

AGENDA ITEM SUMMARY

City Council



STAFF

Kai Kleer, Senior City Planner

SUBJECT

First Reading of Ordinance No. 061, 2026, Amending the Zoning Map of the City of Fort Collins and Classifying for Zoning Purposes the Property Included in the Peakview Annexation No. 2 to the City of Fort Collins, Colorado, and Approving Corresponding Changes to the Residential Neighborhood Sign District Map and Lighting Context Area Map.

EXECUTIVE SUMMARY

The purpose of this item is to place initial zoning on approximately 70 acres of land included in the Peakview Annexation No. 2. The proposed zoning, as recommended by staff and the Planning and Zoning Commission (Commission), places approximately 29.49 acres into the Medium Density Mixed-Use Neighborhood Zone District (MMN), approximately 26.92 acres into the General Commercial Zone District (CG), and approximately 13.35 acres into the Industrial Zone District (I). Staff also recommends placement of the property into the Residential Neighborhood Sign Zone District (RNS) and the LC2 Lighting Context Area. Approval of the CG zoning is conditional and includes two conditions agreed upon by the applicant and City staff that ensure the General Commercial area functions consistently with the neighborhood-serving commercial intent of the East Mulberry Corridor Plan. The first condition limits purely residential uses within the CG zoning for a period of five years from the date of annexation approval, or until a grocer between approximately 10,000 and 70,000 square feet is under construction within a 1.5-mile radius of the subject property, whichever occurs first. The second condition requires that future development on the CG-zoned land contribute to a cohesive, visually integrated, and functionally linked development pattern with the adjacent Mulberry and Greenfields PUD commercial core (Bloom Filing Nine) and surrounding MMN areas.

This item is a quasi-judicial matter and if it is considered on the discussion agenda it will be considered in accordance with the procedures described in Section 2(d) of the Council's Rules of Meeting Procedures adopted in Resolution 2024-148.

STAFF RECOMMENDATION

Staff recommends adoption of the Ordinance on First Reading.

BACKGROUND / DISCUSSION

Council's Role and Authority

Council is the final decision-maker on both annexations and zonings, adopting each by ordinance after a recommendation from the Commission. The Commission holds a public hearing and forwards its recommendation to Council, and Council then holds its own public hearing to consider the related items.

Evaluation Criteria

Council may approve the zoning only if the proposed zoning is either:

- (a) in general alignment with the principles and policies of the City's Comprehensive Plan, or
- (b) warranted by changed conditions in the surrounding neighborhood.

Meeting either is sufficient. Council may also consider three additional factors:

- (1) Compatibility with existing and surrounding uses, and whether the proposed district is the appropriate one for the land - for example, whether residential zoning is placed next to existing residential neighborhoods, commercial and industrial zoning is located along arterial streets, transitional zones buffer heavier uses from lighter ones, and the proposal avoids spot zoning out of character with its surroundings.
- (2) Potential adverse impacts on the natural environment - for example, whether the rezoning would affect floodplains, wetlands, wildlife habitat, or water quality, and whether appropriate buffers, setbacks, and stormwater controls are in place to mitigate those impacts.
- (3) Whether the rezoning results in a logical and orderly development pattern - for example, whether the property is contiguous with existing City limits and services such as streets, water, sewer, and stormwater infrastructure that are already in place or anticipated within the next few years.

Project and Site Overview

The applicant is proposing a 100% voluntary annexation of approximately 70-acres of land within the East Mulberry Corridor, referred to as the Peakview Annexation No. 2. The property is located on the northeast corner of East Mulberry Street (State Highway 14) and Greenfields Drive. The annexation area consists of the Cooper Slough Hunting Club parcel and Lots 1–5 and Outlot C of the Parkview P.L.D., an approved development plan recorded in the County circa 2022. The recorded plat includes a 100–150 foot wetland and wildlife buffer along the Cooper Slough, a trail corridor, and stormwater infrastructure, all of which carry forward with annexation. The site is contiguous with City limits along more than half of its perimeter (54.50%), exceeding the one-sixth contiguity threshold required by State statute, and does not create an enclave.

The applicant has requested initial zoning conditionally consistent with the City of Fort Collins Structure Plan Map and the East Mulberry Plan Framework Map, including:

- **Medium Density Mixed-Use Neighborhood (MMN), approximately 29.49 acres.** The MMN district is intended to be a setting for concentrated housing within easy walking distance of a Neighborhood Commercial center, a Community Commercial district, an Employment Zone District (E), or the Downtown. A complementary mix of residential, retail, and civic uses is encouraged. On the Peakview site, the MMN district provides a residential transition between the Bloom neighborhood to the west and the natural buffer along the Cooper Slough to the east.
- **Conditional General Commercial (CG), approximately 26.92 acres.** The CG district is intended to be a setting for development of a wide range of community and regional retail uses, offices, and personal and business services along the City's commercial corridors, with multifamily housing also

permitted as a secondary use. On the Peakview site, the CG district is positioned to support the adjacent Neighborhood Commercial core within Bloom by accommodating the supporting retail pads, inline space, and mixed-use buildings that complement a future grocery anchor at the Greenfields and Mulberry intersection.

- **Industrial (I), approximately 13.35 acres.** The I district is intended to be a setting for a variety of workplaces, including manufacturing, warehousing and distribution, indoor and outdoor storage, and a wide range of commercial and industrial operations. On the Peakview site, the I district utilizes the centerline of the Cooper Slough on the east and aligns with existing industrial and employment uses further east toward the interstate.

A Long-Standing Vision for Greenfields and Mulberry

This area within the East Mulberry Corridor has long been envisioned as a Neighborhood Center. In the 2002 jointly adopted (City and County) East Mulberry Corridor Plan, significant community outreach that including a series of public workshops, a Citizens Advisory Committee, and direct conversations with residents and business owners surfaced the desire for an additional grocery store as one of the most frequently cited issues in the study area. Because of that strong, consistent feedback, neighborhood-serving commercial uses became one of the key topic areas the plan was designed to address.

The original plan included an analysis to test whether community interest was supported by economic reality. The analysis evaluated two key intersections along East Mulberry Street as candidates for concentrated, non-residential development that would support surrounding neighborhoods which included the Greenfields Drive intersection and the Timberline Road intersection. Based on factors that included projected household and employment growth in the surrounding trade area, the study found that the corridor could support one significant concentration of neighborhood commercial development and one significant concentration of employment-generating development, and these "nodes" should be encouraged at key locations so the benefits of new development would not be diluted across multiple competing sites.

The 2002 plan concluded that the Greenfields Drive intersection which includes the Peakview Annexation No. 2 property was best suited for neighborhood commercial development. Two attributes drove that conclusion which were the area's ability to serve emerging residential growth east of I-25, and its proximity to I-25 itself, which gave it the potential to capture both neighborhood- and region-serving commercial demand. Based on these findings, the City's Structure Plan and the East Mulberry Corridor Plan Framework Map designated the area at the north of Greenfields Drive / East Mulberry Street intersection as a Neighborhood Commercial Center, intended to be anchored by a grocery store and supported by neighborhood-oriented retail, office, and residential uses within walking distance of new neighborhoods.

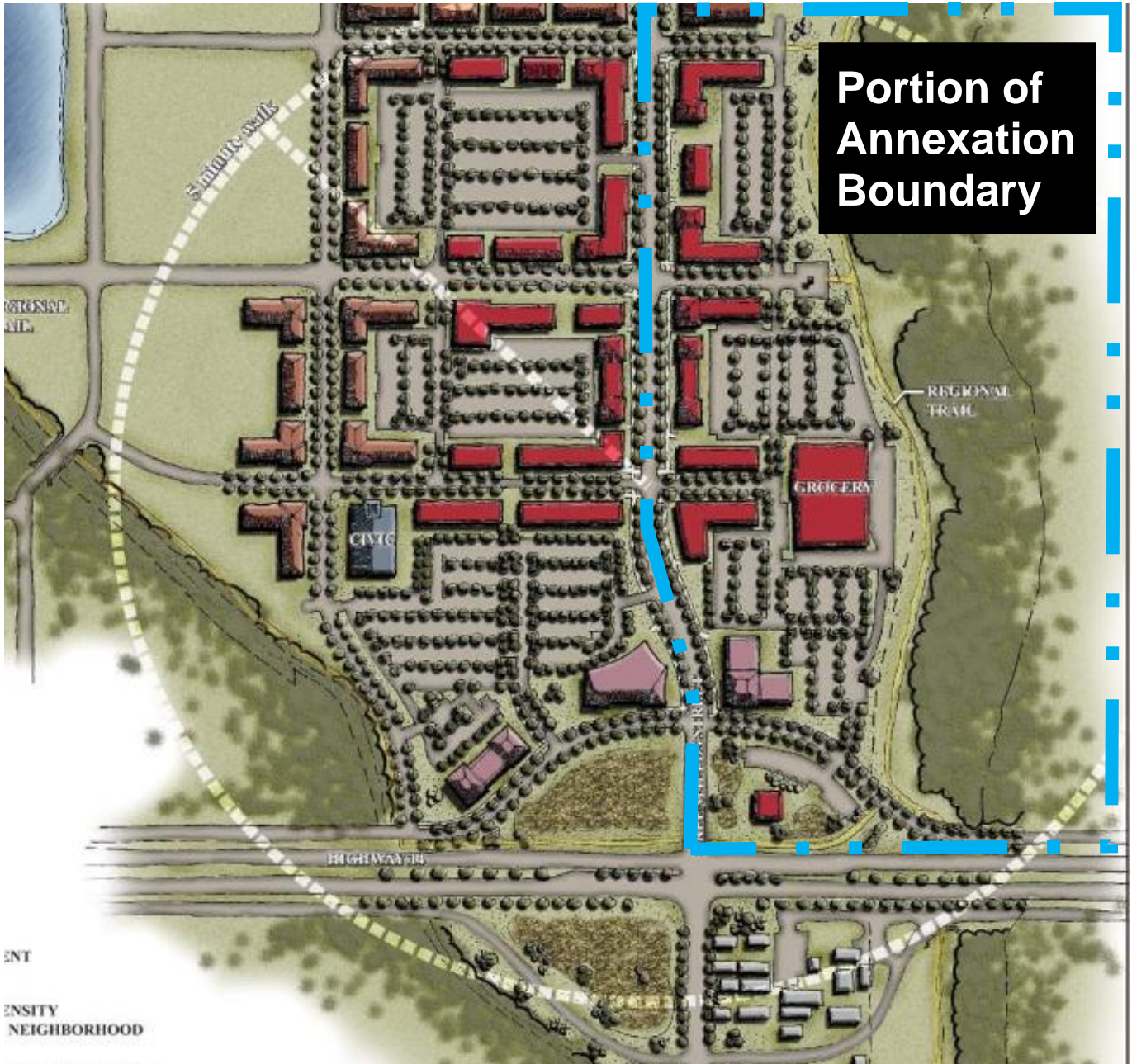


Figure 1: 2002 Neighborhood Commercial Center Concept

In the more than two decades since the 2002 plan was adopted, conditions in the corridor have evolved in ways the original plan anticipated, but at a substantially slower pace. The most significant change is the build-out of the adjacent Mulberry and Greenfields Planned Unit Development (the "Bloom" subdivision) immediately west of the Peakview site.

Neighborhood Commercial vs. General Commercial

The central zoning question before Council is the appropriate zoning for the southern half of the site. The 2023 East Mulberry Plan, like its 2002 predecessor, designates this area as Neighborhood Commercial (NC) a place type with its own distinct urban design requirements that respond to surrounding Medium- and Low-Density Mixed-Use Neighborhoods. The applicant has instead requested CG, a fundamentally different zone district with different design expectations, different permitted uses, and a different relationship to the surrounding neighborhood.

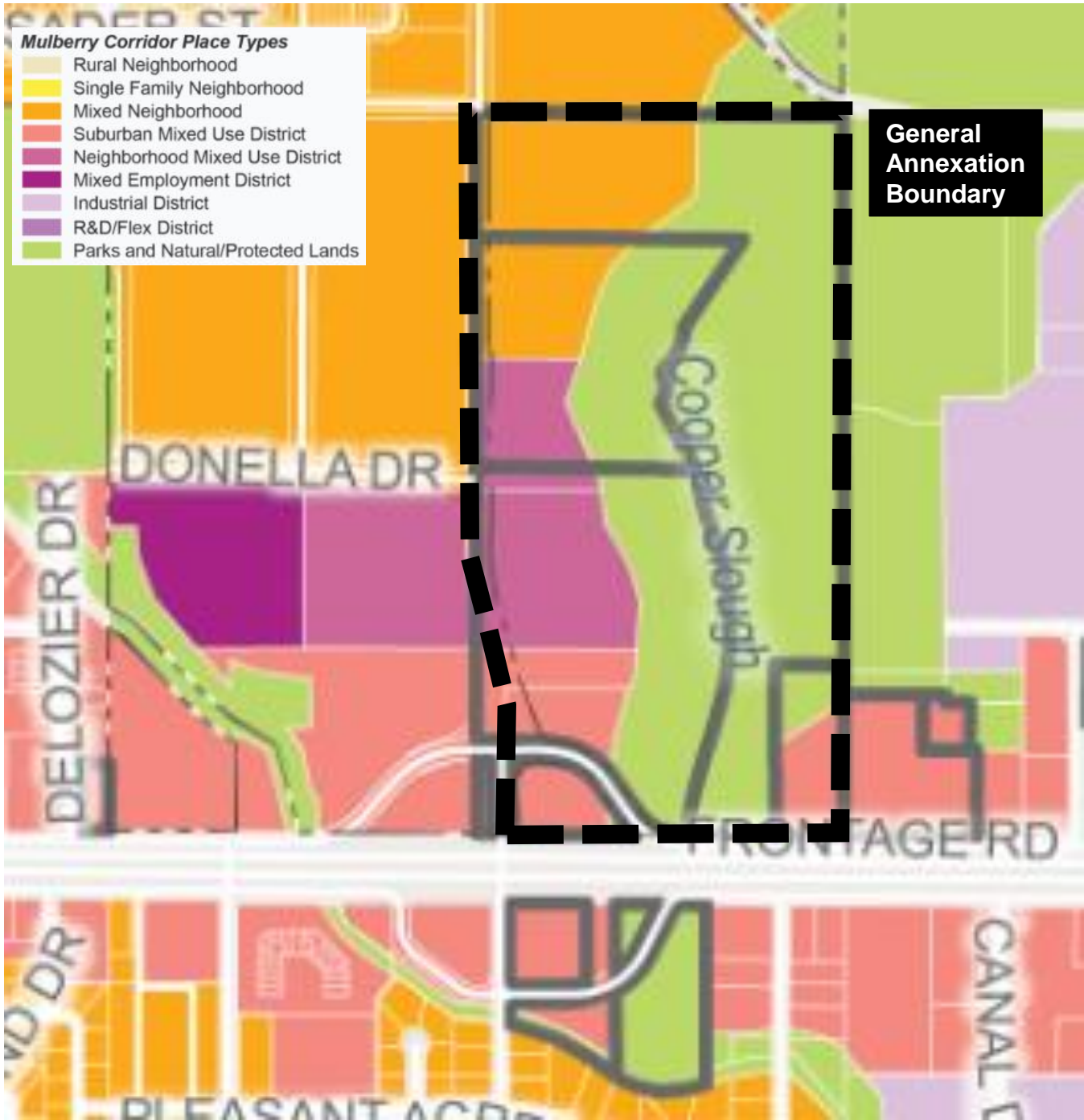


Figure 2: 2023 East Mulberry Plan Framework Map

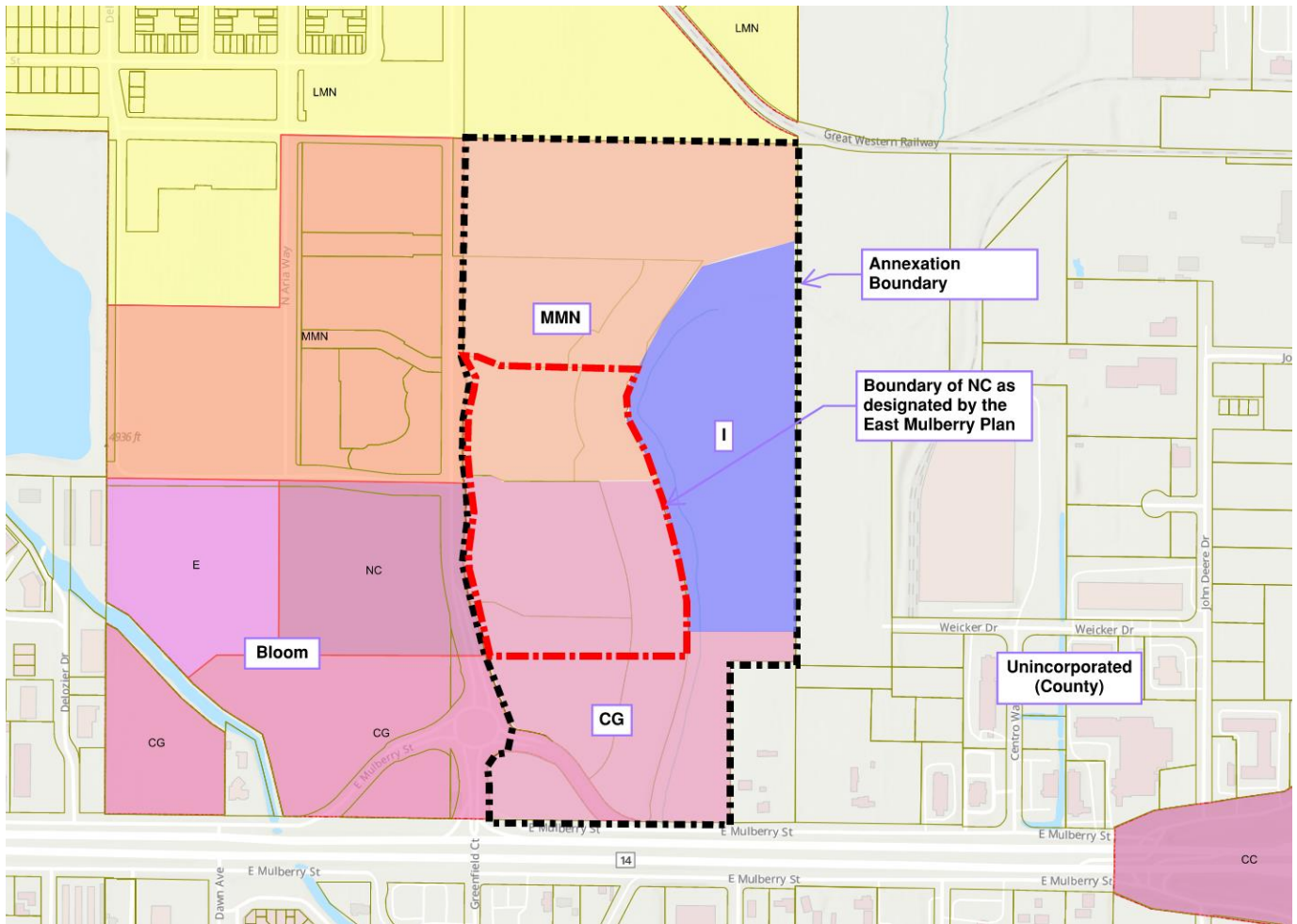


Figure 3: Proposed Zoning Boundaries w/ in Annexation Area

City Plan describes Neighborhood Commercial (NC) zone districts as pedestrian-oriented gathering spaces that reflect the identity, scale, and character of the surrounding residential neighborhoods, while providing the goods and services necessary to sustain those neighborhoods. The goal of NC zoning is to create a neighborhood or "town center" with an integrated overall street pattern, designed at a neighborhood scale, oriented to support transit, and serving as a true focal point of community life. The designation calls for (although not required) two- to three-story buildings, active commercial street fronts, parking that is broken into smaller blocks rather than dominating the site, and a central feature or gathering place such as a square, plaza, or public art installation. The block pattern of the surrounding neighborhood is meant to extend directly into and through the Center, so that residents can walk to it without using an arterial street.

By contrast, the CG zone district is described in the Land Use Code as a setting for a wide range of community and regional retail uses, offices, services, and other commercial activities a broader, more auto-oriented commercial typology that does not require an anchor and does not carry the same urban design expectations as NC. Although unlikely for this particular site because of Mulberry being a major transportation corridor, under straight CG zoning, the site could also develop primarily as multifamily residential, with little or no neighborhood-serving retail, no central gathering place, and larger maximum block sizes (10 acres rather than 7) relative to the surrounding neighborhood. That outcome would be inconsistent with both the East Mulberry Corridor Plan and the broader vision in City Plan for how commercial development patterns in Fort Collins should evolve away from strip commercial and toward walkable, mixed-use, neighborhood-scaled places.

A summary comparison of the two designations is provided below:

	Neighborhood Commercial (NC) (Called For in Adopted Plans)	General Commercial (CG) (Proposed by Applicant)
Primary intent	Pedestrian-oriented neighborhood gathering place serving surrounding residences	Setting for community- and regional-scale retail, offices, and services
Anchor use	Grocery, supermarket, or pharmacy required as primary functional offering	No anchor required
Scale and form	2–3 story buildings encouraged; neighborhood-scaled	Larger, more flexible building forms; broader scale (e.g., drive-thru, car wash)
Block & street pattern	Surrounding neighborhood block pattern extends into and through the Center; 7-acre max block	No comparable requirement; defaults to 10-acre max block
Parking	Parking visually de-emphasized; broken into smaller blocks; on-street and interior-block parking favored	Conventional commercial parking standards
Public space	Central feature or gathering place (square, plaza, public art) required	Not required
Residential	Limited; secondary to the commercial core	Multifamily residential allowed as a primary use
Relationship to neighborhood	Integrated focal point; reachable without arterial travel	Often auto-oriented; not required to integrate with adjacent neighborhood

Staff's Conditional Support

Staff does not take a departure from the East Mulberry Corridor Plan lightly, since it is foundational to a community design framework that is central to the new urbanist and 15-minute City community vision which the City's Zoning and Land Use Code is based. The recommendation to conditionally support CG zoning is grounded in three considerations.

First, the adjacent Bloom subdivision already contains approximately 11 acres along Greenfields Drive that is designated as Mulberry & Greenfields PUD, District 3, which replaces the underlying mix of E, GC, and NC zoning and applies design standards and restrictions similar to those of the Neighborhood Commercial district. The 2024 Peakview Annexation Retail Market Study, prepared by Economic & Planning Systems (EPS), found that this approximately 11-acre Bloom site is sufficient to accommodate a future grocery-anchored center for the Mulberry trade area. EPS further concluded that there is likely demand for only one traditional-sized (~70,000 SF) grocery store along Mulberry over the next 10 to 15 years, and that the proposed CG-zoned land in Peakview would be suited to host the supporting retail pads, inline retail, and complementary commercial uses that typically follow or complement a grocery anchor.

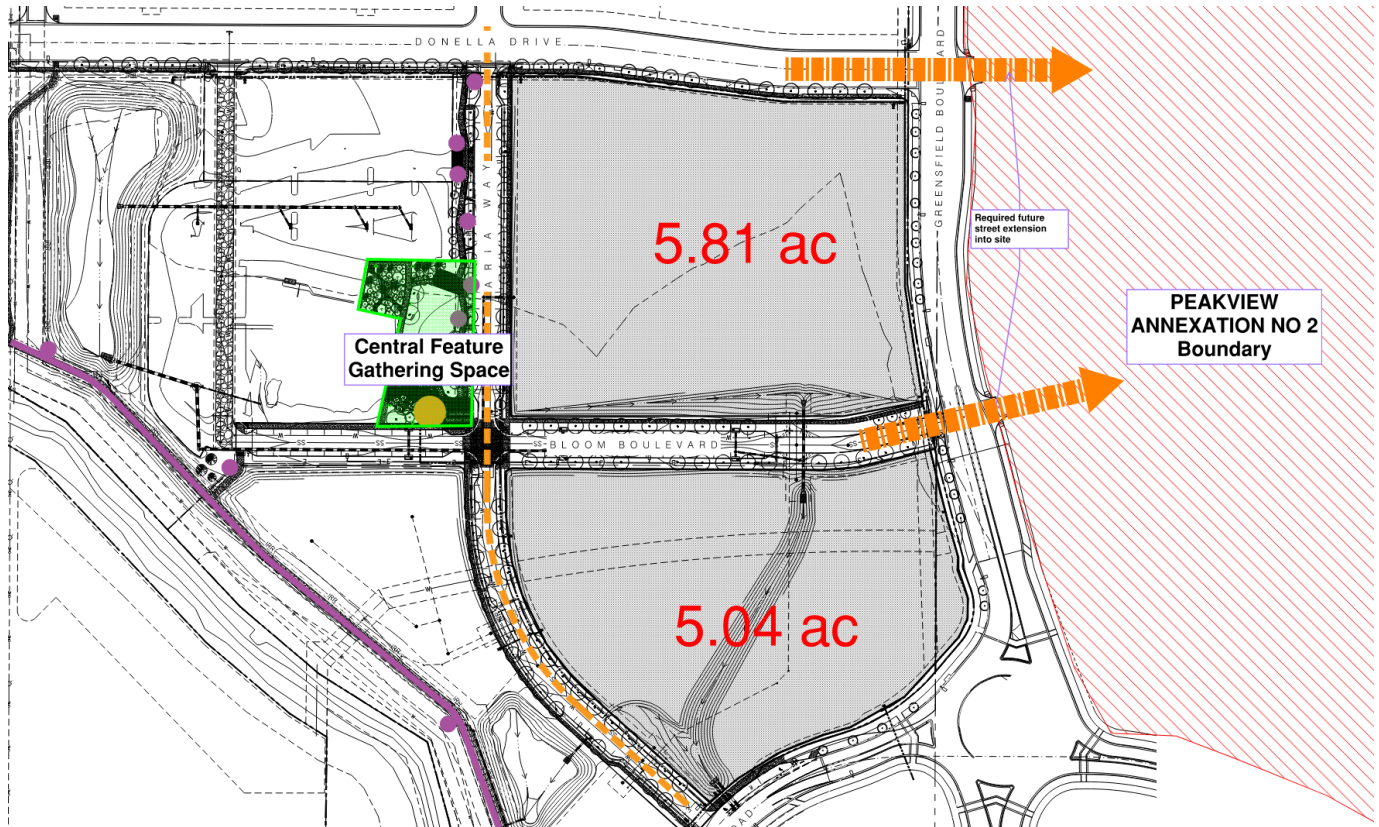


Figure 4: Bloom Commercial Center Excerpt

Second, EPS cautioned that because CG does not restrict multifamily residential in the same way NC does, the proposed CG area could develop primarily as multifamily housing and if it did, the opportunity for supporting retail to locate near the future grocer would be greatly diminished, and the attractiveness of the Peakview site to a future grocery developer could be compromised. This concern is the basis for proposed Condition 1, which restricts residential-only buildings (mixed-use is permitted) within the CG land for five years or until a grocer is under construction within 1.5 miles, whichever occurs first. Council should note that the original starting point for the timing restriction was seven (7) years; through subsequent negotiation, the parties agreed on five (5) years based on the high likelihood of Bloom landing either a small or traditional-sized grocery store within that timeframe.

Third, the design intent of NC pedestrian orientation, integration with the surrounding neighborhood block pattern, active commercial street fronts, and visual de-emphasis of parking remains a strongly supported concept that was established by the East Mulberry Corridor Plan and continues to be of great importance to the overall neighborhood. That design standard should not be lost because the underlying zoning is CG. Proposed Condition 2 requires that the CG area be designed to function as if it were part of a neighborhood-serving commercial core: visually integrated with the Bloom PUD commercial core, knit into the surrounding MMN block pattern (7-acre maximum), and connected by compatible street, sidewalk, and architectural treatments. Together, the two conditions are intended to deliver the outcomes the NC place type was designed to produce, while giving the applicant the wider range of land uses permitted by the CG zone district that they desire.

The 2024 retail market study reaffirms the core conclusion of the 2002 plan that the Greenfields and Mulberry intersection is the right location for a neighborhood-serving grocery anchor but adds three important new findings:

- (1) The trade area can support only one grocery store along East Mulberry Street over the next 10 to 15 years, and the Bloom commercial core site is sufficient to accommodate that store.
- (2) The Peakview annexation is sufficient and appropriately positioned to accommodate the supporting retail pads and inline space that a grocery anchor typically attracts.

- (3) If the CG-designated land at this intersection is built out primarily as standalone multifamily residential, the opportunity to accommodate the supporting retail that makes a grocery anchor viable would be greatly diminished, and the long-standing community goal of a true Neighborhood Center at Greenfields and Mulberry could be lost.

These findings are what shape staff's conditional recommendation. The CG designation departs from the NC designation called for in both the 2002 East Mulberry Corridor Plan and the 2023 East Mulberry Plan, but the updated 2024 retail market findings constitute changed conditions in the surrounding neighborhood that warrant the CG designation under Section 6.25.4(H)(2) of the Land Use Code. The two recommended conditions on the CG zoning are designed to carry forward the plan's original vision preserving a realistic opportunity for a neighborhood-serving grocery store at this intersection while giving the applicant the market flexibility needed to deliver future development that supports rather than competes with the Bloom Commercial Center across the street.

Recommended Conditions on the CG Zoning

To ensure the CG-zoned area performs consistently with the neighborhood-serving intent of the East Mulberry Corridor Plan, staff and the applicant have agreed on two conditions:

Condition 1 – Residential Use and Timing Restriction. Within the CG zoning in Peakview Annexation No. 2, purely residential uses are not allowed for a period of five (5) years from the date of annexation approval, or until a grocer between approximately 10,000 and 70,000 square feet is under construction within a 1.5-mile radius of the subject property, whichever occurs first. This restriction applies to purely residential buildings only and does not apply to mixed-use buildings.

Condition 2 – Community Character and Functional Integration. The areas designated as GC zoning shall be designed to contribute to a cohesive, continuous, visually integrated, and functionally linked development pattern with the Mulberry and Greenfields Planned Unit Development (PUD) commercial core and the surrounding areas zoned as MMN. Integration shall be achieved through compatible street and sidewalk layouts, building siting, architectural character, and overall site design.

Together, these conditions balance the applicant's need for market flexibility with the City's long-standing policy objective of preserving the opportunity for neighborhood-serving commercial uses, particularly a grocery store, at the Greenfields and Mulberry intersection.

Residential Neighborhood Sign District

Due to the predominant residential character of the surrounding area, staff recommends that the property also be placed into the RNS, which regulates signs for non-residential uses in areas of the community where the predominant character of the neighborhood is residential.

Compatibility and Environmental Considerations

The proposed zoning is compatible with existing and proposed surrounding uses. The MMN district is consistent with the residential character of the adjacent Bloom subdivision; the I district is consistent with industrial and employment uses east of the site; and the CG district, subject to Condition 2, is designed to functionally integrate with the adjacent Bloom PUD commercial core. The annexation and zoning will not result in significant adverse impacts on the natural environment. The existing recorded plat preserves a 100–150 foot wetland and wildlife buffer along the Cooper Slough, a trail corridor, and stormwater infrastructure, all of which carry forward with the annexation.

CITY FINANCIAL IMPACTS

No direct financial impacts are associated with the placement of initial zoning. Once developed, the property will generate property tax, sales and use tax revenue and will require ongoing City services consistent with other zoned and developed properties in the East Mulberry Corridor.

BOARD / COMMISSION / COMMITTEE RECOMMENDATION

On April 16, 2026, the Planning and Zoning Commission voted 7-0 to make a recommendation to City Council to annex and zone the subject property consistent with the requested MMN, CG, and I zoning, including the two conditions on the CG zoning and placement of the property into the RNS and LC2 Lighting District.

The Commission also found that the requested MMN and I zoning are in general alignment with the Structure Plan Map, and that the requested CG zoning, while a departure from the East Mulberry Corridor Plan NC designation, is conditionally warranted by changed conditions in the surrounding neighborhood, satisfying Section 6.25.4(H)(2) of the Land Use Code.

PUBLIC OUTREACH

A neighborhood meeting was held on September 29, 2022. No members of the public attended. All other public notification requirements as required by State and local law have been met, including written notice to surrounding property owners and posting of the property.

ATTACHMENTS / LINKS

1. Vicinity Map
2. Zoning Map
3. Structure Plan Map
4. East Mulberry Corridor Plan Framework Map
5. Annexation Petition Package
6. Annexation Map
7. Peakview Retail Market Study, March 21, 2024
8. Planning and Zoning Commission Minutes, April 16, 2026 (draft)
9. Ordinance No. 061, 2026