

Parks, Recreation & Cultural Services



PR&CS Administration
1401 Recreation Way
Colorado Springs, CO 80905

Agenda

Parks and Recreation Advisory Board

Please silence your phone during the meeting.

Thursday, February 11, 2016

7:30 am

Palmer Room

Call to Order

Citizen Discussion

Time for any individual to bring before the Parks and Recreation Advisory Board any matter of interest they wish to discuss that is not elsewhere on the agenda. Comments are restricted to three (3) minutes; you will hear an alarm when your time is up. Please contact PR&CS staff no later than the last Wednesday of the month prior if you wish to place a longer presentation on the agenda.

Approval of Minutes- January 14, 2016

Minutes are posted no later than 5:00pm on the Tuesday before the meeting at: <http://parks.coloradosprings.gov/explore-play/get-involved/boards-committees/parks-and-recreation-advisory-board>

Ceremonial Items Time Certain 10:00 am

- Recognition of Deerfield Hills Community Center
AmeriCorps VISTA – Julie Slivka

Jody Derington

Action Item

1. Infill Comprehensive Supplement and Infill Action Plan
2. Tejon Street and Platte Avenue Intersection Improvement Project
3. Request to Rename Sand Creek Stadium to Switchback Stadium

Carl Schueler
Mike Chavez
Kurt Schroeder

Presentations

4. Stratton Open Space Management Plan
5. Pikes Peak - America's Mountain 2015 Recap and 2016 Overview
6. Proposed Land Exchange with the Broadmoor

Sarah Bryarly
Jack Glavan
Karen Palus

****This item will not be presented prior to 9:30 am**

Board Business

7. Committee Reports/General Comments

Board Members



COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Action Item #1

Item Name: Infill Comprehensive Supplement and Infill Action Plan

Summary:

An Infill Comprehensive Plan Supplement and Infill Action Plan have been prepared within the existing Colorado Spring Comprehensive Plan. The Colorado Springs Planning along with an accompanying Infill Action The Supplement and the Action Plan have been created, reviewed and adopted by the City's Infill Steering Committee. The Plan includes opportunities and recommendations that may inform and shape the park system and park related policies in infill areas of the City.

Previous Council Action: N/A

Current Status:

Infill and redevelopment has been identified as an important strategic and land use goal of the City Council and Mayor's office particularly during the past 5 years. Although the current 201 City of Colorado Springs Comprehensive Plan addresses this topic, there has been an identified need for additional visioning, prioritization and policy direction in order to make the Comprehensive Plan more useful, relevant and actionable for infill.

It has been determined and recommended by the Infill Steering Committee that the best approach at this time is to prepare a separate and essentially stand-alone chapter of the 2001 Comprehensive Plan.

The Infill Chapter is deliberately brief, visionary and high level. Among other things it establishes a vision, justification, importance, and broad goals for the support and encouragement of infill and redevelopment throughout the City. It also provides a broad framework for identifying geographic areas and activities for prioritization and emphasis. The Chapter is intended to be used as a policy document both to generally direct City-initiated actions and to evaluate applicate private development plans for Comprehensive Plan consistency.

The Chapter recommends the ongoing and adaptive use of an Action Plan in order to focus, direct and make progress on the City initiatives pertaining to infill. The Action Plan includes numerous recommendations that shape and inform the future of parks within the City. Specifically, the Action Plan recommends:

1. Comprehensively address infill and redevelopment issues and needs in conjunction with an overall Park Lands Dedication Ordinance (PLDO) update, including consideration of park development and renovation fees as options.
2. Extend land dedication and/or park development fees to include non-residential properties

A representative from City Planning will provide an overview of the Infill Comprehensive Plan Supplement, a summary of the Infill Action Plan and a review of the community process informed the development of the draft documents.

Financial Implications:

N/A

Stakeholder Process and Involvement: The Infill Steering Committee, comprised of two City Council members, two Planning Commission members, representatives from the development, professional, and neighborhood communities met twice per month from late 2014 through 2015. Infill Steering Committee meetings were open to the public. A website was maintained throughout the process to inform the community.

Board/Commission Recommendation: The Colorado Springs Planning Commission approved the Infill Comprehensive Plan Supplement and endorsed the Infill Action Plan on January 21, 2016.

Proposed Recommendation: A motion in support of the Infill Comprehensive Plan Supplement and Infill Action Plan as elements of the Comprehensive Plan.

City of Colorado Springs Infill and Redevelopment Action Plan 1-12-16 Version

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
1.A.1	Neighborhood Process	Create and endorse a replicable process and template for strategic small area and neighborhood plans	New, updated and enhanced neighborhood plans are necessary to allow infill to occur in a manner that is supportive of and reasonably supported by neighborhoods. Plans are out-of-date or missing. A replicable template would optimize use of City resources and the value of these plans.	Short Term	City Comprehensive Planning Division (CPD), in coordination with CONO and other stakeholders; Significant IT-GIS role	Staff; stakeholders including the development community; Informal PC and Informal Council for formal adoption; The process for developing the templates should be similar to that used to develop the form-based code	Resources available for first phase with limited augmentation; Would need to be high priority for Comprehensive Planning Division; part of this could be a good job for an intern or temp. staff assignment	1) Template created and endorsed; 2) Successfully piloted; 3) Effectively used	Concept being discussed informally; not formally initiated	Neighborhood/ area delineation will be a key step in this process. Neighborhood have collective common features and typically have multiple uses. It will be critical to address Infill Plan goals including accessible and walkable design
1.A.2	Neighborhood Process	Pilot process and template on first neighborhood plan	see above.	Medium Term	CPD, CONO and area/neighborhood leadership; other stakeholders; multiple departments will also have a role	Staff; community stakeholders including any affected HOAs or property owners associations, or CONO in the absence of these; and PC and Council for formal adoption	Resources not fully available at this time; Would need to be high priority for Comprehensive Planning Division	Pilot completed in 9 months	Not yet initiated	Pilot area to be carefully selected with stakeholders, and should have infill issues and opportunities.
1.A.3	Neighborhood Process	Roll out refined process to complete plans for remaining high priority neighborhoods	see above.	Medium to Long Term	CPD, CONO and area/neighborhood leadership; other stakeholders; multiple departments will also have a role	Staff; community stakeholders including CONO; PC and Council; including budget priorities	TBD; substantial, and resources not identified and available this time; could involve contracted staff and/or consultants	Plans initiated/completed in identified period as compared with total priority areas; Cost per plan in time and dollars; Qualitative and quantitative measures of value of plans	Not yet initiated	Note: Particularly for this action and for 1.A.2 above, there will be a relationship to the 2016-2017 Comprehensive Plan update process
1.B.1	Neighborhood Process	Revise appeals section of the Code (7.5.906) to more clearly limit the standing of parties who can appeal and the basis for appeals	As currently written the land use appeals section of the Code allows "any aggrieved person" to appeal almost any administrative or hearing-based decision for reasons that maybe tied to fairly open-ended criteria. For property owners and developers, this creates an extra measure of uncertainty and potential delay. "Tightening up" the appeals process could preserve the appeal rights and options of the most impacted parties, while at the same time reducing the potential for the appeals process to result in delay in getting to final decisions.	Short Term	LUR; Code Scrub Committee	Staff drafted; Code Scrub Committee review; PC; Council; key role for City Attorney's Office (high level of outreach anticipated)	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Completion of hearing process by Q2-2016; 2) Subsequent staff and stakeholder input on impact 3) Subsequent data on number of appeals	Code Scrub Committee Process to occur in late 2015	Establish standing for appeal in the code. Limit appeal only to challenged approval criteria.
2.A.1	Zoning	Update existing Downtown FBZ Code Phase 1	The Downtown FBZ is an important zoning tool used to support the continuing development and redevelopment of the Downtown as a cornerstone of the City's infill vision and strategy. Periodic reviews and updates are needed to maintain its maximum value and effectiveness	Short Term	LUR; Code Scrub Committee; Downtown Design Review Board (DRB)	Staff drafted; Imagine Downtown Plan (IDP) consultant; Code Scrub Committee review; DRB; Council	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Completion of hearing process on initial changes in 2016; 2) Subsequent staff and stakeholder input on impact from changes	Some topic identified; otherwise not initiated	Address current outstanding issues with current FBZ (other than major changes regarding signage) including setbacks/utilities nexus; parking and other changes recommended by IDP consultant
2.A.2	Zoning	Revise existing Downtown FBZ Code Phase 2- Signage	The Downtown FBZ largely defers to the City-wide sign code which is not always applicable or preferable, in turn leading to requests for warrants (waivers) from the Code. A Downtown-specific sign code would address this need.	Medium Term	LUR; Development Review Enterprise (DRE) Code Scrub Committee; DRB; City Sign specialist	Staff drafted; Code Scrub Committee review; DRB; Council	Limited direct; but will involve considerable time of existing staff and stakeholders, plus hearing processes; possible use of a consultant or contract staff	1) Completion of hearing process by 2017; 2) Subsequent staff and stakeholder input on impact from changes	Not initiated	Completion of Downtown-specific sign code in addition to any other changes deemed necessary at this time

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2.A.3	Zoning	Extend Downtown FBZ into appropriate applicable areas	There are areas adjacent to but not now located in the Downtown FBZ, that are or may be priorities for infill development and might benefit from an FBZ approach. This option is available on a case-by-case basis, and could provide an opportunity to take advantage of the existing Downtown FBZ for these logical areas. However, work would need to be done in order create new or modified "sector" standards for these new areas	TBD	LUR; Downtown Partnership	Staff or Downtown Partnership-initiated; PC; Council; substantial stakeholder process including neighborhood groups and directly impacted property owners	Some of the required planning costs may be encompassed by the IDP update process; however funding may be needed to prepare a plan for South Nevada area if considered; Costs of updating regulating plan and processing the amendment would need to be addressed	Completion of recommended inclusions by 2017	Imagine Downtown Plan update underway- otherwise not initiated (10/15)	IDP consultant process should be reasonably completed before formally initiating inclusions of new property
2.A.4	Zoning	Prepare and adopt new FBZ plans	Although the Infill chapter of the Comprehensive Plan does not recommend a large-scale City-wide conversion to FBZ zoning, certain infill and redevelopment areas could benefit. Creation of FBZ plans is process and labor intensive and requires broad-based community input. Therefore, there should be a City role in this process	TBD	CPD; LUR	Staff, develop or community-initiated; PC; Council; substantial stakeholder process including neighborhood groups and directly impacted property owners	Substantial costs to create new vision plan if needed and to create new regulating plan (possibly \$30,000 for public regulating plan); plus staff, stakeholder and hearing time	TBD	Not initiated; TBD	Costs and process for development-specific FBZ plans could be borne partly by developer, but must be led by the City in most cases. Likely public candidate areas might be South and North Nevada
2.B.1	Zoning	Add "Uses by Right" (permitted uses) in non-residential or non-single-family districts	If infill supporting uses are not allowed as a permitted use in a particular zone district, the property owner's options include applying for a rezoning, applying for a conditional use (if allowable in that district) or applying for a variance of use. All of these processes have some costs, take time and can have uncertainty risk. For the range of zone districts between public facilities and single family districts on one side of the spectrum and heavier industrial districts on other, there may be potential for adding some permitted uses to this "mixed use middle". A tradeoff may entail the adoption of some additional standards to address the impacts of any added uses.	Short to Medium Term	LUR	Staff-initiated; Code Scrub Committee reviewed; PC; Council; additional stakeholder outreach including CONO and development community	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	Adoption of recommended Code changes by 2016	Not initiated	Some uses may need 'performance standards' to ensure compatibility.
2.B.2	Zoning	Implement City-Initiated TOD-supportive zoning overlays for priority corridors and activity centers	A primary recommendation of the Infill Chapter is to encourage transit-compatible development and redevelopment in association with frequent transit corridors. Overlay zoning provides one important tool with which to support this recommendation.	Medium to Long Term	CPD; Transit Services; LUR	Staff-initiated but highly stakeholder based; Code Scrub Committee reviewed; PC; Council ; additional stakeholder outreach including impacted property owners, CONO and development community.	TBD, but significant in terms of staff and potentially consultant time. Significant analysis and notice costs and efforts	TBD	Not initiated	Contingent on finalizing corridors and areas; "Vision-level " plans should adopted for corridors such as North and South Nevada. May be some hesitancy to implement prior to Comp. Plan Update. May also be a bias against required density. Standards should address accessibility and be inclusive
2.B.3	Zoning	Revise the Findings in Section 7.5.603.B of the Zoning Code and the purpose statements in Section 7.3.101.A and 7.3.201.A to be more directly supportive of infill and redevelopment	From a zoning-related perspective, the successful implementation of desirable infill and redevelopment will be dependent not only on development in exist zoning districts or City-initiated changes to zoning, but also on privately initiated requests for different zoning.	Short Term	CPD, LUR	Staff-initiated but highly stakeholder based; Code Scrub Committee reviewed; PC; Council ; additional stakeholder outreach including impacted property owners, CONO and development community.	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Code change implemented; 2) Qualitative feedback	Not initiated	Very limited (but carefully considered) wording would be all that is necessary. Most important could be adding a just a few words to the standard findings, highlighting the importance of infill, as applicable

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2.B.4	Zoning	Revise development plan review criteria in Section 7.5.502 of the Zoning Code	The City's development review criteria are used in conjunction with the review of normally administrative development plans throughout the City including in infill areas. The "open ended" nature of the current criteria allow them to potentially be used to discourage almost any combination of use, bulk and density.	Short Term	Planning	Staff-initiated; Code Scrub Committee reviewed; PC; Council; additional stakeholder outreach including, CONO and development community (HBA)	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Code change implemented; 2) Qualitative feedback	Initial research and first draft completed by staff (12/15); being discussed by Code Scrub Committee	
2.B.5	Zoning	Specifically amend Chapter 7.4.201-207 of the Zoning Code (Off Street Parking Requirements) to adopt new infill-supportive standards including allowing credit for on-street and off-site parking in some cases	Outside of the parking-exempt area of Downtown, it is not uncommon for infill projects to have difficulty meeting current parking requirements within their sites and based on a strict application of calculations and standards in the Zoning Code. Credit for on-street, shared or off-site parking is not normally allowed, even if reasonably available. Options for alternative compliance are (e.g. credit for alternative modes, unique use mixes etc.) are also limited.	Short Term	LUR; Fire Department	Staff-initiated; Code Scrub Committee reviewed; PC; Council; additional stakeholder outreach including, CONO and development community (HBA)	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Code changes adopted; 2) Number of development approvals with shared parking	On Code Scrub Committee list; initial language drafted	Include backing out in to alley ROW for non-res uses. Review parking standards in general particularly within FBZ and TOD areas to have a maximum allowed as surface spaces. Consider strategic versus across-the-board reductions based on context
2.B.6	Zoning	Evaluate and implement options to allow more accommodation of Accessory Dwelling Units in single-family areas	Generally, ADUs are small fully independent housing units associated with existing 1sf dwelling units (e.g. small apartments within home, small cottages or units over garages. Although ADUs may be effectively precluded in many neighborhoods due to covenants, in others, particularly in mature areas, they could provide an opportunity for reinvestment, use of existing capacity and housing options, without significantly altering their character. The addition of ADUs could also the unique housing needs of demographic group(s) including seniors and millennials	Medium Term	CPD/LUR	Staff-initiated; Code Scrub Committee reviewed; PC; Council; additional stakeholder outreach including, CONO and development community (HBA)	Substantial costs associated with the analysis and process	1) Substantive Code changed adopted, 3) New ADUs registered etc.	Not initiated; but on Code Scrub Committee List	approach most likely should be area neighborhood-specific rather than across an entire zone district; should also evaluate lot sizes, impact of CCRs etc.
2.B.7	Zoning	For mature areas, establish or amend geographically specific development standards based on neighborhood plans and input. Also establish clear criteria for administrative relief from these standards.	This is general recommendation- much of which might be best addressed in conjunction with overall updates of the Zoning Code and Traffic Criteria Manual (Part III of the Engineering Criteria Manual)- see also 6.A.3 below	Medium to Long Term	LUR; Code Scrub Committee	Staff drafted; Code Scrub Committee review; PC; Council;	Limited direct; primarily time of existing staff and stakeholders, plus hearing processes	1) Completion of hearing process on initial changes 2) Subsequent staff and stakeholder input on impact	Not initiated, but corner lot Code change on Code Scrub Committee list	Separate meetings with CONO/HBA likely
3.A.1	Utilities	Increase open access to CSU facilities and capacity information	As with other areas of the City, much of the "due diligence" associated with land development decisions can occur offline and prior to formal meetings or applications, if the data are available. For infill projects, being able to find out about the location, type, condition and probable capacity of utilities (along with their associated easements) can be particularly important. Much of this data is currently in digital form but not available to outside users.	Short to Long Term	CSU, El Paso County	Potentially coordinated between CSU and RBA; Some data comes from other entities such as El Paso County	TBD but CSU; design and roll out costs could be substantial; some potential for lost revenue from data sales	1) Decision on policy; design and structure; 2) Roll out of product; 3) Quantitative and qualitative measures of use and value	Options and recommendations being actively evaluated by UPAC as of December 2016	Recommended approach to be finalized by UPAC in Q1 2016 and then potentially carried forward to UB and Council; there are limits to this data (e.g. capacity might be there but not condition etc.) There are also system security issues that must be addressed
3.A.2	Utilities	Align CSU capital improvement plans to strategically upgrade systems in high priority infill areas including Downtown	Downtown is an identified cornerstone for the City's infill vision. There are a variety of Utilities-related challenges associated with Downtown including capacity and aging sometimes poorly located systems	Medium to Long Term	CSU; UB	CSU, UPAC, UB, Council	Variable and case-by-case determination	1) Report on needs, funded projects and priorities; 2) Implementation of highest priority projects	Being addressed by CSU; however UPAC has suggested revisions to this recommendation	To be reviewed case-by-case by CSU Development Review Team

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
3.A.3	Utilities	Develop and implement utilities standards for mature areas that minimize or optimize requirements to upgrade or replace existing infrastructure and which are sensitive to existing conditions and constraints	Meeting full "suburban" or "new area" CSU standards can be difficult in infill areas, particularly with respect to the age, condition, complexity and spacing limitations associated with existing facilities and available space. Reasonable openness to options including alternate standards can make an important impact on the practical and financial feasibility of infill projects. In infill areas, even a fairly small project can trigger the need for significant adjacent or off-site upgrades.	Ongoing	CSU	CSU, UPAC, UB, Council	Variable and case-by-case determination	Case-by-case feedback	Being addressed by CSU; however UPAC has suggested revisions to this recommendation	
3.A.4	Utilities	Refine System Development Charges to support and encourage infill	CSU System Development Charges (SDCs) for water and sewer taps constitute a significant cost for new development, and sometimes for intensified redevelopment. Although CSU already has a system of SDCs that distinguishes by lot area for single-family meters and further distinguishes somewhat for multifamily units, some additional "granularity" could provide benefit for infill projects with particularly low water and wastewater usage (due to very low unit size etc.)	Medium Term	CSU?	CSU staff; UPAC; UB; Council	TBD: one-time and ongoing; assume limited and largely net-budget-neutral changes	Adoption of revised table of charges supportive of infill (or an complete an informed and full process recommending no changes)	UPAC to discuss in January 2016; May be part of final UPAC recommendations to UB/Council	
3.A.5	Utilities	Implement limited option to transfer meter credits for infill-supportive purposes	This recommendation is already moving forward as late 2015. It could generally benefit infill if the program is limited to transfers into or within infill areas.	Short Term	CSU	CSU staff; stakeholders; UB; Council; Required changes to Utility Rules and Regulations (URRs) and City Code	TBD; cost of process plus limited forgone revenues (possibly augmented by induced demand)	1) Phase 1 change implemented; 2) potential further changes implemented	Limited transfer option included in 2016 CSU rate case; additional options pending	
3.A.6	Utilities	Further revise inactive meter policies, fees and rules to support infill	This recommendation is also already moving forward as late 2015, which could result in removal of these fees. This should benefit infill at applicable locations because most inactive meters tend to be associated with older or disinvested areas	Short Term	CSU	CSU, UPAC, UB, Council	TBD; cost of process plus limited forgone revenues (possibly augmented by included demand)	Adoption of a revised policy and URRs	Abbreviated CSU rate case in process; should be approved by early 2016	
3.A.7	Utilities	Actively continue to use strategic teams to address priority infill areas and issues	When utilities related infill challenges are only addressed as they come up in association with individual projects, the process can be inefficient in terms of time, cost and frustration for all parties. Strategic teams can more proactively address challenges that come up regularly, identifying better solutions in some cases, and at least better communicating the unavoidable constraints in others. An example is the team currently addressing Downtown utilities topics.	Ongoing	CSU?	CSU staff; stakeholders	TBD; dependent on staffing allocation	Periodic reports on team(s) status; progress and results	Standing team is now available for Downtown and can be engaged for any project; Established Development Review Team in 2015	
4.A.1	Private Property Care and Maintenance	Champion and support proactive Code Enforcement including both enhanced outreach and prevention programs and effective enforcement	Proactive "full spectrum" code enforcement is identified as important supporting element of an infill strategy, particularly for disinvested areas. Property owners and developers are less likely to reinvest in areas and neighborhoods unless a minimum standard of private property care can be assured via a combination of community support and enforcement of the most egregious cases	Ongoing	Mayor's Office; Council; Planning	All applicable City staff; City Communications	TBD; Limited direct costs; possible additional marketing and communications costs; possible costs of either staff or programs; possible direct and indirect offsets from greater compliance	1) Positive media coverage; 2) community feedback; 3) announcements of new initiatives and reports on experience	Organizational shift to Planning & Development Department completed; other steps could occur; limited resources in 2016 budget	
4.A.1	Private Property Care and Maintenance	Revise codes and processes to enhance effectiveness of Code Enforcement	Although the large majority of all Code Enforcement cases are abated without the need for a protracted process, there can be a frustration with the time it takes for the process to result in effective abatement for some persistent or egregious cases. In particular, liens on properties (versus property owners) can be ineffective	Medium Term	Planning/Code Enforcement, with Attorney	Options generated by staff with Attorney; stakeholder input including CONO, business community and Apartment Association, City Council	Primarily staff and stakeholder time and cost. However options for more proactive enforcement may involve added legal costs, and more aggressive City abatement would require up-front financial resources	1) Code and process changes implemented, 2) Increased "effective clearance rate" for the most serious cases	Not initiated	

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
4.B.1	Public Property Care and Maintenance?	Maintain existing infrastructure in the most cost-effective manner in order to support infill	Sustainable maintenance of public infrastructure such as roads, sidewalks, streetscapes, trails, parks, and schools (in their case by school districts) is an important aspect of infill support because these systems function as both the skeleton and the front door. Mature areas are more likely to have higher proportions of facilities in poor condition and less likely to have mechanisms such as districts and property owners associations in place to upgrade maintain them.	Ongoing, including but not limited to 2016 proposed ballot initiative	Citywide (primarily Public Works, Parks and CSU)	Multiple strategies	Very substantial, but with potential for induced revenues and offsets	Multiple measures mostly tied to asset management systems	Update after 11/15 ballot issue	
4.B.2	Public Property Care and Maintenance	Enable and promote full-service streetscape adoption	High quality (but not "one size fits all") sustainable streetscapes are an essential part of the fabric of the community needed to support continuing reinvestment. Major corridors and community/neighborhood entrances are of particular importance. General City revenues are inadequate and special financing entities (such as the DDA, districts and associations) are not always viable options. Current adoption programs, while valuable, tend to focus on limited ongoing care and not on new investments and capitalized maintenance. Therefore new funding opportunities may need to be developed.	TBD	Parks?	Parks, Public Works, City Attorney's Office	Cost of staff time; potential for offset of City costs	1) Determination of preference and feasibility; 2) Potential policies programs and procedures in place; 3) If applicable, streetscape miles and/or value of improvements sponsored	Not initiated	May be some complications with liability
4.B.3	Public Property Care and Maintenance	Fully integrate streetscape characteristics and maintenance information in City asset management system	The full spectrum of streetscape quality and maintenance important to infill success, especially for key corridors. This is more than the quality of asphalt and concrete and the presence or absence of sidewalks. It also involves keeping track of the type and quality of streetscapes (including elements of Urban Forestry) and spatially understanding all the various entities (besides the City and the immediate property owner) that have a role in taking care of them. Having more of this information in an integrated system will allow a better understanding of gaps, needs and the best choices for priorities and strategies.	TBD, Medium Term+	TBD?	Staff level	Significant, cross departmental and TBD; some ongoing system maintenance cost	Proportion of City included in asset management system by feature	Asset management framework in place, but not fully initiated.	Need to confer with Parks and Public Works; this was recommendation of the Streetscape Solutions Team also
5.A.1	Parks and Cultural Services	Comprehensively address infill and redevelopment issues and needs in conjunction with an overall Park Lands Dedication Ordinance (PLDO) update, including consideration of park development and renovation fees as options	The current PLDO is primarily structured around providing new park land (or paying fees in lieu of parkland) for newly developing areas. Requirements are limited to residential subdivisions, and there are strict limits on the use of the fee revenue. This system is not always amendable to infill areas where the parks-related needs do not match the limits in the ordinance. The needs in infill areas often have less to do with acquiring more land and more to do with either reinvestment in existing facilities or provision of non-traditional and non-qualifying improvements.	TBD with Parks Dept. and Mayor's Office	Parks Department, Planning, Real Estate Services; likely committee or task force	Staff/committee process; Parks Board; PC; Council	Staff-related cost of the process; ultimate likelihood of increased fee revenues but also different allocation impacts	1) Process, structure and staff/committee charge completed; 2) Changes adopted	Recommended in recently adopted Parks Master Plan but not initiated	Elimination of any fees or requirements for infill areas would create the greatest incentive; However, this might not address the need or result in the desirable public amenities
5.A.2	Parks and Cultural Services	Extend land dedication and/or park development fees to include non-residential properties	This recommendation is also an extension of 5.A.1 above, and has City-wide implications. Additional non-residential development creates site-related demands for parks-related facilities, but not the same as with more traditional residential development.	TBD with Parks Dept. and Mayor's Office	Parks Department, Planning, likely committee or task force	Staff/committee process; Parks Board; Council	Staff-related cost of the process; ultimate likelihood of increased fee revenues	1) Process, structure and staff/committee charge completed; 2) Changes adopted	Not initiated	New fees could result in a barrier to reinvestment, especially unless there was flexibility in allowing credit public realm investments

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6.A.1	Transportation	Prepare and adopt new Engineering Criteria Manual standards allowing for the elimination or reduction of requirements for formal TISs (Traffic Impact Studies) for most infill projects.	Traditional TISs focus on projecting the motorized traffic demand created by a project, projecting its distribution on the existing roadway network, evaluating the level of service (LOS) impacts to those facilities, including intersections, and then recommending improvements such as added lanes and signals to maintain a desired LOS. These studies are expensive to prepare. For some infill projects the results will be fairly well known and understood without the analysis being done. Moreover, if the philosophy for some infill areas and corridors is to accept more congestion (and expect transportation behaviors and multi-modal systems to adapt) these studies have limited positive application. For projects where the traffic impacts will clearly remain below traditionally accepted LOSs, the results can end up primarily being used as an argument against more traffic rather than one pertaining to capacity.	Ongoing and Continuing	Public Works, Traffic Engineering Section	Public Works and Planning; largely related to the development review and public hearing processes	No direct City costs; potential for case-by-case long term costs and benefits	Large infill projects with requirement waived	Ongoing to some extent with waivers, but Engineering Criteria Manual amendments not yet initiated	process cost savings to applicable developers; savings can be more than just the cost of the report
6.A.2	Transportation	Develop, adapt and adopt transportation facility, access and related standards specific to infill areas by amending Section 3 of the Engineering Criteria Manual (Traffic Criteria Manual). Address multimodal factors, as applicable including transit, bicycles, pedestrian movements off-site parking. Adopt clear criteria of waivers.	Although it allows for substantial flexibility in some cases, the City's ECM, including its Traffic Criteria Manual, have a suburban and greenfield development orientation, that make it difficult to accommodate infill conditions and values. Although waivers of these standards are a reasonable and appropriate option in some cases, the associated uncertainty and subjective can be a challenge. Improved alignment of these Manuals with infill conditions and values will reduce uncertainty risk generally encourage reinvestment. TIS requirements also do not address certain modes such as transit and bicycles	Medium to Long Term	Planning and Public Works	Staff-generated (Planning/Public Works); CSC input and review; PC; possible DRB; City Council	Staff and processing time TBD	1) Systematic Code and manual review completed; 2) Amendments approved	Not initiated	
6.A.3	Transportation	Strategically involve the Parking Enterprise as a tool for redevelopment, including leveraging its potential for public/private partnerships	Continued development and redevelopment of Downtown is an identified cornerstone of the City's infill plan and strategy. Structured on-street spaces controlled by the Parking Enterprise account for a significant share of the parking demand associated with Downtown land uses. As such the role of the Enterprise will be critical to Downtown's continuing development including the ongoing alignment of capital programs moving forward with options to support Downtown residential development.	TBD and Ongoing	Parking Enterprise	Parking Enterprise; Planning; Economic Vitality; Downtown Partnership; stakeholders; Council	TBD; financial implications for Parking Enterprise	TBD	Ongoing to some extent (e.g. with Olympic Museum; however a comprehensive evaluation of the Enterprise's role has not been done	various options including coordination and partnering on location and timing of facilities, parking fee in lieu of providing parking; allocation of parking garage spaces a cost
6.B.1	Transportation	Focus infill strategies to support designated high frequency transit corridors (see also 2.B.2)	A primary recommendation and focus of the Infill Chapter centers on the importance of evolving the land uses along designated high frequency transit corridors to both take advantage of this transit capacity and create the land use conditions necessary to result in demand for a more robust transit system. The zoning options in 2.B.2 represent one of these strategies, but others potentially include alignment of resources including planning, transit improvements and street improvements.	Ongoing	Transit and Planning	Multiple strategies	Varies by strategy	1) Infill activity in priority areas; 2) Transit investments, service, demand and productivity in corridors	Status varies by initiative and to some extent- ongoing	Density must be part of this conversation in order for success.
7.A.1	Priority Area Plans and Strategies	Create and adopt the new or revised vision, land use and/or transportation/facility plans necessary to support the redevelopment of priority infill areas including Downtown and mature arterial corridors	Priority areas need adopted, up-to-date and community-reflective land use and transportation plans in order to have a vision to focus on and framework to build toward. Desired and acceptable land uses need to be understood and identified, and multi-modal street and public area plans need to be in place. For some areas such as Downtown overall plans are in place strategic updates are needed. For others such as South Nevada Avenue, there are limited current land use, transportation or parks and open space plans to work from. For still others such as North Nevada Avenue, the existing roadway plan requires updating, and no land use plan exists. Needs for land use, vision and facility plans vary for different priority areas.	Short to Long Term	Planning	Staff, stakeholders including neighborhoods and impacted property owners, consultants and URA as applicable, PC, Council	City budgetary requirements are considerable and will be dependent whether the plans will be created in-house or with the services of a consultant. However, there is always a considerable need for staff time and resources. Per plan costs of \$50,000-100,0000 provides a rough rule of thumb	1) Funding and successful adoption of plans; 2) Ultimate demonstrated implementation of plans	Imagine Downtown Plan update funded (by the DDA) and actively underway as of late 2015; Some impetus is occurring with the North Nevada land use planning efforts. Funding has been secured for an amendment of the North Nevada roadway plans. A consultant has been chosen for the Downtown transit terminal study. Funding not identified for a number of other key plans or updates	

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
7.A.2	Priority Area Plans and Strategies	Proactively develop and adopt zoning and design standards for priority infill areas (see also 2.B.2)	The need for revised or additional zoning standards has been identified for several priority infill, particularly associated with older arterial corridors such as North and South Nevada Avenue.	Medium to Long Term	Planning	Staff, stakeholders including impacted property owners, PC, Council	City budgetary requirements can be significant depending on the nature and extent of the zone changes and will be dependent whether the plans will be created in-house or with the services of a consultant.	1) Adoption of new or revised standards and regulations; 2) Demonstrated success in use of the standards and regulations.	No major initiatives underway at this time	Includes standards for accessibility and pedestrian orientation
7.A.3	Priority Area Plans and Strategies	Secure funding for and implement highest priority public improvements in priority infill areas, including transportation projects (see also 8.A.1)	For many infill and redevelopment projects to be able to economically move forward, it is not enough to have the land use and transportation plans and requirements in place (e.g., having street cross sections, access plans and streetscape plans in place). Public or quasi public funding needs to be identified, and then programmed and spent for at least a part of the required infrastructure	Medium to Long Term	Public Works with Planning	Varies by source of funds but often involves staff of various departments, stakeholders, possibly special districts CTAB, PPACG, PPRTA and Council	These are typically high dollar budget items, needing to be prioritized from among scarce resources, and typically requiring a lot of lead time	1) Development of clear but adaptable lists of strategic priority projects for funding; 2) evidenced of funding identified and secured; 3) projects implemented	Status varies by priority area and project; an area-specific set of priorities and schedules will need to be maintained	
7.A.4	Priority Area Plans Strategies	Actively identify, support and demonstrate progress on catalyst projects in infill priority areas	Public, private or combined public/private catalyst projects can be very important to "kick start" or lay the groundwork for additional investment and redevelopment in infill areas. These may be "first in" public or private development projects or completion of key infrastructure. Some catalyst projects can particularly important in acting as geographic cornerstones (e.g. the Downtown multimodal transit terminal). For large areas such as the South Academy corridor, catalyst project and area designations provide manageable places to focus and start.	Short to Long Term	Varies dependent on projects. For private or non-profit projects the City "lead" may function in a supporting role	Varies by project	Varies by project but typically very substantial on the parts of the City, another public agency, a non-profit or a private developer.	1) Progress and success associated with identified catalyst projects; Evidenced induced or related impacts of the projects	Status varies by priority area and project; and area-specific set of identified catalyst projects should be created and maintained in order to track progress	
7.A.5	Priority Area Plans and Strategies	Strategically designate urban renewal areas for priority infill areas (see also 8.A.3)	Decisions regarding use of urban renewal authority will be important for a number of infill areas and projects. For example the current initiative to designate part of the South Nevada area will likely have a major impact on the rate and success of redevelopment in that area	Short to Long Term	Planning with URA	Staff, stakeholders including property owners and neighbors, URA, PC, Council	City direct budget implications may be small unless there was shift to advancing City funds for urban renewal area plans and studies etc.	1) progress on URA designations, plans and financing; 2) ultimate success of redevelopment in and around urban renewal areas	Gold Hill Mesa urban renewal areas bifurcated in 2015, to maximize their utility. South Nevada urban renewal area in final stages of designation in late 2015.	
7.A.6	Priority Area Plans and Strategies	Coordinate with regional partners (such as PPACG and PPRBD) to secure and leverage resources to support infill priority areas and projects	Partnerships with outside agencies will be critical in achieving infill success, especially in securing resources and in aligning plans and programs. PPACG is especially important due to its role in the allocation of resources for multimodal transportation projects. However, there are several other key partners including PPRTA, the County, colleges and universities, the military and school districts	Short and Long Term	Planning with Public Works	Varies by project and issue	City direct budget implications likely to be small, although this does require some allocation of staff time	1) identified coordination with a direct tie to infill; 2) PPACG transportation funding decisions.	Ongoing	
8.A.1	Tools and Incentives	Align plans and priorities for capital improvements and provision of essential public services with infill priority areas, when feasible and appropriate, using a systematic and objective process	Public investments in infill priority areas are often essential to their success. Limited resources need to be strategically aligned and prioritized. Reporting on progress needs to include the status of planned and committed public investments.	TBD Ongoing	Planning; in coordination with multiple departments	Coordinated among departments with input from stakeholder committees and ultimate direction from Mayor and Council	Ongoing, little or no directly added costs	1) Accounting of locations and values of improvements	Not formally initiated. However, GIS-based depictions of projects are commonly used	
8.A.2	Tools and Incentives	Create and adopt an economic development policy that allows the strategic use of City incentives for high priority infill projects (including those with residential uses)	Most unique City incentives have customarily been limited to "economic development" projects that result in some combination of significant primary employment, sales tax generation and/or substantial utilities use. Some important infill projects, may not contribute as directly to these categories but are none-the-less recommended for priority due to their overall contribution to community benefits.	Short to Long Term	Community Vitality; Planning	Case-by-case; staff and developer; approved by Council	Ongoing and as needed	1) Overall and area-specific success of infill. 2) Number of projects incentivized, 3) Some analysis of community benefit		

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
8.A.3	Tools and Incentives	Prepare and adopt an adaptable City Urban Renewal Policy aligned with this Infill Chapter	The use of urban renewal designation is arguably the most important single infill-supportive tool and incentive directly available to the City. Historically most, urban renewal requests have been brought forward to the Urban Renewal Authority without benefit of an adopted framework of priorities for areas and outcomes. Within the City, more areas potentially qualify than can be logically designated in a fiscally prudent manner. Therefore, if one of the recommended strategies is to effectively use urban renewal to promote infill, it would be beneficial to have an adopted policy, aligned with infill goals, outcomes and priorities.	Medium Term	URA; Planning; Mayor; Council	Staff; URA;EV; stakeholders ; Council	Costs limited to staff time and process	1) Adaptable and updateable policy adopted and in place	Not formally initiated	Many of the aspects this policy exist in practice, direction and working philosophy; important not to actually designate areas until projects are identified and ready- due to 25-year clock
8.A.4	Tools and Incentives	Provide fee waivers and staff support to create special districts to install or maintain public infrastructure in infill and redevelopment areas, especially for the care and maintenance of existing developed areas.	Special districts (primarily metropolitan districts and BIDs) are routinely used by developers newer part of the City to shift a portion of the public improvements costs to future property owners, obtain tax-exempt financing, and sometimes for ongoing maintenance. Waiving application fees for infill area developers could provide a minor cost advantage especially for smaller project areas. Districts can also provide an option to upgrade or maintain streetscapes in already developed areas.	Short to Medium Term	Planning	Process fee waiver resolution; Planning; Attorney; other departments; Council	Limited loss of City General Fund revenue, and staff cost	1) accounting of any districts qualifying for the waiver 2) creation of new district in infill areas	Not initiated	Counter arguments include a potential to slightly encourage more proliferation of districts. Additionally, this cost is minimal compared with the life-cycle costs of operating the district. More likelihood of success in business areas. Some concern with equity impacts.
8.A.5	Tools and Incentives	Create, adopt and implement a reasonably objective system and process for evaluating and scoring private infill development projects for the purpose of providing incentives	Incentives (as addressed in this Action Plan) are important to the success of development projects. Because many projects can make some case for incentives, an objective but adaptable system should be in place to establish eligibility and thresholds necessary for their provision. Consistency with the Guiding Principles and Goals of the Infill Plan should be one of the key criteria used in this system along with the economic development and urban renewal policies recommended in this Action Plan.	Short to Medium Term	Planning and Economic Vitality	Create and adopt system and process; staff; stakeholders including RBA; Council	Costs limited to staff time and process	1) Creation and adoption of process and system; 2) experience with implementation	Not initiated	As noted there are important factors and outcomes with an essential nexus to economic development but not always to infill (e.g. primary job attraction and retention). The evaluation/scoring systems needs to reflect all of the desired goals and outcomes
8.A.6	Tools and Incentives	Develop, adopt and proactively apply criteria for evaluating and potentially adapting public, civic, and institutional projects for consistency with the Infill Plan.	The City naturally has the most influence on the projects and uses it is directly or indirectly responsible for. Other institutional uses (e.g. hospitals and major educational facilities) have a particularly strong nexus with infill goals and City services and infrastructure. Therefore, criteria should be developed to assure that these projects and uses are reasonably aligned with the goals of the Infill Plan, including their location and design.	Medium Term	Planning; City Departments	Staff; Departments; Council	Costs limited to staff time and process	1) Creation and adoption of process and system; 2) experience with implementation	Not initiated	
8.A.7	Tools and Incentives	Provide effective Rapid Response for high priority infill projects	The City's staff level Rapid Response process involves pulling together a review team early in the development review process to problem solve and reasonably expedite the processing for key projects often tied to economic development (i.e. primary jobs, net sales tax increase etc.). This process loses its validity if becomes too diluted. However, it could be expanded to the review of a limited number of infill projects that appear to be have a high level of consistency with priorities, goals and outcomes of the Infill Chapter.	Ongoing	Economic Vitality; Planning	Multi-departmental team	limited direct cost	1) some reporting, 2) Anecdotal responses	Could easily be phased in (with some guidance)	Some infill projects already qualify based on current reasoning. Some others have merited focused attention less formally.
9.A.1	Other Recommendations	Support efforts to address construction defects litigation that adversely impacts certain infill housing project types	The current construction defects law is making it almost impossible to build new condominiumized projects of any type. These types of projects can be particularly important for infill. Although this is a Statewide issue, and may not be entirely solvable at the local level, the City can support a variety of efforts to address and mitigate the impact.	Short Term (if possible)	Attorney; City Council; Mayor	Staff; City Council; coordination with other municipalities	limited primarily to staff time	1) Council ordinance adopted 2) Effective State legislation passed or other approach implemented 3) Actual increase in construction of multiple ownership attached units constructed	Council ordinance adopted as of December, 2015; additional attention may be required at the State level and locally	critical for success of attached units with multiple ownership

Number	Recommendation Category	Recommendation	Problem Statement/ Justification	Timeframe	Accountability/ Responsibilities	Process	Budget/ Cost Considerations	Measures of Success	Status	Key Elements and Other Comments
9.A.2	Other Recommendations	Assume a proactive role in resolving stormwater and floodplain management challenges particular to infill areas	Addressing stormwater and floodplain management issues and requirements can be particularly challenging for infill areas and projects because of the complexities associated with multiple ownerships, small sites, limited available land, obsolete or inadequate systems and new requirements (e.g. managing for both stormwater quality and quantity. Without the City playing a coordinating role, these issues can become a barrier to redevelopment development.	Short to Long Term	Public Works/ Stormwater	varies	varies	1) Coordinated stormwater facilities plans in place 2) floodplain management systems and/or	Ongoing	
9.A.3	Other Recommendations	Effectively address issues of inconsistency between the Fire Code and the Building Code via a combination of code reconciliation and/or enhanced communication among agencies and with customers	The adopted Pikes Peak Regional Building Code and the City's Fire Code do not match in some areas. This can complicate and sometimes add cost to the process, particularly for unique architectural and construction projects, and especially if fully effective communication does not occur among all parties.	Medium Term	Fire Department	TBD	limited primarily to staff time	TBD	not initiated	
9.A.4	Other Recommendations	Continue to support and promote efforts such as the Fire Department's RESTART program with the purpose of proactively addressing code issues associated with adaptive re-use of building	The City's Fire Code, in particular can present challenges associated with the conversion of existing buildings to different uses with differing Code requirements. The RESTART (Refurbish, Revitalize, Strengthen) provides an opportunity for early communication with businesses to find (match) existing properties that may meet their needs without the necessity of costl improvements to meet Fire Code	Ongoing	Fire Department	Ongoing	Already funded	Data on use of the program	Ongoing	
Last Updated 1/12/16										
Short Term- Within 12 Months										
Intermediate Term- Within 3 years										
Longer Term- 3+ Years										
Notes										
1) Overall Action Plan project management assumed to reside with Planning & Community Development Department and Comprehensive Planning Division; with various departments and other entities assuming "ownership" of applicable actions designating a liaison for some of the others; For many of these recommendations, there is an assumed important public communications role.										
2) All Utilities related recommendations have unique processes and accountabilities related to the CSU enterprise.										
3) With the exception of the basic recommendations, it is assumed this table will be regularly updated in order to keep it viable and current. New or amended recommended actions could be added and completed or no-longer-viable actions could be moved to another sheet										
Abbreviations										
	Attorney	City Attorney's Office								
	CONO	Council of Neighbors and Organizations								
	Council	City Council								
	CPD	Comprehensive Planning Division								
	CSU	Colorado Springs Utilities								
	CTAB	Citizen's Transportation Advisory Board								
	DDA	Colorado Springs Downtown Development Authority								
	DRB	Downtown Design Review Board								
	DRE	Development Review Enterprise								
	FBZ	form based zoning								
	IDP	Imagine Downtown Plan								
	Infill Plan	City of Colorado Springs Infill Comprehensive Plan Supplement								
	LUR	Land Use Review Division								
	Parks	Parks, Recreation and Cultural Services Department								
	PC	Planning Commission								
	Planning	Planning & Community Development Department								
	PLDO	Park Lands Dedication Ordinance								
	PPACG	Pikes Peak Area Council of Governments								
	PPRBD	Pikes Peak Regional Building Department								
	PPRTA	Pikes Peak Rural Transportation Authority								
	PW	Public Works Department								
	RBA	Colorado Springs Regional Business Alliance								
	Transit	Transit Services Division								
	UB	Utilities Board								
	UPAC	Utilities Policy Advisory Committee								
	URA	Urban Renewal Authority								
	URRS	CSU Utilities Rules and Regulations								

infill

COMPREHENSIVE PLAN SUPPLEMENT



City of Colorado Springs
12 JANUARY 2016 | DRAFT

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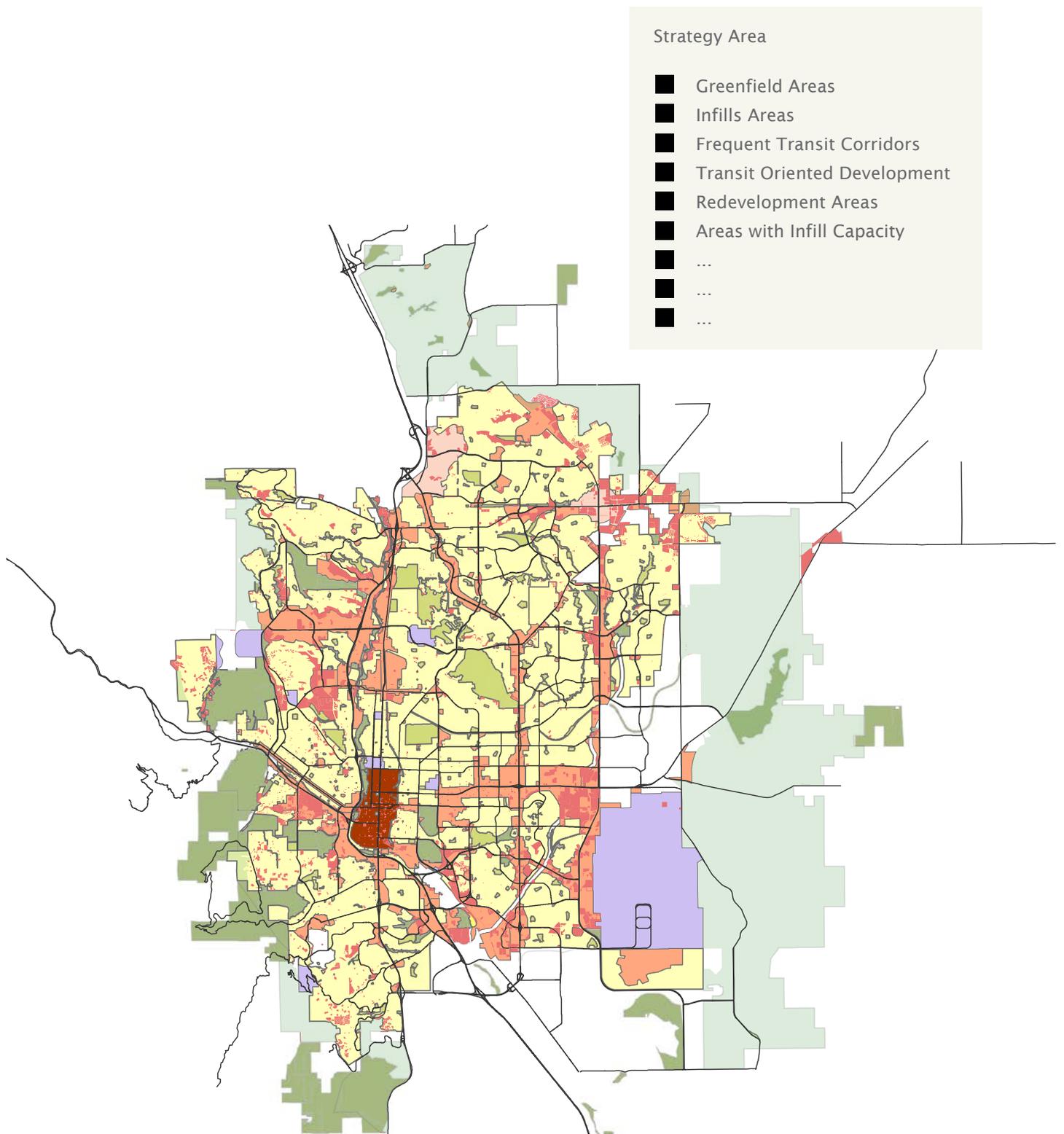


Figure 1 Depiction of the vision and framework of the infill plan. (All of the boundaries and depictions are generalized and subject to revision and updates.)

EXECUTIVE SUMMARY

INFILL VISION, DEFINITION AND FOCUS

The City of Colorado Springs envisions a community that continually reinvests in its mature areas so they remain vital and desirable places that contribute to fiscal sustainability and quality of life for all of the city's residents and visitors. We further envision a particular infill focus on the downtown, older arterial corridors and in the retention and creation of unique and special places throughout the established areas of the city.

INFILL IS BROADLY DEFINED AS THE DEVELOPMENT, REDEVELOPMENT, MAJOR RENOVATION AND/OR ADAPTIVE RE-USE OF PROPERTIES OR BUILDINGS IN THE OLDER AND LARGELY DEVELOPED AREAS OF THE CITY.

The terms "infill" and "redevelopment" are purposefully overlapped and intermingled in this definition and in this plan to emphasize the critical role that land use change and adaptation plays alongside the "filling in" of available vacant land capacity.

The terms greenfield or greenfield development are used extensively throughout this chapter in general reference to development occurring in newer or peripheral areas of the city. Figure 1 provides a generalized depiction of greenfield areas as of 2015. While the term greenfield has and the areas it encompasses can be defined in many different ways, this document considers the development of large vacant properties as infill when largely surrounded by pre-1980 development. Examples of large vacant infill areas include the Gold Hill Mesa, Spring Creek, and Airport Business Park developments. The vision and definition are intentionally broad, encompassing and aspirational. Achievement of the vision will require an ongoing, strategic and purposeful focus, as is further articulated in the following chapter.

Adaptive re-use capitalizes on under utilized space.



INFILL AND REDEVELOPMENT ARE ESSENTIAL TO THE CITY'S LONG-TERM FISCAL SUSTAINABILITY AND TO ITS OVERALL VIBRANCY, LIVABILITY, AND QUALITY OF LIFE

In the 65 years from 1950 to 2015, the population of our city has increased nearly tenfold; from 45,472 then to almost 450,000 today. While some mature areas have aged gracefully, others have deteriorated or are experiencing substantial socio-economic and market-driven land use changes. The impacts of these changes are particularly evident along and near aging arterial corridors such as Nevada Avenue and Academy Boulevard. City government, its enterprises, and its facilities and services exist to serve the needs of its residents and property owners. Part of serving the needs of the city's residents should include supporting mature areas, so as to improve the quality of life of inhabitants.

The city has a great deal of capacity to accept infill; this includes over 7,000 acres of vacant developable land in core areas along with substantial already-developed properties available for redevelopment. In addition to land capacity, trends demonstrate a market for walkable neighborhoods, robust transit, and accessibility to the urban core as primary attractors for both Millennial and Baby Boomer generations.

There is a fiscal sustainability imperative and a significant economic argument to supporting infill. The city, its tax and ratepayers, the business community, and its residential property owners have all invested in mature areas, and have a stake in the efficient use of this land and infrastructure. If public facilities such as streets, parks, and utilities infrastructure are under capacity (due to low-density) taxpayers and ratepayers pay the cost of the inefficiency. Infill allows for city services to improve due to increasing efficiencies such as improved police and fire response times and transit frequency. The inverse of reinvestment is "blight". Blight has associated ongoing fiscal impacts including depreciated tax revenues and increased costs for police and fire protection.

The Gabion showcases high density housing within walking and cycling distance of downtown.

THE CITY'S ROLE IN INFILL IS IMPORTANT AND ESSENTIAL



Since the demand for infill and redevelopment is projected to increase, the community should proactively prepare for it. There are a variety of public policies, plans, regulations, places, facilities, services and systems that need to be aligned to address both the infill that is happening and the additional or enhanced activity the city desires. Ultimately, most development decisions are based in market demand. However, the city, through our electorate and staff, holds a significant role and stake in whether and how these decisions occur.

The city and its enterprises own, and to various degrees maintain, over one quarter of all the property within our city limits. How the city invests in, uses, maintains, administers and regulates this property will have a significant impact on private land use choices. The city also has an undeniable role in the regulation of land use, the administration of zoning, the development of policies and procedures impacting the development process, and in the enforcement of standards that have been established to maintain beauty and quality of life for its citizens. The city can take actions that profoundly impact infill and redevelopment options on private property. Finally, the city has a variety of more discretionary programmatic and funding options and incentives that can be used to promote and encourage infill.

DENSITY AND MIXED USE ARE IMPORTANT

Supporting infill includes the continued acknowledgement and support of greenfield development, because infill is more than reallocating a fixed amount of land use and development demand between greenfield and core areas. Infill has is an added value component that be effective alongside traditional development methods. Thus, ongoing and strategic support for infill and redevelopment is expected to increase the overall marketability of the city and region for land and economic development investment.

Density is important, but so are land use mix, design, connectivity, and integration.

Increases in housing and employment density are an essential component of the city's infill and redevelopment vision because density creates opportunities for markets, livability, place-making, and land use efficiency. Increases in density should be location and context sensitive and be connected and integrated with surrounding uses. Infill and redevelopment can add value without contributing to density, especially if uses are mixed and well integrated. Additional density is not appropriate for all locations and circumstances, and especially not for areas of special environmental sensitivity or natural and open space value.

ROBUST TRANSIT IS INTEGRAL TO SUPPORTING INFILL

Integral to the city's infill and redevelopment vision is an evolution and progression toward a more robust transit system which serves both need and choice-based customers. As the 41st most populated city in the US, we must be able to compete with the majority of similarly sized cities that provide greater transportation options, particularly in the form of urban rail or bus rapid transit systems.

The support of transit, especially in the form of development adjacent to the highest frequency transit corridors, improves transportation options within the community and also demonstrates a level of service certainty that is necessary for transit oriented development

**How the city invests
in, uses, maintains,
administers and
regulates
its property will have
a significant impact on
private land use
choices**

(TOD). Although not all infill and redevelopment can and should be defined and measured in relationship to being transit supportive, this should be an elemental consideration for project prioritization.

DOWNTOWN STRATEGY IS FUNDATIONAL TO INFILL

Greater downtown Colorado Springs must be considered a community cornerstone from the perspective of infill policy. It needs to function as the economic, cultural, and political center of the region. Nationwide experience demonstrates that cities that possess more vibrant downtowns attract more community and economic development and contribute to a richer overall quality of life. Cities with the most vibrant downtowns attract more infill, achieve greater density, and are fiscally more sustainable due to efficient land use. Visions and plans are already in place for downtown, but policies and strategies should be put into place to greatly encourage revitalization of the downtown core as a means of catalyzing infill and economic development throughout the community.

PRIORITY AREAS AND USES ARE ESSENTIAL TO THE EXECUTION OF THIS PLAN

Prioritizing resource allocation to specific areas and uses allows for more fiscally sustainable investment and addresses market gaps where revitalization that provides some greater benefit to the community may not otherwise occur unless the city takes an active role.

Priority areas and uses also permit ease of marketing to investors and greater ability to measure the success of infill policies, actions and investments. Priority areas include gateways, high frequency transit corridors, and those mature neighborhoods with supportive conditions for revitalization. Priority uses include catalytic projects, mixed use, higher density and transit-supportive projects and projects that convert the land to new and/or intensified uses (see Figure 1).

4 **Transit and downtown are foundational and essential**

PURPOSE

This plan has the following intent and purposes:

1. Augment and support the balance of the existing 2001 Comprehensive Plan and its 2020 Land Use Map by providing additional focus, policy and strategic direction concerning infill and redevelopment
2. Recommend specific and actionable city-initiated priorities and strategies to promote infill and redevelopment throughout the mature areas of the city

This chapter has been created in acknowledgment and in consideration of the existing 2001 Comprehensive Plan and its incorporated elements (including publicly and privately initiated master plans). However, the balance of the comprehensive plan has not been modified or revised directly in conjunction with the process of creating this chapter.

Therefore, the intent and expectation for the use of this document is that the entire comprehensive plan and its applicable incorporated elements will continue to be used holistically as an advisory guide for city policy, legislative, quasi-judicial, administrative, and procedural decisions related to land-use and other matters applicable to the comprehensive plan.

The plan will augment and support the 2001 Comprehensive Plan, and also recommend new actions

5

Plaza of the Rockies brings stronger street level presence to downtown.



DOCUMENT USE: GUIDANCE FOR PLANNERS AND DEVELOPERS

6

This section provides additional and focused policy guidance for the use of this plan in the review of and decisions made on development applications in infill areas. Development applications may include annexations within mature areas, master plans, zone changes, conditional uses, use and non-use variances, concept plans and development plans. The document will provide guidance to the application of the principles and goals stated herein, specifically in relation to the comprehensive plan. Uses and applications that are clearly consistent with prior approvals, existing zoning, and development standards, will continue to be processed autonomously and will not be affected by this document. However, voluntary application of the guiding principles and plan goals of infill by property owners and developers is seen as a means of contributing towards the broader infill vision and is strongly encouraged.

PROJECT APPROVALS, RELIEF, AND INCENTIVE ELIGIBILITY:

Integration of transportation and infill is showcased through extended and diversified transit options.



- Infill projects seeking approval or consideration of zoning changes should generally be supported if they advance the overall infill and redevelopment principles, goals and outcomes included in this document and can be accommodated within the context of the site, its surrounding conditions, and reasonably available infrastructure and service capacity.
- Administrative relief from standards and submittal requirements for infill projects and applications should be reasonably granted in cases where the benefit of strict application of the requirement is outweighed by the advantages

of relief from the requirement, considering impacts to the project, the adjacent properties and the community.

- To be eligible for special city incentives such as tax sharing agreements, possible relief from usual and customary fees and charges and infrastructure requirements, infill projects should clearly demonstrate a high degree of overall consistency with the plan goals and should be located in a prioritized reinvestment area or possess a priority use.
- Use and density transitions, as well as buffer treatments should be incorporated where appropriate and feasible to address site conditions. Transitions and buffers are intended to improve existing land use relationships, but should only be required in circumstances where the benefits to the surrounding properties and the community are clear and compelling.

DESIGN AND LOCATION CONSIDERATIONS:

Context-appropriate increases in density and changes in land use should be supported, particularly in identified infill priority areas such as the downtown, economic opportunity zones and high frequency transit corridors. Projects should be located and designed to:

- support integration, mixing and connectivity of land uses within their surrounding areas and neighborhoods;
- support the long-term viability of the neighborhoods they affect with input from neighbors;
- enhance the viability of multi-modal transportation options including transit use, cycling and walking; and
- support use and density transitions, as well as buffer treatments should be incorporated where appropriate and feasible to address site conditions.



PLAN SUCCESS

The successful use of this plan will require upholding the following supportive conditions:

ASSIGN AND OPTIMIZE RESOURCES

In order to realize this plan, allocation and optimization of dedicated staff time, financial resources, and political will to support the role of infill and facilitate policy changes is necessary.

TAKE NEAR TERM ACTION ON PLAN RECOMMENDATIONS

The recommendations have been developed to address point-in-time issues that deserve near term assessment and action. Any recommendation that aligns with the guiding principles, and accomplishes a substantial number of the plan goals, should be met with swift action for the success of the plan.

TAKE ACTIVE ROLE IN PROMOTION OF INFILL OPPORTUNITIES

The city should be actively involved in the promotion of infill development opportunities in Colorado Springs through effective means of external communication. This communication should be aimed towards developers and investors, both inside and outside of the region, and in close partnership with support organizations. As long as personal favoritism is avoided, the city should comprehensively provide an inventory of potential infill sites and serve as a clearinghouse for infill opportunities to encourage new investment.

Similarly, the city should proactively identify and engage with the owners of “difficult” properties with the intent of determining whether there are any barriers or impediments to development that can be reasonably addressed by the city or its enterprises. Available incentives should be marketed and the zones can be used for catalytic improvement under existing ownership or through new investment. These efforts should include collaborating on solutions for beneficial use of difficult development or redevelopment areas and parcels.

MEASURE AND TRACK PROGRESS

Infill trends and infill strategies are both long term propositions. Therefore, ongoing measurement and progress reporting is essential. Reporting should include measurements of actual infill development activity as well as progress made in the implementation of specific recommendations in the Infill Action Plan. Annual reporting is recommended. Reporting should be kept simple, with an emphasis on being informative, honestly tracking trends and progress, and moving forward with a continuing and responsive strategy.

UPHOLD SUPPORTING CONDITIONS

The city and partnering agencies should seek to create conducive conditions for infill development. Such conditions include:

- a city governance and service philosophy that is open to adaptation, business opportunities and land use change;
- support of economic development and jobs in order to insure that the overall local economy is sufficiently robust, thereby creating a substantial enough market for new development;
- provision of a safe and secure environment for all areas of the city;
- convenient access to schools in mature neighborhoods, and continual support of a superb public education system in Colorado Springs;
- provision and maintenance of quality infrastructure including complete streets and parks;
- ongoing neighborhood and business engagement in community issues;
- provide adequate support services to neighborhoods;
- adequate enforcement of codes and regulations, and maintenance of community infrastructure and services in mature areas. Continued ability to rely on existing zoning on a parcel by parcel basis;

Artist's rendering of 2015 proposed Olympic Museum slated to bring an added half million visitors into downtown per year.



GUIDING PRINCIPLES

10 **Create benefit, remove barriers and minimize risk**

In general, all policies and actions recommended by this plan were developed with the following three principles in mind: create community benefit, remove barriers to infill development, and minimize investment risk. The same principles should also be used as the basis for prioritization and decision making around infill and redevelopment related city policies moving forward.

CREATES COMMUNITY BENEFIT

A policy or action which contributes to the well-being of the citizens and visitors of Colorado Springs. This includes enhancing neighborhood livability, creating better connectivity through multiple modes of transportation, creating better connectedness with the natural environment, enhancing choice and quality of life, and beautifying the built environment, etc.

REMOVES BARRIERS TO INFILL DEVELOPMENT

A policy or action which makes development of infill projects more feasible in comparison to greenfield development, leveling the playing field so that development within the existing city boundaries is just as easy, if not easier than building on the periphery.

The Machine Shop's adaptive re-use building creates space for innovators across professions.



MINIMIZES INFILL INVESTMENT RISK

A policy or action which creates greater clarity in the regulatory system, allowing for development to occur with clear understanding of what is required, what infrastructure and developments are funded and designated to occur in an area, and whether an area is prioritized for redevelopment and eligible for specific incentives.

PLAN GOALS

As logical and appropriate, the following goals should be used to evaluate the value of and priority for city-initiated actions or public-private partnerships. These goals should also be used as part of the justification of the use and allocation of special city incentives for private and non-profit development.



Density achieves context-sensitive increases in density



Priority use advances quality land use mix, design, connectivity and integration to achieve desired results



Connectivity contributes to multimodal viability allowing for a range of choices for traveling between destinations in the community



Economic stimulus catalyzes further development and/or contributes to primary employment



Fiscal efficiency effectively utilizes existing infrastructure, enabling the city to maintain growth while providing and maintaining higher levels of service



Community pride and perception contributes to the perception of greater safety, security, and attractiveness of the community for both residents and visitors



Reinvestment in priority areas drives development in the downtown and along mature arterial corridors, aiming to take advantage of the city's existing capacity and development potential and reflect a more dense urban environment



Support of neighborhoods and placemaking encourages better integration between neighborhoods and their adjoining communities for a more interconnected and livable city



Blight relief addresses substantial redevelopment need in areas or sites experiencing blight or sites that are vacant/underutilized, areas with excess parking capacity and other sites that present an opportunity for conversion to new and/or Intensified uses

POLICY RECOMMENDATIONS

The following is a broad summary of policies and actions recommended by the committee. The policies and actions contained herein are organized by area of influence and characterized by how they meet the plan goals. Recommendations are intended to highlight key elements only. Each element is reflective of at least one of the three guiding principles: creating community benefit, removing barriers to infill, and minimizing infill investment risk.

The **Infill and Redevelopment Action Plan** is a separate yet complementary document with more detailed, timing-specific and directly actionable recommendations. The action plan is intended to serve as a living and dynamic implementation document to be regularly updated and managed by city staff consistent with strategic direction from city council. As the action plan is modified and adapted over time in response to progress, decisions, and availability of resources, the changes should be consistent with and further the guiding principles and plan goals outlined herein.

A separate Action Plan is intended to serve as a living and dynamic implementation document for this plan 13



1 - NEIGHBORHOODS

As addressed throughout this chapter, infill and redevelopment sites often have more complexity and challenges based on the established and mature nature of the surrounding neighborhoods. The public process can, and often does, take longer in these areas, resulting in higher processing and/or financing costs for the developer. In respect to the value of the neighborhood process, it is suggested that the city explore options for enhanced neighborhood services delivery and pursue actions like:

- develop and pilot a replicable process for small area and neighborhood plans, with neighborhood input, to include the establishment or amendment of development standards;
- revise the appeals process and development plan criteria and standards in city code.



2 - SUPPORTIVE ZONING

With the exception of downtown zoning and parking regulations, city development requirements have a suburban and/or greenfield orientation and do not always adapt well to more mature areas. In addition to support for zone change requests that promote context sensitive infill and redevelopment – including mixed use, density and adaptive re-use, the recommendations are to:

- revise development standards and the zoning code to include more infill-supportive standards and relief from “suburban” standards;
- revise and extend the downtown form-based code (FBC) plan and consider additional targeted use of form-based zoning (FBZ);
- pursue strategic infill-supportive zoning improvements related to use by right, accessory dwelling units and transit oriented development.



3 - ROLE OF UTILITIES

New development in mature areas may have one or more site-specific characteristics that discourage development, often related to utilities. To proactively offset the burden of aging utilities and smooth the process overall, the recommendations generally refer to:

- alignment of capital improvements and upgrade standards;
- open access to data fees, charges and potential fee deferral or waiver programs;
- partnership with strategic teams to address priority areas and issues;
- align utility fees to support infill development (e.g. eliminate reconnect fees).



4 - PRIVATE AND PUBLIC PROPERTY CARE AND MAINTENANCE (INCLUDING PARKS)

Broadly defined, the “blight” associated with a number of mature areas of the city can act as a significant barrier to redevelopment, especially if there is a concern with a negative cycle of disinvestment leading to reduced market opportunities. Conversely, blighted areas – with their typically diminished property values – can provide great opportunities for reinvestment if there is an actual or expected positive trajectory (often preceded by proactive investment to address blight in the public realm.) Recommendations, therefore, are concerned with:

- proactive and effective code enforcement;
- cost effective maintenance of existing infrastructure including streetscape adoption and management;
- restructure city park dedication requirements and fees to be responsive to infill development needs.



5 - TRANSPORTATION INCLUDING TRANSIT

Colorado Springs plans for a multi-modal transportation system including a well-functioning fixed route transit system, a complete streets approach and general pedestrian focus, and trail connectivity, although much of our land use policy to date has favored the use of cars. In an effort to elevate transportation policy to align with, and in some cases catalyze, infill development, the recommendations are to:

- modify the Engineering Criteria Manual to be more conducive to infill-related density and multimodal access and deemphasize congestion concerns (e.g. reduce requirement for traffic impact studies);
- modify and strategically waive suburban access and parking standards for infill projects and leverage the Downtown Parking Enterprise for redevelopment potential;
- focus services and investments in high frequency transit corridors.

Transportation, including transit, can be an infill catalyst



6 - PRIORTIZATION AND INCENTIVES

16 **Prioritized attention and investments are essential**

Traditionally, the city has had a “level playing field” approach and has not directly or comprehensively established priority redevelopment areas. Because prioritized investment is more fiscally sustainable and incentives provide for greater impact potential, this plan recommends the:

- alignment of capital improvement plans and infill priorities whenever possible;
- support and prioritization of downtown planning and implementation efforts;
- analysis and visioning for high priority corridors including, but not limited to, North and South Nevada Ave and South and Central Academy Blvd;
- extension of the strategic use of city incentives, fee waivers and Rapid Response to high value infill projects and specific land uses that best achieve the plan goals;
- consideration of public-private investment in complementary infrastructure, in cases of extraordinary incentives, to capitalize on opportunities for mutual benefit.
- locate and orient major city service facilities to maximize location efficiency; and
- make similar location decisions for other non-city catalytic and institutional projects such as hospitals, government and university buildings and event and sports venue;
- proactively work with property owners to annex and redevelop parcels in City enclaves when and where these projects will further the goals to this Infill Plan

AFTERWORD

This chapter has been recommended by an Infill Steering Committee created under the auspices of City Council and supported by the City and Colorado Springs' Utilities staff. Committee membership included City Council and Planning Commission representatives along with members from the development, neighborhood and business communities. The committee met and worked throughout late 2014 and all of 2015 on this process, chapter and associated action plan. Prior to formulating recommendations, the committee invited input and presentations from a wide variety of stakeholders and city staff. Members also toured infill projects, including several in the Denver metropolitan area, and sponsored a well-attended interactive community forum. An archive of the process, including committee meeting notes agendas, and other documents, is available on the [city website](#).

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A result of high density building is increased opportunity for impromptu socializing.



GLOSSARY OF TERMS

Catalyst or catalytic project: a public or private project that is timed and located with an expectation that it will serve as a particularly crucial and effective encouragement for additional development in infill areas.

Chapter or Infill Comprehensive Plan Supplement: this chapter of the City of Colorado Springs Comprehensive Plan, also referred to as the City of Colorado Springs Infill and Redevelopment Plan.

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Code Enforcement: the city's combined and coordinated outreach, regulatory and enforcement programs and systems directed toward assuring compliance with its codes pertaining to the care and maintenance of property, including but not limited to zoning compliance, rubbish, weeds, housing standards, graffiti, junk or unlicensed vehicles, and public health and sanitation.

Comprehensive Plan: the City of Colorado Springs Comprehensive Plan in its entirety, including all of its constituent elements as it and they may be amended from time to time.

Community Benefit: one or a combination of significant benefits of an infill project associated with its special contributions to the public realm and identified community needs with examples including enhancements of infrastructure or increased affordability of housing, all as ultimately determined by City Council.

Context appropriate or context sensitive: land use development or redevelopment that may vary from surrounding development in use and density but which is also sensitive to site conditions and neighboring uses with respect to factors including but not limited to topography, natural systems and hazards, infrastructure and service capacity, and integration with surrounding uses.

Form-based zoning (FBZ): methods of zoning regulation designed to support a desired urban form and public realm primarily by controlling physical form with less focus on land use.

Form-based code (FBC): the regulating plans and zoning codes used to implement and administer form based zoning.

Greenfield: newer developed or developing areas of the city located in association with its periphery as generally depicted in [Figure 1](#) and the development within these areas, regardless of the presence

of absence of neighboring development.

High frequency transit corridors: primary transit corridors as identified in the Pikes Peak Area Council of Governments 2040 Transit Plan that support greater land use intensification and connections between key regional destinations, and targets them for improved span of transit service and frequencies.

High value infill projects: infill projects that are catalytic in nature or that can be expected to contribute substantially to a large majority of all the goals outlined in this chapter.

Location efficiency: a method of placing uses in close proximity to supporting uses, such as major city services near transit, jobs, housing, and other services. The intent is to reduce travel distances between uses as well as the need for other related resources.

Multi-modal Transportation: the seamless integration of different transit types—including walking, biking, public transportation, and vehicles—into a single trip. For instance, a multi-modal trip might include biking to a bus stop, bringing bike onto bus, riding the bus to another location with secure bike storage, and a short walk to final destination, such as work or school. Multi-modal transit options allow for more rider flexibility and transportation system efficiency.

Robust transit: a transit system designed and operated with frequent service, along with a facilities and amenities of a quality, permanence, visibility and multi-modal accessibility sufficient to provide an incentive for transit-oriented development and related investments. Such a system may or may not include fixed guideway or Bus Rapid Transit (BRT) elements.

Traffic impact studies (TIS): the project-specific studies and analyses of this name required in association with development applications as currently addressed in Section III of the city's Engineering Criteria Manual.

Transit-oriented development (TOD): higher density and often mixed use residential, commercial and institutional development located, designed, and oriented to maximize access to public transportation and to encourage transit ridership. TOD development is ordinarily located within ¼ to ½ mile of a robust transit system station or stop.

ACKNOWLEDGMENTS

City Council

Merv Bennett, *President, At Large*
Jill Gaebler, *President Pro-tem*
Don Knight, *District 1*
Larry Bagley, *District 2*
Keith King, *District 3*
Helen Collins, *District 4*
Andy Pico, *District 6*
Bill Murray, *At Large*
Tom Strand, *At Large*

Planning Commission

Eric Phillips, *Chair*
Charles (Chuck) Donley
Sherrie Gibson
John Henninger
Jeffery Markewich
Rhonda McDonald
Robert Shonkwiler
Carl Smith
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Infill Steering Committee

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Rachel Beck
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Aubrey Day
Chuck Donley
Sherrie Gibson
Sarah Harris
Laura Nelson
Darsey Nicklasson
Tim Seibert
Robert Shonkwiler

Numerous community members, city staff and agency representatives added value to this process in the form of ideas, information and direct assistance. Some, but not all of these individuals and groups are listed here:

Craig Blewitt, *Transit Services Manager*

Matt Bingman, *Planning Technician*

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Bill Cherrier, *Colorado Springs Utilities CFO*

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Carolyn Fahey, *Planning Technician*

Corey Farkas, *City Streets Division Manager*

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Kathleen Krager, *City Traffic Engineer*

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Tim Geitner, *City Council Legislative Assistant*

Rick Hoover, *Council of Neighbors and Organizations (CONO)*

Bobby Ingels, *The Ingels Company*

Tim Mitros, *Development Review and Stormwater Manager*

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Thomas Wasinger, *City Code Enforcement Manager*

Brian Whitehead, *Interim Systems Extension Manager, Colorado Springs Utilities*

Peter Wysocki, *AICP, Planning and Community Development Director*

COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Action Item #2

Item Name: Tejon Street and Platte Avenue Intersection Improvement Project

Summary:

Public Work is initiated a project to improve the intersection of Tejon Street and Platte Avenue. This project affords an opportunity to improve vehicular and pedestrian safety as well as implement parking improvements within the public right-of-way along the north side of Acacia Park. Staff is seeking a recommendation of support for this project.

Previous Council Action: N/A

Current Status:

In 2013, the City of Colorado Springs applied for Federal Grant money to improve the intersection at Platte Avenue and Tejon Street. Funding was successful, and City Engineering is moving forward with design of this project and seeking input from stakeholders.

For the period of 2008-2010 there were 19 automobile crashes on at the intersection of Platte Avenue and Tejon Street. In 2013, this intersection was within the top 25 accident locations in Colorado Springs. Platte Ave is currently a 4-lane arterial street with through-lanes at Tejon Street. Traffic Engineering staff believe the crash pattern is due to vehicles trying to clear the intersection when the signal changes. Additional left turn bays should help alleviate driver anxiety when trying to clear the travel lane and intersection. A left turn bay can also provide for a protected/only turning phase.

Adding new left turn lanes for Platte Ave will require new pavement striping and a shift in the existing on-street parking to the south. Parking spaces will be reset along the northern Boundary of Acacia Park. The proposed parking changes will be located within the public right-of-way but will impact the existing parkway between the existing sidewalk and curb.

Public Works is seeking input from stakeholder for the proposed improvements. Design plans are 60% complete, and the City has established a goal for construction to commence in Fall of 2016. This construction schedule is dependent on State/Federal review and approval time frames. A representative from the City's Public Works Department will present an overview of the proposed project.

Financial Implications:

N/A Funding for this project will be provided by Public Works via federal grant funds.

Stakeholder Process and Involvement: N/A

Board/Commission Recommendation: N/A

Proposed Recommendation: A motion in support of the proposed improvements to the intersection of Tejon Street and Platte Avenue specifically related to the proposed parking improvements along the north side of Acacia Park.

COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Action - Item # 3

Item Name: Request to Rename Sand Creek Stadium to Switchbacks Stadium

SUMMARY:

Pursuant to Section 2.6 of the Joint Use and Lease Agreement between the City of Colorado Springs and Ragain Sports LLC, Ragain Sports is requesting approval for Switchbacks Football Club (Switchbacks FC) to be identified as a sponsor of the field and to change the name of 'Sand Creek Stadium' to the name 'Switchbacks Stadium' in identifying and promoting the field.

PREVIOUS COUNCIL ACTION:

City Council on June 10, 2014, voted to approve the Joint Use and Lease Agreement with Ragain Sports for the use of Sand Creek Stadium at Norman "Bulldog" Coleman Park.

BACKGROUND:

In 1988, AmWest Development Corporation and the United States Soccer Federation (USSF) constructed a soccer stadium on the proposed Sand Creek Community Park site with agreement from the City Parks and Recreation Department to schedule and maintain the field. Before the property could be transferred to the City, AmWest Development Corporation declared bankruptcy and the USSF moved their offices to Chicago. Subsequent to these occurrences and in 1991 the City began negotiations with the Pring family, owners of the property, to complete the transfer of the property to the City. Complicated by AmWest's bankruptcy, the City initially agreed to a lease of the property from the Pring family until the property ownership could be transferred in April 1995.

The proposed name of Sand Creek Community Park was officially changed to Norman "Bulldog" Coleman Park (date unknown) but the existing soccer stadium continued to be referred to as Sand Creek Stadium. City Parks and Recreation managed the site and hosted a wide variety of events including high school boys and girls soccer, rugby, semi-pro football, and beer fests among other events.

In September, 2013, the department was approached by Mr. Nick Ragain of Ragain Sports regarding the possible use of Sand Creek Stadium at Coleman Park as the home field for a United Soccer League (USL) pro soccer franchise that Ragain Sports was interested in acquiring. Ragain Sports had been investigating possible locations along the front range and was very interested at locating their franchise in the Colorado Springs area. They had identified Sand Creek Stadium at Coleman Park as a venue that, with modification, would satisfy USL league requirements for a team's home field. Pursuant to that first contact and their initial review of the facility, Ragain Sports began a more in depth assessment of whether the Sand Creek facility would be an acceptable venue that could be brought up to the required league standards. During this period of time Ragain Sports continued the necessary steps to acquire the franchise.

On December 5th, the United Soccer Leagues' Pro Division officially awarded Ragain Sports an expansion franchise to be located in Colorado Springs. At that point, Ragain Sports doubled its efforts to work with the City and the department to secure the necessary agreements to

accommodate their use of Sand Creek Stadium. City Legal, Finance, and Real Estate departments entered the discussion to assure that any and all issues were being worked through in the creation of the operational and lease agreement.

On May 8, 2014, the Parks and Recreation Advisory Board voted unanimously to support the creation of a Joint Use and Lease Agreement between the City and Ragain Sports, LLC, for their physical improvement and use of Sand Creek Stadium by their USL soccer franchise known as the Switchbacks FC. The finalized Agreement was then approved by City Council on June 10, 2014.

Prior to the start of their inaugural season in 2015, Ragain Sports went about investing over \$2.5 million into upgrading Sand Creek Stadium to meet the facility standards required by the USL. Section 2.6 of the Agreement included a provision granting "Switchbacks FC the authority to obtain one or more sponsorships for the field" and to "use the name of any such sponsor(s) in identifying and promoting the field". It was hoped that sponsorships could help offset the considerable investment Ragain Sports had made in the field. To date they have been unable to attain any such sponsorship but wish to strengthen the name recognition for the Switchbacks, the team's connection to the stadium that they use, and to assist in their marketing efforts by renaming Sand Creek Stadium to Switchbacks Stadium. It should be noted that Sand Creek High School also calls their athletic stadium Sand Creek Stadium which has been the cause of some confusion for game attendees, especially those from out of town, in the past. The park name will remain Norman "Bulldog" Coleman Park. City legal staff have reviewed the proposal and determined that under the guise of section 2.6 of the Agreement that this is an appropriate and applicable action.

FINANCIAL IMPLICATIONS:

There will be minimal cost to the City. City staff will change the name on the one sign that identifies the stadium and change any reference to Sand Creek Stadium on the City website to Switchbacks Stadium. Ragain Sports will absorb the costs associated with promoting the field's new name for their marketing purposes.

BOARD/COMMISSION RECOMMENDATION:

On May 8, 2014, the Parks and Recreation Advisory Board voted unanimously to support the creation of a Joint Use and Lease Agreement between the City and Ragain Sports, LLC, for their physical improvement and use of Sand Creek Stadium by their USL soccer franchise known as the Switchbacks FC.

ALTERNATIVE:

Continue use of the name Sand Creek Stadium.

RECOMMENDATION:

Staff recommends approval of the name change of Sand Creek Stadium to Switchbacks Stadium.

PROPOSED MOTION:

Move approval for the name change of Sand Creek Stadium to Switchbacks Stadium.

COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Presentation Item #4

Item Name: Stratton Open Space Management Plan

Summary:

Through an extensive public process, Staff and the consultant team (ERO Resources) have prepared the Draft Stratton Open Space Management Plan for review and input by the public, the TOPS Working Committee, and the Parks and Recreation Advisory Board.

The management plan process kicked-off during the summer of 2015 with the City staff compiling baseline information that the consultant could use for the property. During the fall of 2015, ERO Resources was selected as the consultant to complete the management Plan. During the summer and fall months data was collected to inform the planning process through a variety of methods including numerous site visits, stakeholder interviews, and review of existing resource studies.

To help guide the planning process “Givens”, non-negotiable issues that the Department would be irresponsible not to fulfill, were established by the Parks Department to provide a framework for responsible decision making. From within this framework, management plan participants and the project team identified the key issues to be addressed throughout the process, established project values, and set common themes to guide in decision making.

The management plan process included three (3) public meetings. These meetings were held to discuss the issues, challenges, opportunities, and possibilities within the Stratton Open Space, as it relates to resource management. With hands-on activity during each meeting, the public had an opportunity to hear the information that was presented and provide feedback on how that information was incorporated into the overall management plan. Roughly 50 citizens participated during the management plan process; the planning team did their very best to address and include all suggestions that were voiced within the context of the established “Givens” and “Values.” All of the input received from the public can be found within the appendix of the document.

The Stratton Open Space Management Plan represents a significant collaboration between the planning team, staff, numerous partnership organizations, and the general public. Staff will present a summary of the management plan process and recommends approval of the proposed plan. This management plan is intended to guide Staff for the next five (5) years with methods and techniques to manage the valuable resources.

A complete copy of the Draft Stratton Open Space Management Plan, along with compiled comments received throughout the public process, can be reviewed at coloradosprings.gov/Stratton.

Previous Council Action:

N/A

Current Status:

Stratton Open Space consists of 306.5 acres located on the western edge of Colorado Springs. The property is located about 2.5 miles southwest of downtown Colorado Springs, north of Cheyenne Boulevard and west of Cresta Road, and directly abuts North Cheyenne Cañon Park to

the west (Figure 1). The property contains a biologically diverse mosaic of plant communities at the foothills transitional zone, is an important community buffer, and is a gateway for outdoor recreational opportunities.

Beginning in the early 1990s, local citizens began working to protect the property as open space. In 1998, the City of Colorado Springs completed the purchase of Stratton Open Space for \$5.9 million. Most of the funding for the purchase came from the then recently-passed (1997) Trails, Open Space, and Parks (TOPS) sales tax in Colorado Springs. The TOPS program contributed \$4.4 million, with the remainder of the purchase price coming from the Great Outdoors Colorado (GOCO) Trust Fund (\$500,000), private donations, and assistance from The Trust for Public Land. As a requirement of the GOCO funding, a conservation easement was placed on the property. The easement is held by the Palmer Land Trust, a private land conservation organization. Stratton Open Space is owned by the City of Colorado Springs and is managed by the City's Parks, Recreation, and Cultural Services Department.

The City of Colorado Springs owns and Colorado Springs Utilities (CSU) manages land that is immediately adjacent to Stratton Open Space on the south side and contains two water supply reservoirs – South Suburban Reservoir and Gold Camp Reservoir - and associated infrastructure. Outside of the fenced reservoir and facility areas, the CSU-managed land is indistinguishable from Stratton Open Space, and several trails and visitor use areas cross between the properties.

Financial Implications:

Once the plan is approved Staff will continue to assess the high priority projects within the management plan and begin implementation. Funding from the Stewardship category of the TOPS program can be used as a future funding source to implement recommendations in this plan.

Stakeholder Process and Involvement:

Three public meetings were held to gather public input. Prior to the public meetings, key stakeholders were contacted and interviews were conducted to generate the initial list of issues. The public was also invited to review and provide comments on the Draft Stratton Open Space Plan. From January 11th to January 22nd the draft plan was posted on the City's website for the public to review. We received approximately a dozen comments via email. A complete list of all comments received by the public can be found within the appendix of the management plan.

The plan will be presented to the Palmer Land Trust's Stewardship Committee. Although the Palmer Land Trust (PLT) is not required to approve the Management Plan, PLT is responsible for monitoring the portions of the property purchased with TOPS funding to ensure the Department is complying with the requirements of the Conservation Easement. The document will be presented to the Stewardship Committee to ensure management techniques proposed within the plan aligned with the broader vision of the Conservation Easement.

Board/Commission Recommendation: N/A

Proposed Recommendation:

N/A Presentation Item Only

Attachments: Stratton Open Space Management Plan Draft

PARTIES NOTIFIED OF THIS MEETING:

Trails and Open Space Coalition

Friends of Stratton Open Space

Palmer Land Trust

Participants of the Stratton Open Space Management Plan Process

COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Presentation – Item # 5

Item Name: Pikes Peak – America’s Mountain 2015 Recap and 2016 Overview

BACKGROUND: Pikes Peak – America’s Mountain (PPAM) is an enterprise operation of the City of Colorado Springs. PPAM operates the Pikes Peak Highway under a Term Special Use Permit issued by the U.S. Forest Service (USFS). Included in the operation are the associated visitor facilities including the Summit House, Glen Cove Inn and Crystal Reservoir Gift Shop, and the Pikes Peak Recreational Corridor for activities such as hiking, picnic grounds, and interpretive trails. Revenue is primarily generated from gateway entry fees and concessionaire fees. These fees provide visitor and Ranger services, highway maintenance and construction, facility maintenance and construction, interpretive and educational services.

The current summit house was built in the 1960’s and hosts more than 600,000 visitors annually. There are three additional support facilities on the summit of Pikes Peak including a utility building (Plant) to support the summit house, a communications building operated by the Colorado Springs Utilities (CSU) and a building operated by the United States Army Research Institute of Environmental Medicine (USARIEM). All buildings have exceeded their useful life and need to be replaced.

An extensive process is underway to design and build a new Summit Complex at the top of Pikes Peak. A competitive process resulted in RTA Architects and GWWO Inc. serving as the design team for the project. The goal of the design process for the new Pikes Peak Summit Complex is to create a seamless, immersive visitor experience. From arrival at the summit and through all steps in the experience, visitors should be focused on and enveloped in the natural forms of the mountain as well as the expansive views.

CURRENT STATUS:

The design architects, RTA Architects and GWWO Inc. / Architects presented initial concepts for the new visitor center atop Pikes Peak. In addition to design concepts, information about interpretive exhibits, landscaping, sustainability, water, permafrost and mechanical challenges, and other aspects of the design process were shared with the public.

The preferred option recognizes the history of Pikes Peak. Upon approach to the summit, visitors take in the expansive and pristine views, just as Zebulon Pike saw and Edwin James experienced. The only indication that this peak has been touched by man is the understated entry, which emerges from grade and is sited directly between the highest part of Pikes Peak and Mt. Rosa, the location from where Pike viewed the peak.

Along with a very extensive planning process for the Summit Complex, PPAM continued to provide a great visitor experience finishing 2015 with a record-breaking Highway visitation total of 415,096.

RECOMMENDATION: None - Information only.

PROPOSED MOTION: None - Information only.

COLORADO SPRINGS PARKS AND RECREATION DEPARTMENT

PARKS AND RECREATION ADVISORY BOARD

Date: February 11, 2016

Item Number: Presentation Item #6

Item Name: Proposed Land Exchange with Broadmoor

Summary:

The Parks, Recreation and Cultural Services Department is seeking community input regarding a proposed land exchange with the Manitou and Pikes Peak Railway Company, COG Land and Development Company, PF LLC, and The Broadmoor Hotel, Inc., collectively referred to as "Broadmoor". This proposed land exchange involves multiple parcels of City and Broadmoor owned property and provides an opportunity to achieve several major goals identified in the Colorado Springs Parks System Master Plan including: Preserving and expanding our open space system, connecting our trail system, securing public access to valued recreational trail corridors that currently traverse private lands, and providing additional recreational opportunities within our community for horseback riding and picnicking.

Previous Council Action: N/A

Current Status:

The proposed land exchange includes numerous parcels of City and Broadmoor owner property. The major tenets of the proposed land exchange are as follows:

The Broadmoor will trade to the City of Colorado Springs approximately 155 acres of property located at the top of Ruxton Canyon in Manitou Springs. This property includes segments of the Barr Trail and the Manitou Incline. What will be achieved?

Secure public access and public ownership of the Barr Trail. The Barr Trail currently traverses private property at this location. El Paso County held an agreement with the Broadmoor that permitted public access for the Barr Trail. This agreement expired in 2012 – jeopardizing the future of this extremely popular trail. Public ownership of this property will secure public access to this segment of the Barr Trail. The City will receive a permanent easement to include a short section of Barr Trail at a switch back as well as the marathon route at the terminus of Ruxton Ave. The City's ownership of the property would place all of the Barr Trail in public ownership.

Ensure public ownership of the Manitou Incline. The Manitou Incline currently traverses private property at this location. The City of Colorado Springs currently holds an agreement with the Broadmoor that permits public access for the Manitou Incline; however, public ownership of the Incline would secure its future and result in management and operational efficiencies. The City's ownership of this property would place all of the Manitou Incline in public ownership.

Provide for future North Access Trail to the Incline. The Management Plan for the Manitou Incline identifies the need for an additional access trail on the north side of the Incline to alleviate heavy trail use on Barr Trail. Acquisition of this property would provide a publically owned corridor of land for this important future trail connection.

Protect open space and the mountain backdrop. In accordance with community open space plans, the City of Colorado Springs and the City of Manitou Springs seek to protect important natural resource areas and preserve views of the foothills. Acquisition of this property would preserve and protect these resources for future generations.

The City of Colorado Springs will trade to the Broadmoor approximately 0.55 acres property located adjacent to the Manitou Hydro Electric Facility in the vicinity of the Cog Railway. What will be achieved?

Secure parking for the Cog Railway. The Cog Railway currently uses this small gravel lot for parking via a revocable license agreement with Colorado Springs Utilities. The Broadmoor's ownership of the property will secure parking for the Cog Railway into the future.

Retain public utility access. The City of Colorado Springs will retain a permanent utility easement on the property for utility maintenance and operations.

The Broadmoor will trade to the City of Colorado Springs approximately 9 acres of property located along the southern boundary of Bear Creek Regional Park, adjacent to 21st Street. What will be achieved?

Preserve property as public open space. This property currently is planned for residential development, including 17 single family homes. Acquisition of the property by the City of Colorado Springs will preserve and protect this land for public open space.

Expand Bear Creek Regional Park. Acquisition of this property by the City of Colorado Springs would secure this land for public open space and recreation purposes. El Paso County Parks will consider managing this property as an expansion of Bear Creek Regional Park.

The Broadmoor will grant to the City of Colorado Springs trail easements across three properties owned by the Broadmoor, located in proximity to the Cheyenne Mountain Zoo. What will be achieved?

Secure trail easements for the future development of the Chamberlain Trail and Cheyenne Mountain Heritage Trail. These easements will support key segments of the Chamberlain Trail that will provide a unique back country trail experience along the City's foothills, ultimately connecting Cheyenne Mountain State Park, North Cheyenne Cañon, Stratton Open Space, Bear Creek Regional Park, Red Rock Canyon Open Space and Garden of the Gods Park. This alignment will also advance the future development of the Cheyenne Mountain Heritage Trail, envisioned to circumnavigate the base of Cheyenne Mountain. This trail will complement the Ring the Peak Trail, ultimately creating a unique "figure eight" of back country trail opportunities.

The Broadmoor will trade to the City of Colorado Springs approximately 208 acres of property located along the southwest boundary of Cheyenne Cañon Park. What will be achieved?

Secure public access from the Daniels Pass Trail and the Muscoco Trail to Gold Camp Road. The western end of the historic Daniels Pass Trail and Muscoco Trail currently traverses private property. The City Parks, Recreation and Cultural Services Department and the Friends of Cheyenne Cañon have recently invested significant time and resources in improving the eastern segment of the Muscoco Trail. Acquisition of this property will secure public access to these important trails and provide a key trail link to Gold Camp Road.

Secure public access to the Mount Muscoco Overlook. The popular overlook, located just south of the summit of Mount Muscoco, currently is located on private property. Acquisition of this property will secure public access to this popular and historic hiking destination.

Preserve property as public open space and extension of North Cheyenne Cañon Park. Acquisition of the property would expand public open space along the Gold Camp Road corridor, enhances connections between existing City-owned parkland and the Pike National Forest, and provides opportunities for future public recreation opportunities in this area.

The City of Colorado Springs will trade to the Broadmoor approximately 189 acres, known as the Strawberry Hill Area, located within North Cheyenne Cañon Park, south of Mesa Avenue. What will be achieved?

The Broadmoor may develop a riding stable and picnic area. Approximately 7 acres of the 189 acres to be traded to the Broadmoor may be developed as a riding stable and group picnic area. The privately owned riding stable and picnic area will be available for use by community residents, organizations and tourists on a fee basis.

Provide fundraising venue. The Broadmoor will provide to the Parks, Recreation and Cultural Services Department access to the group picnic facility for two annual fundraising events, free of rental charge.

Retain public access for the Chamberlain Trail and Cheyenne Mountain Heritage Trail. The Chamberlain Trail (Cheyenne Mountain Heritage Trail) is proposed to traverse the property. The City will retain a public trail easement for the trail corridor.

Retain public access for the South Cañon Trail. The South Cañon Trail traverses the northern edge of the property. The City will retain a public trail easement for this existing trail.

Retain ownership and public access to Hully Gully for ice climbing. At the western edge of the property is a 12 acre parcel that is used for public ice climbing known as Hully Gully. In addition, the City will retain a public access easement across the property to provide public access from Old Stage Road to the ice climbing area.

Retain the zoning for the property as PK(PARK). All development would be limited to appropriate park uses and plans would be required to be approved through our normal Park, Recreation and Cultural Services Advisory Board process.

Retain the first right of refusal. If in the future the property would be sold the City would have the first opportunity to re-acquire the property.

Staff will provide a presentation of the proposed land exchange. This agenda item is also intended to provide an opportunity for public comment.

Financial Implications:

N/A

Stakeholder Process and Involvement: The Parks and Recreation Department continues to provide information to the community regarding the proposed land exchange and seek input on the proposed land exchange. To date, the following meetings have been held:

- **Stakeholder Presentation:** On January 14, 2016 a meeting was held to announce the

proposal, provide information about the various tenets of the proposed land exchange, and to seek initial feedback.

- **City Council Briefing:** On January 25, 2016, an overview of the proposal was presented to City Council.
- **Community Open House:** On January 28, 2016 an open house was held at the Bear Creek Nature Center to provide information and encourage input on the proposal.

The Department will hold several additional public meetings and community input is encouraged:

- **Parks and Recreation Advisory Board Meeting** - February 11, 2016, 7:30 am, Parks Headquarters Building, 1401 Recreation Way
- **Community Meeting** – TBD-Awaiting confirmation of a suitable location
- **TOPS Working Committee Meeting** - March 2, 2016, 7:30 am, Parks Headquarters Building, 1401 Recreation Way
- **Parks and Recreation Advisory Board Meeting** – March 10, 2016, 7:30 am, Parks and Recreation Headquarters Building, 1401 Recreation Way
- **Colorado Springs City Council Meeting** – TBD

In addition to the public meetings listed above, the staff has sought to inform the community about the proposed land exchange through press releases and media interviews. Throughout the process, the Department has maintained and updated information on the City's website including a detailed description of the proposal, maps and list of frequently asked questions. The website includes a video link to the presentation that was given to City Council on January 25, 2016. The website also provides an opportunity for individuals to submit comments and complete a survey. The website can be accessed at www.coloradosprings.gov (search "land exchange") or directly at <https://parks.coloradosprings.gov/explore-play/explore/parks/proposed-land-exchange>

Board/Commission Recommendation:

N/A

Proposed Recommendation:

N/A Presentation Item Only