

City of Steamboat Springs  
Planning Department  
Approved Plan Set  
01/08/2025 tstauffer

# Staff Report

## Department of Planning & Community Development

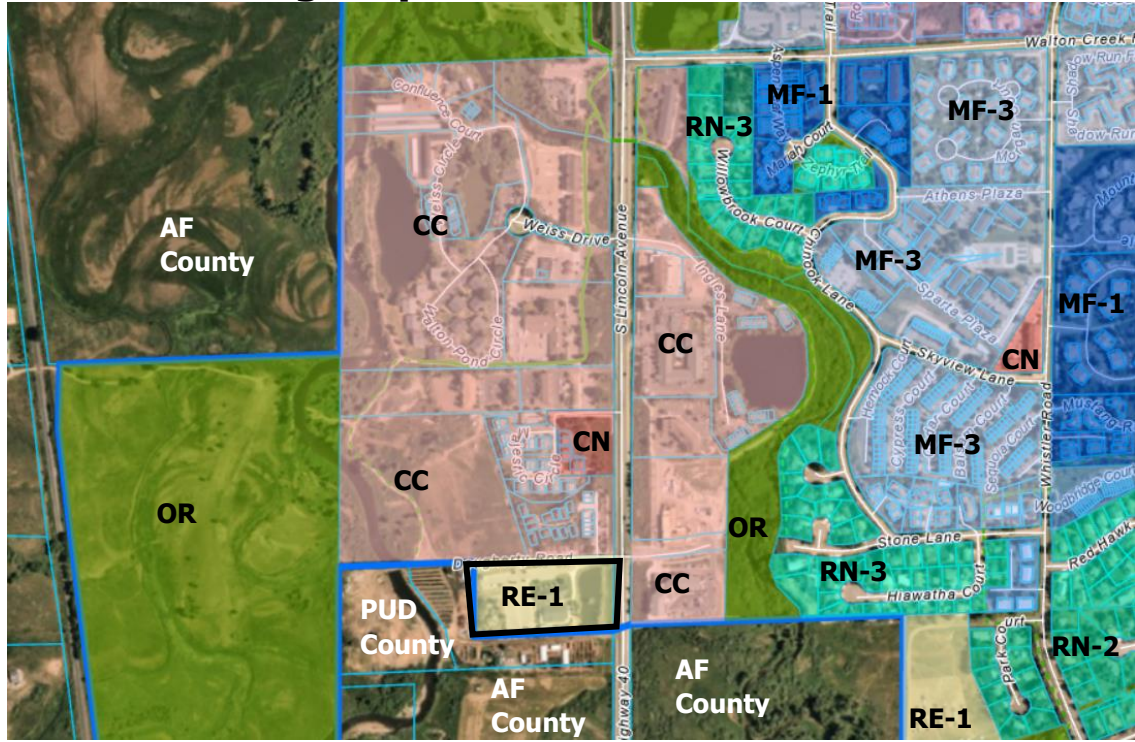
### Project Overview

<b>Project Name</b>	Steamboat Christian Center, 821 Dougherty Road
<b>Project Code</b>	PL20240266
<b>Project Type</b>	Zone Map Amendment
<b>Project Description</b>	A Zone Map Amendment to change the zone district for parcel 936283004 from RE-1 to CC.
<b>Applicant</b>	Brian Adams, Apex Architecture
<b>Zoning</b>	Residential Estate-One (RE-1)
<b>Report Prepared By</b>	Toby Stauffer, AICP Senior Planner
<b>Through</b>	Rebecca Bessey, AICP Planning & Community Development Director
<b>Planning Commission</b>	October 24, 2024
<b>City Council</b>	November 12, 2024, December 3, 2024

### Project Location



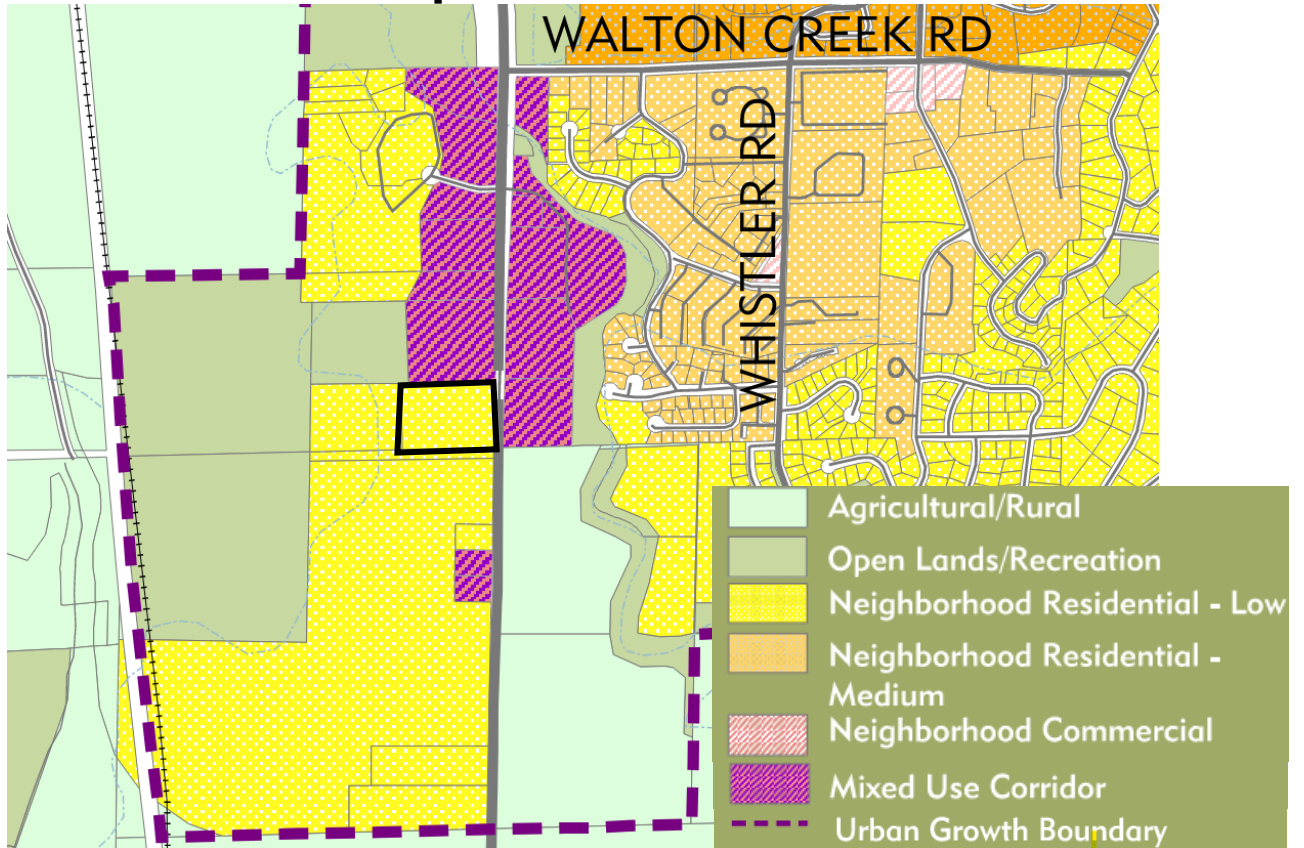
## Current Zoning Map



## STR Overlay Zone Map



## Future Land Use Map



## Background

The subject property is an unplatted lot adjacent to the City limit and within the Urban Growth Boundary. The property is currently zoned RE-1 (Residential Estate One) and is adjacent to CC (Community Commercial) in the City and PUD (Planned Unit Development) in the County. Across US Highway 40/South Lincoln Avenue to the east property is zoned CC. The property is also within the Entry Corridor Overlay and Short-Term Rental Overlay Zone C. The property is within the 100-year and 500-year flood hazard, and the southwest corner is within the floodway for the Yampa River. The subject property is developed with a church, school, and a single-family dwelling unit.

## Project Description

This request is a Zone Map Amendment to change the Zone District for the unplatted subject property at 821 Dougherty Road from RE-1 to CC. The Short-Term Rental Overlay Zone will remain as Zone C (prohibited). The property will remain within the Entry Corridor Overlay Zone. The application is being processed concurrently with a Future Land Use Map Amendment.

<b>Zone District Comparison</b>	<b>RE-1</b>	<b>CC</b>
<b>Lot Line Setbacks, Principal Building</b>		
Front	25 ft	5 fin min 20 ft max
Side	25 ft	0 fin min 7.5 ft max
Rear	25 ft	7.5 ft
Parking Lot Setback	N/A	30 ft
<b>Lot Size</b>		
Width	30 ft min	25 ft min
Area	1 Acre min	No Min
<b>Building Height, Principal Building</b>		
Overall Height	40 ft max	63 ft max
Average Plate Height	28 ft max	N/A
Frontage Height	N/A	26 ft
Ground Floor Height	N/A	14 ft
Second Story Intensity	N/A	75%
<b>Building Intensity, Principal Building</b>		
Lot Coverage	35%	No max
Floor Area Ratio	No max	No max
<b>Density</b>		
Dwelling Units Per Lot	2 max	No max
Principal Uses Per Lot	1 max	N/A
Dwelling Unit Size	N/A	1,400 SF
<b>Other Standards</b>		
Development/Design Standards	Very few standards apply	Development and Design Standards apply
Type of zone district	Residential	Commercial
Uses	<ul style="list-style-type: none"> <li>• Single-family residential</li> <li>• Uses similar to Single-family</li> <li>• No Commercial uses</li> <li>• Similar, fewer, Civic/Public/ Institutional uses</li> </ul>	<ul style="list-style-type: none"> <li>• More Residential uses allowed</li> <li>• More Commercial uses allowed</li> <li>• More Industrial uses allowed</li> <li>• Similar Civic/Public/ Institutional uses</li> </ul>

## Project Analysis

The following section provides staff analysis of the application as it relates to sections of the CDC. It is intended to highlight those areas that may be of interest or concern to Planning Commission, City Council, Staff or the public. For standards and requirements applicable to this proposal please refer to the CDC or contact the staff planner.

## Principal Discussion Items

This amendment will change a developed property from RE-1, a large lot residential district, to CC, a medium intensity commercial district that allows for more residential, commercial, and industrial uses, greater building height, and more intense development. The current buildings, aspects of the site, and the single-family residential use would become legal nonconforming upon rezoning.

Staff supports the Zone Map Amendment finding it is consistent with Criteria for Approval. However, it is Planning Commission's role to make findings and a recommendation to City Council to determine if current and future development will be compatible with the area.

### Criteria for Approval: Zone Map Amendment

Approval Criteria Summary	CONSISTENT?		
	YES	NO	NA
Consistent with the proposed zone district	✓		
Compatible with development pattern	✓		
Advantages outweigh disadvantages	✓		
Minimize adverse impacts	✓		
Furthers direction of the Community Plan	✓		

#### CDC Section 720.B – Zone Map Amendments may be approved upon findings that the following criteria are met:

1. The Zone Map Amendment will be consistent with the purpose and standards of the proposed zone district.

##### APPLICANT JUSTIFICATION

*The purpose of the CC zone district is mixed-use "intended to provide areas for community-wide commercial and multiple-family residential uses" and "mixed-use development that establishes an active corridor and attractive streetscape". The uses on this property already match this purpose, and match the purpose much more appropriately than the existing RE-1 zone district.*

##### STAFF ANALYSIS: CONSISTENT

This amendment is consistent with the purpose of CC which is a mixed-use district intended to provide areas for community-wide commercial and multiple-family residential uses.

2. The type, height, massing, appearance, and intensity of development that would be permitted in the proposed zone district will be compatible with surrounding zone districts, land uses, and neighborhood character and will result in a logical and orderly development pattern within the community.

##### APPLICANT JUSTIFICATION

*Both sides of Highway 40, surrounding this property, are already zoned CC. Therefore, the intensity of development on this property would be expected to be compatible with the other CC zoned properties around it.*

##### STAFF ANALYSIS: CONSISTENT

The intensity of development in CC will be compatible with the surrounding CC lots. The current development of the property in RE-1 is more intense than most other RE-1 lots. The adjacent property in the County is zoned PUD, which allows commercial, retail, and residential multiple-family uses and development that is more intense than other large lot residential properties. The adjacent property is within the Urban Growth Boundary, where development similar to CC zoned properties in the mixed use corridor could occur if the property were to be annexed into the city.

3. The advantages of the proposed zone district substantially outweigh the disadvantages to the community or neighborhood.

**APPLICANT JUSTIFICATION**

*It is currently a disadvantage to the community having the first property on the south end of the city zoned for only a single-family home. Making the entire Highway 40 frontage consistent as Community Commercial will be an advantage for the immediate area as well as the community, for both potential housing or potential commercial services.*

**STAFF ANALYSIS: CONSISTENT**

A zone change from RE-1 to CC has the following advantages:

- Properties within the UGB, and especially those on US Highway 40, are intended to be higher density and intensity rather than low density, large lot residential. The current use and development are consistent and compatible with the type of development and land use expected within the UGB. Future use and development on this property will be more consistent with other development within the UGB rather than low density, large lot residential development.
- Though there are some standards that apply to development in RE-1, development in CC is required to meet more standards and manage impacts to surrounding properties, buildings, uses, and natural features. The application of standards on this property is an advantage especially because of its adjacency to the Yampa River.
- When compared to RE-1, CC zoning allows a greater variety of uses that are consistent with the surrounding area.

4. The proposed amendment will minimize any adverse impacts on the natural environment, including water quality, air quality, wildlife habitat, vegetation, wetlands, and natural landforms.

**APPLICANT JUSTIFICATION**

*The zoning amendment will not create any adverse impacts to the natural environment.*

**STAFF ANALYSIS: CONSISTENT**

The amendment should not have adverse impacts on the natural environment. Any development in CC will need to comply with standards intended to manage impacts; development in RE-1 can occur with very few standards. The property is located in the 100-year floodplain, and the floodway for the Yampa River. Waterbody setbacks apply to any development regardless of zoning; however, more stringent development and design standards apply to multiple family, mixed use, commercial, and other allowable by-right uses if the property is zoned CC.

5. One of the following conditions exists:
  - a. The proposed amendment substantially furthers the preferred direction and policies outlined in the Community Plan and other applicable adopted plans; or
  - b. The proposed amendment is necessary to respond to changed conditions since the adoption or last amendment of the Official Zone Map; or
  - c. The proposed amendment will correct an error on the Official Zone Map.

**APPLICANT JUSTIFICATION**

*The existing RE-1 zone district has most likely been applied to this property since first created. It certainly has been zoned this way since long before the rest of the CC corridor developed around it. These changed conditions along Hwy 40 around this property make it necessary to respond to and to update the zoning for this property as well.*

**STAFF ANALYSIS: CONSISTENT**

This project is being concurrently reviewed with a Future Land Use Map Amendment that is recommended for approval. The proposed change to CC is consistent with the proposed Future Land Use Map Amendment which calls for Mixed Use Corridor. Mixed Use Corridor is intended to have a mix of residential and commercial uses. The current use is a Civic/Public/Institutional use that is compatible with either residential or commercial uses, and it is appropriate in a mixed use corridor. The intent of the Mixed Use Corridor is that overall intensity of commercial and residential development will be lower than in the Commercial Activity Nodes, key commercial locations at major intersections, and in the Old Town area. This Amendment will further the adopted Community Plan and policies more than the current residential zoning.

**Staff Findings**

Staff finds that Zone Map Amendment, PL20240266, to change the zoning for parcel 936283004 at 821 Dougherty Road RE-1 to CC, is CONSISTENT with the Criteria for Approval for a Zone Map Amendment.

**Recommended Motion**

Planning Commission recommends approval of PL20240266, a Zone Map Amendment to change the zoning for parcel 936283004 from RE-1 to CC.

**Attachments**

- A. Project Timeline
- B. Project Narrative
- C. Plan Set

## A. Project Timeline

# Project Timeline

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**Project Code:** PL20240266  
**Project Name:** Steamboat Christian Center

	<b>DATES</b>	<b>NOTES</b>
<b>Presubmittal Meeting</b>	6/4/24	
<b>Complete Application</b>	9/6/24	
<b>DEVELOPMENT REVIEW TEAM</b>		
<b>DRT Letter</b>	9/20/24	Project scheduled for hearing
<b>PUBLIC NOTICE</b>		
<b>Newspaper Notice</b>	10/12/24	
<b>Mailed Notice</b>	10/1/24	
<b>Property Posting</b>	9/11/24	
<b>Mineral Rights</b>	n/a	
<b>PUBLIC HEARINGS</b>		
<b>Planning Commission</b>	10/10/24	
<b>City Council</b>	10/22/24, 11/12/24	

## **NOTES**

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July 23, 2024

City of Steamboat Springs Planning  
137 10th St  
Steamboat Springs, CO 80487

RE: Zoning Amendment application, Detailed Narrative for the Steamboat Christian Center property at TR In SE4xSW4 SEC 28-6-84, 821 Dougherty Road

Dear City of Steamboat Springs Planning Department,

Please accept this narrative for a proposed Zoning Map Amendment (ZMA). The Owner, Steamboat Christian Center would propose to change their property from RE-1 (Residential Estate 1) to CC (Community Commercial). This zoning change would make this last property on the South end of the city boundary to match the zoning all along on both sides of the highway surrounding this property. Right now, as an RE-1 zone, this property is an outlier by having a lowest density residential zoning, rather than the CC zoning that is more appropriate for this highway frontage along the Entry Corridor as you come into the city.

The existing use of the site has been a church, or Religious Assembly, since the church was built in 1985. This is a conditional use within both the RE-1 and the CC zone districts and would continue to function as Religious Assembly with this new zoning change. Similarly, a new principal use for the private school, as a School, Elementary/Secondary has existed on the property for about a year. This is also a conditional use in both the Re-1 and CC zone districts, and would continue to function in this manner. There also exists a single-family residence on the property that is a use-by-right. With this zoning change, this use would become a legal non-conforming use. The goal would be for the church to consider replacing this new non-conforming use as soon as possible with a few workforce housing units for church employees.

Below are the applicant responses to the criteria for approval for a zoning map amendment:

### **Zone Map Amendment, CDC Section 720:**

The zone map amendment as submitted meets the Community Development Code (CDC) criteria for approval under Section 720.B, as noted below;

- 1. The Zone Map Amendment will be consistent with the purpose and standards of the proposed zone district. The purpose of the CC zone district is mixed-use “intended to provide areas for community-wide commercial and multiple-family residential uses” and “mixed-use development that establishes an active corridor and attractive streetscape”. The uses on this property already match this purpose, and match the purpose much more appropriately than the existing RE-1 zone district.*
  - 2. The type, height, massing, appearance, and intensity of development that would be permitted in the proposed zone district will be compatible with surrounding zone districts, land uses, and neighborhood character and will result in a logical and orderly development pattern within the community.*
-

Both sides of Highway 40, surrounding this property, are already zoned CC. Therefore, the intensity of development on this property would be expected to be compatible with the other CC zoned properties around it.

3. *The advantages of the proposed zone district substantially outweigh the disadvantages to the community or neighborhood.*

It is currently a disadvantage to the community having the first property on the south end of the city zoned for only a single-family home. Making the entire Highway 40 frontage consistent as Community Commercial will be an advantage for the immediate area as well as the community, for both potential housing or potential commercial services.

4. *The proposed amendment will minimize any adverse impacts on the natural environment, including water quality, air quality, wildlife habitat, vegetation, wetlands, and natural landforms.*

The zoning amendment will not create any adverse impacts to the natural environment.

5. *One of the following conditions exists:*

a. *The proposed amendment substantially furthers the preferred direction and policies outlined in the Community Plan and other applicable adopted plans; or*

**b. *The proposed amendment is necessary to respond to changed conditions since the adoption or last amendment of the Official Zone Map; or***

c. *The proposed amendment will correct an error on the Official Zone Map.*

The existing RE-1 zone district has most likely been applied to this property since first created. It certainly has been zoned this way since long before the rest of the CC corridor developed around it. These changed conditions along Hwy 40 around this property make it necessary to respond to and to update the zoning for this property as well.

Thank you for your consideration. Please call or reply with any questions.

Sincerely,

Brian Adams  
APEX Architecture, PC

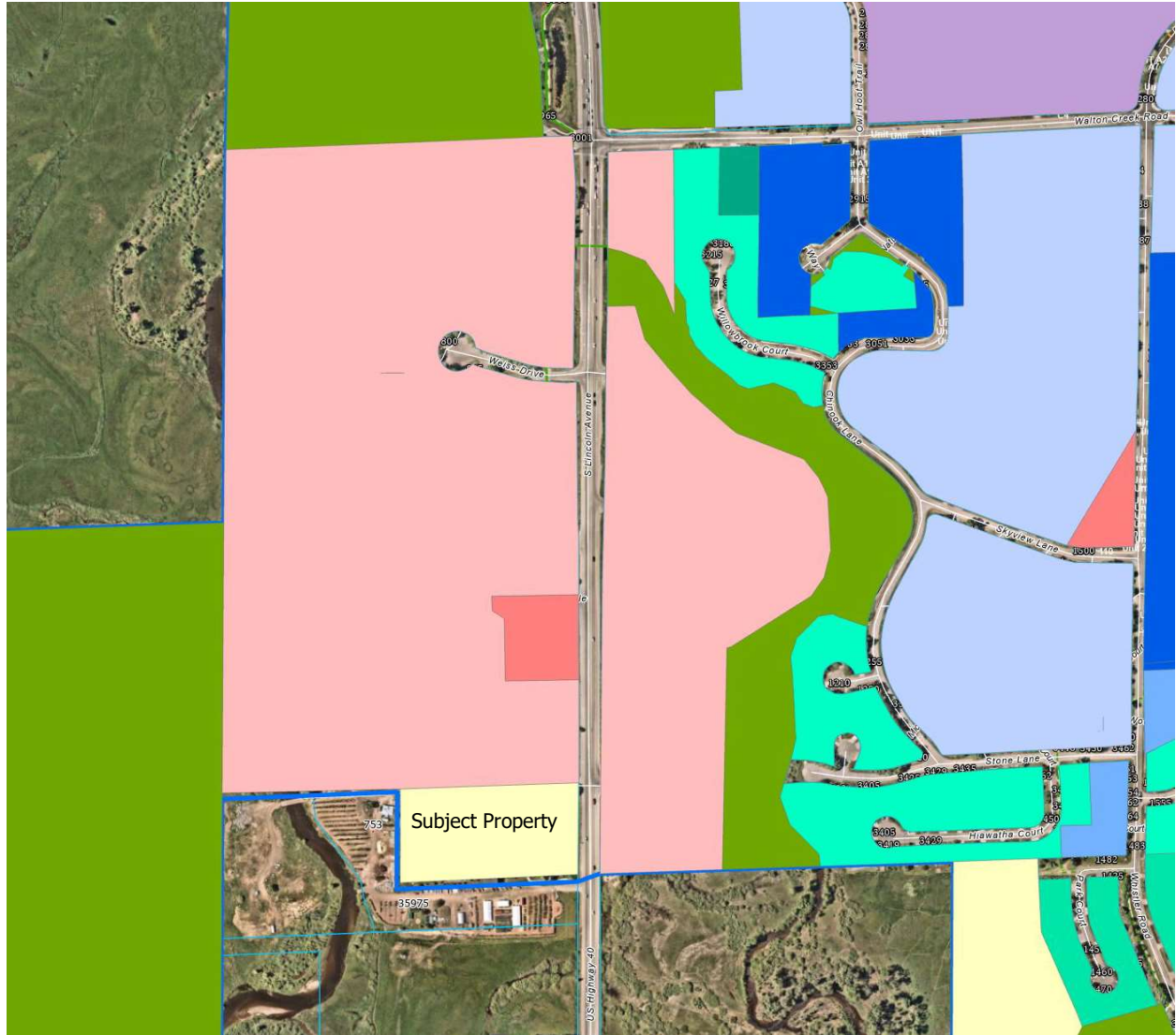
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Zoning Ordinance Exhibit

Steamboat Springs Christian Center

Legal Description: TRN IN SE4SW4 SEC 28-6-84 TOTAL 5A

Current Zoning Map



Proposed Zoning Map

