



Land Use Plan Amendment Report Case #LUP25-0001

Planning Commission Date: December 2, 2025

City Council Date: January 5, 2026

GENERAL INFORMATION

PROJECT NAME	Adams Crossing Land Use Plan Amendment
LOCATION	Northwest corner of East 120 th Avenue and Chambers Road
SITE SIZE	23.76 Acres
CURRENT ZONING	Adams County Agricultural-3 (A-3)
APPLICANT	Pierpont Group
OWNER	Adams Crossing, LLC
CASE PLANNER	Nathan Chavez

REQUEST

This Land Use Plan Amendment, if approved, would amend the Annexation Areas and Growth Boundaries map, Character Areas Land Use Map, Residential Areas Framework map and Economic Development Framework within the 2045 Comprehensive Plan. This change is being requested to support a future Annexation and Annexation Zone Change.

Land Use Plan Amendment

The 2045 Comprehensive Plan has several key maps which help to guide development within the City of Commerce City (Commerce City). While these maps are not regulatory or parcel specific, they are used as a reference in making zone change decisions. This Land Use Plan Amendment, if approved, would expand the urban growth boundary and designate the sites as annexation priority areas within the Annexation Areas and Growth Boundaries map (Figure 3), expand the urban growth boundary and designate the sites as northern neighborhoods within the Character Areas Land Use Map (Figure 4), expand the urban growth boundary and remove the greenfield development designation within the Residential Areas Framework map (Figure 5), and expand the urban growth boundary within the Economic Development Framework map (Figure 6) of the [2045 Comprehensive Plan](#).

The [Annexation Areas and Growth Boundaries](#) map is used to prioritize areas appropriate for development based on their ability to connect to existing utility infrastructure or capital improvement projects in progress or in the future. The applicant is proposing expansion of the urban growth boundary to encompass the subject sites and designate them as an annexation priority area. The [Character Areas Land Use Map](#) depicts the general location of each character area which serve as the City's framework for managing desired growth and development across

the community. Each character area defines how an area will grow to meet a unique desired land use mixture and makeup. The applicant is proposing expansion of the urban growth boundary to encompass the subject sites and designate the sites as northern neighborhoods. The northern neighborhoods character area includes primarily single-family residential and open space land uses with multi-family and commercial as secondary land uses. The intent of the character area is to continue the development of these land uses to support the primary land uses.

The Economic Development Framework and Residential Areas Framework map are both meant to provide more specific details to the broader Character Areas Land Use Map. Specifically, the [Economic Development Framework](#) map indicates areas throughout the City where commercial uses could be located. For the subject property, the Economic Development Framework map calls for Northern Range Commercial. Northern Range Commercial is characterized as a commercial center which contains retail and entertainment. The applicant is proposing to expand the urban growth boundary to encompass the subject sites and retain the Northern Range Commercial designation. The [Residential Areas Framework](#) map indicates areas throughout the City where residential uses could be located. As adopted, the northern parcel is designated as Greenfield Development. The applicant is proposing to expand the urban growth boundary to encompass the subject sites and remove the Greenfield Development designation from the northern parcel.

BACKGROUND AND CASE HISTORY

The subject sites were originally within the City of Brighton's (Brighton) jurisdiction and zoned Brighton Planned Unit Development – Sable. Due to infrastructure development difficulties, the property owners explored developing the properties within the Commerce City. This resulted in an intergovernmental agreement (IGA) between Brighton and Commerce City regarding annexation boundaries, specifically allowing Commerce City to annex the subject sites if disconnected by Brighton. A copy of the 2019 IGA is available within the packet. The disconnection from the City of Brighton occurred on August 5, 2025 at a Brighton City Council meeting. A copy of the disconnection ordinance is also available within the packet.

There are three additional corresponding applications under review for the Adams Crossing project; an Annexation (AN24-0004), Annexation Zone Change (Z24-0005), and Northern Infrastructure General Improvement District inclusion (NIGID24-0001). The proposed Annexation Zone Change is from Adams County Agricultural-3 (A-3) to Commerce City General Commercial (C-2) for the southern parcel and Agricultural (AG) for the northern parcel. There are challenges to developing the northern parcel including right-of-way access, presence of the floodplain, and wetlands, which is why an Agricultural (AG) zoning district is proposed as opposed to a zoning district which will allow for more intense development. This zoning proposal will be heard by Planning Commission and City Council at a later date.

PROJECT ANALYSIS

Site Overview

The requested Land Use Plan Amendment is for approximately two parcels totaling 23.76 acres, located at the northwest corner of East 120th Avenue and Chambers Road. The properties are bisected by a Farmers Reservoir and Irrigation ditch and is bordered by Cameron Drive to the northwest, East 120th Avenue to the south, and Chambers Road to the east. Further to the northwest is I-76, the BNSF railroad, and the Burlington Ditch. The properties are located at a commercial corner with the Outlook, Village at Buffalo Run East, Buffalo Run commercial developments at each other corner. Directly behind each of these commercial corners are residential neighborhoods. Directly adjacent to the southern parcel are single-family detached homes within the Outlook neighborhood.

Road Network Impacts & Master Transportation Plan

As a part of the corresponding Annexation Zone Change (Z24-0005) request, a traffic study is under review. The study assumes the construction of 104,000 square feet of commercial uses based on the proposed C-2 (General Commercial) zoning district with an assumed 0.20 Floor Area Ratio (FAR). Based on this assumption, the southern parcel has the potential to generate approximately 11,758 daily trips with 614 occurring during the morning peak hours and 1,065 during the afternoon peak hour. This is subject to change based on the actual proposed uses. In addition, it is worth noting that the C-2 (General Commercial) zoning district has a minimum FAR of 0.05 which typically means less estimated traffic due to smaller buildings.

The [Master Transportation Plan](#) calls for East 120th Avenue widening from the existing geometry to principal arterial 6-lane roadway. The [draft Transportation Plan](#) classifies East 120th Avenue as a principal arterial (4-6 lane road), Chambers Road to the south of East 120th Avenue as a minor arterial (4 lane road) and Chambers Road north of East 120th Avenue as a minor collector (2 lane road). The traffic study includes recommended roadway improvements which city staff will reference when subdivision and development applications are submitted at later dates. Planned right-of-way improvements include dedication of right-of-way along Chambers Road and East 120th Avenue and Chambers Road widening along the sites frontage. A rough estimated dated for this improvement is by 2050.

Neighborhood Input

Two neighborhood meetings occurred for the whole project. The first occurred on August 6, 2025. This neighborhood meeting focused specifically on the Annexation and Annexation Zone Change. 19 residents were in attendance and concerns included the impact of the Outlook residents due to possible adjacent buildings, construction traffic, and increased traffic, noise, and light pollution. The second occurred on October 28, 2025. 13 residents attended and concerns included saving trees on the sites, how the development will coincide with the East 120th Avenue widening, how the development will connect to East 121st Avenue, the schedule for upcoming public hearings, and how residents can communicate with Planning Commission and City Council. The summaries for both neighborhood meetings are available in the packet.

Letters from residents regarding the annexation and zoning were submitted and are included in the packet.

COMPREHENSIVE PLAN (CP) CONSISTENCY

The primary purpose of the proposed Land Use Plan Amendment is to provide the subject sites designations throughout the 2045 Comprehensive Plan's maps, so that current and future parties interested in the sites may have a foundation for understanding how the property may develop. The purpose of the 2045 Comprehensive Plan is to, "guide decisions related to development regulations, capital improvements, and other local policies and actions. It is a tool for the community to help coordinate efforts and direct how the City may use its resources. The Comprehensive Plan establishes a unified vision for the future of Commerce City and identifies the strategies, policies, and recommendations necessary to achieve that vision."

Character Areas

The applicant is proposing the Northern Neighborhoods character area as the designation for the subject property because it is not located within a character area. This designation is suitable because it allows for open space as a primary land use and commercial as a secondary use, both general land uses proposed via the corresponding Annexation Zone Change application and it is the only nearby character area. The subject sites are at a key intersection which also serves as a gateway into Commerce City from Brighton and Adams County. In addition, the applicant is seeking a commercial zoning district for the southern parcel, which is adding additional land for retail. Therefore, this proposal is also compliant with the following Character Area (Land Use) goals and objectives.

- Goal 1.2: Provide opportunities at key nodes and intersections with land for business, retail, and industrial needs.
- Goal 2.6: Ensure adequate land for future economic development growth.
- Goal 6: Prioritize infill projects as well as redevelopment within the City to minimize the need for additional infrastructure improvements.
- Goal 7.2: Coordinate with Adams County and other neighboring jurisdictions and regional agencies.
- Goal 8: Improve the overall image and appearance of the city.

Commerce and Employment

The Economic Development Framework map designates the southern parcel as Northern Range Commercial in which the promotion of commercial centers is encouraged. The proposed Land Use Plan Amendment is to allow for annexation into the City with commercial zoning for the southern parcel. This will allow new businesses to build within Commerce City at a key intersection. In addition, the commercial is near existing residential allowing for pedestrian traffic to access future retail. Because of this relationship it can be found that this proposal meets the following Commerce and Employment Goals and Objectives.

- Goal 2: Promote a healthy, progressive, and competitive local economy.

- Goal 3.1: Promote site design, programs and development that add to the overall quality of life for Commerce City residents and businesses.
- Goal 5.5: Explore opportunities for pedestrian-orientated development commercial center with a mix of uses.
- Goal 6.1: Expand commercial uses in the City.
- Goal 6.2: Encourage the development of new centers with an emphasis on commercial/retail.

Art, Culture and Tourism

The Community Character map located in the Art, Culture and Tourism chapter of the Comprehensive Plan designates East 120th Avenue as a Primary Key Corridor, which is a highly trafficked roadway which should be enhanced and well maintained. Additionally, the same map notes East 120th Avenue and Interstate-76 as a Key Gateway Area. This proposal will bring high-quality development to the area and enhance these major locations and roadways within the City.

OVERALL ANALYSIS

Through the City of Commerce City's review process, which included two submittals, the various Development Review Team (DRT) agencies including the South Adams County Water and Sanitation District, South Adams County Fire Department, Brighton Fire Department, 27J School District, Farmers Reservoir and Irrigation Company, City of Brighton Planning Department, and Adams County Planning Department, and City of Commerce City, Department of Economic and Community Vitality, Geographic Information Services Division, Parks, Recreation and Golf Department, Planning Division, Public Works Department, Energy, Equity, and the Environment Division, and Engineering Review Division resulted in all comments addressed or no reviews conducted. There were no comments from referral agencies in opposition to the proposed Land Use Plan Amendment.

LAND USE PLAN AMENDMENT APPROVAL CRITERIA

A decision for this case must be based on the following criteria from [Sec. 21-2110\(3\). - Amendments](#) of the Land Development Code. An application may be approved when the proposed amendment:

Criteria (a): Is consistent with the overall intent of the comprehensive plan;

Analysis: The 2045 Comprehensive Plan states that its purpose is to, "guide decisions related to development regulations, capital improvements, and other local policies and actions. It is a tool for the community to help coordinate efforts and direct how the City may use its resources. The Comprehensive Plan establishes a unified vision for the future of Commerce City and identifies the strategies, policies, and recommendations necessary to achieve that vision." The proposed Land Use Plan Amendment assigns more appropriate designations and includes the sites within the urban growth boundary within various maps throughout the comprehensive plan. *Therefore, it can be found that **Criteria (a)** is met.*

Criteria (b): Is consistent with the purposes set forth in Section 21-2100;

Analysis: [Sec. 21-2100. - Adoption and Purpose](#) specifically states, “the purpose of the comprehensive plan is to promote the health, safety, order, convenience, prosperity and general welfare of the inhabitants of the city by ensuring coordinated, adjusted, and harmonious development within the city.” The proposed Land Use Plan Amendment will create a clear path for annexation of the sites into Commerce City while creating a framework for development of the sites and right-of-way improvements. Including the properties within the urban growth boundary means that they can be developed in Commerce City and follow the City’s development guidelines. *Therefore, it can be found that **Criteria (b)** is met.*

Criteria (c): Is necessary or desirable because of changing social values, new planning concepts, or other social or economic conditions;

Analysis: The subject sites are located at the northwest corner of East 120th Avenue and Chambers Road, a key intersection into Commerce City. Prospective retailers and restaurants find intersections with the high traffic volumes attractive. There is a strong desire for additional retail and commercial within the City and the proposed land use plan amendment will create a stronger case for a commercial zoning district at this hard corner. In addition, there is a push from the neighbors requesting the preservation of existing open space and vegetation. This is being accomplished in part by the removal of the Greenfield Development designation within the Residential Areas Framework Map. *Therefore, it can be found that **Criteria (c)** is met.*

Criteria (d): Will not have a negative effect on the immediate area;

Analysis: While commercial development has higher volumes of traffic compared to other land uses, a traffic generation analysis is under review with the corresponding Annexation and Annexation Zone Change applications. The traffic generation analysis includes right-of-way improvement recommendations and will assist City staff in formulating how best to mitigate traffic impacts when the southern parcel develops. In addition, the applicants and City staff are exploring options to limit development directly behind the Outlook subdivision homes. Lastly, impacts fees will be applied to this development to help offset the impacts to services and facilities. *Therefore, it can be found that **Criteria (d)** is met.*

Criteria (e): Will not have a negative effect on the future development of the area; and

Analysis: The purpose of the land use plan amendment is to create a framework for future development of the sites via Commerce City so that the sites mesh with the existing and future development in the area. Future annexation and development of the site in Commerce City will also allow the City to request right-of-way improvements and dedications via the annexation agreement and development agreement/public improvement agreement processes. City and external agency services already exist in the area because Commerce City borders the sites on two sides. Because of this future planning and intent to bring the properties under the jurisdiction and oversight by

Commerce City there are no perceived negative effects to the future development of the area. *Therefore, it can be found that **Criteria (e)** is met.*

Criteria (f): Will promote the public health, safety, and general welfare of the people of the city.

Analysis: The proposed Land Use Plan amendment will create a clear path for annexation of the site into Commerce City while creating a framework for development of the site and right-of-way improvements to the City's standards. In addition, more commercial within the City is desired. Expanding the growth boundary to include these properties will ensure that Commerce City can protect the interests of the community as a whole. *Therefore, it can be found that **Criteria (f)** is met.*

RECOMMENDATIONS

Planning Commission

During the hearing no members of the public attended. The Planning Commission asked numerous questions including, the timeline for annexation, how City staff and applicant are exploring limiting development behind homes within the Outlook neighborhood, why the applicant was unable to develop within Brighton, and what types of development are planned for the southern parcel. Ultimately Planning Commission voted 5-0 to provide a recommendation of approval to City Council. A draft of the minutes are included in the packet for reference.

Staff

The proposed Land Use Plan Amendment is supported by the goals and objectives of the 2045 Comprehensive Plan and meets the approval criteria found within Sec. 21-2110(3) of the Land Development Code. Therefore, staff recommends approval of this Land Use Plan Amendment application.

CONSIDERATIONS FOR REQUESTED LAND USE PLAN AMENDMENT

1. A Land Use Plan Amendment creates the foundation to assist with decision making and recommendations for all other land use applications
2. A 2019 intergovernmental agreement exists which allows for the annexation of the subject sites into Commerce City.
3. The proposed Land Use Plan Amendment will allow the sites to develop under the review and compliance of the Land Development Code, Building Code, Engineering Standards and Specifications, and other requirements
4. The proposed Land Use Plan Amendment will help attract commercial development to Commerce City.
5. The Department of Economic and Community Vitality supports the application which will allow for commercial development.

POTENTIAL MOTIONS

1. Approval

a. City Council

- i. I move that the City Council enter a finding that the requested **Land Use Plan Amendment** for the property located **at the northwest corner of East 120th Avenue and Chambers Road** contained in case **LUP25-0001** meets the criteria of the Land Development Code and based upon such finding, approve the **Land Use Plan Amendment**.

2. Denial

a. City Council

- i. I move that the City Council enter a finding that the requested **Land Use Plan Amendment** for the property located **at the northwest corner of East 120th Avenue and Chambers Road** contained in case **LUP25-0001** fails to meet the criteria of the Land Development Code and based upon such finding, deny the **Land Use Plan Amendment**.

1. *Insert criterion not met*

Figure 1: Aerial Map



Aerial from March 3, 2025

Figure 2: Zoning Map

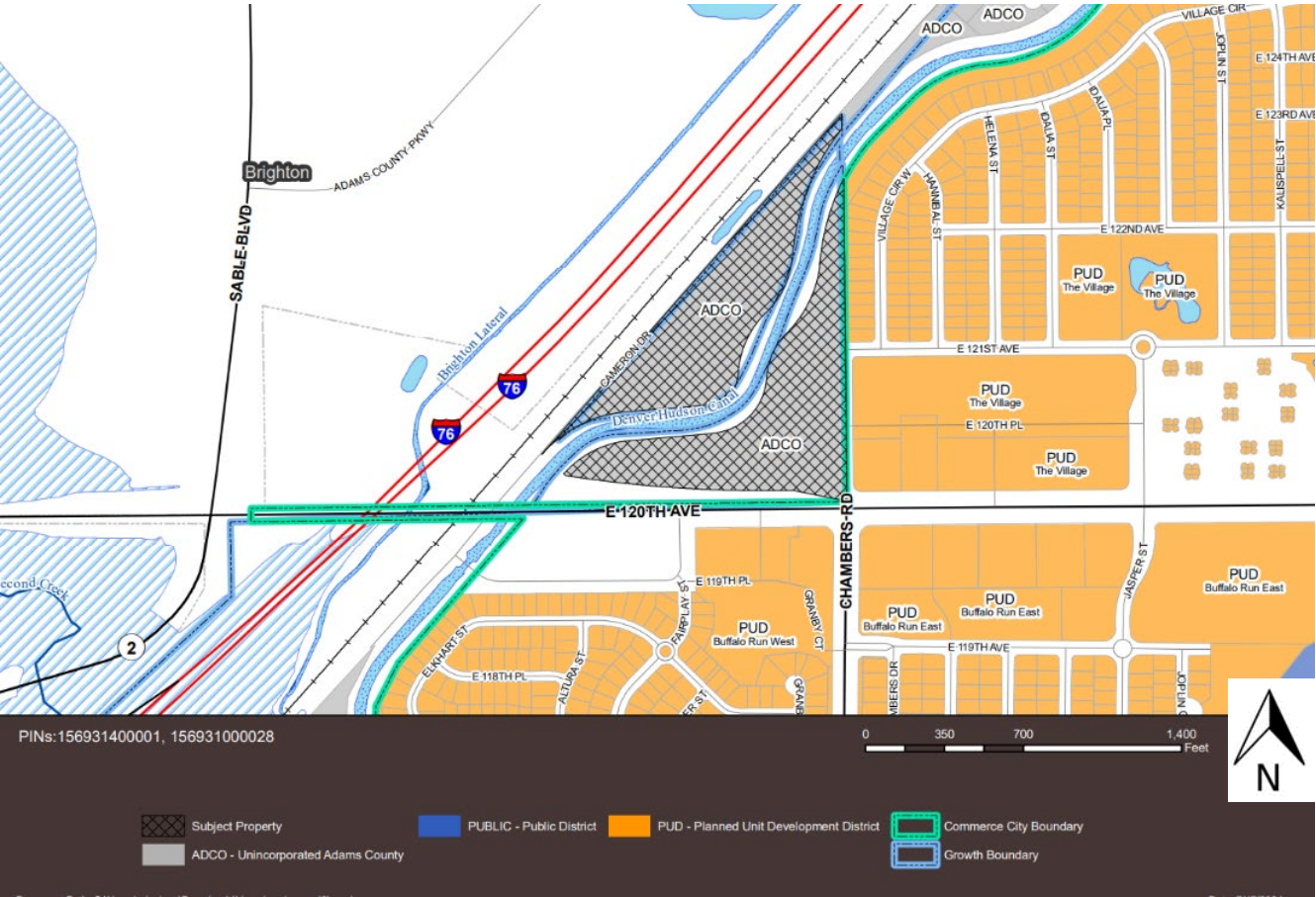


Figure 3: Annexation Areas and Growth Boundaries

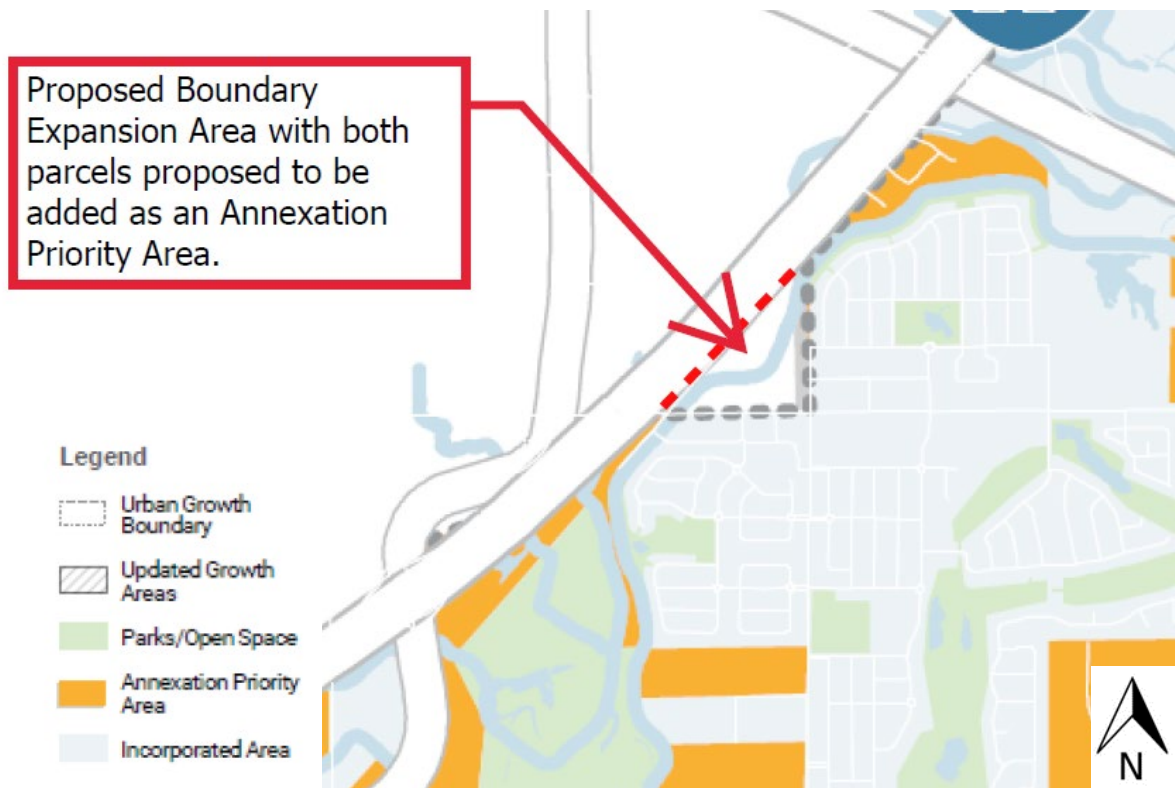


Figure 4: Character Areas Land Use Map

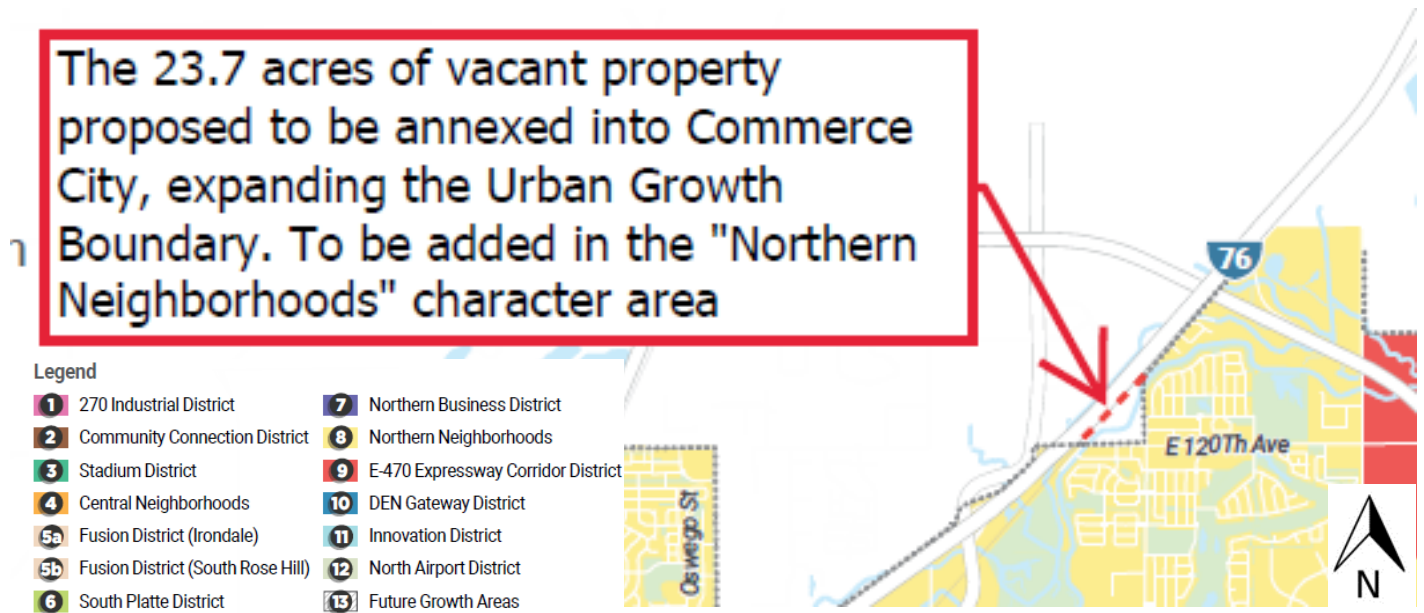


Figure 5: Residential Areas Framework Map

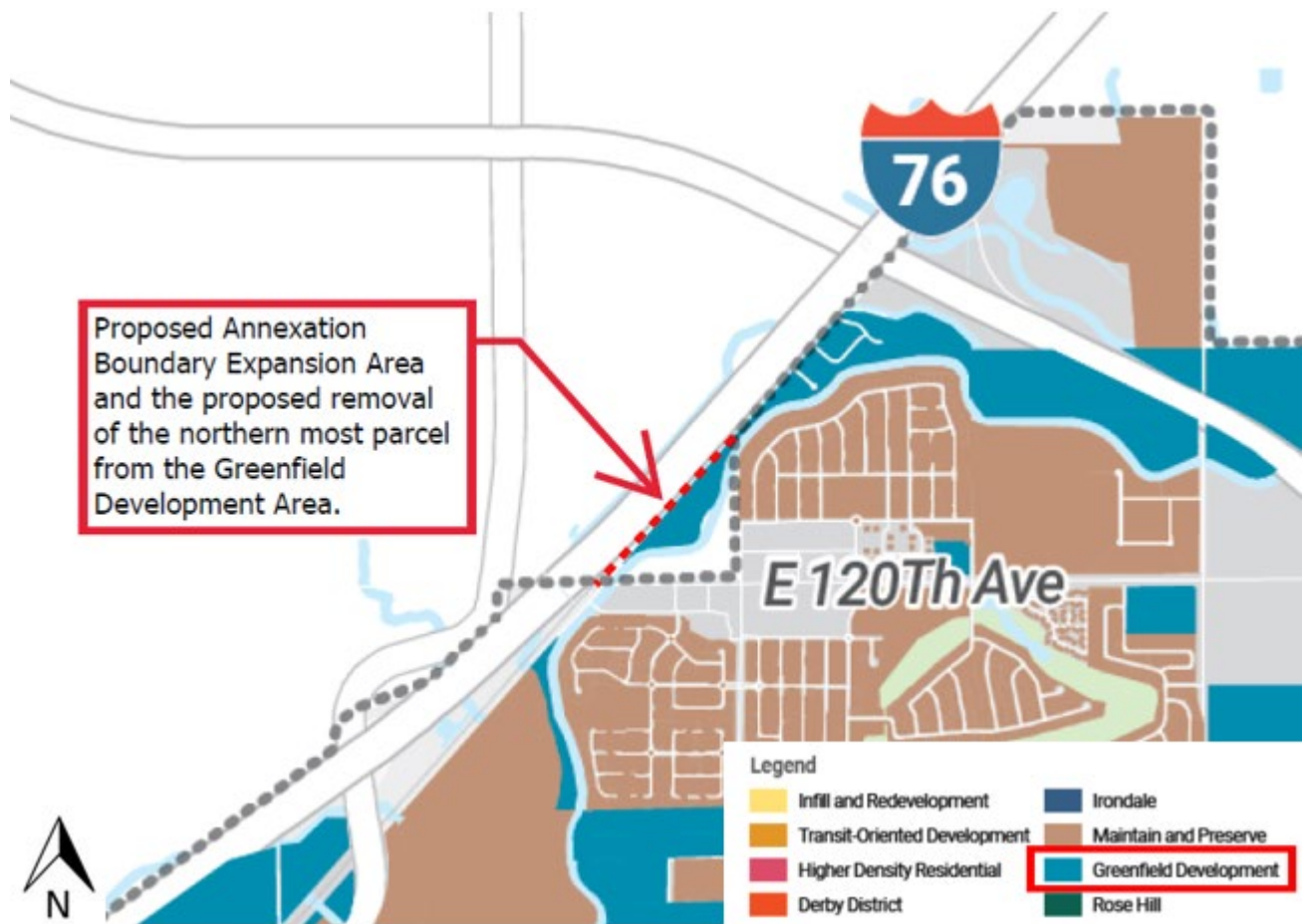


Figure 6: Economic Development Framework Map

