



# Planning Commission Staff Report Public Hearing January 8, 2026

<u>Agenda Item</u>	<u>Department</u>	<u>Presenter</u>
4A	Planning	C.J. Gates Senior Planner

## AGENDA ITEM 4A

**Willow Street Rezone:** Council Initiated zone change as allowed by City Charter Section 15.7(a) – Zoning, to change the zoning from Central Business District (CBD) to Urban Residential (UR) for the subject property legally described as Lot 1, Block 12 Fosters Addition including the adjacent west ½ of vacated Scott Avenue as described at Reception #483423 and the adjacent north ½ of vacated alley as described at Reception #590996 of Woodland Park, Teller County (a.k.a. 309 Willow Street, Woodland Park, CO). (QJ)

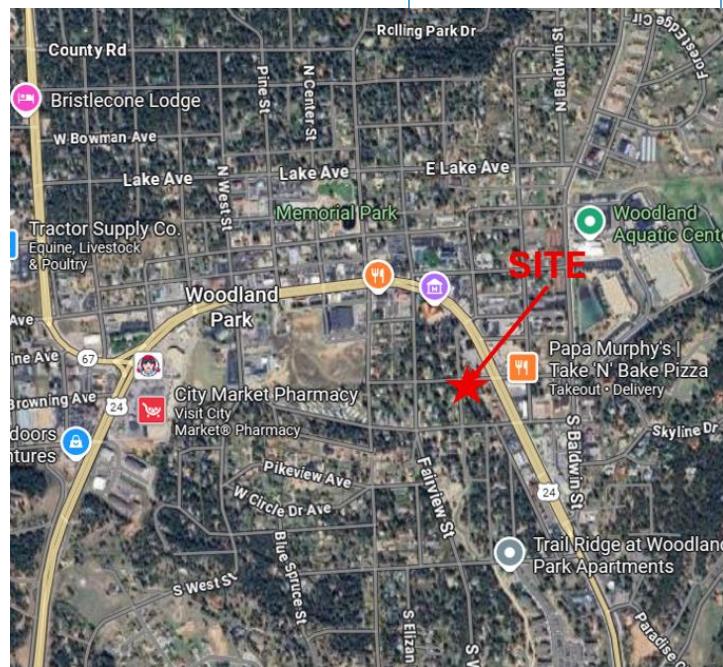
## BACKGROUND

The subject property is located on the south-east corner of Pikes Peak Avenue and Willow Street within the Fosters Addition to Manitou Park Final Plat (Figure 1). This plat was approved in 1898 and was located within El Paso County at the time. Currently existing on the property is a 1263 square-foot home that was built in 1929 and a single-car detached garage. The current owners of the subject property have owned the property since 2006.

In 1996 the subject property was zoned Urban Residential (UR) and prior to the UR designation, property was zoned R-1. In July of 2025, the owners of the property requested to change their zoning designation from Urban Residential (UR) to Central Business District (CBD) in order to operate a non-primary residence short-term rental. Woodland Park City Council approved the rezone request per Ordinance No. 1503, Series 2025 on October 2, 2025. The subject property is currently zoned CBD.

At the December 4, 2025, City Council meeting, Council voted to initiate a zone district change for the subject property to change the zoning from Central Business District (CDB) back to Urban Residential (UR).

Figure 1: Vicinity Map



## ZONING

As seen in Figure 2, the subject property is zoned Central Business District. Adjacent properties to the north and east are zoned Central Business District (CBD). Adjacent properties to the south and west are zoned Urban Residential (UR).

Described below are the purpose statements for both the (UR) and (CBD) zone districts along with the applicable dimensional standards (i.e., heights, setbacks, etc.) for each of the zone districts. Additionally, attached to this report is a comparison of the uses allowed in each of these zone districts.

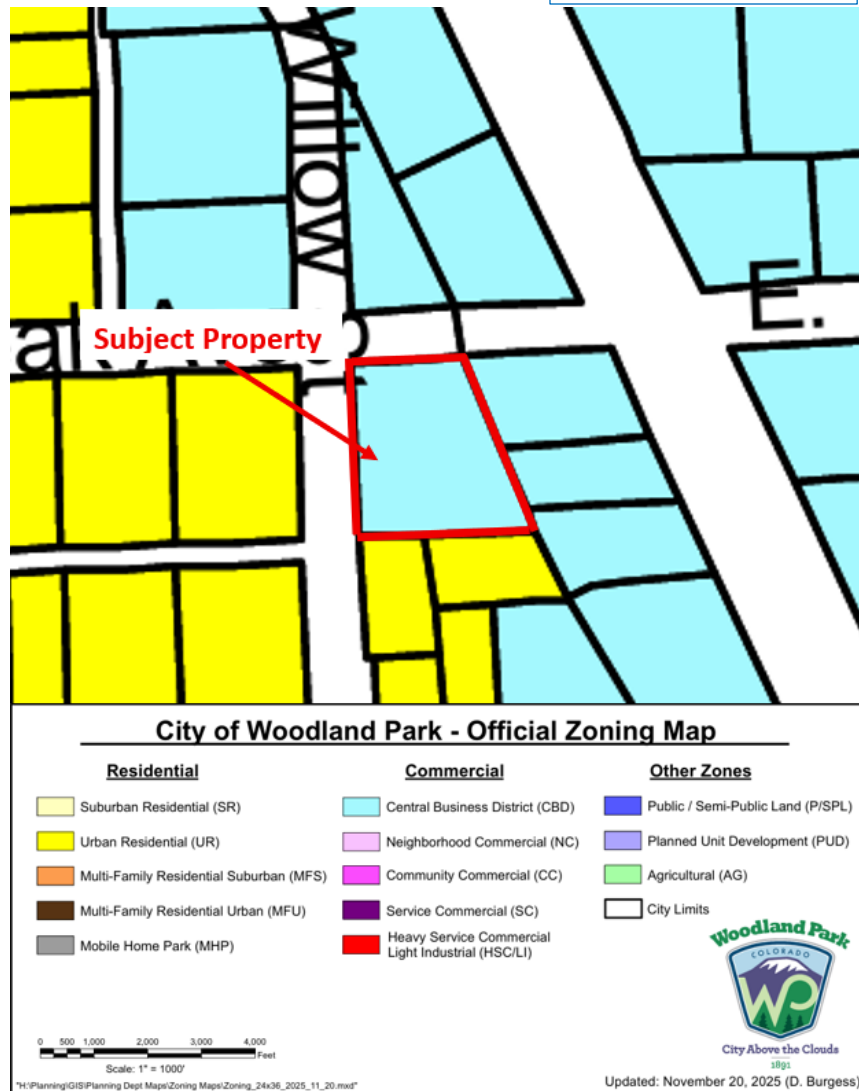
### Chapter 18.13 – Urban Residential (UR)

*These designated areas are intended to provide single-family housing at a higher density than SR. The purpose of this district is to allow in-fill development within areas served by existing water and sewer infrastructure, thus reducing the need for development and infrastructure sprawl into the outlying areas. The minimum lot size within the UR district is seven thousand five hundred square feet with a maximum density of two dwelling units per acre.*

### Chapter 18.23 Central Business District (CBD)

*Land use activity in this category is intended for what is considered the downtown area of the city with associated commercial activity that can be accessed by pedestrians as well as the motoring public. Density is considered high and design issues relate to on-street U.S. highway corridor improvements, including efficient off-street parking, landscaping and pedestrian mobility to and from local businesses. Residential activity is appropriate in this area particularly at second or third story levels, above offices or commercial shops.*

Figure 2: Zoning Map



<u>Zone District</u>	<u>Setbacks</u>	<u>Maximum Height Requirements</u>	<u>Street Frontage</u>
<b><u>Urban Residential (UR)</u></b>	<b>Front:</b> 25ft <b>Rear:</b> 25ft for main building & 4ft for accessory buildings <b>Side:</b> 8ft for main building & 4ft for accessory buildings	<b>Main Building:</b> 30ft <b>Accessory Building:</b> 20ft	40ft Minimum
<b><u>Central Business District (CBD)</u></b>	<b>Front:</b> 10ft <b>Rear:</b> 0ft except twenty-five feet when a rear yard abuts a residentially zoned lot. <b>Side:</b> 0ft except fifteen feet where that side yard abuts a residentially zoned lot.	<b>Main Building:</b> 35ft <b>Accessory Building:</b> 35ft	25ft Minimum

### SITE & SURROUNDING USES

The subject property is located on the south-east corner of Willow Street and Pikes Peak Avenue. The uses and zone districts for the area immediately surrounding the subject property are as follows:

USE	ZONE	
North	Single-family homes & The Human Bean coffee shop	CBD
East	Businesses including The Peak Fly Shop and Forest & Planter	CBD
South	Single-family residential	UR
West	Single-family residential	UR

Figure 3a is the City’s zoning map with the subject property outlined in red. The surrounding properties are either in blue (all of which are zoned CBD) or yellow (all of which are zoned UR). The current use of the subject property and the surrounding properties has been labeled on the map. It should be noted that there are several CBD zoned parcels that contain single-family homes and are being used as such.

Figures 3b and 3c below are photos of the subject property which shows the residential nature of the subject property.

Figure 3a: Zone map with current uses





Figure 3c: Photo taken from Pikes Peak Ave. looking south into the subject property



Figure 3b: Photo taken from Willow St. looking north-east into the subject property

## **COUNCIL INITIATED ZONE CHANGE**

The City of Woodland Park City Charter Section 15.7(a) – Zoning reads as follows:

- (a) Zoning of property, or the change or modification of zoning property previously zoned, may be initiated by the Planning Commission or by the City Council, or for any property by the owner thereof upon filing written application with the City Clerk and compliance with any requirements established by the Council under Subsection (7) hereof. Action on any zoning request shall commence within sixty (60) days by the Planning Commission as hereafter required.*

At their meeting on December 4, 2025, City Council decided to exercise their authority under this Charter section and voted to initiate a zone district change for the subject property to change the zoning from Central Business District (CDB) to Urban Residential (UR).

## **REFERRALS**

This proposed zone change was referred to City departments including the City Attorney, City Manager, City Clerk, Utilities, Public Works, Police Department, Planning and Building and external agencies including Northeast Teller County Fire Protection District, Black Hills Energy, Core Electric, Colorado Department of Transportation, Century Link/Lumen, and TDS Telecom. Staff received no comments.

## **STAFF ANALYSIS**

When considering a zone change, it should be noted that a property has the potential to be used for any of the permitted or conditional uses identified in MC §18.09.090 Table of Permitted Uses for the zone district in which it is located. In the future, a different use of the property may be requested in accordance with those uses allowed in the designated zone district. Zone change requests are analyzed in accordance with the following criteria/questions.

1. *Is the proposed zoning consistent with the Comprehensive Master Plan Map?*

The Future Land Use Map provides aspirational guidance for desired future uses of property within the City of Woodland Park. A more detailed explanation of how this map was developed and its role can be found on page 21 of the Comprehensive Plan document; that section reads:

### **WOODLAND PARK FUTURE LAND USE MAP DESCRIPTION**

The Future Land Use Map provides guidance for rezoning requests, annexation proposals, new development, and redevelopment projects within the City limits. Its purpose is to honor the City's existing zoning map while providing both direction and flexibility for a sustainable balance of uses in future development or redevelopment proposals. Comments and direction provided by the community have been incorporated in land use descriptions and designations. Within the unincorporated areas of Teller County surrounding Woodland Park, the map identifies the type of low impact growth that may occur within the planning area and at the gateways to Woodland Park.

The Future Land Use Map identifies locations for the most appropriate future land use within the broad categories. The land use designation of each area is based on what is currently in place; what the community would like to see more of; and identification of harmonious uses that do not infringe on the existing land uses. Water use is a major consideration in land use planning and ensures that a diversity of land uses are planned for with the amount of water available. A more detailed description of each land use designation is listed below:

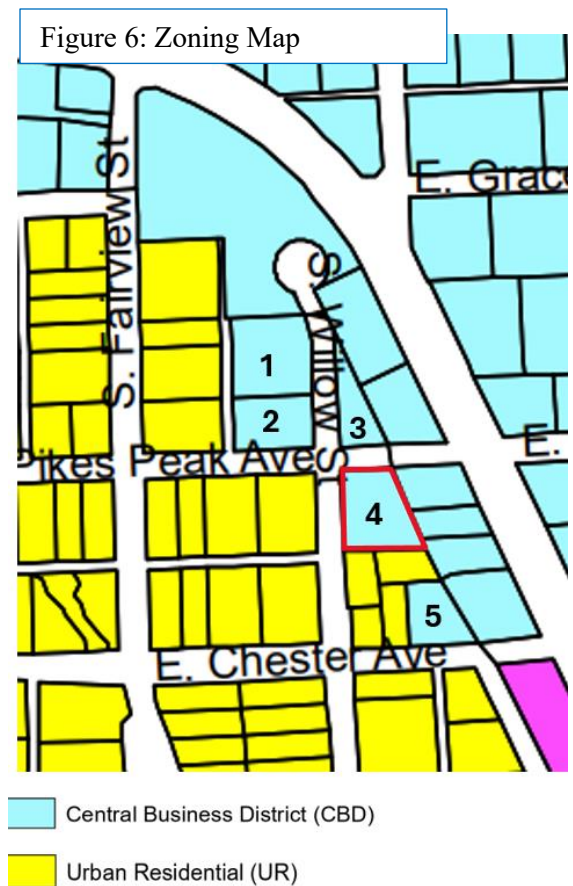
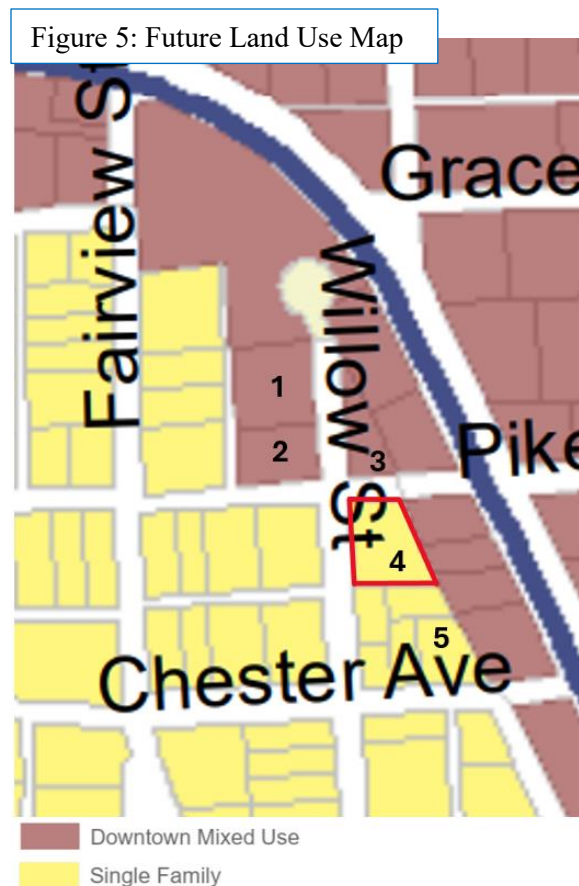
The two relevant land use designations that should be considered in reviewing this proposal are "Single Family Residential" and "Downtown Mixed Use". The Comprehensive Master Plan provides the following descriptions for these two categories:

*"SINGLE FAMILY RESIDENTIAL includes areas of the City that are already zoned Suburban Residential (SR), Urban Residential (UR), or are within an existing Planned Unit Development (PUD) and planned for single-family densities. Suburban Residential is*

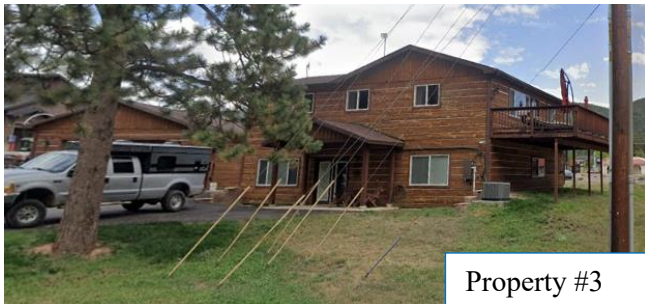
limited to one dwelling unit per gross acre with the option to cluster development if approved through a public hearing process. Urban Residential has a maximum density of two dwelling units per acre. These areas are designed to be safe, connected, family friendly neighborhoods that support a variety of ages with easy access. Single family areas within the City limits have access to City utilities. These land uses also support places of worship that are surrounded by single family land uses.”

**DOWNTOWN MIXED USE:** “To help recognize and promote vitality in the downtown area, the Downtown Development Area boundary was used to identify the Downtown Future Land Use District. Establishing the downtown as its own character area helps to promote the identity and cohesion that is desired as development and redevelopment occur. The zoning categories in downtown include Central Business District (CBD), Community Commercial (CC), Urban Residential (UR), and Planned Unit Development (PUD). Neighborhood Commercial and Public/Semipublic areas north of the Downtown Development Boundary have maintained their land use classifications to illustrate the transition to downtown residential.”

Figure 5 is a snapshot of the current 2022 Comprehensive Master Plan *Future Land Use Map* and Figure 6 is the current zoning map. The subject property is outlined in red and labeled with the number four (4) on both maps.



Placing these maps side by side facilitates a comparison between the desired future use and the current zoning. The parcels numbered one through five (1-5) on the maps identify parcels where the current use does not conform with either the current zoning, the desired future land use, or both. Per the Teller County Assessor, all five properties are being used as single-family residences. Below are pictures of the residential structures on each of the identified properties.



Properties one through three (1-3) are zoned CBD and are within the area identified as Downtown Mixed Use on the *Future Land Use Map*. While the desired future use and the current zoning designations align, the residential use of the properties does not conform to the purpose of the CBD zone.

The residential use on properties four and five (4 and 5) conforms to the Single-Family Residential use identified on the Future Land Use Map but does not conform to the purpose of the CBD zone.

The Comprehensive Plan's Future Land Use Map advises the subject property should be used and zoned as "single family residential".

2. *Is the proposed zoning consistent Comprehensive Plan Objectives?*

Staff identified the following relevant objectives from the Comprehensive Plan that support this property being zoned UR:

**Land Use and Growth Objective 1.1:** Ensure that new development fits the intent of the Future Land Use Map and uses the land and community resources/facilities efficiently and in an environmentally sensitive manner. All new development, expansion, and redevelopment should contribute to Woodland Park's mountain-western identity.

**Housing Objective 1.1:** Promote stable and safe neighborhoods that provide a variety of housing options.

**Economic Development Objective 1.6:** Increase the desirability of Woodland Park as a place to live and work by providing diverse housing options, expanded educational opportunities, and additional community amenities.

3. *What has changed in the surrounding properties that warrant a change in the zoning classification?*

To staff's knowledge, the general area and surrounding properties have not changed very much over the years. The properties to the east that front Highway 24 have been used for commercial purposes for at least 50 years. The most recent commercial development was The Human Bean which was built in 2019. The single-family homes that surround the subject property have also been in existence for at least 50 years with the area having a residential zone designation. There are homes that date back to 1930's and the area has been in-filled with other single-family residences since then.

While area uses have not changed and remain largely residential, the municipal code changes to regulate short-term rental units that occurred in late 2023 and early 2024 made commercially zoned single-family residences desirable. Ordinance 1469, Series 2023, which established where short-term rental units may be permitted, notes that, "*the Citizens desire to maintain the character of its residential neighborhoods which enhances the quality of life for its residents, protects public peace, welfare, health, safety, and preserves housing stock for residential use*".

In their July 2025 application requesting a zone change from UR to CBD, the subject property owner explained that they had been using the subject property as a non-primary residence short-term rental and desired to continue doing that. The property owner's request was approved, and the subject property was rezoned to CBD in October of 2025 via Ordinance no. 1503, Series 2025.

In reviewing the current area uses and how they have remained stable for decades, it is possible to conclude that the potential uses afforded by the CBD zone district designation are not appropriate for this property and it should be returned to the previous UR zone designation.

4. *Describe the appropriateness of the UR District at this location.*

Land directly to the east of the subject property fronts on Highway 24 and is zoned CBD with businesses currently operating. To the north and northwest across Pikes Peak Avenue, there are several single-family homes within the CBD zone.

The subject property is currently within the CBD zone but does border land to the west and south that is zoned UR. Prior to October 2, 2025, this property previously had residential zoning designations.

When considering a zone change all the potential uses allowed within the zone district should be reviewed since any of them could potentially be established on the land within the designated zone. In reviewing the current established single-family residential uses that surround three sides of the subject property, it is possible to conclude that the Urban Residential zone designation is appropriate at this location.

In reviewing the current area uses it is possible to conclude that the current uses of the surrounding properties do not support the CBD zone district designation for this property and it should be returned to the more appropriate previous UR zone designation.

5. *Ability to serve the maximum density with wastewater treatment capacity?*

The existing single-family dwelling is connected to the City wastewater system and will continue to be served for the foreseeable future.

6. *Ability to serve the maximum density with planned water resources?*

Municipal Code Section **18.09.085 – Zone change or modification** – contains the following review criteria: *Change in a zoning classification which results in increased density shall not be approved unless the owner (applicant/developer) has established, to the approval and acceptance of the City, that connection and availability of water exists that is sufficient to service the needs of the intended uses and structures of such lot(s).*

The property has already been developed with an existing single-family dwelling that is connected to the City water system and will continue to be served for the foreseeable future. Should the property retain a CBD zone designation, any future commercial use would be evaluated when the new use is proposed.

## **NOTIFICATIONS AND PUBLIC COMMENT**

Adjacent property owners within 150 feet were mailed a letter notifying them of the Zone Change request as well as all meeting dates including the scheduled Planning Commission and City Council public hearings. The site was posted with public notice posters and notice of the public

hearings was published in the Pikes Peak Courier in compliance with the Municipal Code. Staff has received no public comment on the proposal.

### **RECOMMENDATION**

Should the Planning Commission find that Urban Residential (UR) is the more appropriate zone designation for the subject property, the Commission should recommend City Council approve the zone district change from Central Business District (CBD) to Urban Residential (UR) for Lot 1, Block 12 Fosters Addition including the adjacent west ½ of vacated Scott Avenue as described at Reception #483423 and the adjacent north ½ of vacated alley as described at Reception #590996 of Woodland Park, Teller County (a.k.a. 309 Willow Street, Woodland Park, CO).

Should the Planning Commission find that Central Business District (CBD) is the more appropriate zone designation for the subject property, the Commission should recommend City Council retain the current Central Business District (CBD) zone designation for Lot 1, Block 12 Fosters Addition including the adjacent west ½ of vacated Scott Avenue as described at Reception #483423 and the adjacent north ½ of vacated alley as described at Reception #590996 of Woodland Park, Teller County (a.k.a. 309 Willow Street, Woodland Park, CO).

### **ATTACHMENTS**

- A. Ordinance No. 1503, Series 2025
- B. Use Analysis for UR and CBD Zones