Southern Colorado Rail Park
Annexation, Zoning & Land Use Plan

Colorado Springs City Council

March 11, 2025

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PROJECT TEAM

L. Steven Weiner, VP, EDW. C. Levy Co | LANDOWNER

Gary Barber, HydroSource, Inc. | PROJECT MANAGER

Steve Mulliken, Mulliken, Weiner, Berg, Jolivet | LAND USE ATTORNEY

Andrea Barlow, N.E.S. Inc. | LAND PLANNER

Virgil Sanchez, M & S Civil | CIVIL ENGINEER

Scott Asher & Eric Lundberg, Wilson & Company | TRAFFIC ENGINEER

Cory Beasley, HDR Engineering | RAILROAD /ENVIRONMENTAL

Tatiana Bailey, Data-Driven Economic Strategies | ECONOMIST

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Project Context

Andrea Barlow

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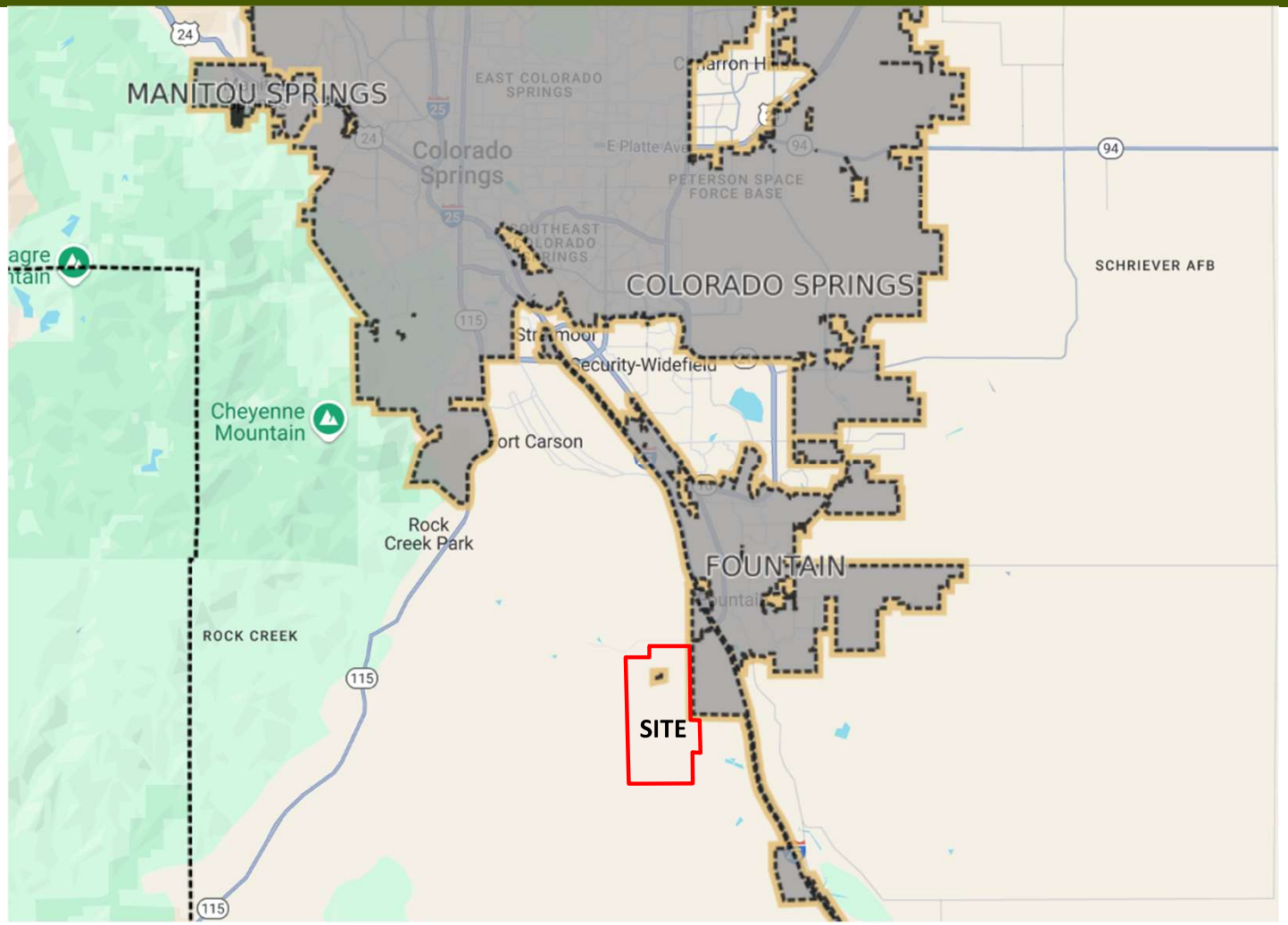
SITE LOCATION



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SITE CONTEXT

- 3,100 acres
- 6 out-parcels excluded (40-acres total)
- Surrounding properties include:
  - City of Fountain Utilities Site
  - Ray Nixon Power Plant
  - Fort Carson

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HISTORY OF THE PUBLIC/PRIVATE PARTNERSHIP

- Genesis was from El Paso County – How do we create jobs?
- Memorandum of Understanding signed/dated May 13, 2018
    - El Paso County
    - City of Fountain
    - City of Colorado Springs
    - Chamber of Commerce & Economic Development Corp.
    - Edw. C. Levy Co.
- Feasibility Study June 28, 2019
- EDA Grant and May 2022 EDA Report
- Trackage Agreement with City of Colorado Springs recorded May 30, 2023

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PROJECT STATUS

- Obtained Sketch Plan approval through EPC on June 4th, 2024
  - First step in process –conceptual land use approval
- Created Title 32 District to:
  - Finance infrastructure
  - Long-term maintenance & security
- Service Plan for SCRP Metropolitan Districts 1-3 was approved by El Paso Board of County Commissioners on October 15, 2024
- District Elections in May 2025

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Land Use and Zoning

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PDZ ZONING

- Planned Development Zone (PDZ) district provides maximum flexibility in the use options for the site and the location of uses within the site and provides a means of developing this large, uniquely located site with a unified approach
- PDZ District Community Benefit:
  - A unique and significant economic growth and employment creation opportunity for the City
  - Commitment to preparing Development and Design Guidelines to ensure a high quality, cohesive and unified industrial park
- Permitted Land Uses: All uses listed in the UDC District Use Table under “Commercial & Industrial”, “Civic, Public & Institutional", "Accessory”, “Temporary”, plus the existing mining operation, and more intense industrial, military, ballistics and aerospace related uses not currently specified in the UDC
- Maximum Non-Residential Floorspace: 7,000,000 Square Feet
- Maximum Height: 120 Feet

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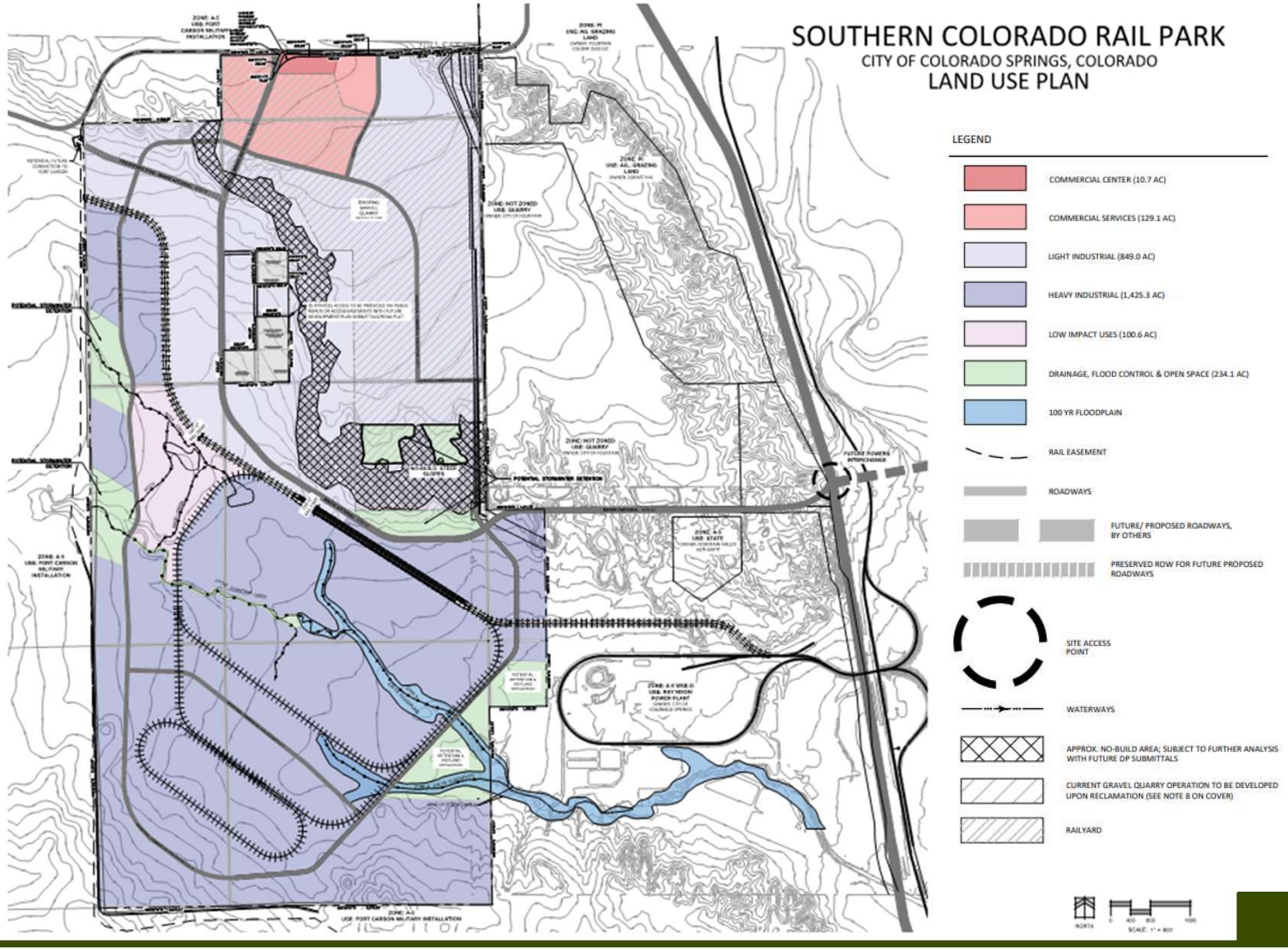
LAND USE PLAN



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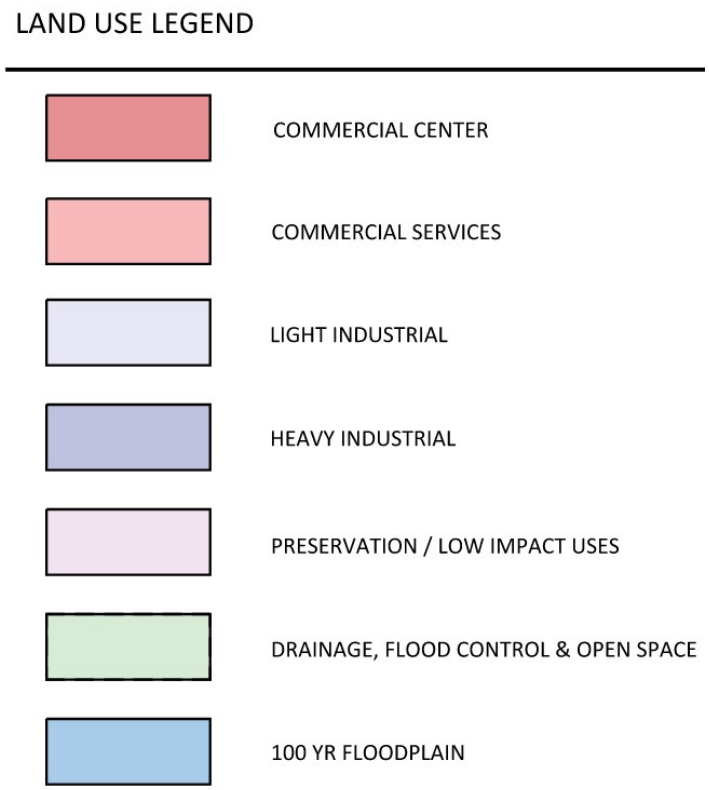
LAND USES

- **Heavy Industrial:** heavy railroad-oriented industry with direct access to the rail spur and rail loop
- **Light Industrial:** intended to accommodate light industrial and manufacturing activities, which are generally clean, quiet and free from objectionable or dangerous nuisance or hazard
- **Commercial Center:** intended to serve day-to-day commercial needs of Fort Carson military personnel, civilian employees, dependents, and visitors, as well as employees and visitors of the Rail Park
- **Commercial Services:** intended to accommodate retail, wholesale or service commercial uses that serve the public



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LAND USE MATRIX

DUAL-SERVICE RAIL PARK OF SOUTHERN COLORADO: LAND USE MATRIX

	TIMELINE	PROPOSED LAND USES	ACREAGE	ADJUSTED ACREAGE[1]	APPROX. FAR	APPROX. SQ.FT.	SQ.FT./ EMPLOYEE	# EMPLOYEES
PHASE 1	2025	Rail Spur and Easement	37	n/a	n/a	n/a	n/a	n/a
		PHASE 1 TOTAL	**37**					
PHASE 2	2030	Commercial	11	9	0.2	74,575	150	497
		Commercial Services	20	16	0.15	106,635	400	267
		Light Industrial	274	219	0.1	954,835	880	1085
		Heavy/Rail-Served Industrial	498	398	0.0388	672,941	880	765
		PHASE 2 TOTAL	**803**					
PHASE 3	2035	Heavy/Rail-Served Industrial	928	742	0.0388	1,254,210	880	1425
		PHASE 3 TOTAL	**928**					
PHASE 4	2040	Commercial Services	109	87	0.15	568,197	400	1420
		Light Industrial	575	460	0.1	2,003,760	880	2277
		PHASE 4 TOTAL	**684**					
		TOTAL	**2451**	**2206**		**5,635,153**		**7,736**
		Low Impact	101	n/a	n/a	n/a	n/a	n/a
		Drainage/Open Space	234	n/a	n/a	n/a	n/a	n/a
		No-Build Steep Slopes	190	n/a	n/a	n/a	n/a	n/a
		Right-of-Way	121	n/a	n/a	n/a	n/a	n/a
		Misc.	12	n/a	n/a	n/a	n/a	n/a
		TOTAL ACREAGE	**3109**					

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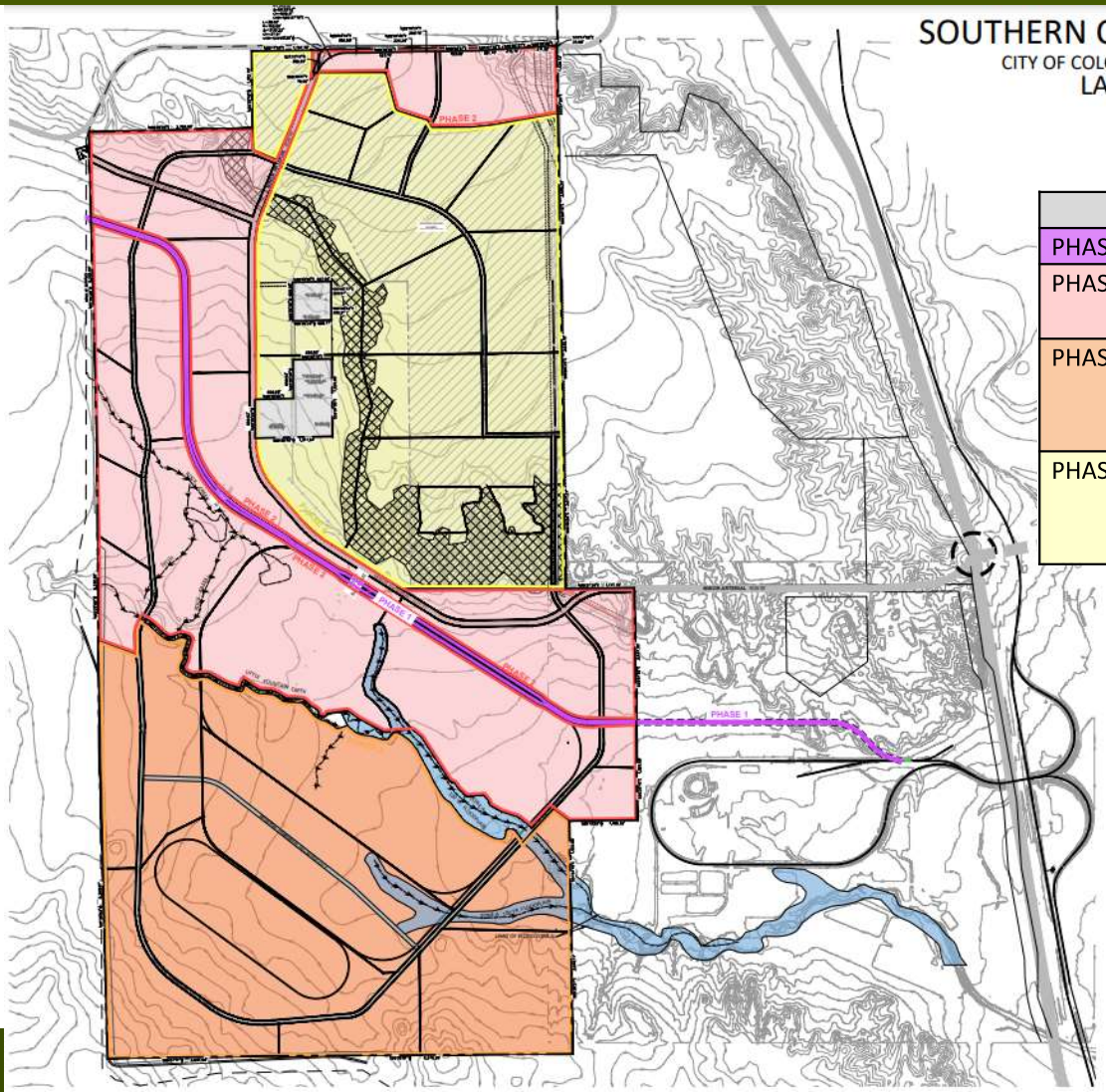
PHASING PLAN



	START	ACRES	USE
PHASE 1	2025	36.8	Construction of Rail Spur through center of the park
PHASE 2	2030	906.4	Commercial development adjacent to Charter Oak Road. Heavy/light industrial development adjacent to rail spur.
PHASE 3	2035	949.3	Industrial development in the southern portion of the park and construction of the future interchange at I-25 and future Powers Blvd extension
PHASE 4	2040	719.9	Reclamation of the mining operation in northeast portion of park/completion of commercial and light industrial development

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Project Benefits

Steve Mulliken

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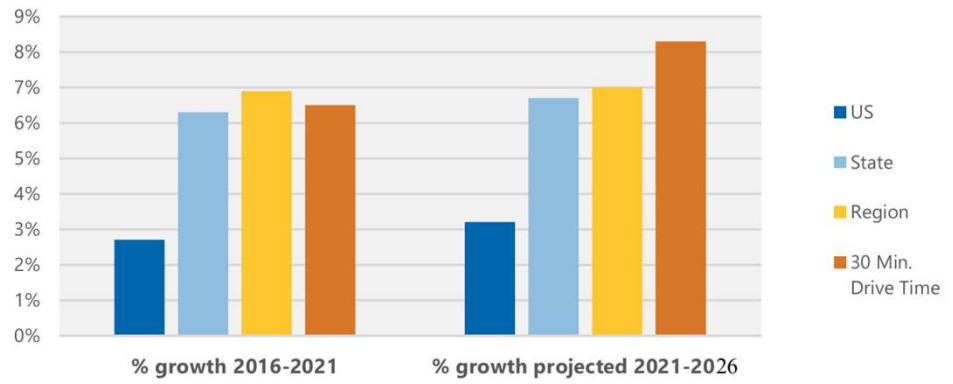
CREATION OF JOBS AND CAREERS

- The region is growing substantially in population, and will need employment to support the growing population
- The population in the 30-minute drive time radius increased from 2016 to 2021, growing by 12,814 (6.5%)
- Population is expected to increase by 8.3 percent between 2021 and 2026, adding 17,483
- This outpaces both the national and state of Colorado's projected growth rates

- Estimated square footage and job creation:
  - 5,635,153 sf of buildings
  - 7,736 new jobs

Figure 3-2: Regional and Drive Time Population Growth Compared to US, 2021-2026



Source: Emsi, Q1 2022

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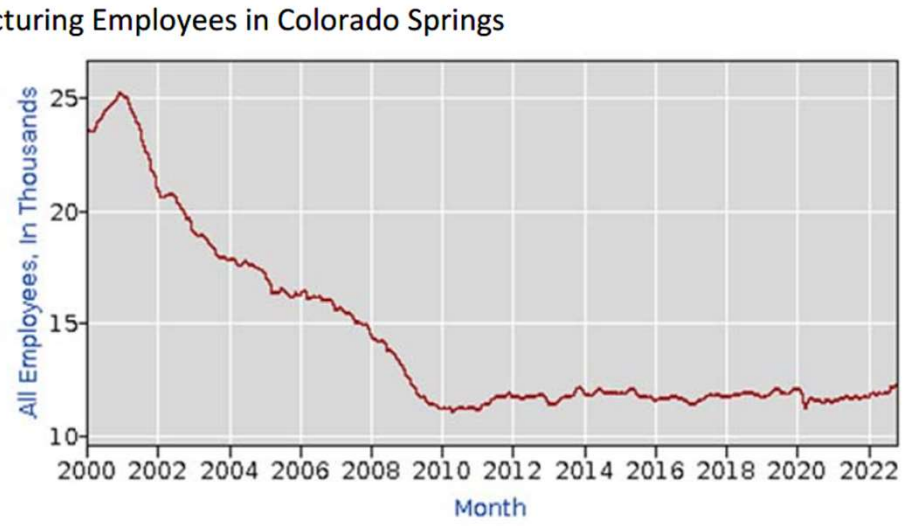
MEGA-SITE FOR MANUFACTURING

- The region has lost manufacturing jobs at a faster pace than both the U.S. and Colorado
- Loss of manufacturing is a strategic concern
- This project can attract manufacturing to the U.S., Colorado, and Region
- Manufacturing jobs provide career opportunities

- ✓ Perfect site for large-scale manufacturing
- ✓ Perfect neighbors for manufacturing
- ✓ Not visible from I-25
- ✓ Dual rail service
- ✓ Available work-force
- ✓ Specialized training opportunities available in the region to meet manufacturers needs



From January 2000 to January 2022, Colorado Springs lost 11,800 manufacturing jobs (over 50% decline)

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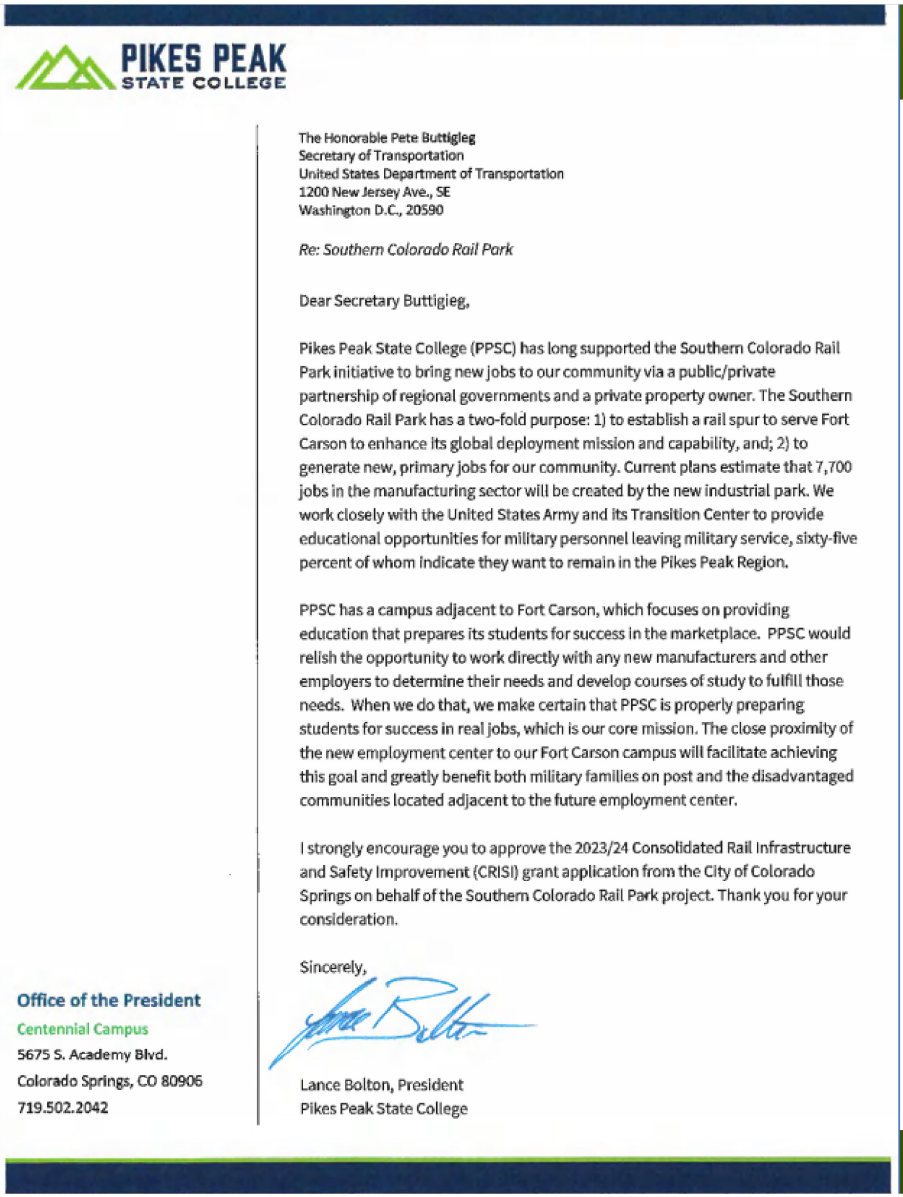
SPECIALIZED TRAINING

Military personnel exiting into the civilian workforce is an incredibly unique asset to the region. For example, Fort Carson alone has an average of **400 military personnel exiting active duty every month.** Over 65% of these transitioning military personnel indicate a desire to stay in the region if they can find employment (Fort Carson Transition Center, 2022)



PIKES PEAK STATE COLLEGE

The Honorable Pete Buttigieg
Secretary of Transportation
United States Department of Transportation
1200 New Jersey Ave., SE
Washington D.C., 20590

Re: Southern Colorado Rail Park

Dear Secretary Buttigieg,

Pikes Peak State College (PPSC) has long supported the Southern Colorado Rail Park initiative to bring new jobs to our community via a public/private partnership of regional governments and a private property owner. The Southern Colorado Rail Park has a two-fold purpose: 1) to establish a rail spur to serve Fort Carson to enhance its global deployment mission and capability, and; 2) to generate new, primary jobs for our community. Current plans estimate that 7,700 jobs in the manufacturing sector will be created by the new industrial park. We work closely with the United States Army and its Transition Center to provide educational opportunities for military personnel leaving military service, sixty-five percent of whom indicate they want to remain in the Pikes Peak Region.

PPSC has a campus adjacent to Fort Carson, which focuses on providing education that prepares its students for success in the marketplace. PPSC would relish the opportunity to work directly with any new manufacturers and other employers to determine their needs and develop courses of study to fulfill those needs. When we do that, we make certain that PPSC is properly preparing students for success in real jobs, which is our core mission. The close proximity of the new employment center to our Fort Carson campus will facilitate achieving this goal and greatly benefit both military families on post and the disadvantaged communities located adjacent to the future employment center.

I strongly encourage you to approve the 2023/24 Consolidated Rail Infrastructure and Safety Improvement (CRISI) grant application from the City of Colorado Springs on behalf of the Southern Colorado Rail Park project. Thank you for your consideration.

Sincerely,

Lance Bolton, President
Pikes Peak State College

Office of the President
Centennial Campus
5675 S. Academy Blvd.
Colorado Springs, CO 80906
719.502.2042

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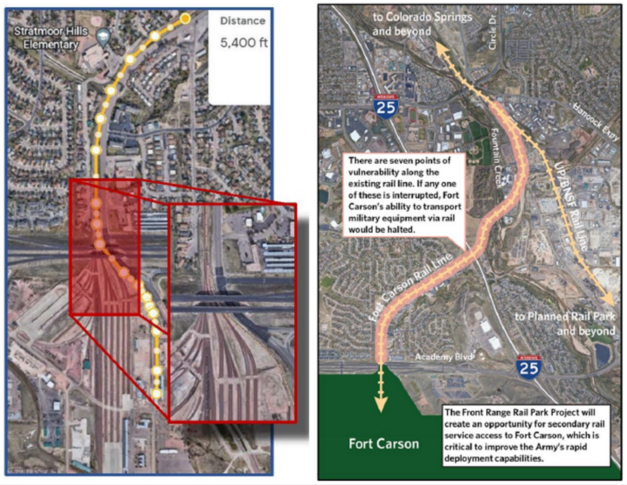
OPPORTUNITY TO SUPPORT FORT CARSON

- The existing rail spur has seven critical points of failure
- The project's first phase and first priority is to extend the line to Fort Carson
- Makes Fort Carson more resilient and BRAC proof
- Grants CSU a new utility easement to Fort Carson if needed for redundancy
- Provides alternative road access from I-25 to Gate 19 from the south

5.3.1.1 Fort Carson Current Rail Service

The existing rail spur and rail head are located at the northern end of the Fort Carson Cantonment. The rail spur, which meets the mainline at the Kelker Junction yard, was established when Fort Carson was created in 1942, shortly after the attack on Pearl Harbor. The United States Army owns the spur. As shown, the deployment capacity of the railhead requires the some of the rail cars to be located outside the Fort proper. This factor, along with the many crossing points of the rail spur, generated the assessment provided by Major General Matthew Mc,Farlane in a letter to Fountain City Manager Scott Trainor in support of a Defense Communities Infrastructure Program grant request.



DEPARTMENT OF THE ARMY
US ARMY FORCES COMMAND
HEADQUARTERS, 4TH INFANTRY DIVISION AND FORT CARSON
6105 WETZEL AVE, SUITE 312
FORT CARSON, CO 80913

June 11, 2020

City of Fountain
Attention: Mr. Scott Trainor, City Manager
116 South Main Street
Fountain, CO 80817

Dear Mr. Trainor:

Fort Carson understands that the Colorado Springs community is submitting a USDOD DCIP Grant Application for the Front Range Dual-Service Rail Park of Southern Colorado. Two Cities and a County government have joined with an international private company to collaboratively develop this industrial rail project on the eastern boundary of Fort Carson.

Fort Carson is in need of a second rail connection to facilitate the movement of military equipment in support of military deployments around the world. Our only rail connect off of Fort Carson has seven points of vulnerability and if interrupted, eliminates our ability to rail military equipment until the existing rail infrastructure is fixed. A second rail connection would dramatically increase the reliability of rail operations for Fort Carson.

Fort Carson has raised with Army leadership our concern regarding the installation's current rail capacity. This community led effort to develop a rail business park would support Fort Carson's potential future need to connect to rail off our eastern boundary and directly enables our highest priority readiness-related military construction project, the development of our southern railhead. We will be interested to see how this community led rail business park project develops.

Sincerely,

MATTHEW W. McFARLANE
Major General, USA
Commanding

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SENATORS' SUPPORT

Support letter signed by Senator Bennet and Senator Hickenlooper

United States Senate
Washington, D.C. 20510

The Honorable Pete Buttigieg
US Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

May 10, 2024

Dear Secretary Buttigieg:

We write to support the Southern Colorado Rail Park's (SCRP's) application to the Federal Railroad Administration's Consolidated Rail Infrastructure and Safety Improvement Program. If funded, SCRP will establish a rail link between a corridor serviced by two Class I railroads and Fort Carson, stimulating both regional and national industrial growth.

With over five years of dedicated investment in planning, the SCRP project is anticipated to create over 7,700 high-quality jobs within the Pikes Peak Region, with a significant portion of these opportunities benefiting rural and disadvantaged communities. As industrial activities grow, SCRP will enhance intermodal connectivity, thereby decreasing freight traffic on I-25 and nearby roadways, and reduce associated greenhouse gas emissions. SCRP will offer an additional rail connection to the eastern perimeter of Fort Carson, addressing the vulnerabilities associated with its current rail link, which has seven identified points of weakness.

We encourage you to give SCRP's application your full and fair consideration consistent with all applicable laws and regulations. Thank you for your review, and please notify our offices of any funds awarded.

Sincerely,

Michael F. Bennet
United States Senator

John Hickenlooper
United States Senator

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City-wide Economic Benefits

Tatiana Bailey

Manufacturing in the United States, Colorado, and Colorado Springs

March 2025

Tatiana Bailey, Ph.D.
Executive Director, Data-Driven Economic Strategies

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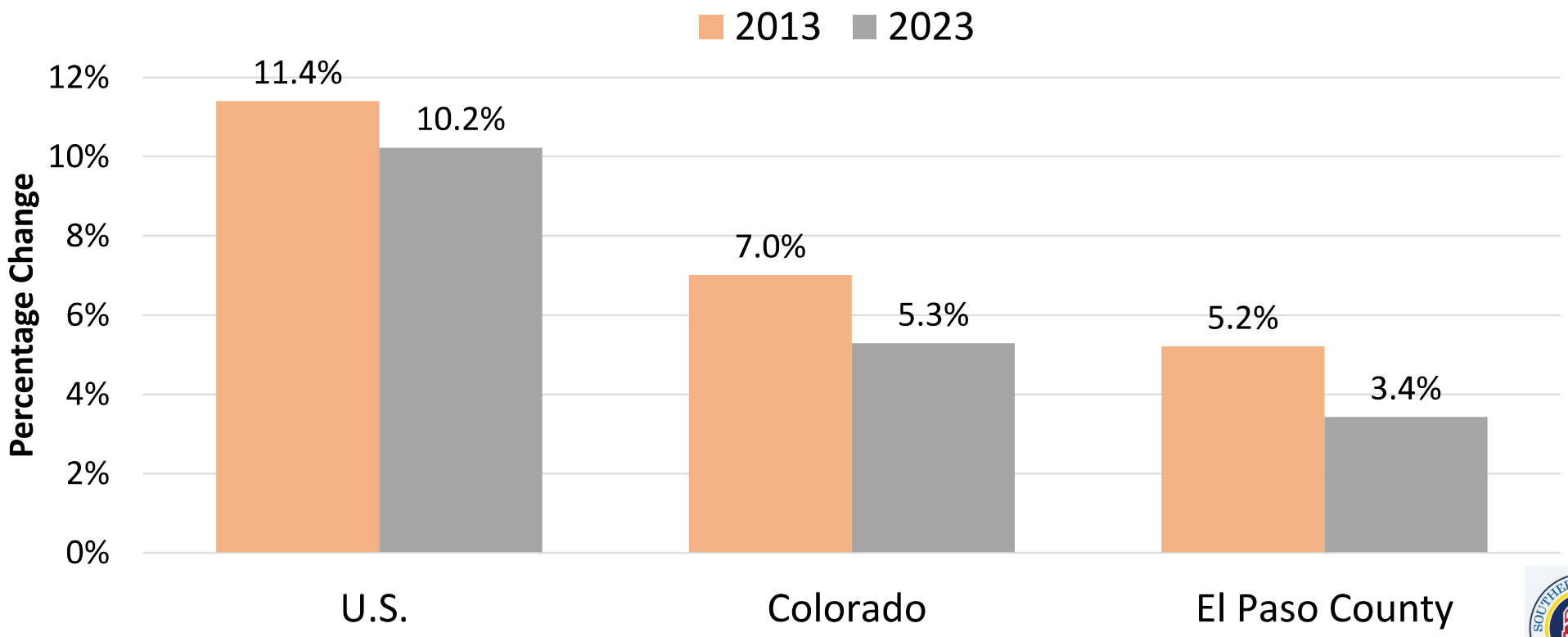
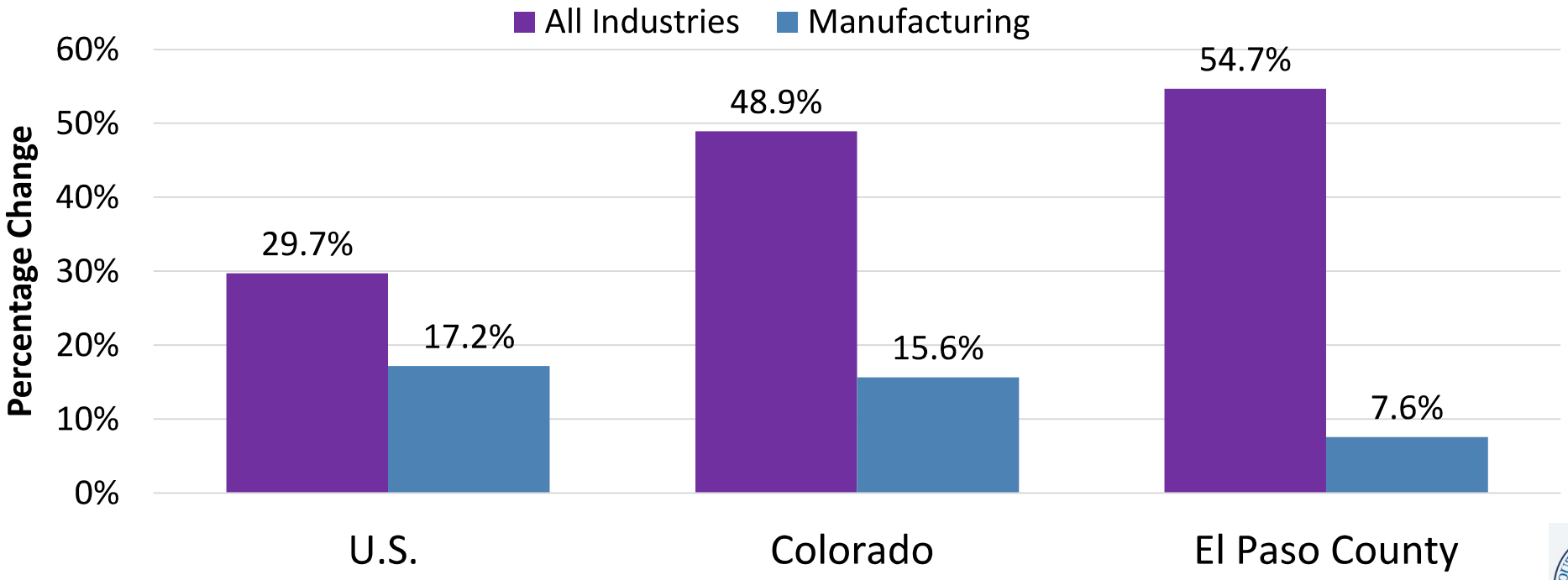
Percentage of GDP* Attributable to Manufacturing



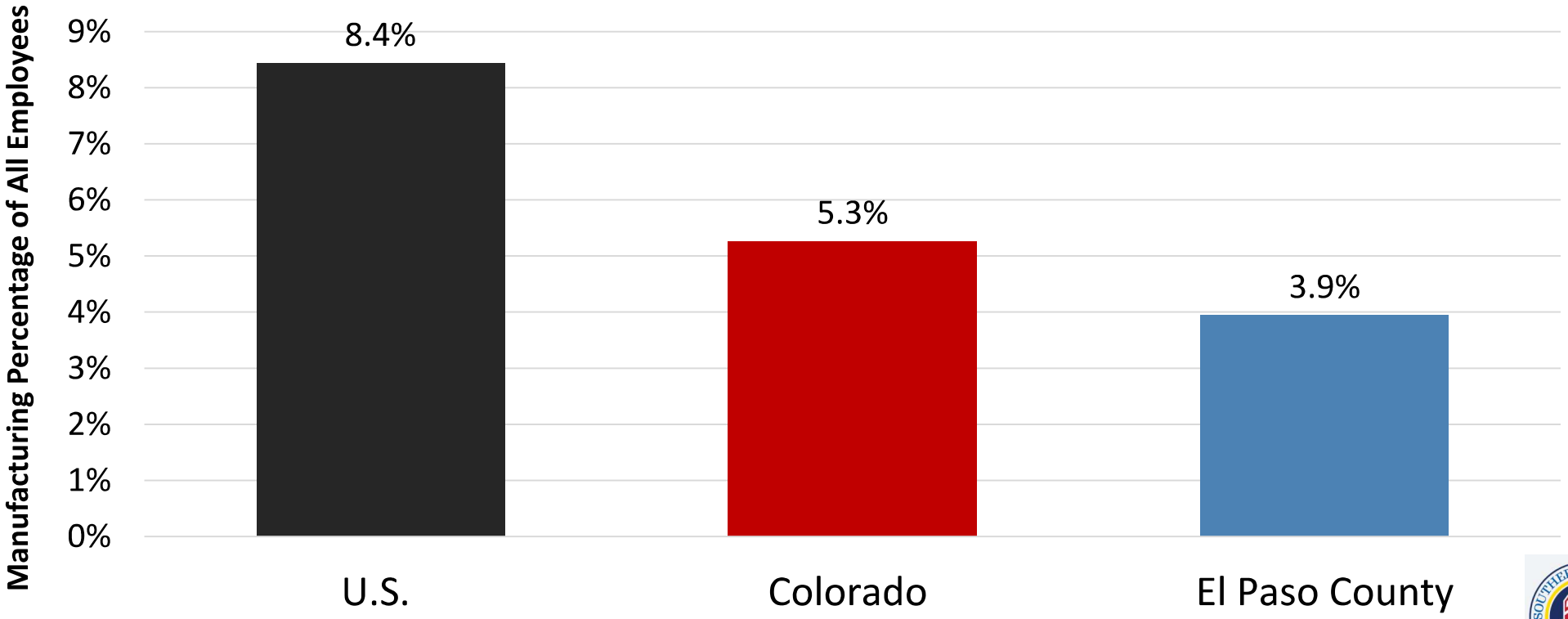
GDP (Gross Domestic Product) is sum of all goods and services produced in the U.S. The equivalent state and local measures are GSP- Gross State Product and GCP – Gross County Product).
Sources: U.S. Bureau of Economic Analysis; Data-Driven Economic Strategies, Inc.

Percent Change in Number of Business Establishments: All Industries versus Manufacturing Establishments, 2013 to 2023



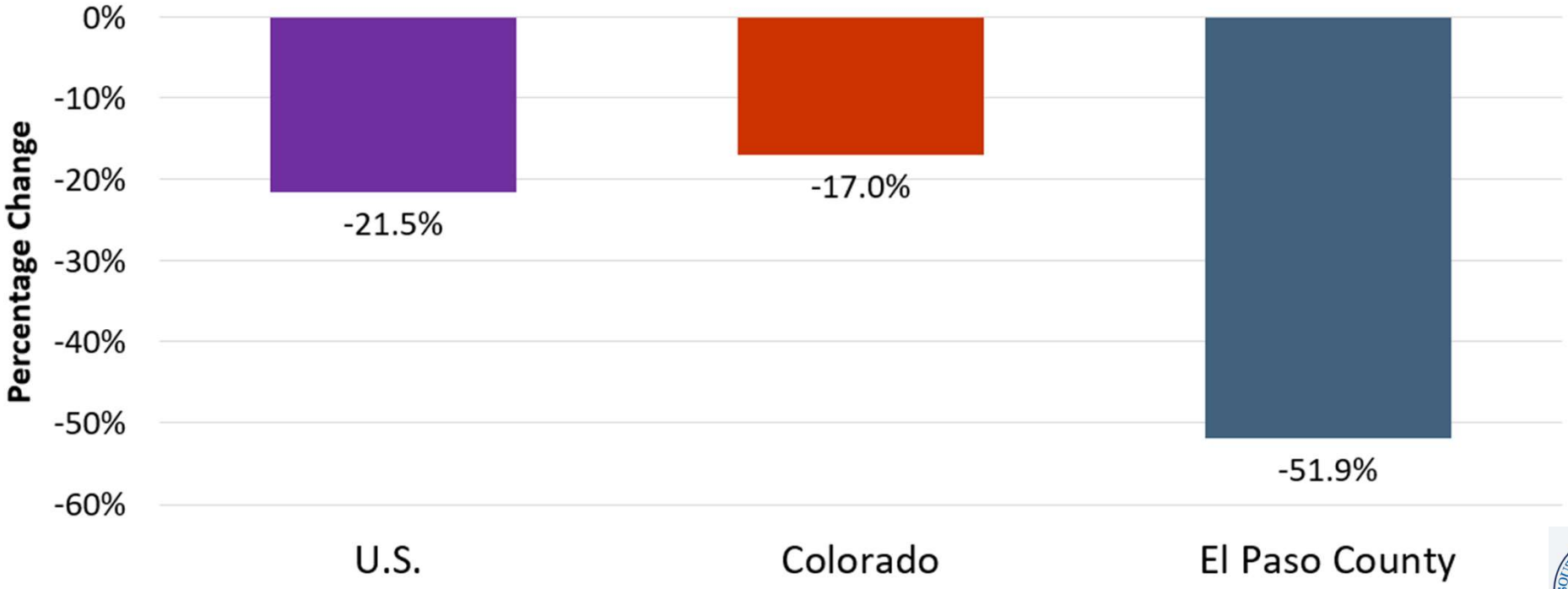
Note: Includes private firms only.
Sources: U.S. Bureau of Labor Statistics; Data-Driven Economic Strategies, Inc.

Percent of Total Employment in Manufacturing, 2023



Sources: U.S. Bureau of Labor Statistics; Colorado Department of Labor & Employment; Data-Driven Economic Strategies, Inc.

Percentage Change in the Number of Employees in Manufacturing Change from 2001 to 2023



Sources: U.S. Bureau of Labor Statistics; Data-Driven Economic Strategies, Inc. Note: Includes private firms only.

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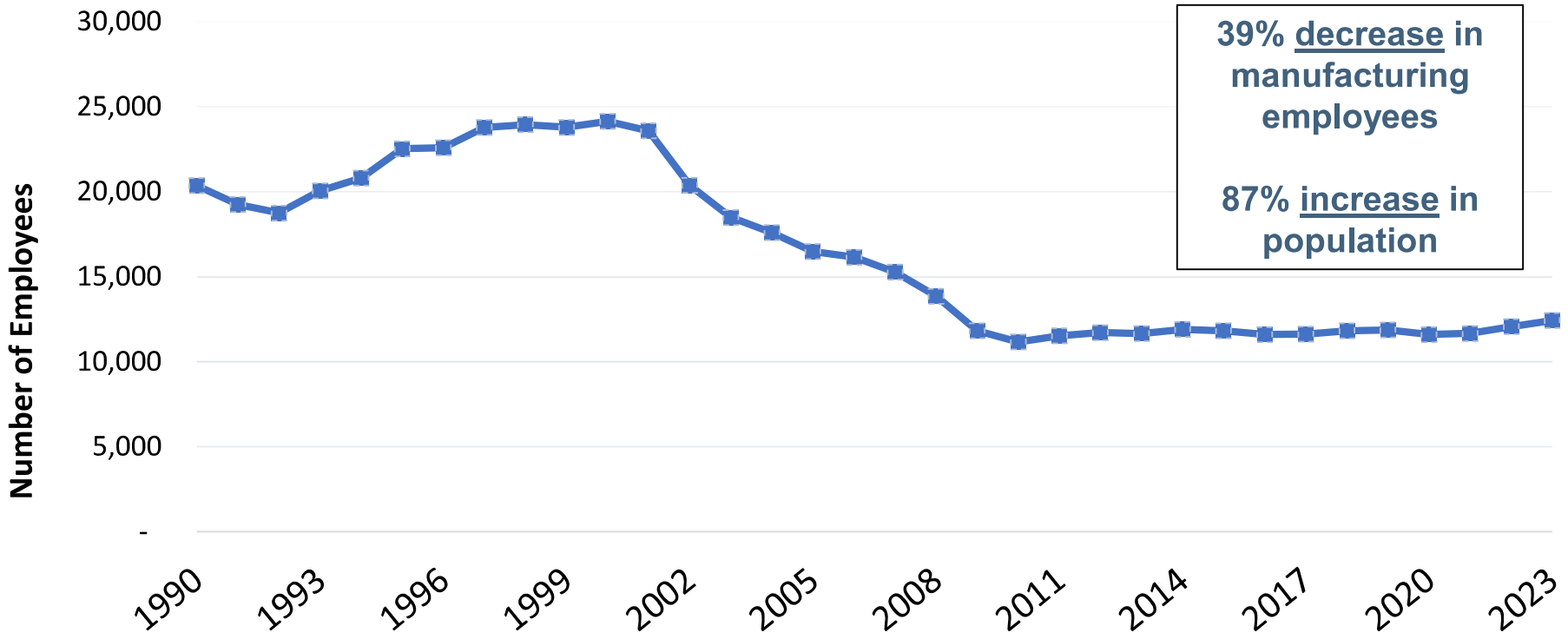
Number of Employees in Manufacturing, Colorado Springs (MSA), 1990 to 2023



Note: Manufacturing data is seasonallyy adjusted.
Sources: Federal Reserve Bank of St. Louis; Colorado State Demographer's Office; Data-Driven Economic Strategies, Inc.

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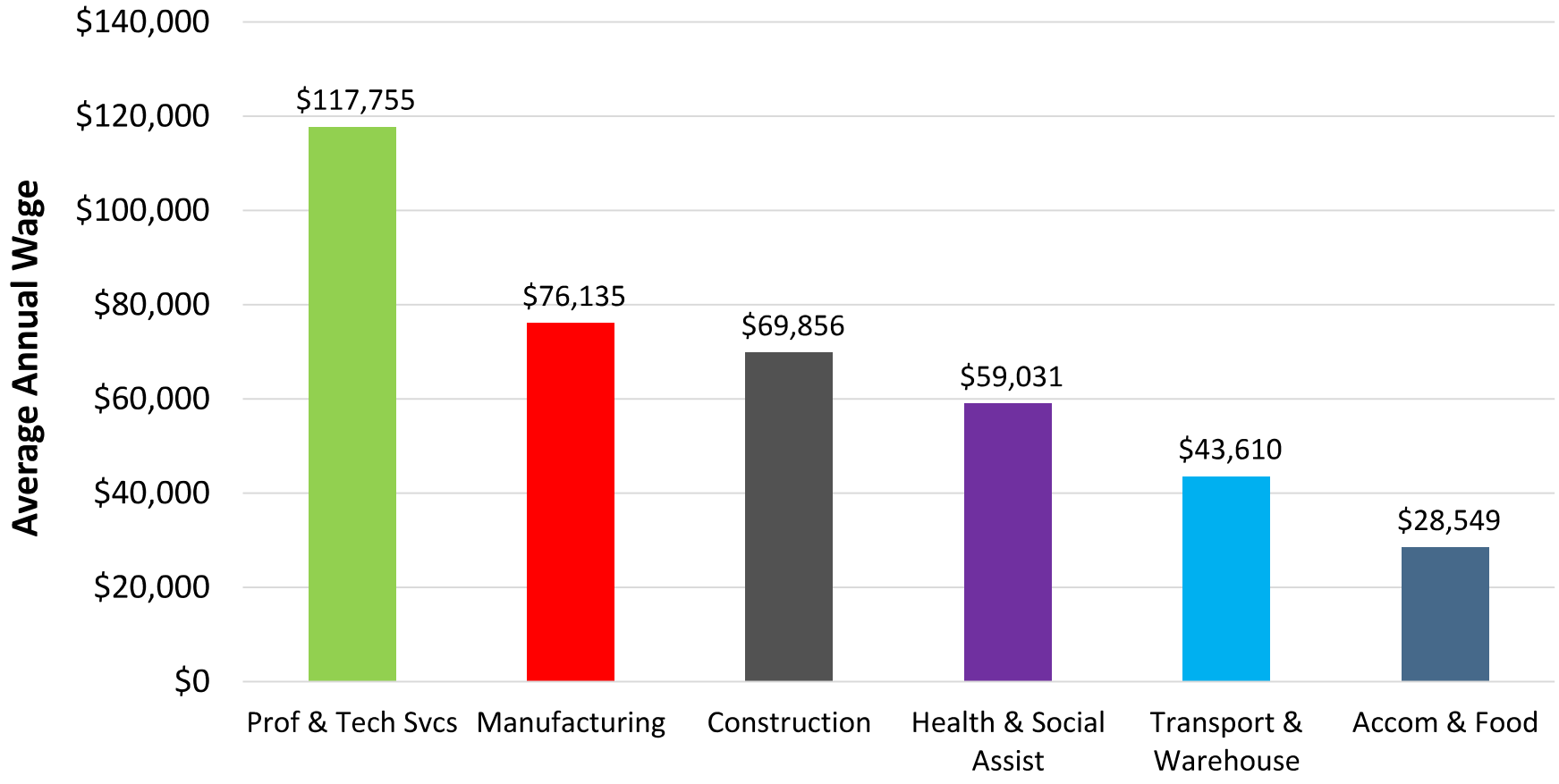
El Paso County Average Annual Wages by Sector, 2023



Notes: Includes private firms only, and salaries are in nominal dollars.
Source: U.S. Bureau of Labor Statistics; Data-Driven Economic Strategies, Inc.

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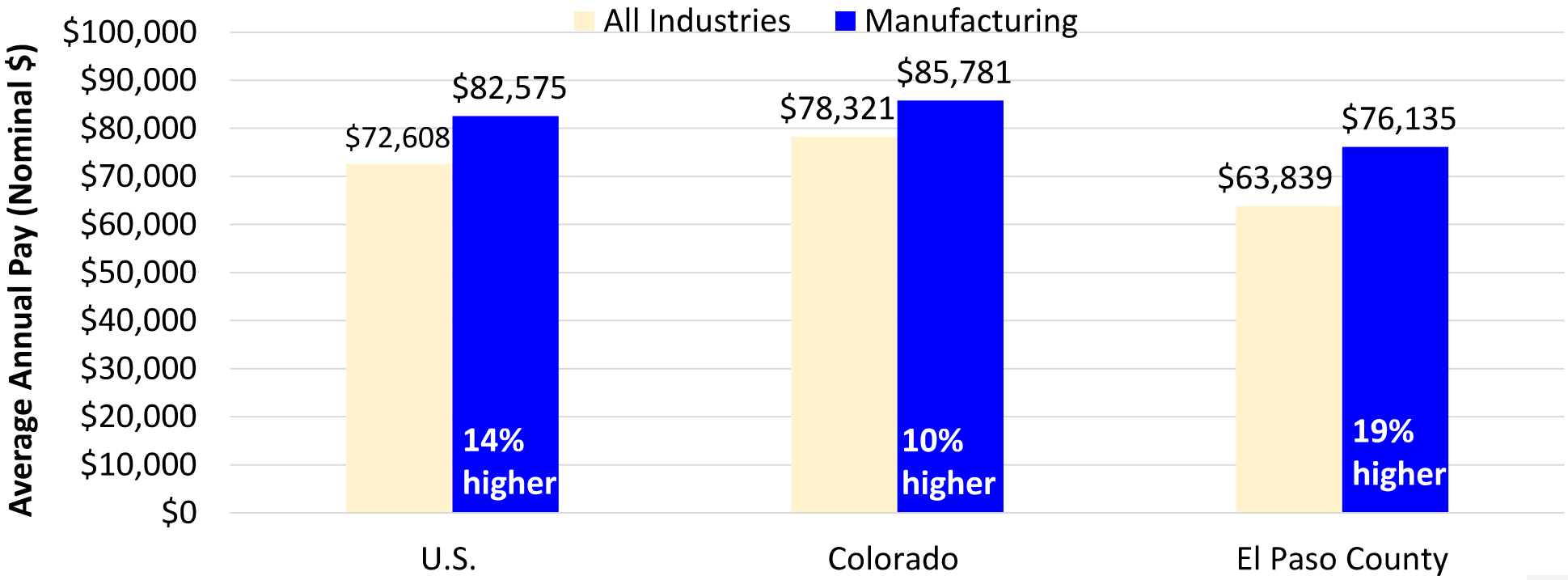
Average Annual Pay, All Industries versus Manufacturing, 2023



EPC lags in ALL industry wages
(2023 average for all industries were 10.6% lower than U.S. and 16.1% lower than CO)

Notes: Includes private firms only, and salaries are in nominal dollars.
Source: U.S. Bureau of Labor Statistics; Data-Driven Economic Strategies, Inc.

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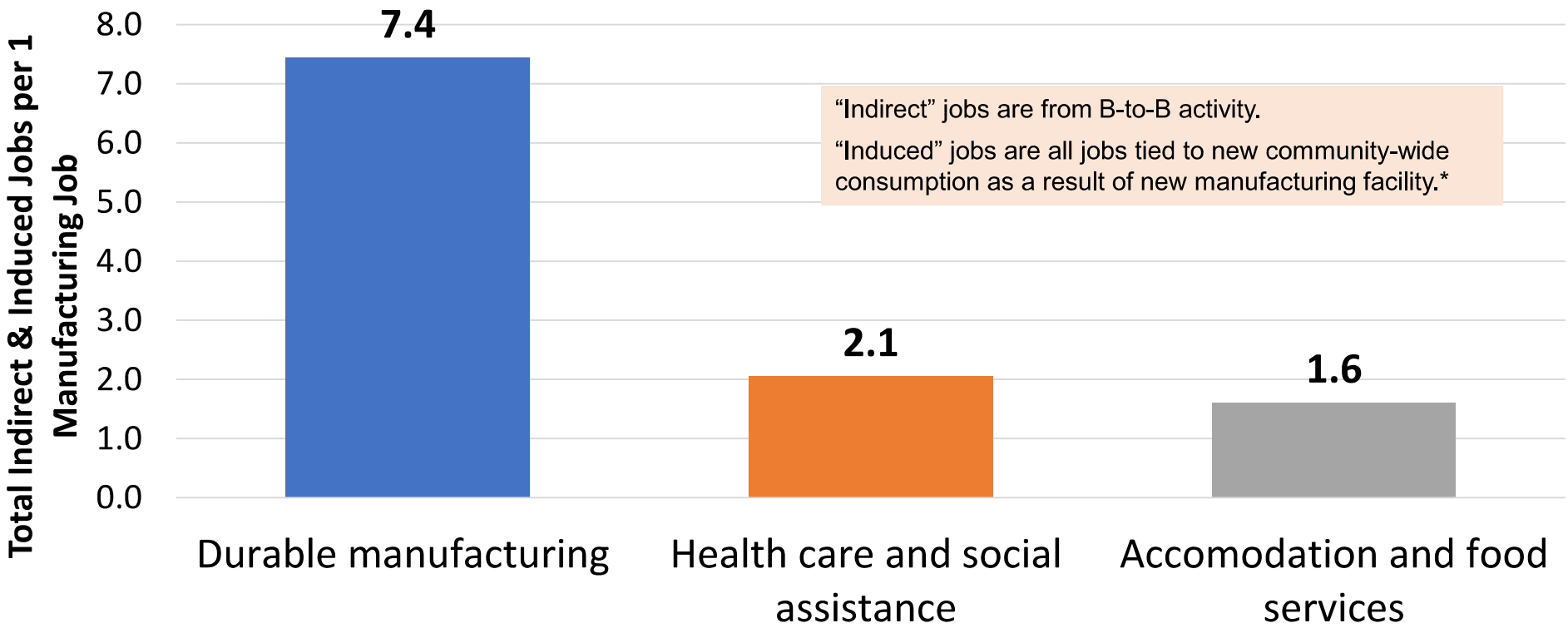
2019 Manufacturing Multiplier:
Number of Indirect & Induced Jobs for Every Direct Manufacturing Job



Source: Economic Policy Institute; Data-Driven Economic Strategies; * Examples include retail consumption, grocery stories, new homes, appliances, etc..

Data-Driven Economic Strategies

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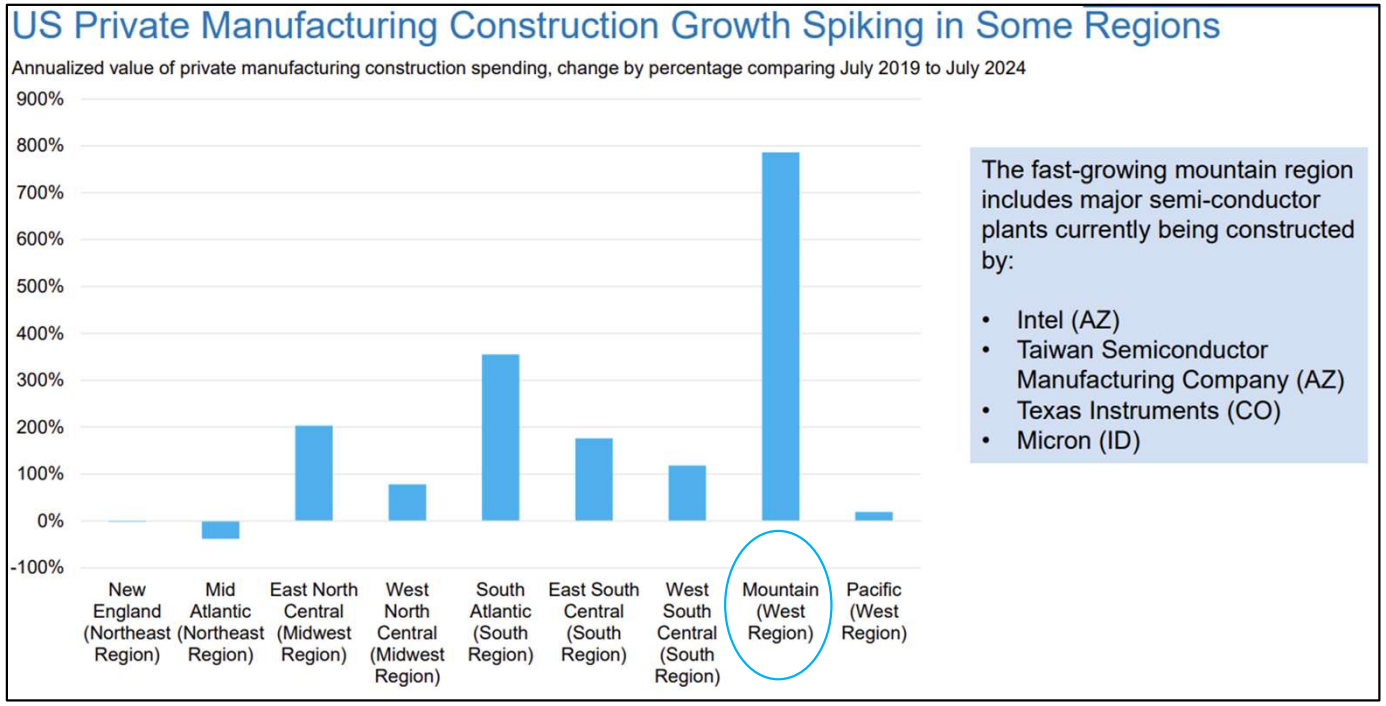
Manufacturing Investment Concentrated in Mountain West

- Pro-investment legislation in U.S. a benefit to global growth.
- Reshoring is another impetus
- Most of the growth in Mountain West



Sources: U.S. Census Bureau; The Conference Board; Reshoring Initiative

Annexation Requirements

Steve Mulliken

CITY ANNEXATION REQUIREMENTS & GUIDELINES

REQUIREMENTS AND GUIDELINES

Requirements (UDC)			
Logical Extension of City Boundary	☐	Water Ordinance requirements	☐
Beneficial to city (see guidelines)	☐	Sufficient existing or projected utilities across four services	☐
Utilities / PUC Service Territory Requirements	☐	Groundwater / easement requirements	☐
Guidelines & Other Considerations			
Offers housing diversity	☐	Sufficiency of existing or planned roadway infrastructure	☐
Sufficiency of existing or planned public safety staffing	☐	Proximity/opportunity to serve employment centers	☐
Diversity of development (commercial/industrial/residential)	☐	Economic impact on city	☐
Reasonable utilities cost recovery / ROI projections	☐	Connectivity / Proximity to transportation options	☐
Desirable parkland/open space	☐	Ability to fund / offset costs for needed public facilities (PD/FD/Public Works)	☐

COLORADO SPRINGS
OLYMPIC CITY USA

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CITY ANNEXATION REQUIREMENTS

- ✓ Logical Extension of City Boundary
  - ➢ *Satisfies critical City needs to create jobs and house new manufacturing*
  - ➢ *City currently lacks large sites suitable for manufacturing*
  - ➢ *Site is in an enterprise zone – State tax incentives available for manufacturing development*
  - ➢ *Great site for manufacturing – dual service rail; compatible neighbors, not visible from I-25*
  - ➢ *Immediately adjacent to City-owned 3,085-acre Clear Springs Ranch, which includes Ray Nixon power plant*
- ✓ Sufficiency of existing or projected utilities across all four services
- ✓ Meets water ordinance requirements
- ✓ Groundwater and easement requirements
- ✓ Utility/PUC service territory requirements

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CITY ANNEXATION REQUIREMENTS

- ✓ Beneficial to the City
  - *Fiscal Impact Analysis* – $11,082,664 positive net revenue over 20 years
  - Fiscal Impact Analysis is important but not the sole measure of benefit to the City
  - The project will create an estimated 7,700 new jobs on site, with a 7.4 multiplier of indirect and induced jobs created offsite
  - *Diversifies the economy by adding an attractive, mega-manufacturing site* – creating a new economic engine for the region
  - Helps Fort Carson by providing the opportunity for a second, more secure rail access and employment for veterans
  - Is the culmination of a regional, public-private partnership effort initiated in 2018

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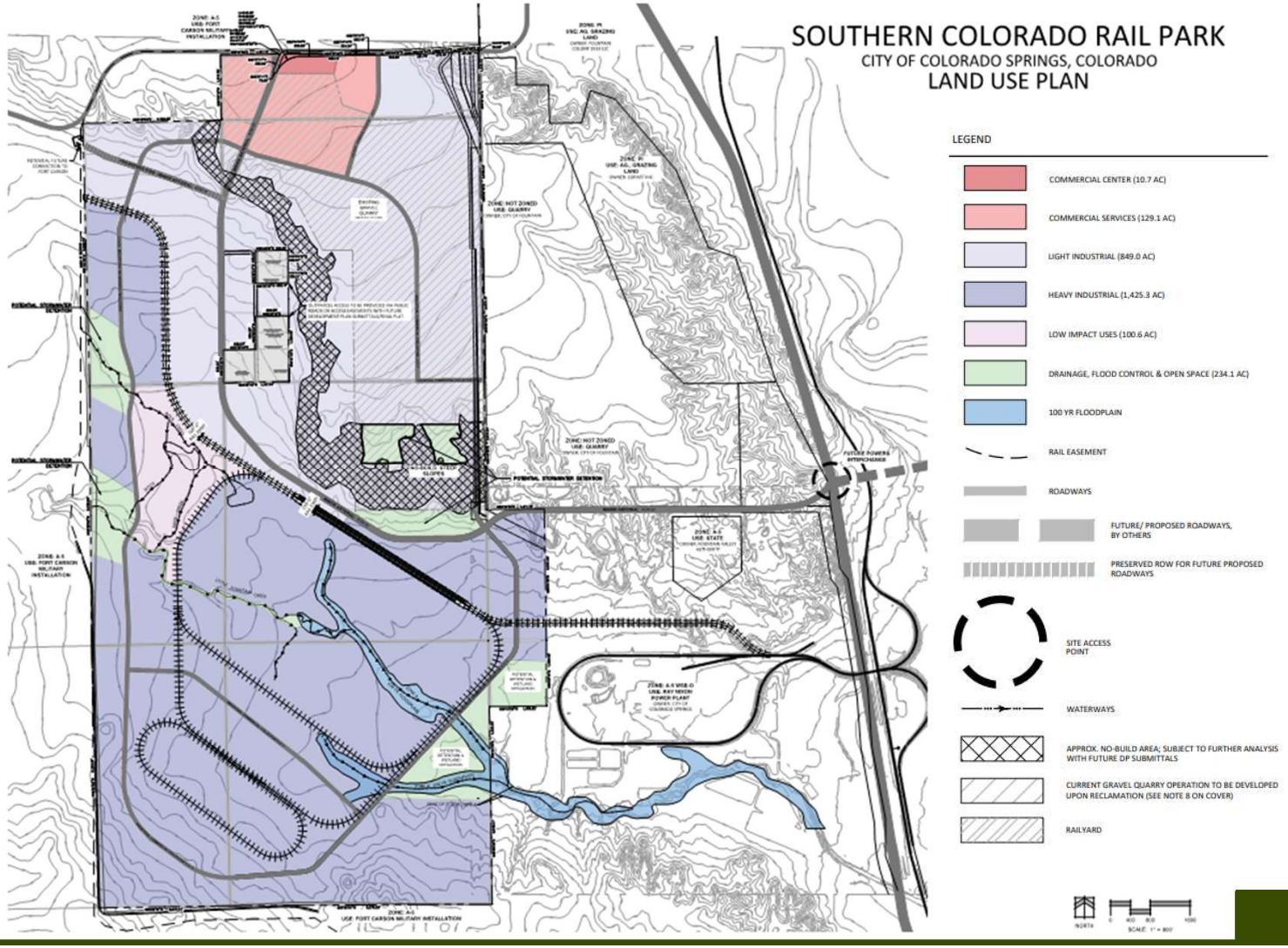
QUESTIONS?



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EXTRA SLIDES

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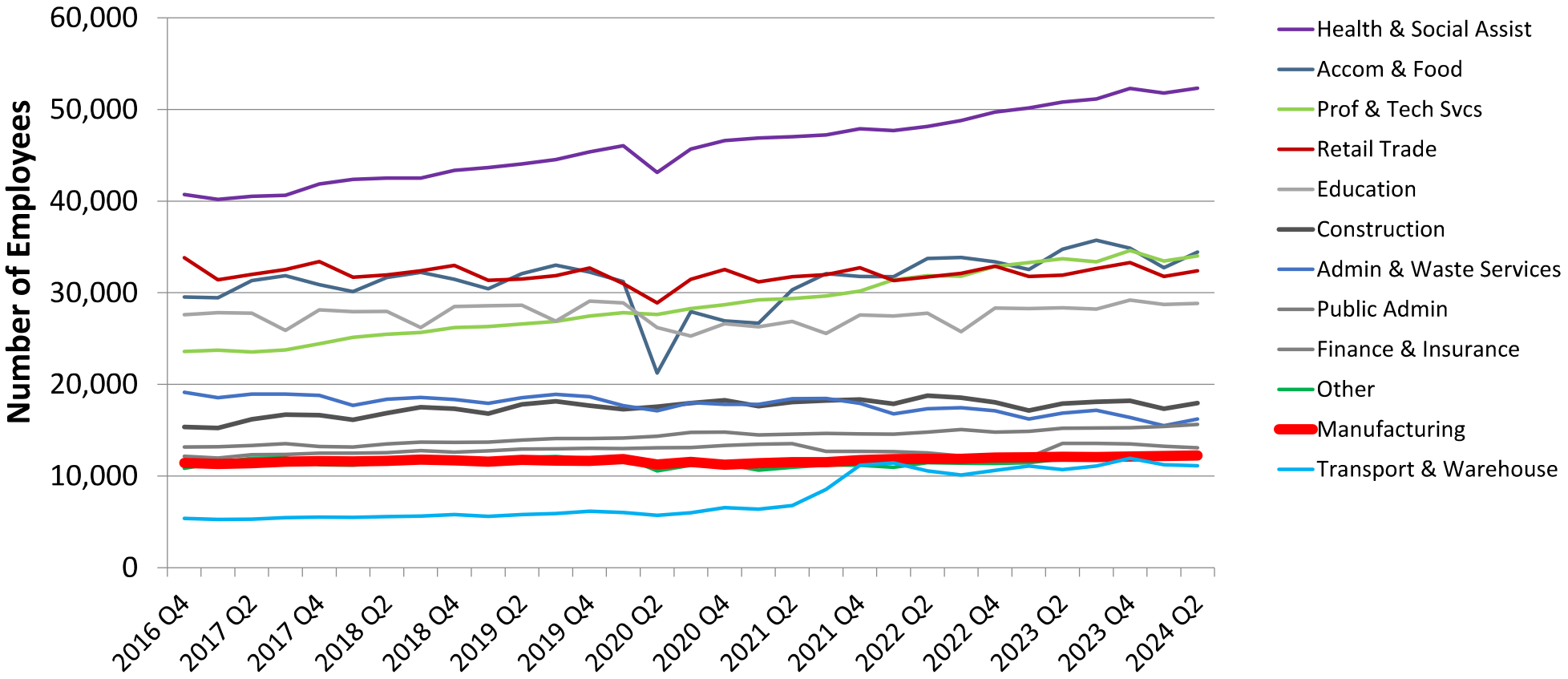
El Paso County Quarterly Employees in Top 12 Sectors



Note: This data lags up to 3 quarters and includes public and private employment but not military-related employees.
Source: Colorado Department of Labor & Employment, Quarterly Census of Employment & Wages

Data-Driven Economic Strategies

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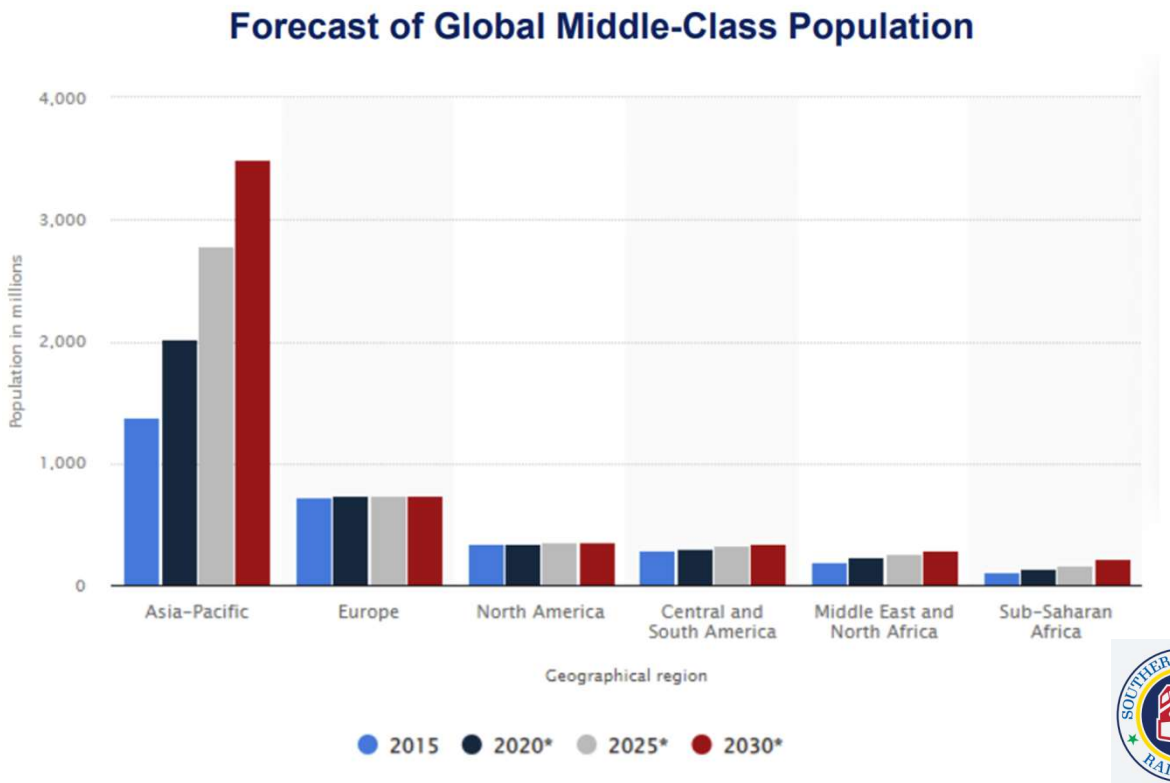
Increasing Middle Class in Emerging Economies= Increased Demand for Manufactured Goods

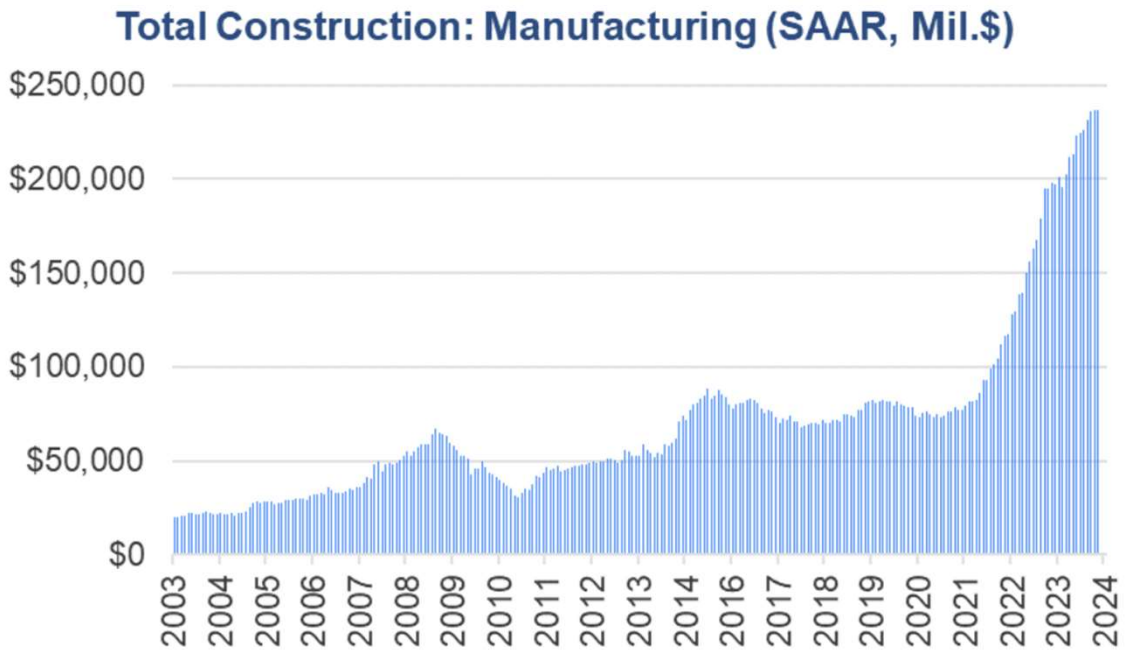
- Emerging economies will have increasing middle class (especially Asia- Pacific), so there is even more opportunity for *goods* production.
- As economies develop, consumers purchase more goods.



Source: The Conference Board

Increasing Middle Class in Emerging Economies: Increasing Investment in Manufacturing

- Infrastructure investments in transportation, renewables, green energy across the planet
- U.S. has highest % increase from 2013 to 2022.
- Evident in manufacturing construction



Source: The Conference Board

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Urban Design
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Government Investment in Manufacturing

- CHIPS and Science Act (August 2022)
  - **$52.7 billion** for domestic semiconductor research and manufacturing

- Inflation Reduction Act (August 2022)
  - Expand clean energy and manufacturing
  - **$50 billion** in clean manufacturing investments and estimated **900,000 jobs** over the next decade
  - Has triggered **$115 billion in private investments**

- Infrastructure Investment and Jobs Act (November 2021)
  - **$550 billion** in new spending
  - Traditional infrastructure and indirect manufacturing

Sources: U.S. Department of Commerce, U.S. Department of the Treasury, Bluegreen Alliance, U.S. Department of Transportation

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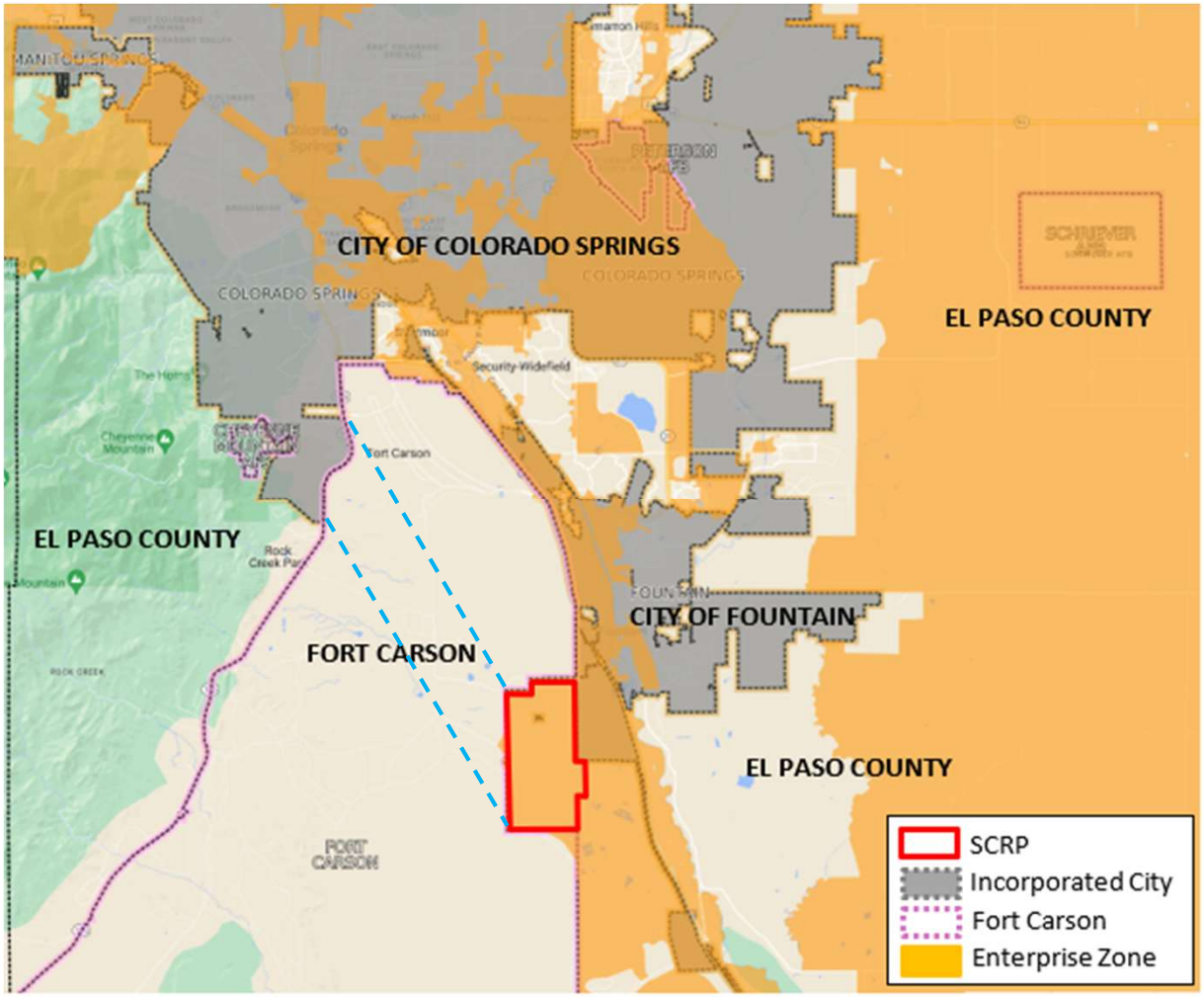
BASIS FOR ANNEXATION

- C.R.S. 31-12-104(1)(A): Contiguity shall not be affected by the existence of intervening public land between the annexing municipality and the land proposed to be annexed
- C.R.S. 31-12-105(1)(E): The 3-mile limit on the extension of the municipality's boundary may be exceeded for the annexation of an enterprise zone
- Annexation Petition accepted on November 26, 2024



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CITY ANNEXATION GUIDELINES

1. Offers housing diversity
   - *No housing proposed in SCRP*
2. Sufficiency of existing or planned roadway infrastructure
   - *Planned Rail Spur will provide rail access to the site, which will reduce heavy truck traffic on I-25*
   - *Initial access will be from Charter Oak Ranch Road which has recently been improved*
   - *Future phases will require planned connection to I-25 at the location of the future Powers Boulevard intersection*
3. Sufficiency of existing or planned public safety staffing
   - *CSFD has requested 5-acre site for a future fire station, which is acknowledged via a note on the LUP*
   - *Discussions are ongoing with CSPD and police service requirements will be addressed in annexation agreement*
4. Proximity/opportunity to serve employment centers
   - *SCRP will be a major employment center with significant job creation potential*

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CITY ANNEXATION GUIDELINES

5. Diversity of development (commercial/industrial/residential)

   - *SCRP will accommodate heavy and light industrial uses, with commercial services and commercial retail as supporting uses, **diversifying our economy***
   - *As SCRP will be rail-served that will attract heavy industrial uses, it is not an appropriate location for residential use*

6. Economic impact on city

   - *High paying jobs*
   - *Spin-off jobs (7.4 multiplier), sales and property tax increases*
   - *Diversifying the economic base*
   - *Potential to generate up to **7,700 direct jobs**, providing job and wage growth, spin-off spending and increased tax revenue for the City*
   - *A unique opportunity in the region for a mega rail-served park facilitating much needed manufacturing growth*
   - *Employment opportunities for veterans*

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CITY ANNEXATION GUIDELINES

8. Reasonable utilities cost recovery/ROI projections
    - *Annexation agreement will ensure cost recovery is met*
9. Connectivity/Proximity to transportation options
    - *SCRP will be providing a rail spur that will:*
        - *make Fort Carson more resilient and BRAC proof*
        - *give CSU a new utility easement to Fort Carson if needed for redundancy*
        - *provide a regionally important rail-served industrial park with direct access to I-25*
10. Desirable parkland/open space
    - *Public parkland/open space is not required for non-residential development*
11. Ability to fund/offset costs for needed public facilities
    - *SCRP Metropolitan Districts 1-3 will fund required public infrastructure and facilities*

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ENTERPRISE ZONE STATUS

EL PASO COUNTY
COLORADO

Economic Development Department

Crystal LaTier, Executive Director
719-520-6484
Economic Development Department
Nine East Vermijo Avenue
Colorado Springs, CO 80903
www.ElPasoCo.com

Board of County Commissioners
Holly Williams, District 1
Carrie Geitner, District 2
Stan VanderWerf, District 3
Longinos Gonzalez, Jr., District 4
Cami Bremer, District 5

September 10, 2024

Mulliken Weiner Berg & Jolivet
Attention: Joshua Wolff
102 S Tejon Street, Ste 900
Colorado Springs, CO 80903

Dear Mr. Wolff,

The following El Paso County parcels that make up the Southern Colorado Rail Park are situated within the geographic boundaries of the Pikes Peak Enterprise Zone:

- Edw C. Levy Co. dba Schmidt Construction Inc.
  - 6600000047
  - 6600000048
  - 6600000004
  - 6600000050
  - 6600000008
  - 6600000011
- Southern Colorado Rail Park LLC
  - 6600000009
  - 6600000049
  - 6600000041
  - 6600000010
  - 6600000040
  - 6600000012
  - 6600000014
  - 6600000030

The Colorado Enterprise Zone (EZ) Program was created by the Colorado Legislature (C.R.S. Title 39, Article 30) to promote a business-friendly environment in economically distressed areas by offering state income tax credits that incentivize businesses to locate and develop in – and non-profit organizations to assist with the needs of – these communities.

Requirements/Eligibility Rules
Areas with high unemployment rates (25% above state average), low per capita income (25% below state average), and/or slower population growth (less than 25% of state average in rural areas) may be approved for EZ designation by the Colorado Economic Development Commission. Only taxpayers engaged in business that is legal under both state and federal law are eligible to claim EZ income tax credits.

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