

Parkland Dedication Draft Revised Ordinance

Colorado Springs City Council
Work Session

January 25, 2021



An amendment to City Code, Chapter 7 (Zoning and Subdivisions) pertaining to the obligations for land dedication or payment of fees in lieu of land dedication required of new residential development or increase in residential units

Jointly proposed by the Planning and Community Development Department and the Parks, Recreation and Cultural Services Department

PLDO is administered by Planning and Parks through the land use review process

- Parks provides input on land dedication/location/fees
- Requirements enforced through Planning land use entitlements

There are four parts and four separate motions recommended:

1. The “new” park land dedication ordinance
2. A resolution adopting the park land dedication criteria manual, which sets forth administrative procedures to aid in administration of the PLDO
3. A resolution to establish the Neighborhood Park Geographic Service Area map
4. A resolution establishing the in-lieu of park land dedication fee schedule

Final step: ordinances bifurcating PLDO requirements from school land dedication requirements and creating separate section for each

Chris Lieber - N.E.S, Inc.

Britt Haley – Parks Design and Development Manager/TOPS Program Manager

Karen Palus - Parks, Recreation and Cultural Services Director

Peter Wysocki - Planning and Community Development Director

Presentation Content:

- Process
- History/Purpose of PLDO
- Policy analysis and recommendations
- Fees
- Comparison of current and proposed ordinance
- Examples based on recommended ordinance
- Questions/Comments/Discussion

PLDO Process – 26 months

Engagement Process:

- Project Leadership Team (14 meetings)
- Establish Task Force (6 meetings)
- Individual Stakeholder Interviews (15)
- Benchmarking (19 communities)
- Stakeholder Groups
 - Parks Department
 - City Planning
 - Economic Development Groups
 - Development Community
 - School Districts
- Task Force Review and Recommendation

Review and Recommendation Process:

- PLDO Task Force: Oct 30, 2020
- Parks Advisory Board Workshop: Nov 2, 2020
- Parks Advisory Board Recommendation: Nov 11, 2020
- Planning Commission Recommendation: Dec 17, 2020
- City Council Work Session: Jan 25, 2021

PLDO Task Force

Community Representation

Amanda Vigil

Amber Shanklin

Bill Koerner

Cathy Post

Darsey Nicklasson

Diane Loschen

Doug Stimple

Kyle Campbell

Melissa Andrews

Rebecca Jewett

Susan Davies

Susan Edmonson

Tammy Fields

Tiffany Colvert

Tim Seibert

City Council

Jill Gaebler

Richard Skorman

Parks and Recreation Advisory Board

David Siegal

Gary Feffer

Hank Scarangella

Sarah Bryarly

Planning Commission

Carl Smith

Reggie Graham

City Staff

Ben Bolinger

Bob Cope

Britt Haley

Connie Perry

Jeff Greene

Karen Palus

Lisa O'Boyle

Marc Smith

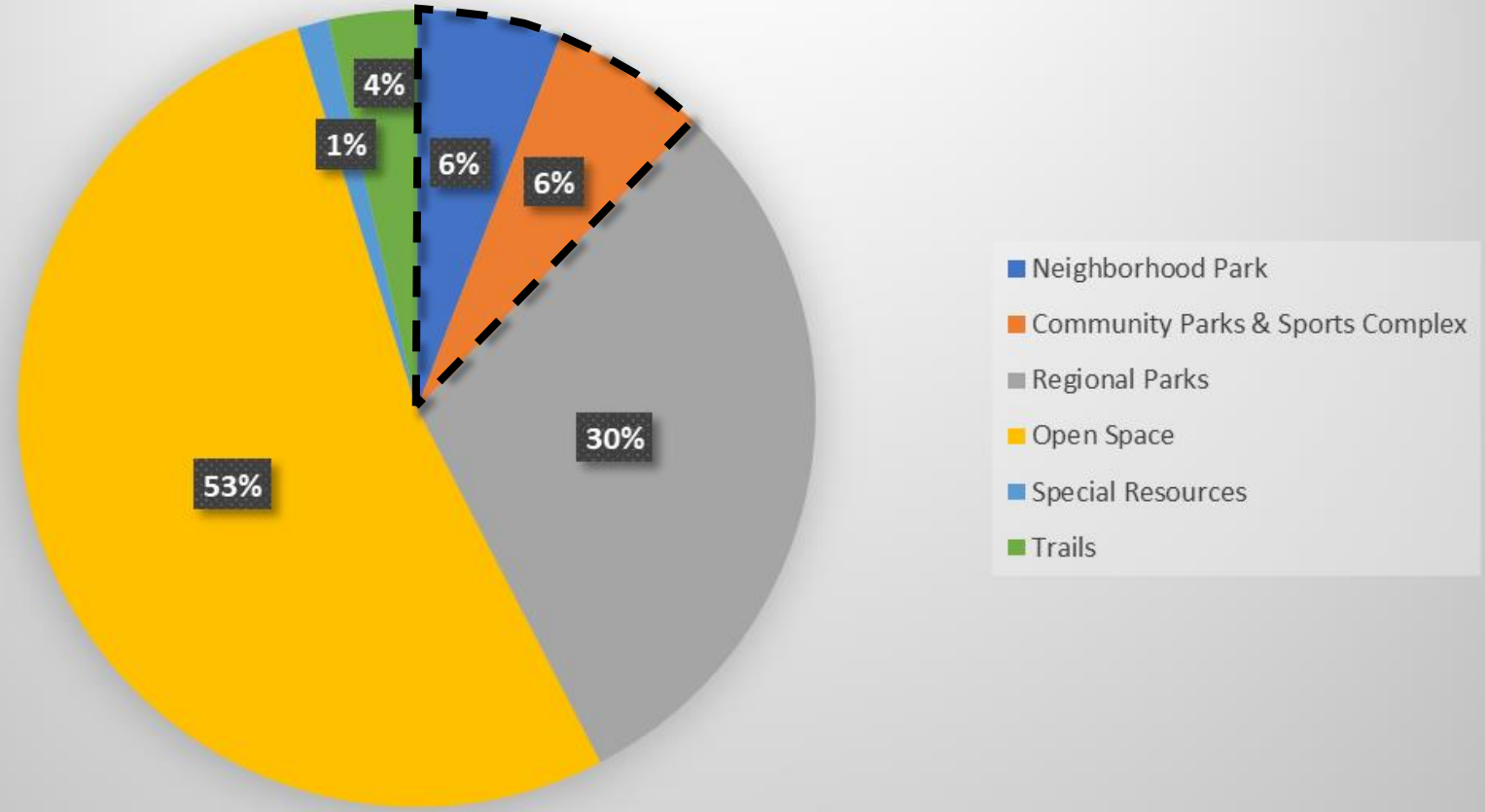
Peter Wysocki

Wynetta Massey

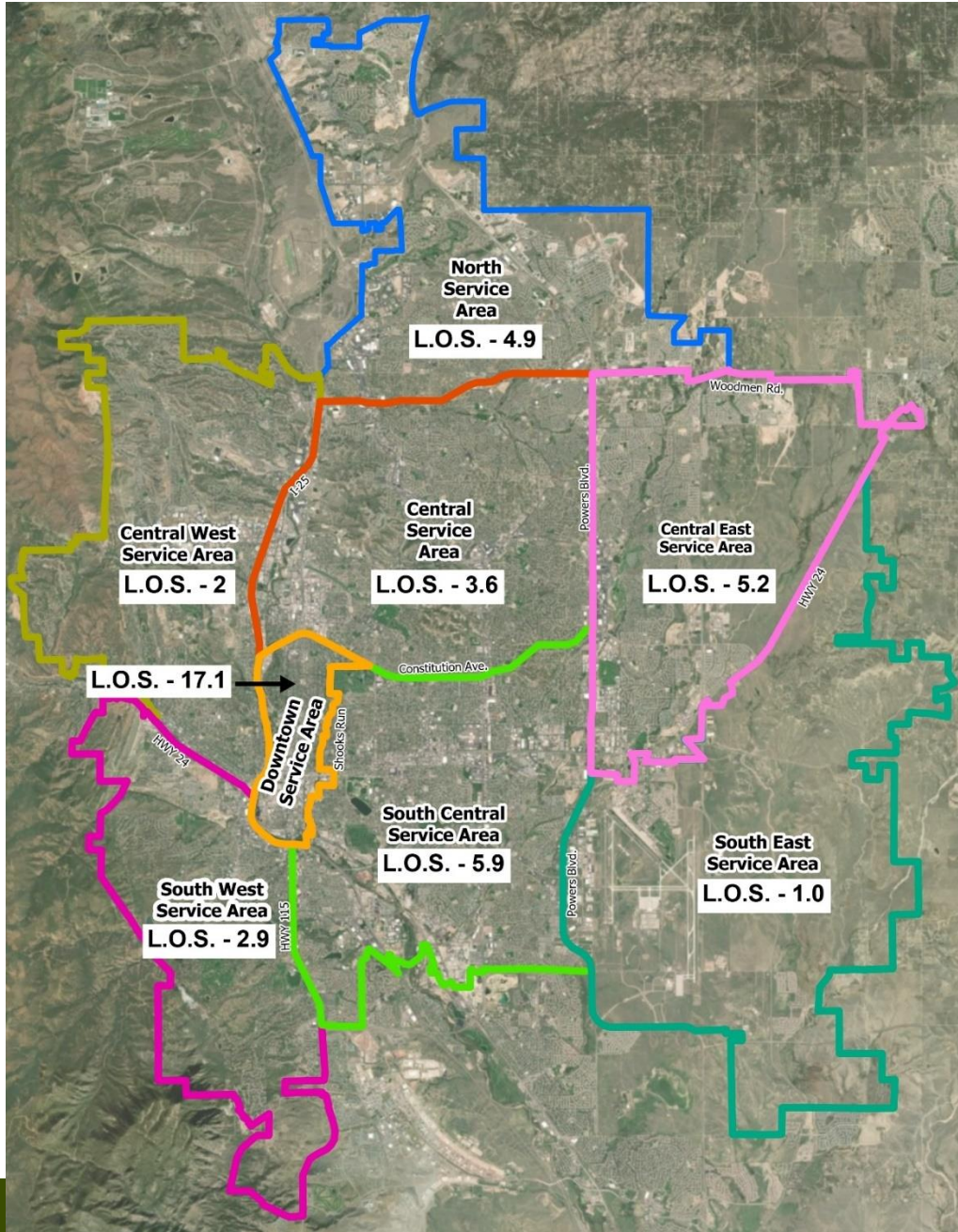


Parks Level of Service - Citywide

Existing Park System Service Level
37.2 acres per 1,000 population



Combined Neighborhood Park and Community Park Service Levels



North Service Area
 Neighborhood: 2.3 ac/1,000
 Community: 2.6 ac/1,000

Central West Service Area
 Neighborhood: 1.8 ac/1,000
 Community: 0.2 ac/1,000

Central Service Area
 Neighborhood: 2.4 ac/1,000
 Community: 1.2 ac/1,000

Central East Service Area
 Neighborhood: 2.4 ac/1,000
 Community: 2.8 ac/1,000

South West Service Area
 Neighborhood: 1.2 ac/1,000
 Community: 1.7 ac/1,000

South Central Service Area
 Neighborhood: 2.1 ac/1,000
 Community: 3.8 ac/1,000

South East Service Area
 Neighborhood: 0.0 ac/1,000
 Community: 1.0 ac/1,000

Downtown Service Area
 Neighborhood: 4.3 ac/1,000
 Community: 12.8 ac/1,000

Purpose of the Ordinance

- The Parkland dedication process focuses on **land acquisition** for neighborhood and community parks.
 - The land is required to serve the park needs that arise due to the addition of new residents.
 - This is expressed as a level of service standard.
- It applies to **new** residential development, it does not apply to non-residential development.
- PLDO does not establish the level of service for the park system.
- PLDO is not intended to enable the Parks Department to build the future park.
- PLDO is not intended to enable the Parks Department to maintain and operate the future park.
- PLDO does not address the need for city-wide park maintenance on existing City parks.



Master Plan Consistency

City of Colorado Springs Park System Master Plan



Parks, Recreation, Trails,
Open Space & Cultural Services



September 23, 2014

Colorado Springs Parks Recreation and Trails 2000-2010 Master Plan:

“The City’s existing level of service standard of 7.5 acre per 1000 population (for community parks) is currently not being achieved. This standard was found to greatly exceed the standard of each of the other communities surveyed...”

“The Master Plan recommends increasing the service radius to two miles and lowering the community parkland service standard to 3.0 acres per 1000 population, a figure more comparable with other communities and more realistic to achieve.”

2014 Colorado Springs Parks System Master Plan:

“No changes to the existing standard of 2.5 acres of neighborhood parks and 3.0 acres of community parks per 1000 people and an existing service radius to residents of 0.5 miles are proposed. Future parks should be developed applying this standard.”

“Existing code should be updated to reflect current parkland dedication standards and census data”



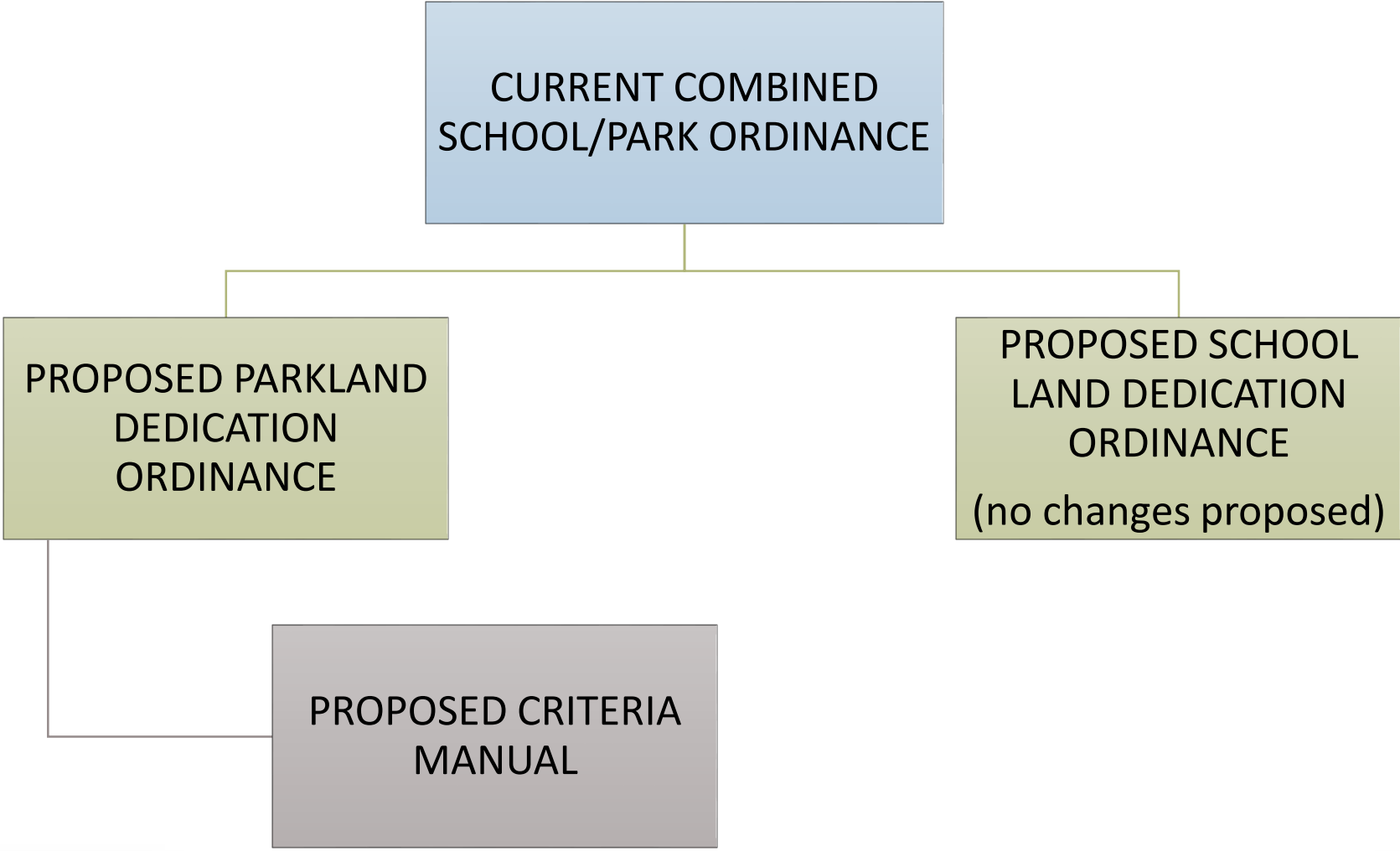
Guiding Principles Established by Task Force

- Maintain Quality of Life (Level of Service) ✓
- Affordability ✓
- Equity and Fairness ✓
- Flexibility ✓

Policy Recommendations

- Create Separate Park and School Policies
- Use Current Census Data
- Align Parkland Dedication Standards with Park Master Plan
- Update Fee Policy
- Provide Provisions for Flexibility, Fairness, and Accountability
- Adopt Neighborhood Park Service Areas

Recommendation: Create Separate Park Policy



Recommendation: Use Current Census Data

- US Census and American Community Survey 5-year estimates
 - *Overall average household size is 17% smaller than in 1974*
- 5 Unit Types:
 - Single-family detached residential structure
 - 2-4 units in residential structure
 - 5-19 units in residential structure
 - 20-49 units in residential structure
 - 50 units or more in residential structure
- Average household size (AHS) per type of structure
 - 2.58 persons per Single-family detached residential structure
 - 2.10 persons per 2-4 units in residential structure
 - 1.87 persons per 5-19 units in residential structure
 - 1.75 persons per 20-49 units in residential structure
 - 1.63 persons per 50 units or more in residential structure
- Ordinance updated with new census data every 4 years.

Recommendation: Align with Park Master Plan Service Levels

- 2014 Park System Master Plan Service Levels:
 - 5.5 acres total of parkland per 1000 persons
 - 2.5 acres per 1000 for neighborhood parks
 - 3.0 acres per 1000 for community parks
- 2000 Colorado Springs Parks Master Plan
 - 2.5 acres per 1000 for neighborhood parks
 - 3.0 acres per 1000 for community parks
- City Auditors Report: Recommends alignment between Park Master Plan and PLDO
- 2020 Current average level of service in Colorado Springs is consistent with Parks System Master Plan for 2.5 acres of neighborhood parkland and 3.0 acres of community parkland
- Proportionality and rational nexus for exactions from private property

Recommendation: Adopt New Fee Policy

- Every 4 years, City Real Estate contracts with certified appraiser (every 4 years)
 - Average land value of (1) acre for community parks
 - Average land value of (1) acre for neighborhood parks
- Applicable Platting Fees (Based upon location)
 - Equitable and predictable
- Parks Board and Planning Commission review and recommendation
- City Council review and approval of fees (every 4 years)

Recommendation: Update Park Fee Policy

Park Dedication Fees & Platting Fees

- Park Fees in Lieu of Land Dedication:
 - *When the City determines Park Fees are required in lieu of land dedication, the Park Fees, including the fees associated with platting the requisite acres of parkland, due for each lot shall be paid to the City prior to the issuance of any building permit for the lot.*
- Process for reviewing and updating fee every 4 years.
 - City Real Estate contracts with certified appraiser to appraise:
 - Average land value of (1) acre for community parks
 - Average land value of (1) acre for neighborhood parks
 - Parks Board and Planning Commission review
 - City Council approval
- Current fee:
 - \$76,602 ac. (Community and Neighborhood Parkland)
- Proposed fee:
 - \$98,010 ac. (Community Parkland)
 - \$137,649 ac. (Neighborhood Parkland)

Applicable Dedication Fees Per Unit

**Total Park Land Dedication Requirement
(Combined Neighborhood & Community)**

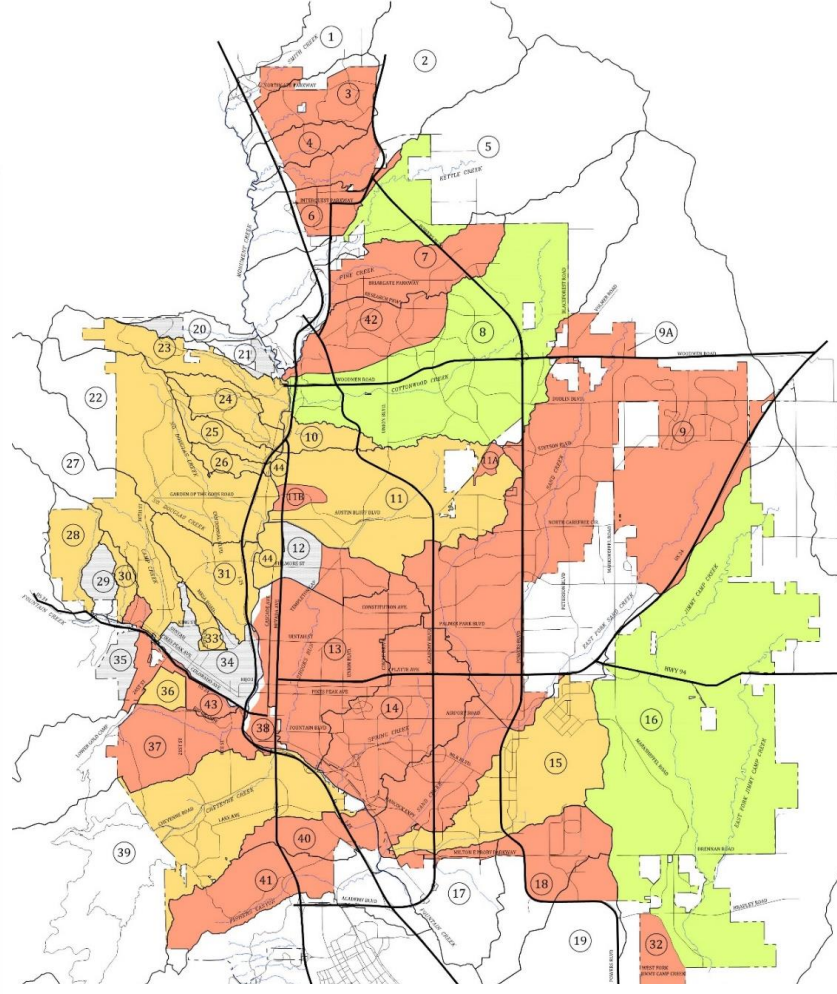
Based Upon Standard of 5.5 acres / 1,000 population

# OF UNITS PER STRUCTURE	ACRES OF DEDICATION PER UNIT*	FEES IN LIEU PER UNIT*
1	0.0142	\$1,646
2-4	0.0116	\$1,340
5-19	0.0103	\$1,193
20-49	0.0096	\$1,117
50+	0.0090	\$1,040

Applicable Platting Fees

2020 DRAINAGE, BRIDGE AND POND FEES CITY OF COLORADO SPRINGS

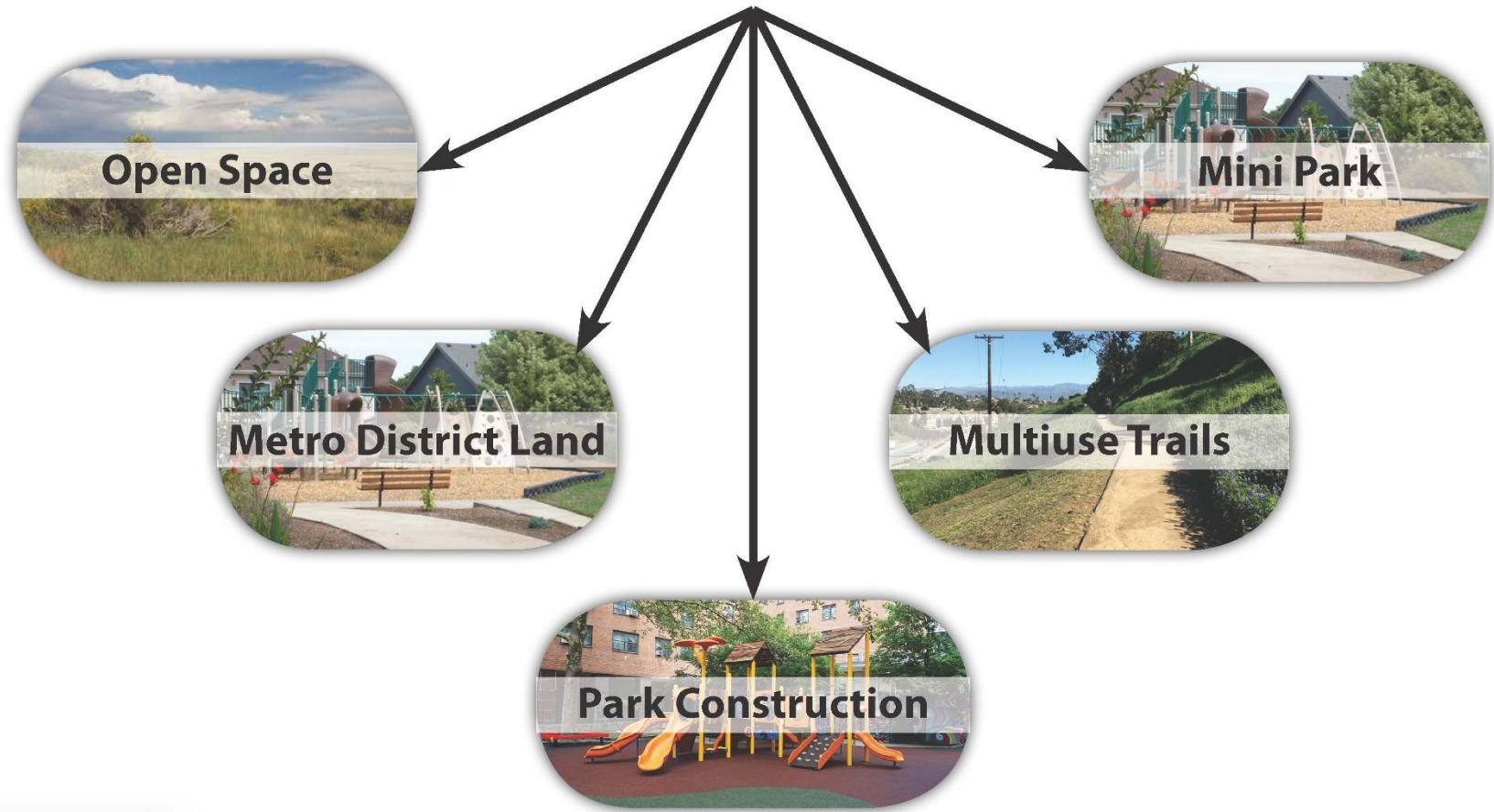
Basin Name	DBPS Year	Drainage Fee/Acre	Bridge Fee/Acre	Pond Land Fee/Acre	Pond Facility Fee/Acre	Surcharge/Acre
19th Street	1964	\$4,191				
21st Street	1977	\$6,397				
Bear Creek	1980	\$4,117	\$388			
Big Johnson, Crews	1991	\$15,929	\$1,309	\$241		
Black Squirrel Creek	1989	\$14,593	\$1,667	\$3,739		
Camp Creek	1964	\$2,360				
Cottonwood Creek ^{1, 2}	2019	\$14,356	\$1,175			\$752
Douglas Creek	1981	\$13,327	\$296			
Dry Creek ³	1966	\$0.00				
Elkhorn Basin ⁴	n/a	\$0.00				
Fishers Canyon ⁵	1991	\$0.00				
Fountain Creek ⁶	n/a	VAR				
Jimmy Camp Creek	2015	\$8,294			\$2,703	
Kettle Creek ⁷ Old Ranch Trib.	2001	\$0.00				
Little Johnson	1988	\$13,902		\$1,227		
Mesa	1986	\$11,127				
Middle Tributary	1987	\$24,907		\$1,121		
Miscellaneous ⁸	n/a	\$12,381				
Monument Branch ¹²	1987	\$0.00				
North Rockrimmon	1973	\$6,398				
Park Vista (MDDP)	2004	\$17,820				
Peterson Field	1984	\$13,442	\$619			
Pine Creek ⁹	1988	\$0.00				
Pope's Bluff	1976	\$4,260	\$729			
Pulpit Rock	1968	\$7,055				
Sand Creek ¹⁰	1996	\$13,309	\$791	\$1,070	\$3,823	\$1,386
Shooks Run ¹¹	1994	\$0.00				
Smith Creek ¹²	2002	\$0.00				
South Rockrimmon	1976	\$5,002				
Southwest Area	1984	\$14,220				
Spring Creek	1968	\$11,034				
Templeton Gap	1977	\$7,227	\$80			
Windmill Gulch	1992	\$15,178	\$282	\$3,055		



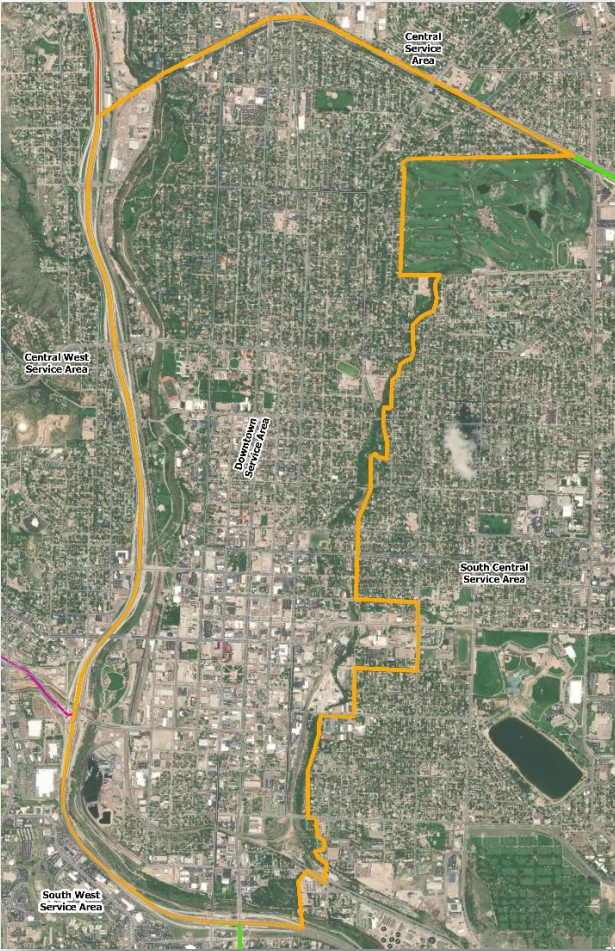
BASIN NUMBER	BASIN NAME	BASIN NUMBER	BASIN NAME
1	SMITE CREEK	21	UNSTUDIED
2	BLACK SQUIRREL CREEK	22	DOUGLAS CREEK
3	NORTHWINDY BRANCH	23	DRY CREEK
4	MIDDLE TRIBUTARY	24	ROCKBURN NORTH
5	KETTLE CREEK	25	ROCKBURN SOUTH
6	ELKHORN	26	POPE'S BLUFF
7	PINE CREEK	27	CAMP CREEK
8	COTTONWOOD CREEK	28	BLACK CANYON
9	SAND CREEK	29	BALANCED ROCK
9A	UPPER SAND CREEK	30	COLUMBIA ROAD
10	PULPIT ROCK	31	MESA ORANGE BASIN
11	NORTH SHOOKS RUN TEMPLETON GAP BASIN	32	WEST FORK JIMMY CAMP CREEK
11A	SHOOKS RUN NORTH TEMPLETON GAP BASIN A	33	NINETEENTH STREET
11B	ADDENDUM NORTH SHOOKS RUN TEMPLETON GAP BASIN	34	WESTSIDE BASIN
12	UNSTUDIED MISCELLANEOUS BASIN	35	MEDLAND BASIN
13	SHOOKS RUN	36	TWENTY-FIRST STREET SOUTH
14	SPRING CREEK	37	BEAR CREEK
15	PETERSON FIELD	38	MONUMENT BRANCH
16	JIMMY CAMP CREEK	39	SOUTHWINDY AREA UPPER CHEYENNE CREEK, CHEYENNE RUN, AND SPRING RUN
17	LITTLE JOHNSON RESERVOIR	40	STATION BASIN
18	WINDMILL GULCH	41	FISHERS CANYON
19	BIG JOHNSON RESERVOIR CREWS GULCH	42	SOUTH PINE CREEK
20	UNSTUDIED	43	FOUNTAIN CREEK
		44	ROSWELL
		45	
		46	

Recommendation: Adopt Provisions for Flexibility, Fairness, & Accountability

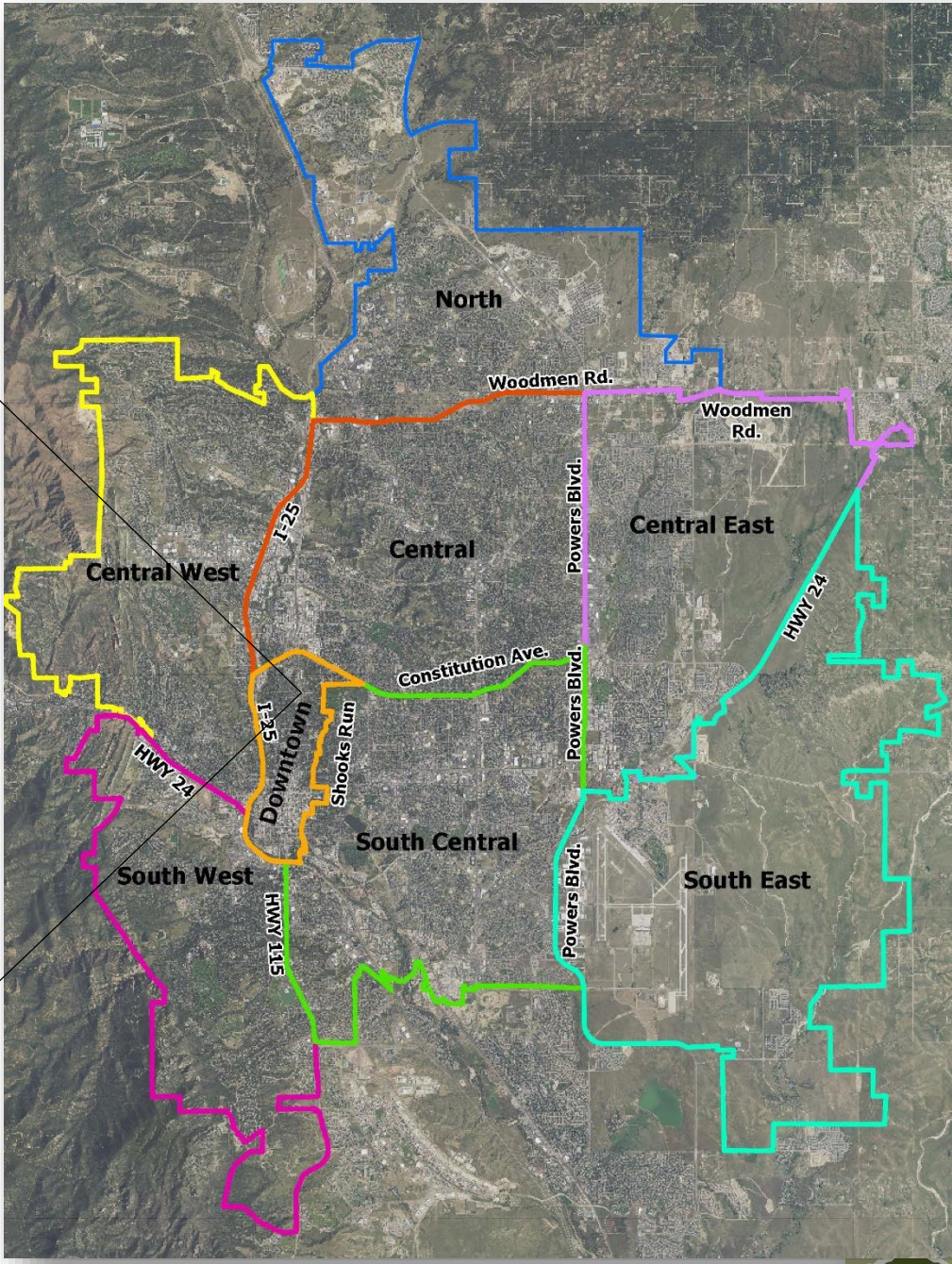
ALTERNATIVES



Recommendation: Adopt Neighborhood Service Areas



DOWNTOWN



Ordinance Comparison



EXISTING ORDINANCE

PROPOSED ORDINANCE

Ordinance Structure:

- Single ordinance for schools and parks

- Separate ordinances for schools and parks

Service Area:

- Single city-wide service area

- Single service area for community parks
- Geographic service areas for neighborhood parks

Parkland Dedication Requirement:

- 7.5 acres/1000 population

- 5.5 acres/1000 population

Census Data:

- 1974 Census data

- 2020 Census data (17% reduction in AHS)

Residential Categories

- Less than 8 units per acre
- More than 8 units per acre

- Single-family detached residential structure
- 2-4 units in residential structure
- 5-19 units in residential structure
- 20-49 units in residential structure
- 50 units or more in residential structure

Fees:

\$76,602 / ac.

- \$98,010 / ac. community parkland (28% increase)
- \$137,694 / ac. neighborhood parkland (80% increase)
- Additional platting fees

Scenarios

Multi-family Scenario – 5.5 ac.

Description: Traditional multi-family apartments on an 11.63 acre infill site.

Density: 20.8 du/ac.

Units: 242

Change in average household size:
 Current: 2.2 (532.4 residents)
 Updated: 1.75 (423.5 residents)

CURRENT ORDINANCE

Land Dedication: 3.993 acres

Fees in Lieu: \$305,888 (\$574.55 per resident)

UPDATED ORDINANCE

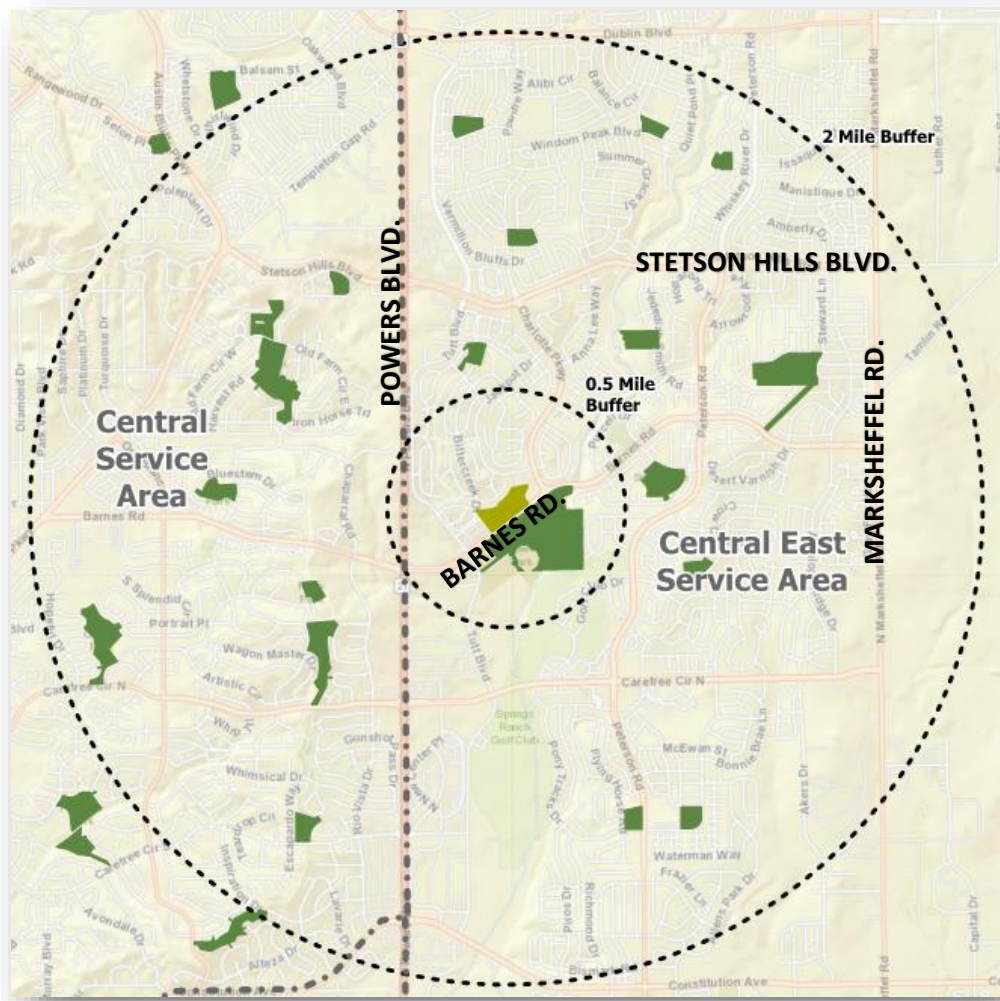
Land Dedication: 2.304 acres

Fees in Lieu: \$268,368

Additional Platting Fees: \$46,953

Total Fees: \$315,321 (\$744.56 per resident)

Net decrease in land: 1.689 acres (42% decrease)
 Net fee increase: \$9,433 (3% increase)
 Net fee increase per resident: \$170.01 (30% increase)
 Net fee increase of \$44 per unit



If 5.5 ac./1,000 = 2.3 acres of dedication or \$315,321 fees in lieu
 If 7.5 ac./1,000 = 3.2 acres of dedication or \$329,120 fees in lieu



Land Planning
 Landscape Architecture
 Urban Design

Single-Family Attached and Detached Scenario – 5.5 ac.

Description: 32 single family detached and 36 single family attached units on 12.153 acres.

Density: 5.59 du/ac.

Units: 68 units

Change in average household size:

- Current: 3.1 x 68 units (210.8 residents)
- Updated: 2.58 x 32 units (82.56 residents)
- 2.10 x 36 units (75.6 residents)
- Total residents: 158.16 residents

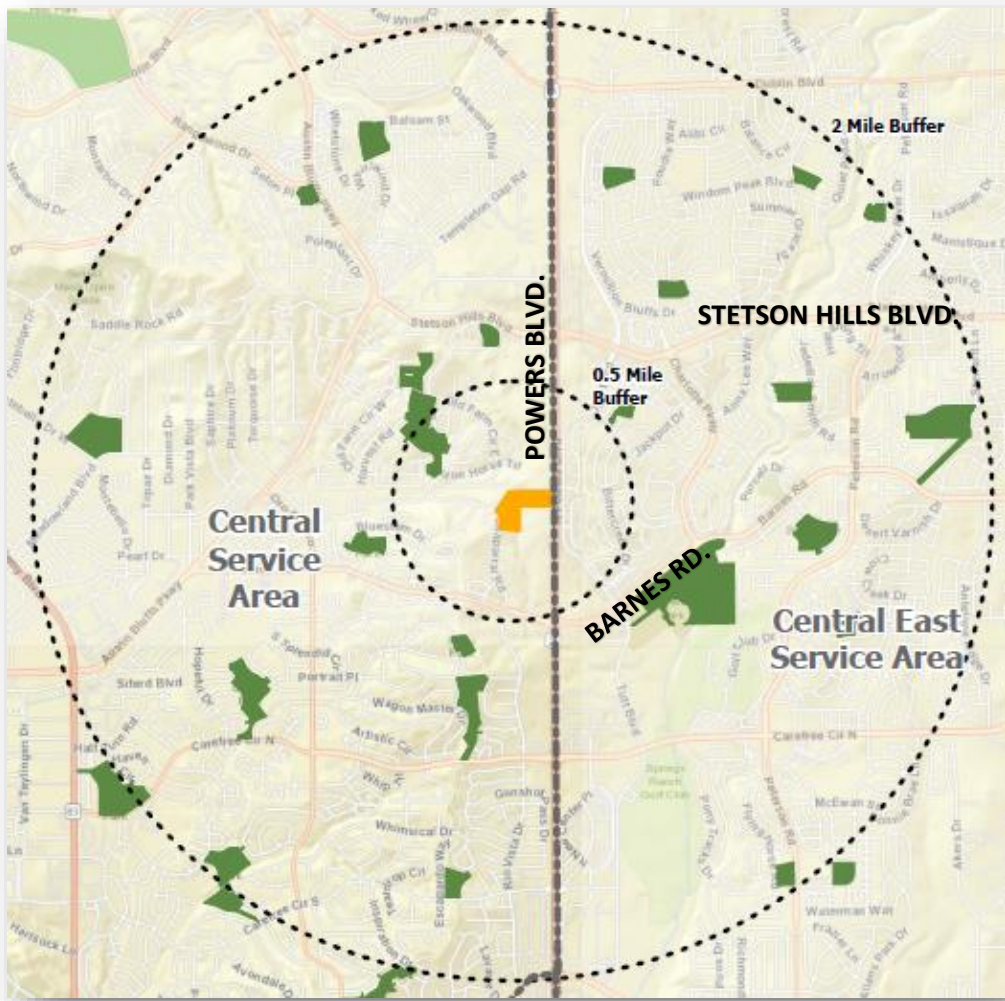
CURRENT ORDINANCE

- Land Dedication: 1.581 acres
- Fees in Lieu: \$121,108 (\$574.52 per resident)

UPDATED ORDINANCE

- Land Dedication: 0.8648 acres
- Fees in Lieu: \$100,228
- Additional Platting Fees: \$17,624
- Total Fees: \$117,852 (\$745.14 per resident)**

- Net decrease in land: .7162 acres (45% decrease)
- Net fee decrease: \$3,256 (2.6% decrease)
- Net fee increase per resident: \$170.62 (30% increase)
- Net decrease of \$48 per unit



If 5.5 ac./1,000 = 0.86 acres of dedication or \$117,852 fees in lieu
If 7.5 ac./1,000 = 1.18 acres of dedication or \$155,083 fees in lieu



Land Planning
Landscape Architecture
Urban Design

Downtown Apartment Scenario – 5.5 ac.

Description: 184 units on 1.251 acres.

Density: 147 du/ac.

Units: 184 units

Change in average household size:

Current: 2.2 (404.8 residents)

Updated: 1.63 (299.92 residents)

CURRENT ORDINANCE

Land Dedication: 3.036 acres

Fees in Lieu: \$232,576 (\$574.55 per resident)

UPDATED ORDINANCE

Land Dedication: 1.6008 acres

Fees in Lieu: \$186,750

Additional Platting Fees: N/A

Total Fees: \$186,750 (\$622.67 per resident)

Net decrease in land: 1.4352 acres (47% decrease)

Net fee decrease: \$45,826 (19.7% decrease)

Net fee increase per resident: \$48.12 (8% increase)

Net fee decrease of \$249 per unit



If 5.5 ac./1,000 = 1.6 acres of dedication or \$186,750 fees in lieu
 If 7.5 ac./1,000 = 2.2 acres of dedication or \$250,240 fees in lieu



Land Planning
 Landscape Architecture
 Urban Design

Large Subdivision Scenario – 5.5 ac.

Description: 178 units on 72.75 acres.

Density: 2.45 du/ac.

Units: 178 units

Change in average household size:

Current: 3.1 (551.8 residents)

Updated: 2.58 (459.24 residents)

CURRENT ORDINANCE

Land Dedication: 4.1385 acres

Fees in Lieu: \$317,018 (\$574.52 per resident)

UPDATED ORDINANCE

Land Dedication: 2.5276 acres

Fees in Lieu: \$292,988

Additional Platting Fees: \$50,550

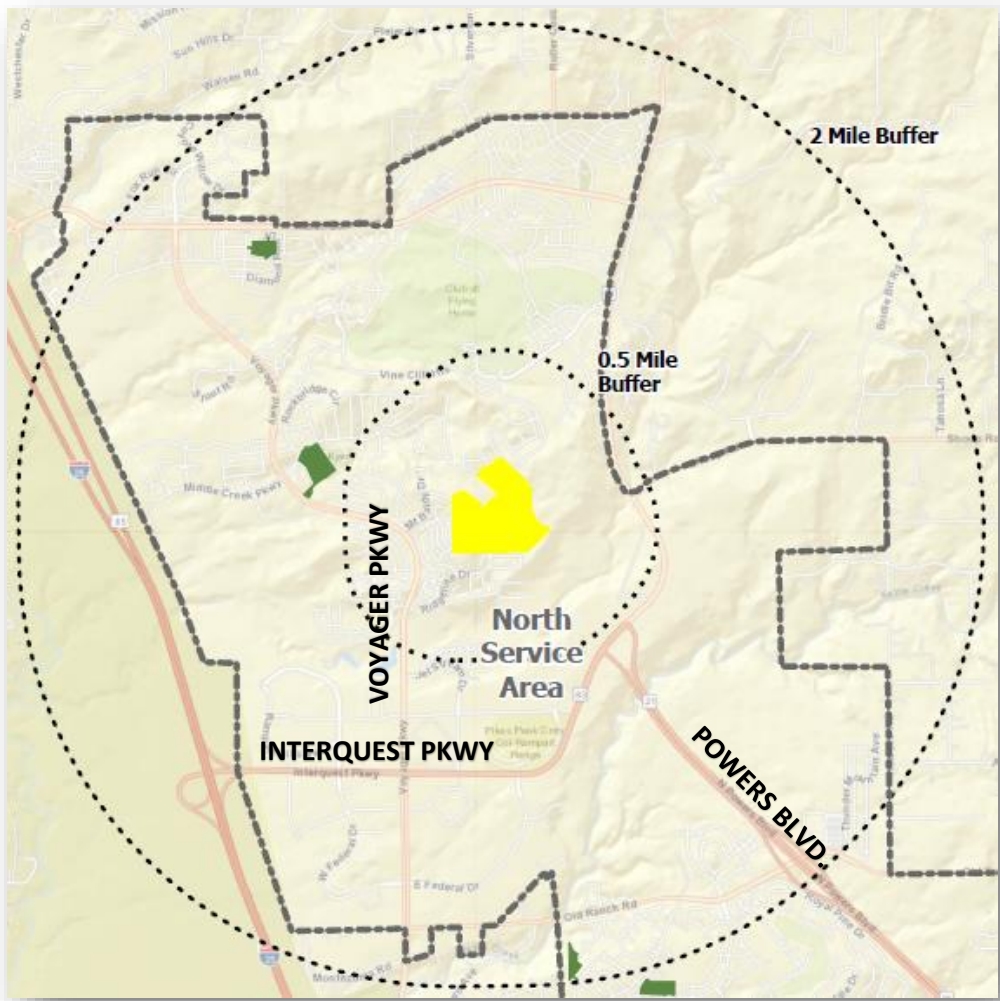
Total Fees: \$343,538 (\$748.06 per resident)

Net decrease in land: 1.6109 acres (39% decrease)

Net fee increase: \$26,520 (8.4% increase)

Net fee increase per resident: \$173.54 (30% increase)

Net fee increase of \$148 per unit



If 5.5 ac./1,000 = 2.5 acres of dedication or \$343,538 fees in lieu
If 7.5 ac./1,000 = 3.5 acres of dedication or \$383,056 fees in lieu



Multi-family Scenario – 5.5 ac.

Description: multi-family buildings with 5-6 units in each building

Density: 15.24 du/ac.

Units: 223 units

Change in average household size:
 Current: 2.2 (490.6 residents)
 Updated: 1.87 (417.01 residents)

CURRENT ORDINANCE

Land Dedication: 3.6795 acres

Fees in Lieu: \$281,872 (\$574.55 per resident)

UPDATED ORDINANCE

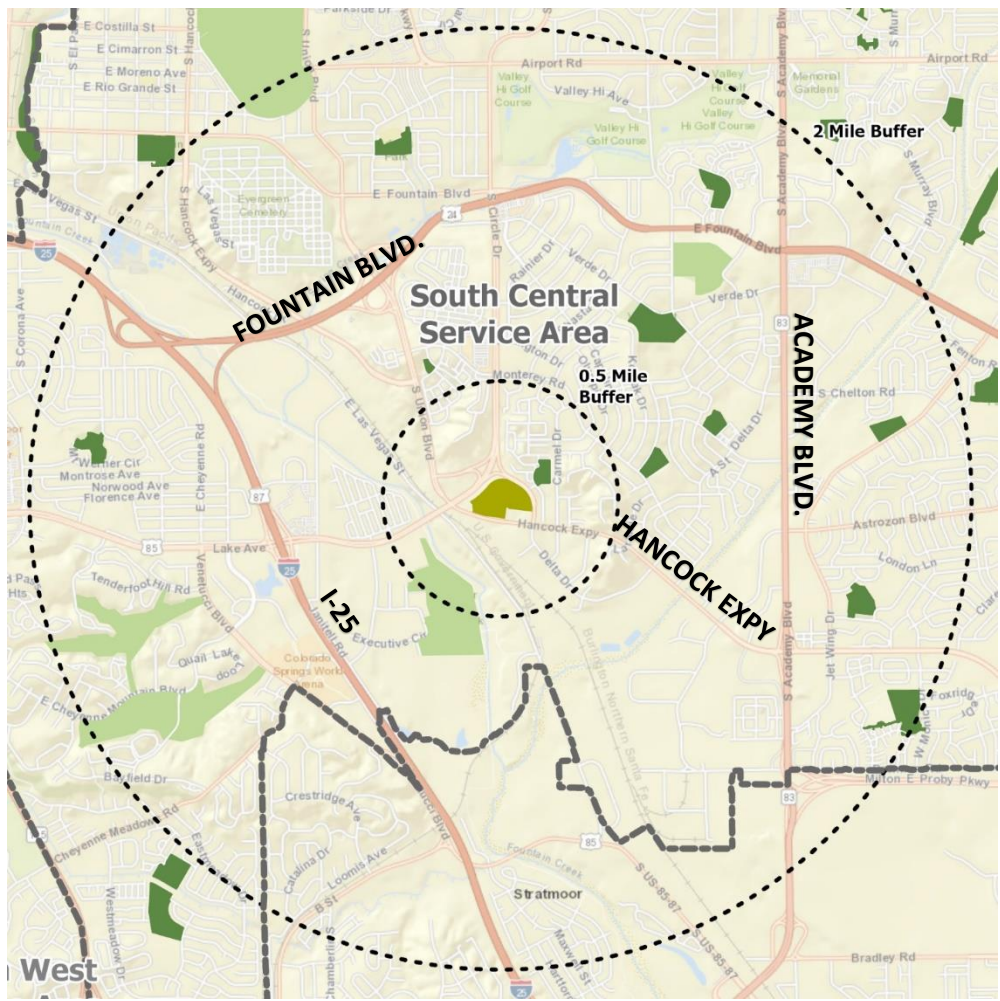
Land Dedication: 2.3 acres

Fees in Lieu: \$266,262

Additional Platting Fees: \$25,378

Total Fees: \$291,640 (\$699.36 per resident)

Net decrease in land: 1.3795 acres (37% decrease)
 Net fee increase: \$9,768 (3% increase)
 Net fee increase per resident: \$124.81 (22% increase)
 Net fee increase of \$44 per unit



If 5.5 ac./1,000 = 2.3 acres of dedication or \$291,640 fees in lieu
If 7.5 ac./1,000 = 3.14 acres of dedication or \$385,159 fees in lieu



Land Planning
 Landscape Architecture
 Urban Design

Summary of Councilmember Comments to date:

Councilmember Knight

- Consistency in definition of “community park” in PLDO and the Manual
- Long-term impacts to the park system and metro districts of 5.5 vs. 7.5 acres in terms of up-front development costs and on-going maintenance costs
- § 7.7.1205 – better describe the forms of park lands that would be considered for alternative compliance
- § 7.7.1204.B.2 – Include a maximum distance of how far Neighborhood Park fees could be used in the adjacent Neighborhood Parks Districts
- § 7.7.1205 – Ability to appeal Park Department’s administrative decisions to the Parks Board prior to LUR review/approval

Councilmember Avila

- Is Southeast Colorado Springs’ household size greater than the rest of the City?
- Should the formula be modified for Southeast Colorado Springs to reflect larger household size?
- 7.5 to 5.5 acres reduces service levels

Councilmember Murray

- 7.5 to 5.5 acres reduces system service levels
- What is the current level of service of the entire system, including trails?



Summary of Councilmember Comments to date: (cont.)

General Comments

- PLDO relationship to future park maintenance
- Need long-term sustainable park maintenance funding
- Development exactions impact home prices and housing affordability/affordable housing
- Support for appraisal-based fees with add-on platting fees
- Support for Neighborhood Park districts
- Recognized need for consistency between the 2014 Parks Facilities Master Plan and PLDO

Questions/Comments/Discussion
