeds to accommodate multiple transportation modes including non-motorized movement.

For the reasons noted above, Staff finds the applications are in substantial compliance with PlanCOS.

3. Conformance with the Area's Master Plan:

The project site is within the Reagan Ranch Master Plan; and is proposing a major amendment to that plan regarding the land use designations, as described above. Given the land use transitions and additional setbacks to be provided, the proposed uses can co-exist harmoniously in terms of the character, scale, and intensity of the anticipated future development. The proposed development will provide for community, civic and public land uses, with a variety of housing types and prices to meet the residential needs and income levels in the area. Staff believes that the proposed amendment maintains the intent of the master plan and its objectives. The fiscal impact analysis illustrated a positive outcome with the proposed changes.

STAFF RECOMMENDATION:

MAPN-22-0010 – MAJOR MASTER PLAN AMENDMENT

Recommend approval to City Council a major amendment to the Reagan Ranch Master Plan adding 21.86-acres as Single-family Residential and Commercial/Office and changing the land use designation for 16.09-acres to Multi-family, based upon the findings that the master plan request complies with the review criteria as set forth in City Code Section 7.5.408.

PUDZ-22-0007 – CHANGE OF ZONING TO PDZ

Recommend to City council approval of the zone change for 17.32-acres from OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PUD/AO (Planned Unit Development with Airport Overlay (to be known as PDZ/AP-O (Planned Development Zone with Airport Overlay) Single-family Residential, 3.5-11.99 dwelling units per acre; Multi-family, 12-24.99 dwelling units per acre; 45-foot maximum building height) based upon the findings that the change of zone request complies with the review criteria for establishment of a PUD zone as set forth in City Code Section 7.3.603 and the zone change criteria as set forth in Section 7.5.603.B.

ZONE-22-0023 – CHANGE OF ZONING TO MX-M

Recommend to City Council approval of the zone change for 4.54-acres from OC/CR/AO/APZ-1/RPZ (Office Commercial with Conditions of Record, Airport Overlay, Aeronautical Protection Zone-1, and Runway Protection Zone) to PBC/AO/APZ-1/RPZ (Planned Business Center (to be known as MX-M (Mixed-Use Medium Scale) with Airport Overlay, Aeronautical Projection Zone-1 and Runway Protection Zone) based upon the findings that the change of zone request complies with the zone change criteria as set forth in City Code Section 7.5.603.

PUDC-22-0006 –PDZ CONCEPT PLAN

Recommend to City Council approval of the amended PUD concept plan, based upon the findings that the PUD concept plan meets the review criteria for PUD concept plans as set forth in City Code Section 7.5.501.E.

COPN-22-0027 – CONCEPT PLAN

Recommend to City Council approval of the amended concept plan, based upon the findings that the concept plan meets the review criteria for concept plans as set forth in City Code Section 7.5.501.E.