

**Project Summary**

This application requests a rezoning of 319.9 acres located west of Marksheffel Road, north of Drennan Road, and southeast of the Peterson Space Force Base from MX-M/cr/GI/cr/BP/cr/APD/AP-O/APZ-1 (Mixed-Use Medium Scale with Conditions of Record, General Industrial with Conditions of Record, Business Park with Conditions of Record, Airport Planned Development and Airport Overlay and Accident Potential Subzone 1) to PDZ/AP-O/APZ-1 (Planned Development Zone with Airport Overlay and Accident Potential Subzone 1) (see Exhibit B Zoning Map Amendment). The Zoning Map Amendment application is associated with a Land Use Plan application for the Landings Business Park proposing internal public roadways, access points, a mix of general land use types, and a 5.28-acre park site. (See Attachment #1\_Land Use Plan)

File Numbers	Application Type	Decision Type
ZONE-25-0024	Zoning Map Amendment	Quasi-Judicial
LUPL-25-0011	Land Use Map	Quasi-Judicial

**Quick Facts**

**Applicant**  
N.E.S. Inc.

**Property Owner**  
Contrarian Airport, LLC

**Developer**  
N/A

**Address / Location**  
West of Marksheffel Road, north of Drennan Road, and southeast of the Peterson Space Force Base (PSFB)

**TSNs**  
5400000277, 5400000187, 5400000188, 5400000189, 5400000208, 5400000209, 5400000263

**Site Area**  
319.9 Acres

**Applicable Code**  
Unified Development Code

**Council District**  
District No. 4

**Zoning and Overlays**  
**Current:** MX-M/cr/GI/cr/BP/cr/APD/AP-O/APZ-1 (Mixed-Use Medium Scale with Conditions of Record, General Industrial with Conditions of Record, Business Park with Conditions of Record, Airport Planned Development and Airport Overlay and Accident Potential Subzone 1)

**Proposed:** PDZ/AP-O/APZ-1 (Planned Development Zone with Airport Overlay and Accident Potential Subzone 1)

**Proposed Land Use**  
Mixed-Use

## Background

### Prior Land-Use History and Applicable Actions

<i>Action</i>	<i>Name</i>	<i>Date</i>
Annexation	Banning Lewis Ranch No. 1 (Ord. 88-114)	July 26, 1988
Subdivision	N/A	N/A
Master Plan	N/A	N/A
Prior Enforcement Action	N/A	N/A

### Site History

The 319.9-acre site area is part of the greater annexed area known as Banning Lewis Ranch No. 1 and has been vacant in the City of Colorado Springs since its annexation in 1988. The site area contains several zone districts including MX-M/cr (Mixed-Use, Medium with Conditions of Record (Ord. 88-131)), GI/cr (General Industrial with Conditions of Record (Ord. 88-126)), BP/cr (Business Park with Conditions of Record (Ord. 88-122)), and APD (Airport Planned Development) with AP-O (Airport Overlay) and APZ-1 (Accident Potential Subzone 1) on the southwest corner. No other ordinances or land use entitlements have been approved for the site area since annexation and zone district designation.

### Applicable Code

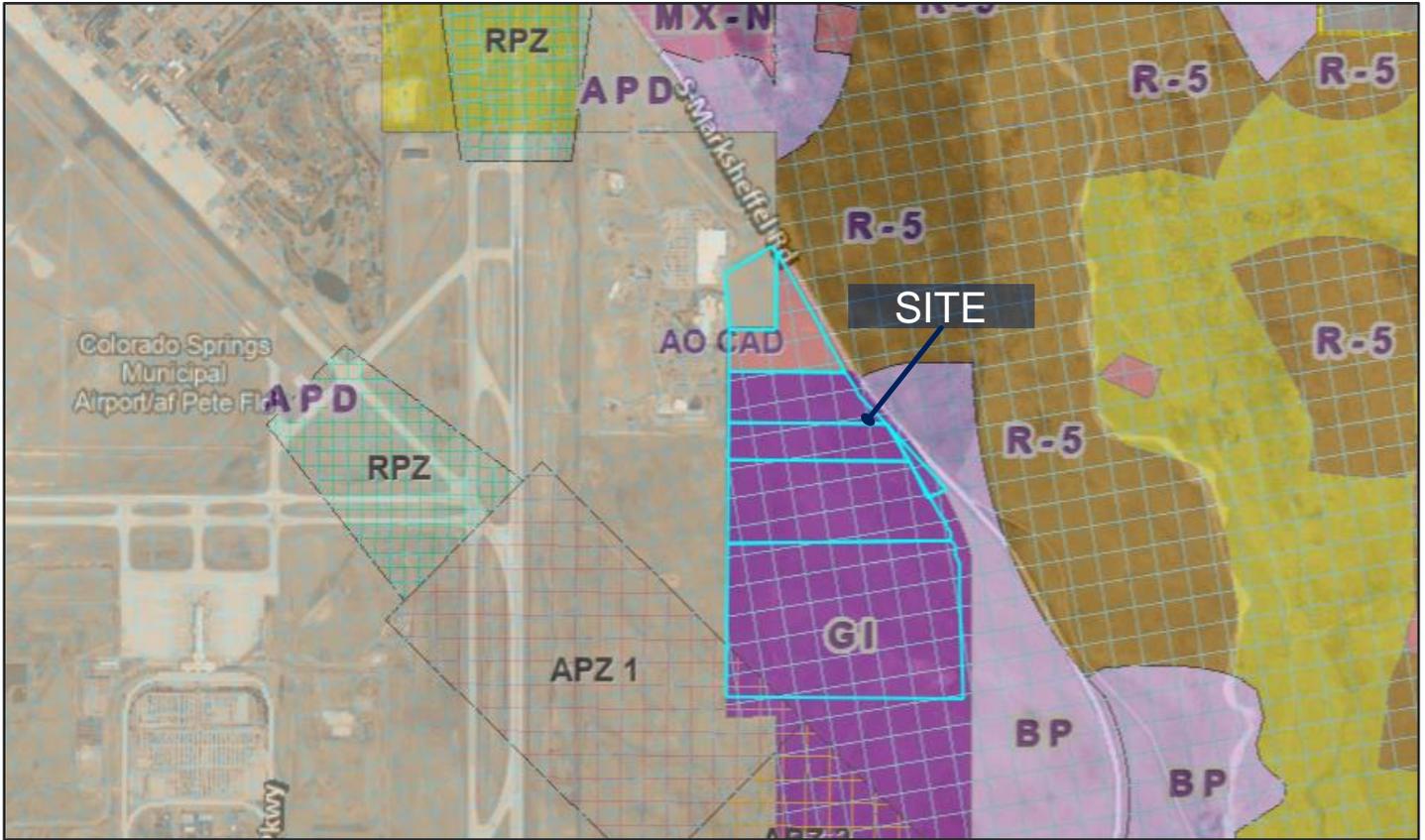
The subject application was submitted after the implementation date, June 5, 2023, of the ReTool project. All subsequent references within this report that are made to “the Code” and related sections are references to the Unified Development Code.

## Surrounding Zoning and Land Use

### Adjacent Property Existing Conditions

	<i>Zoning</i>	<i>Existing Use</i>	<i>Special Conditions</i>
North	APD/R-5/AP-O (Airport Planned Development and Multi-Family, High with Airport Overlay)	<ul style="list-style-type: none"><li>- Peterson Space Force Base (PSFB)</li><li>- Marksheffel Road</li></ul>	<ul style="list-style-type: none"><li>- See Attachment #2_PSFb Review Comments</li></ul>
West	APD/APZ-1/AP-O (Airport Planned Development with Accident Potential Subzone 1 and Airport Overlay)	<ul style="list-style-type: none"><li>- Peterson Space Force Base (PSFB)</li><li>- Airport Runway</li></ul>	<ul style="list-style-type: none"><li>- 65 ADNL (Airport Noise Subzone)</li><li>- Accident Potential Zone</li></ul>
South	GI/cr/AP-O/APZ1/APZ2 (General Industrial with Conditions of Record, Accident Potential Zone 1 & 2, and Airport Overlay)	<ul style="list-style-type: none"><li>- Vacant</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>
East	BP/cr/R-5/AP-O (Business Park and Multi-Family, High with Conditions of Record and Airport Overlay)	<ul style="list-style-type: none"><li>- Vacant</li><li>- Marksheffel Road</li></ul>	<ul style="list-style-type: none"><li>- See Ord. 88-122</li><li>- See Ord. 88-134</li></ul>

# Zoning Map



## Stakeholder Involvement

### Public Notice

<b>Public Notice Occurrences</b> <i>(Poster / Postcards)</i>	During Internal Review / Prior to the Planning Commission Hearing
<b>Postcard Mailing Radius</b>	1,000 feet
<b>Number of Postcards Mailed</b>	4 Postcards
<b>Number of Comments Received</b>	None

## Timeline of Review

<b>Initial Submittal Date</b>	June 17, 2025
<b>Number of Review Cycles</b>	Five (5)
<b>Item(s) Ready for Agenda</b>	January 15, 2026

## Agency Reviews

### Traffic Impact Study

The following will be required in the development plan review:

- A full Traffic Impact Study (TIS).
- The details of proposed roadways and access locations will be determined through the subsequent development plans.

### Parks

This Land Use Plan details residential use, triggering Park Land Dedication requirements, City Code 7.4.307. A new metro district neighborhood park site is proposed to meet a portion of the Park Land Dedication requirements, with fees in lieu proposed to cover the remainder. This item was brought before Parks Advisory Board (Board) on January 8, 2026, and discussed as a presentation item, where the Board had questions on the metro district ownership but no overall concerns regarding the park site, park land obligations, or land use plan. This item will go back before Board for action on February 12, 2026.

### SWENT

All comments addressed.

### Colorado Springs Utilities

All comments addressed.

### Colorado Springs Airport

Upon accepting residency within Landings Development, all residents/occupants shall be required to sign a notice in which the tenant acknowledges that Landings Development lies within an Airport Overlay Zone and is located less than 0.70 miles from the runway at Colorado Springs Municipal Airport and may, at times (24 hours per day), experience noise and lighting at higher levels and other activities and operations associated with aircraft and the Airport.

### Widefield School District #3

Widefield School District #3 does not oppose the land use or rezone request and is requesting fees in lieu of land dedication to meet the School Land Dedication ordinance and facility needs of the school district.

## Zoning Map Amendment

### Summary of Application

The applicant is requesting a Zoning Map Amendment for this 319.19-acre vacant site with a Land Use Plan that proposes internal public roadways, access points, a mix of general land use types, and a 5.28-acre park site (see Attachment #3\_Project Statement). Currently the site area consists of seven (7) parcels. The three (3) northern parcels are directly adjacent and east of Peterson Space Force Base (PSFB). The remaining four (4) parcels are between the Colorado Springs Airport property and Marksheffel Road. The Zoning Map Amendment application proposes to rezone the site from MX-M/cr/GI/cr/BP/cr/APD/AP-O/APZ-1 (Mixed-Use Medium Scale with Conditions of Record, General Industrial with Conditions of Record, Business Park with Conditions of Record, Airport Planned Development, and Airport Overlay and Accident Potential Subzone 1) to PDZ/AP-O/APZ-1 (Planned Development Zone with Airport Overlay and Accident Potential Subzone 1). The AP-O shall encompass the entirety of the site, and the APZ-1 is located through the southwest portion of the site area. The Land Use Plan proposes residential uses on the north side of the site area with an overall density of 14 du/ac and 30 du/ac for individual development with a maximum height of 50 feet, commercial uses and a 5.28-acre park located central to the site area, and industrial uses on the south side of the site area. The commercial and industrial areas have been limited to a maximum floor area of 2,500,000 sq. ft. with a maximum height of 80 feet.

## Application Review Criteria

### City Code Section 7.5.514.C.3 Land Use Plan

If the Land Use Plan is submitted in connection with an application to establish a zone district or to change zone district boundaries shall be reviewed based on the following criteria:

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

The Landings Business Park site is identified in PlanCOS Framework Maps as a Future Neighborhood, High Area of Change, and Neighborhood Center, and is near designated Cornerstone Institutions. The proposed development aligns with multiple goals, policies, and strategies outlined in PlanCOS, which are detailed later in this report. The site is not subject to any other City Council–adopted plans or policies.

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

The requested PDZ zone district does not include dimensional or use-specific development standards in the City Zoning Code. Instead, land use types, mix, intensity, density (including maximum residential density, nonresidential square footage, and building heights) are established through the PDZ district itself (City Code Section 7.2.704). Allowable land uses and related standards will be defined by the Land Use Plan. Except where the Land Use Plan specifies otherwise, applicable standards for land use types, mix, and intensity within a PDZ district follow City Code Section 7.2.704.C and are addressed in this report.

- **Each PDZ district shall state whether integrated ADUs, detached ADUs, or both are permitted, and shall include any development standards that vary from the standards in Subsection 7.3.304E (Dwelling, Accessory).**

As stated on the submitted Land Use Plan: “Accessory dwelling units (ADU), both integrated or detached, are permitted within the residential designated land use areas only. All ADUs shall comply with City Code Section 7.3.304.E, as amended, of the UDC with development design standards determined at time of development plan submittal.”

- **In portions of PDZ allowing only residential uses, WCF (Wireless Communication Facility) shall be allowed as permitted or conditional uses consistent with the uses permitted in the R-1 6 zone district. In portions of PDZs allowing nonresidential or a mix of residential and nonresidential uses, WCF uses shall be allowed as permitted or conditional uses consistent with the uses permitted in the MX-M zone district.**

The Land Use Plan addresses Wireless Communication Facility (WCF) uses by restricting them to areas beyond the proposed one-quarter mile buffer along the eastern boundary of PSFB. This application does not propose any changes to WCF regulations for the remainder of the site, as outlined in City Code Section 7.2.704.C.1.

- **In portions of PDZs containing residential or a mix of residential and nonresidential uses, Small Human Services Establishments shall be allowed as permitted uses.**

This Land Use Plan application does not prohibit Small Human Services Establishments; however, Human Services Shelter use types are to be prohibited throughout the site area.

- **In portions of PDZs containing residential or a mix of residential and nonresidential uses, Home Occupation, Accessory uses shall be allowed as accessory to all primary residential uses.**

This Land Use Plan application does not prohibit Home Occupation, Accessory, use types.

- **In portions of PDZs containing residential or a mix of residential and nonresidential uses, structures allowed as accessory to a residential use in the R-1 6 zone district shall be allowed as accessory to all primary residential uses.**

This Land Use Plan application does not prohibit accessory structures as permitted in the R-1 6 zone district.

- ***When the density of a residential PDZ district is equivalent to that of an R-Flex Medium or R-Flex High zone district, the application shall also comply with all applicable standards related to Compact Lots in this UDC.***

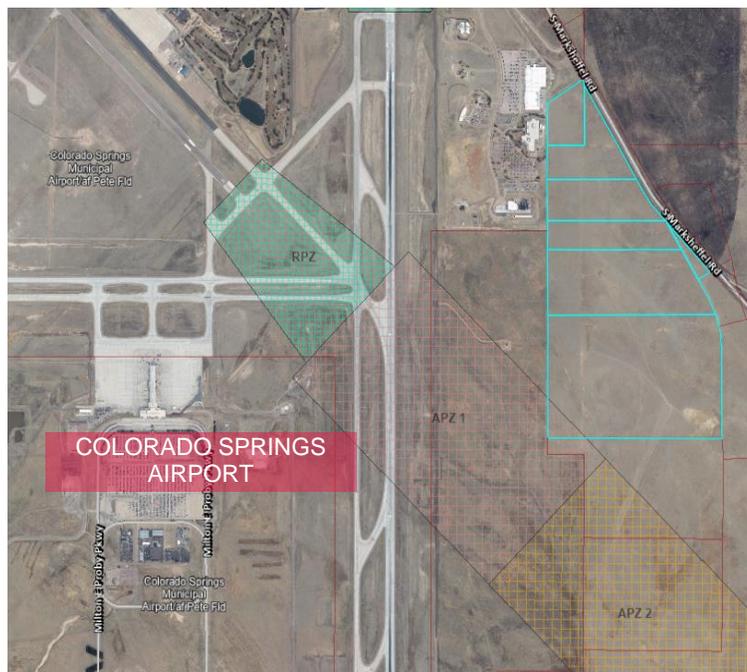
This Land Use Plan proposes an overall residential density of 14 dwelling units per acre, consistent with the R-Flex, Medium zone district (5–16 du/ac). Individual residential developments within the site may reach a maximum density of 30 du/ac; therefore, any development plan including residential uses must comply with applicable Compact Lot standards as outlined in the UDC.

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

The site is bordered by the Colorado Springs Airport and PSFB to the west, Marksheffel Road to the east, and vacant parcels to the south anticipated for future airport development. To the north, the site adjoins Marksheffel Road and PSFB. Land east of Marksheffel Road is currently vacant and subject to the Banning Lewis Ranch master plan, with existing zoning of R-5 (Multi-Family High) and BP (Business Park). The following section evaluates each adjacent entity to assess compatibility with the proposed Landings Business Park.

- **Colorado Springs Airport**

Colorado Springs Airport owns the land directly west of the site. While most of this land is undeveloped and are “outside the fence,” airport runways are located approximately one-half mile from the site’s western boundary. One runway is oriented north–south, and the other northwest–southeast, with an APZ-1 (Accident Potential Zone) extending from the southeast end and affecting permitted uses on the site’s southwest corner. The area between the site and the runways is expected to remain designated for aviation development and is unlikely to include pad sites. Based on the existing and anticipated airport uses, the proposed Land Use Plan is compatible in terms of use and intensity.



- **Peterson Space Force Base**

Peterson Space Force Base (PSFB), a key military partner of the City of Colorado Springs, is located directly northwest of the site. A core objective of PlanCOS is to collaborate with military installations to support their mission and integration with the city. The City, along with other local jurisdictions and PPACG, completed a Joint Land Use Study (JLUS) with its military partners, as referenced in PlanCOS, which emphasizes coordinated planning around base areas to sustain quality of life and leverage military presence for economic

development (PlanCOS, Appendix 5). Additionally, per C.R.S. 29-20-105.6(3), military installations must be consulted on development proposals within two miles of their boundaries.

As seen on aerial photography, there are two mission related buildings and improvements near the boundary of PSFB and the proposed Landings Development. These facilities were constructed close to private property in the past 20 years. Due to the sensitive nature of missions, concerns have been raised by PSFB regarding the proposed proximity of private development. City Planning, the applicant and senior leadership of PSFB have met several times to discuss this specific use-to-use relationship. PSFB and the DOW (Department of War) have started a process to address nearby private land use impacts on base facilities and missions. This process is focused first on Schreiver SFB and then is intended to address similar issues with PSFB. This process will be important in providing more definition to the future land planning along the borders of these important institutions.

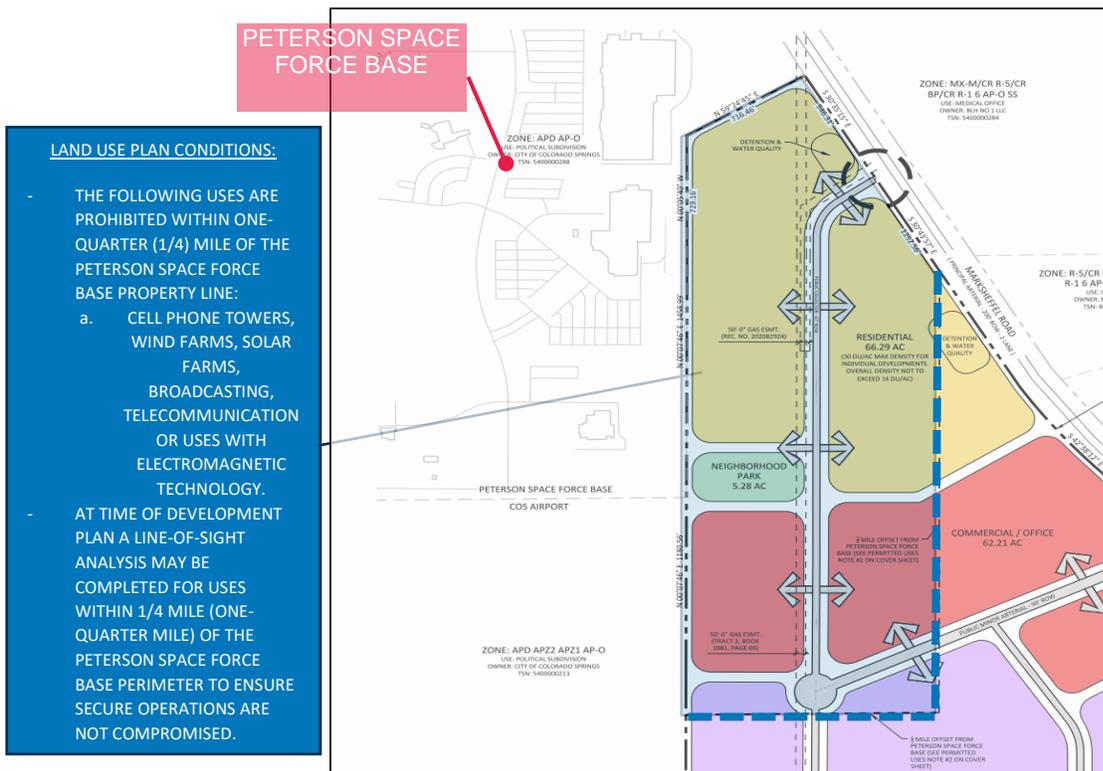
PSFB provided multiple communications during the administrative review of the Landings Business Park applications as part of the city's standard review process to internal and external agencies. The Landings Business Park reflects the trend of City development occurring closer and adjacent to base boundaries, making it essential to establish mutually agreeable development terms due to the project's potential direct impact on the base. City Planning staff held several meetings with the applicant and PSFB representatives to address concerns. While no definitive solutions were reached, the applicant has demonstrated commitment to ongoing coordination with PSFB as development progresses near the installation. To reinforce this intent, the applicant included the following note on the Land Use Plan cover sheet:

*“Developer will continue to work with Peterson Space Force Base personnel and will revise the land use plan as may be required to address recommendations proposed within any land use compatibility studies conducted by the base.”*

Due to the concerns provided by PSFB, City Planning staff have provided an evaluation of each concern provided in the latest review letter which consolidated the numerous communications and was provided on January 15, 2026, below:

- A. *Base Security Zone (One-Quarter Mile Buffer): Mission partners, including Mission Delta 3, continue to express concerns regarding the lack of an agreed-upon setback from the Electronic Warfare (EW) Compound. We continue to request a minimum one-quarter mile standoff, where feasible. While we recognize this distance may not be achievable in all cases, the underlying concern remains to reduce the risk of surveillance targeting service members and sensitive operations.*

The Landings Business Park Land Use Plan includes a quarter-mile buffer (see below) with conditions restricting uses such as cell towers, wind farms, solar farms, broadcasting, telecommunications, or other electromagnetic technologies. The applicant also added a condition allowing a line-of-sight analysis to be requested during the development plan review for any proposed project within this buffer. Although this buffer was intended to address potential electromagnetic interference and line-of-sight concerns, PSFB has indicated that the issue remains unresolved. City staff have made multiple attempts to facilitate an alternative solution with PSFB, but none have been provided to date. Given that a Land Use Plan serves as a general conceptual framework, PSFB will have additional opportunities to review and comment during future development plan submissions.



*B. Operational Security Risks: Proposed building heights of up to 50 feet for residential uses and 80 feet for non-residential uses may allow structures to overlook sensitive operational areas, including electromagnetic warfare facilities. These conditions increase the risk of hostile surveillance and complicate efforts to maintain a secure and controlled operational environment, potentially affecting long-term mission assurance.*

PSFB will have additional opportunities to review and evaluate proposed development through the development plan application administrative review process. Future planning processes may also provide more definitive standards, design guidelines and use restrictions.

*C. Frequency Interference: On the east side of Peterson SFB, there are multiple antennas that download data from satellites to support critical missions. Development near these assets could introduce frequency interference, which may disrupt operations. This risk should be carefully evaluated and monitored if construction proceeds.*

PSFB will have additional opportunities to review and evaluate proposed development through the development plan application administrative review process.

*D. Traffic Impact: Traffic impacts remain a concern due to the project's proximity to the Peterson SFB East Gate and its reliance on Marksheffel Road as a primary access corridor. The Traffic Impact Study (see Attachment #4\_Traffic Impact Study) projects approximately 28,663 daily vehicle trips, with peak periods adding roughly 5,063 trips, and forecasts total Marksheffel Road volumes of 30,000–35,000 vehicles per day at buildout. While roadway improvements are proposed, the study does not sufficiently evaluate queuing, or congestion impacts near the East Gate. Increased traffic near a sensitive military access point could delay mission-essential personnel and create force protection vulnerabilities. Continued coordination is requested to ensure gate operations are not adversely affected.*

At this time, the traffic generated is within the expected regional and local traffic generations and concerns. At the time of initial site development, an updated Traffic Impact Analysis (TIA) must be

submitted with the development plan application for review and approval by City Traffic Engineering. PSFB will also have the opportunity to evaluate this updated analysis during that process. Because traffic impacts cannot be fully assessed at this stage, a detailed report will be provided at the time of initial development. Additional traffic memos will likely be required with subsequent development plan applications for the site.

*E. Stormwater and Potential PFAS Concerns: U.S. Geological Survey (USGS) topographic information indicates a high likelihood of stormwater flowing toward Peterson SFB. With natural infiltration reduced by approximately 80-90% due to impervious surfaces, runoff volumes toward the installation are expected to increase. Expanded residential use also raises the potential for Per-and Polyfluoroalkyl Substances (PFAS) contaminated stormwater entering the installation's drainage system and affecting National Pollutant Discharge Elimination System (NPDES) compliance.*

Most of the site contours indicate that stormwater will flow away from PSFB. The City also has permits with the State and Federal agencies and all stormwaters will meet or exceed those permit guidelines and requirements. Due to past concerns, the PSFB requirements are different than those of the City. Concerns over drainage will be addressed at time of subsequent development plan applications and reviewed by the City Stormwater Enterprise Division. If PSFB continues to have concerns over PFAS contamination in the area from additional development, greater evaluation from these contaminants may be requested by PSFB at time of subsequent development plan application review.

*F. Wildlife and Aviation Hazards: Proposed detention ponds, landscaped open spaces, and park areas may attract waterfowl and other wildlife. Given the proximity to active runways and taxiways for both Peterson SFB and Colorado Springs Airport, these features could increase the risk of bird-aircraft strike hazards and should be carefully evaluated and mitigated.*

The detention ponds in the Landings will be required to follow design parameters that meet FAA and local City requirements. These runways are understood by City Planning Staff to be owned and maintained by Colorado Springs Airport. No comments were provided by Colorado Springs Airport with concerns over "bird-aircraft strike hazards" during this application review however, additional opportunities for evaluation will be provided at time of subsequent development plan application review.

*G. Air Quality Requirements: The Traffic Impact Study does not include the air emission estimates required under Clean Air Act Section 176(c). Within the Land Use Plan, no air conformity analysis has been provided to evaluate increased emissions or potential impacts to National Ambient Air Quality Standards (NAAQS) from fuel-combustion sources, including residential, commercial, industrial and transportation sources. These analyses are required under the General Conformity Rule of the Clean Air Act and the Colorado State Implementation Plan.*

Local private development is not subject to the same regulatory requirements as Federal construction on the PSFB. Air quality standards are evaluated and addressed on a regional scale and are not specific to Traffic Impact Studies for individual land use applications or parcels of land.

While City Planning staff recognizes PSFB's concerns regarding potential mission impacts and security, these issues can be further evaluated and addressed during site development. At that stage, factors such as building heights, property setbacks, traffic, air quality, drainage, and wildlife can be reviewed in detail. Currently, PSFB's specific expectations, the location of individual uses, and feasible solutions remain uncertain, making it necessary to balance these considerations with the applicant's property rights. City Planning has determined that the proposed PDZ zoning provides flexibility in land use allocations, allowing adjustments during future planning to promote compatibility between PSFB and the Landings Business Park.

- **Banning Lewis Ranch (See Attachment #5\_Banning Lewis Ranch Master Plan)**

Banning Lewis Ranch (BLR) lies east of the site across Marksheffel Road. The BLR Master Plan designates this area for medium- to high-density residential uses to the north, public facilities in the central portion, and research and development to the south. These planned uses are highly compatible with the Landings Business Park designations. Currently, the area east of Marksheffel Road remains vacant, the timing of development is uncertain, and the planned uses are subject to change. City Planning finds the proposed Land Use Plan consistent with both the current and anticipated conditions of the BLR master-planned area.

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

The site is proposed to allow all uses listed in the “Base and NNA-O District Use Table” (City Code Section 7.3.201), with exceptions for specific use types prohibited entirely and others restricted by the quarter-mile buffer adjacent to PSFB, the existing Airport Overlay, and the APZ-1 (Accident Potential Zone). At present, PSFB and the Colorado Springs Airport are the only adjacent areas with established development.

As noted under criterion #3, the Colorado Springs Airport’s APZ-1 affects the southwest corner of the site, further limiting permitted uses in accordance with City Code Table 7.3.2-B: Additional Overlay District Use Table. This overlay relates to airport runways west of the site, with intervening land designated for aviation development and not available for pad site development. Accordingly, permitted uses under this Land Use Plan will be regulated by APZ-1 and AP-O requirements and will not negatively impact airport operations.

Regarding PSFB to the northwest, the base has expressed concerns about certain requested uses and their potential impacts. These concerns have been addressed under criteria #3 above and should be considered in evaluating this criterion.

Finally, with respect to Marksheffel Road and Banning Lewis Ranch (BLR) to the east, the proposed mixed-use approach is expected to be compatible with existing zoning (R-5 and BP) and use classifications as specified in the referenced Banning Lewis Ranch Master Plan. Marksheffel Road provides connectivity and buffering between the two areas. Since this area of BLR remains vacant and development timing is uncertain, the proposed uses under this Land Use Plan are not anticipated to create conflicts.

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

The Land Use Plan proposes two collector street connections to off-site roadways on the south side of the site and one collector and one minor arterial connection to Marksheffel Road on the east. As noted in the plan’s general notes; “*Until approved by the City of Colorado Springs, all proposed access points, road alignments, widths, and intersection designs shown on this Land Use Plan are conceptual and subject to change. Final locations and designs will be determined through subsequent development plans.*” All public streets will be required to meet City of Colorado Springs standards. A preliminary traffic study has been submitted and accepted by City Traffic Engineering as part of this application. An updated Traffic Impact Analysis will be required at the time of initial site development.

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

The site area is currently vacant and has no existing streets, utilities, parks, schools, or other public facilities. School District 3 initially requested land be provided for the District in lieu of fees; however, the District is unable to use any land owed to the District within the Landing Business Park due to proximity to Colorado Springs Airport. The District is hence requesting fees in lieu of land dedication.

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

There are no low-density residential zoning districts near the site. Within this Land Use Plan, the applicant proposes residential uses on the north side of the site and industrial uses on the south, with commercial and office uses serving as a transitional buffer between these categories. This approach promotes a logical progression of land use across the site, balancing intensity and character.

**City Code Section 7.5.704.D Zoning Map Amendment (Rezoning)**

An application for Zoning Map Amendment shall be subject to the following criteria for approval:

**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).**

City Planning staff has evaluated the proposed rezoning and land use plan against the goals and policies of PlanCOS in this report below (see “Compliance with PlanCOS”).

The proposed PDZ zone district is intended to “encourage high-quality developments that could not otherwise be achieved through the application of the City’s standard zone districts.” Its purpose is to enable unified development of large, undeveloped tracts, integrate residential and nonresidential uses with community amenities, allow flexible design, provide affordable public services, and support phased development. The Landings Business Park seeks PDZ zoning to establish a compatible mix of residential, commercial, and industrial uses that might otherwise become fragmented under conventional zoning. This mixed-use approach allows residential development near community amenities and employment opportunities, while phased implementation supports flexibility as development occurs adjacent to PSFB and the Colorado Springs Airport. A customized, phased approach also promotes cost-effective infrastructure installation by clustering mixed uses rather than dispersing them across the site, which is more likely under standard zoning.

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

The Land Use Plan provides a conceptual framework for future development, with detailed evaluations of individual land use classifications to occur during subsequent development plan reviews. All industrial and commercial activities must comply with applicable municipal and state regulations to protect public health, safety, and welfare. Site improvements will also be subject to Colorado Department of Transportation and City Engineering standards to ensure adequate infrastructure. Marksheffel Road, identified as a principal arterial, will serve as a transitional buffer for future Banning Lewis Ranch development to the east. Overall, this plan is designed to maintain compatibility with existing and anticipated adjacent land uses while supporting residential and commercial opportunities, promoting economic vitality, and delivering community amenities that serve the public interest.

**3. The location of the lands in the zoning map area being amended are appropriate for the purposes of the proposed zone district(s).**

Significant development is anticipated around this site, including the potential expansion of Peak Innovation Park, the future Banning Lewis Ranch (BLR) community east of Marksheffel Road (currently zoned for commercial and residential uses), the existing PSFB, Reagan Ranch (City File No. MAPN-22-0010) to the northeast, and the CSU Advanced Technologies Campus (City File No. CPC MP 20-00160) south of Drennan Road. Landings Business Park is located just east of Colorado Springs Airport and Peterson Space Force Base, with Marksheffel Road, a major arterial, forming its eastern boundary. The area east of Marksheffel Road remains vacant and undeveloped. The proposed mixed-use development is well-suited to this location, given the intensity of adjacent uses and regulatory considerations associated with proximity to the airport and military base. This site offers a unique opportunity for a development of this scale, supporting and complementing the operations of the Colorado Springs Airport and PSFB while delivering substantial economic and employment benefits to the region.

- 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 application does not propose to rezone a small area of land as the subject area consists of 319.19 acres.

- 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 application does not propose to rezone a small area of land as the subject area consists of 319.19 acres. Additionally, no tenants or occupants exist within the site area.

- 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).***

See above for compliance with City Code Section 7.5.514.C.3 (Land Use Plan Criteria).

- 7. The application is consistent with any approved Concept Plans in the area for which the map is being amended or includes or is accompanied by a provision that approved Concept Plans that have been classified as implemented do not have to be amended in order to be considered consistent with an amended zoning map.***

The site area is not associated with any approved concept plans. A Land Use Plan has been submitted with this rezone request. An analysis of compliance with the applicable criteria in UDC Subsection 7.5.514.C.3 has been provided 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.47.5.702 (Decision) shall also apply to consideration of the zoning map amendment required to create or amend the boundaries of the ADS-O district.***

This application does not propose the creation of an ADS-O (Area Design Standards Overlay) 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.***

The proposed PDZ zoning offers community benefits beyond those required under the UDC by providing flexibility and adaptability for the developer to respond to conditions and requests from adjacent institutional partners, including Colorado Springs Airport and PSFB. While PSFB has expressed concerns regarding development near the base, the PDZ framework allows these issues, such as building heights, setbacks, and land use compatibility, to be addressed during future development plans and subdivision reviews. This flexibility enables the developer to incorporate amenities and design solutions that may be more difficult under conventional zoning.

Per UDC 7.2.705: Community Amenities or Benefits Required, the Land Use Plan and Project Statement for the proposed PDZ zoning demonstrates alignment with this section of code by addressing components of the required categories. High Quality Design Features are achieved through cohesive, pedestrian-friendly streetscapes and integrated land use transitions however, the applicant has not demonstrated that the high-quality design features exceed those in Parts 7.4.9 (Landscaping and Green Space) and 7.4.11 (Building Design and Site Features). Community Amenities include a 5.28-acre park creating accessible recreational and gathering spaces that advance PlanCOS goals for livability and engagement. The PDZ also promotes a Mix of Housing Types, with up to 924 residential units and an overall maximum density of 14 du/ac with a maximum of 30 du/ac for a single residential development. This supports varied lot sizes and configurations near employment hubs, supporting vibrant, mixed-use

neighborhoods. Finally, the proposed district enables Sustainable Development Practices through phased development, efficient infrastructure delivery, clustering of uses, and high-quality architectural design, promoting cost-effective and resilient growth. City Council's prior approval of the Contrarian Metropolitan Districts 1–6 (Resolution No. 106-25) with a \$400 million debt limit further supports efficient public improvements for this site, with cost recovery through a mill levy on end users, an approach that incentivizes phased development and reinforces the PDZ's sustainability objectives.

This mixed-use, phased development approach aligns with PlanCOS policies and goals that promote integrated neighborhoods (Policy VN-3.E) and encourage mixed-use development with the nearby “activity centers” and the “Unique Places” framework. The site is adjacent to, and will interact closely with, the “Airport and Business Park” activity center identified in the Unique Places Framework Map, where PlanCOS strongly recommends mixed-use development with a pedestrian-oriented design. Additionally, the site lies within the “Vibrant Neighborhoods” framework and is designated as a “Neighborhood Center” on the PlanCOS Vision Map. These centers are key components of Vibrant Neighborhoods, supporting diverse and integrated land uses.

City Planning finds that the proposed PDZ zone for this area would provide opportunities for community amenities and benefits that promote the goals and policies of PlanCOS beyond the standard UDC and other governmental regulations.

**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)).**

Please see the evaluation provided for the Land Use Plan criteria #2 above regarding “Consistency with development standards of the zone district in which the property is located, or would be located after a requested zone district change”.

- a. Each Development Plan or Phasing Plan based off the approved Land Use Plan shall meet the established density of the district.
  - i. While the requested PDZ zoning does not establish minimum or maximum density requirements, the applicant has identified the proposed maximum density on the Land Use Plan as required: 14 dwelling units per acre across the entire residential area, with up to 30 dwelling units per acre for individual residential developments within the site. Additionally, the applicant proposes a maximum floor area of 2,500,000 square feet for commercial and industrial uses
- b. Each development shall comply with all applicable standards relating to Compact Lots in this UDC.
  - i. While the proposed residential density (14 du/ac) across the entire residential land use area, the maximum density in an individual residential development is permitted to be a maximum density of 30 du/ac. Individual development within the Landings Business Park does propose densities equivalent to those permitted in the R-Flex Medium (5-16 du/ac) or R-Flex High (15-30 du/ac) zone districts; therefore, the development is expected to comply with compact lot standards as set for in the UDC.
- c. Reference Part 7.3.3 for additional use-specific standards.
  - i. No use-specific standards per City Code Part 7.3.3 of the Code apply as the site is currently vacant with specific development proposed at this time.

The site is subject to the AP-O (Airport Overlay) district. The proposed development plan has been accepted and approved by Colorado Springs Airport; the agency responsible for reviewing land use applications associated with the Airport Overlay. Therefore, at this stage of development, the Land Use Plan and Zoning Map Amendment complies with the additional standards of the overlay district that the site area is subject to.

After evaluation of the proposed Zoning Map Amendment application for the subject property, City Planning staff finds that it meets the review criteria.

### **Compliance with Relevant Guiding Plans and Overlays**

The only guiding plan applicable to the site is the City's Comprehensive Plan (PlanCOS), discussed further below. The site is also subject to the Airport Overlay, and a small portion of its southwest corner falls within an Accident Potential

Zone (APZ). The Colorado Springs Airport reviewed the Zone Change and Land Use Plan applications and provided no comments of concern regarding the proposed land use categories. Additional review will occur during subsequent development plan applications. Furthermore, the City's zoning code regulates permitted uses within both the Airport Overlay and APZ.

City Planning staff finds that the proposed applications are compliant with the Airport Overlay and Accident Potential Zone.

## Compliance with PlanCOS

### PlanCOS Vision Map



- Majestic Landscapes**
- Parks & Open Space
  - Complete Creeks
  - Primary Trail Network
  - Legacy Loop & Ring the Springs

**Thriving Economy**

**Renowned Culture**

- Activity Centers**
- Mature/Redeveloping
  - New/Developing
  - Reinvestment Area & Community Hub

**Strong Connections**

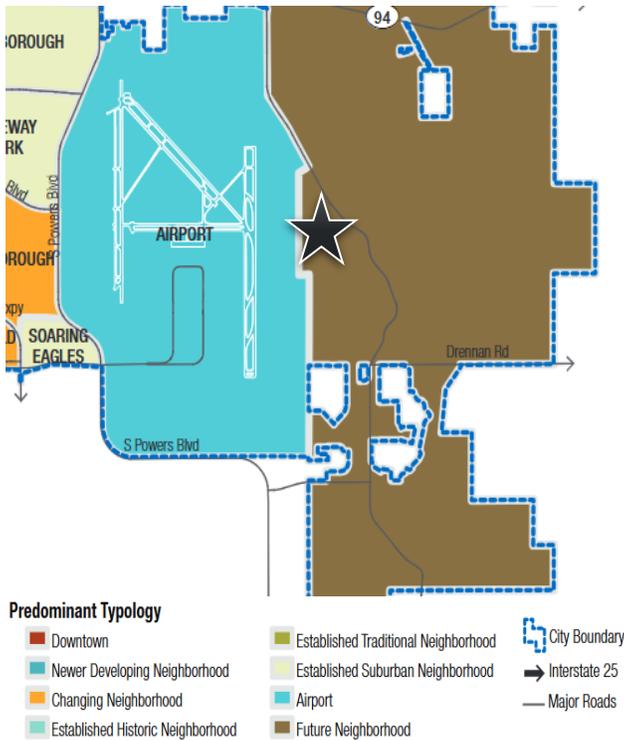
- Intercity Corridors
- City Priority Corridors
- Smart Corridor
- Bike Network
- Park-N-Ride
- Transit Hub

**Vibrant Neighborhoods**

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

Note: This map depicts a unified city boundary, including enclaves of land that have not yet been annexed.

Based on the City’s Comprehensive Plan (PlanCOS), as amended, the site area is subject to several different frameworks and typologies. According to the PlanCOS Vision Map above, the site area is primarily subject to the goals and policies of the “Vibrant Neighborhoods” framework however, the site is also closely associated with the frameworks for Unique Places and Thriving Economy, and shall further consider the goals of the Future Neighborhood, Regional Employment and Activity Centers, Smart Corridors, Primary Trail Network, and Cornerstone Institution typologies. These frameworks and typologies will assist as guidance for the site area to meet the overall needs and visions of the City of Colorado Springs throughout development.



**Vibrant Neighborhoods**

The purpose of the PDZ zone district and the fundamental goals of the Vibrant Neighborhoods framework are closely aligned, as both promote high-quality development and an integrated mix of residential housing options. This framework seeks to identify and prioritize the unique factors that every neighborhood, whether established or new, must consider to remain successful and sustainable for generations. Several typologies within this framework apply to the site and include goals that support achieving these objectives.

**Neighborhood Typologies and Framework:**

**Typology 4: Future Neighborhoods – Vibrant Neighborhoods Framework:**

Future Neighborhoods are those that have yet to be developed in the city with opportunities to create new, diverse, and efficient neighborhoods that reflect the vision and goals of Vibrant Neighborhoods. These future neighborhoods are expected to be guided by private master plans or concept plans. In this instance, the submitted Land Use Plan is achieving this expectation.

The integration of a PDZ zone district into this portion of the city is supportive of Future Neighborhoods because it will be providing a neighborhood park in close proximity to the described Primary Trail Network, mixed-use development, and the integration of a diversity of housing types. In turn, this is likely to promote this area of the city into a fiscally responsible, long-term choice for the city as it is expected to strengthen the area as whole by providing housing and employment opportunities for the southeast area of the city, and also work in strong connection with Peak Innovation Parkway, the PSFB military installation, and the continuing development of Banning Lewis Ranch.

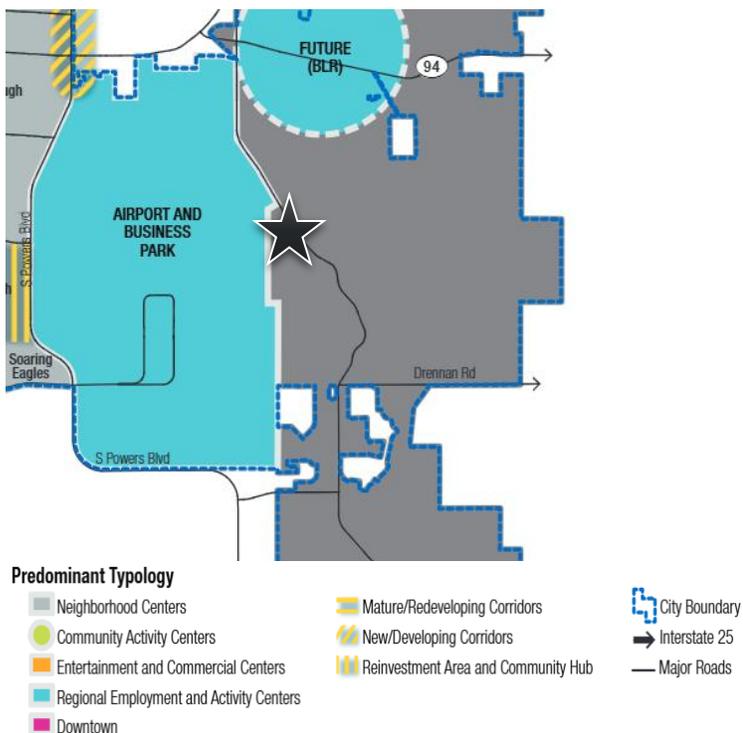
**Policy VN-3.E: Encourage and support the integration of mixed-use development in neighborhoods.**

The request to rezone these parcels to PDZ supports this policy when considering that the applicant intends on allowing most uses as defined in the UDC to be permitted. While the use categories are designated to certain areas of the Land Use Plan, the intention of the applicant is to provide mixed-use across the entire site are without standard zone boundary restrictions (i.e., lot area minimums and widths).

**Strategy VN-3.E-3: Though a combination of Zoning Code changes and development review decisions, encourage and support flexible site and building designs and residential densities that are adaptable to the specific site.**

The Land Use Plan proposes maximum heights and land use densities for residential and non-residential uses, while also encouraging a range of various uses that would be permitted throughout the site. Even with the proposed flexibility of allowable uses, the Land Use Plan still provides a level of dimensional and land use control that is not only adaptable to the site, but also the cornerstone institutions that are in close proximity. This flexibility allows the development an opportunity to continuously adapt overtime and respond to concerns from Colorado Springs Airport and PSFB.

The proposed rezoning effectively supports the referenced policy above and will support the integration of mixed-use development as described in the Land Use Plan. The City Planning Department finds that this proposed rezone and Land Use Plan meets the objectives of the overlapping Vibrant Neighborhoods framework and associated typologies, as provided by PlanCOS.



## Unique Places

The Landings Business Park is in close proximity to one of the city’s primary Regional Employment and Activity Centers known as the “Airport and Business Park”. The Landings Business Park proposes a wide range of uses to be permitted including residential, commercial, civic, and industrial use types. These uses, when developed, will contribute greatly to this activity center, likely expanding its boundaries, as residents of both Landings Business Park and Banning Lewis Ranch will look to this unique area for employment, convenience, recreation, and experience.

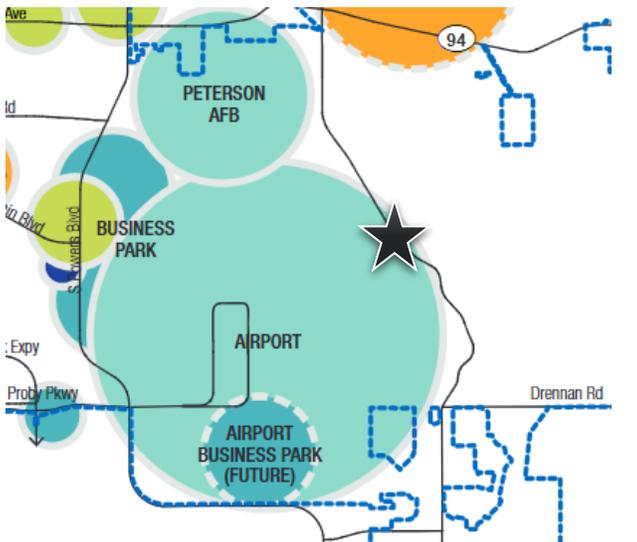
### Unique Places Typologies:

#### **Typology 4: Regional Employment and Activity Centers:**

The goal of this typology is to encourage development that adapts well with these activity centers, promoting more complete and functioning places, and increasing desired elements within them. The integration of a PDZ zone district and the associated Land use Plan into this portion of the city is supportive of this typology because it will increase a mix of supporting land uses, integrate high density residential development at the proposed 14 dwelling units per acre, and include a 5.28-acre park that will likely increase the overall pedestrian experience of the area.

**Policy UP-1.A: Emphasize placemaking throughout the city with design and programming that supports a distinctive identity and experience. / Strategy UP-1.A-1: Incorporate distinctive placemaking as an element of public and private development plans including privately initiated master plans, concept plans, and Planned Unit Development zoning.**

The referenced policy and strategy is supported by the proposed land use applications due to the nature of the proposed PDZ zoning and the conceptual design of the Land Use Plan. The site area is located in close proximity to the Peak Innovation Park that is currently one of the rapidly developing areas in the City and part of the Regional Employment and Activity Center typology depicted above. The flexibility of the PDZ zoning permits the site area to meet its intended mixed-use goals and react effectively to the external influences associated with the Peak Innovation Parkway development and PSFB military base. The Peak Innovation Parkway development is intended to consist of employment, retail, and recreational opportunities (see Attachment #7\_Peak innovation Park Master Plan), as is the proposed Landing Business Park. This in turn allows the site area to accomplish “placemaking” in this undeveloped area of the city where employment, retail, and recreational opportunities currently exist and continue to be created within the developing Airport and Business Park activity center to the west. The existing cornerstone institutions, activity center, and proposed Landing Business Park should effectively grow to establish their own unique place in the city with their own identity and experiences that the southeast community of the city can collectively enjoy.



### Thriving Economy

The Landings Business Park is in close proximity, if not within, the area designated as the Airport cornerstone institution and is also in close proximity to PSFB. The Landing Business Park is expected to attract employment providers both off and on-site as the site area develops residential housing, and commercial and industrial businesses. Many of the intended end-users will likely work in close association with these cornerstone institutions. This cooperation will contribute to economic diversification and partnerships that reinforce the expectations of the Thriving Economy framework.

#### Thriving Economy Typologies:

##### **Typology 1: Cornerstone Institutions:**

This typology strives to support, reinforce, and expand cornerstone institutions and create strong connections within the larger surrounding community. These institutions should integrate with residential communities, connect amenities and infrastructure, and attract spinoff industries, complementary uses, and targeted industry clusters. The Airport, including Peak Innovation Parkway and PSFB, has been making great process in meeting the goals of this typology, and the development of Landings Business Park is expected to contribute to the efforts of these institutions through collaboration and by providing quality infrastructure and integrating surrounding

**Policy TE-1.A: Preserve and strengthen key economic sectors and strive to grow medium and high-wage jobs in targeted industry clusters. / 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.**

The Landings Business Park’s request for PDZ zoning and the allowance of a mixed-use layout throughout the site area is directly supportive of the above referenced policy and strategy in that the provided flexibility under the PDZ zoning and the conditions as set forth on the Land Use Plan will not only provide development ready sites for all types of end-users, but also supports collaboration with PSFB to ensure that their missions are not impeded by these development ready sites. Additionally, the allowance for mixed-use land development will encourage strong connections and integration with both the Peak Innovation Parkway and PSFB through employment opportunities, infrastructure development, and other collaborative development approaches.

## Statement of Compliance

### LUPL-25-0011 – Landings Business Park Land Use Plan

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

### ZONE-25-0024 – Landings Business Park Zoning Map Amendment

After evaluation of the Zoning Map Amendment application, staff finds that the application meets the review criteria.