

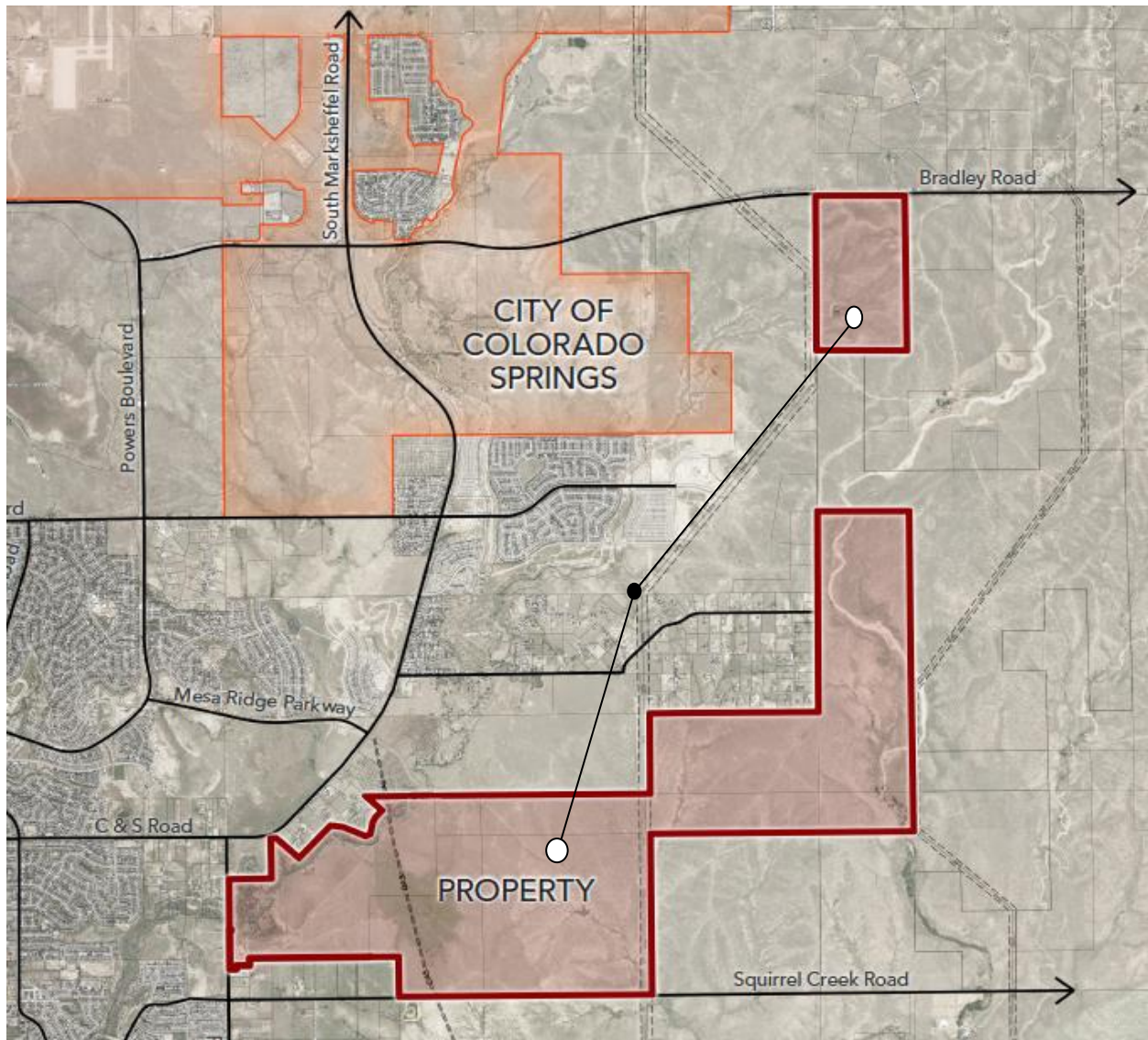
**CITY PLANNING COMMISSION AGENDA  
January 11, 2022**

**STAFF: KATIE CARLEO**

**FILE NO(s):**

**CPC A 21-00197 – LEGISLATIVE  
CPC A 21-00198 – LEGISLATIVE  
CPC A 21-00199 – LEGISLATIVE  
CPC A 21-00200 – LEGISLATIVE  
CPC A 21-00201 – LEGISLATIVE  
CPC A 21-00202 – LEGISLATIVE  
CPC A 21-00203 – LEGISLATIVE  
CPC A 22-00108 – LEGISLATIVE  
CPC A 21-00204 – LEGISLATIVE  
CPC A 21-00205 – LEGISLATIVE  
CPC A 21-00206 – LEGISLATIVE  
CPC A 21-00207 – LEGISLATIVE  
CPC MP 21-00208 – LEGISLATIVE  
CPC ZC 21-00209 – LEGISLATIVE**

**PROJECT: AMARA  
OWNER: TEE CROSS RANCHES, LLC – Bobby Norris  
DEVELOPER: LA PLATA CRUZ HOLDINGS, LLC  
CONSULTANT: LA PLATA, LLC – Cody Humphrey**



### **PROJECT SUMMARY**

1. **Project Description:** The proposed project includes concurrent applications for the Amara annexation of approximately 3200 acres (annexation addition no. 1-11), establishment of zoning, and establishment of the Amara Master Plan. The site is located south of Bradley Road and northeast of Squirrel Creek Road and Link Road.
2. **Applicant's Project Statement:** (see 'Amara Project Statement' attachment)
3. **Planning and Development Recommendation:** At this time City Planning Staff recognizes that the proposed applications meet all statutory requirements as an eligible annexation, however; criteria for the Conditions of Annexation as set in City Code is at the discretion of City Council.

### **BACKGROUND**

1. **Site Address:** This site largely vacant; a few addresses do exist for the vacant land parcels: 9285 Link Road, 0 Squirrel Creek Road, 0 Peaceful Valley Road, 0 S. Meridian Road, 0 Bradley Road. (see 'Amara Annexation Vicinity' attachment)

2. Existing Zoning/Land Use: The site is currently vacant and located within unincorporated El Paso County. Much of the property is zoned RR-5 (Rural Residential) with some areas zoned A-35 (Agricultural).
3. Surrounding Zoning/Land Use:  
 North: El Paso County RR-5 (Rural Residential) and City of Fountain Single-family Residential, Multi-family Residential and Open Space. Portion of residential are developed.  
 East: El Paso County RR-5 (Rural Residential). State of Colorado A-35 (Agricultural). All land is mostly vacant.  
 South: City of Fountain Single-family Residential, Multi-family Residential, Neighborhood Commercial and Open Space. Land is mostly vacant.  
 West: City of Fountain Single-family Residential, Multi-family Residential and Open Space. Partially developed with mix of residential density.
4. Annexation: The site is currently under consideration for annexation.
5. Master Plan/Designated Master Plan Land Use: This site is currently under consideration for the establishment of a master plan.
6. Subdivision: The associated properties are currently not subdivided.
7. Zoning Enforcement Action: None
8. Physical Characteristics: The proposed annexation area is largely vacant land with primarily native vegetation. One existing structure is located on a small area north of the intersection of Link Road and Squirrel Creek Road. The overall site does see some minor grade change with the significant change around Jimmy Camp Creek which runs diagonally across portions of the property to the northeast. Overall, the site does not have large slopes or areas of significant grade change beyond the buffer of the creek.

### **STAKEHOLDER PROCESS AND INVOLVEMENT**

The public process for notification of this annexation included posting 12 posters around the area of this application. Due to the magnitude of the area covered staff felt it was important to post the site at several locations. In addition, postcards were sent to 19 property owners within a 1000-foot buffer. **(see 'Public Notice Posters' attachment)**

As part of this public outreach three letters of opposition were received. **(see 'Public Comment' attachment)** Comments received are focused on concerns for phasing of development, infrastructure and roadway alignments and overall impacts to the City. The owner and applicant responded to these concerns in a response letter to the neighbors. **(see 'Public Comment Response' attachment)** Please see sections below in this report for further information from City agencies on the above listed overall concerns.

Staff sent plans to the standard internal and external review agencies for comments. All comments received from the review agencies are addressed. Commenting agencies included Colorado Springs Utilities, City Engineering, City Traffic, City Fire Department, City Police Department, Widefield School District 3, Fountain Fort Carson School District 8, Ellicott school District 22, El Paso County Planning, City of Fountain, Colorado Geological Survey (CGS), Fountain Mutual Irrigation, and Fountain Sanitation District.

Fort Carson: Agreements between the City of Colorado Springs and the surrounding military installations establish a two-mile buffer for land use application review; therefore, this application was sent to US Army Fort Carson for review. The proposal received support with no objections.

Colorado Springs Airport: The property is also within the Airport Overlay and was reviewed and approved on January 26, 2022, by the Airport Advisory Commission.

El Paso County Development Services: Comments generally involved impacts to county roadways and questions for regarding off-site drainage. The City Public Works continues to work with El Paso County Engineering for roadway ownership and maintenance and more of this is discussed below in this report

City of Fountain: A letter was also received from the City of Fountain with questions related to traffic and safety services. **(see ‘City of Fountain Correspondence’ attachment)** The City Traffic Division has had multiple conversations with Fountain around the impacts and needs of traffic. In addition, with concerns raised in the initial comment letter from the City of Fountain additional correspondence around public safety was provided from the City of Colorado Springs Fire Department which is also included in the above stated attachment. Lastly, prior to the City Planning Commission hearing a letter was shared with City Council from the Mayor of Fountain which has been included with the overall City of Fountain correspondence; however, this letter focuses on water availability and the establishment of the developable land within Fountain.

Throughout the process, major City agencies reviewed associated documents and had comments and discussion. The details related to these agencies are discussed below as part of this report.

## **ANALYSIS OF REVIEW CRITERIA, COMPREHENSIVE PLAN & MASTER PLAN CONFORMANCE**

### **1. Review Criteria / Design & Development**

#### **a. Background**

As the City has expanded over the last several decades; we can see larger areas of annexation throughout our City history. The City experienced a very active period of annexation in the 1980’s which included the annexation of areas of North Gate, Briargate and Banning Lewis Ranch. In the early 2000’s we see the annexation of Flying Horse. Much of this area has now been developed, and there are existing areas of greenfield that still exist. **(see ‘City Annexations by Decade’ map)**

The proposed annexation is located south of Bradley Road and northeast of Squirrel Creek Road and Link Road. This property is currently within El Paso County and is mostly vacant, with some minor abandoned buildings remaining on the southwest corner of the property. The overall site comprises of a few existing zone districts within El Paso County (listed above) and is situated in an area of residential development in El Paso County and surrounding City of Fountain.

When evaluating the El Paso County Master Plan (Your El Paso Master Plan) the subject area is listed as an area of ‘Potential Annexation’ on the Key Areas Map. This identifies areas of the County that are defined by unique localized characteristics having influence on future land use and development. The master plan discusses that significant portions of the County’s expected development population growth will locate in surrounding incorporated municipalities. It further states that, as the largest municipality, the City of Colorado Springs will need to annex parts of unincorporated County to plan for and accommodate new development. This Key Areas Map outlines portions of the County that are anticipated to be annexed.

In addition, the subject site is classified as ‘New Development’ in the Areas of Change analysis of the Your El Paso Master Plan. The New Development areas within El Paso County are identified to make up ten-percent of the expected future change of unincorporated El Paso County (leaving ninety-percent of the County expected to experience minimal change). The plan states these areas are expected to be significantly transformed as projected new development takes place on lands currently largely designated as undeveloped or agricultural areas. It is further anticipated that these areas of change will see development similar to that already established or complementary to an urban neighborhood.

In combination with the above approach from Your El Paso Master Plan the City of Colorado Springs and El Paso County passed an Intergovernmental Agreement (IGA) for annexations in 2021. The IGA memorialized the shared vision that it is best practice for logical extensions of urban level developments to be established within the City. The IGA

also lays out a collaborative methodology to establishing this approach for future development. As part of this effort, the area surrounding the eastern side of the City was analyzed and much of the undeveloped land considered part of the annexation Area of Interest. This subject site is within this Area of Interest.

We can additionally add some context for the growth of the City reviewing the 15-year period from 2006 (last update to the City Annexation Plan) to 2021. The calculated vacant proportion of the City has decreased from approximately 37% to about 21%, even with some additional annexations during the intervening period. During this same period, the number and proportion of individual master plans in the City that have progressed from “operative” to “implemented” (85% or more built out) has increased significantly. Of the remaining operative master plans, only a relatively small number besides Banning Lewis Ranch have significant remaining single-family housing capacity and general large areas for growth and development.

b. Annexation

Landowners seeking voluntary annexation must petition the municipality to request annexation into the City. The Annexation Petition for this property was heard and accepted by City Council on November 23, 2021. The City’s authority to annex land is established by Colorado Revised Statutes (C.R.S. 31-12-101) which sets requirements and procedures which municipalities must follow. A property is eligible for annexation if the contiguity requirement is met; not less than one-sixth the perimeter of the proposed area for annexation is contiguous with the existing boundary of the annexing municipality, and that area proposed for annexation has more than 50% ownership within the City 3-Mile Buffer for annexation. **(see ‘3-Mile Buffer’ attachment)** The proposed annexation meets both of these requirements.

The petitioner proposes to annex just under 3200 acres of property into the municipal limits of the City of Colorado Springs. The proposed annexation also includes a portion of Bradley Road from its current terminus with the City boundary to the eastern portion of the Amara annexation off Bradley Road. This annexation is comprised of twelve serial annexations which make up a flagpole annexation approach. **(see ‘Amara Annexation Addition No. 1-11’ attachment)** In addition, the property proposed for annexation begins at Bradley Road and moves southwest and does skip over a portion of state land. Each of these are discussed below for better clarification.

Flagpole Annexation

The proposed area for development, as the real property of the annexation, does not currently have contiguity with the current City boundary. A flagpole annexation allows the property owner to configure a series of annexations, that meet the state statute required contiguity, and use a roadway as a ‘flagpole’ to gain contiguity (Colorado Revised Statute 31-12-105(e.3)). **(see ‘Amara Additions’ attachment)** Per Colorado Revised Statute a property owner may achieve required contiguity by annexing a public street. In this case the Amara annexation additions no. 1-4 are annexing right-of-way only. This extends the City boundary and allows for contiguity to be gained for addition no. 5; the subsequent additions then build upon this contiguity as a serial annexation.

Serial Annexation

A serial annexation allows property owners petitioning a municipality to “portion-off” the intended whole annexation boundary into separate annexations if the whole portion does not meet the state statute required one sixth contiguity (Colorado Revised Statute 31-12-105). In this case, a serial annexation is needed to facilitate the annexation of land where the proposed development will occur. For the total annexation of Amara there are twelve proposed additions which make up the total land for annexation. Each addition on its

own meets the state requirements for contiguity and builds on each other to accomplish the whole annexation. **(see 'Amara Additions' attachment)**

#### Public Lands Contiguity

Per Colorado Revised Statute 31-12-104(a) "contiguity shall not be affected by the existence of... public lands, whether owned by the state, the United States or an agency thereof." As such, the proposed annexation incorporates this provision and contiguity is not affected, although maintained, between addition no. 6 and addition no. 7A where state owned land is 'jumped'. **(see 'Surrounding Ownership and Future Roads' attachment)** The remainder of the area to be annexed continues to establish the required one-sixth contiguity in the serial annexation configuration.

#### Conditions for Annexation (City Code Section 7.6.203)

- A. *The area proposed to be annexed is a logical extension of the City's boundary;*
- B. *The development of the area proposed to be annexed will be beneficial to the City. Financial considerations, although important, are not the only criteria and shall not be the sole measure of benefit to the City;*
- C. *There is a projected available water surplus at the time of request;*
- D. *The existing and projected water facilities and/or wastewater facilities of the City are expected to be sufficient for the present and projected needs for the foreseeable future to serve all present users whether within or outside the corporate limits of the City;*
- E. *The annexation can be effected at the time the utilities are extended or at some time in the future;*
- F. *The City shall require as a condition of annexation the transfer of title to all groundwater underlying the land proposed to be annexed. Should such groundwater be separated from the land or otherwise be unavailable for transfer to the City, the City, at its discretion, may either refuse annexation or require payment commensurate with the value of such groundwater as a condition of annexation. The value of such groundwater shall be determined by the Utilities based on market conditions as presently exist;*
- G. *All rights of way or easements required by the Utilities necessary to serve the proposed annexation, to serve beyond the annexation, and for system integrity, shall be granted to the Utilities. Utilities, at the time of utility system development, shall determine such rights of way and easements.*
- H. *If the proposed annexation to the City overlaps an existing service area of another utility, the applicant shall petition the PUC (Public Utilities Commission) or other governing authority to revise the service area such that the new service area will be contiguous to the new corporate boundary of the City.*

Springs Utilities has studied the subsections of the Conditions for Annexation related to its utility services in order to assist in the evaluation of the proposed annexation. Springs Utilities has negotiated an annexation agreement with the annexor that includes the terms by which Springs Utilities will be able to provide utility services to the annexing property **(see 'Draft Amara Annexation Agreement' attachment)**. Per City Code Section 12.1.111 with annexation Springs Utilities shall be the exclusive provider of utility services. Springs Utilities has reviewed the master plan for areas of impact and needed extensions; the exact details of extension responsibilities is captured in the annexation agreement. All standards per the utilities code will be required for future entitlements for the specifics of development. Through responsible, timely and ongoing planning initiatives, Springs Utilities has developed existing, and identified future, utility facilities that currently serve or will be needed to serve all present and future users whether within or outside the corporate limits of the City.

#### Water

Currently, applying a first-come, first-serve approach, Springs Utilities has adequate water resources available to serve the annexation area as required by City Code section 7.6.203(C). The requirements to connect the annexation area to existing water infrastructure are included in the proposed Amara Annexation Agreement and are consistent with the City Code, Utilities Rules and Regulations (URRs), and Line Extension and Service Standards (LESS).

City Council is currently considering a proposed water service extension ordinance that would establish a buffer between Springs Utilities' current water usage and available water supply when considering extension of water services, including annexations. Among other provisions, the ordinance would require the current water supply to be 130% of existing usage plus the projected demand for water services within the proposed extension of service area. If adopted by City Council, Springs Utilities would have insufficient water supplies to serve Amara at full buildout.

#### Wastewater

Springs Utilities has sufficient treatment capacity to serve the annexation area, based on the assumption that Springs Utilities will contract with another utility to provide wholesale wastewater service for a portion of the annexation area. Springs Utilities has sufficient treatment capacity to serve that portion of the annexed area not covered by the wholesale service contract. Conversations have been on going with Fountain Sanitation District and an agreement is being finalized. (see 'Wastewater Service Information' attachment) The requirements to connect the annexation area to existing wastewater infrastructure are included in the proposed Amara Annexation Agreement and are consistent with the City Code, URRs and LESS.

#### Electric

Electricity to serve the annexation area will be generated and/or purchased in accordance with Springs Utilities' electric integrated resource plan process. The requirements to connect the annexation area to existing electric infrastructure are included in the proposed Amara Annexation Agreement and are consistent with the City Code, URRs and LESS. Springs Utilities will be ready, willing and able to serve electricity to the annexation area within a reasonable period of time after the annexation.

#### Natural Gas

Natural gas service to the annexation area will be in accordance with Springs Utilities' gas integrated resource plan process. The requirements to connect the annexation area to existing gas infrastructure are included in the proposed Amara Annexation Agreement and are consistent with the City Code, URRs and LESS. Springs Utilities will be ready, willing, and able to serve gas to the annexation area within a reasonable period of time after the annexation.

Springs Utilities has completed an analysis. Based on the current Integrated Water Resource Plan, there are available water resources to meet another approximately 23,000 acre-feet per year of demand. At full buildout, Amara is expected to require approximately 3,500 acre-feet per year of water. Pursuant to City Code sections 7.6.201 (C)(6) and 7.6.204, the City does not reserve water for undeveloped land either within or outside City limits, and, therefore, water service is provided on a first-come, first-served basis, which means water service or water system capacity is not secured until the owner/applicant pays applicable Development Charges and Fees for the specific premise to be served. The owner/applicant is also subject to all requirements set forth in City Code section [12.4.416](#). Failure to comply shall result in cancellation of Springs Utilities' approval of the water connection permit and may result in the owner/applicant forfeiting water system capacity for the associated premise subject to water system capacity availability at the time of reapplication for service. Water resource and finished water system modeling has demonstrated that water service to Amara can be accomplished

without adversely impacting water service to existing customers. In addition, the analysis of the proposed annexation has demonstrated no adverse impact to the capability to treat wastewater for existing developed areas within the City limits.

#### City Annexation Plan

The current City Annexation Plan was last updated in 2006 and is currently being updated. This 2006 plan does not contemplate the subject site for a potential annexation into the City of Colorado Springs. The cornerstone of the annexation evaluation through this plan points to the comprehensive plan, PlanCOS, that directs a focus on diversification of economic base and the City's ability to accommodate projected population increases leading to positive outcomes for annexation into the City. AnnexCOS is anticipated to recommend a strategic approach to logical annexations that supports and encourages significant areas of newly planned urban density development to be included within City limits, in order to promote the long-term fiscal and resource sustainability of the City and region.

In addition, the more recent Your El Paso Master Plan and the City and County Annexation IGA set a more updated framework from which to evaluate the proposed annexation. Goal TE-3 (below) in PlanCOS focuses on the regional coordination that is contemplated in the recently adopted Your El Paso County Master Plan, the City/County IGA, and work on the draft of the Annexation Plan update (AnnexCOS).

*“GOAL TE-3 Continue and initiate regional coordination and partnerships focused on economic development and shared fiscal sustainability; Strategy TE-3.A-2: Coordinate land use decisions of major economic impact with Colorado Springs Utilities and applicable economic organizations and Strategy TE-3.A-3: Pursue intergovernmental agreements focused on mutually supportive fiscal sustainability”  
The proposed land use patterns to be established within this development, as discussed further below, support this economic baseline for annexation of this area.*

When completed, the Amara annexation would not result in any enclaves falling under the legal definition in Colorado Revised Statutes (properties wholly surrounded by the City). However, three areas PlanCOS defines as “near enclaves” would be created between the boundaries of Colorado Springs and the City of Fountain. These are areas that do not qualify as enclaves but share some of the same conditions. Altogether, it appears that there are about 12-15 homes that would end up located in an area somewhat removed from other unincorporated property.

i. Southeastern Colorado Water Conservancy District (SECWCD)

This property has completed its required inclusion application into the Southeastern Colorado Water Conservancy District through the Bureau of Reclamation. The Inclusion process will be completed with the Bureau of Reclamation with a final Letter of Assent pending.

#### Fiscal Impact Analysis

A Fiscal Impact Analysis (FIA) is required for all annexations. Due to the magnitude of the proposed annexation the City Economic Development Department is working with the City Budget Office and has consulted with an outside agency to conduct a Fiscal Impact Analysis as well as an Economic Impact Analysis (EIA). These final documents are pending and will be provided with final presentation to City Council for their purview over fiscal impacts to an annexation. Initial information for the FIA and EIA was presented on October 11, 2022 to the City Budget Committee and further presented to City Council at the October 24, 2022 City Council Work Session.



The draft annexation agreement is attached as **(see 'Draft Amara Annexation Agreement' attachment)**. Dedication and improvements with this annexation are fully outlined in the agreement and further discussed below in this report. It is at the City Council's discretion for final action on an annexation agreement, the final agreement will be presented to City Council prior to public hearing.

c. Establishment of Master Plan

The establishment of the Amara Master Plan **(see 'Amara Master Plan' attachment)** sets the overall land use pattern to be established across the 3172.796 acres. The master plan will allow for urban level development within the City of Colorado Springs. The proposal includes a mix of commercial, institutional, single-family, multi-family residential, and civic uses. **(also see 'Amara Master Plan – Conceptual' attachment)** The master plan sets out each land use category and establishes density ranges and estimated dwelling units or commercial square footage. The overall master plan proposes a 9500-unit maximum dwelling cap, which has been used to calculate school and park needs. The following sections of this report dive into more detail around specific subject matters.

The overall development of this area is projected in six phases (see 'Amara Master Plan' attachment) which identify all required improvements with each phase as well as any school or park land which will be zoned and dedicated to the City or school district as part of each phase. This also outlines the roadways associated with development as it progresses through the phases and the responsibilities for those roadway improvements which are discussed in more detail below.

As part of the overall understanding of the approach for the master plan and land use establishment the applicant and owner have provided detailed information included in the Project Statement. Staff is including this attachment for the full details of the proposed master plan and each land use designation. **(see 'Amara Project Statement' attachment)**

i. Land Use Pattern

The land use pattern within the Amara Master Plan **(see 'Amara Master Plan' attachment)** is first influenced by the major roadways within the plan. Mesa Ridge Parkway will remain as the major east-west corridor within the planned area while the establishment of the new Amara parkway and Norris Parkway along with the extension of Meridian Road and Powers Boulevard share the first area of higher density residential as well as commercial hubs. The more intense land uses are configured with closer proximity to these roadways with most of the commercial uses being located along these roadways.

In similar fashion, the residential focuses higher density along the major corridors with the classification of 'Residential Very Low' being the furthest residential district along the outermost portions of the development along those shared borders with El Paso County. This gives opportunity for a more suitable residential transition to rural residential that is adjacent to the development in some areas. In addition, areas of residential, ranging from 'Very Low' to 'Medium' are established along Jimmy Camp Creek with supporting amenities of regional trails and open space.

Within the overall master planned area, there are several sites for community and neighborhood parks as well as open space. There are also several locations identified as future school sites. These details are discussed below.

ii. Density

The residential density illustrated in this plan (**see 'Amara Master Plan' attachment**) ranges from 'Residential Very Low' at 0.5-3.0 DU/AC to 'Mixed use' at 8.0-40.0 DU/AC; there is a maximum of 9500 dwelling units for the entirety of the master planned area. Based on these densities the following traffic, parkland dedication, school district, public safety, and other agency analysis is completed.

iii. Geological Hazard and Land Suitability

As part of annexation a Geological Hazard review is triggered by the establishment of a master plan (City Code 7.4.502). For this project the developer prepared a Geologic Hazard Report that was reviewed by Colorado Geological Survey (CGS). CGS stated they concur with the geologic interpretations and geologic hazard identification and conceptual mitigation for those hazards. CGS has no objections to the proposed development with support of recommendations identified in the report. The City Engineer has approved and signed the Geologic Hazard Study Report and supports the findings.

iv. Parkland Dedication (PLDO)

The proposed Amara Master Plan creates a total parkland dedication obligation of 127.6 acres and reflects nine (9) Neighborhood Parks totaling 58 acres and two (2) Community Park sites totaling 70 acres. The parkland shown on the proposed master plan provides acceptable size, distribution, and developable locations. (**see 'Amara Parks and Trails' attachment**) The nine neighborhood parks are proposed to be built by the master developer, La Plata Communities.,. They will convey the parkland to a new metropolitan district, which will own and maintain the completed neighborhood parks. These parks are also shown on the master plan phasing plan including obligations regarding when those parks will be built. The community park sites will be the responsibility of the City of Colorado Springs to construct, maintain and operate, the developer will dedicate these lands to the City after being zoned PK (Parks). The associated parkland as part of the Amara Master plan was approved through the Parks, Recreational, and Cultural Services Advisory Board on June 9, 2022.

Parks Advisory Board unanimously recommended the plan that Amara brought forward for this development. La Plata did work with Parks Department staff on many of the early aspects of the parks and trail planning. Because the owners of this property are seeking annexation, the Parks Department is able to require that City standards with regard to park and trail location be consistently applied across the landscape. This includes confirming the number of park acres per one thousand residents in the new development, achieving greater confidence that their park land truly is suitable park space, confirming that the parkland is distributed within the community consistent with the 10-minute walk (to a park) campaign and that the community development is in alignment with the planned regional and urban trail corridors. If annexation did not occur, Parks staff could work with El Paso County parks staff to try to align these objectives, but annexation gives the City and its Parks Department the capacity to seek the alignment and standards which would otherwise not be directly available.

v. School District Analysis

The Amara Master Plan covers three separate school districts that are subject to the PLDO Ordinance for school dedications: Fountain Fort Carson District 8, Widefield District 3 and Ellicott District 22. The master plan provides a breakdown of the total school land dedication provided based on input from each District. In analysis of each District's area, school sites have been established within that District's boundaries. (**see 'Amara Master Plan' attachment**) These

sites are further accounted for in the phasing plan for understanding when each area will be developed, and an applicable school site dedicated to the District.

Each School District has been included in an in-depth review of the needed school facilities; City staff has received final letters of support (**see 'School District Letters' attachment**) from all three Districts. Per the master plan, the developer has an obligation for a total of 139.98 acres of school land. They are currently providing nine (9) school sites with a total of 125 acres; any outstanding balance will be paid in fees in lieu of land per the PLDO Ordinance.

vi. City Public Works, Traffic Division

The expansion of public transportation to the proposed annexation area will utilize existing infrastructure such as Marksheffel Road, Link Road, and Powers Boulevard. The roadway system associated with the proposed annexation area connects to these existing roadways which will allow for the expansion of transit services into the annexation area. The proposed extension of new roadways logically ties into existing roadways in the area. In addition, new roadways and the extension of existing roadways are consistent with the City's draft Major Thoroughfare Plan currently being refined and expanded with ConnectCOS (the City's transportation plan update). The proposed new roadway system of arterials and collectors has sufficient capacity to accommodate the full build out of the annexation area. Furthermore, proposed typical sections meet city criteria for accommodating non-motorized uses such as biking and walking. Both the traffic study and the annexation agreement describe the phasing for implementation of the proposed roadway system.

Manual. City Traffic Engineering has determined that the traffic study met city criteria and was comprehensive and complete in its evaluation of traffic impacts and traffic operations for the Amara development. The study identified the number of lanes needed for new roadways internal to the development and identified roadway and intersection improvements needed to existing roadways such as Marksheffel, Mesa Ridge Parkway, Link Road, Squirrel Creek Road, and Bradley Road. (**see 'Amara Roadway Exhibit'**) Recognizing that not all recommended improvements are needed during the initial phase of development, Traffic Engineering worked closely with the developer to create a road phasing plan that links roadway improvements with the developer's need for access and the public's need for an adequate transportation system that meets the traffic demands of both the development and non-development traffic anticipated to be using the roadway network. The proposed annexation does impact adjacent and near-by roadways, but as required the traffic study identifies the transportation improvements and the timing of these improvements to mitigate impacts to Marksheffel Road, Link Road and Squirrel Creek Road. As the proposed annexation area develops the traffic study, as well as the annexation agreement, identify a development phase of the number of building permits that will trigger these improvements. The annexation agreement further provides the percentage share of the cost of the improvements required to be paid by the applicant due to traffic generated by the proposed annexation.

The phased implementation of future roadway and intersection improvements are documented in the Traffic Study and in the Amara Annexation Agreement. These documents described the timing and the extent of improvements to both internal and external roadways. Since the internal roadways will be constructed as Amara develops, only the external improvements to existing roadways and intersections are listed and described below:

Mesa Ridge Parkway: Access to the Amara property requires the extension of Mesa Ridge Road east from Marksheffel Road and a new bridge over Jimmy Camp Creek. This extension and bridge will be a joint effort with the property to the north of Amara.

Mesa Ridge Parkway / Marksheffel Road Intersection: Phase I improvements at the intersection include all single left turn lanes, a northbound Marksheffel Road single right turn lane, a westbound Mesa Ridge Parkway single right turn lane, and all single eastbound and westbound through lanes at the Marksheffel Intersection. As Mesa Ridge Parkway is extended further east additional improvements needed at the intersection include dual left turn lanes and dual eastbound and westbound through lanes.

Marksheffel Road: At later Amara development phases, Marksheffel Road between C&S Road and Fontaine Boulevard will need to be widened from its current two-lane configuration to a four lane Principal Arterial. Based on Amara generated traffic and per the annexation agreement, the Amara development shall contribute a maximum of 43% of the total Marksheffel Road widening construction costs.

Link Road: Phase I improvement include a new intersection on Link Road. This new intersection will be controlled by a signal or a roundabout. If signalized, the intersection will require left and right turn lanes. At later Amara development phases, Link Road between C&S Road and Squirrel Creek Road will need to be widened from its current two-lane configuration to four lanes. Based on Amara generated traffic and per the annexation agreement, the Amara development shall contribute a maximum of 64% of the total Link Road widening construction costs.

East Squirrel Creek Road: Later development phases will require the widening of East Squirrel Creek Road from its current two-lane configuration to four lanes from the easternmost Amara property boundary to the Powers Boulevard right-of-way. Based on Amara generated traffic and per the annexation agreement, the Amara development shall contribute a maximum of 100% of the total East Squirrel Creek Road widening construction costs.

West Squirrel Creek Road - Later development phases will require the widening of West Squirrel Creek Road from its current two-lane configuration to four lanes from the Powers Boulevard right-of-way to Link Road. Based on Amara generated traffic and per the annexation agreement, the Amara development shall contribute a maximum of 69% of the total West Squirrel Creek Road widening construction costs.

Meridian Road: As the eastern portions of Amara develop, Meridian Road will need to be constructed north from Mesa Ridge Parkway to Bradley Road. This roadway will be constructed in segments to provide access to the Amara development phases. As it is constructed, it is anticipated that it will initially only need two lanes but as Amara and other properties build out, Meridian Road will ultimately need to consist of four lanes. The roadway phasing plans and the annexation agreement describe the phasing for the construction and widening of future Meridian Road.

South Powers Boulevard: An extension of Powers Boulevard is contemplated to extend south-easterly from Mesa Ridge Parkway through the Amara Development to a connection with Interstate 25. This extension is currently being studied and the final alignment has not yet been determined. The Amara

development will dedicate a maximum of 300 feet of right-of-way for the South Powers Extension.

vii. Colorado Springs Police Department

The City of Colorado Springs Police Department (CSPD) has reviewed the annexation and master plan and worked with the owner to understand the scope of development and timing. Currently CSPD is not asking for any station location within the Amara annexation area. While analyzing the overall development along the southeastern edge of the City of Colorado Springs it was determined that a CSPD substation would better be located north of the Amara development. The functions of the police force are mobile in their staffing of areas and will be able to serve the Amara development through its initial phases and will be working to determine a location for a future station along with continuing to evaluate future development plans as they come in for the Amara development. **(see 'CSPD Amara Response' attachment)**

Comments were received from the City of Fountain with concerns for police service and Fountain Police Department's (FPD) assisted response. FPD did assist the El Paso County Sheriff's Office with calls for response, but since these are for the Sheriff's Office this is not relevant to level of service CSPD would be able to provide to the Amara annexation. As discussed above as development occurs CSPD will have the opportunity to structure itself appropriately to provide services as the area begins to be developed. Except perhaps for large scale emergency incidents (which are rare), CSPD does not intend to use FPD to supplement its resources.

viii. Colorado Springs Fire Department

The master plan review process included development of fire station locations that would assist the City of Colorado Springs Fire Department (CSFD) to be well positioned for service of the future development. **(see 'CSFD Amara Response' attachment)** As seen on the master plan there are two (2) permanent fire station locations proposed, and one temporary station. As Phase 1 develops the owner will be required to provide a site (as indicated on sheet 4 of the master plan) for a temporary fire station. This will remain in operation to serve the new development and until the permanent station is developed in Phase 3. The final remaining station is provided by a site within Phase 4 to serve the north stretching later phases of the development. CSFD has reviewed and supports the master plan and identified locations for stations.

ix. Water Resource/ Floodplain

A Preliminary Drainage Report was completed and reviewed by City Stormwater Enterprise (SWENT). Future development will follow standard processes, comply with all drainage criteria, and will require a Final Drainage Report prior to any approval of a development plan and subdivision plat. SWENT will continue working with the El Paso County Engineering Division to ensure drainage patterns and future facilities consider surrounding county property and ensure runoff from this proposed development is captured and facilitated appropriately. Items addressed in the drainage section of the annexation agreement are standard requirements that have been modified to be more specific for the project area. The applicant will be required to provide the City with a Master Drainage Development Plan (MDDP) that fully establishes required water quality needs for the developable areas, as per the City's drainage criteria.

d. Establishment of Agricultural Zoning

The proposed zoning request is to establish an A (Agricultural) zone district to accommodate the future development. It is required by City Code that any annexed

property be accompanied by a zoning designation. If the petitioner so chooses, they can establish an A (Agricultural) zone district as a 'holding zone' to proceed through the annexation process; further request for zone change is required when a final development intent is determined. Overall intent is for the annexation area to be annexed with the supporting master plan and through future concept or development plans, the owner will apply for a specific zoning designation in conformance with the master plan. This is a fairly common practice for large annexations which are then evaluated for compliance with the master plan and can allow for future specific zoning action for development. It is also captured in the Amara Annexation Agreement that future zoning actions will be required.

2. Conformance with the City Comprehensive Plan

When the City's Comprehensive Plan (PlanCOS) was drafted in the 2017 and 2018 timeframe, and then adopted in early 2019, it did not directly contemplate an annexation scenario comparable to this one. However, PlanCOS does recommend an update of the City's Annexation Plan to accommodate more strategic annexations along the periphery of the City "that support economic growth or expansion of the regional roadway network." PlanCOS, also recommends that this Annexation Plan update evaluate annexation polices "to be consistent with the vision, goals and policies of this plan and in coordination with the Colorado Springs Utilities, El Paso County, and other municipalities". In this respect it is noteworthy that the recently adopted El Paso County Master Plan (Your El Paso Master Plan) identifies the Amara area as having the potential for annexation, and as an area of change for suburban level development as discussed above.

PlanCOS is oriented around six major themes, Vibrant Neighborhoods, Unique Places, Thriving Economy, Strong Connections, Renowned Culture, Majestic Landscapes. In the context of this proposed development the Comprehensive Planning Division comments on these applications have focused on the proposed development plans for the Amara project. The expectation is that, until the intervening areas between this property and the currently developed areas of the City become annexed and developed, it will be contingent upon this project to address and satisfy certain of the PlanCOS goals and objectives based on "self-contained" approach. From a development planning perspective, staff believes the applicant's development approach and its refinements have been responsive to these considerations.

Vibrant Neighborhoods

As a large master planned development, this project has the potential to result in one or more vibrant neighborhoods consistent with PlanCOS Chapter 2 Typology 4: Future Neighborhoods; by planning for and incorporating a diversity of housing types, neighborhood parks and gathering places, connections to regional trails and open space, and future multi modal connections. With its designation of mixed-use centers, providing various housing options which can support ranging densities and price points, and incorporation of stream corridor open space, the design of the master plan sets up the potential to accomplish the goal of vibrant neighborhoods.

Unique Places

The future mixed-use centers and designated residential areas create a potential for the future creation of unique places consistent with Chapter 3 Typology 1: Neighborhood Centers and Typology 2: Community Activity Centers

Strong Connections

Several of the major streets have the potential to incorporate key recommendations of Chapter 5 Typology 3: Recent Suburban Streets. These aspects include connections with and incorporation of separate facilities for bikes and pedestrians, landscaping and screening of medians and parking areas, and connections with the local sidewalk and trail network. These facilities could also be designed to incorporate the latest future "smart streets" technology and have the potential for future "transit-ready" adaptation.

### Renowned Culture

The school sites designed into this plan have the potential to satisfy many of the recommended attributes of Chapter 6 Typology 2: Community Assets, including increased connections to the surrounding neighborhoods as well as serving as focal points for community engagement.

### Majestic Landscapes

This master plan has incorporated a number of aspects of Chapter 7 Typology 5: Greenways including integration of natural drainageways, associated trails and corridors, public access and integration of stormwater and flood mitigation best practices. Both Jimmy Camp Creek and Williams Creek have been proposed with the intent of functioning as “complete creeks in greenways” as contemplated in PlanCOS. **(see ‘Amara Parks and Trails’ attachment)**

### **Proposed Motions:**

The proposed annexation meets statutory requirements. No formal recommendation is being provided. Motions for approval and denial are provided below.

#### Annexation:

1. Recommend approval to City Council the proposed annexation.
2. Recommend denial to City Council the proposed annexation.

#### Master Plan:

1. Recommend approval to City Council the proposed Amara Master Plan.
2. Recommend denial to City Council the proposed Amara Master Plan.

#### Zone Establishment of A (Agricultural):

1. Recommend approval to City Council the proposed zone change.
2. Recommend denial to City Council the proposed zone change.