



Quick Facts

Applicant

N.E.S. Inc.

Property Owner

Pulpit Rock Investments LLC

Address / Location

Northeast of the intersection of Interquest Parkway and New Life Drive.

TSN(s)

6200000640; 6200000734;
6200000737

Zoning and Overlays

Current: PDZ (Planned Development Zone)

Proposed: R-Flex Medium/AF-O (R-Flex Medium with United States Air Force Academy Overlay)

Site Area

Approx 44.72 acres

Proposed Land Use

Medium Density Residential

Applicable Code

UDC

Project Summary

A Zone Map Amendment (Rezone) consisting of 44.72 acres located north of the intersection of North Powers Boulevard and Interquest Parkway from PDZ (Planned Development Zone) to R-Flex Medium/AF-O (R-Flex Medium with United States Air Force Academy Overlay). The Creekridge at Flying Horse Land Use Plan accompanies the rezone request and outlines a medium density residential, parks and open space uses and ingress/egress points within the 44.72 acre site. The project site is part of the previously approved Downtown Flying Horse PUD concept plan.

File Numbers	Application Types	Decision Type
ZONE-25-0038	Zone Map Amendment	Quasi-Judicial
LUPL-25-0023	Land Use Plan	Quasi-Judicial

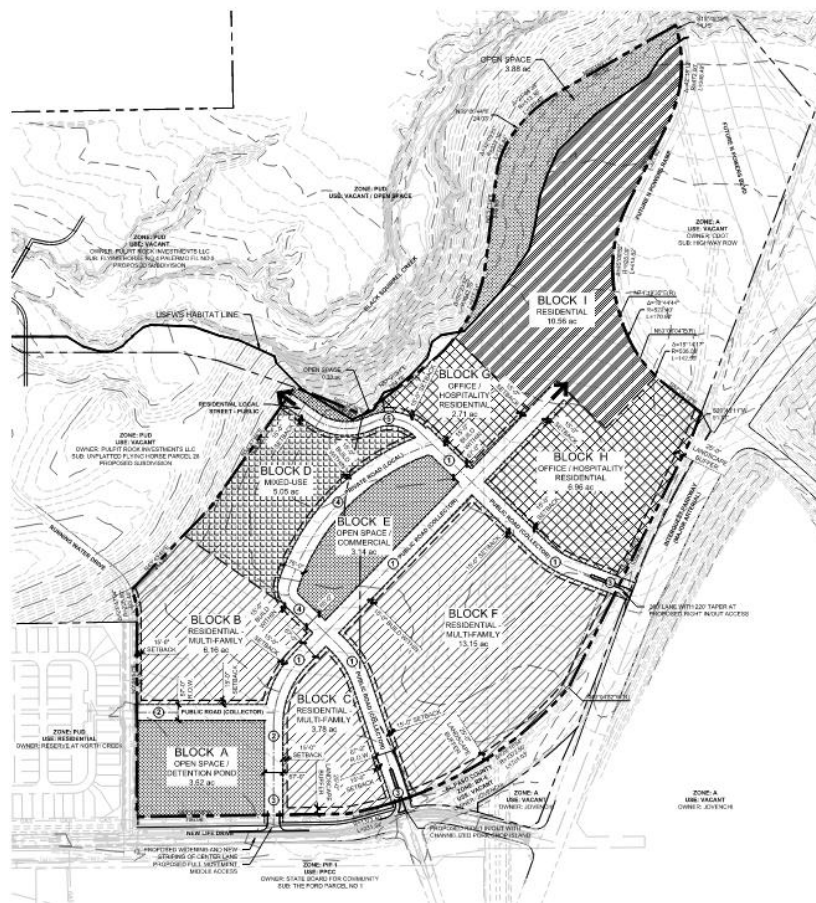
Background

Prior Land-Use History and Applicable Actions

Action	Name	Date
Annexation	Flying Horse Ranch Addition	October 14, 2003
Subdivision	Unplatted	N/A
Master Plan	Flying Horse Master Plan	January 20, 2020
Prior Enforcement Action	N/A	N/A

Site History

The subject property consists of 44.72 acres of undeveloped, unplatted land in the northeastern corner of the City. Annexed into the City in 2003, the property has remained undeveloped while awaiting an appropriate end use. The latest plans for the property consisted of the Flying Horse Master Plan as amended (refer to Attachment A), a Zone Map Amendment (refer to Attachment B - Ord. 20-71), and a PUD Concept Plan (refer to Attachment C). Through this planning process, the overarching Master Plan for Flying Horse Ranch was amended to allow the subject property to have a designated land use of “Regional Commercial, Multi-Family Residential” and the property was zoned from Agricultural (A) to Planned Development Zone (PDZ).



The intent of the previously approved entitlements was to support a land use pattern like that of Downtown, allowing a maximum of 1,500 residential units, 250 hotel rooms, 50,000 square feet of conference space, 300 thousand square feet of commercial space, and 800 thousand square feet of office and employment space. The guiding concept plan provided detailed and specific development standards and expectations. Each “Block” included its own land use designation, which identified the permitted and conditional uses, the minimum density or Floor Area Ratio (FAR), and parking requirements.

Due to market changes and a stated applicant preference to shift away from commercial uses, the request proposes a rezone to the R-Flex Medium Zone District. This zone district provides flexibility in housing product types, lot sizes, setbacks, and maximum height compared to other residential zones, while still being far less intense than the current PDZ. Only a portion of the existing PDZ will be rezoned to R-Flex Medium, while Blocks A, B, and C will remain within the PDZ regulatory space governed by the previously approved entitlements. These Blocks will stay in the PDZ and not be changed because the applicant no longer owns these parcels and some are already under construction.

The proposed Zone Map Amendment is accompanied by a Land Use Plan which will replace the existing PDZ concept plan for the 44.72 acre property and transition it to R-Flex Medium. This Land Use Plan illustrates the general land use configuration, future parks and open space, and ingress/egress points.

Applicable Code

The subject applications were submitted after the implementation date (June 5, 2023) of the ReTool project. 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	PDZ/AF-O (Planned Development Zone with United States Air Force Academy Overlay)	Single-Family Residential	Black Squirrel Creek / Preble’s Mouse Habitat
West	PDZ/AF-O (Planned Development Zone with United States Air Force Academy Overlay)	Multi-Family and Drainage Facility	Staying within PDZ that the subject property is being removed from
South	BP/AF-O and A/AF-O (Business Park and Agricultural with United States Air Force Academy Overlay)	Pikes Peak State College / Vacant	
East	A/AF-O (Agricultural with United States Air Force Academy Overlay)	Vacant	North Powers Boulevard

Zoning Map



Stakeholder Involvement

Public Notice

Public Notice Occurrences (Poster / Postcards)	During Administrative Review / Prior to City Planning Commission Hearing
Postcard Mailing Radius	1,000 feet
Number of Postcards Mailed	109 Postcards
Number of Comments Received	No Comments Received

Public Engagement

No public comments have been received through this process.

Timeline of Review

Initial Submittal Date	November 19, 2025
Number of Review Cycles	3 Reviews
Item(s) Ready for Agenda	February 17, 2026

Agency Review

Traffic Engineering Division

Traffic Engineering reviewed the Traffic Impact Study (TIS) and determined that the TIS was complete and provided the adequate information and analyses per the requirements of the Traffic Criteria Manual and Traffic Engineering staff. The applicant will be responsible for the TIS recommended traffic mitigation measures and roadway improvements shown on Figure 10 & 11 within the approved Traffic Impact Study (refer to Attachment D – Traffic Impact Study).

All proposed intersection roadway's location and spacing meet the City Traffic Criteria Manual. The developer will be responsible for coordinating with CDOT on the permit for the proposed right-in/right-out access onto Interquest Parkway. Any on-site or off-site improvements should be incorporated into the Civil Drawings and conform to standards of the City of Colorado Springs and the Manual on Uniform Traffic Control Devices (MUTCD).

School District #20

The District is requesting fees in lieu of land dedication per the existing City Code for all residential units within this development. The District is experiencing ongoing residential development. The District reported approximately 13,650 new residential units between 2018 and 2025 which included 5,650 Single Family, 1,225 Single Family Attached, and 6,800 Apartments as reported to the District by local developers. During that same timeframe, the District only experienced a total membership increase of 23 students. This information is updated annually in October.

Parks

Following an analysis of the Flying Horse Master Plan and previously approved entitlements within the Master Plan area, Staff has determined that the proposed three and a half (3.5) acre Neighborhood Park shown on the Master Plan will meet Neighborhood Park obligations. The proposed Neighborhood Park is modification of a park previously shown in the Flying Horse Downtown Concept Plan (refer to Attachment C), and no Parks Board action is needed for this modified Neighborhood Park location. Community Park fees will be due for the proposed residential units at time of building permit. Further review of future parks will occur at time of development plan review.

Stormwater Enterprise (SWENT)

Channel improvements may be required for the adjacent Black Squirrel Creek and will be reviewed at time of development plan review.

Colorado Springs Utilities

Utilities have no comments at this time.

Colorado Department of Transportation (CDOT)

A CDOT Access Permit will be required at time of development. Traffic modeling and interchange simulations used for the nearby interchange reconstruction assumed the subject site to be developed and the new interchange will have sufficient capacity.

Colorado Springs Fire Department

CSFD has no comments at this time.

Colorado Springs City Engineering

City Engineering has no comments at this time.

Zone Map Amendment

Summary of Application

The applicant chose to submit the Zone Map Amendment application with a Land Use Plan (refer to Attachment E – Land Use Plan), which was required due to the Zone Map Amendment and removal from the Flying Horse Downtown PDZ Concept Plan. This new Land Use Plan establishes the new land use patterns for the 44.72 acres and future ingress/egress points, as well as obligations for future reports and studies and improvements to be reviewed at time of development plan review.

The proposed Zone Map Amendment requests the conversion from PDZ/AF-O (Planned Development Zone with United States Air Force Academy Overlay) to R-Flex Medium/AF-O (R-Flex Medium with United States Air Force Academy Overlay) for approximately 44.72 acres across three (3) unplatted parcels. The applicant is pursuing the zone district that allows more flexible development than the current PDZ allows and reduce the planned land uses medium-density residential housing types. The current PDZ has strict allowances and requirements for each “Block” within the concept plan area, including permitted uses, density minimums, and overall project maximums. By moving to R-Flex Medium, the portions of property being removed from the PDZ will no longer be required to follow the complex PDZ requirements and instead will utilize the more straight-forward allowances of a hard district. Further discussion on how the applicant asserts that the proposed CreekrIDGE at Flying Horse Zone Map Amendment and Land Use Plan meets the review criteria can be reviewed in the project statement (refer to Attachment F – Project Statement).

Application Review Criteria

This application complies with Section 7.4.704 as described below.

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).*

See below PlanCOS section for further discussion on the project’s compliance with the City’s Comprehensive Plan.

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

There is no anticipated negative impact to the general welfare of the area through the proposed Zone Map Amendment. The proposed Zone Map Amendment will allow for a less intense overall land use as the property’s zoning will no longer include commercial uses such as the planned hotel, conference space, and retail components. Transitioning to a medium density residential zone will continue to allow a portion of the density previously planned but will reduce the diversity of uses. This reduction to an overall land use pattern more like the areas immediately north and west of the site will limit any disturbance the development may have in the area. There are no anticipated impacts to public interest, health, safety, or general welfare with this proposed Zone Map Amendment.

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 location of the Zone Map Amendment is appropriate to be rezoned to R-Flex Medium. The general area is still developing and does not have completely set development patterns as the land to the northeast and east are completely vacant. The surrounding area has a mixture of large and small-lot single-family detached residential, as well as a mixture of commercial, civic, and educational uses. By allowing this site to be rezoned to R-Flex Medium, the housing products to be offered can be aligned with market demand easily due to the flexible nature of the zoning’s

dimensional standards. The developer's ability to adjust according to market demands and surrounding developments will better ensure that *the end-uses are appropriate for the City's and neighborhood's needs*.

4. *If the application proposes to rezone a small area of land, the application demonstrates that the size, scale, height, 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 zone change to R-Flex Medium will impact 44.72 acres of land and would not be considered a small area of land for a Zone Map Amendment application. However, the proposed end use of medium density residential and the overall size of the property being rezoned should be adequately sized and scaled to be appropriate for the general area, as well as handle all necessary improvements to offset any impacts the development could have.

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.*

The proposed zone change will not result in any changes in land use or dislocation of residents as this site is presently vacant. This Zone Map Amendment is only an adjustment to the future allowed uses.

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).*

See below for discussion on how the Land Use Plan meets the applicable application criteria.

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.*

The proposed Land Use Plan will replace the subject property's existing Concept Plan.

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.*

No applicable.

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.*

No applicable.

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)).*

Due to the site's large size, the zone district is expected to meet all dimensional criteria for the R-Flex Medium Zone District. All future lots and more detailed land use configurations within the zone change area will be checked at time of development plan review. Aside from the base zone, the only overlay district, the United States Air Force Academy Overlay, will require aviation easements at time of platting.

After evaluation of the Creekridge at Flying Horse Zone Map Amendment, the application meets the review criteria.

Compliance with Relevant Guiding Plans and Overlays

This site is included within the Flying Horse Master Plan which was last updated in September 2021. The subject property was the subject of that amendment, which was to allow the land use of the subject property to be designated as “Regional Commercial, Multi-Family, Residential (1,500 units, 67 acres). The removal of the subject property from the PDZ and rezoning the property to the R-Flex Medium Residential does deviate from this Master Plan. Although the Master Plan is considered “fulfilled” and no amendments are required for the Master Plan to support the zone change, this change from a higher density and intensity land use pattern does represent a major land use change from what was previously anticipated.

The land use pattern currently planned through the Master Plan and PDZ Concept Plan was intended to take advantage of the site’s location at the crossroads of Powers Boulevard, Interquest Parkway, and New Life Drive. With the general area having limited commercial and office spaces, this location was considered ideal at the time of the PDZ’s approval to host these use-types. Since then, market conditions have changed significantly, prompting the requested shift in property’s land use proposals. With the Zone Map Amendment, the site would no longer accommodate most non-residential uses and would essentially eliminate the site’s ability to be a regional destination as it was previously planned for.

Land Use Plan

Summary of Application

The Land Use Plan for Creekridge at Flying Horse is used to show the basic land use configuration of the 44.72 acre zone map amendment area. Within this area includes roughly thirty-six (36) acres for medium density residential, five (5) acres of open space, and a three and a half (3.5) acre park. This plan illustrates planned ingress/egress points for the new community at Powers Boulevard, Somerstone Drive, and to a planned road which will allow travel to the northwest. The Land Use Plan details developer responsibilities at time of development plan review such as potential stream improvements, mitigation work for the Preble’s Jumping Mouse habitat, and aviation requirements from the United States Air Force Academy. Refer to Attachment E to view the Land Use Plan.

Application Review Criteria

This application complies with Section 7.5.403 as described below:

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

See below PlanCOS section for further discussion on the project’s compliance with the City’s Comprehensive Plan.

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

It is anticipated that the Land Use Plan area will be fully capable of complying with the R-Flex Medium zone district’s dimensional standards due to the area’s large size and the district’s flexible nature. The design of the individual lots and configuration of future neighborhoods will be fully evaluated at time of development plan review.

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

The proposed land use and new development pattern is less intense than the site’s current PDZ. The proposed medium density residential is well-suited for this location as it’s in a transitioning area located between single-family residential and undeveloped property. The R-Flex Medium zone district allows for a density range of five (5) to sixteen (16) dwelling units per acre, which allows a large degree of flexibility for the developers to pick product types based on how the area grows and changes.

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

No major impacts are anticipated as a result of the proposed land use. The area is appropriate for medium density residential as this use is largely compatible with the surrounding and anticipated future growth in the area.

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

According to the Traffic Impact Study and review notes provided by the Colorado Department of Transportation (CDOT), the ingress / egress points were found to be adequate for the proposed use and land use pattern. An access permit will be required by CDOT at time of development plan review.

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

City review agencies and regional partners have reviewed this application to ensure that there is sufficient capacity to support the future development area. Since this site was previously planned for a more intense mixed-use development, reviewers found that there was adequate facilities and services available to support this less intense land use in this location.

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

The proposed zone district will allow significantly less height than the current PDZ. The PDZ allows for a maximum height of 125 feet, but the R-Flex Medium allows a maximum of 45 feet. In addition to the lower heights assisting with transitions, the site has many existing buffers including the Black Squirrel Creek and Preble's Mouse habitat on the northern boundary, New Life Drive and Interquest Parkway on the south and east sides, and a multi-family residential development and regional detention facility along the west side. Combined, these buffers create space between the proposed development and its neighbors.

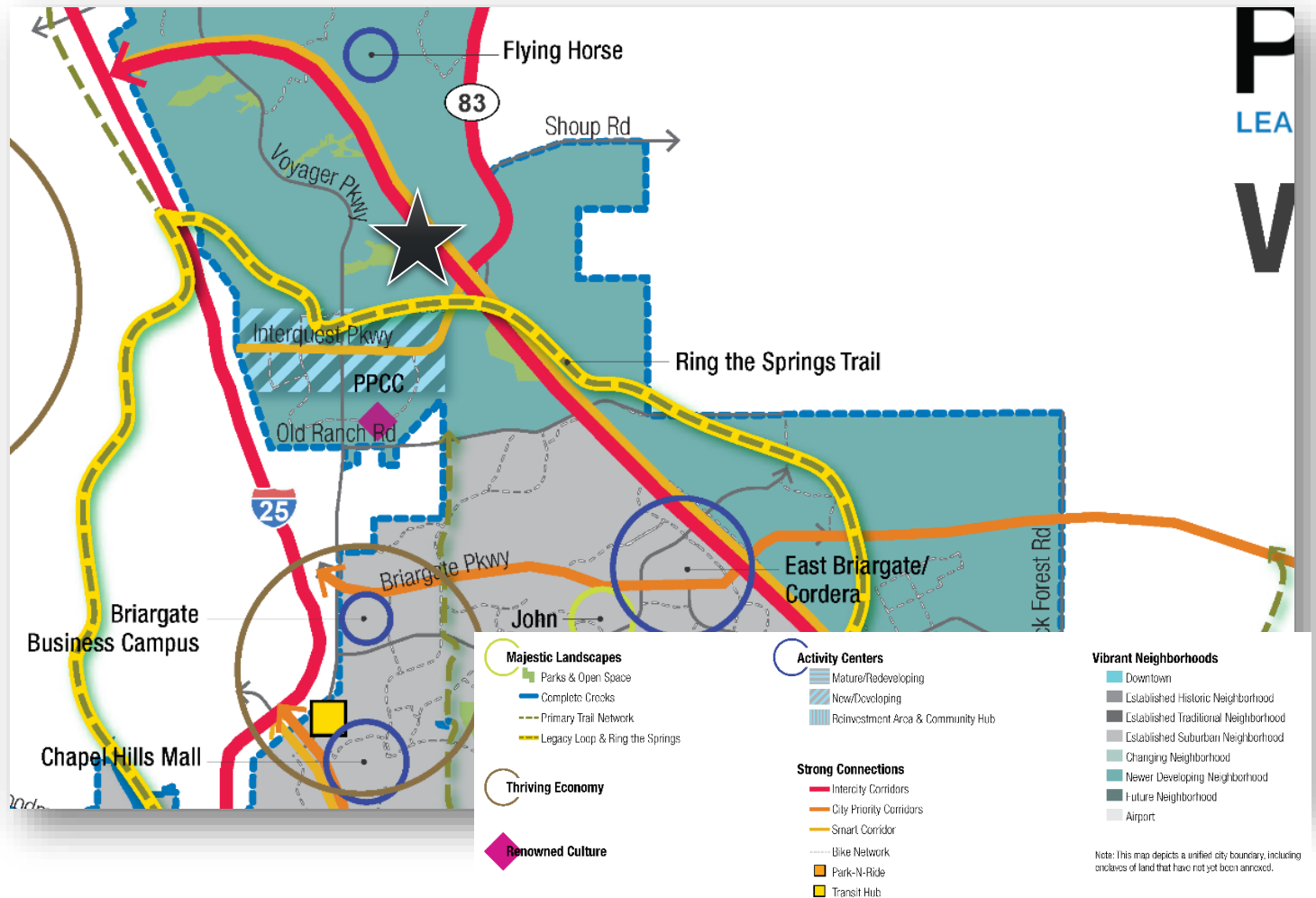
After evaluation of the Creekridge at Flying Horse Land Use Plan, the application meets the review criteria.

Compliance with Relevant Guiding Plans and Overlays

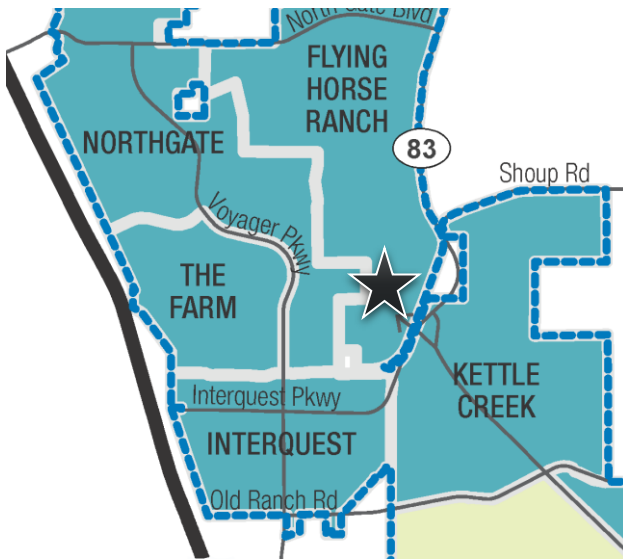
See above discussion within the Zone Map Amendment section for the compliance with relevant guiding plans.

Compliance with PlanCOS

PlanCOS Vision



The subject site is located within PlanCOS Visions Map's typology of "Newer Developing Neighborhood". This typology is used to describe areas where continuing development and changes are expected to existing land use patterns. The proposed Zone Map Amendment supports PlanCOS through the following policy alignment:



Predominant Typology

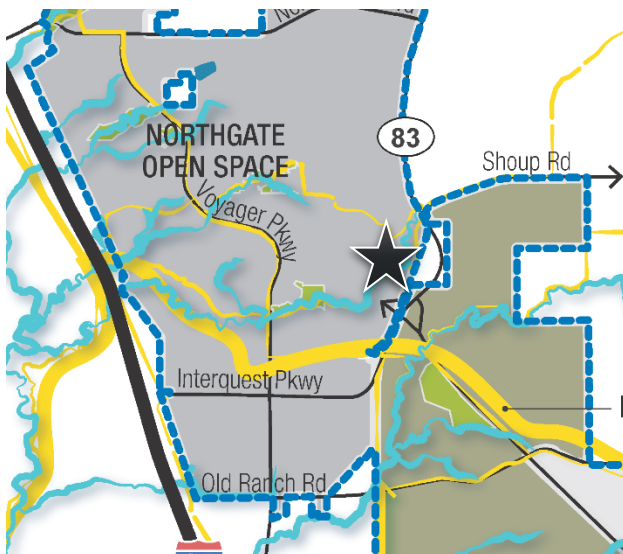
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|---|--|
| Downtown | Established Traditional Neighborhood |
| Newer Developing Neighborhood | Established Suburban Neighborhood |
| Changing Neighborhood | Airport |
| Established Historic Neighborhood | Future Neighborhood |

Vibrant Neighborhoods

A zone change to R-Flex Medium allows for a high-degree of flexibility in final product types, which means the developer can better respond to housing demands and provide a higher variety of housing types than what can be provided in other zone districts.

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.

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 meeting the needs of resident and families through various life stages and income levels.



Predominant Typology

- | | |
|--|--|
| Neighborhood Greenspace | Trails and Connections |
| Sports and Active Recreation | Major Trail Corridors |
| Natural Resources and Regional Recreation | Complete Urban Creeks |
| Community Education Landscapes | Complete Greenways |

Majestic Landscapes

The Creekridge at Flying Horse project can bring in recreational opportunities to the City in the forms of open space along Black Squirrel Creek, a neighborhood park, and a continuation of the Black Squirrel Creek City Trail.

Goal ML-1: Provide for accessible, safe, engaging, and sustainable parks and open space systems and facilities for all City residents and visitors

Statement of Compliance

ZONE-25-0038 – Creekridge at Flying Horse

After evaluation of the Zone Map Amendment, the application meets the review criteria.

LUPL-25-0023 – Creekridge at Flying Horse Land Use Plan

After evaluation of the Land Use Plan, the application meets the review criteria.