



Planning Commission Staff Report

January 14, 2013

Agenda #: Regular Agenda - 2

Title: Comprehensive Plan Future Land Use Plan Amendment

Applicant: City of Loveland

Request: City of Loveland Future Land Use Plan Amendment

Location: West side of I-25 to Larimer County Road 7, extending north from State Highway 60 one and a half miles

Future Land Use Map Designations:

Existing: DR - Development Reserve

Proposed: E - Employment and RAC – Regional Activity Center

Staff Planner: Karl Barton

Staff Recommendation: Subject to additional evidence presented at the public hearing, City staff recommends the following motion:

Recommended Motions: Move to make the findings listed in Section VII of this Planning Commission staff report dated January 14, 2013 and, based on those findings, adopt A
RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LOVELAND RECOMMENDING AMENDMENT OF THE LAND USE MAP SET FORTH IN SECTION 4.7 OF THE CITY OF LOVELAND 2005 COMPREHENSIVE MASTER PLAN

Summary of Analysis

This is a public hearing to consider an amendment to the City of Loveland Future Land Use Plan. The amendment proposes to change the land use designation of the property shown in **Figure 1**, on the following page. Currently, the land use designation for this property on the Future Land Use Plan is of DR – Development Reserve. This designation was placed on the property, as a “holding” designation until further definition regarding appropriate future land uses could be established for this area.

This amendment proposes to change the DR designation to a combination of RAC – Regional Activity Center and E - Employment as shown in **Figure 2**. These proposed land use designations foresee a mix of commercial, employment and residential uses typical for an area located adjacent to I-25. The land area subject to the proposed amendment is currently within both the Town of Johnstown and City of Loveland Growth Management Areas. This amendment is being proposed by City staff as part of a larger strategy to resolve GMA conflicts between the Town of Johnstown and City of Loveland. The proposed land use designations for the City of Loveland Future Land Use Plan would align with those currently shown on the Town of Johnstown Comprehensive Plan.

Figure 1

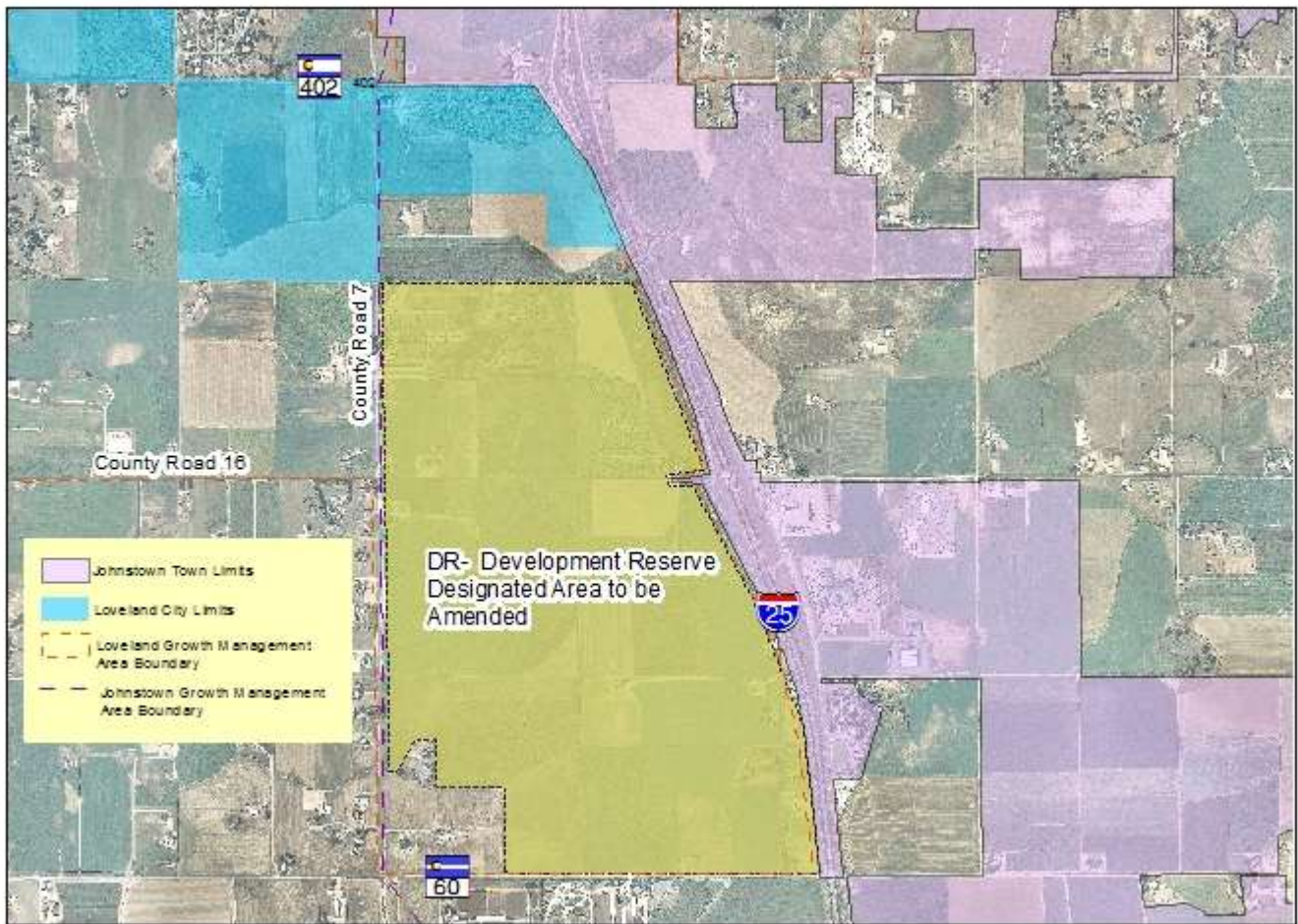
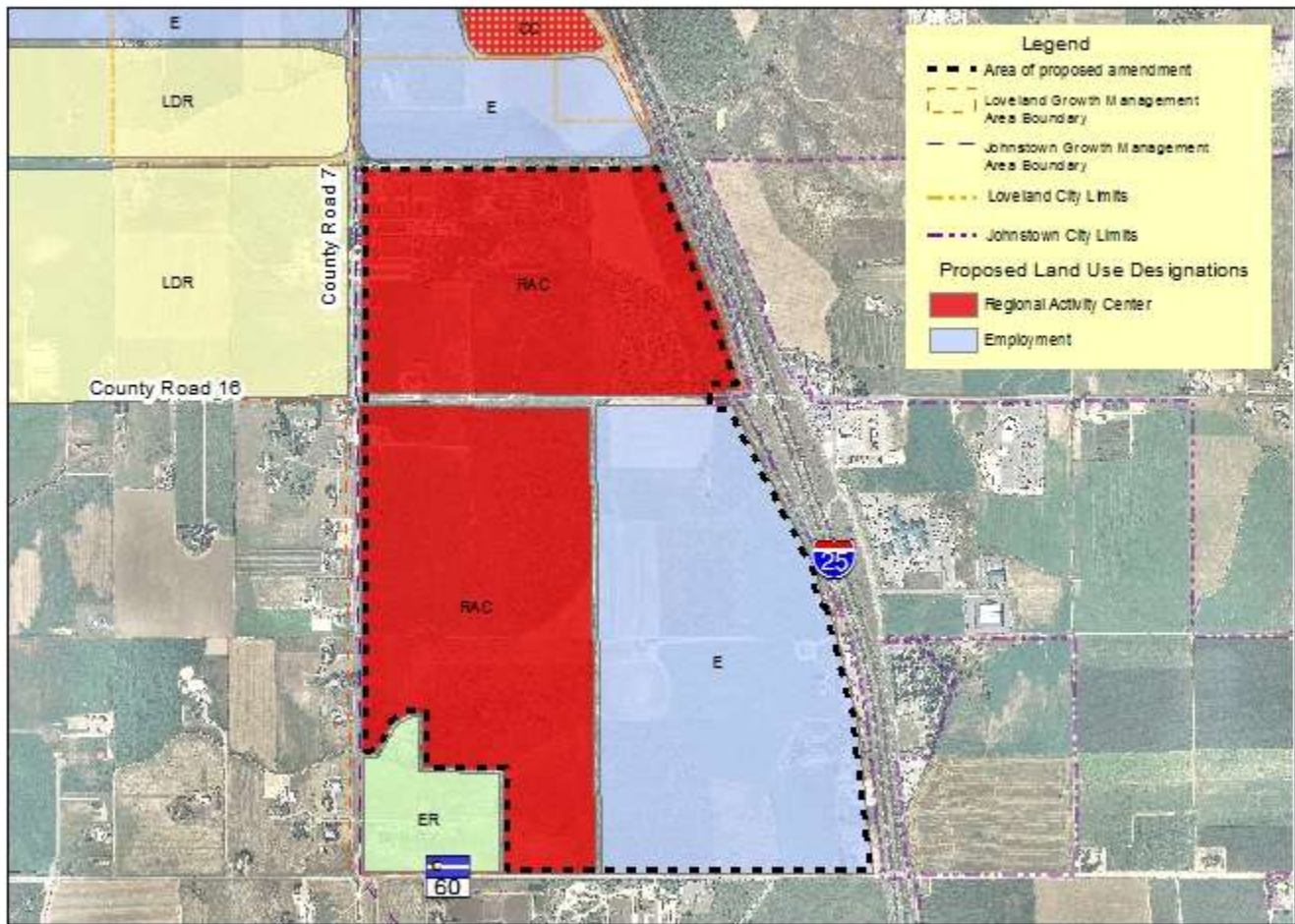


Figure 2



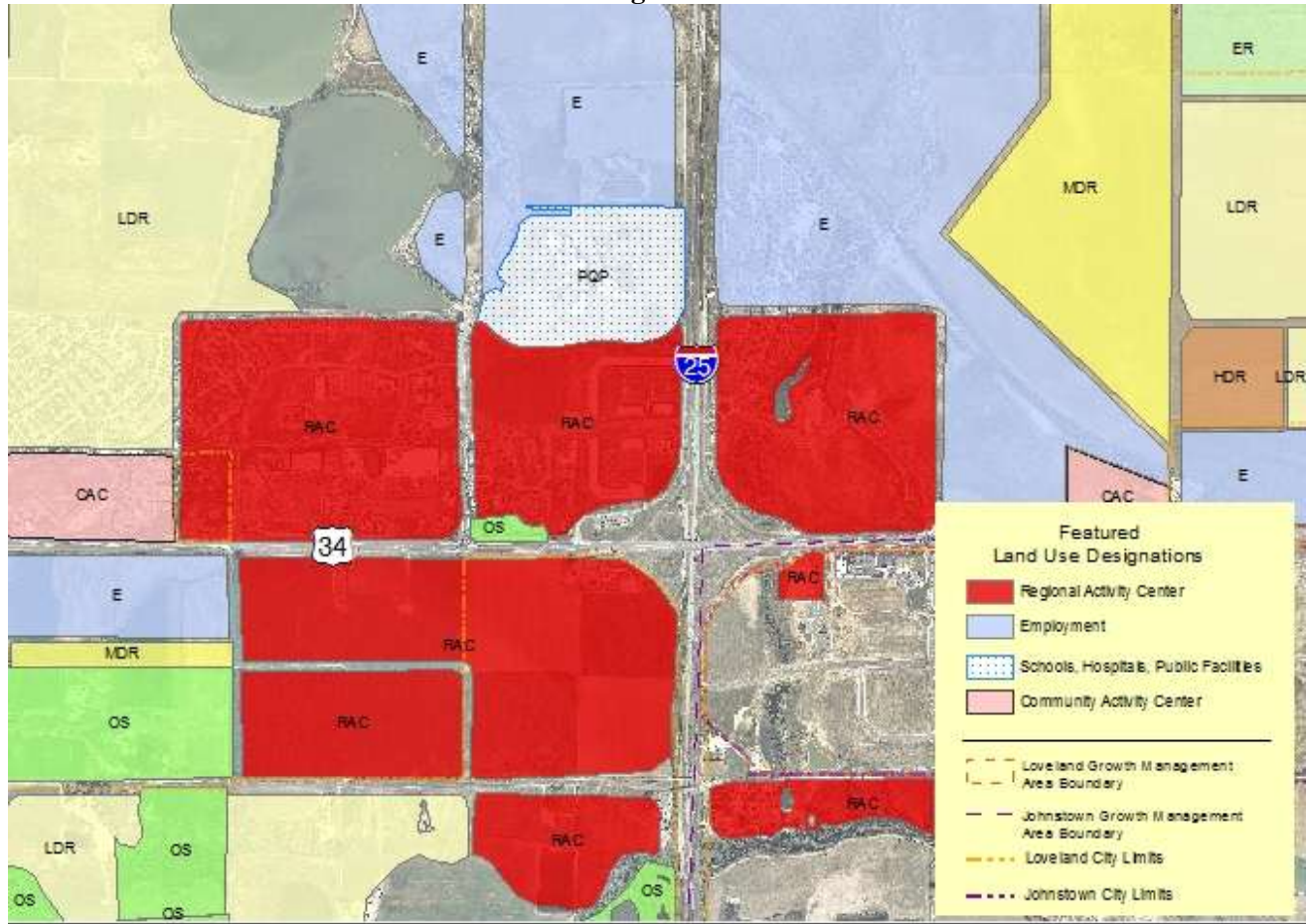
I. SUMMARY

The purpose of the E – Employment Land Use Designation is to create a campus-type setting for employment and related commercial uses. A campus type setting means unified building design, open space and viewshed protection. The uses envisioned in these areas would include a mix of medium to low-rise office, light industrial, retail, lodging and other complementary uses. When property with the E – Employment Land Use Designation is ready to be developed it is typically zoned E – Employment, but other zoning districts maybe also be appropriate, such as B – Developing Business, I – Industrial and Planned Unit Development.

The purpose of the RAC – Regional Activity Center Designation is to serve regional commercial, service and employment needs. Uses envisioned for these areas include: medium to high-rise office, hotels, major cultural and entertainment, regional and corporate offices, retail and service, technology and light manufacturing, higher education and major public and quasi-public uses. A significant portion of land designated RAC can be developed as residential uses, making this designation a good buffer to the existing rural residential uses located to the west of this area. Areas with this designation are typically zoned MAC – Mixed Use Activity Center, B – Developing Business, or Planned Unit Development.

Both the E – Employment and RAC – Regional Activity Center land use designations are commonly seen along major arterial roadways and interstate highway frontages. Figure 3 shows an excerpt of Loveland’s land use plan in the area around Hwy 34 and I-25, showing areas of E and RAC designation.

Figure 3



Attachment 1 is the complete, current Loveland Future Land Use Plan while **Attachment 2** is the complete Future Land Use Plan with the proposed amendment included.

II. ATTACHMENTS

1. City of Loveland Future Land Use Plan
2. City of Loveland Future Land Use Plan showing proposed amendment

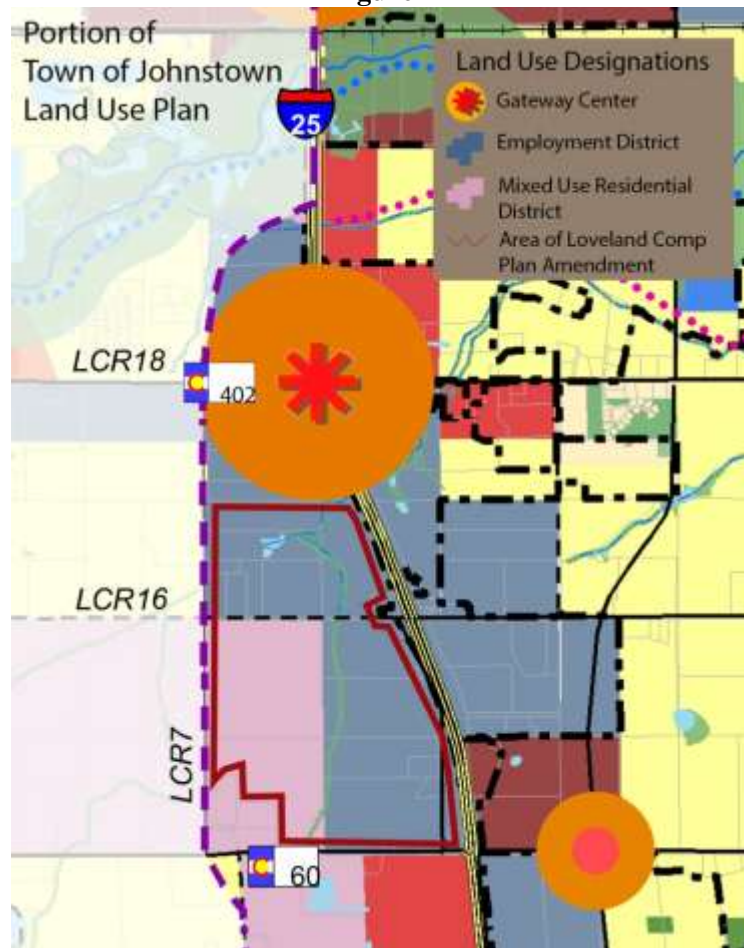
III. PURPOSE FOR AMENDMENT

The future land use designations are being proposed for the following reasons.

1. **Consistent with Town of Johnstown Comprehensive Plan:** One of the reasons for the proposed amendment is to make the future land use designations on the City of Loveland Future Land Use Plan

consistent with future land use classifications shown for this area in the Town of Johnstown Comprehensive Plan (see **Figure 4**).

Figure 4



In this area, where the Loveland and Johnstown GMAs overlap, Johnstown has designated the area as Gateway Center, Employment and Mixed Use Residential. These designations allow for retail, office, commercial and residential uses. Although the titles of the Loveland and Johnstown designations are different, the designations proposed for the Loveland Future Land Use Plan match up well with those of Johnstown.

2. **Urban level development pressures in the future:** Given this area's location adjacent to I-25, it can be expected that there will be interest in urban level development in the future. Additionally, the North I-25 Environmental Impact Statement has indicated that in the future there will be a full interchange at I-25 and County Road 16. These land use designations allow for the type of development that is appropriate for, and common around, interstate interchanges and along interstate frontages. This pattern is seen elsewhere in Loveland's Land Use Plan as demonstrated in Figure 3.
3. **Provide the flexibility necessary to respond to future market trends and demands, benefit property owners and provide appropriate transitions to existing land uses in the vicinity:** By its very nature, the future land use plan is very flexible. It is meant to provide a roadmap for future development, providing guidance, but not specifics, on the nature and location of land uses. Because development in this area is

still some time in the future, it is appropriate to the land use designations allow for a wide variety of uses so that future development can respond to market trends and needs. By having their property located within a growth management area, property owners benefit by knowing that an adjacent city intends to annex their property in the future and provide public utility services. In the meantime, property owners retain the option to remain in Larimer County and use their property under County zoning. Both of the proposed designations allow a mix of uses, including residential, but the RAC designation envisions a land use pattern that contains more residential than the E designation. This difference would allow a better land use transition in the RAC area to the rural land uses on the property located to the west in Larimer County.

IV. KEY ISSUES

City staff believes that all key issues have been addressed in the amendment proposal.

V. BACKGROUND

The Loveland Future Land Use Plan was adopted as part of the 2005 Comprehensive Plan. At the time of its adoption, the area proposed for amendment was designated DR – Development Reserve because urban level development in this area was believed to be far off in the future.

A portion of Loveland's GMA overlaps with a portion of Johnstown's GMA in the area of the proposed amendment. Currently, Loveland and Johnstown are cooperating on a multi-phased strategy to address growth management issues, specifically in the area where the GMAs of the two communities overlap, but also generally where the two communities are adjacent. Components of this strategy include, in the future, an intergovernmental agreement between the two municipalities to establish procedures for annexing land within the overlap area and to pursue other cooperative planning opportunities. This strategy would then lay the ground work for the two municipalities to collaborate in the development of a corridor plan for State Highway 402.

The intergovernmental agreement is likely the next component that will come forward for public hearings and decisions by the Planning Commission and City Council. The agreement is currently being drafted by City of Loveland and Town of Johnstown staff.

The Boyd Lake Avenue Extension project is being undertaken by Public Works to determine an alignment for an extension of Boyd Lake Avenue from the Big Thompson River to Weld County Road 7. The public outreach phase of this project is currently in process, but one of the conceptual alignments traverses the DR designated area being proposed for amendment. If an alignment is chosen that goes through this area, having a land use plan that provides a vision for future development is important to reduce uncertainty.

VI. STAFF, APPLICANT, AND NEIGHBORHOOD INTERACTION

- 1. Notification:** All owners of property within the area of the proposed land use amendment were notified by letter sent on December 27, 2012 of this public hearing and a notice was published in the Reporter Herald on December 29, 2012.
- 2. Neighborhood Outreach:** Two public open houses were held with property owners to present the proposed land use amendment. Both open houses were hosted by staff from both Loveland and Johnstown and both were held at the Johnson's Corner Restaurant. All property owners within the area of the proposed amendment were invited to both open houses.

The first open house was held September 27th and was attended by 8 property owners. Staff gave a presentation on the background of the land use plan, its meaning and the opportunities it creates for property owners. Staff emphasized that the timing for annexation was entirely up to the property owner and that being within a growth management area provides development options to property owners. The primary purpose of the first open house was to hear for the property owners what their plans, short and long term, were for their property. Some owners stated that they wished to continue to farm their property while others mentioned that they may want to develop their property in the future. No actual proposal was presented regarding the proposed amendment at the first open house.

The second open house was held on November 28th and was attended by over 20 property owners. This open house also started with a presentation from staff. Some background information was given and the points regarding property owner choice to annex and the preservation of development options were re-iterated. The presentation also included a description of the proposed land use designations. There were no real objections to the proposed amendment.

These two open houses were not required by Chapter 6.0 - Amendment Process of the Comprehensive Plan. City staff felt they were necessary to adequately informing property owners of the proposal and getting their feedback.

VII. FINDINGS AND ANALYSIS

This section contains information as the basis for making the findings required under Chapter 6 of the 2005 Comprehensive Plan to approve the proposed amendment.

1. **Does the amendment request implement, or further, one or more of the philosophies, goals, policies, and strategies of the 2005 Comprehensive Plan?** The following Goals and Objectives relate specifically to the proposed amendment:

- a. **Land Use 1: Emphasize flexibility within the Land Use Plan while building on the existing land use pattern.**

This proposal emphasizes flexibility within the Land Use Plan by applying land use designations that allow for a wide variety of uses such as office, retail, educational, hospitality, light manufacturing, employment and residential of various types and densities. The proposal builds on the existing land use pattern by allowing property located along the I-25 corridor and near interstate interchanges to be zoned in the future to allow an appropriate mix of urban land uses.

- b. **Land Use 3: Include development of multi-use activity centers at the regional, community and neighborhood level of the land Use Plan.**

This proposal allows for the development of a regional activity center along I-25. Development in this area could include land uses to support an even more intense regional activity center at the I-25 and State Highway 402 interchange.

- c. **Land Use 5: Encourage the development of multi-use, high quality employment districts where campus type settings are appropriate, particularly along the transportation corridors I-25, US 34, and the south side of SH 402.**

Through the use of the E – Employment land use designation, this proposal allows for the development of an employment district with a campus type setting along the I-25 frontage.

- d. **Land Use 6: Provide sufficient lands for industry in the Fort-Collins – Loveland Airport area and along the I-25 corridor.**

Because light industrial uses are allowed in the E – Employment zoning district, which is typically assigned to properties within the E land use designation, this proposal preserves land for industrial activities along the I-25 corridor.

- e. **Growth Management 2: Continually monitor, and revise as necessary, the Growth Management Plan to ensure that it is accomplishing the community's vision through managed growth while giving particular attention to the future community character, open space, financial, and natural resources aspects of the community.**

The amendment being proposed is a revision to Loveland's Land Use Plan that has resulted from the process of monitoring the land use plan and the City's growth. Therefore, it fulfills this philosophy by addressing and accommodating anticipated change while accomplishing the community vision.

- f. **Growth Management 3: Provide appropriate areas within the GMA with a full range of urban level services within a 20 year time frame by meeting the goals and objectives of Loveland's Growth Management Plan and associated Comprehensive Master Plan philosophies (policies) and principles.**

The area of this proposed amendment is located directly adjacent to and nearby I-25. CDOT plans propose a full movement interchange at the County Road 16 and I-25 intersection. Therefore, it is likely that this area will experience pressure for urban level development. This amendment allows for an appropriate a mix of development types based on future development anticipated for this area.

- g. **Growth Management 5: Engage in joint strategic planning efforts as appropriate, in identified Cooperative Planning Areas (CPA) with residents, landowners, adjoining municipalities and Larimer County.**

Although the area of this proposed amendment is not located within a CPA, planners and other officials from the City of Loveland and the Town of Johnstown have been engaged for close to a year in a collaboration process to agree on a common GMA boundary between to the municipalities. A basic strategy has been agreed upon, of which this proposed amendment to the Loveland Land Use Plan is but the first step. Two open houses have been conducted jointly by the two municipalities for the owners of property within the proposed amendment area. Later steps in the strategy will involve collaboration with Larimer County and broader public outreach.

- h. **Intergovernmental Agreement 2: Maintain and enhance areas of urban development in a thoughtful and deliberate way through cooperation in land use and transportation planning, implementation of growth management policies, and the identification and preservation of open lands and natural areas.**

This proposed amendment is the first step in a strategy to promote a cooperative planning effort between the City of Loveland and the Town of Johnstown regarding land use planning, annexation, and growth management. This strategy will result in a more thoughtful, efficient and deliberate urban growth pattern.

- i. **Intergovernmental Agreement 3: Concentrate urban development in areas designated for such development.**

By providing more definition of anticipated land uses in the City of Loveland and promoting a cooperative planning effort with the Town of Johnstown, this amendment will help to concentrate anticipated urban development in an appropriate area.

2. **Will the amendment request interfere with the existing, emerging, proposed or future land use patterns and / or densities / intensities of the surrounding neighborhood as depicted on the Land Use Plan Map and as contained within the 2005 Comprehensive Plan.**

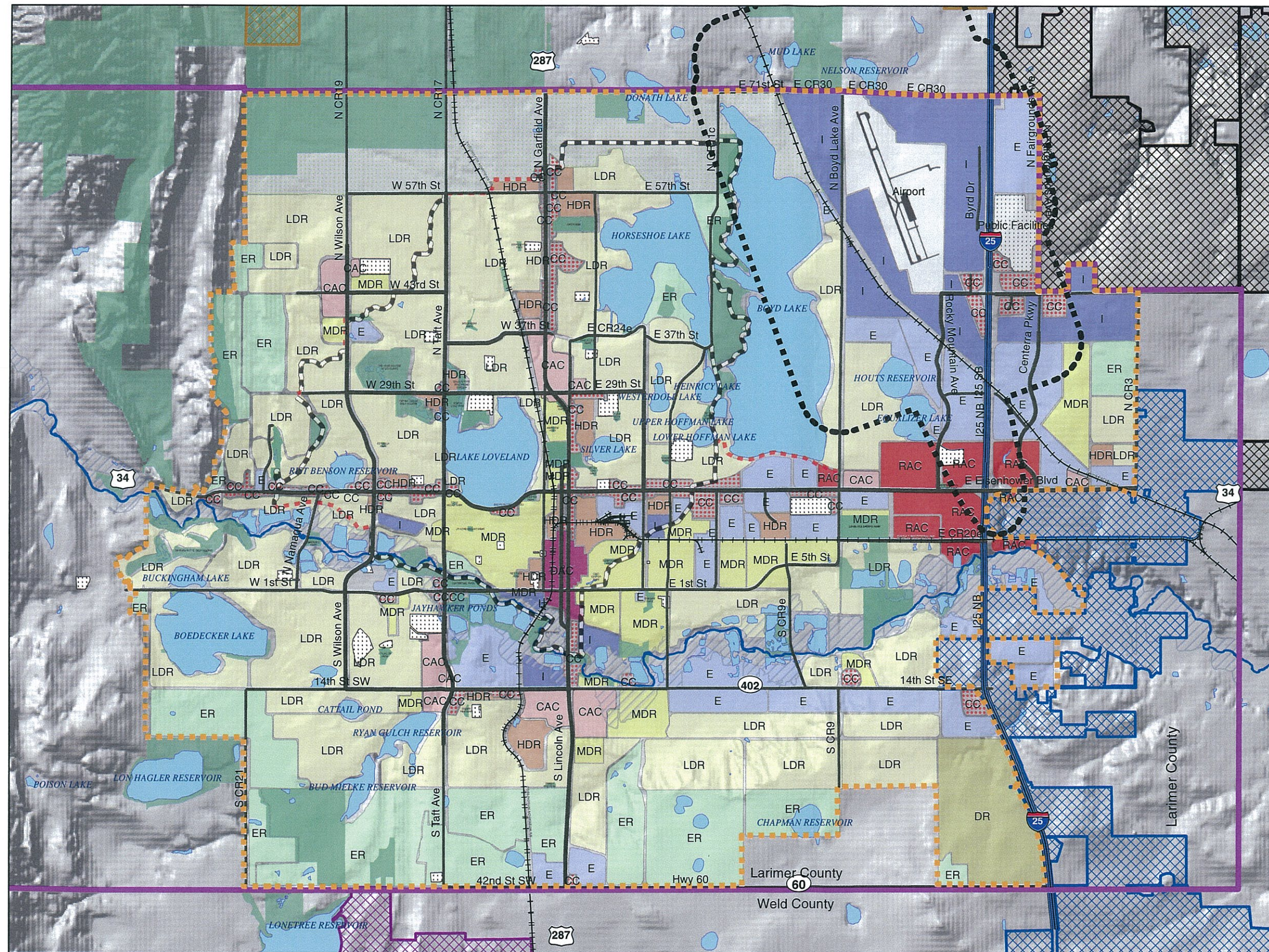
The amendment request will not interfere with the existing, emerging, proposed or future land use patterns. The proposed land use designations are flexible enough to allow future development to respond to and be sensitive of existing development. The proposed designations allow for a variety of development types that are appropriate for this areas location near I-25 and will support nearby areas that also have allowances for commercial, mixed-use, and residential development. Actual development consistent with the proposed land use designations will not occur until land owners in this area decide to annex into either the City of Loveland or the Town of Johnstown and there is a market for such development.

3. **Will the amendment request interfere with, prevent, or implement the provision of any of the area's existing, planned, or previously committed services or proposals for community facilities, or other specific public or private actions contemplated within the 2005 Comprehensive Plan?**

This amendment will not interfere with the provision of any services or community facilities. The DR – Development Reserve designation, while it is not specific, does anticipate that this area will be developed at urban level intensities. As such, this amendment will promote efficiency in planning for urban infrastructure necessary to provide services to this area in the future.

4. **Will the amendment request interfere with, prevent, or implement the provision of any of the area's existing or planned transportation system services as contemplated by the 2030 Transportation Plan?**

The amendment would allow development consistent with the 2035 Transportation Plan. That plan includes a conceptual roadway alignment for Boyd Lake Avenue through the amendment area. The model used in development of the 2035 Transportation Plan anticipated urban level development in this area.



- Land Use Categories**
- Residential Mixed-Use**
- ER - Estate Residential
 - LDR - Low Density Residential
 - MDR - Medium Density Residential
 - HDR - High Density Residential
- Activity Center Mixed-Use**
- RAC - Regional Activity Center
 - DAC - Downtown Activity Center
 - CAC - Community Activity Centers
 - CC - Corridor Commercial
 - E - Employment
- Other Categories**
- I - Industrial
 - 100-Year Floodplain (FEMA)
 - 100-Year Floodway (FEMA) (see note 3)
 - Public Schools, Hospital, Public Facilities
 - DR - Development Reserve
 - Parks, Open Lands, Conservation Easements, Golf Courses and Cemeteries
 - Fort Collins/Loveland Corridor Area
- Land Use generally north of 57th Street is guided by the document, "Plan for the Region Between Fort Collins and Loveland."
- Windsor City Limits
- Johnstown City Limits
- Berthoud City Limits
- Fort Collins City Limits
- Lakes and Ponds
- GMA - Growth Management Area
- CIA - Community Influence area
- For westerly boundary of the CIA - refer to the Planning Boundaries Map
- Major Streets
- Big Thompson River
- Fort Collins/Loveland Airport Influence Area (see note 2)

(1) This map is intended to serve as a guide for future land use patterns within Loveland's GMA and is advisory in nature. Land use patterns depicted on the map are generalized, recognizing that development proposals may contain a mixture of land uses and density levels which achieve the intent of the Comprehensive Master Plan. All development is subject to City standards for protection of environmentally sensitive areas, and other performance guidelines.

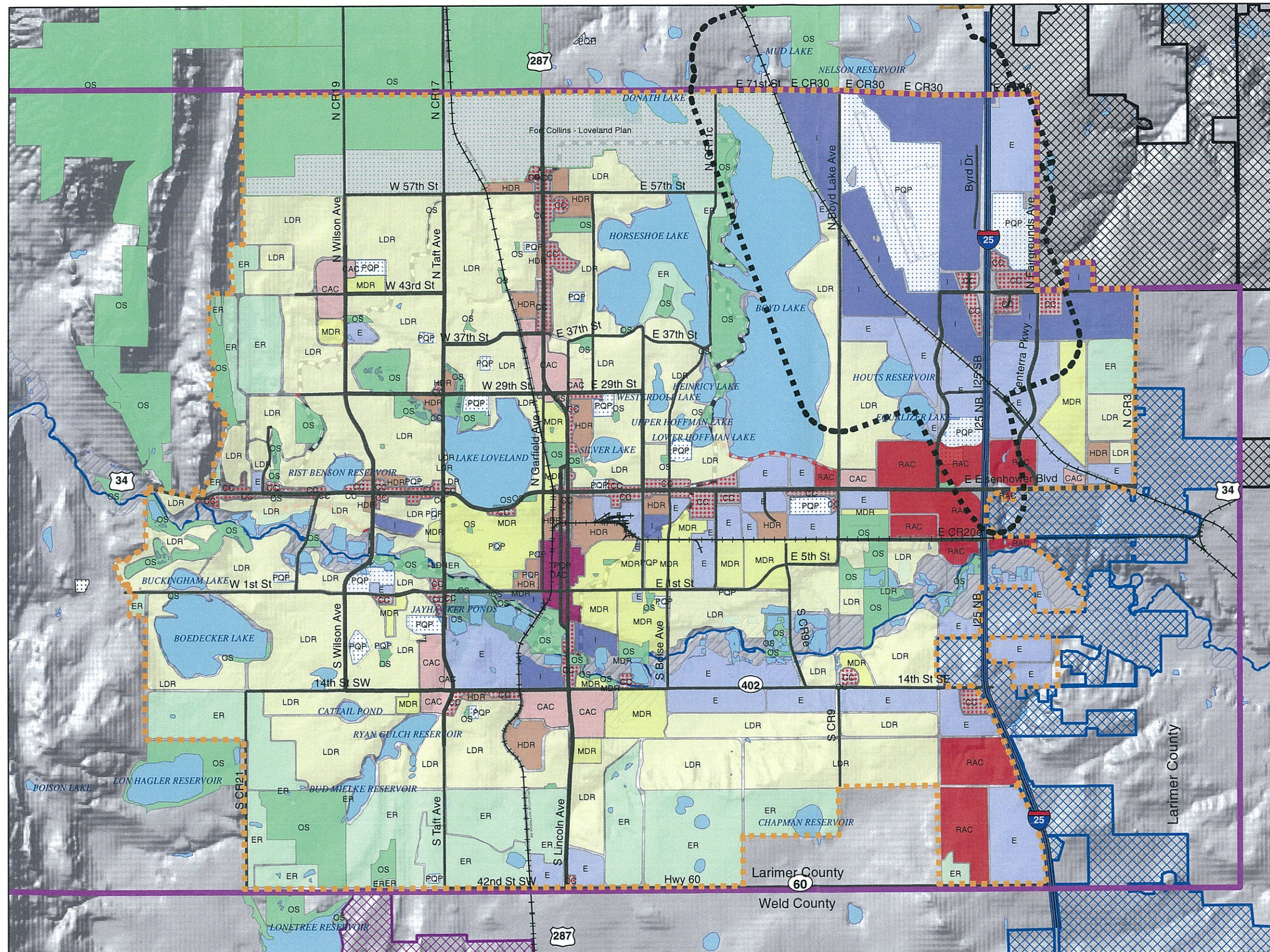
(2) For details regarding appropriate land uses within the Airport Influence Area refer to section 4.6, "Airport and Surrounding Areas" of the Comprehensive Master Plan.

(3) The 100-year Floodway is displayed only within City Limits, awaiting further data.



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**CITY OF LOVELAND
FUTURE LAND USE PLAN**



Land Use Categories

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- (2) For details regarding appropriate land uses within the Airport Influence Area refer to section 4.6, "Airport and Surrounding Areas" of the Comprehensive Master Plan.
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**CITY OF LOVELAND
FUTURE LAND USE PLAN**

RESOLUTION NO. 13-01

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LOVELAND RECOMMENDING AMENDMENT OF THE LAND USE MAP SET FORTH IN SECTION 4.7 OF THE CITY OF LOVELAND 2005 COMPREHENSIVE MASTER PLAN

WHEREAS, the City of Loveland “2005 Comprehensive Plan” was recommended for approval in February, 2007 by the Loveland Planning Commission and approved by Resolution #R-21-2007 on March, 6, 2007 by the Loveland City Council; and

WHEREAS, pursuant to §6.0(A) of the 2005 Comprehensive Plan, the Plan may be amended by City Council, after a duly noted public hearing is held and a recommendation is received from the Planning Commission; and

WHEREAS, the City of Loveland has, through the Planning Commission and citizens of Loveland, considered an application to amend Section 4.7, Land Use Plan Map in the 2005 Comprehensive Plan, to change the land use designation for property located on the west side of I-25, extending west to County Road 7 and extending north from State Highway 60 approximately one half mile from DR – Development Reserve as follows:

- **Approximately 314 acres to be designated E - Employment; and**
- **Approximately 501 acres to be designated RAC – Regional Activity Center**

WHEREAS, the Planning Commission has reviewed the proposed amendment to determine whether it is an appropriate amendment in accordance with the criteria set forth in §6 of the 2005 Comprehensive Plan; and

WHEREAS, the Planning Commission finds that this amendment implements, furthers or is otherwise consistent with one or more of the philosophies, goals, policies and strategies of the 2005 Comprehensive Plan, including emphasizing flexibility, developing regional employment and multi-use activity centers along I-25, providing for sufficient industrial lands along I-25, providing appropriate areas within the GMA for a full range of urban level services, and enhancing areas of urban development through cooperation with surrounding municipalities; and

WHEREAS, the Planning Commission finds that this amendment will not interfere with existing, emerging, proposed or future land use patterns and densities of the surrounding neighborhood as depicted on the Land Use Plan Map contained within the 2005 Comprehensive Plan. The Development Reserve land use designation was intended to be a “holding” designation to be used until further definition could be given to the land use plan. This amendment provides that further definition; and

WHEREAS, the Planning Commission finds that this amendment will not interfere with or prevent, the provision of the area’s existing planned, or previously committed services or proposals

for community facilities or other specific public or private actions contemplated within the 2005 Comprehensive Plan.

WHEREAS, , the Planning Commission finds that this amendment will not interfere with or prevent the provision of any existing or planned transportation system services in the area as contemplated by the 2035 Transportation Plan. The transportation demand model used in the creation of the 2035 Transportation Plan accounted for development in this area. Future development will be required to fund any expansions to the area's existing or planned transportation system; and

WHEREAS, the Planning Commission held a duly noticed public hearing on this amendment to the 2005 Comprehensive Master Plan on January 14, 2013.

NOW THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION OF THE CITY OF LOVELAND THAT:

Section 1. That the Loveland Planning Commission hereby makes the findings set forth in this Resolution.

Section 2. That the Loveland Planning Commission hereby recommends that the Loveland City Council amend the 2005 Loveland Comprehensive Master Plan by the substitution of the Section 4.7 Land Use Plan Map, attached hereto and incorporated herein as **Exhibit A**, in lieu of the prior Land Use Map.

Section 3. That this Resolution shall take effect as of the date of its adoption.

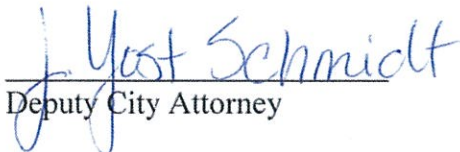
Signed this _____ day of January, 2013.

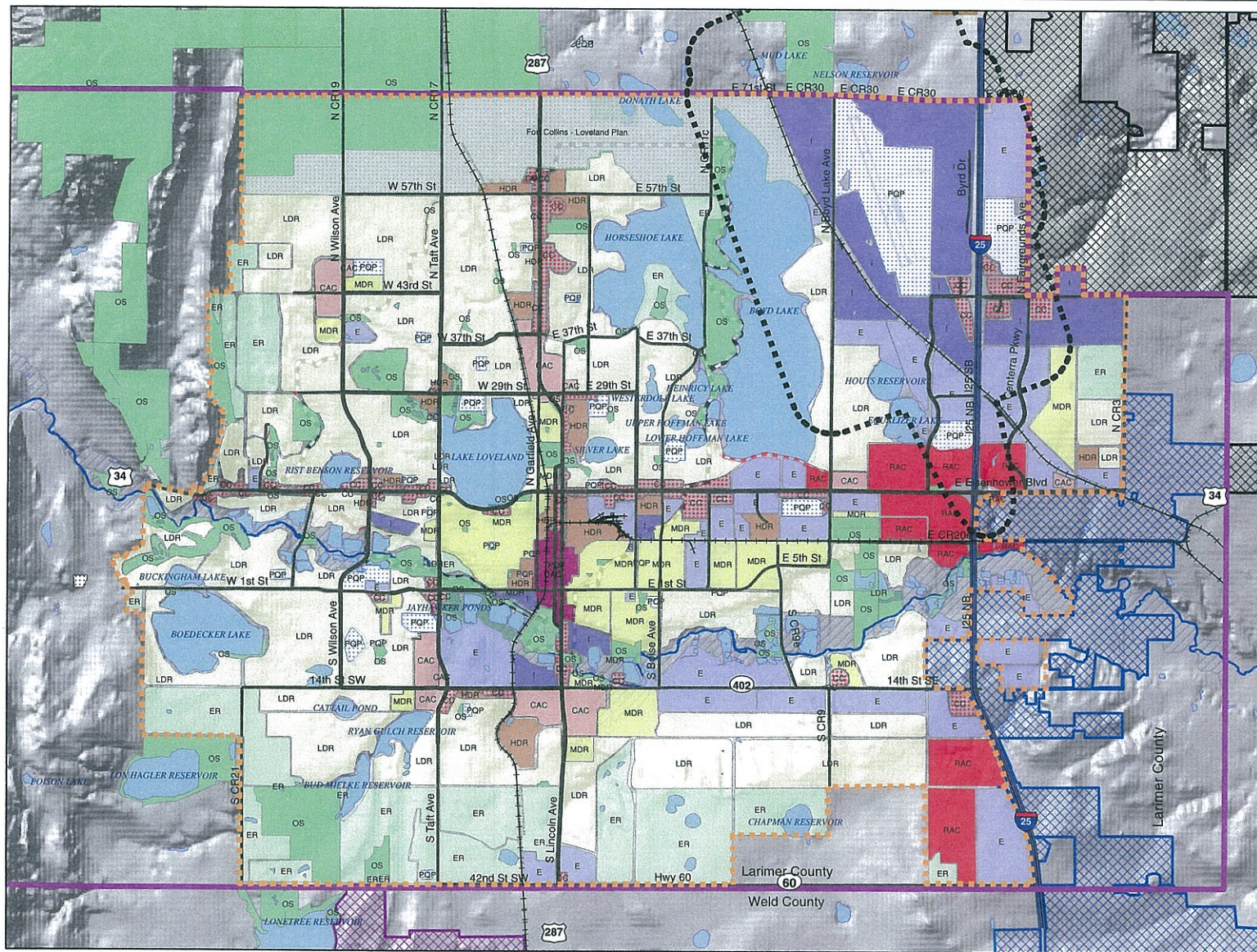
LOVELAND PLANNING COMMISSION

Planning Commission Chair

ATTEST:

Planning Commission Secretary
APPROVED AS TO FORM:


Deputy City Attorney



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**CITY OF LOVELAND
FUTURE LAND USE PLAN**

EXHIBIT A