

Planning and Community Development

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Board of County Commissioners
 Holly Williams, District 1
 Carrie Geitner, District 2
 Bill Wysong, District 3
 Cory Applegate, District 4
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TO: El Paso County Board of County Commissioners
Carrie Geitner, Chair

FROM: Kylie Bagley, Principal Planner
Daniel Torress, PE, Principal Engineer
Meggan Herington, AICP, Executive Director

RE: Project File Number: ANX249
Project Name: Karman Line Addition No. 1-6
Parcel Numbers: 4500000135, 4500000091, 4500000134, 4400000454,
4400000326, 4400000269

OWNER:	REPRESENTATIVE:
Norris Ranch Joint Venture, LLC PO Box 1385 Colorado Springs, CO 80901	City of Colorado Springs Planning & Community Development 30 S. Nevada Ave., Suite 701 Colorado Springs, CO 80903

Commissioner District: 4

Board of County Commissioners Hearing Date: 1/14/2025
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EXECUTIVE SUMMARY

Acknowledgment of an annexation impact report for the Karman Line Addition No. 1-6 Annexation. Pursuant to State Statute, the Board of County Commissioners does not approve or deny an annexation impact report. The report provided by the City of Colorado Springs notifies the County of the annexation request and describes potential impacts in very general terms. The property consists of 1,912.62 acres and is zoned RR-5 (Rural Residential). The property is located near the northwest corner of Bradley Road and Curtis Road.



A. BACKGROUND

The property proposed for annexation is vacant. On November 22, 2024, the City of Colorado Springs sent the El Paso County Clerk to the Board an Annexation Impact Report to annex approximately 1900 acres (PCD file no. ANX249). The project was scheduled for consideration by the City of Colorado Springs’ City Council on January 14, 2025.

B. APPROVAL CRITERIA AND LAND DEVELOPMENT CODE ANALYSIS

Pursuant to Colorado State Statutes, the County does not approve or deny an annexation impact report. The annexation impact report provided by the City of Colorado Springs notifies the County and describes potential impacts of the proposed annexation. This request complies with Chapter 10 (Annexation and Disconnection) of the Land Development Code and with Colorado State Statutes. Section 10.1.4 of the Land Development Code provides standards for the annexation impact report. Section 10.1.7 of the Code provides standards for review of annexation impact reports. The Code sections are included below. Following each bullet point, staff has provided an analysis of the report requirements and the review criteria as it pertains to this request.

10.1.4.B Annexation Impact Report Requirements

The annexation impact report, if required to be submitted, shall include the following information, at a minimum:

- *A map or maps of the municipality and the adjacent territory showing present and proposed boundaries of the municipality in the vicinity of the proposed annexation, the present streets, water mains, sewer interceptors and outfalls, and other utility lines and ditches in the vicinity of the proposed annexation and the existing and proposed land use patterns in the areas to be annexed.*

The applicant has provided a map and supplemental documentation which meets the above criteria. Pursuant to El Paso County’s Intergovernmental Agreement (IGA) with the City of Colorado Springs, the property proposed for annexation is located within an annexation area of interest. Additionally, the property is identified in the Your El Paso Master Plan (2021) as part of the Potential Areas for Annexation Key Area.



The property proposed for annexation is not currently contiguous to the City of Colorado Springs municipal boundary. The applicant proposes a flagpole annexation to achieve contiguity. The annexation addition nos. 1-6 propose to annex approximately 232.2 acres of Bradley Road right-of-way only to achieve contiguity.

C.R.S. § 31-12-104.1.a states: *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, except county-owned open space, or a lake, reservoir, stream, or other natural or artificial waterway between the annexing municipality and the land proposed to be annexed.*

- *A copy of any draft or final pre-annexation agreement, if available.*

The applicant has provided a draft annexation agreement within the annexation impact report.

- *A statement setting forth the plans of the municipality for extending to or otherwise providing for municipal services.*

According to the applicant's annexation impact report, Colorado Springs Utilities proposes to provide water, wastewater, natural gas, and electric services to the property. The report also identifies potential plans for extending these services to the property.

- *A statement setting forth a method under which the municipality plans to finance the extension of municipal services.*

These statements are provided in the annexation agreement included within the annexation impact report.

- *A statement identifying existing districts within the area to be annexed.*

The applicant's annexation impact report identifies the following existing districts within the area proposed to be annexed:

- Pikes Peak Library District,

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- Ellicott Metropolitan District,
 - Ellicott School District 22,
 - Central Colorado Conservation
 - Ellicott Fire Protection District
- *A statement regarding the effect of the annexation upon local public school district systems, including the estimated number of students generated and the capital construction required to educate such students.*

Currently, the applicant is proposing one school site on a total of 30.1 acres. The applicant has also provided a letter from the Ellicott school district within the annexation impact report and has also provided an exhibit including an estimate of the number of potential students generated; however, the exhibit does not include an estimate of the capital construction required to educate the additional students.

10.1.7. Standards for Review of Annexation Impact Reports

The BoCC shall evaluate the annexation impact report for the following:

- *Has the municipality made adequate provisions for the requisite level of utility services to the area?*

According to the applicant’s annexation impact report, Colorado Springs Utilities (CSU) has completed an analysis of the availability of utility services, including water, wastewater, natural gas, and electricity. The report identifies that CSU has adequate capacity and ability to provide these services to the property if the annexation is approved by the City Council.

- *Has the municipality made adequate provisions for the requisite level of police and fire protection?*

If the annexation request is approved by the City Council, municipal services, including Police and Fire protection, will be provided by the City of Colorado Springs, according to the applicant’s annexation impact report.



- *Will the proposed annexation encourage growth patterns which are inconsistent with the Master Plan either in terms of the type of land use or the timing of such growth?*

See Section C for an analysis of the request's consistency with the Master Plan.

- *Will the proposed annexation create unreasonable roadway maintenance/drainage problems?*

According to the applicant's annexation impact report, a traffic impact study has been prepared for the annexation to identify potential traffic improvements needed to support the proposed development.

El Paso County Development Services Engineering reviewed the proposed annexation and determined that the development of the proposed annexation will result in impacts to County roads and drainage infrastructure. The Development Services Engineer provided the following comments:

Drainage:

1. Development of the annexation areas will need to address any offsite drainage impacts in unincorporated areas and necessary improvements and/or fair share contributions towards necessary improvements.

Traffic/Transportation

1. The County roads that will be impacted by development of the Karman Line Property annexation will need to be addressed in traffic impact studies with each respective development area.

2. The condition and adequacy of County roads serving the annexation areas will need to be addressed and improvements and/or fair share contributions may be required as part of the County access permitting process.

3. As future annexations/development occur north of this development, the City of Colorado Springs should annex Curtis Road from this development's boundary to Highway 94.

The County should review development proposals in the future and have opportunities to provide comments on future traffic studies.

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- *Will the proposed annexation have unreasonable detrimental impacts upon land adjoining the area proposed to be annexed in terms of land use compatibility, timing of growth or other development related concerns?*

Staff is not aware of any unreasonable detrimental impacts to the surrounding properties as a result of the annexation.

- *Will the annexation create County enclaves within the municipality which have little or no possibility of future annexation by the municipality?*

The proposed annexation would not result in the creation of an enclave which would have little or no possibility of future annexation by the City of Colorado Springs.

- *Will the annexation remove land from an existing special district to the extent that the provision of service by the special district to the balance of the special district is no longer financially feasible?*

The property proposed for annexation is located within the Ellicott Metropolitan District. However, the annexation of this property is not expected to render the district to be no longer financially feasible.

The Board of County Commissioners may choose to forward written comments to the annexing municipality, time permitting, or designate an authorized representative to present the BoCC's comments at the annexation hearing. The annexation is scheduled to be heard before the City of Colorado Springs City Council on January 14, 2025.

C. MASTER PLAN ANALYSIS

1. Your El Paso Master Plan

a. Placetype Character: Suburban Residential

Suburban Residential is characterized by predominantly residential areas with mostly single-family detached housing. This placetype can also include limited single-family attached and multifamily housing, provided such development is not the dominant development type and is supportive of and compatible with the overall single-family character of the area. The Suburban Residential placetype generally supports accessory dwelling units. This placetype often deviates from the traditional grid pattern of streets and contains a more curvilinear pattern.

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Although primarily a residential area, this placetype includes limited retail and service uses, typically located at major intersections or along perimeter streets. Utilities, such as water and wastewater services are consolidated and shared by clusters of developments, dependent on the subdivision or area of the County.

Some County suburban areas may be difficult to distinguish from suburban development within city limits. Examples of the Suburban Residential placetype in El Paso County are Security, Widefield, Woodmen Hills, and similar areas in Falcon.

Recommended Land Uses:

Primary

- *Single-Family Detached Residential with lots sizes smaller than 2.5 acres per lot, up to 5 units*

Supporting

- *Single-family Attached*
- *Multifamily Residential*
- *Parks/Open Space*
- *Commercial Retail*
- *Commercial Service*
- *Institutional*

Analysis:

The property is located within the Suburban Residential placetype. The Suburban Residential placetype comprises the County’s traditional residential neighborhoods with supporting commercial uses at key intersections. Relevant goals and objectives are as follows:

Goal LU2 – *Coordinate context-sensitive annexation and growth strategies with municipalities.*

Objective LU2-1 – *Continue to coordinate with the individual cities and towns as they plan for growth. Collaboration with the individual communities will prevent the unnecessary duplication of efforts, overextension of resources, and spending of funds.*

Goal CF11 – *Coordinate with agencies to provide high-quality community facilities, services, and infrastructure to enhance quality of life.*

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Objective HC2-3 – Coordinate regularly with municipalities to maintain knowledge of plans for annexation.

Goal ED3 – Encourage the development of commercial districts in underserved areas.

The applicant states the proposed use of the property to be residential uses; the area is adjacent to residential uses. Development of the property for residential uses within the City of Colorado Springs is consistent with the purpose and recommended land uses of the Suburban Residential placetype and the goals and objectives outlined in the Master Plan.

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.

Analysis:

The property is located in the New Development area of change, which anticipates a significant change in character for the area. The property is currently zoned RR-5, which would allow development of rural residential uses unless the property is annexed, or a rezone is proposed. The proposal for a mix of commercial uses and urban residential uses represents a substantial change in character for the property and the surrounding area. Therefore, the proposed annexation incorporating the proposed development plan is expected to significantly change the character of the area, which is consistent with the Area of Change designation.

c. Key Area: Potential Areas for Annexation

A significant portion of the County's expected population growth will locate in one of the eight incorporated municipalities. As the largest municipality in El Paso County, Colorado Springs is expected to grow in population over the next several decades. As a result of this growth, Colorado Springs, and other municipalities including Fountain and Monument, will need to annex parts of unincorporated County to plan for and

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accommodate new development. This will either occur through new development within existing municipal limits or the annexation of subdivisions in unincorporated parts of the County.

This Key Area outlines the portions of the County that are anticipated to be annexed as development occurs. It is imperative that the County continue to coordinate with the individual cities and towns as they plan for growth. Collaboration with the individual communities will prevent the unnecessary duplication of efforts, overextension of resources, and spending of funds. The County should coordinate with each of the municipalities experiencing substantial growth the development of an intergovernmental agreement similar to that developed with Colorado Springs.

2. Parks Master Plan

According to El Paso County Department of Parks and Community Services, this project will impact two bicycle trails identified in the Parks Master Plan (2022). These are identified as the proposed South Curtis Road Bicycle Route and the Bradley Road Bicycle Route.

D. ATTACHMENTS

Map Series

Annexation Impact Report

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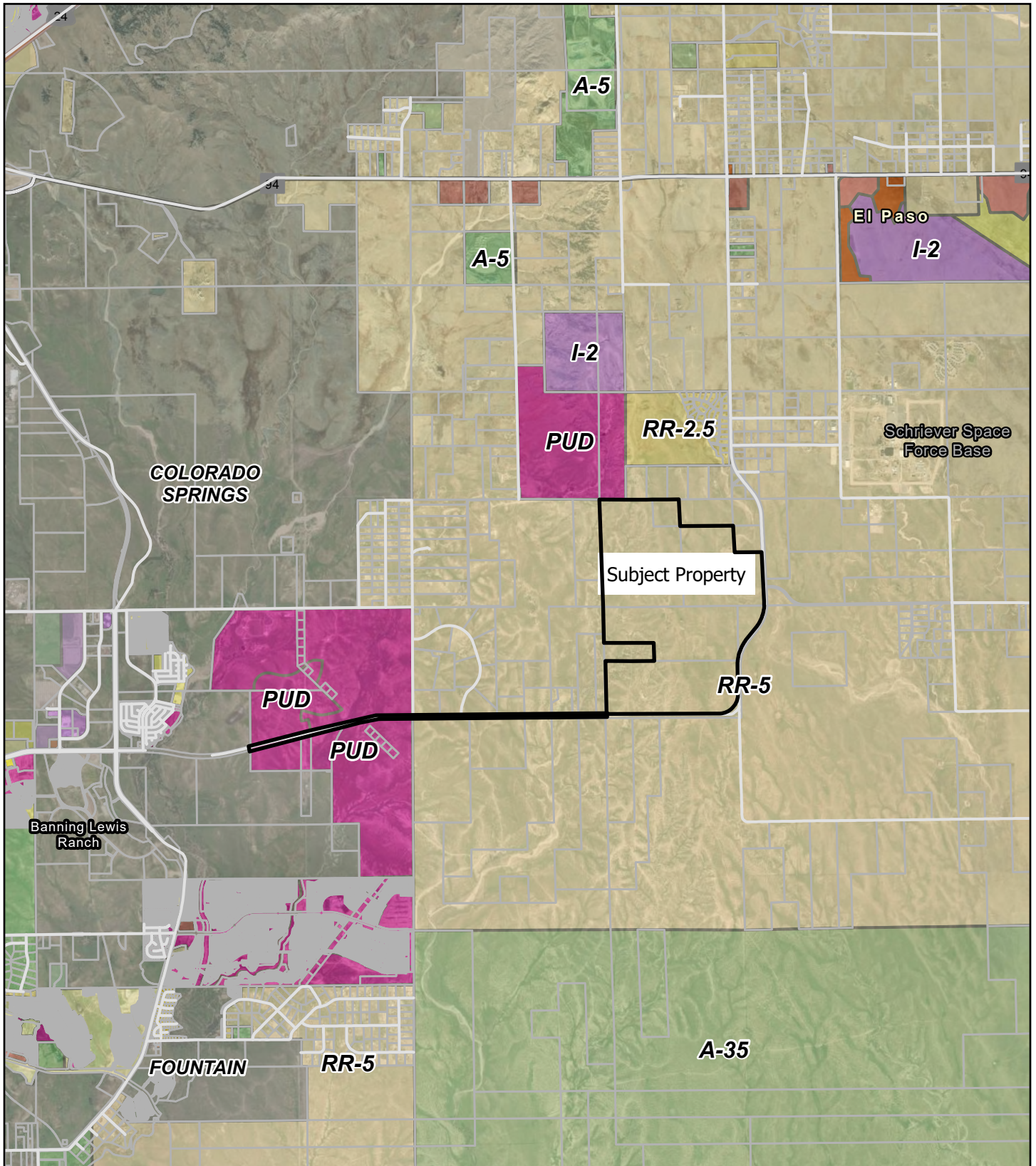
Aerial Map

File No. ANX249

Map Series No. 1



0 0.3 0.7 1.3 Miles



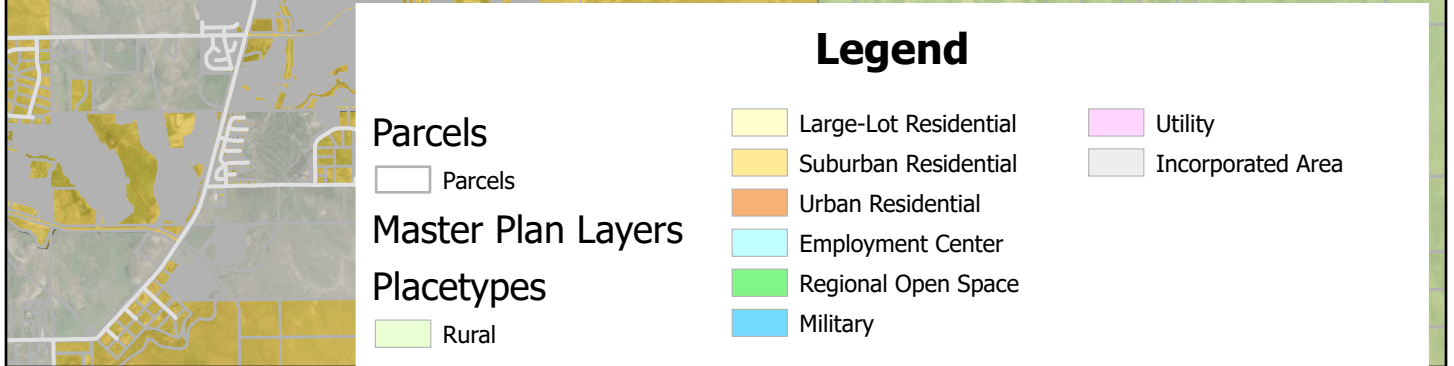
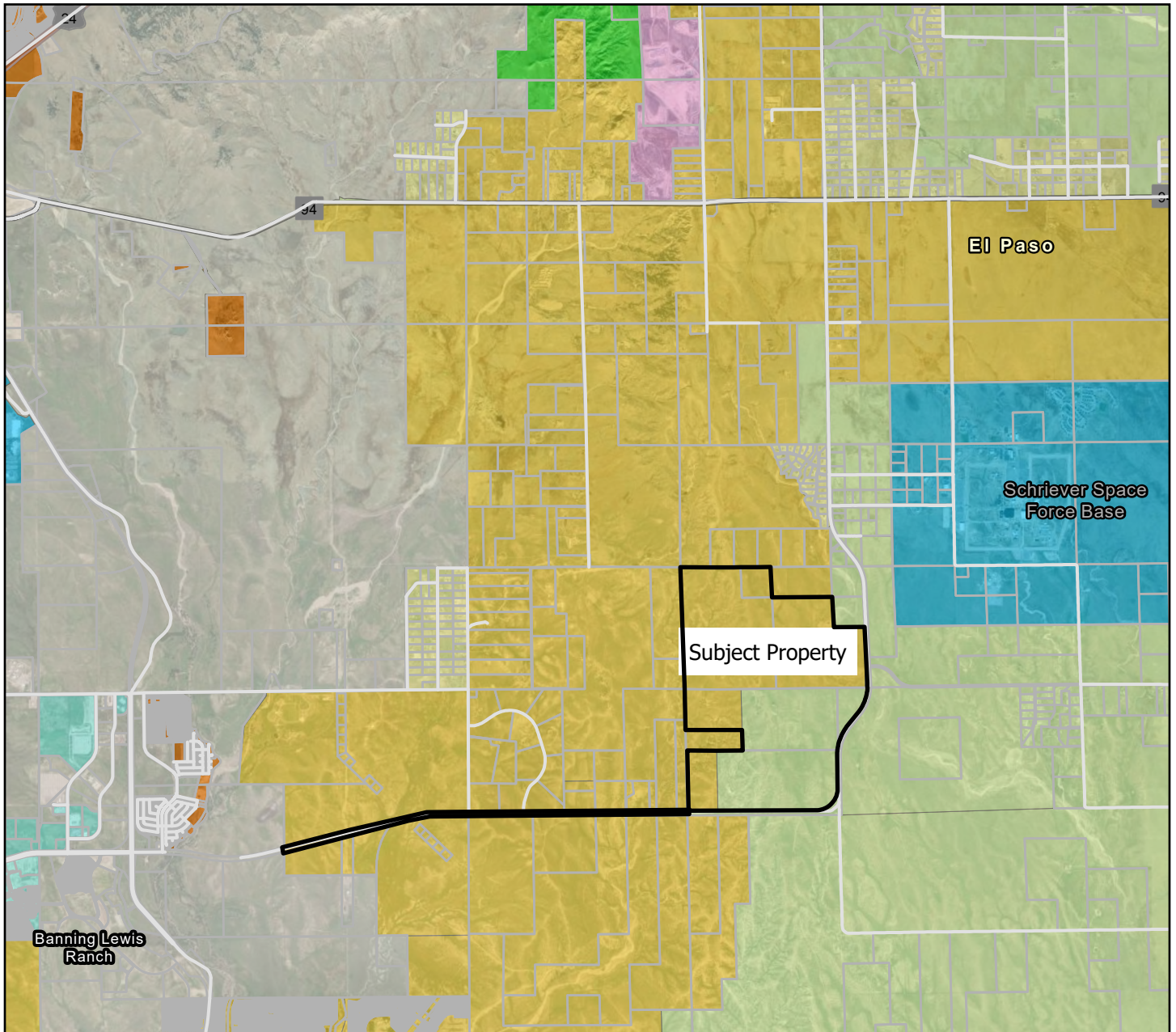
Zoning Map



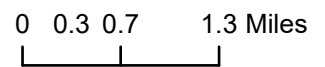
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File No. ANX249

Map Series No. 2

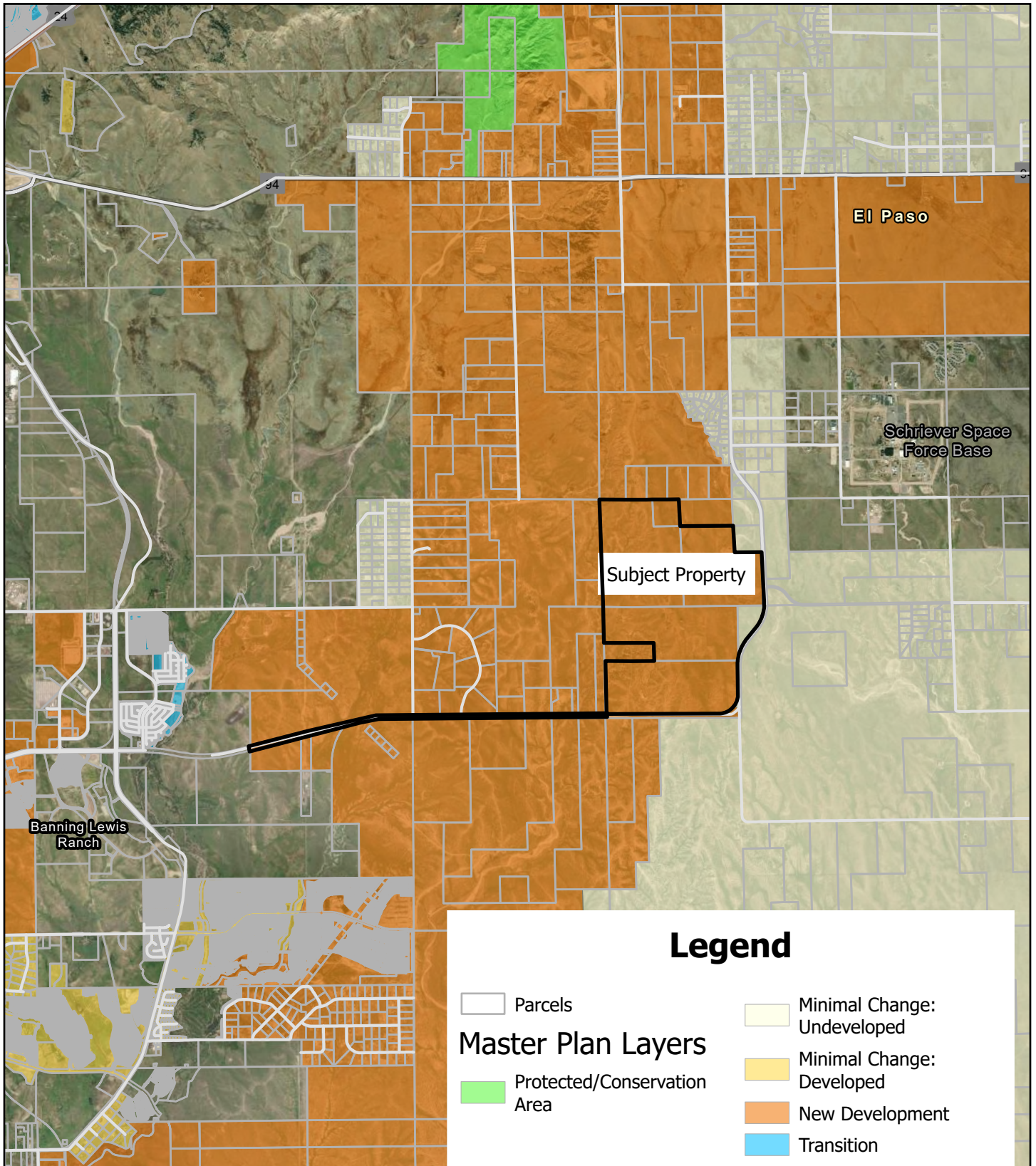


Placetypes Map



File No. ANX249

Map Series No. 3



Legend

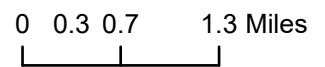
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Protected/Conservation Area	Minimal Change: Developed
New Development	Transition

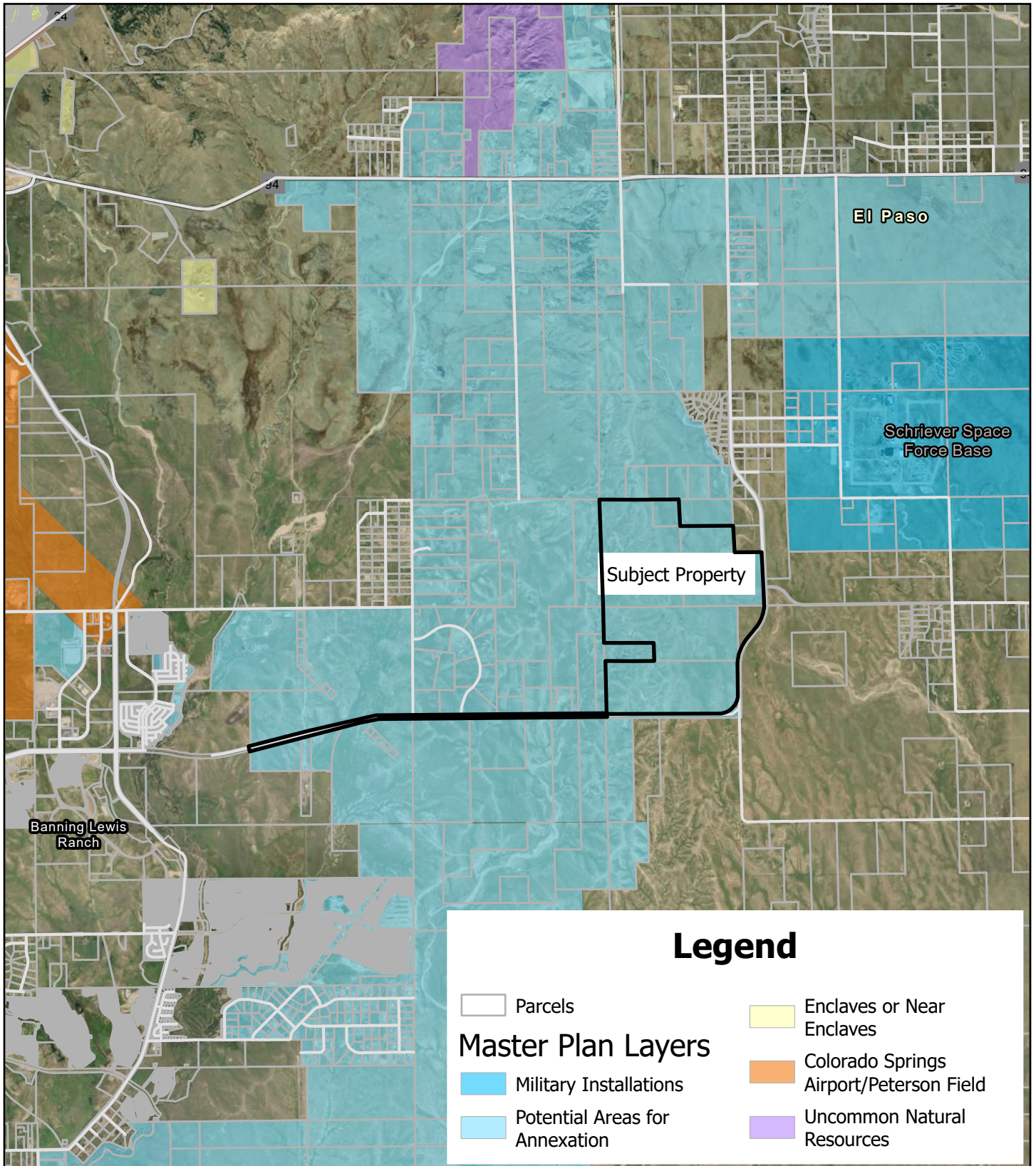


Areas of Change Map

File No. ANX249

Map Series No. 3





Key Areas Map



0 0.3 0.7 1.3 Miles

File No. ANX249

Map Series No. 4

**KARMAN LINE ADDITION NO. 1-6
ANNEXATION IMPACT REPORT**

November 22, 2024

The Annexor and property owner, Norris Joint Ventures, LLC, have submitted an annexation application request to the City of Colorado Springs consisting of 1,912.62 acres located northwest of the Bradley Road and Curtis Road intersection. The State of Colorado requires that an Annexation Impact Report (A.I.R.) be prepared and submitted to the Board of County Commissioners of El Paso County prior to being heard by the City Council of Colorado Springs. The required elements of the A.I.R. are as follows:

31-12-108.5. Annexation Impact Report

The municipality shall prepare an impact report concerning the proposed annexation at least twenty-five days before the date of the hearing (January 14, 2025 City Council Regular meeting) established pursuant to section [31-12-108](#) and shall file one copy with the board of county commissioners governing the area proposed to be annexed within five days thereafter. Such report shall not be required for annexations of ten acres or less in total area or when the municipality and the board of county commissioners governing the area proposed to be annexed agree that the report may be waived.

Such report shall include, as a minimum:

- a) A map or maps of the municipality and adjacent territory to show the following information:
 - (I) The present and proposed boundaries of the municipality in the vicinity of the proposed annexation;
 - (II) The present streets, major trunk water mains, sewer interceptors and outfalls, other utility lines and ditches, and the proposed extension of such streets and utility lines in the vicinity of the proposed annexation; and
 - (III) The existing and proposed land use pattern in the areas to be annexed;
- b) A copy of any draft or final pre-annexation agreement, if available;
- c) A statement setting forth the plans of the municipality for extending to or otherwise providing for, within the area to be annexed, municipal services performed by or on behalf of the municipality at the time of annexation;
- d) A statement setting forth the method under which the municipality plans to finance the extension of the municipal services into the area to be annexed;
- e) A statement identifying existing districts within the area to be annexed; and
- f) A statement on the effect of annexation upon local-public school district systems, including the estimated number of students generated and the capital construction required to educate such students.

The applicant has prepared the Sands Master Plan, which is attached and which provides most of the requested information. The remainder of this report will answer the specifically listed A.I.R. checklist information.

- a) **A map or maps of the municipality and adjacent territory to show the following information:**
 - (I) **The present and proposed boundaries of the municipality in the vicinity of the proposed annexation;**
The attached Land Use Plan and Annexation Plats are contextual maps of the proposed annexation, which shows the site, City and County boundaries, and current zoning in both jurisdictions.
 - (II) **The present streets, major trunk water mains, sewer interceptors and outfalls, other utility lines and ditches, and the proposed extension of such streets and utility lines in the vicinity of the proposed annexation; and**
The attached Land Use Plan shows the location of major existing and proposed streets, City utility, public improvements and drainage infrastructure and facilities.
 - (III) **The existing and proposed land use pattern in the area to be annexed;**
The attached Land Use Plan shows the proposed land use pattern for the area being annexed. Currently there are three single-family residences located within the area. If approved, the proposed 141 single-family detached residential lots will be allowed.
- b) **A copy of any draft or final pre-annexation agreement, if available;**

Attached find the most recent draft of the Karman Line Annexation Agreement.

c) A statement setting forth the plans of the municipality for extending to or otherwise providing for, within the area to be annexed, municipal services performed by or on behalf of the municipality at the time of annexation;

If the annexation is approved by the City Council, all municipal services (utilities, fire, police, streets, etc.) will be provided by the City of Colorado Springs.

d) A statement setting forth the method under which the municipality plans to finance the extension of the municipal services into the area to be annexed;

This property will be subject to standard annexation agreement provisions regarding extension of public facilities and utilities. Generally, the owner/developer is responsible for extending these services into the annexed land.

e) A statement identifying existing districts within the area to be annexed; and

According to El Paso County Assessor records, the subject property is in the following districts:

- Ellicott School District 22;
- Pikes Peak Library District;
- Central Colorado Conservation District
- Ellicott Fire Protection District;
- Ellicott Metro District

f) A statement on the effect of annexation upon local-public school district systems, including the estimated number of students generated and the capital construction required to educate such students.

See attached letter of support from Ellicott School District 22. At the upper end of the expected density is 8,265 units. The applicant has depicted school sites within the land use plan also attached.