

EL PASO COUNTY
COLORADO

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Board of County Commissioners
Holly Williams, District 1
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TO: El Paso County Planning Commission
Brian Risley, Chair

FROM: Ryan Howser, Planner II
Lupe Packman, EI Engineer I
Kevin Mastin, Interim Executive Director

RE: Project File #: AL-21-009
Project Name: 7440 Templeton Gap Rd Billboard
Parcel No.: 53070-00-040

OWNER:	REPRESENTATIVE:
Roots Properties, LLC 7440 Templeton Gap Road Colorado Springs, CO, 80923	Lamar Advertising 2110 Naegele Road Colorado Springs CO, 80904

Commissioner District: 2

Planning Commission Hearing Date: 6/16/2022
Board of County Commissioners Hearing Date 6/21/2022

EXECUTIVE SUMMARY

A request by Lamar Advertising for approval of a special use for construction of a new electronic message display (EMD) billboard. The 5-acre property is zoned CC (Commercial Community), is subject to the CAD-O (Commercial Airport Overlay) district, and is located on the south side of E Woodmen Road, approximately one-half of a mile east of the intersection of E Woodmen Road and N Powers Boulevard and within Section 7, Township 13 South, Range 65 West of the 6th P.M.

A. REQUEST/WAIVERS/DEVIATIONS/AUTHORIZATION

Request: A request for a special use for construction of a new electronic message display (EMD) billboard.

Waiver(s)/Deviation(s): There are no waivers or deviations associated with this request.

Authorization to Sign: There are no documents associated with this application that require signing.

B. PLANNING COMMISSION SUMMARY

Request Heard:

Recommendation:

Waiver Recommendation:

Vote:

Vote Rationale:

Summary of Hearing:

Legal Notice:

C. APPROVAL CRITERIA

Pursuant to Section 5.3.2.C of the El Paso County Land Development Code (2021), the Planning Commission and Board of County Commissioners may consider the following criteria in approving a special use:

- The special use is generally consistent with the applicable Master Plan;
- The special use will generally be in harmony with the character of the neighborhood, and will generally be compatible with the existing and allowable land uses in the surrounding area;
- The impact of the special use does not overburden or exceed the capacity of public facilities and services, or, in the alternative, the special use application demonstrates that it will provide adequate public facilities in a timely and efficient manner;
- The special use will not create unmitigated traffic congestion or traffic hazards on the surrounding area, and has adequate, legal access;
- The special use will comply with all applicable local, state, and federal laws and regulations regarding air, water, light, or noise pollution;
- The special use will not otherwise be detrimental to the public health, safety and welfare of the present or future residents of El Paso County; and/or
- The special use conforms or will conform to all other applicable County rules, regulations or ordinances.



D. LOCATION

North:	City of Colorado Springs	Multifamily Residential
South:	A-5 (Agricultural)	Agricultural
East:	City of Colorado Springs	Vacant
West:	City of Colorado Springs	Vacant

E. BACKGROUND

The property was zoned A-2 (Agricultural) on September 20, 1965, when zoning was first initiated for this portion of the County (Resolution No. 434870). The Board of County Commissioners (BoCC) approved a map amendment (rezone) from A-2 to PBP (Planned Business Park) on October 5, 1984 (Resolution No. 84-451, Land Use-271). Due to changes in the nomenclature of the Land Development Code, the PBP zoning district was renamed as the CC (Commercial Community) zoning district in 2005.

The property is subject to an exemption of the subdivision regulations, which was approved by the BoCC on January 3, 1977 (El Paso County Public Records, Book 2890, Page 383). The property’s legal description and configuration has not changed since the subdivision exemption was approved, and therefore, the property is considered a legal division of land and is eligible for building permits.

There are several existing structures on the property; these structures were constructed in 2015 and are associated with a commercial tree farm and nursery, which was approved by the El Paso County Planning and Community Development Department on September 25, 2014 (PCD File No. PPR-14-018).

The applicant is requesting approval of a special use permit for an illuminated billboard on the property. The billboard is proposed to be illuminated with an electronic message display (EMD), which requires special use approval pursuant to Section 6.2.9.B.3.c of the Code. New billboards proposing to use EMD shall require BoCC approval.

If the special use request is approved, the applicant will be required to submit a site development plan in order to demonstrate compliance with the development standards of the Code. The site development plan will need to be substantially consistent with the site plan provided with the special use application and will need to provide a more detailed depiction of the proposed use, including landscaping and lighting.



F. ANALYSIS

1. Land Development Code Analysis

The Code requires special use approval for a billboard which proposes to use EMD. New billboards proposing to use EMD shall require BoCC approval. The application meets the special use criteria identified in Section 5.3.2(C) of the Code. The property is currently zoned for commercial uses and there is an existing commercial use on the property.

New billboards are required to be 245 square feet in size or less; however, larger billboards may be constructed using existing billboard credits pursuant to Section 6.2.9.D of the Code. The applicant is proposing to use existing billboard credits to construct a new double-sided billboard that is 378 square feet for each side. The applicant has adequate billboard credits to construct a billboard of this size and is proposing to use credits for two 400-square foot billboards in order to construct the billboard.

The applicant has demonstrated compliance with the regulations for EMD displays pursuant to Section 6.2.9.B.3.c of the Code. The applicant has provided a lighting plan which demonstrates how the brightness of the proposed billboard will meet the maximum lighting levels identified in the Code. If the special use request is approved, the applicant will be required to submit and receive approval of a commercial site development plan. The site development plan will need to be substantially consistent with the site plan provided with the special use application.

2. Zoning Compliance

The subject property is zoned CC (Commercial Community). The CC zoning district is intended to accommodate retail sales and service establishments that generally require freestanding or small center type buildings and that primarily serve adjoining neighborhoods. The density and dimensional standards for the CC zoning district are as follows:

- Minimum lot size – N/A
- Minimum zoning district area – 1 acre
- Setbacks – front 25 feet, sides 25 feet / 0 feet internal to the CC district, and rear 25 feet / 0 feet internal to the CC district
- Maximum lot coverage – N/A
- Maximum building height – 45 feet

The existing structures meet the dimensional standards of the CC district. The billboard is proposed to be located 25 feet from the north property line and 25



feet east of the west property line, which will meet the setback requirements. The billboard is proposed to be 35 feet in height. Therefore, the proposed billboard is shown to meet the dimensional standards of the CC zoning district.

G. MASTER PLAN ANALYSIS

1. Your El Paso Master Plan

a. Placetype: Urban Residential

Placetype Character:

The Urban Residential placetype consists of established neighborhoods immediately adjacent to equally dense or more dense urban neighborhoods in incorporated areas, as well as new, largely residential neighborhoods in previously undeveloped areas where centralized utility services are available. The Urban Residential placetype provides for a mix of development densities and housing types within a neighborhood. Urban Residential placetypes generally support accessory dwelling units as well. The dense urban development and high intensity of existing Urban Residential areas make it difficult to distinguish them from adjacent incorporated areas. The development of an Urban Residential placetype will strongly depend upon availability of water and wastewater services.

An interconnected network of pedestrian and bicycle infrastructure make Urban neighborhoods walkable internally and well-connected to adjacent placetypes. Highly accessible parks and open space are integrated throughout the neighborhood. Neighborhood-serving retail areas in this placetype should be conveniently connected and accessible to residents of the nearby neighborhood. Commercial uses should be located along main or perimeter streets rather than imbedded within primarily residential areas. Cimarron Hills is the most prominent example of this placetype.

Recommended Land Uses:

Primary

- Single-family Detached Residential (5 units/acre or more)
- Single-family Attached Residential
- Multifamily Residential

Supporting

- Mixed Use
- Restaurant
- Commercial Retail



- Commercial Service
- Institutional
- Parks
- Office

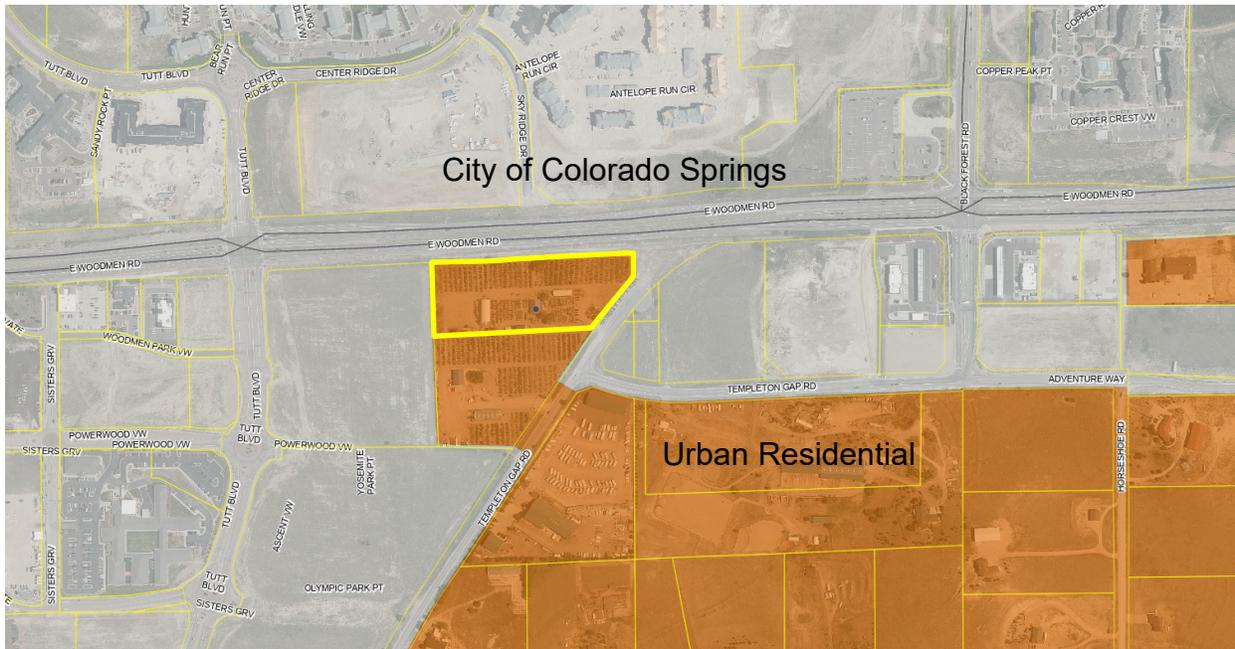


Figure G.1: Placetype Map

Analysis:

The property is located within the Urban Residential placetype. The Urban Residential placetype offers an opportunity for El Paso County to redefine its growth areas through highly desirable, connected, and complete neighborhoods with a mix of housing products and density. Relevant goals and objectives are as follows:

Goal LU1 – *Ensure compatibility with established character and infrastructure capacity.*

Goal LU3 – *Encourage a range of development types to support a variety of land uses.*

Land Use Core Principle – *Manage growth to ensure a variety of compatible land uses that preserve all character areas of the County.*



The billboard is proposed to be constructed along a major corridor with frontage on Woodmen Road. While a billboard is not a listed principal or supporting use within any of the placetypes, it may be considered as an accessory to residential and commercial uses, as it provides off-site advertising to draw people to employment centers and subdivisions. A billboard may help to contribute to the area's development by providing advertisements to local businesses and new subdivisions in order to help manage growth in developing and developed areas within the Urban Residential placetype and within the City of Colorado Springs.

b. Area of Change Designation: New Development

These areas will be significantly transformed as new development takes place on lands currently largely designated as undeveloped or agricultural areas. Undeveloped portions of the County that are adjacent to a built out area will be developed to match the character of that adjacent development or to a different supporting or otherwise complementary one such as an employment hub or business park adjacent to an urban neighborhood.

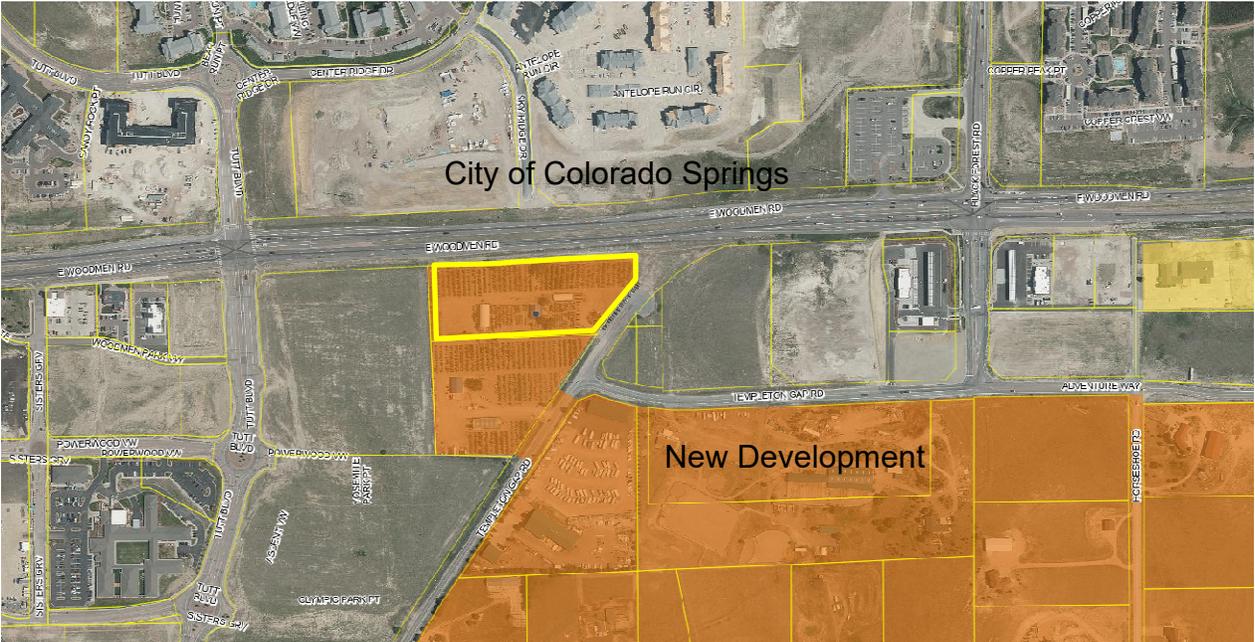


Figure G.2: Area of Change Map

Analysis:

The property is located within an area which is expected to substantially change. The subject property is surrounded on the north, east and west sides by property located within the City of Colorado Springs. The majority



of property on the east and west sides of the subject property is vacant; however, a mixed-use center is currently developing north of the subject property north of Woodmen Road. This area is determined to be appropriate for urban development. A billboard may substantially change the character of the property with high visibility on Woodmen Road and would therefore be consistent with the Area of Change designation and with the current development pattern in the area. It is possible that the proposal, if approved, would contribute to a change in character for the area.

c. Key Area Influences

El Paso County represents a vast area composed of many distinct areas. These “Key Areas” have their own unique identities and are generally localized into smaller geographic areas with distinct characteristics that distinguish them from other areas of the County. The subject property is potentially influenced by the “Enclaves or Near Enclaves” Key Area.

Enclaves or Near Enclaves

Enclaves are areas of unincorporated El Paso County that are surrounded on all sides by an incorporated municipality, primarily the City of Colorado Springs but enclaves or near enclaves exist within or adjacent to other municipalities. The largest enclave is Cimarron Hills, an urbanized community with nearly 18,000 residents, but several smaller enclaves exist around other areas of Colorado Springs as well.

The majority of the enclaves are developed or partially developed in a manner that would require significant improvement for annexation. These include roadway improvements, stormwater improvements and utility infrastructure upgrades. Most enclave areas are accessed by municipal roads, experience the impacts of urban stormwater runoff, or are otherwise served by one or more municipal utilities. The character and intensity of new development or redevelopment in these enclaves should match that of the development in the municipality surrounding it. Discussion with the City of Colorado Springs and other municipalities regarding the possible annexation of these areas should be continued and revisited regularly to explore means to finance improvements and service debt to make annexation a feasible consideration.



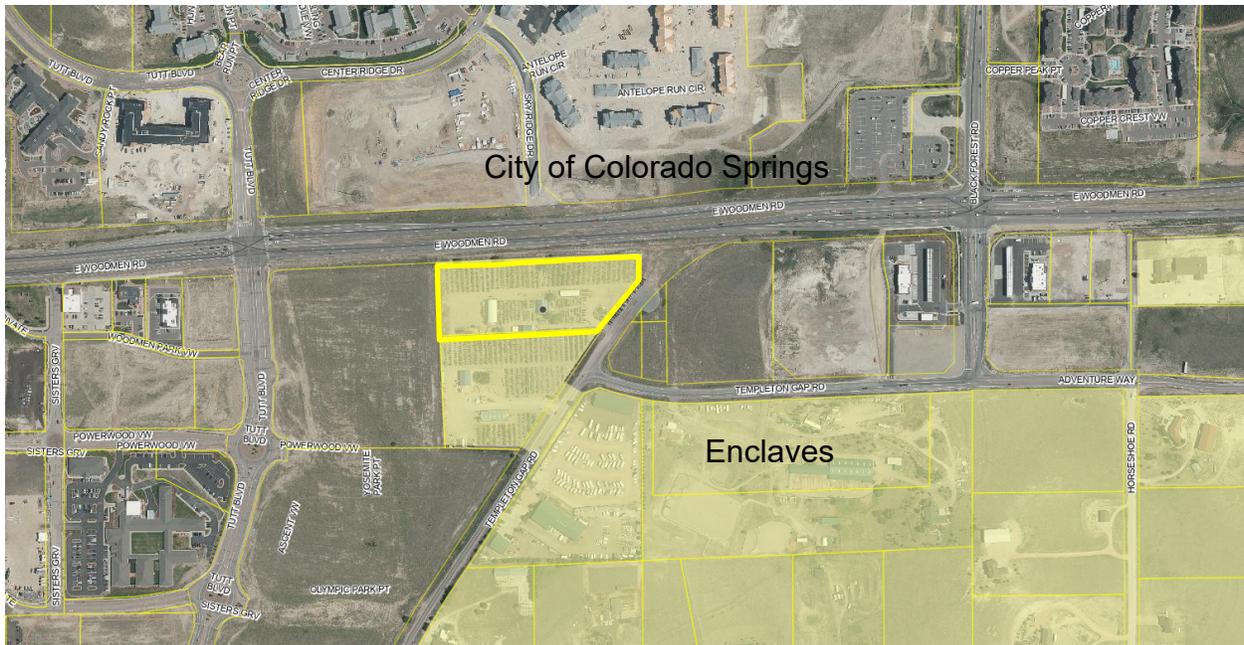


Figure G.3: Key Area Map

Analysis:

The Enclaves or Near Enclaves key area has been identified as an area of El Paso County that is anticipated to experience significant growth. Since these areas are surrounded by municipal boundaries, it is expected that these areas will likely be annexed into the appropriate municipalities. The subject property is located within an enclave of the City of Colorado Springs. A billboard serves as off-site advertising to commercial and residential uses and can promote a transition from a rural area to an urban area or promote a level of change which may be expected in transitional areas such as the urban enclaves.

d. Other Implications (Priority Development, Housing, etc.)

The subject property is located the Smaller Enclaves Urban Residential Priority Development Area. The Master Plan identifies these areas as appropriate for redevelopment and transitions from lower density residential uses to higher density residential and commercial uses. A billboard may help to facilitate this transition and may be appropriate in this area.

2. Water Master Plan Analysis

The El Paso County Water Master Plan (2018) has three main purposes; better understand present conditions of water supply and demand; identify efficiencies that can be achieved; and encourage best practices for water demand



management through the comprehensive planning and development review processes. Relevant policies are as follows:

Goal 1.1 – Ensure an adequate water supply in terms of quantity, dependability and quality for existing and future development.

Policy 1.1.1 – Adequate water is a critical factor in facilitating future growth and it is incumbent upon the County to coordinate land use planning with water demand, efficiency and conservation.

Goal 1.2 – Integrate water and land use planning.

The Water Master Plan includes demand and supply projections for central water providers in multiple regions throughout the County. The following information pertains to water demands and supplies in Region 1 for central water providers:

The property is located within Planning Region 1 of the Plan, which is an area anticipated to experience growth by 2040. The Plan identifies the current demands for Region 1 to be 83,622 acre-feet per year (AFY) (Figure 5.1) with a current supply of 99,001 AFY (Figure 5.2). The projected demand in 2040 is at 111,086 AFY (Figure 5.1) with a projected supply in 2040 of 119,001 AFY (Figure 5.2). The projected demand at build-out in 2060 is at 138,453 AFY (Figure 5.1) with a projected supply in 2060 of 139,001 AFY (Figure 5.2). This means that by 2060 a surplus of 548 AFY is anticipated for Region 1.

Water sufficiency is not required for a special use application. The applicant is proposing to construct a billboard, which does not use water and will not increase the water usage on the property.

3. Other Master Plan Elements

The El Paso County Wildlife Habitat Descriptors (1996) identifies the parcels as having a low wildlife impact potential. El Paso County Conservation District was sent a referral and has no outstanding comments.

The Master Plan for Mineral Extraction (1996) identifies eolian deposits (wind blown sands) in the area of the subject parcels. A mineral rights certification was prepared by the applicant indicating that, upon researching the records of El Paso County, severed mineral rights exist. The mineral rights owner has been notified of the application and hearing date.



Please see the Parks Section below for information regarding conformance with The El Paso County Parks Master Plan (2013).

Please see the Transportation Section below for information regarding conformance with the El Paso County 2016 Major Transportation Corridors Plan Update (MTCP).

H. PHYSICAL SITE CHARACTERISTICS

1. Hazards

No hazards were identified on the property during the review of the special use permit.

2. Floodplain

The property is not located within a defined floodplain as determined by FEMA Flood insurance Rate Map panel number 08041C0529G, dated December 7, 2018.

Drainage and Erosion

The property is located on the border between the Cottonwood Creek Drainage Basin (FOMO2200) and Sand Creek Drainage Basin (FOFO4000). A drainage report was not required for this request.

No public improvements are required for this project. The applicant is not proposing to change the natural direction of runoff on the property.

3. Transportation

The site receives access off Templeton Gap Road, which is owned and maintained by the City of Colorado Springs. A traffic study was not required for this application.

The El Paso County 2016 Major Transportation Corridors Plan Update does not depict roadway improvements in the immediate vicinity.

The development is subject to the El Paso County Road Impact Fee Program (Resolution No. 19-471, as amended). Road impact fees shall be paid in full at the time of subsequent building permit.

I. SERVICES

1. Water

The applicant is proposing to construct a billboard, which does not use water and will not increase the water usage on the property.



2. Sanitation

The applicant is proposing to construct a billboard, which does not use wastewater and will not increase the wastewater usage on the property.

3. Emergency Services

The property is not located within the boundaries of a fire protection district.

4. Utilities

Colorado Springs Utilities (CSU) provides electric and natural gas services to the property. CSU was sent a referral and has no outstanding comments.

5. Metropolitan Districts

The property is not located within the boundaries of a metropolitan district

6. Parks/Trails

Land dedication and fees in lieu of park land dedication are not required for a special use application. The El Paso County Parks Master Plan does not identify any County parks or trails in the immediate vicinity of the proposed billboard.

7. Schools

Land dedication and fees in lieu of school land dedication are not required for a special use application.

J. APPLICABLE RESOLUTIONS

Approval Page 39

Disapproval Page 40

K. STATUS OF MAJOR ISSUES

There are no major issues.

L. RECOMMENDED CONDITIONS AND NOTATIONS

Should the Planning Commission and Board of County Commissioners find that the request meets the criteria for approval outlined in Section 5.3.2 of the El Paso County Land Development Code (2019), staff recommends the following conditions and notations:

CONDITIONS

1. The special use shall be limited to the billboard as described in the applicants' letter of intent and as shown on the site plan. Any subsequent addition or



modification to the billboard beyond that described in the applicants' letter of intent and as shown on the site plan shall be subject to administrative review, and if it is the opinion of the Planning and Community Development Department Director that it constitutes a substantial increase, then such addition or modification shall be subject to a new special use application.

NOTATIONS

1. Special use approval includes conditions of approval and the accompanying site plan and elevation drawings. No substantial expansion, enlargement, intensification or modification shall be allowed except upon reevaluation and public hearing as specified in the El Paso County Land Development Code.
2. The Board of County Commissioners may consider revocation and/or suspension if zoning regulations and/or special use conditions/standards are being violated, preceded by notice and public hearing.
3. If the special use is discontinued or abandoned for two (2) years or longer, the special use shall be deemed abandoned and of no further force and effect.

M. PUBLIC COMMENT AND NOTICE

The Planning and Community Development Department notified ten (10) adjoining property owners on June 1, 2022, for the Planning Commission meeting. Responses will be provided at the hearing.

N. ATTACHMENTS

Vicinity Map
Letter of Intent
Site Plan

