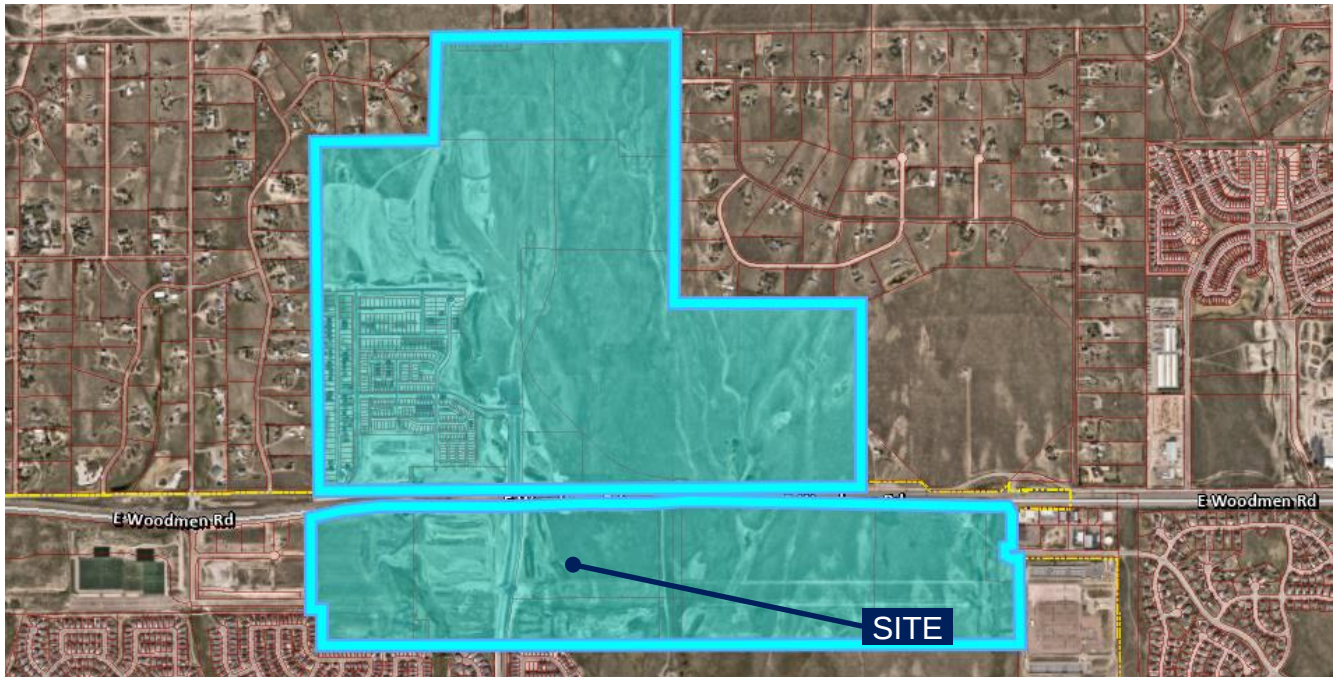




PERCHERON LAND USE PLAN MODIFICATION AND REZONE

Planning Commission November 12, 2025

Staff Report by Case Planner: Molly O'Brien



Quick Facts

Applicant

N.E.S.

Property Owner

BLH No. 2, LLC

Developer

Norwood Development Group

Address / Location

North and South of East
Woodmen Road, East of Banning
Lewis Parkway

TSNs

5300000773, 5300000748,
5300000770, 5300000772,
5300000717

Zoning and Overlays

Current: PDZ/AP-O

Proposed: MX-L/AP-O

Site Area

350 acres

Proposed Land Use

Commercial

Applicable Code

UDC

City Council District

District #6

Project Summary

A Zone Map Amendment (rezoning) and Major Modification to the Percheron Land Use Plan consisting of 350 acres. The proposed rezone would change 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). The Major Modification to the Percheron Land Use Plan proposes increased commercial land uses and minor circulation changes and relocate a planned school site.

File Numbers	Application Type	Decision Type
PDZL-25-0004	Land Use Plan Major Modification	Quasi-Judicial
ZONE-25-0025	Zone Map Amendment (Rezoning)	Quasi-Judicial

Background

Prior Land-Use History and Applicable Actions

<i>Action</i>	<i>Name</i>	<i>Date</i>
Annexation	Banning Lewis Ranch North Annexation (Ord. 21-13)	January 28, 2021
Master Plan	Banning Lewis Ranch North (Percheron)	January 29, 2021
Zoning	PUD/AO (Ord. 21-14)	January 26, 2021
Subdivision	N/A	N/A

Site History

The Banning Lewis Ranch North Annexation consisted of 887.08 acres in the northeast quadrant of Colorado Springs, east of North Marksheffel Road and north and south of East Woodmen Road. The annexation, master plan, and zone change were enacted in January of 2021 under the previous Chapter 7 zoning code. The zoning ordinance (Ord. 21-14) established a maximum residential density of 2,900 dwelling units, and the master plan (now classified as a land use plan under the current zoning code) denotes a mix of proposed land uses, including commercial, school, fire station, open space/trails, community park, neighborhood parks, and utility easements, as well as a variety of residential densities. The master plan (now land use plan) has been amended three times prior to this application, primarily to reflect future development plan layouts. The 2022 addition of a 126.5-acre regional sports complex/community park south of E Woodmen Rd was among the most significant changes from the original plan. The land impacted by the subject applications is currently vacant.

Applicable Code

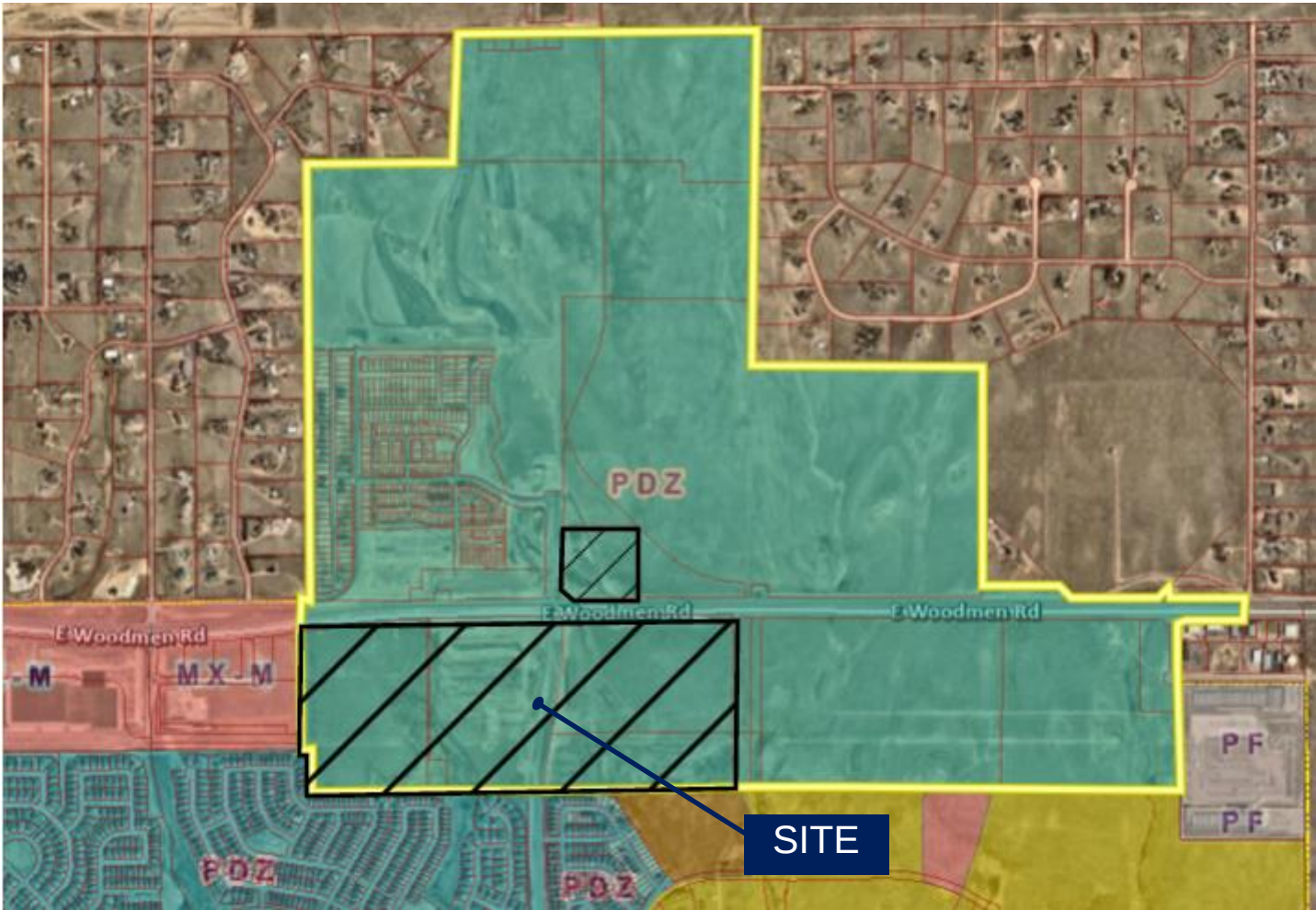
The subject applications were submitted after the implementation date (06/05/2023) of the ReTool project, and as such, the application was reviewed under the Unified Development Code. All subsequent references within this report that are made to “the Code” and related sections are references to the Unified Development Code.

Surrounding Zoning and Land Use

Adjacent Property Existing Conditions

	<i>Zoning</i>	<i>Existing Use</i>	<i>Special Conditions</i>
North	PDZ AP-O (Planned Development Zone with Airport Overlay)	Single-Family Residential	N/A
West	MX-M AP-O	Vacant (Planned Commercial and Multi-Family Residential)	N/A
South	PDZ AP-O (Planned Development Zone with Airport Overlay)	Single-Family Residential	N/A
East	PDZ AP-O (Planned Development Zone with Airport Overlay)	Vacant (Planned Regional Sports Complex)	N/A

Zoning Map



Stakeholder Involvement

Public Notice

Public Notice Occurrences (Poster / Postcards)	Initial Review / Prior to Planning Commission Hearing
Postcard Mailing Radius	1,000 feet
Number of Postcards Mailed	264
Number of Comments Received	5

Public Engagement

Staff received five comments during the initial review period (refer to Attachment 4 - Public Comment). Concerns included negative impacts on wildlife, increased traffic volume, and the potential for crime caused by the increased commercial land use. As this area has already been intended for development, concerns about wildlife are not applicable. A Traffic Impact Study (TIS) was reviewed by City Traffic Engineering, which determined that the existing and planned roadway infrastructure should be sufficient to adequately handle the proposed commercial activity with the application of a TIS

mitigation option to improve traffic flow at the East Woodmen Road / Golden Sage Road intersection (refer to Attachment 5 – Traffic Impact Study). Finally, the proposal was reviewed by a CSPD representative, who had no concerns with the proposed use type from a crime perspective.

Timeline of Review

Initial Submittal Date	June 17, 2025
Number of Review Cycles	3
Item(s) Ready for Agenda	October 22, 2025

Agency Review

Traffic Impact Study

City Traffic Engineering reviewed the traffic impact analysis (TIS) submitted by the applicant and determined that the TIS was complete and provided adequate information and analyses per the requirements of the Traffic Criteria Manual. They also provided the following comments: *“All nearby intersections are expected to operate at acceptable level of service (LOS) per the city Traffic Criteria Manual. Only Woodmen Road / Golden Sage Road intersection is expected to operate at LOS F during year 2045. The developer will be responsible to apply one of the TIS mitigation options to improve traffic flow at Woodmen Road / Golden Sage Road intersection.”*

School District 49

District 49 reviewed the proposal and had no concerns with the proposed consolidation and relocation of the school site.

Stormwater Enterprise (SWENT)

SWENT reviewed the proposal and had no comments.

Colorado Springs Utilities (CSU)

CSU reviewed the proposal and had no comments.

Colorado Springs Fire Department (CSFD)

CSFD had minor technical comments that were addressed by the applicant.

PLDO/CDI Program Administrator

The PLDO/CDI administrator reviewed the proposal and provided the following informational comment: *“The shown Neighborhood Park sites of 12.3 acres is above the estimated 11.4 acres obligated through City Code, 7.4.307 Park Land Dedications. The four park sites are distributed to where all residential units are within a 0.5 mile of a Neighborhood Park. Community Park acreage is to be met through the Regional Sports Complex development.”*

Colorado Springs Airport

The Airport Advisory Commission reviewed and approved this proposal with standard comments.

Colorado Springs Police Department (CSPD)

CSPD reviewed the proposal and had no comments.

El Paso County

Due to the site’s adjacency to El Paso County and its location within a County Fire District, El Paso County reviewed the proposal and provided minor comments that were addressed by the applicant.

Engineering Development Review

Engineering Development Review had no comments.

Summary of Application

The proposed Zone Map Amendment (rezone) consists of 144.7 acres south of East Woodmen Road and 11.5 acres north of East Woodmen Road just east of Banning Lewis Parkway (refer to Attachment 3 – Zone Change Exhibit). The 156.18 total acres are currently zoned PDZ/AP-O (Planned Development Zone with Airport Overlay). The intended land use was primarily commercial both north and south of East Woodmen Road on either side of Banning Lewis Parkway, with 39.4 acres of the zone change area south of East Woodmen Road originally being planned as residential development (refer to Attachment 1 – Project Statement). The land is currently vacant.

The proposed zoning is MX-L/AP-O (Mixed-Use Large Scale with Airport Overlay). This zone district accommodates a wide variety of high-intensity commercial uses, including retail, office, hotels, restaurants, entertainment, and multi-family residential uses. It should be noted that multi-family residential is not a proposed use per the Percheron Land Use Plan (refer to Attachment 2 – Land Use Plan). A Major Modification to the Land Use Plan would be required if a multi-family residential use was proposed. Additionally, the previously approved residential developments Rivet at Percheron and Noma at Percheron (located in the west portion of the zone, changed area south of East Woodmen Road) will remain valid until their expiration dates.

The MX-L (Mixed-Use Large Scale) zone district has a minimum zone district area of 10 acres. The maximum building height permitted is 65 feet, or 85 feet for lots with arterial frontage. The minimum front parking setback is 20 feet, and there are no minimum building setbacks established for the MX-L district.

Application Review Criteria

UDC Code Section 7.5.704

This application complies with UDC Section 7.4.704 as described below.

1. *The proposed rezoning is consistent with the goals and policies of the Colorado Springs Comprehensive Plan, with other plans and policies adopted by the City Council; and with the purpose statement of the proposed zone district(s).*

The proposed rezoning was evaluated and determined to be consistent with the goals and policies of PlanCOS, as well as other relevant City plans and policies. See the below section addressing the application's compliance with PlanCOS.

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

Staff found that the proposed rezoning will not be detrimental to public interest, health, safety, convenience, or general welfare. Commercial development is expected to provide amenities and economic growth to the area. The request is anticipated to be an overall benefit to the community.

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

The location is appropriate for the purposes of the MX-L (Mixed-Use Large Scale) zone district. The rezoned area will be located near the intersection of East Woodmen Road, an expressway, and Banning Lewis Parkway, a principal arterial. This intersection is planned to be a major activity center for the northeast part of the city in the future, and as such, a relatively high intensity of commercial development is appropriate in the areas immediately adjacent to the roadways. This is consistent with the MX-M (Mixed-Use Medium Scale) and MX-L (Mixed-Use Large Scale) zoning along a significant portion of East Woodmen Road.

4. *If the application proposes to rezone a small area of land, the application demonstrates that the size, scale, height density, and multimodal traffic impacts of the proposed rezoning are compatible with surrounding development or can be made compatible with surrounding development through approval conditions.*

A relatively large land area (156.18 acres) will be impacted by this Zone Map Amendment.

5. *If the application proposes to rezone a relatively small area of land, the application demonstrates that the change in zoning will not create significant dislocations of tenants or occupants of the property, or that any impacts are outweighed by other public benefits or progress toward other Colorado Springs Comprehensive Plan goals that would be achieved by approval of the application.*

The land area for this Zone Map Amendment is relatively large, at 156.18 acres, and is undeveloped at this time. The envisioned land use mix and development pattern are in alignment with PlanCOS.

6. *If a Land Use Plan or amendment to a Land Use Plan accompanies the application, the Land Use Plan or amendment complies with the applicable criteria in Subsection 7.5.514C.3 (Land Use Plan Criteria).*

The accompanying Land Use Plan Major Modification complies with applicable criteria. A detailed analysis will be provided in a later section.

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

While the land area associated with this request is currently subject to the approved Percheron Land Use Plan, the concurrent Land Use Plan Major Modification application is aligned with this Zone Map Amendment request.

8. *If the application is for creation of an ADS-O district, the approval criteria applicable to the creation of the text of the ADS-O district in Section [7.2.607D.47.5.702](#) (Decision) shall also apply to consideration of the zoning map amendment required to create or amend the boundaries of the ADS-O district.*

The requested Zone Map Amendment does not propose to create a ADS-O district.

9. *If rezoning to a PDZ district, the proposed PDZ district provides significant community amenities or other benefits, as determined by the Manager, that promote the achievement of Colorado Springs Comprehensive Plan goals and would not otherwise be required of the applicant under this UDC or other City or governmental regulations.*

The requested Zone Map Amendment does not propose to create a PDZ district.

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)). (Ord. 23-03)*

The minimum district size for MX-L is 10 acres, which has been met. The AP-O district standards will remain in effect.

After evaluation of the Percheron Zone Map Amendment (Rezoning), the application meets the review criteria.

Compliance with Relevant Guiding Plans and Overlays

The application to rezone is broadly compliant with the intent of the Banning Lewis Ranch North (Percheron) Land Use Plan. It was also evaluated and approved by the Airport Advisory Commission regarding the land's location within the Airport Overlay district.

Summary of Application

The Land Use Plan Major Modification application modifies 350 acres of the 808 acres that constitute the Percheron Land Use Plan. Major changes include eliminating the residential areas south of East Woodmen Road, consolidating and relocating the school site, and altering proposed circulation north of East Woodmen Road and east of Banning Lewis Parkway (refer to Attachment 2 – Land Use Plan).

The area of 39.4 acres of land south of Woodmen Road previously had a proposed varied residential density of 5.0-11.99 dwelling units per acre. This modification would change the future land use to commercial. A 16.9-acre open space and drainage area would remain south of the commercial area on either side of Banning Lewis Parkway, serving as a buffer between the commercial use and the adjacent single-family residential neighborhoods to the south.

Additionally, the application would relocate and consolidate a proposed school site and alter internal circulation in the area north of Woodmen and east of future Banning Lewis Parkway. The previously approved land use plan shows two separate school sites east of planned Banning Lewis Parkway and north of East Woodmen Road. In this proposal, these two areas have been consolidated into one 35-acre site on the eastern boundary of the Percheron Land Use Plan area, just north of East Woodmen Road: *“With the removal of the 10-acre school site in the northeast corner, the adjacent Residential Low (RL) and Residential Very Low (RVL) areas have been expanded north to fill this area. 18.7 acres of RH, the former 12-acre school site, and a small green connection have been adjusted to accommodate 33 acres of RM east of Banning Lewis Pkwy near the 3-acre fire station. Further, 36.8 acres of RL east of the 3.5-acre park is reallocated to increase the school site acreage and to create 15 acres of RH. After these changes, 2,084 units are anticipated which is well within the 2,900-unit maximum set forth in the PDZ zoning ordinance,”* (Attachment 1 – Project Statement). The school site consolidation was approved by District 49 (refer to Attachment 6 – D49 Correspondence).

The internal circulation pattern and land use areas east of planned Banning Lewis Parkway and north of East Woodmen Road were also altered with the plan modification to reflect the changes described above (refer to Attachment 2 – Land Use Plan), with a slight increase to the residential density in the area north of East Woodmen Road as a result. The total residential acreage has been reduced from 438.3 acres to 402.3 acres. The total acreage of non-residential areas has increased from 369.7 acres to 405.7 acres, including an increase in commercial and school land uses and a slight decrease in open space and parks.

Application Review Criteria

UDC Code Section 7.5.516.D. Modification of Approved Applications:

This application complies with Section 7.4.516.D. as described below.

- a. *Complies with the provisions of this UDC and all applicable City regulations;*

The proposed modification application is consistent with the development standards for the proposed MX-L (Mixed-Use Large Scale) zone district. The modification complies with the UDC and all applicable City regulations.

- b. *Is consistent with any conditions in the approval or permit proposed to be modified, unless the decision-making body that imposed that condition modifies that condition;*

There are no conflicts between the proposed modification and the previously approved Percheron Land Use Plan.

- c. *Does not create more adverse impacts on surrounding properties than the development approval or permit proposed to be modified; and*

Commercial land uses are appropriate to the type of development. The proposed circulation pattern is appropriate for the anticipated volume of traffic, as well as the proposed uses. While there is an existing medium density single-family residential neighborhood to the south of the proposed commercial use type, potential externalities are limited due to a 16-acre buffer of open space located between the proposed and the adjacent use. The

proposed 11-acre mixed-use commercial area north of East Woodmen Road is placed next to higher-density residential zone districts, providing a transition in use intensity between potential commercial development and low-density residential areas. Negative impacts can be further limited during the review of individual development plans.

- d. Is consistent with the Colorado Springs Comprehensive Plan, other plans adopted by City Council, and the intent of the zone district in which the property is located. Consistency with the Colorado Springs Comprehensive Plan and other plans and policies adopted by City Council;*

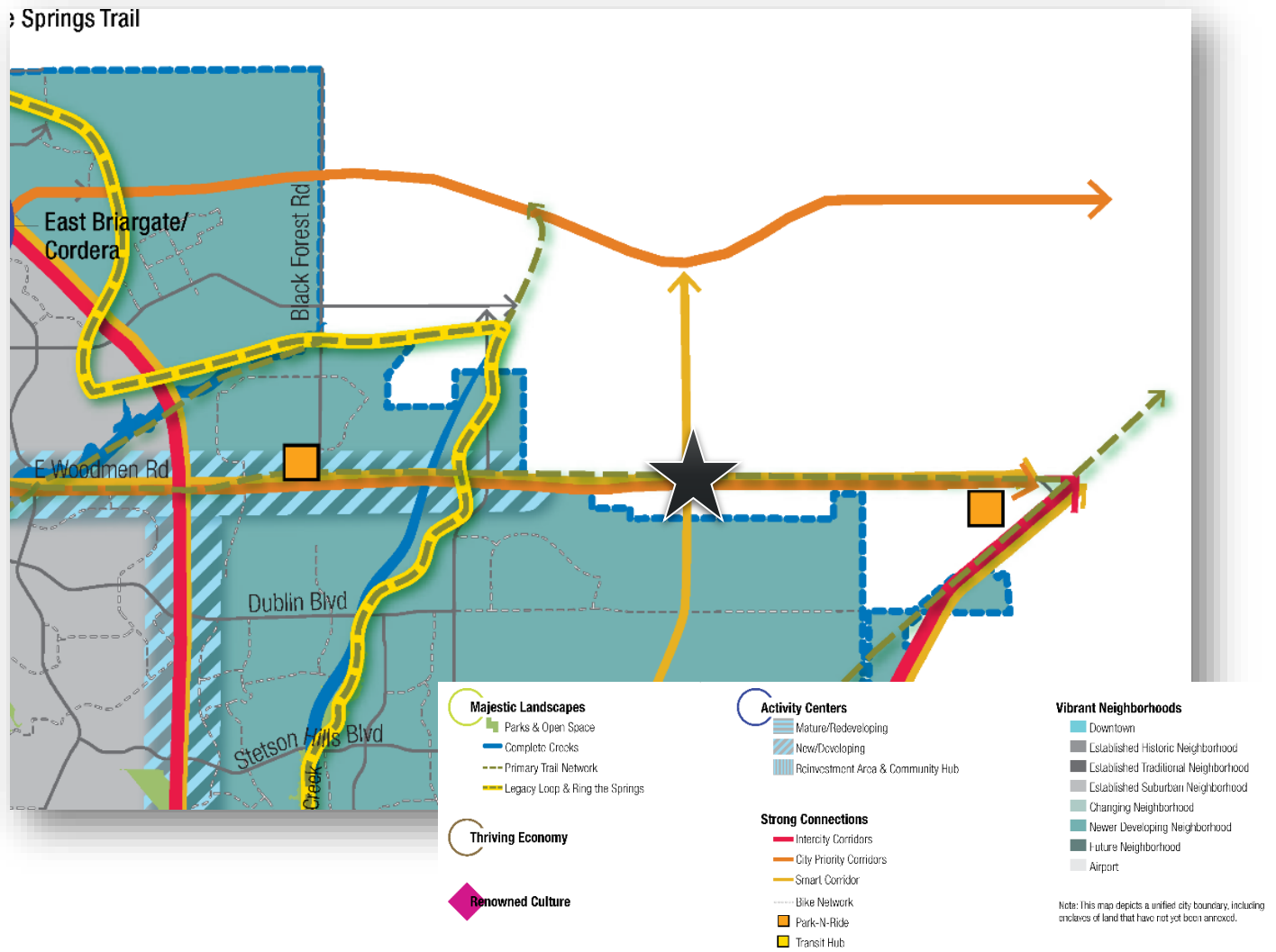
The proposal is consistent with the goals of PlanCOS. An analysis of this project in the framework of PlanCOS is included below.

After evaluation of the Percheron Land Use Plan Major Modification, the application meets the review criteria.

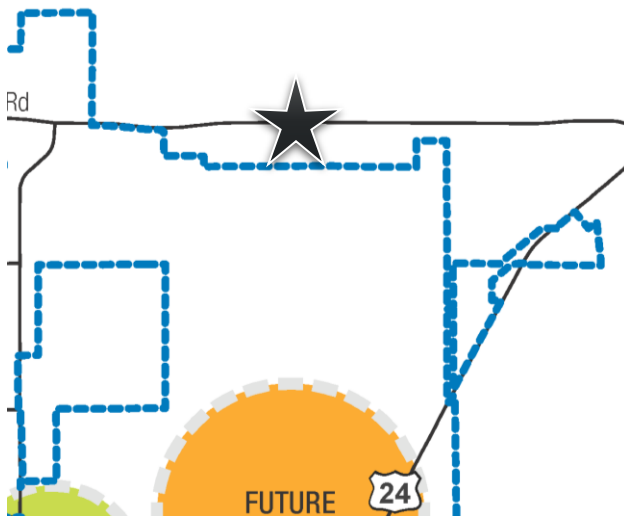
Compliance with Relevant Guiding Plans and Overlays

The application to modify the Land Use Plan is broadly compliant with the intent of the original Banning Lewis Ranch North (Percheron) Land Use Plan. It was also evaluated and approved by the Airport Advisory Commission in regard to the land's location within the Airport Overlay.

PlanCOS Vision



The proposed area is not yet depicted on the PlanCOS vision map due to its annexation in 2021 after the adoption of PlanCOS. It is considered, however, a “Future Neighborhood” per the Vibrant Neighborhoods framework. Additionally, it was named as a potential “Regional Employment and Activity Center” within the Unique Places typology. The intention was for Banning Lewis Ranch to contain concentrations of employment and commercial activity where these hubs are appropriate. Promoting a mixture of commercial, civic, and residential development is compatible with the City’s economic objectives as described in the “Thriving Economy” chapter of PlanCOS.



Predominant Typology

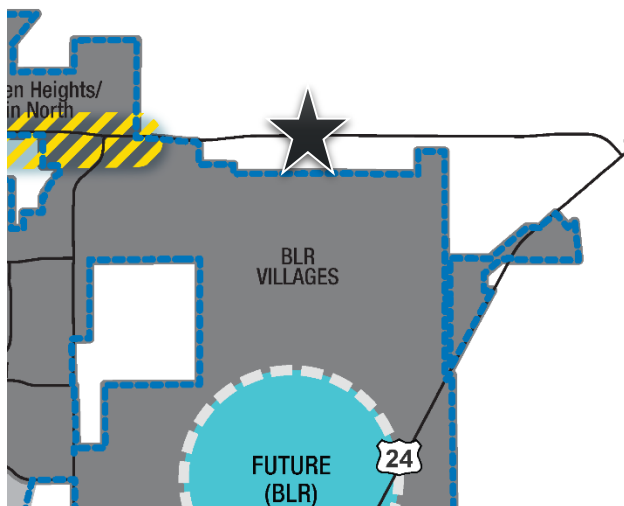
- Cornerstone Institutions
- Spinoffs and Startups
- The Experience Economy
- Life and Style
- Industry Icons
- Critical Support
- City Boundary
- Interstate 25
- Major Roads

Thriving Economy

The proposal supports the following goals and strategies outlined in the Thriving Economy chapter of PlanCOS.

Strategy TE-1.A-1: Provide an adequate supply of varied, development-ready sites that are appropriate for new investments in existing industry and targeted clusters.

Strategy TE-1.C-5: Provide for convenient access to quality goods and services that support major employment areas, through a combination of proactive and responsive planning, zoning, and development approval actions.



Predominant Typology

- Neighborhood Centers
- Community Activity Centers
- Entertainment and Commercial Centers
- Regional Employment and Activity Centers
- Downtown
- Mature/Redeveloping Corridors
- New/Developing Corridors
- Reinvestment Area and Community Hub

Unique Places

The subject site is named as a potential future “Regional Employment and Activity Center” within the Unique Places chapter. These areas are “*large intensive centers that serve the city and region as a whole. These places are supported by a mix of uses that meet the needs of employees and visitors, such as restaurants, lodging, child care, higher density residential development, and educational facilities.*” The following policies and strategies are consistent with the proposal.

Policy UP-5.A: Actively evaluate plans for existing, new, and redeveloping urban places and corridors from the perspective of fiscal and environmental sustainability.

Strategy UP-1.A-2: Evaluate new and redeveloping land use related to enhancement and support of existing, transitioning, and new activity centers.

Statement of Compliance

PDZL-25-0004 – Percheron Land Use Plan Modification

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

ZONE-25-0025 – Percheron Zone Map Amendment (Rezoning)

After evaluation of the Percheron Zone Map Amendment (Rezoning), the application meets the review criteria.