

# SUNRISE AT SHILOH MESA

## Planning Commission March 12, 2025

Staff Report by Case Planner: Tamara Baxter



## Quick Facts

### Applicant

Kimley Horn

### Property Owner

The Center for Strategic Ministry

### Developer

Greccio Housing Unlimited

### Address / Location

Northeast corner of Shiloh Mesa Drive and Mulberry Wood Drive

### TSN(s)

5304300031

### Site Area

1.00 acres

### Proposed Land Use

Multi-family residential (Affordable Senior Housing)

### Applicable Code

Unified Development Code (UDC)

## Project Summary

The request is for a zone change to allow multi-family residential use, with a maximum density of 49.99 dwelling units per acre, and a 50' maximum building height; a major modification to the Shiloh Mesa at Woodmen Heights PDZ Land Use Plan; and associated parking reduction to accompany affordable senior housing on a 1.00-acre site.

File Number	Application Type	Decision Type
PDZZ-24-0002	Zoning Map Amendment (Rezone)	Quasi-Judicial
PDZL-24-0004	Land Use Plan Modification	Quasi-Judicial

### Zoning and Overlays

Current: PDZ/AP-O – CAD/SS-O (Planned Development Zone District with Airport Overlay – Commercial Airport District and Streamside Overlay Zones; Mixed-Use Development, 45-foot maximum building height, 15.38 maximum dwelling units per acre)

Proposed: PDZ/AP-O (Planned Development Zone District with Airport Overlay; multi-family residential uses, 50-foot maximum building height, 49.99 maximum dwelling units per acre)

## Background

### Prior Land-Use History and Applicable Actions

Action	Name	Date
Annexation	Woodmen Heights No. 3 (Ordinance 04-125)	July 27, 2004
Subdivision	Concurrent subdivision plat under review (SUDB-25-0001)	Not approved
Master Plan	Woodman Heights Master Plan (Privately Initiated)	July 27, 2004
Prior Enforcement Action	None	

### Site History

- The project site is currently part of the larger Woodmen Valley Chapel property within the Shiloh Mesa at Woodmen Heights PUP Concept Plan.

- Zoning of the project site was established by Ordinance 08-220, approved by City Council on December 9, 2008. There have been other changes to zoning density and land use type within the Shiloh Mesa at Woodmen Heights PDZ Land Use Plan (formerly a concept plan) that were approved in 2014 and 2016.
- The applicant has submitted a subdivision plat and PDZ development plan which are concurrently being reviewed administratively by the city.

### Applicable Code

The subject application(s) were submitted after the implementation date (06/05/2023) of the ReTool project. All subsequent references within this report that are made to “the Code” and related sections are references to the Unified Development Code.

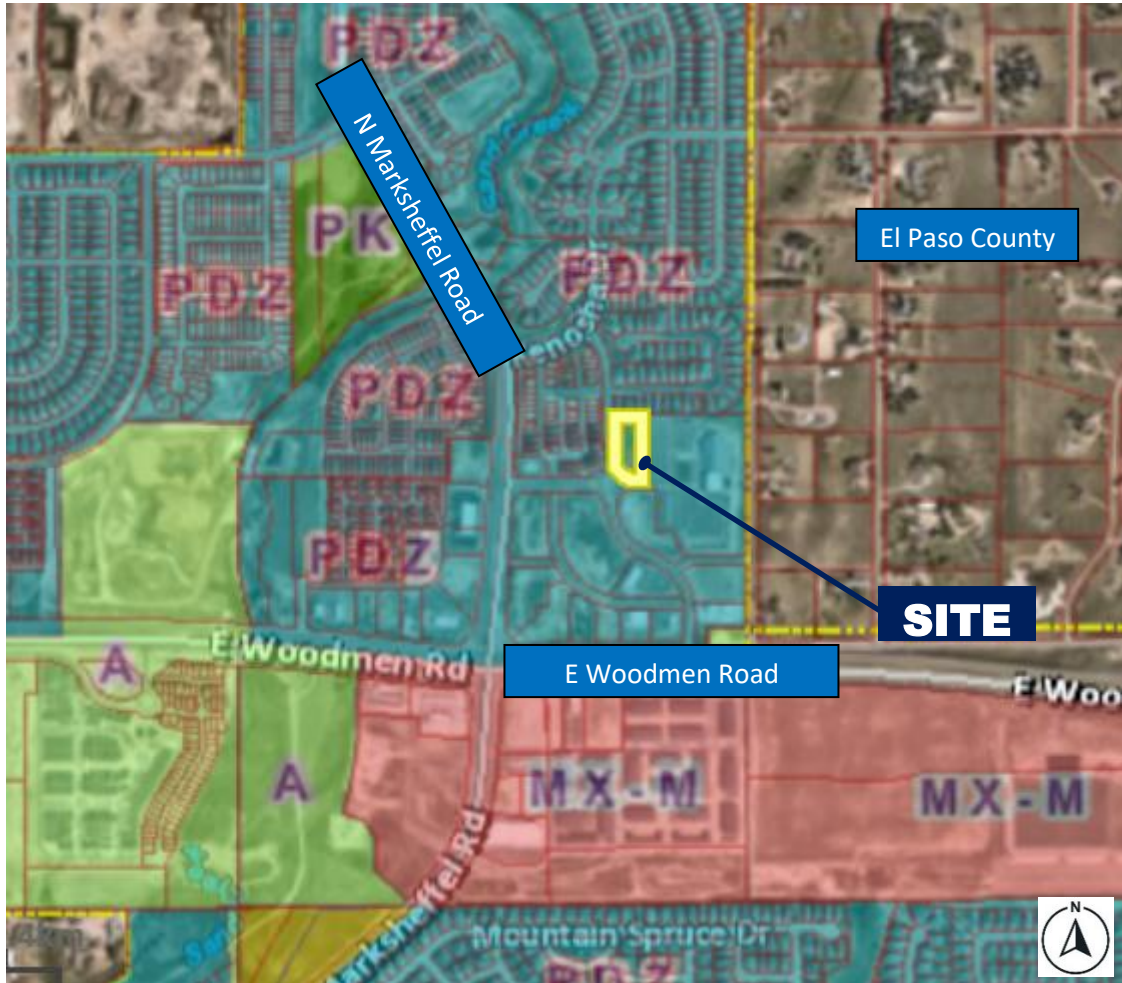
## Surrounding Zoning and Land Use

### Adjacent Property Existing Conditions

	<i>Zoning</i>	<i>Existing Use</i>	<i>Special Conditions</i>
North	PDZ/AP-O (Planned Development Zone District with Airport Overlay)	Single-Family detached residential (Constructed)	NA
West	PDZ/AP-O (Planned Development Zone District with Airport Overlay)	Single-Family attached residential (Under Construction)	NA
South	PDZ/AP-O (Planned Development Zone District with Airport Overlay)	Detention (Constructed)	NA
East	PDZ/AP-O (Planned Development Zone District with Airport Overlay)	Minor Public Assembly (Constructed)	Woodmen Valley Chapel

## Zoning Map

The project application is for a zone change from PDZ/AP-O – CAD/SS-O (Planned Unit Development with Airport Overlay – Commercial Airport District and Streamside Overlay Zones; Mixed-Use Development, 45-foot maximum building height, 15.38 maximum dwelling units per acre) to PDZ/AP-O (Planned Development Zone with Airport Overlay; multi-family residential use, 50-foot maximum building height, 49.99 maximum dwelling units per acre), for the 1.00-acre site (see Attachment 3 – Zone Change Exhibit).



## Stakeholder Involvement

### Public Notice

Public Notice Occurrences (Poster / Postcards)	Internal Review/Prior to City Planning Commission Hearing; affidavit of posting provided to staff
Postcard Mailing Radius	1,000'
Number of Postcards Mailed	193
Number of Comments Received	18



## Public Engagement

- Public comments in opposition to the zone change were received (see Attachment 5 - Public Comments). Public opposition of the project are related to density, reduction of parking, invasion of privacy due to building height, compatibility with the neighborhood, traffic and pedestrian safety.
- The Applicant provided a written response to the received public comments during the initial review of the project (see Attachment 6 - Public Comment Response).

## Timeline of Review

Initial Submittal Date	October 15, 2024
Number of Review Cycles	Three
Item(s) Ready for Agenda	February 28, 2025

## Agency Review

### Traffic Impact Study

Traffic Engineering had no comments on the land use plan modification nor the zone change.

### School District

No comments were received from School District 49. School fees are presumed and will be addressed with development plan.

### Parks/PLDO

Park Land Dedication will be met by fees in lieu in association of the land use plan modification. Fee estimate will be provided with development plan. CDI fees will be evaluated with development plan to be paid at the time of building permit.

### SWENT

Stormwater did not have any comments with the land use plan modification nor the zone change.

### Colorado Springs Utilities

Comments were not received from CSU.

## Zone Change

### Summary of Application

The applicant is requesting a zone change of the subject 1.00-acre site to set the framework for a multi-family dwelling development. The request for a zone change will also allow a maximum building height of 50', where 45' is currently allowed. Due to the size of the parcel and the proposed number of units, the density will increase to 49.99 dwelling units per acre. The current residential density in Shiloh Mesa at Woodmen Heights development is 3.5-7.99 du/ac. The requested zone change would allow the construction of affordable senior housing, limited to 50 units (45 1-bedroom and 5 2-bedroom units). The expected occupancy is 55 residents. This project provides a diversity of residential housing types in the Shiloh Mesa at Woodmen Heights development. The remainder of the PDZ would remain unchanged. Refer to Attachment 1 – Project Statement Zone Change.

## Application Review Criteria

### UDC Section 7.5.704.D – Zoning Map Amendment (Zone Change)

An application for an amendment to the zoning map shall be subject the following criteria for approval:

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).*
2. *The rezoning will not be detrimental to the public interest, health, safety, convenience, 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).*
4. *If the application proposes to rezone a small area of land, the application demonstrates that the size, scale, height density, and multimodal traffic impacts of the proposed rezoning are compatible with surrounding development or can be made compatible with surrounding development through approval conditions.*
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.*
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).*
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.*
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.*
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.*
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)).*

Staff finds that the proposed zone change has met the review criteria listed above.

### Compliance with Relevant Guiding Plans and Overlays

There are no proposed changes to the AP-O (Airport Overlay). Future development will comply with the avigation easement which is called out on the land use plan and will also be added to the development plan and subdivision plat.

## Land Use Plan Modification

### Summary of Application

A Zone Map Amendment (Rezone) is accompanied by either a land use plan or a development plan. A land use plan is used to review the impact of the proposed uses on surrounding development early in the project planning process. The Shiloh Mesa at Woodmen Heights PDZ Land Use Plan (formerly PUP Concept Plan) is being amended to change the use type of the 1.00-acre property from Minor Public Assembly to Multi-Family Residential. Refer to Attachment 4 – Land Use Plan Modification. The applicant is requesting a modification to the Land Use Plan that is consistent with the requested zone change. In addition, the applicant is requesting a reduction to the minimum parking requirements for an affordable, senior housing, multi-family residential development. Refer to Attachment 2 – Project Statement Land Use Plan.

### Parking reduction request

Per the minimum off-street parking requirements in accordance with UDC Section 7.4.1003, Table 7.4.10-A, the minimum parking spaces required for a 50-unit building with 45 one-bedroom units and 5 two-bedroom units would be 53.

Parking requirements were identified for each “pod” area of the Shiloh Mesa at Woodmen Heights PDZ Land Use Plan. Therefore, in conjunction with the land use plan modification request, the applicant has requested parking reductions in accordance with UDC Section 7.4.1005: Adjustments to Minimum Motor Vehicle Parking Requirements. These reductions include the following:

- UDC Section 7.4.1005.C: Senior Housing, *“The minimum number of off-street parking spaces required by Table 7.4.10-A may be reduced by twenty-five (25) percent for multi-family dwellings that qualify as age-restricted communities under the federal Fair Housing Amendments Act.”* A 25% reduction (13 parking spaces) to parking requirement is allowed.
- UDC Section 7.4.1005.B: Affordable Housing, *“The Manager may reduce the minimum number of off-street parking spaces required by Table 7.4.10-A for affordable residential multi-family developments that satisfy the following criteria:*
  1. *The development has a minimum of ten (10) dwelling units;*
  2. *At least twenty-five (25) percent of the dwelling units are restricted for purchase or occupancy by residents with eighty (80) percent or less of the area median income (AMI);*
  3. *The Manager determines that the parking reduction is necessary for the successful completion of the project.*

The applicant is requesting an additional fifteen (15) percent (8 parking spaces) parking reduction. The applicant understands that at least twenty-five (25) percent of the dwelling units shall be restricted for purchase or occupancy by residents with eighty (80) percent or less of the area median income (AMI).

The minimum required parking for this project is being reduced from the required 53 parking spaces to 32 parking spaces in accordance with the motor vehicle parking requirements adjustments per UDC. The applicant has noted that the property management company will provide and maintain on-site shuttles and transportation options for residents that do not own their own vehicles. According to the applicant, typical residents do not maintain a vehicle and rely on rideshares, community resources, and family or friends

## Application Review Criteria

### UDC Section 7.5.514.C.3

A Major Modification of a Land Use Plan may be approved if the applicable decision-making body determines that the request:

- a. *Complies with the provisions of this UDC and all applicable City regulations;*
- b. *Is consistent with any conditions in the approval or permit proposed to be modified, unless the decision-making body that imposed that condition modifies that condition*
- c. *Does not create more adverse impacts on surrounding properties than the development approval or permit proposed to be modified; and*
- d. *Is consistent with the Colorado Springs Comprehensive Plan, other plans adopted by City Council, and the intent of the zone district in which the property is located.*

Staff finds that the proposed major modification of the land use plan has met the review criteria listed above.

## Compliance with PlanCOS

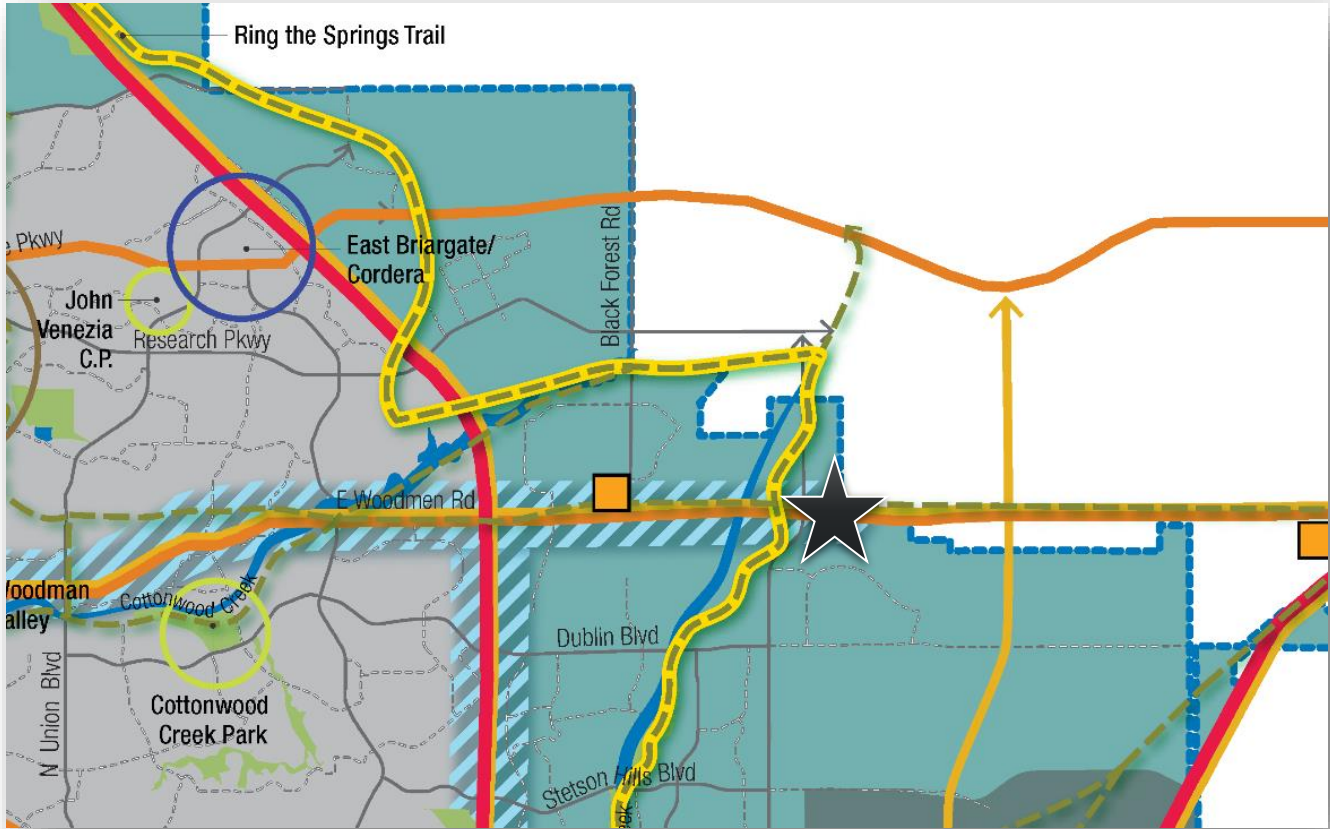
### PlanCOS Vision

The proposed zone map amendment application has been evaluated for conformance with the City's current comprehensive plan (herein referred to as "PlanCOS"), adopted in January 2019. According to PlanCOS, the project site is identified as an "Newer Developing Neighborhood" along a "Smart Corridor" and "City Priority Corridors" consisting of "New/Developing" activity centers. The project site is also adjacent to the "Legacy Loop and Ring the Springs".

The "Newer Developing Neighborhood" typology fit closely with "Emerging Neighborhoods" Typology 3. The goal of this typology is "to ensure the further application of amenities and best practices within these neighborhoods in order to enhance their livability and adaptability as they mature."

"Emerging Neighborhoods are found in newer areas of the city, now farthest from Downtown. Actively managed, privately initiated master plans typically guide their initial development and can be refined and updated for not-yet-developed properties."





- Majestic Landscapes**
- Parks & Open Space
  - Complete Creeks
  - Primary Trail Network
  - Legacy Loop & Ring the Springs

**Thriving Economy**

**Renowned Culture**

- Activity Centers**
- Mature/Redeveloping
  - New/Developing
  - Reinvestment Area & Community Hub

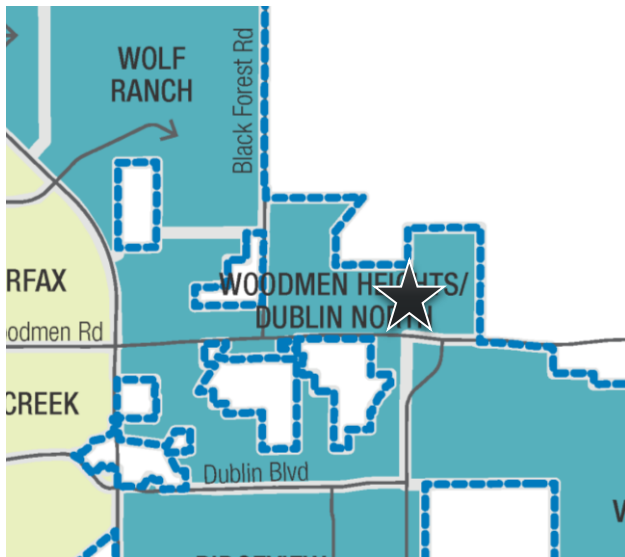
**Strong Connections**

- Intercity Corridors
- City Priority Corridors
- Smart Corridor
- Bike Network
- Park-N-Ride
- Transit Hub

**Vibrant Neighborhoods**

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

Note: This map depicts a unified city boundary, including enclaves of land that have not yet been annexed.



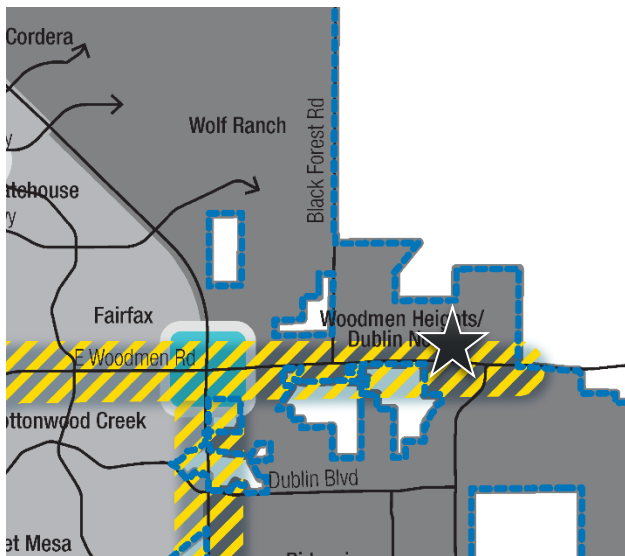
**Predominant Typology**

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

**Vibrant Neighborhoods**

In the Vibrant Neighborhood chapter, PlanCOS recognizes that integration of mixed-use development in neighborhoods support the creation of vibrant neighborhoods. The project is located within the "Newer Developing Neighborhood" typology.

- *Goal VN-2: Strive for a diversity of housing types, styles, and price points distributed throughout our city through a combination of supportive development standards, community partnerships, and appropriate zoning and density that is adaptable to market demands and housing needs*
- *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.*



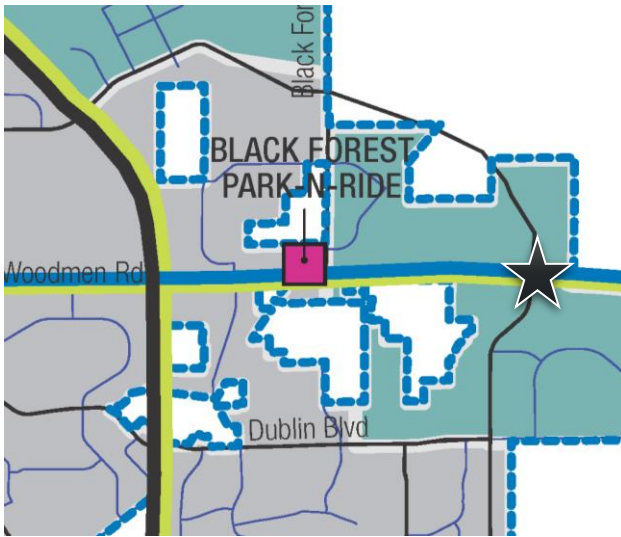
**Predominant Typology**

- 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**

In the Unique Places chapter, PlanCOS recognizes that unique places is "a blend of attractions, destinations, uses, and experiences. They integrate a range of uses and activities which complement and support each other". The project is located along a "New/Developing Corridors" typology. New/Developing Corridors "have recently developed, are now in the process of developing, or that still may be developed. The existing pattern along many of these corridors is automobile-dominated, with more limited access points and often with greater separation from the roadway".

- *Goal UP-2: Embrace thoughtful, targeted, and forward-thinking changes in land use, infill, reinvestment, and redevelopment to respond to shifts in demographics, technology, and the market.*
- *Goal UP-4: Strengthen our overall community identity and better serve the needs of residents and businesses within our large metropolitan area by developing active, unique and connected centers and corridors.*



### Strong Connections

In the Strong Connections chapter, PlanCOS recognizes that *"there should not be a one-size-fits-all approach to transportation across the city"*. The project is located along *"Smart Corridors"* and *"Multimodal Corridors"*. The goal of *"Multimodal Corridors"* typology is *"transform or further transform these corridors into transit-supportive areas of focus for development, redevelopment, and community life."* The goal of *"Smart Street Corridors"* typology *"is to strategically invest in and implement emerging technologies to provide enhanced and safer travel, leverage and economize existing investments, and support the economic development of the city and region."*

- **Policy SC-1.B:** Proactively consider and incorporate the needs of our senior population in a relevant transportation planning and project decisions.
- **SC-2A-2:** Continue to update zoning and other regulations to allow mixed-use and high-density development as uses by right.

## Statement of Compliance

### **PDZZ-24-0002 – Sunrise at Shiloh Mesa Zoning Map Amendment (Rezone)**

After evaluation of the Sunrise at Shiloh Mesa Zoning Map Amendment (Rezone), the application meets the review criteria.

### **PDZL-24-0004 – Shiloh Mesa at Woodmen Heights PDZ Land Use Plan Major Modification**

After evaluation of the Shiloh Mesa at Woodmen Heights PDZ Land Use Plan Major Modification, the application meets the review criteria, with the following technical modifications:

1. Prior to City Council, the parking table for POD<sub>3.1</sub> on the cover sheet shall be corrected to reflect the correct requested adjustments to the minimum motor vehicle parking requirements in accordance with UDC Section 7.4.1005.B and 7.4.1005.C.
2. Removal of General Note Number 22.