



# DREAM CENTERS COMMONS

Planning Commission May 8, 2024

Staff Report by Case Planner: Chris Sullivan



## Quick Facts

### Applicant

Urban Landscapes LLC

### Property Owner

Dream Centers of Colorado Springs

### Developer

Dream Centers of Colorado Springs

### Address / Location

Southeast of S Union Blvd and Airport Rd

### TSN(s)

6421205002, 6421205004, 6421205011, 6421205012

### Zoning and Overlays

Current: MX-M / R-5 / HR-O

Proposed: PDZ

### Site Area

4.825-acres

### Proposed Land Use

Residential, Commercial, Civic, and Institutional

### Applicable Code

UDC

## Project Summary

This project consists of a zone change consisting of 4.825 acres southeast of Union Boulevard and Airport Road from MX-M/R-5/HR-O (Mixed-Use Medium Scale, Multi-family High with Highrise Overlay) to PDZ (Planned Development Zone: Residential, Commercial, Civic and Institutional; maximum density of 53.89 dwelling units per acre; and maximum building height of 62 feet) zone district and the establishment of the Dream Centers Commons Land Use Plan.

File Number	Application Type	Decision Type
ZONE-24-0003	Zoning Map Amendment	Quasi-Judicial
LUPL-24-0004	Land Use Plan	Quasi-Judicial

## Background

### Prior Land-Use History and Applicable Actions

<i>Action</i>	<i>Name</i>	<i>Date</i>
Annexation	Eastlake #1	N/A
Subdivision	I O O F Filing No. 1	11/1982
Master Plan	N/A	N/A
Prior Enforcement Action	N/A	N/A

### Site History

501 S Union Blvd – contains a vacant commercial building which was built in 1960. The assessor’s record currently identifies it as a retail store, but I’ve also heard that it was an automotive service building at one point. Adjacent to this site (to the west) contains a vacant commercial lot that was used for outdoor storage. These sites are not platted and fronts Airport Rd and Union Blvd.

575 S Union Blvd – Contains an existing building and parking area constructed in 1982 and was classified as a Fraternal Building used by Odd Fellows. This property was platted under I O O F Filing No. 1. The property fronts on Union Blvd and Eastlake Blvd.

1810 Eastlake Blvd – Contains an existing building and parking area constructed in 1962 and was classified as identified as a Life Skill High School. Primary access is off Eastlake Blvd, and this property is not platted.

### Applicable Code

The subject application(s) were submitted after the implementation date (06/05/2023) of the ReTool project. The subject application(s) were required to be reviewed under the Unified Development Code per the applicant’s instructions. 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	R-5 / HR-O / BP	Residential	City of Colorado Springs
West	PK	Parkland	City of Colorado Springs
South	R1-6	Residential	City of Colorado Springs
East	R-5/HR-O/MX-M	Residential	City of Colorado Springs

## Zoning Map



## Stakeholder Involvement

### Public Notice

Public Notice Occurrences (Poster / Postcards)	2 (Initial Review / CPC Public Hearing)
Postcard Mailing Radius	1000'
Number of Postcards Mailed	224
Number of Comments Received	0 Comments

### Public Engagement

No public comments were received during the two noticing periods for this application process.

## Timeline of Review

Initial Submittal Date	02/06/2024
Number of Review Cycles	3
Item(s) Ready for Agenda	04/11/2024

## Agency Review

## **Traffic Impact Study**

- 1- Analysis of future traffic conditions indicates that the addition of site-generated traffic is expected to create no negative impact on traffic operations for the existing and surrounding roadway system.
- 2- All nearby intersections and site access point(s) are expected to operate at an acceptable level of service (LOS) per the city Traffic Criteria Manual.
- 3- All proposed access widths meet the City Traffic Criteria Manual.
- 4- All proposed access point's horizontal sight distances meet the City Traffic Criteria Manual.
- 5- All proposed access point locations and spacing meet the City Traffic Criteria Manual.
- 6- Any onsite or offsite improvements should be incorporated into the Civil Drawings and conform to the City of Colorado Springs standards and the Manual on Uniform Traffic Control Devices (MUTCD).

Traffic Engineering reviewed the Traffic Impact Study (see Traffic Impact Study attachment) and determined that the TIS was complete and provided adequate information and analyses per the requirements of the Traffic Criteria Manual and Traffic Engineering staff.

## **Engineering Development Review**

EDRD has determined minimal geological hazards exist in this area and will accept a Geologic Hazard Not Applicable Form, exempting this site from a full report or waiver, for this project. Recommend approval.

## **Parks**

Recommend approval. Given that the estimated Neighborhood acreage totals 1.1 acres, the consideration of an infill development, and the proximity of Adams Park and Memorial Park within a 0.5 mile of walking distance, fees in lieu of land dedication is an acceptable alternative to meet the Park Land Dedication Ordinance. Additionally, elements that support the PDZ Zone District requirements cannot be considered to also meet PLDO, but will have their own standards of development timing, to be scheduled with the LUR Planner. This Land Use Plan is not requested to go before the PAB, in consideration of how PLDO is to be met.

## **SWENT**

The recommendation is for approval of the Land Use Plan / Zoning Map Amendment. Additional comments will be provided at the time of development plan.

## **Colorado Springs Utilities**

All Springs Utilities' comments have been addressed for this proposed Land Use Plan application. From Springs Utilities' perspective only, approval is recommended for this proposed application.

## **CSPD**

No major issues from Crime Prevention.

# **Zoning Map Amendment Application**

## **Summary of Application**

The zoning map amendment application requests the 4.825-acre site to be rezoned from MX-M, R-5 / HR-O to PDZ for Commercial, Civic, Institutional, and Residential at 53.89 dwelling units per acre. The site design requirements include a maximum height of 62-feet and setback at 5-feet front/rear and 0-feet side yard. This project would be reviewed as a unified development so development standards would be met through the overall site versus individual lots.

The applicant is rezoning the property due to one of the parcels having two base zones (MX-M and R-5) and a partial Highrise Overlay boundary. The remaining three properties are zoned MX-M. The Code does not allow split zoning, therefore the rezone is a requirement. The applicant is requesting to change to PDZ (Planned Development Zone District) to allow for more flexibility in the development's setbacks, residential density, and design that allows for compact mixed-

use development with a campus-like feel. Please reference the applicants project statement for additional details (See Project Statement attachment).

## Application Review Criteria

### UDC Code Section 7.5.704

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).*

The proposal is in conformance with PlanCOS.

*2. The rezoning will not be detrimental to the public interest, health, safety, convenience, or general welfare.*

*Staff finds that there will be no negative impacts which is supported by agency review and goals and policies of PlanCOS. Further review will be necessary at the time of the development plan review.*

*3. The location of the lands in the zoning map area being amended are appropriate for the purposes of the proposed zone district(s).*

The PDZ zone district should be utilized as a last resort in which case the proposed use is unique and would otherwise be impractical under normal code review. The PDZ has mechanisms built into the ordinance to limit the use of the PDZ district as well as interpretation by City Staff. The PDZ code now requires the implementation of public amenities or benefits which go above and beyond normal code requirements. The applicant is meeting the additional standards by providing a Community Amenity and Mix of Housing Types. Please see the Project Statement and Land Use Plan for more information.

*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.*

The proposed land area is 4.48 acres in size. The project is supported by shared parking throughout the site as well as utilizing other public transportation within proximity to the site. The site is well connected to existing infrastructure allowing for both vehicles and other public multi-modal options. The intensity and scale are compatible and similar in size scale and intensity to surrounding land uses within the area.

*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.*

N/A

*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 Subsection 7.5.514C.3 (Land Use Plan Criteria).*

The concurrent land use plan supports the PDZ zone change and is compliant with section 7.5.514C.3

*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.*

N/A

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.

N/A

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.

The Community Amenity and Mixed of Unit Types is met with this application.

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)). (Ord. 23-03)

N/A

After evaluation of the Dream Centers Commons Zone Change to PDZ, the application meets the review criteria as outlined above as well with the requirements for establishing a PDZ in UDC Section 7.2.7.

## Land Use Plan Application

### Summary of Application

The Land Use Plan includes 3 phases and areas of development. Phase 1 includes the reuse of the existing school structure for education and trauma informed care and construction of a new 70-unit multifamily structure. Phase 2 includes additional human services with 30 residential units, mixed use constructions with a restaurant and public plaza space. Phase 3 includes Civic amenities, medical clinic, offices retail opportunities and an additional 150 residential units. Notes have been included on the plan to confirm use intensities by either square-footage or density. A use table has been provided that defines allowable uses within the 3 development areas.

The Land Use Plan identifies development standards that enforce that this is a unified development involving height, and setbacks. The maximum height of all structures cannot exceed 62-feet. Setbacks will be applied to the peripherals of the overall development as opposed to individual lots. Setbacks include 5-foot minimum setback from front and rear property lines and 0-foot side yard setbacks from property line. Parking requirements will be met for the overall development through shared parking except for the multi-family residential use which will have its own calculation. Multi-family use is still anticipated to meet parking standards. (see Land Use Plan attachment)

### Application Review Criteria

#### UDC Code Section 7.5.514

If the Land Use Plan is submitted in connection with an application to establish a zone district or to change zone district boundaries shall be reviewed based on the following criteria:

a. *Consistency with the Colorado Springs Comprehensive Plan and other plans and policies adopted by City Council;*

The proposal is in conformance with PlanCOS.

b. *Consistency with development standards the zone district in which the property is located, or would be located after a requested zone district change;*

The Land Use Plan is the supporting document to the PDZ zone establishment.

c. *Compatibility with the land uses and development intensities surrounding the property;*

The proposed development conforms to the existing development pattern of the site and surrounding land uses.

*d. Impacts of the permitted or requested uses, appropriate to the type of development, the neighborhood, and the community;*

The proposal will add additional housing to an already mixed residential area. Additionally, the plan will provide supportive neighborhood uses, commercial uses and public space. This is an adaptive reuse and infill project of an underutilized property.

*e. Adequacy of proposed ingress/egress points and traffic circulation, both on and off the site;*

The access points will be consolidated with the new development with internal connectivity that unifies the site and allows multiple ingress/egress options. Traffic Engineering has recommended approval of the current plan and is support of the Traffic Impact Analysis.

*f. Capacity of the existing streets, utilities, parks, schools, and other public facilities to serve the proposed development;*

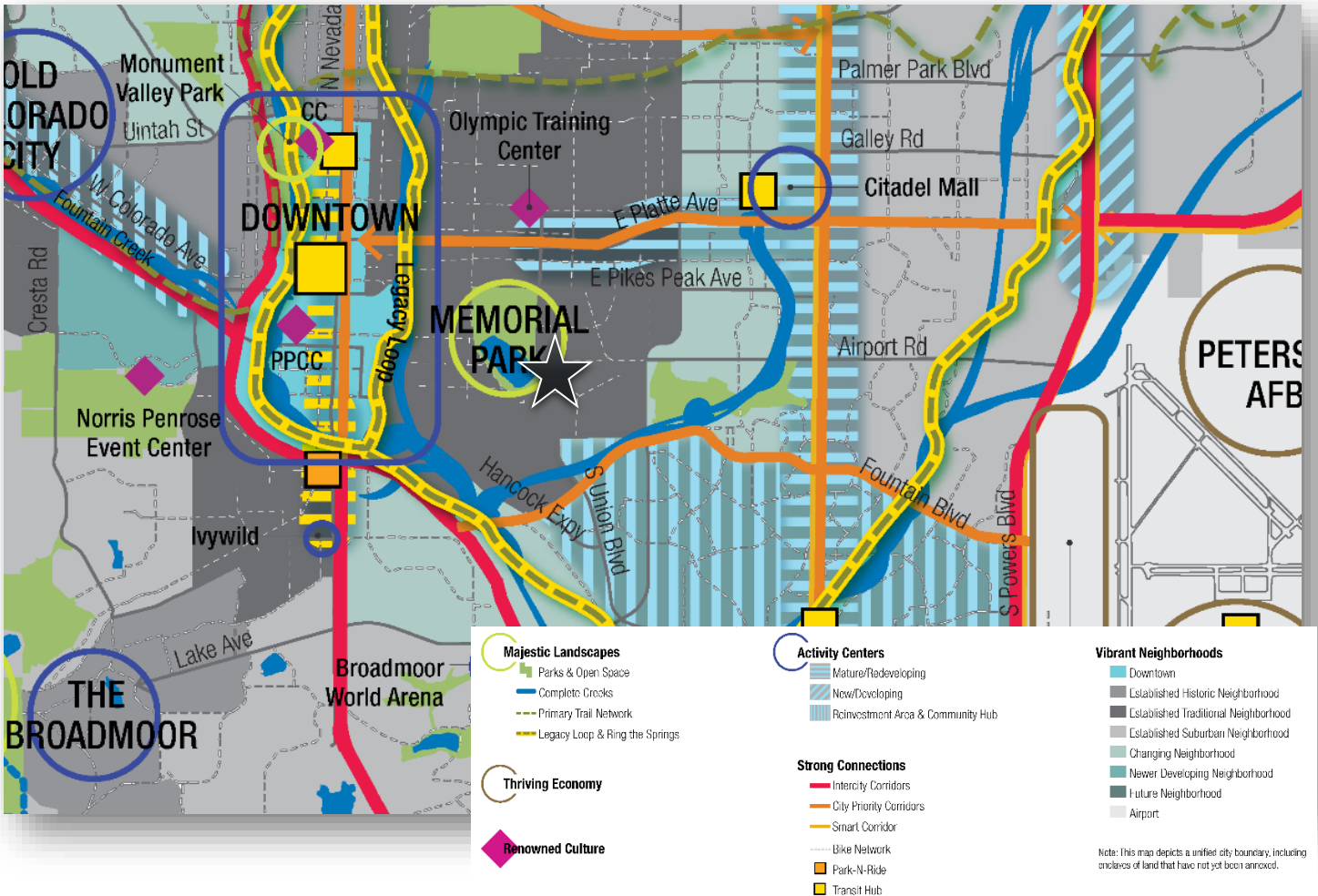
There are no concerns with existing infrastructures or public facilities / services within this area. There were no issues provided by agency review.

*g. Promotion of transitions in height, intensity, or character between proposed non-residential or mixed-use development and nearby low-density residential zone districts.*

This site provides a mix of compatible uses that provides cohesion with surrounding land uses in relation to size, scale, and intensity.

After evaluation of the Dream Centers Commons Land Use Plan the application meets the review criteria.

## PlanCOS Vision

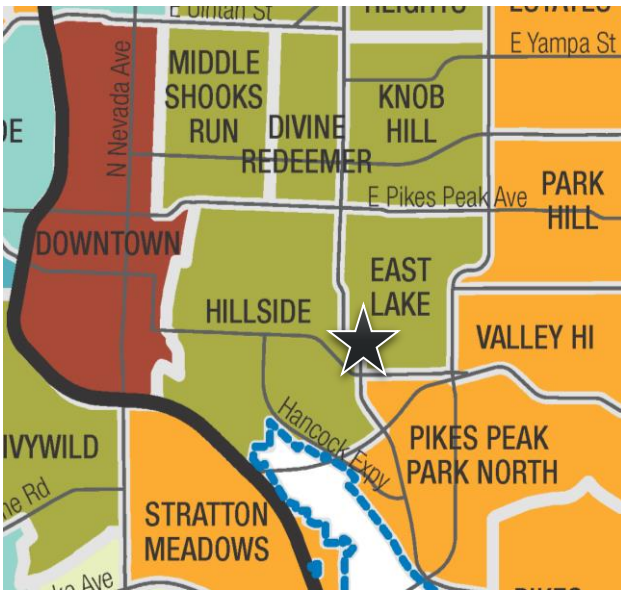


Staff evaluated the proposed application for conformance with the City's current comprehensive plan (PlanCOS), which has been active since 2019. Per PlanCOS, this project site is located in an "Established Suburban Neighborhood" typology, within the Memorial Park Majestic Landscape.

The goal of "Established Suburban Neighborhood" is to retrofit, reinvest, and introduce new features to enhance the identity, quality, affordability, and attractiveness of these neighborhoods. PlanCOS recommends the following considerations within this typology including: Redeveloping commercial areas and drainage, increasing connectivity between commercial and neighborhoods, developing off-street trail systems, creating community centers, and integrating neighborhood identifiers and artwork.

Staff finds that the proposed Zoning Map Amendment and Land Use Plan that the site adds a mixture of land uses that are supportive and compatible with the community. The site contains existing structure that will be repurposed or redeveloped to support the proposed land uses. This site abuts existing on-street bike paths, public sidewalks, and have the ability to access Memorial Park. The Dream Centers Commons shows conformance with the various Chapters of PlanCOS.





**Predominant Typology**

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

**Vibrant Neighborhoods**

The property is located within the East Lake Neighborhood which is classified as an established suburban neighborhood typology. Under the Vibrant Neighborhoods chapter this proposal meets the following:

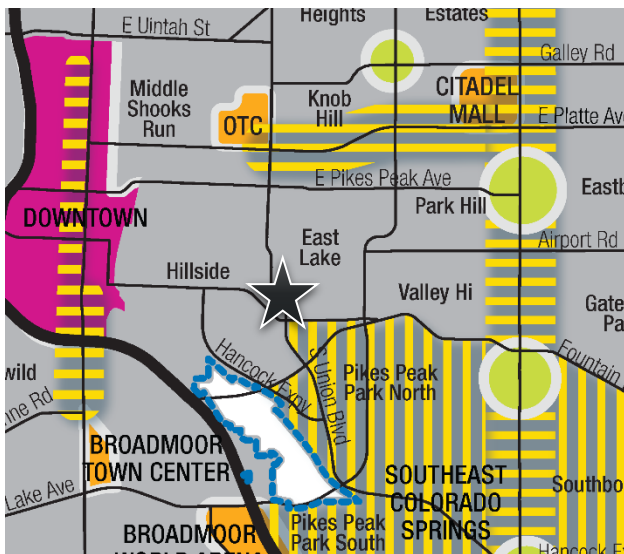
Goal VN-2: Strive for a diversity of housing types, styles and price points distributed throughout our city through a combination of supportive development standards community partnerships, and appropriate zoning and density that is adaptable to market demands and housing needs.

Policy VN-2.A: Promote neighborhoods that incorporate common desired neighborhood elements.

Policy VN-3.A: Preserve and enhance the physical elements that define a neighborhoods character.

Policy VN-3B: Support unique and innovative community design elements and features such as urban farms and gardens, co-op housing, live/workspaces, or neighborhoods gathering spaces.

Police VN-3E: Encourage and support the integration of mixed-use development in neighborhoods.



**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**

The site is predominantly located within the Neighborhood Centers typology per the Unique Places Chapter of PlanCOS. The proposed plan is supported by the following:

Goal UP-1: Enrich the texture and livability of the city as a tapestry of unique, vibrant, and walkable places.

Policy UP-1.A: Emphasize placemaking through the city with design and programming that supports a distinctive identity and experience.

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.

Policy UP-2.A: Support infill and land use investments throughout the mature and developed areas of the city.

Goal UP-4: Strengthen our overall community identity and better serve the needs of residents and business within our large metropolitan area by development active, unique, and connected centers and corridors.

Policy UP-4.A Actively plan and encourage a development pattern consisting of unique centers located along new and redeveloped corridors and at other designated areas throughout the City.

Goal UP-5 Develop and support unique places and centers as models of resilience and sustainability.

## Statement of Compliance

### **ZONE-24-0003**

City Planning has reviewed the proposed Zoning Map Amendment (Rezoning) for Dream Centers Commons and finds that the proposed application meets the Zoning Map Amendment Review Criteria as set forth in City Code Section 7.5.704 and the establishment of a Planned Development Zone as set forth in City Code Section 7.2.7.

### **LUPL-24-0004**

City Planning has reviewed the proposed Dream Centers Commons Land Use Plan and finds that the proposed application meets the Land Use Plan Review Criteria as set forth in City Code Section 7.5.514 with the following condition of approval:

1. The applicant must provide an active / passive greenspace illustration to be reviewed and approved by the planning department's landscape reviewer.