CITY OF COLORADO SPRINGS

ANNEXATION PLAN

May 9, 2006

Resolution No. 66-06

A RESOLUTION ADOPTING THE 2006 ANNEXATION PLAN FOR THE CITY OF COLORADO SPRINGS

WHEREAS, in accord with C.R.S. § 31-12-105-(1)(e), the City of Colorado Springs approved Resolution No. 147-02 which approved the 2002 Annexation Plan for a three-mile area beyond the City limit boundary; and

WHEREAS, to further implement the 2001 Comprehensive Plan, staff has revised and updated the 2002 Annexation Plan; and

WHEREAS, on April 6, 2006 the City Planning Commission conducted a public hearing on the 2006 Annexation Plan and recommended approval and adoption of the 2006 Annexation Plan.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF COLORADO SPRINGS, COLORADO:

Section 1. City Council approves and adopts the 2006 Annexation Plan.

Section 2. City Council intends for the 2006 Annexation Plan to serve as the required "plan in place" for the three-mile extra-territorial area, in accord with C.R.S. § 31-12-105(1)(e).

Section 3. The 2006 Annexation Plan shall be updated as necessary and shall remain in full force until amended.

DATED at Colorado Springs, Colorado, this 9th day of May, 2006

Mayor

ATTEST

Kathryn M. Young

City Clerk

ACKNOWLEDGEMENTS

CITY COUNCIL	CITY PLANNING COMMISSION
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Mike Anderson, *Deputy City Manager*

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Jeff Litchfield, *City Auditor*

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Tom Bonifas, *City Planning*	Nina Rikoski, *Fire*
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Dave Lethbridge, *Public Works*	

PROJECT TEAM

Bill Healy, *Planning and Community Development Director*

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CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
TABLE OF CONTENTS

CONTENTS		PAGE
INTRODUCTION		1
CHAPTER 1	Annexation Framework	1
	State Requirements	2
	Types of Annexation	3
	Annexation Policy and City Code	4
CHAPTER 2	Land Use Map–Three Mile Plan	7
	Land Use Designations	7
CHAPTER 3	Extra-Territorial Annexation	10
	City-County Cooperation	10
	City Setting	11
	Annexation Classification	13
	Extra-Territorial Annexation Categories	14
	Territorial Limits	15
CHAPTER 4	Enclaves	20
	Enclave Classification	21
APPENDICES	Table of Contents	29

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
INTRODUCTION

Annexation is the process by which municipalities incorporate new territory, and is one of the most dramatic and lasting actions a municipality takes. The Colorado Revised Statutes establish the basic rules for the annexation of territory into a municipality. Additional regulations are found in Chapter Seven of the Code of the City of Colorado Springs.

In 1987 the Governor signed legislation (Senate Bill 45) into law requiring that municipalities have a “three mile plan” in place before they could extend their territory by annexation. On March 8, 1988 with their approval of Resolution 47-88 the City of Colorado Springs adopted the initial annexation plan and with the adoption of Resolution 147-02 City Council adopter the 2002 Annexation Plan.

The Annexation Plan establishes the framework for decisions concerning annexation of land into the City of Colorado Springs. Coupled with the Comprehensive Plan's policies, the 2020 Land Use Map and the City’s Strategic Plan, this document will guide future applicants who seek to annex property into the City. Also, this plan will communicate the City’s annexation policies and intentions to interested citizens, public interest groups and special interest groups.

There are two basic types of annexations: extra-territorial annexations extend the municipal boundaries and enclave annexations that consolidate municipal boundaries. Issues associated with both types of annexations and recommendations are found in Chapters 3 and 4 respectively.

The impact of growth on our community is not only a local issue; it is regional as well. The Annexation Plan was developed with the participation of El Paso County, the City of Fountain, Colorado Springs Utilities, and other municipal agencies. This document will facilitate cooperation between the various jurisdictions and agencies in the matter of annexation, both within the three mile extra-territorial zone and for enclaves.

Without better coordination between governmental entities in our region we will see more haphazard patterns of development, greater increases in traffic congestion, duplication of services, fiscal inequalities, and uneven standards for infrastructure and services. Coordinating actions of the City with other governments and agencies in the Pikes Peak region is a step toward more effective planning.

The Annexation Plan is not law in the sense of an ordinance; it is however an official public document for the annexation of land that expresses the growth, annexation, and land use recommendations for the areas of potential annexation. It is advisory, adopted by resolution, and has no mandatory compliance or enforcement provisions. This document does satisfy the statutory requirements of the Colorado Revised Statutes, which require a Three-Mile Plan be in place prior to extra-territorial annexation. This plan functions as the City’s official “three mile plan “as required by Section 31-12-105(1)(e) C.R.S.

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
CHAPTER 1-ANNEXATION FRAMEWORK

Annexation is the legal process by which a City adds land to its jurisdiction. The most common form of annexation is voluntary annexation where 100% of the property owners petition for annexation. There are limited circumstances when the City can annex territory by unilateral action. Generally the area is an enclave or City owned property.

STATE STATUTORY REQUIREMENTS

The City's authority to annex land is established by Section 30 of Article II of the Colorado Constitution and the Colorado Revised Statues (C.R.S. 31-12-101 et. Seq.) (here to for CRS). The Annexation Law section of the CRS sets out the legal requirements and procedures which municipalities must follow in order to annex territory. Listed below are key provisions of the CRS relating to municipal annexations.

Eligibility

There are several factors that make an area eligible for annexation. Contiguity is the key factor. For areas that are not surrounded by the municipality, enclaves, not less than one-sixth of the perimeter of the area proposed for annexation must be contiguous with the annexing municipality. There must also be a finding of community interest between the annexing municipality and the property to be annexed. Generally this is taken to be that the area to be annexed is urban or will be urbanized in the future. Section 31-12-104(1)(b) of the CRS presents the criteria for compliance.

Three Mile Plan

The CRS require that a municipality have a plan in place prior to the completion of any annexation of land within a three-mile area of a municipality's boundaries. This required plan is a document that generally describes the proposed location, character and extent of land use, public facilities and public utilities within this designated planning area. The City of Colorado Springs Annexation plan is intended to meet the CRS requirement for a "three mile plan." No annexation may take place which has the effect of extending the municipal boundary beyond this three-mile limit. The exceptions are if a parcel or enterprise zone is split by the three-mile limitation, the entire piece may be annexed. The detailed requirements for the "plan in place" are found in Section 31-12-105(1)(e) C.R.S.

Annexation Impact Report

A municipality must prepare an impact report concerning a proposed annexation. This report must be completed twenty-five days prior to the annexation hearing by the City Council and must be presented to the Board of County Commissioners twenty days prior to the annexation hearing. It is the responsibility of the party or parties petitioning for annexation to prepare the Annexation Impact Report. An impact report is not required for an area less than ten acres or if the Board of County Commissioners and the City Council agree the report may be waived. The report at a minimum shall include:

- A map or maps showing the following:
  1. Present and proposed boundaries of the municipality in the vicinity of the proposed annexation; and
  2. Streets, major trunk water lines, sewer interceptors and outfalls, other utility lines and ditches, and proposed extensions of such streets and utility lines in the vicinity of the proposed annexation; and
  3. Existing and proposed land use pattern in the areas to be annexed.
- A copy of any draft of final preannexation agreement, if available;
- A statement of the City's plans for extending or providing municipal services within the area to be annexed;
- The method under which the City plans to finance the extension of the municipal services; and
- A statement identifying existing districts within the area to be annexed;
- A statement of the effect of annexation upon local-public school district systems, including the estimated number of students generated and the capital construction required to educate such students.

TYPES OF ANNEXATION

Petition (Voluntary Annexation)

Landowners seeking annexation must petition the municipality to request annexation into the City. The most common type of annexation is voluntary where all the property owners sign the annexation petition. It is also possible for the landowners of more than fifty percent but less than one hundred percent of an area to petition the municipality to annex the entire area. The petition is filed with the City Clerk and the process of determining compliance with the CRS begins. A determination of eligibility for annexation is made by the City Council.

Petition for Annexation Election

The lesser of seventy-five qualified electors or ten percent of the qualified electors, may request that the governing body of the municipality commence proceeding to hold an annexation election for a specified area. If the City determines that an annexation election is required based upon its review of the annexation petition, an election shall be called. The district court administers the election. If the majority of votes cast are for annexation the court shall decree that the area may be annexed to the municipality.

City Initiated

Enclave

When an unincorporated area is surrounded by the boundaries of a municipality, the City Council may annex that area to the municipality without the consent of the property owners if the area has been surrounded for a period of not less than three years and the boundary has not changed.

Municipally-owned Land

If a municipality is the sole owner of land it desires to annex and the area meets the contiguity requirements of the CRS the municipality may annex the area without the notice and hearing provisions in 31-12-108 and 31-12-109 of the CRS. The entire area cannot consist solely of a public street or right-of-way.

ANNEXATION POLICY AND CITY CODE

The annexation of property into the City is a legislative, discretionary policy decision made by the City Council (see 7.6.203 of the City Code in Appendix II). Annexations must be determined to be a benefit to the City and occur in a manner that ensures a logical and sequential extension of the City's boundary. The Comprehensive Plan and the City Code define what constitutes a benefit to the community. Objective CIS 2 of the Comprehensive Plan and Section 7.6.2 of the City Code detail the policy and legal aspects of annexation. Both the Comprehensive Plan policies and the applicable portions of the City Code are found in Appendix I and Appendix II.

The cornerstone of the annexation evaluation is Comprehensive Plan Strategy CIS 202a. which states that annexations will be analyzed to determine if they are a benefit to the community. Listed below are the evaluation criteria.

- The short and long-term fiscal impact of extending City services;
- The impact a development area may have upon the City if it is not annexed;
- Any necessary capital improvements and anticipated revenues generated by the proposed development;
- Employment opportunity;
- Consistency with the Colorado Springs Utilities Water Resources Plan;
- Improved stormwater management including stormwater quality controls;
- Improved public transportation;
- Diversification of the economic base;
- The City's ability to accommodate projected population increases;
- The efficiencies of adding the annexation to the City;
- Effect on air quality; and
- Impact on environmental quality.

A 10 year estimate of the costs and benefits of servicing the new area is carried out prior to the approval of an annexation. However, a strict adherence to the fiscal evaluation is not the only reason for adding land to the City. Most annexations require that a companion master plan accompany the annexation request be reviewed concurrently. A

master plan is an advisory document for such issues as land use, transportation, and utilities and is used as a guide in the review of applications for rezoning. The master plan is evaluated using criteria to judge the fiscal impact, the transportation network, environmental impact, and land use relationships.

Annexation Agreements

An annexation agreement is a contractual agreement between the City and the annexor. This document is used to define the responsibilities and obligations of both the City and the landowner(s) relating to issues such as utility extensions, construction of public facilities, road construction, land dedication and construction of off-site public facilities.

The Colorado Supreme Court in City of Colorado Springs v. Kittyhawk Development Co., 154 Colo. 535, 392 P.2d 467 (1964) made the following comment concerning annexation agreements:

> A municipality is under no legal obligation in the first instance to annex contiguous territory, and may reject a petition for annexation for no reason at all. It follows then that if the municipality elects to accept such territory solely as a matter of its discretion, it may impose such conditions by way of agreement as it sees fit. If the party seeking annexation does not wish to annex under the conditions imposed, he is free to withdraw his petition to annex and remain without the City. Annexation can take place only when the minds of the City and the owners on the land contiguous to the City agree that the property shall be annexed and upon the terms upon which such annexation can be accomplished.

The current structure of negotiated development exactions using annexation agreements grew out of the “user pay” approach in the City’s initial Comprehensive Plan adopted by the City Council in 1983. This concept posits that new development will not place any excessive fiscal burden on existing taxpayers.

Examples of these negotiated exactions through annexation agreements are:

- Construction of off-site infrastructure
- Over sizing of on-site infrastructure
- Foregoing arterial street reimbursement
- Land dedication for:
  1. Public safety facilities
  2. Major utility transmission and distribution systems
  3. Public Parks
- Annual cash payments to the City General Fund to offset personnel and operating expenses incurred in providing municipal services

Since the 2002 update to the Annexation Plan there have been significant changes to the structuring of annexation agreements. These changes continue

the “user pay” philosophy. Among the major changes that have occurred through recent annexations are:

- Addition of a Fire Facility Fee on a per gross acre basis, to fund the construction of fire stations necessitated by development in newly annexed areas
- Increased use of special districts in newly annexed areas for construction of major public improvements, construction of certain improvements required through the Subdivision Ordinance, construction of major water and wastewater system components, ownership and maintenance of amenities for a particular development, and in some cases construction, operation, administration and maintenance of public parks and recreation facilities
- Intergovernmental Agreements (IGAs) between the City of Colorado Springs, El Paso County and the District requiring or permitting annexors to join an existing special district created for the purpose of financing and constructing public improvements.

The City and the annexor are bound by the terms of the annexation agreement unless both parties agree to modify the terms of the agreement.

Property owners who are considering annexation are required to have a pre-application meeting with the City Planning Department. After discussions with various agencies if the landowner wants to seek annexation, the formal process begins with the submission of a petition and annexation plat. After a determination by the City staff that the property meets the eligibility requirements, the request is sent to the City Council. The City Council then determines that the area is eligible for annexation and refers the request to the City staff for review and processing.

As a result of the staff review, issues are identified. The resolution of these issues is addressed in the annexation agreement. The City and the annexor will enter into an Annexation Agreement prior to the final approval by City Council of the annexation petition and plat. This agreement is a legal document used to define the responsibilities and obligations of both the City and the landowners relating to issues such as utility extensions, construction of public facilities and road construction.

The public process continues with a review and recommendation to City Council by the Planning Commission. Final action occurs at a City Council Public Hearing. If the City Council approves the annexation request, the plat and signed annexation agreement are recorded.

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
CHAPTER 2 - LAND USE MAP
THREE MILE PLAN

The Colorado Revised Statutes, Section 31-12-105 (1)(e) requires that there be a plan in place for an area extending three miles beyond a municipality's boundaries prior to the annexation of territory into the municipality. The Annexation Plan Land Use Map is intended to meet the requirement for a Three Mile Plan, (see Map 2.1).

The Annexation Plan Land Use Map is designed to work in conjunction with the 2020 Land Use Map of the City's Comprehensive Plan. The Annexation Plan Land Use Map serves as the graphic representation of the City's annexation policies, future land use patterns and provides a land use context for annexation decisions.

Created in consideration of El Paso County's Small Area Plans and the City of Fountain's Comprehensive Plan, the land use map represents a framework for the future growth of the Colorado Springs metropolitan area. The land use map also provides a context for the examination of enclaves.

This map should not be considered a fixed determination of land use patterns. As the region continues to grow and develop the map will amended. The Annexation Plan Land Use Map will be updated annually along with the 2020 Land Use Map as part of the Comprehensive Plan Annual Report.

LAND USE DESIGNATIONS

The map uses the twelve land use classifications identified in the City of Colorado Springs Comprehensive Plan 2020 Land Use Map, and adds State Lands and US Forest Service and Conservation designations. Each of the land use designations contains a characterization of primary uses and accompanying complementary secondary uses.

State Land Land owned by the State of Colorado and administered by the State Board of Land Commissioners. The majority of the land in this category is privately leased to ranchers for grazing.

US Forest Service and Conservation These are areas either owned by the Federal Government or in private ownership that have significant constraints associated with any development. Examples of these constraints are steep slopes, poor access, lack of urban infrastructure and difficulty in providing for public safety and adequate fire protection. Generally residential densities are very low and any individual lots that have been created are substantial in area.

Low Residential Areas of existing large lot residential developments and undeveloped areas where this pattern will continue because of past trends, zoning regulations or environmental constraints. In El Paso County the general residential densities are very low with a lot size of 2.5 acres or greater.

General Residential There are areas that include a variety of residential uses, including single family detached, townhouses and apartments, as well as non-residential uses that serve and support neighborhoods.

Community Activity Center Areas of commercial retail and service uses that meet consumer demands for frequently needed goods and services. The service areas for these centers are the surrounding residential areas.

Commercial Center Areas for large scale commercial uses that serve a wider community.

New/Developing Commercial Corridor Existing major retail areas that are primarily accessible by the automobile. Primary uses are “big box retail”.

Mature/Redevelopment Corridor Small existing retail corridors with opportunities to change into a mixed-use center through infill and redevelopment.

Employment Center Areas of major concentrations of employment including corporate campuses and industrial areas. Also included are supporting uses such as residential, commercial and services.

Regional Center A combination of commercial and employment uses that function as a regional market for both employment and commercial services.

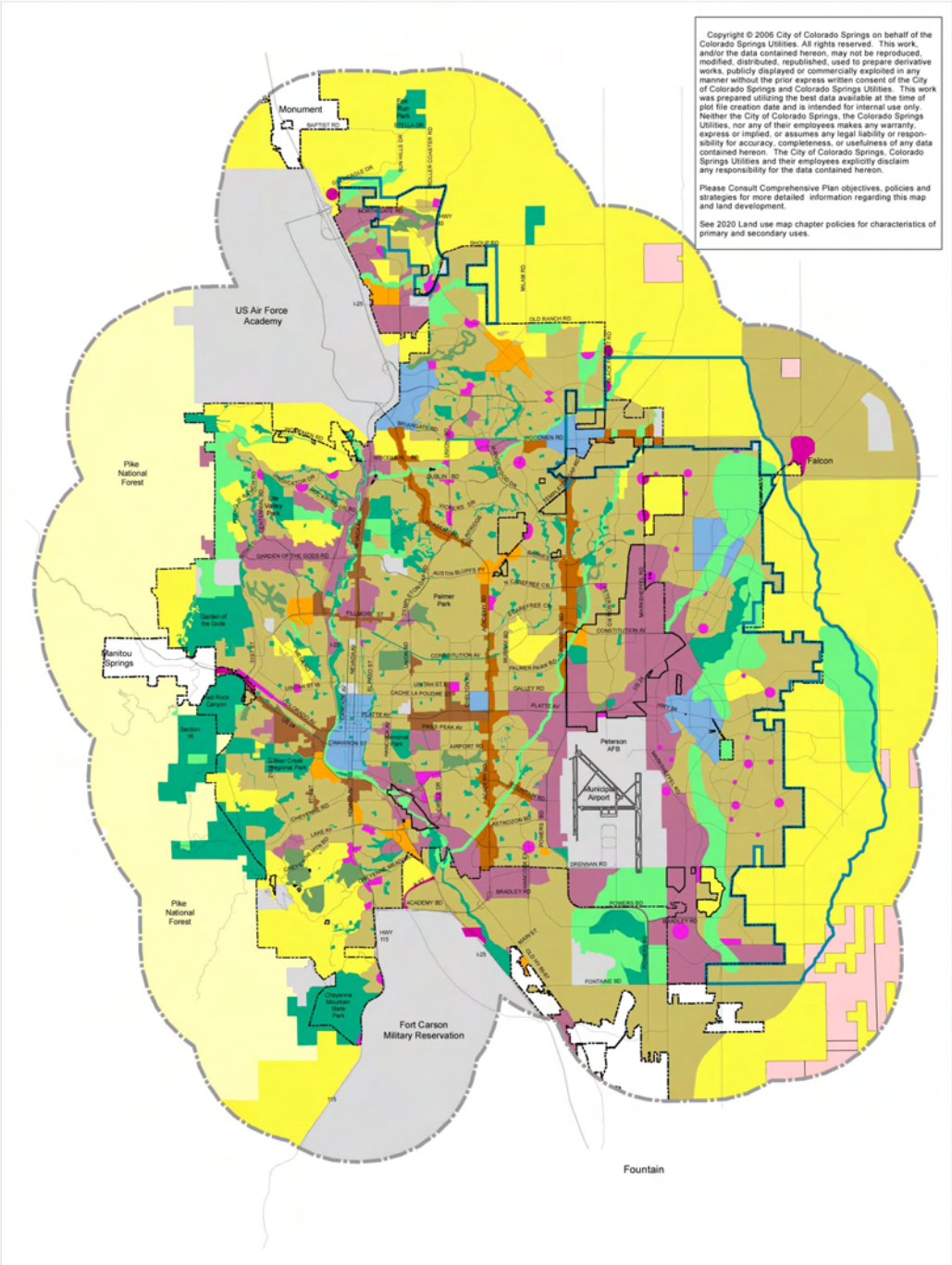
Institutional Large-scale institutional uses such as the Colorado Springs Airport, military bases, colleges and universities, hospitals and non-profits.

Candidate Open Space Areas of high natural and scenic value identified through the City Open Space Plan. The areas so designated have high potential value for wildlife habitat, significant vegetation, natural drainage features and scenic quality.

Parkland and Open Space Areas of existing parkland such as neighborhood and community parks, and open space areas that are permanently protected from future development.

Golf Courses and Cemeteries Existing public and private golf courses and cemeteries.

The Three Mile Plan land use map illustrates what the metro region might look like if future annexations and development occurred in conformance with the policies of the Comprehensive Plan and the El Paso County’s Small Area Plans. The Potential Urban Growth Area is shown on the Three Mile Plan Land Use Map for reference only.



Map 2.1

City of Colorado Springs

Future Land Use 3 Mile Plan

CITY PLANNING - GIS/DATA SYSTEMS

Low Residential
General Residential
Community Activity Center
Commercial Center
New/Developing Corridor
Mature Redevelopment Corridor
Employment Center
Regional Center
Major Institutional
Candidate Open Space
Existing Parkland & Open Space
Golf Course or Cemetery
National Forest and Conservation
State Land
3 Mile Buffer
Potential Urban Growth Area (reference only)
CityLimits (modified)

0 0.5 1 Miles

N W E S

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
CHAPTER 3 - EXTRA-TERRITORIAL ANNEXATION

The most common method by which a municipality adds land area is voluntary extra-territorial annexation. The property under consideration must have one-sixth contiguity with the annexing municipality. This chapter will classify and prioritize areas that are likely to be considered for extra-territorial annexation.

CITY-COUNTY COOPERATION

Regional cooperation in matters of growth and development is emphasized in the Land Use Chapter of the Comprehensive Plan. Objective LU 1 of the Comprehensive Plan focuses on improved regional planning and cooperation and Strategy LU 101d promotes cooperation between the City of Colorado Springs, El Paso County and other municipalities in updating the City's Annexation Plan. The policies and strategies from the Land Use Chapter are in Appendix I.

In 1985, the City of Colorado Springs, the City of Fountain, and El Paso County entered into a Cooperative Planning Agreement (CPA). The intent of the CPA was to create an area wide comprehensive plan to provide "a planning framework in the urban and urbanizing fringe areas of the respective jurisdictions," which in turn would "enable a more cogent and unified approach to land use planning within the planning area." The CPA outlined a process for addressing issues within a defined area, from inventorying planning parameters to developing policy statements for the CPA, and ultimately to preparing a CPA Plan.

The CPA inventory was completed in 1986. In early 1987, after a joint cities/ county meeting, City Council discussed the urban form issue and prepared a draft of "Suggestions for Urban Growth Policy," intended to be a further refinement of how growth should be addressed within the Cooperative Planning Area. This document contained a proposal for the city's Potential Urban Growth Area (PUGA), a defined geographic area in which City Council believed urban growth to the year 2000 would primarily occur. City Council's rationale for the PUGA rested on the belief that urban density development should occur within municipal areas, as cities were best equipped to address urban-level infrastructure and service delivery needs. Both the 1991 and the 2001 City Comprehensive Plans contain policies concerning intergovernmental cooperation within the Potential Urban Growth Area.

As a concept the Potential Urban Growth Area is outdated for two major reasons. First, much of the Potential Urban Growth Area located north of the City has been, annexed, master planned and is being developed. This area includes the Flying Horse Ranch and areas north of Northgate Road. Much of the PUGA located east of Black Forest Road is annexing into the city or is being developed with urban densities in El Paso County. Second, there has been a proliferation of special purpose districts within the Potential Urban Growth Area approved by El Paso County to support the provision of water and wastewater service for urban density developments outside of Colorado Springs (see

Map 3.2). These circumstances have the effect of making the PUGA moot as a mechanism for guiding urban density development in the region.

El Paso County uses its Small Area Planning process to determine where development will occur. These Small Area Plans ring the City's perimeter and are listed in Appendix IV. The City of Fountain's Comprehensive Plan was also consulted in determining annexation priorities.

Comprehensive Plan Strategy LU 102a recommends that the boundaries of the Potential Urban Growth Area be adjusted to reflect current and projected development patterns. The focus of this chapter is to review the current growth boundaries and recommend adjustments. Map 3.1 illustrates the prioritized potential annexation areas. One of the recommendations of the Annexation Plan is to abandon the concept of the Potential Urban Growth Area.

CITY SETTING

Introduction

At present, Colorado Springs contains about 194 square miles of land, of which about 121 square miles are developed. Residentially developed land is about 24%of the land area of the City and vacant land comprises 37% of all land within the City. Approximately 58 % of the population growth in El Paso County from 2000 to 2005 occurred within the City of Colorado Springs. Based upon population estimates by the Colorado Department of Local Affairs, 69% of El Paso County's population lives within the municipal boundaries of Colorado Springs.

The focus of current annexation activity is along the Powers Boulevard corridor, the Woodmen Road corridor east of Powers Boulevard, and an area north of Old Ranch Road to Northgate Road. Several large annexations have occurred since 2002. The Flying Horse Annexation which is located southwest of the intersection of State Highway 83 and Northgate Road added 1565 acres to the City. The Woodmen Heights annexations, located generally east of Black Forest Road and north of Woodmen Road, added 826 acres.

El Paso County Small Area Plans

The El Paso County Policy Plan, A Land Use Guide for the Future, is the County's comprehensive plan. The policy plan is refined by developing Small-Area Plans for identified sub-areas of the unincorporated County. These plans function as the overall guiding document and master plan for the specific area. They are more detailed planning documents covering topics such as land use, transportation, natural environment, public facilities and drainage control. These Small-Area Plans ring the exterior boundary of the City. For a list of these plans see Appendix IV.

The 2000 Tri-Lakes Plan, and the Black Forest Preservation Plan are the Small Area Plans that have the most direct impact on the areas northeast of Colorado Springs recommended for annexation. Of these two plans, the Black Forest Preservation Plan influences the largest unincorporated area adjacent to the City.

The Black Forest Preservation Plan, adopted by the County in 1987, sets forth goals and policies for the area within El Paso County defined as the Black Forest. The

preservation plan is divided into ten planning units which address each unit's distinct characteristics. Two of these planning units, Number 1 and Number 10, are adjacent to northeasterly portions of the City. The Briargate and Wolf Ranch master plans which are adjacent to Unit 1 (Timbered Area) specifically address issues of transition into the timbered areas that are adjacent to their property. Unit 10 (The Southern Transitional Area) is located north and east of the intersection of Black Forest Road and Woodmen Road and extends north to the timbered area. The focus of Unit Ten's policies is the proper land use and transportation infrastructure transition from urban to rural. The interface policies cover the type, the location and the intensity of development north of the intersection of Banning Lewis Parkway, Briargate Parkway and Stapleton Road.

Special Purpose and Metropolitan Districts as Annexation Constraints

Opportunities for physical expansion of the City through annexation are limited partly because of the increasing number of special purpose districts being created outside the city limits. (See Map 3._) Urban density development that is occurring just beyond the City's borders within El Paso County is provided with urban services such as central water and wastewater, parks and fire protection by either special purpose districts or metropolitan districts. The presence of urban development on the City's borders makes annexation difficult because the public improvements within these developments are not constructed to City and or Colorado Springs Utilities standards. For the reasons listed below these existing special purpose and metropolitan districts make annexation unlikely in these urbanizing portions of El Paso County.

- Compensation for the loss of revenue because the annexation has reduced the size of the service area of the special purpose or metropolitan district.
- The city has not reviewed the service plans of the districts prior to formation as they were created in El Paso County, and thus has no say in their administration.
- Infrastructure not developed to City of Colorado Springs standards

Falcon

This is an unincorporated area located adjacent to the northeast portion of Colorado Springs included in the Banning Lewis Ranch. Urban residential development and commercial activity are rapidly expanding in the vicinity of Falcon and will be provided urban services such as utilities, parks and fire protection by a number of special purpose districts or metropolitan districts. Numerous service districts make this an unlikely area for annexation. (See Map 3.2)

Waterview

This is an area of approximately 740 acres located south and east of Powers Boulevard in the vicinity of the Big Johnson Open Space. A metropolitan district has been created to accommodate the approved PUD zoning, Sketch Plan and subdivision plat for residential development.

Stratmoor Hills and Security

This area in the vicinity of South Circle Drive, Interstate 25 and Academy Boulevard is generally referred to as Stratmoor Hills and the northern reaches of Security. Two major highways, I-25 and Academy Boulevard, and Fountain

Creek split the area. There is an established land use pattern and several special districts provide water and wastewater services and fire protection. Annexation in this area is unlikely.

Potential Incorporation of Falcon and Black Forest Areas

Continued development activity in the unincorporated area northeast of the City, roughly between Briargate and Falcon, has had the additional effect of prompting citizens from two unincorporated areas in El Paso County to evaluate the possibility of incorporation. As citizens from Falcon and Black Forest explore the incorporation option, city staff will work to assess the effect of possible incorporation boundaries on annexation planning activities. Incorporation efforts can impact the city's annexation process, could necessitate changes to the CPA, and could affect which areas the city might want to designate as "recommended for annexation" in an updated annexation plan

Utility Service

The availability of a reliable water supply is a major influence on growth. Estimates from Colorado Springs Utilities indicate the City owns enough water rights to accommodate a potential population of approximately 605,000 which is their projected population for the City for the year 2040. It is estimated that the existing water delivery system has adequate capacity until the year 2010 or a population of 409,500, and that the completion of the Southern Delivery System there will be enough water to accommodate Colorado Springs Utilities "most likely" population growth estimate until 2044.

ANNEXATION CLASSIFICATIONS

Evaluation factors such as location and service provision are used to establish the City's intent (policies) towards extra-territorial voluntary annexation. Listed below are the four evaluation factors:

Location

A parcel's relationship to the existing City boundary is the key factor in the determination of its eligibility for annexation. One-sixth is the minimum amount of contiguity required by Colorado Revised Statutes for annexation to occur.

There are areas adjacent to the City, particularly along the eastern edge, that meet the 1/6th requirement for annexation but are costly to serve due to distance from existing public facilities and services.

There are peninsulas of land remaining within El Paso County that could conceivably be served with a full range of urban level services if they were within the City. Currently the El Paso County Sheriff and the fire protection districts have to travel through the municipality to provide service. This situation is inefficient and confusing to emergency service providers and their dispatchers.

Existing Services and Service Provision

The proximity of county land to existing Colorado Springs Utilities service lines primarily water and wastewater is a key factor in determining annexation classification.

There are portions of El Paso County adjacent to the City that do not have structural fire protection because they are not located within a fire protection district. Occasionally the City's fire department responds to emergencies in these areas. Since these areas do not pay city property tax, when the service is provided it is done without compensation. Most of these areas are too small to individually form a fire protection district.

When special districts provide utility services as water, wastewater and electricity and the city subsequently annexes portions of their service area there is the potential cost to Colorado Springs Utilities for the "buy out" of service area and facilities from the current service provider.

Existing Land Development Patterns

Several areas adjacent to the City are developing with single family homes on large lots particularly east of the Banning Lewis Ranch. From a financial perspective the cost of providing services to areas of very low residential density development is not balanced by tax revenues, and is worsened when the existing improvements are not designed to the City of Colorado Springs standards.

Relationship to El Paso County's Small Area Plans

El Paso County's focus for its comprehensive planning efforts has been to develop Small-Area Plans for various geographic areas and then incorporate these plans into the County's Comprehensive Plan by reference. The small-area plans are a component of the classification system of the Annexation Plan and the land use map (See map 2.1). These plans vary greatly in their detail concerning land use and transportation expectations. As such, certain latitude was taken in developing a composite future land use pattern implied by these small-area plans.

EXTRA-TERRITORIAL ANNEXATION CATEGORIES

Extra-territorial annexations are divided into three categories. See Map 3.1 for the specific locations.

Strongly recommended for annexation

Land within this classification is either optimal for urban development or functions as an enclave. If urban development is to occur it should be under the jurisdiction of Colorado Springs.

Recommended for annexation

Urban level services could reasonably be extended and urban development is appropriate.

Eligible for annexation but not recommended

This category identifies areas that are statutorily eligible for voluntary annexation, but for various reasons such as existing service districts and development patterns, are not recommended for annexation.

TERRITORIAL LIMITS

The Potential Annexation Areas are numbered 1-11 and placed in one of the three extra-territorial annexation categories. Area 12 is a potential growth area for the City of Fountain as shown in that City's comprehensive plan. Map 3.1 illustrates these twelve areas.

Areas Strongly Recommended for Annexation

The 2002 version of the Annexation Plan identified Areas, 1 and 2 as strongly recommended for annexation.

Area 1 was located west of Voyager Parkway between Middle Creek parkway and InterQuest Parkway. The Allison Valley Annexation and the Stout Allen Addition Number 2 annexation brought all but five acres of Area 1 into the city. The remainder of Area 1 has been reclassified as Recommended for Annexation.

Area 2 was located north and south of Woodmen Road between Powers Boulevard and Black Forest Road. With the Woodmen Heights Annexations in September of 2004 two new enclaves L and M (See Chapter 4) were created out of Area 2. Ten annexations have been completed within Area 2 since 2002 consisting of approximately 465 acres. These include the Reel Annexation, Powerwood 1, 2, 3, 4, 5, and 6, Dublin North, Dublin North 1A and Greenbriar 1 and 2.

There are no additional areas classified as strongly recommended for annexation.

Areas Recommended for Annexation

Area 1. This is a five acre parcel located at the northeast corner of I-25 and Interquest parkway.

Area 4. This area located adjacent to the Northgate development and west of State Highway 83 and south of Northgate Road has undergone significant changes since preparation of the 2002 Annexation Plan. The Flying Horse annexation completed in January of 2004 added 1,565 acres to the City. The remaining 285 acres are enclaves or property located in the vicinity of Northgate

Road. The development east of State Highway 83 is low density residential on individual water and wastewater systems. State Highway 83 is the logical eastern edge of the City in this section of El Paso County.

Area 5. This area has been reduced to approximately 700 acres after the annexation of Woodmen Heights 1-6 and the creation of Enclave L (see Chapter 4 page 27). The remainder is located north and south of Woodmen Road and east of Black Forest Road. The remaining northerly portion is adjacent to the proposed extension of Markscheffel Road easterly from Black Forest Road to Woodmen Road. The area also extends easterly from Marksheffel Road along the south side of Woodmen Road to the eastern limits of the City. The westerly portion of this area is characterized by low-density residential development and scattered commercial and industrial development, mainly sand mining and processing and construction yards. It is anticipated that as urbanization intensifies in the vicinity of these industrial and commercial uses property owners will petition for annexation and propose land use plans with urban patterns similar to the adjoining uses to the south and west.

Area 6. This area is located south of State Highway 24 east of the City of Manitou Springs and south of Colorado Avenue. The annexation of the Red Rocks Canyon Park site, consisting of 751 acres, reduced the area to 141 acres. This remaining area is a mix of older residential and commercial land uses and vacant land. Colorado Springs Utilities provides water service to a limited number of properties within this remaining acreage. Incremental annexation by individual property owners will be the most likely method by which annexation occurs within this area.

Area 7. This is an area of about 120 acres located west of the NORAD and Fort Carson Interchange on State Highway 115. The NORAD access road crosses the site from east to west. Development north and south of the site is planned at urban intensities. There are two access points from the City onto the site, one from the north and one from the west. If the property develops at urban densities it should be within the jurisdiction of the City.

Eligible for Annexation But Not Recommended

Area 3. This area of approximately 406 acres is located south of Old Ranch Road along the east side of I-25. The area functions as an enclave but does not meet the statutory requirements, as the United States Air Force Academy borders the property on the west. This area is characterized by low-density residential development on individual water and wastewater systems. Most of the land is developed and thus the land use pattern is established. It is anticipated that this land use pattern will continue and redevelopment is unlikely. In general the City's policy has been to not annex these very low density residential areas.

Area 8. This area is located south and west of Powers Boulevard and just south of the Colorado Springs Airport and north of Fontaine Boulevard. It is positioned between the municipal airport and the Big Johnson Open Space. This area is within Sub-Area 4 of the 2003 Highway 94 Comprehensive Plan, one of El Paso County's Small Area Plans. The plan recognizes that a portion of the area within

Sub-Area 4 along Powers Boulevard and Bradley Road has potential for urban level development, and if developed at urban densities should be annexed into the City. Subsequent to the 2003 update to the Highway 94 Plan the Waterview Metropolitan District 1 was formed to provide urban services such as water and wastewater to the potential residential and commercial development. The formation of this district is the reason this area is no longer recommended for annexation.

Area 9. This is the Woodmen Valley area and is covered by a Small Area Plan approved by El Paso County in 1977. It is approximately 1100 acres and is characterized by low-density residential development on 2.5 and 5 acre lots. The major land use policy of the Woodmen Valley Small Area Plan is to maintain the area's low-density rural residential character. The Woodmen Valley area shares a lengthy border with the City of Colorado Springs and for that reason the area is eligible for annexation. The very low density residential character of the area makes the provision of city services, such as police, fire and street maintenance expensive. In general the City's policy has been to not annex these very low density residential areas.

Area 10. This area is generally along the City's eastern boundary between Falcon on the north and the southern point of the City limits. Rural Residential development is occurring in this area, creating a disincentive to eastward expansion of the City. Colorado Springs Utilities has purchased about 400 acres just east of the proposed reservoir site for the Southern Delivery System. The recommendation is to annex Colorado Springs Utilities ownership so that its entire facility will be located within the municipal boundary of the City of Colorado Springs.

Area 11. This area is located between Powers Boulevard on the east and State Highway 115 on the west. It includes Stratmoor Hills, Garden Valley and Security. Given the established land use pattern and the special districts that are providing municipal services, such as water, wastewater and fire protection, this area is not recommended for annexation.

City of Fountain

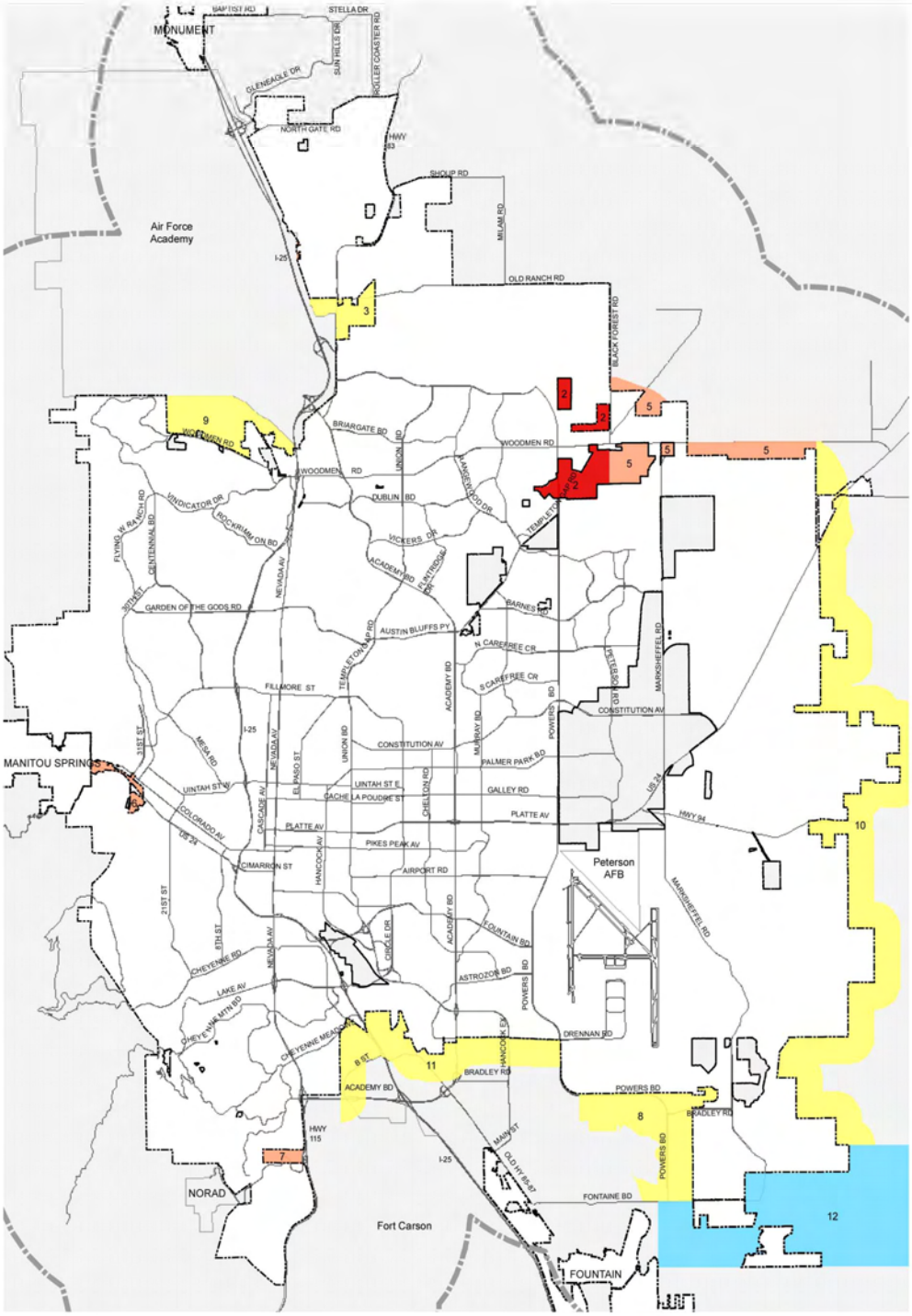
Area 12. This is an area generally south of Fontain Boulevard from Powers Boulevard east to the three-mile limit line. Much of this area is within the proposed growth area for the City of Fountain. In addition, with the expansion of Fort Carson several large urban level developments are under review by El Paso County. Over 12,000 dwelling units are proposed. The short term utility service in this location will be accommodated by either the City of Fountain or by special purpose districts.

RECOMMENDATION

- Delete the Potential Urban Growth Area as an Annexation Plan element. Much of the area that was designated in the PUGA in the mid 1980's has been annexed into the City and is undergoing development. In addition, there is significant urban level development

occurring in the county outside of the PUGA which renders the conceptual boundary moot.

- Do not annex unincorporated areas for which a special purpose district or metropolitan district has been created to provide water and or wastewater service.
- Continue to work with El Paso County on matters of annexation.



Map 3.1

City of Colorado Springs

Potential Annexation Areas

CITY PLANNING - GIS/DATA SYSTEMS

- Strongly Recommended for Annexation
- Recommended for Annexation
- Eligible for Annexation, but not recommended
- Potential Growth Area for the City of Fountain
- 3 Mile Buffer

N W E S

0 0.5 1 Miles

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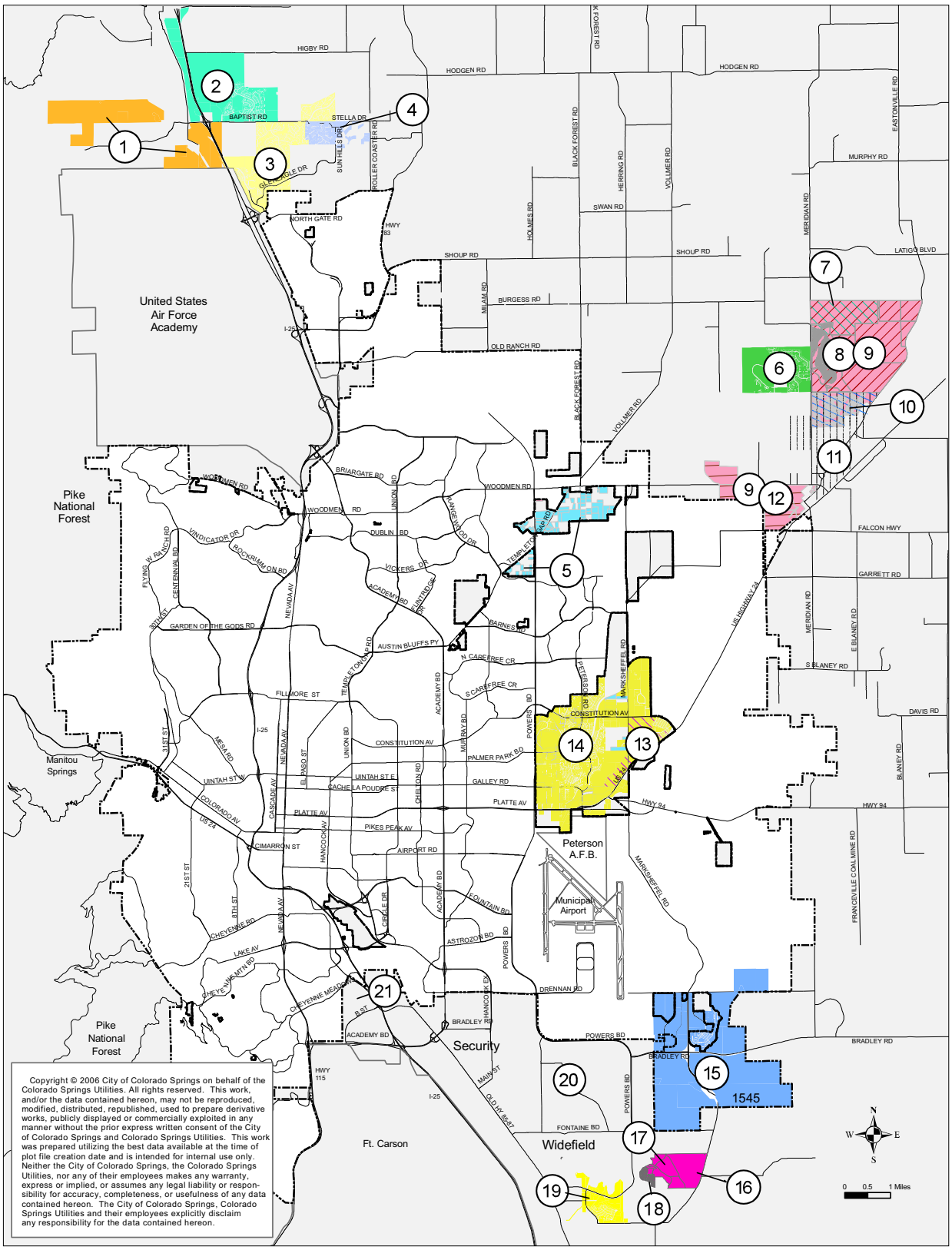


Map 3.2

City of Colorado Springs
Annexation Plan

Special & Metropolitan Districts

CITY PLANNING - GIS/DATA SYSTEMS

Legend

1. Forest Lakes Metropolitan District
2. Triview Metropolitan District
3. Donala Water & Sanitation District
4. Academy Water & Sanitation District
5. Metex Metropolitan District
6. Paint Brush Hills Metropolitan District
7. Meridian Service Metropolitan District
8. Meridian Ranch Metropolitan District
9 Woodmen Road Metropolitan District
10. Falcon Regional Trans Metropolitan District
11. Woodmen Hills Metropolitan District
12. Falcon Highlands Metropolitan District
13. Central Marksheffel Metropolitan District
14. Cherokee Metropolitan District
15. Colorado Centre Metropolitan District
16.-18. Glen Metropolitan District 1,2,3
19. Cross Creek Metropolitan District
20. Waterview
21. Stratmoor Hills Water & Wastewater Metro Dist.

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN CHAPTER 4 –ENCLAVES

As the City has expanded, enclaves, remnants of land that are surrounded by the City, have remained within the jurisdiction of El Paso County. Comprehensive Plan Policy CIS 204 states that no additional enclaves be created and that a sequential process be undertaken to eliminate existing enclaves. For existing enclaves, the Comprehensive Plan strategies advocate a cooperative approach with the property owners and governmental entities to systematically eliminate enclaves.

There are 38 enclaves ranging in size from 2,500 square feet (0.057of an acre) to 4,865 acres. Significant portions of the enclaves are developed at urban densities and are provided with a range of urban services by special purpose districts, El Paso County and Mountain View Electric. Colorado Springs Utilities provides portions of some enclaves with water and wastewater service on a case by case basis with the agreement of the property owner to annex to the city.

The issues associated with enclaves are varied and are described below:

Provision of Emergency Services

Law enforcement is provided by the El Paso County Sheriff and emergency medical service is by means of private service providers. Some enclaves are without structural fire protection. Many times the residents of these enclaves do not realize that the police and fire departments of the City Colorado Springs do not provide emergency response assistance. This confusion about jurisdiction can cause delays in emergency response times. When the City does provides emergency service to these areas there is no accompanying revenue through city property tax to help offset the cost of service.

Provision of Utility Service

When Colorado Springs Utilities provides water and/or wastewater service to property within an enclave, the property owner is required to sign an “agreement to annex” and pay all the appropriate Colorado springs Utilities development fees. Annexation prior to service is the focus of current policy relating to the extension of water service into enclaves. If the property for which annexation is requested meets the contiguity requirements the property owner must complete the annexation before service is granted. The City Code does allow for an exception to annexation prior to service policy. Section 7.6.210, Service Without Annexation, allows the City Council using its legislative discretion to provide service.

Upgrading Infrastructure

The property owner by signing the “agreement to annex” also agrees to build surface infrastructure, such as curb, gutter and sidewalks, to City standards when the property is formally annexed. As part of the agreement to annex, the City may grant a time delay in lieu of the construction of some or all of the improvements. However, since this new construction generally takes place in areas where the initial development was not constructed to City standards it can be impractical to enforce the more stringent urban infrastructure standards on a lot by lot basis. The result is urban intensity development

constructed to county infrastructure standards. The responsibility, cost and timing for the upgrading of the infrastructure becomes the major issue when annexation is necessary or desired by a majority of residents within the enclave. A major consideration associated with the annexation of enclaves is determining how to finance the upgrades to the infrastructure. This issue may be less applicable for the unincorporated areas developed more recently, as some county infrastructure standards now more closely reflect city standards.

State law allows the unilateral annexation of an enclave by the municipality. The configuration of the enclave's boundary must remain unchanged for three years before the municipality can begin the annexation process. Current city policy is to annex eligible properties within an enclave when the owner requests annexation. Generally these properties need City water service in order to be developed. This policy promotes the continuation of enclaves, because once a piece of the enclave is annexed the three-year clock is reset.

ENCLAVE CLASSIFICATIONS

Enclaves are divided into two classifications, simple and complex, based upon the types of issues associated with their potential applications. The more difficult and numerous the issues, the more likely it is that an area will remain unannexed.

Cimarron Hills, a 4,796 acre enclave located north of Colorado Springs Airport between Marksheffel Road and Powers Boulevard is unique. Land use and urban service issues all require separate consideration of the area.

Eleven enclaves remain from the City's very active period of annexation in the 1980's and seven new enclaves have been created since the Annexation Plan update in 2002. These new enclaves created since 2002 are a result of the Flying Horse, the Woodmen Heights and Red Rocks annexations. In addition early in the 1980's a major change to the Colorado annexation law eliminated the municipality's ability to unilaterally annex territory. This change made it more difficult, both practically and politically, to annex property without the consent of the property owner.

Simple Enclaves

There are 24 enclaves classified as simple as shown on Map 4.1. and listed on Table 4.1. The average size of these enclaves is 10.6 acres with the smallest (#11 and 24) being 0.057 acres and the largest (#13) being 57 acres. The simple enclaves are generally small in area with single a single owner. The simple enclaves are concentrated in four areas of the City. Seven are located in an east-west corridor between Woodmen Road and Dublin Boulevard. Eight are located in a north/south corridor in the far eastern part of the City and were created by the 1988 annexation of the Banning Lewis Ranch. Many of these are small and owned by a public utility or a railroad. The third area is in the southwest portion of the City and is a result of several annexations from the early 1980's. Finally with the annexation of Flying Horse Ranch three additional enclaves were created in the north portion of the City.

Table 2 indicates which of the simple enclaves is provided with services by a special district. It is anticipated that most of the simple enclaves would have limited additional service needs and therefore could be provided with City services without significant additional costs.

Issues

- If the City initiates the annexation process the cost for the preparation of annexation map and recording would be paid by the City. It is estimated that based on the level of difficulty an annexation plat may cost between 1,500 and 5,000 dollars.
- It is possible that enclave property owners would be unreceptive to annexation and therefore the annexation of the enclave would be unilateral. Without the cooperation of the property owner a negotiated annexation agreement would be unlikely.
- There are limited revenue gains but there are also limited service costs associated with the annexation of certain enclaves.
- Based on location, a specific annexation may improve efficiencies in emergency service, but could increase general city infrastructure maintenance costs, and could require Colorado Springs Utilities to pay any affected special district or utility for its reduction in service area.

TABLE 4.1
Simple Enclaves

Map Number	Tax ID Number	Owner	Land Use	Zone	Acres
1	63070-00-044	Woodmen Valley Chapel	Vacant	A1	0.65
2	63083-00-003	El Paso County	Vacant		0.69
3	63172-00-003	Mohl, Richard	Residential	A1	1.8
4	63094-00-006	City of Colo Spgs	Utility	R	2.1
7	53000-00-044	Colorado Interstate Corp	Vacant	RR3	0.34
8	53000-00-312	Colorado Interstate Corp	Vacant	RR3	0.34
9	53000-00313	Colorado Interstate Corp	Vacant	RR3	0.34
10	54000-00-146	Markwell, Inc	Residential	RR3	34.9
11		Banning Lewis Ranch Company, LLC.	Utility		0.057
12	54000-00-041	Chicago Pacific Corp & C/O Union Pacific Railroad	Vacant	RR3	3.35
13	54000-00-195	Banning Lewis Ranch Company, LLC.	Vacant	RR3	98.2
14	55032-01-001	Premier Properties Llc	Industrial	PID	10
15	64294-00-018	Firebaugh, Steven	Industrial	C2	1.5
16	75121-00-003	Sokal, Ralph	Residential	UND	5.1
17	75013-00-001	Maytag, Cornellia	Residential	A1	3.4
18	75021-00-009	Mcgrew Robert B	Residential	A1	15.2
19	75012-00-003	Knox, Barton	Residential	R	0.87
20	74034-00-027	Seva Holdings L L C	Commercial	C2	0.4
21	6200000036, 6200000516, 6221200001	State Highway Dept., Jovenchi-I LLC, International Bible Society	Commercial, Government and Right-of-way	RR3	57
22	6216300004 and 6216300005	Pulpit Rock Investments LLC	Residential and Vacant	RR3	26.5
23	6200000191	Western Museum of & Mining & Industry	Commercial	RR3	21
24	62282-04-016	City of Colorado Springs	Utility	RR3	0.057
25	5300000525	Spinnaker Properties	vacant	PBP	31.58
Total					315.37

Source: El Paso County Assessor's Records, 2005

TABLE 4.2
Simple Enclaves within Special Districts

Map Number	Tax ID Number	Fire Protection District	Water District	Sanitation District	Metro District
5	63130-03-005				Metex
5	63130-03-004				
7	53000-00-044	Falcon			
8	53000-00-312	Falcon			
9	53000-00313	Falcon			
10	54000-00-146				Ellicott Rec
12	54000-00-041				Ellicott Rec
13	54000-00-195				Ellicott Rec
14	55032-01-001				Colorado Center
15	64294-00-018	Stratmoor Hills	Stratmoor Hills	Stratmoor Hills	
17	75013-00-001	Broadmoor			
19	75012-00-003	Broadmoor			
21	62000-00-036 62000-00-516 62212-00-001	Donald Wescott			
22	62163-00-004 62163-00-005	Donald Wescott			
23	62000-00-191	Donald Wescott			
24	62280-04-016	Donald Wescott			
25	5300000525	Falcon			

Source: El Paso County Assessor's Records, 2005

Recommendation

Comprehensive Plan Policy CIS 204 supports the elimination of enclaves. Many of the simple enclaves have existed in the current shape for a number of years without creating any problems to the City in terms of service delivery. At this time there is no apparent need to annex most of the simple enclaves. Two of the simple enclaves are owned by the City of Colorado Springs (4 and 24) and one by El Paso County(3). These could be annexed and the anticipated cost for the preparation of the annexation maps, other legal documents and recording fees is approximately $2,000 per property. It is anticipated that at the time of development the largest of the enclaves in the Banning Lewis Ranch will be annexed by the land owners in order to assure a synchronized development process.

Complex Enclaves

There are 15 enclaves classified as complex. They are shown on map 4.1 and listed in Table 4.3 and Table 4.4 Cimarron Hills. These areas range in size from 20 acres to 4865 acres. Multiple ownership, multiple land uses, and infrastructure not built to city standards characterize these areas. With these enclaves are located throughout the City, there are two areas of concentration. The first area is in the north central portion of the City along the Austin Bluffs Parkway corridor east of Academy Boulevard in an area commonly known as Park Vista. The second area is along Marksheffel Road north of US Highway 24. The largest in this second area is Cimarron Hills.

TABLE 4.3
Complex enclaves

ENCLAVE	TOTAL ACRES	RESIDENTIAL ACRES	COMMERCIAL ACRES	OFFICE ACRES	INDUSTRIAL ACRES	VACANT ACRES	(OTHER) ACRES
A	50.12	5.40	0.00	0.00	0.00	27.85	16.88
B	53.33	6.68	0.00	.32	0.15	29.44	16.74
C	372.15	229.41	2.36	0.41	9.47	57.78	72.73
D	151.62	98.56	0.00	0.00	13.95	29.90	9.21
E	20.66	19.99	0.00	0.00	0.00	0.00	0.67
F	798.00	566.35	0.00	0.00	0.00	147.60	84.06
G	290.89	86.27	0.00	0.00	0.00	137.77	66.85
H	159.91	0.00	0.00	0.00	0.00	159.91	0.00
I	335.90	43.84	3.85	7.63	18.39	150.94	111.24
J	47.71	0.00	47.70	0.00	0.00	0.01	0.00
K	25.59	18.87	0.00	0.00	0.00	4.37	2.36
L	844.22	338.60	8.83	4.92	21.9	355.8	114.17
M	329.07	181.08	22.24	0.00	0.00	67.78	57.97
N	135.50	21.10	14.59	0.83	22.02	10.57	66.39
Total	3614.67	1616.15	97.21	14.11	85.88	1179.72	619.27

Source: El Paso County Assessor's Records, 2005

These areas do not fall neatly into any distinct categories. Land use patterns within the various enclaves vary widely, and range from vacant to typical urban development patterns. The types are listed below:

- Rural large lot single family detached residential.
- Urban density single family detached residential.
- Strip commercial along an arterial with single family detached residential on the remainder.
- Educational retreat facilities
- Vacant

Issues

- Some enclaves are without structural fire protection. There are times when the City does respond to emergencies within enclaves. Since these areas do not pay property tax to the City, the service is being provided without compensation.
- There is potential confusion related to proper jurisdiction for emergency response.
- Some enclaves are provided with emergency response and utility service through special districts. Modifications to the boundaries of these service districts can be complicated, labor intensive and expensive.
- Utility extension without land use control and infrastructure built to City standards.
- There are various costs associated with the annexation of enclaves. In the enclaves where Colorado Springs Utilities provides service, property owners have signed agreements to annex. As part of the agreement the property owner consents to participate in the cost of annexation, which could include plat preparation and other legal documents plus participation in improvement districts for infrastructure.
- Current city policy is to extend utilities service in conjunction with annexation. If the property for which owners requests utility service is eligible for voluntary annexation the property owner must annex prior to the provision of service. One result of this policy is that much of the higher valued nonresidential property is annexed into the City leaving the lower valued property within El Paso County. This practice creates a disincentive for annexation of the remainder of the enclave.
- In order for the City to be able to unilaterally annex an enclave, the perimeter boundary of the enclave must remain unchanged for three years. Current policy requires annexation before utility extension. Each time a portion of the enclave is annexed the three year clock is reset.

Recommendation

Current policy, with some exceptions, requires annexation of property prior to the extension of water service. This policy causes the three year clock to be reset each time a portion of an enclave is annexed. Given the budget constraints and minimal revenue gain from the additional city property tax, the unilateral annexation of the complex enclaves by the city is not recommended.

Cimarron Hills

Cimarron Hills is unique because of its size and the scale of urban development. This area of 4,796 acres became an enclave with the annexation of the Banning-Lewis Ranch in 1988. Development of Cimarron Hills began in the early 1970's. There is the full range of development from single family detached to commercial and industrial. Table 4.4 lists the land use categories and the total acreage for each category. Also included in the land use mix are some parks and two golf courses. Most of the urban services are provided by the Cherokee Metropolitan District, including:

- Water
- Wastewater
- Street Lights
- Parks
- Golf Course

Two fire protection districts, Falcon and Cimarron Hills, provide service within this enclave. In general the Cimarron Hills service district is west of Marksheffel Road and Falcon serves the area east of Marksheffel Road. In a broad sense Cimarron Hills functions as a City without a police department.

TABLE 4.4
Cimarron Hills

ENCLAVE	TOTAL ACRES	RESIDENTIAL ACRES	COMMERCIAL ACRES	OFFICE ACRES	INDUSTRIAL ACRES	VACANT ACRES	(OTHER) ACRES
Cimarron Hills	4,796	1,052	111	41	785	1,634	1,173

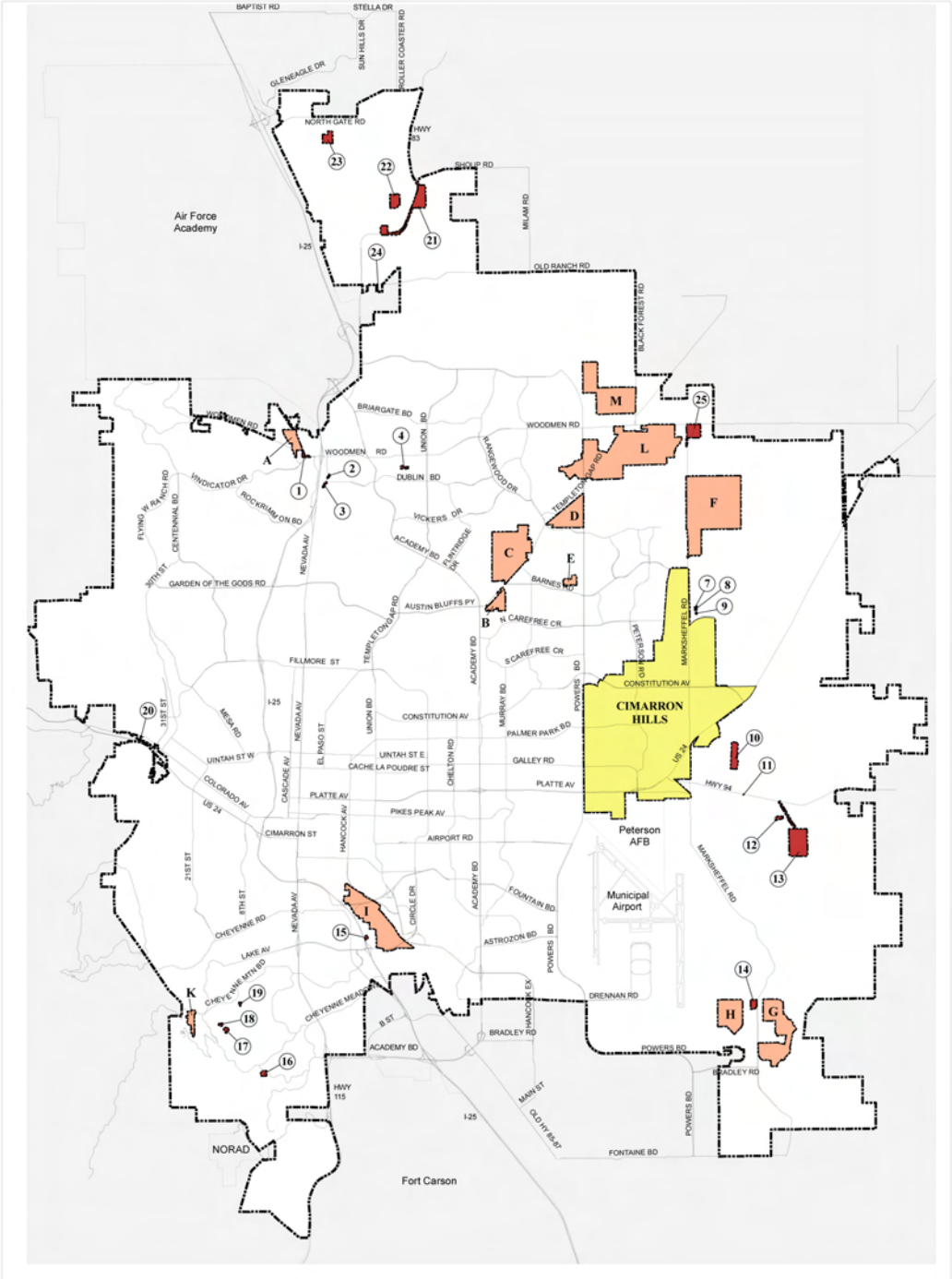
Source: El Paso County Assessor's Records, 2005

Issues

- Of all the enclaves Cimarron Hills contains the greatest variety and intensity of development. Because of the level of existing development the cost of integrating and upgrading the infrastructure to city standards would likely be considerable.
- Because of its size, Cimarron Hills will make the efficient provision of emergency services to the extreme eastern portions of the City difficult. This can cause particular problems for the police department with their need for backup.
- The cost to takeover or buyout the Mountain View services territory and the Cherokee Metropolitan District by the Colorado Springs Utilities could be prohibitive.

Recommendation

Cimarron Hills Should remain as an enclave.



Map 4.1
City of Colorado Springs
Enclaves

Legend
Simple Enclaves
Complex Enclaves
Cimarron Hills

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CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
APPENDICES
TABLE OF CONTENTS

Appendix I City of Colorado Springs Comprehensive Plan Policies

Appendix II City Code of Colorado Springs Chapter 7 Zoning
Article 6 Subdivision Regulations

Appendix III El Paso County Policy Plan Policies Relating to Annexation

Appendix IV El Paso County Small Area Comprehensive Plans

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
APPENDIX I - COLORADO SPRINGS
COMPREHENSIVE PLAN POLICIES RELATING TO ANNEXATION

Chapter Two Regional Growth and Planning

Objective LU 1: Improve Regional Planning For Growth

The impact of growth on our community is not only a local issue; it is a regional issue as well. Without better coordination between governmental entities in our region we will see more haphazard patterns of development, greater increases in traffic congestion, duplication of services, fiscal inequalities, and uneven standards for infrastructure and services. Coordinating actions of the City with other governments and agencies, both in the Pikes Peak region and at the state and federal levels, is the first step toward more effective regional planning.

Policy LU 101:Promote Intergovernmental Cooperation
Pursue opportunities for regional growth planning with El Paso County and other member governments of the Pikes Peak Area Council of Governments, local federal installations, Colorado Springs Utilities, special service districts, local school districts, and effected state and federal agencies.

Strategy LU 101a: Develop a Shared Regional Planning Information Base
Create a common database for planning by collecting and sharing regional information in a common format among the various organizations in the Pikes Peak region. Supplement regional information sharing with regular meetings of designated representatives of regional entities to identify and discuss trends, projections, and opportunities for coordination.

Strategy LU 101b: Coordinate the Extension and Provision of Water and Wastewater Services within the City and the Region
Coordinate the extension and provision of water and wastewater service by Colorado Springs Utilities within the City limits and by special service districts outside of the City in order to promote orderly and fiscally responsible regional development.

Strategy LU 101c: Support Cooperative Efforts for a Regional Transportation System
Continue to support the cooperative efforts to plan, fund, build, and maintain a regional transportation system for vehicles, transit, bicycles and pedestrians with other governmental entities, agencies, and organizations.

Strategy LU 101d: Promote Intergovernmental Cooperation in Annexation Planning
Cooperate with El Paso County and other affected local governments in the development and maintenance of the City's Annexation Plan.

Strategy LU 101e: Support Cooperative Efforts to Create a Regional Trails and Open Space System
Cooperate with El Paso County and other jurisdictions and agencies to create a region wide system of trails and open space.

Policy LU 102: Promote Coordinated and Compatible Development within the Potential Urban Growth Area
Pursue intergovernmental agreements with El Paso County and the City of Fountain in order to coordinate development within the defined Potential Urban Growth Area and ensure that it is compatible with City standards and policies.

Strategy LU 102a: Review Boundaries of the Potential Urban Growth Area
Review the boundaries of the defined Potential Urban Growth Area of the City and readjust them to reflect current and projected development patterns.

Strategy LU 102b: Promote Cooperative Planning within the Potential Urban Growth Area
Promote cooperative planning within the Potential Urban Growth Area to:

- provide adequate urban services and infrastructure;
- coordinate the review of development proposals; and
- coordinate long range plans for infrastructure and services, including, but not limited to, transportation, parks, open space, air quality, fire protection, police, utilities, and drainage.

Strategy LU 102c: Initiate a Process to Establish Common Development Standards and to Coordinate Development within the Potential Urban Growth Area
Initiate a process to coordinate development and establish common development standards within the Potential Urban Growth Area. Utilize the 1985 memorandum of understanding entitled “A Cooperative Planning Agreement between the City of Colorado Springs, El Paso County and the City of Fountain” as the starting point for that process.

Strategy LU 102d: Work with El Paso County to Contain Development at Urban Intensities within the Boundaries of the City or Other Municipalities
Cooperate with El Paso County to encourage the location of development at urban intensities, generally greater than two dwelling units per gross acre, either within the City or within another municipality capable of providing the full range of urban services.

Strategy LU 102e: Cooperate with El Paso County to Coordinate Planning and Development within the Potential Annexation Areas as Designated on the City’s 2020 Land Use Map
Coordinate the City’s and County’s land use planning and development review process for all areas within the Potential Annexation Areas designated on the City’s 2020 Land Use Map.

Strategy LU 102f: Cooperate with El Paso County in Reviewing Subdivision Proposals within Three Miles of City Limits
Cooperate with El Paso County in reviewing proposed subdivisions outside of the City limits, but within the three-mile territorial limit established under Colorado State statutes, in order to provide the opportunity for the City to make recommendations regarding layout, traffic, circulation, and compliance with the City's Comprehensive Plan.

Strategy LU 102g: Pursue Opportunities for Joint Funding of Regional Multi-use Facilities
Pursue opportunities with other local government entities for joint funding of regional multi-use facilities such as parks, open space, drainage ways, and transportation corridors, and joint school/community facilities.

Chapter 4 Community Infrastructure and Services

Objective CIS 2: Annexations will Benefit the City
Annexations will be a benefit to the City and will occur in a manner that ensures a logical and sequential extension of the City's boundary.

Annexation is the process by which municipalities incorporate new territory, and is one of the most dramatic and lasting actions a municipality takes. A thorough evaluation of the costs and benefits of servicing the new area should be carried out prior to the approval of an annexation.

Policy CIS 201: Annexations Will Occur in Accordance with State Law
Annexation of territory to the City will be in accordance with Section 30 (Right to Vote or Petition on Annexation) of Article II of the Colorado Constitution and the Municipal Annexation Act of 1965 (C.R.S. Sec 31-12-101, as amended).

Strategy CIS 201a: Ensure that Annexation Requests are in Compliance with State Law
Review annexation requests to meet all statutory requirements for annexations according to the laws of the State of Colorado. If requests are not in compliance with state statutes, work with those requesting annexation to correct any deficiencies.

Strategy CIS 201b: Maintain Annexation Plan
Maintain a current Annexation Plan to guide the City's annexation decisions.

Policy CIS 202: Annexations Will be a Benefit to the City
Evaluate proposed annexations to determine if the request is a benefit to the City.

Strategy CIS 202a: Evaluate Annexations to Determine if They Will Benefit the City
Evaluate an annexation's benefit to the City based on the following criteria:

- The short and long-term fiscal impact of extending City services;
- The impact a development area may have upon the City if it is not annexed;
- Any necessary capital improvements and anticipated revenues generated by the proposed development;

- Employment opportunity;
- Consistency with the Colorado Springs Utilities Water Resources Plan;
- Improved stormwater management including stormwater quality controls;
- Improved public transportation;
- Diversification of the economic base;
  - The City's ability to accommodate projected population increases;
  - The efficiencies of adding the annexation to the City;
  - Effect on air quality; and
  - Impact on environmental quality.

Strategy CIS 202b: Require Master Plans for Annexation Requests
Require a master land use plan to be included and approved by the City prior to final approval of the annexation. The master plan will include a phasing plan and may need to be supported by adequate and appropriate financial performance guarantees relating to phasing of the master plan.

Strategy CIS 202c: Ensure Sufficient Water and Wastewater Facilities
Colorado Springs Utilities will review annexation requests to assess the sufficiency of current and projected water and wastewater facilities available for present and projected needs consistent with Colorado Springs Utilities policy direction.

Policy CIS 203: Development will be Consistent with Long Range Plans
Phase development in compliance with the Strategic Network of Long-range Plans for infrastructure and services in a cost-effective and predictable manner.

Strategy CIS 203a: Establish Timing of Development
Establish the phasing of development and the initial level of City services through an annexation agreement between the City and property owners seeking either annexation or City services.

Policy CIS 204: Avoid Creating Enclaves and Eliminate Existing Enclaves
Avoid annexations that create enclaves, and begin the sequential process of annexing existing enclaves.

Strategy CIS 204a: Avoid Enclaves
Work with property owners requesting annexations to avoid creating enclaves. Annexations that create enclaves will not be approved.

Strategy CIS 204b: Identify and Annex Existing Enclaves
Identify all existing enclaves and create a phasing plan for their annexation. Identify infrastructure and service deficiencies based upon current Level of Service standards. Determine how the costs will be paid if the enclave requires infrastructure up-grades to be consistent with City standards.

Strategy CIS 204c: Foster Cooperation to Annex Enclaves
Develop cooperative approaches with area property owners, El Paso County and other governmental entities that equitably address the unique issues associated with the annexation of enclaves and peninsulas.

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
APENDIX II – CITY CODE OF COLORADO SPRINGS
CHAPTER 7 ZONING
ARTRICLE 6 SUBDIVISION REGULATIONS

PART 2 ANNEXATIONS

7.6.201: Purpose
7.6.202: Comply with State Laws
7.6.203: Conditions for Annexation
7.6.204: Rights of City
7.6.205: Annexation Agreements for City Services
7.6.206: Procedure for Handling Requests
7.6.207: Water Service Previously Granted Outside City
7.6.208: Service Subsequent to Annexation
7.6.209: Service Pending Annexation
7.6.210: Service without Annexation

7.6.201: PURPOSE:

City Charter § 6-70 requires that extension policies for the services provided by the Utilities be established by the City Council.

City Council believes that definite statements need to be made in order to establish a policy pertaining to the provision and extension of water or wastewater, or both, to consumers outside the City limits whom own or occupy land not presently eligible for annexation.

POLICY STATEMENTS

The Citizens of the City are the owners of water provided to themselves and to consumers outside the City limits. The monies collected from development charges and the revenues generated by sale of water and processing of wastewater are necessary to pay for the acquisition and development of the water and the construction, operation and maintenance of the water and wastewater facilities.

The City must consider the future water and wastewater needs of areas outside the corporate limits if the Pikes Peak urban area is to continue to grow to accommodate anticipated population. However, in considering the future water and wastewater needs of areas outside the City, consideration must be given to the capacity to serve within the corporate limits of the City.

The extension or provision of water or wastewater, or both, is a method of fostering compatible land use and development inside and outside the City limits, and should be handled in a manner which will ensure sound land use relationships and promote orderly development.

Persons inside the City limits who receive water or wastewater services must comply with City ordinances including but not limited to construction, fire protection, subdivision, zoning and health codes. Such persons must pay ad valorem taxes upon their real property. It seems only reasonable, then that persons outside the City limits who desire

water or wastewater services should be required to do no less than those who receive such services inside the City, as well as pay additional fees for such services.

There is a need to sell water and process wastewater for revenues to meet the costs of owning and operating the City's water and wastewater system, and the need to ensure that land use and development outside of the corporate limits of the City is compatible with land use within the City and will not have an adverse impact on the City and its facilities, public and private.

There is no obligation imposed by general law upon the City to permit any of the City's water to be used outside its boundaries. Neither is there an obligation under general law to reserve water for undeveloped land presently within the City's boundaries. (Ord. 88-174; Ord. 93-106)

7.6.202: COMPLY WITH STATE LAWS:

Annexation, consolidation or disconnection of territory to or from the City shall be in accord with Article II of the Colorado Constitution and the Municipal Annexation Act of 1965 (C.R.S. § 31_12_101, *et. seq.* (Bill of Rights)) as it exists now or may later be amended. (Ord. 88-174)

7.6.203: CONDITIONS FOR ANNEXATION:

To assist the City Council in its decision, each proposal for annexation shall be studied to determine whether:

The area proposed to be annexed is a logical extension of the City's boundary;

The development of the area proposed to be annexed will be beneficial to the City. Financial considerations, although important, are not the only criteria and shall not be the sole measure of benefit to the City;

There is a projected available water surplus at the time of request;

The existing and projected water facilities and/or wastewater facilities of the City are expected to be sufficient for the present and projected needs for the foreseeable future to serve all present users whether within or outside the corporate limits of the City;

The annexation can be effected at the time the utilities are extended or at some time in the future.

The City shall require as a condition of annexation the transfer of title to all groundwater underlying the land proposed to be annexed. Should such groundwater be separated from the land or otherwise be unavailable for transfer to the City, the City, at its discretion, may either refuse annexation or require

payment commensurate with the value of such groundwater as a condition of annexation. The value of such groundwater shall be determined by the Utilities based on market conditions as presently exist.

All rights-of-way or easements required by the Utilities necessary to serve the proposed annexation, to serve beyond the annexation, and for system integrity, shall be granted to the Utilities. Utilities, at the time of utility system development, shall determine such rights-of-way and easements.

If the proposed annexation to the City overlaps an existing service area of another utility, the applicant shall petition the PUC (Public Utilities Commission) or other governing authority to revise the service area such that the new service area will be contiguous to the new corporate boundary of the City.

After the foregoing have been studied in such depth as the City Council shall require, the City Council in its discretion may annex or not annex the proposed area. In the event the City Council chooses to annex, it may require a contemporary annexation agreement specifying the installation and the time of installation of certain public and utility improvements, both on-site and off-site, that are required or not required under the Subsection Code. City Council may specify such other requirements, as it deems necessary. In the event the City Council chooses not to annex, utilities shall not be extended unless Council is assured that an agreement for annexation can be enforced, and that the remaining provisions of this Section for annexation subsequent to extension of utilities have been met. (Ord. 88-174)

7.6.204: RIGHTS OF CITY:

This Part shall not be construed to create any rights or cause of action in any person or land, whether or not the same is eligible for annexation, to demand or receive water or wastewater or other Municipal service. The City has never previously and does not now assert exclusive control over the right to serve areas outside the corporate limits of the City with water and wastewater. Areas and activities outside the corporate limits of the City are free to obtain water and wastewater services from any other sources.

The right of the City Council to restrict and regulate the use of City water within or outside the City limits shall not be abridged by anything contained in this Section. The City Council hereby declares the policy of the City to be that water belonging to the City is in no way allocated to a particular parcel of land until such land is developed and water applied to actual use upon such land. Nothing in this Section shall be construed to confer upon undeveloped land within the City limits, as such City limits exist at the time of adoption of this Section or as such City limits may be hereinafter altered by annexation or disconnection, any right to the preservation of existing water rights or quantities of water for the sole and exclusive use of such land.

In the interest of the citizens of the City, City Council will not extend water or wastewater service into any area which is not presently included within the Utilities electric service area. An exception to this policy may be made if the area requesting service can be annexed to the City at the time of utility extension and included in the electric service area upon such annexation. (Ord. 81-50; Ord. 93-106)

7.6.205: ANNEXATION AGREEMENTS FOR CITY SERVICES:

As a condition precedent to the supplying of City water or wastewater services, or both, to land outside the limits of the City, under Article 6, Part 2 the City shall require an agreement executed by the owners in fee of the real property so supplied, which agreement shall provide, among other conditions as the City Council may impose, that the owners shall petition for and consent to the annexation of the area to be supplied with such City services to the City at such future date as the area supplied or any portion thereof, becomes both eligible for annexation pursuant to Section 30 of Article II of the Colorado Constitution and the Municipal Annexation Act of 1965, as it now exists or may hereafter be amended or as it may be modified by section 30 of Article II of the Colorado Constitution, and is found by the City Council to be proper for annexation to the City under the provisions of Article 6, Part 1.

It is recognized that a court determination may be required in order to satisfy the provisions of Article 6, Part 2.

Such agreement shall be reported to the City Council at the next regular Council meeting following its execution. Such agreement shall then be recorded and shall run with the land and be binding on the heirs, assigns and successors in interest of the signers. (Ord. 81-50)

7.6.206: PROCEDURE FOR HANDLING REQUESTS:

An application for water or wastewater service for premises outside the corporate limits of the City may be granted by the City Council upon finding that all conditions set forth in Article 6, Part 2 have been met by the applicant. In its discretion, the City Council may require that studies addressing the considerations expressed in Article 6, Part 2, be prepared as a condition precedent to the granting of water or wastewater services or both.

In no event is City Council legally obligated to serve water or wastewater outside the City limits.

In the event that the City Council authorizes the extension of water or wastewater or both services outside the City boundaries, such decision shall be considered a matter of legislative discretion and not subject to judicial review. Neither shall such decision constitute a precedent controlling other pending or future applications for extraterritorial service. (Ord. 81-50)

7.6.207: WATER SERVICE PREVIOUSLY GRANTED OUTSIDE CITY:

Any request for a change of use of previously granted municipal services shall be considered and administered as a new application for such municipal service and shall be subject to all of the provisions and requirements as set forth in Article 6, Part 2. (Ord. 81-50)

7.6.208: SERVICE SUBSEQUENT TO ANNEXATION:

Except as otherwise provided in this Section, land which at the time of request for service is eligible for annexation to the City under Section 30 of Article II of the Colorado Constitution and the Municipal Annexation Act of 1965 as it now exists or may hereafter be amended and which meets the provisions of Article 6, Part 2, as determined by City Council, shall be annexed to the City before receiving City water or wastewater service or both except as provided in Article 6, Part 2. (Ord. 88-174)

7.6.209: SERVICE PENDING ANNEXATION:

For good cause shown, the City Council may approve the delivery of water or wastewater service, or both, pending completion of annexation. As used in this subsection, good cause is any reason which in the opinion of City Council:

Would cause unnecessary delay to the annexor in commencing work on the proposed development; or

Would impose an unnecessary economic hardship upon the annexor, without any compensating advantage or benefit to the City or its citizens. In any event, the City Council hereby declares that its discretion in determining the existence or non-existence of good cause is a legislative act and is not subject to judicial review.

A petition for annexation, subject to such conditions as City Council in its discretion may impose, must be first filed before a permit or permits for such water or wastewater service shall be issued or any work commence to extend such water or wastewater service beyond the City limits existing at that time. Once filed such petition cannot be withdrawn except with express permission of the City Council and shall be pursued by the annexor and affected City departments to a speedy conclusion. Authorization for water or wastewater extension beyond the City limits may be withdrawn by the City Council without notice to the annexor at any time prior to any substantial change of position (expenditure of time or money) by the in reliance on such authorization.

All required fees shall be payable in advance of the issuance of permit(s) for the requested service(s) and no fee or portion thereof shall be refunded.

In no event shall this Section be used if annexation subsequent to the extension of utilities cannot be assured under the provisions of Section 30 of Article II of the Colorado Constitution. (Ord. 88-174)

7.6.210: SERVICE WITHOUT ANNEXATION:

In its legislative discretion the City Council may authorize the delivery of water or wastewater services or both to land otherwise eligible for annexation under the criteria of the Municipal Annexation Act of 1965 but which the Council decides not to annex for failure to meet the provisions of Article 6, Part 2. Further, in exercising its discretion the City Council shall consider, among such other values and matters as may be presented to it, the following:

A. Estimated immediate and long-range costs to the City under development plans proposed by the annexor, which cost estimates shall include but need not be limited to:

1. THE COST OF EXTENDING EXISTING CITY SERVICES. Examples of capital improvements are bridges, arterial streets, major drainage improvements, parks and park improvements and the maintenance and operation of such improvements;

2. The nature and the cost of City-financed capital improvements made necessary[1] by the proposed annexation when developed;[2]

3. The time schedule as proposed by the annexor over which such costs would be extended.

B. Revenues expected to be generated by proposed development within the area proposed to be annexed[3].

C. Other benefits to the City for which there is no readily acceptable method of computation except subjective judgment[4].

D. In addition, the City Council shall consider whether.

1. There is a projected available water surplus at the time of request.

[1]The state of development of land being considered for annexation will have considerable bearing on the question of necessity. For example, if partially or fully developed areas are under consideration there may be no need for additional improvements in the absence of significant hazard to the public health, safety and welfare.
[2]While not directly City-related expense, consideration should also be given to costs incurred by other governmental entities, e.g., school districts, County sheriff's office, etc., resulting from proposed development within the area under construction. While it is arguable that such costs will occur regardless of annexation, such development is not likely to occur without a ready availability of water and wastewater services.
[3]Examples of such revenues are ad valorem taxes from the land, and improvements situated and to be situated there, sales and use taxes from commercial development therein, increased revenue sharing or other grant funds resulting from increased population, increased income taxes and the like.
[4]Examples of such intangible benefits are increased employment opportunity, improved wastewater management, improved drainage control, improved public transportation, diversification of economic base (i.e., industry of a differing type as opposed to more industry of the same or allied type).

2. The existing and projected water facilities and/or wastewater facilities of the City are expected to be sufficient for the present and projected needs for the foreseeable future to serve all present users whether within or outside the corporate limits of the City.

3. The owner of the land to be served has executed an annexation agreement in the form required by the City. Such annexation agreement shall be attached to the application.

4. The proposed use of the land to be served is compatible with the use of adjacent land areas and to the extent acceptable to and approved by the City Council is in conformance with the plan of the Pikes Peak Area Council of Governments Urban Area Policy Committee. Such proposed land use shall be submitted to the government entity having land use planning jurisdiction thereover for comment at least 30 days before final Council action on the request for services.

5. Water and wastewater development and other applicable utility fees will be paid, and the owner of the land to be served has agreed to abide by all conditions and terms of the Colorado Springs Utilities[5]. Water and wastewater extension policies are available at the office of the Utilities Executive Director. (Ord. 98-185)

6. The development of the land to which the water and wastewater services are to be provided is in conformance with those provisions of this Code, as amended, as are applicable to land development within the corporate limits of the City or adequate assurances are made that development of the land will be in compliance with City codes. Assurances of such conformance may be in the form of cash deposit, corporate surety bond, letter of credit or other assurance which the City Attorney shall approve as to form and the City Engineer shall approve as to amount. Compliance with City codes pertaining to land development may require but shall not be limited to:

   a. Provision for required school/park sites or fees in lieu thereof to the applicable jurisdictions[6].

   b. Dedication, design and construction of required streets, sidewalks, curbs, gutters and utilities, including telephone, to City standards or to the standards of the entity having responsibility for maintenance thereof, whichever standard is more strict[7].

[5] Water and wastewater extension policies are available at the office of the Utilities Director.
[6] See Chapter 7, Articles 10-16.
[7] See City Engineer "Standard Specification" available at the office of the City Engineer.

c. Dedication of easements including but not limited to utility, including telephone and drainage easements as required by the Subdivision Code[8].

d. Provision for necessary drainage facilities or the payment of drainage fees and arterial roadway bridge fees[9].

e. The City shall require, as a condition of service without annexation, the transfer of title to all groundwater underlying the land proposed to be served with water and wastewater services. Should such groundwater be separated from the land or otherwise be unavailable for transfer to the City, the City, at its discretion, may either refuse such service without annexation or require payment commensurate with the value of such groundwater as a condition of service without annexation. The value of such groundwater shall be determined by the Utilities, based on market conditions as presently exist.

Whether the annexation agreement referred to in Subsection D(3) can be legally enforced under Section 30 of Article II of the Colorado Constitution and the Municipal Annexation Act of 1965 as modified by Section 30 of Article II of the Constitution. (Ord. 88-174; Ord. 93-106)

[8] See the Subdivision Code.
[9] See the Part 9 and 10 of the Subdivision Code.

Goal 6.6 Encourage cooperative intergovernmental land use planning and coordination among the County, its municipalities and other governmental entities.

Policy 6.6.1

Support the municipal annexation of enclaves and other developed urban density areas, unless these areas are currently being provided with both adequate and cost-effective facilities and services.

Policy 6.6.2

Encourage municipalities to undertake complete or at least phased annexations of enclaves and other largely surrounded areas in order to avoid the problems associated with piecemeal annexations. Alternately, the cost-effectiveness of annexing remaining enclaves should be considered within the context of the overall area.

Policy 6.6.3

Encourage municipalities to utilize annexation policies which have the effect of either avoiding or remedying the service and public safety problems associated with irregular city boundaries.

Policy 6.6.4

Encourage municipalities to use appropriate flexibility in applying development standards and allocating cost in conjunction with annexation of fully or partially developed areas.

Policy 6.6.5

Support the adoption of intergovernmental policies which address land use issues of mutual concern (including development timing, phasing, location and standards) in agreed-upon City/County Cooperative Planning Areas.

Policy 6.6.6

Consider the development of cooperative building, zoning and infrastructure standards in areas that interface with municipalities and military properties.

CITY OF COLORADO SPRINGS
2006 ANNEXATION PLAN
APPENDIX IV - EL PASO COUNTY
SMALL AREA COMPREHENSIVE PLANS

Black Forest (1987)

Falcon/Payton (1993)

Highway 94 Comprehensive Plan (2003)

Southwestern (1990)

Tri-Lakes (2000)

Ute Pass (1982)

Woodmen Valley (1977)