



October 15, 2019

Rachel Teixeira
Land Use Review Divisions
Planning & Community Development
30 S. Nevada Avenue, Suite 105
Colorado Springs, CO 80901-1575

RE: Chapel Heights Zone Change

PROJECT DESCRIPTION:

The Chapel Heights PUD Concept Plan is a mixed residential use development with mixed residential unit types on 42.02 acres. Lot types include: single-family attached lots and single-family detached lots, as well as multi-family duplexes. The property is currently zoned SU/AO in support of religious land uses and private education institution (former Nazarene Bible College); however, concept plan, zone change, and PUD DP applications have been submitted to change the zoning to PUD/AO in support of the aforementioned residential land uses.

REVIEW CRITERIA

1. The action will not be detrimental to the public interest, health, safety, convenience or general welfare.

This rezone action will not be detrimental to the public interest, health, safety, convenience, and/or general welfare. The project area is located in the Gateway Park neighborhood, which is identified as an established suburban neighborhood by the PlanCOS Vibrant Neighborhoods Framework Map. According to the Master Plan, “The goal of this neighborhood typology is to recognize, support, and enhance the existing character of these neighborhoods, while supporting their ongoing investment and improved adaptation”.

The Master Plan further characterizes neighborhoods under this typology as, possessing “a high value in maintaining the privacy of homes and safe streets for families”, together with guidance that “new development should focus on safe connections into and within these neighborhoods.

A concept plan depicting residential densities of 8-11.99 DU/AC has been submitted concurrently for consideration and approval. The rezone application is consistent with the intent of the concept plan including the proposed land uses and densities.

2. The proposal is consistent with the goals and policies of the Comprehensive Plan.

The property is located in the Gateway Park Neighborhood which is categorized as an Established Suburban Neighborhood on the PlanCOS Vibrant Neighborhoods Framework Map.

The area is characterized as no longer undergoing active development or implementation of privately initiated master plans. New development in these areas is encouraged to focus on creating/maintaining “safe connections into and within these neighborhoods”. The Plan promotes the support and enhancement of the existing character of the affected neighborhood in a manner that supports ongoing investment and improved adaptation to socio-economic change in the immediate and surrounding community.

The Plan also characterizes the area with “**Cornerstone Institutions**” and “**Life and Style**” economic typologies as depicted on the Thriving Economy Framework Map. The goal of the Cornerstone Institutions typology is to support, reinforce, and expand these cornerstone institutions and to connect and integrate them within the larger community through continued investment in quality infrastructure, integrating these campuses within surrounding neighborhoods, and collaborative approaches to meet workforce needs such as nearby attainably-priced housing. The proposed Chapel Heights zone change supports the is a step towards accomplishing these goals through designation of the area as residential for the purpose of providing attainably priced housing. Housing types within the proposed development include: 163 single-family detached housing units planned at market rate; 162 duplex (single-family attached) units; and 138 multifamily style 3 and 4 unit townhomes for multifamily leasing and management purposes.

Approval of the chapel Heights rezone in support of the planned development is consistent with the **Cornerstone Institutions Framework** goals of providing attainably priced housing near core educational, medical, aviation, and military institutions. The proposed zone change is supportive of these goals of providing attainably priced housing within proximity to within close proximity and access to Fort Carson, Peterson Airforce Base, Pikes Peak Community College, Intellitec College, Everest College, numerous public, private, and charter, K-12 educational institutions, shopping and services located along and nearby the Academy and Powers corridors. Rezoning the property in support of additional residential development increases the consumer and workforce base within the area.

The **Life and Style** typology includes the large retail and service sector activities that serve the daily needs of local residents and businesses generally located along or near corridors, neighborhood, and/or community activity centers. The planned Chapel Heights rezone and housing development supports this typology.

providing housing options to support an increased neighborhood population that is intended to create an increased market and demand for the goods and services supplied by local businesses in the surrounding area.

The following policies and goals of the Plan are cited in support of the Chapel Heights Zone change:

[Policy VN-2.A: Promote neighborhoods that incorporate common desired neighborhood elements.](#)

Strategy VN-2.A-3: Support land use decisions and projects that provide a variety of housing types and sizes, serving a range of demographic sectors, and meeting the needs of residents and families through various life stages and income levels.

The Chapel Heights rezone will support development of 463 units of attainable housing with a mix of residential densities which include: detached single family, attached (townhome) single-family, duplex, and multifamily style walk-up and 3- & 4-plex residential units. attached and multi-family style units are provided as rental style units.

[Policy TE-1.C: Leverage the city's livability as a workforce and economic driver.](#)

Strategy TE-1.C-3: Ensure an adequate supply of [attainable housing](#) for the workforce across all industries, and that it is conveniently located near hubs of employment and/or public transportation.

The goal of this typology is to support, reinforce, and expand these cornerstone institutions and to connect and integrate them within the larger community. Ensuring these institutions remain strengths for Colorado Springs while also integrating into surrounding neighborhoods is a focus of this Plan. This can be accomplished through continued investment in quality infrastructure, integrating these campuses within surrounding neighborhoods, and collaborative approaches to meet workforce needs such as nearby attainably-priced housing.

The rezone and proposed development of the Chapel Heights housing development will provide housing opportunities for the regions workforce that is conveniently located to the referenced institutions and provide additional consumers and target customers and markets in support of the surrounding businesses.

[Policy TE-2.C: Enhance the physical environment by creating new amenities that help attract and retain new businesses and residents.](#)

Strategy TE-1.C-5: Provide for convenient access to quality goods and services that support major employment areas, through a combination of proactive and responsive planning, zoning, and development approval actions.

Approval of the Chapel Heights project will provide housing for future markets and patrons in support of the goods and services that are located adjacent to and in proximity to the planned development area.

- 3. Where a master plan exists, the proposal is consistent with such plan or an approved amendment to such plan. Master plans that have been classified as implemented do not have to be amended to be considered consistent with a zone change request.**

The property is within the boundaries of the implemented Gateway Park Master Plan (CPC MP 80-198-A24(94)). The change in land use from Public/institutional – University to Residential is an appropriate change of use within the master plan area and is a compatible land use for the entire site; the proposed mix of residential land uses will be compatible with surrounding uses in the area.

ISSUES LIST

Issues identified at the Pre-Application Meeting were limited to questions surrounding the phasing plan of the site. The property will be developed in 4 phases which are dependent on market demands and absorption rates.



October 15, 2019

Rachel Teixeira
Land Use Review Divisions
Planning & Community Development
30 S. Nevada Avenue, Suite 105
Colorado Springs, CO 80901-1575

RE: Chapel Heights Concept Plan

PROJECT DESCRIPTION:

The Chapel Heights PUD Concept Plan is a mixed residential density development with single-family attached and single-family detached lots, as well as multi-family duplexes, on 42.02 acres with an overall proposed density range of 8-11.99 DU/AC. Lot types include: single-family detached lots, single-family attached lots, multi-family duplexes.

CONCEPT PLAN REVIEW CRITERIA:

- 1. Will the proposed development have a detrimental effect upon the general health, welfare and safety or convenience of persons residing or working in the neighborhood of the proposed development?**

The proposed Chapel Heights residential development will not detrimentally effect the health, safety, welfare, or convenience of the public, property owners, future occupants, and/or guests of the development.

The project area is located in the Gateway Park neighborhood, which is identified as an established suburban neighborhood by the PlanCOS Vibrant Neighborhoods Framework Map. According to the Master Plan, “The goal of this neighborhood typology is to recognize, support, and enhance the existing character of these neighborhoods, while supporting their ongoing investment and improved adaptation”.

The Master Plan further characterizes neighborhoods under this typology as, possessing “a high value in maintaining the privacy of homes and safe streets for families”, together with guidance that “new development should focus on safe connections into and within these neighborhoods.

The concept plan introduces comparable residential densities as an infill development.

The Gateway Park Neighborhood has been designated as an opportunity zone by the United States Department of the Treasury (IRS). Beginning on April 9, 2018, Opportunity Zones have been designated covering parts of 50 states, the District of Columbia, and five United States territories. According to the IRS, an opportunity zone is:

An opportunity zone is an economically-distressed community where new investments, under certain conditions, may be eligible for preferential tax treatment.

The development and associated impacts have been reviewed against the typologies, goals, recommendations, and policies of the Colorado Springs Master Plan (Plan COS), and it is firmly believed that the concept plan meets, supports and furthers the economic development and neighborhood vitality and stabilization goals set for therein. The concept plan provides for redevelopment of the vacant development and underutilized lands while creating new opportunities for new mixed density residential options for the neighborhood. As a vacant and underutilized property, the site has begun to attract unwanted activities to the neighborhood.

Participation and/or interest in the opportunity zone is neither a requisite or requirement for concept plan approval. Participation in the program is a private incentive for federal tax deferral and/or reduction. Private financial proforma and considerations are not an approval criterion.

According to the City of Colorado Springs Economic Development Department, participation in the Opportunity Zone incentive program is voluntary for “interested investors”. The proponents of the Chapel Heights Concept Plan have elected to not participate in the opportunity zone enterprise.

Although the program is intended to spur economic development and job creation in distressed communities, it is a new tool which has been made available among the many others available to investors and developers to utilize. The applicant has thoroughly investigated and vetted project alignment with the Opportunity Zone program and has determined that the conditions and terms of participation do not conform to the financial or contractual needs and obligations of the parties investing in the overall development proposal for Chapel Heights. It is believed that typical EOZ investment projects, such as, mixed-commercial or large-scale multi-family apartment communities would not be an appropriate type of development in this section of the neighborhood. It is our opinion that additional apartment community type development would have, long term, negative impact on the stability of the neighborhood.

FIGURE 1

2. Will the proposed density, types of land uses and range of square footages permit adequate light and air both on and off site?

The targeted max overall density is **11.89 DU/AC**. Planned densities and site layout and orientation of structures has been planned to permit access to light and air within and outside the proposed development boundaries.

3. Are the permitted uses, bulk requirements and required landscaping appropriate to the type of development, the neighborhood and the community?

Permitted and allowed uses, including bulk and dimensional standards, and required landscaping are appropriate to the development as planned, the surrounding adjacent neighborhood and the community at large.

4. Are the proposed ingress/egress points, traffic circulation, parking areas, loading and service areas and pedestrian areas designed to promote safety, convenience and ease of traffic flow and pedestrian movement both on and off the site?

The transportation network, including access, circulation, parking, and pedestrian facilities have been designed to promote safety, convenience, and ease of mobility both on and off site. Attached and detached sidewalks have been provided throughout in accordance with approved private and public ROW cross sections.

5. Will the proposed development overburden the capacities of existing streets, utilities, parks, schools and other public facilities?

The proposed development will not overburden the capacities of existing streets, utilities, parks, schools, or other public facilities. Where impacts to any of these municipal services and/or infrastructure occurs or is planned, the appropriate fees in-lieu of dedication, or public improvements shall be provided to offset or otherwise mitigate the respective impact.

6. Does the proposed development promote the stabilization and preservation of the existing properties in adjacent areas and surrounding residential neighborhoods?

The proposal does not introduce any destabilizing effects, impacts, or influences into the adjacent areas or surrounding neighborhoods. The project introduces new housing inventory and options within the area. the new housing options allow choices for existing residents to move “upward and inward” inward within the same community. Moving upward and inward means local residents currently living in the area have the ability to acquire housing for lease or purchase within the community rather than searching and ultimately moving elsewhere which is a form of consumer/resident disinvestment from the community.

Conversion of the existing campus to a residential community has the effect of increasing existing home values, creating increased interest in the community for those within and without, creates opportunities for business growth and development to meet the demands of newer and existing residents, and creates certainty in the future economic and social health of the neighborhood.

7. Does the concept plan show how any potentially detrimental use to use relationships (e.g. commercial use adjacent to single-family homes) will be mitigated? Does the development provide a gradual transition between uses of differing intensities?

Existing adjacent and surrounding uses are primarily mixed density residential with commercial uses located along the Academy corridor and on the east side of Murray Blvd at the intersections of Airport and Fontaine Blvd. The proposed Chapel Heights residential development is consistent with and compatible to existing land uses in terms of character and density. No detrimental use to use relationships are identified on the plan.

Surrounding land uses along the east side of Academy Blvd from Airport Road on the north to Fontaine Blvd on the south include: Memorial Gardens Cemetery and Funeral Home, vacant Sam's Club Wholesale Tire/Battery, self-storage mini warehouse, Front Range Honda, and The Boing Company which are located. Uses adjacent to the development area include: Prairie Grass Park, Pine Creek Village Apartments Colorado Springs Sand Creek Police Substation, , Residential uses along Murray Blvd Between Airport Rd (north) and Fontaine Blvd (south) include: Stratus Apartments, Windmill Apartments, Cima Vista Condominiums, Crestline Heights Subdivisions Fil. Nos 2, 3, 4, & 5 (single-family detached residential), Sandpiper Sub Fil. No. 1, Firefly Condominiums, Bellaire Ranch Apartments Community, and the Antero Apartment Community. Commercial uses located at the southeast corner of Murray Blvd. and Airport Rd. include: Loaf N Jug gas station and convenience store, coin operated car wash, and other multi-tenant retail uses. Commercial uses located at the northeast corner of Murray Rd and Fontaine Blvd. include: the Safeway Center with a grocery store, gas station, and multi-tenant retail uses.

8. Is the proposed concept plan in conformance with all requirements of this Zoning Code, the Subdivision Code and with all applicable elements of the Comprehensive Plan?

The proposal is in general conformance with the applicable portions of the City of Colorado Springs Zoning Code, the Subdivision Code and with all applicable elements of the Comprehensive Plan.

The property is located in the Gateway Park Neighborhood which is categorized as an Established Suburban Neighborhood on the PlanCOS Vibrant Neighborhoods Framework Map.

FIGURE 1

The area is characterized as no longer undergoing active development or implementation of privately initiated master plans. New development in these areas is encouraged to focus on creating/maintaining “safe connections into and within these neighborhoods”. The Plan promotes the support and enhancement of the existing character of the affected neighborhood in a manner that supports ongoing investment and improved adaptation to socio-economic change in the immediate and surrounding community.

The Chapel Heights Concept Plan provides opportunity to establish additional pedestrian and vehicular connections into and through the existing and planned portions of the community. A new east/west residential collector is planned to provide vehicular access through the site will extend from Academy Village Loop on the west to Murray Blvd on the east. This planned roadway will include accessible 5’ detached sidewalks for pedestrian circulation within and through the site. The development is planned for compatibility of the proposed densities and land use orientation for and within existing adjacent residential land uses. The goal is to integrate into the surrounding neighborhood and street network and not become an isolated island.

The Plan also characterizes the area with “**Cornerstone Institutions**” and “**Life and Style**” economic typologies as depicted on the Thriving Economy Framework Map. The goal of the Cornerstone Institutions typology is to support, reinforce, and expand these cornerstone institutions and to connect and integrate them within the larger community. According to the Plan, these goals can be accomplished through continued investment in quality infrastructure, integrating these campuses within surrounding neighborhoods, and collaborative approaches to meet workforce needs such as nearby attainably-priced housing.

Approval of the Chapel Heights concept plan in support of the planned development is consistent with the **Cornerstone Institutions Framework** goals of providing attainably priced housing near core educational, medical, aviation, and military institutions. The project is within close proximity and access to Fort Carson, Peterson Airforce Base, Pikes Peak Community College, Intellitec College, Everest College, numerous public, private, and charter, K-12 educational institutions, shopping and services located along and nearby the Academy and Powers corridors.

The **Life and Style** typology includes the large retail and service sector activities that serve the daily needs of local residents and businesses generally located along or near corridors, neighborhood, and/or community activity centers. The planned Chapel Heights rezone and housing development supports this typology by providing housing to support an increased neighborhood population that will in

increase the demand for the goods and services supplied by local businesses in the surrounding area.

The following policies and goals of the Plan are cited in support of the Chapel Heights Zone change:

[Policy VN-2.A: Promote neighborhoods that incorporate common desired neighborhood elements.](#)

Strategy VN-2.A-3: *Support land use decisions and projects that provide a variety of housing types and sizes, serving a range of demographic sectors, and meeting the needs of residents and families through various life stages and income levels.*

The Chapel Heights concept plan will support development of approximately 450 units of attainable housing with a mix of residential densities which include: detached single family, attached (townhome) single-family, duplex, and attached and studio units are provided as rental units.

[Policy TE-1.C: Leverage the city's livability as a workforce and economic driver.](#)

Strategy TE-1.C-3: *Ensure an adequate supply of [attainable housing](#) for the workforce across all industries, and that it is conveniently located near hubs of employment and/or public transportation.*

The goal of this typology is to support, reinforce, and expand these cornerstone institutions and to connect and integrate them within the larger community. Ensuring these institutions remain strengths for Colorado Springs while also integrating into surrounding neighborhoods is a focus of this Plan. This can be accomplished through continued investment in quality infrastructure, integrating these campuses within surrounding neighborhoods, and collaborative approaches to meet workforce needs such as nearby attainably-priced housing.

The rezone and proposed development of the Chapel Heights housing development will provide housing opportunities for the region's workforce that is conveniently located to the referenced institutions and provide additional consumers and target customers and markets in support of the surrounding businesses.

[Policy TE-2.C: Enhance the physical environment by creating new amenities that help attract and retain new businesses and residents.](#)

Strategy TE-1.C-5: Provide for convenient access to quality goods and services that support major employment areas, through a combination of

proactive and responsive planning, zoning, and development approval actions.

Approval of the Chapel Heights project will provide housing for future markets and patrons in support of the goods and services that are located adjacent to and in proximity to the planned development area.

OTHER SITE CONSIDERATIONS:

A. Open Space

A minimum 4.2 acres (10%) of the 42.02-acre site will be developed as planned open space. Final open space acreages will be cumulative of open space provided from each development area and phase in lieu providing 10% open space per identified development area. Multifamily Area E (7.97 AC) will be provided with a minimum 15% open space (1.20 AC) to meet the multifamily development open space standards of the Code. This open space will be net of overall PUD open space requirements. This approach will accommodate a higher quality comprehensively planned open space.

1.45 acres of open space is provided on the concept plan in the form of perimeter buffers located within the identified landscape setbacks. An additional 1.97-acre area (Area F) is designated for a private community center and open space. The program for the private community center and open space will be provided with the development plan for Area F. Additional open space will be provided with each development area. It is anticipated that the final open space acreage will exceed the minimum 10% required within a PUD.

B. Access

Access for the site is via a planned collector connecting Academy Park Loop on the western property boundary and Murray Boulevard on the east. Offsite improvements will be limited to curb, gutter, sidewalk, and pedestrian ramps that cause a public safety hazard along Academy Park Loop, Chapman Drive, and Murray Boulevard. Fire and emergency access into the site will be from the main collector/spine roadway (planned residential collector within a 57' ROW from Murray Blvd. on the east and Academy Park Loop on the West. Planned building groups and development areas will be accessible from roadway connections from this spine.

C. Public Amenities

Sidewalks for pedestrian circulation throughout the site will be dedicated as part of the roadway dedication process. Internal sidewalks provide connections to the adjacent roadway network which provides pedestrian access to the Sand Creek Regional Trail network, Prairie Grass Park, and Wildflower Park facilities located within one-half mile of the site.

D. Site Grading

Grading and erosion control plans prepared in accordance with the Engineering Criteria Manual Vol. II have been prepared and submitted in support of this

residential development. Erosion control BMP's will be installed, maintained, or otherwise implemented during construction phases through required reclamation and revegetation periods.

E. Existing Utilities

Existing utility connections which provided services to the former Nazarene Bible College on the site will be abandoned in favor of installation of new service/distribution lines. Existing infrastructure on the site is antiquated and not properly sited to support the proposed residential development. Utility plans will be reviewed for conformance with the regulating authorities' specifications and requirements. All utility service-related infrastructure and appurtenance will be dedicated to the appropriate utility provider for future ownership and maintenance.

F. Site Domestic Water/Wastewater Service

Domestic water and wastewater service will be provided by Colorado Springs Utilities (CSU) in accordance with its permitting processes.

G. Site Drainage and Stormwater Management

Stormwater is planned to be collected, stored, treated, and conveyed/released from the site via a system of stormwater inlets, curb/gutter, grass/natural swales into full spectrum detention/stormwater facilities.

H. ISSUE LIST

City Planning Staff expressed concerns about development phasing during the pre-application process and regarding rezoning the property from the SU/AO to the PUD/AO zoning district in support of residential development.

The project is divided into four development phases. Phase I consists of single-family detached units, duplex (attached) units, and 3-unit & 4-unit townhome units in Areas A & C concurrently. Phase II consists of townhome unit development, community center and associated open space; Phase III: detached (single-family) units; Phase IV: duplex units.

Development and PUD zoning and plating entitlements will begin with Phase I. Phases II-IV will occur in response to local housing market demand. Full buildout is anticipated by the applicant to occur within 4-5 years of Phase I completion.

The SU/AO zoning of the property was to authorize a special use for a religious institution and private school (Nazarene Bible College). This special use will be removed and replaced with the PUD zoning as depicted on the submitted Chapel Heights PUD Plan.