

**DOWNTOWN REVIEW BOARD AGENDA
FEBRUARY 6, 2019**

STAFF: RYAN TEFERTILLER

FILE NO:
CPC CU 15-00124-A3MJ18 – QUASI-JUDICIAL

PROJECT: SPRINGS RESCUE MISSION PHASE 2 AMENDMENT

OWNER: SPRINGS RESCUE MISSION

CONSULTANT: ECHO ARCHITECTURE



PROJECT SUMMARY:

1. Project Description: This proposal is to amend the Springs Rescue Mission development plan to relocate the welcome center and kitchen/dining facility from the western edge of the campus to the east side of the campus. The property is zoned FBZ-COR (Form-Based Zone – Corridor Sector), is roughly 9 acres in size, has numerous addresses, and is located on the south side of East and West Las Vegas St. west of S. Tejon St. **(FIGURE 1)**
2. Applicant's Project Statement: **(FIGURE 2)**
3. Planning & Community Development Team's Recommendation: **Approval of the application with technical modifications.**

BACKGROUND:

1. Site Addresses: 1 through 33 W. Las Vegas St. (excluding 17 W. Las Vegas St.) and 11 through 19 E. Las Vegas St.
2. Existing Zoning/Land Use: FBZ-COR (Form-Based Zone – Corridor Sector) / The site is developed with a number of existing warehouse, administrative, and shelter buildings as well as significant private parking areas.
3. Surrounding Zoning/Land Use:
 - North: FBZ-T1 / light industrial and auto repair uses
 - South: FBZ-COR and C6 / light industrial, parks/open-space, and the I-25 corridor
 - East: FBZ-COR / light industrial and auto repair uses
 - West: FBZ-COR / light industrial and outdoor storage
4. Comprehensive Plan/Designated 2020 Land Use: Regional Center
5. Annexation: Town of Colorado Springs, 1872 and Dorchester Park Addition, 1966
6. Master Plan/Designated Master Plan Land Use: Imagine Downtown Master Plan (2009) and the Experience Downtown Master Plan (2016) / Activity Center
7. Subdivision: Fountain Creek Technological Park (1986), Pezoldt Sub (1986), and unplatted (a subdivision plat will be submitted and approved administratively before building permits are issued for the proposed buildings)
8. Zoning Enforcement Action: None
9. Physical Characteristics: The site is flat and is developed with multiple existing buildings and private parking lots.

STAKEHOLDER PROCESS AND INVOLVEMENT:

Upon submittal of the applications in early November 2018, postcard notices were sent to 148 property owners within 1,000 feet of the site and posters were posted at the site announcing the formal submittal of the application. Notices will again be mailed and posters posted on the site prior to the public hearing at the Downtown Review Board. Staff has not received any formal emails or letters regarding the proposed project. All standard City Agencies have reviewed the application including: Colorado Springs Utilities, Water Resource Engineering, City Engineering, the Fire Department, Parks Department, the City Surveyor, Floodplain Administration, and others. All Agency comments have been addressed or are included as technical modifications at the end of this report.

ANALYSIS OF REVIEW CRITERIA AND MAJOR ISSUES

When the Downtown Colorado Springs Form-Based Code (FBC) was adopted in the summer of 2009 there were only a few uses that required the Downtown Review Board's approval of a

conditional use permit (e.g. auto repair, bars, detention facilities, sexually-oriented businesses, and others). However, shortly after the FBC's adoption there was considerable discussion among downtown stakeholders about the prospect of a new homeless campground or shelter downtown. The FBC, as adopted, did not specifically address human service facilities. Therefore, Staff moved quickly to amend the City's human service establishment regulations to apply to the downtown form-based zone. This code amendment, approved in April of 2010 via ordinance 10-42, requires approval of a conditional use permit for human service shelters in the form-based zone. However, it should be noted that the proposed application is being reviewed as a major amendment to a previously approved conditional use development plan; the amendment does not add any additional shelter beds nor add any services that weren't already approved by the Downtown Review Board as part of previous Conditional Use applications.

The Springs Rescue Mission has operated on the southern edge of downtown Colorado Springs since 1998. In addition to their residential shelter for the local homeless population, the Springs Rescue Mission (SRM) provides meals, counseling, education, and other services to those in need. Over the last number of years, the need for services and SRM's resources have both grown. In January of 2016 the Downtown Review Board granted approval to SRM to move forward with a major expansion of their campus including a new day center, 150 bed permanent shelter, a welcome center, and a new kitchen/cafeteria. The shelter beds were completed by the end of 2016 and the day center opened in the spring of 2017 but fundraising and planning efforts continue for the welcome center as well as the kitchen/cafeteria. More recently, the Downtown Review Board approved the addition of 150 new shelter beds at 25 W. Las Vegas in September of 2018.

These past approvals helped the City respond to the growing homelessness issue. In addition to improving the obvious life, safety and welfare risks that unsheltered persons face day to day, the City has been empowered to enforce no-camping regulations since all available local shelter beds exist. Providing adequate shelter bed capacity not only saves lives, it helps address one of the most visible and often-cited community desires: the need to address homeless camping along public trails, creeks, and other public spaces.

The Springs Rescue Mission has made significant efforts over the years to establish positive relationships with surrounding business owners and the residents of the Mill Street neighborhood to the north. And while problems and concerns still exist, the efforts to create a comprehensive social service campus on Las Vegas are intended to minimize impacts to the surrounding neighborhood.

While the proposed major amendment does not trigger a new Conditional Use permit, the changes to the site must be evaluated using the Form-Based Code standards and guidelines. The primary element of the proposed plan is the relocation of the previously approved Welcome Center and Kitchen/Dining Facility from the west edge of the campus to the east side. This change was initiated for a couple reasons: 1) to minimize soil and groundwater issues that were revealed during the construction of the Greenway Flats project just west of the original location; and 2) the new location on the east side of the campus has a better relationship to the new 150 bed shelter at 25 W. Las Vegas and keeps much of the user traffic closer to Tejon and away from the surrounding neighborhood.

One action that the City has led to improve quality of life in the area around the Springs Rescue Mission is the update to the 2003 Mill Street Master Plan. While the new master plan for the area is still working its way through the approval process, it has been considered for this application. As stated previously, the proposed relocation of the Welcome Center and

Kitchen/Dining facility to the eastern edge of the campus is intended in part to minimize impact on neighboring properties and the neighborhood as a whole. Additionally, the requested Warrant from the FBC's building envelope standard will help alleviate congestion and queuing issues along the Las Vegas St. right-of-way. Ultimately, Staff finds that the proposed amendment will positively affect quality of life issues in the area – a key goal of the new plan.

Before the proposed major amendment can be approved, a Warrant must be granted by the Downtown Review Board to grant relief from numerous FBC standards. Specifically, relief is needed from:

- Section 2.3.3 Building Envelope – to allow the new Welcome Center to be approximately 17 feet from the front property line where zero feet is the standard for a civic building.
- Section 2.4 Signage – to allow a sign at the Welcome Center that exceeds the allocation available by the City-wide sign code and allows the signage to be on a free-standing fence/screen element.

The requested building envelope relief is largely justified by the need to provide adequate client queuing and bike storage as the front of the property. Full compliance with the zero foot setback at Las Vegas would create frequent obstruction of pedestrian traffic along the sidewalk and could even create traffic hazards in the roadway itself.

The Signage Warrant is necessary for three reasons: 1) Sign allocation is based partially on building width and the proposed Welcome Center is fairly narrow allowing only modest sign size; 2) the sign allocation is also based on the fact that the Springs Rescue Mission is considered a “civic use” which also provides only modest sign allocation; and 3) that a relatively large and prominent sign is needed to make sure the clients of the facility know where they are to go to enter the campus – this will help minimize impact to the surrounding properties.

A Warrant is evaluated using the following criteria:

1. Is the requested warrant consistent with the intent of the Form-Based Code?
2. Is the requested warrant, as well as the project as a whole, consistent with Section 4 – Design Guidelines of the form-based code?
3. Is the requested warrant reasonable due to the proposed project's exceptional civic or environmental design?
4. Is the requested warrant consistent with the Imagine Downtown Master Plan?
5. Is the requested warrant consistent with the City's Comprehensive Plan?

Planning Staff finds that the proposed application substantially complies with the required criteria. While multiple Warrants are necessary, both are justified given the use, the campus environment, and the desire to minimize impact on the surrounding area.

STAFF RECOMMENDATION:

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Approve the proposed major amendment and Warrants based on the findings that the Warrant criteria found in section 5.4.3. of the Form-Based Code will be substantially met once the following modifications are made:

Technical modifications to the development plan:

1. Update the legal description and property lines to reflect the most recent subdivision which modifies the lot lines so that the proposed Welcome Center does not cross any lot lines.
2. Correct the Amendment History Box to correctly cite the current application file number.
3. Address CSU standards regarding the gas main relocation, including separation and easement needs.
4. Address Water Resource Engineering needs to update the drainage report to meet all requirements for the site.
5. Add the following note regarding the need for a final landscape and irrigation plan: “a final landscape and irrigation plan shall be submitted and reviewed concurrent with building permit submittal and approved prior to issuance of a building permit.”