



Southern Colorado Rail Park Annexation

City Council

March 11, 2025



Southern Colorado Rail Park Annexation

QUICK FACTS

Location: South and west of the Highway 25 and South Santa Fe intersection, adjacent to Fort Carson

Zoning and Overlays:

Current: Unincorporated El Paso County

Proposed: PDZ (Planned Development Zone; Non-Residential; maximum square footage of 7,000,000 square feet; maximum building height of 120 feet)

District

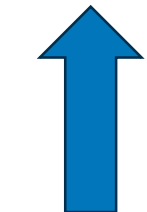
Site Area: 3,107.11 acres

Land Use: Non-Residential

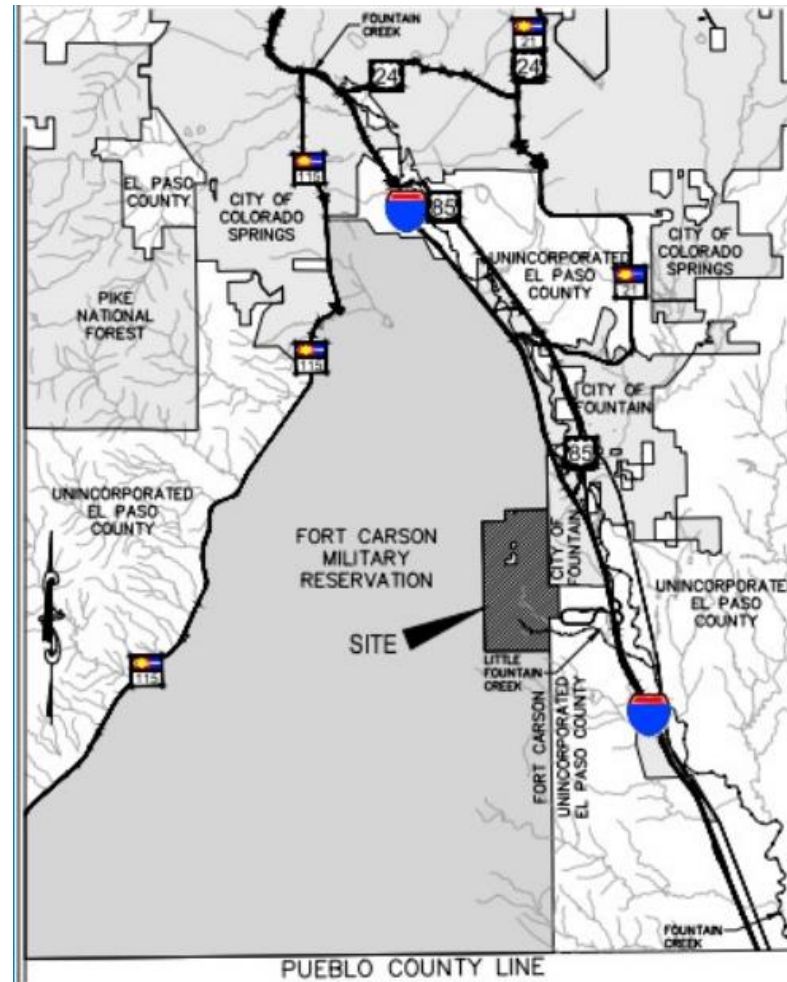
APPLICATIONS

Annexation, Zone Establishment, Land Use Plan

VICINITY MAP



NORTH



Southern Colorado Rail Park Annexation

PROJECT SUMMARY

File #(s):












ANEX-24-0013, PDZZ-24-0005, PDZL-24-0006

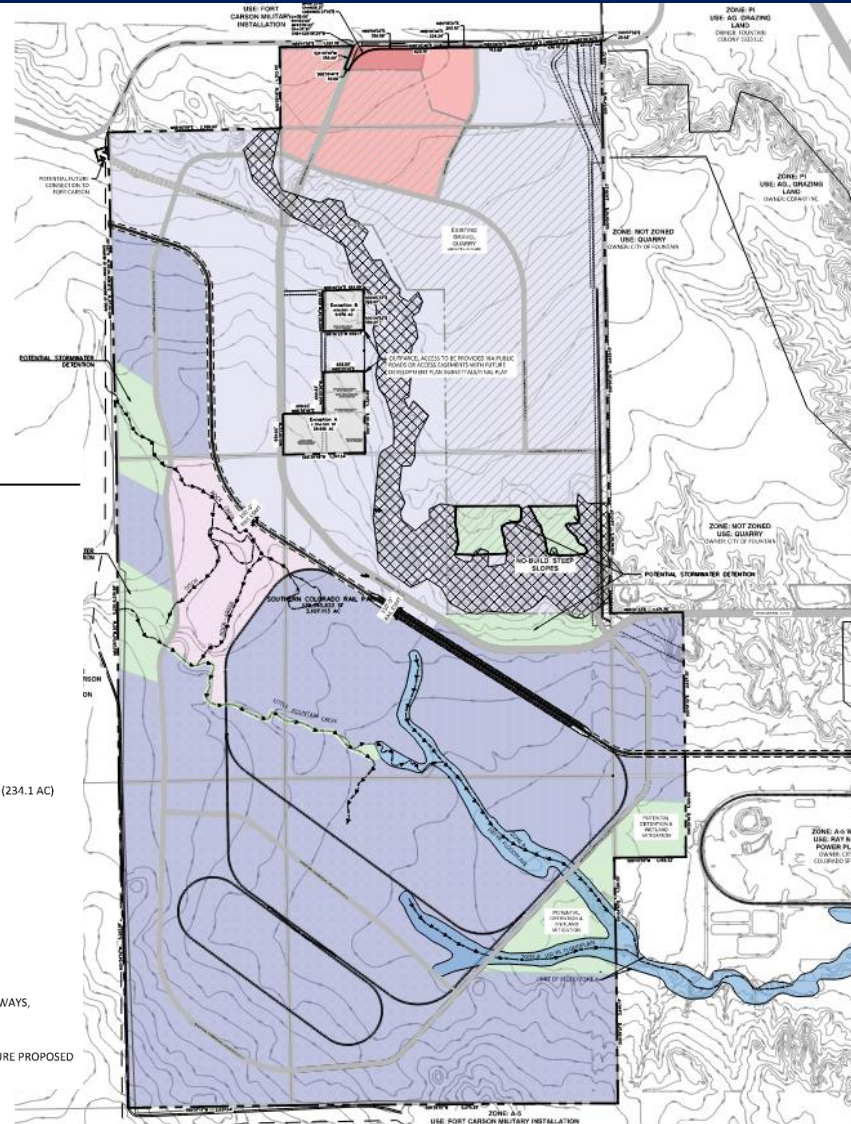
Project Proposal:

An annexation of 3,107.11 acres, a zone establishment to PDZ (Planned Development Zone) District, and a land use plan for future rail-road spur adjacent to Fort Carson, and associated railroad-oriented heavy and light industry and commercial uses.

SITE PLAN

LEGEND

	COMMERCIAL CENTER (10.7 AC)
	COMMERCIAL SERVICES (129.1 AC)
	LIGHT INDUSTRIAL (849.0 AC)
	HEAVY INDUSTRIAL (1,425.3 AC)
	LOW IMPACT USES (100.6 AC)
	DRAINAGE, FLOOD CONTROL & OPEN SPACE (234.1 AC)
	100 YR FLOODPLAIN
	RAIL EASEMENT
	ROADWAYS
	FUTURE/ PROPOSED ROADWAYS, BY OTHERS
	PRESERVED ROW FOR FUTURE PROPOSED ROADWAYS



TIMELINE OF REVIEW

Initial Petition Acceptance

November 26, 2024

Post-Petition Submittal Date

November 26, 2024

Annexation Checkpoint

January 13, 2025

Number of Review Cycles

3

Item(s) Ready for Agenda

January 21, 2025

Planning Commission

February 11, 2025 – unanimous approval

Southern Colorado Rail Park Annexation

Applications

- Annexation

One Addition consisting of 3,107.11 acres

- Land Use Plan

Establishes outline of the land use pattern for railroad-oriented heavy and light industry and commercial uses.

- Zone Establishment

Proposed PDZ (Planned Development Zone; Non-Residential; maximum square footage of 7,000,000 square feet; maximum building height of 120 feet) District

Southern Colorado Rail Park Annexation

FLAGPOLE ANNEXATION

(Colorado Revised Statute 31-12-104(a))

- Contiguity shall not be affected by the existence of a platted street or alley, a public or private right-of-way, a public or private transportation right-of-way or area, public lands, whether owned by the state, the United States, or an agency thereof...
 - As Fort Carson is considered public lands owned by the United States, the contiguity is not affected and in essence the area to be removed and the nearest city boundary is where the proposal must gain contiguity

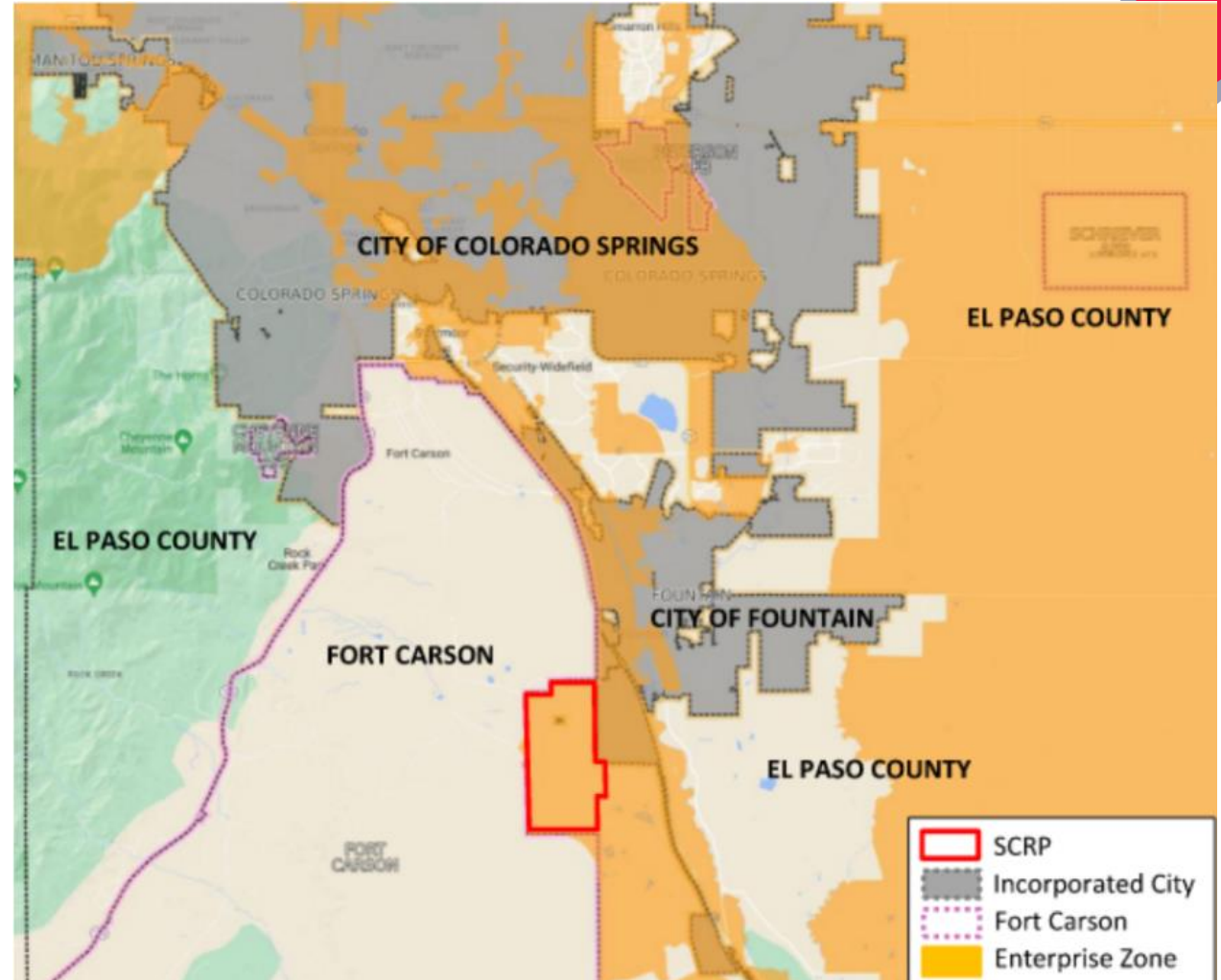


Southern Colorado Rail Park Annexation

3-MILE BUFFER

(Colorado Revised Statute 31-12-105)

- Does state that no annexation may take place that would extend the municipal boundary more than 3 miles in any direction from any point of such municipal boundary in any one year.
- However, such 3-mile buffer may be exceeded for the annexation of an enterprise zone.



ANNEXATION PLAN + PlanCOS

CITY ANNEXATION PLAN

- This 2006 plan does not contemplate the subject site for a potential annexation into the City of Colorado Springs.
- Points to the comprehensive plan, PlanCOS
- City is currently underway with AnnexCOS, the annexation plan update

PlanCOS

- Did not contemplate an annexation scenario comparable to this
- PlanCOS does recommend an update of the City's Annexation Plan
- Does support many themes within PlanCOS
 - Unique Places, Thriving Economy, Strong Connections, and Renowned Culture

Cost to Serve Fiscal Impact Analysis of Annexation of Southern Colorado Rail Park

Prepared for:
City of Colorado Springs, Colorado

February 9, 2025



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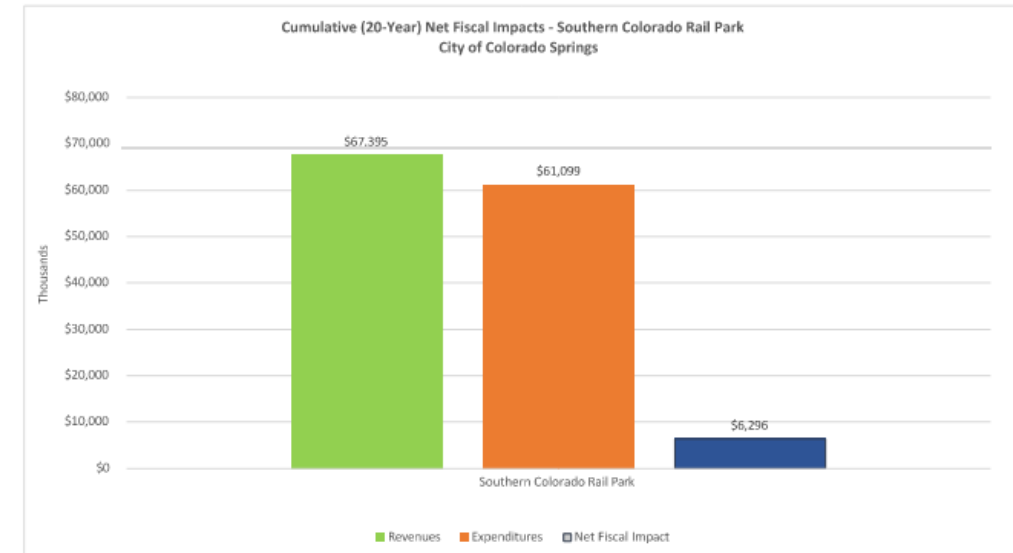
SUMMARY OF FISCAL IMPACT ANALYSIS RESULTS

Cumulative Fiscal Impact Results

Cumulative fiscal impact results reflect total revenues generated during the 20-year analysis period minus total operating and capital expenditures.

The analysis includes revenues generated to the City from Southern Colorado Rail Park. As shown in Figure 2, the annexation of the Southern Colorado Rail Park generates \$67.3 million in revenue over the analysis period compared to \$61 million in total expenditures, resulting in a cumulative surplus of \$6.2 million.

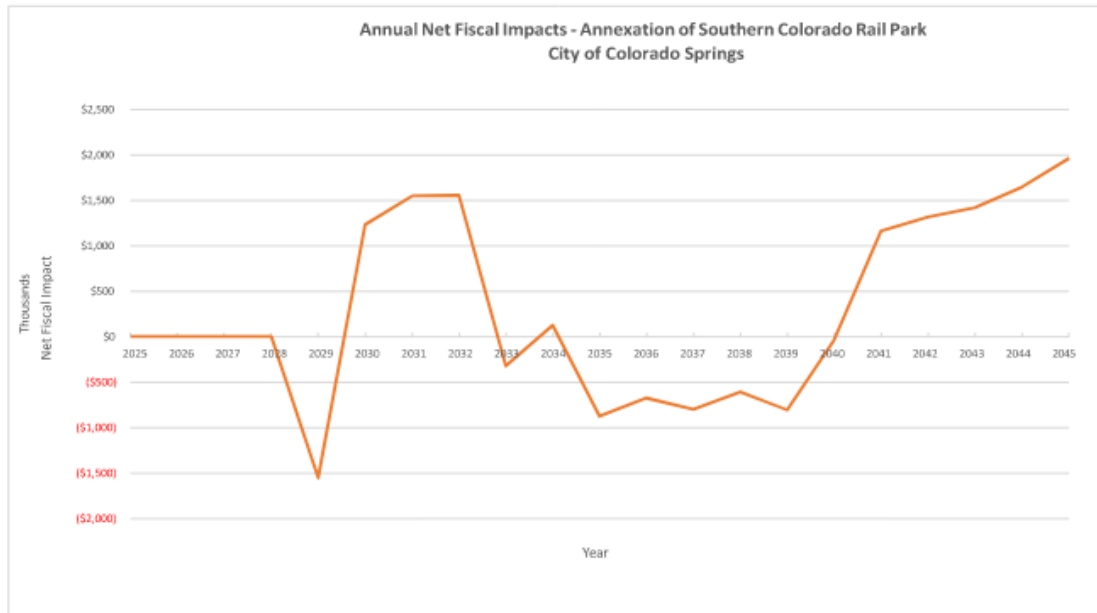
Figure 2: Cumulative Results (20-Year) Fiscal Impact Results



Average Annual Results

Results are summarized below on an **average annual** basis—over three multi-year intervals: Years 1-10, Years 11-20, and Years 1-20. The fiscal results in Figure 3 include all operating and capital impacts.

Figure 4. Annual Fiscal Impact Results



Summary of Fiscal Results

Figure 5 summarizes the fiscal impact results by type of Fund. As shown in Figure 5, cumulative net surpluses are projected for the General Fund, totaling \$10.2 million over the 20-year analysis. A cumulative net surplus is also projected for the Special Revenue Funds, totaling \$11.6 million. From a capital impacts perspective, public safety impact fee revenue is insufficient to cover the cost for public safety capital needs. There are also minor public works equipment expenses. The total cumulative net surplus for all Funds combined is \$6.2 million.

As shown in the figure above, total revenues projected over the 20-year period total approximately \$67.3 million compared to total expenditures (operating and capital) of \$61 million. This results in a cumulative net surplus of \$6.2 million over 20 years.

The figure below provides detail on the cumulative results by revenue and expenditure Fund type.

Figure 5. Cumulative (20-Year) Fiscal Impact Results by Fund

20-Year Total Net Fiscal Impact Southern Colorado Rail Park Annexation	
Category	Southern Colorado Rail Park
<i>Operating</i>	
General Fund Revenues	\$51,043,967
General Fund Expenditures	\$40,835,790
GENERAL FUND NET FISCAL IMPACT	\$10,208,177
<i>Special Revenue Funds</i>	
Revenues	\$14,602,862
Expenditures	\$2,985,895
SPECIAL REVENUE FUND NET FISCAL IMPACT	\$11,616,967
<i>Capital</i>	
Capital Revenues*	\$1,747,930
Capital Expenditures	\$17,277,531
CAPITAL FUND NET FISCAL IMPACT	(\$15,529,602)
GRAND TOTAL NET FISCAL IMPACT	\$6,295,542
<i>Average Annual</i>	<i>\$629,554</i>

AGENCY REVIEW

Colorado Springs Fire Department

A minimum of 5 acres will be provided by the developer to the City for a future fire station. At the time this development is annexed, the fire department will provide services as necessary. Due to this property's location, response times will be significantly increased until resources are placed within the development per the annexation agreement language.

Colorado Springs Police Department

CSPD continues to have concerns about response times to annexation plats, with long distances from existing police sectors and resources. The Colorado Springs Police Department will continue to evaluate information from the application plan through to development plans. As our community continues to grow in both land acquisition and population, the Colorado Springs Police Department remains committed to public safety. Recurring attention to public safety staffing needs, sworn and civilian, must continue to be a citywide priority to maintain industry best practices, accurately estimate increased department staffing requirements, new workplace facility needs, and achieve realistic response times to service requests in the proposed annexation area

Parks/CDI (Citywide Development Impact Fees)

As there is no residential uses proposed, PLDO is not a requirement. However, each further development plan will be subject to CDI fees. The annexation agreement addresses that any land dedicated for Police and/or fire will not offset any required CDI fees.

Colorado Springs Utilities

CSU has outstanding comments, and are available for a presentation.

Traffic Engineering

All proposed public roads improvements including future right of way and traffic control devices will be determined when reviewing the forthcoming master traffic impact study.

The applicant will need to coordinate traffic review and requirements with CDOT.

CDOT

CDOT has provided comments and the current Traffic Impact Study is suitable, however, prior to Phase 3, a TIS considering phases 3 and 4, including evaluation of interchange construction and mitigations at Exit 128 will be required.

APPLICATION REVIEW CRITERIA

7.5.701 Annexation

Conditions for Annexation

1. *The area proposed to be annexed is a logical extension of the City's boundary;*
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;*
3. *There is a projected available water surplus at the time of request;*
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;*
5. *The annexation can be effected at the time the utilities are extended or at some time in the future;*
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;*
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;*
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.*
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.*

Statement of Compliance

ANEX-24-0013

After evaluation staff recognizes that the proposed annexation meets the eligibility requirements set forth in Colorado Revised Statutes; however, determination of compliance with Conditions of Annexation as set in City Code is at the discretion of City Council.

APPLICATION REVIEW CRITERIA

7.5.704 Zone Change

Criteria for Approval

1. *The proposed rezoning is consistent with the goals and policies of the Colorado Springs Comprehensive Plan, with other plans and policies adopted by the City Council; and with the purpose statement of the proposed zone district.*
2. *The rezoning will not be detrimental to the public interest, health, safety, convenience or general welfare.*
3. *The location of the lands in the zoning map area being amended are appropriate for the purposes of the proposed zone district(s).*
4. *Impacts of the permitted 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.*
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.*
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).*
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.*
8. *If the application is for creation of an ADS-D district, the approval criteria applicable to the creation of the text of the ADS-D 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-D district.*
9. *If rezoning to a PDZ district, the proposed PDZ district provides significant community amenities or other benefits, as determined by the Manager, that promote the achievement of Colorado Springs Comprehensive Plan goals and would not otherwise be required of the applicant under this UDC or other City or governmental regulations.*
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)).*

Statement of Compliance

PDZZ-24-0005

After evaluation of the proposed Zone Establishment the application meets the review criteria.

APPLICATION REVIEW CRITERIA

7.5.514 Land Use Plan

Criteria for Approval

1. *Consistency with the Colorado Springs Comprehensive Plan and other plans and policies adopted by City Council;*
2. *Consistency with development standards the zone district in which the property is located, or would be located after a requested zone district change;*
3. *Compatibility with the land uses and development intensities surrounding the property;*
4. *Impacts of the permitted or requested uses, appropriate to the type of development, the neighborhood, and the community;*
5. *Adequacy of proposed ingress/egress points and traffic circulation, both on and off the site;*
6. *Capacity of the existing streets, utilities, parks, schools, and other public facilities to serve the proposed development;*
7. *Promotion of transitions in height, intensity, or character between proposed non-residential or mixed-use development and nearby low-density residential zone districts.*

Statement of Compliance

PDZL-24-0006

After evaluation of the Land Use Plan the application meets the review criteria.

PLANNING COMMISSION OR CITY COUNCIL OPTIONAL MOTIONS

Optional Motions

Southern Colorado Rail Park Addition No. 1 Annexation

ANEX-24-0013RF

Approve a resolution adopting findings of fact and conclusions of law based thereon and determining the eligibility for annexation of property known as Southern Colorado Rail Park Addition No. 1 and approving an Annexation Agreement.

Deny a resolution adopting findings of fact and conclusions of law based thereon and determining ineligible for an annexation of property known as Southern Colorado Rail Park Addition No. 1 and denying an Annexation Agreement.

ANEX-24-0013

Adopt an ordinance annexing into the City of Colorado Springs the area known as Southern Colorado Rail Park Addition No. 1 consisting of 3,107.11 acres, based upon the findings that the annexation complies with the Conditions for Annexation Criteria as set forth in City Code Section 7.5.701.

Deny an ordinance annexing into the City of Colorado Springs the area known as Southern Colorado Rail Park Addition No. 1 consisting of 3,107.11 acres, based upon the findings that the annexation does not comply with the Conditions for Annexation Criteria as set forth in City Code Section 7.5.701.

PLANNING COMMISSION OR CITY COUNCIL OPTIONAL MOTIONS

Optional Motions

PDZZ-24-0005 – Zone Establishment

Adopt and ordinance establishing 3,107.11 acres as PDZ (Planned Development Zone; Non-Residential; maximum square footage of 7,000,000 square feet; maximum building height of 120 feet) District, based upon the findings that the request complies with the criteria for zone establishment as set forth in City Code Section 7.5.704.

Deny an ordinance establishing 3,107.11 acres as PDZ (Planned Development Zone; Non-Residential; maximum square footage of 7,000,000 square feet; maximum building height of 120 feet) District, based upon the findings that the request does not comply with the criteria for zoning establishment as set forth in City Code Section 7.5.704.

PLANNING COMMISSION OR CITY COUNCIL OPTIONAL MOTIONS

Optional Motions

PDZL-24-0006 – Southern Colorado Rail Park Land Use Plan

Approve the Southern Colorado Rail Park 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 7.5.514.

Deny the Southern Colorado Rail Park Land Use Plan based upon the findings that the proposal does not comply with the review criteria for Land Use Plans as set forth in City Code Section 7.5.514.

