

CITY PLANNING COMMISSION AGENDA
JANUARY 20, 2022

STAFF: RYAN TEFERTILLER

FILE NOs:

A. - CPC MP 93-176-A6MN21 – QUASI-JUDICIAL

B. - CPC ZC 21-00132 – QUASI-JUDICIAL

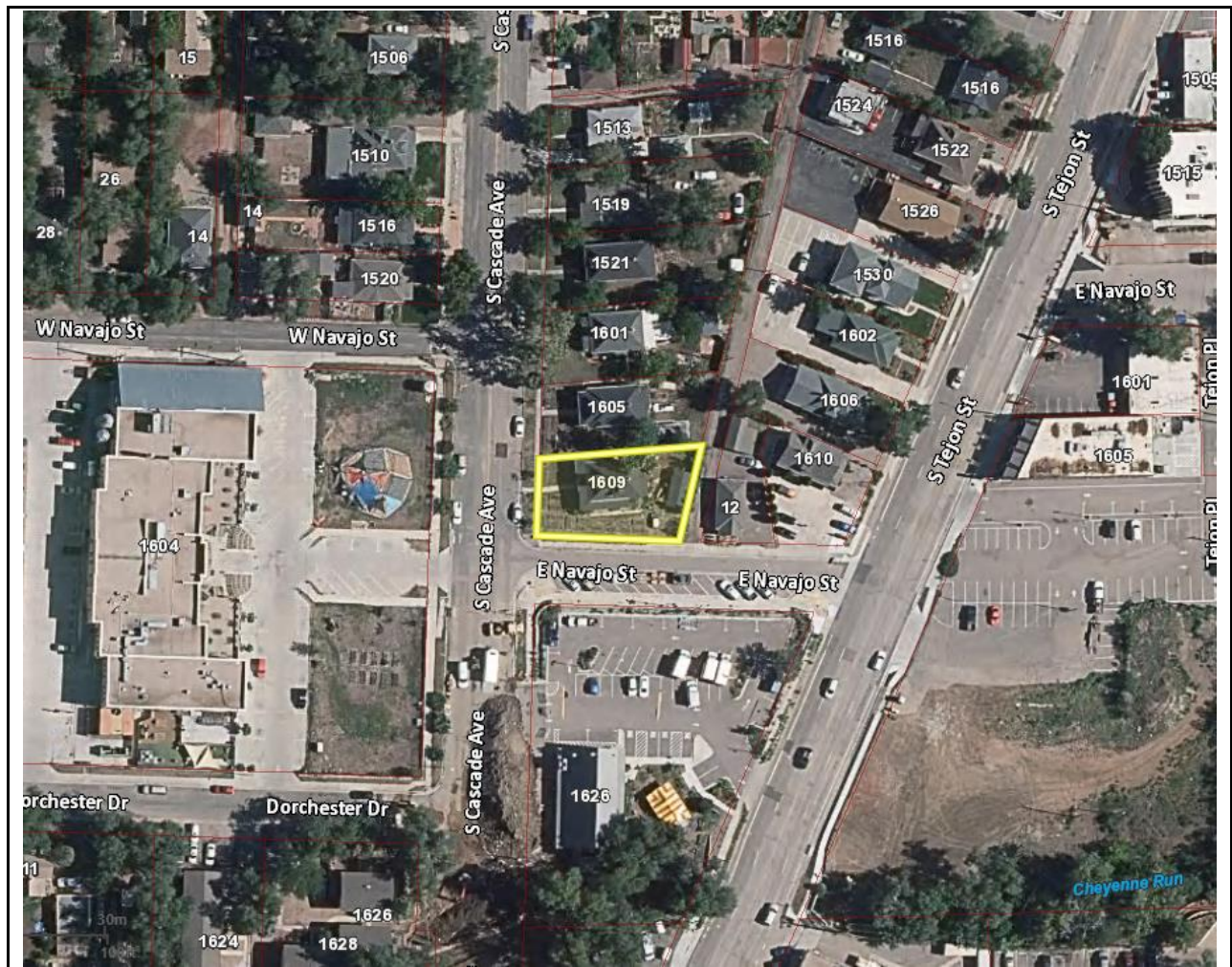
C. - CPC DP 21-00133 – QUASI-JUDICIAL

PROJECT: 1609 SOUTH CASCADE

OWNER: JOSEPH COLEMAN

DEVELOPER: JOSEPH COLEMAN

CONSULTANT: N.E.S. INC.



PROJECT SUMMARY:

1. Project Description: The subject applications were initiated to allow the existing residence at 1609 S. Cascade Ave. to be utilized for a professional office use. The proposed use requires a zone change from R2 (Two-Family Residential) to OR (Office Residential). A minor amendment to the Ivywild Master Plan was submitted to support the zone change, while a development plan illustrates minor changes to the site. The property is 6,700 square feet in size and is located at the northeast corner of S. Cascade Ave. and E. Navajo St. **(See FIGURE 1 for the project's Development Plan)**
2. Applicant's Project Statement: **(FIGURE 2)**
3. Planning and Development Team's Recommendation: **Approval of the applications with technical modifications.**

BACKGROUND:

1. Site Address: 1609 S. Cascade Ave.
2. Existing Zoning/Land Use: R2 (Two-Family Residential) / Single Family Home **(FIGURE 3)**
3. Surrounding Zoning/Land Use:
North: R2 / Single-Family Residential
South: C5 / Entertainment (arts theater)
East: C5 / Office, Restaurant, Commercial, Hospitality (under construction)
West: PUD / Brewery, Restaurant, Commercial (Ivywild School Commercial Center)
4. PlanCOS Vision: The subject property is found within the Ivywild Activity Center and is identified as a Mature/Redeveloping corridor on the edge of a "established traditional neighborhood". **(FIGURE 4)**
5. Annexation: Reannexation of the Southwest Annexation Area (1980)
6. Master Plan/Designated Master Plan Land Use: Ivywild Master Plan (originally adopted in 1993 but amended numerous times) / Single-Family Residential. Note – this project includes an application to amend the Ivywild Master to expand the Neighborhood Commercial land use designation to the north and west to include the subject property.
7. Subdivision: Maddocks Addition to Ivywild (1907)
8. Zoning Enforcement Action: none
9. Physical Characteristics: The site is relatively flat with an existing home (built in 1904) and typical residential landscape improvements.

STAKEHOLDER PROCESS AND INVOLVEMENT:

The initial department review comments were included in the Planning and Community Development review letter of September 7, 2021. Revised plans were submitted on December 13, 2021. For the most part the concerns and issues raised have been addressed by the revised plans and additional submittal information. Any outstanding issues are addressed in the required technical and informational modifications set out below.

The public process involved with the review of these applications included posting of the site and sending 182 postcards to all property owners within a 1,000-foot buffer area. Staff did not receive any input from stakeholders or nearby property owners in response to the public notice.

The application was reviewed by all standard City agencies including, Public Works, Traffic Engineering, Colorado Springs Utilities, Water Resource Engineering, Parks and Recreation, and others. All reviewers support the project; any remaining technical concerns are included as Technical Modifications at the end of this report.

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

1. Background:
The subject property is located in the Ivywild neighborhood just south of Downtown Colorado Springs. The area was platted and initially developed in the early 1900's. While much of the Ivywild area is zoned exclusively for single-family and two-family residential uses, the eastern edge of the area is a mix of zoning districts and uses. The Nevada corridor is nearly completely

zoned C5 (Intermediate Business) and is primarily occupied by commercial and auto-oriented uses. The Tejon corridor, just west of Nevada, is also zoned C5 and occupied by commercial uses, but most businesses are slightly less intense with a number of converted residences making up a portion of the west side of the street. One block further west, S. Cascade Ave., is to some extent the dividing line between residential uses to the west and non-residential uses to the east. The primary exception to this, however, is the Ivywild School Commercial Center which is immediately west of S. Cascade Ave. between W. Navajo St. and Dorchester Dr.

The subject property has been owned by Joseph Coleman since 2005. During that time, it has served as a residential rental property. Mr. Coleman has initiated the proposed applications in order to allow the property to be used for an office use.

2. Review Criteria / Design & Development Issues:

a. Project Details

The development plan (**FIGURE 1**) illustrates the removal of a detached garage to the east of the principal structure, the construction of an ADA accessible ramp, and the creation of five parking stalls accessed from the rear alley. The existing curb cut to E. Navajo St. will be closed and landscape improvements will be made throughout the site and the adjacent public right-of-way. Additionally, a 6-foot privacy fence will be installed along the north edge of the site. Internally, the structure will be remodeled to allow for an interior design office. The property will retain its residential character from the adjacent public realm.

b. Minor Amendment to the Ivywild Master Plan

The subject property is located within the Ivywild Master Plan area. The Plan was originally adopted in 1993 and has been amended a number of times in recent years. The master plan is largely made up of text describing the history and context of the neighborhood as well as identifying key goals and objectives to implement the plan. However, the plan also includes a number of maps and figures that provide site-specific designations and descriptions.

The proposed amendment updates three separate maps, one table, and the zoning map legend to add a description of the new OR zoning designation (**FIGURE 5**). This approach is consistent with numerous previously approved plan amendments. The three map changes are straightforward due in large part to the subject property being located in the extreme southeastern corner of multiple map designations.

Specifically, the Plan's Site Analysis Map (the first sheet of the amendment) currently identifies the site as being at the eastern edge of the "Creekside" area; the proposed amendment changes that designation to allow the site to be at the western edge of the "Cottage Commercial" designation. The second sheet of the amendment adjusts the Plan's Land Use Map to change the site's designation from "Single-Family Residential" to "Neighborhood Commercial." The third, and final map within the plan (found on sheet five of the amendment) adjusts the Plan's Zoning Map to reflect the proposed OR zone for the site.

An amendment to an existing master plan must be evaluated using the review criteria found in Section 7.5.408 of City Code. The criteria cover a wide range of issues including consistency with PlanCOS, positive land use relationships, adequate public facilities including recreation, education and utility services, organized and sufficient transportation opportunities, and consistency with the City's environmental goals. The last master plan criterion, fiscal considerations, is not applicable for minor master plan amendments.

Planning Staff have reviewed the required master plan criteria. Given the small size of the subject property (6,700 square feet) relative to the Plan area as well as the site's adjacency to the non-residentially designated areas of the plan, it is easy to conclude that the proposed changes are consistent with the required master plan amendment criteria.

c. Zone Change from R2 to OR

The proposed zone change application would replace the existing R2 (Two-Family Residential) zone district with the OR (Office Residential) zone designation. The OR zone district is described in City Code as a “transitional zone district accommodating a variety of residential unit types and offices. The zone is directed to smaller office sites which need a careful evaluation of use-to-use compatibility such that the stability and value of the surrounding neighborhood is best protected.”

The subject property is currently bordered by non-residential zone districts on three of four sides. The Ivywild School Commercial Center (zoned PUD) is to the west, while C5 properties are located to the south (Milibo Art Theater) and east (multiple real estate, legal, and personal improvement service uses). The proposed OR zone will serve as a transitional property between the office and commercial uses to the south and east and the residential uses to the north and northwest.

A change of zone application (**FIGURE 6**) must be evaluated with the following criteria found in Section 7.5.603.B:

1. The action will not be detrimental to the public interest, health, safety, convenience or general welfare.
2. The proposal is consistent with the goals and policies of the Comprehensive Plan.
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 in order to be considered consistent with a zone change request.

Given the small size, context of the site among non-residential properties, and transitional nature of the subject property Staff finds that the proposed change will not be detrimental to the public interest, health, safety, convenience or general welfare. The proposal is consistent with PlanCOS, the City’s Comprehensive Plan (see below for analysis), and once the concurrent minor amendment to the Ivywild Master Plan is approved, the proposal will be considered consistent with that plan.

d. Development Plan

The proposed change of use type from residential to office requires submittal, review, and approval of a development plan that illustrates compliance with all development standards as well as the required subject development plan review criteria. The proposed plan documents the existing structure’s location and size and illustrates a number of modest changes to the site (**FIGURE 1**). Specifically, the plan shows the elimination of a detached garage to the east of the principal structure, the creation of five new parking stalls accessed from the rear alley, the closing of the existing driveway curb cut along E. Navajo St., the construction of a new privacy fence along the north edge of the site, and the planting of significant landscape improvements.

The development plan has been reviewed by all necessary internal technical agencies and the vast majority of concerns have been resolved with the recent resubmittal of the plan. A few relatively minor issues remain and are included as technical modifications at the conclusion of this report. Staff is confident that all issues can be easily resolved after the conclusion of the public hearing process.

All development plans must be evaluated with the criteria found in Section 7.5.502.E. The criteria cover a wide range of issues including access, parking, landscaping, grading, provision of utilities, impacts to traffic, and ADA compliance. Additionally, the criteria require analysis on high-level issues like “harmoniousness” with the surrounding neighborhood, compliance with City-wide adopted plans, and mitigation of significant off-site impacts.

While the proposed change in use from residential to office is noteworthy, the small size of the property and modest amount of office space (1,356 square feet) together with the context of the property in relation to adjacent non-residential uses makes it easy to conclude that the necessary review criteria are met. The initial tenant for the office, an interior design consultant, will have extremely low trip generation and parking needs despite ample new off-street parking (5 stalls where only 3 are required). The residential character of the building will be preserved while notably landscape improvements will be installed. The proposed changes will actually improve the aesthetics of the property without creating negative impacts to nearby residential properties.

3. Conformance with the City Comprehensive Plan:

The City's Comprehensive Plan, referred to as PlanCOS, was adopted in January of 2019. The plan describes the Vision, Big Ideas, Goals, Policies, and Indicators of Success for our City. PlanCOS drives a wide range of policy actions and can inform specific land use decisions. While the proposed project is minor in scope there are a number of notable PlanCOS provisions that support the request.

Most relevant to the project is the Vibrant Neighborhoods chapter where the plan describes the need to value and preserve healthy neighborhoods while also supporting improvements to other neighborhoods that lack access, mobility, and even safety. Specifically, Strategy VN-3.C-1 calls for the City to "assign land use designations and implement zoning to support and facilitate neighborhood activity centers within walking or biking distance of residential areas." While the subject property is not an activity center itself, it is immediately adjacent to the Ivywild School Commercial Center which is clearly a major activity for the eastern edge of the Ivywild neighborhood. Additionally, Strategy VN-3.E-3 reads "through a combination of Zoning Code changes and development review decisions, encourage and support flexible site and building designs and residential density that are adaptable to the specific site." It should be noted that while the proposed OR zone is considered a commercial zone district, it is transitional and permits both residential uses and office / light-commercial uses. The use of the OR zone in this case is clearly supported by multiple strategies within the Vibrant Neighborhood chapter of PlanCOS.

The Unique Places chapter of PlanCOS also supports the proposed project. Goal UP-1 reads "Enrich the texture and livability of the city as a tapestry of unique, vibrant, and walkable places" while Policy UP-2.A reads "Support infill and land use investment throughout the mature and developed areas of the city." The proposed change from R2 to OR zones supports infill development, mixed use neighborhoods, and walkability all while still protecting the residential character of the properties to the north and west.

4. Conformance with the Area's Master Plan:

As stated above, one of the three applications under review is an amendment to the Ivywild Master Plan to update the plan maps and figures to recognize the subject property as a commercial site with the OR zone. Once that application is approved, the proposed zone change and development plan will be consistent with the plan.

STAFF RECOMMENDATIONS:

Item No: A - CPC MP 93-176-A6MN21 – IVYWILD MASTER PLAN AMENDMENT

Approve the requested minor amendment to the Ivywild Master Plan based upon the finding that the application complies with the review criteria in City Code Section 7.5.408.

Item No: B - CPC ZC 21-00132 – ZONE CHANGE FROM R2 TO OR ZONE

Approve the proposed zone change from R2 (Two Family Residential) to OR (Office Residential) based upon the finding that the application complies with the review criteria in City Code Section 7.5.603.B.

Item No: C - CPC DP 21-00133 – DEVELOPMENT PLAN

Approve the requested Development Plan based upon the finding that the application complies with the review criteria in City Code Section 7.5.502.E. subject to compliance with the following technical and/or informational plan modifications:

Technical and Informational Modifications

1. Update the site data to correctly list the property's building setbacks.
2. Update the plan to label and dimension the distance from the new parking area and new ADA ramp to the front property line along E. Navajo St.
3. Correct the plan's elevation sheets to correctly label each side of the structure.
4. Finalize acceptance of the project's drainage letter.
5. Correct the curb type labels along E. Navajo St.
6. Add the required note to the plan regarding new electrical infrastructure in the public right-of-way.
7. Addresses the required updates and corrections to the final irrigation plan as described in Staff's December 28, 2021 review letter.