



City of Colorado Springs

Regional Development
Center (Hearing Room)
2880 International Circle

Meeting Minutes - Draft Planning Commission

Wednesday, November 12, 2025

9:00 AM

2880 International Cir., 2nd Floor, Hearing Room

1. Call to Order and Roll Call

Present: 5 - Vice Chair Hensler, Chair Casey, Commissioner Clements, Commissioner Case and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

2. Changes to Agenda/Postponements

3. Communications

Kenneth Casey - Planning Commission Chair

Kevin Walker - Planning Director

Kevin Walker said Commissioners can expect an email requesting a meeting to check in with them.

Mr. Walker said the budget was recently adopted on first reading and there are no changes proposed for second reading that will be heard at the end of the month.

Mr. Walker welcomed the new members of the Commission.

Mr. Walker shared that City Council approved Peach Ranch Annexation and Miller Downs Annexation and denied the appeal of Old Ranch Road storage facility.

4. Approval of the Minutes

4.A. [CPC 2716](#) Minutes for the September 10, 2025, Planning Commission Meeting.

Presenter:

Kenneth Casey, City Planning Commission Chair

Attachments: [CPC Minutes 9.10.25 Draft](#)

- 4.B. [CPC 2719](#) Minutes for the October 8, 2025, City Planning Commission meeting.

Presenter:

Kenneth Casey, City Planning Commission Chair

Attachments: [CPC Minutes 10.8.25 Draft](#)

5. Consent Calendar

Motion by Commissioner Hensler, seconded by Commissioner Clements, to approve the Consent Calendar.

The motion passed by a vote of 5-0-0-6.

Aye: 5 - Vice Chair Hensler, Chair Casey, Commissioner Clements, Commissioner Case and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

Christian Brothers Automotive

- 5.A. [CUDP-25-00
26](#) A Conditional Use to allow automobile and light vehicle repair, minor in the MX-M (Mixed-Use Medium Scale) zone district, consisting of 1.18 acres located at 2080 Southgate Road. (Quasi-Judicial)

Located in Council District 3

Presenter:

Matthew Ambuul, Planner II, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report](#)

[Attachment 1 - Letter of Intent - Christian Brothers Automotive](#)

[Attachment 2 - CBA Services Offered](#)

[Attachment 3 - Site Plan](#)

[Attachment 4 - Project Statement](#)

[Attachment 5 - Land Use Statement](#)

[Automotive Presentation](#)

[7.5.601 CONDITIONAL USE](#)

2826 Beacon Street - Lot Size Non-Use Variance

- 5.B. [NVAR-25-00
04](#) A Non-Use Variance to City Code Section 7.2.205.B and 7.4.201.A to allow for subdivision of a lot with a minimum lot size of 4,375 square feet where 5,000 square feet is required in the R-2: Two Family zone district. This site is currently 9,375 square feet in size

and is located at 2826 Beacon Street.
(Quasi-Judicial)

Located in Council District 5

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report for NVAR-25-0004](#)

[Attachment 1 - Public Comment \(Amanda Demarco\)](#)

[Attachment 2 - Response to Public Comment](#)

[Attachment 3 - Proposed Plan](#)

[Attachment 4 - Project Statement](#)

[7.5.526 NON-USE VARIANCE](#)

[Staff Presentation for 2826 Beacon St \(NVAR-25-0004\) ES](#)

Dorado Transport - Zoning Map Amendment

- 5.C. [ZONE-25-0005](#) An Ordinance to amend the zoning map of the City of Colorado Springs pertaining to approximately 7.03 acres located at 3875 Aerospace Boulevard from BP/cr/AP-O/SS-O (Business Park with Conditions of Record, Airport and Streamside Overlays) to BP/cr/AP-O/SS-O (Business Park with Conditions of Record, Airport and Streamside Overlays). (1st Reading and setting the public hearing date for January 13, 2025.)
(Quasi-Judicial)

Related Files: ZONE-25-0005
Council District 4

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [ZC ORD_ZONE-25-0005 \(Dorado Transport\) EPS](#)
[Staff Report for ZONE-25-0005](#)
[Attachment 1 - Exhibit A \(Legal Description\)](#)
[Attachment 2 - Exhibit B](#)
[Attachment 3 - Ordinance 88-122](#)
[Attachment 4 - Land Use Statement](#)
[Attachment 5 - Public Comment](#)
[Attachment 6 - Project Statement](#)
[Attachment 7 - Banning Lews Ranch Master Plan \(CPC MP 87-00381-A22MJ18\)](#)
[Presentation for Dorado Transport](#)
[7.5.704 ZONING MAP AMENDMENT \(REZONING\)](#)
[CPC Minutes Excerpt - Dorado Transport - 11.12.2025](#)

Sunny Remodel - Non-Use Variance

- 5.D. [NVAR-25-0007](#) A Non-Use Variance to City Code Sections 7.2.205.B & 7.4.201.A to allow for a 3 foot Corner Lot - Side Street setback where 15 feet is usually required in the R-2: Two-Family zone district. This site is 3,600 square feet in size and is located at 2202 West Kiowa Street.
(Quasi-Judicial)

Located in Council District 3

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report for NVAR-25-0007](#)
[Attachment 1 - As-Built Plans](#)
[Attachment 2 - Existing Exterior Elevations](#)
[Attachment 3 - Project Statement](#)
[Attachment 4 - Site Plan](#)
[Attachment 5 - Proposed Elevations](#)
[Attachment 6 - Approval for Western Side Setback Reduction](#)
[7.2.205 R-2 TWO-FAMILY](#)
[7.4.201 GENERAL DIMENSIONAL STANDARDS](#)
[Staff Presentation for Sunny Remodel Nonuse Variance \(NVAR-25-0007\) ES](#)

1590 N Newport Road - Conditional Use

- 5.E. [CUDP-25-0005](#) A Conditional Use to allow for Warehousing and Wholesaling uses in the MX-M AP-O (Mixed-Use Medium Scale and Airport Overlay) zone district consisting of 0.51 acres and located at 1590 North Newport Road.
(Quasi-Judicial)

Located in Council District 4

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report for CUDP-25-0005](#)

[Attachment 1 - Project Statement](#)

[Attachment 2 - Land Use Statement](#)

[7.5.601 CONDITIONAL USE](#)

[Staff Presentation for 1590 N Newport Rd - Conditional Use \(CUDP-25-0005\) ES](#)

Franklin Residence Addition

- 5.F. [NVAR-25-0009](#) A Non-Use Variance to City Code Sections 7.2.204.B & 7.4.201.A to allow for a 10 foot and 6 inch Corner Lot - Side Street setback where 15 feet is usually required in the R-1 6: Single-Family Medium zone district. This property is 4,165 square feet in size and is located at 1916 North Franklin Street.
(Quasi-Judicial)

Located in Council District 5

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [7.5.526 NON-USE VARIANCE](#)

- 5.G. [NVAR-25-0017](#) A Non-Use Variance to City Code Sections 7.2.204.B & 7.4.201.A to allow for a 5 foot and 7 inch Front Yard setback where 15 feet is usually required in the R-1 6: Single-Family Medium zone district. This property is 4,165 square feet in size and is located at 1916 North Franklin Street.
(Quasi-Judicial)

Located in Council District 5

Presenter:

Ethan Shafer, Urban Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report for NVAR-25-0009 & NVAR-25-0017](#)

[Attachment 1 - Site Plan & Elevations](#)

[Attachment 2 - Project Statement](#)

[Attachment 3 - Renderings](#)

[Staff Presentation for Franklin Residence Nonuse Variances
\(NVAR-25-0009 & NVAR-25-0017\) ES
7.5.526 NON-USE VARIANCE](#)

6. Items Called Off Consent Calendar

7. Unfinished Business

8. New Business

4880 Airport Road Rezone

- 8.A. [ZONE-24-0020](#) An Ordinance to amend the zoning map of the City of Colorado Springs pertaining to approximately 2.17 acres located at 4880 Airport Road from R1-6/AP-O (Single Family - Medium with Airport Overlay) to R-5/AP-O (Multi-Family - High with Airport Overlay) (1st Reading only to set the public hearing date for January 13, 2025) (Quasi-Judicial)

Related Files: ZONE-24-0020
Located in Council District 4

Presenter:

Chris Sullivan, Senior Planner, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [Zone Ord_ZONE_24-0020](#)

[Staff Report - ZONE-24-0020](#)

[Attachment 1 Project Statement](#)

[Attachment 2 Land Use Statement](#)

[Attachment 3 Rezone Exhibit A_B](#)

[Attachment 4 Public Comment Response](#)

[7.5.704 ZONING MAP AMENDMENT \(REZONING\)](#)

[Staff PP - ZONE-24-0020](#)

[CPC Minutes Excerpt - 4880 Airport Rd Rezone - 11.12.2025](#)

Chris Sullivan, Senior Planner, presented the application for the currently vacant site to rezone the property from single-family residential detached with a 6,000 sq. ft. minimum lot size with an Airport Overlay to multi-family high, that allows a maximum density up to 25 dwelling units

per acre. Dimensional standards include a 20-foot front setback, 5-foot side setback, 15-foot rear setback, and a maximum building height of 50 feet. The surrounding zoning includes R-1-6 to the south, west, and north, and R-5 to the east. Nearby uses include detached single-family homes, potential ancillary commercial uses, and a religious institution. He said as a condition for approval they have to dedicate approximately 20 feet of right-of-way along Airport Road to the City. Standard notice was made; approximately 10 comments were received through all the reviews about quality of life, potential intensity, traffic and losing the open space. Agency review was made and comments were if CDI fees will be applicable. The application is compliant with PlanCOS and meets the review criteria for the zone change.

Applicant's Presentation

Ann Odom, NES, representing the applicant, presented the application for this rezoning. She said the zone change criteria require alignment with PlanCOS, assurance that the change will not negatively impact public health, safety, or welfare, and that the location is appropriate for the proposed zoning. She said a land use statement is permitted for smaller rezoning requests, typically under 10 acres, where there is an established development pattern and no major infrastructure needs. Ms. Odom said during the boundary survey, it was discovered that a 20-foot strip on the southern portion of the parcel had not been formally dedicated to the city for Airport Road widening, and the property owner has agreed to that condition of approval. Ms. Odom said the rezoning aligns with surrounding development patterns, highlighting nearby multifamily and commercial uses, particularly along Airport Road, where single-family detached homes are less compatible with the high-traffic, four-lane arterial.

Ms. Odom said their request is for a maximum density of 25 units per acre resulting in 50 units, given the size of the lot. She said specific development plans are not yet under review, but any proposal will be subject to the Unified Development Code (UDC), which includes standards for land-use transitions, buffers, parking, height, and water quality, and if future development raises concerns about traffic impacts, additional traffic analysis will be required. She said the project aligns with the "Vibrant Neighborhoods" and "Thriving Economy" frameworks of PlanCOS.

Public Comments

Tao Thai, resident of a Buddhist Temple in the area, spoke in opposition. He said the road is very narrow and it is very difficult for traffic to go in or out of that street. He said he would prefer to see a park. Mr. Thai said people do not pick up after their dogs and this would worsen with that many people coming in the area. He said in the temple they practice meditation, and more people mean more noise that would affect their meditation.

Barbara Overgaard, Sand Creek Commons resident of 20 years, said she agrees with the previous speaker. She said there are also significant traffic and safety concerns, Karr Road being the only exit for the nearby 487-unit condo complex and surrounding homes, which already experiences congestion during peak hours. She said the presence of other R-5 zones nearby does not justify introducing another high-density development in an area originally intended for lower-density living. Ms. Overgaard said there is an opposing contrast between the proposed multifamily housing and the existing character of the neighborhood, which includes open space, a nearby ranch with horses, and proximity to Sand Creek.

Applicant's Rebuttal

Ms. Odom said they hear and understand the concerns raised by neighboring residents. She said, given the surrounding development and the classification of Airport Road as a principal arterial, the current R-1-6 zoning may no longer be appropriate for the area. She said the rezoning process requires a broader perspective, as specific development details, such as access points and site impacts, are not yet available, but will be thoroughly evaluated during a future development application phase, where more detailed analysis and scrutiny will occur.

Commissioners' Questions

Vice Chair Hensler asked what some of the future impacts of the development are and if they are aware of any surrounding parcels that would be interested in increasing density. Ms. Odom said the Unified Development Code (UDC) includes protections to address compatibility between differing land uses, such as buffering and screening requirements. She said future development will also involve a public

notice process, giving neighbors another opportunity to provide input and potentially influence the design. She said no development application is currently under review, allowing time to consider community concerns and incorporate them into future planning. Ms. Odom said regarding nearby properties, she is not aware of any current redevelopment plans for the larger, rural-style lots surrounding the site; however, a nearby business and commercial park to the east is expanding north and west, and high-intensity multifamily development is occurring just north of Karr Road, indicating broader redevelopment activity in the area.

Alternate Commissioner Engel asked if there was any anticipation of increased traffic on Airport Road that would challenge the development. Ms. Odom said that traffic impacts from a potential 50-unit development on the site would need to be closely analyzed if a formal proposal is submitted. She said that while no current traffic issues are known, any future development would be subject to traffic impact analysis. She said the ongoing construction of a nearby interchange is expected to improve overall mobility in the area.

Chair Casey asked why they chose R-5 versus a less dense option. Ms. Odom said the R-5 zoning directly east of the site, along with nearby nonconforming R-1-6 single-family properties, supports the proposed rezoning as a logical transition. She said there are no plans to redevelop or alter existing single-family residences in the area and given the site's limited size of approximately 2 acres, the potential development intensity is relatively modest. Ms. Odom said the R-5 zoning aligns with existing development patterns with another R-5 district within 500 feet to the west.

Chair Casey asked the applicant to elaborate on that around criteria number four, since this would be proposing 25 units instead of the current 9 and the height would be 50 feet instead of 35. Ms. Odom said the when the R-5 zones to the east and west were established, they had similar 50-foot height limits but no density caps, so developers at the time assessed what was appropriate for the area, which guided the resulting development.

Ms. Odom said even on larger, less constrained sites, developers rarely reach the maximum density due to factors like construction costs, parking requirements, and the need for on-site water quality infrastructure, as well as its own stormwater management. She said the

current proposal includes a 25-dwelling unit per acre cap, providing a clear upper limit of approximately 50 units on the site, which gives certainty to the neighborhood about the scale of future development.

Chair Casey said he thinks choosing zoning with the most density area has a significant impact, even with the constraints of the construction requirements. Ms. Odom said the current zoning is not very practical, as there are not many R1-6 developments happening throughout the city and the property owner saw no future in developing the property as such, and instead considered surrounding areas. Mr. Sullivan said the surrounding R-5 areas were not originally zoned like, but rezoned into R-5, and the current proposal for a multifamily could have been proposed by any of those other R-5 parcels. He said there is a multifamily proposed northeast of the site and commercial development nearby and traffic studies were made already considering those developments.

Chair Casey said, according to the UDC, this is intended to be used in areas adjacent to specific zones, with similar or higher densities or intensities, and he understands surrounding properties might be R-5, but the adjacent ones do not have that high density. Mr. Sullivan said they could have gone denser based on the code at that time. He said that building and landscape parameters and codes should be taken into consideration for the final design of the development. Chair Casey asked if that would be approved administratively. Mr. Sullivan said that is correct.

Chair Casey asked why the applicant considers R1-5 and R1-6 is inappropriate for the area. Ms. Odom said much of the surrounding development likely occurred before Airport Road was widened into a principal arterial and before South Powers Boulevard experienced significant traffic growth. She said this part of Colorado Springs is evolving, with increasing industrial presence and ongoing change. She said the proposed rezoning represents a relatively small infill project, which she believes will have limited impact on the surrounding neighborhood.

Vice Chair Hensler said she is concerned about approving a zoning change without a corresponding development plan, and while she is not opposed to the R-5 designation she is uneasy about deciding without clarity on the site's future use and potential impacts, and just assuming

that appropriate decisions will be made later in the process. Ms. Odom said the land use statement was introduced in the UDC to support smaller projects where development intensity can be reasonably anticipated. She said the concerns that 25 dwelling units per acre may seem high for the site, but the process is being approached step by step, with community feedback helping to shape future development. She said it is unlikely the subject site would reach the maximum 25 units per acre, given its smaller size and construction limitations.

Chair Casey said he will not be in support of the application as he considers it does not meet criteria number four.

Alternate Commissioner Engel said there are too many unknowns of traffic impact and to other properties.

Alternate Commissioner Case said he will be in support of the application as it meets adjacent properties zoning, and it is also subject to the criteria in future development plans.

A motion was made by Commissioner Engel, seconded by Commissioner Clements, to recommend denial to City Council of the zone change of 2.17 acres from R1-6/AP-O (Single Family – Medium with Airport Overlay) to R-5/AP-O (Multi-Family – High with Airport Overlay) based upon the findings that the request does not comply with the criteria for a Zoning Map Amendment as set forth in City Unified Development Code Section 7.5.704.

The motion passed by a vote of 3-2-0-6.

Aye: 3 - Chair Casey, Commissioner Clements and Commissioner Engel

No: 2 - Vice Chair Hensler and Commissioner Case

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

Colorado Springs Recovery Center

- 8.B.** [DEPN-25-00](#) The Colorado Springs Recovery Center Development Plan Major Modification establishing a Human Service Establishment, Large consisting of 3.11 acres located at 1855 Aeroplaza Drive.

[83](#)

Located in Council District 4

Presenter:

Austin Cooper, Senior Planner, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report](#)[Attachment 1 - Project Statement](#)[Attachment 2 - Public Comments](#)[Attachment 3 - Response to Public Comments](#)[Attachment 4 - Development Plan](#)[Presentation](#)[7.5.516 MODIFICATION OF APPROVED APPLICATIONS](#)

Austin Cooper, Senior Planner, presented the application for the recovery center located in a 3.1 acres site. The proposed use under consideration is for a Human Services facility, specifically a drug and alcohol treatment center, a use permitted by right within the annexed and mixed-use medium-scale zoning district, which also falls under the airport overlay. The application is being reviewed as a development plan major modification. Standard public notice was issued; 42 public comments were received with concerns raised primarily on resident safety, proximity to schools and Panorama Park, and alignment with the Southeast Strong Neighborhood Plan draft. Agency review was made, and comments have been addressed. Mr. Cooper said although a representative from the Colorado Springs Police Department (CSPD) could not attend, a 2016 study from the Journal of Studies on Alcohol and Drugs was provided. The study, based in Baltimore, found that violent crime rates near treatment facilities were significantly lower than those near liquor and convenience stores. The application is compliant and meets the review criteria.

Applicant's presentation

Christopher Foster, CEO of Aspen BHC, presented the project and introduced the team, Anthony Angerillo and Robert Wolf. He said this is a request for a change of use for the property at 1855 Aeroplaza, seeking to convert the existing commercial hotel/motel into a Human Services Large facility, specifically a drug and alcohol treatment center. He said the property spans approximately 3.1 acres and includes a 73,500-square-foot, four-story building, and no structural changes are planned, as the facility will utilize the existing layout. Mr. Foster said the proposed facility will be organized as follows: the first floor will serve administrative functions and include a dining room, kitchen, large lobby, conference room for multipurpose activities, and an existing pool area; the second through fourth floors will house resident rooms, clinical offices, lounges, community rooms, and fitness centers. He said

everything was done considering the safety component.

Mr. Foster, said Aspen BHC is the parent company of the future Colorado Springs Recovery Center, which is a smaller national brand with three existing facilities located in Virginia, Indiana, and Massachusetts, all are accredited by the Joint Commission and regulated by SAMHSA, the DEA, and respective state agencies. He said that Aspen BHC supplies the infrastructure, resources, and management for the local facility, which will be led by Anthony, the regional executive director. Mr. Foster said the organizational chart places Anthony at the top, followed by a structured leadership team including a clinical director, medical director, HR director, director of operations, director of outreach, and director of nursing, each with their own teams. He said staffing levels will increase with census growth, and the project is expected to generate significant employment opportunities in the area.

Mr. Foster said the facility's classification is under the Human Services Large category, that qualifies as a residential dwelling facility where individuals live together under care, treatment and supervision. He said this will be a drug and alcohol treatment center which is a protected classification under the Federal Fair Housing Act Amendments of 1988, and the designation of "large" applies due to the facility housing more than 16 residents.

Mr. Foster mentioned the criteria for establishing a Human Services facility within the designated zoning district and said that the proposed use meets all applicable requirements. He said there are no other detox centers or assisted living establishments within 1,000 feet of the site, making separation standards non-applicable. He said the development plan submitted to the Planning Department reflects full compliance with the district's standards. He said the project represents a \$350,000 investment focused on site enhancements, including irrigation, fencing, landscaping, and the creation of active outdoor spaces. He said while no structural changes will be made to the building itself, the landscaping and any signage will be designed to align with the character of the surrounding neighborhood.

Mr. Foster said the organization's commitment is to maintain a safe, therapeutic, and visually appealing environment for both clients and staff. He said they are confident that the facility would become one of

the most attractive properties in the area. He said any signage would be minimal and tasteful, possibly limited to a bulletin board, to preserve the therapeutic atmosphere. Mr. Foster said security and neighborhood compatibility are important.

Mr. Foster said the landscaping plan for the proposed facility highlights key features and improvements, like the fencing that will begin on the west side of the property and wrap around to the southeast side of the building. He said discussions have been initiated with the Colorado Springs Police Department regarding site safety, and the team remains open and willing to implement any additional recommendations. Mr. Foster said the site includes newly designed active green space, though the detention pond area will remain unused due to restrictions, and additional outdoor amenities include a wraparound porch and designated outdoor seating areas. He said the building's structure will remain unchanged, with only minor interior modifications planned. He said the existing pool area will not be used until a final plan is determined, though it may serve as a space for out-patient programs, separate from residential areas.

Mr. Foster said the project is compliant with various sections of the Unified Development Code (UDC). He said they coordinated with SWENT and the City Engineer to review existing infrastructure such as curbs, gutters, sidewalks, ramps, crosswalks, and drive aprons. He said all necessary upgrades will be completed and signed off by the City prior to the issuance of a certificate of occupancy. He said security measures include the installation of cameras and a fully integrated security system. Mr. Foster said outdoor activity and recreation areas have been labeled in the plans and said all major utilities and systems will be replaced before occupancy, as well as the flood damage from a recent event will be repaired to meet current operational standards. He said interior upgrades include replacing all flooring with more suitable materials, installing a master key system coordinated with local fire and police departments, and repurposing the dining area by removing the bar and beverage equipment. Mr. Foster said this space will be converted into a hot and cold food serving line. He said the lobby will be remodeled to enhance privacy, and general interior updates such as painting, wallpaper, and branding will reflect local culture and align with the Southeast Colorado Strong Plan and Colorado culture.

Mr. Foster said several local contractors from Southeast Colorado

Springs were invited to bid on the project, and the team is actively reviewing proposals with a preference for hiring local firms. He said the project meets all major modification standards, particularly the requirement that the proposed use does not create a greater adverse impact on surrounding properties than the current permitted use. Mr. Foster said the Colorado Springs Recovery Center will have fewer negative effects and more long-term benefits than the existing hotel use. He said the facility will introduce structured operations, professional oversight, and continuous supervision, which will reduce transient activity and traffic impacts typically associated with hotels. Mr. Foster said the project aligns with the Southeast Strong Plan by promoting responsible redevelopment, expanding access to services, creating sustainable employment, and contributing to a safer, healthier community; not only avoiding harm to the neighborhood but actively enhancing community safety and stability.

Mr. Foster said the team began exploring the property in February 2025, executed a letter of intent in March, and initiated development planning shortly thereafter. He said community outreach began following the pre-application meeting, including partnerships with local agencies. He said Mr. Angerillo was hired to lead community engagement and facility planning. He said a neighborhood meeting was held, and a consolidated response, as well as a personalized one, were sent to all public commenters. Mr. Foster said in his 10 years as an executive position, he has never received a complaint about a patient in any aspect.

Anthony Angerillo, Regional Executive Director, said the proposed Colorado Springs Recovery Center aligns with both the City's PlanCOS and the Southeast Strong initiative. He said the facility supports PlanCOS Goal TE-1 by contributing to a thriving economy through the creation of medium- and high-wage jobs, meeting workforce and business development needs in underserved areas, particularly those with limited access to employment opportunities. He said the revitalization of the underutilized site at Aeroplaza Drive will generate tax revenue to support infrastructure, parks, and community facilities.

Mr. Angerillo said the facility supports the Southeast Strong initiative as they will be expanding access to mental health and addiction treatment services, aligning with Well-Being Goal H-5, which calls for affordable healthcare access, including Medicaid-accepting clinics. He said the center will provide Medicaid-contracted behavioral health services

directly in Southeast Colorado Springs. He said the project also supports job creation under Goal E-4 by generating an estimated 75 to 100 new jobs, between clinical, administrative, and support roles. He said the facility will also offer educational opportunities through internship programs in partnership with local institutions, helping residents expand their skills and employment prospects. Mr. Angerillo said they are committed to supporting local nonprofits through volunteer work, collaboration, and financial contributions.

Mr. Angerillo said the proposed program also addresses key findings from the 2023 El Paso County Community Health Assessment, which identified a shortage of healthcare providers and high rates of untreated conditions. He said since relocating to Southeast Colorado Springs, he has actively engaged with residents and community partners to explore collaborative opportunities that best serve the area. Mr. Angerillo said he has connected with several organizations and individuals, has participated in numerous community events and initiatives, and has also attended multiple City Council and Planning Commission meetings to better understand how local government functions and supports community needs. He said the Southeast community meeting held in August helped clarify misinformation and misunderstandings about the facility's purpose and operations.

Mr. Angerillo said some frequently asked questions were about the nature of the facility and the services it will provide. He said the facility is classified as a Human Services Large establishment, that will offer multiple levels of care based on the American Society of Addiction Medicine (ASAM) criteria, which include Level 3.1, a clinically managed low-intensity residential program with approximately 86 beds, and mental health transitional living programs (Levels 1 and 2) with around 44 beds. He said residential stays will typically range from three to six months, though longer durations may be accommodated based on individual needs. Mr. Angerillo said by late 2026, the facility plans to expand into outpatient services, including partial hospitalization (Level 2.5), intensive outpatient (Level 2.1), and general outpatient services.

Mr. Angerillo said safety is a top priority across all facilities operated by the organization, and the center will be subject to oversight by the Colorado Behavioral Health Administration, Medicaid, and CARF (Commission on Accreditation of Rehabilitation Facilities). He said the facility will be staffed 24/7 with a high staff-to-client ratio, and all

employees, regardless of prior experience, will undergo a comprehensive orientation that includes safety training. He said Colorado Springs Police Department (CSPD) has offered to provide additional safety training for staff if needed.

Mr. Angerillo said a thorough screening process will be in place for all incoming clients, including public records checks; individuals with violent criminal histories or who are registered sex offenders will not be admitted. He said the facility will feature delayed-exit alarm systems on doors (15-20 seconds delay) to allow staff time to intervene if a client attempts to leave, if a client does choose to leave, safe transportation will be provided to their destination.

Mr. Angerillo said additional safety measures include security cameras inside and outside the building, perimeter fencing, and security personnel as needed. He said the facility will maintain ongoing collaboration with local law enforcement and community stakeholders. He said CSPD also confirmed they routinely conduct welfare checks at similar facilities in Southeast Colorado Springs and is willing to do the same for their clients. Mr. Angerillo said clients entering the program will have already completed 30 to 45 days of prior treatment, ensuring they are stabilized before admission.

Mr. Angerillo said the facility will be a treatment facility for individuals struggling with addiction, with a primary focus on the Medicaid population, it will not be a homeless shelter. He said individuals who are both unhoused and experiencing addiction or mental health challenges will be eligible for services. He said the primary service area will be Southeast Colorado Springs, where research indicates that approximately 50% of residents are Medicaid recipients. Mr. Angerillo said similar treatment centers operate safely near schools and parks throughout Colorado Springs and the state, without incidents involving nearby residents.

Mr. Angerillo said regular community meetings will be held, open to all for feedback and questions. He said as a resident of Southeast Colorado Springs himself he is committed to making his phone number and email publicly available so that community members can reach him directly with any concerns. He said Colorado Attorney General Phil Weiser shared a story at an event in early October about a man residing in Colorado Springs, whose wife, a successful professional, became

addicted to opioids following an injury, which led to the loss of her career, family, and ultimately her life; the man also lost his eldest son to an overdose. Mr. Angerillo said this story underscores the urgency of expanding addiction and mental health treatment services and expressed alignment with the Attorney General's commitment to addressing the opioid crisis in Colorado.

Staff Comment

Trevor Gloss, City Attorney's Office, said the federal Fair Housing Act and its Colorado counterpart prohibit discrimination based on disability. He said, under the law, addiction is recognized as a disability, as such, the nature of the facility as a treatment center for individuals with addiction, cannot be used as a basis for opposition or denial. Mr. Gloss said zoning and land use decisions must be based on standard residential criteria, how one would evaluate a hotel or apartment building. He said the specific population being served or the type of services provided cannot be considered in determining the facility's appropriateness under fair housing laws.

Public Comments

Derrek Villagran, spoke in favor of the application, said he is now serving as a peer coach, but he once was the very person the proposed facility aims to help, someone caught in the cycle of substance use, anger, depression and survival, causing harm to himself and his community. Mr. Villagran said it is of high importance to have a recovery center located in Southeast Colorado Springs, a community that has been deeply affected by substance abuse, mental health challenges, and a lack of accessible resources. He said many residents want help but do not know where to turn, and too many families are suffering in silence. He said the facility would be a place of hope, structure, and second chances; along with therapy and clinical services, the center would offer peer support, job readiness programs, mentorship, and a sense of community. Mr. Villagran said recovery is possible, using his own life as proof, and now he is proud to be part of the solution by helping others take their first steps toward change. He asked support for the recovery center, not just as a building, but as a beacon of hope for Southeast Colorado Springs.

Robert Struckus, CPFS QBHA, said he is a person in long-term recovery

from substance use disorder. He said the need for the proposed facility is critical to the Southeast Colorado Springs community, where he both lives and works. He said he has seen the harm that substance use has caused in the area and said a facility like this would bring far more positive change than negative. Mr. Struckus said he had previously used the same place when it operated as a hotel, for illegal activities. He said the building's conversion into a recovery center will serve a much greater and more constructive purpose for the community.

Zachariah Garcia, Colorado Peer Family Specialist (CPFS) and Qualified Behavioral Health Assistant (QBHA) with HopeCOS, said he started working by supporting individuals experiencing homelessness through warming shelters and has since expanded to include life skills programming. He said facilities like the proposed recovery center are of significant help when addressing the gaps in care for people struggling with addiction and homelessness. Mr. Garcia said he was released from prison just 21 months ago and credited his transformation to the support he received in a sober living facility. He said being given an opportunity, a place to stay, access to services, and someone to talk to, was the turning point in his life. He said he believes that many people in similar situations are simply missing that one chance to change. Mr. Garcia said recovery centers provide more than treatment; they offer stability, dignity, and a path forward. He said the proposed facility is a vital resource for the community, one that can help bridge the gap for individuals who are ready to change but lack the support to do so. He said even if the center helps just one person, it will be worth it, because he is living proof that recovery is possible when people are given the opportunity.

Mitchell Newman said he is a person in recovery and spoke about the stigma surrounding addiction, and that it usually has negative associations in society. He said he is concerned about recent media coverage of the proposed recovery center focusing more on neighborhood fears than on the center's mission. Mr. Newman said the facility's purpose is not only to help people recover but also to dismantle the stigma that prevents individuals from seeking help. He said the goal is to create a treatment center that people feel proud to attend, free from judgment and shame. He said the community concerns about crime are often rooted in harmful stereotypes that equate addiction with criminality. Mr. Newman said the facility will reduce crime by providing real treatment, not just housing or court-mandated stays, but voluntary,

self-directed recovery. He envisioned the center as a hub for positive community engagement, including cleanup programs, food pantries, and other services run by staff and patients alike. He asked the community to see people in recovery as “normal people” who are capable of change.

Tommy Coughlin, part of the ownership group of the Holiday Inn Express located directly adjacent to the proposed recovery center, spoke in support of the project. He said, as the closest neighboring property, his team had carefully evaluated whether the facility would have any adverse impact, and they concluded it would not. He said key factors that addressed their initial concerns include the installation of controlled exit fencing and the facility’s coordination with the Colorado Springs Police Department. He said there is a high level of regulation and oversight that the facility would be subject to, including random and regular inspections. He said another important consideration was the stage at which clients enter the program, as they will have already completed 34 to 40 days of recovery and will be voluntarily seeking treatment, distinguishing this from court-mandated placements. He said based on these assurances, his team views the proposed use as comparable to any other medical or quasi-medical facility and therefore supports the request.

Sara Potter, on behalf of the Non-Profit sector in Colorado Springs, said there is an urgent need for expanded addiction and mental health services. She said there was a recent appeal by the mayor for \$950,000 to support additional beds at Springs Rescue Mission; however, the mission does not provide mental health or addiction treatment, meaning many individuals in crisis will not benefit from that funding. Ms. Potter cited the 2025 Point-in-Time Count and said there is a dramatic increase in the unhoused population, from 1,250 to 1,750 individuals; of those, 44% were identified as experiencing homelessness due to addiction or mental health issues, based on vulnerability assessments. Ms. Potter said there are successful local programs like Homeward Pikes Peak and The Place’s Launch Pad, which offer wraparound services and have demonstrated positive outcomes. She said she believes that Aspen’s proposed recovery center would provide similar safety, stability, and support, contributing to long-term recovery success. She said she understands the concerns of neighboring residents, however, there is no statistical evidence linking facilities like this to increased crime or negative community impacts.

Chris Kilcullen, commercial real estate broker and member of the community, said he lives near a rehabilitation facility and has had only positive experiences with it. He said as the listing broker for the hotel property in question, he explained that if the proposed recovery center is not approved, the hotel will likely return to the market and would likely be down-branded to an economy or extended-stay hotel. He said this shift could attract weekly or monthly tenants and further erode the area's stability. Mr. Kilcullen said, from personal experience being sober for nine years, this could be the "missing link", because one of the biggest gaps in the system is the lack of transitional support after 30-day treatment programs. He said the proposed facility would provide individuals with a longer runway toward lasting sobriety and success.

Renee Gonzalez, resident of Southeast Colorado Springs, spoke in opposition. She said her opposition is not to recovery services themselves, but to the location of the facility, which she believes is incompatible with the community's vision, land use, and the Southeast Strong Community Plan. She said the proposed site is within walking distance of Panorama Middle School, Bicker Elementary School, and Panorama Park, a multi-million-dollar public investment that serves as a central gathering space for families and children. Ms. Gonzalez said placing an adult treatment facility so close to these community assets undermines years of work to create a safe, family-centered environment. She said the Southeast Strong Plan calls for investments that promote youth development, family safety, and business vitality, and the proposed facility does not align with these goals and could disrupt nearby businesses, discourage future development, and strain the local economy. Ms. Gonzalez said the facility's financial model relies heavily on government funding sources such as Medicaid and Medicare. She said the recent government shutdown is a reminder of the instability of such funding and the project might not be sustainable. She asked the decision-makers to respect the community's vision and investments, and to vote against the proposal. She said Southeast residents deserve development that enhances safety, supports families, and strengthens the local economy, goals she believes this project does not fulfill.

Joyce Salazar, Executive Director of RISE Southeast, Mr. Salazar, said RISE is a community-based nonprofit focused on resident-led change in Southeast Colorado Springs. She said her opposition is not to recovery services themselves, but to the lack of data and compatibility

surrounding this proposal and the location. She said the applicant's recent community response letter made several claims, such as no impact on property values, no safety risks near schools and parks, the residents being clinically stable, and alignment with the Southeast Strong Plan and PlanCOS, but did not provide independent citations or verifiable data. Ms. Salazar asked the Planning Commission to require the applicant to submit evidence from other Aspen BHC facilities across the U.S., including police call records, code enforcement data, and property value trends within a half-mile radius of each site. She also asked for peer-reviewed research to support the applicant's claims and said a site-specific impact analysis should be conducted. Ms. Salazar said Aeroplaza Drive is not an abstract corridor but a lived community space adjacent to Panorama Park, Panorama Middle School, and Bicker Elementary School, and converting a 130-bed hotel into an institutional treatment facility in the heart of a youth-focused area contradicts both the Southeast Strong Plan and PlanCOS, which prioritize family safety, youth opportunity, and economic vitality. She said if the applicant truly believes the project will benefit the community, transparency should not be a burden. She said a decision should not be made until all this information is presented.

Jennaya Colons, founder and Executive Director of High Roots Wellness and Consulting, where they work to align health initiatives with data, research, resources and community voice. She said she has a background as a Certified Health Education Specialist and Chair of the Navigating Barriers to Accessing Healthcare committee within El Paso County Public Health. She said the applicant referenced the El Paso County Community Health Assessment; however, they failed to connect it to the Community Health Improvement Plan (CHIP), which is guided by the Healthy Community Collaborative, a partnership between the county and the city. She said this omission was significant, because two of the CHIP's top priorities are suicide prevention and drug overdose. Ms. Colons said she lost close family members to alcoholism, witnessing the ongoing struggles of a loved one with mental illness and homelessness. She said there is a need to take a broader public health view, especially in Southeast Colorado Springs, where community resources have been diminished, such as the closure of the local Safeway and the loss of a community center. She said there are 30 community centers in Denver, whereas Colorado Springs has two. She said upstream investments, like community centers and preventative services, are essential to addressing the root causes of addiction. She

said recovery services are important, but also looking at the location, especially given the lack of community trust and the perception that the applicant may not be fully invested in the local context.

Brittney McDonald, resident of Southeast Colorado Springs and graduate of Sierra High School, said she is not opposed to addiction treatment, but to its location and potential impact on a community that has worked hard to improve its image and resources. She said there is a visible rise in addiction and homelessness, particularly along the Sand Creek Trail, and recognized the need for recovery services; however, Southeast Colorado Springs has already lost key resources, such as its local Safeway grocery store, and questioned whether the area has the infrastructure to support a facility of this nature without further strain. Ms. McDonald said the facility relies on government funding, such as Medicaid and Medicare, and, considering recent government shutdowns, she wondered what would happen to the facility and its clients if funding were disrupted. She said she supports addiction recovery, but she would feel more comfortable with the proposal if a formal study were conducted to assess its full impact on the community. She said more evidence is needed about the facility benefiting the neighborhood rather than reinforcing negative perceptions of Southeast Colorado Springs.

Pastor Anthony Grier, True Spirit Baptist Church, said he is in opposition to the placement of the proposed Colorado Springs Recovery Center, while affirming his support for helping individuals struggling with addiction and mental health challenges. He said the facility's location is incompatible with the surrounding residential and community environment, where residents have worked hard to build safe, family-oriented communities, with schools, churches, and businesses. He said he has had encounters with individuals experiencing mental health crises or homelessness and there has been a limited responsiveness of law enforcement in such situations. Pastor Grier stressed that placing a facility of this magnitude in a residential area, where children walk to school and seniors exercise daily, raises serious safety concerns. He said the organization is based out of state and the community lacks clarity on the nature of the services being offered and the origins of the individuals who would be admitted. He asked the Board to consider the voices of those in opposition and to consider a different location for this facility.

Andrea Silva, teacher in Colorado Springs, said she lives close to Panorama Park and sees daily how inclusive this space is, where families of all backgrounds gather, and where children play and community bonds are strengthened. She said placing a drug and alcohol rehabilitation facility directly adjacent to the park would undermine the park's positive impact and the years of investment and planning that went into its development. Ms. Silva said Panorama Park was intentionally designed as a cornerstone of community revitalization and celebrated by civic leaders as a symbol of progress in the area. She said addiction recovery services are important, however, the proposed location is inappropriate. She said it could alter the character of the space and introduce risks that could discourage families from using the park. She said the symbolism of surrounding the facility with fencing could send the wrong message for that place. Ms. Silva asked to consider the daily reality of children and students who use the park and walk to nearby schools.

Applicant's rebuttal

Mr. Foster said he appreciated the support and opposition voiced during the hearing. He said he noted two primary concerns raised by the community: safety and the potential impact of a government shutdown on funding. He said on the issue of safety, the facility's operations are supported by peer-reviewed research and data, including studies from Johns Hopkins University and the NIH, as well as information provided by the Colorado Springs Police Department. Mr. Foster said these sources consistently show that treatment centers do not increase crime and, in many cases, contribute to reductions in both crime and homelessness. He said in his 15 years of operating similar facilities, there has never been an incident involving a patient harming a neighbor, committing a robbery, or engaging in violent behavior. He said clients entering the program are typically 45 days into recovery and are stable.

Mr. Foster said regarding funding, most clients are covered by Medicaid (approximately 85%), with an additional 5% receiving scholarships and 10% covered by commercial insurance or exchange policies. He said discussions around government shutdowns often focus on exchange-based policies and represent a small portion of their client base. He said Medicaid is a benefit tied to the treatment of a recognized disease and is unlikely to be disrupted in a way that would affect the facility's operations. He said the facility would bring economic value to

the area, including job creation and increased city revenue. He said the project would generate approximately \$180,000 in impact f

Motion by Commissioner Hensler, seconded by Commissioner Clements, to approve the Colorado Springs Recovery Center - Major Modification of a Development Plan based upon the findings that the request complies with the criteria as set forth in City Code Section 7.5.516.D.

The motion passed by a vote of 5-0-0-6.

Aye: 5 - Vice Chair Hensler, Chair Casey, Commissioner Clements, Commissioner Case and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

Percheron

- 8.C. [ZONE-25-0025](#) An Ordinance to amend the zoning map of the City of Colorado Springs pertaining to approximately 156.18 acres located north and south of East Woodmen Road and east and west of Banning Lewis Parkway from PDZ/AP-O (Planned Development Zone with Airport Overlay) to MX-L/AP-O (Mixed-Use Large Scale with Airport Overlay). (1st Reading only to set the public hearing for January 13, 2026)
(Quasi-Judicial)

Related Files: ZONE-25-0025, PDZL-25-0004
Council District #6

Presenter:

Molly O'Brien, Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Ordinance - Percheron Zone Change](#)

[Staff Report](#)

[Attachment 1 - Project Statement](#)

[Attachment 2 - Land Use Plan](#)

[Attachment 3 - Exhibits A and B](#)

[Attachment 4 - Public Comment](#)

[Attachment 5 - Traffic Impact Study Oct2025](#)

[Attachment 6 - D49 Correspondence](#)

[7.5.704 ZONING MAP AMENDMENT \(REZONING\)](#)

[CPC Minutes Excerpt - Percheron - 11.12.2025](#)

Commissioner Case recused himself for these items.

Molly O'Brien, Planner II, presented the application of the site located in northeast Colorado Springs, north and south of East Woodmen Road, and east and west of Banning Lewis Parkway. The area, originally part of the Banning Lewis Ranch North Master Plan, was annexed and zoned in 2021. The proposal includes rezoning approximately 156 acres from Planned Development with Airport Overlay (PDC/AP) to Mixed-Use Large Scale with the same overlay and the Land Use Plan modification affecting about 350 acres of the 800-acre land use plan. Key changes include the elimination of 39.4 acres of residential land use south of Woodmen Road and an increase in commercial land use. Additionally, circulation changes are proposed north of Woodmen to accommodate a consolidated school site, replacing two previously planned smaller school sites with one larger campus on the eastern edge of the area. Ms. O'Brien said the overall residential land use would decrease from 438 acres previously approved to 402 acres under the amended plan, while the non-residential area, particularly commercial, will increase from 81.9 acres to 136 acres, primarily south of Woodmen Road. She said there will also be minor adjustments to the school site, open space, trails, drainage, and parks; and internal circulation changes are being proposed. Standard notice was made; five initial comments were received with concerns about the impacts on wildlife, increased traffic volume and potential crime; additional comments were received from neighbors on the south with concerns about the potential intensity that chat commercial use could bring. Agency review was conducted and comments were addressed, including Traffic Engineering's that requested and approved with suggestions a traffic impact study. The application is compliant with PlanCOS and meets the review criteria.

Applicant's presentation

Andrea Barlow, NES, said their request involves approximately 350 acres. She said the original annexation and Planned Development (PD) zoning was approved by City Council in 2021. She said in January 2022 a major modification was approved, adding 125 acres to the southeast portion of the property, introducing additional commercial uses and a regional sports complex south of Woodmen Road, along with medium- and high-density residential areas. She said additional minor and major modifications to the Master and Land Use Plans have been also approved in previous years. Ms. Barlow said as part of the annexation, one of the requirements was to continue the Golden Jubilee collector from east to west of the site. She said the Park land dedication is being

reduced due to the decrease in residential area, allowing the commercial area to increase.

Ms. Barlow said commercial development typically follows residential growth, but in this case, both are progressing simultaneously, which is expected to benefit the city through increased sales tax revenue. She said the expansion is also driven by anticipated demand from the proposed sports complex. She said the proposed zoning allows a broad range of uses, including commercial, residential, religious institutions, and office space. She said while the land use plan identifies the area as commercial, the MX-L zoning provides flexibility and is not limited to high-intensity retail.

Ms. Barlow said that overall traffic would increase due to the shift from residential to commercial, however, a traffic analysis showed a reduction in morning peak-hour trips, with a slight increase in evening peak-hour traffic. She said the original traffic study anticipated necessary improvements at key intersections, including East Woodmen Road, Mohawk, Banning Lewis Parkway, and Golden Sage. She said some improvements have been recommended due to the level of service that they are trying to provide during peak hours, which include added through-lanes, turn lanes, and deceleration lanes at various intersections within the master plan. She said future development at this scale will require further road improvements, but with the planned mitigation measures, traffic is expected to remain within acceptable operational capacity.

Ms. Barlow said the application meets the review criteria for major land use plan modifications and for a zone change, it complies with the UDC and PlanCOS; it is consistent with prior approvals, there is no adverse impact to surrounding area, it is not detrimental to public health, safety or welfare and the location is appropriate for the proposed zone. She said the proposed zoning and land use changes align with PlanCOS goals by promoting integrated mixed-use development, leveraging corridor capacity, and creating a potential focal point for the community including parks and trail access to support livability.

Ms. Barlow said the main public concerns are primarily focused on increased traffic, the proximity of commercial uses to existing residential areas and the preservation of open space adjacent to those neighborhoods. She said it is important to view traffic impacts in the

context of ongoing and future regional infrastructure projects that will significantly enhance east-west and north-south connectivity in the area, which include the extension of Woodmen Road to Black Forest Road and eventually to I-25, as well as the planned extension of Banning Lewis Parkway into Barnes Road and later in the future, south to Highway 94.

Ms. Barlow stated that the proposed commercial zoning is appropriate given the site's location at the intersection of two major arterials, and the MX-L zoning allows for a range of uses, including office, retail, and institutional, with more intense commercial uses likely concentrated near major roads and less intense uses closer to residential areas to the south. She said, regarding the compatibility with adjacent residential neighborhoods, a 30-foot open space tract and a 100-foot buffer will separate the commercial development from homes to the south, with additional building setbacks due to site grading of approximately 20 feet. She said the originally proposed 10 acres of open space in the area have been increased to wrap around the western edge of the commercial area, extending along the southern boundary up to Banning Lewis Parkway, enhancing the buffer rather than reducing it.

Ms. Barlow said, in response to concerns about placing commercial uses next to medium-density residential, the commercial uses planned for this location are expected to be lower intensity, given the surrounding commercial development and evolving land use, the previously designated 6.4 acres of residential may no longer be appropriate. She said there is a utility easement in the area, an overhead electric line, which limits residential development due to building restrictions, so it will remain open and be used more efficiently for commercial purposes, such as parking.

Public Comment

Alison Colvin, Banning Lewis resident, said she is disappointed and concerned about the proposed expansion of commercial zoning adjacent to her neighborhood, because she bought her property thinking the land behind her was designated for residential use. She said additional concerns are related to increased noise, light pollution, and potential negative impacts on property values. Ms. Colvin also noted that several neighbors did not receive notice of the hearing, and the postcard she received did not clearly outline the full extent of the proposed

changes, leading to confusion and limited community participation. She questioned why commercial development is concentrated directly against existing single-family homes, while there appears to be less commercial use planned for the north. She said even though the 150-foot buffer was mentioned, she felt it would not be sufficient to mitigate the visual and environmental impacts, especially given the height of nearby homes. She said she wishes the developers would work more collaboratively with residents.

Jason Bandle, Banning Lewis resident, said his concerns are about traffic congestion, home values, and inadequate community engagement related to the proposed zoning changes. He said the outreach was limited because the postcard notifications that were sent were not enough for the over 8,000 residents impacted in Banning Lewis Ranch. He said there have been past issues with traffic during events like the Fourth of July parade and warned that the addition of commercial development next to a large sports complex would worsen congestion, especially since the area has limited access points. He said during peak times, it can already take residents 45-50 minutes to exit the neighborhood. Mr. Bandle said his neighborhood contains the lowest-density and most expensive homes in Banning Lewis Ranch, and placing commercial development directly behind these homes, would significantly reduce property values and potentially make homes unsellable. He asked the commission to refrain from voting until the developer works with residents on a compromise, probably revisiting the previous plan that preserved the utility easement area for commercial use, to use it as a buffer between homes and businesses. He said a medical plaza is being marketed within the 150-foot buffer zone, further raising concerns about the intensity of future development.

Mark Harmon, Banning Lewis resident, said he is concerned about the proximity of commercial development to residential areas, even though his property does not directly border the proposed buffer zone. He said he did not receive any notification despite living in the area and only learned about the proposal the day before. He said this lack of awareness contributed to the low community turnout. Mr. Harmon said they can probably work on a compromise that would preserve a meaningful buffer between residential and commercial zones. He said another issue is increased vehicle and pedestrian traffic, particularly regarding safety for residents crossing busy intersections. He asked whether pedestrian infrastructure, such as bridges, would be considered

to ensure safe crossings considering the anticipated traffic increase.

Applicant's Rebuttal

Ms. Barlow said the area south of Golden Jubilee Drive being modified is about 10 acres, and that the open space buffer in that area is being retained and even expanded. She said because this portion is set back from major arterials like Woodmen Road and Banning Lewis Parkway, it is not expected to attract high-intensity commercial uses, but low-intensity uses instead such as offices. She said more intense commercial development is planned for other areas with better visibility, specifically, the 49 acres north of the site and an equally sized area east of Banning Lewis Ranch, as these locations are better suited for retail and high traffic uses. Ms. Barlow said the developer will continue to consider neighborhood concerns during the next phase, which includes a development plan. She said at that stage, detailed studies will address lighting, noise, and other impacts, and neighbors will again be notified and invited to comment.

She said, regarding public notification, approximately 240 postcards were sent to properties within 1,000 feet of the site, with the majority going to Banning Lewis Ranch residents to the south. She said the traffic concerns will be addressed by planned infrastructure improvements, including the extension of Banning Lewis Parkway, that will improve circulation and provide alternative access routes for the neighborhood. She said the proposed commercial development is unlikely to generate cut-through traffic in residential areas, as more direct routes exist. Ms. Barlow said, while concerns about home values were raised, property values are not a consideration in the city's planning criteria. She said only five public comments were received in response to the 200+ notifications, which did not meet the threshold to require a neighborhood meeting.

City Staff Comments

Todd Frisbee, City Traffic Engineering, Public Works Department, said this development is part of a 20-year projection for improvements in the area, certain intersections along Woodmen Road are expected to operate at a Level of Service F, which is below the city's typical standard of Level D. He said the traffic impact study recommends mitigation measures such as additional turn lanes and free right-turn movements

to address these future conditions. Mr. Frisbee said the City of Colorado Springs is preparing to launch a comprehensive Woodmen Road Corridor Study as part of a Pikes Peak Rural Transportation Authority (PPRTA) project, that will evaluate the entire corridor, including access points, development patterns, and intersection performance, to identify necessary upgrades and safety improvements. He said this broader analysis will help address not only the current development's impacts, but also similar traffic challenges expected across the corridor in the coming decades.

Ms. O'Brien said 265 postcards were mailed out within 1000 feet of the property boundary. She said there will be another opportunity for public notice prior to City Council meeting, and she will verify all properties within the boundaries are notified.

Commissioners' Questions

Chair Casey asked if Golden Jubilee is a developed road and where the less intensive use will be located. Ms. Barlow said a roadway connection from Mohawk Road was originally proposed in a concept plan dating back to the 1990s and has been carried forward through the current development plans. She said this connection is part of the approved master plan and is intended to support future development, including commercial uses. She said although the road may require improvements to accommodate commercial traffic, specifically, the road segment from the western boundary of the site to Banning Lewis Parkway. She said any future road construction to the east would follow typical development processes.

Alternate Commissioner Engel asked where Golden Jubilee is in relation to the power line on Banning Lewis running east to west. Ms. Barlow said the 300-foot utility easement containing a power line runs parallel to the road and then cross it at a point that avoids existing utility poles. She said the alignment has been reviewed and approved by Colorado Springs Utilities.

Alternate Commissioner Engel asked how much development is expected to occur around the power line. Ms. Barlow said there is an area of 8.1 acres south of Golden Jubilee Drive with the utility easement. She explained that while the power lines in this section may

be located north of Golden Jubilee, the easement still limits development options. However, commercial zoning allows for more flexible use of the space, such as parking, compared to residential development, which typically requires more buildable land and is less compatible with utility easements. She said while the site may not be ideal for high-visibility commercial uses like retail or restaurants, it remains viable for lower-intensity uses permitted under the MX-L (mixed-use) zoning.

Vice Chair Hensler asked if there are specific distance requirements from the power lines or they just considered commercial to be more desirable than residential. Ms. Barlow said the 300-foot-wide easement includes a 180-foot and an additional 120-foot section, originally intended to accommodate potential underground of power lines, though this can be costly. She said while the power lines themselves occupy a narrower corridor, the full easement restricts the construction of permanent structures; however, uses such as parking and detention ponds are typically allowed, as they maintain utility access. Ms. Barlow said Colorado Springs Utilities enforces strict clearance requirements, including setbacks and grading between poles. She said utilizing the easement for parking is an efficient solution, especially in areas like the sports complex where such use aligns with the overall site plan.

Chair Casey said he agrees that high-intensity businesses would want to be closer to the main road. Ms. Barlow said there are plenty of areas of bigger size to the north to accommodate those larger scale uses.

Vice Chair Hensler said the 6.4 and the 21-acres parcels could bring around 220 houses compared to the commercial aspect and asked about a site nearby that might be of more concern to the residents. Ms. Barlow said that site is not part of this development, however it is just open because development is not feasible there. She said to the north of that multifamily apartments are proposed as well as commercial.

Vice Chair Hensler asked about the expected timeline. Ms. Barlow said they are expecting it to advance fast, especially the area to the west of Banning Lewis Parkway and north of Golden Jubilee, as well as the northeast area.

Commissioners' Comments

Chair Casey said he thinks the application is consistent with the review criteria for the rezoning and the land use plan major modification, with enough mitigation close to the residential area, and he will be in support.

Vice Chair Hensler said she concurs and appreciates the timeline between stages and will be in support of the application.

Alternate Commissioner Engel said he also thinks it meets the criteria and will support the application and suggested looking further into the proposal of commercial uses south of the road that it is not even there yet.

Motion by Commissioner Hensler, seconded by Commissioner Clements, to recommend approval to City Council the zone change of 156.18 acres from PDZ/AP-O (Planned Development Zone with Airport Overlay) to MX-L/AP-O (Mixed-Use Large Scale with Airport Overlay) based upon the findings that the request complies with the criteria for a Zoning Map Amendment as set forth in City Code Section 7.5.704. The motion passed by a vote of 5-0-0-6.

Aye: 4 - Vice Chair Hensler, Chair Casey, Commissioner Clements and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

Recused: 1 - Commissioner Case

- 8.D.** [PDZL-25-0004](#) A Major Modification to the Percheron Land Use Plan changing the size and location of proposed land uses for 350 acres zoned PDZ/AP-O (Planned Development Zone with Airport Overlay) located north and south of East Woodmen Road and east of Banning Lewis Parkway. (Quasi-Judicial)

Located in Council District 6

Presenter:

Molly O'Brien, Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Percheron Staff Report](#)[Attachment 1 - Project Statement](#)[Attachment 2 - Land Use Plan](#)[Attachment 3 - Zone Change Exhibit](#)[Attachment 4 - Public Comment](#)[Attachment 5 - Traffic Impact Study Oct2025](#)[Attachment 6 - D49 Correspondence](#)[Staff Presentation - Percheron](#)[7.5.516 MODIFICATION OF APPROVED APPLICATIONS](#)

Motion by Commissioner Hensler, seconded by Commissioner Engel, to recommend approval to City Council the Major Modification of the Percheron Land Use Plan based upon the findings that the proposal complies with the review criteria for Land Use Plans as set forth in City Code Section 7.5.516.

The motion passed by a vote of 5-0-0-6.

Aye: 4 - Vice Chair Hensler, Chair Casey, Commissioner Clements and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins, Commissioner Sipilovic, Commissioner Gigiano and Commissioner Willoughby

Recused: 1 - Commissioner Case

65 Cheyenne Mountain Boulevard

- 8.E. [NVAR-25-0005](#) A Non-Use Variance to City Code Section 7.3.304.C.1.b to allow for a height of 29 feet with a roof pitch of less than 6:12 where 16 feet is required for a detached garage in the R-E/WUI-O (Residential Estate with Wildland Urban Interface Overlay) zone district consisting of 3.16 acres and located at 65 Cheyenne Mountain Boulevard.

Located in Council District 3

Presenter:

Matthew Ambuul, Planner II, City Planning Department

Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report](#)[Attachment 1 - HOA approval letter](#)[Attachment 2 - Site Plan](#)[Attachment 3 - Project Statement for Height](#)[Attachment 4 - Project Statement for Size](#)[Staff Presentation - Cheyenne Mountain](#)[7.3.304 ACCESSORY USES](#)[7.5.526 NON-USE VARIANCE](#)

Matthew Ambuul, Planner II, presented the application for the site located near the Broadmoor area, southeast of the Cheyenne Mountain Boulevard and Marland Road intersection. It is a single-family detached residence that includes a lounge, private indoor basketball court, and other recreational amenities. The project requires two non-use variances, one for exceeding the maximum building of 16 feet at 29 feet height, and another for the size of the structure, surpassing the 1,650-square-foot maximum, the garage space being 3,582 square feet. He said the lot spans 3.16 acres with important setbacks and easements: 99 feet to the north, 242 feet in front, and over 150 feet on the sides. The property is surrounded by mature trees and bordered by open space on the north and east, with only one adjacent residential lot to the south. Standard notice was made; five public comments were received concerning the size and height of the structure, and approval from HOA. Mr. Ambuul informed them that the home is located on a large, secluded lot and the addition would not be seen from outside the property, and that the project received HOA approval on July 16, 2025. Agency review was conducted, and almost all comments have been addressed, a final drainage letter must be submitted and approved by Stormwater Enterprise before a building permit is issued. The application is compliant with PlanCOS and meets the review criteria for both non-use variances.

Chair Casey asked if there was a specific reason for the maximum allowable size to be 1,650 square feet. Daniel Sexton, Planning Manager, said this was the result of a negotiation between Planning and community stakeholders during the adoption of the UDC, that changed from the previous Chapter 7 where the storage component was removed from the allowable size. Mr. Sexton said the number would still apply for detached or attached structures.

Applicant's Presentation

Ross Fletcher, the applicant, said the right side of the building is designated as an RV garage, while the left side will house a basketball court and batting cage. He said to enhance the building's appearance, the design includes a front and side entry feature for architectural appeal. Mr. Fletcher said they are surrounded by open space, mature trees, and only one neighboring residence to the south. He said the proposed garage location is approximately 10 feet lower in elevation than the main house, which helps reduce its visual impact despite its height. He said the structure complies with all setbacks, easement, and lot coverage requirements and fits within the character of the neighborhood. Mr. Fletcher said several nearby properties have received similar non-use variances for large garages or accessory structures.

Ryan Macallister, the owner, said they just need more room in their garage, but it is only intended to be used by the family. He said the HOA approved the concept and they are providing larger setbacks than the 50 feet required by the HOA, therefore the structure cannot be seen from outside the property.

Commissioners' Comments

Vice Chair Hensler said she does not have any issues with the proposal and appreciated the thorough application.

Chair Casey said he considers it meets the criteria for the non-use variance for the height and the size and will be in support of the application.

Commissioner Case said the application meets the criteria and looks like a fun project.

Commissioner Engel said he agrees that it will be a fun project and asked if additional trees will be provided for the ones they are removing for the facility. Mr. Macallister said the facility is still surrounded by trees.

Motion by Commissioner Hensler, seconded by Commissioner Engel, to approve the Non-Use Variance to City Code Section 7.3.304.C.1.b allowing a height of 29 feet for a detached garage based upon the findings that the request complies with the criteria set forth in City Code Section 7.5.526.E with the following conditions of approval:
a. A Final Drainage Letter must be submitted and approved by the Stormwater Enterprise prior to Building Permit issuance.

The motion passed by a vote of 5-0-0-6.

Aye: 5 - Vice Chair Hensler, Chair Casey, Commissioner Clements,
Commissioner Case and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins,
Commissioner Sipilovic, Commissioner Gigiano and Commissioner
Willoughby

- 8.F. [NVAR-25-00](#) A Non-Use Variance to City Code Section 7.3.304.C.1.a to allow
[06](#) for 3,582 square feet of garage space where 1,650 square feet is
required in the R-E/WUI-O (Residential Estate with Wildland Urban
Interface Overlay) zone district consisting of 3.16 acres and
located at 65 Cheyenne Mountain Boulevard.

Located in Council District 3

Presenter:

Matthew Ambuul, Planner II, City Planning Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [7.5.526 NON-USE VARIANCE](#)

**Motion by Commissioner Hensler, seconded by Commissioner Engel,
to approve the Non-Use Variance to City Code Section 7.3.304.C.1.a
allowing 3,582 square feet of total garage space based upon the
findings that the request complies with the criteria set forth in City
Code Section 7.5.526.E with the following condition of approval:
a. A Final Drainage Letter must be submitted and approved by the
Stormwater Enterprise prior to Building Permit issuance.
The motion passed by a vote of 5-0-0-6.**

Aye: 5 - Vice Chair Hensler, Chair Casey, Commissioner Clements,
Commissioner Case and Commissioner Engel

Absent: 6 - Commissioner Cecil, Commissioner Slattery, Commissioner Robbins,
Commissioner Sipilovic, Commissioner Gigiano and Commissioner
Willoughby

9. Presentations

- 9.A. [CODE-25-00](#) An Ordinance amending Chapter 7 (the “Unified Development Code”
[05](#) or “UDC”) of the Code of the City of Colorado Springs 2001, as
amended, as related to Signs.
(Legislative)

Presenter:

Kurt Schmitt, Program Administrator II, City Planning Department
Daniel Sexton, LUR/DRE Planning Manager, City Planning
Department
Kevin Walker, Planning Director, City Planning Department

Attachments: [Staff Report Sign Ordinance CODE-25-0005 KS final](#)
[Attachment 1 - Chapter 7 Sign Ordinance Draft](#)
[Attachment 2 - Chapter 3 Draft Revocable Permits Signs Ordinance](#)
[Attachment 3 - Chapter 7 Current Sign Regulations](#)
[7.5.702 AMENDMENT TO UDC TEXT](#)
[CITY PLANNING COMMISSION - CODE-25-0005 final](#)

Kurt Schmitt, Program Administrator, presented an informational overview of the proposed sign ordinance update to Chapter 7 of the Unified Development Code (UDC), which will be brought forward for formal action in December for a recommendation to City Council. The update is initiated by City Planning Department and would be a citywide change to modernize and streamline sign regulations. It includes revisions to use tables, specific standards, administrative processes, rules of measurement, and definitions. The changes apply to on-premises and private property signage and do not affect right-of-way signage, which will be addressed separately. He said it is a complete change of the existing ordinance, last comprehensively updated in 2012. It reflects advancements in technology, industry practices, and federal requirements for content-neutral regulations. The goal is to balance effective communication, public safety, community aesthetics, and economic development.

Mr. Schmitt provided background on the evolution of the city's sign regulations, that are currently established by property use type. Key past changes included the introduction of electronic message center (EMC) signs and the coordinated sign plan (CSP) program, which allows flexibility for developments with unique characteristics. Minor updates were made in the 2023 UDC update, including expanded eligibility for CSPs and revised criteria for roof-mounted signs.

Mr. Schmitt said the proposed update includes several major components: reformatting and reorganization to align with current UDC structure and improve usability; enhanced CSP criteria, expanding eligibility to include commercial and civic uses, and allowing greater flexibility for properties with unique site constraints or multiple access points, and greater heights; updated sign classifications, consolidating use categories and revising major, minor, and temporary sign types to ensure federal compliance, differentiating single family use, combining commercial and industrial; refinements to EMC regulations, including allowances for more than one EMC sign in larger developments; clarified

rules of measurement and updated diagrams to improve understanding of sign height, placement, and property orientation; updated definitions and maintenance standards, including provisions for nonconforming and abandoned signs.

Mr. Schmitt said updates were made to freestanding signs, temporary banners, and short-term signs, accompanied by new diagrams to improve clarity. Two new sign types, short-term signs and fence screening (or fence wraps), were introduced to ensure legal compliance with content-neutral regulations. Currently limited to commercial uses and only allowed as part of freestanding signs, the proposed changes would expand EMC eligibility to industrial, office, and civic uses. Additionally, EMCs would be permitted as wall signs under strict criteria, including placement, orientation, separation from residential areas, and time-of-operation restrictions for office and civic zones.

Mr. Schmitt said updates are also related to nonconforming, abandoned, nuisance, and poorly maintained signs. The ordinance now includes clearer compliance requirements and stronger enforcement content. A new section on sign maintenance prohibits unsafe or dilapidated structures, missing panels, and exposed electrical components, supporting more effective code enforcement. As part of public engagement, the city issued a press release and created a dedicated project webpage with access to both the proposed and current ordinances. A stakeholder and public meeting were held on October 29, with approximately 24 attendees. Additional outreach included meetings with the Home Builders Association, economic development groups, the International Sign Association, and other stakeholders. A presentation to the Development Review Enterprise Advisory Committee is scheduled for November 20th.

10. Adjourn