

2826 BEACON ST - LOT SIZE NON-USE VARIANCE

Planning Commission November 12, 2025

Staff Report by Case Planner: Ethan Shafer



Quick Facts

Applicant

Alex Kosley, StreamHome Construction

Property Owner

Caleb Kowalski

Address / Location

2826 Beacon Street

TSN(s)

6331311001

Zoning

R-2 (Two-Family Residential)

Site Area

9,375 square feet

Proposed Land Use

Detached Single-Family Dwelling

Applicable Code

Unified Development Code

Council District

#5

Project Summary

The Applicant is requesting a non-use variance to allow a 4,375 square foot lot where 5,000 square feet is required in the R-2 (Two-Family) zone district. The variance is requested to facilitate a proposed two (2) lot subdivision and future development of a new detached single-family dwelling.

File Number	Application Type	Decision Type
NVAR-25-0004	Nonuse Variance	Quasi-Judicial

Background

Prior Land-Use History and Applicable Actions

<i>Action</i>	<i>Name</i>	<i>Date</i>
Annexation	Roswell Addition	1950
Subdivision	Addition No. 1 to the Town of Roswell	1888
Master Plan	N/A	N/A
Prior Enforcement Action	N/A	N/A

Site History

The subject property is a 9,375-square-foot corner lot located at 2826 Beacon Street in the R-2 zone district. The lot is part of the Roswell Addition, originally subdivided in 1888, and is configured as 2½ lots (Lots 27, 28, northern 12.5 feet of lot 26). This configuration reflects the historic subdivision patterns common in the Roswell neighborhood, where many corner lots were platted with narrower widths and smaller areas than current zoning standards require.

The surrounding block and neighborhood exhibit a mix of lot sizes and housing types, with several nearby corner lots having been subdivided historically, including some that are now legal non-conforming under current dimensional standards. This context provides a precedent for the type of infill development proposed in this application.

Applicable Code

All references within this report that are made to “the Code” and related sections are references to the Unified Development Code (“UDC”).

Surrounding Zoning and Land Use

Adjacent Property Existing Conditions

	<i>Zoning</i>	<i>Existing Use</i>	<i>Special Conditions</i>
North	OR (Office Residential)	Office	N/A
West	R-2 (Two-Family Residential)	Single Family Residential	N/A
South	R-2 (Two-Family Residential)	Single Family Residential	N/A
East	R-2 (Two-Family Residential)	Duplex	N/A

Zoning Map



Stakeholder Involvement

Public Notice

Public Notice Occurrences (Poster / Postcards)	Initial Administrative Review / prior to City Planning Commission Hearing
Postcard Mailing Radius	1,000'
Number of Postcards Mailed	220 - sent for each public notice occurrence
Number of Comments Received	One

Public Engagement

One written public comment was received from Ms. Amanda Demarco, a resident of 2811 Beacon Street, located near the subject property. Ms. Demarco expressed the following concerns:

- **Density and Neighborhood Character:** Concern that the proposed subdivision would increase residential density and alter the established character of the Roswell neighborhood.
- **Parking:** Observations of existing congestion and concern about the adequacy of off-street parking, particularly given the site's corner configuration and alley access limitations.
- **Drainage and Site Stability:** Noted past drainage issues and potential subsurface instability due to historic fill materials on the site.
- **Traffic and Pedestrian Safety:** Cited the lack of sidewalks, frequent speeding, and general traffic concerns along Beacon Street and Taylor Street.
- **Cumulative Impacts:** Expressed concern that small-scale infill projects, while minor in scale, can have outsized impacts on long-established neighborhoods (Attachment 1–Public Comment).

The applicant, StreamHome Construction, submitted a formal written response addressing each of the concerns raised:

- **Density and Character:** The proposal maintains the R-2 zoning designation and results in two single-family homes, which is consistent with the existing development pattern of nearby corner lots. The applicant emphasized that the subdivision reflects historic platting and supports the City's goals for gentle infill.
- **Parking:** Each proposed lot will provide the required off-street parking. The corner-lot layout allows for efficient and discreet parking access, and no increase in on-street parking demand is anticipated.
- **Drainage and Site Stability:** The applicant committed to meeting all engineering and permitting requirements to ensure site stability and proper drainage. Any new development will comply with applicable City Code standards.
- **Pedestrian Safety:** The project includes the installation of a sidewalk along Taylor Street, which will enhance pedestrian safety and walkability in the area.
- **Neighborhood Fit:** The applicant emphasized that the proposed development is modest in scale, aligns with existing neighborhood patterns, and contributes to the City's housing access and affordability goals (Attachment 2–Response to Public Comment).

Staff has reviewed both the public comment and the applicant's response and has included their analysis below.

Timeline of Review

Initial Submittal Date	5/22/2025
Number of Review Cycles	Four (4)
Item(s) Ready for Agenda	10/22/25

Agency Review

Traffic Impact Study

No comments received.

SWENT

No comments received.

Colorado Springs Utilities

No comments received.

City Engineering

Installation of a sidewalk on Taylor Street is required.

Fire

No comments received.

Nonuse Variance

Summary of Application

The applicant, StreamHome Construction, on behalf of property owner Caleb Kowalski, is requesting a non-use variance to allow the creation of a lot that is 4,375 square feet in size—below the 5,000 square foot minimum required in the R-2 (Two-Family Residential) zone district. This variance is necessary to facilitate the future subdivision of the 9,375-square-foot parcel at 2826 Beacon Street into two single-family residential lots:

- Lot A: 5,000 square feet (conforming)
- Lot B: 4,375 square feet (requires variance)

The variance would enable the construction of a second detached single-family home on the site. One existing structure will be removed to accommodate the new development, which will include off-street parking and sidewalk improvements along Taylor Street (Attachment 3 – Proposed Plan).

The subject property is a corner lot originally platted as two full lots and the northern 12½ feet of a third lot—specifically, Lots 27, 28, and part of Lot 26 in Block 12 of the Roswell Addition. When Roswell developed, many homes were constructed across two or more lots, often including partial lots, and in some cases, lot orientation was changed from east-west to north-south. The proposed application is consistent with this historic development pattern and reflects the neighborhood's established form.

The applicant asserts that the request reflects a common and contextually appropriate subdivision pattern in the surrounding area, where 25% of corner lots in the six-block study area have been subdivided similarly, including several that are non-conforming under current dimensional standards (Attachment 4 – Project Statement). The proposal supports neighborhood-scaled infill, offers an alternative to an ADU, and aligns with the City's goals for housing choice, walkability, and incremental development.

Staff has reviewed the public comment received and the applicant's formal response. While the concerns raised are valid, staff finds that the proposed variance mitigates potential impacts through its design and compliance with applicable development standards. The project is consistent with similar corner-lot subdivisions in the area and will be required to meet all relevant engineering, drainage, parking, and sidewalk installation requirements as part of the future subdivision and building permit processes.

Application Review Criteria

UDC Code Section 7.5.526.E

1. The application complies with any standards for the use in Part 7.3.3 (Use-Specific Standards);
 - The proposed use of a detached single-family residential dwelling is a permitted use in the R-2 (Two-Family Residential) zone district, as outlined in UDC Table 7.3.2-A. The use is not subject to any additional use-specific standards under Section 7.3.3. of the UDC for detached single-family dwellings. The proposed development will

comply with all applicable dimensional standards (e.g., setbacks, height, lot coverage) at the time of building permit review, and no variances are requested for those elements.

The proposed subdivision and future development are consistent with the intent and permitted uses of the R-2 zone district and do not conflict with any use-specific standards in Part 7.3.3.

2. The property has extraordinary or exceptional physical conditions that do not generally exist in nearby properties in the same zone district;

- The subject property is a corner lot, a condition that applies to only 31% of lots in the six-block study area surrounding the site (Attachment 4-Project Statement). This supports the idea that the site's configuration is non-general and therefore could qualify it as an extraordinary condition under the UDC. Additionally, the lot is configured as 2½ lots, which reflects historic subdivision patterns in the Roswell neighborhood. This historic development pattern supports smaller lot configurations and provides the rationale for the proposed subdivision and variance.

The parcel is slightly smaller than the nearby 10,000 sq ft corner lots, many of which have already been subdivided. Within the study area, 6 of 24 corner lots (25%) have been subdivided in a similar manner, and 3 of those 6 are non-conforming under current dimensional standards. This demonstrates a clear and consistent neighborhood context for the proposed configuration (Attachment 4-Project Statement).

The site's dual frontage and irregular shape further distinguish it from typical interior R-2 lots, offering a unique opportunity for infill development that is consistent with the surrounding built environment.

3. That the extraordinary or exceptional physical condition of the property will not allow a reasonable use of the property in its current zone in the absence of relief;

- Strict application of the 5,000 square foot minimum lot size prevents reasonable use of the property that is otherwise consistent with the neighborhood context. While an Accessory Dwelling Unit (ADU) is permitted by right in the R-2 zone, it is subject to significant limitations: it must remain rental-only, cannot be sold separately, and is subject to size caps. These constraints limit the long-term flexibility and ownership opportunities that a second detached single-family home on a separate lot would provide.

The proposed subdivision would allow for the development of two modest, ownership-oriented homes, each with its own lot, which better supports multigenerational living, aging in place, and housing stability. This configuration is more aligned with the historic development pattern of the area and provides a reasonable use of the land that is consistent with the City's goals for infill and housing diversity (Attachment 4-Project Statement).

Moreover, the applicant has demonstrated that similar subdivisions have occurred in the immediate vicinity, including several that resulted in legal non-conforming lots. Denying this request would uniquely restrict the applicant from pursuing a development pattern that is already well-integrated into the neighborhood fabric.

4. That the granting of the Non-Use Variance will not have an adverse impact upon surrounding properties; and

- The proposed variance will not result in any adverse impacts to adjacent properties, public infrastructure, or the general public. The development will result in two detached single-family homes, which is no denser in unit count than a single-family home with an ADU, an allowed configuration under current zoning.

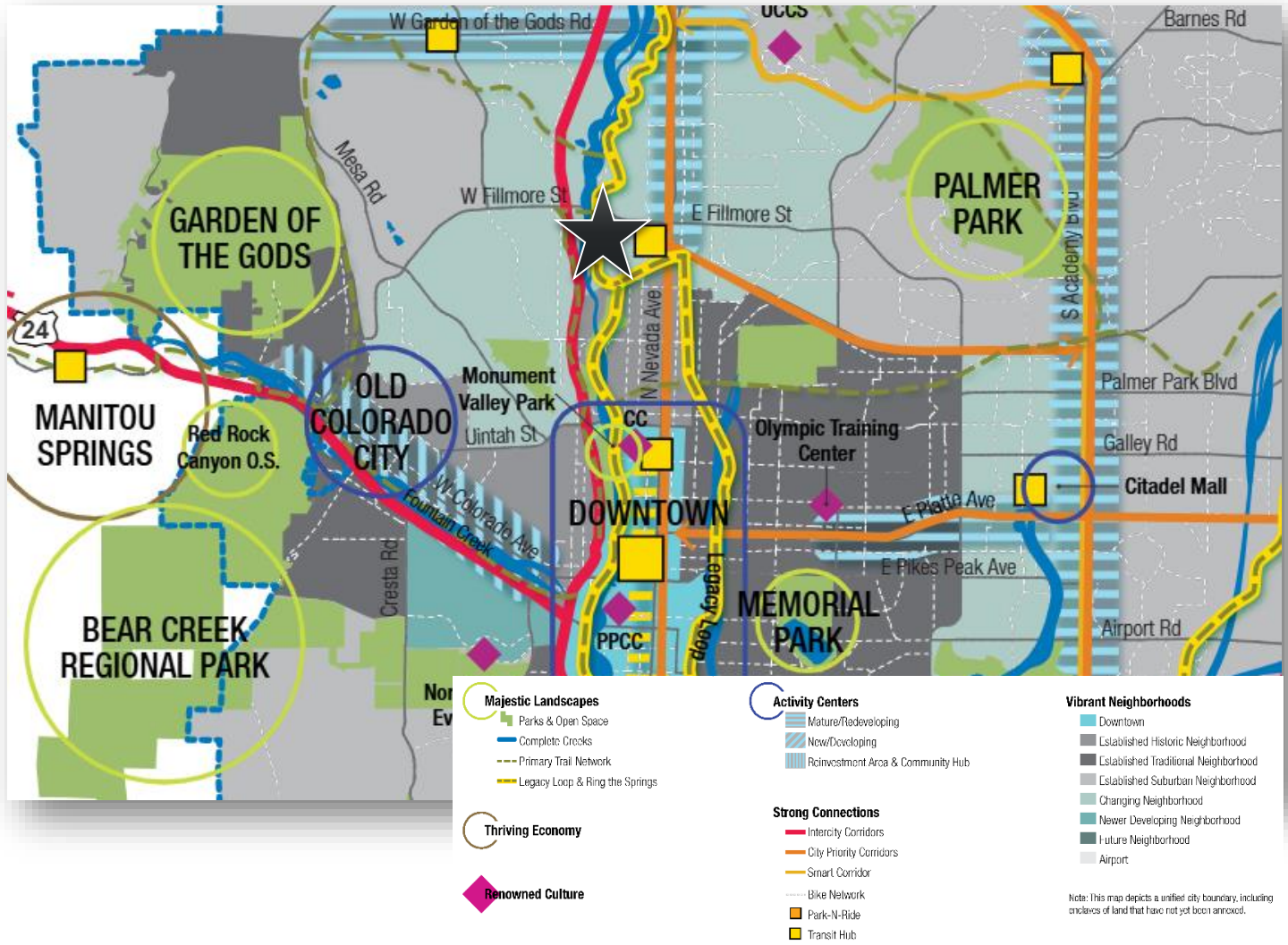
The applicant has committed to providing off-street parking for both lots, and the corner-lot layout allows for efficient and discreet access (Attachment 3-Proposed Plan). A sidewalk will be installed along Taylor Street, improving pedestrian safety and aligning with the City's goals for walkability and infrastructure enhancement.

The homes will comply with all applicable setback, height, and lot coverage standards, and no variances are requested for those elements. There is no anticipated impact to traffic, drainage, or utilities, and the project will be subject to full review during the future subdivision and building permit processes if this variance were to be approved.

The proposal supports the City's broader planning goals, including those outlined in PlanCOS, by promoting gentle infill, housing access, and neighborhood compatibility. No further opposition has been received beyond the single public comment, which the applicant has addressed in detail.

After evaluation of the Nonuse Variance, Staff finds that the application meets the review criteria.

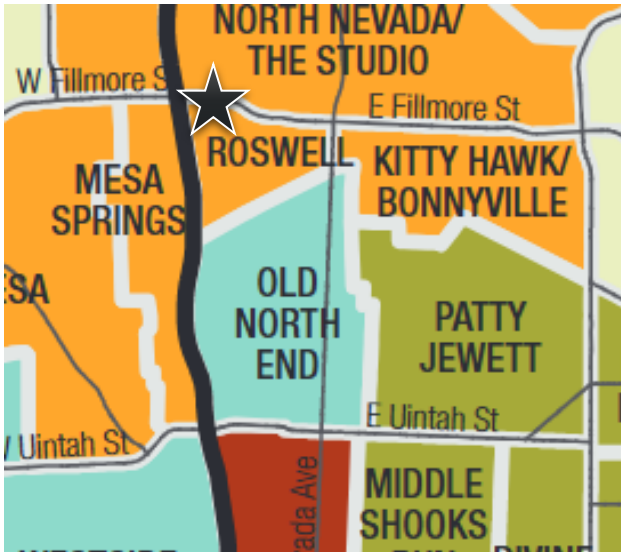
PlanCOS Vision Map



The subject site is located within the PlanCOS Vision Map's typology of "Changing Neighborhood" under the broader theme of Vibrant Neighborhoods. This typology is used to describe areas that are experiencing or are poised for reinvestment, infill, and land use change. These neighborhoods often include aging infrastructure, underutilized parcels, and a mix of housing types and conditions. PlanCOS encourages proactive strategies in these areas to support revitalization, housing diversity, and improved connectivity.

The Changing Neighborhood typology encourages reinvestment, infill, and adaptation to support long-term neighborhood resilience and livability that enhance the identity, quality, and affordability of these neighborhoods. PlanCOS emphasizes the importance of context-sensitive infill, walkability, and neighborhood-scaled development that supports long-term livability and resilience.

The subject site at 2826 Beacon Street supports this vision by proposing a modest, contextually appropriate subdivision that reflects historic platting patterns and introduces a second detached single-family home.



Predominant Typology



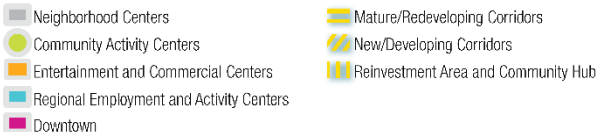
Vibrant Neighborhoods

PlanCOS identifies Vibrant Neighborhoods as the foundation of a great city—diverse, safe, and connected places with varied housing and strong identity. It emphasizes reinvestment in “Changing Neighborhoods,” where infill and redevelopment enhance livability and resilience. The proposed subdivision at 2826 Beacon Street supports this vision by introducing a modest, ownership-oriented home that reflects historic platting, contributes to reinvestment, improves pedestrian infrastructure, and aligns with Goal VN-2 (Housing for All).

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



Predominant Typology



Unique Places

PlanCOS defines Unique Places as walkable, mixed-use areas that foster identity, creativity, and community. It encourages creative infill and adaptation, especially in older neighborhoods, to meet evolving needs. This project supports Goal UP-2 (Embrace Creative Infill, Adaptation, and Land Use Change) by reintroducing a second home on a historically platted lot, reinforcing Roswell’s character through context-sensitive, human-scaled infill.

- Strategy UP-2.A.1: Encourage the development or redevelopment of vacant properties in the core area of the city by using a combination of incentives, rezoning, and creative design solutions.
- Strategy UP-2.A.5: Revise zoning and building regulations to be more streamlined and flexible regarding infill, redevelopment, and mixed-use development, especially in older, underutilized commercial areas.

Statement of Compliance

NVAR-25-0004 - 2826 Beacon St - Lot Size Non-Use Variance

After evaluation of the Nonuse Variance, City Planning finds that the application meets the review criteria as set forth in City Code Section 7.5.526.E.