

STAFF REPORTPlanning Commission

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PC Date: June 1, 2021 Case Planner: Andrew Baker

CC Date: July 19, 2021

Location: Southeast corner of 120th Ave. & Buckley Rd.

(PINs 172300000121, 172300009002, 172300009006, 172300009007, 172300009008)

Applicant: Carlson Associates **Owner:** Business Center Investors

Scott Carlson Scott Carlson

Address: 12460 1st Street Address: PO Box 247,

East Lake, CO 80614 East Lake, CO 80614

Case Summary

Request: 1st Amendment to the Buckley Crossing PUD Zone Document (Mixed Use

Planned Unit Development)

Project Description: The Buckley Crossing PUD was approved in 2003, allowing mixed use

commercial, public, and residential uses including single-family detached, single-family attached, townhomes, and multi-family. The original PUD

zone document took the alignment of High Plains Pkwy. into

consideration, and sited 24.90 acres for a public school/park southwest of

this future extension of Buckley Rd. During a sketch plat application process in 2020, the applicant and staff determined that an amendment

to the PUD was necessary. The applicant wished to amend the

exaggerated curvature for High Plains Pkwy. shown in the original PUD, as well as the planning areas contained within. The 27J school district also

requested additional land to be dedicated for a future school.

Issues/Concerns: • Regional Drainage

Key Approval Criteria: • Compliance with the Comprehensive Plan

Compliance with the Land Development Code

Staff Recommendation: Approval

Current Zone District: Planned Unit Development

Proposed Zone District: No change (amending the current PUD)

Comp Plan Designation: Commercial, Mixed-Use, Residential – Medium, Residential – High,

Public/State

Attachments for Review: Checked if applicable to case.

Background Information Site Information 391.6 acres Site Size: **Current Conditions:** Single-family residential, mostly vacant **Existing Right-of-Way:** 120th Ave. (north), 112th Ave. (south), High Plains Pwky. (internal) Neighborhood: **Buckley Crossing Existing Buildings:** Single Family Home and Accessory Structures Yes No **Buildings to Remain?** Site in Floodplain Yes 🔀 No

Surrounding F	Properties
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Existing Land Use		<u>Occupant</u>	Zoning
North	Undeveloped	Cutler Commercial PUD	PUD
South	Residential	Reunion	PUD
East	Undeveloped	City of Commerce City/TR Ranch Mixed Use PUD	PUBLIC / PUD
West	Residential	Villages at Buffalo Run East/Columbine Ranches	PUD / ADCO

Case History

<u>Case</u>	<u>Date</u>	<u>Request</u>	<u>Action</u>
AN-86-87	1987	Annexation	Approved
Z-468-87	1987	Third Creek Ranch Zone Document	Approved
Z-761-03	2003	Buckley Crossing PUD Zone Document	Approved
S-471-06-19	2019	Buckley Crossing Sketch Plat	Reviewed by DRT

Applicant's Request

The applicant hopes to amend the existing Buckley Crossing PUD Document in order to:

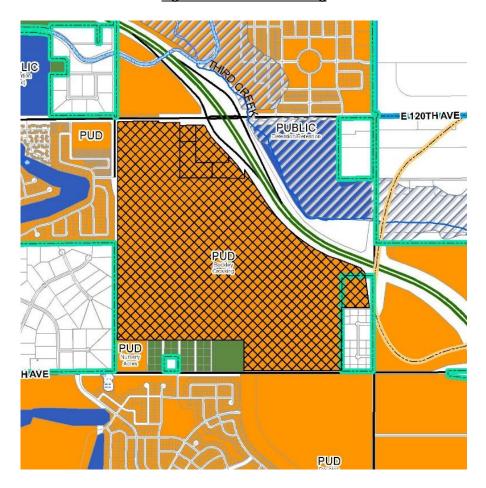
- Generally reformat the PUD according to current City of Commerce City standards, plans, and templates
- Realign High Plains Pkwy. to utilize land more efficiently, and thereby redistribute land planning areas
- Move and expand the school/park site to the north side of High Plains Pkwy
- Update the single-family residential planning area development standards to reflect densities found in the Future Land Use Plan and current market trend
- Create an additional commercial planning area adjacent to 112th, also reflecting the Future Land Use Plan
- Modify development standards in the mixed-use planning areas to reflect current market trends

Development Review Team Analysis

Project Details

While reviewing a sketch plat application for the Buckley Crossing development in 2020, it became apparent that a PUD amendment would be mutually beneficial to the applicant, the City, and the school district. The applicant wished to realign the exaggerated curvature of High Plains Parkway in order to create more usable planning areas, while the school district wished to move the proposed school site across the street, in between High Plains Parkway and E-470. That provided an opportunity to update the allowed uses and development standards in the commercial, mixed-use, and single-family residential planning areas.

Figure 1.1 - Current Zoning



Approved Uses

The PUD Zone Document currently includes a commercial area generally allowing uses found in the Commercial (C) and Business (B) zone districts that were in place at the time (Commerce City no longer has a "B" zone district). These have been slightly updated, and a new commercial planning area was added adjacent to 112th (Planning Area F). Multi-family residential uses were also added to the new Commercial/Business area (Planning Area D). Some commercial uses have also been added to the mixed-use area (now Planning Areas C and E), though these were tailored through the DRT review process to exclude any uses that may be incompatible next to residences or schools. Public use for the school site was also added to the mixed-use planning area north of High Plains Pkwy.

The single-family residential areas to the south of High Plains Pkwy. were reconfigured to match the densities allowed in the corresponding "Residential – Low" and "Residential – Medium" designations found in the Future Land Use Plan, though the allowed uses remained the same.

Proposed Amendment

By updating this PUD Zone Document, High Plains Pkwy. will utilize less space and therefore decrease hardscape infrastructure. A larger site for a public school and neighborhood park is gained through the realignment, which will be connected to the trail system running adjacent to E-470 and the open space area proposed in the vacated Buckley Rd. right-of-way.

The Development Review Team (DRT) is supportive of this amendment because it essentially proposes the same uses for the property, while it increases the mixed-use nature of both commercially and residentially focused areas, provides a larger school and park site, and increases pedestrian connectivity and open space dedication.

Comprehensive Plan

The city's Comprehensive Plan identifies the future land use for the subject property as Commercial, Mixed-Use, Public/State, Residential – Medium, and Residential – Low. This plan was based off the existing entitlements for the Buckley Crossing PUD. The planning areas found in this PUD amendment have been modified to align with the Comprehensive Plan even more closely. By losing space for residential development on the north side of High Plains Pkwy., the Public/State designated area was permitted to follow the same density standards found in the adjacent Residential – Medium areas.

The DRT believes the proposed amendment is in harmony with the Comprehensive Plan designation for the subject property.

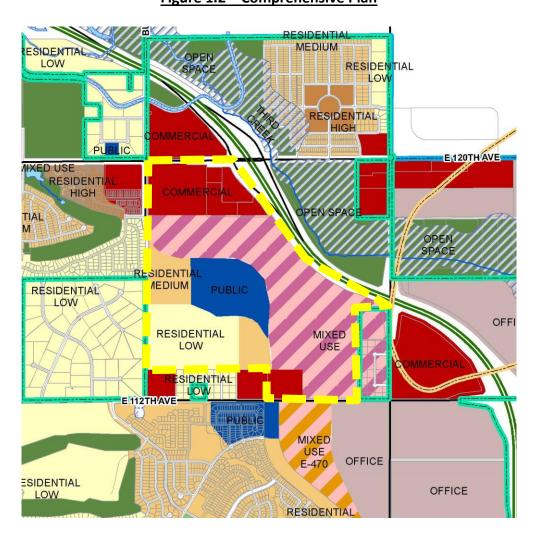


Figure 1.2 – Comprehensive Plan

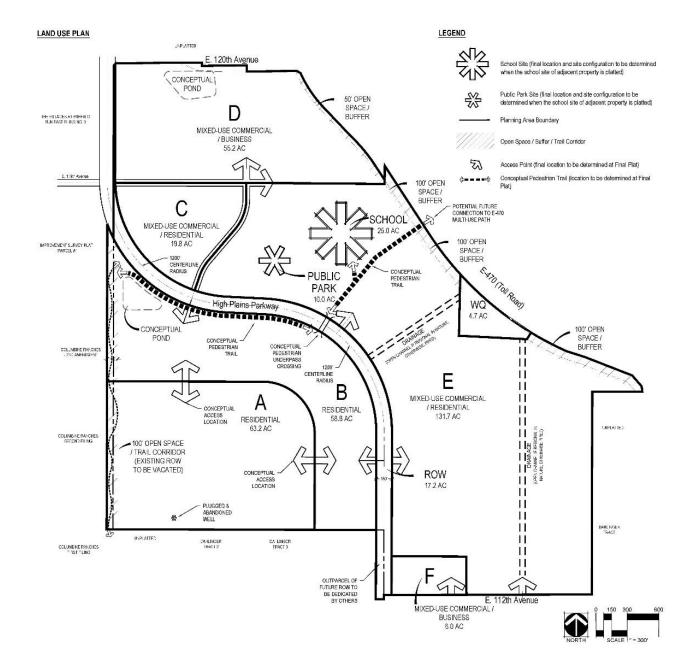


Figure 1.3 – Proposed PUD

Compared to the existing Buckley Crossing PUD, the Residential area has slightly decreased in size by realigning High Plains Parkway. Minimum lot sizes have been reduced in Planning Area A, and even more so in Planning Area B. In place of larger lot development, the vacated Buckley Road right-of-way will be designed as a 100 foot wide pedestrian path and open space buffer. A pedestrian route will connect this area to the school and park site, along with the trail planned along E-470, via an underpass constructed under High Plains Parkway. This updated PUD plan has expanded the Mixed-Use Commercial/Residential area by moving High Plains Parkway to the west and adding the middle school and neighborhood park site. The Mixed-Use Commercial/Business area adjacent to 120th Avenue has not been altered, though an additional Commercial/Business area was added along 112th Avenue (Planning Area F).

<u>Development Standards:</u>

The applicant is proposing single-family detached residential development in Planning Area A, at a density of 1-4 dwelling units per acre. The previous single-family detached area also allowed 6,500 and 7,000 square foot lots, which has been reduced to 6,000 in this amendment. Front setbacks have been amended to allow living rooms and porches to be placed up to 10 feet from the property line, while garages will still have to be setback 20 feet. The bulk standards for this planning area are shown below:

	STANDARDS	Standard Lot Single-Family Detached Residential with Front-Loaded Garage	Small Lo Detached Front-Lo
	Lot Size (Min.)	6,000 SF	
	Lot Width (Min.) @	50'	
	Min. Gross Floor Area @	1,080 SF (1-Story)	
	Min. Gloss Floor Area (a)	1,600 SF (2-Story)	
	Setback (Min.) for all Structures Adjacent to Arterial ಚಿ.೩೨	25'	
PLANNING AREA	Setback (Min.) for all Structures Adjacent to Collector (4.67)	20'	
Δ	87 1 300 TOTAL OF CONTROL SE	10' to Living	
$\overline{}$	Front Yard Setback (Min.)	10' to Porch	
	(Asserted	20' to Garage	
	Side Yard Setback (Min.)	5'	
	(4.5,8,7,8)	10' (Side Corner Lot Condition)	
	Rear Yard Setback (Min.) (4,87.0)	20'	
	Building Height (Max.) 19	35'	
	Accessory Use: Building Height (Max) @ 12,119	15'	
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure	
	Accessory Use: Side Yard Setback (Min.)	5'	
	Accessory Use: Rear Yard Setback (Min.)	5'	

The applicant is proposing single-family detached residential development in Planning Area B, at a density of 4-8 dwelling units per acre. This planning area was established to increase density along High Plains Parkway, as shown in the Future Land Use Plan, and allow for an alley-loaded product. The bulk standards for this planning area are shown below:

	STANDARDS ®	Standard Lot Single-Family Detached Residential with Front-Loaded Garage	Small Lot Single-Family Detached Residential with Front-Loaded Garage @2	Single-Family Detached Residential with Rear-Loaded Garage	Du _j
	Lot Size (Min.)	4,000 SF	4,000 SF	4,000 SF	
	Lot Width (Min.) @	50'	40'	35'	
	Min. Gross Floor Area 31	1,080 SF (1-Story)	1,080 SF (1-Story)	800 SF (1-Story)	
	Willi, Gloss Floor Aled &	1,600 SF (2-Story)	1,300 SF (2-Story)	1,400SF (2-Story)	
	Setback (Min.) for all Structures Adjacent to Arterial लुक्त	25'	25'	25'	
PLANNING AREA	Setback (Min.) for all Structures Adjacent to Collector (44.7)	20'	20'	20'	
D		10" to Living	10' to Living	10' to Living	
В	Front Yard Setback (Min.) (4.67.8)	10° to Porch	6' to Porch	6' to Porch	
_		20' to Garage	20' to Garage	N/A	
	Side Yard Setback (Min.) (5,587.8)	5'	075' Side to Living	5'	
	Side Fard Selback (Mill.) 8,587.8;	10' Side Corner Lot Condition	10' Side Corner Lot Condition	10' Side Corner Lot Condition	
	5 7 10 4 1 47 3	(5)4207	1000	6' (No Parking)	
	Rear Yard Setback (Min.) (457.6)	15' 10'		20' (Parking Allowed)	
	Building Height (Max.) ::	35'	35'	35'	
	Accessory Use: Building Height (Max) (8,10,10)	20'	20'	20'	
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure	No closer than front facade of primary structure	No closer than front facade of primary structure	
	Accessory Use: Side Yard Setback (Min.)	5'	5'	5'	
	Accessory Use: Rear Yard Setback (Min.)	5'	5'	5'	

The applicant is proposing single-family attached, townhome, and multi-family residential development, as well as some commercial and public uses, in Planning Area C. Minimum floor areas for townhomes and apartments were established. The bulk standards for this planning area are shown below:

		USES				
	STANDARDS m	Duplexes (Single-Family Attached Residential)	Townhomes (Multi-Family Residential)	Apartments/Condos (Multi-Family Residential)	Non-Residential Uses	
	Lat Cine (Min.)	2,000 SF	1,800 SF (interior unit)	TOP		
	Lot Size (Min.)	2,000 5F	2,700 SF (end unit)	N/A	N/A	
	1 - 134E-bl- 214 - 3		30" (Front-Loaded)			
	Lot Width (Min.) வ	20'	20' (Rear-Loaded)	N/A	30'	
		800 SF (1-Story)	0 bdrm: 400 SF	0 bdrm: 400 SF		
		000 SF (1-SIDIY)	1 bdrm: 550 SF	1 bdrm: 550 SF		
	Min. Gross Floor Area	4.050.05.(0.04)	2 bdrm: 700 SF	2 bdrm: 700 SF	N/A	
		1,250 SF (2-Story) per dwelling unit	3 bdrm: 850 SF	3 bdrm: 850 SF		
		awoning and	4 bdrm: 1,000 SF	4 bdrm: 1,000 SF		
	Setback (Min.) for all Structures Adjacent to Arterial (467)	25'	25'	25'	25'	
PLANNING AREA	Setback (Min.) for all Structures Adjacent to Collector (6.2.)	20'	20'	20'	20'	
		6' to Porch	6' to Porch		10'	
_	Front Yard Setback (Min.)	10' to Living	10' to Living	15'		
	(40.75)	20' to Garage	20' to Garage	5		
	SOUND TO SOURCE STORY OF SOURC	5' exterior wall	5' exterior wall		0' (20' min. building separation)	
	Side Yard Setback (Min.)	0' common wall	0' common wall	15' (20' min. building separation)		
	X-20.1 d)	10' side corner	10' side corner	separation)		
		15' (Front-Loaded)	15' (Front-Loaded)			
	Rear Yard Setback (Min.)	6' (Rear-Loaded, no parking)	6' (Rear-Loaded, no parking)	15'	15'	
	Casas	20' (parking allowed)	20' (parking allowed)	· · · · · · · · · · · · · · · · · · ·	(58)	
	Building Height (Max.) 🕫	35'	40'	75'	120'	
	Accessory Use: Building Height (Max) (6,10-1)	20'	20'	35'	25'	
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure				
	Accessory Use: Side Yard Setback (Min.)	5'	5'	5'	5'	
	Accessory Use: Rear Yard Setback (Min.)	5'	5'	5'	5'	

The applicant is proposing primarily commercial development in Planning Area D. Multi-family residential is now allowed, but only as part of a vertical mixed-use project. Minimum lot size was struck from the original PUD, and the minimum lot width was reduced from 100 feet to 30 feet. The bulk standards for this planning area are shown below:

	STANDARDS (II	Apartments/Condos (Multi-Family Residential)	Non-Residential Uses	
	Lot Size (Min.)	N/A	N/A	
	Lot Width (Min.) ::	N/A	30'	
	Min. Gross Floor Area (a)	N/A	N/A	
	Setback (Min.) for all Structures Adjacent to Arterial (4.57)	N/A	25'	
PLANNING AREA	Setback (Min.) for all Structures Adjacent to Collector (45.0)	N/A	20'	
U	Front Yard Setback (Min.) (4.5.7.8)	N/A	10'	
-	Side Yard Setback (Min.) (15.57.5)	N/A	0' (20' min. building separation)	
	Rear Yard Setback (Min.) (4.5.2,6)	N/A	15'	
	Building Height (Max.) 195	150'	150'	
	Accessory Use: Building Height (Max) (8.15,10)	35'	25'	
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure	No closer than front facade of primary structure	
	Accessory Use: Side Yard Setback (Min.)	5'	5'	
	Accessory Use: Rear Yard Setback (Min.)	5'	5'	

The applicant is proposing mixed-use development in Planning Area E. This will include single-family attached, townhome, multi-family residential, as well as commercial and public uses. Minimum floor areas for townhomes and apartments were established and setbacks were further developed for front and rear-loaded housing products. The bulk standards for this planning area are shown below:

		USES	9			
	STANDARDS m	Duplexes (Single-Family Attached Residential)	Townhomes (Multi-Family Residential)	Apartments/Condos (Multi-Family Residential)	Non-Residential Uses	
	Lot Size (Min.)	2,000 SF	1,800 SF	N/A	N/A	
	Las TABalla (FAI)	Note:	30' (Front-Loaded)	(0)		
	Lot Width (Min.) ∞	20'	20' (Rear-Loaded)	N/A	30'	
	Mar Court Floor Asset	800 SF (1-Story)	800 SF (1-Story)			
	Min. Gross Floor Area (3)	1,250 SF (2-Story)	1,250 SF (2-Story)	N/A	N/A	
	Setback (Min.) for all Structures Adjacent to Arterial (487)	25'	25'	25'	25'	
	Setback (Min.) for all Structures Adjacent to Collector (45.2)	20'	20'	20'	20'	
PLANNING AREA	-	6' to Porch	6' to Porch		10'	
	Front Yard Setback (Min.)	10' to Living	10' to Living	15'		
L	(75002.5)	20' to Garage	20' to Garage			
	Old Verd Only of BBs V	5' exterior wall	5' exterior wall	15' (20' min. building	0' (20' min. building separation)	
	Side Yard Setback (Min.)	0' common wall	0' common wall	separation)		
	00000000000	10' side corner	10' side corner	a a partition of		
	Poor Vord Sathack (Min.)	15' (Front-Loaded)	15' (Front-Loaded)	9. 5.		
	Rear Yard Setback (Min.)	6' (Rear-Loaded, no parking)	6' (Rear-Loaded, no parking)	15'	15'	
		20' (parking allowed)	20' (parking allowed)			
	Building Height (Max.) 🕫	20'	20'	20'	35'	
	Accessory Use: Building Height (Max) (8,1011)	20'	20'	20'	25'	
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure				
	Accessory Use: Side Yard Setback (Min.)	5'	5'	5'	5'	
	Accessory Use: Rear Yard Setback (Min.)	5'	5'	5"	5'	

The applicant is proposing commercial development in Planning Area F, very similar to Planning Area D. The bulk standards for this planning area are shown below:

	STANDARDS (1)	Non-Residential Uses
	Lot Size (Min.)	N/A
	Lot Width (Min.) ②	30'
	Min. Gross Floor Area 🙉	N/A
	Setback (Min.) for all Structures Adjacent to Arterial (667)	25'
PLANNING AREA	Setback (Min.) for all Structures Adjacent to Collector (4,4,2)	20'
-	Front Yard Setback (Min.)	10'
-	Side Yard Setback (Min.)	0' (20' min. building separation)
	Rear Yard Setback (Min.)	15'
	Building Height (Max.) 🕫	75'
	Accessory Use: Building Height (Max) (8.10)	25'
	Accessory Use: Front Yard Setback (Min.)	No closer than front facade of primary structure
	Accessory Use: Side Yard Setback (Min.)	5°
	Accessory Use: Rear Yard Setback (Min.)	5'

Land Uses:

The allowed uses in Planning Areas A & B have remained mostly the same from the single-family residential area from the original PUD, but now include outdoor recreation, community gardens, day care homes, and antennas and bed and breakfasts as conditional uses, in addition to single-family residential.

Planning Areas C & E now allows several commercial and public uses to create a wider variety of mixed uses than those found in the original PUD's mixed-use residential area. This includes pet day care centers and veterinary offices, building materials and services, eating and drinking establishments, financial institutions, food and beverage sales, funeral homes, professional offices, personal services, private recreation or amusement facilities, furniture or appliance repair stores, retail establishments, automobile washing and rental services, lodging establishments, office flex, auction houses, distilleries, breweries, and wineries, scientific research and design, mini-storage and warehousing (without outdoor storage), clubs and lodges, event centers, day care facilities, golf courses, public lands, parks and buildings, educational facilities, transportation facilities, public utility offices, single-family attached and multi-family residential, and senior housing. Antennas, bed and breakfasts, hospitals and outpatient surgical centers, garages and offices for ambulance services, churches, zoos, and boarding houses are allowed as conditional uses.

The mixed-use commercial area of the original PUD allowed all uses found in the Commercial (C) and Business (B) zone districts that were in place at the time. The commercial nature of Planning Area D has stayed consistent with these allowed uses, with the addition of multi-family and single-family attached uses allowed in vertical mixed-use developments, senior housing, marijuana retail stores, medical centers, and primary caregivers. The newly created Planning Area F follows these same allowed uses.

Next Steps:

Any further development on the site must go through administrative review in the PUD Development Permits process. The applicant would also need to complete a consolidation plat process to combine the four properties, but future subdivisions for residential and commercial filings is more likely.

Outside Agency Review:

Staff referred this application to several departments in the city as well as outside agencies. All of the responses that were received indicated that the proposed PUD amendment would not create conflicts with their regulations and no objections were received.

Summary:

In summary, the DRT has determined that the request meets the approval criteria for a PUD Zone Document Amendment outlined in the LDC as provided below, the proposal meets the Comprehensive Plan goals, and the proposal is appropriate given the surrounding area. After performing this analysis, the DRT is recommending that the Planning Commission forward a recommendation for **approval** to City Council.

Criteria Met?	Sec. 21-3251. PUD Zone Documents	Rationale
	The PUD zone document is consistent with all applicable City adopted plans or reflects conditions that have changed since the adoption of such plans	The City's plan for the subject property is based on the Buckley Crossing PUD existing entitlements. The current plan does not drastically change the allowed uses.
	The PUD zone document is consistent with the PUD concept schematic	The PUD is consistent with the existing PUD which matched the concept plan submitted at that time.
	The PUD achieves the purposes set out in section 21-4370 and represents an improvement over what could have been accomplished through straight zoning.	The proposed PUD achieves the purposes identified in Section 21-4370. The proposed zoning allows a mix of housing types along with commercial and public uses.
	The PUD complies with all applicable city standards	The proposed PUD meets the applicable City standards and includes language that any item governed by the Land Development Code (LDC) and not addressed by the PUD shall default to the future Design Standards or LDC.
\boxtimes	The PUD is integrated and connected with adjacent development	The property has been integrated with adjacent property as outlined above in the land use section.
	To the maximum extent feasible, the proposal mitigates any potential significant adverse impacts	The PUD has been created to minimize impacts to adjacent property. The PUD Zoning allows for the site to be developed in a comprehensive manner that is considerate to the adjacent development and incorporates elevated design standards.
	Sufficient public safety, transportation, and utility facilities and services are available to serve the subject property, while maintaining sufficient levels of service to existing development	The development of the site will upgrade existing utilities and infrastructure on the site and have no impact to existing services.
	The objectives of the PUD could not be accomplished through height exceptions, variances, or minor modifications	The primary objective of this PUD is to create a comprehensively planned development with several aspects that required a PUD amendment.

Comprehensive Plan

The DRT recommendation for this case is supported by the following Comprehensive Plan Goals:

<u>Section</u>	<u>Goal</u>	<u>Description</u>		
		Future Land Use Plan (FLUP) as a Guide:		
Land Use	LU 1a	Use the Future Land Use Plan (FLUP) to guide development patterns and mix of uses		
		and amendments to the Land Development Code (LDC).		
Analysis:	The FLUP id	lentifies the subject property for Commercial, Mixed-Use, Public/State, Residential –		
	Medium, an	and Residential – Low development. The proposed zoning is compatible with this type of		
	developmer	nt.		
Section	<u>Goal</u>	<u>Description</u>		
		Infill Development Promoted		
Land Use	LU 2.1	Promote infill development and redevelopment to use utilities and services		
		efficiently, to support multi-modal transportation, to revitalize neighborhoods, and to		
		maintain prosperous businesses. Infill means development on vacant unplatted		
		parcels scattered throughout the city or in county enclave areas.		

Development Review Team Recommendation

This update should provide a better development opportunity for this undeveloped land.

The existing PUD has been in place for almost 20 years, and the property has not been developed.

Based upon the analysis above, the Development Review Team believes that the application meets the criteria for a PUD Zone Document Amendment set forth in the Land Development Code and recommends that the Planning Commission forward the PUD Zone Document Amendment request to the City Council with a favorable recommendation.

Recommended Motion

To recommend approval:

Analysis:

I move that the Planning Commission enter a finding that the requested PUD Zone Document Amendment for the property located **on the southeast corner of East 120th Avenue and Buckley Road**, contained in case **Z-761-03-21** meets the criteria of the Land Development Code and, based upon such finding, recommend that the City Council approve the PUD Zone Document Amendment.

Alternative Motions

To recommend approval subject to condition(s):

I move that the Planning Commission enter a finding that, subject to certain conditions, the requested PUD Zone Document Amendment for the property located **on the southeast corner of East 120th Avenue and Buckley Road**, contained in case **Z-761-03-21** meets the criteria of the Land Development Code and, based upon such finding, recommend that the City Council approve the PUD Zone Document Amendment. subject to the following conditions:

Insert Condition(s)

To recommend denial:

I move that the Planning Commission enter a finding that the requested PUD Zone Document Amendment for the property located **on the southeast corner of East 120th Avenue and Buckley Road** contained in case **Z-761-03-21** fails to meet the following criteria of the Land Development Code:

List the criteria not met

I further move that, based upon this finding, the Planning Commission recommend that the City Council deny the PUD Zone Document Amendment.

To continue the case:

I move that the Planning Commission continue the requested PUD Zone Document Amendment for the property located **on the southeast corner of East 120th Avenue and Buckley Road** contained in case **Z-761-03-21** to a future Planning Commission agenda.