

## DOWNTOWN REVIEW BOARD AGENDA

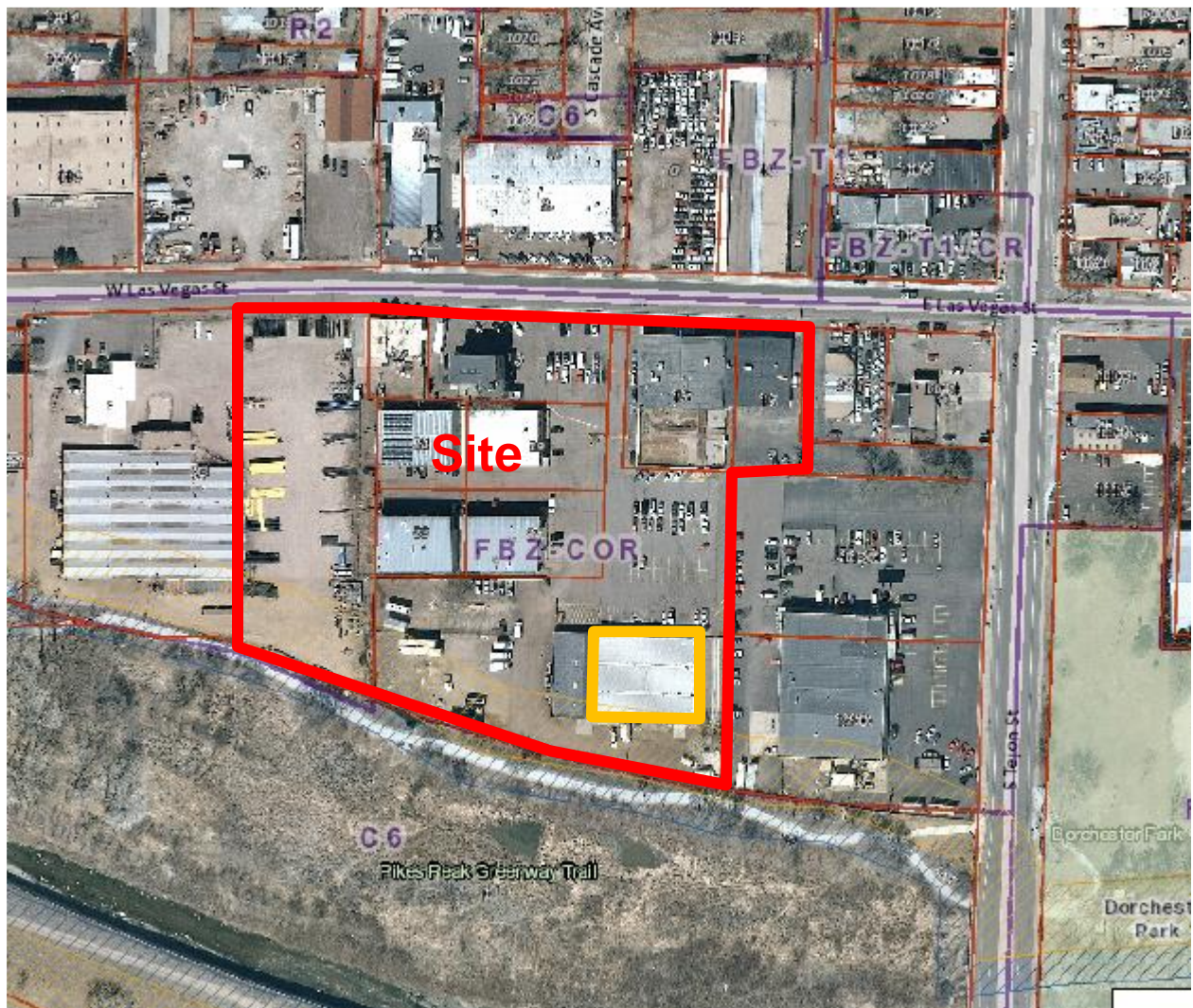
STAFF: RYAN TEFERTILLER

FILE NO:  
CPC CU 15-00124-A2MJ18 – QUASI-JUDICIAL

**PROJECT:** SPRINGS RESCUE MISSION – 150 ADDITIONAL BEDS

**APPLICANT:** ECHO ARCHITECTS

**OWNER:** SPRINGS RESCUE MISSION



## **PROJECT SUMMARY:**

1. Project Description: This proposal is to allow the Springs Rescue Mission to add 150 new shelter beds to the FSE Building at 25 W. Las Vegas St. The entire Springs Rescue Mission campus is roughly 9 acres in size but the proposed work only affects the 16,872 square foot existing building. The property is zoned FBZ-COR (Form-Based Zone – Corridor Sector), 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 & Development Team's Recommendation: **Approval of the application with multiple 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. – the specific building that will house the new 150 shelter beds is addressed as 25 W. 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
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:**

The stakeholder process for this project was expedited due to time constraints but significant in terms of number of people contacted. Upon submittal of the applications in early August, postcard notices were sent to 163 property owners within 1,000 feet of the site and posters were posted at the site announcing the formal submittal of the application. About a week after the postcards were mailed, the applicant decided that a neighborhood meeting with affected stakeholders would be beneficial in communicating the details of the proposed project. The meeting was scheduled for August 30, 2018 at the Springs Rescue Mission Dining Hall and an announcement was emailed to a list of 169 email addresses that were compiled during the Mill Street Neighborhood Plan effort. The list includes property owners, renters, business owners, and special interest groups that all have a stake in the future of the Mill Street Neighborhood and the surrounding area. Notices will again be mailed and posters posted on the site prior to the public hearing at the Downtown Review Board. Staff received a number of formal emails regarding the proposed projects; those communications are included as **FIGURE 3.**

## **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. The Downtown Review Board has the authority to review and approve all conditional use permit applications within the current boundaries of the form-based zone.

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.

The proposed addition of 150 new shelter beds to be located within the existing FSE building at 25 W. Las Vegas is in response to a documented shortage of beds available within the community. The 2018 "Point in Time" (PIT) survey documented 513 unsheltered persons within the area; this is an 11% increase from 457 persons in 2017. In addition to the obvious life, safety and welfare risks that unsheltered persons face day to day, the City has limited authority to enforce no-camping regulations when all available shelter beds are occupied. 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 recent history helps establish support for SRM's services and management, there has been significant dialog and debate regarding the proposed expansion due to the proposed scope and range of service enhancements. Many stakeholders believe that problems present in the area which include crime, theft, drug use, loitering, littering, trespass and others, will only be exacerbated if the proposed project is included. To help address these fears, SRM, their consultants, and the City have held numerous meetings over the last few years to identify concerns and possible solutions.

One outcome of this dialog was the drafting of a "good neighbor agreement" (**FIGURE 4**) which describes the proposed project, establishes overarching principles, and sets expectations for

communication, safety, cleanliness, outreach, and general operation. While this document continues to be refined, many details have been established to mitigate neighborhood impacts and increase support of the proposed facility. Additionally, the agreement pledges support from the City to update the 2001 Mill Street Preservation Plan with the goal to focus City resources to neighborhood-wide improvements that best meet their needs and mitigate current concerns.

Over the last year, the City's Community Development Division has been working under a Community Development Block Grant (CDBG) to update the 2001 Mill Street Preservation Plan. After significant effort, outreach, and dialog with a wide range of stakeholder groups, the plan is nearing "final draft" and will be presented to the Downtown Review Board, Planning Commission and City Council over the coming months for formal approval. One of the overarching goals of the plan is to address some of the real and perceived impacts of having two major social service centers within the area (the SRM campus on Las Vegas and the Salvation Army's RJ Montgomery Center on Sierra Madre and Rio Grande St.). While there are few easy solutions to address the neighborhood's concerns, the adoption of the new Mill Street Neighborhood Plan will help set the path forward through concrete goals, strategies and action plan steps that can be implemented over the coming years.

As a project that requires a conditional use, the Downtown Review Board must find that the project substantially complies with the following criteria:

- A. Surrounding Neighborhood: That the value and qualities of the neighborhood surrounding the conditional use are not substantially injured.
- B. Intent Of Zoning Code: That the conditional use is consistent with the intent and purpose of this Zoning Code to promote public health, safety and general welfare.
- C. Comprehensive Plan: That the conditional use is consistent with the Comprehensive Plan of the City.

Planning Staff finds that the proposed shelter meets criterion B., intent of the zoning code, by providing much needed resources to at-risk populations. The denial of the proposed shelter could jeopardize the health, safety, and general welfare for the City's unsheltered populations. Likewise, Planning Staff finds that the proposed shelter meets criterion C. conformance with the City's Comprehensive Plan. The Comprehensive Plan supports the provision of services in the locations where they are known to be needed. And while efforts must be made to ensure compatibility and harmoniousness, it is widely recognized that while Downtown Colorado Springs has many resources for homeless populations (e.g. counseling, soup kitchen, etc.) there is a shortage of shelter beds.

While criteria B. and C. are easier to evaluate, criterion A, impact to the surrounding neighborhood, has proven more difficult. Staff must rely on additional efforts, commitments, and resources to verify that the value and qualities of the surrounding neighborhood are not substantially injured. SRM continues to implement their detailed operational plans that were established in 2016 including the commitments to frequent and on-going communication with the Mill Street Neighborhood Association as well as surrounding business owners. SRM has also participated in a neighborhood watch program to increase safety and security in the area. Regular outreach is provided beyond the walls of the SRM campus to identify individuals in need of services. SRM also provides regular support and volunteers to biannual neighborhood cleanups throughout the area.

While details on some of these efforts continue to evolve, Staff finds that the project substantially complies with the required Conditional Use criteria.

**STAFF RECOMMENDATION:**

**File ID: CPC CU 15-00124-A2MJ18– SPRINGS RESCUE MISSION – 150 ADDITIONAL BEDS**

**Approve** the proposed conditional use based on the findings that the conditional use criteria found in section 7.5.704 of the City Code will be substantially met once the following modifications are made:

**Technical modifications to the conditional use plan:**

1. Add the updated file number to the bottom corner of each plan sheet
2. Update the data on sheet 1 to clarify the proposed use (human service shelter) and number of beds (150).
3. Add the required Streamside Overlay note regarding channel and buffer location.
4. Clarify the material and height of the proposed fencing at the south side of the building.
5. Show the required fire lanes around the building perimeter.