

PLANNING COMMISSION AGENDA

STAFF: CARL SCHUELER, RYAN TEFERTILLER

FILE NO:
CPC MP 16 – 00122 LEGISLATIVE

PROJECT: SHOOKS RUN CORRIDOR FACILITIES MASTER PLAN

**APPLICANTS: CITY OF COLORADO SPRINGS PLANNING & COMMUNITY DEVELOPMENT
AND PUBLIC WORKS DEPARTMENTS**

Note: This item was heard and continued by the Planning Commission on December 15, 2016 to their January 19, 2017 hearing in order to address certain outstanding issues and to allow input from the Downtown Review Board (DRB) as required by City Code.

PROJECT SUMMARY:

1. Project Description: The Shooks Run Corridor Facilities Master Plan (“the Plan” or “FMP”) is a multi-disciplinary, multimodal and multi-departmental plan providing a comprehensive vision and context for future improvements to, and environmentally sensitive redevelopment of Shooks Run, its associated facilities, and the properties in its vicinity. The Plan (Executive Summary attached as **FIGURE 1**) addresses needs and opportunities over the next several decades and is intended to be supported by a Sustainable Infrastructure Plan (SIP) that will be separately created in the future. The full Plan also includes an approximately 600-page Volume II -Appendices consisting primarily of an existing conditions report, an economic analysis, and corridor cost estimates.
2. Planning & Development Team's Recommendation: That the Planning Commission recommend approval to City Council for the Plan, as now revised.
3. Updated Draft Plan: A revised draft of the FMP (dated January 12, 2017) is being provided as a separate attachment. It supersedes the prior November 2, 2016 draft and incorporates all revisions presented at the December 15, 2016 PC hearing as well as subsequent changes including those suggested by the DRB at their January 4, 2017 meeting.
4. Envision Shooks Run Web Site: The Envision Shook's Run website contains additional project background and information.

<http://www.envisionshooksrn.com/>

BACKGROUND:

1. Site Location: The Plan focuses on the geographic area associated with the approximately 4.2 mile length of Shooks Run beginning at its headwaters Northwest of Patty Jewitt Golf Course and extending south to its confluence with Fountain Creek.
2. Existing Zoning/Land Use: The land uses within the Plan boundary include residential, office, commercial, civic, industrial, and mixed-uses. There are a wide range of zone districts within the boundary including R-1 6000 (single-family), R-2 (two-family), R-4 and R-5 (multifamily) , several industrial zone districts (including heavy industrial districts such as M-1 and M-2), commercial districts, office districts, Park (PK) zoning, PUD areas, Downtown Colorado Springs Form-Based Zone (FBZ) and pockets of other zoning districts
3. Surrounding Zoning/Land Use: Due to its extent, the area surrounding the Plan boundary includes a wide range of zoning and land uses.

4. Comprehensive Plan/Designated 2020 Land Use: Primarily Regional Center to the west, and General Residential to the east, with significant areas in the category of Existing Parks and Open Space along the Creek itself, as well as Employment Center for parts of the confluence area.
5. Annexation: Various older annexations beginning with the Town of Colorado Springs, 1872
6. Master Plans/Designated Master Plan Land Use: Experience Downtown Master Plan (2016) / also see 2020 Land Use Map above. The Shooks Run Redevelopment Plan was approved as a City-initiated master plan several decades ago and is referenced in the 2001 Comprehensive Plan. Arguably, that document is largely “implemented” given that it was associated with a completed urban renewal plan for this area (and will be substantially updated with this Plan). Similarly a South Central Urban Renewal Plan had been adopted for the Lowell project area; however that urban renewal designation is no longer in effect (urban renewal designations ordinarily are limited to a 25-year period). The Parks System Master Plan (2014) was approved to guide the development of the parks system.
7. Physical Characteristics: The Plan area is largely developed with a wide variety of urban uses. As articulated in detail in the Plan, the Creek corridor itself has been broken into six distinct segments, each with significantly different character, public access conditions and future potential. As also articulated in the Plan, the condition of much of the infrastructure within the corridor is poor or fair; particularly with respect to some of the bridges and related stormwater infrastructure.

STAKEHOLDER PROCESS AND INVOLVEMENT:

This project was initiated by the City in 2014, and has included a very robust public process as summarized in the document itself. Much of the writing, graphics, and formatting were completed by a team of private consultants including Felsburg Holt and Ullevig (FHU), CH2M, Design Workshop, Tapis Associates and Bachman PR; however the corridor themes steps were all informed by significant stakeholder input. The effort included the creation of multiple committees including a management team, staff team and a steering committee comprised of many of the key stakeholder. Activities and initiatives included but were not limited to the following;

- Postcards mailed to 3,600 property owners in the area, at several points in the process
- E-newsletters to about 900 key contacts at various junctures in the process
- Multiple well-attended information and participation meetings including small working groups and keypad polling.
- Over 30 targeted focus groups and neighborhood presentations were organized to obtain focused participation from key stakeholders.
- Numerous one-on-one interviews were held by the project team.
- Door-to-door “walkabouts” for the purpose of directly contacting property owners with the potential for the most direct impact from the plans and potential improvements
- Interim updates provided to several boards and commissions including:
 - TOPS Working Committee
 - Parks and Recreation Advisory Board
 - Active Transportation Advisory Committee (ATAC)
 - Citizen's Transportation Advisory Board (CTAB)
 - Drainage Board
 - Colorado Springs Downtown Development Authority
 - Downtown “all boards” meeting
 - Downtown Review Board
 - Planning Commission

Senior City staff and Mayor Suthers have also been periodically updated

In addition to the direct public input during the creation of the Shooks Run Corridor Facilities Master Plan, the project team utilized a number of previously adopted plans which often included significant public input. These plans include:

- Imagine Downtown Plan (2009) and Recent adopted Experience Downtown Plan (2016)
- 2040 Regional Transportation Plan (2015)
- Infill Supplement to the City's Comprehensive Plan (2016)
- City Council and Mayoral Strategic Plans (2015)
- Parks System Master Plan (2014)
- Regional Non-Motorized Transportation Plan (2014)
- And others

It should also be noted that the Plan is being formally discussed, reviewed, and approved at a number of public hearings held by appointed Boards and Commissions. The Plan has been recommended for approval from the following:

- Active Transportation Advisory Committee (ATAC)
 - ATAC heard a presentation on the November 2, 2016 version of this document at their November 15, 2016 Meeting. They took a formal action to endorse this document at this meeting.
- Citizens' Transportation Advisory Board (CTAB)
 - CTAB heard a presentation on the November 2, 2016 version of this document at their November 1, 2016 meeting. They took a formal action to endorse this document at their December 6, 2016 meeting.
- Drainage Board
 - Drainage Board heard a presentation on the November 2, 2016 version of this document at their November 3, 2016 Meeting.. They took a formal action to endorse this document at the December 1, 2016 Meeting.
- Parks and Recreation Advisory Board
 - The Parks Board recommended approval of the November 2, 2016 version of this Plan at their November 10, 2016 meeting.
- Downtown Review Board (DRB)
 - The DRB considered this Plan at their January 4, 2017 meeting and recommended approval on a 7-0 vote subject to incorporation of the following modifications:
 - Revised language addressing support of private development and developer participation as presented at the meeting
 - Revised language and a "call out" map addressing an alternative option for the Urban Canyon segment which could accommodate an expansion of the Catalyst Campus development into the current Transit Mix parcel.
 - Changes to the language (on page 49) addressing potential conversion of the BNSF railroad right-of-way to other uses, to emphasize the importance of assuring that options for the use if this property for future rail or other transit use have been fully evaluated.
 - Additional clarification of concerning the Plan amendment process and the use and intent of the Sustainable Infrastructure Plan (SIP) to be prepared following adoption of this FMP
 - Additional technical and grammatical revisions
- **Figure 2** provides a summary of comments and recommendations from the DRB meeting.

A summary of all substantive changes made to the November 2, 2016 version is included as **Figure 3**.

In addition to this effort having been supported by an ongoing robust staff and stakeholder process, the completed document was also transmitted electronically to applicable City and other agencies and key stakeholders for review. The only written comments received via this process have been from the seven Community Members, the Downtown Partnership and the Catalyst Campus. These are attached as **Figures 4, 5 and 6**. Staff and the consultants have worked with these two entities about these concerns, and believe that the current draft adequately addresses them. Verbal comments have also been received

from representatives of the Nor'wood development regarding potential loss of the BNSF rail spur as a future rail/transit option. Additional language has been suggested in response to these concerns (see page 49 of the Plan).

ANALYSIS OF REVIEW CRITERIA AND MAJOR ISSUES

As described in more detail in the Plan itself, Shooks Run has been the direct and indirect focus of several prior plans. However, it was determined a holistic and multi-disciplinary approach was needed in part to provide context for major facilities improvement needs along the corridor.

Through a highly participatory public, staff and stakeholder's process, three vision themes were recommended as options:

- Infrastructure Option
- Greenway and Linear Park
- Transformative

Ultimately, a majority of participants clearly identified the Transformative Option as the Recommended Option. It assumes the most amount of change for the Corridor (especially along its southern reaches, and assumes a central role for the Corridor as part of the fabric of the City.

This recommended Corridor Theme is depicted through a series of annotated graphics included in the Plan.

The Corridor is divided into five (5) distinct segments based on a combination of existing conditions and future potential:

- Headwaters
- Residential Greenway
- Urban Waterway
- Urban Canyon
- Confluence

Key elements and contents of the Plan include:

- A high quality multi-modal trail system proposed along the entire corridor
- An associated linked network of parks and public spaces
- Character streets that connect with and cross the Creek
- Enhanced multimodal connections
- Recommendations for destination elements
- Encouragement of land use reinvestment throughout the corridor, and significant transformative change along the southern reaches
- Identified bridge improvements
- Prototypical channel sections
- Options for a few key and challenging sections such as around Palmer High School and the Transit Mix site
- Implementation
 - Full implementation is understood to be a multi-decade proposition, with much of funding undetermined at this time
- Potential funding strategies
- Recommended update and amendment process and schedule additional tactical and specific "action steps" that will move each goal toward implementation.

Analysis of Master Plan Criteria

A. Comprehensive Plan: The Comprehensive Plan and the 2020 Land Use Map are the context and the benchmark for the assessment of individual land use master plans. The proposed land use master plan or the amendment conforms to the policies and strategies of the Comprehensive Plan. The proposed land use pattern is consistent with the Citywide perspective presented by the 2020 Land Use Map.

The proposed Shooks Run Corridor Facilities Master Plan conforms to the policies and strategies of the City's current Comprehensive Plan. The dominant land use designation for the east side of the Shooks Run Corridor Facilities Master Plan area include "Regional Center" which is defined as being

"... for significant and mutually supportive combinations of two other land uses: commercial center and employment center. Because of their size, both uses function as regional centers in terms of market for retail and employment opportunities. Emphasize development of these areas as integrated land uses through innovative design standards, rather than as separate, freestanding land uses. Integrate mobility choices by providing transit, pedestrian and bicycle connectivity within the center as well as to adjoining areas."

Much of the north and east area of the Plan is designated as General Residential. The policies and strategies for this area in the Comprehensive Plan include the following:

"Policy LUM 202: General Residential

Utilize the General Residential designation for the vast majority of existing and future residential areas. This designation includes a wide variety of residential uses, as well as uses that serve and support individual neighborhoods.

Strategy LUM 202a: General Residential Characteristics

Designate existing development at average gross densities greater than three dwelling units per acre and new development as appropriate.

Strategy LUM 202b: General Residential Primary Uses

Identify primary uses as all types of residential development at average gross densities greater than three dwelling units per acre. Cluster higher density developments along collector and major roads and as a transition to nonresidential uses.

Strategy LUM 202c: General Residential Secondary Uses

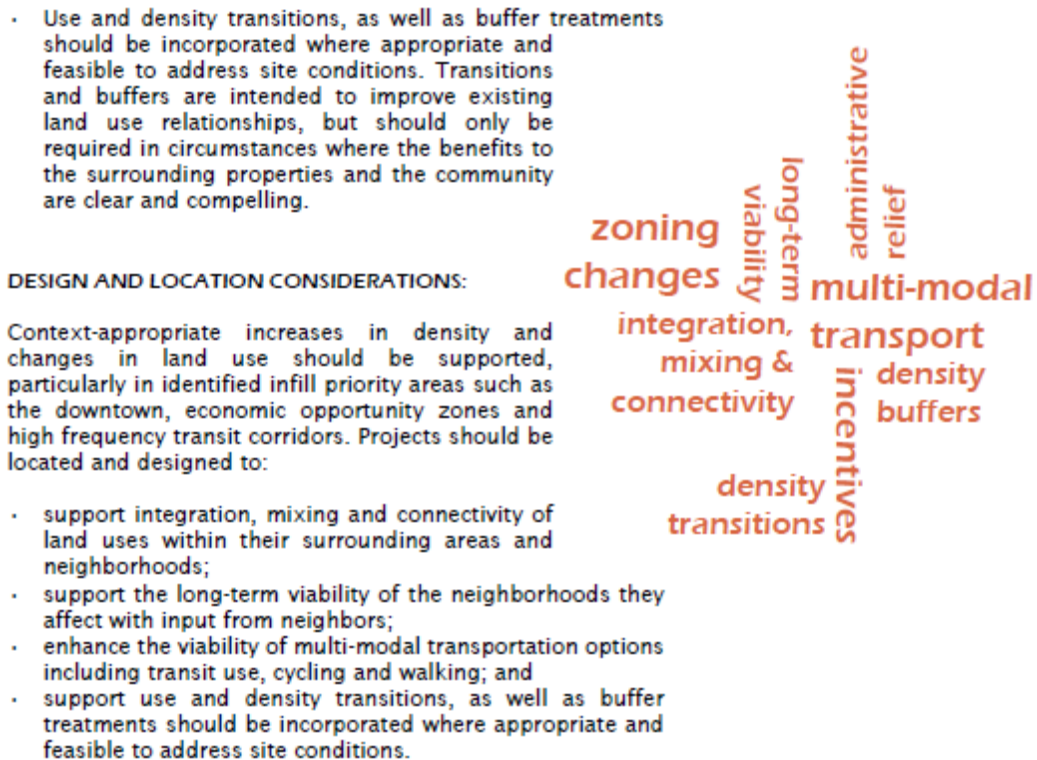
Include supporting uses such as neighborhood centers with pedestrian-oriented, low-impact shops and services, parks and recreation areas, religious institutions, and schools. Neighborhood centers may range up to 5 acres in size. Consider proposed secondary uses that individually or cumulatively exceed five acres, as proposed Map amendments from General Residential to a more intense Map designation to allow significant land use changes to be analyzed on a neighborhood and citywide basis."

Because the Shooks Run Corridor Facilities Master Plan is not a traditional land use or neighborhood plan, Strategy LUM 202c is particularly important. It is expected that this new Plan will support the character and integrity of established residential neighborhoods while at the same time supporting reinvestment and context sensitive redevelopment.

Comprehensive Plan Infill Supplement (2016)

On balance this Plan and process is recommended as highly consistent with the recently adopted Comprehensive Plan Infill Supplement. That document places a priority on Downtown reinvestment, and therefore the association with the southern reach of the Creek is strongly supportive. To the extent that this overall effort shows places an emphasis on planning for and investing in the mature areas of the City, the correlation is also very positive.

The following snapshot from the infill Plan provides some more detailed insight into how it addresses the integration of infill in established areas and neighborhoods.



Additionally, there are a large number of Comprehensive Plan objectives, policies and strategies that could be listed as being relevant for both the proposed master plan; due to the length of this list, it is not included with this memo.

B. Land Use Relationships:

- 1. The master plan promotes a development pattern characterizing a mix of mutually supportive and integrated residential and nonresidential land uses with a network of interconnected streets and good pedestrian and bicycle connections.*
- 2. Activity centers are designed so they are compatible with, accessible from and serve as a benefit to the surrounding neighborhood or business area. Activity centers also vary in size, intensity, scale and types of uses depending on their function, location and surroundings.*
- 3. The land use pattern is compatible with existing and proposed adjacent land uses and protects residential neighborhoods from excessive noise and traffic infiltration.*
- 4. Housing types are distributed so as to provide a choice of densities, types and affordability.*
- 5. Land use types and location reflect the findings of the environmental analysis pertaining to physical characteristics which may preclude or limit development opportunities.*
- 6. Land uses are buffered, where needed, by open space and/or transitions in land use intensity.*
- 7. Land uses conform to the definitions contained in Section 7.5.410 of this part.*

The proposed Shooks Run Corridor Facilities Master Plan is substantially compliant with the required land use relationship criteria. For the southern segments of the Corridor, the Plan promotes a high-density mix of mutually supportive uses with an urban network of roadways that safely and comfortably accommodate vehicles, pedestrians, cyclists, and transit users. The Plan emphasizes the need for connectivity and

integration between Downtown and adjacent neighborhoods and strives to increase residential opportunities within the Plan boundary.

C. Public Facilities:

- 1. The land use master plan conforms to the most recently adopted Colorado Springs parks, recreation and trails master plan.*
- 2. Recreational and educational uses are sited and sized to conveniently service the proposed population of the master plan area and the larger community.*
- 3. The proposed school sites meet the location, function and size needs of the school district.*
- 4. The land use master plan conforms to the adopted plans and policies of Colorado Springs Utilities.*
- 5. Proposed public facilities are consistent with the strategic network of long range plans.*
- 6. The master development drainage plan conforms to the applicable drainage basin planning study and the drainage criteria manual.*

Considerable effort has been made to coordinate the drafting of the proposed Plan with key City Staff in Public Works, Parks and Recreation, Traffic Engineering, Colorado Springs Utilities, and others. The plan was also informed through close coordination with previously approved plans including the 2040 Regional Transportation Plan (2015), the Infill supplement to the City's Comprehensive Plan (2015), City Council and Mayoral Strategic Plans (2015), Parks Master Plan (2014), Regional Non-Motorized Transportation Plan (2014), and others. Staff finds that this required criterion is met.

D. Transportation:

- 1. The land use master plan is consistent with the adopted intermodal transportation plan. Conformity with the intermodal transportation plan is evidence of compliance with State and local air quality implementation and maintenance plans.*
- 2. The land use master plan has a logical hierarchy of arterial and collector streets with an emphasis on the reduction of through traffic in residential neighborhoods and improves connectivity, mobility choices and access to jobs, shopping and recreation.*
- 3. The design of the streets and multiuse trails minimizes the number of uncontrolled or at grade trail crossings of arterials and collectors.*
- 4. The transportation system is compatible with transit routes and allows for the extension of these routes.*
- 5. The land use master plan provides opportunities or alternate transportation modes and cost effective provision of transit services to residents and businesses.*
- 6. Anticipated trip generation does not exceed the capacity of existing or proposed major roads. If capacity is expected to be exceeded, necessary improvements will be identified, as will responsibility, if any, of the master plan for the construction and timing for its share of improvements.*

There are significant sections of the Shooks Run Corridor Facilities Master Plan that focus on increasing mobility, connectivity, and safety for drives, riders and pedestrian alike. Staff finds that this criterion is met.

E. Environment:

- 1. The land use master plan preserves significant natural site features and view corridors. The Colorado Springs open space plan shall be consulted in identifying these features.*
- 2. The land use master plan minimizes noise impacts on existing and proposed adjacent areas.*
- 3. The land use master plan utilizes floodplains and drainageways as greenways for multiple uses including conveyance of runoff, wetlands, habitat, trails, recreational uses, utilities and access roads when feasible.*
- 4. The land use master plan reflects the findings of a preliminary geologic hazard study and provides a range of mitigation techniques for the identified geologic, soil and other constrained natural hazard areas.*

The Shooks Run Corridor Facilities Master Plan applies to a developed urban environment especially in the southern segments. However, the environmental sensitivity of this riparian corridor is also emphasized. The Plan offers suggested major improvements to our urban park and trail system. While not specifically addressed in the required criteria, it should be noted that urban development is the most sustainable and resource efficient form of land use. Energy consumption per square foot is far lower than low to moderate density suburban land patterns. Staff finds that the proposed plan is consistent with the environmental criteria required for a City Master Plan.

F. Fiscal:

- 1. A fiscal impact analysis and existing infrastructure capacity and service levels are used as a basis for determining impacts attributable to the master plan. City costs related to infrastructure and service levels shall be determined for a ten (10) year time horizon for only the appropriate municipal funds.*
- 2. The fiscal impact analysis demonstrates no adverse impact upon the general community and the phasing of the master plan is consistent with the adopted strategic network of long range plans that identify the infrastructure and service needs for public works, parks, police and fire services.*
- 3. The cost of on site and off site master plan impacts on public facilities and services is not borne by the general community. In those situations where the master plan impacts are shown to exceed the capacity of existing public facilities and services, the applicant will demonstrate a means of increasing the capacity of the public facilities and services proportionate to the impact generated by the proposed master plan. Mitigation of on site and off site costs may include, but is not limited to, planned expansions to the facilities, amendments to the master plan, phasing of the master plan and/or special agreements related to construction and/or maintenance of infrastructure upgrades and/or service expansions. Any special agreements for mitigation of on site and off site impacts for public improvements, services and maintenance are shown to be workable and supported by financial assurances. Preexisting and/or anticipated capacity problems not attributable to the master plan shall be identified as part of the master plan review.*
- 4. Special agreements for public improvements and maintenance are shown to be workable and are based on proportional need generated by the master plan.*
- 5. Any proposed special districts are consistent with policies established by the City Council.*

The Shooks Run Corridor Facilities Master Plan is not easily evaluated using a traditional fiscal impact analysis, and certainly not in context of a ten (10) year time horizon. Note: some of the most deteriorated public facilities in the Corridor are upwards of 100 years old. The City's Finance Department Staff have not reviewed the Plan. A substantial proportion of the identified improvements will be necessary to meet safety capacity and environmental compliance needs. As a publically initiated master plan, it is understood that fiscal prioritization determinations for public funding (and potential public-private partnerships) will need to be made on a periodic and regular basis.

Staff finds that the proposed plan is consistent with the required fiscal criteria.

Use of the Plan, Timing, Funding and Amendment Process

The document goes to some length to describe its intended use and amendment process. Generally, the expectation is that the Plan will be most prescriptive with respect to design and construction of improvements within the Shooks Run Corridor channel itself. Recommendations outside of the channel but within the Corridor would be less prescriptive, but still intended to provide a definitive vision to work from. Likewise, recommendations for improvements to public right-of-way would be considered to be important guidance. Finally, opportunity suggestions for land uses on private property located away from the Creek and its immediate corridor are intended to be most flexible as long as the integrity of the overall vision is maintained.

The combined cost of all the anticipated public, public/private and private improvements is estimated to be in excess of \$300 Million. Therefore, managing expectations will be important and a multi-decade schedule has been assumed for completion of all improvements and associated redevelopment. Funding has not been fully determined and is expected to come from a variety of sources, with the need to be

adaptive and responsive to changing opportunities. The to-be-developed Sustainable Infrastructure Plan (SIP) will begin to address this dynamic.

Given the long time frame and funding contingencies, the stated expectation in the Plan is that periodic updates will be required.

STAFF RECOMMENDATION:

ITEM NO: CPC MP – 00122 Shooks Run Corridor Facilities Master Plan

Recommend approval of the Shooks Run Corridor Facilities Master Plan to City Council based on the findings that the plan complies with the criteria found in Section 7.5.408 of City Code, subject to minor technical and typographical corrections.

Note: Figure 7 Includes a draft resolution which is being recommended for approval by City Council. The purpose of this resolution is primarily to recognize and memorialize the process by which the FMP was prepared.