

**Urban Renewal Plan for  
Tejon and Costilla Urban Renewal Area  
Colorado Springs, Colorado**

Prepared for:

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*Background information and other data have been furnished to DGC Consulting (DGC) by Colorado Springs Urban Renewal Authority, Colorado Springs Downtown Development Authority, City of Colorado Spring, and/or third parties, which DGC has used in preparing this report. DGC has relied on this information as furnished, and is neither responsible for nor has confirmed the accuracy of this information.*

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## 1.0 Introduction

### 1.1 Preface

This Tejon and Costilla Urban Renewal Plan (the “Plan” or the “Urban Renewal Plan”) has been prepared for the City of Colorado Springs, Colorado (the “City”). The Plan will be carried out by the Colorado Springs Urban Renewal Authority (the “Authority”), pursuant to the provisions of the Urban Renewal Law of the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, 1973, as amended (the “Act”). The administration and implementation of this Plan, including the preparation and execution of any documents implementing it, shall be performed by the Authority.

### 1.2 Blight Findings

Under the Act, an urban renewal area is a blighted area, which has been designated as appropriate for an urban renewal project. In each urban renewal area, conditions of blight, as defined by the Act, must be present, and in order for the Authority to exercise its powers, the City Council must find that the presence of those conditions of blight substantially impairs or arrests the sound growth of the municipality or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare.

The Tejon and Costilla Partial Block Conditions Study prepared by DGC Consulting, **dated February 2018**, which is attached hereto as Exhibit A (the “Conditions Study”), demonstrates that the Tejon and Costilla Partial Block Study Area (“Study Area”), as defined in the Conditions Study, is a blighted area under the Act.

### 1.3 Other Findings

The Area (defined in Section 1.4) is appropriate for an urban renewal project and other undertakings authorized by the Act to be advanced by the Authority. While a future project may require the demolition and clearance of certain public and private improvements within the Plan area, the more common need is anticipated to be the implementation of infrastructure, public improvements, utilities and life safety measures. Such actions are necessary to eliminate unsafe conditions, obsolete and other uses detrimental to the public welfare, and otherwise remove and prevent the spread of blight.

It is the intent of the City Council in adopting this Plan that the Authority exercises all powers authorized in the Act, which may be necessary, convenient or appropriate to accomplish the objectives of this Plan, including, but not limited to, the power of eminent domain. It is the intent of this Plan that the Authority may exercise all such powers as may now be possessed or hereafter granted for the elimination of qualifying conditions in the Area.

The powers conferred by the Act are for public uses and purposes for which public money may be expended and police powers exercised. This Plan is in the public interest and necessity -- such finding being a matter of legislative determination by the City Council.

#### **1.4 Urban Renewal Area Boundaries**

The proposed Tejon and Costilla Urban Renewal Area (the “Urban Renewal Area” or the “Area”) is comprised of .87 acres (38,000 SF) in Downtown Colorado Springs. The Area includes four city lots in a city block bounded on the north by East Costilla Street, on the east by South Tejon Street, on the south by East Cimarron Street, and on the west by South Nevada Avenue. It is depicted and shown on Exhibit A: Tejon and Costilla Urban Renewal Area and (same boundary as) TIF Area Map and Legal Description.

## 2.0 Definitions

Act – means the Urban Renewal Law of the State of Colorado, Part 1 of Article 25 of Title 31, Colorado Revised Statutes, as amended.

Area or Urban Renewal Area – means the Tejon and Costilla Urban Renewal Area as depicted in and legally described in Exhibit A.

Assessor – means the El Paso County Assessor.

Authority – means the City of Colorado Springs Urban Renewal Authority (CSURA).

Authority Board – means the Board of Commissioners of the City of Colorado Springs Urban Renewal Authority.

City – means the City of Colorado Springs, a home-rule municipal corporation of the State of Colorado.

City Code – means the City Code.

City Council – means the City Council.

City (or Municipal) Tax or Taxes – means, collectively, (i) the Sales Tax, (ii) the Lodger’s Tax, (iii) the OPT, and (iv) the Use Tax.

City (or Municipal) Tax Increment – means the tax increment derived from City Taxes.

Colorado Springs Comprehensive Plan (or Comprehensive plan) – means 2000 City of Colorado Springs Comprehensive Plan, as such plan has been or may be amended from time to time.

Conditions Study (or Study or Survey) – means the Tejon and Costilla Conditions Study, prepared by DGC Consulting, dated March, 2016, attached hereto as Exhibit B and incorporated herein by this reference.

Cooperation Agreement – means any agreement between the Authority and City, or any public body (the term “public body” being used in this Plan is as defined by the Act) respecting action to be taken pursuant to any of the powers set forth in the Act or in any other provision of Colorado law, for the purpose of facilitating public undertakings deemed necessary or appropriate by the Authority under this Plan.

County Sales Tax Increment - means the El Paso County sales tax increment revenue allocated to the Authority as defined in this Plan.

C.R.S. – means the Colorado Revised Statutes, as amended from time to time.

CSSD – refers to the Colorado Springs School District #11

Effective Date of Plan Approval – means xxxx.

IGA – means an intergovernmental agreement.

Imagine Downtown Plan – refers to the Downtown Colorado Springs Master Plan, prepared in 2007.

County Impact Report or Impact Report – means the Tejon and Costilla Urban Renewal Area County Impact Report prepared by DGC Consulting, dated xxxxx and attached hereto as Exhibit C and incorporated herein by this reference.

Improvement District – means a special district created to make improvements, typically to public space infrastructure, in a given area.

Metropolitan District (or Districts) – means a quasi-municipal corporation and political subdivision of the State of Colorado organized under the Colorado Special District Act, 32-1-101, et. Seq., C.R.S., as from time to time amended, or any successor district or districts thereto as may be approved by the City.

Plan Area – refers to the legal boundaries of the Tejon and Costilla Urban Renewal Area.

Plan or Urban Renewal Plan – means the Tejon and Costilla Urban Renewal Plan.

Property Taxes – means, without limitation, all levies to be made on an ad valorem basis by or for the benefit of any public body upon taxable real and personal property in the Area.

Property Tax Increment – means tax increment derived from Property Taxes.

Public Finance and Redevelopment Agreement – means one or more agreements between the Authority, the developer and/or developers of property within the Area, any special district or districts organized or caused to be organized by such developer or developers for the purpose of financing or refinancing public improvements within the Area, or such other individuals or entities as may be determined by the Authority to be necessary or desirable to carry out the purposes of this Plan pursuant to any of the powers set forth in the Act or in any other provision of Colorado law.

Redevelopment / Development Agreement – means one or more agreements between the Authority and developer(s) and / or property owners or such other individuals or entities as may be determined by the Authority to be necessary or desirable to carry out the purposes of this Plan.

Sales Tax Increment – means tax increment derived from Sales Taxes.

Study Area – means the geographic area studied in the context of the Survey for the purpose of determining its collective eligibility for a designation of "blight" as defined by the Act.



Tax Increment - means the increase in revenue derived from taxes that are actually collected above a specified tax base imposed in a Tax Increment Area after a date to be specified in this Plan or with any subsequent modification to this Urban Renewal Plan, as per 31-25-107(9), C.R.S.

Tax Increment Finance (or Financing) (TIF) – means a financing mechanism authorized by the Act which uses future incremental revenues resulting from private investment within an established Tax Increment Area to fund improvements for the public benefit.

Tax Increment Revenue – means the incremental revenues (property and / or sales tax) allocated to the Authority by this Urban Renewal Plan.

Tax Increment Area – means all or a portion of the Urban Renewal Area designated as a Tax Increment Area, as defined and pursuant to the procedures set forth in Section 6 of this Plan.

The County – refers to the El Paso County Government.

Urban Renewal Project (or the Project) – means all the undertakings and activities to be carried out over the life of the Urban Renewal Plan.

### **3.0 Purpose of the Plan**

The main public purpose of the Tejon and Costilla Urban Renewal Plan is to reduce, eliminate and prevent the spread of blight within the Area. The Plan sets goals to achieve this through implementing established objectives for the Area and stimulating redevelopment, economic growth and investment through the tools available within the context of urban renewal tools, laws, and guidelines, such as tax increment financing.

Establishment of the Tejon and Costilla Urban Renewal Area will take advantage of improving conditions and the upcoming development cycle by focusing urban renewal efforts on a small area with a 25 year timeframe. Two urban renewal areas were established previously in Downtown Colorado Springs (2001 Southwest Downtown URA and 2006 City Gate URA) , but they did not include the Tejon and Costilla block.

With this in mind, in 2017 the Authority engaged a third party consultant to conduct a Conditions Study for the 1.5 acre Study Area east of the existing URA's. The Conditions Study concluded that the Tejon and Costilla Partial Block Study Area is blighted. Adoption of the Tejon and Costilla Urban Renewal Plan ensures that development on this site will remedy blighted conditions by taking advantage of the continuing redevelopment of Downtown Colorado Springs through the use of TIF financing and other urban renewal tools.

## 4.0 Blight Conditions

Before an urban renewal plan can be adopted by the City, the area must be determined to be a “blighted area” as defined in Section 31-25-103(2) of the Act. The Act provides that, in order for blight to be present within the area, at least four specific blight factors must be present in the area, and must substantially impair or arrest the sound growth of the municipality, retard the provision of housing accommodations, or constitute an economic or social liability, and be a menace to the public health, safety, morals, or welfare. The Act further provides that, if private property is to be acquired by the Authority by eminent domain, at least five of the following specific blight factors must be present.

- a. Slum, deteriorated, or deteriorating structures;
- b. Predominance of defective or inadequate street layout;
- c. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- d. Unsanitary or unsafe conditions;
- e. Deterioration of site or other improvements;
- f. Unusual topography or inadequate public improvements or utilities;
- g. Defective or unusual conditions of title rendering the title nonmarketable;
- h. The existence of conditions that endanger life or property by fire or other causes;
- i. Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidation, deterioration, defective design, physical construction, or faulty or inadequate facilities;
- j. Environmental contamination of buildings or property;
- k.5 The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements.

A third party consultant (DGC Consulting) was commissioned to conduct a Conditions Study (or Conditions Survey) in the Tejon and Costilla Partial Block Study Area. The Conditions Study is included in Exhibit B of this Plan. The general methodology for conducting the Study was the following:

1. Define the Study Area;
2. Conduct a visual field survey for the property and evaluate current conditions;
3. Review data provided by the City of Colorado Springs and;

4. Evaluate conditions found in the context of statutory blight criteria and;
5. Document the survey findings, as presented in the Conditions Study.

The Conditions Study Area is approximately 1.5 acres, including public rights-of-way, and is owned primarily by private entities. The future redevelopment of the Study Area is proposed to a hotel with commercial retail uses.

Of the eleven (11) qualifying factors identified in the Act, the Conditions Study revealed the following six (6) qualifying conditions of blight, as defined in Section 31-25-103(2) of the Act, evident within the Area.

- a. Slum, deteriorating or deteriorated structures
- d. Unsanitary or unsafe conditions
- e. Deterioration of site or other improvements
- f. Unusual topography or inadequate public improvements or utilities
- h. The existence of conditions that endanger life or property by fire or other causes
- k.5 The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements

## 5.0 Plan's Relationship to Local Objectives and Appropriate Land Uses

### 5.1 Plan Conformity

Implementation of this Plan supports the objectives and requirements of the Comprehensive Plan with respect to connectivity to neighborhoods, accessibility to open space, completion of infrastructure, and preservation of natural features, and quality design that promotes Colorado Springs's unique identity. As development occurs in the Area, it shall conform to the Comprehensive Plan and any subsequent updates; the Pikes Peak Regional Building Code and any rules, regulations, and policies promulgated pursuant thereto; any site-specific planning documents that might impact properties in the Area including, but not limited to, City-approved site, drainage, and public improvement plans; and, any applicable City design standards, all as in effect and as may be amended from time to time. Finally, existing conditions present within the Area will be remedied by the proposed Plan and funded in part by tax increment revenues and improvements phased as the market allows.

### 5.2 Consistency with Comprehensive Plan

As explained above, a comprehensive or general plan for the City known as the City of Colorado Springs Comprehensive Plan was adopted in 2000 as an amendment to the 1991 plan of the same name. The Authority, with the cooperation of the City, private businesses, and other public bodies, will undertake projects and activities described herein in order to eliminate the identified conditions of blight while also implementing the goals and objectives of the Comprehensive Plan and all other City-adopted plans which impact properties within the Area. Key goals and policies of that plan which this Urban Renewal Plan will advance are described in detail in Exhibit E: Excerpts from 2000 City of Colorado Springs Comprehensive Plan.

### 5.3 Relationship to Other Community Plans

Implementation of this Plan will be consistent with the development goals and objectives in other community plans and guides which pertain to development in the Area. The Imagine Downtown Master Plan prepared in 2007 summarizes a planning vision, goals, objectives, and actions for Downtown Colorado Springs, which includes the Urban Renewal Area. The Downtown Colorado Springs Form-Based Code prepared in 2007 summarizes development standards and design guidelines for Downtown, including the Downtown Central Sector of which the Urban Renewal Area is a part.

## 6.0 Authorized Urban Renewal Undertakings and Activities

Whereas the Act allows for a wide range of activities to be used in the implementation of an urban renewal plan, it is the Authority's intent to provide both financial assistance and public improvements in partnership with property owners and other affected parties in order to accomplish the objectives stated herein. Public-private partnerships and other forms of cooperative development will be essential to the Authority's strategy for preventing the spread of blight and eliminating existing blighting conditions. Specific undertakings of the Authority in the furtherance of this Plan as described as follows.

### 6.1 Undertakings and Activities to Remedy Blight

As described in Section 4.0 of this Plan, six (6) qualifying conditions of blight were identified in the Study Area of which this Urban Renewal Plan Area is a part. Implementation of this Plan by providing urban renewal resources for public and private improvements will remedy many of the following conditions:

(a) Slum, deteriorating or deteriorated structures

Several private structures in the Study Area exhibited a wide range of exterior deterioration in terms of walls, foundations, eaves, finishes, windows and doors, stairways, loading docks, ancillary structures, and exposed electrical and structural elements. Urban renewal resources such as architectural design review or storefront renovations programs can help remedy some of these conditions.

(d) Unsanitary or unsafe conditions

The site survey identified multiple examples of unsanitary or unsafe conditions in the Study Area. These include poor outdoor lighting, uneven surfaces for pedestrians, poor drainage, insufficient grading, trash and debris, abandoned/inoperable vehicles and equipment, presence of hazardous materials and conditions, evidence of vagrants/vandalism/graffiti and unsafe level changes/drop-offs. Urban renewal resources focused on improvements to the pedestrian zone and right-of-way, including sidewalks, curb and gutter, lighting, and drainage improvements, as well as street paving and intersection improvements. Urban renewal resources to encourage private redevelopment will help to eliminate evidence of blight including abandoned vehicles and equipment and graffiti and vandalism.

(e) Deterioration of site or other improvements

The site survey documented widespread deterioration of site and other improvements throughout the Study area. These included deteriorated/lack of on-site parking lot paving, curb and gutter, sidewalks, outdoor lighting, and surface drainage facilities. In addition, there were numerous examples of lack of site maintenance, non-conformance to development regulations, deteriorated signage, and deteriorated site improvements such as fencing and walls. Urban renewal resources focused on private development and public improvements will help to eliminate these blight factors.

(f) Unusual topography or inadequate public improvements or utilities

There were widespread examples of inadequate public improvements or utilities in the public right-of-way. This included poor site grading that prevented surface drainage, deteriorated/lack of street pavement, curb and gutter, overhead lighting, and sidewalks. Urban renewal resources focused on improvements in the public right-of-way will help to eliminate these blight factors.

(h) The existence of conditions that endanger life or property by fire or other causes  
 Examples of life or property-endangering conditions were observed in the Study Area. These include dry debris and hazardous materials near structures, dead trees and shrubs in high traffic areas, and unsafe level changes that could result injury. **Urban renewal resources supporting private redevelopment improvements in the public right-of-way can eliminate or mitigate these conditions.**

(k.5) The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements  
 Many parts of the Study Area have vacant sites or are physically underutilized. This is documented in the Downtown Colorado Springs Market Assessment and a conclusion of a FAR analysis conducted in the Conditions Study. **Urban renewal resources that help to stimulate private development and are used to construct public improvements will help to eliminate these blight factors.**

## 6.2 Project Development Plan

The planned project for the Area is mixed use development, including residential, commercial, industrial, and public uses. **See Exhibit D: Tejon and Costilla Conceptual Site Plan for a graphic depiction of future development.**

The Development Program is summarized below:

Development Program	
Facility Use	Area (SF)
Hotel (256 rooms)	160,960
Parking (224 spaces)	91,060
Lobby Areas/Amenities (street level)	22,425
Restaurant and Outdoor Seating (street level)	4,265
Restaurant and Outdoor Patio (8th floor - rooftop)	7,925
Conference Facilities (8th floor)	1,685
Apartments and/or Suites (TBD)	12,125
<b>TOTAL BUILDING GROSS AREA</b>	<b>300,445</b>

## 6.3 Complete Public Improvements and Facilities

The Authority may undertake certain actions to make the Area more attractive for private investment. The Authority may, or may cause others, to install, construct, and reconstruct any public improvements. The Authority may, or may cause others to, demolish and clear buildings and existing improvements for the purpose of promoting the objectives of the Plan and the Act. Additionally, the Authority may, or may cause others to, install, construct and reconstruct any other authorized improvements, including, without limitation, other authorized undertakings or improvements for the purpose of promoting the objectives of this Plan and the Act.

Public projects are intended to stimulate (directly and indirectly) private sector investment to assist in the conversion of the Area into a viable commercial, employment and mixed-use area supported by accessible transportation with supporting public spaces contributing to increased revenues from property and sales taxes.

It is the intent of the Plan that the public sector plays a significant role in all urban renewal efforts as a strategic partner. However, experience has proven that a critical component to the success of any urban renewal strategy is participation by both the public and private sectors. The leveraging of resources is essential as no one entity, either public or private, has sufficient resources alone to sustain a long-term improvement effort. Typical public infrastructure investments may include, but are not limited to: creating public spaces and meeting places; improving access and circulation; improving streets, parks and open space; providing for corridor improvements and parking; completing utilities and improving storm water drainage capacity; and, creating special districts or other financing mechanisms.

#### **6.4 Complete Other Improvements and Facilities**

Whereas there could be non-public improvements in the Area that may be required to accommodate development and redevelopment and still benefit the public, the Authority may assist in the financing or constructing these improvements to the extent authorized by the Act.

#### **6.5 Promote Development and Redevelopment**

A key concept associated with implementation of this Plan is targeted investment that will serve to catalyze development within the Area and on adjacent properties, as well as fund future public improvements. The potential impact of this investment to El Paso County and other taxing entities is quantified in Exhibit C: Tejon and Costilla County Impact Report.

#### **6.6 Adopt Standards**

As stated earlier, all development in the Area shall conform to applicable rules, regulations, policies and other requirements and standards of the City, along with any other governmental entity which has jurisdiction within its boundaries. While the Act allows for the adoption of standards and requirements applicable to projects undertaken in an urban renewal area, in the context of this Plan, it is the Authority's intention that investment in the Area conform to City-approved documents.

#### **6.7 Modify the Plan**

The Authority may propose, and City Council may make, modifications to this Plan as may be necessary provided they are consistent with the Comprehensive Plan and any subsequent updates which may be made. Additionally, any such amendments made in accordance with this Plan and as otherwise contemplated, must also be compliant with the Act. Finally, the Authority may, in specific cases, allow non-substantive variations from the provisions of this Plan if it determines that a literal enforcement of the provision would constitute an unreasonable limitation beyond the intent and purpose stated herein.



## 6.8 Review the Plan

The ongoing review process for the Plan is intended to provide a mechanism to allow those parties responsible for administering and implementing key projects within its boundaries to periodically evaluate its effectiveness and make adjustments to ensure efficiency in implementing these activities. To this end, the following steps are presented to serve as a guide for future Plan review:

- a) The Authority may propose modifications, and City Council makes such modifications as may be necessary provided they are consistent with the Comprehensive Plan and any subsequent updates, as well as the Act.
- b) Modifications may be developed from suggestions by the Authority, property and business owners, and City staff operating in support of the Authority and advancement of this Plan.

## 6.9 Provide Relocation Assistance

While it is not anticipated as of the date of this Plan that acquisition of real property will result in the relocation of any individuals, families, or business concerns; if such relocation becomes necessary, the Authority will adopt a relocation plan in conformance with the Act.

## 6.10 Demolish, Clear and Prepare Improvements

While not anticipated as of the date of this Plan, the Authority may, on a case-by-case basis, elect to demolish or cooperate with others to clear buildings, structures and other improvements within the Area in an effort to advance projects deemed consistent with the vision stated herein. Additionally, existing Development or Cooperation Agreements may require such demolition or site clearance to eliminate unhealthy, unsanitary, and unsafe conditions; obsolete uses deemed detrimental to the public welfare; and, otherwise remove and prevent the spread of deterioration.

## 6.11 Acquire and Dispose of Property

While the Act allows for the acquisition of property by negotiation or any other method, it is not the intent of this Plan that the Authority uses its resources to acquire property by eminent domain. Further, while the urban renewal law permits acquisition by eminent domain, in the context of this Plan, the Board will confer decisions of eminent domain to the Colorado Springs City Council. Properties acquired by entities other than the Authority may temporarily be operated, managed and maintained by the Authority if requested to do so by the acquiring entity and deemed in the best interest of the Urban Renewal Project and the Plan. Such property shall be under the management and control of the Authority and may be rented or leased pending its disposition for redevelopment.

The Authority may sell, lease, or otherwise transfer real property or any interest in real property subject to covenants, conditions and restrictions, including architectural and design controls, time restrictions on development, and building requirements in accordance with the Act and this Plan.

## **6.12 Enter into Redevelopment / Development Agreements**

The Authority may enter into Redevelopment / Development Agreements or other contracts with developer(s) or property owners or such other individuals or entities determined to be necessary to carry out the purposes of this Plan. Further, such Agreements, or other contracts, may contain terms and provisions deemed necessary or appropriate for the purpose of undertaking the activities contemplated by this Plan and the Act. Any existing agreements between the City and private parties that are consistent with this Plan are intended to remain in full force and effect, unless all parties to such agreements agree otherwise.

## **6.13 Enter Into Cooperation Agreements**

For the purpose of this Plan, the Authority may enter into one or more Cooperation Agreements pursuant to the Act. Whereas the City and the Authority may recognize the need to cooperate in the implementation of this Plan, these Cooperation Agreements may include without limitation the planning, financing, installation, construction and / or reconstruction of public or other eligible improvements. This paragraph shall not be construed to require any particular form of cooperation.

## **6.14 Create Tax Increment Areas**

The boundaries of the Urban Renewal Area shall be as set forth in Section 1.5 and more fully described in Exhibit A: Tejon and Costilla Urban Renewal Area and (same boundary as) TIF Area Map and Legal Description. It is the intent of the City Council in approving this Plan to authorize the use of Tax Increment Financing by the Authority within this Area, as part of its efforts to advance the vision, objectives and projects described herein. Pursuant to the provisions of Section 31-25107(9) of the Act, the City Council in approving this Plan further contemplates that a single Tax Increment Area will be created with adoption of this Plan by City Council. Notwithstanding such distinction, the Authority is specifically authorized to expend the revenue from Property and Sales Tax Increments to the extent authorized by the Act and this Plan for a period not to exceed the statutory requirement of twenty-five (25) years.

While this Urban Renewal Plan for the Tejon and Costilla Urban Renewal Area contemplates that the primary method of assisting with financing eligible expenses in the Area will be through the use of Property Tax Increment Revenue, City Council may allocate Municipal Sales Tax Increments, if requested to do so by the Authority, and only after receipt of a financing plan outlining the proposed amounts and purpose for which the Municipal Sales Tax Increment is to be used. Upon City Council approval, the Municipal Sales Tax Increment will be allocated and distributed in accordance with the Tax Increment Financing provisions of Section 31-25-107 (9), C.R.S., which is by this reference incorporated herein as if set forth in its entirety.

## **7.0 Severability**

If any portion of this Plan is held to be invalid or unenforceable, such invalidity will not affect the remaining portions of the Plan.

## Appendix

### **Exhibit A: Tejon and Costilla Urban Renewal Area and (same boundary as) TIF Area Map and Legal Description**

(INSERT EXHIBIT)



## **Exhibit B: Tejon and Costilla Partial Block Conditions Study**

(INSERT EXHIBIT)



## **Exhibit C: Tejon and Costilla County Impact Report**

(INSERT EXHIBIT)





## **Exhibit D: Tejon and Costilla Conceptual Site Plan**

(INSERT PLAN GRAPHIC)



## **Exhibit E: Excerpts from 2000 City of Colorado Springs Comprehensive Plan**

City of Colorado Springs Comprehensive Plan, adopted 2000 (excerpts taken verbatim, but formatted for emphasis)

### **Introduction**

#### **Major Issues Addressed by the Plan**

*This Plan is based on the concept that how the City deals with its growth issues will be more effective in improving our quality of life than any attempts to slow down or stop growth. The city has significant room to grow, and so our challenge is to improve the character of physical development, while protecting and preserving the natural features of the city's setting. Major issues thus correspond to the subjects of the Plan's chapters.*

1. *Develop a coordinated land use pattern that efficiently uses land by encouraging mixed-use activity centers rather than segregated land uses.*
2. *Recognize the central importance of all neighborhoods.*
3. *Create opportunities for travel modes that can reduce the rate of growth in automobile use.*
4. *Evaluate effective tools for assessing the fiscal impact of development.*
5. *Continually improve the community's stewardship of its natural setting.*
6. *Strengthen the quality of development's visual character and appearance.*
7. *Maintain a citywide context or perspective as an integral part of incremental land use decision-making.*

#### **The Organization of the Plan**

*The Plan is then organized into the following policy chapter headings, each containing sets of objectives, policies, and strategies and supporting maps:*

- I. *Land Use*
- II. *Neighborhoods*
- III. *Transportation*
- IV. *Community Infrastructure and Services*
- V. *Natural Environment*
- VI. *Community Character and Appearance*
- VII. *2020 Land Use Map*

*Objectives are, in essence, goal statements, in that they represent a desired result. Policies represent a more focused statement of action to achieve an objective. Strategies represent specific steps and frequently identify tools or techniques that should be developed.*

## **Chapter 1 - Land Use**

### **Definitions**

Activity Center: Activity center is a general term for a mixed-use center that integrates a range of uses and activities which complement and support each other. Typically, an activity center includes a predominant type of use, such as commercial or employment-related, that is then supported by a mix of one or more other uses, such as residential, civic, or institutional. The predominant use generally determines the type of center. Activity centers vary in size, intensity, scale, and their mix of supportive uses, depending on their purpose, location, and context. In each case, activity centers are intended to be mixed use and pedestrian-oriented and to establish good connections and transitions to surrounding areas. The Comprehensive Plan includes the following types of activity centers.

Infill Development: Development of vacant parcels within a built up area. Parks and open space are also considered as infill, since they are permanent uses for vacant parcels.

Mixed-Use Development: Development that integrates two or more land uses, such as residential, commercial, and office, with a strong pedestrian orientation.

Redevelopment: Development of sites that were formerly developed and cleared or that require the clearance of existing structures and improvements prior to new building.

Significant Natural Features: Those ridgelines, bluffs, rock outcroppings, view corridors, foothills, mountain backdrops, unique vegetation, floodplains, streams, surface water, air, natural drainage ways and wildlife habitats that contributes to the attractiveness of the community.

Strategic Network of Long-Range Plans: A network of long-range plans to be developed for transportation, infrastructure, and services as identified in the City's Strategic Plan. They include the Intermodal Transportation Plan, the Long-range Public Works Infrastructure and Services Plan, the Long-Range Plan for Police Services, the Long-range Plan for Fire Services, the Parks Capital System Master Plan, and the Parks System Services Master Plan.

Transit-Oriented Development: Development that supports transit use through a concentration and mix of uses and pedestrian connections.

### **Land Use Pattern**

Objective LU 2: Develop A Land Use Pattern That Preserves the City's Natural Environment, Livability, And Sense of Community

A focused pattern of development makes more efficient use of land and natural and financial resources than scattered, "leap frog" development. In contrast to dispersed patterns of development, a consolidated pattern helps to decrease traffic congestion and facilitates the ability of the City to provide needed services and public facilities, such as street maintenance, public transit, police and fire protection, and emergency services. A more focused land use pattern should be planned to better protect open spaces and natural resources, deliver public facilities and services more effectively, provide a greater range of options for housing in

*neighborhoods, preserve the unique character of the community, and make available a greater range of choices in modes of transportation.*

**Policy LU 201: Promote a Focused, Consolidated Land Use Pattern**

*Locate new growth and development in well-defined contiguous areas in order to avoid leapfrog, scattered land use patterns that cannot be adequately provided with City services.*

**Strategy LU 203b: Concentrate and Mix Uses**

*Concentrate and mix activities and uses in and around defined centers in order to create more diversity and synergy between uses, combine destinations, support more effective transit service, and provide viable pedestrian and bicycle access and circulation.*

**Land Use Mix**

**Objective LU 3: Develop A Mix of Interdependent, Compatible, and Mutually Supportive Land Uses**

*Over the past several decades, the location and design of development have created a pattern of isolated, disconnected, single-purpose land uses. An alternative to this type of land use pattern is one that integrates multiple uses, shortens and reduces automobile trips, promotes pedestrian and bicycling accessibility, decreases infrastructure and housing costs, and in general, can be provided with urban services in a more cost-effective manner.*

**Policy LU 301: Promote a Mixed Land Use Pattern**

*Promote development that is characterized by a mix of mutually supportive and integrated residential and non-residential land uses, and a network of interconnected streets with good pedestrian and bicycle access and connections to transit.*

**Strategy LU 301a: Support Mixed-use Development in Neighborhoods**

*Support mixed-use development through neighborhood plans and zoning revisions. Develop zoning guidelines and standards that support mixed-use development and pedestrian access by facilitating the integration of residential and non-residential land uses.*

**Policy LU 302: Encourage Development of Mixed-Use Activity Centers**

*Encourage the development of activity centers designed to include a mix of uses that compliment and support each other, such as commercial, employment-related, institutional, civic, and residential. A walkable, pedestrian friendly environment will tie the mix of uses in activity centers together. Activity centers will vary in size, intensity, scale, and types of uses depending on their function, location, and surroundings. Activity centers will be designed so they are compatible with, accessible from, and serve as a benefit to the surrounding neighborhood or business area.*

**Strategy LU 302b: Promote Pedestrian Orientation of New Activity Centers to the Public Right of-Way and Public Spaces**

*Orient buildings within activity centers toward the street, sidewalks, or public spaces to facilitate pedestrian access and circulation.*

*Strategy LU 302e: Incorporate Mixed-Use Activity Center Principles into the Design of New and Redeveloping Employment and Commercial Centers*

*Design and develop commercial and employment centers as activity centers that include a range of integrated uses, such as retail, concentrated office, research and development, institutional, entertainment, and civic activities.*

*Strategy LU 303a: Design Pedestrian-Friendly Environments Plan and design neighborhoods and activity centers as coordinated pedestrian-friendly environments.*

***Infill and Redevelopment***

*Objective LU 4: Encourage Infill and Redevelopment*

*Encourage infill and redevelopment projects that are in character and context with existing, surrounding development. Infill and redevelopment projects in existing neighborhoods make good use of the City's infrastructure. If properly designed, these projects can serve an important role in achieving quality, mixed-use neighborhoods. In some instances, sensitively designed, high quality infill and redevelopment projects can help stabilize and revitalize existing older neighborhoods.*

*Strategy LU 401a: Identify Infill and Redevelopment Opportunities and Target Public Investments*

*Identify major infill and redevelopment opportunities and target infrastructure improvements to the preferred infill development and redevelopment areas.*

*Strategy LU 401b: Provide Incentives to Foster Private Reinvestment*

*Utilize incentives to encourage infill and redevelopment. Regulatory incentives can be used to expedite the development approval process. Available financial incentives, such as rehabilitation loans/grants, if targeted and strategic, should be utilized to support additional investment in the community, as well as to assist existing residents to remain in areas that are redeveloping.*

***Residential*** (policy may apply if there is a residential component to the project)

*Strategy LU 502c: Plan Community Activity Centers to Serve Residential Areas*

*Plan community activity centers to serve more than one neighborhood in a residential area.*

***Housing*** (policy may apply if there is a residential component to the project)

*Policy LU 602: Integrate Housing with Other Supportive Land Uses*

*Integrate housing with supportive land uses, such as employment, education, health facilities, recreation and shopping, to ensure functional and attractive neighborhoods.*

***Commercial Development***

*Objective LU 7: Develop Shopping and Service Areas to be Convenient to Use and Compatible with Their Surroundings*

*Colorado Springs has numerous commercial areas that provide the necessary goods and services for visitors and regional, community, and neighborhood residents. The location and design of*

*these areas not only has a profound effect on the financial success of commercial businesses, but also on the quality of life for the residents. Regardless of whether a commercial development is intended to serve neighborhood, community, citywide, or regional functions, it must be located and designed to balance pedestrian, bicycle, automobile, and, in many cases, transit access. In addition, the location and design of commercial uses must be integrated into surrounding areas, rather than altering the character of surrounding land uses and neighborhoods. Incorporating a mix of uses will increase the diversity and vitality of commercial areas.*

**Policy LU 701: Plan and Develop New Commercial Areas as Activity Centers**

*Plan and develop new commercial areas as regional centers, commercial centers, community activity centers, or neighborhood centers according to their function, size, location, intensity, and mix of uses. The development of commercial areas in linear, "strip" configurations along roadways will be discouraged.*

**Strategy LU 701a: Locate New Commercial Uses in Activity Centers**

*Locate new commercial (retail, office, services, etc.) development in identified regional centers, commercial centers, and community or neighborhood activity centers. Prohibit strip commercial development along new major roadways.*

**Strategy LU 701b: Locate and Design Neighborhood Centers to be Local Pedestrian-Oriented Amenities**

*Design neighborhood centers primarily for walk-up pedestrian access with low-impact uses and a limited range of convenience goods and services that benefit neighborhood residents. Locate neighborhood centers to take advantage of daily activity patterns, such as the corner of a residential collector street, at the entrance to a neighborhood, or in conjunction with a park, school, civic use, or public space. Prohibit auto-related uses and other uses that produce noxious fumes or excessive light and noise.*

**Strategy LU 701f: Encourage New Commercial Development in New and Developing Corridors to Form Activity Centers**

*Encourage new commercial development in new and developing corridors to take place in activity centers that incorporate a mix of uses and avoid large, single-use buildings and dominating parking areas.*

**Policy LU 702: Design Commercial Redevelopment and Infill Projects as Activity Centers**

*Design all commercial redevelopment and infill projects as activity centers that incorporate a mix of uses, pedestrian orientation, and transit service wherever possible.*

**Strategy LU 702a: Redevelop Obsolete Commercial Areas as Activity Centers**

*Redevelop commercial areas that are obsolete or underutilized either as community activity centers, commercial centers, or employment centers, depending on their size, location and primary function.*



Strategy LU 702b: Redevelop and Infill Commercial Uses in Mature/Development Corridors to Form Activity Centers

Redevelop and infill commercial uses in mature/redevelopment corridors to support the formation and evolution of new activity centers. Coordinate the formation of new activity centers with the redevelopment of the entire corridor.

Strategy LU 702c: Support and Encourage the Evolution of Existing Commercial Areas into Activity Centers

Support and encourage the evolution and transformation over time of existing commercial areas from their exclusive auto orientation and single use functions into activity centers with mixed uses, pedestrian and transit orientation, and better relationships to the surrounding residential areas.

Strategy LU 703e: Encourage the Redevelopment of Obsolete Community Activity Centers and Redevelopment Corridors as Mixed-use Activity Centers

Support the redevelopment of aging local commercial centers and redevelopment corridors as mixed-use activity centers.

## **Chapter 2 - Neighborhoods**

### **Definitions**

*Neighborhood: A geographic sub-area within the city that contains residential land uses. The extent of a neighborhood is variable and may be defined by tradition, period of building and development, or subdivision patterns. Neighborhood boundaries may include such features as major streets or other physical features.*

### **Enhancement**

Objective N 2: Enhance Neighborhoods (policy may apply if there is a residential component to the project)

*Preserve and enhance existing and established neighborhoods and support developing and redeveloping neighborhoods. While neighborhoods change over time, there are certain fundamental characteristics of most neighborhoods, such as natural features and landscaping, building and street patterns, historic and cultural features, parks, open space and schools, which need to be preserved in order to maintain their character. At the same time, there are new and developing residential areas that need to be supported so that they emerge as well-functioning neighborhoods.*

Strategy N 202e: Encourage Development of Public Gathering Places in Redeveloping Neighborhoods (policy may apply if there is a residential component to the project)

*Encourage the development of a landscaped, outdoor center in each redeveloped neighborhood to serve as a focal point and gathering place for the public. This may occur in conjunction with existing schools, parks, recreational facilities, supporting retail uses, community centers, neighborhood life centers, or other civic or institutional uses. Where existing facilities are inappropriate, a new center may be developed.*

Strategy N 203b: Achieve Balanced Mix of Land Uses

Use the land development review process to plan well-functioning new neighborhoods. Reserve planned land uses in new neighborhoods to achieve a balanced mix of land uses over time.

Strategy N 203f: Develop Gathering Places

Plan and develop a landscaped, outdoor center for each new neighborhood in conjunction with schools, parks, recreational facilities, supporting retail uses, community centers, neighborhood life centers or other civic or institutional uses to function as a focal point and gathering place for the public.

**Mixed-Use**

Objective N 3: Vary Neighborhood Patterns

Integrate a variety of housing types and densities with amenities, services, and retail uses to generate opportunities and choices for households. When the character, context and scale of the surrounding neighborhood are taken into account, mixed-use developments can provide unique opportunities for employment, shopping, housing choice, and public gathering space, while having a positive impact on the neighborhood.

Policy N 301: Identify and Develop Mutually Supportive Mixed Uses

Develop an appropriate mix of land uses and differing housing types in both new and existing neighborhoods.

Strategy N 301a: Identify Non-Residential Land Uses that Support Neighborhoods

Identify the type, scale and nature of non-residential uses that contribute to the efficient functioning and attractiveness of neighborhoods.

Policy N 302: Promote Development of Mixed-Use Neighborhoods

Provide residents the choice of walking, bicycling or driving to parks, schools, work, shopping, places of worship, and transit stops in their own and other neighborhoods.

**Chapter 3 - Transportation**

**Planning and Mobility**

Policy T 103: Transportation System and Land Use Pattern

Develop a land use pattern and a transportation system that are mutually supportive. Enhance access to housing, jobs, schools, goods and services, shopping, and recreation through the joint planning of land uses and transportation. Link sites used for living, working, shopping and recreating and make them accessible via transit, bike, foot and car.

Strategy T 103a: Integrate Mixed Land Use

Provide opportunities for mixed land uses to afford proximity choices for working, shopping, recreational and other activities. Encourage a variety of uses in activity centers, commercial centers, employment centers, regional centers and corridors.

### **Livable Communities**

#### **Strategy T 201e: Bicycle and Pedestrian Safety**

*Designed pedestrian and bicycle facilities, including sidewalks, on-road lanes, off-road trails, connections, crossings, signals, and bridges to facilitate movement in a safe and efficient manner. Facilitate convenient and safe bicycle and pedestrian movement at crossings and traffic signals.*

#### **Strategy T 201f: Roadway Beautification**

*Conduct and implement a citywide street beautification plan. Design residential streets that minimize road mat width and include detached sidewalks, landscaping and adequate pedestrian crossings to enhance neighborhoods. Maintain and protect existing landscaped medians. Include landscaped medians or side parking in new street design. Design streetlights for pedestrian use and to complement neighborhood character. Place utility boxes, cable boxes and similar facilities as unobtrusively as possible, with consideration for operability and safety.*

#### **Strategy T 201g: Recognize Neighborhood Character**

*Plan, develop and implement a transportation system that enhances the livability of residential neighborhoods. Recognize the importance of and contribution to neighborhood identity and integrity by protecting and improving the quality of life within neighborhoods, while at the same time facilitating the movement of pedestrian, bike and vehicular traffic. Include traffic calming and pedestrian safety in transportation projects located within neighborhoods.*

#### **Strategy T 201h: Streetscape and Neighborhood Creation and Preservation**

*Develop streetscape design criteria that consider the elements essential to the creation and preservation of neighborhood character, including trees, medians, parkways, scenic vistas and the relationship between homes and roadways. Incorporate historic elements such as landscaping, medians, smaller turning radii and narrower configurations in historic neighborhoods. Incorporate design criteria fostering neighborhood livability in all new development and redevelopment.*

#### **Policy T 202: Improve Mobility with Multi-Modal System**

*Plan and develop an integrated all-mode transportation system. Facilities and services will jointly serve all modes while respecting and maintaining the integrity of existing neighborhoods. Support and implement alternative modes and facilities to help maintain and increase Colorado Spring's attractive quality of life.*

#### **Strategy T 202a: Improve Mobility Options**

*Develop a transportation system that increases mobility options, including alternative ways to travel and strategies to manage demand.*

#### **Strategy T 202b: Transportation and Land Use**

*Provide mobility choices for City residents, visitors and businesses in support of the City's land use and development visions, objectives and policies.*

Strategy T 202c: Incorporate Non-motorized Transportation Facilities

*Incorporate non-motorized transportation facilities into the planning and construction of general transportation improvements, including road construction, bridge construction, subdivision development and new transit systems.*

**Chapter 6 - Community Character/Appearance**

**Built Environment and Natural Setting**

**Streets**

Policy CCA 401: Support Mixed Land Uses

*The City will encourage design that supports mixed land uses and promotes compatibility, accessibility, and appropriate transitions between uses that vary in intensity and scale.*

Strategy CCA 401b: Design Mixed-use to Provide Significant Benefits

*Design mixed-use development, including infill and redevelopment, to provide significant benefits to the surrounding area.*

Strategy 501b: Locate and Design Public Places to Give Quality, Identity, and Focus to the Community

*Locate and design public spaces and civic facilities to set a standard in quality design, to provide a focal point and meeting place, and to express community identity within the context of the surrounding private development.*

**Mixed Uses**

Objective CCA 4: Integrate Different Land Uses

*The separation of land uses that exists in Colorado Springs increases the reliance on the automobile and detracts from the dynamic urban setting. Integrating land uses increases the opportunities for various modes of travel and contributes to a more interesting and appealing land use pattern. Colorado Springs will encourage new development to integrate a diversity of land uses.*