

**CITY PLANNING COMMISSION AGENDA**  
November 19, 2020

**STAFF: GABE SEVIGNY**

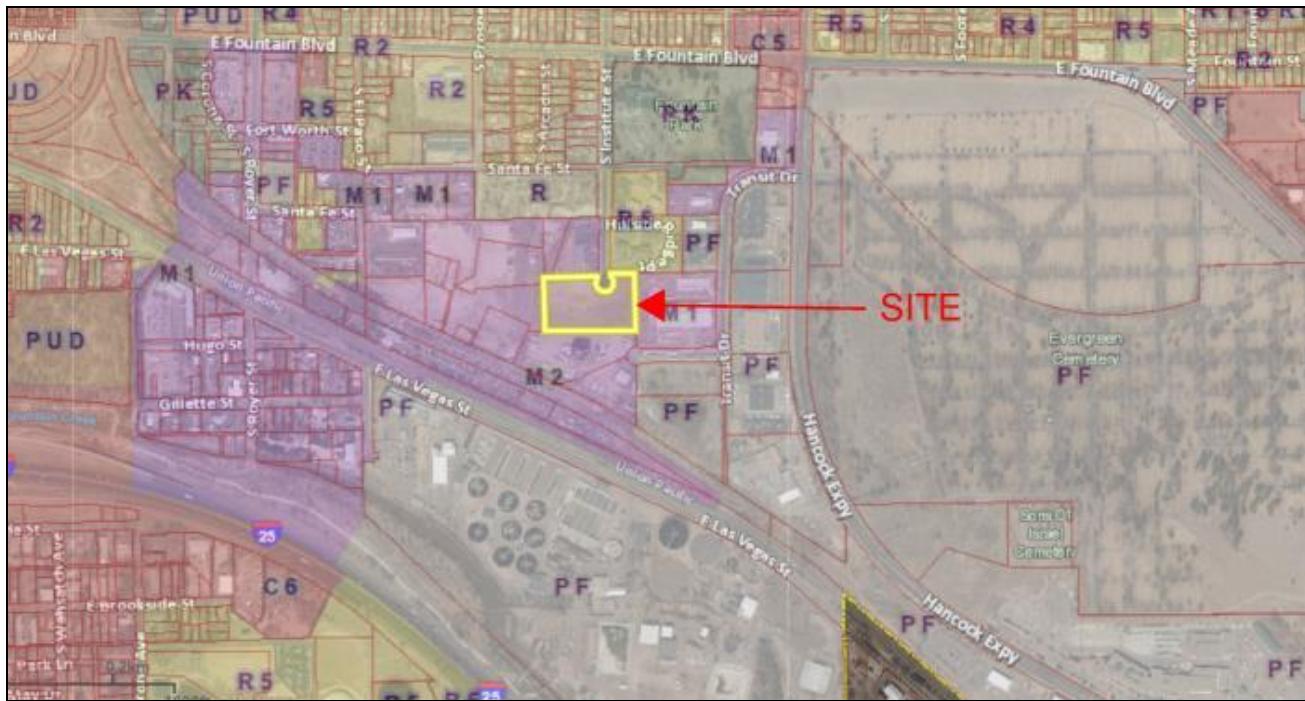
**FILE NO(S):**  
**CPC UV 20-00039 – QUASI-JUDICIAL**

**PROJECT:** COLORADO SPRINGS FOOD RESCUE

**APPLICANT:** COLORADO SPRINGS FOOD RESCUE

**OWNER:** COLORADO SPRINGS FOOD RESCUE

**CONSULTANT:** ALTITUDE LAND CONSULTANTS, KATIE WHITFORD



**PROJECT SUMMARY:**

1. **Project Description:** This project is an application for a use variance to allow a Social Service Center for a Neighborhood Food Center in an M-2 (Heavy Industrial) Zone District. The site is 3.46 acres and located at 1090 South Institute Street. (see "Development Plan" attachment)
2. **Applicant's Project Statement:** (see "Project Statement" attachment)
3. **Planning and Development Department's Recommendation:** Staff recommends approval of the application subject to technical modifications.

**BACKGROUND:**

1. **Site Address:** 1090 South Institute
2. **Existing Zoning/Land Use:** M2/Vacant
3. **Surrounding Zoning/Land Use:** North: M1 (Light Industrial) & R5 (Multi-Family Residential)/ Religious Institution/Multi-Family Residential  
South: M2 (Heavy Industrial)/Tire Processing

East: M1 (Light Industrial)/Warehouse/Outdoor Storage  
West: M2 (Heavy Industrial/Vacant)

**PlanCOS Vision:** According to PlanCOS, the project site is identified on the Vision Map (**see “PlanCOS Vision Map” attachment**) as an Established Traditional Neighborhood. The subject site and general area adjacent to the site is identified as moderate Changing Neighborhood on the Areas of Capacity and Change Map (**see “PlanCOS Areas of Capacity and Change Map” attachment**). The site is also located to be adjacent to a Community Asset hub identified on the Renowned Culture Framework Map (**see “PlanCOS Renowned Culture Framework Map” attachment**).

4. Annexation: The subject properties were annexed as part of the Re-annexation of the Southwest Annexation Area in 1980.
5. Master Plan/Designated Master Plan Land Use: Prospect Park Neighborhood, Operative, Commerical.
6. Subdivision: MT Washington Industrial Park Filing No. 2 Colorado Springs
7. Zoning Enforcement Action: No enforcement cases are active.
8. Physical Characteristics: The site is currently vacant, the south side of the site has a steep grade.

#### **STAKEHOLDER PROCESS AND INVOLVEMENT:**

After a submittal was received, the public process included posting of the site and sending postcards to 42 property owners to invite them to provide comments. To date, no comments in favor or opposition have been submitted to staff in regards to this request.

Staff also sent the plans to the standard internal and external review agencies for comments. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire, City Landscape, Police and E-911.

#### **ANALYSIS OF REVIEW CRITERIA/MAJOR ISSUES/COMPREHENSIVE PLAN & MASTER PLAN CONFORMANCE:**

##### **1. Review Criteria / Design & Development Issues:**

The applicant is a non-profit organization that supports the surrounding neighborhood and those less fortunate through a healing garden for psychological care, food distribution, and some recreational activities on the site. The mission of Colorado Springs Food Rescue (CSFR) is to cultivate a healthy, equitable food system in the greater Colorado Springs community. CSFR has partnered with the Hillside neighborhood for the past three years in the development of “Healthy Food Distribution” programs such as “The Hillside Hub”, “The Hub Club” “Farmacy & Fly (Food Systems Leadership for Youth)”, and “Cultivate 2020 (highlights mandates for the continued neighborhood-based integration of CSFR’s programs)”. The organization works with other non-profits such as, but not limited to, “The Lane, Bloom, Edmonson, Dakota & RNR Foundations”, “Relevant Word Ministries”, and “The Haseya Advocate Program”.

The proposal for the site includes: school field trips, a Harvest Celebration Event, community volunteering events, a community and healing garden, a commercial greenhouse, food distribution through a low-cost or no-cost design, office space, food sales, and a kitchen with patio for other events.

A use variance development plan has been proposed instead of a zone change and development plan because the particular proposal does not meet one certain use category in the Zoning Code. While general office, community garden, and commercial greenhouse are permitted uses in the M-2 zoning district, food sales, educational uses, and food distribution, and food sales are not permitted in the M2 zoning district. There is not another zoning district that would encompass and permit all the proposed uses. The variance of use for a Social Service Center is the closest and best use category for the proposal.

Social Service Center is defined as, “an establishment which provides services such as medical, dental or psychological care, distribution of food or clothing, hot meals or some recreational activities (but not overnight lodging) to persons in need due to poor economic circumstances, age

or social disability". Through a low-cost and no-cost food access program, CSFR is expected to support 700 families. Through the "Hub Club" program, CSFR is able to purchase bulk regionally-sourced fresh produce, and sells it at a wholesale rate through weekly pick-up. With the construction of the proposed 3,000 square foot gathering space, CSFR is expected to serve 50 families. CSFR is a part of a group that was awarded an innovative funding opportunity aimed at reducing incarceration in southeast Colorado Springs. Through partnerships and the educational portion of the proposed application, CSFR plans to create job training opportunities at "The Hub".

It is important to note that while the zoning code use is social service center, this does not allow any type of overnight accommodation on-site, nor any type of residential stay facility.

#### Development Plan/Site Layout

The Colorado Springs Food Rescue project (**see "Development Plan" attachment**) consists of a 1-story, 3,500 square foot office building, a 1-story, 2,800 square foot greenhouse, 2 shipping containers utilized for storage, 1 shipping container to be used for washing produce, 1 worm hut, a compost area, a community garden, and a healing garden. The proposal is in accordance with City Code Section *7.3.204: Office, Commercial, Industrial and Special Purpose Zone District Development Standards*. The setbacks for the M-2 (Heavy Industrial) zone as well as other M-2 design standards are met through the site design. Due to the geologic hazards, described below, there is an additional setback along the southern, or rear, property line.

From a site design and layout perspective, the Applicant has proposed connectivity at the front of the property with a 5-foot sidewalk along the full cul-de-sac and additional 5-foot gravel paths through the site. Due to the slope at the south, or rear, of the property, pedestrian access is not recommended. The applicant has also proposed a robust landscaping plan along the cul-de-sac of South Institute Street. The positioning of the trees and gardens will help screen the composting area, as well as trees placed in front of the greenhouse offer additional screening from neighboring properties. There is a requirement for 30 on-site parking spaces. The site contains 1 accessible parking space and 14 standard parking spaces, however, there is a shared parking agreement with Relevant World Ministries (RWM) that is adjacent to the north of this site for an additional 15 parking spaces to include permission for bus parking for the field trip components. The RWM site was reviewed for capacity and staff as found the site suitable for over-flow parking.

#### Traffic

While the project site and envisioned land use did not warrant the preparation of a traffic impact study, the City's Traffic Engineering Division of Public Works (herein referenced as "Traffic") has reviewed the proposed conditional use development plan. Traffic has determined that the site design and layout affords adequate sightlines and queuing for vehicles entering and exiting the site as the proposed site sits at the end of the cul-de-sac of South Institute Street and the site is the only parcel with access to the cul-de-sac.

#### Drainage

The proposed development will disturb under 1-acre of land, therefore, detention and water quality is not needed. The proposal is in conformance with Colorado Springs Drainage Criteria Manual Volumes I and II and consistent with best engineering practices. Runoff generated onsite will not adversely affect downstream or surround development.

#### Geohazards

Engineering Development Review Division (EDRD) reviewed the latest revised geologic hazard report and found it acceptable. The revised report included two cross-section across the site and the slope stability analysis calculated a factor of safety of 1.5 to 2.0, meeting the minimum 1.5. It also recommended structures be at least 25' from the existing edge of the slope to maintain the minimum 1.5 factor of safety. This 25' setback is shown on the development site plan and it appears the structures are outside the 25' setback. As of the last review, the City has not

received Colorado Geological Survey's (CGS) comments on the revised report. Prior to approving the geologic hazard report, the report may have to address any remaining CGS comments.

The development parameters outlined above reinforce why this project will be a good infill development. City Planning staff finds that the proposed plan, as stipulated, is in conformance with the use variance and development plan review criteria from City Code Section 7.5.803.B and 7.5.502.E.

2. Conformance with PlanCOS

Staff has evaluated the proposed application for conformance with the City's current comprehensive plan (herein referred to as "PlanCOS"). According to PlanCOS, the project site is identified on the Vision Map (**see "PlanCOS Vision Map" attachment**) as an Established Traditional Neighborhood. The subject site and general area adjacent to the site is identified as moderate Changing Neighborhood on the Areas of Capacity and Change Map (**see "PlanCOS Areas of Capacity and Change Map" attachment**). The site is also located to be adjacent to a Community Asset hub identified on the Renowned Culture Framework Map (**see "PlanCOS Renowned Culture Framework Map" attachment**).

*Community Asset Attributes and Recommendations:* *Provide lifelong learning opportunities, increase connections with surrounding neighborhoods, offer space for creative expression, serves as focal point of Unique Places, and encourage community engagement.*

*Objective LU 3: Develop A Mix of Interdependent, Compatible, and Mutually Supportive Land Uses*

Over the past several decades, the location and design of development have created a pattern of isolated, disconnected, single-purpose land uses. An alternative to this type of land use pattern is one that integrates multiple uses, shortens and reduces automobile trips, promotes pedestrian and bicycling accessibility, decreases infrastructure and housing costs, and in general, can be provided with urban services in a more cost-effective manner.

*Objective LU 4: Encourage Infill and Redevelopment*

Encourage infill and redevelopment projects that are in character and context with existing, surrounding development. Infill and redevelopment projects in existing neighborhoods make good use of the City's infrastructure. If properly designed, these projects can serve an important role in achieving quality, mixed-use neighborhoods. In some instances, sensitively designed, high quality infill and redevelopment projects can help stabilize and revitalize existing older neighborhoods.

*Policy RC-6.A: Reinforce the City's Defining Institutions and Community Assets as hubs of educational activity.*

*Policy RC-6.B: Support a network of public resources, schools, community centers and other Community Assets that address the city's educational and training need and also function as places for community activity.*

The Colorado Springs Food Rescue is an infill and development project that takes a vacant site and promotes different uses to serve a mixed-use neighborhood. Reduce automobile trips as the site is within walking distance of the neighborhood it serves by providing alternative food options at a low or no cost to the patron. The proposal offers education and training for gardening and other techniques. There is a Healing Garden to address violence against Native Women, thus supporting a Unique Place. This project is in compliance with and supports the comprehensive plan.

1. Conformance with the Area's Master Plan:

Prospect Park Neighborhood is operative and identifies the general area as commercial. While the proposal does offer educational uses, volunteering and special events, and a community

garden that may not be commercial in nature, the other uses of offices, food sales, and a commercial greenhouse support a commercial use for the general area.

**STAFF RECOMMENDATION:**

CPC UV 20-00039 – USE VARIANCE DEVELOPMENT PLAN

Approve the Colorado Springs Food Rescue Use Variance Development Plan, based upon the finding that development plan complies with the use variance and development plan review criteria in City Code Section 7.5.803.B and 7.5.502.E, subject to the following technical modification:

1. Update note 10, the geologic hazard disclosure statement, to the current City Code 7.4.507. It is missing the hazards identified in the report.

This property is subject to the findings summary and conclusions of a Geologic Hazard Report prepared by \_\_\_\_\_ dated \_\_\_\_\_, which identified the following specific geologic hazard on the property: \_\_\_\_\_. A copy of said report has been placed within file # \_\_\_\_\_ or within the subdivision file \_\_\_\_\_ of the City of Colorado Springs Planning and Development Team. Contact the Planning and Development Team, 30 South Nevada Avenue, Suite 105, Colorado Springs, CO, if you would like to review said report.

2. Delete note 12.
3. Approval of the Geological Hazard Report by Colorado Geological Survey (CGS) required prior to building permit.