

PERCHERON LAND USE PLAN MAJOR MODIFICATION AND ZONE CHANGE

PROJECT STATEMENT

JUNE 2025; REVISED SEPTEMBER 2025

REQUEST

N.E.S. Inc., on behalf of Nor'wood Development Group, requests approval of the following applications:

1. Major Land Use Plan Modification
2. Zone Change from PDZ AP-O (Planned Development Zone, Airport Overlay) to MX-L AP-O (Mixed-Use Large Scale, Airport Overlay) for 156.18 acres

LOCATION AND SURROUNDING LAND USES

The Percheron Land Use Plan is approximately 809 acres and is in Colorado Springs, east of Mohawk Road and along the north and south sides of Woodmen Road and is north of Banning Lewis Ranch. To the north of the Land Use Plan is Sterling Ranch/Sterling Ridge which is urban residential development within El Paso County. To the east and west, north of Woodmen Rd are 5-acre residential properties within El Paso County. To the east, south of Woodmen Rd is existing commercial and industrial development in El Paso County and to the west, south of Woodmen Rd is vacant land zoned for commercial uses. To the south is Banning Lewis Ranch which is planned for single-family residential development.

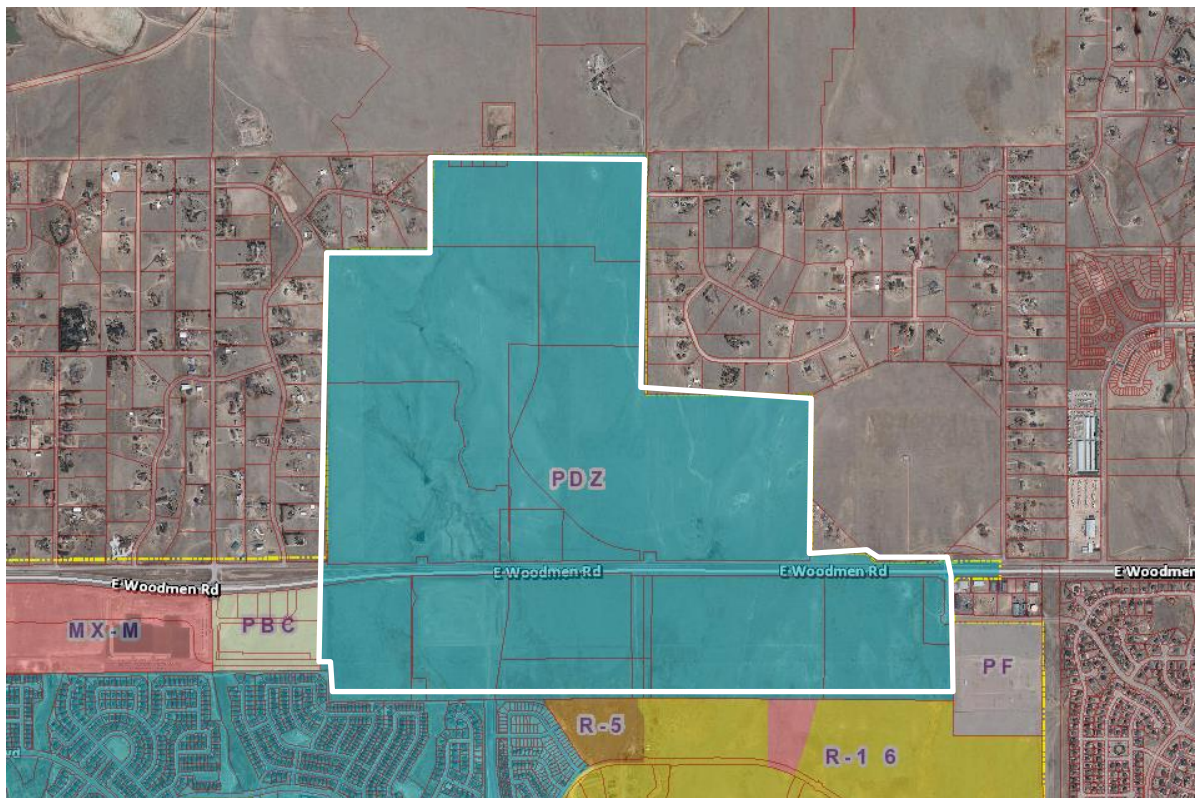


ZONING CONTEXT

The property was annexed into the City of Colorado Springs by way of Ordinance 21-13 in January 2021. At the same time, under Ordinance 21-14, the property was zoned PDZ/AP-O (*Planned Development Zone: commercial, industrial, civic, single-family residential, multi-family residential, open space and parks, as defined by the Banning Lewis Ranch North Zoning and Design Standards, with maximum residential density of 2900 dwelling units and an airport overlay*).

The Land Use Plan is surrounded by a mix of City and County zone districts as shown below. The site and all surrounding properties have an Airport Overlay (CAD-O in the County and AP-O in the City).

DIRECTION	MUNICIPALITY	ZONE	
NORTH/NORTHEAST/NORTHWEST	COUNTY	RR-5	RURAL RESIDENTIAL
EAST	COUNTY	RR-5, I-2, PUD	RURAL RESIDENTIAL, LIMITED INDUSTRIAL, PLANNED UNIT DEVELOPMENT
SOUTHEAST	CITY	PF, R-1 6	PUBLIC FACILITY, SINGLE FAMILY
SOUTH/SOUTH WEST	CITY	MX-M, PDZ, R-5, R-1 6	MIXED-USE MEDIUM SCALE , PLANNED DEVELOPMENT ZONE, MULTI-FAMILY HIGH, SINGLE FAMILY
WEST	COUNTY	RR-5, I-2, CC	RURAL RESIDENTIAL, LIMITED INDUSTRIAL, COMMERCIAL COMMUNITY



APPLICATION HISTORY

Concurrent with the annexation and PUD zoning of the subject property in January 2021, a Master Plan and PUD Concept Plan were approved for a mix of land uses including residential, commercial, office, industrial, school, and open space/park areas. The residential areas were divided into five categories: Residential Very Low (RVL), Residential Low (RL), Residential Medium (RM), Residential High (RH), and Residential Very High (RHL) with a maximum residential density cap of 2,900 units.

The Plans included two commercial/office areas at the intersection of Woodmen Road and the future Banning Lewis Parkway, which is the primary north-south access connecting the southern portion of Banning Lewis Ranch and Woodmen Road to Briargate Parkway to the north through the Sterling Ranch community. One smaller area for commercial/office/industrial was included adjacent to Golden Sage Road. The Plan also included three school sites and approximately 56.6 acres of open space/buffers and 60.1 acres of parkland connected through a series of green trail corridors.

On January 25, 2022 the Colorado Springs City Council approved major Master Plan and Concept Plan amendments to the Banning Lewis Ranch Master Plan (CPC MP 19-00123-A1MJ21; CPC PUP 19-00125-A1MJ21), which included 237 acres located along the north & south sides of Woodmen Road between Mohawk Drive and Golden Sage Road, now known as the Percheron Master Plan. This amendment included a proposed 126.5-acre regional sports complex, removal of the previously proposed 15-acre school transit/maintenance facility, additional commercial development, and an overall reduction of anticipated residential density. The net result of this amendment is a reduction in the overall residential density to a range between 2,136 and 3,578 units. Further, the park land dedication requirement was reduced from 59 acres (60.2 acres provided) to 31.6 acres including 14.2 acres of neighborhood parks and 17.4 acres of community park. The regional sports complex met the community parkland dedication requirements and the remaining neighborhood parks were adjusted to meet the 14.2-acre neighborhood park requirement. Some of the neighborhood parks were reduced in size to pocket parks as allowed by the park land dedication standards of the City at the time.

On June 16, 2022 City Planning Staff approved a minor Master Plan Amendment to the Percheron Master Plan (CPC MP 19-00123-A2MN22) that adjusted the acreage of multiple land use categories to reflect concurrent Development Plan submittals (Midtown at Percheron Filings 1 and 2, Elevate at Percheron Filings 1 and 2, Percheron Filings 1 and 2). The revisions in acreages were minor and did not materially change the land uses or overall density within the Master Plan.

In June 2023, City Planning implemented the Unified Development Code (UDC). The UDC eliminated the Master and Concept Plan applications and consolidated them into a single application called a Land Use Plan. The PUD zone was also updated to be called a PDZ, Planned Development Zone. Modifications to the previously approved Master Plan are now captured as Land Use Plan Modifications.

In July, 2025 City Planning Staff approved a Minor Land Use Plan Modification (PDZL-25-0003) revised an 8.1-acre area of RH (Residential High) northwest of Banning Lewis Ranch Pkwy (BLR Pkwy) and Carlana Street to RM (Residential Medium). An area of RH southwest of BLR Pkwy was enlarged from 7.4 acres to 10 acres which triggers a minor reduction in the open-space area directly east. The update to the land

use categories resulted in a minor reduction in density within the Land Use Plan boundary. Additionally, in coordination with School District 49 related to the future school site and access needs, the northernmost roundabout on BLR Pkwy was eliminated.

PROJECT DESCRIPTION

The proposed modification to the Percheron Land Use Plan stems from anticipated Development Plan submittals and the proposed rezone from PDZ to MX-L. All residential land use categories south of Woodmen Rd have been removed, including 27.8 acres of Residential Medium (RM) west of Banning Lewis Pkwy and 11.6 acres of Residential High (RH) east of Banning Lewis Pkwy. Additionally, in coordination with School District 49, the previously shown school sites were consolidated and increased in size to create one 35-acre PK-8 site that is now situated just north of Woodmen on the eastern edge of LUP boundary. With the removal of the 10-acre school site in the northeast corner, the adjacent Residential Low (RL) and Residential Very Low (RVL) areas have been expanded north to fill this area. 18.7 acres of RH, the former 12-acre school site, and a small green connection have been adjusted to accommodate 33 acres of RM east of Banning Lewis Pkwy near the 3-acre fire station. Further, 36.8 acres of RL east of the 3.5-acre park is reallocated to increase the school site acreage and to create 15 acres of RH. After these changes, 2,084 units are anticipated which is well within the 2,900-unit maximum set forth in the PDZ zoning ordinance. Minor circulation changes are also proposed including a minor realignment of Percheron Pony Drive east of Banning Lewis Pkwy, added detail around the revised 3.5-acre park and 35-acre school site, and the removal of an access point from Woodmen Rd between the RVH and RH sites north of Woodmen and east of Banning Lewis Pkwy.

The proposed rezone includes 156.18 acres and includes all areas designated as a commercial land use within the Land Use Plan. The new zoning provides additional certainty regarding the range of uses and development standards for future users. The commercial land use acreage has been increased from 81.9 acres to 137.8 acres.

Traffic

An updated Traffic Generation Analysis has been prepared and included with the application submittal. Due to an increase in the commercial land uses, the overall trip generation for the Land Use Plan area will likely increase. The afternoon peak hour trip generation is also expected to increase while the morning peak hour trip generation is expected to decrease. The anticipated increase in afternoon peak hour trips is not anticipated to significantly impact previous operational results. The increase in PM peak hour volumes represents an approximate 7% increase. Assuming this increase were applied to through movement volumes distributed through the Banning Lewis Parkway and E Woodmen Road intersection would result in increases for individual movements ranging between 5 and 43 trips. These increases are considered to be minor and are not anticipated to substantially impact previously determined operational delays for any given movement as it is understood the ultimate intersection geometry of Banning Lewis Parkway with E Woodmen Road provides for six east-west through lanes, four north-south through lanes, as well as dual left turn lanes and channelized right turn lanes for all approaches. Other major study area intersections are anticipated to similarly experience minimal impacts to operations beyond those originally anticipated due to the current proposed land use plan.

PROJECT JUSTIFICATION

CONFORMANCE WITH MAJOR MODIFICATION CRITERIA (CODE SECTION 7.5.516.D.2)

a) COMPLIES WITH THE PROVISIONS OF THIS UDC AND ALL APPLICABLE CITY REGULATIONS;

The proposed Major Land Use Plan Modification complies with the UDC and all City regulations.

b) IS CONSISTENT WITH ANY CONDITIONS IN THE APPROVAL OR PERMIT PROPOSED TO BE MODIFIED UNLESS THE DECISION-MAKING BODY THAT IMPOSED THAT CONDITION MODIFIES THAT CONDITION;

The proposed changes are consistent with previous approvals. The PDZ Zone limits the density by allowing up to 2,900 dwelling units within the LUP boundary. The proposed changes remain consistent with this condition as only 2,083 units are anticipated with this modification. Further, land use transitions are considered with the proposed changes and higher intensity uses are situated along major corridors and/or the center of the plan boundary.

c) DOES NOT CREATE MORE ADVERSE IMPACTS ON SURROUNDING PROPERTIES THAN THE DEVELOPMENT APPROVAL OR PERMIT PROPOSED TO BE MODIFIED; AND

There will be no adverse impacts on surrounding properties from these changes. While the overall trip generation is expected to be higher, the site access and internal circulation still allows for adequate levels of service. Higher intensity uses are situated along major corridors and toward the center of the plan, away from the existing rural residential development in the county. Open space buffers are proposed adjacent to existing development...

d) IS CONSISTENT WITH THE COLORADO SPRINGS COMPREHENSIVE PLAN, OTHER PLANS ADOPTED BY CITY COUNCIL, AND THE INTENT OF THE ZONE DISTRICT IN WHICH THE PROPERTY IS LOCATED

The proposed plan is consistent with goals and policies identified in PlanCOS. The proposed plan will incorporate a mix of neighborhood and community parks, land for future schools surrounded by a variety of housing densities and commercial opportunities. The various land uses and neighborhoods will be interconnected with greenways and parks that maximize on existing natural resources.

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.

GOAL SC-1 Multimodally connect people and land uses throughout the city and region.

GOAL ML-1 Provide for accessible, safe, engaging, and sustainable parks and open space systems and facilities for all city residents and visitors.

GOAL ML-3 Optimize the shared use of our waterways as corridors for wildlife, recreation, stormwater conveyance, non-motorized transportation, utilities, and as natural areas and assets of the environment.

PROJECT JUSTIFICATION

CONFORMANCE WITH ZONE MAP AMENDMENT CRITERIA (CODE SECTION 7.5.704.D)

- 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).**

PlanCOS Compliance:

The proposed rezone complies with many of the strategies set forth in PlanCOS.

Strategy TE-1.A-1: Provide an adequate supply of varied, development ready sites that are appropriate for new investments in existing industry and targeted clusters.

Strategy VN-3.C-1: Assign land use designations and implement zoning to support and facilitate neighborhood activity centers within walking or biking distance of residential areas

This site is in a growing area of Colorado Springs that will see a significant increase in residential development in the coming years which will lead to the need for additional commercial services on development ready sites.

Strategy TE-1.C-1: Improve access to parks, trails, nature and the outdoors from employment centers.

The proposed rezone area is surrounded by open-space, a regional trail, and green corridors providing convenient access to parks and open space for the future commercial areas.

- 2. THE REZONING WILL NOT BE DETRIMENTAL TO THE PUBLIC INTEREST, HEALTH, SAFETY, CONVENIENCE, OR GENERAL WELFARE.**

The proposed rezone is consistent with previous PDZ zoning. The new zoning provides greater certainty in use and development standards for future users. The proposed rezone and changes to the accompanying Land Use Plan will have a minimal impact on traffic in the area.

- 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 proposed rezone areas are situated along major roadways including Woodmen Road and Banning Lewis Pkwy. 16 acres of open space and drainage will provide a transition between the proposed commercial zoning and the existing residential to the south. The proposed commercial on the northeast corner of Woodmen Road and Banning Lewis Pkwy is surrounded by medium to high density residential and open space/drainage.

- 4. IF THE APPLICATION PROPOSES TO REZONE A SMALL AREA OF LAND, THE APPLICATION DEMONSTRATES THAT THE SIZE, SCALE, HEIGHT, DENSITY, 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 rezone area is 156.18 acres in size and is appropriate for the MX-L zone district.

- 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 project site is 156.18 acres in size and is currently vacant.

- 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 7.5.514.C.3 (LAND USE PLAN CRITERIA).**

The Land Use Plan Modification criteria are met as described above.

- 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 rezone is accompanied by a Land Use Plan Modification and is consistent with the proposed modification. The Land Use Plan Modification review criteria are met as described above.

- 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.4 (DECISION) SHALL ALSO APPLY TO CONSIDERATION OF THE ZONING MAP AMENDMENT REQUIRED TO CREATE OR AMEND THE BOUNDARIES OF THE ADS-O DISTRICT.**

This application will not create an ADS-O zone district.

- 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.**

This application is not a rezone to a PDZ zone district and will not impact what is allowed in the surrounding PDZ zone district. This application proposes to rezone 156.18 acres from PDZ to MX-L.

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)).

The MX-L zone district is intended for high-intensity commercial, office, and multi-family uses. The rezone area is appropriate for the intended uses as shown on the associated Land Use Plan Modification. The site is also within the ANAV subzone of the Airport Overlay and all commercial uses that are allowed in the base zone district are permitted within the ANAV subzone of the Airport overlay.

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