

MILLER DOWNS AT WYOMING LANE ADDITION 1

Planning Commission August 13, 2025

Staff Report by Case Planner: Tamara Baxter



Quick Facts

Applicant

Kimley Horn & Associates, Inc.

Property Owners

Onea Jewel Miller & Michelle Marie Miller

Developer

M&A LLC

Address / Location

7020 Wyoming Lane

TSN(s)

5308000160

Zoning and Overlays

Current: RR-5 CAD-O (Residential Rural with Commercial Airport Overlay District)

Proposed: R-Flex Medium/SS-O/AP-O (R-Flex Medium with Streamside and Airport Overlays)

Site Area

21.37 acres

Proposed Land Use

Single-Family Detached and Attached Residential Dwellings

Applicable Code

UDC

Council District

#6 (if annexed)

Project Summary

This project includes concurrent applications for annexation, establishment of zoning, and a land use plan for the associated 21.37 acres located 7020 Wyoming Lane. The proposed zoning will establish a R-Flex Medium/SS-O/AP-O (R-Flex Medium with Streamside and Airport Overlays) zone district with the overall annexation to allow for a single-family residential development (detached and attached) with an overall gross density of 5.2 du/ac to be established on this property (refer to Attachment 1 - Project Statement).

File Number	Application Type	Decision Type
ANEX-24-0016	Annexation	Legislative
ZONE-25-0015	Zone Map Amendment (Rezoning)/Establishment	Legislative
LUPL-25-0006	Land Use Plan	Legislative

Background

Prior Land-Use History and Applicable Actions

Action	Name	Date
Annexation	Current Proposal	NA
Subdivision	Metes and Bounds	NA
Master Plan	NA	NA
Prior Enforcement Action	NA	NA

Site History

The subject property is part of a larger enclave that lies within an area of unincorporated El Paso County that is surrounded by city boundary on all sites. This enclave is located south of E Woodmen Road and Adventure Way, west of Marksheffel Road, north of Sand Creek, and east of Quail Brush Creek Drive/Quail Brush Creek Subdivision. The enclave area consists of approximately 166 acres, consisting of approximately 20 properties of various sizes. The current infrastructure of this enclave consists of private, county roads, septic systems and wells.

The subject property is mostly vacant. The property consists of a single-family residence adjacent to Wyoming Lane and various accessory structures and mobile homes. The property owners intends on creating a single 2.5-acre lot in the northeast corner of the property and will maintain the existing single-family residence. The outbuildings and mobile homes will be removed from the site.

Applicable Code

The subject applications were submitted after the implementation date (06/05/2023) of the ReTool project. The subject applications are being reviewed under the Unified Development Code. 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

	Zoning	Existing Use	Special Conditions
North	RR-5 CAD-O (Residential Rural with Commercial Airport Overlay District)	Single Family detached residential dwellings	Unincorporated El Paso County
West	PDZ/AP-O (Planned Development Zone District with Airport Overlay)	Single-Family detached residential dwellings	Quail Brush Creek Subdivision

South	PDZ/SS-O/AP-O (Planned Development Zone District with Streamside and Airport Overlays)	Single-Family detached residential dwellings	Sand Creek and Indigo Ranch North at Stetson Ridge Subdivision
East	RR-5 CAD-O (Residential Rural with Commercial Airport Overlay District)	Single Family gerached regidential	Unincorporated El Paso County

Zoning Map - Any areas that do not have a zoning designation are in unincorporated El Paso County. The yellow dashed line also represents the City boundary.



Stakeholder Involvement

Public Notice

Public Notice Occurrences (Poster / Postcards)	3, 4	
Postcard Mailing Radius	1000'	
Number of Postcards Mailed	327	
Number of Comments Received	15	

Public Engagement

Public comments in support and in opposition of the annexation, zone establishment, and land use plan were received (refer to Attachment 9 - Public Comments). The public comments in opposition were related to traffic, access, safety, inadequate infrastructure, evacuation, density, wildlife habitat, and increased noise. The Applicant provided a written response to the received public comments during the initial review of the project (refer to Attachment 10 – Public Input Response Letter).

The applicant held a neighborhood meeting prior to making a formal submittal of this project to the City. City staff did not participate in this meeting. The applicant did provide a summary of this meeting in the project statement (refer to Attachment 1 – Project Statement). A neighborhood meeting was held on July 31, 2025. A summary of this meeting will be provided to the Planning Commission at the public hearing.

Timeline of Review	
Initial Submittal Date	May 20, 2025 - Post Annexation Petition, Land Use Plan and Zone Establishment
Number of Review Cycles	Two reviews have been completed; Third review is in process.
Item(s) Ready for Agenda	July 21, 2025

Agency Review

Traffic Impact Study

City Traffic Engineering reviewed the Traffic Impact Statement (TIS) prepared by Kimley Horn. With the proposed reduction of residential density of this project from 6.5 du/ac (141 units) with the initial submittal of this project to 5.2 du/ac (110 units), Traffic Engineering's final comments on the most recent TIS, included the following:

- 1- Traffic Engineering reviewed the Traffic Impact Study (TIS) and determined that the TIS was complete and provided the adequate information and analyses per the requirements of the Traffic Criteria Manual and Traffic Engineering staff.
- 2- All nearby intersections are expected to operate at acceptable level of service (LOS) per the city Traffic Criteria Manual.
- 3- The proposed site connection will be via two existing roadway (New Meadow Drive & Spruce Hill Court). City traffic has no concerns with the site proposed roadway location.

4- Any onsite or offsite improvements should be incorporated into the Civil Drawings and conform to standards of the City of Colorado Springs and the Manual on Uniform Traffic Control Devices (MUTCD).

School District

District 49 School District provided written comments and noted that the attendance zones for this development currently will be Inspiration View Elementary, Skyview Middle School, and Vista Ridge High School. The District noted that "with the expansive, rapid growth throughout the school district boundaries; the district will accept fees in lieu of land for this particular development and trust the fees will be "right-sized" to fair market value."

Parks / PLDO

PLDO fees will be met by fees in lieu which will be due at the time of the building permit.

SWENT

SWENT reviewed this project. SWENT has requested that General Note 10 on the Land Use Plan be modified to reflect the following:

• Revise General Note 10 to reflect the following: "Channel improvements are required to be completed by the Owner/Developer as part of this project. Channel improvements are required along Sand Creek to the south and along the stream in the northwest part of the property (exact extents along each to be determined in coordination with SWENT). All required channel improvements shall be designed and constructed, or assurances for said improvements shall be posted with the City, by the Owner/Developer, prior to any building permit issuance within this development. All required channel improvements shall be constructed and accepted by the City prior to any certificate of occupancy release within this development. All required channel improvements shall be completed in accordance with the current Drainage Criteria Manual and DBPS requirements and shall all be privately owned and maintained by the Miller Downs Metropolitan District."

Colorado Springs Utilities

CSU reviewed this project. All comments on the Land Use Plan and Annexation Plat have been addressed.

El Paso County Planning and Engineering Divisions

El Paso County (EPC) did not have any specific comments related to the Land Use Plan. The project will be accessed via City of Colorado Springs owned and maintained roadways with no anticipated impacts to EPC transportation network. The annexation impact report is required to be provided to EPC no less than 20 days prior to the scheduled hearing to City Council.

Engineering Development Review

City Engineering reviewed this project. City Engineering is waiting to receive comments back from CGS (Colorado Geologic Survey) for the geohazard report. Comments are due back on August 7, 2025. Approval from CGS needs to be received prior to City Council public hearing.

Annexation

Summary of Application

The associated annexation follows the voluntary annexation rights under C.R.S. (Colorado Revised Statute) and owners must petition the municipality to request annexation into the City (refer to Attachment 4 – Petition for Annexation). The City's authority to annex land is established by Colorado Revised Statues (CRS. 31-12-101) which sets requirements and procedures which municipalities must follow. The proposed annexation is located east of Quail Brush Creek Drive, west of Wyoming Lane, north of Sand Creek, and south of California Drive, consisting of 21.37 acres (refer to Attachment 2 – Vicinity Map and Attachment 3 – Annexation Plat)

The general use of the area is primarily residential consisting of single-family detached residential dwellings. There are small areas of commercial use within this enclave consisting of wholesale nurseries and landscape businesses. Single family detached and attached residential dwellings with a density of 5.2 dwelling units per acre (110 lots including the existing residential dwelling) are proposed. Access will be from the west by means of New Meadow Drive and Spruce Hill Court. The proposed development shows appropriate compatibility when evaluated with the established surrounding land use pattern.

Application Review Criteria

[UDC Section 7.5.701: Annexation of Land]

An application for an annexation shall be subject the following conditions for annexation:

1. The area proposed to be annexed is a logical extension of the City's boundary;

The proposed annexation is located within an 'enclave'. In accordance with PlanCOS, "PlanCOS envisions limited but strategic additional outward expansion of city limits, and a focus on developing and redeveloping property currently within city boundaries while becoming more proactive in working to incorporate existing enclaves and near enclaves into the city." The City encourages voluntary annexation to remove enclaves.

2. 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;

A Fiscal Impact Analysis (refer to Attachment 7 – Fiscal Impact Analysis) is completed by the City of Colorado Springs Budget Office for annexations or amendments that meet the following criteria:

- Any change in size from nonresidential to residential development
- Minimum of 20 acres for all other changes
- Maximum of 400 acres before marginal fiscal analysis recommended

The proposal annexes a 21.37-acre property into the City. The result of the Fiscal Impact Analysis (FIA) is a positive cumulative cashflow for the City during the 10-year timeframe. A Combined Funds Summary of the cumulative fiscal impact is attached to the FIA.

3. There is a projected available water surplus at the time of request;

At the time of this request, Colorado Springs Utilities (CSU) reviewed the request of annexation and has identified available water surplus.

4. 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;

City water and sanitary sewer lines are located to the west within the Quail Brush subdivision. Any future costs for extensions for this particular proposal will be required to be at the expense of the developer.

5. The annexation can be effected at the time the utilities are extended or at some time in the future;

Electric and gas are located to the west within the Quail Brush subdivision. Gas is also located along Wyoming Lane however, no connection is proposed. The proposed application will be required to extend services to this property from the west, any extension will be at the expense of the developer.

6. 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;

The transfer of water rights is required with annexation and will be included within the drafted Annexation Agreement. The applicant anticipates that the existing residence will continue to utilize its existing connection to the well and septic. The applicant will need to provide CSU with the OWTS (On-site Wastewater Treatment System) permit associated with the single-family residences in the northeast corner of the property. The applicant is required to also provide the well permit number for the existing well on the subject property used for the existing single-family residential use. This will be necessary prior to the execution of the Annexation Agreement. An executed Annexation Agreement by the property owners, CSU, and Real Estate Service is necessary prior to scheduling this proposed annexation before City Council.

- 7. 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;
 - The drafted Annexation Agreement will establish timelines of rights-of-way and easements. Future plans will be required to indicate such locations and be accepted by CSU.
- 8. 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.

N/A

9. After the foregoing have been studied in such depth as the City Council shall require, the City Council in its discretion may annex or not annex the proposed area. In the event the City Council chooses to annex, it may require a contemporary annexation agreement specifying the installation and the time of installation of certain public and utility improvements, both on site and off site, that are required or not required under this Zoning Code. City Council may specify such other requirements, as it deems necessary. In the event the City Council chooses not to annex, utilities shall not be extended unless Council is assured that an agreement for annexation can be enforced, and that the remaining provisions of this section for annexation subsequent to extension of utilities have been met.

A drafted Annexation Agreement specifies the timing of certain public and utility improvements. A copy of the Annexation Agreement for this project has not been attached since this agreement is under review by the City Attorney's Office. A copy of this agreement has not been provided to the Applicant. This will not occur until the City Attorney's Office has completed it review of this document. Until the Annexation Agreement has been executed by the property owner, resolution setting the hearing date for City Council will not be scheduled.

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. This request for inclusion is pending. The inclusion process will be completed with the Bureau of Reclamation with a final Letter of Assent.

After evaluation staff recognizes that the proposed Miller Downs at Wyoming Lane Addition No. 1 Annexation meets the eligibility requirements set forth in Colorado Revised Statutes; however, determination of compliance with Conditions of Annexation as set in City Code (UDC Section 7.5.701.C) is at the discretion of City Council.

Zone Establishment

Summary of Application

The proposed zoning request will establish the R-Flex Medium/SS-O/AP-O (R-Flex Medium with Streamside and Airport Overlays) zone district for 21.37-acres to accommodate the proposed single-family attached and detached residential dwellings (refer to Attachment 5 – Zone Exhibit A and B). It is required by City Code that any annexed property be accompanied by a zoning designation. The general land pattern for the immediate area consists of single-family detached residential dwellings. The proposed density is 5.2 dwelling units per acre which will consist of 110 units (including the existing single-family residential dwelling).

Application Review Criteria [UDC Section 7.5.704]

An application for an amendment to the zoning map shall be subject the following criteria for approval:

 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.

The proposed application is consistent with the Colorado Springs Comprehensive Plan (PlanCOS), and the future planned uses are consistent with the R-Flex Medium zone district purpose statement (UDC Section 7.2.209.A). The project proposes a gross density of 5.2 du/ac with a mix of detached and attached single-family residential dwelling units.

"The R-Flex Medium zone district accommodates a mix of detached and attached low- to medium-density housing up to a maximum residential density of five (5) to sixteen (16) dwelling units per acre. A mix of dwelling and/or lot types, building forms and architecture, and design is strongly encouraged to break up monotony and provide a variety of housing options."

- 2. The rezoning will not be detrimental to the public interest, health, safety, convenience or general welfare.
 - The proposed application will not be detrimental to the public interest, health, safety, convenience, or general welfare. The planned use is subject to the review criteria and standards for a development plan in the associated zone districts and the Streamside and Airport Overlays. Zoning of the property to allow for residential use that is compatible with the surrounding area with a variety of residential types.
- 3. The location of the lands in the zoning map area being amended are appropriate for the purposes of the proposed zone district(s).
 - The owner has identified future intentions for a single-family attached and detached residential development. Single-family detached residential lots are proposed to be adjacent to the existing single family detached residential lots that border the property. The proposed single-family attached residential lots are proposed to be placed in the center of the proposed development. The proposed development shows appropriate compatibility when evaluated with the established surrounding land use pattern and zoning.
- 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.
 - If approved, future development plans will be required to be reviewed with the zoning district standards applicable to the development. The applicant has submitted a development plan which is being reviewed concurrently (DEPN-25-0072). The density of the project was reduced from 141 residential units (density of 6.5 du/ac) to 110 residential units (density of 5.2 du/ac) from when it was initially submitted to what is being proposed.

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 site is currently primarily vacant and there is no anticipation of dislocation of tenants or occupants.

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 7.5.514C.3 (Land Use Plan Criteria).

The applicant has submitted a Land Use Plan in accordance with UDC Section 7.5.514 (refer to Attachment 6 - Land Use Plan). Further discussion of the proposed land use plan is addressed in this report.

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 the approved Concept Plans have been classified as implemented and do not have to be amended to be considered consistent with an amended zoning map.

Not applicable. There is no Concept Plan for the area.

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.

N/A

- 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.
 - Not applicable. The application proposed to establish the R-Flex Medium zone district for the proposed development.
- 10. Complies with the additional standards of the base zone district where the property is located (see Article 7.2 (Zone Districts)) or in an overlay district that applies to the property (see Part 7.2.6 (Overlay Districts)).

The property contains Streamside and Airport Overlays. Streamside Overlay buffers have been refined along Sand Creek to the southeast of the site. A Land Suitability Analysis was prepared and included with the Land Use Plan. Streamside standards will be adhered to with the development plan. A general note on the cover sheet (General Note 6) pertains to the placement of an avigation easement over the property at the time of subdivision plat. Additional standards of the base zone district will be adhered to as applicable at the time of the development plan.

Staff finds that the criteria of UDC Section 7.5.704.D, which are applicable to a zoning establishment have been met with this application.

Land Use Plan

Summary of Application

Per UDC Section 7.5.514: Land Use Plan, "a Land Use Plan is used to review the impact of the proposed land uses on surrounding development early in the project planning process. Land Use Plans contain an outline of a proposed zone district or project that shows land uses, development intensities and densities, access points, green space or public open space systems, and areas that should be preserved or protected." The purpose of a Land Use Plan is to provide the City the information needed to evaluate how a proposed development may impact surrounding development without requiring the applicant to provide the levels of detail required on a development plan. The associated Land Use Plan proposes land use designations of single family detached and attached, as well as the street configuration through the proposed site and access points from existing rights-of-way. Furthermore, in accordance with UDC Section 7.2.209.A (R-Flex Medium), "the layout of permitted housing types and densities shall be as shown in a Land Use Plan approved pursuant to Section 7.5.514 (Land Use Plan)." Future development plans will be required and will have to be in compliance with the Land Use Plan. (refer to Attachment 6 – Land Use Plan).

Application Review Criteria [UDC Section 7.5.514]

An application for a land use plan in connection with an application to establish a zone district is subject to the following criteria for approval:

- a. Consistency with the Colorado Springs Comprehensive Plan and other plans and policies adopted by City Council;
 The proposed application is consistent with the Colorado Springs Comprehensive Plan (PlanCOS). PlanCOS
 encourages proactively "working to incorporate existing enclaves and near enclaves into the city." The future
 proposed uses are consistent with the proposed R-Flex Medium zone district purpose statement:
 - "The R-Flex Medium zone district accommodates a mix of detached and attached low- to medium-density housing up to a maximum residential density of five (5) to sixteen (16) dwelling units per acre. A mix of dwelling and/or lot types, building forms and architecture, and design is strongly encouraged to break up monotony and provide a variety of housing options."
- Consistency with development standards the zone district in which the property is located, or would be located after a requested zone district change;
 - The proposed residential single-family attached and detached residential dwellings will meet the development standards of the R-Flex Medium zone district. Further evaluation of a development plan per requirements of this desired zone district will be required. The current configuration proposed does not limit or require additional entitlements.
- c. Compatibility with the land uses and development intensities surrounding the property;
 - The proposed project will consist of single family attached and detached dwellings. In accordance with the project statement (refer to Attached 1 Project Statement) similar sized lots will occur along the boundary of the subject property to the existing residential lots of the Quail Brush subdivision to the west and east. The internal residential lots will be smaller in size to accommodate single-family attached dwellings.
- d. Impacts of the permitted or requested uses, appropriate to the type of development, the neighborhood, and the community:
 - The proposed residential uses are appropriate for this area as they will further promote the area for development and the proximity to work-force housing would allow for better commutes. The project supports PlanCOS goal of providing 'Housing for All'. The project provides a variety of housing types and sizes, meeting the needs of residents through various life stages and income levels.
- e. Adequacy of proposed ingress/egress points and traffic circulation, both on and off the site;

Access is anticipated to be from the west through the Quail Brush subdivision. General Notes 9 and 11 address access to this project, in addition to the Traffic Impact Study prepared by Kimley Horn. The northern access point for this development is proposed to be located through existing wetlands on the subject property. Prior to development plan approval, the application shall have a third party specialist determine if this wetland area is a jurisdictional wetland and what mitigation efforts will be needed for wetland impacts under Section 404 of the Clean Water Act for the future north access point.

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

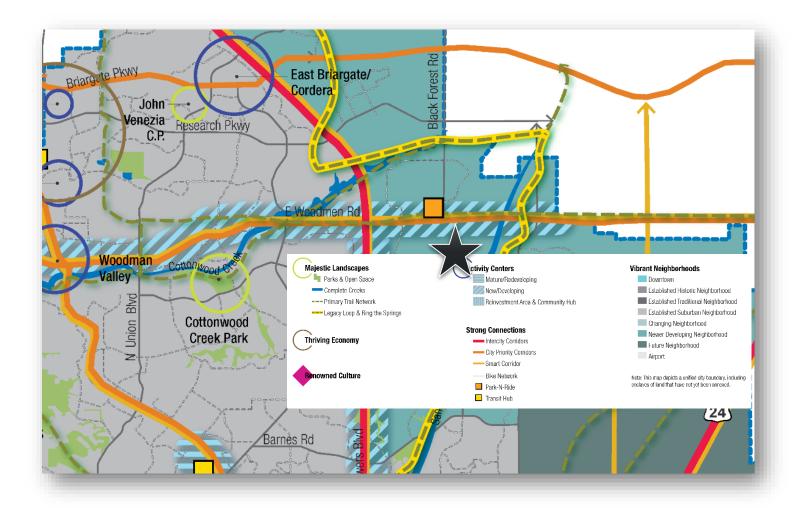
 A Traffic Impact Study was prepared and reviewed and accepted by City Traffic Engineering. The study indicates
 certain requirements and improvements that must be made at the time of development. District 49 provided written
 comments and has requested fees in lieu of land. PLDO fees will be met by fees in lieu which will be due at the time
 of the building permit.
- g. Promotion of transitions in height, intensity, or character between proposed non-residential or mixed-use development and nearby low-density residential zone districts

The R-Flex Medium zone district accommodates a mix of detached and attached low- to medium density housing. The project provides for a transition of land uses adjacent to subject property and will accommodate a mix of lot types. The proposed residential development will comply with the specific dimensional standards of the R-Flex Medium zone district. No variances or adjustments have been requested.

Staff finds that the criteria of UDC Section 7.5.514.C.3, which are applicable to a land use plan, have been met with this application.

Compliance with PlanCOS

PlanCOS Vision



The overall intent of annexation is to benefit the City and occur in a manner that ensures a logical extension of the City's boundary. Chapter 8 of PlanCOS provides broad policy direction for annexation; annexations will occur in accordance with State law; support of economic development objectives of the City and will be a fiscal benefit; development will be consistent with long range plans; and avoid creating enclaves while proactively work at incorporating existing enclaves into the City. Staff has evaluated the proposed annexation and determined its eligibility in accordance with State law to be acceptable. The annexation is a logical establishment, incorporating existing enclaves into the city.

Statement of Compliance

ANEX-24-0016 - Miller Downs at Wyoming Lane Addition No. 1

After evaluation of the Miller Downs at Wyoming Lane Addition No. 1 Annexation the application meets the applicable Colorado Revised Statutes for annexation and the City Code considerations for annexation with the following technical modifications which shall be addressed prior to City Council public meetings:

 Clarify labeling of the 30-foot ingress/egress right-of-way along Wyoming Lane to the satisfaction of the City Licensed Surveyor

ZONE-25-0015 – Miller Downs Zone Establishment

After evaluation of the proposed Zone Establishment of R-Flex Medium/SS-O/AP-O (R-Flex Medium with Streamside and Airport Overlays) the application meets the City Code review criteria.

LUPL-25-0006 – Miller Downs Land Use Plan

After evaluation of the proposed Miller Downs Land Use Plan the application meets the City Code review criteria with the following technical modification which shall be addressed prior to the City Council public meeting:

- The Geologic Hazard report shall be approved by the CGS (Colorado Geologic Survey);
- Revise General Note 10 on the cover sheet to reflect the modification requested by SWENT.
- Prior to development plan approval, the applicant shall have a third-party specialist determine if the wetland area
 in the northwest corner of the property consists of jurisdictional wetland and what mitigation efforts will be needed
 for wetland impacts under Section 404 for the Clean Water Act.
- The labeling of the 30-foot ingress/egress right-of-way along Wyoming Lane shall be consistent with the Annexation Plat.