



AnnexCOS Update

CITY PLANNING COMMISSION WORK SESSION

June 4, 2026



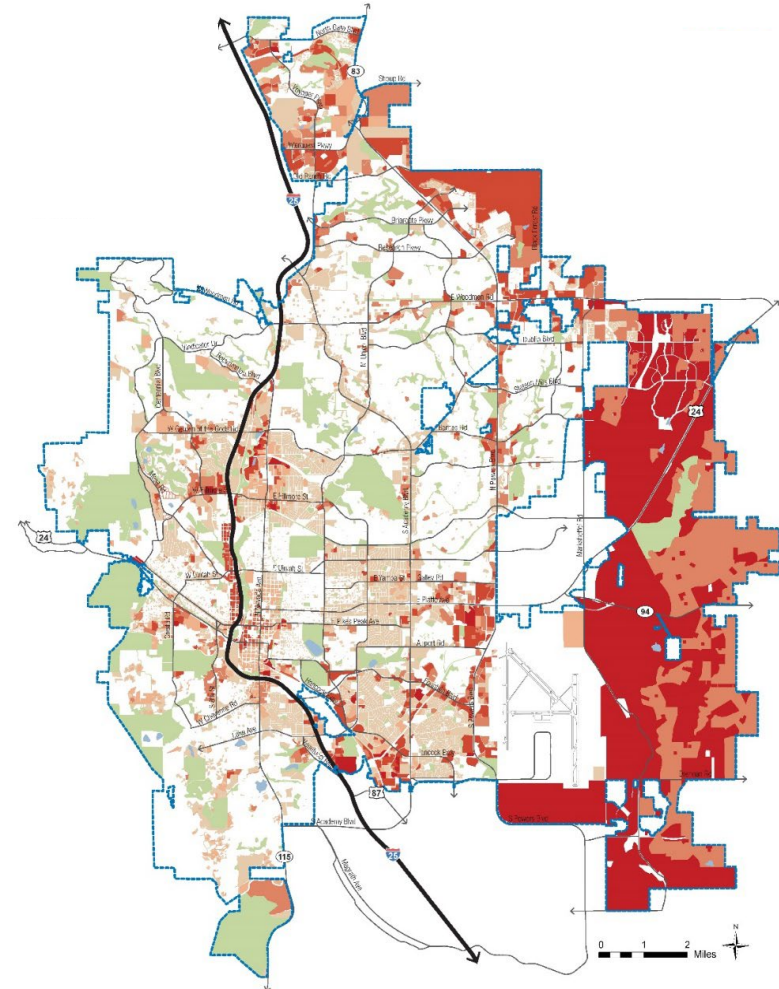
What are we discussing today

1. AnnexCOS: Why?
2. AnnexCOS: 2024 to Present
3. Annexation: What is it?
4. Annexation: AnnexCOS Content & Policies
5. Annexation: What's the process?
6. AnnexCOS: Guidance & Implementation
7. Q&A

AnnexCOS: Why?

PlanCOS

- PlanCOS allows for **targeted City expansion** over 20 years
- State Statute requires a regular update to the plan
- **Emphasis on redevelopment** within City limits
- Focus on **vacant lands within the City** with access to utilities
- Annex only if **fiscally beneficial** and **aligned** with City plans
- **Focus on water provision** for new annexation
- Annexation Plan has been a **City Council priority**



AnnexCOS: Why?

Statutory Requirements

- Annexations are limited to no more than three-miles beyond the current boundary in any given year, except under special circumstances.
- Municipality must adopt an annexation master plan for the three-mile area (commonly known as Three-Mile Plan) prior to the completion of any annexation.
- The Three-Mile Plan must be included in the municipalities comprehensive plan.
- The City's annexation plan was last adopted in 2006.
- A statement reaffirming the 2006 plan was filed in 2024.

AnnexCOS: Why?

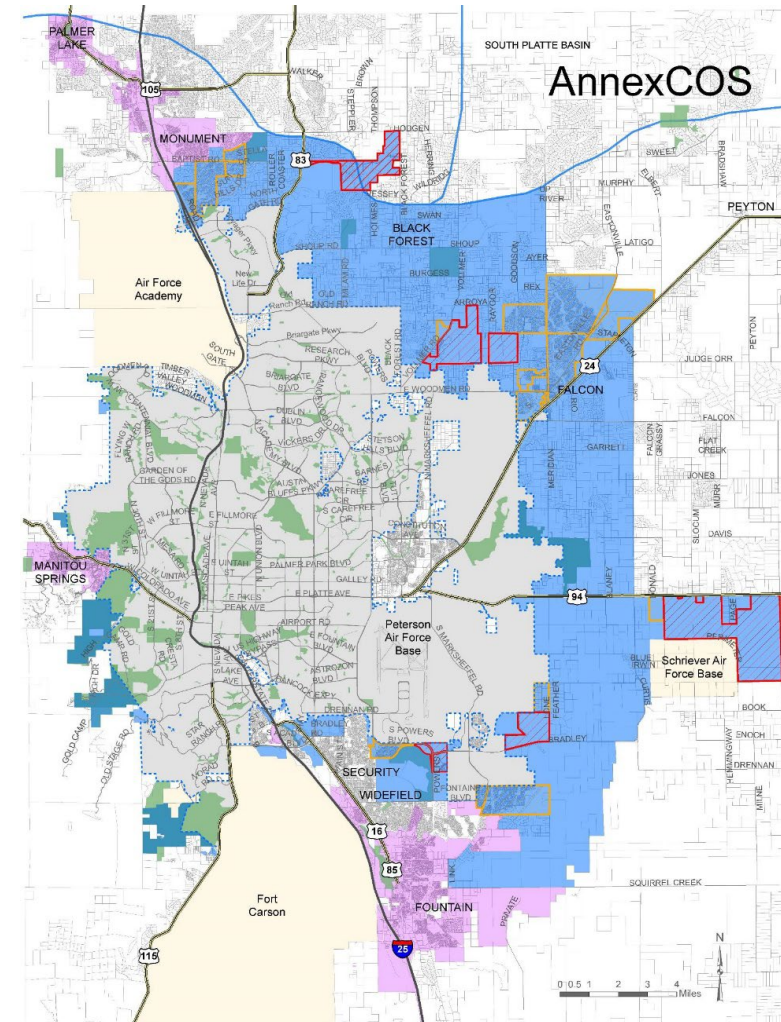
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Comprehensive Annexation Plan “Annex COS”:

- Policies that evaluate impacts of infrastructure and services
- Impacts known in advance of annexation petitions

Areas of Planning Interest Map (AoPI)

- Properties within three miles of the existing City limits
- May include properties outside of the three miles
 - Annexation and Growth Opportunity Areas
 - Limited Annexation and Growth Potential Areas
 - Enclaves and Isolated County Areas
 - County Roadways Serving Incorporated Areas
 - Other County Property



AnnexCOS: Why?

Current Annexation Plan

- Adopted in 2006 - Outdated
- Lots of annexation and infill since then
- New policy direction from City Council
- New and updated policies in PlanCOS

Other Challenges|Issues

- Growth: Fast, then recession (2008) and then very slow growth
- Banning Lewis Ranch impact
 - 25,000 acres of vacant land in the City
 - Activated by modification of the annexation agreement in 2018
- IGA with El Paso County
 - Creation of Area of Planning Interest
- 2022 Water Ordinance
- Recent Annexations & Public Engagement
 - Amara, Karman Line
 - Railyard
 - Karman Line Referendum

AnnexCOS: Process | 2024-Present

Phase 1

- Review of Existing Documents
- Identify Critical Data
- Speaker Panel Event

Phase 2

- Annexation Goals
- Technical and Focus Groups Meetings
- Criteria and Mapping

Phase 3

- Annexation Areas
- Policies
- Decision Matrix

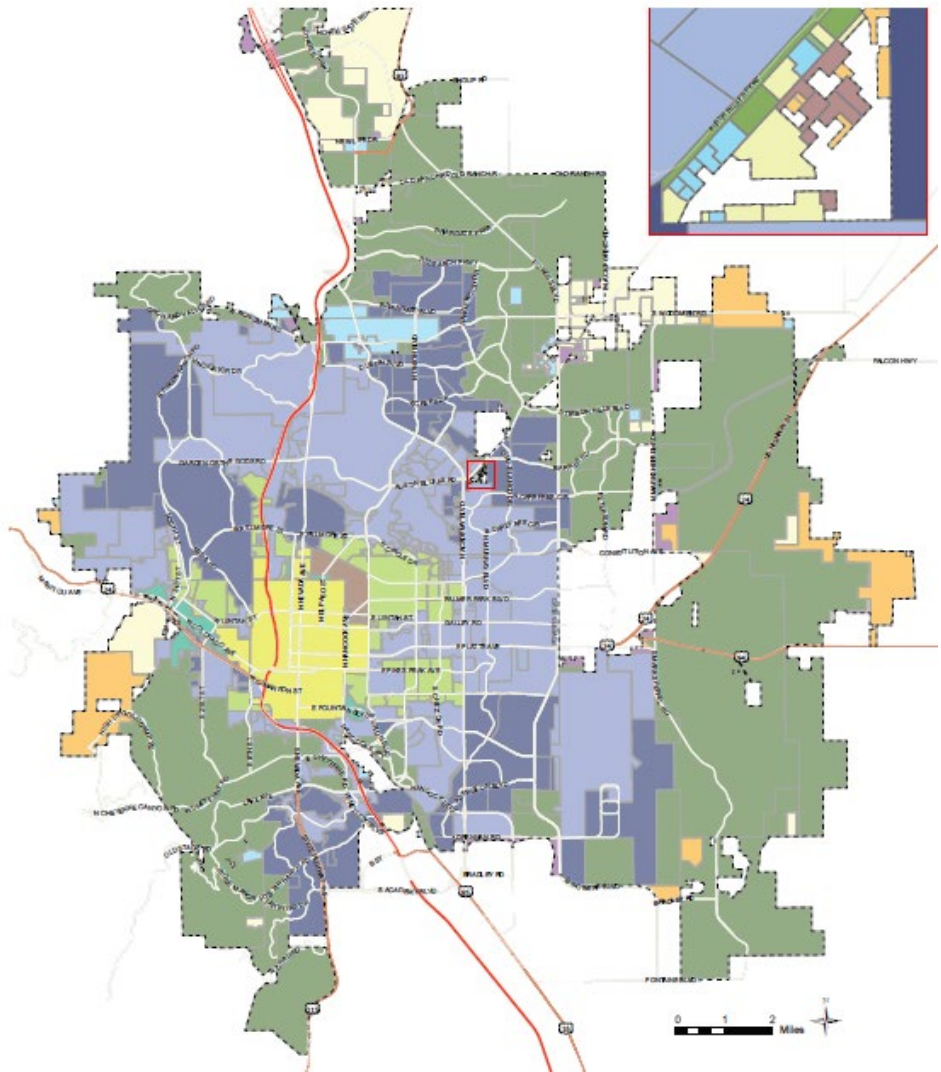
Phase 4













- Draft and Finalize Annexation Policy Guide

- January 2025 Open House & August 2024 event
- Limited public input or stakeholder involvement
- Context changes in 2025
- Substantial staff work since then to refocus
- Military interest: SOICUZ, REFI, land use interests

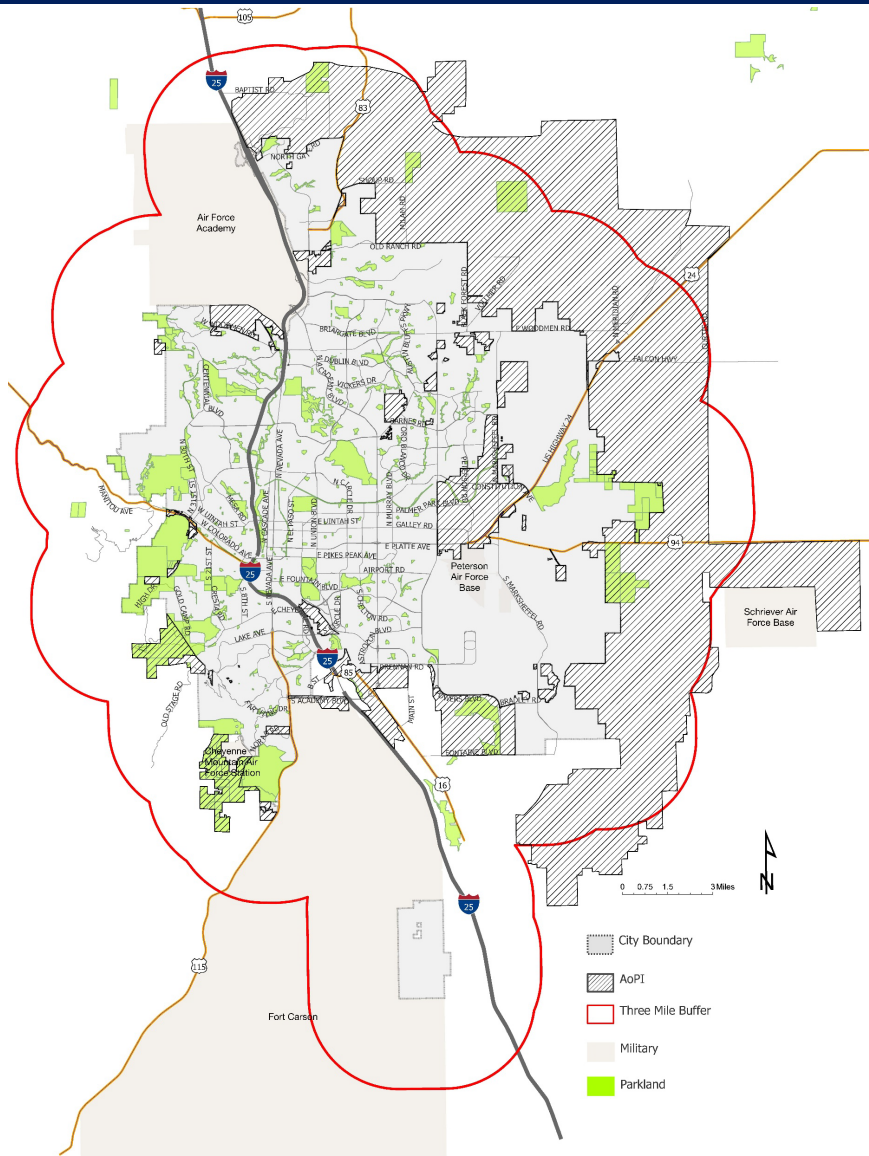
AnnexCOS: Process | 2024-Present

Annexations Over Time, 1872 - Present



- | | | |
|--|--|---|
|  2020 - Present |  1980 - 1989 |  City Boundary |
|  2010 - 2019 |  1970 - 1979 |  1940 - 1949 |
|  2000 - 2009 |  1960 - 1969 |  1900 - 1939 |
|  1990 - 1999 |  1950 - 1959 |  1872 - 1899 |

AnnexCOS: Process | 2024-Present



Three Mile Plan Area

Required per C.R.S.

Area of Planning Interest (AoPI)

Required per County | City IGA

Annexation: What is it?

What is Annexation?

A change in jurisdiction.

The incorporation of land within El Paso County into the City of Colorado Springs

TYPES OF ANNEXATION

Voluntary Petition

A minimum of one-sixth boundary contiguity with the City.

Petition for Annexation Election

The lesser of 75 qualified electors or 10% of the qualified electors may request an annexation election for a specific area.

Enclaves

The unincorporated area must be completely encircled for at least three years and annexed without property owner's consent. – Needs a Annexation Committee per Statute.

City-owned land

The City may annex if it meets the contiguity requirements and is the sole landowner.

CITY INITIATED

Annexation: What is it?

- **Colorado Constitution**
- **Colorado Revised Statutes**
 - Municipal Annexation Act of 1965 (§§ 31-12-101 — 31-12-123)
- **Municipal Code**
 - Makes provisions for special annexation ordinances
 - Requires annexed properties to be served by City electric and gas
 - Requires surplus capacity for electric, natural gas, water, and wastewater in order to annex.
- **Unified Development Code (Chapter 7)**
 - Provides utility extension policies
 - Establishes potential annexation conditions to be imposed in annexation agreements
 - Sets local procedural requirements
 - Rules for utility service within and outside the City
- **Checkpoint Policy (City Council-adopted policy)**
- **Intergovernmental Agreement (City and El Paso County)**

AnnexCOS: What is it?

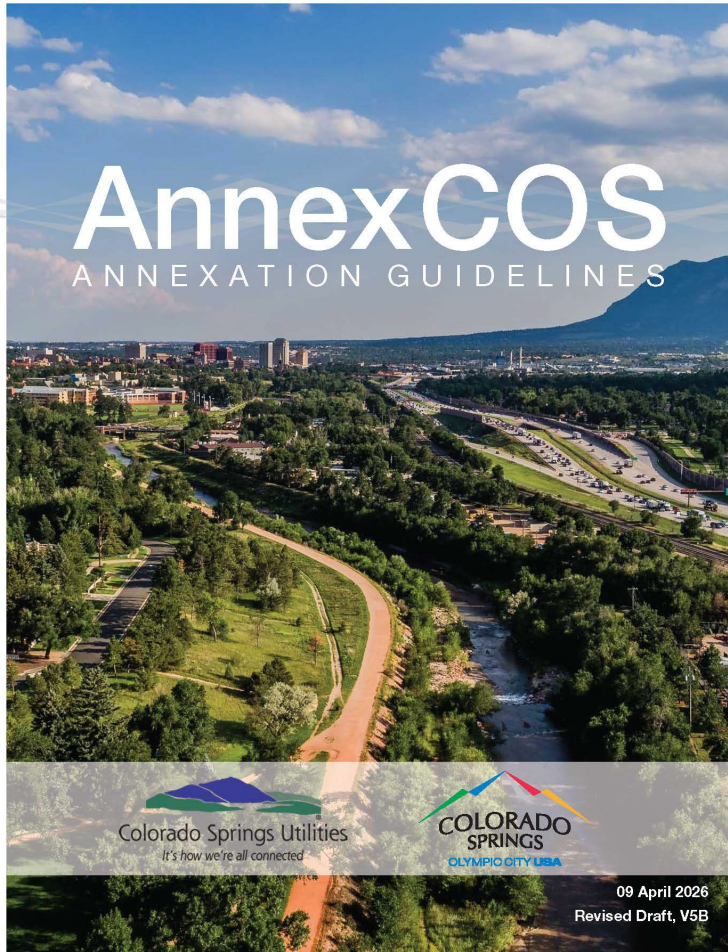
What AnnexCOS IS....

- A Policy framework
- Planning tool to shape urban form
- Guide for infrastructure expansion
- Guide for City and Property owners

What AnnexCOS IS NOT....

- A land plan for 40,000 acres of vacant land
- A priority map telling us where to go

AnnexCOS: Content & Policies



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AnnexCOS: Content & Policies

Policy Areas | Considerations

- Contiguity and proximity to infrastructure
- Fiscal Impact
 - General City
 - Utilities
- Infrastructure extensions
 - Annexation requires use of City Utilities
- Cooperation with other jurisdictions and property owners
- Enclaves
- Flexibility for special circumstances

AnnexCOS: Content & Policies

GOAL 1

Utilization of the Three-Mile Plan & AoPI, and management of enclaves.

GOAL 2

Annexations within desirable locations

GOAL 3

Provision of adequate urban facilities and services

GOAL 4

Fiscal impacts to City and CSU

GOAL 5

Achieve desired community form and PlanCOS goals & policies

GOAL 6

Intergovernmental cooperation

Annexation: Process

- Property owner decision on timing – Primary method of annexation initiation
- Annexation Report (new requirement)
 - Checklists and maps
 - Contiguity to City
 - Relationship to Military bases
 - Proximity to existing and planned urban infrastructure
 - Police, fire, transportation, utilities and parcel sizes
- Fiscal Impact Report
 - Consistent and rigorous 20 – 30 year look
 - General City and CSU
- Checkpoint process retained
- Land use plan accompanies Annexation request
 - Basis for fiscal Impact
- Annexation Agreement

AnnexCOS: Guidance & Implementation

Guidance

- Meant to be a balanced approach – not prescriptive, allows flexibility for elected officials
- Operational, not aspirational
- Recognizes value of annexing enclaves for provision of efficient services
- Private property decisions on timing and land use
- Balance of encouraging urban growth in City vs County
- Allows for special considerations (ex: Rail Yard)
- Recognizing that substantial growth inside City limits from strategic infill and current master planned vacant land for new growth

Implementation

New & Updated:

- Development of model annexation report with checklist
- Fiscal Impact Analysis framework and model
- Update of current IGA and possible expansion with other jurisdictions



QUESTIONS?

