



Staff Report

Dillon Medical Building

PUD Development Plan

**Prepared by the
Town of Dillon for the
Town Council**

January 15, 2019

AGENDA ITEM NO. 7

ACTION TO BE CONSIDERED

AN ORDINANCE APPROVING A VARIANCE AND ADOPTING AND APPROVING A PUD DEVELOPMENT PLAN FOR THE DILLON MEDICAL BUILDING

PROJECT LOCATION

The proposed development is located on Blocks 12, 13, & 14 of the Dillon Ridge Marketplace PUD, and Tract B of the Lookout Ridge Townhomes Phase I, generally located between US Highway 6 and Dillon Ridge Road, east of North Dillon Dam Road, Dillon, Colorado (see Figure 1). The four (4) parcels shall be combined into one parcel called Block 12R, which is a concurrent application being reviewed.

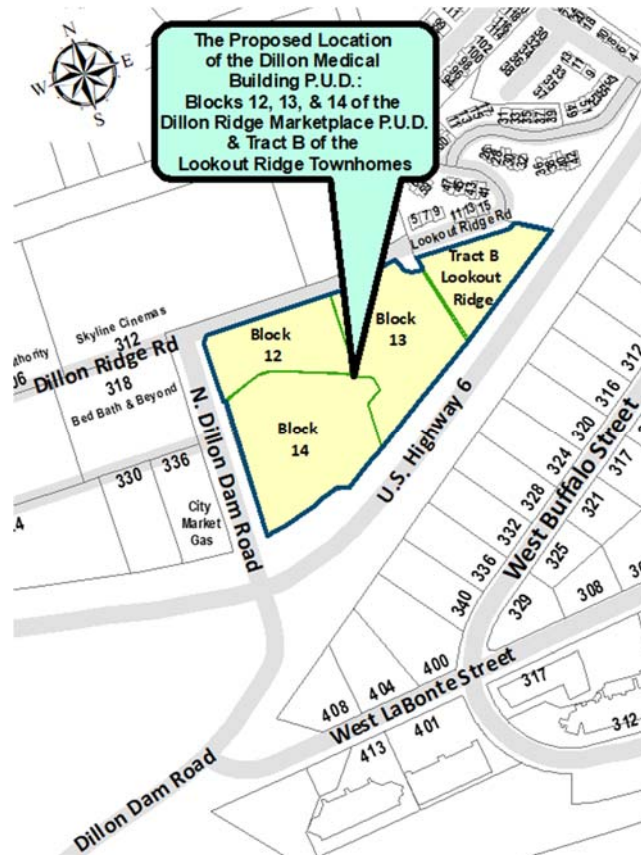


Figure 1: Vicinity Map

SUMMARY

The Town of Dillon has received a Level IV Development application for a proposed Planned Unit Development for the Dillon Medical Building (the "Application"). The project will include site grading and utility infrastructure installations, detention pond reconfiguration, the construction of an approximately 125,000 square foot medical office and clinic building in two phases, and the construction of a parking structure for approximately 293 parking spaces on three levels. The Dillon Medical Building PUD Development Plan is attached to this staff report as Appendix A.

PUBLIC HEARING

Consideration of approval of a Level IV Development application requires a public hearing before both the Planning and Zoning Commission and Dillon Town Council.

PLANNING & ZONING COMMISSION PUBLIC HEARING AND RECOMMENDATION:

The Planning and Zoning Commission held their public hearing on December 5, 2018, and upon completion of that public hearing, voted unanimously to recommend the Town Council approve the Application.

PUBLIC NOTICE

Pursuant to the Town Code and Development Regulations, proper notification of the public hearings was published and posted.

ZONING

The proposed project is located within the Mixed Use (MU) Zone District and the Dillon Ridge Marketplace PUD.

PROPOSED BUILDING AND SITE

The proposed building consists of a multi-story building with medical offices and clinics and an attached three-level parking structure. The building will include an urgent care center, orthopedic surgery center and 72-hour convalescent beds, physical therapy, physician clinic space and other accessory uses necessary to support the medical clinic operations. Much of the lower level of the medical building and parking structure are embedded and / or buried in the hillside.



Figure 2: Project Rendering Viewed from Dillon Ridge Road

The building consists of approximately 100,000 square feet of medical facilities to be constructed in two phases. Phase I is proposed to be approximately 75,000 square feet with an additional 25,000 square feet (sf) proposed for Phase II (see Appendix A and the building portions indicated as Phase II). Upon final design, the building may increase in size by up to 5%. The parking structure is an additional 128,367 square feet. The Applicant requests review and approval of both phases at this time. The phasing of development proposed in the Application meets the criterion set forth in Subsection 16-5-120(l) of the Dillon Municipal Code; specifically, failure to proceed to Phase II will not have a substantial adverse impact on the PUD or its surroundings. The Application proposes development of a completed building and all site amenities—including but not limited to infrastructure, landscaping, pedestrian ways, stormwater detention, vehicular circulation, and parking—

during Phase I, and development of an expansion to the building developed in Phase I during Phase II. Failure to act on Phase II will in no way have a substantial impact on the PUD, and thus meets the Code criterion set forth in Subsection 16-5-120(I).

The proposed building will be sited on the northern side of the site adjacent to Dillon Ridge Road (see Figure 3). The parking structure will be constructed on the west side of the building. An enclosed loading dock is proposed for the project on the northeastern corner of the building. The Applicant proposes an enclosed loading area as a special consideration for the residents in the Lookout Ridge Townhomes and the Dillon Ridge Apartments.

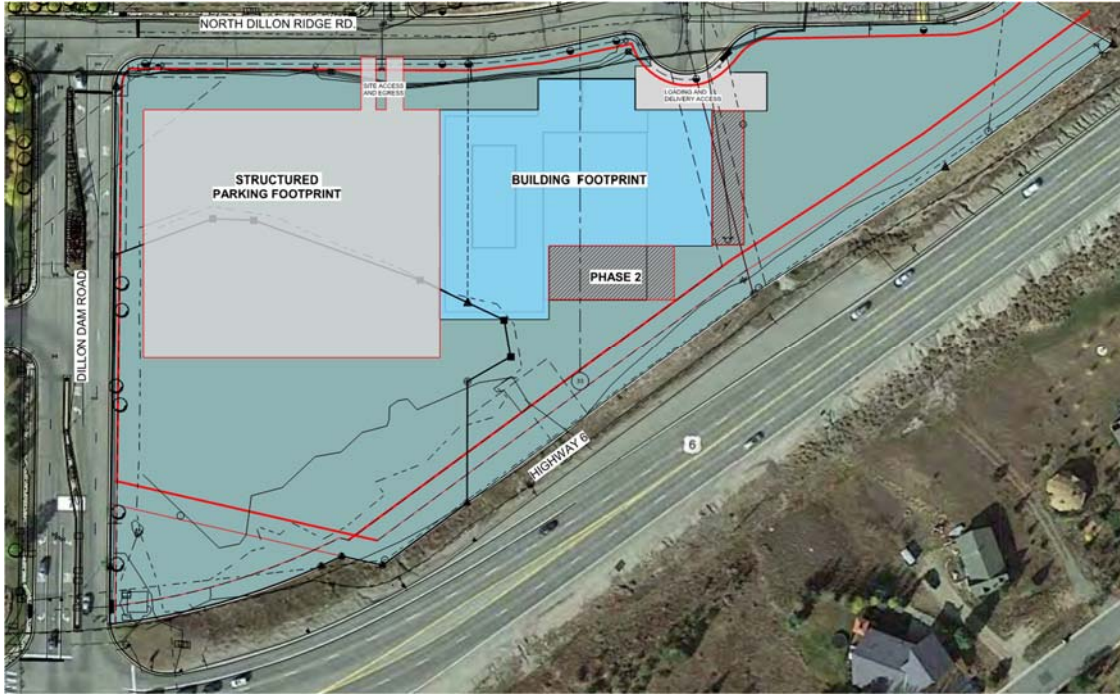


Figure 3. Dillon Medical Building Site Plan

STORMWATER DETENTION ON SITE

The existing regional, man-made stormwater detention and settling area in the southwestern portion of the site will be reconfigured to accommodate a portion of the building and parking structure and then landscaped with much of the existing on-site vegetation being preserved or replaced, while maintaining sufficient volume for stormwater detention. The detention and settling pond receives stormwater runoff from U.S. Highway 6, portions of Dillon Ridge Marketplace, and portions of Lookout Ridge Townhomes (see Figure 4).

The Applicant has submitted a variance request as a component of this PUD Application to provide for the reconfiguration of the stormwater detention pond. The Applicant has obtained an Approved Jurisdictional Determination from the U.S. Army Corps of Engineers stating that the area is non-jurisdictional and therefore requires no permits or mitigation through that agency. The Corps further states that the subject area is a man-made stormwater runoff receiving and storage area and receives no other consistence inflows of water. By this determination, the Applicant's request for a variance is supported in that the Dillon Municipal Code specifically states, "Wetland does not include man-made ponds

built for the purposes of detaining runoff” (Chapter 17 “Subdivisions”, Appendix 17-C “Wetland Regulations”). Appendix 17-C provides for a variance process in which an Applicant may contest the delineation of wetlands. The referenced US Army Corps of Engineers determination may be found in the appendix of the Project Narrative submitted by the Applicant, attached hereto in Appendix B.

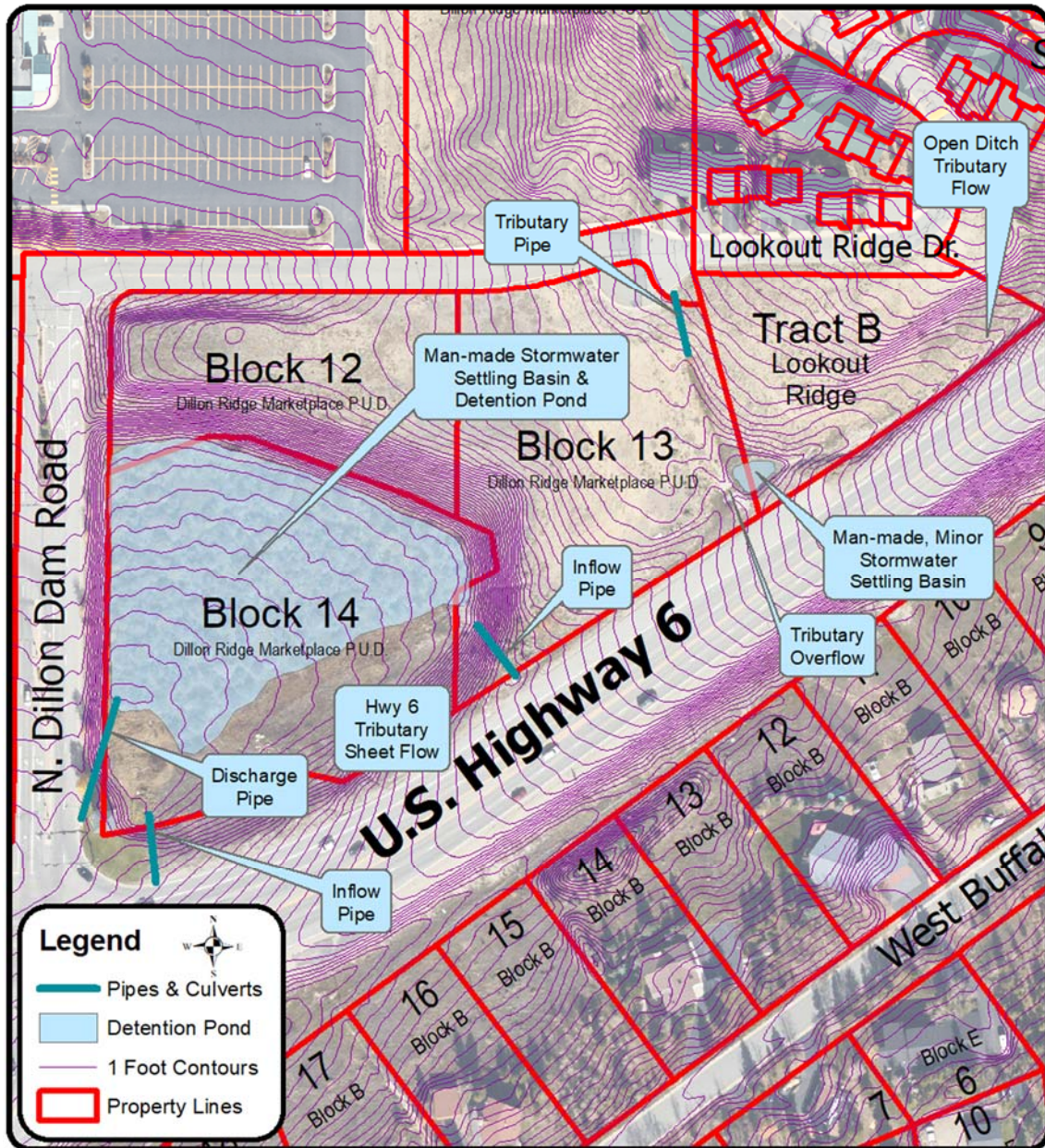


Figure 4. Dillon Medical Building Site Plan

ARCHITECTURAL DESIGN AND ADHERANCE TO THE GUIDELINES

Davis Partnership Architects has worked with the Town of Dillon Design Guidelines in the Code and the adopted March 2017 Design Guidelines. The project architect has also met with and reviewed their design with the Town’s architectural consultant, Roth Sheppard Architects, and believes the development is and/or will be in conformance with the intent of the Guidelines. Roth Sheppard Architects recommends the Town approve the

architecture of the building, stating that the design incorporates many of the principles and design elements found in the Guidelines and promises to be a building with a blend of 'Mountain Lakestyle' features suitable for Dillon. Roth Sheppard Architects reviewed the checklists provided within the Guidelines and found no applicable deficiencies with the design. The results of that review and the Preliminary Materials Board may be viewed in Appendix C.

The Applicant has provided preliminary project renderings and a digital, preliminary materials board with the Application, and proposes varying materials, textures and colors for cladding the building. The lower portion of the building has weathered corrugated steel siding installed vertically to provide dimensionality and a sense that the building organically rises up from the earth. Dark toned metal panels cover the upper walls and provide both vertical and horizontal panel joints to break up the building mass. The overhanging roof eaves are clad with wood simulating material to enhance the appearance of the building and further tie the building back to the earth. The butterfly roof design provides for centralized collection of stormwater runoff (to be piped to the stormwater drainage system) and helps to conceal the centrally located rooftop mechanical screening area as seen from the ground and roadways surrounding the building. The windows have a random mullion pattern design to accommodate the final interior partitions and are dark in color as specified in the Guidelines.

BUILDING HEIGHT

The maximum elevation of the proposed building's rooftop mechanical screening is 9073.17', which calculates to provide a building height of 52.92' based on the determined base elevation for the building (53' for the purposes of approval). The base elevation was determined to be 9020.25' based on the low point of 8997' and the high point of 9043.5' (see Figure 5.). The underlying Mixed use (MU) Zone District allows buildings to have a maximum height of 35' as measured per Town Code, plus an additional 8' for uninhabited structures such as screened mechanical installations, and thus the total building height may be 43' high.



Figure 5: Base Elevation Determination

The proposed building is over the typically allowable height for the Zone by 9.92'. Through the PUD process, an Applicant may request additional height.

It is noteworthy that the Applicant has designed the building with the intention to have the least amount of impact on the adjacent residential properties. The building is benched into the hillside and steps down in concert with the topography. Much of the lower portions of the building are buried or are partially buried. Also, the building base elevation is calculated to be at a lower elevation than might be anticipated for the site since the low point falls within the existing detention pond area at a very low-lying elevation.

The Code provides for the ability to discount sunken areas within a building footprint if they do not exceed 50% of the total building footprint. In this case, the sunken area is greater than 50%, so that exception may not be directly applied to this particular Application (see Figure 6). Were that exception applicable to the Application, the building height is estimated to be on the order of 36'.

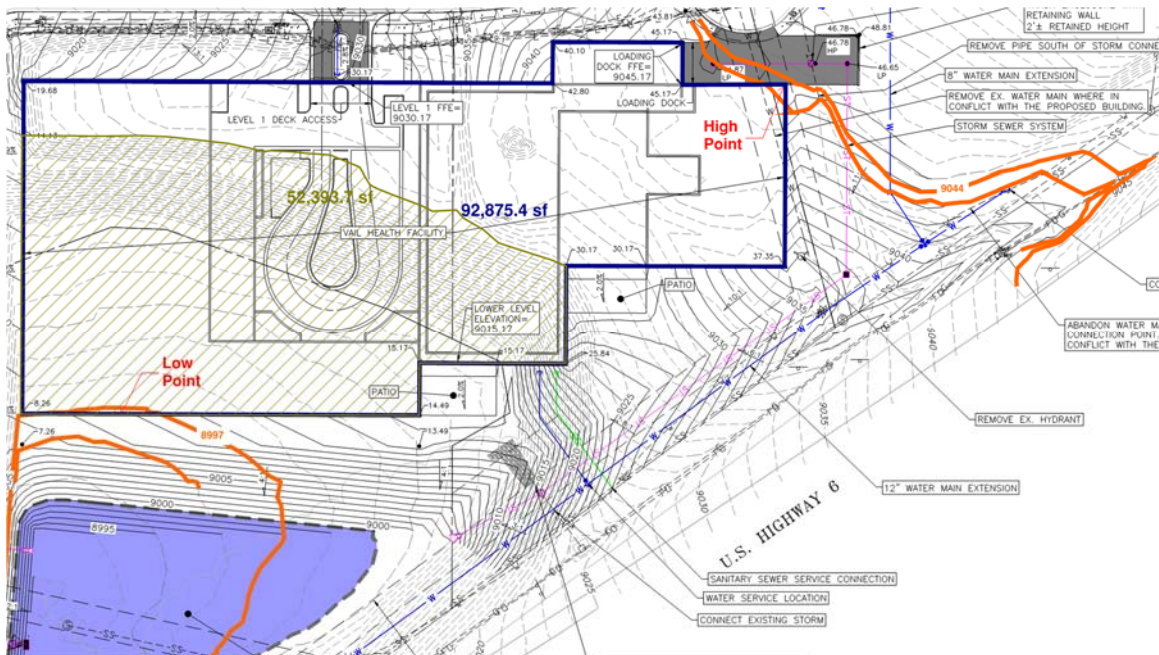


Figure 6: Sunken area: 52,394 sf of 92,875 sf = 56.4%

OFF-STREET PARKING

The building consists of approximately 100,000 sf of medical office and clinical space (Phase I) which requires a total of 250 parking spaces at a rate of one space per every 400 gross square feet of building area. The Applicant proposes approximately 293 parking spaces, with a guarantee of not providing less than the minimum required amount for Phase I of 250 spaces. Final structural design may impact the number (293) of proposed parking spaces by forcing the elimination of some spaces for structural columns. Two-thirds of the vehicle parking is within the enclosed portion of the parking structure, while one third is exposed in the Plaza and on the top parking deck. The amount of parking provided for Phase I meets the Code and the proposal to provide additional structured parking is acceptable.

The total, phased build-out anticipates a building with a potential area of 131,250 sf +/- (Phase I: 100,000 sf; Phase II: additional 25,000 sf; plus an additional potential 5% total square feet for the final design = 131,250 sf). A facility of that size would typically require a total of 329 parking spaces. The Application provides between 250 and 293 parking spaces in consideration of the Phase I square footage and the nature of the dispersed activity in the building throughout the day. Although the Urgent Care portion of the building would have sporadic, drop in business, the remaining activities in the building are scheduled appointment-based services. The Applicant is confident that the total proposed parking is meets the building demands. Parking criteria may be varied through the PUD process.

SNOW STORAGE

The project has a snow removal surface area of 46,140 SF, and a proposed snow storage area of 10,335 SF, or 22.4% of the hardscaped areas. The Code would typically require 25% for parking area snow removal (Sec. 16-6-60), and recommends 25% for other hardscape removal areas, but does not specifically require it for those areas (Sec. 16-8-100). Through the PUD process, dimensional standards set forth in the off-street parking requirements (Sec. 16-6-60) may be modified to best suit the PUD. Snow storage is one such dimensional standards which may be varied through the PUD process. All surplus snow not capable of being stored on site shall be hauled off and placed in a legal receiving area at the owner’s expense. The snow storage plan as presented, or as modified to satisfy the Fire Authority while keeping the same total storage area, is acceptable to the Town.

YARDS (SETBACKS)

The Mixed Use (MU) Zone District requires a front yard setback of 25’, a side yard setback of 10’, a street side yard of 20’, and a rear yard setback of 20’ except where yards abut a residential zoning district they shall be 25’. The Town has determined to review the project considering the front of the project off of Dillon Ridge Road because the primary access point is off of that right of way, and the project will likely be given a street address on Dillon Ridge Road.

All of the yard requirements are satisfied with the proposed project with one minor exception on the northeastern corner of the building at the enclosed loading dock area, where the front yard setback is 21.4’ from the Dillon Ridge Road Right of way within the existing cul-de-sac (see Figure 7).

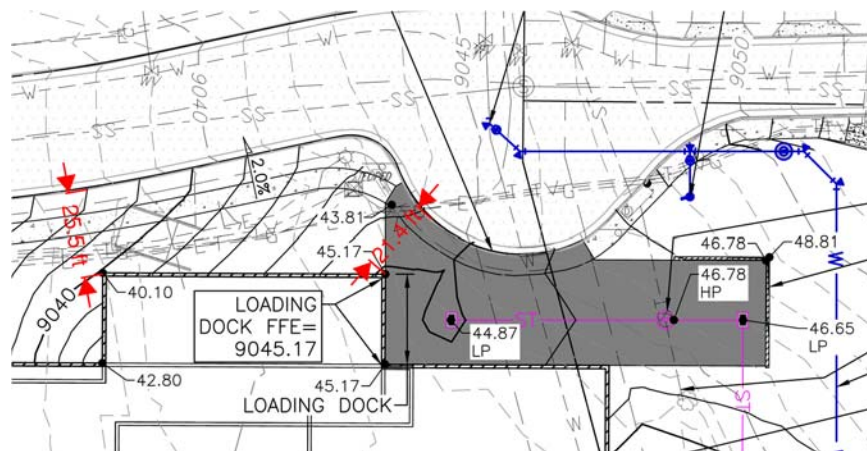


Figure 7: Minor exception to the required yard

Were the courtesy of the enclosed loading area not provided as a consideration for the community, this slightly reduced front yard likely would not exist. Also, were site access available off of US Highway 6, the subject yard would then be considered the rear yard. Yard setbacks may be varied through the PUD process, and the proposed setback is acceptable to the Town.

LOT COVERAGE

The proposed medical building and attached parking structure have a footprint of 92,875 SF, and the lot area is approximately 257,299 SF. The proposed building covers 36.1% of the lot (see Figure 8). The Applicant requests that they be allowed a total potential percentage of lot coverage to be up to 45% to allow for potential building footprint adjustments during final design. Final design of the building may increase the building size by 5%. The total allowable lot coverage within a Mixed Use (MU) district is 40%; however, the percent lot coverage may be varied through the PUD process.

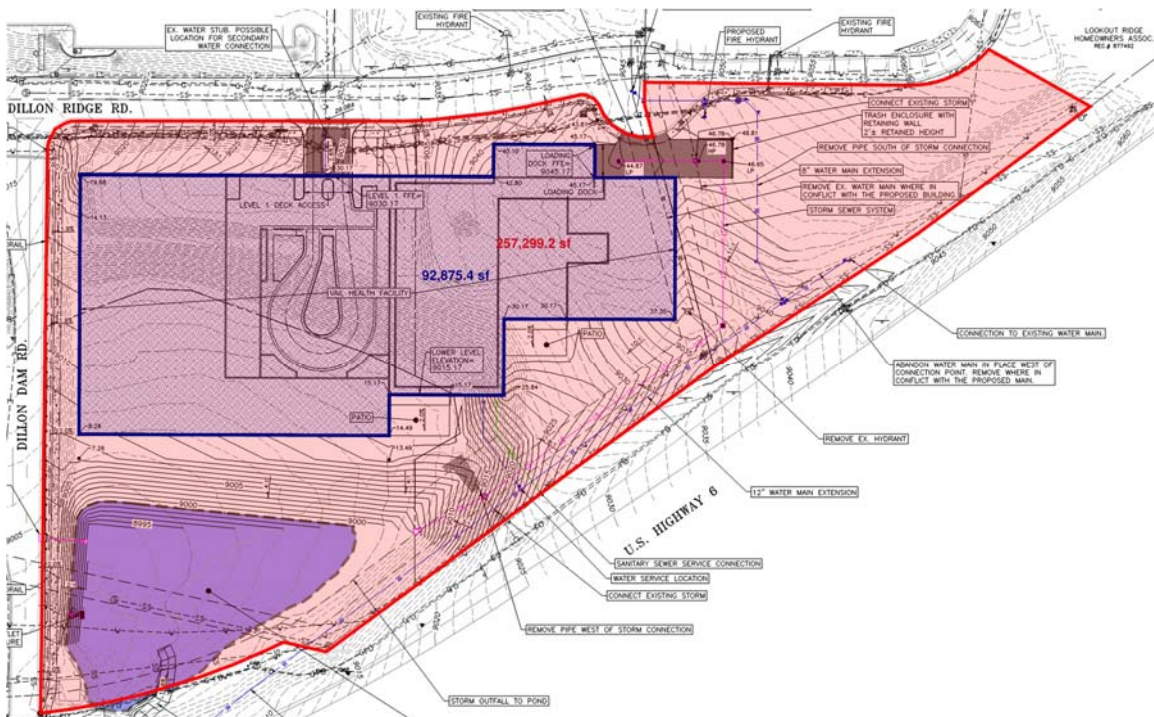


Figure 8: Lot Coverage: 92,875 sf / 257,299 sf = 36.1%

SIGNAGE

The Applicant requests additional signage beyond that typically permitted by the Code as may be petitioned for through the PUD review process. The additional requested signage is on scale with the size of the building and appropriate for the site. The following signage is proposed:

Sign 1: Three (3) 30 SF each sign panels on Dillon Ridge Marketplace Business Area
Directory Sign = 90 SF Total

Sign 2: Two (2) Building Identification Signs: One on the south face of the building at 20 SF and one on the western side of the northwestern corner of the parking structure at 15 SF = 35 SF Total

Sign 3: Two (2) 15 SF each Tenant Signs on the building	= 30 SF Total
Sign 4: Up to four (4) 4 SF each on premises business directory signs	= 16 SF Total
Sign 5: Two (2) 10 SF freestanding directory signs	= 20 SF Total
Sign 6: One (1) 15 SF freestanding monument sign at the entrance to the parking structure and drop-off plaza area	= 15 SF Total
Grand Total of Sign Areas = 206 SF	

OPEN SPACE

Although the Mixed use (MU) Zone District does not require open space for non-residential projects, the Applicant proposes a great deal of open space on site. There are patios for patrons & staff and there are walking paths and landscaped areas throughout the project. The site has extensive landscaping throughout the site, creating open space that is inviting for outdoor enjoyment.

VEHICULAR AND PEDESTRIAN CIRCULATION

The project proposes adequate internal street circulation designed for the type of traffic generated, safety, convenience and access. A traffic study accompanies the application materials and is found in the appendix of the Applicant’s Project Narrative, located in Appendix B of this staff report.

The project proposes pedestrian ways throughout the PUD which allow for walking safely and conveniently among areas of the PUD and which provide for connections to the PUD from adjacent areas. The plans show an accessible sidewalk connection between the front door of the medical building and the proposed public sidewalk on Dillon Ridge Road and North Dillon Dam Road. There are other onsite pathways connecting pedestrians with the intersection of North Dillon Dam Road and US Highway 6 and a potential future pedestrian way connection with the intersection of US Highway 6 and Evergreen Road. The latter connection requires the Town to expand the pedestrian way system in the area by constructing a connection between the eastern edge of Tract B and Evergreen Road, as well as improvements to the intersection of Evergreen Road and U.S. Highway 6.

LANDSCAPING

The total amount of street frontage of the project is approximately 1340’ which requires a total of 89 street trees to be provided at a rate of 1 tree per 15’ of frontage where front yards are required, including street side yards (Sec. 16-7-30). The front yard is off of Dillon Ridge Road, with a side street yard off of North Dillon Dam Road. A total of 75 street trees are provided within the street front and side yards of the site between the building and right-of-way. An additional 48 trees are provided on site around the building. The site is further landscaped with shrubs, ornamental grasses, perennials, and ground covers. Some sod is specified in high visibility areas along the street front and side yards, with the remainder of the site to be naturally revegetated with native species for ground cover. The detention pond will have much vegetation preserved and will be replanted as necessary, with the intent to preserve or re-establish much of the existing vegetation species.

Off-street parking tree plantings, as required by Sections 16-6-60 and 16-7-30, are addressed differently in the Application than specifically spelled out in the Code. This is in part, due to the fact that over two thirds of the parking are below a concrete parking deck

and structure, thus preventing the viewing of cars parked there. There are 99 parking spaces (+/-) that are exposed, 7 in the plaza and drop-off area and 92 on the first level of parking where the parking deck is exposed. Substantial landscaping is provided in the plaza area, and the exposed parking is buffered with street trees and other landscaping materials.

The building is well buffered by the landscape design, the design and materials are of high quality, and the site is greatly improved with the provided landscaping. The PUD development plan may establish landscaping standards that differ from those in the underlying zone or in the Code, provided that the standards further the objectives of the PUD regulations, the Comprehensive Plan, and the specific PUD development plan. The landscaping plan as submitted is acceptable to the Town through the PUD development plan approval process.

UTILITIES

The proposed project will be served by an existing water main and a sewer main located along U.S. Highway 6. A portion of the water main shall be removed and replaced as a part of the project. New water and sewer service connections are proposed to come off the water and sanitary sewer mains paralleling U.S. Highway 6. An alternate water service location, or additional water service location, is proposed off of Dillon Ridge Road on the northern side of the building. The Applicant will rebuild the existing water main running through the site north-south, connecting the Highway 6 water main with the water main in Dillon Ridge Road. New fire hydrant installations are proposed, and additional ones may be required by the Fire Authority. New easements will be provided for the new underground utility locations and old easements no longer required will be abandoned. This will be handled through the concurrent Final Plat Application.

DRAINAGE

Storm drainage improvements proposed for the project include: roof drains piped to the stormwater drainage pipe works, area drains and inlets, existing culvert intercepts, surface drainage ways and ditches, and pipe works running to the detention pond. A new curb inlet will also be constructed on North Dillon Dam Road, which will discharge into the reconfigured stormwater detention pond. The stormwater detention pond will be reconfigured and appropriately sized for the drainage basin which drains to it.

FIRE AUTHORITY REVIEW

Fire Marshal Kim McDonald reviewed the Application and provided the Applicant with preliminary review comments. The Applicant will need to address these comments and submit to the Fire Authority for additional review prior to the issuance of a Building Permit for the project. These comments may be reviewed in Appendix D of this staff report.

COMPLIANCE WITH DILLON COMPREHENSIVE PLAN

A medical clinic and office building is an allowed use in the Mixed Use (MU) Zone District and is in conformance with the Town of Dillon Comprehensive Plan.

PROPOSED PLANNED UNIT DEVELOPMENT DESIGN CONSIDERATIONS AND CHANGES TO THE UNDERLYING MIXED-USE ZONING DISTRICT

The developer is proposing the following changes which are allowed to be varied by the Town Municipal Code through a Planned Unit Development Process.

- A. The proposed building will be 53' in height as measured by the Code, which exceeds the Mixed Use Zone District maximum height of 43' (35' + 8' mechanical).
- B. Additional signage.
- C. Project is proposed in two (2) phases. Phase I will be 75,000 SF and Phase II will be a building addition of an additional 25,000 SF. The final design may have an additional 5% square foot area, with a total potential building of 131,250 SF.
- D. Wetland regulation variance by contesting jurisdictional wetland delineation.
- E. The building will occupy up to 45% of the lot area which does not meet the Mixed Use requirement to be 40% or less building coverage of the total lot area.
- F. Minimum front yard setback, off of Dillon Ridge Road, of 20'
- G. The snow storage provided on site is 22.4%, which is less than the Code percentage of 25%
- H. Landscaping as presented

CONDITIONS OF APPROVAL

The Town Council may recommend conditions of approval that relate to the impacts created by the proposed PUD which may include, but are not limited to, the Conditions of Approval found in Section 3. and Exhibit B of the Ordinance.

PLANNING COMMISSION AND TOWN COUNCIL ACTION (PROCEDURE)

The Planning and Zoning Commission, after review of the PUD development plan and program under the Level IV development review process (Sections 16-2-100 through 16-2-120 of this Chapter) and any accompanying subdivision application, shall either recommend approval of the application, with or without modifications and conditions, continue the public hearing to a future meeting or recommend denial. A recommendation for approval of a PUD shall be based on the following findings:

- a. The proposed development and PUD plan are in substantial conformance with the Comprehensive Plan.
- b. The PUD as set forth in the PUD development plan will not have an adverse impact on the surrounding area. The PUD is compatible with the scale, intensity, and type of land uses located on adjacent property.
- c. The proposed benefits offset the proposed exceptions to the underlying zoning district and the subdivision regulations and such exceptions are in the best interest of the public health, safety and welfare.
- d. Streets are adequate to support the anticipated traffic and the development will not overload the streets outside the planned area.
- e. The proposed utility and drainage facilities are adequate for the population densities and type of development proposed and will not create a drainage or pollution problem. The timing of installation of utility and drainage facilities will be closely coordinated with development construction and will not create a hardship on residents either within or outside the planned area.

- f. The density in the proposed development will not result in the inability on the part of the Town or utility providers to provide public utilities or services to the project. The Applicant must furnish to the Town such additional water rights, storage right and treatment capacity in the Joint Sewer Authority wastewater treatment plant as found necessary by the Town to serve the development following build out. The Town shall determine the quantity and quality of water rights required.

The Planning Commission has reviewed the application in a public hearing and has provided the Town Council with a recommendation of approval.

Once the recommendation has been received from the Planning and Zoning Commission, the Town Council shall hold a public hearing and may either approve, approve with conditions or deny the PUD development plan. If the proposed PUD is accompanied by a subdivision application, a subdivision preliminary plan, in accordance with the procedures established under Article II of this Chapter for Level IV applications and the requirements in the subdivision regulations, may be reviewed concurrently.

- (1) Upon approval of a PUD development plan, the Town Council shall find that the PUD is in general conformity with the adopted Comprehensive Plan.
- (2) The PUD development plan shall be adopted by ordinance and duly recorded at the County Clerk and Recorder's office. Any associated subdivision plan will be adopted by resolution and duly recorded. Final subdivision plats may be processed in stages if so approved in the PUD development plan.
- (3) The Town Council may require development improvement agreements, maintenance agreements, encroachment agreements and any other agreements the Town may deem applicable or necessary for implementation of the PUD development plan and program, protection of the Town or fulfillment of the conditions of approval of the PUD.
- (4) Revisions to the Zoning District Map. An approved PUD development plan shall be recorded on the Official Town Zoning Map filed in the Planning Department as soon as practicable after the PUD becomes effective.

ACTION REQUESTED: Motion, Second, Roll Call Vote.

Recommended motion language:

“I move to amend Ordinance No. 01-19, Series of 2019, An Ordinance Approving a Variance and Adopting a PUD Development Plan for the Dillon Medical Building, by incorporating the Proposed Second Reading Amendments.”

“I move to approve Ordinance No. 01-19, Series of 2019, An Ordinance Approving a Variance and Adopting a PUD Development Plan for the Dillon Medical Building, as amended by the Proposed Second Reading Amendments.”

Ordinances require the affirmative vote of a majority of the members present.

DEPARTMENT HEAD RESPONSIBLE: Scott O'Brien, Town of Dillon