

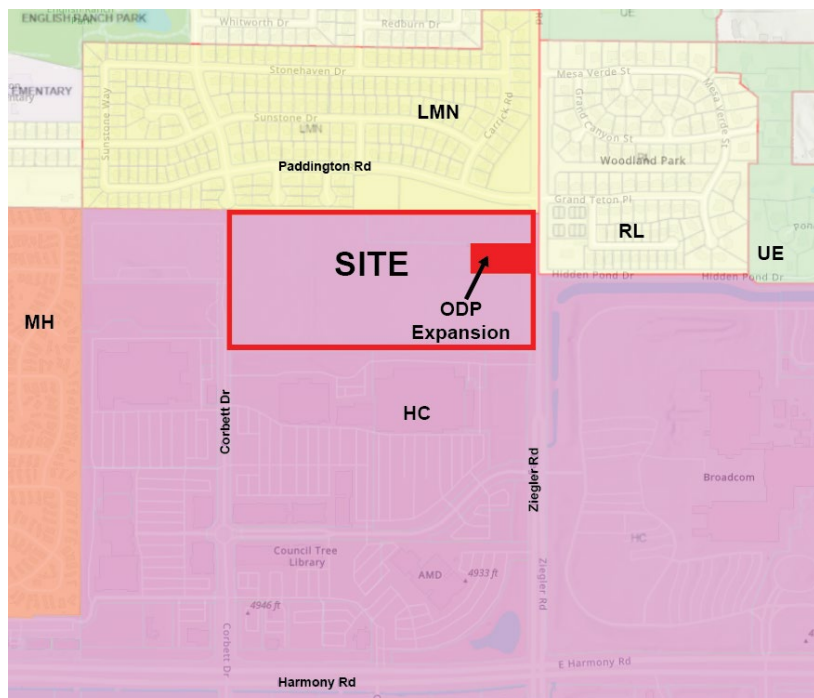
Planning & Zoning Commission Hearing: March 23, 2023

**MJA220004, Ziegler-Corbett ODP Major Amendment**

**Summary of Request**

This is a request for a Major Amendment to the Ziegler-Corbett Overall Development Plan (ODP) located southwest of the intersection of Ziegler Road and Paddington Road (parcel #s 8732000002, 8732400008, 8732000009). The original ODP, approved in February 2022, is a mixed-use project consisting of 400-700 residential dwelling units, a childcare center, and 50,000 square feet of commercial or community facility space. A major amendment is required to incorporate an additional enclaved parcel into the boundary of the ODP. No additional development is proposed; however, the boundary change creates an opportunity to shift the site’s primary access along Ziegler Road to align with Hidden Pond Drive and install a private traffic signal, which has implications for broader circulation patterns in the vicinity.

**Zoning Map**



**Next Steps**

If approved by the decision maker, future Project Development Plans (PDPs) will be reviewed for compliance with the amended Overall Development Plan and brought forward for P&Z consideration.

**Site Location**

The project is located southwest of the intersection of Ziegler Road and Paddington Road, between Front Range Village and The English Ranch neighborhood (Parcel #s 8732000002, 8732400008, 8732000009).

**Zoning**

Harmony Corridor (HC)

**Property Owner**

Ziegler 1924B LLC  
1808 Seashell Ct  
Windsor, CO 80550

**Applicant/Representative**

Chris Beabout  
Landmark Homes  
6341 Fairgrounds Ave, Suite 100  
Windsor, CO 80550

**Staff**

Ryan Mounce, City Planner

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**Staff Recommendation**

Approval

## 1. Project Introduction

### A. PROJECT DESCRIPTION

The Major Amendment (MJA) proposes expanding the boundary of the Ziegler-Corbett ODP by incorporating one additional parcel along the western frontage of Ziegler Road. Alongside this expanded boundary, the major amendment also proposes shifting the primary access point north to align with the Hidden Pond Drive intersection and the installation of a privately funded traffic signal. As a result of the shift in the location of primary access, the ODP’s primary east-west circulation route also shifts to the north. No changes are proposed to the land uses or the number of dwelling units and commercial square footage approved with the original ODP.

### B. DEVELOPMENT BACKGROUND & CONTEXT

The 33-acre site is currently undeveloped and was annexed into the City as part of the Spring Creek Farms 4th Annexation in 1994. Adjacent development includes the Front Range Village shopping center to the south, The English Ranch subdivision to the north, Affinity Fort Collins, a senior apartment building to the west, and the Broadcom/HP Campus and Woodland Park subdivision to the east across Ziegler Road.

The original Ziegler-Corbett ODP was approved in February 2022 for a mixed-use project consisting of 400 – 700 single family attached, multifamily, and mixed-use dwelling units, a childcare center, and 50,000 square feet of office or community facility space. As part of the original ODP approval, the following modification of standards and alternative compliance requests were approved:

- Modification to Section 4.26(D)(2), to permit up to 100% secondary land uses across the site.
- Modification to Section 4.26(D)(3)(a), to permit up to 4 residential stories, with conditions, in certain areas of the site.
- Alternative Compliance to Section 3.6.3, to replace a local street connection north to The English Ranch neighborhood with a bike/pedestrian only connection.

In consideration of the ODP and the Modification of Standards, the project was approved with a condition that the future project development plan submittals demonstrate compliance with the following City Plan policies:

Policy LIV 3.5 – Distinctive Design

Require the adaptation of standardized corporate architecture to reflect local values and ensure that the community’s appearance remains unique. Development should not consist solely of repetitive design that may be found in other communities.

Policy LIV 3.6 – Context-Sensitive Development

Ensure that all development contributes to the positive character of the surrounding area. Building materials, architectural details, color range, building massing, and relationships to streets and sidewalks should be tailored to the surrounding area.

### Surrounding Zoning and Land Uses

	North	South	East	West
<b>Zoning</b>	The English Ranch Neighborhood (LMN)	Front Range Village Regional Shopping Center (HC)	Woodland Park Estates (RL) and Broadcom/HP Campus (HC)	Front Range Village (HC) and Affinity Fort Collins Apartments (HC)
<b>Land Use</b>	Single family detached units	Retail	Single family attached & detached units; office campus	Retail; multifamily

An important element to this site's background is the history of changes to street connectivity to/from the property and potential downstream impacts on traffic operations for this section of the community. Prior to the construction of the southern portion of The English Ranch neighborhood and the Front Range Village shopping center, a previous ODP (Symbios Logic) and the City's Master Street Plan both envisioned Corbett Drive, a collector street, traversing across the ODP site to create a connection between Harmony Road and Paddington Road within The English Ranch Neighborhood.

In the early 2000's the Harmony Corridor Plan was amended to allow for a regional shopping center (Front Range Village) northwest of Harmony and Ziegler Roads and south of the Ziegler-Corbett ODP site. During the review of Front Range Village, neighbors in English Ranch raised concerns about having a direct connection between the shopping center and the neighborhood via Corbett Drive and additional cut-through retail traffic.

In 2010 during a Master Street Plan update, staff and neighbors shared these concerns with City Council, who sought input and tradeoffs for removing the Corbett collector street connection on the Master Street Plan between Front Range Village and The English Ranch neighborhood. While Council ultimately decided to remove the connection, it was indicated a local street connection may still be required and that the issue would need to be addressed at the time of future development.

In 2021-2022 during the review of the Ziegler-Corbett ODP, staff held two neighborhood meetings and heard feedback from English Ranch neighbors indicating strong concern about including a local street connection from the ODP site north to Paddington Road. Similar to the 2010-era discussions, neighbors are concerned about potential cut-through traffic to Front Range Village, impacts to neighborhood traffic speeds/safety, and some frustration that a street connection was again being considered given the prior Council decision and process from 2010.

During the Ziegler-Corbett ODP review, an alternative compliance request was approved that converted what would typically have been a required local street connection to a bike/ped only connection. Similar to the 2010 Master Street Plan discussion, staff found that while the surrounding arterial streets could continue to function without this connection, a tradeoff of removing this street connectivity could impact the timing and location of a future traffic signals along Ziegler, which is desired by many nearby residents. In addition to the neighborhood input opposing the street connection, staff also felt absent updated Council guidance, a local street connection would duplicate a condition which stakeholders and City Council had previously taken action to remove.

A compilation of previous meeting notes and Council work session materials pertaining to consideration of the removal of the Corbett Drive Master Street Plan connection from 2010 is attached.

### **C. OVERVIEW OF MAIN CONSIDERATIONS**

Given no proposed changes to development intensity/capacity of the ODP site, the main consideration of the major amendment relates to the potential longer-term impacts of moving the primary Ziegler Road access to align with Hidden Pond and installing a privately funded traffic signal. A traffic signal at the Ziegler/Hidden Pond intersection precludes a future signal at the Ziegler/Paddington/Grand Teton intersection due to signal spacing requirements.

A revised ODP traffic study indicates warrants for a traffic signal at the Ziegler/Hidden Pond intersection considering the anticipated number of trips from both the ODP site, the small number of existing Hidden Pond Drive users east of Ziegler, as well as some trips from Front Range Village and Affinity apartments. The installation of the proposed signal would be privately funded without eligibility for Street Oversizing reimbursement.

Long term transportation planning for this area originally anticipated the potential for a signalized intersection at the Ziegler/Paddington intersection, given Paddington is a designated collector street at half-mile spacing between the Ziegler/Harmony and Ziegler/Horsetooth intersections. While current traffic levels at the Ziegler/Paddington/Grand Teton intersection do not warrant a signal, a connection between the Ziegler-Corbett ODP site and Paddington Road in The English Ranch neighborhood likely would have reached warrants for a signal that could serve English Ranch, Woodland Park and the Ziegler-Corbett ODP site.

During a neighborhood meeting for the major amendment, staff shared several traffic and connectivity scenarios, including information about tradeoffs of a signal at Ziegler/Hidden Pond preventing a future signal at Ziegler/Paddington/Grand Teton. Ultimately, input from neighbors in the vicinity remains mixed. While many neighbors express a desire for a light at the Ziegler/Paddington/Grand Teton intersection, many neighbors in English Ranch and the English Ranch HOA oppose a street connection between the ODP site and Paddington Road that would help generate the warrant for the signal.

Many Woodland Park neighbors are equally frustrated and input from these neighbors tend to be more in favor of a connection to help support a signal at the Ziegler/Paddington/Grand Teton intersection. Woodland Park neighbors point out the only access to their subdivision comes from Ziegler Road while English Ranch has multiple access points to other arterial streets and a signal would be quite beneficial for their neighborhood.

Input has also been shared by Hidden Pond Estates neighbors that a signalized intersection at Ziegler/Hidden Pond could generate accidental traffic trying to use their private street even though it has no outlet.

Staff feels a signalized intersection at the Ziegler/Hidden Pond intersection or a connection between the ODP site and Paddington Road and a signal at Ziegler/Paddington/Grand Teton are both feasible options, and preferable to the original ODP access point using a 'Channelized-T' intersection located between the Ziegler/Hidden Pond intersection and the Front Range Village service access entrance. A warrant for a signal along this stretch of Ziegler Road will provide a bicycle and pedestrian crossing solution which has been identified as a need in the Active Modes Plan. A signal may also provide some limited relief breaking up the constant flow of traffic created by the Ziegler/Horsetooth roundabout further north.

Ultimately, staff is recommending the proposed ODP access point aligning at the Ziegler/Hidden Pond intersection with a traffic signal. While neighborhood input has been mixed, a connection between the ODP site and English Ranch that would generate the warrant for a signal at Ziegler/Paddington/Grand Teton remains strongly opposed for similar reasons it was originally removed as a collector street connection by City Council in 2010. During the 2010 era deliberations, staff had shared that removing the Corbett connection could result in shifts in the location of future Ziegler Road traffic signals. A signal at Ziegler/Hidden Pond mimics this earlier prediction and would result in a more immediate benefit in providing a bike/pedestrian crossing across this stretch of Ziegler.

#### **D. CITY PLAN PRINCIPLES AND POLICIES:**

The City's comprehensive plan (2019 City Plan) was developed with the participation of thousands of community members and embodies the vision and values of the community for the future. A basic aspect of the vision pertinent to the proposal is the unique character and sense of place in Fort Collins.

The City Plan's Structure Plan Map includes place types—or land use categories—which provide a framework for the ultimate buildout of Fort Collins. These place types provide a policy structure that can apply to several specific zone districts within each place type by outlining a range of desired characteristics. The subject property is consistent with the "Mixed Employment place type" land use designation, which is the overlying land use designation for both the E and HC zone districts.

City Plan provides guidance that the Structure Plan is not intended to be used as a stand-alone tool; rather, it should be considered in conjunction with the accompanying principles, goals and policies contained in City Plan as a tool to guide future growth and development. Key principles and policies relevant to the project include the following:

**OUTCOME AREA "LIV" -- NEIGHBORHOOD LIVABILITY AND SOCIAL HEALTH – Managing Growth:** These principles help the City to manage growth by encouraging infill and redevelopment, ensuring this development is compatible with the character of the surrounding neighborhood or area.

#### **PRINCIPLE LIV 2: Promote Infill and Redevelopment:**

**POLICY LIV 2.1 - REVITALIZATION OF UNDERUTILIZED PROPERTIES.** Support the use of creative strategies to revitalize vacant, blighted or otherwise underutilized structures and buildings, including, but not

limited to: Infill of existing surface parking lots—particularly in areas that are currently, or will be, served by bus rapid transit (BRT) and/or high-frequency transit in the future.

**PRINCIPLE LIV 3: Maintain and enhance our unique character and sense of place as the community grows:**

POLICY LIV 3.1 - PUBLIC AMENITIES. Design streets and other public spaces with the comfort and enjoyment of pedestrians in mind ...such as plazas, pocket parks, patios, children’s play areas, sidewalks, pathways...

POLICY LIV 3.6 - CONTEXT-SENSITIVE DEVELOPMENT. Ensure that all development contributes to the positive character of the surrounding area. Building materials, architectural details, color range, building massing, and relationships to streets and sidewalks should be tailored to the surrounding area.

**PRINCIPLE LIV 4 – Enhance neighborhood livability:**

POLICY LIV 4.2 - COMPATIBILITY OF ADJACENT DEVELOPMENT. Ensure that development that occurs in adjacent districts complements and enhances the positive qualities of existing neighborhoods. Developments that share a property line and/or street frontage with an existing neighborhood should promote compatibility by: Continuing established block patterns and streets to improve access to services and amenities from the adjacent neighborhood; Incorporating context-sensitive buildings and site features (e.g., similar size, scale and materials); and Locating parking and service areas where impacts on existing neighborhoods—such as noise and traffic—will be minimized.

**Principle LIV 5 – Create more opportunities for housing choices.**

POLICY LIV 5.3 - LAND FOR RESIDENTIAL DEVELOPMENT. Use density requirements to maximize the use of land for residential development to positively influence housing supply and expand housing choice.

## 2. Public Outreach

A neighborhood meeting was held on January 5, 2023 for the Major Amendment. A video recording of the meeting may be viewed online at: [https://www.youtube.com/watch?v=Cwhdjgz\\_xrA](https://www.youtube.com/watch?v=Cwhdjgz_xrA). Two previous neighborhood meetings were also held during the original ODP review and featured similar discussion topics. Those meeting summaries can be found as attachments. Staff also had the opportunity to discuss the proposal with the English Ranch HOA virtually on March 6, 2023.

Main Topics discussed at the meeting included:

1. Concerns about the potential for a street connection between the ODP site to Paddington Road in the English Ranch neighborhood.
2. Desire to find solutions, including a possible signal, at the Ziegler/Paddington/Grand Teton intersection.
3. Concern about the density and amount of traffic generated by future ODP development.
4. Concern a signalized intersection at Ziegler/Hidden Pond is favoring new development over traffic issues faced by existing neighborhoods.
5. Discussion of alternative traffic and connection scenarios shared by neighbors.

Both prior to and at the neighborhood meeting, neighbors shared an idea about a connectivity scenario where an angled street connection from the ODP site through the English Ranch detention pond could be made to Paddington Road closer to the intersection with Ziegler Road. The goal behind this proposal was to make a connection that would not impact English Ranch neighbors with additional cut-through traffic through main segments of the neighborhood and generate additional traffic/connectivity to warrant a traffic signal at the Ziegler/Paddington/Grand Teton intersection. Many neighbors felt this idea was compelling and sought additional evaluation of feasibility.

After additional analysis, staff has major concerns about the feasibility of the idea as a potential solution. Key concerns include:

- The angle and intersection spacing where the proposed connection would connect to Paddington Road near the intersection with Ziegler Road would likely not meet standards for spacing and driver visibility issues, creating potential safety hazards.
- The street connection would traverse an existing detention pond serving English Ranch. Based on current standards the pond is undersized and any modification could create additional nonconformity or require alternate off-site drainage locations.
- The detention pond is also not owned by the City or applicant and would require sale/consent of the English Ranch HOA as existing property owners and no formal communication has been received about the potential use or modification of the pond.

### 3. Land Use Code Article 2 – Applicable Standards

#### A. PROJECT DEVELOPMENT PLAN PROCEDURAL OVERVIEW

##### 1. Conceptual Design Review – CDR220035

A conceptual design review meeting was held on May 5, 2022.

##### 2. First Submittal – MJA220004

The Major Amendment was submitted on November 15, 2022.

##### 3. Neighborhood Meeting

Pursuant to *LUC Section 2.2.2 – Step 2: Neighborhood Meetings*, a neighborhood meeting is required for Planning and Zoning Commission (Type 2) projects. An in-person neighborhood meeting was held on January 5, 2023.

##### 4. Notice (Posted, Written and Published)

Posted Notice: November 18, 2022, Sign #719.

Written Hearing Notice: March 8, 2023, 938 addresses mailed.

Published Coloradoan Hearing Notice: Scheduled for March 5, 2023

#### B. MAJOR AMENDMENT OVERVIEW

Section 2.2.10 outlines the process and review procedures for minor and major amendments to approved plans, including Overall Development Plans. Per minor amendment criteria 2.2.10(A)(2)(e), minor amendments exclude changes that would result in site improvements outside the boundaries of the originally approved plan. Given the expansion of the ODP boundaries this change automatically results in a major amendment review.

Additionally, while the proposed ODP changes do not alter previously approved development program and capacity, the resulting impact of the shift in the ODP's main access point and long term implications of installing a traffic signal at the Ziegler/Hidden Pond intersection should be evaluated as a change in character appropriate to a major amendment review.

Attached is the staff report for the original Ziegler-Corbett ODP approved in February 2022 which documents in detail compliance with standards in Articles 2 Land Use Code where ODP standards are located. As relatively few internal changes are proposed, the remaining sections of this staff report summarize

compliance with applicable ODP standards contained in Section 2.3.2 as a result of the proposed Major Amendment.

## C. ODP STANDARDS – SECTION 2.3.2

Section 2.3.2 (H) of the Land Use Code identifies seven criteria for reviewing an ODP, which are summarized as follows:

### 1) **Section 2.3.2(H)(1) – Permitted Uses and District Standards**

This standard requires the ODP to be consistent with the permitted uses and applicable zone district standards and any applicable general development standards that can be applied at the level of detail required for an ODP submittal.

The major amendment proposes no changes to land uses within the ODP, which are proposed to include single-family attached, multifamily, and mixed-use dwellings, a childcare center, and office and/or community facility space. All land uses are permitted in the Harmony Corridor (HC) zone district.

Additionally, the HC zone district prescribes a minimum of 75% primary employment uses and a maximum of 25% secondary uses. The ODP is proposing a ratio of secondary uses exceeding the 25% secondary use maximum. A modification of standard was previously approved permitting up to 100% secondary uses for the ODP.

### 2) **Section 2.3.2(H)(2) – Density**

This standard requires that the Overall Development Plan be consistent with the required density range of residential land uses.

For residential developments, the HC district requires an overall minimum average density of seven dwelling units per net acre. No changes to density are associated with the Major Amendment. Between 400 – 700 residential units are proposed, complying with the standard, and representing a gross density of approximately 12 to 21 units per acre.

### 3) **Section 2.3.2(H)(3) and 2.3.2(H)(4) – Master Street Plan, Street Pattern, Connectivity, Transportation Connections to Adjoining Properties**

These standards require the ODP to conform to the Master Street Plan, Street Pattern and Connectivity standards, and also to conform with Transportation Level of Service requirements. There are no issues with ODP compliance related to these standards with the exception of 3.6.3(E) *Distribution of Local Traffic to Multiple Arterial Streets* and 3.6.3(F) *Utilization and Provision of Sub-Arterial Street Connections to and from Adjacent Developments and Developable Parcels*. An alternative compliance request was approved with the original ODP approval regarding these standards related to converting a local street connection to a bike/ped connection between the ODP site north to Paddington Road in The English Ranch neighborhood.

As discussed previously in this report, this connection point is subject to opposition by many neighbors in The English Ranch neighborhood and was subject to a community dialogue and Council decision in 2010 that removed a collector-street level connection over cut-through traffic concerns. A local street connection duplicates many of these concerns and conditions that originally lead to the decision to remove a connection initially. Updated traffic studies and analysis indicate the nearby arterial street network can continue to function and meet Transportation Level of Service requirements absent this connection, however, impacts to the timing and location of signalized intersections along Ziegler Road result from removing a local street connection.

#### **4) Section 2.3.2(H)(5) – Natural Features**

This standard requires an ODP to show the general location and size of all natural areas, habitats and features within its boundaries and shall indicate the rough estimate of the buffer zone as per Section 3.4.1(E)

The ODP does not contain any natural areas, habitats of features as identified on the City's *Natural Habitats and Features* inventory map and no natural habitat buffer zones are required within the ODP boundary.

#### **5) Section 2.3.2(H)(6) – Drainage Basin Master Plan**

This standard requires an ODP to be consistent with the appropriate Drainage Basin Master Plan.

The ODP is located within the Fox Meadows Drainage Basin. A drainage report has been reviewed by stormwater staff and there are no drainage issues associated with the ODP. The ODP map indicates the approximate location and sizing of future detention areas. Future project reviews within the ODP boundary will comply with the City's stormwater management, water quality requirements, and low impact development standards.

#### **6) Section 2.3.2(H)(7) – Housing Density and Mix of Uses**

This section requires that any standards relating to housing density and mix of uses will be applied over the entire ODP and not on each individual PDP.

Within the HC zone district, a mix of housing types is required for projects proposing residential dwellings. For projects greater than 30 acres in size, a minimum of three housing types are required.

No changes are associated with the Major Amendment to the ODP's mix of housing types. Housing types shall include single-family attached, multifamily, and mixed-use dwellings. Additional housing types may be provided when individual PDPs are reviewed as multifamily buildings with varying unit numbers per building may count as additional housing types in the HC district.

In addition to these recognized housing types in the HC district, 12 live-work units are proposed that will feature street-oriented commercial storefronts.

## **4. Findings of Fact/Conclusion**

In evaluating the request for the Ziegler-Corbett ODP Major Amendment, MJA220004, Staff makes the following findings of fact:

1. The Major Amendment complies with the applicable procedural and administrative requirements of Article 2 of the Land Use Code.
2. The Major Amendment complies with the applicable review standards for Overall Development Plans of Section 2.3.2(H)(1) through (7).

## **5. Recommendation**

Staff recommends that the Planning and Zoning Commission make a motion to approve the Ziegler-Corbett ODP Major Amendment, MJA220004, based on the Findings of Fact and supporting explanations found in the staff report and hearing materials.

## **6. Attachments**

1. Statement of Planning Objectives
2. Overall Development Plan Map
3. January 2023 Neighborhood Meeting Summary



4. September 2021 Neighborhood Meeting Summary
5. February 2022 Neighborhood Meeting Summary
6. Public Comments
7. Original ODP Staff Report (February 2022)
8. 2010 Corbett Connection Materials (Council Work Session, Neighborhood Meeting Summary)
9. Staff presentation

Relevant Links

- Traffic Impact Study  
<https://records.fcgov.com/PlanningDevelopment/DocView.aspx?id=15941041&dbid=0&repo=FortCollins>
- ODP Major Amendment Utility & Drainage Plan:  
<https://records.fcgov.com/PlanningDevelopment/DocView.aspx?id=15892862&dbid=0&repo=FortCollins>
- ODP Major Amendment Drainage Report:  
<https://records.fcgov.com/PlanningDevelopment/DocView.aspx?id=15892863&dbid=0&repo=FortCollins>
- ODP Major Amendment Intersection Spacing Variance Request  
<https://records.fcgov.com/PlanningDevelopment/DocView.aspx?id=15892867&dbid=0&repo=FortCollins>