



STAFF REPORT

MEETING DATE: July 26, 2021
AGENDA ITEM TITLE: Chaffee County Government - Major Impact Review for a Planned Development Overlay
AGENDA SECTION: Public Hearing

REQUEST:

Chaffee County Government submitted a Major Impact Review application for a Planned Development Overlay on their 3.87 acre parcel located at 104 Crestone Avenue. The parcel is zoned Single-Family Residential (R-1) and the current uses are the Administrative Building, Chaffee County Courts Building, Chaffee County Dispatch and Jail Building, State Patrol Communications Building & Tower and the EMS garage (to be removed in the near future).

The applicant would like the Planned Development Overlay to closely reflect the Commercial (C-1) zone district use and dimensional standards.

APPLICANT:

The applicant is Chaffee County Government, PO Box 699, Salida, CO 81201. The representative for the applicant is Joe Deluca of Crabtree Group.

LOCATION:

The subject property is known as Strip B, Block 4 of the Eddy Brothers Addition, City of Salida, Chaffee County, Colorado. This property is also known as 104 Crestone Avenue, 142 Crestone Avenue and 641 West Third Street.



16-7-10. Purpose and objectives.

(a) Planned developments are intended to facilitate the purposes and objectives of this Land Use Code and the City's Comprehensive Plan and to permit the application of more innovative site planning and design concepts than may be possible under the application of standard zone districts. The purpose of a planned development (PD) is to encourage innovation and flexibility in the development of land so as to promote variety in the type, design and layout of buildings; improve the integration, character and quality of land uses; promote the more efficient use of land and infrastructure while achieving compatibility of land uses; achieve economy in the delivery and maintenance of public services, and promote the preservation of open space and natural and scenic areas.

16-7-20. Zoning classification.

A planned development constitutes a zoning classification and is established by overlaying the designation upon land within an existing or newly created zone district. Approval of a PD shall be illustrated and its land area defined on the City's Official Zone District Map. When an area that is already zoned is approved for a PD overlay, the underlying zone district's regulations shall remain intact; and in the event the PD is not completed or is terminated, the underlying zone district regulations shall apply to and govern land uses and development in the subject area.

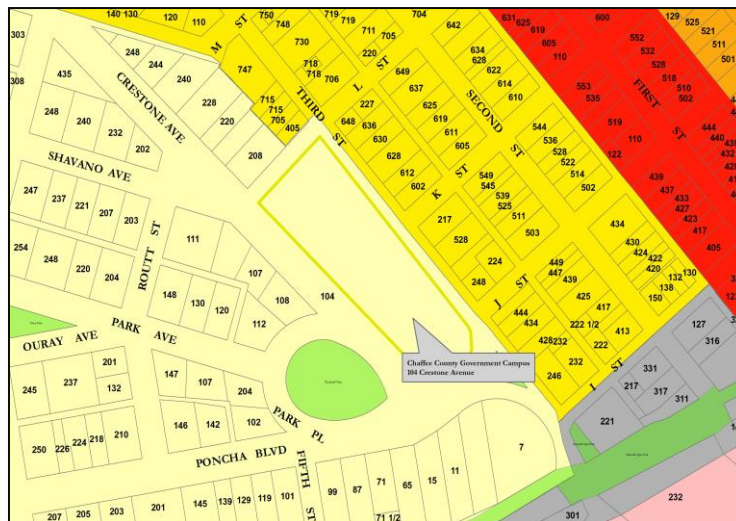
16-7-30. Procedure.

Approval of a PD shall be subject to the submission of a full and complete application, the payment of all review and approval fees, and major impact review as described in Article III of this Chapter. Review and submission requirements for a PD incorporating the subdivision and resubdivision of land shall be construed and applied together with the subdivision processing requirements at Article VI of this Chapter. Whenever the PD, subdivision, and/or development permit application procedures or requirements overlap, the overlapping procedures or requirements shall not be applied cumulatively, and the procedure or requirement pertinent to the PD application shall supersede the development permit and/or subdivision procedure or requirement.

OBSERVATIONS:

This section is intended to highlight concerns raised by staff to assist the Commission in doing the same. Additional concerns or questions may arise after a presentation by the applicant.

1. The property is within the Single-Family Residential (R-1) zone district. The properties surrounding this parcel are located within the Medium-Density Residential (R-2) and the Single-Family Residential (R-1) zone districts.
2. The (R-1) zone designation does not make sense for the current and future uses of the property and there are no residential uses associated with the property. The applicant is requesting deviations from Table 16-D Schedule of Uses, Table 16-F Schedule of Dimensional Standards and Article VIII Design Standards for parking requirements.
3. A conceptual review with City Council and Planning Commission occurred on July 6, 2021. At the work session there were 2 concerns identified during this review, the need for a landscape plan and the architecture of the proposed Administrative Annex. The landscape plan was submitted and approved by staff in October 2020 (approval attached to this staff report).



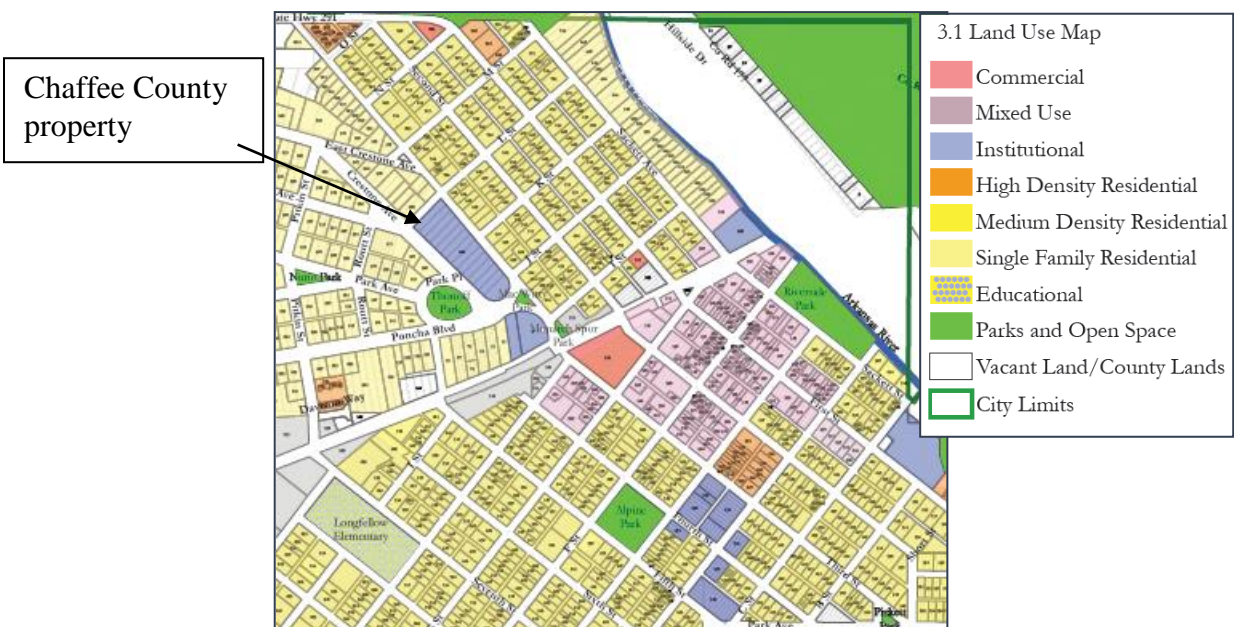
4. The Chaffee County Courthouse was listed on the State register of Historic Properties on September 11, 1996.
5. At the City Council/Planning Commission work session the applicant was showing the Administrative Annex building addition to demonstrate the need for the Planned Development Overlay. The rendering of the addition that was shown was a preliminary rendering and had not been refined. Although the evaluation criteria and general requirements for Planned Developments do not include architectural review, staff is suggesting that the proposed addition be compatible with the existing historic courthouse building.
6. The applicant is requesting to be allowed to utilize the maximum height of 54' for Public and Institutional Uses provided that they meet the other standards in Land Use Code Section 16-4-200(3).

THE CITY OF SALIDA COMPREHENSIVE PLAN

Per Section 16-7-20 of the Salida Municipal Code, a planned development constitutes a zoning classification and is established by overlaying the designation upon land within an existing or newly created zone district. Generally zoning should be consistent with the community's comprehensive plan. The following Policies, Actions and Principles are most applicable to the proposal:

Action LU&G-I. 1.a. – *Amend Salida's Land Use Code and Zoning Map to advance the objectives of this plan and consider appropriate zoning designations, densities and overlays that utilize setbacks and promote the traditional historic built environment.*

The Comprehensive Plan Land Use Map shows the Chaffee County property is Institutional. Given that the uses of Chaffee County property have been in place since 1932 it is appropriate that the Planned Development reflect the current and future uses of the Campus.



With the Land Use Code update we will be looking into the possibility of creating a separate zone district for Institutional properties which would be appropriate for the Chaffee County parcel as shown in the Comp Plan.

16-7-40. PD development plan evaluation criteria; general requirements

(a) No land shall be designated PD in the absence of a PD Development Plan, which plan shall set forth the written and graphic materials as described in this Article. All PD Development Plans must conform to and be consistent with the City's Comprehensive Plan and other adopted plans. PD Development Plans shall be reviewed to ensure that the general public health, safety and welfare are safeguarded and for substantial conformance to the evaluation criteria described in subsection (b). The PD Development Plan may allow for the mixture of uses and greater diversity of building types, promote environmental protection, limit sprawl, improve design quality and offer a higher-quality living environment, encourage innovative design and a variety of housing types, preserve historic buildings and sites, promote bicycles and walking as an alternative to the automobile, and manage the increase in demand for public amenities as is feasible for the site and proposed use.

(b) The PD Development Plan shall meet the following criteria, depicted on a site plan furnished by the applicant, unless the applicant can demonstrate that one (1) or more of them is not applicable or that another practical solution has been otherwise achieved:

(1) Minimum Dimensional Standards. The PD is a negotiated zone district. While there may be no fixed lot size or lot widths, the Planning Commission and City Council require minimum dimensional standards, including setbacks and space between buildings as necessary to provide adequate access and fire protection, to ensure proper ventilation, light and air between buildings and to ensure that the PD is compatible with other developments in the area.

- The Chaffee County property is located within the Single Family Residential (R-1) zone district. The applicants are requesting that the Planned Development Overlay align closely with the Commercial (C-1) zone district. They have submitted the following revisions to Table 16-F for the Planned Development Overlay.
- The following are a list of the dimensional standard deviations being requested for the property. These deviations are also highlighted in Table 16-F below.
 - Maximum lot coverage with structures 50% instead of the required 35%.
 - Maximum lot coverage for uncovered parking/access 40% instead of the required 10%.
 - Minimum landscape area 20% instead of the required 55%.
 - Minimum Front Setback of 15' instead of the required 30'. Minimum Rear Setback of 10' instead of the required 30'.
 - Maximum building height for primary building 54' instead of the required 35'. The request is to also be able to measure height from the Crestone Avenue frontage to the top of parapet walls. In the Commercial zone district Public and institutional uses are allowed 54' building height and the existing courthouse building is 50' in height.

| CCGFC Table 16-F Schedule of Dimensional Standards | | | |
|--|-------------------|-----------------------------|--------------|
| Dimensional Standard | PROPOSED CCGFC-PD | EXISTING REQUIREMENTS (R-1) | Current |
| Min. lot size (sq. ft.) | N/A | 7,500 | 163,350 |
| Density (Min. lot sq. footage per principal dwelling unit) | N/A | 3,750 | |
| Min lot size (sq. ft.)—attached units | N/A | NA | |
| Min. lot frontage | N/A | 50 | |
| Min. lot frontage—attached units | N/A | NA | |
| Max. lot coverage: structures (additive coverage total for structures and uncovered parking cannot exceed 90% except in C-2) | 50% | 35% | 20% (approx) |
| Max. lot coverage: uncovered parking/access (additive coverage total for structures and uncovered parking cannot exceed 90% except in C-2) 5 | 40% | 10% | 23% (approx) |
| Min. landscape area | 20% | 55% | 53% (approx) |
| Min. setback from side lot line for a primary bldg. | 10' | 8' | |
| Min. setback from side lot line for a detached accessory bldg. | 5' | 5' | |
| Min. setback from rear lot line: principal bldg. | 10' | 30' | |
| Min. setback from rear lot line: accessory bldg. | 5' | 5' | |
| Min. setback from front lot line | 15' | 30' | |
| Max. building height for a primary bldg. | 54* | 35' | 50' |
| Max. building height for a detached accessory bldg. | 25' | 25' | |
| *Public and Institutional Uses allowed up to 54' | | | |
| 1. Multiple principle buildings allowed on campus, jail, court, admin building | | | |
| 2. Height shall be measured from Crestone frontage finished floor level to top of parapet walls | | | |
| 3. Maximum Height is based on institutional height in C1 District & Historic Courthouse Height | | | |
| 5. New Annex Height is 34 feet to top of parapet wall, not including mech. equipment (info only) | | | |

- The requested deviations will not impact the property's ability to provide adequate access and fire protection, to ensure proper ventilation, light and air between buildings and should be compatible with other developments in the area.

(2) Trails. Reasonable effort must be made to connect to nearby recreation trails, parks and public open space such that green corridors define and connect urbanized areas. Any trails identified for the area in the City's Comprehensive Plan or Parks Master Plan must be included in the PD.

- The closest trail near the Chaffee County property is the Monarch Spur Trail and there are existing pedestrian connections to the Trail.

(3) Ownership and Maintenance. No PD shall be approved unless the City Council is satisfied that the landowner has provided for or established an adequate organization for the ownership and maintenance of common open space and private roads, drives, parking or other common assets to ensure maintenance of such areas.

- Ownership and maintenance of the property will be maintained by Chaffee County.

(4) Water and Sewer. The developer shall provide municipal water and sewer facilities within the PD as required by the City.

- The County improved the municipal water looping in the neighborhood when the jail was constructed in 2002. There are no identified improvements to water and sewer required.

(5) Residential Density. Density shall be limited as required by the Planning Commission and City Council upon consideration of the overall development plan, individual characteristics of the subject land and surrounding uses. In a multi-lot PD, the averaging of lot areas shall be permitted to provide flexibility in design and to relate lot size to topography, but each lot shall contain an acceptable building site. The clustering of development with usable common open areas shall be permitted to encourage provision for and access to common open areas, encourage pedestrian access and to save street and utility construction and maintenance costs. Such clustering is also intended to accommodate contemporary building types which are not spaced individually on their own lots but share common side walls, combined service facilities or similar architectural innovations, whether or not providing for separate ownership of land and buildings. In high-density development, housing will be designed to provide adequate privacy between dwelling units.

- There are no residential uses on the property, therefore this standard does not apply.

(6) Relationship to the Subdivision Regulations. The provisions of these regulations concerning Planned Developments are not intended to eliminate or replace the requirements applicable to the subdivision of land or air space, as defined in state statutes and the ordinances and regulations of the City.

- The applicant is not requesting a subdivision with the application, therefore this standard does not apply.

(7) Improvement Standards. The PD may deviate from the Design Standards described in Article VIII of this Chapter, including specifications for the width and surfacing of streets, public ways, public utility rights-of-way, curbs and other standards, only if the reasons for such deviations are well documented and are necessary for realizing the purposes described in the objectives of development. Deviations may be incorporated only with the approval of the Planning Commission and City Council as a part of its review of the Overall Development Plan for a PD and shall conform to acceptable engineering, architectural and planning principles and practices. If a deviation from the improvement standards is not specifically addressed and approved under the Overall Development Plan, the improvement shall comply with all improvement standards of this Chapter.

- The applicant received variance approval on July 27, 2020 to count the on-street parking toward their off-street parking requirement for the future Administrative Annex addition. As part of the Planned Development application the applicant is requesting that following parking standards apply to the entire property.

| CCGFC Table 16-J Off & On Street Parking Standards | |
|---|----------------------|
| Public Institutional Uses | CCGFC-PD |
| Government Administration Facilities | 1 space per 400 s.f. |
| Jail Inmate floor area | 1 space per employee |
| Court Building | 1 space per 400 s.f. |
| 911 Facilities | 1 space per employee |
| 1. 86 On street parking spaces on Crestone Ave. and around the park shall count toward parking req. | |
| 2. Parallel parking on the west side of third street shall count toward parking req. if design is administratively approved for future parking needs. | |
| 3. Jail inmate floor area and 911 floor area shall not require parking except for employees. | |

In 2020 the City created 23 diagonal parking spaces along the northern and eastern perimeter of Thonhoff Park, and 16 diagonal parking spaces along the western side of Crestone Avenue, across the from the Court and Jail. The restriping of the parking spaces has benefitted County employees and citizens utilizing County services. Additional parallel parking spaces are also available on the east and south perimeter of the park and the other side of Park Place.

The R-1 zoning and corresponding parking limits are not compatible with the current and historical uses of the property.

- There are currently 92 on-site parking spaces to serve the existing and future uses of the property. It is not clear how many parking spaces will be lost with the proposed Administrative Annex Addition.

(8) The maximum height of buildings may be increased above the maximum permitted for like buildings in other zone districts. In no case shall a building exceed the maximum height requirement if the deviation shall result in:

a. Adverse visual impacts on adjacent sites or other areas in the vicinity, including extreme contrast, interruption of vistas or scale that is disproportionate to surrounding development or natural features.

b. Potential problems for adjacent sites caused by shadows, loss of air circulation or loss of view.

c. Inability to provide adequate fire protection using equipment currently in use by the Fire Department.

- The applicant is requesting a maximum height of 54'. In the Commercial zone district Public and institutional uses are allowed 54' building height. The original 1932 courthouse was constructed prior to the surrounding development and has existed since its original construction at 50 feet.
- The request is also to be allowed to measure the height from the Crestone Avenue frontage. In the Land Use Code, the definition of building height means the distance measured on a vertical plane from the average preconstruction or post-construction grade around the perimeter foundation of a building or structure, whichever is lower, to the highest point on the roof surface of the building or structure.
- The existing building and future annex are on the mesa and set back enough that there should be no shadowing on neighboring properties and no adverse visual impact.
- The Fire Department has no concerns with the request. There are several hydrants surrounding the property and the Fire Department has the equipment to provide adequate fire protection.

(9) Gross Building Floor Area. The gross building floor area of uses other than residential may be limited as required by the City Council upon consideration of the Overall Development Plan, individual characteristics of the subject land and surrounding uses.

- Land Use Code Sec. 16-3-40(a) (1) requires administrative review approval for nonresidential or mixed-use <20,000 sq. ft. gross floor area. Administrative Review approval will be required with the addition of the future 15,000 sq. ft. Administrative Annex building.

(10) Permitted Uses. A PD may include any permitted principal or accessory uses by right and conditional review uses allowed in any other zone, except that any use that has been declared a nuisance by statute, ordinance or any court of competent jurisdiction shall not be permitted. Uses within the PD will be permitted upon consideration of the Overall Development Plan, individual characteristics of the subject land and surrounding uses. The PD shall be designed, insofar as practicable when considering the overall size of the PD, to provide commercial, recreational and educational amenities to its residents to alleviate the necessity of increased traffic and traffic congestion.

- The County offices pre-date the City's existing zoning districts. The current and future uses and zoning are not compatible in the Single-Family Residential (R-1) zone district.
- In the R-1 zone district Community Buildings and Government administrative facilities and services require Limited Impact Review approval. If the Planned Development Overlay is approved the use will be permitted without additional review.
- The applicant is requesting the following Use Table for proposed Planned Development Overlay:

| CCGFC Table 16-D Schedule of Uses | |
|---|---|
| N = Not Permitted | |
| P= Permitted | |
| AC = Administrative | |
| C = Conditional Use | |
| AR = Administrative Review | |
| LR = Limited Impact Review | |
| MR = Major Impact Review | |
| Public Institutional Uses | |
| County Government Administrative Offices | P |
| State Government Administrative Offices | P |
| Public Health Facilities | P |
| Civil Defense & Emergency Management Facilities | P |
| Law Enforcement and Jail Facilities | P |
| Court Facilities | P |
| Communication and Communication Tower Facilities | A |
| Non-profit offices | P |
| Public Meeting Rooms | P |
| Emergency Shelter Facilities | P |
| Voting Center, Drop boxes, Temporary Tents & Drive up | P |
| On-site Maintenance Facilities | P |
| Temporary Health and Emergency Shelters | P |
| Emergency Generators | P |
| Security Fences, Devices and Barriers | A |
| Outdoor break areas | P |
| Commercial Kitchens & Cafeteria | P |
| Security Cameras & Dark Sky outdoor security lighting | P |

(11) Transportation design. The PD shall provide interconnected transportation networks designed to disperse and reduce the length of automobile trips, connect to adjacent roadways and enhance the greater transportation pattern of the City and surrounding area. The street design and circulation system must be adequate to support the anticipated traffic. The proposed land uses may not generate traffic volumes which exceed the capacity of existing transportation systems, or it shall be shown that adequate measures have been developed to effectively mitigate such impacts. The internal street circulation system shall be designed for the type of traffic generated, safety and separation from living areas, convenience and access. Private internal streets may be permitted, provided that adequate access for police

and fire protection is maintained, access for maintaining public infrastructure within the right-of-way is explicit and provisions for using and maintaining such streets are imposed upon the private users and approved by the Planning Commission and City Council. Bicycle lanes, paths and sidewalks shall be provided for all residential uses, retail establishments and public buildings and amenities. Non-motorized transportation ways shall be adequate in terms of safety, separation, convenience and access to points of destination and attractiveness.

- The Public Works Director is recommending the following:
 - Sidewalks, curb, and gutter along 3rd Street to support the proposed improvements.
 - Civil drawings and a drainage report to be included for review.
- The City streets that surround the Chaffee County property have been in place many years.



The City is in the process of completing the West Third Street and Poncha Blvd improvements

(12) Development Standards. The PD may deviate from the Development Standards described in this Chapter only if the reasons for such deviations are well-documented and are necessary for realizing the purposes described in the objectives of development. Any variation from the development standards of this Chapter must be specifically addressed and approved in the Overall Development Plan. If an area of development (parking, landscaping, illumination, fences, signs, etc.) is not specifically addressed and approved under the Overall Development Plan, the area of development shall meet or exceed the standards of this Chapter applying to that area of development.

- The applicant is requesting a deviation from the parking standards as discussed above.

(13) The PD provides for design that is energy-efficient and reduces the amount of energy consumption and demand of typical development.

- The property is served by existing City services.

(14) Where residential uses are proposed, the PD shall provide for a variety in housing types and densities, other facilities and common open space.

- This standard applies to residential uses.

(15) The fiscal impacts of the PD have been satisfactorily addressed and the City or special district will be able to provide adequate levels of service for police and fire protection, street maintenance, snow removal and other public services, or it shall be shown that adequate measures have been developed to effectively mitigate such impacts.

- There will be no fiscal impacts.

(16) Higher levels of amenities than would be achieved by using established zone districts, including open spaces, parks, recreational areas, trails and school sites, will be provided to serve the projected population.

- The proposed Planned Development Overlay allows for the current uses and future expansion of County services in a location that provides the highest and best use of the property and the efficiency of having all services at one location.

(17) There are special physical conditions or objectives of development that the proposal will satisfy to warrant a departure from the standard regulation requirements.

- There are no special physical conditions related to this site.

(18) The adjacent and nearby developments will not be detrimentally affected by the proposed PD and approval period.

- There have been no objections from neighboring property owners at this time.

EVALUATION STANDARDS FOR MINOR PLANNED DEVELOPMENTS

Section 16-7-40(d) states that “In addition to the above evaluation standards in Subsection (a) of this Section that apply to all PD applications, the following standards or requirements shall govern the application of a minor planned development and shall be utilized by the Planning Commission and the City Council in evaluating any minor PD plan:

- (1) Staging of Development: There shall be no staging of development in a minor PD.

There will be no staging for the Chaffee County Campus.

- (2) Types of Uses: A minimum of 25% of the floor area of the project is recommended for non-residential, commercial uses.

There are no commercial or residential uses, the entire Campus has Public and Institutional Uses.

(3) Public Places. Public gathering places should be provided to reinforce community identity and support civic engagement.

There is ample green space within the development especially with the new street configuration and Thonhoff Park is also located right across the Street from the property.

(4) Economic Opportunity: The PD provides a unique economic opportunity or provides a service, industry, or housing type that will benefit the City and would not be possible under the existing zone districts or dimensional standards of the City.

This PD provides governmental services for all citizens of Chaffee County where the existing and future uses are not possible in the R-1 zone district without Limited Impact Review approval.

(5) Open Space: A Minor PD is not required to provide a dedication of open space on the site, however, it is required that any PD contribute to meeting the goals for open space through a negotiated fee-in-lieu of open space or other contribution.

No public open space is dedicated through this development since more than half of the property has well established landscaping, Thonhoff Park is located across the Street and Monarch Spur Trail is within a block from the Chaffee County property.

RECOMMENDED FINDINGS:

1. This application is consistent with the purposes and objectives of planned developments stated in Section 16-7-40 because it furthers the goals of energy and resource conservation, livability and community, and community facilities in the overall development plan.
2. This application meets the requirements Major Impact Review for a Planned Development Overlay.

STAFF RECOMMENDATION:

Staff recommends the Planning Commission recommend the Council approve the application, subject to the conditions listed below.

RECOMMENDED MOTION:

“I make a motion to recommend the City Council approve the Major Impact Review for the Chaffee County Government Planned Development Overlay, subject to the following conditions:

1. That the applicant meet the recommendations of the Public Works Director including the installation of Sidewalks, curb, and gutter along 3rd Street to support the proposed improvements. Civil drawings and a drainage report to be included for review.
2. That Table 16-F Schedule of Dimensional Standards, Table 16-J Off-Street Parking standards by use and Table 16-D Schedule of Uses be added to the plat prior to recording the Planned Development.
3. Administrative review and approval as required for the 15,000 sq. ft. Annex addition.

Attachments:

Administrative Review approval with Landscape Plan
Planned Development Plat
PD Application Materials
Proof of Notice