



COTTAGES AT SPRING CREEK

Planning Commission February 12, 2025

Staff Report by Case Planner: Allison Stocker, AICP



Quick Facts Project Summary

Applicant
HR Green

Property Owner
Desirable Holdings LLC

Address / Location
0 S Union Blvd

TSN(s)
6428400027

Zoning and Overlays
Current: PDZ
Proposed: PDZ

Site Area
16.71 Acres

Proposed Land Use
Residential

Applicable Code
UDC

A zone change consisting of 16.71 acres located at the intersection of South Union Boulevard and South Circle Drive from PDZ (Planned Development Zone; single-family residential; maximum density of 5.37 dwelling units per acre; maximum building height of thirty (30) feet) District to PDZ (Planned Development Zone; residential; maximum density of twelve (12) units per acre; maximum building height of thirty (30) feet) District.

Establishment of the Cottages at Spring Creek Land Use Plan for proposed residential development consisting of 16.71 acres located at the intersection of S Union Blvd. and S Circle Dr.

File Number	Application Type	Decision Type
PDZZ-24-0004	PDZ Zone Change	Quasi-Judicial
LUPL-24-0014	Land Use Plan	Quasi-Judicial

Revised 2/13: Revised site acreage to be consistent with Zoning Change Legal Description and Exhibit.

Prior Land-Use History and Applicable Actions

<i>Action</i>	<i>Name</i>	<i>Date</i>
Annexation	Solar Village Addition	May 1981
Subdivision	Unplatted	
Master Plan	Spring Creek Master Plan	
Prior Enforcement Action	N/A	

Site History

The subject property consists of 16.71 undeveloped acres within south Colorado Springs. When the property was annexed into the City, the property was zoned A (Agriculture) as a holding zone until a clearer plan for the property was decided on. It was not until 2006 that the property was rezoned. Ordinance 06-09 established the property as a “Planned Unit Development” which allowed single-family detached residential with a thirty (30) foot tall height maximum. The overall allowable density established by the Ordinance was 5.37 dwelling units per acre.

The proposed zone change of Planned Development Zone (PDZ) to Planned Development Zone (PDZ) is to allow an increase in the overall density and to remove the specific housing product (single-family detached) from the district. The Applicant is requesting a higher density of twelve (12) units per acre and the flexibility to develop any residential housing product that can meet the allowable density cap. While it is anticipated that the Applicant will be submitting the associated development plan within the next few months, the zone change is intended to allow further flexibility for the developer to have the flexibility to decide on the exact housing product type they prefer based on market demands.

The zone change application was accompanied by a land use plan which establishes the basic land use configuration, ingress / egress, required landscape buffers, and includes notes pertaining to required improvements. Further detail on the site will be evaluated at time of the development plan submittal.

Applicable Code

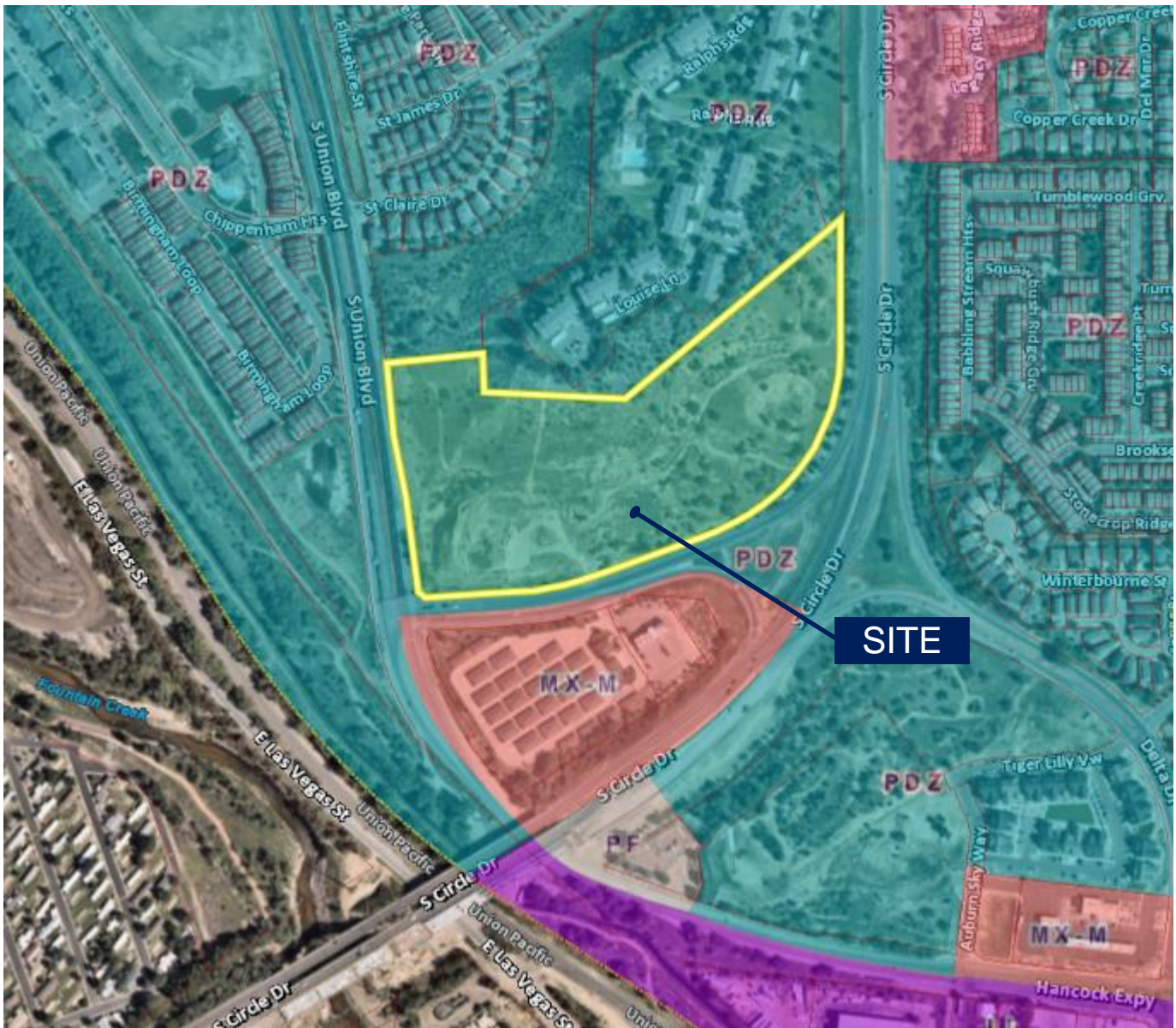
The subject applications were submitted after the implementation date (06/05/2023) of the ReTool project, and as such, the applicant is required to comply with all applicable UDC standards. All subsequent references within this report that are made to “the Code” and related sections are references to the Unified Development Code.

Surrounding Zoning and Land Use

Adjacent Property Existing Conditions

	Zoning	Existing Use	Special Conditions
North	PDZ	Residential	Major Grade Changes
West	PDZ	Residential	
South	MX-M	Self-Storage / Car Wash	S. Circle Dr Interchange
East	PDZ	Residential	

Zoning Map



Stakeholder Involvement

Public Notice

Public Notice Occurrences (Poster / Postcards)	2 Occurrences
Postcard Mailing Radius	1000 feet
Number of Postcards Mailed	545 Postcards
Number of Comments Received	4 Comments Received

Public Engagement

The primary concerns raised by those who commented was the doubling of the maximum density and concerns that the rezone might lead to certain housing product types deemed undesirable. Those who commented are worried that the increased density could allow for the development of the “Cottages” style product, or other similarly dense product types.

Timeline of Review

Initial Submittal Date	October 2024
Number of Review Cycles	3 Reviews
Item(s) Ready for Agenda	January 2025

Agency Review

Traffic Impact Study

Traffic Engineering reviewed the Traffic Impact Study (TIS) and determined that the TIS was complete and provided the adequate information and analyses per the requirements of the Traffic Criteria Manual and Traffic Engineering staff. Analysis of future traffic conditions indicates that the addition of site-generated traffic is expected to create no negative impact on traffic operations for the existing and surrounding roadway system. Both proposed access point locations and spacing meet the City Traffic Criteria Manual.

As a part of a future Development Plan, the Developer will be required to restripe portions of South Circle Drive and portions of the Circle drive ramp. Additionally, the Developer will be required to remit \$75,000 for Union Boulevard and Circle Drive Ramp signal upgrades and modifications.

School District

No comments received.

Parks

Due to the proposed increase in residential density, the Parkland Dedication Ordinance has been triggered and as such, a preliminary review has been completed. It was found that the park land obligation for the Spring Creek Master Plan has been met and instead fees in lieu of parkland dedication shall be estimated at time of Development Plan and due at time of building permit.

SWENT

No major concerns identified.

Colorado Springs Utilities

No major concerns identified. Informational comments provided related to future Development Plan.

Planned Development Zone Change

Summary of Application

The subject property consists of 16.71 undeveloped acres located just north of the South Circle and South Union interchange. When this site was zoned PDZ (Ord. 06-09), the approved plans allowed development of single family detached residential units with a maximum gross density of 5.37 units per acre. The only dimensional standard explicitly called out was the maximum building height which was set to a maximum of thirty (30) feet. The Applicant for this zone change application proposes to increase the maximum overall density to be twelve (12) units per acre and allow development of any unit type.

Application Review Criteria

- 1. The proposed rezoning is consistent with the goals and policies of the Colorado Springs Comprehensive Plan, with other plans and policies adopted by the City Council; and with the purpose statement of the proposed zone district(s).**

The proposed zone change was found to be in consistent with the goals and policies of PlanCOS. Further discussion on its compliance can be found below.

- 2. The rezoning will not be detrimental to the public interest, health, safety, convenience, or general welfare.**

During the administrative review of this application, a number of City review agencies reviewed this application for its compliance with City standards and to identify any possible issues with the proposal. City of Colorado Springs Police Department, the City Fire Department, City Traffic Engineering, and other agencies reviewed the application. No major concerns were raised with the proposed increase in density as it relates to public safety, public health, or general welfare.

- 3. The location of the lands in the zoning map area being amended are appropriate for the purposes of the proposed zone district(s).**

The proposed zone change is from PDZ to PDZ. The only substantive change to the PDZ includes an increase in density from 5.37 to twelve (12) units per acre. This proposed density is appropriate for the area as there are already numerous moderate density housing communities to the north, west, and south. These established residential communities consist of small lot single family detached, single family attached, and multi-family residential. While the exact type of housing product has not been identified by the Applicant, it is anticipated that the proposed density of the PDZ will encourage compatibility with the surrounding area.

- 4. If the application proposes to rezone a small area of land, the application demonstrates that the size, scale, height, and multimodal traffic impacts of the proposed rezoning are compatible with surrounding development or can be made compatible with surrounding development through approval conditions.**

N/A.

5. **If the application proposes to rezone a relatively small area of land, the application demonstrates that the change in zoning will not create significant dislocations of tenants or occupants of the property, or that any impacts are outweighed by other public benefits or progress toward other Colorado Springs Comprehensive Plan goals that would be achieved by approval of the application.**

N/A.

6. **If a Land Use Plan or amendment to a Land Use Plan accompanies the application, the Land Use Plan or amendment complies with the applicable criteria in in Subsection 7.5.514C.3 (Land Use Plan Criteria).**

See below discussion on the associated Land Use Plan and its compliance with the Land Use Plan Application Criteria.

7. **The application is consistent with any approved Concept Plans in the area for which the map is being amended or includes or is accompanied by a provision that approved Concept Plans that have been classified as implemented do not have to be amended in order to be considered consistent with an amended zoning map.**

N/A.

8. **If the application is for creation of an ADS-O district, the approval criteria applicable to the creation of the text of the ADS-O district in Section 7.2.607D.47.5.702 (Decision) shall also apply to consideration of the zoning map amendment required to create or amend the boundaries of the ADS-O district.**

N/A.

9. **If rezoning to a PDZ district, the proposed PDZ district provides significant community amenities or other benefits, as determined by the Manager, that promote the achievement of Colorado Springs Comprehensive Plan goals and would not otherwise be required of the applicant under this UDC or other City or governmental regulations.**

The proposed rezoning of PDZ to PDZ does not necessitate community benefits as the original rezoning to PDZ (Ord. 06-09) was completed prior to the implementation of the Unified Development Code.

10. **Complies with the additional standards of the base zone district where the property is located (see Article 7.2 (Zone Districts)) or in an overlay district that applies to the property (see Part 7.2.6 (Overlay Districts)).**

N/A.

After evaluation of the Cottages at Spring Creek Zone Change, the application meets the review criteria.

Summary of Application

The subject land use plan acts as the guiding document for the associated zone change. This plan establishes the PDZ's maximum density, addresses required notes from City Engineering and City Traffic and shows the basic configuration of the property. Further site detail will be provided in the future through the development plan application.

Application Review Criteria

If the Land Use Plan is submitted in connection with an application to establish a zone district or to change zone district boundaries shall be reviewed based on the following criteria:

A. Consistency with the Colorado Springs Comprehensive Plan and other plans and policies adopted by City Council;

The proposed zone change was found to be in consistent with the goals and policies of PlanCOS. Further discussion on its compliance can be found below.

B. Consistency with development standards the zone district in which the property is located, or would be located after a requested zone district change;

The land use plan was designed to be consistent with the proposed PDZ's dimensional standards. All other dimensional standards and development specific details will be fully reviewed at time of development plan submittal.

C. Compatibility with the land uses and development intensities surrounding the property;

The proposed land use within the PDZ is residential development to be no more than twelve (12) dwelling units per acre. This density is similar to that of surrounding established neighborhoods which consists of various housing product types. While the proposal is to rezone the PDZ to increase the density of the subject property, the overall area will not see a substantial increase in its overall density or change in neighborhood character.

D. Impacts of the permitted or requested uses, appropriate to the type of development, the neighborhood, and the community;

The proposed land use plan and it anticipated impacts are appropriate for the area and scope of the project. With the proposed maximum density of twelve (12) units pr acre, the project is anticipated to have approximately two hundred (200) new residential units. The proximity of the project to three (3) major arterials or expressways will assist the flow of traffic to and from the site and allow future residents with easy paths of travel to work and to access goods and services.

E. Adequacy of proposed ingress/egress points and traffic circulation, both on and off the site;

Significant effort was taken by City Engineering and City Traffic Engineering in their review of this land use plan to identify areas of improvement that need to be addressed prior to development. Within the land use plan there are

notes that describe the required striping improvements for adjacent roadways that lead to ingress / egress points, improvements for local traffic signals, and public infrastructure such as site adjacent sidewalks and curb/gutters. These improvements will alleviate any possible conflicts between the new development and the existing traffic patterns. Further review of these improvements will be completed at time of development plan submittal.

F. Capacity of the existing streets, utilities, parks, schools, and other public facilities to serve the proposed development;

Besides the required roadway and infrastructure improvements discussed immediately above, the site was reviewed for school, park, and utility capacity. No comments were received from School District 2 and only informational comments were provided by Utilities. Further review of utility connections will be reviewed at time of development plan submittal. Fees in lieu will be required per the Parkland Dedication Ordinance as the Spring Creek Master Planned area has meet its parkland obligation already.

G. Promotion of transitions in height, intensity, or character between proposed non-residential or mixed-use development and nearby low-density residential zone districts.

The subject property is in a unique location as it is surrounded on three sides by major roadways including S. Circle to the east and south and S. Union Blvd to the west. The north portion of the subject property and the property immediately to the north consists of substantial slopes uphill. The structures on the property to the north are expected to sit approximately eighty (80) feet lower based on SpringView's contour mapping. The separation created by the existing slopes and the existing wide rights-of-way, the project is sufficiently buffered from the nearest development's and does not require significant transitions to be a logical fit for its location.

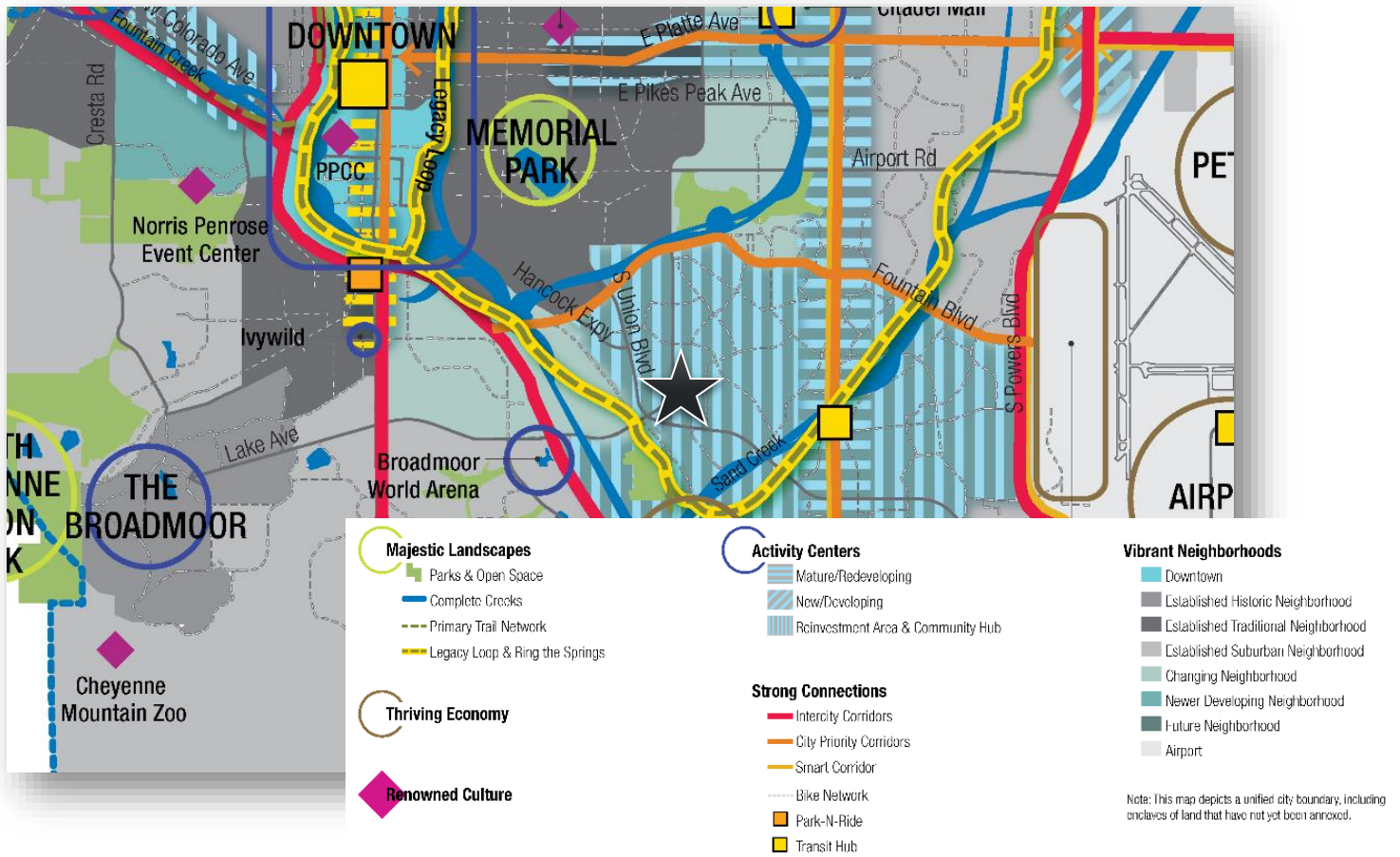
After evaluation of the Cottages at Spring Creek Land Use Plan, the application meets the review criteria.

Compliance with Relevant Guiding Plans and Overlays

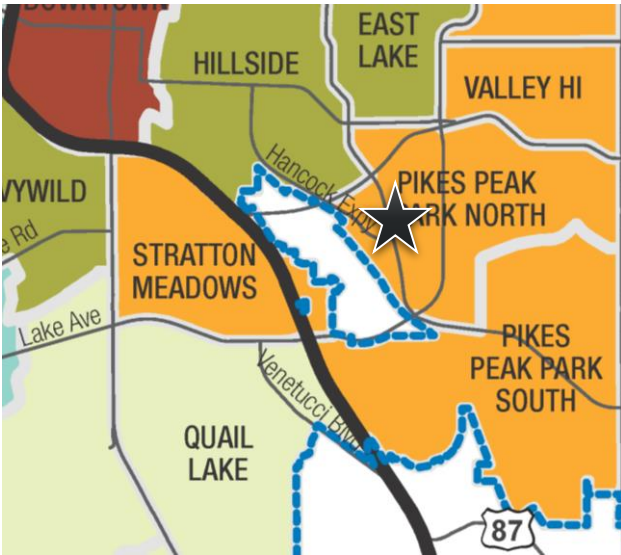
This project is located within the Spring Creek Master Planned area. The Master Plan version that was in place at the time when the property was zoned to PDZ with residential uses showed the subject property as "Residential". The latest version of the Master Plan shows the subject property as being set aside for "Commercial" uses. However, Staff analysis of the Master Plan and the properties therein, it was determined that this Master Plan is considered accomplished and built-out.

There are no other guiding plans or overlays that guide development of this property.

PlanCOS Vision



The subject property is located within the “Reinvestment Area and Community Hub” typology of the PlanCOS Vision Map. This map designates this property as an opportune location for development and promotes development activities that actively improve the public’s access to goods and services. Residential in-fill in this location will promote a wider variety of housing in a desirable area of town that is an easy distance to Downtown, I-25 and the Hancock Expressway.



Predominant Typology

- Downtown
- Established Traditional Neighborhood
- Newer Developing Neighborhood
- Established Suburban Neighborhood
- Changing Neighborhood
- Airport
- Established Historic Neighborhood
- Future Neighborhood

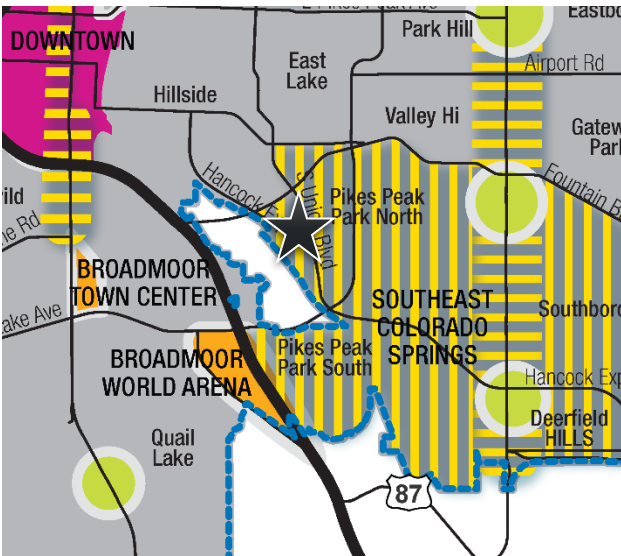
Vibrant Neighborhoods

The subject property is located within the Pikes Peak Park North neighborhood which has been classified as a “Changing Neighborhood” by PlanCOS. These neighborhoods are defined by the need for reinvestment and infill to greater support the existing residents and promote equal access to goods and services.

This project is supported by the following:

Goal VN-2: Strive for diversity of housing types, styles, and price points distributed throughout our City....

Strategy VN-2.A-3: Support land use decisions and projects that provide a variety of housing types and sizes...



Predominant Typology

- Neighborhood Centers
- Community Activity Centers
- Entertainment and Commercial Centers
- Regional Employment and Activity Centers
- Downtown
- Mature/Redeveloping Corridors
- New/Developing Corridors
- Reinvestment Area and Community Hub

Unique Places

The subject property is located within the “Reinvestment Area and Community Hub” typology which is defined by anticipated reinvestment, in-fill, and further interest from the broader public.

This project is supported by the following:

Policy UP-2.A: Support infill and land use investment throughout the mature and developed areas of the City.

Strategy UP-2.A-1: Encourage the development or redevelopment of vacant properties in the core area of the City using a combination of incentives, rezonings, and creative design solutions.

Strategy UP-2.A-4: Actively support ongoing and potential infill projects...

Statement of Compliance

PDZZ-24-0004 – Cottages at Spring Creek Zone Change

After evaluation of the Cottages at Spring Creek Zone Change, the application meets the review criteria.

LUPL-24-0014 – Cottages at Spring Creek Land Use Plan

After evaluation of the Cottages at Spring Creek Land Use Plan, the application meets the review criteria.